CHAPTER 4: ECONOMIC DEVELOPMENT

INTRODUCTION

Franklin possesses great strength in attracting and retaining businesses. With close proximity to General Mitchell International Airport, the Port of Milwaukee, U.S. Highway 41/Interstate Highway 94, Interstate Highway 894, Interstate Highway 43, and the City of Milwaukee, Franklin's business climate is positioned to flourish. Franklin's prominent location adjacent to the Milwaukee – Chicago corridor, as well the availability of vacant and developable land, makes the city a very attractive, high quality area for business opportunities. In addition, Franklin continues to provide appealing community amenities, including a mix of urban, suburban and rural character, natural areas, quality educational opportunities and cultural resources such as the historic village of St. Martins. The City of Franklin also has access to an ample supply of high quality water and is part of the Milwaukee Metropolitan Sewerage District. These amenities attract a residential base and workforce which in turn, support existing and new businesses.

As Franklin's population grows, job creation, tax base expansion, and tax rate stabilization are important to meeting the increasing demand on and for local services. New businesses and resulting jobs can generate additional tax base for Franklin to help pay for increased services. Economics are generally cyclical in nature. As a result, economic change will occur regardless of whether it is planned or not. This cyclical nature of economics is discussed on page 7 of the manual entitled "A Guide to Preparing the Economic Development Element of a Comprehensive Plan" prepared by the Wisconsin Economic Development Institute Inc., August 2003 (hereafter referred to in this chapter as "the Guide").

It should also be noted that this chapter references the Guide in numerous locations throughout the body of the text. The Guide was prepared by the Wisconsin Economic Development Institute, Inc., in August 2003, to assist Wisconsin's local communities with the preparation of the Economic Development element of their Comprehensive Plans. The Guide was a cooperative effort by many of Wisconsin's most important, influential, and knowledgeable experts in the economic development planning field and included representatives from: the Wisconsin Economic Development Institute, Inc.; Forward Wisconsin; Alliant Energy; UW-Madison Department of Agriculture & Applied Economics; the Sauk County Development Corporation; Wisconsin Rural Partners, Inc.; the Wisconsin Department of Commerce; the Milwaukee Economic Development Corporation; and many others. The Guide, as with the other guides prepared for the other required comprehensive plan elements of Wisconsin's Comprehensive Planning Law, is a widely used planning resource produced through state interagency and stakeholder cooperation. It is herein recognized that this Guide is a valuable reference tool, and therefore, is recommended to be utilized as determined appropriate by the Common Council in the preparation of the proposed Economic Development Plan noted later in this chapter.

Economic development, as defined by the American Economic Development Council is, "the process of creating wealth through the mobilization of human, financial, capital, physical and natural resources to generate marketable goods and services." Wisconsin's Comprehensive Planning Legislation recognizes how important this subject is as it has identified economic development as one of the nine required elements of comprehensive plans. The law also requires that this element not be prepared in isolation, but rather, be part of a greater whole, such that this element supports and is consistent with all of the other elements of a comprehensive plan. Section 66.1001(2)(f) of the Wisconsin Statutes provides that this economic development element shall be:

> "A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories of particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."

The State's inclusion of economic development as one of the nine required elements of a comprehensive plan emphasizes the position, as reflected on page 7 of the Guide that "the advantage in comprehensive planning is that communities can anticipate [economic] changes and guide development.

The City of Franklin clearly influences development and plays an integral role in developing and supporting its local economic strength and vitality. This integral role occurs whether or not the City is aggressively implementing an Economic Development Plan or more passively reacting to development proposals that have been brought to the City. As noted in the Guide, development will occur. With that in mind, the Guide on page 7 states that "Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.

"Improving the economic well-being and quality of life for those in the community" are clearly underlying intents of the goals and objectives of this Comprehensive Plan as identified in Chapter 2. Therefore, economic development efforts, related to both the process and the practice, must support the overall goals and objectives of this Comprehensive Plan. To do that, Economic Development must be planned and must have its own clearly stated goals and objectives.

The City of Franklin, in fact, has been proactive in planning for future growth and economic development. The community commissioned the Franklin First Economic Development Strategic Plan (Ticknor, 2000) then began implementation through further study with Franklin First Development Plan (R.A. Smith, 2001). These studies provided local leaders with insight and fiscal data necessary to actively promote economic development through the use of tax increment financing. The recommendations contained within these reports endeavor to decrease taxes by increasing the non-residential tax base from an estimate of 18 percent to 30 percent. This goal is also promoted in the actions and implementation strategies outlined in this Comprehensive Plan.

For this Comprehensive Plan of the City of Franklin, economic development is set forth in a framework of guiding principles which are more specifically served by itemized goals and objectives. These goals and objectives subsequently may require certain policy statements to help direct their achievement. The guiding principles, goals, objectives, and related policies are listed below. It should be noted that their relationship to an Economic Development Plan will be discussed in greater detail later in this chapter. Additional policies are identified throughout the chapter. Policies are highlighted and in italics for easy identification.

EXISTING ECONOMIC DEVELOPMENT PROGRAMS WITHIN THE CITY OF FRANKLIN

> "A compilation of…programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit…" excerpt from Wisconsin State Statute 66.1001(2)(f).

The following is a brief discussion of the major economic development related programs within the City of Franklin. Additional information about these programs is available on the City of Franklin website or by contacting the Clerks Office or the Department of City Development. It is herein recommended that these programs be continued in such manner and fashion as may be determined from time to time by the Common Council. It is also recommended that other economic development programs be undertaken as may be set forth in the proposed Economic Development Plan described later in this chapter, as determined by the Common Council.

Community Development Authority

The Community Development Authority (CDA) consists of seven members appointed by the Mayor and confirmed by the Common Council. The CDA is authorized to transact business and exercise any and all powers, duties, and functions set out in Sections 66.40 and 66.431 of the Wisconsin Statutes for housing and redevelopment authorities.

Upon proper resolution of the Common Council, the CDA acts as an agent of the City in planning and carrying out any community development programs and activities approved by the Mayor and the Common Council under the Federal Housing and Community Development Act of 1974, and to perform all acts, except the development of the general plan of the City, which may be otherwise performed by the City Plan Commission under certain sections of the Wisconsin Statutes.

In addition, the CDA may issue revenue bonds to provide financing for Qualified Redevelopment Projects to be constructed by private developers, including by way of illustration, the following public benefits:

- The elimination or prevention of substandard, deteriorated, unsanitary and blighted areas;
- The provision and retention of gainful employment opportunities for the citizens of the City;
- An increase in the City's tax base; and
- The stimulation of the flow of investment capital into the City with resultant beneficial effects upon the economy in the City.

Furthermore, pursuant to Ordinance 93-1279 (establishing Planned Development District NO. 18, the Franklin Business Park), "The administration of applicable laws associated with Planned Development District No. 18 including the review and approval of land use and of site and building plans, shall be carried out by the Community Development Authority of the City of Franklin, Wisconsin ("CDA")."[1]

Economic Development Commission

The Economic Development Commission (EDC) consists of 12 members, two of whom are members of the Common Council. The members of the EDC are appointed by the Mayor, confirmed by the Common Council,

[1] Pursuant to a Declaration of Protective Covenants for Franklin Business Park approved by the Community Development Authority on March 2, 1994, the Franklin Business Park Review Board shall also "review and approve, conditionally approve or disapprove any structure or improvement of any kind…" within the Franklin Business Park.

and serve without compensation. The mission of the EDC is to promote and enhance the image of the City of Franklin, actively pursue commercial and industrial business development/investment for relocation into the City of Franklin within the goals and guidelines of the Common Council, work with the business community in the retention and expansion of businesses already within the City, and promote the City in various manners as a good place to live and do business.

Furthermore, pursuant to Ordinance No. 85-864 (establishing Planned Development District No. 7, The Franklin Industrial Park), "The administration of applicable laws associated with Planned Development District No. 7…shall be with the Industrial Development Commission[2] pursuant to Section 1.06(8)(i) of the City of Franklin Municipal Code as amended."

Tax Incremental Financing Districts

As of 2009, the City of Franklin contained three active Tax Incremental Financing (TIF) districts. These include TIF 2 (consisting of the Franklin Business Park), TIF 3 (consisting of a Mixed Use District extending from South 27th Street to approximately South 35th Street and from just north of West Rawson Avenue to just south of West Drexel Avenue), and TIF 4 (consisting of a Mixed Use District extending from South27th Street to roughly South 43rd Street extended and from Fitzsimmons Road to South County Line Road).

[2] Later changed to the Economic Development Commission.

South 27th Street Corridor

The South 27th Street Corridor, encompassing lands along both sides of South 27th Street from West College Avenue to South County Line Road, is an economic development partnership between the cities of Franklin and Oak Creek. The joint effort between the two communities has resulted in:

- preparation of the "South 27th Street Corridor Plan" by Schreiber/Anderson Associated in 2004 (adopted as an element of the City of Franklin Comprehensive Master Plan by resolution dated February 1, 2005);

- creation of the OL-1 Office Overlay District, the B-7 South 27th Street Mixed-Use Office District, the RC-1 Conservation Residence District, and the South 27th Street Design Overlay District, and revision of the B-4 South 27th Street Business District to B-4 South 27th Street Mixed-Use Commercial District, as recommended in the "South 27th Street Corridor Plan" (adopted by the City of Franklin as an amendment to the Unified Development Ordinance by ordinance dated June 5, 2005);

- rezoning of the lands along South 27th Street as recommended in the "South 27th Street Corridor Plan" (adopted by the City of Franklin by ordinance dated June 7, 2005;

- preparation of the "South 27th Street Corridor Streetscape Manual" by HNTB in 2007 (adopted by the City of Franklin by resolution dated February 5, 2008); and

- continuing and ongoing efforts to implement the recommendations contained within the above-referenced plans.

Other Activities

In addition, the City of Franklin maintains a Department of City Development webpage which contains: a City of Franklin Economic Resource Guide; links to sites with information about available commercial sites and buildings; information about the Franklin Business Park, the Franklin Industrial Park, and the North Cape Industrial Park; and a Business Resource Portal.

GUIDING PRINCIPLES, GOALS AND OBJECTIVES

> "A compilation of objectives, policies, goals…to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit…" excerpt from Wisconsin State Statute 66.1001(2)(f).

The following principles, goals, objectives, policies and programs will guide the City of Franklin's economic development activities as they relate to official mapping, subdivision regulation and zoning. Where possible, existing local, regional or state economic development related guidelines have been used, as will be noted herein.

Any additional details set forth in this chapter concerning the scope of an Economic Development Plan (EDP) are intended to ensure the EDP, as called for herein, is complete and matches the full scope of the economic development needs of the City. They are not intended to create any further allowances or restrictions by the Comprehensive Master Plan or to create any additional conditions or requirements of the Comprehensive Master Plan. However, should the Economic Development Plan propose, and the Common Council concur, that changes to the Comprehensive Master Plan are warranted, any such changes would then be made to the Comprehensive Master Plan through the formal amendment process to ensure an appropriate level of consistency between the two plans.

The overall guiding principles of the City's economic development effort are as follows:

- Promote a high quality community for residents and businesses alike,
- Create jobs for a growing population, and
- Stabilize and expand a diverse tax base.

It is the policy of the City of Franklin that these three guiding principles provide the framework for or context in which the City can establish and direct its economic development efforts in pursuit of the related goals and objectives, identified below. The guiding principles are also intended to serve as a summary or simplification of the entire economic development program. Such a summary description is useful to have in discussing the importance, purpose, features, benefits, and components of economic development with members of the community. These guiding principles provide a very logical, very condensed view of the gist of economic development: quality community, jobs, and tax base. The nine goals and objectives set forth below obviously provide a more comprehensive view of economic development, but it simply might not be possible to explain all nine goals and objectives each time the topic of economic development in Franklin is discussed or presented. As such, the guiding principles provide a practical and functional summary of the goals and objectives of economic development in the City of Franklin.

Economic Development Goals and Objectives

- **Pursue and achieve business attraction, retention, and expansion**: Although this aspect of economic development may seem to overlap the other goals and objectives or may seem to be a strategy

through which the other goals and objectives can be attained, it is such a core aspect of economic development that it is, in and of itself, worthy of specification as a goal and objective.

- **"70/30" Goal**: On June 29, 2005, the Common Council of the City of Franklin unanimously confirmed "that it remain the goal of the Common Council to obtain the 70/30 ratio of residential to commercial assessed valuation." This goal is referred to as the "70/30 goal."

- "**Balanced Development**": As identified in Chapter 2 of this Comprehensive Plan, Balanced Development addresses both "permitting growth while protecting the natural features and high-quality, suburban character" and promoting business development to enhance the tax base while promoting residential development to meet citizen demands for residential housing. See Chapter 2 for more discussion on this item.

- **High Quality and High Value Development**: As identified in Chapter 2 of this Comprehensive Plan, High Quality and High Value Development applies to all development regardless of use. The presumption is that high quality and high value go hand in hand and, importantly, that high value development decreases the tax burden. A related policy of the City of Franklin is "to allow for various types of development, as long as the value provides a high increment to the City, thereby helping to decrease the tax burden. See Chapter 2 for more discussion on this item.

- **Expand and stabilize the current economic base**: This is an obvious component of economic development and is, in fact, at the core of the generally accepted concept of economic development. As such, it is also identified as a component of the 14 goals required by Wisconsin's Comprehensive Planning Legislation for state comprehensive planning grants.

- **Create Jobs**: More specifically, create a range of employment opportunities at the state, regional, and local levels. Furthermore, it is the policy of the City of Franklin that a priority is placed upon the creation of jobs within the city boundaries but that the City also recognizes and will pursue efforts that impact job creation across the region and the state. It is also the policy of the City of Franklin that it will not target or actively seek to "steal" jobs from other Wisconsin municipalities. Although job creation within the boundaries of the City of Franklin is more likely to create employment for a resident of Franklin, job creation anywhere in the state promotes a stronger economy that positively impacts Franklin's economic development efforts and can reduce the overall tax burden of residents by impacting county and state tax levels. Again, this is also identified as a component of the 14 goals required by Wisconsin's Comprehensive Planning Legislation for state comprehensive planning grants.

- **Redevelop lands with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial, and industrial structures**: This goal and objective serves two

purposes: it leverages added value from past investments and it restricts negative impacts on the City's economic base. Negative impacts can occur as lands and structures in need of redevelopment can cause blight or other distractions that can negatively impact the market and market valuations. **It shall be the policy of the City of Franklin that redevelopment and rehabilitation projects shall be considered on their own merits and based upon their projected impacts and benefits, but they shall not inherently take precedence over new development efforts.** The significance of redevelopment and rehabilitation efforts is acknowledged by the State of Wisconsin which identified it as one of the 14 goals required by Wisconsin's Comprehensive Planning Legislation for state comprehensive planning grants.

- **Decrease homeowner's tax burden through quality non-residential development**: A reduction in taxes is a common mantra of citizens and is the central theme of this goal and objective. This goal and objective was derived from the document "Franklin First, Strategies to Bring Balance to Franklin's Tax Base, March 2000."

- **Establish an economic development program that can effectively react to requests for information from potential developers and proactively work to recruit business to the City**: This was identified in Chapter 2 of this Comprehensive Plan. See Chapter 2 for more discussion on this item.

A number of the goals and objectives listed above are also listed in Chapter 2 of this Comprehensive Plan. A complete reading of Chapter 2 would reveal other goals and objective stated therein that might, on their face, appear to be appropriate for inclusion within this economic development chapter. There is a high interrelation between economic development and other development and planning goals, objectives, efforts, and practices. If not restated with this chapter, the goal or objective was determined to fit more appropriately for detailing within another chapter of this Comprehensive Plan or to not require further discussion. For example, Chapter 2 identifies "5. Incorporate mixed-use development within commercial areas." One could argue that mixed-use development is, therefore, a goal and objective of economic development. Mixed use development, however, is viewed as a land use issue herein and, therefore, is not listed as an economic development specific goal and objective herein.

BACKGROUND ANALYSIS

The following sections provide various analysis and perspectives on where the community is now, addressing items such as a labor force analysis, community strengths and weaknesses impacting economic development, public opinion on economic characteristics, retail market analysis, and a detailed trade area analysis both by retail area and planning area.

Labor Force Analysis

"…including an analysis of the labor force…of the local governmental unit." excerpt from Wisconsin State Statute 66.1001(2)(f).

Table 4.1 indicates that the City of Franklin's secondary education levels (post- high school) are higher than those of Milwaukee County, the State of Wisconsin, and the Nation. Higher educational levels within the City can lead to more economic development opportunities in the realm of advanced technologies, services and information. An educated workforce allows a more diversified economy, as the manufacturing and production sector of the economy is complemented and supported by emerging professional disciplines.

Table 4.2 depicts the percentages of the City's population aged 16 and older that are in the labor force. When labor statistics are compared to population statistics for the City, it is evident that approximately one third of Franklin's population is the "Baby Boomer" generation (defined by the U.S. Census Bureau as born between 1946 and 1964), with that portion of the workforce either soon to retire or anticipated to retire during the 20-year time frame of this Comprehensive Master Plan.

A highly educated workforce helps to diversify the current employment industry that is heavily weighted toward manufacturing. Franklin can capitalize on that education and knowledge to foster economic development through research and development and the new technologies and innovations that result. An educated workforce can attract innovative new companies to the area.

However, a portion of that workforce is graying. By attracting new companies, technologies and additional workforce, Franklin can balance the loss of human capital and potential talent shortages resulting from Baby Boomer retirement and cushion the impact of the aging workforce.

Table 4.1: Educational Attainment- Percent of Population 25 Years and Over

Education Level	Wisconsin	Milwaukee County	City of Franklin
Less than 9th grade	5.4%	5.9%	2.1%
9th to 12th grade, no diploma	9.6%	13.8%	7.9%
High school graduate (includes equivalency)	34.6%	29.4%	28.0%
Some college, no degree	20.6%	21.1%	23.6%
Associate degree	7.5%	6.1%	9.4%
Bachelor's degree	15.3%	15.7%	20.6%
Graduate or professional degree	7.2%	7.9%	8.5%

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

Table 4.2: Employment Status by Percentage of Population 16 Years and Older

	City of Franklin	
Population 16 years and Over	23,463	100.0%
In labor force	16,235	69.2%
Civilian labor force	16,215	69.1%
Employed	15,784	67.3%
Unemployed	431	1.8%
Percent of civilian labor force	2.7%	
Armed Forces	20	0.1%
Not in labor force	7,228	30.8%

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

As seen in Table 4.3, most workers (68 percent) in the City of Franklin have to commute less than 30 minutes to work. According to the 2000 Census, nearly 78 percent of Franklin workers commute to jobs within Milwaukee County. With Waukesha County bordering on the west and Racine County bordering on the south, it can be deduced that, with the given commute times, the majority of the workers are employed in Franklin and in eastern/southeastern and central Milwaukee County.

When compared to the nation, state and county, Franklin has more management, professional and related occupations (see Table 4.4). The largest employment sector is the manufacturing sector, followed by the education, health and social service sector. The higher percentage of people employed in the manufacturing sector is likely due to the City's business and industrial parks or the strong presence of manufacturing jobs within the metropolitan Milwaukee area and the employment opportunities that they present.

As shown in Table 4.5, Franklin's median household income is significantly higher than the Nation, the State of Wisconsin and Milwaukee County. Throughout the city, county, state, and nation, more households have annual income levels between $50,000 and $74,999, than any other income level. In comparison with the Nation, State and County, there is a significantly higher percentage of households with incomes between $75,000 and $149,999 in Franklin. With higher incomes, theoretically there is a higher level of disposable income and greater purchasing power within Franklin to support a growing economy.

Table 4.3: Travel Time to Work

	City of Franklin	
Workers who did not work at home	15,026	100.0%
Less than 10 minutes	1,389	9.2%
10 to 14 minutes	2,084	13.9%
15 to 19 minutes	2,173	14.5%
20 to 24 minutes	2,893	19.3%
25 to 29 minutes	1,705	11.3%
30 to 34 minutes	2,402	16.0%
35 to 44 minutes	1,223	8.1%
45 to 59 minutes	686	4.6%
60 to 89 minutes	278	1.9%
90 or more minutes	193	1.3%
Mean travel time to work (minutes)	23.8	

Source: U.S. Bureau of the Census QT-P23. Journey to Work: 2000

Table 4.4: Employed Civilian Population 16 Years and Over

	Wisconsin	Milwaukee County	City of Franklin
Occupation			
Management, professional, and related occupations	31.3%	32.3%	40.0%
Service occupations	14.0%	15.5%	9.4%
Sales and office occupations	25.2%	27.2%	27.7%
Farming, fishing, and forestry occupations	0.9%	0.2%	0.0%
Construction, extraction, and maintenance occupations	8.7%	6.4%	8.1%
Production, transportation, and material moving occupations	19.8%	18.4%	14.8%
Industry			
Agriculture, forestry, fishing and hunting, and mining	2.8%	0.3%	0.2%
Construction	5.9%	4.0%	5.7%
Manufacturing	22.2%	18.5%	20.8%
Wholesale trade	3.2%	3.2%	3.3%
Retail trade	11.6%	10.4%	10.5%
Transportation and warehousing, and utilities	4.5%	5.3%	7.7%
Information	2.2%	3.0%	3.0%
Finance, insurance, real estate, and rental and leasing	6.1%	7.7%	7.9%
Professional, scientific, management, administrative, and waste management services	6.6%	9.3%	8.7%
Educational, health and social services	20.0%	22.4%	19.4%
Arts, entertainment, recreation, accommodation and food services	7.3%	7.7%	5.4%
Other services (except public administration)	4.1%	4.3%	4.7%
Public administration	3.5%	3.9%	2.7%

Source: U.S. Bureau of the Census: Table DP-3. Profile of Selected Economic Characteristics: 2000

Table 4.5: Annual Household Income, 1999

Income in 1999	Wisconsin	Milwaukee County	City of Franklin
Households			
Less than $10,000	7.1%	10.6%	2.5%
$10,000 to $14,999	5.8%	6.7%	2.7%
$15,000 to $24,999	12.7%	14.3%	7.3%
$25,000 to $34,999	13.2%	14.1%	8.4%
$35,000 to $49,999	18.1%	17.6%	13.5%
$50,000 to $74,999	22.7%	19.2%	23.5%
$75,000 to $99,999	10.9%	9.5%	21.3%
$100,000 to $149,999	6.4%	5.4%	15.2%
$150,000 to $199,999	1.5%	1.2%	3.0%
$200,000 or more	1.5%	1.3%	2.6%
Median household income (dollars)	$52,911	$38,100	$64,315

Source: U.S. Bureau of the Census: Table DP-3. Profile of Selected Economic Characteristics: 2000

FRANKLIN CITY PLANNING SURVEY

> "The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit." excerpt from Wisconsin State Statute 66.1001(2)(f).

The Franklin City Planning Survey, a city-wide survey which was conducted in July 2005 as part of the initial public involvement phase of the Comprehensive Master Plan Update, asked residents two open ended questions to determine specific types of businesses that are desired, and are not desired. Both questions were answered by nearly 70 percent of the survey respondents.

Citywide, respondents showed a relatively consistent response to what types of businesses are desired in Franklin. The citywide totals showed the top three types of desired businesses are dining (18.4 percent), specialty shops (15.8 percent) and large retail (14.9 percent). While the order and exact percentage may fluctuate slightly, these three categories are repeated as the top three desired business types in nearly every planning area. Other popular citywide responses included grocery stores (with an emphasis on specialty grocers), upscale dining, cafes, small retail and privately owned businesses.

These businesses are representative of the neighborhood retail category, or retail that is intended for local residents' typical day-to-day needs. Businesses that rely on a larger trade area are ranked lower than the previously mentioned business types and would require attracting significant outside dollars.

Much like the desired businesses, businesses not desired are also consistently expressed thought out the survey. Citywide, big box retail was the least desired business type with 20.7 percent of survey respondents. This is followed by the retailer Wal-Mart (16.4 percent) and adult entertainment businesses (13.7 percent). Other frequently mentioned undesirable business types include heavy industry, taverns, car dealerships and chain restaurants (fast food).

These business types appear to be undesirable due to their impact on the surrounding area and the affect they would have on the existing character found in the City of Franklin. They are also often businesses that are commonplace and detract from the uniqueness valued by Franklin residents.

The chart below summarizes the top three desired and undesirable business types for each neighborhood and citywide. Please note the percentages may not add up to 100 percent as respondents may have written multiple desired or undesired businesses.

Table 4.6: Desired/Undesired Business Types

	What types of businesses would you like to see in Franklin?		What types of businesses would you NOT like to see in Franklin?	
	Type	Percent	Type	Percent
Citywide	Dining	18.4%	Big Box stores	20.7%
	Specialty shops	15.8%	Wal-Mart	16.4%
	Large retail	14.9%	Adult entertainment	13.7%
Area A	Large retail	12.3%	Big Box stores	21.6%
	Specialty shops	11.2%	Wal-Mart	14.9%
	Dining	8.6%	Adult entertainment	12.3%
Area B	Large retail	18.3%	Big Box stores	22.9%
	Other	16.0%	Wal-Mart	18.3%
	Specialty shops	13.1%	Adult entertainment	15.4%
Area C	Specialty shops	22.0%	Big Box stores	30.3%
	Large retail	19.3%	Wal-Mart	22.9%
	Small privately-owned businesses	14.7%	Adult entertainment	11.0%
Area D	Dining	23.3%	Big Box stores	27.5%
	Specialty shops	17.3%	Wal-Mart	20.7%
	Large retail	16.5%	Adult entertainment	12.7%
Area E	Dining	19.8%	Adult entertainment	14.7%
	Specialty shops	15.2%	Big Box stores	12.9%
	Large retail	13.7%	Other	12.7%
Area F	Dining	20.3%	Adult entertainment	16.9%
	Specialty shops	16.7%	Big Box stores	14.4%
	Other	14.0%	Wal-Mart	13.2%
Area G	Large retail	16.7%	Big Box stores	16.7%
	Small privately-owned businesses	16.7%	Adult entertainment	11.1%
	More commercial businesses	11.1%	Chain retail	11.1%
Area H	Dining	18.2%	Wal-Mart	27.3%
	Large retail	12.1%	Big Box stores	18.2%
	Upscale dining	12.1%	Adult entertainment	12.1%
Area I	Dining	22.2%	Big Box stores	100.0%
	Large retail	18.5%	Wal-Mart	68.2%
	Specialty shops	17.9%	Adult entertainment	29.5%

Desirable Businesses and Business Types

Until modified by an Initial EDP or, otherwise, by the Common Council, the following comprises a list of the desirable business and business types sought by the City of Franklin.

Table 4..7: Businesses Requested & Suggested by Franklin Residents

Restaurants

- Apollon (Appleton, WI)
- Applebee's
- Atlanta Bread Co.
- Balistreri's Italian Ristorante (Milwaukee)
- Bar Louie restaurant
- Bartolotta's restaurants (Milwaukee)
- Bear Rock Café
- Botanas Mexican Cuisine (Milwaukee)
- Carini's LaConca d'Oro (Milwaukee)
- Carrabba's Italian Grill
- Champps Americana
- Cheesecake Factory
- Crawdaddy's restaurant
- Devon Seafood Grill
- Dunnhills steaks (Chicago area)
- Erin's Snug Irish Pub (Madison)
- Fazoli's pasta
- Francesca's Italian Restaurant (Chicago area)
- Granite City Brewery restaurant
- Great Wraps restaurant
- Ice Cream shop / Ice Cream parlor
- La Perla (Milwaukee)
- Maggiano's Little Italy
- McCormick & Schmick's seafood
- Michael's House of Prime (Pewaukee)
- Mitchell's Fish Market
- Mo's Steaks / Mo's restaurants (Milwaukee)
- North Shore Bistro (Fox Point)
- Old Town Serbian Restaurant
- Olive Garden

- Osteria Del Mondo
- Outback Steakhouse
- Panera Bread
- P.F. Chang's China Bistro
- Qdoba
- Quiznos Sub
- Ruby Tuesday
- Ruth's Chris Steakhouse
- Starbucks
- StoneFire Pizza
- Trattoria di Carlo (Oak Creek)
- Weissgerber restaurant
- Wells Brothers Italian Restaurant (Racine)
- Yaffa Restaurant & Lounge (Milwaukee)
- Yanni's Steaks (Milwaukee)

Retail Stores

- Ann Taylor
- Barnes & Noble book store
- Bass Pro Shop
- Bed, Bath, & Beyond
- Best Buy
- Bloomingdales
- Borders book store
- Boston Store
- Cabela's
- Chico's women's clothing
- Christian book store
- Crate & Barrel
- Dillard's
- IKEA
- Jo-Ann Fabric and Craft
- Kohl's Department Store
- Macy's
- Michaels arts & crafts
- Neiman Marcus
- Nordstrom
- Outpost Natural Foods
- Saks Fifth Avenue

- Stride Rite
- Talbots clothing
- TJ Maxx
- Toys'R Us
- Trader Joes grocery
- V. Richards grocery
- Von Maur
- Whole Foods

Hotels

- Hilton Hotel
- Holiday Inn Hotel
- Hyatt Regency Hotel
- Marriott Hotel
- Westin Hotel

Health Services

- Medical office buildings
- Neroli Spa

Generally

- Multi-story buildings

Corporate or High Tech

- Affiliated Computer Services / ACS
- API Software (Hartford)
- Apple
- Astronautics Corp. of America (Milwaukee)
- Cisco Systems
- Computer Sciences
- Dell
- Electronic Data Systems
- EMC
- Fiserv
- Google (data center?)
- Hewlett Packard
- IBM
- Intel
- Microsoft
- Oracle
- Qualcomm
- RedPrairie (Waukesha)

- Sun Microsystems
- Symantec
- Yahoo (data center?)

Corporate or Manufacturing

- BMW
- Boeing
- Caterpillar
- General Electric / GE Medical
- Generac
- General Dynamics
- Honda
- John Deere
- Johnson Controls
- Lockheed Martin
- Mercedes
- Northrop Grumman
- Oshkosh Truck
- Raytheon
- Rockwell Automation
- Sony
- Toyota
- United Technologies
- Xerox

STRENGTHS FOR ATTRACTING, RETAINING, AND EXPANDING BUSINESS AND INDUSTRY

> "The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries," excerpt from Wisconsin State Statute 66.1001(2)(f).

Strong Schools

Franklin's high education levels represent a skilled workforce capable of supporting highly technical fields. Across the state and nation, Franklin School District schools are recognized as leaders in K-12 education. In addition to strong local school districts, the city is close to higher educational institutions, including but not limited to Milwaukee Area Technical College, the University of Wisconsin–Milwaukee, Marquette University, and Milwaukee School of Engineering. The ready availability of these institutions aids Franklin's efforts to attract its skilled work force.

Relationship to Regional Transportation Infrastructure

An important strength for attracting business to Franklin is its location. The city is located in the southern Milwaukee metro area, with ease of access via State Highway 36 to Interstate Highway 894, State Highway 100 and Highway 241 to Interstate Highway 94 and to Interstate Highway 43. The freeways provide direct access to downtown Milwaukee and the rest of the metro area in minutes and ready accessibility to other major destinations such as Chicago. Visibility for Franklin businesses along South 27th Street from the Interstate 94 corridor is an extremely attractive feature.

In addition, Franklin is close to General Mitchell International Airport, making commercial and cargo travel convenient for local business enterprises. To a lesser extent, the Port of Milwaukee offers local industries worldwide shipping opportunities.

Availability of Suitable Land

A large concentration of remaining available, developable land in Milwaukee County is found in Franklin. As a result, there is keen interest to develop in Franklin on lands served by appropriate infrastructure.

The City of Franklin has identified substantial areas for future business development. These include commercial, business park, and mixed-use areas totaling approximately 2,400 acres. Much of this area is planned for future commercial use, however, there are two locations planned for business parks. These are both located south of Ryan Road, west of 76th Street and west of 112th Street. As with the concept associated with Mixed Use (see Chapter 5 for a more detailed discussion of this topic), the business parks

may include to a lesser extent other compatible land uses, dependent upon such factors as existing and planned zoning and adjacent zoning, existing and planned land uses and adjacent land uses, neighborhood input, and future Common Council determinations.

Because the northern portions of the community are more developed, remaining sites for business development tend to be concentrated in the southern half of the city. Within the northern half of the City, the largest development site is located southeast of the intersection of Loomis Road (State Highway 36) and Rawson Avenue. Three areas of mixed-use development potential are also shown in the northern half of Franklin. These include the intersection of Loomis Road and STH 100, the northwest corner of the intersection of Loomis Road and Rawson Avenue, and the northwest corner of 51st Street and Puetz Road. Mixed use areas may contain a wide combination of office, retail and service, or residential uses, dependent upon the same factors noted in the preceding paragraph for the Business Parks.

The largest assemblages of developable land planned for commercial or business development are found along Ryan Road. In addition to the business parks noted above, there are substantial concentrations of future commercial land use at Ryan Road and 76th Street and on Ryan Road east of 112th Street. Commercial areas will typically contain retail, service, and office uses in freestanding or multi-tenant buildings. Additional commercial areas have been identified on 76th Street south and east of Oakwood Road, and along Loomis Road south of St. Martins Road, and south of Ryan Road.

Natural Resources

An additional strength of the area is the number of natural resource amenities that contribute to the quality of life in Franklin. Facilities such as the Root River Parkway and the Oak Leaf Trail bolster the community's active lifestyle. As Franklin recruits and retains businesses, natural amenities should be emphasized. The scenic setting, natural character, and passive recreational opportunities of the landscape represent a drawing card for workforce relocation and retention.

Local Infrastructure

In addition to its location along regional transportation corridors, County Highways throughout Franklin carry a significant amount of commerce within and through the community.

The City currently maintains full service public water and sanitary sewer infrastructure to serve its commercial and industrial customers, although the provision of public sanitary sewer and water to the southwest portion of the City is not yet available. The City is currently undertaking long-range planning for possible sanitary sewer interceptor extensions along and south of Highway 100 in the Ryan Creek watershed. These infrastructure improvements would provide additional economic opportunities for the community. For additional information on this topic, please refer to Chapter 7 of this Comprehensive Master Plan.

Transportation Corridor Improvements

Franklin has recently completed a corridor plan for the South 27th Street corridor, including land use and zoning designations and design standards. The city is currently studying streetscape options and design standards for that corridor. Further information on this topic can be found in Chapters 6 and 7 of this Comprehensive Master Plan.

Purchasing Power

The income levels within Franklin exceed those of Milwaukee County and the State of Wisconsin. Theoretically, strong purchasing power is a result of these high income levels and increased discretionary purchasing power. Strong purchasing power is attractive to potential businesses as it indicates that there is an immediate pool of consumers and fosters the local economy.

Housing Construction Trends

As indicated by the table below, there is increasing demand for housing in Franklin. Home construction has been on a steady increase since the mid 1980's and continued through 2006. However, as with most communities throughout the region and the state, due to the slowing national economy, the number of building permits has decreased significantly since 2006. It is anticipated that the number of building permits will increase as the economy improves, although as with the population projections noted in Chapter 2 and Chapter 5 of this Plan, it is envisioned that the historic levels of the 1990's and early 2000's may not be achieved during the timeframe of the City of Franklin 2025 Comprehensive Master Plan. Theoretically, more "rooftops" means a stronger, increased demand for goods and services.

Table 4.8: Housing Permits Administered, City of Franklin

Year				Total Units
	Single Family Units	Two Family Units	Multi-Family Units	
1970 – 1974	453	0	681	1,134
1975 – 1979	857	112	566	1,535
1980 – 1984	544	70	388	1,002
1985 – 1989	691	125	677	1,493
1990 – 1994	1,103	74	486	1,663
1995 – 1999	1,172	6	738	1,916
2000 – 2004	906	6	1,050	1,962
2005 - 2008	467	66	374	907

Public Support

The City maintains an active Economic Development Commission and Community Development Authority (CDA). The CDA and Common Council have been actively supporting local business expansion through the

use of Tax Increment Financing. Additionally, residents have generally expressed support for economic development that will provide for greater shopping and services and for an increased local tax base. As expressed through public surveys and visual preference evaluations, public endorsement for business development will be maximized if the physical quality, scale, character and uses of new businesses are sensitive to context and neighboring residential districts or natural resource areas.

WEAKNESSES FOR ATTRACTING, RETAINING AND EXPANDING BUSINESS AND INDUSTRY

> "The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries," excerpt from Wisconsin State Statute 66.1001(2)(f).

Accessibility

Although the easy access to other metro Milwaukee communities is a benefit, it could be a potential detriment to the local economy. With the amount of sales leakage for particular sectors of the retail market, as discussed in the following section, it is evident that the local household base is traveling to other communities for some goods and services that could be provided for within Franklin. The South 27th Street corridor plan recommends new interchanges with Interstate Highway-94, which may alleviate this weakness by providing greater ease of access which can encourage an inflow of customers to counteract any potential leakage.

Infrastructure Limitations

Although long-range planning for sanitary sewer extensions along the Ryan Creek interceptor route is being considered, the current lack of infrastructure in the southwestern portion of the City and portions of Planning Areas I, B and H hinder the City's efforts towards short-range planning for development projects in those areas.

Competitive Communities and Real Estate Market Absorption

Although located near the Interstate Highway-94 corridor, several nearby communities located directly on the corridor have competitive advantages for industry sectors that prefer highly visible locations, or locations with immediate access to the interstate system. The Racine County communities of Caledonia and Raymond are currently preparing facilities plans to provide sanitary sewer and water service to nine square miles abutting the I-94 corridor. In addition, the communities of Yorkville and Mount Pleasant have recently completed sanitary sewer expansions to serve the Interstate Highway-94 corridor in their communities. To the west, the City of Muskego has zoned several hundred acres of land on the Moorland Road corridor, accessible to

Interstate Highway 43, for Business Park and supporting commercial services. Other surrounding communities including Oak Creek, Cudahy, and New Berlin have active and expanding business parks. When combined, these competitive communities impact Franklin's efforts to attract new enterprises.

Landfills

There currently exist two sanitary landfills, one in southwestern Franklin and one in southeastern Muskego, which detract from the quality of life of area residents and can detract from businesses development. Waste Management is currently negotiating to expand the landfill in southwestern Franklin. Care must be taken throughout the negotiation and this planning process to minimize the quality of life impacts caused by landfill development.

Aging Population

As Franklin's population ages, with approximately 1/3 of the city's population retiring or approaching retirement, it is anticipated that there may be less disposable income from this portion of the population. Each age cohort generally increases its spending as it ages and its earnings and spending power increases. However, once the generation reaches retirement age its spending then decreases as its income declines and its household needs diminish. This pattern does not usually cause any disruption so long as the following generation is larger, and its growing expenditures make up for the loss. Currently, however, it is the baby boomer generation that is retiring. Baby boomers make up the largest generation, and are followed by a much smaller generation X, suggesting that there may be an overall contraction in consumer spending, irrespective of the present recessionary environment.

Public Ambivalence and Opposition

While public officials are actively working to expand the nonresidential tax base, citizens are often opposed to such developments within their immediate neighborhood. Comments in opposition to retail, office and industrial development often focus on potential incompatible business uses with neighboring residential areas, loss of natural resources, loss of the scenic rural landscape and character, and increased traffic and noise. Although an expanded business base will generate greater tax revenue than occurs at present, some residents expressed concern that infrastructure extension (e.g., sanitary sewer) will encourage new development – both business and residential – at an extraordinary and detrimental rate of growth.

MARKET TREND ANALYSIS

The economy in Franklin evolves out of decisions that are made every day by consumers, producers, citizens, and government. Understanding the marketplace requires an analysis that integrates information about people, preferences, trends, and the geography in which it takes place. A market trend analysis identifies

what has happened in the past and what is currently happening in the market to predict and plan for what will happen in the future. The market trend analysis includes market profiles based on differing geographies. Included in this analysis are a city retail analysis, multiple trade area analysis, and planning area analysis. These types of analyzes, as set forth below, analyze the mercantile base, customer base and profile, capture rates, sales leakage, and lost opportunities within separately defined geographic areas. Appendix F provides detailed inventory information pertaining to these analyses.

It is the policy of the City of Franklin to perform an update of the Market Trend Analysis at least every five years. In periods of rapid economic growth, or when unique circumstances indicate a significant shift in the previous market trends, consideration should be given for more frequent reevaluations.

City Retail Analysis

The unmet demand for retail goods and services in Franklin can be estimated by analyzing retail sales potential and the actual sales captured by businesses in the community. This is referred to as a "sales leakage analysis".

The sales potential for any trade area is determined by multiplying the number of households in the trade area by the average amount spent by households for various types of goods and services. Actual sales by businesses in the community can be estimated in several ways. In this analysis, business data provided by InfoUSA, in addition to ESRI data forecasts, were used.

A "surplus" is said to exist where the sales within the community exceed the potential based on the number of households in the trade area. This is usually caused by persons from outside of the trade area traveling in to make purchases. This may occur in locations with regional shopping destinations such as enclosed malls, where there is a large concentration of employment, or when there is a substantial tourist economy. On the other hand, when the amount of sales in the community is less than the potential in its trade area, there is a "leakage" of sales. This may occur because of a lack of that type of good within the community or stronger competition elsewhere, among other reasons.

This analysis, and as shown in Tables 4.9 and 4.10, demonstrates that Franklin serves a larger market (i.e., shows a surplus) in only two retail industry subsectors (3-digit NAICS level). These include health and personal care stores (such as pharmacies) and clothing and clothing accessories stores. At the level of industry group (4-digit NAICS level), the city shows a sales surplus in health and personal care stores, clothing stores, department stores, and sporting goods/hobby/musical instrument stores.

There is a leakage of sales from Franklin in all other categories. About three-quarters of the potential sales in food services and drinking places are lost to other communities. Other sectors with a high percentage of leaked sales include furniture and home furnishings stores, miscellaneous store retailers, and building

materials, garden equipment, and supply stores. It is important to note that a high percentage of leaked sales is not enough, alone, to warrant attraction of new stores to the community. The trade are must offer a sufficient market to support a new store, considering its competition, and the City must provide a viable location relative to the market and to the retailer's site criteria.

Table 4.9: Sales Leakage and Surplus by NAICS Industry Subsector

Industry Subsector	Number of Businesses	(in million dollars)		
		Sales Potential	Actual Sales	Surplus (Leakage)
Motor Vehicle and Parts Dealers (NAICS 441)	13	93.1	79.9	(13.2)
Furniture and Home Furnishings Stores (NAICS 442)	6	10.5	3.7	(6.8)
Electronics and Appliance Stores (NAICS 443)	15	9.9	9.0	(0.9)
Building Materials, Garden Equipment, and Supplies Stores (NAICS 444)	17	16.5	9.6	(6.9)
Food and Beverage Stores (NAICS 445)	13	58.0	46.3	(11.7)
Health and Personal Care Stores (NAICS 446)	15	18.5	47.9	29.4
Gasoline Stations (NAICS 447)	5	35.6	23.9	(11.7)
Clothing and Clothing Accessories Stores (NAICS 448)	4	8.5	10.4	1.9
Sporting Goods, Hobby, Book, and Music Stores (NAICS 449)	8	6.7	5.9	(0.8)
General Merchandise Stores (NAICS 452)	2	53.8	38.0	(15.8)
Miscellaneous Store Retailers (NAICS 453)	20	9.8	4.1	(5.7)
Food Services and Drinking Places (NAICS 722)	44	61.9	16.6	(45.3)

Although the data shows that the balance of retail sales (excluding food and drink) is nearly even, the data are skewed by the inclusion of electronic shopping and mail-order houses. These are sales that do not physically occur within the community. If they are excluded, the City has an overall leakage of $42.3 million in retail sales. Adding in food and drink, the City is leaking a total of $87.6 million in sales potential.

Table 4.10: Overall Sales Leakage

	(in million dollars)			
	Number of Businesses	Sales Potential	Actual Sales	Surplus (Leakage)
Total Retail Trade and Food and Drink	164	397.9	347.4	(50.5)
Total Retail Trade	120	336.0	330.8	(5.2)
Total Retail Trade (excl. nonstore retailers)	118	321.1	278.8	(42.3)
Total Food and Drink	44	61.9	16.6	(45.3)

As Franklin's population is projected to grow, the economy must grow in a like amount to adequately serve the future market. The significant level of sales leakage in the Food & Drink category could signify a potential growth area for Franklin. The following is an explanation of retail potential based on the major retail categories.

Motor Vehicle & Parts Dealers

The analysis shows an 86 percent capture rate for Motor Vehicle & Parts Dealers with some leakage outside of the local Franklin market. There is significant leakage for Auto Parts, Accessories and Tire Stores which, although the demand for Automobile Dealers and Other Motor Vehicle Dealers may be relatively satisfied by business such as Hiller Ford and Boucher Volkswagen, there may be a need for an Auto Parts, Accessories, and Tire Stores business(es) within the local market.

Furniture & Home Furnishings Store

A large gap is identified in the Furniture & Home Furnishings Store category between the demand for services within that category and the supply. With a capture rate of 35 percent for this category, there is a significant amount of sales leakage, especially in the Furniture Store subcategory. The subcategory of Home Furnishings Stores actually has a surplus, which means that businesses within that subcategory are drawing sales from outside the city and exceeding the retail potential for that subcategory, possibly due to the number of specialty craft and home goods stores present in the city.

Electronics & Appliance Stores

The demand for this retail category appears to be relatively met with a capture rate of 91 percent, with only minor sales leakage.

Building Materials, Garden Equipment & Supply Stores

There is significant sales leakage for this retail category with a capture rate of 58 percent. Particularly in the subcategory of Lawn and Garden Equipment and Supplies Stores, there is apparent leakage to outside markets. The Lowe's Home Improvement store opened in early 2006 may help to more efficiently meet the demand for this type of retail service.

Food & Beverage Stores

This retail category has a capture rate of 80 percent with most of the sales leakage occurring within the subcategories of Specialty Food Stores and Beer, Wine and Liquor Stores. These findings indicate that there is demand for these retail subcategories within the City. There is only minimal sales leakage in the subcategory of Grocery Stores, probably due to the presence of the large-scale chain grocery stores in Franklin, such as Pick & Save, Sentry and both Sendiks'.

Health & Personal Care Stores

With a capture rate of 259 percent, this category has an abundant surplus, a sign that the local market is drawing customers from outside of the city. With businesses such as dry cleaners, pharmacies and beauty salons/spas, the surplus far exceeds the local demand for these types of retail goods and services. This capture rate may trend even higher than 259 percent, with the construction of Covenant Health Care's Oakwood Road facility.

Gasoline Stations

Gas stations have a capture rate of 68 percent indicating that the unmet demand may support additional gas station service within the city.

Clothing and Clothing Accessories Stores

This category has a capture rate of 121 percent, mostly due to the surplus of the Clothing Stores subcategory. The presence of general merchandise stores (Wal-Mart) on the border of the cities of Oak Creek and Greenfield may encourage residents in those cities to come over to Franklin to shop and may contribute to the surplus in this subcategory. There is significant sales leakage in the subcategories of Shoe Stores and Jewelry, Luggage, and Leather Goods Stores, indicating a need for these types of services within the local market.

Sporting Goods, Hobby, Book, and Music Stores

With an 89 percent capture rate for this category, the most sales leakage is within the Books, Periodical, and Music Stores subcategory. There is an unmet demand for this type of retail service within the local market.

General Merchandise Stores

A large surplus in the Department Store subcategory may contribute to the overall capture rate of 70 percent. The surplus may be a result of large scale retailer presence, particularly Wal-Mart and Sam's Club, on the border of the cities of Oak Creek and Greenfield, and the recently constructed Target Department Store on the City's northwest side. Customers from those cities may be traveling into Franklin for goods and services within the local market.

Miscellaneous Store Retailers

There is significant sales leakage within this category with a capture rate of only 42 percent. There is an unmet demand for every subcategory, including Florists, Office Supplies, Stationery, and Gift Stores, Used Merchandise Stores, and Other Miscellaneous Store Retailers. These are particular sectors of the market that could be better served with new flower shops, card stores and second hand merchandise stores.

Nonstore Retailers

With a capture rate of 348 percent, Nonstore Retailers is a category that has abundant surplus. The subcategory of Electronic Shopping and Mail Order Houses represents the largest surplus for Nonstore Retailers.

Food Services & Drinking Places

This category has a very low capture rate at 27 percent and indicates significant sales leakage throughout all of the subcategories of Full-Service Restaurants, Limited-Service Eating Places, Special Food Services and Drinking Places. It appears that the local market would be better served with additional options to meet the unmet demand in the Food Services & Drinking Places category.

Retail Analysis Summary

The largest retail opportunities in Franklin fall within three general trade classifications:

- Furniture and Home Furnishings
- Miscellaneous Retail, including florists, shoe stores, office supply and stationery, gift stores, and other similar retailers.
- Food service and drinking places, including full-service restaurants, limited service eating places, and special food services

These types of mercantile enterprises generally operate from small- to mid-size facilities, generally no larger than 40,000 square feet in area, and often are found in multiple-tenant sites. An adequate number of sites currently exist within the community to accommodate this form of development, including but not limited to the Crossroads Trade Area, South 76th Street / West Rawson Trade Area, and South 27th Street / Drexel Avenue Trade Area. A summary and analysis of each Trade Area has been conducted in conjunction with this plan.

Trade Area Analysis

A trade area analysis has been conducted for each of the three major retail nodes within the City: the Crossroads Trade Area (the centered around the intersection of STH 100 and STH 36), the South 76th Street/West Rawson Avenue Trade Area, and the South 27th Street/West Drexel Avenue Trade Area. The trade area profile is an analysis of population characteristics, demographic/income characteristics, and retail goods/services trends within an area defined by a 5- and 10- minute drive from the center of the neighborhood. The following Tables 4.11 and 4.12 summarize the trade area profiles.

Table 4.11: Trade Area Profile

Trade Area	No. of Households	Percent Family Households	Average Household Income	Market Sector Potential	Potential Business Types
	5 Minute Driving Distance				
Crossroads	4,000	70%	$72,575	Apparel & services Food at home Food away from home	Clothing stores Dry cleaners Grocery stores Restaurants
S. 76th Street/ W. Rawson Avenue	5,400	70%	$73,787	Apparel & services Food at home Food away from home Investments	Restaurants General & alternative grocery stores Clothing stores Shoe stores
S. 27th Street/ W. Drexel Avenue	6,500	63%	$60,753	Apparel & services Food at home Food away from home	Restaurants General & alternative grocery stores Clothing stores Shoe stores

Table 4.12: Trade Area Household Characteristics

Trade Area	Household Characteristics
Crossroads	• By 2009, nearly 33% of the market will be approaching retirement, or of retirement age • Aging population will impose health care, residential, and retail goods/service demand on the market • Lower density of population within 5 minute drive than other trade areas (Crossroads and the S. 76th Street /W. Rawson Avenue) • 40% received college degree (of persons 25+ years in age) • Households within a 5 minute drive possess slightly more spending potential than entire trade area
S. 76th Street/ W. Rawson Avenue	• By 2009, nearly 33% of the market will be approaching retirement, or of retirement age • Aging population will impose health care, residential, and retail goods/service demand on the market • Highest average household income than other trade areas
S. 27th Street/ W. Drexel Avenue	• Somewhat younger population than other trade areas (Crossroads and the S. 76th Street /W. Rawson Avenue.) • Higher density of population within 5 minute drive than other trade areas (Crossroads and the S. 76th Street /W. Rawson Avenue) • 35% received college degree (of persons 25+ years in age) • Households within a 5 minute drive possess slightly more spending potential than entire trade area • Lower average household income and per capita income than other trade areas

Crossroads Trade Area

The Crossroads Trade Area serves the target location of STH 36 and STH 100, in Planning Area C, and is a trade area of 5 to 10 minute drive times. More than half of Planning Areas A, B, D and I are located within 5 minute drive times to the target location while the entire Planning Area C is within a 5 minute drive time. The northern portion of Planning Area H is located within a 5 minute drive time to the target location while the southern majority is within a 10 minute drive time. The 10 minute drive time for the Crossroads Trade Area extends as far east as the western portions of Planning Areas E, F and G.

Based on a population analysis, approximately 80 percent of the trade area within 5 to 10 minute drive times is 18+ years old, with that demographic maintaining its majority presence through 2009. The market is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009. An aging population will impose health care, residential, and retail goods/service demands on a market. The Crossroads Trade Area is predominantly white, married, white collar employed, with nearly 40 percent of the trade area population 25 and older receiving a college degree. Approximately 13 percent of the trade area is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

Within a 5 minute drive time, there are approximately 4,000 households, of which over 70 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. However, as drive time increases, household types become slightly less family based, with an increase in single person households. Within a 5 minute drive time of the Crossroads site, the housing stock is only moderately aged, with over 30 percent of the structures built between 1980 and 1989. As the drive time increases however, the age of housing structures increases, with nearly 43 percent of the structures within a 10 minute drive time built in 1969 or earlier.

The most favorable demographic and income characteristics belong to the households within a 5 minute drive time of the target location. The average household income for the 5 minute drive time, $72,575, is slightly more than the overall trade area average household income of $68,890.

The 2004 Consumer Spending data for the trade area shows the spending potential for different sectors of the market. Although the households within a 5 minute drive time show slightly more spending potential, all of the households within the trade area have a Spending Potential Index[3] over the national average for all given market sectors. This data indicates that with the spending potential of the trade area, a wide variety of retail goods and services could be supported. In conjunction with the spending potential of the trade area, the

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[3] Spending Potential Index represents the amount spent in the area relative to a national average of 100. Data derived from the Consumer Expenditure Surveys, Bureau of Labor Statistics.

trade area's demographics could be marketed to a variety of retailers and service providers to attract development and locally serve the market. Those sectors with the highest Spending Potential Index are Apparel & Services, Food Away From Home and Food at Home. This indicates where the market is willing to spend money. Clothing stores, dry cleaners, grocery stores and restaurants are examples of retail and service providers that should be targeted to meet these identified needs of the marketplace.

A number of neighborhood-oriented commercial, mixed use and residential sites within a five-minute drive of the Crossroads Trade Area could potentially support new development (see Map 4.1: Potential Sites Future Development.) These include the areas "Crossroads" site, and mixed used development along a portion of Drexel Avenue and South Loomis Road as well as the St. Martin's Area. Potential development sites within the South 76th Street/West Rawson Avenue Trade Area would also be served by the Crossroads Trade Area.

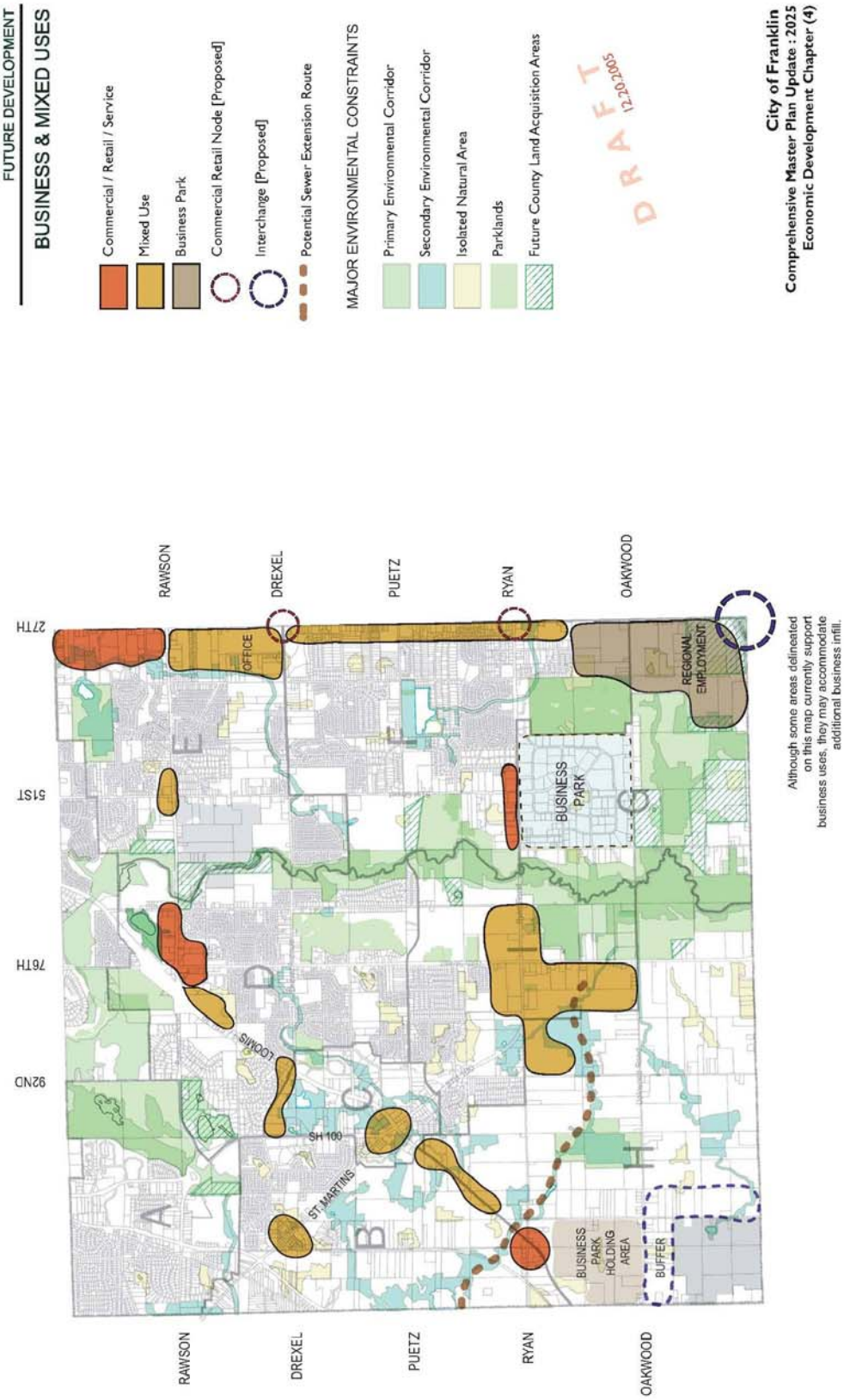
South 76th Street/West Rawson Avenue Trade Area

The South 76th Street/West Rawson Avenue Trade Area serves the target location of the South 76th Street and West Rawson Avenue intersection, in Planning Area D, and is a trade area of 5 to 10 minute drive times. Nearly all of Planning Area D and approximately half of Planning Area C are located within 5 minute drive times to the South 76th Street/West Rawson Avenue intersection. Smaller portions of Planning Areas A and E are also within a 5 minute drive time. The 10 minute drive time for this trade area covers most of Planning Areas B, I, E and approximately half of Planning Areas A and C. Smaller portions of Planning Areas H, G, F and D are also within a 10 minute drive time of the target location.

A population analysis indicates that approximately 75 percent of the trade area within a 5 minute drive time and approximately 80 percent within a 10 minute drive time is 18+ years old, with that demographic maintaining its majority presence and increasing through 2009. The market is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009. As with the Crossroads Trade Area, an aging population will impose health care, residential, and retail goods/service demands on a market. The South 76th Street/West Rawson Avenue Trade Area is predominantly white, married, white collar employed, with over 40 percent of the trade area population 25 and older receiving a college degree. Approximately 15 percent of the trade area is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

Within a 5 minute drive time, there are approximately 5,400 households, of which over 70 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. However, as drive time increases, household types become less family based, with an increase in single person households. The trade area's housing stock is aging, with over 45 percent of the units within the 10 minute drive time built prior to 1969.

Map 4.1: Potential Sites Future Development



The most favorable demographic and income characteristics belong to the households within a 5 minute drive time. The average household income of the households within a 5 minute drive-time, $73,787, is almost 20 percent higher than the overall trade area average household income of $60,600.

The 2004 Consumer Spending data for the trade area shows the spending potential for different sectors of the market. Households within a 5 minute drive time show more spending potential with an index well over the national average for all given market sectors. As the trade area extends out to the 10 minute drive time areas, spending potential and relative demographics become less favorable. This data indicates that the target location of South 76th Street and West Rawson Avenue is well positioned to take advantage of the demographic profile of the immediate trade area and could support a wide variety of retail goods and services including but not limited to restaurants, general and alternative grocery stores, clothing stores and shoe stores.

Within a five-minute drive time from the South 76th Street and West Rawson Avenue Trade Area, retail and business development near the intersection of West Rawson Avenue and Loomis Road (see Map 4.1: Potential Sites Future Development). Areas that could potentially support mixed use development beyond the immediate trade area boundary include the 51st Street and W. Rawson Avenue intersection, as well as Drexel Avenue between Loomis Road and State Highway 100.

South 27th Street/West Drexel Avenue Trade Area

The South 27th Street and West Drexel Avenue Trade Area serves the target location of the South 27th Street and West Drexel Avenue intersection, on the border of Planning Areas E and F, and is a trade area of 5 to 10 minute drive times. Nearly half of Planning Areas E and F are located within 5 minute drive times to the South 27th Street/West Drexel Avenue intersection. The 10 minute drive time for this trade area covers the rest of Planning Areas E and F, most of Planning Area G and the eastern portions of Planning Areas D and I.

Based on a population analysis, nearly 80 percent of the trade area within 5 to 10 minute drive times is 18+ years old, with that demographic maintaining its majority presence through 2009. The market is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009. Despite the steady aging, the demographics indicate that this trade area is somewhat younger than the Crossroads Trade Area or the South 76th Street and West Rawson Avenue Trade Area. As with the other trade areas, the aging population of this trade area will impose health care, residential, and retail goods/service demands on a market. The South 27th Street and West Drexel Avenue Trade Area is predominantly white, married, white collar employed, with nearly 35 percent of the trade area population 25 and older receiving a college degree. Approximately 14 percent of the trade area is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

Within a 5 minute drive time, there are approximately 6,500 households, of which 63 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. However, as drive time increases, household types become slightly more family based at nearly 66 percent, with a slight decrease in single person households. The trade area's housing stock is aging, with over 47 percent of the units within the 10 minute drive time built prior to 1969.

The most favorable demographic and income characteristics belong to the households within a 5 minute drive time of the target location. The average household income of the households within a 5 minute drive time, $60,753, is slightly more than the average household income of the overall trade area, $56,680.

The 2004 Consumer Spending data for the trade area shows the spending potential for different sectors of the market. The households within a 5 minute drive time show slightly more spending potential than the entire trade area. However, for some indexed categories, such as TV/Video/Sound Equipment and Vehicle Maintenance & Repairs, spending rates are still below the national average. The spending potential may be a result of the lower average household income and lower per capita income of the trade area. Due to the low Spending Potential Index, these areas do not appear to be immediate demands of the marketplace. However, there are still different sectors of the market where spending potential for the whole trade area exceeds the national average, such as Apparel & Services, Food at Home and Food Away from Home. Those particular sectors may indicate which types of additional retail goods and services could be marketed and supported.

Within a five-minute drive time from the South 27th Street and West Drexel Avenue Trade Area, retail and business development will best be accommodated along the 27th Street Corridor (see Map 4.1: Potential Sites Future Development).

Planning Area Analysis

A planning area analysis has been conducted for each of the planning areas defined for this Comprehensive Plan Update (see the City of Franklin Planning Areas map in Chapter 2 for the location and boundaries of each of the nine identified Planning Areas). A profile of population characteristics, demographic/income characteristics, and retail goods/services trends are given for each planning area. The following Table 4.13 summarizes the key findings of the analysis.

Table 4.13: Planning Area Analysis

Planning Area	No. of Households	Percent Family Households	Avg. Household Income	Typical Goods & Services Demands	Market Sector Potential	Potential Business Types for Those Trade Areas Serving the Planning Area*
A	1,727	63%	$75.379	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home (index >140)	Clothing Stores Dry Cleaners Tailors Grocery Stores Bakeries Restaurants
B	1,045	75%	$67,240	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home (index >130)	Clothing Stores Dry Cleaners Tailors Grocery Stores Bakeries Restaurants
C	382	67%	$73,167	Varied grocery store selection Family style restaurants	Apparel & Services Food away from home (index >140)	Clothing Stores Dry Cleaners Tailors Restaurants
D	2,470	77%	$80,695	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home Investments (index >140)	Clothing Stores Dry Cleaners Delicatessens Grocery Stores Bakeries Restaurants Financial Institutions
E	2,278	64%	$67,410	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home Investments (Index >130)	Clothing Stores Dry Cleaners Delicatessens Grocery Stores Bakeries Restaurants Financial Institutions
F	1,912	86%	$82,185	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home Household furnishings Investments (index >150)	Clothing Stores Dry Cleaners Delicatessens Grocery Stores Bakeries Restaurants Furniture stores Financial Institutions

G	66	67%	$79,823	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home Entertainment & recreation Healthcare Retail Goods (index >160)	Clothing Stores Dry Cleaners Delicatessens Grocery Stores Restaurants Movie theaters Video stores Pharmacies Retail department stores
H	229	70%	$77,240	Varied grocery store selection Family style restaurants	Apparel & Services Food at home Food away from home Entertainment & recreation Household Retail Goods (index >140)	Clothing Stores Dry Cleaners Delicatessens Grocery Stores Restaurants Furniture stores Retail department stores
I	493	80%	$68,957	Varied grocery store selection Family style restaurants	Apparel & Services Food away from home Investments (index >130)	Clothing Stores Dry Cleaners Tailors Restaurants Financial Institutions

*Business types that reflect potential market sectors; list is not comprehensive

Planning Area A

Planning Area A is located in the northwestern corner of the city, and is served by the South 76th Street/West Rawson Avenue and the Crossroads trade areas. Planning Area A is mostly residential, with commercial uses along South Lovers Lane Road (STH 100) and West Forest Home Avenue (CTH OO)

Approximately 80 percent of Planning Area A is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with nearly 39 percent of the Planning Area population 25 and older receiving a college degree. Approximately 9 percent of Planning Area A is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 1,727 households within Planning Area A, of which nearly 63 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $75,379. Housing stock within Planning Area A is aging, with over half of the units built prior to 1979.

The 2004 Consumer Spending data for Planning Area A shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on Apparel & Services, Food at Home, and Food Away from Home, all indexed above 140. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue and the Crossroads trade areas could be supported by Planning Area B. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, tailors, grocery stores, bakeries and restaurants.

Planning Area B

Planning Area B is located in the western portion of the city, and is served primarily by the South 76th Street/West Rawson Avenue and the Crossroads trade areas. Planning Area B is mostly residential, with pockets of commercial uses mostly along St. Martins Road.

Approximately 76 percent of Planning Area B is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with nearly 43 percent of the Planning Area population 25 and older receiving a college degree. Approximately 16 percent of Planning Area B is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 1,045 households within Planning Area B, of which nearly 75 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $67,240. Housing stock within Planning Area B is aging, with nearly 72 percent of the units built prior to 1979.

The 2004 Consumer Spending data for Planning Area B shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on Apparel & Services, Food at Home, Food Away from Home and Investments, all indexed above 130. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue and the Crossroads trade areas could

be supported by Planning Area B. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, tailors, grocery stores, bakeries and restaurants.

Planning Area C

Planning Area C is located in the central western portion of the city and is served by the South 76th Street/West Rawson Avenue and the Crossroads trade areas. Planning Area C is a combination of residential, institutional along West Loomis Road and commercial and office/professional uses along South Lovers Lane Road and West Loomis Road including its intersection with St. Martins Road.

Approximately 77 percent of Planning Area C is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with nearly 43 percent of the Planning Area population 25 and older receiving a college degree. Approximately 14 percent of Planning Area C is comprised of grade school age children enrolled in school, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 382 households within Planning Area C, of which 67 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $73,167.

The 2004 Consumer Spending data for Planning Area C shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on Apparel & Services and Food Away from Home, indexed above 140. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue and the Crossroads trade areas could be supported by Planning Area C. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, tailors, grocery stores, bakeries and restaurants.

Planning Area D

Planning Area D is located in the north central portion of the city, and is served by the South 76th Street/West Rawson Avenue, Crossroads Trade Areas and the South 27th Street/West Drexel Avenue Trade Area. Planning Area D is mostly residential, with commercial and office/professional uses concentrated at the West Rawson Avenue and South 76th Street intersection

Approximately 75 percent of Planning Area D is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with approximately 42 percent of the Planning Area population 25 and older receiving a college degree. Approximately 15 percent of Planning Area D is comprised of grade school age children, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 2,470 households within Planning Area D, of which nearly 77 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $80,695. Housing stock within Planning Area D is aging, with nearly one third of all units built prior to 1969.

The 2004 Consumer Spending data for Planning Area D shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food at Home, Food Away from Home, and investments, all indexed above 140. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue Trade Area, Crossroads Trade Area and South 27th Street/West Drexel Avenue Trade Areas could be supported by Planning Area D. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, delicatessens, grocery stores, bakeries, restaurants, and financial institutions.

Planning Area E

Planning Area E is located in the northeastern corner of the city, and is served by the South 76th Street/West Rawson Avenue, Crossroads Trade Areas and the South 27th Street/West Drexel Avenue Trade Area. Planning Area E is a combination of residential, commercial and office/professional uses, with the concentration of the non-residential uses along South 27th Street and pockets along West Rawson Avenue.

Approximately 75 percent of Planning Area E is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with approximately 36 percent of the Planning Area population 25 and older receiving a college degree. Approximately 17 percent of Planning Area E is comprised of grade school age children, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 2,278 households within Planning Area E, of which approximately 64 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $67,410. Housing stock within Planning Area E is aging, with nearly 38 percent of all units built prior to 1969.

The 2004 Consumer Spending data for Planning Area E shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food at Home, Food Away from Home, and investments, all indexed above 130. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue Trade Area, Crossroads Trade Area and South 27th Street/West Drexel Avenue Trade Areas could be supported by Planning Area E. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, delicatessens, grocery stores, bakeries, restaurants, and financial institutions.

Planning Area F

Planning Area F is located in the eastern portion of the city, and is served by the South 76th Street/West Rawson Avenue, Crossroads Trade Areas and the South 27th Street/West Drexel Avenue Trade Area. Planning Area F is a combination of residential, commercial and office/professional uses, with the concentration of the non-residential uses along South 27th Street.

Approximately 71 percent of Planning Area F is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with approximately 41 percent of the Planning Area population 25 and older receiving a college degree. Approximately 17 percent of Planning Area F is comprised of grade school age children, creating another segment of special needs population in terms of particular retail goods/service demands.

There are approximately 1,912 households within Planning Area F, of which nearly 86 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $82,185. Housing stock within Planning Area F is aging, with nearly one third of all units built prior to 1969.

The 2004 Consumer Spending data for Planning Area F shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food at Home, Food Away from Home, Household Furnishings and investments, all indexed above 150. Those particular sectors

may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue Trade Area, Crossroads Trade Area and South 27th Street/West Drexel Avenue Trade Areas could be supported by Planning Area F. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, delicatessens, grocery stores, bakeries, restaurants, furniture stores and financial institutions.

Planning Area G

Planning Area G is located in the southeastern portion of the city, and is served primarily by the South 27th Street/West Drexel Avenue and the Crossroads Trade Areas. Planning Area G is a combination of residential, agricultural, commercial, industrial and office/professional, with the Franklin Business Park and Franklin Industrial Park located within this area.

Approximately 79 percent of Planning Area G is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, white collar employed, with approximately 34 percent of the Planning Area population 25 and older receiving a college degree. Approximately 10 percent of Planning Area G is comprised of grade school age children. It appears that Planning Area G is also more balanced between blue collar and white collar employed persons and there are somewhat less grade school age children in the households than in other areas of the city.

There are approximately 66 households within Planning Area G, of which nearly 67 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $79,823. Housing stock within Planning Area H is aging, with nearly 69 percent of the units built prior to 1969.

The 2004 Consumer Spending data for Planning Area G shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food at Home, Food Away from Home, Entertainment/Recreation, Health Care and Retail Goods. Although the household count within Planning Area H is low, there is still spending potential as indicated by those aforementioned sectors all indexed above 160. Those particular sectors may indicate which types of additional retail goods and services within the South 27th Street/West Drexel Avenue and the Crossroads Trade Areas could be supported by the residents of Planning Area G. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, delicatessens, grocery stores, restaurants, movie theaters, video stores, pharmacies and retail department stores.

Planning Area H

Planning Area H is located in the southwestern portion of the city, and is served primarily by the South 76th Street/West Rawson Avenue and the Crossroads Trade Areas. Planning Area H is mostly low density residential, agricultural, and industrial, as the landfill is located within this area.

Approximately 78 percent of Planning Area H is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is predominantly white, married, slightly over half is white collar employed, with approximately 31 percent of the Planning Area population 25 and older receiving a college degree. Approximately 10 percent of Planning Area H is comprised of grade school age children. It appears that Planning Area H is more balanced between blue collar and white collar employed persons and there are somewhat less grade school age children in the households than in other areas of the city.

There are approximately 229 households within Planning Area H, of which nearly 70 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $77,240. Housing stock within Planning Area H is aging, with nearly 68 percent of the units built prior to 1969.

The 2004 Consumer Spending data for Planning Area H shows the spending potential for different sectors of the market. An analysis of the spending data reveals that the residents of this area are spending well above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food at Home, Food Away from Home, Entertainment/Recreation, Household Furnishings and Equipment and Retail Goods. Although the household count within Planning Area H is low, there is still spending potential as indicated by those aforementioned sectors all indexed above 140. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue and the Crossroads Trade Areas could be supported by the residents of Planning Area H. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, delicatessens, grocery stores, restaurants, furniture stores and retail department stores.

Planning Area I

Planning Area I is located in the central portion of the city, and is served by the South 76th Street/West Rawson Avenue Trade Area, Crossroads Trade Area and the South 27th Street/West Drexel Avenue Trade Area. Planning Area I is a combination of residential, agricultural, industrial and scattered pockets of commercial properties.

Approximately 87 percent of Planning Area I is 18+ years old, with that demographic maintaining its majority presence through 2009. In keeping with city-wide demographics, the population of the Planning Area is steadily aging, with the 55-64 age group projecting growth and the 35-44 age group decreasing through 2009.

A profile of the Planning Area reveals that it is mostly white, married, white collar employed, with approximately 27 percent of the Planning Area population 25 and older receiving a college degree. Approximately 6 percent of Planning Area I is comprised of grade school age children.

There are approximately 493 households within Planning Area I, of which nearly 80 percent are family households. Family centered households demand goods/services like varied grocery store selection and family style restaurants. The average household income of the households is $68,957. Housing stock within Planning Area I is aging, with nearly 40 percent of the units built prior to 1969.

The 2004 Consumer Spending data for Planning Area I shows the spending potential for different sectors of the market. The demographics and spending data for Planning Area I may be somewhat skewed, due to the presence of the correctional facility. However, an analysis of the spending data reveals that the residents of this area are still spending above the national average (indexed at 100) on all of the sectors, including Apparel & Services, Food Away from Home, and Investments all indexed above 130. Those particular sectors may indicate which types of additional retail goods and services within the South 76th Street/West Rawson Avenue Trade Area, Crossroads Trade Area and the South 27th Street/West Drexel Avenue Trade Area could be supported by the residents of Planning Area I. Businesses within those sectors include but are not limited to clothing stores, dry cleaners, tailors, restaurants, and financial institutions.

AN ECONOMIC DEVELOPMENT PROGRAM AND AN ECONOMIC DEVELOPMENT PLAN

> "A compilation of…maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit…" excerpt from Wisconsin State Statute 66.1001(2)(f).

The beginning of this chapter discussed the general concept and nature of economic development and set forth three straight forward guiding principles. Various economic development goals, objectives and policies specific to the City of Franklin were then established. If achieved in unison, Franklin becomes a stable, sustainable, high quality community, which then establishes the ideal environment for a high quality of life. Such goals and objectives, however, will not be achieved by happenstance. To ensure that progress is made toward the economic development goals and objectives, the City must establish an Economic Development Program and an Economic Development Plan.

The Economic Development Program comprises the efforts, strategies, activities, practices, and programs targeted at achieving the economic development goals and objectives as set forth herein and as may be established by the Common Council from time to time. The Economic Development Plan (hereafter "EDP") is the written document that compiles the current and planned economic development efforts, strategies, activities, and practices. For purposes of organization, the EDP may restate and include the City's economic development goals, objectives, and policies.

It should also be noted for purposes of clarification that within an EDP a certain set of tasks or strategies or a certain package of authorizations and financial benefits may also be termed a "program," such as a "Revolving Loan Fund Program."

Finally, it should be noted that due, in part, to characteristics of an EDP (discussed below) and to time constraints, this chapter of the City of Franklin Comprehensive Master Plan is not intended to be an EDP in and of itself. Rather, in addition to addressing the requirements of Wisconsin's Comprehensive Planning Legislation, it is intended that this chapter provide initial direction and guidance towards the preparation of such a plan. To that end, this chapter has identified a number of principles, goals, objectives, policies, programs, and components to help guide the eventual, and repeated, preparation of an EDP. The reasons for this will be discussed in greater detail later in this chapter.

The Five General Components of Economic Development

The previously referenced manual entitled "A Guide to Preparing the Economic Development Element of a Comprehensive Plan" (Guide) provides an excellent summary of the "Five General Components of Economic Development Practice" which are Organizational Development, Infrastructure Development, Business Development, Workforce Development, and Community Cash Flow Development. Each area should be considered within the economic development program and incorporated into the EDP to the extent appropriate at each point of review of the document, as will be discussed in greater detail later. Below, each is summarized from page 14 of the Guide.

- **Organizational Development**: establish an involved and inclusive economic development structure within your organization and complete a strategic planning process and evaluate the "most effective organizational structure and potential resources available for carrying out [its] economic development activities.

- **Infrastructure Development**: Infrastructure traditionally included all forms of utilities, transportation services (roads, public transportation, etc.), and other public services such as schools and hospitals. Communications infrastructure, such as advanced data services and wireless web access, are becoming increasingly important. The purpose of infrastructure development is to develop an inventory of sites and buildings, including brownfields, suitable for development.

- **Business Development**: typically the cornerstone of economic development efforts and generally what people think of when they hear the term "economic development," business development incorporates a mix of retention and expansion of existing businesses, entrepreneurial development, and business attraction. Sub-strategies, such as targeting certain business types or business clusters (inter-dependent or linked business types), are often considered. Similarly, addressing capital resource availability, through revolving loan funds or other venture capital pursuits, is frequently a component of business development.

- **Workforce Development**: Involves not only enhancing the skills of workers, but retaining young workers and raising the residents' standard of living. An example would include partnerships with educational institutions, employers, and unions.

- **Community Cash Flow Development**: Brining new dollars into a community through individuals (wages and salaries or other wealth transfers) or organizations or business sectors (grants, tourism, expanding markets, etc.)

Given the full breadth of potential efforts and strategies that could be considered under all of the five general components listed above, the potential amount of economic development strategies and efforts is nearly limitless. Similarly, huge amounts of resources, including staff, would be needed to aggressively pursue multiple strategies in each of the economic development components. This Comprehensive Plan cannot attempt to identify all of the best options for the City of Franklin at this time, nor should it attempt to do so. Ultimately, an economic development program as expressed in an EDP must be more fluid and flexible, both proactive and reactive.

Context of an Economic Development Plan to Current Conditions

The City's economic development goals and objectives set forth in this chapter are broad in scope, but the full scope of the five components of economic development, as defined by the Guide, are broader yet. **Therefore, it shall be the policy of the City of Franklin that economic development efforts, activities, strategies, practices, and programs must always be considered in the context of the City as an organization and in the context of the community's broader financial and economic condition, including but not limited to approved staffing levels and budgets**.

As the City Government as an organization changes over time and as staffing levels and budget conditions vary and alter over time, both quickly and slowly, the City must alter its strategies to address its economic development goals and objectives. The current environment is a prime example of this scenario. For example, in the current 2008/09 environment, the City's economic slow down paired with the community, region, and nation's severe economic downturn, led to the elimination of the position of the Director of Economic Development in the 2009 budget. The elimination of this position with limited reassignment of the

economic development related duties, by default, puts on hold many direct economic development pursuits for 2009.

Nonetheless, temporary elimination of certain economic development tasks and temporarily discontinuing certain economic strategies does not indicate the absence of an economic development component within the City organization or abandonment of an economic development program. It simply reflects that, within the current economic environment, the City is focusing on those businesses that come to the City with a proposal, thereby indicating a higher likelihood of success, as opposed to trying to drum up proposals in a stagnant market.

In this scenario, however, the City must be prepared to respond to changes in its conditions and in the market place to ensure that opportunities are not missed and that resources are effectively and efficiently leveraged to garner the greatest return. Economic development efforts, activities, and programs will vary and wax and wane over time. The City's economic development program and its EDP must be able to reflect these varying demands.

Economic Development Plan (EDP)

The following policies shall apply to each EDP as approved by the Common Council, unless otherwise modified by the Common Council.

- **It shall be the policy of the City of Franklin that the City shall develop and maintain a written Economic Development Plan that comprises the action plan for economic development, addressing business retention and attraction and any other aspect of the components of economic development as determined by the Common Council.**

- **It shall be the policy of the City of Franklin that the City's EDP shall be consistent with all chapters of the City's Comprehensive plan (and any subsequent amendments), shall work within the framework of the guiding principles established in this chapter, and shall aim toward achievement of the goals and objectives established in this chapter.**

- **It shall be the policy of the City of Franklin that the stated purpose of the EDP, unless further clarified or established by the Common Council, shall be "to promote long-term economic growth through attracting, landing, retaining, and expanding businesses, fostering and increasing employment, and expanding the local tax base."**

- **It shall be the policy of the City of Franklin that the City will establish an intended schedule for the regular review and update of the EDP. It is recommended that the EDP be updated at least every three years.**

The strategy or activity of developing a written Economic Development Plan (EDP) is essential, because it is generally accepted within the economic development community that in cities with a written EDP, the economic development efforts are more effective and efficient and are better measured and monitored. Frequent review and amendment of the EDP is also essential because of the full breadth of potential efforts, activities, strategies, and programs that could be considered under all of the five general components listed above. As previously noted, the EDP must remain fluid and flexible, both proactive and reactive. It must be able to be frequently modified to reflect current City and market conditions.

At the same time, the City must evaluate its resource capabilities, evaluate the market and business environment, and consider its current position and desired position against standards for each of the five economic development components. Using that information, the City can develop an Economic Development Plan (EDP) that, presumably, tackles the biggest problems first and invests resources, both time and money, where they can have the largest or most effective impact. The EDP and the related efforts are then monitored over time and periodically modified and updated to ensure that the City's economic development efforts remain appropriate based upon the City's ability to pay and the community and business community's needs.

The Initial Economic Development Plan

As previously noted, the City of Franklin has, in fact, been proactive in planning for future growth and economic development. The community commissioned the Franklin First Economic Development Strategic Plan (Ticknor, 2000) then began implementation through further study with Franklin First Development Plan (R.A. Smith, 2001). These studies provided local leaders with insight and fiscal data necessary to actively promote economic development through the use of tax increment financing. These documents will to serve as useful guides for developing the initial EDP as they provide a starting point to ensuring the EDP reflects local agreement on a shared vision and shared values.

The Economic Development Program of the City of Franklin shall be set forth in the initial Economic Development Plan which shall be completed by December 31, 2010 and, at a minimum, shall include or consider the following strategies or activities.

- Develop a specific formula for calculating the 70/30 ratio. This is necessary because there are property types other than just business and residential categories and because some properties, such as large apartment buildings, are classified by the state as business, while their core function is residential in nature.

- Develop and maintain a written Ambassador Program targeted at retention of existing businesses by establishing and maintaining lines of communication through direct contact and marketing, including planned visits to corporate executives, hosting special events, etc.

- Develop and maintain an Ombudsman Program targeted at assisting new development through the planning and approvals process of the City concluding with a mutually acceptable project, where appropriate.

- Develop new business development strategies such as promotional materials, revolving loan funds, conference and site visits, etc.

- Develop a web-based marketing and promotional application.

- Develop and implement a strategic planning process for the CDA.

- Develop and maintain inventories and databases as identified in the Economic Development Plan, such as land availability and related parcel records, price, utility lines, utility company policies regarding extensions of utility lines and services, assessments, current taxes including special districts, distance to nearest interstate and airport, labor market statistics, demographics, etc.

- Develop and maintain a Community Economic Development Profile, including key economic development indicators and community characteristics. [For example, (Income: personal income per capita, median household income, income distribution, wages and salaries per job) (Commerce: gross product per capita, retail sales per capita, new business starts, net business development, business size metrics) (Employment: employment changes, net jobs created or retained, employment in new economy jobs, unemployment rate.)]

- Consider evaluation of and review and improvement to the development approval processes.

- Develop and employ multi-media marketing tools, including print materials, news and media stories, etc.

- Prepare and implement surveys, targeting groups or issues such as of qualified developers, resident expectations, needs of existing businesses, etc.

- Identify and solicit qualified developers.

- Develop contacts with development and business placement real estate firms and site selection consultants.

- Develop a revised list of desired businesses and business types

Economic Development Performance Measurements

For each of the strategies and activities identified, the Economic Development Plan (EDP) should, wherever possible, establish Economic Development Performance Measurements. The impact of economic development efforts are difficult to measure because it is impossible to confidently determine what would have happened absent the economic development effort. Therefore, economic development typically measures the activities undertaken themselves and/or broad community measures on which economic development can have a positive impact, such as tax base growth and per capita income growth. Such broad community measures of economic development success and related base-line measurements would need to be established. The bottom line is that some standards or measurement must be set forth within the EDP, or as otherwise determined by the Common Council, to help ensure continuation of an effective economic development effort and continued, worthwhile monitoring and oversight of that effort.

For example, in the event the Economic Development Plan (EDP) as adopted incorporates an Ambassador Program, the plan can require a deadline to submit an Ambassador Program design and further identify expectations such as the following: develop a list and schedule of existing business Ambassador contacts, initiate contacts with one-third of Ambassador Program businesses each year, number of businesses assisted beyond initial contact, amount of staff time spent on the Ambassador Program.

An example of a summary of an Economic Development performance measurement schedule and related actions or activities is set forth in Table 4.14.

Table 4.14: Performance Measurements for Economic Development

Action or Activity to be completed	Completion Date or Workload Indicator
Submit a written action plan for economic development.	
Establish broad community measures of economic development success and generate a base-line document.	
Submit an Ambassador Program design.	
Develop a list and schedule of existing business Ambassador Contacts	
Initiate contacts with one-third of Ambassador Program Businesses	#
Number of businesses assisted beyond initial contact	
Percent of Director's time spent on Ambassador Program	
Submit an Ombudsman Program design.	
Number of businesses assisted.	
Percent of Director's time spent on Ombudsman Program.	
Develop a web-based marketing and promotional application.	
Develop a strategic planning process for the CDA.	
Implement a strategic planning process for the CDA.	
Develop an action plan and timeline for 27th Corridor Plan implementation	
Develop a listing of and management plan for inventories and databases to be maintained.	
Develop a content plan and management plan for a Community Economic Development Profile.	
Generate a Community Economic Development Profile.	
Host the annual EDC business gathering	
Attend trade shows and economic development events	
New Business Development	
Prospective Business Contacts (# of Meetings / # Businesses)	/
Number of Inquiries	
Percent of Director's time spent on Economic Development	
Develop contacts with development and business placement real estate firms and site selection consultants	
Reports on legislative developments (meeting presentation/written)	
Legislative updates/advisements issued	

OTHER ISSUES MERITING SPECIFIC CONSIDERATION WITHIN AN ECONOMIC DEVELOPMENT PLAN

It is recommended that further information, goals, objectives, policies and/or recommendations about the following topics will be considered during preparation of the proposed Economic Development Plan.

Evaluation and Promotion of the Use of Environmentally Contaminated Sites for Commercial or Industrial Uses

> "The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses." excerpt from Wisconsin State Statute 66.1001(2)(f).

Franklin currently does not maintain a local database of contaminated properties, also known as "brownfields". The Wisconsin DNR does maintain a database of known contaminated sites. This database includes seven open sites and 22 closed sites within the City. The open sites include the following:

- 5100 Ryan Road
- 7700 Block of Tuckaway Shores
- 10942 South 124th Street
- 9625 South 54th Street
- 10580 South 124th Street
- 6865 South 27th Street
- 11600 West Forest Home Avenue

There are a number of state and federal grants available to clean up brownfield sites, which may then be redeveloped into viable commercial or industrial uses. By using a brownfield for an infill development or a redevelopment project, the site will benefit from existing infrastructure and services and eliminated blight.

The City's EDP should give specific consideration to the redevelopment of brownfield sites. Brownfield sites often create blight that detract from other business development efforts, often are considered land lost from the market or inventory, and generally reflect a loss on the existing infrastructure investments in the area.

Given these significant negative impacts, compilation of brownfield sites and consideration of strategies to return such sites to the active land inventory should strongly be considered within the initial EDP.

Identification of County, Regional and State Economic Development Programs

> "The element shall also identify county, regional and state economic development programs that apply to the local governmental unit." excerpt from Wisconsin State Statute 66.1001(2)(f).

There are various agencies and programs that could potentially help Franklin achieve its economic development goals and objectives. The city authorized several government groups, including the Community Development Authority and the Economic Development Commission, to assist meeting these goals and objectives. Each of the following organizations or agencies reflect potential partners to the City's economic development efforts as to be set forth in an Economic Development Plan. Similarly, even without direct partnership, the efforts of these and other organizations may provide opportunities to take advantage of the momentum they have generated.

County

Milwaukee County Economic Development: Milwaukee County Economic Development is part of the Economic and Community Division of the Department of Administrative Services for Milwaukee County. The Economic Development Division serves Milwaukee County agencies, citizens and businesses in an effort to stabilize the tax base and foster a positive and thriving business climate throughout Milwaukee County. Additional information regarding Milwaukee County Economic Development can be found at www.county.milwaukee.gov.

Regional

Regional Economic Partnership: The Regional Economic Partnership is a consortium of the economic development departments of the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha), WE Energies, the City of Milwaukee, the Southeastern Wisconsin Regional Planning Commission, and the Metropolitan Milwaukee Association of Commerce. It serves as an information clearinghouse for the region's seven counties and offers assistance from new business site location to continuing business development and expansion. Additional information regarding the Regional Economic Partnership can be found by contacting the Southeastern Wisconsin Regional Planning Commission.

Metropolitan Milwaukee Association of Commerce: The mission of the Metropolitan Milwaukee Association of Commerce (MMAC) "is to improve metro Milwaukee as a place to invest capital, grow businesses and

jobs." (from the Metropolitan Milwaukee Association of Commerce website). The MMAC's programs and resources focus on networking, economic development, and public policy. Its programs include or help sponsor the Milwaukee Development Corporation, the Milwaukee EB-5 Visa Program, and the Economic Development Campaign. The Regional Campaign for Economic Development is an effort by the Metropolitan Milwaukee Association of Commerce to serve the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha) with strategies for creating a vibrant business climate and growing the regions economic base. The Regional Campaign for Economic Development assists the counties of the southeast region to attract and retain companies and a talented workforce. Additional information regarding the Metropolitan Milwaukee Association of Commerce can be found at www.mmac.org.

The Milwaukee 7: "The Milwaukee 7, launched in September 2005, was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha. Its mission is to attract, retain and grow diverse businesses and talent." (from the Milwaukee 7 website). Among its accomplishments is the creation of the ChooseMilwaukee.com website, a business resource center, a business call program, and research and outreach efforts. Additional information regarding the Milwaukee 7 can be found at www.choosemilwaukee.com.

The South Suburban Chamber of Commerce: The South Suburban Chamber of Commerce "is a voluntary partnership of business and professional people organized to advance the general welfare and prosperity of Oak Creek, Franklin and the surrounding communities so that its citizens and business community shall prosper." (from the South Suburban Chamber of Commerce website). Its programs include advertising, Affinity Programs, and member-to-member discounts among others. Additional information regarding the South Suburban Chamber of Commerce can be found at www.southsuburbanchamber.com

State

Forward Wisconsin: Forward Wisconsin is a joint public/private recruitment organization focused on out-of-state marketing of the State of Wisconsin and recruiting new businesses to foster economic activity throughout the state. The organization markets Wisconsin's positive business climate in an effort to entice new industry and a talented workforce and increase the economic base of the state. Focus Wisconsin offers confidential business consulting services on a no-cost basis to ensure continued positive health and growth of the state's economy. Additional information regarding Forward Wisconsin can be found at www.forwardwi.com.

Wisconsin Department of Commerce: The Wisconsin Department of Commerce is a state department that provides development assistance to serve the citizens and businesses of Wisconsin. The Department offers marketing, finance, and small business assistance to the communities of Wisconsin and their respective citizens and businesses as well as a number of state and federal agencies. It offers a number of programs including the Employee Ownership Assistance Loan Program, the Enterprise Development Zone Program,

and the Technology Development Fund, among many others. One important program for example, the Wisconsin Technology Zone Program, offers tax credit incentives to new and growing businesses in the State's high technology sectors. Franklin is located in the Metropolitan Milwaukee Technology Zone. Additional information regarding the Wisconsin Department of Commerce can be found at www.commerce.state.wi.us.

Wisconsin Economic Development Association: The Wisconsin Economic Development Association (WEDA) is a statewide non-profit organization focused on Wisconsin's economic growth. WEDA works with both public and private sectors to promote economic development initiatives and has developed a strong membership base by serving as a legislative liaison and offering professional development services to its members. Additional information regarding WEDA can be found at www.weda.org.

Wisconsin Women's Business Initiative: The Wisconsin Women's Business Initiative Corporation (WWBIC) is an economic development corporation that offers financial, technical and educational assistance to entrepreneurs. WWBIC's mostly focuses on minorities and individuals with limited economic means for their entrepreneurial support. The WWBIC serves as a mentor to these business owners and offers continuous consulting and educational development services to promote their success. Additional information regarding the WWBIC can be found at www.wwbic.com.

ANALYSIS OF THE ECONOMIC BASE OF THE CITY

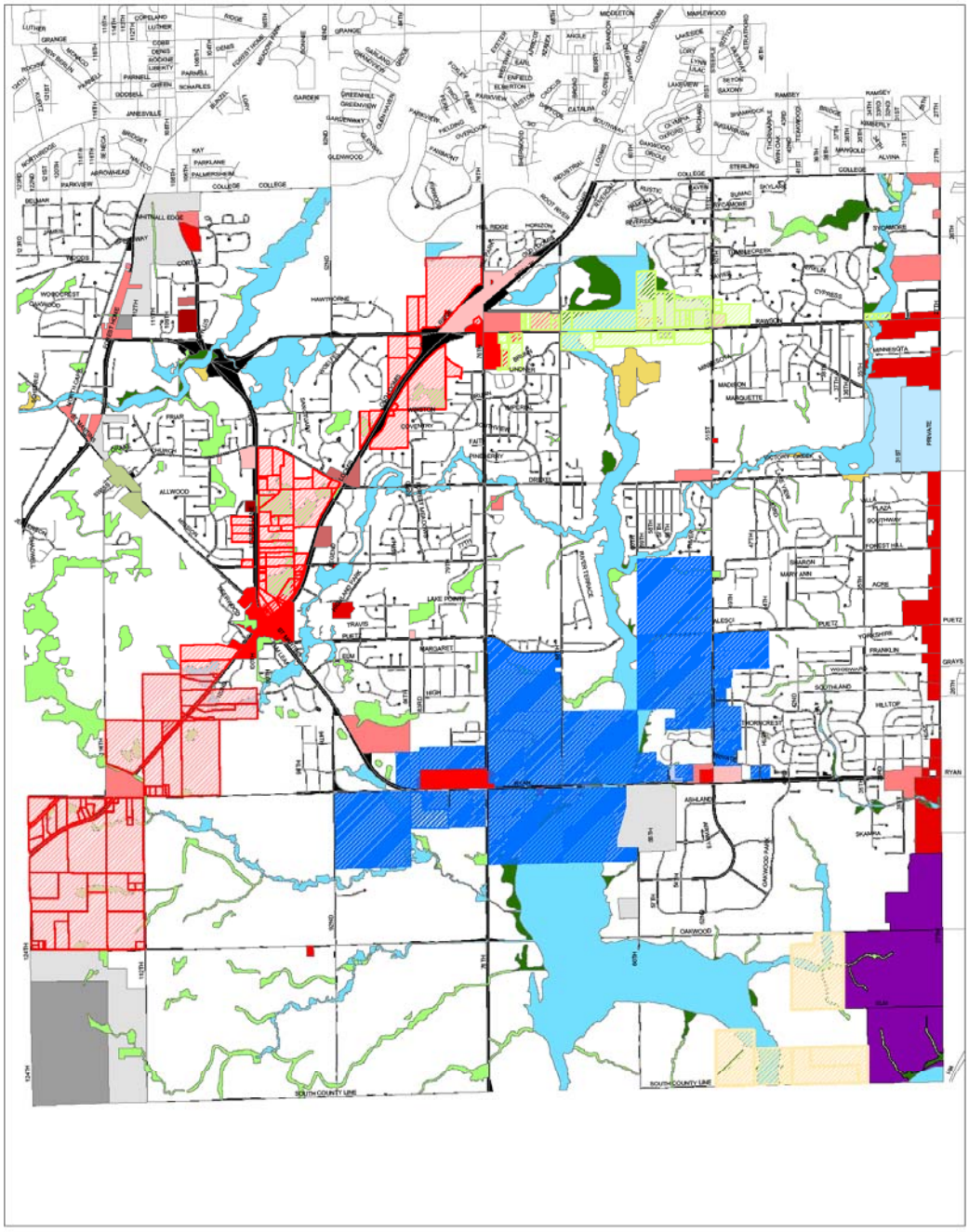
> "…including an analysis of the…economic base of the local governmental unit." excerpt from Wisconsin State Statute 66.1001(2)(f).

> "…and shall designate an adequate number of sites for such businesses and industries." excerpt from Wisconsin State Statute 66.1001(2)(f).

Earlier in this chapter significant detail was provided on a "Retail Analysis", while it was also noted that a key step to developing an Economic Development Plan is determining "where you are". In conjunction with the three trade areas discussed in detail earlier in this chapter, the sites generally identified on the attached Map 4.1 "Potential Sites Future Development: Business & Mixed Uses," map, the attached Map 4.2 "Economic Development Commission Possible Commercial Corridors with Zoning" map, the attached Map 4.3 "City of Franklin Commercial Zoning Districts" map, the attached Map 4.4 "City of Franklin Development Areas" map, and the additional future business land uses identified in the Future Land Use Map in Chapter 5 of this Comprehensive Master Plan, will adequately address the need for business development sites in the short and medium term. It cannot, however, be determined if the identified areas will ultimately supply the required land inventory needed, as it remains necessary within the initial Economic Development Plan (EDP) to determine the method of calculation for measuring progress toward the 70/30 goal.

Map 4.2: Economic Development Commission Possible Commercial Corridors with Zoning

City of Franklin
Economic Development Commission
Possible Commercial Corridors with Zoning



Layers for EDC

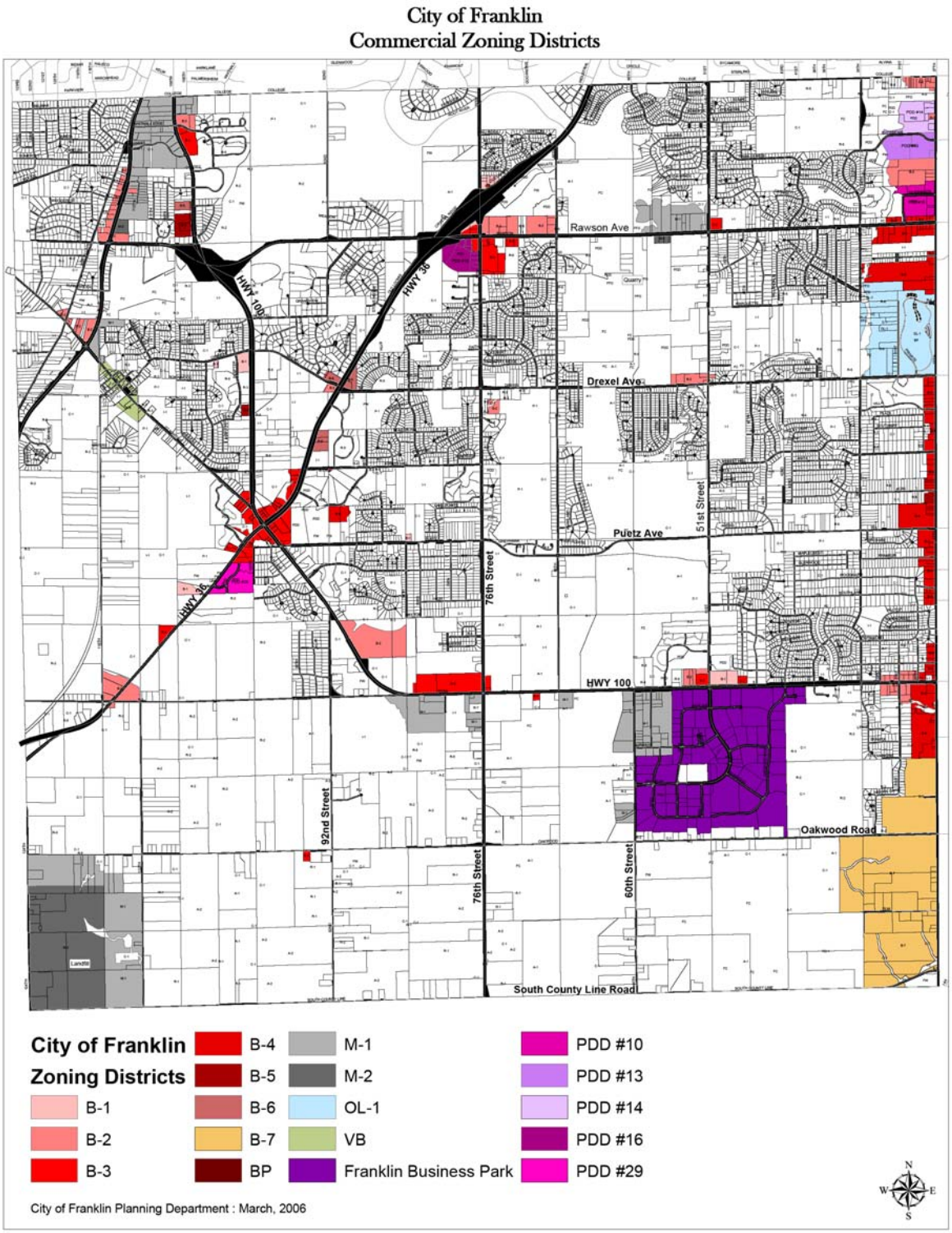
- Rawson Avenue Commercial Corridor
- Loomis Road/HWY 36 Commercial Corridor
- Ryan Road/HWY 100 Commercial Corridor
- South 27th Street/County Line Road Corridor

ZONING DISTRICT

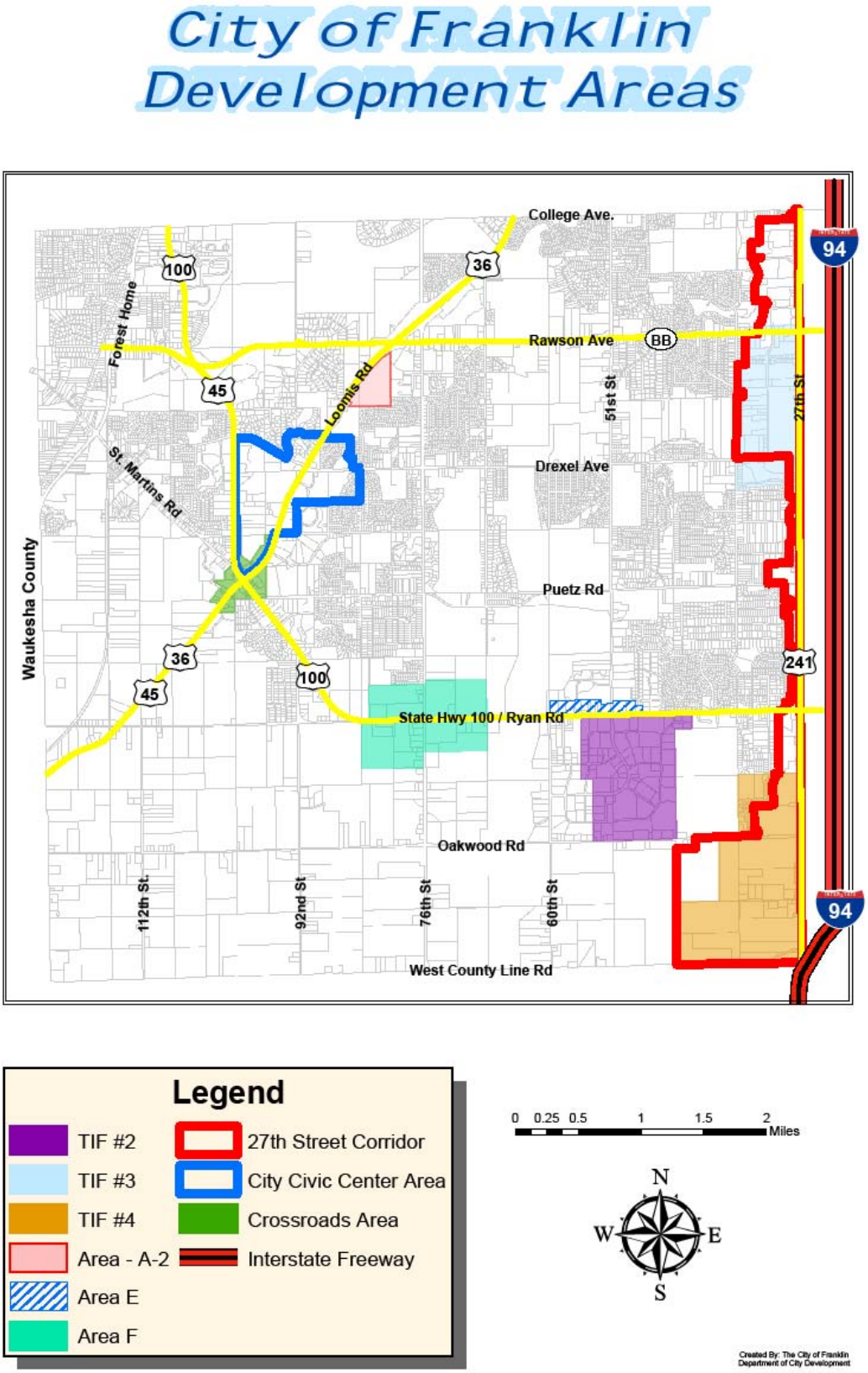
B-1, B-2, B-3, B-4, B-5, B-6, B-7, BP, C-1, FC, FFO, FW, M-1, M-2, OL-1, VB

City of Franklin Planning Department : May, 2006

Map 4.3: City of Franklin Commercial Zoning Districts



Map 4.4: City of Franklin Development Areas



To this end, the existing property valuations and business development land areas, by development type, need to be further evaluated in the context of the formula and related definitions pertaining to the 70/30 goal. Remaining land area then needs to be evaluated as to existing and potential value for residential development. Together, with the refining of the 70/30 methodology, it can be determined if the "Potential Sites Future Development" map, the "Economic Development Commission Possible Commercial Corridors with Zoning" map, the "City of Franklin Commercial Zoning Districts" map, the "City of Franklin Development Areas" map, the Future Land Use map, and the three Trade Areas, ultimately have enough land area dedicated. Nonetheless, given the development sites currently available in the areas analyzed above, it is preliminarily assumed that sufficient land area is currently available for business development while further development of an Economic Development Plan is undertaken.

Lastly, it is recommended that a detailed economic base analysis similar to that undertaken in the Retail Analysis be undertaken for the other business sectors present within the City of Franklin. It is further recommended that this analysis be used in the proposed Economic Development Plan to determine whether there should be a preferred mix of business/industrial sectors within the City.

Franklin's Place within the Region and the Metropolitan Area

The economic base of the City of Franklin is located within the Milwaukee Metropolitan Area. Franklin draws and sends employees throughout Milwaukee County and beyond. To properly assess the economic base of the City of Franklin, it is necessary to analyze the County and the Metropolitan Area within which the City lies.

The Milwaukee metropolitan area is considered to cover the four counties of Milwaukee, Ozaukee, Washington and Waukesha. The region is home to more than 1.5 million people, placing it as the nation's 38th largest metropolitan area. Located along the Milwaukee-Madison-Chicago corridor, the region benefits from its population density, skilled workforce and transportation infrastructure.

The Milwaukee metropolitan area is experiencing modest overall population growth at 2.9 percent from 2000 to 2007. As stated in Chapter 2, Franklin has witnessed its population increase by almost 35 percent over the last decade from 29,494 in 2000 to 33,550 residents in 2008. The city's growth rate is projected to outpace most communities in the region.

The Milwaukee metropolitan area has evolved from a goods producing employment base to a more service based one. Since 1990, the goods-producing sector has decreased from employing 25.3 percent of the workforce to fewer than 20 percent in 2007. On the other hand, the service-providing share of jobs has risen from 74.8 percent in 1990 to 80.3 in 2007. The manufacturing sector has continued to be home to a large share of the workforce at 15.5 percent. Amongst the nation's largest metropolitan areas, Milwaukee has the

second largest percentage of its workforce in manufacturing. Similarly, manufacturing is a strong employment sector in Franklin. This is likely due to the City's business and industrial parks as well as its proximity to the manufacturing jobs within metropolitan Milwaukee.

Metropolitan Milwaukee is home to the headquarters of thirteen Fortune 1000 companies. Northwestern Mutual and Harley-Davidson, both with headquarters in metro Milwaukee, also have significant operations in Franklin, with the Northwestern Mutual Campus and the Harley-Davidson Distribution Center. The favorable cost of living and central location makes the Milwaukee metropolitan area and thus Franklin, highly attractive for corporate location. Franklin is also home to large employers such as Wheaton Franciscan Health Care, Carma Laboratories, Transpak Corporation and Aurora Health Care.

The transporting of goods is essential to Milwaukee metro's economy. The area is served by an efficient highway system that provides direct access to destinations throughout the region and beyond. In addition to the highway system, the Port of Milwaukee serves both domestic and international locations for waterborne commerce and Mitchell International Airport offers commercial air service. Freight rail service is provided by primarily four railroads that offer service throughout the Midwest and North America.

The city, as it is located in the southern Milwaukee metro area, also benefits from its access to the highway system. Although Franklin does not have port, air or railroad facilities within its borders, the City benefits from their presence in the region.

Range of Employment Opportunities

Given the stated guiding principles of creating jobs for a growing population and stabilizing and expanding a diverse tax base, the logical conclusion is that the Economic Development Plan should specifically consider creation of a range of employment opportunities. By ensuring a range of employment opportunities, employment opportunities for all segments of the population can be provided, which also then helps impact City income levels (which further positively impacts economic development). A range of employment opportunities also helps to provide stabilization to the local economy to protect the overall economy from disproportionate impacts from individual businesses or business markets or segments.

SUMMARY OF RECOMMENDATIONS

- It is the policy of the City of Franklin to perform an update of the Market Trend Analysis at least every five years.

- It shall be the policy of the City of Franklin that economic development efforts, activities, strategies, practices, and programs must always be considered in the context of the City as an organization and

in the context of the community's broader financial and economic condition, including but not limited to approved staffing levels and budgets.

- It is herein recognized that the manual entitled "A Guide to Preparing the Economic Development Element of a Comprehensive Plan is a valuable reference tool, and therefore, is recommended to be utilized as determined appropriate by the Common Council in the preparation of the proposed Economic Development Plan.

- It is herein recommended that the City's current economic development programs being undertaken by the Community Development Authority and the Economic Development Commission be continued in such manner and fashion as may be determined from time to time by the Common Council. It is also recommended that other economic development programs be undertaken as may be set forth in the proposed Economic Development Plan, as determined by the Common Council.

- It is recommended that a detailed economic base analysis similar to that undertaken in the Retail Analysis be undertaken for the other business sectors present within the City of Franklin. It is further recommended that this analysis be used in the proposed Economic Development Plan to determine whether there should be a preferred mix of business/industrial sectors within the City.

- It is recommended that the following policies shall apply to each Economic Development Plan (EDP) as approved by the Common Council, unless otherwise modified by the Common Council.

    - It shall be the policy of the City of Franklin that the City shall develop and maintain a written Economic Development Plan that comprises the action plan for economic development, addressing business retention and attraction and any other aspect of the components of economic development as determined by the Common Council.

    - It shall be the policy of the City of Franklin that the City's EDP shall be consistent with all chapters of the City's Comprehensive Master Plan, shall work within the framework of the guiding principles established in this chapter, and shall aim toward achievement of the goals and objectives established in this chapter.

    - It shall be the policy of the City of Franklin that the stated purpose of the EDP, unless further clarified or established by the Common Council, shall be "to promote long-term economic growth through attracting, landing, retaining, and expanding businesses, fostering and increasing employment, and expanding the local tax base."

- It shall be the policy of the City of Franklin that the City will establish an intended schedule for the regular review and update of the EDP. It is recommended that the EDP be updated at least every three years.