

CHAPTER 7

ECONOMIC DEVELOPMENT ELEMENT

The purpose of this chapter is to provide: an overview of business and employment in the Village of Eagle and its surrounding area; provide a brief analysis of retail trade potential in the Village of Eagle; assess categories or types of desired businesses; recommend the most logical, desirable locations for businesses and industries; provide a list of major local, county, regional, and state economic development programs; provide a series of objectives, principles, and standards to promote business retention and expansion; attract new businesses, and facilitate downtown revitalization; and to suggest implementation plans to accomplish these goals.

The Village of Eagle held a Visioning Workshop in 2001 to determine what things were important to villagers from a planning standpoint. In 2007, a survey was sent to 694 households in the Village of Eagle and a follow-up public meeting was held to discuss the results of the survey. The findings of these meetings produced the following economic strengths, weaknesses and concerns which were reinforced at the Village's Smart Growth Listening Session meeting in 2008.

ECONOMIC DEVELOPMENT STRENGTHS:

- local entrepreneurship fostering business growth
- employees exhibit a strong work ethic
- a variety of recreational activities such as local, county, state parks, lakes, and natural areas to attract employers and employees
- an increasing population
- innovative business leaders and quality education

ECONOMIC DEVELOPMENT WEAKNESSES AND CONCERNS:

- Insufficient resources to maintain current business level and grow new businesses
- How to generate enough income to maintain municipal and county services
- The high cost of health insurance
- Increased transportation costs
- The rising population and its impact on local school districts
- The need for additional technology development
- The need to increase the number of people with college and technical degrees
- The need to maintain and expand our transportation infrastructure
- An aging workforce
- Potential infrastructure limitations of future parks, library and fire protection

OVERVIEW OF BUSINESSES IN THE VILLAGE OF EAGLE AND ITS SURROUNDING AREA

The Village of Eagle contains a business sector mainly located in the Business Park off of Hwy 67 and in the Downtown area. The combined population of the Village of Eagle and the Town of Eagle appears able to support more retail business to accommodate the shopping needs of the combined communities, which are located in the heart of the Kettle Moraine Forest recreational area.

Within the Village of Eagle and its surrounding area, businesses – including retail, office, service and light industrial and manufacturing – are primarily concentrated in four areas.

- Eagle's B-1 Central Business zoned downtown area which contains a mixture of older commercial buildings housing a few taverns and restaurants, a real estate office, a carpet business, small retail shops and older residential dwellings from the late nineteenth and early twentieth centuries. The downtown area also contains two gasoline station/convenience stores, a bank, churches, and a small village square.
- The M-1 and M-2 zoned light industrial and office park which is located along Mitchell Street and Murphy Drive, west of STH 67.
- The Town of Eagle's light industrial park located on CTH NN, adjacent to the municipal complex and school district lands.
- There is also a currently undeveloped 15+ acre site on the south side of CTH NN, zoned B-2 Community Business that is slated for development with modestly scaled retail, office and service uses, and a grocery store.

In addition, there is a 35 acre site located at the north end of the Village on the east side of STH 59 which is currently zoned agricultural.

Within the Village there are a total of 27 businesses, representing a variety of services as shown in Table 7-1.

Table 7-1**VILLAGE OF EAGLE BUSINESS INVENTORY**

Category	Number of Businesses	Business Name(s)	Notes
Attorney	2	Krausalis Law Office Attorney Steinhoff	
Bank	1	Chase Bank	
Financial Service	2	Ameriprise Fin Svc All American Home Lending	
Carpet	1	Shop At Home Carpets	New
Construction	1	Pett Construction	
Dental	1	W.G. Gill, DDS	
Floral	1	Blooms in Bloom	
Engine Repair/Sales	1	Allen Sales & Service	
Funeral	1	Mealy Funeral Home	
Gas/Convenience	2	Chapman Oil – BP The Kettle	
Hair Salon	2	Eagles Headquarters The Ultimate Image	
Manufacturing	4	Generac Plastic Molded Concepts Patrick Woodworks Central Hydraulics	Business Park Business Park Business Park Business Park
Real Estate	1	Response Realtors	New
Restaurants/Take Out	2	Hen House Tasty Z's	
Restaurant/Bar	3	Coyote Canyon Knuckleheads Suhmers Saloon	
Service	2	Freedom Taylor Shop Murphy's Complete Septic	

Notes: Extracted from the 2008 Personal Property Tax Roll, this list does not include business types that only lease or sell service in the village such as copiers, cable, propane, home security systems, and do not have a physical office in the village. Small home businesses are not listed

BUSINESS EMPLOYMENT OVERVIEW IN EAGLE AND ITS SURROUNDING AREA

In 2001, market research from Claritas, Inc. was used to provide data on business employment and retail potential in the Village of Eagle and its surrounding area. Therefore, this chapter relied on market research from Claritas, Inc. to provide data on business employment and retail potential in the Village of Eagle and its surrounding area. Claritas, Inc. is a nationally known market research firm that specializes in socioeconomic and demographic analysis to aid businesses in making complex, targeted decisions. The firm gets demographic and financial data from a variety of reliable sources including the U.S. Bureau of the Census and Dun & Bradstreet. Claritas also regularly checks data from state offices on new business incorporations and registrations, SEC filings, mail order subscriptions and the phone book. In order to verify this data, Claritas calls businesses several times each year.

Tables 7-2 and 7-3 provide a snapshot of business employment within one and three miles of the Eagle Village Hall. The businesses are listed under the following ten categories: retail trade; finance, insurance, real estate; services; agriculture; mining; construction; manufacturing; transportation, communication and public utilities; wholesale trade; and government.

Table 7-2**BUSINESS EMPLOYMENT WITHIN 1 MILE OF EAGLE VILLAGE HALL**

BUS. EMPLOYMENT BY TYPE	NO. OF BUSINESSES	NO. OF EMPLOYEES	NO. OF EMPLOYEES PER BUSINESS
RETAIL			
Home Improvement	1	3	3.0
General Merchandise	0	0	0.0
Food Stores	1	1	1.0
Auto Dealers/Gas Sta.	2	8	4.0
Apparel and Accessory	0	0	0.0
Furniture/Home Furn.	1	1	1.0
Eating and Drinking	3	47	15.7
Misc. Retail Stores	1	4	4.0
TOTAL RETAIL	9	64	7.1
FINANCIAL			
Banks, Saving, Lending Institutions	1	2	2.0
Securities Brokers Investors	0	0	0.0
Insurance Carriers and Agencies	0	0	0.0
Real Estate Trust Holding Co.	1	7	7.0
TOTAL FINANCIAL	2	9	4.5
SERVICES			
Hotels and Lodging	1	2	2.0
Personal Services	3	4	1.3
Business Services	3	12	4.0
Motion Picture and Amusement	2	15	7.5
Health Services	2	6	3.0
Legal Services	1	2	2.0
Education Services	1	16	16.0
Social Services	1	9	9.0
Other Services	3	61	20.3
TOTAL SERVICES	17	127	7.5
AGRICULTURE	2	10	5.0
MINING	0	0	0.0
CONSTRUCTION	9	39	4.3
MANUFACTURING	3	145	48.3
TRANS, COMM/PUBLIC UTIL.	2	34	17.0
WHOLESALE TRADE	2	14	7.0
GOVERNMENT	4	43	10.8
TOTAL BUSINESSES	50	485	9.7

Source: Data from table 3-1 Year 2021 Comprehensive Plan for the Village of Eagle, completed Feb. 2002

According to the 2001 Claritas data, there were 46 businesses employing 483 persons within one mile of the Village Hall, and 111 businesses employing 1,178 persons within three miles of the Village Hall. Similar with much of Waukesha County, manufacturing and services were the strongest sectors in terms of numbers of employees. Education, motion picture and amusement and business services were among the largest employers within the service sector. The large number of employees in the motion picture and amusement sector may reflect the presence of Old World Wisconsin.

Within one mile of the Village Hall, the sectors with the largest percentage of employees were as follows: manufacturing (30.0%), services (26.1%), retail (13.3%), government (8.9%) and construction (8.1%). Within three miles of the Village Hall, the sectors with the largest percentage of employees were as follows: services (29.3%), manufacturing (27.3%), retail (14.5%), and government (8.3%) and construction (8.0%). For both radii, the largest retail employers were, by far, eating and drinking places. The data also indicates that the agricultural sector, despite the large areas of undeveloped land near the Village, is no longer a major component of the area's employment or economy.

As residents have observed during the Visioning Workshop and in subsequent meetings the fact that residents in a still-growing Village must travel several miles for suggests both the need and the market for a grocery store.

Table 7-3

BUSINESS EMPLOYMENT WITHIN 3 MILES OF EAGLE VILLAGE HALL

BUSINESS EMPLOYMENT BY TYPE	NO. OF BUSINESSES	NO. OF EMPLOYEES	NO. OF EMPLOYEES PER BUSINESS
TOTAL BUSINESSES	111	1,178	10.6
TOTAL RETAIL	17	171	10.1
Home Improvement	2	6	3.0
General Merchandise	0	0	0
Food Stores	1	2	2.0
Auto Dealers/Gas Sta.	2	16	8.0
Apparel and Accessory	0	0	0
Furniture/Home Furn.	1	3	3.0
Eating and Drinking	8	132	16.5
Misc. Retail Stores	3	12	4.0
TOTAL FINANCIAL	6	24	4.0
Banks, Saving, Lending Institutions	2	8	4.0
Securities Brokers Investors	1	1	1.0
Insurance Carriers and Agencies	0	0	0.0
Real Estate Trust Holding Co.	3	15	5.0
TOTAL SERVICES	38	345	9.1
Hotels and Lodging	2	35	17.5
Personal Services	7	10	1.4
Business Services	8	32	4.0
Motion Picture and Amusement	6	54	9.0
Health Services	4	14	3.5
Legal Services	2	3	1.5
Education Services	3	49	16.3
Social Services	2	20	10.0
Other Services	6	129	21.5
AGRICULTURE	5	22	4.4
MINING	0	0	0
CONSTRUCTION	20	94	4.7
MANUFACTURING	7	322	46.0
TRANS, COMM/PUBLIC UTIL.	5	74	14.8
WHOLESALE TRADE	3	30	10.0
GOVERNMENT	10	98	9.8

Source: Claritas, Inc. 2001

RETAIL TRADE POTENTIAL AND MARKETING IMPLICATIONS

One of the many things that came from public meetings was that development should fit the rural atmosphere of the Village and provide for the needs of the Village as well as the surrounding community.

Potential retail categories include;

- Food stores
- Pharmacy
- Hardware, lumber and garden stores
- General merchandise
- Antiques and gifts
- Tourist related retail business

BUSINESSES OPPORTUNITIES IN THE VILLAGE'S FOUR PRIMARY ECONOMIC DEVELOPMENT AREAS

Area One: The Downtown Area and Its Revitalization

In health and social services, opticians and mental health professionals might be a welcome addition. Also, as discussed earlier, food stores and general merchandisers capture a major part of general household expenditure, yet there are none in the village. Local residents must now travel for these basic items, as well as clothing, shoes and pharmaceuticals. Along with specialized and seasonal business catering to the Kettle Moraine tourist trade, both basic and boutique retailers of a broad variety might succeed in the Village.

These gaps in the local economy begin to suggest opportunities for economic development in the Village's downtown area, if appropriately sized and scaled. Small-scale shops, artisan and gift shops would all be appropriate.

Downtown Eagle contains vacant and underutilized buildings. In the Visioning Workshop, residents cited physical design issues as central to the downtown's lack of vibrancy and ability to attract business. It was noted that there is a decided lack of consistent, high quality downtown streetscape amenities such as trees, lighting or signage that could make the area attractive to new shoppers and businesses alike. The small downtown square, which could serve as an amenity, is little used.

For the Village to successfully develop the downtown, it must fill a retail niche that is separate and distinct from what customers could find in larger communities or in larger retail stores. At least some of the downtown stores should meet the retail and service needs of the tourists, bicyclists, fishermen and hunters who use the Kettle Moraine State Forest, Old World Wisconsin and the surrounding rustic roads as well as the needs of residents and employees. Downtown revitalization would benefit from the creation of a marketing plan and physical improvements to the downtown area to create an atmosphere of welcoming and a sense of place. There are state-funded initiatives, such as the Main Street Program, that could assist the Village with staff training for downtown revitalization.

Area Two: Village Industrial Park

The Village Industrial Park is thriving. In order to maintain its economic vitality, consideration should be given to overhauling its landscaping and overall appearance to continue to attract high quality tenants.

Area Three: New Commercial Area on CTH NN

The B-2 zoned site south of the Village Hall will likely provide a mix of community businesses, including a grocery store. Attention should be paid to aesthetics, including landscaping, dark skies lighting and signage to attract and keep high quality tenants.

Area Four: Newly Annexed Area on Hwy 59

The 35 acres on the East end of the Village on Hwy 59 was annexed into the Village in February of 2008 for future retail development. It is still zoned Agricultural with no commercial development as of the writing of this plan.

VILLAGE OF EAGLE DEVELOPMENT PROGRAMS

The Village of Eagle's economic development element reflects an assessment of the Village's issues and opportunities with respect to attracting and retaining businesses and industries, the desired types of businesses, and recommended business sites. To support economic development the Village supports the following economic development programs available:

- Wisconsin Small Business Development Center: provides management assistance to small businesses, particularly first-time entrepreneurs, including information on government regulations and financing alternatives.
- Business Employees' Skills Training (BEST) Program: helps small businesses in industries that are facing labor shortages upgrade the skills of their workforce. This program includes tuition reimbursement to help cover a portion of the costs associated with training employees.
- Business Growth and Retention Program administered by WDOC provides resources at the community level to attract new businesses and grow existing businesses.

COUNTY, REGIONAL AND STATE ECONOMIC DEVELOPMENT PROGRAMS

Waukesha County is an "urban entitlement county". Therefore, Waukesha County and most of its municipalities, including the Village of Eagle, are entitled to receive and utilize federal Community Development Block Grant (CDBG) funds. Nonetheless, a number of state economic development programs are available to Eagle, particularly those that help small businesses and promote the growth of high technology industries. The following paragraphs summarize the major county, regional and state economic development programs available to the Eagle.

Waukesha County Community Development Block Grant Program (CDBG)

Waukesha County's CDBG program is partnered with the Waukesha County Economic Development Corporation (WCEDC). The CDBG program provides funding that could be used to help Eagle's low- and moderate-income households purchase affordable housing and improve businesses in well-defined low- and moderate-income neighborhoods. Businesses in these neighborhoods are provided with low interest loans through the CDBG program to help create more jobs. CDBG monies can be used in these neighborhoods for infrastructure improvements that are tied directly to business retention and attraction such as street paving, lighting, street trees, street furniture, signage, building façades and sidewalks. Funding can also be used for historic preservation and rehabilitation of older or blighted buildings that is tied to business improvements or the provision of more affordable housing.

Business Improvement Districts (BIDs)

A Business Improvement District (BID) is a special assessment district that can be set up under Wis. Stats. 66.1109 to allow the Village and the businesses share the responsibilities and benefits of improving a well-defined business area. The idea in creating a BID is to fund improvements that attract more customers, enable businesses to gain higher profits and enable the Village to eventually gain more tax revenue from higher real estate assessments. Pursuant to the statutory requirements, a BID would have to be created by the Village of Eagle at the behest of the business owners of a defined area.

- BID monies can be used to fund basically anything the BID's Board of Directors determine will improve business, according to the operating plan.

Community Based Economic Development Program (CBED)

The CBED program offers a series of competitive grants funded by the Wisconsin department of Commerce (WDOC). Applications are made directly to WDOC. The recipients administer the projects. Specifically, the CBED program offers grants for the following economic development strategies: small business assistance, revolving loans, business incubator and technology-based incubator startups, venture capital development seminars and regional economic development.

Two other grants are worth mentioning, the Venture Capital Fair Program and Regional Economic Development grants. These are listed below.

- The Venture Capital Fair Program grants up to \$75,000 to municipalities for a venture capital development seminar.
- Regional Economic Development Grants are earmarked for unique regional projects that are collaborative efforts between community-based organizations and local units of government.

WDOC Technical Assistance Programs for Wisconsin Communities

WDOC offers a range of technical assistance programs to help communities undertake economic development. Several of the programs most applicable to Eagle are described below.

- Community development Block Grant Technical Assistance (CDBG-TA): provides assistance with financing, financing proposals and other technical matters using CDBG funds that are available to local government officials, business persons and local community and economic development organizations.
- Revolving Loan Fund Technical Assistance Program: consults with communities, such as Eagle, eligible for CDGB funds on ways to improve the operation and benefits of their local revolving loan funds.
- The Blight Elimination and Brownfield Redevelopment Program (BEBR) provides information and assistance related to brownfields redevelopment, including identifying and resolving regulatory and liability issues related to contaminated properties. This may be especially important for redevelopment of now vacant parcels in Eagle's ~~older~~ industrial park.
- Wisconsin Business Retention and Expansion Survey Program (WIBRES): uses surveys to help communities produce a confidential, comprehensive data base/profile on businesses in the community in order to develop a systematic approach to business retention.

- Wisconsin Main Street Program: a comprehensive downtown economic revitalization program emphasizing historic preservation, design, promotional strategies and economic restructuring activities. This WDOC-administered program provides technical assistance but no funding.

Tax Increment Financing (TIF)

Under a TIF, the tax increments resulting from the increase in value from actual development are used by the municipality to finance infrastructure improvements such as re-paving, new sidewalks, curb and gutter, street lighting, sewer extensions, landscaping and traffic signals. TIF may be used for a variety of economic development schemes including downtown revitalization and financing new business, industrial parks or brownfield redevelopment.

Industrial Revenue Bonds (IRB)

The IRB program, which is administered by WDOC, offers all Wisconsin cities, villages and towns the opportunity to issue tax-exempt bonds to support industrial development and finance expansion projects. The advantage of an IRB over a conventional loan is that it offers convenient long-term and fixed rate financing for capital investment needs.

Federal Transportation-Related Programs (Administered by WisDOT)

There are federal transportation programs that provide economic assistance through the Wisconsin Department of Transportation (WisDOT). The two most applicable programs are the Transportation Economic Assistance Grant Program (TEA Grant Program) and the Transportation Equity Act for the 21st Century (TEA-21). The TEA Grant Program provides funding to business and community sponsored transportation improvement projects.

The TEA-21 Program provides funds on a competitive basis. There are two sections to the funding: the Local Transportation Enhancements Program (TEP) and the Surface Transportation Discretionary Program (STP-D). The TEP program is designed to fund historic preservation, acquisition of scenic easements and trails and facilities for pedestrians and bicyclists. The STP-D program funds projects that favor or promote alternative means of transportation to single-occupancy vehicle trips for commuting, traveling to school and shopping which primarily benefits pedestrians and bicyclists.

Programs Administered by the Wisconsin Department of Natural Resources (WDNR)

WDNR has a computerized database to track site specific information about known or suspected brownfields. It also has a series of funding programs for addressing and resolving brownfield redevelopment issues. These are briefly described below.

- Stewardship Program: provides funds to acquire brownfield sites for urban river restoration, bicycle and pedestrian trail construction and green space creation.
- Brownfields Environmental Assessment Program: provides funding for environmental site assessments (referred to as Phase I and Phase II assessments) of known or suspected contaminated brownfield sites.
- Site Assessment Grant for Local Governments: provides funds through the WDNR Bureau of Community Financial Assistance for the assessment of sites for environmental problems – used to “jump start” brownfield projects.

Wisconsin Department of Commerce (WDOC)

WDOC administers programs specifically designed to help small and medium sized companies with managerial and workforce development issues.

OBJECTIVES, PRINCIPLES AND STANDARDS

The Village of Eagle's economic development objectives, principles and standards are listed below. They reflect an assessment of the Village's issues and opportunities with respect to attracting and retaining businesses and industries, the desired types of businesses, recommended business sites, and available economic development programs.

Economic Development Objective No. 1

Diversify the local economic base and increase employment opportunities

Principle

Attract new manufacturing firms and retail businesses while encouraging and facilitating the retention and expansion of existing business in the community, which could raise local income levels.

Standards

1. Research and utilize federal, state, and county grants and available programs for workforce development, small business development, business district improvements, incubator development, high technology development, and brownfield redevelopment.
2. Encourage a greater variety of housing options that will allow more workers to live in as well as work in the Village.
3. Consider a marketing plan for the use of vacant and underutilized sites in downtown Eagle for small-scale retail, business, office and service uses.

Economic Development Objective No. 2

Locate manufacturing firms and retail businesses in appropriate sites

Principle

Locate firms at appropriate sites and intensities reflecting the projected business uses, the surrounding uses, the infrastructure capacity and the presence of environmentally sensitive features.

Standards

1. Review the design of STH 59 and STH 67 intersection in downtown Eagle to improve traffic flow, improve aesthetics and provide safe pedestrian access.
2. Evaluate, on an annual basis, the desirability and feasibility of extending public water to potential retail, commercial and industrial economic development sites.
3. Encourage preservation of open spaces, environmental corridors and isolated natural features, such as wetlands, flood plains, streams, woodlands and prairies, into the design and development of business and light industrial areas as the Village grows and as annexations occur.

Economic Development Objective No. 3

Revitalize the downtown and commercial area aesthetics

Principle

Revitalization will promote economic development and a sense of place for the community.

Standards

1. Encourage the use of appropriate architecture, landscaping, street trees, buffers and signage in downtown Eagle, within the industrial parks, in the developing commercial areas, and at the Village's gateways to improve the Village's overall visual appeal. As necessary and desirable, revise the Village Zoning Ordinance and land development ordinances to facilitate better commercial and industrial design, consistent and aesthetic streetscaping and improved signage and lighting to promote economic development and downtown revitalization.

Economic Development Objective No. 4

Tie economic development in Eagle to local tourism

Principle

Tourists will see the Village as a major gateway to the Kettle Moraine State Forest.

Standards

1. Plan for adequate road connectivity and increase bicycle and pedestrian connectivity between the Village's residential, commercial, and institutional areas and the Kettle Moraine State Forest to help stimulate more of a tourist-based local economy.
2. Seek to attract tourism-related retail business to encourage tourist traffic into the community to patronize local business.

IMPLEMENTATION

1. Work with the Eagle Business Association to prepare an economic growth and marketing plan for the Village.
2. Work with local organizations to create an operational plan to help update the visual impact, streetscape and community utility of the downtown areas.
3. Continue pursuing a food store for the benefit of the Village and the surrounding areas.
4. Assess the remaining lands available for commercial or retail development in relation to the needs of the community and create an inventory of vacant, infill or expandable locations for potential economic investors and business.
5. Research securing a downtown revitalization planner through grants or universities.
6. Plan to include bicycle paths in new development to increase connectivity between recreational, retail, institutional and tourist sites in the area.
7. Encourage the Development Assistance Committee to research and secure available grants for economic development and planning funding.

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