

*A planning document for*

# Sheboygan, Wisconsin



# Sheboygan Comprehensive Plan

August 1<sup>st</sup>, 2000



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## ***I. EXECUTIVE SUMMARY***

### ***A. INTRODUCTION***

The City of Sheboygan is entering the new century facing a set of opportunities and challenges that are critical to its long-term future. Decisions made over the next twenty to twenty-five years will firmly set the community on a course that will strongly influence the next one hundred years. The options and choices available are not unique to Sheboygan; they are shared with cities across the country, and especially in Wisconsin. However, because Sheboygan has a recent history of making the most of its opportunities, and because Sheboygan is facing some of these emerging challenges for the first time, its planning approach and its success in implementing its plans will be particularly important.

### ***B. THE CRITICAL BALANCE***

The overall focus of this Plan, and of planning in general, 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 that 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; and
- They develop a systematic approach for implementing planning objectives through both broad-based channels and strategically targeted special initiatives.

### ***C. RECOGNIZED SUCCESS***

The City of Sheboygan knows how to do this. On its lakefront, in its harbor, beside its river, in its downtown and along its main travel corridors, the City has repeatedly demonstrated its ability to achieve top-quality results where its opportunities are the strongest and where creative visions are most compelling. No other cities in Wisconsin, and few around the nation, have accomplished a similar degree of success in so many different arenas of physical planning. It is notable that this success has been accomplished while maintaining public services and infrastructure cost controls that have kept the community competitive on cost of living factors. It is also notable that these accomplishments are reflected locally in the clear pride of its citizens, institutions, businesses, and benefactors, regionally in the repeated citing of the City as a model of accomplishment, and nationally in the regular top ratings the community receives for livability and quality of life.

## **D. KEY PHYSICAL PLANNING RECOMMENDATIONS**

Additional strong opportunities for creative physical planning are now present and will emerge over the next twenty to twenty-five years. To maintain its strong momentum, the City should continue to develop, refine and implement plans for the following key issues (which are depicted on page 6):

**1. Sheboygan Harbor:** Sheboygan Harbor is a success. Quality and creativity have proven their merit, and the community has transformed a source of deep concern into a source of inspiration. The Harbor is particularly critical because it is located at the central focus of all of the community's strongest opportunities –the downtown, the developed riverfront, the lakefront, the emerging park and recreation trail network, and the planned community character corridors plan discussed below and later in this document. Because of this unique location, its continued strength as a visitor destination and its potential strength as a high-quality residential and employment center, the continued development of the Harbor should remain a top priority. *The City should finalize and begin implementation of its detailed plans for the South Pier Area as a mixed use development and continue the implementation of the overall Harbor Centre Master Plan.*

**2. South Pier:** The South Pier District, formerly an active shipping site, has been underutilized in recent years. The Harbor Centre Master Plan identified this area as a prime location for lakefront/riverfront development. Future use will build on the current strengths of the district – primarily its close proximity and convenient access to both the riverfront and the lakefront. *The City should direct redevelopment efforts for high profile uses, such as a civic center, major aquarium, hotels, or other major commercial uses, as well as higher density residential development.*

**3. Downtown Sheboygan:** Downtown Sheboygan is revitalizing. Through a growing partnership of public investment, property owner investment, and private benefactor stewardship that has consistently focused on quality and long-term vision, the community has turned around decades of typical downtown decline. Progress has been particularly notable on 8<sup>th</sup> Street, with an excellent south gateway established at the Sheboygan River Bridge. Because recent revitalization is proving its clear merit and support in the market, the broadening of the Downtown redevelopment should continue between the lakefront and riverfront out to 17<sup>th</sup> Street and Kiwanis Park, between Michigan Avenue and Georgia Avenue – recognizing that success in such a large area is by necessity a long-term commitment. *The City should pursue a combined policy of targeted comprehensive small area initiatives on a programmed timeframe, and ad-hoc site-specific revitalization strikes as strategic opportunities arise.*

**4. The Riverfront:** Riverfront redevelopment is progressing. As with the Downtown, the Riverfront contains a very large area for redevelopment, and a long-term program is required. Also like the Downtown program, successful projects will most likely spread from recent successes – in this case, up-river. Because riverfront redevelopment is inherently linked to the character of *both* riverbanks, the City must continue to undertake revitalization efforts with multiple property owners, and often contend with very different forms of land use. For this reason, site-specific opportunities must be taken advantage of as they occur, and this ad-hoc approach must be done in parallel with an overall long-term redevelopment program. The City intends to acquire the remaining three acres of blighted properties on the north side of the River to expand Rotary Park easterly and to continue the boardwalk to connect to the Lakefront Trail. *Again, the City should pursue a combined policy of targeted comprehensive small area initiatives on a programmed timeframe, and ad-hoc site-specific revitalization strikes as strategic opportunities arise.*

**5. The Lakefront:** Sheboygan has a great Lakefront. The Harbor Centre Marina and Lakefront Park is a key community asset. This project has positioned the City to keep pace with the most progressive lakefront communities in the region in terms of top-shelf recreational and tourism facilities. The presence of Kohler-Andrae State Park on the south side of the community, and the Pigeon River Corridor park network on the north side, provide excellent and diverse complements at the high-end of recreational facility development. Like most of its peers, however, a modest system of more general and localized lakefront parks, and strong linkages between those parks and the nearby (and older) neighborhoods of the community is not as well established as it could be. This is a key to rounding out the overall park system of the community and to revitalizing the older neighborhoods both north and south of the Downtown. *The City should work to expand and diversify small-scale lakefront parks and open space, and should emphasize improving the convenient accessibility of such areas to adjacent neighborhoods and the community as a whole.*

**6. Water Street:** The Water Street Neighborhood historically included single-family and two-family residential interlaced with water-oriented industrial and production uses. Today most of the riverfront industrial uses are vacant or have been razed, and the neighborhood is in need of revitalization. The traditional residential areas include small-scale residential streets with a mixture of housing types, as well as access to the riverfront and downtown amenities. Recommendations for this area include neighborhood rehabilitation, new riverfront residential development, increased public access to the riverfront through parks and open spaces including trails and walkways, and neighborhood commercial uses. *The City should ensure that the principle thrust of the plan for this neighborhood is to provide housing opportunities for a diverse population with a range of income levels, including starter homes, multi-family rental units, and upscale condominiums.*

**7. Ellis Historic Neighborhood Revitalization:** The Ellis Neighborhood represents one of the oldest intact residential neighborhoods in the city. This architecturally interesting and historically important district includes both stately homes built by Sheboygan's early wealthy families and a working class neighborhood with many pre-Civil War homes. Many of the older homes retain their original design, character, and charm. The City of Sheboygan has actively promoted the preservation of the neighborhood to enhance the cultural heritage of the community, as well as encouraging greater home ownership and residential investment in the neighborhoods adjacent to the downtown. *The City should direct efforts toward new signage and streetscape improvements, coupled with rehabilitation funding assistance, are proposed to stimulate reinvestment in the neighborhood and encourage property maintenance and renovation.*

**8. The Park and Open Space Network:** Sheboygan has an excellent park system. The facilities provided by the City are used by residents throughout the County, and by many visitors to the community. Like many older cities, some of these facilities are badly aging and in need of re-investment. Neighborhood residents, local businesses and institutions, and civic organizations can play the critical role in forwarding this objective. However, beyond this typical challenge, the full potential of the park system – as a *network* of inter-linked park facilities, natural areas, trails and bikeways is not fully realized. When such linkages are established, the provision of a complete range of recreational opportunities to the entire community becomes achievable at substantial efficiencies. *The City should work with the community as a whole to develop a long-range program for the re-vitalization of parklands, infrastructure, buildings and equipment. Furthermore, the City should plan for and implement a system of linkages between existing and planned park and open space lands and community facilities to develop a true park and open space network.*

**9. Community Character Corridors:** Sheboygan has an outstanding street pattern. The network of arterial streets within the community, and highways approaching the community, forms a radial pattern with long-term potential equal to those present in Chicago, Milwaukee and Madison. The fan of access and focused views provided by ...

- 8<sup>th</sup> Street
- CTH LS – 15<sup>th</sup> Street – CTH V
- STH 42—Calumet Drive – 14<sup>th</sup> Street – South Business Drive – STH 28
- Indiana Avenue – CTH PP
- Georgia Avenue – CTH A
- STH 23 – Kohler Memorial Drive – Erie Avenue

...as they intersect with the east-west corridors of ...

- Eisner Avenue
- Grand Avenue
- North Avenue
- Geele Avenue
- Superior Avenue
- Michigan Avenue
- Pennsylvania Avenue
- Indiana Avenue
- Georgia Avenue
- Broadway Avenue
- Union Avenue
- Mead Avenue
- Wilson Avenue and Washington Avenue, and
- the key north-south routes of IH 43 and Taylor Drive

...provide a tremendous opportunity for creating a truly urbane physical context for the community. The clear success of the City in making dramatic aesthetic improvements along Kohler Memorial Drive, 8<sup>th</sup> Street in the Downtown, along Calumet and most recently along Pennsylvania and Indiana, and the ability of the City to create and preserve high standards along Taylor Drive indicate the ability to accomplish the first part of this objective. The City will continue this along 14<sup>th</sup> Street from Erie Avenue to Indiana Avenue, South Business Drive from Union Avenue to Georgia Avenue, and also from 16<sup>th</sup> Street to Washington Avenue with the help of DOT Enhancement Grants. The City should improve the southeast intersection of Pennsylvania Avenue and 14<sup>th</sup> Street as an entrance feature into the Harbor Centre with appropriate landscaping and signage. Streetscaping techniques for all these corridors should include ornamental lighting, sidewalks, trees and shrubs and the burying of utilities. Combined with the creation of visual focal points of small public open spaces, architecture, streetscaping, and art at key intersections – as site-specific opportunities arise, Sheboygan can create a memorable and meaningful framework for continued neighborhood and non-residential revitalization. Finally, in the long-run, the rail line network, which mirrors the radial street pattern, may also play a revitalized role in moving residents and visitors within and into the community. Sheboygan and its essential arterial transportation network will be here for a very long time. *The City should develop a long-term plan and implementation program for the revitalization of all of its key community character corridors. Within this plan, opportunities for the creation and furnishing of*

*meaningful public spaces should be emphasized – particularly at visual focal points at intersections of these corridors.*

**10. Expand Business Park:** The long-term recommendations of this Plan reflect the need to preserve areas for the future expansion of the Business Park. *The City should ensure annexation, public improvements and zoning to facilitate future expansion to the south, as well as to the west across the Interstate to the CTH A corridor.*

**11. Peripheral Development:** Sheboygan has the ability to grow. With the exception of wealthy enclaves, the healthiest communities in the United States are generally ones that can physically expand. Territorial growth accommodates new buildings that house growing families and businesses. The continual supply of new buildings help keep a community on the economic development cutting edge because most emerging growth sectors of the economy require new buildings and equipment. A community that lacks an expanding edge must depend upon most expensive and time-consuming redevelopment to meet these needs. This rarely occurs – even with substantial public subsidies. The Town of Sheboygan has been unsuccessful at attempts to incorporate. The City of Sheboygan has identified the area west of the Interstate as logical for Town growth and the area east of the Interstate as logical for future City expansion. With the exception of the Villages of Kohler to the immediate west, and Howards Grove and Sheboygan Falls to the more distant northwest and southwest, the City of Sheboygan is not constrained by neighboring incorporated boundaries. *The City should develop a comprehensive strategy to ensure its ability to continue reasonable and cost-effective municipal expansion.*

**12. Community Facilities:** Beyond the public investments identified above, the City of Sheboygan must keep pace with its growth and revitalization in regard to a few important community facilities.

*First, the combination of community growth and its role as the primary provider of emergency services in the County has led to the current need for an additional emergency services facility (3 fire bays plus 1 EMS bay with a potential police sub-station on about 2 acres) on the south side of the community. Ideally, this facility would be located at the intersection of Marvery Road and South 18<sup>th</sup> Street, and would serve both the established far south area of the community, as well as substantial potential non-residential development around the IH 43 interchange with CTH EE. In the long-range with substantial City growth, an additional similar facility may be needed south of the intersection CTH KK and South Business Drive to serve the area that will be developing around the IH 43 interchange with CTH V.*

*Second, the City must address the continued and growing inadequacy of the City Hall / Police Facility. Accommodations for these services are both undersized and outmoded. This will be an expensive and complicated undertaking. However, experience has demonstrated that where communities have the fortitude to address this challenge, and where they respond with quality, long-lasting urban architecture in downtown locations that are specifically designed for specialized municipal uses, such investments become a source of civic pride and security.*

*Third, the City must continue to make progress on an expanded Municipal Services Building westerly along the north side of New Jersey Avenue and the east side of 22<sup>nd</sup> Street.*

*Fourth, the City must make upgrades to the Taylor Hill reservoir, invest in a new water facility near Racetrack Road, and provide for a public water main loop on the north side of the community.*

*Fifth, the City must continue to implement its 1996 plan for stormwater management, including strategic additions to that plan identified since its adoption.*

## ***E. KEY ORGANIZATIONAL PLANNING RECOMMENDATIONS***

The City of Sheboygan must also focus effort on organizing for the successful implementation of this Plan. Strong and effective organization can dramatically stretch public funding efficiencies, and in certain instances, are absolutely critical for success. Four key initiatives are called for:

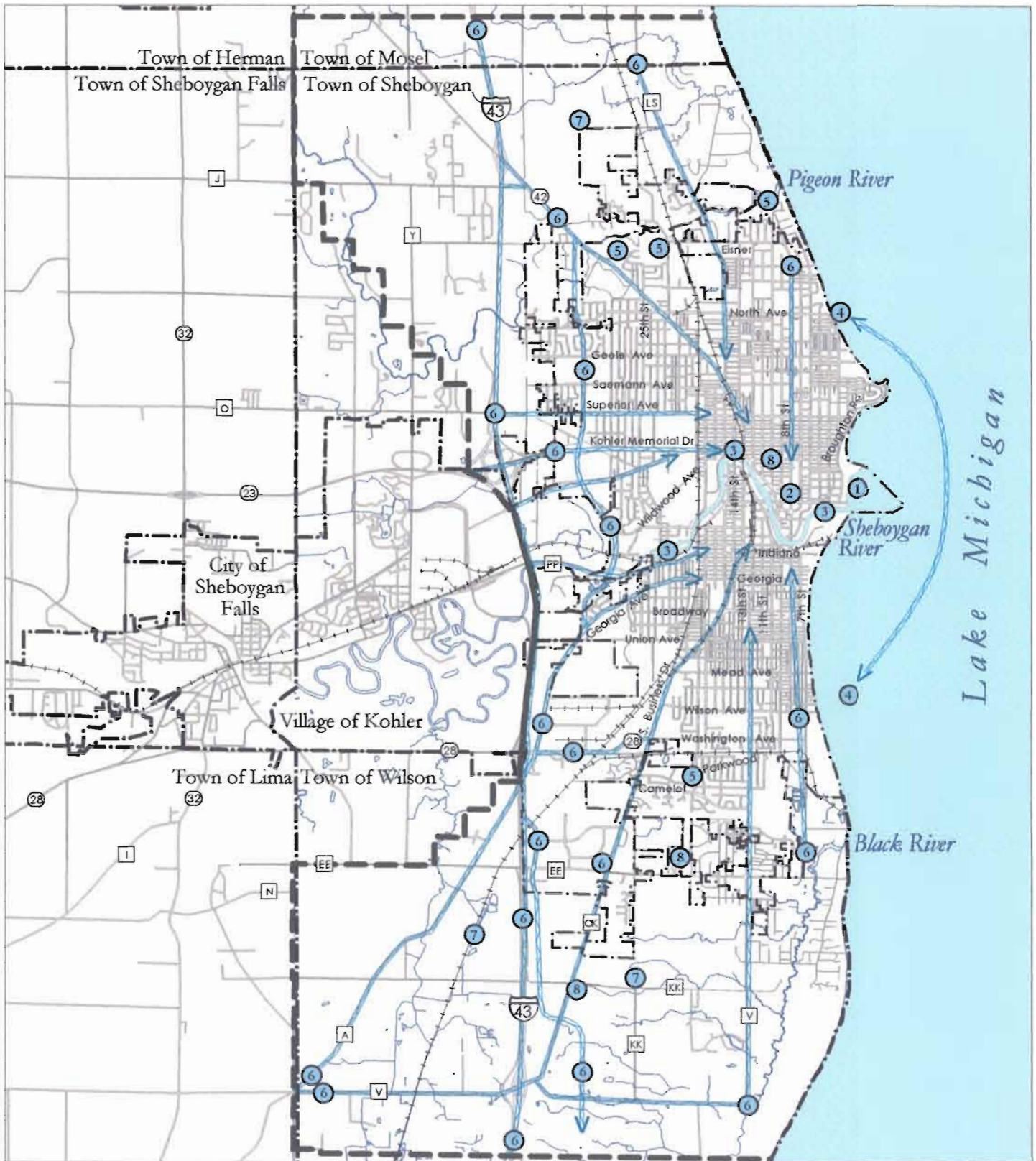
**1. Strengthen Public-Private Initiatives:** In combination with visionary planning, the key to the success of Sheboygan's on-going planning and development program has been the emergence and fostering of a highly-effective partnership with the business community, local institutions, and private benefactors. There is no effective substitute of these kinds of initiatives, and in Sheboygan the community has a strong track record to build upon. *To continue and expand this effort, the City, School District, Chamber of Commerce, Board of Realtors and United Way should undertake a Sheboygan 2000 Initiative to prioritize, fine-tune and organize to implement the recommendations of this Plan and other key community efforts. Items that are broadly recognized, strongly supported, and would benefit most greatly from inter-agency efforts should be given special priority.*

**2. Develop an Effective Neighborhood Planning Program:** As an older community, Sheboygan contains several areas with concentrations of aging housing and residents with special needs related to age, income, occupation, education and ethnicity. With a very few, small-scale exceptions, these areas are essentially sound, and both physical revitalization and improved quality of life are attainable. However, clear experience around the country indicates that the key to both physical and social objectives usually rests in effective neighborhood organizations that blend bottom-up responsiveness and responsibilities with community-wide support. Sheboygan is not unique in lacking an organized program to address this strategy. In fact, within Wisconsin, only the City of Madison serves as a good model of providing a highly effective neighborhood planning program with very modest public investment and staff resources. However, it should be emphasized that such an initiative is the *only* aspect of comprehensive plan implementation that the City of Sheboygan does *not* currently address. *A special emphasis of implementing this Plan by the City should be to develop and sustain a program of proactive neighborhood planning and neighborhood plan implementation – focused initially on the portions of the community that would benefit most strongly from such an effort.*

**3. Inter-municipal Planning:** The City is currently struggling in its relations with the neighboring Towns, and has limited relations with Kohler, Sheboygan Falls and Howards Grove. Around the country, most of the worst mistakes in physical planning and public investment occur because of intergovernmental conflict – particularly over territory. At the same time, mounting evidence clearly demonstrates that the healthiest cities, villages, towns and counties are ones that can most cost-effectively accommodate new development – primarily through compact development that is carefully located at, and fully-coordinated with, the urban edge. Finally, there is the growing awareness that the overall economic health and reputation of a metropolitan area is inexorably linked to the vitality and image of its central city. *For the benefit of its resident population and businesses, and for the good of the entire region, the City of Sheboygan must take a strong and proactive role in securing its ability to grow. A strong initiative to forward mutually beneficial planning and development agreements with the nearby towns and municipalities should be undertaken, and in the absence of progress, the full use of extraterritorial powers to secure growth areas should be exercised.*

**4. City – County Coordination:** The City currently makes up approximately 45 percent of the county's population. It is the only jurisdiction in the county that is substantially constrained by a combination of water, topography and adjacent well-developed unincorporated areas that are likely to form a permanent edge for city expansion. Therefore, it is important to both the City

and County that Sheboygan County take special care to make public investment decisions that direct appropriate County facilities into the City whenever possible. Employment, cultural and recreational facilities would be of particular benefit – despite the tax-exempt status of such facilities. *The Common Council and Plan Commission should establish a special initiative in conjunction with County Board representatives serving City of Sheboygan constituents to identify opportunities for mutually beneficial public service and public facility relationships between the City and County, and to ensure that City of Sheboygan interests are well represented in County Board decisions.*



## City of Sheboygan Comprehensive Plan




### Key Issues

August 1, 2000









Sources: U.S. Bureau of the Census TIGER/Line 1995 data, City of Sheboygan.

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-  Detailed Planning Area
-  Municipal Boundaries
-  Railroad



-  Sheboygan Harbor
-  Downtown Sheboygan
-  Riverfront Corridor
-  Lakefront Area
-  Park and Open Space Network
-  Community Character Corridor
-  Peripheral Development Area
-  Planned Community Facilities

## ***II. INTRODUCTION***

### ***A. PURPOSE OF THIS PLAN***

This Comprehensive Plan is a blueprint for the short-range and long-range growth and development of the City of Sheboygan and is designed to be used by City officials as a policy guide to direct community development decisions, to assist with community facility budgeting, and as a tool to focus and stimulate private housing, business, and industrial investment in the community. As a long range comprehensive planning tool concerned with a wide variety of environmental, economic, and social factors, this Comprehensive Plan must examine and provide recommendations for areas currently within the City of Sheboygan's corporate limits and beyond.

#### ***1. Statutory Compliance Statement***

This Plan has been prepared in compliance with Wisconsin Statutes §66.0295.

#### ***2. Procedure for Adoption***

To be adopted, a Plan must go through the formal hearing and review process. After adoption, future changes or amendments to the City of Sheboygan Comprehensive Plan must be approved by the City.

#### ***3. Content of this Plan***

This document is organized in sections based on principal planning issues. Following this introductory section is **Section II: Background Information**, which gives an overview of important political, natural, socio-economic, and existing development data. **Section III: Issues and Opportunities** presents a synthesis of the key elements from Section II, describes the Public Participation element of the planning process, and identifies the key planning opportunities and challenges facing the community. **Section IV: Goals, Objectives, and Policies** outlines the policy desires of the community and provides the basis for **Section V: Comprehensive Plan Recommendations**, which includes detailed recommendations for natural and cultural resources, community character, land use, transportation, utilities and community facilities, housing, and economic development. Finally, **Section VI: Implementation Strategies** provides extensive recommendations for additional planning, changes to development regulations, public investment strategies, and intergovernmental cooperation strategies.

### ***B. PLAN DEVELOPMENT PROCESS***

In addition to providing sound public *policy* guidance, a Comprehensive Plan should incorporate an inclusive public participation *process* to ensure that its recommendations are reflective of a broadly supported future vision. Policy and spending decisions related to land use and economic development must also be reviewed by the City Planning Commission before final action by the Common Council. This includes holding public hearings on zoning changes, reviewing land divisions, reviewing annexations, and other similar community development issues.

This effort reflects the dedicated commitment of the Plan Commission, City Council, and City Staff to this process, on-going input from representatives from neighboring jurisdictions and special interest

groups, and the fact that the recommendations of this Plan are consistent with other adopted local and regional plans, long-standing State and Regional policies, and sound planning and development practices.

Creating a Comprehensive Plan is only the first step in directing community growth. Subsequent planning efforts must focus on providing direct connections between the Plan's recommendations and actual development. The most effective ways of accomplishing this are to adopt development regulations which directly implement planning policies, and then, for the Plan Commission to evaluate all development related proposals (annexations, land divisions, rezonings, conditional uses, planned developments, and public investment and service decisions) based on their consistency with this Plan. Reference of decisions to plan recommendations will help establish both their legal defensibility and their economic efficiency. The City's Municipal Code should be amended to implement this requirement.

Finally, to be effective, this Plan should continue to be evaluated by community representatives and amended as needed to keep current with changes brought about by time. A three-to five-year evaluation cycle is recommended.

### ***C. GENERAL REGIONAL CONTEXT***

The City of Sheboygan is located in the east-central portion of Sheboygan County, on the shore of Lake Michigan. The City is located approximately 52 miles north of Milwaukee and 62 miles southeast of Green Bay. The City is bordered on the north by the Town of Sheboygan, on the south by the Town of Wilson, and on the west by the Town of Sheboygan and the Village of Kohler. The City of Sheboygan contains approximately 14 square miles of land.

#### ***1. Planning Areas***

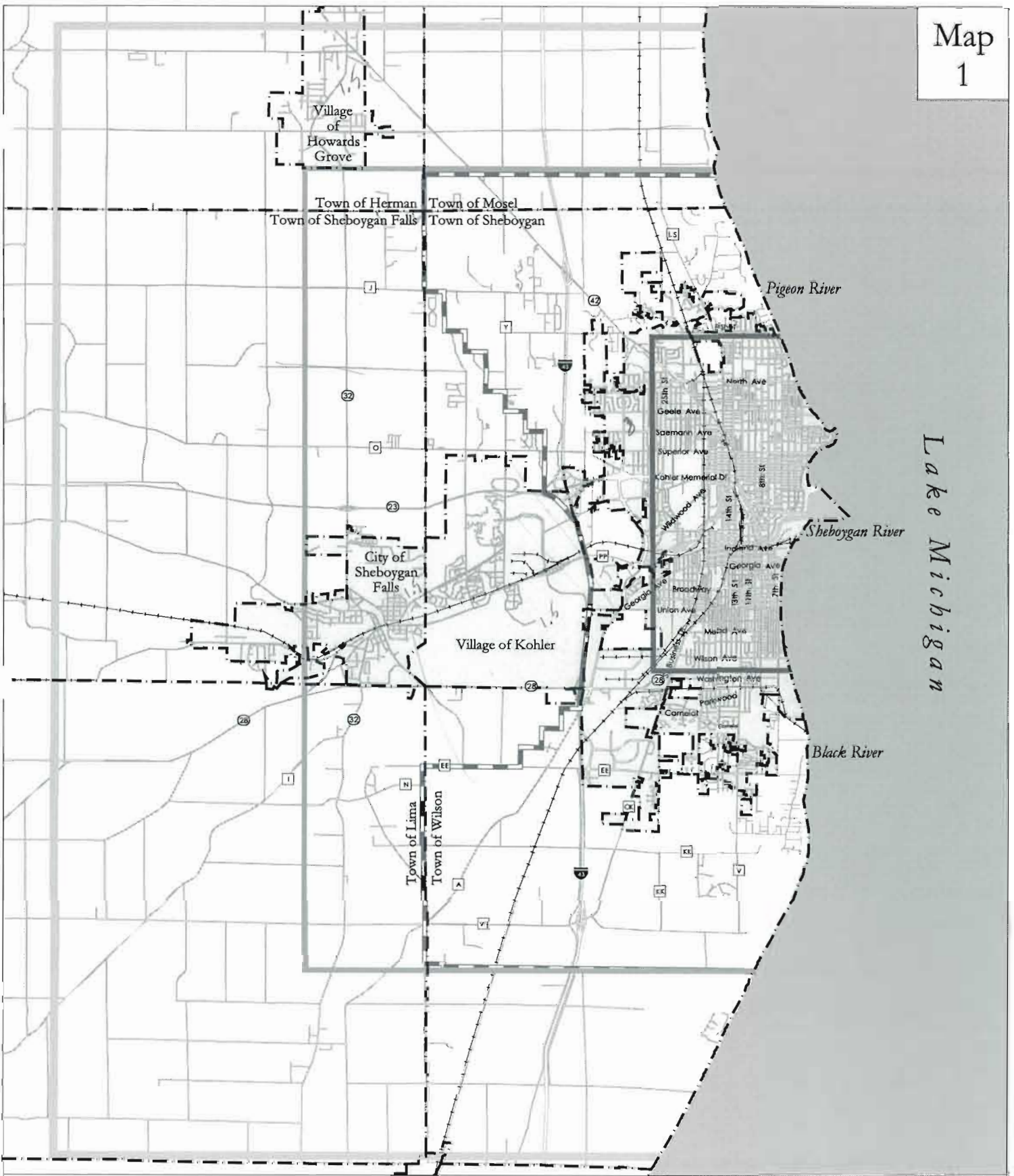
The study area for this Plan has been selected as to generally include all lands in which the City has both a short-term and long-term *interest* in planning and development activity. Map 1 depicts various planning areas used in this Plan. The **Regional Planning Area** represents the regional context in which the City is located. The **General Planning Area** represents the geographic area covered by most of the Plan maps. The **Detailed Planning Area** represents the area within which plan recommendations are made. The Detailed Planning Area is based on the General Planning Area and the City of Sheboygan 3-Mile Extraterritorial Jurisdiction Limit (ETJ), which is less than 3 miles in areas where it is adjacent to the Village of Kohler 1½-mile ETJ. The Detailed Planning Area for this effort was selected to include all portions of the general planning area in which the City should play an important active planning *role*. Finally, the **Central Planning Area** represents the City's core in which more detailed neighborhood and redevelopment planning recommendations are made.

#### ***2. Relationship of this Plan to Other Jurisdictions***

This is a plan for the City of Sheboygan. As an incorporated jurisdiction anticipating moderate population growth, this is a Plan that must accommodate, and indeed facilitate, planned municipal expansion. However, this Plan attempts to coordinate recommendations with those of adjacent and overlapping jurisdictions, including: the State of Wisconsin; the Bay-Lake Regional Planning Commission; Sheboygan County; the Village of Kohler; the Towns of Sheboygan, and Wilson; and minor jurisdictions such as school districts and sanitary sewer districts.

As a result of growth and territorial overlaps, tension between these jurisdictions is likely. This Plan seeks to minimize such tension by reflecting the recommendations of plans adopted by these jurisdictions in instances where the City's interest (as defined by the policy framework presented in the Goals, Objectives and Policies section of this document) is not jeopardized. In instances where such efforts are insufficient to prevent conflict, a preferred approach is to seek meaningful and on-going intergovernmental planning. A supporting, or alternative approach, is to minimize conflict by limiting planning and development actions to mutually-acceptable "spheres of influence". As another supporting or alternative approach, many jurisdictional disagreements can be minimized by directing non-farm development to annex to cities and villages in as compact a pattern as possible.

Where intergovernmental tensions are high, and key public policy objectives are clearly at risk, State Statutes that provide for a formal intergovernmental boundary agreement process may be essential. This approach, although complicated, time-consuming, and expensive, is designed to result in long-term intergovernmental agreements which are binding upon successor elected bodies and may include a very wide range of planning and development considerations beyond municipal limits.








# City of Sheboygan Comprehensive Plan Regional Context & Jurisdictional Boundaries

August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data,  
U.S. Bureau of the Census 1990, City of Sheboygan.

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-  Municipal Boundaries
-  Central Planning Area
-  Extraterritorial Jurisdiction
-  General Planning Area
-  Regional Planning Area

### **III. BACKGROUND INFORMATION**

#### **A. AGRICULTURAL, NATURAL, & CULTURAL RESOURCES**

##### **1. Agricultural Resources**

Large areas of prime agricultural soils and productive farmland are present in the planning area. Areas of non-prime soils are typically located in environmental corridors and along the coast of Lake Michigan. More detailed information on prime agricultural soils can be found in the *Sheboygan County Soil Survey* and the *Sheboygan County Farmland Preservation Plan*. Map 2 shows existing agricultural areas around the City. These areas were identified based on A-1 zoning within the Towns of Sheboygan, Mosel, and Wilson. The majority of these areas are located well north of the City within the Town of Mosel, well northwest of the City beyond CTH Y within the Town of Sheboygan, and both south and southwest of the City beyond IH 43 and south of CTH EE within the Town of Wilson. These, and more fragmented areas of prime farmland located closer to the City are subject to development pressure from both compact sewer system-based development, and from leap-frog on-site system based development. Therefore, compact and fully-served development on the full range of public utilities and services is the most effective strategy for preserving prime agricultural lands while accommodating continued growth and development.

##### **2. Natural Resources**

The relationship between the City of Sheboygan and its natural features provides a valuable point of reference. It sets up a framework for analysis, suggests possible locational advantages that the City may possess for certain land uses, and hints at the relationship between the City and the rest of the region. The natural resource base, especially environmentally sensitive areas with respect to soils, environmental corridors, wetlands, and floodplains are critical factors in local planning decision-making. Maintenance of these, and other environmentally sensitive natural features, is important for both the visual attractiveness of the community, as well as for the prevention of severe developmental or environmental problems that may be difficult and costly for the City to correct in the future.

#### **A. Landforms/Topography/Geology**

*(from the Sheboygan County Soil Survey and the Sheboygan County Farmland Preservation Plan)*

The City of Sheboygan is located along the shores of Lake Michigan. The area generally rises slowly from East to West, from 580 ft. above sea level along the coastline of Lake Michigan, to just over 700 ft. above sea level in western portions of the City. The topography of the area is predominantly level to gently sloping (slopes less than 6%), with only isolated areas of steeper slopes. The planning area's geology is marked by glacial deposits underlain by Niagara dolomite limestone. Most dramatic topography in the planning area is associated with waterways and the Lake Michigan shoreline bluffs.

## ***B. General Soils Information***

*(from the Sheboygan County Soil Survey and the Sheboygan County Farmland Preservation Plan)*

Soil suitability is a key factor in determining the best and most cost-effective locations for new urban growth. The majority of the Planning Area is covered by soils unsuited for development utilizing septic systems.

The soils in the City of Sheboygan are of two major types. The Mosel-Oakville-Hebron association predominates along the coast of Lake Michigan and one-half mile to two miles inland. This association is characterized by somewhat poorly drained to well drained soils with a subsoil of mainly clay loam to sand and are underlain by medium and fine sand or stratified silt loam and silty clay loam. Oakville loamy fine sand is the most common soil type of this association in the City. This soil is well drained to moderately well drained. Permeability is very rapid and natural fertility is low.

The second major soil type found in the City of Sheboygan is the Kewaunee-Waymor-Manawa association. This association is characterized by well drained to somewhat poorly drained soils that have a subsoil of mainly clay loam to clay and are underlain by loam or silty clay loam glacial till. Kewaunee silt loam is the most common soil type of this association in the City. This soil is characterized by slow runoff and moderately slow permeability.

## ***C. Hydrology***

### **1. Rivers, Streams, and Lakes**

The Sheboygan River (central), Pigeon River (north), Black River (far south), and Fisherman's Creek (south) are the primary streams within the City of Sheboygan. All waterways within the planning area are tributary to Lake Michigan, which forms the eastern boundary of the City.

### **2. Floodplains**

Flood hazard areas are located along the Sheboygan, Pigeon, and Black Rivers, Fisherman's Creek, and Black River Tributary No. 2 (located in the far south portion of the City). These have been identified and mapped by the Federal Insurance Administration for risk management purposes. The 100-year flood area—where the flooding probability is greater than 1% in any given year—is generally restricted to no development by State Statute-authorized local zoning. In recent years, the City has experienced major flood events. These have been located mainly in upstream drainage basins characterized by a relatively large size, a relatively high level of impervious surface, and a relatively small drainage outlet.

### **3. Drainage Basins**

Most of the City of Sheboygan is drained by the Sheboygan River. Part of the south side of the City (south of the Town of Wilson Town Line and east of the Interstate) is drained by the Black River. The north and northwest portions of the City and the General Planning Area are drained by Sevenmile and Silver Creeks and by the Pigeon River. Portions of the City near Lake Michigan drain directly into the Lake through small drainageways.

#### **4. Wetlands**

Wetland areas are located along streams and drainageways and in isolated low spots. These have been identified and mapped by the Army Corps of Engineers and the Wisconsin Department of Natural Resources. These areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. Generally, these areas are restricted to no development by State Statute-authorized local zoning. Within the Planning Area, most wetlands are located along the Sheboygan River, Pigeon River, Sevenmile Creek and Black River corridors. Because of the general nature of existing wetland mapping, the City requires detailed on-site inspection, surveyed mapping and required protection as part of the land division and site plan review and development processes. The City also requires the dedication of larger wetland sites.

#### **5. Groundwater**

Groundwater resources are plentiful in the Planning Area at both shallow and deep levels. The shallow aquifers are likely to be linked to certain surface water features, such as Silver Lake. In areas of granular soils, these aquifers are susceptible to contamination from both surface and subterranean sources. Deep aquifers in the Planning Area are generally of higher quality and considered substantially less susceptible to contamination.

### ***D. Other Sensitive Environmental Features***

#### **1. Woodlands**

The Planning Area contains very few wooded areas, except in areas dominated by steep slope, floodplain and/or wetland conditions. This sparsely wooded condition is due to a combination of rich soils, few steep slopes, and residential development activity that tends to place high value on wooded sites. As such, the remaining woodlands of the City are valuable contributors to the area's character and beauty. These areas are now required to be depicted on site plans and land division, and are protected through new overlay zoning standards.

#### **2. Steep Slopes**

Generally, the Planning Area is predominated by gently rolling or flat areas. Steep slopes (exceeding 12%) occur very infrequently and only for very short runs. These areas are scattered throughout the Planning Area and are generally associated with either directly adjacent waterways or ridgetop systems. These areas are now required to be depicted on site plans and land division, and are protected through new overlay zoning standards.

#### **3. Hilltops and Ridgelines**

Important natural features, which are often overlooked in comprehensive planning efforts, are hilltops and ridgelines. Hilltops and ridgelines serve to define the horizon—and perhaps provide a “natural edge” for a community. Large structures constructed on top of them (including homes) tend to be visually prominent—especially if not blending with the area's natural character in terms of color, material, or style. A few prominent hilltops and ridgelines are present in the Planning Area along the river and stream corridors, and along the Lake

Michigan shore. These areas are now required to be depicted on site plans and land division, and are protected through new overlay zoning standards.

## ***E. Environmental Corridors Analysis***

### **1. Administration of Environmental Corridors by Sheboygan County**

*(from the Sheboygan County Farmland Preservation Plan)*

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more of the following elements which are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty in Sheboygan County and should be preserved and protected in essentially natural open uses. These corridors generally lie along the major stream valleys, around major lakes, and in the Kettle Moraine area of southeastern Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. Environmental corridor features include:

- surface waters and their undeveloped shorelands and floodlands
- wetlands, woodlands, and wildlife habitats
- rugged terrain and high relief topography

The corridors also contain the following additional elements, closely related to the natural resource base, having recreational, scenic, and historical value:

- existing outdoor recreation sites
- potential outdoor recreation sites
- historic, archaeological, and other cultural sites
- scenic areas and vistas
- natural and scientific areas

Environmental plans in many areas of Wisconsin have classified corridors as “primary” or “secondary”, depending on various attributes. However, Sheboygan County’s mapping avoids such classifications since it tends to diminish the importance of smaller but equally significant environmental areas worthy of protection. Within the City of Sheboygan, environmental corridors are concentrated along the Sheboygan, Pigeon Rivers, and Fisherman’s Creek. Bay-Lake Regional Plan Commission provides environmental corridor mapping in the region.

### **2. Significance of Environmental Corridors**

Environmental corridors are, in effect, a composite of the most important individual elements of the natural resource base and have immeasurable environmental, ecological, and recreational value. These environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat. Protection of environmental corridors from additional intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces.

### 3. Cultural Resources

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. Historic preservation can also provide economic benefits to property owners and communities. The State Historical Society of Wisconsin catalogs historic and archeological sites in the state. Based on these records, the City of Sheboygan contains 13 registered historic sites and no archeological sites. The first meeting of the Sheboygan Historic Commission occurred in January 2000. Table 1 shows the Sites in the Planning Area listed on the National Register of Historic Places:

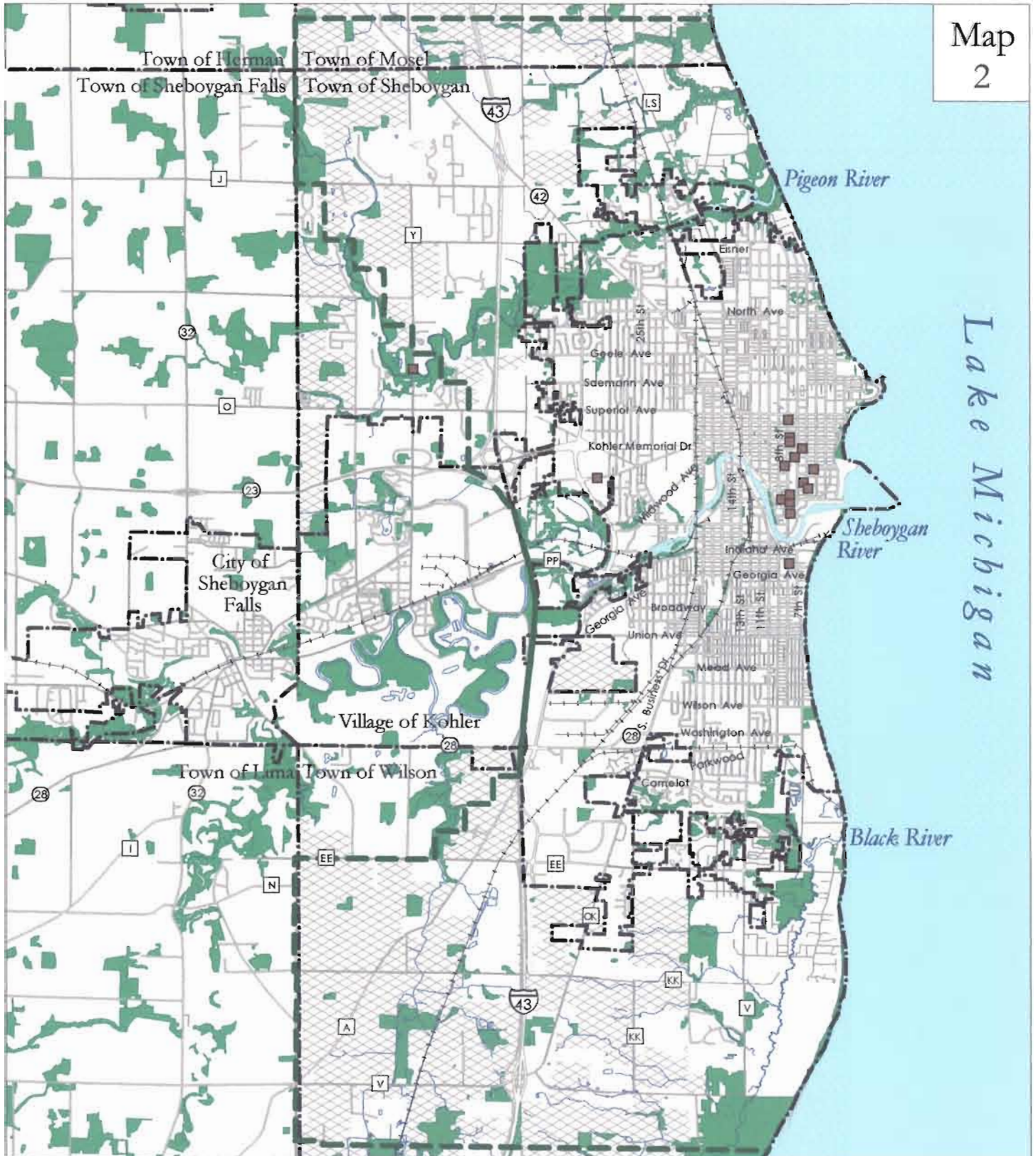
**Table 1: Historic Places in City of Sheboygan Planning Area**

Name	Address	Time Period	Date Listed
Balzer Wagon Works Complex	818-820 Pennsylvania Ave	1887	12-23-1993
Blackstock House	507 Washington Ct	1882-1890	3-17-1995
Friendship House	721 Ontario Ave	c. 1870	7-10-1974
Jung Carriage Factory	829-835 Pennsylvania Ave	c. 1885	7-10-1974
Imig Block	625-629 N 8 <sup>th</sup> St	1881-1882	7-9-1998
Jung Shoe Mfg. Co. Factory	620 S 8 <sup>th</sup> St	1906-1916	1-22-1992
Kohler House	608 New York Ave	1882	11-30-1982
Roth House	822 Niagra Ave	c. 1856	4-29-1993
County Courthouse	615 N 6 <sup>th</sup> St	1933/1956, 1968	3-12-1982
Sheboygan Theater	826 N. 8 <sup>th</sup> St	unknown	12-22-1999
Stephano Trattoria	522 S. 8 <sup>th</sup> St		
Taylor House	3110 Erie Ave	c. 1850	1-2-1976
Third Ward School	1208 S 8 <sup>th</sup> St	1876-1877	9-3-1981
Thomas Drug Store	632 N 8 <sup>th</sup> St	1886	7-10-1974
Wolff-Jung Co. Shoe Factory	531 S 8 <sup>th</sup> St	1885, 1889	1-30-1992
Windway	CTH Y, N of CTH O	1937-1938	7-28-1988
Zion Reformed Church	600 Erie Ave	1888-1889	DOE: 12-8-81

DOE = Designation of Eligibility, which in most cases carries the same weight as listing on the National Register  
 Source: *The National Register of Historic Places and The State Register of Historic Places in Wisconsin*, The State Historical Society of Wisconsin (June 1995); Plus updated listing from the State Historical Society of Wisconsin by letter (May 10, 2000)

Beyond these officially designated historic properties, the City has recognized the unique character of a wide variety of areas and neighborhoods within the community. Each of these areas is designated for special treatment in the City’s Planning, Zoning and public investment strategies. These include the:

- Downtown Business District Area
- Marina District
- Ellis Historic Neighborhood
- Near Southside Neighborhood
- Water Street Neighborhood
- Michigan Avenue Area
- Sheboygan Riverfront District
- South Pier District
- Southshore Neighborhood
- North Point District
- Boatworks District
- Indiana Avenue Area




# City of Sheboygan Comprehensive Plan Natural and Cultural Features

August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data, City of Sheboygan, Sheboygan County, Bay Lake Regional Planning Commission, State Historical Society.

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-  Detailed Planning Area
-  Municipal Boundaries
-  Railroad
-  Agricultural Areas
-  Environmental Corridors
-  Historic Sites

## ***B. POPULATION TRENDS AND FORECASTS***

### ***1. Population Trends and Forecasts***

The City of Sheboygan has had a relatively stable population, experiencing slow growth since 1970. The City's population increased by about 5.5% from 1970 to 1999 (compared with a 15.9% increase for the County and 19.4% for the State). The Official State Population Projections for the City predict only a slight increase over the next 15 years (1.5% increase from 1995 to 2015 vs. 9.8% for the State as a whole). However, the City has been experiencing growth at a faster rate than predicted by State Projections (which were last updated in 1993). In fact, the City's 1999 estimated population already exceeds the official 2010 projection. Therefore, new population projections were developed for the City by Vandewalle & Associates based on this increased growth rate. In addition, these new population projections assume that the City will capture a greater share of regional growth (based on the recommendations of this Plan). These new population projections, shown in Table 2, are used as the basis for the recommendations in this Plan. (Note that Tables 3 and 4 contain the official State population projections for comparison with surrounding communities.)

**Table 2: Historical & Projected Population**

<b>Year</b>	<b>City of Sheboygan</b>	<b>Sheboygan County</b>	<b>State of Wisconsin</b>
1970	48,484	96,660	4,417,731
1980	48,085	100,935	4,705,642
1990	49,676	103,877	4,891,769
<b>1999</b>	<b>51,138</b>	<b>112,063</b>	<b>5,274,827</b>
2000*	51,305*	112,212	5,297,221
2010*	52,983*	113,700	5,522,107
2020*	54,716*	115,209	5,756,542
% change: 1970-2000	5.82%*	16.09%	19.91%
% change: 2000-2020*	6.65%*	2.67%	8.67%
Source: <i>Official Population Estimates, January 1999</i> , Wisconsin Dept. of Administration, October 1999; <i>City of Sheboygan Demographic Report</i> , Bay-Lake RPC, July 1996; Table 4. *Vandewalle & Associates (Sheboygan projection based on 1990-1999 growth rate; County & State based on official growth rate with base year adjusted to 1999 estimate)			

### ***2. Demographic Trends***

Tables 3 through 5, on the following page, present a variety of demographic factors for the City of Sheboygan, Sheboygan County, the State of Wisconsin, surrounding communities, and comparable Cities. One factor that stands out is that the City has a higher proportion of residents over age 65 than surrounding communities, the County as a whole, and the State. As the "baby boom" generation continues to age, and as life expectancies continue to increase, the portion of the population over age 65 and the total number of elderly persons will continue to rise. A second factor is the relatively high level of non-white population in the City. Both trends have continued during the 1990s, although no detailed information will be available until the 2000 Census results. In turn, these factors will impact future housing needs, neighborhood development, transit service, and other service provision in the City.

**Table 3: Demographic Profile, 1990**

	City of Sheboygan	Sheboygan County	State of Wisconsin
1990 Population	49,676	103,877	4,891,769
Median Age	33.7	33.8	32.9
% under 18	25.6%	26.8%	26.4%
% over 65	17.0%	14.6%	13.3%
% Female	51.8%	50.5%	51.1%
% White	94.4%	96.6%	92.2%

Source: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 6 & 7; 1990 U.S. Census of Population, CP-1-51, Table 54; CP-2-51, Table 140; & CPH-1-51, Table 3.

**Table 4: Demographic Summary – City of Sheboygan & Surrounding Area**

	City of Sheboygan	Village of Kohler	Town of Sheboygan	Town of Mosel	Town of Wilson	Sheboygan County
1970 Population	48,484	1,738	4,246	1,127	3,323	96,660
1990 Population	49,676	1,817	3,866	918	2,931	103,877
<b>1995 Population</b>	<b>50,582</b>	<b>1,920</b>	<b>4,427</b>	<b>900</b>	<b>3,012</b>	<b>107,836</b>
2000 Proj. Pop.	50,330	2,016	4,262	848	2,895	107,335
2015 Proj. Pop.	51,472	2,191	4,565	748	2,764	109,294
Median Age	33.7	35.7	36.5	35.3	37.7	33.8
% under 18	25.6%	30.2%	26.1%	27.3%	25.8%	26.8%
% over 65	17.0%	11.7%	10.8%	12.2%	10.5%	14.6%
% White	94.4%	99.2%	99.2%	100.0%	99.4%	96.6%

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,18,24,25,31,40, 41; “Official Municipal Population Projections, 1990-2015” June 25, 1993 - Demographic Services Center, Wisconsin Dept. of Administration (City of Sheboygan population projections modified from WDOA projections); 1990 U.S. Census of Population & Housing, CP-1-51, Tables 1,6,7,6; CPH-1-51, Tables 10,12; CPH-5-51, Table 10.

**Table 5: Demographic Summary – City of Sheboygan & Comparable Communities**

	City of Sheboygan	City of Appleton	City of Fond du Lac	City of Manitowoc	City of Oshkosh
1970 Population	48,484	56,377	35,515	33,430	53,082
1990 Population	49,676	65,695	37,757	32,520	55,006
<b>1995 Population</b>	<b>50,582</b>	<b>68,729</b>	<b>39,875</b>	<b>33,761</b>	<b>59,068</b>
2000 Proj. Pop.	50,330	70,747	40,135	34,851	60,639
2015 Proj. Pop.	51,472	74,031	41,978	36,324	64,458
Median Age	33.7	31.6	33.6	36.2	30.4
% under 18	25.6%	27.4%	26.1%	23.9%	21.0%
% over 65	17.0%	11.9%	16.3%	19.8%	14.1%
% White	94.4%	96.6%	97.8%	96.4%	96.3%

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,15,18,24,25,31,40,41; “Official Municipal Population Projections, 1990-2015” June 25, 1993 - Demographic Services Center, Wisconsin Dept. of Administration (City of Sheboygan population projections modified from WDOA projections); 1990 U.S. Census of Population, CP-1-51, Tables 1,6; CPH-1-51, Table 6,12; CPH-5-51, Table 10.

## C. **LAND USE FRAMEWORK**

### 1. **Land Use Map Categories**

This Plan uses a detailed system of land use map categories that address both *use* and *community character* factors. Traditional land use classifications (such as agricultural, residential, commercial, and industrial) are combined with modern community character classifications (such as rural, exurban, neighborhood, planned, and general) to create a system of categories that initially provides for a higher level of description, and ultimately provides for a more detailed level of recommendation. These map categories are also designed to relate directly to the Zoning Districts employed by the City of Sheboygan in its 1996 Zoning Ordinance. These map categories are briefly described below:

1. **Agriculture / Rural:** agricultural uses, farmsteads, other open lands, and single-family residential at or below 1 dwelling per 35 acres, also for holding lands undeveloped until appropriate;
2. **Single Family Residential:** single-family residential development at densities up to 5 dwelling units per acre, schools, parks and churches;
3. **Neighborhood Residential:** single-family and two-family (duplex and two-flat) residential development at densities up to 6 dwelling units per acre, schools, parks, and churches;
4. **Mixed Residential:** variety of residential units at densities up to 8 dwelling units per acre, schools, parks and churches;
5. **Urban Residential:** variety of residential units at densities up to 12 dwelling units per acre, schools, parks and churches;
6. **Planned Neighborhood:** a carefully planned mixture of land uses arranged in a traditional urban grid or curvilinear grid pattern including predominantly single-family residential development, combined with one or more of the following: two-family residential, multi-family residential, neighborhood office, neighborhood commercial, institutional, and active recreation – including Traditional Neighborhood Design (TND) concepts;
7. **Neighborhood Office:** residential, office, office-support commercial and personal service uses which preserve residential character through building scale, building appearance, landscaping, and signage;
8. **Suburban Office:** high-quality office and office-support land uses with very generous landscaping and limited signage;
9. **Neighborhood Commercial:** residential, office, and neighborhood-oriented commercial and institutional land uses with generous landscaping and limited signage;
10. **Suburban Commercial:** high-quality indoor commercial and office land uses, with generous landscaping and limited signage;
11. **Urban Commercial:** commercial, office, controlled outdoor display and institutional land uses, with moderate landscaping and signage;
12. **Central Commercial:** pedestrian-oriented indoor commercial, office and residential uses with streetscaping and low-key signage typically associated with downtowns;
13. **Suburban Industrial:** high-quality indoor manufacturing, assembly and storage uses with generous landscaping and limited signage;

14. **Urban Industrial:** indoor industrial land uses and carefully-controlled outdoor storage areas, with moderate landscaping and signage;
15. **Heavy Industrial:** carefully controlled heavy industrial, storage, and disposal land uses, with moderate landscaping and signage;
16. **Landfill / Extraction:** landfills, quarries, gravel pits, and related land uses;
17. **Institutional:** large-scale public buildings, hospitals, and special-care facilities (small institutional uses may be permitted in other categories);
18. **Active Recreation:** open space facilities generally devoted to playgrounds, ball fields, courts, and related high-impact recreation activities;
19. **Passive Recreation:** open space facilities generally devoted to trails, picnic areas, natural areas, and related low-impact recreation activities;
20. **Environmental Corridor:** wetlands, floodplains, and other sensitive environmental areas; and
21. **Planned Mixed Use:** carefully controlled mixed commercial, office, residential and transit uses based on high-quality detailed plans.

*These land use categories are used on both the Existing Land Use Map and the Planned Land Use Map.*

## 2. *Existing Land Use Pattern*

The City of Sheboygan's Planning Area exhibits a *classic Great Lakes city land use pattern*. This classic pattern includes the following NON-RESIDENTIAL elements:

- a well-defined **central business district** that includes many different forms of *high intensity (Floor Area Ratio >1.0) mixed use Central Commercial* development, institutional, office, commercial, industrial and recreational development; centered on 8<sup>th</sup> Street north of the Sheboygan River;
- a series of **arterial road spokes** dominated by *moderate intensity (FAR .3 - .1.0) Urban Commercial* development, including the portions of STH 42/Calumet Avenue, STH 23/Kohler Memorial Drive, and STH 28/South Business Drive located east of the railroad;
- the extension of these **arterial road spokes** dominated by *lower intensity (FAR .1 - .5) Suburban Commercial and Suburban Office* development located west of the railroad;
- a complementing series of **rail corridor spokes** predominated by *moderate intensity (FAR .3 – 1.0) Urban Industrial* development;
- a pair of large **urban neighborhood centers** focused on *moderate intensity (FAR .3-2.0) Urban Commercial* development along Michigan Avenue and Indiana Avenue;
- a strong **modern shopping cluster** located along Taylor Drive both north and south of Kohler Memorial Drive, and predominated by *high-quality, lower intensity (FAR .1- .5) Suburban Commercial and Suburban Office* development;
- a strong **modern office-institutional park** area located along Taylor Drive between Indiana Avenue and CTH EE and typified by *high-quality, lower intensity (FAR .1- .5) Suburban Office and Institutional* development;

- a strong **modern business park** area located between Taylor Drive and South Business Drive south of Union Avenue and predominated by *lower intensity (FAR .2 - .5) Suburban Industrial* development;
- a dispersed pattern of **small neighborhood commercial** areas typified by small scale, *lower intensity (FAR .1-.3) Neighborhood Commercial and Neighborhood Office* development;
- a clustered pattern of moderate **quality highway commercial** clusters predominated by *lower intensity (FAR .1 -.3) Urban Commercial* development at the Interstate Interchanges with STH 42, STH 28 and CTH V; and finally,
- a scattered pattern of **leap-frog industrial and commercial** development at low intensities (FAR .1 - .5) at various locations in the outlying portions of the Towns of Mosel, Sheboygan and Wilson.

RESIDENTIAL development within the Planning Area also exhibits a classic Great Lakes small city pattern:

- a **traditional mix of single-family and mixed unit** *Neighborhood Residential* development in the areas surrounding the downtown, and extending northward to North Avenue, southward to Mead Avenue and westward to and along both sides of the railroad. *Gross Densities in this large area vary between 4.0 to 8.0 dwellings per acre* in a fine-grained mix. The outside edge of this historically expanding area has been stabilized by the comprehensive changes to the 1996 Zoning Map;
- a slowly expanding band of **single-family residential** development focused between the Pigeon River on the north, IH 43 on the west and the Black River on the south. *Gross Densities in this large area vary between 2.0 and 4.0 dwellings per acre*;
- a slowly expanding band of lower density **single-family residential** development located just north of the Pigeon River and just south of the Black River along the Lake Michigan shore. *Gross Densities in these areas varies between 1.0 and 3.0 dwellings per acre*;
- a dispersed pattern of **multi-family residential** development along arterial routes within the single-family residential band. *Gross Densities in these clusters vary between 6.0 and 15.0 dwellings per acre*; and;
- a dispersed pattern of leap-frog residential development in subdivisions and on individual lots in the once entirely agricultural portions of the outlying Planning Area. *Gross Densities in these areas is generally under one dwelling per acre*.

### **3. Land Development Trends**

The City of Sheboygan is facing a crisis of supply of developable land for new residential growth. The City is severely hemmed-in by substantial amounts of unincorporated development to the immediate north, west and southeast. Only two narrow areas are available for substantial new City residential development: 1) to the northwest between CTH LS and North 40<sup>th</sup> Street; and 2) to the south between CTH V and CTH OK. This lack of supply will increasingly alter the balance of housing types within the City. Furthermore, as a lower percentage of housing in the City is comprised of single-family dwellings,

average home values and average household incomes will also tend to be suppressed in comparison to values in the adjacent towns.

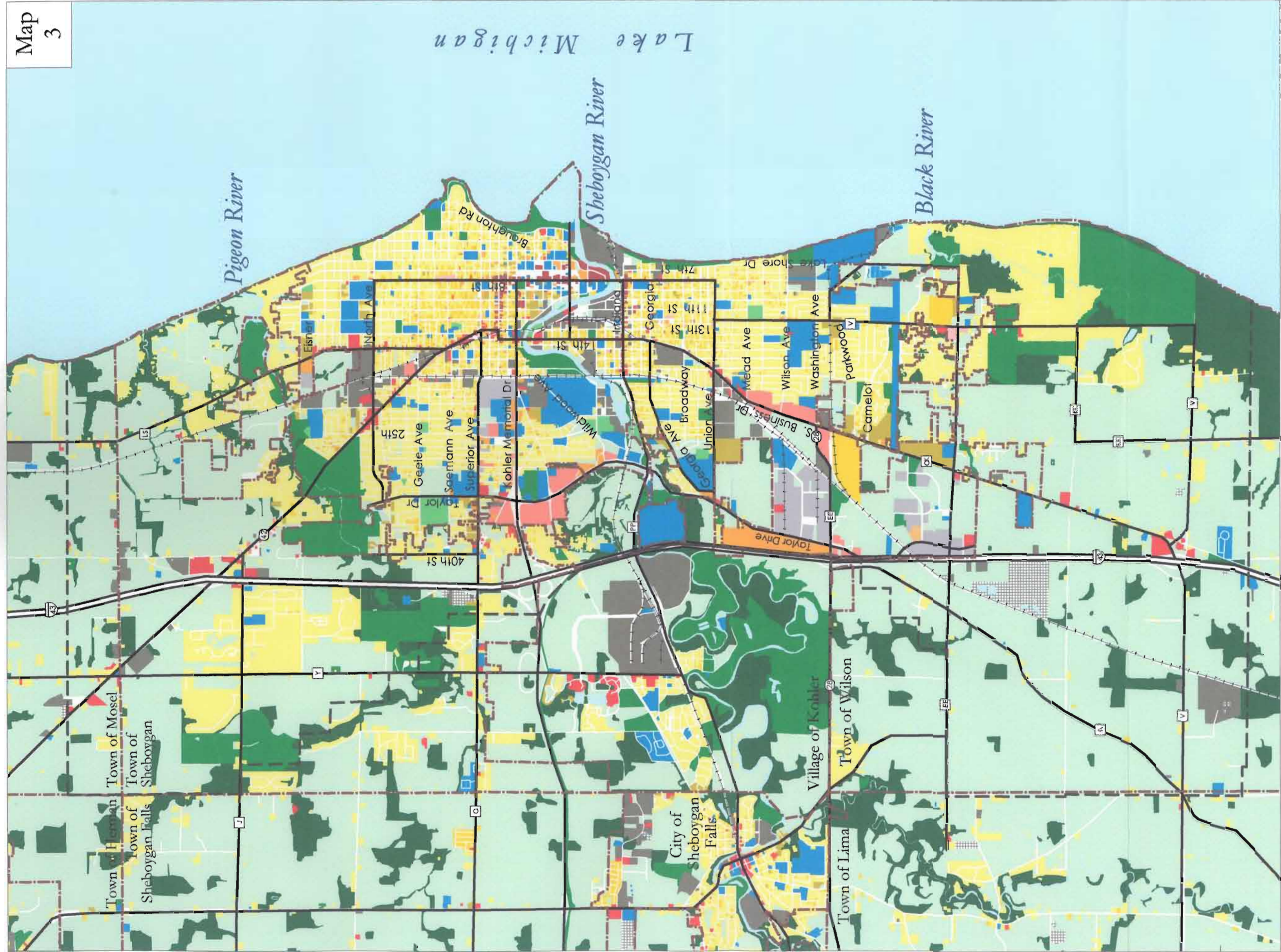
To a lesser degree, a similar lack of available land for commercial and industrial development may occur in the future – particularly in the north along STH 42, and in the west along STH 23. However, if the City can maintain high-quality commercial, office and industrial growth momentum to the southwest – along the sector defined by CTH A, IH 43 and CTH OK -- the quest for a balance between non-residential and residential development will be more satisfactorily accomplished.

The importance of this challenge should not be underestimated. The perils of a “boxed-in” community are well documented. This concern is discussed more fully in Section III.H.7. of this Plan. The existing land use inventory of the City is presented below:

**Table 6: Existing Land Use Summary**

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
<b>Agriculture/Vacant</b>	1,231	17.71%
<b>Residential</b>		
Single Family	2,085	29.99%
Neighborhood Residential	481	6.91%
Mixed Residential	259	3.73%
Urban Residential	0	0.00%
Planned Neighborhood	0	0.00%
<b>Office</b>		
Neighborhood Office	7	0.10%
Suburban Office	156	2.25%
<b>Commercial</b>		
Neighborhood Commercial	31	0.45%
Suburban Commercial	186	2.68%
Urban Commercial	97	1.40%
Central Commercial	44	0.63%
<b>Industrial</b>		
Suburban Industrial	301	4.33%
Urban Industrial	398	5.73%
Heavy Industrial	9	0.13%
<b>Landfill/Extraction</b>		
<b>Institutional</b>	903	12.99%
<b>Active Recreation</b>	93	1.34%
<b>Passive Recreation</b>	631	9.08%
<b>Environmental Corridor</b>	0	0.00%
<b>Planned Mixed Use</b>	0	0.00%
<b>Parking</b>	39	0.56%
<b>TOTAL</b>	<b>6,952</b>	<b>100.00%</b>

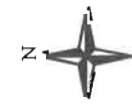
Lake Michigan



**City of Sheboygan Comprehensive Master Plan  
Existing Land Use**

- Agriculture/Rural
- Single Family Residential
- Neighborhood Residential
- Mixed Residential
- Urban Residential
- Planned Neighborhood
- Neighborhood Office
- Suburban Office
- Neighborhood Commercial
- Suburban Commercial
- Urban Commercial
- Central Commercial
- Suburban Industrial
- Urban Industrial
- Heavy Industrial
- Landfill/Extraction
- Institutional
- Active Recreation
- Passive Recreation
- Environmental Corridor
- Planned Mixed Use
- Parking

- Detailed Planning Area
- Municipal Boundaries
- Railroad
- Road Right-of-Way



August 1, 2000

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#### ***4. Existing Land Use Conflicts***

Over the last twenty years, the City of Sheboygan has worked diligently to make planning, zoning, development and redevelopment decisions that both avoid and correct areas of land use conflict. Due to the age and size of the community, this is an on-going process with a long-term timeframe.

With the recent acquisition and redevelopment of the Conoco area along south Business Drive, the key remaining areas of strong land use conflict are focused on the edges of older urban industrial developments located along the rail lines south of North Avenue and north of Mead Avenue. In these locations, it is common to find outdoor storage areas, deteriorated buildings and large parking lots located across the street from, or directly abutting, residential development.

A second important area of land use conflict occurs on the south bank of the mouth of Sheboygan River. This key area is largely unused, although vestiges of intensive outdoor storage areas remain. This South Pier area is targeted for re-development as a mixed use area focusing on the Lake and harbor.

A third key area is located along the Sheboygan River, from the harbor westerly to Taylor Drive. Here, the City has been active in acquiring, cleaning and facilitating the redevelopment of older industrial and storage facilities to residential, office and commercial uses. Conflict areas remain, and the City's long-term objective is to keep addressing these as opportunities present themselves.

A final key area of land use conflict is the scattered old industrial facilities located along the Lake Michigan shore, and in adjacent neighborhoods, mostly south of the Sheboygan River. Here, a property by property strategy is essential for correcting or mitigating land use conflicts.

### ***D. TRANSPORTATION FRAMEWORK***

#### ***1. Roadways***

The City of Sheboygan is served by an extensive network of highways and arterial, collector, and local streets. Interstate 43 is the primary region-serving highway in the area connecting the City to Milwaukee to the south and Green Bay to the north. State Trunk Highway 23 serves as the primary entrance to the community from the west. The City is also served by State Trunk Highways 28 and 42, as well as a number of County Trunk Highways.

According to 1993 data from the "Year 2020 Sheboygan Area Transportation Plan", the City of Sheboygan and surrounding area averaged almost 1.2 million vehicle miles traveled (VMT) per day. The average length of trips within the study area was 11 minutes and 25 seconds. Approximately 99.4% of the street and highway network are "not congested" and the remaining 0.6% are either "congested" or "approaching congestion". The two primary areas of congestion are located on STH 28 between Erie Avenue and Indiana Avenue and between Broadway Avenue and Georgia Avenue. In 2000, the northern STH 28 area will be reconstructed, and plans are in place to address the southern area as a single project in 2002.

## **2. *Bicycle and Pedestrian Facilities***

Bicycle and pedestrian facilities are extremely important in a medium-sized compact city where many parks, schools, commercial areas, and other attractions are within easy walking or biking distance of neighborhoods in the City. Bicycle and pedestrian facilities are important both as a recreational amenity and also as a means of making non-recreational trips (e.g., commuting). The City has a system of bike routes and paths identified in the “Sheboygan Urbanized Area Bicycle Facilities Plan” adopted in 1991 with amendments in 1994. The City performed more detailed bicycle and pedestrian planning as part of Phase 2 of the Harbor Centre Plan.

## **3. *Public Transportation***

According to the “Year 2020 Sheboygan Area Transportation Plan”, the City of Sheboygan Parking and Transit Utility Commission (PTUC) operates 10 bus routes within the City and another route connecting Kohler and Sheboygan Falls with downtown. Most routes provide service seven days a week, including late evening service on weekdays. The PTUC also contracted for the provision of on-demand paratransit service for the disabled. The number of passenger boardings has been decreasing from 1.185 million in 1990 to a projected 710,000 in the year 2000. The Sheboygan Transit system has recently completed facility upgrades – most notably the main central bus hub in downtown Sheboygan.

## **4. *Rail Service, Inter-City Bus and Air Transportation***

Union Pacific rail lines serve the City of Sheboygan with connections north to Manitowoc, Green Bay, and beyond; south to Port Washington, the Milwaukee metro and beyond; and west to Kohler, Sheboygan Falls, and Plymouth. Rail service to the City is currently only freight rail, with no existing passenger rail service.

Greyhound provides three trips a day between Sheboygan and Milwaukee/Chicago. Greyhound also provides two trips a day between Sheboygan and Green Bay with one continuing to Minneapolis and the other to the Upper Peninsula. All inter-city buses stop at the City’s inter-modal transfer facility across the street from the City Hall, allowing passengers to connect with Sheboygan’s local transit service. The Sheboygan County airport serves the entire County, including the City of Sheboygan. The General Aviation airport is located west of the City in Sheboygan Falls Township on CTH O and is among the busiest General Aviation facilities in the State.

## **5. *Water Transportation***

Sheboygan’s location on Lake Michigan and the Sheboygan River provide for significant boating opportunities. Several recently completed public and private water-oriented developments, such as the Harbor Centre Marina and the Riverfront District, have included access improvements to the Sheboygan River and Lake Michigan. Private marina slips, public recreational boat docking, charter fishing facilities, youth boating facilities, and boat launching facilities are among these improvements. The Harbor Centre Marina has 283 slips available to boaters with a total of 464 ultimately planned. Other boat slips are available at the Riverfront Boardwalk, Riverside Boat Slips, and the Sheboygan Yacht Club. The Harbor Centre Master Plan calls for additional improvements to enhance water transportation facilities along the riverfront and lakefront. The Plan also proposes a water taxi/shuttle system to connect waterfront destinations along the river and lakefront. The seawall, much of which was built in 1913, with upgrades in 1930, requires reconstruction.

## ***6. Review of State and Regional Transportation Plans***

The following transportation plans were reviewed in preparation of this Comprehensive Plan. More information about these plans can be found later in this Background Information section in sub-section H: Intergovernmental Cooperation Framework.

- a. Sheboygan Urbanized Area Bicycle Facilities Plan (1991)
- b. Year 2020 Sheboygan Area Transportation Plan (December 1996)
- c. Sheboygan County Bicycle Facilities Plan (1998)
- d. Sheboygan Transit Development Program (October 1998)

## ***E. UTILITY AND COMMUNITY FACILITY FRAMEWORK***

### ***1. Sanitary Sewer & Water Service***

The City of Sheboygan, and large parts of the adjacent parts of the Towns of Sheboygan and Wilson, is served by the Sheboygan sanitary sewer system. The system is well-equipped to handle the expected long-range growth of the area without need for substantial facility expansions or upgrades. As the sanitary network spreads to the north, west and south, some lift stations will be required to serve certain flat areas and to cross minor ridge lines associated with the west-east flowing watercourses crossing the Planning Area.

The Sheboygan Water Utility is also generally well-poised to serve the community. An upgrade to the Taylor Hill Reservoir is the most pressing need for the system. A second important facility is a new tower needed in the vicinity of Race Track Road, east of IH 43. A final near-term objective for the system is accomplishing a public water system loop on the north side of the community. This objective is complicated by interjurisdictional conflict with the Town of Sheboygan, and the resulting serpentine municipal boundaries and service areas. The system is currently being studied to address difficulties with clear water infiltration and river crossing siphons.

### ***2. Storm Water Management***

In the 1990s, stormwater management has emerged as a critical concern for the community. Severe localized flooding in the northwestern and southern portions of the City along developed minor drainageways caused great hardships for property owners and residents in the last few years. Just prior to these occurrences, in 1996, Rust Environment and Infrastructure completed its work on the City of Sheboygan Stormwater Management Plan. This Plan recommends a phased approach to retrofitting corrective measures, and also makes a strong series of recommendations for preventing the creation of new problem areas. Erosion and sedimentation from construction sites throughout the Planning Area was identified as a problem of critical and immediate concern. In addition to issues of managing the quantity of stormwater, the Plan also makes a series of recommendations for improving the quality of water in the Sheboygan River Priority Watershed. This Watershed includes all portions of the Planning Area, including the Pigeon River and Black River basins.

### 3. *Solid Waste Disposal*

The City of Sheboygan provides solid waste services to low-density residential development including single family, two-family, condominiums and flats. Multi-family and non-residential developments are served by private contract. Sufficient capacity exists in area disposal facilities to serve the Planning Area well. The City runs a strong recycling program for other communities in the area.

### 4. *Parks*

The City of Sheboygan has an outstanding public park system. The system is by far the best equipped and most diverse within the County, and many users of the City’s park system are non-residents. These facilities include extensive facilities located along both the Sheboygan River and Pigeon River corridors, and along the Lake Michigan shore.

Key park facilities include the regional park hub comprised of Jaycee Quarry View Park, Evergreen Park, and the E.H. May Environmental Park straddling STH 42 on the City’s northwest side; the region-serving lake front complex of Vollath Park, Deland Park and the Marina immediately north of the Sheboygan River mouth; and the system of parks and trails along the Sheboygan River including Kiwanis Park, Wildwood Park and the Wildwood Cemetery and UW Sheboygan campus. A final recreation facility of regional importance is the growing system of recreation trails in the community, with loops planned around both the north and south sides. The Sheboygan Urban Rec Trail provides a west-east link between the Old Plank Road Trail and Sheboygan’s Harbor Centre and lakefront. The trail completes a twenty-mile long regional bike trail which connects the Kettle Moraine State Forest and the Ice Age Trail, as well as several area communities.

**Table 7: Existing Park System**

<b>Park</b>	<b>Existing Acres</b>	<b>Park</b>	<b>Existing Acres</b>
Arrowhead	1.00	Moose	3.90
Cleveland	4.41	North Point	20.80
Cole	2.50	Northeast	12.00
Creekside	7.47	Optimist	5.00
Deland	23.21	Riverside Park	3.70
End	3.47	Roosevelt	9.47
Evergreen	98.02	Rotary Riverview	2.00
Fountain	2.62	S.S. Bathing Beach	2.20
Franklin	1.40	Sheridan	2.62
Grace	1.13	Southshore	8.20
Indian Mound	15.48	Veteran's	7.45
Jaycee	38.29	Voight	2.86
King	6.50	Vollrath	16.13
Kiwanis	30.50	Wildwood Athletic	12.06
Lake View	18.60	Wildwood Baseball	5.20
Manor Heights	11.60	Workers Water St. Park	2.76
May Environmental	153.09		

## **5. Community Facilities**

### **A. Police**

The City of Sheboygan is well-served by its police force. The force is encountering challenges posed by a community that is diversifying in terms of both ethnicity and language, with growing populations of Hispanic, African American and Hmong residents. No other community in Sheboygan County is encountering similar challenges to the same degree. These challenges are being met, and violent crime in the community is generally declining – as it is nationwide.

However, the ability of the City to continue to meet public safety challenges is hampered by the size, facilities and conditions of its current police station. Sharing the generally outmoded City Hall building with administrative offices, the police station is undersized and outdated. Studies estimate the need for a new 40,000 square foot facility, with cost estimates approaching eight million dollars. A central location is desired, with no need for satellite facilities – except perhaps as a small adjunct office in fire/EMS stations.

### **B. Fire/EMS**

The City is striving to attain a pattern of fire/EMS stations that can provide a four minute response time throughout the community. Two new sites will be needed on the south side of the City to achieve this goal. One site, needed in the short term, is needed near 18<sup>th</sup> Street and Mavery. In the longer term, a site located farther south and west will likely be needed – near the IH 43 corridor at either CTH EE or CTH V. In the long term, a north side site may be needed along on of the collector streets in the area. A standard new facility would contain 2 or 3 fire vehicle bays, plus one or two EMS vehicle bays and be located on approximately two acres.

### **C. Libraries**

The City of Sheboygan is well-served by the Mead Public Library in downtown Sheboygan. Although operation costs are shared by the jurisdictions in the region which do not have their own libraries, the facility itself is a sole City expense. The building was remodeled and expanded to its present size of approximately 80,000 square feet in 1997. No expansions to the facility or satellite facilities are needed during the planning period. The library collection includes 280,000 book volumes and over 100,000 items in other formats such as government documents, pamphlets, video cassettes, audio compact disks, and maps. Circulation in 1998 was 761,150 with in-house circulation bringing total usage to 981,350. Over 30,000 Sheboygan residents are registered to use the Library's services. In addition, Mead Public Library serves the residents of other incorporated and unincorporated communities through its participation in Eastern Shores Library System (ESLS), a state funded library service system serving Sheboygan and Ozaukee Counties. The total number of people registered to use the library at the end of 1998 was 48,900.

### **D. Schools**

The Sheboygan Public School District is a regional system serving the entire Planning Area within the City of Sheboygan, Town of Sheboygan and Town of Wilson and a portion of Town of Mosel. The most dramatic trend facing the District relates to the evolving ethnic makeup of the student base. In

1998, 15% of the District’s children were Asian, 1% were African American, 7% were Hispanic, 1% were Native American and 76% were White.

The most pressing physical plant needs facing the District relate to the aging north side elementary schools – Cooper, Jefferson and Washington – which are also facing the strongest overall enrollment increase pressures over the last ten years. Farnsworth Middle School and North High School have also experienced substantial enrollment increases. In contrast, other schools in the District are seeing substantially declining enrollments – resulting in an overall stable enrollment trend of approximately 10,200 students. Potential long-range needs for the District may include upgraded central offices and an alternative high school.

Enrollment in the area’s 13 private schools has also been generally stable over the last ten years – at about 2000 students.

**Table 7: Sheboygan School System Analysis**

School	Year Built (Add't)	Enrollment by Ethnicity 1998-99						Functional Capacity
		Asian	Black	Hispanic	American Indian	White	Total	
North High	1961 (1969, 1997)	171	12	63	9	1,419	1674	1,650
South High	1960 (1969, 1997)	217	15	120	9	1,224	1,585	1,700
Farnsworth	1932 (1975, 1997)	128	6	57	5	419	615	800
Horace Mann	1969 (2000)	54	7	29	3	682	775	812
Urban	1936 (1976, 1983, 1997)	114	10	35	4	602	765	800
Cooper	1953 (2001)	25	8	19	5	251	308	282
Grant	1969	103	12	14	2	335	466	451
Jackson	1953 (2001)	14	6	24	1	296	341	357
Jefferson	1895 (1916, 1952, 2001)	121	7	36	5	145	314	348
Longfellow	1994	140	12	61	3	280	496	476
Madison	1953 (1956, 1972)	53	6	13	5	260	337	338
Pigeon River	1981 (1990)	12	3	23	0	403	441	460
Sheridan	1979 (2001)	34	9	76	7	100	226	254
Washington	1912 (1926, 2001)	154	4	14	2	239	413	464
Wilson	1959	30	2	19	4	464	519	491
Early Learning Center	1994	185	10	64	3	305	567	300

*Source: Sheboygan Area School District Enrollment Data for 1998-99*

**6. On-site Wastewater Treatment Facilities**

On-site systems serve the periphery of the Planning Area – generally north of Playbird Road, west of IH 43 and south of CTH EE. The vast majority of these systems serve individual dwelling units.

**F. HOUSING FRAMEWORK**

A community’s housing stock is its largest long-term capital asset. As is typical in most cities, residential development is the largest user of land in Sheboygan. Housing not only provides shelter, but also serves to identify neighborhoods and a community’s sense of place. This section describes the City’s housing characteristics and available housing programs.

**1. Household Trends and Forecasts**

Average household size in Sheboygan, and, in fact, around the country, has been decreasing over the past decades (see Table 8). This trend is expected to continue in the City, as well as throughout the County and State. Decreasing household sizes will result in additional housing need in the City even without additional population growth. A growing population base will further increase the need for new housing within the City.

**Table 8: Historical & Projected Household Size**

	City of Sheboygan	Sheboygan County	State of Wisconsin
1980	2.58	2.78	2.77
1990	2.47	2.63	2.61
<b>1995</b>	<b>2.43</b>	<b>2.59</b>	<b>2.59</b>
2000	2.37	2.53	2.55
2010	2.25	2.41	2.46
2015	2.21	2.37	2.41

Source: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 10,12,13

**2. Housing Characteristics**

Tables 9 through 12 show a variety of housing characteristics for the City of Sheboygan, Sheboygan County, the State of Wisconsin, surrounding communities, and comparable Cities.

Of the roughly 20,000 housing units in the City in 1990, about 3 out of 5 were owner-occupied, approximately the same proportion as the statewide average, although significantly lower than most surrounding communities. Older homes (those built before 1950) make up over half of the homes in the City. The median home value in the City in 1990 was \$53,500, which is lower than the median for the County as a whole, the State, and the surrounding jurisdictions. Approximately 55% of the City’s housing is made up of single-family detached houses, which is lower than the County or State percent. Almost 30% of the City’s housing is in 2-4 unit buildings, which is much higher than that of the County or State. The percentage of housing in 5 or more unit buildings is about 12%, which is higher than the County as a whole and about the same as the State.

**Table 9: Historical & Projected Housing Units**

Year	City of Sheboygan
1980	18,818
1990	20,588
<b>1995</b>	<b>21,543</b>
2000	22,675
2010	24,640
2020	26,454

Source: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996; Vandewalle & Associates projections

According to the “2000-2004 Consolidated Plan”, the demand for housing is greatest in two types of housing stock: (1) rental units with at least 3 bedrooms for larger low to moderate income households, and (2) owner unit for first time, low income homebuyers. According to the same source, approximately one-third (34%) of rental units and 13% of owner units are in “substandard condition”.

**Table 10: Housing Characteristics, 1990**

	City of Sheboygan		Sheboygan County		State of Wisconsin	
% Occupied/Vacant	95.7%	4.3%	94.8%	5.2%	88.6%	11.4%
% Owner/Renter	61.6%	38.4%	66.6%	28.2%	59.1%	40.9%
Median Value	\$53,500		\$59,400		\$62,500	
Median Rent	\$290		\$290		\$331	
% built before 1950	52.7%		48.2%		36.9%	
% built since 1980	9.6%		11.7%		14.5%	
1 unit, detached	11,311	54.9%	26,811	65.9%	1,341,491	65.3%
1 unit, attached	267	1.3%	638	1.6%	49,555	2.4%
2 – 4 units	6,065	29.5%	8,674	21.3%	278,441	13.5%
5 or more units	2,366	11.5%	3,121	7.7%	258,847	12.6%
Mobile home	373	1.8%	1,023	2.5%	100,705	4.9%

Source: *City of Sheboygan Demographic Report*, Bay-Lake RPC, July 1996: Tables 16,18,24; 1990 Census of Population & Housing, CPH-1-51, Tables 7 & 9; US Census Bureau web site (www.census.gov). [Note: housing types exclude “other” category]

**Table 11: Housing Summary – City of Sheboygan & Surrounding Area**

	City of Sheboygan	Village of Kohler	Town of Sheboygan	Town of Mosel	Town of Wilson	Sheboygan County
Housing Units	20,588	688	1,419	320	1,086	40,695
Household Size	2.47	2.79	2.78	2.97	2.79	2.63
% Occupied	95.7%	94.6%	97.9%	96.6%	93.9%	94.8%
% Owner Occ.	61.7%	91.5%	88.2%	86.0%	86.0%	70.3%
Median Value	\$53,500	\$73,700	\$71,600	\$67,300	\$83,300	\$59,400
Median Rent	\$290	\$356	\$296	\$344	\$326	\$290
% before 1950	52.7%	64.0%	25.8%	53.2%	28.6%	48.2%
% since 1980	9.6%	16.4%	15.3%	2.9%	6.1%	11.7%

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,18,24,25,31,40, 41; 1990 U.S. Census of Population & Housing, CP-1-51, Tables 1,6,7; CPH-1-51, Tables 10,12; CPH-5-51, Table 10.

**Table 12: Housing Summary – City of Sheboygan & Comparable Communities**

	City of Sheboygan	City of Appleton	City of Fond du Lac	City of Manitowoc	City of Oshkosh
Housing Units	20,588	25,528	15,176	13,728	21,827
Household Size	2.47	2.57	2.49	2.39	2.39
% Occupied	95.7%	97.2%	96.4%	95.7%	96.0%
% Owner Occupied	61.7%	66.3%	62.4%	66.0%	57.0%
Median Value	\$53,500	\$63,800	\$51,700	\$48,100	\$53,800
Median Rent	\$290	\$341	\$320	\$237	\$315
% before 1950	52.7%	34.3%	46.8%	50.5%	47.8%
% since 1980	9.6%	17.6%	11.5%	11.0%	14.7%

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,15,18,24,25,31,40,41; 1990 U.S. Census of Population, CP-1-51, Tables 1,6; CPH-1-51, Table 6,12; CPH-5-51, Table 10.

### ***3. Existing Housing Programs***

The following information is taken from the “2000-2004 Consolidated Plan (February 2000)”.

The housing component of the Community Development Block Grant budget is designed to be comprehensive in the kinds of services and programs offered. The programs include and coordinate numerous groups involved in housing in order to offer specialized services and to involve as many citizens as possible in the process. The major part of the program, in terms of resources and number of units that will be rehabilitated, is the responsibility of the Department of City Development.

- **Housing Rehabilitation/Owner Occupied Units**

In 1999, the City invested \$385,000 to renovate 58 owner occupied units with an average cost of \$6,640. The City has budgeted \$75,000 from its 2000 entitlement, expects another \$250,000 in program income, and a carryover of \$250,000 for an effort of \$575,000 which should renovate about 75% units.

The City defers repayment of the loan until the property is sold for families with incomes below 50% of the county’s median family income. For families with incomes between 50% and 80% of the county’s median family income, the program requires installment payments with an interest rate between 1% and 4%

- **Rental Units**

In 1997, the City increased the percentage of repairs eligible for a CDBG loan from 50% to 75%. The loan is for 15 years at 4% interest. This expanded coverage has substantially increased interest in the rental rehabilitation program. Also, the City has expanded its code enforcement program in the target area and now inspects all target area residential properties inside and out. In 1999, the City invested \$115,000 to renovate 23 rental properties at an average cost of \$5,000. The City allocated \$25,000 from its 2000 entitlement along with \$50,000 in program income, and a carryover of \$100,000 for a total program of \$175,000 which should renovate about 30 rental units.

- **Downpayment Assistance**

The City intends to allocate \$45,000 to the Hmong Association to provide downpayment assistance to income eligible residents. The Hmong Association should be able to help 10 families purchase houses. The houses are renovated through the City’s rehabilitation program. The City also uses this account to provide rental assistance through the Hmong Association.

- **Habitat for Humanity**

The City is allocating \$25,000 to Habitat for Humanity organization to purchase a building lot.

In summary, the activities funded by the housing component will conserve the existing housing stock; provide new units through the Habitat program; enable moderate-income families to purchase homes by providing downpayment assistance; and provide emergency rental assistance in the form of security deposits. The City’s housing program provides balance in meeting the various needs identifies by the Consolidate Plan with the resources available.

The City also uses Tax Increment Financing (TIF) districts to rehabilitate existing structures into rental units and to build new units for low income renters.

**G. ECONOMIC DEVELOPMENT FRAMEWORK**

**1. Labor Force Characteristics**

According to the Bureau of Labor Statistics (stats.bls.gov), the September 1999 unemployment rate for the Sheboygan metropolitan area was 1.4%, compared to 3.0% for Wisconsin as a whole. This differs significantly from the 5.3% unemployment rate in 1990 (see Table 13).

**Table 13: Economic & Labor Force Characteristics, 1989-90**

	City of Sheboygan	Sheboygan County	State of Wisconsin
Median HH Income	\$27,647	\$31,603	\$29,442
Employed Labor Force	24,283	52,159	2,386,439
Unemployment Rate	5.3%	4.1%	5.2%
% below Poverty	9.3%	6.5%	10.7%
Mean Travel Time to Work	13.4 min	14.8 min	18.3 min
% work in County	95.9%	91.3%	78.6%
% No H.S. Diploma*	24.7%	22.5%	20.9%
% H.S. Graduate*	40.3%	41.3%	36.4%
% Some College*	22.6%	23.4%	26.5%
% Bachelor's Degree*	8.9%	9.3%	11.4%
% Grad/Prof. Degree*	3.5%	3.4%	4.9%

Source: *City of Sheboygan Demographic Report*, Bay-Lake RPC, July 1996: Tables 31,34,40,41; 1990 Census of Population & Housing, CPH-2-51, Table 172, 143, 23; CPH-5-51, Table 10.  
\* persons 18 and over

The 1990 median household income for the City of Sheboygan was significantly lower than that of the surrounding jurisdictions (see Table 14) and was roughly equivalent to that of the comparable communities shown in Table 14. Likewise, the percentage of residents below poverty was significantly higher in the City than in neighboring jurisdictions and roughly the same as comparable communities.

**Table 14: Economic Summary – City of Sheboygan & Surrounding Area**

	City of Sheboygan	Village of Kohler	Town of Sheboygan	Town of Mosel	Town of Wilson	Sheboygan County
Median HH Income	\$27,647	\$43,029	\$40,282	\$37,813	\$41,134	\$31,603
% Below Poverty	9.3%	1.3%	2.3%	2.7%	1.2%	6.5%
Unemployment	5.3%	2.2%	1.2%	3.0%	3.3%	4.1%

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,18,24,25,31,40, 41; 1990 U.S. Census of Population & Housing, CP-1-51, Tables 1,6,76; CPH-1-51, Tables 10,12; CPH-5-51, Table 10.

**Table 15: Economic Summary – City of Sheboygan & Comparable Communities**

	City of Sheboygan	City of Appleton	City of Fond du Lac	City of Manitowoc	City of Oshkosh
Median HH Income	\$27,647	\$33,006	\$26,826	\$24,202	\$25,168
% Below Poverty	9.3%	6.8%	9.6%	10.7%	12.6%
Unemployment	5.3%	na	na	na	Na

SOURCE: City of Sheboygan Demographic Report, Bay-Lake RPC, July 1996: Tables 1,4,7,9,10,12,16,15,18,24,25,31,40,41; 1990 U.S. Census of Population, CP-1-51, Tables 1,6; CPH-1-51, Table 6,12; CPH-5-51, Table 10.

**2. Economic Base**

Table 14, below, shows a detailed breakdown of employment by industry. The highlighted rows show the categories for which the City has a higher percentage in that industry compared to the State, which serves as a simple indicator of industries that bring in economic resources from outside the region. This is particularly true for the durable manufacturing sector.

**Table 16: Employment by Industry & Economic Base**

Industry	City of Sheboygan		State of Wisconsin	
	Employment	Percent	Employment	Percent
Agriculture, forestry, and fisheries	119	0.5%	109,377	4.6%
Mining	8	0.0%	2,658	0.1%
Construction	701	2.9%	117,732	4.9%
<b>Manufacturing, nondurable goods</b>	<b>2,843</b>	<b>11.7%</b>	<b>222,747</b>	<b>9.3%</b>
<b>Manufacturing, durable goods</b>	<b>6,205</b>	<b>25.6%</b>	<b>361,396</b>	<b>15.1%</b>
Transportation	636	2.6%	89,865	3.8%
Communications and other public utilities	356	1.5%	47,383	2.0%
Wholesale trade	928	3.8%	96,532	4.0%
<b>Retail trade</b>	<b>4,424</b>	<b>18.2%</b>	<b>408,937</b>	<b>17.1%</b>
Finance, insurance, and real estate	1,119	4.6%	139,550	5.8%
Business and repair services	669	2.8%	89,214	3.7%
<b>Personal services</b>	<b>692</b>	<b>2.8%</b>	<b>59,262</b>	<b>2.5%</b>
Entertainment and recreation services	210	0.9%	25,389	1.1%
Health services	2,060	8.5%	210,874	8.8%
Educational services	1,408	5.8%	196,751	8.2%
Other professional and related services	1,268	5.2%	131,805	5.5%
Public administration	637	2.6%	76,967	3.2%
<b>TOTAL</b>	<b>24,283</b>	<b>100.0%</b>	<b>2,386,439</b>	<b>100.0%</b>

Source: US Census Bureau ([www.census.gov](http://www.census.gov)), 1990 Census of Population and Housing, STF3A  
 Universe: Employed persons 16 years and over

### ***3. Environmentally Contaminated Sites***

New state statutes require a Comprehensive Plan to evaluate and promote environmentally contaminated sites for commercial and industrial uses in the community. The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields can be anything from a large abandoned industrial site to a small corner gas station. Properties listed in the DNR database are self-reported, and do not represent a comprehensive listing of possible brownfields in a community. Other state and federal databases may provide more comprehensive lists for the municipality.

Based on these databases (as of January 17, 2000), there are 56 Environmental Remediation Program (ERP) sites in the City of Sheboygan and Town of Sheboygan. The Village of Kohler has 4 ERP Sites, the Town of Mosel has 2, and the Town of Wilson has 4. The DNR lists 239 leaking underground storage tank (LUST) sites in the City & Town of Sheboygan, 15 in Kohler, 2 in Mosel, and 3 in Wilson. The DNR lists 173 spill sites in the City & Town of Sheboygan, 76 in Kohler, 1 in Mosel, and 2 in Wilson. The most recent listings, as well as additional information about these sites, are available from the DNR. The majority of these sites are located along the rail corridors, the Sheboygan River corridor and harbor, and near scattered industrial and highway commercial locations around the community. Specific location and property ownership information for each of these sites is available from the DNR list. These properties will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites was considered when making the land use recommendations in this Plan. The City has an on-going partnership with Sheboygan County for cleaning up properties taken for back taxes. The State has noted that the City-County program is one of the most effective in the State.

### ***4. Existing Economic Development Programs***

The City of Sheboygan has enjoyed outstanding success in its economic development programs in four arenas.

- **Regional Office and Industrial Development:** The City has succeeded in promoting the emergence of the Taylor Drive corridor, both north and south of STH 23, as the pre-eminent business location in the County. This has been achieved through a combination of aggressive property acquisition, public finance of infrastructure development through Tax Incremental Financing, and the consistent use of very high development standards and site planning. A good supply of available sites remains for the short-term; however, long-term planning is needed to identify additional areas for employment and tax base expansion.
- **Regional Shopping Development:** The City has also been able to capture the great majority of higher value commercial and service development in the County around the intersection of Taylor Drive and Kohler Memorial Drive. The rehabilitation of the Conoco property, on South Business Drive will be a further opportunity for new regional commercial development. Long-term needs will evolve as this area becomes built out. The IH 43 corridor and the possible extension of Taylor Drive south and north to CTH V and STH 42 are logical areas to consider for additional development sites.

- **Regional Tourism Development:** The City has used the full complement of its municipal powers and advantages to drive the redevelopment of the Sheboygan lakefront, harbor and river corridor. The City has accomplished more impressive tourism, service commercial and upscale residential development in this area than any other comparably sized community in the Great Lakes basin. Plans are in place to continue this momentum in the South Pier Area, in the Boatworks District, and in the Water Street Neighborhood. Recent upgrades to Indiana Avenue, Pennsylvania Avenue, Kohler-Memorial Drive, 14<sup>th</sup> Street, and Calumet Avenue – leading to this tourism core, are additional economic development assets.
- **Downtown Redevelopment:** Downtown redevelopment is an incremental process – even in communities with outstanding natural and financial advantages – such as Madison, Oconomowoc and Lake Geneva. The City of Sheboygan has made constant progress in the downtown area and adjacent older neighborhoods. With few exceptions, redevelopment projects have been achieved at very high levels of quality and with strong sensitivity to historic preservation and urban design concerns. Many additional properties await renovation.

With the revitalization of the Harbor Centre district and the development of the new Business Center/Industrial Park on the southwest side of the city, the City of Sheboygan has developed loan and grant programs to preserve the architectural heritage of these areas while supporting the development of a productive business environment. Money granted to eligible businesses in Harbor Centre and the Business Center/Industrial Park may be used toward the acquisition of land and buildings, expansion of existing buildings, and other specified uses. The programs involved are:

- **Sign Grant Program**

This program seeks to provide funding for signage development which reflects the downtown commercial district's architectural character. The City will provide a grant for up to 50% of the cost for eligible Harbor Centre businesses with inadequate or inharmonious signage.

- **Historic Preservation Grant Program**

The purpose of this program is to foster facade renovation of historic buildings and preserve historic architecture of buildings, especially those that reflect the ethnic and cultural heritage of the area, located in the Harbor Centre Master Plan Phase II area or the South 12<sup>th</sup> Street Heritage Square area. Buildings designated as architecturally or historically significant by the Historic Preservation Committee or the Architectural Review Board will be eligible for grants that help cover the cost of architectural and historical research work and also the cost of facade restoration.

- **Economic Development Loan Program**

This program promotes employment and business opportunities in the City of Sheboygan. The City will offer below market interest rate loans for qualified borrowers located within Harbor Centre or the Business Center/Industrial Park who create new jobs, 51% of which must be for low or moderate income people.

## 5. *Overview of Socio-Economic Challenges*

The City of Sheboygan is facing a series of challenges common to central cities throughout the country. Although the City is only directly abutted by one incorporated jurisdiction – the Village of Kohler along approximately one-half of the City’s western boundary, the high degree of suburbanization in abutting portions of the Towns of Sheboygan and Wilson create the strong potential of the City being “boxed in” in the near term. The problems created and exacerbated by this are discussed in Section III.H.7., of this Plan.

However, even without being boxed in, the City of Sheboygan is experiencing a socio-economic pattern that creates stress on public resources – both in terms of facilities and finances. These stresses are often associated with lower housing values, lower owner-occupancy rates, lower rents, lower household incomes, older housing, and unemployment. In turn, these factors often concentrate in one or more areas of a community. The following Socio-Economic Issues Map depicts the patterns of some of these factors from the most recent census (1990). In the last ten years, these patterns have likely been emphasized.

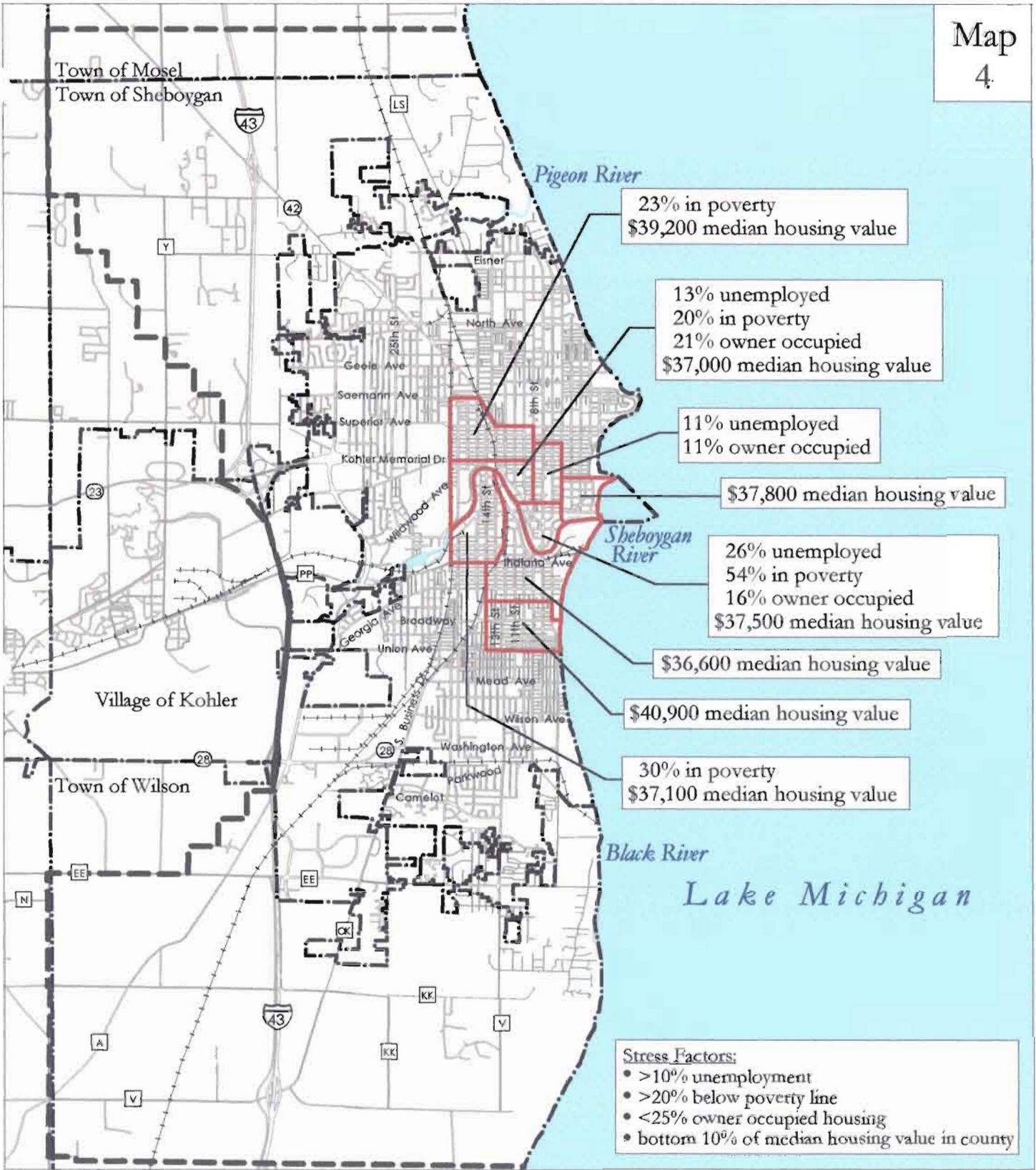
Key findings of this analysis indicate that the central areas of Sheboygan – with the exception of the lakefront neighborhoods north of Deland Park, contain the concentration of socio-economic stress indicators.

The area with the highest concentration of these factors was located in the downtown area in 1990. However, since that time, the City’s strong redevelopment efforts have likely begun to substantially address the decline of this area.

In contrast, a second key area of attention is located north and west of the downtown – south of Erie Avenue and west of 9<sup>th</sup> Street. This area exhibits stress factors related to unemployment, poverty, tenure and housing value. Although the Water Street neighborhood redevelopment project has begun in this area, conditions between the River and the downtown remain a source of concern.

Several other areas – mainly north, northwest and due west of the downtown, and centered on the 14<sup>th</sup> Street corridor, also exhibit several socio-economic stress indicators. These areas and stress indicators are depicted on the following Map. Please note that the values show on Map 4 are from the 1990 census and depict 1989 property values. Property values throughout these areas have increased over the last ten years and now range from \$58,000 to \$61,000 (up from a range of \$36,000 to \$41,000) per dwelling unit in the area south of the Sheboygan River, and from \$60,000 to \$61,000 (up from a range of \$37,000 to \$39,000) per dwelling unit in the area just north of the Sheboygan River. This 60% increase indicates that the City’s strategies for housing code enforcement and public investment infrastructure and redevelopment are helping to ensure that housing values in these stressed neighborhoods are increasing at a percentage rate comparable to housing in stable neighborhoods in strong communities statewide.

Finally, in areas south of the downtown and east of the downtown, City-initiated redevelopment efforts and coordinated private-sector efforts, and individual property owner re-investments have probably made substantial progress in the last ten years. These areas are not perceived to be at high risk, although pockets of disinvestment remain.



- Stress Factors:**
- >10% unemployment
  - >20% below poverty line
  - <25% owner occupied housing
  - bottom 10% of median housing value in county

**City of Sheboygan Comprehensive Plan  
Socio-Economic Issues**

August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data,  
U.S. Bureau of the Census 1990, City of Sheboygan.

Detailed Planning Area  
 Municipal Boundaries  
 Railroad

Areas of Socio-Economic Stress with one or more stress factors\*

\*Based on 1990 Census Block Group Data

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## ***H. INTERGOVERNMENTAL COOPERATION FRAMEWORK***

The City of Sheboygan is the dominant cultural and economic center in the region. As such, the health of the entire region is in large part dependent upon the health of the City. Planning for the City will influence and be influenced by what happens in surrounding jurisdictions in the region. This section identifies the key jurisdictions in the area that are most relevant to this Comprehensive Planning effort and identifies key factors and existing plans in these jurisdictions.

### ***1. City of Sheboygan***

Incorporated in 1832, the City of Sheboygan is a City of the Second Class. The following City of Sheboygan Plans are of particular relevance to this Comprehensive Planning effort:

#### ***A. City of Sheboygan Park, Recreation, and Open Space Plan***

The City's Park, Recreation, and Open Space Plan finds that, although the City's neighborhood and community parks are considered good to average, there is a need for revitalization and the addition of new facilities in many parks, as well as the acquisition and development of several new neighborhood parks. The Plan encourages developing a Recreation Corridor providing continuous linear linkages throughout the community; noting that the City has exceptional potential for such a system. The Plan also recommends the development of a City-Wide Park of at least 100 acres. In addition, the Plan encourages the City to consider cooperative acquisition and development programs with the County and surrounding Towns.

#### ***B. City of Sheboygan Stormwater Management Plan (March 1996)***

The purpose of this plan is to address the control needs of urban runoff, both in terms of water quantity and quality, in the City of Sheboygan and portions of the Village of Kohler and surrounding Townships that drain through the City.

#### ***C. Harbor Centre Master Plan Phase Two (1996)***

The original Harbor Centre Master Plan (1990) provided a comprehensive economic and physical development strategy and stimulated public and private investment in Sheboygan's central area. The Plan Update in 1995 outlines a range of projects that are intended to improve the quality of central Sheboygan neighborhoods, increase housing opportunities, enhance linkages between Harbor Centre neighborhoods, commercial districts, and recreation districts, and expand economic development opportunities for the community and the region.

### ***2. Cities, Villages, and Towns***

The Villages of Kohler and Sheboygan Falls are located within the General Planning Area to the west of the City. The City is bordered on the north by the Town of Sheboygan, on the south by the Town of Wilson, and on the west by the Town of Sheboygan. Wisconsin Statutes allow the City to prepare plans for areas outside the existing municipal boundaries, within the City's extraterritorial jurisdiction (ETJ), which for the City of Sheboygan is land within 3 miles of the current municipal boundary (except where

the ETJ overlaps the ETJ of another incorporated jurisdiction, such as the Village of Kohler). Planning for the ETJ area affects the three Towns adjacent to the City, in that the land within the City's ETJ currently falls within the jurisdiction of these neighboring Towns. One of the most controversial topics in Wisconsin is the issue of annexation. Due to the loss of land and tax base, Towns often have a negative view of municipal annexation. Therefore, intergovernmental cooperation is particularly important between the City and the Towns.

### **3. County**

The City of Sheboygan is located on the eastern edge of Sheboygan County. The City makes up just under half of the County's population (approximately 46% in 1998).

The following are existing plans for Sheboygan County:

#### **A. *Sheboygan County Farmland Preservation Plan (1985)***

This plan was prompted by the state's enactment of a farmland preservation law in 1977, which was in response to a "statewide concern for the loss of prime agricultural lands due to leapfrog development . . ." The 1985 plan is an update to the original plan of 1979. The general goal of the plan is "to identify, and attempt to preserve, all existing and potentially productive agricultural land, while, at the same time, provide for urban growth, future public improvements, and preservation of critical environmental corridors as well as other physically and socially significant areas."

#### **B. *Sheboygan County Outdoor Recreation & Open Space Plan (1998)***

The county's Outdoor Recreation and Open Space Plan encourages the protection of natural resources and promotes increased accessibility to outdoor recreational facilities. The Plan also encourages multiple-use and joint-use facilities and public-private partnerships in recreation and open space provision. The Plan encourages local municipalities to set goals and objectives "oriented towards the protection, development, and utilization of facilities assuring leisure opportunities for all age and economic groups, while encouraging planning patterns that preserve and protect important woodlands, wetlands, floodplains, surface waters, and other natural areas."

#### **C. *Sheboygan County Bicycle Facilities Plan (1998)***

This plan incorporates the *Sheboygan Urbanized Area Bicycle Facilities Plan (1991)* prepared by the Bay-Lake Regional Planning Commission and the Metropolitan Planning Organization Technical Advisory Committee. Among the goals and objectives established in the Plan are those that seek to:

- Increase safety of bicycle transportation in the County
- Utilize recreational and natural attractions when developing a bicycle facilities network in the County
- Provide auxiliary facilities to increase bicycling viability as an alternative transportation option
- Encourage the upgrading of roads and streets to accommodate bicycle usage
- Provide direct routes between the north and south sides of the City of Sheboygan
- Interconnect area paths and parks to create a network of safe bicycle facilities
- Provide bicycle accommodations at major activity centers

#### **4. *Regional Planning***

Regional planning services for the City of Sheboygan and all of Sheboygan County are provided by the Bay-Lake Regional Planning Commission. Bay-Lake RPC is the designated Metropolitan Planning Organization (MPO) for transportation planning and is the designated water quality agent for purposes of long-range sanitary sewerage planning.

The following Bay-Lake RPC Plans are of particular relevance to this Comprehensive Planning effort:

##### **A. *City of Sheboygan Demographic Report (January 1997)***

This report was prepared by the RPC as part of the process of this update to the City of Sheboygan Comprehensive Plan. The demographic report provides a comprehensive look at the City of Sheboygan's population, housing, and economic characteristics through maps, tables, charts, and descriptive text.

##### **B. *Year 2020 Sheboygan Area Transportation Plan (December 1996)***

The Sheboygan Area Transportation Plan (SATP) was developed to guide the development of the transportation system for the Sheboygan Area over the next 20 years. The plan makes recommendations for (1) capacity adding projects, (2) system preservation projects, (3) corridor/right-of-way preservation projects, (4) safety projects, (5) congestion mitigation and air quality (CMAQ) projects, (6) transit capital projects, (7) transit operating expenses, (8) bicycle and pedestrian projects, policies, and strategies, and (9) future studies.

##### **C. *Sheboygan Urbanized Area Bicycle Facilities Plan (1991)***

This plan makes recommendations for bicycle facility improvements in the Sheboygan Urbanized Area. The plan was adopted in 1991 and amended slightly in 1994.

##### **D. *Sheboygan Transit Development Program (October 1998)***

The primary purpose of the Transit Development Program was to determine short-term future needs for public transportation services, and the best transit system configuration to meet these needs for the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler. The following mission statement was developed for public transportation services in the Sheboygan Area:

*Sheboygan Transit will serve the mobility needs of the transit dependent while tapping candidate groups of potential riders (youth under the age of 16, elderly age 65 and older, mobility impaired individuals, persons commuting by bus, and persons living in low income, zero-vehicle and one-vehicle households) with special services in an effort to improve support of the transit operation by the City of Sheboygan and surrounding communities, will provide advocacy at all levels of government for transit operation, will provide efficient and effective transportation service, and will advocate for transit-friendly land use planning in the City of Sheboygan and surrounding communities.*

## **5. State Agencies**

The Wisconsin Department of Transportation (WisDOT) provides services to the City of Sheboygan and Sheboygan County through its Eastern Wisconsin office (District 3) located in Green Bay. The Wisconsin Department of Natural Resources (WisDNR) provides service to the City and County out of its Southeast Region office located in Milwaukee.

## **6. School Districts**

Most of the City of Sheboygan and the Detailed Planning Area are located within the Sheboygan Area School District. The Howards Grove School District is located to the north and west of the Detailed Planning Area; the Oostburg School District lies to the south; and the Kohler and Sheboygan Falls School Districts are located to the west. The Sheboygan Area School District has 12 elementary schools, 3 middle schools, and 2 high schools. The Sheboygan Area is also served by 13 private schools.

## **7. Intergovernmental Coordination**

The Planning Area enjoys relatively high levels of intergovernmental coordination on certain issues – particularly those related to coordination between the Sheboygan School District and the Sheboygan Park System in terms of recreation facility and program delivery. In contrast, the Planning Area suffers substantially from a general breakdown of intergovernmental coordination on issues related to water systems and annexation. Relations between the City of Sheboygan and the Town of Sheboygan are particularly poor. Many recent annexations by the City have been contested by the Town, and in 1999 the Town filed for incorporation of the entire Town area as the “Village of Sheboygan”. This proposal was rejected by the State Department of Administration in February of 2000.

This tension is created by a combination of the presence of sanitary sewer and public water systems in both jurisdictions, a fragmented development pattern in the Town with an area of lakefront residential development located east of CTH LS being isolated from other Town development areas, and the strong desire of the City to add new single-family and non-residential development to its property and tax base.

### Analysis

This desire for continued annexations by the City is based on demonstrable concerns. Specifically, the north and northwest periphery of the City is one of the two main growth areas available to the City of Sheboygan. These growth areas are of utmost importance to the City, in that the City is predominantly constrained in its ability to grow due to an unusually high degree of development in the unincorporated northern, northwestern, southwestern and southern fringes of the City, and to the presence of the Village of Kohler immediately to the west. Because of this development, the City of Sheboygan is already strongly exhibiting the classic “rust belt” city patterns of socio-economic factors typical of a city that is completely boxed in by incorporated suburban jurisdictions – even though only about twenty percent of the City’s land boundaries are adjacent to incorporated jurisdictions.

These factors include an aging and lower-value housing stock, lower household incomes, higher proportions of inhabitants living with unemployment and poverty, higher proportions of immigrant and non-native English speakers, and a substantially higher proportion of rental housing than in the surrounding jurisdictions of the Village of Kohler, Town of Sheboygan, Town of Mosel, and Town of Wilson. Although data is not yet available for the 2000 Census, disparities between the City of Sheboygan and the adjacent jurisdictions on these factors are expected to increase further.

## ***IV. ISSUES AND OPPORTUNITIES IDENTIFICATION***

### ***A. DATA SYNTHESIS***

In overview, this information reveals that the City of Sheboygan remains the primary center of population, economic activity, and culture between Milwaukee and Green Bay. The community provides a substantial and diverse range of housing, employment, educational, religious, cultural and recreational opportunities. It exhibits a relatively limited, but observable, range of stress factors associated with its size, age, and diversity, and is struggling with the need to grow through new development and municipal expansion, as well as through redevelopment efforts.

The Planning Area will continue to experience growth pressure associated with regional population and economic trends. The City's primary challenge is to balance re-development and re-investment efforts with the capture of new development on its periphery. This includes the need to ensure that historic balances between owner occupancy and rental housing, and between single-family and multi-family housing remain as consistent as possible. Neighborhood stabilization in older areas of the City north, west and south of the downtown is critical. A modest amount of on-going annexation to the north and south is also essential. Given the current state of intergovernmental tension, this will not be an easy or pleasant task.

The City also needs to ensure that adequate and appropriately located and controlled areas of non-residential development are possible within the City. The key to this objective is to maintain development standards and momentum along the Taylor Drive / IH 43 economic development corridor.

Finally, the City needs to address continued issues related to environmental protection and clean-up. The community has made outstanding progress on these fronts in the last ten years, but continued work is needed.

### ***B. RESULTS OF PUBLIC PARTICIPATION***

The City of Sheboygan has sought a strong degree of public participation for this Plan. The formal planning process began in 1996. A community forum event identified the assets and weaknesses of the community in relation to image, identity, aesthetics, environmental quality, land use, transportation, housing, economic development, public facilities, intergovernmental relations, fiscal performance and administration. Beyond this, a wide range of specific ideas and issues were identified around these topics for treatment in this Plan.

Between 1997 and 1999, a series of ten working sessions were held with the Plan Commission to discuss the findings of the participatory effort. The detailed set of goals, objective and policies were developed, refined and amended during this period. This period also saw the completion of the first detailed digital map of the City's land use, transportation and environmental features. A lot-specific existing land use map was produced in 1998 and field checked and refined by mid-1999. A series of meetings with City and County officials and local business leaders was also held during this period.

In all, people in Sheboygan are proud of the recent progress the community has made in relation to historic preservation, downtown revitalization, environmental clean-up and the enhancement of community facilities. Residents and business leaders are particularly supportive of efforts along the lakefront, harbor and waterways. Sheboygan is perceived as a safe and forgiving community. Participants

repeatedly identified the stabilization of some neighborhood areas that were seen at risk of becoming slums, and lauded the City for revitalization efforts in the oldest neighborhoods of the community east and south of the downtown, and for redevelopment efforts in the aging commercial corridors along South Business Drive, Calumet Avenue and Indiana Avenue. Finally, participants were strongly supportive of the public school system.

Public comments also identified a range of challenges for the community. They noted that redevelopment and revitalization has not reached all portions of the community – particularly in the older neighborhoods north and west of the downtown. A desire to extend North Taylor Avenue to STH 42 was noted by several, as was the need to complete recreation corridors along the Pigeon and Sheboygan Rivers. Finally, the issues of tax base growth, the desire to capture a fair share of upscale housing, and on-going annexation difficulties were often noted.

During the second half of 1999 and in early 2000, the Plan Commission held five additional public meetings to discuss and review the recommendations of this Plan.

*Insert additional information as more public input is received during final plan review process.*

### ***C. KEY PLANNING OPPORTUNITIES AND CHALLENGES***

The essence of the need for a new Comprehensive Plan for the City of Sheboygan is the uncertainty regarding future levels of regional and local population, land development activity and traffic, and the need to guide and accommodate such growth in a manner that forwards the long-term objectives of the community. If the modest development trends over the last twenty years continue, Sheboygan County should be able to effectively accommodate development via the general guidelines of Regional Plans. However, detailed recommendations necessary to review and control specific development proposals are not provided by these documents. If each development project is not made to conform with these Plans, they will not be implemented. Detailed local plans, therefore, are the essential planning component of long-range plan implementation. When used in combination with development regulations, public investments, and coordinated cross-jurisdictional planning efforts, local master comprehensive plans are very effective in achieving a future which best fulfills the desires of the community and the region as a whole.

Within the Planning Area, key planning issues and challenges revolve around the issue of how, when and in which jurisdictions, new development is approved. This concern necessarily involves issues of the location, type, and quality of development; required public utilities, transportation and recreation facilities; and annexation. Community consensus on these issues is essential to maintaining the highest possible quality of life at the lowest possible cost of living. Intergovernmental consensus on these issues is becoming an increasingly important component of local plan implementation.

Specific critical issues entail:

- 1) *the need to enhance the unique identity of the Sheboygan area and the unique central city identity of the City of Sheboygan within the area;*
- 2) *the need to ensure a long-term ability for the City to grow;*
- 3) *the need to protect the broad range of environmental resources which contribute to the health and beauty of the area;*
- 4) *the need for logical, efficient, complementary and predictable land use patterns;*
- 5) *the need for efficient transportation facilities and services which are closely coordinated with development patterns, uses and site designs;*
- 6) *the need to respond efficiently to market demand in a manner which complements the overall planning and development strategy—particularly in regard to office, commercial and industrial sites which provide high levels of visibility, accessibility and quality;*
- 7) *the need to provide efficient and effective public facilities;*
- 8) *the need to recognize the importance of intergovernmental coordination in the metropolitan environment and to contribute positively and proactively to such efforts;*
- 9) *the need to ensure efficient and predictable fiscal performance into the future; and,*
- 10) *the need to facilitate the administration of planning and development so as to best respond to these general needs while balancing overall community objectives with the site specific desires of individuals and neighborhoods.*

The planning goals, objectives and policies in the following section are designed to establish the comprehensive policy framework necessary to effectively respond to these challenges.

## V. ***GOALS, OBJECTIVES, AND POLICIES***

The recommendations of this Plan occur at two levels. First, it presents a policy framework that applies throughout the Planning Area. Second, through a series of planning maps presented later in this document, it identifies site-specific land use, transportation, public facility, cultural, and environmental recommendations. This part of the Plan presents the City's planning and development policy framework.

The development of a comprehensive policy framework is necessary to ensure that the small steps taken by the City (in terms of public investments in infrastructure, private sector and public sector project approvals, and intergovernmental relations) are complementary, rather than contradictory. This consistency of purpose and the actions to back it up are the key to effectively and efficiently achieving long-term community desires.

The development of goals, objectives, and policies is an important step in the planning process because these statements represent the basic values and needs of the community, in addition to serving as a strategic guide for plan realization. The planning goals, objectives, and policies of this Plan were developed as a collaboration between the City of Sheboygan Plan Commission and Vandewalle & Associates. This analysis reflects the issues identified by the City in numerous existing planning documents, but provides a revised and more fully elaborated set of general planning goals and more specific objectives. Some of these affect both the City of Sheboygan and the surrounding planning area. These goals, objectives, and policies should guide both the preparation and implementation of this Plan.

Community *goals* are broad statements expressing public preferences for the long-term, in this case 20 years or more. They specifically address key issues, opportunities, and problems that affect the community. *Objectives* are narrower than goals and are usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to the fulfillment of a goal. *Policies* are specific activities or regulatory actions that should be considered for implementation by the City, which are intended to accomplish goals and objectives—thereby ensuring plan implementation

**Statement of Overall Planning Objectives:**

The City of Sheboygan is entering the new century facing a set of opportunities and challenges that are critical to its long-term future. Decisions made over the next twenty to twenty-five years will firmly set the community on a course that will strongly influence the next one hundred years. The options and choices available are not unique to Sheboygan; they are shared with cities across the country, and especially in Wisconsin. However, because Sheboygan has a recent history of making the most of its opportunities, and because Sheboygan is facing some of these emerging challenges for the first time, its planning approach and its success in implementing its plans will be particularly important.

The overall focus of this Plan, and of planning in general, 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 that 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; and
- They develop a systematic approach for implementing planning objectives through both 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.

**A. ISSUE: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES****Goal #1: Protect natural resources and unique physical features.****Objective 1.a: Protect the water quality of both surface and subterranean resources.**

Policy 1.a.1: Use overlay zoning, in conjunction with cluster development options, to protect floodplains, wetlands, drainageways, steep slopes and woodlands;

Policy 1.a.2: Comply with overlay zoning in sensitive environmental areas;

Policy 1.a.3: Use maximum impervious surface ratios (ISR) or minimum landscape surface ratios (LSR) to regulate the intensity of all new development;

Policy 1.a.4: Use a required site plan review process to ensure effective environmental protection techniques are employed;

Policy 1.a.5: Base the regulation of residential development intensity on gross density;

Policy 1.a.6: The rate of surface runoff after development shall not be greater than the rate of surface runoff before development.

**Objective 1.b: Protect air quality.**

Policy 1.b.1: Use performance standards that control air emissions;

Policy 1.b.2: Require the provision of significant landscape materials in industrial areas;

Policy 1.b.3: Provide for efficient travel patterns to reduce emissions.

**Objective 1.c: Protect prime agricultural land from premature development.**

Policy 1.c.1: In areas not designated for future urban services, locate development away from prime agricultural lands to the greatest extent possible;

Policy 1.c.2: In areas designated for the future development served by public sanitary sewer and public water systems, use a holding zone strategy allowing only agricultural or very low density residential development. Such areas would not be rezoned until public sanitary sewer and public water utilities become available; or shall be developed on private well and septic in a manner that enables the extension of public water and sewer service.

**Objective 1.d: Protect sensitive environmental areas, including wetlands, floodplains, wooded areas, steep slopes, drainageways, and habitat areas.**

Policy 1.d.1: See the policies in 1.1;

Policy 1.d.2: Use public acquisition, dedication, or conservation easement in areas of critical environmental importance;

Policy 1.d.3: Allow and promote cluster development regulated by gross density to reduce financial impact on property owners within sensitive areas;

Policy 1.d.4: Preserve designated environmental corridors;

***B. ISSUE: COMMUNITY CHARACTER & GROWTH MANAGEMENT***

***Goal #2: Protect and enhance the unique identity of the City of Sheboygan.***

**Objective 2.a: Protect and enhance the unique functional qualities of the downtown and other special areas, including:**

- Downtown
- Harbor Area
- Sheboygan Riverfront
- Community Entryways (Kohler Memorial Drive, Calumet Drive, Taylor Drive, South Business Drive, CTH LS)
- Interstate Highway 43 Corridor
- Michigan Ave., Indiana Ave. and Pennsylvania Ave. Corridors

Policy 2.a.1: Provide a central business district zoning district and a neighborhood commercial district that include unique sets of mixed permitted uses, customized building setbacks, sign requirements, and architectural standards;

Policy 2.a.2: Provide adequate public parking spaces in the central business district.

**Objective 2.b: Protect and enhance the awareness of the community's unique lakefront setting.**

Policy 2.b.1: Use overlay zoning to protect key lake vistas.

**Objective 2.c: Protect and enhance the impression of the community's freestanding distinctiveness.**

Policy 2.c.1: Provide landscaping, signage and site design regulations that result in a recognizable "City of Sheboygan quality of design" image.

**Objective 2.d: Protect and enhance the economic independence of the community, particularly in terms of the variety of available goods and services.**

Policy 2.d.1: Provide a diverse range of development sites and opportunities through flexible zoning strategies, guided public improvements, and business development incentives, particularly along the Taylor Drive / IH-43 corridor.

***Goal #3: Preserve and reestablish visually attractive development.*****Objective 3.a: Preserve and reestablish attractive entryways into the community and passageways through the community.**

Policy 3.a.1: Use overlay “community entryway” zoning districts to require high quality site design, landscaping and signage in key locations identified on the Community Character Plan Map.

**Objective 3.b: Implement community-wide aesthetics for development via requirements for landscaping, signage, lighting, screening, outdoor storage and display, and building exteriors.**

Policy 3.b.1: Enforce minimum landscape surface ratios;

Policy 3.b.2: Enforce minimum, flexible, landscape planting requirements for all development except single-family residential or agricultural-related land uses—for yards, street frontages, paved areas and building foundations;

Policy 3.b.3: Enforce building exterior materials standards for new development;

Policy 3.b.4: Encourage use of natural landscaping;

Policy 3.b.5: Require site plan review for projects not subject to plat review;

Policy 3.b.6: Provide density/intensity bonuses for projects demonstrating an extraordinary quality of design;

Policy 3.b.7: Require traffic impact studies for major developments to ensure that both on-site and off-site traffic flows will not be adversely effected by either the intensity of the proposed project or by its site design;

Policy 3.b.8: Provide a density-based system of residential intensity regulation versus a lot size based system;

Policy 3.b.9: Provide for a wider variety of development forms than are commonly available in other jurisdictions;

Policy 3.b.10: Include a time line for development.

**C. ISSUE: LAND USE****Goal #4: Ensure land use compatibility.****Objective 4.a: Ensure that conflicts between neighboring land uses are minimized.**

Policy 4.a.1: Use required bufferyards at all zoning district boundaries;

Policy 4.a.2: Require strict adherence to the Comprehensive Plan when rezoning;

Policy 4.a.3: Minimize the number of variances granted by requiring true hardships;

Policy 4.a.4: Require site plan review of all proposed development (except subdivisions that have received final subdivision plat approval).

**Objective 4.b: Ensure that a desirable balance of land uses is achieved.**

Policy 4.b.1: Require that all rezonings occur in compliance with a schedule of approval based upon maintaining the desired land use balance;

Policy 4.b.2: Provide zoning standards that protect outlying agricultural areas from significant levels of suburban development.

**Objective 4.c: Ensure that adequate development areas are reserved for location-sensitive land uses.**

Policy 4.c.1: Require that such development is located in areas consistent with the Comprehensive Plan.

**Objective 4.d: Ensure that energy-efficient land use patterns evolve.**

Policy 4.d.1: Ensure that all development comply with the Comprehensive Plan and the Official Map;

Policy 4.d.2: Use a holding zone district to prevent substantial development in areas not efficiently serviceable by full urban services;

Policy 4.d.3: Refuse certain utility extension requests into areas where development in addition to the proposed project is unlikely in the near future;

Policy 4.d.4: Promote infill development;

Policy 4.d.5: Locate new housing units in areas that have convenient access to shopping, schools, churches, parks, and transit facilities.

***D. ISSUE: TRANSPORTATION******Goal #5: Provide for a safe, convenient, and efficient multi-modal transportation system.*****Objective 5.a: Provide for adequate road capacities and road quality.**

Policy 5.a.1: Require that all rezonings comply with the Comprehensive Plan;

Policy 5.a.2: Use a required site plan review process to ensure that all development complies with the Official Map identified future rights-of-way;

Policy 5.a.3: Implement the City of Sheboygan portion of the Sheboygan Area Transportation Plan.

**Objective 5.b: Provide for adequate parking facilities.**

Policy 5.b.1: Require adherence to Zoning Ordinance parking requirements;

Policy 5.b.2: Require site plan review for all multi-family residential, commercial, industrial, and institutional uses.

**Objective 5.c: Provide for community-wide non-motorized travel.**

Policy 5.c.1: Use a required site plan review process to ensure that all development complies with the Official Map, which identifies areas suitable for such facilities (bikeways, pedestrian paths, etc.);

Policy 5.c.2: Provide safe and convenient pedestrian and bicycle routes within and between residential areas, schools, shopping areas, parks, medical facilities, employment centers, and mass transit facilities. All neighborhoods should be designed to meet the needs of the pedestrian.

**Objective 5.d: Provide for flexible, future transportation needs, services and facilities.**

Policy 5.d.1: Work with the Bay-Lake RPC, Sheboygan County, and the Wisconsin Department of Transportation to coordinate transit, paratransit and transportation demand management efforts;

Policy 5.d.2: Require all new development along existing and proposed transit corridors to be designed so that it can be easily and conveniently served by the transit system;

Policy 5.d.3: Encourage land use densities that make transit service feasible;

Policy 5.d.4: Require all new development projects to accommodate the needs of pedestrians, bicyclists, transit riders, and the physically challenged.

**Objective 5.e: Provide for the minimization of transportation facility disruption by land uses.**

- Policy 5.e.1: Require that rezonings adhere to Comprehensive Plan recommendations;
- Policy 5.e.2: Link Sheboygan's transportation system with the regional transportation system through coordinated long-range transportation and land use planning;
- Policy 5.e.3: Require site plan review for all projects;
- Policy 5.e.4: Require traffic impact studies for certain developments that have the potential to create on-site and/or off-site traffic problems;
- Policy 5.e.5: Reduce the number of driveways and local road connections to the "mile road" system. A suggested standard is a maximum of one local road connection per 500 feet on each side of the mile road;
- Policy 5.e.6: Use throat depth requirements, parking lot, loading area, and access drive design standards per the Institute of Transportation Engineers (ITE).

**Objective 5.f: Provide for the minimization of land use disruption by transportation.**

- Policy 5.f.1: See the policies in 5.5.

***E. ISSUE: UTILITIES & COMMUNITY FACILITIES******Goal #6: Provide for diverse and efficient public facilities.*****Objective 6.a: Provide for adequate and convenient school sites.**

Policy 6.a.1: Ensure that all development complies with the Official Map and the Land Use Plan Map;

Policy 6.a.2: Coordinate neighborhood planning with the School District.

**Objective 6.b: Provide for adequate and convenient park sites.**

Policy 6.b.1: Adopt resource protection standards and coordinate subdivision review (including the location of proposed park areas) with the location of permanently protected environmental features;

Policy 6.b.2: Require park land dedication or fee-in-lieu-of-dedication as part of the land division process;

Policy 6.b.3: Enforce and update the Official Map that identifies future community park sites, located in conjunction with planned residential growth areas on the Land Use Plan Map;

Policy 6.b.4: Coordinate neighborhood planning with the Park and Forestry Board.

**Objective 6.c: Provide for the continuous availability of public utility capacity.**

Policy 6.c.1: Adopt an “Adequate Public Facilities Ordinance”;

Policy 6.c.2: Continue the active Capital Improvements Program (CIP) process.

**Objective 6.d: Provide for a more diverse range of cultural opportunities.**

Policy 6.d.1: Implement the Recreation Plan and the Capital Improvements Program that addresses the need for more diverse cultural and recreational opportunities such as the development of a bike trails and walking trails.

**Objective 6.e: Provide for adequate and convenient child-care facility sites.**

Policy 6.e.1: Allow child-care facilities in residential and employment areas under carefully controlled conditions.

**Objective 6.f: Protect the City’s status as the primary jurisdiction and provider of public water within its market area.**

Policy 6.f.1: Require that all new development served by public water be located within the corporate limits of the City.

***F. ISSUE: HOUSING***

***Goal #7: Facilitate the provision of an adequate supply of safe and affordable housing.***

**Objective 7.a: Facilitate the provision of a diverse range of housing.**

Policy 7.a.1: Take advantage of available state and federal housing assistance program funding;

Policy 7.a.2: Promote the creation of integrated mixed use neighborhoods providing a balance of single-family and multiple-family dwellings.

**Objective 7.b: Encourage the maintenance and upkeep of existing housing.**

Policy 7.b.1: Enforce the property maintenance ordinance to ensure adequate and safe housing;

Policy 7.b.2: Adequately fund housing rehabilitation programs to ensure that older neighborhoods in the City do not deteriorate over time.

Policy 7.b.3: Provide sufficient staffing to administer the housing code program, beyond complaint enforcement.

## ***G. ISSUE: ECONOMIC DEVELOPMENT***

***Goal #8: Facilitate the ability of the market to respond to emerging community needs within the City of Sheboygan.***

**Objective 8.a: Facilitate the provision of an adequate supply and diverse range of developable property within the City of Sheboygan.**

Policy 8.a.1: Conduct a review of the Comprehensive Plan in five years;

Policy 8.a.2: Provide for a much wider variety of dwelling unit types within each zoning district through the conditional use process, with detailed standards for setbacks, required open space, and landscaped buffers in rear and side yards for types of units which are not typical to the zoning district;

Policy 8.a.3: Use a gross density-based system of limiting the intensity of residential development, versus a lot size based system;

Policy 8.a.4: Adhere to the Comprehensive Plan for limits on the location and density of development;

Policy 8.a.5: Put strong emphasis on ensuring the continuous provision of high-quality office, commercial and industrial sites along the IH-43 / Taylor Drive corridor within the City of Sheboygan.

**Objective 8.b: Facilitate the provision of balancing community-wide needs with local concerns.**

Policy 8.b.1: Adhere to the Comprehensive Plan for all land use decisions;

Policy 8.b.2: Require all rezoning requests to comply with the Comprehensive Plan;

Policy 8.b.3: Regulate public uses as well as private property under the Zoning Ordinance;

Policy 8.b.4: Require that all subdivision rezonings and site plans adhere to the Official Map.

**Objective 8.c: Facilitate the ability to accommodate new types of land uses and/or new forms of development in an effective and expeditious manner within the City of Sheboygan.**

Policy 8.c.1: Adopt an approach to reviewing development proposals (including rezonings) which expedites the review process and gives petitioners an opportunity to adjust proposals per staff comments prior to review by local boards;

Policy 8.c.2: Adopt development regulations that stress acceptance of creative development and directly provide built-in flexibility in terms of types of uses that are permitted within certain zoning districts.

## ***H. ISSUE: INTERGOVERNMENTAL RELATIONS***

### ***Goal #9: Establish mutually-beneficial intergovernmental relations with other jurisdictions.***

#### **Objective 9.a: Establish effective intergovernmental land use policies within the Extraterritorial Jurisdiction area.**

Policy 9.a.1: Adopt intergovernmental land use plans with adjacent communities;

Policy 9.a.2: Establish overlay zoning districts that require high quality site design along key community entryways;

Policy 9.a.3: Exercise the City's Extraterritorial Official Map authority;

Policy 9.a.4: In the absence of the above, exercise the City's extraterritorial plat review authority;

Policy 9.a.5: In the absence of the above, adopt extraterritorial zoning, if necessary.

#### **Objective 9.b: Establish more effective environmental protection policies.**

Policy 9.b.1: Encourage the adoption of common environmental protection standards between jurisdictions.

#### **Objective 9.c: Establish more effective County recreational facilities.**

Policy 9.c.1: Adopt recreation elements in the City's Official Map that reflect the recreation system recommendations of the County Recreation Plan;

Policy 9.c.2: Enter into intergovernmental agreements with adjacent municipalities regarding the mutual provision of recreation facilities and services;

Policy 9.c.3: Adhere to the Comprehensive Plan.

Policy 9.c.4: Seek greater County financial support for regional facilities provided by the City including Kiwanis Memorial Park, Jaycee/Quarry Park, Evergreen Park and Wildwood Park.

#### **Objective 9.d: Establish more effective economic development efforts through regional marketing.**

Policy 9.d.1: Work with the Chamber of Commerce, County and nearby communities to coordinate marketing;

Policy 9.d.2: Use development regulations to protect the unique character of the region.

Policy 9.d.3: Support County-wide use of a room tax.

**Objective 9.e: Explore opportunities for sharing services with Sheboygan County and/or neighboring communities.**

Policy 9.e.1: Work with the County and nearby communities to develop arrangements for sharing of service provision, when possible.

## ***I. ISSUE: FISCAL PERFORMANCE***

### ***Goal #10: Promote the community's fiscal well being.***

#### **Objective 10.a: Promote infill development as opportunities present themselves.**

Policy 10.a.1: Create a substantial difference in the maximum permitted density/intensity of development in the areas of the City where infill development and/or property reinvestment needs to be encouraged;

Policy 10.a.2: Permit a wider range of uses in areas of the City where infill development and/or property reinvestment needs to be encouraged;

Policy 10.a.3: Focus infill efforts on areas identified on the Community Character Map and brownfield sites;

Policy 10.a.4: Provide for a flexible infill development overlay zoning district.

#### **Objective 10.b: Promote the prevention of premature development.**

Policy 10.b.1: See the policies in 3.1 - 4.4.

#### **Objective 10.c: Promote the concept of development "paying its own way".**

Policy 10.c.1: Ensure that the impact fee system meets State regulations;

Policy 10.c.2: Require site plan review and traffic impact studies to ensure proposed development does not adversely effect adjacent development or traffic flows;

Policy 10.c.3: Develop necessary utilities to support new development.

#### **Objective 10.d: Promote the diversification of the local economy.**

Policy 10.d.1: Pre-zone certain areas ripe for new development to remove procedural obstacles, expenses and delays associated with rezoning;

Policy 10.d.2: Require site plan review and traffic impact identification studies for projects generating more than 100 trips during the peak hour;

Policy 10.d.3: Develop necessary utilities to support new development.

#### **Objective 10.e: Promote the expansion of the non-residential tax base.**

Policy 10.e.1: Implement the Land Use Plan Map.

**Objective 10.f: Promote the on-going maintenance of existing development.**

Policy 10.f.1: Enforce the property maintenance code and fund on-going enforcement program;

Policy 10.f.2: Adopt development regulations that stress the acceptance of creative development and directly provide flexibility in terms of types of uses that are permitted within certain zoning districts.

**Objective 10.g: Promote the image of Sheboygan as a good place to do business.**

Policy 10.g.1: Educate property owners throughout the planning area about the Comprehensive Plan;

Policy 10.g.2: Educate property owners throughout the planning area about the City's Plan implementation tools, particularly the Zoning Ordinance, Land Division Ordinance, Official Map, Transportation Improvement Plan, and the Capital Improvements Program;

Policy 10.g.3: Provide development regulations that identify requirements as soon as possible.

Policy 10.g.4: Continue efforts to facilitate appropriate development.

## ***J. ISSUE: ADMINISTRATION***

### ***Goal #11: Implement effective and responsive administrative practices.***

#### **Objective 11.a: Implement the Comprehensive Plan.**

Policy 11.a.1: Conduct an update review of the Comprehensive Plan in five years;

Policy 11.a.2: Update the City Zoning Ordinance and strategic revisions to the Land Division Ordinance consistent with the recommendations of this Plan;

Policy 11.a.3: Amend the Official Map to include the recommendations of this Plan;

Policy 11.a.4: Enforce overlay zoning regulations for the environmentally sensitive areas and community entryways of the City;

Policy 11.a.5: This plan should be consulted by the Planning Commission, Common Council, Zoning Board of Appeals, other units of government, and the private sector before any decisions related to community development or redevelopment are made.

#### **Objective 11.b: Implement administrative flexibility.**

Policy 11.b.1: Use the zoning standards which allow cluster development thereby giving land owners maximum flexibility in developing their land while at the same time protecting sensitive natural features;

Policy 11.b.2: Provide for creative land development techniques such as mixed use developments, planned developments, and cluster developments;

Policy 11.b.3: Provide for a flexible infill development overlay zoning district.

#### **Objective 11.c: Implement public awareness.**

Policy 11.c.1: Hold well-publicized Plan Commission working sessions to periodically review the adopted Comprehensive Plan and Neighborhood Plans, and make necessary amendments as changing conditions warrant;

Policy 11.c.2: Coordinate community planning-related education efforts with local schools, the media and private organizations to publicize on-going planning projects and plan implementation projects in the City of Sheboygan;

Policy 11.c.3: Provide explicit public notification procedures and requirements in revised ordinances.

**Objective 11.d: Implement timely responsiveness and efficient enforcement.**

Policy 11.d.1: See the policies in 10.3;

Policy 11.d.2: Continue clear, concise application and procedural requirements for zoning, land division and other community development related activities;

Policy 11.d.3: Continue zoning regulations with explicit performance criteria which provides petitioners with clear cut site design requirements, and provides staff with clear cut site design review criteria;

Policy 11.d.4: Continue clear enforcement procedures for zoning and subdivision ordinance enforcement and ensure that these procedures are enforced.

## ***VI. COMPREHENSIVE PLAN RECOMMENDATIONS***

### ***Introduction: Community Vision Statement:***

THE CITY OF SHEBOYGAN HAS DETERMINED TO MAINTAIN AND ENHANCE ITS STATUS AS A KEY CENTER OF HOUSING, EMPLOYMENT, EDUCATION, CULTURE, RECREATION AND OVERALL QUALITY OF LIFE. IT INTENDS TO ACHIEVE THIS GOAL THROUGH PLANNING AND PLAN IMPLEMENTATION STRATEGIES FOCUSED ON AN AFFORDABLE COST OF LIVING, A HIGH QUALITY ENVIRONMENT, A DIVERSE RANGE OF OPPORTUNITIES AND A BALANCE BETWEEN THE MAINTENANCE AND REVITALIZATION OF OLDER PORTIONS OF THE COMMUNITY AND THE CONTINUED CITY EXPANSION AND EFFICIENT DEVELOPMENT OF ADJACENT PERIPHERAL AREAS.

### ***A. AGRICULTURAL, NATURAL, & CULTURAL RESOURCES PLAN***

#### ***1. Agricultural Preservation Areas***

Sheboygan is a diverse, full service city. Like most communities expanding along municipal service networks, its has grown in a generally compact and moderate to high density development form. Although in a few locations the City's boundaries are uneven, these have occurred where the City's expansion has encountered substantial areas of pre-existing unincorporated development. Virtually all leap-frog type development within the Planning Area has been approved and remains located in the unincorporated areas surrounding the City.

From time to time, development proposals for areas in the Towns adjacent to the City's municipal limit have advocated lower density development. This type of development impedes the City's ability to provide for more complete municipal services and facilities (and in some instances more complete public utilities) in an efficient, compact and cost-effective manner. This low density development also uses up prime agricultural land at a much faster rate than compact, city-sized lots on public water and sewer systems. This Plan intends to implement agricultural preservation objectives by guiding future "greenfield development" into areas planned for City-provided municipal service extension. In general, this Plan intends to strongly limit on-site sanitary systems and other forms of large lot residential development in areas surrounding the City or within other portions of the planned growth area.

Specific areas of planned City expansion and compact development within agricultural areas are located between CTH LS and 40<sup>th</sup> Street on the north side of the City, and large areas of land located both east and west of IH 43 south of CTH EE. These areas of now-intact agricultural operations are designated on the Agricultural, Natural and Historic Resources Plan Map. By accommodating development within eastern Sheboygan County into these well-planned, efficiently-served and compact growth areas, the City will be able to assist in the preservation of larger areas of prime farmland located in locations that are more remote from employment, education and shopping, and that do not have access to public utility networks.

## **2. *Natural Resource Preservation***

This Plan intends to use the environmental corridors methodology employed and advocated by Sheboygan County Planning and the Bay-Lakes Regional Planning Commission. These sensitive areas of wetlands, floodplains, steep slopes and other features are designated on the Land Use Plan Map and Agricultural, Natural and Historic Resources Plan Map. In its 1996 re-write of the Zoning Ordinance, the City of Sheboygan enacted overlay zoning regulations that require the detailed mapping of these resource areas at time of site plan or concept plat submittal, and identify resource-specific protection criteria above and beyond State and Federal requirements. Under this approach, the City of Sheboygan is already well on its way to implementing these objectives.

With these steps already accomplished, the remaining challenge for natural resources preservation within the community is focused on site-specific impacts that occur with detailed site planning and construction. The City, working with County, Regional, State and Federal officials, must focus attention on site plan review and inspection. This effort will be particularly important for large scale projects located within or adjacent to environmental corridors. In the context of this Plan's recommendations, these projects include the planned extension of Taylor Drive to the north and south, and the planned recreational trail corridor network. Additional redevelopment work in the central portions of the community – particularly those along the Sheboygan River and harbor, will also be critical in terms of detailed site protection. These efforts are particularly important in relation to erosion control both during and after construction.

## **3. *Historic Resources Plan***

The City of Sheboygan has long supported strong historic preservation efforts – both in terms of individual properties and historic districts, but also in terms of maintaining the quality of all older portions of the community through building inspection, housing maintenance programs, infrastructure re-investment, and public facility development. The Harbor Centre Master Plan Phase Two identifies a broad range of programs to address central neighborhoods and business districts that are highlighted on the Agricultural, Natural and Historic Resources Plan Map. Implementation should continue. Changes made to the City's Zoning Ordinance and Official Zoning Map in 1996 will also be critical to implementing these objectives. The quality and character of these areas is recognized by the community as a strong asset to the City and as a potential incentive for additional reinvestment and redevelopment. Efforts for guiding such reinvestment should be directed through the new Historic Commission.

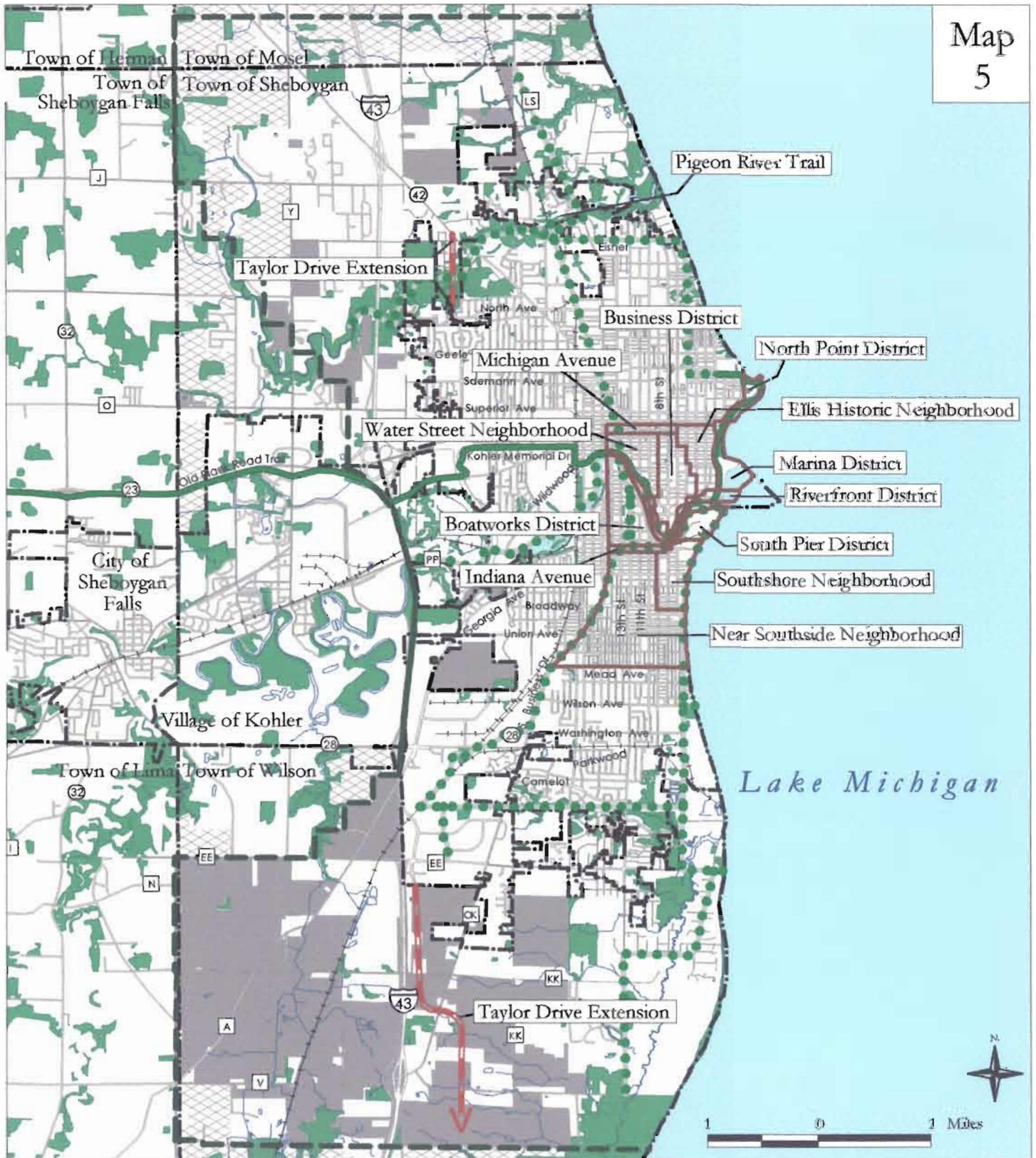
To encourage preservation, economic incentives may be offered to private landowners. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits. Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's *Standards for Historic Building Rehabilitation*.

At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is

compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

Historic property owners will soon be able to apply for grant funding from the Wisconsin Heritage Trust Program. This program, scheduled to begin in 2000, is intended to promote Wisconsin's heritage by providing grants or low-interest loans to projects that preserve important historic places. The program will be administered by the State Historical Society. Eligibility for program funding will be based on two sets of criteria. First, the historic property must be rare and/or distinct, open to the public, eligible for listing on the State or National Register, or endangered through neglect or impending destruction. Second, the applicant or owner must demonstrate the need and lack of other funding sources, have the ability to sustain the project after completion, and show evidence of matching support. Local governments, private non-profit organizations, small businesses and individuals are eligible for funding. Additional information can be obtained from the State Historical Society.

The City has several on-going grant and loan programs including the Sign Grant Program, Historic Preservation Grant Program and the Economic Development Loan Program. Descriptions for these programs are located on page 38 or see the City's brochure on Economic Development and Historic Preservation. The City's staff now includes a design specialist to support historic preservation efforts. The City should upgrade its inventory of historic properties with detailed assistance, and intends to proceed to upgrade.











**City of Sheboygan Comprehensive Plan  
Agricultural, Natural, and  
Historic Resources Plan**

August 1, 2000

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Sources: U.S. Bureau of the Census TIGER/Line 1995 data,  
City of Sheboygan, Sheboygan County, Bay Lake Regional Planning Commission.

-  Detailed Planning Area.
-  Municipal Boundaries
-  Existing Trails
-  Proposed Trails
-  Agricultural Areas
-  Proposed Development in Agricultural Areas
-  Environmental Corridors
-  Proposed Neighborhood Community Character Preservation Areas

## ***B. COMMUNITY CHARACTER & GROWTH MANAGEMENT PLAN***

### ***1. Community Character Plan***

Historically, the General Planning Area has enjoyed only modest increases in population, development and traffic, which have been accommodated with a blend of both elegant and disruptive results on the quality of life of the community as a whole. Under current development practices throughout the Area, this mixture of “good” and “bad” development character will continue to occur—even if the location, use, and rate of growth is kept under tight conformance with adopted local and regional plans.

Specifically, critical aesthetic components of development that are not related to the location or use of development (such as architecture, viewshed protection, or the preservation of a valued, though subtle entry experience) have often gone unrecognized in the past.

Recently, many communities have begun to realize this shortcoming. The Sheboygan Development Corporation-led effort at viewshed management along major highways is an excellent local example that the City of Sheboygan intends to implement. The County supported this initiative. In the 1996 re-write of the Zoning Ordinance, a very full range of aesthetic considerations was directly integrated. Required landscaping programs and tough signage limitations are most notable in the new Ordinance. Another trend that is gaining momentum in older communities, and for which the City of Sheboygan is acknowledged to be taking a leadership role, relates to concerted efforts by local government and the business community to guide re-investment into older areas of the community.

Even together, however, these limited endeavors cannot ensure that a community will retain its identity, that neighborhoods will remain attractive to new residents, or that aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of these more complicated challenges, progressive planning practice is finally evolving beyond project-based design review and publicly funded streetscaping projects, and into the realm of truly planning, protecting, enhancing and creating the desired character of development. This portion of the Comprehensive Plan provides the basis of a comprehensive approach to more advanced community character planning. It also requires on-going guidance from qualified personnel, be they elected, appointed, paid staff or outside consultants.

#### ***A. Community Character Components***

A wide variety of elements contribute to the creation of community character. These include:

##### ***1. Urban Form***

A key element of the character of Sheboygan is its lakefront setting. The City has now turned its face toward the lakefront and harbor, and has begun to recognize and enhance its setting as something unique in the County. Sheboygan also has a wonderful pattern of both local and arterial streets. The local street network in the older portions of the community is the classic urban grid, now broadly recognized for its strengths in neighborhood-building. The Michigan Avenue, Indiana Avenue and 14<sup>th</sup> Street shopping districts complete the full strength of this network. This local street pattern is greatly complemented and enhanced by a full-radius of arterial road spokes, including North 8<sup>th</sup> Street and South Lake Shore Drive, CTH LS, Calumet Avenue / STH 42, Superior Avenue / CTH O, Kohler Memorial Drive / STH 23, Indiana Avenue / CTH PP, Georgia Avenue / CTH A, South Business Drive / CTH OK, and South

12<sup>th</sup> Street / CTH V. This intact and generally high-quality network of streets is matched in Wisconsin only by the networks in Milwaukee and downtown Madison. The combinations of local and community-wide interaction and accessibility, and the opportunities for creating meaningful entry experiences into the City and its neighborhoods created by these radial arterials and their intersections with the local grid, are numerous, visually pronounced and a very strong source of excellent urban design opportunities for the long-term revitalization of older portions of the community. The following Community Character Plan Map highlights these features.

## **2. Density and Intensity**

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity make for more gradual and visually comforting transitions. This was accomplished in the 1996 comprehensive revision.

## **3. Architecture and Building Scale**

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured.

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels is disruptive to an urban fabric. Proposed attached single-family (townhouse), multi-family, commercial, and industrial structures which are inconsistent with the dominant scale of surrounding buildings (of all uses) should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highway on its edge.

Strategies to address building scale are now integrated into the City's Zoning Ordinance in the Neighborhood Office and Commercial Districts. Additional attention must now be placed on enhancing the character of very large scale commercial developments. Several communities around the State have recently adopted regulations to address such "big box" development. The City of Sheboygan should consider such an addition to its Zoning Ordinance.

## **4. Building Location**

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-

residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas.

In Sheboygan, building setback issues are critical in the older portions of the community where reduced building setbacks prevail. Infill and redevelopment projects in these areas should maintain these established front and street setback line.

## 5. Public Furnishings

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the community visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

## 6. Signage

Limited, high-quality signage is a distinguishing feature that enhances the quality of life of a community.

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign per business. In centers, sign materials and the location of signs on the facade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In centers, sign area should also be related to facade area. Center occupants with very small facade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

Free-standing signs should never exceed a height of 30 feet in urban commercial districts, and only heights below ten feet are consistently considered as noticeably low in other commercial and office districts. Such low monument signs can be effectively landscaped—tall pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per street frontage.

A variety of signs are very difficult to make and/or keep attractive, and should therefore be prohibited. These include, at a minimum: off-site advertising signs (including billboards), roof signs and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin-type”) signs, and a wide variety of strings of lights, “tinsel”, “pom poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trademark-type buildings or color schemes may also be considered as a form of signage, which should be prohibited if considered visually disruptive. Gas station canopies and similar feature should also be carefully addressed.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs that are permanently embedded into the structure, should be carefully considered on a case-by-case basis. Sheboygan has accomplished most of these objectives.

## **7. Landscaping**

Significant amounts of landscaping should be required of all forms of development, except single-family residential uses (which virtually always provide adequate amounts of landscaping without need for public regulation), and family farm structures. For all other uses, landscaping should be required around building foundations, in and around paved areas, and along streets with required supplemental plantings in yard areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

Sheboygan's new Zoning Ordinance has accomplished most of these objectives. The addition of urban design staff to the City's Planning and Development Department will further these goals.

## **8. Views**

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Sheboygan, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be underemphasized, as many important views are lost through ignorance, as are lost consciously.

In Sheboygan, the combination of the radial arterial street network with the river corridors and lakefront provides some outstanding opportunities for view preservation and enhancement. The most prominent of these occur along the north lakefront and along arterial roads coming into the downtown. These should be preserved and enhanced. However, many more opportunities are clearly present. The City should consider employing several student interns from urban design programs to inventory, assess and rate the existing and potential vistas within the community in detail. Following this field work, detailed recommendations for vista enhancement, including a prioritized implementation timetable, should be made. The following Community Character Plan Map highlights the most prominent of these features.

## ***B. Community Edges***

As metropolitan sprawl continues to consume the open space area separations, it becomes increasingly important to visually distinguish the edges of a community. These *community* edges do not necessarily coincide with jurisdictional boundaries—particularly in areas such as Sheboygan in which the clear hierarchy of municipal economic functions creates a community of “Greater Sheboygan” which is larger than the City itself.

### **1. Inner Edges**

Sheboygan has clear-cut inner community edges in several locations. The combination of views, open space features and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to the character of the community. The most clear cut of these edges appears to be the IH 43 corridor on the northwest side of the City. Here the presence of continuous development in the unincorporated Town of Sheboygan just west of the highway creates a long-term northwestern edge for the community.

A similar edge appears to be occurring on the southeast side of the community. Here, the Black River Corridor – generally following CTH KK, appears to be evolving into a long-term edge to the City.

Finally, a long-term western edge is also evolving – in conjunction with the expansion of the Village of Kohler. This edge extends along IH 43 from CTH O in the west to CTHs A and EE in the southwest.

### **2. Outer Edges**

Outer community edges play a similar role in defining the boundaries of “Greater Sheboygan”. For significant urban centers such as these, their outer community edges may overlap with or fully include the inner community edges of small urban centers or hamlets. The recognition of such outer community edges helps to foster a sense of common destiny between the jurisdictions located within the edge. This awareness is often an important early step in effective intergovernmental planning efforts.

Here, the common destiny of jurisdictions within the Sheboygan River Priority Watershed area should not be overlooked. Each jurisdiction within the watershed area contributes unique settings, neighborhoods and lifestyles to the region as a whole. Recent efforts at County-wide aesthetic controls along major highways and the evolution of a County-wide trail network are important steps along the path to regional integration and the enhancement of the complementary opportunities offered by the metropolitan area.

## ***C. Community Entryways***

Community entryways are associated with community edges in that the entry experience tends to begin at outer community edges and ends at inner community edges. Key entryways into Sheboygan are presented on the following Community Character Plan Map. Entryways into the City are unique and highly-valuable assets, which cannot be duplicated in other communities (or replaced within Sheboygan at other locations). This Plan seeks to preserve each, and establish a

complimentary “sense of entry” in carefully-defined areas along the expanding edges of the City. This Plan also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting, and public furnishings.

## **1. Primary Entryways**

The primary entryways into Sheboygan are its visual “front doors”, and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. Around the City’s periphery, these entrances include each of the four Interstate 43 interchanges from STH 42 south to CTH V. In and around these areas, special attention must be paid to aesthetic and traffic control. Unfortunately, with the exception of the STH 23 and STH 28 interchanges under the zoning control of the City of Sheboygan and Village of Kohler, the IH 23 interchanges are regulated under antiquated zoning and site design requirements. Although the County wide effort on highway aesthetics produced an excellent report, no jurisdiction except the City has agreed to implement its recommendations.

Along these arterial routes, a second set of primary entryways are encountered closer to the central city. At these points, the transition from suburban to urban character generally occurs. These locations provide the City with a second opportunity to make a visual statement about the unique role that the City plays in the region – as its employment, educational, cultural, and recreational center. For the most part, these entryways are under City zoning and site plan review control. As street projects and developments are proposed at these locations, special attention should be placed on creating and enhancing the conveyance of this unique central city role and the message of quality and diversity. The crossing of STH 42 at the Pigeon River, the crossing of Kohler Memorial Drive at the railroad, and the intersection of South Business Drive at Mead Avenue are the key central entryway areas.

## **2. Secondary Entryways**

The secondary entryways into Sheboygan are more subtle portals enjoyed mainly by local residents. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs or public art should be very low key, if used. On the periphery of the community, these secondary entryways are located north, just within the Town of Mosel as the predominant rural pattern of development begins to exhibit suburban development forms. On the west side of the community, the IH 43 corridor again forms the key secondary entry feature along the county trunk highways entering the City. Finally, in the south, secondary entries are present near the CTH V corridor.

Closer to the downtown, secondary entryways are present where the suburban development character transitions to a more urban character. These locations should be addressed similarly to the primary entryways, discussed above, but as a lower priority.

### ***D. Protected Community Corridors***

Beyond the symbolic aesthetic treatments associated with community entryway enhancements, this Community Character Plan recommends the use of strict overlay zoning to carefully control the appearance and coordination of development along the following protected community corridors:

For Enhancement: (Streetscape Aesthetic Improvements Needed)

- North 14<sup>th</sup> Street
- Calumet Avenue (enhancements well underway)
- Superior Avenue
- Kohler Memorial Drive (enhancements well underway)
- Georgia Avenue
- South Business Drive
- South 12<sup>th</sup> Street
- South Lake Shore Drive (south of Wilson Avenue)
- Taylor Drive (between Union Avenue and Washington Avenue)

For Protection: (Quality Site Design and Architecture Needed)

- Eisner Avenue
- North 8<sup>th</sup> Street
- STH 42
- Taylor Drive
- Weeden Creek (CTH EE)
- South 8<sup>th</sup> Street
- IH 43
- Indiana Avenue (CTH PP)

For Future Treatment: (Combination of Enhancement and Protection)

- CTH LS (north of the Pigeon River)
- CTH OK South of STH 28
- STH 28
- STH 23 (west of IH 43)

Street reconstruction provides an ideal time to address issues concerning community character. There are several key components of community character that should be considered for implementation with each reconstruction project:

- Street Tree Program
- Burying of utilities
- Elimination of obsolete curb cuts
- Restoration of terraces (removal of asphalt)
- Screening of dumpsters
- Remediation of contaminated sites

### ***E. Special Areas***

In addition to roadway-based aesthetic entries and corridors, a variety of special areas must be recognized in this Plan. These special areas should be protected through more rigorous zoning standards related to architecture, landscaping and signage, and through the use of strict overlay zoning and careful site plan review. These areas are shown on the Agricultural, Natural and Historic Resources Plan Map, and include:

#### **1. Historic City Neighborhood Conservation Areas**

The following areas are recognized as unregistered historic districts in the City's comprehensive historic property inventory. They include:

- North Point District
- Ellis Historic District
- Downtown Area

Building code enforcement and property maintenance are critical in these areas.

#### **2. Redevelopment Areas**

The following areas should be recognized as needing substantial public procedural assistance and regulatory flexibility, such as a planned infill district, which permits certain negotiated development flexibility in recognition of significant economic and timing disincentives to reinvestment. They include:

- Riverfront District
- Michigan Avenue
- Indiana Avenue
- Southshore Neighborhood
- Water Street Neighborhood, and the
- Boatworks District

Building code enforcement and property maintenance are critical in these areas.

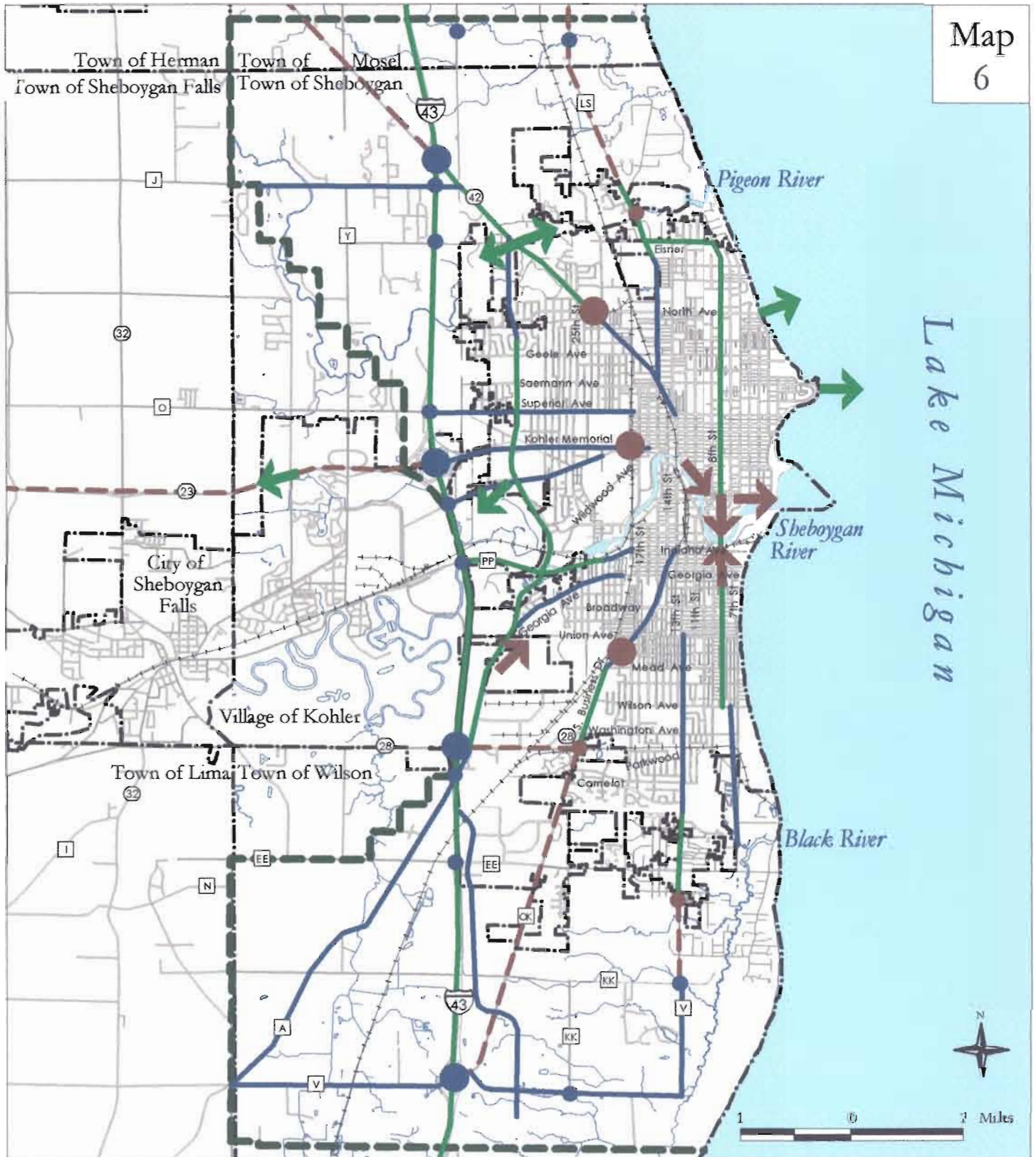
#### **3. Infill Development Areas**

The following areas should be recognized as needing regulatory flexibility, such as a planned infill district, which permits certain negotiated development flexibility in recognition of significant economic disincentives to reinvestment. They include:

- South Pier District

#### **4. Key Vista Locations**

This Plan seeks to preserve an important component of Sheboygan's community character by identifying key vista locations in and around the City. Where possible, the viewsheds accompanying these vista points should also be protected and preserved. The acquisition of vista points and critical viewshed termini as parks or other open space amenities is of particular importance. These points are depicted on the Community Character Plan Map.


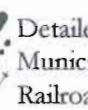
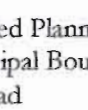


# City of Sheboygan Comprehensive Plan Community Character Plan

August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data,  
City of Sheboygan, Sheboygan County,  
Bay Lake Regional Planning Commission.

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 Detailed Planning Area  
 Municipal Boundaries  
 Railroad

**Community Corridors**  
 Enhancement  
 Protection  
 Future

Important Vistas  Cultural  Natural

**Community Gateways**  
Primary  Secondary   
Peripheral  Central 

## **C. LAND USE PLAN**

### **1. General Land Use Strategies**

This section of the Comprehensive Master Plan is intended to guide the land use development of the City of Sheboygan over the next 20-year period and beyond. It should be used as a key basis of all development decisions by both the public and private sectors. Such reference is particularly important when requests to annex territory, rezone property, approve conditional uses, divide parcels, or make public investments are considered by City officials.

In order to be effective, comprehensive plans should identify desirable land use patterns within the existing corporate limits and in unincorporated areas around the City. Long-range planning allows the municipality to phase and guide development so as to maintain the character of the community, protect sensitive environmental features, and provide efficient urban services. In addition, land use planning enables the City to identify lands that are well suited for municipal and institutional purposes such as parks, schools, major roads, and drainage facilities.

Although this Plan has been designed to accommodate a population well in excess of official state population projections, it does not assume that all areas depicted on the Land Use Plan Map will develop during the next 20 year period. Instead, the Land Use Plan Maps show those areas in and around the City that are the most logical development areas, regardless of the absolute timing of development. This Plan does not specifically state or recommend when these areas will develop, although development should first be guided to areas that can be most efficiently served with urban services. The City of Sheboygan advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities--specifically the areas within the City's Urban Service Area. The recommendations of this Plan are made independent of jurisdictional considerations, but absolutely require intergovernmental coordination and cooperation to be effective.

Land use recommendations in this Plan cover a large geographic area. To provide an organized approach to this Chapter, recommendations for the *central area* of the City are presented first. Recommendations are then presented for areas of planned growth on the *periphery* of the City, within the current and projected Urban Service Area. Finally, recommendations are presented for the extraterritorial *perimeter* of the Detailed Planning Area, to the ETJ boundaries. Within each of these areas, the recommendations of the Land Use Plan Map are designed to implement officially adopted City objectives to the greatest possible extent.

Each of these plan maps and descriptive text sections employs the land use categories described in the discussion of the existing land use pattern.

### **2. Detailed Land Use Recommendations for the Central Area**

#### **A. Downtown Area**

This Plan recommends no substantial changes in the dominant pattern of downtown area land uses. Instead, this Plan merely recommends that established development patterns are followed as redevelopment and infill development opportunities present themselves. Generally, the land use recommendations for the downtown area mirror the present zoning of the area.

Specifically, this Plan recommends that the downtown redevelop as an area of dense, multi-storied, mixed use buildings set up to the sidewalk. Existing institutional areas and parks should

be maintained. The predominant land uses in this area should be first floor commercial and services uses, with office and residential development on upper floors.

### ***B. Central City Neighborhoods***

To the east, north, west and south of the downtown, existing zoning should be used to establish the precise character and use of existing residential areas. These older neighborhoods extend northward to North Avenue, westward to 25<sup>th</sup> Street, and southward to Mead Avenue. The predominant form of housing in this very large area is older single-family homes that in many instances have been split into two-flat and three-flat units. This recommendation is depicted as Neighborhood Residential development on the following Land Use Plan Map.

Within this area, several clusters of central commercial (downtown-type) development are now present, and are recommended to continue – specifically the Michigan Avenue and Indiana Avenue corridors located generally westerly of 8<sup>th</sup> Street.

Small clusters of neighborhood commercial use should also be preserved in this large area. Notable clusters are located south of Georgia Avenue on the south side, and along north 8<sup>th</sup> Street on the north side.

A large area of multi-family oriented urban residential development is proposed for the Water Street neighborhood just west of the downtown.

Several areas of industrial development are recommended for continued protection and enhancement in this area. These include the rail corridor areas both north and south of the Sheboygan River, and a few scattered additional locations along the lakefront near the east end of Indiana Avenue. Again, current urban industrial zoning forms the precise boundaries of these areas.

The lakeshore itself is recommended for enhanced recreational development in the form of infill parkland acquisition along the Sheboygan River corridor, and completion of the central city trail network as depicted on the Community Facilities Plan Map.

Finally, this Plan calls for the implementation of the Harbor Centre Master Plan, with a key emphasis on the redevelopment of the South Pier Area. This area is intended to be a mix of carefully planned residential, office, entertainment and recreational development. The City is currently entertaining several proposals for this effort.

### ***C. North Side***

In the established neighborhoods around the north side of the City, this Plan recommends no substantial land use changes that deviate from the predominant existing land uses and current zoning. With the exception of the large industrial area centered on the rail line north of North Avenue, commercial development along Calumet Drive and North 14<sup>th</sup> Street, the North Side is planned to be predominantly residentially-oriented. This overall pattern is distinguished by a concentration of multi-family development surrounding the industrial area, the institutional development cluster around North High, and predominantly single-family detached residential development east of North 13<sup>th</sup> Street and west of North 25<sup>th</sup> Street to the Pigeon River.

#### ***D. South Side***

In the established neighborhoods around the south side of the City, this Plan recommends no substantial land use changes that deviate from the predominant existing land uses and current zoning. With the exception of the large industrial areas centered on the rail line west of South Business Drive, and commercial development along South Business Drive, the North Side is planned to be predominantly residentially-oriented. This overall pattern is distinguished by a concentration of multi-family development east and west of South Business Drive, the institutional development cluster around South High, and predominantly single-family detached residential development south of Mead Avenue and east of South Business Drive to the Black River.

#### ***E. West Side***

The land use pattern in the area south of Superior Avenue and north of Georgia Avenue, the City exhibits its most complicated land use pattern. Again, this Plan recommends no substantial land use changes that deviate from the predominant existing land uses and current zoning. This results in recommendations for a mix of higher quality institutional, suburban office, commercial and industrial development along Taylor Drive and Kohler Memorial Drive, and a mix of Neighborhood and Single-Family residential uses elsewhere in the area. Of special concern is the large area north of Lower Falls Road (CTH PP) between Taylor and IH 43 dominated by a complex pattern of developable uplands and environmental corridors. This area is designated for Planned Mixed Use, with the expectation that very detailed, and high-quality concepts must be presented and refined for this area, before any development is able to proceed. ***Detailed Land Use Recommendations for Peripheral Development***

#### ***A. Traditional Neighborhood Design—the Need to Return to an Old Idea***

This concept, indicated on the Land Use Plan Maps in the **Planned Neighborhood** land use category, encourages a mix of predominantly Suburban Residential development with well-designed, limited components of neighborhood residential, two-family residential, multi-family residential, neighborhood office, neighborhood commercial, institutional, and active recreation. Such plans require the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points. The ability to provide a sound design of such complexity will require the use of detailed neighborhood plans. These plans should be developed, reviewed, and adopted by the City Plan Commission and Common Council as a component of this Comprehensive Plan. Such planning would generally be conducted with the property owner or significant development interest.

The result of this detailed planning and design process will be new neighborhoods that capture much of the charm and unique character of the best historic neighborhoods in the community—with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes, and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ “cookie cutter” street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-

grained land use pattern with careful aesthetic planning is one of the critical factors in maintaining and enhancing the quality of life in the City.

### ***B. North***

The northern periphery of the community, from Lake Michigan to STH 42 and north of the Pigeon River, is generally planned as a high-quality single-family detached neighborhood. This is one of only two areas around the City's current limits where substantial residential development is possible. In the largely vacant areas along CTH 15 and east of North 40<sup>th</sup> Street, some areas are appropriate for Planned Neighborhood development.

The exceptions to the single-family pattern are located in the Town of Sheboygan where a large area has been approved for multi-family, industrial and highway commercial uses in the North 40<sup>th</sup> Street corridor. The quality of this development is uneven, and more related to the individual project than to zoning standards or community character planning. Unfortunately, with a few exceptions, the quality of this development does not approach that of the single-family development in the area. Where new development occurs under City zoning and project review, this higher level of quality will be attained.

This Plan recommends the long-term maintenance of agricultural and related rural development patterns within the adjacent portions of the Town of Mosel. West of IH 43, this Plan recommends the continuation of established development patterns as approved by the Town of Sheboygan.

### ***C. Northwest***

The northwestern periphery of the community, from STH 42 to STH 23 and north of the Pigeon River, is generally planned as a high-quality mixture of single-family detached development with some two-family development (shown as the Neighborhood Residential land use category). This recommendation echoes the current zoning pattern established by the City and Town of Sheboygan. This area is largely developed, with infill development opportunities focused east of North 40<sup>th</sup> Street, and platting opportunities located between 40<sup>th</sup> and IH 43. The planning of new development abutting the Interstate is critical, and challenging. Creative site design that responds to existing topography and vegetation is crucial.

The exceptions to the residential development pattern are located in the Town of Sheboygan where a large area has been approved for multi-family, industrial and highway commercial uses in the STH 42 corridor. As discussed above, the quality of this development is uneven, and more related to the individual project than to zoning standards or community character planning. Unfortunately, with a few exceptions, the quality of this development does not approach that of the single-family development in the area. Where new development occurs under City zoning and project review, this higher level of quality will be attained.

West of IH 43, this Plan recommends the continuation of established development patterns as approved by the Town of Sheboygan.

***D. Southwest***

The southwestern periphery of the community is located from Georgia Avenue south to CTH EE, east to South Business Drive, and west to IH 43. This area is generally planned as a high-quality mixture of Planned Neighborhood, Suburban Office, and Suburban Industrial development along Taylor Drive, and a mixture of high quality Suburban Industrial and Suburban Commercial development west of South Business Drive. This recommendation echoes the current zoning pattern established by the City. This area is largely developed, with infill development opportunities focused along the IH 43 corridor, and in the southern portions of this area. The planning of new development abutting the Interstate is critical, and challenging. Creative site design that responds to existing topography and vegetation is crucial. This is the key economic development sector for the City in the next five years.

***E. South***

The southern periphery of the community is located between IH 43 and Lake Michigan, south of Weeden Creek Road (CTH EE). This area is generally planned as a high-quality mixture of Single-Family Residential and Planned Neighborhood (with TND potential) development east of South Business Drive. Along South Business Drive, a mixture of high-quality Suburban Commercial and Suburban Industrial development is proposed – focused along the planned southward extension of Taylor Drive. The planning of new development abutting the Interstate is critical, and challenging. Creative site design that responds to existing topography and vegetation is crucial. This is the key economic development area for the City and County region in the next five to 15 years.

This Plan also recommends that the City establish a firm edge in this sector that recognizes the integrity of established and emerging single-family neighborhoods in the Town of Wilson located generally along and east of the CTH V and KK corridors. This recommended edge is depicted by the distinction between the Single-family and Planned Neighborhood designations on the Planned Land Use Map.

***F. Far Southwest***

Finally, this Plan recommends that the City of Sheboygan make long-term plans to expand west of IH 43 between CTH EE and the CTH V corridor. This is the only large area available for long-term growth by the City. As established earlier in this Plan, the ability for long-term expansion is critical to the economic health of the City, and thereby to the region as a whole.

Within this southwest area, development is generally planned to be of high quality Suburban Office, Suburban Commercial, and Suburban Industrial development – based in part on existing zoning patterns in the Town of Wilson – with a large area of high quality Planned Neighborhood Development located on both sides of CTH A, northward to CTH EE and southward to CTH V. The planning of new development abutting the Interstate is critical, and challenging. Creative site design that responds to existing topography and vegetation is crucial. This is the key economic development sector for the City in the next 15 to 25 years.

**4. Growth Phasing Plan**

Table 15 shows the projected acreage needed for development in five-year increments. The Growth Phasing Plan Map shows where future growth is anticipated based roughly on these projected needs by five-year increments. Actual growth phasing may not match these estimates.

**Table 17: Projected Acreage Needed for Development**

Year	Projected Population per HH <sup>1</sup>	Projected Population <sup>2</sup>	Projected Housing Units <sup>3</sup>	Additional Housing Units Needed <sup>4</sup>	Additional Residential Acres Needed <sup>5</sup>	Additional Total Acres Needed <sup>6</sup>
2000	2.26	51,305	22,675	0	0	0
2005	2.20	52,137	23,649	974	195	1170
2010	2.15	52,983	24,640	991	198	792
2015	2.11	53,842	25,483	842	168	672
2020	2.07	54,716	26,454	971	194	776

<sup>1</sup> From official state population projections  
<sup>2</sup> Plan Population Projections (see Part III.B.1 Population Projections and Forecasts)  
<sup>3</sup> Population projection ÷ population per household  
<sup>4</sup> Additional housing units needed for 5-year period  
<sup>5</sup> Additional residential acres needed for 5-year period (assumes average density of 5 du/acre)  
<sup>6</sup> Assumes acreage multiplier of 4X (2X for non-residential development and 2X for land development flexibility; 3X for land development flexibility in 2000-2005)

**Year 2000+**

Based on projected population and employment growth, as well as planned municipal service expansion, short-term

neighborhood development is anticipated to occur in areas immediately adjacent to the City’s current sewer and water service boundaries. Short-term residential growth will likely occur to the north and south of the City, and as infill development within the current City limits. This growth phase includes approximately 1,235 acres of vacant, developable land.

**Year 2005+**

After 2005, neighborhood development will continue to expand to the north and south, with a small area of potential development southwest of the City along CTH A. This growth phase, as shown on Map 8, includes approximately 855 acres of vacant, developable land.

**Year 2010+**

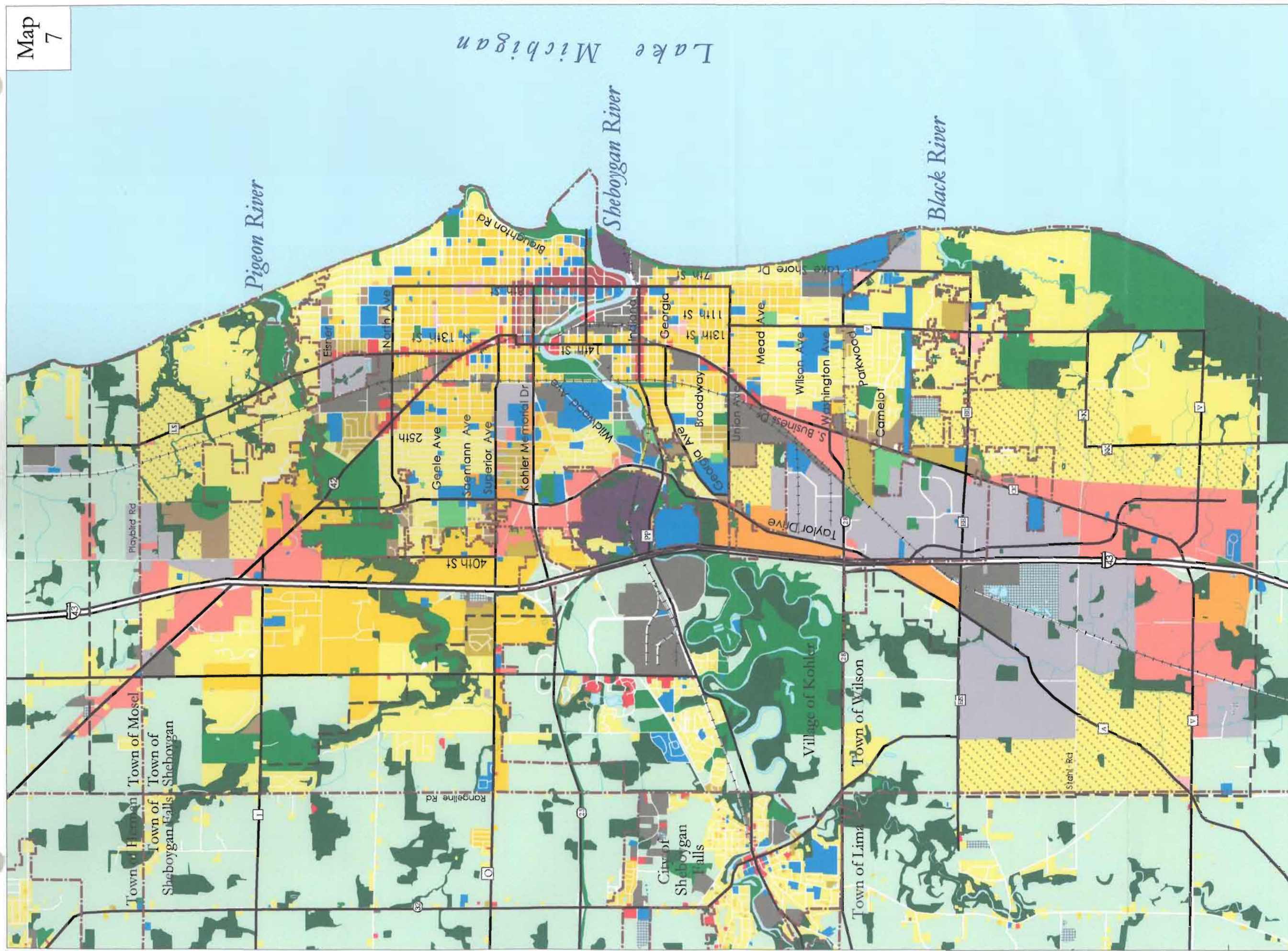
Beyond the year 2010, neighborhood development will continue south in the area of CTH KK, with a smaller area of potential development to the southwest along CTH A. This growth phase, as shown on Map 8, includes approximately 671 acres of vacant, developable land.

**Year 2015+**

In the long-term, beyond 2015, it is anticipated that neighborhood development will continue to expand mostly to the south and southwest along CTH V and A. This growth phase, as shown on Map 8, includes approximately 604 acres of vacant, developable land.

**Regional Development Areas**

In addition to the neighborhood development zones described above, Map 8 shows additional areas labeled “Regional Development Area” or “RDA”. These areas are anticipated to develop in commercial, industrial, and office uses that are regional in nature, rather than serving local needs. The pace of growth in these areas is more dependent on regional and national economic trends rather than being linked to projected population growth in the City. Therefore, these areas are treated separately and the phasing of these areas will vary based on regional development factors.



# City of Sheboygan Comprehensive Master Plan Land Use Plan

August 1, 2000

Sources: City of Sheboygan, Sheboygan County.

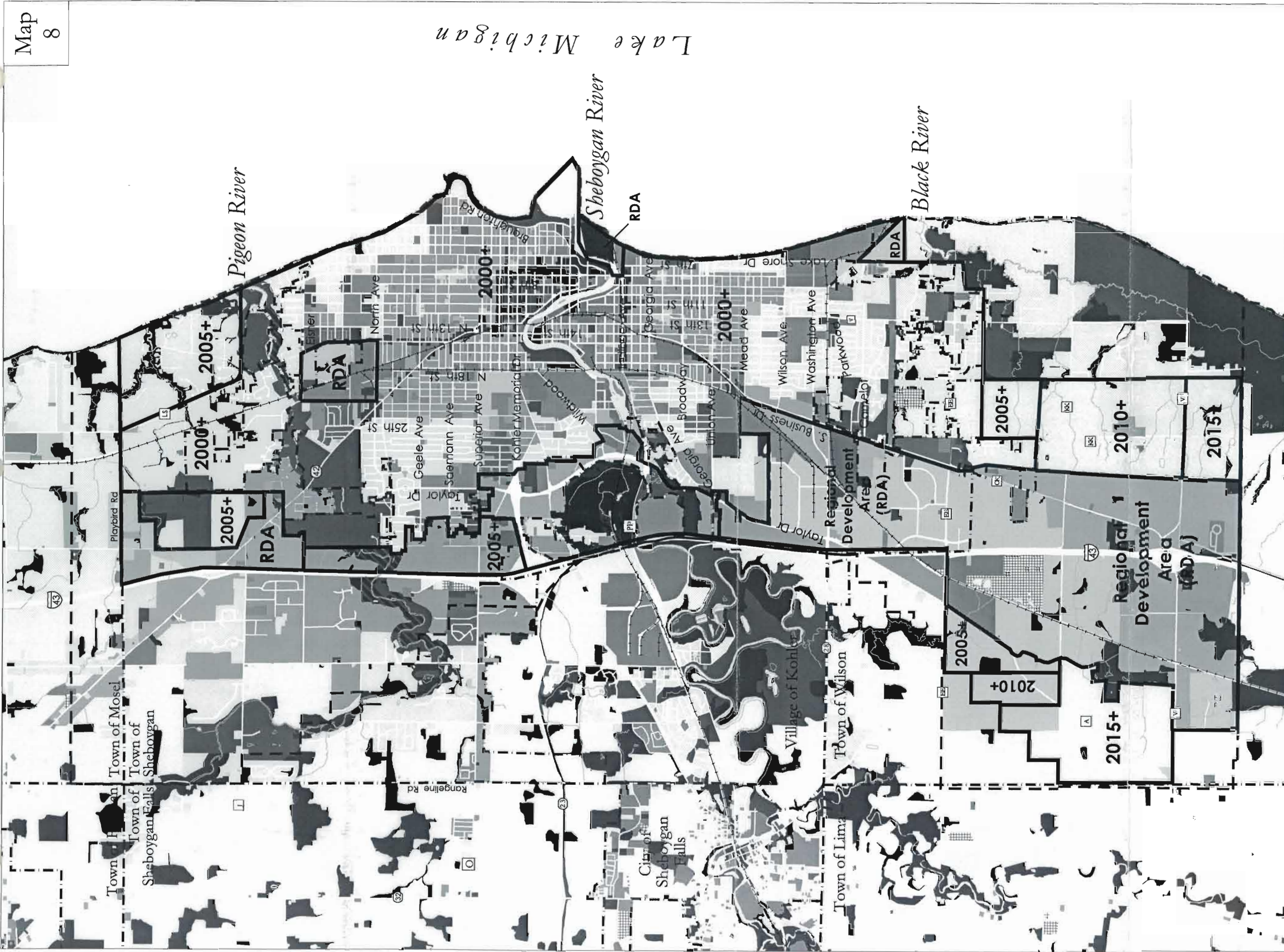
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Sheboygan, WI 53081  
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	Agriculture/Rural		Central Commercial
	Single Family Residential		Suburban Industrial
	Neighborhood Residential		Urban Industrial
	Mixed Residential		Heavy Industrial
	Urban Residential		Landfill/Extraction
	Planned Neighborhood		Institutional
	Neighborhood Office		Active Recreation
	Suburban Office		Passive Recreation
	Neighborhood Commercial		Environmental Corridor
	Suburban Commercial		Planned Public Acquisition
	Urban Commercial		Planned Mixed Use

- Detailed Planning Area
- Municipal Boundaries
- Railroad
- Road Right of Way



Lake Michigan



City of Sheboygan Comprehensive Master Plan  
Growth Phasing Plan

August 1, 2000

Sources: City of Sheboygan, Sheboygan County.

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2000 Lakeside Street  
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Tel: 920-926-1234  
Fax: 920-926-1234



- Detailed Planning Area
  - Municipal Boundaries
  - Railroad
  - Road Right of Way
  - 2000+ Growth Phasing
  - RDA
  - Regional Development Area
- |                           |                            |
|---------------------------|----------------------------|
| Agriculture/Rural         | Central Commercial         |
| Single Family Residential | Suburban Industrial        |
| Neighborhood Residential  | Urban Industrial           |
| Mixed Residential         | Heavy Industrial           |
| Urban Residential         | Landfill/Extraction        |
| Planned Neighborhood      | Institutional              |
| Neighborhood Office       | Active Recreation          |
| Suburban Office           | Passive Recreation         |
| Neighborhood Commercial   | Environmental Corridor     |
| Suburban Commercial       | Planned Public Acquisition |
| Urban Commercial          | Planned Mixed Use          |

## ***D. TRANSPORTATION PLAN***

The transportation element of this Comprehensive Master Plan is designed to facilitate the implementation of safe and efficient multi-modal traffic by supplementing major arterial improvements with improvements to local roads; by guiding the reservation of future rights-of-ways; and by guiding development towards transit-friendly land use patterns, development intensities, and site designs.

The Transportation Plan Map follows this Section. The Transportation Plan Map recommends right-of-way widths for future road expansions and proposed new roads. It's important to remember that actual expansion of the road may not occur for many years. However, the City should work to acquire through dedication or purchase additional right-of-way width well in advance of actual need. As a first step, the City should amend its official map to reflect recommended rights-of-way in the Transportation Plan Map. It should then use the Official Map to obtain additional right-of-way, particularly when new developments (e.g., subdivisions) are proposed. Unlike many other Wisconsin Cities, Sheboygan is not in a mode of strong expansion. Therefore, the transportation recommendations of this Plan are limited to only a few important recommendations.

### ***1. Arterial Highways***

This Plan recommends that the City seek the potential to expand several state and county highway routes to a full 100 foot right-of-way width, as opportunities present themselves. These routes include:

- CTH LS to STH 42
- STH 42
- CTH Y west of IH 43
- STH 23 to 14<sup>th</sup> Street
- CTH A west of IH 43
- STH 28 east of IH 43
- CTH EE
- CTH KK
- CTH V
- CTH J
- South Business Drive to Indiana Avenue
- Superior Avenue

## **2. Collector Roads**

This Plan also recommends the extension or improvement of several collector roads in the Planning Area. These include:

- An east-west collector street linking CTH LS with North 40<sup>th</sup> Street between Playbird Road and the Pigeon River per the Detailed SATP Plan,
- Portions of 14<sup>th</sup> Street, South 18<sup>th</sup> Street, South Business Drive and STH 42 per the Detailed SATP Plan,
- Taylor Drive south extended across CTH KK, CTH OK and CTH VV generally parallel with IH 43 as a 100 foot wide right-of-way,

Bay-Lake Regional Planning Commission will test this extension in their travel demand forecast model as the *Year 2025 SATP* is prepared. They will also retest this extension in the travel demand forecast model as the *Year 2030 SATP* is prepared between 2003 and 2005. Ultimately, the MPO advisory committees and the Commission will need to approve the inclusion of this extension in the SATP if it is to qualify for federal funding.

- Taylor Drive north studied for an extension across the Pigeon River to STH 42 as a 100 foot wide right-of-way.

Northward extension of Taylor Drive between North Avenue and STH 42 has been in the City Transportation Plan since the 1940's. An extension of Taylor Drive in this area would require a crossing of the Pigeon River Corridor, which, because of steep slopes, wetlands, and flood plains, is a sensitive natural area. Travel demands for this connection is high and without it traffic is diverted onto residential collectors, like North Avenue for distances substantially greater than travel on an extended Taylor Drive would require. This Plan recommends that the extension of Taylor be studied in a variety of alignments and cross-section configurations to consider alternative ways of balancing transportation and environmental objectives. This study should also evaluate alternative routes for meeting this travel demand.

Bay-Lake Regional Planning Commission has hired Wilbur Smith Associates of Chicago to complete the North Side Traffic Circulation Study. Recommendations from that study will be incorporated into the *Year 2025 SATP* required to be completed by late 2002. Placement of this extension in the Comprehensive Plan in and of itself does not imply that the MPO will ultimately place this extension in any future edition of the Sheboygan Area Transportation Plan.

## **3. Local Roads**

No specific local road improvements or extensions are recommended as part of this Plan. Decisions to improve or extend local roads will be made on a case by case basis at time of detailed neighborhood planning, zoning, land division or site plan approval.

#### **4. *Other Important Roadway Improvements***

No other roadway improvements are recommended as part of this Plan.

#### **5. *Pedestrian and Bicycle Facilities***

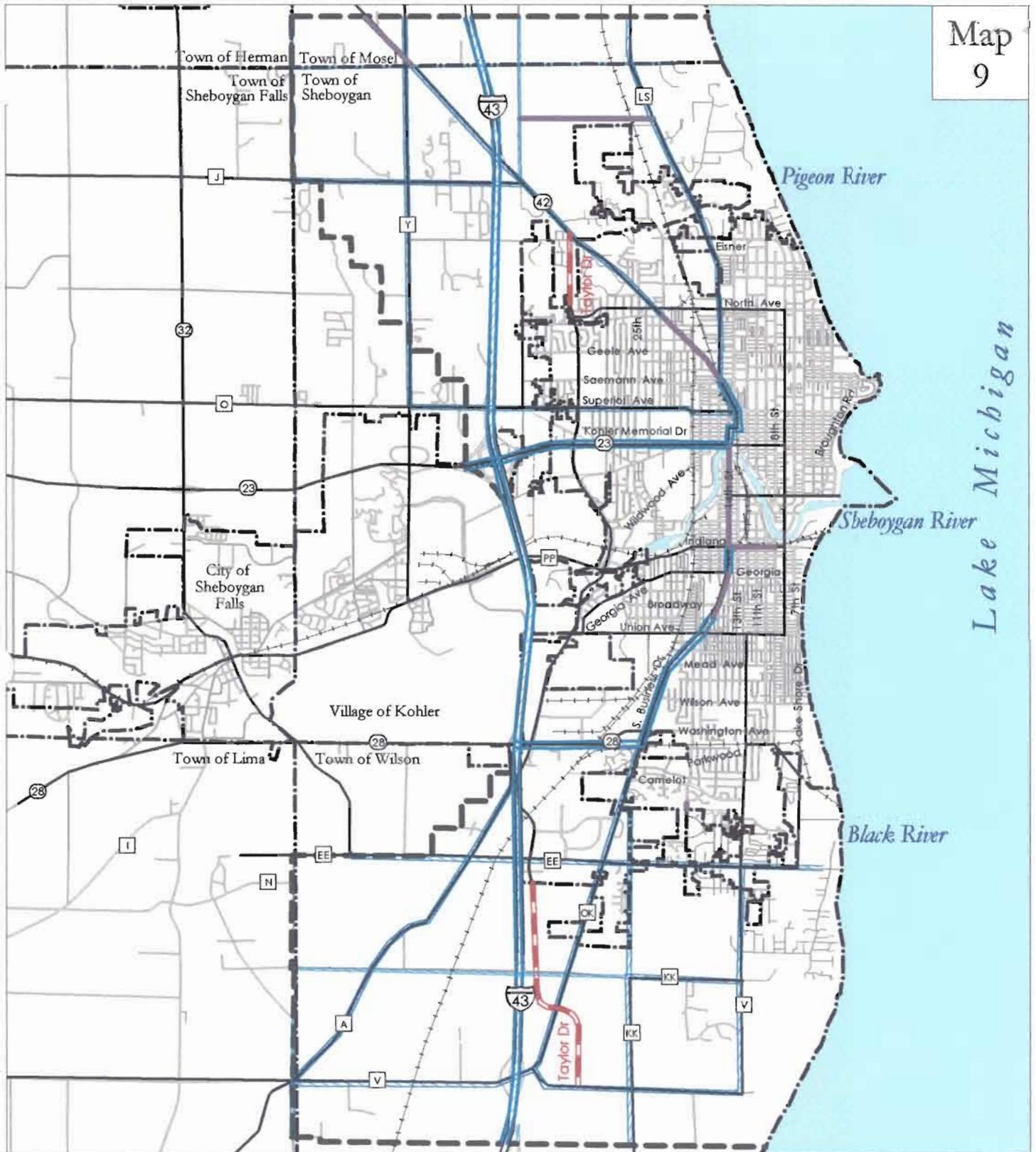
This Plan recommends the extension of the City's pedestrian and bicycle trail network along both the Pigeon and Sheboygan River corridors. A detailed map of this Plan is presented following the Community Facilities Plan Map. Additional trail connections that complete both the north and south side trail loops are also shown on the Community Facilities Map, as are a few enhanced pedestrian routes within the Southside Neighborhood, as depicted on the Southside Neighborhood Plan Map.

The City should continue to require appropriate pedestrian and bicycle facilities through the land division, zoning and site plan review processes – particularly for major employment and shopping areas. Most importantly, these include the need to provide safe and convenient travel routes, transit stops and bike parking areas as a key and basic part of the site plan, rather than as an afterthought.

#### **6. *Transit and Demand Management Facilities and Services***

Many of the users of the transit system are “transit-dependent” (i.e., public transit is their only available mode of transportation). Future changes not only in the transportation system, but also in land use patterns and urban form, could have significant ramifications for the mostly young, poor, elderly, or disabled persons many of whom rely exclusively on the transit system. The main impact will be extending routes, and thereby, lengthening service times. New shelters are planned for the 2000 to 2001 period.

Specific plans for demand management facilities are not made by this Plan. However, the City should plan to integrate park and ride lots into the interchange areas along IH 43, in conjunction with County, Regional and State planners.



# City of Sheboygan Comprehensive Plan Transportation Plan




August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data, City of Sheboygan, SATP Plan.

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1 0 1 Miles

 Detailed Planning Area  
 Municipal Boundaries  
 Railroad

Transportation Classifications

-  Planned Per Detailed Plan
-  Expand Per Detailed Plan
-  Planned 100'
-  Expand to 100'
-  Planned 80'
-  Expand to 80'
-  Per Detailed SATP Plan

## ***E. UTILITIES AND COMMUNITY FACILITIES PLAN***

The community facilities element of this Plan is designed to provide an overview of the implications of the recommended land use pattern and transportation network on the full range of community facilities.

Recommendations are depicted on the following Community Facilities Plan Map. More detailed planning will be required to refine these broad recommendations as opportunities or needs for community facility development appear. As with transportation facilities, the City of Sheboygan's relatively slow pace of growth does not create the need for extensive new public facilities within the planning period.

### ***1. Utilities Plan***

The utilities element of this Comprehensive Plan is designed to provide an overview of the implications of the recommended land use pattern and transportation network on the full range of community utilities. More detailed planning will be required to refine these broad recommendations as opportunities or needs for utility facility development appear. This effort is complicated by population growth uncertainty.

#### ***A. Sanitary Sewer***

Extension of sanitary sewer lines into all areas of planned growth can be readily accomplished by efficient gravity service and limited lift station development. The most challenging aspect of this Plan for sanitary sewers will be to expand the system west of IH 43 in the southwestern growth area.

#### ***B. Public Water***

The City's public works facilities are well-equipped to serve all existing and planned development through the planning period.

#### ***C. Stormwater Management***

Substantial new stormwater management facilities are needed. Many are required as retrofit solutions in already well-developed areas. The following Community Facilities Plan Map depicts the most important of these facilities, as summarized from the City's detailed Stormwater Management Plan. The most important of these facilities include basins in the following general locations:

- CTH LS and North Avenue
- Geele and 30<sup>th</sup>
- Superior and 23<sup>rd</sup>
- South Business Drive and Washington
- STH 28 and the railroad

- A cluster of basins near South Business Drive and Behrens Parkway, and
- Both east and west of CTH OK south of CTH EE in the vicinity of Fox Ridge.

## **2. Community Facilities**

### **A. Park and Recreation Facilities**

The park and recreation facility recommendations of this Plan are strongly based on enhancing the existing Park and Open Space Plan. Park facilities are shown on the Existing and Planned Land Use Maps.

The major additional recommended park facility in this Plan is the extension and completion of the planned trail network along the Pigeon and Sheboygan Rivers, and the completion of a northside and southside trail loop linking these river trail segments with a lakefront trail on the east, and a new rail corridor trail in the west. A final east west trail link is proposed along the Alliant Energy Transmission corridor between the rail line and Lake Shore Drive. This extensive planned network, as well as existing trails, is shown on the following Community Facilities Plan Map. An enlargement of the Pigeon River and Sheboygan River segments is presented following the Community Facilities Plan Map.

Implementing this system will require substantial property and easement acquisition. The use of required dedications and improvements tied to zoning, land division and site plan review processes will be essential in keeping acquisition and improvement costs as low as possible.

The proposed South Pier Park is located at the tip of the peninsula on the south side of the Sheboygan River. The park will serve the Planned Mixed Use development just east of the park location.

The substantial areas identified for park land acquisition along these corridors is the presented on the two Community Facilities Plan Maps. The majority of this acquisition activity will be required along the Pigeon River corridor.

### **B. Other Municipal Facilities**

The combination of community growth and the City's role as the primary provider of emergency services in the County has led to the current need for an additional emergency services facility (3 fire bays plus 1 EMS bay with a potential police sub-station on about 2 acres) on the south side of the community. Ideally, this facility would be located near the intersection of Marvery Road and 18<sup>th</sup> Street, and would serve both the established far south area of the community, as well as substantial potential non-residential development around the IH 43 interchange with CTH EE. In the long-range, an additional similar facility may be needed south of the intersection CTH KK and South Business Drive to serve the area that will be developing around the IH 43 interchange with CTH V.

The City should address the continued and growing inadequacy of the City Hall / Police Facility. Accommodations for these services are both undersized and outmoded. This will be an expensive and complicated undertaking. However, experience has demonstrated that where

communities have the fortitude to address this challenge, and where they respond with quality, long-lasting urban architecture in downtown locations that are specifically designed for specialized municipal uses, such investments become a source of civic pride and security.

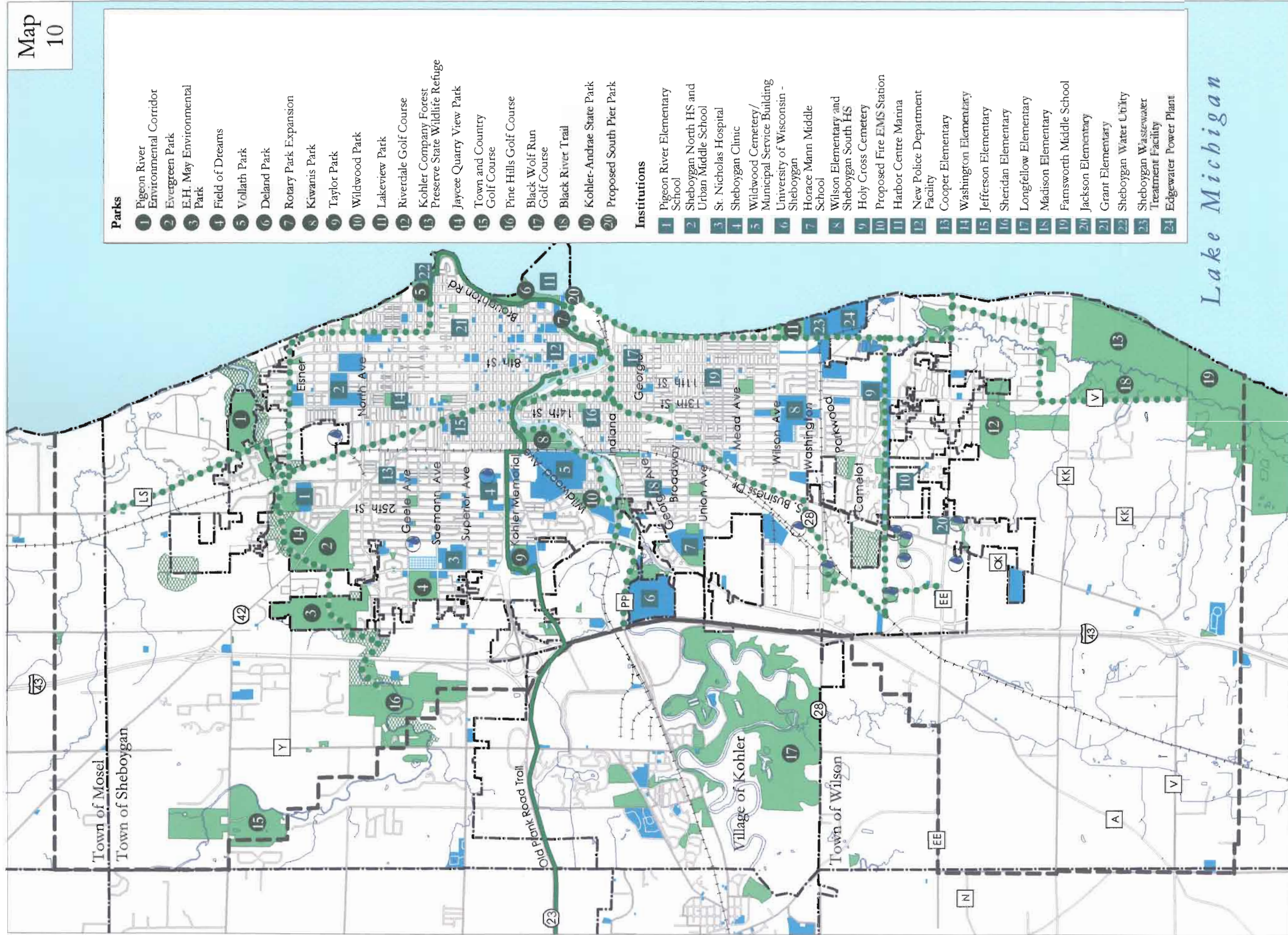
If the Police operations can be relocated to a new downtown facility, the City Hall could be rehabilitated with appropriate fixtures and furnishings.

The City must continue to make progress on expanding the Municipal Services Building and demolishing the existing incinerator facility.

The City should also make upgrades to the Taylor Hill reservoir, invest in a new water facility near Racetrack Road, and provide for a public water main loop on the north side of the community.

### ***C. Public School Facilities***

The School District will be carefully tracking enrollment in its north side elementary schools, where growth pressures appear to be strongest, and making up for shrinking average family size. However, at this time, no significant school expansions or new facilities are anticipated or recommended.



**Parks**

- 1 Pigeon River Environmental Corridor
- 2 Evergreen Park
- 3 E.H. May Environmental Park
- 4 Field of Dreams
- 5 Vollaith Park
- 6 Deland Park
- 7 Rotary Park Expansion
- 8 Kiwanis Park
- 9 Taylor Park
- 10 Wildwood Park
- 11 Lakeview Park
- 12 Riverdale Golf Course
- 13 Kohler Company Forest Preserve State Wildlife Refuge
- 14 Jaycee Quarry View Park
- 15 Town and Country Golf Course
- 16 Pine Hills Golf Course
- 17 Black Wolf Run Golf Course
- 18 Black River Trail
- 19 Kohler-Andrae State Park
- 20 Proposed South Pier Park

**Institutions**

- 1 Pigeon River Elementary School
- 2 Sheboygan North HS and Urban Middle School
- 3 St. Nicholas Hospital
- 4 Sheboygan Clinic
- 5 Wildwood Cemetery/Municipal Service Building
- 6 University of Wisconsin - Sheboygan
- 7 Horace Mann Middle School
- 8 Wilson Elementary and Sheboygan South HS
- 9 Holy Cross Cemetery
- 10 Proposed Fire EMS Station
- 11 Harbor Centre Manna
- 12 New Police Department Facility
- 13 Cooper Elementary
- 14 Washington Elementary
- 15 Jefferson Elementary
- 16 Sheridan Elementary
- 17 Longfellow Elementary
- 18 Madison Elementary
- 19 Farnsworth Middle School
- 20 Jackson Elementary
- 21 Grant Elementary
- 22 Sheboygan Water Utility
- 23 Sheboygan Wastewater Treatment Facility
- 24 Edgewater Power Plant

City of Sheboygan Comprehensive Plan  
Community Facilities Plan

August 1, 2000

Sources: U.S. Bureau of the Census TIGER/Line 1995 data, City of Sheboygan.

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- Detailed Planning Area
- Municipal Boundaries
- Railroad
- Existing Trails
- Proposed Trails
- Stormwater Management Areas
- Existing Parks
- Proposed Parks
- Existing Institutions
- Proposed Institutions

Lake Michigan

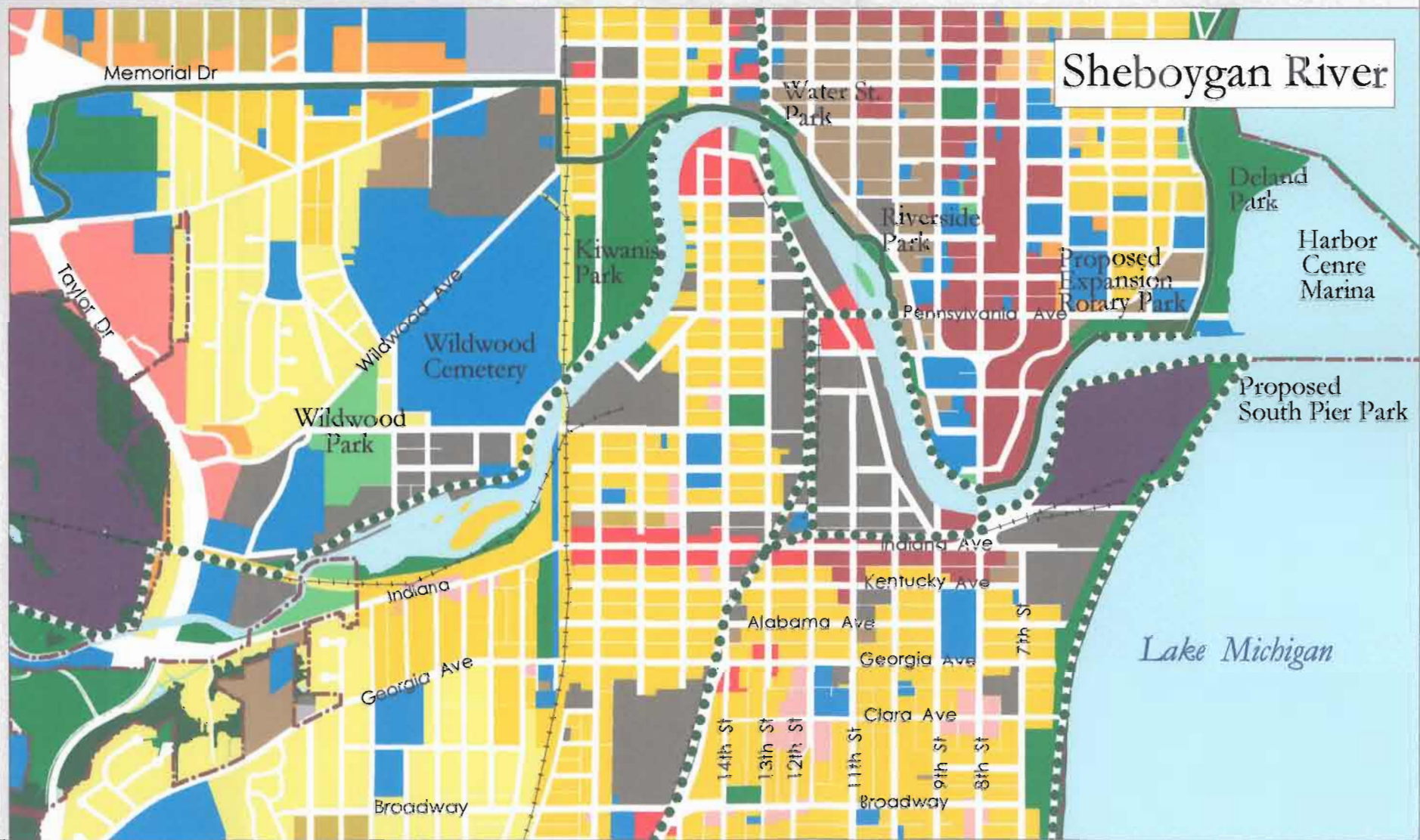
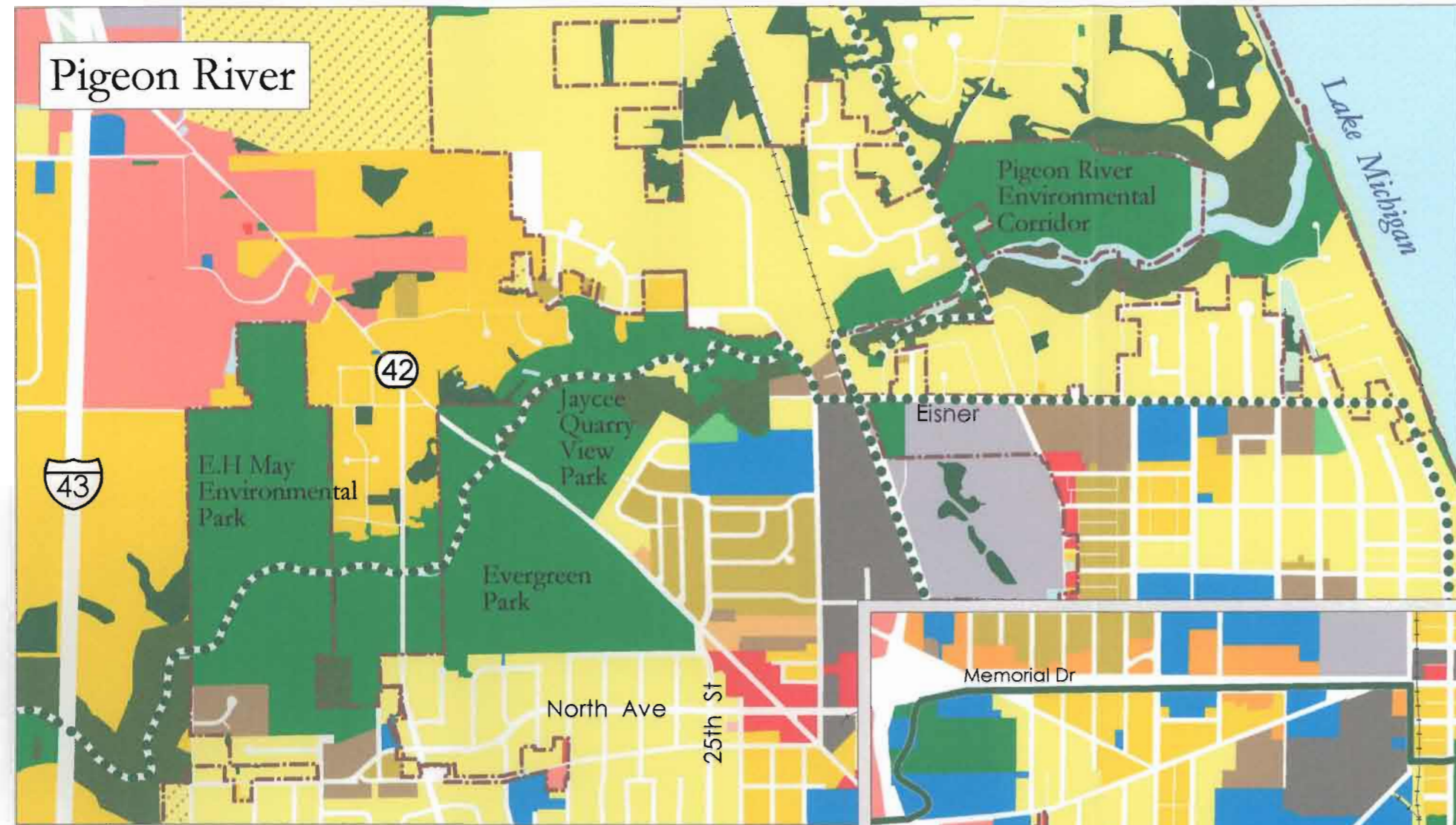
# Pigeon and Sheboygan River Corridors

August 1, 2000

Sources: City of Sheboygan, Sheboygan County.

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 120 East Lakeside Street  
 Madison, Wisconsin 53715  
 608/255-3988 • 608/255-0814 fax  
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Map  
 11



1000 0 1000 2000 Feet  
 Scale applies to both maps.

Existing Trails  
 Proposed Trails  
 Detailed Planning Area  
 Municipal Boundaries  
 Railroad  
 Road Right of Way

Planned Land Use

Agriculture/Rural	Suburban Industrial
Single Family Residential	Urban Industrial
Neighborhood Residential	Heavy Industrial
Mixed Residential	Landfill/Extraction
Urban Residential	Institutional
Planned Neighborhood	Active Recreation
Neighborhood Office	Passive Recreation
Suburban Office	Environmental Corridor
Neighborhood Commercial	Planned Public Acquisition
Suburban Commercial	Surface Water
Urban Commercial	Planned Mixed Use
Central Commercial	



## ***F. HOUSING PLAN***

### ***1. Projected Housing Needs***

Projecting future housing needs in Sheboygan is based on population forecasts and the estimated average household size in the community by the year 2020. Based on the population projection presented in this Plan (54,716 residents by the year 2020) and a projected average household size of about 2.1, the City of Sheboygan will need to accommodate an estimated 26,454 total housing units in the year 2020. This represents an increase of 1,911 units from the 2000 total housing estimate of 22,675.

The Planned Land Use Map designates more than enough land for residential development to accommodate the City's projected housing needs over the planning period. However, this Plan recognizes that not all of the open, developable land in the City's surrounding area will develop to full build-out capacity over the next 20 to 25 years. Furthermore, allocating more developable land than needed is a common planning practice as it discourages the opportunity for just a few developers to acquire a majority of parcels within the proposed growth areas.

### ***2. Housing Balance Plan***

The City should attempt to ensure that the historic balance between owner-occupied housing (approximately 70 percent) and rental housing (approximately 30 percent) remains stable. This is important to retain the community's existing character. To implement this important objective, the City should ensure that any new two-family or multi-family residential development is based on a Detailed Neighborhood Plan that pre-identifies an appropriate mixture and arrangement of areas for single-family, attached single-family, two-family and both small-scale and mid-scale multi-family housing development.

The Planned Neighborhood provisions of this Plan are designed to promote a balance of residential dwelling types and to provide sound housing for a full range of income levels.

### ***3. Affordable Housing/Rehabilitation Programs***

The City should continue to support programs that provide affordable housing to low-income and moderate-income families in the community. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families, home mortgage and improvement loans from WHEDA, and home repair grants from the USDA.

The City of Sheboygan uses continuum of care strategies for a comprehensive housing program. The strategies include:

- Partnerships with Transitional Housing to address persons with short-term emergency and crisis housing needs
- Rental Security Deposit assistance
- Lot acquisition in conjunction with Habitat for Humanity
- Downpayment assistance
- Equity-building program

The Planned Neighborhood provisions of this Plan are designed to promote a balance of residential dwelling types and to provide sound housing for a range of income levels.

More detail on existing and potential programs is found in the “2000-2004 Consolidated Plan (February 2000)”.

## ***G. ECONOMIC DEVELOPMENT PLAN***

### ***1. Brownfield Redevelopment***

Brownfield sites provide a tremendous opportunity to engage public and private funding sources in a plan for long-term economic development. Still, brownfield redevelopment can present complicated problems. Brownfields are more than a public health and environmental issue. In many communities, brownfields pose a number of economic development constraints such as lowering surrounding property values and contributing to a neighborhood's blighted condition. Successful redevelopment of brownfields can revitalize older neighborhoods and increase local tax revenue. Brownfield redevelopment is also an effective growth management tool, attracting business development back into areas where municipal services are already provided rather than on undeveloped lands (e.g., farmland) at a community's edge.

In Sheboygan, there are several opportunities for brownfield redevelopment. Redevelopment strategies for each brownfield are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin.

### ***2. Economic Development Programs***

The City of Sheboygan's existing economic development programs have been very successful. Unemployment is at an historic low. There is also a high demand for sites in the Business Center/Industrial Park. Based on these successes, it is recommended that these existing programs continue into the future. These programs include:

- Regional Office and Industrial Development
- Regional Shopping Development
- Regional Tourism Development
- Downtown Redevelopment
- Sign Grant Program
- Historic Preservation Grant Program
- Economic Development Loan Program

This Plan also encourages the City to facilitate a stronger working relationship with older neighborhoods to support local businesses and continuing education/training for neighborhood residents.

## ***H. OTHER SPECIAL PLANS***

### ***1. Detailed Neighborhood Plans***

Detailed neighborhood plans are intended to pre-identify an appropriate mixture and arrangement of areas for single-family, attached single-family, two-family, and both small-scale and mid-scale multi-family development, as well as areas most appropriate for institutional uses such as schools, churches, and child-care facilities; recreational uses; stormwater management facilities; and neighborhood-oriented office and commercial uses. These plans also establish the collector road network and recreational trail network, as well as access control restrictions onto collector and arterial routes. Finally, these plans are intended to establish provisions for general aesthetic objectives and environmental protection.

The best time to design and adopt such a plan is as the City is doing detailed planning for infrastructure extensions into developing areas. Once adopted, detailed neighborhood plans should be used by the City Plan Commission and Common Council to guide zoning and subdivision decisions, related details of annexation agreements, and other related matters. Where a development interest seeks substantial variation from an adopted neighborhood plan, the developer should be required to provide a redesigned plan for the entire neighborhood that demonstrates that the desired balance of land uses, transportation concerns, recreation concerns, community facility concerns, environmental protection concerns, and stormwater management concerns is still accomplished – and if possible improved upon—in the revised plan. Where these objectives are not clearly demonstrated, the City should reject the proposed changes and continue to review development proposals based on the adopted neighborhood plan.

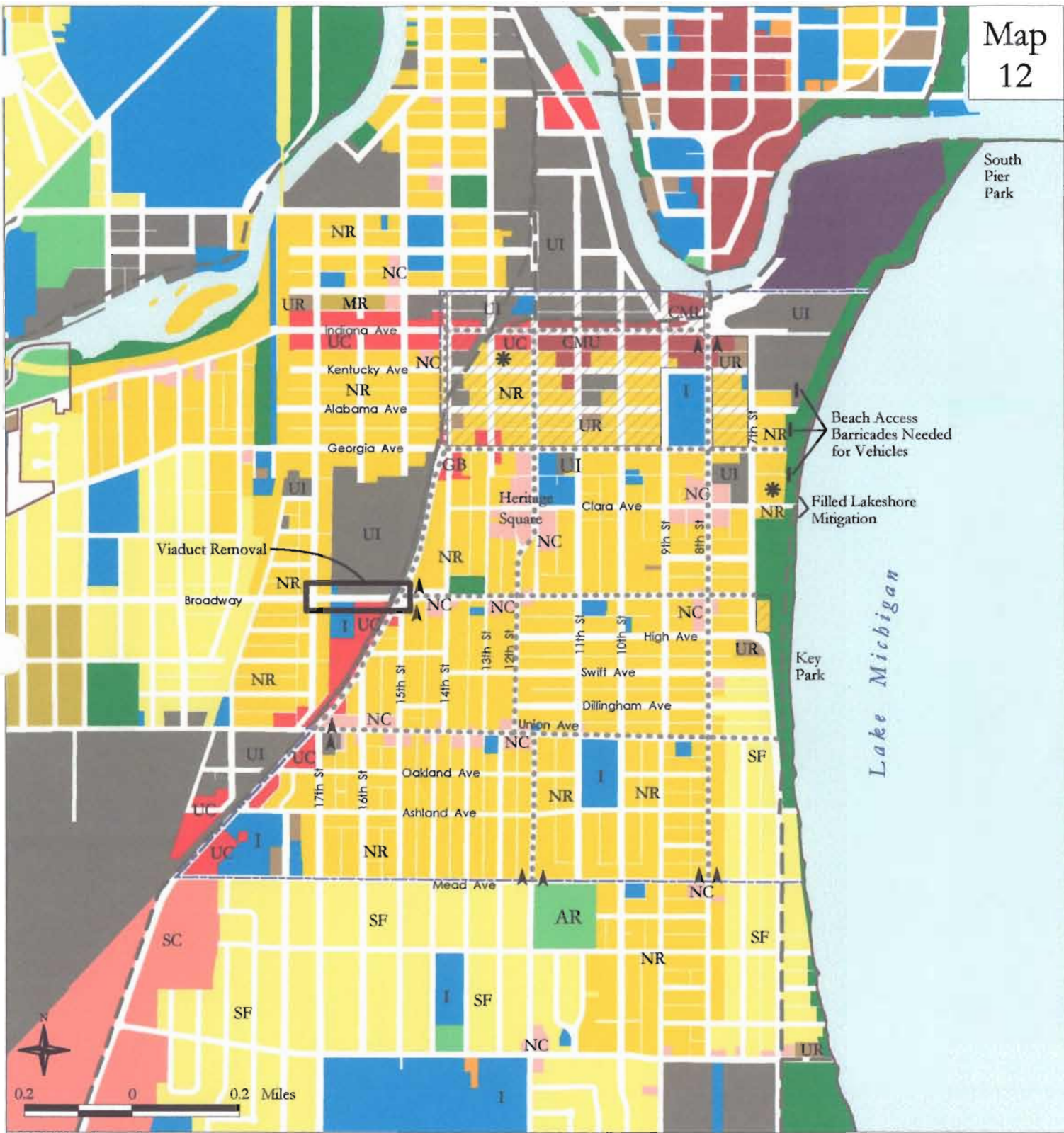
### ***2. Southside Neighborhood Plan***

The Southside Neighborhood Planning Area is bounded on the west by South Business Drive, on the east by Lake Michigan, on the north by Illinois Avenue, and on the south by Mead Avenue. Neighborhood Residential is the prominent type of development recommended for this area. A more coherent pattern of Central Mixed Use development is recommended along Indiana Avenue. It is essential that this major gateway within the neighborhood be held to the highest standards for Central Mixed Use development as this will be one of the key areas linked to the community character image of the neighborhood. It will also be important to provide adequate buffering to preserve and enhance the character of the area, particularly related to the abutting General Industrial properties to the north. Two areas of redevelopment are indicated on the map, one at the intersection of Kentucky Avenue and 13<sup>th</sup> Street, the other at the intersection of Clara Avenue and 7<sup>th</sup> Street. Pockets of Neighborhood Commercial are also recommended throughout the Planning Area. The stability of Heritage Square at the intersection of Clara Avenue and 12<sup>th</sup> Street is essential in anchoring neighborhood around a key central location, as well as providing the neighborhood with a strong sense of community character.

The Key Community Corridors recommended for the Streetscape Program are 8<sup>th</sup> Street, 12<sup>th</sup> Street, South Business Drive, Union Avenue, Broadway Avenue, Georgia Avenue, and Indiana Avenue. Neighborhood Entrance Features should be located at the intersections of Mead Avenue with 8<sup>th</sup> Street and 12<sup>th</sup> Street; South Business Drive with Union Avenue and Broadway Avenue; and the intersection of Indiana Avenue and 8<sup>th</sup> Street. Indiana Avenue and 8<sup>th</sup> Street, and especially their intersection is the key southern entrance into the downtown. It is essential that this entrance area is maintained and established as a key neighborhood location. A Building Maintenance Focus Area is recommended for the area bounded by Illinois Avenue, 7<sup>th</sup> Street, Georgia Avenue, and South Business Drive. Also included in this

Focus Area is the Neighborhood Residential located east of 7<sup>th</sup> Street at its intersection with High Avenue.

In order to maintain the momentum this plan will create in this neighborhood, City involvement in the establishment and continuation of one or more neighborhood associations within the neighborhood will be important. These associations will be a significant factor in the establishment and the maintenance of the neighborhood's community character.



# City of Sheboygan Comprehensive Master Plan Near Southside Neighborhood Land Use Plan

August 1, 2000  
Sources: City of Sheboygan,  
Sheboygan County.

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- Redevelopment Recommended
- Neighborhood Entrance Feature
- Key Community Corridors - Streetscape Prgm
- Trail Corridor
- Neighborhood Plan Boundary
- Building Maintenance Focus Area

- Agriculture/Rural
- Single Family Residential
- Neighborhood Residential
- Mixed Residential
- Urban Residential
- Planned Neighborhood
- Neighborhood Office
- Suburban Office
- Neighborhood Commercial
- Suburban Commercial
- Urban Commercial
- Central Mixed Use
- Suburban Industrial
- Urban Industrial
- Heavy Industrial
- Landfill/Extraction
- Institutional
- Active Recreation
- Passive Recreation
- Environmental Corridor
- Planned Mixed Use
- Road

## ***VII. PLAN IMPLEMENTATION***

Many recommendations of this Plan will require specific implementation activities. This Chapter of the Plan summarizes these topics. The activities will be required both within the City of Sheboygan, and within the extraterritorial jurisdiction as depicted on Map 1. These implementation steps are addressed directly in this Plan for two reasons. First, addressing these topics in the Plan will help establish their legal defensibility. Further, it helps link goals and policies of the Plan with specific implementation techniques used by the City at a later date.

### ***A. PLAN ADOPTION & AMENDMENTS***

Before adoption, a Plan must go through a formal public hearing and review process as required by Wisconsin Statutes. The City Plan Commission adopts a public hearing draft of the Plan and recommends that the Common Council introduce an ordinance approving the Plan as a comprehensive plan or detailed element of the plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance adopting the Plan. The public hearing must be preceded by a Class 1 notice at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Common Council may then adopt the ordinance approving the Plan as a comprehensive plan or detailed element of the plan.

### ***B. MORE DETAILED PLANNING EFFORTS***

By its very nature, this Comprehensive Plan is general in many of its recommendations. The Plan does, however, advise the preparation of more detailed plans over the next several years to provide more specific guidance in key areas. These Plans are described in greater detail elsewhere in this document, but as summarized as follows:

- Prepare or require Neighborhood Development Plans for planned Neighborhood Residential areas shown on the Planned Land Use Map.
- Update Park and Open Space Plan to incorporate, refine, and expand the recreation recommendations contained in the Comprehensive Plan.
- Prepare detailed plans for the regional development areas of non-residential development shown on the Development Phasing Map and Planned Land Use Map.

### ***C. REGULATIONS***

#### ***1. Zoning Ordinance***

The City of Sheboygan's 1996 comprehensive re-write of the Zoning Ordinance and comprehensive revisions to the Official Zoning Map placed it in good stead with the recommendations of this Plan.

This Plan does recommend, however, that the City consider the adoption of detailed design recommendations for all buildings exceeding 5,000 square feet, and regulate the screening of dumpsters.

## **2. *Land Division Ordinance***

A second critical component of Comprehensive Plan implementation involves strategic modifications to the City's Land Division regulations. Of particular importance will be the need to ensure that all land divisions are treated with equal diligence, and the Certified Survey Maps are not used as a tool to circumvent the technical review issues or development cost participation requirements involved with platting. Secondly, many of the access control, right-of-way reservation, and environmental protection objectives of this Plan can be directly implemented in the Subdivision regulations. Finally, the Land Division Ordinance is the typical legal vehicle for ensuring that all required development related costs are born fairly and equitably by the applicant.

The City's Land Division Ordinance is generally supportive of this Plan. Minor adjustments related to stormwater quality management and cost-recovery from development are recommended.

## **3. *Official Map***

The City should develop, and update as necessary, an "Official Map". Wisconsin Statutes allow communities with Zoning Ordinances to adopt an Official Map which reserves the rights-of-way of future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities. The Official Map is thus a very important planning implementation tool because it allows the municipality to achieve plan implementation in an efficient, cost-effective manner. For example, the Official Map allows municipalities to reserve future rights-of-way of streets by prohibiting new development from occurring within the mapped future rights-of-way of streets as shown on the Map. As lands along the officially mapped streets (existing or planned) are divided into plats or certified survey maps, adequate right-of-way can often be required to be dedicated from the developer to the City at no cost to the local taxpayers. Without an official map, substantial street right-of-way acquisition costs may need to be passed on to the local taxpayers in order to widen an existing street or acquire right-of-way for the construction of a new street. The official map can also be used to protect critical drainageways and other natural features that are part of the community's stormwater management system.

The planned recreation trails and park land acquisitions, the planned right-of-way expansions and roadway extensions, and the planned stormwater basins depicted on this Plan should be placed on the Official Map.

## **4. *Building, Mechanical, or Housing Codes***

The City should update the Property Maintenance Code to ensure that properties are adequately maintained to preserve the character of neighborhoods and to protect property values. This is particularly critical in older neighborhoods in the City and for properties that are not owner-occupied. An increase in inspection and enforcement activity is essential.

## **5. *Natural Resource Protection Ordinances***

The City of Sheboygan Zoning Ordinance contains provisions for the protection of natural resources in the community through Natural Resource Protection Overlay Zoning Districts, including districts for the protection of wetlands, lakeshores, drainageways, woodlands, and areas of steep slope.

## ***D. PUBLIC INVESTMENT***

Financial factors continue to increase in their importance to planning—particularly as plans, such as this new Comprehensive Plan, are increasingly designed to be implemented. The recommendations of this Plan significantly assist in establishing the full validity of most public expenditures in the street and utility network, in the park system, and in relation to the locational decisions of other City departments. More importantly, the effort taken in mapping logical land use patterns, transportation components, and recreation facilities will logically assist in more accurately predicting the costs and benefits of alternative public investment options. Under State Law regarding the development of impact fees, the importance of the Comprehensive Plan in establishing a legal valid base level of analysis (the future land use and transportation pattern) cannot be overstated.

### ***1. Capital Improvements Program (CIP)***

The first component of a comprehensive municipal financing system is the Capital Improvements Program (CIP). The CIP is essentially a budget that allocates municipal funding to various projects over a three to ten year period. The recommendations of this Plan will assist the City in identifying a list of possible capital projects. For many of these issues, an intermediate level analysis which translates the land use and transportation system recommendations of this plan into levels of facility demand—and thence—projected costs, will be necessary before accurate capital costs can be projected.

### ***2. Impact Fees***

As the infrastructure systems and municipal equipment levels associated with the land use and transportation recommendations of this Plan are predicted, it will be possible to evaluate a number of different fee and charge alternatives which are designed to ensure that the costs associated with providing service to a new development are in fact passed on to that development. Although State Statutes limit the use of impact fees (for example, school costs cannot be recouped), it also validates the use of development exaction techniques for a wide variety of facilities with which municipalities are concerned.

### ***3. Development Review Cost-Recovery***

To the extent that the City uses outside consultants – including planners, engineers, attorneys, architects, and landscape architects – to review development proposals, the City has the ability to adopt regulations that ensure that the costs incurred by the City to hire such experts are reimbursed or pre-paid by the applicant whose project is initiating the charge.

### ***4. Street Improvements***

All street improvements that occur within the road right-of-way should be subject to a standard city-wide policy for funding such improvements. These would include the Street Tree program, burying of utilities, restoration of terraces (removal of asphalt), elimination of obsolete curb cuts, screening of dumpsters and remediation of contaminated sites.

## ***E. INTERGOVERNMENTAL RELATIONS***

The metropolitan environment in which the Planning Area is located entails, by necessity, a complex set of intergovernmental factors that must be taken into account.

### ***1. State Issues***

WisDOT and WisDNR are actively involved in programs and policies that directly affect, and are effected by, local land use decisions. The recognition and, where appropriate, promotion of the policies of these agencies by this Plan is an imperative coordination tool. State policies are also implemented through the aggressive promotion of best practices for the mitigation of the impacts which land use decisions have on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities promoted through this Plan are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse regional impacts.

### ***2. County Issues***

The City of Sheboygan intends to work closely with Sheboygan County to ensure the coordination of this Plan with County decisions. The City also intends to work more closely with its representatives on the County Board to make them more attune to the City's interests and position of key issues. Although the City comprises almost one-half of the County's population, its interests are rarely reflected in County decisions related to planning and public investments.

In recognition of the unique role played by downtown Sheboygan and its waterfront, the County should direct more financial resources into the central area to further assist the City in enhancing accessibility for county-wide residents and the diversity of recreational and cultural opportunities. County facilities within the City should be upgraded in terms of exterior lighting and landscaping.

### ***3. Local /Interjurisdictional Issues***

The Sheboygan area is expected to grow as a result of many forces that are beyond its control. In order to ensure that this area will maintain its high quality of life, coordination of plans and development actions between the local jurisdictions in the area will be necessary. Such coordination can occur via one or more of the following methods:

#### **Introduction: The Need for Physical Expansion:**

A continuation of the recent trends for stagnant City boundaries will further exacerbate the City's lagging in the benefits of a dramatic economic boom period in the history of the region. Not only will these continued trends make it very difficult, if not impossible, for the City to maintain an appropriate "fair share" of regional growth, it will ultimately limit long-term development in the City to infill and redevelopment areas that are rarely able to compete with development on undeveloped sites beyond the City Limits in terms of up-front costs, environmental risks, and time delays. Furthermore, efforts to initiate even these forms of urban development will suffer because of the declining image of the City as a competitive place for development investment. A vibrant, attractive, and well-located community such as the City of Sheboygan should not continue to suffer these disadvantages, particularly in the face of vibrant regional development trends.

Beyond the failure to capture a proportionate share of long-term growth, the City of Sheboygan faces challenges related to key socio-economic factors: household income, housing values, and home ownership. These factors relate to the demands that are placed on municipal service and the financial resource available to the jurisdiction to meet those demands. Communities that contain lower income households, higher proportions of rental housing, older housing stocks, and lower value housing, find themselves trying to serve residents and neighborhoods which are increasingly dependent upon municipal services, combined with fewer financial resources to address these demands.

This is the historic challenge that has faced many large central cities around the nation - with the City of Milwaukee being the best Wisconsin example. Many of these communities have drawn national attention for their relative abilities to address the challenges presented by these factors. Two patterns of results have been typically present. The "rust belt" pattern -- typified by the City of Milwaukee, and by suburbs such as the City of West Milwaukee and the City of Cudahy -- is one of failing to attract sufficient new private investment and upper-middle and middle-class households to continue the historically healthy balance between service demands and tax base resources. These communities tend to get into a financial cycle in which stagnant tax base, growing service demands, escalating tax rate, and lower service delivery exacerbate one-another every year in a worsening cycle. Small, historically prosperous inner suburban "bedroom communities" (such as Elm Grove, Fox Point or River Hills), are exempted from these cycles due to their very strong high-quality housing bases.

The alternative "sun belt" pattern -- typified by the Cities of Appleton, Green Bay, and Madison - is one in which "rust belt" challenges are counterbalanced by significant amounts of new growth, catering to upper-middle and middle-income households, as well as lower income household. Such growth tends to be located on the periphery of these municipalities where raw land prices are low and development factors are uncomplicated and comparable to exurban factors, versus infill and redevelopment sites locate in the central area. As mentioned above, certain older suburban communities may fit a "sun belt" pattern, even though they have a central location, due to their strong high-quality housing base. Likewise, some edge communities like the Town of Madison in Dane County may fit the "rust belt" pattern because of the lower initial quality of their housing stock or similar historic factors.

Metropolitan areas dominated by a central community with a "sun belt" profile tend to exhibit that profile in virtually all communities in the region. That is because the central community - being older and larger and often surrounded by suburbs - almost always faces the most severe challenges. This leads to the general planning dictum that "a healthy central city will ensure a healthy metro area". In contrast, metropolitan areas dominated by a central community with a "rust belt" profile tend to contain many suburban communities with mixed demographic and socio-economic profiles.

#### "Cities Without Suburbs"

David Rusk, formerly the mayor of Albuquerque, New Mexico, recently wrote a book for public policy makers and concerned citizens entitled "Cities Without Suburbs". In it he looked at detailed census data on 522 cities and 320 metropolitan areas and concluded, among other things, that:

- For a city's population to grow, the city must be "elastic". (p. 9)
- Elastic cities expand their city limits; inelastic cities do not. (p. 16)
- The smaller the income gaps between city and suburbs, the greater the economic progress for the whole metropolitan community. (p. 40)
- Metropolitan areas should encourage "fair share" housing policies (supported by planning and zoning policies) that will encourage low- and moderate-income housing in all jurisdictions. (p. 123)

- Elastic cities "capture"; inelastic cities "contribute to", suburban growth. (p. 20)
- In inelastic cities, city government is "squeezed between rising service needs and eroding incomes. (p. 47)
- Rivalry among jurisdictions often inhibits the whole metropolitan area's ability to respond to economic challenges. (p. 47)
- Elastic cities tap a broader tax base, and therefore, are better financed and able to rely on local resource to address local problems. Local public institutions tend to be more unified and promote more effective responses to economic challenges. (p. 47-8)

### Findings and Conclusion

The City of Sheboygan is facing problems similar to many Wisconsin cities. The nearby towns, are generally becoming upper income enclaves, and are growing in more healthy socio-economic patterns than the City, simply because the City is providing the range of goods, services, employment opportunities and housing opportunities typical of urban communities, while capturing virtually nothing near the top end of the residential or commercial market. There is a growing income, and housing disparity between residents of the City and those located in the surrounding area. The City is providing more services, including many that benefit the entire region, while other jurisdiction are realizing a significantly increasing share of the region's growth and the resulting economic and tax benefits. As these disparities grow, it will become more difficult for the City to effectively compete with its neighbors for new growth and development -- particularly if constrained by urban service area boundaries that provide smaller growth areas than are needed, or if unsewered development is permitted to "box-in" sewer area expansion in the absence of an effective City and Town rural holding zone strategy.

To continue to provide quality services with a reasonable tax rate and maintain the City's quality of life, it is necessary for the City to capture a fair share portion of the area's future growth. If the City is not able to expand and capture some of this growth, which in part is driven by the City's own investment in infrastructure, services, and economic development, the disparities between the City and the neighboring jurisdictions will continue to increase. This in turn will contribute to fiscal and social problems that will generate negative impacts on the entire region.

As an alternative to constant litigation and uncertainty, cooperative planning, annexation and development would ensure the long-term viability of the City of Sheboygan and its Town neighbors, greatly reduce public expenditures related to litigation and duplicative facilities and services, and result in more cohesive and coordinated land use, transportation and open space systems. Such coordination can occur via one or more of the following methods:

#### ***A. Extra-Territorial Jurisdictional (ETJ) Powers***

This local power enables the City of Sheboygan to approve land divisions, adopt official map requirements and (if proper procedures are used) impose a two-year interim extraterritorial zoning freeze. Although the use of the official mapping authority is often acceptable to Towns (who lack statutory authority for such powers), ETJ plat review and, especially, zoning powers are generally resented. Except under conditions of very poor intergovernmental relations, the use of ETJ zoning and plat review authority is marginally effective at implementing city objectives, and results in a heightened level of intergovernmental tension.

***B. Intergovernmental Planning***

An alternative to the broad use of ETJ powers, which may often yields superior results, entails the use of informal intergovernmental planning. The City should seize any opportunity for such planning with neighboring communities.

***C. Intergovernmental Agreements***

Given the current high levels of jurisdictional tension in the planning area, it may be that the use of ETJ authority or the use of informal intergovernmental planning is not effective in forwarding mutual intergovernmental objectives. In recognition of this common situation, State Statutes establish a formal procedure and standards for enacting long-term, binding intergovernmental agreements. A critical and required component of these agreements is a mutually-acceptable annexation limit boundary. As demonstrated by this Plan, the City of Sheboygan is clearly supportive of a modest growth future. Such a stance on regional development may provide a firm foundation for making long-term progress through this approach.

It must be noted that this legislation imposes a time-consuming and procedurally complicated system for exploring mutual concerns and potentially arriving at a final agreement. Under the statute, such an agreement can be made binding for up to 20 years, and will prohibit future elected bodies from breaking the agreement, except under a formalized agreement modification process and the concurrence of all parties. This process requires the involvement of the State Department of Administration to ensure that all necessary procedures and standards are in compliance.

## ***F. ROLES IN THE PLANNING PROCESS***

One of the keys to successful plan implementation entails the processes by which development proposals and municipal actions are evaluated. The most effective results are produced by proposal review systems that integrate plan recommendations, regulatory controls, professional staff recommendations, appointed body consideration, and elected official actions.

### ***1. Role of Plans***

The initial phase of the implementation process is defined by State Statutes. All public policy and City spending decisions related to land use and economic development are required to be reviewed by the City Plan Commission prior to final City Council approval. Plans should be detailed enough to provide effective guidance on typical development and public investment actions. In instances where the Plan is becoming irrelevant or contradictory to emerging policy or common sense, the Plan should be carefully re-evaluated, and probably revised.

Essentially, such reviews should be based on *consistency* with the Comprehensive Plan. In those cases where the Plan has become out-of-date, or does not provide specific enough advice, the City Plan Commission is responsible for updating amendments to the Plan as needed or directing further study. Since the City of Sheboygan Plan is a legal Comprehensive Plan under Wisconsin Statutes, any future changes or amendments to the Plan should be made through the formal public hearing process. As with the original adoption of the Plan, amendments must be approved by the City Council.

### ***2. Role of Regulations***

Ideally, planning related regulations should provide a bridge between the proposed development action or public investment, and the recommendations of adopted plans. Once this evaluation has occurred, good regulations should help staff and officials focus on the critical technical and policy issues.

### ***3. Role of City Staff***

Municipal staff must assist applicants in following procedures and provide officials with all information necessary to make an informed decision. In this light, staff should help applicants refine their proposals to bring them into full consistency with established policies and standards, and other elements of sound design.

### ***4. Role of Advisory Boards and Commissions***

Advisory boards and commissions must evaluate proposals from a substantive, rather than a political, point of view. As individuals, and as a group, they are less constrained by political expediency, and therefore should feel comfortable challenging applicants and staff to make the best possible case for their proposal and recommendations.

**5. Role of Elected Officials**

Elected officials must make their decisions from the standpoint of overall community impact—tempered by site-specific factors. In this task, they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically-neutral recommendations of advisory boards, with their own judgment of the matter at hand.

**6. Plan Implementation Sequence and Coordination**

It is hoped that the recommendations and presentation of this Plan are of sound assistance during each step in this process.

**Table 18: Major Recommended Plan Implementation Strategies and Timeline**

<b>Category</b>	<b>Strategy</b>	<b>Proposed Timeline</b>
Detailed Planning	Detailed Neighborhood Planning in older neighborhoods	2000-2025
	Detailed Development Plans for Growth Phasing Areas (Map 8)	2000-2025
Ordinances	Consideration of Extraterritorial Land Division and Zoning controls	2000 - 2025
Financing	Incorporate recommendations of Plan into Capital Improvement Program	2000 - 2025
	Explore impact fees for park development and stormwater management	2000-2005
Inter-governmental	Work with Sheboygan County on implementing shared objectives	2000 - 2025
	Evaluate cooperative agreements/plans with surrounding Towns	2000 – 2005
	Work with Bay-Lake RPC on updates to SATP Year 2025 SATP Year 2030 SATP	2000-2002 2003-2005
Evaluation	Reference plan maps, policies when considering development proposals	2000 - 2025
	Evaluate Comprehensive Plan every 3 to 5 years	2000 – 2025
	Evaluate Housing and Socio-economic Trends	Every Census