



Sheboygan, Wisconsin

City of Sheboygan Comprehensive Plan

Adopted: _____



EXECUTIVE SUMMARY & IMPLEMENTATION STRATEGY

The lakefront community of Sheboygan, Wisconsin, is an attractive tourism destination and historic manufacturing town in the heart of the upper Midwest. The community has earned name recognition for its enviable location within the chain of Wisconsin's lakeshore communities, and for the area's high quality of life, offering an excellent education system, reasonable cost of living, and amenities such as art and cultural events, restaurants, resorts, and golf courses.

Purpose and Organization

The City of Sheboygan Comprehensive Plan will guide physical change and decision-making over the next 10 to 25 years to achieve the City's future vision as *a diverse and prosperous coastal community*.

The Plan will function as the City's long-range guide informing decisions regarding sustainable future community growth, development, redevelopment, and preservation. In addition to local government, other anticipated frequent users of the Plan include developers, residents, and other community stakeholders.



Key Initiatives

The 2011 Comprehensive Plan is an ambitious document. It articulates an inspiring vision of the City's future and provides a detailed roadmap for reaching that vision. Promoting the characteristics of a coastal community, Sheboygan will prioritize advancing sustainable economic growth, job creation, and a high quality of life within the City. Successfully completing a number of initiatives over a period of many years will be required to fully realize the City's great potential. Key initiatives advanced through this Plan include:

- **Promoting infill development and redevelopment** to grow efficiently, strengthen existing business districts and neighborhoods, and leverage existing infrastructure and connectivity.
- **Spur economic development and job creation** by:
 - Capitalizing on an improved river corridor to attract new businesses and the reuse or redevelopment of riverfront properties.
 - Improving the community's image through a concerted marketing strategy focused on improving the "Sheboygan" brand, attracting new corporate or professional employers to the City, and improving residents' perception of their City.

- Continuing to work with its economic development partners and businesses to encourage economic diversification.
- **Focusing attention on the City's Targeted Economic Development Growth Areas and Redevelopment Corridors by:**
 - Advancing the Fresh Tech and regional foods initiatives along **Indiana Avenue**.
 - Developing the **Willow Creek Business Park** as a “green” business park and marketing to “green” industries and those committed to a strong “triple-bottom-line” of environmental and social as well as economic success.
 - Maximizing the value of the **Lakefront Business Center** through recruitment of high-quality development integrated with adjacent districts and neighborhoods.
 - Continuing to build off successful revitalization of **Downtown/Harbor Centre** utilizing the Harbor Centre Master Plan.
 - Developing detailed neighborhood plans for the **Calumet Drive/North 15th Street area** and **Michigan Avenue**, building off the Conceptual Redevelopment Plans in Chapter 3.
 - Proactively promoting reuse and redevelopment of sites along **Taylor Drive** based on the Taylor Drive District Master Plan, including Memorial Mall, Memorial Plaza, and the Taylor Heights Shopping Center.
- **Enhancing the lakefront and riverfront** to attract new development, appeal to residents, and facilitate a healthy community.
- **Improving the transportation system** by implementing regional bike and pedestrian plans and addressing gaps in the existing networks, for functional as well as recreational use and advocating for the development of an I-43 interchange at Indiana Ave.
- **Continuing to provide high quality public services** by improving and expanding utilities and community facilities, especially addressing allocation of future sanitary sewer capacity, establishing broadband services throughout the City, and constructing new water system improvements.
- **Strengthening older neighborhoods** by implementing existing revitalization strategies, continuing diligent code enforcement, communicating with residents and land owners,



advancing collaboration among social service organizations, City Departments, and neighborhood associations.

- **Diversifying the City’s housing stock** by supporting market-rate infill and redevelopment housing aimed at empty nesters, seniors, and young professionals.
- **Continuing to advance a tradition of rich arts, cultural facilities, and events** by partnering with businesses and the Chamber of Commerce to prepare an inventory of Sheboygan’s cultural offerings and a consolidated events calendar.

Implementing the Plan

The City will implement its Comprehensive Plan over the next several years, focusing on the priority actions above and as other opportunities present themselves. The City will also monitor its success in achieving its Vision and Plan recommendations, and will amend its Comprehensive Plan as necessary to meet evolving conditions and priorities.

To review the full Comprehensive Plan, go to www.ci.sheboygan.wi.us.
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The City would also like to thank Galen Frysinger whose beautiful photos of Sheboygan are included in this Plan.

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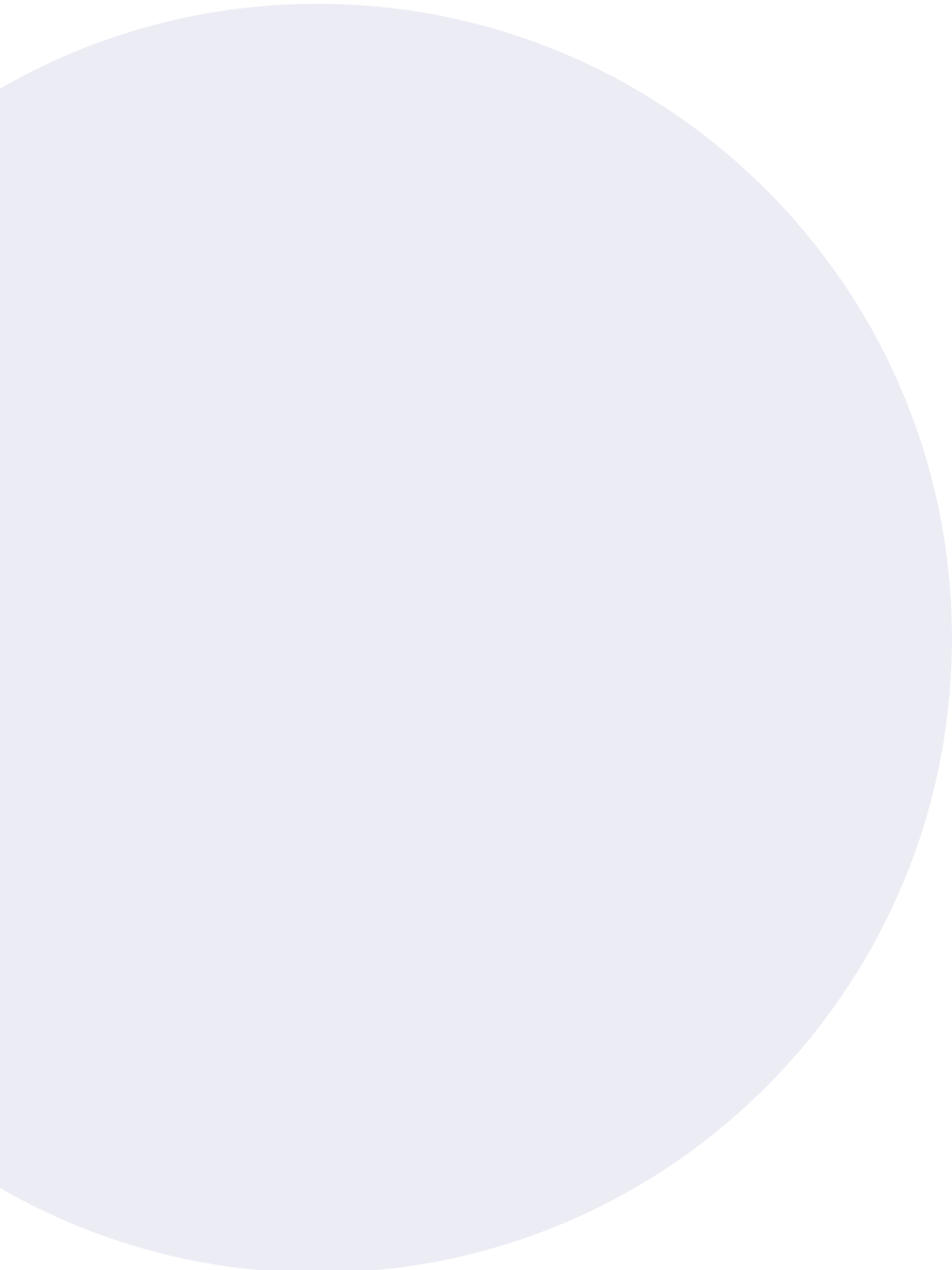


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INTRODUCTION

A Brief Users Guide to the Comprehensive Plan

This Plan intends to be the City's long-range guide for sustainable future community growth, development, redevelopment, and preservation. Given the magnitude of this task, the Plan is a fairly long document. Still, the City has made every effort to create an implementation-based and user-friendly document.

City officials and staff will use this Comprehensive Plan as a blueprint for coordinated decision making on planning, zoning, platting, development, infrastructure, and budgeting issues. Others who may find this Comprehensive Plan useful include residents, property owners, business owners, community groups, and other units of government, such as Sheboygan County. Each of these individuals and groups may have different interests in the Plan—few will choose to read it from cover-to-cover.

For a broad overview of the City's desired direction over the next couple of decades, Chapter One: Opportunities and Vision is a good place to start. For an understanding of how the City intends to interact with neighboring and overlapping jurisdictions, start with Chapter Ten: Intergovernmental Cooperation. For an understanding of where the City intends to focus its efforts first, Chapter Eleven: Implementation is the place to focus. Otherwise, each of the other chapters provides City policies and directions within different functional areas, like neighborhoods, transportation, or land use.

Perhaps most frequently, people will refer to the Comprehensive Plan to learn how a particular piece of land might be used in a different manner than how it is being used today. This can be accomplished by following these steps:

1. **Check the Future Land Use Map.** Map 3, Sheboygan's Future Land Use Map, presents the City's desired pattern of future land uses, including residential, commercial, institutional, and mixed-use development. Each parcel within the City has a particular future land use category assigned to it. Each category represents the City's desired future land use for that property, which may be different than the current land use.
2. **Review the Future Land Use Category Description.** Chapter Two: Land Use includes a thorough description of each category shown on the Future Land Use Map. Included in the description are the desired land uses and policies to implement the land use category.
3. **Review More Detailed Plans and Zoning.** The property owner should understand the zoning for the property, and what types of uses and design standards will be considered appropriate for the property and the design standards the City will utilize to guide the design of any development project on that property.
4. **Discuss Ideas for Development with the City, if Applicable.** Before submitting a formal development proposal, the City requires property owners to talk with City staff to discuss next steps and share concepts to best align property owner goals with the City's vision.

A Snapshot of Sheboygan

Located on the shore of Lake Michigan, Sheboygan is one of Wisconsin's premiere coastal communities. Sheboygan is situated along an important tourism corridor in Wisconsin, easily accessible to travelers heading north to Door County and the Fox Valley, and those heading south to Milwaukee and Chicago. Historically, families, students, and groups would travel to the region with a primary destination of Kohler and Elkhart Lake. Today, Sheboygan itself is a tourist destination with many attractions including the Stefanie H. Weill Center for the Performing Arts, the John Michael Kohler Arts Center, the Blue Harbor Resort and Conference Center, the Harbor Centre Marina, and the downtown "Harbor Centre" with its many districts that include lakefront and riverfront destinations including: unique lodging, retail, and services, and particularly high-quality restaurants that are a destinations in their own right.



Purpose of this Plan

The City of Sheboygan Comprehensive Plan (hereinafter often referred to as the "Comprehensive Plan" or simply "Plan") will help guide the physical change and decision making in the City over the next 25 years to achieve a shared future vision for the City. Specifically, this new Plan:

- Updates and replaces the 2000 Comprehensive Plan, addresses emerging issues and opportunities, and meets state comprehensive planning requirements.
- Provides an umbrella under which the City's more detailed plans will continue to provide further direction, such as the Harbor Centre Master Plan, Indiana Avenue Redevelopment Plan and Implementation Strategy, Taylor Drive District Master Plan, and the City's Park and Open Space Plan.
- Indicates goals, objectives, policies, and initiatives designed to influence future growth and change, and guide City decision making.
- Balances the community's vision and goals with private land interests.
- Identifies different parts of the City appropriate for development, redevelopment, reinvestment, and preservation, along with the desired types and intensities of future land uses throughout the City.
- Facilitates vision-focused and consistent day-to-day decision making, including planning, zoning, and capital improvement decisions.
- Recommends transportation, community facility, and utility improvements and studies to serve the community now and in the future.
- Suggests approaches for housing, neighborhoods, and economic growth, along with the preservation and enhancement of the City's natural, historic, and cultural resources.

- Provides strategies for how the City can work with neighboring and overlapping communities and the surrounding region to cooperatively and collectively implement Plan recommendations.
- Reflects and attempts to reconcile the goals and attitudes of many members of the Sheboygan community who shared their ideas through a nine month planning process.

The City has laid out an ambitious, complex, and not easily achieved vision, which is described in Chapter One: Opportunities and Vision. The result of any one strategy or recommendation in this Plan will not signal success or failure of the City's vision; rather, plan implementation will require embarking on an interconnected web of strategies aimed towards vision achievement.

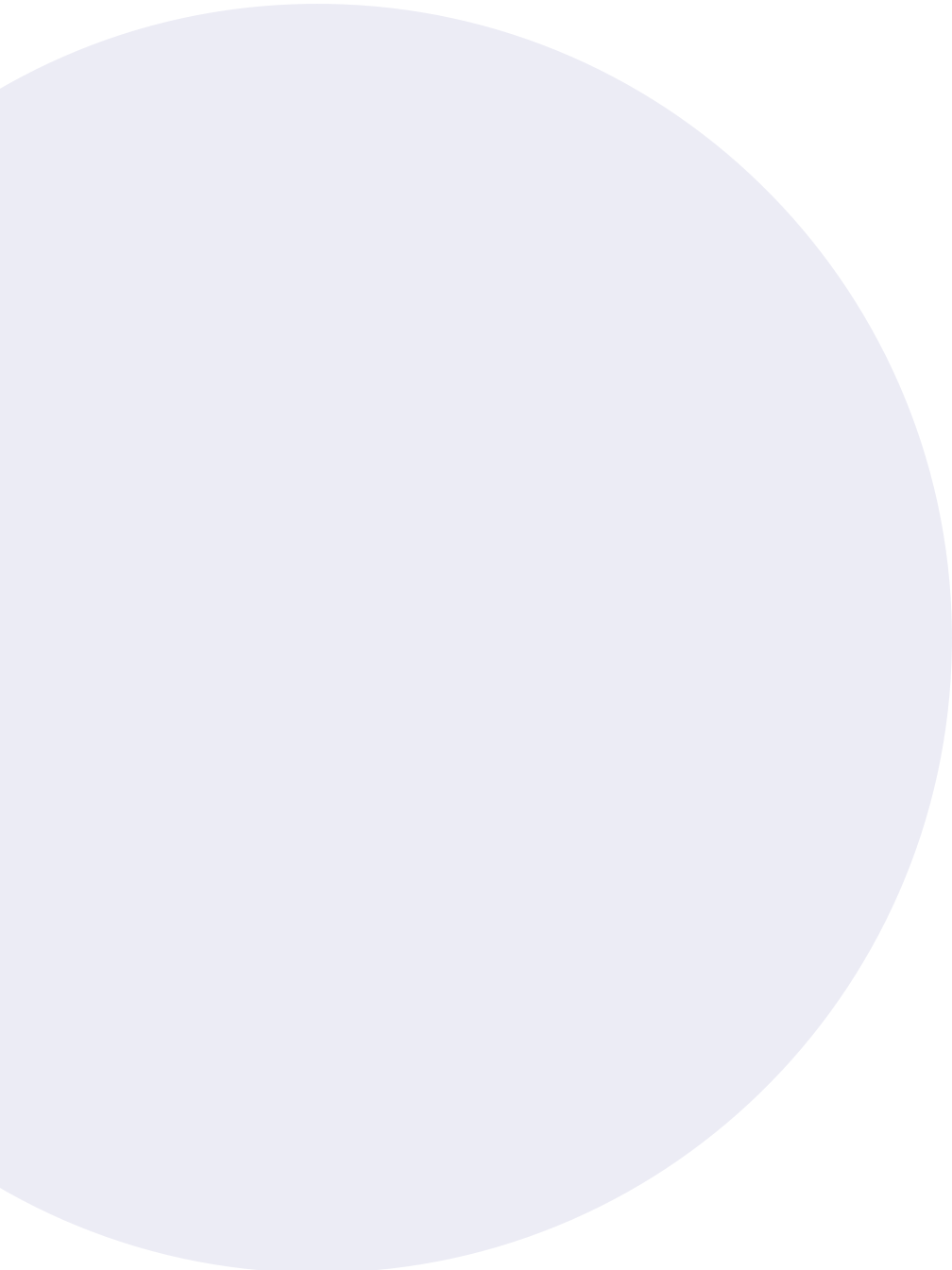
Overview of the Comprehensive Planning Process

The City carried out an extensive public process to create this Plan. The City's Comprehensive Plan Steering Committee provided significant direction on Plan content. Numerous opportunities for public involvement punctuated the planning process, including a community vision workshop, focus groups, community leader interviews, committee meetings, and an interactive open house. Following recommendations from the Steering Committee and Plan Commission, the Common Council adopted this Plan.

Organization of this Plan

The remainder of this Plan is presented in eleven chapters, each elaborating upon the guiding principals of the City's vision. Aside from the first and last chapters, each chapter includes a goal, objectives, polices, and detailed recommendations. Appendices A and B provide background information and summaries of public input—both referenced to develop the content of each Plan chapter. The chapters include:

1. Opportunities and Vision
2. Land Use
3. Economic Development
4. Housing and Neighborhood Development
5. Culture and Education
6. Natural Resources
7. Agricultural Resources
8. Transportation
9. Utilities and Community Facilities
10. Intergovernmental Cooperation
11. Implementation



1 OPPORTUNITIES AND VISION

This chapter includes an overview of the City’s context, regional position and influences, assets and future opportunities, and community input during the planning process. All of this leads to the City of Sheboygan Comprehensive Plan Vision, which is a representation of Sheboygan’s ideals for itself by the year 2035. The Vision graphic at the end of the chapter includes five principles for future City growth, change, and preservation. The initiatives listed under each principle are described more fully in the remaining chapters of the Plan.

Regional Position and Influences

Sheboygan is situated along the shores of Lake Michigan in east-central Sheboygan County. Sheboygan’s one hour commuter-shed includes Milwaukee, Manitowoc, and the cities of the Fox Valley, with Green Bay just beyond on Interstate 43. Sheboygan lies north of the Milwaukee and Chicago metro areas, connecting it to these important global and national technology, business, and transportation hubs. Sheboygan is also well-connected to the Door County tourism circuit by Interstate 43 and Highway 42 and to the Lake Michigan tourism corridor in Michigan via the Manitowoc ferry.



Sheboygan lies within Wisconsin’s northeastern coast—an area which includes Sheboygan, Calumet, Fond du Lac, Manitowoc, Outagamie, and Winnebago Counties. Combined, Wisconsin’s northern coastal counties contain a significant population concentration in the State that is not commonly realized or understood. The 2010 population of this region is nearly 700,000, accounting for 12 percent of the State’s population—Sheboygan is a City of approximately 50,000 people within this six-county region.

City Profile and Trends

Examining key demographic and economic indicators provides a baseline understanding of the City’s current situation and its opportunities for the future. The data indicates that Sheboygan is a prosperous coastal community known for its manufacturing base, educational facilities, diverse residents, and quality, affordably housing—these facts, along with a number of key assets contribute to its strength. However, Sheboygan’s shifting demographic profile and changing position in the region indicate that the City also needs to consider new approaches and strategies to maintain success. Key economic and demographic indicators for the City are as follows. Appendix A includes detailed Census and demographic data.

- Sheboygan’s 2010 population was 49,288, representing a 3 percent decrease since 2000. The City’s households are also shrinking from an average of 2.99 persons per household in 1970 to 2.38 in 2010.
- Sheboygan’s homes are significantly more affordable compared to the County and neighboring communities. According to the Wisconsin Department of Revenue, the average assessed value of single-family homes in the City was \$115,978 in 2011 compared to the State’s average of \$175,029. Per the 2010 Census, approximately 61 percent of Sheboygan’s housing was owner-occupied.
- Sheboygan’s population is more diverse than neighboring communities and the County—a trend that is continuing in the City. In 2000, 87.6 percent of the City’s population was white according to Census data; in 2010, this demographic group decreased to 82.5 percent of the City’s population.
- According to 2000 Census data, the City’s median household income was \$40,066.
- Manufacturing is the City’s leading industry, employing 40 percent of the City’s workforce in 2000. The City’s second leading industry is education, health, and social services with 17 percent of the workforce employed in those professions.
- Sheboygan’s residents are educated, with 81 percent having received a high school diploma or higher and 15 percent having received a bachelor’s degree or higher.

Public Participation Overview

Community input is a primary ingredient in the creation of a future vision for a community. Numerous public information activities and events afforded Sheboygan residents and other stakeholders the opportunity to express their opinions about the future vision and priorities for the City. Activities and events included workshops, focus groups, interviews, intergovernmental and committee meetings, and an open house. The Comprehensive Plan Steering Committee also served as a critical source and conduit for public input throughout the process. No one source of input was used to shape the recommendations in this Plan. The following points summarize common community attitudes for future growth and change as expressed through the various public information gathering efforts. Appendix B includes more extensive results of public input events.

- Preserve and enhance Sheboygan’s character as a premiere coastal community.
- Advance infill and redevelopment opportunities in strategic locations such as along key transportation corridors and downtown.
- Expand shopping and cultural amenities to strengthen the City’s tourism base and promote economic development.
- Protect and enhance the lakefront and river corridors—the City’s greatest assets.



- Establish linkages between the City, educational providers, and the business community to prepare today's students for tomorrow's opportunities.

Opportunities and Focus Areas

Building on the demographic analysis and public participation results, this section explores future opportunities and focus areas for the City of Sheboygan given its position within the region and local assets. Map 2 depicts the following opportunities and focus areas, which are described in greater detail in Chapter Three: Economic Development.

Targeted Economic Growth Areas

- Located adjacent to Interstate 43, the Willow Creek Business Center is anchored by its visibility and interstate proximity and the University of Wisconsin–Sheboygan campus. Other assets of this area include proximity to the rail corridor, Sheboygan River, UW campus, and land availability. Opportunities include professional employment growth, development of a green business park, and a potential future I-43 interchange at Indiana Avenue.
- Located adjacent to the South Pier District, the Lakefront Business Center is the City's prime redevelopment site with its tremendous lakefront location and beach access. This site is a prime location for a corporate headquarters and professional employment growth—which will only be enhanced by potential beachfront restoration.
- Building on the momentum of the Blue Harbor Conference Center, Sheboygan's Downtown has opportunities for targeted infill, which can take advantage of existing infrastructure and continue to add new life to the heart of the community. With its prime location along the Sheboygan River and the restored beachfront of Lake Michigan, this targeted economic growth area is primed for urban employment and live-work housing.
- The Sheboygan Business Center area, located on the south side of Sheboygan between Interstate 43 and Business Drive, represents the City's priority location for long-term business growth opportunities through voluntary annexation.

Targeted Redevelopment Corridors

- Indiana Avenue (pictured right), one of the City's key east-west corridors, presents an important opportunity for the City to leverage its Kohler-to-lakefront connection. This corridor also represents opportunities for infill development and neighborhood reinvestment.
- Calumet Drive/North 15th Street, the City's northern gateway, is ripe for commercial and industrial revitalization and redevelopment and neighborhood reinvestment. This corridor also presents an opportunity to create a north-south connection to the regional recreational trail.



- Building off the Gateway Neighborhood organization efforts, Michigan Avenue presents opportunities for a broader mix of commercial land uses and infill and redevelopment at key sites.
- Taylor Drive, connecting Kohler Memorial Drive, Indiana Avenue, and the Willow Creek Business Center, is a strategic location for future office, healthcare, commercial development, as well as infill mixed use and residential development. Taylor Drive is also a primary recreational trail route, providing connections to other trails including Old Plank Road. There are also longer term opportunities in this area to connect the Taylor Drive trail with the future the UP Rail Trail.
- Opportunities for enhancement and reinvestment of South Business Drive include property maintenance and landscaping, particularly for rear lots of industrial sites with high visibility along this major corridor. Over the long term, maximize opportunities for area redevelopment, including the Van Der Vaart site (pictured right).



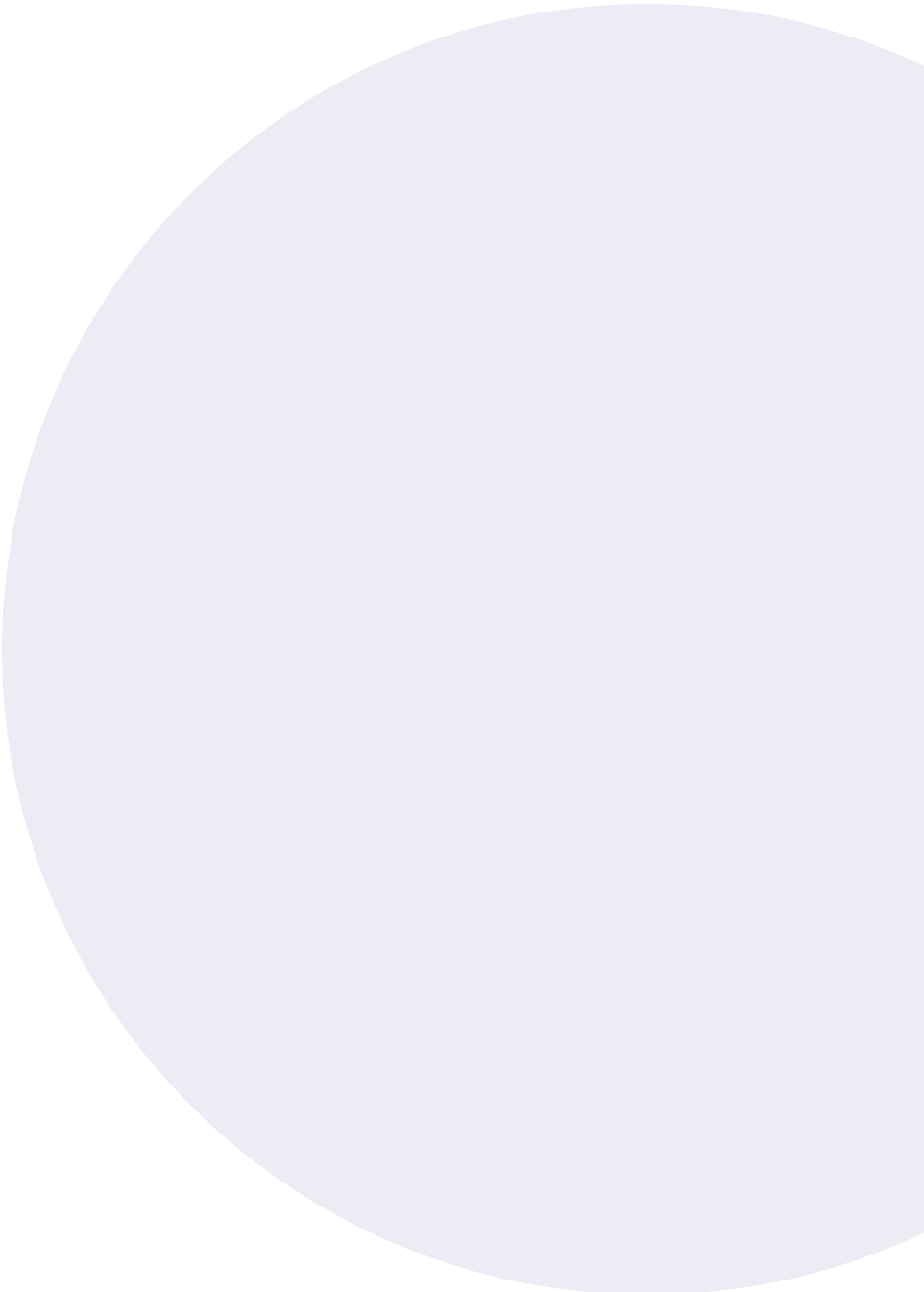
Vision

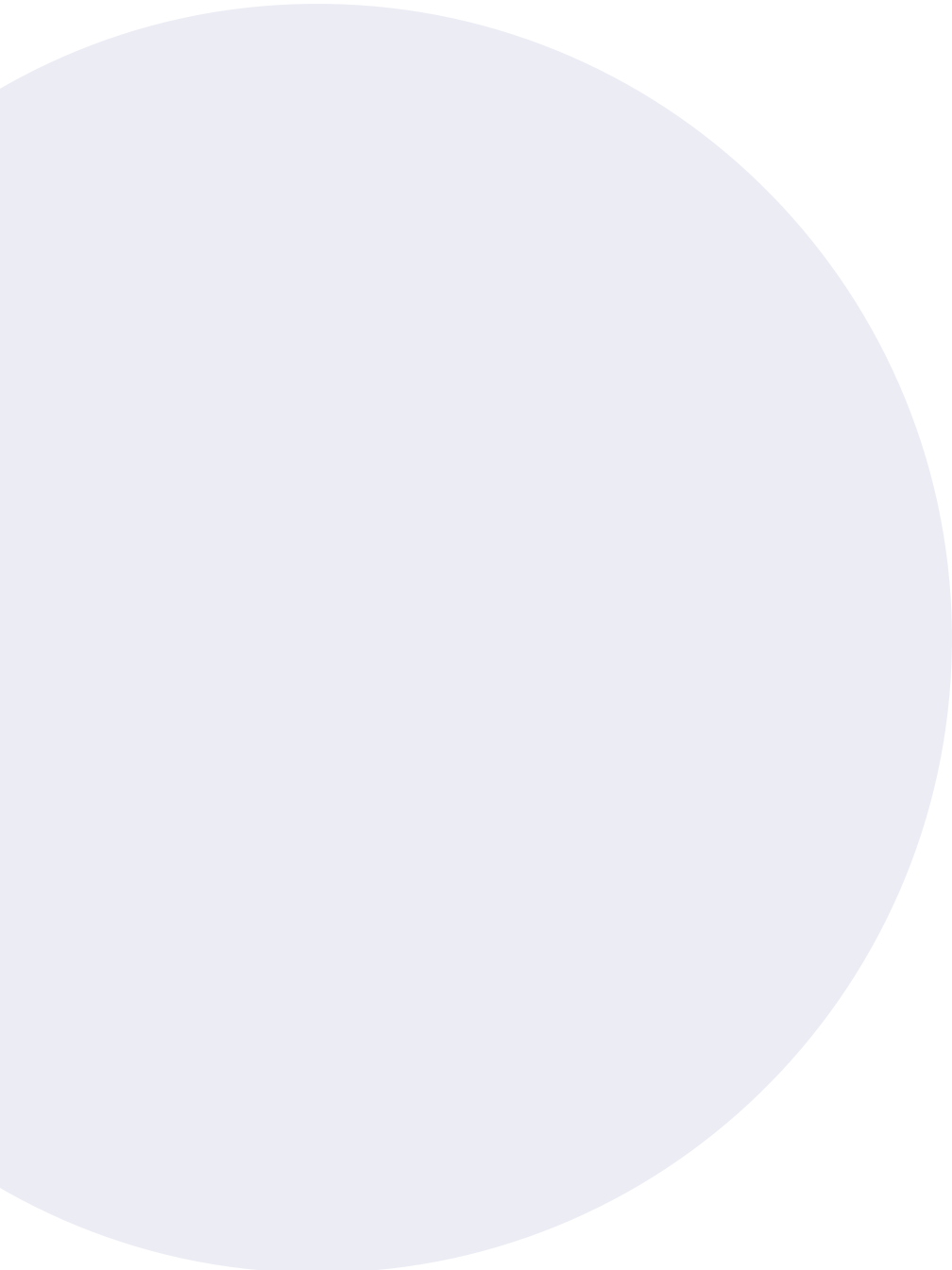
The centerpiece of this Comprehensive Plan is the City of Sheboygan's community vision:

A diverse and prosperous coastal community.

This vision is elaborated through five guiding principles which form the basis for the recommendations in the remainder of this Comprehensive Plan and a tool for evaluation of community performance against the Plan. This vision will be implemented through the specific recommendations in the following chapters.

Map 1-1: Regional Connections





Map 1-2: Opportunities & Focus Areas

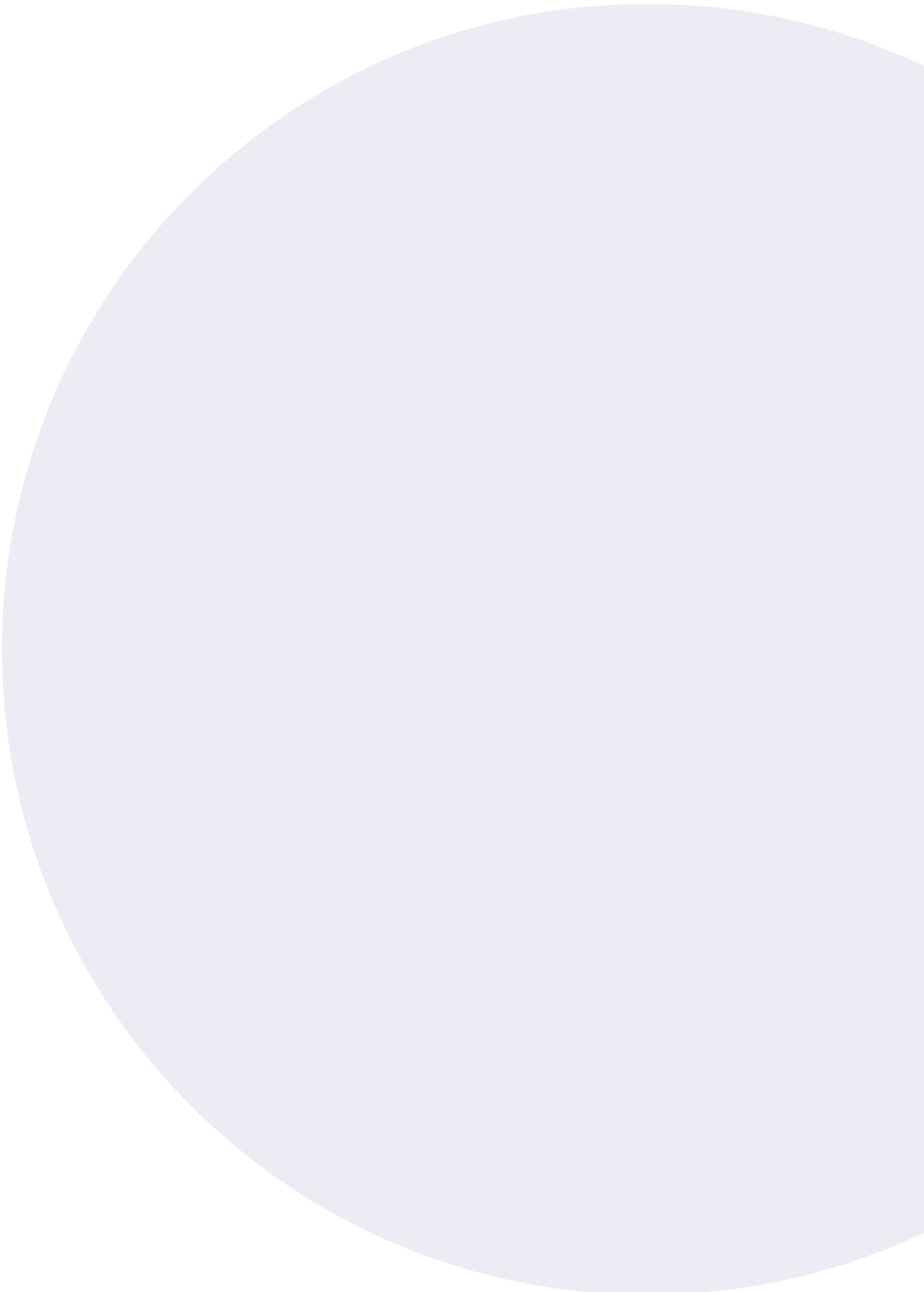
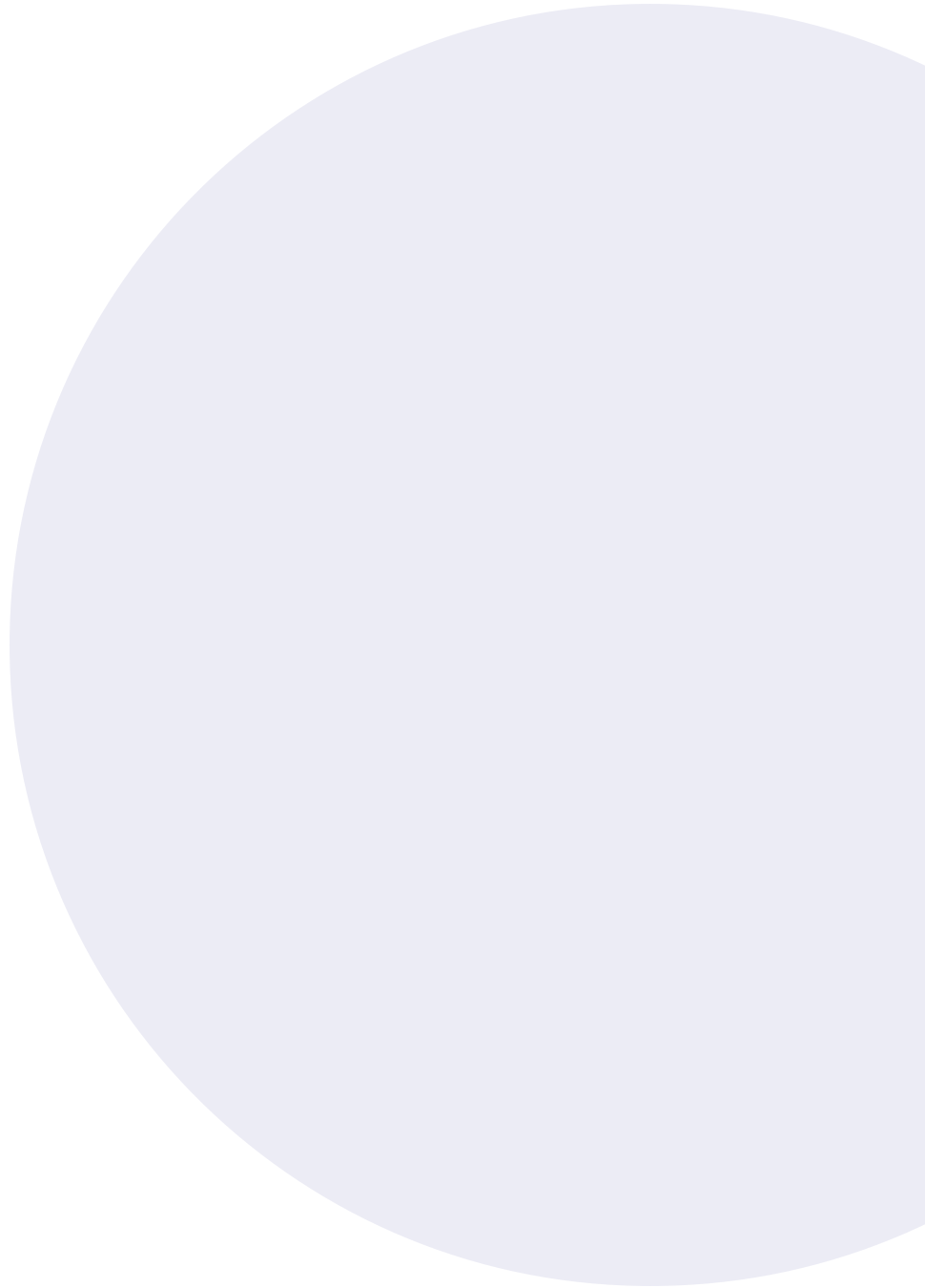
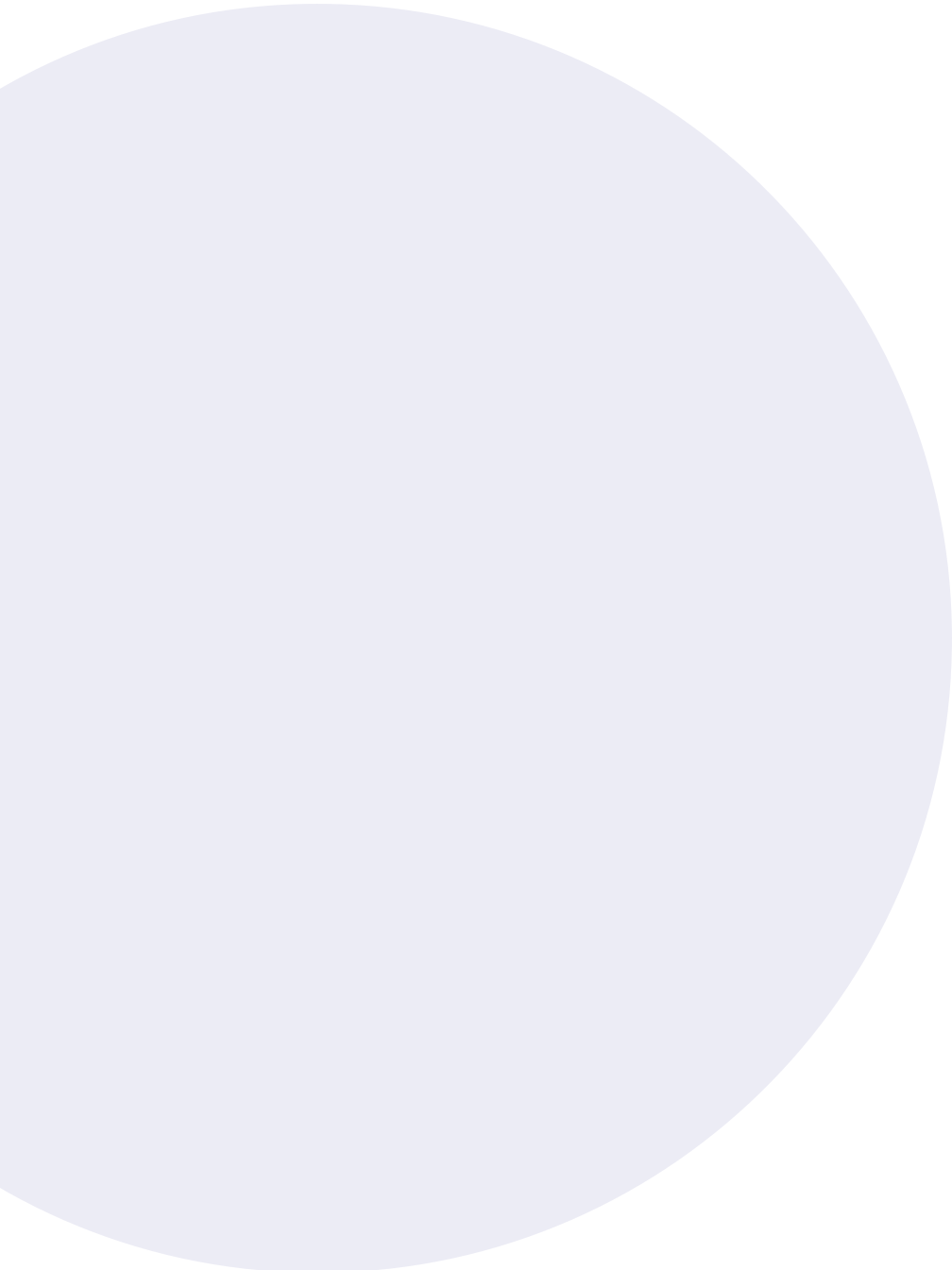




Figure 1-1: City of Sheboygan Comprehensive Plan Vision







Analyzing and presenting how land should be used and developed over the next 25 years is a key component of this Comprehensive Plan. This chapter describes the City's overall land use goals, objectives, and policies and details the City's desired future land use pattern, depicted on the Future Land Use Map. Appendix A: Existing Conditions includes a detailed analysis of land demand in the City for the next 25 years. Based on that analysis, approximately 4,300 acres may be needed between 2010 and 2035 to serve future development demand. This land demand will be satisfied by infill and redevelopment of appropriate parcels as well as greenfield development.

Goals

1. Engage in thoughtful land use decision making to achieve economic growth, cultural opportunities, and vibrant neighborhoods in Sheboygan.

Objectives

1. Accommodate a mix of uses within a finite amount of land, including housing, quality commercial development, and employment-generating professional offices and light industrial development.
2. Maintain the existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the City, particularly in and near the downtown.
3. Continue developing Sheboygan's downtown and lakefront into a vital center of civic activity, commerce, and living for the community.
4. Ensure that new development positively impacts the quality of life for existing residents and contributes to making Sheboygan a special and unique place to live and to raise a family.
5. Promote catalytic new mixed use developments at key infill and redevelopment sites, such as in the downtown and lakefront areas and the Indiana Avenue, Michigan Avenue, and Taylor Drive corridors.
6. Focus business location and expansion activity in targeted economic growth areas (refer also to Chapter Three: Economic Development).

Policies

1. Follow the future land use pattern mapped and described in this Plan when considering development and land use decisions, such as rezoning requests.
2. Partner with private property owners, developers, and neighbors to realize the greatest potential for each new development and redevelopment site envisioned under this Plan.
3. Actively promote infill development and redevelopment of aging or previously passed-over sites for productive, compatible uses, engaging in public/private partnerships as a way to encourage investment in the City.

4. Ensure better transitions and connections between pre-existing, potentially conflicting neighboring land uses, such as where industrial property abuts residential neighborhoods, through code enforcement, noise and odor controls, and landscaping and fencing for buffering.
5. Promote a mix of housing types and price ranges to meet diverse needs of different sectors of the City's population, with an emphasis on the importance of owner-occupied housing.
6. Pursue zoning ordinance text amendments, as appropriate, to achieve the land use and design recommendations of this Plan.
7. Focus neighborhood-oriented business uses in areas that will conveniently serve residential areas, enhance Sheboygan's traditional character, and provide viable reuse opportunities for older commercial structures nestled in neighborhoods.
8. Generally promote the mixture of compatible land uses on the same site and in the same building except where single-use buildings and sites will be more responsive to the requirements of the site, building, area, or market.
9. Encourage land use patterns and development intensities that facilitate and complement alternative forms of transportation, including walking, biking, and bus service.
10. Monitor real estate market conditions relative to the Sheboygan market to determine the viability of current land use policies and recommend adjustments to land use policies only after a thorough analysis and verification of findings and a complete vetting of the policy by the Plan Commission.

Recommendations

Implement the Future Land Use Map

The Future Land Use Map illustrates the City's desired future pattern of land development on a parcel-by-parcel basis. The map is based on an analysis of a number of sources, including:

- Existing land use patterns;
- Existing zoning;
- Compatibility with existing and planned transportation infrastructure;
- Environmental constraints/regulations;
- The future land use map in the City's 2000 Comprehensive Plan;
- Adopted City categorical plans such as for parks and greenways, and other community-wide, corridor or area plans; and
- Input received during this planning process.

The Future Land Use Map and the descriptions, policies, and initiatives in this chapter will guide future zoning map changes (rezonings), conditional use permits, and other development and redevelopment decisions in Sheboygan over the next 10 to 25 years. Changes in land use and zoning to implement the recommendations of this Plan will generally be initiated by property owners and

developers, except where the City observes a significant discrepancy between the desired future land use pattern shown on the Future Land Use Map and current zoning, or where an implementation strategy of a planning document recommends a rezoning. Neither the Future Land Use Map nor this Comprehensive Plan as a whole automatically compels property owners to change the current use of their land unless otherwise required by law.

Similarly, this Plan does not compel the City to immediately update its zoning map to coincide with the future use vision expressed on the Future Land Use Map. There are a number of good reasons why certain lands may not be “ripe” for their long-term future land use immediately following adoption of this Plan. These include accommodations for places where there are current land uses that are expected to remain viable in the short-term, City prioritization for the redevelopment or infill of certain sites over others in the short-term, and the availability of public infrastructure such as road capacity or pedestrian facilities to serve more intensive development. With respect to this infrastructure criterion, the City will support zoning changes to implement the recommendations of this Plan where existing infrastructure has adequate or excess capacity, or where planned improvements to infrastructure will be implemented to serve new development or a phase thereof enabled by such zoning approvals. The following pages describe the future land use categories depicted in the Future Land Use Map.

Single Family Residential

This future land use category is intended primarily for areas envisioned for single-family detached residential development served by the City’s public water and sanitary sewer systems, along with neighborhood-scale community facilities compatible with single-family homes. The City’s Single Family Residential zoning districts (Estate Residential ER-1, Suburban Residential SR-3, and Suburban Residential SR-5) are appropriate to implement this land use category.



Policies

1. Encourage residential densities of 1 to 5 dwelling units per acre.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Develop new single-family residential areas in accordance with carefully-considered neighborhood development plans.
4. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
5. Plan for interconnected road and open space networks. Discourage the use of cul-de-sacs in new neighborhoods whenever possible.
6. Promote the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all neighborhood streets.
7. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.

Neighborhood Preservation

This future land use category is primarily intended to accommodate small lot single-family and two-flat residential development in the City's established neighborhoods. Small community facility uses—such as parks, schools, churches, and stormwater facilities—may also be built on lands within this land use category. Neighborhood Preservation areas are shown on the Future Land Use Map in areas closest to the City's downtown core. The City's Neighborhood Residential NR-6 zoning district is the most appropriate zoning district to implement this future land use category.

1. Encourage residential densities up to 6 dwelling units per acre.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
4. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist with the protection of foreclosed properties, and with homeowners and landlords on rehabilitation projects.
5. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.



Two Family Residential

This future land use category is primarily intended to accommodate duplexes and single family homes as well as small community facility uses—such as parks, schools, churches, and stormwater facilities. Two-family areas are shown on the Future Land Use Map primarily where this type of development existed at the time this Plan was prepared. The City's Mixed Residential MR-8 district is the most appropriate zoning district to implement this future land use category.

1. Encourage residential densities up to 8 dwelling units per acre.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
4. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist with the protection of foreclosed properties, and with homeowners and landlords on rehabilitation projects.
5. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.

Multi-Family Residential

This future land use category is intended to accommodate a variety of residential uses, including duplexes, two-flats, apartments, townhouses, senior housing, nursing homes, as well as some single-family residences. Multi-Family Residential is shown on the Future Land Use Map where this type of development existed when this Plan was developed. The City's Urban Residential UR-12 zoning district is the most appropriate zoning district to implement this future land use category.

1. Encourage residential densities of up to 12 dwelling units per acre.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Disperse small areas of future multi-family residential throughout the City, rather than creating large concentrations of this type of development in just a few areas.
4. Require a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan for all residential buildings containing three or more dwelling units prior to approval.
5. Require mixed residential housing developments to provide on-site open space areas that serve the needs of the project's residents.
6. Encourage under-building and garage parking, and direct parking lots to the rear and sides of buildings.
7. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.



Mobile Home Park

This future land use category is intended to accommodate mobile homes and mobile home parks. Mobile Home Park land uses are shown on the Future Land Use Map where this type of development existed when this Plan was developed. The City's Mixed Residential MR-8 zoning district is the most appropriate zoning district to implement this future land use category.

1. Encourage residential densities of to 8 dwelling units per acre.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.

Planned Neighborhood

This future land use category is intended to provide a variety of housing choices and a mix of non-residential uses such as small-scale shopping and service areas, and parks, schools, religious institutions. Planned Neighborhoods are essentially a collection of different land use categories listed in this chapter depicted by the “pie” symbol on the Future Land Use Map. Planned Neighborhoods should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an “anything goes” land use pattern, but this category supports the idea of retrofitting these areas to allow for more urban choices, and to make it easier to walk to services and amenities. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design. A variety of City zoning districts may be used to implement this land use category.



1. Encourage an overall residential development density between 4 and 8 dwelling units per acre within Planned Neighborhoods.
2. Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. A minimum of 60 percent of all new dwelling units in each Planned Neighborhood should be single-family detached residential dwellings.
3. Require each Planned Neighborhood to be developed following preparation of a detailed neighborhood plan by a developer or the City, ideally adopted as a component of the City’s Comprehensive Plan. Such plans should specify land use mix, density, street layouts, open space, and stormwater management. Adhere to the following design objectives for Planned Neighborhoods:
 - a. Create a distinct sense of place and human scale through provision of public plazas, greens and squares; creating visual interest; and designating prominent building sites.
 - b. Connect Planned Neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds, but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).
 - c. Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
 - d. Integrate a mix of uses and densities within and surrounding neighborhood commercial centers.
 - e. Preserve and focus attention on environmentally sensitive areas and unique natural features.
 - f. Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.
 - g. Where alleys are considered for garage and service access, promote their private ownership and maintenance through a homeowners or condominium association.
4. Refer to Chapter Four: Housing and Neighborhood Development for detailed housing recommendations.

Neighborhood Mixed Use

This future land use category is intended for a mix of housing-unit types as well as small, neighborhood-oriented commercial and service uses, and small-scale institutional uses such as parks, schools, and churches. Depending on the use, combinations of the City's Neighborhood Commercial NC, Neighborhood Office NO, Single Family Residential SR-5, and Neighborhood Residential NR-6 zoning districts are the most appropriate to implement this future land use category.



1. Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve City neighborhoods.
2. Require that all proposed commercial and office projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
3. Require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.
4. Encourage environmentally sustainable site and building design, including stormwater best management practices, the use of passive solar energy, and the integration of alternative transportation networks and green spaces.
5. Adhere to the design guidelines listed below when reviewing proposals for Neighborhood Mixed Use developments.
 - a. Small-scale multi-story buildings, generally with building footprints less than 5,000 square feet and more active uses on first floor.
 - b. Residential architectural features and materials.
 - c. Minimal front setbacks.
 - d. Buildings and sites designed for pedestrians not automobiles.
 - e. Parking located on streets, to rear of buildings, and/or in structures.
 - f. Building entrances oriented to street.

Office Park

This future land use category is intended for high-quality office, institutional, and research land uses with generous landscaping and limited signage. The ACUTY Insurance corporate campus and the Willow Creek Business Park are mapped in this future land use category. The City's Suburban Office SO zoning district is the most appropriate zoning district to implement areas mapped under this future land use category.

1. Market these areas for technology, research, and development uses; corporate and professional offices; and private institutional uses like medical centers.
2. Limit warehousing, assembly and manufacturing uses in the Office Park designation unless the site is specifically designed to blend within an office/research setting.
3. Adhere to very high quality site and building design guidelines and to local ordinances on other aspects of those projects like signage, landscaping, and lighting.
4. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.



Community Mixed Use

This future land use category is intended for community-scale commercial, office, service, and retail uses. Community Mixed Use areas may also accommodate some multi-family residential development, primarily within large, mixed-use buildings. Depending on the use, the City's Suburban Commercial SC, Suburban Office SO, Urban Commercial UC, Mixed Residential MR-8 and Urban Residential UR-12 are the most appropriate zoning districts to implement this future land use category.

1. Require that all proposed business projects submit a detailed site plan including building elevations, proposed location of the building(s), parking, storage, loading, lighting, landscaping, grading, and stormwater management prior to development approval.
2. Delay rezoning any area designated for Community Mixed Use development until public sanitary sewer and water service is available, and a specific development or redevelopment proposal is offered for a site. Existing parcels zoned and/or used for industrial purposes (as of the date of Plan adoption) may continue in that zoning district or use.
3. Consider the relationship between development in the Community Mixed Use areas, and existing and future development near these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will hinder future development of these sites.



Central Mixed Use

Downtown Sheboygan is intended to remain the civic, social, and commercial hub of the community. The Central Mixed Use future land use category is mapped over the historic downtown area. This category is intended for a mix of retail, commercial service, office, resort, government, institutional, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The City's Central Commercial CC zoning district is most appropriate for areas in this future land use category.

1. Continue to collaborate with the Sheboygan County Economic Development Corporation, Chamber of Commerce, Redevelopment Authority, Downtown BID, businesses, the development community, and other economic development entities to implement the recommendations of the Harbor Centre Master Plan.
2. Preserve the architectural and historic character of the core downtown historic buildings.
3. Encourage commercial developments that are most appropriate for the historic downtown to locate or remain there, rather than in other commercial districts in the City.
4. Promote the expansion, retention, and upgrading of specialty retail, restaurants, resorts, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.
5. Promote residential land uses on upper floors to fill housing needs for young professionals and others seeking residency in a vibrant, downtown setting.
6. Take actions to discourage and prevent downtown blight, promote area stability, and reduce building vacancy.



Institutional and Community Facilities

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, water utility, wastewater treatment plants, hospitals, and special care facilities. Future small-scale institutional uses and community facilities may also be located in areas planned for residential, commercial, office, industrial, mixed uses, while larger-scale institutional uses should generally be avoided in planned residential or Planned Neighborhood areas. Institutional and community facilities are permitted in the City's non-residential districts and are allowed as conditional uses in residential zoning districts.

1. Require detailed site and operation plans before new or expanded institutional uses are approved.

2. Consider the impact on neighboring properties before approving any new or expanded institutional use.
3. Continue to work with the Sheboygan School District, private education providers, Lakeland College, Lakeshore Technical College, and UW-Sheboygan to coordinate uses and activities on college- and district-owned land, and to collaborate on issues of mutual concern.
4. Encourage collaboration among various City departments, and other providers of City services, on accommodating future service needs.
5. Encourage the adaptive reuse of vacant and/or underutilized buildings and properties.



Employment

This future land use category is intended to accommodate high-quality office, research and development, light indoor manufacturing, data processing, and other jobs-focused uses. This group of categories also encompasses support uses for office and business parks, such as banks and child care centers. Employment focused areas are mapped on the Future Land Use Map in the City's existing and future office and industrial parks, along rail corridors, and along the south Interstate 43. The City's Suburban Industrial SI, Urban Industrial UI, and Suburban Office SO zoning districts are appropriate to implement this future land use category.

1. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
2. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
3. Ensure that future employment development is appropriately buffered from existing and planned residential development areas.
4. Rezoning areas designated for employment development may be considered provided public sanitary sewer and water service is ensured and the City has approved an overall conceptual development plan and covenants.
5. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
6. Require that for all projects in Employment areas, detailed building elevations and site plans showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting are submitted and approved prior to development approval.



Public Parks and Open Space

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, public golf courses, and related active and passive recreational activities, and conservation areas. The Kohler-Andrae State Park is also included in this future land use designation. Public Parks and Open Spaces are permitted in most of the City's zoning districts; therefore, any zoning district would be appropriate to implement this land use designation.

1. Provide parks within safe walking distance of all residential neighborhoods.
2. See Chapter Nine: Utilities and Community Facilities for more recommendations regarding Parks and Open Spaces.



Agriculture/Rural

Areas shown for this land use category are intended for development which is solely of a rural character, such as agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for every 35 acres of land. The City's Rural Agricultural-35ac RA-35ac zoning district is the most appropriate district to implement this future land use category.

1. Exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use category.
2. Work with neighboring towns and Sheboygan County to implement these policies and programs in a cooperative manner.

Environmental Corridor

This overlay future land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This category includes WisDNR identified wetlands, subject to existing State-mandated zoning, FEMA designated floodplains, and slopes of 20 percent or greater. The City's Natural Resources Protection Overlay zoning district is most appropriate to implement this future land use category.

1. Prohibit new development in mapped Environmental Corridor areas.
2. Where development is proposed in or near mapped Environmental Corridors, the developer should determine the exact boundaries of the Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if: (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an



Environmental Corridor is not actually present; (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist; or (3) a mapping error has been identified and confirmed.

3. Preserve, protect, and enhance open spaces and conservancy areas along the Sheboygan River, Pigeon River, Black River, and Lake Michigan.
4. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
5. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

Town Development Area

This future land use category defines areas that are planned for future development in adjacent town lands. These areas are located within the Town of Sheboygan and the Town of Wilson and are generally surrounded by lands presently developed within these townships. The City acknowledges that it is most practical for the towns to develop these areas. As such, town zoning and development policies will be applied in areas designated as Town Development Areas on the Future Land Use Map.

Although the City has the authority to plan within portions of the Towns of Herman, Lima, and Sheboygan Falls, the City does not identify future urban expansion into these towns. Therefore, the existing land uses within these towns are depicted on the City's Future Land Use Map.

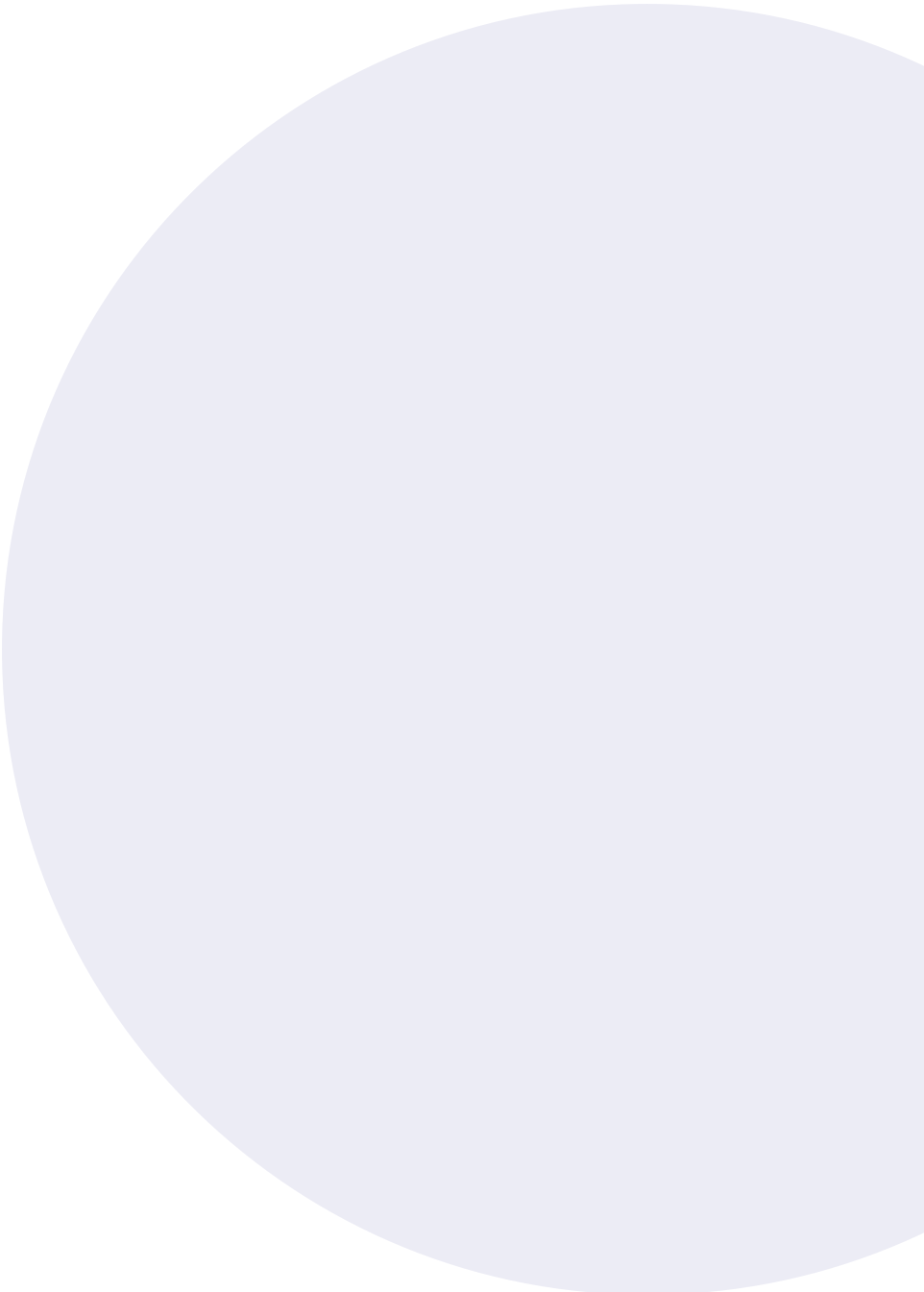
Smart Growth Areas

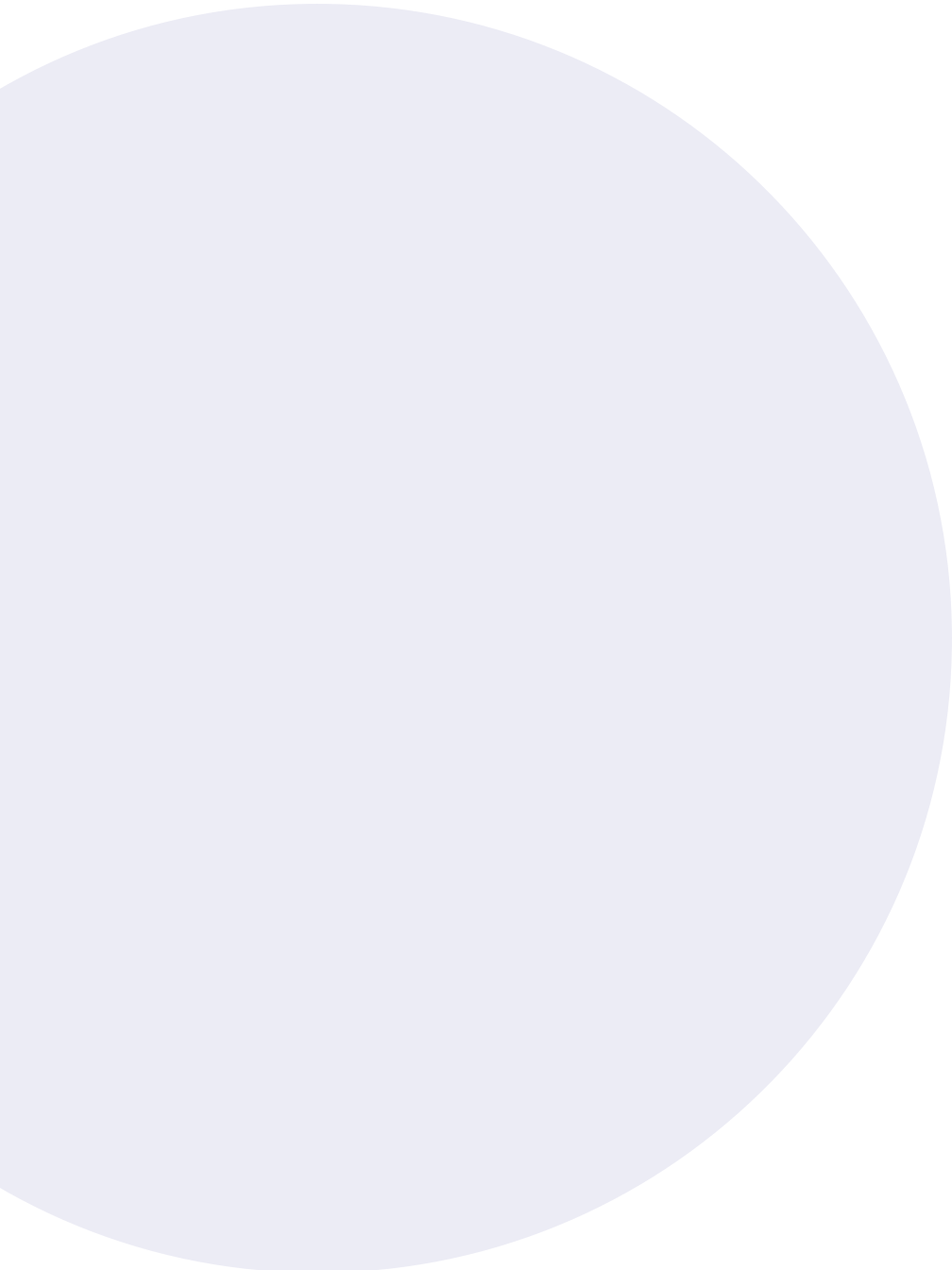
Wisconsin's Comprehensive Planning law requires that communities identify "Smart Growth Areas" in their comprehensive plans. Smart Growth Areas are defined as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are contiguous to existing development and at densities which will have relatively low municipal and state governmental utility costs." The City's Plan designates Smart Growth Areas as the following:

- Residential, commercial, office, and industrial "infill" areas in portions of the City already served by utilities and services.
- Targeted redevelopment corridors, identified on Map 2: Opportunities and Focus Areas.
- Continued revitalization, redevelopment, and infill in the downtown area, as further described in the Harbor Centre Master Plan.

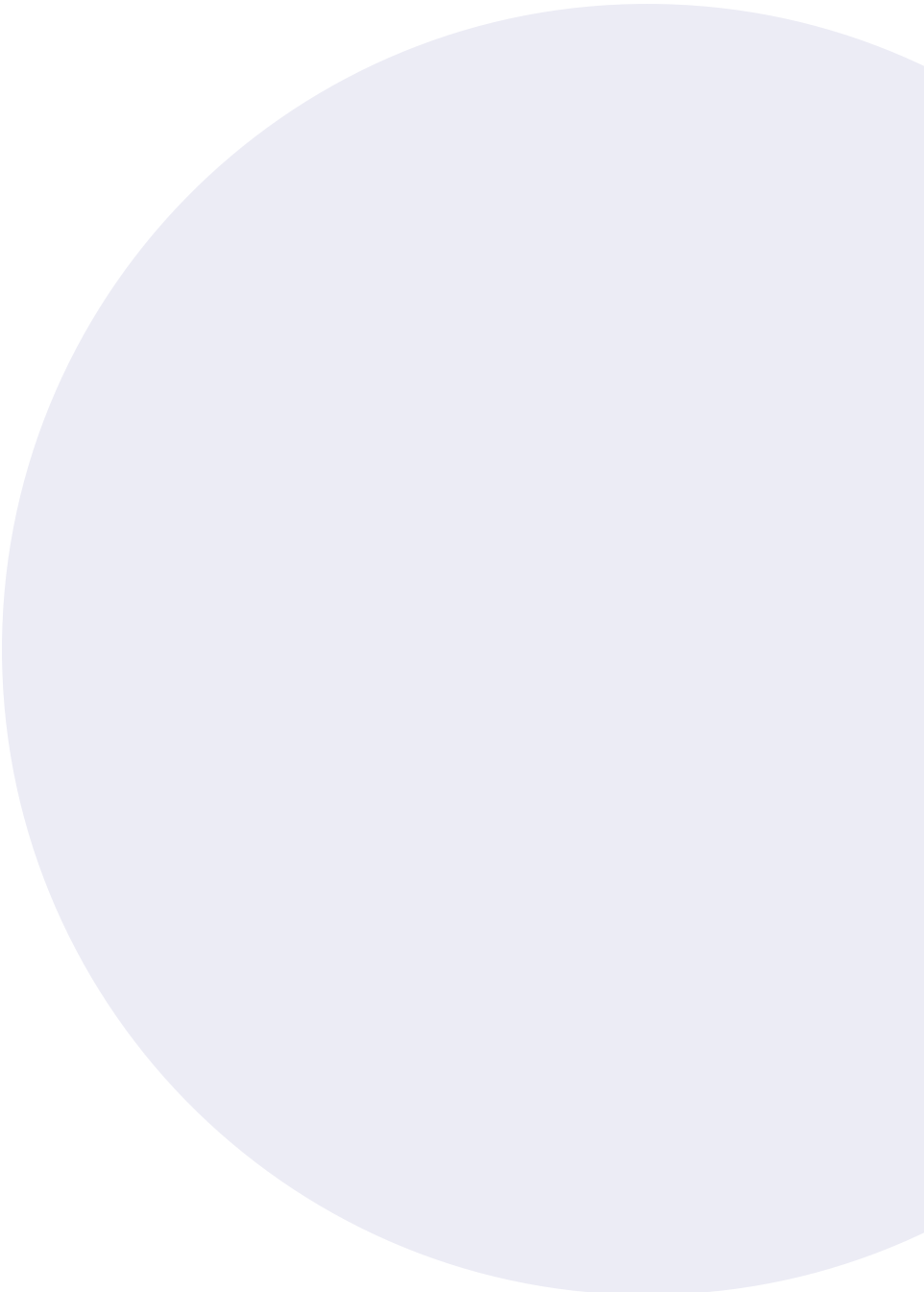
Strategies for developing and redeveloping these areas are outlined throughout in this Comprehensive Plan.

Map 2-1: Future Land Use



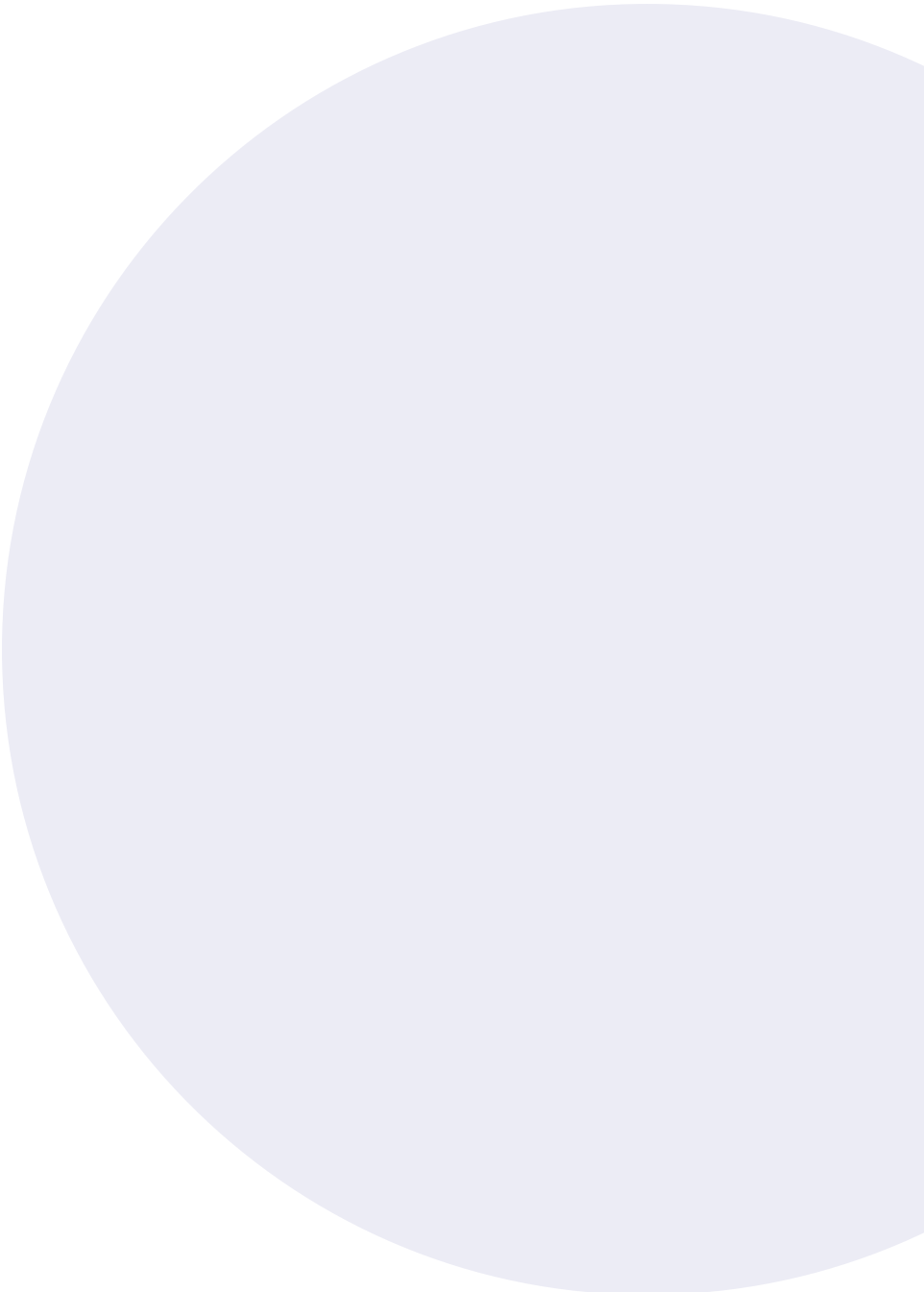


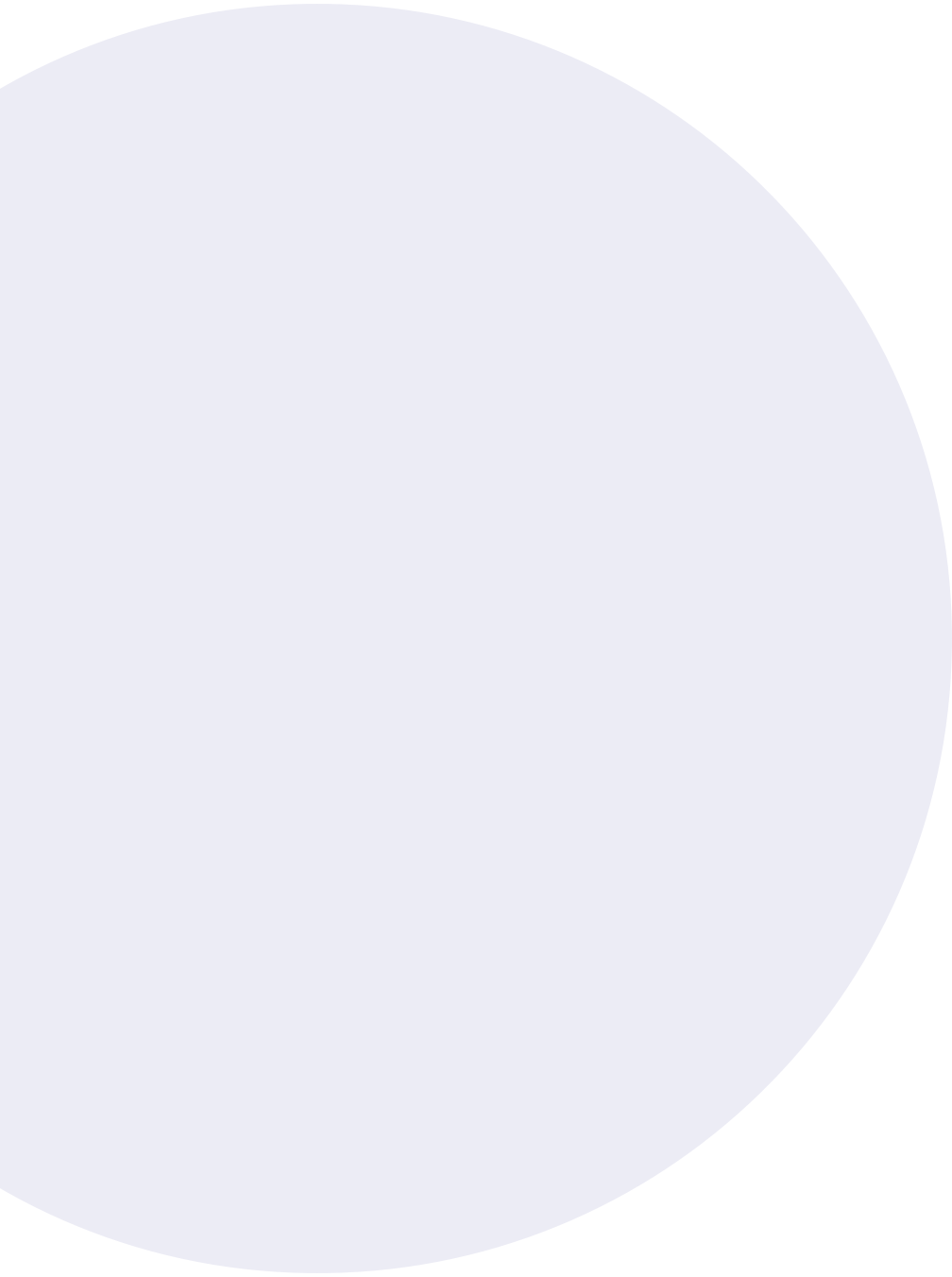
Map 2-2: Future Land Use - North



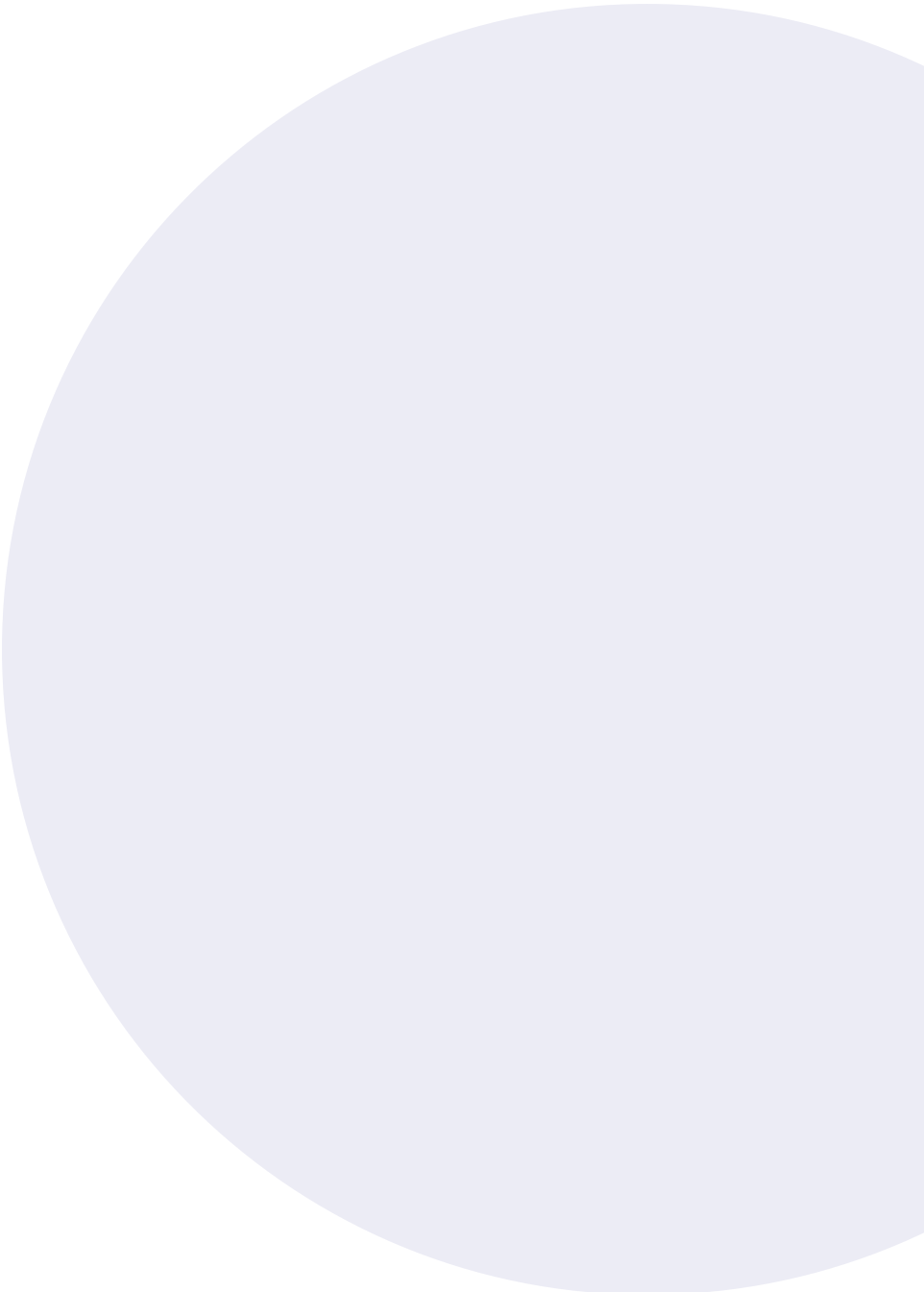


Map 2-3: Future Land Use - Central





Map 2-4: Future Land Use - South







ECONOMIC DEVELOPMENT

Economic development is a primary goal for the City, impacting all other facets of community life and long-term planning. This chapter discusses goals, objectives, policies, and recommendations for advancing the City's Comprehensive Plan Vision of being *a diverse and prosperous coastal community*.

The City of Sheboygan has prioritized economic development for many years, developing and implementing economic development and redevelopment plans for areas in the heart of the City—the downtown Harbor Centre and its individual districts, particularly the Water Street neighborhood, Upper Downtown 8th Street business district, Marina District, South Pier, and most recently Indiana Avenue. Other areas of focus have been the Taylor Drive corridor and manufacturing/industrial park development throughout the community. This Plan provides an opportunity to review and synthesize current and long-term priority areas and economic initiatives under development.

In the context of the recent national recession and the ongoing hardship of many individuals and families, businesses, and communities, it is important to remember the Comprehensive Plan is a long-range plan intended to guide the development, redevelopment, and preservation of the City over the next 25 years. Strategic, long-term economic development goals and objectives can be pursued over time and help the community recover from the losses of the recession and emerge with a stronger and more sustainable economic base.



Goals

1. Advance and promote the City as a dynamic place with a diversified, prosperous economy that is welcoming and supportive to established businesses as well as entrepreneurs and new opportunities.
2. Create a vibrant working and living environment in the community in which all residents can pursue economic and personal success.

Objectives

1. Leverage the City's richly and diversely skilled workforce, its regional location, its urban downtown environment, and its many quality of life amenities to more effectively market the region and attract new business and quality employment growth.
2. Pursue the City's long-term vision while addressing unique opportunities and market trends as they emerge. Continue to build from the successes of the Harbor Centre urban revitalization over the past two decades.

3. Promote the growth of small businesses and entrepreneurship while providing quality, efficient services and a stable economy that can help larger and well-established businesses continue to thrive.
4. Leverage the talent and energy of young professionals in the community to make the City a more attractive place to live, work, and do business.
5. Identify and capitalize on emerging economic opportunities for which the region is well-suited, and work to locate and grow related new business development within the City.

Policies

1. Improve the community's image through a concerted marketing strategy. Marketing should focus in particular on improving the "Sheboygan" brand, attracting new corporate or professional employers to the City, and improving residents' perception of their City.
2. Support mixed-use development projects that integrate residential and non-residential uses into high-quality, unified places. Mixed-use areas provide nodes of concentrated activity and integrate people with jobs, services, and shopping in a pedestrian-friendly environment.
3. Support the continued establishment and diversity of small-scale neighborhood-oriented businesses and mixed-use projects along appropriate corridors such as Michigan Avenue, Indiana Avenue, and downtown, helping the City advance "complete neighborhoods" (also see Chapter Four: Housing and Neighborhood Development).
4. Encourage redevelopment and infill development over greenfield development wherever feasible, while planning for long-term growth of office, industrial, commercial, and residential uses in the City.
5. Incentivize economic development and redevelopment through the proactive and strategic use of Tax Increment Financing (TIF) and Community Development Block Grant (CDBG) funds. Decisions to use TIF and CDBG should be based on clearly established criteria.
6. Support and advance the cleanup of brownfield sites for economic reuse.
7. Plan for and support transportation system enhancements and infrastructure maintenance and upgrades that support and accommodate economic growth in the City (also see Chapter Nine: Utilities and Community Facilities and Chapter Eight: Transportation).
8. Work with the Sheboygan County Economic Development Corporation, New North, State of Wisconsin, and other economic development entities to identify, target, and grow new industries.
9. Collaborate with regional partners and educational institutions to advance the Sheboygan Regional Foods Initiative.
10. Re-brand and market the Indiana Avenue Corridor (from I-43 to Lake Michigan) as Fresh Tech Sheboygan, appealing to new high-technology companies and start-ups.
11. Encourage sustainable/green development practices and quality, lasting construction in new economic development projects.
12. Adopt an approach to reviewing development proposals which expedites the review process and gives petitioners an opportunity to revise proposals per City staff comments prior to review by City boards and commissions.

13. Adopt development regulations that stress acceptance of creative development and directly provide built-in flexibility in terms of uses that are permitted within certain zoning districts.

Recommendations

Strengthen the City's Industrial and Manufacturing Sectors

The prominence of manufacturing has declined in the City in recent decades, yet this sector remains the largest employer and the “bread and butter” of the local economy. The 2010 Census indicates that [redacted] percent of the City's labor force, about [redacted] persons are employed in manufacturing. Of the City's 20 largest employers (public and private) in 2010, seven were manufacturers, according to Wisconsin Department of Workforce Data.

The Great Recession, which dragged down the national and global economies beginning in 2007, led to significant losses of industrial employers in the City. While national data indicate the recession (specifically, the contracting of the economy) ended in the summer of 2009, it will take many years for communities and individuals to recover the losses.

While traditional manufacturing sectors such as foundries and household goods continue to employ many workers in the City, some manufacturing sectors which fueled the City's early growth have largely disappeared, while newer sectors such as plastics have emerged and thrived. The diversity of the local industrial sector, as well as the increased competitiveness of those companies that survived and thrived during the recession bodes well for the continued presence of manufacturing employment in the City. The City intends to advance the industrial and manufacturing sections through the following efforts:

- Identify and market to additional industrial sectors that align well with existing and emerging growth sectors. These opportunities tend to be based upon regional or local assets, and so the City is working with other economic development entities in the region, such as the Sheboygan County Economic Development Corporation, New North, the Sheboygan County Chamber of Commerce, and Bay-Lake Regional Planning Commission.
- Partner with local educational institutions on efforts to better-align educational programs with those economic sectors that are well-poised for continued growth in the region, particularly those aligned with local “place-based” assets, and those with robust regional supply chains, a variety of employment opportunities, or sectors well-positioned for emerging economic opportunities of the 21st century global economy.

Pursue Economic Diversification

In addition to supporting a strong, diversified industrial sector, the City sees significant opportunities in attracting job growth in the professional, white-collar sectors. Professional, white-collar jobs often require a college or other advanced degree and provide good family-supporting wages and benefits. In addition, professional occupations have much to contribute to the City's manufacturing sector. Advanced manufacturers need smart and innovative researchers and engineers, while access to legal, finance, and business talent is also imperative for manufacturers competing in the global marketplace.

Other major sectors in Sheboygan include healthcare, education, and government. The City's stable population base and a growing region, combined with the large baby-boomer generation reaching their senior years, suggest that healthcare employment will likely continue to grow in coming years.

To further support a diverse and relatively stable economy in Sheboygan, the City intends to:

- Work with SCEDC and other entities on engaging young professionals, including actively supporting implementation of ideas generated by the recent SCEDC Young Professionals Focus Group.
- Seek to attract corporate headquarters to prominent locations such as the former Pentair site along the lakefront and the Willow Creek Business Center.
- Continue to advance the Indiana Avenue Corridor as Fresh Tech, a professional employment/high-tech industry corridor.
- Work proactively with the Chamber of Commerce and businesses to address concerns of local employers.
- Support the development of Harbor Centre/downtown-area residential development and reinvestment, including live-work housing, to help generate a vibrant urban lifestyle many young professionals seek.
- Work with the Sheboygan Area School District to maintain quality schools, which will help attract and retain workers, their families, and employers in the community.
- Provide efficient public services to reduce operational costs and avoid layoffs in important educational and governmental positions.
- Promote and support the growth of existing businesses and industries in the community, in coordination with the RDA, Downtown BID, and SCEDC.

Aggressively Promote Infill and Redevelopment

The City should aggressively promote infill development and redevelopment of underutilized, vacant, and/or brownfield sites over new development and expansion of service areas, whenever possible. As efficiency in providing public services and achieving economies of scale are important for City utilities, the City should strive to maximize use of existing infrastructure before service areas are expanded.

Given the significant inventory of underutilized sites within the City, there are many options available to fit a wide variety of development proposals and needs. Conceptual redevelopment plans for Michigan Avenue and Calumet Drive/North 15th Street are included further in this chapter. Areas like these typically do not redevelop without proactive involvement of redevelopment professionals. Instead, a combination of careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years is required. Conceptual redevelopment plans are intended to be a starting point for detailed site-specific redevelopment plans and the eventual redevelopment implementation for each of these areas. In addition to Michigan Avenue and Calumet Drive/North 15th Street, redevelopment and infill at other targeted areas of the City is discussed further in this Chapter.



Figure 3-1 illustrates a recommended approach to redevelopment planning and implementation that will have a lasting, positive economic effect on each area and the community. Typically, this type of detailed planning and implementation process includes the following steps:

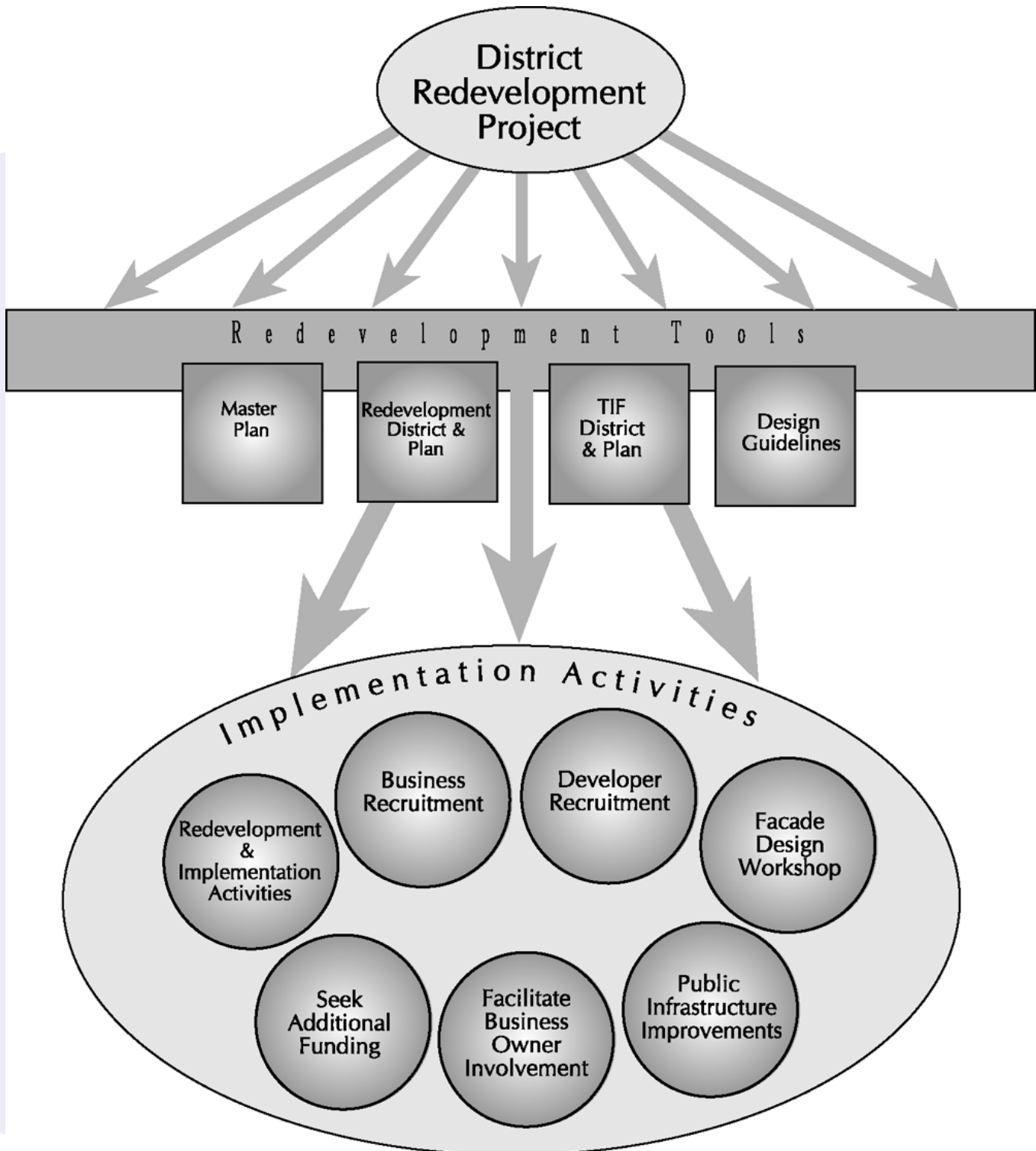
- Evaluate the planning area's condition.
- Conduct a regional and local economic opportunities analysis.
- Identify goals and objectives for the redevelopment area.
- Prioritize individual redevelopment sites within the area.
- Conduct a market assessment for each redevelopment site.
- Prepare a redevelopment strategy and detailed plan map, with attention to priority sites.
- Aggressively pursue implementation through techniques like the adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; brownfield remediation; site acquisition, consolidation, and demolition; and developer recruitment.

Where brownfields are identified in the redevelopment planning process, the following list of special steps is advised for successful brownfield remediation and reuse:

- **Resource Procurement.** In order to ensure the successful redevelopment of these sites, considerable capital must also be raised for remediation and redevelopment. Funding assistance from state, federal, and other public agencies, as well as from non-profit and foundation sources should be sought.
- **Environmental Assessment.** Successful redevelopment of brownfields is not possible without a thorough understanding of the environmental conditions present on the site. The first step is to conduct a Phase I Environmental Site Assessment (ESA), which entails an analysis of potential environmental concerns at the site. Following a Phase I ESA is a Phase II ESA which includes soil and groundwater sampling to determine the existence and extent of the perceived potential contamination.
- **Site Control.** Successful brownfield assessment, cleanup, and redevelopment hinges on access to the site. This can be achieved either through a cooperative relationship with the property owner, or through purchase of the property by the municipality. Consequently, working with property owners to negotiate property access or acquisition and to determine a relocation strategy, when necessary, is critical.
- **Developer Recruitment and Enrollment in the State's Voluntary Cleanup Program.** It is important to seek out developers whose skills and portfolios best meet the end use and site specific requirements of each brownfield redevelopment project. A determination of a developer's desire of a No Further Action (NFA) letter from Wisconsin DNR Voluntary Cleanup Program should be made early in the discussions, and enrollment in the program should occur early to facilitate WisDNR buy-in to the project, if an NFA letter is required by the developer.
- **Environmental Remediation and Construction.** Once issues of site control have been adequately dealt with, environmental remediation, if necessary, should occur. Remedial actions are often

developed most efficiently when a developer has been secured for the site, so that new construction can be used as a remedial method.

Figure3-1: Redevelopment Planning and Implementation Process



Leverage Educational Institutions

- The City benefits from being home to several traditional and technical higher education institutions, namely UW-Sheboygan, Lakeshore Technical College and Lakeland College. In addition, the City has consistently well-ranked public and private K-12 schools. These institutions are all key components in economic development—providing opportunity for residents, training new workers, and attracting new students to the City. In order to leverage educational institutions, the City intends to:
- Encourage collaboration between these institutions and employers to help ensure area students can receive appropriate, high-quality training for the employment opportunities in demand in the local area.
- Engage these institutions in economic development initiatives; in addition to facilitating valuable information-sharing, this will ensure the City’s strategies are supported by local educational programs and that local residents are able to connect to emerging economic opportunities.

Draw people Downtown to Live, Play, Eat, Stay, and Meet

Downtown Sheboygan’s Harbor Centre is unique in size, amenities, and history within the greater region. It plays a key role in both the history of the community and in its future as a dynamic, appealing urban area. In addition to serving local residents and workers, it attracts regional residents as well as visitors from beyond the regional area. As shown in Map 1, Sheboygan is well-suited to grow as a tourism destination, located roughly an hours’ drive from metro Milwaukee and on the route between the Chicago and Milwaukee metro areas and established visitor destinations such as Door County and Green Bay.

The City will continue prioritizing economic development and investment downtown, including implementing the Harbor Centre Master Plan. The Harbor Centre Master Plan includes a variety of recommendations to increase the amount of people and activity downtown. A vibrant, busy downtown can attract new investment, enhance quality of life for residents, grow local pride and a sense of place and community, attract new residents and visitors, and help Sheboygan continue to improve its image.

Key recommendations to draw people downtown include:

- Increase programming, including public, private, and non-profit events. Support the creation and success of new events led by non-profits, the Chamber of Commerce, or community/neighborhood organizations that add to the unique mix of events downtown.
- Work with community organizations that are continuing to build on the significant concentration of arts, cultural, and educational attractions downtown. Support organization of the arts and cultural network including the establishment of a County-wide events calendar.
- Encourage mixed-use development in and near downtown through zoning, building codes, and redevelopment planning, creating more round-the-clock activity.
- Support new market rate multi-family housing development downtown, including apartments, townhomes, condominiums, student housing, senior housing, and live-work housing.
- Encourage infill development to fill gaps in street-level activity along downtown streets.

- Encourage expanded and coordinated business hours amongst downtown retail businesses.
- Continue to implement planned new bicycle and pedestrian connections, providing safe access to downtown for these users and increasing the pedestrian-friendly atmosphere overall.
- Continue to leverage the frontages, access, and views to Lake Michigan and the Sheboygan River for high-value economic development and to attract water-oriented retail and recreational businesses.
- Support the efforts of the Harbor Centre Business Improvement District (BID).
- Implement the planned pedestrian bridge at Virginia Avenue to connect the Riverfront District to the South Pier District.
- Encourage entrepreneurship.

Implement the Regional Foods Initiative

The City of Sheboygan seeks to ensure all residents have access to healthy foods, economic opportunity, and a safe and sustainable environment. Given the community's location adjacent to highly-productive farmland and the wealth of agriculture and food production in the region, the local community should have access to locally grown and fresh foods. Further, additional businesses and employment opportunities could result in economic development and growth in the food and beverage economy. The Regional Foods Initiative is a primary example of an economic development strategy aligned with local and regional "place-based" assets – one for which the area has inherent advantages and significant growth opportunities.

By advancing this initiative, the City and its partners seek to: ensure all of its residents have access to fresh, nutritious foods; provide value-added food training opportunities to provide vital skills and align under-skilled or underemployed residents with this growing regional economic sector; encourage new sustainable economic activity in food production and processing; and support the livelihoods of small farmers in neighboring communities.

To advance this initiative, the City and its partners intend to:

- Develop a comprehensive regional food strategy that identifies and develops priority strategies for remediating the disconnect between healthy, fresh or locally-processed foods and access by local residents.
- Facilitate existing initiatives that would address these disconnects, including assisting in the development of an aggregation/distribution network, food cooperative, and/or development of a year-round downtown market or grocer easily accessed by the community's lower-income residents.
- Provide strategies and encourage improvements in the food distribution system that help the regional food bank, located in the community, operate more efficiently.



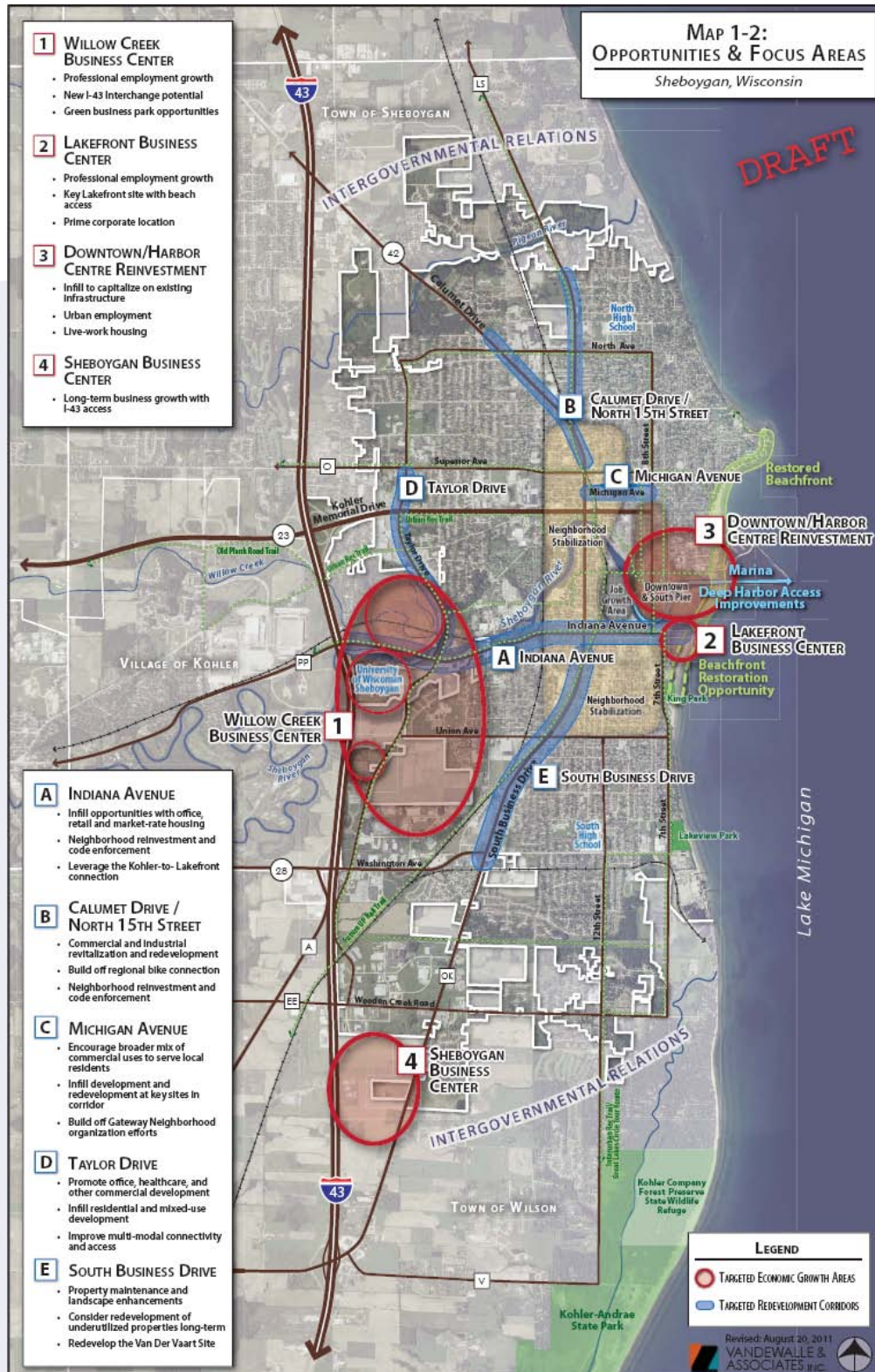
- Build the capacity of local organizations in order to advance the initiative, develop project ownership within different organizations, and directly connect programs to residents most in need of services.

The City may use a variety of funds to initiate and continue to support these efforts including Tax Increment Financing as well as federal and state grants.

Focus Economic Development Efforts on the City's Opportunities & Focus Areas

The Opportunities & Focus Areas Map, presented in Chapter One and on the following page, depicts the City's Targeted Economic Growth Areas and Redevelopment Corridors. Implementation recommendations specific to each area are expanded upon below.

Figure 3-2: Opportunities & Focus Areas



Targeted Economic Growth Areas

- The **Willow Creek Business Park** provides an ideal location for future professional employment growth, offering good visibility, easy access, and relatively large-scale sites for development. As it promotes employment growth in this area, the City will:
 - Continue with its plans to develop this as a “green” business park, which, if fully-realized, will impact both the development style of the land and buildings themselves, and the type of businesses within the Park.
 - Implement the detailed Conservation Plan (to be completed by 9/2011) for the 177 acre property which provides a roadmap to protect the high value resources while at the same time developing the property in an environmentally sensitive and sustainable manner.
 - Develop green building guidelines for the business park to ensure the development of high-quality, lasting, energy-efficient buildings.
 - Actively market the Business Center to businesses operating in “green” industries or that are otherwise committed to a strong “triple-bottom-line” of environmental and social as well as economic success.
 - Encourage collaboration between UW-Sheboygan and Business Center employers. Their proximity could help students find internships or jobs, help employers target potential employees, and provide knowledge-sharing, resource-sharing, business incubation, and/or collaborative research.

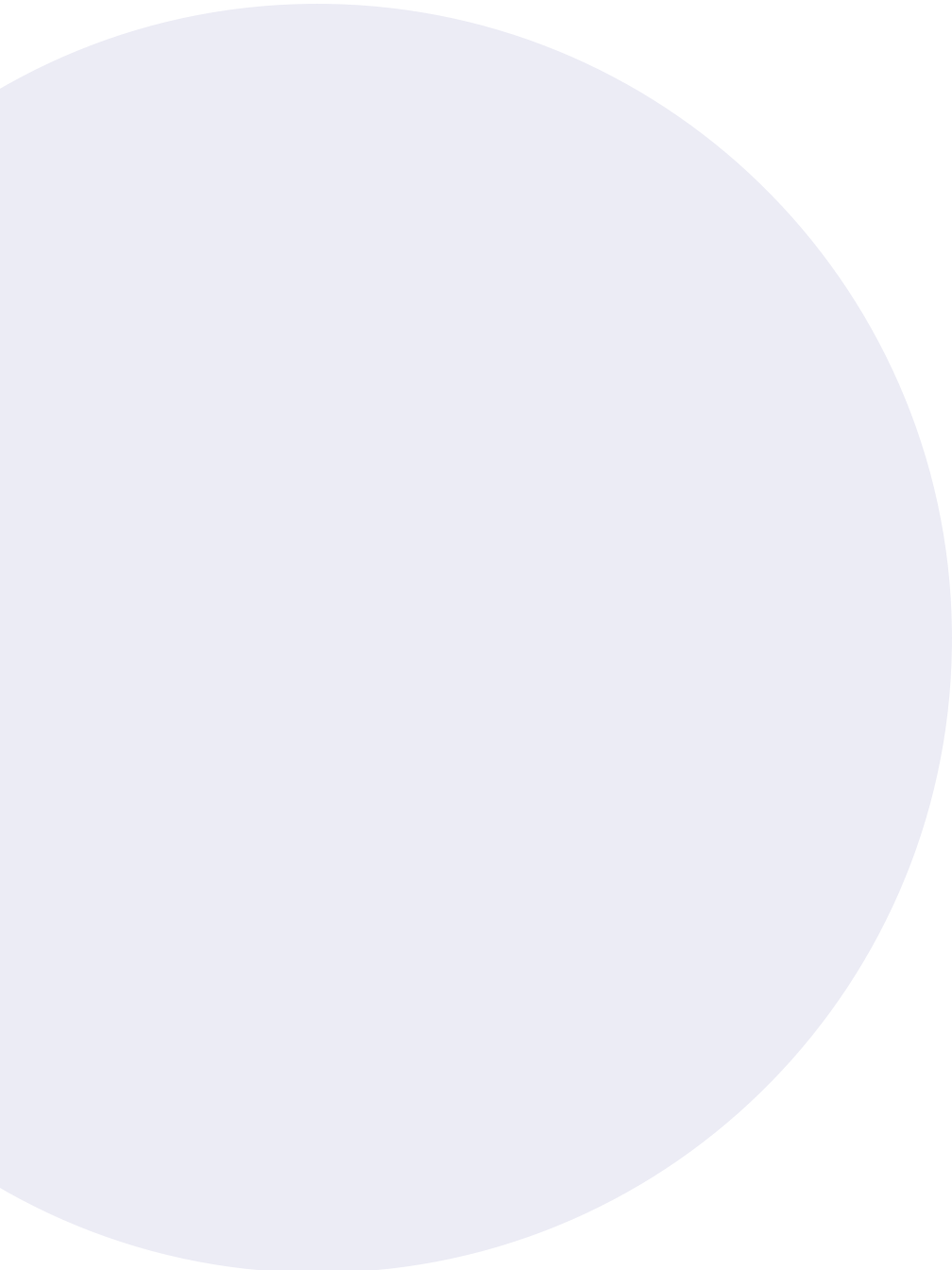
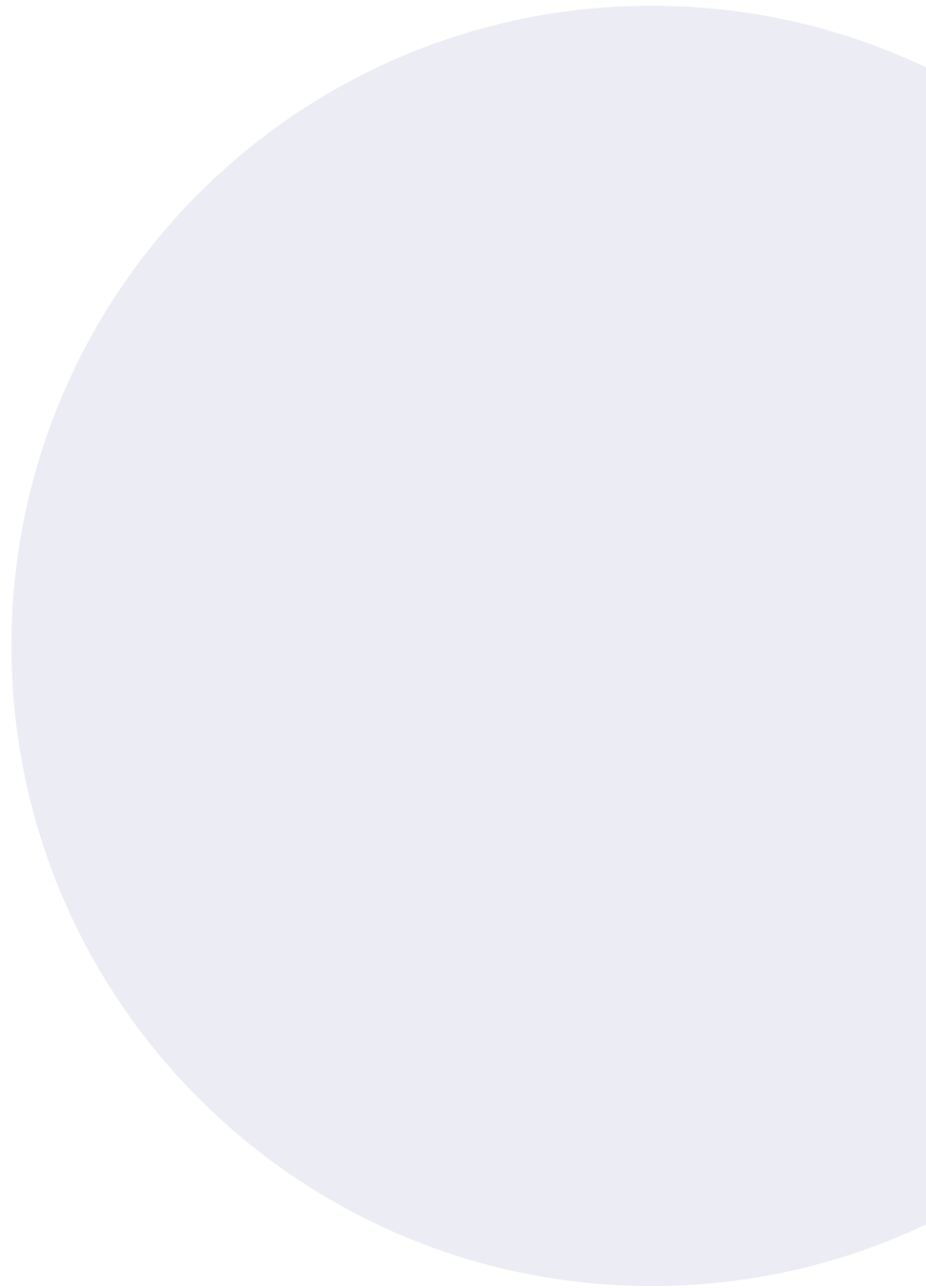


Figure 3.3: Willow Creek Business Park Concept Plan (to be completed by 9/2011)





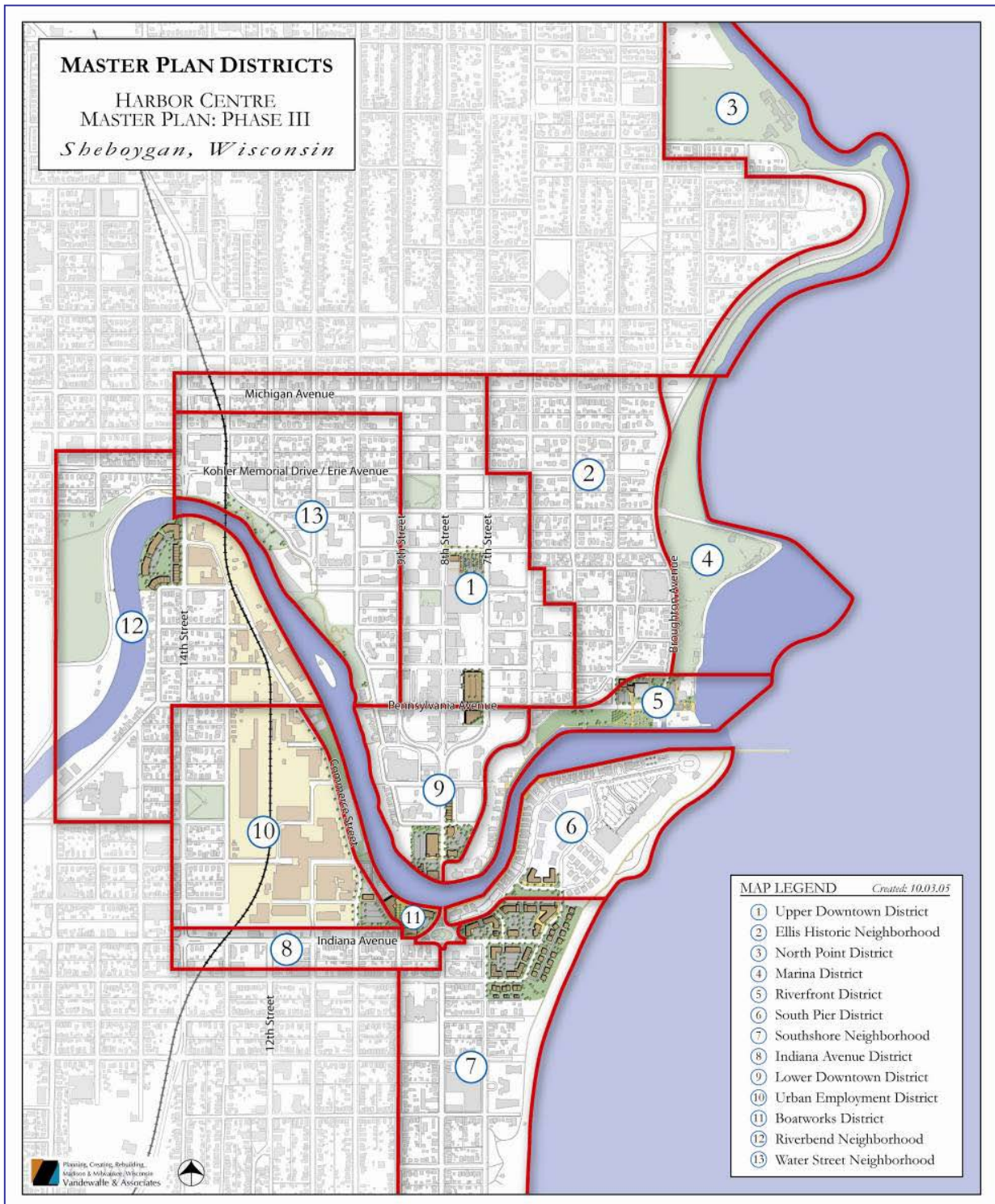
- The **Lakefront Business Center** recently became available for redevelopment as the property owner, Pentair, closed this facility and put the property on the market for sale. Lake views, beach access, and proximity to the amenities of South Pier, Indiana Avenue and downtown make this a truly unique site for a corporate headquarters or other prominent professional business growth. To advance the Lakefront Business Center economic development strategy, the City intends to:
 - Proactively market this site, in coordination with the property owner, to both regional and national/international developers and companies that might be interested in this location.
 - Maximize the value of this property through recruitment of high-quality, employment development and integration of the area with the adjacent districts and neighborhoods.
 - Prioritize beachfront restoration, which will benefit the entire Southshore neighborhood area and the environment.





- **Downtown/Harbor Centre Reinvestment** remains an economic development priority for the City. To continue building off of the successful revitalization success downtown, the City should continue to prioritize its implementation. Particularly the City will:
 - Continue to utilize the Harbor Centre Master Plan as a long-range vision for both day-to-day decisions and major initiatives and development projects within Harbor Centre.
 - Ensure economic growth and reinvestment in priority areas of Harbor Centre such as South Pier, Indiana Avenue, Michigan Avenue, and others over time are well-connected and integrated with one another and the broader Harbor Centre area.

Figure 3-4: Harbor Centre Master Plan Districts



- The **Sheboygan Business Center** area will provide a strategic location for business growth over the long-term. Bordering the southwestern edge of the community, the Park will provide large lots envisioned for industrial users that have substantial land demands and need easy access to the Interstate. Over the planning period, the City intends to:
 - Continue to support, whenever feasible, redevelopment within its existing urban area to minimize sprawl, utilize existing infrastructure, and ensure jobs are easily accessible to City residents.
 - Ensure long-term community/business growth in the Sheboygan Business Center.



Targeted Redevelopment Corridors

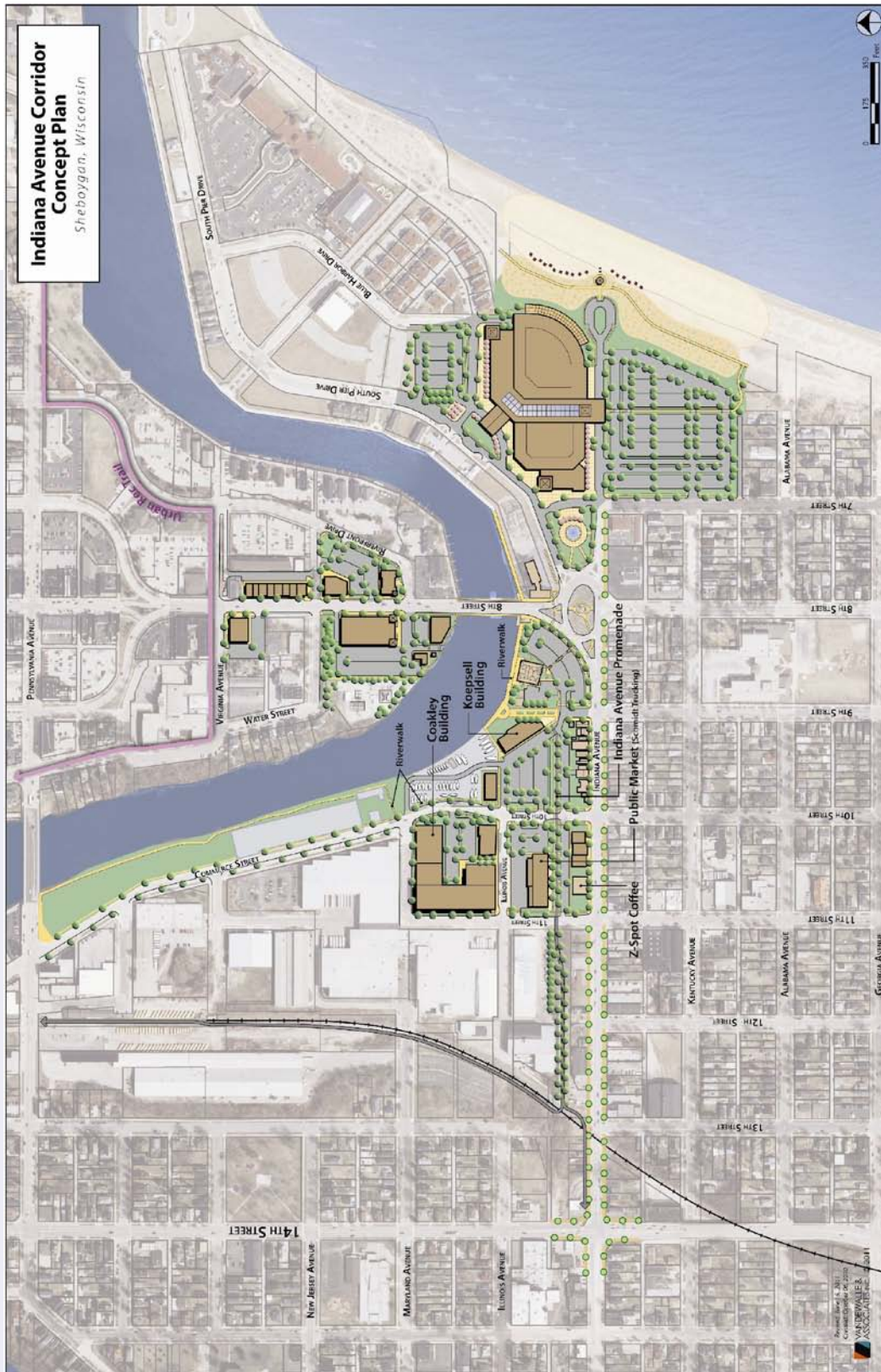
- **Indiana Avenue.** The City adopted the Indiana Avenue Redevelopment Plan & Implementation Strategy in early 2011 as a redevelopment concept for the first phase of redevelopment in this priority area of Harbor Centre. The Indiana Avenue Plan establishes a vision as “a gateway corridor and major entryway into Harbor Centre” with a vibrant, connected business district providing employment, serving the day-to-day needs of residents, and offering an attractive environment for visitors. The City will continue to advance the recommendations of the Indiana Avenue Plan including:
 - Leverage Indiana Avenue’s role as the Kohler-to-Lakefront connection.
 - Advance the Sheboygan Regional Foods Initiative in this urban redevelopment area.
 - Consider development of a business incubator or commercialization center.
 - Leverage the area’s cultural diversity for small business growth, including branding a section of the corridor as an art and craftwork district which could include live-work housing, gallery and retail businesses, region and ethnic dining, etc.
 - Strengthen the surrounding residential districts.
 - Improve bicycle and pedestrian connections to and through the corridor.
 - Reinstate the I-43 off-ramp at Indiana Avenue to provide a new entrance to the Willow Creek Business Center, Taylor Drive, and Downtown.

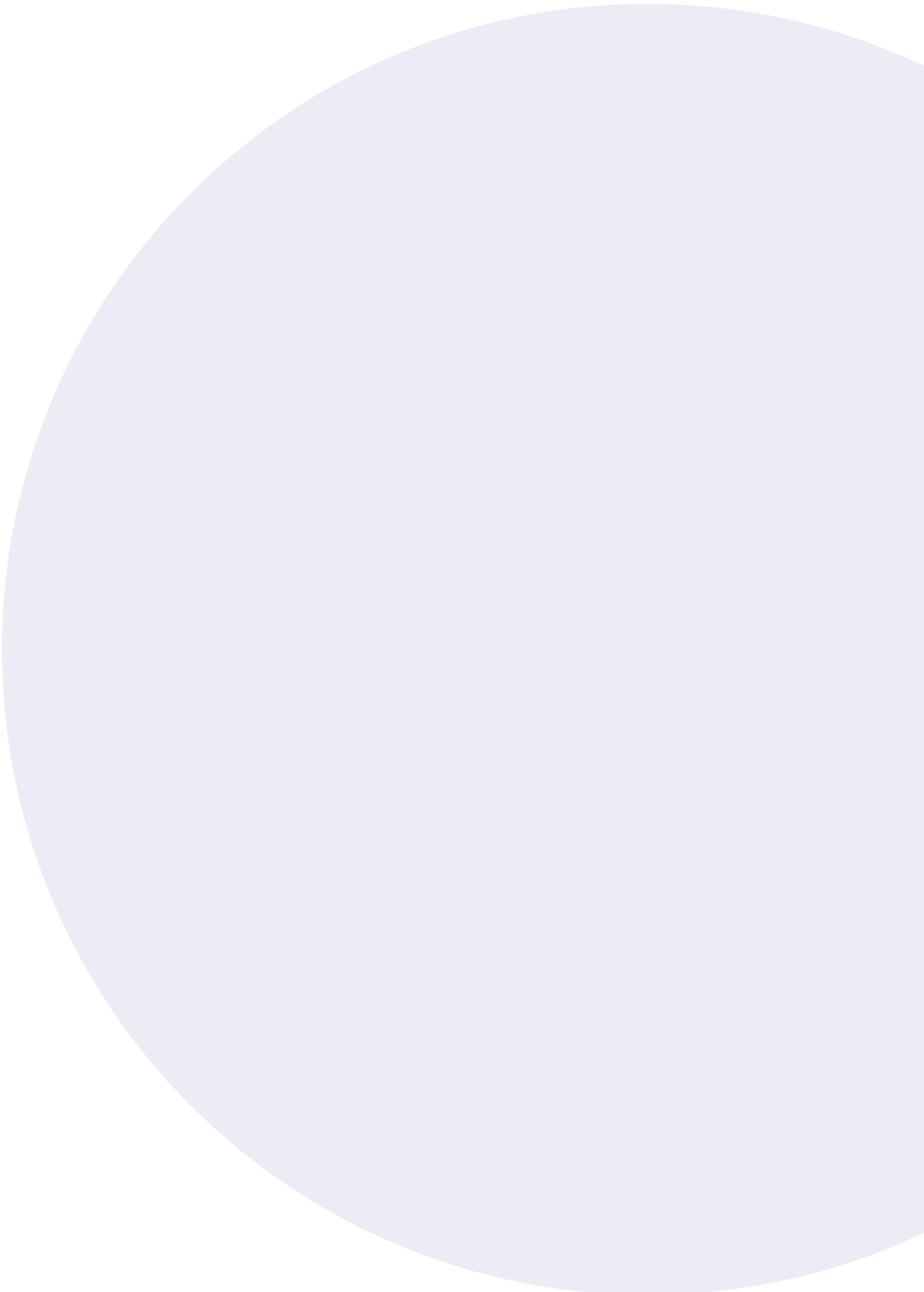
Figures 3-5 A & B depict alternative concepts for the Indiana Avenue District. The Indiana Avenue Plan identifies and describes in graphic and narrative form 13 specific redevelopment recommendations throughout the district.

Figure 3-5 A: Indiana Avenue District Concept Plan – Corporate Office



Figure 3-5 B: Indiana Avenue District Concept Plan – Entertainment Use





- **Calumet Drive/North 15th Street** is a major approach into the Harbor Centre/downtown area that is ripe for commercial and industrial revitalization and redevelopment, as well as significant reinvestment in surrounding neighborhoods. As part of this Plan, a Conceptual Redevelopment Plan was developed for the Calumet Drive and North 15th Street area (Figure 3-6). Key recommendations for this area include:
 - Attract job-intensive infill at key sites and promote and advance commercial redevelopment at prominent intersections.
 - Improving circulation, site access, and streetscape within the area.
 - Reuse existing buildings, such as existing historic warehouses, when feasible.
 - New development should be oriented toward the street and the planned bicycle trail connection which connects the area to downtown.
 - Work with the adjacent neighborhood to promote reinvestment and revitalization.
- **Michigan Avenue** is a neighborhood commercial corridor on the northern edge of Harbor Centre within the Gateway Neighborhood, an area that has seen significant neighborhood organization and improvement efforts over the past few years (see Chapter Four). The neighborhood is ideally located just north of downtown and offers affordable urban living opportunities. Gateway Neighborhood residents have expressed interest in attracting a broader mix of neighborhood-oriented commercial uses to the Michigan Avenue corridor.

As part of this Plan, a Conceptual Redevelopment Plan was developed for the corridor (Figure 3-7). The Conceptual Plan identifies locations for commercial, residential, and mixed-use redevelopment, proposes improving neighborhood gateways/key intersections, and recommends streetscape, branding, and better integration of bicycle and pedestrian facilities with the neighborhood. To implement the Conceptual Plan, the City intends to:

- Continue to communicate and collaborate with the Gateway Neighborhood Association to further build community involvement and on-the-ground neighborhood revitalization.
- Promote infill and redevelopment at key sites to attract new neighborhood-scale commercial development and should also consider new quality residential development along Michigan Avenue with can provide a broader mix of housing choices and attract new residents to support neighborhood commerce.
- Explore branding of Michigan Avenue as the downtown



- restaurant/bar district. This could include a broader mix of small restaurants, including café, take-away, casual sit-down, and fine dining, as well as brewpubs and traditional taverns/bars. Dining choices could grow to reflect the rich ethnic diversity in the City. Michigan Avenue is a neighborhood-scale corridor and the increased eating and drinking businesses should add to an eclectic mix of shops, music/entertainment venues, and daily services to create a more vibrant pedestrian-oriented district serving the dense, diverse urban neighborhoods surrounding it.
- Identify resources to improve the gateways, streetscape, and bicycle/pedestrian facilities and implement improvements over time.
 - **Taylor Drive** is a north-south connection on the western edge of the City connecting Kohler Memorial Drive with the Willow Creek Business Center and Indiana Avenue. This corridor is well-located for future office, healthcare, and commercial development, and also offers opportunities for infill mixed-use and residential development. The City adopted the Taylor Drive District Master Plan in 2009 (Figure 3-8). In implementing this plan the City will:
 - Proactively promote reuse and redevelopment of sites along the corridor based on the Master Plan recommendations. Areas include Memorial Mall, Memorial Plaza, the Taylor Heights Shopping Center, and the Schuchardt Farm property.
 - Improve connectivity and access along the corridor for autos, as well as for bicyclists and pedestrians as existing and planned regional trails and recreational and cultural amenities are also located in the corridor.
 - Consider installing gateway signage and a wayfinding system and developing a landscaping theme to create a district identity.
 - Encourage limited, high quality signage to enhance this corridor.
 - Reinstate the I-43 off-ramp at Indiana Avenue to provide a new entrance to the Willow Creek Business Center, Taylor Drive, and Downtown.
 - **South Business Drive**, between Indiana Avenue and Washington Avenue, will remain a commercial and employment corridor over the long-term. Plan recommendations for this area include:
 - Promote redevelopment of the Van Der Vaart site into a new mixed use development.



- Promote redevelopment and development of underutilized properties along South Business Drive.
- Encourage maintenance and enhancement of properties, particularly those areas visible to the public from South Business Drive and those areas visible to adjacent residential neighborhoods.
- Encourage limited, high quality signage to enhance this corridor.

Figure 3-6: Calumet Drive and 15th Street Redevelopment Concepts

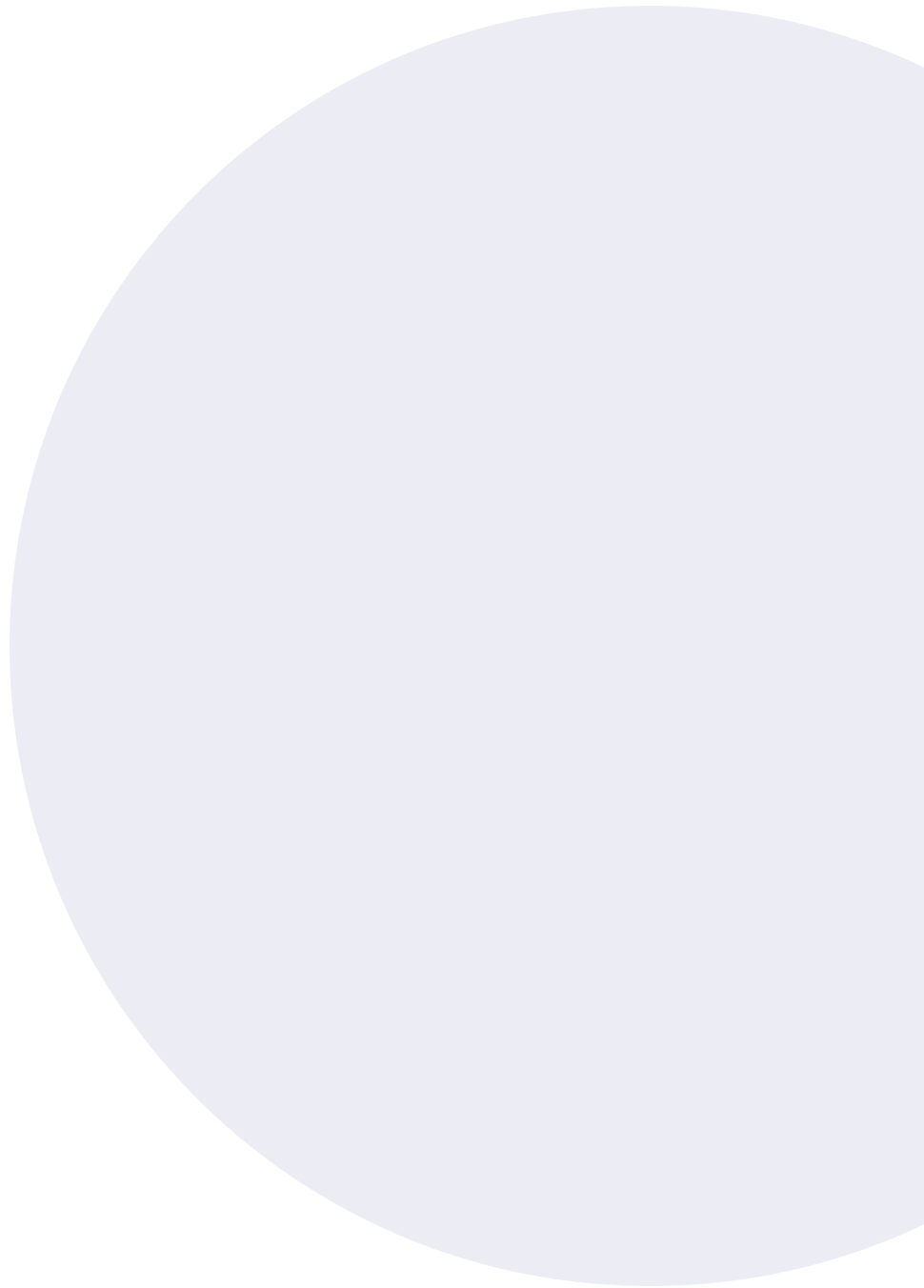
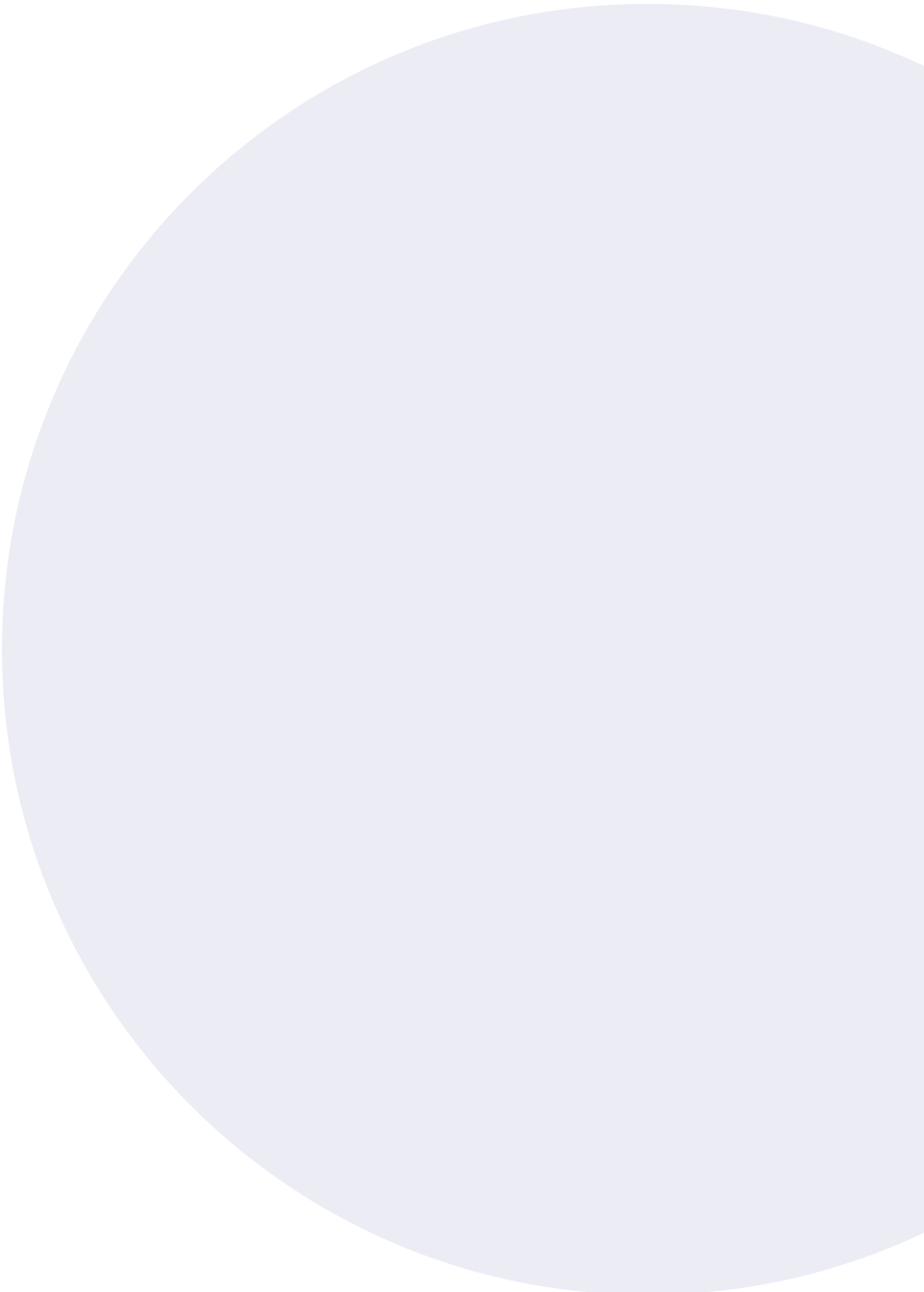




Figure 3-7: Michigan Avenue Redevelopment Concepts



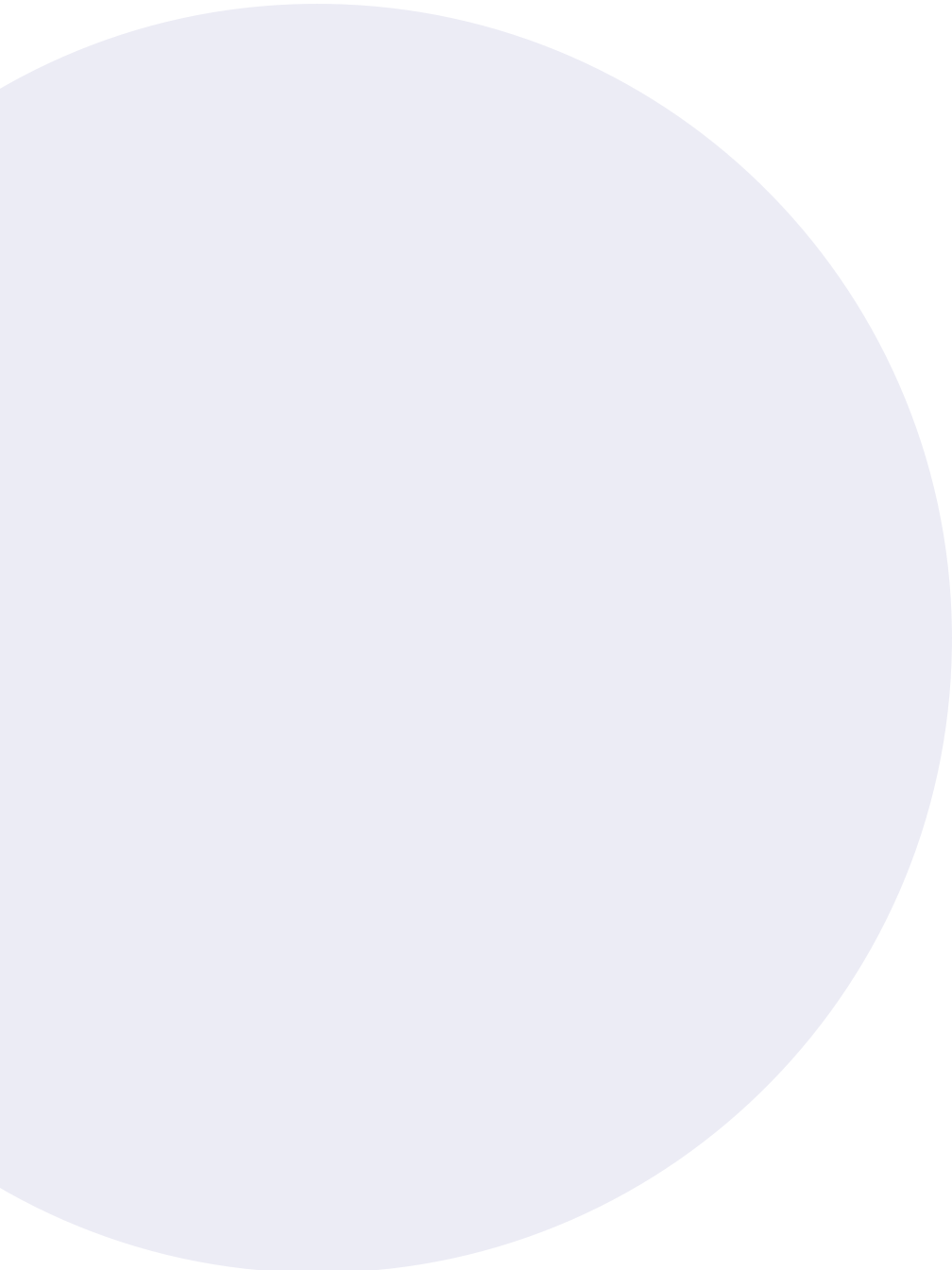
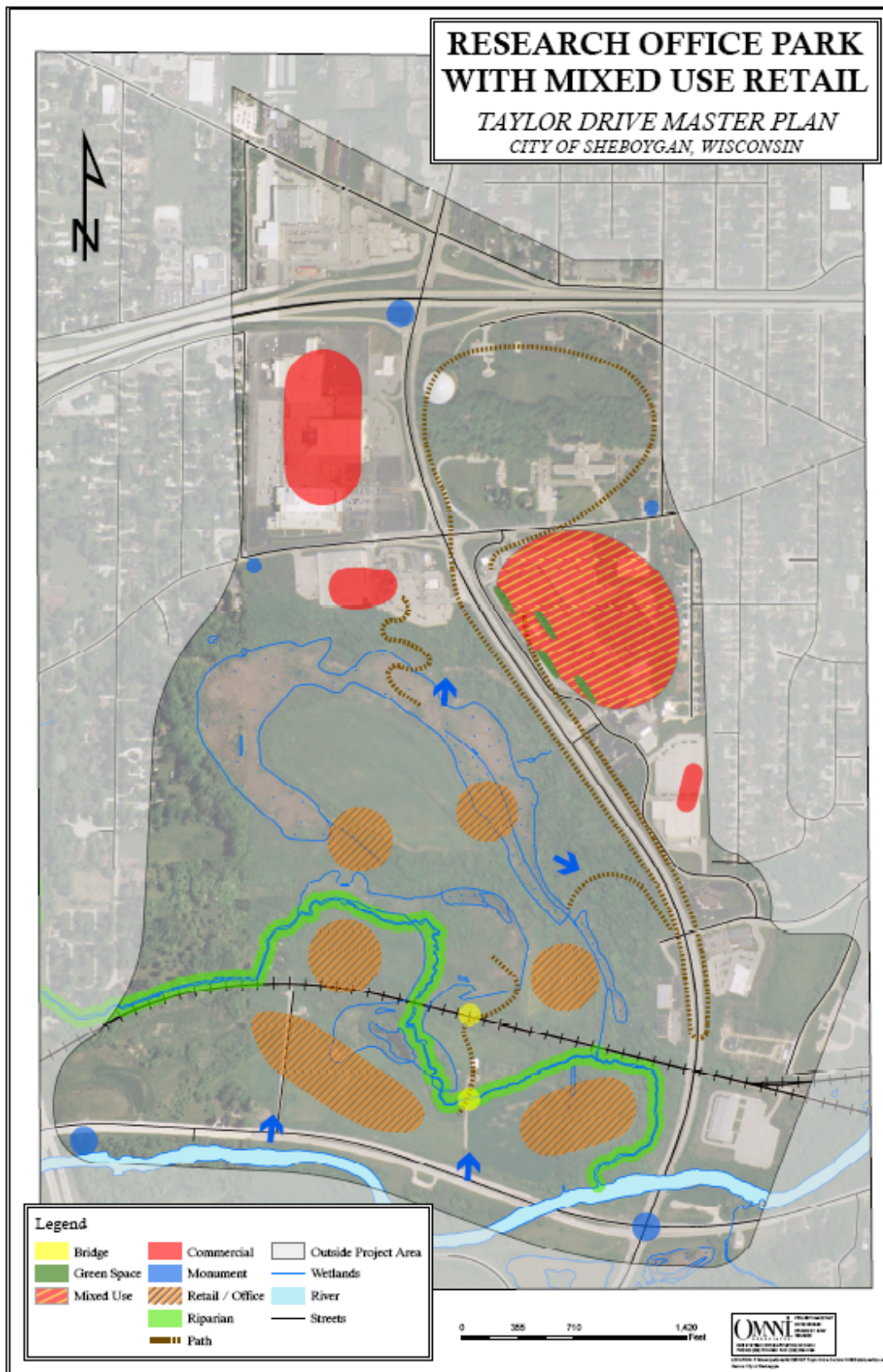
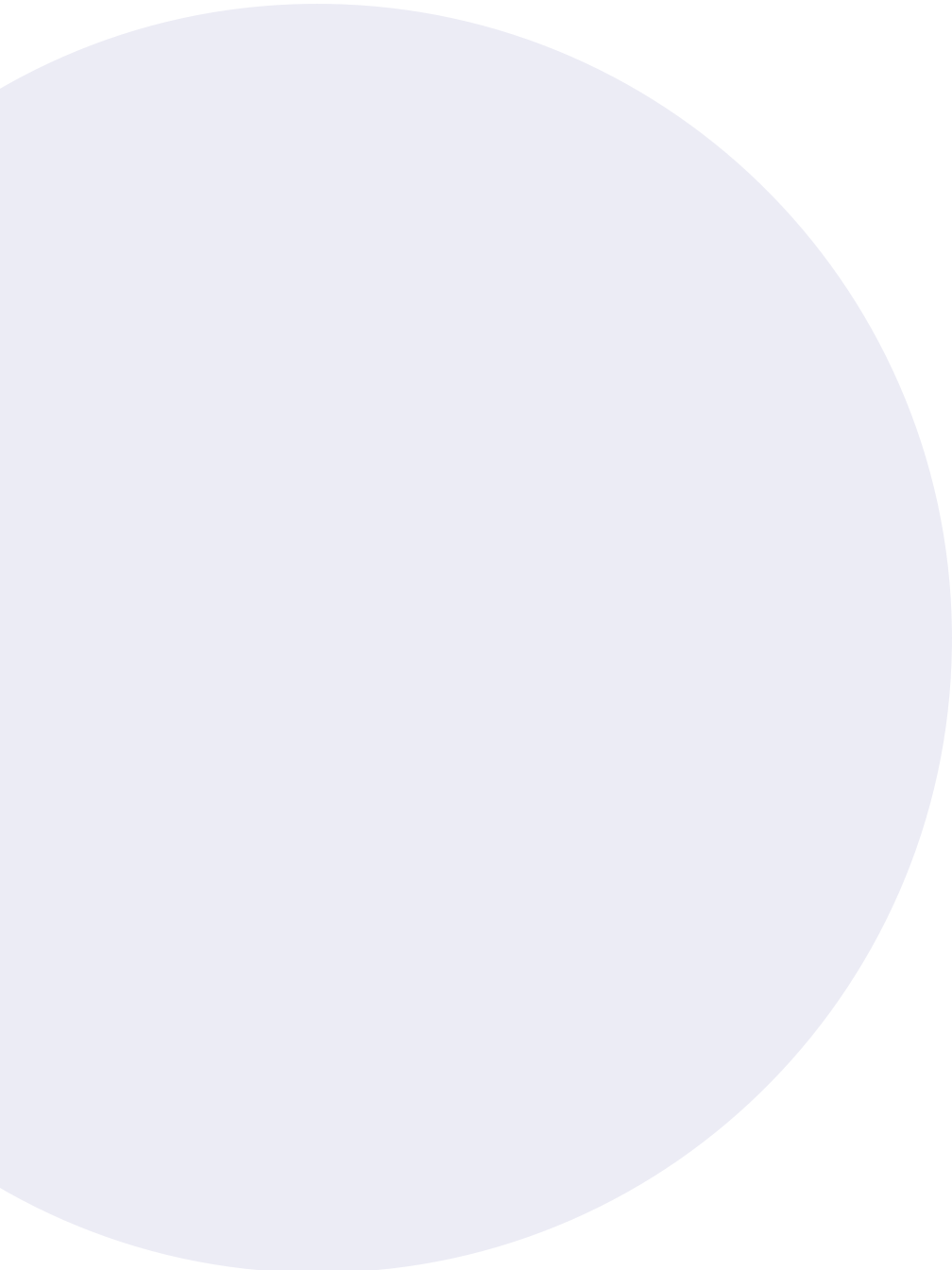


Figure 3-8: Taylor Drive Plan Graphic







HOUSING AND NEIGHBORHOOD DEVELOPMENT

Housing and neighborhoods are one of a community's greatest assets and in Sheboygan, as in many communities, housing comprises its largest land use. Offering quality housing choices in vibrant neighborhoods is essential for the continued attractiveness of the community as a place to live, work, and play. The City will strive to adapt to changing demographics, living preferences, family sizes, and economic conditions to continue meeting the needs of existing and potential new residents— and will leverage the many ways in which the City's existing housing stock, neighborhoods, and community fabric address well these changing needs and preferences.

Goals

1. Facilitate the provision of quality, safe, and appealing housing at a variety of price points and for all stages of life. Support the development and maintenance of strong neighborhoods.

Objectives

1. Facilitate ongoing development of a broad range of housing types, densities, and costs throughout the City, while preserving the overall composition of existing neighborhoods.
2. Promote long-term maintenance and reinvestment in the City's existing housing stock, maintaining older neighborhoods as safe and desirable places to live.
3. Promote neighborhood-sensitive infill and redevelopment.
4. Help facilitate vibrant neighborhoods that are safe and offer a strong sense of place and community.
5. Provide housing choices that encourage young workers to choose Sheboygan as a place to live and work, and which make it an appealing community in which to remain as their families grow.



Policies

1. Plan for a sufficient supply of housing to accommodate a variety of income levels, age groups, and household sizes.
2. Encourage higher-density multi-family housing in appropriate locations in the City, such as downtown, and enforce high-quality design and building standards for all new and expanded multi-family developments to ensure they retain their value and enhance their neighborhoods.

3. Ensure that redevelopment and infill development in existing neighborhoods complements the character and scale of existing homes while still allowing for neighborhood reinvestment.
4. Promote development of an adequate supply of quality housing appropriate and accessible to seniors, particularly in locations near to the services and transit that seniors often require. Support the intentional design of new and existing housing units to promote accessibility for all ages, such as zero-step entries, wide doors and hallways, and “paths of travel” considerations.
5. Consider unique housing options well-suited to the community, from live-work developments to cooperative housing.
6. Maintain and elevate residential property values through efforts such as neighborhood infrastructure investments, proper zoning controls, consistent enforcement of existing building and property maintenance codes, more aggressive action on problem properties where necessary, and volunteer solutions wherever possible.
7. Encourage initiatives that strengthen neighborhoods through maintenance of housing stock; promotion of home ownership; creative reuse of vacant or underutilized buildings and parcels; infill development; and the development, maintenance, and improvement of parks, streets, and other public infrastructure.
8. Continue working with active neighborhood groups on issues of safety, reinvestment, community development, and encourage the replication of successes in other areas of the City.
9. Support the community policing program and related community initiatives such as block watches to help ensure the safety and security of City neighborhoods.
10. Promote “complete neighborhoods” that offer a compatible mix of residences, services, businesses, community facilities, jobs, recreation, and education.
11. Explore a variety of creative means to attract young families to live in Sheboygan, such as marketing the community’s housing and amenities to potential residents, employers, and realtors, and promoting neighborhood features that are appealing to young families, such as being walkable to schools, close to parks and recreation, and affording opportunities for homeownership without breaking a budget.

Recommendations

Continue Neighborhood Organizing and Improvement Efforts

In recent years, the City’s residents and officials have become increasingly interested in organizing to strengthen their neighborhoods. The Neighborhood Revitalization Strategy Area (NRSA) Plan, developed in 2008, was a transformative effort that brought together engaged residents, City leaders and department heads, school leadership, and human services organizations to develop a plan to improve a target area northwest of downtown, around Michigan Avenue, now known as the Gateway Neighborhood.

Through the NRSA Plan, a Stakeholder Committee and area residents developed goals and objectives for the proposed Neighborhood Revitalization Strategy Area. Resident involvement was central to Plan development, through community surveying, public meetings and outreach, and Steering Committee participation. The goals developed will function as a neighborhood plan and will organize the efforts of the City of Sheboygan, nonprofit organizations working in the NRSA, and neighborhood residents. Measurable outcomes were developed and will be monitored annually,

and the plan will be modified as necessary to reflect both progress and emerging needs. Key issues addressed in the plan include code enforcement, housing rehabilitation, community policing, working with absentee landlords, assisting low-income homeowners with essential repairs, and more.

Overtime the City will:

- Promote continued implementation of the NRSA.
- Seek results that ensure the measurable outcomes continue to be met, including diligent code enforcement.
- Collaborate with social service partners to assist low-income homeowners with crucial maintenance.
- Continue collaboration between several City Departments (e.g. Building Inspection; Planning & Development; Police; etc), neighborhood residents, and community partners such as the United Way.
- Implement the Southside Neighborhood Revitalization Plan (scheduled for completion in early summer of 2011).
- Strive to replicate neighborhood revitalization success in other areas of the City as needed over time.

In the spring of 2010, residents of the Gateway Neighborhood also created the City's first official neighborhood association and other areas of the City are considering establishing their own associations. At the time this Plan was drafted, the Ellis Historic Neighborhood was working to develop a neighborhood association and the City had seen interest from other neighborhoods such as the Cleveland Park-Cooper School, Erie Hill, and others. The City intends to assist in this effort by:

- Continuing to work with residents and neighborhoods to develop strong neighborhood associations.
- Considering opportunities to help jumpstart similar efforts in neighborhoods where the efforts may have a significant benefit on the health, safety, security, and vitality on residents and their neighborhoods as a whole.

Diversify the City's Housing Stock

The City of Sheboygan has a healthy diversity among residents' ages, family and household sizes, lifestyles and housing preferences, as well as wide range of incomes and employment. Offering many different types, styles, ages, and costs of housing helps ensure current residents continue to find opportunities that fit their needs as their individual and family circumstances change, whether that be moving into a



lower maintenance home as an empty-nester, or upgrading from a starter home as more children are born or as one's wealth rises. A variety of housing can also promote attachment to community by providing housing for all stages of life and contributing to variety and balance in community life.

Sheboygan offers a low cost of living, both compared to other parts of the country and also compared to other areas in the region. Located within the community are a selection of relatively affordable homes in neighborhoods that are well-connected to day-to-day needs and offer the opportunity to choose between several practical and cost-effective means of transportation, including walking, biking, and transit—in addition to driving. These assets—affordability, efficiency in terms of transportation, modest home sizes with reasonable utility and maintenance demands, and proximity to jobs—should not be understated. They present a significant opportunity to strengthen the City's appeal to cautious homebuyers. Further, with household sizes declining as the “baby boomer” generation becomes empty-nesters and as younger generations opt for smaller families, the City's housing stock is well-suited to changing demographic as well as economic and social trends.



To this end, the City will:

- Continue to promote a range of housing choices in new neighborhoods, consistent with the policies laid out earlier in this chapter.
- Continue facilitating housing choices in the City that meet a wide range of employee needs and mirror the diversity in jobs found in the community.
- Work to more fully leverage the unique position and housing opportunities it offers to attract a greater share of the region's residential growth and investment.
- In both existing and new development, the City will promote residential development that is well-connected to community institutions such as schools, shopping, recreation, and employment.
- Promote infill development that will provide additional urban living and workforce housing opportunities. This type of housing may include mixed-use commercial buildings, apartments, condominiums, attached townhomes, and detached single-family homes throughout downtown and adjacent neighborhoods. Developments may include both new construction and the conversion of existing quality construction such as former warehouses or commercial upper stories.

These housing opportunities can provide urban living opportunities which may appeal to a broad mix of people from the City and throughout the region, including students, young professionals, and empty-nesters, as well as families of all types that simply prefer to live in an urban environment, close to work and downtown activities. Key potential demographics to target for downtown housing are discussed further below:

Empty-Nesters & Seniors

Within a few short years, all of the “baby boomer” generation will be over the age of 50, and the demand for housing conducive to senior needs and preferences will likely grow. The City’s population projections (see Appendix A, Figure A-3) and housing projections (Appendix A, Figure A-18), combined with assumptions of the percentage of 65+ persons over the next 20 to 25 years, suggest that 10 to 15 percent of new housing units should be senior-related.

Young Professionals

In recent years, many communities throughout the nation have considered strategic approaches to attract and retain “young professionals.” The SCEDC conducted a professionally-facilitated Young Professional Focus Group in the Spring of 2011. The discussion was centered on three themes: career and workforce, communication and engagement, and livability and amenities. The group’s insights helped guide many of the recommendations in this plan, and will continue to be used by the City and SCEDC as they work on economic development, community development, and livability issues. The City recognizes that young professionals contribute to a diverse labor market and healthy age balance; provide human capital, energy and innovation; and contribute to economic development. Young people who live in the City will consider establishing roots and raising families here.

It can be a particular struggle for mid-sized cities to attract and retain young professionals. Even larger cities have grappled with the out-migration of young college graduates, reporting a loss of a large percentage of their post-college age population to larger metro areas. With respect to housing, strategies the City will consider to attract and retain young professionals include:



- Help facilitate the development and maintenance of affordable entry level/starter homes. With a median housing value that is competitive with other communities throughout the region, the City will maintain the ability to draw young people who may be effectively priced out of other higher priced markets. Location, housing quality, and amenities will be important considerations. Many of the City’s neighborhoods provide housing that is affordable to most first-time home buyers.
- Support housing rehabilitation efforts. The City has a substantial concentration of older housing stock, which can be attractive for young professionals – as it tends to be affordable to first-time home buyers, be located near the amenities of downtown and the lake, and offer opportunities to generate sweat-equity.
- Accommodate the desires of young professionals in “Planned Neighborhoods.” Properly executed, “Planned Neighborhoods” provide many of the elements that young professionals seek – a range of housing types (including quality starter homes/condos/apartments and opportunities to “move up” within the same neighborhood), quality construction to assure a

return on investment, green spaces and recreational facilities, and accessibility to neighborhood-scale shopping and services. The City will encourage the development of most new residential neighborhoods as “Planned Neighborhoods,” following the guidelines presented in Chapter Two: Land Use.

- Support the development of “live-work” housing, which generally includes ground-floor business uses with residential space above. In addition to providing convenient, cost-effective spaces for business owners, entrepreneurs, artists, or self-employed workers to live and do business, this type of development would support small business growth and support the neighborhoods in which they are located by increasing round-the-clock activity and generating new customers for local businesses. Where desired, the City may modify regulatory barriers or zoning restrictions that discourage or preclude the development of live-work housing, and may also consider enacting related incentive programs.
- Consider student housing. Given the proximity of UW-Sheboygan, Lakeshore Technical College, and Lakeland College, there may be demand now or in the coming years for student housing in areas such as downtown. Student-oriented housing should be developed around transit, walking and biking routes, to facilitate students’ many means of getting around and to encourage students to engage in the community. The student population can also contribute to increased economic activity and energy in downtown. In addition, to housing, a greater variety of “third places” (informal gathering places) in the downtown would help attract students and residents. These places might include restaurants/pubs and coffee shops with evening hours, wireless internet access, and an atmosphere that promotes lingering, studying, and live entertainment.

Support Housing Rehabilitation and Reinvestment

In addition to its neighborhood planning and organizing efforts described above, the City will continue to focus on improving the conditions of existing housing within neighborhoods throughout the City, through efforts such as:

- Provide incentives for housing upgrades and increased homeownership through use of CDBG funding and partnerships with other organizations.
- Within targeted neighborhoods, continue to pursue the purchase of vacant, dilapidated, and tax delinquent housing for rehabilitation and resale for owner-occupancy.
- Continue proactive code enforcement policy with strict consequences for continued violations.
- Continue community policing initiatives in the community (refer to Chapter Nine: Utilities & Community Facilities for information).
- Implement the landlord training program, which the City is in the process of developing.



Sheboygan's unique cultural flavor, quality of life amenities, and award winning schools are some of the City's most important community assets. The celebration of places and spaces that make Sheboygan unique and fulfilling are key components of the City's approach for community development. The purpose of this chapter is to describe the City's approach to developing and enhancing Sheboygan's cultural assets and to explore the essential connections between the health of the City and education at all levels and at all life stages.

Goals

1. Preserve and enhance the City's historic character and rich culture.
2. Celebrate Sheboygan's rich heritage and advance cultural opportunities in the community.
3. Continue to work to support Sheboygan's outstanding schools to advance personal success, meet modern workforce demands, and support entrepreneurship.

Objectives

1. Expand upon the City's cultural programs, events, and destinations which celebrate Sheboygan and its unique heritage.
2. Maintain the balance between the City's urban advantages and small town characteristics.
3. Encourage the growth of civic and neighborhood organizations.
4. Engage residents in the betterment of the community through increased involvement in civic activities.
5. Recognize the essential link between education and the strength of the community.
6. Work with area educational providers to strengthen education on all levels.

Policies

1. Maintain and enhance the cultural integrity of the City through preservation and enhancement of historic, cultural, and archeological resources and embracing the City's multicultural heritage.
2. Collaborate with the Chamber of Commerce, SCEDC, community organizations and educational providers to establish a community calendar for joint promotion of events, organizations, and the City.
3. Implement recommendations of the Architectural and Historical Intensive Survey Report.
4. Work collaboratively with University of Wisconsin-Sheboygan, Lakeland College, Lakeshore Technical College, and other educational providers to encourage ongoing community education programming.
5. Promote community service opportunities to benefit both volunteers and the community.

6. Support educational initiatives that recognize the changing economy and provide students with the skills to address these changes, extending from elementary school to higher education and lifetime learning.

Recommendations

Strengthen Sheboygan's Educational System to Meet Tomorrow's Needs

Sheboygan is known for outstanding schools that provide lifetime learning opportunities to advance personal success. Recognizing the essential link between good education, a strong community, and a prepared workforce, the City will work with educational providers, businesses, and other partners to:

- Support educational initiatives that provide children and all residents with skills to address the great changes in the world's economy and technology. Potential opportunities include the expansion of science and technology-based curriculum and local business involvement in public education. The City will support the Sheboygan Area School District in building an excellent science education program. Preparatory programs like Project Lead the Way partner with middle schools and high schools to prepare students to become the most innovative and productive in an increasingly high-tech and high-skill global economy.
- Collaborate with higher education facilities to expand curriculum opportunities to better align with existing and future employment opportunities, including technology, alternative energy, and entrepreneurship programs.
- Establish linkages and encourage partnerships with the Chamber of Commerce, area businesses, and education providers to strengthen and focus existing programs that link students to businesses, particularly next generation jobs, through mentorship programs, internships, and career fairs.
- Work with businesses and educational providers to expand programs to assist the unemployed and underemployed to develop skills matching business needs.
- Consider joint community marketing with public and private education providers, in conjunction with the real estate community, as a way to support the addition of new families with children to the community. This idea is discussed more fully in the Housing and Neighborhoods chapter.
- Develop strategies to harness the knowledge-base of the upcoming retiring baby boomer population and potential to connect them with next generation workforce for direct mentorship.
- Strengthen the connection between the Mead Public Library and the Sheboygan Area School District by raising awareness of existing youth programs and cooperatively developing new programs to address future needs. Existing programs include:
 - A variety of summer reading programs, which promote literacy and academic performance by engaging children and young adults in reading during summer break.



- The annual Children’s Book Festival, which provides opportunities for exposure to a wide variety of writers for children and young adults.
- The Homework Help Line, which offers real time help with a wide variety of academic disciplines from accredited educators.

Continue to Celebrate Sheboygan’s Diversity

One of Sheboygan’s strengths is its unique blend of cultures and ethnic heritages—which are celebrated through annual festivals and events, such as Greek Fest, Hispanic Days, and Hmong New Year. To continue celebrating its cultural diversity to create a healthy, multicultural community the City will:

- Foster an inclusive and interactive community to attract and retain residents and workforce from ethnically diverse backgrounds.
- Partner with local educational institutions and other private entities to establish a cultural alliance to develop programs, events, and educational opportunities to celebrate diversity.
- Provide an environment that fosters community interaction. This involves preserving and enhancing Sheboygan’s downtown, community and neighborhood-based facilities such as schools, churches, and parks, locally-owned neighborhood businesses, and similar special places. It also relates to the extent to which the City fosters interaction through cultural events, programs, and activities, such as concerts and farmers’ markets.



Promote Tourism and Bring Visitors to the Lakefront

Sheboygan is well-situated within an important tourism corridor between Milwaukee and Door County. The City’s location on Lake Michigan further places Sheboygan on the map as a regional destination for waterfront attractions. Recognizing the significant opportunities this natural resource asset provides, the City has been working for the past 25 years to revitalize and invest in the waterfront to advance the health of the community and this important water resource. These efforts have led to the development of the City’s Riverwalk and Sand Dune Walkway, a 400-slip Harbor Centre Marina, and the Blue Harbor Resort and Conference Center. With the infrastructure in place, the City is now in a position build on this legacy to more actively promote the lake, lakefront amenities and activities. City efforts may include:

- Emphasize the City’s connections in the region, including Interstate 43, Kohler-Memorial Drive, Indiana Avenue, 15th Street/CTH LS and the Interurban and Old Plank trails. Improving the City’s connectivity to neighboring communities and outlying areas in the region is important to the continued success of the lakefront.
- Remove barriers for pedestrian access to the lakefront, potentially through the creation of a pedestrian bridge connecting the South Pier and the downtown and investigation of public access to Lake Michigan at the eastern terminus of Erie Avenue.

- Evaluate and update the City’s entry and wayfinding signage system to better market the community and direct visitors to key destinations. The City’s Harbor Centre/downtown wayfinding signage was designed and installed a number of years ago, prior to the 7th and 9th Street conversion from a one-way pair back to two-way streets. As a result of the conversion, the signage no longer guides visitors to key designations via the most direct route. The growing number of visitors to Sheboygan would benefit from an updated and potentially expanded wayfinding signage system.



Continue to Promote the Arts, Cultural Facilities, and Events

Sheboygan has a strong tradition of developing and supporting arts and culture. The establishment of the Stefanie H. Weill Center for the Performing Arts, the John Michael Kohler Arts Center, Sheboygan Performing Arts organization, and the Sheboygan Visual Artists network are just some examples of this tradition. Working with community partners, the City will continue to promote and expand upon this tradition, specific initiatives may include:

- Prepare a complete inventory of Sheboygan’s cultural offerings and collaborate with the businesses and the Chamber of Commerce to prepare a consolidated events calendar.
- Build on the City’s existing activities and events, such as the Sheboygan Farmer’s Market, Harbor Fest, Brat Days, the Dairyland Surf Classic, Hmong Summer Festival, Greek Fest, Slovenian Fest, Hispanic Fest, Earthfest, Lobster Boil, Lakeshore Weekend, Midsummer Festival of the Arts, Sheboygan Shindig, Gus Macker Basketball Tournament, Coho Derby, and Powder Puff Derby. Regular activities throughout the year in the City, and on the lakefront in particular, are essential in maintaining the Sheboygan area as a tourism destination. Filling the monthly and annual calendar will ensure continued activity.
- Encourage expansion of or development of new cultural venues to create more options for Sheboygan residents and visitors to learn, play in, and experience the community, such as a botanical garden.
- Fund public art displays, informal performance spaces, and mixing art, culture, and horticulture, ala Bookworm Gardens, with artist designed landscaping and/or demonstrations of community sustainability (e.g., rain garden).



Tout Sheboygan's High Quality of Living

To better attract visitors and engage residents and businesses, an important component of implementation of this Comprehensive Plan is the creation of a coordinated community image building and marketing strategy for Sheboygan—one that is based upon the City's unique assets, multicultural heritage, and natural resources. Efforts to update the City's image and marketing can include a variety of forms and media, allowing the City to reach a wide market. Sheboygan should consider the hiring specialists to provide the City with the necessary expertise to establish a unique Sheboygan brand.





Sheboygan's most notable features are clearly Lake Michigan, its shoreline, the Sheboygan, Pigeon, and Black Rivers, Willow Creek, Kohler-Andrae State Park and Kohler Park Dunes, Maywood Environmental Park, and the environmental corridors that buffer them. This chapter is intended to lay out where and how the City will preserve, provide, and restore sensitive natural areas. This chapter puts forth programs and recommendations to protect and enhance Sheboygan's natural resources.

Goals

1. Preserve natural resources and advance community sustainability for the benefit of present and future generations.

Objectives

1. Protect environmental corridors from new development by directing land development away from steep slopes, natural areas, drainageways, critical infiltration areas, and floodplains to prevent future conflicts.
2. Cooperate with other units of government on the protection of regional natural resources and environmental systems, such as Willow Creek, the Sheboygan, Pigeon, and Black Rivers and Lake Michigan.
3. Embrace a concerted initiative to become a more sustainable and energy-conscious community.

Policies

1. Utilize subdivision review authority to protect environmental corridors and natural resource areas within the City and its extraterritorial area.
2. Preserve environmentally sensitive lands by directing new development away from mapped environmental corridors and isolated natural areas.
3. Work with appropriate agencies to monitor Lake Michigan lake levels and to ensure water quality and protection of the lake's ecosystem from invasive species.
4. Collaborate with Sheboygan County to reduce air pollutant emissions to comply with U.S. EPA's National Ambient Air Quality Standards.
5. Protect groundwater by requiring new development to provide adequate on-site stormwater management facilities using stormwater best management practices.
6. Support sustainable development practices that promote the preservation of natural resources and lead to a more energy efficient/renewable energy community.
7. Cooperate with WisDNR to protect wildlife habitat, particularly rare and endangered species.

8. Identify open space lands that are important to the overall quality of life in the community and take measures to assure their conservation.
9. Work with Sheboygan County, neighboring municipalities, State and Federal agencies, and property owners to encourage an orderly, efficient development pattern that preserves natural resources, minimizes conflicts between urban and rural land uses, and prevents erosion.

Recommendations

Protect Lake Michigan and Continue to Prioritize Sheboygan River Clean-up

Lake Michigan and its shoreline is the defining natural feature of the City and the region. The Sheboygan River is tributary to Lake Michigan. As noted in the Appendix of this Plan, the U.S. Environmental Protection Agency declared 14 miles of the Sheboygan River a superfund site, jeopardizing the integrity and quality of the lake.

Environmental clean-up of the upper portion of the Sheboygan River has been completed. Clean-up efforts for the lower river and inner harbor will likely be completed by the end of 2012.

The City recognizes the importance of protecting the lake to ensure it is maintained as a significant asset to the community and region. Central to all of these efforts is ensuring that the water quality of the lake, watershed, and tributaries are protected and improved. The City will consider initiatives aimed at achieving that, including:



- Support and participate, as appropriate, in clean-up efforts of the remaining superfund segments of the Sheboygan River.
- Support continued studies and data gathering for Lake Michigan. Cooperate with the U.S. EPA, WisDNR, Sheboygan County, and neighboring towns on efforts to understand lake conditions become aware of future threats to lake quality, and ensuring that the lake continues to be a treasured and protected natural resource.
- Encourage measures to minimize both point source and non-point source pollution. Raise awareness of point source dischargers. Work with U.S. EPA, WisDNR, Sheboygan County, and neighboring towns on minimizing point and non-point source pollution through encouraging best management practices.
- Coordinate with the Sheboygan School District, Lakeshore Technical College, Lakeland College, and UW-Sheboygan on educational programs focused on water and natural resources based education.
- Encourage vegetative buffers between developed areas and water bodies. Vegetative buffers provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control, and room for lateral movement of stream channels. Trees and shrubs retained in buffer areas provide the benefit of buffering noise from watercraft, providing privacy to residents, and serving as nesting areas for songbirds.

Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They help create the form and character of the City. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

For the City, environmental corridors are shown on Map A-3 in the Appendix and are described more fully in the Land Use chapter. They represent the composite of adopted floodplain, wetland, steep slope (20 percent+), and drainageway and waterway buffer areas.

Existing development and farming uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited. New buildings that do not replace old buildings and significant expansions to existing building footprints should not be allowed, unless the environmental corridor boundary is determined to be in error or environmental protection laws are otherwise followed. Environmental corridors should also be maintained of sufficient width and ground cover to provide movement of wildlife and fulfill their other functions. Maintained lawns and formal landscaping within environmental corridors are strongly discouraged.



Encourage the Construction of "Green" Buildings and Promote Energy Efficiency

In recent years, cities around the country have begun to encourage more sustainable building practices oriented towards fighting global warming and building a green, low-carbon economy. Practices include requiring new municipal or municipally-funded buildings achieve Leadership in Energy and Environmental Design (LEED) certification, or by providing incentives for private developers who construct LEED-certified buildings. These strategies center on energy conservation and efficiency, and include retrofitting buildings to improve energy efficiency, wind power, solar power, and next generation biofuels, as used to protect human health and the environment. These strategies are gaining ground towards cost competitiveness as technologies improve and the cost of traditional energy sources rise. The premiere standard in this emerging and evolving industry is LEED. LEED certification is available for a diversity of project types, including new construction, existing buildings, schools, retail, healthcare facilities, and homes. Instead of requiring official "LEED" certification, some communities have also codified their own set of "green building" requirements. To encourage green building construction and energy efficiency, the City may:

- Explore opportunities to promote and encourage the construction of green buildings, and consider adding green or sustainable standards into its codes and ordinances.
- Promote insurance industry benefits related to "green" investments in buildings, homes, and vehicles.
- Consider conducting audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.

Promote a Compact Development Pattern

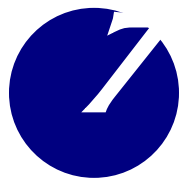
The City will, through this Plan, promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth such as infill development, redevelopment, and smaller lots sizes. A compact development pattern will benefit regional water quality (see call-out box), facilitate the use of alternative forms of transportation (e.g. walking, biking, neighborhood electric vehicles), help keep development out of productive agricultural areas, and will be less expensive to serve with public utilities and services.

URBAN DENSITY AND WATER QUALITY

Urban development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Water bodies can become impaired when just 10 percent of the adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building, versus per acre, higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed (see the U.S. EPA report “Protecting Water Resources with Higher Density Development”).

Nevertheless, it should be recognized that with denser development comes localized increases in impervious surfaces, which, over time will contribute to the impairment of waterways. Therefore, in addition to promoting compact development patterns, communities should take additional measures to mitigate the impacts of stormwater runoff.



AGRICULTURAL RESOURCES

While there is little “traditional” farmland within the City limits, farming nonetheless influences the character and economy of the City. Sheboygan lies in the midst of rich food systems with regional agricultural clusters in a wide variety of grains, fruits, and vegetables. Dairy and meat production and processing are also major industries and employers in the region.

Agriculture is an important component of the regional economy and urban agriculture is growing in importance within the City. Synergies between the region’s assets of agriculture and tourism are apparent throughout the region, as travelers enjoy regional flavors by visiting restaurants, artisanal shops, farmers markets, “pick-your-own” farms, and roadside stands. This chapter provides policies and program recommendations to expand and promote the City and surrounding area’s agricultural resources.

Goals

1. Preserve agricultural lands in areas in the City’s planning area, except in places and timeframes advised by this Plan for future urban development.

Objectives

1. Maintain agriculture as a significant economic activity within Sheboygan’s planning area.
2. Work with surrounding jurisdictions to preserve farming as a viable business and occupation in areas consistent with this Plan.
3. Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
4. Encourage agricultural business opportunities that develop consumer-ready and intermediate agricultural products for trade and export.

Policies

1. Maximize the intensity/density of use of lands currently in the City and future annexed lands to minimize the conversion of agricultural land.
2. Promote sustainability through a local and regional foods movement—reserving areas for food production and processing.
3. Encourage agricultural-related industry in the County, such as food product manufacturing, as a means to support the economic health of both the City and agricultural areas.
4. Encourage urban gardens as an adaptive reuse strategy for redeveloping vacant lots and lands in the City and connecting residents to their food.
5. Support the efforts of community-based organizations to establish community gardens in the City.

Recommendations

Promote Efficient and Well-Planned City Development to Preserve Farmland

Sheboygan's established density of approximately 6 dwelling units per acre is very efficient compared to development in neighboring rural areas. Two-acre density development in a town eats up farmland and open space 10 times faster than development in the City. Five-acre density development eats up farmland and open space 25 times faster than development in the City. This rate of land consumption is very contrary to the protection of farmland. In eastern Wisconsin, the urban sprawl problem is not nearly as problematic as the rural sprawl problem.

To both accommodate County population growth and address the rural sprawl issue, the City intends to employ a multi-faceted strategy to:

- Stimulate infill and redevelopment.
- Encourage higher densities in new developments.
- Reserve large areas of undeveloped peripheral lands for very long-term City expansion.
- Work with the County and other municipalities to capture as large a share of County population growth as possible into cities and villages at urban densities.
- Discourage rural residential development (development served by private on-site wastewater treatment systems and wells) in the extraterritorial jurisdiction ETJ of the City.

Land use policies and intergovernmental agreements to help to facilitate this strategy are discussed in Chapter Two: Land Use and Chapter Ten: Intergovernmental Cooperation.

Promote the Use of Local Foods

The emerging interest in local growth and production of food, along with the increased concerns over food quality and the economic recession, has caused renewed interest in home grown fruits and vegetables.

Promoting the use of locally produced agricultural products is a viable strategy for producers in the Sheboygan area given proximity to raw products, and the growing local and regional populations. Sheboygan is well-positioned to take advantage of the local food movement as an economic, farmland preservation and community health initiative. Some ways in which the City can contribute to these efforts include:

- **Farmers' Markets:** Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. Sheboygan currently hosts a summer market at Fountain Park at 8th and Erie in downtown Sheboygan from June through October, and a winter market at First Congregational Church U.C.C. at 310 Bluff Ave from November through May. The City should continue to support the future growth and expansion of this event.



- **Backyard and Community Gardens:** Community gardening and other forms of urban agriculture have been shown to provide a variety of economic, environmental, and public health benefits, as well as reductions in crime. Backyard gardens can be plots around homes or containers and raised beds on balconies, decks, and rooftops. Backyard gardens can supplement diets with seasonal harvests and stretch food budgets. Community gardens provide opportunities for recreation and can improve both the mental and physical health of residents, creating a place for social gatherings.
- **Restaurants:** Sheboygan would benefit from more restaurants located in the City to serve residents and employees of City businesses. This provides an opportunity for the establishment of restaurants, bakeries and cafes that purchase, serve, and generally promote locally grown foods. The type of restaurant that offers food from locally or regionally grown products would be an asset to Sheboygan, but this concept could also be used to market the restaurant to people who live outside the City in surrounding communities.
- **Schools:** Since it is necessary for schools to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students. Some Sheboygan area schools have become involved in the Sheboygan Farm to School Initiative, which is a group for parents, teachers, students, and community members committed to increasing the purchase of local foods in the Sheboygan school cafeterias, enhancing nutrition awareness in the classroom, creating awareness of local agriculture in the Sheboygan Area School District, and supporting local farmers. A similar initiative could be developed for other institutions, such as hospitals and nursing homes.



8 TRANSPORTATION

Transportation networks serve as the backbone of the community. The City's regional connections and its ease of local travel are key assets which are fundamental elements of a vibrant City and which can help the City grow and attract new people and investment. This chapter focuses on advancing a comprehensive and sustainable transportation system both within, and connecting to and from, the City of Sheboygan, for all modes of travel relevant in Sheboygan. This chapter includes goals, objectives, policies, and recommendations for the City's transportation network over the 25-year planning horizon, some of which are reflected in Map 8-1.

Goals

1. Provide a well-maintained and efficient transportation system that is easily navigable, supports business growth and economic development objectives, and facilitates safe travel by people and transport of goods by auto, foot, bike, boat, air, or rail.



Objectives

1. Provide residents and visitors with options as to how they get around the City and connect to the region, which will support the City's efforts to attract a variety of businesses, residents, and visitors.
2. Maintain the City's existing network of roadways, other routes and transportation facilities to provide safe travel, avoid deferred maintenance, and provide a positive impression of the City.
3. Provide a transportation system that helps residents, of all ages and abilities; meet their day-to-day needs via transportation options that are well-integrated with housing and neighborhoods.
4. Continue to improve bike and pedestrian facilities for the safety of all travelers.
5. Continue to support and promote the City-owned and operated Shoreline Metro transit system as a way to support a healthy City and economy by connecting people to work, school, shopping, health care, and recreation.
6. Coordinate transportation planning and improvements with land use planning, ensuring that transportation systems will adequately address the anticipated traffic changes associated with land use changes before they are approved.

Policies

1. Maintain and improve the City's existing roadway and sidewalk networks.
2. Support the maintenance and modernization of interstates and other state and federal highways for freight movement via rail and truck.
3. Support the maintenance of regional freight rail and the Sheboygan County Municipal Airport, both valuable economic development assets facilitating manufacturing and corporate development.
4. Continue to advocate to the State for the development of an interchange at I-43 and Indiana Avenue.
5. Continue to implement regional bike and pedestrian plans and address gaps in the existing networks. Provide routes and facilities for functional, day-to-day travel as well as for recreation.
6. Discourage high traffic volumes and speeds in residential neighborhoods.
7. Take advantage of road improvements to create more complete streets that include bike routes and a welcoming, safe pedestrian environment. Whenever possible and appropriate based on the location, incorporate aesthetic improvements such as terrace trees, pedestrian-scale lighting, landscaped boulevards, stormwater management best practices, banners, benches, and upgraded bus shelters.
8. Carefully consider accessibility for pedestrians, bicyclists, and the disabled when reviewing new residential, commercial, community facility, mixed use, and industrial developments. Encourage installation of bike racks in new developments.
9. Actively participate in multi-jurisdictional transportation system planning and improvement initiatives, particularly with other regional communities, Bay-Lake Regional Planning Commission, and Wisconsin Department of Transportation.
10. Continue to seek and leverage regional, state, and federal assistance to develop and enhance the bike, pedestrian, and roadway facilities.
11. Improve local wayfinding within the community, and leverage the City's location on the Lake Michigan/Great Lakes Circle Tour.

Recommendations

Recommendations for each mode of transportation of people and goods in Sheboygan are provided below.

Implement Non-Motorized Transportation Plans to Improve Bike & Pedestrian Network

In July 2005, Sheboygan County was one of four communities nationally to be selected to participate in a Non-Motorized Transportation Pilot Program. As part of the Pilot Program, Sheboygan County received \$25 million to develop a network of non-motorized transportation facilities connecting neighborhoods, retail centers, schools, recreation facilities, and employment centers.

This funding has provided an unprecedented opportunity for the County to advance its bicycle and pedestrian infrastructure. The City will continue to support advancement of these efforts to leverage fully the opportunity created through this program.

The City should also continue working to implement the bike/pedestrian recommendations of the Sheboygan Metropolitan Area Transportation Improvement Plan (TIP) (2011-2014), which was updated in April of 2011. The TIP includes the following bike/pedestrian projects within the City, many of which are supported by the Non-Motorized Transportation Pilot Program and are depicted in Map 8-1:

- Add a bike/pedestrian path on Taylor Drive.
- Add bike lanes and sidewalks on Eisner Avenue.
- Connect the gaps in the sidewalk network at various locations around the City.
- Advance the design work for the Union Pacific rails-to-trails conversion project.
- Implement safety upgrades to the Sheboygan Area School District Safe Routes to School plan.
- Add a bike/pedestrian path in the Alliant Energy utility corridor on the south side of the City.



Additional County-wide projects impacting Sheboygan in the TIP include a county-wide bike rack initiative and county-wide bike lane striping initiative.

The City should also continue to implement the area's non-motorized transportation plans, specifically the Sheboygan County Pedestrian and Bicycle Comprehensive Plan 2035 (2007). Projects in this plan in the City of Sheboygan include:

- Connect the Old Plank Road Trail through the City.
- Connect the Sheboygan County Interurban Trail through the City.

Finally, bike and pedestrian recommendations from the Harbor Centre Master Plan are also depicted in Map 8-1 including:

- Construct a pedestrian bridge connecting Harbor Centre and the north side of the Sheboygan River.
- Complete the bike and pedestrian network on both sides of the River and along the lakefront.

Improve the Roadway Network

A critical role of local government is to provide the basic public roadway infrastructure the City is built upon. Simply stated, the City needs to reconstruct over three miles of street each year if a 60 year average life of the approximate 200 miles of street in the community is anticipated. This is in addition to interim renovations necessary to reach life expectancies. The City may consider the following projects which include major improvements that address aging facilities or service needs that generally have community-wide impact.

- Reconstruction of Eisner Avenue from 8th Street to 21st Street; Calumet Drive from Main Avenue to N. 26th Street; Camelot Boulevard from S. Business Drive to 15th Street; North Avenue from 10th Street to 4th Street; S. Business Drive from Weeden Creek Road to Camelot

Boulevard; Indiana Avenue at Taylor Drive; Washington Avenue from S. Business Drive to 18th Street;

- Resurfacing of 8th and 15th Streets; bridge deck replacement on N. 14th Street; and a traffic circle at Business Center and 8th Street.
- Extension of Taylor Drive south to Stahl Road and development of a Taylor Drive multi-use trail.
- Prepare a traffic study for the 8th Street rotary to analyze and improve its functionality; implement improvements based on study recommendations.

Coordinate with Sheboygan County and Bay-Lake Regional Planning Commission on their Transportation Plans

The Regional Transportation System Plan 2035, adopted by the Bay-Lake Regional Planning Commission in 2006 and amended in 2008, and the adopted Comprehensive Development Plan for Sheboygan County both include the following Sheboygan-related recommendations as they relate to County-owned facilities. At the time of writing, the Bay-Lake Regional Planning Commission was in the process of updating the Sheboygan Area Transportation Plan to comply with new federal regulations. The City will continue to coordinate with the County and Bay-Lake Regional Planning Commission on the planning and implementation of transportation improvements.

Additional study, community involvement, and consensus will be needed to determine which recommendations within these plans should be supported by the City, particularly those that do not conform with Map 4: Future Transportation Facilities.

Support Other Transportation Facilities

Sheboygan County Municipal Airport

The City supports the Sheboygan County Municipal Airport (SCMA) as an important economic development asset that allows the City to be directly connected with markets around the world. SCMA is planning construction of a new office/hangar facility in the northwest portion of the airport for an aircraft company that one day plans to turn their aircraft design facility into a manufacturing plant for aircraft. This project could bring a substantial number of jobs to this site, but will require extension of municipal sewer service.

The City, County, and the Sheboygan County Economic Development Corporation should coordinate marketing efforts, and in general increase communication regarding this important economic asset.

Sheboygan Harbor Centre Marina

Harbor Centre Marina, owned by the City of Sheboygan and operated by Skipper Bud's, is an important lakefront use that draws activity to the downtown area and connects people to the lake. Customers are most frequently in the age range of 50-80 years, though the Marina has seen an increase in young families participating in boating in the Sheboygan area. While occupancy rates have been flat for the past few years (during the recession), in early 2011 (when this Plan was under development) indications were that occupancy was on the rise as a result of both new and returning slip-holders. In addition, Sheboygan's designation as a U.S. Olympic Sailing Training Center has led

to an increase in sailing locally, as well as an increase in sailboat moorage at the marina. To further enhance this community asset the City should:

- Continue to leverage the City's boating facilities as assets which can attract visitors and enhance the quality of life for residents.
- Support programming, classes, and other events that connect greater numbers of people with boating.
- Support continued upgrades and improvements at the Marina, such as a travel lift which would allow boats to be taken in and out of the water directly at the marina for service, storage, and ground transport.



Transit

The City of Sheboygan operates Shoreline Metro, bus transit serving the City of Sheboygan as well as the City of Sheboygan Falls and Village of Kohler. Shoreline Metro seeks to provide an appealing alternative to driving through the City and connecting communities, supporting economic growth and providing residents with travel choice. Map 4 identifies existing bus routes in the City. At the time this Plan was developed, no bus route expansion was planned, and future growth was anticipated to come from outside the City proper, based on interest and demand for service from the surrounding communities. However, the City should remain open to supporting new routes or service models in the future. As focus areas of the City realize new development, new or modified transit routes should be explored to respond to new or changing demand. The actual location and establishment of routes will depend on timing and type of development, projected ridership, and funding.

Freight Rail

The City supports the preservation of the existing railroad lines in and connecting to the City as they provide freight rail service and provide a competitive asset for attracting and retaining industrial development. The City's land use policies support reserving remaining industrial sites along the rail lines for uses that will use that service.

Explore Alternative Transportation Options

The City will work with the County and other partners to explore alternative transportation options that support a practical shift away from automobile dependency and provide greater choice and sustainability, including:

- Car-share programs: Car-sharing, or community car services, are member-based car-sharing services that provide cars at an hourly rate for individuals and organizations. Members share access to a fleet of traditional gasoline and hybrid-electric vehicles located in reserved parking spots throughout the community. Today, many communities in the U.S. have some model of

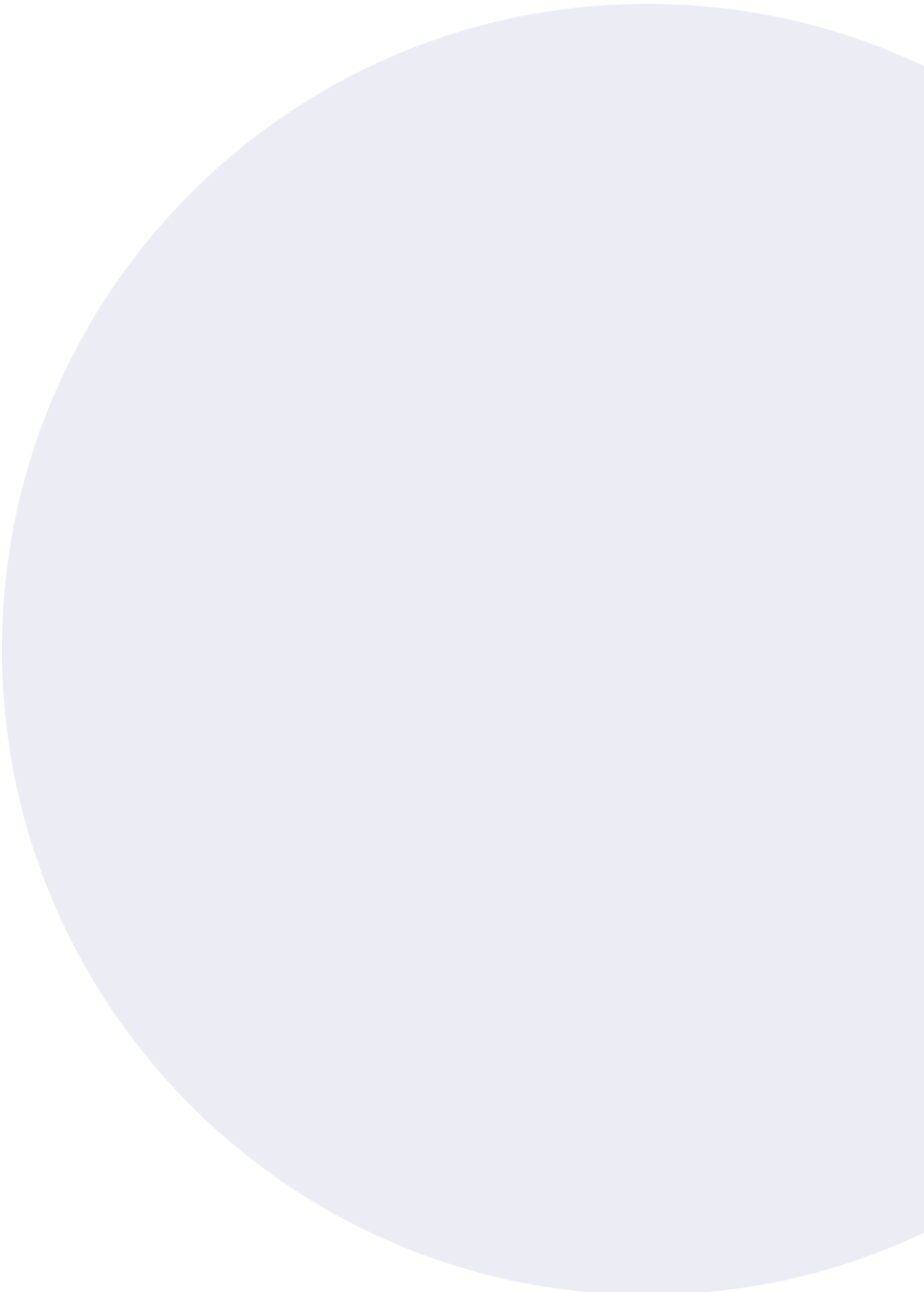
community car-sharing, whether a for-profit commercial operation such as ZipCar or a more localized alternative system. These services provide alternatives to car ownership for “occasional” drivers living in urban areas, and can help families downsize driving expenses— by reducing their family fleet from two to one private vehicle, for example. The City supports establishment of a private community car organization in Sheboygan.

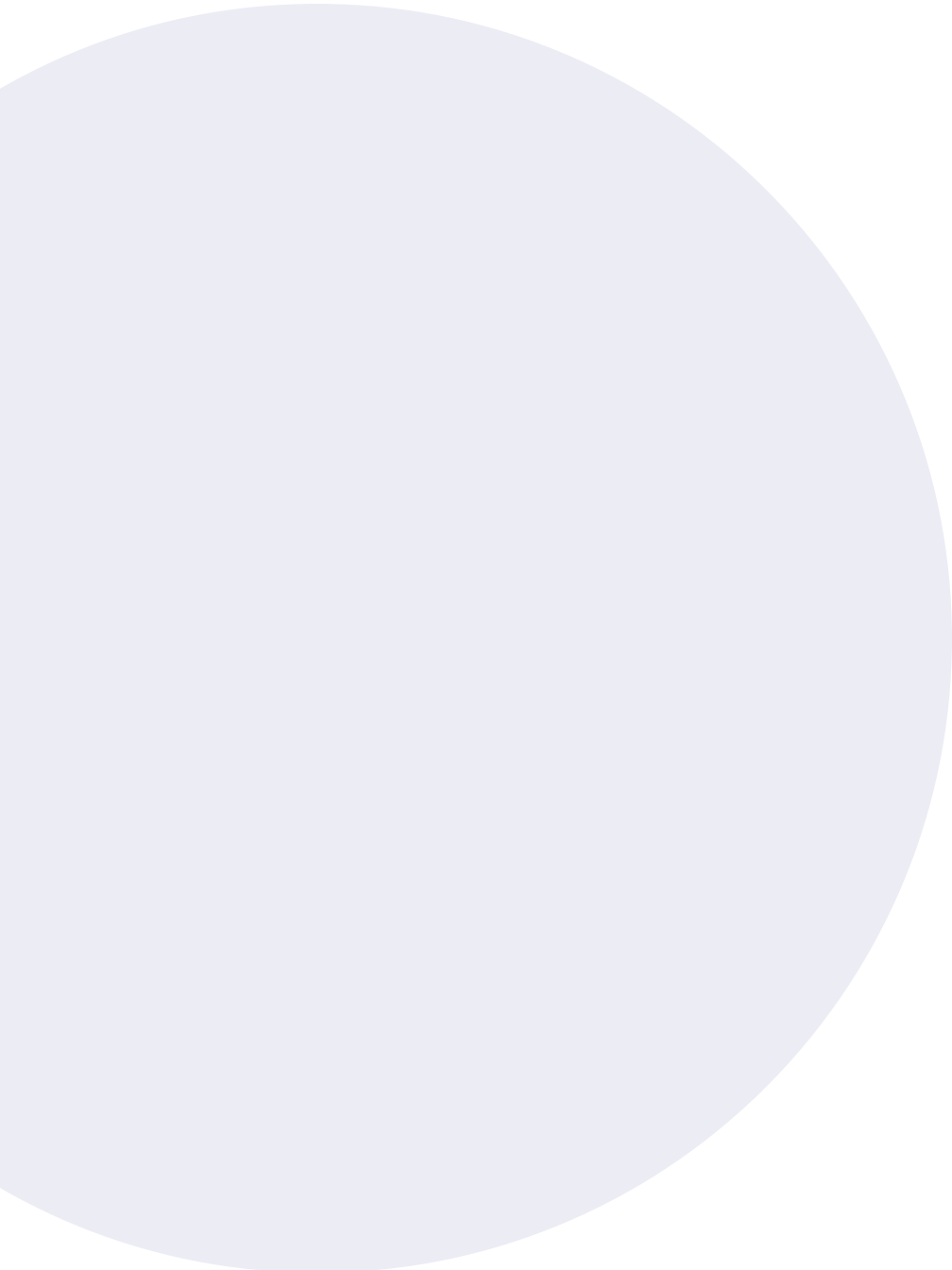
- Neighborhood electric vehicles: As defined by the National Highway Traffic Safety Association, a neighborhood electric vehicle (NEV) travels at 20-25 mph, weighs less than 3,000 pounds, and is self-propelled by electric power. NEVs charge through standard 110v or a 220v outlet, for between 3 to 8 hours depending on the outlet voltage.

A golf cart or a low-speed vehicle that is powered by a mode other than an electric engine is not considered an NEV. Many communities are adopting ordinances to allow NEVs on local streets with posted speeds of 35 mph or less. Sheboygan should evaluate the potential for allowing these types of vehicles on local streets as demand is seen.



Map 8-1 Future Transportation Facilities







UTILITIES AND COMMUNITY FACILITIES

The continued desirability of the City as a place to live, play, and run a business, and the City's ability to continue to attract new development and reinvestment depend highly on the continued provision of reliable utilities and community services, including water, sewer, police and fire service, schools, and parks and recreation facilities. Residents of Sheboygan particularly value public services such as good schools and safe neighborhoods, according to public input received during this Comprehensive Planning process (see Appendices for additional public participation results). To maintain this high level of service, this chapter of the Plan includes goals, objectives, policies and recommended programs to maintain and enhance the City's utilities and community facilities and services. Figure 9-1 summarizes these recommendations and provides a timeline for when utility and facilities upgrades or other actions will occur.



Goals

1. Maintain capacity, excellence, and efficiency in the provision of City facilities, utilities, public safety, and other basic services, along with quality schools.

Objectives

1. Coordinate utility and community facility planning with the City's vision and its land use, transportation, natural resource, and recreation planning.
2. Ensure that the City's utilities and services, including water, sewer, fire, EMA, and police, have adequate capacity to accommodate projected future growth and development.
3. Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas, with opportunities for all ages and physical abilities, to enhance the health and welfare of City residents and the City's appeal to visitors.
4. Work with the Sheboygan Area School District as appropriate to help achieve mutual goals of providing Sheboygan residents with access to a high-quality education and school facilities.
5. Emphasize cost-effectiveness, energy-efficiency, and sustainability in the delivery of public utilities and services, in City buildings, and in equipment purchases.

Policies

1. Proactively maintain existing utilities and facilities (such as public water, sewer, and power infrastructure) and maximize existing facilities' use, while also planning for appropriate expansions to accommodate growth in accordance with the City's future land use plan.

2. Early in the discussion of potential development/redevelopment projects, engage the Department of Public Works' expertise in how changes in land uses and density will affect infrastructure demands.
3. Continue to implement a capital improvement program (CIP) in order to effectively manage debt capacity for large infrastructure projects.
4. Continue to require all new large-scale development/redevelopment in the City to make provisions for handling stormwater to help reduce the threat of flooding and protect water quality.
5. Work to maintain high standards of excellence and justice in the provision of public safety services.
6. Provide quality school, library, and other community facilities and services to meet the needs of all ages and abilities in the City, and support the School District in planning for upgrades to school facilities, as needed.
7. Continue to update the City's Park and Open Space Plan every five years to ensure that the City remains eligible for State and Federal grant programs.
8. Consider waste reduction education programs, promote recycling, and continue ensuring reliable solid waste disposal and recycling services are provided in the City.
9. Explore opportunities to enhance parks and amenities to accommodate residents, organizations, and recreation programs, including new programming and collaborative uses of existing public land to increase activity and use, such as providing spaces for community gardening in parks.
10. Continue pursuing opportunities to boost efficiency and sustainability within City operations and facilities.

Recommendations

Continue Community Policing

The Sheboygan Police Department has actively developed the role of community policing within the Department. According to the U.S. Department of Justice, community policing is “a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.” Community policing has three key components, which the Sheboygan Police Department defines as:

- **Community Partnerships:** Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police.
- **Organizational Transformation:** The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving.
- **Problem Solving:** The process of engaging in the proactive and systematic examination of identified problems to develop and rigorously evaluate effective responses.

In 2010, the Sheboygan Police Department began to further integrate community policing as a guiding philosophy for the entire Department. This includes eliminating the Community Policing Unit and instead working to fully employ a community-based, neighborhood-focused, preventative policing strategy throughout the entire Department. Additional strategies to be implemented throughout the life of this Plan include:

- The Department will leverage existing strong relationships with neighborhoods and begin to build similar relationships with neighborhoods where they do not currently exist.
- The Department will continue to reach out to the City at large, such as through regular public listening sessions. Neighborhood-police relations are a key aspect of the success of Community Policing in proactively addressing the immediate issues that give rise to issues of public safety including crime, fear of crime/neighborhood insecurity, and social disorder.
- The City will continue to support the efforts of community policing as a means of making Sheboygan a safer and more just community, and overall a highly desirable place to live, visit, or invest.
- The City's recent efforts toward organizing neighborhood associations, neighborhood planning, and other community initiatives are important steps toward community-building and public safety and security. The Department-wide approach to community policing aligns well with many of the Housing and Neighborhood Development goals, objectives, policies, and recommendations discussed in Chapter Four. In addition to strengthening neighborhood-police relationships, building stronger neighborhoods themselves, where residents know and communicate with one another, is imperative.
- The City will continue to develop its internal communication to meet the evolving demands related to public, housing, and neighborhood safety and security. The success of these efforts depends upon close working relationships and means of communication between various City departments and services, such as code enforcement.

Implement the City of Sheboygan Park Plan

The City of Sheboygan has an outstanding public park system serving City residents as well as visitors from elsewhere in the region and beyond. Many facilities provide recreational access to significant regional resources including Lake Michigan, the Sheboygan River, and Pigeon River.

The City's 2008-2013 Comprehensive Park, Recreation and Open Space Plan, adopted in February 2008, provides a comprehensive evaluation and recommendations related to parks and public green spaces, and should be referred to as the guide for future park system recommendations. However, Park and Open Space plans generally focus in particular on five-year periods, whereas this Comprehensive Plan has a 20+-year outlook toward growth and change within the City. With the next update of the City's Park, Recreation and Open Space Plan, ideas regarding the park and recreational needs of



future growth areas—as shown in Map 3: Future Land Use—should be considered. Over the next 10 years, the City will also consider three major projects: skateboard park, softball complex, and aquatic center. The location of these facilities and projects details could be explored as part of the next Park Plan update or undertaken as a special study.

There are also various economic and community development initiatives which the City has been advancing over the past few years which relate in part to parks, recreation, and open spaces facilities. Over the life of this Plan and in the next update of its Park, Recreation, and Open Space Plan, the City should further address the following initiatives:

- Beach restoration near the Southshore neighborhood.
- Improved public spaces along the Indiana Avenue Corridor (including a public promenade with amenities for bicyclists and pedestrians).
- Improved bike/pedestrian connectivity within the Harbor Centre and South Pier areas.

The City will continue to implement its Plan as resources allow, coordinating with the County and other regional communities as appropriate and remaining cognizant of the County's Comprehensive Outdoor Recreation and Open Space Plan (2007), which does not include the City of Sheboygan directly but which will help the City coordinate its improvements with those going on county-wide

In an era of diminishing municipal resources, many cities are looking to impact fees on private developments as a way to pay for the off-site costs of community facilities and utilities that result from new development. Impact fees for both park land acquisition and park facility improvements are now standard in many communities across the State. While the City's subdivision ordinance requires a land dedication, or fee in lieu of parkland dedication, the City should explore amending its subdivision ordinance to require land dedication or fee in lieu of parkland dedication as well as a park impact fee. These fees can be instituted to help fund certain park improvements as allowed under current State Statutes, to assist with implementing the recommendations in this Plan and in the 2008-2013 (and future updates of) the City's Comprehensive Park, Recreation and Open Space Plan.

Upgrade and Expand Utility Infrastructure as Needed

In addition to regular maintenance and routine upgrades, the City's Water Utility will require significant upgrades over the planning period, and sanitary sewer infrastructure may be expanded within the City planned service area.

Water

The City of Sheboygan Water Utility is a public utility regulated by the Public Service Commission of Wisconsin. In addition to supplying the City of Sheboygan, the utility also sells wholesale water to the City of Sheboygan Falls and the Village of Kohler (which have their own facilities and develop their own rates). Rates are determined by land use category— industrial, residential, wholesale. The utility operates off the revenue of water sales, and is not funded by tax revenue. Potential utility projects and initiative are listed below:



- At present, the utility projects ample capacity over the 25-year planning horizon. However, significant investments will be necessary to maintain the system given its age. Specific significant water utility infrastructure improvements over the planning period are outlined in Figure 9-1 below.
- While it may be possible to retrofit the aging plant in the future, an entirely new plant could be needed, which would require additional land.
- The utility anticipates it will eventually likely need a new pumping station or water tower in the Sheboygan Business Center. The City should continue planning for these projects and prioritize the investments of land and capital they require.
- The City of Sheboygan Water Utility should pursue further cooperation regarding land development and water provision with area communities, and consider preparing a long-range regional water service plan. Creating economies of scale in water utility services will be particularly beneficial in the coming years as major investments are planned to upgrade aged infrastructure. Sharing the cost of these upgrades between a larger pool of users will reduce the burden on the City.
- The City should seek to capture a greater share of new development in the region and seek opportunities to annex new development area into the City.
- The City may also want to consider developing cooperative boundary and service agreement with the Town of Wilson. More coordinated development and improved economies of scale can clearly have far-reaching benefits to the City and region beyond their impact on utility provision alone.
- The City should consider leveraging its water assets as an economic development strategy. The utility has seen some growth in demand over the last 10 years due to industrial demand. The City's capacity to provide businesses with water relatively affordably and reliably—compared not only to other communities in the state, but also to many areas of the nation and world where water is much more scarce—will also directly benefit the utility by increasing demand.
- In consideration of the variety of systems around the region, the City should work toward regional water planning and consider offering additional services to regional communities where they might be needed or preferred in conjunction with annexation or boundary agreements. There may also be opportunities to provide water for additional communities in the region. The Town of Sheboygan, for example, currently has a public groundwater system, while the Town of Wilson currently uses only private wells—which are shallow and slowly failing over time. In addition, wholesale customers, such as the Village of Kohler, while paying a relatively low rate for wholesale water, ultimately pass along a higher cost to residents than City of Sheboygan residents pay for their water.

Sanitary Sewer

The Sheboygan Regional Wastewater Treatment Facility is operated by the City of Sheboygan. Other area jurisdictions are parties to a joint agreement for the provision of sanitary sewer service and receive service through the City, including: the Town of Wilson, Town of Sheboygan, Town of Sheboygan Falls (through the Town of Sheboygan; not a party to the joint agreement), City of Sheboygan Falls, and Village of Kohler. The regional facility was planned in the mid to late-1970s in response to new federal requirements under the Federal Water Pollution Control Act, through

which it became most cost-effective and environmentally-sound for the communities in the region to develop a single regional wastewater treatment facility. Federal funding was secured for its construction covering 75 percent of the project cost, and an additional five percent of the project cost was covered by Wisconsin DNR., further reducing local construction costs. Construction was completed in 1981.

The facility's contractual agreement guides its operations, including defining the service area, which includes the cities that are party to the agreement and a boundary for towns. Operating costs are based on usage. The agreement never expires and is a joint contract in which all parties must amend the contract in order to amend the service area boundary.

Within the service area there exists at present substantial capacity, and in fact the current service area boundary covers a larger area than could actually be served by the plant. Extension of service to a new area within the service area boundary is considered on a first-come, first-serve basis; no community can reserve future capacity by paying a fee or other means. The criteria for whether to provide service to new development is straightforward: whether the proposed new service area lies within the service area, and whether capacity exists. The City will continue to work with all parties to the agreement to address allocation of future capacity, with its priority being the ability for long term future City expansion. The City will also support the work of the Bay-Lake Regional Planning Commission in regularly updating the sewer service area water quality management plan, which is updated every five years. An update was under development during the time this Plan was being drafted, with no significant changes being discussed at the time.

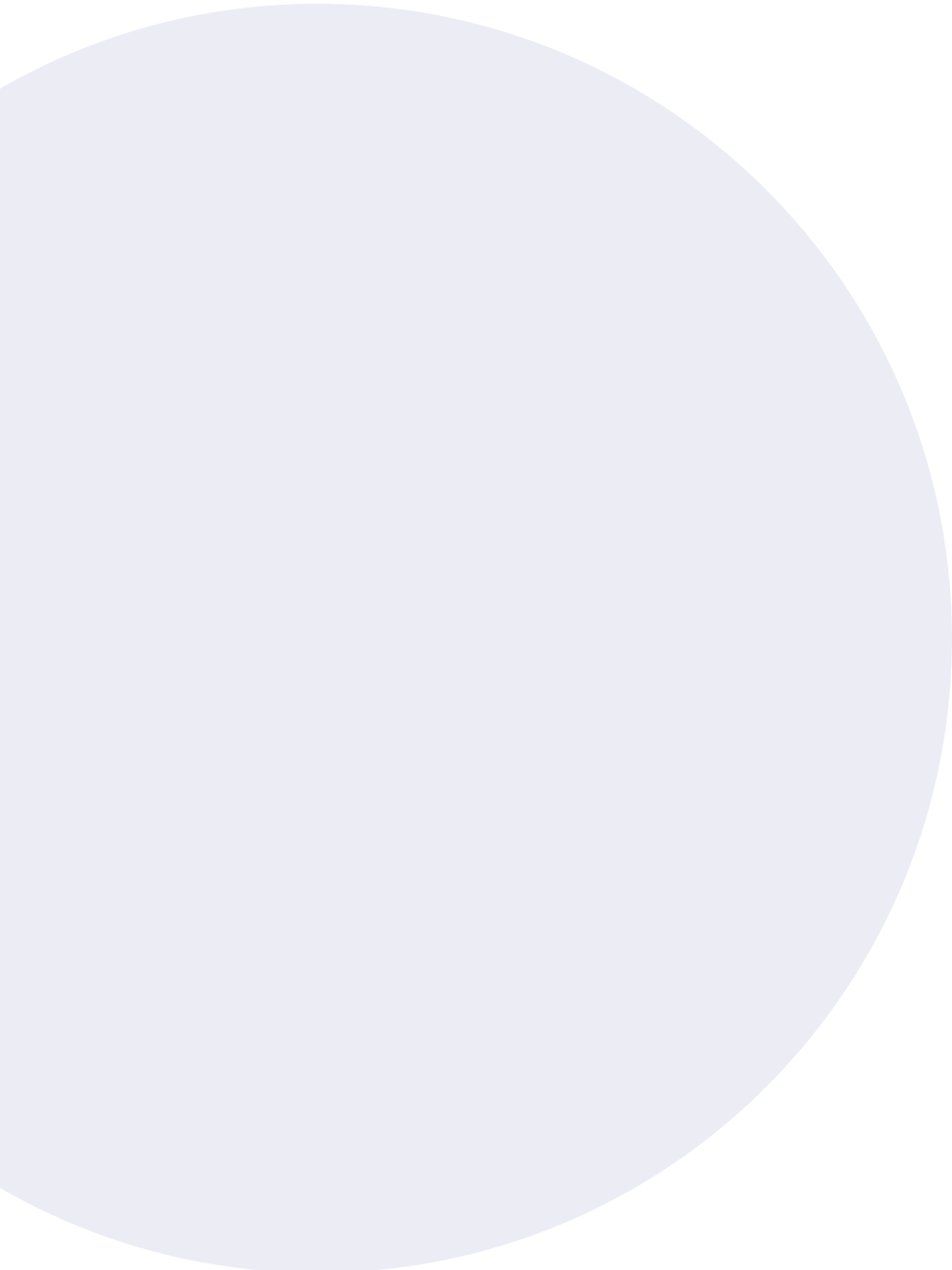
Generally Follow the Timetable Below to Create, Expand, or Rehabilitate Community Facilities and Utilities

Figure 9-1: Timetable to Create, Expand, or Rehabilitate Community Facilities and Utilities

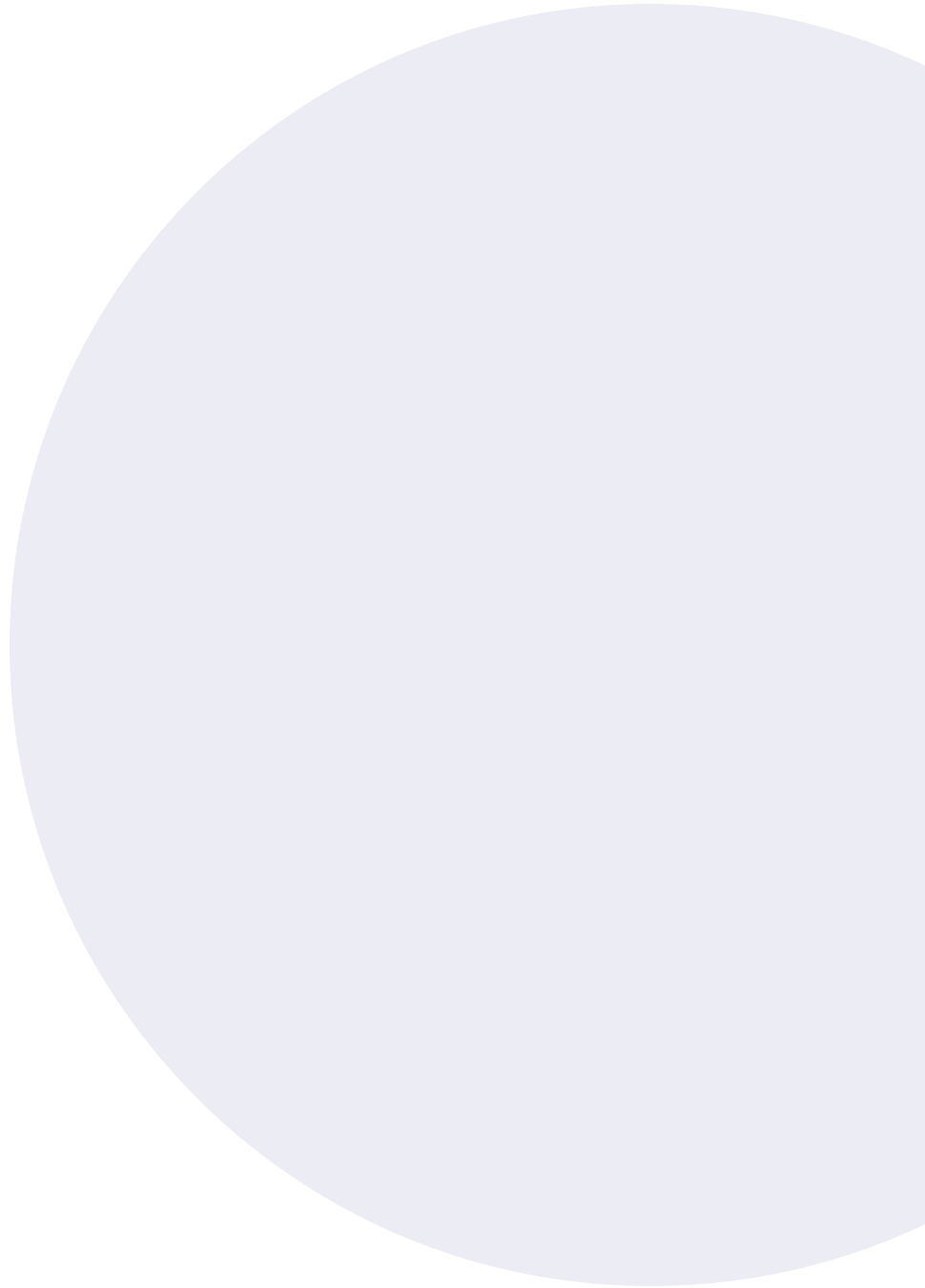
Utility or Facility	Timeframe for Improvements	Description of Improvements
Water Supply	Ongoing	Replacement of aging water mains throughout the City on an annual basis; increase water transmission south of Sheboygan River
	2014	Install UV disinfection system
	2014	Rehabilitate Taylor Hill reservoir
	2017	Consider developing a long-range regional water service plan
	2019-2020	Construct new intake pipeline/pumping station north of the current plant along the lakeshore
	2025-2030	Construction of new water treatment plant
Environmental	2011-2016	Continue Sheboygan River Environmental Cleanup Phase II – 8th Street to just west of the 14 th Street bridge
	2011-2016	Continue Sheboygan River Harbor Dredging – 8th Street to Lake
	2011-2016	Improve bio-solids handling at the Wastewater Treatment Plant
	2011-2016	Continue Sheboygan River habitat restoration – Pennsylvania Avenue to Taylor Drive
	2015-2021	Improve Lake Michigan surface water outfalls
	2015-2021	Carry out flood mitigation at Florida Avenue/Washington Avenue
	2015-2021	Carry out flood mitigation at Wilson Avenue/20 th Street
Sanitary Sewer	Ongoing	Work with all parties to address allocation of future capacity
	2015-2021	Replace Grand Avenue storm sewer – 8th Street to 13th Street
	2015-2021	Renovate Lakeshore Sanitary Interceptor

Utility or Facility	Timeframe for Improvements	Description of Improvements
On-Site Wastewater Treatment Systems	Ongoing	Continue to work with property owners to connect to sanitary sewer when appropriate
Solid Waste Disposal and Recycling	Ongoing	Continue to contract with private haulers for collection service
Stormwater Management	Ongoing	Continue to require compliance with quantity and quality components for all developments
	Ongoing	Update stormwater management ordinance as needed
Police Protection	2011-2016	Upgrade the radio system in conjunction with Sheboygan County
	2011-2016	Explore working with the County to move the impound lot and evidence storage facility and expand parking at the existing Police Dept
	Ongoing	Continue facility maintenance and upgrades (such as technology) as necessary
Fire Protection and EMS Service	2011-2016	Consider reestablishing annual contribution to a vehicle replacement fund as City budgets permit
	Ongoing	Continue vehicle replacement schedule based on National Fire Protection Association standards
	2011-2016	Consider possible consolidation of Stations 1 (downtown) and 3 (west side) to a location somewhere in between
	Ongoing	Continue to cooperate with surrounding towns for fire and EMS protection
Mead Public Library	2011-2016	Consider installation of new customer service systems including Radio Frequency Identification (RFID), Automated Materials Handling (AMH), biometric identification, and e-content
	Ongoing	Continue facility maintenance and upgrades (such as HVAC) as necessary
Municipal Buildings and Operations	2011-2016	Consider preparing municipal operations plan
	2011-2016	Consider energy efficiency updates to municipal facilities
Medical Facilities	Ongoing	Encourage improvements to existing facilities as needed

Utility or Facility	Timeframe for Improvements	Description of Improvements
Schools	Ongoing	See Chapter 5
Parks and Recreation	2011-2013	Implement recommendations of Comprehensive Park, Recreation and Open Space Plan
	2013, 2018	Update Comprehensive Park, Recreation and Open Space Plan, considering the recommendations in this Plan, including establishing a park impact fees
	2020+	Consider significant park system improvements including a skateboard park, aquatic center, and softball complex
Telecommunication Facilities	2011-2013	Work with providers to establish broadband service in the southwest area of the City and future development areas as needed
	2011-2016	Consider establishing Wi-Fi service downtown
Power Plants and Transmission Lines	Ongoing	Continue to work with ATC on issues related to the location or upgrade of transmission lines or power substations in the City
Cemeteries	Ongoing	Facilities are adequate to meet future needs
Childcare	Ongoing	Area childcare facilities are projected to expand to meet needs. Recommend expanded opportunities in and near employment centers



Map 9-2: Future Utilities and Community Facilities







INTERGOVERNMENTAL COOPERATION

In a state with over 2,500 units of government and in an era of diminished local government resources, it is critical to coordinate decisions that affect neighboring communities, seek intergovernmental cooperation and regionalization to provide services more efficiently, minimize wasteful competition for development, and avoid costly lawsuits. Further, there are more connections among Sheboygan area communities than other similar areas in the State due to shared utilities.

This chapter identifies partnerships that are important for full implementation of Sheboygan's Vision and the City's future success and describes the City's approach for enhancing intergovernmental cooperation. This chapter also incorporates by reference all plans and agreements to which the City of Sheboygan is a party under §66.0225, §66.0301, §66.0307, and §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this Comprehensive Plan and the plans of adjacent cities and towns, counties, and school districts.



Goals

1. Collaborate across community boundaries and overlapping jurisdictions (e.g., County, School District) to jointly work towards maintaining and improving the region as a desirable place to do business, live, work, and visit.
2. Pursue cooperative opportunities to increase municipal efficiency, improve service provision, and realize greater returns on municipal investments.

Objectives

1. Continue to cooperate with other units of government on land use, natural resources, recreation, transportation, economic development, and other systems that are under shared authority or that cross governmental boundaries.
2. Remain an active contributing participant in regional economic development initiatives, such as Sheboygan County and New North economic initiatives.
3. Work with surrounding towns to encourage and orderly, efficient land use pattern and to advance areas of mutual benefit and interest.
4. Continue to collaborate with the Sheboygan Area School District and other education providers on school district planning and other areas of mutual concern.
5. Continue to develop and maintain mechanisms for maintaining ongoing communication between Sheboygan and surrounding and overlapping units of government.

6. Work to resolve remaining differences between the City of Sheboygan Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.

Policies

1. Consider regionalization of public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both, such as snow plowing at the edges of the City's irregular boundaries.
2. Partner with educational institutions in the Sheboygan area to expand and enhance educational opportunities for all residents, help grow the economy through worker and entrepreneur training, pursue recreational programming, and enhance the economic health of the City and surrounding area (see also Chapter 5 Culture and Education).
3. Collaborate with surrounding communities and education providers as appropriate on the potential shared siting, building, and operation of public facilities, equipment, and services.
4. Consider discussing boundary adjustments with the Towns of Sheboygan and Wilson to reduce irregularities and improve provision of services and utilities.
5. Consider discussing mutually exclusive extraterritorial jurisdictions with the Village of Kohler to eliminate uncertainty about authority.
6. Provide a copy of this Plan to all surrounding local governments and districts, and continue to involve and update them on future changes to the Plan.
7. Continue to cooperate with other units of government on issues related to land use, farmland preservation, natural resources, recreation, sewer and water services, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.

INTERGOVERNMENTAL AGREEMENTS UNDER WISCONSIN LAW

There are two main formats for intergovernmental agreements under Wisconsin Statutes:

The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

Recommendations

Collaborate on Regional Initiatives

The City intends to recognize, capitalize on, and solve local issues and help resolve regional issues through the following broader regional collaboration initiatives (usually described in greater detail in other chapters of this Plan):

- Remain an active participant in regional economic development initiatives, collaborating with the Sheboygan County Economic Development Corporation on economic development opportunities and issues of mutual interest, such as regional initiatives, like the Regional Foods Initiative and continuing to attend regular SCEDC meetings.
- Continue to work with BLRPC, WisDOT, WisDNR, and Sheboygan County on transportation issues that affect the City—from roads, to rail, to transit, and to trails.
- Continue to pursue state and federal initiatives and grant sources that may benefit Sheboygan and/or on which Sheboygan may have a greater likelihood for success to achieve local initiatives (e.g., economic development, trails, and infrastructure).

Continue Intergovernmental Discussions and Possible Agreements with Surrounding Towns

The City's extraterritorial jurisdiction (ETJ) encompasses parts of six towns—the towns of Wilson, Sheboygan, Mosel, Herman, Sheboygan Falls, and Lima. See the text box for a summary of city and village powers within their ETJs. Over the planning period, the City will continue to engage in discussions with these towns, in particular Wilson and Sheboygan, regarding the following issues:

- Additional opportunities for the sharing of municipal services.
- Interconnection of roads and trails in the City's growth areas and improvements to transportation corridors.
- Municipal boundary rationalization on the City's south and north sides.
- Improvement to water quality in the Sheboygan, Pigeon, and Black Rivers, and stormwater management in general.
- Future land use, municipal boundaries, and municipal service issues.
- Other issues that concern one or both communities.

The majority of those towns' future land use maps are consistent with the City of Sheboygan's Future Land Use map. Still, there are some areas of disagreement, uncertainty as to which jurisdiction planned development would occur within, and uncertainty over which jurisdiction would be expected to provide necessary public services. The City will work with the Towns to address these and other issues. The City's initial intent is to encourage as much land to be annexed to the City to take advantage of a wider range of service and to maintain its extraterritorial authorities.

Explore ETJ Boundary Discussions

The City's extraterritorial jurisdiction overlaps those of the Village of Kohler, City of Sheboygan Falls, and the Village of Howards Grove. The City of Sheboygan will consider discussing mutually exclusive extraterritorial jurisdictions with the Village of Kohler to eliminate uncertainty about authority. County Highway A might be a logical boundary; consistent with this idea, Sheboygan has not identified lands west of CTH A for City development.

Revise the City's Extraterritorial Land Division Policies in the Subdivision Ordinance

Following establishment of mutually agreed upon extraterritorial jurisdiction boundaries that do not overlap; the City will consider amending its extraterritorial land division review policies within its subdivision ordinance to better relate to those areas of City interest in the future, based on the Future Land Use map (Map 2) in this Comprehensive Plan. Within the City's extraterritorial jurisdiction but outside of "Town Development Areas," the City will consider amending its subdivision ordinance to require rural development densities of no greater than one home per 35 acres, or adhere to County policies if they are equally or more strict.

ETJ POWERS

The following four extraterritorial powers are available to cities and villages. The extraterritorial jurisdiction (ETJ) of cities and villages over 10,000 persons extends 3 miles from their borders.

- **ETJ Planning:** Include and make recommendations for the lands in their ETJ in their planning documents adopted under Wisconsin Statutes (e.g. comprehensive plans, transportation plans, park plans).
- **ETJ Official Mapping:** Include and make recommendations for the lands in their ETJ on their Official Map. The Official Map is a tool used to identify the location of current and planned public facilities such as future road alignments, and can be used to prevent structures from being erected on identified sites and to assure that subdivisions provide for planned facilities.
- **ETJ Land Division Review:** Adopt subdivision ordinance provisions to approve or deny land divisions within their ETJs. This area of the law is evolving rapidly through court decisions.
- **ETJ Zoning:** Enact ETJ zoning authority within all or part of their ETJs which freezes town or county zoning in the selected area for a period of two to three years. This provides an opportunity to develop and adopt a permanent ETJ zoning ordinance and zoning map to apply to the selected area. If adopted, the town and city/village are then jointly responsible for making future zoning decisions in the selected ETJ area.



IMPLEMENTATION

The City will realize its Vision through a coordinated, continuous program of Plan implementation, evaluation, and update. The purpose of this chapter is to identify high-priority implementation steps, timeframes, and responsible parties and to develop a process and criteria for subsequent amendments to the Comprehensive Plan. The detailed implementation table provides a list and timeline of major actions to implement this Plan.

Plan Adoption

A first step in implementing the City of Sheboygan Comprehensive Plan is making sure that it is adopted in a manner that supports its intended future use as a tool for consistent decision-making. Pursuant to Section 66.1001, Wisconsin Statutes, the City has included all necessary elements for this Plan to be adopted and has followed the procedures for adopting this Plan under the state's comprehensive planning legislation.

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan.

Plan Advancement and Awareness

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. In fact, as of January 1, 2010, zoning, subdivision, and official map “actions” must to be consistent with the adopted Comprehensive Plan, under State law.

This Plan will only have value if it is understood, supported, and used by the community. It is critical that the City make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

- Prominently displaying the City's vision statement, Future Land Use Map, Future Transportation and Community Facilities Map, and other Plan materials at City Hall, the Library, or other community gathering places.
- Ensuring that up-to-date materials are easily accessible on the City's website.
- Speaking to community organizations and school groups about the Plan.
- Regularly presenting implementation progress reports to the Common Council, Plan Commission, and other municipal bodies.

- Incorporating Plan implementation steps in the annual budget process, and strategic planning efforts.
- Encouraging all City commissions and staff to become familiar with and use the Plan in their decision making.
- Reviewing and assessing the Plan by reviewing performance against the implementation priorities and suggested timeframes described later in this chapter.

Plan Administration and Addressing “Consistency”

In the spring of 2010, 66.1001 Wisconsin Statutes was amended to more specifically define what actions must be consistent with a comprehensive plan and also to more clearly define the term “consistency” (see text box). Still, it is expected that the concept of consistency will continue to evolve over time, potentially following further legislation or court action. Subsequent amendments to this Comprehensive Plan may further address the “consistency” requirement as this evolution occurs.

In addition the guidance provided by the new statute amendments, the City will also use the following general approach for purposes of determining whether or not any action is “consistent” with its Comprehensive Plan. First, the City designates itself as the entity charged with determining whether its implementation actions are consistent with its Comprehensive Plan. Second, the City intends to use a system for making and documenting consistency findings for Common Council and Plan Commission zoning and subdivision decisions, with assistance from the City Attorney.

Many of the individual decisions made under this Plan will revolve around zoning, land divisions, public investments, and intergovernmental relations. The City’s approach for addressing each of these types of decisions—and evaluating consistency of subsequent decisions with this Comprehensive Plan—is as listed below:

- **Zoning.** Proposed zoning map amendments (rezonings) should be consistent with the recommendations in this Plan. Specifically, the Future Land Use map, in combination with the

AMENDMENTS TO THE COMPREHENSIVE PLANNING LAW: SPRING 2010

Section 66.1001(3) was amended to read as follows:

Ordinances that must be consistent with comprehensive plans. Except as provided in sub. (3m), beginning on January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit’s comprehensive plan:

- (g) Official mapping ordinances enacted or amended under s. 62.23(6).
- (h) Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.
- (j) County zoning ordinances enacted or amended under s. 59.69.
- (k) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (L) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (q) Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351 or 62.231.

Section 66.1001(1)(am) was created to read as follows:

“Consistent with” means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.

policies behind it, should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Developments, mixed use projects, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan Commission and Common Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this Plan allows for the phased timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, Planned Unit Developments, and land division processes.

- **Land Division.** Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations in this Plan. In their consideration of land divisions, the Plan Commission and Common Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the land division process for certified survey maps, preliminary plats, and final plats. This Plan allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan Commission and Common Council.
- **Official Map.** Map 8-1 Future Utilities and Community Facilities and Map 9-1: Future Transportation Facilities will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, and will also be used to guide revisions to the City's Official Map. In their consideration of official mapping issues, the Plan Commission and Common Council will also evaluate the specific timing of the development request, its relationship to both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on Maps 8-1 and 9-1 will be resolved through the official mapping and platting processes both within the City limits and City's extraterritorial jurisdiction.
- **Public Investments.** Proposed public investment decisions will be guided by the recommendations in this Plan. In many cases, the Plan indicates that the City will "consider" or "explore" the possibility of certain identified public investments. Further, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and Common Council. This Plan allows for the phased timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and Common Council.
- **Intergovernmental Relations.** Proposed intergovernmental relation decisions will be guided by the recommendations in this Plan, as deemed appropriate by the Plan Commission and Common Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Common Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations in this Plan shall be resolved by the Common Council through the intergovernmental process.

Plan Amendments

This Plan can be amended. Amendments may be appropriate in the years following initial adoption, particularly in instances where the Plan has become irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the Plan maps or text—as opposed to an “update,” which is described later in the chapter.

Over the planning period, the City is likely to receive and wish to entertain requests for Plan amendments. The Plan should be evaluated for potential amendments regularly. To provide a more manageable, predictable, and cost effective process, the City intends to establish a single Plan amendment consideration cycle every year. Many Wisconsin communities use an annual Plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that proposed Plan amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the Common Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may choose to bypass the annual amendment process described above if an amendment to this Comprehensive Plan is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this Comprehensive Plan and may be lost if required to wait for the regular Plan amendment cycle. However, the City is still required to use the amendment procedures outlined below.

The state comprehensive planning law requires that the City use the same basic process to amend this Comprehensive Plan as is used to initially adopt the Plan. More specifically, the following procedures defined under Section 66.1001(4), Wisconsin Statutes, must be followed.

1. Either the Common Council or the Plan Commission initiates the proposed Comprehensive Plan amendment(s). This may occur as a result of a regular review of the Plan, or may be initiated at the request of a property owner or developer, or the City in the case of implementing a component of the Plan or portion thereof.
2. The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes). If the resolution is appropriately drafted, the City will only need take this step for the first of potentially several amendment cycles before the Plan is fully updated.
3. The Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendments. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
4. The City Clerk sends a copy of the recommended Plan amendment (not the entire Comprehensive Plan) to all adjacent and overlapping government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should ideally have at least 30 days to review and comment on the recommended Plan amendment(s). Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has

requested notification in writing must be informed through this notice procedure. Note: This is a statutory requirement, but at the time of writing there were no nonmetallic mines in the City.

5. The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d.
6. The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the Comprehensive Plan.
7. Following the public hearing, the Common Council approves or denies the ordinance adopting the proposed Plan amendment(s). Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed amendment(s).
8. The City Clerk sends a copy of the adopted ordinance and the amendment(s) (not the entire Comprehensive Plan) to all adjacent and overlapping government jurisdictions, mine operators, any person who has registered a marketable nonmetallic mineral deposit with the City, and any other property owner or leaseholder who has requested notification in writing as required under Section 66.1001(4)b and c, Wisconsin Statutes.

Plan Review and Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City intends to update this Comprehensive Plan by the year 2021 (i.e., ten years after 2011) at the latest.

Implementation Programs and Initiatives

Figure 11-1 provides a summary list of the major implementation actions the City intends to undertake in order to implement this Plan. The table is intended to summarize and prioritize discrete and specific actions the City will pursue to advance its goals and objectives. It should be referred to in the City's annual budget process.

There are many policies and recommendations described in this Plan that will be carried out over time and will require ongoing, recurring, and in some cases daily efforts on the part of City staff, elected and appointed officials, and other agencies, districts, and organizations. These "ongoing" policies and recommendations have not been included in this table. Their exclusion is not intended to diminish their importance. In fact, the vast majority of this Plan will be implemented over time through incremental actions and decisions. But because such activities have no specific timeline associated with them, it was determined unnecessary to include them in the following table.

Implementation actions related to utilities and community facilities have been summarized and prioritized in Figure 9-1 in Chapter 9: Utilities and Community Facilities.

The table has five columns of information and has been organized into three separate sections described below:

Checklist Sections:

- **Priority Action Items:** Absent subsequent Common Council redirection, the City intends to initiate Priority Action Items over the course of the two to three years following adoption of this Plan. Priority action items were selected because they meet one or more of the following criteria:
 - The action relates to a “high impact” project that is likely to drive growth and change in the community for the next several decades;
 - The action is critical to the effective on-going, day-to-day implementation of this Plan;
 - The action has already been started, is making progress, has established some momentum, and/or has partners who have identified a willingness to participate; or
 - The action is necessary in order to allow for future implementation actions to occur or represents an early step towards meeting a broader goal.
- **Next Steps:** Next Steps represent actions that are anticipated to occur roughly three to seven years after the adoption of this Plan. A fairly broad timeline has been assigned to these items because, generally, they will occur when the timing is right, and/or after prerequisite actions take place. The City will review the list of “Next Step” items on an annual or biannual basis as part of its Comprehensive Plan adoption cycle (see Plan Amendments section above) to determine whether these items should be moved or down on the list of priority actions.
- **Longer-Term Action Items:** Longer-Term Action Items are not likely to occur sooner than five years after the adoption of this Plan. Similar to the “Next Steps” category described above, these action items will occur when capacity and funding become available, when the timing is right, and/or after certain prerequisite actions take place. Of all implementation activities, those classified as Longer-Term Action Items are considered to be of a lower priority than those classified as Priority Action Items or Next Steps.

Checklist Columns:

- **Implementation Action:** The first column lists steps, strategies, and actions that will help advance the goals and objectives identified in this Plan. Items in this list have been described in additional detail in other areas of the Plan.
- **Chapter Reference:** The second column includes a cross-reference to the chapter of this Plan where the recommended implementation action is described in greater detail.
- **Primary Parties Responsible for Implementation and Potential Partners:** The third column lists the parties or groups that may be primarily responsible for leading or carrying out the particular action, and other groups that may be partners in implementation. The Common Council would also be responsible for initial authorization and/or final approval of many of these actions.
- **“Completed”:** The final column simply includes check boxes for City staff and officials to use when a particular implementation step has been completed. During the annual Plan evaluation process, this table should be reviewed for items that should be pursued in the upcoming year.

Figure 11-1: Comprehensive Plan Implementation Checklist

Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
Priority Action Items			
Spur economic development and job creation along Indiana Avenue by advancing the Fresh Tech and regional foods initiatives.	Chapter 3	City, SCEDC, Chamber of Commerce	<input type="checkbox"/>
Encourage neighborhood-strengthening initiatives and continue working with active neighborhood groups. Increase market-rate infill and redevelopment housing within the City.	Chapter 4	City, Neighborhood Associations/groups, housing developers	<input type="checkbox"/>
Establish community gardens.	Chapter 7	City, Neighborhood Associations/groups, SCIO	<input type="checkbox"/>
Continue to implement regional bike and pedestrian plans and address gaps in the existing networks, for functional as well as recreational use.	Chapter 8	City, County, BLRPC, WisDOT, other regional local governments, bicycling organizations	<input type="checkbox"/>
Continue to advocate to the State for the development of an I-43 interchange at Indiana Ave.	Chapter 8	City, WisDOT, BLRPC, County, SCEDC	<input type="checkbox"/>
Follow the Comprehensive Plan Timetable for creating, expanding, and rehabilitating community facilities and utilities.	Chapter 9	City, BLRPC, SASD, utilities	<input type="checkbox"/>

Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
Secondary Priorities			
Improve the City's image through a concerted marketing and branding strategy.	Chapter 3	City, Chamber of Commerce	<input type="checkbox"/>
Inventory and expand upon the City's cultural and educational programming.	Chapter 5	City, community groups, SASD	<input type="checkbox"/>
Support the environmental cleanup of the Sheboygan River, and capitalize on an improved river corridor to attract new economic development and the reuse or redevelopment of riverfront properties.	Chapters 3 and 6	City, USEPA, Sheboygan River Basin Partnership, SCEDC, WDNR, US Army Corps of Engineers, Wisconsin Public Service	<input type="checkbox"/>
Discuss future provision of water and sanitary sewer service.	Chapter 9	City, BLRPC, adjacent local governments	<input type="checkbox"/>
Long-Term Activities			
Encourage use of local foods in local institutions such as schools, medical facilities, and group care facilities.	Chapter 7	City, SCIO, County, SASD, interested local institutions, community groups	<input type="checkbox"/>

Appendices

City of Sheboygan Comprehensive Plan
Adopted: _____

Appendix A Existing Conditions

Appendix B Public Participation Results

Appendix C Adoption Resolution and Ordinance



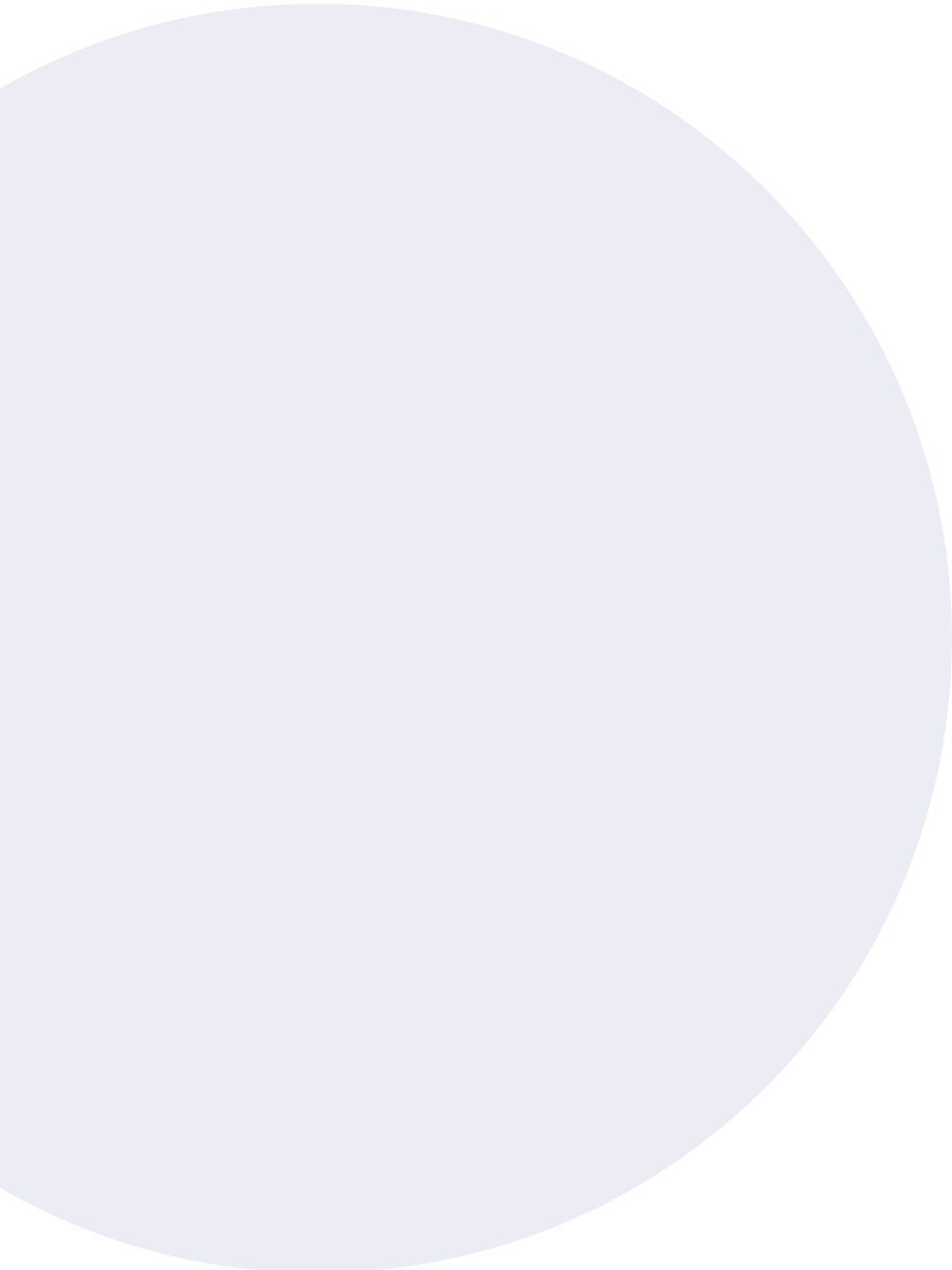


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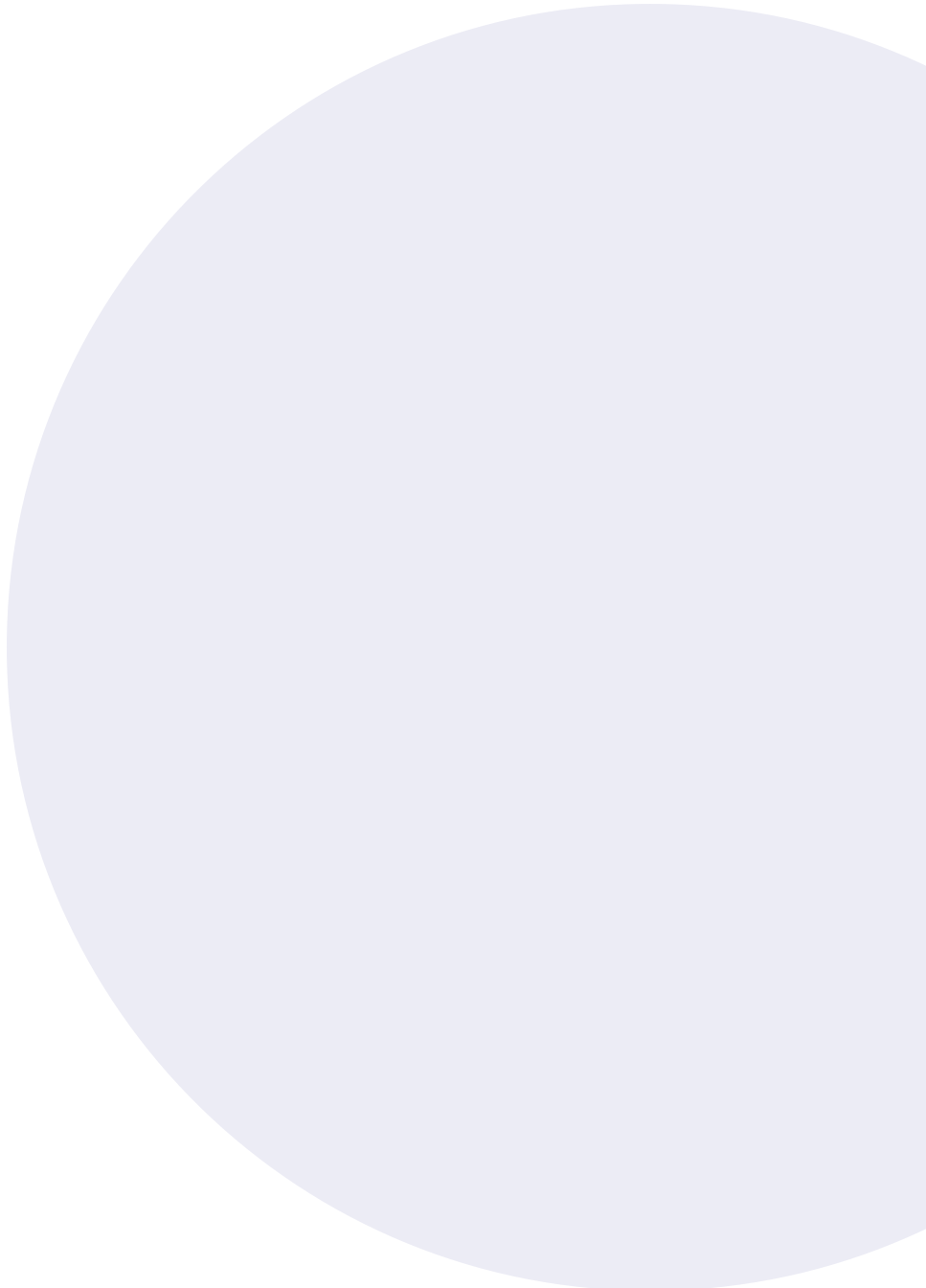
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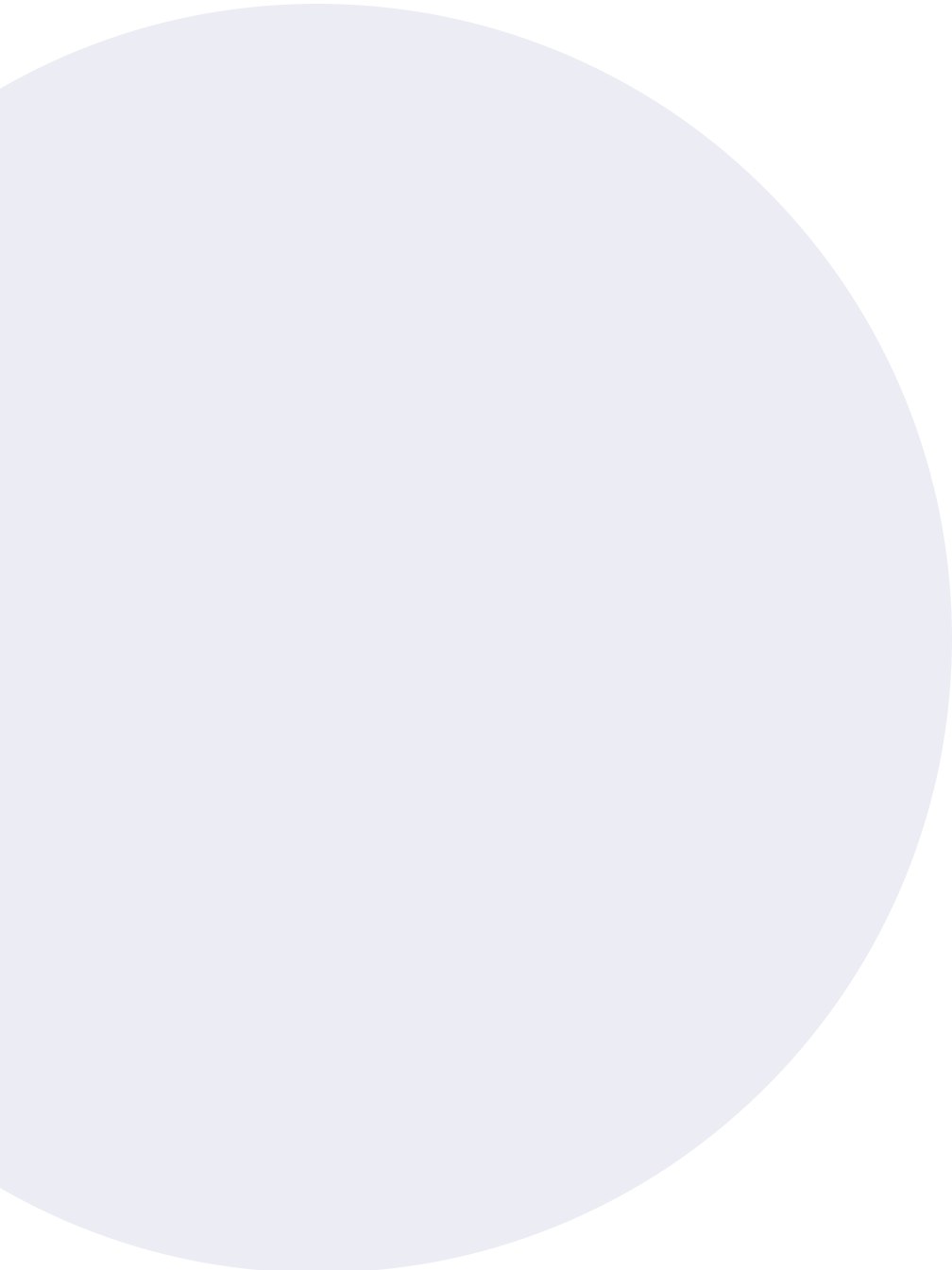
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EXISTING CONDITIONS





INTRODUCTION

In 2011, the City began the process of updating the City of Sheboygan Comprehensive Plan to provide a community vision and framework to plan for change and address preservation, development, and redevelopment. This Appendix presents background information related to the nine elements required by the State of Wisconsin's comprehensive planning legislation. It is intended to be referenced by individuals reviewing the City of Sheboygan Comprehensive Plan. The background information contained in this Appendix gives a snapshot into Sheboygan's past and its current conditions. This information was used during the drafting of the Comprehensive Plan and should continue to serve as a useful source of information as the Plan is implemented.

State statutes enable the City to plan for those areas bearing relation to the City's development. The area that is the subject of this Appendix and the City of Sheboygan Comprehensive Plan includes all lands currently within Sheboygan's municipal limits as well as lands within the City's extraterritorial jurisdiction. This planning area is depicted on Map A-1.

General Regional Context

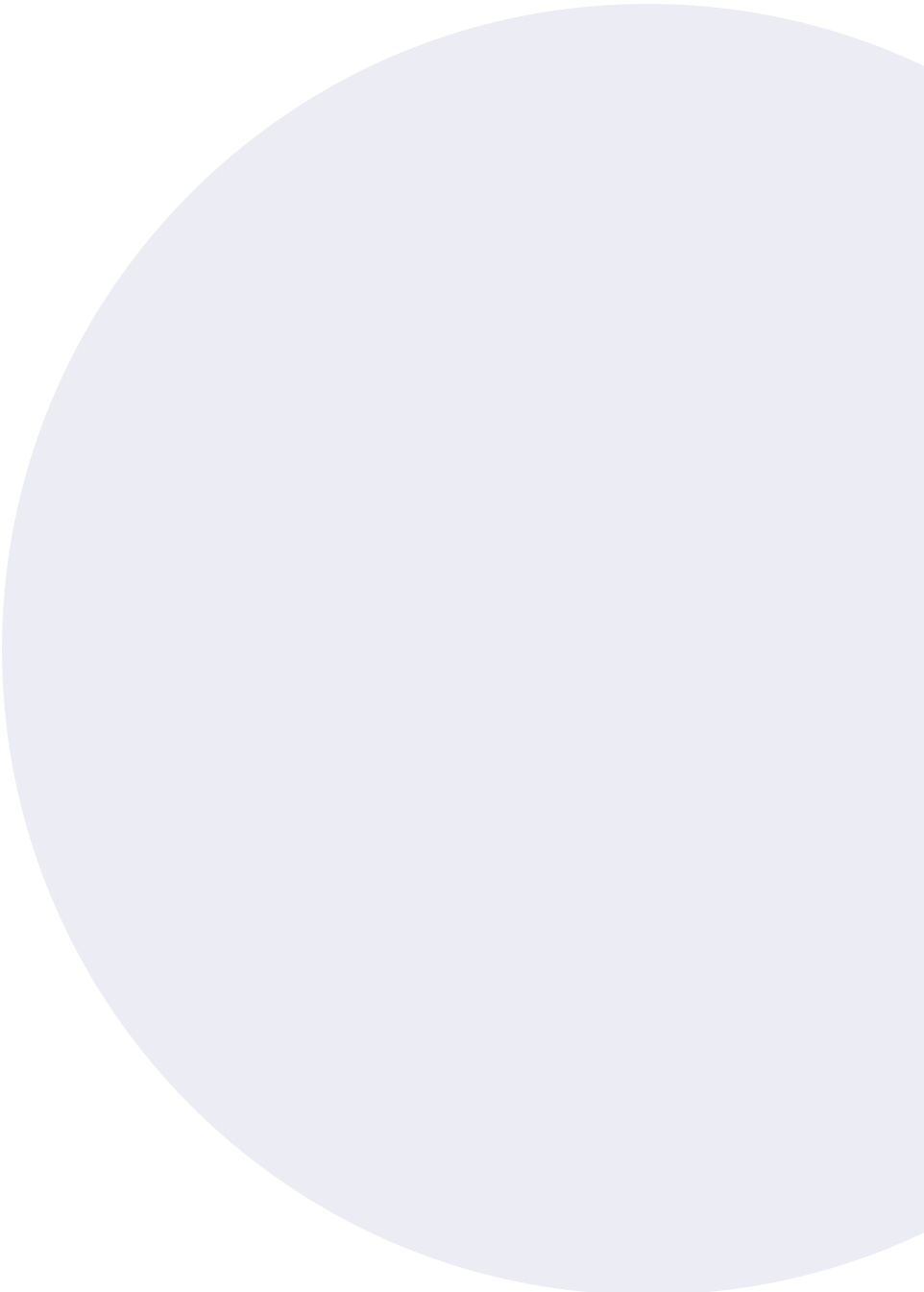
The City of Sheboygan is located in the east-central portion of Sheboygan County, on the shore of Lake Michigan, approximately 52 miles north of Milwaukee and 62 miles southeast of Green Bay. Sheboygan is bordered by the Town of Sheboygan, the Town of Wilson, and the Village of Kohler.

Sheboygan is situated along an important tourism corridor in Wisconsin, easily accessible to travelers heading north to Door County and the Green Bay area, and to those heading south to Milwaukee and Chicago. Historically, families, students, and groups would travel to the region with a primary destination of Kohler and Elkhart Lake. Today, Sheboygan itself is a tourist destination with many attractions including the Stefanie H. Weill Center for the Performing Arts, the John Michael Kohler Arts Center, the Blue Harbor Resort and Conference Center, the Harbor Centre Marina, the Great Lakes Aerospace Science & Education Center (GLASEC), the Sheboygan County Farmers' Market, as well as regional parks, and a downtown "Harbor Centre" district with its shops and restaurants.

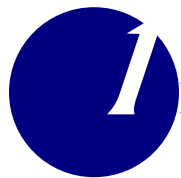




Map A-1: Jurisdictional Boundaries







ISSUES AND OPPORTUNITIES

This chapter of the Appendix contains pertinent background information and demographic trends currently influencing development and redevelopment in Sheboygan. This chapter includes population trends and forecasts, household trends and forecasts, and age distribution.

Population and Household Trends and Forecasts

Figure A-1 presents historical population data for the City of Sheboygan, adjacent communities, Sheboygan County and the state. Generally, the City of Sheboygan's population has remained relatively stable since 1970. Since 2000, the City has experienced a slight population decline of 3 percent. Alternatively, neighboring townships of Sheboygan, Wilson, and the Village of Kohler have increased populations during this period—most notably the Town of Sheboygan gained in population by nearly 24 percent. The neighboring City of Sheboygan Falls also experienced a sizable population increase of nearly 15 percent since 2000.

Figure A-1: Population Trends

	1970	1980	1990	2000	2010	Numeric Change 2000-2010	Percent Change 2000-2010
C. Sheboygan	48,484	48,085	49,676	50,792	49,288	-1,504	-3.0%
T. Sheboygan	4,246	3,962	3,866	5,874	7,271	1,397	23.8%
T. Wilson	3,323	3,604	2,842	3,227	3,330	103	3.2%
V. Kohler	1,738	1,651	1,817	1,926	2,120	194	10.1%
C. Sheboygan Falls	4,771	5,253	5,823	6,772	7,775	1,003	14.8%
Sheboygan County	96,660	100,935	103,877	112,656	115,507	2,851	2.5%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	5,686,986	323,311	6.0%

Source: U.S. Census Bureau, 1970-2010

Household size is an important factor in comprehensive planning as it affects the number and type of housing units needed over the long-term planning period. The City of Sheboygan experienced a decline in average household size over the past four decades, which corresponds to the national trend toward smaller households as individuals increasingly remain single, marry later, and have fewer children. This data suggests a likely future demand for smaller housing units within the City, particularly senior housing to accommodate aging baby boomers.

Figure A-2: Trends in Household Size, 1970-2010

	1970	1980	1990	2000	2010
C. Sheboygan	2.99	2.58	2.47	2.39	2.38

Source: U.S. Census Bureau

Figure A-3 includes three population scenarios for the City of Sheboygan through the year 2035: the Wisconsin Department of Administration's (DOA) projection, a medium growth projection assuming a 1 percent annual population increase, and a high growth projection assuming a 1.5 percent annual population increase.

For the purposes of this report, the City will utilize the medium growth projection scenario. This population scenario will be used to calculate housing and land use demand projections later in this report. While it is certainly possible the City will not grow to this population by 2035, a careful approach to land use planning requires that the City's Comprehensive Plan show how that amount of growth could be appropriately accommodated. Market conditions and City policies will help determine the actual rate of population growth over the 25 year planning period.

Figure A-3: City of Sheboygan Population Projections

Projections	2005 ²	2010 ¹	2015	2020	2025	2030	2035
Wisconsin DOA ²	50,716	49,288	51,541	52,150	52,624	52,862	NA
Medium Growth ³	50,716	49,288	51,802	54,445	57,222	60,141	63,206
High Growth ³	50,716	49,288	53,097	57,201	61,621	66,384	71,514

Sources: ¹U.S. Census (2000); ²U.S. Wisconsin Department of Administration (Population and Household Projections, 2010); ³Vandewalle & Associates

Figure A-4 compares the City's household characteristics with surrounding communities and Sheboygan County. A housing unit is defined as "a house, apartment, mobile home or trailer, group of rooms, or a single room occupied as separate living quarters." A household is defined by the U.S. Department of the Census as including "all people who occupy a housing unit as their usual place of residence." As depicted in Figure A-4, there were 22,339 housing units and 20,308 households in the City of Sheboygan in 2010. Compared to neighboring communities, this suggests [redacted]. The average household size in Sheboygan was reported to be 2.38 in 2010. The average assessed home value in the City is considerably lower in Sheboygan than neighboring communities and the County, making housing more affordable in Sheboygan. Similarly, the median rent in Sheboygan was reported to be [redacted], compared to [redacted].

Figure A-4: Comparison of Housing Characteristics, 2010

	Total Housing Units	Total Households	Average Household Size	Average Assessed Home Value*	Median Rent
C. Sheboygan	22,339	20,308	2.38	\$123,992	
T. Sheboygan	3,175			\$208,909	
T. Wilson	1,445			\$233,341	
V. Kohler	871			\$268,209	
C. Sheboygan Falls	3,681			\$169,622	
Sheboygan County	50,766			\$171,432	

Source: U.S. Census Bureau, 2010; *Wisconsin Department of Revenue, 2008

Figure A-5 compares the City's housing characteristics with surrounding communities and Sheboygan County. As reported in Figure A-5, a housing unit is considered owner-occupied if the owner or co-owner lives in the unit, regardless of whether the unit is mortgaged or fully paid for. A housing unit is vacant if no one is living in it at the time it is counted. Sheboygan's vacancy rate is , which is compared to surrounding communities. The City's owner-occupancy rate is , which is compared to surrounding communities. The number of single family housing units was in the City compared to neighboring communities.

Figure A-5: Housing Occupancy Characteristic Comparisons, 2010

	Single Person Household	Vacant	Owner Occupied	Single Family Units
C. Sheboygan	33.4%	9.1%	12,431	
T. Sheboygan		5.5%		
T. Wilson		9.1%		
V. Kohler		10.0%		
C. Sheboygan Falls		5.5%		
Sheboygan County		8.6%		

Source: U.S. Census Bureau, 2010

Figure A-6 compares the age and gender distribution for the City of Sheboygan in the year 2010 to neighboring communities and Sheboygan County. Age distribution is an important factor when considering the future demands for housing, schools, park and recreational facilities, and the provision of social services. Demographic trends indicate that the City's median age increased from 35.4 in 2000 to 36.2 in 2010. Sheboygan's median age of 36.2 is relatively younger compared to the County's median age of 40.3.

Figure A-6: Age and Gender Distribution, 2010

	Median Age	Percent under 18	Percent over 65	Percent Female
C. Sheboygan	36.2	25.3%	13.9%	50.5%
T. Sheboygan		22.6%		
T. Wilson		21.7%		
V. Kohler		30.5%		
C. Sheboygan Falls		22.3%		
Sheboygan County	40.3	23.9%	14.6%	49.8%

Source: U.S. Census Bureau, 2010

Figure A-7 compares the racial and ethnic distribution in the City of Sheboygan in 2000 and 2010 to neighboring communities and the County. As indicated below, the City of Sheboygan has the largest share of ethnically diverse populations of the listed comparison communities—a trend that has continued into 2010.

Figure A-7: Sheboygan’s Race and Ethnic Distribution, 2000-2010

	2000				2010			
	White	Black	Asian ¹	Hispanic ²	White	Black	Asian ¹	Hispanic ²
C. Sheboygan	87.6%	0.9%	6.5%	6.0%	82.5%	1.8%	9.0%	9.9%
T. Sheboygan	96.1%	0.1%	2.5%	1.2%	93.2%	0.6%	4.1%	2.7%
T. Wilson	96.8%	0.2%	1.4%	2.3%	94.1%	0.4%	2.9%	2.6%
V. Kohler	97.2%	0.1%	1.9%	0.8%	96.0%	0.2%	2.5%	2.3%
C. Sheboygan Falls	98.1%	0.3%	0.3%	0.9%	96.1%	0.6%	0.9%	2.5%
Sheboygan County	92.7%	1.1%	3.3%	3.4%	89.9%	1.5%	4.6%	5.5%

Source: U.S. Census Bureau, 2000 & 2010

Notes:

1.Asian category includes Hmong population.

2U.S. Census Bureau considers Hispanic or Latino to be an ethnic rather than racial distinction. People who identify their origin as Hispanic or Latino may be of any race.



AGRICULTURAL RESOURCES

This chapter contains background information related to the City of Sheboygan's agriculture, natural, and cultural resources.

Agricultural Resources

Agriculture is a large contributor to the County's economy, accounting for \$1.67 billion and nearly 20 percent of the County's economic activity. More than 9,000 jobs in Sheboygan County are related to agriculture.

Community Gardens

The City and University of Wisconsin Extension—Sheboygan County have received interest from residents and community groups regarding community garden space within the City. Community gardening is becoming increasingly popular not only locally, but around the country, among many people for various reasons—whether to reduce a grocery bill, encourage healthier fresh food consumption for oneself or in one's community, minimize concerns over how food is grown, learn a new skill, enable more sustainable living, or to facilitate community development. Currently, there is very limited community garden space within Sheboygan, but the City has arranged a core group to help organize around this issue and help identify appropriate sites, such as parkland or vacant neighborhood parcels, on which to establish gardens. There are several non-profit, community, and faith-based groups actively working on this issue in Sheboygan, both to establish gardens and to educate people on how to grow and utilize fresh produce. The following community gardens initiatives are currently underway in Sheboygan:

- The Gardening Reshapes Our World (GROW) ministry through First Congregational UCC is helping support a community garden on a vacant parcel next to the Above and Beyond Children's Museum.
- The Hmong Association currently hosts a community garden located on Taylor and Geele Streets.

Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils into classes based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to the soil salinity, capacity to hold moisture, depth, texture, structure, climate limitations, and potential for erosion. Under this classification system, soils are separated into eight classes. Generally Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. About 2 percent of soils within the City are classified as Class I. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil

management techniques to prevent deterioration over time. However, these practices are generally easy to apply; therefore, these soils are still able to sustain the same agricultural uses as Class I soils. Approximately 61 percent of soils within the City are classified as Class II. Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. Soils in capability Classes IV through VIII present increasingly severe limitations to the cultivation of crops.

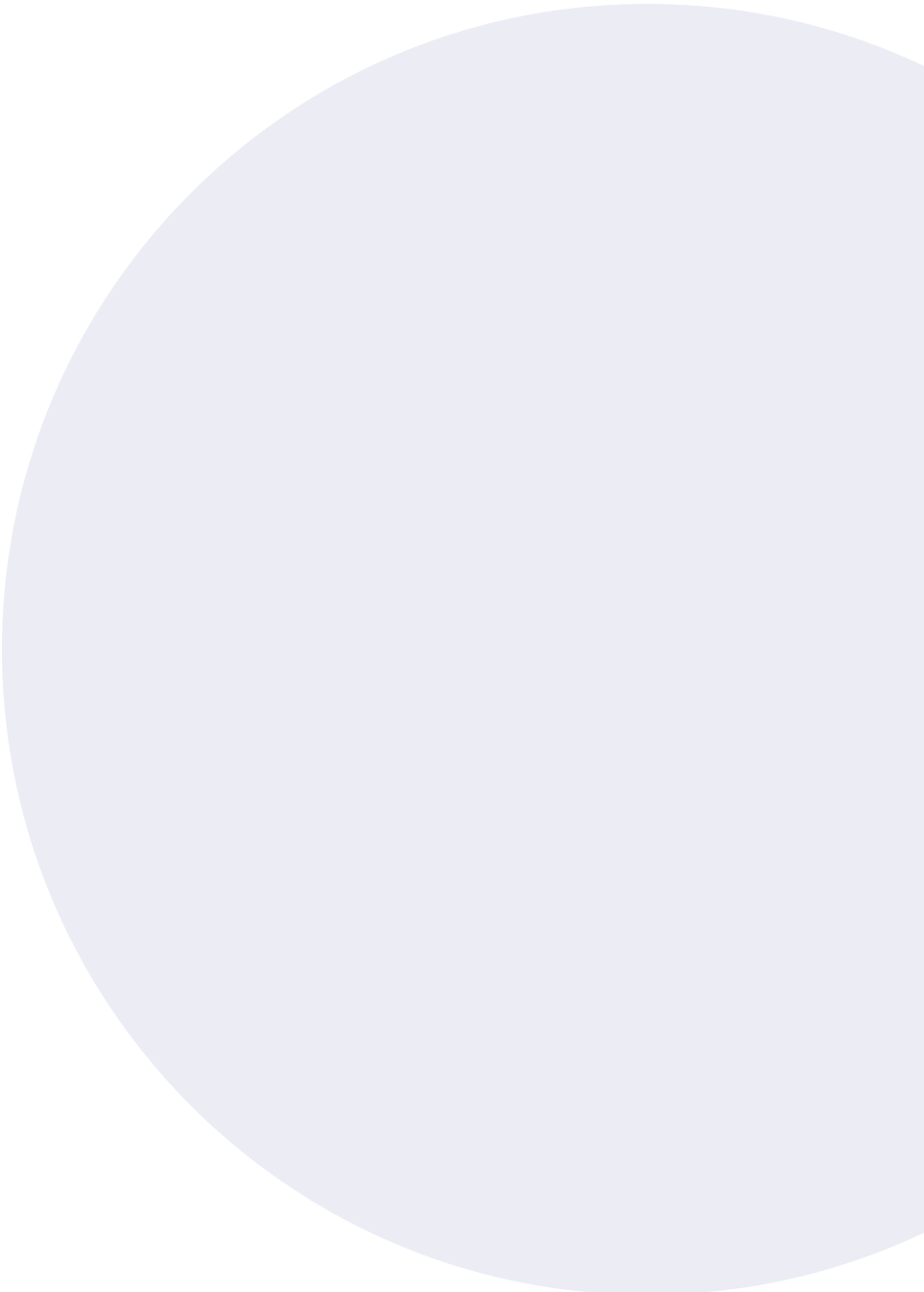
Map A-2 depicts the locations of Class I, II, and III soils in the City and surrounding area. Large areas of prime agricultural soils (Class I and Class II) are present in the City of Sheboygan, primarily north and south of the Sheboygan River and inland from Lake Michigan. Areas of non-prime soils are typically located in environmental corridors and along the coast of Lake Michigan.

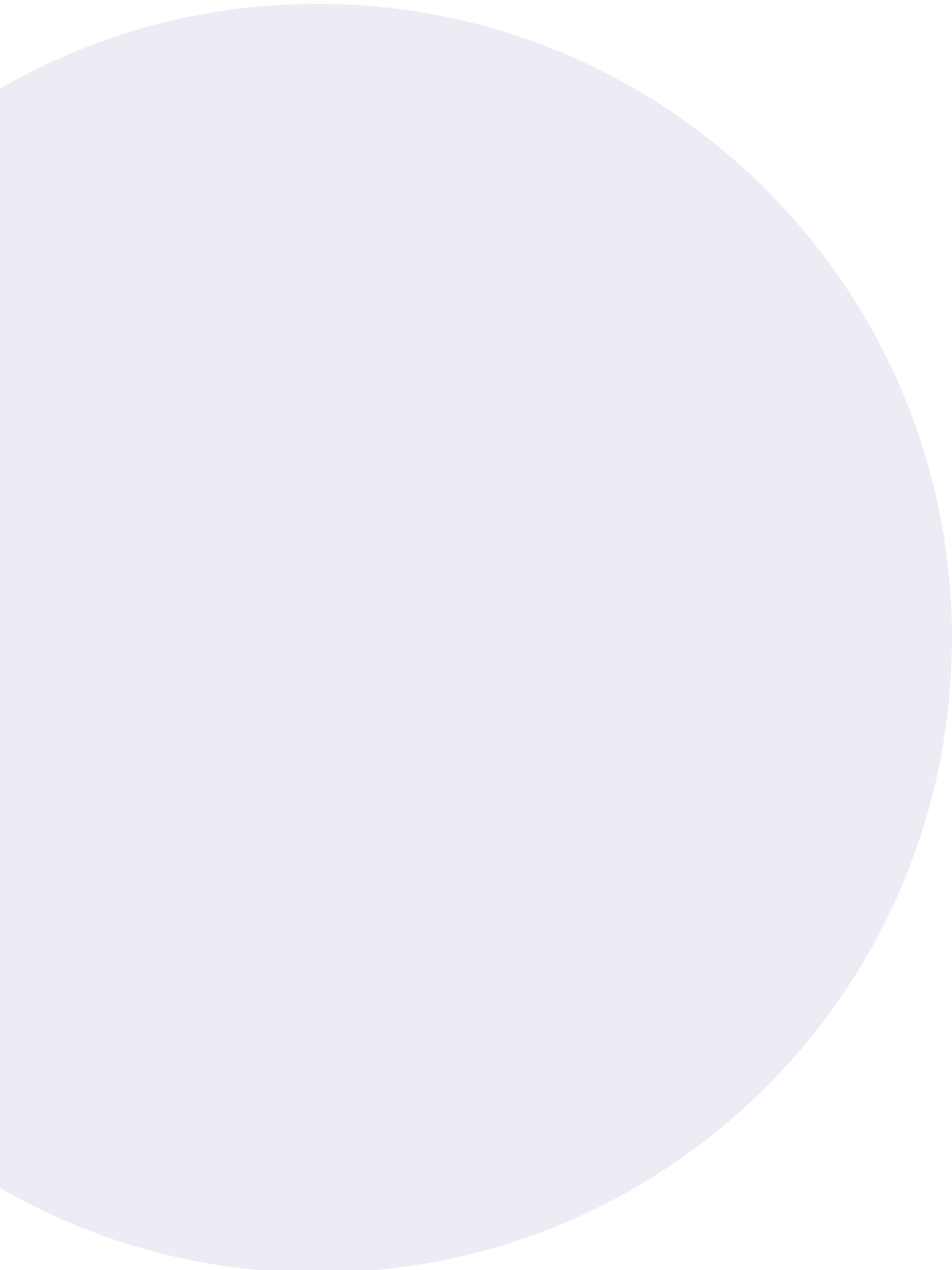
Farmland Preservation Efforts

The State's Farmland Preservation Program was developed in the late 1970's to conserve farmland, provide tax relief for agricultural producers, and promote land use planning. In 2009, the Wisconsin legislature signed into law the 2009-2011 State budget, which included funding for the Wisconsin Working Lands Initiative, the new farmland preservation program. Three main components of this program include continuation of the Wisconsin Farmland Preservation Tax Credits program, establishment of Agricultural Enterprise Areas (AEA) program, and establishment of the Purchase of Agricultural Conservation Easements (PACE) program. The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers all three programs under the State's Working Lands Initiative. Land eligible for farmland preservation tax credits and AEA designation must be located in a farmland preservation area in a certified county farmland preservation plan.

Sheboygan County adopted farmland preservation plans in 1979, 1985, and most recently in 2005 to preserve productive agricultural lands for continued agricultural use and to protect farm operations from conflict with incompatible uses. Goals in the County's 2005 Farmland Preservation Plan include: sustaining the County's agricultural heritage and economy; informing local governments to enable them to react to changes in agricultural and land use; encouraging continuation of farming while providing for the orderly land development; and minimizing potential conflicts between rural land owners.

Map A-2: Soil Suitability of Agriculture





Natural Resources

The City's 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.

Landscape and Topography

The City of Sheboygan is located along 8 miles of the Lake Michigan shoreline. The area generally rises slowly from east to west, from 580 feet above sea level along the coastline of Lake Michigan, to just over 700 feet above sea level in western portions of the City. The topography is predominantly level to gently sloping (slopes less than 6%), with only isolated areas of steeper slopes. The City's geology is marked by glacial deposits underlain by Niagara dolomite limestone. The most dramatic topography is associated with waterways and the Lake Michigan shoreline bluffs.

Soils

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 Sheboygan County Soil Survey indicates there are two major soil types in the City of Sheboygan: the Mosel-Oakville-Hebron association and the Kewaunee-Waymor-Manawa association. 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 which 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.

Metallic and Non-Metallic Minerals

There are no metallic mining operations in Sheboygan County; however, non-metallic minerals, such as sand, gravel, and crushed stone are mined in the region. Lands with a potential gravel source within 5 feet of the surface are located west of the City, in the Town of Sheboygan. Under state statutes, landowners who want to register their property as a non-metallic mining deposit are required to notify each county, city, village, and/or town that has zoning authority over their property. Registrations must be recorded at the Register of Deeds in the county where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered non-metallic mineral deposit.

Environmental Corridors

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, floodplains, wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the City, environmental corridors are primarily located adjacent to the Sheboygan and Pigeon Rivers, traversing east-west through the City.

Water Supply

Groundwater resources are plentiful in the City of Sheboygan 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 City are generally of higher quality and considered substantially less susceptible to contamination.

Surface Waters

Rivers

Depicted on Map A-3, 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. (Willow Creek?)

The U.S Environmental Protection Agency (EPA) declared 14 miles of the Sheboygan River from the Sheboygan Falls Dam downstream to and including the Lake Michigan inner harbor a superfund site. This segment of the river flows through the City of Sheboygan Falls, the Village of Kohler, and the City of Sheboygan before entering Lake Michigan. The former Tecumseh Product Co. plant in Sheboygan Falls is considered the primary source of PCB contamination in river sediment. Soil and surface water is also contaminated with PCBs and heavy metals including arsenic, chromium, copper, lead and zinc. Environmental clean-up of the upper portion of the Sheboygan River has been completed. This involved dredging contaminated sediment from the former Tecumseh Products plant in Sheboygan Falls to the Waelderhaus Dam. Other phases to clean up the middle river, lower river, and inner harbor will be done separately. A clean-up plan for the lower river and inner harbor areas was approved in November 2010. The EPA plans to dredge the river in the City of Sheboygan beginning in the spring of 2011, with clean up work completed by the end of 2012.

Lake Michigan

The second largest Great Lake (by volume), the fourth largest fresh water body, and the sixth largest lake in the world, Lake Michigan has a total area of nearly 22,300 square miles, and drains a land area of over 45,000 square miles. Lake Michigan is 307 miles long, 118 miles wide, 925 at its maximum depth, with an average depth of 279 feet. Bordered by Wisconsin, Illinois, Indiana, and Michigan, it is the only Great Lake lying entirely within the U.S. Rocky, shallow, and sandy shores dominate, restricting access for large boats to harbors.

Lake Michigan can support a variety of plant and animal species, including those not found anywhere else in the world. Commercial fisherman in the Sheboygan area use trap nets to capture whitefish in Lake Michigan. Sport fishing yields smallmouth bass, northern pike, yellow perch, and salmon, among other species. A number of charter sport fishing operations are based out of

Sheboygan, including: Action Adventures Phoenix Charters, Dumper Dan's Sport Fishing Charters, Sea Dog Sportfishing Charters of Sheboygan, Sorry Charlie Sport Fishing, and Wolf Pack Adventures, LLC. In addition to fishing, Lake Michigan's exposed reef break provides reliable offshore winds for surfing.

Maintaining water quality of Lake Michigan is a high priority to many governments, agencies, and organizations. The lake's ecosystem health is of growing governmental and public concern due to invasive species and fluctuating lake levels. Invasive species are understood to enter the lake through the ballast waters of ocean going ships. Fluctuating lake levels result in damage to Lake Michigan's coast. Episodes of high lake levels associated with flooding increase the rate of erosion, cause property damage, and submerged beaches. Periods of low lake levels increase sedimentation and pollution, which requires extensive dredging of navigation channels and harbors. Commercial navigation has not been seriously impacted by fluctuating water levels, as most deep navigation channels are maintained at authorized elevations and shippers adjust payloads to match the water fluctuations. Recreational boaters, however, may experience difficulties with navigation in marinas and harbors that are not routinely dredged. Ongoing and planned studies attempt to better understand and alleviate these issues.

Watersheds

Watersheds are depicted on Map A-3. 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 and east of the Interstate) is drained by the Black River. The north and northwest portions of the City 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. The Pigeon River and the Sheboygan River Watersheds have been designated as priority watersheds. Priority designation is based on numerous factors, including presence of unique species, potential to respond positively to nonpoint source controls, and sensitivity to phosphorus loading.

Floodplains

Floodplains are depicted on Map A-3. 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. The City has experienced major flood events which have been located mainly in upstream drainage basins characterized by a high level of impervious surface and a relatively small drainage outlet.

Wetlands

Wetland areas, depicted on Map A-3, are located along streams and drainageways and in isolated low spots. These wetlands 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, wetlands are restricted to no development by state statute-authorized local zoning. Most wetlands within the City 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.

Steep Slopes

Generally, the City is predominated by gently rolling or flat areas. Steep slopes occur very infrequently and only for very short runs; these are depicted on Map A-3. These areas are scattered throughout the City and are generally associated with either directly adjacent waterways or ridge top systems. These areas are now required to be depicted on site plans and land division, and are protected through overlay zoning standards.

Rare Species Occurrences

According to the Wisconsin Department of Natural Resources (WisDNR), there are occurrences of aquatic and terrestrial endangered species within Sheboygan. Endangered species in Sheboygan are primarily located along the lakeshore, but also extend throughout portions of the City adjacent to waterways. One square mile survey sections containing rare and/or endangered species are depicted on Map A-3. Detailed information regarding the types of endangered animals, plants, and natural communities can be obtained from WisDNR.

State Parks and State Natural Areas

The Kohler-Andrae State Park is located about two miles south of Sheboygan on County Highway V. This 1,000 acre park is one of the last natural preserves along the Lake Michigan Shore. The park offers two miles of beach, camp grounds, picnic areas, a bath house, nature center, and nature trails.

The Kohler Park Dunes State Natural Area is also located south of Sheboygan along the shore of Lake Michigan. The Dunes is a 135 acre area containing more than a mile of beach. The Dunes contains active and stabilized lake dunes, interdunal wetlands, and a small dry-mesic white pine forest. Vegetation includes lakeshore rush and sedges, sand reed, marram grass, Canada wild rye, northern wheat grass, common and trailing junipers, sand cherry, and willow species. Three state-threatened plants are also found in the dunes—clustered broom-rape, dune goldenrod, and dune thistle. The Dunes may also still harbor the only known population of the state-endangered prairie moonwort.

Air Quality

The U.S. Environmental Protection Agency (EPA) uses six “criteria pollutants” as indicators of air quality: ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter, and lead. EPA’s National Ambient Air Quality Standards (NAAQS) for each criteria pollutant are intended to protect public health and welfare. Areas where air pollution levels persistently exceed these standards may be designated “non-attainment.”

The EPA designated ten counties in Wisconsin, including Sheboygan County, as non-attainment areas for the 8-hour NAAQS for ozone, meaning the recorded ozone levels exceed the acceptable federal air quality standards during 8-hour periods. According to current EPA guidelines, once a nonattainment designation takes effect, state and local governments must develop implementation plans outlining how areas will attain and maintain the standards by reducing air pollutant emissions contributing to ground-level ozone concentrations.

Sheboygan County Natural Areas and Critical Resources Plan

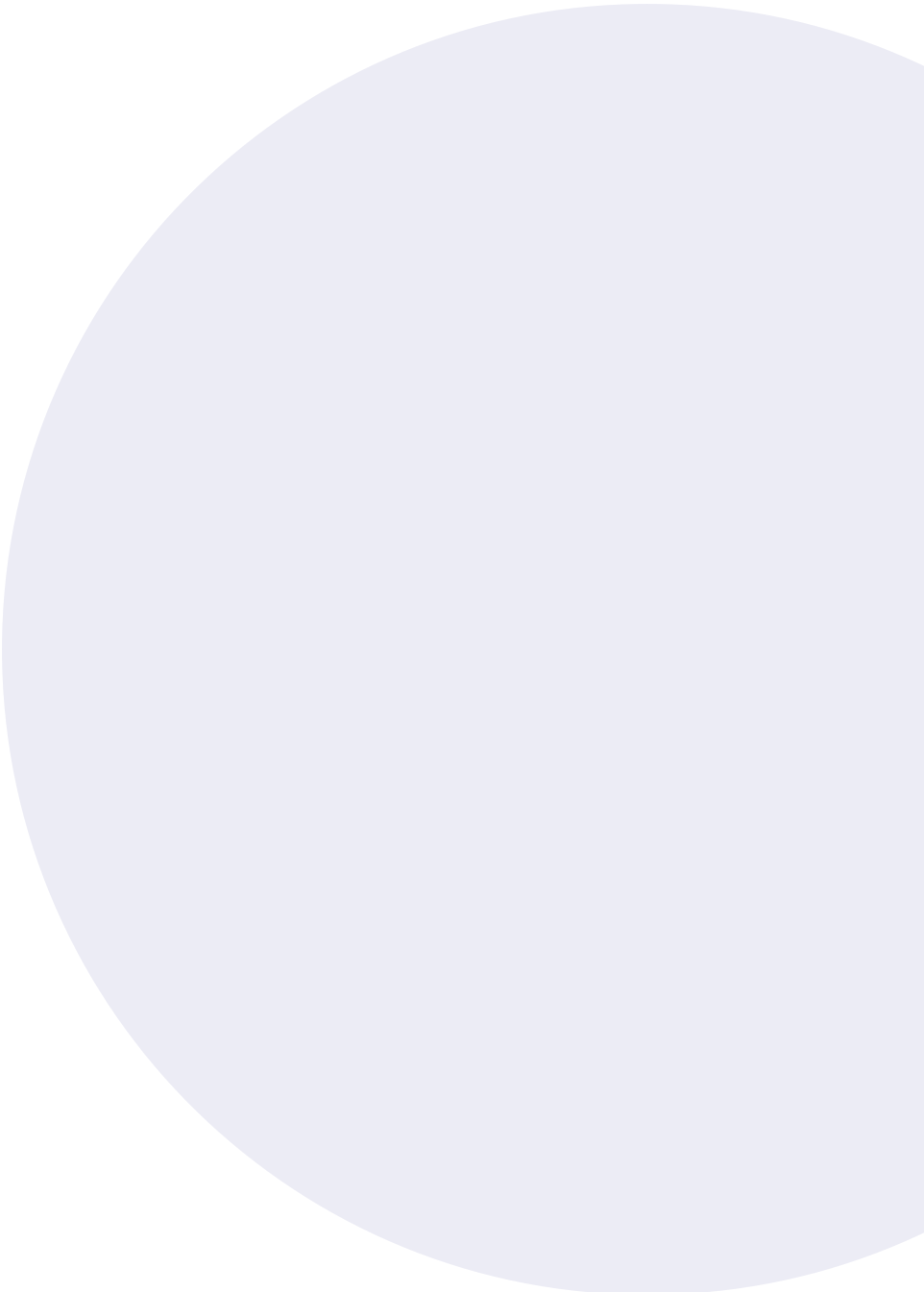
In 2004, Sheboygan County prepared a Natural Areas and Critical Resources Plan includes background information and an inventory of the County's numerous agricultural, natural, cultural, historical, and archaeological resources. Goals and objectives for the County's agricultural, natural, and cultural resource features are included in the plan to guide local governments in planning and development decisions. Included in the inventory are the City of Sheboygan's parks, art galleries, historic bridges, cemeteries, churches, and historic sites.

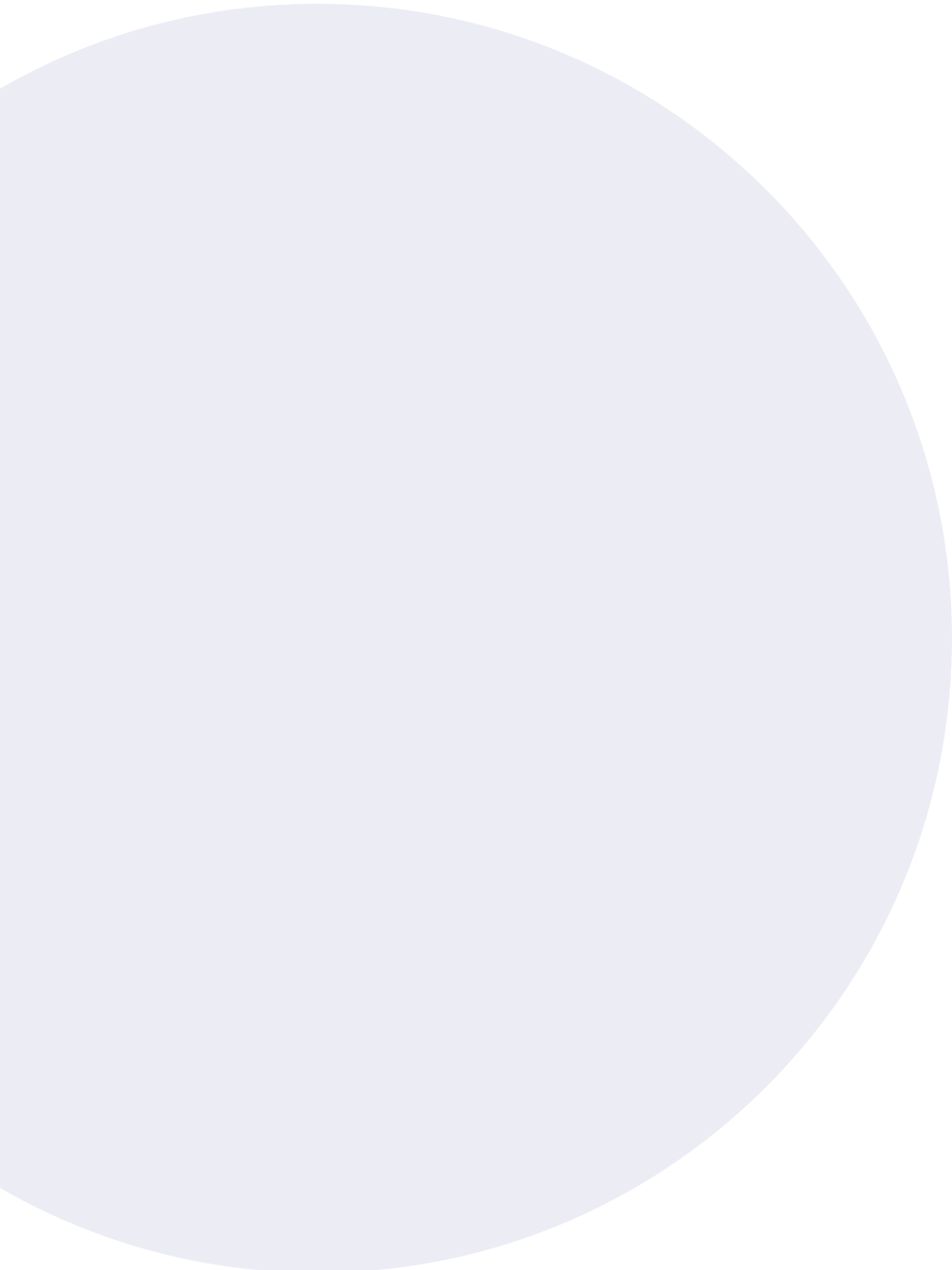
Wisconsin Land Legacy Report

The Wisconsin Land Legacy Report, prepared by Wisconsin DNR in 2006, identifies places considered to be the most important to meet the State's conservation and recreation needs over the next 50 years. The report identifies 229 Legacy Places, including the Kohler-Andrae Dunes, described previously. A substantial amount of the Dunes area is protected within the Kohler-Andrae State Park. Efforts to buffer and/or expand the park would help alleviate overcrowding, meet additional demand, and provide a wider variety of recreation activities.



Map A-3: Natural Features





Historic and 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. The following sections provide a brief glimpse into Sheboygan's past and describe the City's unique historical and cultural resources.

Historic Overview

The first inhabitants of the area were from the Pottawatomi American Indian tribe. Sheboygan's name is derived from Native American language, meaning "great noise underground." It is understood that the rushing sounds of the falls upstream of the mouth of the Sheboygan River prompted this name. The first explorer to enter the Sheboygan area was Jean Nicolet in 1635. Sheboygan's founder, William Farnsworth, first visited the area 1814. European settlers arrived via Lake Michigan sailing vessels between 1830 and 1840. These early immigrants were primarily of Dutch origin, followed by German immigrants in the late 1840s. Sheboygan was surveyed and platted by William S. Trowbridge in the spring of 1836. Sheboygan was first incorporated as a village in 1846, and later as Wisconsin's sixth city on April 5, 1853.

Sheboygan's early industry included quarrying and masonry products, furniture, brewing, meat processing, tanning, carriage and wagon works, metal works, agricultural machinery and implement manufacturing, fishing, and ship building. Sheboygan was an important stop along Great Lakes navigational routes where shipping companies made regular stops and local manufacturers imported and exported goods.

Historic Resources

The City of Sheboygan is a Certified Local Government (CLG) in historic preservation. As a CLG, Sheboygan established a Historic Preservation Commission; adopted a Historic Preservation Ordinance; and enforces the projection of state and locally designated historic properties.

Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI documents a wide range of historic properties such as the round barns, log houses, metal truss bridges, small town commercial buildings, and Queen Anne houses that create Wisconsin's distinct cultural landscape. According to the AHI, there are 1,687 document historic sites and structures in the City of Sheboygan. Of these, 360 are eligible for listing on the National Register for Historic Places. Twenty have been listed on the State and/or National historic registers, including those listed below.

- "Hetty Taylor" Shipwreck
- John Balzer Wagon Works Complex
- Thomas M. and Bridget Blackstock House
- Downtown Churches Historic District
- Henry Foeste Store
- John Pfeiler House/Friendship House
- Garton Toy Company
- Henry and Charles Imig Block
- Jung Carriage Factory
- Jung Shoe Manufacturing Company Factory
- Max Zaegel & Co. Building
- Kletzien Mound Group
- John Michael Kohler House
- Henry and Henriette Roth House
- Sheboygan County Courthouse
- Sheboygan Post Office
- Judge David Taylor House
- Third Ward School House
- IC Thomas Drug Store
- Wolff-Jung Company Shoe Factory
- Sheboygan Theater

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 the areas below is designated for special treatment in the City's planning, zoning and public investment strategies.

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

Architectural and Historical Intensive Survey Report (AHISR)

The City received a historic preservation grant from the National Park Service to prepare an architectural and historical inventory survey. The City worked with LJM Architects to prepare the AHISR, which was conducted in three phases between March 2002 and January 2006. The survey revealed an abundance of valuable historic properties within the City and proposed the designation of thirteen historic districts within the City, including the following:

- 2nd Street Residential Historic District
- 3rd Street Residential Historic District
- Downtown Churches Historic District
- Evergreen Park Historic District
- Highland Terrace Residential Historic District
- Holy Name Catholic Church Historic District
- Industry Barons Residential Historic District
- North Avenue Residential Historic District
- Northern Apartments Residential Historic District
- Plymouth Lane Block Residential Historic District
- St. Dominic Catholic Church Historic District
- South 17th Street Residential Historic District
- Vollrath Block Residential Historic District

In addition to establishing historic districts, the AHISR includes the following recommendations:

- Establish an historic preservation program.
- Hire a preservation consultant.
- Declare a Certified Local Government to enable continued eligibility for future grant monies.
- Nominate historic properties and districts for the National Register of Historic Places.
- Continue to identify and landmark historic resources in the City.
- Consider enacting a historic preservation ordinance.
- Educate the public on cultural and historic resources.
- Update the AHISR document to incorporate additional research as necessary.

Archeological Resources

The Wisconsin State Historical Society lists archeological sites throughout the state in its Archeological Sites Inventory (ASI). These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. At this time there are 50 archeological sites within Sheboygan's city limits. Under Wisconsin Law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites that are on, or eligible for, listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

Arts, Cultural Events, and Civic Organizations

In addition to Sheboygan's many historical resources, City residents have access to a wide variety of recreational and cultural offerings including parks and trails, and seasonal celebrations and events. Sheboygan also fosters creativity and inspiration through the following arts organizations.

- The John Michael Kohler Arts Center, a nationally recognized center for folk art, vernacular art, works by self-taught artists, and its support of emerging contemporary artists.
- The Cultural Alliance of Greater Milwaukee, of which the Kohler Arts Center is a member, is a regional alliance with a mission of strengthening, advancing, and representing the arts and culture sector as an essential asset for growing a vibrant, attractive region. The Alliance helps connect Sheboygan's arts community with the greater eastern Wisconsin region.
- The Sheboygan Performing Arts, a collaborative association of performance-based organizations in Sheboygan County, including:
 - Hometown Harmony Tradition
 - Men of Harmony
 - Sheboygan Concert Association
 - Sheboygan Pops Concert Band
 - Sheboygan Symphony Orchestra
 - Sheboygan Theatre Company
 - Theatre for Young Audiences
- The Sheboygan Visual Artists, a network of visual artists and supporters devoted to enriching the community through the visual arts.

The Stefanie H. Weill Center for the Performing Arts, host to a full schedule of classic films, concerts, special events, and corporate events.

Above and Beyond Children's Museum providing a positive learning environment with interactive programs and captivating exhibits for children.

The Sheboygan County Historical Museum is dedicated to the discovery, collection, preservation, and education of information, records and objects relating to the history of the county of Sheboygan.

The Great Lakes Aerospace Science and Education Center (GLASEC) is the only spaceport in the Midwest and includes an Exhibit Hall and Space Theater. The Center offers an educational curriculum-based program including a Mission Control Center and Space Exploration module, education and training focused simulators, rocketry and robotics labs, the Rockets for Schools program, and satellite NASA Educator Resource Center.

Jake's Cafe is an inspiring work environment for Sheboygan's creative class professional. In the spirit of Jake Jacobson, one of Sheboygan's more noteworthy creative visionaries, Jake's Cafe is a full-service creative environment for inventors, writers, designers, architects, photographers, marketers, film-makers and other creative thinkers. The vision of Jake's Cafe is to become Wisconsin's premiere destination for creative problem solving.

Bookworm Gardens is vibrant children's garden based on children's literature. The Gardens offers an opportunity for free, unstructured play in a natural garden environment. The garden is adjacent to UW-Sheboygan and is across from the UW-Extension offices which house the Sheboygan County Master Gardeners. Bookworm Gardens offers classes in horticulture, literature, art, and cooking as well as concerts, plays and special events.

Sheboygan is also home to numerous live music venues. Cultural events, festivals, and civic organizations contribute to Sheboygan's sense of community with events for residents and visitors to enjoy. Popular annual events in the City include:

- Farmers Market
- Greek Fest
- Hispanic Days
- Hmong New Year
- Midsummer Festival of Arts
- Brat Days

Active citizen organizations and volunteer groups within Sheboygan include, but are not limited to:

- Knights of Columbus
- Lakeshore Community Action Program, Inc.
- Freemasons
- Jaycees
- Lions Club
- Elk's Club
- Sheboygan Rotary
- Sheboygan Hispanic Service Club
- Loyal Order of Moose



This chapter is intended to provide information on existing land use and land use trends in the City of Sheboygan to aid the City in its long-range land use planning. This chapter contains a compilation and analysis of land use data, including a map illustrating existing land uses.

Existing Land Use

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern.

Existing Land Use Map Categories

The existing land use pattern as of February 2011 is shown in the Existing Land Use Map (Map A-4). The set of categories below was used to prepare the existing land use map for the City and the surrounding area.

- **Single-Family Residential:** Detached single-family residential development.
- **Two-Family Residential:** Detached single-family and two-family (i.e. duplexes and two-flats) residential development.
- **Multi-Family Residential:** A variety of residential uses including townhouses, apartment complexes, condominiums, and mobile homes.
- **Commercial:** A variety of commercial, retail, and service land uses.
- **Office:** Professional office buildings and similar land uses.
- **Communication/Utilities:** Publicly-owned land for communication facilities and utility systems.
- **Industrial:** Manufacturing, warehousing and similar land uses.
- **Institutional/Government Facilities:** Public buildings (e.g. City Hall, police station), schools, religious institutions, hospitals, youth and elderly service facilities, and special care facilities.
- **Agricultural/Rural:** Open lands and vacant parcels that may be available for infill development or other future use.
- **Outdoor Recreation:** Parks and public open spaces devoted to active or passive recreational uses or conservation uses; these include public shoreline, parkland, preservation areas, playgrounds, play fields, trails, picnic areas, and other publicly-owned lands that have been preserved for their environmental sensitivity or for flood protection and stormwater management.
- **Woodlands:** Public and privately owned forested areas.
- **Surface Water:** Lakes, ponds, rivers, creeks, and perennial streams.

Existing Land Use Pattern

An accurate depiction of the City's existing land use pattern is the first step in planning for a desired future land use pattern. The City of Sheboygan encompasses approximately 14 square miles. Figure A-8 summarizes the existing acreage allocated to each of the various land use categories within the City's municipal boundaries. The existing land use pattern is depicted on Map A-4.

Figure A-8: Existing Land Use Totals, City of Sheboygan, 2011

Land Use	Acres	Percent
Single-Family Residential	2,324	31.9
Two-Family Residential	388	5.3
Multi-Family Residential	361	4.9
Commercial	546	7.5
Office	185	2.5
Industrial	729	10.0
Communication/Utilities	252	3.5
Institutional/Government Facilities	752	10.3
Railroads	144	2.0
Agricultural/Rural	607	8.3
Outdoor Recreation	711	9.7
Woodlands	125	1.7
Surface Water	141	1.9
Total	7,295	100

Source: City of Sheboygan, 2011; Bay-Lake Regional Planning Commission

The City of Sheboygan exhibits a classic Great Lakes small 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, mixed use development centered on 8th Street north of the Sheboygan River.
- A series of arterial road spokes dominated by moderate intensity 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. Lower intensity commercial and office development is located west on the western side of the City near the Taylor Drive and Interstate Corridors.
- A complementing series of rail corridor spokes predominated by moderate intensity industrial development.
- A pair of large urban neighborhood centers focused on moderate intensity commercial development along Michigan Avenue and Indiana Avenue.

- A modern shopping cluster located along Taylor Drive, both north and south of Kohler Memorial Drive, and predominated by high-quality, lower intensity commercial and office development.
- A modern business park area located between Taylor Drive and South Business Drive south of Union Avenue, which is predominated by lower intensity industrial development.
- A dispersed pattern of small neighborhood commercial areas typified by small scale, lower intensity neighborhood commercial and office development.
- A clustered pattern of highway commercial clusters predominated by lower intensity, moderate quality development at the I-43 interchanges STH 42, STH 28, and CTH V.
- A scattered pattern of leap-frog industrial and commercial development at low intensities at various locations in the outlying portions of the Towns of Mosel, Sheboygan, and Wilson.

Sheboygan's residential development pattern also exhibits a classic Great Lakes small city pattern:

- A traditional mix of single-family and two-flat neighborhoods surrounding the downtown, extending north to North Avenue and south to Washington Street.
- A slowly expanding band of single-family neighborhoods between the Pigeon River on the north, I-43 on the west, and the Black River on the south.
- A slowly expanding band of lower density single-family neighborhoods located just north of the Pigeon River and just south of the Black River along the Lake Michigan shore.
- A dispersed pattern of multi-family residential development along arterial routes within the broad single-family residential band.
- A dispersed pattern of leap-frog residential development in subdivisions and on individual lots in former agricultural areas of the City's extraterritorial jurisdiction.

Land Market Trends

A review of historical land development trends provides a foundation for projecting future land demand for new housing, commercial, and industrial development. Figure A-9 the number of building permits issued by the City of Sheboygan for the years 2000 to 2010. On average, the City issued 38 building permits per year for the past ten years. As indicated below, the total number of permits issued each year has declined since the early 2000s—from 65 in 2004 to 7 in 2009. This downward trend is reflective of the national economic recession; however, in 2010, the number of permits issued by the City in 2010 was slightly higher than 2009, suggesting a slow recovery in the land development market.

Figure A-9: Building Permits, 2000-2010

Year	Single Family	Two-Family	Condo	Apartment	Commercial	Industrial	Total
2000	39	1	0	3	11	2	56
2001	24	1	2	0	19	0	46
2002	47	5	2	0	7	0	61
2003	46	0	1	1	10	0	58
2004	41	2	18	0	4	0	65
2005	28	0	1	0	12	0	41
2006	19	0	3	0	4	0	26
2007	12	1	7	0	12	0	32
2008	8	0	2	0	8	0	18
2009	2	0	0	0	5	0	7
2010	7	0	0	0	5	0	12
Avg.	25	1	3	0	9	0	38
Total	273	10	36	4	97	2	422

Source: City of Sheboygan Building Inspection Department, 2000-2010

Existing and Potential Land Use Conflicts

Land use conflicts occur when incompatible structures or land uses are near or adjacent to one another. Incompatibility can stem from a mismatch in density, height, building scale or mass, or from negative environmental effects such as traffic, noise, or pollution. 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.

Key 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.

Another 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.

Other conflict areas include the Van Der Vaart site on South Business Drive; North Commerce Street, north from Pennsylvania Avenue to the Sheboygan River; scattered industrial facilities located along the Lake Michigan shore; and scattered industrial facilities adjacent to neighborhoods, mostly south of the Sheboygan River. Here, a property by property strategy is essential for correcting or mitigating land use conflicts.

Future Land Use Supply and Demand Interaction

The supply of land available for development includes areas of the City that have been planned or approved for development, but are not yet built out; vacant areas within the City that have not been platted for development; developed land within the City that is appropriate for redevelopment; and land that is not within the corporate limits of the City, but is potentially available for future City expansion.

The land available for development is determined by several factors: wetlands, floodplains, public ownership, conservation easements, or other characteristics that make land undevelopable. Other potential building limitations (e.g. infiltration area, steep slopes, shallow depth to bedrock or depth of water table, and hydric soils) will also influence which vacant areas are actually appropriate for development. Drainage basins (and the ability to efficiently provide lands with urban services like sanitary sewer) also form opportunities and limitations for development. Taking these factors into account, the optimal areas for future growth include the Schuchardt property, the southerly expansion of the Sheboygan Business Center, Bollman Farm, and residential development to the north (north of Rolling Meadows Drive and along Najacht Road) and to the south of Weeden Creek and CTH EE. Continued development should also be directed to platted but not complete subdivisions, and redevelopment of vacant and underutilized sites in key focus areas of the community as detailed in the *Plan*.

Land Demand Forecast

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the City. These factors, in turn, determine the demand for land development.

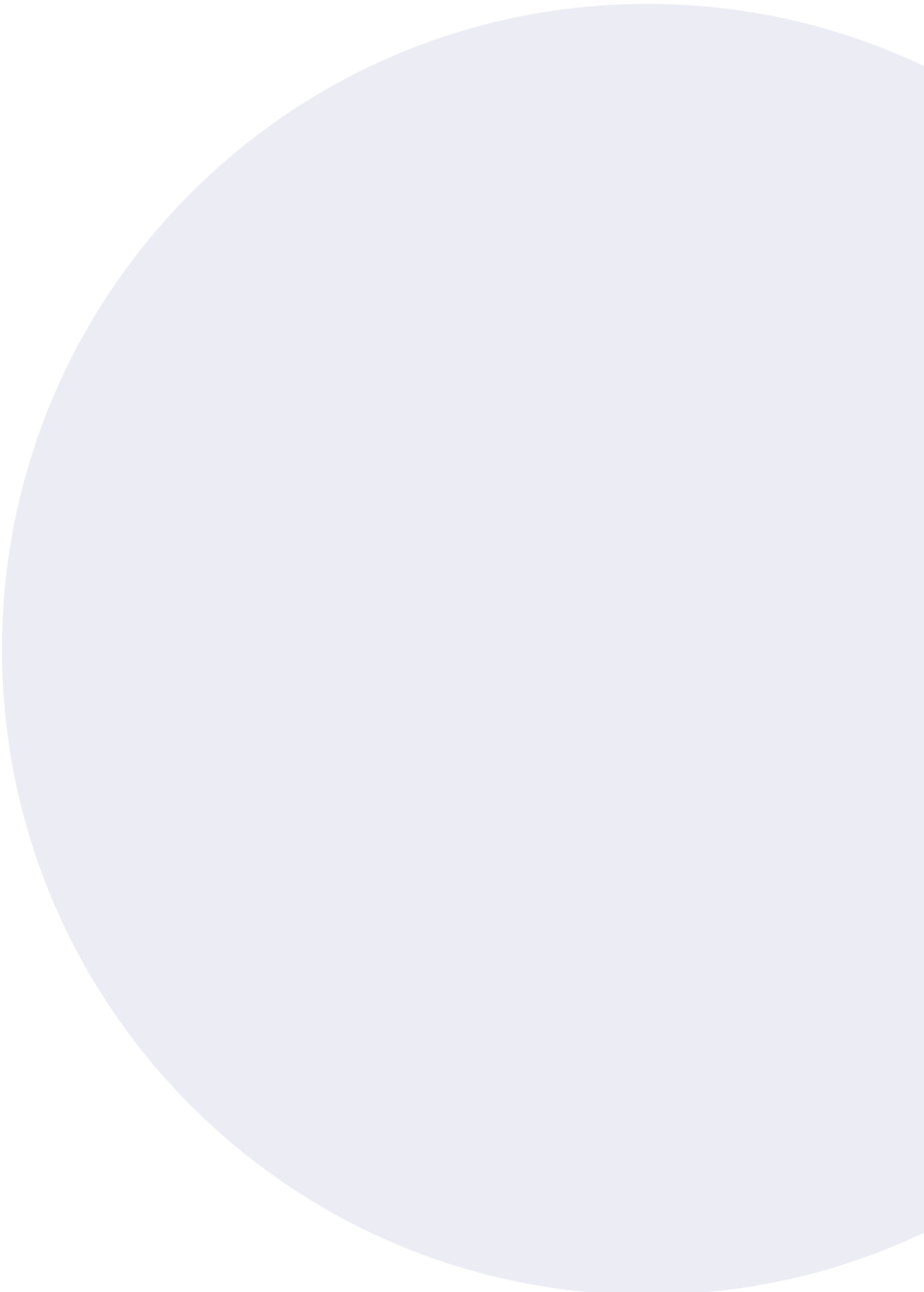
As described in Chapter One: Issues and Opportunities, three population projection scenarios were calculated for the City through 2035. The following land demand projections were calculated using the median growth scenario detailed in Table A-3. For the purposes of planning, it is important the City identify a sufficient amount of land and recommended uses for that land to accommodate future development, even if the forecast is not realized over the 25 year planning period. The land projections detailed in Table A-10 include land needed for road right-of-way, utilities, parks, and community facilities.

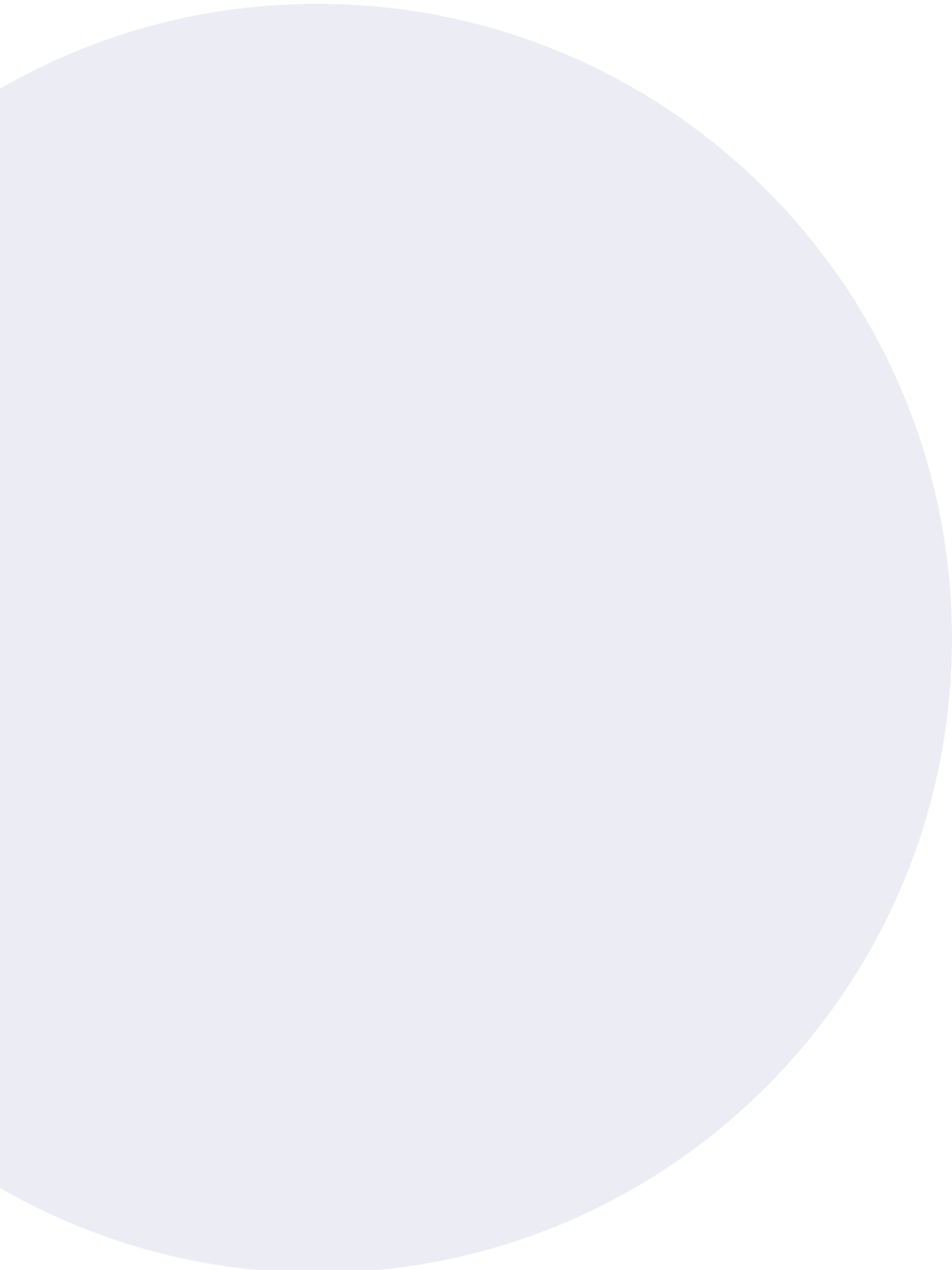
Figure A-10: Projected Land Demand

	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	Total
A. Projected New Residents	2,514	2,642	2,777	2,919	3,068	13,921
B. Projected Household Size	2.38	2.37	2.36	2.35	2.35	
C. Projected New Housing Units (A/B)	1,056	1,115	1,177	1,242	1,305	5,896
D. Land Demand for Housing @ 6 dwelling units per acre (C/6)	176	186	196	207	218	983
E. Land Demand for Residential Right-of-Way (D*0.25)	44	46	49	52	54	246
F. Total Residential Land Demand (D+E)	220	232	245	259	272	1,228
G. Portion of Total Land Demand in Residential Uses	60%	60%	60%	60%	60%	
H. Portion of Total Land Demand in Non-Residential Uses	40%	40%	40%	40%	40%	
I. Total Non-Residential Demand ((F*0.4)/0.6)	147	155	163	173	181	819
J. Total Land Demand for Non-Residential Right-of-Way (I*0.15)	22	23	25	26	27	123
K. Total Non-Residential Land Demand (I+J)	169	178	188	198	209	942
L. Total Land Demand for Residential, Non-Residential, and Right-of-Way (F+K)	389	410	433	457	480	2,170
M. Flexibility Factor	100%	100%	100%	100%	100%	
N. Total Land Demand for New Development (L*M)	778	821	866	914	961	4,340

Source: Vandewalle & Associates, 2011

Map A-4: Existing Land Use Map







This chapter provides a compilation of background information on various modes of transportation in the City of Sheboygan.

Existing Transportation Network

Access is a key component of growth because it facilitates the flow of goods and people. The City is very well connected to the region through the existing roadway, air, rail, water, and trail network. This network enables the flow of goods and people to, from, and through the City.

Major 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. Both I-43 and STH 23 are designated by Wisconsin Department of Transportation as “backbone routes.” The backbone route system includes the highest value multi-lane (or planned multi-lane) divided highways, which connect all regions and major economic centers in the state and are tied to the national transportation network.

The City is also served by State Trunk Highways 28 and 42, as well as a number of County Trunk Highways. These highways, as well as Interstate 43, are designated heavy truck routes to and surrounding the City of Sheboygan.

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. Bicycle and pedestrian facilities are important both as a recreational amenity and as a means of making non-recreational trips (e.g., commuting).

In addition to City sidewalks and lakeshore trail, Sheboygan offers the Sheboygan Urban Recreation Trail, a 4.25 mile trail providing an east-west link connecting the City’s Harbor Centre and lakefront on the east to the Old Plank Road Trail on the west. This trail completed a twenty mile long regional bike trail connecting the Kettle Moraine State Forest and the Ice Age Trail, and the communities of Greenbush, Plymouth, Sheboygan Falls and Kohler, with Sheboygan. In addition, the Sheboygan County Interurban Trail traverses from the Village of Oostburg south through the Village of Cedar Grove to the Ozaukee County line and through to Milwaukee County. Plans are in place to extend this trail northward to connect with the Old Plank Road Trail and to the City of Sheboygan.

Water Transportation and Related Facilities

Sheboygan’s location on Lake Michigan and the Sheboygan River provide for significant boating opportunities. In 2008, the City of Sheboygan was designated an official U.S. Sailing Center, making

it a training site for the U.S. Olympic sailing team. In 2011, the Nations Cup, a global competition, will take place in Sheboygan.

Several 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.

Air Transportation

The Sheboygan County airport serves the entire County, including the City of Sheboygan. This general aviation airport is located west of the City in Town of Sheboygan Falls on CTH O and is among the busiest general aviation facilities in the state.

Rail 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. Rail service to the City is currently only freight rail, with no passenger rail service. Future planning is underway with Wisconsin & Southern Railroad to provide rail service from the Plymouth/Sheboygan Falls area to the City of Sheboygan.

Public Transportation and Paratransit

The City of Sheboygan provides transit service to the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler. All inter-city buses stop at the City's inter-modal transfer facility across the street from City Hall, allowing passengers to connect with Sheboygan's local transit service. Elderly and disabled transportation is provided and administered by the Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC) and the City of Sheboygan Transit. Map A-5 depicts Sheboygan's bus routes. Indian Trails and Jefferson Lines provide intercity bus service.

Review of State, Regional, and County Surface Transportation Plans

Year 2035 Sheboygan Area Transportation Plan

According to federal regulations, metropolitan planning organizations (MPOs) are required to complete short and long term transportation plans for urbanized areas with populations of 50,000 or more. The Sheboygan MPO prepared and adopted the Year 2035 Sheboygan Area Transportation Plan in October of 2006. The Plan was subsequently amended in July 2008 for full compliance with federal regulations under the Safe, Accountable, Flexible, Efficient Transportation Act: a Legacy for Users (SAFETEA-LU). The 2035 SATP is intended to guide local government decision making in transportation planning through 2035. At the time of writing, the Sheboygan MPO was in the process of updating the Sheboygan Area Transportation Plan (SATP) to comply with new federal regulations and to address the needs of urbanized and metropolitan planning areas. As Sheboygan

County is a non-attainment area for ground-level ozone (see Air Quality section in the Natural Resources Chapter), this transportation planning process is required to be completed every four years.

Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)

Federal regulations governing the planning process in metropolitan planning areas require the preparation of a transportation improvement plan—a four-year listing of major transportation improvements. To be eligible for federal aid, transportation projects must be included in the TIP. Such projects may include transit, elderly and disabled transportation, bicycle and pedestrian transportation, and street and highway projects. At the time of this writing, the Sheboygan MPO was in the process of updating its TIP for 2011-2014 improvements.

Sheboygan Transit Development Program (TDP)

In spring 2011, Bay-Lake Regional Planning Commission was in the process of preparing a Transit Development Program (TDP) for the Sheboygan Transit System for the 2011-2015 planning cycle. The primary purpose of the TDP is to determine short-term future needs for public transportation services, and the best transit system configuration that should be provided to meet those needs.

Sheboygan County Non-Motorized Transportation Pilot Program

In July 2005, U.S. Congress selected Sheboygan County as one of four communities to participate in a Non-Motorized Transportation Pilot Program. As part of the Pilot Program, Sheboygan County received \$25 million to develop a network of non-motorized transportation facilities connecting neighborhoods, retail centers, schools, recreation facilities, and employment centers. Projects planned for 2011-2012 completion within the City of Sheboygan include the Taylor Drive pathway, Eisner Avenue bicycle lanes and sidewalks, completion of sidewalk segments to fill gaps, and a rails-to-trails segment.

Sheboygan County Comprehensive Bicycle and Pedestrian Plan 2035

Sheboygan County adopted its 2035 Comprehensive Bicycle and Pedestrian Plan in 2007. The plan recommends incorporation of pedestrian and bicycle planning into every transportation project undertaken in the County. The County Planned Bicycle Facilities Metro Map depicts a comprehensive network of planned bicycle lanes, paved shoulders, and shared roadways for the Sheboygan metro area, which encompasses the Cities of Sheboygan and Sheboygan Falls, and the Village of Kohler. Specific recommendations include a connection of the Old Plank Road Trail and the Sheboygan County Interurban Trail through the City of Sheboygan as a near term project (within 5 years).

Wisconsin State Highway Plan 2020

The Wisconsin State Highway Plan focuses on the 11,800 miles of designated State Trunk Highway routes and maintained by WisDOT. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 25 years. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction.

Wisconsin 6-Year Highway Improvement Program: 2011-2016

Wisconsin Department of Transportation's (WisDOT) Six-Year Highway Improvement Program recommends highway projects for specific locations. Improvements in the City of Sheboygan area include a 14th Street Bridge underpass at STH 28, rehabilitation of the STH 28 Onion River and Sheboygan River Bridges, and reconstruction of STH 28 at Taylor Drive.

Wisconsin Department of Transportation Connections 2030

This multimodal transportation plan was developed to help the state meet transportation needs of the 21st century. This plan focuses on strategies to maintain and enhance the state's transportation system to support future mobility and economic growth. Key elements of this plan include: ensuring safety and security; preserving the existing and future system; optimizing investment in the system for continued safety, enhanced mobility, and efficiency; responding to local, regional, national, and international economic trends to maintain state economic competitiveness; considering environmental issues to maintain Wisconsin's quality of life; and providing users with transportation choices. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects.

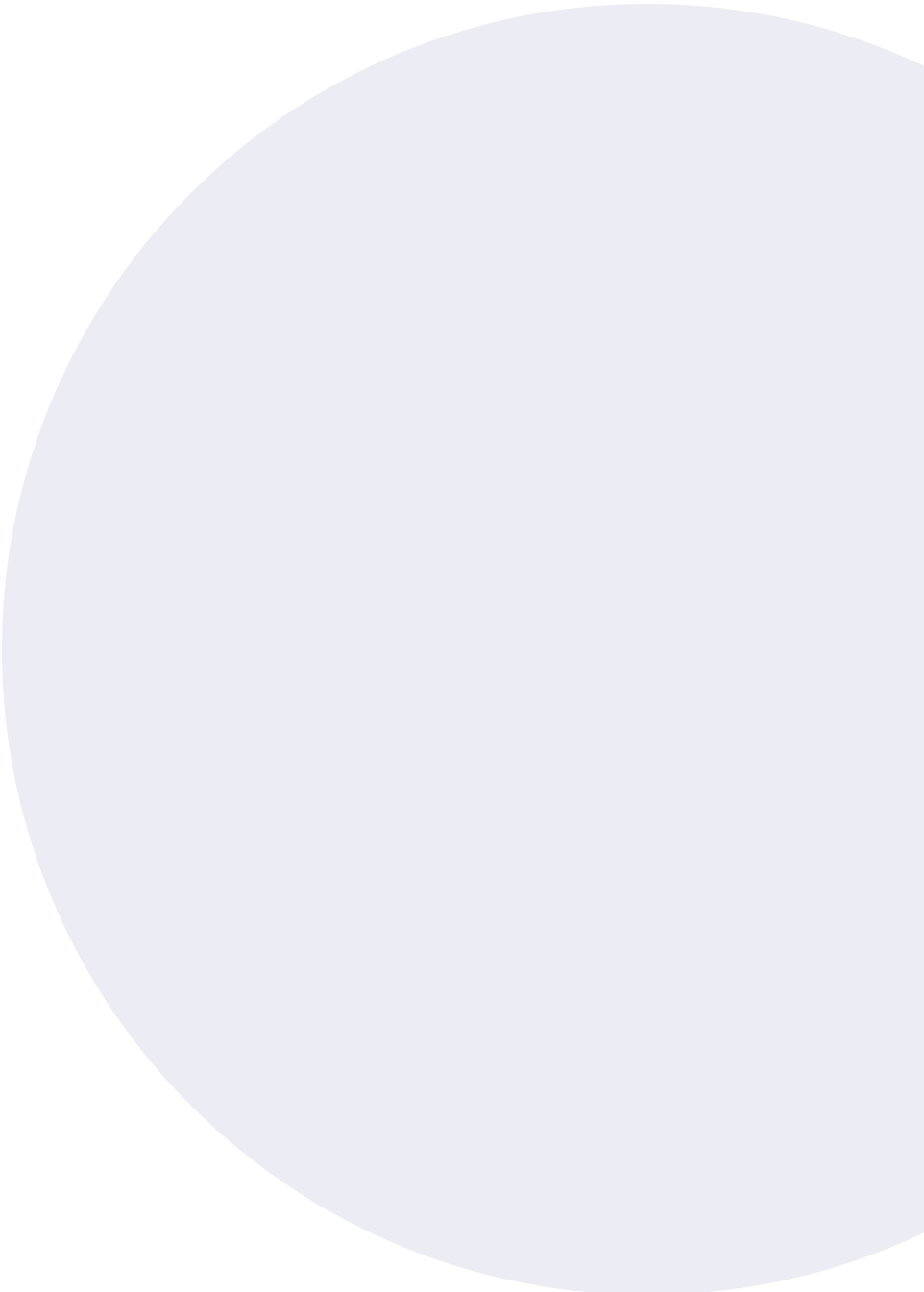
Wisconsin Bicycle Transportation Plan 2020

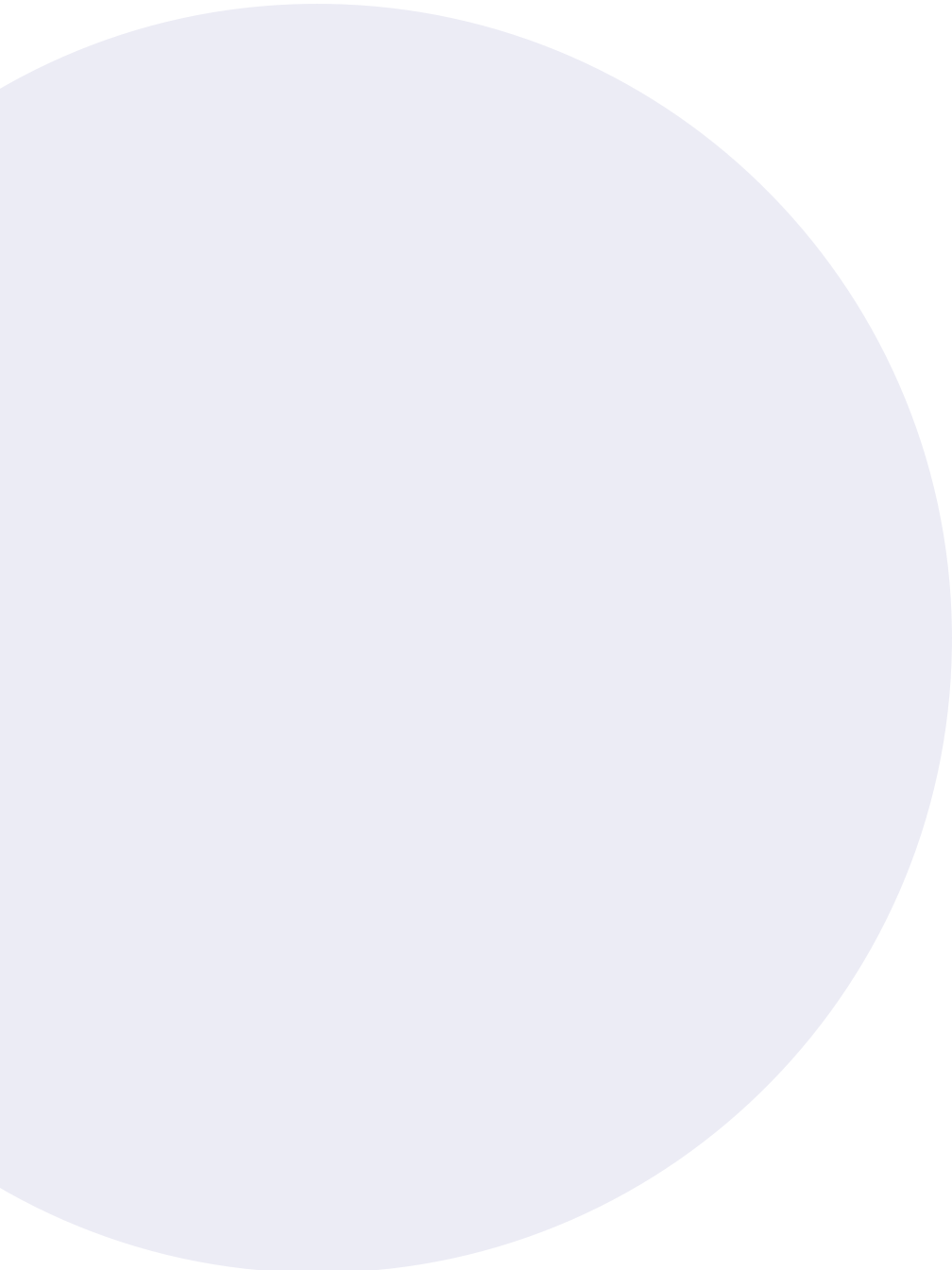
This plan presents a blueprint for improving conditions for bicycling, clarifies WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week.

Wisconsin Pedestrian Plan 2020

This plan outlines statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, streetscapes, crosswalks, traffic controls signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders. Many of these types of facilities are found in the City.

Map A-5: Transportation Facilities







UTILITIES AND COMMUNITY FACILITIES

This chapter describes the various utilities and community facilities that serve the City's existing population and development, including water, sewer, municipal buildings, libraries, police, and fire services, schools, and parks. This Chapter covers existing conditions of utilities and facilities; future improvements and facility needs are described in the City of Sheboygan Comprehensive Plan document.

Existing Utilities and Community Facilities

City Facilities

Sheboygan City Hall is located at 828 Center Avenue. The City's other facilities are described in greater detail in the following sections.

County Facilities

As the County Seat, numerous County facilities are located in the City of Sheboygan, including the following:

- County Administration Building, at 508 New York Avenue
- Sheriff's Department, at 525 N. 6th Street
- Highway Administration Building, at 1211 N. 23rd Street
- County Historical Museum, at 3110 Erie Avenue
- Sheboygan County Job Center Building, at 3620 Wilgus Avenue
- Sheboygan Health and Human Services Department, at 1011 N. 8th Street
- County Courthouse, at 615 N. 6th Street

Law Enforcement and Protection

The City of Sheboygan is well-served by its police force. A new police station facility was constructed in November 2008 at 1315 N. 23rd in a more centralized location to better serve the entire community. The Police Department operates under a community policing philosophy, taking a community-based, neighborhood focused approach to preventative policing.

The Sheboygan County Jail, located in the Sheboygan County Law Enforcement Center, is a 40-bed facility that primarily houses adult female inmates. The Sheboygan County Detention Center, located on South 31st Street, is a 286-bed facility that houses adult male inmates. The Juvenile Detention Center, also located in the County Law Enforcement Center, is a 27-bed facility that houses both male and female juvenile inmates. The capacities of these facilities are currently sufficient. In the next few years, there is a possible expansion for the County Detention Center which would add a third and fourth floor and double the capacity of the facility.

Fire Protection and Emergency Medical Services

The City of Sheboygan operates the only full-time Fire Department in Sheboygan County. The Sheboygan Fire Department and EMS service operate out of the five fire stations located throughout the City. The current staffing levels at the Fire Department are between 18 and 23 people for fire/rescue emergency operations 24 hours a day, seven days a week.

The Fire Department strives to provide the citizens of Sheboygan with emergency Fire/EMS response times that are consistently less than four minutes. There are areas on the far southwest and north sides of the City where this is goal difficult to attain. As the City continues to expand in the long term, attaining an appropriate response time for new areas of the City will need to be addressed. This could be accomplished with either a new facility containing two Fire/EMS vehicle bays located on approximately 1.5 acres of land, or a comprehensive consolidation plan with the Town of Sheboygan Fire Department. In addition, Fire Stations 1 and 3 could be considered for consolidation with a new three or four bay station built in an area between 17th St. and Erie Avenue and 14th Street and Niagara Avenue. This station could also serve as a Community Center.

Water Supply

The Sheboygan Water Utility provides water service to the City of Sheboygan and sells wholesale water to Village of Kohler and City of Sheboygan Falls. These communities have their own water utilities and develop their own rates. The Utility is regulated by the Wisconsin Public Service Commission, US Environmental Protection Agency, the Wisconsin Department of Natural Resources, and locally by a Board of Water Commissioners. The municipal water supply is obtained from Lake Michigan. The average daily water usage for the City of Sheboygan is approximately 16 million gallons per day, which can jump up to 25 million gallons per day during the summer months. The Sheboygan Water Utility recently completed construction of two water reservoirs at the west end of Erie Avenue, each with a storage capacity of 3 million gallons. The Utility has substantial service capacity and new development is served on a first come first served basis.

Sanitary Sewer Service and On-Site Wastewater Treatment Facilities

The City of Sheboygan wastewater collection system is comprised of sanitary sewers and storm sewers. The sanitary sewers collect and convey domestic, commercial, and industrial wastewater to the wastewater plant for treatment. The capacity of the plant is 25.2 million gallons per day, with an average flow of 11.8 million gallons per day. The wastewater treatment facility was recently upgraded to include a methane digester, which converts methane to energy to power the facility.

In 1975, the City received federal funding to build a multi-community wastewater treatment plant. This City-operated facility serves the cities of Sheboygan and Sheboygan Falls, the Village of Kohler, and the Towns of Wilson and Sheboygan; in addition the Town of Sheboygan provides sanitary sewer service to the Town of Sheboygan Falls. All of these communities except the Town of Sheboygan Falls are party to a joint agreement that defines the service area for the plant. All parties must agree to amend the agreement. All plant operating costs are based on usage. The plant has substantial service capacity and new development is served on a first come first served basis.

The Bay-Lake Regional Planning Commission performs conformance reviews of public sanitary sewer extensions, facilities plans, and plumbing plans, and issues subsequent Water Quality Management Letters (often referred to as 208 letters). The Sewer Service Areas under the water quality management jurisdiction of the Commission include the Cities of Sheboygan and Sheboygan

Falls, the Villages of Howards Grove and Kohler, and the Towns of Herman, Lima, Mosel, Sheboygan, Sheboygan Falls, and Wilson in Sheboygan County.

On-site wastewater treatment systems (septic systems) serve the periphery of the planning area; generally north of Playbird Road, west of Interstate 43 and south of CTH EE. The vast majority of these systems serve individual dwelling units.

Solid Waste Disposal

The City of Sheboygan provides recycling and solid waste collection service to low-density residential development including single family, two-family, condominiums, and two flats. Multi-family and non-residential developments are served by private contract. Solid waste is delivered to Hickory Ridge Landfill in Calumet County. Sheboygan County provides hazardous waste and waste pharmaceuticals collection to the City of Sheboygan.

Stormwater Management

Since the 1990s, stormwater management has been a critical concern for the City of Sheboygan. 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.

Library

Sheboygan is well-served by the Mead Public Library in downtown Sheboygan. The Library serves as the resource library for the Eastern Shores Library System, which is a multi-county federated public library system serving 13 member libraries in Sheboygan and Ozaukee Counties. The building was remodeled and expanded to its present size of approximately 80,000 square feet in 1997. The library's 357,397 item collection includes books, government documents, pamphlets, DVDs, audio compact disks, and maps. Circulation in 2009 was 902,701. Over 39,000 Sheboygan residents are registered to use the Library's services. 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.

Telecommunication and Power Facilities

Landline telephone service is provided by a variety of carriers for both local service and long distance service, including Verizon, AT&T, and TDS. Electric service is provided by We Energies and Alliant Energy. Overhead transmission lines are owned by American Transmission Company. Natural gas service is provided by Wisconsin Public Service.

Child Care Facilities and Pre-Kindergarten Education

Sheboygan is served by numerous private childcare facilities throughout the City. Family Connections provides childcare education, assistance, and reference services. It is anticipated that private childcare providers will continue to provide this service to Sheboygan residents.

Healthcare Facilities

Healthcare is available at numerous clinics throughout the City and at regional healthcare facilities serving the City of Sheboygan and the County. Aurora Sheboygan Memorial Medical Center, located at North 7th Street, consists of staff physicians with more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, and cancer treatment services. The St. Nicholas Hospital, located on North Taylor Drive, is a full-service community hospital providing specialty services, including cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis. The Sheboygan Surgery Center provides outpatient surgeries, including gastrointestinal, pain management, urological general surgery, orthopedic, hand, ophthalmologic, plastic/cosmetic, foot, ear, nose, and throat (ENT), gynecological, oral, and other surgeries.

Cemeteries

Three cemeteries are located within the City of Sheboygan. Calvary Cemetery and Mausoleum, located at 902 North Avenue, was Sheboygan's first Catholic cemetery and was originally known as the Catholic Burying Ground. Lutheran Cemetery, located at 1836 New Jersey Avenue, was donated by Trinity Evangelical Lutheran Church in 1883 and expanded in 1929. This cemetery is open to all faiths. The Wildwood Cemetery, located at 2026 New Jersey Avenue, was originally opened in 1853, also the year of the Cholera epidemic. Other cemeteries located outside of the City's municipal boundaries include the Holy Cross Cemetery and the Sunrise Memorial Gardens and Chapel Mausoleum.

Park and Recreational Facilities

The City of Sheboygan has an outstanding public park system. The system is well-equipped and among the 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. The City of Sheboygan intends to continue its tradition of providing top-quality, outdoor recreational opportunities for its residents.

The City's existing park facilities are listed in Figure A-11. Key park facilities include the regional park hub comprised of Jaycee Park, Evergreen Park, and the Maywood Environmental Park at the northwest corner of City; the region-serving lake front complex of Vollrath Park, North Point, Deland Park, and the Harbor Centre Marina immediately north of the Sheboygan River; and the system of parks and trails along the Sheboygan River including Rotary Park, Kiwanis Park, Wildwood Athletic and Baseball Park and the Wildwood Cemetery and UW Sheboygan campus.

Sheboygan County complements the City's park and recreation amenities by operating facilities both within the City and in the surrounding County areas. Taylor Park, located at 3014 Erie Avenue, is one of the highest points in Sheboygan and is home to the Sheboygan County Veterans Memorial. This park features picnic areas, playground equipment, and restrooms. It is located on the Sheboygan Urban Recreation Trail, adjacent to the Sheboygan County Historical Museum.

Another 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 Recreation 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.

Figure A-11: Existing City Park System

Park	Designation	Existing Acres
Arrowhead Park	Conservation	1.00
Cleveland Park	Neighborhood Park	4.41
Cole Park	Neighborhood Park	2.50
Creekside Park	Conservation	7.47
Deland Park	Community Park	23.21
End Park	Neighborhood Park	3.47
Evergreen Park	Community Park	98.02
Fountain Park	Special Park	2.62
Franklin Park	Neighborhood Park	1.40
Grace Park	Neighborhood Park	1.13
Indian Mound Park	Special Park	15.48
Jaycee Park	Community Park	38.29
Juleson Park	Conservation	2.15
King Park	Neighborhood Park	6.50
Kiwanis Park	Community Park	30.50
Lake View Park	Community Park	18.60
Manor Heights Park	Conservation	11.60
Maywood Environmental Park	Conservation	153.09
Moose Park	Neighborhood Park	3.90
North Point Park	Special Park	20.80
North Point Overlook	Special Park	2.00
Northeast Park	Neighborhood Park	12.00
Optimist Park	Neighborhood Park	5.00
Riverside Park	Neighborhood Park	3.70
Roosevelt Park	Neighborhood Park	9.47
Rotary Riverview Park	Special Park	2.00
South Side Bathing Beach	Special Park	2.20
Sheridan Park	Neighborhood Park	2.62

Park	Designation	Existing Acres
Southshore Park	Special Park	4.00
Veteran's Park	Neighborhood Park	7.45
Voight Park	Neighborhood Park	2.86
Vollrath Park	Community Park	16.13
Wildwood Athletic	Special Park	12.06
Wildwood Baseball	Special Park	5.20
Workers Water Street Park	Special Park	2.81
Total Parkland Acres		535.64

Source: *City of Sheboygan Comprehensive Park, Recreation and Open Space Plan, 2008-2013*

The City adopted its 2008-2013 Comprehensive Park, Recreation and Open Space Plan in February 2008. The plan includes individual recommendations for existing parks within the City as well as recommendations for future parks and open space facilities, including a new southwest community park. The plan proposes a standard of 10.5 acres of active parkland be provided per 1,000 residents. This standard is broken down as follows: eight acres of community parkland per 1,000 residents; two acres of neighborhood parkland per 1,000 residents; and 0.5 acres of mini parkland per 1,000 residents.

Sheboygan County adopted its Comprehensive Outdoor Recreation and Open Space Plan in 2007. The County's plan is intended to serve as a guide to local communities in the County regarding maintenance and development of outdoor recreation facilities. As the City had previously prepared its own park plan, the City of Sheboygan was not included in the County plan.

Schools

The Sheboygan Public School District is a regional system serving the City of Sheboygan, and the Towns of Sheboygan, Wilson, and a portion of Town of Mosel. The District includes 18 traditional schools and nine charter schools. The District is a ten-time winner of the "What Parents Want" award presented by SchoolMatch for having the qualities parents most often look for in a school system. The District has also been ranked highly in the nation by Expansion Management magazine, a monthly business magazine for executives of companies that are actively looking for a place to expand or relocate.

School enrollment is presented in Figures A-12 and A-13. As indicated below, enrollment in the District has fluctuated over the past four years. Overall, the Sheboygan Public School District saw a 1.7 percent decline in enrollment since 2008, with enrollment in traditional schools seeing a four percent decline in enrollment since 2008. On the other hand, enrollment in charter schools increased by 19 percent since 2008, suggesting a growing preference among area residents for educational options that charter school offers.

In addition to the schools listed in Figures A-12 and A-13 below, the following additional charter schools will be opening in the fall of 2011: Central High School, Mosaic Middle School, and the George D. Warriner Middle School for Personalized Learning. The Etude High School will become

the Ideas Academy (high school) in fall of 2011. Ideas Academy will be located in a facility currently occupied by the Sheboygan Area School District central offices.

Figure A-12: Traditional School Enrollment, 2008-2011

Traditional Schools	2008	2009	2010	2011	Numeric Change 2008-2011
North High School	1602	1532	1570	1620	18
South High School	1468	1384	1346	1335	-133
Farnsworth Middle School	653	652	600	583	-70
Horace Mann Middle School	690	661	604	616	-74
Urban Middle School	749	728	707	731	-18
Early Learning Center (4K)	629	618	638	608	-21
Cleveland Elementary	121	118	121	113	-8
Cooper Elementary	311	305	310	287	-24
Grant Elementary	267	259	233	229	-38
James Madison Elementary	317	303	296	324	7
Jackson Elementary	307	312	305	316	9
Jefferson Elementary	289	294	317	318	29
Lincoln-Erdman Elementary	371	376	376	395	24
Longfellow Elementary	424	377	425	387	-37
Pigeon River Elementary	406	430	436	405	-1
Sheridan Elementary	274	275	269	289	15
Wilson Elementary	537	521	477	496	-41
Total	9415	9145	9030	9052	-363

Source: Wisconsin Department of Public Instruction, 2008-2011

Figure A-13: Charter School Enrollment, 2008-2011

Charter Schools	2007-08	2008-09	2009-10	2010-11	Numeric Change 2008-2011
A ² Charter School	37	33	46	44	7
Elementary School for the Arts and Academics	157	159	167	181	24
G. Warriner High School ¹	23	70	100	109	86
Success Academy ²	17	16	-	-	n/a
Etude High School	79	104	106	122	43
Montessori Charter School	15	19	25	28	13
Lake Country Academy	153	175	192	226	73
Riverview Academy	132	134	142	143	11
Washington School for Comprehensive Literacy	379	357	326	327	-52
Total	992	1,067	1,104	1,180	188

Source: Wisconsin Department of Public Instruction, 2008-2011

Notes: 1G. Warriner High School was formerly named Face-to-Face until 2009; 2Success Academy closed in 2009.

In addition to Sheboygan's numerous options for public school enrollment, the District also includes a variety of private schools. Private school enrollment is depicted in Figure A-14, which indicates that overall private school enrollment has declined by five percent since the 2007.

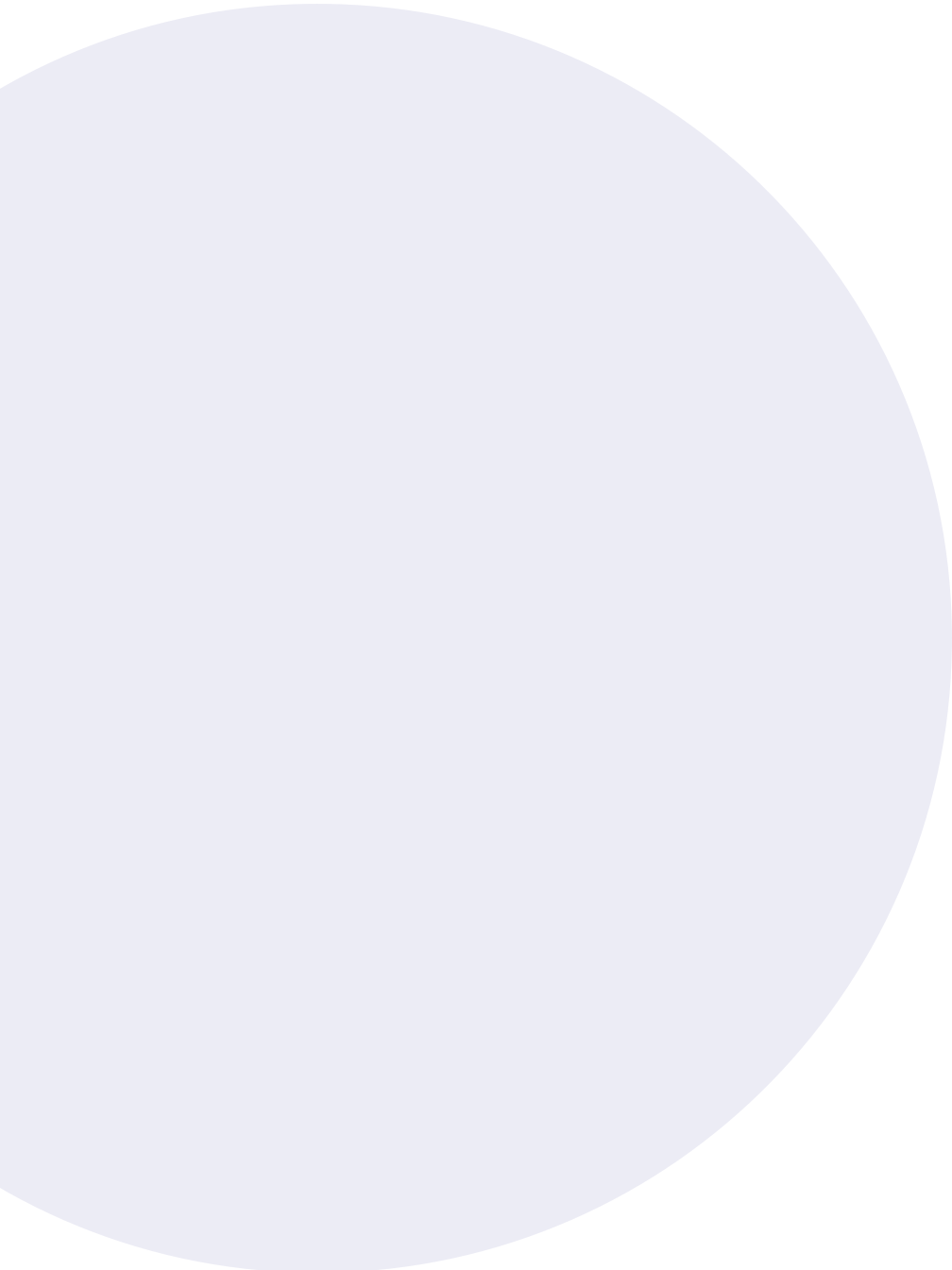
Figure A-14: Private School Enrollment, 2008-2011

Charter Schools	2007-08	2008-09	2009-10	2010-11	Numeric Change 2008-2011
Bethlehem Lutheran	166	149	170	162	-4
Christ Child Academy	150	155	163	180	30
Ebenezer Christian	21	11	10	14	-7
Holy Family	183	187	188	187	4
Immanuel Lutheran	66	62	53	65	-1
Saint Dominic Grade	143	136	134	127	-16
Saint Paul Lutheran Grade	86	97	66	63	-23
Sheboygan Area Lutheran	222	220	215	187	-35
Sheboygan Christian	186	194	219	212	26
Sheboygan County Christian	153	157	129	120	-33
Trinity Lutheran Grade	173	141	139	153	-20
Total	1,549	1,509	1,486	1,470	-79

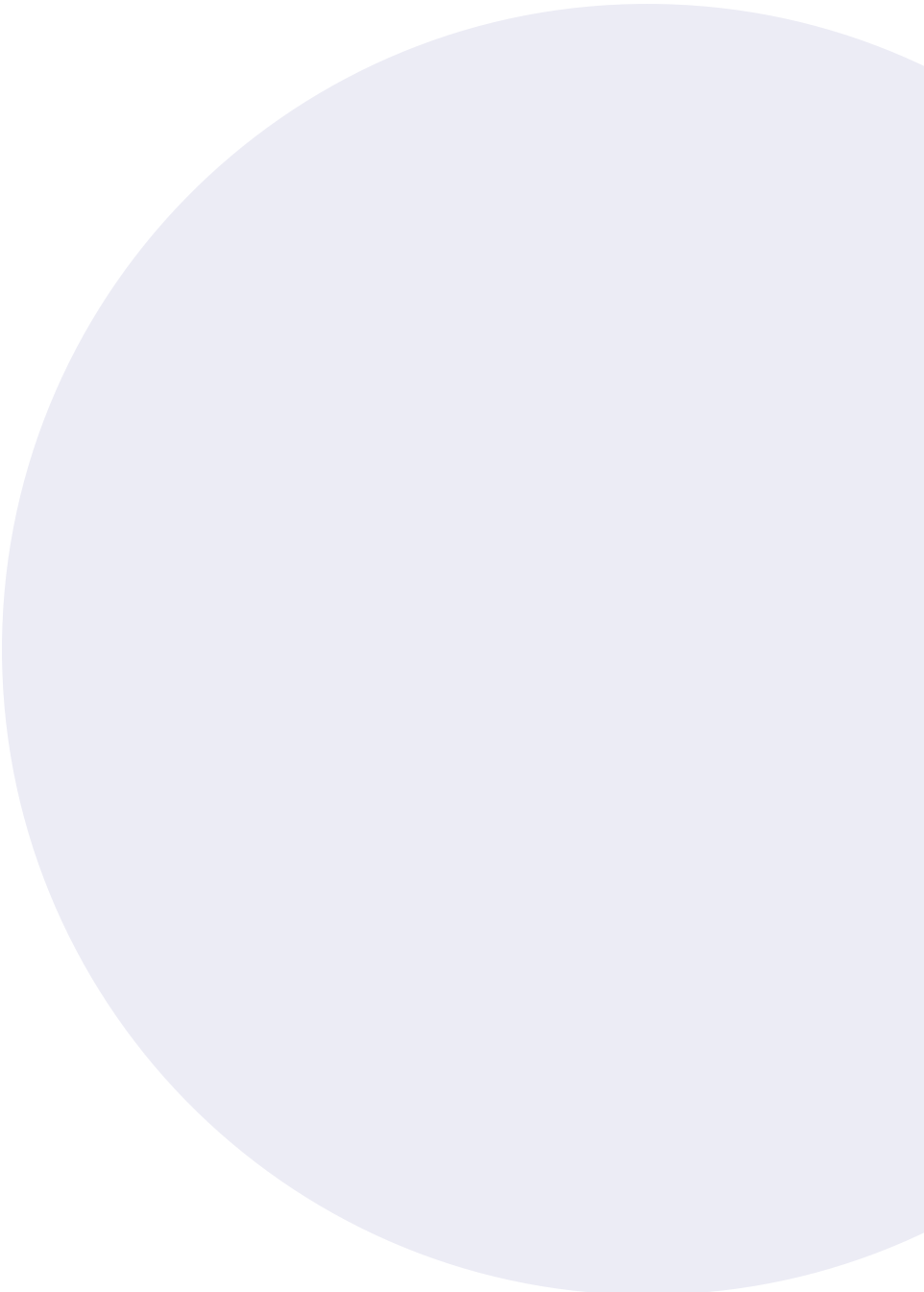
Source: Wisconsin Department of Public Instruction, 2008-2011

Higher Education

The City of Sheboygan and surrounding region is served by three institutions of higher education. Lakeshore Technical College, located on Wilgus Avenue in Sheboygan, offers 89 career programs including associate degrees, technical diplomas, technical certificates, and apprenticeship programs. Lakeland College is located in a rural setting northwest of Sheboygan in the Village of Plymouth. Lakeland College, a 239-acre campus just west of Sheboygan, offers both traditional undergraduate and evening undergraduate and graduate programs. Lakeland College offers bachelor degrees and master's degrees in business administration, education, counseling, and theology. The University of Wisconsin-Sheboygan, located on the City's west side, is one of the 13 freshman and sophomore campuses in the University of Wisconsin Colleges system, offering bachelor degrees in engineering, education, management, organizational administration, communication, and information resources. This campus also offers masters degree in science of education and associate degrees in the Arts and Sciences for students wishing to transfer to another UW system school to complete a bachelor degree. Approximately 750 students are enrolled at UW-Sheboygan, with an average class size of 23 students.



Map A-6: Community Facilities







HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community’s housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land use in the City of Sheboygan. Housing not only provides shelter, but neighborhoods also help to establish a community’s “sense of place.” This chapter describes housing trends and existing conditions pertaining to housing in the City of Sheboygan.

Existing Housing Framework

Figures A-15 through A-18 depict a variety of housing characteristics for the City of Sheboygan, neighboring communities and the County. Of the 22,339 housing units in the City in 2010, about 61 percent were owner-occupied. Older homes (those built before 1950) make up 15% of the homes in the City. The median home value in the City in 2010 was \$125,000, which is 10% higher than the median for the County as a whole and the surrounding jurisdictions. Approximately 65% percent of the City’s housing is made up of single-family detached houses, which is 10% higher than the County percent. Almost 25% percent of the City’s housing is in 2-4 unit buildings, which is much higher than that of the County. The percentage of housing in 5 or more unit buildings is about 10% percent, which is higher than the County as a whole and about the same as the State.

Figure A-15: Sheboygan Housing Characteristics, 2010

	Housing Units	Household Size	Percent Occupied	Percent Owner Occupied	Median Value	Median Rent
C. Sheboygan	22,339	2.38	90.9%	61.2%		
T. Sheboygan	3,175		94.5%			
T. Wilson	1,314		90.9%			
V. Kohler	871		90.0%			
C. Sheboygan Falls	3,680		94.5%			
Sheboygan County	50,766	2.42	91.4%	71.7%		

Source: US Census, 2010

Figure A-16: Composition of Sheboygan’s Housing Stock, 2010

Units Per Structure	Number of Housing Units
Single Family Detached	
Single Family Attached	
Two-Family (duplex)	
Multi-Family (3-4 units)	
Multi-Family (5-9 units)	
Multi-Family (10-19 units)	
Multi-Family (20+ units)	
Mobile Home or Other	
Total	22,339

Source: US Census, 2010

Figure A-17: Percent of Sheboygan Housing Stock by Age, 2010

TO BE COMPLETED WITH CENSUS

Figure A-18: City of Sheboygan Housing Projections

Projections	2010 ¹	2015	2020	2025	2030	2035	Percentage Change, 2000-2030
Housing units	22,339	23,395	24,510	25,687	26,929	28,235	26%

Sources: ¹US Census, 2010, Vandeville & Associates

Housing and Neighborhood Development Programs

Numerous housing and neighborhood development programs are available to Sheboygan residents, including, but not limited to, the following.

The City of Sheboygan: The City administers two housing loan programs. One is the owner-occupied loan program which helps homeowners with low or moderate incomes finance maintenance and/or rehabilitation of their homes. The other program is the rental rehabilitation loan program helping owners of residential rental properties leased by tenants with low or moderate incomes with maintenance and or rehabilitation of the rental properties. The City also administers a HUD-funded 3-year Lead Hazard Control Reduction Grant program. Since beginning the program

six years ago, the City has made 349 housing units lead paint safe. The City was recently awarded a new grant in 2010 to make an additional 90 homes lead safe.

Wisconsin Housing and Economic Development Authority (WHEDA): Offering home mortgage and improvement loans. Further information can be obtained by visiting the WHEDA website.

Community Development Block Grant (CDBG): The Sheboygan CDBG program offers assistance with housing affordability and housing development in areas where it otherwise would not occur.

Housing Cost Reduction Initiative (HCRI): Grantees can use funds to help eligible homebuyer purchase homes by providing down payment, closing cost, and/or gap financing assistance and to help low to moderate income homeowners prevent foreclosure. Eligible grantees include governments (local or county), Indian tribes, nonprofit corporations, for-profit corporations, a cooperative, a religious society, a housing authority, including a redevelopment authority or housing and community development authority.

United States Veterans Administration: Provides low-cost loans and other housing assistance to veterans.

Health and Human Services Department: Offers minimal rental assistance for a short period of time for single eligible adults through the Sheboygan County Works Program. This repayment program offers payment of \$175 per month up to three months per calendar year. A similar program is offered to veterans through the Sheboygan County Veteran's Service office for one month of assistance.

HUD: Provides funding for a number of housing programs, including Section 8 Low-Income Rental Assistance Program. The City of Sheboygan has 288 public housing units.

Nonprofit and faith-based organizations: Many organizations in Sheboygan offer weatherization and assistance with rent and utilities.

Impediments to Fair Housing

The Metropolitan Milwaukee Fair Housing Council prepared an Analysis of Impediments to Fair Housing for the City of Sheboygan in 2005. The report contains an analysis of the City's demographic and economic characteristics in relation to fair housing and recommendations to remove impediments to fair housing. The report is intended to be used as a guide to ensure equal access to housing opportunities for all persons in the City of Sheboygan. The report provides the following summary of demographic characteristics related to housing choice in the City.

Latino and Asian populations have continued to increase over the past decades.

While household size in general has decreased in Sheboygan, the average household size of minority populations has increased.

Home ownership among minority groups is lagging behind that of whites.

Unemployment rates are higher among African Americans and Latinos than that of whites and Asians. Subsequently median incomes are lower for African Americans and Latinos than for whites and Asians.

The proportion of Asians and Latinos without a high school diploma is significantly higher than that of whites and African Americans.

The report identifies the following impediments to fair housing in the City of Sheboygan.

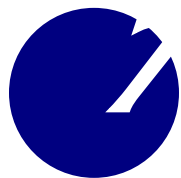
The City's Fair Housing Ordinance fails to provide comprehensive protections and is void of remedies or relief for victims of housing discrimination.

Sheboygan's regulations related to community living arrangements create challenges for persons with disabilities and may be in violation of the Federal Fair Housing Act.

There is a shortage of affordable and accessible housing in Sheboygan.

Overcrowded housing conditions have resulted in the City where new immigrant families may be doubling up, have larger families or have several generations under one roof.

The types of issues listed here are a common challenge for communities of similar to size as Sheboygan. The plan includes several implementation recommendations to reduce impediments to fair housing in the City of Sheboygan. These range from ordinance amendments to facilitating production of affordable and accessible housing units to outreach to linguistically isolated communities.



ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information that will inform the goals, policies, and programs to promote the retention, stabilization, and expansion of the economic base in Sheboygan. The chapter includes an assessment of the City’s strengths and weaknesses with respect to attracting and retaining businesses and industries and an inventory of environmentally contaminated sites.

Existing Economic Development Framework

Figure A-19 presents income and labor characteristics for the City of Sheboygan. According to [redacted] data, Sheboygan’s median household income was [redacted], with a per capita income of [redacted]. Per capita income divides the total personal income by the total population, rather than by the total number of households, and is often used as a measure of wealth of a community.

A community’s labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to [redacted] data, [redacted] percent of City residents aged 16 and older were included in the labor force. Sheboygan’s unemployment rate was listed by the Wisconsin Department of Workforce Development at 9.4 percent in December 2010.

Figure A-19: Income and Labor Characteristics, 2010

	Median Household Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
C. Sheboygan				
T. Sheboygan				
T. Wilson				
V. Kohler				
C. Sheboygan Falls				
Sheboygan County				

Source: U.S. Census Bureau, 2010

Educational attainment is an important characteristic of a community’s labor force. According to [redacted] data, [redacted] percent of the City of Sheboygan’s population aged 25 and older had attained a high school education or higher. Approximately [redacted] percent of this same population had attained a college level education (bachelor degree or higher). Compared to neighboring communities, [redacted].

Figure A-20: Educational Attainment, 2010

	High School Graduates	Bachelor’s Degree or Higher
C. Sheboygan		
T. Sheboygan		
T. Wilson		
V. Kohler		
C. Sheboygan Falls		
Sheboygan County		

Source: U.S. Census Bureau, 2010

The percentage of Sheboygan’s labor force employed by occupational group is shown in Figure A-21. With nearly [redacted] percent of the labor force employed in [redacted], this sector remains the largest occupational group among City residents.

Figure A-21: Sheboygan’s Labor Force by Occupational Group, 2010

Occupational Group	Percentage
Manufacturing	
Educational, health, and social services	
Retail trade	
Arts, entertainment, recreation, accommodation, and food services	
Professional, scientific, administrative, and waste management services	
Construction	
Transportation, warehousing, and utilities	
Wholesale trade	
Finance, insurance, real estate, rental, and leasing	
Other services (except public administration)	
Public Administration	
Information	
Agriculture, forestry, fishing, hunting, and mining	

Source: U.S. Census Bureau, 2010

Figure A-22 lists the top 25 public and private employers in the City of Sheboygan in 2010. Collectively, the largest employers reflect the overall pattern of employment by occupational group in Figure A-21 above, with [redacted] as the leading occupational groups of employment in Sheboygan.

Figure A-22: Sheboygan's Largest Employers, 2010

Rank	Employer	Industry
1	Sheboygan Area School District	Education
2	Aurora Medical	Healthcare
3	JL French	Aluminum Die-Casting Foundries
4	ACUITTY Insurance	Direct Property and Casualty Insurance Carriers
5	Rockline Industries, Inc.	Converted Paper Product Manufacturing
6	Piggly Wiggly Supermarkets	Supermarkets and Other Grocery
7	County of Sheboygan	Government
8	Wal-Mart	Discount Department Stores
9	City of Sheboygan	Government
10	St. Nicholas Hospital	Healthcare
11	The Vollrath Co, LLC	Kitchen Utensil, Pot, and Pan Manufacturing
12	Herman Miller	Institutional Furniture Manufacturing
13	American Orthodontics Group	Dental Equipment and Supplies Manufacturing
14	Blue Harbor Resort	Hotels and Motels
15	Extendicare Homes, LLC	Nursing Care Facilities
16	Plastics Engineering	Plastics Material and Resin Manufacturing
17	Manpower	Temporary Staff Agency
18	Locate Staffing, Inc	Temporary Staff Agency
19	Wigwam Mills, Inc	Hosiery and Socks
20	Healthcare Services Group, LLC	Janitorial Services
21	Universal Home Healthcare, Inc	Home Healthcare
22	Comfort Keepers #291	Home Healthcare
23	TLC Homes, Inc	Residential Care Facilities
24	Sunnyridge Heath & Rehab Center	Nursing Care Facilities
25	Old World Sausage Company	Meat Market

Source: Wisconsin Department of Workforce Development

Employment Projections

Employment projections for the Sheboygan Metropolitan Statistical Area (MSA) (comprised of all of Sheboygan County) were provided by Woods & Poole Economics, Inc. a regional economic and demographic analysis firm. These data predict the MSA's total employment to grow by 25 percent between 2010 and 2030. Over this time period, the most significant increase in jobs is projected to be in the service industry, which is expected to increase by 48 percent over the next twenty years. Alternatively, the percentage of employees in federal civilian government is projected to decrease by

14 percent during this time period. Farm employment is also expected to decline by six percent over the next decades.

Figure A-23: Sheboygan MSA Employment Projections by Sector: 2010-2030

	2010	2015	2020	2025	2030	Percent Change 2010-2030
Farm Employment	1,499	1,475	1,451	1,427	1,403	-6.4%
Agricultural Services	1,113	1,218	1,323	1,430	1,538	38.2%
Mining	34	35	35	35	35	2.9%
Construction	3,814	4,096	4,376	4,652	4,926	29.2%
Manufacturing	24,864	25,672	26,542	27,480	28,495	14.6%
Transportation, Communication, and Public Utilities	2,945	3,138	3,337	3,544	3,761	27.7%
Wholesale Trade	2,460	2,605	2,758	2,922	3,100	26.0%
Retail Trade	11,420	11,726	12,052	12,400	12,776	11.9%
Finance, Insurance, and Real Estate	4,686	4,768	4,862	4,970	5,096	8.7%
Services	21,149	23,660	26,195	28,766	31,385	48.4%
Federal Civilian Government	215	207	199	191	183	-14.9%
Federal Military Government	394	397	399	402	404	2.5%
State and Local Government	6,759	7,328	7,911	8,511	9,127	35.0%
Total Employment	81,352	86,325	91,440	96,730	102,229	25.7%

Source: Woods & Poole Economics, 2006

Economic Development Agencies

To be effective, Sheboygan's future economic development efforts need to be multi-faceted and involve participation and coordination between the City staff, private sector partnerships, and other government agencies. The following public and private agencies are working to improve the local and regional economy.

The **Sheboygan County Economic Development Corporation (SCEDC)** is a public-private partnership to help facilitate development within the City of Sheboygan and surrounding areas. The SCEDC completed its 2010-2014 Strategic Plan in March 2010, which provides a comprehensive economic development program for the County. Goals include driving job creation and retention, expanding capital investment, and creating a balanced industry mix in Sheboygan County. SCEDC's targeted industry sectors include metal manufacturing; plastics and composites manufacturing; food processing; agriculture and agribusiness; and printing, publishing, and paper manufacturing. SCEDC also conducts an annual business retention survey to monitor the economic climate in the County.

The **Sheboygan County Chamber of Commerce** is a non-profit, member-based organization serving the Sheboygan County business community. Sheboygan County Chamber of Commerce Business Development Activities serve businesses ranging from the idea stage through manufacturers that employ hundreds. The Chamber also assists units of local government directly or indirectly through connecting the government leaders with the agency or organization that can.

The **Bay-Lake Regional Planning Commission (BLRPC)** Economic Development program provides ongoing technical assistance to member counties and communities to continue the diversification of their local economies through the creation, attraction, expansion, and retention of jobs. In 2009, BLRPC prepared an update to its Comprehensive Economic Development Strategy (CEDS) Report. Preparation and use of this report enables BLRPC to continue as a designated Economic Development District (EDD) by the Economic Development Administration (EDA) of the U.S. Department of Commerce. The report provides a framework and strategy to diversify and strengthen the regional economy, and eligibility for EDA assistance. Through this process, the BLRPC scored priority economic development projects throughout its planning area. One of the priority projects identified for Sheboygan County was the establishment of a City of Sheboygan Corporate Business and Technology Park. This project consists of the purchase and development of approximately 200 acres for a corporate business and technology park.

The **New North, Inc.** is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders the 18 county region in Northeast Wisconsin, including Sheboygan County. New North works to promote expansion of existing economic development efforts, including: attracting, developing and retaining talent; focusing on targeted growth opportunities; supporting an entrepreneurial and small business climate; encouraging educational attainment; encouraging and embracing diverse talents; and promoting the regional brand.

Northeast Wisconsin Regional Economic Partnership (NEWREP) provides support and programming for existing and prospective New North businesses. NEWREP offers community-specific economic development programs; access to workforce and training programs; information about local buildings, sites, industrial/commercial parks; financing program support and technical direction technical support for business development projects; local advocacy and liaison for resident and new business investment; and community and state program liaison.

Economic Development Incentives and Programs

The following local and regional programs are designed to advance economic health in the City of Sheboygan and surrounding area.

The City of Sheboygan's **Economic Development Loan Program** promotes employment and business opportunities in the City by providing below market interest rate loans to qualified borrowers for specified eligible projects. Eligible activities under this program include private capital improvements or investments needed to expand or maintain employment and production/sales levels in the City.

The City of Sheboygan utilizes **Tax Incremental Financing (TIF)** to fund public improvements and/or economic development projects that would not be feasible without the use of TIF. Costs associated with TIF projects are funded from the issuance of debt, with the principal and interest paid back with tax increment from the properties within the TIF. The City of Sheboygan currently has ten active TIF districts—the locations of these are depicted on Map A-7.

The City's **Historic Preservation Grant Program** promotes facade renovation of historic buildings to preserve the City's ethnic and cultural heritage as reflected in its historic structures. To be eligible, buildings must be in the Harbor Centre Master Plan area or in the South 12th Street Heritage Square area, and must be designated as architecturally or historically significant by the Historic Preservation Commission or the Architectural Review Board.

Wisconsin's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe, or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The **State Infrastructure Bank Program**, administered by WisDOT, provides revolving loans to be used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

Administered by the U.S. Small Business Administration, the **Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. The 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

The **Wisconsin Department of Commerce** administers several financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.

Workforce Development

The Sheboygan County Job Center is a public/private venture that combines resources in a one-stop employment and training center for employers, job seekers, workers, and students. It is part of the Wisconsin Job Center system, which delivers services through locations in 57 communities throughout the state. The centers are part of the workforce system led by Wisconsin's 11 independently operated, regional Workforce Development Boards. The Bay Area Workforce Development Board, serving a ten-county area, works to develop a skilled workforce by strategically allocating and coordinating resources to address community needs.

In addition to Bay Area Workforce Development Board, the Job Center is partnered with numerous supportive entities and agencies including:

- The **Wisconsin Division of Vocational Rehabilitation**, a federal/state program focused on employment for individuals with disabilities.
- **Job Service**, a provider of business services at the Job Center.

- The **Sheboygan County Health & Human Services Department**, administering state and federal work/training and public assistance programs for county residents (partnered with Kaiser Group to provide case management).
- **Great Lakes Training & Development**, a non-profit corporation which provides services free-of-charge to job seekers such as assessment of skills and training needs, resume preparation, and classroom training funding.
- **Lakeshore Technical College (LTC)**, a leading provider of technical education, offering customized training to businesses and industry in the Sheboygan area as well as career-oriented programs for students. LTC students earn associate degrees, technical certificates, technical diplomas, and complete apprenticeship programs. LTC's mission is to enrich lives and strengthen the economy by preparing a workforce that is skilled, diverse and flexible.

Workforce development is also advanced in Sheboygan through its other higher education institutions, UW-Sheboygan and Lakeland College, as well as the strong local K-12 system.

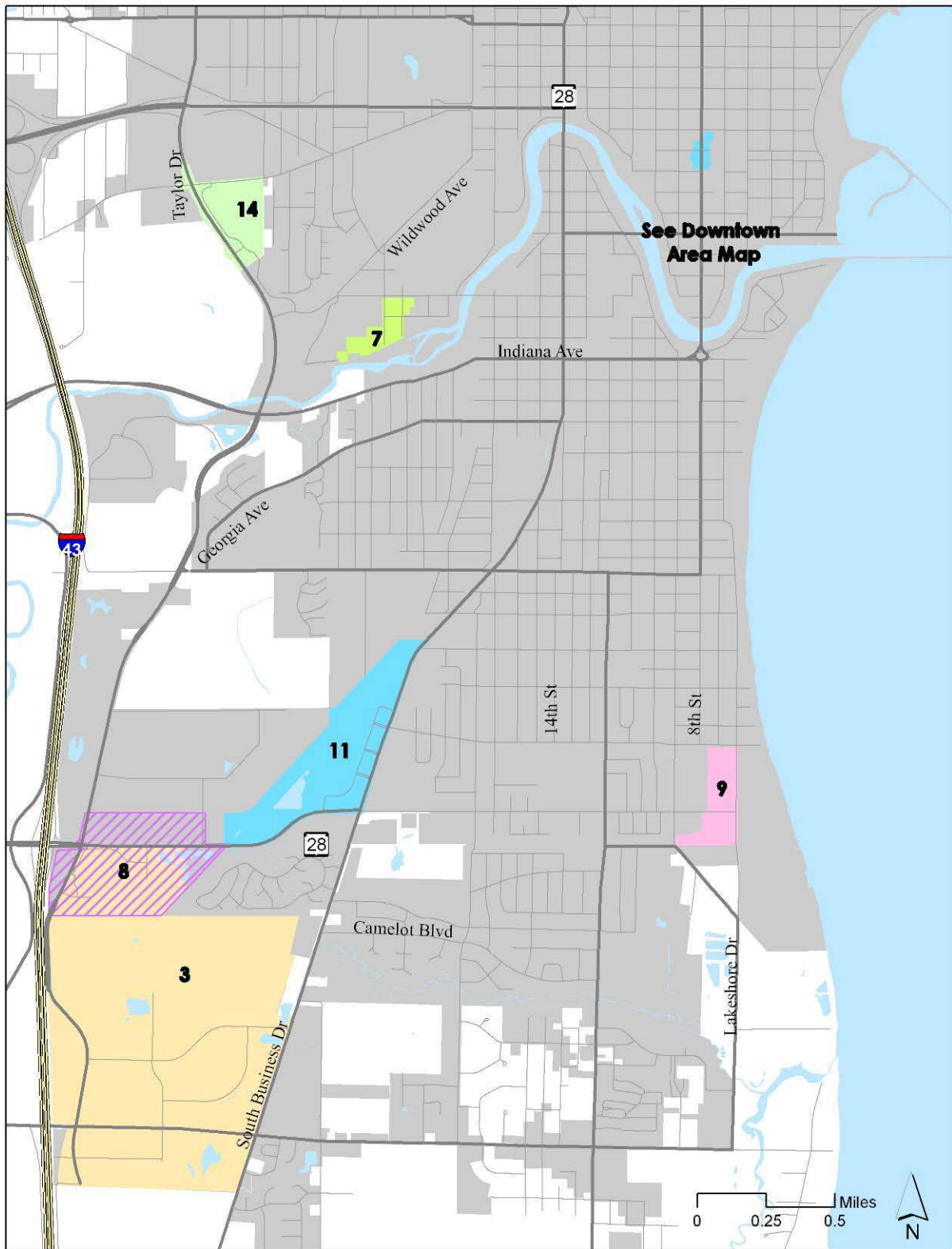
Environmentally Contaminated Sites and Redevelopment Sites

Environmentally contaminated sites present opportunities for redevelopment and revitalization. WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR 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 might include a large abandoned industrial site or a small corner gas station. Properties listed in the database are self-reported and do not necessarily represent a comprehensive listing of possible brownfields in a community.

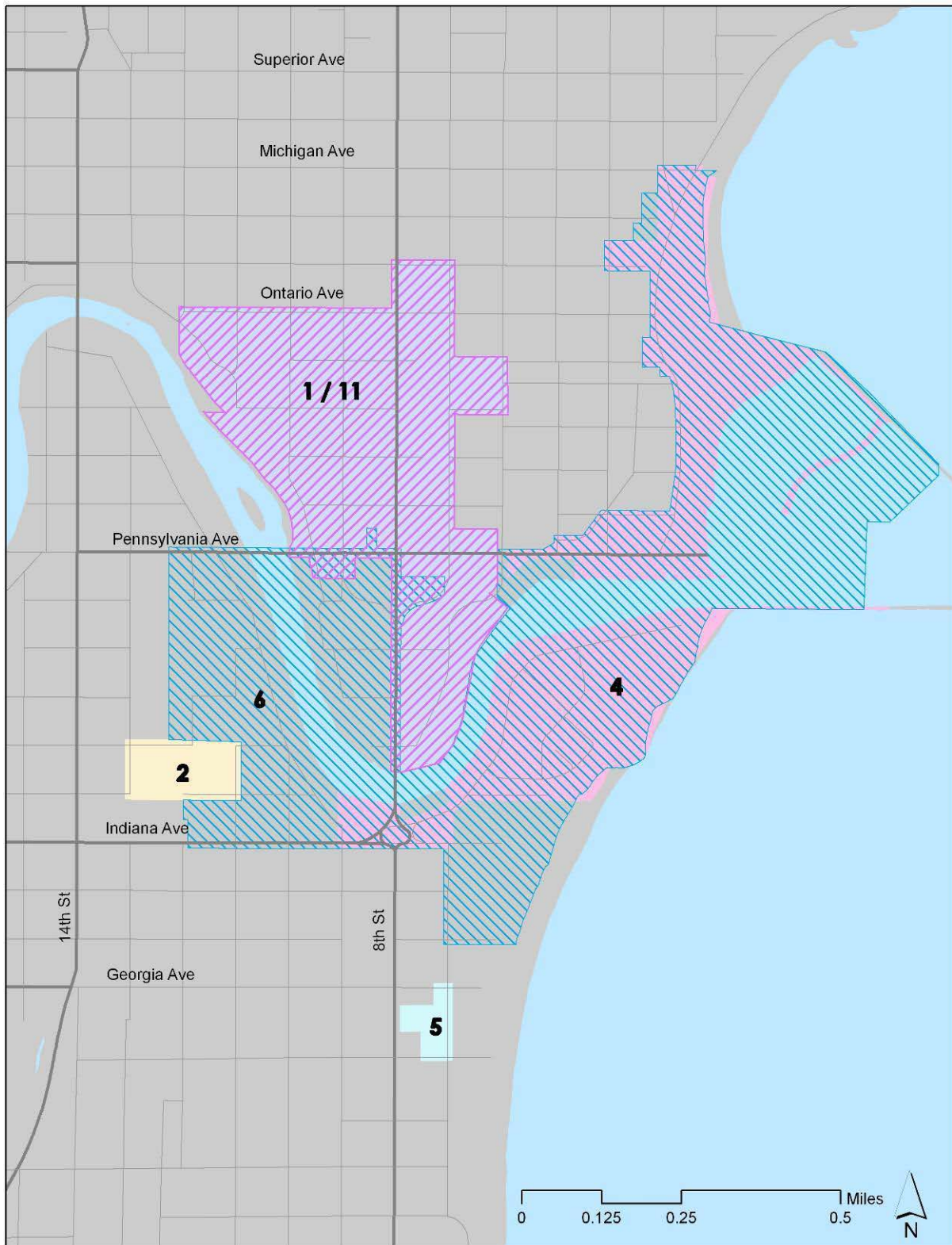
As of February 2011, there were 46 sites documented as "open" in the City listed in WisDNR's system. Of these, 13 sites are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were known in the past to be, contaminating the soil and/or groundwater with petroleum. Another 19 sites in Sheboygan are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. Two sites were identified as having spills, where discharge of a hazardous substance has occurred. Three sites are listed as VPLE, or liability exemption, in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under §292.15, Wisconsin Statutes. Nine sites are identified as AC, which are abandoned containers with potentially hazardous contents, but no known discharge to the environment has occurred.

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use through cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Department of Commerce and WisDNR work together to administer a grant program that funds brownfields cleanup. This program provides funds for environmental studies that determine the nature and extent of contamination as well as for the actual remediation of contaminated sites. More information on the requirements a community must meet to receive these grants is available through the Department of Commerce and WisDNR.

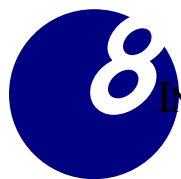
Map A-7: Sheboygan TIF Districts



Map A-7a: Sheboygan TIF Districts-Downtown Area







INTERGOVERNMENTAL COOPERATION

This chapter of the Appendix contains a compilation of background information on neighboring and overlapping jurisdictions relevant to the City's planning effort. Intergovernmental cooperation is defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and in an era of diminished local government resources, it is increasingly important to coordinate decisions that affect neighboring communities.

Neighboring and Overlapping Jurisdiction Plans

Town of Sheboygan

The Town of Sheboygan, located north and northwest of the City of Sheboygan, adopted its comprehensive plan in December 2009. The City of Sheboygan exercises extraterritorial platting jurisdiction covering the entire Town. The City of Sheboygan currently does not practice extraterritorial zoning within the Town of Sheboygan.

The Town of Sheboygan's 20 Year Potential Land Use map depicts future single family residential development on ½ acre lots in areas adjacent to the City of Sheboygan's municipal boundary. Lands surrounding the Lake Michigan lakeshore and Pigeon River have been identified as remaining in open space/green space over the 25 year planning period. Lands at the I-43/USH 42 interchange area are planned for commercial, manufacturing, and multifamily development. Land currently in single family use east of the I-43/STH 23 interchange area is planned as a commercial redevelopment area. Single family residential development on one acre and three acre or larger lots is planned for the majority of the remaining Town lands. In lieu of a formal boundary agreement, the Town intends to utilize its 20-Year Potential Land Use Map and the Future Land Use Map of the City of Sheboygan to provide official guidance for growth patterns between municipalities.

Town of Mosel

The Town of Mosel adopted its comprehensive plan in June 2009. The Town of Mosel is located north of the Town and City of Sheboygan. The City of Sheboygan has extraterritorial platting and zoning powers in the southern-most portion of the Town of Mosel. The Town's comprehensive plan recommends the Town of Mosel meet with the City of Sheboygan to discuss boundary agreements and extraterritorial zoning and platting. The Town also intends to work to ensure consistency between the Town's Future Land Use Plan and the Town's Zoning Map. Within the City's extraterritorial area, the Town's Future Land Use Plan primarily depicts agricultural land with single family residential, commercial, and industrial land uses along Playbird Road.

Town of Wilson

The Town of Wilson, located south and southwest of the City of Sheboygan, adopted its comprehensive plan in June 2007. The City's extraterritorial boundary extends into the northern half

of the Town of Wilson. The Town's plan identified additional annexation of the City is a threat to economic development in the Town. The plan also recommends that the Town work with the City of Sheboygan in the planning for the development of additional recreational parks and trails within and surrounding the town. The Town's Future Land Use Map depicts the majority of lands adjacent to the City of Sheboygan as future residential. Lands adjacent to the I-43 corridor are primarily depicted as future commercial with some industrial planned between CTH A and I-43. The Town's plan also supports preservation of agriculture and natural resource areas, particularly the Lake Michigan shoreland area.

Village of Kohler

The Village of Kohler, located immediately west of the City of Sheboygan, adopted its comprehensive plan in November 2007. The Village's comprehensive plan suggests that the Village may initiate intergovernmental discussions with the City of Sheboygan regarding boundary agreements and subdivision review jurisdictions. The Village's Future Land Use Map plans for commercial development at the I-43/STH 28 interchange and a combination of office/research and commercial at the STH 23/CTH Y interchange and office/research and industrial southwest of the I-43 and between STH 23 and CTH PP. The Village plans for new residential on the west and southwest portions of the Village with residential south of STH 28 and west of I-43 in the Village's extraterritorial jurisdiction.

Sheboygan County

Sheboygan County adopted its comprehensive plan in December 2009. The Sheboygan County Comprehensive Plan is intended to be reflective of the values, goals, and vision of the residents and communities that comprise Sheboygan County. Among the numerous policy statements and recommendations pertinent to the City of Sheboygan, the Sheboygan County Plan supports:

- The creation of a business incubator programs and facilities throughout the county.
- Educating and informing citizens about the use of alternative energy sources and increased energy efficiencies.
- Connecting the Old Plank Road Trail with the Interurban Trail.
- Developing a share-point website that municipalities and other intergovernmental agencies can share information, including posting agendas, minutes, public hearings, links, information, etc.

School District

Residents of the City of Sheboygan are served by the Sheboygan Area School District. The District is described in detail in the Utilities and Community Facilities Chapter of this Appendix. District boundaries are depicted on Map A-1.

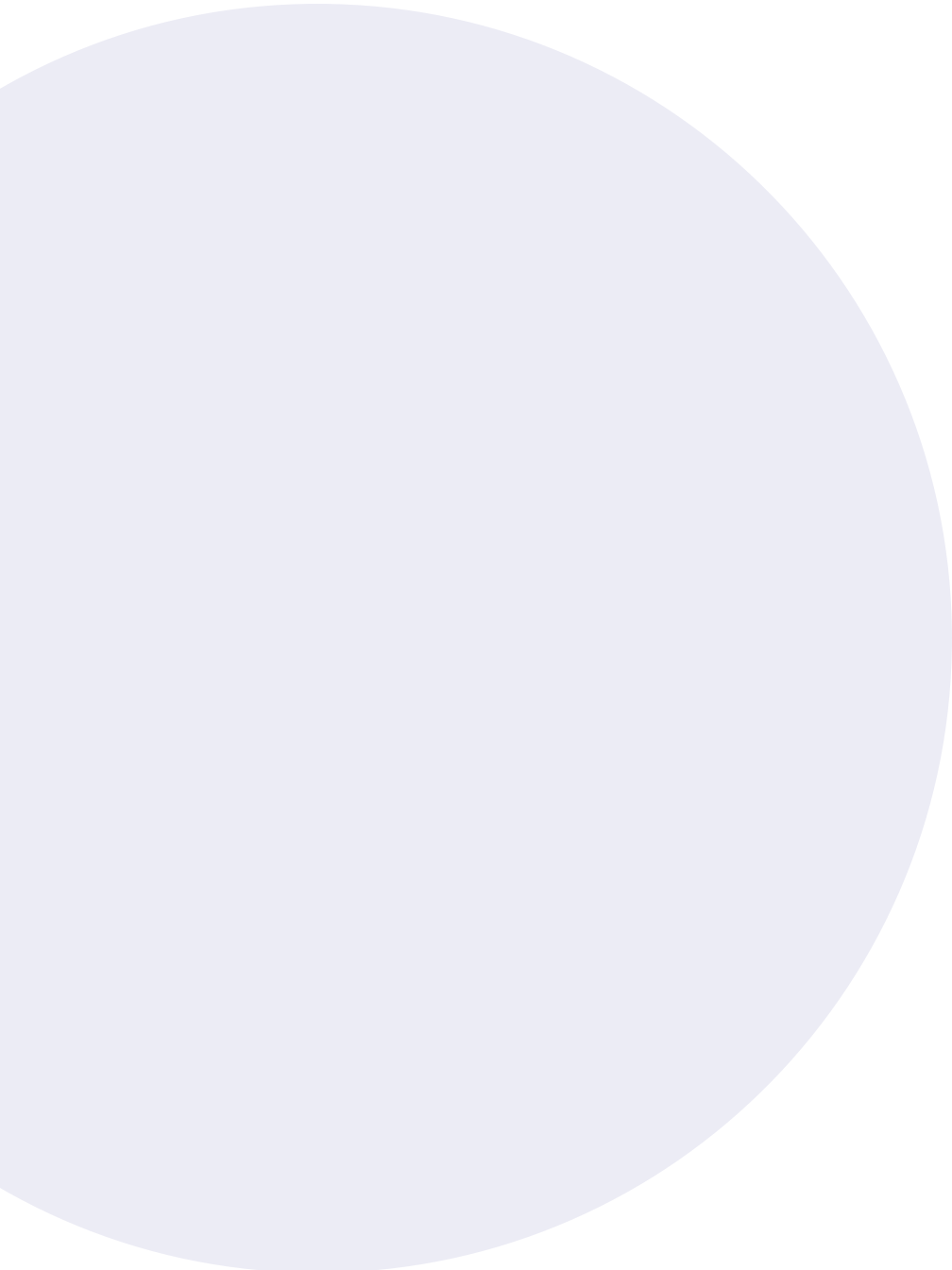
Bay-Lake Regional Planning Commission

Sheboygan is part of the Bay-Lake Regional Planning Commission (BLRPC) planning area. BLRPC was established in 1972 as the official area-wide planning agency for northeast Wisconsin. The Commission serves the eight counties of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan. The Commission was also designated the Metropolitan Planning Organization (MPO) for the City of Sheboygan in 1982. In addition to the City of Sheboygan, the planning area for the MPO includes the City of Sheboygan Falls, the Villages of Kohler and

Howards Grove, the Town of Sheboygan and portions of the Towns of Herman, Lima, Mosel, Sheboygan Falls, and Wilson. MPO projects include traffic forecasts, surveys, transit system plans, and long and short range multimodal transportation plans and programs, as well as transportation air quality conformity analysis.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation (WisDOT) Northeast Region office in Green Bay serves Sheboygan. The Wisconsin Department of Natural Resources (WisDNR) Southeast Region, headquartered in Milwaukee, includes the City of Sheboygan. Plans and reports relative to Sheboygan have been discussed in the appropriate chapters of this Appendix.





PUBLIC PARTICIPATION RESULTS

Process Overview

Development of Sheboygan's Comprehensive Plan was guided by the City of Sheboygan Plan Commission, Comprehensive Plan Committee, and numerous public participation and informational events held throughout 2011. At each of the following public participation and information events, residents and the general public was given the opportunity to provide input on the Comprehensive Plan. These activities were designed to inform residents about the comprehensive planning process in order to gain resident perspective and feedback essential in drafting the Comprehensive Plan document.

- Community Vision Workshop
- Comprehensive Plan Committee Meetings
- Focus Groups
- Community Leader Interviews
- Intergovernmental Meetings
- City Committee Meetings
- Draft Plan Public Open House
- Draft Plan Public Hearing
- Project Website

Focus Groups

Special focus group meetings were held in February 2011 to learn about the priorities and concerns of key community stakeholders in Sheboygan. The following is a summary of each focus group session.

Economic Development Focus Group

Representatives from the Sheboygan County Chamber of Commerce, Lakeshore Technical College, and the Harbor Centre Business Improvement District participated in the economic development focus group. Attendees identified the following as Sheboygan's strengths for economic development:

- Lake Michigan.
- Three good post-secondary schools—Lakeshore Technical College, UW-Sheboygan, and Lakeland College.
- Low crime rate compared to similarly sized cities.

- Community diversity.
- Large volunteer base and many nonprofit organizations.

Attendees of this focus group identified the following priorities to better market the City and advance economic development:

- Create a public perception enhancement campaign – a city-wide marketing approach, including business outreach.
- Employ a public relations professional at the City.
- Collaborate with the Chamber of Commerce to organize and financially support community events.
- Update the City’s wayfinding signage.
- Collaborate with higher education facilities to facilitate research and development and alternative energy initiatives.
- Develop strategies to harness the knowledge-base of upcoming retiring baby boomer population, potential to connect them with next generation workforce for direct mentorship.
- Expand programs to assist the unemployed and underemployed to develop skills matching business needs.

Education Focus Group

Representatives from the Lakeland College, UW-Sheboygan, Lakeshore Technical College, and the Sheboygan Area School District (SASD) participated in the education focus group. Attendees identified the following trends and challenges in Sheboygan’s educational system:

- SASD continues to grow in ethnic diversity, particularly among Hmong and Hispanic students.
- Sheboygan’s low-income and homeless population is increasing.
- More than 50 percent of SASD students receive free or reduced lunch.
- Many SASD parents have social, medical, mental health service needs; however, there is gap in the availability of these services in the community and transportation to such services.
- Enrollment at Lakeshore Technical College has been increasing, particularly the non-traditional student population.
- Enrollment at UW-Sheboygan is on the rise, including among minority student populations.

Attendees of this focus group identified the following educational priorities for the City of Sheboygan:

- Expand curriculum opportunities to better align with existing and future employment opportunities (e.g. expand technology and entrepreneurship programs).
- Consider opportunities for providing health and community services on or near school campuses.

- Establish linkages between the City of Sheboygan business community and the SASD—through mentorship programs and workforce development.

Cultural and Natural Resources Focus Group

Representatives from the Stefanie H. Weill Center, Salvation Army, Great Lakes Aerospace Science & Education Center, Glacial Lakes Conservancy, and Above & Beyond Children’s Museum participated in the cultural and natural resources focus group. Attendees identified the following as Sheboygan’s cultural and natural resource assets:

- Great Lakes Basin and the Lake Michigan shoreline
- Kohler-Andrae State Park
- Kettle Moraine State Park—Northern Unit
- Vollrath Park, Maywood Evergreen, and Pigeon River environmental corridor

Attendees identified the following cultural and natural resource priorities:

- Establish identities for Sheboygan’s unique neighborhoods.
- Accelerate redevelopment of grayfield and brownfield sites throughout the City.
- Prepare an inventory and jointly market Sheboygan’s cultural offerings.
- Collaborate with the County and the Chamber of Commerce to prepare a consolidated events calendar.
- Establish a recognizable “center” for the downtown.
- Create a pedestrian bridge connecting South Pier and the downtown.
- Develop a community sustainability plan.
- Work to fill gaps in the City’s park and recreational system (e.g. additional parks and facilities).
- The upcoming clean-up/dredging of the Sheboygan River will be a huge step in providing access up-river and will add to the quality of life.

Community Leader Interviews

Sheboygan’s planning consultants conducted a series of interviews in February 2011 with community representatives. The following community assets were identified:

- High quality of life and relatively low cost of living.
- Spirit of volunteerism in the community.
- Tremendous strength in corporate assets, leadership, and workforce in community and region.
- Lakefront, beaches, deep harbor, first class marina, US Olympics Sailing Center.
- Excellent school district with numerous learning environments through charter schools.

Community leaders identified the following challenges:

- Low lake levels.
- Underutilization of the lakefront.
- Community identity issues, public perception in region and throughout state.
- Perception of crime in the city.
- Matching educational programming to occupational opportunities.
- Influx of disenfranchised population into the city, disproportionate compared to the county.
- Aging baby boomer population.
- Need an economic vision and strategy for the city to provide focus for ongoing redevelopment and development activities.

Community leaders identified the following opportunities:

- Food economy in region can be translated to businesses/jobs in Sheboygan.
- Tourism and service industry build off of existing and generate more revenue in this realm.
- Community amenities are attractive to young professionals and young families— increase this population through business/job growth in the city.
- Build off of growing “think-u-bator” and the energy generating from Jake’s Café to grow businesses locally.

Community Vision Workshop

The City of Sheboygan conducted a community vision workshop on March 29, 2011 to engage citizens in the comprehensive planning process, identify key issues and opportunities related to the growth, development, and redevelopment of the City, and to identify a shared community vision for the future of Sheboygan. Nineteen residents attended this workshop. The workshop consisted of individual and group worksheet and map activities to identify key values, goals, and directions for the future of the City.

Values, Goals, and Directions Worksheet

When asked to identify the top five things they value most about the City of Sheboygan, residents identified the following:

- Cultural and recreational amenities (11)
- Safe for families (8)
- Lake Michigan and shoreline (8)
- Schools (8)
- Strong economy and workforce (6)
- Small town character (5)
- Access/transportation network (4)
- Neighborhoods and housing (3)
- Community services (3)
- Restaurants (2)
- Healthcare (2)
- Clean (2)
- Redeveloped well
- Reasonable growth

- Heritage
- Retirement city
- Historic architecture

- Proactive local leadership (political and business)
- Diversity
- Strong faith

When asked to identify the most important goals and future direction for the City, residents identified the following:

- Economic development (12)
- Revitalize downtown, primary transportation corridors, and redevelop commercial and industrial sites (10)
- Invest in infrastructure, including expansions to the park and recreation systems (9)
- Revitalize and build stronger neighborhoods (8)
- Attract young professionals, families, and suburbanites (7)
- Promote the City and expand tourism (5)
- Develop river and lakefront areas (4)
- Expand shopping and cultural amenities (3)
- Develop an efficient and responsive government (3)
- Foster a greater sense of community and maintain the “safe” feeling (3)
- Expand housing options, including quality places for seniors (2)
- Grow the college system – Lakeland, LTC, UW-S
- Incorporate growing ethnicity population (2)
- Collaborate with neighboring municipalities

Mapping Exercise

Using large format aerial photos, participants were asked to spotlight areas of interest and concern in the City. Specifically, participants considered the following key areas: Taylor Drive between Superior and Indiana Avenues; Calumet Drive/N. 15th Street; Downtown, Riverfront, South Pier; and Michigan Avenue. The following highlights key findings of this exercise.

The Taylor Drive group identified the following priorities:

- Development of an office park at the northwest corner of Indiana Avenue and Taylor Drive.
- Westward extension of New Jersey Avenue.
- Development of a mixed-use corridor along Taylor Drive from New Jersey Avenue to Erie Avenue with a focus on office and medical uses.
- Trails and public open space opportunities along Indiana Avenue near Taylor Drive.
- Preservation of Taylor Park, the History Museum, and Veteran’s Memorial near Erie Avenue.
- Commercial infill and redevelopment east of Taylor Drive to the north of New Jersey Avenue, and the continued expansion of the existing shopping centers at the intersection of Kohler Memorial Drive and Taylor Drive.
- Transportation and other public infrastructure improvements at shopping center south of Kohler Memorial Drive.

- Commercial infill development at northeast corner of Kohler Memorial Drive and N. 23rd Street.
- New residential and infill residential south of Kohler Memorial Drive and east of Taylor Drive.

The Downtown, Riverfront, and South Pier group identified the following priorities:

- Preservation of the Lake Michigan shoreline.
- Connecting and signing key community assets and neighborhoods.
- Recognition of the historic value of, and reinvestment in, housing stock west of the marina.
- Preservation and renovation of year-round South Pier housing.
- Targeted reinvestment in the downtown neighborhoods east of 8th Street, and also south of Indiana Avenue.
- Commercial and residential redevelopment and infill at South Pier
- Commercial redevelopment and infill at the southwest corner of 8th St and New Jersey Avenue, as well as west of 9th Street between Illinois Avenue and Indiana Avenue.

The Calumet Drive/N. 15th Street group identified the following priorities:

- Neighborhood reinvestment east of N. 15th St between North Avenue and Erie Avenue - similar to Gateway Neighborhood efforts.
- Residential redevelopment areas near the intersection of Erie Avenue with N. 14th and N. 15th; near intersections of N. 12th Street with Los Angeles Avenue and Lincoln Avenue; near intersections of N. 15th Street with Geele Avenue and Lenz Court; and along Martin Avenue and N. 15th Street where these two streets intersect.
- Commercial infill and redevelopment along N. 15th Street north of Calumet Drive; along Calumet Drive; and along Michigan Avenue between N. 13th and N. 14th Streets.
- Industrial redevelopment along east side of N. 18th Street between Cambridge Avenue and Superior Avenue.

The Michigan Avenue group identified the following priorities:

- Residential infill and redevelopment at Michigan Avenue and N. 13th Street intersection.
- Commercial infill and redevelopment between Huron Avenue and Erie Avenue and between N. 13th and N. 14th Streets.
- Commercial infill and redevelopment along Michigan Avenue between Huron Avenue and St. Clair Avenue, focusing on a more upscale mix of uses.
- Reinvestment to address transportation and other public utility issues in area bounded by N. 9th Street, N. 14th Street, Superior Avenue to the north, and Ontario Avenue to the south.
- Creation of public access to Lake Michigan at eastern terminus of Erie Avenue.
- Preservation of the marina and lakeshore areas.

Comprehensive Plan Steering Committee Meetings

The Comprehensive Plan Steering Committee met four times to discuss the visioning process and the vision itself. The following is a summary of each meeting.

March 15, 2011

The consultants introduced the purpose of the comprehensive planning and the process to update it. The role of the Steering Committee was also discussed. The consultants also presented the draft Existing Conditions Report and the Committee offered comments and revisions.

May 3, 2011

To be completed.

July, 2011

To be completed.

August, 2011

To be completed.

Intergovernmental Meetings

Sheboygan's planning consultants conducted intergovernmental interviews in February 2011 with representatives from Sheboygan's neighboring communities.

Town of Sheboygan

The consultant met with a Town of Sheboygan representative in February 2011. The meeting focused on the Town's future land use map. Future development activity in the Town will be focused on the Highway 42 Corridor. The 26-acre former Menards site presents a redevelopment/reuse opportunity for the Town. The representative noted that the Town and the City of Sheboygan are collaborating on a road reconstruction project in 2012 and would be open to similar collaborative efforts with the City in the future.

Town of Wilson

The consultant met with a Town of Wilson representative in February 2011. The meeting focused on the Town's future land use map and joint projects with the City. The representative noted that the Town and the City of Sheboygan have collaborated in the past on several infrastructure projects, including construction of a dog park and roadway reconstruction. The Town is open to similar collaborative efforts with the City in the future. It was noted that the Bay-Lake Regional Plan Commission recently completed a sewer system study that may affect the Town and City properties. The study suggested potential opportunities for collaboration between the City and Town to re-route system lines and collaborate on system maintenance.

Village of Kohler

The consultant met with a Village of Kohler representative in February 2011. The meeting focused on the Village's long-term plans for growth and development. Future, foreseeable development activity in the Village will be focused on the Deer Trace Shopping Center area at I-43 and STH 28.

City Department Heads Meeting

To be completed.

Draft Plan Public Open House

To be completed.

Draft Plan Public Hearing

To be completed.

Project Website

To be completed.



ADOPTION RESOLUTION AND ORDINANCE

