

CHAPTER 3: PROFILE OF THE METROPOLITAN PLANNING AREA

INTRODUCTION

Because transportation planning responds to changes in population, composition of the population, population migration, economic activity, travel patterns, building trends, and other factors, existing demographic patterns and their change over time are discussed relative to the United States, the State of Wisconsin, Sheboygan County, the Sheboygan Urbanized Area, and the cities, villages and towns within the Sheboygan metropolitan planning area. This chapter discusses these data as background information for understanding the demographic and economic composition of the metropolitan planning area, and for better understanding the basis for the information presented in Chapter 6 (Transportation and Land Use).

GEOGRAPHY

The Sheboygan metropolitan planning area is located within Sheboygan County in eastern Wisconsin, and its eastern edge borders Lake Michigan. As with many areas in Wisconsin, the metropolitan planning area has physical constraints that can present a challenge for development, especially for the development of transportation infrastructure. Map 3.1 illustrates the physical constraints within the metropolitan planning area; these constraints include: wetlands (including a 50-foot setback from wetlands); open water (including a 75-foot setback from water bodies); 100-year floodplains; and steep slopes (grade of 12 percent or greater, as established in the environmental corridors mapping for Manitowoc and Sheboygan counties prepared by the Bay-Lake Regional Planning Commission).

Major water boundaries in the metropolitan planning area include the Pigeon, Sheboygan and Black Rivers, Fisherman's Creek, and, of course, Lake Michigan. Wetlands (defined in Section 23.32 of the *Wisconsin Statutes* as "areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions") spread out from many of these water bodies, serving to filter and replenish groundwater. While development in or near wetlands has an obvious negative environmental impact, it also has a less obvious negative economic impact in that development in or near wetlands reduces the ability to clean water naturally, which in turn requires municipal systems to accommodate and process greater volumes of water and causes customers to bear higher costs. The Federal Clean Water Act (which amended Title 33 of the *United States Code*) and state statutes and administrative codes regulate the impacts on waterways, wetlands, shorelands and floodplains.

Map 3.1 also shows steep slopes in the metropolitan planning area. Negative impacts associated with development on steep slopes include accelerated erosion and stormwater runoff. Eroded soils, debris and pollutants are deposited in rivers and streams through stormwater runoff, degrading the water quality of these receiving waters. Erosion and sedimentation control plans are enforced in the metropolitan planning area to ensure that water quality is maintained.

POPULATION

Because the metropolitan planning area boundary follows Census blocks and not the boundaries of minor civil divisions, the total population of the metropolitan planning area was 75,812 in 2010. A majority of the population of the metropolitan planning area lives in the City of Sheboygan. However, the City of Sheboygan Falls, the Villages of Howards Grove and Kohler, the Town of Sheboygan, and portions of the surrounding towns also have significant populations within the metropolitan planning area. The total population for the ten communities (cities, villages and towns) that are wholly or partially included in the metropolitan planning area was estimated to be 79,889 in 2017, according to the Wisconsin Department of Administration's Demographic Services Center. The metropolitan planning area boundary includes the area expected to be urbanized within 20 to 30 years of its delineation (this boundary was last delineated in 2013).

Population Change

In order to illustrate how the communities in the metropolitan planning area compare in population to Sheboygan County, the State of Wisconsin, and to the United States, Table 3.1 presents the numerical and percentage change in population for the United States, the State of Wisconsin, the urbanized area, Sheboygan County, and for the cities, villages and towns that are wholly or partially included in the metropolitan planning area. It was not possible to estimate population change for the Sheboygan metropolitan planning area.

The population of Sheboygan County is estimated to have decreased by 0.7 percent between 2010 and 2017, while the population increased for the State of Wisconsin (1.7 percent) and for the United States (5.5 percent) between those same years. The Sheboygan Urbanized Area is estimated to have had a negligible (less than 0.1 percent) decrease in its population between 2010 and the 2012 – 2016 timeframe when the American Community Survey (ACS) was conducted by the U.S. Bureau of the Census. The percentage change in population for the ten local jurisdictions in the metropolitan planning area illustrated both estimated gains and losses in population between 2010 and 2017.

Table 3.1 indicates that the Town of Sheboygan had the greatest estimated numerical gain in population (154) from 2010 to 2017, followed by the City of Sheboygan Falls (114), the Village of Howards Grove (39), the Town of Wilson (17), and the Town of Sheboygan Falls (3). Five local jurisdictions in the metropolitan planning area were estimated to have had population losses from 2010 to 2017: the City of Sheboygan (886), followed by the Town of Herman (110), the Village of Kohler (25), the Town of Lima (21), and the Town of Mosel (9).

In addition, Table 3.1 indicates that the Town of Sheboygan also had the greatest estimated percentage gain in population (2.1 percent) from 2010 to 2017. Other jurisdictions with estimated percentage increases in population from 2010 to 2017 included the City of Sheboygan Falls (1.5 percent), the Village of Howards Grove (1.2 percent), the Town of Wilson (0.5 percent), and the Town of Sheboygan Falls (0.2 percent). Again, the five local jurisdictions in the metropolitan planning area that had estimated population losses (on a percentage basis) from 2010 to 2017 were the Town of Herman (loss of 5.1 percent), the City of Sheboygan (loss of 1.8 percent), the Village

of Kohler (loss of 1.2 percent), the Town of Mosel (loss of 1.1 percent), and the Town of Lima (loss of 0.7 percent).

Table 3.1: Population Change by Geography

Region or Jurisdiction	2010 Census Population	Current Estimated Population ¹	Numerical Change	Percentage Change
United States	308,745,538	325,719,178	16,973,640	5.5%
Wisconsin	5,686,986	5,783,278	96,292	1.7%
Metropolitan Planning Area	75,812	NA	NA	NA
Sheboygan Urbanized Area	71,313	71,298	(15)	0.0%
Sheboygan County	115,507	114,714	(793)	-0.7%
City of Sheboygan	49,288	48,402	(886)	-1.8%
City of Sheboygan Falls	7,775	7,889	114	1.5%
Village of Howards Grove	3,188	3,227	39	1.2%
Village of Kohler	2,120	2,095	(25)	-1.2%
Town of Herman	2,151	2,041	(110)	-5.1%
Town of Lima	2,982	2,961	(21)	-0.7%
Town of Mosel	790	781	(9)	-1.1%
Town of Sheboygan	7,271	7,425	154	2.1%
Town of Sheboygan Falls	1,718	1,721	3	0.2%
Town of Wilson	3,330	3,347	17	0.5%
Total for Communities²	80,613	79,889	(724)	-0.9%

NOTES:

¹The source for the current estimated population of the United States is a July 1, 2017, population estimate from the U.S. Bureau of the Census. There is no current population estimate for the Sheboygan Metropolitan Planning Area. The source for the current estimated population of the Sheboygan Urbanized Area is demographic and housing estimates from the *American Community Survey (ACS): 2012 – 2016 5-Year Estimates* from the U.S. Bureau of the Census. The source for the current estimated population of the State of Wisconsin, Sheboygan County, and for the 10 cities, villages and towns that are wholly or partially located in the metropolitan planning area involves January 1, 2017, population estimates from the Wisconsin Department of Administration's Demographic Services Center.

²The totals for communities are calculated only from the 10 cities, villages or towns that are wholly or partially located in the metropolitan planning area.

Source: U.S. Bureau of the Census, 2010 (Summary File 1), 2017 (2012 – 2016 American Community Survey 5-Year Estimates and 2017 Population Estimates); Wisconsin Department of Administration, Demographic Services Center, 2017; and Bay-Lake Regional Planning Commission, 2018.

Table 3.2 indicates area and population density (in persons per square mile) for the ten communities currently in the metropolitan planning area. Table 3.2 indicates that the City of Sheboygan increased in area by 11.3 percent, but is estimated to have decreased in population density by 11.8 percent between 2010 and 2017. Table 3.2 also indicates that the City of Sheboygan Falls increased in area by 1.8 percent, but is estimated to have decreased in population density by 0.3 percent between 2010 and 2017. Among villages, the Village of Howards Grove stayed the same in area, and is estimated to have increased in population density by 1.2 percent between 2010 and 2017, while the Village of Kohler stayed the same in area but decreased in population density by 1.2 percent between 2010 and 2017.

Table 3.2 indicates that among the towns located in the metropolitan planning area, the Towns of Herman, Lima and Mosel saw no changes to their respective areas between 2010 and 2017. On the other hand, the Towns of Sheboygan, Sheboygan Falls and Wilson saw decreases in their areas

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between 2010 and 2017 (a 2.6 percent decrease in area for the Town of Sheboygan, a 0.3 percent decrease in area for the Town of Sheboygan Falls, and a 5.7 percent decrease in area for the Town of Wilson).

Table 3.2 also indicates varying changes in estimated population density among the towns in the metropolitan planning area between 2010 and 2017. Three towns saw decreases in population density over that period: the Town of Herman (5.1 percent); the Town of Lima (0.7 percent); and the Town of Mosel (1.1 percent). On the other hand, three other towns saw increases in population density over that period: the Town of Sheboygan (4.8 percent); the Town of Sheboygan Falls (0.5 percent); and the Town of Wilson (6.6 percent).

Table 3.2: Change in Geographic Area and Population Density for Metropolitan Planning Area Communities

Municipality	2010			2017 (Estimate)			Percent Change	
	Area (Sq. Miles) ^{1,2}	Population ³	Population Density ⁴	Area (Sq. Miles) ^{1,2}	Population ³	Population Density ⁴	Area	Density
City of Sheboygan	14.256	49,288	3,457.4	15.873	48,402	3,049.3	11.3%	-11.8%
City of Sheboygan Falls	5.428	7,775	1,432.4	5.524	7,889	1,428.1	1.8%	-0.3%
Village of Howards Grove	2.246	3,188	1,419.4	2.246	3,227	1,437.1	0.0%	1.2%
Village of Kohler	5.490	2,120	386.2	5.490	2,095	381.6	0.0%	-1.2%
Town of Herman	34.046	2,151	63.2	34.046	2,041	59.9	0.0%	-5.1%
Town of Lima	35.806	2,982	83.3	35.805	2,961	82.7	0.0%	-0.7%
Town of Mosel	21.134	790	37.4	21.134	781	37.0	0.0%	-1.1%
Town of Sheboygan	10.940	7,271	664.6	10.656	7,425	696.8	-2.6%	4.8%
Town of Sheboygan Falls	31.360	1,718	54.8	31.265	1,721	55.0	-0.3%	0.5%
Town of Wilson	22.994	3,330	144.8	21.673	3,347	154.4	-5.7%	6.6%

NOTES:

¹The area in square miles is equal to the number of square miles over which the municipality has jurisdiction. This includes water and not just land area.

²Area measurements for 2010 and for 2017 were derived from municipal boundary files for those years.

³The 2010 population is from the 2010 Census. The 2017 population is an estimate from the Wisconsin Department of Administration's Demographic Services Center.

⁴Population density equals the number of persons per square mile.

Source: U.S. Bureau of the Census, 2010; Wisconsin Department of Administration, Demographic Services Center, 2017; Sheboygan County Planning and Conservation Department, 2010 and 2017; and Bay-Lake Regional Planning Commission, 2018.

Components of Population Change

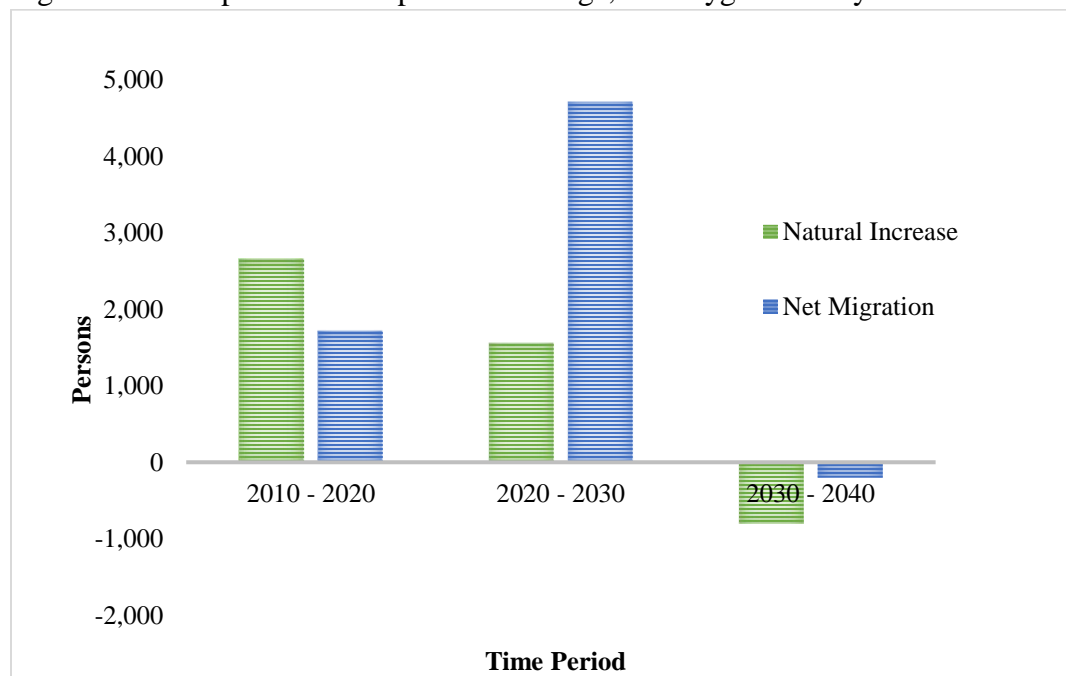
The most predictive attributes by which overall population growth can be assessed involve examination of the components of population change (natural increase and net migration) for Sheboygan County. Natural increase equals the number of births minus the number of deaths, while net migration equals the number of persons moving into a region minus the number of persons moving out of that region.

Figure 3.1, which is based on projections prepared by the Wisconsin Department of Administration's Demographic Services Center, illustrates how natural increase is greatest from 2010 through 2020, still occurs (but at a decreasing rate) from 2020 through 2030, then actually involves natural **decrease** from 2030 through 2040, as "baby boomers" (those born between 1946 and 1964) begin to reach mortality in large numbers. There is county net migration from 2010

through 2020, and county net migration is at its peak from 2020 through 2030. County net migration also involves a modest **decrease** from 2030 through 2040.

The natural increase in population is expected to decline substantially from 2010 through 2020, as the natural increase projected for 2020 to 2030 (1,560 persons) is less than 59 percent of the natural increase projected for 2010 to 2020 (2,662 persons). In addition, between 2030 and 2040, there will be 801 more deaths than births, leading to some natural decrease in population in Sheboygan County.

Figure 3.1: Components of Population Change, Sheboygan County



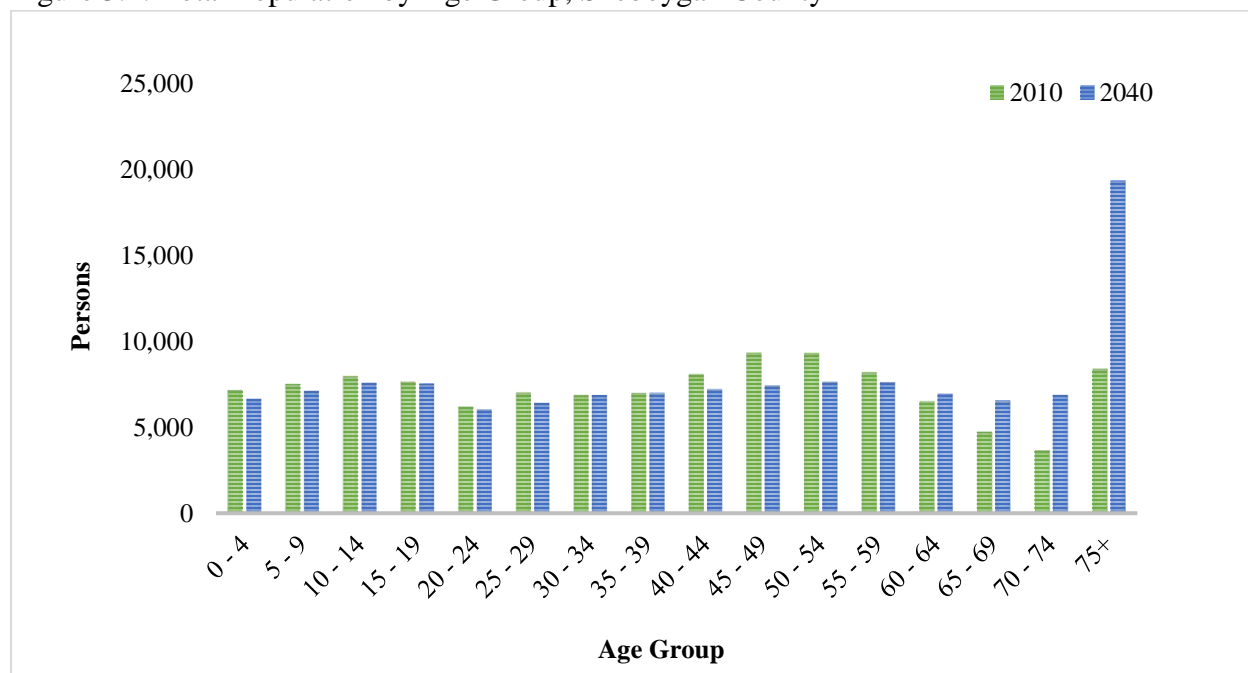
Note: All values are projections.

Source: Wisconsin Department of Administration, Demographic Services Center, 2013.

The main factor that will drive natural increase downward is the aging population. Figure 3.2 shows that over 19,000 people (or more than 15 percent of the projected population) will be 75 or older by 2040; over 55 percent of this group will be women. Over 45 percent of all females in 2040 will be 50 years old or older and beyond their child-bearing years.

Figure 3.2 also indicates that some of the more productive age groups in terms of labor (40 to 44, 45 to 49, 50 to 54, and 55 to 59) will decrease in population between 2010 and 2040. In fact, the only age groups that increase in population between 2010 and 2040 are 30 to 34, 35 to 39, and all age groups that are 60 and over. This is of concern in the area of maintenance of social insurance programs over time. In addition, many have speculated that large proportions of those attending college in Wisconsin are leaving the state after graduation.

Figure 3.2: Total Population by Age Group, Sheboygan County



Source: Wisconsin Department of Administration, Demographic Services Center, 2013.

It should be noted that 2040 is the latest year in which detailed population projections have been provided by the Wisconsin Department of Administration (WDOA) Demographic Services Center; extensions of projections to the plan horizon year of 2045 will not come with the level of detail typically provided by the WDOA. In addition, the WDOA Demographic Services Center is working on updated population projections, but these were not completed in time to be incorporated into this Update to the *Year 2045 SATP*.

Educational Attainment

Similar to many portions of the Midwest and throughout the nation, Sheboygan County is gradually experiencing a shift in the economy from the manufacturing and agricultural sectors to the service sector. For now, manufacturing remains an important component of the county's economy, but that is expected to change over time. Many service jobs are found in the health and technology fields, which require a more educated workforce.

Table 3.3 illustrates how the percentage of the population age 25 and older without a high school diploma decreased between 2008 – 2012 and 2012 – 2016 for the United States, the State of Wisconsin, Sheboygan County, the Sheboygan Urbanized Area, and for nine of ten local jurisdictions in the Sheboygan Metropolitan Planning Area, the exception being the Town of Wilson, which already had a relatively low percentage of individuals without a high school diploma. Table 3.3 also illustrates how the proportion of the population age 25 and older with a high school diploma and no additional education decreased between 2008 – 2012 and 2012 – 2016 for the nation, the state, the county, the Sheboygan Urbanized Area, and for five of ten local

jurisdictions in the Sheboygan Metropolitan Planning Area, the exceptions being the City of Sheboygan Falls and the Towns of Herman, Mosel, Sheboygan Falls and Wilson.

Table 3.3 illustrates how the percentage of the population age 25 and older with some college (including those with Associate's degrees) increased between 2008 – 2012 and 2012 – 2016 for the nation, the state, the county, the Sheboygan Urbanized Area, and for seven of ten local jurisdictions in the Sheboygan Metropolitan Planning Area, the exceptions being the Village of Kohler and the Towns of Lima and Sheboygan Falls. Table 3.3 also illustrates how the percentage of the population age 25 and older with a Bachelor's degree or higher increased between 2008 – 2012 and 2012 – 2016 for the nation, the state, the county, the Sheboygan Urbanized Area, and for six of ten local jurisdictions in the Sheboygan Metropolitan Planning Area, the exceptions being the City of Sheboygan Falls, the Village of Howards Grove, and the Towns of Mosel and Wilson (it should be noted that the Town of Wilson already had a relatively high percentage of college graduates).

Educational attainment information is no longer collected in the decennial Census, but rather is collected through the Census Bureau's American Community Survey (ACS). Information is only available in jurisdictions with a population under 20,000 over a five-year collection period; therefore, ACS five-year estimates were used in preparing Table 3.3.

It should be noted that the universe that the Census Bureau uses for collecting educational attainment data is persons age 25 and older. Therefore, it would not be possible to compare persons age 25 and older in the 2008 – 2012 period with persons age 29 and older in the 2012 – 2016 period in terms of their educational attainment. In general, there is a trend toward more education on the part of persons age 25 and older from 2008 – 2012 to 2012 – 2016.

Table 3.3: Educational Attainment by Geography

Region or Jurisdiction ²	Percentage of the Population ¹							
	No High School Diploma		High School Diploma		Some College or Associate's Degree		Bachelor's Degree or Higher	
	2008 - 2012	2012 - 2016	2008 - 2012	2012 - 2016	2008 - 2012	2012 - 2016	2008 - 2012	2012 - 2016
United States	14.3%	13.0%	28.2%	27.5%	29.0%	29.1%	28.5%	30.3%
Wisconsin	9.8%	8.6%	33.1%	31.7%	30.6%	31.3%	26.4%	28.4%
Sheboygan County	9.7%	8.4%	37.5%	36.9%	30.6%	31.1%	22.3%	23.6%
Sheboygan Urbanized Area	10.4%	9.4%	36.9%	36.7%	30.2%	30.8%	22.5%	23.1%
City of Sheboygan	12.7%	11.6%	39.0%	38.8%	29.6%	30.0%	18.7%	19.5%
City of Sheboygan Falls	7.5%	7.0%	35.7%	37.7%	32.3%	33.1%	24.5%	22.2%
Village of Howards Grove	2.1%	1.2%	37.1%	36.0%	33.4%	35.5%	27.4%	27.3%
Village of Kohler	2.3%	0.3%	16.0%	15.7%	27.9%	20.4%	53.8%	63.6%
Town of Herman	12.9%	7.6%	39.9%	40.7%	32.7%	36.3%	14.6%	15.4%
Town of Lima	6.1%	3.9%	49.2%	42.8%	30.0%	28.8%	14.7%	24.5%
Town of Mosel	5.3%	4.9%	40.7%	45.2%	30.5%	31.9%	23.4%	18.0%
Town of Sheboygan	6.8%	5.4%	34.2%	30.2%	30.8%	32.7%	28.2%	31.7%
Town of Sheboygan Falls	9.7%	8.1%	43.9%	45.6%	29.6%	27.4%	16.9%	18.8%
Town of Wilson	3.2%	4.6%	23.0%	28.4%	31.3%	32.1%	42.5%	34.9%
Total for Communities	10.1%	9.0%	37.4%	37.1%	30.3%	30.7%	22.3%	23.3%

NOTES:

¹The universe for this table is the population for each jurisdiction that is age 25 and older.

²Educational attainment estimates for the U.S., the State of Wisconsin, Sheboygan County, the Sheboygan Urbanized Area and all local jurisdictions in the Sheboygan Metropolitan Planning Area come from the *2008 – 2012 American Community Survey 5-Year Estimates* and from the *2012 – 2016 American Community Survey 5-Year Estimates*.

Source: U.S. Bureau of the Census, *2008 – 2012 American Community Survey 5-Year Estimates* (Table DP-02, Selected Social Characteristics in the United States), *2012 – 2016 American Community Survey 5-Year Estimates* (Table DP-02, Selected Social Characteristics in the United States); and Bay-Lake Regional Planning Commission, 2018.

Diversity

Table 3.4 indicates the racial and ethnic composition of the Sheboygan Urbanized Area in 2010 and in the 2012 – 2016 ACS, including population and percentage changes between 2010 and the 2012 – 2016 ACS for each noted racial or ethnic group.

Table 3.4: Racial and Ethnic Composition of Total Population of the Sheboygan Urbanized Area

Racial/Ethnic Group	2010		2012 - 2016 ACS		Change	
	Population	Percentage	Population	Percentage	Population	Percentage
White, Non-Hispanic	58,837	82.5%	57,468	80.6%	-1,369	-2.3%
African American, Non-Hispanic	928	1.3%	1,191	1.7%	263	28.3%
American Indian and Alaska Native, Non-Hispanic	246	0.3%	53	0.1%	-193	-78.5%
Asian, Non-Hispanic	4,881	6.8%	5,630	7.9%	749	15.3%
Native Hawaiian or Other Pacific Islander, Non-Hispanic	6	0.0%	7	0.0%	1	16.7%
Other Race or Two or More Races, Non-Hispanic	1,025	1.4%	1,193	1.7%	168	16.4%
Hispanic (All Races)	5,390	7.6%	5,756	8.1%	366	6.8%
Total	71,313	100.0%	71,298	100.0%	-15	0.0%

Source: U.S. Bureau of the Census, *2010 Census* (Summary File 1, Table P9, Hispanic or Latino, and Not Hispanic or Latino by Race), *2012 – 2016 American Community Survey 5-Year Estimates* (Table B03002, Hispanic or Latino Origin by Race); and Bay-Lake Regional Planning Commission, 2018.

Table 3.4 indicates that in 2010, the population of the Sheboygan Urbanized Area was 82.5 percent non-Hispanic white. In 2010, the Hispanic population (of all races) was 7.6 percent of the

population of the urbanized area, while the non-Hispanic Asian population was 6.8 percent of the urbanized area population. Non-Hispanic persons of “other race” or “two or more races” constituted 1.4 percent of the population of the urbanized area in 2010. The non-Hispanic African American population was 1.3 percent of the population of the urbanized area in 2010, while the non-Hispanic American Indian and Alaska Native population was 0.3 percent of the urbanized area population in 2010. The non-Hispanic Native Hawaiian or Other Pacific Islander population was less than 0.1 percent of the urbanized area population in 2010.

Table 3.4 also indicates that in the 2012 – 2016 ACS, the non-Hispanic white population decreased to 80.6 percent of the population of the Sheboygan Urbanized Area. The non-Hispanic African American population increased to 1.7 percent of the urbanized area in the 2012 – 2016 ACS. The non-Hispanic American Indian and Alaska Native population decreased to 0.1 percent of the population of the urbanized area in the 2012 – 2016 ACS. The non-Hispanic Asian population increased to 7.9 percent of the urbanized area population in the 2012 – 2016 ACS. The non-Hispanic Native Hawaiian or Other Pacific Islander population stayed at less than 0.1 percent of the urbanized area population in the 2012 – 2016 ACS. Non-Hispanic persons of “other race” or “two or more races” increased to 1.7 percent of the urbanized area population in the 2012 – 2016 ACS. Finally, the Hispanic population (of all races) increased to 8.1 percent of the urbanized area population in the 2012 – 2016 ACS.

Table 3.4 shows that between 2010 and the 2012 – 2016 ACS, the non-Hispanic white population decreased by 2.3 percent in the Sheboygan Urbanized Area, while the non-Hispanic American Indian and Alaska Native population decreased by 78.5 percent in the urbanized area. However, the other racial and ethnic groups registered percentage increases in population between 2010 and the 2012 – 2016 ACS (the overall urbanized area population decreased by less than 0.1 percent), as follows:

- The non-Hispanic African American population increased by 28.3 percent between 2010 and the 2012 – 2016 ACS;
- The non-Hispanic Asian population increased by 15.3 percent between 2010 and the 2012 – 2016 ACS;
- The non-Hispanic Native Hawaiian or Other Pacific Islander population increased by 16.7 percent between 2010 and the 2012 – 2016 ACS (although this was a small increase in numerical terms);
- Non-Hispanic persons of “other race” or “two or more races” increased by 16.4 percent between 2010 and the 2012 – 2016 ACS; and
- The Hispanic population (of all races) increased by 6.8 percent between 2010 and the 2012 – 2016 ACS.

The largest numerical gains in population from 2010 to the 2012 – 2016 ACS were made in the non-Hispanic Asian population (749 persons), followed by the Hispanic population (366 persons), the non-Hispanic African American population (263 persons), and by non-Hispanic persons of “other race” or “two or more races” (168 persons). A more modest numerical gain was made by

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the non-Hispanic Native Hawaiian or Other Pacific Islander population (one person) between 2010 and the 2012 – 2016 ACS. Between 2010 and the 2012 – 2016 ACS, a loss of 1,369 persons occurred in the non-Hispanic white population, while a loss of 193 persons occurred in the non-Hispanic American Indian and Alaska Native population. The overall urbanized area population decreased by 15 persons between 2010 and the 2012 – 2016 ACS.

The Sheboygan Urbanized Area and the Sheboygan Metropolitan Planning Area are expected to become more diverse over the period covered by this plan.

Persons in Poverty

The U.S. Bureau of the Census uses income thresholds that vary by family size and increase at the rate of inflation to determine who is in poverty. Ratios are used to identify the relationship an individual or family has to national poverty thresholds. For example, a ratio of 1.0 means that the individual or family is at their respective poverty threshold. Those with a ratio less than 1.0 are below poverty, while those with a ratio greater than 1.0 are above poverty.

Table 3.5: Persons in Poverty¹

Region or Jurisdiction	Percentage of the Population in Poverty	
	2008 - 2012 ACS	2012 - 2016 ACS
United States	14.9%	15.1%
Wisconsin	12.5%	12.7%
Sheboygan County	8.8%	8.9%
Sheboygan Urbanized Area	10.1%	10.8%
City of Sheboygan	12.9%	13.8%
City of Sheboygan Falls	8.1%	6.0%
Village of Howards Grove	1.5%	4.9%
Village of Kohler	1.0%	2.2%
Town of Herman	3.7%	5.9%
Town of Lima	4.8%	5.0%
Town of Mosel	7.2%	2.2%
Town of Sheboygan	2.4%	3.3%
Town of Sheboygan Falls	3.5%	1.9%
Town of Wilson	1.4%	2.7%
Total for Communities	9.5%	10.0%

NOTE:

¹The universe for this table is persons for whom poverty status is determined.

Source: U.S. Bureau of the Census, *2008 – 2012 American Community Survey 5-Year Estimates* (Table S1701, Poverty Status in the Past 12 Months), *2012 – 2016 American Community Survey 5-Year Estimates* (Table S1701, Poverty Status in the Past 12 Months); and Bay-Lake Regional Planning Commission, 2018.

Table 3.5 indicates that about 15.1 percent of the nation’s population for whom poverty status was determined lived in poverty over the period from 2012 to 2016, according to the ACS. Table 3.5 also indicates that Wisconsin fared a little better than the nation, with about 12.7 percent of its population in poverty over the period from 2012 to 2016. Sheboygan County fared better than Wisconsin, with 8.9 percent of its population in poverty over the period from 2012 to 2016. The Sheboygan Urbanized Area fared better than the state and nation but worse than the county, with a poverty rate of 10.8 percent over the period from 2012 to 2016. Of the local jurisdictions, the City of Sheboygan had the highest rate of poverty (13.8 percent), which was higher than the state,

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county and urbanized area, but was lower than the nation. The City of Sheboygan Falls and the Towns of Herman and Lima had poverty rates between five and ten percent, and the remaining local jurisdictions had poverty rates of less than five percent. The overall poverty rate for the ten communities in the Sheboygan Metropolitan Planning Area was 10.0 percent over the period from 2012 to 2016.

The poverty rate increased for the nation, the state, the county, and for the urbanized area between the 2008 – 2012 ACS and the 2012 – 2016 ACS. The poverty rate also increased for seven of the ten local jurisdictions in the Sheboygan Metropolitan Planning Area between the 2008 – 2012 ACS and the 2012 – 2016 ACS, the three exceptions being the City of Sheboygan Falls and the Towns of Mosel and Sheboygan Falls; the poverty rate decreased in these three jurisdictions. The overall poverty rate for the ten communities in the Sheboygan Metropolitan Planning Area increased by 0.5 percent between the 2008 – 2012 ACS and the 2012 – 2016 ACS.

Each ACS measured poverty status “in the past 12 months” (presumably 2007 to 2011 in the case of the 2008 – 2012 ACS, and 2011 to 2015 in the case of the 2012 to 2016 ACS).

Per Capita Income

Per capita income, as measured by the U.S. Bureau of the Census, is an average of the reported personal income of all surveyed persons within a given geography. Personal income is one component of household income, which will be discussed in the next section. Census reporting of per capita income is subject to two limitations: (1) a person underreporting his or her annual income; and (2) a skewing of values either above or below a realistic per capita income (this depends on the number of extremely low or extremely high income values).

Table 3.6 indicates that the 2012 – 2016 per capita income for the State of Wisconsin was \$576 lower than the per capita income for the nation, while the 2012 – 2016 per capita income for Sheboygan County was \$1,457 lower than the per capita income level for the state. Table 3.6 also indicates that the 2012 – 2016 per capita income level for the Sheboygan Urbanized Area was \$1,971 lower than the per capita income level for the county. Similar disparities between the nation, state, county and urbanized area were also evident over the 2008 – 2012 period.

Table 3.6 also indicates that the 2012 – 2016 per capita income of the City of Sheboygan (\$22,592) was below the urbanized area average of \$25,825; all other local jurisdictions had per capita incomes above the urbanized area average. The two local jurisdictions that had 2012 – 2016 per capita income levels below the Sheboygan County average of \$27,796 were the City of Sheboygan and the Town of Herman (\$27,101), with all other local jurisdictions being above the county average. The same eight local jurisdictions that were above the county average in 2012 – 2016 were also above the State of Wisconsin per capita income average of \$29,253 over that period. The Cities of Sheboygan and Sheboygan Falls and the Town of Herman had 2012 – 2016 average per capita incomes below the national average of \$29,829, with all other local jurisdictions being above the national average.

In addition, Table 3.6 indicates that between the 2008 – 2012 and 2012 to 2016 ACS periods, real per capita income increased by 1.2 percent for the nation, increased by 1.6 percent for the state, increased by 2.6 percent for the county, and increased by 0.1 percent for the urbanized area. Seven of the ten local jurisdictions in the Sheboygan Metropolitan Planning Area saw increases in average real per capita income between the 2008 – 2012 and the 2012 – 2016 ACS periods; these

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increases ranged from 6.6 percent (City of Sheboygan Falls) to 39.3 percent (Town of Mosel). The three local jurisdictions that saw decreases in average real per capita income between the two ACS survey periods were the City of Sheboygan (1.9 percent), the Village of Howards Grove (7.2 percent), and the Town of Wilson (7.1 percent).

Both American Community Surveys measured per capita income “in the past 12 months” (presumably 2007 to 2011 in the case of the 2008 – 2012 ACS, and 2011 to 2015 in the case of the 2012 – 2016 ACS).

Table 3.6: Per Capita Income by Geography^{1,2}

Region or Jurisdiction	Income in 2008 - 2012	2008 - 2012 Income in 2012 - 2016 Dollars	Income in 2012 - 2016	Percentage Change
United States	\$28,051	\$29,462	\$29,829	1.2%
Wisconsin	\$27,426	\$28,806	\$29,253	1.6%
Sheboygan County	\$25,793	\$27,090	\$27,796	2.6%
Sheboygan Urbanized Area	\$24,562	\$25,797	\$25,825	0.1%
City of Sheboygan	\$21,924	\$23,027	\$22,592	-1.9%
City of Sheboygan Falls	\$26,178	\$27,495	\$29,320	6.6%
Village of Howards Grove	\$31,443	\$33,025	\$30,651	-7.2%
Village of Kohler	\$36,817	\$38,669	\$41,255	6.7%
Town of Herman	\$23,084	\$24,245	\$27,101	11.8%
Town of Lima	\$26,903	\$28,256	\$31,660	12.0%
Town of Mosel	\$25,998	\$27,306	\$38,047	39.3%
Town of Sheboygan	\$32,244	\$33,866	\$36,997	9.2%
Town of Sheboygan Falls	\$28,577	\$30,014	\$35,950	19.8%
Town of Wilson	\$34,326	\$36,053	\$33,491	-7.1%

NOTES:

¹Per capita income for 2008 to 2012 was obtained from the 2008 – 2012 American Community Survey 5-Year Estimates. Per capita income for 2012 to 2016 was obtained from the 2012 – 2016 American Community Survey 5-Year Estimates. These data represent an average of annual personal income of surveyed persons. Not all persons received the American Community Survey (ACS) form in either period of analysis. Incomes reported in 2008 – 2012 and in 2012 – 2016 represent the per capita incomes for those periods, respectively. Because 2008 – 2012 dollars are not equal to 2012 – 2016 dollars, 2008 – 2012 dollars were inflated to 2012 – 2016 dollars by 5.03 percent using the Consumer Price Index (CPI). This was the inflation rate from 2012 to 2016, since ACS dollar amounts are inflation-adjusted to the final year of the ACS survey period.

²The universe of respondents for this table is the total population in each jurisdiction.

Source: U.S. Bureau of the Census, 2008 – 2012 American Community Survey 5-Year Estimates (Table B19301, Per Capita Income in the Past 12 Months in 2012 Inflation-Adjusted Dollars), 2012 – 2016 American Community Survey 5-Year Estimates (Table B19301, Per Capita Income in the Past 12 Months in 2016 Inflation-Adjusted Dollars); U.S. Department of Labor, Bureau of Labor Statistics, CPI Inflation Calculator, July 2012 and July 2016; and Bay-Lake Regional Planning Commission, 2018.

HOUSEHOLDS

Median Household Income

Household income equals the total income earned by all persons age 15 and older living within a housing unit. However, group quarters (such as nursing homes and college dormitories) are not classified as housing units, and therefore are not included in the calculation of median household income. While per capita income is an average of reported personal income, median household income is the middle value of all reported household income, with half of the values below and half of the values above this level. Median household income is a better indicator of how people

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are living than is per capita income because (1) not all persons who earn an income live alone, and (2) the value is not skewed by exceptionally high or low income values as may be the case with a mean based average.

Table 3.7 compares the median household incomes reported in the *2008 – 2012 American Community Survey* to those reported in the *2012 – 2016 American Community Survey* by geography. All incomes are inflated to 2016 dollars so that the value of the dollar is comparable for the two periods of analysis.

Table 3.7 indicates that the U.S., the State of Wisconsin, Sheboygan County and the Sheboygan Urbanized Area all had decreases in median household income (when adjusted for inflation) between the 2008 – 2012 and the 2012 – 2016 ACS periods. The following local jurisdictions had a decrease in median household income between the two ACS periods: the Cities of Sheboygan and Sheboygan Falls, the Village of Kohler, and the Towns of Lima, Sheboygan Falls and Wilson. The largest decreases in median household income occurred in the City of Sheboygan Falls (14.4 percent), the Town of Wilson (8.2 percent), the Town of Sheboygan Falls (7.2 percent), the Town of Lima (6.1 percent), and the Village of Kohler (5.5 percent), with a more modest decrease occurring in the City of Sheboygan (0.6 percent). The following local jurisdictions had an increase in median household income between the two ACS periods: the Village of Howards Grove and the Towns of Herman, Mosel and Sheboygan. The largest increases in median household income occurred in the Town of Mosel (26.7 percent), the Town of Herman (13.0 percent), and the Town of Sheboygan (6.2 percent), with a more modest increase occurring in the Village of Howards Grove (0.6 percent).

Table 3.7 indicates that the nation's median household income level was \$712 higher than the state's median household income level in the 2012 – 2016 ACS period. Sheboygan County had a median household income level that was \$218 lower than state's median household income level and was \$930 lower than the nation's median household income level. The median household income level for the urbanized area was significantly lower than similar levels for the nation, state and county in the 2012 – 2016 ACS period; the urbanized area had a median household income level that was \$5,561 (nearly 10.1 percent) lower than the median household income for the nation.

It is evident in Table 3.7 that with two exceptions, local jurisdictions in the metropolitan planning area had median household incomes in the 2012 – 2016 ACS that exceeded median household income levels not just for the urbanized area, but also for the county, state and nation. The City of Sheboygan, at \$44,406, was significantly lower than the median household income levels for the urbanized area, the county, the state and for the nation. The City of Sheboygan Falls, at \$52,410, was higher than the median household income level for the urbanized area, but was lower than the median household income levels for the county, the state and for the nation.

Both American Community Surveys measured median household income “in the past 12 months” (presumably 2007 to 2011 in the case of the *2008 – 2012 ACS*, and 2011 to 2015 in the case of the *2012 – 2016 ACS*).

Table 3.7: Median Household Income by Geography^{1,2}

Region or Jurisdiction	Income in 2008 - 2012	2008 - 2012 Income in 2012 - 2016 Dollars	Income in 2012 - 2016	Percentage Change
United States	\$53,046	\$55,714	\$55,322	-0.7%
Wisconsin	\$52,627	\$55,274	\$54,610	-1.2%
Sheboygan County	\$52,967	\$55,631	\$54,392	-2.2%
Sheboygan Urbanized Area	\$48,720	\$51,171	\$49,761	-2.8%
City of Sheboygan	\$42,549	\$44,689	\$44,406	-0.6%
City of Sheboygan Falls	\$58,283	\$61,215	\$52,410	-14.4%
Village of Howards Grove	\$70,349	\$73,888	\$74,320	0.6%
Village of Kohler	\$81,625	\$85,731	\$81,000	-5.5%
Town of Herman	\$60,714	\$63,768	\$72,045	13.0%
Town of Lima	\$73,384	\$77,075	\$72,368	-6.1%
Town of Mosel	\$60,139	\$63,164	\$80,054	26.7%
Town of Sheboygan	\$64,250	\$67,482	\$71,679	6.2%
Town of Sheboygan Falls	\$61,688	\$64,791	\$60,147	-7.2%
Town of Wilson	\$88,315	\$92,757	\$85,170	-8.2%

NOTES:

¹Median household income for 2008 to 2012 was obtained from the *2008 – 2012 American Community Survey 5-Year Estimates*. Median household income for 2012 to 2016 was obtained from the *2012 – 2016 American Community Survey 5-Year Estimates*. These data represent an average of reported annual household income of surveyed households. Not all households received the *American Community Survey (ACS)* form in either period of analysis. Incomes reported in 2008 – 2012 and in 2012 – 2016 represent the median household incomes for those periods, respectively. Because 2008 – 2012 dollars are not equal to 2012 – 2016 dollars, 2008 – 2012 dollars were inflated to 2012 – 2016 dollars by 5.03 percent using the Consumer Price Index (CPI). This was the inflation rate from 2012 to 2016, since ACS dollar amounts are inflation-adjusted to the final year of the ACS survey period.

²The universe of respondents for this table is the total number of households in each jurisdiction.

Source: U.S. Bureau of the Census, *2008 – 2012 American Community Survey 5-Year Estimates* (Table S1903, Median Income in the Past 12 Months in 2012 Inflation-Adjusted Dollars), *2012 – 2016 American Community Survey 5-Year Estimates* (Table S1903, Median Income in the Past 12 Months in 2016 Inflation-Adjusted Dollars); U.S. Department of Labor, Bureau of Labor Statistics, CPI Inflation Calculator, July 2012 and July 2016; and Bay-Lake Regional Planning Commission, 2018.

Composition of Households

Households are comprised of either families or non-families. Family households include a householder and one or more persons related to the householder by birth, marriage or adoption. Non-family householders include a householder who lives alone or with non-relatives. (An example of a non-family household with more than one person could be two or more unrelated college students sharing a non-university owned apartment. Students who live on campus in dormitories or live off-campus in university-owned apartments are considered to live in “group quarters,” and are not included in household counts).

The total number of households in Sheboygan County increased by over 1.6 percent (up by 762 to 47,152 households) from 2010 to the 2012 – 2016 ACS, with an increase of 154 (or nearly 0.5 percent) in family households, and an increase of 608 (or over 3.9 percent) in non-family households. The total number of households in the Sheboygan Urbanized Area increased by nearly 1.2 percent (up by 351 to 29,861 households) from 2010 to the 2012 – 2016 ACS, with an increase of 171 (or over 0.9 percent) in family households, and with an increase of 180 (or over 1.6 percent) in non-family households. These figures compare to a nearly 0.9 percent household growth rate for the U.S. (a nearly 0.1 percent growth rate in family households, and a nearly 2.4 percent growth

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rate in non-family households), as well as a more than 1.3 percent growth rate for the State of Wisconsin from 2010 to the 2012 – 2016 ACS (a nearly 0.2 percent growth rate in family households, and a nearly 3.5 percent growth rate in non-family households).

As far as the cities of the metropolitan planning area were concerned, the total number of households in the City of Sheboygan increased by over 1.3 percent (up by 266 to 20,574 households) from 2010 to the 2012 – 2016 ACS, with an increase of 24 (or nearly 0.2 percent) in family households, and an increase of 242 (or nearly 3.0 percent) in non-family households. The total number of households in the City of Sheboygan Falls increased by over 0.3 percent (up by 11 to 3,491 households) from 2010 to the 2012 – 2016 ACS, with a *decrease* of 15 (or nearly 0.7 percent) in family households, but with an increase of 26 (or nearly 2.0 percent) in non-family households.

As far as the villages of the metropolitan planning area were concerned, the total number of households in the Village of Howards Grove *decreased* by over 0.8 percent (down by 10 to 1,235 households) from 2010 to the 2012 – 2016 ACS, with an increase of 18 (or over 1.9 percent) in family households, but with a *decrease* of 28 (or over 9.2 percent) in non-family households. The total number of households in the Village of Kohler increased by nearly 16.6 percent (up by 130 to 914 households) from 2010 to the 2012 – 2016 ACS, with an increase of 79 (or nearly 13.0 percent) in family households, and with an increase of 51 (or nearly 29.0 percent) in non-family households.

As far as the towns of the metropolitan planning area were concerned, the total number of households in the Town of Herman *decreased* by nearly 1.5 percent (down by 9 to 602 households) from 2010 to the 2012 – 2016 ACS, with a decrease of 44 (or over 9.3 percent) in family households, but with an increase of 35 (or 25.0 percent) in non-family households. The total number of households in the Town of Lima *decreased* by over 0.7 percent (down by 8 to 1,081 households) from 2010 to the 2012 – 2016 ACS, with a decrease of 13 (or over 1.4 percent) in family households, but with an increase of 5 (or over 2.6 percent) in non-family households. The total number of households in the Town of Mosel increased by over 4.2 percent (up by 13 to 321 households), with an increase of 11 (or over 4.6 percent) in family households, and with an increase of 2 (or nearly 2.9 percent) in non-family households.

The total number of households in the Town of Sheboygan *decreased* by over 0.4 percent (down by 13 to 2,986 households) from 2010 to the 2012 – 2016 ACS, with a decrease of 44 (or nearly 2.1 percent) in family households, but with an increase of 31 (or nearly 3.5 percent) in non-family households. The total number of households in the Town of Sheboygan Falls increased by over 3.1 percent (up by 22 to 728 households) from 2010 to the 2012 – 2016 ACS, with a *decrease* of 19 (or nearly 3.6 percent) in family households, but with an increase of 41 (or nearly 23.3 percent) in non-family households. The total number of households in the Town of Wilson *decreased* by nearly 0.5 percent (down 6 to 1,308 households) from 2010 to the 2012 – 2016 ACS, with an increase of 55 (or nearly 5.3 percent) in family households, but with a decrease of 61 (or over 22.8 percent) in non-family households.

The total number of households in the ten communities of the Sheboygan Metropolitan Planning Area increased by over 1.2 percent (up 396 to 33,240 households) from 2010 to the 2012 – 2016 ACS, with an increase of 52 (or over 0.2 percent) in family households, and with an increase of

344 (or nearly 3.0 percent) in non-family households.

Sheboygan County is ahead of the state and nation in terms of overall household growth. On the other hand, the Sheboygan Urbanized Area and the total of the ten communities that are wholly or partially included in the Sheboygan Metropolitan Planning Area are behind the state but are ahead of the nation in terms of overall household growth. In addition, non-family households are growing at a faster rate than are family households in most jurisdictions examined in this analysis, the exceptions being the Village of Howards Grove and the Towns of Mosel and Wilson.

Figure 3.3 illustrates family and non-family households for 2010 and for the 2012 – 2016 ACS as a percentage of all households. The proportion of family households decreased in the following larger geographic areas:

- United States: Decrease from 66.4 percent in 2010 to 65.9 percent in the 2012 – 2016 ACS;
- State of Wisconsin: Decrease from 64.4 percent in 2010 to 63.7 percent in the 2012 – 2016 ACS;
- Sheboygan County: Decrease from 66.6 percent in 2010 to 65.8 percent in the 2012 – 2016 ACS;
- Sheboygan Urbanized Area: Decrease from 62.9 percent in 2010 to 62.8 percent in the 2012 – 2016 ACS; and
- Sheboygan Metropolitan Planning Area Communities: Decrease from 64.6 percent in 2010 to 64.0 percent in the 2012 – 2016 ACS.

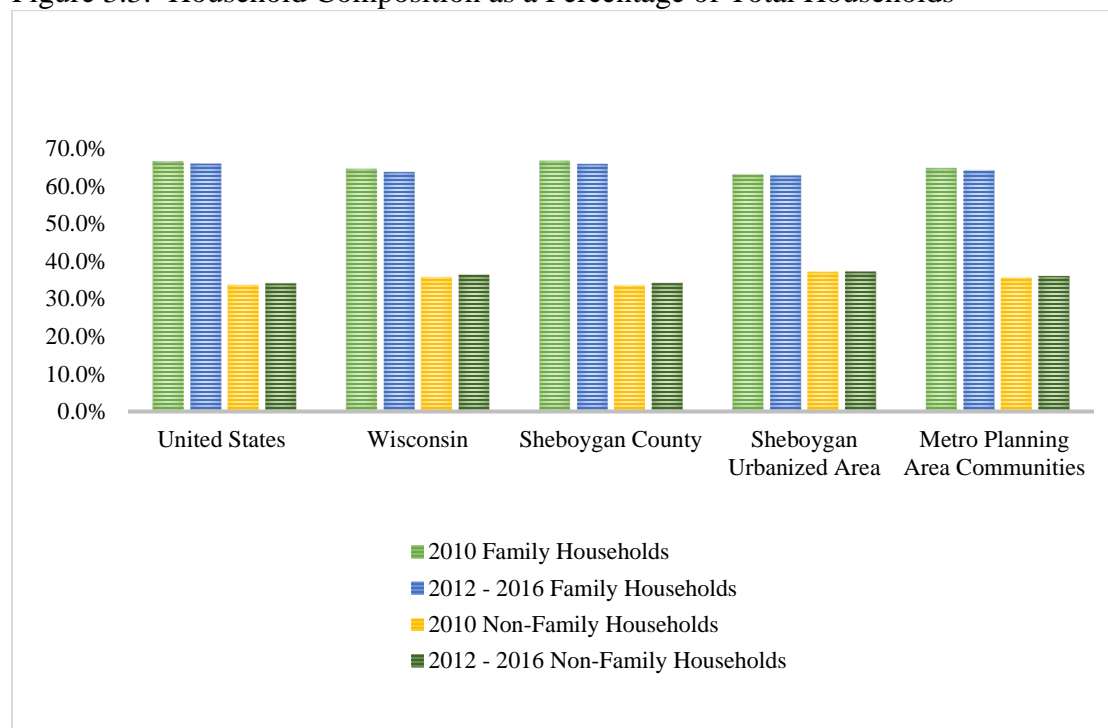
In addition, the proportion of family households decreased in seven of the ten local jurisdictions in the Sheboygan Metropolitan Planning Area, with the three exceptions again being the Village of Howards Grove and the Towns of Mosel and Wilson.

The average size of a family household increased in six jurisdictions and decreased in eight jurisdictions from 2010 to the 2012 – 2016 ACS. Jurisdictions in which the average size of a family household increased included the nation, the state, the City of Sheboygan Falls, the Village of Howards Grove, and the Towns of Lima and Sheboygan. Jurisdictions in which the average size of a family household decreased included Sheboygan County, the Sheboygan Urbanized Area, the City of Sheboygan, the Village of Kohler, and the Towns of Herman, Mosel, Sheboygan Falls and Wilson. Increases in family household size were never higher than 0.10. Decreases in family household size were more variable, with five of the jurisdictions having decreases of less than 0.10, two jurisdictions having decreases between 0.10 and 0.20, and one jurisdiction (the Town of Herman) having a decrease over 0.20.

The average size of a non-family household increased for the nation, the state, and for the Towns of Herman, Lima, Sheboygan Falls and Wilson between 2010 and the 2012 – 2016 ACS, while it decreased for Sheboygan County, the Sheboygan Urbanized Area, the Cities of Sheboygan and Sheboygan Falls, the Villages of Howards Grove and Kohler, and for the Towns of Mosel and Sheboygan between those periods. Neither increases nor decreases in non-family household size exceeded 0.10 between 2010 and the 2012 – 2016 ACS.

For all measured jurisdictions, there was a range of 2.74 to 3.24 persons per family household (2.74 to 3.06 persons if the national figure is excluded), while there was a range of 1.12 to 1.33 persons per non-family household in the 2012 – 2016 ACS.

Figure 3.3: Household Composition as a Percentage of Total Households



Source: U.S. Bureau of the Census, *2010 Census* (Summary File 1, Table P18: Household Type (for the Sheboygan Urbanized Area) and Summary File 2, Table QT-P11: Households and Families (for most jurisdictions)), *2012 – 2016 American Community Survey 5-Year Estimates* (Table S1101: Households and Families); and Bay-Lake Regional Planning Commission, 2018.

HOUSING STOCK

Home Ownership

Studies have shown that the most common reason for saving money is to purchase a home. As homeownership increases in a community, stability and strength in that community also tend to increase. Home owners tend to occupy their homes for more years, while renters tend to move from rental to rental, often spending a year or less in one location. For example, areas of high student rental typically experience high occurrences of transient behavior where residents live in one location for a semester or an academic year and then move on. These brief stays do little to promote a sense of home and neighborhood. Home owners, in general, tend to take better care of their own homes, and often become involved in their neighborhoods and communities.

As a means of analyzing home ownership, the U.S. Bureau of the Census gathers data on the tenure (owner-occupied or renter-occupied status) of housing units. Figure 3.4 illustrates and compares owner-occupied and renter-occupied housing units for 2010 and for the 2012 – 2016 ACS as percentages of total occupied housing stock. The United States, the State of Wisconsin, Sheboygan County, the Sheboygan Urbanized Area, and the ten communities that constitute the Sheboygan Update to the *Year 2045 Sheboygan Area Transportation Plan*

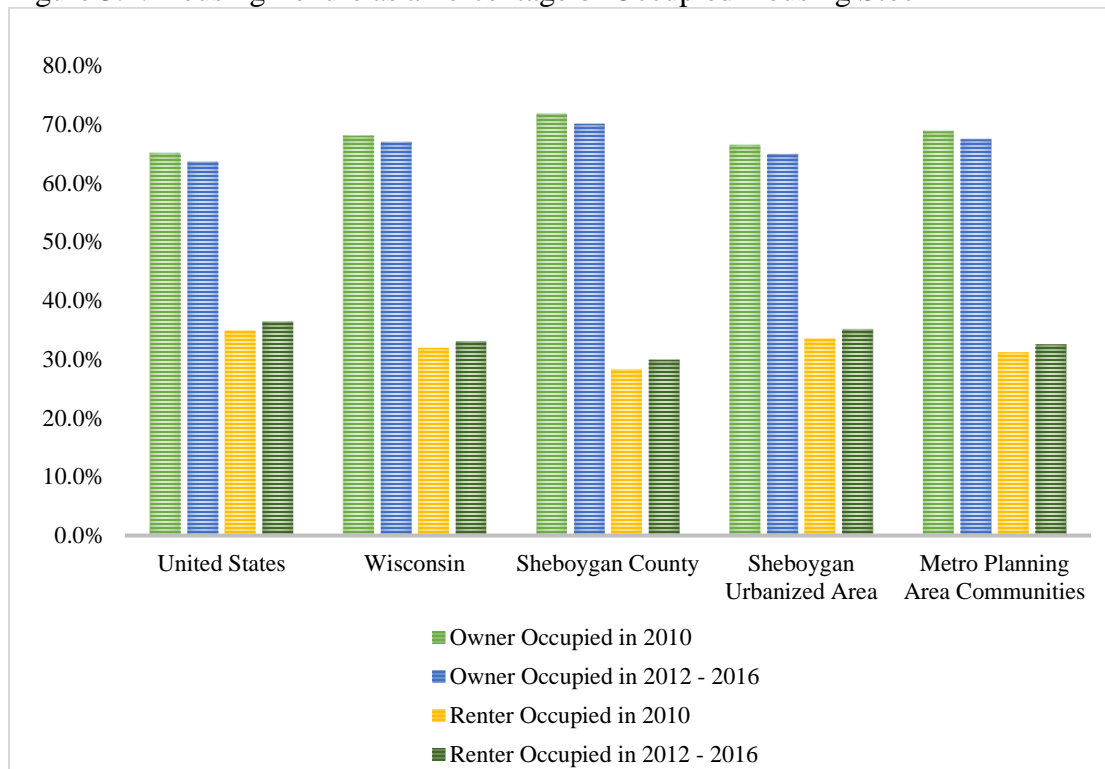
Urbanized Area all had decreases in their proportion of owner-occupied housing (and therefore saw increases in their proportion of renter-occupied housing) from 2010 to the 2012 – 2016 ACS. Decreases in the proportion of owner-occupied housing (or increases in the proportion of renter-occupied housing) ranged from 1.1 percent for the State of Wisconsin to 1.6 percent for Sheboygan County and the Sheboygan Urbanized Area between 2010 and the 2012 – 2016 ACS.

Seven of the ten communities in the Sheboygan Metropolitan Planning Area saw decreases in their proportions of owner-occupied housing from 2010 to the 2012 – 2016 ACS. The three communities that saw increases in their proportions of owner-occupied housing from 2010 to the 2012 – 2016 ACS were the Village of Howards Grove (3.8 percent) and the Towns of Lima (2.1 percent) and Sheboygan Falls (1.7 percent). Decreases in the proportion of owner-occupied housing were less than one percent in the Towns of Mosel and Wilson, between one and two percent in the City of Sheboygan, between two and three percent in the City of Sheboygan Falls and the Towns of Herman and Sheboygan, and over three percent in the Village of Kohler between 2010 and the 2012 – 2016 ACS.

Among cities in the Sheboygan Metropolitan Planning Area, the City of Sheboygan had the area's lowest owner occupancy rate at 59.6 percent, while the City of Sheboygan Falls had an owner occupancy rate of 65.3 percent. Among villages in the Sheboygan Metropolitan Planning Area, the Village of Howards Grove had an owner occupancy rate of 87.4 percent, while the Village of Kohler had an owner occupancy rate of 88.7 percent. Among towns in the Sheboygan Metropolitan Planning Area, the Town of Sheboygan had an owner occupancy rate of less than 80 percent, while the Towns of Herman and Mosel had owner occupancy rates between 80 and 90 percent, and the Towns of Lima, Sheboygan Falls and Wilson had owner occupancy rates in excess of 90 percent. All of these owner occupancy percentages were observed in the 2012 – 2016 ACS.

Among the geographic areas measured in Figure 3.4, the nation had the lowest percentage of owner-occupied housing units in the 2012 – 2016 ACS (63.6 percent), followed by the Sheboygan Urbanized Area (64.9 percent), the State of Wisconsin (67.0 percent), and the communities of the Sheboygan Metropolitan Planning Area (67.4 percent). At 70.1 percent, Sheboygan County had the highest percentage of owner-occupied housing units of the geographic areas measured in Figure 3.4 in the 2012 – 2016 ACS.

Figure 3.4: Housing Tenure as a Percentage of Occupied Housing Stock



Source: U.S. Bureau of the Census, *2010 Census* (Summary File 1, Table H4: Tenure), *2012 – 2016 American Community Survey 5-Year Estimates* (Table B25003: Tenure); and Bay-Lake Regional Planning Commission, 2018.

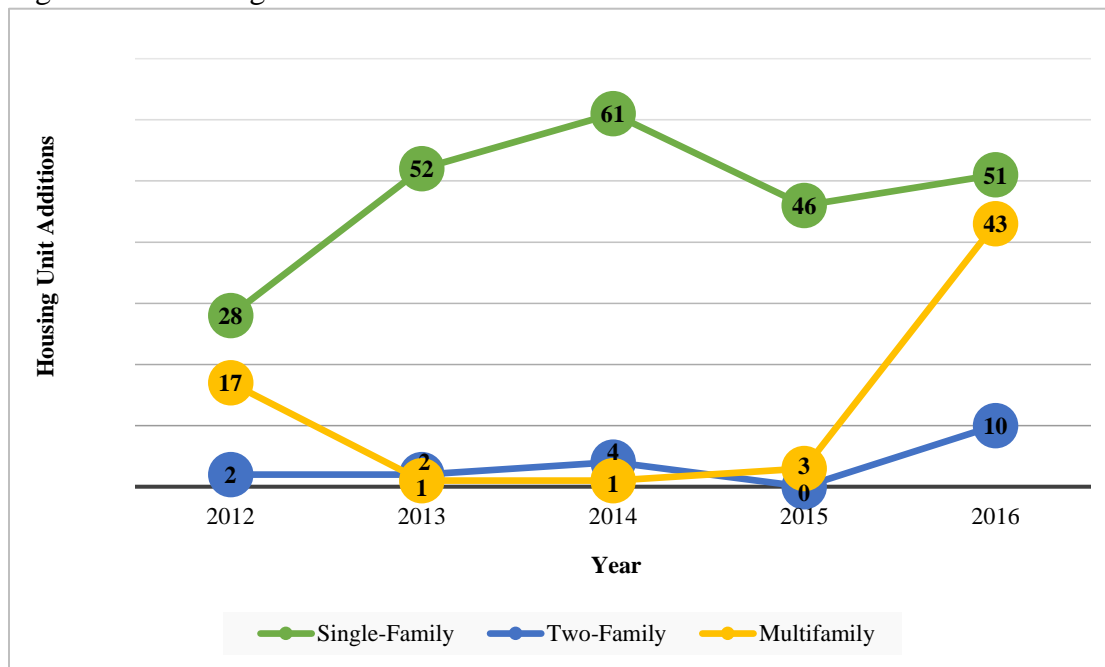
Residential Housing Construction

Building construction is a strong indicator of the health of a region. Building construction creates a multiplier effect within the economy by providing construction jobs to residents who, in turn, increase their spending as their disposable income rises. New housing also provides additional tax base for the communities within which construction has occurred. However, the demand for new housing depends on several factors, such as income, job stability and interest rates.

Figure 3.5 illustrates housing unit additions from 2012 through 2016 in the ten communities of the Sheboygan Metropolitan Planning Area. Each line represents the total number of housing units added by type of housing by year for all of the cities, villages and towns in the metropolitan planning area. The greatest number of housing units added was in 2016 (104 units added); of these, 51 units involved single-family homes, 10 units involved two-family structures, and 43 units involved multifamily residential structures. There were 47 housing units added in 2012; of these, 28 units involved single-family homes, two involved two-family structures, and 17 involved multifamily residential structures. The number of housing units added increased to 55 units in 2013, increased again to 66 units in 2014, but decreased to 49 units in 2015 before the large increase to 104 units in 2016; the overwhelming number of added housing units in 2013 through 2015 involved single-family homes, although there were some two-family homes and multifamily residential structures added in those years as well.

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Figure 3.5: Housing Unit Additions: 2012 – 2016

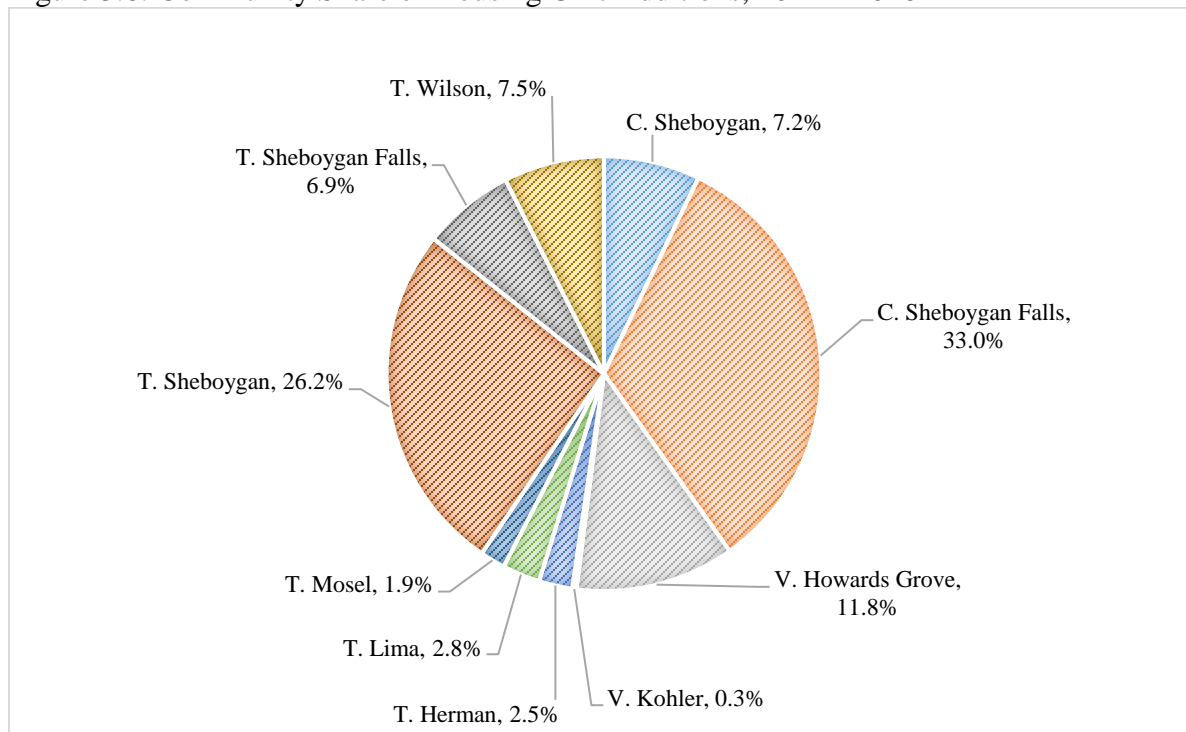


Source: Wisconsin Department of Administration, Demographic Services Center, *Housing Unit Additions and Deletions for Wisconsin Minor Civil Divisions* (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

The City of Sheboygan Falls had the majority of the two-family (77.8 percent) and multifamily (75.4 percent) housing unit additions in the communities of the metropolitan planning area for the period from 2012 through 2016. The Village of Howards Grove also had 16 multifamily housing unit additions, while the City of Sheboygan and the Town of Sheboygan each had two two-family housing unit additions during that period.

Figure 3.6 illustrates the community share of all housing unit additions for the period from 2012 through 2016. Over the five year period, the City of Sheboygan Falls took the lead in housing unit additions with 33.0 percent of all such additions. The Town of Sheboygan (26.2 percent) had the second highest proportion of housing unit additions during this period. In addition, the Village of Howards Grove (11.8 percent) had a notable proportion of housing unit additions during this period. The City of Sheboygan (7.2 percent) and the Towns of Sheboygan Falls (6.9 percent) and Wilson (7.5 percent) each had between six and ten percent of all housing unit additions during this period. The Towns of Herman (2.5 percent), Lima (2.8 percent) and Mosel (1.9 percent) each had between one and five percent of all housing unit additions, while the Village of Kohler (0.3 percent) had less than one percent of all housing unit additions during this period. There was a nearly even split in the proportion of housing unit additions between incorporated communities (cities and villages) and towns.

Figure 3.6: Community Share of Housing Unit Additions, 2012 – 2016



Source: Wisconsin Department of Administration, Demographic Services Center, *Housing Unit Additions and Deletions for Wisconsin Minor Civil Divisions* (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

It should be noted that data from the Wisconsin Department of Administration's Demographic Services Center was utilized for this analysis in this plan update because the traditional source of building permit data from the U.S. Census Bureau (Censtats) is no longer available, and since the new building permit data source from the U.S. Census Bureau does not always take into account local jurisdictions outside of incorporated places. In addition, mobile home additions were included along with multifamily housing unit additions. Finally, housing unit deletions were not included in this analysis; while rare, such deletions can be significant in some metropolitan planning area communities.

INDUSTRIES AND OCCUPATIONS

Major Industries and Employers

The Sheboygan area economy has traditionally placed greater reliance on the manufacturing sector than economies in other similarly sized manufacturing areas. According to the Wisconsin Department of Workforce Development (*Sheboygan County Workforce and Economic Profile, 2015*), the largest industry in all four quarters of 2014 was manufacturing, with 34.7 percent of the county's jobs. Other important sectors of employment included: education and health (17.8 percent); trade, transportation and utilities (16.9 percent); leisure and hospitality (8.6 percent); and professional and business services (7.5 percent). All of the other six economic sectors (financial activities, construction, public administration, other services, natural resources, and information), as well as employment not assigned to an economic sector, involved less than five percent of total

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employment over all four quarters of 2014.

As noted in Table 3.8, EMSI (using data from the Wisconsin Department of Workforce Development and other sources) has identified the following industry groups as employing the greatest number of workers (for 2017) in Sheboygan County:

Table 3.8: Top Industries in Sheboygan County, 2017

Industry Group	Number of Employees
Other Fabricated Metal Product Manufacturing	6,807
Education and Hospitals (Local Government)	3,379
Restaurants and Other Eating Places	3,364
Plastics Product Manufacturing	2,577
Local Government, Excluding Education and Hospitals	1,803
Foundries	1,543
Employment Services	1,441
Offices of Physicians	1,394
Grocery and Related Product Merchant Wholesalers	1,308
Colleges, Universities, and Professional Schools	1,287
Dairy Product Manufacturing	1,268
Insurance Carriers	1,180
Animal Production	1,153
General Medical and Surgical Hospitals	1,127
Converted Paper Product Manufacturing	1,110
General Merchandise Stores, Including Warehouse Clubs and Supercenters	1,091
Animal Slaughtering and Processing	1,034

Source: EMSI, 2018; and Bay-Lake Regional Planning Commission, 2018.

According to the Sheboygan County Economic Development Corporation (SCEDC), the top ten current employers (all private sector and non-chain) in ranked order, from largest to smallest, included:

1. Kohler Company;
2. Bemis Manufacturing Company;
3. Nematik;
4. Aurora Medical Group, Inc. (physician offices);
5. Sargento Foods, Inc.;
6. Acuity, A Mutual Insurance Company;
7. Johnsonville Sausage, LLC;
8. Rockline Industries, Inc.;
9. Fresh Brands Distributing, Inc. (Piggly Wiggly – Midwest); and
10. HSHS St. Nicholas Hospital (general medical and surgical hospital).

All of the above employers have at least 500 employees, with another 14 employers having between 250 and 499 employees.

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In 2000, Sheboygan County had a low unemployment rate of 2.6 percent, a rate that was reflective more of the 1990s than of the decade that followed. From 2001 through 2008, unemployment ranged from 3.9 percent in 2001 to 5.1 percent in 2003, and typically was in the four to five percent range, a little higher than the unemployment rates in the 1990s (due to economic difficulties following September 11, 2001, and other factors), but not as high as what was to come. Because of local job losses and an overall poor economy throughout the state, nation and world, Sheboygan County had an annual unadjusted unemployment rate of 9.2 percent in 2009, and this rate increased to 9.3 percent in 2010. Monthly unemployment rates started to increase around November 2008, and remained quite high for several months. The average annual unemployment rate decreased gradually after 2010, from 8.2 percent in 2011, to 6.9 percent in 2012, and to 6.1 percent in 2013. In more recent years, the average annual unemployment rate was 4.6 percent in 2014, 3.8 percent in 2015, 3.5 percent in 2016, and was 2.8 percent in 2017. The monthly unemployment rate had decreased to 2.1 percent by December 2018; the average annual unemployment rate for 2018 will be released at a later date. Typically, the City of Sheboygan has a somewhat higher unemployment rate than does Sheboygan County.

It is likely that there will be labor shortages in the long-range future. This is because of the projected increase in the elderly population, the projected decrease in middle aged adults, and the probability that there will be a deficit in migration to the area; all of these trends are discussed in the “Components of Population Change” section presented earlier in this chapter. In order to fill many of the positions projected for the future that are discussed in the next section, the Sheboygan area must attract and retain educated and skilled workers.

Projected Occupations

The shift from manufacturing to service employment is being experienced throughout the nation, not just in the Sheboygan area. Table 3.9 has been created with information from the Wisconsin Department of Workforce Development Office of Economic Advisors’ Occupational Projections for the Bay Area Workforce Development Area: 2014 – 2024. This area involves several counties in northeastern Wisconsin, including: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano and Sheboygan counties. Table 3.9 illustrates the occupations which the Wisconsin Department of Workforce Development projects as the top ten in fastest growth and the top ten for most openings for the Bay Area Workforce Development Area (including Sheboygan County) in 2024. All of the occupations listed in Table 3.9 are considered service or retail sector occupations, and are characterized by the amount of education and training required and the average (median) wage.

As Table 3.9 indicates, when it comes to occupations with the fastest growth, only one higher paying position (over \$20 per hour) appears as a fast growth occupation by 2024, that being wholesale and manufacturing sales representatives, which requires a high school diploma or equivalent at a minimum. Seven other occupations pay between \$10 and \$20 per hour; of these, heavy and tractor-trailer truck drivers (the highest paying occupation in this range) requires a high school diploma or equivalent, nursing assistants require post-secondary non-degree training, and restaurant cooks require moderate-term on-the-job training but no high school diploma, while the remaining four occupations in this range (personal care aides; customer service representatives; janitors and cleaners; and retail salespersons) require short-term on-the-job training but no high school diploma. The remaining fastest growing occupations (combined food preparation and

serving workers, including fast food; and bartenders) pay less than \$10 per hour, and require short-term on-the-job training but no high school diploma.

Table 3.9: Occupational Projections for Northeastern Wisconsin, 2024

Top Ten Occupations	Education and Training ¹	Average Wage ²
<i>Fastest Growth</i>		
Personal Care Aides	Short-term on-the-job training	\$10.93
Heavy and Tractor-Trailer Truck Drivers	High School Diploma or Equivalent	\$19.60
Combined Food Preparation and Serving Workers, Including Fast Food	Short-term on-the-job training	\$8.81
Customer Service Representatives	Short-term on-the-job training	\$16.58
Sales Representatives, Wholesale and Manufacturing, Except Trade	High School Diploma or Equivalent	\$28.06
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	Short-term on-the-job training	\$11.78
Nursing Assistants	Post-Secondary Non-Degree Training	\$12.99
Cooks, Restaurant	Moderate-term on-the-job training	\$10.81
Retail Salespersons	Short-term on-the-job training	\$10.23
Bartenders	Short-term on-the-job training	\$9.07
<i>Most Openings</i>		
Retail Salespersons	Short-term on-the-job training	\$10.23
Cashiers	Short-term on-the-job training	\$9.14
Combined Food Preparation and Serving Workers, Including Fast Food	Short-term on-the-job training	\$8.81
Waiters and Waitresses	Short-term on-the-job training	\$8.95
Office Clerks, General	Short-term on-the-job training	\$15.35
Customer Service Representatives	Short-term on-the-job training	\$16.58
Laborers and Freight, Stock, and Material Movers, Hand	Short-term on-the-job training	\$14.58
Heavy and Tractor-Trailer Truck Drivers	High School Diploma or Equivalent	\$19.60
Personal Care Aides	Short-term on-the-job training	\$10.93
Bartenders	Short-term on-the-job training	\$9.07

NOTES:

¹This represents the most common way to enter the occupation, not the only way.

²This is the median hourly wage. Wages from Occupational Employment Statistics (OES) survey responses from the Bay Area Workforce Development region, 2016. The Bay Area Workforce Development region includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano and Sheboygan Counties.

Source: Wisconsin Department of Workforce Development, 2016; and Bay-Lake Regional Planning Commission, 2016.

Table 3.9 also indicates that when it comes to occupations with the most projected openings, no higher paying positions (over \$20 per hour) appear as a fast growing occupation by 2024. Six occupations with the most projected openings pay between \$10 and \$20 per hour; of these, heavy and tractor-trailer truck drivers (again the highest paying occupation in this range) requires a high school diploma or equivalent, while the remaining five occupations in this range (retail salespersons; general office clerks; customer service representatives; laborers and freight, stock and material movers; and personal care aides) require short-term on-the-job training but no high

school diploma. The remaining occupations with the most openings (cashiers; combined food preparation and serving workers, including fast food; waiters and waitresses; and bartenders) pay less than \$10 per hour, and require short-term on-the-job training but no high school diploma.

“Fastest growing” occupations have the greatest amount of absolute growth between 2014 and 2024, while occupations with the “most openings” have the largest amount of opened positions due to absolute growth plus replacement of those leaving these positions for various reasons.

TRAVEL HABITS

Commuting Patterns

The move out of the central city and into the rural countryside began in the late 1800s, when affluent city dwellers decided to escape what they perceived as the congestion and pollution of the city for room to breathe in the country. Congestion in the late 1800s was not caused by cars, but rather was caused by concentrations of people, horse-drawn carriages and streetcars. Urban planners in that era actually encouraged such migration, and with the expansion of rail systems, workers could easily live in the suburbs of the time and commute into the core city.

Industrial migration to the suburbs was initiated when improvements in manufacturing required industries to acquire large tracts of land for equipment that operated horizontally rather than vertically, as had been common practice during the industrial revolution. With people and businesses moving out to the suburbs, there was an opportunity for people to work in their community of residence.

When businesses relocate within the same metropolitan area, they already possess a local workforce. These workers can either choose to relocate with their place of employment or they can engage in what has become known as the reverse commute, or workers commuting from the central city to the suburbs.

Unfortunately, detailed data regarding commuting patterns have not been made available since the 2000 Census. The *2012 – 2016 American Community Survey (ACS) 5-Year Estimates* only examine commuting patterns in the context of whether a person worked in or outside their place of residence. This information was available for comparison purposes between the United States, the State of Wisconsin, Sheboygan County, the Sheboygan Urbanized Area, and “places” (typically cities and villages) in the Sheboygan Metropolitan Planning Area. The *2012 – 2016 ACS 5-Year Estimates* revealed the following generalized commuting patterns for the nation, state, county, urbanized area, and “places” in the Sheboygan Metropolitan Planning Area:

- For the United States, 42.0 percent of workers age 16 and older who lived in a place worked in their place of residence, while 58.0 percent of such workers were employed outside their place of residence.
- For the State of Wisconsin, 40.1 percent of workers age 16 and older who lived in a place worked in their place of residence, while 59.9 percent of such workers were employed outside their place of residence.
- For Sheboygan County, 43.9 percent of workers age 16 and older who lived in a place worked in their place of residence, while 56.1 percent of such workers were employed outside their place of residence.

- For the Sheboygan Urbanized Area, 49.9 percent of workers age 16 and older who lived in a place worked in their place of residence, while 50.1 percent of such workers were employed outside their place of residence.
- For the City of Sheboygan, 57.6 percent of workers age 16 and older who lived in the city also worked in the city, while 42.4 percent of such workers lived in the city but worked elsewhere.
- For the City of Sheboygan Falls, 21.4 percent of workers age 16 and older who lived in the city also worked in the city, while 78.6 percent of such workers lived in the city but worked elsewhere.
- For the Village of Howards Grove, 14.6 percent of workers age 16 and older who lived in the village also worked in the village, while 85.4 percent of such workers lived in the village but worked elsewhere.
- For the Village of Kohler, 39.5 percent of workers age 16 and older who lived in the village also worked in the village, while 60.5 percent of such workers lived in the village but worked elsewhere.

Most towns in the Sheboygan Metropolitan Planning Area had no residents who lived in a “place;” therefore, information on where they worked (at the local community level) could not be obtained. The only exception was the Town of Lima, where 50.3 percent of workers age 16 and older lived in a “place” (typically an unincorporated village, such as Gibbsville or Hingham). Of these, 4.8 percent of workers age 16 and older worked in their place of residence, while 95.2 percent of such workers were employed outside their place of residence.

Mode of Travel to Work

Like the nation and the state, Sheboygan County, the Sheboygan Urbanized Area and the City of Sheboygan have experienced increases in the percentage of workers employed outside the home who drove alone to work between the 2008 – 2012 and 2012 – 2016 ACS periods.

The core of the urbanized area (the City of Sheboygan) is served by a fixed-route transit system, Shoreline Metro, which offers an alternative to driving for those who live within the transit service area. Shoreline Metro also offers more limited service to the Village of Kohler and to the City of Sheboygan Falls. Despite this offering, the percentage of workers employed outside the home using public transportation in the Sheboygan Urbanized Area decreased from 0.7 percent in the 2008 – 2012 ACS period to 0.5 percent in the 2012 – 2016 ACS period; in the City of Sheboygan, this proportion decreased from 0.9 percent in the 2008 – 2012 ACS period to 0.6 percent in the 2012 – 2016 ACS period. Bicycling in the Sheboygan Urbanized Area stayed at 0.9 percent in both the 2008 – 2012 and 2012 – 2016 ACS periods; in the City of Sheboygan, bicycling stayed at 1.1 percent in both ACS periods. Walking in the Sheboygan Urbanized Area decreased from 2.7 percent in the 2008 – 2012 ACS to 2.5 percent in the 2012 – 2016 ACS, but increased in the City of Sheboygan from 2.8 percent in the 2008 – 2012 ACS to 2.9 percent in the 2012 – 2016 ACS.

The percentage of those who drove alone to work in the Sheboygan Urbanized Area increased from 86.4 percent in the 2008 – 2012 ACS period to 87.2 percent in the 2012 – 2016 ACS period;

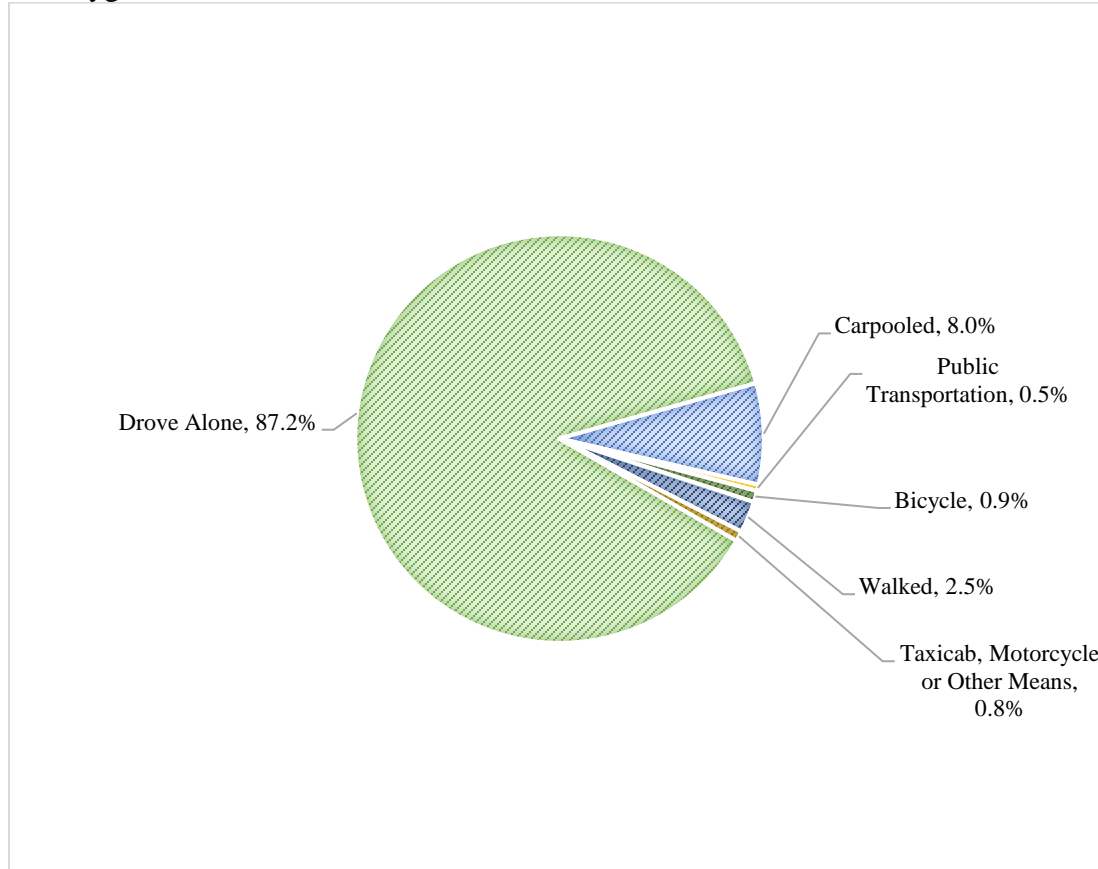
in the City of Sheboygan, this proportion increased from 84.4 percent to 85.8 percent over the same period. The percentage of those who carpooled to work in the Sheboygan Urbanized Area decreased from 8.5 percent in the 2008 – 2012 ACS period to 8.0 percent in the 2012 – 2016 ACS period; in the City of Sheboygan, this proportion decreased from 9.7 percent to 8.9 percent over the same period.

The percentage of workers 16 and older working outside of the home who drove alone to work in the 2012 – 2016 ACS period in all of Sheboygan County was 87.5 percent, which was higher than the Sheboygan Urbanized Area percentage for that period (87.2 percent), and was also higher than the City of Sheboygan percentage for that period (85.8 percent).

Figure 3.7 illustrates travel to work by mode for all persons age 16 and older who lived in the Sheboygan Urbanized Area and who worked outside the home in the 2012 – 2016 ACS period. The vast majority of workers (87.2 percent) drove alone, while an additional 8.0 percent carpooled. Despite access to transit service by a majority of the urbanized area's workforce (i.e.: both the residence and the workplace trip ends are in the three communities served by Shoreline Metro: the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler), only 0.5 percent of workers took public transportation in the 2012 – 2016 ACS period. Low transit ridership is likely the result of abundant free or very low cost parking, ease of travel between origins and destinations, and, until the past few years, gasoline prices that have not been sufficiently cost prohibitive to divert workers from driving alone to other alternatives.

As one would expect, the majority of workers in the Sheboygan Urbanized Area who walked or biked to work lived in the City of Sheboygan, where places of work are often within short distances of residences. Of the 0.9 percent of workers in the urbanized area who biked to work, 81.8 percent lived in the City of Sheboygan. In addition, of the 2.5 percent of workers in the urbanized area who walked to work, 77.8 percent lived in the City of Sheboygan.

Figure 3.7: Travel Mode to Work for All Workers 16 and Older Who Work Outside the Home, Sheboygan Urbanized Area



Source: U.S. Bureau of the Census, *2012 – 2016 American Community Survey 5-Year Estimates* (Table S0801: Commuting Characteristics by Sex); and Bay-Lake Regional Planning Commission, 2018.

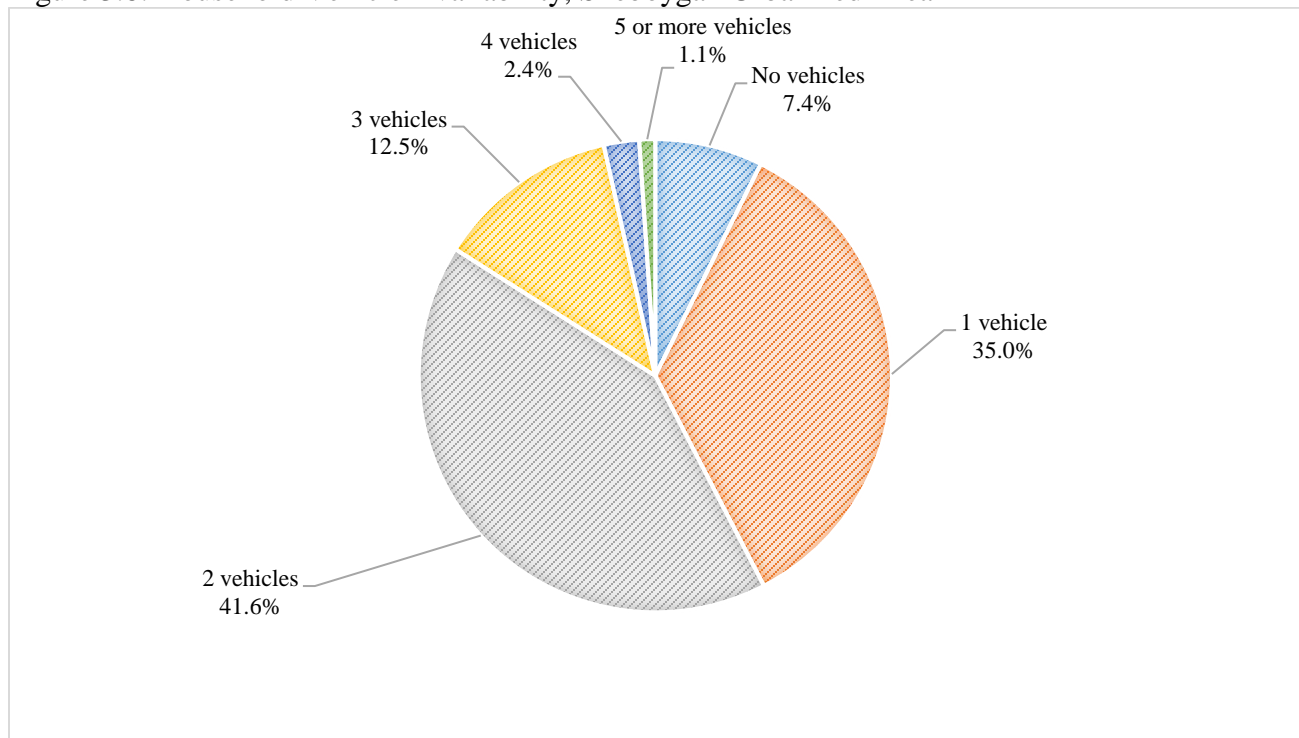
Vehicle Availability

Although the Sheboygan area has facilities for bicyclists and pedestrians and a dependable transit system, natural and man-made barriers and inhospitable winters can make traveling by means other than the private automobile difficult. Factors such as dual income households; high growth in the City of Sheboygan Falls and the Town of Sheboygan; moderate growth in the Village of Howards Grove and the Towns of Sheboygan Falls and Wilson; and having many commuters living in the metropolitan planning area but outside the City of Sheboygan commuting into the City of Sheboygan make vehicle ownership a basic necessity for many workers in the metropolitan planning area.

Figure 3.8 illustrates that 41.6 percent of households in the Sheboygan Urbanized Area had two vehicles available, while many (35.0 percent) had only one vehicle available. Over 81 percent of the 7.4 percent of urbanized area households without a vehicle available were in the City of Sheboygan. In addition, nearly 77 percent of urbanized area households with only one vehicle available were in the City of Sheboygan. Less than 63 percent of urbanized area households with two, three, four and five or more vehicles available were located in the City of Sheboygan.

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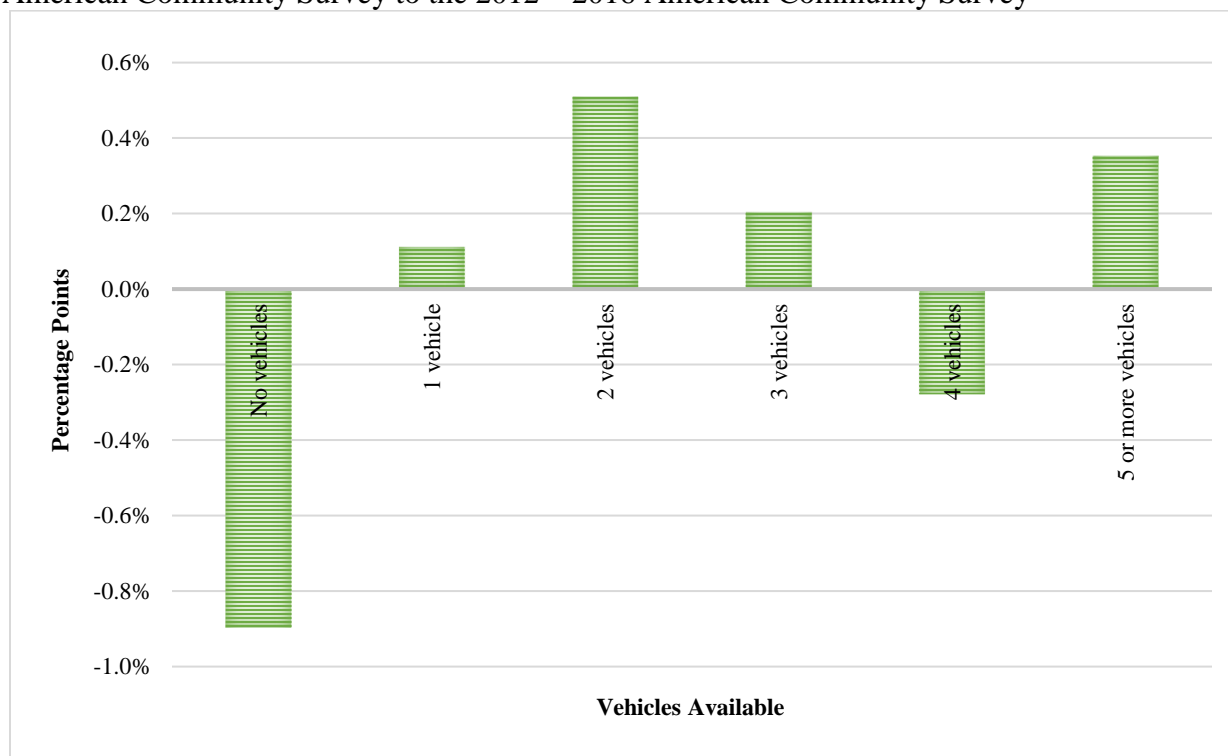
Figure 3.8: Household Vehicle Availability, Sheboygan Urbanized Area



Source: U.S. Bureau of the Census, *2012 – 2016 American Community Survey 5-Year Estimates* (Table B25044: Tenure by Vehicles Available); and Bay-Lake Regional Planning Commission, 2018.

The change in vehicle availability between the 2008 – 2012 ACS and the 2012 – 2016 ACS for the Sheboygan Urbanized Area is illustrated in Figure 3.9. Despite the fact that the percentage of persons in poverty in the Sheboygan Urbanized Area increased from 10.1 percent in the 2008 – 2012 ACS to 10.8 percent in the 2012 – 2016 ACS (see the previous discussion under “Persons in Poverty”), the percentage of households with no vehicles available decreased by 0.9 of a percentage point between the two ACS periods. On the other hand, the percentage of households with only one vehicle available increased by 0.1 of a percentage point between the 2008 – 2012 ACS and the 2012 – 2016 ACS. The percentage of households with two vehicles available increased by 0.5 of a percentage point between the 2008 – 2012 ACS and the 2012 – 2016 ACS; two vehicle households are often likely an indicator of two worker households. The percentage of households with three vehicles available increased by 0.2 of a percentage point between the 2008 – 2012 ACS and the 2012 – 2016 ACS; this is also a likely indicator of two or more worker households, and may also indicate the presence of teenage or young adult children driving in the household. The percentage of households with four vehicles available decreased by 0.3 of a percentage point between the 2008 – 2012 ACS and the 2012 – 2016 ACS, while the percentage of households with five or more vehicles available increased by nearly 0.4 of a percentage point between the 2008 – 2012 ACS and the 2012 – 2016 ACS.

Figure 3.9: Change in Vehicle Availability for the Sheboygan Urbanized Area, 2008 – 2012 American Community Survey to the 2012 – 2016 American Community Survey



Source: U.S. Bureau of the Census, *2008 – 2012 American Community Survey 5-Year Estimates* (Table B25044: Tenure by Vehicles Available), *2012 – 2016 American Community Survey 5-Year Estimates* (Table B25044: Tenure by Vehicles Available); and Bay-Lake Regional Planning Commission, 2018.

SUMMARY

The Sheboygan area has changed significantly in recent years. According to the American Community Survey (ACS, 2012 – 2016 5-Year Estimates), the population of the Sheboygan Urbanized Area has decreased slightly since the 2010 Census. In addition, according to the Wisconsin Department of Administration (DOA) Demographic Services Center, the population of Sheboygan County has decreased slightly since the 2010 Census. On the other hand, the population of the state and the nation has grown, with the nation having a faster rate of growth than the state. According to the Wisconsin DOA Demographic Services Center, the communities in the metropolitan planning area that have had estimated population increases since the 2010 Census (in order of amount of increase) have included: the Town of Sheboygan; the City of Sheboygan Falls; the Village of Howards Grove; the Town of Wilson; and the Town of Sheboygan Falls. On the other hand, the City of Sheboygan, the Village of Kohler, and the Towns of Herman, Lima and Mosel are estimated to have lost population since the 2010 Census. In addition, the area has become more diverse since 2010, particularly in the City of Sheboygan.

Per capita income (when adjusted for inflation) has increased in the county, urbanized area and in seven of the ten communities of the metropolitan planning area in recent years (the exceptions being the City of Sheboygan, the Village of Howards Grove, and the Town of Wilson). Median household income (when adjusted for inflation) decreased for the county, urbanized area and for Update to the *Year 2045 Sheboygan Area Transportation Plan*

six of the ten communities in the metropolitan planning area in recent years (the exceptions being the Village of Howards Grove and the Towns of Herman, Mosel and Sheboygan). Decreases in real income (where they occur) indicate the economic difficulties faced in the area in the past several years, particularly a gradual move from higher paying manufacturing jobs to lower paying jobs in the service sector.

With the Sheboygan area adjusting to the shift from a manufacturing economy to a service economy, the area is working to accommodate the needs of the expanding service economy. As commerce in these areas grows, the demand on the transportation system will also grow. Chapter 6 discusses the adopted or “preferred” growth scenario (Continuation of Existing Trends), and also discusses projects proposed for inclusion in this transportation plan update, which will address current and future demand on the transportation system.

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