

Chapter Three

Economic Development



1. INTRODUCTION

Economic development can be defined as the actions taken by a community to facilitate the local increase of wealth, creation of jobs, diversification of the local economy, and improvement to the quality of life. Aspects of economic development may include:

- Small Business Assistance
- Business Retention and Expansion
- Workforce Development
- Targeted Clusters
- Marketing
- Infrastructure Improvements
- Technical Assistance/Support
- Business Incubation

This section also includes data about the economy within the Village of Brown Deer and its broader context in Milwaukee County and the State of Wisconsin. It concludes with goals, objectives, and policies to promote the stabilization, retention, or expansion of the economic base. Information about county, state and federal economic development programs and tools is included to help the Village identify potential opportunities that could be used to pursue appropriate economic development goals and objectives.

2. VISION STATEMENT

The Village of Brown Deer Vision Statement includes language describing the provision of “an atmosphere that is conducive to entrepreneurial development.” In order to foster that atmosphere, it is important to understand the fundamentals of the local economy, review the community’s strengths and opportunities for improvement in terms of economic development, and seek out ways to support private business development through public programs and policies.

3. STAKEHOLDER INVOLVEMENT RESULTS

Stakeholders expressed strong support for the Village’s redevelopment program in tax incremental financing (TIF) districts on Bradley Road and Brown Deer Road. Many also see potential to redevelop the Original Village area into a local destination, providing the services – coffee shop, restaurant, retailers – that are perceived as lacking in Brown Deer. Several interviewees expressed concerns over means to brand the Village so that it becomes attractive to young professionals looking to establish homeownership.

While many residents enjoy Brown Deer’s proximity to nearby shopping opportunities, stakeholders expressed a general consensus that the Village could use more shopping options. There was a preference for smaller scale retail developments. Residents were particularly interested in more grocery store and restaurant options. Potential commercial redevelopment sites identified include the Original Village, Bradley Road, Teutonia Avenue and Brown Deer Road.

During the public involvement process, numerous values and challenges were articulated regarding economic development. The list below includes qualities that residents currently appreciate about Brown Deer as well as challenges that residents feel Brown Deer *ought* to address in the future. Largely, economic development was not one of the major concerns articulated by most of the public. This could be attributed to the fact that Brown Deer has a strong economic base and residents would like to maintain and enhance, rather than significantly change, current conditions.

Strengths

- Well-educated workforce
- Strong mix of business types and industries
- Diverse uses in tax base
- Proximity to the City of Milwaukee
- Variety of shopping opportunities
- Main-street shopping in Original Village
- Neighborhood retail redevelopment, such as the Bradley/Teutonia corridor
- Mix of businesses, corporate, manufacturing, retail and services
- Easily accessible from I-43 and local roads
- High traffic counts along Green Bay Road and Brown Deer Road
- Established presence of major corporations, including Metavante and Badger Meter
- Location along rail corridor offers future potential for commuter rail
- Opportunities for partnership between school district and local businesses

Challenges

- Not located on a major interstate highway
- Keeping out “undesirable” businesses
- Attracting “desirable” businesses
- No control over store policies
- Business tax structures
- Lack of business associations
- Access to and visibility of business and commercial areas
- Insufficient charm and amenities to attract and retain businesses
- Involve businesses in community and schools
- Indistinct Village boundaries
- Association of the Village with the entire length of Brown Deer Road
- Lack of a Brown Deer-specific Chamber of Commerce
- Minimal transit service for either shoppers or workers



Small businesses can define a community's image, such as Lakeside Stoneworks shown above.

4. DATA ANALYSIS

The data analysis portion of the chapter is divided into eight sections:

- existing labor force characteristics
- existing industries
- growing industries
- commuting patterns
- property values
- tax incremental financing districts
- environmentally contaminated sites
- retail gap analysis

The data describe the characteristics of existing economic conditions, and show trends in employment characteristics, commuting, and growing industries that are essential for forecasting future economic growth in the Village.

4.1 Existing Labor Force Characteristics

4.1.1 Labor Force

The Village's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, the employed, and those actively seeking employment. As of 2000, the Village had 6,643 persons or 66% of its population in its labor force, higher than the Milwaukee County's rate of 65.3%, but lower than Wisconsin's average. Of those persons, 50.4% were male and 49.6% were female. In 2000, Brown Deer's unemployment rate was 2.0%, lower than Milwaukee County's rate of 4.5% and Wisconsin's rate of 3.2%. See Table 3.1. It should be noted that preliminary calculations from the Federal Bureau of Labor Statistics put the December 2008 unemployment rate for the Milwaukee metropolitan area at 5.8%. It is likely that the unemployment rate of Brown Deer residents has also grown as the United States economy entered a recessionary period.

Table 3.1: Brown Deer Resident Employment Status, 2000

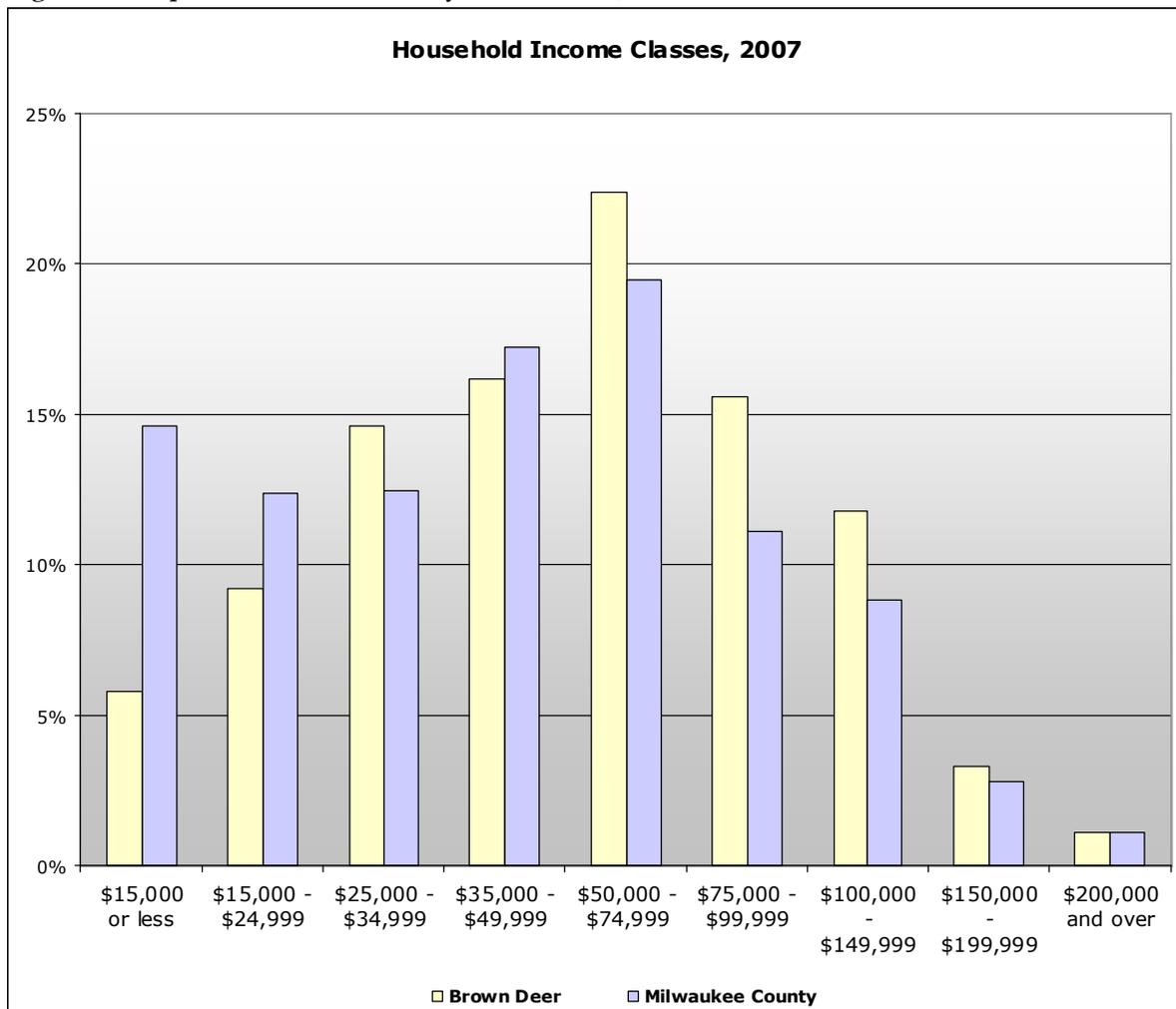
	Village of Brown Deer	Milwaukee County	Wisconsin
Population age 16 or older	10,039	718,569	4,157,030
Civilian - Employed	64.0%	60.8%	65.8%
Civilian - Unemployed	2.0%	4.5%	3.2%
Not in Labor Force	33.8%	34.6%	30.9%

Source: US Census 2000

4.1.2 Income

The median household income in Brown Deer was \$50,847 in 2000 and increased to \$54,712 in 2007, while the per capita income was \$25,628 and increased to \$28,765, according to data from Claritas. The percent increase for median household income from 2000 to 2007 in Brown Deer is 7.1% and 10.9% for per capita income, both being lower than Milwaukee County household income and per capita income percent increases (13.1% and 15.5% respectively). In general Brown Deer has a higher proportion of its households in the middle- and higher-income brackets than does Milwaukee County. Brown Deer places nearly 11% more households above the \$50,000 threshold than is the case for the County as a whole. Figure 3.1 illustrates these trends.

Figure 3.1: Proportion of Households by Income Class, 2007



Source: Claritas

4.1.3 Educational Attainment

In general, it may be said that Brown Deer attracts adult residents with higher levels of education than does the County or the State of Wisconsin. Among the population over 25 years of age in 2000, 87% had at least a high school diploma or equivalent, compared to 80% for Milwaukee County and 85% for Wisconsin as a whole. Further, 61% of Brown Deer's populace has some post high school education, compared to 51% for both Milwaukee County and the state. This trend continues when those with bachelor degrees, graduate or professional degrees, and doctorates are compared to the county and state. Table 3.2 details these figures.

Table 3.2: Educational Attainment, 2000

	Village of Brown Deer	City of Glendale	Village of River Hills	Village of Bayside	Village of Menomonee Falls	Milwaukee County
Population Age 25+	8,877	10,086	1,157	3,265	22,834	594,387
9th Grade or less	3.7%	4.0%	0.9%	2.8%	3.2%	5.9%
Some High School	8.4%	5.7%	1.3%	2.1%	5.5%	13.8%
High School Graduate	26.7%	20.0%	5.8%	13.6%	31.5%	29.4%
Some College	23.4%	21.2%	13.2%	16.6%	21.3%	21.1%
Associate Degree	6.5%	5.0%	2.4%	3.5%	7.1%	6.1%
Bachelor Degree	21.4%	25.0%	38.9%	35.0%	22.7%	15.7%
Graduate or Professional	8.3%	15.5%	34.5%	23.4%	7.1%	7.1%
Doctorate	1.5%	2.3%	0.5%	2.6%	0.7%	0.8%
Total with Some Post High School Education	61.1%	69.1%	89.5%	81.1%	58.8%	50.8%

Source: US Census 2000

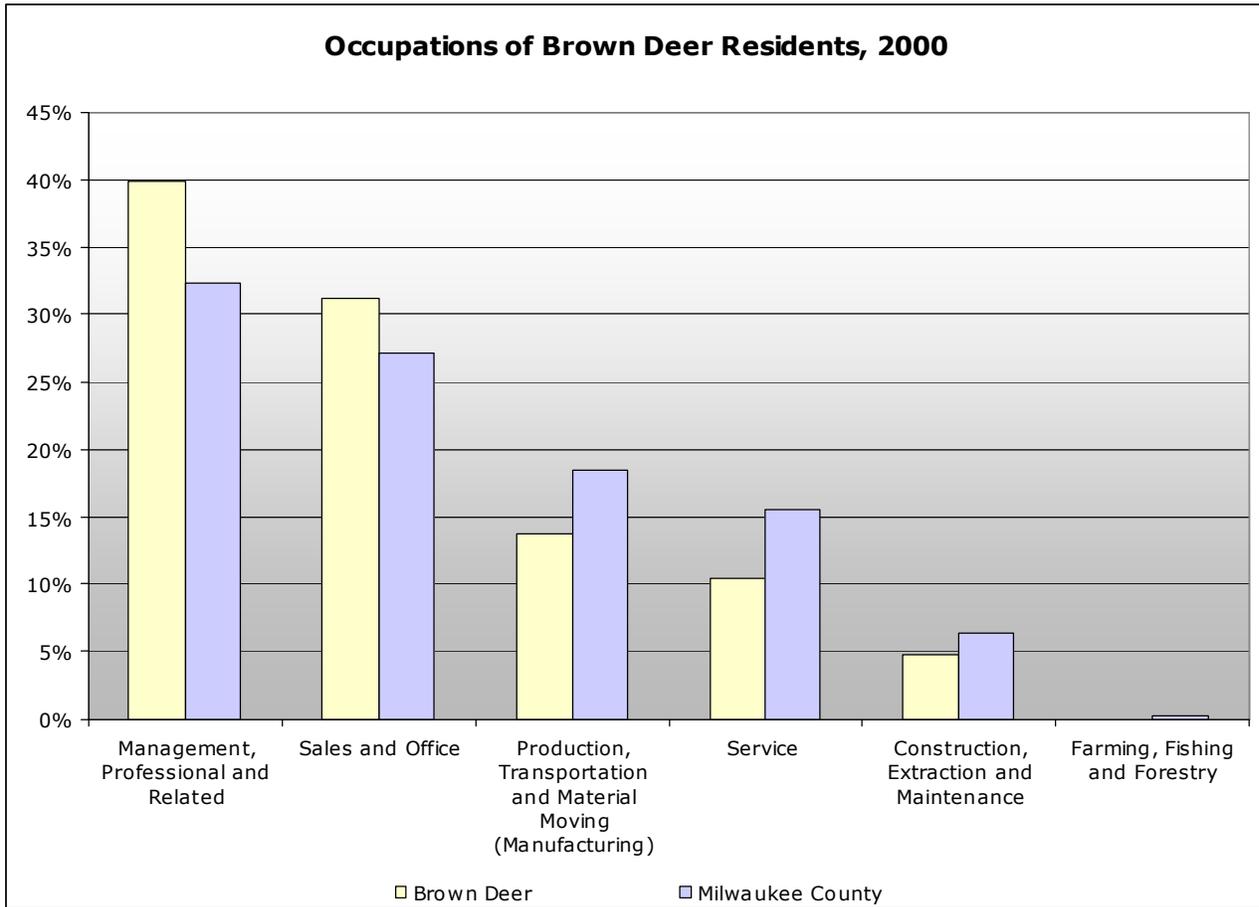
4.2 Economic and Industrial Profile

4.2.1 Resident Employment by Occupation

Figure 3.2 shows the occupations in which residents of Brown Deer were employed in 2000, expressed as a proportion of all the Village's 6,427 employed residents at that time. It compares their proportions with those of Milwaukee County residents as a whole. The labor force residing in Brown Deer is more likely to be employed in management and professional occupations and sales and office occupations when compared to Milwaukee County. Conversely, Brown Deer's labor force is employed to a lesser extent in other fields such as service, farming, fishing and forestry, construction, and production (manufacturing) when compared to Milwaukee County as a whole.

These data are mirrored in Table 3.3, which provides a snapshot of occupation classifications for residents of Brown Deer in 2007. The data show that the vast majority of workers (70.8%)

Figure 3.2: Brown Deer Resident Occupations, 2000



Source: US Census 2000

in Brown Deer were employed in white collar professions, while 18.7% were employed in the blue collar professions. The remaining 10.5% were employed in service and farm professions (likely service occupations as there is very little agricultural employment in Milwaukee County).

Table 3.3: Brown Deer Resident Employment Class, 2007

	Number of Workers	Proportion
Blue Collar	1,153	18.7
White Collar	4,363	70.8
Service and Farm	646	10.5

Source: Claritas

**“White Collar” is a descriptive term for office workers, who use a minimum of physical exertion, as opposed to “blue-collar,” which relates to wage earners whose jobs often involve manual labor.

4.2.2 Industry and Employment

In 2004, Brown Deer was home to more than 5,500 jobs. Table 3.4 shows the estimated proportion of jobs existing in various industries within Brown Deer. Fifty percent of jobs in the Village fall into the top three categories. In all, the top seven categories account for nearly three-quarters of all employment in Brown Deer. These industries are the backbone of the Village's business economy.

4.2.3 Jobs-to-Residents Analysis

Federal Economic Census data for the Village are available for 1997 and 2002 (2007 data have not been released at the time of this writing.) According to 2002 Economic Census data and 2000 Census population data, Brown Deer had a jobs-to-resident ratio of 0.50. As shown in Table 3.5, this placed the Village behind only Glendale as a employment center in northeastern Milwaukee County.

Table 3.4: Major Industries in Brown Deer, 2004

Industry Title	% of All Jobs
Manufacturing	28.2%
Finance and Insurance	16.5%
Health Care and Social Assistance	9.8%
Accommodation and Food Services	5.7%
Information	5.5%
Retail Trade	5.0%
Professional, Scientific, and Technical Services	4.9%
Education Services	4.7%
Wholesale Trade	4.7%
Other Services	4.5%
Transportation and Warehousing	2.7%
Administration & Support, Waste Management and Remediation	2.0%
Arts, Entertainment, and Recreation	2.0%
Construction	1.6%
Public Administration	1.4%
Management of Companies	0.4%
Utilities	0.2%
Real Estate and Rental and Leasing	0.2%
Agriculture	0.1%

Source: U.S. Census Bureau, LEED Origin-Destination Data Base (2nd Qtr 2002, 2003 and 2004)

Employment in the Village by industry sector has fluctuated over time, with some sectors gaining or losing percentages of all jobs. However, overall employment and the number of businesses in Brown Deer have remained remarkably stable over the last decade according to data from the United States Economic Census.

More recent employment data for the Village from the Bureau of Labor Statistics show drops in both the number of employers and the number of jobs in the Village. The two sectors that showed declining employment, in particular, were health care and retail. These data are considered “experimental” by the Bureau and the employment figures are relatively volatile, showing large changes from year to year. While Brown Deer’s employment figures are relatively stable, changing economic conditions bear further monitoring.

Table 3.5: Jobs-to-Residents Ratio, 2002

Municipality	Employment	Population	Jobs/capita
Brown Deer	6,080	12,170	0.50
Glendale	9,975	13,367	0.75
Menomonee Falls	22,040	32,647	0.68
Bayside	889	4,515	0.20
Fox Point	988	7,012	0.14
Whitefish Bay	1,469	14,163	0.10
Oak Creek	11,760	28,465	0.41
Greenfield	11,750	35,476	0.33
Hales Corners	2,642	7,765	0.34
Greendale	3,790	14,405	0.26

Source: US Census 2000 and Economic Census 2002

Table 3.7: Major Employers in Brown Deer, 2009

Employer	Employment Range	Industry
Metavante Corp	1,000+	Data Processing and Hosting
Guaranty Bank SSB	500-999	Savings Institution
Badger Meter Inc	250-499	Manufacturing
M&I Bank	250-499	Commercial Banking
Brown Deer Public School	250-499	Elementary and Secondary Schools
Young Men's Christian Assn	100-249	Civic and Social Organizations
U Line Corp	100-249	Refrigeration Manufacturing
Tripoli Country Club Inc	100-249	Recreational Sports Center
Village of Brown Deer	100-249	Government Services
Sheraton Milwaukee North	100-249	Hotels
Lowe's Home Centers	100-249	Home Centers
Kohls	100-249	Discount Department Stores
Bank Mutual Corp	100-249	Savings Institution
Traffic & Parking Control, Inc.	50-99	Electrical Apparatus and Related

Source: Wisconsin DWD ES-202 Large Employer Database, December 2007

4.2.4 Major Employers in Brown Deer

Table 3.7 lists major employers in the Village of Brown Deer. These data reinforce earlier information, which states Brown Deer has a strong economic base in manufacturing and finance, as the top four employers on the list are in these industries.

4.3 Growing Industries

The Wisconsin Department of Workforce Development forecasts job growth by industry for the state as a whole, and for selected metropolitan areas. Understanding the industries that are likely to be adding jobs can help the Village of Brown Deer prioritize economic development efforts. Table 3.8 shows these projected new jobs by occupation for the Milwaukee metropolitan area, expressed as a annual average number of job openings, including new positions and replacement positions.

The occupations in italics — Sales, Production, Business and Financial Operations, Healthcare Support, Computer and Mathematical, and Community and Social Services — are fields in which the Village of Brown Deer currently has strong employment bases. These fields may be valuable initial focuses for business development efforts in the future.

4.4 Commuting Patterns

Data from the 2000 Census show that the mean travel time to work for Brown Deer residents is 21 minutes, about the same as Milwaukee County residents overall. Brown Deer residents and businesspeople consider the Village's location in the metropolitan area and its regional connectivity to be among Brown Deer's primary assets.

Another way of examining where concentrations of employment are located is to look at where workers are commuting to and from. More than two-thirds of employed Brown Deer residents traveled within Milwaukee County for work according to data from the 2000 Census. Much

Table 3.8: Projected New Jobs by Occupation, Milwaukee Metropolitan Area, 2006-2016

Occupation	Annual New Jobs
Office and Administrative Support Occupations	3,990
Food Preparation and Serving Related Occupations	3,000
<i>Sales and Related Occupations</i>	<i>2,900</i>
<i>Production Occupations</i>	<i>2,070</i>
Health Care Practitioners and Technical Occupations	1,750
Transportation and Material Moving Occupations	1,570
<i>Business and Financial Operations Occupations</i>	<i>1,260</i>
Personal Care and Service Occupations	1,190
Education, Training, and Library Occupations	1,180
Building and Grounds Cleaning and Maintenance Occupations	930
<i>Health care Support Occupations</i>	<i>910</i>
Management Occupations	900
<i>Computer and Mathematical Occupations</i>	<i>840</i>
Construction and Extraction Occupations	840
Installation, Maintenance, and Repair Occupations	720
<i>Community and Social Services Occupations</i>	<i>500</i>
Architecture and Engineering Occupations	500
Protective Service Occupations	480
Arts, Design, Entertainment, Sports, and Media Occupations	350
Life, Physical, and Social Science Occupations	270
Legal Occupations	140
Farming, Fishing, and Forestry Occupations	30

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development

smaller proportions travel west to Waukesha County or north to Ozaukee County. These figures are shown in Table 3.9. Broken down by commute destination, fully 41% of Brown Deer resident workers traveled to the City of Milwaukee.

Furthermore, employed persons who work in Brown Deer tended to originate in Milwaukee County. This is true of just over half of Brown Deer employees. Many of those workers — 32% — begin their commute in the City of Milwaukee. Maintaining the Village's links to the south and west is revealed to be a key to maintaining the ability of Village businesses to attract employees.

Table 3.9 Commute Patterns to and from Brown Deer, 2000

Commute Origins of Persons Working in Brown Deer					
Milwaukee County	Waukesha County	Ozaukee County	City of Milwaukee	Village of Brown Deer	
54%	13%	10%	32%	7%	

Commute Destinations for Brown Deer Residents					
Milwaukee County	Waukesha County	Ozaukee County	City of Milwaukee	City of Glendale	Village of Brown Deer
68%	14%	7%	41%	8%	6%

Source: US Census 2000

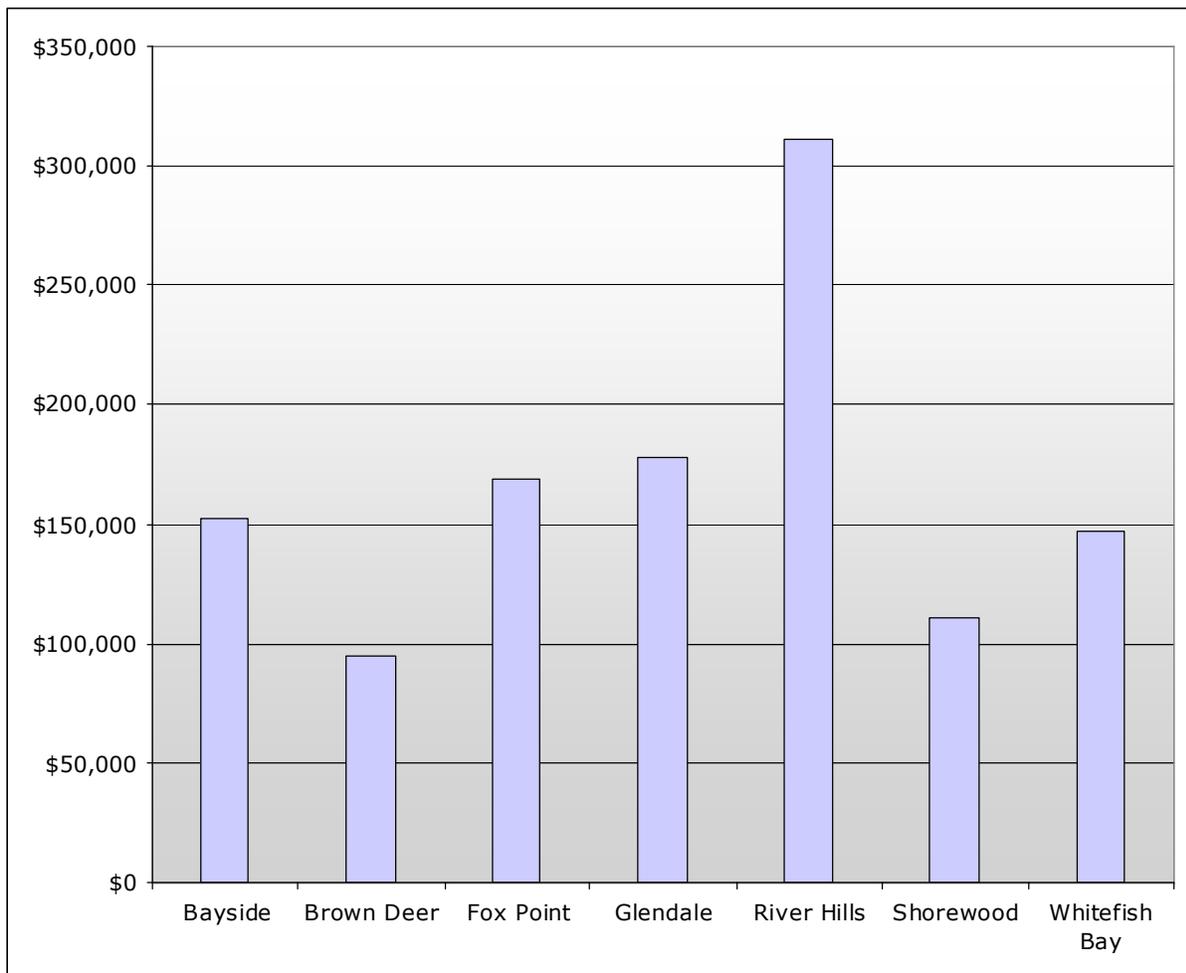
4.5 Equalized Property Value

The Wisconsin Department of Revenue's Bureau of Property Tax maintains a database of all town, village and city taxes collected. This database can allow for analyzing the health of local economies, as total assessed value is an indicator of the property taxes a community might be able to collect in order to reinvest back into the community. Calculating a per capita dollar amount (total assessed value for Brown Deer divided by the population) provides a relative indication of the tax dollars Brown Deer is able to spend on services per resident. All things being equal, villages with higher per capita assessed values are capable of providing higher levels of service. In 2008, the total equalized value for real estate in Brown Deer was \$1,108,652,200. Using an estimated 2008 population of 11,705 (provided by the Wisconsin Department of Administration), per capita assessed value in Brown Deer is approximately \$94,716. Compared to the per capita equalized value of \$70,498 for Milwaukee County, Brown Deer may have the revenue stream to potentially provide a higher level of service than is average in the County. A comparison to other North Shore communities reveals, however, that Brown Deer has less value in its real estate, calculated on a per capita basis, than some surrounding municipalities. The average figure for all North Shore communities is \$166,001, led by River Hills' per capita equalized property value of nearly \$311,000. See Figure 3.3.

4.6 Tax Incremental Financing Districts

For redeveloping communities like Brown Deer, tax incremental financing (TIF) is a primary tool for initiating and encouraging desirable economic development activities. TIF allows municipalities to provide major public improvements and then use future gains in tax revenue to repay the cost of the improvements. At present, the Village has three active Tax Incremental Financing districts and, to date, all three have been meeting revenue projections. These districts exist in corridors that the Village has identified as having the highest priority and highest potential for economic revitalization.

Figure 3.3: Property Value per Capita for North Shore Communities, 2008



Source: Wisconsin Department of Administration and Department of Revenue

Please reference Figure 3.4 to see the geographic boundaries of Brown Deer's TIF districts. TIF district #2, the oldest active district, is located along Bradley Road and Teutonia Avenue. The purpose of this district is to revitalize this neighborhood-scale commercial district. Recent improvements include streetscaping, the construction of Algonquin Manor and Bradley Manor senior apartment communities, and a new mixed-used neighborhood development at Bradley Road and Sherman Boulevard. TIF district #3 is located along the western end of Brown Deer Road. This TIF district was implemented in response to a number of vacant commercial properties. Improvements include a new Lowe's store and Walgreen's. TIF district #4, the newest TIF district, includes the Original Village and extends south to the intersection of Sherman Boulevard and Teutonia Avenue. The historic center of Brown Deer, the Original Village has recently seen improvements, including the Poco Loco restaurant and the construction of a new office building for an architecture firm. The Village is currently undertaking a major streetscaping project in the Original Village to define its identity as a noteworthy place in Brown Deer.

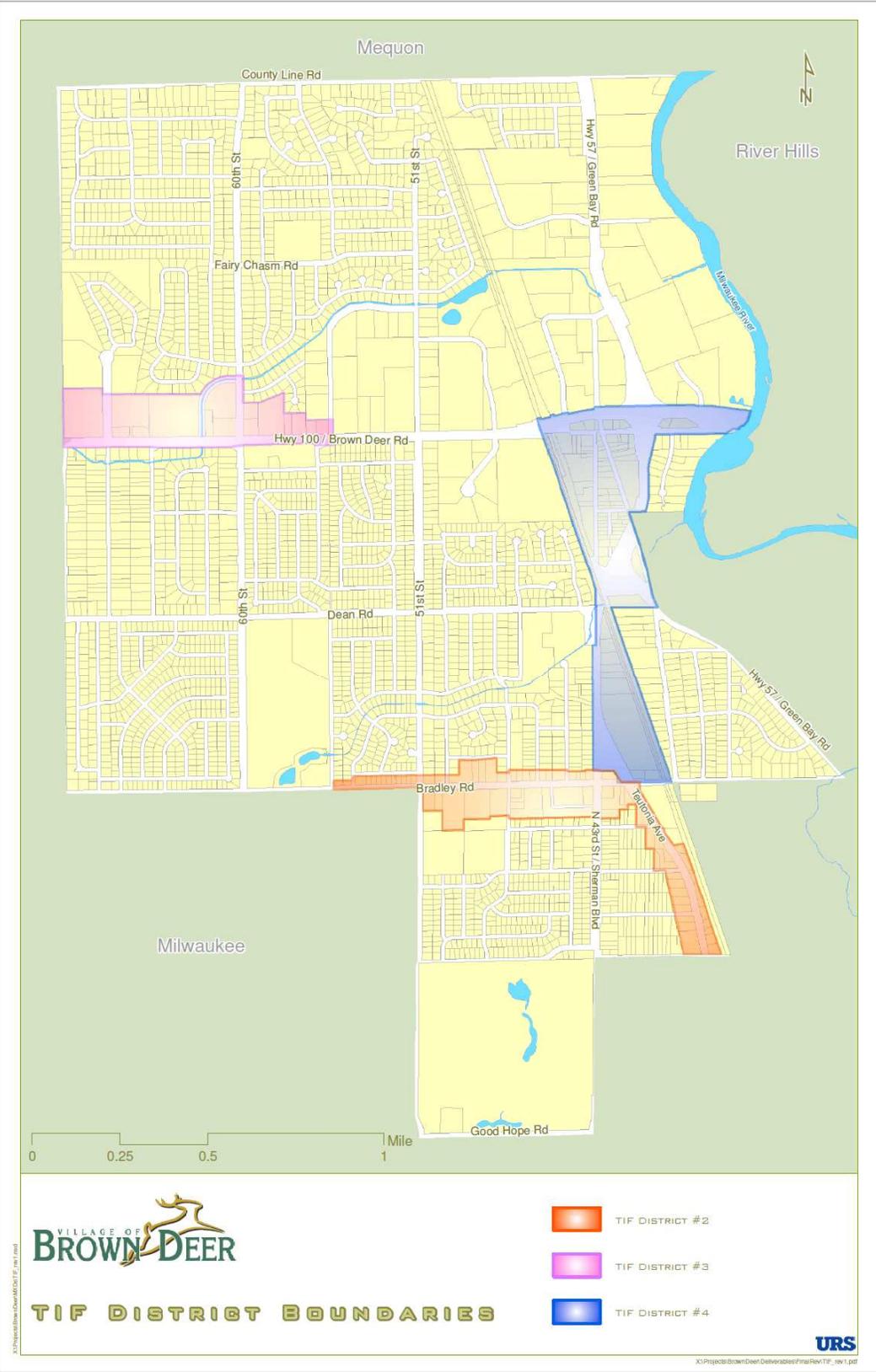
4.7 Environmentally Contaminated Sites

Brownfields are defined by the Wisconsin Department of Natural Resources (DNR) as abandoned or underutilized commercial and industrial properties where real estate development is hindered by real or perceived contamination. Often, brownfields are former gas stations, dry cleaners, or manufacturing plants.



New development is augmenting the Village's tax base.

Figure 3.4: TIF District Boundaries



Source: Village of Brown Deer

The suspicion of contamination is often enough to send a potential developer looking elsewhere to develop. Identifying properties that are real or perceived brownfields and removing obstacles to development should be a priority for Brown Deer. Brownfield redevelopment can have many positive effects on a community, including: increasing economic opportunities by returning land to productive use, increasing the number of jobs in the community, providing recreational areas, and diversifying the economic base. State and federal remediation programs can help municipalities clean up brownfield sites in preparation for redevelopment.

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites in the state. Properties listed by the DNR are self-reported, and do not necessarily represent a comprehensive listing. There are currently 35 closed sites and seven open sites listed in Brown Deer. Closed sites are categorized as completed cleanups and the open sites are categorized as on-going clean-ups. Both the open and closed sites are concentrated along the Canadian National railway, Brown Deer Road and Bradley Road. The locations and status of open brownfield sites in the Village are detailed in Table 3.10.

4.8 Retail Analysis

Many Brown Deer residents identified a lack of small, service-oriented and specialty shops within the Village. In particular, many residents would like to see more dining and grocery options. The planning team conducted a retail gap analysis to help determine whether there is an untapped market for such goods and services. A retail gap analysis examines aggregate consumer expenditures for a variety of retail categories within a particular geography, or trade

Table 3.10: Brownfield Locations and Status

Location	Contamination	Latest Action Taken	Site Opened	Last Action
4429 W River Lane and adjacent WEPCO parcel	Chlorinated Solvents	Property transferred ownership	1998	1999
5221 W Beaver Creek Pkwy	Soil Contamination	No further action required	1992	2003
5050 W. Brown Deer Rd	Volatile Organic Compound	Conditional closure	2007	2008
4545 W Brown Deer Rd	Chlorinated Solvents	Long term monitoring to continue	1990	2008
Bike Path WEPCO ROW West of 43rd St	Petroleum	WDNR letter notifying responsible parties of contamination	2008	2008
4730 W Bradley Rd	Petroleum	Site Investigation Workplan submitted	2006	2006
7600 N Teutonia Ave	Petroleum	Remediation of contaminated soils	2004	2009

Source: Wisconsin Department of Natural Resources



Brown Deer is home to some quality specialty retail, but residents would like to see more.

area, in relation to the aggregate retail sales of establishments within the same geography to determine whether consumers are shopping elsewhere because those services and products are not available in their local area.

It is important to mention the limitations of a retail gap analysis at the outset:

- Selecting the best geography is difficult because, in an urban area, political boundaries rarely coincide with economic boundaries. Determining the proper geography is especially difficult for municipalities within urban areas where the distance between different points in the Village may actually be greater than the distance between two different municipalities.
- Businesses can only be categorized in one retail category, when in reality, some businesses offer several types of retail services.
- A retail gap analysis does not take into account issues such as transportation access or specific needs of the population. For example, Brown Deer has a relatively high number of workers within its borders, which might dictate a very specific demand for certain services, such as restaurants and takeaway food vendors and daytime services like dry cleaners, card shops and newsstands.

Selected results from the retail gap analysis for the Brown Deer geography are shown in Table 3.11. The key data is shown in the right hand column: “Additional Stores that Brown Deer Residents Could Support”. A positive number indicates that an opportunity exists for retail development, as consumers are spending some of their money for these goods outside of the Village. A negative number indicates that the locality is bringing in money from outside the

Village limits for a particular good or service and that that market may be saturated.

Results indicate that retail supply within Brown Deer is adequate to accommodate resident's retail demand for most goods and services. For grocery stores and specialty food stores, the research indicates that Brown Deer is, in fact, a destination point. Residents' desire for more of these services probably indicates that people are interested in a different type of shopping experience or wider variety of products than the current options offer. The analysis does indicate support for convenience stores, which sometimes provide similar goods. There is considerable demand for full-service restaurants – a frequently mentioned desire by stakeholders – and drinking establishments.

Residents also expressed interest in neighborhood services, such as flower shops and other specialty retail. The analysis shows that there exists unmet demand for these types of retail. These data comport well with stakeholders vision for the future of retail in the Village.

Table 3.11: Retail Gap Analysis, 2007 dollars

Retail Establishment	Retail Spending Gap or Surplus in Brown Deer	Average Sales for Typical Establishment	Additional Stores that Brown Deer Residents Could Support
Home Furnishing Stores	\$1,370,700	\$1,360,886	1.0
Grocery Stores (excluding convenience stores)	-\$7,713,332	\$6,133,051	-1.3
Convenience Stores	\$1,106,754	\$581,960	1.9
Specialty Food Stores	-\$2,561,513	\$694,519	-3.7
Gasoline Stations With Conv Stores	\$11,033,168	\$2,578,667	4.3
Clothing Stores	-\$15,277,053	\$1,451,593	-10.5
Shoe Stores	\$1,228,089	\$1,110,413	1.1
Sporting Goods, Hobby, Book, Music Stores	-\$3,996,165	\$1,437,672	-2.8
Florists	\$439,273	\$371,145	1.2
Office Supplies, Stationery, Gift Stores	-\$2,231,205	\$947,828	-2.4
Other Miscellaneous Stores	\$1,950,226	\$741,829	2.6
Full-Service Restaurants	\$8,385,514	\$858,443	9.8
Drinking Places -Alcoholic Beverages	\$773,876	\$281,636	2.7

Sources: BLS: Consumer Expenditures Survey and Consumer Price Index. US Census Bureau: Economic Census 2002 and Census of Retail Trade 2002, Claritas 2007

5. PLANNING CONTEXT

A number of regional, state and federal economic development programs offer funding opportunities that Brown Deer may be able to use to leverage desirable economic development. The following programs may be of use in implementing Plan recommendations.

5.1 Regional Programs

Southeast Wisconsin Regional Economic Partnership (SWREP) Technology Zone Program targets high-technology businesses that are located or plan to locate in Milwaukee, Ozaukee, Washington or Waukesha counties. These businesses are eligible to apply for credits on their Wisconsin income tax.

5.2 State Programs

The Brownfields Initiative provides grants for environmental remediation of brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs.

The Community-Based Economic Development Program is designed to promote local business development in economically distressed areas.

The Community Development Block Grant — Public Facilities component helps eligible local governments upgrade community facilities, infrastructure, and utilities.

The Community Development Block Grant — Public Facilities for Economic Development component offers grants to communities to enhance economic development efforts.

The Community Development Block Grant Economic Development Program provides grants to communities to loan to businesses for start-up, retention, and expansion projects.

The Wisconsin Housing and Economic Development Agency (WHEDA) offers small business financing products, including loan guarantees and interest rate subsidies.

The Wisconsin Transportation Facilities Economic Assistance and Development Program funds transportation facilities improvements.

The Recycling Demonstration Grant Program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects.

5.3 Federal Programs

There is a wide range of federal programs intended to foster economic development. A review of the “Catalog of Federal Domestic Assistance” (CFDA) was conducted to identify those programs potentially applicable to Brown Deer. Programs that may be of value in Brown Deer are listed in Table 3.12; the list includes the CFDA identifier. Detailed program descriptions can be found at <http://www.cfda.gov>.

Table 3.12: Select Federal Economic Development Programs

CFDA Number	Agency	Program Title
11.3	COMM	Investments for Public Works and Economic Development Facilities
11.303	COMM	Economic Development Technical Assistance
11.305	COMM	Economic Development State and Local Economic Development Planning
14.218	HUD	Community Development Block Grants/Entitlement Grants
14.246	HUD	Community Development Block Grants/Brownfields Economic Development Initiative
14.412	HUD	Employment Opportunities for Lower Income Persons and Businesses
20.507	DOT	Federal Transit Formula Grants
93.57	HHS	Community Services Block Grant Discretionary Awards

Source: Catalog of Federal Domestic Assistance

6. BROWN DEER ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES

<i>Goals</i>	<i>Objectives</i>
<p>1. The Village will strive to maintain a mix of employers and businesses to sustain a diverse tax base.</p>	<p>1.1 In tandem with existing relationships, explore the formation of a business association specific to Brown Deer employers in order to enhance the Village’s identity </p> <p>1.2 Expand and research recruitment tools for new businesses</p>
<p>2. The Village will focus redevelopment activities along key nodes and corridors to enhance commercial quality and variety.</p>	<p>2.1 Expand and research recruitment tools for desirable retail development in order to enhance the Village’s identity </p> <p>2.2 Evaluate and strengthen partnerships for economic development</p>

7. RECOMMENDATIONS FOR VILLAGE ECONOMIC DEVELOPMENT POLICY, PROGRAMS AND INITIATIVES

Brown Deer is fortunate to have a strong economic development base, in terms of employment, diversity of land use in manufacturing, commercial and retail development, and experience in utilizing the tools available to redeveloping communities, such as Tax Incremental Financing. In addition, the Village maintains an active Community Development Authority and is beginning to develop marketing materials aimed at raising Brown Deer’s profile in the metropolitan area. Village staff and elected officials have undertaken initiatives to bring businesses to Brown Deer, and the Village is known as a municipality willing to work with businesses and developers. It is anticipated that all these efforts will continue.

Municipalities with the population and fiscal resources of Brown Deer have a limited number of tools to spur and incentivize desirable development, and they must be marshaled with the greatest possible effectiveness. Opportunities in economic development are clustered in two main areas: improving organization and communication among stakeholders to pursue mutual objectives, and focusing planning efforts toward redevelopment in line with both community desires and market realities. The following recommendations focus on aligning the goals of business and the Village in order to undertake forward-looking planning efforts.

1. Strengthen Village business retention, attraction and economic development efforts.

Brown Deer stakeholders recognize that the Village has become a redeveloping community. To maintain tax base and the ability to provide quality services, it is likely that Brown Deer must coordinate economic development policy and planning with the demands of the changing market for real estate and business. Village staff currently handles economic development, but a renewed focus could pay dividends for Village redevelopment. Some ideas for bolstering economic development efforts include but are not limited to: staff training through the International Economic Development Council, the creation of a dedicated business liaison position, or the creation of an Economic Development Advisory Committee to the Board of Trustees. Such a committee could meet as needed or on a regular schedule (two or three times annually) to advise on economic development policy, review achievements and judge progress toward economic development goals. In Brown Deer, the committee could be responsible first for monitoring the implementation of the economic development recommendations from the comprehensive plan, and second, to guide the prioritization and implementation of area planning for economic development in key corridors in the Village.

2. Initiate a regular roundtable discussion among the Village elected officials and top employers, focused on the Village's role in employee retention and attraction.

Brown Deer currently has several thousand employees clustered around the intersection of Brown Deer and Greed Bay Roads. This daytime population — equal to perhaps one-fifth of the Village's permanent population — is essentially isolated from participating in any amenities, due to historical patterns of land use and transportation facility design. The Village could initiate a regular roundtable discussion with its largest employers (identified in Table 3.7) to determine ways to work together to provide an attractive work environment and what these businesses need to attract and retain employees. The continued health of these top employers is key to the continued economic health of the Village, and opening regular channels of communication will enable Brown Deer to respond to key employer needs proactively. This group could expand to include representatives from Brown Deer businesses in the group of industries forecasted for high job growth over the next decade (identified in Table 3.8).



Brown Deer is home to a wide range of employers, including large companies, such as Metavante, on the left, and smaller, service-oriented establishments, such as Wade Weissmann Architecture, on the right.

3. Explore focusing business attraction efforts on “wet-basin” industries.

Industries with heavy water use, over the long term, will find benefits of relocating to wet basins to reduce energy and water costs. This could include potential relocations of industries based on the western side of the Milwaukee metropolitan area, which are faced with dwindling water supply. Badger Meter CEO Richard Meeusen is a leader regionally in this concept, and has spoken about it at forums. Such a messaging/branding program, developed over time, could bear fruit for the Village with little actual cost. Coordination of this effort could grow from the organization efforts described in Recommendation 2 above.

4. Initiate a regular roundtable discussion with the businesses in the manufacturing district located west of Village Hall.

This area presents a key opportunity for business organization efforts to enhance its desirability. Brown Deer is unusual among Milwaukee suburbs in its strong employment base in manufacturing. Nationally, many small manufacturers require “flex space,” facilities able to accommodate both manufacturing and office use. This district in Brown Deer offers such space, but it lacks the managed coherency of a modern business park. Discussions could center on business needs that may be addressed by the Village, such as developing a desirable “look” for the district, with common streetscaping or other urban design details. The discussions may have an ultimate aim of creating a Business Improvement District.

5. Explore supporting the creation of a Chamber of Commerce that is specific to the Village of Brown Deer.

The Granville-Brown Deer Chamber of Commerce currently promotes business and community interests in the northwest side of the City of Milwaukee and in the Village of Brown Deer. While these two communities do have historical ties, they also have very distinct identities and face different issues. Having a separate Chamber of Commerce would enable Brown Deer businesses to better promote themselves and the amenities specific to the Village that is just not feasible with a joint Chamber.

6. Base planning for the Green Bay Road corridor on the Wheaton Franciscan Healthcare and YMCA’s Healthy Lifestyle Village investment.

Health care professions are growing in importance in Milwaukee County, and Brown Deer is fortunate to be seeing considerable investment in forward-oriented health care by Wheaton-Franciscan Healthcare and the YMCA in their Healthy Lifestyles Village. In planning for the future of Brown Deer’s northeastern quadrant (see Recommendation 7 below), the Village could be particularly sensitive to the opportunities this investment could generate. By initiating discussions with Wheaton Franciscan, the YMCA, the owners of the Hearthside Property, the owners of nearby multi-family housing complexes and Columbia-St. Mary’s Healthcare (operators of the Glendale Clinic on Green Bay Road) the Village could better determine the needs of employees and customers for such support services. These needs could determine the types and scale of future retail development, as well as housing and transportation investments. In particular, the corridor brings together transit service, a concentration of non-owner-

occupied housing and the opportunity for future retail development. Understanding the main traffic drivers in this part of the Village will allow future development to capitalize on the activity that is already taking place here. See the Housing chapter of this plan for further details on options for housing development in this corridor.

7. Prioritize area planning efforts for high profile redevelopment areas.

This planning process has identified several commercial and mixed use corridors that are either likely to undergo changes in land use, have a preponderance of parcels that are underutilized or that are currently not meeting the needs and expectations of Brown Deer citizens in providing quality retail and employment opportunities. These areas include the northeast corner of the Village, with changes focusing on the YMCA-Wheaton Franciscan Healthcare joint venture and the former Hearthiside site; the area surrounding the intersection of Bradley Road and Sherman Boulevard, with the pending Jewish Family Services project; the Original Village; and the western end of the Brown Deer Road corridor. Area planning efforts can help set direction for the redevelopment of these areas, and will enable the Village to make land use and zoning decisions on a rational, long-view basis. Two of these areas—along Bradley Road and in the northeast corner of the Village—were selected for special subarea planning. The Bradley-Park and North River corridor plans prepared concurrently with this document can be referenced for more information.

8. Continue the active management of Tax Incremental Financing Districts.

Tax incremental financing is a key tool by which municipalities can spur desirable redevelopment. Brown Deer has shown itself to be aggressive in the use of this tool when warranted, while maintaining an excellent overall balance in tax base management. At the time of this writing, the United States economy is in the midst of a severe downturn, and the real estate market is particularly soft. However, the Village may continue to look for opportunities to enhance the chances of long term success in redevelopment through continued judicious application of tax incremental financing.

9. Explore the creation of a job shadowing program with the School District of Brown Deer and major employers.

A consistent observation during the stakeholder involvement activities was the lack of communication between Brown Deer residents and its major employers. Some communities work with their schools, business association and other partners to host a “job shadowing” program. These programs pair high school students with employees of local businesses who are willing to allow the student to accompany them on a typical work day. Such a program would be a low-cost way to introduce residents to the variety of economic activity in the Village, and create connections between businesses and the community. The Village of Winneconne in central Wisconsin has created a successful model that may be worth emulating.