

CHAPTER 4 – ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.100 I (2) (b) of the *Statutes* requires the economic development element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in the County and participating local governments. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing business, attract new businesses, develop new business ventures, and revitalize underutilized assets. Influencing and investing in the process of economic development allow a community to determine its future direction and guide appropriate types of development according to its own values. In addition, this element will include:

- An analysis of the County's labor force and economic base.
- An assessment of the categories or particular types of new businesses and industries that are desired by the County.
- An assessment the County's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and Regional programs, which apply to the County.

A complete list of county, regional, state, and federal economic development program are provided. Individual municipalities' economic develop programs can be found in their respective comprehensive plan, or by asking the municipality.

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community. Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) infrastructure; 2) business development; 3) workforce development and 4) community cash flow. These components consist of several

elements that influence the quality and effectiveness of economic development within a community.

Infrastructure development by both government and private business is the support system needed for producing and delivering goods and services. Business development addresses business retention, expansion, attraction, and development. Workforce development looks at how communities need a well-rounded workforce to stay competitive, keep existing businesses strong, retain young in the community, and raise the area's general standard of living.

Community cash flow is the idea of communities looking to bring in new dollars, through either of two new sources: those brought in by individuals and those brought in by organizations, businesses or government. The following pages and chapters will help address these components in order to gain an understanding of the quality and effectiveness of the County's economic development

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the population of this group (16 and over) working or seeking employment, and seasonal factors. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

Education Attainment

Educational attainment plays a critical role in the jobs created and available to residents of Sheboygan County. 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 (see Table 4-1). Levels of education affect the attractiveness of a community to businesses who are looking to relocate or expand. Some companies would create many jobs requiring at least a bachelor's degree, while other companies may create jobs that are only in need of workers with a high school diploma.

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

Place of Work

Table 4-2 shows that approximately 87.9 percent of workers in 2000, who were 16 years and older, worked in Sheboygan County, their County of residence. Of all neighboring counties, Sheboygan County has the greatest percent of its workforce living and working in Sheboygan County. Less than 12 percent of Sheboygan County residents work outside the County. The majority of these residents work in Ozaukee, Manitowoc, and Milwaukee Counties. It is feasible that these are the counties that would attract Sheboygan County residents for employment because of the proximity to the County and the population center of Milwaukee County. According to the Wisconsin Department of Workforce Development, approximately 6 percent of Manitowoc County residents commute to Sheboygan County for work. Approximately 1.5 percent of Ozaukee and Fond du Lac Counties' residents commute to Sheboygan County for their place of employment. Only a little over 50 percent of the residents in Ozaukee and Washington Counties actually work in their county of residence. Ozaukee County has the largest percent of residents working outside the State, but that is to be expected because of its proximity to Illinois. In 2000, all the counties shown in Table 4-2 had over 99 percent of their residents working within the State.

County of Residence	Total	Worked in County of Residence		Worked outside County of Residence		Worked in State of Residence		Worked Outside State of Residence	
		Number	%	Number	%	Number	%	Number	%
Sheboygan County	58,546	51,484	87.9%	6,844	11.7%	58,546	99.6%	218	0.37%
Fond du Lac County	50,732	36,585	72.1%	13,986	27.6%	50,571	99.7%	161	0.32%
Manitowoc County	42,406	33,840	79.8%	8,427	19.9%	42,267	99.7%	139	0.33%
Ozaukee County	43,544	22,469	51.6%	20,762	47.7%	43,231	99.3%	313	0.72%
Washington County	63,620	32,066	50.4%	31,286	49.2%	63,352	99.6%	268	0.42%

Source: U.S. Census Bureau

Median Household Income

In 1989, the median household income in Sheboygan County was \$31,603, but by 1999 the median household income had increased to \$46,237 (see Table 4-3). Sheboygan County’s median household income is greater than Fond du Lac and Manitowoc Counties, but less than Ozaukee and Washington Counties. The net per capita income is available in Chapter 1.

Table 4-3: Median Household Income (Gross)			
Municipality	1989	1999	Percentage Increase
Greenbush	\$38,523	\$54,118	40.5%
Herman	\$33,261	\$51,875	56.0%
Holland	\$38,427	\$57,419	49.4%
Lima	\$35,503	\$53,023	49.3%
Lyndon	\$36,250	\$56,121	54.8%
Mitchell	\$36,500	\$56,875	55.8%
Mosel	\$37,813	\$55,833	47.7%
Plymouth	\$28,918	\$61,038	111.1%
Rhine	\$37,168	\$62,500	68.2%
Russell	\$32,500	\$51,250	57.7%
Scott	\$33,300	\$51,771	55.5%
Sheboygan	\$40,282	\$60,846	51.1%
Sheboygan Falls	\$34,643	\$50,489	45.7%
Sherman	\$34,722	\$52,375	50.8%
Wilson	\$41,134	\$59,241	44.0%
Adell	\$32,604	\$51,000	56.4%
Cascade	\$33,000	\$47,232	43.1%
Cedar Grove	\$31,451	\$49,674	57.9%
Elkhart Lake	\$38,077	\$56,538	48.5%
Glenbeulah	\$29,861	\$42,656	42.8%
Howards Grove	\$39,250	\$59,032	50.4%
Kohler	\$43,029	\$75,000	74.3%
Oostburg	\$31,446	\$47,469	51.0%
Random Lake	\$30,913	\$45,938	48.6%
Waldo	\$30,500	\$48,125	57.8%
City of Plymouth	\$28,918	\$42,103	45.6%
City of Sheboygan	\$27,647	\$40,066	44.9%
City of Sheboygan Falls	\$31,943	\$47,205	47.8%
Sheboygan County	\$31,603	\$46,237	46.3%
Fond du Lac County	\$29,441	\$45,578	54.8%
Manitowoc County	\$27,467	\$43,286	57.6%
Ozaukee County	\$42,695	\$62,745	47.0%
Washington County	\$38,431	\$57,033	48.4%
State of Wisconsin	\$29,442	\$43,791	48.7%

Source: U.S. Census Bureau

The Village of Kohler had the highest median household income in 1989 and 1999 of all municipalities in Sheboygan County, while the City of Sheboygan had the lowest median household income in both 1989 and 1999. The Town of Plymouth saw the largest percent increase (111 percent) of its median household income between 1989 and 1999.

Occupation

In 2000, the majority of the County were employed in “production, transportation, material moving occupations” (30 percent) or “management, professional, and related occupations” (26 percent) (see table 4-4). Fond du Lac and Manitowoc Counties have a majority of those employed in the same industries as Sheboygan County. Ozaukee and Washington Counties have the largest percent of employer persons in the managerial, professional, and related occupations, but their second largest occupation area is sales and office occupations. The farming, forestry, and fishing industry makes up less than one percent of all persons employed in occupations in Sheboygan County.

Occupation	State of Wisconsin	Sheboygan County	Fond du Lac County	Manitowoc County	Ozaukee County	Washington County
	2000	2000	2000	2000	2000	2000
Managerial, Professional, and Related	857,205	15,422	13,526	10,448	18,910	20,805
<i>percent of employed population</i>	<i>31.3%</i>	<i>25.9%</i>	<i>26.3%</i>	<i>24.3</i>	<i>42.8%</i>	<i>32.2%</i>
Sales and Office	690,360	12,831	11,625	8,880	11,447	16,248
<i>percent of employed population</i>	<i>25.2%</i>	<i>21.6%</i>	<i>22.6%</i>	<i>20.7</i>	<i>25.9%</i>	<i>25.1%</i>
Service Occupations	383,619	8,084	7,750	5,793	4,656	7,244
<i>percent of employed population</i>	<i>14.0%</i>	<i>13.6%</i>	<i>15.1%</i>	<i>13.5</i>	<i>10.5%</i>	<i>11.2%</i>
Construction, Extraction, Maintenance	237,086	4,898	4,837	4,264	2,783	6,468
<i>percent of employed population</i>	<i>8.7%</i>	<i>8.2%</i>	<i>9.4%</i>	<i>9.9%</i>	<i>6.3%</i>	<i>10.0%</i>
Production, Transportation, Material Moving	540,930	17,692	12,748	12,748	6,231	13,569
<i>percent of employed population</i>	<i>19.8%</i>	<i>29.8%</i>	<i>29.7%</i>	<i>29.7%</i>	<i>14.1%</i>	<i>21.0%</i>
Farming, Forestry, Fishing	25,725	527	820	820	176	353
<i>percent of employed population</i>	<i>0.9%</i>	<i>0.9%</i>	<i>1.9%</i>	<i>1.9%</i>	<i>0.4%</i>	<i>0.5%</i>
Total Employed Persons	2,734,925	59,454	51,374	42,953	44,203	64,687

Source: U.S. Census Bureau

Industry

According to the U.S. Census Bureau, there are 13 industry areas. Table 4-5 shows that in Sheboygan County the majority of people (38 percent) are employed in the manufacturing industry. The health, education, and social service industry make up 17 percent more of the workforce. All the surrounding counties have the greatest percent of employment in the manufacturing industry as well. Sheboygan County has over 16 percent more people in the manufacturing industry than the entire State of Wisconsin. Sheboygan County also has fewer people in the public administration industry than all surrounding counties, except for Washington County. Sheboygan County also has a lower percentage of people employed in the agriculture,

forestry, fisheries, and mining industry than all surrounding counties and the State besides Washington County.

Industry	State of Wisconsin	Sheboygan County	Fond du Lac County	Manitowoc County	Ozaukee County	Washington County
	2000	2000	2000	2000	2000	2000
Agriculture, Forestry, Fisheries, Mining	75,418	1,158	2,148	1,814	1,158	943
<i>Percent employed</i>	2.8%	1.9%	4.2%	4.2%	2.6%	1.5%
Construction	161,625	3,290	3,325	2,566	1,909	4,602
<i>percent employed</i>	5.9%	5.5%	6.5%	6.0%	4.3%	7.1%
Manufacturing	606,845	22,760	13,935	15,123	10,488	19,363
<i>percent employed</i>	22.2%	38.3%	27.1%	35.2%	23.7%	29.9%
Transportation, Warehousing Utilities	123,657	1,690	2,539	1,910	1,291	2,364
<i>percent employed</i>	4.5%	2.8%	4.9%	4.4%	2.9%	3.7%
Information	60,142	810	773	618	1,101	1,234
<i>percent employed</i>	2.2%	1.4%	1.5%	1.4%	2.5%	1.9%
Wholesale Trade	87,979	1,479	1,365	1,052	1,848	2,514
<i>percent employed</i>	3.2%	2.5%	2.7%	2.4%	4.2%	3.9%
Retail Trade	317,881	5,717	5,863	4,287	4,558	6,936
<i>percent employed</i>	11.6%	9.6%	11.4%	10.0%	10.3%	10.7%
Finance, Insurance, Real Estate	168,060	2,490	2,120	1,392	3,527	4,055
<i>percent employed</i>	6.1%	4.2%	4.1%	3.2%	8.0%	6.3%
Professional, Management, Administrative	179,503	2,879	2,495	1,642	4,580	4,254
<i>percent employed</i>	6.6%	4.8%	4.9%	3.8%	10.4%	6.6%
Arts, Entertainment, Recreational Services*	198,528	3,844	3,250	2,714	2,583	3,410
<i>percent employed</i>	7.3%	6.5%	6.3%	6.3%	5.8%	5.3%
Educational, Health, Social Services	548,111	10,228	8,930	7,209	9,219	10,802
<i>percent employed</i>	20.0%	17.2%	17.4%	16.8%	20.9%	16.7%
Other Services (except public administration)	111,028	1,918	2,307	1,594	1,748	2,964
<i>percent employed</i>	4.1%	3.2%	4.5%	3.7%	4.0%	4.9%
Public Administration	96,148	1,191	2,324	1,032	896	1,246
<i>percent employed</i>	3.5%	2.0%	4.5%	2.4%	2.0%	1.9%
Total Employed Persons	2,734,925	59,454	51,374	42,953	44,203	64,687

Source: U.S. Census Bureau

Table 4-6 shows the trends of employment by industry from 1990 to 2000. The percent employed in the agriculture, forestry, fisheries, and mining industries has declined for Sheboygan County, as well as the other counties. The percent employed in retail trade has declined. The two areas with the largest increase between 1990 and 2000 were the arts, entertainment, and recreational services, and the education, health, and social service sectors.

Table 4-6: Employment by Industry Over Time

Industry	Sheboygan County		Fond du Lac County		Manitowoc County		Ozaukee County		Washington County	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
Agriculture, Forestry, Fisheries, Mining	1,613	1,158	2,697	2,148	2,357	1,814	826	1,158	1,639	943
<i>Percent employed</i>	<i>3.1%</i>	<i>1.9%</i>	<i>6.0%</i>	<i>4.2%</i>	<i>6.1%</i>	<i>4.2%</i>	<i>2.1%</i>	<i>2.6%</i>	<i>3.2%</i>	<i>1.5%</i>
Construction	2,273	3,290	2,025	3,325	1,901	2,566	1,736	1,909	3,416	4,602
<i>percent employed</i>	<i>4.4%</i>	<i>5.5%</i>	<i>4.5%</i>	<i>6.5%</i>	<i>5.0%</i>	<i>6.0%</i>	<i>4.4%</i>	<i>4.3%</i>	<i>6.8%</i>	<i>7.1%</i>
Manufacturing	20,018	22,760	13,062	13,935	14,153	15,123	11,204	10,488	16,923	19,363
<i>percent employed</i>	<i>38.4%</i>	<i>38.3%</i>	<i>29.1%</i>	<i>27.1%</i>	<i>36.9%</i>	<i>35.2%</i>	<i>28.7%</i>	<i>23.7%</i>	<i>33.5%</i>	<i>29.9%</i>
Transportation, Warehousing, Utilities	1,418	1,690	1,856	2,539	1,028	1,910	869	1,291	1,736	2,364
<i>percent employed</i>	<i>2.7%</i>	<i>2.8%</i>	<i>4.1%</i>	<i>4.9%</i>	<i>2.7%</i>	<i>4.4%</i>	<i>2.2%</i>	<i>2.9%</i>	<i>3.4%</i>	<i>3.7%</i>
Information	N/A	810	N/A	773	N/A	618	N/A	1,101	N/A	1,234
<i>percent employed</i>		<i>1.4%</i>		<i>1.5%</i>		<i>1.4%</i>		<i>2.5%</i>		<i>1.9%</i>
Communications/Other Public Facilities	722	N/A	542	N/A	894	N/A	796	N/A	786	N/A
<i>percent employed</i>	<i>1.4%</i>		<i>1.2%</i>		<i>2.3%</i>		<i>2.0%</i>		<i>1.6%</i>	
Wholesale Trade	1,751	1,479	1,679	1,365	1,067	1,052	2,018	1,848	2,389	2,514
<i>percent employed</i>	<i>3.4%</i>	<i>2.5%</i>	<i>3.7%</i>	<i>2.7%</i>	<i>2.8%</i>	<i>2.4%</i>	<i>5.2%</i>	<i>4.2%</i>	<i>4.7%</i>	<i>3.9%</i>
Retail Trade	8,242	5,717	7,873	5,863	5,775	4,287	6,438	4,558	7,973	6,936
<i>percent employed</i>	<i>15.8%</i>	<i>9.6%</i>	<i>17.5%</i>	<i>11.4%</i>	<i>15.0%</i>	<i>10.0%</i>	<i>16.5%</i>	<i>10.3%</i>	<i>15.8%</i>	<i>10.7%</i>
Finance, Insurance, Real Estate	2,292	2,490	1,733	2,120	1,155	1,392	2,773	3,527	3,014	4,055
<i>percent employed</i>	<i>4.4%</i>	<i>4.2%</i>	<i>3.9%</i>	<i>4.1%</i>	<i>3.0%</i>	<i>3.2%</i>	<i>7.1%</i>	<i>8.0%</i>	<i>6.0%</i>	<i>6.3%</i>
Professional, Management, Administrative	N/A	2,879	N/A	2,495	N/A	1,642	N/A	4,580	N/A	4,254
<i>percent employed</i>		<i>4.8%</i>		<i>4.9%</i>		<i>3.8%</i>		<i>10.4%</i>		<i>6.6%</i>
Business and Repair Services	1,460	N/A	1,481	N/A	1,022	N/A	1,853	N/A	1,896	N/A
<i>percent employed</i>	<i>2.8%</i>		<i>3.3%</i>		<i>2.7%</i>		<i>4.7%</i>		<i>3.8%</i>	
Personal Services	1,388	N/A	995	N/A	1,058	N/A	906	N/A	959	N/A
<i>percent employed</i>	<i>2.7%</i>		<i>2.2%</i>		<i>2.8%</i>		<i>2.3%</i>		<i>1.9%</i>	
Arts, Entertainment, Recreational Services*	425	3,844	337	3,250	243	2,714	548	2,583	465	3,410
<i>percent employed</i>	<i>0.8%</i>	<i>6.5%</i>	<i>0.8%</i>	<i>6.3%</i>	<i>0.6%</i>	<i>6.3%</i>	<i>1.4%</i>	<i>5.8%</i>	<i>0.9%</i>	<i>5.3%</i>
Educational, Health, Social Services	7,276	10,228	6,923	8,930	5,442	7,209	5,884	9,219	6,464	10,802
<i>percent employed</i>	<i>13.9%</i>	<i>17.2%</i>	<i>15.4%</i>	<i>17.4%</i>	<i>14.2%</i>	<i>16.8%</i>	<i>15.0%</i>	<i>20.9%</i>	<i>12.8%</i>	<i>16.7%</i>
Other Services (except public administration)	2,303	1,918	2,156	2,307	1,641	1,594	2,590	1,748	1,933	2,964
<i>percent employed</i>	<i>4.4%</i>	<i>3.2%</i>	<i>4.8%</i>	<i>4.5%</i>	<i>4.3%</i>	<i>3.7%</i>	<i>6.6%</i>	<i>4.0%</i>	<i>3.8%</i>	<i>4.9%</i>
Public Administration	978	1,191	1,543	2,324	645	1,032	659	896	905	1,246
<i>percent employed</i>	<i>1.9%</i>	<i>2.0%</i>	<i>3.4%</i>	<i>4.5%</i>	<i>1.7%</i>	<i>2.4%</i>	<i>1.7%</i>	<i>2.0%</i>	<i>1.8%</i>	<i>1.9%</i>
Total Employed Persons	52,159	59,454	44,902	51,374	38,381	42,953	39,100	44,203	50,498	64,687

Source: U.S. Census Bureau

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. 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. Companies looking to expand operations seek areas with higher unemployment rates or excess labor. Continued high unemployment rates could be the result of a much greater problem that may indicate an under-skilled or under-educated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion. Looking at Table 4-7, 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.

	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

ECONOMIC BASE

Revenues by Industry

Table 4-8 provides an overview of how much each industry contributes to the overall Sheboygan County economy. *Note: It does not include agriculture.* Manufacturing has and continues to be the cornerstone for the County’s economy by contributing over \$1.1 billion or nearly 46 percent of the total income provided by all seven industries in 2000. The services industry grew at a healthy 300 percent in the last 20 years. Overall, income from all industries rose 218 percent, which indicates the local economy is strong and growing.

Area	1980	1990	2000	Percent Change
Mining	\$3,103	\$460	\$144,488	-66.5%
Construction	\$46,968	\$72,230	\$144,488	207.6%
Manufacturing	\$353,475	\$627,749	\$1,111,841	214.5%
Transportation and Public Utilities	\$29,347	\$52,116	\$78,803	168.5%
Trade	\$99,870	\$161,679	\$263,166	163.5%

Area	1980	1990	2000	Percent Change
Services	\$128,526	\$266,633	\$516,611	302.0%
Government	\$78,183	\$147,933	\$238,412	204.9%
Total	\$739,469	\$1,328,800	\$2,354,361	218.9%

*Figures provided in thousands
 Source: Wisconsin Department of Commerce

Agriculture

Agriculture remains an important economic ingredient in Sheboygan County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services, and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of these farm products generates significant employment income opportunities for residents.

According to the UW-Extension Agriculture Value and Impact Report, produced in 2004, agriculture in Sheboygan County provides almost 9,400 jobs, or about 12 percent of the County’s entire workforce. All agriculture activities account for \$1.7 billion in economic activity. The direct effect of agriculture is \$1.3 billion and this includes the sale of all farm products and value-added products. Agriculture also accounts for \$485.2 million or 12 percent of Sheboygan County’s total income. The economic activity that is associated with Sheboygan County’s farms and agriculture-related businesses generate almost \$44.2 million in local and state taxes, and this figure does not even include local property taxes that are paid to support schools.

Sheboygan County farmers also produce a diverse variety of products. Table 4-9 shows the sales by dollar value of the primary commodities of Sheboygan County in 2002.

Commodity	Sales by Dollar Value
Milk	\$58.7 million
Cattle & Calves	\$15 million
Grain	\$13.9 million
Other Animal & Products	\$7.3 million
Vegetables	\$3.0 million

Source: UW-Extension 2004

Tourism

Nestled in between the shore of Lake Michigan and the Kettle Moraine State Forest, Sheboygan County has plenty to offer to everyone. Fueled by the lakefront revival, tourism is playing an increasing economic role in Sheboygan County. Businesses that cater to tourism such as resorts, motels, campgrounds, bed & breakfasts, and retail stores are expanding services to meet the diverse needs to the thousands of people that come to the County to take advantage of walking and biking trails as well as the many parks, golf courses, historic sites, festivals, and area attractions. In 2007, travelers spent \$352,495,612 in Sheboygan County, which means Sheboygan County ranks 9th in tourist expenditures. In 2007, June through August is the highest

quarter for tourist expenditures, when \$142,757,214 or (40 percent) of the total tourism expenditures occur in Sheboygan County.

Major Employers in Sheboygan County

Sheboygan County boasts a variety of large employers from both the public and private sectors. The public sector employers include local school districts and the County. The private industries are from a number of different sectors include manufacturing, construction, insurance companies, and food processing. In 2007, there are four employers within the County that have over 1000 employees (see Table 4-10). Two of the four are public agencies. Of the top ten companies by number of employees eight are private companies. Of the eight private companies six have their corporate headquarters in the County. The Kohler Company and Bemis Manufacturing Company are two of the largest employers in the County, and both have their corporate headquarters located here. With a diverse availability of employers in the County, the workforce is given a wide range of career opportunities.

Employer	Type of Business	Number of Employees
Kohler Company*	Enameled iron & metal sanitary ware mfg.	1000+ Employees
Sheboygan Area School District	Elementary & secondary schools	1000+ Employees
Bemis Manufacturing Company*	All other plastics product manufacturing	1000+ Employees
County of Sheboygan	Government Services	1000+ Employees
J.L. French Automotive Castings*	Aluminum die-casting foundries	500-999 Employees
Aurora Medical Group Inc.	Offices of physicians, except mental health	500-999 Employees
Aurora Health Care Central Inc.	General medical & surgical hospitals	500-999 Employees
Sargento Foods Inc.*	Cheese manufacturing	500-999 Employees
Acuity*	Direct property & casualty insurers	500-999 Employees
Johnsonville Sausage*	Meat processed from carcasses	500-999 Employees
Rockline Industries Inc.*	Converted paper product manufacturing	500-999 Employees
Fresh Brands Distributing Inc.*	Managing offices	500-999 Employees
Wal-Mart Associates Inc.	Discount department store	500-999 Employees
St. Nicholas Hospital	General medical and surgical hospital	500-999 Employees
Locate Staffing Inc.*	Temporary help services	500-999 Employees
City of Sheboygan	Government Services	500-999 Employees
Plymouth Joint School District	Schools	250-499 Employees
Dairy Farmers of America Inc.	Cheese manufacturing	250-499 Employees
The Vollrath Co.*	Kitchen utensil, pot and pan manufacturing	250-499 Employees
Times Printing Co. Inc.*	Commercial lithographic printing	250-499 Employees

Source: Wisconsin Department of Workforce Development *Corporate Headquarters located in Sheboygan County

Employment by Economic Division

To understand the future employment trend in Sheboygan County, an understanding of the county’s economy is required, as detailed in the following *Location Quotient Analysis and Threshold Analysis* findings. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resources-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local actors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: 1) agriculture, forestry, and fishing; 2) mining; 3) construction; and 4) manufacturing. There are five services-producing sectors: 1) transportation and public utilities; 2) wholesale trade; 3) retail trade; 4) finance, insurance, and real estate; and 5) services.

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy, Sheboygan County, to the United States. This allows for identifying specializations in the Sheboygan County economy (Figure 4-11). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic and that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service; employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods or services than the local economy can use; therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

Figure 4-11: Employment by Industry Group, 1990-2000, Sheboygan County & U.S., LQ Analysis

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheb. Co. Location Quotient	
	1990	2000	1990	2000	Sheb.	U.S.	1990	2000
Total full-time and part-time employment	62,505	76,317	139,426,900	167,465,300	22.10	20.10	--	--
Farm Employment	1,849	1,574	3,153,000	3,103,000	-14.90	-1.60	1.31	1.11
Nonfarm Employment	60,656	74,743	136,273,900	164,362,300	23.20	20.60	0.99	1.00
Private employment	54,850	68,247	11,507,790	141,621,300	24.40	23.10	1.06	1.06
Ag. Services, forestry, fishing and other	436	762	1,453,000	2,166,800	74.80	49.10	0.67	0.77
Mining	38	49	1,044,100	795,400	28.90	-23.80	0.08	0.14
Construction	2,483	3,707	7,260,800	9,604,300	49.30	32.30	0.76	0.85
Manufacturing	22,224	27,394	19,697,200	19,106,900	23.30	-3.00	2.52	3.15
Transportation & public utilities	1,974	2,310	6,568,600	8,247,100	17.00	25.60	0.67	0.61
Wholesale trade	1,846	2,255	6,711,500	7,584,900	22.2	13	0.61	0.65

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheb. Co. Location Quotient	
	1990	2000	1990	2000	Sheb.	U.S.	1990	2000
Retail trade	9,843	10,896	22,920,500	27,344,100	10.7	19.3	0.96	0.87
Finance, insurance, and real estate	3,382	4,288	10,712,600	13,495,100	26.8	26	0.7	0.7
Services	12,624	16,586	38,709,600	53,276,700	31.4	37.6	0.73	0.68

Source: U.S. Department of Commerce, Bureau of Economic Analysis

Threshold Analysis

Export Base (Basic Employment)

There are two areas within the 2000 Sheboygan County economy that can be considered basic employment areas: farm employment and manufacturing. These two areas produce more goods and services than the local economy can use. When Location Quotients increase over time, this suggests that the economy is getting closer to reaching and exceeding the local demand. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on the non-local economies. Having strong basic sector employment and industry, will strengthen the local economy.

Non-Basic Employment Industry

Under private employment, there are eight areas that can be considered non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the transportation and public utilities industry, retail trade industry and the services industry’s LQ actually decreased since 1990. However, it is reasonable to believe the Sheboygan County’s economy could support more of these industry types.

STRENGTHS AND WEAKNESSES

Certain factors about a community, some of which are beyond its control, may greatly influence the future economic climate over the next two decades and thus are important for the County to identify as part of this Plan. This will allow residents to understand the County’s continued economic viability and future drawing power for new businesses. This portion of the chapter gives a perspective from a business owner’s point of view. It reflects concerns, issues, and questions that current and future business owners might ask about the County when formulating a plan, relocating or expanding their business.

Strengths

While this is not an exhaustive list, it contains the major strengths for Sheboygan County from and economic development perspective or employers perspective.

- Sheboygan County residents are skilled and educated
- There is an available skilled and educated employment base for companies
- Educational opportunities for employees at Lakeshore Technical College, UW-Sheboygan, Lakeland College, etc.

- LTC is very responsive to the training needs for business in the community, including having training in high speed packaging, biotech training, a renewable energy wind technology training that is the only one of its kind in the state
- UW-Sheboygan has recently developed an engineering program and has begun to offer more bachelor's degrees
- High level of elementary, high, and secondary schools in the County
- Land available in industrial and/or business parks for expansion or relocation
- Transportation facilities provide for easy movements of goods, services, and people.
 - Located along I-43
 - Rail service available
 - Airport in the County
 - Shipping available due to Lake Michigan
 - Designated Federal and State Spaceport
 - Public (Bus) Transportation is available in the Cities of Sheboygan, Sheboygan Falls and Kohler.
- Availability of Community Development Block Grant (CDBG) and Revolving Loan Funds
- Low power costs
- Home to many Multi-National Corporate Headquarters
- Over 130 corporations are conducting international trade
- Cooperation with the State to access funding
- Cooperative municipalities and communities working with employers
- Many agri-businesses and plastics industries are located in the County
- Proximity to several different growing market/population centers (1 hour north of Milwaukee, 1 hour south of Green Bay)
- Access to Lake Michigan water and the location of the entire County east of the Great Lakes Watershed Divide. This location ensures that all communities will have access to Lake Michigan water in the future and lessens dependency on other sources of water, such as groundwater. The County is also better able to accommodate industries that use large volumes of water than areas that rely on groundwater as their only water source
- Protection of Lake Michigan resources through the Great Lakes Compact
- An abundance of cultural arts, including visual and performing arts
- World class sporting events, including golf courses, race tracks, an Olympic sailing center, and surfing
- Many recreational opportunities available throughout the County
- Mix of city and rural, small-town atmosphere municipalities
- Strong community involvement and volunteerism
- Aesthetically pleasing areas, with many amenities
 - World class marina
 - Conference center
 - Nearly 2,000 hotel rooms for conferences and training
 - Only 4 star hotel in the state
 - Nonmotorized transportation facilities
- Regularly recognized with national accolades for quality of life
- Extremely low crime rate

Weaknesses

While this is not an exhaustive list, it contains the major weaknesses for Sheboygan County from and economic development perspective.

- Sheboygan County’s air quality is monitored and can fluctuate, predominately due to a regional impact from out of state businesses
- The location along the Lake Michigan shoreline cuts the County’s business radius to the East, yet allows for waterfront business opportunities
- Aging of the County’s workforce population
- Concentration of employment in a few job sectors, could be subject to swings in the economy, so broadening and diversifying the employment base will reduce this as an issue

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

Commercial/Industrial Uses

Sheboygan County has a wide variety of locations of business and industrial parks, with more in the planning stage. These business and industrial parks tend to be in Sheboygan County’s cities, villages, and the urban towns. The three cities within Sheboygan County all have at least one industrial park that has land available. These business or industrial parks are serviced by water, sewer, gas, and electricity. All business parks are within a 3-mile radius of a major highway. Business or industrial parks are located in the Cities of Plymouth, Sheboygan, and Sheboygan Falls, the Villages of Cedar Grove, Kohler, Oostburg, Random Lake, and the Towns of Sheboygan and Wilson. Map 4-1 shows the location of the industrial or business parks within the County. Table 4-12 shows if parcels are available for development in the industrial/business parks. As these business and industrial parks become filled, it is important that communities plan for and pursue the expansion of existing parks and the development of lands for future industrial and business sites. It is also important that the communities evaluate the potential for infill development on vacant land that has infrastructure in place, including utilities and services. These properties may be available for redevelopment, and in some cases, reclamation work can be done to make brownfield sites available for development. A prominent brownfield site that were recently redeveloped is the old C. Reiss Coal Company, which is now home to Blue Harbor Resort & Conference Center and many retail stores.

Table 4-12: Industrial or Business Park Sites, 2008

Park Name	Size (acres)	Available Utilities				Available Parcels for Development
		Water	Sewer	Gas	Electricity	
Village of Cedar Grove Business Park	25	Y	Y	Y	Y	Y
Village of Oostburg Business Park	122	Y	Y	Y	Y	Y
Village of Random Lake Industrial Park	53	Y	Y	Y	Y	N
Kohler Company Industrial Park	450	Y	Y	Y	Y	Y
Sheboygan South-Side Industrial Park	200	Y	Y	Y	Y	N
Town of Sheboygan Business Center	21.71	Y	Y	Y	Y	Y
Sheboygan Business Center	337	Y	Y	Y	Y	Y

Park Name	Size (acres)	Available Utilities				Available Parcels for Development
		Water	Sewer	Gas	Electricity	
Sheboygan Falls Industrial Park	75	Y	Y	Y	Y	N*
Vision Business Center	72	Y	Y	Y	Y	Y
Plymouth Industrial Park-North	115	Y	Y	Y	Y	N
Plymouth Industrial Park-South	160	Y	Y	Y	Y	N
Plymouth Industrial Development Corporation Park	225	Y	Y	Y	Y	Y

Source: Sheboygan County Chamber and various industrial parks.

*Various sizes of buildings do become available for occupancy.

Sheboygan County also has scattered areas available for commercial development. Some of these areas may be adjacent to Deer Trace Shopping Center, Plankview Green Lifestyle Center (retail), South Pier District, Harbor Business Center, Gateway Plaza, Taylor Heights, and various other scattered commercial and industrial sites throughout the County. Many of the Cities, Villages, and Towns in Sheboygan County have land or commercial spaces available along the major transportation corridors of Interstate 43 or Highways 28, 32, 42, 57, 67, or 144. For a more detailed look at the individual municipalities open commercial and industrial sites, individual municipalities’ comprehensive plans should be referenced.

Sheboygan County also will have land and infrastructure available at the Sheboygan County Memorial Airport for air transportation related development.

Sheboygan County is also part of the 18 county region in Northeast Wisconsin. This brand is named New North and its a 501(c)3 corporation fostering collaboration among private and public sector leaders throughout Northeast Wisconsin. The mission of New North is to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy. Another way that one can see what properties or structures are vacant and available for development is by using the Location One Information System (LOIS). This system provides a wealth of information on an area, including demographics, quality of life indicators, major local businesses, and scalable maps. Most importantly, however, it lists business buildings and sites that are available for lease or purchase. The one drawback of this system is that it is self-selecting, so all available properties or structures may not be listed.

New North has also developed initiatives relating to the economy to improve on or try to obtain. These include: technology, finance, workforce, education, quality of life, and modernization of agriculture.

Environmentally Contaminated Sites

In addition to those place listed above for development, there are opportunities for redevelopment to occur in some areas with environmental contamination. In 2004, Sheboygan County had a brownfield site very successfully remediated to create a hotel/conference center and many other businesses. Brownfields are sites defined as abandoned, idle, or underutilized industrial or commercial facilities where expansion or redevelopment is complicated by environmental contamination. The WDNR Bureau of Redemption and Redevelopment (BRR)

[Map 4-1: Business or Industrial Parks]

oversee the investigation and clean up of environmental contamination and the redevelopment of contaminated properties. The WDNR divides the type of environmentally contaminated sites into eight different activities. These activities are: abandoned container, leaking underground storage tank (LUST), an environmental repair (ERP), spills, voluntary property liability exemptions (VPLE), general property, superfund, and no action required. Each contaminated site has a status on its progress towards cleanup. There are four status categories that are applicable to all activities, except for the general property and no action required categories. These status categories are open, conditionally closed, closed, and historic spill. If a site is listed as open it means the activities are in need of clean up or cleanup is still underway. The conditionally closed status refers to activities where cleanup activities were approved, but the site closure will not be approved pending receipt of documentation of abandonment of wells or the disposal of soil. The closed status signifies when an investigation and cleanup of activities (sites) has been completed and the State has approved all cleanup actions. A final status category is the historic spill category, which is when a spill cleanup may have been completed prior to 1996, but there is no end date shown on the cleanup. More detail on all contaminated sites' activity and status can be found on the WDNR's BRR website.

Abandoned Container

In Sheboygan County there have been 12 sites classified as abandoned containers, of this only one has been "closed."

Leaking Underground Storage Tank (LUST)

A Leaking Underground Storage Tank (LUST) site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors. According to the WDNR list of Leaking Underground Storage Tank's (LUST) sites, Sheboygan County has 453 (461) of which 30 remain "open" and eight remain "conditionally closed." This means 38 or 8.2% are still in need of some type of remediation. The locations of the LUST sites that are classified as "open" are shown in Map 4-2.

Environmental Repair (ERP)

Another category of contaminated sites is the environmental repair (ERP) sites. ERP sites are sites other than LUST's that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks. There are 151 activities classified as ERP sites in Sheboygan County. Of these sites 57 remain "open", four have "conditional closures", and 90 are "closed." The location of the open ERP sites are shown on Map 4-2.

Spills

Spills are a discharge of a hazardous substance or substances that may adversely impact, or threaten to adversely impact public health, welfare, or the environment. Spills are usually cleaned up quickly which means very few are classified as open. There have been 588 spills over time and only 11 of these spill sites remain "open."

[Map 4-2: Environmentally Contaminated Sites]

Voluntary Property Liability Exemptions (VPLE)

Voluntary Property Liability Exemptions are an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved. There are nine total sites in this category, but two of the site are closed with an additional two listed as having conditional closure.

Superfund

Superfund is a federal program to finance cleanup of the nation's worst contaminated sites listed on the National Priorities List. There are two Superfund sites within Sheboygan County. One of the sites is the Sheboygan Harbor & River Site. This site was placed on the national listing June 10, 1986. The remedy design has been selected and the remedy construction is underway, but is not yet complete on this site.

The other Superfund site located in the County is the Kohler Co. Landfill. This site is also listed on the final national priority list; it was placed on this list on September 21, 1984. The Kohler Co. Site completed remedy construction in 1998 and now the site is reviewed every five years. Even though progress has been made, both sites still remain on the National Priority Listing.

No Action Required

This activity means there was or may have been a discharge to the environment and, based on the known information, the DNR has determined the responsible party does not need to undertake an investigation or cleanup in response of that discharge. There are about 284 sites classified under this activity in Sheboygan County.

Refer to the BRR Tracking System on the WDNR website for further information on the contaminated sites in Sheboygan County.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Table 4-13 provides a history of the taxes levied in Sheboygan County, as officially reported to the Wisconsin Department of Revenue.

Sheboygan County's total property tax from 2001 to 2007 increased from \$144,880,839 to \$180,657,128, or nearly 25 percent. The County's share of the total property tax has increased from \$36,354,621 to \$44,861,212 or 23 percent. This is a slower rate of increase than the overall total property tax. This means that the County's share of the total property tax has decreased since 2001. Between 2006 and 2007, the County lowered the dollar amount of property tax that was levied, the only time that occurred in the last seven years. Sheboygan County was also able to lower their property tax levy in 2008 and was the **only** county in Wisconsin to do so for both years.

Year Levied	Total Property Tax	County Share of Property Tax		State Property Tax Credit
		Number	Percent	
2008	\$183,261,601	\$44,331,717	24.2%	\$13,697,093
2007	\$180,657,128	\$44,861,212	24.8%	\$12,384,922
2006	\$173,240,997	\$45,412,903	26.2%	\$10,963,722
2005	\$167,679,743	\$44,371,503	26.5%	\$8,769,743
2004	\$165,595,761	\$42,959,690	25.9%	\$8,876,761
2003	\$155,282,520	\$41,078,875	26.5%	\$9,015,256
2002	\$149,928,344	\$39,122,822	26.1%	\$9,149,334
2001	\$144,880,839	\$36,654,621	25.3%	\$9,190,702

Source: Wisconsin Department of Revenue, City, Village, and Town Taxes, for years cited.

As shown in Table 4-14, the full-equalized value of property within the County has increased from \$5,900,119,100 to \$8,381,757,200 or 42 percent from 2001 to 2006. The County’s existing debt has decreased in the last few years, but its close to the same level as 2001. The changes in the County’s debt margin has increase by over \$100,000,000 from 2001 to 2006.

Year	Full Value	Debt Limit	Existing Debt	Debt Margin
2008	\$9,243,401,600	\$462,170,080	\$31,280,000	\$430,890,080
2007	\$8,917,700,600	\$445,885,030	\$30,510,000	\$415,375,030
2006	\$8,381,757,200	\$419,087,860	\$38,795,000	\$380,292,860
2005	\$7,759,893,900	\$387,994,695	\$40,020,000	\$347,974,695
2004	\$7,105,486,900	\$355,274,345	\$46,025,000	\$309,249,345
2003	\$6,665,403,800	\$333,270,190	\$39,941,320	\$293,328,870
2002	\$6,274,228,500	\$313,711,425	\$45,692,957	\$268,018,468
2001	\$5,900,119,100	\$295,005,955	\$39,119,003	\$255,886,952

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5 percent of the equalized value, or full value, of the unit of government. As indicated by Table 4-13, Sheboygan County’s total general obligation debt as of December 31, 2004 was \$38,795,000, which is less than 0.5 percent of its full value. This means overall the municipalities in Sheboygan County have a high debt margin and are conservative in their borrowing.

ECONOMIC DEVELOPMENT PLANS, PROGRAMS, AND RESOURCES

Regional Comprehensive Economic Development Strategy (CEDS)

The Economic Development Administration (EDA) of the U.S. Department of Commerce invests in public works and economic development, economic adjustment assistance, research, local technical assistance, planning, and trade adjustment assistance. EDA investment priority is

with those projects that enhance regional competitiveness and support long-term development of the regional economy. Eligible EDA applicants are states; city and local governments; Indian Tribes; colleges and universities; nonprofit organizations; and economic development districts. The initial Commission OEDP or CEDS was prepared in 1978 and approved by the Assistant Secretary of Commerce in 1979. The Bay-Lake Regional Planning Commission was designated by EDA as an Economic Development District in 1979. The purpose of the *Comprehensive Economic Development Strategy (CEDS)* is designed to bring together the public and private sectors in the creation of an economic roadmap to diversify and strengthen the regional economy and to qualify the region for other EDA assistance. The CEDS analyzes local and regional economies and serves as a guide for establishing regional goals and objectives, developing and implementing a regional plan of action, and identifying investment priorities and funding sources. The CEDS also documents the District's economic development activities and changing conditions on an annual basis. Bay Lake Regional Planning Commission prepares the annual economic development work program to help achieve the goals and objectives outlined in the Comprehensive Economic Development Strategy. The goals for this area are:

- Increase long term employment opportunities that utilize the diverse skills of the District's labor force.
- Improve community facilities and services needed to foster economic growth in the rural and urban areas of the District.
- Promote the wise use and conservation of natural resources.
- Encourage planning efforts that will guide and promote regional economic development.
- Increase investment opportunities.

Lakeshore Technical College's (LTC) Strategic Plan: EnVision 2015

LTC's EnVision 2015 Plan includes a broad strategy to unit partners in alliances to leverage opportunities, with specific objectives to focus on strategy-driven community relationships, expanding educational partnerships to maximize value and opportunities for students. More information on LTC can be found in Appendix 8: Economic Development Programs and Resources.

There are a number of programs and resources available on each government level designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow business. Please see Appendix 8: Economic Development Programs and Resources for a listing of these programs.

SUMMARY

- 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 (17.9%) than the State of Wisconsin (22.5%) and the United States (24.4%).
- Nearly 88 percent of Sheboygan County residents work in Sheboygan County.
- Between 1989 and 1999, Sheboygan County's median household income saw an increase of 46 percent or about \$15,000. All surrounding counties saw larger percent increases in their median household income in the same time frame.
- 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.
- Manufacturing has and continues to be the cornerstone for the County’s economy by contributing over \$1.1 billion or nearly 46 percent of the total income provided by all seven industries in 2000.
- Agriculture and tourism both play significant roles in Sheboygan County’s economy. Both sectors offer jobs and revenue for the County. The tourism industry continues to grow in Sheboygan County.
- Of the top ten companies, by number of employees, eight are private companies. Of these eight companies, six have their corporate headquarters in Sheboygan County.

ECONOMIC DEVELOPMENT STRATEGY AND RECOMMENDATIONS

Sheboygan County will seek direction for this element from various forms of public input such as the survey that was sent to County residents and the input from the Smart Growth Implementation Committee.

Vision

“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.”

Economic Development Goals, Objectives, Policies, and Programs

Goal 1: Identify and encourage diverse and sustainable businesses and job development.

Objective: Encourage and support an economic development corporation to serve Sheboygan County.

Policy/Program: Identify processes to encourage cooperation and coordination rather than competition among Sheboygan County communities when locating large economic development projects.

Policy/Program: Explore the possibility of intercommunity support as a way to encourage economic development cooperation between units of government.

Objective: Promote and enhance farming as a long-term economic activity and promote steps to sustain its long-term economic viability.

Policy/Program: Continue to work with the UW-Extension and local schools to support youth farming related programs, as well as to develop an educational program that outlines grants and loans available through Federal and State agencies for youth programs, including 4-H Clubs and FFA.

Policy/Program: Work with the UW-Extension to provide information to farmers on succession planning.

Policy/Program: Support economic initiatives to ensure farming remains viable in Sheboygan County, including funding programs, agri-tourism, and direct marketing of farm products.

Policy/Program: Support green tier and agricultural businesses, which participate in green tier.

Objective: Support the Sheboygan County Chamber of Commerce and local chambers of commerce in the promotion of economic growth.

Policy/Program: Promote and encourage programs that help current businesses remain viable, as well as, attracting new businesses to Sheboygan County.

Policy/Program: Work with the Chambers to see what services or programs are most vital to the business community.

Objective: Support volunteer entities, as they make a large impact on the County's economic development, such as United Way, Junior Achievement, etc.

Goal 2: Promote an adequate number of jobs accessible to Sheboygan County residents to serve the County's estimated projected population for 2030 of 133,000 persons.

Objective: Encourage business development that matches the talent and diverse educational attainment of residents within the County.

Policy/Program: Continue to administer the Sheboygan County Revolving Loan Fund and the Community Development Block Grants to create employment opportunities and provide a means to finance new and existing businesses in the County.

Policy/Program: Study the use of State and Federal bio-energy grants to promote agriculture and associated agricultural industries in the County.

Policy/Program: Develop and distribute educational materials regarding various funding and incentive opportunities available for businesses located in Sheboygan County or wishing to relocate to the County.

Policy/Program: Study the development of employer health care purchasing tools in Sheboygan County; this may include health care purchasing pools.

Objective: Encourage business development that provides sufficient income for its employees.

Policy/Program: Promote the retention of manufacturing, agricultural, finance and insurance, health care, professional and technical services, tourism, and other service sector jobs in Sheboygan County.

Policy/Program: Continue the Chamber's business retention survey, and be responsive to the results.

Goal 3: Promote an adequate supply of workers to meet the employment needs of businesses located in the County through 2030 and beyond.

Objective: Promote educational programs to prepare workers for jobs in the businesses and industries in Sheboygan County.

Policy/Program: Continue a high level of education in order to employees to meet the diverse employment opportunities.

Policy/Program: Develop a workforce response team that will help employees get in a position to find employment.

Policy/Program: Continue (or Seek) partnerships with SEEK, Manpower, the Workforce Development Center, the Job Center, United Way, and the Chamber to advertise and help employees gain employment opportunities in Sheboygan.

Objective: Encourage continued cooperation between schools and the business community to provide continuing educational programs that provide the County's labor force with the skills necessary for the changing dynamics of County's employers.

Policy/Program: Continue the support of the local colleges and universities (LTC, UW-Sheboygan, and Lakeland College) in providing retraining and continuing educational opportunities for employees.

Policy/Program: Develop a plan to fully engage and involve young people/professionals in all aspects of the community and in civic matters.

Objective: Encourage a wide range of housing types to provide viable housing options for the County's workforce.

Policy/Program: Partner with the appropriate organizations to study and educate local government officials and staff about the use and availability of Community Development Block Grant (CDBG) funds.

Policy/Program: Support the use of tax incremental financing (TIF) districts to encourage redevelopment of under-used and blighted areas for a mix of businesses and affordable housing. This will encourage people living where they work.

Objective: Promote a wide range of transportation options to increase workers' accessibility to jobs.

Policy/Program: Continue operation of the Sheboygan Transit buses and when needed look to expand.

Policy/Program: Encourage the concept of the "complete street" in urban and urban fringe areas. Complete street's concepts include sidewalks, paved shoulders, bike lanes, roads, etc.

Goal 4: Promote businesses and industries to be good stewards of land, air, water, and energy resources.

Objective: Work with businesses and industries to identify ways to provide cost-effective energy.

Policy/Program: Provide educational and informational opportunities on new technologies and techniques to provide cost-effective energy.

Policy/Program: Explore the use of alternative energy sources, in order to reduce emissions to the air, land, and water.

Objective: Encourage continued coordination among energy users and energy providers to ensure the conservation and cost-effective use of energy.

Policy/Program: Encourage the use of State and Federal energy grants to promote the conservation of and the use of alternative energy in the County.

Objective: Partner with local communities to utilize natural resources for economic development, while not adversely impacting these resources.

Policy/Program: Work to utilize alternative energy sources that would not pose an adverse impact to the County's natural resources.

Goal 5: Broaden the County's tax base and strengthen its economy and employment base through the retention and expansion of existing businesses, and the attraction and development of new diverse businesses.

Objective: Identify growing and declining business sectors of the Sheboygan County economy in order to target local economic development opportunities.

Policy/Program: Continue Chamber programs, such as retention calls, in order to help identify economic development opportunities.

Policy/Program: Develop economic development programs that enhance our relevant business sectors.

Policy/Program: Support the creation of a business incubator program(s) and facility(ies).

Policy/Program: Support and initiate county industrial and commercial development.

Objective: Support and participate in regional economic development plans, organizations, and programs, in order to impact economic growth in Sheboygan County.

Policy/Program: Continue participation in regional organizations, such as North East Wisconsin Regional Economic Planner (NEWREP) and the New North.

Policy/Program: Promote the use of commercial listing systems for businesses.

Objective: Encourage careful planning and diversification of commercial and industrial uses in appropriate locations in the County.

Policy/Program: Work with the County and other private sector groups to develop new businesses and retail stores in areas properly zoned or in designated commercial areas shown on the local municipalities' Future Land Use Plans.

Policy/Program: Encourage economic development in areas that would be compatible with adjacent land uses and easily accessible.

Goal 6: Promote tourism in the County by capitalizing on tourism amenities, including historical, cultural, archaeological, architectural, recreational, and natural resources.

Objective: Promote four season tourism in Sheboygan County.

Policy/Program: Promote the non-motorized facilities in the County.

Policy/Program: Promote the tourism value of the local businesses.

Policy/Program: Support Sheboygan County's Chambers of Commerce tourism programs.

Policy/Program: Promote a cooperative effort in promoting tourism (e.g. programs, activities, facilities) in Sheboygan County.

Policy/Program: Continue to link Sheboygan County's website with local tourism websites.

Policy/Program: Continually update and expand comprehensive tourism and recreation maps (printed and online) of Sheboygan County.

Objective: Preserve historical, archaeological, architectural, and cultural resources that attract tourists to the County.

Policy/Program: Provide a map of the cultural, archaeological, architectural, and historical sites on a county-wide level.

Policy/Program: Encourage tourist and residents to attend the Sheboygan County Museum and other area historical and cultural sites or business.

Policy/Program: Encourage the integration of local art in public places.

Policy/Program: Identify and promote the local artistic resources (e.g. galleries, museums, sculpture gardens, performing arts, etc.)

Objective: Preserve the natural environment, by encouraging eco-friendly (low-impact) tourism, in environmentally sensitive areas.

Policy/Program: Encourage less intrusive forms of transportation in environmentally friendly areas.

Policy/Program: Promote mapping and distribution of brochures of Sheboygan County's non-motorized facilities and related businesses.

Policy/Program: Encourage the least amount of disturbance in areas that are high in natural beauty or have unique biodiversity.

Goal 7: Allow small scale economic development through home-based businesses.

Objective: Encourage small-scale economic development that is neighborhood friendly and supports the local character and natural resources of the community.

Policy/Program: Develop supportive tools and regulations, as needed.