

CHAPTER 1 – ISSUES AND OPPORTUNITIES

INTRODUCTION

The *Sheboygan County Comprehensive Plan* was developed through an intensive public participation and review process and is intended to be reflective of the values, goals, and vision of the residents and communities that comprise Sheboygan County. The development of this Plan, along with many of the more detailed comprehensive plans for Sheboygan County's local communities, was made possible through the State of Wisconsin Comprehensive Planning Grant Program administered by the Wisconsin Department of Administration – Division of Intergovernmental Relations. Sheboygan County is developing its plan in cooperation with municipalities and in a cooperative planning effort with the Towns of Holland, Lima, Plymouth, Scott, Sheboygan, and Sheboygan Falls, the Village of Cascade, and the City of Sheboygan Falls. The *Sheboygan County Comprehensive Plan* is not intended to pre-empt local comprehensive plans developed under Wis. Stats. 66.1001 that address the 14 State of Wisconsin comprehensive planning goals. Rather, the plan is intended to be a framework or "toolbox," which can provide local communities with concepts and ideas (tools) to implement the objectives set forth in their own localized comprehensive plans while still maintaining a coordinated and consistent vision with the *Sheboygan County Comprehensive Plan*.

PURPOSE AND INTENT OF THE COMPREHENSIVE PLAN

The purpose of the *Comprehensive Plan* is to guide growth for a 20-year time frame. This *Plan* contains a potential future land use map designating generalized areas to serve as locations for future land use activities. This map is based on the designations of each of the municipalities within the County because Sheboygan County does not administer countywide zoning, but the County administers other countywide ordinances. This *Plan* will be an umbrella under which all local plans will be placed. This *Plan* is not meant to supersede the individual municipalities' plans, but it will acknowledge inconsistencies between the plans.

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. This plan is prepared or amended under s. 66.1001. The primary purposes of this *Plan* are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the County can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is intended that the recommendations in this *Plan* reflect the 14 local comprehensive planning goals prescribed in state statute and listed below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.

5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The *Sheboygan County Comprehensive Plan* shall be used by County officials when revising and administering its countywide ordinances, as well as when setting priorities for major investments. The *Plan* shall be a guide for reviewing future developments, constructing transportation improvements, and extending public services. The *Plan* is designed to be a guiding vision so that there is a consistent policy to follow and a clear goal for the future of the residents of Sheboygan County.

HISTORY AND DESCRIPTION OF PLANNING AREA

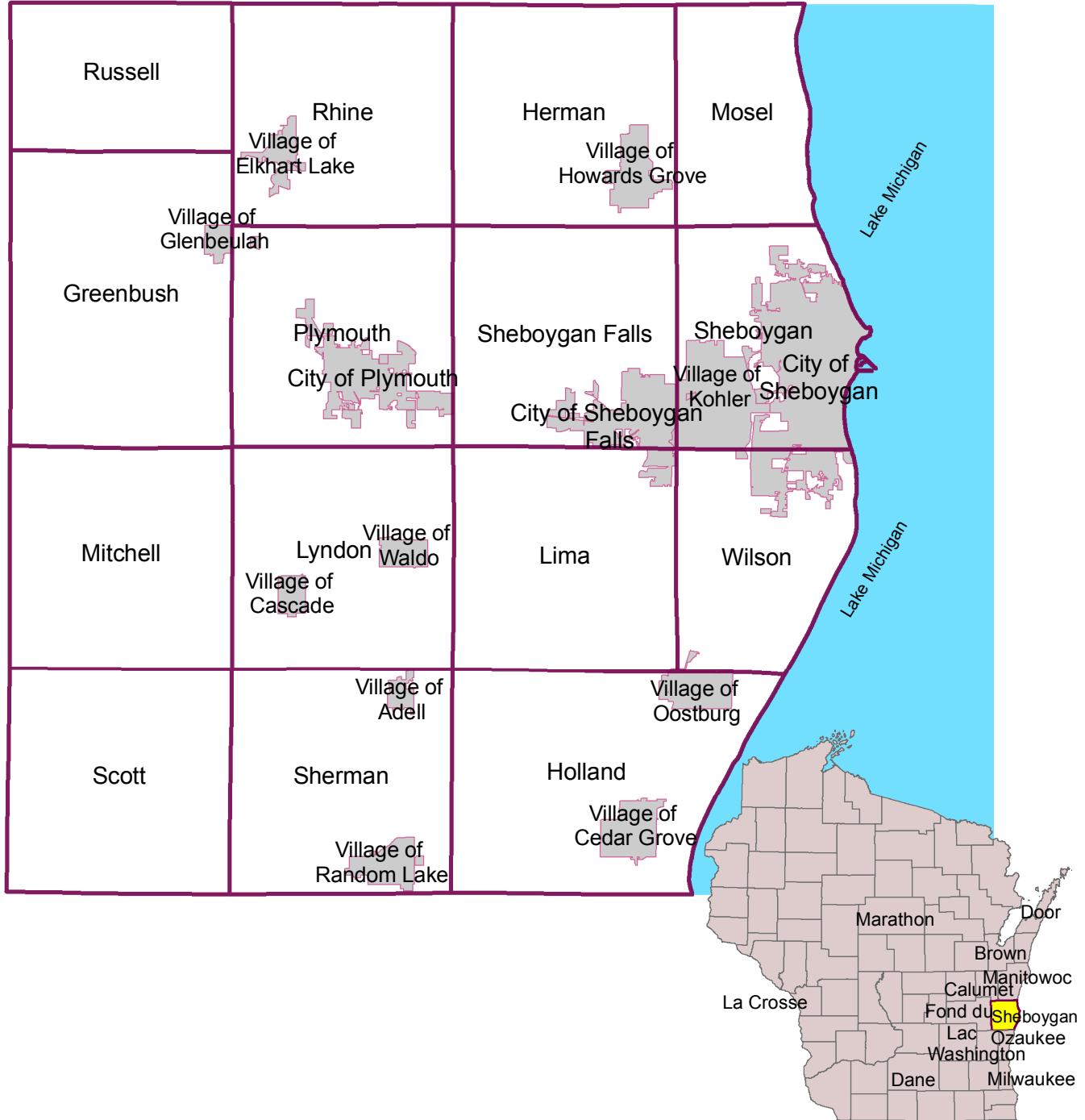
Sheboygan County's Comprehensive Plan is prepared under *Wisconsin Statutes 66.1001* and is a legal document that is a guidance tool for both officials and citizens, to make decisions about future growth and development in the County over the next 20 years. This *Comprehensive Plan* marks the first comprehensive land use plan for Sheboygan County.

Sheboygan County covers an area of 513 square miles and is bordered by five counties: Manitowoc, Calumet, Fond du Lac, Washington, and Ozaukee, as well as Lake Michigan. The County has over 26.3 miles of coastal shoreline along Lake Michigan, and contains three major watershed areas that drain into the waters of Lake Michigan. Twenty-eight municipalities are within the County: three cities, ten villages and fifteen towns. Table 1-1 provides a listing of the County's municipalities. Map 1-1 shows the location of Sheboygan County and its municipalities. The 2007 Wisconsin Department of Administration (WDOA) population estimate for the County was 117,045 persons.

Sheboygan County Location

Sheboygan County, Wisconsin

Map
1-1



Legend

- Sheboygan County
- Corporation Limits
- Town Borders
- Lake Michigan



Source: Sheboygan County Planning, 2008

Sheboygan County is strategically located one hour north of Milwaukee, one hour south of Green Bay, and one hour east of the Fox River Valley. The western portion of the County is dominated by a rolling, glacial terrain (the Kettle Moraine) left by the Pleistocene (Ice Age). Eastern Sheboygan County is bordered by Lake Michigan. These two very unique and undeniably beautiful landscape features create an exceptional setting for a number of recreational amenities that attract visitors, seasonal residents, and long-term, permanent residents. This is one of the reasons why land use planning plays a vital role in Sheboygan County.

History

It is believed that in 1635 Jean Nicolet, the French explorer, was the first recorded white man to have visited this location as he skirted the shores of Lake Michigan heading south from Green Bay. The first recorded landing took place in 1699 when Fr. St. Cosme, a missionary from Quebec, mingled with the Potawatomi.

This area was previously inhabited by Native Americans. Native American people, following their trail from Milwaukee to Green Bay, could always tell where they were when they reached the mouth of the Sheboygan River. They called this spot Schwab-we-way-kum, Native American terminology for “great noise underground.” The theory is that the rushing sounds of the falls upstream prompted this description and this is a generally accepted version of how Sheboygan got its name. In 1814 William Farnsworth was the first real settler of the area. He operated a sawmill, was a fur trader, a land speculator, a politician, and a businessman.

Sheboygan County has three birthdays. On December 7, 1836, an act of the territorial legislature detached the area from Brown County. This was less than a year after Wisconsin became a territory and nearly twelve years before it became a state. It was not until two years later, December 17, 1838, that the legislature passed a law organizing the County government and providing for the first election of officers, which was held on March 4, 1839. December 17, 1838 should properly be considered the county’s birthday. The City of Sheboygan was incorporated in 1853.

Sheboygan County’s boundaries have never changed from its original organization. The first town was the Town of Sheboygan, organized March 8, 1839, with its boundaries extending to those of the County. As new towns were formed, they were set off from the Town of Sheboygan. In early times Sheboygan County had a commission form of government. The governing body was a board of three commissioners elected by the people of the County at-large. The County has adopted the supervisor system and in 1965 there were 39 supervisory districts. This number has decreased to 34 in 1982 and is scheduled to decrease to 25 following the 2010 U.S. Census.

<u>Towns</u>	<u>Villages</u>
Greenbush	Adell
Herman	Cascade
Holland	Cedar Grove
Lima	Elkhart Lake
Lyndon	Glenbeulah
Mitchell	Howards Grove
Mosel	Kohler
Plymouth	Oostburg
Rhine	Random Lake
Russell	Waldo
Scott	<u>Cities</u>
Sheboygan	Plymouth
Sheboygan Falls	Sheboygan
Sherman	Sheboygan Falls
Wilson	

Over 37 percent of the County's workforce was employed in manufacturing-related industries in 2007, demonstrating the significance of manufacturing on the local economy. However, recent downturns and shifts in global production have led to a 7 percent decline in manufacturing jobs in Sheboygan County since 2000. It will be critical that Sheboygan County residents retain jobs.

A number of recent developments in the County are leading to a shift in the economic base and have the potential to shape the County's economic future. Two world-class golf courses owned by Kohler Company, Whistling Straits and Blackwolf Run, and the Jack Nicklaus course, The Bull, are attracting golf enthusiasts from all over the world. The development of these golf courses has increased the traffic and use of the County's airport and will have an impact on local infrastructure, as well as the economy in the future. The redevelopment of the 42-acre former C. Reiss Coal property in the City of Sheboygan includes Blue Harbor Resort and Conference Center and a 20-acre mixed-use development; this provides additional economic activities centered on tourism in Sheboygan County. In 2007 Sheboygan County ranked 9th in the state in the amount travelers spend. Sheboygan County has seen a 219 percent increase in traveler expenditures since 1994; this is the 6th largest growth in all Wisconsin counties since 1994.

Sheboygan County has not experienced levels of growth to the same extent as our neighbor to the south, Ozaukee County. However, given the increasing value of land and housing in the Milwaukee Metropolitan area, including Ozaukee County, and decreased travel times from various locations in Sheboygan County following the upgrade of State Highway 57 from two lanes to four lanes, it is anticipated that growth pressures in Sheboygan County may increase over the course of the next 5-10 years.

In light of the recent developments related to golf and resorts, international exposure of the community as a result of the PGA Championship in 2004 and U.S. Senior Open in 2006, and potential growth pressure from the Milwaukee Metropolitan Area, it is important to plan for resource protection now, rather than react to it when it is too late. Though actual population projections indicate that the County will have a growth rate of about 6 percent in the next 10-20 years, it is difficult to predict whether or not these projections are accurate or what pressures the additional resort and leisure amenities will have on the County's resources.

PLANNING PROCESS

Sheboygan County's Comprehensive Planning Process started in October 2001 when the first smart growth planning workshop was held. The County realized that plans needed to be completed, so the Planning Department and UW-Extension partnered together to inform local municipalities about comprehensive plans, what was required and possible funding options for the plans. The County was very proactive in helping local municipalities begin the planning process. The County held workshops and informational sessions to provide local municipalities with information and tools to help in the process. In April 2002 the Resources Committee of the County Board approved funding for municipalities' plans through the County's Stewardship Fund Grant Program. The County and UW-Extension also helped to work with cluster communities to begin their comprehensive planning process. Some of the municipalities were so eager to meet the State requirements that they (Cities of Plymouth and Sheboygan and Village of Cedar Grove) adopted their plans by 2003.

Along the way, the county planning department produced a multitude of plans to help in the development of this *Comprehensive Plan*. In 2004 the County Board of Supervisors adopted the Sheboygan County Natural Areas and Critical Resources Plan; in 2005 the County Board of Supervisors adopted the Sheboygan County Farmland Preservation Plan; and in 2007 the County Board of Supervisors adopted the Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035; and Sheboygan County’s Outdoor Recreation and Open Space Plan-2007. All of these plans had committees,

citizen involvement on the committee (Table 1-2) and other public input opportunities. These plans and their recommendations will be utilized in the completion of this *Plan*.

Table 1-2: Committees Involved in the Planning Efforts
Sheboygan County Smart Growth-Stewardship Technical Committee
Sheboygan County Smart Growth-Stewardship Advisory Committee
Sheboygan County Agriculture Planning Committee
Outdoor Recreation Planning Ad Hoc Committee
Citizens Advisory and Technical Committee
Smart Growth Implementation Committee

Source: Sheboygan County Planning Department

Consistency

Most of the municipalities in Sheboygan County have used the Bay-Lake Regional Planning Commission template, which allows consistency in the planning process. Another way in which there is consistency between all the municipalities’ plans is that most municipalities had their maps created by Sheboygan County’s Planning and Resources Department. The County has developed a Smart Growth Implementation Committee that will look for inconsistencies between the adopted plans and recommend ways to resolve disputes.

PUBLIC PARTICIPATION IN THE COMPREHENSIVE PLANNING PROCESS

Sheboygan County’s comprehensive planning process is committed to providing broad based and regular opportunities for public participation throughout the planning process. The process is designed to be responsive to citizen participants, is committed to utilizing the knowledge and understanding of citizens to address important issues and offers multiple opportunities for engagement – at varying levels of involvement. The purpose of the Public Participation Plan is to describe how the public may be involved throughout the County’s entire comprehensive planning effort. Prior to the adoption of *Common Visions: Sheboygan County Comprehensive Plan*, an effort will be made to make residents aware that the County is creating a comprehensive plan and that there is public participation involved in its creation. The adopted Public Participation Plan is included in Appendix 1. Highlights from this plan are included subsequently, but are not meant to be all-inclusive.

• Creation of the Smart Growth Implementation Committee

The Smart Growth Implementation Committee (SGIC) will help in the entire planning process, as members assist in the development of a County-wide survey, identify land use conflicts, look for consistency in municipalities’ plans, review *Sheboygan County’s Comprehensive Plan*, and provide support in other ways throughout the process. Members will consist of people with technical expertise, citizens and representatives from local municipalities.

- **Public Input at Smart Growth Implementation Committee Meetings**

There will be an opportunity for public input at the beginning of each SGIC meeting. During these times local citizens can speak about local planning-related issues.

- **Reporting on Smart Growth Implementation Committee Meetings/Progress at Planning, Resources, Agriculture, and Extension Committee Meetings**

Activities of the SGIC will be reported on at the Planning, Resources, Agriculture, and Extension Committee Meetings.

- **Minutes of Smart Growth Implementation Committee Meetings**

The SGIC and the Sheboygan County Planning, Resources, Agriculture, and Extension Committee will publicly post their meeting minutes which will include information on the comprehensive planning process.

- **County-wide Statistical Survey**

The County will be sending out a survey to random households that will be statistically significant. This survey will be used to gauge the attitudes and concerns of the citizens of Sheboygan County.

- **Articles in Community Newsletter/Newspapers**

Articles in the *The Sheboygan Press*, *The Plymouth Review*, and possibly other County newspapers will be used for public awareness and education about planning and planning activities.

- **Community Visioning**

The County worked with the SGIC and UW-Extension to identify the vision and goal statements for the County. These vision and goals will ultimately guide the *Comprehensive Plan* recommendations.

- **Sheboygan County Website**

During the planning process, the County will use its website (http://www.co.sheboygan.wi.us/html/d_planning.html) to post the *Comprehensive Plan* and planning process information to be available to the public. This information may include the project schedule, meeting agendas and minutes, draft plan elements and reports, maps, photographs, and survey results. The website will serve as a link to residents on the planning activities of the SGIC. Residents will be able to provide input and written comments on the plan and the planning process to County staff and committee members via an email link on the website.

The final draft of the plan and final adopted version of the plan will be distributed as required by Chapter 66.1001 of the State Comprehensive Planning Law. The draft and final version of the plan will also be placed on the website in order to provide residents access and to receive resident input.

- **Utilize Public Input Gathered from other Planning Efforts**

The County will also use previous plans which have included elements of public input. These plans each had committees working to develop the plans and other public input opportunities.

- **Open Houses**

Sheboygan County will hold open houses throughout the County to answer questions and provide opportunities for citizens to review and comment on the *Comprehensive Plan* during the public review period.

- **Public Hearing and Written Comments for Plan Adoption**

Sheboygan County will hold a public hearing on the final draft of the *Comprehensive Plan*. This hearing will have a Class 1 Notice in the County's official newspaper, *The Plymouth Review*. The Planning, Resources, Agriculture, and Extension Committee will meet to review public comments on the final draft of the plan and make a recommendation to the County Board for adoption. Written comments on the plan will be taken from the public for a minimum of 30 days prior to the public hearing. These comments may be sent to the Planning & Resources Department, 508 New York Ave., Sheboygan, WI 53081 or emailed through the link provided on the Planning Department website. These comments will be made available for the public to view. Official responses to certain significant issues that are not already addressed in the *Comprehensive Plan* will be posted publicly for review. Adoption of this *Comprehensive Plan* shall be enacted by ordinance and comply with Section 66.1001 of Wisconsin State Statutes.

VISIONING

Sheboygan County's a Vision Subcommittee was made up of members from the Smart Growth Implementation Committee. These members used the citizen input survey, as well as, their own knowledge of the area to create the County's vision statement for the Comprehensive Plan. The draft vision statement was then brought before the Smart Growth Implementation Committee, who made comments. After adjustments were made, the Smart Growth Implementation Committee recommended approval of the vision statement. The vision statement was then approved by the Planning, Resources, Agriculture, and Extension Committee of the County Board. **The vision statement that was approved for the County's Comprehensive Plan is as follows:**

“Sheboygan County envisions the Smart Growth Plan to be a living document responsive to the changing needs of its citizens and fostering intergovernmental cooperation through reference to a compilation of local land use plans.

From Lake Michigan to the Kettles, from the cities to the farms, our County has a rich heritage. We enjoy an attractive combination of rural, urban, and semi-urban areas. Our unique location provides many opportunities for employment, housing, education, recreation, transportation, or agri-business.

The Smart Growth Plan will promote balanced development with the preservation and protection of our natural, scenic, agricultural, economic, and cultural resources. Through the Smart Growth Plan, we will retain our character and unique identity, while enhancing the quality of life for all citizens in the County.”

Although the County has an overall vision statement, most municipalities also have completed vision statements with their comprehensive plan. Below are the Comprehensive Plan vision statements for the municipalities within Sheboygan County.

Town of Greenbush

“We envision the Town of Greenbush as a predominately open/green space, agricultural area with scattered single family residences carefully sited to preserve the rural, country atmosphere and aesthetic value of the Town. Our natural environment provides both opportunities and challenges now and in the future and will continually require sound planning to ensure its protection and wise use.”

Town of Herman

“We envision the Town of Herman as a predominantly rural, agricultural area and place a high value on the preservation of farmland. To maintain harmony, carefully sited new single-family residences and small home businesses each year will be acceptable. Intergovernmental cooperation will continue to be important in helping to provide quality services for Town residents at a reasonable cost.”

Town of Holland-Draft

“The Town of Holland’s future vision is to promote long-term development that enhances the rural atmosphere of the community by maintaining agricultural land and the farming industry; preserving the landscape’s natural features and open space; promoting the community’s heritage; and guiding attractive, high-quality public and private investment.”

Town of Lima-Draft

“We envision the Town of Lima as an area dominated by agriculture in harmony with a strong natural resource base. Situated between the two communities of Sheboygan Falls and Oostburg, the town does and will continue to provide a safe, quiet country atmosphere with friendly people. To preserve and maintain its uniqueness, careful planning is essential for continued slow, managed growth.”

Town of Lyndon

“The Town of Lyndon is a progressive community that promotes organized development while preserving its rural small town character. Defined by its vast farmlands, woodlands, open spaces, and natural resources, Lyndon directs residential, commercial, and industrial growth in a reasonable fashion that discourages urban sprawl, and allows landowners a variety of land uses on their property.

Through the implementation of the town’s Comprehensive Plan and a close working relationship with the villages of Waldo and Cascade, Sheboygan County and other neighboring towns-Lyndon continues to be proactive in planning for growth, while preserving and enhancing the rural atmosphere enjoyed by past and present generations.”

Town of Mitchell

“The Town of Mitchell will continue a slow, planned development as a mixed residential/farm community with limited commercial and industrial development. Growth of residential development is expected to be on larger lots, lots not served by municipal sewer or water, and to result in the loss of some farmland. Agricultural uses are expected to move away from the traditional dairy farming towards niche/specialty farming or hobby farms. Commercial development in the Town is expected to be primarily from home based businesses that while generally unobtrusive can come into conflict with neighbors. The Town of Mitchell is desirous of establishing the minimum amount of regulations that would balance private property rights with the overall community’s health and welfare including a farmer’s right to farm.”

Town of Mosel

“We envision the Town of Mosel as a mixed agricultural/residential community with an emphasis on the preservation of farmland. We value a country atmosphere that is quiet, friendly, and safe. Our unique natural and man-made features pose both opportunities and challenges now and in the future. Intergovernmental cooperation will continue to be important in helping provide quality services for Town residents at a reasonable cost.”

Town of Plymouth-Draft

“We envision the Town of Plymouth as a community with a safe, quiet, rural country atmosphere. Our town values a blend of carefully planned single-family residences, scenic agricultural land and open/green space. Our easy access to the Kettle Moraine State Forest, City of Plymouth and great employment opportunities, provides our Town with a high quality of life. We consider our farmland and open-spaces to be valuable assets and encourage careful planning and preservation to ensure they are used wisely. While continuing to plan efficiently, intergovernmental cooperation, especially with the City of Plymouth, will be essential.”

Town of Rhine-Draft

“We envision the Town of Rhine as a community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a quiet, rural country atmosphere. Rhine residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. Intergovernmental cooperation will be important in this planning.”

Town of Russell

“We envision the Town of Russell as a community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a quiet, rural country atmosphere. Town of Russell residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. Intergovernmental cooperation will be important in this planning.”

Town of Scott-Draft

“We envision the Town of Scott as a family friendly community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a rural country atmosphere that is safe and serene. Town of Scott residents consider the natural environment to be a great asset for farming, recreation, and overall quality of life and encourage careful planning to ensure its protection and wise use.”

Town of Sheboygan-Draft

“We envision the Town of Sheboygan as a quiet, ideally located community within Sheboygan County. We value a blend of open/green space, single-family residences and unique emerging businesses in harmony with our high-quality natural resource base. We consider our open-spaces, natural resources and managed/responsible growth to be great assets and encourage careful planning in their management. To continue to offer high quality services with relatively low taxes, intergovernmental cooperation, especially with neighboring municipalities, will be very important.”

Town of Sheboygan Falls-Draft

“We envision the Town of Sheboygan Falls as an agricultural community with a quiet, rural country atmosphere. We consider our farmland, open-space and river corridors to be great assets and encourage preservation and careful planning to ensure they are used wisely. Future residential and business development will take these assets into account. While continuing to plan efficiently, intergovernmental cooperation will be essential, especially with other units of government.”

Town of Sherman

“We envision Sherman as a predominately open space, agricultural area surrounding small villages. Sherman residents consider the land to be great natural asset and encourage careful planning to ensure the land is used wisely. Intergovernmental cooperation will be important in this planning.”

Town of Wilson

“Wilson’s visionary government and community leaders have planned ahead to ensure the town is well-prepared to meet the growing needs of its residents and businesses while preserving and enhancing natural qualities of the land through implementation of this comprehensive plan.”

Village of Adell

“We envision Adell as a small village surrounded by a predominately open space/agricultural area. Adell residents value a small town, neighborly atmosphere. We seek continued quality basic services, partnering with surrounding communities when beneficial.”

Village of Cascade-Draft

“We envision Cascade as a family-oriented, moderately growing village with small community atmosphere. We value our school and neighborhoods that are safe. Our village will continue to provide affordable services to a mix of residences and small retail businesses that make Cascade a great place to live, work, and play.”

Village of Cedar Grove

They do not have an overall vision statement in their comprehensive plan, but they do have community vision guideline:

“This plan is intended to capture a shared vision for the Village. It is a statement reflecting community pride and how residents want the Village to manage growth and development in the

future. It will help elected officials make decisions reflecting the short- and long-term wished of the community. It will help prioritize the Village’s human and financial resources so it can provide the necessary public infrastructure and amenities needed to maintain a high quality of life. It will also help to foster a sustainable economy that is in keeping with its rural character.”

Village of Elkhart Lake-Draft

“We envision the Village of Elkhart Lake as a small village with unique historic character, slow, but steady growth, and a high quality of life enjoyed by both residents and visitors. We value a small community atmosphere that is safe and serene. We consider the lake and surrounding natural environment to be our greatest assets and encourage careful planning to insure that it is used wisely. Tourism will play a key role in our community’s future.”

Village of Glenbeulah

“We envision Glenbeulah as a small, family-oriented moderately growing village with a mix of residences and small businesses that projects a positive aesthetic appearance. Glenbeulah residents value a small community atmosphere that is quiet and safe. We consider the Mill Pond and surrounding natural environment to be great assets.”

Village of Howards Grove

“We envision Howards Grove as a low density, moderately growing village with well-kept, primarily single-family residential and sufficient businesses to meet local needs. Howards Grove residents value a quiet, friendly atmosphere. We consider the parks and green space to be assets. We seek continued quality basic services, partnering with surrounding communities when mutually beneficial.”

Village of Kohler

“The Village of Kohler desires to remain one of Wisconsin’s finest “planned communities” by growing in an intentional and planned manner that will preserve and enhance its “Village” atmosphere, high quality of life, and natural assets.”

Village of Oostburg-Draft

“We envision Oostburg as a moderately growing village with small community atmosphere, charm, and family values. We value our churches and neighborhoods that are safe and serene. Our village will continue to provide quality services to an appropriate mix of well-kept residences, businesses and industries that make Oostburg a great place to live, work and play.”

Village of Random Lake

“We envision Random Lake as a moderately growing village surrounded by a mix of agricultural/residential area. Random Lake residents value a friendly, small town atmosphere. We consider the lake to be a great asset and we care about community appearance. Partnering with surrounding communities when beneficial, the village will continue to provide quality basic services to a mix of residences, businesses, and acceptable industries.”

Village of Waldo-We envision Waldo as a moderately growing village surrounded by a mix of agricultural/residential area. We consider the Waldo Mill Pond to be a great asset and we intend to preserve it for generations to come. Through a coordination strategy (that Waldo is equal to and not subordinate to other units of government) Waldo looks forward to working with other units of governments in dealing with the issues of today and issues yet to come

City of Plymouth

They do not have an overall vision statement in their comprehensive plan, but they do have vision elements:

- A revitalized Downtown Plymouth with a full array of commercial, office, park, and entertainment uses. Many of these uses are located in the district's well-preserved historic buildings.
- An adopted comprehensive plan that was creative, forward thinking and provided real strategies that were implemented.
- An improved transportation system in the community that was achieved through thoughtful street layout design and consideration of traffic flow with each new development.
- An enhanced mill pond and Mullet River waterfront area that attracts residents and visitors alike to the downtown area.
- A fully developed bike and pedestrian network that connects the Downtown to surrounding neighborhoods, schools, parks, and commercial areas.
- An attractive gateway into the community, which was achieved through high-quality site design standards for all commercial and industrial development.

City of Sheboygan

They do not have an overall vision statement in their comprehensive plan, but they do have a statement of overall planning objectives:

The overall focus of this plan is to provide the best possible balance between the quality of life and the cost of living. The ability to reach this goal results from a combination of long-term planning strategies that establish the community's vision, and the day-to-day decisions made by the Plan Commission and Common Council in reviewing development proposals and making public investment decisions the generally forward or constrain this vision. The Communities that are most successful in reaching the highest possible quality of life at the most reasonable cost of living share three common strengths:

- They envision a potential future that is both creative and realistic.
- They identify critical opportunities and challenges as early as possible.
- They develop a systematic approach for implementing planning objectives through broad-based channels and strategically targeted special initiatives.

The intent of this Plan is to coordinate planning policies and mapped recommendations to attain these strengths.

City of Sheboygan Falls-Draft

“Sheboygan Falls strives to be proactive in planning for growth, while preserving its historic heritage for future generations in a friendly, safe, family environment. We offer residential, commercial and industrial growth that maintains a high quality of life for all. We value our downtown historic district promoting a mix of retail, office and service uses. A key asset will be a bike and pedestrian network connecting neighborhoods, schools, parks and commercial areas. Tourism will play an increasing role in our community’s future, and we will continue to cooperate with neighboring towns, villages and Sheboygan County to achieve these objectives.”

GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). **Policies** focus the intent of the governing body on moving forward (we’re committing to getting there). **Programs** describe specific actions that should take place (here’s how we get there).

All goals, objectives, policies and programs throughout the Plan refer to the County undertaking the action/task, unless otherwise noted.

Final Goal statements for Sheboygan County, as well as Objectives, Policies, and Programs for “Agriculture, Natural & Cultural Resources,” “Housing,” “Economic Development,” “Transportation,” “Utilities & Community Facilities,” “Intergovernmental Cooperation,” and “Land Use” can be found in Chapter 9 and in the respective chapters dedicated to each of these elements.

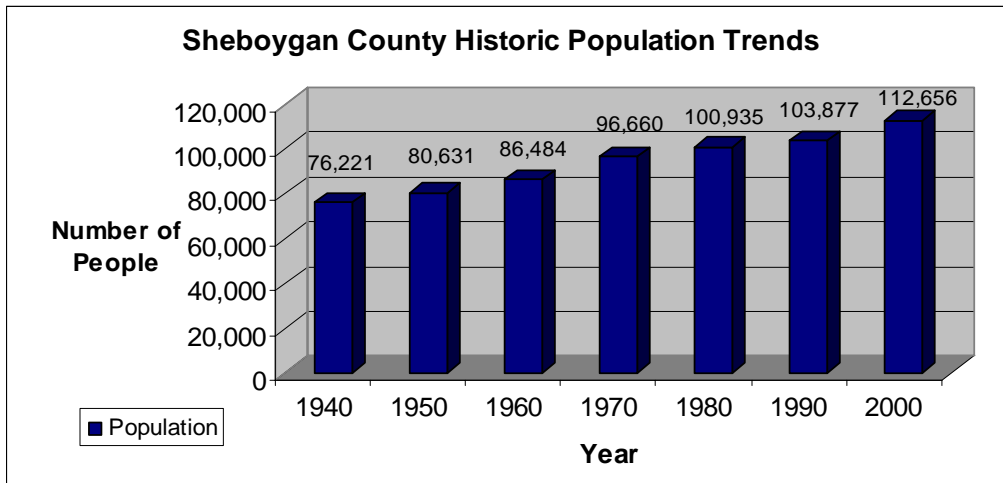
BACKGROUND INFORMATION/DEMOGRAPHICS

The next few pages include data and a brief analysis of the basic demographic data for Sheboygan County. More detailed and other demographic and background information such as employment, housing, and education data will be found in subsequent chapters, as well as in Appendix 2-*Sheboygan County Background and Inventory Report*, which is a compilation of data from the U.S. Census Bureau, Wisconsin Department of Workforce Development (WI DWD), and the Wisconsin Department of Revenue (WI DOR). This data is broken down into a multitude of categories: State of Wisconsin, Sheboygan County, individual municipalities, cities, villages, towns, urban towns, and rural towns.

Population

Sheboygan County’s population was estimated by the Department of Administration (WDOA) to be at 117,045 in 2007. Figure 1-1 shows that over the past 58 years, Sheboygan County has experienced strong population growth with the addition of 36,414 people. Between 1990 and 2000, the County added nearly 8,800 residents, for a growth rate of 7.8 percent. This is the second largest influx of people to Sheboygan County in a 10-year period, behind only the decade of 1960-1970 when 10,176 people were added.

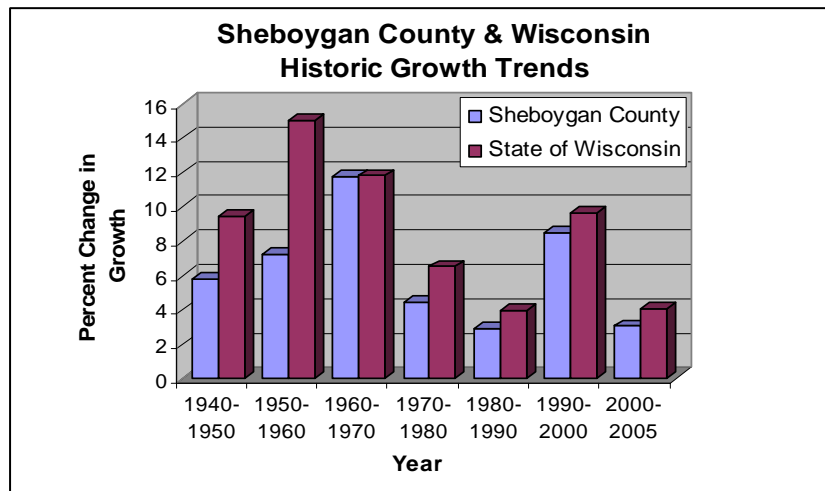
Figure 1-1: Sheboygan County Historic Population Trends



Source: Wisconsin Department of Administration; Sheboygan County

The State of Wisconsin has grown at a faster rate in every decade than Sheboygan County, with the State of Wisconsin experiencing the largest percent change in growth from 1950 to 1960. Sheboygan County experienced its highest rate of growth between 1960 and 1970. This can be seen in Figure 1-2.

Figure 1-2: Sheboygan County & State of Wisconsin Population Change Over Time



Source: Wisconsin Department of Administration

The city with the largest population growth by number of people continues to be Sheboygan, but other areas of the County have taken a greater share of the population. This means that even though the City of Sheboygan gained over 10,000 people from 1940 to 2000, an increase of 20 percent of its population, the Village of Oostburg’s population grew by 72 percent from 1940 to 2000. Figures 1-3, 1-4, and 1-5 show the changes in the population breakdown of Sheboygan County in 1940, 1970, and 2000. By looking at the pie charts, one can see that Howards Grove has a much larger piece of the pie today than in 1940. In 1940, the Village made up an indiscernible portion of the County’s population, but in 2000 the Village’s population made up

2.5 percent of the County’s total population. Another interesting observation is that the Town of Sheboygan’s share of Sheboygan County’s population decreased between 1940 and 1970, but has once again increased from 1970 to 2000. As the City of Sheboygan’s share of the overall population declines between 1940 and 2000, the Cities of Plymouth and Sheboygan Falls share of the population has increased. The Town of Sheboygan Falls has seen almost a 1 percent drop in its share of the County population since 1970. The Town of Wilson’s share of the population increased between 1940 and 1970, but decrease between 1970 and 2000. The Towns of Herman and Mosel have also seen decreases in their shares of the County’s population. One possible explanation for these decreases may be due to the annexations that are occurring from the nearby cities and villages. All Sheboygan County municipalities’ historic populations can be seen in Appendix 2-Sheboygan County Background and Inventory Report.

Figure 1-3: Sheboygan County Population, 1940

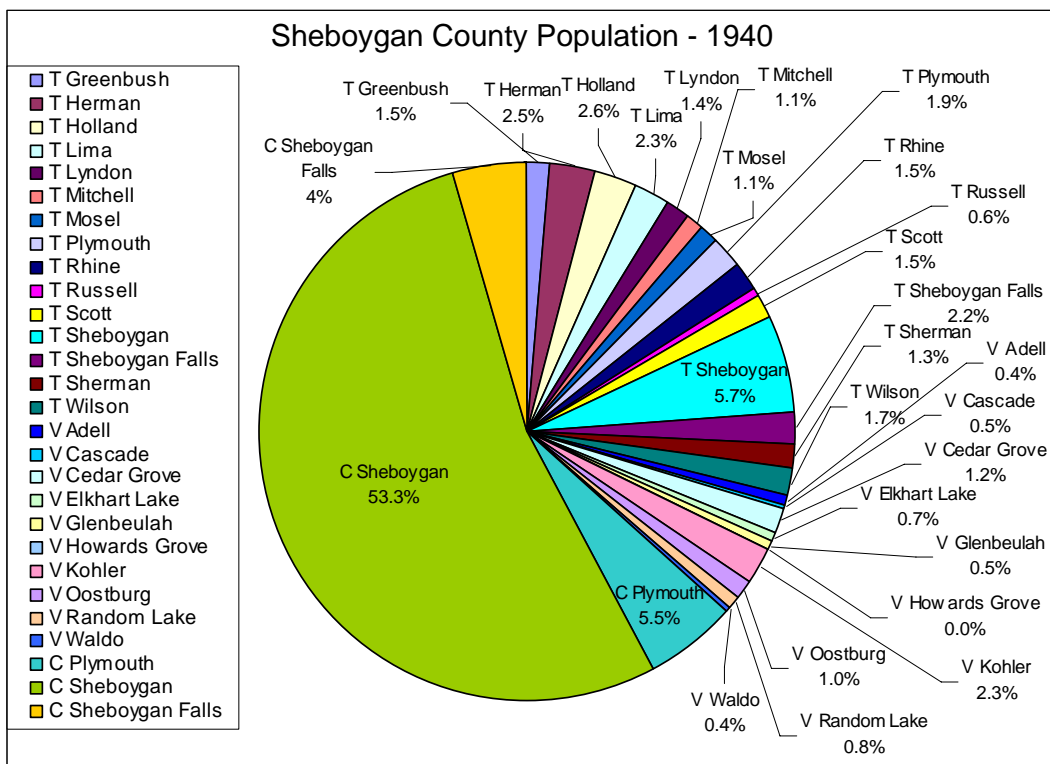


Figure 1-4: Sheboygan County Population, 1970

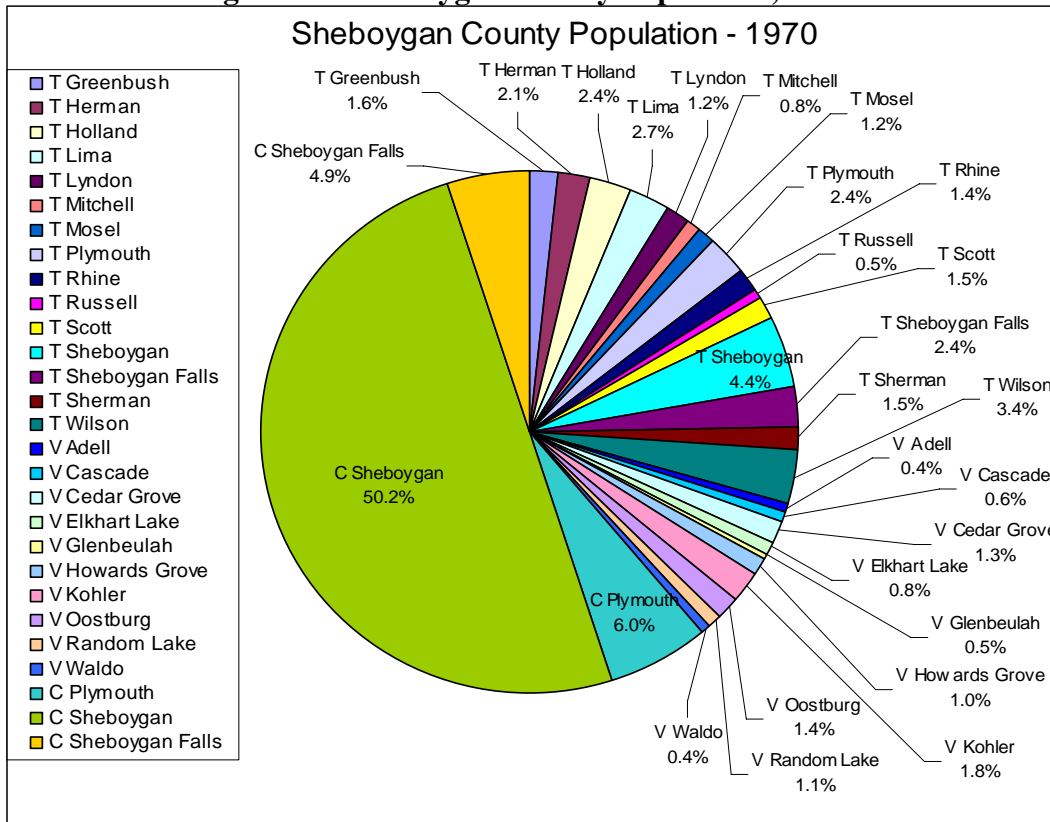


Figure 1-5: Sheboygan County Population, 2000

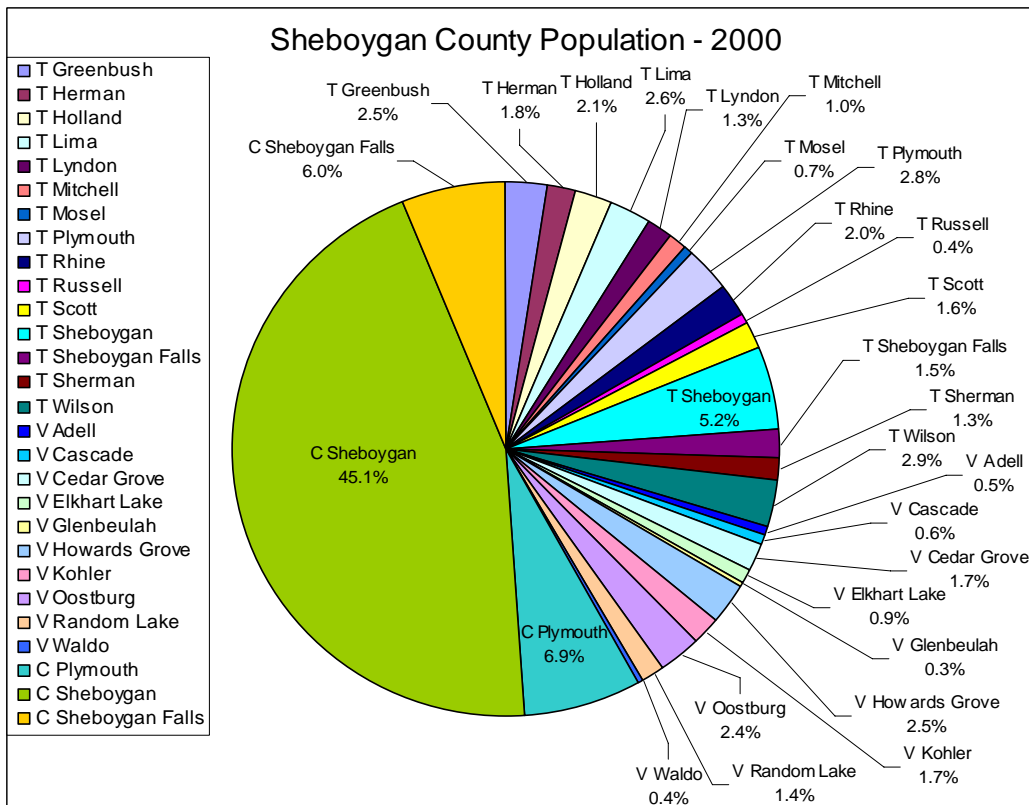
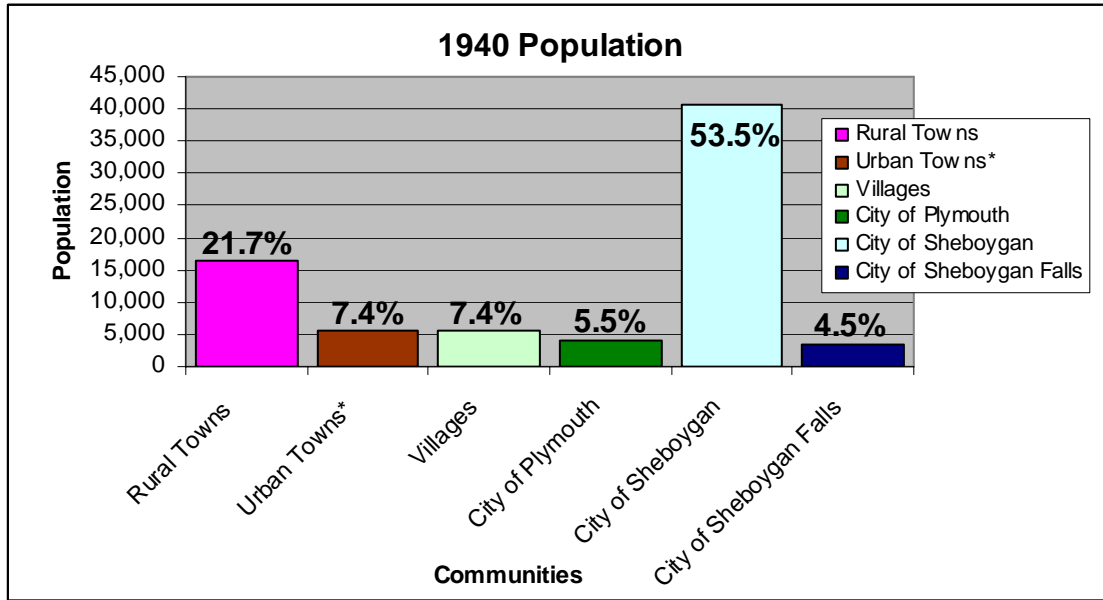
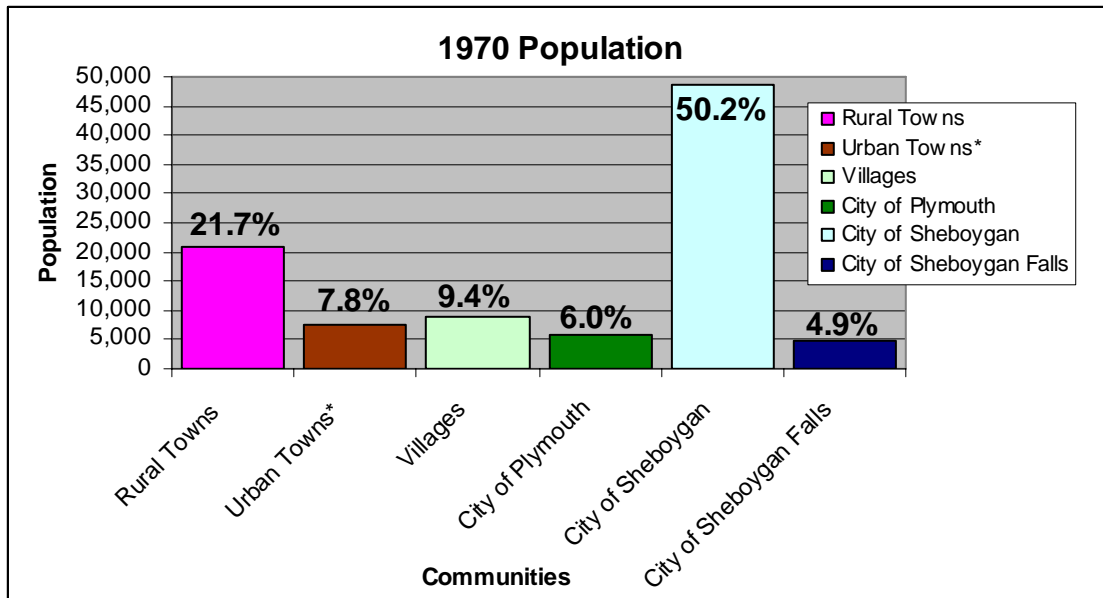


Figure 1-6: Sheboygan County Population Breakdown by Type of Government, 1940



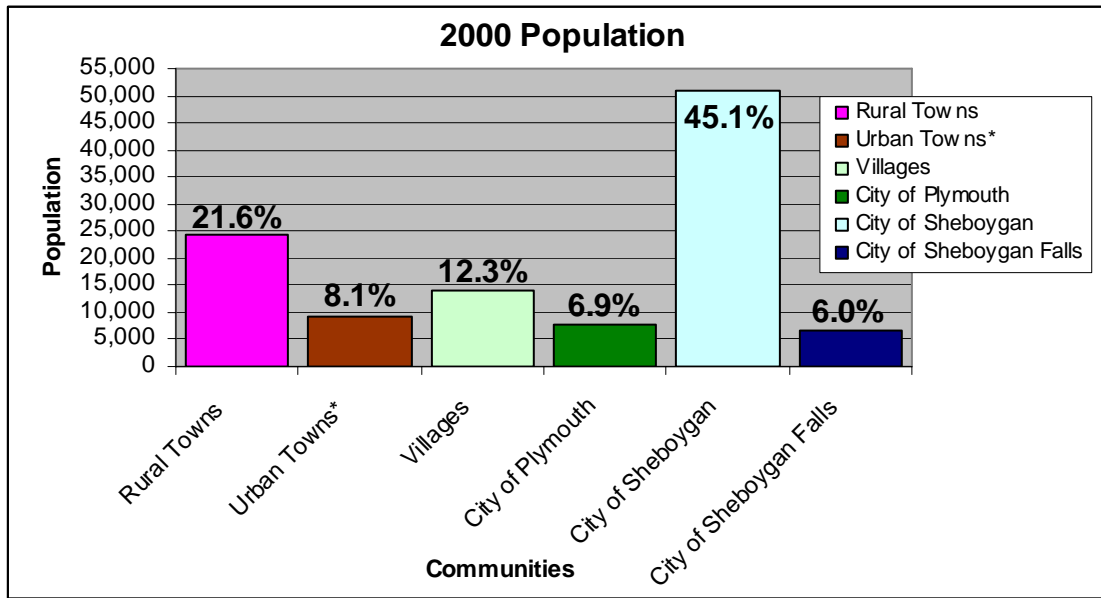
Source: U.S. Census Bureau *Urban Towns (Wilson and Sheboygan)

Figure 1-7: Sheboygan County Population Breakdown by Type of Government, 1970



Source: U.S. Census Bureau *Urban Towns (Wilson and Sheboygan)

Figure 1-8: Sheboygan County Population Breakdown by Type of Government, 2000



Source: U.S. Census Bureau *Urban Towns (Wilson and Sheboygan)

Not only does one need to analyze the total population changes, it is also helpful to look at population trends based on gender. The trend in changes in gender-specific population in Sheboygan County is unlike that of the United States and Wisconsin. In Sheboygan County the population of males has increased at a faster rate over the last 16 years compared to the population of females. But, the percent composition of Sheboygan County’s total population of each gender remains nearly identical (see Table 1-3). At the state level, the female population has increased at a faster rate than the male population, though the percent of females is only about one percent greater than the percent of males.

	1990	2000	2007**
Male (number, percentage)	51,391 (49.5%)	56,503 (50.2%)	57,541 (50.1%)
Female (number, percentage)	52,486 (50.5%)	56,143 (49.8%)	57,215 (49.9%)
Total	103,877	112,646	114,756

Source: U.S. Census Bureau & *2007 WDOA Estimates

According to the WDOA population projections released in 2004, Sheboygan County’s population, as a whole, from 2000-2030 is expected to increase by 20,375 persons, or by at least 18 percent. The individual municipalities are each projected to grow at different rates (projections are only available from 2000-2025 for municipalities), with some municipalities expected to see a decrease in their population. The Town of Sheboygan’s population is expected to see an increase of 3,485 people or 59.3 percent increase in its population from 2000 to 2025, the largest in the County, while over that same time period the Town of Mosel’s population is anticipated to have the greatest loss of population at 18.2 percent. The City of Sheboygan, which holds the largest percent of the population, is expected to gain 1,784 people, which is numerically less than three other municipalities. These numbers are just projections and many different factors, such as changes in municipal boundaries, housing availability, and economic

development can have a substantial affect on population trends. For example, the Town of Mosel will be host to future high-profile golf events which have the capability to alter the population projections. Table 1-4 shows the population projections for all municipalities within Sheboygan County. These projections are important because they help to assess the area’s future need for housing, community facilities, transportation, and other population-related facilities.

Table 1-4: Population Projections

Type and Name of Municipality	Census		Projections*						Percent Population Change 2000-2025
	1990	2000	2005	2010	2015	2020	2025	2030**	
T GREENBUSH	1,849	2,619	2,649	2,677	2,709	2,743	2,773	N/A	5.9%
T HERMAN	1,820	2,044	2,140	2,236	2,334	2,435	2,534	N/A	24.0%
T HOLLAND	2,567	2,360	2,368	2,373	2,382	2,392	2,399	N/A	1.7%
T LIMA	2,715	2,948	3,029	3,115	3,206	3,300	3,389	N/A	15.0%
T LYNDON	1,432	1,463	1,508	1,552	1,598	1,646	1,692	N/A	15.7%
T MITCHELL	1,038	1,286	1,380	1,474	1,570	1,668	1,764	N/A	37.2%
T MOSEL	918	839	809	778	747	717	686	N/A	-18.2%
T PLYMOUTH	2,911	3,115	3,249	3,388	3,532	3,679	3,823	N/A	22.7%
T RHINE	2,235	2,244	2,313	2,381	2,453	2,526	2,597	N/A	15.7%
T RUSSELL	362	399	403	407	412	417	421	N/A	5.5%
T SCOTT	1,671	1,804	1,870	1,935	2,003	2,072	2,140	N/A	18.6%
T SHEBOYGAN	3,866	5,874	6,534	7,226	7,932	8,648	9,359	N/A	59.3%
T SHEBOYGAN FALLS	1,908	1,706	1,682	1,656	1,633	1,610	1,585	N/A	-7.1%
T SHERMAN	1,461	1,520	1,533	1,544	1,558	1,573	1,585	N/A	4.3%
T WILSON	2,931	3,227	3,384	3,541	3,703	3,869	4,031	N/A	24.9%
V ADELL	510	517	515	513	512	510	509	N/A	-1.5%
V CASCADE	620	681	678	675	673	671	668	N/A	-1.9%
V CEDAR GROVE	1,521	1,887	2,010	2,132	2,257	2,385	2,511	N/A	33.1%
V ELKHART LAKE	1,019	1,021	1,039	1,057	1,076	1,096	1,115	N/A	9.2%
V GLENBEULAH	386	378	369	359	350	341	332	N/A	-12.2%
V HOWARDS GROVE	2,329	2,792	2,997	3,201	3,410	3,624	3,834	N/A	37.3%
V KOHLER	1,817	1,926	1,993	2,058	2,127	2,197	2,265	N/A	17.6%
V OOSTBURG	1,931	2,660	2,889	3,117	3,351	3,588	3,823	N/A	43.7%
V RANDOM LAKE	1,439	1,551	1,606	1,661	1,718	1,776	1,833	N/A	18.2%
V WALDO	442	450	456	462	469	475	482	N/A	7.1%
C PLYMOUTH	6,769	7,781	8,346	8,902	9,473	10,054	10,627	N/A	36.6%
C SHEBOYGAN	49,587	50,792	51,171	51,473	51,836	52,243	52,576	N/A	3.5%
C SHEBOYGAN FALLS	5,823	6,772	7,150	7,518	7,897	8,285	8,665	N/A	28.0%
SHEBOYGAN COUNTY TOTALS	103,877	112,656	116,070	119,411	122,921	126,540	130,018	133,031	18.1%

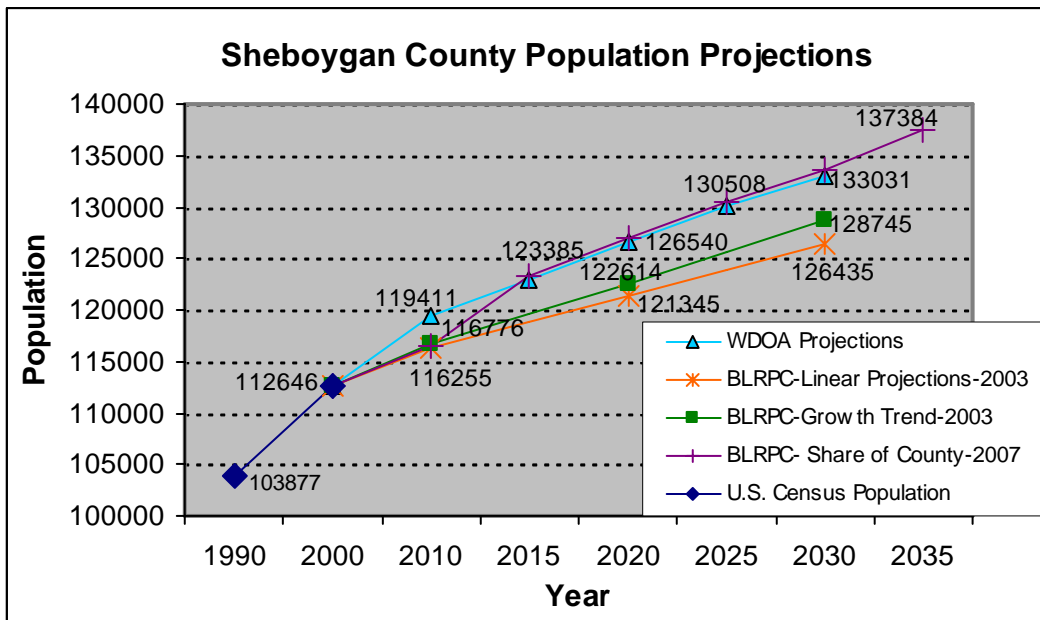
*Wisconsin Department of Administration Population Projections

**The WDOA had not completed population projections for individual municipalities for 2030; they have only completed them for Counties.

Figure 1-9 illustrates four different population projections. The first is the population projection created by the WDOA, the second is a linear projection created by Bay-Lake Regional Plan Commission in 2003, the third projection is a growth trend created by Bay-Lake Regional Plan Commission in 2003, and the final projection is called the Share of County projection and was created by Bay-Lake Regional Plan Commission in 2007. This projection method is more complicated than the linear or growth trends. This model takes the official WDOA population projections for each county and then allocates them back to each municipality based on its share of the county’s population based on the most recent population estimates.

The WDOA projection shows an 11.4 percent rate of growth of the County from 2010 to 2030; the Share of County projection shows a 14.6 percent rate of growth from 2010-2030, whereas, the other two projections show a rate of growth between 8.1 and 10.2 percent. The current rate of growth of Sheboygan County has been only 6 percent, and is projected to be only about 6 percent from 2010 to 2020. This could mean the WDOA and Share of County projections are higher than what the actual population growth will be. Population projections can change because unexpected events can occur that may impact the County.

Figure 1-9: Sheboygan County Population Projections



Source: Wisconsin Department of Administration, 2004; Bay-Lake Regional Plan Commission, 2004 & 2007.

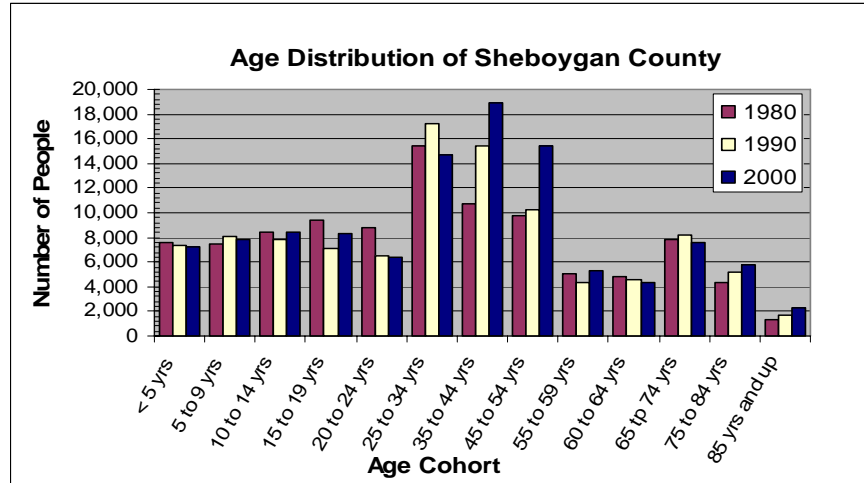
Age Distribution

The U.S. Census Bureau indicates that the median age of Sheboygan County residents has risen from 30.3 in 1980 to 36.8 in 2000. This shows an average increase of 3.25 years every decade. Residents of Sheboygan County are getting older, which is the trend nation-wide as the baby boomers continue to age. Figure 1-10 shows the age distribution for Sheboygan County over time.

Although the working age population (16 and above) has realized over a 22 percent increase since 1980 and a 13 percent increase since 1990, a large portion of this working age group will be retired or near retirement within the 20-year timeframe of this *Plan*. As the population

continues to age and retire, it is necessary to ensure that the social and economic support networks are in place for a comfortable retirement and to ensure an adequately educated and prepared workforce is ready to replace them.

Figure 1-10: Age Distribution of Sheboygan County



Source: U.S. Census Bureau

Housing

According to the U.S. Census, in 2000 there were 45,947 total housing units in Sheboygan County, of those 94.8 percent are occupied. Table 1-5 illustrates the median year that houses in Sheboygan County were built is 1959, while Wisconsin’s median age for housing units is 1965. Over one-third of all housing units in Sheboygan County were built before 1939. This may mean there will be a need to renovate and/or build new housing units. Household size and demographics impact the amount and type of housing needed in a community. The total number of housing units in Sheboygan County has increased moderately since 1980. From 1980-2000, the total number of housing units in Sheboygan County has increased by 25 percent which is slower than the State of Wisconsin which experienced a 32 percent growth in housing units during that same period. Sheboygan County’s housing stock appears to be older than the surrounding counties (See Table 1-5). Washington and Ozaukee County homes have a median age of 1976 and 1972 respectively, on average this is about 15 years newer than Sheboygan County homes.

Table 1-5: Total Housing Units, Sheboygan County & State of Wisconsin

	State of Wisconsin	Sheboygan County	Fond du Lac County	Manitowoc County	Ozaukee County	Washington County
% of Total Units	2000	2000	2000	2000	2000	2000
Total Housing Units	2,321,144	45,947	39,271	34,651	32,034	45,808
1999 to March 2000	2.2%	1.9%	1.6%	1.6%	2.4%	3.2%
1995 to 1998	7.3%	6.2%	7.8%	6.0%	7.6%	10.4%
1990 to 1994	7.3%	6.4%	6.8%	5.7%	10.2%	13.5%
1980 to 1989*	10.8%	9.3%	9.0%	7.5%	12.7%	13.8%
1970 to 1979**	16.9%	14.9%	15.6%	14.6%	21.2%	20.8%
1960 to 1969	11.9%	10.3%	10.3%	10.1%	14.2%	10.8%
1950 to 1959	12.6%	9.6%	11.6%	12.2%	13.4%	7.9%
1940 to 1949	7.7%	7.7%	7.1%	8.9%	4.9%	4.0%
1939 or earlier	23.4%	33.7%	30.2%	33.4%	13.5%	15.5%
Median Year Built	1965	1959	1961	1956	1972	1976

Source: US Census, *1990 Includes units built 1989 to March 1990, **1980 Includes units built 1979 to March 1980

It is projected that in 2030 there will be 53,949 households in Sheboygan County; this would be an increase of over 10,000 or 24 percent since 2000. Table 1-6 shows the projected number of households for Sheboygan County and surrounding counties. Appendix 2 - *Sheboygan County Background and Inventory Report* shows the number of projected households for all municipalities in Sheboygan County. Sheboygan County is projected to see a smaller growth in the number of households than Fond du Land, Ozaukee, and Washington Counties. Washington County is projected to see the largest percent change in the number of households from 2000 to 2030, nearing 40 percent. The number of households that are projected will influence the number of housing units that are built in the next 20 years. Demands for new housing must meet the needs of a cross-section of residents. New housing in Sheboygan County coupled with well-maintained older homes should help provide adequate housing stock necessary to meet the needs and desires of existing residents.

Table 1-6: Number of Projected Households

Municipality	Census	Projected						Percent
	2000	2005	2000	2015	2020	2025	2030	Change
Sheboygan County	43,548	45,141	43,548	48,806	50,607	52,378	53,949	23.9%
Fond du Lac County	36,931	38,787	36,931	42,444	44,019	45,285	46,319	25.4%
Manitowoc County	32,723	33,781	35,125	36,386	37,562	38,283	38,773	18.5%
Ozaukee County	30,857	32,183	33,680	35,294	36,833	38,267	39,208	27.0%
Washington County	43,843	46,829	49,906	52,890	55,652	58,771	61,351	39.9%

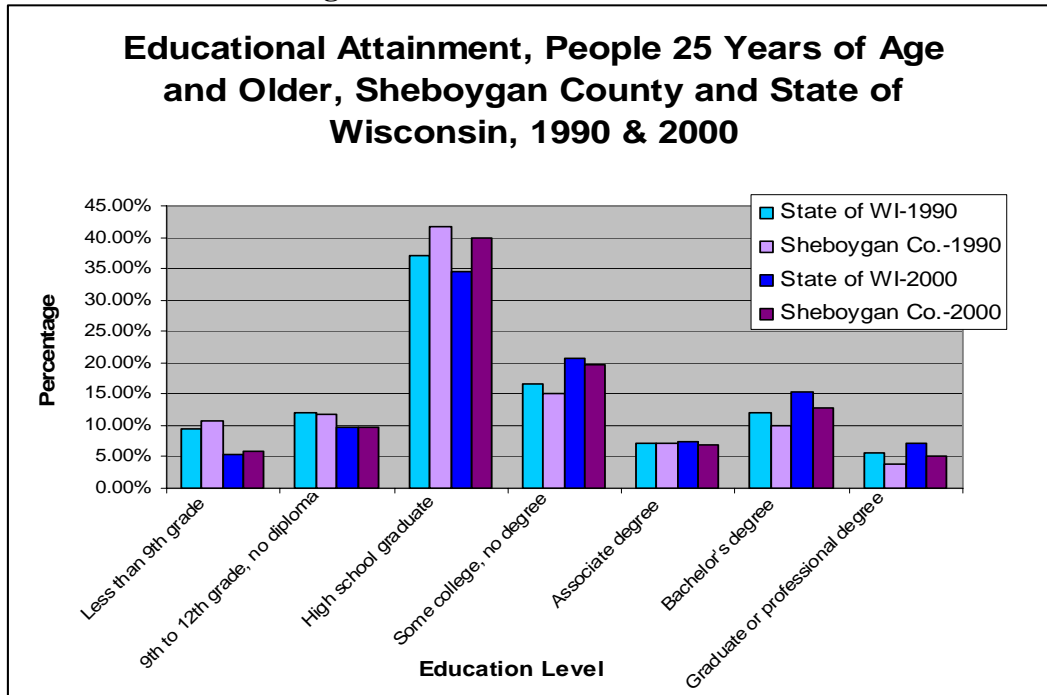
Source: Wisconsin Department of Administration

Education

Educational attainment appears to be on the rise in Sheboygan County (See Table1-7 and Figure 1-11). The County has seen an increase of 4.1 percent since 1990 in the percent of people holding a bachelor’s degree or higher. When comparing Sheboygan County to the State of Wisconsin, using U.S. Census data, the County lags behind in the percent of people who hold a bachelor’s degree or higher. The State has a larger percentage of its population (over 25 years

old) that have completed less than 9th grade and has 34.8 percent of its population holding a high school diploma or equivalent, compared to 38 percent of the population at the County level holding a diploma.

Figure 1-11: Educational Attainment



Source: U.S. Census Bureau

When looking at the 2006 American Community Survey data, produced by the U.S. Census Bureau, one can see that Sheboygan County continues to have a smaller percentage of residents who hold a bachelor’s degree and who have higher education levels than the overall state population. Although Sheboygan County has closed the gap with the State slightly on the percent of residents who are high school graduates or higher, Sheboygan County still has a smaller percentage of residents obtaining higher levels of education than the overall State.

Table 1-7: Educational Attainment for Sheboygan County & Wisconsin, 1990, 2000, 2006

	State of Wisconsin			Sheboygan County		
	1990	2000	2006*	1990	2000	2006*
Population 25 years and over	3,094,226	3,475,878	3,682,631	66,938	74,561	77,886
Less than 9th grade	9.5%	5.4%	4.1%	10.8%	5.8%	3.7%
9th to 12th grade, no diploma	11.9%	9.6%	7.6%	11.8%	9.8%	8.4%
High school graduate**	37.1%	34.6%	34.8%	41.6%	39.9%	38.0%
Some college, no degree	16.7%	20.6%	19.6%	15.0%	19.7%	19.5%
Associate degree	7.1%	7.5%	8.8%	7.1%	6.9%	9.4%
Bachelor's degree	12.1%	15.3%	16.7%	9.9%	12.8%	14.9%
Graduate or professional degree	5.6%	7.2%	8.4%	3.8%	5.1%	6.2%
Percent high school graduate or higher	78.6%	85.1%	88.4%	77.4%	84.4%	87.9%
Percent bachelor's degree or higher	17.7%	22.4%	25.1%	13.8%	17.9%	21.0%

Source: US Census; * 2006 American Community Survey by the U.S. Census Bureau

** Includes equivalency

Table 1-8 shows that Sheboygan County is in the middle when it comes to comparing education attainment levels with neighboring counties. Sheboygan County has a greater percent of residents with bachelor’s degrees or higher compared to Fond du Lac and Manitowoc Counties, but Sheboygan County has a lower percentage of residents attaining these higher levels of education compared to Ozaukee and Washington Counties. One possible explanation for this

Table 1-8: Educational Attainment for Sheboygan County & Surrounding Counties, 2000

Educational Attainment Levels	Sheboygan County	Fond du Lac County	Manitowoc County	Ozaukee County	Washington County
	2000	2000	2000	2000	2000
Population 25 years and over	74,561	63,548	55,452	54,912	77,709
Less than 9th grade	5.8%	5.8%	6.7%	2.9%	4.3%
9th to 12th grade, no diploma	9.8%	10.1%	8.8%	5.2%	6.9%
High school graduate**	39.9%	40.1%	43.0%	24.2%	35.1%
Some college, no degree	19.7%	19.1%	18.6%	22.0%	22.9%
Associate degree	6.9%	8.2%	7.4%	7.0%	8.8%
Bachelor's degree	12.8%	12.0%	11.3%	25.6%	16.0%
Graduate or professional degree	5.1%	4.9%	4.1%	13.0%	6.0%
Percent high school graduate or higher	84.4%	84.2%	84.6%	91.9%	88.8%
Percent bachelor's degree or higher	17.9%	16.9%	15.5%	38.6%	21.9%

Source: U.S. Census Bureau

difference may be that Ozaukee and Washington Counties lie within the Milwaukee Metropolitan Area (MMA), which is home to many more colleges and universities than Sheboygan County. Sheboygan County has Lakeland College, UW-Sheboygan, and Lakeshore Technical College Sheboygan; whereas, the MMA has UW-Milwaukee, Marquette University, Concordia University, Milwaukee School of Engineering, UW-Washington County, and many others. With all the opportunities to further one’s education, it should not be surprising that MMA residents have higher levels of education than Sheboygan County residents. As job sectors shift and change, Sheboygan County needs to try to increase its residents’ levels of educational attainment.

Income Levels

According to the 2006 American Community Survey by the U.S. Census Bureau, the median income for a household in Sheboygan County and the State was \$46,560 and \$48,772 respectively. The mean or average income was \$57,657 and \$60,859 respectively. In 1999, the U.S. Census Bureau stated Sheboygan County had a median income of \$46,237 and a mean income of \$54,105. This indicates the median income has increased slightly, while the mean income increased by over \$3,000. In 1999, the State of Wisconsin had a median income of \$43,791, which means Sheboygan County had a higher median income (See Table 1-8) than the State.

Table 1-8: Income Brackets, Sheboygan County & State of Wisconsin, 1979, 1989, 1999

Income Levels	State of Wisconsin			Sheboygan County		
	1979	1989	1999	1979	1989	1999
Less than \$10,000	26.6%	14.0%	7.1%	24.2%	11.3%	4.9%
\$10,000 to \$14,999	15.0%	9.4%	5.8%	13.5%	8.3%	5.2%
\$15,000 to \$24,999	29.0%	18.7%	12.7%	32.7%	18.6%	12.1%
\$25,000 to \$34,999	17.2%	17.4%	13.2%	18.7%	18.0%	13.2%
\$35,000 to \$49,999	8.3%	20.2%	18.1%	7.5%	24.4%	19.5%
\$50,000 to \$74,999	2.7%	14.1%	22.7%	2.5%	14.3%	26.2%
\$75,000 to \$99,999*	1.1%	3.6%	10.9%	1.0%	2.8%	11.2%
\$100,000 to \$149,999	~	1.7%	6.4%	~	1.4%	5.2%
\$150,000 to \$199,999**	~	1.0%	1.5%	~	0.9%	1.2%
\$200,000 or more	~	~	1.5%	~	~	1.3%
<i>Total Households</i>	1,654,777	1,824,252	2,086,304	35,433	38,658	43,595
Median Household Income	\$17,680	\$29,442	\$43,791	\$18,719	\$31,603	\$46,237

Source: U.S. Census Bureau

Sheboygan County's 2006 per capita personal income (PCPI) is \$35,419, which ranks 7th highest among Wisconsin's 72 counties in 2006 for its PCPI. Sheboygan County's PCPI has been steadily increasing. From 2000 to 2006, the PCPI has risen by 23 percent, which is a larger percentage than in Wisconsin and the United States. Table 1-9 shows the PCPI from 2000-2006 in Wisconsin, Sheboygan County, and surrounding counties. Of the surrounding counties, Ozaukee is the only one which saw a larger percent change in its PCPI since 2000. Ozaukee County has the highest PCPI in the state by nearly \$10,000. Washington County has a high PCPI, but has not seen the same growth as Sheboygan County in that time period.

Table 1-9: Per Capita Personal Income

	2000	2001	2002	2003	2004	2005	2006	Percent Change
Sheboygan County	\$28,814	\$29,733	\$30,460	\$31,251	\$32,829	\$33,861	\$35,419	22.9%
Fond du Lac County	\$27,716	\$28,151	\$29,121	\$29,951	\$30,919	\$31,745	\$32,923	18.8%
Manitowoc County	\$26,152	\$26,506	\$27,043	\$27,807	\$29,416	\$30,595	\$31,624	20.9%
Ozaukee County	\$46,092	\$46,637	\$46,829	\$47,527	\$50,693	\$52,873	\$56,816	23.3%
Washington County	\$33,604	\$33,683	\$33,998	\$35,196	\$35,838	\$37,490	\$39,797	18.4%
Wisconsin	\$28,573	\$29,361	\$30,050	\$30,664	\$32,095	\$33,278	\$34,405	20.4%

Source: U.S. Dept. of Commerce, Bureau of Economic Analysis, June 2008

Nearly two-thirds of Sheboygan County's households earn at least \$35,000, compared with 54 percent of Fond du Lac households and 62 percent of Manitowoc's households. Ozaukee and Washington Counties have higher household incomes; three-fourths of households in these counties earn at least \$35,000. Median income levels between Sheboygan, Fond du Lac, and Manitowoc Counties are similar, but Ozaukee County's median income is over \$15,000 greater than Sheboygan County's. Ozaukee and Washington Counties also have higher median incomes which is partially due to their suburban Milwaukee location.

Table 1-10: Income Brackets, Sheboygan County & Surrounding Counties, 1999

	Sheboygan County	Fond du Lac County	Manitowoc County	Ozaukee County	Washington County
Household Income	1999	1999	1999	1999	1999
Less than \$10,000	4.9%	5.9%	6.0%	2.7%	3.4%
\$10,000 to \$14,999	5.2%	6.0%	6.1%	2.9%	3.2%
\$15,000 to \$24,999	12.1%	12.1%	13.2%	8.0%	8.0%
\$25,000 to \$34,999	13.2%	12.1%	13.7%	9.2%	10.6%
\$35,000 to \$49,999	19.5%	19.9%	19.3%	14.2%	16.6%
\$50,000 to \$74,999	26.2%	16.4%	25.6%	23.7%	27.9%
\$75,000 to \$99,999*	11.2%	10.5%	10.0%	15.5%	15.5%
\$100,000 to \$149,999	5.2%	4.8%	4.1%	13.7%	11.0%
\$150,000 to \$199,999**	1.2%	1.0%	1.0%	4.2%	2.1%
\$200,000 or more	1.3%	1.1%	1.0%	6.0%	1.7%
<i>Total Households</i>	<i>43,595</i>	<i>36,894</i>	<i>32,731</i>	<i>30,887</i>	<i>43,910</i>
Median Household Income	\$46,237	\$45,578	\$43,286	\$62,745	\$57,033

Source: U.S. Census Bureau

Employment Characteristics

According to the 2000 Census, of the 87,548 people considered to be of working age (16 years and older), 61,080, or 70 percent, are currently in the labor force, while 26,468 people consider themselves to be out of the labor force (student, stay-at-home parent, retiree, etc.). This compares to the 1,610 people (2.6 percent of the active labor force) who are currently unemployed and seeking employment. The Wisconsin Department of Workforce Development has found that in 2006 there were 65,113 people in the labor force, of those 62,519 people were employed. This is an increase in number of people in Sheboygan County in the workforce by over 6.6 percent. The unemployment rate provides a look at the state of the job market in a given area. If the unemployment rate is very low, it may mean there are not enough workers for the jobs currently available in the area, but if the unemployment rate is higher, it may mean there is an abundance of workers available for employment. Looking at Table 1-11, one can see that over the last four years Sheboygan County's unemployment rate has been lower than the State of Wisconsin's annual unemployment rate. Sheboygan County has seen a lower unemployment rate than neighboring Fond du Lac and Manitowoc Counties, but a higher rate than Ozaukee County. In the first few months of 2008, Sheboygan County's unemployment rate has increased to nearly 4.5 percent, with Wisconsin's rate reaching 5.1 percent, the highest since 2003.

The current jobs in Sheboygan County are shown in Table 1-12. According to the Wisconsin Department of Workforce Development's (WI DWD) "Workforce Profile of 2007," the largest industry in Sheboygan County is manufacturing, with 22,989 people, or 37.2 percent of the labor force, working in this field. The next largest sector is the educational, health, and social services field, with 10,956 people, or 17.7 percent of the labor force. These two industries are also the largest sectors when analyzing data for the State of Wisconsin. The highest paying industry in Sheboygan County, on average, is the financial sector, while the average manufacturing wages are only \$500 lower. Leisure and Hospitality is the lowest paying industry with the average wage being \$11,111. The average wage for all industries in Sheboygan County is \$35,946, which is

Table 1-11: Unemployment Rates for Wisconsin, Sheboygan, & Surrounding Counties, 2004-2007

	Year			
	2004	2005	2006	2007
Sheboygan County	4.5%	4.0%	4.0%	4.3%
Fond du Lac County	4.7%	4.7%	4.7%	4.8%
Manitowoc County	6.0%	5.0%	4.9%	5.3%
Ozaukee County	3.7%	3.8%	3.6%	3.8%
Washington County	4.5%	4.2%	4.1%	4.3%
Wisconsin	5.0%	4.8%	4.7%	4.9%

Source: Wisconsin Department of Workforce Development; U.S. Bureau of Labor Statistics

Table 1-12: Sheboygan County Industry of Employment, 2007

Industry of Employment	Average Employees	Percent of Employment	Sheboygan Co. Average Wage	Wisconsin Average Wage
Natural Resources	475	0.77%	\$22,090	\$28,301
Construction	2747	4.44%	\$41,609	\$44,682
Manufacturing	22989	37.19%	\$44,360	\$45,952
Trade, Transportation, Utilities	9473	15.33%	\$28,173	\$31,935
Information	380	0.61%	\$31,952	\$45,704
Financial Activities	2417	3.91%	\$44,874	\$4,885
Professional & Business Services	3964	6.41%	\$32,768	\$42,612
Education & Health	10956	17.73%	\$38,005	\$38,492
Leisure & Hospitality	4997	8.08%	\$11,111	\$13,058
Other Services	1842	2.98%	\$14,403	\$21,228
Public Administration	1571	2.54%	\$39,130	\$38,294
TOTALS	61,811	100%+/-	\$35,946	\$36,830

Source: WI DWD “Sheboygan County Workforce Profile of 2007”

less than Wisconsin’s total average wage of \$36,830. Appendix 2: *Sheboygan County Background and Inventory Report* displays the industries and their total numbers and percentages from the U.S. Census.

Sheboygan County is different from its surrounding counties because of its high reliance on the manufacturing industry. Over 37 percent of employment in Sheboygan County is in the manufacturing industry; whereas, manufacturing makes up less than 26 percent of employment in Fond du Lac, Ozaukee, and Washington Counties (see Table 1-13). Sheboygan County has, on average, 2 percent fewer employees in public administration or government than the surrounding counties. Another area where Sheboygan County differs from the neighboring counties is in the percent of employees involved in trade, transportation, and utilities. Washington County has nearly 22 percent of its employment in this industry, while Sheboygan County only has 15 percent. One of the most interesting observations is that Sheboygan County has an average of over 61,800 people employed per year; this is significantly higher than the average number of people employed in the neighboring counties.

Table 1-13: Sheboygan County & Surrounding Municipalities Percent of Employment per Industry, 2006

Industry of Employment	Sheboygan County Percent of Employment	Fond du Lac County Percent of Employment	Manitowoc County Percent of Employment	Ozaukee County Percent of Employment	Washington County Percent of Employment
Natural Resources	0.77%	1.79%	2.30%	0.47%	0.71%
Construction	4.44%	5.59%	3.83%	4.79%	5.79%
Manufacturing	37.19%	23.79%	31.55%	25.40%	26.38%
Trade, Transportation, Utilities	15.33%	19.87%	17.98%	17.38%	21.75%
Information	0.61%	1.96%	suppressed	suppressed	1.00%
Financial Activities	3.91%	3.94%	2.82%	6.97%	4.52%
Professional & Business Services	6.41%	5.64%	5.05%	9.79%	7.04%
Education & Health	17.73%	18.78%	18.91%	16.28%	15.48%
Leisure & Hospitality	8.08%	9.74%	8.82%	10.62%	10.55%
Other Services	2.98%	3.36%	2.77%	3.43%	3.17%
Public Administration	2.54%	5.54%	4.84%	4.31%	3.59%
Annual Average Number of People Employed	61,811	45,658	34,910	38,156	52,337

Source: WI DWD “County Workforce Profiles of 2007”

Table 1-14 shows that average wages per industry in Sheboygan County and its neighboring municipalities. Sheboygan County’s average wage for all industries is higher than Fond du Lac, Manitowoc, and Washington Counties. It appears that manufacturing and financial activities have the highest wages per industry. Manitowoc County is an outlier with professional and business services because its average wage is much higher than all the other municipalities in that category (shown in Table 1-14).

Table 1-14: Sheboygan County & Surrounding Municipalities Average Wage per Industry, 2006

Industry of Employment	Sheboygan County Average Wage	Fond du Lac County Average Wage	Manitowoc County Average Wage	Ozaukee County Average Wage	Washington County Average Wage
Natural Resources	\$22,090	\$26,028	\$24,731	\$31,567	\$28,047
Construction	\$41,609	\$44,914	\$36,209	\$48,745	\$40,025
Manufacturing	\$44,360	\$44,948	\$40,032	\$54,875	\$43,831
Trade, Transportation, Utilities	\$28,173	\$26,864	\$32,040	\$32,672	\$31,223
Information	\$31,952	\$31,213	Suppressed	Suppressed	\$25,256
Financial Activities	\$44,874	\$39,111	\$28,264	\$51,246	\$46,287
Professional & Business Services	\$32,768	\$29,743	\$51,817	\$40,638	\$37,935
Education & Health	\$38,005	\$37,089	\$34,961	\$40,885	\$35,762
Leisure & Hospitality	\$11,111	\$9,753	\$9,059	\$11,992	\$10,138
Other Services	\$14,403	\$18,482	\$16,206	\$19,903	\$18,894
Public Administration	\$39,130	\$36,678	\$34,727	\$31,648	\$33,914
Average Wage All Industries	\$35,946	\$33,407	\$33,606	\$39,901	\$34,314

Source: WI DWD "County Workforce Profiles of 2007"

The WI DWD created the Bay Area Development Area Profile, 2004-2014, which is a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten-county Bay area, which includes Sheboygan County (Table 1-15). According to the profile, overall employment is projected to grow 10 percent between 2004 and 2014. The education and health services sector is projected to have the largest numeric employment growth by adding 11,690 jobs, or a 22 percent increase. Manufacturing is currently the largest employing industry in the region and will remain the largest sector in 2014; however, other industry sectors will continue to close the gap over period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and availability of new technologies. With the change in industry, one may expect education or training may be needed in other growing fields. In 2000, residents' mean travel time to work increased by two minutes since 1990 to 16.9 minutes; this may increase if more of the manufacturing & agricultural industry disappears. This data is shown in Appendix 2: *Sheboygan County Background and Inventory Report*. The ability for residents to remain employed with a reasonable travel time to work will be a key concept in planning for Sheboygan County's future.

Table 1-15: Industry Projections for the Bay Area Wisconsin Workforce Development Area, 2004-2014

Industry Title	2004 Estimated Employment	2014 Projected Employment	2004-2014 Employment Change	2004-2014 Percentage Change
Total Non-Farm Employment	307,450	338,120	30,670	10.0%
Construction/Mining/Natural Resources	16,000	18,810	2,810	17.6%
Manufacturing	75,080	73,380	-1,700	-2.3%
Paper Mfg	9,850	8,780	-1,070	-10.9%
Plastics and Rubber Products Mfg	5,300	5,760	460	8.7%
Transportation Equipment Mfg	5,920	6,020	100	1.7%
Trade	43,570	46,780	3,210	7.4%
Building Material and Garden Equipment and Supplies Dealers	3,350	3,740	390	11.6%
Transportation and Utilities (Including US Postal)	16,390	17,750	1,360	8.3%
Financial Activities	15,570	17,350	1,780	11.4%
Education and Health Services (Including State and Local Gov Educ and Hosp)	52,650	64,340	11,690	22.2%
Ambulatory Health Care Services	9,980	13,550	3,570	35.8%
Hospitals (Including State and Local Government)	12,140	14,890	2,750	22.7%
Leisure and Hospitality	29,340	33,860	4,520	15.4%
Information/Prof Services/Other Services	39,580	45,700	6,120	15.5%
Government (Excluding US Postal, State and Local Educ and Hosp)	19,270	20,170	900	4.7%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, August 2004

Information derived using 2004 CES (3/05 Benchmark) and 2004 QCEW data.

To the extent possible, the projections take into account anticipated changes in Wisconsin's economy between 2004 and 2014.

It is important to note that unanticipated events may affect the accuracy of the projections.

SUMMARY

The following summary includes the main trends regarding population and employment forecasts, as well as demographic trends such as age, education, income, and employment characteristics within Sheboygan County.

- **Population and Age Trends**

- Close to 30 percent of the County’s population will be over 55 by 2030, currently the population over 55 is only 24 percent. This will bring a shift in the workforce and them demographics of the area.
- Sheboygan County’s total population is expected to grow by 18 percent from 2000 to 2030.
- The Village of Oostburg is projected to see the largest population growth by percentage. The Town of Sheboygan and City of Plymouth are projected to see the largest population increase by number of people added to their municipalities.

- **Housing**
 - Sheboygan County's housing is also slightly older than the State of Wisconsin's and neighboring counties. People want clean, well kept homes and this may mean not enough new housing is being built.
 - Sheboygan County's median year the housing unit was built is 1959, while the State of Wisconsin's median year the housing unit was built is 1965.
 - By 2030, Sheboygan County is projected to have 53,949 households; this is a 23.9 percent change from 2000. The only neighboring county projected to have a smaller percent change of households is Manitowoc County.

- **Education**
 - Educational attainment levels need to be improved slightly. Sheboygan County has a smaller percent of its residents obtaining higher levels of education such as a bachelor's degrees or higher than the State of Wisconsin average.
 - Sheboygan County also lags behind neighboring counties in educational attainment. Sheboygan County only has 84.4 percent of its population being a high school graduate or higher; whereas, Manitowoc, Ozaukee, and Washington County all have a greater percentages of residents with this distinction. Ozaukee and Washington County may have higher education attainment levels because they lie within the Milwaukee Metropolitan Area (MMA).
 - Sheboygan County does have a higher percent of residents obtaining a graduate or professional degree than Fond du Lac and Manitowoc Counties.

- **Income**
 - A direct correlation can be found between education levels and income. If Sheboygan County's population increases its educational attainment levels, then there will also be an increase in income levels. This is shown because Ozaukee and Washington Counties have higher education levels, as well as higher income levels.
 - Ozaukee County is an outlier in its per capita personal income (PCPI), having the highest in the state by nearly \$10,000. In 2006, Sheboygan County's PCPI was higher than the State of Wisconsin's, Fond du Lac County's, and Manitowoc's.
 - The median household income for Sheboygan County is in the middle compared to its surrounding counties. The median household income is \$46,237 which is higher than Fond du Lac and Manitowoc Counties, but is lower than Ozaukee and Washington Counties.

- **Employment**
 - Sheboygan County has over 37 percent of its jobs in the manufacturing sector, while Fond du Lac, Ozaukee, and Washington Counties have around 25 percent in this sector. Manufacturing jobs play a vital role in Sheboygan County's job force, so policies will need to focus on this area.
 - Sheboygan County's unemployment rate, ranging from 4.0 percent to 4.5 percent, has been steadily lower than the State of Wisconsin's. Sheboygan County has had

- a lower unemployment rate from 2004 to 2007 than all surrounding counties, except for Ozaukee County.
- Sheboygan County's average annual wage is \$35,946, while the State of Wisconsin's average wage is \$36,830. Sheboygan County's average annual wage is higher than Fond du Lac, Manitowoc, and Washington Counties' average wage.
 - Sheboygan County's natural resource industry's wage appears to be much lower than its neighboring counties, but the average wage for Sheboygan County's public administration employment is higher than its neighboring counties.
 - Industry projections for the Bay Area Workforce Development Area shows that this area, which includes Sheboygan County, is projected to see a 10 percent increase in the total number of non-farm employment from 2004 to 2014.
 - The only job sector that is projected to see a loss of jobs in this area is the manufacturing sector. The paper manufacturing industry is projected to see the largest decrease. This may not have a large impact on Sheboygan County because the paper manufacturing industry is small, if not nonexistent here.
 - The education and health services sector is expected to see the largest growth from 2004-2014, this includes schools, hospitals, ambulance services, and other health and education related industries.

Sheboygan County will continue growing over the next 20 years, even though the rate of growth may gradually decrease. Sheboygan County has a large percent of its jobs in the manufacturing sector; this could have both positive and negative impacts on the County. In the future, educational attainment of Sheboygan County's residents will be vitally important. Education and income levels are related, so when one increases it tends to show an increase in the other. The projections for population, housing, and employment are just that, projections, so they are subject to change as unpredictable events may occur.