

Chapter 6:

Economic Development

This element contains a compilation of goals, objectives, and recommended programs to attract and retain businesses that are consistent with the overall land use and environmental objectives of the City of Muskego. As required by Wisconsin Statutes 66.1001.(2)(f), this chapter includes an assessment of new businesses and industries that are desired by the City and an assessment of the strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

Many of the objectives and recommendations of this chapter are a result of the adopted plans over the past decade (Specifically the Sustainable Economic Development Strategic Plan discussed in detail below) and the active involvement of City development committees (Plan Commission, Community Development Authority, and the Mayor's Task Force on Economic Development). This chapter expands to include the current state of Muskego in regards to economic development.

The business climate has grown substantially within Muskego over the past five years, however, there are still many opportunities for further growth. Currently, only 9% of the City's tax base is from commercial. This is approximately half the percentage found in other growing communities of Waukesha County and southeastern Wisconsin. While the foundation for economic growth is evident, the City also realizes that increasing the demand for new businesses is key to the future of Muskego. One of the reoccurring goals of this economic development element is to increase the commercial tax base to at least 16-18% by the year 2020. This goal is not out of reach, especially due to the strength and demand that exists in the community. This element begins to look at the many facets of Muskego's economic development opportunities and plans a course for a healthy and diverse economic future.

The City takes a proactive view of economic development. Not only will economic development aid in creating jobs and income in the community, it also can help create an overall better well being for the community's residents. This element works to incorporate all facets of economic development in order to know exactly what types of economic opportunities are available within the City, and even find what disparities might exist. The following chapter examines the City's labor force, economic base, and income levels. Additionally, a look into where the commercial and industrial land uses are located and where there is potential for growth is examined. Lastly, long-term objectives for sound investment strategies based on diversification of the economic base are evaluated.

The goal of this Economic Development Element is as follows below. The objectives and recommendations are found in the Chapter 10 of this *Plan*.

Economic Development Existing Conditions

Employment Characteristics and Forecasts

The labor force is an important element for potential economic investors in a community. Many businesses research the skills, education and aptitudes of a community's population. The Comprehensive Planning Law requires this *Plan* to address employment makeup and forecasts in the governmental unit over the 20-year planning period.

Table 6.1 shows the employment status of Muskego residents from the year 2000. Only 2.5% of the labor force is shown to be unemployed with an even smaller percentage of women (1.7%). Muskego has a high number of individuals in various areas of employment with almost 8 out of every 10 men in the labor

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force and 7 out of 10 women. The table shows that Muskego residents are committed to employment in some form. Only a select few persons are not participating in the labor force, but a large majority of these individuals are going to high school or college in preparation for future employment.

Table 6.1 Employment Status (16 years and older)

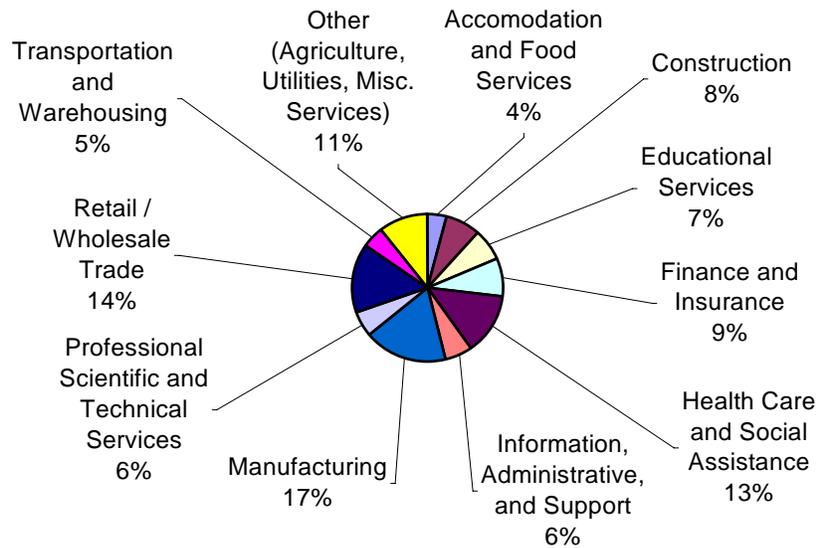
	Number			Percent		
	All	Male	Female	All	Male	Female
All	16,110	7,928	8,182	100	100	100
In labor force	12,263	6,469	5,794	76.1	81.6	70.8
Armed forces	26	18	8	0.2	0.2	0.1
Civilian labor force	12,237	6,451	5,786	76	81.4	70.7
Employed	11,835	6,192	5,643	73.5	78.1	69
Unemployed	402	259	143	2.5	3.3	1.7
Percent of civilian labor force	3.3	4	2.5	(X)	(X)	(X)
Not in labor force	3,847	1,459	2,388	23.9	18.4	29.2

Source: U.S. Census Bureau, Census 2000.

Most Muskego residents work outside the City, primarily in Milwaukee County, with some within Waukesha County (2000 Census shows that 62.5 % of the Muskego population takes 15-34 minutes for their average travel time to work). Figure 6.1 below illustrates the occupational structure of Muskego residents at the time of the 2000 census. A significant majority, 66.4 percent, are employed in “management, professional and related occupations,” or “sales and office occupations.”

The State of Wisconsin’s Department of Workforce Development’s “Occupations with Largest Growth 2004-2014” provides insight into the regional employment forecast for the Waukesha, Milwaukee, Racine, Kenosha, Walworth, Washington, and Ozaukee County area.

Table 6.2 lists the occupations experiencing the largest growth rates in the region. The table can be viewed in a variety of ways. To gauge the best understanding of where job growth is occurring it helps to see the occupations that have the largest percentage of growth (How they are currently sorted), but also to view the total number of estimated annual openings for each occupation. When reviewing the latter, we see that “Office and Administrative Support Occupations”, “Sales and Related Occupations”, “Food Preparation and Serving Related Occupations”, and “Production Occupations” have the most estimated openings annually in the coming years.

Figure 6.1 Employed Civilian Populations in Muskego

Source: U.S. Census, 2000

These growing occupations look to benefit Muskego, especially since Muskego is on the upswing with commercial/office growth. While much of Muskego's landscape has been consumed with higher density residential, it is now time for the commercial uses to flourish. Viewing the table by the anticipated percentage growth per occupation, the statistics show that, not surprisingly, many of the growing professions relate to the healthcare industry (This has been the norm the past five years). Muskego should also benefit from this aspect, as the City has become a destination for senior care and residency.

Another set of employment projections was prepared at the state level for comparison. Table 6.3 lists the projected growth statewide for all occupations.

As shown in the pie chart, much of the population of Muskego is employed in "retail/wholesale trade occupations," or "health care occupations." Both of these occupational categories are well positioned to absorb much of the job growth projected above in Table 6.2. One area that Muskego must be on the lookout for an expected decline is in relation to the manufacturing industry. Statewide projections see a continuing decline in the manufacturing profession, while Muskego holds a high interest in the amount of occupations dedicated to manufacturing in the City. Overall, Muskego anticipates the employment trends to grow at the same rates displayed in Tables 6.2 and 6.3. Recommendations and goals below are based on this notion of growth for employment.

Table 6.2 Occupations with the Largest Projected Growth in Milwaukee, Washington, Ozaukee, Waukesha, Walworth, Racine, and Kenosha Counties

Occupational Title	Estimated Employment				Estimated Average Annual Openings			Estimated Salary and Wages (2005)		
	2004	2014	Change	% Change	New Jobs	Replacements	Total	Average	Entry	Hourly Wage
Healthcare Support Occupations	28,720	37,380	8,660	30.2%	860	440	1,300	\$ 34,710.50	\$ 9.10	\$ 13.28
Computer and Mathematical Occupations	20,170	26,120	5,950	29.5%	590	260	850	\$ 58,598.00	\$ 17.92	\$ 33.30
Healthcare Practitioners and Technical Occupations	49,450	63,510	14,060	28.4%	1,410	920	2,330	\$ 62,162.00	\$ 15.60	\$ 37.03
Personal Care and Service Occupations	31,120	38,900	7,780	25.0%	780	700	1,480	\$ 20,857.00	\$ 6.97	\$ 11.56
Business and Financial Operations Occupations	40,070	49,150	8,080	22.7%	810	730	1,540	\$ 53,890.00	\$ 14.68	\$ 31.53
Community and Social Services Occupations	18,390	22,070	3,680	20.0%	370	340	710	\$ 38,385.50	\$ 11.71	\$ 21.83
Construction and Extraction Occupations	36,590	43,160	6,570	18.0%	660	720	1,380	\$ 44,233.50	\$ 13.52	\$ 25.14
Building and Grounds Cleaning and Maintenance Occupations	37,330	43,900	6,570	17.6%	660	740	1,400	\$ 22,325.00	\$ 7.30	\$ 12.45
Farming, Fishing, and Forestry Occupations	800	940	140	17.5%	13	23	33	\$ 22,659.00	\$ 6.66	\$ 13.01
Life, Physical, and Social Science Occupations	8,490	9,960	1,470	17.3%	150	210	360	\$ 54,592.00	\$ 15.48	\$ 31.63
Education, Training, and Library Occupations	52,050	60,780	8,730	16.8%	870	1,090	1,960	\$ 42,069.50	\$ 11.86	\$ 24.41
Legal Occupations	5,590	6,430	840	15.0%	80	70	150	\$ 72,061.00	\$ 17.04	\$ 43.45
Management Occupations	37,900	43,540	5,640	14.9%	560	710	1,270	\$ 89,529.00	\$ 22.32	\$ 53.41
Food Preparation and Serving Related Occupations	79,280	90,890	11,610	14.6%	1,160	3,150	4,310	\$ 17,939.00	\$ 5.95	\$ 9.96
Arts, Design, Entertainment, Sports, and Media Occupations	13,470	15,390	1,920	14.3%	190	260	450	\$ 39,067.00	\$ 10.00	\$ 23.18
Transportation and Material Moving Occupations	72,170	80,470	8,300	11.5%	830	1,590	2,420	\$ 27,829.00	\$ 7.84	\$ 16.15
Installation, Maintenance, and Repair Occupations	36,460	40,530	4,070	11.2%	400	830	1,230	\$ 39,013.50	\$ 11.73	\$ 22.27
Architecture and Engineering Occupations	18,740	20,720	1,980	10.6%	190	430	620	\$ 57,451.00	\$ 18.08	\$ 32.39
Protective Service Occupations	15,790	17,330	1,540	9.8%	160	450	610	\$ 37,506.00	\$ 9.51	\$ 22.30
Sales and Related Occupations	92,700	101,450	8,750	9.4%	870	3,050	3,920	\$ 35,186.50	\$ 7.24	\$ 21.76
Office and Administrative Support Occupations	174,010	183,320	9,310	5.4%	930	3,970	4,900	\$ 28,912.00	\$ 9.05	\$ 16.33
Production Occupations	124,160	128,410	4,250	3.4%	430	2,970	3,400	\$ 31,656.50	\$ 9.41	\$ 18.13
Total, All Occupations	994,430	1,124,310	129,880	13.1%	12,990	23,660	36,650	\$ 36,687.50	\$ 8.41	\$ 22.25

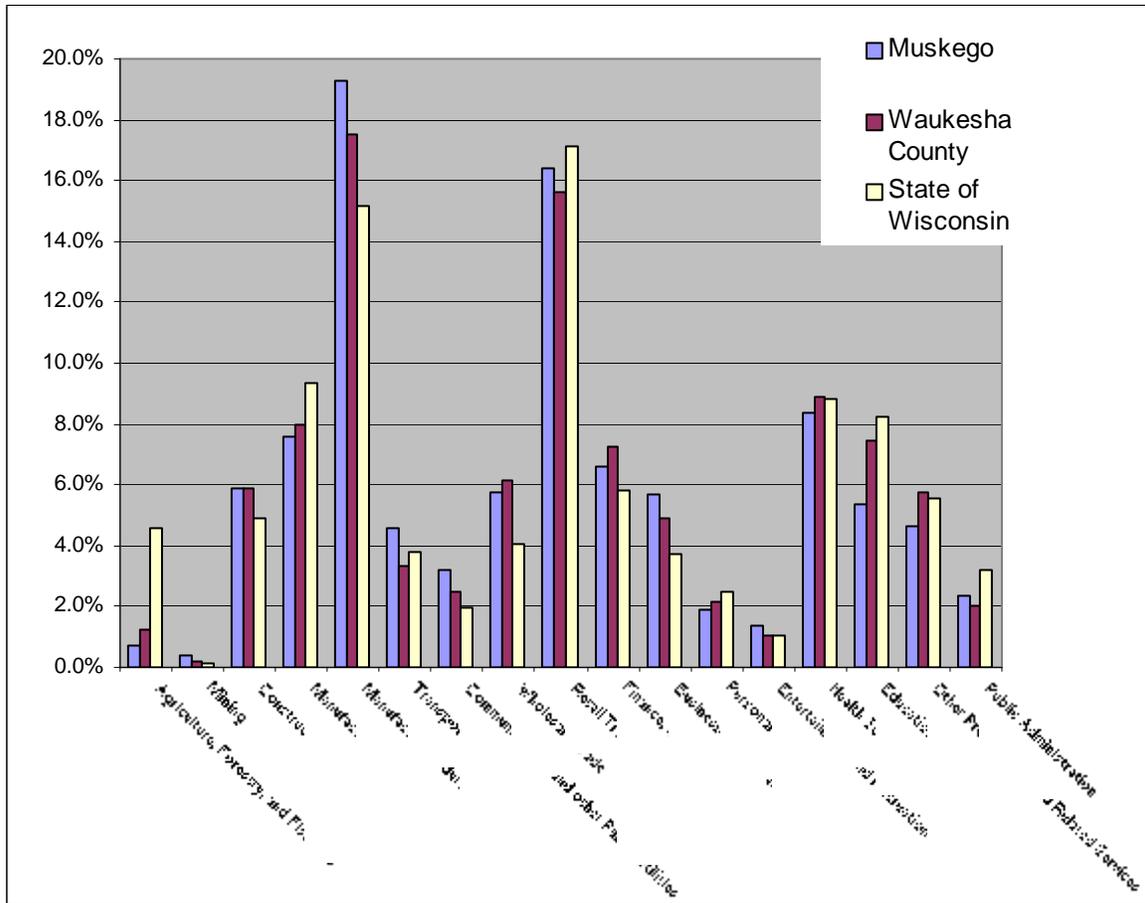
Figure 6.2 depicts 2000 employment by industry in Muskego, Waukesha County and the State of Wisconsin. While the categories are not strictly comparable, it is possible to see that the industries with the highest anticipated growth over the next ten years, such as the service, retail trade, and health industry, already account for a significant portion of total employment in the Muskego area. What is also obvious from the comparison is that the shrinking manufacturing sector again will have a considerable impact on Muskego's labor force.

Table 6.3 Statewide Occupational Projections by Occupation 2004-2014

Industry Title	2004	2014	Change	Percent Change
Total, All Occupations	3,032,810	3,380,410	347,600	11.5%
Natural Resources and Mining	3,870	3,700	-170	-4.4%
Construction	126,730	150,300	23,570	18.6%
Manufacturing	502,630	495,700	-6,930	-1.4%
Trade, Transportation, and Utilities	554,430	606,200	51,770	9.3%
Information	50,250	54,400	4,150	8.3%
Finance and Insurance	129,880	144,000	14,120	10.9%
Real Estate and Rental and Leasing	27,660	31,790	4,130	14.9%
Professional and Business Services	252,530	309,800	57,270	22.7%
Education and Health Services, Including State and Local Government	597,990	730,700	132,710	22.2%
Arts, Entertainment, and Recreation	34,470	38,000	3,530	10.2%
Accommodation and Food Services	216,120	250,800	34,680	16.0%
Other Services (Except Government)	141,600	155,500	13,900	9.8%
Government	179,450	187,300	7,850	4.4%
Self-Employed and Unpaid Family Workers, All Jobs	215,200	222,220	7,020	3.3%

Source: WI Dept. of Workforce Development

Figure 6.2 Employment by Industry



Source: US Census Bureau 2000

Education

Muskego School System

The value of the public school system in Muskego considered one of the main attractions to residents in the City. Muskego is within the Muskego-Norway Public School District, which contains all of Muskego and extends into portions of the City of New Berlin and the Town of Norway (See Map 4.7 and 7.4). The district consists of five elementary schools, two middle schools, and one high school as discussed in the Community Facilities Chapter of this Plan. The school district operates at an exceptional level compared to other school districts in the State. Opportunities for every educational level are given from special needs to advanced placement courses. The district continues to have over 50% of the student body placed at an “exceptional” level on the State’s Standardized Tests.

The Muskego-Norway School Board is actively planning for population growth and expansion within the district while always monitoring the current growth trends of students in the area. The City and the School District will continue to meet in order to plan for growth and facilities needs. School District future needs directly influence the growth and future density recommendations found within the Land Use Element of this Plan.

Muskego Education Levels

The labor force in Muskego is well educated with over 93% of the population holding a high school diploma or higher. This rate is higher than the Milwaukee metropolitan area (84.5%), the State of

Wisconsin (78.6%), and the nation (75.2%). Those with Bachelor's degrees or higher comprise 27% of Muskego's population. According to the 2000 census 4,903 residents aged three years or over are enrolled in school within Muskego. Of that number, 3,622 are enrolled in public schools, and another 1,281 are enrolled in one of the two private schools in the City. Table 6.4 shows similar education levels in Muskego compared to those in Waukesha County. Muskego residents are more likely to hold a high school diploma or its equivalent, although it appears that Muskego residents are less likely to hold a bachelor's degree or higher than are residents across the County. The lower amount of individuals holding less than a bachelor's degree is largely due to the manufacturing and technical knowledge base the resident population and local industry is involved in.

Table 6.4 Educational Attainment (25 years & Older)

Educational Attainment (highest level)	Muskego	Percent of Total	Waukesha County	Percent of Total
Less than 5th grade	15	0.1%	651	0.3%
5th to 8th grade	322	2.3%	4,886	2.0%
9th to 12th grade, no diploma	767	5.4%	13,873	5.7%
High school graduate (incl. equivalency)	4,778	33.6%	66,651	27.6%
Some college credit, less than 1 year	1,311	9.2%	17,750	7.4%
1 or more years of college, no degree	2,309	16.3%	36,733	15.2%
Associate degree	1,145	8.1%	18,492	7.7%
Bachelor's degree	2,502	17.6%	57,050	23.6%
Master's degree	796	5.6%	17,577	7.3%
Professional degree	180	1.3%	5,746	2.4%
Doctorate degree	76	0.5%	1,890	0.8%
Total	14,201	100%	241,299	100%

Source: U.S. Census Bureau, Census 2000.

Income Levels

As shown in Table 6.5, income levels for Muskego residents are higher in Household Income and Family Income than the rest of Waukesha County. Also, the income levels are extremely higher than those of the rest of the State and the Nation. As Muskego's housing stock continues to become newer and of a higher quality, the incomes of Muskego residents have risen at over a 40% rate since 1990.

Table 6.5 Comparison of Family Income

	1990		
	Median Household Income	Median Family Income	Per Capita Income
City of Muskego	\$ 46,119.00	\$ 47,763.00	\$ 15,983.00
Waukesha County	\$ 44,565.00	\$ 49,096.00	\$ 18,148.00
State of Wisconsin	\$ 29,442.00	\$ 35,082.00	\$ 13,276.00
United States	\$ 30,056.00	\$ 35,225.00	\$ 14,420.00
2000 (Percent Change from 1990)			
	Median Household Income	Median Family Income	Per Capita Income
City of Muskego	\$66,024 (44.8%)	\$73,200 (54.6%)	\$25,746 (63.5%)
Waukesha County	\$62,839 (41.0%)	\$71,773 (46.2%)	\$29,164 (60.7%)
State of Wisconsin	\$43,791 (48.7%)	\$52,911 (50.8%)	\$21,271 (60.2%)
United States	\$41,994 (39.7%)	\$50,046 (42.1%)	\$21,587 (49.7%)

Source: U.S. Census Bureau, Census 2000.

Muskego Water

Muskego's vast water resource is mentioned in the Utility and Community Facilities element of this Plan, but is worth noting again in regards to Economic Development. While surrounding communities struggle to find a reliable source of good water for now and into the future, the City of Muskego is fortunate to be located over what is known as the Troy Bedrock Valley. This Troy Bedrock Valley was gouged through the bedrock by glaciers. The glaciers melted and deposited the sand and gravel that now provide a reliable supply of good quality water that is easily accessed. Muskego utilizes groundwater for its public and private water supplies and the water utility has wells scattered throughout the community. The utility continues to identify identified and secure new well locations as land develops around the community. This water source will be able to meet Muskego's water needs far into the future for residents and businesses alike.

Sustainable Economic Development Strategic Plan

Note: Most of the information in the section below regarding the Sustainable Economic Development Strategic Plan is verbatim from the existing plan. The strategies involved in the plan were to have a long planning life and are thus used in this Comprehensive Plan for the economic development element. Further, the recommendations found in the original economic development plan are found in the objectives and goals section of this element. One major recommendation of this Plan and element is to re-evaluate and possibly recreate the Sustainable Economic Development Strategic Plan by the year 2014 (10 year planning period).

Muskego adopted its first comprehensive economic development plan in early 2004. The plan is used as a strategy to balance Muskego's economic development objectives with the equally important goals of promoting sound environmental practice and protecting community aesthetics. The central theme of the plan is "sustainability." In other words, how do we allow economic development to happen without despoiling the pastoral atmosphere that is Muskego, or foreclosing on long-term economic and social vitality? Sustainability criteria, as defined in the plan, includes development that is fiscally pragmatic, market feasible, environmentally benign, and targeted toward emerging economic sectors within the region.

Another theme is regionalism. That is, how do we portray our community to others, and what role can we play in the regional economy? The plan offers a strategy to capitalize on regional economic trends while helping to advance the collective economy of southeastern Wisconsin.

Events that took place during the course of this plan revealed that the goal of broadening and diversifying the City's tax base was of paramount concern to many City residents. Without some amount of economic development, it was felt that local households would be left to shoulder the rising costs of local services by themselves (in the form of increased property taxes).

Strongly expressed, was the desire to see the community improve and expand its retail and service base—the types of goods and services that many residents now have to travel outside of the City for. Simple convenience, and the desire to keep local dollars circulating locally, were frequently cited reasons. Despite their desire to see the City expand its tax-base and retail economy, very few individuals expressed a desire to see the City pursue a highly aggressive brand of economic development resulting in numerous new development projects and a drastic change in community character.

Through this and previous planning efforts, the community has repeatedly expressed its desire to pursue economic development in a measured way; encouraging sensible amounts of new growth while preserving its natural features and open spaces. Preventing the community from being blanketed by standard suburban development was a sentiment shared by the majority who participated in the planning process.

The Plan seeks to protect the quality of the natural environment; the richness of the local culture; the security and stability of the community; and the quality of local public services. Economic development in Muskego must afford residents access to the qualities that make life varied, stimulated, and satisfying while being a thriving and vital community.

Strategic Plan Goals

The goals below were found in planning the Muskego Economic Development Plan. All recommendations and objectives for economic development in the City should directly relate back to realizing these goals.

- A. Diversify the tax base to relieve property tax burdens, and to provide more local shopping and employment opportunities.
- B. Establish a memorable community image that builds on the City's small town atmosphere and natural amenities.
- C. Improve the overall 'climate' for economic development through public outreach, business development programming, and through the actions and behaviors of city representatives.
- D. Protect and improve the quality of life by balancing sound fiscal and environmental management.

Economic Landscape: The County and Region

Despite the strides being made by technology-based businesses within the region and the structural economic shifts to service industries throughout the nation, southeastern Wisconsin continues to be dominated by traditional manufacturing. This, despite the fact that manufacturing is losing ground to other economic sectors as a percentage of regional economic activity. Most new jobs created within the region—an area that includes Milwaukee, Waukesha, Racine, and Kenosha counties—are the result of Milwaukee and Chicago firms relocating or establishing satellite operations within the I-94 corridor. Comparatively few have resulted from new business startups or relocations from outside the region.

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Despite rapid job growth and population gains during the 1990s (mostly at the expense of Milwaukee County), the county continues to face many issues that will likely hamper future economic development efforts. These include: mounting transportation problems, workforce training issues, strains on the supply and quality of power, and a lack of a marketable county image. Other deficiencies exist in the areas of affordable housing, regional economic planning and positioning, and new product development and innovation. The lack of a major university presence in the community is a major factor affecting the latter. The entire region also continues to suffer from a serious mismatch, in both locations and skills, of available jobs and available workers. This is largely due to a lack of affordable housing near new job centers, a dearth of properly trained workers, and the lack of an integrated regional transit system.

According to a report issued in August of 2000 by the Wisconsin Policy Research Institute, (*"The Roaring Nineties: Wisconsin's Regional Employment Growth"*) growth industries within the region include: business, social, and educational services; air transportation; wholesale trade; printing and publishing; and engineering and management services. With the exception of the manufacture of fabricated metal products and some durable goods production, traditional manufacturing is largely unrepresented among the area's growth sectors (Wisconsin Policy Research Institute).

Economic Landscape: Muskego Economy

Currently, Muskego is positioned as a bedroom community serving larger employment centers within the region and, to a large extent, within Waukesha County. Nonetheless, projected growth in Muskego's labor force over the next five years will present the City with an opportunity to integrate an active business sector with its residential core. Assessing Muskego against regional municipal competition (fifty-two cities in all) uncovered strong anticipated rates of employment growth in several key industries. In fact, of the seventeen industries for which employment data is available none were projected to decrease over the next five years. Specifically, Muskego is well positioned to absorb new growth in: Wholesale trade, Manufacturing, and Services.

Although the growth prospects appear enticing, it is important to point out that two of the three industries listed above are sectors in which residents exhibit a general tendency to commute elsewhere during the day. Therefore, unless employment opportunities are cultivated locally these workers will continue to leave the City for work and return at night (except wholesale trade). Short to medium-term growth in local employment opportunities should be targeted to those industries in which Muskego already has a competitive workforce; retaining these workers is paramount.

The service, manufacturing, wholesale trade and construction industries account for approximately 68 percent of the City of Muskego's payroll base. Although these four industries comprise a large segment of the community's job base, two important indicators stand out.

- Finance, insurance, and real estate sector payrolls are approximately 50 percent less than the county, region, and state norms. It is unlikely that this low figure is a result of lower wages but rather Muskego's position as an exporter of these jobs. Because the employment count for this industry is consistent with the county, region, and state, we would expect the payroll distribution to be similar as well. When individuals do not work where they live, however, the outcome is reversed. As a result, an opportunity to capture these individuals by offering local space to match their needs may exist.
- Second, the proportion of payroll dollars attributable to the construction industry is nearly twice the rate of the county, region, and state. The number of employees in this industry when compared to other regions is consistent suggesting that the additional payroll is likely a result of businesses bringing in employees from outside Muskego. As a result, efforts should be mobilized

to continue to support and foster businesses of this nature because of their ability to bring outside dollars into the community.

Summary of Economic Trends Affecting Muskego

The City of Muskego is affected by a number of important market trends that impact the development of sustainable economic strategies and space construction. Although not exhaustive, the following three items are fundamental trends that the City should build upon to position itself for a sustainable market environment:

- **Growth in Service-Sector Employment:** Over the last decade, metropolitan Milwaukee employment and earnings growth has been lead by service-sector jobs. A large part of this growth has been the result of the business and health service sectors. In fact, the Wisconsin Policy Research Institute estimates that over 40 percent of the new service jobs created during the 1990s was in one of these two industries (approximately 26,000).
- **Importance of Small-Business:** One out of every two new jobs created during the 1990s was a result of small to medium sized business (under 100 employees). Although the location of larger corporate sites still remains an important economic development activity, the infrequency with which it occurs and the competition involved in their attraction makes the procurement of start-up businesses increasingly important. As a result, economic development efforts targeted at both smaller firms and new ventures is an important tool for the City of Muskego to utilize in diversifying and broadening its economic base.
- **Job-Commuting of Muskego Residents:** Based on an analysis of local business payrolls and employment activities of the workforce, it is clear that a large number of Muskego residents are employed elsewhere. These job-commuters tend to be in finance, insurance, real estate, services, and manufacturing. Immediate efforts aimed at enhancing Muskego's economic base should focus on retaining these workers locally. As the number of executives and managers residing in the City continues to increase over the next five years, Muskego's economic development strategy will have the opportunity to attract these types of firms from the surrounding Cities with which it is currently competing. Muskego generally competes with Wauwatosa, Waukesha, and Brookfield.

Target Industries for Recruitment

Given southeastern Wisconsin's dependence on service-sector employment as a primary source of job growth and the streamlining of manufacturing production, Muskego is positioned to take advantage of its concentration and expected growth in this employment pool. Generally, business service activity presents an opportunity for Muskego to plausibly expand its job base beyond the wholesale trade and construction sectors. Specifically, the following sub-sectors have been targeted for a combination of reasons, most of which include Muskego's workforce strengths and opportunities:

- Advertising
- Engineering
- Architectural
- Accounting and Auditing
- Management Consulting
- Environmental Consulting
- Business Consulting
- Computer and Data Processing

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It is important to note that these specific sub-sectors are not an exhaustive list of businesses that Muskego should target, but rather a sampling of those that are expected to experience strong growth in the coming years and with which Muskego's workforce may fit. Business services is a broad category that includes a wide-range of particular industries that may be as applicable to Muskego's sustainable economic development strategy.

Business services support primary sectors and, therefore, depend on a healthy productive economy. Muskego's location as a gateway between the metropolitan complex and rural southeastern Wisconsin may present the City with a number of specific business service opportunities to support manufacturing and agricultural operations in the region. The plastics, production machinery, and forest product industries all require a broad range of business support services that may make Muskego an attractive location for firms serving these segments. Combining its location with its quality workforce, Muskego could position itself as a strong employment competitor to other communities in Waukesha County and the region.

Local Market Analysis Overview

The City of Muskego's lack of retail base is reflected in a number of ways. Approximately 10 percent of Muskego's tax-base is comprised of commercial real estate, far behind other regional communities who exhibit an average commercial base of 22 percent. In addition, of the thirty retail activities analyzed for retail spending per establishment, twenty-five were below expectations in Waukesha County and throughout southeastern Wisconsin; this is not a result of a lack of spending potential but local shopping alternatives. In fact, a model created by The Taurean Group uncovers a shopping center capture potential of \$20 million per year for eleven different tenant categories. The annual revenue-capture leaders include:

- Supermarket: \$5.5 to \$13.5 million
- Appliances and Electronics: \$2.1 million
- Apparel: \$2.1 million
- Sporting Goods: \$620,000 to \$1.1 million
- Liquor Store: \$565,000 to \$1 million
- Shoe Store: \$1.1 to \$1.7 million
- Restaurant: \$1.5 million (depending on fast-food versus family)
- Bookstore: \$1.1 million

These dollar figures are meant to serve as general guidelines as to the relative importance of each retail category. For example, a superior management team operating a new sporting goods store in downtown Muskego may draw from a larger trade area and, as a result, realize large annual revenue. The figures outlined above are adjusted for an *average* business and are not intended to provide precise targets that reflect all styles of business management operations. Of greater importance is the lack of shopping alternatives in these categories for local patrons and the capture potential of a new store based on local spending patterns of households. (Note: A complete market analysis is included in Appendix C of the original Economic Development Strategic Plan)

Economic Positioning and Site Selection

Regional Opportunity Analysis

1. Regional Corridors

As shown on previous Map 3.1, the City of Muskego is centrally located within a regional economy framed by Interstates 90, 94, and 43. The regional termini of these economic corridors include the cities of Milwaukee, Chicago, Rockford-Beloit-Janesville, and Madison. All of these cities and the communities in between may influence Muskego's economy and therefore should be considered part of the City's

potential market area for employment and trade. Many firms otherwise attracted to these communities may also consider locating in Muskego because of its convenient location and its proximity to skilled labor, urban amenities, and sub-rural/lake-oriented lifestyles.

2. The Metropolitan Region

Located at the far southwestern edge the Milwaukee Metropolitan region, the City of Muskego presents a unique set of opportunities as well as obstacles for economic development. As mentioned earlier, the obstacles are mostly related to countywide and regional shortcomings such as the lack of public transit, the lack of a comprehensive economic strategy and marketing program, a weak community image, and a shortage of affordable housing. At the local level the latter two are particularly acute. Although the City does not have direct interstate frontage, access to the system as well as the network of state and county highways is quite good.

The extension of Moorland Road has helped facilitate north-south movements to the I-94 corridor. The City also has fairly good access to Mitchell International Airport and the Port of Milwaukee via Highway 36 and College Avenue.

Without immediate interstate access the City is not a logical location for regional shopping. As highlighted in the market study, however, there is considerable opportunity for local area shopping as well as destination employment and recreation. The fact that the City has two large lakes and miles of rolling countryside allows it to position itself as the premier lake oriented community in the eastern I-43 corridor—a role not unlike Oconomowoc's along I-94. Regional offices, conference/retreat/resort facilities, and niche retail are the types of businesses that could be drawn to the Muskego area.

Notwithstanding its professional class housing costs, the City's relative proximity to the agricultural interior of the state, and the major production economies of Beloit/Rockford/Janesville and Milwaukee, also makes it a potentially good location for logistics firms, distribution facilities, and value-added agriculture. Reasonably good access to the County Medical Center as well as downtown Milwaukee, Mitchell Field, the Mayfair area, and all of south-suburban Milwaukee also makes it a competitive location for professional business and medical services.

Muskego's primary points of entry are Moorland Road, Racine Avenue, and the east end of Janesville Road. The City must continue to protect its main gateways, and preserve the contrast between Muskego and its neighboring communities if it wishes to distinguish itself as a professional class community—a community that is an integral part of the region, yet physically set apart from the 'suburban desert' that has enveloped much of southern Waukesha County. This sense of contrast can be achieved through the preservation of open space and statement architecture at its main portals, creation of a recognizable and functional downtown, preservation of major landscape features, and protecting much of the surviving agrarian scenery.

Extensive quarrying and land filling in the City has resulted in a significant amount of landscape scarring and unnatural landforms. These areas present brownfield redevelopment opportunities that can potentially rehabilitate these areas and forestall development of undisturbed greenfield sites. These areas have excellent redevelopment potential for clean and quiet light industrial activities such as advanced manufacturing that can be obtrusive in natural and undeveloped areas, and for whom visibility is unnecessary and perhaps even undesirable. The ability to tap into redundant power supplies also makes these areas prime redevelopment sites for eco-friendly and power sensitive industries.

New Business Site Selection

Effective planning requires equal consideration of the type, fiscal impacts, and physical locations of new businesses. In other words, does the business fit with its proposed location, and what will be the impacts

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of that business on surrounding properties, the community's image, and the local transportation network? The siting of new businesses must therefore balance the needs of individual businesses for access, visibility, and proximity to markets; with the greater good of minimizing public service costs, avoiding land use conflicts, mitigating traffic impacts, and preserving community image and character.

A fundamental tenet of *sustainability* holds that new business development should occur in areas already served by existing utilities and in areas in easy reach of support services and/or markets. This ethic is biased toward the reuse of underutilized brownfield and grayfield sites, and infill projects in thinly developed areas, as opposed to new development on lands that are largely open and undisturbed.

Where development is allowed on previously undeveloped lands, it should be part of a master plan that prescribes complementary, interrelated, and interconnected land uses on surrounding properties. The mixing of certain retail and office uses with compact residential development provides opportunities to walk to work; and, in the case of retail development, a built-in market of potential customers. When combined with interconnected road networks, the mixing of land uses also helps alleviate the familiar problem of traffic overloading on suburban arterials.

Note: Many possible future business areas within Muskego are discussed within the Mayor's Task Force on Economic Development section of this element. The Mayor's Task Force on Economic Development reviewed all adopted plans, current/future land uses, and zoning over the past years in order to devise key action areas within the City. The key action areas are geographic zones where economic development activities may exist now or in the future. It is a recommendation of this plan to promote the appropriate types of development within the key action areas that were defined.

Downtown Redevelopment

Any downtown revitalization strategy must involve much more than superficial physical improvements to public areas. While these things can be initially important in signaling public commitment to the area, and raising developer interest, by themselves they can rarely support a sustained renewal effort. A comprehensive strategy requires a high level of property/business owner cooperation and buy-in; coordinated district-wide planning and programming; and occasionally, direct public intervention in the real estate market. Such intervention often involves the acquisition of key properties and the implementation of special financing districts. Through the formation of the City's Community Development Authority (CDA), Mayor's Task Force on Economic Development, and TID No.'s 8 and 9, Muskego has completed some of the initial steps to redevelop downtown and the greater Janesville Road area. Planned improvements to Janesville Road—to include a landscaped boulevard—also set the stage for the redevelopment effort.

Economic Development Strategy

Policy Guidelines

The public participation events and interviews conducted in the development of the strategic plan revealed that the goal of broadening and diversifying the City's tax base was of paramount concern to many City residents. With local households shouldering what is generally thought to be an inordinate (and rising) share of the costs of local services, economic development is seen primarily as a form of tax relief. Job creation by contrast, was rarely mentioned as an important outcome of the strategic planning process. Jobs were usually discussed as something of an incidental benefit—such as providing opportunities for currently employed individuals to work closer to home.

More strongly felt, was the desire to expand retail and commercial services—things that many in the community now have to travel outside the City for. Finally, very few individuals expressed a desire to see

the City pursue a highly aggressive economic development campaign challenging the major employment centers in the county and involving numerous new development projects.

These comments provide a rationale for an economic development strategy heavily focused on building and conserving the City's fiscal strength, and somewhat less geared toward significant employment growth. "Sustainability," in this context has decidedly *fiscal* as opposed to broader community development overtones. That stated, many of those involved in the development of the plan were emphatic in stating that Muskego must become more of a self-contained community and that new businesses growth should be compatible with—and not at the expense of—the City's existing character. Through this and previous planning efforts, others in the community have repeatedly expressed their desire to see the community preserve its natural features and open spaces, and to prevent being enveloped by suburban development.

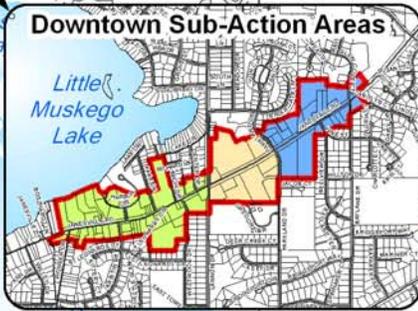
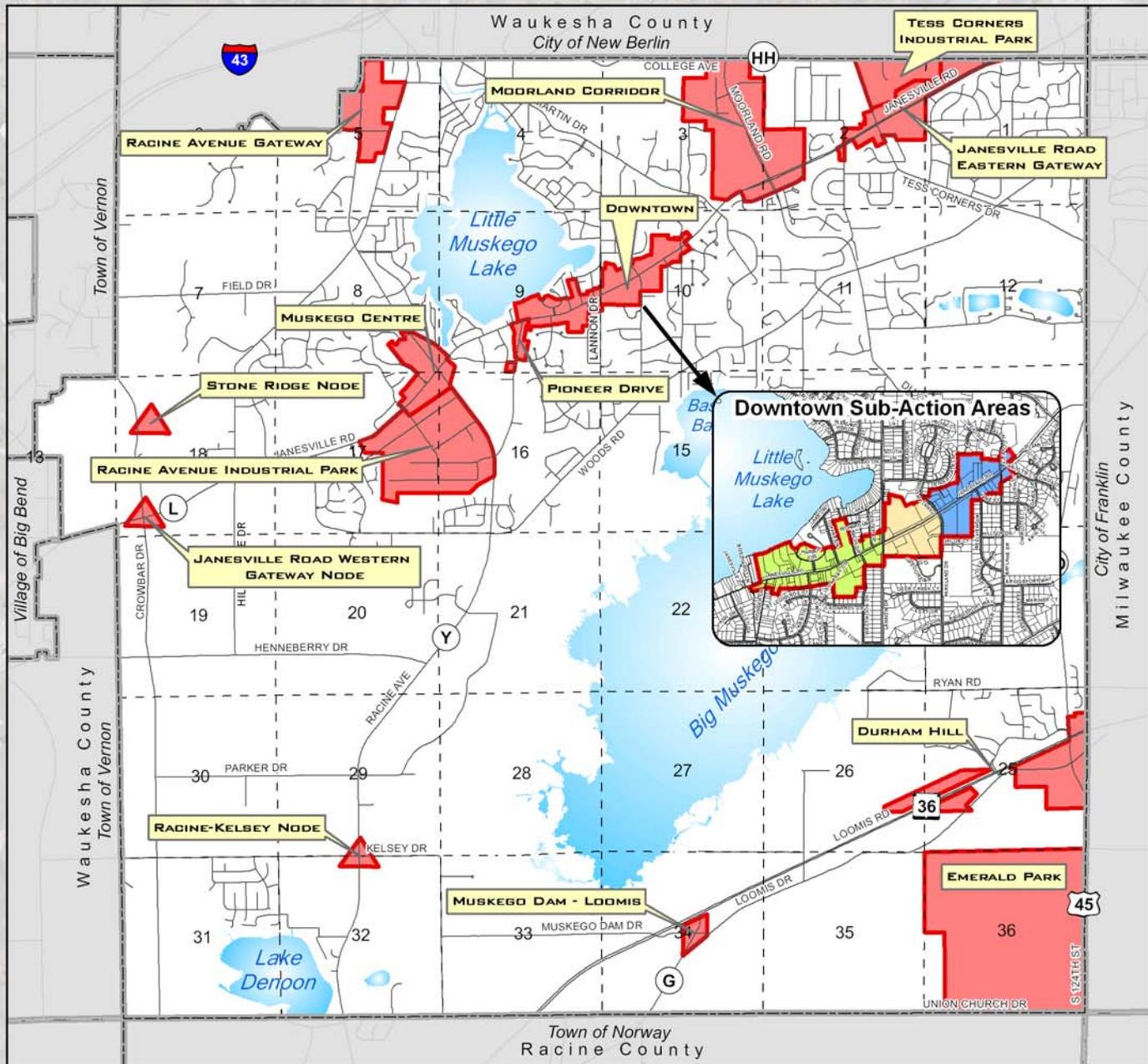
Recommendations found at the end of this element are intended to provide guidance for measured economic growth consistent with City's principle economic objectives, and its economic prospects. The City's strong conservation ethic, and the demands of an increasingly mobile, yet place-oriented economy, demands a broader strategy for community development. Such a strategy recognizes the need to wed economic development with sound physical planning, and environmental practice.

Mayor's Task Force on Economic Development

The City reconvened the Mayor's Task Force on Economic Development (MTFED) in the spring of 2007 to effectively implement the recommendations discussed in the Sustainable Economic Development Strategic Plan. The Task Force has collaborated all economic development needs and ideas from all City adopted plans over the years and have begun to apply sub-committees to carry out the different objectives. The investigation of all economic development ideas in the City led to the definition of fourteen "Economic Development Action Areas" within the City. Map 6.1 displays the fourteen Action Areas of opportunity. The map is used as a focus point for the City's Economic Development personnel when applying future recommendations and efforts for fostering positive development techniques in the City of Muskego. Each Action Area is described in detail below. The MTFED defines which Key Action Areas to undertake and then identifies the needs for specific economic development activities in those areas. The sub-committees discussed earlier are in charge of those specific tasks defined.

Economic Development Action Areas

Map 6.1



LEGEND

 Economic Development Action Areas

Downtown Sub-Action Areas

 West Town

 East Town

 Mid Town



0 0.5 1 2 Miles

Created by City of Muskego
Planning Department



Many of the objectives and recommendations of this chapter are a result of the MTFEDs involvement, and it is the groups desire to implement the economic development needs of the community into the future. The Task Force will continue to execute and prioritize economic development projects during the planning period of this Comprehensive Plan. Further, the committee will institute new economic development objectives as the desires of the community and the City constraints on development change. Other boards and committees in the City may at times implement tasks in the action areas as well (Community Development Authority, Planning Commission, Common Council, etc.).

Downtown

The Downtown Area is one of the highest priorities of the City at this time. The area is zoned for commercial development/redevelopment opportunities and is promoted as a “Village Center” in the Economic Development Strategic Plan. The reconstruction of Janesville Road will provide a catalyst for defining Muskego’s downtown here. Building on the Janesville Road project, the City hopes to encourage a new emerging downtown by incorporating a community focal point complete with mixed use and traditional neighborhood development techniques. Uses such as retail, office, and quality condominium projects are highly promoted. Tax Incremental Finance Districts and Redevelopment Plans are incorporated in this area as aids in reaching the City’s goals for their downtown.

The Mayor’s Task Force has made the Downtown area their main priority as of 2007 and has used specific study groups to determine the feasibility of future land uses in this area along with the proper improvements required to make the area viable. The Task Force has separated the Downtown Action Area into three separate areas for purposes of discussion, as per Map 6.1, known as “West Town”, “Mid Town”, and “East Town.” The MTFED will continue to keep the downtown as a main priority until the majority of the goals are accomplished. The general and study group specific action plans discussed by the MTFED for the downtown are as follows:

Possible action plans for area:

General

- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the commercial uses in this area.
- Identify opportunities for parcels (Development/Redevelopment) and promote those to the property owners and others (Identify both commercial and possible residential (compact housing) opportunities).
- Identify any community assets in this area; build and market them.
- Actively show support to existing businesses. Have on-site discussions with key property owners. Encourage redevelopment. Hear concerns of why they may not be redeveloping. Figure out ways to speed up redevelopment.
- Retain, improve, and expand local businesses (Identify who/what exists here; keep list/map)
- Develop and fund loan programs specifically for redevelopment (Storefront upgrades, additions, etc.). Make similar to RLF program.
- Play key role on Janesville Road reconstruction. Recommend City funding for streetscaping aspects (Signage, lighting, intersection design, etc.)
- Have discussion with business owners. See if they have redevelopment aspirations. Let them know of funding aids (RLF, TIF).
- Marketing materials displaying opportunities to current business owners and the region.
- Explore need/viability of a “Downtown Improvement Management District”, “Business Improvement District”, or “Downtown Merchant’s Association.”
- Amend Land Use and Zoning to reflect decisions as need be.

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- Recommend to Council areas where further incentives should be used to facilitate key developments. May include TIF districts, City outright purchase of lands, and/or infrastructure improvements/enhancements for areas.
- Setup a Neighborhood Master Plan of area.

Study Group Specific

- Create gateways at entrance points to Downtown
- Create customer parking
- Standardize designs for business facades and downtown development
- Incorporate design guidelines for infrastructure
- Distinguish downtown between west, mid and east sections
- Establish a boulevard for the reconstruction of Janesville Road
- Upgrade and redevelop existing structures
- Keep an eye on the Moorland Road corridor for any relevance to the Downtown area
- Create pedestrian spaces, open spaces
- Concentrate on mixed-use development
- Establish mixed use for Midtown to increase draw (entertainment, restaurants, etc.) make Midtown an event driven destination
- Bring in businesses
- Develop/explore development possibilities and alternatives for Downtown
- Bring in new business
- Bring in anchor business
- Aid existing businesses
- Explore loan programs specific to the Downtown area or other financing methods
- Identify and publicize Development/Redevelopment opportunities
- Explore viability of a Business Improvement District or Downtown Merchant's Association
- Develop a marketing plan for a destination place and for new businesses

Moorland Corridor

The Moorland Corridor is quickly becoming an established modern commercial center for the City. The highest traffic counts in the City are found in the heart of the corridor at the intersection of Janesville Road and Moorland Road. The City's Economic Development Strategic Plan forecasted this region as an information economy portal that had many important assets including a main community gateway from Interstate 43 to the north, high visibility with many new residential developments surrounding the area, and an attractive natural landscape to build upon. Opportunities have begun in the form of major commercial businesses already (Kohl's, M & I Bank...) and many more opportunities exist for retail/office, technology, medical, and light manufacturing. The area is zoned for future business with over 200 acres of remaining developable land. Tax Incremental Finance Districts may be incorporated in this area as aids in reaching the City's goals for this area. The City looks forward to making the Moorland Corridor a regional employment center with professional services while establishing another memorable community image.

Possible action plans for area:

- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the commercial uses in this area.
- Identify opportunities for parcels (Development/Redevelopment) and promote those to the property owners and others (Identify both commercial and possible residential (compact housing) opportunities)
- Identify any community assets in this area; build and market them.

- Actively show support to existing businesses. Have on-site discussions with key property owners. Encourage redevelopment. Hear concerns of why they may not be redeveloping. Figure out ways to speed up redevelopment.
- Retain, improve, and expand local businesses (Identify who/what exists here; keep list/map)
- Budget money for gateway elements at intersection of College Avenue and along Moorland Road to Janesville Road.
- Play key role on Janesville Road reconstruction. Recommend City funding for streetscaping aspects (Signage, lighting, intersection design, etc.)
- Have discussion with business owners. See if they have redevelopment aspirations. Let them know of funding aids (RLF, TIF).
- Marketing materials displaying opportunities to current business owners and the region.
- Amend Land Use and Zoning to reflect decisions as need be.
- Recommend to Council areas where further incentives should be used to facilitate key developments. May include TIF districts, City outright purchase of lands, and/or infrastructure improvements/enhancements for areas.
- Setup a Neighborhood Master Plan of area.

Muskego Centre (Racine – Janesville)

The Muskego Centre area is an established commercial environment on the west side of the City (Sentry Foods, McDonalds, GNC, Cousin's, Daycares). The City's Comprehensive Plan has recognized the vicinity as a major point for current and future economic activity for sometime. Continued reinvestment in this area is promoted in order to ensure the City's western residents have a source of community services. The City envisions the Muskego Centre to be a western anchor to the overall downtown now and into the future. Development opportunities are minimal due to the build out that has already occurred. However, opportunities still present themselves in the form of redevelopment and/or new development with the possibility of expanding the area further west down Janesville Road.

Possible action plans for area:

- Work with residential landowners to the west of this area to see their potential to rezone to commercial uses. Allow for extension of commercial uses along Janesville Road west of Janesville Road/Racine Avenue intersection. Recommend rezonings and 2010 land use changes to Council as need be.
- Investigate other potential development/redevelopment opportunities in the area and promote to landowners.
- Aid landowners in the Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the commercial uses in this area.

Muskego Industrial Park

The Muskego Industrial Park has been planned within the City for many decades. Long ago the City reserved this area as a destination for manufacturing, trade, and business. The park is a prime location being off a County highway just three miles south of an Interstate 43 exit. The majority of the park is filled or leased, although opportunities still exist for expansion and new construction. Plans to develop a regional stormwater pond specifically for the further expansion opportunities of the patrons of the Park are anticipated by the City in the next few years. In accordance with established zoning policies and approved design guides, the City looks forward to encouraging the full development potential of the Muskego Industrial Park.

Possible action plans for area:

- Advocate for the City to complete stormwater enhancements.

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- Identify areas of further development potential and have discussions with these landowners about their future aspirations of the developable areas
- Investigate funding sources (TIF, BID, or other) to complete more enhancements of the Park (Including gateway signage, enhanced gateway entry points (remove ditches and install curbing/landscaping where appropriate.
- Formulate annual survey of landowners/business owners. Determining their needs/struggles
- Visit businesses and take tours; show existing businesses Muskego cares and wants them to succeed.
- Derive strategic plan, with ample for-warning, to remove blight and outdoor storage that is unsightly. Make sure businesses adhere to their original approvals or current City ordinances.
- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the M-1 and M-2 Industrial Zoning uses in this area.

Tess Corners Industrial Park

The Tess Corners Industrial Park is the second area in the City designated for more intense industrial uses. The park is mainly built out, although lands zoned for further industrial exist just to the east along College Avenue. Access is superb to this small locale of industrial businesses as County highways connect the area quickly with Interstate 43. The City looks forward to encouraging the full development potential of the park and promoting the future viability of the industrial land.

Possible action plans for area:

- Identify areas of further development potential and have discussions with these landowners about their future aspirations of the developable areas.
- Investigate funding sources (TIF, BID, or other) to complete more enhancements of Park (Including gateway signage, enhanced gateway entry points (remove ditches and install curbing/landscaping where appropriate.
- Formulate annual survey of landowners/business owners. Determining their needs/struggles.
- Investigate potential for shared stormwater to allow further development potential of parcels.
- Visit businesses and take tours; show existing businesses Muskego cares and wants them to succeed.
- Derive strategic plan, with ample for-warning, to remove blight and outdoor storage that is unsightly. Make sure businesses adhere to their original approvals or current City ordinances.
- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the M-1 and M-2 Industrial Zoning uses in this area.

Janesville Road Eastern Gateway

The Janesville Road Eastern Gateway is identified as offering a wide range of commercial, industrial, and institutional activities and services. A design guide governs a majority of the area and looks to maintain the viability and improve and unify the visual aspects of the Janesville Road corridor. The City encourages mixed-use, compact development that facilitates the efficient use of services integrating land uses within close proximity to each other. The area is primarily zoned to allow structures with historic qualities and intimate feel and should provide for the daily retail and customer service needs of the Tess Corners area residents.

Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in the Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the B-4 commercial uses in this area.

Pioneer Drive

The Pioneer Drive area once was a historic downtown for the City of Muskego that brought residents from all over the town for goods and services. Today, the character of the once historic downtown still exists in some of the structures and businesses left. The City recently rezoned this historic corridor to once again allow building to develop according to the standards of the past. The Historic Crossroads zoning district allows structures to build up to 10 feet from the front lot line and the City hopes to foster new office and convenience businesses in this area. The City will encourage future developments to be sensitive to the historic character of the area in hopes of future revitalization.

Possible action plans for area:

- Investigate redevelopment plan opportunities for this area along with financing aides.
- Have discussions with the City to make the old town hall lot in front of the Parks Service Department available for future development.
- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Design enhancements (lighting, roadway, and Infrastructure, etc.)
- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.

Durham Hill

Durham Hill has long been a historic commercial convenience area for the patrons in the southeast corner of the City. Over the decades, the Durham Hill area has lost much of that convenience and the City looks to enhance this area in the future. A design guide is adopted outlining the desired qualities for future development. Hopes of new small business development opportunities that fit the rural surroundings and historical origins of the area are desired. Safe and convenient pedestrian accesses as well as quality visual appearances are the main goals. The area is along the highly traveled Highway 36 and will hopefully foster future retail and office establishments offering a wider range of commercial services and activities.

Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in the Building, Site, and Operational Plan process for approvals via Planning Commission.
- Advocate for landowners intending on adhering to the B-4 commercial uses in this area.

Racine Avenue Gateway

The Racine Avenue entrance to the community is located directly south of the Interstate 43 entrance/exit and is anticipated to be developed as a primary gateway into the City of Muskego. Recently, the City Council recognized the importance and future vitality of the gateway and rezoned and amended the City's Comprehensive Plan to allow for future commercial development. Opportunities exist for convenience retail and restaurants that cater to the individuals staying or simply stopping by City.

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Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in the Building, Site, and Operational Plan process for approvals via Planning Commission.
- Implement commercial uses as part of 2020 Future Land Use Plan around this intersection to jumpstart potential.

Muskego Dam – Loomis

The Muskego Dam Road/Loomis Drive intersection (Centering around State Highway 36) has long been a small area of commercial convenience along this highly traveled route. The City’s Comprehensive Plan recognizes the area as a future retail/commercial node where future development opportunities can take place. The City will encourage convenience-type commercial development in this area that adapts to the surrounding environment and meets the objectives of the Comprehensive Plan.

Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in rezoning and developing for future convenience-type commercial development opportunities.
- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Implement commercial uses as part of 2020 Future Land Use Plan around this intersection to jumpstart potential.

Janesville Road Western Gateway

The City’s Comprehensive Plan expresses major needs for future convenience-type commercial development in neighborhood areas where a lack of general convenience retail may not be found. The intersection of Janesville Road and Crowbar Drive is one of these proposed areas for the future. Recommendations from the Comprehensive Plan included having these retail “nodes” within a 3-5 minute drive from denser populations. This intersection happens to be a major thoroughfare into the City from its western boundary. Further, the area is a gateway to the community and the Comprehensive Plan notes that Muskego’s “gateways” should be enhanced and promoted as the perception one has of the community is often created by a first impression. The city would like to establish a community identity and image. The Moose Lodge already adorns the southeast corner of the intersection and future convenience-type commercial development opportunities exist on the supporting corners. All proposed developments will be reviewed on a case-by-case basis on both how they adapt to the surrounding environment and how they meet the objectives of the Comprehensive Plan.

Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in rezoning and developing for future convenience-type commercial development opportunities
- Aid landowners in the Building, Site, and Operational Plan process for approvals via Planning Commission.
- Implement commercial uses as part of 2020 Future Land Use Plan around this intersection to jumpstart potential.

Racine-Kelsey

The City's Comprehensive Plan expresses major needs for future convenience-type commercial development in neighborhood areas where a lack of general convenience retail may not be found. The intersection of Racine Avenue and Kelsey Drive is one of these proposed areas for the future. Recommendations from the Comprehensive Plan included having these retail "nodes" within a 3-5 minute drive from denser populations of which one is found just to the southwest of this intersection surrounding Lake Denoon. Further, the intersection is on the main route to the City's Lake Denoon Middle School. Future convenience-type commercial development opportunities will be reviewed on a case by case basis on both how they adapt to the surrounding environment and how they meet the objectives of the Comprehensive Plan.

Possible action plans for area:

- Discuss with landowners their future aspirations of lands.
- Investigate needs of land that further the development potential (Infrastructure, etc.).
- Aid landowners in rezoning and developing for future convenience-type commercial development opportunities.
- Aid landowners in Building, Site, and Operational Plan process for approvals via Planning Commission.
- Implement commercial uses as part of 2020 Future Land Use Plan around this intersection to jumpstart potential.

Emerald Park

The Emerald Park area is the site of an existing fully operational landfill. The area is zoned for industrial uses and may be a possibility for a future eco-industrial development. The City's Comprehensive Plan supports industrial uses as well due to the isolated proximity of the lands. The area has surrounding lands that are no longer pristine and where transportation access and alternative power sources are very good. Eco-industrial development at this location would help reclaim this site and possibly help differentiate the area from competitive commercial/industrial real estate markets. Possibilities for 'green businesses' such as alternative energy suppliers, environmental services firms, bio-processing firms, and producers of composite and recycled materials exist. Future industrial development that provides a quality reuse of the land, while being environmentally friendly is encouraged. While future expansion of the current landfill may be required, the City will work with the owners in determining the need and benefit for the community in possibly establishing the area for a future eco-industrial development.

Possible action plans for area:

- Contact owners discussing their future plans.
- After discussion, foresee development potential of Eco-industrial uses; recommend zoning/land uses once known.

Stone Ridge

The Stone Ridge area is a site of past landfills that are now capped and defunct. The area is zoned for industrial uses and may be a possibility for a future eco-industrial development. The City's Comprehensive Plan supports industrial uses as well due to the isolated proximity of the lands. The area has surrounding lands that are no longer pristine and where transportation access and alternative power sources are very good. Eco-industrial development at this location would help reclaim this site and possibly help differentiate the area from competitive commercial/industrial real estate markets. Possibilities for 'green businesses' such as alternative energy suppliers, environmental services firms, bio-processing firms, and producers of composite and recycled materials exist. Future industrial development that provides a quality reuse of the land, while being environmentally friendly is encouraged.

Possible action plans for area:

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- Contact owners discussing their future plans.
- After discussion, foresee development potential of Eco-industrial uses; recommend zoning/land uses once known.
- Implement eco-industrial uses as part of 2020 Future Land Use Plan, with notions of rural density residential along the west side of Stone Ridge (Payne and Dolan site) where a reclamation plan for this type of use is already present.

Other Economic Development Aides

Community Development Authority (CDA)

In the spring of 2002, the Common Council of the City of Muskego adopted Resolution No. 63-02, *Resolution Creating the Community Development Authority of the City of Muskego, Wisconsin*. Broadly stated, the purpose of the Community Development Authority (CDA) is to promote adequate places for commerce, employment, housing, and an improved living environment for all Muskego residents.

The CDA fosters community development and redevelopment (collectively, "qualified redevelopment projects"), which will encourage well-planned, integrated, stable, safe and healthful neighborhoods, the provisions of healthful homes, a decent living environment, adequate places of employment for the people of the City and an increase in the general property tax base of the City.

The CDA completes redevelopment plans and at this point in time have two adopted plans, which are discussed in more detail below. The CDA oversees development within the Redevelopment District boundaries in order to ensure the development concepts of each Redevelopment District are carried out. A Revolving Loan Fund is also administered by the CDA in order to promote business and job growth. The Muskego Community Development Authority commonly administers tax incremental districts from time to time.

Redevelopment District #1 Plan

This first Redevelopment District was created in the City of Muskego in 2003 for an area along Janesville Road along the Tess Corners area. The district was created in conjunction with Tax Incremental Finance District #9 in order to compensate for various infrastructure improvements along this stretch of Janesville Road. The roadway was widened and reconstructed by Waukesha County and the City utilized the CDA for lower interest bonds during the project. The Redevelopment District poised many recommendations for redevelopment of the area including implementing specific zoning and design guides in order to promote a central theme to this historic region. Many of the concepts provided in the Redevelopment District Plan have been carried out and continue to be implemented. Map 6.2 shows the project area of Redevelopment District #1.

Redevelopment District #2 Plan

This second Redevelopment District was also created in 2003, although was amended and updated in 2005. The district covered properties from Pioneer Drive to Martin Drive along Janesville Road. Map 6.3 shows the project area of Redevelopment District #2. The purpose of the Redevelopment Plan #2 is to revitalize a declining urban area, spur reinvestment in the community, and to transform it into a better place to live, work and play. The Plan is an important implementation component of the City's adopted 2010 Comprehensive Plan, which encourages the creation of more livable, mixed use areas within the community and redevelopment where urban services can be efficiently provided. In addition, employment, shopping, and educational opportunities are in these areas, minimizing transportation time and cost. The downtown area has been identified as being in decline based on disinvestments conditions, blighted commercial and residential properties, and lack of infrastructure.

The Project Area has been divided into five “phases” that are depicted on Map 6.3 (The phasing plan in no way implies the priority of specific project areas). Each phase has specific adopted design concepts based on the infrastructure, land uses (future/current), zoning, location, and blights that may exist. The concepts for each phase are discussed below:

Phase 1

The redevelopment of Phase 1 should seek to enhance the image, profile, and use of downtown Muskego. Given its central location, the site plays a crucial role in the future viability of the Janesville Road commercial district. Perhaps equally important, the site provides an opportunity to begin to reshape downtown Muskego from a disparate collection of aging commercial structures to a functional and symbolic city center befitting a community of over 20,000.

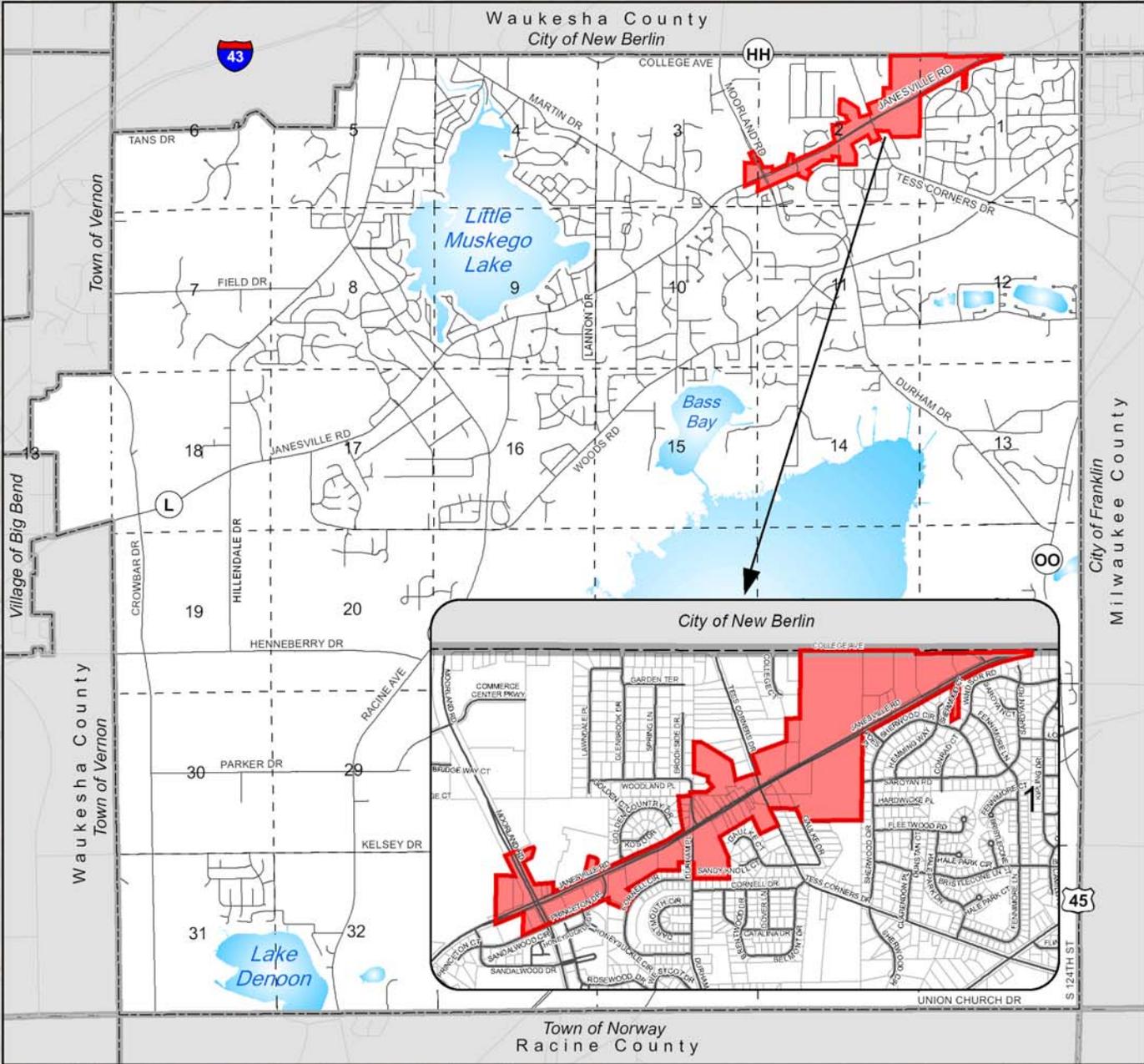
New development at the former Parkland Mall site can help set higher standards of design with a renewed emphasis on community image and the cost effective provision of public services. Moreover, a quality project at this location will provide the downtown area, and indeed the entire community, with an identity that adequately reflects the local quality of life and the affluence of City households – in short, a visual and economic anchor for the attenuated and uncentered Janesville Road corridor. Widely accepted development and planning principles suggest that new development should help the downtown and City compete in an increasingly competitive and quality-conscious real estate environment, and provide alternative housing and shopping opportunities in close proximity.

The vision for the Parkland Mall site should encompass a mixed-use development utilizing traditional neighborhood development standards. The area residents should feel a new sense of place, as a development must provide a downtown identity.

Commercial and residential uses are envisioned providing a one-stop convenience of institutional and public services. Overall, a project should demonstrate market driven principles that work within the economic landscape of Muskego.

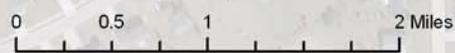
Redevelopment District #1

Map 6.2



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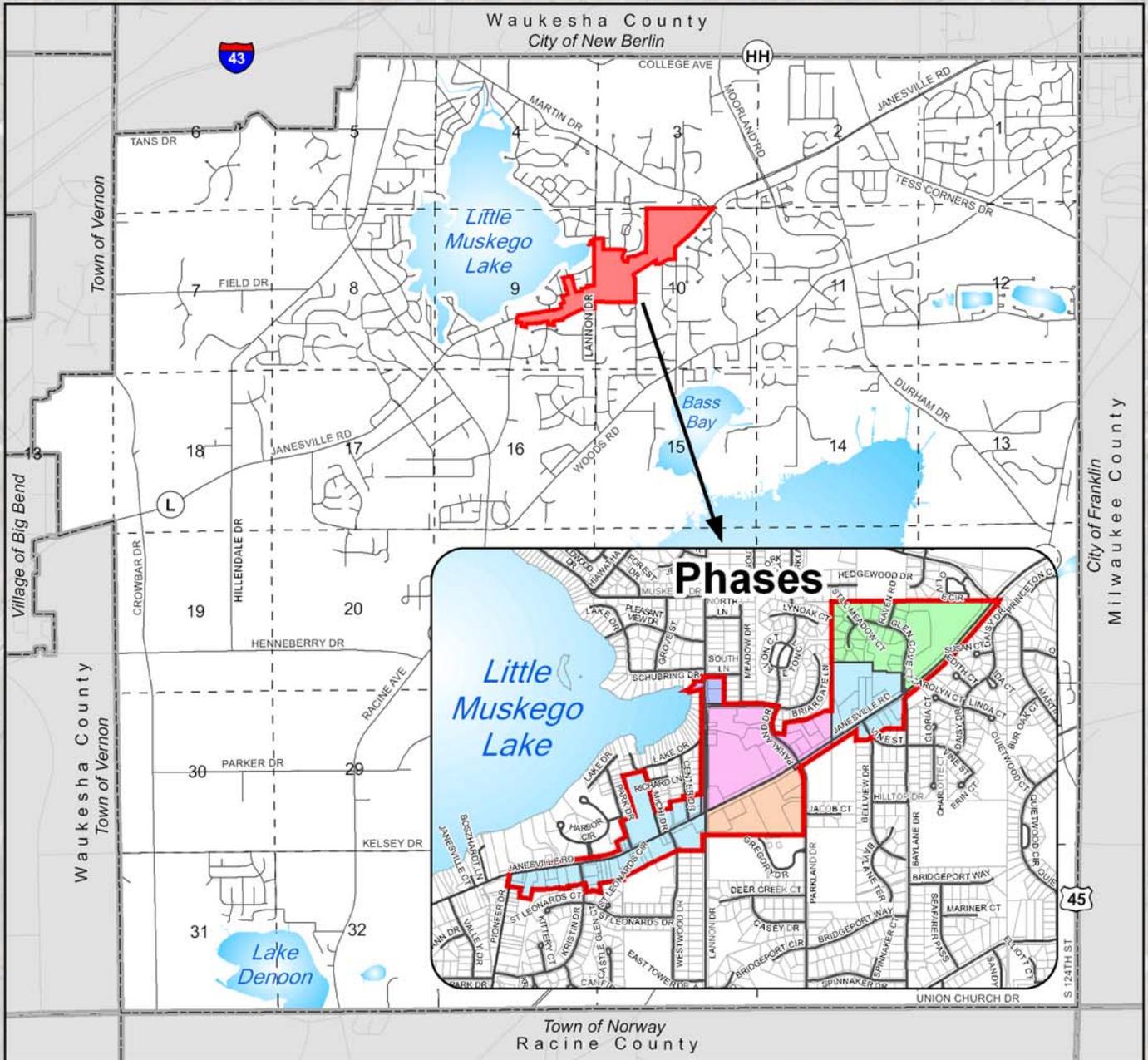
 Redevelopment District #1



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Map 6.3

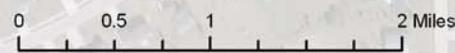


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Redevelopment District #2

Redevelopment District #2 Phases

- Phase 1
- Phase 3
- Phase 2
- Phase 4
- Phase 5



Chapter 6: Economic Development

The following key planning elements are to be used as a guide for the development/redevelopment of Phase 1 (Note: A development may include other elements not listed OR may exclude some of the elements below as any new development should be **market driven**):

Design Character

- Traditional town center/modern ‘main-street’
- Buildings squarely facing the street
- Buildings closer to street, parking behind
- Pedestrian scale – walk able, accented storefronts
- Taller building profiles – downtown centerpoint and landmark
- Variable roof-lines.
- Transitional massing blending with surrounding architecture
- Sense of place/downtown identity

Use Mix

- Possible upper end condos (professionals & ‘empty nesters’)
- Destination and convenience retail (no ‘big boxes’)
- Smaller floorplate retail
- Shared parking
- Multiple purpose trips
- Convenience

Density

- Possible Mid-Rise heights: Somewhat higher than City norm
- Built in consumer market for downtown businesses
- Greater TIF revenues
- More efficient public services/utilities
- Activity center
- Downtown anchor and landmark

Phase 2

The development area is approximately 38-acres in size. The vision for this Phase is the development of the property as single-family detached housing, single-family attached “row house” or “townhouse” housing, and multi-family housing. The development conforms to the densities currently outlined in the Zoning Code for each land use; 2 units/acres for single-family, 4 units/acre for attached single-family, and 8 units/acre for multi-family. The development will comply with the regulations set forth by the underlying zoning districts and adopted Design Guides.

Phase 3

The future viability of the Janesville Road commercial district will be impacted by the reconstruction of Janesville Road. Perhaps equally important, the site provides an opportunity to begin to reshape the gateways of downtown Muskego from a disparate collection of aging commercial structures to defined entrances and exits defining the activity hub of the City.

New development at this location can help set higher standards of design with a renewed emphasis on community image and the cost effective provision of public services. Moreover, quality projects at these locations will provide the downtown area, and indeed the entire community, with an identity that adequately reflects the local quality of life and the affluence of City households. Widely accepted development and planning principles suggest that new development should help the downtown and City compete in an increasingly competitive and quality-conscious real estate environment, and provide

alternative housing and shopping opportunities in close proximity. Much of the Phase 3 project area contains commercial or retail land uses. It is anticipated that in this area key planning elements include:

Design Character

- A continuation of the Traditional ‘main-street’
- Buildings squarely facing the street
- Buildings closer to street, parking behind or to the sides of structures
- Pedestrian scale – walk able, accented storefronts
- Taller building profiles – downtown centerpoint and landmark—possibly lake views
- Variable roof-lines.
- Transitional massing blending with surrounding architecture
- Sense of place/downtown identity
- “Gateway” design elements symbolic of the entrance and exits to the City’s hub

Use Mix

- Upper end condos and apartments above retail/office (professionals & ‘empty nesters’)
- Destination and convenience retail (no ‘big boxes’)
- Orientation to service industries such as insurance offices, salons, and restaurants
- Smaller floorplate retail
- Shared parking
- Multiple purpose trips
- Convenience

Density

- Mid-Rise: Somewhat higher than City norm
- Built in consumer market for downtown businesses
- More efficient public services/utilities
- Interconnected activity centers

Phase 4

Phase 4 encompasses the lands immediately south of Phase 1. The completion of Phase 1 is anticipated to generate an interest in expanding its design strategies to these properties. It is quite possible for the existing retail and commercial uses in this Phase to be retrofitted to accommodate the character, use mix and density of Phase 1.

Phase 5

The properties encompassing Phase 5 offer the opportunity to transition elements of Phase 1 character, use and density. It is anticipated that in this area key planning elements include:

Design Character

- A northern gateway to the Traditional ‘main-street’
- Buildings squarely facing the street
- Buildings closer to street, parking behind or to the sides of structures
- Pedestrian scale – walk able, accented storefronts
- Lower building profiles to provide residential scale and mass — taking advantage of lake views
- Variable rooflines.

Use Mix

- Upper end condos and apartments above business uses (professionals & ‘empty nesters’)
- Destination and convenience retail (no ‘big boxes’)
- Orientation to service industries such as insurance offices, salons, and restaurants

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- Smaller floorplate retail
- Shared parking

Density

- Low-Rise: offering transition of mass and scale from Phase 1
- More efficient public services/utilities
- Interconnected activity centers

Tax Incremental Financing

The City has a history of using tax increment financing to facilitate various development projects. TIF is the process of borrowing against future tax revenues to spur new private development and tax generation. This is achieved through the construction of infrastructure designed to spur new private development. The City currently has three active tax increment districts (TID #8, TID #9, and TID #10), which are outlined below.

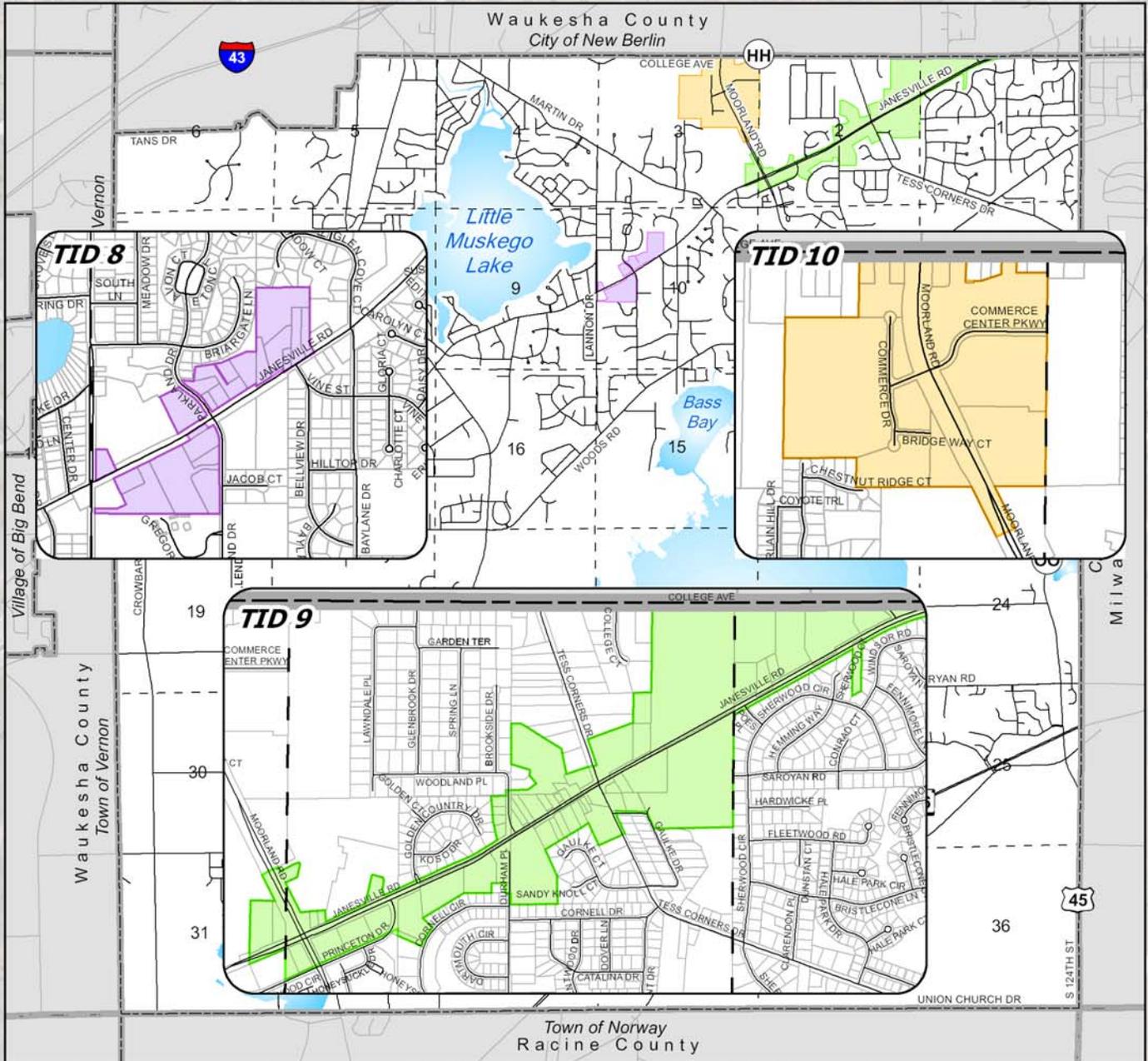
TID Number 8

TID number 8 is found within Redevelopment District #2 along Janesville Road in what is known as the downtown of the City of Muskego. Map 6.4 displays the properties part of the TID #8. The TID boundaries and project plan were amended in 2005 in order to allow further economic development opportunities for surrounding parcels. The main goal of the TID is to spur investment in the downtown area. Project costs in TID 8 may include, but are not limited to: acquisition/demolition, environmental audits and remediation, contribution to community development authority, site grading, land acquisition, utility installation, water main extensions, sanitary sewer mains, storm sewer system, other utilities, streets, landscaping, economic development incentives or cash grants to owners or lessees or developers of land located within the District (development incentives), professional services, administrative costs, organizational costs, relocation costs, and finance costs.

TID Number 9

TID number 9 is found almost entirely within Redevelopment District #1 along Janesville Road in what is known as the Tess Corners area of the City of Muskego. Map 6.4 displays the properties part of the TID #9. The TID was adopted solely for public infrastructure improvements to Janesville Road when it was reconstructed from Moorland Road to College Avenue in 2003. Projects costs in TID 9 may include, but are not limited to: water system improvements, acquisition/demolition, storm sewer system, underground utility wires, landscaping, economic development incentives or cash grants to owners or lessees or developers of land located within the District (development incentives), and administrative costs.

Map 6.4



LEGEND

Tax Incremental Districts

-  #8
-  #9
-  #10



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TID Number 10

TID number 10 was approved by the City of Muskego in late 2007 for an area known as the “Moorland Corridor” located just south of the College Avenue/Moorland Road intersection along Moorland Road. Map 6.4 displays the properties part of the TID #10. TID No. 10 is being created to promote industrial and commercial growth within the City. The District is formed as a mixed-use tax increment district and is comprised of approximately 126 acres that will be developed with a combination of industrial and commercial uses, consisting of warehouses, office buildings, and commercial/retail buildings. The District is formed to allow the City to respond quickly and efficiently to a variety of development proposals. In particular, a developer (Ace Industrial Properties) of the west side of the District has a user, GE Healthcare, for a 485,000 square foot global distribution facility along with three additional lots that can be developed totaling 20 acres. Project costs as part of the approved TID, to accommodate the development within the District, include:

- Underground Utilities - Sanitary sewer from the new intersection on Moorland Road to lift station, upgrade of lift station, new force main from lift station to area around Martin Drive. New water main extension from Kohl’s to College and Moorland Road.
- Paving and Intersection Improvements - Grading and paving of Moorland Road to four lanes from College to where the four lanes end north of Kohl’s, new signalized intersection according to Waukesha County Department of Transportation specifications at entrance to project, revamp signals and associated turn lanes at College Avenue and Moorland Road intersection.
- Landscaping and Signage - Gateway monument, landscaping and street trees associated with Moorland Road.
- Street lighting - A street lighting scheme will be established to facilitate placement of a standard light pole to be located at intervals in the future median of Moorland Road.
- Water storage facility - A large water storage structure sized to serve the proposed business park together with surrounding proposed or existing development.
- Ace Industrial Property Improvements – Various Developer Incentives
- East side of Moorland - Rough grading of parcel, four lane road running east to west up to the residential area and extension of utilities.

TID Guidelines

Muskego also has a set of TID guidelines that were adopted by the CDA and Council in 2007. The purpose of the guidelines is to establish the City's position relating to the use of Tax Increment Financing for private development. The guidelines are used as a guide in processing and reviewing applications requesting Tax Increment assistance. The fundamental purpose of tax increment financing in Muskego is to encourage desirable development and/or redevelopment that would not otherwise occur “but for” the assistance provided through TID.

The City of Muskego should consider Tax Increment Financing for projects that serve to accomplish the City’s goals for economic development as they may change over time. The goals include facilitating projects that would result in the creation of quality jobs (e.g. stable employment and/or attractive wages and benefits), quality structures, and the attraction, retention, and expansion of business in the City.

Revolving Loan Fund

The Wisconsin Community Development Block Grant (CDBG) Program, administered by the Wisconsin Department of Commerce with funding provided by U.S. Department of Housing and Urban Development, provides local units of government with monies to stimulate economic development. CDBG funds are granted to local governments that, in turn, use the monies to provide loans to new and expanding businesses. Businesses, in return for use of the public funds, provide private investment towards the assisted activity and create job opportunities, principally for the benefit of low- and moderate-income persons.

Repaid CDBG loans are used by the community to capitalize a local revolving loan fund (RLF) program. With the RLF, additional loans are made to businesses that are expanding or locating in the community and willing to create jobs. When successfully administered, the RLF can provide a viable source of financing that fills the "gap" between the monies that are available through the private sector and the amount needed to complete a project. In making a RLF loan to a business, communities act like a "bank" and accept responsibilities comparable to a commercial lender.

The City of Muskego has hundreds of thousands of dollars available for new and expanding businesses. The loan program is administered by the City with review authority of the Community Development Authority and Common Council. Economic development loans made through the RLF program are intended to meet the following objectives:

- To encourage the creation and retention of permanent jobs that provide a wage appropriate to the skills and experience of the local labor force. A minimum of 51-percent (51%) of the jobs created and/or retained should be made available to low-income and moderate-income persons.
- To encourage the leveraging of new private investment in the City in the form of fixed asset and working capital investments.
- To perpetuate a positive and proactive business climate that encourages the retention and expansion of existing businesses and helps to attract desirable new businesses.
- To lend monies at interest rates and loan maturities that encourages business development and facilitates reinvestment in the City, while providing for the re-capitalization and growth of the RLF.

Industrial Development Revenue Bonds

The CDA's primary role in bringing new manufacturing-related development into the community is through its power to authorize double tax-exempt revenue bonds. These are not general revenue bonds backed by the full faith and credit of the municipality. Rather, they are the direct obligation of the businesses that take advantage of this source of low cost capital financing. The double tax-exempt status of these bonds allows the bond issuer to offer a much lower interest rate (thus providing a much lower-cost financing option) than what is available in private capital markets. Typically, a municipality develops certain criteria to establish eligibility and allowable debt such as number of jobs created or the amount of overall capital investment. The City of Muskego has no criteria for such bonds and a recommendation of this element is to establish procedures in the near future.

City Design

Community design is important in shaping a sense of place in Muskego. From subdivisions to commercial and industrial development, how these developments look and feel can provide specific character to a given area. Muskego has many controls in place in order to assure proper designs and land uses are attained.

The City's Plan Commission oversees many of the design elements adopted as well as being the main approval authority for developments. Further, design guides provide key architectural and site design requirements for defined areas in order to apply a general theme to an area of the City.

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Planning Commission

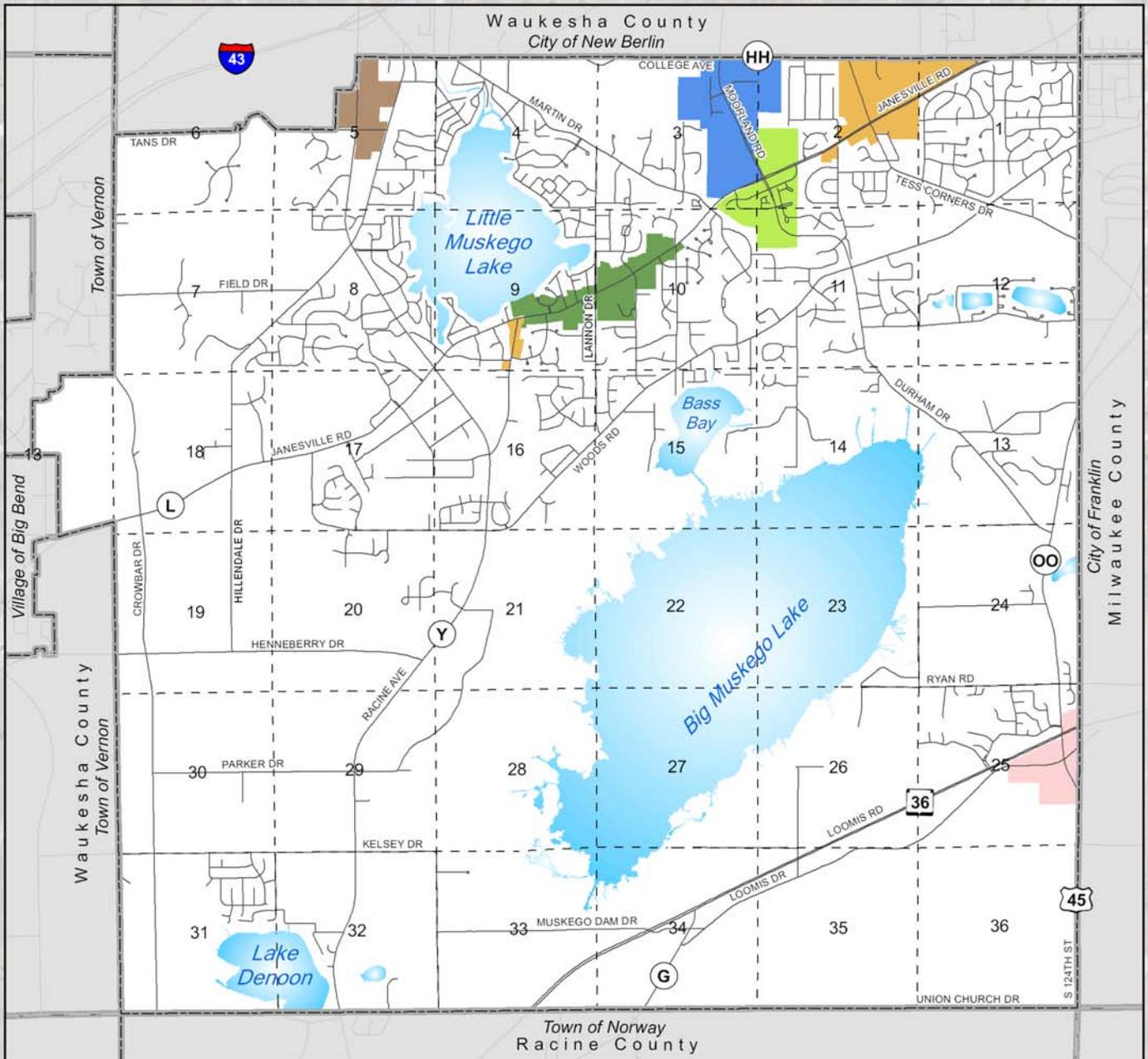
The City's Planning Commission is the ultimate authority on design related approvals. The Commission oversees Building, Site, and Operation Plans (BSOs), Conditional Use Grants (CUGs), Land Divisions (Subdivision Plats and Certified Survey Maps), Annual Reviews, and Recommendations to Council regarding Zoning and Land Use changes/amendments. The Commission administers and ultimately enforces the City's zoning and land division ordinances, adopted Comprehensive Plan, and adopted design guides.

The Commission is made up of seven members consisting of five appointed residents, an Alderman, and the Mayor, who acts as the Chairman. The Commission's purpose is to foster orderly development of the City weighing facts, adopted policies/guides/plans, and current constraints and limitations.

Design Guides

Below is a general description of the maintained Muskego design guidelines that affect the shape of economic development in specific areas of the City. Map 6.5 displays the areas in which the design guides apply to.

Map 6.5



LEGEND

Design District Overlays

-  Business Park
-  Downtown
-  Durham Hill
-  Historic Crossroads
-  Moorland South
-  Racine Avenue Gateway



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Chapter 6: Economic Development

General

The General Design Guide pertains to the entire City aiding the Planning Staff and Plan Commission in planning, design, and redesign of the built environment of the City of Muskego so as to enhance its visual character, and avoid monotony. Many Plan Commission and City policies relating to commercial/industrial site planning can be found in the guide along with specific examples of adequate submittal practices. Basic regulations regarding relationships of a building to a site, materials of a structure, and site design elements (signage, lighting, landscaping, parking) can be found within the guide. The General Design Guide is simply a guide of design elements for development and redevelopment in the City, although the City Planning Commission may waive the elements in the guide if unforeseen circumstances may be found in relation to a proposed site or structure. The other adopted City design guides listed below are for specific geographic areas and it is up to the Planning Commission what variables of a design guide apply to a particular development when overlaps of design guides occur.

Downtown

The Downtown Design Guide governs those lands adjacent to Janesville Road, on the north and south sides, extending from Bay Lane on the east to Pioneer Drive on the west (The downtown area should extend the depth of the parcels).

This area is identified as offering a wide range of commercial activities and services in Muskego. It is the goal of this document to maintain the viability and improve and unify the visual aspects of the downtown area. The Downtown Design Guide Area falls within the adopted Redevelopment District #2 boundary area. The purpose of the Redevelopment Plan is to revitalize a declining urban area, spur reinvestment in the community, and to transform it into a better place to live, work and play. The Design Guide looks to promote the same characteristics as the Redevelopment District including, but not limited to, the following principles:

- Enhance the image, profile, and use of downtown Muskego
- Provide a new sense of place with a downtown identity
- Demonstrate market driven principles that work within the economic landscape of Muskego
- Provide the downtown area, and indeed the entire community, with an identity that adequately reflects the local quality of life and the affluence of City households
- Promote the following types of uses:

Design Character

- Traditional town center/modern ‘main-street’
- Buildings squarely facing the street
- Buildings closer to street, parking behind
- Pedestrian scale – walk able, accented storefronts
- Taller building profiles – downtown centerpoint and landmark
- Variable roof-lines
- Transitional massing blending with surrounding architecture
- Sense of place/downtown identity

Use Mix

- Possible upper end condos (professionals & ‘empty nesters’)
- Destination and convenience retail (no ‘big boxes’)
- Smaller floor plate retail
- Shared parking
- Multiple purpose trips
- Convenience

Density

- Possible Mid-Rise heights: Somewhat higher than City norm
- Built in consumer market for downtown businesses
- Greater TIF revenues
- More efficient public services/utilities
- Interconnected activity centers
- Downtown anchor and landmark

Durham Hill

The Durham Hill Design Guide governs two areas of land. Durham Hill North is all lands found in the northeast, southwest, and southeast corners of Highways 36 and 45. Durham Hill South is all lands found in the northwest, southwest, southeast, and northeast corners of the old Highway 36 and 45, as well as all the lands to the west of the previously mentioned and bounded by Highway 36 on the north and old Highway 36 on the south.

The Durham Hill North area is identified by larger retail and office establishments offering a wider range of commercial services and activities. The Durham Hill South area will emphasize the rural surroundings and historical origins of the area. The area is identified by small business development. Safe and convenient pedestrian access as well as quality visual appearances are the main goals. It is the goal of this document to create uniform design standards that unify and enhance the visual appearance of both areas.

Moorland Corridor South

The Moorland Corridor South area is defined as those lands located along Moorland Road from Janesville Road (CTH L) to, but not including, the plat of Candlewood Creek. The general purpose of this Guide is to aide the Planning Staff and Plan Commission in the planning, design and re-design of the built environment of the Moorland Road transportation corridor, which links the community to Interstate Highway I-43. This area is identified as offering a wide range of commercial activities and services in Muskego. It is the goal of this document to maintain the viability and improve and unify the visual aspects of the Moorland south corridor.

Historic Crossroads

The general purpose of this Guide is to aide the Planning Staff and Plan Commission in the planning, design and re-design of the built environment of two distinct areas known as the Tess Corners and Pioneer Historic areas so as to enhance and unify its visual character while avoiding monotony and repetition.

The Tess Corners Area should be generally defined as those lands located along Janesville Road (CTH L) from Durham Drive to College Avenue (CTH HH); including those lands along Tess Corners Drive from Gaulke Drive to College Avenue. Major street reconstruction activities have occurred along the Janesville Road (County Trunk Highway “L”) corridor from College Avenue (CTH HH) to Moorland Road (CTH O). The Waukesha County Department of Transportation has widened the roadway from two lanes to four lanes, with dedicated turning lanes. This reconstruction project has resulted in a substantial change to the local aesthetics, and has resulted in the relocation or demolition of numerous buildings in the Tess Corners area. The area generally east of Tess Corners Drive is identified as offering a wide range of commercial, industrial, and institutional activities and services. The area generally west of Tess Corners Drive is intended to encourage mixed-use, compact development that facilitates the efficient use of services. The West area diversifies and integrates land uses within close proximity to each other, and it should provide for the daily retail and customer service needs of the Tess Corners residents.

The Pioneer Historic Area is defined as those lands located along Pioneer Drive from Janesville Road (CTH L) to Lions Park Drive. This area is characterized by aging historic buildings. The area was once

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setup as a classic downtown area with retail and residential structures closely located to the right-of-way squarely facing the street. The guide is intended to encourage mixed-use, compact development that facilitates the efficient use of services. The area diversifies and integrates land uses within close proximity to each other, and it should provide for the daily retail and customer service needs of the Pioneer Drive residents.

Racine Gateway

The Racine Avenue Gateway area is defined as those lands located at the northwest corner of Racine Avenue and Tans Drive, and those lands located between Racine Avenue and Hillendale Drive, extending from College Avenue southerly to just north of Lembezeder Drive. The general purpose of this Guide is to aide the Planning Staff and Plan Commission in the planning, design and re-design of the built environment of the Racine Avenue transportation corridor, which links the community to Interstate Highway I-43. This area is identified as offering a wide range of commercial activities and services in Muskego. It is the goal of this document to maintain the viability and improve and unify the visual aspects of the Racine Avenue corridor.

Business Park

The Business Park Design Guide is part of the adopted Muskego Strategic Economic Development Plan. The Plan was prepared by Vandewalle & Associates and commissioned by the City of Muskego in 2003. The purpose of the Business Park Design and Development Standards is to assure quality site planning and building design that unifies the natural and built features of the community; conforms to local building traditions and tastes; minimizes environmental impacts; and establishes benchmarks for future design. The standards place particular emphasis on preserving and accenting the many landforms and other natural features that contribute to the community's rural imagery. The Guide applies to all "BP" zoned parcels in the City (BP-1, BP-2, and BP-3).

2008 Survey

A key section in the 2008 Comprehensive Planning Survey was in relation to economic development issues. Recommendations in this element are largely based upon the main responses from the survey discussed below.

The survey illustrated that respondents were most concerned with improving economic development efforts in the Moorland Corridor and along the downtown along Janesville Road first and foremost, with the industrial parks receiving consideration as well. People also commented on the businesses they desired in the community and opinions indicated that a huge majority wanted to see more chain restaurants (not fast food) in the community. Further, a need for an alternative higher end grocery store was evident. The opinions suggested that a chain home improvement store was also appealing.

Lastly, a large amount of responses were found in regards to questions about the most important issue facing economic development and other opinions on economic development. The re-occurring answers are found below, however, it should be noted that making something happen with the former Parkland Mall property was an overwhelming response:

- Need development vision
- Taxes/rents too high
- Maintaining urban to rural mix
- Infrastructure planning
- Bringing more business into City
- Increase tax base
- Creating identity solely for Muskego
- Creating a downtown
- Water supply
- Developing Parkland Mall
- Being "business friendly"
- Traffic concerns on main roads
- Rebuilding Janesville Road
- No good restaurants

- Balancing commercial/residential tax base
- Need more business development
- More industry
- Increase architecture awareness
- Keep existing properties clean
- Create demographic attractive to retailers
- Need public transportation
- Controlling growth
- Promote business park
- Add more skilled jobs to community
- Preserve small town feeling
- Make the City more inviting
- Decorate for the seasons
- Need industry on Moorland
- Market community, Moorland Road, Janesville Road, Industrial Parks
- Utilize/encourage green development
- Bring lakes back to community
- Less apartments and condominiums
- Bring in business and light manufacturing
- Need cultural and sporting activities
- Add aesthetic signage of City facilities
- Slow down single-family residential homebuilding
- Offer incentives to businesses for locating in Muskego
- Be cognizant of green space when developing
- Update older business structures
- Provide significant budget for City economic development activities
- Keep roads maintained first
- Need to create destination

Environmentally Contaminated Sites

The Comprehensive Planning law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources Environmental Remediation and Redevelopment Programs maintains a “self-reported” list of contaminated sites. Since the list is self-reported, it may not incorporate all brownfield sites in the City, however review of Muskego’s listings from WDNR proved to be very accurate. Table 6.6 (Found in Appendix) shows the reported sites within the City.

Brownfields are known as abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination. The table shows 93 sites were listed in the Bureau for Remediation and Redevelopment Trading System (BRRTS) that have and/or had real or perceived contamination as of July 2007. Of the 108 sites, eighteen (18) are listed as Environmental Repair (ERP), fifty (50) are shown as Leaking Underground Storage Tank (LUST), and twenty-five (25) are spills. The descriptions for each type are found below. It should be re-iterated that each site shown has real or perceived contamination and some sites may have been closed out or remediated by the DNR since the starting dates shown.

- **Environmental Repair (ERP)**
ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks. ERP activities in BRRTS have an activity number prefix of '02'.
- **Leaking Underground Storage Tank (LUST)**
A LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down

in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors. LUST activities in BRRTS have an activity number prefix of '03'.

- **SPILLS**

A discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. Spill activities in BRRTS have an activity number prefix of '04'.

Muskego recognizes that special attention is required when redevelopments are proposed for brownfield sites and special consideration will be made in regards to future development and land use decisions in regards to these locations.