



Comprehensive Plan



City of Sheboygan

Comprehensive Plan



Adopted: _____

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Acknowledgments

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Introduction

Purpose of the Comprehensive Plan

This comprehensive plan for the City of Sheboygan is an important long-range planning and policy tool to assist with decision-making from 2026 through 2046. The purpose of this plan is to guide development by reflecting the community's shared vision and priorities for future growth.

The City of Sheboygan is obligated by statute to have a locally approved comprehensive plan. Wisconsin's Comprehensive Planning Law (Wis. Stats. 66.1001) requires every governmental jurisdiction that regulates the use of land through a land division ordinance, shoreland zoning ordinance, general purpose zoning ordinance, or official map to have an adopted comprehensive plan. As part of these requirements, a comprehensive plan must be updated every 10 years at a minimum.

Prior to the establishment of this document, the City of Sheboygan last adopted its comprehensive plan in 2011. Given existing statutory requirements, the City was ready for a plan update. However, the objective of this plan is intended to address more than state requirements. It is meant to ensure its policies guiding development and funding decisions align with the community's current goals and vision for growth.

Accordingly, this plan establishes updated policies to guide decision making in Sheboygan over the next 20 years and creates a fact base to support the documented policies, any future changes to ordinances, and other planning initiatives or efforts undertaken through 2046.

Planning Process

This plan was prepared by the Bay-Lake Regional Planning Commission (BLRPC), with the assistance and participation from the City of Sheboygan as well as its Plan Commission, and the citizens and stakeholders of Sheboygan. The process involved the following:

- A review of past and relevant planning efforts led by the City of Sheboygan or other regional entities. Efforts reviewed and considered included Sheboygan's previous comprehensive plan, .
- Discussions with City staff and City of Sheboygan Plan Commission. The Commission received updates about the comprehensive plan at several meetings and had the opportunity to ask questions and provide feedback on the draft plan components.
- Stakeholder engagement and public outreach.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.

The City of Sheboygan should continue to review this plan annually and update it every ten years, or when officials, the public, or stakeholders identify a pressing need. Completing updates will allow Sheboygan to integrate new ideas, developments, and outcomes not known at the time of this planning process.

Stakeholder Engagement and Public Outreach

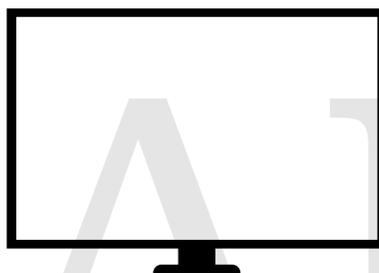
A comprehensive plan, while rooted in technical analysis, is also extensively based on the community's local values. To ensure that this document is a statement of the community's values, the City of Sheboygan solicited input from the public, stakeholders, Sheboygan's Plan Commission and elected officials, and City staff.

The project relied on a range of activities and efforts to access community input. The following summarizes the primary engagement and outreach activities.

- **Plan Commission / City Staff Meetings:**
- **Public Open Houses:**
- **Comment Period and Public Hearing:**

View the Comprehensive Plan Online

In order to allow the public instant access to this comprehensive plan, the Bay-Lake Regional Planning Commission established an ArcGIS Online Story Map. The Story Map is an interactive version of the City's plan that may be updated on an as needed basis. The ArcGIS Online Story Map for the City of Sheboygan Comprehensive Plan is accessible via the link below or by scanning the QR code using your mobile device.



City Profile

Population (2020)

49,929

Source: 2020, Decennial Census

Median Age

36.8 years

Source: American Community Survey
2023, 5-year estimates

Total Occupied Housing Units (Permanent Housing)

21,371 households

Source: American Community Survey
2023, 5-year estimates

Average Household Size

2.29 people per unit

Source: American Community Survey
2023, 5-year estimates

Median Household Income

\$62,953

Source: American Community Survey
2023, 5-year estimates

Median Earnings

\$45,670

Source: American Community Survey
2023, 5-year estimates

Civilian Labor Force

26,327

Source: American Community Survey
2023, 5-year estimates

R E S E R V E D

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 destinations in their own right.

City History

Officially chartered in 1853, it is believed that Sheboygan received its name from the Chippewa Indian word meaning “passage or waterway between the lakes”. Sheboygan grew rapidly after its founding with the addition of a mail route from Milwaukee. Furthermore, an increase in ships and schooners entering Sheboygan’s harbor also increased its population. Today, the City of Sheboygan is the “Spirit on The Lake”, a picturesque lakefront community with its two miles of sandy beaches, world-class sailing, and some of the best charter fishing on Lake Michigan. It’s historic downtown provides visitors and residents alike with exceptional shopping, dining, and entertainment experiences for all to enjoy.

Sheboygan is located in east central Sheboygan County, along the shores of Lake Michigan. The city covers roughly 16 square miles, or 10,240 acres. Interstate 43 runs north/south along the western side of the city, with STH 28 running north/south and STH 23 running east/west through the city.

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Population and Housing

Understanding Sheboygan's population and housing trends is essential for anticipating the city's future needs and guiding policy decisions. The size, makeup, and trajectory of the city's population directly affect housing demand, infrastructure needs, public services, and economic development. As Sheboygan experiences population shifts and changing household dynamics, ensuring the availability of diverse, affordable, and well-maintained housing options becomes a critical component of long-term community sustainability and quality of life. This section explores population trends, demographic changes, housing characteristics, and housing affordability conditions to inform future planning efforts.

- Population Trends
- Housing Inventory
- Housing Costs
- Affordability



Population Trends

In 2020, the population of the City of Sheboygan was 49,929. Since 2000, the City has maintained a stable population, only losing approximately 1.7 percent of its population between 2000 and 2020.

Exhibit 1: Population Trends, 2000 - 2020

	City of Sheboygan	Sheboygan County	Wisconsin
2000	50,801	112,646	5,363,675
2010	49,288	115,507	5,686,986
2020	49,929	118,034	5,893,718
Change 2000 to 2020			
Number	-872	5,388	530,043
Percent	-1.7%	4.8%	9.9%

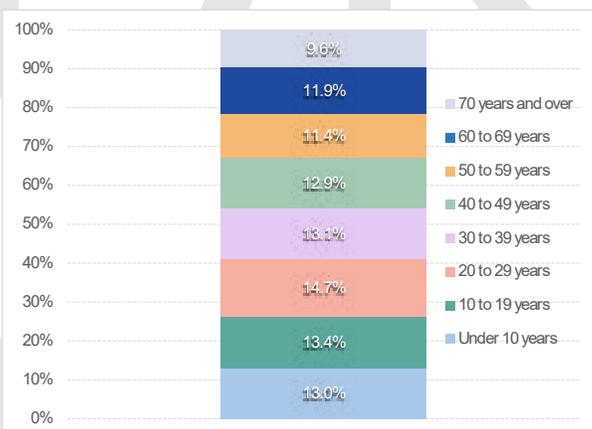
Source: US Census Bureau, Decennial Census (2000, 2010, 2020)

Population Distribution by Age

While Sheboygan’s population is aging overall, it is aging at a much slower rate compared to Sheboygan County and Wisconsin. The city’s median age increased from 35.5 in 2000 to an estimated 36.8 in 2023, which is five years younger than the county median and over three years younger than the state’s.

Aside from a modest increase in residents aged 20 to 29, most other age groups have declined slightly. Compositionally, the largest age group in Sheboygan is 20 to 29 (14.7 percent), while the smallest is those 70 and older (9.6 percent). These patterns suggest the city may retain younger adults more effectively than surrounding areas, even as its older population grows.

Exhibit 2: Population Distribution by Age Cohort



Source: US Census Bureau, ACS 5-year (2019-2023)

Exhibit 3: Average Age Trends

	City of Sheboygan	Sheboygan County	Wisconsin
2000	35.5	37	36.1
2010	36.2	40.3	38.5
2020	36.8	41.8	40.1
Change 2000 to 2023			
Number	1.3	4.8	4.0
Percent	3.7%	13%	11%

Source: US Census Bureau, Decennial Census (2000, 2010, 2020)

Population Distribution by Race

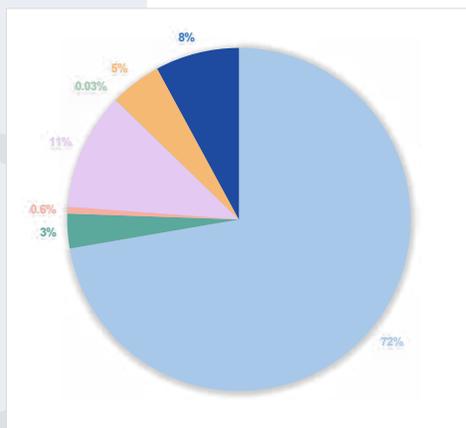
The City of Sheboygan has continued to diversify, reflecting broader demographic shifts seen across the state.

In 2010, over 82 percent of the city’s population identified as white but by 2020, that percentage dropped to 72 percent, along with a net population loss of 4,593. This group remains the largest racial demographic, but it is the only group to experience a population decrease over the last decade.

Meanwhile, all other racial groups grew in both raw numbers and proportional representation. The Asian population increased by over 1,000 residents, while residents identifying as two or more races nearly tripled and rose from 2.6 percent to five percent of the population. Black or African American residents grew from 885 people to 1,632 people, and those identifying as some other race also increased slightly.

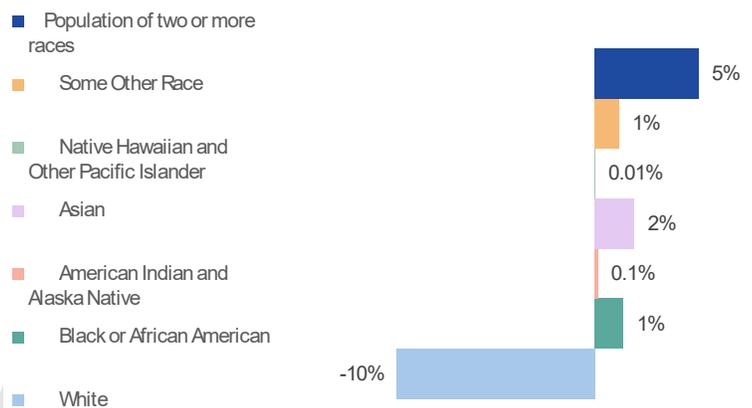
This growing diversity presents both opportunities and challenges for future planning efforts. A more racially and ethnically diverse population may shape evolving needs in areas like housing, education, community services, and civic engagement. It also raises important equity considerations, particularly around housing access and affordability, given existing disparities in homeownership and rental burden’s across racial lines in Sheboygan.

Exhibit 4: Race Composition



Source: US Census Bureau, ACS 5-year (2019-2023)

Exhibit 5: Race Composition Percentage Change



Source: US Census Bureau, Decennial Census (2010). US Census Bureau, ACS 5-year (2019-2023)

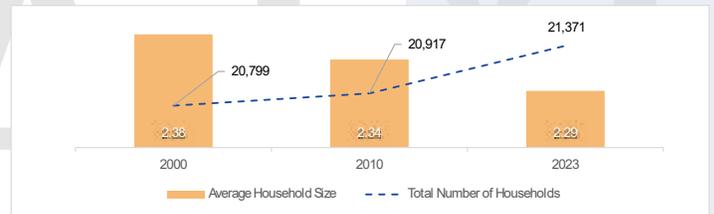
Housing Inventory

Sheboygan’s housing stock reflects its long development history, with a large share of homes built before 1950 and a continued dominance of single-family homes. At the same time, average household sizes are shrinking and the total number of households is rising, placing new demands on the existing housing supply. This section provides a snapshot of the city’s current housing inventory, including unit types, age, occupancy, and ownership trends, to assess how well the available housing meets present and future needs.

Since 2000, the total number of households in Sheboygan has increased from 20,799 to an estimated 21,371 in 2023. At the same time, the average household size has declined from 2.38 to 2.29 persons.

This trend reflects broader national patterns driven by more single-person households, aging in place, delayed marriage, and increased divorce rates. It also signals demand for smaller housing units. These trends are important to consider because more households mean greater demand for housing, utilities, and services, regardless of population growth.

Exhibit 6: Average Household Size and Total Number of Household Trends

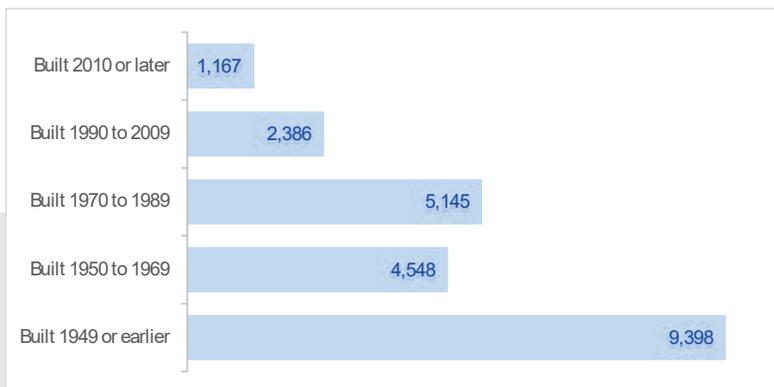


Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

Nearly 85 percent of Sheboygan’s housing units were built before 1990, and nearly half of all units were built before 1950. The aging housing stock raises potential concerns related to maintenance costs, energy efficiency, and accessibility, particularly for seniors and individuals with disabilities. Since 1990, the construction of new housing has slowed dramatically, with fewer than 108 new units added annually on average.

As housing demand evolves, especially with smaller households and an aging population, the predominance of older, potentially larger homes may not align with future needs.

Exhibit 7: Year Housing Units were Built

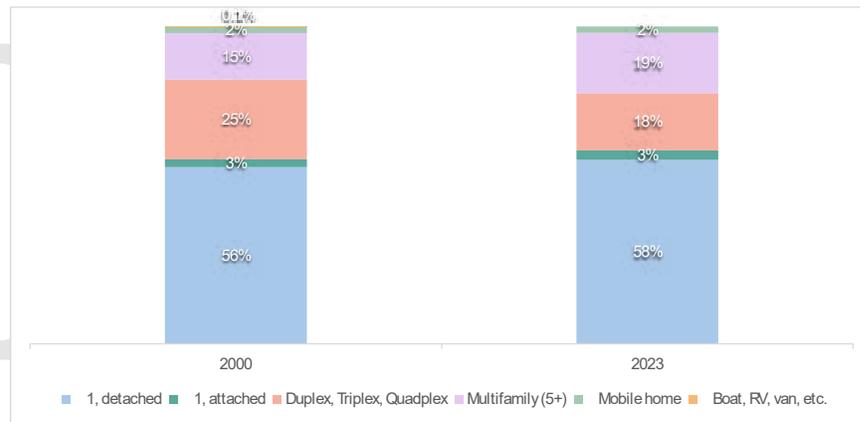


Source: US Census Bureau, ACS 5-year (2019-2023)

Single-family detached homes continue to dominate the local housing landscape, making up an estimated 58 percent of all housing units in 2023-- a slight increase from 56 percent in 2000. Multi-family units have increased by four percent, while duplexes, triplexes, and quadplexes declined by seven percent (Exhibit 8).

These shifts suggest a trend toward higher density housing, but the drop in smaller multi-unit buildings could indicate pressures that limit “missing middle” housing options. Encouraging a greater variety of housing types including townhomes and duplexes could help fill affordability and diversity gaps in the housing market.

Exhibit 8: Change in Housing Mix



Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023)

Tenure

The homeownership rate in Sheboygan has stayed relatively stable over the last twenty years, decreasing by one percent from 2000 in 2023. However, this rate is lower than both Sheboygan County and Wisconsin averages.

Populations much more likely to be renters than homeowners include Black or African Americans (82 percent), Hispanic or Latino Origin (68 percent), Some Other Race (66 percent), Two or more races (63 percent). Compared to white counterparts, together these groups are two times more likely to be renters.

Gender also plays a role in housing tenure. In Sheboygan, men are more likely to be homeowners than women. As of 2023, it was estimated that about 55 percent of men owned their homes compared to just 37 percent of women. Marital status further shapes tenure patterns, with married individuals exhibiting a much higher homeownership rate of 82 percent. These trends emphasize how personal and structural factors influence housing outcomes and point to the importance of inclusive housing policies that support broader access to homeownership, particularly for historically underrepresented groups.

Sheboygan

Owner Occupied: 60%
 Renter Occupied: 40%

Sheboygan County

Owner Occupied: 71%
 Renter Occupied: 29%

Wisconsin

Owner Occupied: 68%
 Renter Occupied: 32%

Vacancy

In 2023, it was estimated that Sheboygan had an overall housing vacancy rate of 5.6 percent, with a homeowner vacancy rate of 1.6 percent and a rental vacancy rate of 2.3 percent. While the total vacancy rate may appear healthy on its face, a closer look reveals a tighter-than-ideal rental market and limited owner-occupied turnover-- both of which contribute to affordability and access challenges.

Vacancy Rate: 5.6%

Homeowner Vacancy Rate: 1.6%

Rental Vacancy Rate: 2.3%

Based on planning best practices, the recommended combined vacancy rate for a balanced market is typically 5-10 percent. A healthy homeowner vacancy rate is between 1-3 percent, and the ideal rental vacancy rate is between 4-7 percent, allowing enough housing turnover and consumer choice without overbuilding.

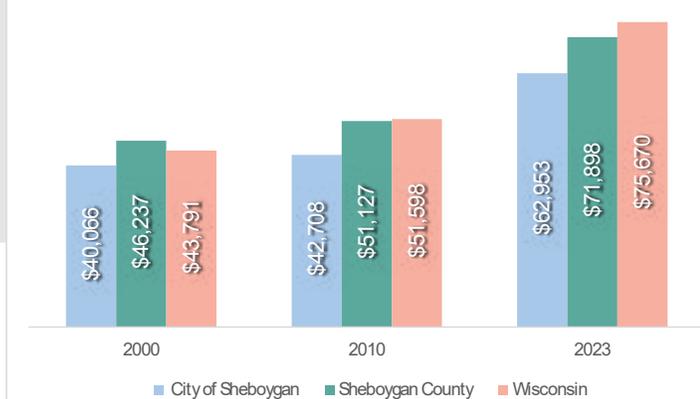
Sheboygan’s rental vacancy rate of just 2.3 percent falls well below the recommended threshold, signaling a constrained rental market with limited availability. This tightness contributes to increased competition for available units, upward pressure on rents, and fewer options for residents with lower and moderate incomes. Similarly, the 1.6 percent homeowner vacancy rate is within the recommended range but still suggests limited for-sale inventory, posing challenges for new buyers or households seeking to relocate within the city.

Housing Costs

The median household income in Sheboygan was estimated to be \$62,953, reflecting a 57 percent increase since 2000. However, this figure still trails behind Sheboygan County and the state of Wisconsin by nearly \$9,000 and \$13,000, respectively.

While local incomes have risen, the growing gap between city and regional incomes may contribute to affordability challenges, especially as housing costs rise at a faster rate.

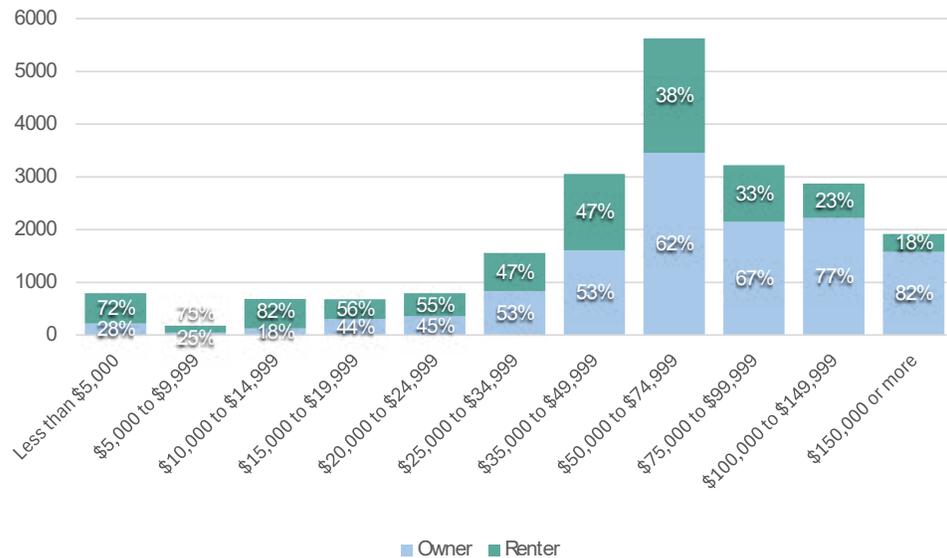
Exhibit 9: Change in Median Household Income



Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

When comparing household income by tenure, a noticeable disparity emerges between owner- and renter-occupied households in Sheboygan. Renters are disproportionately represented in the lower income brackets, particularly those earning less than \$35,000 annually. In contrast, homeowners are more prevalent in the higher income categories, particularly above \$75,000. This income gap reinforces housing affordability challenges, as renters typically have fewer financial resources to absorb rising housing costs. The divide also underscores broader economic disparities that may shape housing stability and access to homeownership.

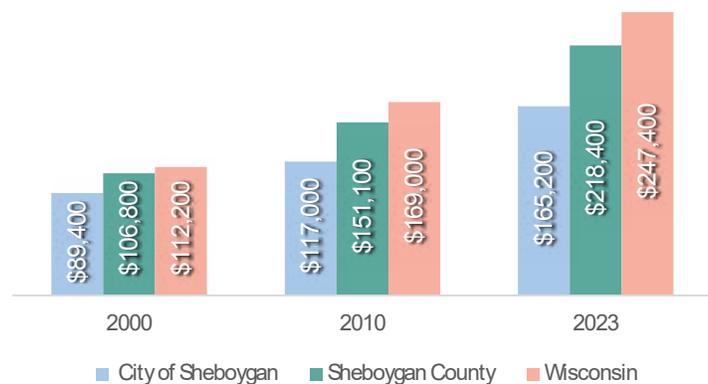
Exhibit 10: Median Household Income by Percentage of Homeowners and Renters



Source: US Census Bureau, ACS 5-year (2019-2023)

In 2023 it was estimated that the median home value in Sheboygan was \$165,200, up nearly \$76,000 (or 85 percent) from 2000. While this growth is consistent with statewide trends, Sheboygan’s home values remain lower and have increased slower than county and state averages.

Exhibit 11: Change in Median Home Value



Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)



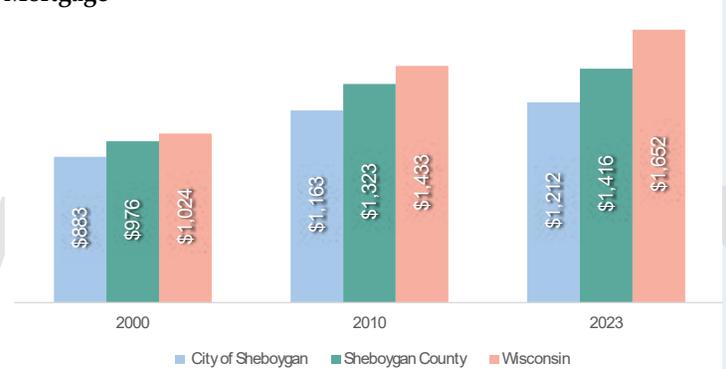
Median home sales have fluctuated but gradually increased since 2022 at local, county and state levels. Since January 2022, the median sale price has increased by \$64,000 or 38 percent. However, the median sale price in Sheboygan has increased at a slower rate and remains lower than county and state averages.

Exhibit 12: Change in Median Home Sales



Source: Redfin

Exhibit 13: Change in Median Monthly Housing Cost with Mortgage



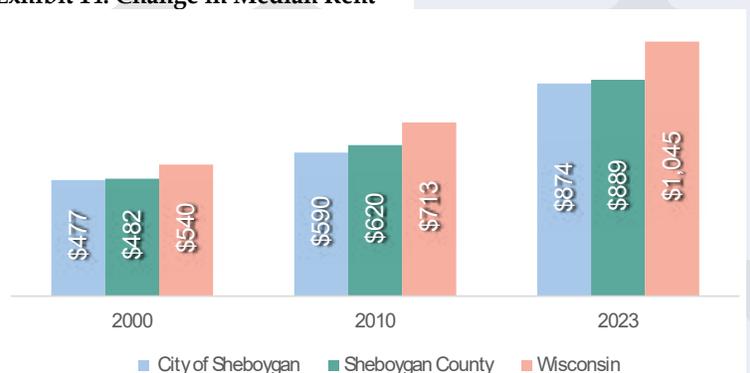
Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

With rising home prices have come rising mortgage costs, reflecting both increased home values and higher interest rates. The median monthly owner cost with a mortgage in Sheboygan has risen by 37 percent since 2000.

Rising mortgage rates and limited housing supply may further push monthly costs upward, particularly for first-time buyers who are already facing affordability barriers. These increases can significantly impact housing access, especially for households with incomes below the city’s median.

Rental costs have also increased in Sheboygan, with sharp growth in recent years reflecting shifts in demand and constrained rental supply. Since 2000, median gross rent has risen 83 percent, growing from \$477 to \$874. These rising costs may pose challenges for lower-income renters, especially as income gains have not kept pace. As rental prices climb, more households may face cost burdens or be priced out of market-rate options, further straining the need for affordable rental housing.

Exhibit 14: Change in Median Rent

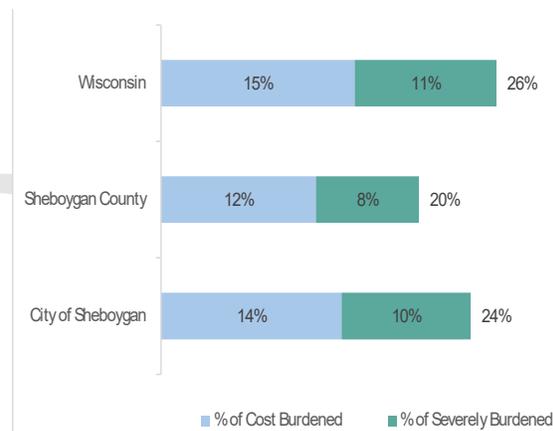


Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

Affordability

In 2023, about 24 percent of Sheboygan households were cost burdened or severely cost burdened, meaning they spent more than 30 percent of their income on housing. This rate is higher than that of Sheboygan County (20 percent) but remains slightly below the statewide average (26 percent).

Exhibit 15: Rates of Housing Cost Burden



Source: US Census Bureau, ACS 5-year (2019-2023)

When comparing renters to owners, renters are disproportionately impacted by unaffordable housing. Renters tend to earn less than homeowners, yet they have faced a steeper rise in housing costs. Since 2000, median rent has increased by 83 percent, while median mortgage costs have only increased by 37 percent. Over the same time, household income increased by 57 percent, indicating a growing mismatch between what households earn and what they must pay to secure housing.

Exhibit 16 highlights this affordability imbalance by illustrating how many households fall into specific income categories and what housing cost values are considered affordable for each. Notably, over one-third of all households in Sheboygan fall into the Extremely Low or Very Low income categories (below \$47,400 annually). These households can only afford monthly housing costs below \$1,185. The largest share of households (29 percent) are classified as Low Income, with affordable housing costs capped at \$1,896/month. Lastly, over 16 percent of households are in the High Income category, which can afford housing costs over \$3,060/month-- often the price point where new construction is targeted. This distribution reveals a clear affordability gap, particularly for households on the lower end of the income spectrum. Without intervention or targeted policies, many residents will continue to struggle to find housing that aligns with their income level.

Exhibit 16: Affordable Housing Characteristics, Sheboygan, 2023 Estimate

	Extremely Low	Very Low	Low	Middle	High
Income Range (Annual):	≤ \$32,150	\$32,151 - \$47,400	\$47,401 - \$75,859	\$75,851 - \$122,399	≥ Greater than \$122,400
Existing Households (#):	4,240	2,969	6,261	4,398	3,503
Existing Households (%):	20%	14%	29%	21%	16%
Affordable Housing Costs (Monthly):	≤ \$804	\$805 - \$1,185	\$1,186 - \$1,896	\$1,897 - \$3,060	≥ \$3,061

Source: US Census Bureau, ACS 5-year (2019-2023). U.S. Department of Housing and Urban Development, Median Family Income (MFI) for Sheboygan County, 2023.

Future Demand

Following the *Sheboygan Housing Study* completed in 2023, the city expects the number of households to grow to between 21,320 and 22,740 by 2032. Based on the conservative (0.1%) and optimistic (0.6%) compound annual growth rate's (CAGR) used in the study, by 2050 the number of households could increase to roughly 22,000 to 25,000.

Additionally, the study reports that based on census data, the preliminary five-year projection for all needed units is between 1,30 to 1,850. However, this number does not account for the lack of housing constructed in recent years. To account for this and additional factors, the study references the Demand Factors Table as seen below in Exhibit 17.

Exhibit 17: Sheboygan Housing Study - Demand Factors Table

	Low	High
New jobs in region*	1,500	2,000
New residents captured by Sheboygan (50%, 90%)	750	1,350
Natural Household Growth 2020 - 2032 (0.1%, 0.6%)	279	1,699
Pent up demand since 1990	1,683	1,683
Recommended vacancy	5%	10%
	2,848	5,205

More details on housing needs, demand forecasts, and recommendations can be found in the *Sheboygan Housing Study*.

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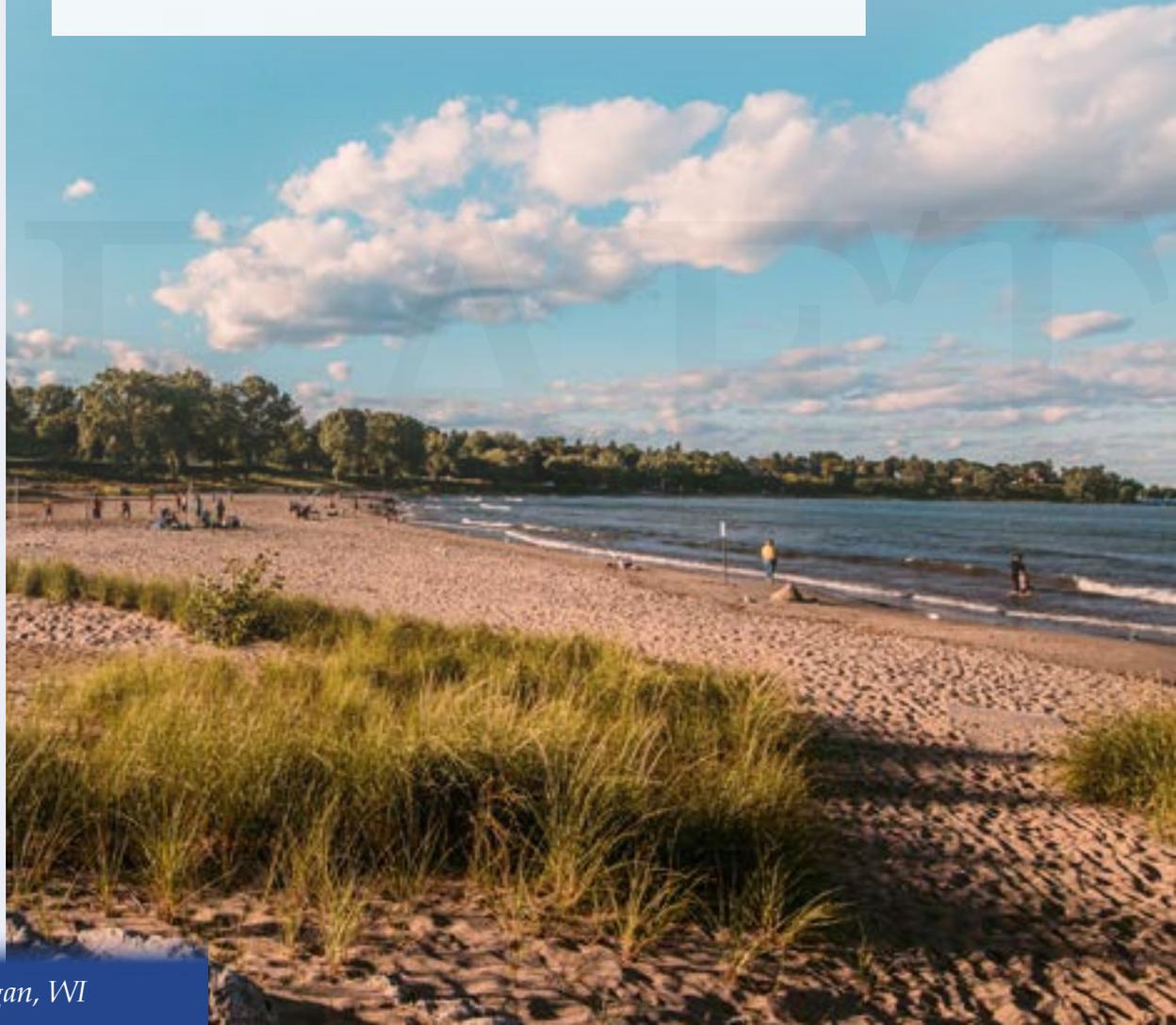
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Natural, Agricultural, and Cultural Resources

The following section provides an inventory of natural, agricultural, and cultural resources within the City of Sheboygan. Understanding these characteristics is critical, as natural systems, agricultural lands, and cultural assets serve as both opportunities and constraints for future growth. Protecting and thoughtfully managing these resources helps reduce environmental risk, preserve community character, and support long-term resilience.

- Geology
- Hydrology
- Environmental Corridors
- Agricultural Resources
- Historic and Cultural Resources



Geology

Topography

The City of Sheboygan sits along eight miles of the Lake Michigan shoreline. The area gradually rises from east to west, starting at about 580 feet above sea level along the coastline and reaching just over 700 feet in the city's western areas. The topography is predominantly level to gently sloping, with slopes under 6%, and only a few isolated spots featuring steeper grades. Sheboygan's geological foundation consists of glacial deposits resting atop Niagara dolomite limestone. The most pronounced changes in elevation occur near waterways and the bluffs along the Lake Michigan shoreline.

Soil Characteristics

Two primary soil associations are present within the City of Sheboygan:

The first, the Mosel-Oakville-Hebron association, is predominant along the Lake Michigan shoreline, extending roughly one-half to two miles inland. These soils range from somewhat poorly drained to well drained and feature subsoils composed mainly of clay loam to sand, underlaid by medium and fine sand or layers of silt loam and silty clay loam. Within this association, Oakville loamy fine sand is the most common soil type in the city. It is well drained to moderately well drained, with very rapid permeability and naturally low fertility.

The second major soil association is the Kewaunee-Waymor-Manawa group. These soils vary from well drained to somewhat poorly drained soils and have subsoils primarily consisting of clay loam to clay, underlain by loam or silty clay loam glacial till. Kewaunee silt loam is the most prevalent soil type within this association in the city, characterized by slow runoff and moderately slow permeability.

Hydrology

Watersheds

The majority of the City of Sheboygan lies within the Sheboygan River Watershed. A portion of the city's south side-- specifically the area south of the Town of Wilson and east of the Interstate-- is drained by the Black River. The northern and northwestern parts of the city are drained by Sevenmile Creek, Silver Creek, and the Pigeon River. Areas of the city located near Lake Michigan drain directly into the lake through small drainage ways. Both the Pigeon River and Sheboygan River Watersheds were previously designated as priority watersheds, a designation based on factors such as the presence of unique species, their likelihood of responding well to non-point source pollution controls, and their sensitivity to phosphorus inputs.

Surface Waters

Rivers and Creeks

The Sheboygan River, Pigeon River, Black River, Willow Creek, and Fisherman's Creek are the primary streams within the City of Sheboygan.

Lake Michigan

Lake Michigan serves as the City of Sheboygan's most significant surface water resource, forming the city's eastern boundary and influencing local drainage, water quality, and shoreline ecosystems. Several areas of the city drain directly into the lake through tributaries and drainage ways, making its protection integral to stormwater management and non-point pollution control efforts. As a major freshwater system, Lake Michigan also supports habitat, recreation, and community identity.

Shoreline

Despite its value, the shoreline faces several environmental and structural challenges. Erosion, driven by fluctuating lake levels and increasingly intense storm events, continues to reduce beach areas and damage coastal infrastructure. Mitigation strategies such as breakwaters, seawalls, and beach nourishment are used, though they vary in cost and effectiveness. Water quality concern linked to urban runoff and agricultural sources further impact shoreline conditions, while invasive species like zebra mussels disrupt native ecosystems and contribute to long-term ecological stress.

Wetlands

Wetlands within the City of Sheboygan occur along streams, drainage ways, and in isolated low-lying areas. These wetlands have been identified and mapped by the Army Corps of Engineers and the Wisconsin Department of Natural Resources. Wetlands play a vital role in aquifer recharge, improving groundwater and surface water quality, and providing habitat for a range of wildlife species. State statute-authorized local zoning generally restricts development in these sensitive areas. Most of the city's wetlands are concentrated along the Sheboygan River, Pigeon River, Sevenmile Creek, and Black River corridors.

Ground Water

Groundwater resources are abundant, occurring within both shallow and deep aquifers. The shallow aquifer systems are likely interconnected with nearby surface water features, such as Silver Lake. Areas with granular soils are more vulnerable to contamination from surface and subsurface sources. In contrast, the city's deep aquifers generally provide higher-quality water and are considered significantly less susceptible to contamination.



Floodplains

Floodplains within the City of Sheboygan are located along the Sheboygan, Pigeon, and Black Rivers, as well as Fisherman's Creek and Black River Tributary No. 2. These areas have been identified and mapped by the Federal Insurance Administration for risk management purposes. The 100-year flood area, where there is a greater than 1% of flooding in any given year, is generally protected from development through state statute-authorized local zoning. The city has experienced major flood events, primarily in upstream drainage basins with high levels of impervious surface and relatively small drainage outlets, which increase runoff and flood risk.

Woodlands

While predominately urban, the City of Sheboygan has a few wooded areas, primarily located near the city boundaries. The woodland areas account for approximately percent of the existing land use.

Significant Natural Areas

Kohler-Andrae State Park

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



Environmental Corridors

Environmental corridors are continuous systems of open space that encompass environmentally sensitive lands, floodplains, wetlands, other natural resources requiring protection, and lands designated for recreation or open space use. In the City of Sheboygan, these corridors are primarily located along the Sheboygan and Pigeon Rivers, generally extending in an east-west direction across the city.

Map __: Environmental Corridors

D R E S E



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Agricultural Resources

Although there is limited traditional farmland within the city limits, agriculture continues to influence Sheboygan’s character and economy. The city is situated within a rich regional food system, with clusters of farms producing a wide variety of grains, fruits, and vegetables. Dairy and meat production and processing also represent significant regional industries and employers.

Agriculture plays an important role in the broader regional economy, and urban agriculture is increasingly recognized within the city itself. Connections between agriculture and tourism are evident, as visitors experience local flavors through restaurants, artisan shops, farmer markets, “pick-your-own” farms, and roadside stands.

Sheboygan County Farmland Preservation Plan

The *Sheboygan County Farmland Preservation Plan 2023*, guides both land use patterns and land use decisions to effectively address agricultural protection and development. Specific goals include: encourage and protect farming while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development, sustain the county’s agricultural heritage and economy, and have local units of government in Sheboygan County promote a healthy climate for agriculture.



Historic and Cultural Resources

Historical 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 protection 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 that create Wisconsin's distinct cultural landscape. As of September 2025/ According to the AHI, there are 1,770 historic sites and structures in the City of Sheboygan. Twenty-eight have been listed on the State and/or National historic registers, including those listed below

Buildings on the National Register of Historic Places

- "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
- 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
- Windway
- Washington Elementary School
- The Sheboygan Press
- Sheboygan Municipal Auditorium and Armory
- Selah Chamberlain Shipwreck (Bulk Carrier)
- Eliza Prange House
- Badger State Tanning Company
- Kletzien Mound Group (47-SB-61) at Sheboygan Indian Mound Park
- Sheboygan Montgomery Ward

Cultural Resources

John Michael Kohler Arts Center

Founded in 1967, The John Michael Kohler Arts Center (JMKAC) is a nationally recognized free contemporary art museum in Sheboygan whose mission is to generate a creative exchange between artists and the public.



Above & Beyond Children's Museum

Above & Beyond Children's Museum is located downtown Sheboygan and provides an environment that fosters exploration, imagination, and joy through immersive play.

Sheboygan County Historical Museum

Guided by their mission, "To Collect, Preserve, and Educate about our Local History," the Sheboygan County Museum offers a variety of temporary and long-term exhibitions, educational programs, public programming, and opportunities that bring history to life.

The Stefanie H. Weill Center for the Performing Arts

Located on North 8th Street, the historic Stefanie H. Weill Center hosts a variety of live performances, including music, comedy, variety acts, and movies.

Sheboygan Visual Artists

Founded in 2007, the Sheboygan Visual Arts (SVA) is a cooperative arts organization. SVA's mission is to empower visual artists through professional development and collaboration, create opportunities for the community to experience and enjoy visual arts, and promote member artists and their work. Along with exhibits, SVA hosts a variety of workshops and classes.

City Green

Located in the space between Mead Library and JMKAC, City Green is a unique arts and entertainment green space that was designed with the intention to encourage more community engagement and interaction. City Green is home to many regularly scheduled events such as the Levit Amp Concert Series, Family Nights, and Picnic on the Green.



Community Events and Activities

Notable, cultural events and activities that regularly occur in Sheboygan include:

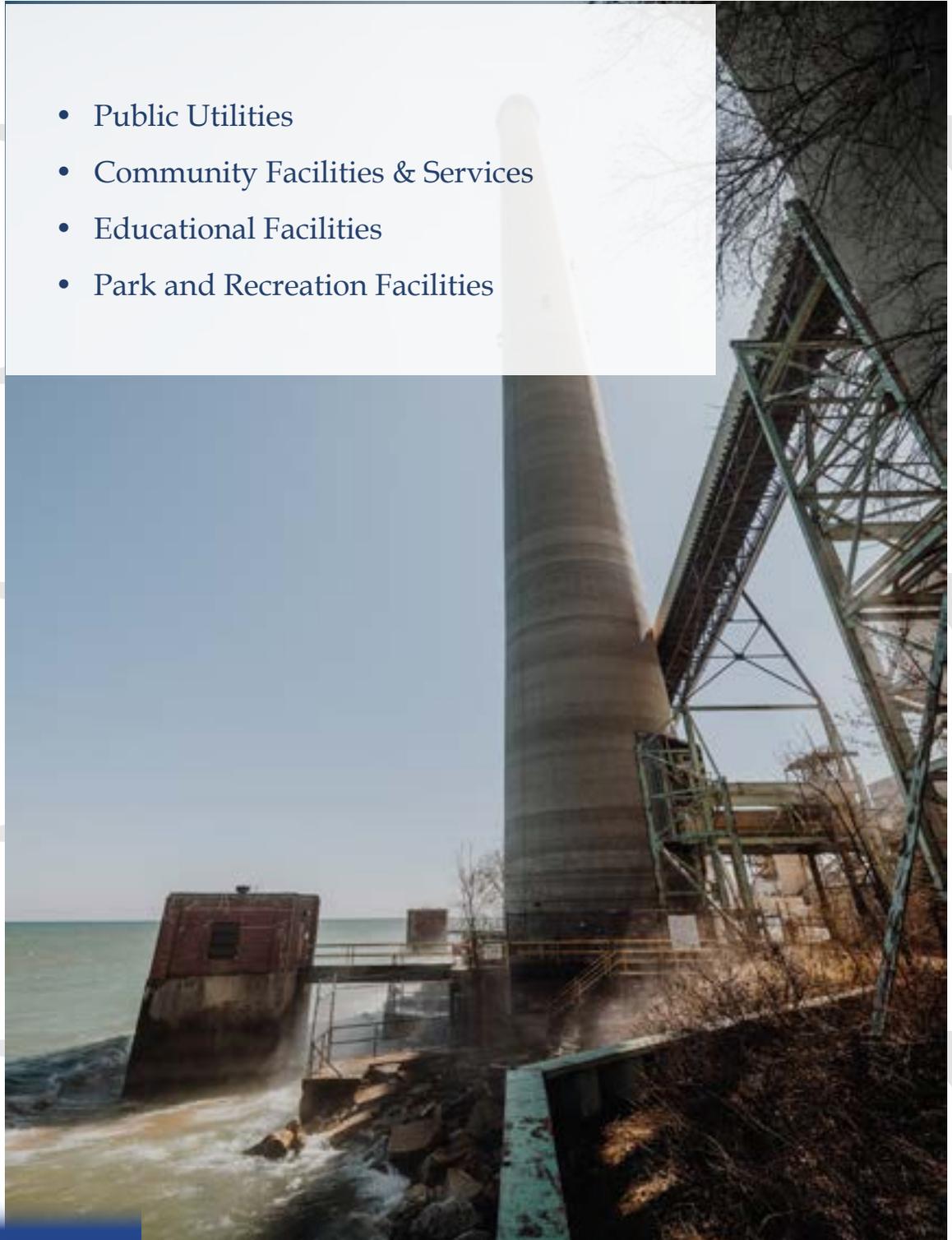
- Farmers Market
- Food Truck Mondays
- Greek Fest
- Fiesta Hispana
- Hmong New Year
- Midsummer Festival of Arts
- Brat Days
- River Fest



Utilities and Community Facilities

The following section provides an inventory of the public facilities in the City of Sheboygan. Reliable utilities and well-maintained community facilities are essential to public health and safety, economic development, and overall quality of life. Understanding current service conditions and capacities helps ensure that future development is supported efficiently and that infrastructure investments align with community needs.

- Public Utilities
- Community Facilities & Services
- Educational Facilities
- Park and Recreation Facilities



Public Utilities

Sanitary Sewer and Wastewater Treatment

The sanitary sewer in the City of Sheboygan is covered by the Sheboygan Urbanized Area Sewer Service Area (SSA). In addition to the City of Sheboygan, the SSA also serves the City of Sheboygan Falls, Village of Kohler, Town of Lima, Town of Sheboygan, Town of Sheboygan Falls, and the Town of Wilson. In total, the SSA serves over 68,000 residents. In rural areas not covered by the SSA, residents rely on On-site Wastewater Treatment, or septic systems.

The Sheboygan Regional Wastewater Treatment Facility (WWTF) is operated and maintained by the City of Sheboygan. The facility treats an average of 18 million gallons of wastewater a day, with the capacity of 58.6 million gallons.

After the WWTF processes the wastewater, the clean water is pumped into Lake Michigan and solids are dried, pelletized, and held in storage tank, managed by a third party who uses the biosolids as a fertilizer or soil conditioner.

R E S E R V E D

Stormwater Management

City of Sheboygan's Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Permit

The City of Sheboygan owns and operates a municipal separate storm sewer system that discharges into waters of the State. Runoff from rain events or snow melt, as well as fluids from spills or illicit connections, enter the system and can carry pollutants such as organic materials, suspended solids, metals, nutrients, bacteria, pesticides, fertilizer, and traces of toxic material.

The City's storm sewer discharges are regulated under a WPDES permit in accordance with s.283.33, Wis. State Statutes, and ch. NR 216, Wis. Administrative Code. These permit requirements are designed to protect and restore the chemical, physical, and biological integrity of the state's waters through pollution prevention and effective stormwater management of urban runoff.

Mini Storm Sewers

Established in 1994, the mini-storm sewer program was created to remove sump pump discharge from the sanitary sewer system and relieve backyard flooding.

Water Supply

The Sheboygan Water Utility provides water for the City of Sheboygan, Sheboygan Falls, and Kohler. Operating on a 4.6-acre site located on 72 Park Avenue, off the shore of Lake Michigan, the facility produces an average of 15 million gallons of water per day. Sheboygan Water Utility also maintains an extensive network of 205 miles of water mains, 3000 valves, 2000 fire hydrants, three booster stations, and six reservoir tanks.

Power Generation

Alliant Energy provides the City of Sheboygan with electric power at two stations in the city. The flagship station, 'Edgewater Generating Station', is located at 3739 Lakeshore Drive and is a coal fired electrical power station capable of producing 812 megawatts of power. In addition to the City of Sheboygan, the flagship station also provides power for Alliant Energy's Northeastern Wisconsin service area. Initially planned for retirement in 2022, Alliant Energy currently plans to convert the powerplant into a natural gas plant in 2028.

Renewable Energy

In December 2024, the City of Sheboygan was awarded a Silver designation from the national SolSmart program in recognition of its commitment to fostering the growth of affordable solar energy at the local level. As a SolSmart Silver designee, the City of Sheboygan has enhanced local knowledge and resources around solar energy including, training permitting and inspection staff on best practices for solar energy and solar-plus storage systems, clarifying zoning regulations to allow solar energy installations by-right in all major zones, streamlining the permitting process to reduce installation timelines and costs, and partnering with local stakeholders to promote solar awareness and education within the community.

In addition, Alliant Energy utilizes land at the Sheboygan Business Center for a 1-MW solar field. This project was developed by SunPeak and put into operation in 2022. The field includes over 3,000 panels that provide electricity to 177 homes.

Telecommunications and Internet

There are a variety of landline phone service options available to residents and businesses in Sheboygan, including AT&T and Spectrum. For cellular options, major carriers like AT&T, Verizon, and T-Mobile provide reliable 4 and 5G coverage throughout the city.

Additionally, several Internet Service Providers offer connectivity throughout the city. Top service providers include Spectrum, T-Mobile, and Earthlink.

Community Facilities and Services

Sheboygan County Facilities

As the county seat, numerous county facilities are located in the City of Sheboygan, including:

Sheboygan County Administration Building

The Sheboygan County Administration building is located at 508 New York Avenue and houses the county administrators office, the register of deeds, the county clerk

Sheboygan County Health and Human Services

Located at 101 North 8th Street, the Sheboygan County Health and Human Services Department provides information and assistance to persons facing economic crisis, health risks, challenges to child, family and community wellness, life changes associated with aging, and other needs.

Sheboygan County Courthouse

The Sheboygan County Clerk-Court is located at 615 North 6th Street and houses courtrooms and offices.

Law Enforcement Center

The Law Enforcement Center is located at 525 North 6th Street and houses the Sheboygan County Sheriff's Department, the Sheboygan County Jail, and the Sheboygan County Juvenile Detention.

City Hall

Sheboygan City Hall is located at 828 Center Avenue. The 1917 building was remodeled in 2018 to improve the functionality for the benefit of the public and city staff.



Sheboygan City Hall

Municipal Service Building

Located at 2026 New Jersey Avenue the Municipal Service Building is home to the Sheboygan Department of Public Works and the Residential Recycling Center.

Housing Authority

The Sheboygan Housing Authority, was created by the Sheboygan Common Council in 1967 under provisions of Wisconsin law. Since its creation, the Sheboygan Housing Authority has primarily acted as a developer, owner, and manager of apartments for people of low and moderate income. The housing authority currently manages four properties with a total of over 300 units ranging from 1 to 3 bedrooms.

Sheboygan Area Municipal Court

The Sheboygan Area Municipal Court serves the City of Sheboygan as well as the Village of Kohler, overseeing non-criminal traffic and ordinance violations. In addition, the building also houses the Public Safety Communications Center and the headquarters for the Sheboygan Police Department.

Protective Services

Sheboygan Police Department

Headquartered at 1315 North 23rd Street, inside the Sheboygan Area Municipal Court building, the Sheboygan Police Department provides XXX

Sheboygan Fire Department

The Sheboygan Fire Department is comprised of five stations and headquartered at its North/Central Station (Fire Station 3), located at 1326 North 25th Street. The additional fire stations include Downtown (Fire Station 1), South/Central (Fire Station 2), Northern (Fire Station 4), and Southern (Fire Station 5).

Emergency Medical Services (EMS)

The Sheboygan Fire Department operates three full time paramedic level ambulances out of three of its stations. The vehicles are strategically located to assure the fastest response times possible. A fourth vehicle is equipped and put in service as needed.

Cemeteries

There are ten cemeteries located within the City of Sheboygan. Wildwood Cemetery is available to all residents of the city and is maintained by the Department of Public Works.

Care Facilities

Healthcare Facilities

HSHS St. Nicholas Hospital is a full service hospital located at 3100 Superior Avenue. The hospital provides a number of specialty services including emergency care, cancer services, women's health, orthopedics, imaging and laboratory, and surgery.

Prevea operates six locations within the City of Sheboygan, including its partnership location at HSHS St. Nicholas. Services offered among the six facilities include urgent care, physical therapy, behavioral health, plastic surgery, and family medicine.

Additional providers offer services in the city, including but not limited to, Aurora Healthcare, Lakeshore Community Healthcare, and Vista Care.

The City of Sheboygan also has a variety of adult care facilities, including assisted living facilities, adult day cares, home health agencies.

Library

Located at 710 North 8th Street, the Mead Public Library is the sole library within the City of Sheboygan. The library was established in 1897 and has been in its 8th street location since 1974. The 80,000 square foot facility sees approximately 900,000 visits each year, and offers a catalog of physical and digital media such as (e-)books, audiobooks, CDs/DVDs, and video games; amenities including computers, notary, and printing; and various programs for all ages. Additionally, the library offers several rentable spaces well suited for meetings, classes, and other events.

Education Facilities

Sheboygan Area School District

The Sheboygan Area School District (SASD) serves the City of Sheboygan, as well as surrounding communities including the Village of Cleveland, and the Towns of Centerville, Mosel, Sheboygan, and Wilson. The district is made up of five high schools, five middle schools, twelve elementary schools, two 4K - 8 schools, and one 4K school. The SASD also maintains "4K Community Partnerships" with four additional 4K providers.

Private Education

There are ten private schools located in the City of Sheboygan that serve children in early childhood learning through high school.

Higher Education

Both the University of Wisconsin-Green Bay and Lakeshore College operate campuses within the City of Sheboygan.

UW-Green Bay, Sheboygan Campus is one of 13 colleges that make up the University of Wisconsin system. The Sheboygan Campus offers bachelor degrees in Business, Health Information Management Technology, Mechanical Engineering, Psychology, and Writing and Applied Arts (BFA). They also offer career enhancement opportunities including certificate programs, workshops, and credentialing programming.

Lakeshore College - Sheboygan Campus is located in the heart of Sheboygan at 1320 Niagara Avenue and offers Basic Skills and ELL educational services, with additional computer software classes.



Deland Park



North Point Park



Kiwanis Park

Park and Recreation Facilities

In the City of Sheboygan there are 715 acres of outdoor recreation area, which can be broken down into 325 acres of active recreation and 390 acres of low-impact recreation.

The City of Sheboygan maintains 44 municipal parks, nine of which are located along Lake Michigan. Sheboygan's parks serve different uses which are dependent on their size, location, and amenities offered.

The city categorizes its parks under the following classifications:

1. Mini-Parks

Also known as "Pocket Parks," these parks are meant to serve a smaller population and are typically very small in size.

2. Neighborhood Parks

Neighborhood Parks are intended to serve residents living within a quarter mile and are often accessed by walking and biking. They include amenities such as playgrounds, picnic tables and small shelters, portable restroom facilities, full or half-court basketball, tennis courts, green space, and softball/baseball diamonds.

3. Community Parks

Slightly larger than Neighborhood Parks, Community Parks serve to meet broader, community-level recreational needs. Community Parks include rentable park shelters, gazebos, picnic areas, tennis, volleyball, and basketball courts, baseball and soccer fields, dis-golf courses, restrooms, splash pads, playgrounds, and beaches.

4. Conservancy & Special Use Parks

Several local parks are also designated as "Conservancy" or "Special Use." Conservancy Parks focus on conserving unique and historical features, while Special Use Parks offer particular amenities including dog parks, fish cleaning stations, and boat landings.

5. Metropolitan Parks

Metropolitan Parks serve residents from across the city and may also attract visitors from farther away. Many of these parks include beach access or are popular due to events that happen on site.

6. Regional Park Preserves

These areas are classified as such due to their environmental significance and/or natural features. Regional Park Preserves also serve residents as well as attract out of town visitors. Their uses focus on more passive-based recreation such as nature walks and bird-watching.

Beyond municipal parks, there are 28 County, State, and School park facilities within the city. Additionally, there are several privately-owned recreational facilities including, but not limited to, the Sheboygan YMCA and the Riverdale Country Club.

For more details, see the City of Sheboygan's *2024 - 2028 Comprehensive Outdoor Recreation Plan*.

Map __: Community Facilities

R E S E R V E D

Map __: Schools

D R E S E



Economic Development

The following section analyzes labor force participation, educational attainment, commuting patterns, earnings, occupational trends, and industry composition. Together, these indicators provide insight into the city's role within the regional economy and help identify opportunities to strengthen employment stability, support workforce development, and align future growth with community goals.

- Socio-Economic Characteristics
- Economic Base
- Strengths, Weaknesses, Opportunities, and Threats



Socio-Economic Characteristics

Labor Force

As of 2023, an estimated 68 percent of residents (or 26,327 people) in the City of Sheboygan were part of the civilian labor force (i.e., persons 16 years of age or older who are employed or seeking employment). Of those part of the civilian labor force, 17,883 workers aged 16 to 64 worked full-time, year round.

The civilian labor force participation rate for the City of Sheboygan is higher than the average for the county and the state which are both 65 percent. Although the participation rates for the county and state have declined since 2000, the city's has remained stable.

Unemployment

The City of Sheboygan's unemployment rate was estimated to be 1.7 percent in 2023, comparable to both the county and state whose unemployment rates were 1.6 and 1.8 percent respectively. Since 2000, the city's unemployment rate has dropped by nearly one percent.

Education

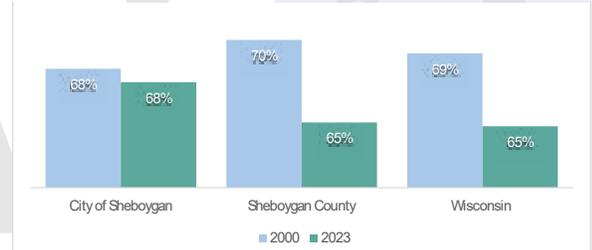
Twenty-three percent of the City of Sheboygan's population that is 25 years of age or older have a bachelors degree or higher. This is four percent lower than the county and 11 percent lower than the state. However, over one third of residents have some college or an associates degree, similar to both county and state averages.

Commuting Patterns

In 2023, it was estimated that 25,177 people were employed in the City of Sheboygan. Of those employed, 16,107 resided outside of the city in nearby municipalities such as Sheboygan Falls, Manitowoc, and Milwaukee. Meanwhile, 14,846 residents of Sheboygan were employed outside of the city most commonly worked in Kohler, Sheboygan Falls, and Plymouth.

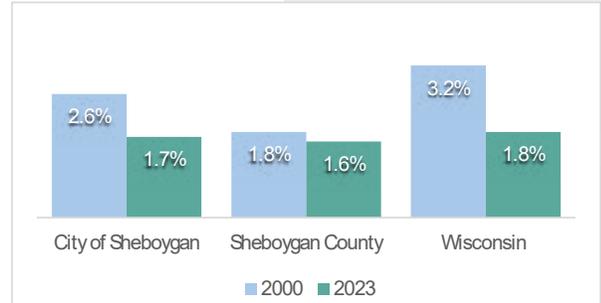
The average commute time for Sheboygan residents is 16.8 minutes. These workers most commonly drive alone (77 percent), followed by carpooling (10 percent). Another 8 percent work from home.

Exhibit __ : Change in Labor Force Participation Rates



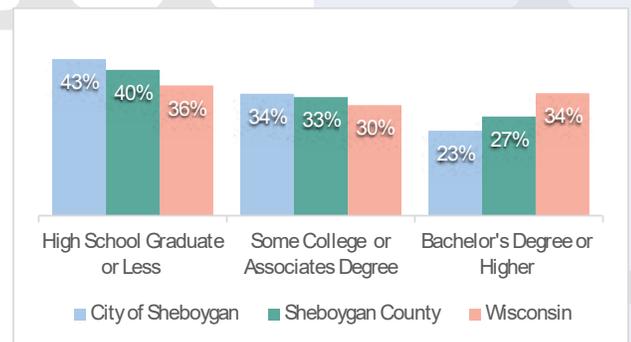
Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Exhibit __ : Change in Unemployment Rates



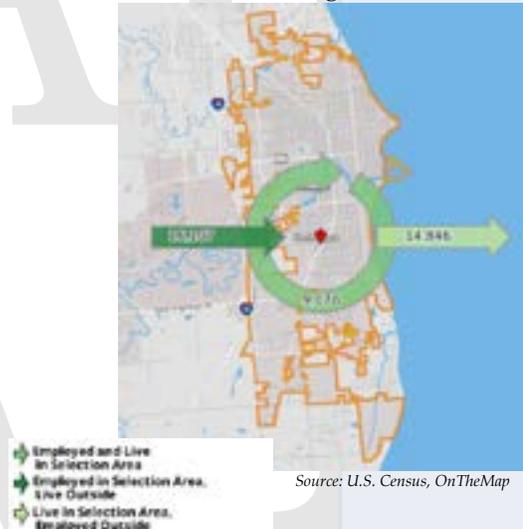
Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Exhibit __ : Educational Attainment



Source: US Census Bureau, ACS 5-year (2019-2023).

Exhibit __ : Commuting Patterns



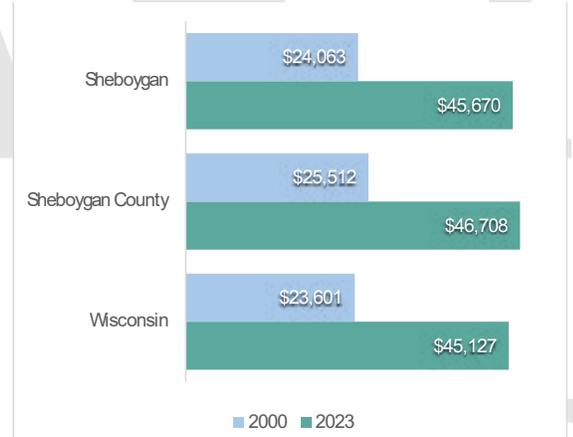
Source: U.S. Census, OnTheMap

Economic Base

Earnings

- In 2023, the estimated average earnings for the Sheboygan labor force was \$45,670.
- Average earnings for full-time, year-round workers in Sheboygan was estimated to be \$51,927.

Exhibit __ : Change in Average Earnings



Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Occupation

The largest portion of Sheboygan’s working residents are employed in management, business, science, and arts occupations. These fields have grown by nine percent, or 1,921 people, since 2000, when 21 percent of the labor force held jobs in these occupations.

Exhibit __: Civilian Labor Force by Occupation

Occupation	2000		2023	
	Number	Percent	Number	Percent
Management, business, science, and arts occupations	5,850	21%	7,771	30%
Service occupations	3,965	19%	4,520	18%
Sales and office occupations	5,594	22%	4,190	16%
Production, transportation, and material moving occupations	8,779	31%	7,377	29%
Natural resources, construction, and maintenance occupations	1,652	7%	1,799	7%

Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Industry

In 2023, the industries with the greatest number of employees were manufacturing and educational services, and health care and social assistance, making up over 50 percent of the workforce.

Although manufacturing has the largest number of employees, since 2000, it has seen a decrease in employees by about 4.5 percent-- the most significant loss across all industries. On the contrary, the fastest growing industry has been arts, entertainment, recreation, accommodation and food service which saw an increase of 563 employees or 2.2 percent.

Exhibit __ : Civilian Labor Force by Industry

		City of Sheboygan	
Civilian employed population 16 years and over		25,657	
Industry	Number	Percent	
Agriculture, forestry, fishing and hunting, and mining	100	0.4%	
Information	201	0.8%	
Wholesale trade	393	1.5%	
Public administration	496	1.9%	
Transportation and warehousing, and utilities	913	3.6%	
Construction	925	3.6%	
Other services, except public administration	1,149	4.5%	
Finance and insurance, and real estate and rental and leasing	1,315	5.1%	
Professional, scientific, and management, and administrative and waste management services	1,541	6.0%	
Arts, entertainment, and recreation, and accommodation and food services	2,498	9.7%	
Retail trade	2,517	9.8%	
Educational services, and health care and social assistance	4,534	17.7%	
Manufacturing	9,075	35.4%	

Source: US Census Bureau, ACS 5-year (2019-2023).

Exhibit __ : Employment by Industry, City of Sheboygan

Industry	Count	Share
Agriculture, Forestry, Fishing and Hunting	0	0.0%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%
Utilities	100	0.4%
Construction	934	3.7%
Manufacturing	5,428	21.6%
Wholesale Trade	537	2.1%
Retail Trade	2,525	10.0%
Transportation and Warehousing	318	1.3%
Information	162	0.6%
Finance and Insurance	2,564	10.2%
Real Estate and Rental and Leasing	133	0.5%
Professional, Scientific, and Technical Services	586	2.3%
Management of Companies and Enterprises	615	2.4%
Administration & Support, Waste Management and Remediation	829	3.3%
Educational Services	1,235	4.9%
Health Care and Social Assistance	5,300	21.1%
Arts, Entertainment, and Recreation	349	1.4%
Accommodation and Food Services	2,094	8.3%
Other Services (excluding Public Administration)	787	3.1%
Public Administration	681	2.7%

Source: US Census, OnTheMap (2023).

Courtesy of the Longitudinal Employer-Household Dynamics (LEHD) program at the U.S. Census Bureau, Exhibit __ depicts what industry those who are employed in the City of Sheboygan work in.

Of the 25,177 people employed in the City of Sheboygan, over 21 percent work in the Manufacturing industry. A significant portion of workers also work in the Health Care and Social Assistance industry, encapsulating over another 21 percent of workers.

Major employers located within the City of Sheboygan include:

- Kohler Co
- Aurora Health Ctr
- Vollrath Co LLC
- Physician's Health Network
- Old Wisconsin Sausage
- Aurora Medical Center
- Piggly Wiggly Midwest LLC
- Nematik
- Acuity
- Nemschoff Inc

Employment Forecast

Exhibits __ and __ illustrate the occupations projected to grow the fastest, by numerical and percentage change, in the Bay Area from 2022 to 2032. These projections were produced by the Wisconsin Department of Workforce Development.

The Bay Area Workforce Development Area encompasses northeastern Wisconsin and includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan counties.

From 2022 to 2032 it is projected that employment will increase by around 7.3 percent in the Bay Area. Occupations predicted to see the most growth by percent include Nurse Practitioners, Data Scientists, and Physician Assistants. Meanwhile, Home Health and Personal Care Aides, Stockers and Order Fillers, and Laborers and Freight, Stock, and Material Movers are expected to see the highest growth numerically.

Exhibit __: Occupation Projections by Percent Change

Occupation	Percent Change	Education & Training	Average Wage
Nurse Practitioners	62.2%	NA	\$60.77
Data Scientists	46.5%	NA	\$48.43
Physician Assistants	40.6%	Doctoral or professional degree	\$62.71
Information Security Analysts	40.5%	NA	\$46.13
Actuaries	40.5%	Bachelor's Degree	\$50.59
Agricultural Engineers	36.4%	Bachelor's Degree	\$44.18
Psychiatric Technicians	34%	Postsecondary non-degree award	\$17.48
Cleaning, Washing, and Metal Pickling Equipment Operators and Tenders	33.7%	Moderate-term on-the-job training (less than high school)	NA
Animal Caretakers	32.1%	Less than high school, short-term on-the-job training	\$14.05
Medical and Health Services Managers	30%	Bachelor's Degree	\$59.13

Source: Wisconsin Department of Workforce Development, Employment Projections, Bay Area WDA, (2022 - 2032).

Exhibit __: Occupation Projections by Numerical Change

Occupation	Numerical Change	Education & Training	Average Wage
Home Health and Personal Care Aides	1,154	Less than high school, short-term on-the-job training	\$16.70
Stocker and Order Fillers	1,064	Less than high school, short-term on-the-job training	\$15.40
Laborers and Freight, Stock, and Material Movers	854	Less than high school, short-term on-the-job training	\$19.62
Registered Nurses	758	NA	\$38.85
Industrial Machinery Mechanics	749	High school diploma or equivalent, long-term on-the-job training	\$30.58
Cooks, Restaurant	740	Less than high school, moderate-term on-the-job training	\$17.56
Fast Food and Counter Workers	720	NA	\$13.67
Construction Laborers	668	Less than high school, short-term on-the-job training	\$24.92
Heavy and Tractor-Trailer Truck Drivers	607	High school diploma or equivalent, short-term on the job training	\$27.77
Software Developers	513	Bachelor's degree	\$48.19

Source: Wisconsin Department of Workforce Development, Employment Projections, Bay Area WDA, (2022 - 2032).

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Strengths, Weaknesses, Opportunities, and Threats

Strengths

- Proximity to Milwaukee and Green Bay
- Outdoor recreational opportunities
- Lakeshore
- Close to rail access
- High water and power capacity for businesses
- High ridership of Shoreline Metro
- Public safety is a high priority for the city
- Abundant resources
- Growing industry base
- Housing demand
- Supportive political environment
- Growing wages
- Great recreation amenities
- High quality of life factors

Weaknesses

- Seasonal (activities happen during three of the seasons)
- Lack of estate type subdivisions
- Negative minority of the population drives some to stray away from positive developments for the betterment of the community and the region
- Lack of interstate signage and frontage
- Lack of all levels of housing types
- Lack of developable land



Opportunities

- Great quality of life with solid employers
- Available business park space
- Marketing lakefront and geographic location
- Acquiring more land for development
- Leverage available resources to attract top companies to invest in the community
- Risk of natural disasters is a strong selling point
- Proximity to power source positions is well for high power need users

Threats

- Lack of affordable housing
- Misinformation by public entities not knowing the full story
- Public misinformation campaigns to stop development and growth
- Lack of all housing
- Failing to meet the needs of the business base and they relocate to more hospitable communities
- Failing to provide well rounded resources to the diverse population
- Maintaining a high quality public school system
- EPA regulations forcing businesses to comply with unreasonable rules

Transportation

The following section describes the City of Sheboygan's roadway network, functional classifications, safety conditions, and available transportation services. Understanding these components provides a foundation for identifying future transportation needs.

- Existing Transportation System
- Other Transportation Modes
- Relevant Transportation Plans

Transportation Facilities

Vehicular transportation is the dominant mode of transportation used by residents of the City of Sheboygan. For example, over 87 percent of residents (aged 16 and older who work) commute to their place of employment by car, truck, or van. In addition, just under 97 percent of workers aged 16 years and over have at least one vehicle available in their household.

Functional Classification

Map __ displays the City of Sheboygan’s roadway network and highlights its functional classification, while Exhibit __ illustrates the total mileage per classification. The City of Sheboygan’s functional classifications, as defined by the Wisconsin Department of Transportation (WisDOT), are listed below.

Minor Arterials

Minor arterials carry moderate traffic volumes and serve inter-community trips.

Major Collectors

Major collectors circulate traffic and provide access to businesses or homes, distributing trips between local roads and arterials or greater distances than minor collectors.

Minor Collectors

Minor collectors are similar to major collectors, but connect arterials and local roads over shorer distances and serve lower density areas.

Local Roads

The remaining roads in the City are local. They provide access to residential, commercial and industrial uses over a short distance within the city.

Functional Classification	Mileage	Percent of Total Mileage
Principal Arterial		
Minor Arterial		
Collector		
Local Road		
Total		

Map __: Functional Classification

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Traffic Volumes

Traffic patterns in the City of Sheboygan reflect the community's role as both a local employment center and a pass-through point for regional travel. Traffic counts are regularly collected by WisDOT, which provides Average Annual Daily Traffic (AADT) data. Map __ illustrates vehicular traffic counts for Sheboygan as each dot on the map represents average, annual daily traffic volumes.

Map __: Traffic Counts

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Roadway Safety

Crash data is monitored by the Traffic Operations and Safety (TOPS) Laboratory through the Community Maps platform, which provides detailed information about crash locations, severity, and contributing factors. Between 2021 and 2025, the City of Sheboygan experienced a total of __ crashes. Although the percent of crashes with injuries fluctuated from year to year, on average, approximately __ percent of all crashes resulted in injury. __ crashes during this time period resulted in fatalities.

This information can be used to guide roadway improvements, intersection design, and traffic enforcement strategies.

Year	Total Crashes	Percent of Total Crashes	Percent of Crashes with Injury
2021			
2022			
2023			
2024			
2025			

Map __: Crash Data

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Public Transportation and Specialized Transportation Services

Shoreline Metro

Shoreline Metro is the fixed-route transit service that serves the City of Sheboygan and operates nine regular fixed routes. The service also offers seasonal routes including Route 40 - The Harbor Centre Trolley in the summer, and the Jingle Bus in December.

Additionally, Shoreline Metro operates a shuttle service provided on weekday afternoons, weekday evenings, and Saturdays to accommodate passengers during peak and hourly service.

Tripper routes are also offered during the school year to provide service to elementary schools and daycares.

More information on Shoreline Metro and the provided services can be found on <https://shorelinemetro.com>.

Shoreline Metro ADA Paratransit Service

ADA Paratransit service is available for individuals unable to use the Shoreline Metro public system. Services include origin to destination service with assistance from the first door to the vehicle and from the vehicle to the first door. The trip origin and destination must be within three-quarters of a mile from a fixed route.

Sheboygan County Health and Human Services Department

The Sheboygan County Health and Human Services Department provides transportation services to those in Sheboygan County who are eligible to participate in various county programs. The department's Aging and Disability Resource Center (ADRC), in partnership with Metro Connection, provides transportation services to adults with disabilities and those over 60 throughout Sheboygan County.

ADRC also sponsors a volunteer driver program that focuses on elderly individuals who need transportation to medical appointments and needs do not meet the paratransit program requirements.



Active Transportation

The City of Sheboygan provides a variety of bicycle and pedestrian networks including bicycle lanes, posted shared-use bike routes, wider paved shoulders, sidewalks, and, multipurpose trails.

Rail Transportation

The City of Sheboygan is served by the Union Pacific rail lines. The rail line runs north towards Green Bay, south towards Milwaukee, and west to Kohler. This rail service is solely freight rail.

Relevant Transportation Plans and Programs

Year 2050 Sheboygan Area Transportation Plan

Sheboygan County Pedestrian and Bicycle Comprehensive Plan

Sheboygan Metropolitan Planning Area Transportation Improvement Program

Sheboygan Transit Development Program

Sheboygan County Non-Motorized Transportation Pilot Program

Sheboygan Metropolitan Planning Area Bicycle and Pedestrian Master Plan

- Existing Land Use Inventory
- Development Considerations
- Future Land Use Needs
- 20-Year Land Use Plan

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Existing Land Use Inventory

Exhibit 12: Existing Land Use Characteristics

Land Use Category	Acreage	Percentage
Single-family Residential		
Neighborhood Preservation		
Two-family Residential		
Multi-family Residential		
Mobile Home Park		
Planned Neighborhood		
Neighborhood Mixed Use		
Office Park		
Community Mixed Use		
Central Mixed Use		
Institutional and Community Facilities		
Employment		
Public Parks and Open Space		
Agriculture/Rural		
Environmental Corridor		
Town Development Area		
Smart Growth Area		
Total		100.00%

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20-Year Land Use Map

Comprehensive plans contain a future land use plan to help guide growth management strategies over a 20-year planning period.

The City of Sheboygan's 20-Year Land Use Plan (Map____) is meant to provide a generalized visual interpretation of what the city is aiming to achieve, from a land use perspective, over the next 20 years. The land use plan, however, is not meant to be a prediction. The map serves as a component that can be amended as needed to address the community's present-day needs and preferences.

Sheboygan's future land use plan identifies various plan designations to classify the general intent of future lands in the city. The categories and the future growth/preservation strategies are described on the following pages.

The creation for the City of Sheboygan's future land use plan for the 2026 to 2046 period was based on existing residential, commercial, and business uses, and the general development trends and patterns in and around the city. When identifying where future developments are encouraged, the impacts to existing utilities and facilities such as roads, sewers and water, and emergency services were also evaluated. Additional planning considerations included areas where lands would be difficult to develop or are unique to the community, such as floodplains, wetlands, and coastline.

Exhibit ____: 20-Year Land Use Plan Map Characteristics

Land Use Category	Acreage	Percentage
Traditional Residential		
Multi-family Residential		
Mobile Home Park		
Mixed Use		
Commercial/Business		
Manufacturing/Industrial		
Institutional and Community Facilities		
Public Parks and Open Space		
Agriculture/Rural		
Environmental Corridor*		
Smart Growth Area*		
Historic District*		
Total		

Note:

*Overlay and are not calculated into total land use.

Future Land Use Strategy

Land Use Goal:

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.

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.

Future Land Use Recommendations

The following classifications associated with the City of Sheboygan Comprehensive Plan best represent the community's vision for the future. Utilizing the following classifications, this section details the suggested type of development for the City of Sheboygan's 20-year planning period.

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.

Recommendations

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

Neighborhood Preservation

This future land use category is primarily intended to accommodate small lot single-family and twoflat 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.

Recommendations

- Encourage residential densities up to 6 dwelling units per acre.
- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
- Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
- 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.

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.

Recommendations

- Encourage residential densities up to 8 dwelling units per acre.
- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
- Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
- 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.

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 singlefamily 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.

- Encourage residential densities of up to 12 dwelling units per acre.
- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
- 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.
- 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.
- Require mixed residential housing developments to provide on-site open space areas that serve the needs of the project’s residents.

- Encourage under-building and garage parking, and direct parking lots to the rear and sides of buildings.

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.

- Encourage residential densities of to 8 dwelling units per acre.
- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.

Planned Neighborhood

This future land use category is intended to provide a variety of housing choices and a mix of nonresidential 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.

- Encourage an overall residential development density between 4 and 8 dwelling units per acre within Planned Neighborhoods.
- 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.
- 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:
 - 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.
 - 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).
 - Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
 - Integrate a mix of uses and densities within and surrounding neighborhood commercial centers.

- Preserve and focus attention on environmentally sensitive areas and unique natural features.
- Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.
- Where alleys are considered for garage and service access, promote their private ownership and maintenance through a homeowners or condominium association.

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.

- Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve City neighborhoods.
- 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.
- 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.
- 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.
- Adhere to the design guidelines listed below when reviewing proposals for Neighborhood Mixed Use developments.
 - Small-scale multi-story buildings, generally with building footprints less than 5,000 square feet and more active uses on first floor.
 - Residential architectural features and materials.
 - Minimal front setbacks.
 - Buildings and sites designed for pedestrians not automobiles.
 - Parking located on streets, to rear of buildings, and/or in structures.
 - 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 ACUITY 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.

- Market these areas for technology, research, and development uses; corporate and professional offices; and private institutional uses like medical centers.
- Limit warehousing, assembly and manufacturing uses in the Office Park designation unless the site is specifically designed to blend within an office/research setting.
- 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.
- 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.

- 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.
- 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.
- 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.

- 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.
- Preserve the architectural and historic character of the core downtown historic buildings.
- 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.
- 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.
- Promote residential land uses on upper floors to fill housing needs for young professionals and others seeking residency in a vibrant, downtown setting.
- 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.

- Require detailed site and operation plans before new or expanded institutional uses are approved.
- Consider the impact on neighboring properties before approving any new or expanded institutional use.
- Continue to work with the Sheboygan School District, private education providers, Lakeland College, Lakeshore Technical College, and UWSheboygan to coordinate uses and activities on college- and district-owned land, and to collaborate on issues of mutual concern.
- Encourage collaboration among various City departments, and other providers of City services, on accommodating future service needs.
- 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.

- Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
- As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- Ensure that future employment development is appropriately buffered from existing and planned residential development areas.
- 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.
- Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
- 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.

- Provide parks within safe walking distance of all residential neighborhoods.
- 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.

- 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.
- 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 12 percent or greater. The City's Natural Resources Protection Overlay zoning district is most appropriate to implement this future land use category.

- Discourage new development in mapped Environmental Corridor areas.
- 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.
- Preserve, protect, and enhance open spaces and conservancy areas along the Sheboygan River, Pigeon River, Black River, and Lake Michigan.
- Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
- 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.

Priority Growth Areas/Redevelopment Sites (Opportunities and Focus Areas)

Priority Growth Areas/Redevelopment Sites in and around the city are considered prime locations for development/redevelopment because they can easily be served, or are currently served, by existing infrastructure including sanitary sewer, water mains, storm sewers and adjacent roadways.

The infill of these sites helps revitalize the city's neighborhoods by incorporating new/compatible homes or commercial development next to existing homes, schools, parks and businesses. This helps stabilize neighborhoods and induces reinvestment in these neighborhoods.

Redevelopment Sites in the City of Sheboygan include:

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, 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).

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Intergovernmental Cooperation

- Inventory of Adjacent and Overlapping Jurisdictions
- Inventory of Existing Plans and Agreements
- Collective Decision-Making



Inventory of Adjacent and Overlapping Jurisdictions

This section lists and describes each of the adjacent and overlapping jurisdictions that can impact Town residents.

Adjacent Communities

Town of Sheboygan

The Town of Sheboygan is located north and northwest of the City of Sheboygan. The City of Sheboygan exercises extraterritorial platting jurisdiction covering the entire Town.

Town of Mosel

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.

Town of Wilson

The Town of Wilson is located south and southwest of the City of Sheboygan. The city's extraterritorial boundary extends into the northern half of the town.

Village of Kohler

The Village of Kohler is located immediately west of the City of Sheboygan.

School District

The City of Sheboygan is served by the Sheboygan Area School District. The City of Sheboygan may be interested in providing feedback to improvements and expansions of the school district facilities, and City residents can provide feedback on school activities and future projects. Similarly, the school district may want to provide input on City plans or projects that impact families and students. The City of Sheboygan and the Sheboygan Area School District may consider sharing facilities for events or meetings.

Sheboygan County

The City of Sheboygan is located in Sheboygan County, and therefore, the County has some jurisdiction within the Town.

Region

The City of Sheboygan is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC is the regional governmental entity of northeast Wisconsin. The City of Sheboygan has a role to play in the region and will consider participating in regional planning efforts as they arise.

The Commission was 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.

State

The Town's relationship with the State of Wisconsin is an ongoing one which deals with many issues and state agencies. Primarily, Sheboygan's relationship with the state mainly deals with issues related to transportation (in coordination with the Wisconsin Department of Transportation) and natural resource (in coordination with the Wisconsin Department of Natural Resources). The City of Sheboygan also maintains a good working relationship with the state by adhering to state laws, policies, and requirements. The City will consider participating in state-led initiatives as they arise.

Federal

The City's relationship with the US government primarily deals with funding opportunities. The City maintains a good working relationship with the US government by adhering to federal laws and requirements.

Inventory of Existing Plans and Agreements

This section presents plans and formal agreements that currently guide collective decision making with overlapping and adjacent jurisdictions.

Annexation Plans

Wisconsin Statute 66.021 provides the regulatory framework for cities or villages to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation.

Extraterritorial Subdivision Regulation

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas.

Extraterritorial Zoning

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. Extraterritorial zoning requires a joint effort between a town and a city or village to develop a plan for the area to be zoned. The extraterritorial zoning is then established according to the developed plan.

Intergovernmental Agreements

Intergovernmental agreements enable cooperation between governmental jurisdictions, quasi-governmental jurisdictions, and districts. Intergovernmental agreements are the most common form of agreement made between communities, usually regarding police, fire, and rescue services. Intergovernmental agreements are also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries.

Implementation

The Implementation element provides a framework for the City of Sheboygan to implement this Comprehensive Plan. Implementation can take many forms, including:

- Striving to achieve the goals, actions, and future land use plan of this comprehensive planning document.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the city and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

- Role of the City
- Evaluation and Monitoring
- Inventory of Existing Land Use Controls
- City of Sheboygan - Vision 2046
- Goals and Actions

Role of City

Predominately, City staff, the City's plan commissioners, City's elected officials, and the City's various committees the will carry out implementation of this plan.

- **City Staff:** City staff, in various departments and services, will typically carry out the day-to-day operations of implementation. For example, staff may administer new program(s), facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.
- **City Plan Commission:** The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting City regulations are consistent with the plan. When reviewing any petition or when amending any controls within the Town, the comprehensive plan shall be reviewed and a recommendation derived from its goals and actions (listed in the latter portion of this Implementation element), as well as the Future Land Use Plan. If a decision needs to be made in which it is inconsistent with the comprehensive plan, the comprehensive plan must be amended before the decision can take effect. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's content, goals, actions, and strategies.
- **Elected Officials:** The City's elected officials make decisions from the standpoint of overall community impact—tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations of advisory boards, and their own judgment. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the City's Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

Evaluation and Monitoring

This comprehensive plan should be reviewed annually to ensure that it reflects the existing conditions and development characteristics present at the time. When amendments are required, needed, or proposed, the City of Sheboygan should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, and social impacts). Changes should reflect the City's 20-year vision and the goals and actions identified in the following pages of this Implementation element. Amendments should also coincide with the City of Sheboygan's development/preservation strategies and Future Land Use Plan, as detailed in the "Land Use" element of this document.

The City of Sheboygan should also consult with other governmental agencies, Sheboygan County, and neighboring communities to obtain their input, particularly on the goals and actions recommended in this plan.

Finally, at a minimum of once every ten years, the City of Sheboygan should formally update its comprehensive plan, as required by statute. The update should continue to provide an opportunity for public and stakeholder input throughout the planning process and adoption of the updated plan by ordinance.

Inventory of Existing Land Use Controls and Planning Efforts

Sheboygan County Hazard Mitigation Planning

Hazard mitigation planning is conducting a risk assessment regarding the potential impacts of hazards to a community's people, economy, and built and natural environments. For the purpose of hazard mitigation planning, "risk" is the potential for damage, loss, or other impacts created by the interaction of hazards with community assets. Exposure of people, property, and other community assets to hazards can result in disaster, depending on the impacts.

R E S E R V E D



City of Sheboygan - Vision 2046

"A diverse and prosperous coastal community."

Goals and Objectives

This section organizes the comprehensive plan's goals and actions by topic. The goals are intended to be accomplished through the actions outlined in an effort to realize the City of Sheboygan's 2046 vision.

Housing

Goal:

- 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:

- Facilitate ongoing development of a broad range of housing types, densities, and costs throughout the City, while preserving the overall composition of existing neighborhoods.
- Promote long-term maintenance and reinvestment in the City's existing housing stock, maintaining older neighborhoods as safe and desirable places to live.
- Promote neighborhood-sensitive infill and redevelopment.
- Help facilitate vibrant neighborhoods that are safe and offer a strong sense of place and community.
- 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

Natural, Agricultural, and Cultural Resources

Goals:

- Preserve natural resources and advance community sustainability for the benefit of present and future generations.
- Preserve and enhance the City's historic character and rich culture.
- Celebrate Sheboygan's rich heritage and advance cultural opportunities in the community.
- Continue to work to support Sheboygan's outstanding schools to advance personal success, meet modern workforce demands, and support entrepreneurship.
- 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:

- Protect environmental corridors from new development by directing land development away from steep slopes, natural areas, drainage ways, critical infiltration areas, and floodplains to prevent future conflicts.
- 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.
- Embrace a concerted initiative to become a more sustainable and energy-conscious community.
- Expand upon the City's cultural programs, events, and destinations which celebrate Sheboygan and its unique heritage.
- Maintain the balance between the City's urban advantages and small-town characteristics.
- Encourage the growth of civic and neighborhood organizations.
- Engage residents in the betterment of the community through increased involvement in civic activities.
- Recognize the essential link between education and the strength of the community.
- Work with area educational providers to strengthen education on all levels.
- Maintain agriculture as a significant economic activity within Sheboygan's planning area.
- Work with surrounding jurisdictions to preserve farming as a viable business and occupation in areas consistent with this Plan.
- Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
- Encourage agricultural business opportunities that develop consumer-ready and intermediate agricultural products for trade and export.

Utilities and Community Facilities

Goal:

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

Objectives:

- Coordinate utility and community facility planning with the City's vision and its land use, transportation, natural resource, and recreation planning.
- 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.
- 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.
- 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.
- Emphasize cost-effectiveness, energy-efficiency, and sustainability in the delivery of public utilities and services, in City buildings, and in equipment purchases.

Economic Development

Goals:

- 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.
- Create a vibrant working and living environment in the community in which all residents can pursue economic and personal success.

Objectives:

- 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.
- 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.
- 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.
- 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.

- 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.

Transportation

Goal:

- 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:

- 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.
- 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.
- 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.
- Continue to improve bike and pedestrian facilities for the safety of all travelers.
- 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.
- 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.



Land Use

Goal:

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

Objectives:

- 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.
- Maintain the existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the City, particularly in and near the downtown.
- Continue developing Sheboygan's downtown and lakefront into a vital center of civic activity, commerce, and living for the community.
- 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.
- 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.
- Focus business location and expansion activity in targeted economic growth areas

Intergovernmental Cooperation

Goals:

- 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.
- Pursue cooperative opportunities to increase municipal efficiency, improve service provision, and realize greater returns on municipal investments.

Objectives:

- 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.
- Remain an active contributing participant in regional economic development initiatives, such as Sheboygan County and New North economic initiatives.
- Work with surrounding towns to encourage and orderly, efficient land use pattern and to advance areas of mutual benefit and interest.
- Continue to collaborate with the Sheboygan Area School District and other education providers on school district planning and other areas of mutual concern.
- Continue to develop and maintain mechanisms for maintaining ongoing communication between Sheboygan and surrounding and overlapping units of government.
- Work to resolve remaining differences between the City of Sheboygan Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.



Implementation

Goals:

Objectives:

R E S E R V E D

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View the Sheboygan Comprehensive Plan Online



This document was prepared by the
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