



# 2021 Executive Program Budget In Brief

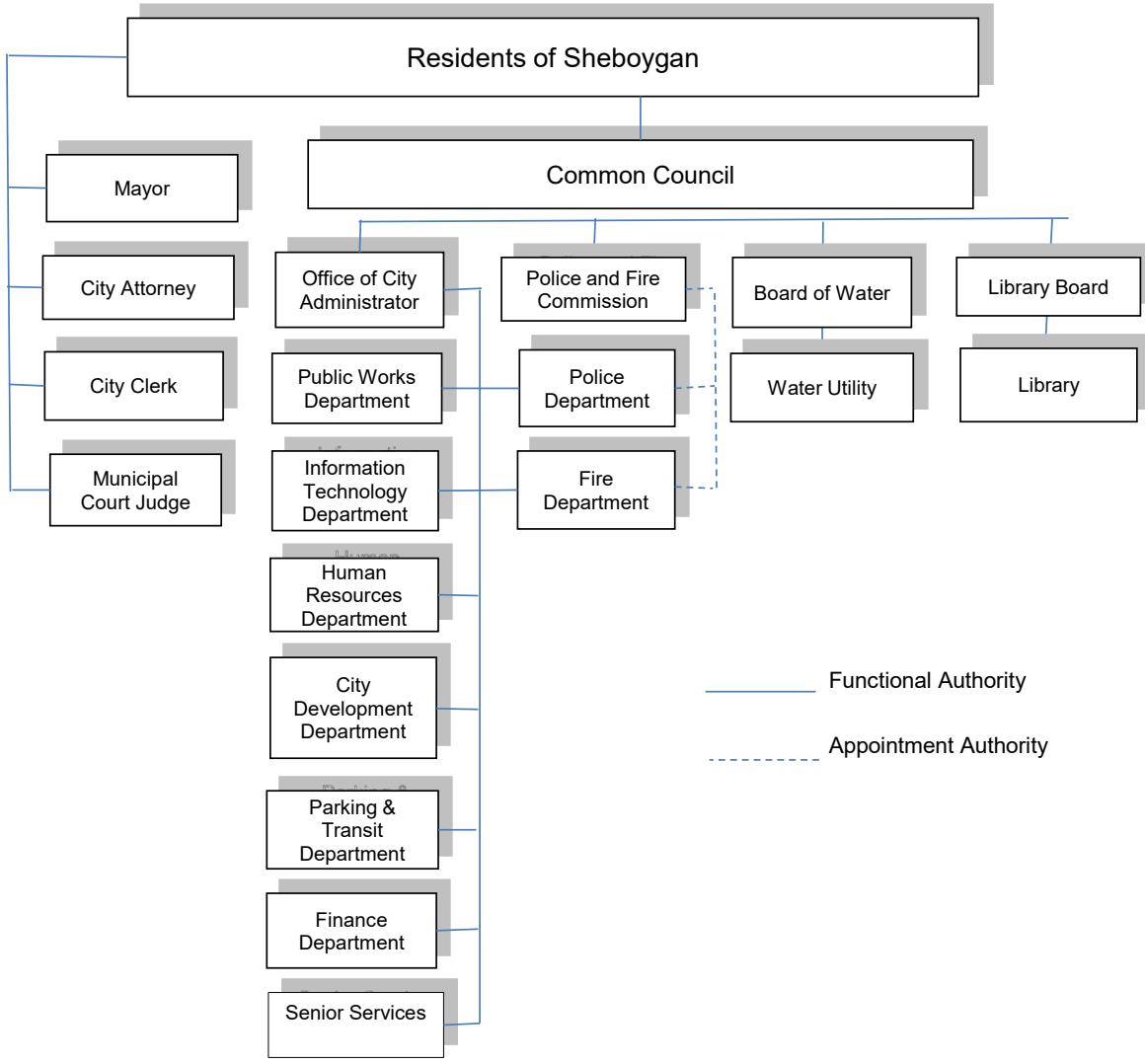
City of Sheboygan, Wisconsin



# CITY OF SHEBOYGAN ELECTED OFFICIALS 2020 – 2021

<p>District 1 (Wards 1, 5, 6) <b>Barb Felde</b></p>		<p>District 2 (Wards 2, 3, 12) <b>Roberta Filicky-Peneski</b></p>	
<p>District 3 (Wards 11, 13) <b>Mary Lynne Donohue</b> <i>Council Vice President</i></p>		<p>District 4 (Wards 4, 7, 10) <b>Betty Ackley</b></p>	
<p>District 5 (Wards 8, 9, 16, 17) <b>Markus Savaglio</b></p>		<p>District 6 (Wards 18, 19) <b>Dean Dekker</b></p>	
<p>District 7 (Wards 14, 15, 21) <b>Rose Phillips</b></p>		<p>District 8 (Wards 20, 24) <b>Ryan Sorenson</b> <i>Council President</i></p>	
<p>District 9 (Wards 22, 25) <b>Trey Mitchell</b></p>		<p>District 10 (Wards 23, 26) <b>Jim Bohren</b></p>	
<p>Mayor <b>Michael Vandersteen</b></p>		<p>City Clerk <b>Meredith DeBruin</b></p>	
<p>City Attorney <b>Charles Adams</b></p>		<p>Municipal Court Judge <b>Natasha Torry</b></p>	

For contact information, please visit [www.sheboyganwi.gov](http://www.sheboyganwi.gov)



**Name**

Todd Wolf  
 David Biebel  
 Eric Bushman  
 Vicky Schneider  
 Chad Pelishek  
 Derek Muench  
 Marty Halverson  
 Christopher Domagalski  
 Eric Montellano  
 Joseph Trueblood  
 Garrett Erickson  
 Vacant

**Title**

City Administrator  
 Director of Public Works  
 Information Technology Director  
 Director of Human Resources and Labor Relations  
 Director of Planning and Development  
 Director of Parking and Transit  
 Finance Director  
 Police Chief  
 Fire Chief  
 Water Utility Superintendent  
 Library Director  
 Director of Senior Services

**Elected Officials**

Mike Vandersteen  
 Chuck Adams  
 Meredith DeBruin  
 Natasha Torry

**Title**

Mayor  
 City Attorney  
 City Clerk  
 Municipal Court Judge

## City of Sheboygan - Demographics

### Building Permits

Year	Number	Value (millions)
2019	3,316	122.2
2018	3,394	110.6
2017	3,497	110.2
2016	3,323	114.4
2015	3,331	144.0
2014	3,328	273.3
2013	3,384	28.5

### Employment Trends

Year	Employment	Unemployment Rate
2019	59,078	2.7%
2018	62,749	2.1%
2017	62,123	2.5%
2016	60,905	3.7%
2015	59,614	3.8%
2014	57,860	5.2%
2013	54,490	7.5%

### Parks

Year	Developed Parks	Acres Maintained
2019	36	705.00
2018	36	705.00
2017	36	675.00
2016	36	614.04
2015	36	614.04
2014	36	614.04
2013	36	557.25

### Employment by Industry (Sheboygan County 2019)

Manufacturing	20,580
Educational, health care, social assistance	11,661
Retail trade	6,063
Arts, entertainment, recreation, hospitality	4,008
Construction	3,617
Other services	3,568
Finance, insurance, real estate	3,236
Professional, management	2,501
Transportation, warehousing, utilities	1,716
Agriculture, forestry, fishing, hunting, mining	1,046
Wholesale trade	1,039
Public administration	962
Information	393
<b>Total all industries</b>	<b>60,390</b>

### Public Safety - Police Department

Year	Number of Sworn Officers
2019	83
2018	83
2017	82
2016	82
2015	81
2014	81
2013	81

### Public Safety - Fire Department

Year	Number of Sworn Firefighters
2019	73
2018	73
2017	73
2016	72
2015	69
2014	72
2013	72

Number of Police Stations

1

Number of Fire Stations

5

ISO Rating

2

### Elections

Year	2019	2018	2017
Ballots Cast	7,562	34,751	9,954

### Infrastructure (2019)

Miles of State Highway System	17
Miles of County Highway System	17
Miles of Local Roads & Streets	199.7
Miles of Sidewalks	375
Number of City-owned Street Lights	4,505

### Water/Wastewater (2019)

Active Accounts Serviced	19,252
Water Treated/Distributed-Gallons	3,881,393
Miles of Sanitary Sewers	171
Miles of Water Main	205

### SASD School Registration (2019-20)

Elementary Schools	4,828
Middle Schools	2,184
High Schools	3,045

**Area Square Miles**

2019	15.80
2018	15.80
2017	15.78
2016	14.81
2015	14.71
2014	14.53
2013	14.52
2012	14.46
2011	14.19

**Age (2019)**

Under 5 years	3,198	6.6%
5 to 9 years	3,167	6.5%
10 to 14 years	3,550	7.3%
15 to 19 years	2,942	6.1%
20 to 24 years	3,068	6.3%
25 to 29 years	3,529	7.3%
30 to 34 years	3,569	7.4%
35 to 39 years	3,135	6.5%
40 to 44 years	3,031	6.2%
45 to 49 years	2,882	5.9%
50 to 54 years	3,002	6.2%
55 to 59 years	3,049	6.3%
60 to 64 years	2,621	5.4%
65 to 69 years	2,320	4.8%
70 to 74 years	1,710	3.5%
75 to 79 years	1,407	2.9%
80 to 84 years	911	1.9%
85 years and older	1,440	3.0%

**Race (2019)**

White	72.8%
Hispanic	10.2%
Asian	11.4%
Black - African American	3.1%
Multiracial	2.2%
All other	0.3%

**Population**

2019	48,531
2010	49,288
2000	50,792
1990	49,676
1980	48,085
1970	48,484

**Education Attainment (2019)**

(Population 25 years and older)	
Less than High School	10.4%
High school graduate	36.9%
Some college, no degree	21.6%
Associate's degree	11.0%
Bachelor's degree	14.5%
Graduate or professional degree	5.6%

**Housing Units (2019)**

Total Dwelling Units	21,620
Single Family	12,074
Two Family	4,780
Three Family	180
Condominiums	746
Apartment Units	3,840

**Largest Property Taxpayers (2019)**

	Assessed Value
Acuity Mutual Insurance Company	\$147,160,930
Aurora Medical Group	\$23,997,840
Meijer Stores LP	\$20,881,690
Sheboygan Acquisitions, LLC	\$15,178,800
PJR Properties	\$14,806,200
Country Village Apartments	\$14,715,850
Plastics Engineering Company	\$14,135,300
Wal-Mart	\$14,014,500
Nemak USA, Inc	\$13,579,800
St. Nicholas Hospital	\$13,531,760

**Ten Largest Employers (2019)**

Aurora Medical Group	1,597
Acuity Mutual Insurance Company	1,441
Sheboygan Area School District	1,294
Nemak USA, Inc.	1,145
Rockline Industries	860
Sheboygan County	846
American Orthodontics	572
The Vollrath Company, LLC	540
Piggly Wiggly Midwest, LLC	481
City of Sheboygan	451



October 5, 2020

To the Members of the Common Council and Mayor Mike Vandersteen:

Transmitted herein is the City of Sheboygan's 2021 Executive Program Budget for the fiscal year beginning January 1, 2021. The Executive Program Budget represents one of the most important documents presented to and approved by the Common Council.

The 2021 Budget in Brief is more than just revenues, expenses, appropriations, and projects. It serves three basic purposes:

- It is a policy document that is defined by the Common Council to outline the direction toward which the city is moving.
- It is a financial plan that defines the various sources of funds to be collected as well as the services, programs, and activities that citizens can expect to be provided.
- It is an operational guide for department directors on how programs and activities are structured.

### **LONG TERM GOALS AND IMPACT ON BUDGET**

Consistent with the six focus areas of the City of Sheboygan Strategic Plan 2017-2021 (see next section of the budget document for details), the 2021 Executive Budget establishes an operational and financial plan for the delivery of city services and implementation of the City's Capital Improvement Program (CIP). Regarding implementation of the CIP, the 2021 Capital improvement-related expenditures (as contained in the Capital Improvement Funds) are proposed to increase by \$21 million over 2020 levels as a result of several large infrastructure projects for the Wastewater and Water Utilities.

### **SHORT TERM FACTORS AND IMPACT ON BUDGET**

Three factors will negatively affect the City's largest revenue source – property taxes in 2020: limited new development outside of Tax Incremental Districts (TIDs), Wisconsin property tax levy limits, and the strain in revenues and expenditures as a result of the Coronavirus Pandemic.

- The City is experiencing growth in new construction (\$84.2 million in net new construction according to the Wisconsin Department of Revenue) with the vast majority of this development occurring within TIDs. As a result, most of the subsequent new property tax levy increase is not available to fund general operations, capital, nor debt-related expenditures.
- The City continues to be constrained by Wisconsin legislation which places limits on the amount of the increase in the property tax levy. The 2021 Executive Budget is limited to receive an additional amount of \$629,925 (to fund its general operations, capital, but no debt-related expenditures).
- The results of the Coronavirus Pandemic (COVID 19) have created revenue losses, which cannot be recouped, along with unanticipated expenditure increases. A number of unanticipated expenditures are being reimbursed via "Routes to Recovery", which is part of the CARES ACT.

Due to a 2021 increase in debt service expenses (associated with prior non-TID related street improvement projects, City Hall renovation and other Strategic Plan initiatives), the 2021 Budget also recommends a corresponding \$299,043 increase in the tax levy. The total levy increase of \$928,968 will result in a property tax rate increase of 1.49 percent or \$0.15 per \$1,000 in assessed property valuation. (For comparison purposes with other communities, the equalized property tax rate will decrease by -\$0.71 or -7.98 percent.)

#### **OFFICE OF THE CITY ADMINISTRATOR**

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## BUDGET OVERVIEW

The 2021 Budget includes monies for both operating and capital purposes totaling \$118,269,704, which includes an advance refunding of Note Anticipation Note (NAN) payment of \$10.5 million. These funds will be received in 2020 and be held in escrow, creating a timing difference on the expenditure offset. This amount represents an increase in Debt Service Funds of \$10,569,827 or 118.55 percent from the prior year – 2020 Amended Budget.

The 2021 Budget includes one new fund: TID 20 Capital Project Fund to support redevelopment in the area of the former VanDerVart Concrete Products Company located on the City's southwest side..

Of the city's six fund categories, four fund categories are estimated to decrease their expenditure levels: Special Revenue Funds, Capital Improvement Fund, Fiduciary Funds, and Proprietary Funds. Two remaining funds – General Fund and Debt Service Funds are proposed to increase its expenditures.

The largest fund category expenditure change is the Debt Service Funds with a \$10,506,380 increase in comparison to 2020 Amended Budget. The increase is a result of the timing of the aforementioned NAN refunding.

The following table presents a summary breakdown of budgets by fund.

<b>Budget Summary</b>				
	<b>2020 Amended</b>	<b>2021 Executive</b>	<b>Dollar Change</b>	<b>Percent Change</b>
<b>General Fund</b>	<b>\$39,547,559</b>	<b>\$39,981,035</b>	<b>\$433,476</b>	<b>1.10%</b>
<b>Special Revenue Funds</b>	<b>\$11,568,047</b>	<b>\$10,477,415</b>	<b>(\$1,090,632)</b>	<b>-9.43%</b>
MEG Unit Fund	\$50,605	\$53,799	\$3,194	6.31%
Community Development Block Grant Fund	\$1,069,939	\$776,390	(\$293,549)	-27.44%
Housing Revolving Loan Fund	\$247,048	\$264,276	\$17,228	6.97%
Business Revolving Loan Fund	\$190,000	\$170,000	(\$20,000)	-10.53%
Neighborhood Revitalization Fund	\$292,993	\$190,869	(\$102,124)	-34.86%
Mead Public Library Fund	\$3,461,466	\$3,656,401	\$194,935	5.63%
Tourism Fund	\$2,042,519	\$1,420,844	(\$621,675)	-30.44%
Park, Forestry and Open Space Fund	\$348,723	\$110,000	(\$238,723)	-68.46%
Park Impact Fee Fund	\$67,720	\$50,000	(\$17,720)	-26.17%
Cable Television Fund	\$552,722	\$481,202	(\$71,520)	-12.94%
Municipal Court Fund	\$902,750	\$843,075	(\$59,675)	-6.61%
Ambulance Fund	\$1,250,800	\$1,273,813	\$23,013	1.84%
Special Assessment Fund	\$100,000	\$100,000	\$0	0.00%
Harbor Centre Marina Fund	\$880,298	\$977,746	\$97,448	11.07%
Redevelopment Authority Fund	\$50,000	\$50,000	\$0	0.00%
Storm Water Fund	\$60,464	\$59,000	(\$1,464)	-2.42%
<b>Debt Service Funds</b>	<b>\$8,862,199</b>	<b>\$19,368,579</b>	<b>\$10,506,380</b>	<b>118.55%</b>
G O Debt Service Fund	\$4,311,333	\$4,434,384	\$123,051	2.85%
Convention Center Debt Service Fund	\$499,486	\$225,000	(\$274,486)	-54.95%
TID 6 Debt Service Fund	\$1,263,187	\$1,207,887	(\$55,300)	-4.38%
TID 10 Debt Service Fund	\$650	\$650	\$0	0.00%
TID 11 Debt Service Fund	\$713,614	\$0	(\$713,614)	-100.00%
TID 12 Debt Service Fund	\$223,677	\$215,405	(\$8,272)	-3.70%
TID 13 Debt Service Fund	\$300,650	\$474,564	\$173,914	57.85%
TID 14 Debt Service Fund	\$101,200	\$489,800	\$388,600	383.99%
TID 15 Debt Service Fund	\$159,046	\$159,046	\$0	0.00%

TID 16 Debt Service Fund	\$587,426	\$601,255	\$13,829	2.35%
TID 17 Debt Service Fund	\$135,110	\$163,950	\$28,840	21.35%
TID 18 Debt Service Fund	\$548,047	\$11,374,788	\$10,826,741	1975.51%
TID 19 Debt Service Fund	\$18,123	\$21,200	\$3,077	16.98%
Environmental TID Debt Fund	\$650	\$650	\$0	0.00%
<b>Capital Improvement Funds</b>	<b>\$16,188,275</b>	<b>\$13,208,980</b>	<b>(\$2,979,295)</b>	<b>-18.40%</b>
Capital Project Fund	\$5,331,309	\$4,466,540	(\$864,769)	-16.22%
Capital Improvement Fund	\$4,285,095	\$4,274,038	(\$11,057)	-0.26%
Industrial Park Fund	\$7,768	\$6,000	(\$1,768)	-22.76%
TID 12 Capital Project Fund	\$9,305	\$0	(\$9,305)	-100.00%
TID 14 Capital Project Fund	\$63,200	\$32,700	(\$30,500)	-48.26%
TID 16 Capital Project Fund	\$627,615	\$0	(\$627,615)	-100.00%
TID 17 Capital Project Fund	\$5,168,447	\$2,842,178	(\$2,326,269)	-45.01%
TID 18 Capital Project Fund	\$152,267	\$337,524	\$185,257	121.67%
TID 19 Capital Project Fund	\$528,269	\$550,000	\$21,731	4.11%
TID 20 Capital Project Fund	\$15,000	\$700,000	\$685,000	4566.67%
<b>Fiduciary Funds</b>	<b>\$166,000</b>	<b>\$16,000</b>	<b>(\$150,000)</b>	<b>-90.36%</b>
Cemetery Perpetual Care Fund	\$16,000	\$16,000	\$0	0.00%
Mead Public Library Fund	\$150,000	\$0	(\$150,000)	-100.00%
<b>Proprietary Funds</b>	<b>\$34,968,736</b>	<b>\$35,217,695</b>	<b>\$248,959</b>	<b>0.71%</b>
Motor Vehicle Fund	\$2,521,616	\$2,534,146	\$12,530	0.50%
Health Insurance Fund	\$7,027,878	\$7,579,886	\$552,008	7.85%
Liability Insurance Fund	\$484,436	\$479,436	(\$5,000)	-1.03%
Workers Compensation Fund	\$655,228	\$703,204	\$47,976	7.32%
Information Technology Fund	\$998,353	\$1,015,195	\$16,842	1.69%
Boat Facilities Fund	\$195,207	\$178,524	(\$16,683)	-8.55%
Recycling Utility Fund	\$1,218,127	\$995,326	(\$222,801)	-18.29%
Parking Utility Fund	\$459,167	\$476,764	\$17,597	3.83%
Transit Utility Fund	\$4,423,270	\$4,522,391	\$99,121	2.24%
Water Utility Fund*	\$8,879,150	\$8,605,625	(\$273,525)	-3.08%
Wastewater Utility Fund	\$8,106,304	\$8,127,198	\$20,894	0.26%
<b>Total Financial Plan</b>	<b>\$111,300,816</b>	<b>\$118,269,704</b>	<b>\$6,968,888</b>	<b>6.26%</b>

\*Includes Water Utility for informational purposes only. The Board of Water Commission has authority for review and approval.

In the City's largest (individual) fund - General Fund is recommended to increase by \$433,479 or 1.10 percent.

### Personnel Change Highlights

Regarding personnel, the 2021 Budget recommends the following changes over the 2020 Amended Budget's authorized position:

- Addition of the following position: 1.00 FTE Program Coordinator – Senior Activity Center
- Addition of the following position: 1.00 FTE Page Supervisor – Mead Public Library
- Transfer of the following position: 1.00 FTE Maintenance Worker IV-Leadman from Public Works Streets and Sanitation to Recycling Utility.

### Capital Expenditures and Capital Improvement Projects Highlights

The approved Five-year Capital Improvement Program was the foundation for the consideration of the 2021 Executive Budget's list of capital improvement projects.



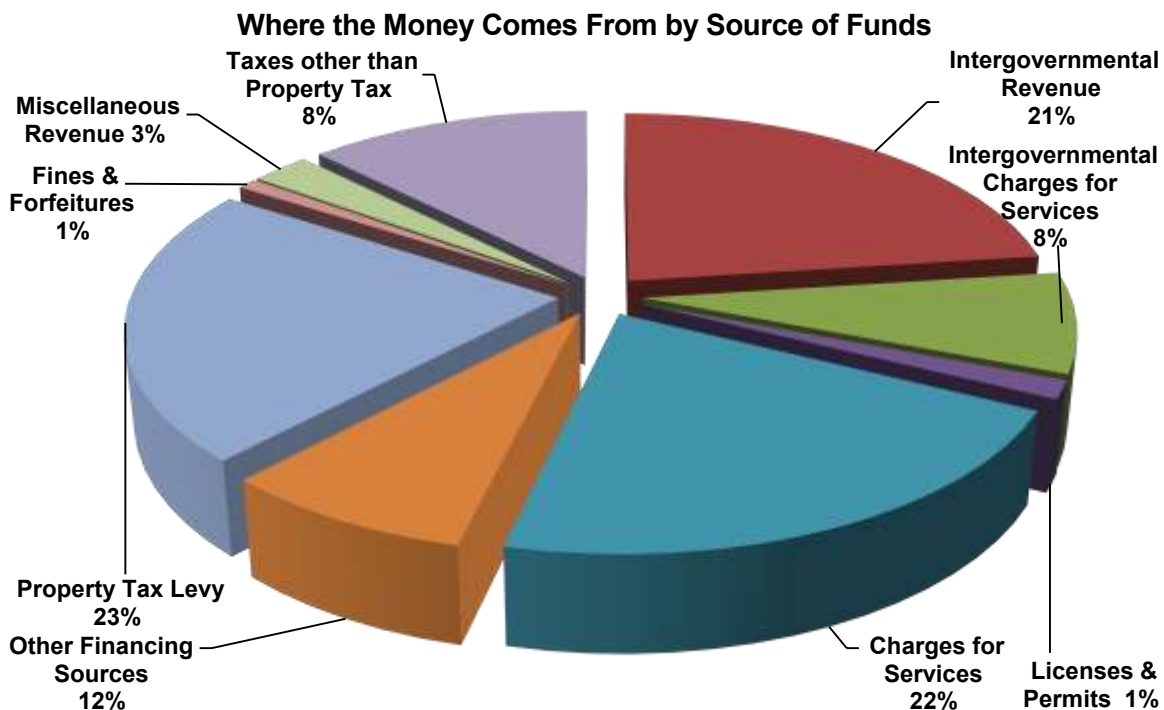
The following are some highlights:

- \$10,000,000 for the reconstruction of the South Lakeshore Interceptor Sewer;
- \$2,500,000 for the reconstruction of North Commerce Street from Pennsylvania Avenue North to Wisconsin Avenue in preparation of redevelopment of the former Mayline site;
- \$1,000,000 for reconstruction of Geele Avenue between North Third Street and Calumet Drive;
- \$1,000,000 for ongoing sewer line reconstruction and relining to support aging infrastructure;
- \$875,000 for Indiana Avenue Trail construction; and
- \$715,000 for a new fire engine to replace a 28 year old unit.

### Income/Outgo

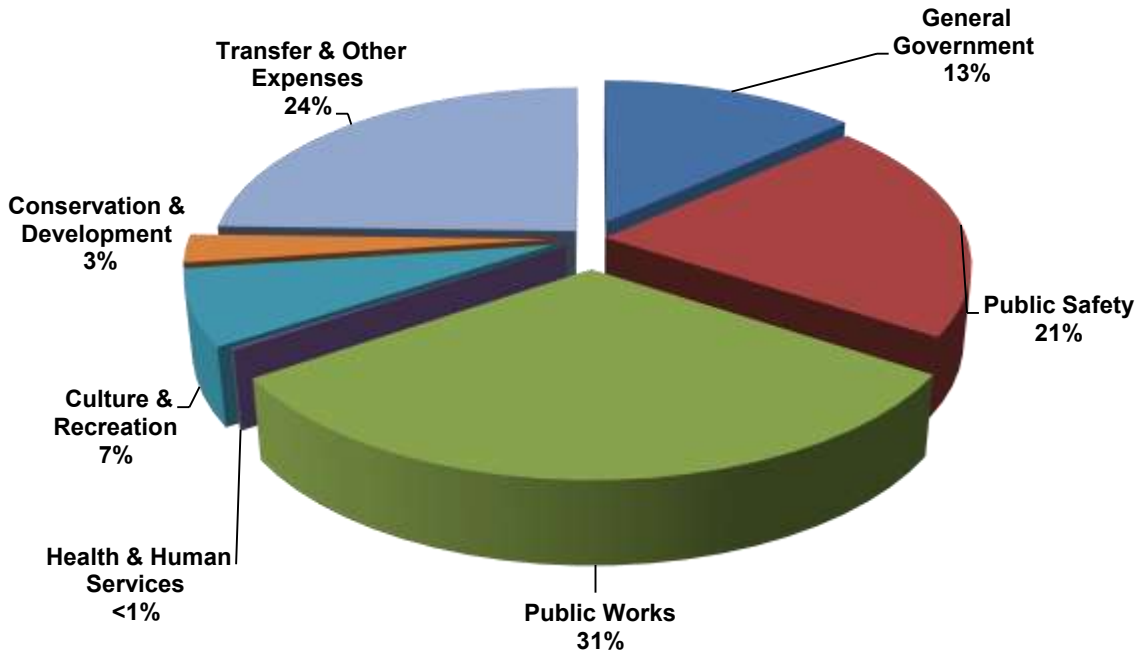
The following pie charts represent the city's income and outgo. Revenues are grouped by major category; expenditures are shown by program area and by type of expenditure.

Of the 2021 revenues (Source of Funds) as identified on the pie chart below, Property Tax Levy, representing 23 percent is the largest revenue source. The second largest category – Charges for Services represents 22 percent.



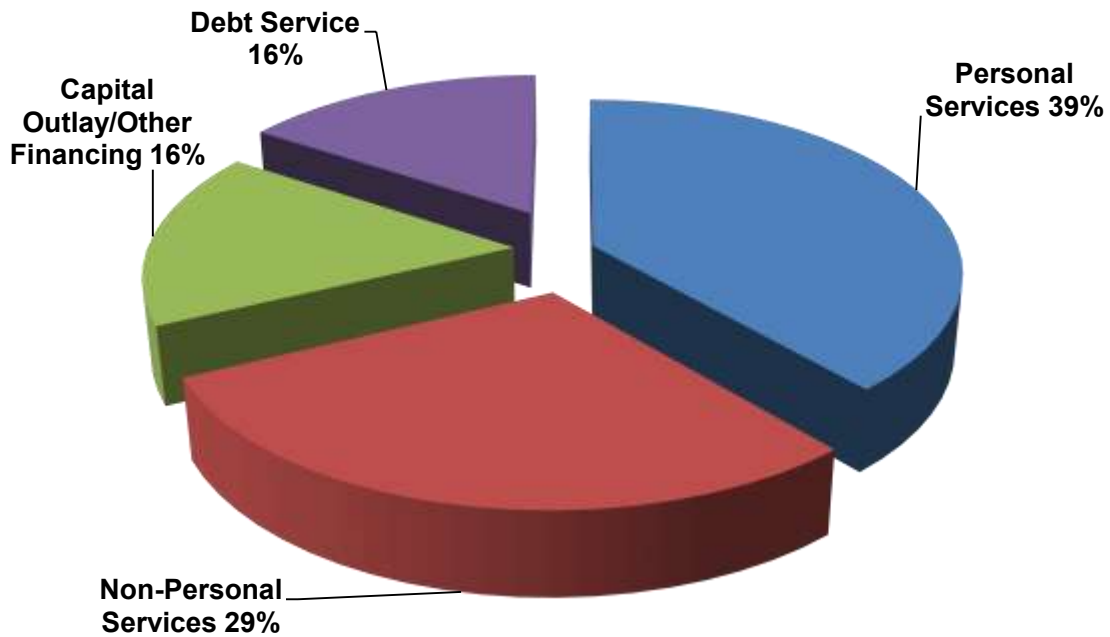
The chart on the following page depicts the breakdown of city expenditures and how the money is spent by program. Public Works and Public Safety represent the first and second largest areas of expenditure appropriations, accounting for 31 percent and 21 percent respectively of the total financial program in 2020.

### Where the Money Goes by Type of Program



The final chart below depicts appropriation by expenditure type (Line Item Category). Personal Services represents the largest portion of the total financial program at 39 percent.

### Where the Money Goes by Line Item Category



### FINANCIAL ASSESSMENT

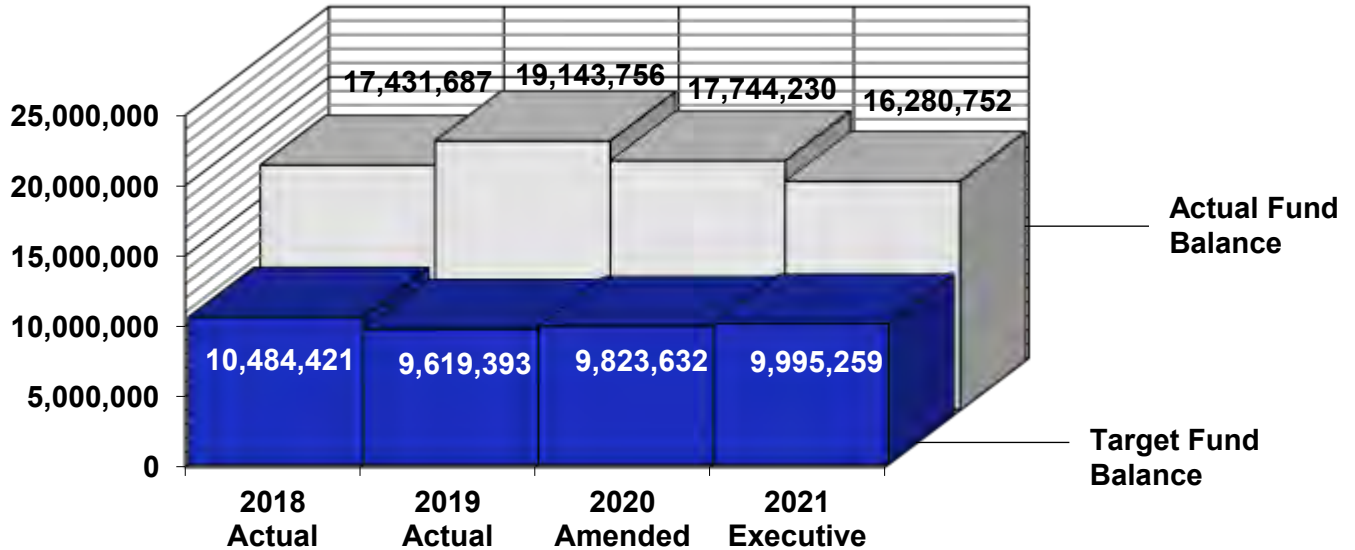
Sheboygan has developed and maintained a strong financial position through conservative financial management and adherence to sound fiscal analysis and policies. The 2021 Budget is no exception.

**Fund Balances**

One measure of a municipality’s financial strength is the level of fund balances. All of the City’s six fund categories have a positive fund balance for 2021. The 2021 Budget identifies the use of \$6,524,192 in fund balance.

The following chart depicts a comparison of the 2018 – 2021 General Fund’s (uncommitted) target and actual fund balances. The City’s fund balance policy is to maintain not less than 25 percent (target fund balance). For the 2021 Budget, the projected end of 2021 uncommitted fund balance of \$16,280,752 will be 41 percent of the proposed 2021 expenditure level.

**General Fund Balance (Uncommitted) by Actual and Target Amounts**



**Debt Management**

In addition to the management of existing debt and associated reserves, the city also forecasts future debt within a framework of policies priorities and financial capacity. Current and anticipated capital improvement objectives, available operating revenue, and tax base fluctuations are all evaluated on an ongoing basis to estimate the extent to which the City may issue additional tax-supported debt. This active debt management aids in the development of a sustainable debt portfolio and is a key financial practice contributing to the maintenance of the City’s favorable bond rating. The City’s overall General Obligation debt as a percentage of the statutory limit is 36.01 percent for 2021 (in comparison to the City’s goal to not exceed 60 percent).

As of December 31	Net Debt Outstanding	Ratio of Net Debt to Debt Capacity
2018	\$ 44,854,631	31.90%
2019	\$ 49,104,678	33.60%
2020	\$ 60,589,724	33.09%
2021	\$ 59,383,813	36.01%

Of the 33.09 percent of (existing) 2020 legal debt used, 56.15% of this debt is non-TID related.

## **Bond Rating**

The City's 2020 bond rating is further evidence of its financial strength. Sheboygan's general obligation bonds are currently rated Aa2 by Moody's Investors Service. Having solid financial policies and prudent financial management practices are principle reasons for this excellent bond rating. This "strong" rating translates directly into lower interest rates on the City's debt.

## **LOCAL ECONOMY AND DEVELOPMENT ACTIVITY**

Prior to the Coronavirus Pandemic of 2020, the City's moderate economic growth had contributed to the community's low unemployment rate of 2.8 percent (March 2020), which was comparable to Wisconsin's 3.4 percentage rate, and lower than the United States' 3.5 percentage rate. The Coronavirus Pandemic caused the community's unemployment rate to increase to 13.9 percent in March 2020. The local unemployment rate in August 2020 decreased to 6.2 percent, which is on par with the Wisconsin's 6.2 percent (August 2020), and significantly lower than the United States' 8.4 (August 2020). This low unemployment rate is accomplished by a solid manufacturing base. Sheboygan County has the third highest concentration of manufacturing jobs (per capita) in the nation.

The City of Sheboygan is located on the west shore of Lake Michigan and is substantially surrounded by the developed areas of the Towns of Wilson and Sheboygan and the Village of Kohler. As such, the City has limited opportunities for geographic expansion. The City continues to promote redevelopment of older sections of the community into higher density uses.

Strong multi-family development investment endures in Sheboygan. In 2021, construction continues on the largest multi-family housing development in the City's history; the Oscar. The Oscar is a 200-unit workforce housing project located on the former VanDerVart Concrete Products property, valued at \$47 million. The City created Tax Incremental District 20 to assist with the funding for the project. This development project includes a new Kwik Trip store valued at \$2,500,000, along with an additional development site for a future project. Upon completion, this once blighted property located in the center of Sheboygan will represent a \$52 million investment in the community. Three additional multifamily projects; Badger State Lofts, a mixed-use project including apartments – approximately \$6 million in taxable value, with \$30 million total valuation, South Pier condominiums (Phase 1) – \$6 million valuation and Kingsbury Village Apartments - \$6 million valuation are all obtaining occupancies in the fall 2020.

Regarding new home construction in 2020, the City experienced another year of limited single family construction. However the Common Council recently approved a new 134 lot single-family development located on the City's southwest side called Stonebrook Crossing. Construction of roadways within Stonebrook Crossing is scheduled to begin in fall 2020.

Several development projects which commenced in 2020, are anticipated to conclude in 2021; 5,300 square foot behavioral health Community Based Residential Facility and two substance abuse treatment centers valued at \$2.6 million. Rogers Behavioral Health facility, valued at \$4 million, includes a 10,000 square foot outpatient clinic equipped to treat up to 12 juvenile and 28 adult patients suffering from mental health conditions. Trattoria Stefano, Inc, a local restaurant group, is constructing a small specialty grocery store situated in the downtown Sheboygan area for \$1.7 million. To support our businesses during the pandemic, the City created a Small Business Assistance Program. This newly created program has provided approximately 20 deferred loans to microenterprise businesses valued at \$230,000 to date.

Another new hotel is under construction on the City's south side, Hampton Inn. This 108 room hotel is valued at \$6 million. A Sheboygan-based insurance company, Acuity Insurance, commenced construction of a 715-space parking structure and 41,000 square foot recreation center for employees - \$20 million valuation. This project is scheduled to conclude in 2021.

In 2019, the City completed the construction of the municipal-owned SouthPointe Enterprise Campus. This 150 acre business park is located on the southwest side of the City, adjacent to Interstate 43. City officials are currently negotiating the sale of the property to new businesses to locate in this center.

The City and the Sheboygan Economic Development Corporation Foundation applied for a \$4.75 million grant through the Economic Development Administration (EDA) CARES Act. These funds will be used for construction of an innovation and entrepreneurship center along Indiana Avenue corridor to foster new business and innovation growth for the entire county.

## **CONCLUSION**

The 2021 Budget is committed to advancing the City's Strategic Plan and its 2021 Action Items.

Consistent with the City's effort to be transparent, Sheboygan will continue to provide quarterly financial information including revenue and expenditures. In addition to financial information, the City also presents key departmental and fund benchmarks.

The 2021 Executive Budget is the second Sheboygan budget document created from a budget software module which directly utilizes information from Munis, the City's enterprise resource planning (ERP) software. With the new electronic enhancements, this 2021 Annual Program Budget maintains consistency with the City's Strategic Plan's focus area regarding Governing and Fiscal Management.

I want to thank all of the City's Management Team and their support staff for their contributions in developing the 2021 Executive Budget.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Todd Wolf', with a large, stylized flourish extending from the end of the signature.

Todd Wolf  
City Administrator



	Adopted 2020	Executive 2021	CHANGE \$	%
Governmental Funds Expenses:				
General Fund Expenses	\$39,294,527	\$39,981,035	\$686,508	1.75%
<b>Levy Required</b>	\$16,609,115	\$17,309,115	\$700,000	4.21%
Special Revenue Funds Expenses	\$11,264,142	\$10,477,415	(\$786,727)	(6.98%)
<b>Levy Required</b>	\$2,533,314	\$2,583,980	\$50,666	2.00%
Debt Service Funds Expenses	\$8,862,198	\$19,368,579	\$10,506,381	118.55%
<b>Levy Required</b>	\$3,541,758	\$3,840,801	\$299,043	8.44%
Capital Improvement Funds Expenses	\$13,239,378	\$13,208,980	(\$30,398)	(0.23%)
<b>Levy Required</b>	\$892,025	\$812,000	(\$80,025)	(8.97%)
Fiduciary Fund Expenses	\$166,000	\$16,000	(\$150,000)	(90.36%)
<b>Levy Required</b>	\$0	\$0	\$0	(8.97%)
Proprietary Funds Expenses**	\$36,753,631	\$35,217,694	(\$1,535,937)	(4.18%)
<b>Levy Required</b>	\$516,662	\$475,946	(\$40,716)	(7.88%)
<b>Total Expense</b>	\$109,579,876	\$118,269,703	\$8,689,827	7.93%
<b>Total Tax Levy</b>	<b>\$24,092,874</b>	<b>\$25,021,842</b>	\$928,968	3.86%
Non-TID Property Tax Base				
Equalized	\$2,724,220,600	\$3,074,483,600	\$350,263,000	12.86%
<b>Equalized Tax Rate*</b>	<b>\$8.844</b>	<b>\$8.139</b>	(\$0.71)	(7.98%)
Equalized/Assessed Ratio	88.07%	79.86%		(8.21%)
<b>Assessed Tax Rate*</b>	<b>\$10.042</b>	<b>\$10.192</b>	\$0.15	1.49%

\*per \$1,000 property valuation

\*\*Includes Water Utility for informational purposes only. The Board of Water Commission has authority for review and approval.

## 2021 BUDGET SUMMARY

### GOVERNMENTAL FUNDS

	General Fund	Special Revenue	Debt Service	Capital Improvement	Fiduciary Funds	Proprietary Funds
<b>Revenue</b>						
Taxes	\$18,791,155	\$3,806,480	\$9,387,912	\$1,557,000	\$0	\$475,946
Licenses and Permits	\$976,240	\$611,000	\$0	\$0	\$0	\$30,700
Intergovernmental Revenue	\$14,510,465	\$2,303,031	\$88,487	\$2,150,296	\$0	\$4,996,041
Intergovernmental Charges for Services	\$263,160	\$0	\$0	\$0	\$0	\$9,022,496
Charges for Services	\$1,554,757	\$2,167,340	\$0	\$0	\$9,400	\$21,196,988
Fines and Forfeitures	\$261,000	\$700,000	\$0	\$0	\$0	\$2,500
Miscellaneous Revenue	\$451,856	\$375,674	\$808,087	\$216,648	\$44,700	\$1,025,950
Other Financing Sources	\$1,708,924	\$230,000	\$1,038,054	\$10,700,438	\$0	\$282,787
<b>Total Revenue</b>	<b>\$38,517,557</b>	<b>\$10,193,525</b>	<b>\$11,322,540</b>	<b>\$14,624,382</b>	<b>\$54,100</b>	<b>\$37,033,408</b>
<b>Expenditures</b>						
General Government	\$4,022,232	\$1,316,336	\$638,546	\$0	\$0	\$9,726,927
Public Safety	\$22,485,763	\$896,515	\$0	\$1,188,000	\$0	\$0
Public Works	\$9,342,010	\$1,036,746	\$0	\$8,649,300	\$0	\$18,045,206
Health and Human Services	\$207,298	\$0	\$0	\$0	\$1,000	\$0
Culture and Recreation	\$3,008,271	\$4,012,866	\$0	\$1,581,278	\$0	\$3,021
Conservation and Development	\$377,430	\$1,229,025	\$0	\$1,512,402	\$0	\$8,266
Transfers and other expenses	\$538,030	\$1,985,927	\$18,730,033	\$278,000	\$15,000	\$7,434,274
<b>Total Expenditures</b>	<b>\$39,981,035</b>	<b>\$10,477,415</b>	<b>\$19,368,579</b>	<b>\$13,208,980</b>	<b>\$16,000</b>	<b>\$35,217,694</b>
<b>Excess of revenues over (under) expenditures</b>	<b>-\$1,463,478</b>	<b>-\$283,890</b>	<b>-\$8,046,039</b>	<b>\$1,415,402</b>	<b>\$38,100</b>	<b>\$1,815,714</b>
<b>Fund Balance, January 1</b>	<b>\$20,175,775</b>	<b>\$2,725,364</b>	<b>\$24,216,592</b>	<b>\$4,232,837</b>	<b>\$991,534</b>	<b>\$0</b>
<b>Fund Balance, December 31</b>	<b>\$18,712,297</b>	<b>\$2,441,474</b>	<b>\$16,170,552</b>	<b>\$5,648,238</b>	<b>\$1,029,634</b>	<b>\$0</b>
<b>Net Position, January 1</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$97,994,847</b>
<b>Net Position, December 31</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$99,810,561</b>
<b>Net Property Tax Required</b>	<b>\$17,309,115</b>	<b>\$2,583,980</b>	<b>\$3,840,801</b>	<b>\$812,000</b>	<b>\$0</b>	<b>\$475,946</b>

Assessed Valuation

ASSESSED TAX RATE

Equalized Valuation\*

EQUALIZED TAX RATE

\*Valuation does not include Tax Incremental District Valuation

## BUDGET SUMMARY

2021 Executive	2020 Estimated	2019 Actual	2018 Actual	
\$34,018,493	\$31,886,221	\$31,522,120	\$30,561,851	Revenue
\$1,617,940	\$1,651,143	\$2,222,315	\$1,806,082	Taxes
\$24,048,320	\$23,127,655	\$23,158,063	\$20,793,432	Licenses and Permits
\$9,285,656	\$8,447,059	\$9,063,307	\$9,659,001	Intergovernmental Revenue
\$24,928,485	\$23,847,275	\$23,265,895	\$22,603,020	Intergovernmental Charges for Services
\$963,500	\$898,705	\$1,109,175	\$1,197,563	Charges for Services
\$2,922,915	\$4,201,293	\$9,706,196	\$5,612,812	Fines and Forfeitures
\$13,960,203	\$20,763,088	\$20,654,263	\$43,581,151	Miscellaneous Revenue
\$111,745,512	\$114,822,439	\$120,701,334	\$135,814,911	Other Financing Sources
				Total Revenue
\$15,704,041	\$14,169,653	\$17,469,878	\$20,803,862	Expenditures
\$24,570,279	\$24,050,804	\$22,518,084	\$24,471,918	General Government
\$37,073,263	\$33,809,326	\$30,610,396	\$30,465,718	Public Safety
\$208,298	\$205,331	\$197,733	\$205,785	Public Works
\$8,605,436	\$9,299,802	\$7,475,790	\$7,102,525	Health and Human Services
\$3,127,123	\$7,313,817	\$3,755,668	\$16,223,927	Culture and Recreation
\$28,981,265	\$19,647,725	\$36,626,007	\$23,842,251	Conservation and Development
\$118,269,704	\$108,496,458	\$118,653,556	\$123,115,987	Transfers and other expenses
				Total Expenditures
-\$6,524,192	\$6,325,981	\$2,047,778	\$12,698,924	Excess of revenues over (under) expenditures
\$52,342,102	\$53,308,769	\$53,414,089	\$42,751,108	Fund Balance, January 1
\$45,817,910	\$52,342,102	\$47,263,596	\$53,328,001	Fund Balance, December 31
\$97,994,847	\$96,747,371	\$88,549,101	\$85,924,256	Net Position, January 1
\$99,810,561	\$97,994,847	\$96,747,371	\$88,046,288	Net Position, December 31
\$25,021,842	\$24,092,874	\$23,770,487	\$23,324,477	Net Property Tax Required
\$2,479,124,160	\$2,574,367,710	\$2,398,553,954	\$2,523,820,400	Assessed Valuation
10.1920	10.0420	9.9100	9.7413	ASSESSED TAX RATE
\$3,074,483,600	\$2,724,220,600	\$2,650,921,700	\$2,488,723,200	Equalized Valuation*
8.139	8.844	8.967	9.372	EQUALIZED TAX RATE



# STRATEGIC PLAN

## INTRODUCTION

The City of Sheboygan is committed to its 2015 mission statement,

*"The City is dedicated to providing residents, the business community and visitors with fiscally-responsible municipal services in an effective and responsive manner to meet the needs of our diverse community"*

and its vision statement,

*"The City of Sheboygan will be a family oriented and prosperous community with a wide-variety of housing, business, cultural and recreational opportunities in safe and attractive neighborhoods."*

To accomplish these statements, the City conducted strategic planning in 2016. The strategic planning process involved the public, elected officials and city staff. In addition to a community survey, a retreat by the Common Council and the City's management team was held. The planning process resulted in the following:

- Identified six goals that will enable the City to move forward in accomplishing its mission statement;
- Determined how it will respond to these goals through development of key strategies and related objectives;
- Developed 2017 and 2018 action items to address the most critical issues facing the community. These action items were revised and added for 2019 and 2020;
- Identified critical measures to use as a "scorecard" in measuring results; and
- Sought to improve city residents' confidence and trust that their city leaders are working on the issues that residents believe are key to improving the quality of their lives.

## STRATEGIC PRIORITIES

Based on data analysis and elected officials, city staff and community input, the City has developed six focus areas. These focus areas (and their goal statements) serve as the foundation for the Strategic Plan.

- |  |   |
|--|---|
| <b>1. Quality of Life</b>                      | <b>4. Neighborhood Revitalization</b>     |
| <b>2. Infrastructure and Public Facilities</b> | <b>5. Governing and Fiscal Management</b> |
| <b>3. Economic Development</b>                 | <b>6. Communication</b>                   |

In summer 2016, the city conducted its first annual community survey to rate resident satisfaction with some of the City's goals, key strategies and related objectives. The community survey continues annually. The following table is a sampling of the 2019 survey results which relate to the Strategic Plan's objectives:

<b>Provide comprehensive, timely and accurate information</b>	<b>Improve the overall performance of the city, focusing on economic and business development</b>	<b>Continue to improve the quality of life</b>	<b>Crime reduction in our neighborhoods</b>
Keeping citizen informed with a rating of Good or Excellent 56%	Overall performance of the city rated as Good or Excellent 71%	Overall Quality of Life rated Good or Excellent 87%	Police Department services with rating of Good or Excellent 86%
City website as useful source of information 62%	Attracting and keeping businesses in Sheboygan is rated as Important or Very Important 82%	Overall direction the city is headed with a rating of Steady or Improving 78%	Support for the neighborhoods in Sheboygan rated as Important or Very Important 92%

### **STRATEGIC INITIATIVES**

The series of tables that follow provide examples of several City's Focus Areas, Goals, Key Strategies, and some of the 2020 Budgeted Programs, Services or Capital Improvements Projects that support these initiatives and priorities.

<b>Focus Area - Quality of Life</b>		
<b>Goal</b>	<b>Key Strategies</b>	<b>Budgeted Programs, Services or Capital Projects</b>
Provide citizens with a safe and secure community which invests in outstanding recreation, libraries, and open spaces maximizing the natural environment, which delivers transportation choices, elevates culture, arts, education, and ensures solutions that are sustainable and environmentally responsible.	Refurbish, maintain, develop, and/or expand public use places and spaces.	Improve local parks including ADA accessibility updates, completion of Moose Park playground construction - \$25,000, Roosevelt Park tennis court resurfacing - \$90,000, Evergreen Park Bridge construction - \$180,000.
	Support and enhance programming and activities that encourage increased guardianship and crime reduction in our neighborhoods.	Allocate Community Block Grant funds to non-profit public service entities - \$162,000.  Continue focus on the use and expansion of neighborhood associations to strengthen and empower residents to improve the community.  Continue funding of north and south side neighborhood beat officer positions - \$121,434.

<b>Focus Area – Infrastructure and Public Facilities</b>		
<b>Goal</b>	<b>Key Strategies</b>	<b>Budgeted Programs, Services or Capital Projects</b>
Improve the quality of life by effectively developing, maintaining and improving the infrastructure, natural resources and community services.	Provide quality infrastructure that conveys safe, efficient delivery of essential goods and services.	<p>Continue focus on city street resurfacing projects, including Superior Avenue - \$5,629,000.</p> <p>Begin design phase for “Smart City” traffic light coordination project for construction in 2021 for Taylor Drive, 14<sup>th</sup> Street and Kohler Memorial Drive / Erie Avenue - \$399,400.</p> <p>Renovate the former Van Der Vaart site and surrounding infrastructure in anticipation of future residential expansion - \$2,000,000.</p>
	Preserve and maintain city buildings and/or facilities in a manner that provides a safe environment for the facilities’ functions and occupants.	<p>Begin repairs to Fire Station 2 - \$317,644.</p> <p>Install ADA accessible walkways within local parks - \$25,000.</p> <p>Continue sanitary sewer maintenance and relining program - \$750,000.</p> <p>Invest in operational upgrades to the Wastewater Treatment Facility to extend the working lifetime of this regional facility - \$800,000.</p>

<b>Focus Area – Neighborhood Revitalization</b>		
<b>Goal</b>	<b>Key Strategies</b>	<b>Budgeted Programs, Services or Capital Projects</b>
Encourage reinvestment in the city’s housing stock and create solid neighborhoods with strong leadership and ensure quality new housing developments.	Preserve historic housing, neighborhood elements, safety, security and support initiatives that improve rental housing stock in the city.	<p>Continue to issue new façade and landscaping grants to qualifying applicants - \$712,964.</p> <p>Continue annual community partnership / volunteering events to provide light home repair, landscaping and clean-up services.</p>

<b>Focus Area – Economic Development</b>		
<b>Goal</b>	<b>Key Strategies</b>	<b>Budgeted Programs, Services or Capital Projects</b>
<p>Actively pursue economic and business development strategies to support a growing and sustainable economic base, ensuring the financial resources needed to improve the quality of life, fund services and provide diverse job opportunities for city residents.</p>	<p>Support existing manufacturing businesses and offer opportunities for attraction and expansion.</p>	<p>Contribute to Sheboygan County Economic Development Corporation - \$100,000.</p> <p>Continue development of the Innovation District by completing numerous infrastructure improvements including street improvements (\$3,500,000) and parking lot expansion (\$300,000) to leverage private sector development - \$30 million.</p> <p>Coordinate with Sheboygan County and Village of Kohler for the construction of infrastructure to support the future \$324 million Advocate Aurora medical center - \$500,000.</p>
	<p>Support implementation of the Sheboygan master plan including revitalization of commercial districts: Harbor Centre, Michigan Avenue, Indiana Avenue, Taylor Drive, and South Business Drive.</p>	<p>Continue expansion of Indiana Avenue corridor and trail project to further improve revitalization efforts - \$1,300,000.</p> <p>Install downtown LED street lighting upgrade - \$171,400.</p> <p>Offer low interest business loans with job creation commitment.</p> <p>Establish the design and construction of new wayfinding signage throughout the city to create a connected community - \$50,000.</p>

**Focus Area – Governing and Fiscal Management**

<b>Goal</b>	<b>Key Strategies</b>	<b>Budgeted Programs, Services or Capital Projects</b>
<p>Implement innovative and responsible policies and business practice to effectively manage its fiscal and human resources and maintain an outstanding quality of life for our citizens.</p>	<p>Develop efficient, transparent processes/systems to provide financial information and foster sustainability.</p>	<p>Create 2020 Annual Program Budget which complies with criteria of Government Finance Officers Association for the Distinguish Budget Presentation award.</p> <p>Create 2020 Comprehensive Annual Financial Report and Popular Annual Financial Report which complies with criteria of Government Finance Officers Association for award.</p> <p>Continue improvement on performance measurement throughout the year in an effort to receive the third ICMA Certificate of Distinction in Performance Management award.</p> <p>Utilize ClearGov to improve transparency and analysis of financial and benchmark information.</p>
	<p>Provide a safe, healthy, and supportive work environment valuing employee contribution to the community.</p>	<p>Maintain the robust employee wellness program to increase awareness of health and wellness issues and provide an interactive mechanism for employees to achieve their healthiest possible lifestyle.</p> <p>Continue to coordinate with Friends of Library and Friends of Senior Activities Center groups to leverage use of volunteers to supplement the core levels of service needed.</p> <p>Continue partnering and educational opportunities between various city departments and Sheboygan Area School District.</p>

Focus Area – Communication		
Goal	Key Strategies	Budgeted Programs, Services or Capital Projects
Ensure effective and consistent communication using new technologies, innovative approaches, and brand identity that ensure transparency and encourage dialogue amongst residents and governmental agencies.	Maximize the use of electronic communication to provide comprehensive, timely and accurate information.	<p>Continue to use of social media, (Facebook, Nextdoor, Twitter), email and text (Nixle) communication, and The Sheboygan Insider, an online community newsletter.</p> <p>Maintain transparency and improved communication to the community by continuing to provide information in the documents such as the Performance Scorecard, Certified Annual Financial Report, and Popular Annual Financial Report.</p> <p>Continue annual community survey.</p> <p>Manage GIS system to improve communication to residents relative to Public Works projects.</p>
	Inform citizens of news, services, programs and events with unique and compelling video productions.	<p>Continue live broadcasts of Common Council and Committee of the Whole meetings.</p> <p>Maintain collaborative relationships with the Sheboygan Area School District, Sheboygan County, and UW Green Bay, Sheboygan Campus.</p> <p>Create public service announcement of topics that are important to the city government and its residents.</p> <p>Utilize new audio-visual system in Council Chambers to improve quality and transmission of meeting recordings.</p>

In order to achieve the above strategies, the City has created core values which are a guide for all action and reflect what the City requires of its employees and expects from its elected officials. The following core values set the high standard of which the city government expects to be measured:

- Respect
- Accountability
- Teamwork
- Fiscal Responsibility
- Service
- Innovation

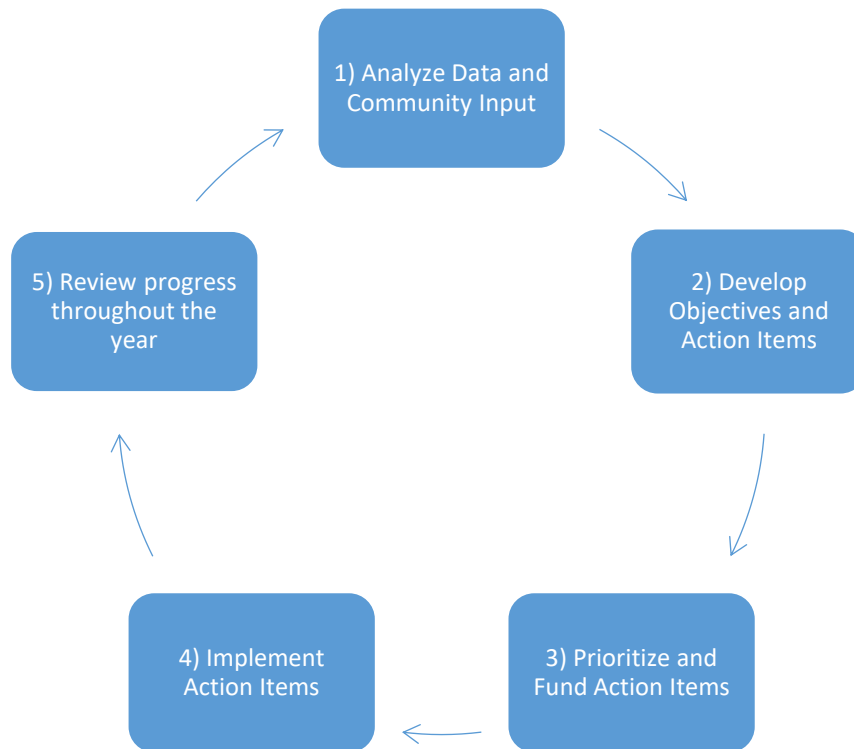
## PLANNING CYCLE

To further the City's planning process, the City utilizes data and input from elected officials, residents, and businesses to identify community needs and requirements. Once the community needs and requirements are confirmed, each department develops objectives and action items to address those needs. Those action items are then prioritized and incorporated into the annual budget process to be funded.

The resulting action items are annual revisited and refined based on resident-generated input through meetings and resident requests, etc. In addition, the City conducts an annual community survey, which is used to rate residents' satisfaction with current services.

In each subsequent year, the cycle will begin again with data analysis and community input (see Figure 1 below).

**Figure 1: Strategic Planning Cycle**



## STRATEGIC SCORECARD

With the goals and key strategies determined, the City has identifies objectives and related benchmarks (or critical measurements) to implement these strategic initiatives and to monitor progress throughout the year. Benchmarks are located in each program budget section.

Most of the budgetary objectives are represented with outcome measures (lag indicators) and performance drivers (lead indicators). Each measurement has a target goal, which was determined based on benchmarking of the City's historical data, and

the City's desired outcome. The measurements will represent the effectiveness of accomplishing the respective objective.

### **ACCOLADES\***

The City's ongoing commitment to its residents has been recognized by outside agencies and organizations through the presentation of various awards and certificates over the past five years, including the following:

1. Best Small Town in Every State: Sheboygan featured ([tripsavvy.com](http://tripsavvy.com), September 2020)
2. 20 Awesome Spring Break Getaways With Kids: Sheboygan ranked #2 ([tripsavvy.com](http://tripsavvy.com), February 2020)
3. Sheboygan among "Best of the Midwest: 10 places to go in 2020" ([Chicago Tribune](http://ChicagoTribune.com), January 2020)
4. SolSmart Bronze Designee: U.S. Department of Energy-Solar Technology (November 2019)
5. America's Most Unique Art Towns: Sheboygan ranked #7 ([cubesmart.com](http://cubesmart.com), July 2019)
6. Best Cities to Live in Wisconsin: Sheboygan ranked #10 ([chamberofcommerce.org](http://chamberofcommerce.org), June 2019)
7. Best Cities for Older Americans in Retirement: Sheboygan ranked #9, 24/7 Wall Street, April 2019.
8. Best Places for Millennials to Move: Sheboygan ranked #5 , [reviews.org](http://reviews.org), March, 2019
9. Best Small Cities for Business, [chamberofcommerce.org](http://chamberofcommerce.org), 2019
10. Government Finance Officers Association of the United States and Canada (GFOA) Award for Outstanding Achievement in Popular Annual Financial Reporting (2017 PAFR), [gfoa.org](http://gfoa.org), 2019
11. Government Finance Officers Association of the United States and Canada (GFOA) Certificate of Achievement for Excellence in Financial Reporting and Comprehensive Annual Financial Reporting for the Comprehensive Annual Financial Report (2017 CAFR) [gfoa.org](http://gfoa.org), 2019
12. Government Finance Officers Association of the United States and Canada (GFOA) Distinguished Budget Presentation Award, [gfoa.org](http://gfoa.org), 2018 and 2017
13. International City / County Management Association (ICMA) Certificate of Distinction in Performance Management, [icma.org](http://icma.org), 2019 and 2018
14. Number 2 – Top ten most Livable U.S communities – small community population size, AARP, 2018
15. Number 15 – Best Places to Retire – 30 Best Cities for Older Americans, USA Today, 2018
16. Number 6 – National Corporate Facility Project Development, WEDC.org, 2018
17. Number 6 – Leading Metropolitan Areas for Corporate Facility Investment with Population less than 200,000, [siteselection.com](http://siteselection.com), 2018
18. Number 23 – Safest Cities for Families, [securitychoice.com](http://securitychoice.com), 2018
19. Number 34 – Safest Cities to Retire, [securitychoice.com](http://securitychoice.com), 2018
20. Bronze level – Bicycle Friendly Community, The League of American Bicyclists, 2018 - 2022
21. Harbor Center Marina, Elite Fleet Boaters' Choice Award – [Marinas.com](http://Marinas.com), 2019, 2018
22. Number 1 – Cities with the Lowest Poverty Rate of 5.4%, [247wallst.com](http://247wallst.com), 2017
23. One of three AARP Age Friendly / Livable Communities in Wisconsin, 2017
24. Runner Friendly Community, Road Runners Club of America, August 2017
25. Engineering Excellence Award for UV Water Purification Process, American Council of Engineering Consultants, 2017
26. International City/County Management Association's Certificate of Achievement in Performance Management, ICMA, 2017
27. 30 Small Towns with the Best Festivals – Bratwurst Days, Top Value Reviews, 2017
28. Number 23 – America's 25 Most Affordable Housing Markets, [247wallst.com](http://247wallst.com), 2017
29. Top 10 ranking – Great Places to Live on Less than \$40,000, AARP, 2016
30. Top 10 ranking for Downtown Sheboygan – Most Walkable Neighborhoods in the Midwest for Mid-Sized Cities, Redfin, 2016
31. Number 9 – Top 10 Safest Metros in the Midwest, [lawstreetmedia.com](http://lawstreetmedia.com), 2015

\*For a complete list of accolades received by the City of Sheboygan, please visit our website, [www.sheboyganwi.gov](http://www.sheboyganwi.gov).