

***DRAFT* ISSUES &
OPPORTUNITIES
CHAPTER**

City of Burlington Vision Plan 2040

ISSUES & OPPORTUNITIES

INTRODUCTION

The purpose of the Issues and Opportunities Chapter is to guide the desired future for the City of Burlington through 2040 by introducing the vision statement and a summary of the overall goals, recommendations, and policies of the City. This chapter will provide background information on the forecasts and trends used to develop the vision and the existing demographic, housing, and employment characteristics that exist in Burlington.

VISIONING BURLINGTON 2040

The purpose of the vision statement is to create a long-term mission for what Burlington will strive to become in the future. Through a wide range of engagement activities and community input -- surveys, public meetings, workshops -- as well as analysis of current and forecasted conditions, a Community Vision Statement for Burlington's 2040 Comprehensive Plan was prepared during the community visioning phase of the plan process.

ISSUES & OPPORTUNITIES REQUIREMENTS

The Wisconsin State Legislature regulates the contents of a comprehensive plan through Statute 66.1001. The Statutes require an Issues and Opportunities element that provides background information on demographics and forecasts for population, household, and employment to guide the development of the comprehensive plan. This section includes the overall goals that will guide the next 20-year planning period.



“The purpose of the plan is to provide a long-range policy framework to guide the City’s land use and development decisions over the next twenty years.”

Vision Statement

Burlington 2040 is a vibrant, welcoming, and safe community, known for its charming Downtown, schools, and family-friendly quality of life. Burlington has strengthened its small-town character and sense of community while fostering inclusion and encouraging healthy and active lifestyles. Burlington has a prosperous local economy due to employment growth and supporting its diverse range of small and local businesses.

FUTURE GROWTH

For this comprehensive planning effort, two sets of growth forecasts are being utilized to characterize and plan for the City’s long-term growth and development. These include the Southeastern Wisconsin Regional Planning Commission (SEWRPC) forecasts utilized for the 2035 Racine County Racine County Multi-Jurisdictional Comprehensive Plan; and the Preferred Growth Scenario growth forecasts based on accelerated SEWRPC projections and vacant land and development potential within the City. The City’s preferred growth scenario further forecasts these numbers to represent the collective vision of a Progressive Growth community established during the visioning phase of the 2040 Vision Plan. Both the year 2035 and 2040 forecasts assume future growth outside the City’s current jurisdictional limits through annexation into City’s planned urban service area.

DEMOGRAPHIC PROFILE

Population

Burlington’s 2020 population, according to US Census population data, is approximately 11,000 people. Population growth in Burlington has progressed slowly as there has been minimal increase over the last 20 years with roughly 1,090 new residents to the City of Burlington during this time period.

SEWRPC forecasts the 2035 projected population to increase to 11,867, this incremental growth is reflective of past growth within the City with roughly another 900 new residents projected in the next 20 years. The City’s 2040 preferred growth scenario further forecasts these numbers to represent the collective vision of a Progressive Growth established by the community during the visioning phase. The 2040 preferred growth projects population growth to reach 13,391 residents, roughly 2,400 new residents over the next 20 years.

Figure 1: Population Size



Source: US Census, American Community Survey, 2015-2019.

table 1

Burlington Population & Projections

	POPULATION			POPULATION PROJECTIONS		
	2000	2010	2020	2025	2035	2040
BURLINGTON	9,874	10,464	10,963	11,059	11,867	13,391

Source: 2000 and 2010 US Census, RCEDC 2020 Population Data, SEWRPC Racine CO Comprehensive Plan 2035



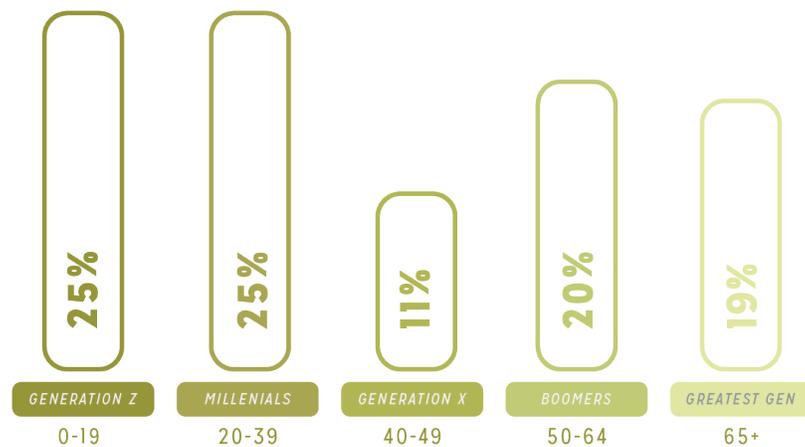
Age Groups

As shown in Figure 2, the population in Burlington is getting older and relatively homogeneous. About 40% of the residents are 50 years or older and half of the residents are 40 or older.

Figure 3 shows the median age in Burlington, according to US Census population data, is 39 years old, comparable to the State of Wisconsin and Racine County at 40 years old.

Figure 4 compares age group composition of Burlington to Racine County and the State of Wisconsin, Burlington is very similar. Working age of 35-44 is the largest age group in Burlington at 15% and is higher than both Wisconsin and Racine. The aging population 60+ accounts for roughly 22% of Burlington's population, similar to Racine and Wisconsin.

Figure 2: 2020 Population by Age Group



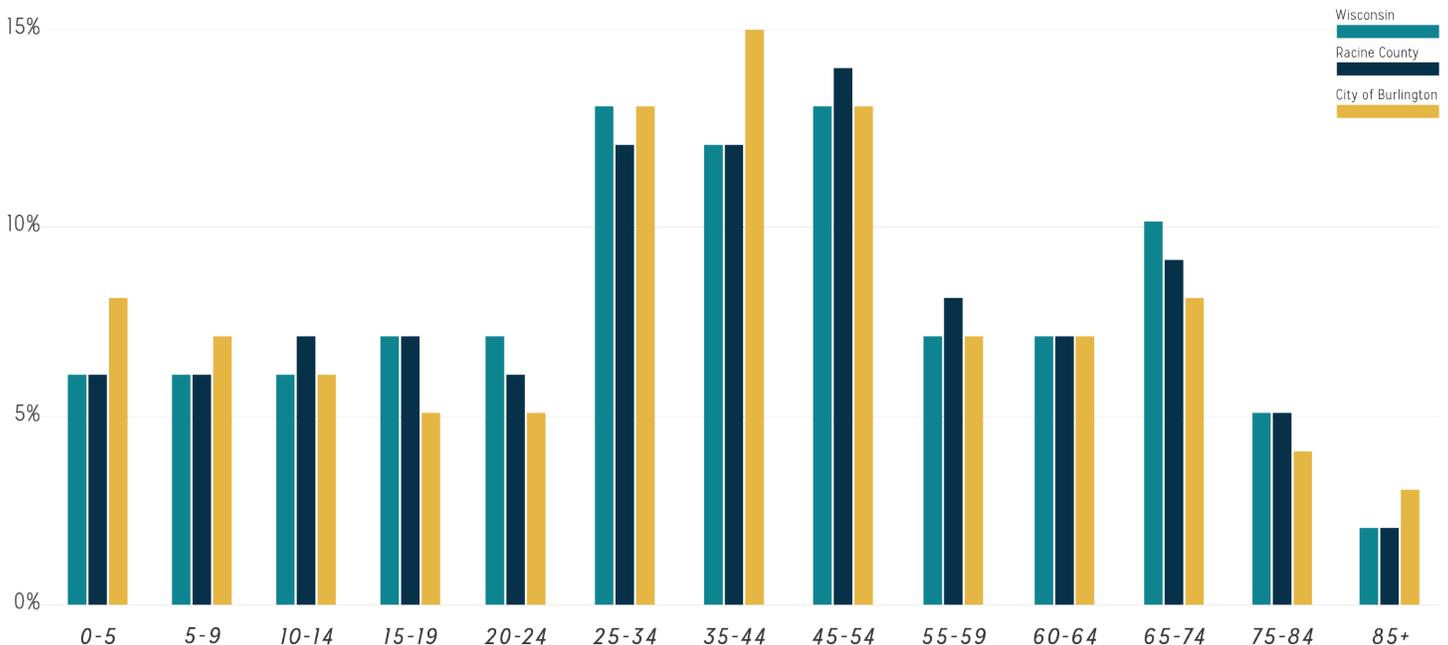
Source: RCEDC Population Data, 2020.

Figure 3: Median Age Comparison



Source: US Census, American Community Survey, 2015-2019.

Figure 4: Population by Age Group Comparison

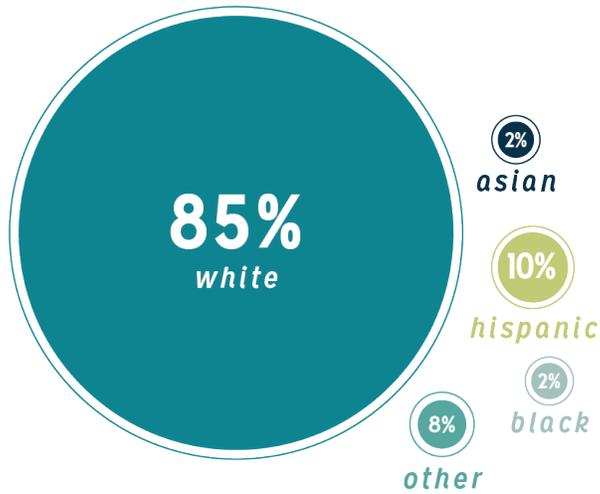


Source: US Census, American Community Survey, 2015-2019.

Ethnic Diversity

Most of Burlington's population is white (85%), 10% of which identify as Hispanic in ethnicity. The remaining 12% is a mix of multi-race, Asian, and African American.

Figure 5: 2020 Race & Ethnicity Distribution



Source: RCEDC Population Data, 2020.

Educational Attainment

The population in Burlington is well educated, 94% have a high school degree or higher and about 34% have received a college degree or higher. This indicates a well-educated work force that provides a skilled labor force for the Burlington market.

Figure 6: Educational Attainment - Higher Education



Source: RCEDC Population Data, 2020.



Housing and Households

Housing in Burlington is predominantly single-family, owner-occupied housing units built prior to 1980. The housing data, along with community engagement input, suggest that housing options are limited in the City, with a need for additional multi-family housing and rental units. Burlington’s housing stock is aging, with a relatively low median sales.

HOUSEHOLDS

There are about 4,590 households in Burlington. Household size in Burlington consists of about 60% containing one or two persons, and the remaining 40% having three or more persons. Majority of households consist of family households (65%) and 35% are non-family households. Of the 1,541 non-family households, 1,251 householders live alone and about 60% of those that live alone are 65 years and over. This suggests an aging population living alone, and a lack of families in the City.



Figure 7: 2020 Total Households

Figure 8: Household Size

Figure 9: Household Composition

Source: US Census, American Community Survey, 2015-2019. RCEDC Population Data, 2020.

table 2 Household Composition

HOUSEHOLD COMPOSITION	ESTIMATE	PERCENTAGE
FAMILY HOUSEHOLD	2,915	65.4%
MARRIED-COUPLE FAMILY	2,106	47.3%
MALE HOUSEHOLDER, NO SPOUSE PRESENT	272	6.1%
FEMALE HOUSEHOLDER, NO SPOUSE PRESENT	537	12.1%
HOUSEHOLDER 65 YEARS AND OVER	290	6.5%
NONFAMILY HOUSEHOLDS	1,541	34.6%
HOUSEHOLDER LIVING ALONE	1,251	28.1%
HOUSEHOLDER 65 YEARS AND OVER	741	16.6%

Source: US Census, American Community Survey, 2015-2019.

HOUSING

According to the 2019 American Community Survey data from the U.S. Census, there are approximately 4,669 housing units in Burlington, 60 percent of which are single-family homes. Of the 40 percent of multi-family housing, a significant portion are 20 or more units in structure (15%).

Figure 10: Total Housing Units



Source: US Census, American Community Survey, 2015-2019.

Figure 11: Units in Structure



Source: US Census, American Community Survey, 2015-2019.

Burlington has a low vacancy rate of about 4%, 4,463 of the 4,669 units were occupied in 2019. Of these units 57% were owner occupied and the remaining 43% were renter occupied.

Figure 12: Vacancy Rate



Source: US Census, American Community Survey, 2015-2019.

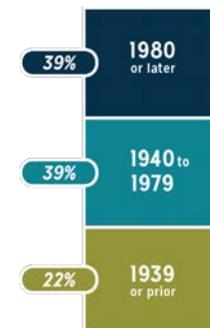
Figure 13: Housing Occupancy



Source: US Census, American Community Survey, 2015-2019.

Of the total housing units, only 1,458 (39%), have been constructed post 1980. The remaining 61% of homes were constructed prior to 1980. Of the total housing stock, 22% were constructed prior to 1939.

Figure 14: Year of Construction



Source: US Census, American Community Survey, 2015-2019.

Median home value is low at \$185,300 and 85% of homes are below \$300,000 in value.

Figure 15: Median Home Value



Source: US Census, American Community Survey, 2015-2019.

Median Rent in the City of Burlington is \$846. When comparing rent as a percentage of household income, 33% of renters are spending 35% or more of their income on housing expenses. Comparatively only 13% of homeowners are spending 35% or more of their income on monthly housing expenses.

\$ 846
 MEDIAN RENT

Figure 16: Median Rent

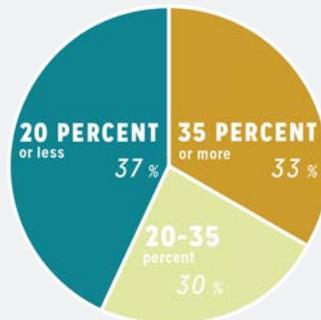


Figure 17: Rent as % of Household Income

Source: US Census, American Community Survey, 2015-2019.

HOUSEHOLD PROJECTIONS

SEWRPC forecasts for 2035 projected households to increase to 4,832, this minimal but steady growth is reflective of past growth within the City of roughly 200 new households over 20 years. The City’s 2040 preferred growth scenario further forecasts these numbers to represent the collective vision of Progressive Growth established by the community during the visioning phase. The 2040 preferred growth projects household growth to reach 5,695 households, roughly 1,105 new households over the next 20 years. This is to account for the 2,400 new residents forecasted to move to the City of Burlington. This assumes future growth outside the City’s current jurisdictional limits through annexation into City’s planned urban service area and is predicated on additional business and industry moving into the City.

table 3
Burlington Households & Projections

	HOUSEHOLDS			HOUSEHOLD PROJECTIONS		
	2000	2010	2020	2025	2035	2040
BURLINGTON	3,841	4,053	4,590	4,581	4,832	5,695

Source: 2000 and 2010 US Census, RCEDC 2020 Population Data, SEWRPC Racine CO Comprehensive Plan 2035

Employment

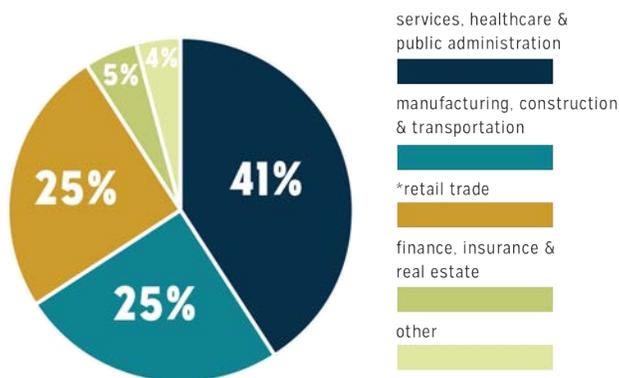
There are almost 9,200 jobs in Burlington among almost 800 employers. Burlington has a wide range of employment sectors, with service, healthcare, and public administration providing the most jobs (41%). The City also has a diverse industrial base, 25% of total jobs are among the manufacturing, construction, and transportation sector. Retail trade is also strong in Burlington (25%), although these numbers reflect pre-pandemic conditions. The City will need to evaluate its retail sector post-pandemic while also considering changes in shopping behavior.

Figure 18: Total Jobs & Employers in Burlington



Source: RCEDC Employment Data, 2020.

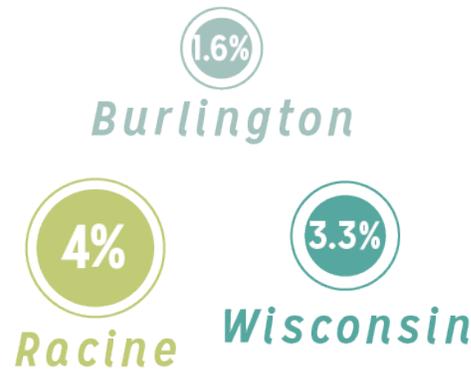
Figure 19: Top Employment Sectors in Burlington



Source: RCEDC Employment Data, 2020.

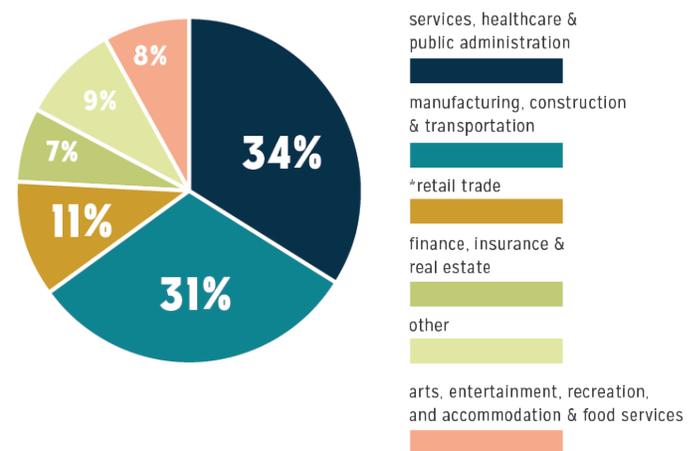
The unemployment rate of Burlington residents is low at 1.6% and lower than both Racine county at 4% and Wisconsin at 3.3%. The top occupations of Burlington residents are services, healthcare, & public administration (34%) followed by manufacturing, construction, and transportation (31%). Retail trade is also strong in Burlington (11%) followed by arts, entertainment, recreation, and accommodation & food services (8%). These numbers reflect pre-pandemic conditions, The City will need to evaluate its retail and entertainment sector post-pandemic.

Figure 20: Unemployment Rate Comparison



Source: US Census, American Community Survey, 2015-2019.

Figure 21: Top Occupations for Burlington Residents



Source: US Census, American Community Survey, 2015-2019.

Over the last 20 years manufacturing, healthcare and social assistance, and retail trade jobs have been the leading industries. These jobs have seen growth while retail trade jobs have seen a decline in the last 20 years as is reflective of State-wide and national trends.

table 5

Jobs in Burlington Over Time by Industry

NAICS INDUSTRY SECTOR	2002		2010		2019	
	#	%	#	%	#	%
AGRICULTURE, FORESTRY, FISHING AND HUNTING	8	0.1%	43	0.5%	0	0.0%
MINING, QUARRYING, AND OIL AND GAS EXTRACTION	13	0.2%	16	0.2%	12	0.1%
UTILITIES	69	0.8%	58	0.7%	43	0.5%
CONSTRUCTION	443	5.3%	314	3.8%	318	3.9%
MANUFACTURING	2,211	26.5%	2,063	24.7%	2,593	31.5%
WHOLESALE TRADE	265	3.2%	404	4.8%	173	2.1%
RETAIL TRADE	1,400	16.8%	1,125	13.5%	1,262	15.3%
TRANSPORTATION AND WAREHOUSING	158	1.9%	167	2.0%	234	2.8%
INFORMATION	100	1.2%	94	1.1%	75	0.9%
FINANCE AND INSURANCE	213	2.6%	245	2.9%	150	1.8%
REAL ESTATE AND RENTAL AND LEASING	76	0.9%	49	0.6%	67	0.8%
PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES	166	2.0%	227	2.7%	211	2.6%
MANAGEMENT OF COMPANIES AND ENTERPRISES	20	0.2%	10	0.1%	2	0.0%
ADMINISTRATION & SUPPORT, WASTE MANAGEMENT AND REMEDIATION	144	1.7%	143	1.7%	204	2.5%
EDUCATIONAL SERVICES	310	3.7%	427	5.1%	393	4.8%
HEALTH CARE AND SOCIAL ASSISTANCE	1,529	18.3%	2,049	24.5%	1,517	18.4%
ARTS, ENTERTAINMENT, AND RECREATION	68	0.8%	73	0.9%	42	0.5%
ACCOMMODATION AND FOOD SERVICES	555	6.7%	492	5.9%	592	7.2%
OTHER SERVICES (EXCLUDING PUBLIC ADMINISTRATION)	447	5.4%	227	2.7%	210	2.6%
PUBLIC ADMINISTRATION	150	1.8%	137	1.6%	136	1.7%
TOTAL JOBS IN BURLINGTON	8,345	100.0%	8,363	100.0%	8,234	100.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

Similarly, over the last 20 years Manufacturing, retail trade, and healthcare and social assistance have been the leading occupation of Burlington residents.

table 6

Occupations of Residents Over Time by Industry

NAICS INDUSTRY SECTOR	2002		2010		2019	
	#	%	#	%	#	%
AGRICULTURE, FORESTRY, FISHING AND HUNTING	22	0.4%	22	0.4%	16	0.3%
MINING, QUARRYING, AND OIL AND GAS EXTRACTION	12	0.1%	5	0.1%	3	0.1%
UTILITIES	14	0.4%	20	0.4%	17	0.3%
CONSTRUCTION	316	4.3%	215	4.3%	303	5.4%
MANUFACTURING	1,104	18.8%	940	18.8%	1,043	18.6%
WHOLESALE TRADE	275	4.9%	244	4.9%	327	5.8%
RETAIL TRADE	842	11.5%	575	11.5%	690	12.3%
TRANSPORTATION AND WAREHOUSING	164	3.1%	155	3.1%	202	3.6%
INFORMATION	76	1.2%	60	1.2%	58	1.0%
FINANCE AND INSURANCE	155	3.3%	167	3.3%	164	2.9%
REAL ESTATE AND RENTAL AND LEASING	60	1.1%	53	1.1%	44	0.8%
PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES	172	3.7%	186	3.7%	208	3.7%
MANAGEMENT OF COMPANIES AND ENTERPRISES	39	1.3%	63	1.3%	99	1.8%
ADMINISTRATION & SUPPORT, WASTE MANAGEMENT AND REMEDIATION	169	4.7%	236	4.7%	257	4.6%
EDUCATIONAL SERVICES	353	9.4%	469	9.4%	453	8.1%
HEALTH CARE AND SOCIAL ASSISTANCE	725	14.4%	719	14.4%	790	14.1%
ARTS, ENTERTAINMENT, AND RECREATION	64	1.5%	77	1.5%	75	1.3%
ACCOMMODATION AND FOOD SERVICES	452	7.8%	389	7.8%	474	8.4%
OTHER SERVICES (EXCLUDING PUBLIC ADMINISTRATION)	241	3.8%	191	3.8%	181	3.2%
PUBLIC ADMINISTRATION	213	4.3%	216	4.3%	213	3.8%
TOTAL JOBS OF BURLINGTON RESIDENTS	5,468	100.0%	5,002	100.0%	5,617	100.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

COMMUTING PATTERNS

According to 2019 OnTheMap data, of the 8,234 Burlington employees, 84% live outside the City, while 1,329 live and work in Burlington. 4,288 individuals live in Burlington but work outside the City, that's roughly 75% of Burlington's working residents.

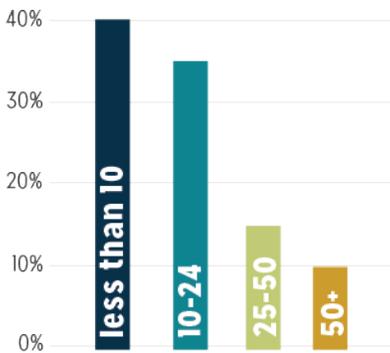
Figure 22: Inflow/Outflow



Source: US Census, American Community Survey, 2015-2019.

In terms of commuting patterns, majority of Burlington's work force (75%) travel 24 miles or less to get to their place of work. Majority of Burlington's work force live in Racine County (41%), Walworth County (17%), or Kenosha County (14%).

Figure 23: Jobs by Commuter Distance in Burlington



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

table 7

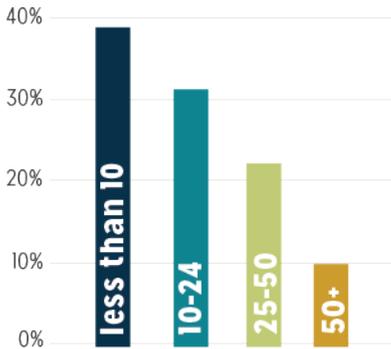
Where Workers Live

LOCATION	#	%
BURLINGTON CITY	1,329	16.1%
RACINE COUNTY	2,078	25.2%
WALWORTH COUNTY	1,384	16.8%
KENOSHA COUNTY	1,119	13.6%
MILWAUKEE COUNTY	477	5.8%
WAUKESHA COUNTY	459	5.6%
JEFFERSON COUNTY	147	1.8%
ROCK COUNTY	120	1.5%
LAKE COUNTY, IL	114	1.4%
DANE COUNTY	89	1.1%
WASHINGTON COUNTY	57	0.7%
ALL OTHER LOCATIONS	861	10.5%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

The majority of Burlington residents (75%) commute outside of the City of Burlington for work. Almost 70% commute less than 25 miles for work. Most of Burlington’s residents commute to Racine County (19%), Milwaukee County (15%), or Waukesha County (10%) for work.

Figure 25: Distance to Work of Employed Residents



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

table 8 Where Residents Work

LOCATION	#	%
BURLINGTON CITY	1,329	23.7%
RACINE COUNTY	1,040	18.5%
MILWAUKEE COUNTY	827	14.7%
WAUKESHA COUNTY	576	10.3%
KENOSHA COUNTY	555	9.9%
WALWORTH COUNTY	469	8.3%
LAKE COUNTY, IL	130	2.3%
DANE COUNTY	122	2.2%
COOK COUNTY, IL	95	1.7%
BROWN COUNTY	40	0.7%
OZAUKEE COUNTY	40	0.7%
ALL OTHER LOCATIONS	394	7%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

INCOME

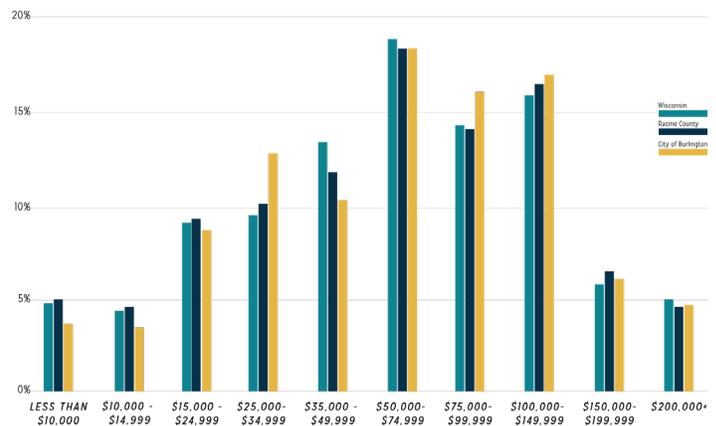
As of 2019, the median household income in Burlington is \$68,564, higher than Racine County at \$61,336 and Wisconsin at \$61,747. Burlington has also experienced the most growth in median household income over the past 20 years, with an increase of +\$25,199 compared to Racine County at +\$13,277 and Wisconsin at \$17,956.

table 9 Median Household Income Growth

	2000	2010	2019
BURLINGTON	\$43,365	\$53,495	\$68,564
RACINE COUNTY	\$48,059	\$53,855	\$61,336
WISCONSIN	\$43,791	\$51,598	\$61,747

Source: US Census, American Community Survey, 2015-2019.

Figure 24: Household Income Distribution Comparison



Source: US Census, American Community Survey, 2015-2019.

EMPLOYMENT PROJECTIONS

SEWRPC forecasts for 2035 projected employment to increase to 11,200, this minimal but steady growth is reflective of past growth within the City of Burlington roughly another 2,025 new jobs in the next 20 years. The City’s 2040 preferred growth scenario further forecasts these numbers to represent the collective vision of a Progressive Growth established by the community during the visioning phase. The 2040 preferred growth projects employment to reach 13,300, roughly 4,125 new jobs over the next 20 years, a progressive vision for growth for employment in the City of Burlington. These new jobs are reflective of the forecasted 2,400 new residents and 1,105 new households to the City of Burlington. This assumes future growth outside the City’s current jurisdictional limits through annexation into City’s planned urban service area.

table 10
Burlington Employment & Projections

	EMPLOYMENT			PROJECTIONS	
	2000	2010	2020	2035	2040
BURLINGTON	8,345	8,363	9,175	11,200	13,300

Source: 2000 and 2010 US Census, RCEDC 2020 Employment Data, SEWRPC Racine CO Comprehensive Plan 2035

OPPORTUNITY SITES

Several development or improvement opportunity sites have been identified throughout the City or immediately adjacent to the City boundary. These sites were chosen because of factors including existing use, location and physical condition, but most are vacant or severely underutilized. Some represent growth areas for residential development, others for commercial or industrial development.

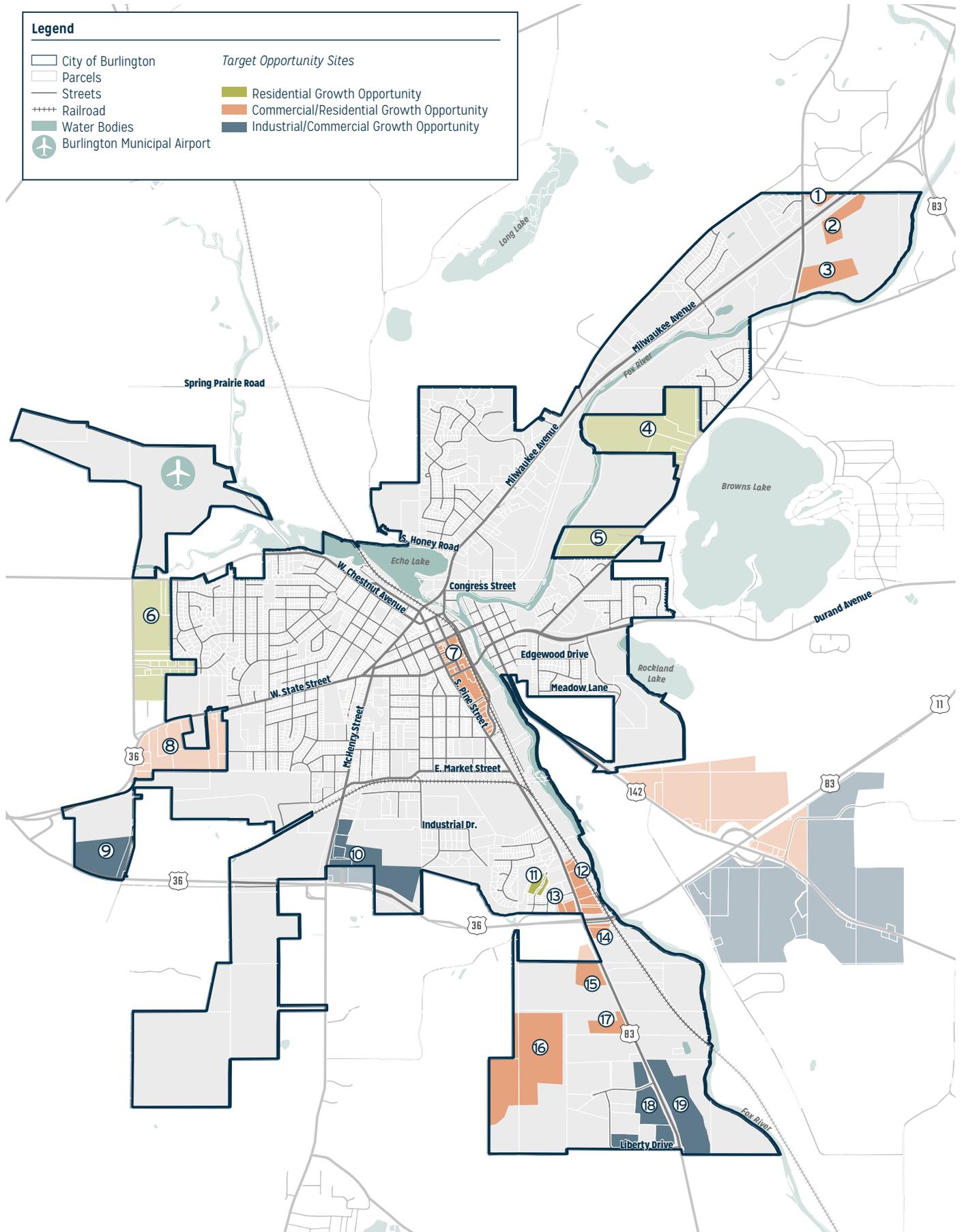
These areas may represent opportunities to introduce different housing types or other new uses into the City and may or may not be developed in the future depending on ownership, existing use, size, potential encumbrances, and other development limitations.

Exhibit 1 on the next page identifies these areas and the table below lists them numerically from north to south as well as the site acreage for each.

table 11
Target Opportunity Sites

TARGET OPPORTUNITY SITES (ACRES)			
SITE 1	3.66 acres	SITE 11	4.8 acres
SITE 2	14.66 acres	SITE 12	4.62 acres
SITE 3	19.87 acres	SITE 13	14.46 acres
SITE 4	91.95 acres	SITE 14	4.85 acres
SITE 5	36.18 acres	SITE 15	14.77 acres
SITE 6	82.83 acres	SITE 16	95.28 acres
SITE 7	33.27 acres	SITE 17	9.24 acres
SITE 8	69.68 acres	SITE 18	33.12 acres
SITE 9	32.31 acres	SITE 19	43.79 acres
SITE 10	56.77 acres		

Exhibit 1: Target Opportunity Sites Map



Build Out Analysis

Based on the existing size and zoning designation, and using a reasonable set of assumptions, it is possible to get a sense of potential development capacity for these sites. Although other limitations could influence development capacity on any given site, the following information is useful for envisioning future growth and development in different parts of the City.

For example, Site 1 is an approximate 3.5-acre site on Milwaukee Avenue in the northeast portion of the City. The site is zoned B-1, Neighborhood Business District, and represents a gateway opportunity for the City given its location on the incoming traffic side of the street at the existing City boundary. Based on the property size and reasonable development assumptions, it is possible that it could be developed with a 40,000 square foot commercial building.

Note: Development assumptions include requirements for landscaping and parking assumed at 50% of the site, and a conservative 50% floor area ratio for commercial uses and a 30% floor area ratio for industrial uses, calculated on the remaining area. For single-family residential uses the assumption is five housing units per gross acre calculated at 75% of the total site area.

RESIDENTIAL OPPORTUNITY SITES

Several sites identified could be developed for residential uses. These include Sites 3 and also 4-6 which are located adjacent to, but not currently in, the City limits. These sites present opportunities for compatible single-family residential development.

Other sites that could potentially accommodate single-family residential development include Sites 8 along West State Street (60 acres), Site 11 near an existing single-family subdivision, and Sites 16 located in the southern part of the City. However residential sites in the southern part of the City must consider environmental issues and may have development limitations based on the presence of wetlands or other sensitive resources. The City must also determine the appropriateness and type of residential development in this location. Given the presence of environmental features, conservation style subdivision design in this location is warranted.

- » Approximate acreage = 390 acres
- » Discount for site development
0.25(25%) = 293 acres
- » Single-family residential uses at
3-5 housing units per acre
- » Residential Development Potential 1,170 single-family homes

COMMERCIAL OPPORTUNITY SITES

Sites identified for commercial development include Sites 1 and 2 along north Milwaukee Avenue, as well as the frontage of Site 8 (ten acres) along West State Street, and Sites 12-14 near the intersection of South Pine Street and Route 83.

- » Approximate acreage = 52 acres
- » Discount for site development
0.50(50%) = 26 acres
- » Discount for typical floor area ratio for commercial uses 0.50(50%) = 13 acres
- » Commercial Development Potential 568,000 square feet

INDUSTRIAL OPPORTUNITY SITES

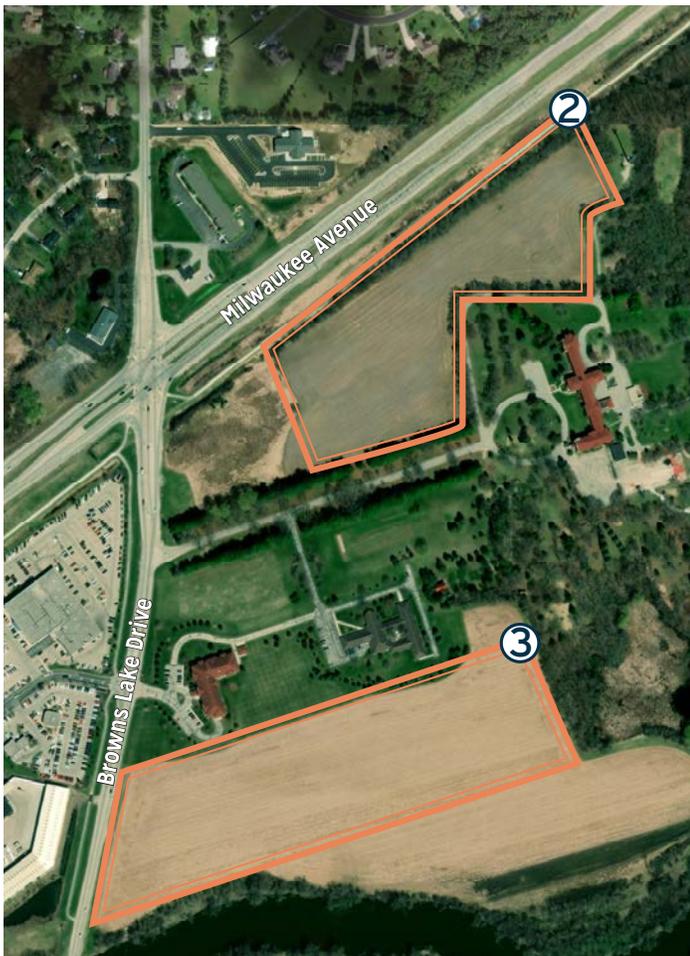
Industrial sites are limited to Sites 9-10 and 15, 17-19. However, these sites are vacant and represent areas where the City can expand its industrial, healthcare, and manufacturing sectors.

- » Approximate acreage = 190 acres
- » Discount for site development
0.50(50%) = 95 acres
- » Discount for typical floor area ratio for industrial uses 0.35(35%) = 33 acres
- » Industrial Development Potential 1,446,000 square feet



OPPORTUNITY SITE 2&3

These approximately 35-acre site is the former St. Francis Friary and associated uses and buildings. Due to historic preservation interests, development of the entire site is not envisioned, however, there are some vacant areas of the site that could be developed. The site has frontage along the Fox River and some wetlands and woodlands that may warrant preservation. The site also has frontage along Milwaukee Avenue. Any future development should be given careful review, in the context of a comprehensive site development plan, given the size and location of the site, past history, existing uses and structures, and environmental features.



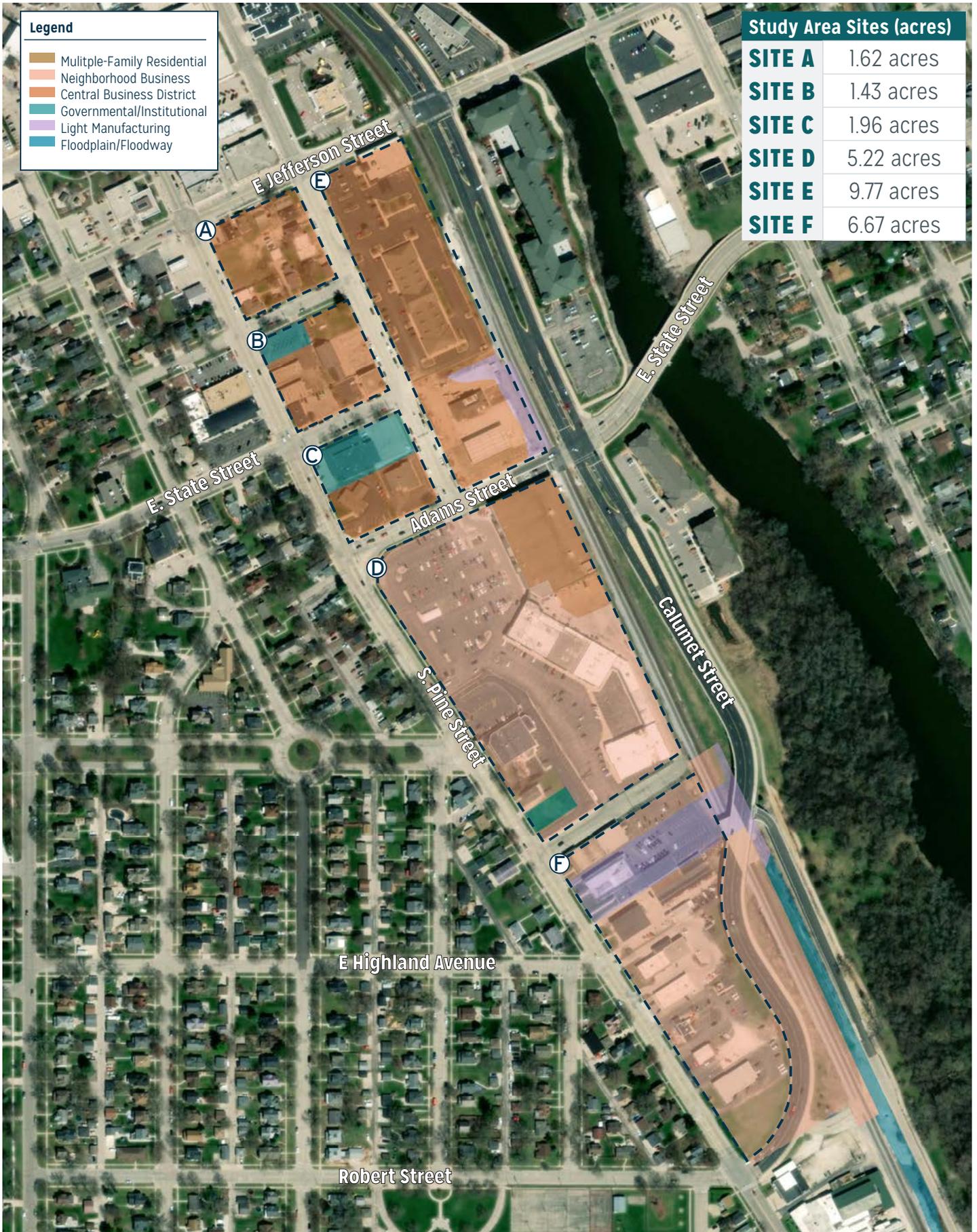
OPPORTUNITY SITE 7

This site represents an approximate 26-acre redevelopment area just south of Downtown between South Pine Street and the railroad tracks/Calumet Street (see Exhibit 2 on the next page). This represents a more detailed focus area for the City.

Given the underutilized nature of many of these properties, as well as site and building vacancies, undesirable uses, and property disinvestment, this area represents a significant opportunity for mixed-use and multi-family housing development close to Downtown. The City should make every effort to market this site for mixed-use residential development.

Expanding the multi-family options close to downtown would be a major draw to the area and provide new residential uses within walking distance of downtown retail and restaurants and services. Specific development capacity would be dependent on numerous factors but it is reasonable to assume that 26 acres of land could produce at least 500 units based on 25 units per acre, as well as 100,000-150,000 square feet of redeveloped or new commercial uses.

Exhibit 2: Opportunity Site 7



LAND USE GOALS

Land Use Goal 1 - Managed Growth

Focused and compatible growth within City boundaries on vacant and underutilized land, and consideration of annexation requests by property owners when submitted if contiguous to City boundaries, sensitive natural resources are protected, and the land can be served by utility and transportation systems.

Land Use Goal 2 - Well Maintained Neighborhoods

Well maintained residential neighborhoods with a variety of housing types and connected to parks, schools, and amenities that can be conveniently accessed by all residents.

Land Use Goal 3 - Vibrant Commercial Centers

Vibrant commercial centers that meet the needs of the community and provide locations for shopping, services, entertainment and arts and culture.

Land Use Goal 4 - Downtown Focus and Improvement

An active mixed-use Downtown that embraces its history and provides a variety of shopping, dining, gathering, and living opportunities.

Land Use Goal 5 - Strong Employment and Industrial Sector

A strong employment and industrial sector strengthened by Burlington's regional location, access to transportation and high quality of life featuring a diverse range of economic sectors, businesses, and industries.

Land Use Goal 6 - Enhanced Parks, Open Space and Resource Conservation

Enhanced parks and open space resources that expand the City's active park and recreation resources, protect wetlands, wildlife and woodlands, and identify the Fox River as a primary natural resource for the City.

HOUSING GOALS

Housing Goal 1 - Housing Supply and Costs

An adequate supply of well-designed housing types available to all income levels throughout the city that meets the forecasted demand for future housing in the city.

Housing Goal 2 - Housing Options

Promote and encourage a wide range of lot sizes, housing types and options and neighborhood amenities that cater to all demographic and income groups.

Housing Goal 3 - Existing Housing Stock

Preserve, maintain, and increase investment in the Burlington's existing housing stock and residential neighborhoods.

Housing Goal 4 - Downtown Housing

Increased mixed-use and multi-family housing options in and close to Downtown.

Housing Goal 5 - Housing Programs and Services

Accessible and available housing programs and support services to potential buyers, current owners, and renters.

MOBILITY AND CONNECTIVITY GOALS

Mobility and Connectivity Goal 1 - Planned Roadway Network

A planned roadway network that connects all areas of the City in an efficient and orderly fashion and improves mobility and accessibility for all users.

Mobility and Connectivity Goal 2 - Connectivity and Accessibility

A multi-modal transportation network that provides a range of transportation options, increases accessibility, and connects all areas of the City in an efficient and orderly fashion.

Mobility and Connectivity Goal 3 - Pedestrian and Bicycle Mobility

A well-maintained system of pedestrian and bicycle facilities including sidewalks, bike lanes and routes, trails, and supporting facilities that connect the City and provide options for non-motorized transportation.

Mobility and Connectivity Goal 4 - Burlington Municipal Airport

Maintain the Burlington Municipal Airport as a general utility airport, carefully regulate land use around the airport, and promote it as a resource to support the City's transportation and economic development goals while limiting impacts from the airport to adjacent uses.

Mobility and Connectivity Goal 5 - Railroad

Limit impacts from the Canadian National freight railway while maintaining a safe rail corridor and limiting impacts to uses adjacent to the railroad.

UTILITIES AND COMMUNITY FACILITIES GOALS

Utilities and Community Facilities Goal 1 - City Facilities and Services

Well-planned and well-maintained City facilities and services, equitably distributed, that meet the needs of Burlington residents, while maintaining the general health, safety, and welfare of the community.

Utilities and Community Facilities Goal 2 - Utilities and Infrastructure

A complete and well-maintained utility system providing service to all properties, businesses and residents and is extended when necessary to serve development to properties annexed into the utility service area,

Utilities and Community Facilities Goal 3 - Educational and Health Facilities

A collaborative relationship with the Burlington Area School District, Aurora Health, and other private education and health service providers to ensure quality education and health services in Burlington.

Utilities and Community Facilities Goal 4 - Partnerships and Collaboration

A productive and engaging network of partnerships with other governmental entities, private businesses, community service providers, non-profits and other service organizations as a commitment to the community to meet their needs and expectations,

ECONOMIC DEVELOPMENT GOALS

Economic Development Goal 1 - Business Recruitment and Retention

A successful business recruitment and retention program that attracts a wide range of business and industry to the City and offers business support services to retain existing businesses.

Economic Development Goal 2 - Downtown Investment and Vibrancy

A vibrant Downtown that reflects the City's heritage and history, and contributes to the City's economic development, community design, and housing objectives.

Economic Development Goal 3 - Redevelopment and Reinvestment

Redevelopment of vacant and underutilized properties and property reinvestment intended to increase value, generate tax revenue, and improve community design and aesthetics.

Economic Development Goal 4 - Workforce Development

A workforce development, education, and training program that provides skills and knowledge necessary to compete in the 21st century marketplace.

Economic Development Goal 5 - Regional Partnerships

Collaborative partnerships and regional cooperation at the local, county, regional, and state level to further develop and implement Burlington's economic development objectives.

Economic Development Goal 6 - Marketing, Promotion, and Public Relations

A City-wide marketing and public relations program that promotes Burlington's unique assets, opportunities, and strengths.

AGRICULTURAL, NATURAL, CULTURAL RESOURCES GOALS

Goals still to be added

***DRAFT* UTILITIES AND COMMUNITY FACILITIES CHAPTER**

City of Burlington Vision Plan 2040

UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Burlington's utilities, community facilities, and services are an integral component to the City's long term planning strategy. This is especially true in terms of utility service and extensions of service as the City continues to grow. Burlington has a long history of excellent utility service, community facilities, and well-maintained infrastructure. The policies in this chapter are intended to ensure that the utilities and community facilities maintain this integrity and continue to effectively serve Burlington's needs into the future.

The City is only one of a host of public entities providing services to the community. Burlington is also served by the Burlington Area School District, Burlington Public Library, Aurora Health, Racine County, We Energies, and ASDA Enterprises. A number of community-wide organizations also provide services and play an important role in the community. These include a network of non-profit agencies, faith communities, and a variety of fraternal, civic, health, and art organizations.

UTILITIES & COMMUNITY FACILITIES REQUIREMENTS

The Wisconsin State Legislature regulates the contents of a comprehensive plan through Statute 66.1001. The Statutes require a Utilities and Community Facilities Element be included that guides the future development of utility service, and community facilities in the local government.



“City services are primarily administered and operated from City Hall.”

UTILITIES

Water & Wastewater

WATER

The City operates and manages its own public water system. The Burlington “Water Works” public water system was formed in 1890 and provides over 2.5 million gallons per day to customers through a network of water pipes, mains, and pumping stations located throughout the City. The source of water for the Burlington system consists of five drilled groundwater municipal wells, each finished in a deep sandstone aquifer. Water from these wells is chlorinated, then pumped into an elevated tank or ground storage reservoir, where it is held for distribution. The Water Division provides sufficient water flows and pressures throughout the City for domestic consumption and fire-fighting purposes. It also maintains the operation and management of the water distribution system. This Water Division of the Public Works Department is responsible for all repairs to water lines, towers, tanks, and appurtenances.

The water system is aging and moving forward the City will need to embrace a proactive approach to upgrades, replacement, and installation of new pipes and equipment. The growth of the City along Milwaukee Avenue and to the west towards Mormon Road have presented water flow and pressure challenges at the outer reaches of the system. Overall, there has been a lack of water utility master planning and the City does not have a utility master plan focused on the water system. Moving towards 2040, the City will need to prepare a master plan that identifies funding mechanisms and scheduled upgrades and replacements to the system as needed.

WASTEWATER

The City maintains the quality and safety of the essential utility services of wastewater through the sanitary sewer system and wastewater treatment plant. The Wastewater Division of the Public Works Department manages and maintains the existing system, including the 57 miles of gravity and force main sewer lines, 1,300+ manholes and nine raw sewage pump stations. They are also responsible for the treatment and disposal of all wastewater that is generated within the City's sanitary sewer service area (SSA). The SSA includes the City of Burlington, Bohner's Lake Sanitary District, and Brown's Lake Sanitary District. The Water Pollution Control Facility processes wastewater to keep the City and its surrounding environment safe and pollution free. The processed clean wastewater is discharged into the Fox River.

The wastewater treatment plant has a design capacity of 3.5 million gallons per day and is currently operating at 75 percent capacity. The plant was designed for a population of 17,000 although significant development in the City, particularly in the industrial areas and on the periphery of the current City boundaries could compromise the existing system. The City does not have a long-term master plan for its sanitary sewer treatment. Moving forward the City will need to take a proactive approach to account for future growth and sufficient sanitary sewer capacity.

The wastewater division also maintains a number of programs to ensure the proper disposal of liquid waste. These programs include a Biosolids Management Program for agricultural reuse of biosolids and a mercury collection station to provide disposal services for mercury light bulbs and thermometers. It also has a receiving station for disposal of high-strength liquid waste.

Storm Drainage

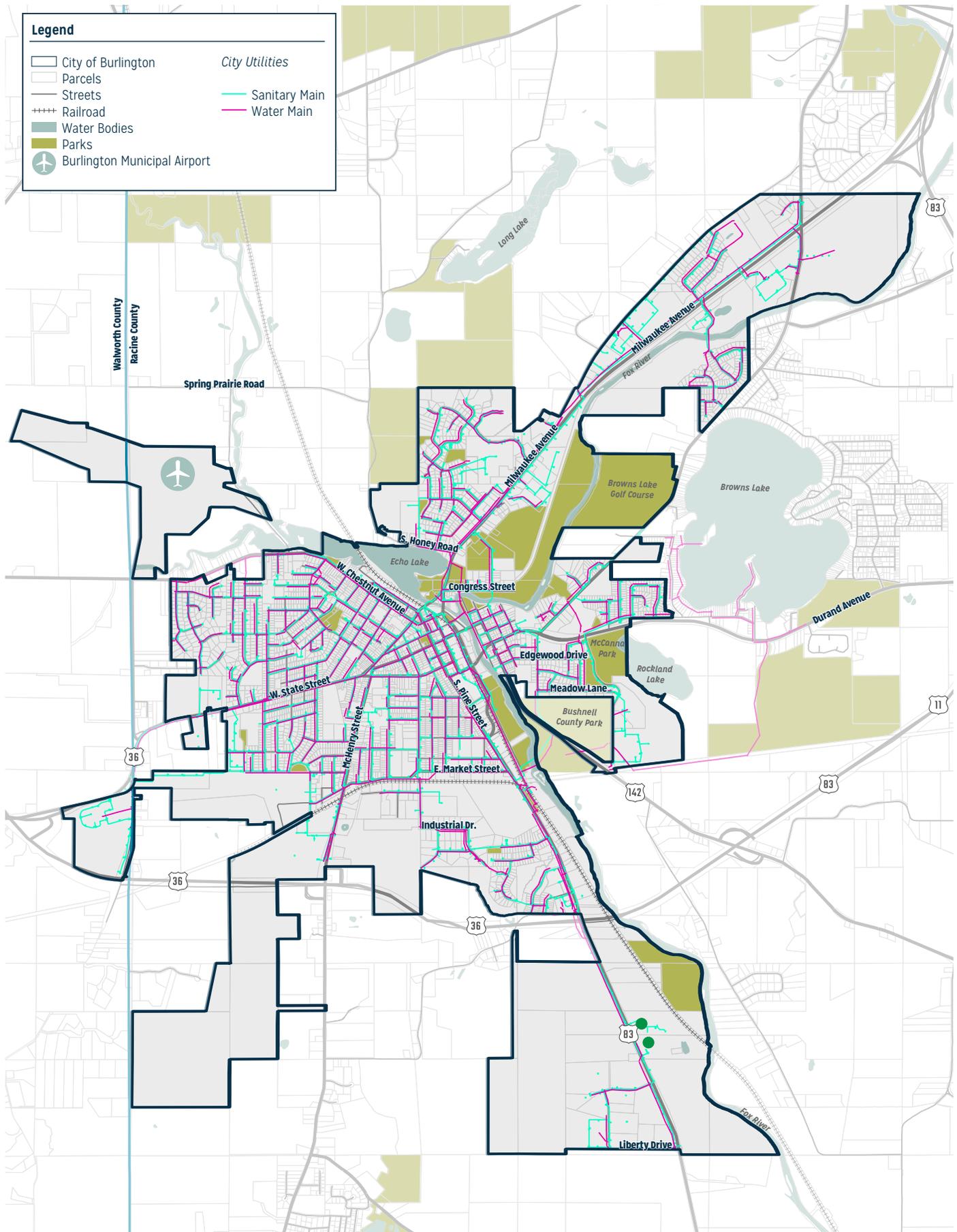
The City maintains its stormwater system through a series of pipes, drainage basins, pump stations as well as natural creeks, drainage swales, and detention ponds. New development is required to manage its own stormwater and detain on-site water to limit runoff and reduce potential flood events. Most stormwater is eventually discharged into the Fox River or Spring Brook Creek.

STORMWATER UTILITY

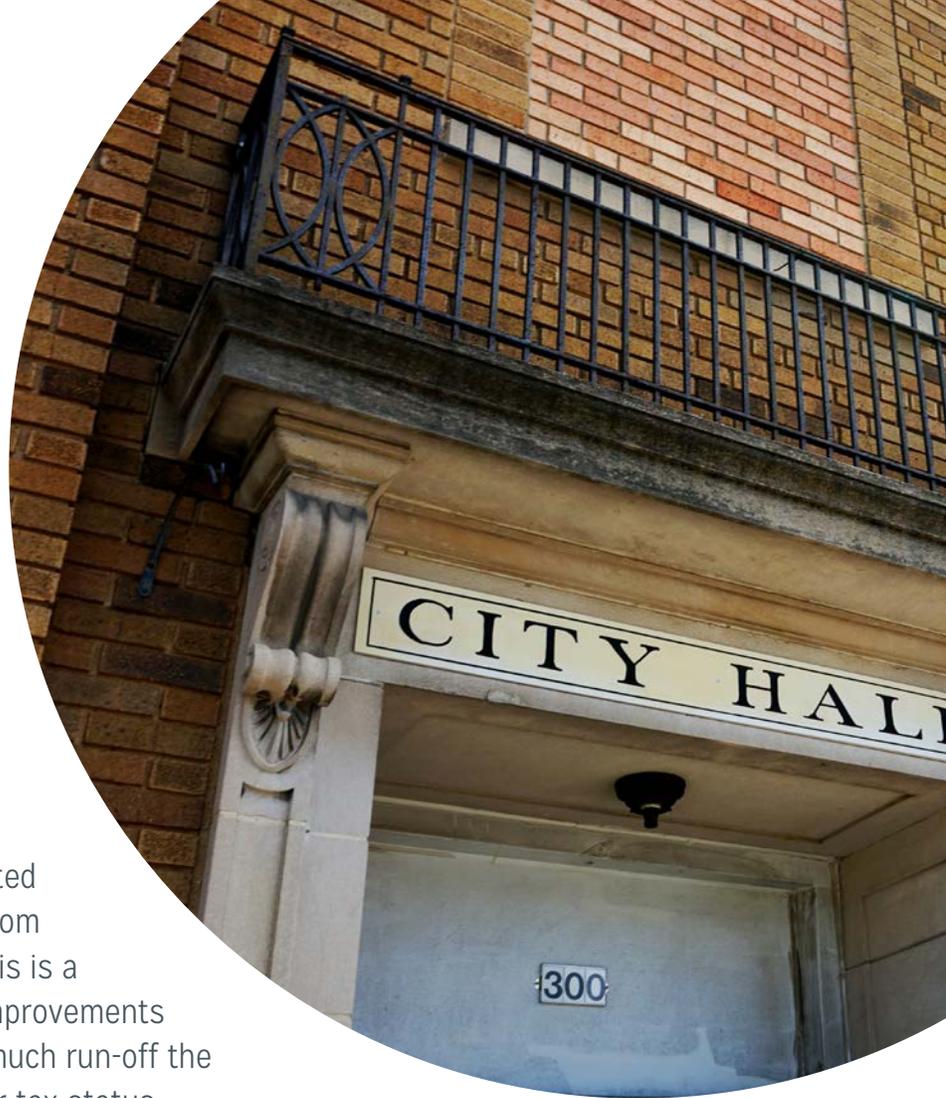
Over the past several years, the City of Burlington has seen more frequent large and intense rain events. The stormwater runoff that is generated can overwhelm the existing stormwater system. This flooding causes dangerous travel conditions and standing water around the City even long after the rain event has passed. In order to maintain and improve the stormwater system, the City has approved a Stormwater Utility to fund long-term maintenance, repairs, and upgrades to the system.



Exhibit 1: Water and Sanitary Sewer Map



Impervious surfaces such as concrete, asphalt and rooftops, do not allow stormwater to properly infiltrate into the ground, which create additional runoff volume. As the stormwater flows over impervious surfaces, it collects oils, grease, fertilizers, pesticides, trash, leaves, and chemicals which all end up in the storm drain system and eventually the Fox River. These pollutants create poor water quality and have negative impacts to the wildlife, plants, and residents. A Stormwater Utility provides an equitable way to fund mandated and necessary improvements to the City's stormwater infrastructure. The utility would be an enterprise fund for which stormwater related revenues and expenditures are separate from the City of Burlington's general tax levy. This is a more equitable way to fund stormwater improvements because the user fees are based on how much run-off the user produces, not their property's value or tax status.



Stormwater utility funds are dedicated to the planning, maintenance, and construction of stormwater facilities necessary to reduce runoff pollutants to meet the Wisconsin Department of Natural Resources (DNR) and Environmental Protection Agency (EPA) mandates. Stormwater facilities may include detention ponds, rain gardens, infiltration basins, storm sewer maintenance and improvements, street sweeping, leaf collection, and erosion control.

ENERGY SERVICE

Energy service in Burlington is provided by We Energies, the Wisconsin Electric Power Company. We Energies provides electric and natural gas services to customers in portions of Wisconsin, particularly the Milwaukee area and greater Southeast Wisconsin. We Energies produces its electricity at a series of generating stations, hydroelectric plants, and wind energy centers. The Paris Generating Station and Paris Substation are located in nearby Union Grove. A substation also exists in Burlington, located at the east end of Congress Street.

The City may also consider allowing private solar arrays or residentially scaled wind energy conversion systems (WECS) to supplement the public electric system. Moving forward with more reliance on renewable energy systems can store and help maintain power during storm events or other periods of disruption.



Telecommunications

Technology and wireless services and other advancements in communication technology will be critical to maintain an advantage in a competitive economic market. It will also prove useful as technology is integrated further into City operations. Smart city technology can build efficiencies into city operational functions and also be used to monitor real time activities to build efficient and effective response protocols.

Spectrum, a municipal telecommunications provider, provides mobile communication and Internet services to both residents and businesses in Burlington. There is a number of other private telecommunication providers that also offer service. The value of affordable wireless communication technology is recognized in its role of generating economic growth and improving quality of life. The City could consider providing free public wifi and promoting wireless telecommunication services to supplement its public services to residents and visitors.

Waste Management & Recycling

The City contracts with a private contractor for solid waste collection and recycling services and provides a weekly recycling collection service. The City will continue to support the safe and efficient removal of trash and promote and encourage waste reduction and recycling in the community. A private recycling center also exists on Maryland Avenue, but its long term use is uncertain as the future land use of this parcel has been designated for parks and open space.

CITY FACILITIES & SERVICES

City services are primarily administered and operated from City Hall located on North Pine Street in Downtown. The City's police station is also located Downtown on East Jefferson Street. The Fire Department is located on West Washington Street near the merge with Milwaukee Avenue. The City's Public Works Facility and Wastewater Treatment Facility are located further south on South Pine Street.

City Hall

Burlington City Hall is housed in a older building in the historic district, It was constructed in 1926 and provides services related to City Administration, County Services, Budget and Finance, Human Resources, Building Inspection, Planning and Zoning, and the City Clerk. City Hall maintains regular business hours and provides customer service for City departments, as well as a number of community services and programs. City Hall is a smaller, two-story structure, and has limited space and ADA inefficiencies. Any potential expansion of City services, departments, or staff may require a space needs analysis to determine if the existing facility can accommodate future needs.

Public Works

The Department of Public Works operates from their facility and operations yard located on South Pine Street. The Public Works operations yard is currently too small for their fleet of vehicles and equipment. Some level of expansion will be needed moving forward either on-site or at a different location.

Public Works provides a variety of services including maintenance of public streets and the storm drain system; winter snow plowing of streets, alleys, and municipal parking lots; maintenance of street signs and traffic signals; engineering services; maintenance of the compost site; collection of brush and leaves; noxious weed control; maintenance of recreational facilities, outdoor parks, right-of-way plantings, and City gardens. The Public Works Department is comprised of four primary divisions.

- » **Engineering:** The City contracts with a private consultant for various engineering services. The primary functions for Engineering in the City include a range of services related to development, infrastructure, and utilities. More specifically, engineering services includes developing long-range plans to ensure the City's infrastructure is adequate for anticipated growth. They also coordinate with contractors, engineers, and the Wisconsin Department of Transportation for highway construction projects. In addition, they design capital improvement projects, inspect the construction of public infrastructure, aid with traffic signals, surveys, traffic counts, and sidewalk programs, and review development plans to ensure that proposed utilities and streets meet Burlington's development standards.
- » **Parks and Facilities:** The Parks and Facilities Division is responsible for maintaining public facilities, outdoor parks, and recreation facilities. They are also responsible for maintaining City parks, street medians and rights of way plantings. This includes landscape maintenance and repair of park benches, playground equipment, and buildings. The department also organizes equipment and materials for special events. More information about the City parks and recreation resources is provided in the Agricultural, Natural, and Cultural Resources Chapter.
- » **Recycling and Yard Waste:** The Department of Public Works maintains a compost site for residents and contractors, provides brush collection for residents, and autumn leaf collection throughout the City.
- » **Street Maintenance:** The Street Maintenance Division maintains the street signs and traffic signals throughout the City. Signs are replaced as needed according to a maintenance schedule. The department maintains over forty miles of streets and alleys and strive for clean and well-maintained roadways. The department also performs parking lot maintenance, striping, curb markings, and stormwater system maintenance.



Police & Fire Services

POLICE SERVICE

The City of Burlington Police Department operates from the Police Station located Downtown on East Jefferson Street next to City Hall. The Police Department provides patrol to all parts of the City, responds to calls for police service, conducts investigations in response to reported crimes, and maintains records of all reported crimes and police related incidents. They also provide emergency response services to major accidents, natural disasters, civil disorders, and other public emergencies, and employ a large focus on community crime prevention services. The Police Department is committed to employing the highest standards of performance, best practices in policing, and accountability reflecting the values of the City of Burlington. It is expected with population growth there will be a need for expansion of police services and staff increases, which may require a space needs analysis to determine if the existing facility can accommodate future needs.

FIRE AND EMERGENCY MANAGEMENT SERVICE

The City's Fire Department and Emergency Management Services (EMS) operate from the Fire Station on West Washington Street. The Fire Department includes three engine companies and two ladder trucks. The City is part of Automatic Response Aid agreements with the City of Rochester and Town of Burlington. They also receive support from Rochester and Burlington Township Fire Stations, No.2 located south of the City on McHenry Street and Township Fire Station No. 3 located on the east side of Browns Lake. Currently, the City's Fire Station is sufficient to support the City. However, a second station in the southern portion of the City, in the vicinity of South Pine Street, has been discussed. As the City continues to grow, particularly to the south, another fire station may become necessary.

The Fire Department is a combination fire department comprised of volunteers and full-time staff. It has an ISO Class 2 Rating which indicates it's well staffed, equipped, and trained. The high ISO rating also provides a reduction in fire insurance rates to business and residential property owners. Other than the typical duties of firefighting, the Fire Department administers programs related to fire prevention, inspection and maintenance, and training.



Burlington Senior Activity Center

The Burlington Senior Center is a non-profit organization that provides a variety of activities, services, and opportunities for Burlington seniors as well as those in Western Racine, Western Kenosha, and Eastern Walworth County. The Burlington Senior Center provides a community space, that is leased from the City, to meet friends and enjoy time socializing, playing games, or participating in activities. The Senior Center offers numerous recreation programs, throughout the year and also offers music, library services, Meals on Wheels, and other activities and programs.

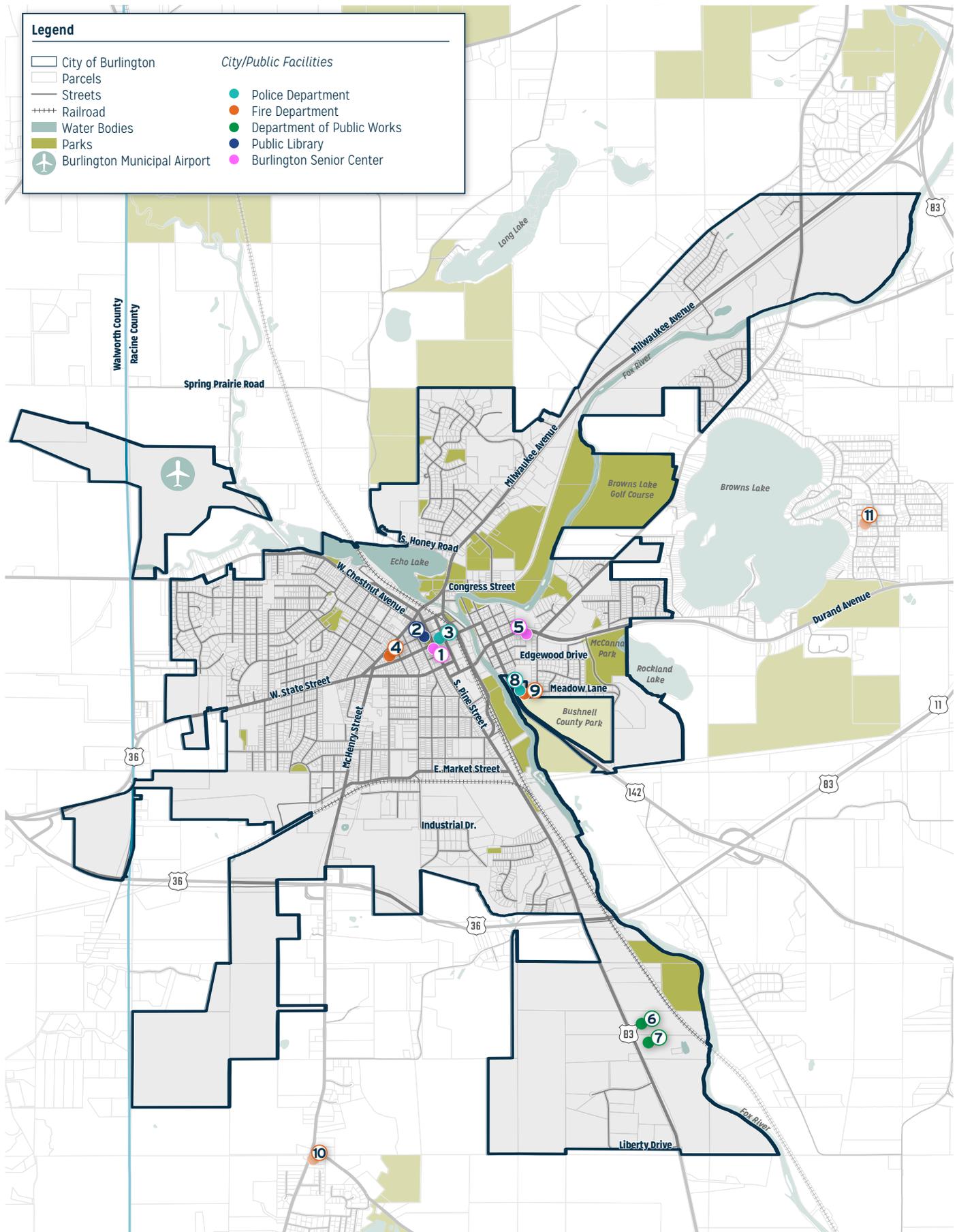
Burlington Public Library

The Burlington Public Library has been operating over 100 years and is located Downtown, across the street from City Hall, near Wehmoff Square Park. The library provides a variety of services including a collection of over 62,000 volumes and over 100 periodicals as well as numerous music, video, and digitized materials. They have an annual circulation of 200,000. The library offers numerous services to the community including reference and children's services, computer access and wifi services, meeting rooms, photocopying, and digitization.

table 1
City Facilities (see Exhibit 2)

NUMBER	FACILITY
1	City Hall
2	Burlington Public Library
3	City of Burlington Police Department
4	Burlington Fire Department and Rescue Squad
5	Burlington Senior Center
6	Wastewater Treatment Facility
7	City of Burlington Department of Public Works
8	Town of Burlington Police Department
9	Town of Burlington Fire Department No. 1
10	Town of Burlington Fire Department No. 2
11	Town of Burlington Fire Department No. 3

Exhibit 2: City Facilities Map



EDUCATIONAL & HEALTH FACILITIES

Educational Facilities

BURLINGTON AREA SCHOOL DISTRICT

The Burlington Area School District is the primary education provider in Burlington. The District operates five elementary schools, one middle school, and one high school. The District also operates other educational programs such as an extended care program, children’s center, and a Montessori K-6 program. The District serves more than 3,000 students from kindergarten to 12th grade and students from Racine, Kenosha, and Walworth Counties. District enrollment has been stable in recent years and the District is not expecting any issue related to overcrowding or lack of space.

The District operates and is responsible for nine buildings. The District completed a strategic plan process in 2015. One of the outcomes of this process was renewed investment in facility planning and assessment of facilities through a comprehensive facility study. While most District buildings are in excellent condition, some are aging and in need of more frequent repairs. The District maintains an annual budget for building operations and repairs but will need to consider future investments to determine how best to maintain its facilities and provide a quality learning environment.



table 2
Public Schools serving Burlington

NUMBER	PUBLIC SCHOOL	APPROX ENROLLMENT	LOCATION
1	Cooper Elementary School	308	248 Kendall Street
2	Dyer Elementary School	382	201 S Kendrick Avenue
3	Lyons Elementary School	169	1622 Mill Street
4	Waller Elementary School	275	195 Garden Avenue
5	Winkler Elementary School	123	34150 Fulton Street
6	Karcher Middle School	580	300 Wainwright Avenue
7	Burlington High School	400	McCanna Parkway



PRIVATE EDUCATION FACILITIES

There are three private catholic schools in Burlington. Two of the schools are operated by Burlington Catholic School, Inc. and include a K-3rd grade school, St. Charles Campus, and a 4th-8th grade school, St. Mary's Campus. There is also one private high school, the Catholic Central High School. These three catholic schools serve approximately 700 students. There are also other smaller, private preschools and other smaller faith-based elementary schools in Burlington.

VOCATIONAL SCHOOLS, COLLEGES, UNIVERSITIES

There are no higher education schools or campuses within Burlington, although Gateway Technical College does operate an academic center in Burlington. This center is smaller than the Gateway Campuses in other locations, but still offers academic programs, adult educational services, computer labs, and classrooms. While not immediately available in Burlington, there are a number of higher education campuses, including colleges, universities, and technical schools in close proximity.

Health-Care Facilities

Advocate Aurora Health is the primary health care provider in Burlington and operates both the Advocate Aurora Medical Center Burlington and the Advocate Aurora Health Center, which provide a full range of medical services to the community. The hospital originally opened as Aurora Memorial Hospital of Burlington but has grown and become part of the Advocate Aurora Health Care consortium. The growth has enabled the hospital to deliver enhanced quality care and innovative services. The Advocate Aurora Health Center is a newer facility, constructed in 2015, offering a full range of health and medical services located on Spring Valley Road on the western edge of the City.

Advocate Aurora Health is a nationally recognized health care provider offering a wide range of medical specialties in a culturally sensitive manner to help people live healthy lifestyles. They are an important community partner and the City supports their common goals of collaboration to meet the unique health care needs of the community.

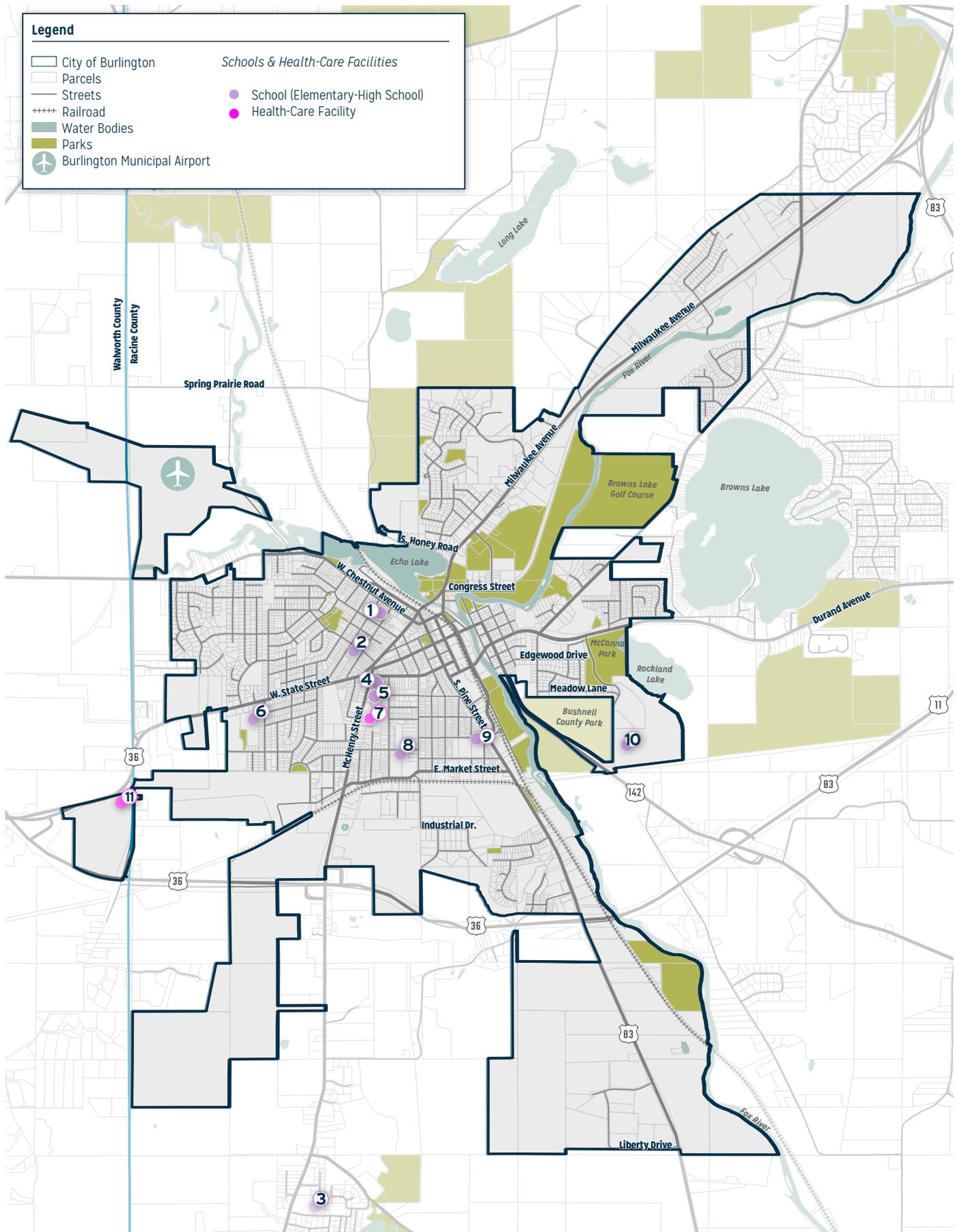
Public health services in Burlington are provided by the Racine County Health Department. They are responsible for providing public health services throughout Racine County and have a mission to improve the health of the communities through health promotion, disease prevention, and protecting the public from health and environmental hazards. They provide a variety of programs or services which address focus areas identified in the State of Wisconsin Health Plan. They are an important community partner and work with communities on a broad array of environmental health, community health, and preparedness programs to prevent disease and promote well-being.

table 3

Educational & Healthcare Facilities (see Exhibit 3)

NUMBER	FACILITY
1	Burlington Catholic School - St Charles Campus
2	Cooper Elementary School
3	Winkler School
4	Burlington Catholic School - St Mary's Campus
5	Catholic Central High School
6	Dyer Elementary School
7	Aurora Medical Center
8	Waller School
9	Karcher Middle School
10	Burlington High School
11	Aurora Health Center

Exhibit 3: Educational & Healthcare Facilities Map



GOALS, POLICIES AND ACTIONS

Utilities and Community Facilities Goal 1 - City Facilities and Services

Well-planned and well-maintained City facilities and services, equitably distributed, that meet the needs of Burlington residents, while maintaining the general health, safety, and welfare of the community.

Utilities and Community Facilities Goal 2 - Utilities and Infrastructure

A complete and well-maintained utility system providing service to all properties, businesses and residents and is extended when necessary to serve development to properties annexed into the utility service area,

Utilities and Community Facilities Goal 3 - Educational and Health Facilities

A collaborative relationship with the Burlington Area School District, Aurora Health, and other private education and health service providers to ensure quality education and health services in Burlington.

Utilities and Community Facilities Goal 4 - Partnerships and Collaboration

A productive and engaging network of partnerships with other governmental entities, private businesses, community service providers, non-profits and other service organizations as a commitment to the community to meet their needs and expectations.

Utilities and Community Facilities Goal 1 - City Facilities & Services

Well-planned and well-maintained City facilities and services, equitably distributed, that meet the needs of Burlington residents, while maintaining the general health, safety, and welfare of the community.

POLICY	ACTION
<p>Policy 1.1 - City Services</p> <p>Continue to improve, provide, and promote City-wide operations and maintenance and provide exemplary service to the residents of Burlington.</p>	<p>ACTION 1</p> <p>Continue to invest in, maintain, and provide adequate services for all residents and businesses in the City.</p>
	<p>ACTION 2</p> <p>Conduct annual service evaluations and city-wide surveys to assess community needs and ensure services from the City are maintained based on these needs.</p>
	<p>ACTION 3</p> <p>Educate and partner with business and home owners on their responsibilities to maintain their property, as well as, the public right-of-way, public landscaping, and sidewalks.</p>

POLICY	ACTION
<p><i>Policy 1.2 - Police, Fire, and Emergency Management Services</i></p> <p>Ensure police, fire, and emergency response services are continually evaluated based on growth, development, and population increases of the City, and operational needs are updated as necessary.</p>	<p>ACTION 1 Maintain Fire Department and EMS services and regularly evaluate department needs based on long term growth and development of the City.</p> <p>ACTION 2 Monitor and maintain adequate emergency service response times in the range of 4-8 minutes for on-scene response. Emergency response time depends on location, weather, traffic and other uncontrollable factors.</p> <p>ACTION 3 Prepare a strategic plan for future growth and consider funding sources for a second fire station within the City.</p> <p>ACTION 4 Maintain or improve the Fire Department’s current ISO Class 2 rating and ensure the Fire Department is properly staffed and has the equipment and resources needed.</p> <p>ACTION 5 Ensure police services meet the needs of the community and regularly evaluate these services and revise or upgrade when necessary.</p>
<p><i>Policy 1.3 - City Buildings, Fleet, and Equipment</i></p> <p>Continually evaluate City buildings, vehicles, and equipment to maintain service levels and operational needs. Plan maintenance and repairs as needed to prevent long term damage or malfunction.</p>	<p>ACTION 1 Ensure future growth and development of the City is accommodated by conducting annual needs assessments to ensure public infrastructure and facilities are adequate to meet future growth and has the funding to be maintained over the long-term.</p> <p>ACTION 2 Consider smart city technology technological advances to create efficiency within City operations and facilities. Consider sustainable operations of City buildings and vehicles and transition to methods to reduce energy costs and consumption and/or operate electric vehicles.</p> <p>ACTION 3 Seek alternative funding sources to monitor the condition of City buildings and for the repair, upgrade or replacement of City buildings.</p>

POLICY	ACTION
<p><i>Policy 1.4 - Community Services and Programs</i></p> <p>Continue to provide and improve community and public services including the library, senior center, other facilities, and programming for the community.</p>	<p>ACTION 1</p> <p>Support efforts from the library to maintain and increase their services to the community. Seek common funding sources and evaluate methods to share and reduce costs to provide services, based on State Statutes and County(s) funding methods and/or programming.</p> <hr/> <p>ACTION 2</p> <p>Support and assist the senior center with services and programs to meet their needs and needs of all seniors in Burlington.</p>

Utilities and Community Facilities Goal 2 - Utilities and Infrastructure

A complete and well-maintained utility system providing service to all properties, businesses and residents and is extended when necessary to serve development to properties annexed into the utility service area,

POLICY	ACTION
<p>Policy 2.1 - Water and Sanitary Systems</p> <p>Continue to provide efficient, cost-effective, high quality water and sanitary sewer service to all Burlington residents.</p>	<p>ACTION 1</p> <p>Continually monitor the wastewater treatment plant (WWTP) capacity and operations to ensure it meets the long term needs of Burlington. Anticipate future needs and prepare for and expand capacity when needed.</p>
	<p>ACTION 2</p> <p>Regularly monitor water quality and maintain Burlington water at the highest standards. Ensure pollutants do not breach the public water system.</p>
	<p>ACTION 3</p> <p>Promote water conservation education and programs to assist Burlington residents with proper knowledge about water system planning.</p>
	<p>ACTION 4</p> <p>Seek State and Federal grants and other funding sources to help provide funding for utilities, maintenance, and other City infrastructure.</p>

POLICY	ACTION
<p>Policy 2.2 - Long Range Utility Planning</p> <p>Work with the Town of Burlington and Racine County to encourage planning and provision of utility services as guided by the Comprehensive Plan, Capital Improvement Program, and other long-range planning documents.</p>	<p>ACTION 1</p> <p>Consider preparation of long range master utility plans for water and sanitary sewer service based on Burlington’s long term growth projections and the Future Land Use Map.</p>
	<p>ACTION 2</p> <p>Seek funding sources and cost efficiencies for utility extensions and maintenance through grants, funding studies, cost analysis, and other means.</p>
	<p>ACTION 3</p> <p>Annually review capital improvement plans for water and sewer service to maintain consistency with the Comprehensive Plan and Burlington’s growth objectives.</p>
	<p>ACTION 4</p> <p>Consider utilization of smart city technology and other technological advances to create efficiency within the utility systems.</p>
<p>Policy 2.3 - Stormwater Management</p> <p>Create and maintain sound stormwater management policy through a long range master plan for managing stormwater in the City and continue to play a proactive role for active stormwater management.</p>	<p>ACTION 1</p> <p>Consider preparation of a stormwater management master plan.</p>
	<p>ACTION 2</p> <p>Create and maintain a stormwater utility to fund stormwater management, ongoing maintenance, replacement, and repair when needed.</p>
	<p>ACTION 3</p> <p>Evaluate opportunities to improve water quality, stormwater systems, and manage erosion along the Fox River.</p>
	<p>ACTION 4</p> <p>Utilize ‘Green infrastructure’ stormwater management techniques, such as bioretention, biofiltration and bioswales, and other methods as appropriate.</p>
	<p>ACTION 5</p> <p>Consider methods to reduce impervious surface areas throughout the City including pervious asphalt and pavers, porous concrete and other permeable materials.</p>
	<p>ACTION 6</p> <p>Continue to implement the City’s Storm Water Management Plan and its WPDES Municipal Separate Storm Sewer System (MS-4) permit from the Wisconsin Department of Natural Resources.</p>

POLICY	ACTION
<p>Policy 2.4 - Electric and Telecommunication Systems</p> <p>Collaborate and build relationships with all energy and telecommunication providers to facilitate equitable service and operations throughout Burlington.</p>	<p>ACTION 1</p> <p>Partner with We Energies to ensure that their long-range plans are consistent with Burlington’s comprehensive plan and that energy infrastructure is sufficient to support existing and future development.</p>
	<p>ACTION 2</p> <p>Consider funding sources to underground power lines in residential neighborhoods in a priority order and require underground utilities in new development and reconstruction projects.</p>
	<p>ACTION 3</p> <p>Support energy provider efforts to transition to renewable and carbon-free energy sources over time.</p>
	<p>ACTION 4</p> <p>Consider the allowance of small-scale wind energy conversion systems (WECS) and solar arrays on private property to supplement energy needs.</p>
	<p>ACTION 5</p> <p>As opportunities arise, work with telecommunications providers to enhance delivery of a full range of telecommunication services including 5G, fiber, and emerging technologies throughout Burlington.</p>
	<p>ACTION 6</p> <p>Evaluate and monitor wireless technology needs throughout the City and consider methods and emerging technologies to equitably distribute services to the community.</p>
	<p>ACTION 7</p> <p>Consider options for free public wifi in public locations.</p>

POLICY **ACTION**

Policy 2.5 - Waste Management

Continue to partner with contracted waste management providers for the efficient removal and reduction of waste and recycling in Burlington.

ACTION 1

Collaborate with waste management companies as needed to expand and promote the recycling program in Burlington, as well as an education program to promote the reduce, reuse, and recycle philosophy.

ACTION 2

Seek methods to reduce food waste and support use and development of sustainable waste management, including consideration of a City compost facility.

ACTION 3

Utilize partnerships with waste management companies to encourage clean and well maintained neighborhoods, waste reduction, and reduce the presence of property blight.

Utilities and Community Facilities Goal 3 - Educational and Health Facilities

A collaborative relationship with the Burlington Area School District, Aurora Health, and other private education and health service providers to ensure quality education and health services in Burlington.

POLICY	ACTION
<p>Policy 3.1 - School District Coordination</p> <p>Coordinate with the School District regarding proposed residential development in the City, new educational facilities, workforce development, community health, sustainability programs, and shared recreational fields.</p>	<p>ACTION 1 Seek collaborative efforts between the City and School District to offer school-site counseling, child-care, and other programs to youth and their families as funding allows.</p> <p>ACTION 2 Collaborate with the School District to implement the Safe Routes to School planning and implementation.</p> <p>ACTION 3 Partner and create common goals with the School District on a variety of programs and services related to sustainability, shared recreation space, workforce development and childcare, among others.</p>
<p>Policy 3.2 - Private Education Facilities</p> <p>Support the advancement of private education facilities in Burlington as a secondary means of education choices for all grade levels.</p>	<p>ACTION 1 Support the availability of faith-based education in the City and assist private education providers to maintain, promote, and expand their facilities when needed.</p> <p>ACTION 2 Promote higher education and workforce development in the City through alternative education, vocational, and private schools.</p> <p>ACTION 3 Support Gateway Technical College and their efforts to provide private higher education in Burlington.</p>

POLICY	ACTION
<p><i>Policy 3.3 - Health Care Facilities</i></p> <p>Maintain collaborative relationships with Aurora Health and other health service providers to ensure comprehensive medical and senior care to Burlington residents while promoting public health and wellness.</p>	<p>ACTION 1 Build partnerships with Advocate Aurora Health and other local health care organizations on programs aimed at improving public health and wellness.</p> <p>ACTION 2 Partner with private health care providers and non-profits to ensure equitable health services to all Burlington residents.</p> <p>ACTION 3 Work with Racine County Public Health Department to consider a “Health in All Policies” approach into policy making decisions to improve the overall public health and wellness of the City.</p>
<p><i>Policy 3.4 - Community Health and Wellness</i></p> <p>Create a City-wide public health and wellness program to support active, healthy life-styles.</p>	<p>ACTION 1 Continue to support the goals and objectives of the Racine County Health Department and other community health partners to build city-wide public health and wellness program.</p>

Utilities and Community Facilities Goal 4 - Partnerships and Collaboration

A productive and engaging network of partnerships with other governmental entities, private businesses, community service providers, non-profits and other service organizations as a commitment to the community to meet their needs and expectations.

POLICY	ACTION
<p>Policy 4.1 - Collaboration with Town of Burlington</p> <p>Collaborate and maintain open communication with the Town of Burlington on matters affecting both jurisdictions. Consider semi-annual meetings to discuss issues related to proposed development, annexations, natural resources, utilities, transportation, education, and other topics.</p>	<p>ACTION 1</p> <p>Schedule regular update meetings with the Town of Burlington on an annual or semi-annual basis or when other times may be necessary.</p> <p>ACTION 2</p> <p>Collaborate on development proposals with the Town of Burlington for review and comment when those proposals are located adjacent or may have a direct impact on the Town.</p>

POLICY	ACTION
<p><i>Policy 4.2 - Collaboration with Racine and Walworth Counties</i></p> <p>Maintain collaborative relationships and open communications with Racine and Walworth Counties.</p>	<p>ACTION 1 Collaborate with Racine and Walworth Counties to maintain services in Burlington and continue to engage the Racine County Health Department to promote and enhance public health in Burlington.</p> <p>ACTION 2 Collaborate with Racine County on a variety of issues related to housing, transportation, utilities, and sustainability.</p>
<p><i>Policy 4.3 - Governmental Partnerships</i></p> <p>Collaborate with community partners, the school district, Town County and other public partners on government efficiencies and sustainability programs.</p>	<p>ACTION 1 Consider sponsoring meetings, workshops and forums for governments holding jurisdiction in Burlington at a regularly scheduled event.</p> <p>ACTION 2 Promote the Wisconsin Department of Natural Resources (DNR) Green Tier Legacy program and consider participating as a member.</p>
<p><i>Policy 4.4 - Community Services and Organizations</i></p> <p>Assist community organizations, non-profits and educational institutions in their efforts to provide community services and programming.</p>	<p>ACTION 1 Create a collaborative environment to empower non-profit and community service organizations to help meet community goals and provide programming for the youth community.</p> <p>ACTION 2 Participate in collaborative efforts with non-profits, cultural, faith-based and government partners as opportunities arise to leverage funding and add beneficial programs in the community.</p> <p>ACTION 3 Assist community service, non-profit and educational institutions in their efforts to comply with and promote standards for sustainability.</p>

***DRAFT* ECONOMIC
DEVELOPMENT
CHAPTER**

City of Burlington Vision Plan 2040



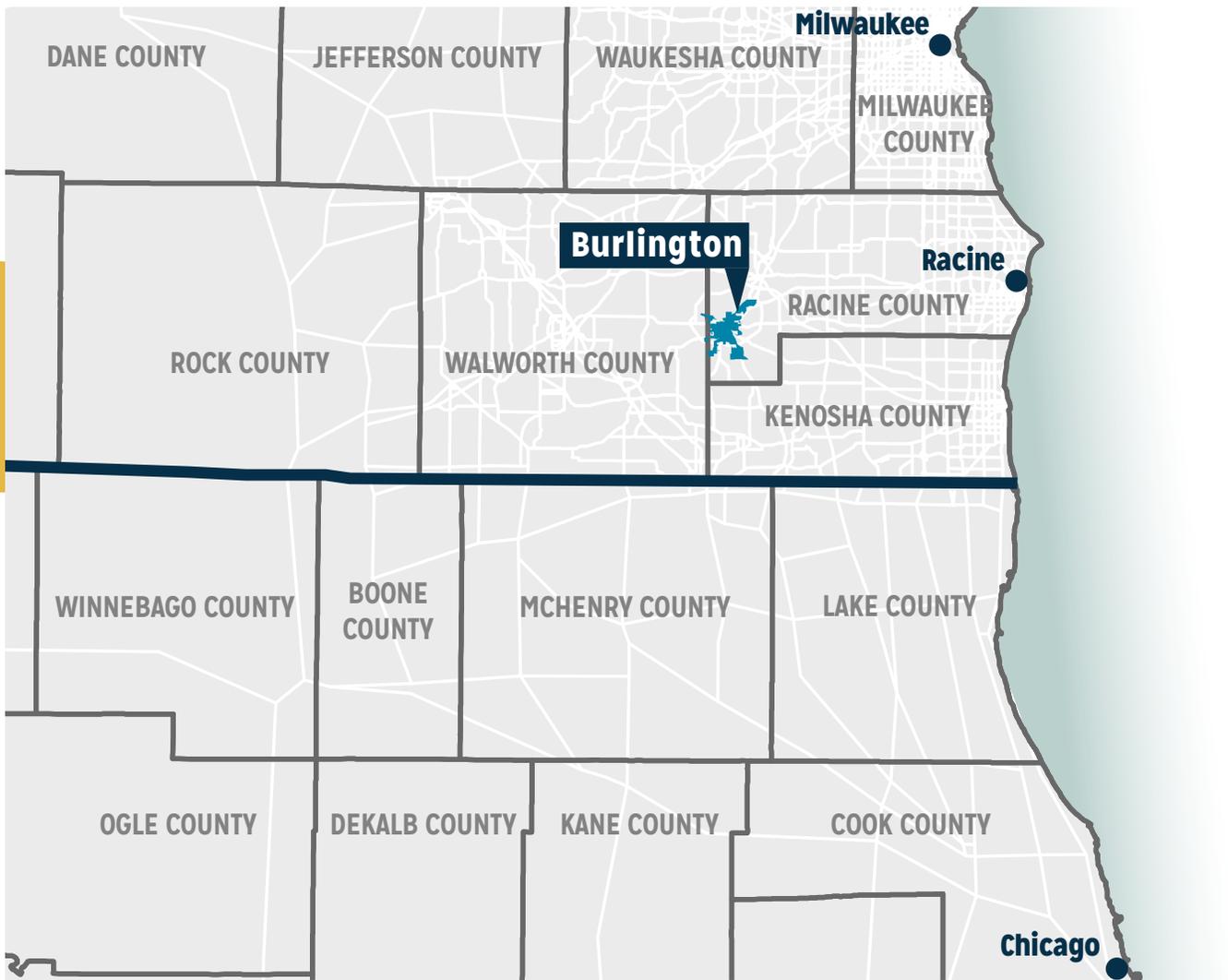
ECONOMIC DEVELOPMENT

INTRODUCTION

The Economic Development chapter outlines goals, policies, and actions necessary to diversify Burlington's economy and help Burlington achieve its long-term economic development objectives. A top priority will be to support existing businesses in the community through both active retention and attraction strategies. Diversification in economic sectors will allow the City to manage future economic challenges while providing excellent goods and services to its residents. In addition to the traditional economic development activities of business attraction and retention, diversification of economic sectors, development of a skilled labor force, and the development of employment opportunities, the long-range goals will focus on transportation infrastructure, and improving and promoting the high quality of life in Burlington. This will help retain residents and attract employees for new and existing businesses. Strategies will include taking advantage of the airport, providing a range of life cycle housing choices in the City, promoting the Downtown, and access to open space and recreation.

ECONOMIC DEVELOPMENT REQUIREMENTS

The Wisconsin State Legislature regulates the contents of a comprehensive plan through Statute 66.1001. The Statute requires an economic development element to promote the stabilization, retention, or expansion, of the economic base and quality employment opportunities. It also requires evaluating and promoting the use of environmentally contaminated sites for commercial or industrial uses.



MARKET OVERVIEW

Regional Location

Burlington is a small city located in western Racine County in southeastern Wisconsin. It is located 50 miles southwest of Milwaukee and 80 miles northwest of Chicago. The City is connected regionally via State Routes 142, 83, 36, and 11. State Route 142 provides access to Interstate 94, approximately 20 miles to the east.

The Canadian National Railway travels through Burlington extending from northern Wisconsin to Chicago. Burlington is served by the Burlington Municipal Airport, a publicly owned and managed airport, one mile northwest of the central business district. There are no scheduled airline services for this airport, but it is an asset that can be capitalized on by the City.

The historic Downtown is considered the heart of the City, home to retail shops, restaurants, services, and community facilities. The City is known for its significant open space and recreational areas, highlighted by numerous lakes, regional trail facilities, and the Riverwalk along the Fox River. These characteristics have established the City as the sub-regional commercial hub for western Racine County.

Employment Centers

The City of Burlington has two major employment centers - Burlington Manufacturing & Office Park (BMOP) and Burlington Industrial Complex - spanning over 120 acres, with sites still available in the BMOP to welcome new or expanding businesses.

BURLINGTON MANUFACTURING AND OFFICE PARK

The BMOP is located on South Pine Street, south of the State Route 83 bypass at the City's southern boundary. This area represents a southern gateway into Burlington from the south. Land uses in this area include industrial, light manufacturing, and business park. A range of uses appropriate for Class A business park environment, primarily engaged in manufacturing, life science, research and development, renewable resources, computer technology, personal and corporate offices, and industrial engineering are envisioned for this employment center. The vision for the South Pine Street corridor is to harness the BMOP environment to create a thriving employment center for the City of Burlington and the region.

BURLINGTON INDUSTRIAL COMPLEX

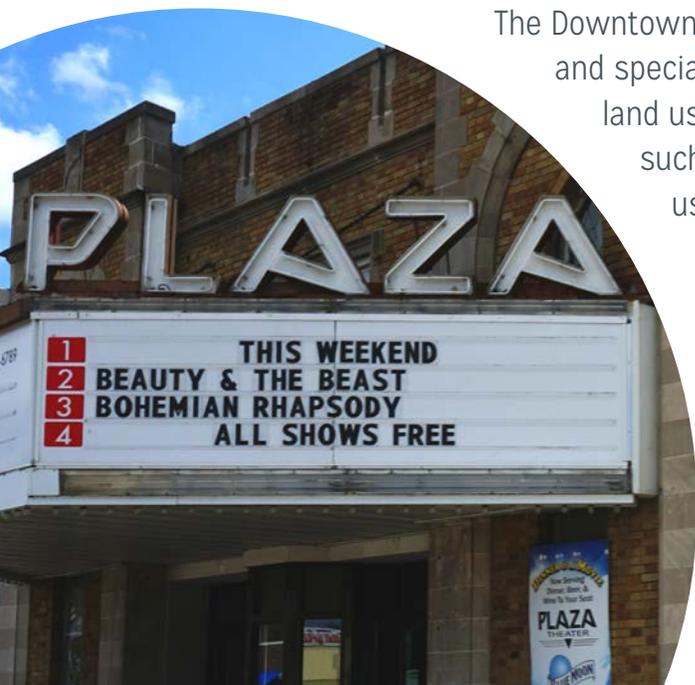
The Burlington Industrial Complex is located South of Market Street, west of South Pine Street, and north of the State Route 83 bypass. Land uses in this area include heavy industrial, manufacturing, and materials processing. This area supports a wide range of employment, generates a significant amount of revenue, and provides services that contribute to the local and regional economies.

Retail and Commercial Areas

The City of Burlington has two primary retail commercial areas - the Downtown Core and the Milwaukee Avenue Corridor. These primary commercial areas are supported by smaller community commercial areas along the main thoroughfares of the City. The primary commercial areas act as anchors for local and regional retail and service needs.

DOWNTOWN CORE

The Downtown Core is defined by its historic character, central location, and specialty retail. Designated as the 'Downtown Mixed-Use District' land use category, the Downtown Core is a mix of commercial uses such as retail, eating and drinking places, office, and service uses. Some residential uses exist and are primarily located on the second or third floor of commercial buildings. Pine Street is the primary Downtown corridor with local retailers, restaurants, and businesses. Moving forward, the focus for Downtown will be to continue to promote its historic character, charm, and location for local, specialty and niche retail uses, similar in scale and character to the traditional "Main Street" Downtown environment.



THE MILWAUKEE AVENUE CORRIDOR

Milwaukee Avenue Corridor serves regional commercial needs for the City and acts as a gateway into Burlington from the north. Milwaukee Avenue is designated as a 'Corridor Commercial' land use category. It consists of larger scale, automobile-oriented uses. These uses generally consist of larger floor plans, need larger parking areas, and generate significant amounts of traffic. The focus for Milwaukee Avenue will be to leverage the corridor as the gateway into Burlington, expand and attract additional high sale volume commercial uses, and emphasize the character and identity of the corridor while not competing with the Downtown Core.

Summary

Fulfilling the City's economic development goals will require additional land supply for industrial and employment generating uses and the addition or expansion of new commercial areas allowing for a range of uses. The City is designating 1,066 acres towards these uses as part of the future land use plan. (See Exhibit I) The designations will help the primary employment centers and retail/commercial areas flourish and support the City's vision for employment growth.



Exhibit 1: Future Land Use - Commercial and Industrial & Employment Designations

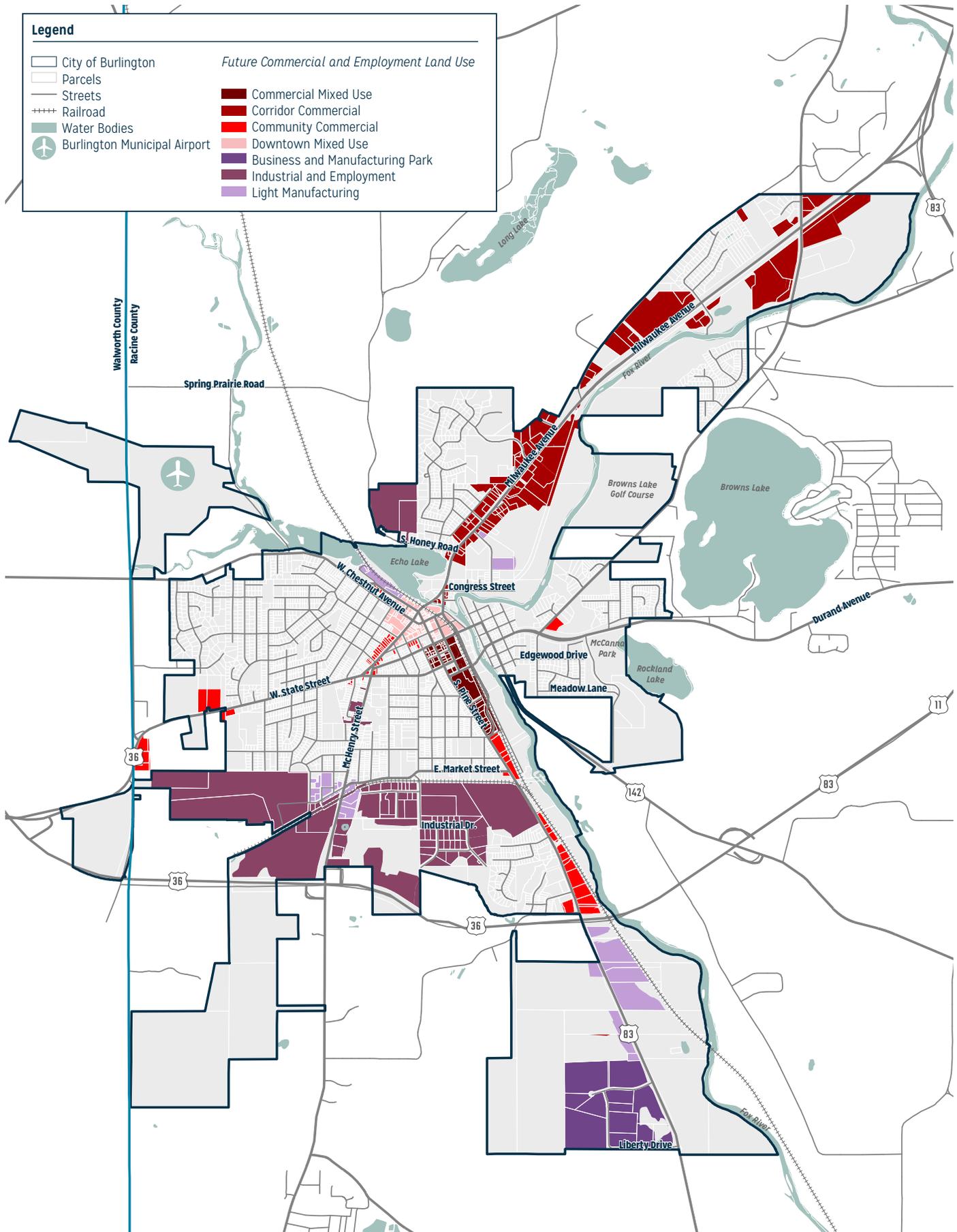


table 1
future land use - commercial designations

LAND USE	ACRES
DOWNTOWN MIXED-USE	34 acres
COMMERCIAL MIXED-USE	232 acres
CORRIDOR COMMERCIAL	119 acres
COMMUNITY COMMERCIAL	28 acres

table 2
future land use - industrial & employment designations

LAND USE	ACRES
LIGHT MANUFACTURING	127 acres
INDUSTRIAL & EMPLOYMENT	438 acres
BUSINESS & MANUFACTURING PARK	89 acres



LOCAL ECONOMY

According to Racine County Economic Development Corporation (RCEDC) 2020 demographic data, there are almost 9,200 jobs in the City of Burlington spanning nearly 800 employers. Sixteen percent of employed residents live and work in Burlington while 84% of Burlington employees live outside the City.

Burlington has a strong local economy, with a wide range of commercial, retail, industrial, and service companies located in the City. Healthcare, services, and public administration jobs account for the most employment at 41% of total jobs. The City has a diverse industrial base with 25% of total jobs in manufacturing, transportation, and construction sectors. Retail jobs are also strong in Burlington accounting for 25% of employment.

The leading industries of Burlington's employed population include educational and healthcare services (20%), manufacturing (18%), professional, scientific, and management (12%) and administrative and waste management services (12%). The unemployment rate of residents is low at 1.6%, compared to Wisconsin at 3.3% and Racine County at 4%. With only 16% of residents living and working in Burlington, Burlington should capitalize and improve the skills of their residents and create a workforce development program to increase this percentage.

Burlington's Largest Employers

Burlington has a diverse range of businesses and employers, the largest sectors identified by the North American Industry Classification System (NAICS) include: General Medical and Surgical Hospitals; Food Manufacturing; Retail Department Stores; Education; Manufacturing; and, Commercial Printing. Burlington's top 10 largest employers, according to City records, account for 39% of the City's total employment. Advocate Aurora Health is the largest employer providing a total of 882 jobs, or 10% of total City employment. Nestle Inc. is the second largest employer followed by Wisconsin Vision Associates and Walmart.



ECONOMIC DEVELOPMENT SNAPSHOT



Figure 1: 2020 Total Jobs & Employers in Burlington

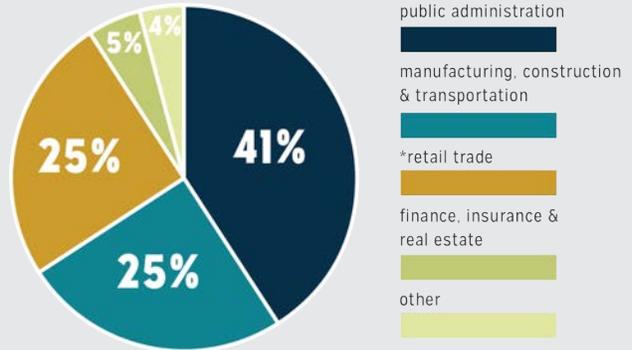


Figure 2: 2020 Top Employment Sectors in Burlington

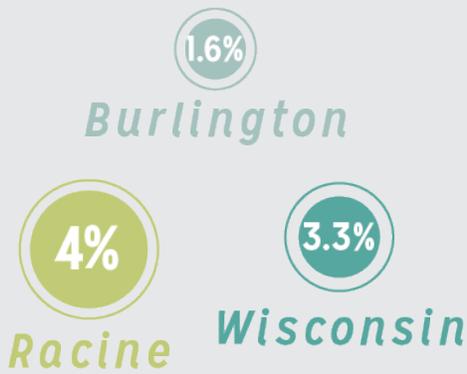


Figure 3: 2019 Unemployment Rate Comparison

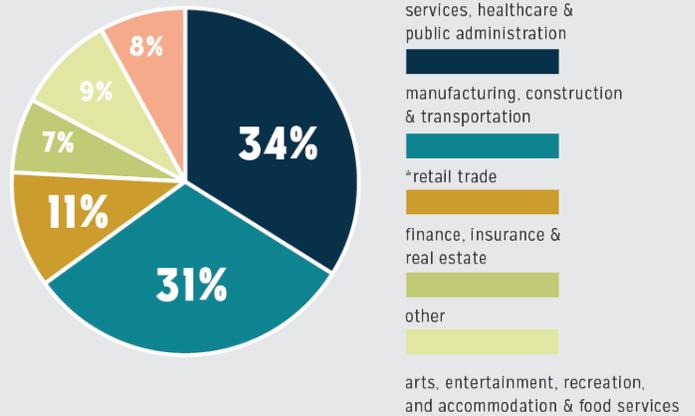


Figure 4: 2019 Top Occupations for Burlington Residents

Source: RCEDC 2020 Employment Data & US Census, American Community Survey, 2015-2019.

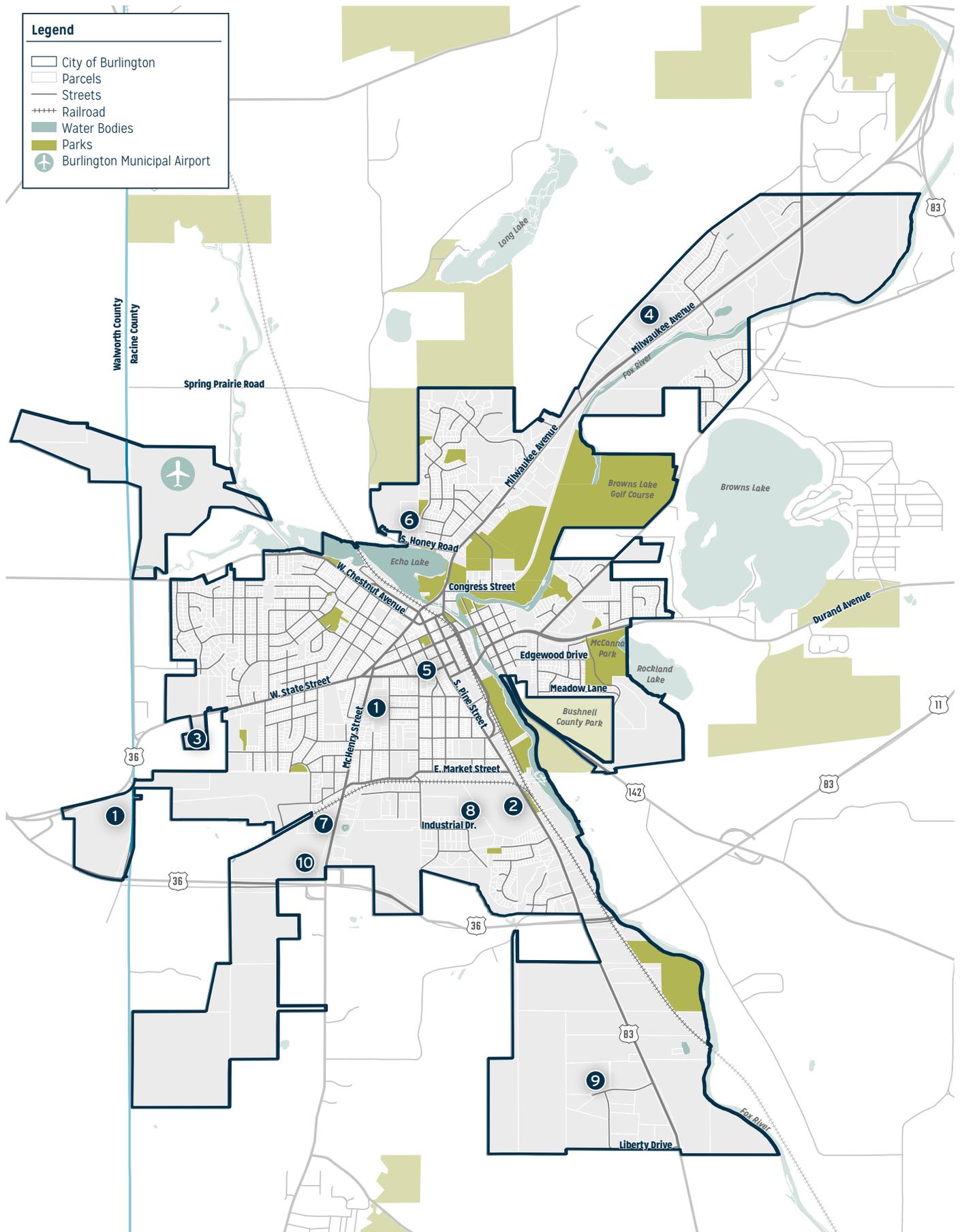
table 3**Burlington's Largest Employers'**

EMPLOYER NAME	DESCRIPTION	EMPLOYEES	% OF TOT CITY EMPLOYMENT
1. ADVOCATE AURORA HEALTH	Medical Clinic/Hospital	882	10%
2. NESTLE INC.	Food Products	550	6%
3. WISCONSIN VISION ASSOCIATES	Wholesale distributor of contact lenses	374	4%
4. WALMART	General merchandise	356	4%
5. BURLINGTON SCHOOL DISTRICT	Secondary education	312	3%
6. ECHO LAKE FOODS INC	Frozen foods manufacturer	300	3%
7. LAVELLE INDUSTRIES	Molded rubber and thermoplastic products	300	3%
8. LDV INC	Mobile command center manufacturer	240	3%
9. QUAD GRAPHICS	Divisional headquarters/ commercial and digital	170	2%
10. ST GOBAIN/ARDAGH GROUP	Containers and packaging	100	1%

Source: ReferenceUSA, written and telephone survey (May 2021), Wisconsin Manufacturing Register, and the Wisconsin Department of Workforce Development.

This does not intended as a comprehensive list and is based on available data obtained through a survey of individual employers as well as the sources identified above. Some employers do not respond to inquiries for employment data. Estimates provided are accurate as of the date noted and may not reflect changes in the number of employees resulting from the current COVID-19 pandemic.

Exhibit 2: Burlington's Largest Employers



BURLINGTON'S LARGEST TAXPAYERS

Wisconsin statutes require the State Department of Revenue to determine equalized value of all taxable property on an annual basis. The equalized value helps determine the amount of property tax paid by the property owner which contributes to the City's general fund. Provided below are the top ten largest taxpayers in the City of Burlington and their equalized value as a percentage of the City's total equalized value.

table 4
Burlington's Largest Property Taxpayers

TAXPAYER	TYPE OF BUSINESS	2020 EQUALIZED VALUE ¹	% OF CITY'S TOTAL EQUALIZED VALUE
ADVOCATE AURORA HEALTH	Healthcare	\$16,892,338	1.60%
NESTLE INC.	Food Manufacturing	\$12,939,799	1.23%
OAK PARK PROPERTIES OF BURLINGTON	Senior Living Facility	\$11,217,322	1.06%
JW WESTRIDGE APARTMENTS	Apartments	\$10,906,009	1.03%
MENARDS INC	Retail	\$10,624,548	1.01%
BURLINGTON BOARDWALK	Apartments	\$10,400,760	0.99%
ECHO LAKE FARM PRODUCE	Food Products	\$10,101,530	0.96%
WALMART²	Retail	\$9,785,140	0.93%
MEMORIAL HOSPITAL OF BURLINGTON	Healthcare	\$7,897,563	0.75%
BALL FOSTER GLASS/ARDAGH GROUP	Manufacturing	\$7,723,427	0.73%
TOTAL		\$108,488,436	10.29%
CITY'S TOTAL EQUALIZED VALUE³		\$1,054,579,700	

Source: City of Burlington

¹ Calculated by dividing 2020 Assessed Values by the 2020 Aggregate Ratio of assessment for the City

² WalMart has filed a challenge to its tax assessment

³ Includes tax increment valuation

ECONOMIC DEVELOPMENT ISSUES AND OPPORTUNITIES

Skilled Labor

The inflow/outflow data, in Figure 5 indicates roughly 4,000 people live in Burlington but leave the City to work. An inadequate workforce development and training program, and lack of jobs will lead to people looking for employment elsewhere. A strong workforce development program is crucial to the success of a skilled labor force in Burlington. Building a strong relationship with existing businesses will inform the City of the needs and skills of the workforce, to coordinate with training institutions who will be educating the workforce. Partnering with local, county, and state economic development agencies such as Racine County Economic Development Corporation (RCEDC) and Wisconsin Economic Development Corporation (WEDC) to facilitate the understanding of any gaps in education is crucial to implementing a workforce development program. The attraction of new employment and businesses as well as the retention of existing businesses and employees is important for the local economy to maintain a robust workforce.

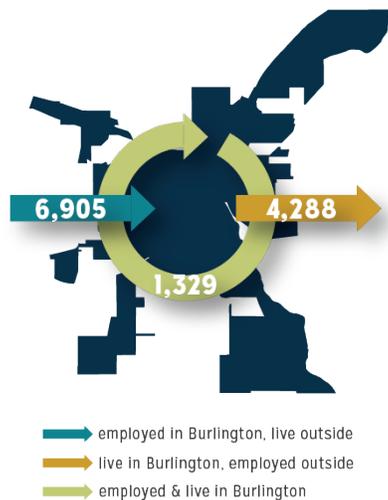


Figure 5: Inflow/Outflow

Housing

Figure 5 indicates 84% of Burlington employees live outside the City, this suggests a demand for housing options in Burlington. These residents, while working in Burlington, live in the surrounding communities resulting in the City losing the opportunity to benefit from the retail spending and additional tax base of homes. As presented in the housing chapter, the City has a limited number of senior housing options. Older residents are staying in their homes due to this limited supply and those homes are now unavailable for new residents. If the older residents move to other communities in search of senior housing options, Burlington loses their retail activity reducing growth and economic stability. Multi-family housing options are limited in the

City of Burlington, as people are beginning or changing careers additional housing is a pressing need. If workers cannot live in the community they work in and take part in the socio-economic fabric of the community, then the success of creating additional employment opportunities will be short lived.

Land Availability

Achieving the economic development goals will require additional land supply for industrial and employment generating uses. The needs for industrial areas must include both companies looking at expansion and companies interested in relocating to Burlington. The current land area for industrial development is limited and most of the vacant sites have been identified for potential projects. Annexation of surrounding available land and promoting changes in land use, when appropriate, may become necessary to attract employers to the community.



Regional Location

Burlington's location 20 miles east of I-94 poses challenges to regional access. Although Burlington is well served by multiple State Routes connecting to I-94, this distance could be considered an issue for new residents and businesses. Promotion of Burlington as a destination and providing additional services to retain and attract businesses is an approach Burlington can take to address this challenge.

Transportation Resources

Burlington is served by a City-owned airport and railroad presenting opportunities for the City to capitalize on regional transportation. The airport provides the opportunity for corporate service and offers another access mode to reach the City. The railroad across the southern portion of the City provides freight service to the industrial areas of the City catering to existing businesses and offering opportunities for new businesses. The potential for passenger rail service should be considered if future possibilities exist to expand regional transportation.



Environmental Contamination

Evaluation and promotion of environmentally contaminated sites for commercial and industrial use is another method to spur economic growth and stability in the City. State and federal financial assistance is available for cleanup and reuse of contaminated sites. Connecting landowners and possible future users to the resources is vital for the remediation of environmentally contaminated sites. All environmentally contaminated sites in Burlington have been remediated and closed or closed with ongoing monitoring.

2020-2021 COVID-19 Pandemic

The City of Burlington proactively responded to the business community by creating initiatives to support local business operations during the Covid-19 pandemic. The City worked to connect the business community with necessary funding and loan forgiveness opportunities created by the county and the state. An open-air dining and retail plan was created to allow Downtown businesses to temporarily expand onto the sidewalks to continue to support business operations.

According to RCEDC labor force report in 2021, jobs decreased from almost 9,200 in 2020 to 6,500 in 2021 and business decreased from 800 in 2020 to 560 in 2021. All leading industries in Burlington experienced impacts, construction was the only sector that grew in 2021 consistent with the US and global economy. Unemployment of Burlington's labor force went from 3% in 2020 to 5.17% in 2021. *Note: Pre-Covid data was used for comprehensive plan analysis.*



KEY ECONOMIC DEVELOPMENT RECOMMENDATIONS

The following key recommendations are areas of focus to help the City achieve its overall economic development goals.

1) Burlington Municipal Airport

The airport is financially self-supporting and overseen by a seven-member Airport Committee, who plan for the successful operation and maintenance of the airport facilities. The City does not have an Airport Master Plan which is needed to guide the long-term future and viability of the airport and lands surrounding the airport.

2) Downtown Core

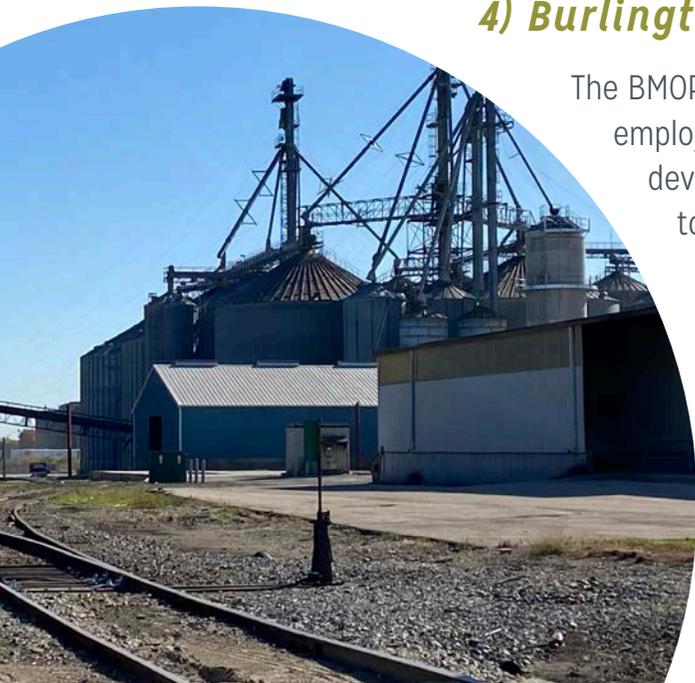
Large projects are not envisioned in the Downtown Core, although a large vacant site does exist on the corner of East Chestnut and North Dodge Streets. Ideally, a mixed-use building with ground floor commercial uses and residential units above will be constructed here. The focus for the Downtown will be to promote its traditional and historic “Main Street” character, occupy empty storefronts with local and specialty retail uses, connect to the riverfront, and continued reinvestment in the streetscape, landscaping, and urban design improvements.

3) The Milwaukee Avenue Corridor

This corridor serves as a gateway into Burlington and to the Downtown so its image and design are particularly important. Consistent identity and design elements should anchor this corridor. The City should encourage infill and retail clustering to further support this corridor as a regional commercial hub.

4) Burlington Manufacturing and Office Park

The BMOP in south Burlington is an important focus of the City employment goals with sites currently available for new industrial development. Establishing pedestrian and mobility connections to the Downtown, creating a distinct character and aesthetic, and attracting and retaining new and existing businesses focused in Class A business sectors is vital to establishing a strong employment center.



Racine County Economic Development Corporation (RCEDC) provides important economic development support services to the City. RCEDC is a County organization whose mission is to grow Racine County's property tax base by supporting business expansions and provide employment opportunities to Racine County residents. They work closely with local government to provide supplemental services needed for new and existing businesses to create or maintain their economic vitality in Racine County.

5) Burlington Industrial Complex

The Burlington Industrial Complex is largely built out, although long-term plans for this industrial park include expansion and providing a secondary access point. It serves as a strong employment generator for the City. Providing additional resources such as workforce development programs and training to strengthen the existing workforce and retain existing businesses is vital to maintaining and expanding the Burlington Industrial Complex as a strong employment center. A secondary means of access to this area is also crucial to sustaining its success and to ensure adequate emergency response to the area.

6) Economic Development Programs & Partnerships

Economic development assistance programs, financial tools, and partnerships with county and state organizations are available to public and private sector businesses, as well as the City to help boost the local economy and achieve the goals of the comprehensive plan. Burlington, in partnership with RCEDC, offers a range of economic incentives, from community loans to historic district facade improvement grants. Promotion and implementation of incentive programs will help retain and attract a more diverse employment base for the City of Burlington.

7) Public Relations, Marketing, & Branding

Burlington's historic Downtown and expansive access to open space makes it a great place to live, work, and play. The City should utilize marketing and branding strategies to capitalize upon and promote Burlington's high quality of life for residents and employers as well as a regional destination for visitors.

GOALS, POLICIES AND ACTIONS

Economic Development Goal 1 - Business Recruitment and Retention

A successful business recruitment and retention program that attracts a wide range of business and industry to the City and offers business support services to retain existing businesses.

Economic Development Goal 2 - Downtown Investment and Vibrancy

A vibrant Downtown that reflects the City's heritage and history, and contributes to the City's economic development, community design, and housing objectives.

Economic Development Goal 3 - Redevelopment and Reinvestment

Redevelopment of vacant and underutilized properties and property reinvestment intended to increase value, generate tax revenue, and improve community design and aesthetics.

Economic Development Goal 4 - Workforce Development

A workforce development, education, and training program that provides skills and knowledge necessary to compete in the 21st century marketplace.

Economic Development Goal 5 - Regional Partnerships

Collaborative partnerships and regional cooperation at the local, county, regional, and state level to further develop and implement Burlington's economic development objectives.

Economic Development Goal 6 - Marketing, Promotion, and Public Relations

A City-wide marketing and public relations program that promotes Burlington's unique assets, opportunities, and strengths.

ED Goal 1 - Business Recruitment and Retention

A successful business recruitment and retention program that attracts a wide range of business and industry to the City and offers business support services to retain existing businesses.

POLICY	ACTION
<p>ED Policy 1.1 - Business and Employment Retention Program</p> <p>Retain existing businesses and employers to ensure existing and future residents have access to jobs in a diverse range of economic sectors.</p>	<p>ACTION 1 Create a business retention program that actively and regularly communicates with Burlington businesses to understand their facilities, operational needs, and support structure.</p> <p>ACTION 2 Facilitate relationships with existing businesses and support their efforts to expand and/or relocate in the City.</p> <p>ACTION 3 Provide partnership and networking opportunities across business sectors and to individual businesses.</p> <p>ACTION 4 Assist and support businesses in accessing business assistance including financial, training, and educational programs.</p>
<p>ED Policy 1.2 - Business Recruitment</p> <p>Maintain a strong business recruitment program to monitor opportunities for continued growth and expansion of business sectors and new business opportunities.</p>	<p>ACTION 1 Support single-family home development that provides a variety of home sizes, bedrooms, and amenities that cater to both working professionals and family needs.</p> <p>ACTION 2 Work with the Chamber of Commerce on business recruitment, promotion, and marketing programs to highlight the advantages of Burlington.</p>

POLICY	ACTION
<p><i>ED Policy 1.3 - Employment Centers</i></p> <p>Target employment centers for continued growth and expansion in specific business and economic sectors – manufacturing and production, logistics, materials processing, food production and distribution.</p>	<p>ACTION 1 Support business growth in the Burlington Manufacturing and Office Park (BMOP) and Burlington Industrial Complex and support efforts to expand when needed or demand exists for industrial space.</p> <p>ACTION 2 Promote the Milwaukee Avenue corridor as a regional retail trade and employment center and capitalize on its synergistic potential to draw customers from beyond the regional market area.</p> <p>ACTION 3 Capitalize on the City’s regional location, proximity to Chicago and Milwaukee, local airport, and educated and skilled labor force to create opportunities for employment growth.</p> <p>ACTION 4 Identify existing industry clusters and strengthen those clusters by attracting similar and complementary businesses including the attraction companies that support larger businesses.</p> <p>ACTION 5 Market industrial development of the employment and industrial areas to a broad variety of prospective businesses. Provide particular focus on business development between the Chicago and Milwaukee markets and supply chain companies which serve existing industry.</p>
<p><i>ED Policy 1.4 - Local Business Support</i></p> <p>Support, expand, and diversify the local business community including local retail, restaurants, manufacturing, and other sectors.</p>	<p>ACTION 1 Facilitate relationships with existing businesses and support expansion, redevelopment, and improvement of their buildings and facilities.</p> <p>ACTION 2 Consider facade rehabilitation programs, small business loans, grants, and other tools to encourage property reinvestment and support local businesses.</p> <p>ACTION 3 Foster business partnerships to proactively support small business start-up efforts through funding and programs made available by the Wisconsin Economic Development Corporation.</p>

ED Goal 2 - Downtown Investment and Vibrancy

A vibrant Downtown that reflects the City’s heritage and history, and contributes to the City’s economic development, community design, and housing objectives.

POLICY	ACTION
<p>ED Policy 2.1 - Retail Agglomeration</p> <p>Expansion and recruitment of local businesses, restaurants, and in-demand retail categories to strengthen Downtown’s appeal and attractiveness to residents and consumers.</p>	<p>ACTION 1 Partner with the Chamber of Commerce and RCEDC to identify and attract specific, niche retail businesses and restaurants to Downtown.</p> <hr/> <p>ACTION 2 Meet regularly with Downtown business and property owners, either in an informal group setting or individually, to understand their concerns and interests with traffic, parking, streetscape and design, land use, Downtown development, building improvements, and property reinvestment.</p>

POLICY	ACTION
<p><i>ED Policy 2.2 - Downtown as a Destination</i></p> <p>Leverage Downtown’s historic character, uniqueness, and proximity to the Fox River as assets of a Destination Place.</p>	<p>ACTION 1</p> <p>Promote Downtown’s competitive advantage of a locally-based shopping experience to attract and support retail businesses and housing opportunities.</p>
	<p>ACTION 2</p> <p>Encourage public art and the incorporation of arts, both graphic and performance, as an economic development tool for Downtown and City-wide.</p>
	<p>ACTION 3</p> <p>Promote, encourage, and co-host community events, sidewalk sales, farmers markets, car shows, and similar events to renew community ownership in the Downtown.</p>
	<p>ACTION 4</p> <p>Promote the development of the vacant site on the corner of East Chestnut and North Dodge Streets as a mixed-use or wholly residential project.</p>
	<p>ACTION 5</p> <p>Strengthen access and pedestrian connections from Downtown to the Riverwalk and Fox River through dedicated pedestrian paths, directional signage, urban design elements, and public art.</p>

ED Goal 3 - Redevelopment and Reinvestment to Support Economic Development

Redevelopment of vacant and underutilized properties and property reinvestment intended to increase value, generate tax revenue, and improve community design and aesthetics.

POLICY	ACTION
<p>ED Policy 3.1 - Redevelopment</p> <p>Support redevelopment efforts in strategic locations for new industrial, commercial, and residential uses.</p>	<p>ACTION 1</p> <p>Identify potential redevelopment sites and promote these sites as opportunity areas for new development, investment, and improvements.</p>
	<p>ACTION 2</p> <p>Create a development incentive program that considers tax strategies, low-interest loans, grants, and other financing mechanisms to boost reinvestment and improvements.</p>
	<p>ACTION 3</p> <p>Encourage public infrastructure investment in redevelopment opportunity areas to encourage private development, improvements, and investment.</p>
	<p>ACTION 4</p> <p>Create ongoing dialogue and communication with property and business owners to understand their long term development objectives</p>

POLICY	ACTION
<p><i>ED Policy 3.2 - Reinvestment</i></p> <p>Support reinvestment and revitalization efforts for publicly owned properties and other private opportunity areas throughout the City. Target neglected or dilapidated sites in need of investment and improvement.</p>	<p>ACTION 1</p> <p>Evaluate the development review process and fees which could be modified to support or encourage reinvestment in targeted areas. Incentivize revitalization efforts through permit streamlining, expedited review, and/or reduced development fees.</p> <hr/> <p>ACTION 2</p> <p>Utilize urban design and placemaking strategies that focus on design elements, beautification, architecture, and public art to support private property reinvestment.</p>
<p><i>ED Policy 3.3 - Transportation</i></p> <p>Promote Burlington’s transportation resources as an incentive and competitive advantage for corporate business attraction, economic growth, and investment in the City.</p>	<p>ACTION 1</p> <p>Maintain the airport as a regional transportation resource and use its location to attract business and foster corporate growth. Support airport growth and expansion if and when necessary including preparation of an Airport Master Plan.</p> <hr/> <p>ACTION 2</p> <p>Support efforts of Canadian National and their rail operations through Burlington as a key element of the supply chain while minimizing impacts from the railroad to the community.</p> <hr/> <p>ACTION 3</p> <p>Promote Burlington’s regional location and access to State Highways, proximity to Interstate 94, the Chicago and Milwaukee markets as a competitive advantage for industrial and employment growth.</p>

POLICY	ACTION
<p><i>ED Policy 3.4 - Housing to Support Business and Employment</i></p> <p>Actively encourage and seek opportunities for the development of a wide variety of housing types, styles, and price points as a mechanism to support and attract businesses and employment.</p>	<p>ACTION 1</p> <p>Allow a wide variety of housing options that include luxury single-family homes, affordable single-family homes, multi-family housing, townhomes, senior housing, and apartments.</p>
	<p>ACTION 2</p> <p>Consider housing development on publicly-owned land and other suitable sites in the City, including the Downtown.</p>
	<p>ACTION 3</p> <p>Maintain and annually update property availability maps for residential housing sites as identified in the 2020 Housing Affordability Report and subsequent reports.</p>
	<p>ACTION 4</p> <p>Support efforts by private and nonprofit entities to develop a variety of housing types and options utilizing state and federal programs based on housing supply and demand data.</p>

ED Goal 4 - Workforce Development

A workforce development, education, and training program that provides skills and knowledge necessary to compete in the 21st century marketplace.

POLICY	ACTION
<p><i>ED Policy 4.1 - Focused Employee Development Program</i></p> <p>Collaborate with the School District, Racine County, private education institutions, and other local entities to monitor and develop workforce training programs to address workforce needs.</p>	<p>ACTION 1</p> <p>Partner with Racine County Workforce Solutions for training and education programs to foster business and community growth.</p>
	<p>ACTION 2</p> <p>Support interactions with local organizations to address workforce needs and training including continuing education opportunities and partnerships.</p>
	<p>ACTION 3</p> <p>Consider efforts to assist businesses with the attraction, retention, mentoring, succession planning, total competitive compensation, and other employment strategies to assist their efforts in employee development.</p>

ED Goal 5 - Regional Partnerships

Collaborative partnerships and regional cooperation at the local, county, regional, and state level to further develop and implement Burlington's economic development objectives.

POLICY	ACTION
<p>ED Policy 5.1 - Partnership and Collaboration</p> <p>Engage as a partner and collaborate in local and regional planning efforts, business development, and economic development opportunities with a variety of entities.</p>	<p>ACTION 1</p> <p>Maintain a proactive and collaborative partnership with the Racine County Economic Development Corporation.</p>
	<p>ACTION 2</p> <p>Maintain proactive and collaborative partnership with the Town of Burlington, Racine, and Walworth Counties and other local partners, such as Advocate Aurora Health.</p>
	<p>ACTION 3</p> <p>Consider funding to complete development and design studies that provide policy and strategy framework for desired land uses or projects in the Downtown and for other City-wide development opportunities and programs.</p>
	<p>ACTION 4</p> <p>Utilize resources from the Wisconsin Economic Development Corporation to assist with achieving the City's economic development goals.</p>

ED Goal 6 - Marketing, Promotion, & Public Relations

A City-wide marketing and public relations program that promotes Burlington's unique assets, community events, opportunities, and strengths.

POLICY	ACTION
<p>ED Policy 6.1 - Marketing and Communications Strategy</p> <p>Maintain a comprehensive marketing and communication strategy for business development, opportunity sites, redevelopment, and reinvestment.</p>	<p>ACTION 1</p> <p>Allocate funding to create a marketing, communications, and public relations strategy, both for the Downtown and City overall.</p>
	<p>ACTION 2</p> <p>Identify community partners that can be regularly engaged and advised on economic development activities and community events.</p>
	<p>ACTION 3</p> <p>Support the development of a City-wide economic development brand and utilize it in all marketing and promotional activities.</p>
	<p>ACTION 4</p> <p>Partner with the Chamber of Commerce to enhance the Downtown brand and tell the story of historic Downtown Burlington.</p>
	<p>ACTION 5</p> <p>Create marketing and promotional materials consistent with the Burlington brand and utilize the materials at community events, trade shows, conventions, and other events.</p>

POLICY	ACTION
<p><i>ED Policy</i> <i>6.2 - Promote Burlington’s High Quality of Life and Regional Location</i></p> <p>Support and diversify the business and employment community and attract residents by marketing the City’s regional location, recreational amenities, historic Downtown, and charm.</p>	<p>ACTION 1</p> <p>Present marketing strategies, incentive programs, and business development efforts to smaller community groups, local banks, Realtors, and local businesses, either in an informal group session or a formal round table format.</p>
	<p>ACTION 2</p> <p>Develop and communicate a “complete” community prospectus and development package program which provides support and assistance to investors and developers from inquiry to construction.</p>
	<p>ACTION 3</p> <p>Promote the high quality of life in Burlington through marketing highlighting community events, outdoor recreation, amenities, historic charm, and traditional neighborhoods found in the City.</p>