

CHAPTER 7 ECONOMIC DEVELOPMENT

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Chapter 7 - ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element details the Town of Wilson's general economic characteristics including workforce, economic base, economic opportunities, and a complete listing of economic development resources. These characteristics are compared to those of adjacent municipalities, Sheboygan County, and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of employers and jobs that would compliment the existing business community; and a summary of the town's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the Town of Wilson. Because the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community components such as natural resources, housing, transportation, utilities, and land use. See Chapter 1 of this document for a detailed listing of these strategies.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) *infrastructure*; 2) *business development*; 3) *workforce development* and 4) *community cash flow*. These components consist of several elements that influence the quality and effectiveness of economic development within a community.

Infrastructure Development

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

- Utilities (e.g., water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g., roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services)
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular)

Communities must identify both current and future needs and work with both public and private sector providers to ensure the provision of adequate infrastructure.

Business Development

This component addresses business retention, expansion, attraction, and development.

- A *business retention and expansion* program should identify each businesses' existing and changing needs and address those needs with appropriate resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through workforce development programs, integration of technology, etc.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, quality of life elements, skill level of the workforce, available services, etc.
- *Entrepreneurship and new business development* helps diversify the economic base and creates new jobs while stabilizing the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer and economic development committee. This means there is land available with public infrastructure (e.g., streets and utilities), adequate transportation options are in place, the site has internet availability with high speed access, permits for home-based businesses can easily be obtained, etc.

Workforce Development

Communities need a well-rounded workforce to stay competitive, keep existing businesses strong, retain young people in the community, and raise the area's general standard of living. Workforce development programs are primarily provided through partnerships with local job centers, local school districts, and institutions of higher education. Occasionally, the local employers will provide instructors and equipment for use in these training programs. Companies have found it more economical to share training resources and facilities with other employers in the area resulting in a better working relationship among those businesses.

Community Cash Flow

Communities looking to bring new dollars into a community can look at two sources of new dollars: those brought in by individuals, and those brought in by organizations, businesses or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, government contracts or grants, etc.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Planning for economic development requires recognition of the town's assets and liabilities through an evaluation of the four mentioned economic components. This analysis of Wilson's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the town is currently and what its economic composition may be in the future. If the area is to develop and maintain a vibrant and diversified economic foundation, the town needs to maximize its strengths, offset its weaknesses, take advantage of its opportunities, and minimize its threats.

- In April 2006, the Town of Wilson's Plan Commission and ad hoc advisory members participated in an economic (S.W.O.T.) analysis to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development for the town. An economic development sub-committee met in May 2006 to provide additional input. The results of the S.W.O.T. workshop and sub-committee responses are found in Appendix H of this document. The following are highlights from those discussions:

Strengths:

- Significant amount of development potential but still allowing a rural feeling
- Kohler-Andrae State Park
- Country feel
- Good fire department
- Best location for future development
- Ability to live close to where you work

Weaknesses:

- Lack of focus
- Do not have the capital most cities have
- Lack of municipal water and sewer systems
- Lack of technology infrastructure
- Farmers selling out to developers for money
- Need agreement with city to not take land

Opportunities:

- Location
- Lower taxes
- Close access to I-43
- Lake Michigan shoreline
- Business corridor along V/OK to attract “clean” businesses
- Natural areas

Threats:

- City of Sheboygan encroachment
- Only one access to I-43 – the wrong type of business could create traffic problems
- Too much spontaneous building without planning to keep the area the way it has been
- Pollution
- Urban sprawl
- Depletion of water supply

The results of the economic development S.W.O.T. exercises were instrumental in drafting the economic development strategies and in identifying methods for the implementation of this portion of the town’s comprehensive plan.

LABOR FORCE CHARACTERISTICS

As a key component to economic development, the quality and quantity of the area’s labor force dictates what types of business the Town of Wilson will be able to attract and support in the future. This section focuses on the characteristics of the local and county labor force. This includes general information on education levels, incomes, the types of occupations in which individuals are employed; the types of business in which people are working; commuting

patterns; unemployment rates; labor participation rates; and a review of how these characteristics determine/influence the area’s employment forecast.

The Town of Wilson’s civilian labor force is comprised of employed persons and those seeking employment that are age 16 and older. It excludes persons in the armed forces and those under age 16.

Education Attainment

The education levels attained by the residents of a community will often be an indicator of the types of jobs in the area and the general standard of living. Areas with higher percentages of people with post high school education will be able to attract the employers offering higher paying professional positions. Table 7.1 illustrates the levels of education that individuals age 25 and over have completed.

- The percentage of high school graduates in the Town of Wilson is 35 percent, which is slightly better than the state average (34 percent) but below Sheboygan County at 40 percent.
- Wilson does compare favorably with Sheboygan County and Wisconsin when it comes to the number of individuals holding an Associate Degree or higher. Just over 34 percent of the town’s residents have a higher education degree compared to Wisconsin at 30 percent, and Sheboygan County at 25 percent. The ability to take courses locally at a number of institutions of higher education may be one of the primary reasons the town has a high number of its residents holding some level of education beyond high school.

Table 7.1: Educational Attainment (Age 25 & Over), 2000, Town of Wilson

Education Level	Town of Wilson		Sheboygan Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	55	2.6	5.8	5.4
9th to 12th grade, no diploma	228	10.6	9.8	9.6
High school graduate (includes equivalency)	757	35.1	39.9	34.6
Some college, no degree	380	17.6	19.7	20.6
Associate degree	192	8.9	6.9	7.5
Bachelor degree	327	15.2	12.8	15.3
Graduate or professional degree	215	10.0	5.1	7.2
Percent high school graduate or higher		86.8	84.4	85.1
Percent bachelor's degree or higher		25.2	17.9	22.4

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2006.

Median Household Income

Median household income is one measure of average household income. It divides the household income distribution into two equal parts: one-half of the households fall below the median line while the other one-half are above it. The median household income is a general indicator of the economic well-being of all households in the community.

Table 7.2 provides a comparison of median household incomes for the Town of Wilson, Town of Holland, the villages of Oostburg and Kohler, City of Sheboygan, Sheboygan County, and State of Wisconsin for 1989 and 1999.

- The 1999 median household income for the Town of Wilson was \$59,241 compared to \$41,134 in 1989. This represents a 44 percent increase during that 10 year time span.

Except of the Village of Kohler, both figures are higher than Wilson's surrounding communities, Sheboygan County, and the state for these same time periods.

Table 7.2: Median Household Income, 1989 and 1999, Town of Wilson and Selected Municipalities

Area	1989	1999	Percent Change
Town of Wilson	\$41,134	\$59,241	44.0
Town of Holland	\$38,427	\$57,419	49.4
Village of Oostburg	\$31,446	\$47,469	51.0
City of Sheboygan	\$27,647	\$40,066	44.9
Village of Kohler	\$43,029	\$75,000	74.3
Sheboygan County	\$31,603	\$46,237	46.3
State of Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Occupation

Table 7.3 illustrates the number of employed persons by occupational classification for the Town of Wilson in 2000. Various employment opportunities located in the Village of Kohler and the cities of Sheboygan and Manitowoc account for a majority of the employment opportunities for the town's residents.

In 2000, the majority of Town of Wilson residents were employed in management, professional and related service fields (35 percent); production, transportation, and material moving (21 percent); or sales and office occupations also at 21 percent. Employment opportunities at Acuity, municipal government (county, cities, and villages), and white collar positions at the large manufacturing companies such as Kohler Company, Bemis Manufacturing, Aurora Medical, and JL French Company provide a large number of management and sales related jobs. The larger manufacturing plants and trucking firms in the Village of Kohler and the cities of Sheboygan and Manitowoc account for the high percentage of workers in the production, transportation, and material moving sector.

Table 7.3: Employed Persons by Occupation, 2000, Town of Wilson and Sheboygan County

Occupation	Number	of Total	Number	of Total
Management, professional and related	623	34.9	15,422	25.9
Service	232	13.0	8,084	13.6
Sales and office	379	21.2	12,831	21.6
Farming, fishing and forestry	13	0.7	527	0.9
Construction, extraction and maintenance	158	8.8	4,898	8.2
Production, transportation and material moving	382	21.4	17,692	29.8
Total	1,787	100.0	59,454	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Industry

Table 7.4 reflects the employment by major industry group for the town and Sheboygan County. Figure 7.1 illustrates the fact that 30 percent of employed Wilson residents in 2000 worked in manufacturing; 20 percent in educational, health, and social services; and 11 percent in professional, scientific and management type occupations. These percentages are similar to those

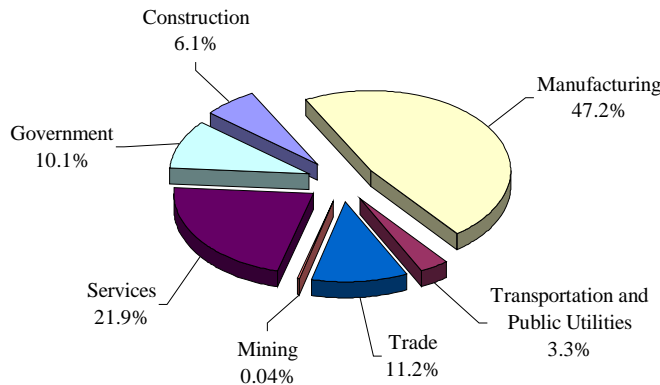
of Sheboygan County. Manufacturing remains the economic engine for the town and county and is supported strongly by the educational, health and social services industry.

Table 7.4: Employed Persons by Industry Group, 2000, Town of Wilson and Sheboygan County

Industry	Town of Wilson		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	26	1.5%	1,158	1.9%
Construction	85	4.8%	3,290	5.5%
Manufacturing	537	30.1%	22,760	38.3%
Wholesale trade	22	1.2%	1,479	2.5%
Retail trade	139	7.8%	5,717	9.6%
Transportation and warehousing, and utilities	101	5.7%	1,690	2.8%
Information	11	0.6%	810	1.4%
Finance, insurance, real estate and rental and leasing	105	5.9%	2,490	4.2%
Professional, scientific, mgt., admin and waste mgt. service	188	10.5%	2,879	4.8%
Educational, health and social services	358	20.0%	10,228	17.2%
Arts, entertainment, recreation, accommodation and food services	149	8.3%	3,844	6.5%
Other services (except public administration)	29	1.6%	1,918	3.2%
Public administration	37	2.1%	1,191	2.0%
Total	1,787	100.0%	59,454	100.0%

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.1: Percent Employment by Industry Group, 2000, Town of Wilson



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base that attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as “bedroom” communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations. Table 7.5 provides an

illustration of where residents of the Town of Wilson are traveling for work and where employers of the town are finding workers.

- There are 1,715 residents of working age in the town and a total of 776 people working in Wilson. Only 173 of the town’s residents or 10 percent live and work in Wilson.
- Approximately 90 percent of town residents were commuting to other communities for work. Approximately 60 percent traveled to either the City of Sheboygan or Village of Kohler for work. Nearly 20 percent of Wilson’s residents traveled outside of the county to work including 18 individuals (one percent) that commute to the City of Milwaukee.
- Of those who work in the town, 78 percent travel from other communities. Most of these workers commute from the City of Sheboygan (39 percent) or another community within Sheboygan County (24 percent).
- On a daily basis, the Town of Wilson experiences a net loss of 975 people due to the high number of residents traveling to other areas of the region for employment.

Table 7.5: Residence to Workplace Flows*, 2000, Town of Wilson

Location	Number*	Percent
Work in Town of Wilson	776	100.0%
Live In Town of Wilson	173	22.3%
Live Outside Town of Wilson	603	77.7%
Where Employees of Town of Wilson Businesses Commute From		
City of Sheboygan	306	39.4%
Town of Lima	35	4.5%
Town of Sheboygan	29	3.7%
City of Sheboygan Falls	22	2.8%
Other Sheboygan County Communities	104	13.4%
All Other Areas (20 communities)	107	13.8%
Live in Town of Wilson	1,751	100.0%
Work In Town of Wilson	173	9.9%
Work Outside Town of Wilson	1,578	90.1%
Where Town of Wilson Residents Commute to Work		
City of Sheboygan	841	48.0%
Village of Kohler	206	11.8%
City of Sheboygan Falls	28	1.6%
Town of Sheboygan	22	1.3%
City of Milwaukee	18	1.0%
Other Sheboygan County Communities	128	7.3%
All Other Areas (22 communities)	335	19.1%

* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2006.

In Table 7.6, approximately 85 percent of the 51,484 individuals employed in Sheboygan County resided in Sheboygan County.

- 7,062 working residents aged 16 and older living in Sheboygan County commuted to locations out of the county for work, whereas 7,924 workers from other counties traveled into the county for employment. The result is a net gain of 862 workers.
- There was a net loss of workers when comparing Sheboygan County with the counties of Ozaukee, Milwaukee, Washington, and Waukesha. However, that combined net loss was offset by a large migration of 2,477 workers into the county from Manitowoc County.
- Sheboygan’s residents primarily traveled to area counties of Ozaukee, Manitowoc, Milwaukee, and Washington for work.
- Sheboygan County employers attracted employees from throughout the region to work at their companies and businesses. A large percentage of incoming workers, 3,676 strong, came from Manitowoc County. Individuals also commuted in high numbers from the counties of Fond du Lac (12 percent), Ozaukee (11 percent), Calumet (eight percent) and even further distances to work in Sheboygan County.

*85 percent of the
51,484
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County.*

The significant number of workers traveling from where they live to where they work is a good indication that the state’s well maintained highway and road system is making traveling long distances safer and more efficient.

Table 7.6: County-to-County Worker* Flow, 2000, Sheboygan County

Area	Commute Into	Commute From	Net Commute
Ozaukee	1,931	896	-1,035
Manitowoc	1,199	3,676	2,477
Milwaukee	1,198	365	-833
Washington	705	315	-390
Fond du Lac	530	980	450
Calumet	433	632	199
Waukesha	295	100	-195
Brown	122	219	97
Elsewhere	649	741	92
Total	7,062	7,924	862
Work w/in Sheboygan County	51,484		

*Workers 16 years old and over

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. Table 7.7 and Figure 7.2 highlight the fluctuations in Sheboygan County’s civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors: shifts in the age and sex characteristics of the population; changes in the number of residents age 16 and over; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area to locate is available labor. On the other hand,

continued high unemployment rates could be the result of a much greater problem that may indicate an under-skilled or under-educated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

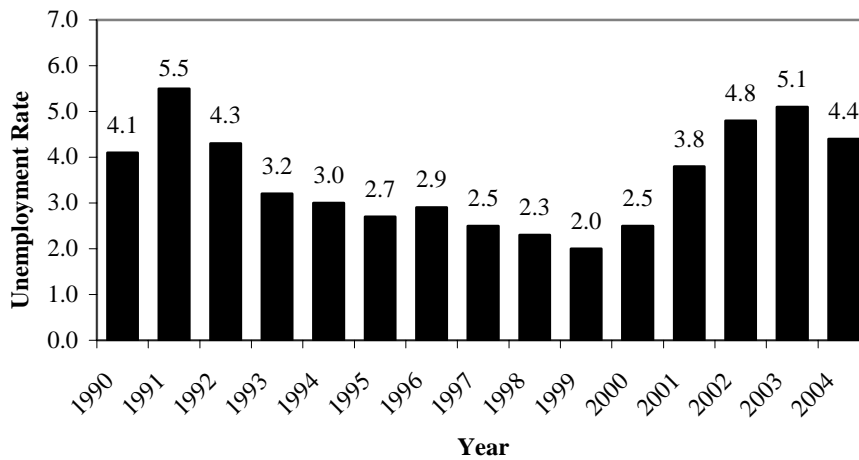
- The civilian labor force comprised 52 percent of Sheboygan County’s population in 1990 and 56 percent in 2000.
- The county’s labor force number increased 8,727 workers or nearly 16 percent from 1990 to 2004.
- The county’s unemployment rate and the number of residents unemployed was the lowest in 1999 at 3.2 percent and 1,255 respectively. Only four years later in 2003, the unemployment rate was 5.1 percent and 3,277 people were unemployed.
- The number of individuals unemployed within this four year time period rose from 1,255 to 3,277, a 160 percent increase that equated to 2,022 individuals.

Table 7.7: Average Civilian Labor Force Estimates, 1990-2004, Sheboygan County

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	55,935	2,298	4.1	53,637
1991	56,026	3,099	5.5	52,927
1992	56,487	2,441	4.3	54,046
1993	57,713	1,829	3.2	55,884
1994	60,252	1,815	3.0	58,437
1995	61,666	1,688	2.7	59,978
1996	61,388	1,785	2.9	59,603
1997	60,985	1,511	2.5	59,474
1998	61,781	1,425	2.3	60,356
1999	62,528	1,255	2.0	61,273
2000	64,523	1,592	2.5	62,931
2001	64,818	2,449	3.8	62,369
2002	64,555	3,090	4.8	61,465
2003	64,797	3,277	5.1	61,520
2004	64,662	2,863	4.4	61,799

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.2: Unemployment Rate, 1990-2004, Sheboygan County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2003; and Bay-Lake Regional Planning Commission, 2006.

Labor Participation Rate

According to the Wisconsin Department of Workforce Development, just under 72 percent of Sheboygan County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area's labor market than its unemployment rate. Sheboygan's LFPR is slightly higher than the statewide average of 71 percent and substantially higher than the national rate of 65.4 percent. Like the state and nation, the county's LFPR is projected to decrease over the coming decades due to an aging, retiring population.

As outlined in the Population and Housing Chapter of this comprehensive plan, Sheboygan County currently has a slightly older than average population, which will continue to mature as the younger portion of the population becomes smaller. From a labor market perspective, the implications of declining labor force participation in a growing and aging population point to labor shortages in certain industries and occupations.

Industry and Employment Forecast

Industry and employment projections have been developed for the 10 county Bay Area Workforce Development region consisting of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Shawano, and Sheboygan counties. According to the Wisconsin Department of Workforce Development:

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs.
- Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.

- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and incorporate emerging technology.
- The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs from 2002 to 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly from 31 percent total employment to 29 percent by 2012.
- The leisure and hospitality industry will demonstrate strong growth by adding nearly 3,600 new jobs by 2012.

Local Employment Forecast

From 1990 to 2000, the manufacturing and educational, health, and social services industries continued to have the largest share of employment for residents of the Town of Wilson and Sheboygan County (Table 7.4). This movement does follow the regional trend and is expected to continue for the town and county.

- According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012. They include:
 - Teachers
 - Waiters and Waitresses
 - Machinists
 - Welders, Cutters, Solderers, and Brazers
 - Registered Nurses
 - Nursing Aids, Orderlies, and Attendants

Lakeshore Technical College, UW-Sheboygan, and Lakeland College will be important components in educating the area's workforce to be able to work in these growing fields.

ECONOMIC BASE

Revenues by Industry

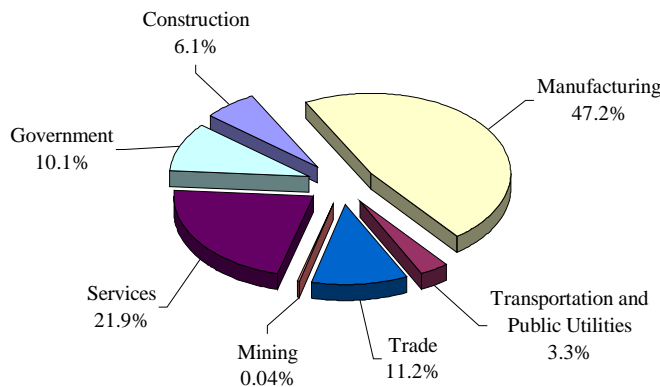
Table 7.8 and Figure 7.3 provide an overview of how much each industry contributes to the overall Sheboygan County economy. *Note: It does not include agriculture.* Manufacturing has and continues to be the cornerstone for the county's economy by contributing over \$1.1 billion or nearly 47 percent of the total income provided by all seven industries. The services industry grew at a healthy 300 percent in the last 20 years. Overall, income from all industries rose 218 percent, which indicates the local economy is strong and growing.

Table 7.8: Income by Industry Type*, 1980-2000, Sheboygan County

Area	1980	1990	2000	Percent Change
Mining	\$3,103	\$460	\$1,040	-66.5
Construction	\$46,968	\$72,230	\$144,488	207.6
Manufacturing	\$353,472	\$627,749	\$1,111,841	214.5
Transportation and Public Utilities	\$29,347	\$52,116	\$78,803	168.5
Trade	\$99,870	\$161,679	\$263,166	163.5
Services	\$128,526	\$266,633	\$516,611	302.0
Government	\$78,183	\$147,933	\$238,412	204.9
Total	\$739,469	\$1,328,800	\$2,354,361	218.4

*Figures Provided in Thousands
 Source: Wisconsin Department of Commerce 2006

Figure 7.3: Percent Revenue by Industry Type, 2000, Sheboygan County



Source: Wisconsin Department of Commerce 2006.

Agriculture

Agriculture remains an important economic ingredient in Sheboygan County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of these farm products generate significant employment, and income opportunities for its residents and increasing tax revenues for the county and communities.

According to the UW-Extension Agriculture Value and Impact Report conducted in 2002, agriculture in Sheboygan County:

- Provides 9,399 jobs, which is over 12 percent of the county’s entire workforce. Every new job in agriculture generates one additional job in Sheboygan County.
- Accounts for \$482 million or 12 percent of the county’s total income to include wages, salaries, benefits, and profits of farmers and workers in agriculture-related businesses. It

Agriculture contributes \$214 million or 10 percent of the county’s total income.

is estimated that every dollar of agriculture income generates an additional \$0.73 of county income.

- Contributes \$214 million or 10 percent of the county's total income.
- Accounts for over \$1.74 billion, or 21 percent of the total economic activity for the county. Of this \$1.3 billion is the result of the sale of all farm and value-added products, \$290 million in business to business purchases, and \$117 million in the spending of earnings of those in agriculture related occupations.
- Pays more than \$44 million in taxes (not including all property taxes paid to local schools).

The market value of production per farm in Sheboygan County increased from \$80,367 in 1997 to over \$93,154 in 2002.

Sales by dollar value of the county's primary commodities in 2002:

- milk (\$59 million)
- cattle and calves (\$15 million)
- grain (\$14 million)
- other animals and products (\$7 million)
- vegetables (\$3 million)

The county's milk producers and dairy industry contribute over \$1.14 billion to the county's economy. The on-farm production and sale of milk accounts for \$69 million whereas the processing accounts for an additional \$1.1 billion.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of the Sheboygan County's agricultural industry. Horticulture generates \$3 million in county economic activity and provides over 50 full-time and many seasonal jobs. Sheboygan County is the leader in mink farming in Wisconsin.

Tourism



Sitting on the shore of Lake Michigan, Sheboygan County has plenty to offer everyone – the outdoor enthusiast, people interested in cultural/historical attractions, and those individuals seeking unique shopping venues. Fueled by the lakefront revival, tourism is playing an increasing economic role in Sheboygan County. Businesses that cater to tourism such as resorts, motels, campgrounds, B&Bs, and retail stores are expanding services to meet the diverse needs of the thousands of people that come to the county to take advantage of the walking and biking trails as well as the many parks, golf courses, historic sites, and area attractions.

The following information was taken from the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study that was conducted by David-Peterson Associates, Inc. The survey includes 2,000 face-to-face interviews with travelers from throughout the state during

each of the four seasons while attending a variety of events; 1,600 telephone interviews with lodging properties; and 1,000 telephone interviews with Wisconsin households. The statistics gathered from the three survey components are analyzed, averaged, and applied county by county using standard economic modeling.

Sheboygan County ranked 9th in traveler spending in 2004 with \$271 million in revenue.

- Sheboygan County ranks 9th in the state for traveler spending. The county also ranked 9th in 2003. When this study was first initiated in 1993, travelers spent \$107 million in Sheboygan County. In the year 2004, travelers spent \$271 million, representing an increase of 154 percent.
- Travelers spent an estimated \$271 million in the county in 2004 up from \$265 million in 2003.
- Fourteen percent of all expenditures were made in the winter, which amounted to \$39 million; 20 percent were made in the spring (\$54 million); 42 percent in the summer (\$113 million); and 25 percent in the fall (\$67 million).
- It is estimated that employees earned \$168 million in wages generated from tourist spending, an increase of 3.7 percent from 2003.
- Traveler spending supported 7,164 full-time equivalent jobs.
- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated \$11.7 million in 2004, an increase of 10 percent from 2003.
- Travelers generated \$34 million in state revenues (lodging, sales and meal taxes, etc.).

Major Employers

Sheboygan County boasts a variety of large employers from both the public and private sectors. The public sector employers include the local school district and county. The private industries are from a number of different sectors-manufacturing, construction, and food processing. The Kohler Company and Bemis Manufacturing Company are the two largest private employers employing over 1,000 people each. The size and diversity of these employers provide a solid economic foundation for the county and its many communities. Residents of the Town of Wilson have a number of employment opportunities within the county and in the adjacent Sheboygan Metropolitan Area.

Table 7.9: Top Ten Employers, 2004, Sheboygan County

Company	Product or Service	Number of Employees
Kohler Company	Enameled iron & metal sanitary ware mfg.	1000+
Sheboygan Public School	Elementary & Secondary schools	1000+
Bemis Mfg. Company	All other plastics products mfg.	1000+
County of Sheboygan	Executive & legislative offices, combined	1000+
J L French Corporation	Aluminum die-casting foundaries	500-999
Aurora Health Care Central, Inc.	Gen. medical & surgical hospitals	500-999
Aurora Medical Group, Inc.	Offices of physicians, exep. mental health	500-999
Fresh Brands Distributing, Inc.	Gasoline stations with convenience stores	500-999
Sargento Foods, Inc.	Cheese mfg.	500-999
Acuity Insurance	Direct property & casualty insurers	500-999

Source: DWD, Bureau of Workforce Information, ES-202, July 2005

Employers in the Town of Wilson

Aldrich Chemical	Wilson Mutual Insurance
Motorville Auto Dealership	Thomson Marine
Wholistic Health Center	Miller Engineers
Sleep Inn & Suites	United Building Centers
Marshall's Western Shores	Bender Pallet Mfg. Co.
Zimbal Mink Ranch	Agricultural Farms
Trimberger Mink Ranch	Judi's Restaurant
Breaking Bread Banquet Hall	Handlebar Saloon
Oostburg Seamless Gutters	Thunder Truck & Auto
Serenity Farms	Whitewater Glove Outlet
Majerle's Black River Grill	Town of Wilson
Mild and Wild	Riverdale Country Club
Tom's House of Nutrition	Caan Floral
Kohler Andrae State Park	Horn's Sales & Service
Falls Valley Excavating	Spiro Brothers

Employment by Economic Division

The future of the Town of Wilson requires an understanding of both the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors.

- The *basic sector* is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms depend principally upon non-local factors and usually export their goods.
- The *non-basic sector* is comprised of those firms that depend largely upon local business conditions.

Location Quotient Analysis

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. To conduct a Location Quotient (LQ) Analysis, there are nine basic economic divisions that are used:

- **Four goods-producing sectors:** agriculture, forestry, and fishing; mining; construction; and manufacturing, and
- **Five services-producing sectors:** transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services.

The LQ technique demonstrated in Table 7.10 is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the local economy.

- If the LQ is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being “imported” into the area from somewhere else within the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use; therefore, these goods and services are exported to non-local areas, making them basic sector employment.



Table 7.10: Employment by Industry Group, 1990-2000, Sheboygan County and United States, Location Quotient Analysis

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheboygan County Location Quotient	
	1990	2000	1990	2000	Sheboygan	U.S.	1990	2000
Total full-time and part-time employment	62,480	76,301	139,380,900	166,758,800	22.1	19.6		
Farm employment	1,849	1,591	3,153,000	3,113,000	-14.0	-1.3	1.31	1.12
Nonfarm employment	60,631	74,710	136,227,900	163,645,800	23.2	20.1	0.99	1.00
Private employment	54,828	68,213	114,995,900	140,701,800	24.4	22.4	1.06	1.06
Ag. Services, forestry, fishing & other	436	820	1,454,000	2,121,100	88.1	45.9	0.67	0.84
Mining	38	43	1,044,100	784,200	13.2	-24.9	0.08	0.12
Construction	2,483	3,613	7,261,800	9,446,300	45.5	30.1	0.76	0.84
Manufacturing	22,217	27,388	19,694,200	19,114,800	23.3	-2.9	2.52	3.13
Transportation and public utilities	1,967	2,257	6,550,600	8,244,400	14.7	25.9	0.67	0.60
Wholesale trade	1,850	2,269	6,720,500	7,584,100	22.6	12.9	0.61	0.65
Retail trade	9,828	10,977	22,885,500	27,222,300	11.7	18.9	0.96	0.88
Finance, insurance and real estate	3,382	4,207	10,714,600	13,193,800	24.4	23.1	0.70	0.70
Services	12,627	16,639	38,670,600	52,990,800	31.8	37.0	0.73	0.69
Government and government enterprises	5,803	6,497	21,232,000	22,944,000	12.0	8.1	0.61	0.62
Federal, civilian	250	265	3,233,000	2,892,000	6.0	-10.5	0.17	0.20
Military	525	386	2,718,000	2,075,000	-26.5	-23.7	0.43	0.41
State and local	5,028	5,846	15,281,000	17,977,000	16.3	17.6	0.73	0.71
State	422	457	4,404,000	4,949,000	8.29	12.4	0.21	0.20
Local	4,606	5,389	10,877,000	13,028,000	17.00	19.8	0.94	0.90

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2006.

Threshold Analysis

Export Base (“Basic Employment”)

In 2000, two areas within the Sheboygan County economy were considered “basic employment areas”: farm employment and manufacturing. They produce more goods and services than the local economy can use and export excess goods to other areas.

When the location quotient increases over time, this suggests that the county’s economy is getting closer to reaching and exceeding local demands. Having strong basic sector employment and industry will strengthen and further diversify the local economy.

Non-Export Base (“Non-Basic Employment”)

Several Sheboygan County industries stand out with lower LQs: wholesale trade; services; transportation and utilities; and finance, insurance, and real estate. These industries are not meeting local demand for given goods or services and consequently must import those needed services from other counties.

Overall, Sheboygan County’s economic condition is quite diversified providing a number of different employment opportunities for its residents. The most notable changes in the county’s economy since 1990 are the decline in farm, mining, and government employment to include the military (27 percent), plus the 88 percent increase in agriculture services, forestry, and fishing; a 45 percent increase in employment in construction, and solid 32 percent raise in the service industry.

Community Finances

Tables 7.11 and 7.12 provide a history of the taxes levied and collected in the Town of Wilson. The town's full value increased by nearly 29 percent or \$68.5 million for the period 2000 to 2004. The town has been able to keep a stable mill rate during the past five years that has ranged from \$19.92/\$1,000 to \$20.95/\$1,000. These numbers are a good indication that Wilson is growing at a healthy and steady rate and the taxing jurisdictions have been able to utilize that additional revenue to support services and maintain infrastructure.

Table 7.11: Comparative Tax Appropriations, 2000-2004, Town of Wilson

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Tech. Coll.	County	Local	Other
2000	234,948,600	72.52	234,948,600	425,845	0.02267	0.02068	2,678,833	393,297	1,582,582	493,362	199,796
2001	245,206,600	70.96	245,206,600	424,997	0.02268	0.02095	2,806,023	410,561	1,645,203	500,226	201,445
2002	250,893,300	109.10	250,893,300	428,131	0.02202	0.02031	2,725,765	415,401	1,681,461	500,200	202,579
2003	276,271,200	102.05	276,271,200	417,738	0.02143	0.01992	2,915,944	454,687	1,834,075	511,500	205,654
2004	303,470,300	95.66	303,470,300	410,130	0.02149	0.02014	3,320,462	489,237	1,981,559	520,230	212,694

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2006.

The ability to finance community projects is calculated by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality.

The Town of Wilson did not have any debt as of December 31, 2004, leaving a debt margin of \$15,173,515. The town had a small debt of \$135,479 that was repaid in 2002. Wilson does have sufficient money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

Table 7.12: Public Indebtedness, 2000-2004, Town of Wilson

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	234,948,600	11,747,430	159,450	11,587,980
2001	245,206,600	12,260,330	135,479	12,124,851
2002	250,893,300	12,544,665	0	12,544,665
2003	276,271,200	13,813,560	0	13,813,560
2004	303,470,300	15,173,515	0	15,173,515

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2006.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

As detailed on the 2006 land use map (Map 11.2), the town's established commercial lands account for 81 acres with an additional 128 acres of industrial land.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial Uses

Contaminated industrial and commercial properties have been underutilized due to the environmental liability associated with these parcels. These properties scar the local landscape resulting in lost taxes and a decline in community character. The WDNR and EPA promote the clean up of these contaminated areas in an effort to utilize them for more productive uses.

According to the Wisconsin Department of Natural Resources, 16 environmental incidences have occurred in the Town of Wilson with the first being noted in 1980. 14 of these occurrences (primarily spills) have since been rectified with no further action necessary. It appears there are on-going remediation and/or monitoring activities being conducted at two locations- the landfill on Moenning Road and the Wisconsin Power and Light site at 5400 Frontage Road.

*16
environmental
incidences
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in the Town of
Wilson with
the first being
noted in 1980.*

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website at www.dnr.state.wi.us for a list of contaminated sites in the Town of Wilson.

Designation of Business and Industrial Development

Most business sites planned for the Town of Wilson will be located primarily along I-43. This location offers good visibility and access, plus availability of municipal services from the City of Sheboygan and Village of Kohler. Additional buffering and landscaping may be required to meet the area's desired vision to maintain its rural appearance. Home-based business will continue to be allowed in the town, if compatible with neighboring uses.

Larger employers are being directed to locate near the incorporated municipalities where utilities and services are adequate. If industrial uses are considered in the Town of Wilson, detailed plans for landscape, signage, street access, and lighting are recommended in an effort to not detract or negatively impact adjacent properties. Industrial lands near transportation corridors should be well buffered to add to the visual quality of the site. Wilson officials should maintain communications with adjacent municipalities regarding commercial and industrial growth.

Wilson places importance on the amount of farmland (covering approximately 43 percent of town) and natural features that dominate the town's landscape. The agricultural industry and natural resources play an important role in the economic, cultural and social structure of the town and to Sheboygan County as a whole. For that reason, preserving these areas to the greatest extent possible is a priority as the town develops in the future (Map 11.3).

ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

There are a number of programs and resources available on each government level designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow businesses. Please see Appendix I for a list of programs and resources.