AMENDED FIFTEENTH REGULAR COMMON COUNCIL MEETING AGENDA

November 02, 2026 at 6:00 PM

City Hall, 3rd Floor - Council Chambers, 828 Center Avenue, Sheboygan, WI

Notice of the 15th Regular Meeting of the 2026-2027 Common Council.

This meeting may be viewed LIVE on:
Charter Spectrum Channel 990, AT&T U-Verse Channel 99 and:
www.wscssheboygan.com/vod.

Persons with disabilities who need accommodations to attend the meeting should contact Meredith DeBruin at the City Clerk's Office, 828 Center Avenue, (920) 459-3361. Members of the public who wish to participate in public forum remotely shall provide notice to the City Clerk at (920) 459-3361 by 12:00 p.m. on meeting day to be called upon during the meeting. All Alderpersons may attend the meeting remotely.

OPENING OF MEETING

1. **Call to Order**

2. **Roll Call**

3. **Pledge of Allegiance**

4. **Approval of Minutes**
   Fourteenth Regular Council Meeting held on October 19, 2026

5. **Resignation**
   Alderperson Trey Mitchell as Alderperson – District 9 effective November 17, 2026.

6. **Mayoral Appointments**
   Alderperson Ryan Menzer to be considered for appointment to the Finance and Personnel Committee

7. **Appointment Confirmation**
   Pursuant to Sheboygan Municipal Code Section 2-502(a), and Wis. Stat. s. 62.09(1), City Administrator Bradley and Mayor Ryan Sorenson hereby recommend Samuel Walker be appointed as the City's Assessor effective January 1, 2027. Mr. Walker is certified by the Wisconsin Department of Revenue pursuant to Wis. Stat. s. 73.09, as qualified to perform the functions of the role.

8. **Public Forum**
   Limit of five people having five minutes each with comments limited to items on this agenda.

9. **Election**
   Unexpired term for member of the Board of Water Commissioners

10. **Election**
Unexpired term for District 7 Alderperson

Candidates: Michael Brunette, Damir Hadrovic, Paul Hankins, Michele Martin, Rajesh Patel, Drew Phillips, Terry Van Akkeren

11. **Mayor's Announcements**
Upcoming Community Events, Proclamations, Employee Recognitions

CONSENT

12. Report 40-26-27 by Sheboygan Water Utility Board of Water Commissioners submitting the Board of Water Commissioners' Report on the Water Utility for the third quarter of 2026.

13. Report No. 38-26-27 by City Attorney's Office submitting the City Attorney's Office Monthly Report for Quarter 3 of 2026.

Voted 3-0 by Finance and Personnel Committee to recommend filing

14. Report 39-26-27 by City Attorney's Office submitting the quarterly claims report.

Voted 3-0 by Finance and Personnel Committee to recommend filing

15. Res. No. 134-26-27 by Alderpersons Mitchell and Close adopting certain changes to the City's Medical Benefit Plan and Dental Benefit Plan effective for calendar year 2027 coverage and establishing the monthly premium equivalent rates effective for January 2027 coverage and thereafter.

Voted 3-0 by Finance and Personnel Committee to recommend adoption

16. Res. No. 136-26-27 by Alderpersons Mitchell and Close authorizing executing a one-year lease with David J. Schleicher for agricultural property in the City of Sheboygan.

Voted 3-0 by Finance and Personnel Committee to recommend adoption

17. Res. No. 137-26-27 by Alderpersons Mitchell and Close authorizing the execution by the City of: (1) the Assignment and Assumption of Development Agreement, and (2) Consent to Assignment and Certification as to Status of TIF Development Agreement regarding Oscar Apartments LLC.

Voted 3-0 by Finance and Personnel Committee to recommend adoption

18. Res. No. 135-26-27 by Alderpersons Boorse and Heidemann approving alcohol beverage/tobacco licenses.

Voted 4-0 by Licensing, Hearings, and Public Safety Committee to recommend adoption

RESOLUTIONS

19. Res. No. 138-26-27 by Alderperson Dekker authorizing the appropriate City officials to resolve Sheboygan County Case No. 2026CV433; Redevelopment Authority of the City

of Sheboygan v. EPower Manufacturing, LLC d/b/a Tactik Lighting, LLC and Timothy Wasmer.

20. Res. No. 133-26-27 by Alderperson Close of the City Plan Commission of the City of Sheboygan, Wisconsin, approving and recommending the adoption of the City of Sheboygan Comprehensive Plan (Vision 2046).

Voted 6-0 by City Plan Commission to recommend adoption

MATTERS LAID OVER

21. Res. No. 132-26-27 by Alderpersons Boorse and Close establishing the 2027 Budget appropriations and the 2026 Tax Levy for use during the calendar year.

OTHER MATTERS AUTHORIZED BY LAW

CLOSED SESSION

22. Motion to convene in closed session under the exemption contained in Wis. Stat. s. 19.85(1)(a) for the purpose of deliberation concerning the denial of the Mobile Food Vendor License No. 3815.

OPEN SESSION

23. Motion to reconvene in open session.

24. Report 41-26-27 by Licensing, Hearings, and Public Safety Committee submitting Findings of Fact and Conclusions of Law approving Mobile Food Vendor License No. 3815, Flawless Jerk Cuisine, LLC.

TENTATIVE DATE OF NEXT REGULAR MEETING

25. Next scheduled meeting: November 16, 2026 at 6:00 PM

ADJOURN MEETING

26. Motion to Adjourn

In compliance with Wisconsin's Open Meetings Law, this agenda was posted in the following locations more than 24 hours prior to the time of the meeting:

City Hall • Mead Public Library
Sheboygan County Administration Building • City's website

CITY OF SHEBOYGAN

FOURTEENTH REGULAR COMMON COUNCIL MEETING MINUTES

Monday, October 19, 2026

OPENING OF MEETING

1. Call to Order
   The meeting was called to order at 6:00 p.m.

2. Roll Call
   Alderpersons present: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.
   Alderperson excused: Boorse – 1.

3. Pledge of Allegiance

4. Approval of Minutes
   Thirteenth Regular Council Meeting held on October 5, 2026

   MOTION TO APPROVE THE MINUTES
   Motion made by Close, Seconded by Dekker.
   Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

5. Appointment
   Pursuant to Sheboygan Municipal Code Section 2-502(a), and Wis. Stat. s. 62.09(1), City Administrator Bradley and Mayor Ryan Sorenson hereby recommend Samuel Walker be appointed as the City's Assessor effective January 1, 2027. Mr. Walker is certified by the Wisconsin Department of Revenue pursuant to Wis. Stat. s. 73.09, as qualified to perform the functions of the role. Lays over.

6. Confirmation of Mayoral Appointment
   Alderperson Michael Close to be considered for appointment as the Vice Chair of the Finance and Personnel Committee

   MOTION TO CONFIRM
   Motion made by Dekker, Seconded by Kelly.
   Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

7. Announcement
   An election to fill the unexpired term of Alderperson - District 7 will take place at the Regular Common Council meeting on November 2, 2026. Interested parties should submit a letter of interest to the City Clerk no later than 12:00 p.m. on Thursday, October 29, 2026.

8. Announcement

An election to fill the unexpired term of a member of the Board of Water Commissione will take place at the Regular Common Council meeting held on November 2, 2026. Interested parties should submit a letter of interest to the City Clerk no later than 12:00 p.m. on Thursday, October 29, 2026.

9. Public Forum
   Limit of five people having five minutes each with comments limited to items on this agenda. Michael Brunette spoke.

10. Mayor's Announcements
    Upcoming Community Events, Proclamations, Employee Recognitions

HEARINGS

11. Hearing No. 3-26-27 pursuant to a public notice posted there is a hearing scheduled tonight to receive additional feedback on the 2025-2029 Amended Consolidated Plan, 2025 Amended Annual Action Plan and 2026 Draft Annual Action Plan. Any interested persons may be heard. No one spoke.

    MOTION TO CLOSE THE HEARING
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

12. Hearing No. 4-26-27 pursuant to Chapter 65.90 of the Laws of Wisconsin, and notice published, this hearing is scheduled to give any taxpayer or resident of the governmental unit the opportunity to be heard on the proposed 2027 budget. Any interested persons may be heard. Michael Brunette spoke.

    MOTION TO CLOSE THE HEARING
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

CONSENT

13. Report 36-26-27 by Comptroller Evan Grossen pursuant to Sheboygan Municipal Code § 2-912(b), which requires the comptroller to file with the common council, not less than monthly, a list of the claims approved, showing the date paid, the name of the claimant, the purpose and the amount, the attached list of paid vouchers for July 2026 is being provided.

    MOTION TO ACCEPT AND FILE THE REPORT
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

14. Report 37-26-27 by Comptroller Evan Grossen pursuant to Sheboygan Municipal Code § 2-912(b), which requires the comptroller to file with the common council, not less than monthly, a list of the claims approved, showing the date paid, the name of the claimant,

the purpose and the amount, the attached list of paid vouchers for August 2026 is being provided.

MOTION TO ACCEPT AND FILE THE REPORT
Motion made by Close, Seconded by Dekker.
Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

15. Res. No. 122-26-27 by Alderpersons Dekker and Kelly authorizing the appropriate City officials to execute an agreement with Visit Sheboygan (Visit) and Second Revolution, LLC DBA EOS ("EOS"), to allow the installation of a live-stream camera on the Deland Park Beach House to allow for visibility of North Side Municipal Beach surf conditions, wave activity, and the City's vibrant surfing community.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

16. Res. No. 125-26-27 by Alderpersons Dekker and Kelly authorizing the purchase of two trucks from Enterprise Fleet Management and the signing of all required documents associated with the purchase.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

17. Res. No. 120-26-27 by Alderpersons Mitchell and Close adopting an Employee Continuing Education Tuition Reimbursement Policy.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

18. Res. No. 126-26-27 by Alderpersons Mitchell and Close authorizing the Interim Human Resources Director to execute a service agreement with OptiMed Health Partners, LLC for healthcare and related services.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

19. Res. No. 131-26-27 by Alderpersons Mitchell and Close authorizing entering into a Tax Incremental District Development Agreement with The Mighty Three Stripe, LLC and further authorizing the issuance of taxable tax increment project municipal revenue obligation.

    MOTION TO ADOPT THE RESOLUTION

Motion made by Close, Seconded by Dekker.
Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

20. Res. No. 121-26-27 by Alderpersons Boorse and Heidemann approving alcohol beverage/tobacco licenses.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

21. Res. No. 123-26-27 by Alderpersons Boorse and Heidemann authorizing the Purchasing Agent to issue purchase orders for various tools and equipment to properly outfit and equip a new “Quint” fire apparatus.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

22. Res. No. 119-26-27 by Alderpersons Boorse and Heidemann authorizing the appropriate City officials to execute the Joint Powers Agreement for Sheboygan County and City of Sheboygan 911 Emergency Systems.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

23. Res. No. 124-26-27 by Alderpersons Boorse and Heidemann authorizing the Purchasing Agent to issue a purchase order for three vehicles for the Police Department included in the 2027 budget.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

24. Res. No. 128-26-27 by Alderpersons Boorse and Heidemann authorizing application for the Edward Byrne Memorial Justice Assistance Grant (JAG) Program Fiscal Year 2026 Local Solicitation and entering into a Memorandum of Understanding with Sheboygan County.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

RESOLUTIONS

25. Res. No. 127-26-27 by Alderpersons Mitchell and Close authorizing the Finance Department to take all necessary actions to accurately reflect the accounting corrections required after a full loan receivable reconciliation.

    MOTION TO ADOPT THE RESOLUION
    Motion made by Mitchell, Seconded by Close.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

26. Res. No. 129-26-27 by Alderpersons Mitchell and Close approving the draft amendment to the Community Development Block Grant 2025-2029 Consolidated Plan and authorizing city staff to submit to the United States Department of Housing and Urban Development for approval.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Mitchell, Seconded by Close.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

27. Res. No. 130-26-27 by Alderpersons Mitchell and Close approving the Community Development Block Grant Annual Action Plan for fiscal year 2026-2027 and authorizing city staff to submit to the United States Department of Housing and Urban Development for approval.

    MOTION TO ADOPT THE RESOLUTION
    Motion made by Mitchell, Seconded by Close.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

28. Res. No. 132-26-27 by Alderpersons Boorse and Close establishing the 2027 Budget appropriations and the 2026 Tax Levy for use during the calendar year. REFER TO COMMITTEE OF THE WHOLE

OTHER MATTERS AUTHORIZED BY LAW – None

TENTATIVE DATE OF NEXT REGULAR MEETING

29. Next scheduled meeting: November 2, 2026 at 6:00 p.m.

ADJOURN MEETING

30. Motion to Adjourn

    MOTION TO ADJOURN AT 6:24 PM
    Motion made by Close, Seconded by Dekker.
    Voting Yea: Bremser, Close, Dekker, Grawien, Heidemann, Kelly, Menzer, Mitchell – 8.

Resignation

Alderperson Trey Mitchell as Alderperson – District 9 effective November 17, 2026.

October 26th 2026

TO THE MEMBERS OF THE COMMON COUNCIL:

I hereby submit the following appointments for your confirmation:

- Alder Ryan Menzer to be considered for appointment to the Finance and Personnel Committee

Ryan Sorenson
Mayor
City of Sheboygan

Office of the Mayor

CITY HALL
828 CENTER AVE.
SHEBOYGAN, WI 53081

920-459-3317
www.sheboyganwi.gov

City of Sheboygan

October 14th 2026

TO THE MEMBERS OF THE COMMON COUNCIL

Pursuant to Sheboygan Municipal Code Section 2-502(a), and Wis. Stat. s. 62.09(1), City Administrator Bradley and I hereby recommend Samuel Walker be appointed as the City's Assessor effective January 1st, 2027. Mr. Walker is certified by the Wisconsin Department of Revenue, pursuant to Wis. Stat. s. 73.09, as qualified to perform the functions of the role.

Sincerely,

Ryan Sorenson
Mayor

Casey Bradley
City Administrator

fice of the Mayor

TY HALL
8 CENTER AVE.
HEBOYGAN, WI 53081

0-459-3317
ww.sheboyganwi.gov

Samuel A. Walker,
MBA • MSML • AAS • RES • CPM

PROFESSIONAL SUMMARY

Experienced municipal City Assessor and property tax professional with over 20 years of progressive leadership in assessment administration across Wisconsin, Indiana, and Arkansas. Demonstrated expertise directing valuation operations, managing staff, and defending assessments before review boards. Holds Wisconsin Assessor 2 and 3 certifications and a proven track record building equitable, compliant, and transparent assessment programs. Skilled in cross-departmental coordination, policy development, statutory compliance, and public-facing service.

CORE COMPETENCIES

- Property Tax Assessment
- Assessment Roll Administration
- Budgeting & Accounting
- Project Management
- Real Estate Market Modeling
- Team & Personnel Management
- Cross-Departmental Coordination
- Human Resources Management
- Statistical Ratio Studies
- Government Policy & Compliance
- Change Management
- Community Engagement

PROFESSIONAL EXPERIENCE

City of Waukesha — Waukesha, WI ***August 2020 – Present***

City Assessor

- Directs valuation, assessment, and recording of residential, commercial, and mobile home properties across the city's assessment district.
- Prepares and maintains the assessment roll and statement of assessment; certifies assessment ratios for full value, accuracy, and equitableness.
- Prepares the annual assessment report, municipal assessment report, and TID assessment reports.

- Defends and substantiates assessments before the Board of Review; participates in complex appraisal preparation and assists the City Attorney in property tax cases.
- Reviews new plats, surveys, certified surveys, annexations, and attachments to determine values; updates assessment maps for all real estate parcels.
- Develops and implements Department policy per applicable Wisconsin statutes; coordinates with the DOR on TIF District reporting and utilities property use.
- Allocates property to exempt and non-exempt categories; reviews appraisers' reports and resolves complaints of over-assessment.
- Processes all statutory and legislative reports required by the Department of Revenue.

Pulaski County Government — Little Rock, AR ***November 2015 – August 2020***

Director of Reappraisals

- Directed the valuations department encompassing appraisal supervisors, fieldworkers, and quality control staff.
- Coordinated across reappraisal, GIS, real estate, and data processing departments to ensure readiness for implementing county-wide reappraisals.
- Established and approved market models; planned and directed all fieldwork activities.
- Maintained neighborhood delineations and established guidelines for assessment ratio studies; conducted ratio analyses.

Allen County, Indiana — Wayne Township ***January 2007 – October 2015***

Chief Deputy Assessor

- Implemented state mandates, laws, and statutes per the Indiana Code and Department of Local Government Finance.

- Supervised and directed office personnel; managed payroll, accounts payable, and general fund budget.
- Developed and gained state approval for a cyclical reassessment plan requiring physical inspection of every property class every four years.
- Successfully completed the 2012 General Reassessment, physically inspecting every property in the jurisdiction.
- Led complete overhaul of office organization to improve uniformity and consistency; built customer service standards including public forums and neighborhood association meetings.
- Processed personal property audits to determine under- or over-reporting of taxable assets.

EDUCATION & CERTIFICATIONS

Western Governors University

- Master of Science in Management & Leadership (MSML)
- Master of Business Administration (MBA)
- Bachelor of Science in Business Management

Certifications

- IAAO Assessment Administration Specialist Designation - 2011
- IAAO Residential Evaluation Specialist Designation - 2012
- Certified Public Manager - 2020
- Wisconsin Assessor 2 & 3 - 2020

PROFESSIONAL ACHIEVEMENTS

- IAAO Emerging Professional Award - 2015
- IAAO Professional Designee of the Year Award - 2015

October 13, 2026

Meredith DeBruin
City Clerk
City of Sheboygan

Dear Meredith;

Please accept this letter expressing my interest to serve on the Sheboygan water utility board. I believe I could help support the City in the functions of this essential service.

I have attached a basic resume for your consideration.

Sincerely,

Andy Ross

Andy Ross

Community

- **Alderperson, representing District 3*** 2017 - 2018
- **Member,** Finance and Personnel Committee 2017 - 2018
- **Member,** Board of Review 2018 - present

(*Did not run for office after Council reconfigured from 16 to 10 seats in 2018)

Employment

- **Co-Owner/Vice President** of Ross Glove Company 1988-present
- 3rd generation family business in the city of Sheboygan

Education

Beloit College, BS in Physics 1986

North High School 1982

Personal

- Born and raised in Sheboygan.
- Attended local schools (Grant Elementary School, Urban Middle School, and Sheboygan North High School).
- Married with 2 children.
- Experience with business and municipal finance matters.
- Homeowner for over 30 years.

Dear Mayor Sorenson, City Clerk DeBruin, and members of the Common Council:

I want the District 7 appointment. I live in Ward 13 and have resided in District 7 for two years.

My name is Michael Brunette. I run SheVegas (shevegas.com and shevegas.org) -- civic research, budget memos, and council reporting on Sheboygan. For over a decade I've attended council meetings, spoken in public forum, and tracked public money: TIDs, development agreements, utility budgets, surveillance contracts. I work from public records and publish what I find.

I'm a photojournalist by training. I worked newspapers with Gannett and Thompson, including Packers coverage.

Taught New Media & Photojournalism at University of Iowa as well as Driving Uber & many other things.

I'm not bringing endorsements or a slate. I'm bringing something simpler: I already do the homework. I read the packets. I follow the money. I've stood in that chamber asking questions since at least 2012. As an alderman, I'd keep doing it with a vote.

District 7 deserves someone who shows up, reads the material, and answers to residents. That's what I've done without the title. I'd like the chance to do it with one.

I welcome the opportunity to present to the council and answer your questions.

Respectfully,
Michael Brunette

Damir Hadrovic
Sheboygan, Wisconsin

October 28, 2026
To: Sheboygan Common Council
City of Sheboygan, Wisconsin
Subject: Letter of Interest – District 7 Alderperson Appointment

Dear Mayor Sorenson and Members of the Common Council,
I am writing to formally express my interest in being appointed to fill the vacant District 7 Alderperson position on the Sheboygan Common Council.
I am interested in serving because I believe local government should be responsive to residents, responsible with taxpayer money, and focused on improving the quality of life in our community. I would welcome the opportunity to represent District 7 residents, listen to their concerns, and work constructively with fellow council members to address the needs of our city.
With a bachelor's degree in accounting and professional experience as an account clerk, I understand the importance of accuracy, accountability, careful financial management, and attention to detail. I believe these qualities are valuable when reviewing city budgets, evaluating spending priorities, and making decisions that affect taxpayers.
If appointed, I would approach the position with integrity, fairness, and a commitment to public service. I would strive to ensure that residents' concerns are heard, city resources are used responsibly, neighborhoods remain safe and welcoming, and decisions are made transparently and in the best interests of the community.
I understand that representing District 7 is a responsibility that requires listening, collaboration, preparation, and a willingness to learn. I am prepared to dedicate the necessary time and effort to serve residents to the best of my ability.
Thank you for considering my application. I would be honored to have the opportunity to serve District 7 and contribute positively to the future of Sheboygan

Sincerely,
Damir Hadrovic

Paul Hankins

October 21, 2026

Meredith DeBruin
City Clerk
City of Sheboygan
828 Center Avenue, Suite 103
Sheboygan, WI 53081

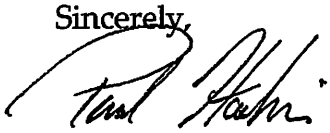
Dear City Clerk DeBruin:

I am writing to express my interest in being appointed to serve as the interim Alderperson for District 7. I understand the Common Council will fill the vacancy created by Grazia Perrella's resignation and will vote on November 2 to appoint a resident to complete the remainder of the term, which ends in spring 2027.

As a District 7 resident, I recognize the need for continuity of service to our neighborhood and the work of the Common Council. I am committed to listening to residents, supporting sound local decision-making, and working collaboratively with fellow council members and city staff. I am prepared to devote the time and attention needed to serve effectively through the end of the term.

Thank you for accepting letters of interest and for the opportunity to be considered. I would be glad to provide any additional information that may be helpful. Please feel free to contact me at the phone number or email address listed above.

Sincerely,



Paul Hankins

Letter of Interest

I am writing to express my interest in being considered for appointment to the vacant Alder seat in District 7 for the City of Sheboygan.

As a lifelong member of the Sheboygan community- having graduated from Sheboygan South High School and Lakeland College-I have a strong connection to the community and a genuine interest in its future. I have lived in District 7 for 18 years and I feel I can serve this community well. This is an opportunity I would welcome and take seriously.

Professionally, I serve as a Senior Area Director with Homes for Independent Living, where leadership, problem-solving, accountability, and working collaboratively with others are important parts of my role. Having dedicated 30 years to Homes for Independent Living, I have extensive experience navigating challenges, making decisions, supporting others, and taking responsibility when it matters. I am willing to speak up when something needs attention. I step forward when challenges arise, and work toward solutions that make a positive difference. This has been my life's work.

Community involvement has also been an important part of my life. I spent 9 years volunteering at the Humane Society of Sheboygan County. I serve on the board of Tilly's Pit Crew. Most recently, I became a Big Sister through Big Brothers and Big Sisters, mentoring an eight-year-old girl. These experiences reflect my belief in giving back, supporting others, and investing in the community we share.

I recognize that serving as an Alder comes with responsibility, the need to listen to diverse perspectives, and a commitment to making thoughtful decisions for the greater good. I would bring an open mind, a strong work ethic, strong leadership experience, and a willingness to learn the position. Most importantly, I would approach the role with a genuine desire to listen to residents, understand their concerns, and help make decisions that support Sheboygan's future.

I strongly believe an Alder must be responsive to their constituents, listen to their concerns and help address issues that affect them. I look forward to the opportunity to serve.

Thank you for your time and consideration.

Sincerely,

Michele M. Martin

Michele Martin

Summary of Qualifications

A highly motivated person with strong clinical and program management skills as well as a strong understanding of DD/MI/TBI clientele. An ability to effectively integrate all daily functions of CBRF management including personnel issues.

Education

Lakeland College 1992-1996
Sheboygan, WI
Bachelors Degree – Psychology/Social Welfare
GPA 3.2/4.0, Dean's list, National Dean's list, Senior Class President, LC-Cab, Student Association

Professional Experience

Homes or Independent Living December 3, 2023-Present
Sheboygan, WI
Senior Area Director
Provides high level leadership for operations within the assigned area including but not limited to onboarding and supporting the Regional Director through a direct reporting relationship and in the management of the the following:(1) assessing the short- and long-term viability of all operations by unit, (2) evaluating the organizational structure and the current positions within the current structure, (3) supporting supervisors and support roles through mentorship and collaboration of assigned programs, (4) participates in high level strategic decision making based on observations as a result of serving as Area Director of Operations, (5) shall also be responsible for the review and evaluation of services performed within the assigned area to promote quality services for our clients and stakeholders that are aligned with HIL/MyPath's brand, (6) promoting high customer satisfaction, (7) maximizing fiscal performance of business units, and (8) executing growth and development of new and existing service lines. May be asked to become involved in additional projects, work teams, and/or special assignments beyond day-to-day responsibilities.

Homes for Independent Living August, 2013-December 2, 2023
Sheboygan, WI
Regional Director
Provides leadership for assigned program operations within the assigned geographic region to include these primary responsibilities: (1) recruit, train, develop, and provide ongoing support to regional management and support staff, (2) promote high customer satisfaction, (3) maximize fiscal performance of business units, and (4) execute growth and development of new and existing service lines. The RD shall also be responsible for the review and evaluation of services performed within assigned region to promote quality care. Expected to function with automomy, independence, and effectiveness often serving as a role model to other RD's.

Homes for Independent Living July 15, 2007-August 2013
Sheboygan, WI
Program Director
Monitor all CBRF's, AFH's, and SAP's in Sheboygan County, enforce program policies and procedures, liaison for all public, family, case management, guardian and other interactions, service planning to enhance client welfare, supervise employee training and job performance, initial client assessments, process admissions/discharges of clientele, ensures proper maintenance of facilities, ensures safety of clients and staff, provide for medical needs of clients, assist with recruitment of new employees, supervise program staff in all job functions, supervise facility and client budgets and expenditures, payroll, ensuring quality assurance for Sheboygan County, and overall regional budgeting.

Homes for Independent Living September 1, 2002-July 15, 2007
Sheboygan, WI
Program Coordinator
Integrate all programmatic and clinical services for three residential facilities and a supported apartment program for MI/TBI/DD individuals. Service planning, behavior management, liaison for medical and funding issues, monthly progress reports, case management including all collateral contacts, 1:1 client therapy, organization and supervision of daily activity, on-call manager, referral contact for new clients, personal shopping, grocery shopping, direct supervision for 35-42 personnel, scheduling, payroll, employee evaluations, training supervision and tracking, head of all client and program meetings, back-up support for direct care staff, hiring and orientation, staff discipline and termination procedures, training, and strategic planning.

Homes for Independent Living April 25, 1995- September 1, 2002
Sheboygan, WI
Independent Living Assistant/Senior Independent Living Assistant
Follow client Individual Service Plans and protocols, activities of daily living for clients with DD/TBI/MI, daily client logging, doctor appointments, activity planning, house inventory and ordering, handling client funds, grocery shopping, team player, in-house staff training, menu planning.

Additional Skills

Organizational skills, time management skills, strong knowledge of: HFS 83/92/94 Licensing Standards, global assessment of functioning scale, DSM-IV, strong knowledge and training skills in: CPR and First Aid, verbal and behavior de-escalation, CBRF Fire Safety, Medication Administration, Dietary Needs, and Challenging Behavioral Management, interview/hiring process; strong understanding of MI/DD/TBI clientele, insurable driver for business use, customer service, various computer software, Microsoft Office.

References

Available Upon Request

Rajesh Patel

22 October 2026

City of Sheboygan Common Council
City Hall
828 Center Avenue
Sheboygan, WI 53081

Dear Members of the Common Council,

I am writing to formally express my interest in being considered to fill the vacant Common Council seat representing District 7 for the City of Sheboygan.

I grew up in Oshkosh, Wisconsin, attended college in Milwaukee, and now proudly call Sheboygan home for the past four years. During my time here, I have come to appreciate the strength of Sheboygan's neighborhoods, the dedication of its residents, and the opportunities our city has to continue growing in a thoughtful and responsible way.

Professionally, I work at MilliporeSigma as an Engineering Manager, where I am responsible for leadership, problem-solving, planning, and working collaboratively to deliver results. In addition to my professional background, I have also been a small business owner, which has given me firsthand appreciation for the challenges and opportunities facing local businesses, entrepreneurs, and working families.

I have also held key positions in nonprofit community organizations focused on education and community sports. These experiences have strengthened my belief in service, teamwork, accountability, and the importance of creating opportunities for young people and families. They have also shown me how much can be accomplished when residents, local leaders, and community organizations work together toward shared goals.

I am interested in serving on the Common Council because I want to contribute to the continued success of Sheboygan and help represent the concerns, priorities, and ideas of the residents in my district. I value responsible decision-making, open communication, public safety, economic vitality, neighborhood improvement, and maintaining Sheboygan as a welcoming and vibrant place to live, work, and raise a family.

If appointed, I would approach the role with professionalism, integrity, and a willingness to listen. I understand that serving on the Common Council requires preparation, collaboration, and a commitment to balancing the needs of individual residents with the long-term interests of the city as a whole. I would welcome the opportunity to work with the Mayor, Council members, city staff, and residents to help address the issues facing our community.

Thank you for your consideration of my interest in this appointment. I would be honored to serve the residents of District 7 and the City of Sheboygan. I welcome the opportunity to provide any additional information or participate in an interview process if requested.

Respectfully,

Raj Patel

To the office of the Mayor and the members of the Sheboygan Common Council,

Hello, I hope this letter finds you well! My name is Drew Phillips, and I am formally submitting my desire to succeed Grazia Perella as the representative for District 7 on the Sheboygan Common Council.

I love Sheboygan. I want Sheboygan to be the best it can be. I'm applying because I feel a strong sense of moral ambition to do my part in making the world a better place.

In 2017, I graduated from UW - La Crosse in Computer Science and Math. I went on to work in La Crosse as a software developer at SAP. They were good to me. The wage was generous. Flexible hours. Free lunch. They gave me raises and a promotion... But I left in 2020 to teach in Sheboygan. Where I continue to teach today. I left because, over the past decades, too many talented people have wasted their working days improving shareholder value instead of improving everyday people's lives: they spent their time optimizing an algorithm to keep you scrolling, they managed hedge funds, they got into comfy consultant jobs. And I didn't want to be anything like that, so I left.

As a teacher, I worked with far more people than I ever had as a software developer, and I saw a positive impact I was making on others I hadn't seen in my cubicle. And as I spent more time in Sheboygan, I made friends. Some of those friends read books about city planning. As I read more and more with them, I became more involved. I began feeling the same moral ambition I felt when I decided to leave software development. I started showing up. I gave thoughtful feedback at city meetings, by email, on social media, and at city outreach events. Later, I joined the Sheboygan Board of Zoning Appeals. Eventually, this spring, I ran for a Sheboygan County District 7 board seat against an 18-year incumbent and won.

I've shown high aptitude in past endeavors. I have experience with the city of Sheboygan and local politics. I'm informed about city issues and keep showing up; I've given feedback at every zoning session. I'm amiable and patient, and I've had great success working with people every day as a teacher. I have a history of putting people over personal gain. The same constituents who voted for Grazia in April 2025 voted for me, and today I ask for your support as well.

Thank you for your consideration,

Drew Phillips

Drew Ryan Phillips

Education

University of Wisconsin-La Crosse, Graduated December 2017
Bachelor of Science in Computer Science, Mathematics Minor.
Cumulative GPA: 3.32

Experience

High School Computer Science Teacher, Sheboygan Area School District; Sheboygan, WI. September 2020 - Present

- Head of the Computer Science department at North, South, and Etude High Schools
- Developed curriculum for Sheboygan North and South High Schools. Added two new classes: Intro to Computer Science and Advanced Computer Science and Game Development
- Teach dual credit classes with Lakeshore College
- https://mrphillipscomputerscience.netlify.app/

County Board Supervisor; Sheboygan, WI. April 2026 - Present

- Elected April 7th representing Sheboygan County District #7
- Property Committee
- Defeated 18 year incumbent

Software Developer, SAP; La Crosse, WI. March 2018 - June 2020

- Promoted a developer level (July 2019)
- Worked on developing and designing a new product for the company: SAP Data Hub
- Primarily worked on the front end, adding new functionality, with occasional back-end tasks such as API development, writing SQL queries, and stored procedures.
- Mentored interns in developing a testing framework for the SAP Data Hub front end

Application Developer Intern, DKS Systems; Golden Valley, MN. May 2017 - August 2017
R&D Software Engineer Intern, Skyward; Stevens Point, WI. July 2016 - March 2017

Community Involvement

Zoning Board of Appeals; Sheboygan, WI. April 2025 - Present
Sheboygan Active Transportation; Sheboygan, WI. 2023 - Present

October 28, 2026

Terry Van Akkeren

Mayor Sorenson, City Clerk and Common Council members:

My name is Terry Van Akkeren and I would like to be considered to be appointed to the open 7th District Alderman seat.

With my past experience, I feel I will be a good addition to the current City Common Council. Also as I am currently retired, I have the available time needed to commit to this position.

Thank you for your consideration and I look forward to working with all of you.

Terry Van Akkeren

Terry Van Akkeren

Life-long city of Sheboygan resident

Married

4 Children, 17 Grand Children and one Great Grandchild

Employed 20 years at American Orthodontics

Sheboygan Common Council- Served 14 yrs

- Elected Council President and Committee Whole of Chairman
- Served on many Council committees
- Currently on the Marina Park and Forestry Board.

Sheboygan County Board - Served 2 years

Wisconsin State Assembly - Member 8 years

Mayor of Sheboygan - Elected 2012

CITY OF SHEBOYGAN
REPORT 40-26-27

BY SHEBOYGAN WATER UTILITY BOARD OF WATER COMMISSIONERS.

NOVEMBER 2, 2026.

We, hereby, submit the Board of Water Commissioners' Report on the Water Utility for the third quarter of 2026.

The water usage increased 3.22% from the same period in 2025; 1,178,317,000 gallons were pumped in the third quarter 2026, compared to 1,141,529,000 in 2025.

Year-to-date Operating Revenue at the end of the third quarter 2026 decreased by $720,143 compared to year-to-date 2025. The net income for the Utility, as of the end of September 2026 is $2,485,406. Details are shown on the attached Income Statement and Balance Sheet.

Construction-Maintenance:

Construction-maintenance work by the Water Utility during the third quarter of 2026:

Number of feet of 4 inch water main installed 0.0
Number of feet of 6 inch hydrant lead installed 0.0
Number of feet of 6 inch water main installed 0.0
Number of feet of 8 inch water main installed 0.0
Number of feet of 10 inch water main installed 0.0
Number of feet of 12 inch water main installed 19.5
Number of feet of 16 inch water main installed 0.0
Number of feet of 20 inch water main installed 0.0
Number of feet of 24 inch water main installed 0.0
Number of feet of water main abandoned or removed 19.5
Number of water main breaks repaired 4
Number of fire hydrants installed, replaced, relocated, removed, flushed, or major repairs made 5
Number of water main valves installed, repaired, removed, or replaced 6
Number of street valves installed..... 3
Number of street valves removed or abandoned..... 3
Number of water service connections installed 3

Details are shown on the attached reports.

Other Utility Business:

The Taylor Hill reservoir dry inspection was completed by Dixon Engineering.

AECOM completed the draft report on the SW boosted zone hydraulic model update.

The Utility submitted a rate case application to WI Public Service Commission.

The Utility completed lead and copper testing and met all USEPA and WIDNR requirements.

The WI Water Association gave its annual Achievement Award to Sheboygan Water Utility for its ongoing filter project.

Attachments - Distribution Quarterly Report
Operations Quarterly Report
YTD September 2026 Balance Sheet
YTD September 2026 Income Statement

City of Sheboygan
spirit on the lake Water Utility

Sheboygan Water Utility
Quarterly Financial Statement - September 30, 2026
Balance Sheet Including Net Income

Account #		Debit Balance	Credit Balance
	Utility Plant in Service	128,167,869	
107	Construction Work in Progress	1,277,684	
111	Accumulated Provision for Depreciation of Utility Plant		36,799,798
125	Bond Redemption Fund	515,159	
129	Appropriated Funds Invested for Plant Expansion & Payables	2,047,407	
130	Other Special Funds - Deferred Outflow Pension	1,796,291	
135	Working Funds	750	
136	Temporary Cash Investments	12,031,256	
142	Customer Accounts Recievable	1,748,451	
143	Grant Receivable & Other Accounts Receivable	639,093	
145	Receivables from Municipality	202,883	
154	Materials and Supplies	335,932	
165	Prepayments	64,554	
200	Capital Paid in by Municipality		1,640,701
216	Unappropriated Earned Surplus		65,042,423
221	Long Term Debt Bonds		38,977,561
223	Advances from Municipality		25,719
235	Customer Deposits		(2,529)
236	Taxes Accrued		902,312
237	Interest Payable on Bonds		351,905
242	Misc. Current & Accrued Liab		91,316
251	Bond Premium		61,266
252	Unearned Revenue		0
265	Accrued Employee Benefits		738,219
280	Net Pension Liability		661,355
285	Deferred Inflow - Pension		1,103,153
	Utility Net Income		2,434,130
		148,827,329	148,827,329

City of Sheboygan
spirit on the lake Water Utility

Sheboygan Water Utility
Sheboygan, Wisconsin
Income Statement - September 30, 2026

Account #	Utility Operating Income	1-Jan-26 to 30-Sep-26	1-Jan-25 to 30-Sep-25	Increase or (Decrease)
400	Sales Revenue	9,696,789	9,263,152	433,637
474	Other Water Revenue	1,013,302	43,468	969,835
	Total Operating Revenue	**10,710,091**	**9,306,620**	**1,403,472**
401	Operating Expenses	3,828,996	3,397,684	431,312
402	Maintenance Expenses	760,010	831,823	(71,813)
403	Depreciation Expenses	2,058,823	2,071,746	(12,923)
402	Taxes	919,333	919,333	0
	Total Operating Expenses	**7,567,162**	**7,220,586**	**346,577**
	Utility Operating Income	**3,142,929**	**2,086,034**	**1,056,895**
	Other Income & Expense			
415	Non-operating Grant Revenue	839,967	1,925,516	(1,085,550)
416	Non-operating Grant Expense	(977,692)	(207,268)	(770,424)
419	Interest Earned on Investments	114,204	100,351	13,854
421	Contributions	-	-	0
425	Misc Amortization	-	-	0
427	Bond Interest Expense	(648,733)	(718,675)	69,942
428	Other Expense	-	-	0
429	Bond Premium	14,731	19,591	(4,860)
	Net Income	**2,485,406**	**3,205,549**	**(720,143)**

HIGH LIFT DELIVERY QUARTERLY REPORT 2026

I. FIRST QUARTER	Jan - Feb - Mar			
		GALLONS	COST $	$/MG
	2025	975,288,000	$258,915.95	$265.48
	2026	970,072,000	$279,433.86	$288.05
	Percent Difference	-0.53%	7.92%	8.50%

II. SECOND QUARTER	Apr - May - Jun			
		GALLONS	COST $	$/MG
	2025	1,038,004,000	$258,193.25	$248.74
	2026	1,061,047,000	$277,463.73	$261.50
	Percent Difference	2.22%	7.46%	5.13%

III. THIRD QUARTER	Jul - Aug - Sep			
		GALLONS	COST $	$/MG
	2025	1,141,529,000	$300,209.29	$262.99
	2026	1,178,317,000	$298,366.47	$253.21
	Percent Difference	3.22%	-0.61%	-3.72%

IV. FOURTH QUARTER	Oct - Nov - Dec			
		GALLONS	COST $	$/MG
	2025	991,826,000	$275,632.42	$277.90
	2026	0	$0.00	#DIV/0!
	Percent Difference	-100.00%	-100.00%	#DIV/0!

YEAR TO DATE : 2026				
		GALLONS	**COST $**	**$/MG**
	2025	**4,146,647,000**	**$1,092,950.91**	**$263.57**
ELECTRICITY CHEMICALS NATURAL GAS	**2026**	**3,209,436,000**	**$855,264.06**	**$266.48**
	Percent Difference	**-22.60%**	**-21.75%**	**1.10%**

YEAR TO DATE : 2026			
		GALLONS	**COST $**
	2025	**3,331,920**	**$20,462.43**
SLUDGE DISPOSAL to WWTP	**2026**	**2,287,355**	**$20,386.17**
	Percent Difference	**-31.35%**	**-0.37%**
STORM WATER CHARGES	**2026**	**NA**	**$0.00**

HIGH LIFT SYSTEM DELIVERY :			
	Maximum Pumpage Day	15,880,000	July 14, 2026
	Minimum Pumpage Day	6,954,000	January 1, 2026

	MG	**$**	**$/MG**
2025	4,146,647,000	$1,092,950.91	$263.57
2026	3,209,436,000	$855,264.06	$266.48

NOTE: Monthly sludge disposal costs do not reflect the current actual monthly sludge discharge total to date.
Filtrate discharges from Spring/Fall sludge disposal operations are included in 2024 treatment plant sludge disposal costs.
Spring/Fall basin sludge/residual solids volumes and disposal costs are contract work.
Sludge disposal costs are not included in $/MG.

City of Sheboygan
spirit on the lake Water Utility

Distribution System -- 3rd Quarter - July, August, and September 2026

Street Valves and Hydrant Valves Installed (including water main projects and others)

Location	Date Installed	Size ("), Jt	Installed By	Type
N Evans St (S) at Erie Ave.	8/25/2026	12"	SWU	Gate
Plath Ct. ~40' E of N. 13th St. (E)	9/1/2026	4"	SWU	Gate
N. 13th St. ~70' N. of Mehrtens Ave. (E)	9/3/2026	6"	SWU	Gate

Total Valves Installed = 3

Street Valves and Hydrant Valves Removed

Location	Installed	Removed	Type
N. 25th St. 60' S. of Erie Ave. (SW)	5/24/1972	7/16/2026	Gate
N. Evans St. at Erie Ave. (S)	9/8/1936	8/25/2026	Gate
Plath Ct. ~35' E of N. 13th St. (E)	5/15/2008	9/1/2026	Gate
N. 13th St. ~70' N. of Mehrtens Ave. (E)		9/3/2026	Unknown

Total Valves Removed = 4

Street Valves and Hydrant Valves Abandoned

Location	Installed	Abandoned

Total Valves Abandoned = 0

Hydrants Installed (including water main projects and others)

Location	Installed	Tr Size	Valve	By
Cherry Lane at S. 12th St. (NE)	7/20/2026		No	SWU
S. 17th St. at Wilson Ave. (NE)	7/21/2026		No	SWU
N. 16th St. 200' N. of New York Ave. (W) in Kiwanis Park	7/23/2026		No	SWU
N. 25th St. 60' S. of Erie Ave. (W)	7/16/2026		No	SWU
S. 14th St. at Weeden Creek Rd. (NW)	9/22/2026		No	SWU

Total Hydrants Installed = 5

Hydrants Removed (including water main projects and others)

Location	Installed	Removed	Hyd Valve?
N. 25th St. 60' S. of Erie Ave. (W)	5/25/1972	7/16/2026	Yes
N. 16th St. at New York Ave. extended (W) in Kiwanis Park	9/13/1988	7/6/2026	No
Cherry Lane at S. 12th St. (NE)	4/30/1963	7/20/2026	No
S. 17th St. at Wilson Ave. (NE)	9/1/1956	7/21/2026	No
N. 16th St. 200' N. of New York Ave. (W) in Kiwanis Park	7/1/1938	7/23/2026	No
S. 14th St. at Weeden Creek Rd. (NW)	10/12/1989	9/22/2026	No

Total Hydrants Removed = 6

Hydrants Maintained/Moved (including water main projects and others)

Location	Installed	Maintained

Total Hydrants Maintained/Moved = 0

Water Main Breaks

Location	Date	Size
N Franklin St & Center Ave	8/3/2026	8"
630 S 13th St	8/4/2026	6"
1240 Plath Ct	8/24/2026	4"
2727 N 10th St	9/4/2026	8"

Number of Water Main Breaks=4

SUMMARY

Number of feet of 4 inch water main installed	0.0	water main
Number of feet of 6 inch hydrant lead installed	0.0	
Number of feet of 6 inch water main installed	0.0	
Number of feet of 8 inch water main installed	0.0	
Number of feet of 12 inch water main installed	19.5	
Number of feet of 16 inch water main installed	0.0	
Number of feet of 20 inch water main installed	0.0	
Number of feet of 24 inch water main installed	0.0	
Number of feet of water main abandoned or removed	19.5	
Number of water main breaks repaired	4	
Number of hydrants installed	5	hydrants
Number of hydrants removed or abandoned	6	
Number of hydrants maintained or moved	0	
Number of street valves installed	3	valves
Number of hydrant valves installed	0	
Number of street valves removed or abandoned	3	
Number of hydrant valves removed or abandoned	1	
Number of valves maintained	177	
Number of water connections installed	3	

City of Sheboygan
spirit on the lake Water Utility

WATER MAIN AND APPURTENANCES INSTALLATION -- 3rd Quarter -July, August, & September 2026

Water Main Projects (including installation or abandonment of more than 3' of pipe by utility or contractors)

Location: 12" Water Main	Installed	New Valves	New Hyd.	New Hyd Valves	Aband. Valves	Aband. Hyd.	Remove Hyd.	Size " Installed	Feet Installed	Hyd Lead	Size Aband.	Feet. Aband.	Feet. Rem.	By
N Evans Street at Erie Avenue	Aug-26	1	0	0	0	0	0	12	19.5	0	12	0	19.5	SWU
Totals:		**1**	**0**	**0**	**0**	**0**	**0**		**19.5**	**0**		**0**	**19.5**	

CITY OF SHEBOYGAN
REPORT 38-26-27

BY CITY ATTORNEY'S OFFICE.

OCTOBER 26, 2026.

Submitting the City Attorney's Office Monthly Report for Quarter 3 of 2026.

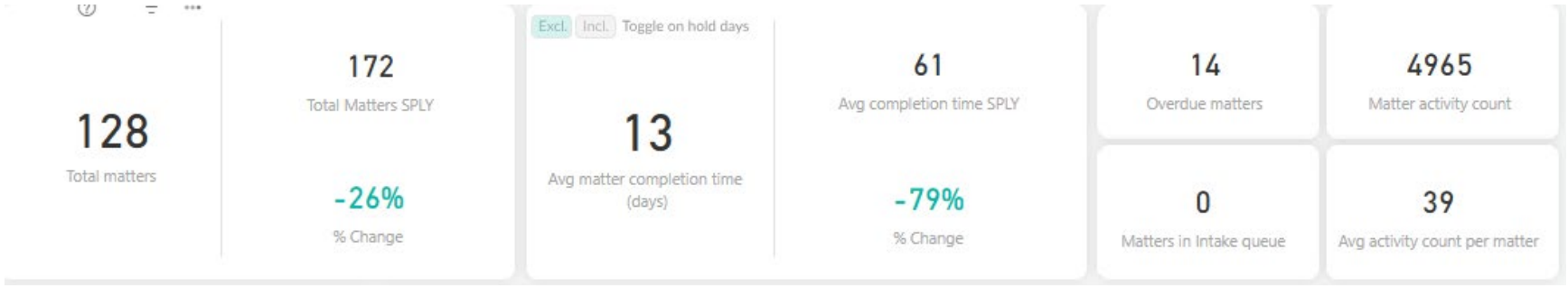
City Attorney's Office
Quarter 3, 2026

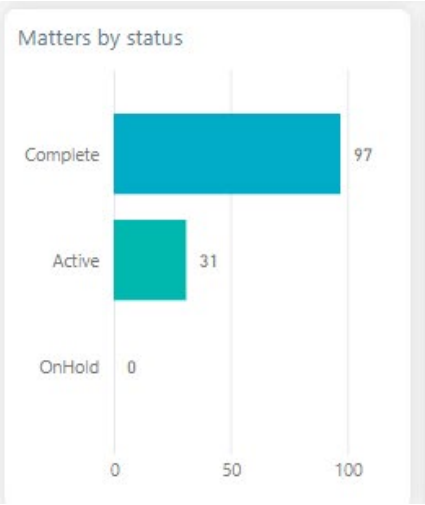
Purpose: The City Attorney's Office ("CAO") provides support to all City departments, elected and appointed officials, and staff on a range of issues pursuant to Wis. Stat. § 62.09(12). In addition to providing legal, strategy, and risk-management advice, the CAO drafts, edits, and reviews legal documents; prepares and reviews Council documents; represents the City in litigation; prosecutes municipal ordinance violations; drafts and reviews ordinances, resolutions, and policies. This report is intended to provide a summary of many of those tasks.

Scope: Much of the CAO's work is managed via LawVu, our document and project management software. While some matters are not documented with LawVu, we are encouraging all staff to use LawVu as the primary means to request legal services to better accurately report to Council. CAO welcomes suggestions for future reporting metrics or modifications.

Municipal Prosecution Activity: 148 pretrial conferences were conducted in Q3 with 111 resolving by stipulation. 6 trials were scheduled of which 4 resulted in conviction, 1 closed by default, and 1 resolved by stipulation before trial. 10 municipal prosecution matters are pending in circuit court.

Litigation Activity: 3 excessive assessment matters are pending in circuit court. 6 miscellaneous matters are pending in circuit court. 2 matters are pending in the US Eastern District of Wisconsin. 2 matters are pending before the Wisconsin EEOC/LIRC. 1 matter is pending before the Wisconsin Court of Appeals.




Matters by status
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Active
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50
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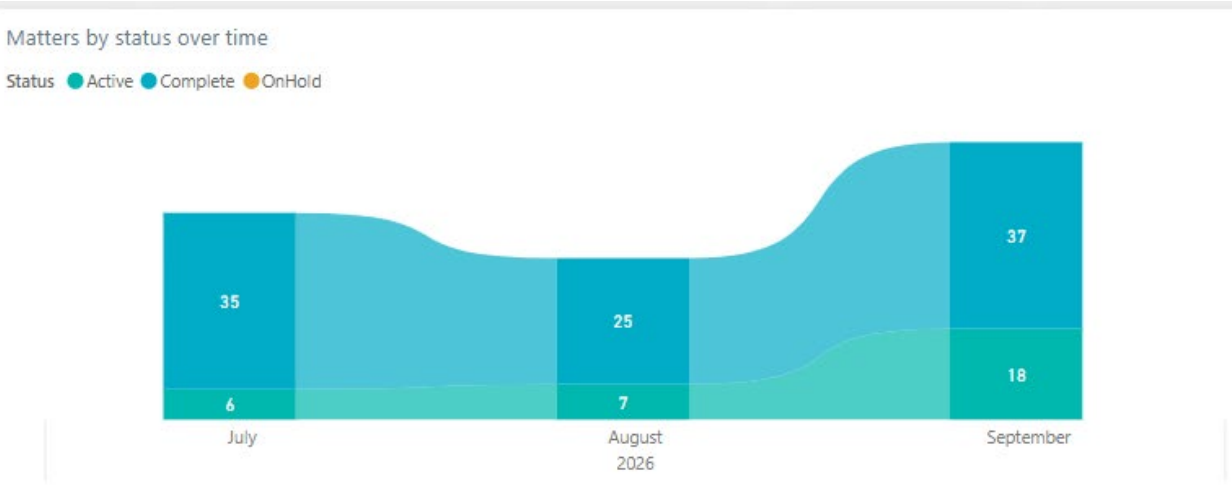
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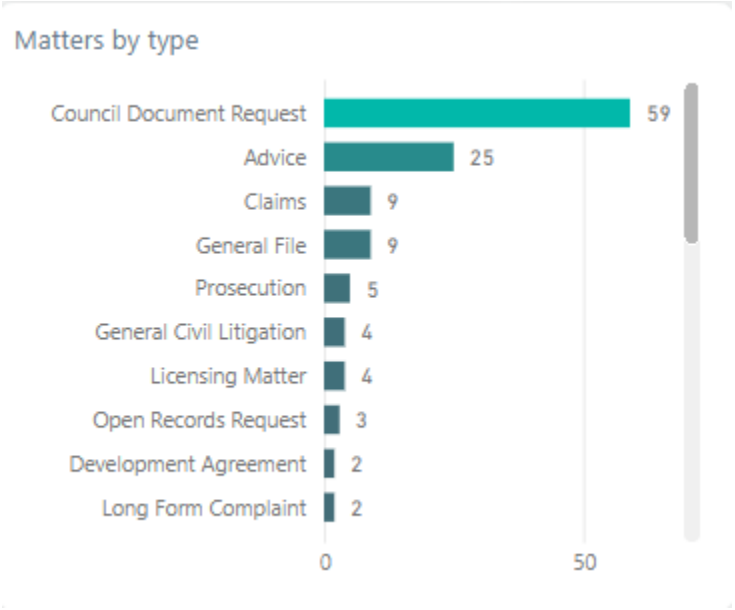
July
August
2026
September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Advice
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General Civil Litigation
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Licensing Matter
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Development Agreement
2
Long Form Complaint
2
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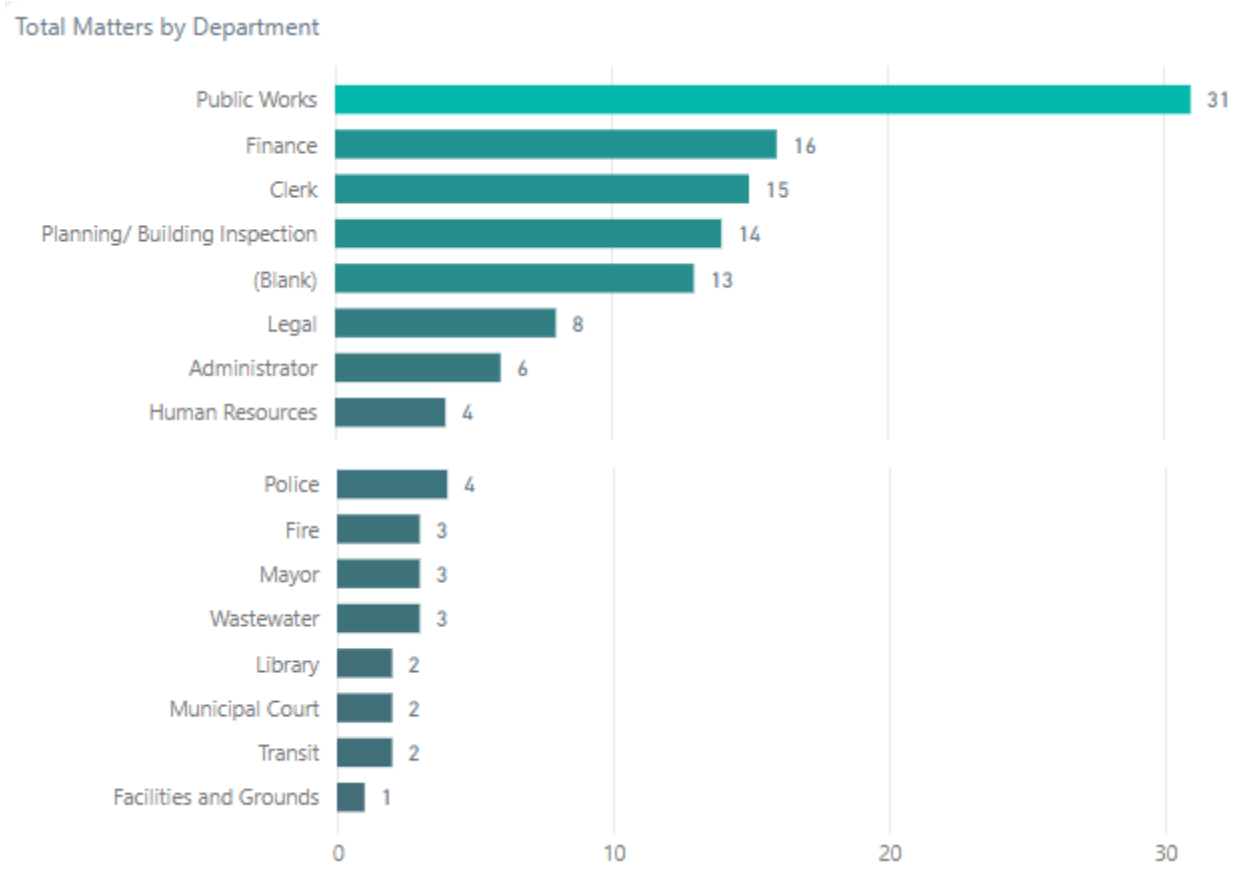
Total Matters by Department
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Finance
Clerk
Planning/ Building Inspection
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Legal
Administrator
Human Resources
Police
Fire
Mayor
Wastewater
Library
Municipal Court
Transit
Facilities and Grounds
31
16
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30

CITY OF SHEBOYGAN
REPORT 39-26-27

BY CITY ATTORNEY'S OFFICE.

OCTOBER 26, 2026.

Since July 1, 2026, the City has received eleven (11) new claim forms. The City has resolved eleven (11) existing claims. Ten (10) claims remain pending.

Claim	Claimant	Date of Incident	Date Filed	Status
18-23	Douglas Diedrichs	9/21/2023	1/16/2024	Resolved
23-23	Irma Reyes and Jorge Martinez	2/11/2024	3/14/2024	Pending
5-24	Phillip Link	3/13/2024	7/8/2024	Pending
12-24	Tommie Dixon	9/8/2024	9/26/2024	Pending
3-25	Dorothy Marsho	4/19/2024	6/16/2025	Pending
16-25	Jeremy Udovich – South Beach Condo Association	4/14/2026	4/16/2026	Resolved
4-26	Joseph Brown	6/4/2026	6/23/2026	Resolved
5-26	Koven Letter	3/9/2026	6/26/2026	Pending
6-26	Aubrey Shields	3/9/2026	6/26/2026	Resolved
7-26	Andrew Keil	4/29/2026	6/26/2026	Resolved
8-26	Oliver Siebels	6/21/2026	7/7/2026	Resolved
9-26	Trey Castillo	4/20/2026	7/13/2026	Resolved
10-26	Wisconsin Public Service	4/4/2026	7/21/2026	Resolved
11-26	Joyce E. Esser	6/26/2026	7/21/2026	Resolved
12-26	Vicki Wambach-Dunnigan	5/29/2026	7/21/2026	Resolved
13-26	Serena Widucki	6/17/2026	7/21/2026	Resolved
14-26	Mark and Sandra Hickmann	6/27/2026	7/29/2026	Pending
15-26	Andrew and Karen Bowman	7/6/2026	9/1/2026	Pending
16-26	Chad Spielvogel	9/17/2026	9/28/2026	Pending
17-26	Paul T. Gabrielse	8/4/2026	10/5/2026	Pending
18-26	Jamie Wehner	10/1/2026	10/7/2026	Pending

Claim #18-23

Date Filed: January 16, 2024

Claimant Name: Alpert & Fellows LLC for client Douglas Diedrichs

Summary of Claim: Claimant lost control of a motorcycle due to spilled diesel fuel from a Shoreline Metro bus with a missing gas cap.

Requested Claim Amount: N/A

Notice of Claim Submitted: Yes

Date Reviewed: January 16, 2024

Decision on Claim: Claim was completed by Transit Mutual Insurance.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

Claim #23-23

Date Filed:	March 14, 2024
Claimant Name:	Andriusis Law Firm LLC for clients Irma Reyes and Jorge Martinez
Summary of Claim:	Claimants were riding in an ambulance when the ambulance was involved in an accident.
Requested Claim Amount:	N/A
Notice of Claim Submitted:	Yes
Date Reviewed:	March 15, 2024
Decision on Claim:	Pending further information.
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	N/A

Claim #5-24

Date Filed:	July 9, 2024
Claimant Name:	Alpert & Fellows LLC for client Phillip Link
Summary of Claim:	Claimant was on a bicycle and hit a snow plow indicator.
Requested Claim Amount:	N/A
Notice of Claim Submitted:	Yes
Date Reviewed:	July 17, 2024
Decision on Claim:	Pending further information.
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	N/A

Claim #12-24

Date Filed:	September 26, 2024
Claimant Name:	C. Norris Law Group for client Tommie Dixon
Summary of Claim:	Personal injuries and civil rights violations suffered during an officer involved incident.
Requested Claim Amount:	N/A
Notice of Claim Submitted:	Yes
Date Reviewed:	October 8, 2024
Decision on Claim:	Pending further information.
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	N/A

Claim #3-25

Date Filed:	June 16, 2025
Claimant Name:	Habush, Habush, & Rottier S.C. for client Dorothy Marsho
Summary of Claim:	Claimant states wheelchair was not properly secure in Metro Connection van.
Requested Claim Amount:	N/A
Notice of Claim Submitted:	Yes
Date Reviewed:	June 17, 2025
Decision on Claim:	Pending further information.
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	N/A

Claim #16-25

Date Filed:	April 16, 2026
Claimant Name:	South Beach Condo Association- Jeremy Udovich President
Summary of Claim:	Claimant alleges basement damages due to sewer back-up.
Requested Claim Amount:	$6,024.26
Notice of Claim Submitted:	No
Date Reviewed:	June 26, 2026
Decision on Claim:	Denied
Basis for Denial/Approval:	The City is meeting its standard of care and is immune from liability under Wis. Stat. 893.80(4) – discretionary immunity
Amount paid, if applicable:	N/A

Claim #4-26

Date Filed: June 23, 2026

Claimant Name: Joseph Brown

Summary of Claim: Claimant's alleges medical negligence during medical emergency.

Requested Claim Amount: $750,000.00

Notice of Claim Submitted: No

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care.

Amount paid, if applicable: N/A

Claim #5-26

Date Filed:	June 26, 2026
Claimant Name:	Koven Letter
Summary of Claim:	Claimant's alleges violations of constitutional rights during traffic stop.
Requested Claim Amount:	$44,000.00
Notice of Claim Submitted:	No
Date Reviewed:	Pending further information.
Decision on Claim:	N/A
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	N/A

Claim #6-26

Date Filed: June 26, 2026

Claimant Name: Aubrey Shields

Summary of Claim: Claimant's alleges violations of constitutional rights during traffic stop.

Requested Claim Amount: $24,500.00

Notice of Claim Submitted: No

Date Reviewed: September 23, 2026.

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care.

Amount paid, if applicable: N/A

Claim #7-26

Date Filed: June 26, 2026

Claimant Name: Andrew Keil

Summary of Claim: Claimant's alleges damage to boat.

Requested Claim Amount: $11,723.68

Notice of Claim Submitted: No

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care.

Amount paid, if applicable: N/A

Claim #8-26

Date Filed: July 7, 2026

Claimant Name: Oliver Siebels

Summary of Claim: Claimant's alleges personal injuries at playground at Field of Dreams.

Requested Claim Amount: N/A

Notice of Claim Submitted: Yes

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care and was not aware of any unsafe condition at the property when the alleged injury occurred. The City is immune from liability under Wis. Stat. 895.52(2).

Amount paid, if applicable: N/A

Claim #9-26

Date Filed: July 13, 2026

Claimant Name: Trey Castillo

Summary of Claim: Claimant's alleges personal injuries during volunteer shoreline cleanup.

Requested Claim Amount: N/A

Notice of Claim Submitted: Yes

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care and was not aware of any unsafe condition at the property when the alleged injury occurred. The City is immune from liability under Wis. Stat. 895.52(2).

Amount paid, if applicable: N/A

Claim #10-26

Date Filed:	July 21, 2026
Claimant Name:	Wisconsin Public Service
Summary of Claim:	Claimant alleges section of fence was damaged during snow operations.
Requested Claim Amount:	$3,695.00
Notice of Claim Submitted:	No
Date Reviewed:	August 17, 2026
Decision on Claim:	Accept
Basis for Denial/Approval:	N/A
Amount paid, if applicable:	$3,695.00

Claim #11-26

Date Filed: July 21, 2026

Claimant Name: Joyce E. Esser

Summary of Claim: Claimant alleges trip and fall on Marina dock.

Requested Claim Amount: N/A

Notice of Claim Submitted: Yes

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: Generally, municipalities do not have a duty to protect citizens against hazards the municipality has no knowledge of. The City is immune from liability under Wis. Stat. 893.80(4) – discretionary immunity.

Amount paid, if applicable: N/A

Claim #12-26

Date Filed: July 21, 2026

Claimant Name: Vicki Wambach-Dunnigan

Summary of Claim: Claimant alleges trip and fall on sidewalk.

Requested Claim Amount: $186.99

Notice of Claim Submitted: No

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care and had no prior knowledge of the sidewalk condition at the time of the incident. The City is immune from liability under Wis. Stat. 893.80(4) – discretionary immunity.

Amount paid, if applicable: N/A

Claim #13-26

Date Filed: July 21, 2026

Claimant Name: Serena Widucki

Summary of Claim: Claimant alleges windshield was cracked from City garbage truck.

Requested Claim Amount: $2,000.00

Notice of Claim Submitted: No

Date Reviewed: August 17, 2026

Decision on Claim: Denied

Basis for Denial/Approval: The City is meeting its standard of care and had no prior knowledge that debris had flown out of a city garbage truck. The City is immune from liability under Wis. Stat. 893.80(4) – discretionary immunity.

Amount paid, if applicable: N/A

Claim #14-26

Date Filed: July 29, 2026

Claimant Name: Mark and Sandra Hickmann

Summary of Claim: Claimant alleges sewer back up in basement.

Requested Claim Amount: $49,227.18

Notice of Claim Submitted: No

Date Reviewed: N/A

Decision on Claim: Pending further information.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

Claim #15-26

Date Filed: September 1, 2026

Claimant Name: Andrew and Karen Bowman

Summary of Claim: Claimant alleges damage to string lights and newly planted tree in backyard.

Requested Claim Amount: $471.13

Notice of Claim Submitted: No

Date Reviewed: N/A

Decision on Claim: Pending further information.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

Claim #16 -26

Date Filed: September 17, 2026

Claimant Name: Chad Spielvogel

Summary of Claim: Claimant alleges damage trailer and locks.

Requested Claim Amount: $2,015.27

Notice of Claim Submitted: No

Date Reviewed: N/A

Decision on Claim: Pending further information.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

Claim #17 -26

Date Filed: October 5, 2026

Claimant Name: Paul T. Gabrielse

Summary of Claim: Claimant alleges crash and fall.

Requested Claim Amount: $0.00

Notice of Claim Submitted: Yes

Date Reviewed: N/A

Decision on Claim: Pending further information.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

Claim #18 -26

Date Filed: October 7, 2026

Claimant Name: Jamie Wehner

Summary of Claim: Claimant alleges tree fell and cracked windshield.

Requested Claim Amount: $884.72

Notice of Claim Submitted: No

Date Reviewed: N/A

Decision on Claim: Pending further information.

Basis for Denial/Approval: N/A

Amount paid, if applicable: N/A

CITY OF SHEBOYGAN
RESOLUTION 134-26-27

BY ALDERPERSONS MITCHELL AND CLOSE.

OCTOBER 26, 2026.

A RESOLUTION adopting certain changes to the City's Medical Benefit Plan and Dental Benefit Plan effective for calendar year 2027 coverage and establishing the monthly premium equivalent rates effective for January 2027 coverage and thereafter.

RESOLVED: That the following changes to the City of Sheboygan's Medical Benefit Plan and Dental Benefit Plan effective for calendar year 2027 are hereby adopted:

1) 2027 Health Insurance Monthly Premium Rates

a) The monthly premium for health insurance in 2027 shall be as follows:

Coverage	
Single	$1,108,26
Employee with spouse	$2,108.44
Employee with children	$1,911.24
Family	$2,913.50

b) The monthly employee premium equivalent rates for full-time employees who participate in the annual physical exam in the shall be:

Coverage	
Single	$ 96.98
Employee with spouse	$ 184.50
Employee with children	$ 167.24
Family	$ 254.94

c) The monthly employee premium equivalent rates for full-time employees who do not participate in the annual physical exam in the shall be:

Coverage	
Single	$ 166.24
Employee with spouse	$ 316.27
Employee with children	$ 286.69
Family	$ 437.03

* Nothing in this Resolution shall be interpreted as contradicting any approved collective bargaining agreement. Part-time employees will generally pay 50% of the total monthly premium. However, for example, the City's collective bargaining agreement with Amalgamated Transit Union Local 998 provides that certain part-time employees will pay a lower amount of the total monthly premium.

d) The monthly employee premium equivalent rates for part-time, eligible employees shall be:

Coverage	
Single	$ 554.13
Employee with spouse	$1,054.22
Employee with children	$ 955.62
Family	$1,456.75

e) New employees, those not previously eligible for health insurance, and those not previously participating in the City of Sheboygan Health Insurance Plan will receive the rates listed in subsection (a) above for the 2027 plan year (and the associated rates for the 2028 plan year) in order to allow the employee the necessary time to participate in the Wellness Plan Year, which runs from November 1 to October 31.

2) In 2027, the City will partially fund a Health Savings Account (HSA) for employees and/or family members (eligibility follows IRS guidelines) on the City's Health Insurance Plan as of January 1, 2027. Except in the case of a collective bargaining agreement that states otherwise, the maximum City funding amounts will total $750 for those with single coverage and $1,500 for those with employee plus spouse, employee plus child(ren), and full family coverage. Additionally:

a) Employees who are on the Plan on January 1, 2027, shall have their HSA funded in January 2027.

b) No contributions will be made for those new to the plan after January 1, 2027.

c) HSA contributions are issued to an employee and/or family member based on eligibility of the employee on January 1. Mid-year changes for an active plan participant after January 1 are not eligible for HSA contributions. In addition, COBRA-only participants are not eligible for the City contribution to the HSA.

d) Employees are responsible for notifying the Human Resources Department if the employee is or will be an active participant of a secondary government-issued health insurance, such as Medicare or Tricare, as of January 1 of the Plan year. Following IRS guidelines, neither the City nor the employee may contribute to a HSA account if the employee is also participating in the government plan.

e) Employees who elect the family plan, employee plus child(ren) plan, and employee plus spouse plan remain eligible for the applicable HSA contribution, even if their dependent is on a government issued plan so long as their spouse is not listed on the employee's HSA account. Once an employee is not eligible for the HSA contribution, no HSA contribution will be provided to spouse and/or dependents on the plan.

3) The City will not charge employees a spousal surcharge.

4) Eligible full-time employees (for plan year 2027 "full-time employees" are employees who work 30 or more hours per week) who waive or drop coverage will be eligible for an opt-out incentive, with a maximum yearly benefit of $1,200. This amount would be paid at a rate of $50 bi-monthly to the employee through payroll for any month the full-time eligible employee is not on the Medical Benefit Plan.

5) In all cases, employees are eligible for either the opt-out incentive or the HSA contribution as of the employee's January 1 election; not both.

6) All qualified employees will have a Dental Benefit Plan available. Effective for January 2027 coverage and thereafter the monthly premium equivalent rates for the City of Sheboygan Dental Plan for active employees are hereby adopted:

a) The monthly premium for dental insurance in 2027 shall be as follows:

Coverage	
Single	$ 57.20
Employee with spouse	$115.42
Employee with children	$129.00
Family	$189.52

b) The monthly employee premium equivalent rates for full-time employees shall be:

Coverage	
Single	$ 8.58
Employee with spouse	$ 17.32
Employee with children	$ 19.34
Family	$ 28.43

c) The monthly employee premium equivalent rates for part-time, eligible employees shall be:

Coverage	
Single	$ 28.60
Employee with spouse	$ 57.71
Employee with children	$ 64.50
Family	$ 94.76

7) Effective for January 2027 coverage and thereafter the monthly premium equivalent rates for the Medical Benefit Plan that will be charged to retirees not on Medicare shall be:

Coverage	
Single	$1,108.26
Employee with spouse	$2,108.44
Employee with children	$1,911.24
Family	$2,913.50

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL _____.

Presiding Officer

_____

Ryan Sorenson, Mayor, City of Sheboygan

Attest

_____

Meredith DeBruin, City Clerk, City of Sheboygan

CITY OF SHEBOYGAN
RESOLUTION 136-26-27

BY ALDERPERSONS MITCHELL AND CLOSE.

OCTOBER 26, 2026.

A RESOLUTION authorizing executing a one-year lease with David J. Schleicher for agricultural property in the City of Sheboygan.

WHEREAS, the City owns approximately 43 acres of land described as 6400 Moenning Road, Town of Wilson, located between South Business Drive and Moenning Road; and

WHEREAS, David J. Schleicher farmed this property under its prior ownership via agricultural land lease and wishes to continue doing so in 2027; and

WHEREAS, such farming operations are not expected to interfere with the City's intended use of the property in 2027; and

WHEREAS, the parties desire to allow David J. Schleicher to continue planting, farming, growing and harvesting crops as described in said lease.

NOW, THEREFORE, BE IT RESOLVED: That the Mayor and City Clerk are hereby authorized to execute the attached lease with David J. Schleicher for the 2027 agricultural use of approximately 43 acres of land owned by the City of Sheboygan.

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL _____.

Presiding Officer	Attest
_____	_____
Ryan Sorenson, Mayor, City of Sheboygan	Meredith DeBruin, City Clerk, City of Sheboygan

AGRICULTURAL LEASE

THIS AGRICULTURAL LEASE (the "**Lease**") is made as of January 1, 2027 (the "**Effective Date**"), by and between the **CITY OF SHEBOYGAN, WISCONSIN** ("**Landlord**") and **DAVID J. SCHLEICHER**, an individual ("**Tenant**").

RECITALS

A. Landlord is the fee owner of the approximately 43.21 acres of real property located in the City of Sheboygan, Wisconsin and shown on Exhibit A attached to this Lease and incorporated herein by reference (the "**Premises**"), subject to covenants, restrictions, reservations, liens, encumbrances, conditions, encroachments, easements and other matters of title that affect the Premises ("**Permitted Encumbrances**");

B. Tenant desires to lease the Premises for the sole purpose of planting, farming, growing and harvesting winter wheat, soybeans, tillable radishes, oats, corn and clover crops and on the terms and conditions set forth in this Lease.

NOW, THEREFORE, for good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, Landlord and Tenant each hereby agrees as follows:

1. GRANT OF LEASE; LEASE TERM; AND TENANT'S ACCEPTANCE OF CONDITION OF PREMISES.

1.1 Grant of Lease. In consideration of rents, terms, covenants and agreements to be performed and observed by Tenant, as hereinafter set forth, Landlord leases to Tenant, and Tenant rents from Landlord the Premises subject to this Lease and the Permitted Encumbrances.

1.2 Term. The term of this Lease shall be for three hundred sixty-five calendar days, unless terminated earlier as expressly provided herein (the "**Term**"). The Term shall commence on the Effective Date (the "**Commencement Date**") and end on December 31, 2027.

Regardless of the fact that the Term of this Lease is for one calendar year only, Tenant has requested an opportunity to extend the Term of this Lease. Landlord has not agreed to extend the Term beyond December 31, 2027 but Landlord may do so by executing an amendment to the Lease or a new lease that is signed by both Landlord and Tenant. In the event that Tenant desires to extend the Term of this Lease for another calendar year, Tenant shall provide prior written notice of such desire by September 30 of the current Term, and on or before October 15 of the current Term, Landlord may inform Tenant in writing of Landlord's determination on Tenant's request for an extension to the Term. For the avoidance of any doubt and notwithstanding any provision herein to the contrary, if Landlord does not provide Landlord's determination in writing to Tenant on or before October 15, 2027, Landlord is deemed to have rejected the request by Tenant for an extension of the Term.

1.3 "AS IS" Condition. The Tenant has inspected the Premises and accepts the Premises "AS IS," "WHERE IS" and "WITH ALL FAULTS" in its current condition without any express, implied or any other representations or warranties as to the condition of the Premises by

Landlord. Landlord expressly disclaims any warranties or representations regarding the Premises and any and all conditions or entitlements related to the Premises and, further, makes no warranties or representations regarding the suitability of the Premises for Tenant's use. Tenant warrants and represents that Tenant had adequate time and opportunity to conduct all due diligence Tenant deems necessary on the Premises and that Tenant is relying solely upon Tenant's own judgment in proceeding to enter into this Lease on the Premises.

2. **RENT**.

2.1 Rent. Tenant shall pay to Landlord the sum of Four Thousand Nine Hundred Sixty-Nine and 15/100 Dollars ($4,969.15) as rent for use of the Premises during the Term pursuant to the provisions of this Lease (the "**Rent**"). Rent is determined by multiplying the acreage of the Premises (43.21 acres) by One Hundred Fifteen Dollars ($115.00). Rent shall be paid without demand therefor and without abatement, deduction, or set-off. Rent shall be due and payable in full by Tenant to Landlord on January 8, 2027.

2.2 Tenant's Obligation to Pay Taxes and all Operating Costs. During the Term, Tenant shall pay all operating expenses of whatever nature that relate to the Premises including, but not limited to, Taxes (as defined below), insurance premiums, operating charges, maintenance charges, input costs, fuel costs and any and all other charges, costs and expenses which arise on the Premises or may be contemplated under any provisions of this Lease during the Term.

2.3 Lien Rights. All Rent due and to become due and all other obligations of Tenant to Landlord under this Lease shall as a result of the recording of this Lease (or a memorandum of this Lease), be a first lien on the Premises and all improvements on the Premises, and all other liens shall be subordinate to the lien of this Lease, except as otherwise required by applicable law or permitted by Landlord in writing.

2.4 Place of Payment. All sums payable to Landlord under the terms of this Lease shall be paid to or upon the order of Landlord at the Landlord's address set forth in this Lease or as otherwise designated in writing by Landlord. Landlord may change its address by notice to Tenant of such change pursuant to the terms of this Lease.

2.5 Past Due Rent. If Tenant fails to timely pay Rent or any other charge due under this Lease, such failure to timely pay shall be a Default (as defined below) under this Lease and the unpaid amount shall, at Landlord's option and without waiving any other right of Landlord, bear interest from the due date to the date of payment at a rate of twelve percent (12%) per annum.

3. **USE**.

3.1 Permitted Use. The Premises shall be used solely for of planting, farming, growing and harvesting winter wheat, soybeans, tillable radishes, oats, corn and clover crops. Neither Tenant nor any successor or assign of Tenant shall use or permit the Premises to be used in any manner other than the manner expressly permitted by this Lease.

3.2 Prohibited Uses. **NEITHER TENANT NOR ANY SUCCESSOR OR ASSIGN OF TENANT SHALL PERMIT THE PREMISES OR ANY IMPROVEMENT ON**

THE PREMISES TO BE SUBJECT TO ANY LIEN, LEASE, CONTRACT OR AGREEMENT OF ANY KIND (WHETHER WRITTEN OR ORAL) WITHOUT THE PRIOR WRITTEN CONSENT OF LANDLORD. NOTWITHSTANDING ANYTHING CONTAINED IN THIS LEASE TO THE CONTRARY, NEITHER TENANT NOR ANY SUCCESSOR OR ASSIGN OF TENANT SHALL USE OR PERMIT THE PREMISES OR ANY IMPROVEMENT THEREON TO BE USED IN ANY MANNER WHICH IS CONTRARY TO ANY APPLICABLE STATUTE, RULE, ORDER, ORDINANCE, REQUIREMENT OR REGULATION, CAUSE INJURY OR DAMAGE TO THE PREMISES, CAUSE THE VALUE OR USEFULNESS OF ALL OR ANY PART OF THE PREMISES TO DIMINISH (OTHER THAN NORMAL WEAR AND TEAR), CONSTITUTE A PUBLIC OR PRIVATE NUISANCE OR WASTE, OR RENDER THE INSURANCE ON THE PREMISES VOID OR THE INSURANCE RISK MORE HAZARDOUS OR CREATE ANY DEFENSE TO PAYMENT. TENANT AND ALL SUCCESSORS AND ASSIGNS OF TENANT EACH AGREES THAT IT WILL PROMPTLY, UPON DISCOVERY OF ANY SUCH PROHIBITED USE, TAKE ALL NECESSARY STEPS TO COMPEL THE DISCONTINUANCE OF SUCH PROHIBITED USE.

3.3 No Adverse Possession. Tenant shall not use, suffer or permit all or any portion of the Premises to be used in such manner as might reasonably tend to impair Landlord's title to all or any portion of the Premises, or in such manner as might reasonably make possible a claim of adverse possession or of implied dedication of all or any portion of the Premises.

4. **TAXES**.

4.1 Taxes. "**Taxes**" shall mean real estate taxes, assessments (general or special), sewer rents, rates and charges, transit taxes, taxes based upon leases or the receipt of rent, and any other federal, state or local governmental charge, general, special, ordinary or extraordinary which may now or subsequently be levied, assessed or imposed against all or any portion of the Premises, any interest in the Premises, or any improvements thereon. At its sole cost and expense, Tenant shall pay all Taxes. Notwithstanding anything contained in the foregoing definition to the contrary:

(a) If at any time the method of taxation then prevailing shall be altered so that all or any part of any new or additional tax, assessment, levy, imposition or charge shall be imposed upon Landlord in place or partly in place of any Taxes or contemplated increase in such Taxes, or in addition to Taxes, and shall be measured by or be based in whole or in part upon the Premises, the rents or other income from the Premises or any leases of all or any part of the Premises, then all or any part of such new taxes, assessments, levies, impositions or charges, shall be included in Taxes levied, assessed or imposed against the Premises and are obligations to be paid by Tenant under this Lease. Tenant shall advance to Landlord, prior to the due date of any such Taxes an amount equal to any Taxes Landlord may be required to pay under this Section 4.1(a).

(b) Notwithstanding the year for which any such taxes or assessments are levied, in the case of special taxes or assessments which may be payable in installments, the amount of each installment, plus any interest, payable during any such year shall be considered Taxes assessed and levied for that year. Except as provided in the preceding sentence, all references to Taxes assessed, levied, confirmed or imposed during a particular year shall be deemed to refer to Taxes levied, assessed or otherwise payable during such year without regard to when such Taxes are imposed.

4.2 Payment. At its sole cost and expense, Tenant shall pay directly, before any fine, penalty, interest or cost is incurred, all Taxes which are assessed, levied, confirmed, imposed or which become a lien upon the Premises with respect to any period of time within the Term.

4.3 Contest. Tenant shall have the right at its own expense to contest the amount or validity, in whole or in part, of any Taxes by appropriate proceedings diligently conducted in good faith provided that, prior to contesting the Taxes, the Tenant either (i) pays the tax in full or (ii) deposits 100% of the amount of the Taxes, an irrevocable letter of credit in that amount or a bond in that amount with the Landlord. In connection with any such contest, Tenant shall reimburse Landlord for all attorneys' fees and other costs incurred by Landlord on demand and shall pay when due the Taxes, if any, as finally determined in such proceedings which Tenant had not previously paid, and all costs, fees, including attorneys' fees, interest, penalties, fines and other liabilities relating thereto.

5. **INSURANCE**.

5.1 Fire and Casualty. Tenant shall continuously maintain in full force and effect during the Term of this Lease a policy or policies of insurance insuring the Premises and all improvements thereon to their Full Replacement Cost (as hereafter defined) against loss or damage by fire, casualty and extended perils and other perils with replacement cost and agreed amounts endorsements, and such other endorsements as may be reasonably required by the Landlord or, if applicable, Tenant's mortgagee, including, but not limited to, an endorsement to provide coverage against acts of terrorism. For the purposes of this Lease, "**Full Replacement Cost**" shall be interpreted to mean the cost of repairing the Premises and/or replacing (to the extent possible) such improvements impacted by such fire, casualty or other peril to like kind and quality as such improvements were prior to such fire, casualty or other peril and, in addition, a reasonable amount for architectural, engineering, legal, administrative and supervisory fees connected with the restoration or replacement of the Premises and such improvements as a result of such fire, casualty or other peril.

5.2 Liability. During the Term, Tenant shall continuously maintain in full force and effect the following additional insurance coverages:

(a) Commercial general liability against any loss, liability or damage on, about or relating to all or any portion of the Premises and all improvements thereon, with limits of not less than $1,000,000 each occurrence for bodily injury and property damage and $1,000,000 combined single limit coverage for bodily injury or property damage claims, claims involving contractual

liability, and claims for consequential damages arising out of or in connection with Tenant's operations in and maintenance and use of the Premises and improvements thereon. Such limits may be increased from time to time as reasonably determined by the Landlord to amounts consistent with prevailing industry standards. Tenant shall carry excess umbrella insurance over the commercial general liability policy with limits of not less than $1,000,000.

(b) Appropriate insurance on all personal property on the Premises and all improvements thereon.

(c) Worker's compensation insurance in amounts required by applicable law.

This property insurance shall be on an "all-risk" or equivalent policy form and shall include, without limitation, insurance against the perils of fire (with extended coverage) and physical loss or damage including, without duplication of coverage, theft, vandalism, malicious mischief, collapse, earthquake, flood, windstorm and debris removal including demolition occasioned by enforcement of any applicable legal requirements, and shall cover reasonable compensation for an architect's, contractor's, engineer's and/or construction manager's services and expenses required as a result of such insured loss.

5.3 Policies. All fire and casualty policies of insurance required by this Lease shall provide that the proceeds shall be payable to Tenant and any mortgagee, as their interests may appear. The Landlord shall be named as an additional insured, on a primary and non-contributory basis, on the liability and property policies. All policies of insurance shall be written by a company or companies reasonably satisfactory to Landlord and licensed in the State of Wisconsin, and with a general policyholder's rating of not less than A and a financial rating of not less than XI in the most current available Best's insurance reports, and on a form acceptable to Landlord. Certificates of insurance reasonably acceptable to Landlord (or a copy of the policy if requested by Landlord) shall be delivered to Landlord endorsed "Premium Paid" by the company or agent issuing the same or accompanied by other evidence satisfactory to Landlord that the premiums have been paid as of the Effective Date; and prior to expiration of such policy, certificates of insurance, plus evidence of premium payment, shall be delivered to Landlord not less than twenty (20) days prior to the expiration of the then current policy term. Each policy shall not be cancelled or coverage decreased without at least thirty (30) days prior written notice to the Landlord given by the Tenant.

5.4 Blanket Policies. Nothing in this Section 5 shall prevent Tenant from taking out insurance of the kind and in the amount provided for under the preceding paragraphs of this Section 5 under a blanket insurance policy or policies which may cover other properties owned or operated by Tenant as well as the Premises; provided, however, that any such policy of blanket insurance of the kind provided for shall (a) specify the amounts exclusively allocated to the Premises and all improvements on the Premises or Tenant shall furnish Landlord and any mortgagee with a written statement from the insurers under such policies specifying the amounts of the total insurance exclusively allocated to the Premises and all improvements thereon, and (b) not contain any clause which would result in the insured being required to carry any insurance with respect to the property covered in an amount not less than any specific percentage of the Full

Replacement Cost of such property in order to prevent the named insured from becoming a co-insurer of any loss with the insurer under such policy; and further provided, however, that such policies of blanket insurance shall, as respects the Premises and all improvements thereon, contain the various provisions required of such an insurance policy by the provisions of this Section 5.

5.5 Tenant's Indemnification. Tenant agrees to indemnify and save Landlord harmless against and from any and all third party claims, damages, losses, liabilities and expenses (including, without limitation, reasonable attorneys' fees), arising out of Tenant's use of the Premises or from any breach or default on the part of Tenant in the performance of any covenant or agreement to be performed pursuant to the terms of this Lease, or from any act or negligence of Tenant, its agents, contractors, servants, employees, sublessees, concessionaires or licensees in or about the Premises; but excluding any claims, damages, losses, liabilities or expenses to the extent caused by the willful misconduct of Landlord or Landlord's employees, agents, contractors or invitees. In case any action or proceeding is brought against Landlord by reason of any claim covered by Tenant's indemnity, Tenant, upon notice from Landlord, shall defend such action or proceeding that is brought against Landlord by reason of any such claim. Tenant, upon notice from Landlord, covenants to defend such action or proceeding at no cost or expense to Landlord. Landlord reserves its rights as an additional insured on the insurance policies, if any, to approve counsel selected by the insurance company. If the claim is in excess of the insurance limits, Tenant will engage counsel to defend Landlord on the excess claim who is reasonably acceptable to the Landlord.

6. **UTILITIES**.

6.1 Utility Service. Tenant shall directly pay, when due, all charges of every nature, kind or description for utilities furnished to the Premises or any improvement thereon or otherwise chargeable against the Premises or such improvements during the Term, including all charges for water, sewage, heat, gas, light, garbage, electricity, telephone, digital subscriber line, or other public or private utility services. Landlord shall not be liable for the provision of any such services or any interruption or discontinuation of any such services nor shall such interruption or discontinuation constitute grounds for constructive eviction.

6.2 Deposits. In the event that any charge, deposit or fee is required to furnish any utility to the Premises as a condition precedent to furnishing or continuing to furnish such utility, such charge, deposit or fee shall be deemed to be a utility charge payable directly by Tenant.

7. **REPAIRS**.

7.1 Good Order and Repair. At its sole cost and expense throughout the Term, Tenant shall (a) take good care of the Premises and all improvements thereon; (b) keep the same in good order and condition (ordinary wear and tear and casualty damages not covered by insurance excepted); and (c) make and perform all maintenance and all repairs of every nature, kind and description in and to the Premises and all improvements thereon as may be necessary or advisable to keep the Premises and such improvements in good working condition. When used in this Lease, "repairs" shall include all necessary replacements, renewals, alterations, additions and betterments. All repairs made by Tenant shall be at least equal in quality to the condition of the

Premises and the improvements thereon as of the Commencement Date and shall be made in a good and workmanlike manner in accordance with all applicable laws, ordinances and regulations.

7.2 Exterior Maintenance. At all times during the Term, Tenant shall take good care of, repair and maintain all driveways, pathways, roadways, sidewalks, curbs, parking areas, loading areas, landscaped areas, entrances and passageways in good order and repair and shall promptly remove all accumulated snow, ice and debris from any and all driveways, pathways, roadways, sidewalks, curbs, parking areas, loading areas, entrances and passageways, and keep all portions of the Premises, including appurtenant areas, in a clean, natural and orderly condition.

7.3 No Landlord Responsibility. Landlord shall not be required to furnish any services or facilities or to make any repairs, replacements or alterations whatsoever in, about or to the Premises or any improvements thereon.

8. **COMPLIANCE WITH LAWS**. Tenant shall at its sole cost and expense promptly comply or cause compliance with or remove or cure or repair any violation of any and all encroachments, any present and future laws, ordinances, orders, rules, regulations and requirements of all federal, state, municipal and other governmental bodies having jurisdiction over the Premises and the appropriate departments, commissions, boards and their officers; and the orders, rules and regulations of the Board of Fire Underwriters where the Premises is situated; or any other body now or subsequently constituted exercising lawful or valid authority over the Premises.

9. **CONSTRUCTION LIENS AND OTHER LIENS**. Tenant shall not suffer or permit any construction lien or other lien to be filed against all or any portion of the Premises, by reason of work, labor, services, equipment or materials supplied or claimed to have been supplied to the Premises, or any portion of the Premises. If any such construction lien or other lien shall at any time be filed against all or any portion of the Premises, Tenant shall cause the same to be discharged of record within thirty (30) days after notice thereof. If Tenant shall fail to discharge such construction lien or liens or other lien within such period it shall be deemed a Default and then, in addition to any other right or remedy of Landlord, Landlord may, but shall not be obligated to, discharge the same by paying to the claimant the amount claimed to be due or by procuring the discharge of such lien as to the Premises by deposit of a cash sum or a bond or other security, or in such other manner as is now or may in the future be provided by present or future law for the discharge of such lien as a lien against the Premises. Any amount paid by Landlord, or the value of any deposit so made by Landlord, together with all costs, fees and expenses (including reasonable attorneys' fees), and interest at the rate of three percent (3%) per annum above the prime rate as published from time to time by the Wall Street Journal or publication of a similar nature if the Wall Street Journal stops publishing (the "**Default Interest Rate**"), shall be repaid by Tenant to Landlord on demand. Tenant shall indemnify and defend Landlord and its agents and employees and save Landlord, its agents and employees and all or any portion of the Premises, harmless from all losses, costs, damages, expenses, liabilities, suits, penalties, claims, demands and obligations, including, without limitation, attorneys' fees, resulting from the assertion, filing, foreclosure or other legal proceedings with respect to any such mechanic's lien or other lien placed on the Premises or against the Tenant.

10. **TENANT'S REPRESENTATIONS, WARRANTIES AND COVENANTS**. The Tenant hereby represents, warrants and covenants that:

(a) Tenant is a resident of the State of Wisconsin, has the power and all necessary licenses, permits and franchises to own its assets and properties and to carry on its business, and is in good standing in the State of Wisconsin and all other jurisdictions in which failure to do so would have a material adverse effect on Tenant's business or financial condition;

(b) Tenant has full authority to execute and perform this Lease and has obtained all necessary authorizations to enter into, execute, perform and deliver this Lease;

(c) the execution, delivery, and performance of Tenant's respective obligations pursuant to this Lease will not violate or conflict with any other agreement to which Tenant is a party or is bound or any law applicable to Tenant or the Premises;

(d) this Lease constitutes legal, valid, and binding obligations of Tenant enforceable against Tenant in accordance with their respective terms;

(e) Tenant will promptly furnish to the Landlord, during the term of this Lease, written notice of any litigation affecting Tenant and any claims or disputes which involve a material risk of litigation against Tenant;

(f) Tenant will provide to the Landlord, promptly upon the Landlord's request, any information or evidence deemed necessary by the Landlord related to performance of Tenant under this Lease to enable the Landlord to timely and accurately complete any accounting or reporting requirements applicable to the Landlord related to the transactions under this Lease; and

(g) no litigation, claim, investigation, administrative proceeding or similar action (including those for unpaid taxes) against Tenant is pending or threatened, and no other event has occurred which may materially adversely affect Tenant's financial condition or properties, other than litigation, claims, or other events, if any, that have been disclosed to and acknowledged by the Landlord in writing.

11. **DEFAULTS OF TENANT**.

11.1 Events of Default. The occurrence of any one or more of the following events shall constitute a "**Default**" under this Lease:

(a) If default shall be made in the due and punctual payment of any amount to be paid by Tenant under this Lease, when and as the same shall become due and payable and such default shall continue for a period of thirty (30) calendar days (except with regard to the payment of Rent which shall

continue for a period of five (5) calendar days) after written notice given by Landlord to Tenant;

(b) If default shall be made by Tenant in keeping, observing or performing any of the terms contained in this Lease, other than matters of an emergency nature and other than those referred to in paragraph (a) of this Section 11.1, and such default shall continue for a period of thirty (30) calendar days after written notice given by Landlord to Tenant or such longer period if such cure cannot reasonably be completed by Tenant in a diligent, continuous and commercially acceptable manner in such thirty (30) calendar day period provided that such cure longer period shall not exceed ninety (90) calendar days from the date of notice.

(c) If any representation made by Tenant in this Lease is determined at any time to be materially inaccurate or misleading.

(d) If (i) Tenant shall make an assignment for the benefit of creditors; (ii) a voluntary petition is filed by Tenant under any law having for its purpose the adjudication of Tenant a bankrupt, or an involuntary petition in bankruptcy is filed against Tenant which is not dismissed within sixty (60) days; (iii) a receiver be appointed for the property of Tenant where possession is not restored to Tenant within thirty (30) days; or (iv) any department of the State of Wisconsin or the federal government, or any officer of such department duly authorized, shall take possession of the farming business or any material property of Tenant unless (in the case of a petition filed against Tenant) the same is dismissed within sixty (60) days.

11.2 Remedies. If a Default is not timely cured, to the extent any cure is permitted hereunder, Landlord shall have the rights and remedies set forth below, which shall be distinct, separate and cumulative and shall not operate to exclude or deprive Landlord of any other right or remedy allowed it at law or in equity or elsewhere in this Lease:

(a) Landlord may terminate this Lease and the Premises and all improvements thereon shall revert back to the Landlord;

(b) Landlord may terminate Tenant's rights with regard to the Premises without terminating this Lease by giving written notice to Tenant that all of Tenant's rights to the Premises (including, without limitation, the right of possession) shall end on the date stated in such notice, whereupon Tenant's rights with regard to the Premises shall cease on the date stated in such notice; and

(c) Landlord may enforce the provisions of this Lease and may enforce and protect the rights of Landlord under this Lease by a suit or suits in equity or at law for the specific performance of any covenant or agreement in this Lease, and for the enforcement of any other appropriate legal or equitable remedy, including, without limitation, injunctive relief and for recovery of all monies due or to become due from Tenant under any of the provisions

of this Lease. Landlord shall, to the extent required by law, mitigate Landlord's damages.

11.3 Surrender of Possession. If Landlord exercises either of the remedies provided for in Sections 11.2(a) and 11.2(b) above, Tenant shall surrender possession of and vacate the Premises and all improvements thereon and deliver possession of the Premises and such improvements back to Landlord in accordance with such provisions.

11.4 Additional Rights and Remedies. Notwithstanding anything to the contrary contained in this Lease, in addition to the remedies set forth herein, Landlord may pursue any other remedy now or hereafter available under the laws or judicial decisions of the State of Wisconsin.

11.5 Termination of Lease. In the event of the termination of this Lease by Landlord, Landlord shall be entitled to recover from Tenant all sums payable by Tenant, or for which Tenant is liable or in respect of which Tenant has agreed to indemnify Landlord under any of the provisions of this Lease, which may be then owing and unpaid, and all costs and expenses, including, without limitation, court costs and reasonable attorneys' fees incurred by Landlord in the enforcement of its rights and remedies under this Lease. Notwithstanding the foregoing, all damages shall be subject to the Landlord's obligation to mitigate.

11.6 Personal Property. All property removed from the Premises by Landlord pursuant to any provisions of this Lease or by law may be handled, removed or stored by Landlord at the cost and expense of Tenant. Tenant shall pay Landlord for all reasonable expenses incurred by Landlord in such removal and for storage charges for such property as long as the same shall be in Landlord's possession or under Landlord's control. All such property not removed from the Premises or retaken from storage by Tenant after the end of the Term and in accordance with applicable state statute, however terminated, shall, at Landlord's option, be conclusively deemed to have been abandoned. Landlord shall have a lien on all such property located on the Premises to secure the Tenant's obligations hereunder.

11.7 Costs. Tenant shall pay all reasonable costs, charges and expenses, including, without limitation, court costs and reasonable attorneys' fees of Landlord in enforcing the obligations of the Tenant under this Lease.

12. LANDLORD'S RIGHT TO CURE DEFAULT.

12.1 Right to Cure. If Tenant shall at any time fail to (a) pay any Taxes in accordance with the provisions of this Lease; (b) obtain, pay for, maintain and deliver any of the copies of insurance policies or certificates of insurance provided for in this Lease; (c) make any repair required under the Lease; (d) make any other payment or perform any other act on its part to be made or performed under the Lease, then Landlord, after thirty (30) calendar days prior written notice to Tenant (or without notice in case of emergency or in the case of insurance) or such longer period if such cure cannot reasonably be completed by Tenant in a diligent, continuous, and commercially acceptable manner in such thirty (30) calendar day period provided that such cure longer period shall not exceed one hundred twenty (120) calendar days from the date of notice, and without waiving or releasing Tenant from any obligation of Tenant contained in this Lease or any Default created by Tenant related thereto, may, but shall be under no obligation to, (i) obtain,

pay for and maintain any of the insurance policies provided for in this Lease; (ii) make any repair; or (iii) make any other payment or perform any other act on Tenant's part to be paid or performed as provided in this Lease, and Landlord may enter upon the Premises for any such purpose and take all such action in the Premises or on the Premises as may be reasonably necessary. Nothing contained in this Lease shall be deemed as a waiver or release of Tenant from any obligation of Tenant or any Default under this Lease.

12.2 Reimbursement. All sums so paid by Landlord pursuant to Section 12.1 above and all costs and expenses, including reasonable attorneys' fees, incurred by Landlord in connection with the performance of any such payment, together with interest at the Default Interest Rate from the respective dates of Landlord's making of each payment of such cost and expense, shall be paid by Tenant to Landlord within two (2) calendar days on written demand.

13. DESTRUCTION AND RESTORATION.

13.1 Restoration/Termination. Subject to Section 13.3, in the event the Premises or any improvements thereon shall be damaged or destroyed by fire or otherwise, Tenant shall promptly complete all Restoration (as defined below) of the Premises and such improvements (to the extent possible) as soon as reasonably possible to at least the condition that the Premises and all such improvements were in immediately prior to such damage or destruction with such changes or alterations (made in conformity with this Lease) as may be reasonably acceptable to Landlord and required by law. Tenant shall promptly give Landlord written notice of such damage or destruction upon any such occurrence and specify in such notice, in reasonable detail, the extent of such damage or destruction and the timeline for completion of such Restoration. For the purposes of this Lease, "**Restoration**" shall mean the restoration, repairs, replacements, rebuilding, changes and alterations, including the cost of temporary repairs for the protection of all or any portion of the Premises and improvements thereon. The Restoration shall be carried on and completed in accordance with the provisions and conditions of this Lease. To the extent Landlord receives any insurance proceeds for the reconstruction of the Premises and improvements, it shall pay over to Tenant in accordance with Section 13.2 below the net insurance proceeds (after deduction of all costs, expenses and fees related to recovery of the insurance proceeds) received by Landlord in such event for the Restoration. If the total of the net amount of the insurance proceeds (after deduction of all costs, expenses and fees related to recovery of the insurance proceeds) recovered by Tenant and the net insurance proceeds to be paid by Landlord to Tenant hereunder is insufficient to complete the Restoration (as determined by Tenant obtaining a contractor's guaranteed maximum price for the costs of Restoration and Landlord confirming its acceptance of the plan of Restoration) and there is a shortfall, Tenant shall deposit with a title insurance escrow agent the amount of the shortfall necessary to complete the Restoration less the amount of insurance proceeds available therefor.

13.2 Insurance Proceeds. All insurance monies recovered by Tenant or Landlord on account of any damage or destruction, plus the amount of any funds deposited by Tenant with Landlord subject to Section 13.1 above (including, without limitation, Landlord's offsets from insurance proceeds), shall be applied by Tenant to the payment of the costs of the Restoration. Tenant shall enter into an escrow agreement with a title company, who shall issue down-dated title report to the Landlord with each disbursement to pay for the design and construction of the Restoration with a final down-dated endorsement when the Restoration is substantially complete.

13.3 Early Termination. If the Premises shall be destroyed or damaged (through no intentional act of Tenant) and if Restoration cannot in the reasonable judgment of Landlord or Tenant be completed within ninety (90) calendar days after the date of such damage or destruction, or if Tenant is unable to escrow sufficient funds to pay for the Restoration, then either Landlord or Tenant shall have the option, within ninety (90) calendar days after the casualty, to terminate this Lease by notice, in writing, addressed to the other specifying such election. Upon giving of such notice, the insurance proceeds relating to such casualty shall be applied by Tenant first to raze and remove, within sixty (60) calendar days after such notice, any remaining improvements and restore the Premises to the condition the Premises were in prior to such casualty. All remaining insurance proceeds thereafter shall then be retained by Tenant. This Lease shall cease and come to an end on a date to be specified in such notice, which date shall not be more than sixty (60) days after the date of delivery of such notice. The Tenant shall pay to Landlord all charges payable by Tenant under this Lease, apportioned to the date of such termination. Notwithstanding the foregoing, if the Premises shall be destroyed or damaged during the last three months of the Term and if Restoration cannot in the reasonable judgment of Landlord or Tenant be completed within six (6) calendar months after the date of such damage or destruction, then either party shall have the option, within thirty (30) days after the casualty, to terminate this Lease by notice, in writing, addressed to the other party, specifying such election. Upon giving of such notice, all insurance proceeds relating to such casualty shall be applied by Tenant first to raze and remove, within sixty (60) calendar days after such notice, any remaining improvements and restore the Premises to the condition the Premises were in prior to such casualty. All remaining insurance proceeds shall be retained by the Tenant. The Lease shall cease and come to an end on a date to be specified in such notice, which date shall not be more than sixty (60) days after the date of delivery of such notice. Tenant shall pay to Landlord all charges payable by Tenant under this Lease, apportioned to the date of such termination.

14. **CONDEMNATION**.

14.1 Taking all or a Material Portion of the Premises. For the purposes of this Section 14, a "**Material Portion of the Premises**" means a partial taking of the Premises that the Tenant reasonably determines to materially interfere with its remaining operations. If the entire Premises or a Material Portion of the Premises shall be taken during the Term as the result of the exercise of the power of eminent domain or conveyed under threat of such power (referred to below as the "**Proceedings**"), this Lease and all right, title and interest of Tenant under this Lease shall terminate on the earlier of taking of possession by the condemning authority or the date of vesting of title pursuant to such Proceedings. Landlord shall be entitled to and shall receive the total award made in such Proceedings attributable to the fee title in the land taken and Tenant shall be entitled to and shall receive the total award made in such proceedings attributable to the improvements, and for the cost of realigning, relocating or removing its personal property or for relocation expenses, and that does not reduce the amount payable to Landlord for the value of the fee taken.

14.2 Taking a Non-Material Portion of the Premises. For the purposes of this Section 14, a "**Non-Material Portion of the Premises**" means a partial taking of the Premises that the Tenant reasonably determines does not materially interfere with its remaining operations. If, during the Term, a Non-Material Portion of the Premises is taken, this Lease shall, upon the earlier of taking of possession by the condemning authority or vesting of title in the Proceedings,

terminate as to the parts so taken but remain valid and binding on all other parts not taken. Tenant and Landlord shall each be entitled to the award as provided in Section 14.1 above. Tenant covenants and agrees, at Tenant's sole cost and expense (subject to reimbursement to the extent provided below), to promptly complete Restoration of that portion of the Premises not so taken for the use of Tenant. Landlord and Tenant agree in connection with such Restoration to apply the net amount of any award (after deduction of all costs and expenses, including reasonable attorneys' fees) to the Restoration in the same manner and to the same extent as provided for the Restoration of a casualty in Section 13.1 above.

15. **ASSIGNMENT AND SUBLETTING**.

15.1 Landlord Consent Required. Tenant shall not, without the prior written consent of Landlord, which consent may be withheld, conditioned or delayed in Landlord's sole discretion and for any reason, (a) assign, transfer, mortgage, or encumber this Lease or any interest under it; or (b) allow to exist or occur any transfer of this Lease or Tenant's interest in this Lease by operation of law. In no event shall this Lease be assigned or assignable by voluntary or involuntary bankruptcy proceedings or otherwise, and in no event shall this Lease or any rights or privileges under this Lease be an asset of Tenant under any bankruptcy, insolvency or reorganization proceedings, except as provided by law. Any such assignment shall be a Default under this Lease. Without limiting the generality of the foregoing, this Lease may not be assigned, transferred, mortgaged or encumbered to any partner or joint venture.

15.2 No Release of Tenant. No assignment by Tenant and no consent by Landlord to any assignment shall operate to relieve Tenant from any covenant or obligation under this Lease or be deemed to be a consent to or relieve Tenant from obtaining Landlord's consent to any subsequent assignment by Tenant or anyone claiming by, through or under Tenant. Tenant shall pay all of Landlord's reasonable costs, charges and expenses, including, without limitation, Landlord's reasonable attorneys' fees incurred in connection with any assignment, subletting, use, occupancy, transfer or encumbrance made or requested by Tenant.

15.3 Assumption. If Tenant shall assign this Lease (as permitted in this Lease), the assignee shall expressly assume all of the obligations of Tenant under this Lease in a written instrument reasonably satisfactory to Landlord which shall be furnished to Landlord not later than fifteen (15) calendar days prior to the effective date of such assignment, together with a certified copy of an appropriate resolution authorizing such assumption.

15.4 Subletting Prohibition. No subletting of the Premises or any improvements thereon shall be permitted at any time without the prior written consent of Landlord which may be withheld, conditioned or delayed for any reason.

16. **HAZARDOUS AND TOXIC MATERIALS**.

16.1 Definitions. For purposes of this Section 16, "**hazardous or toxic material**" shall be defined to include, without limitation, (a) asbestos or any material composed of or containing asbestos in any form and in any type, (b) polychlorinated biphenyl compounds ("**PCB**") or any material composed of or containing PCB, or (c) any hazardous, toxic or dangerous waste, substance, material, smoke, gas or particulate matter, as from time to time defined by or for

purposes of the Comprehensive Environmental Response, Compensation and Liability Act, as amended, and any law commonly referred to, as of the date of this Lease, as "Superfund" or "Superlien," or any successor to such laws, or any other federal, state or local environmental, health or safety statute, ordinance, code, rule, regulation, order or decree regulating, relating to or imposing liability or standards concerning or in connection with hazardous, toxic or dangerous wastes, substances, material, smoke, gas or particulate matters as now or subsequently in effect (each an "**Environmental Law**" and, collectively, the "**Environmental Laws**"), or any common law theory based on nuisance or strict liability.

16.2 No Violations. Neither Tenant nor any of the Tenant Responsible Parties (as defined below) shall conduct or authorize the generation, transportation, storage, installation, treatment or disposal at or on the Premises, of any hazardous or toxic material in violation of any Environmental Law, and any such action by Tenant or any of the Tenant Responsible Parties shall constitute a Default.

16.3 No Liens. Tenant and the Tenant Responsible Parties shall keep the Premises free of any lien imposed pursuant to any Environmental Laws.

16.4 Payment of Costs. Tenant and the Tenant Responsible Parties shall timely pay when due any and all costs of removal of any hazardous or toxic material located on the Premises (whether stored on, disposed in or otherwise).

16.5 Compliance with Laws. If Tenant or any of the Tenant Responsible Parties generates, transports, stores, treats or disposes of any hazardous or toxic material at or on the Premises:

(a) Tenant shall, at its own cost and expense, comply with all Environmental Laws relating to clean-up of such hazardous or toxic materials and the restoration of the Premises and all improvements thereon;

(b) Landlord and Tenant shall promptly provide the other with copies of all communications, permits or agreements with any governmental authority or agency (federal, state or local) or any private entity relating in any way to the presence, release, threat of release, placement on or in the Premises, or the generation, transportation, storage, treatment, or disposal at the Premises, of any hazardous or toxic material;

(c) Landlord and Landlord's agents and employees shall have the right (upon giving Tenant any notice required by this Lease) to enter the Premises and/or conduct appropriate tests for the purpose of ascertaining that Tenant and each of the Tenant Responsible Parties complies with all applicable laws, rules or permits relating in any way to the presence of hazardous or toxic materials on the Premises; and

(d) In the event Tenant or any of the Tenant Responsible Parties uses, stores, originates hazardous or toxic materials on, in or at the Premises, then upon written request by Landlord, Tenant shall provide Landlord the results of appropriate tests of air, water and soil to demonstrate that Tenant and each

of the Tenant Responsible Parties complies with the applicable Environmental Laws and all other applicable laws, rules or permits relating in any way to the presence of hazardous or toxic materials on the Premises.

16.6 Tenant's Duties. If the presence, release, threat of release, placement on or in the Premises, or the generation, transportation, storage, treatment, or disposal at the Premises of any hazardous or toxic material caused by Tenant, its employees, guests, agents, or contractors (collectively, the "**Tenant Responsible Parties**"): (a) gives rise to liability (including, but not limited to, a response action, remedial action, or removal action) under any Environmental Laws or any common law theory based on nuisance or strict liability; (b) causes a significant public health effect; or (c) pollutes or threatens to pollute the environment, Tenant shall promptly take any and all remedial and removal action necessary to clean up the Premises and mitigate exposure to liability arising from the hazardous or toxic material, whether or not required by law.

16.7 Environmental Indemnities by Tenant and Landlord.

(a) Tenant agrees to indemnify, defend and hold harmless Landlord, Landlord's employees and service providers and any managing agents and leasing agents of the Premises, and all of their respective agents, partners, officers, directors and employees and all mortgagees (collectively, the "**Landlord Indemnitees**") from and against any and all debts, liens, claims, causes of action, administrative orders or notices, costs, personal injuries, losses, damages, liabilities, demands, lost profits, consequential damages, interest, fines, penalties or expenses, including attorneys' fees and expenses, consultants' fees and expenses, court costs and all other out-of-pocket expenses, suffered or incurred by each of the Landlord Indemnitees resulting, directly or indirectly, from hazardous or toxic material brought onto the Premises by Tenant or by anyone for whom Tenant is liable (including, without limitation, the Tenant Responsible Parties) or for the migration of such hazardous or toxic material off the Premises during the Term of this Lease, except to the extent directly caused by the acts of Landlord or Landlord's agents or employees.

(b) Landlord agrees to indemnify, defend and hold harmless Tenant, its managers, shareholders, partners, trustees, employees and members and their respective agents, partners, officers, directors and employees and all mortgagees and all Tenant Responsible Parties (collectively, the "**Tenant Indemnitees**") from and against any and all debts, liens, claims, causes of action, administrative orders or notices, costs, personal injuries, losses, damages, liabilities, demands, lost profits, consequential damages, interest, fines, penalties or expenses, including attorneys' fees and expenses, consultants' fees and expenses, court costs and all other out-of-pocket expenses, suffered or incurred by the Tenant Indemnitees resulting, directly or indirectly, from the hazardous or toxic material existing on the Premises as of the Effective Date, from hazardous or toxic material brought onto the Premises by the Landlord or for the migration of such hazardous or toxic material off the Premises during the Term of this Lease unless caused by or

directly related to the acts or omissions of Tenant or any Tenant Responsible Parties. Landlord's obligations under this Section 16.7(b) shall survive the expiration or termination of this Lease.

16.8 Costs. Tenant agrees to indemnify, defend and hold harmless the Landlord Indemnitees from and against any and all damages, costs, losses, expenses (including, but not limited to, actual attorneys' fees and engineering fees) arising from or attributable to any breach by Tenant or any Tenant Responsible Parties of any of Tenant's warranties, representations or covenants in this Section 16.

16.9 Survival. All of Tenant's obligations under this Section 16 shall survive the expiration or termination of this Lease.

17. **RESERVATION OF RIGHTS.** Landlord hereby reserves unto itself the right to grant easements to utility providers on any portion of the Premises for the purpose of the installation and maintenance of water, sewer, electric, telecommunications, and all other utilities for any purpose.

18. **OWNERSHIP OF IMPROVEMENTS ON EXPIRATION DATE OR TERMINATION OF LEASE.**

18.1 Subject to the terms hereof, Tenant shall be the owner of the improvements made on the Premises by Tenant during the Term of this Lease.

18.2 Upon the expiration of the Term or termination of this Lease and subject to applicable law, the Premises and all improvements on the Premises shall become the sole property of Landlord free and clear of any and all liens and encumbrances and Tenant shall surrender its interest in the Premises to Landlord, except that all movable trade fixtures and other personal property not affixed to the Premises shall be and remain the property of Tenant. Tenant agrees to execute and deliver to Landlord any reasonable documents requested by Landlord to confirm Landlord's ownership of the improvements on the Premises and to surrender its interest in the Premises and such improvements on the Premises to Landlord.

19. **MISCELLANEOUS PROVISIONS**.

19.1 Inspection. Provided that Landlord has given Tenant reasonable prior notice (twenty-four (24) hours being deemed reasonable, except in case of emergency which then any shorter time period is deemed reasonable), Tenant agrees to permit Landlord and its authorized representatives to enter upon the Premises for the purpose of inspecting the same and to cause Tenant to make any necessary repairs to comply with any laws, ordinances, rules, regulations or requirements of any public body or the Board of Fire Underwriters, or any similar body, or otherwise pursuant to this Lease. Landlord will endeavor to exercise this right to reasonably avoid disruption to Tenant's operations on the Premises.

19.2 Notices. Any notice given under this Lease shall be deemed effective when: (a) personally delivered in writing; (b) a commercially recognized overnight delivery service provides confirmation of delivery; or (c) the third calendar day after notice is deposited with the

United States Postal Service (postage prepaid, certified with return receipt requested) and addressed as follows:

If to Landlord:
City of Sheboygan
Attention: City Attorney
828 Center Avenue, Suite 210
Sheboygan, WI 53081

With copy to:
Brion T. Winters, Esq.
von Briesen & Roper, s.c.
411 E. Wisconsin Ave., Suite 1000
Milwaukee, WI 53202

If to Tenant:
David J. Schleicher
6435 County Road A
Sheboygan Falls, WI 53085

19.3 Quiet Enjoyment. Landlord covenants and agrees that Tenant, upon paying the Rent, observing and keeping the covenants, agreements and conditions of this Lease on its part to be kept, observed and performed and no Default existing under this Lease, shall lawfully and quietly hold, occupy and enjoy the Premises (subject to the provisions of this Lease) during the Term without hindrance or molestation by Landlord or by any person or persons claiming under Landlord.

19.4 Accord and Satisfaction. No payment received by Landlord of a lesser amount than the Rent or other costs, charges, fees or other amounts due hereunder shall be deemed to be other than on account of the earliest stipulated rent or other charges nor shall any statement on a check or any letter accompanying a payment of rent or other charges be deemed an accord and satisfaction. Landlord may accept payment without prejudice to Landlord's right to recover the balance of Rent or other charges or pursue any remedy in this Lease.

19.5 Partial Invalidity, Governing Law. If any covenant, condition, provision, term or agreement of this Lease shall, to any extent, be held invalid or unenforceable, the remaining covenants, conditions, provisions, terms and agreements of this Lease or the application of such covenant, condition, provision, term or agreement to persons or circumstances other than to which it is held invalid or unenforceable, shall not be affected, but each covenant, condition, provision, term or agreement of this Lease shall be valid and in force to the fullest extent permitted by law. This Lease shall be construed and be enforceable in accordance with the internal laws of the State of Wisconsin without application of conflicts of law.

19.6 Successors. The covenants and agreements contained in this Lease shall bind and inure to the benefit of Landlord, its representatives, successors and assigns, and Tenant and its representatives, permitted successors and assigns.

19.7 Captions. The caption of each article of this Lease is for convenience and reference only, and in no way defines, limits or describes the scope or intent of such article or of this Lease.

19.8 No Joint Venture. This Lease does not create the relationship of principal and agent, or of partnership, joint venture, or of any association or relationship between Landlord and Tenant, the sole relationship between Landlord and Tenant being that of landlord and tenant under this Lease.

19.9 Entire Agreement. This Lease contains the entire agreement between the parties and supersedes all prior and contemporaneous representations, covenants, warranties and agreements, if any, made by the Landlord, including, without limitation, the "Agricultural Lease" between Landlord and Tenant made as of January 1, 2026 (the "**Prior Lease**"); provided, however, that nothing in this Lease shall release or waive any obligation of Tenant under the Prior Lease that accrued before the Effective Date or that, by the terms of the Prior Lease, survives its expiration or termination. This Lease shall not be modified or amended in any manner except by an instrument in writing executed by the then current parties to this Lease.

19.10 No Surrender. No surrender by Tenant to Landlord of this Lease or of all or any portion of the Premises, or any interest in the Premises, prior to the expiration of the Term shall be valid or effective unless agreed to and accepted in writing by Landlord and any lender with a lien on Tenant's interests in this Lease or any portion of the Premises, and no act or omission by Landlord or any representative or agent of Landlord, other than such a written acceptance by Landlord and such Tenant lender, as set forth above, shall constitute an acceptance of any such surrender.

19.11 Time. Time is of the essence of this Lease, and all provisions in this Lease relating to this Lease shall be strictly construed.

19.12 Exculpatory Provision. In case of default under this Lease by Landlord, Tenant shall provide Landlord notice of such default and permit Landlord to cure such default within ninety (90) calendar days of the date of such notice. Tenant shall look solely to the interests of Landlord in the Premises and the rents derived from the Premises; and Landlord shall not have any personal liability to pay any indebtedness accruing under this Lease or to perform any covenant, either express or implied, in this Lease contained; and that no personal liability or personal responsibility of any sort is assumed by, nor shall at any time be asserted or enforceable against, Landlord or any of Landlord's officers, agents or employees on account of this Lease or on account of any representation, warranty, covenant, undertaking or agreement of Landlord contained in this Lease, either express or implied, all such personal liability, if any, being expressly waived and released by Tenant and by all persons claiming by, through or under Tenant.

19.13 Immunity. Nothing contained in this Lease constitutes a waiver of any immunity available to the Landlord under applicable law.

19.14 Execution. The submission of this Lease for examination does not constitute an offer to lease, or a reservation of, or option for, the Premises and this Lease becomes effective and binding only upon the execution and delivery hereof by both Landlord and Tenant. Tenant confirms that Landlord has made no representations or promises with respect to the Premises or the making or entry into of this Lease except as are expressly set forth herein, and agrees that no claim or liability shall be asserted by Tenant against Landlord for, and Landlord

shall not be liable by reason of, breach of any representations, or promises not expressly stated in this Lease.

19.15 Recording of a Memorandum of this Lease Permitted. On the Commencement Date, Landlord and Tenant, upon the request of either party, shall execute a Memorandum of Lease in a form approved for recording by the laws of the State of Wisconsin. Either party, at its cost, shall be entitled to record the Memorandum of Lease in the Office of the Register of Deeds for Sheboygan County, Wisconsin.

19.16 Force Majeure. If any party is delayed or prevented from timely performing any act required under this Lease by reason of extraordinary and uncommon matters beyond the reasonable control of the party obligated to perform, including (but not limited to) fire, earthquake, war, terrorist act, pandemic, epidemic, flood, riot, strike, lockout, supply shortages, freight embargo, power outages, extreme weather or other similar causes or acts of God, such act shall be excused for the period of such delay, and the time for the performance of any such act shall be extended for a period equivalent to such delay; provided, however, that the time for performance shall not be extended by more than ninety (90) calendar days unless agreed to in writing by the parties hereto.

19.17 Counterparts. This Lease may be executed in any number of counterparts, all of which taken together shall constitute one and the same instrument, and any of the parties hereto may execute this Lease by signing any such counterpart.

19.18 Email and Facsimile Signatures. Signatures received by email or facsimile submission or by DocuSign or any other electronic signature platform shall be deemed to be original signatures.

19.19 Holding Over. Tenant shall have no right to occupy or use the Premises after the expiration or earlier termination of the Term. Pursuant to Wis. Stat. § 704.25(4), the parties agree that neither Landlord's acceptance of Rent or any other payment from Tenant after the expiration of the Term nor any other act or omission of Landlord shall create a year-to-year, month-to-month or other periodic tenancy, or extend the Term, unless Landlord so elects in a writing signed by Landlord. Any holding over by Tenant without such written election shall be a tenancy at sufferance, and Tenant shall be liable to Landlord for all damages resulting from such holding over in accordance with Wis. Stat. § 704.27 and for all of Landlord's costs of removing Tenant and Tenant's property from the Premises, including reasonable attorneys' fees.

[Signature page follows]

#45046753v1

IN WITNESS WHEREOF, the parties have executed this Lease as of the Effective Date.

LANDLORD:

CITY OF SHEBOYGAN, WISCONSIN

By: _____
Name: Ryan Sorenson, City Mayor

Attest: _____
Name: Meredith DeBruin, City Clerk

STATE OF WISCONSIN)
) ss.
SHEBOYGAN COUNTY)

Personally came before me this _____ day of _____, 2026, the above named Ryan Sorenson and Meredith DeBruin, the City Mayor and City Clerk of the City of Sheboygan, respectively, to me known to be the persons who executed the foregoing instrument and acknowledged the same.

_____
Notary Public, Wisconsin
My commission _____

TENANT:

_____
David J. Schleicher, an individual

STATE OF WISCONSIN)
) ss.
_____ COUNTY)

Personally came before me this _____ day of _____, 2026, the above named David J. Schleicher, to me known to be the person who executed the foregoing instrument and acknowledged the same.

_____
Notary Public, Wisconsin
My commission _____

EXHIBIT A – PREMISES

CITY OF SHEBOYGAN
RESOLUTION 137-26-27

BY ALDERPERSONS MITCHELL AND CLOSE.

OCTOBER 26, 2026.

A RESOLUTION authorizing the execution by the City of: (1) the Assignment and Assumption of Development Agreement, and (2) Consent to Assignment and Certification as to Status of TIF Development Agreement regarding Oscar Apartments LLC.

WHEREAS, the City entered into a Development Agreement with Oscar Apartments, LLC, dated January 2, 2020, which was amended by First Amendment of Development Agreement between Oscar Apartments LLC and the City of Sheboygan dated June 18, 2020, and further amended by Second Amendment of Development Agreement between Oscar Apartments LLC and the City of Sheboygan dated March 9, 2022 (as amended, the "Development Agreement"), regarding the development of certain real property located in the City of Sheboygan, as more particularly described in the Development Agreement (the "Property"). A copy of the Development Agreement is attached hereto and incorporated herein by reference; and

WHEREAS, Oscar Apartments, LLC, ("Assignor") intends to convey the Property to Westmore Corridor LLC, AIF Corridor LLC and Illinois Corridor LLC, (collectively, "Assignee") pursuant to a Purchase and Sale Agreement dated August 24, 2026, by and between Oscar Apartments, LLC, and Assignee; and

WHEREAS, Assignor desires to assign to Assignee all of its rights, interests, duties and obligations in and to the Development Agreement, and Assignee has agreed to accept said assignments and to assume all of Assignor's rights, interests, duties and obligations under the Development Agreement which arise from and after the Effective Date; and

WHEREAS, the Development Agreement requires the City to consent to an assignment of Assignor's rights under the Development Agreement and Assignee's lender is requiring the City to consent to such assignment.

NOW, THEREFORE, BE IT RESOLVED: The Mayor and City Clerk are authorized to execute the Assignment and Assumption of Development Agreement and the Consent to Assignment and Certification as to Status of TIF Development Agreement in the form accompanying this resolution (or any modified versions of the foregoing, provided such modifications are approved by the City Attorney and/or outside City counsel).

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL _____.

Presiding Officer	Attest
_____	_____
Ryan Sorenson, Mayor, City of Sheboygan	Meredith DeBruin, City Clerk, City of Sheboygan

ASSIGNMENT AND ASSUMPTION OF DEVELOPMENT AGREEMENT

THIS ASSIGNMENT AND ASSUMPTION OF DEVELOPMENT AGREEMENT (the "Assignment") is made and entered into effective as of November 6, 2026 (the "Effective Date"), by and among **Oscar Apartments LLC**, a Delaware limited liability company, as successor by merger to Oscar Apartments LLC, a Missouri limited liability company (the "Assignor"), and **Westmore Corridor LLC**, a Delaware limited liability company (as to a 66.63%) ("Westmore"); **AIF Corridor LLC**, a Delaware limited liability company (as to a 1.63%) ("AIF Corridor") and **Illinois Corridor LLC**, a Delaware limited liability company (as to a 31.74%) ("Illinois Corridor", together with Westmore and AIF Corridor, the "Assignee"). The City of Sheboygan, a Wisconsin municipal corporation (the "City"), joins in executing this document solely for the purpose of consenting to this Assignment pursuant to Section 12.4 of the Development Agreement (defined below) to the Assignee.

RECITALS:

WHEREAS, Assignor and the City entered into that certain Development Agreement between Oscar Apartments LLC and the City of Sheboygan dated January 2, 2020, which was amended by that certain First Amendment of Development Agreement between Oscar Apartments LLC and the City of Sheboygan dated June 18, 2020, as further amended by that certain Second Amendment of Development Agreement between Oscar Apartments LLC and the City of Sheboygan dated March 9, 2022 (as amended, the "Development Agreement"), regarding the development of certain real property located in the City of Sheboygan, as more particularly described in the Development Agreement (the "Property"). A copy of the Development Agreement is attached hereto and incorporated herein by reference;

WHEREAS, on or about the Effective Date, Assignor has conveyed the Property to Assignee pursuant to that certain Purchase and Sale Agreement dated August 24, 2026 by and between Assignor and Assignee (as amended from time to time, the "Purchase Agreement"); and

WHEREAS, Assignor desires to assign to Assignee all of its rights, interests, duties and obligations in and to the Development Agreement, and Assignee agrees to accept said assignments and to assume all of Assignor's rights, interests, duties and obligations under the Development Agreement which arise from and after the Effective Date.

AGREEMENT:

NOW, THEREFORE, in consideration of the mutual covenants contained herein and other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the parties hereto agree as follows:

1. Assignment and Assumption. Assignor hereby assigns, conveys, and transfers all of its rights, interests, duties and obligations under the Development Agreement to Assignee, except as set forth in Paragraph 2, below, regarding Assignor's right to receive Development Incentive Payments for tax years 2025 and 2026. Assignee hereby accepts said assignment and assumes the rights, interests, duties, and obligations under the Development Agreement arising from and after the Effective Date.

2. Development Incentive Payments. Pursuant to the Development Agreement, the City of Sheboygan is obligated to make certain Development Incentive Payments on an annual basis ending in 2038, as more fully set forth in the Development Agreement. Assignor and Assignee agree that Section 9 of the Purchase Agreement shall control with respect to which party is entitled to receive the Development Incentive Payments for tax years specified therein.

3. Indemnification. Assignor agrees to indemnify, protect, and hold harmless Assignee, and its members, shareholders, agents, employees, managers, successors and assigns, from any and all damages, losses, liabilities, claims, actions, interest, penalties, demands, obligations, judgments, expenses or costs (including court costs and reasonable attorneys' fees and disbursements) (collectively, "Losses") to the extent arising out of or in connection with the Development Agreement which occurred or arose or is alleged to have occurred or arisen prior to the Effective Date. Assignee agrees to indemnify, protect, release, and hold harmless Assignor, and its members, shareholders, agents, employees, managers, successors and assigns, from any and all Losses, to the extent arising out of or in connection with the Development Agreement which may occur or arise or are alleged to have occurred or arisen on or after the Effective Date.

4. Intentionally omitted.

5. Release. Assignee further releases Assignor from any and all obligations, duties, and other performance with respect to the Development Agreement arising on or after the Effective Date, it being understood that it is the intention of the Assignor and Assignee that Assignee shall be deemed to be the sole "Developer" under the Development Agreement as of the Effective Date, and Assignor shall be fully released from future performance. Notwithstanding the foregoing, Assignor's rights with respect to the Development Incentive Payments shall be controlled by Paragraph 2.

6. Miscellaneous. In case any provision contained in this Assignment shall, for any reason, be held to be invalid, illegal or unenforceable in any respect, such invalidity, illegality or unenforceability shall not affect any other provision hereof, and this Assignment shall be construed as if the invalid, illegal or unenforceable provision had never been contained herein. Except as expressly set forth in Paragraph 2, above, with respect to Development Incentive Payments, this document contains the entire agreement between Assignor and Assignee with respect to the subject matter hereof and it shall inure to the benefit of and shall bind the parties hereto, their respective successors or assigns. This Assignment may be executed in any number of counterparts, each of which shall be deemed an original.

[THE REMAINDER OF THIS PAGE IS INTENTIONALLY LEFT BLANK]

IN WITNESS WHEREOF, the parties hereto have executed this Assignment as of the date first written above.

ASSIGNOR:

OSCAR APARTMENTS LLC
By: Shevegas Oscar Holdings, LLC, its Manager

By:_____
Joshua D. Krsnak, Chief Manager

ASSIGNEE:

WESTMORE CORRIDOR LLC, A DELAWARE LIMITED LIABILITY COMPANY (AS TO A 66.63%);
By: Axiom Manager II LLC, its Manager

By: _____
Eric A. Anderson, Managing Member

AIF CORRIDOR LLC, A DELAWARE LIMITED LIABILITY COMPANY (AS TO A 1.63%)
By: Axiom Manager II LLC, its Manager

By: _____
Eric A. Anderson, Managing Member

ILLINOIS CORRIDOR LLC, A DELAWARE LIMITED LIABILITY COMPANY (AS TO A 31.74%)
By: Axiom Manager II LLC, its Manager

By: _____
Eric A. Anderson, Managing Member

Solely for the purposes of satisfying Section 12.4 of the Development Agreement, the City consents to Assignor assigning Assignor's rights under the Development Agreement to Assignee. By signing below, the City: (a) makes no other representations, agreements or otherwise to any other parties hereto; (b) is not agreeing to, approving or otherwise consenting to any of the provisions set forth in this Assignment (other than the consent to the assignment as stated in Paragraph 1 of this Assignment); (c) is not in any way agreeing or consenting to any amendment to the Development Agreement; and (d) is not in any way waiving any immunity available to the City under applicable law and the City expressly reserves all of its rights and privileges with respect to immunities and protections granted to municipalities under applicable law.

CITY OF SHEBOYGAN

By: _____
Ryan Sorenson, Mayor

Attest: _____
Meredith DeBruin, City Clerk

SECOND AMENDMENT OF DEVELOPMENT AGREEMENT BETWEEN OSCAR APARTMENTS LLC AND THE CITY OF SHEBOYGAN

THIS SECOND AMENDMENT OF DEVELOPMENT AGREEMENT (the "Second Amendment"), made this 9th day of March, 2022, is by and between the City of Sheboygan, Wisconsin, a municipal corporation of the State of Wisconsin, with its principal offices located at 828 Center Avenue, Sheboygan, WI 53081 (hereinafter "City"), and Oscar Apartments LLC, a Missouri limited liability company with its principal offices located at 4565 McRee Ave., Suite 100, St. Louis, MO 63110 (hereinafter "Developer"). To the extent that the terms and conditions of this Second Amendment conflict with or contradict the terms and conditions of the Development Agreement, the terms of this Second Amendment shall supersede and control.

RECITALS

WHEREAS, Developer and the City have entered into a Development Agreement dated as of January 2, 2020 as amended by the First Amendment dated as of June 18, 2020, hereinafter collectively referred to as "the Development Agreement."

WHEREAS, in light of unanticipated supply chain issues and labor shortages during construction, Developer and City desire to further modify and amend the Redevelopment Agreement.

NOW, THEREFORE, in consideration of mutual covenants and agreements and good and valuable consideration, the delivery and receipt of which is hereby acknowledged by and between Developer and City, the parties do hereby agree to amend the Development Agreement as follows:

Article III. Section 3.2 is hereby amended to read as follows:

3.2 Default. Failure to substantially complete construction of the Project by May 30, 2022 is an event of default pursuant to Section 10.1(A) of this Agreement.

[Signature Page to Follow]

SIGNATURE PAGE FOR SECOND AMENDMENT OF DEVELOPMENT AGREEMENT

IN WITNESS WHEREOF, the parties hereto have executed this Second Amendment of Development Agreement as of the date first above written.

CITY OF SHEBOYGAN, WISCONSIN

BY: _____
Ryan Sorenson, Mayor

ATTEST: _____
Meredith DeBruin, City Clerk

OSCAR APARTMENTS LLC

BY: _____
Philip Hulse, Manager

This document authorized by and in accordance with Res. No. 145-21-22

FIRST AMENDMENT OF DEVELOPMENT AGREEMENT BETWEEN OSCAR APARTMENTS LLC AND THE CITY OF SHEBOYGAN

THIS FIRST AMENDMENT OF DEVELOPMENT AGREEMENT (the "First Amendment"), made this 18th day of June, 2020, is by and between the City of Sheboygan, Wisconsin, a municipal corporation of the State of Wisconsin, with its principal offices located at 828 Center Avenue, Sheboygan, WI 53081 (hereinafter "City"), and Oscar Apartments LLC, a Missouri limited liability company with its principal offices located at 8451 Maryland Avenue, St. Louis, MO 63105 (hereinafter "Developer"). To the extent that the terms and conditions of this First Amendment conflict with or contradict the terms and conditions of the Development Agreement, the terms of this First Amendment shall supersede and control.

RECITALS

WHEREAS, Developer and the City have entered into a Development Agreement dated as of January 2, 2020, hereinafter referred to as "the Development Agreement."

WHEREAS, in light of updated modifications to Developer's development program, changes to Developer's financing structure during construction, analysis provided to Developer by Ehlers & Associates relative to TID revenue forecasts, and unanticipated difficulties negotiating a transfer of property from the Union Pacific Railroad for trail purposes, Developer and City desire to further modify and amend the Redevelopment Agreement.

NOW, THEREFORE, in consideration of mutual covenants and agreements and good and valuable consideration, the delivery and receipt of which is hereby acknowledged by and between Developer and City, the parties do hereby agree to amend the Development Agreement as follows:

1. Recitals.

The second recital is hereby amended to read as follows:

"The Developer proposes to build a 240-unit multi-family development targeted at providing rental housing units to the City."

2. Article I.

a. The definition of "Development" is hereby amended to read as follows:

"*Development*" means the overall construction of an approximately 305,000 square foot multi-family apartment complex consisting of three

residential buildings with between 230 and 250 units and appurtenant buildings adjacent to S. 15th Street.

b. The definition of "Project" is hereby amended to read as follows:

"*Project*" means the development proposed by Developer herein for construction of a new multi-family apartment complex consisting of four buildings and 240 units, located on the property described on Exhibit "A" (the "Property").

3. Article II.

Section 2.1 is hereby amended to read as follows:

2.1 Project Overview. The Project consists of the construction of new multi-family buildings of approximately 305,000 square foot at a total estimated cost of $45,000,000 with associated parking located on the property described on Exhibit "A" and pursuant to the plans in Exhibit "B." Construction is to commence in approximately August 2020 and completed for opening by December 1, 2021. Cost for this construction is estimated to be $45,000,000.

4. Article III.

Section 3.1 is hereby amended to read as follows:

3.1 Construction Schedule. Unless the parties agree in writing to a change, the construction schedule for the Project will be carried out as follows:

Site Plan Approval:	completed
Creation of TID:	completed
Issuance of the Building Permits:	July 1, 2020
Start Construction:	August 1, 2020
Substantial Completion:	December 1, 2021

Section 3.2 is hereby amended to read as follows:

3.2 Default. Failure to substantially complete construction of the Project by March 30, 2022 is an event of default pursuant to Section 10.1(A) of this Agreement.

5. Article VI.

a. Section 6.1 is hereby amended to read as follows:

6.1 Development Incentives. Upon completion, the Property shall be assessed, assuming net operating income at a 6.75% capitalization rate. After the

assessed real estate property value of the project has exceeded a minimum of $29,000,000 in incremental value, the City agrees to provide to the Developer each year for a maximum period of sixteen (16) years an annual incentive payment, in a total principal sum not to exceed $7,250,000 as an inducement to Developer for the development of the Project. The annual incentive payments shall be calculated and provided to the Developer as follows:

> Each year for a maximum period of sixteen (16) years, commencing in 2023 and ending in 2038, the City will pay to the Developer a development performance incentive payment in an amount equal to 65% of the Tax Increment Revenue received by the City with respect to the Property in that year, minus a fee for the City's administrative costs in the amount of the greater of either (i) $5,000 or (ii) 1.5% the developer performance incentive payment. Said payment is conditioned upon either (i) the Tax Incremental Value of the Project being in excess of $29,000,000 in respect to the real property upon which the Project is situated in that year, or (ii) the Developer having made payment of any and all tax increment deficiencies as defined in Section 5.5 herein. Provided sufficient Tax Revenue is available, the anticipated minimum amount of development performance incentive payments to be made each year is contained in "Exhibit C," which is attached hereto and made a part of this First Amendment. However, any variance or disagreement about the amounts to be paid shall be determined solely based on the language of this Section; Exhibit C is intended simply as a description of the anticipated minimum payments.

The terminology "real Property upon which the Project is situated" is used in this Section to make it clear only real property and not personal property shall be included in determining the Tax Increment Revenue. The City shall make the payment due to the Developer, if any, under this Section 5.1 no later than September 30 of each year, commencing in 2023. Payment by the City of the annual incentive will only be made if the Developer has paid current year property taxes (real and personal) to the City in full. Said payments are in no way tied to future property tax payments and do not provide any future tax break, nor do they refund already paid taxes. The development incentives payable under this section are subject to adjustment as provided herein.

b. Section 6.3 is hereby amended to read as follows:

6.3 Off-Site Public Improvements. The City shall in good faith negotiate for the purchase of such real property owned by Union Pacific Railroad Company situated in the City of Sheboygan, Sheboygan County, State of Wisconsin, between Milepost 148.2 and Milepost 149.5 of Union Pacific's former Sheboygan Passenger Line, and abandonment of Union Pacific's common carrier

obligations with regard to such property. This negotiation shall be for the purpose of obtaining the necessary land to create and construct a recreational trail extending from Georgia Avenue to Union Avenue along the Union Pacific Railway right-of-way. Said land purchase shall be in accordance with and subject to the National Trails System Act, 16 U.S.C. §1247(d), and the terms and conditions contained in a decision to be served by the Surface Transportation Board. Within six months after purchase of the property, abandonment of Union Pacific's obligations related to the property, and removal of all tracks, the City shall (i) at its sole cost and expense have prepared and paid for the cost of engineering and construction plans and specifications for an off-site recreational trail extending from Georgia Avenue to Union Avenue along the Union Pacific Railway right-of-way and (ii) contract for and install, maintain, repair, and replace said recreational trail. The City shall ensure that construction of the trail shall commence no later than the later of five (5) years after substantial completion of the project or five (5) years after obtaining title to the Union Pacific property, and that the trail shall be installed, maintained, and repaired in a good and workmanlike manner in accordance with sound engineering practices and in compliance with the Zoning Code and all other applicable laws, ordinances, regulations and requirements.

6. Article VII.

Section 7.1(a) is hereby amended to read as follows:

(A) The new 305,000 square foot multi-family development shall be completed in phases with final completion on or before December 1, 2021.

7. Exhibit B. Exhibit B is hereby replaced with the document attached to this First Amendment as "New Exhibit B."

8. Exhibit C. Exhibit C is hereby made a part of the Agreement.

SIGNATURE PAGE FOR FIRST AMENDMENT OF DEVELOPMENT AGREEMENT

IN WITNESS WHEREOF, the parties hereto have executed this First Amendment of Development Agreement as of the date first above written.

CITY OF SHEBOYGAN, WISCONSIN

BY: _____
Michael Vandersteen, Mayor

ATTEST: _____
Meredith DeBruin, City Clerk

OSCAR APARTMENTS LLC

BY: _____
Philip Hulse, Manager

This document authorized by and in accordance with Res. No. 30 -20-21.

LEGAL DESCRIPTION

Part of the West One-half (1/2) of the Southeast One-quarter (1/4) of Section Twenty-seven (27), in Township Fifteen (15) North, Range Twenty-three (23) East, in the City of Sheboygan, Sheboygan County, Wisconsin, more particularly described as: Commencing at the intersection of the South line of Block 300 of the Original Plat of the City of Sheboygan (which is also identified in a Plat of Survey dated May 8, 2006 as the North line of the Southeast . of Section 27) and the Easterly line of South 15th Street; thence South 88° 25' 00" West along the South line of said Original Plat 20.00 feet to the point of beginning; thence continuing South 88° 25' 00" West, 299.56 feet along the South line of said Block 300 extended and Block 301 (described in said May 8, 2006 Survey as South 88° 48' 05" West, 59.91 feet and then South 89° 08' 09" West, 227.88 feet) to a point which is 133.98 feet East of the Easterly line of South 16th Street; thence South 60 feet (described in said May 8, 2006 Survey as South 00° 11' 31" West 60.35 feet); thence West 131.85 feet parallel to the South line of said Block 301 (described in said May 8,

2006 Survey as South 89° 16' 10" West 131.90 feet) to a point in the Easterly line of South 16th Street; thence South 70 feet (described in said May 8, 2006 Survey as South 00° 11' 31" West 69.54 feet) along the Easterly line of said South 16th Street to the Northerly line of the vacated portion of said street; thence West 326 feet, more or less, parallel with the South line of said Block 301 (described in said May 8, 2006 Survey as South 88° 59' 20" West 325.11 feet) to the point in the East line of Grams Subdivision No. 1; thence South 429 feet along the East line of said Grams Subdivision No. 1 (described in said May 8, 2006 Survey as South 01° 03' 40" West 428.50 feet); thence East 35 feet (described in said May 8, 2006 Survey as South 88° 56' 20" East 35.00 feet); thence South 115 feet (described in said May 8, 2006 Survey as South 01° 04' 11" West 115.00 feet); thence West 35 feet (described in said May 8, 2006 Survey as North 88° 56' 20" West 35.00 feet) to the point in the East line of said Grams Subdivision No. 1; thence South along said East line 240 feet, more or less (described in said May 8, 2006 Survey as South 01° 03' 40" West 240.17 feet) to a point which is 270 feet North of the North line of Broadway Avenue; thence East 200 feet (described in said May 8, 2006 Survey as North 89° 29' 20" East 200.00

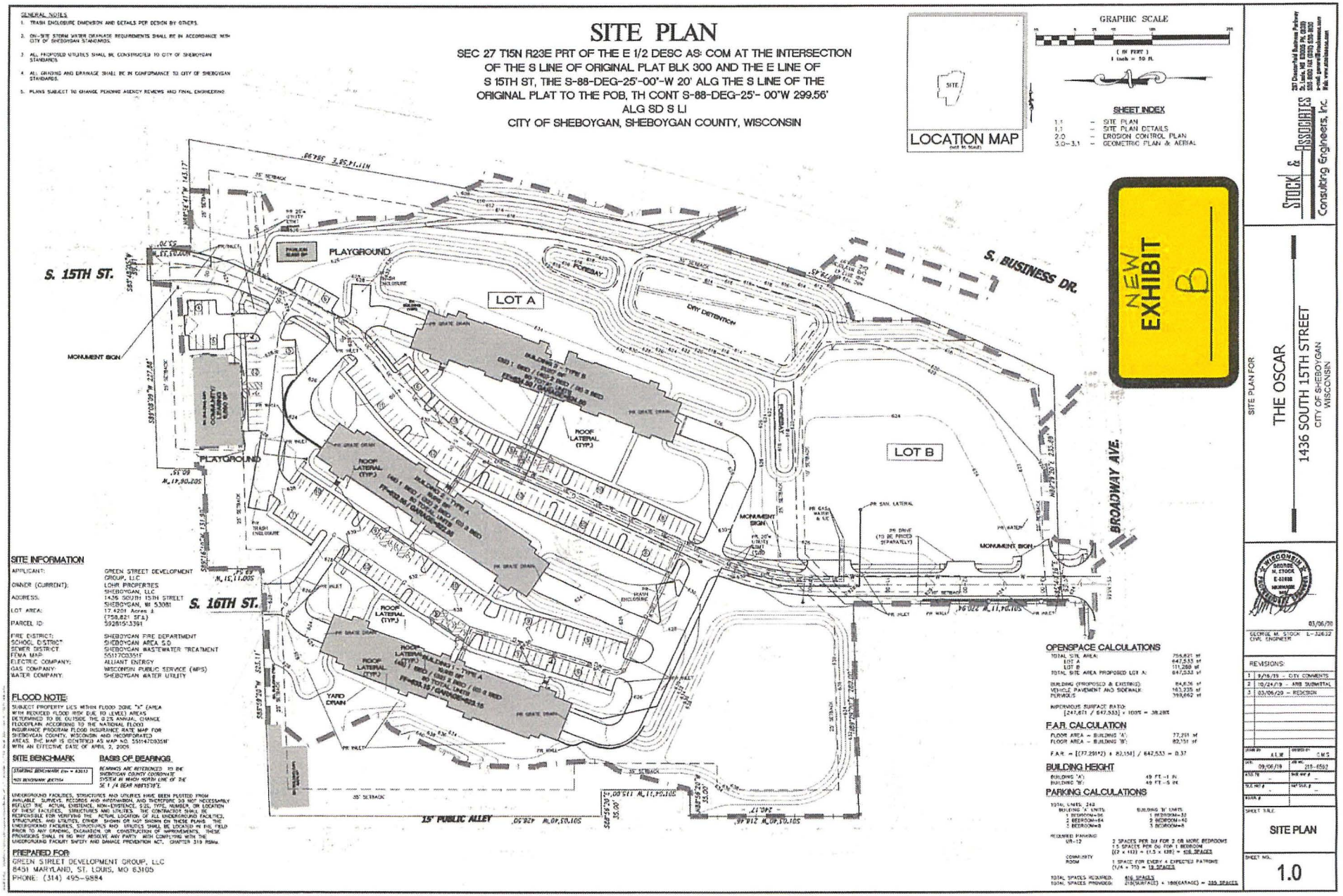
feet) parallel with the North line of Broadway Avenue; thence South 60 feet (described in said May 8, 2006 Survey as South 01° 04' 11" West 60.00 feet); thence East 80 feet (described in said May 8, 2006 Survey as North 89° 29' 20" East 80.00 feet) parallel with the North line of Broadway Avenue; thence South (described in said May 8, 2006 Survey as South 01° 04' 11" West) 189.23 feet to a point in the Northerly line of a parcel conveyed to the City of Sheboygan for the expansion of Broadway Avenue by Warranty Deed recorded as Document No. 1687705; thence North 85° 40' 26" East 63.59 feet along the Northerly line of Broadway Avenue; thence North 89° 29' 30" East 235.88 feet along said new Northerly line of Broadway Avenue to its intersection with the Westerly line of the main track right of way of the Chicago & Northwestern Railway; thence Northerly along said Westerly right of way line (described in said May 8, 2006 Survey as 779.45 feet along a curve to the left with a chord bearing North 19° 10' 30" East 776.97 feet and a radius of 2817.47 feet and thence North 11° 14' 58" East 384.98 feet) to a point 53.70 feet South of the South line of said Block 300 which point is the Southeast corner of Lot 1 of the Certified Survey Map recorded in Volume 9 of Certified Survey Maps, at Page 88, as Document No. 1199254; thence South 89° 53' 20" West 143.04 feet, of record, along the Southerly line of said Certified Survey Map (described in said May 8, 2006 Survey as North 89° 56' 41" West 143.17 feet) to the Southwest corner thereof; thence North (described in said May 8, 2006 Survey as North 00° 03' 33" West) 53.70 feet along the Westerly line of said Certified Survey Map to beginning, and including that portion of Vacated South 16th Street lying within said boundary description. Excepting therefrom those lands described in a Warranty Deed recorded on June 6, 2011, as Document No. 1925240.

Tax Key No. 59281513391

Address: 1436 South 15th Street, Sheboygan, WI 53082

Tax Key No. 59281513500

Address: 1440 South 16th Street, Sheboygan, WI 53082


SITE PLAN
SEC 27 T15N R23E PRT OF THE E 1/2 DESC AS: COM AT THE INTERSECTION OF THE S LINE OF ORIGINAL PLAT BLK 300 AND THE E LINE OF S 15TH ST, THE S-88-DEG-25'-00"-W 20' ALG THE S LINE OF THE ORIGINAL PLAT TO THE POB, TH CONT S-88-DEG-25'- 00"W 299.56' ALG SD S LI
CITY OF SHEBOYGAN, SHEBOYGAN COUNTY, WISCONSIN
GENERAL NOTES
1. TRASH ENCLOSURE DIMENSION AND DETAILS PER DESIGN BY OTHERS.
2. ON-SITE STORM WATER DRAINAGE REQUIREMENTS SHALL BE IN ACCORDANCE WITH CITY OF SHEBOYGAN STANDARDS.
3. ALL PROPOSED UTILITIES SHALL BE CONSTRUCTED TO CITY OF SHEBOYGAN STANDARDS.
4. ALL GRADING AND DRAINAGE SHALL BE IN CONFORMANCE TO CITY OF SHEBOYGAN STANDARDS.
5. PLANS SUBJECT TO CHANGE PENDING AGENCY REVIEWS AND FINAL ENGINEERING
LOCATION MAP
GRAPHIC SCALE
SHEET INDEX
1.1 – SITE PLAN
1.1 – SITE PLAN DETAILS
2.0 – EROSION CONTROL PLAN
3.0–3.1 – GEOMETRIC PLAN & AERIAL
NEW EXHIBIT B
S. 15TH ST.
S. 16TH ST.
S. BUSINESS DR.
BROADWAY AVE.
15' PUBLIC ALLEY
PLAYGROUND
LOT A
LOT B
CITY DETENTION
MONUMENT SIGN
ROOF LATERAL (TYP.)
YARD DRAIN
SITE INFORMATION
APPLICANT: GREEN STREET DEVELOPMENT GROUP, LLC
OWNER (CURRENT): LOHR PROPERTIES SHEBOYGAN, LLC
ADDRESS: 1436 SOUTH 15TH STREET SHEBOYGAN, WI 53081
LOT AREA: 17.4201 Acres ± (758,821 SF±)
PARCEL ID: 59281013391
FIRE DISTRICT: SHEBOYGAN FIRE DEPARTMENT
SCHOOL DISTRICT: SHEBOYGAN AREA S.D.
SEWER DISTRICT: SHEBOYGAN WASTEWATER TREATMENT
FEMA MAP: 55117C0335F
ELECTRIC COMPANY: ALLIANT ENERGY
GAS COMPANY: WISCONSIN PUBLIC SERVICE (WPS)
WATER COMPANY: SHEBOYGAN WATER UTILITY
FLOOD NOTE:
SITE BENCHMARK
BASIS OF BEARINGS
PREPARED FOR:
GREEN STREET DEVELOPMENT GROUP, LLC
8451 MARYLAND, ST. LOUIS, MO 63105
PHONE: (314) 495-9884
OPENSPACE CALCULATIONS
F.A.R. CALCULATION
BUILDING HEIGHT
PARKING CALCULATIONS
SITE PLAN FOR
THE OSCAR
1436 SOUTH 15TH STREET
CITY OF SHEBOYGAN
WISCONSIN
STOCK & ASSOCIATES
Consulting Engineers, Inc.
REVISIONS:
1 9/26/19 - CITY COMMENTS
2 10/24/19 - ARB SUBMITTAL
3 03/06/20 - REVISION
SHEET TITLE: SITE PLAN
SHEET NO.: 1.0

ABBREVIATIONS

ATG	–	ADJUST TO GRADE
B.C.	–	BACK OF CURB
C.O	–	CLEANOUT
DB.	–	DEED BOOK
E	–	ELECTRIC
ELEV	–	ELEVATION
EX.	–	EXISTING
F.C.	–	FACE OF CURB
FF	–	FINISHED FLOOR
FL	–	FLOWLINE
FT.	–	FEET
FND	–	FOUND
G	–	GAS
H.W.	–	HIGH WATER
LFB	–	LOW FLOW BLOCKED
M.H.	–	MANHOLE
N/F	–	NOW OR FORMERLY
PB.	–	PLAT BOOK
PG.	–	PAGE
PP.	–	PROPOSED
P.V.C.	–	POLYVINYL CHLORIDE PIPE
R.C.P.	–	REINFORCED CONCRETE PIPE
R/W	–	RIGHT-OF-WAY
SQ.	–	SQUARE
T	–	TELEPHONE CABLE
T.B.A.	–	TO BE ABANDONED
T.B.R.	–	TO BE REMOVED
T.B.R.&R.	–	TO BE REMOVED AND REPLACED
TYP.	–	TYPICALLY
U.I.P.	–	USE IN PLACE
U.O.N.	–	UNLESS OTHERWISE NOTED
V.C.P.	–	VITRIFIED CLAY PIPE
W	–	WATER
(86'W)	–	RIGHT-OF-WAY WIDTH

LEGEND – PROPOSED

FIRE HYDRANT
SIGN
NOTES PARKING SPACES (18)
HANDICAPPED PARKING
PROPOSED CONTOUR 442
PROPOSED SPOT 442.26
PROPOSED STORM
PROPOSED SANITARY
PROPOSED WATER W

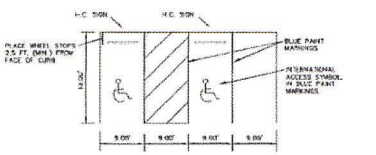
LEGEND – EXISTING

- INDICATES FOUND 1" IRON PIPE
- INDICATES SET 1" IRON PIPE
- INDICATES FOUND CHISELED CROSS
- SANITARY MANHOLE
- SANITARY CLEANOUT OR VENT
- SEPTIC TANK ACCESS COVER
- MUD MANHOLE
- UNKNOWN MANHOLE
- STORM MANHOLE
- INLET (ROUND)
- INLET (SQUARE)
- CURB INLET
- STORM SEWER END SECTION
- GAS VALVE
- GAS METER
- WATER VALVE
- HYDRANT
- WATER MANHOLE
- WATER SERVICE CURB STOP
- WELL HEAD
- STAND PIPE
- WELL INDICATION VALVE
- FROST INDICATION VALVE
- LIGHT POLE
- SPOTLIGHT/YARD LIGHT
- UTILITY POLE
- GUY WIRE
- ELECTRIC MANHOLE
- ELECTRIC PEDESTAL
- ELECTRIC METER
- ELECTRIC SERVICE
- TELEPHONE PEDESTAL
- TELEPHONE MANHOLE
- CABLE TV PEDESTAL
- CONTROL BOX
- SIGN
- TRAFFIC LIGHT
- COMMUNICATION MANHOLE
- BOLLARD
- SOIL BORING/MONITORING WELL
- WATER SAMPLE
- MISC. SIGNS/ FLAG
- MARKER
- FLAGPOLE
- PARKING METER
- SIGN
- MAILBOX
- RAILROAD CROSSING SIGNAL
- HANDICAP SPACE
- CONIFEROUS TREE
- DECIDUOUS TREE

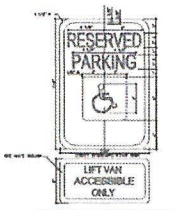
SANITARY SEWER
STORM SEWER
WATERLINE
MARKED GAS MAIN
MARKED ELECTRIC
OVERHEAD WIRES
MARKED TELEPHONE
MARKED CABLE TV LINE
MARKED FIBER OPTIC
BURIED ELECTRIC SERVICE
BOARD FENCE
CHAIN LINK FENCE
WIRE FENCE

SURVEY NOTES

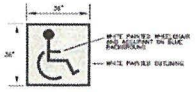
1. UTILITY LINES ARE SHOWN FROM VISIBLE SURFACE EVIDENCE, MUNICIPAL PLANS AND FROM PLANS AND MARKINGS PROVIDED BY DIGGERS HOTLINE, THE ONE-CALL UTILITY MARKING SYSTEM (WISCONSIN: STATUTE 182.0175), TICKET NUMBER 20192972538 & 20192972543.
2. BOUNDARY FOR ALTA NSPS SURVEY BY V3 COMPANIES, SCIENTISTS AND SURVEYORS FOR SMITH STREET DEVELOPMENT DATED OCTOBER 10, 2019.
3. VERTICAL DATUM IS BASED ON NORTH AMERICAN VERTICAL DATUM OF 1988.



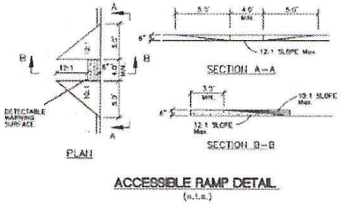
TYPICAL PARKING STALLS
(n.t.s.)



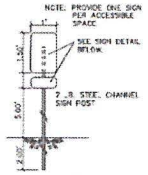
ACCESSIBLE SIGN DETAIL
(n.t.s.)



PAINTED ACCESSIBLE PARKING STALL SIGN
(n.t.s.)



ACCESSIBLE RAMP DETAIL
(n.t.s.)



ACCESSIBLE PARKING SIGN
(n.t.s.)

SEEDING, TEMPORARY

General

Temporary seeding shall be used to protect areas with erosion control practices, stabilize soil, or provide cover crop until a permanent cover can be established. Areas to be temporarily seeded include those that will be inactive for 15 days or more, areas within 50 feet of a surface water, and all disturbed areas that will be exposed to erosion during the winter months (October 15 to April 15).

Temporary seeding will not be used in areas that will be disturbed again within one year, or in areas where construction activity will occur within 21 days, except as noted in the maintenance section.

Temporary seed is applied at the same time as the permanent seed, which is the same seed used, applied at the rates of the application chart.

Advantages

- Cost effective
- Easy to apply
- Provides fast establishment of cover to control erosion
- Can be used on most soil types
- Adds organic matter for permanent seeding
- Reduces runoff

Disadvantages

- Can be labor intensive
- May require irrigation
- Requires the addition of fertilizer or soil amendments

Plant new seed in the autumn or the next spring.

The seeding area should be scarified, or loosened, to a depth of 4 inches before applying seed and fertilizer. If soil compaction is severe, it should be ripped to a depth of 12 inches before scarifying.

Design

Vegetative Cover

Temporary vegetative cover should consist of annual grasses, small grains, and/or legumes that germinate and grow quickly. Mixtures should be used to provide cover for a variety of conditions.

Type of Seed	Rate per 1000 sq ft
Annual Ryegrass	1 lb
Winter Wheat	3 lbs
Oats	3 lbs
Perennial Ryegrass	1 lb
Cereal Rye	3 lbs

Fertilizer should be applied in accordance with soil tests. Seed should be applied at the following rates:

Maintenance

- Inspect seeded areas and make necessary repairs, replacements, and additional seedings until a uniform cover is established.
- Mow, weed, and remove debris or undesirable plants as needed to promote healthy growth.
- Fertilize if growth is poor and soil tests indicate the need.
- Reseed or mulch areas that fail to germinate or become eroded.

Method to Determine Practice Efficiency

The establishment of adequate vegetative cover is the method to determine the success of this practice. Inspect the seeded areas after germination and after each rainfall event. Look for uniform coverage, healthy plant growth, and the absence of erosion or bare spots. If more than 30% of the seeded area fails to establish adequate cover, reseeding and mulching may be necessary.

Construction

- Seeding should be done during the recommended planting dates for the region. Avoid planting when conditions are unfavorable, such as during periods of drought or when the ground is frozen.
- Prepare the seedbed by loosening the soil to a depth of 4 inches. Remove any debris, rocks, or clumps of soil that could hinder seed germination.
- Apply seed uniformly using a broadcast seeder, drill, or hydroseeder. Cover seeds lightly with soil or mulch to a depth of 1/4 to 1/2 inch.
- Water the seeded area gently but thoroughly after planting. Keep the soil moist until seeds germinate and seedlings are established.

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- Easy to apply
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MULCHING

General

Mulching is the application of plant residues or other suitable materials to the soil surface to protect it from erosion, conserve moisture, and promote seed germination and plant growth. Mulch can be applied before or after seeding, depending on the specific practice.

Mulch may be applied before the seed has been established to conserve moisture and protect the seed from heavy rainfall and wind, or after seeding to protect the soil and seed from these elements. Mulch can be applied by hand or with specialized equipment, depending on the size of the area to be mulched and the type of mulch being used.

Mulching is an important practice that can help reduce the amount of time that bare soil is exposed to the elements, thereby reducing the risk of erosion and sedimentation. It can also help conserve moisture, promote seed germination, and improve the appearance of the site.

Advantages

- Conserves moisture
- Reduces erosion
- Promotes seed germination and plant growth
- Suppresses weeds
- Improves the appearance of the site

Disadvantages

- Can be labor-intensive and time-consuming to apply
- May require the addition of fertilizer or soil amendments
- Can be expensive, depending on the type of mulch used
- May not be effective on steep slopes or in areas with high winds

Method to Determine Practice Efficiency

The effectiveness of mulching can be determined by observing the amount of bare soil that is exposed after the mulch has been applied. Look for areas where the mulch has been displaced or has not provided adequate coverage. Also, check for signs of erosion, such as rills or gullies, in the mulched areas.

Maintenance

- Inspect mulched areas regularly, especially after heavy rainfall or strong winds, to ensure that the mulch is still in place and providing adequate coverage.
- Repair any areas where the mulch has been displaced or has not provided adequate coverage.
- Replace mulch as needed, typically every 1-2 years, depending on the type of mulch used and the specific conditions of the site.

Resources

1. University Extension: The Role of Mulch in Soil Erosion Control
2. Department of Transportation: Erosion Control Manual, Chapter 10
3. Natural Resources Conservation Service: Conservation Practice Standard, Mulching (Code 484)
4. Soil and Water Conservation Society: Mulching for Erosion Control
5. Environmental Protection Agency: Stormwater Management for Construction Activities, Chapter 3
6. American Society of Agronomy: Mulching for Soil and Water Conservation
7. National Resources Conservation Service: Conservation Practice Standard, Mulching (Code 484)

TOTAL TRACT DESCRIPTION

That all the Outlot One (Lot 1), all of the Southwest One-Quarter (1/4) of Section Twenty-seven (27), in Township Fifteen (15) North, Range Twenty-three (23) East, in the City of Sheboygan, Sheboygan County, Wisconsin, more particularly described as follows:

Commencing at the intersection of the South line of Block 308 of the Original Plat of the City of Sheboygan, which is also identified as Plat of Survey dated May 7, 2008 as the North line of the Southeast 1/4 of Section 27, Township 15 North, Range 23 East, and the West line of Taylor Drive; thence South 89°28'30" West along the South line of said Original Plat 82.00 feet to the point of beginning; thence continuing South 89°28'30" West along the South line of said Plat of Survey 350 feet; thence North 00°31'30" West 259.58 feet; thence North 89°28'30" East 350 feet to the West line of said Taylor Drive; thence South 00°31'30" East along said West line 259.58 feet to the point of beginning.

Excepting therefrom that part of Outlot One (Lot 1) of Certified Survey Map recorded in Volume 9 of Certified Survey Maps on page 3291 as Document No. 1118284, being a part of the Southeast 1/4 of the Southwest 1/4 of Section 27, Township 15 North, Range 23 East, in the City of Sheboygan, Sheboygan County, Wisconsin, more particularly described as follows:

Commencing at the intersection of the South line of Block 308 of the Original Plat of the City of Sheboygan, which is also identified as Plat of Survey dated May 7, 2008 as the North line of the Southeast 1/4 of Section 27, Township 15 North, Range 23 East, and the West line of Taylor Drive; thence South 89°28'30" West along the South line of said Original Plat 82.00 feet to the point of beginning; thence continuing South 89°28'30" West along said South line 350 feet; thence North 00°31'30" West 259.58 feet; thence North 89°28'30" East 350 feet to the West line of said Taylor Drive; thence South 00°31'30" East along said West line 259.58 feet to the point of beginning.

Containing 90,847 square feet or 2.085 acres more or less.

Basis of bearings: The South line of Block 308 of the Original Plat of the City of Sheboygan, which is also identified as Plat of Survey dated May 7, 2008 as the North line of the Southeast 1/4 of Section 27, Township 15 North, Range 23 East, and the West line of Taylor Drive, assumed to bear South 89°28'30" West.

Property Description

That part of the South One-Half (1/2) of the Southeast One-Quarter (1/4) of Section Twenty-seven (27), in Township Fifteen (15) North, Range Twenty-three (23) East, in the City of Sheboygan, Sheboygan County, Wisconsin, more particularly described as follows:

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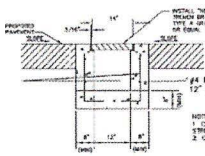
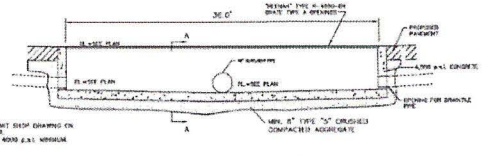


SECTION A–A



TRENCH DRAIN DETAIL
(n.t.s.)

Stock & Associates Consulting Engineers, Inc.
257 Rosenhall Business Parkway
St. Louis, MO (800) PH. 0000
St. Louis Fax (800) 000-0000
Web: www.stockassoc.com

SITE PLAN FOR
THE OSCAR
1436 SOUTH 15TH STREET
CITY OF SHEBOYGAN
WISCONSIN

GEORGE M. STOCK E-32632
CIVIL ENGINEER
05/06/20

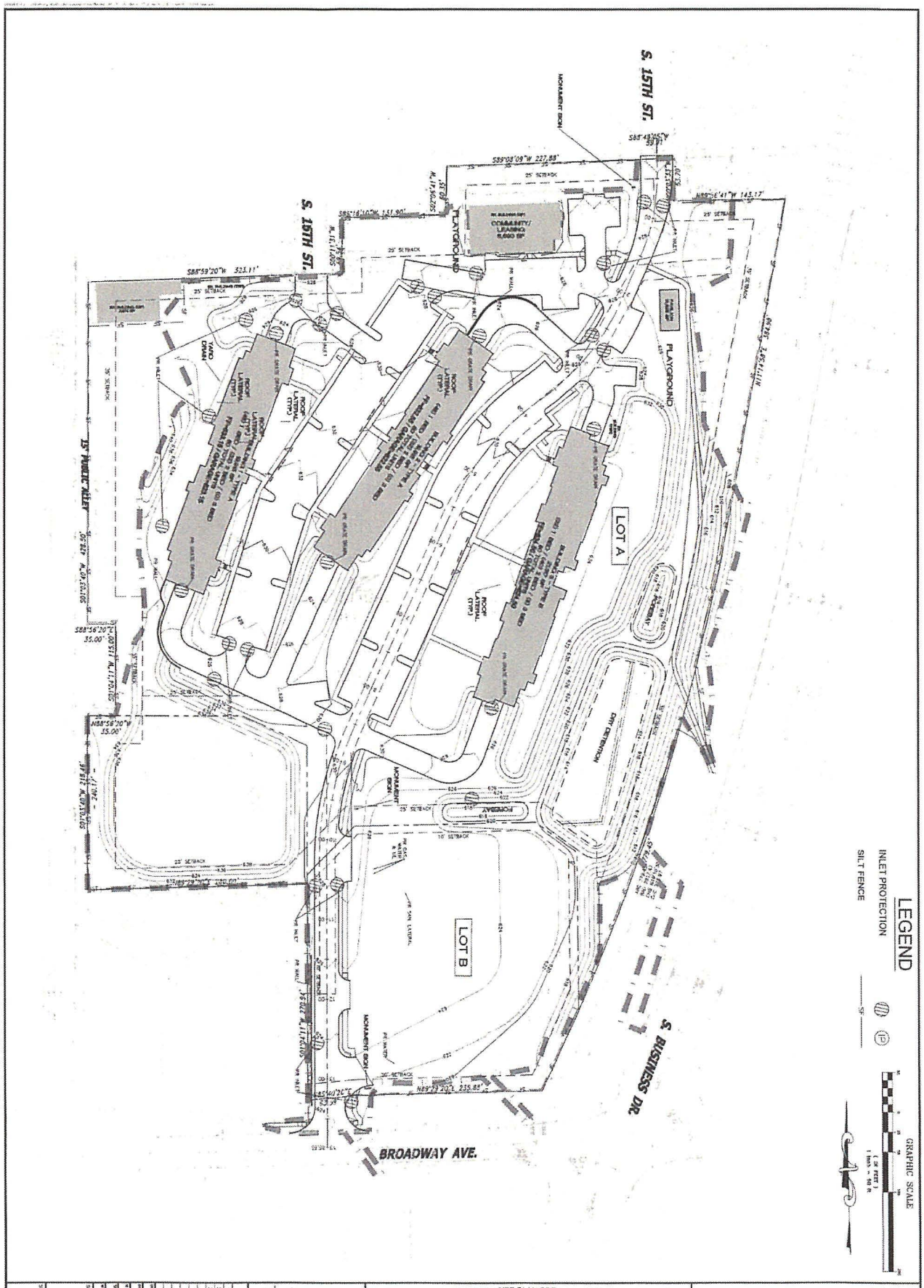
REVISIONS:

1	9/26/19	CITY COMMENTS
2	10/24/19	ATRB SUBMITTAL
3	03/06/20	REDESIGN

DRAWN BY	DESIGNED BY
A.L.W.	G.M.S.
DATE	JOB NO.
08/08/19	219-6582
AREA (ac)	AREA (sf)
SCALE: AS SHOWN	PLOT SCALE: 1" = 1'
V-DATUM	H-DATUM

SHEET TITLE:
SITE PLAN DETAILS

SHEET NO.:
1.1



SITE PLAN FOR

THE OSCAR

1436 SOUTH 15TH STREET

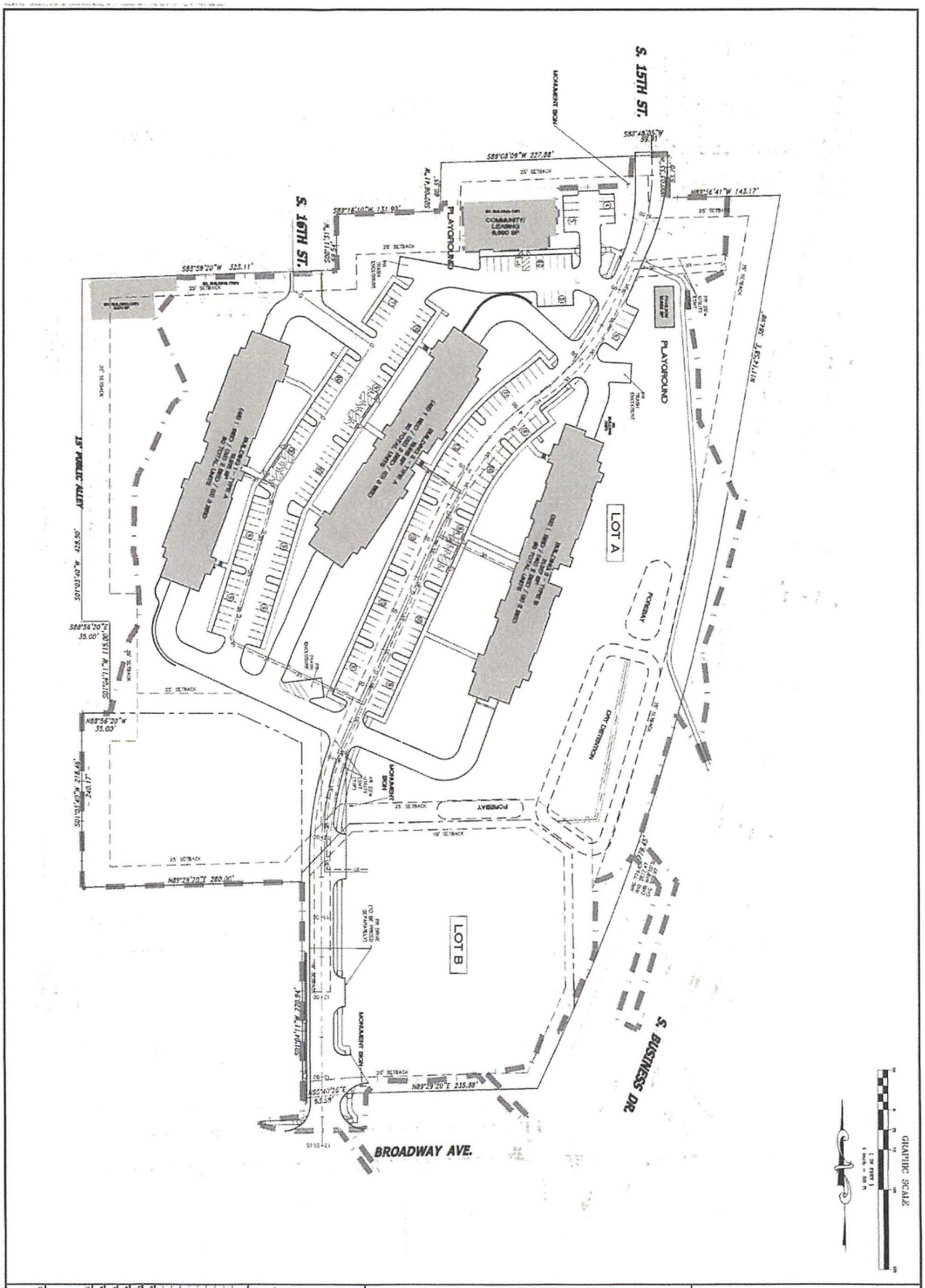
CITY OF SHEBOYGAN
WISCONSIN

STOCK & ASSOCIATES
Consulting Engineers, Inc.

REVISIONS

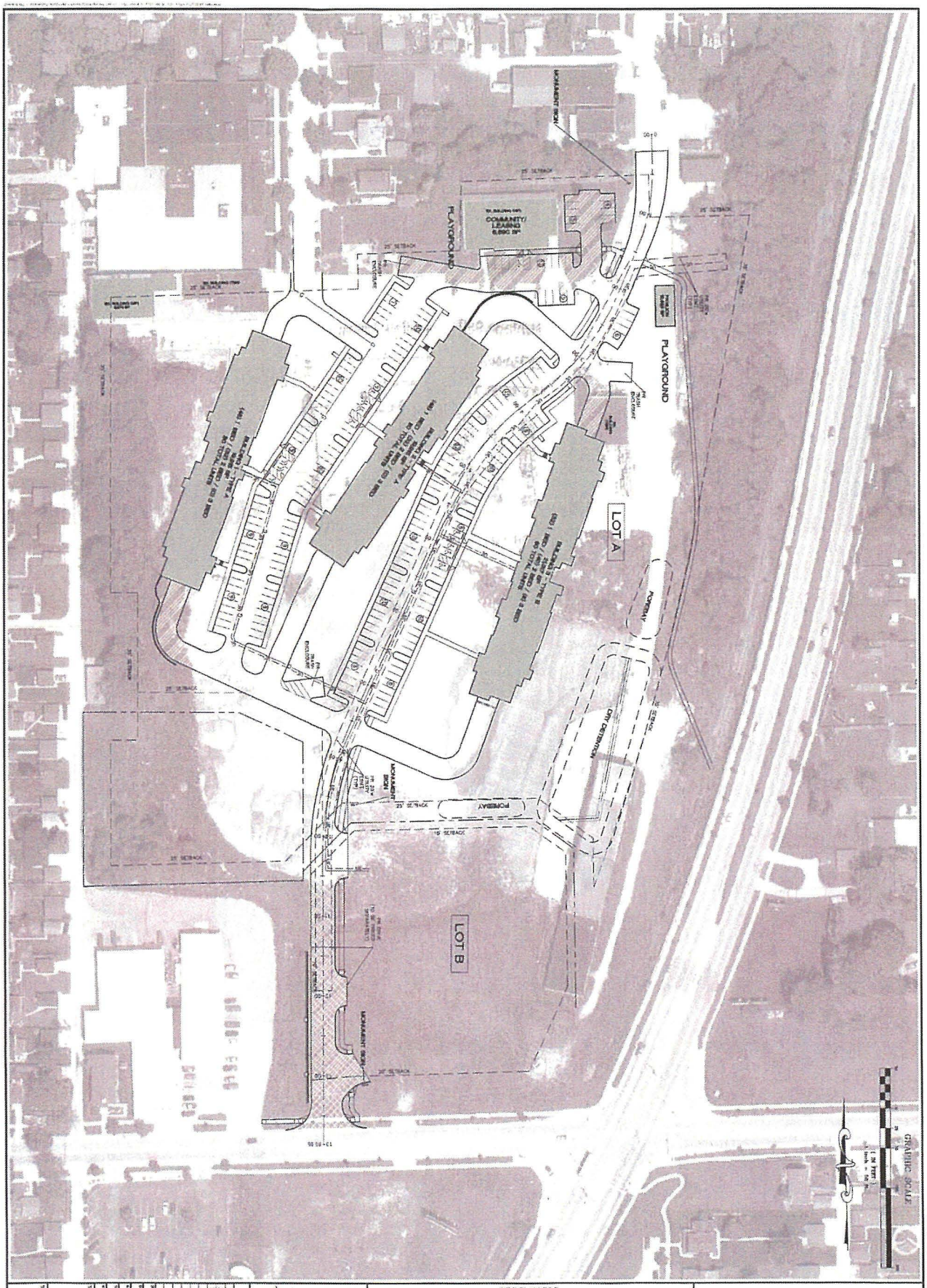
SHEET TITLE: EROSION CONTROL PLAN

SHEET NO: 2.0



3.0	GEOMETRIC PLAN	REVISIONS 1. 9/16/19 - CITY COMMENTS 2. 10/24/19 - PER GEOMETRIC 3. 02/26/20 - REVISION	SITE PLAN FOR THE OSCAR 1436 SOUTH 15TH STREET CITY OF SHEBOYGAN WISCONSIN

STOCK & ASSOCIATES
Consulting Engineers, Inc.
257 Chesterfield Business Parkway
St. Louis, MO 63005 PH. (636) 530-9100 FAX (636) 530-9130
e-mail: general@stockassoc.com
Web: www.stockassoc.com



SITE PLAN FOR:

THE OSCAR

1436 SOUTH 15TH STREET

CITY OF SHEBOYGAN
WISCONSIN

GEOMETRIC PLAN W/AERIAL

SHEET NO. 3.1

REVISIONS
1 9/16/15 - CITY COMMENTS
2 10/14/15 - PLAN SUBMITTAL
3 10/26/15 - REVISION

GEORGE M. STOCK, P.E.
CIVIL ENGINEER
E-32632
01/04/16

STOCK & ASSOCIATES
Consulting Engineers, Inc.
257 Chesterfield Business Parkway
St. Louis, MO 63005 PH. (636) 530-9100 FAX (636) 530-9130
e-mail: general@stockassoc.com
Web: www.stockassoc.com

City of Sheboygen

The Oscar Apartments - $29M Value No Outparcel, City 35%

Tax Increment District #____

Tax Increment Projection Worksheet

Type of District	Rehabilitation		Base Value	637,710	Apply to Base Value
District Creation Date	January 1, 2019		Appreciation Factor	1.00%	
Valuation Date	Jan 1	2019	Base Tax Rate	$24.87	
Max Life (Years)	27		Rate Adjustment Factor		
Expenditure Period/Termination	22	1/1/2041			
Revenue Periods/Final Year	27	2047			
Extension Eligibility/Years	Yes	3	Tax Exempt Discount Rate	2.50%	
Recipient District	Yes		Taxable Discount Rate	4.00%	

	Construction Year	Value Added	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment	Tax Exempt NPV Calculation	Taxable NPV Calculation
1	2019	0	2020	0	0	2021	$24.87	0	0	0
2	2020	17,490,680	2021	0	17,490,660	2022	$24.87	434,980	-394,070	371,823
3	2021	11,297,815	2022	174,907	28,963,382	2023	$24.87	720,298	1,030,709	963,855
4	2022	0	2023	289,634	29,253,016	2024	$24.87	727,501	1,658,030	1,538,810
5	2023	0	2024	292,530	29,545,546	2025	$24.87	734,776	2,276,172	2,097,179
6	2024	0	2025	295,455	29,841,001	2026	$24.87	742,124	2,885,267	2,639,441
7	2025	0	2026	298,410	30,139,411	2027	$24.87	749,545	3,485,449	3,166,062
8	2026	0	2027	301,394	30,440,805	2028	$24.87	757,040	4,076,848	3,677,491
9	2027	0	2028	304,408	30,745,214	2029	$24.87	764,611	4,659,592	4,174,168
10	2028	0	2029	307,452	31,052,666	2030	$24.87	772,257	5,233,808	4,656,517
11	2029	0	2030	310,527	31,363,192	2031	$24.87	779,979	5,799,621	5,124,953
12	2030	0	2031	313,632	31,676,824	2032	$24.87	787,779	6,357,154	5,579,875
13	2031	0	2032	316,768	31,993,592	2033	$24.87	795,657	6,906,528	6,021,676
14	2032	0	2033	319,936	32,313,528	2034	$24.87	803,614	7,447,862	6,450,731
15	2033	0	2034	323,135	32,636,664	2035	$24.87	811,650	7,981,274	6,867,411
16	2034	0	2035	326,367	32,963,030	2036	$24.87	819,766	8,506,881	7,272,070
17	2035	0	2036	329,630	33,292,661	2037	$24.87	827,964	9,024,795	7,665,057
18	2036	0	2037	332,927	33,625,587	2038	$24.87	836,244	9,535,130	8,046,708
19	2037	0	2038	336,256	33,961,843	2039	$24.87	844,606	10,037,997	8,417,349
20	2038	0	2039	339,618	34,301,462	2040	$24.87	853,052	10,533,505	8,777,299
21	2039	0	2040	343,015	34,644,476	2041	$24.87	861,583	11,021,761	9,126,866
22	2040	0	2041	346,445	34,990,921	2042	$24.87	870,198	11,502,873	9,466,349
23	2041	0	2042	349,909	35,340,830	2043	$24.87	878,900	11,976,943	9,796,039
24	2042	0	2043	353,408	35,694,238	2044	$24.87	887,689	12,444,076	10,116,219
25	2043	0	2044	356,942	36,051,181	2045	$24.87	896,566	12,904,373	10,427,164
26	2044	0	2045	360,512	36,411,693	2046	$24.87	905,532	13,357,934	10,729,138
27	2045	0	2046	364,117	36,775,810	2047	$24.87	914,587	13,804,857	11,022,402
	Totals	28,788,475		7,987,334		Future Value of Increment		20,778,499		

Notes:

Actual results will vary depending on development, inflation of overall tax rates

NPV calculations represent estimated amount of funds that could be borrowed (including project cost, capitalized interest and issuance costs).

EXHIBIT C

DEVELOPMENT AGREEMENT
BETWEEN
OSCAR APARTMENTS LLC
AND THE CITY OF SHEBOYGAN

THIS DEVELOPMENT AGREEMENT (the "Agreement"), is made and entered into as of the 2nd day of January, ~~2019~~ 2020 by and between the City of Sheboygan, Wisconsin, a municipal corporation of the State of Wisconsin, with its principal offices located at 828 Center Avenue, Sheboygan, WI 53081 (hereinafter "City"), and Oscar Apartments LLC, a Missouri limited liability company with its principal offices located at 8451 Maryland Avenue, St. Louis, MO 63105 (hereinafter "Developer").

RECITALS

The City is in process of establishing Tax Increment District ("TID #20"), in accordance with Section 66.1105, Wis. Stats. (the "Tax Increment Law"), in order to provide a viable method of financing eligible project costs within the district for appropriate private development, which will contribute to the overall development of the City.

The Developer proposes to build a 248-unit multi-family development targeted at providing rental housing units to the City.

The City is authorized by Section 66.1105(3)(e), Wis. Stats, as amended, to enter into any contract or agreement necessary or convenient to implement the provisions and effectuate the purposes of the Project for TID #20.

The Project to be undertaken by the Developer, as described herein, is of particular importance to the City and will provide new housing units in the City.

The Project Plan will include "Development Incentive Payments" as eligible project costs for purposes of carrying out the Project Plan.

The City proposes to enter into this Development Agreement with the Developer to achieve the objectives of TID #20 and to facilitate the implementation of TID #20 Project Plan. The City is prepared to provide financial assistance to the Developer through development incentives in order to bring about the continued development in accordance with this Agreement.

Developer has acquired real property within TID #20 and intends to develop the property by constructing new multi-family buildings at an estimated cost of $45,000,000 (the "Project").

It is in the mutual interest of all parties to proceed with development of the Project, and in return for the benefits to be derived therefrom, the City is prepared to provide financial assistance to the Developer through development incentives in order to bring about the development and thereby promote the sound redevelopment of the area of South 15th Street that has historically been used for industrial purposes in an otherwise residential area.

AGREEMENT

NOW, THEREFORE, in consideration of the Recitals, the covenants and agreements set forth herein, and for other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the parties hereto agree as follows:

ARTICLE I. DEFINITIONS

1.1 Definitions. All capitalized terms used herein and not otherwise defined herein shall have the following meanings unless a different meaning clearly appears from the context:

"*Agreement*" or "*Development Agreement*" means this Agreement, as the same may be from time to time modified, amended or supplemented.

"*Contribution Deadline*" means the year in which closure and dissolution of the District occurs as set forth in the Project Plan.

"*Developer*" means Oscar Apartments LLC and its permitted successors and assigns.

"*Development*" means the overall construction of an approximately 230,000 square multi-family apartment complex consisting of four residential buildings with 248 units and appurtenant buildings adjacent to S. 15th Street.

"*Development Incentive Payments*" means the property tax increment payments made to the Developer by the City pursuant to this Agreement.

"*Events of Default*" means any of the events described in Section 9.1 hereof.

"*Plans and Specifications*" means the plans and specifications for the Project prepared from time to time by the Developer which are approved by the City in accordance with all procedures and requirements of the City for such approvals.

"*Project*" means the development proposed by Developer herein for construction of a new multi-family apartment complex consisting of four buildings and 248 units, located on the property described on Exhibit "A" (the "Property").

"*Tax Increment Revenue*" means the tax increment (as defined in Section 66.1105(2)(i), Wis. Stats.) generated by the Property.

"*TID Project Plan*" means the Project Plan for Tax Incremental Financing District No. 20 ("TID #20") of the City of Sheboygan, Wisconsin.

ARTICLE II. OVERVIEW OF THE PROJECT

2.1 Project Overview. The Project consists of the construction of new multi-family buildings of approximately 230,000 square foot at a total estimated cost of $45,000,000 with associated parking located on the property described on Exhibit "A" and pursuant to the plans in Exhibit "B." Construction is to commence in approximately May 2020 and completed for opening by November, 2021. Cost for this construction is estimated to be $45,000,000.

ARTICLE III. CONSTRUCTION SCHEDULE

3.1 Construction Schedule. Unless the parties agree in writing to a change, the construction schedule for the Project will be carried out as follows:

Site Plan Approval:	completed
Creation of TID:	March 31, 2020
Issuance of the Building Permits:	April 1, 2020
Start Construction:	April 15, 2020
Substantial Completion:	October 15, 2021

3.2 Default. Failure to substantially complete construction of the Project by the date agreed to in this document (or as amended by the parties in writing) is an event of default pursuant to Section 10.1(A) of this Agreement.

ARTICLE IV. REPRESENTATIONS AND WARRANTIES OF THE DEVELOPER

4.1 Developer's Representations and Warranties. The Developer makes the following representations and warranties which the City may rely upon in entering into this and all other agreements with the Developer and granting all approvals, permits and licenses for the Project.

(A) Developer is a duly organized and existing limited liability company in current status under the laws of the State of Missouri.

(B) The execution, delivery and performance of this Agreement and the consummation of the transactions contemplated hereby have been duly authorized and approved by Developer, and no other or further acts or proceedings of Developer are necessary to authorize and approve the execution, delivery and performance of this Agreement and the matters contemplated hereby. This Agreement, and the exhibits, documents and instruments associated herewith and made a part hereof, have been duly executed and delivered by Developer and constitute the legal, valid and binding agreement and obligation of Developer, enforceable against it in accordance with their respective terms, except as the enforceability thereof may be limited by applicable bankruptcy, insolvency, reorganization or similar laws affecting the enforcement of creditors' rights generally, and by general equitable principles.

(C) There are no lawsuits filed or pending, or to the knowledge of Developer, threatened against Developer that may in any way jeopardize the ability of Developer to perform its obligations hereunder.

(D) Developer has sufficient funds through equity investment in Developer and through lending sources for the completion of the Project. Developer shall provide evidence thereof satisfactory to the City prior to the issuance by the City of any building permits, and from time to time upon the reasonable request of the City. The Developer shall promptly notify the City of any material adverse change in the Developer's financial condition.

(E) Developer is/will be the owner of the Property. The Project to be constructed will be fully subject to taxation under Wisconsin Property Tax Laws. Developer, for itself, its successors and assigns, shall take no action(s), and shall file no claim(s) seeking, promoting or encouraging exemption of the Project in whole or part from taxability under Property Tax Laws.

ARTICLE V. UNDERTAKINGS OF THE DEVELOPER

5.1 Compliance with Codes, Plans and Specifications, Etc. The building(s) and other improvements to be constructed upon the Property, the construction thereof, and their uses shall be in compliance with all applicable codes and ordinances of the City, and with all pertinent provisions of this Agreement, the Development Plan and the Plans and Specifications. The acceptance of this Agreement and granting of any and all approvals, licenses and permits by the City shall not obligate the City to grant any variances, exceptions or conditional use permits, or approve any building the City determines not to be in compliance with the City codes and ordinances. All work done by or for Developer shall be in accordance with all applicable City codes and ordinances, the Plans and Specifications, and other applicable laws and regulations. All plans for each aspect of the work must be approved by the City (which may delegate such approvals to its staff in accordance with City codes, ordinances and policies). If permits or approvals are required for any such work, issuance of such permits or approvals is a condition to commencement of such work, and Developer will at its sole cost and expense take such action as required to seek such approvals and permits.

5.2 Real Estate and Personal Property Taxes. Developer, as an inducement to the City to proceed with establishment of TID #20 and to provide development incentive payments as provided herein to Developer for the development of the Project, hereby represents that the contemplated Project will be fully subject to real estate and personal property taxes under state law. Developer further represents and agrees for itself, its successors and assigns, that in addition to its obligations pursuant to Section 4.1(D) of this Agreement, it shall take no action(s) or advocate any position or change in state law which would jeopardize or call into question the taxability of the Project or eliminate real estate or personal property taxation in the State of Wisconsin.

5.3 Payments in Lieu of Taxes. Notwithstanding the above, in the event that the Project, or the Property, or any part thereof, is determined at any time to be exempt from real and/or personal property taxation under state law, or in the event that a particular tax is eliminated or repealed, Developer, for itself, its successors and assigns, agrees to make payments in lieu of taxes to the City, County, school district, and any other property taxing jurisdictions in the amounts and within the time periods that would otherwise be required as if the property were fully taxable, in recognition of the valuable governmental services and benefits available and/or provided to the Project and the Property.

5.4 Assessed Valuation Challenges. The Parties agree that in no event shall the Developer have any limitations on its rights to contest, challenge, or protest real estate taxes or other taxes assessed or imposed against the Project; provided, however, Developer shall not take any action at Open Book, Board of Review or in Circuit Court to reduce the assessed valuation of the Project subject to this Development Agreement to an assessed real estate property value lower than that necessary to produce a minimum amount of Property Tax Increment of $606,276.85 annually during the term that the District remains open. No restrictions to legal challenges shall be in place after the Contribution Deadline.

5.5 Payment of Tax Increment Deficiencies. Commencing upon the substantial completion of the Development through the Contribution Deadline in the event that the real estate property valuation is less than $29,000,000.00 per year beginning in the real property tax year in which the Development is substantially completed, the Developer agrees to pay the difference if any, between (i) the Property Tax collected by the City pursuant to Wis. State Statute 66.1105 and (ii) the Property Tax amount that would be collected by the City were the Project property to be assessed at $29,000,000. The difference, if any, shall be paid by Developer to the City within thirty (30) days of billing each year such increment deficiency occurs, under the Contribution Deadline, at which time no further payments of the difference to the City shall be required. Notwithstanding the foregoing, in the event the substantial completion of the Development occurs on the date that is not the first of any real property tax year, the foregoing Property Tax Increment threshold shall be allocated on a per diem basis over the real property tax year shall by amount equal to such per-diem threshold multiplied by the number of days remaining in such partial real property tax year following substantial completion of the Development. In addition to any other remedy available at law or in equity, the parties agree that the portion of this Agreement relating to payment of tax increment deficiencies represents a loan to an owner of a premises located in the City for a brownfield revitalization project, and as such the City in its discretion may also enforce collection of Developer's obligations to pay tax increment deficiencies by imposing special assessments in accordance with the procedure or special charges against the Developer pursuant to §66.0627, Wis. Stats., which procedure is hereby consented to and all objections waived, and furthermore, separately or on conjunction with any other available remedy, may offset any increment payments due to Developer by the amount of actual, and reasonably anticipated which become actual unpaid tax increment deficiencies Developer has failed to pay City as required by this Agreement.

5.6 Cooperation with City. Developer shall reasonably cooperate with the City to facilitate the City's performance under Article VI.

5.7 Good Faith Hiring and Contracting Efforts. Developer agrees to exercise good faith in striving whenever possible to hire, retain, and contract with qualified individuals and businesses residing and/or based in the City of Sheboygan, as well as veterans and minority-owned businesses. Developer agrees to undertake reasonable efforts to make opportunities known and available to local residents and businesses, such as advertising in publications and internet resources frequented by such residents and businesses.

ARTICLE VI. UNDERTAKINGS OF THE CITY

6.1 Development Incentives. Upon completion, the Property shall be assessed, assuming net operating income at a 6.75% capitalization rate. After the assessed real estate property value of the project has exceeded a minimum of $29,000,000, the City agrees to provide to the Developer each year for a maximum period of sixteen (16) years an annual incentive payment, in a total principal sum not to exceed $7,250,000 as an inducement to Developer for the development of the Project. The annual incentive payments shall be calculated and provided to the Developer as follows:

> Each year for a maximum period of sixteen (16) years, commencing in 2021 and ending in 2036, the City will pay to the Developer a development performance incentive payment in an amount equal to 65% of the Tax Increment Revenue received by the City with respect to the Property in that year, minus $5,000 for the City's administrative costs, provided that the Tax Incremental Value of the Project is in excess of $29,000,000 in respect to the real property upon which the Project is situated in that year. Notwithstanding the calculation in this subsection, in no event shall the total aggregate sum of the annual development performance incentive payments to the Developer exceed $471,250. The terminology "real Property upon which the Project is situated" is used in this Section to make it clear only real property and not personal property shall be included in determining the Tax Increment Revenue. The City shall make the payment due to the Developer, if any, under this Section 5.1 no later than September 30 of each year, commencing in 2021. Payment by the City of the annual incentive will only be made if the Developer has paid current year property taxes (real and personal) to the City in full. Said payments are in no way tied to future property tax payments and do not provide any future tax break, nor do they refund already paid taxes. The development incentives payable under this section are subject to adjustment as provided herein.

6.2 Condition Precedent to Payment of Development Incentives. Developer shall provide evidence reasonably satisfactory to the City at least 90 days prior to the date of the first incentive payment in 2021 that Developer has expended not less than $45,000,000 in costs related to the project.

6.3 Off-Site Public Improvements. The City shall, at its sole cost and expense: (i) have prepared and paid for the cost of engineering and construction plans and specifications for an off-site recreational trail extending from Georgia Avenue to Union Avenue along the Union Pacific Railway right-of-way; and (ii) contract for and install, maintain, repair, and replace said recreational trail. The City shall ensure that construction of the trail shall commence no later than five (5) years after substantial completion of the project, and that the trail shall be installed, maintained, and repaired in a good and workmanlike manner in accordance with sound engineering practices and in compliance with the Zoning Code and all other applicable laws, ordinances, regulations and requirements.

ARTICLE VII. CONDITIONS TO THE UNDERTAKINGS OF THE CITY

7.1 All Obligations of the City under this Agreement. As a condition to each and all of the covenants, agreements and other obligations of the City under this Agreement, all of the following shall occur, in addition to all other requirements and conditions set forth in this Agreement:

(A) The new 230,000 square foot multi-family development shall be completed in phases with final completion on or before October 15, 2021.

(B) All representations and warranties of Developer set forth in Article III and elsewhere in this Agreement and in all agreements expressly referred to herein shall be true, complete and correct.

(C) All covenants and obligations of Developer under this Agreement are duly performed, observed and satisfied.

(D) No Event of Default has occurred, or with the giving of notice or lapse of time would occur.

ARTICLE VIII. TID CONTINGENCY

8.1 Creation of TID. Developer's and the City's obligations hereunder are contingent upon the City creating and obtaining Joint Review Board approval of a Tax Incremental District including, at a minimum, the Property as contemplated herein, after October 31, 2019, and having the base year certified by the Wisconsin Department of Revenue as of 2020. The City shall take all commercially reasonable steps required to create and obtain Joint Review Board approval of a Tax Incremental District.

8.2 Failure to Create TID. If the contingency set forth in this Article is not timely satisfied, amended or waived, then this Agreement shall terminate and the parties shall be relieved of all liability to one another under this Agreement.

ARTICLE IX. INDEMNIFICATION OF THE CITY

9.1 Indemnification. The Developer hereby indemnifies and holds harmless the City, its governing body members, officers, agents, including the independent contractors, consultants and legal counsel, servants and employees thereof (hereinafter, for purposes of this section collectively referred to as the "Indemnified Parties"), against any loss or damage to property or any injury to or death of any person occurring at or about or resulting from any defect in the development of the Project, provided that the foregoing indemnification shall not be effective for any negligent acts of the Indemnified Parties in fulfilling the obligations of the City or its agents as set forth in this Agreement. Except for any willful misrepresentation or any willful misconduct of the Indemnified Parties, the Developer will protect and defend the Indemnified Parties from any claim, demand, suit, action or other proceeding whatsoever by any person or entity whatsoever arising or purportedly arising from the action or inaction of the Developer (or other persons acting on its behalf or under its direction or control) under this Agreement, or the transactions contemplated hereby or the acquisition, construction, installation, ownership and operation of the Project. All covenants, stipulations, promises, agreements and obligations of the City contained herein shall be deemed to be covenants, stipulations, promises, agreements and obligations of the City and not of any governing body member, officer, agent, servant or employee of the City.

ARTICLE X. DEFAULT/REMEDIES

10.1 Events of Default. An Event of Default is any of the following:

(A) Failure by the Developer to cause substantial completion of the Project to occur pursuant to the terms, conditions and limitations of this Agreement.

(B) Failure of the Developer to perform or observe any and all covenants, conditions, obligations or agreements on its part to be observed or performed when and as required under this Agreement, in either case within forty-five (45) days after written notice to the Developer of such failure, provided that if such matter is not financial and cannot be cured within such forty-five (45) day period but if the Developer commences to cure such matter within the forty-five (45) day period and thereafter reasonably and continuously takes action to complete such cure and such cure is completed within ninety (90) days of the date of written notice to Developer, then the event will not be an Event of Default.

(C) Failure by the City to observe or perform any other covenant, condition, obligation or agreement on its part to be observed or performed when and as required under this Agreement, in either case within forty-five (45) days after written notice to the City of such failure, provided that if such matter is not financial and cannot be cured within such forty-five (45) day period but if the City commences to cure such matter within the forty-five (45) day period and thereafter reasonably and continuously takes action to complete such cure and such cure is completed within ninety (90) days of the date of notice to the City, then the event will not be an Event of Default.

(D) Developer becomes insolvent or is the subject of bankruptcy or insolvency proceedings.

10.2 Remedies on Default. Whenever an event of default occurs and is continuing, the other non-defaulting party may take any one or more of the following actions:

(A) The non-defaulting party may immediately suspend their performance under this Agreement from the time any notice of an Event of Default is given until they receive assurances from the defaulting party deemed adequate by the non-defaulting party, that the defaulting party has cured or will cure its default and continue its performance under this Agreement.

(B) The non-defaulting party may take any action, including legal or administrative action, in law or in equity, which may appear necessary or desirable to enforce performance and observance of any obligation, agreement or covenant of the defaulting party under this Agreement.

10.3 No Remedy Exclusive. No remedy or right conferred upon or reserved to the City in this Agreement is intended to be exclusive of any other remedy or remedies, but each and every such right and remedy shall be cumulative and shall be in addition to every other right and remedy given under this Agreement now or hereafter existing at law or in equity or by statute. No delay or omission to exercise any right or power accruing upon any default shall impair any such right or power or shall be construed to be a waiver thereof, but any such right and power may be exercised from time to time and as often as may be deemed expedient.

10.4 No Implied Waiver. In the event any agreement contained in this Agreement should be breached by any party and thereafter waived by the other party, such waiver shall be limited to the particular breach so waived and shall not be deemed to waive any other concurrent, previous or subsequent breach hereunder.

ARTICLE XI. FORCE MAJEURE

11.1 Force Majeure. No party will be responsible to any other party for any resulting losses if the fulfillment of any of the terms of this Agreement is delayed or prevented by war, strikes, fires, floods, acts of God, and other reasons wholly without the control of the party with whose performance there was interference, and which, by the exercise of reasonable diligence, such party is unable to prevent, and the time for performance will be extended by the period of delay occasioned by any such cause.

ARTICLE XII. ADDITIONAL PROVISIONS

12.1 Conflicts of Interest. No member of the governing body or other official of the City shall have any financial interest, direct or indirect, in this Agreement, the Property or the Project, or any contract, agreement or other transaction contemplated to occur or be undertaken thereunder or with respect thereto, nor shall any such member of the governing body or other official participate in any decision relating to this Agreement which affects his or her personal interest or the interests of any corporation, partnership or association in which he or she is directly or indirectly interested. No member, official or employee of the City shall be personally liable to the City in the event of any default or breach by the Developer's successors or assigns on any obligations under the terms of this Agreement.

12.2 Incorporation by Reference. All exhibits and other documents attached hereto or referred to herein are hereby incorporated in and shall become a part of this Agreement.

12.3 No Implied Approvals. Nothing herein shall be construed or interpreted in any way to waive any obligation or requirement of Developer to obtain all necessary approvals, licenses and permits from the City in accordance with its usual practices and procedures, nor limit or affect in any way the right and authority of the City to approve or disapprove the Development Plan, Plans and Specifications, or any part thereof, or to impose any limitations, restrictions and requirements on the development, construction and/or use of the Project as a condition of any such approval, license or permit; including, without limitation, requiring any and all other development and similar agreements.

12.4 No Assignment. Developer may assign its rights in this Agreement without the consent of the City to any affiliate of the Developer. Developer may not assign its rights in this Agreement without the express prior written consent of the City to any non-affiliated assignee.

12.5 No Joint Venture. Neither anything in this Agreement nor any acts of the parties to this Agreement shall be construed by the parties or any third person to create the relationship of a partnership or joint venture between or among such parties.

12.6 Time of the Essence. Time is deemed to be of the essence with regard to all dates and time periods set forth herein or incorporated herein.

12.7 Headings. Descriptive headings are for convenience only and shall not control or affect the meaning or construction of any provision of this Agreement.

12.8 Notices. Any notice required hereunder shall be given in writing, signed by the party giving notice, personally delivered or mailed by certified or registered mail, return receipt requested, to the parties' respective addresses as follows:

To the City:

City of Sheboygan, Wisconsin
828 Center Ave.
Sheboygan, WI 53081
Attn: City Clerk

with a copy to:
City Attorney
City of Sheboygan, Wisconsin
828 Center Ave.
Sheboygan, WI 53081

To the Developer:

Oscar Apartments LLC
8451 Maryland Avenue
St. Louis, MO 63105
Attn: Joel Oliver

12.9 Entire Agreement. This document and all other documents and agreements expressly referred to herein contain the entire agreement between the Developer and the City with respect to the matters set forth herein. This Agreement may be modified only by a writing signed by all parties.

12.10 Governing Law. This Agreement shall be construed in accordance with the laws of the State of Wisconsin.

12.11 Cooperation. The City and the Developer agree to cooperate in the prosecution of applications made by either party for any governmental certificates or approvals appropriate or necessary for the consummation of the transactions contemplated by this Agreement or the use and occupancy of the Property. The City and the Developer each will at any time, or from time to time at the written request of the other, sign and deliver such other documents as may be reasonably requested or as may be reasonably necessary or appropriate to give full effect to the terms and conditions of this Agreement.

12.12 Counterparts. This agreement may be executed in any number of counterparts, each of which shall be deemed an original.

12.13 Binding. This Agreement shall be binding upon and inure to the benefit of the parties hereto and their respective heirs, representatives, successors and permitted assigns.

12.14 Fees. Upon execution of this Agreement, and thereafter upon request of the City, the Developer shall reimburse the City for all legal, consulting and other fees and expenses incurred in connection with the preparation of this Agreement, the creation of TID #20, for external review of Developer's pro forma by Ehlers & Associates, and other documents and agreements referred to herein.

List of Exhibits:

A Legal Description

B Developer's Project Plans

This document consists of 36 pages, including the following signature page, plus any Exhibits.

SIGNATURE PAGE FOR
DEVELOPMENT AGREEMENT

IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the date first above written.

CITY OF SHEBOYGAN, WISCONSIN

BY: _____
Michael Vandersteen, Mayor

ATTEST: _____
Meredith DeBruin, City Clerk

OSCAR APARTMENTS LLC

BY: _____
Philip Hulse, Manager

This document authorized by and in accordance with Res. No. 128-19-20.

EXHIBIT A

LEGAL DESCRIPTION

Part of the West One-half (1/2) of the Southeast One-quarter (1/4) of Section Twenty-seven (27), in Township Fifteen (15) North, Range Twenty-three (23) East, in the City of Sheboygan, Sheboygan County, Wisconsin, more particularly described as: Commencing at the intersection of the South line of Block 300 of the Original Plat of the City of Sheboygan (which is also identified in a Plat of Survey dated May 8, 2006 as the North line of the Southeast ¼ of Section 27) and the Easterly line of South 15th Street; thence South 88° 25' 00" West along the South line of said Original Plat 20.00 feet to the point of beginning; thence continuing South 88° 25' 00" West, 299.56 feet along the South line of said Block 300 extended and Block 301 (described in said May 8, 2006 Survey as South 88° 48' 05" West, 59.91 feet and then South 89° 08' 09" West, 227.88 feet) to a point which is 133.98 feet East of the Easterly line of South 16th Street; thence South 60 feet (described in said May 8, 2006 Survey as South 00° 11' 31" West 60.35 feet); thence West 131.85 feet parallel to the South line of said Block 301 (described in said May 8, 2006 Survey as South 89° 16' 10" West 131.90 feet) to a point in the Easterly line of South 16th Street; thence South 70 feet (described in said May 8, 2006 Survey as South 00° 11' 31" West 69.54 feet) along the Easterly line of said South 16th Street to the Northerly line of the vacated portion of said street; thence West 326 feet, more or less, parallel with the South line of said Block 301 (described in said May 8, 2006 Survey as South 88° 59' 20" West 325.11 feet) to the point in the East line of Grams Subdivision No. 1; thence South 429 feet along the East line of said Grams Subdivision No. 1 (described in said May 8, 2006 Survey as South 01° 03' 40" West 428.50 feet); thence East 35 feet (described in said May 8, 2006 Survey as South 88° 56' 20" East 35.00 feet); thence South 115 feet (described in said May 8, 2006 Survey as South 01° 04' 11" West 115.00 feet); thence West 35 feet (described in said May 8, 2006 Survey as North 88° 56' 20" West 35.00 feet) to the point in the East line of said Grams Subdivision No. 1; thence South along said East line 240 feet, more or less (described in said May 8, 2006 Survey as South 01° 03' 40" West 240.17 feet) to a point which is 270 feet North of the North line of Broadway Avenue; thence East 200 feet (described in said May 8, 2006 Survey as North 89° 29' 20" East 200.00 feet) parallel with the North line of Broadway Avenue; thence South 60 feet (described in said May 8, 2006 Survey as South 01° 04' 11" West 60.00 feet); thence East 80 feet (described in said May 8, 2006 Survey as North 89° 29' 20" East 80.00 feet)

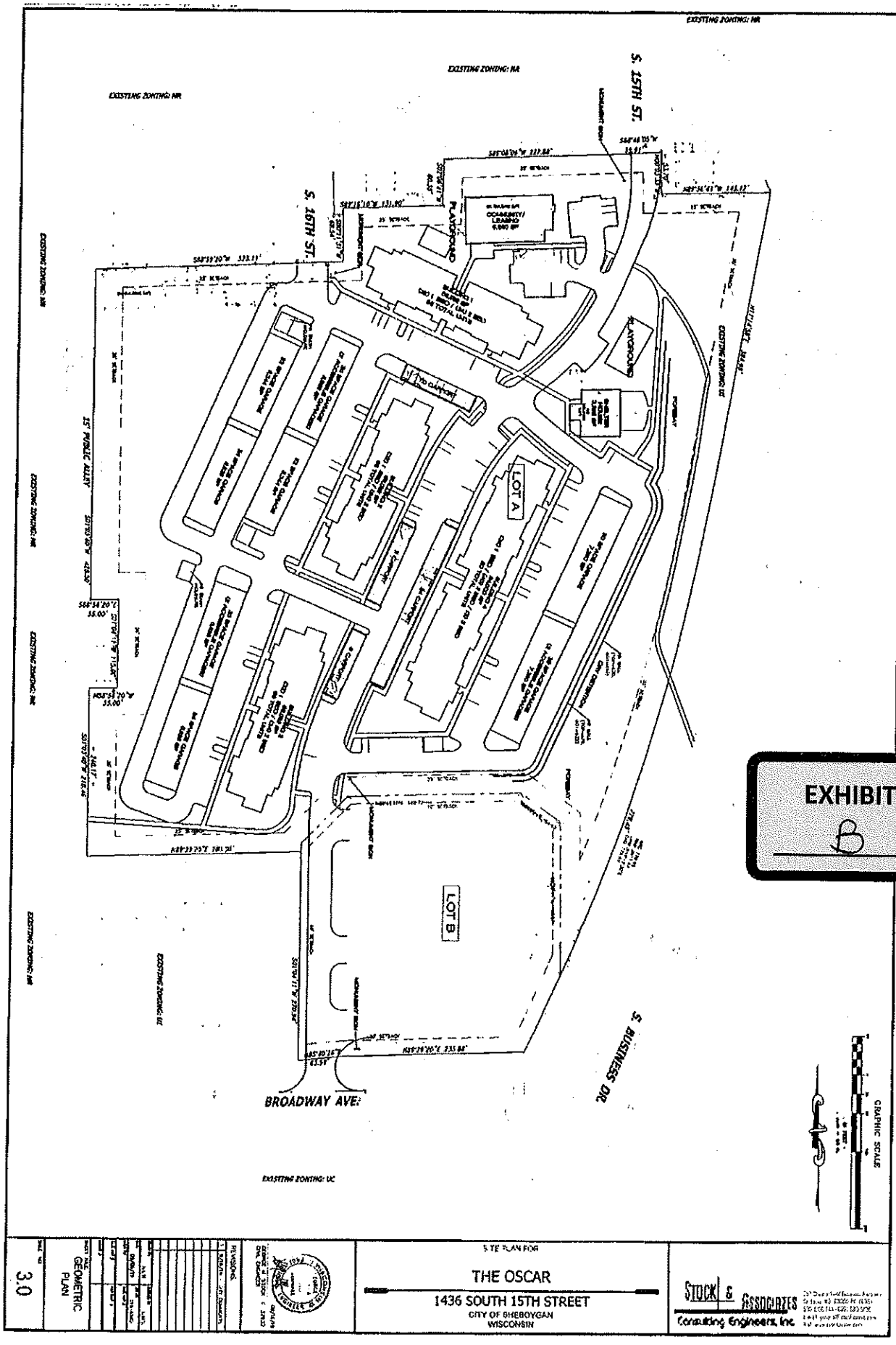
parallel with the North line of Broadway Avenue; thence South (described in said May 8, 2006 Survey as South 01° 04' 11" West) 189.23 feet to a point in the Northerly line of a parcel conveyed to the City of Sheboygan for the expansion of Broadway Avenue by Warranty Deed recorded as Document No. 1687705; thence North 85° 40' 26" East 63.59 feet along the Northerly line of Broadway Avenue; thence North 89° 29' 30" East 235.88 feet along said new Northerly line of Broadway Avenue to its intersection with the Westerly line of the main track right of way of the Chicago & Northwestern Railway; thence Northerly along said Westerly right of way line (described in said May 8, 2006 Survey as 779.45 feet along a curve to the left with a chord bearing North 19° 10' 30" East 776.97 feet and a radius of 2817.47 feet and thence North 11° 14' 58" East 384.98 feet) to a point 53.70 feet South of the South line of said Block 300 which point is the Southeast corner of Lot 1 of the Certified Survey Map recorded in Volume 9 of Certified Survey Maps, at Page 88, as Document No. 1199254; thence South 89° 53' 20" West 143.04 feet, of record, along the Southerly line of said Certified Survey Map (described in said May 8, 2006 Survey as North 89° 56' 41" West 143.17 feet) to the Southwest corner thereof; thence North (described in said May 8, 2006 Survey as North 00° 03' 33" West) 53.70 feet along the Westerly line of said Certified Survey Map to beginning, and including that portion of Vacated South 16th Street lying within said boundary description. Excepting therefrom those lands described in a Warranty Deed recorded on June 6, 2011, as Document No. 1925240.

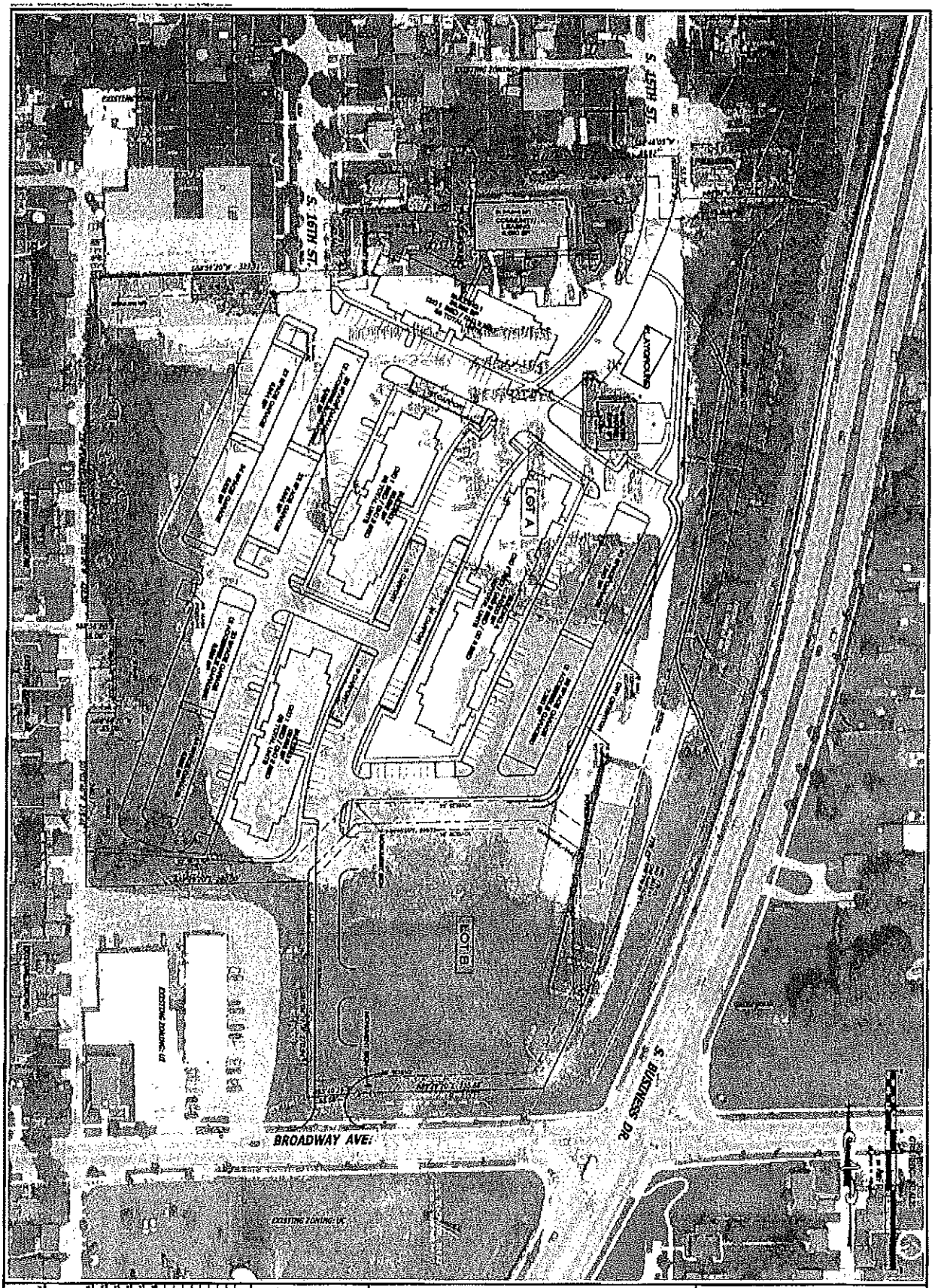
Tax Key No. 59281513391

Address: 1436 South 15th Street, Sheboygan, WI 53082

Tax Key No. 59281513500

Address: 1440 South 16th Street, Sheboygan, WI 53082


EXISTING ZONING: NR
EXISTING ZONING: NR
EXISTING ZONING: NR
S. 15TH ST.
S. 16TH ST.
PARKING
COMMUNITY/ LEASING
15' PUBLIC ALLEY
LOT A
LOT B
S. BUSINESS DR.
BROADWAY AVE.
EXISTING ZONING: UC
EXISTING ZONING: NR
EXISTING ZONING: NR
EXISTING ZONING: NR
EXISTING ZONING: NR
EXHIBIT
B
GRAPHIC SCALE
SITE PLAN FOR
THE OSCAR
1436 SOUTH 15TH STREET
CITY OF SHEBOYGAN
WISCONSIN
Stock & Associates
Consulting Engineers, Inc
SHEET NO.
3.0
SHEET TITLE
GEOMETRIC PLAN
REVISIONS



SHEET NO. 3.1

GEOMETRIC PLAN w/AERIAL

REVISIONS

SITE PLAN FOR

THE OSCAR

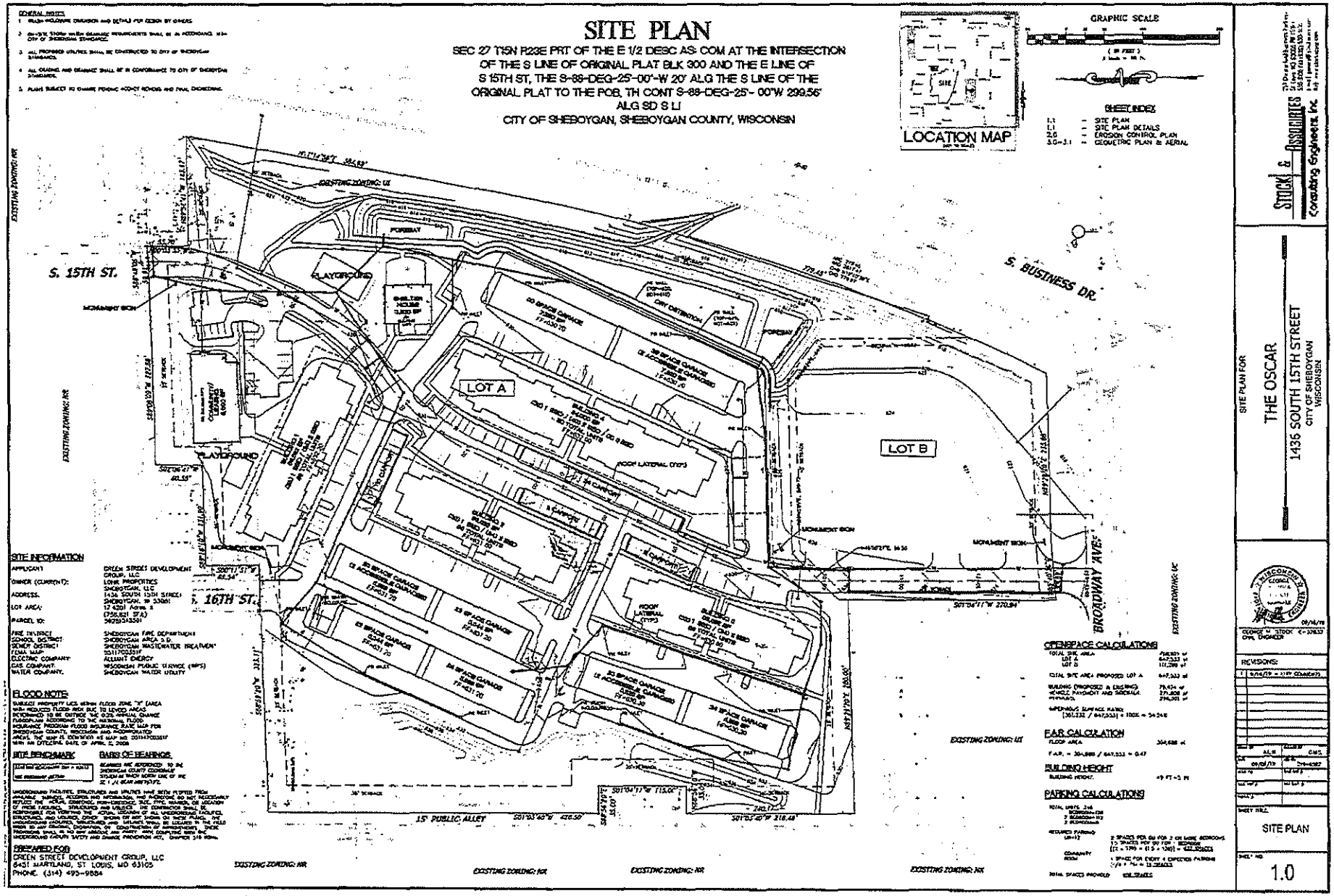
1436 SOUTH 15TH STREET

CITY OF SHEBOYGAN
WISCONSIN

STOCK & ASSOCIATES
Consulting Engineers, Inc.

SITE PLAN

SEC 27 T15N R23E PRT OF THE E 1/2 DESC AS: COM AT THE INTERSECTION OF THE S LINE OF ORIGINAL PLAT BLK 300 AND THE E LINE OF S 15TH ST, THE S-89-DEG-25'-00"-W 20' ALG THE S LINE OF THE ORIGINAL PLAT TO THE POB, TH CONT S-89-DEG-25'- 00"W 299.56' ALG SD S LI
CITY OF SHEBOYGAN, SHEBOYGAN COUNTY, WISCONSIN



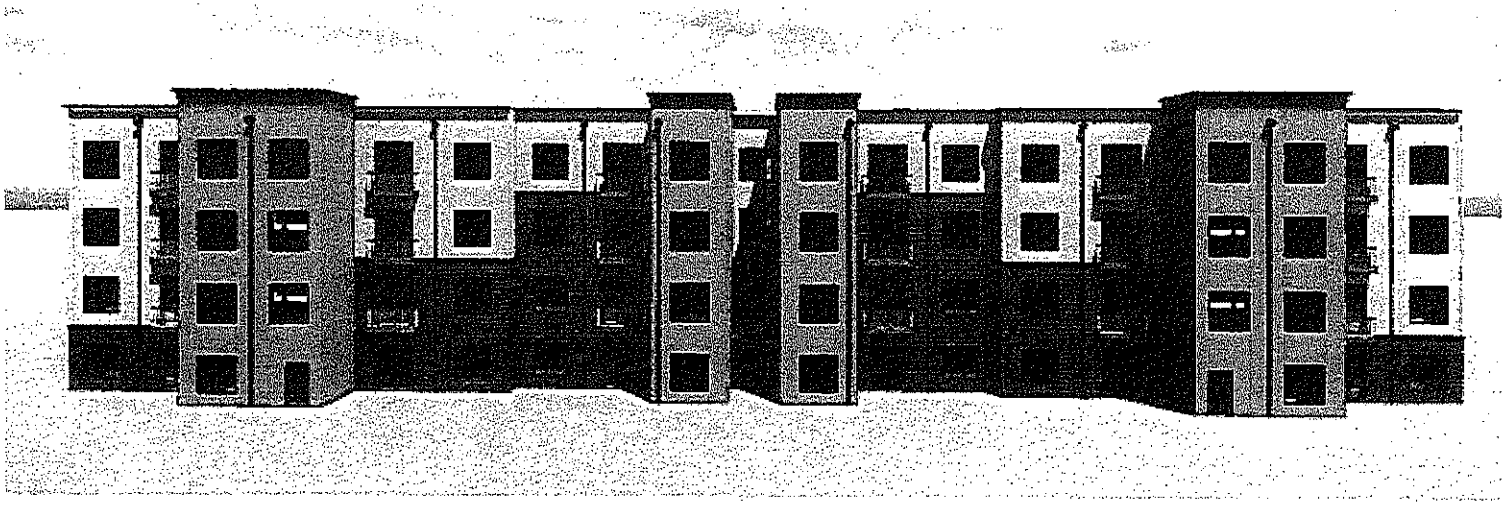
Stock & Associates Consulting Engineers, Inc.

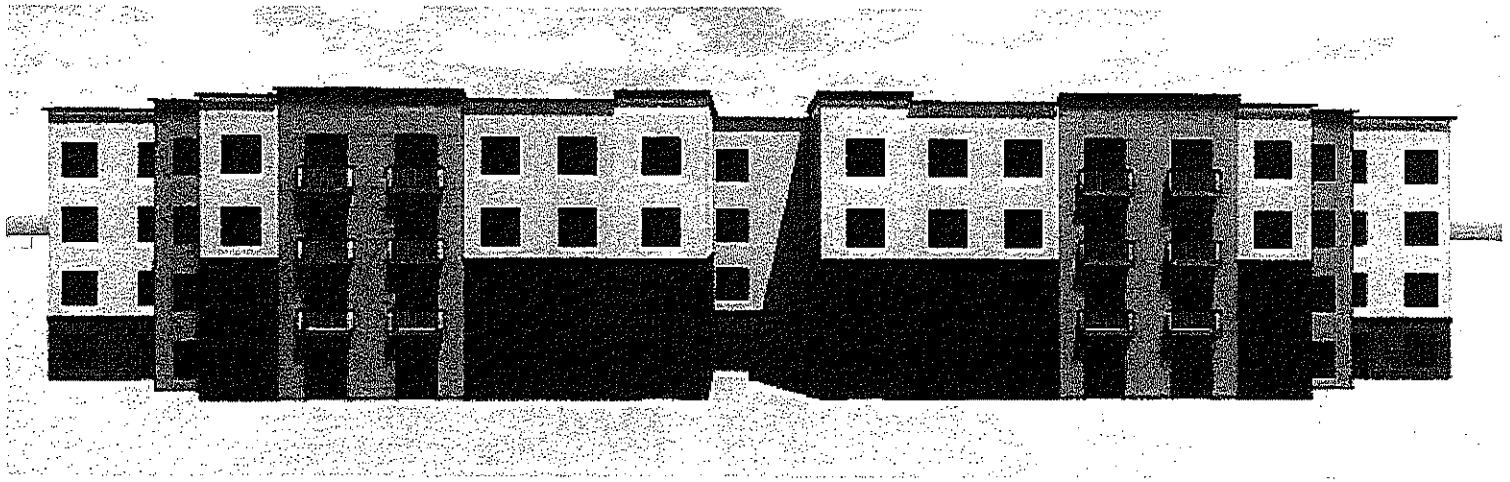
SITE PLAN FOR
THE OSCAR
1435 SOUTH 15TH STREET
CITY OF SHEBOYGAN
WISCONSIN

REVISIONS:

SITE PLAN

1.0





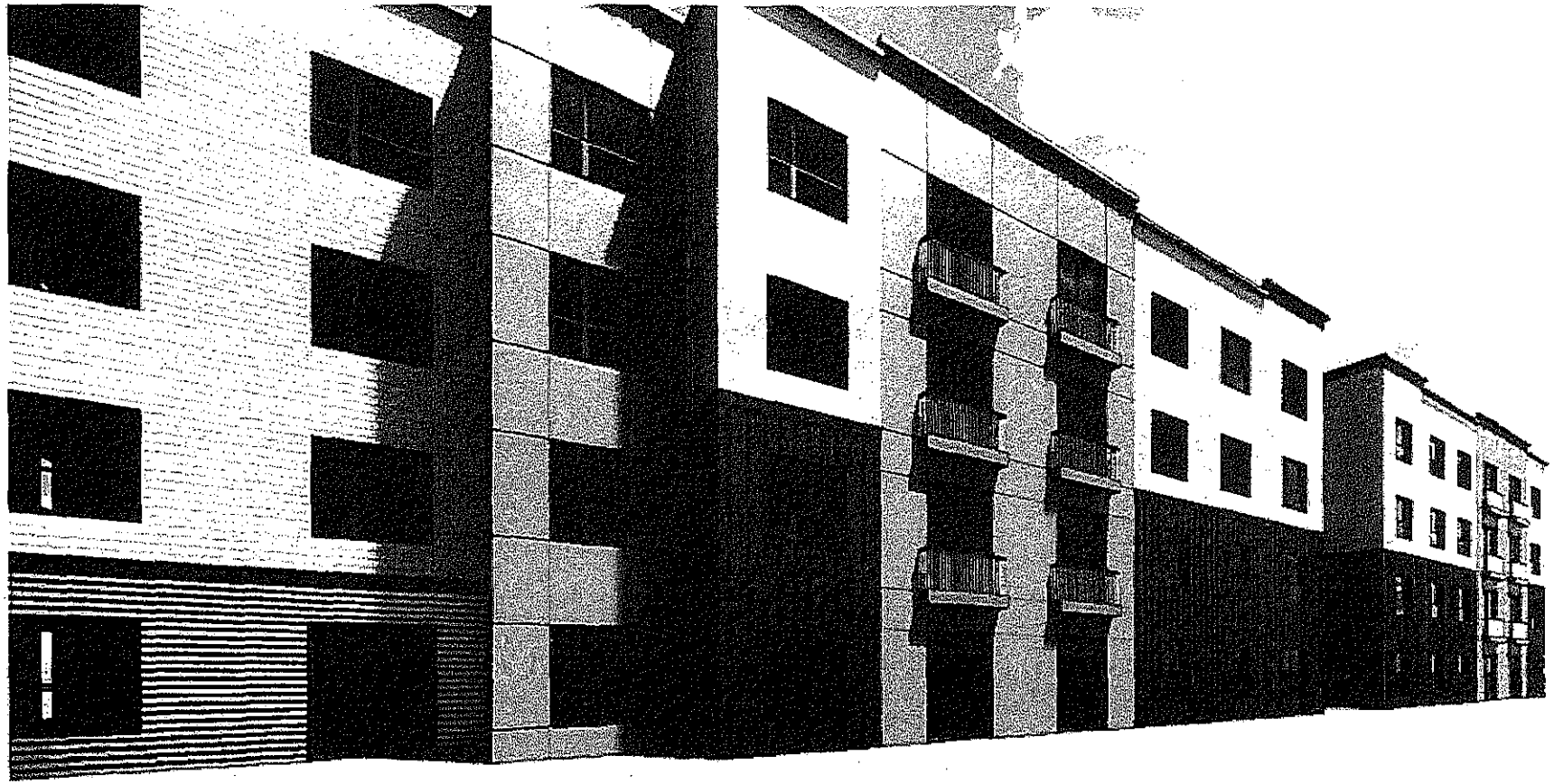
BUILDING A EXTERIOR RENDERS

THE OSCAR

BROADWAY & S BUSINESS DR.

1

rosemann & ASSOCIATES



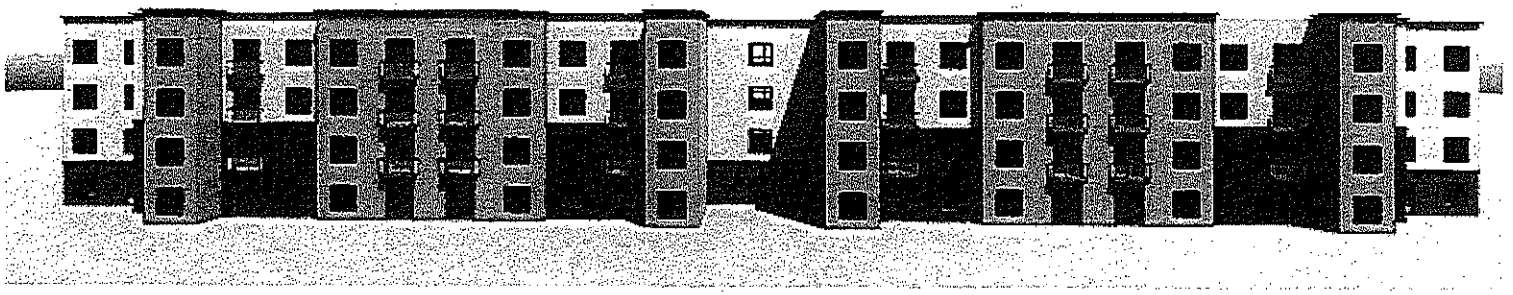
BUILDING A EXTERIOR PERSPECTIVE

THE OSCAR

BROADWAY & S BUSINESS DR.

2

rosemann & ASSOCIATES



BUILDING & EXTERIOR RENDERS

THE OSCAR

BROADWAY & S. BUSINESS DR.

3

rosemann & ASSOCIATES

BUILDING B EXTERIOR PERSPECTIVE

THE OSCAR

BROADWAY & S. BUSINESS DR.

4

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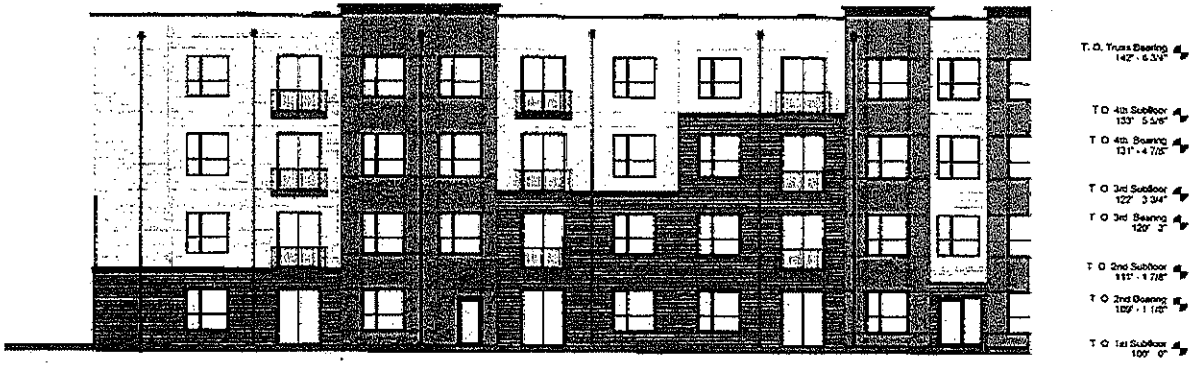
2 BUILDING A - FRONT ELEVATION
AREA 1



1 BUILDING A - FRONT ELEVATION
AREA 2

MATERIAL LEGEND

- 1" FIBER CEMENT SIDING - OFF WHITE
- 7" FIBER CEMENT SIDING - IRON GRAY
- HARDIE PANEL REVEAL SYSTEM
- HARDIE PANEL VERTICAL BATTEN SYSTEM
- PRE-FINISHED CORRUGATED METAL SIDING
- FACE BRICK (EXISTING)
- RIBBED CMU BLOCK (EXISTING)
- SMOOTH CMU BLOCK (EXISTING)
- SPLIT FACE CMU BLOCK
- PREFINISHED FASCIA TRIM
  1 1/2" & 4 1/2" AZ WINDOW
  11 5/8" AT SIDINGS
  4 5/8" VERTICAL OUTSIDE
  INSIDE CORNER TRIM

KEYPLAN

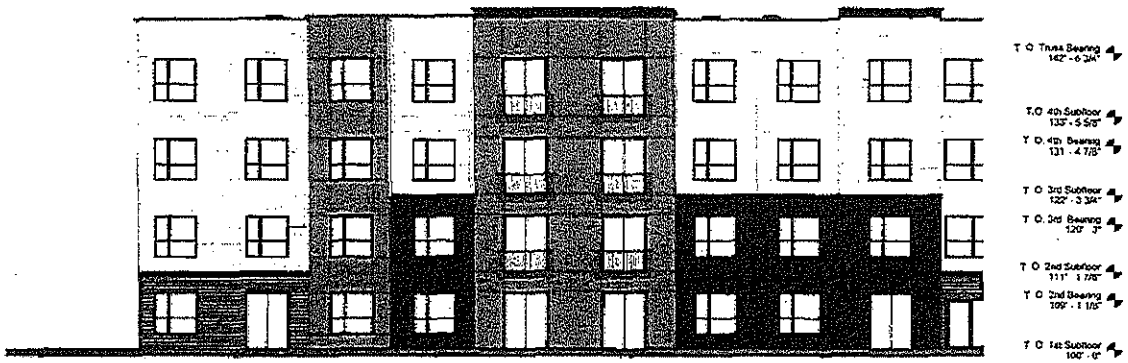
BUILDING A EXTERIOR ELEVATIONS

THE OSCAR

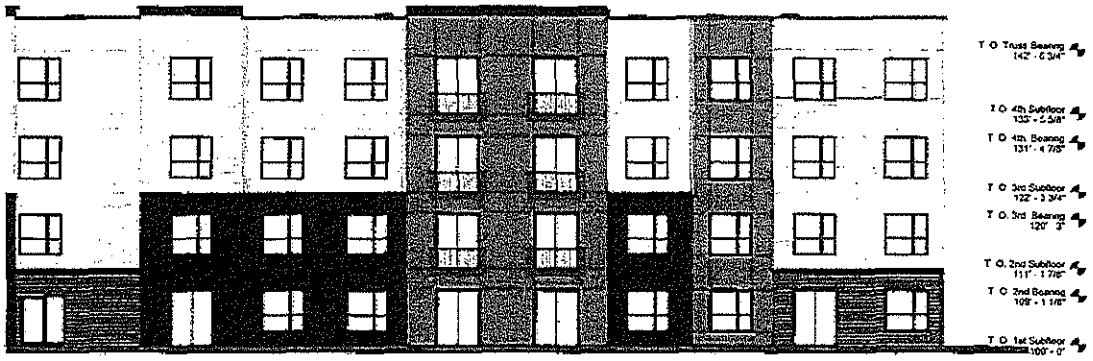
BROADWAY & S. BUSINESS DR.

5

rosemann & ASSOCIATES



2 BUILDING A - REAR ELEVATION - AREA 1



1 BUILDING A - REAR ELEVATION - AREA 2

MATERIAL LEGEND

KEYPLAN

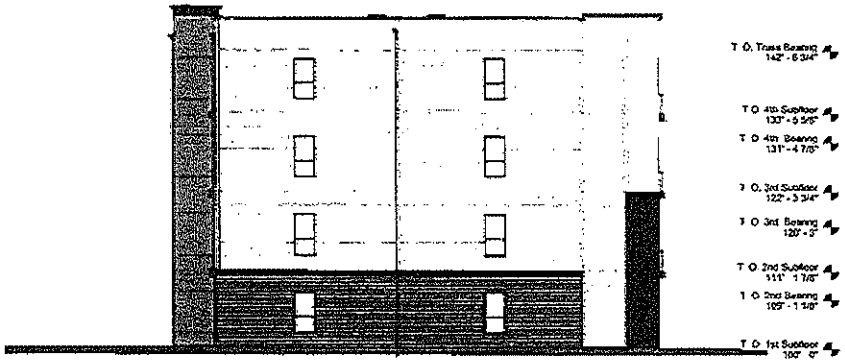
BUILDING A EXTERIOR ELEVATIONS

THE OSCAR

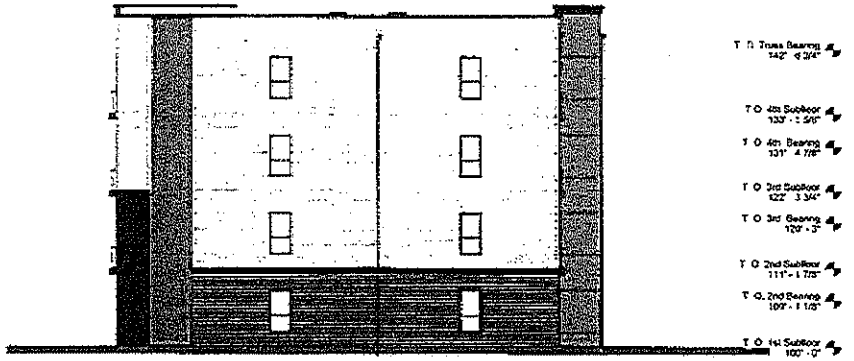
BROADWAY & S. BUSINESS DR.

6

rosemann & ASSOCIATES

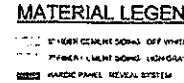


2 BUILDING A - LEFT ELEVATION - AREA 1



1 BUILDING A - RIGHT ELEVATION - AREA 2

MATERIAL LEGEND



KEYPLAN

BUILDING A EXTERIOR ELEVATIONS

THE OSCAR

BROADWAY & S BUSINESS DR.

7

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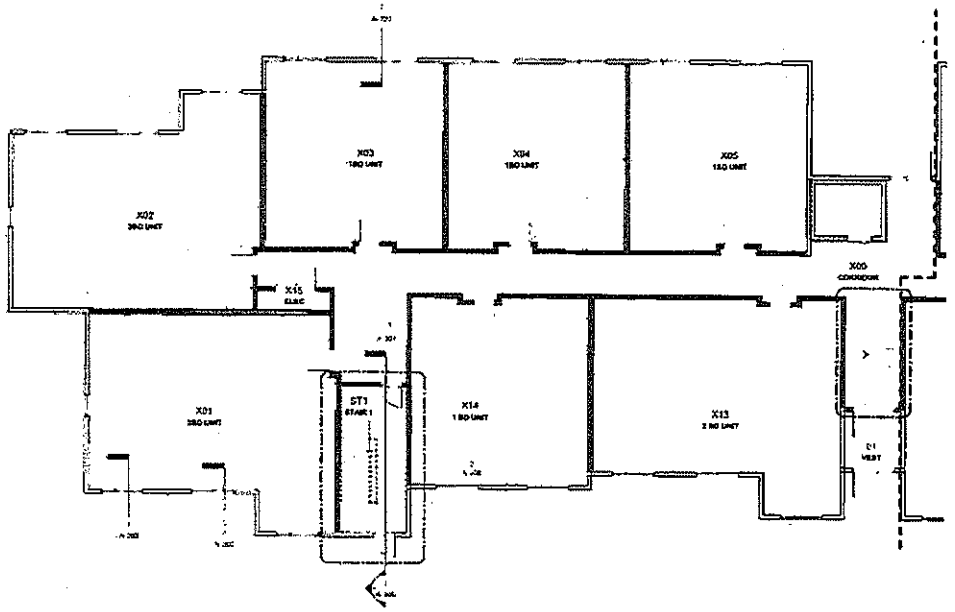


1 BUILDING A - FIRST FLOOR PLAN
1" = AREA 1

KEYPLAN

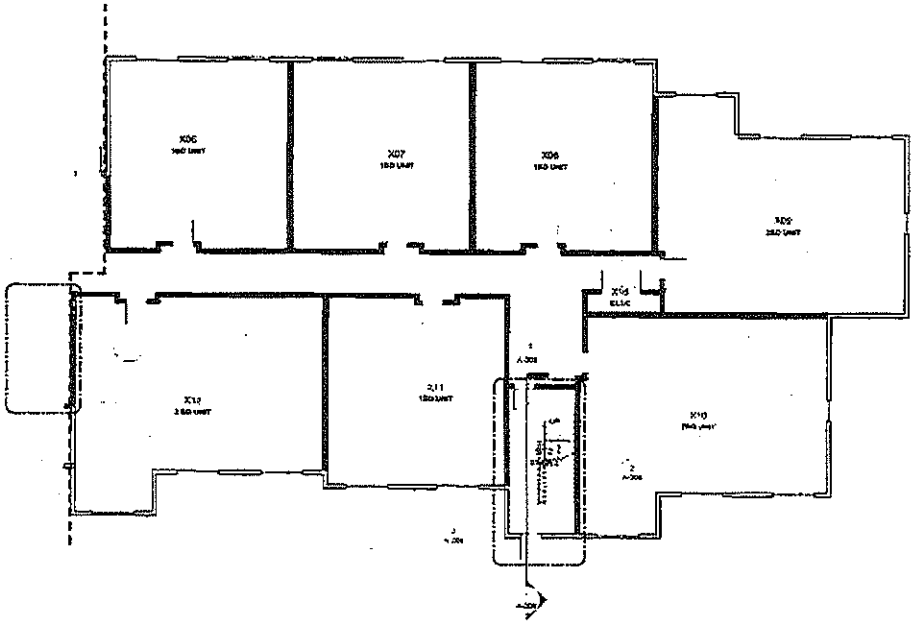
BUILDING A FLOOR PLANS

THE OSCAR

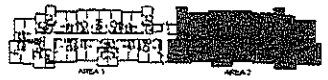
BROADWAY & S BUSINESS DR.

8

rosemann & ASSOCIATES



1 BUILDING A - FIRST FLOOR PLAN - AREA 2



KEYPLAN

BUILDING A FLOOR PLANS

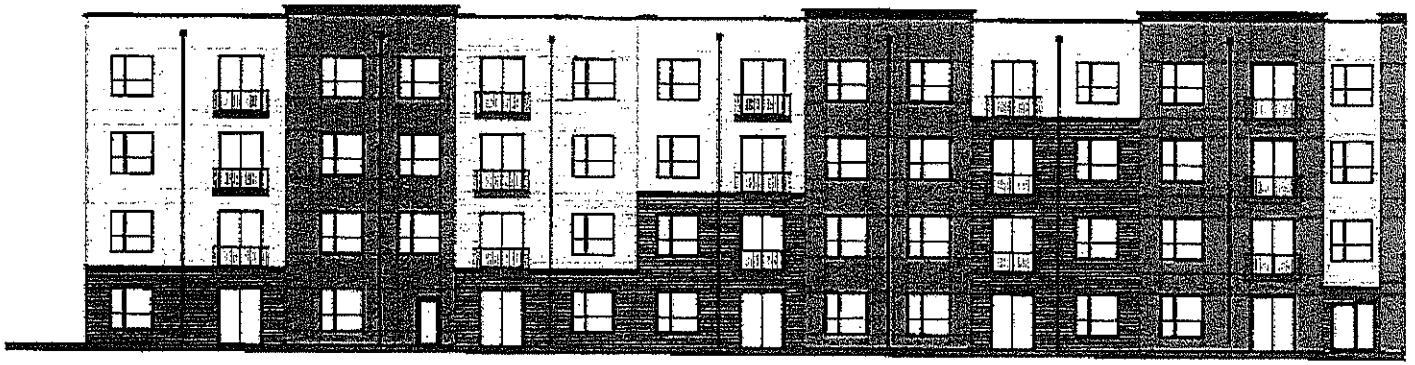
THE OSCAR

BROADWAY & 5 BUSINESS DR.

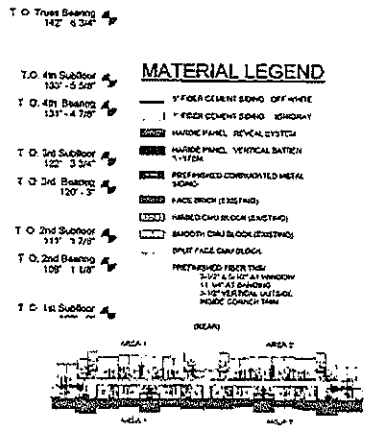
9

rosemann & ASSOCIATES

2 BUILDING B - FRONT ELEVATION - AREA 2



1 BUILDING B - FRONT ELEVATION - AREA 1



KEYPLAN

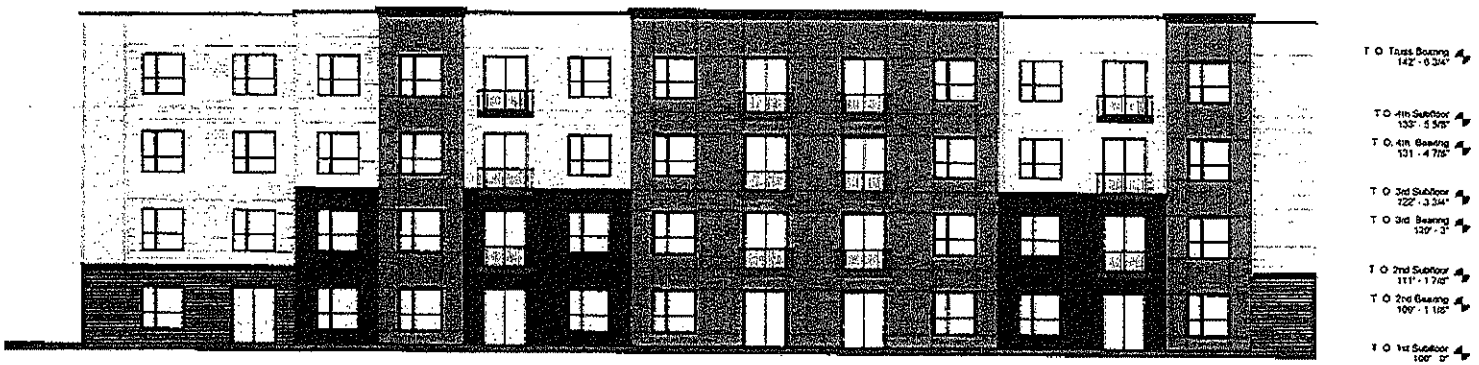
BUILDING B ELEVATIONS

THE OSCAR

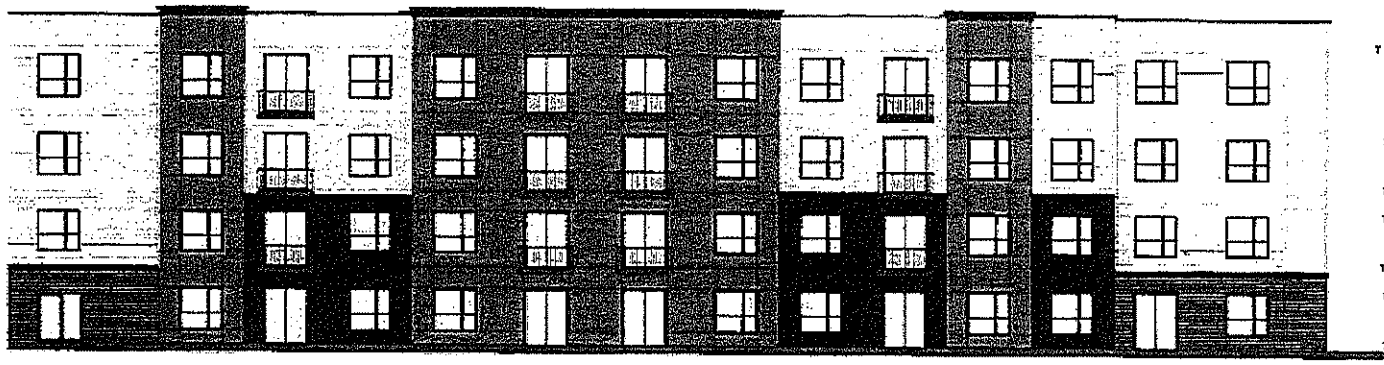
BROADWAY & S BUSINESS DR

10

rosemann & ASSOCIATES



2 BUILDING B - REAR ELEVATION - AREA 2



1 BUILDING B - REAR ELEVATION - AREA 1

MATERIAL LEGEND

KEYPLAN

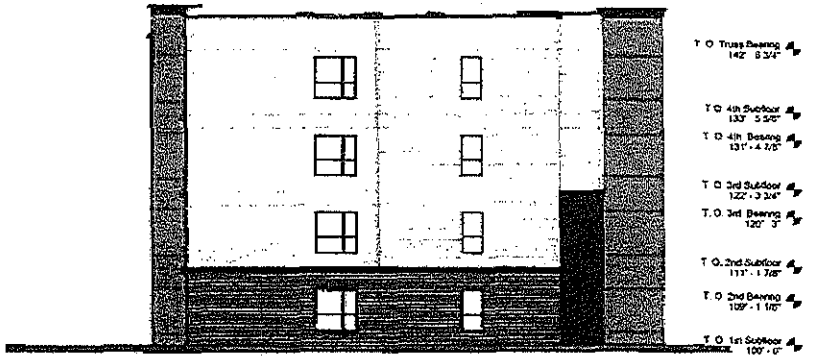
BUILDING B ELEVATIONS

THE OSCAR

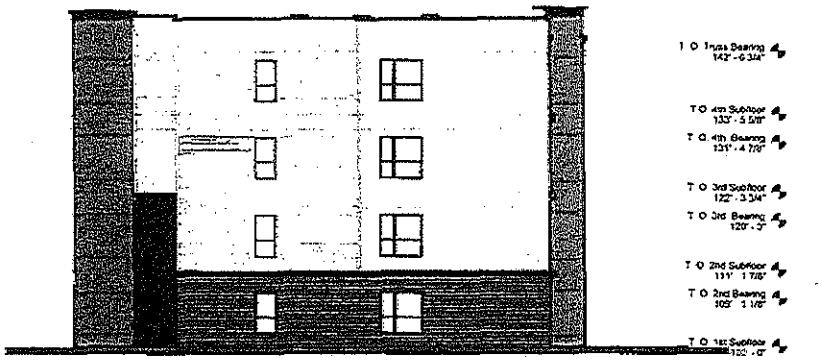
BROADWAY & S. BUSINESS DR.

11

rosemann & ASSOCIATES

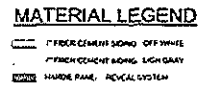


2 BUILDING B - RIGHT ELEVATION - AREA 2



1 BUILDING B - LEFT ELEVATION - AREA 1

MATERIAL LEGEND



KEYPLAN

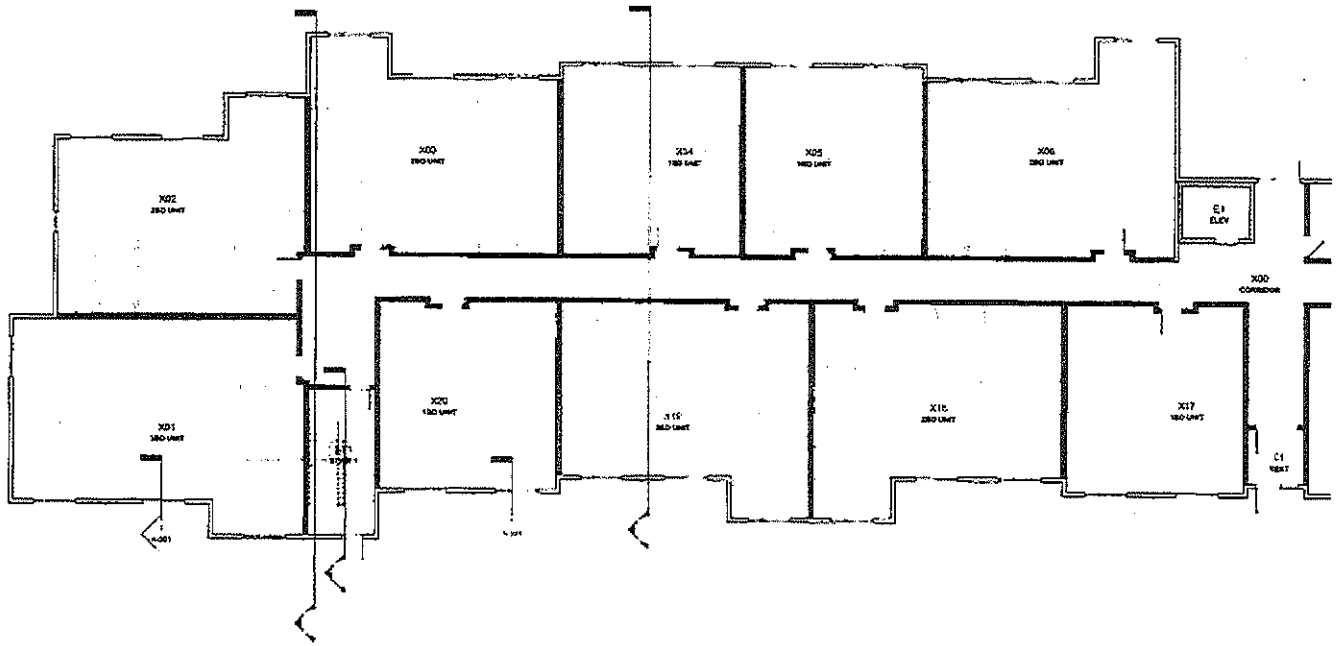
BUILDING B ELEVATIONS

THE OSCAR

BROADWAY & S. BUSINESS DR.

12

rosemann & ASSOCIATES



1 BUILDING B - FIRST FLOOR PLAN
- AREA 1

KEYPLAN

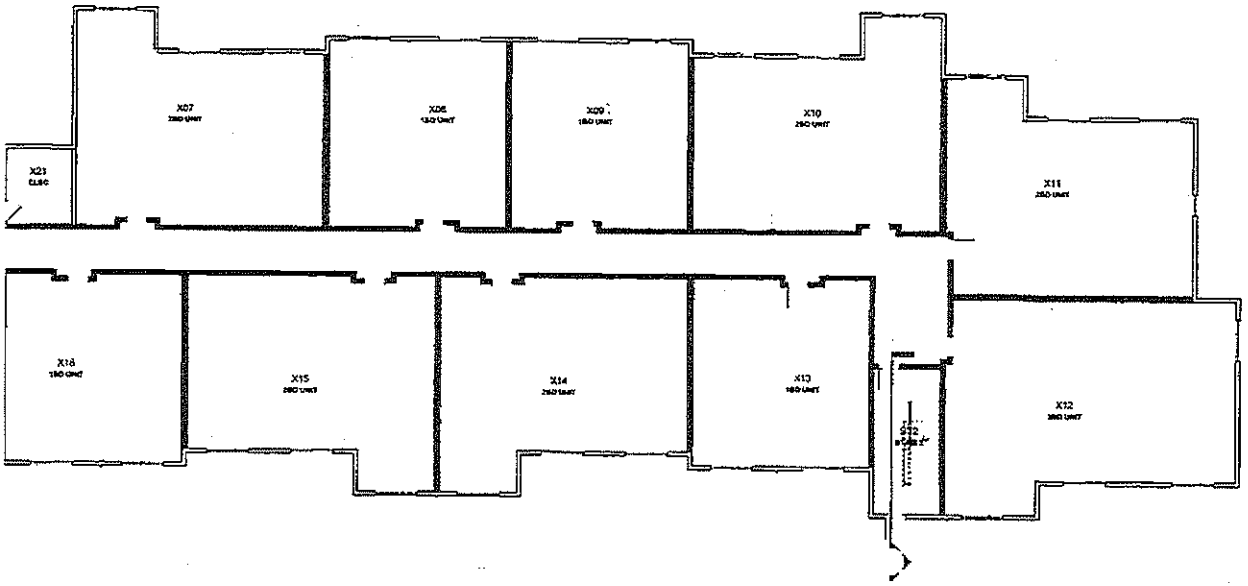
BUILDING B FLOOR PLANS

THE OSCAR

BROADWAY & S. BUSINESS DR.

13

rosemann & ASSOCIATES



1 BUILDING B - FIRST FLOOR PLAN
- AREA 2

KEYPLAN

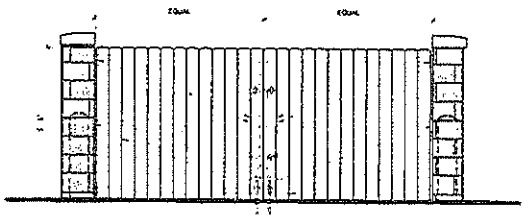
BUILDING B FLOOR PLANS

THE OSCAR

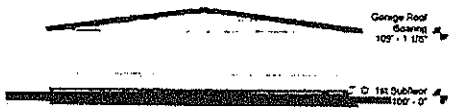
BROADWAY & S. BUSINESS DR.

14

rosemann & ASSOCIATES



1 TRASH ENCLOSURE ELEVATION



2 GARAGE - LEFT ELEVATION

1 GARAGE - FRONT ELEVATION

MATERIAL LEGEND

- 5" FIBER CEMENT SIDING - OFF WHITE
- 7" FIBER CEMENT SIDING - LIGHT GRAY
- HARDIE PANEL - REVEAL SYSTEM
- HARDIE PANEL - VERTICAL BATTEN SYSTEM
- PREFINISHED CORRUGATED METAL SIDING
- FACE BRICK (EXISTING)
- RIBBED CMU BLOCK (EXISTING)
- SMOOTH CMU BLOCK (EXISTING)
- SPLIT FACE CMU BLOCK
- PREFINISHED FIBER TRIM
  - 1-1/2" & 5-1/2" AT WINDOW
  - 11-1/4" AT BANDING
  - 3-1/2" VERTICAL-OUTSIDE CORNER TRIM

GARAGE ELEVATIONS / TRASH ENCLOSURE ELEVATION

THE OSCAR

BROADWAY & S. BUSINESS DR.

15

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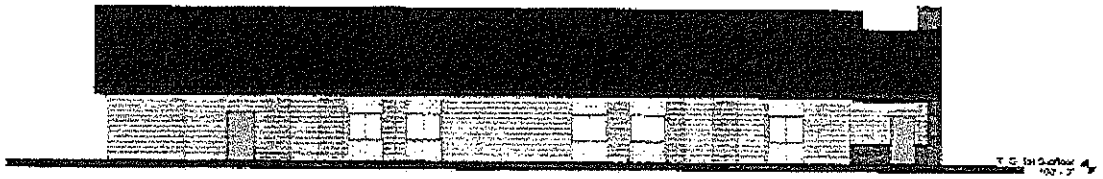
2 COMMUNITY BLDG - LEFT ELEVATION



1 COMMUNITY BLDG - FRONT ELEVATION

MATERIAL LEGEND

- 5" FIBER CEMENT SIDING OFF WHITE
- 7" FIBER CEMENT SIDING LIGHT GRAY
- HARDIE PANEL REVEAL SYSTEM
- HARDIE PANEL VERTICAL BATTEN SYSTEM
- PREFINISHED CORRUGATED METAL SIDING
- FACE BRICK (EXISTING)
- PAINTED CMU BLOCK (EXISTING)
- SMOOTH CMU BLOCK (EXISTING)
- SPLIT FACE CMU BLOCK

PREFINISHED TRIM TRIM @ 4-1/2" AT WINDOW 4" TRIM AT BANDING 3-1/2" VERTICAL OUTSIDE INSIDE CORNER TRIM

COMMUNITY BUILDING ELEVATIONS

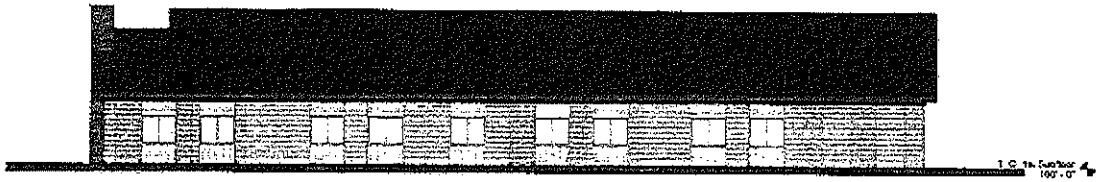
THE OSCAR

BROADWAY & S BUSINESS DR.

16

rosemann & ASSOCIATES

2 COMMUNITY BLDG - RIGHT ELEVATION



1 COMMUNITY BLDG - REAR ELEVATION

MATERIAL LEGEND

- 5" FIBER CEMENT SIDING - OFF WHITE
- 7" FIBER CEMENT SIDING - LIGHT GRAY
- HARDIE PANEL - REVEAL SYSTEM
- HARDIE PANEL - VERTICAL BATTEN SYSTEM
- PREFINISHED CORRUGATED METAL SIDING
- FACE BRICK (EXISTING)
- PAINTED CMU BLOCK (EXISTING)
- SMOOTH CMU BLOCK (EXISTING)
- SPLIT FACE CMU BLOCK
- PAINTED FIBER TRIM - 4/5" & 5-1/2" AT WINDOW - 11-1/4" AT BANDING - 10" VERTICAL OUTSIDE FACES, CORNER TRIM

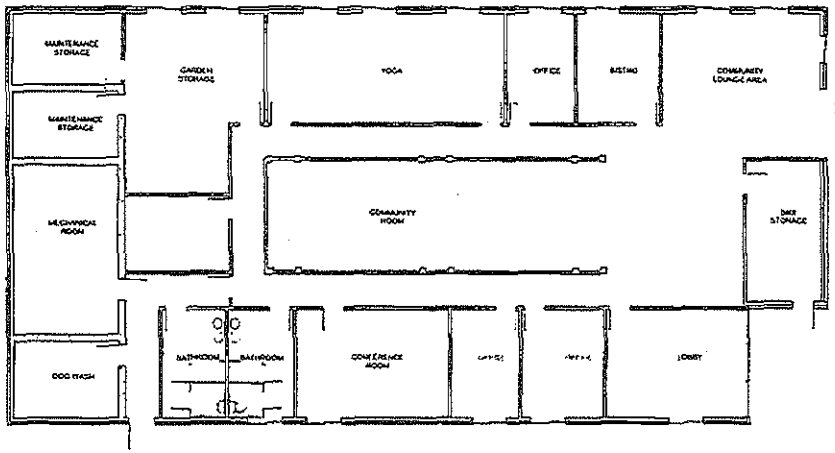
COMMUNITY BUILDING ELEVATIONS

THE OSCAR

BROADWAY & S. BUSINESS DR

17

rosemann & ASSOCIATES



1 COMMUNITY BLDG - FLOOR PLAN

COMMUNITY BUILDING ELEVATIONS

THE OSCAR

BROADWAY & S. BUSINESS DR

rosemann & ASSOCIATES

CITY OF SHEBOYGAN
RESOLUTION 135-26-27

BY ALDERPERSONS BOORSE AND HEIDEMANN.

OCTOBER 26, 2026.

A RESOLUTION approving alcohol beverage/tobacco licenses.

WHEREAS, the following applicant(s) have completed the necessary forms required by the Wisconsin Department of Revenue and/or the City of Sheboygan for applying for an alcohol beverage/tobacco license; and

WHEREAS, the applicant(s) have been provided a list of necessary requirements that must be completed before issuance of such license; and

WHEREAS, City Staff has reviewed the license application(s) and recommends the Common Council grant the alcohol beverage/tobacco licenses for the following applicant(s) contingent upon approvals, inspections, insurance, payment of license fees and meeting State Statute requirements and Sheboygan Municipal Code.

NOW, THEREFORE, BE IT RESOLVED: The Common Council does grant the alcohol beverage/tobacco license(s) for the following applicant(s) contingent upon approvals, inspections, insurance, payment of license fees and meeting State Statute requirements and Sheboygan Municipal Code.

BE IT FURTHER RESOLVED: That the City Clerk be authorized to issue the license(s) after the applicant(s) satisfy the contingency.

"CLASS B" LIQUOR LICENSE (June 30, 2027) (NEW)

No.	Name	Address
3829	Joedea's LLC (Terry's Tap)	1028 Lincoln Avenue

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL _____.

Presiding Officer

_____

Ryan Sorenson, Mayor, City of Sheboygan

Attest

_____

Meredith DeBruin, City Clerk, City of Sheboygan

CITY OF SHEBOYGAN
RESOLUTION 138-26-27

BY ALDERPERSON DEKKER.

NOVEMBER 2, 2026.

A RESOLUTION authorizing the appropriate City officials to resolve Sheboygan County Case No. 2026CV433; Redevelopment Authority of the City of Sheboygan v. EPower Manufacturing, LLC d/b/a Tactik Lighting, LLC and Timothy Wasmer.

WHEREAS, the Redevelopment Authority of the City of Sheboygan ("RDA") entered into a business development loan with EPower Manufacturing, LLC, d/b/a Tactik Lighting, LLC ("ePower") in April, 2016 whereby $300,000 of Community Development Block Grants funds were loaned to ePower for business development purposes; and

WHEREAS, ePower defaulted on their payment obligations several times over the course of the loan period ultimately resulting in the RDA initiating a civil money judgment case in Sheboygan County Circuit Court, Case number 2026CV433, filed in June, 2026; and

WHEREAS, as of the filing date, ePower owed the RDA $27,699.21; and

WHEREAS, ePower has repaid the full balance owed and has proposed resolving the matter by paying an additional $3000.00, representing 63% of total legal fees expended since May 1, 2026; and

WHEREAS, during their October 21, 2026 meeting, RDA voted to recommend the Common Council accept this proposed settlement.

NOW, THEREFORE, BE IT RESOLVED: That the Common Council of the City of Sheboygan approves the proposed settlement and authorizes the Director of Planning and Development and the City of Sheboygan Redevelopment Authority Chair to execute all documents necessary to effectuate this decision.

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL

_____.

Presiding Officer

_____
Ryan Sorenson, Mayor, City of Sheboygan

Attest

_____
Meredith DeBruin, City Clerk, City of Sheboygan

CITY OF SHEBOYGAN
RESOLUTION 133-26-27

BY ALDERPERSON CLOSE.

OCTOBER 27, 2026.

A RESOLUTION of the City Plan Commission of the City of Sheboygan, Wisconsin, approving and recommending the adoption of the City of Sheboygan Comprehensive Plan (Vision 2046).

WHEREAS, pursuant to Sections 62.23(1), (2), and (3) of the Wisconsin Statutes, the City of Sheboygan has established a City Plan Commission with the statutory authority to prepare, amend, and recommend a comprehensive plan to the Sheboygan Common Council; and

WHEREAS, Section 66.1001 of the Wisconsin Statutes outlines the legislative requirements for "Comprehensive Planning" in the State of Wisconsin, mandating that local units of government that enact or enforce zoning, subdivision, or official mapping ordinances must adopt a comprehensive plan conforming to these requirements; and

WHEREAS, the City Plan Commission, in close coordination with the City's Department of Planning and Development and the Bay-Lake Regional Planning Commission, has developed an updated 20-Year Comprehensive Plan to assist local officials with decision-making on future growth, development, housing, infrastructure, and preservation through the year 2046; and

WHEREAS, the Common Council adopted a Public Participation Plan for the comprehensive planning process as required by Wis. Stat. S. 66.1001(4) on December 2, 2024 and the City has conducted meetings and other public participation activities while developing the comprehensive plan; and

WHEREAS, the draft Comprehensive Plan incorporates an updated Future Land Use Map and explicitly addresses all nine mandated statutory elements, including population and housing, economic development, transportation, and natural, agricultural, and cultural resources; and

WHEREAS, the Plan Commission duly noticed a public hearing on October 13, 2026, and a public hearing before the Common Council, which will be held on December 7, 2026; and

WHEREAS, the City Plan Commission finds the proposed Comprehensive Plan to be internally consistent, reflective of current community priorities, and vital to guiding Sheboygan's future as a diverse and prosperous coastal community.

NOW, THEREFORE, BE IT RESOLVED: That the City Plan Commission of the City of Sheboygan hereby recommends to the Common Council the approval of the Comprehensive Plan embodied in the report titled, “City of Sheboygan Comprehensive Plan,” inclusive of all maps and descriptive text.

BE IT FURTHER RESOLVED, that the City Plan Commission hereby recommends that the Common Council enact an Ordinance adopting the Comprehensive Plan.

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL _____.

Presiding Officer	Attest
_____	_____
Ryan Sorenson, Mayor, City of Sheboygan	Meredith DeBruin, City Clerk, City of Sheboygan

City of Sheboygan

Comprehensive Plan

City of Sheboygan

Comprehensive Plan

Adopted: _____

DRAFT

Prepared by:
Bay-Lake Regional Planning Commission
1861 Nimitz Drive
De Pere, WI 54115

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Regional Planning Commission | Since 1972

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Executive Summary

Located along the shores of Lake Michigan, the City of Sheboygan, Wisconsin is a vibrant community known for its historic downtown, industrial heritage, cultural amenities, and diverse recreational opportunities. Together, these qualities make Sheboygan not only an attractive tourism destination, but also a desirable place to live, work, and play.

Purpose of the Comprehensive Plan

The City of Sheboygan Comprehensive Plan aims to guide the city toward its 20-year vision as *a diverse and prosperous coastal community*. The plan will assist local officials with decision-making on future growth, development, and preservation through 2046. Prepared in coordination with City staff, elected officials, community stakeholders, and residents, the plan establishes the community's overall goal of maintaining and enhancing the quality of life in Sheboygan while also fulfilling Wisconsin's statutory planning requirements.

The plan is organized around a series of topic areas including population and housing, natural, agricultural, and cultural resources, utilities and community facilities, economic development, transportation, land use, intergovernmental cooperation, and implementation. Together, these elements establish a comprehensive guide for managing growth, supporting community priorities, and planning for the city's long-term future.

Key Priorities

Key priorities identified throughout the Comprehensive Plan are intended to guide future decision-making, investment, and community development through 2046.

Key priorities, organized by the elements discussed in this plan, include:

Housing and Neighborhoods

- Expand affordable housing, support neighborhood renewal, further develop the Sheboygan Pedestrian Pathway, commit to the "10-Minute City" model, and promote mixed-use and walkable communities.

Natural and Environmental Resources

- Support policies, development, and activities that promote climate resilience, green infrastructure, sustainable agriculture, and urban forestry.

Cultural Resources

- Expand cultural events, support local arts and the creative economy, strengthen entertainment options, support educational institutions through well-planned surrounding development that ensure safe streets, and support a pet-friendly community.

Economic Development

- Promote the arts and support artists, enhance waterfront amenities, revitalize the city center, develop the southwest corridor, partner with local industry for workforce development, and capitalize on emerging economic opportunities.

Transportation and Mobility

- Support the development, design, and maintenance of complete streets, create safe, accessible, and connected urban environments that encourage active transportation, prioritize the expansion and continuity of transit program options, and strengthen services to airports.

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Utilities and Community Facilities/Services

- Enhance Fire Department operational capabilities and advance emergency medical services, continue to prioritize neighborhood-based policing, prioritize marina revitalization, support high-quality water and prioritize lead service line replacement, and continue to strengthen, develop, design, and maintain public infrastructure.

Emerging Focus Area

- Invest in parks, trails, and wellness-oriented development, position Sheboygan as an economic hub, strengthen local non-profit partnerships to support the unhoused population, and expand seasonal entertainment options.

Intergovernmental Cooperation

- Participate in and support neighborhood associations' outreach and initiatives, strengthen regional partnerships for shared services, foster operational collaborations, and seek multi-governmental support for funding and policy.

Future Land Use

The Future Land Use Plan and accompanying 20-Year Future Land Use Map provide a framework for guiding growth and development through 2046. The land use designations are based on existing development patterns, anticipated growth trends, infrastructure capacity, and environmental considerations, such as floodplains, wetlands, and the Lake Michigan coastline. Together, these tools help guide land use and implementation decisions that will aim to achieve the city's long-term vision.

A land needs analysis for the 20-year planning period concludes that an additional 1,056 gross acres of residential land and 246 gross acres of commercial/industrial land may be needed by 2046.

Priority Growth Areas

Priority growth areas can be defined as specific, locally identified locations targeted for new housing, jobs, and community amenities. The priority growth areas identified in this plan include:

- Indiana Avenue Corridor
- 8th Street/ Michigan Avenue (Downtown Area)
- South Enterprise Business Park
- South Pier
- Gateway Neighborhood
- River Bend Neighborhood
- Sheboygan's Downtown Districts

Each area varies in current and future use objectives, but all share the goal of serving as hubs for future development.

Implementation

The Comprehensive Plan, which will be implemented by City staff and the City's Plan Commission, elected officials, and committees, is intended to function as a living document that guides future policies, capital improvements, development processes, and planning initiatives. Regular evaluation will help ensure the plan remains responsive to changing community needs and future opportunities.

Together, the goals, recommendations, and strategies outlined in this plan provide a coordinated framework for preserving Sheboygan's character while supporting sustainable growth, economic vitality, and quality of life through 2046.

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Introduction

Purpose of the Comprehensive Plan

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

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

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

Accordingly, this plan establishes updated priorities and actions to guide decision-making in Sheboygan over the next 20 years. It serves as a foundational guide to support the documented policies, any future changes to ordinances, and other planning initiatives or efforts undertaken through 2046.

Planning Process

This plan was prepared by the City of Sheboygan with the assistance of the Bay-Lake Regional Planning Commission. The process involved the following:

- Review of past and relevant planning efforts led by the City of Sheboygan or other entities. Efforts reviewed and considered included:
  - Sheboygan's previous Comprehensive Plan (2011)
  - Sheboygan's Downtown Districts Master Plan (2019)
  - City of Sheboygan Housing Study 2023-2032 (2023)
  - 2024-2028 Comprehensive Outdoor Recreation Plan (2023)
  - Year 2050 Sheboygan Area Transportation Plan
  - Sheboygan Waterfront Park & Marina Master Plan (2023)
  - Gartman Farms Neighborhood Development Plan (2024)
  - Sheboygan Area Sewer Service Area Plan (2026)
  - Sheboygan County Farmland Preservation Plan (2023)
- Discussions with City staff and City of Sheboygan Plan Commission.
- Stakeholder engagement and public outreach.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.

The City of Sheboygan should continue to review this plan annually and is required to update it at least once every ten years, or when officials identify a pressing need.

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Outreach and Engagement

A comprehensive plan, while rooted in technical analysis, is also based on the community's local values. As a result, the City of Sheboygan utilized recently conducted surveys as well as solicited input from the public, stakeholders, Sheboygan's Plan Steering Committee and City staff, and elected officials in a variety of ways.

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The following summarizes the surveys used, along with other engagement and outreach activities that occurred during the plan development process.

City Survey Results Utilized

- City of Sheboygan Community-Wide Needs Survey - 2024: covered key topics included housing, services for unhoused persons, community services, assistance to local businesses, and community facilities
- Sheboygan Waterfront + Marina Masterplan

Mobile Event

In September 2024, Mayor Ryan Sorenson hosted a community bicycle tour to engage residents in the City's Comprehensive Plan development. The 7-mile ride included discussions on transportation infrastructure and future development at various stops.

Plan Meetings

The planning process included working meetings with the staff of the City of Sheboygan Planning and Development Department as well as a Steering Committee consisting of other City department staff. The purpose of these meetings were to receive feedback and provide direction on the content of the plan as it was developed.

SWOT Exercise

The strengths, weaknesses, opportunities, and threats (SWOT) exercise allowed respondents to identify the City of Sheboygan's economic development strengths, weaknesses, opportunities, and threats. The online SWOT exercise was open from July 2025 through November 2025. Please reach out to the City for the results of the SWOT exercise.

Farmers Market

On August 27, 2025, the Bay-Lake RPC staffed a booth at the Sheboygan County Interfaith Organization (SCIO) Farmers Market to educate citizens about the plan, the planning process, and gather ideas on the City's short and long-term growth.

Public Open House

The City hosted two open houses, facilitated by Bay-Lake RPC, to communicate project status and to highlight key findings of the project to the public. The open houses were intended to be informative and educational, and allowed for the collection of feedback from the public. The open houses were held at differing times on March 19, 2026. Total attendance with both open house sessions was 111.

Other Public Engagement for the Comprehensive Plan

- April 10, 2026 - The City conducted a community engagement session at Uptown Social. The event drew 40 people.

- April 11, 2026 - City staff facilitated a public event at Uptown Social. Twenty individuals attended the session.
- April 20, 2026 - City staff met with small to medium businesses via the Chamber of Commerce. There were 17 businesses in attendance at the event.
- April 28, 2026 - The City of Sheboygan Plan Commission facilitated a public comment period during its meeting, Several citizens and stakeholders in attendance, along with members of the Plan Commission, provided feedback on the comprehensive plan.
- July 9, 2026 - City staff facilitated a community engagement event at Paradigm Coffee Shop. Approximately 50 individuals attended the event.
- Mayor Ryan Sorenson presented on the development of the comprehensive plan at several events including the Chamber of Commerce economic outlook event, Rotary Club, Kiwanis Club, etc.
- Several poster displays were accessible daily in the lobby of the Sheboygan City Hall. The material was available for public review and comment.

City History

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

Officially charted in 1853, it is believed that Sheboygan received its name from the Chippewa Indian word meaning “passage or waterway between the lakes”. Sheboygan grew rapidly after its founding with the addition of a mail route from Milwaukee. Furthermore, an increase in ships and schooners entering Sheboygan’s harbor also increased its population.

The Sheboygan area has a strong German heritage which helped shape the city’s food scene, with bratwurst becoming an iconic staple for the community. So much, that following a contest in 1970, the city was awarded the title of “Bratwurst Capital of the World.” Sheboygan’s fame for its quality sausage production continues today with a mix of area producers ranging from global brands to traditional makers and local institutions.

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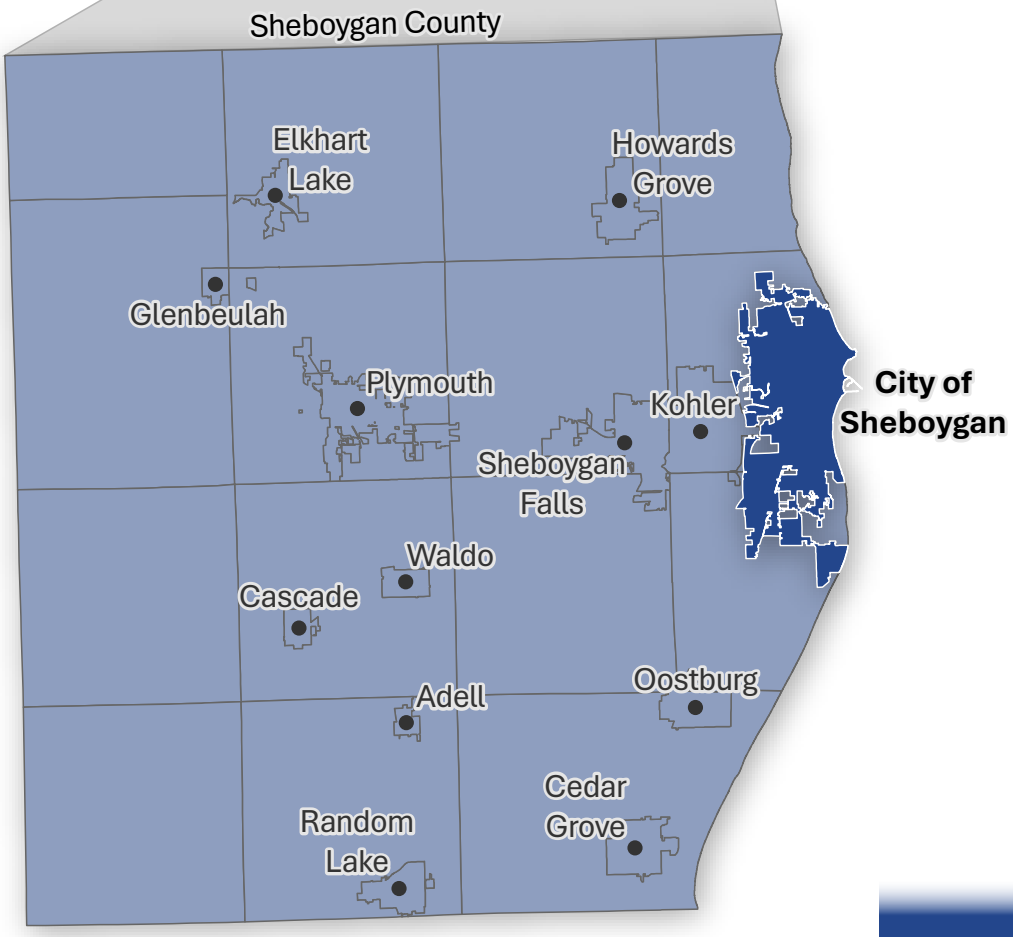
Being a vibrant lakefront community, the City of Sheboygan features several miles of beaches and is known for its variety of water sport activities on Lake Michigan ranging from relaxing paddling to high-adrenaline motorized activities. Even being deemed the “Malibu of the Midwest” by the surfing community. Sheboygan is ideally situated geographically along a key transportation corridor for economic growth, especially for tourism. It is easily accessible to travelers heading north to Door County and the Fox Valley or south to Milwaukee and Chicago.

Sheboygan’s historic downtown offers exceptional shopping, dining, and entertainment experiences, and also includes the Harbor Centre district. This dynamic area features lakefront and riverfront destinations, unique lodging, retail and service businesses, and high-quality restaurants.

City Profile



Population (2020)
49,929

Source: 2020, Decennial Census

Median Age
36.8 years

Source: American Community Survey 2023, 5-year estimates

Total Occupied Housing Units (Permanent Housing)
21,371 households

Source: American Community Survey 2023, 5-year estimates

Average Household Size
2.29 people per unit

Source: American Community Survey 2023, 5-year estimates

Median Household Income
$62,953

Source: American Community Survey 2023, 5-year estimates

Median Earnings
$45,670

Source: American Community Survey 2023, 5-year estimates

Civilian Labor Force
26,327

Source: American Community Survey 2023, 5-year estimates

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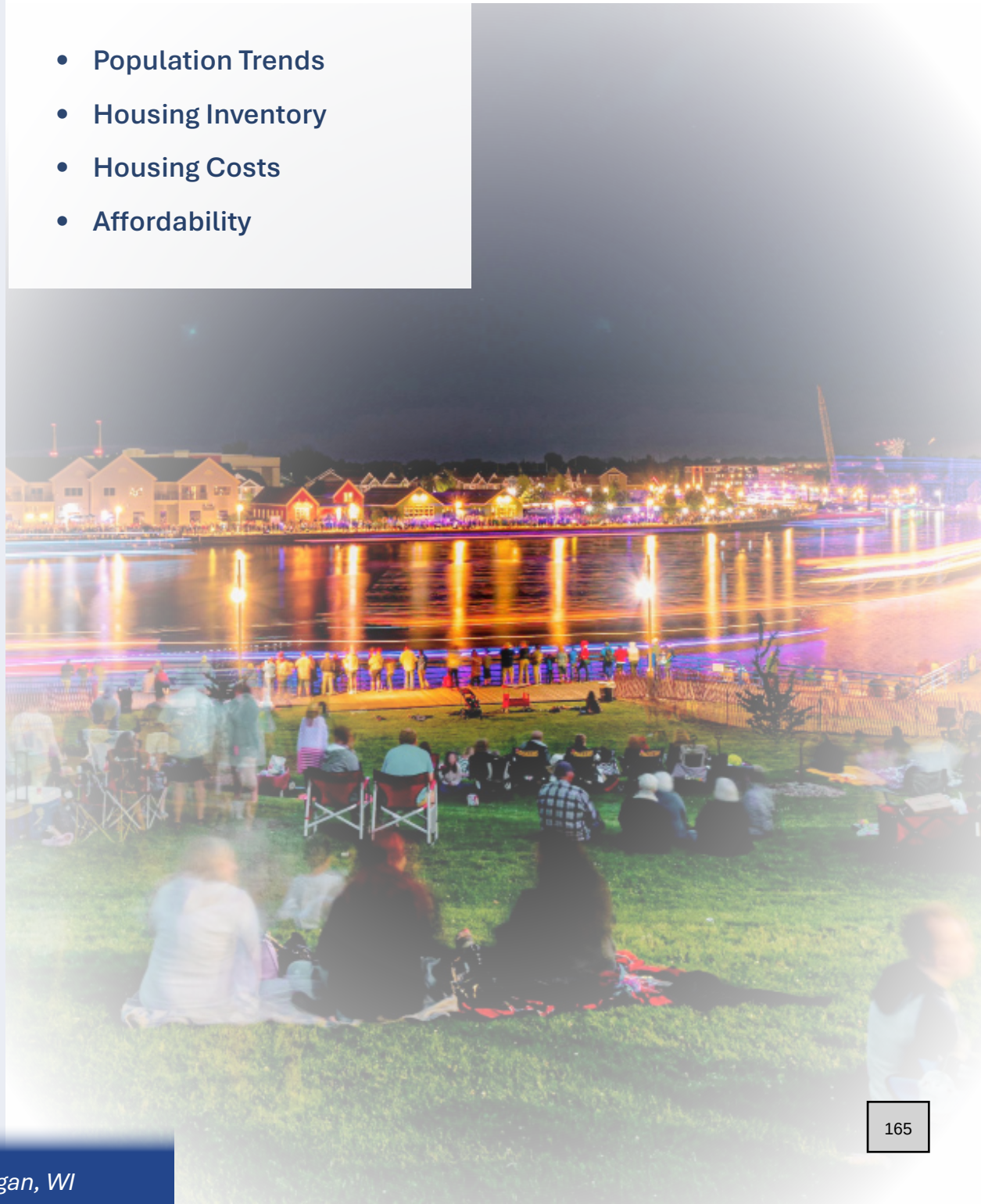
Population and Housing

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

- Population Trends
- Housing Inventory
- Housing Costs
- Affordability



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Population Trends

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

Exhibit 1: Population Trends, 2000 - 2020

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

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

Population Distribution by Age

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

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

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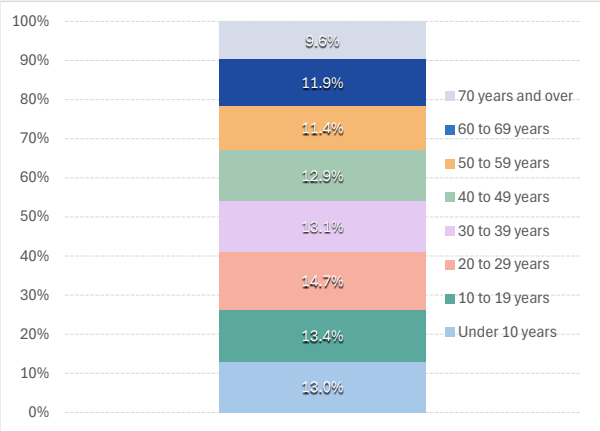
Exhibit 2: Population Distribution by Age Cohort



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

Exhibit 3: Average Age Trends

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

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

Population Distribution by Race

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

In 2010, over 82 percent of the city's population identified as white but by 2023, that percentage dropped to 72 percent, along with a net population loss of 4,593. This group remains the largest racial demographic, but it is the only group to experience a population decrease over the last decade.

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

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

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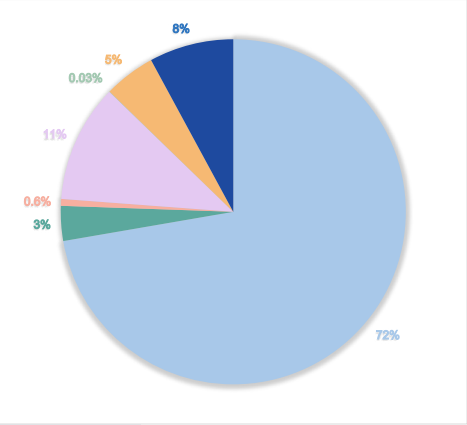
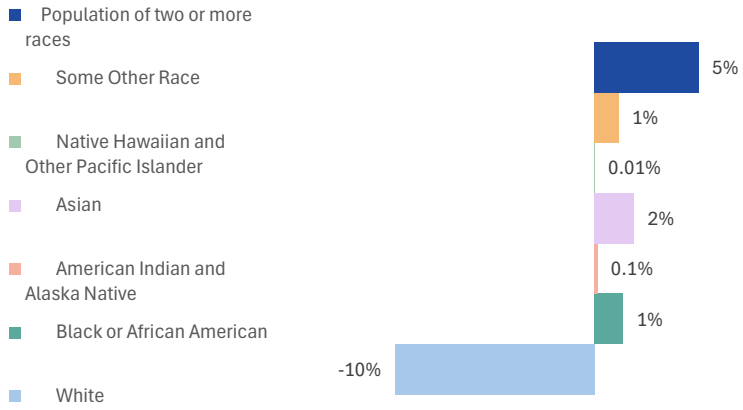
Exhibit 4: Race Composition



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

Exhibit 5: Race Composition Percentage Change



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

Ethnic Composition

- White (Non-Hispanic) = 33,942 (68% of the total population)
- Total Minority = 15,703 (32% of the total population)
  - Hispanic or Latino Population = 6,264 (13% of the total population)

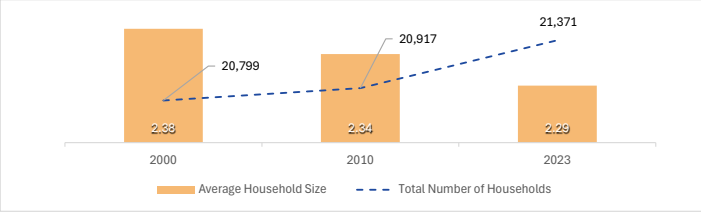
Housing Inventory

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

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

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

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



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

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

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

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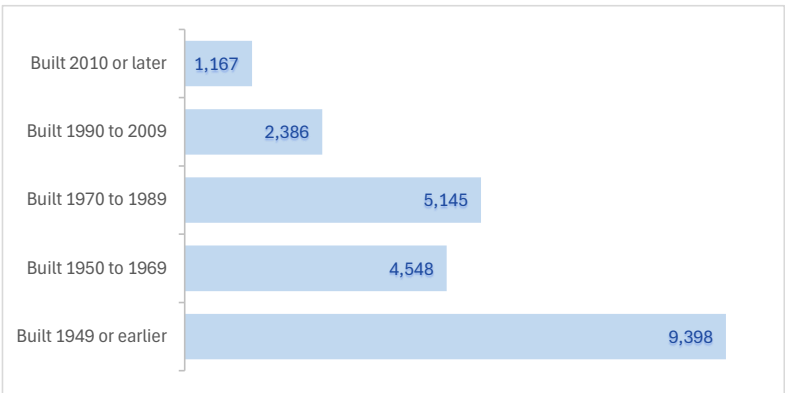
Exhibit 7: Year Housing Units Were Built

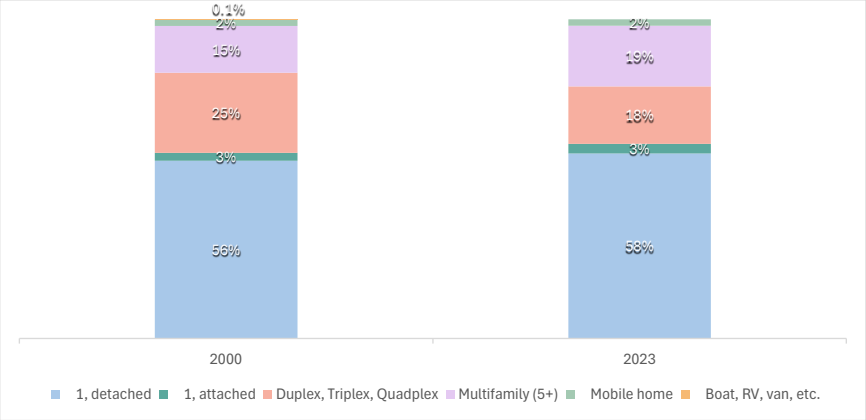


Source: US Census Bureau, ACS 5-year (2019-2023)

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

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

Exhibit 8: Change in Housing Mix



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

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Tenure

Sheboygan

Owner Occupied: 60%

Renter Occupied: 40%

Sheboygan County

Owner Occupied: 71%

Renter Occupied: 29%

Wisconsin

Owner Occupied: 68%

Renter Occupied: 32%

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

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

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

Vacancy

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

Vacancy Rate:
5.6%

Homeowner Vacancy Rate:
1.6%

Rental Vacancy Rate:
2.3%

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

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

Housing Costs

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

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

Rising housing prices in the Sheboygan area and nationwide are mostly due to a disparity in the real estate market, resulting from high buyer demand and low housing supply.

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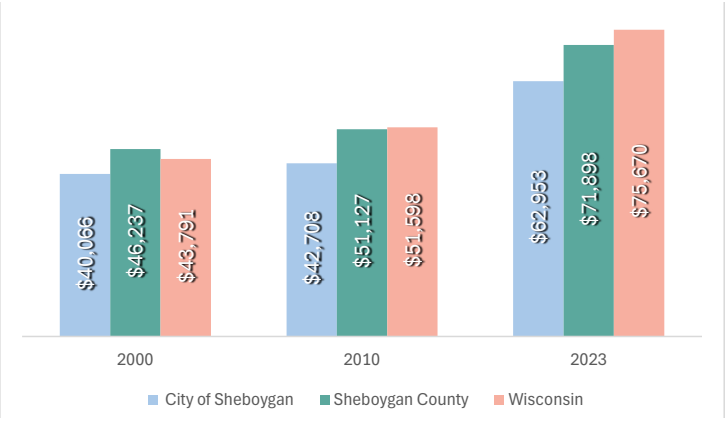
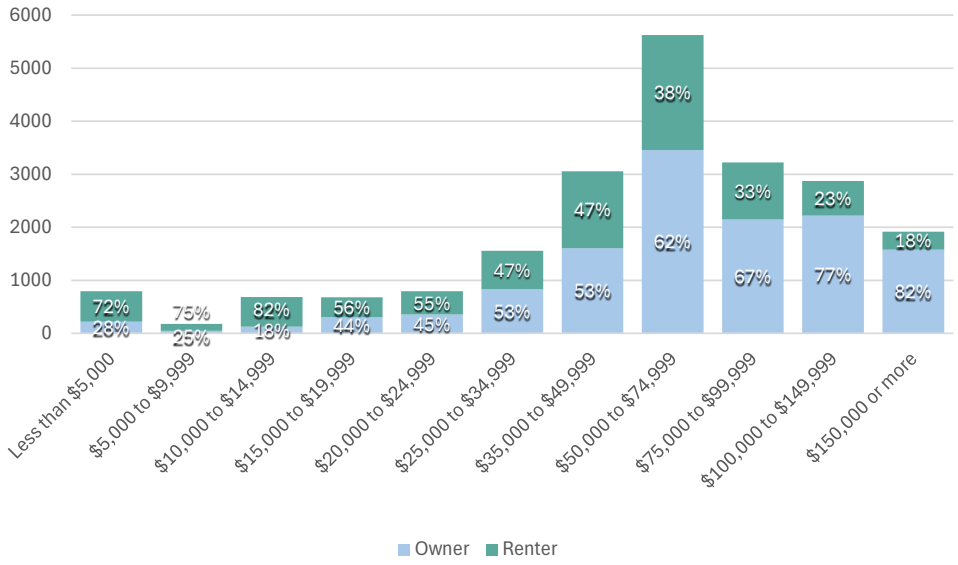
Exhibit 9: Change in Median Household Income



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

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

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



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

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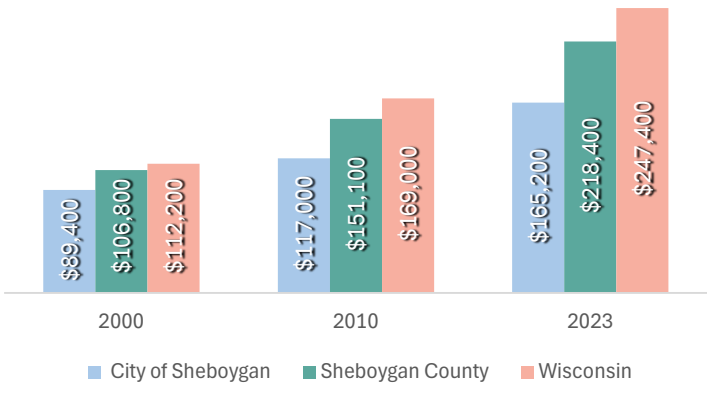
In 2023 it was estimated that the median home value in Sheboygan was $165,200, up nearly $76,000 (or 85 percent) from 2000. While this growth is consistent with statewide trends, Sheboygan's home values remain lower and have increased slower than county and state averages.

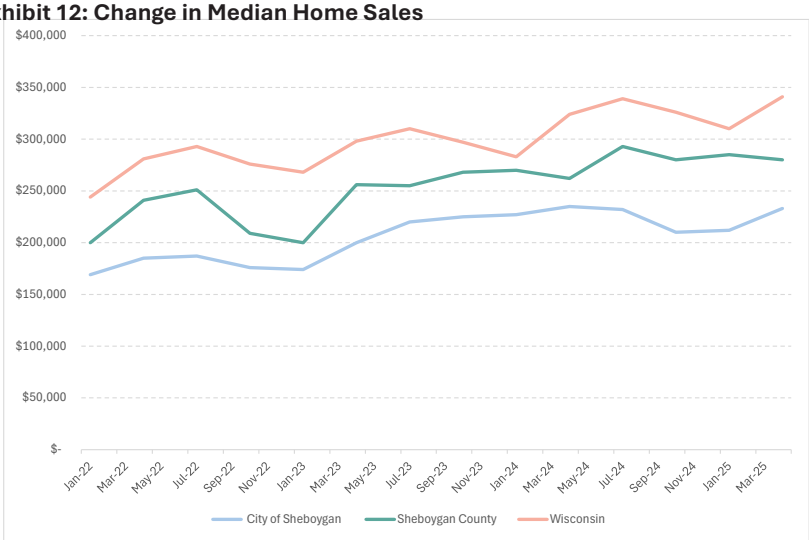
Exhibit 11: Change in Median Home Value



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

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

Exhibit 12: Change in Median Home Sales



Source: Redfin

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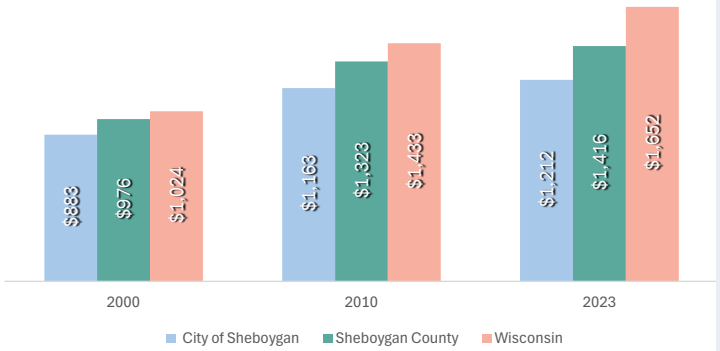
With rising home prices have come rising mortgage costs, reflecting both increased home values and higher interest rates. The median monthly owner cost with a mortgage in Sheboygan has risen by 37 percent since 2000. Rising mortgage rates and limited housing supply may further push monthly costs upward, particularly for first-time buyers who are already facing affordability barriers. These increases can significantly impact housing access, especially for households with incomes below the city's median.

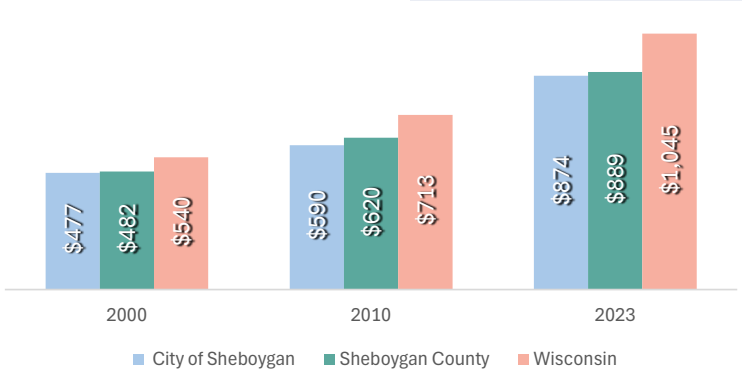
Rental costs have also increased in Sheboygan, with sharp growth in recent years reflecting shifts in demand and constrained rental supply. Since 2000, median gross rent has risen 83 percent, growing from $477 to $874. These rising costs may pose challenges for lower-income renters, especially as income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

Exhibit 13: Change in Median Monthly Housing Cost with Mortgage



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

Exhibit 14: Change in Median Rent

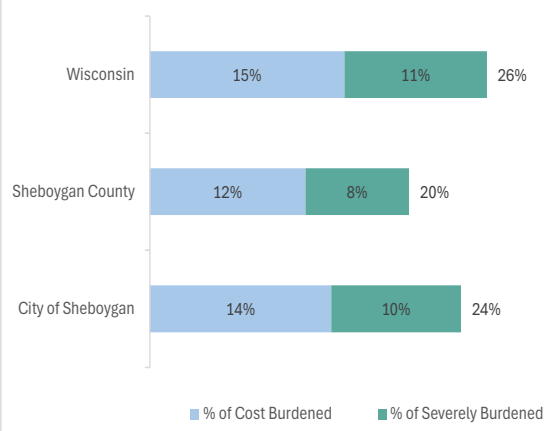


Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

Affordability

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

Exhibit 15: Rates of Housing Cost Burden



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

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

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

Exhibit 16: Affordable Housing Characteristics, Sheboygan, 2023 Estimate

	Extremely Low	Very Low	Low	Middle	High
Income Range (Annual):	≤ $32,150	$32,151 - $47,400	$47,401 - $75,850	$75,851 - $122,399	≥ $122,400
Existing Households (#):	4,240	2,969	6,261	4,398	3,503
Existing Households (%):	20%	14%	29%	21%	16%
Affordable Housing Costs (Monthly):	≤ $804	$805 – $1,185	$1,186 – $1,896	$1,897 – $3,060	≥ $3,061

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

Future Demand

According to the *Sheboygan Housing Study* completed in 2023, the City expects the number of households to grow to between 21,320 and 22,740 by 2032. Additionally, the study reports that based on census data, the preliminary five-year projection for all needed units is between 1,300 to 1,850. Maintaining this pace, the City of Sheboygan may need an additional 7,400 housing units by 2046.

More details on housing needs, demand forecasts, and recommendations can be found in the *Sheboygan Housing Study* and the Land Use element of this comprehensive plan document.

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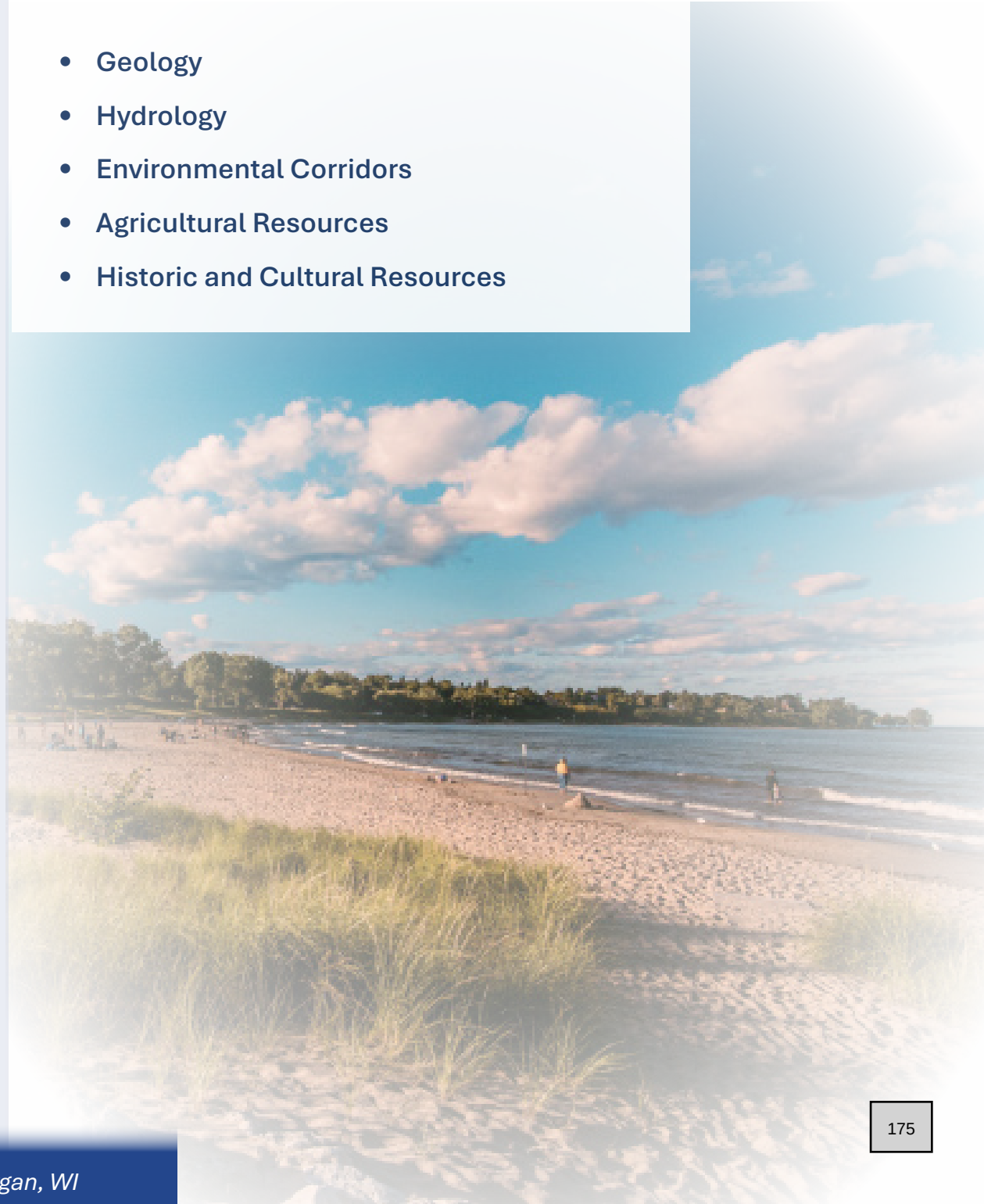
Natural, Agricultural, and Cultural Resources

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

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



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Geology

Topography

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

Soil Characteristics

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

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

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Hydrology

Watersheds

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

Surface Waters

Rivers and Creeks

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

Lake Michigan

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

As a major freshwater system, Lake Michigan supports habitat, is a significant asset in the City's recreation and tourism, and is a major component of the City's identity.

Shoreline

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

Wetlands

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

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Ground Water

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

Floodplains

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

Woodlands

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

Significant Natural Areas

Kohler-Andrae State Park

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

GREEN TIER
Legacy Communities

The City of Sheboygan is designated as a **Green Tier Legacy Community** focused on advancing sustainable practices. The efforts of the Green Tier Communities network will help the City integrate objectives into the future planning efforts and assist with building resiliency.

Environmental Corridors

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

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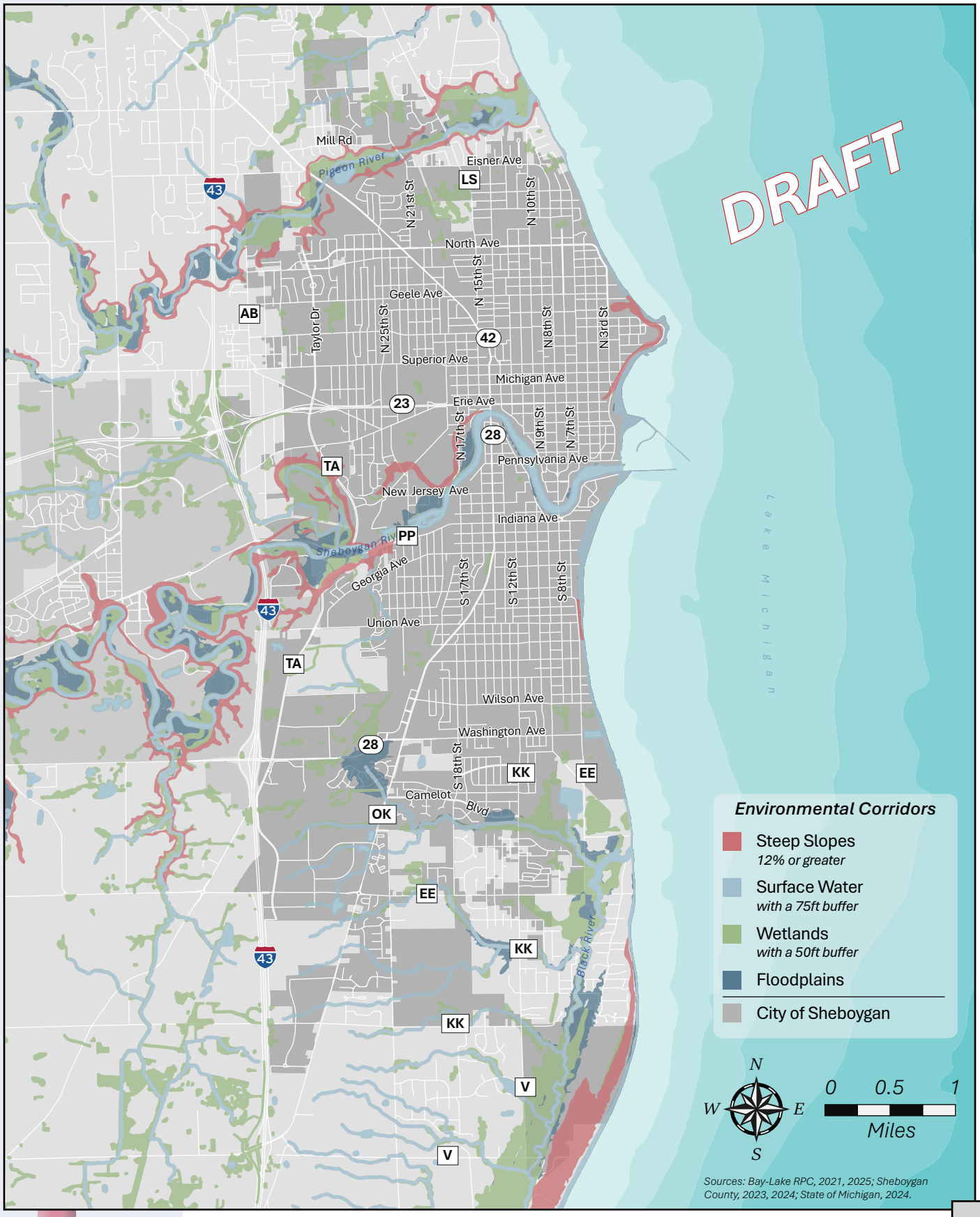
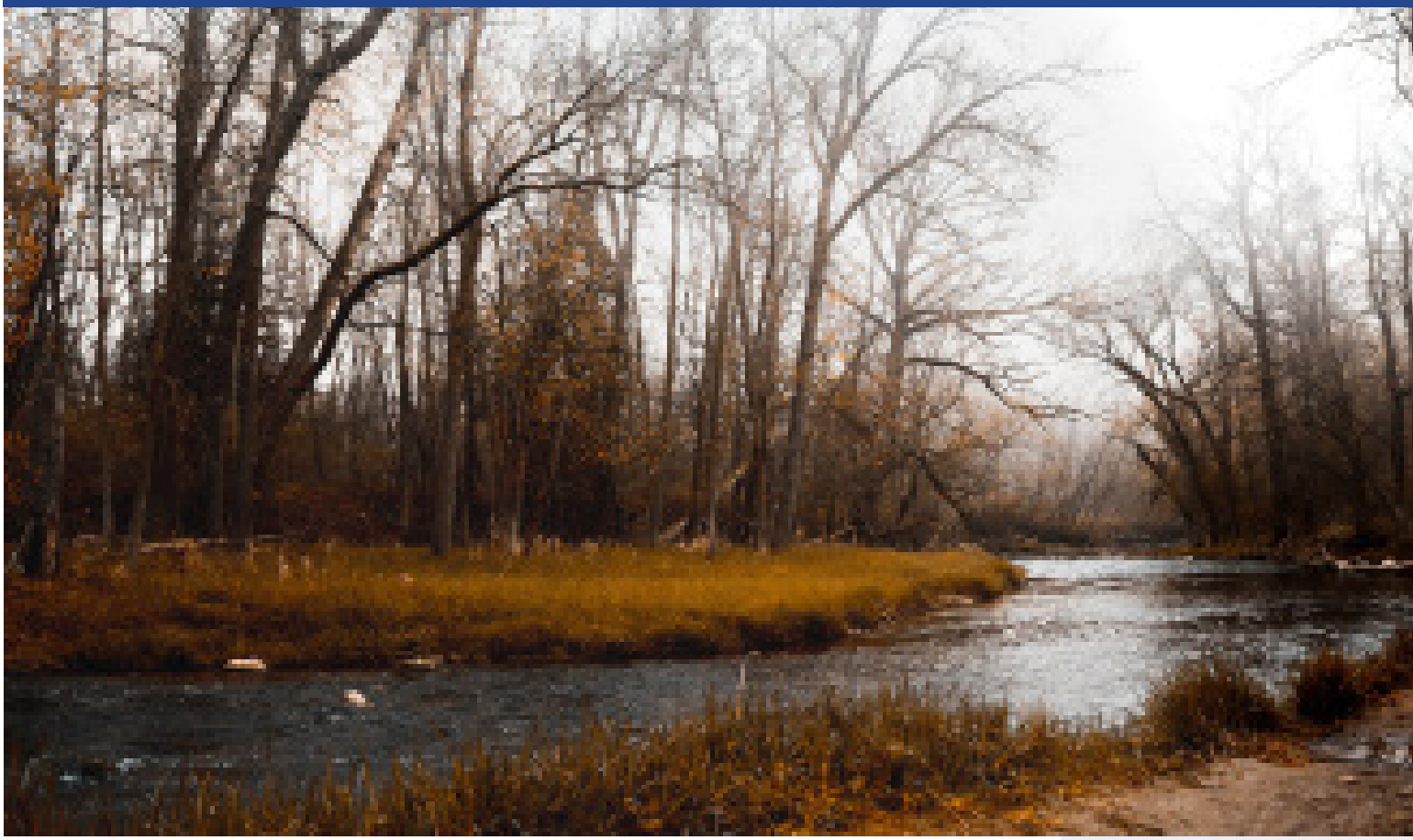
Air Quality

According to the U.S. Environmental Protection Agency (EPA), areas along the shoreline of Sheboygan County remain out-of-compliance with national standards for ground-level ozone. These locations are identified as "non-attainment" areas, or areas that do not meet the EPA's 2015 8-hour ozone National Ambient Air Quality Standards (NAAQS) (70 parts per billion). Lakeshore areas, including the City of Sheboygan, experience air quality challenges mostly due to industrial emissions from other states and weather conditions/ patterns that concentrate the ozone along the Lake Michigan shoreline.

In addition to ozone presenting a health risk to its residents, the City may also be subject to certain requirements to reduce ozone-forming pollution and requires the WDNR to submit plans for reducing the levels of ozone. Several methods to meet the ozone standard may include reduction strategies on emissions by businesses, transportation emissions, etc.

Map 1: Environmental Corridors





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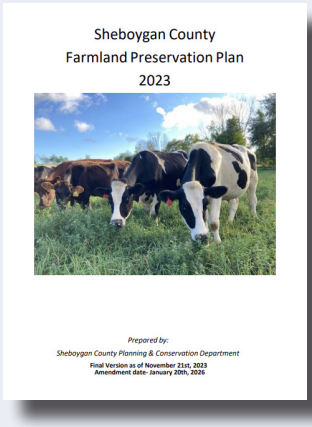
Agricultural Resources

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

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

Sheboygan County Farmland Preservation Plan



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

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Historic and Cultural Resources

Historical Resources

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

Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI documents a wide range of historic properties that create Wisconsin's distinct cultural landscape. As of September 2025, there are 1,770 historic sites and structures in the City of Sheboygan and twenty-eight have been listed on the State and/or National historic registers.

Buildings on the National Register of Historic Places

- "Hetty Taylor" Shipwreck
- John Balzer Wagon Works Complex
- Thomas M. and Bridget Blackstock House
- Downtown Churches Historic District
- Henry Foeste Store
- John Pfeiler House / Friendship House
- Garton Toy Company
- Henry and Charles Imig Block
- Jung Carriage Factory
- Jung Shoe Manufacturing Company Factory
- John Michael Kohler House
- Henry and Henriette Roth House
- Sheboygan County Courthouse
- Sheboygan Post Office
- Judge David Taylor House
- Third Ward School House
- IC Thomas Drug Store
- Wolff-Jung Company Shoe Factory
- Sheboygan Theater
- Windway
- Washington Elementary School
- The Sheboygan Press
- Sheboygan Municipal Auditorium and Armory (Demolished)
- Selah Chamberlain Shipwreck (Bulk Carrier)
- Eliza Prange House
- Badger State Tanning Company
- Kletzien Mound Group (47-SB-61) at Sheboygan Indian Mound Park
- Sheboygan Montgomery Ward

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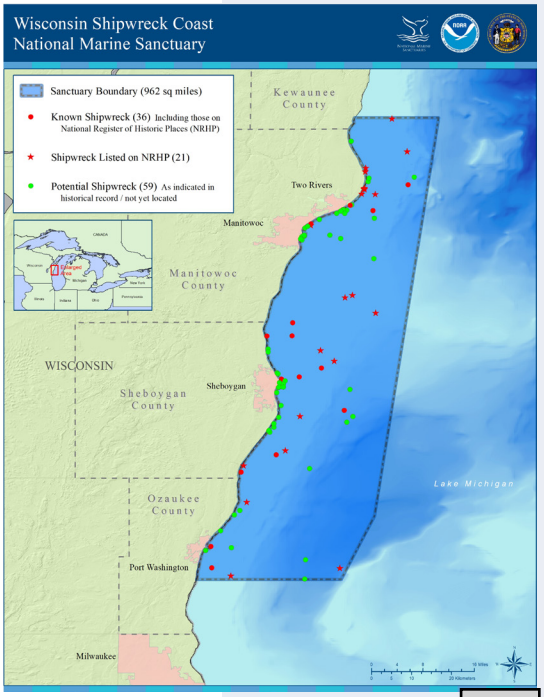
National Marine Sanctuary

Sheboygan is part of the Wisconsin Shipwreck Coast National Marine Sanctuary and this designation provides a partnership with NOAA and significant tourism opportunities with the community and visitors.

The Marine Sanctuary is a 962-square-mile area of Lake Michigan that contains 36 known shipwreck sites. The designated NOAA site protects important habitats, safeguards historic shipwrecks, and offers various outdoor recreation experiences.



Cultural Resources

John Michael Kohler Arts Center

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

Above & Beyond Children's Museum

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

Sheboygan County Historical Museum

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

The Stefanie H. Weill Center for the Performing Arts

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

Sheboygan Visual Artists

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

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City Green

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

Kohler Art Preserve

The Kohler Art Preserve is a one-of-a-kind museum dedicated to the preservation and exhibition of artist-built environments and works by self-taught artists. Opened in 2021, the Art Preserve houses an expansive collection of immersive installations, sculptures, and mixed-media works created by artists from across the United States. Designed to celebrate creativity outside traditional art institutions, the Art Preserve offers visitors a dynamic and exploratory experience while further establishing Sheboygan as a destination for arts and culture.

Community Events and Activities

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

- Farmers Market
- Food Truck Mondays
- Greek Fest
- Fiesta Hispana
- Hmong New Year
- Midsummer Festival of Arts
- Brat Days
- Power Boat Races
- Freedom Fest
- Pride Picnic
- Hmong Summer Festival
- Juneteenth
- Summer Solstice Street Music Festival
- River Fest
- Making Spirits Bright
- Parades (Independence Day, Memorial Day, Holiday)

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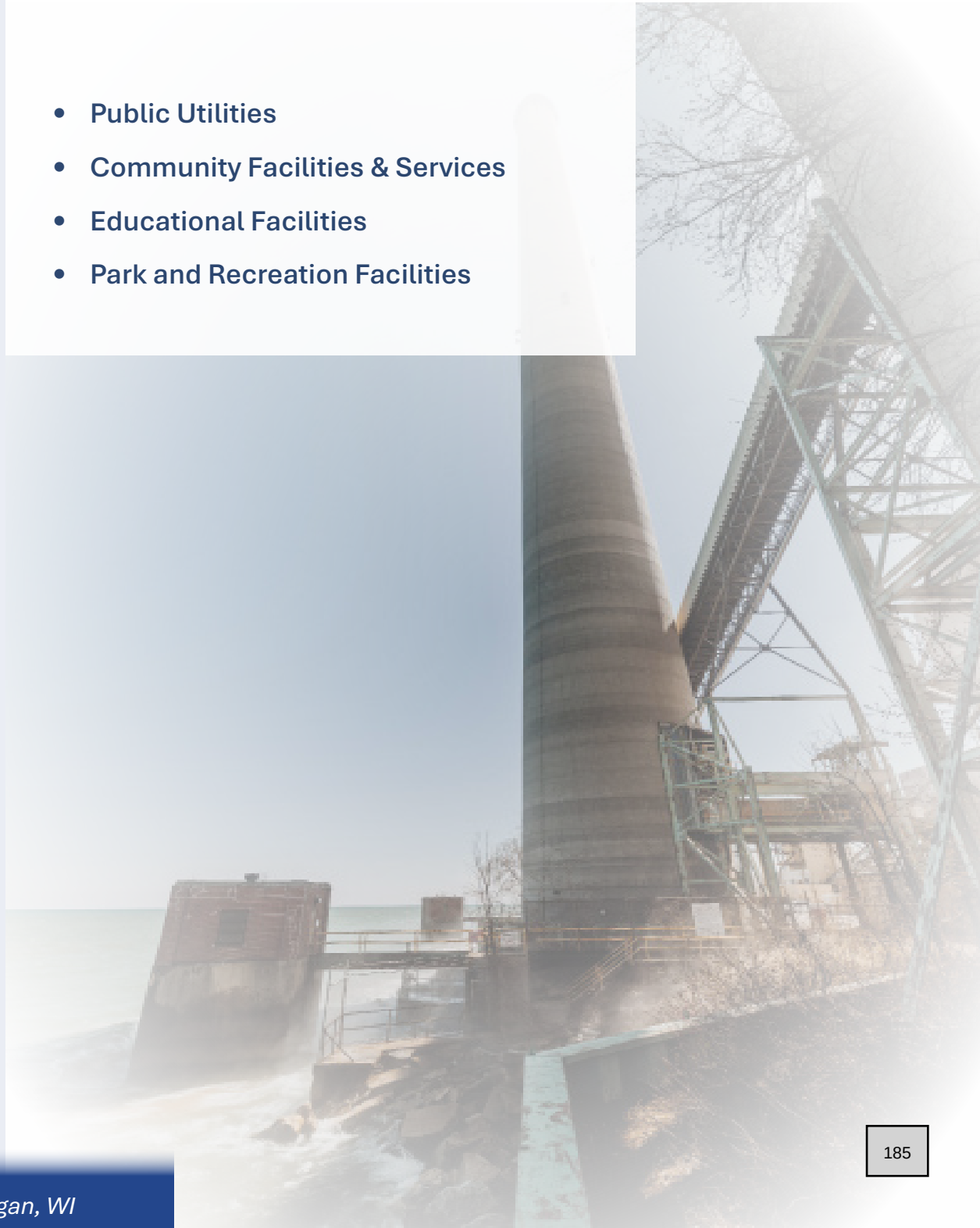
Utilities and Community Facilities

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

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



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Public Utilities

Sanitary Sewer and Wastewater Treatment

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

The Sheboygan Regional Wastewater Treatment Facility (WWTF) is operated and maintained by the City of Sheboygan. In addition to the City of Sheboygan, the WWTF treats wastewater from the City of Sheboygan Falls, Village of Kohler, Town of Sheboygan, and Town of Wilson. The SSA is broader and not specific to the WWTF. The facility treats an average of 18 million gallons of wastewater a day, with a capacity of 58.6 million gallons.

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

Stormwater Management

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

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

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

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Mini-Storm Sewers

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

Water Supply

The Sheboygan Water Utility provides water for the City of Sheboygan, Sheboygan Falls, and Kohler. Operating on a 4.6-acre site located on 72 Park Avenue, off the shore of Lake Michigan, the facility produces an average of 15 million gallons of water per day.

Sheboygan Water Utility also maintains an extensive network of 205 miles of water mains, 3000 valves, 2000 fire hydrants, three booster stations, and six reservoir tanks.

Power Generation

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

Renewable Energy

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

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

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Solid Waste and Recycling

The City of Sheboygan's Department of Public Works provides weekly curbside pickup services for garbage and recycling. Receptacles compatible with the garbage truck's automatic system are provided by the city. The Recycling Center is also available for residents who have any additional or oversized items. The center accepts a variety of items including yard waste, motor oil, and scrap metal.

Telecommunications and Internet

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

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

Community Facilities and Services

Sheboygan County Facilities

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

Sheboygan County Administration Building

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

Sheboygan County Health and Human Services

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

Sheboygan County Courthouse

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

Law Enforcement Center

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

City Hall

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

Municipal Service Building

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

Housing Authority

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

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Sheboygan City Hall

Sheboygan Area Municipal Court

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

Protective Services

Sheboygan Police Department

Headquartered at 1315 North 23rd Street, inside the Sheboygan Area Municipal Court building, the Sheboygan Police Department provides numerous law enforcement services for the City of Sheboygan.

Sheboygan Fire Department

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

Emergency Medical Services (EMS)

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

Cemeteries

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

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Care Facilities

Healthcare Facilities

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

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

Aurora Healthcare has three health centers within the city that offer services such as family medicine, physical therapy, and behavioral health. Its hospital, Aurora Medical Center Sheboygan County, is located in Kohler.

Froedtert & the Medical College of Wisconsin has two primary clinic locations in Sheboygan, one located on North Taylor Drive and the other on South Taylor Drive. The clinic on North Taylor Drive has a variety of specialized medical treatments, while the clinic on South Taylor Drive includes primary care and diagnostic services.

Lakeshore Community Healthcare, which announced it will merge with Noble Community Clinics in 2026, operates one location within the city and offers services such as medical and dental care.

Beyond the major healthcare systems, the City is also served by a range of smaller healthcare and supportive service providers, including medical and dental clinics, assisted living facilities, adult day care services, and home health agencies.

Library

Located at 710 North 8th Street, the Mead Public Library is the sole library within the City of Sheboygan. The library was established in 1897 and has been in its 8th street location since 1974. The 88,000 square foot facility sees over 200,000 visits each year, and offers a catalog of physical and digital media such as (e-)books, audiobooks, CDs/DVDs, and video games; amenities including computers, notary, and printing; and various programs for all ages. Additionally, the library offers several rentable spaces well suited for meetings, classes, and other events.

Education Facilities

Sheboygan Area School District

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

Private Education

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

Higher Education

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

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

Lakeshore College - Sheboygan Campus is located at 1 University Drive and offers college courses, workforce training seminars, and other educational services. Additionally, the FORWARD program, a partnership with UW-Green Bay, is located at the Sheboygan campus.

Lakeland University, whose main campus is located at W3718 South Drive in the Town of Herman, serves the greater Sheboygan County area. Lakeland University is a liberal arts institution offering Bachelor's and Master's degrees, and provides flexible learning options including onsite, online, and "BlendEd Live" classes.

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Deland Park

North Point Park

Kiwanis Park

Park and Recreation Facilities

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

The City of Sheboygan maintains 36 municipal parks, nine of which are located along Lake Michigan. Sheboygan's parks serve different uses which are dependent on their size, location, and amenities offered.

The city categorizes its parks under the following classifications:

1. Mini-Parks

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

2. Neighborhood Parks

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

3. Community Parks

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

4. Conservancy & Special Use Parks

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

5. Metropolitan Parks

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

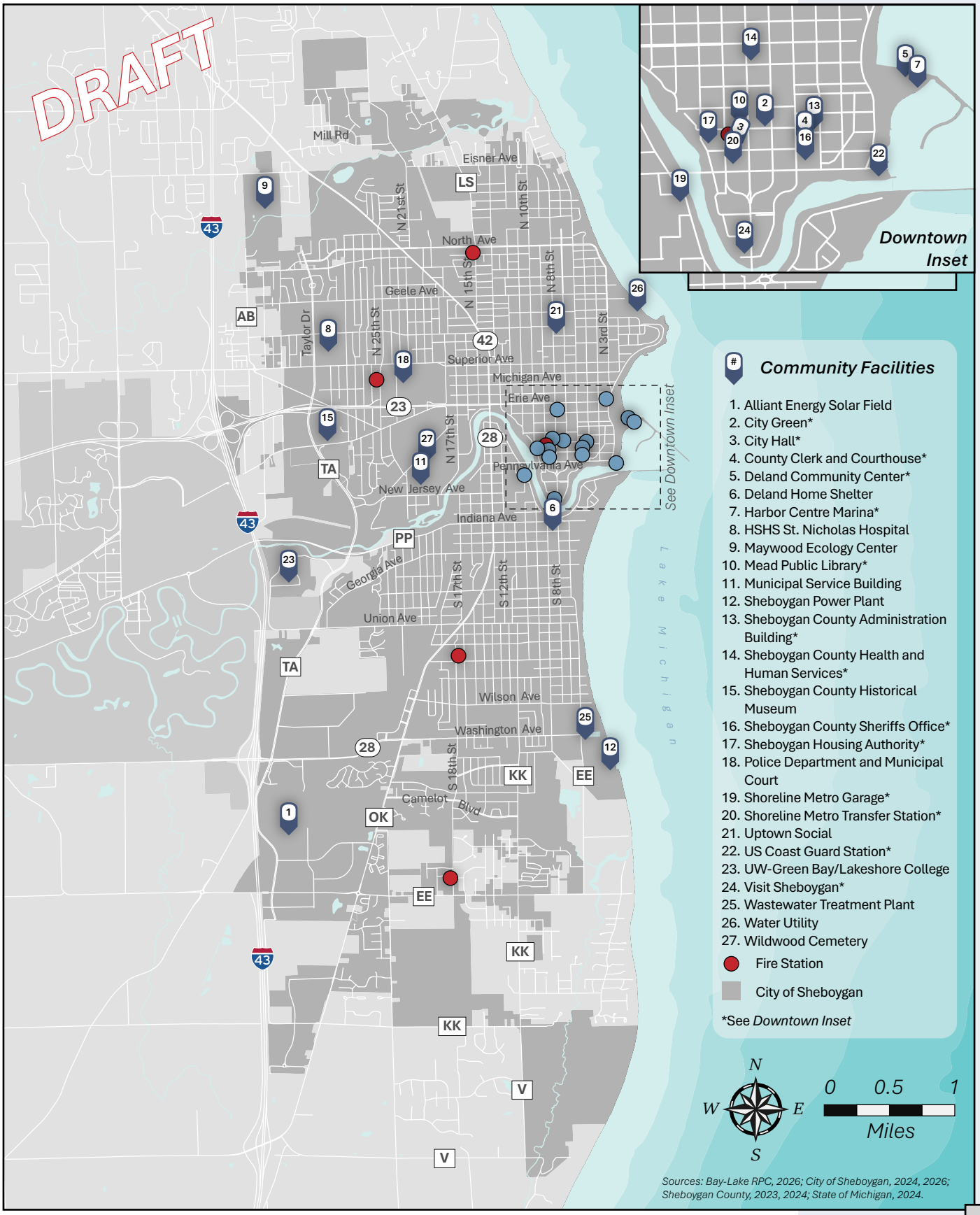
6. Regional Park Preserves

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

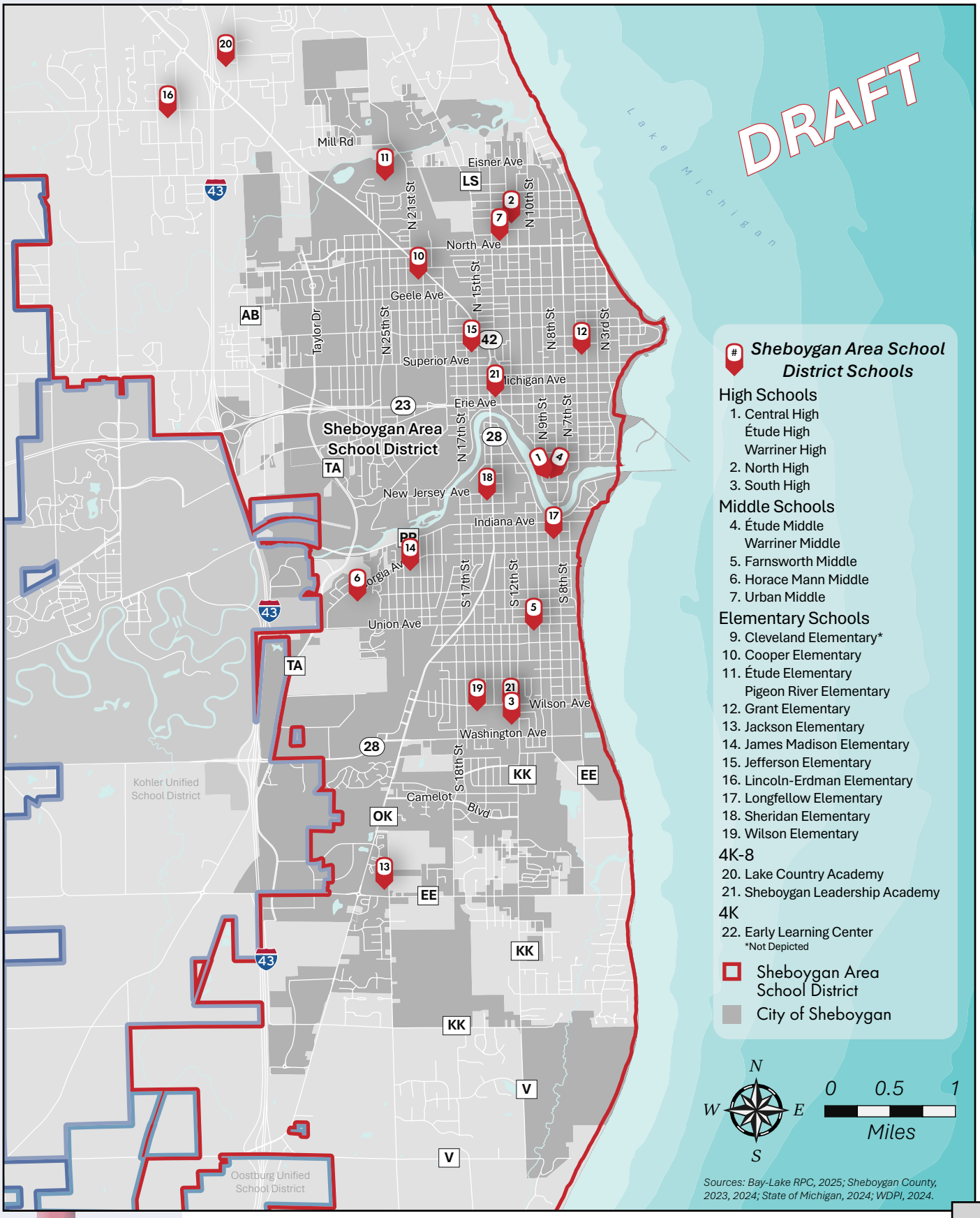
Beyond municipal parks, there are 28 County, State, and School park facilities within the city. Additionally, there are several privately-owned recreational facilities including, but not limited to, the Sheboygan YMCA and the Riverdale Country Club.

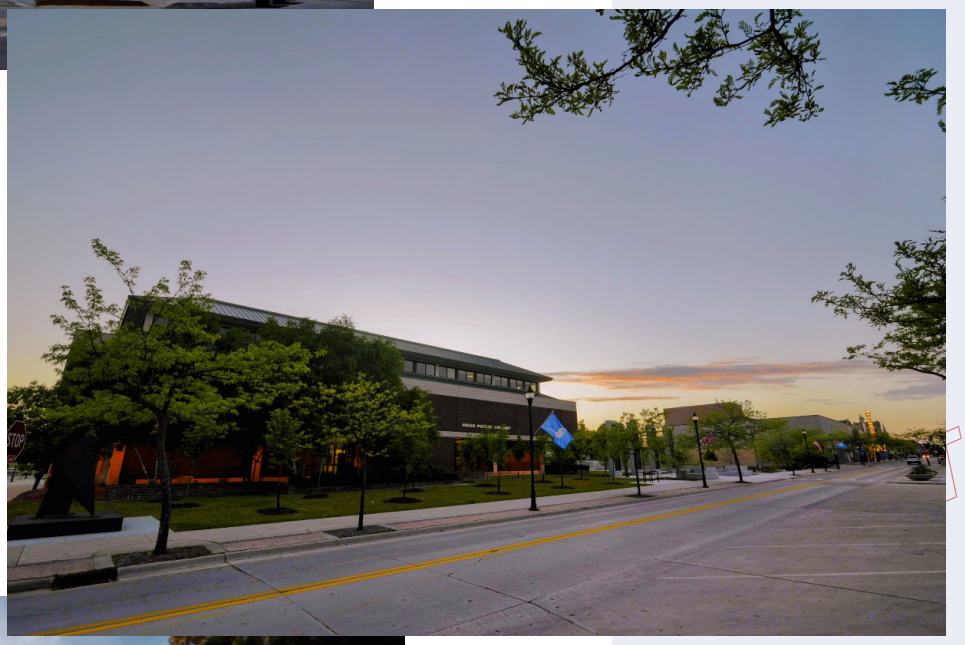
For more details, see the *City of Sheboygan's 2024 - 2028 Comprehensive Outdoor Recreation Plan*.

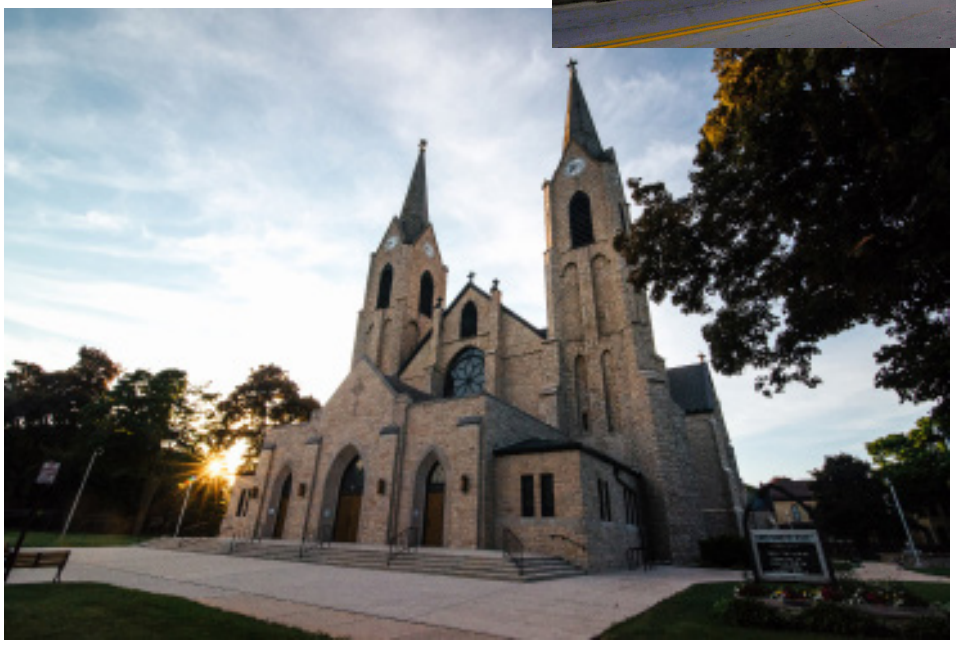
Map 2: Community Facilities



Map 3: Schools







Economic Development

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

- Socio-Economic Characteristics
- Economic Base
- Employment Forecast
- Programs and Resources
- Development Site Analysis

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Socio-Economic Characteristics

Labor Force

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

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

According to the US Bureau of Labor Statistics, union workforce participation is significant in the Sheboygan area's large manufacturing sector as well as other operations.

Unemployment

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

Education

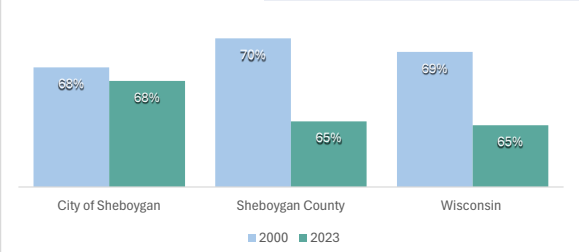
Twenty-three percent of the City of Sheboygan's population that is 25 years of age or older have a bachelor's degree or higher. This is four percent lower than the county and 11 percent lower than the state. However, over one third of residents have some college or an associate's degree, similar to both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

Commuting Patterns

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

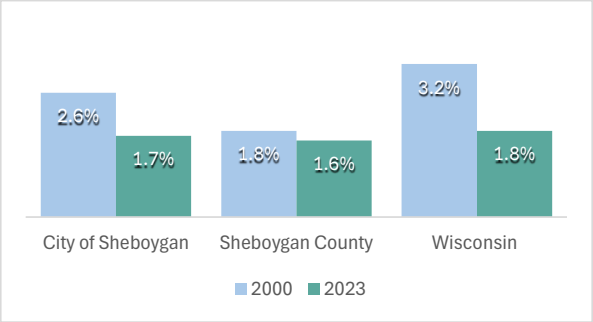
The average commute time for Sheboygan residents is 16.8 minutes. These workers most commonly drive alone (77 percent), followed by carpooling (10 percent). Another 8 percent work from home.

Exhibit 17: Change in Labor Force Participation Rates



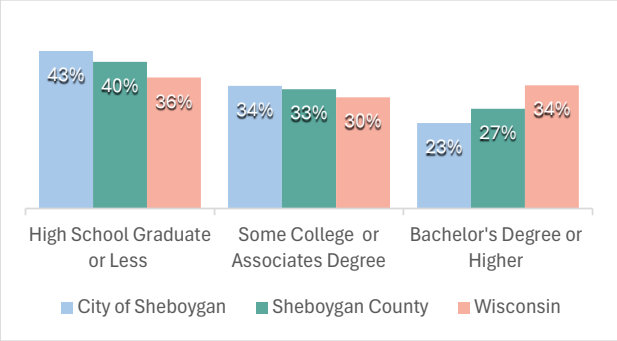
Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Exhibit 18: Change in Unemployment Rates



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

Exhibit 19: Educational Attainment



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

Exhibit 20: Commuting Patterns

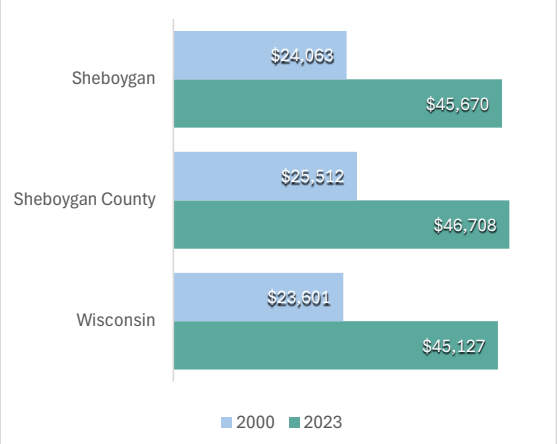
Source: U.S. Census, OnTheMap

Economic Base

Earnings

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

Exhibit 21: Change in Average Earnings



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

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Occupation

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

Exhibit 22: Civilian Labor Force by Occupation

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

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

Industry

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

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

Exhibit 23: Civilian Labor Force by Industry

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

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

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Exhibit 24: Employment by Industry, City of Sheboygan

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

Source: US Census, OnTheMap (2023).

Courtesy of the Longitudinal Employer-Household Dynamics (LEHD) program at the U.S. Census Bureau, Exhibit 24 depicts what industry those who are employed in the City of Sheboygan work in.

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

Major employers located within the City of Sheboygan include:

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

Tourism

The City of Sheboygan and the Sheboygan County area overall thrive as a tourist destination. Particularly with locations throughout the county that include Kohler, Elkhart Lake, Kohler-Andrae State Park, and several World-Class/Championship golf courses. The City of Sheboygan offers many attractions including the Stefanie H. Weill Center for the Performing Arts, the John Michael Kohler Arts Center, the Blue Harbor Resort and Conference Center, the Harbor Centre Marina, and the downtown "Harbor Centre" with its many districts that include lakefront and riverfront destinations, unique accommodations, and excellent restaurants. Considered by many to be the City's most significant attribute is being situated along Lake Michigan. Particularly with the City being well known for its water recreation, including surfing, sailing, fishing, swimming, etc.

Sheboygan County tourism by the numbers:

- Total Business Sales 2024: $477 M; 2.5% increase from 2023
- Direct Visitor Spending 2024: $287.6 M; 2.3% increase from 2023
- Employment in Tourism Industry 2024: 3,410; 1.0% increase from 2023
- Total Labor Income 2024: $113.4 M; 2.7% increase from 2023
- State and Local Taxes 2024: $33.1 M; 1.6% increase from 2023

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Exhibit 25: Occupation Projections by Percent Change

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

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

Employment Forecast

Exhibits 25 and 26 illustrate the occupations projected to grow the fastest, by numerical and percentage change, in the Bay Area from 2022 to 2032. These projections were produced by the Wisconsin Department of Workforce Development.

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

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

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Exhibit 26: Occupation Projections by Numerical Change

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

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

Programs and Resources

Economic Development Loan Program

The Economic Development Loan Program, also known as the Revolving Loan Fund (RLF) is to promote employment and business opportunities in the City of Sheboygan. Such purposes are declared to be a public purpose for which public funds may be expended. Through the Economic Development Loan Program, the City will provide below market interest rate loans to qualified borrowers for specified eligible projects.

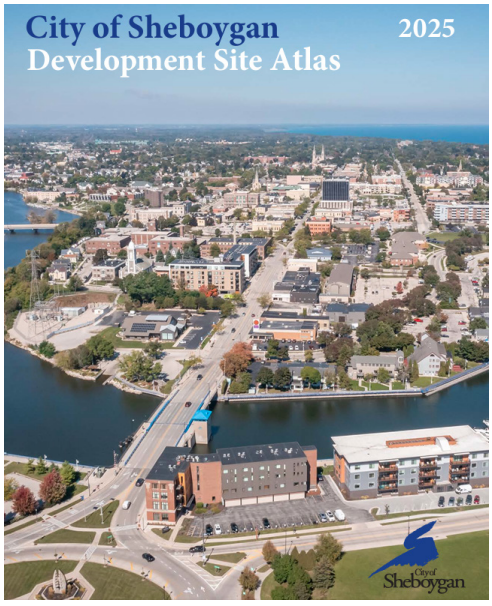
Tax Incremental Districts (TID)

A TID is the land area associated with development and redevelopment projects. Tax Incremental Financing (TIF) is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas, promoting redevelopment through environmental remediation, and encouraging new industrial development. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings.

In the City of Sheboygan, three (3) of the existing TID districts have assisted mixed use development, five (5) with rehabilitation, one (1) with industrial development, and one (1) with the redevelopment of blighted properties.

Development Site Analysis

Annually, the City of Sheboygan produces a document featuring a list and detailed description of development opportunities and available sites within the City of Sheboygan. The book is a useful tool for prospective businesses and industries that may want to make Sheboygan home.



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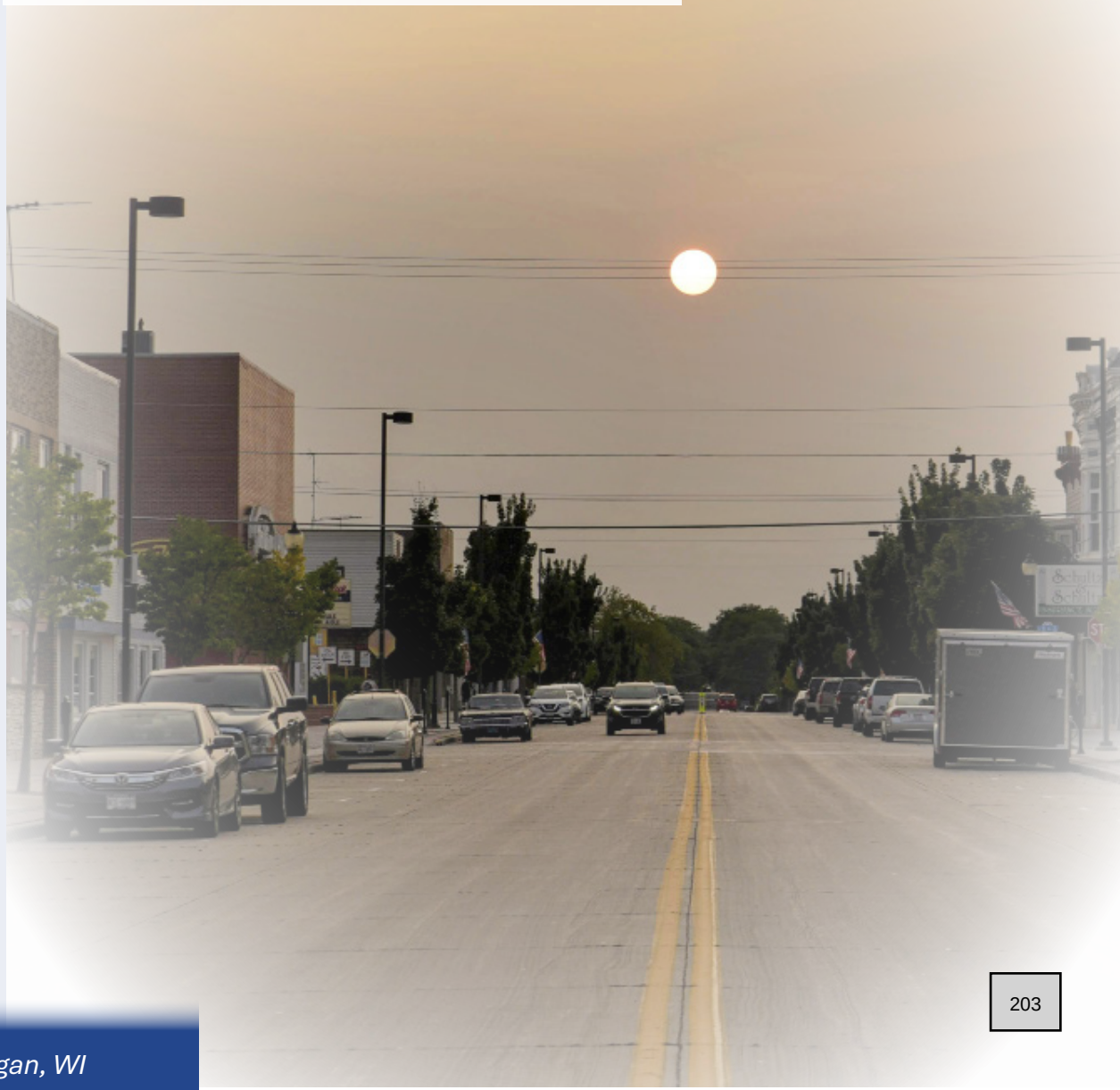
Transportation

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

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



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Transportation Facilities

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

Functional Classification

Map 4 displays the City of Sheboygan's roadway network and highlights its functional classification, while Exhibit 27 illustrates the total mileage (centerline miles) per classification. The City of Sheboygan's functional classifications, as defined by the Wisconsin Department of Transportation (WisDOT), are listed below.

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

Collectors
Collectors circulate traffic and provide access to businesses or homes, distributing trips between local roads and arterials.

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

Exhibit 27: Functional Classification

Functional Classification	Centerline Miles	Percent of Total Mileage
Principal Arterial	7.3	3.5%
Minor Arterial	32.2	15.3%
Collector	25.6	12.2%
Local Road	144.8	69%
Total	210	100%

Source: Wisconsin DOT, 2025

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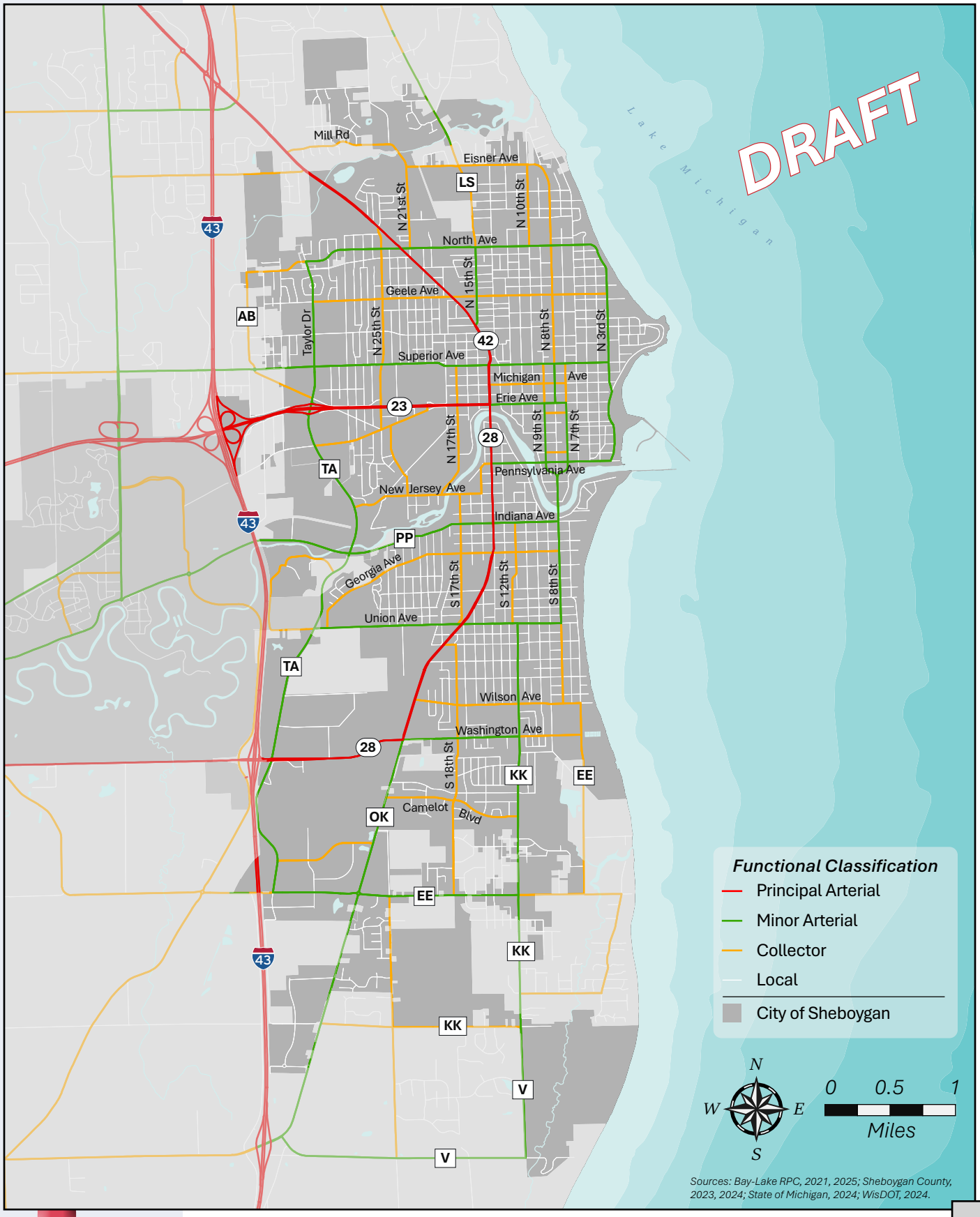
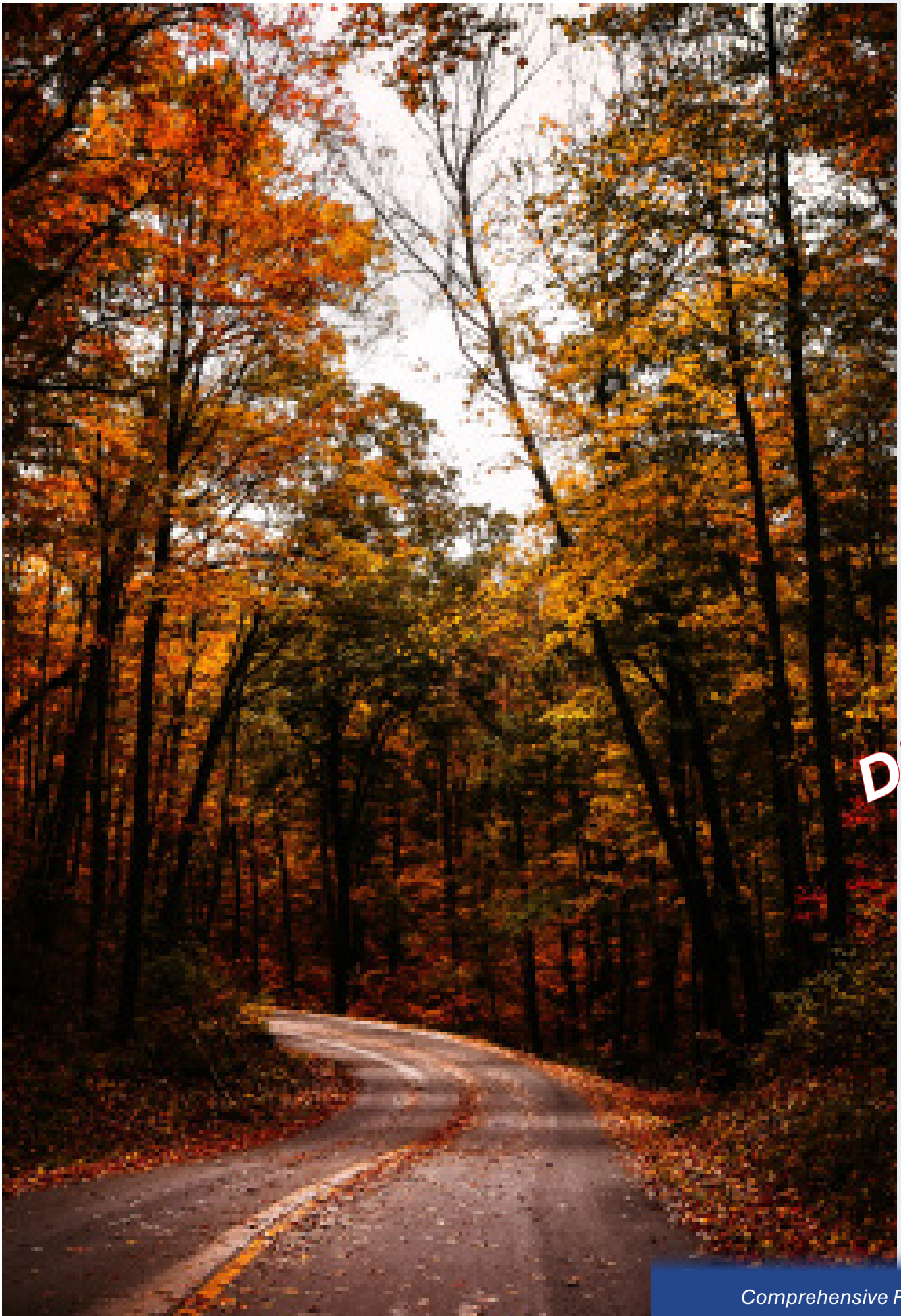
Map 4: Functional Classification





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Traffic Volumes

Traffic patterns in the City of Sheboygan reflect the community's role as both a local employment center and a pass-through point for regional travel. Traffic counts are regularly collected by WisDOT, which provides Average Annual Daily Traffic (AADT) data, and can be found on their website.

Roadway Safety

Crash data is monitored by the Traffic Operations and Safety (TOPS) Laboratory through the Community Maps platform, which provides detailed information about crash locations, severity, and contributing factors. More information can be found at https://transportal.cee.wisc.edu/partners/community-maps/. Crash data may be used to guide roadway improvements, intersection design, and traffic enforcement strategies.

Additional Transportation Modes

Active Transportation

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

Electric Scooters (E-scooters)

E-scooters have been available in the City of Sheboygan since 2021 as a convenient, flexible, and environmentally friendly micro-mobility option for residents and visitors. E-scooters provide an additional travel choice that can support short trips, complement pedestrian and bicycle travel, and offer first/last-mile connections to other transportation modes. Bird, along with any other scooter company operating in the area, is a privately-owned company and not affiliated with or operated by the City of Sheboygan.

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Rail Transportation

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

Air Transportation

The City of Sheboygan is served by the Sheboygan County Memorial Airport (SBM). SBM is classified as a Transport/Corporate airport, offering corporate charter and limited commuter services. There are over 130 aircraft based at the airport and about 66,000 aircraft operations at the airport each year.

The primary commercial-passenger and air freight service airports the serve the City include General Mitchell International Airport (MKE), located near Milwaukee, and Austin Straubel International Airport (GRB), located near Green Bay.

Water Transportation

The City of Sheboygan's location along the Sheboygan River and Lake Michigan provides opportunities for water-based transportation. The city's harbor supports commercial fishing, recreational boating, and tourism-related activity. While not a primary mode of daily transportation, water access remains an important component of the local and regional transportation system.

Public Transportation and Specialized Transportation Services

Shoreline Metro

Shoreline Metro is the fixed-route transit service that serves the City of Sheboygan and operates nine regular fixed routes. The service also offers seasonal routes including Route 40 - The Harbor Centre Trolley in the summer, and the Jingle Bus in December. Additionally, Shoreline Metro operates a shuttle service provided on weekday afternoons, weekday evenings, and Saturdays to accommodate passengers during peak and hourly service. Tripper routes are also offered during the school year to provide service to elementary schools and daycares.

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

Shoreline Metro ADA Paratransit Service

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

Sheboygan County Health and Human Services Department

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

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

The Sheboygan Transit Center

The Sheboygan Transit Center serves as the main hub for Shoreline Metro bus routes and connects to regional carriers such as Indian Trails and Greyhound, providing service to Milwaukee and other destinations.

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The Sheboygan Metropolitan Planning Organization

The Sheboygan Metropolitan Planning Organization (MPO) is the policy board created and designed to carry out the area's metropolitan transportation planning process in the Sheboygan Metropolitan Area (MPA). In its role as Sheboygan MPO, the Bay-Lake Regional Planning Commission is responsible for developing transportation plans and programs for the Sheboygan MPA.

Transportation Plans and Programs for the MPA

Sheboygan Metropolitan Planning Area Transportation Improvement Plan: The Transportation Improvement Plan (TIP) is a four-year listing of transit operating and capital, elderly and disabled transportation operating and capital, transportation enhancement, and street and highway improvements in the Sheboygan metropolitan planning area. The TIP is reviewed by the MPO Technical and Policy Advisory Committees and by private transportation providers, and the public is invited to offer comments on the projects. The TIP is forwarded to the Bay-Lake Regional Planning Commission for final approval.

Year 2050 Sheboygan Area Transportation Plan (SATP) (2023): The Year 2050 SATP is a federally required Long Range Transportation Plan for the Sheboygan MPA and is required to be updated every four years. The SATP is reviewed by MPO Technical and Policy Advisory Committees and then adopted by the Bay-Lake Regional Planning Commission. The plan identifies the long-range transportation needs by analyzing the existing system and preparing plans and studies in a comprehensive, cooperative, and continuing manner. It also considers possible infrastructure improvements and establishes priorities to implement projects based on anticipated funding.

Shoreline Metro Transit Development Plan (TDP) 2026 - 2030 (in progress): Sheboygan MPO staff are assisting Shoreline Metro with its TDP Update. Shoreline Metro received funding from WisDOT Section 4305 grant to complete this TDP and local match was provided by the City of Sheboygan. The TDP is scheduled to be completed by Spring of 2026.

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Sheboygan Metropolitan Planning Area Bicycle and Pedestrian Master Plan (in progress): The Commission is currently in the process of developing a master bicycle and pedestrian plan for the Sheboygan MPA. The purpose of this planning effort is to connect people within the MPA by a safe, convenient, and enjoyable bicycle and pedestrian network that is accessible and comfortable for individuals of all ages and abilities. Furthermore, when completed, the plan will provide strategies to enhance the existing infrastructure and provide recommendations to close the existing gaps in each municipality within the Sheboygan MPA.

Additional Relevant Transportation Plans and Programs

Sheboygan County Pedestrian and Bicycle Comprehensive Plan (2015): This plan guides the County's efforts to respond to the opportunities presented by the Non-motorized Transportation Pilot Program. This plan was last updated in 2015 and has a horizon year of 2035. The plan establishes Areas of Concern to provide potential locations for future bicycle and pedestrian safety projects. The plan proposes short-term and long-term pedestrian and bicycle network recommendations for each community. It also identifies the issues at unsafe intersections and provides potential countermeasures.

City of Sheboygan Transportation Safety Action Plan (in progress): The Transportation Safety Action Plan will analyze existing conditions, explore community priorities through community engagement, locate critical locations in the city's roadway network with unsafe conditions, and identify key recommendations for improving the city's transportation network.

Connect. Regional Bicycle and Pedestrian Plan for Northeast Wisconsin: The bicycle and pedestrian plan for the Bay-Lake region provides details about the region's bicycle and pedestrian network and facilities, including documentation of specific shared-use / multi-use pathways by county. The plan lists a range of objectives and strategies to improve the region's bicycle and pedestrian facilities.

Connect 2050 - Statewide Long-Range Multimodal Transportation Plan (2022): The existing state-wide transportation plan that describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain, improve, and strengthen the overall system.

Wisconsin State Freight Plan (2023): A long-range multi-modal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program.

WisDOT 6-year Highway Improvement Program: This program covers the 11,750-mile state highway system, administered and maintained by WisDOT.

Wisconsin Pedestrian Policy Plan (2020): Includes a vision and plan of action to encourage pedestrian travel.

Wisconsin Bicycle Transportation Plan (2020): Includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclist and motor vehicles.

Wisconsin Active Transportation Plan 2050 (in progress): WisDOT is updating its Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan, combining them into the Wisconsin Active Transportation Plan 2050. The active transportation plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate the state's active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050.

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Transportation Trends and Considerations

Transportation systems are evolving in response to changes in technology, travel behavior, and environmental priorities. New mobility options and shifting preferences are influencing how people move within communities, particularly for short trips and daily travel needs. Understanding these trends helps the City anticipate future infrastructure needs and identify opportunities to expand transportation choice.

Active Transportation

Walking and bicycling as modes of transportation are increasingly common. Increased investments in traditional transportation infrastructure and the public realm have encouraged and guided preferences for walking and biking. However, in many cases, distance and physical or perceived barriers can limit active transportation as a viable travel mode.

Ride-hailing Services

On-demand transportation services, such as Uber and Lyft, offer flexible routing and scheduling to individuals who are willing to pay a service fee to be picked up and dropped off at their chosen location. Ride-hailing services are increasingly popular among younger generations, urban residents, people without access to a vehicle, and individuals with disabilities.

Publicly-available Bicycle and Electric Scooter Shares

According to the Bureau of Transportation Statistics, as of July 2019, more than 200 cities had some form of bike share (dock or dockless) and/or e-scooter system. These systems are increasingly common in urban and semi-urban areas and are primarily used for shorter, intra-city trips. Shared micro-mobility systems typically rely on fee-based mobile applications for access and payment. While government regulation can influence where and how these systems operate, ongoing technological advancements have continued to improve safety and accessibility.

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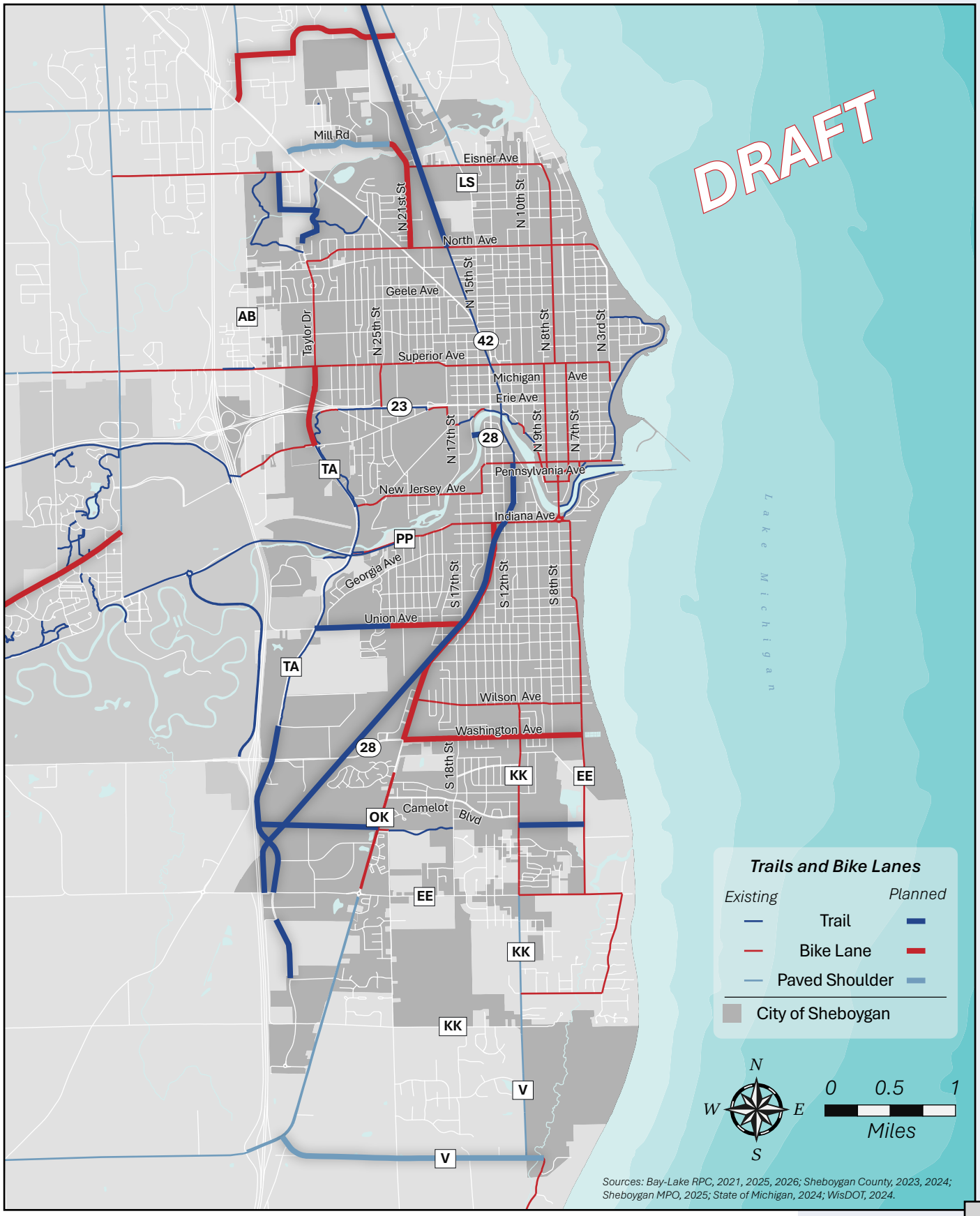
Electric Vehicles

The electric vehicle (EV) market is expanding. According to the Pew Research Center "7% of U.S. adults said they currently have an electric or hybrid vehicle, and 39% said they were very or somewhat likely to seriously consider buying an electric vehicle the next time they're in the market for new wheels." As consumption of EVs grows, so too will the need for charging stations in accessible locations. Based on 2020 data from Clean Wisconsin, there are about 550 public EV charging stations located throughout Wisconsin. These stations were funded through public, utility, and private investments. In the long-term, availability of EV charging stations will influence travel, tourism, and effects on the climate.

Charging Stations

Over the planning period, private property owners may begin exploring development proposals for electric vehicle charging stations, as well as studies to assess the capacity of the electrical grid to support expanding charging infrastructure. If these activities occur, the City of Sheboygan may need to provide information, guidance, or responses to questions related to proposed developments or supporting studies.

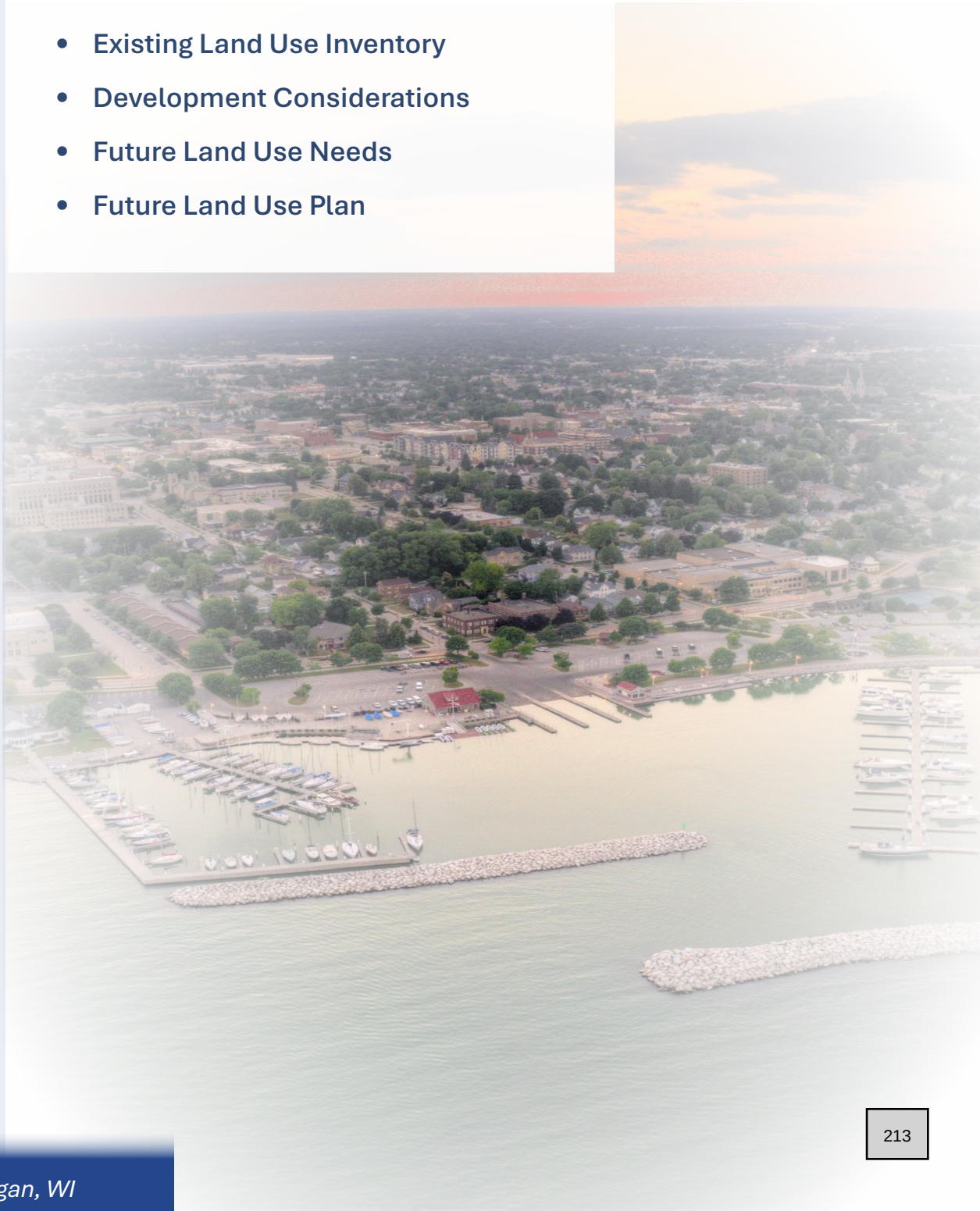
Map 5: Trails and Bike Lanes



Land Use

This element provides information on the City of Sheboygan's current land use and describes the city's vision for future growth and development. The Future Land Use Plan, presented in this element, guides Sheboygan's Plan Commission and Common Council in land use and zoning decision-making that will aim to achieve the community's 2046 vision.

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



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Existing Land Use Inventory

The City of Sheboygan contains about 10,375 acres within its city limits. Exhibit 28 quantifies Sheboygan's existing land use characteristics and Map 6 displays these characteristics on the following page.

Existing land use patterns show that Sheboygan's contains a well-defined central business district that includes many different forms of high intensity, mixed use development centered on 8th Street north of the Sheboygan River. A series of roadway corridors with moderate intensity commercial development,lower intensity commercial and office development, and several moderate intensity industrial growth areas. The City also maintains a modern shopping development cluster and business park area. A traditional mix of single-family and two-family neighborhoods surrounds the downtown, while a dispersed pattern of multi-family residential development can be found throughout. Parks, natural areas, and open spaces are well dispersed throughout the city as well.

As demand for new developments increase, various factors will influence future land needs, including:

- The availability and price of vacant, buildable land to accommodate new development.
- The availability of serviced land (e.g., lands with access to transportation corridors and with utilities and community services).
- Redevelopment potential of key corridors, nodes, and neighborhoods. In general, areas ripe for redevelopment include parcels where improvement values are less than land values as well as blighted areas.
- Public policy and existing zoning regulations, development incentives, and development fees.

Exhibit 28: Existing Land Use Characteristics

Land Use Category	Acreage	Percentage
Agriculture	574	5.5%
Commercial	637	6.1%
Communications/Utilities	177	1.7%
Institutional/Government	529	5.1%
Industrial	597	5.8%
Multi-Family	565	5.4%
Mixed Use	12	0.1%
Natural Areas	1,019	9.8%
Open Lands	141	1.4%
Parks and Recreation	929	9.0%
Residential	2,446	23.6%
Right-of-Way	1,630	15.7%
Transportation	154	1.5%
Water	223	2.1%
Woodlands	743	7.2%
Total	10,375	100.0%

Source: Bay-Lake RPC (2026).

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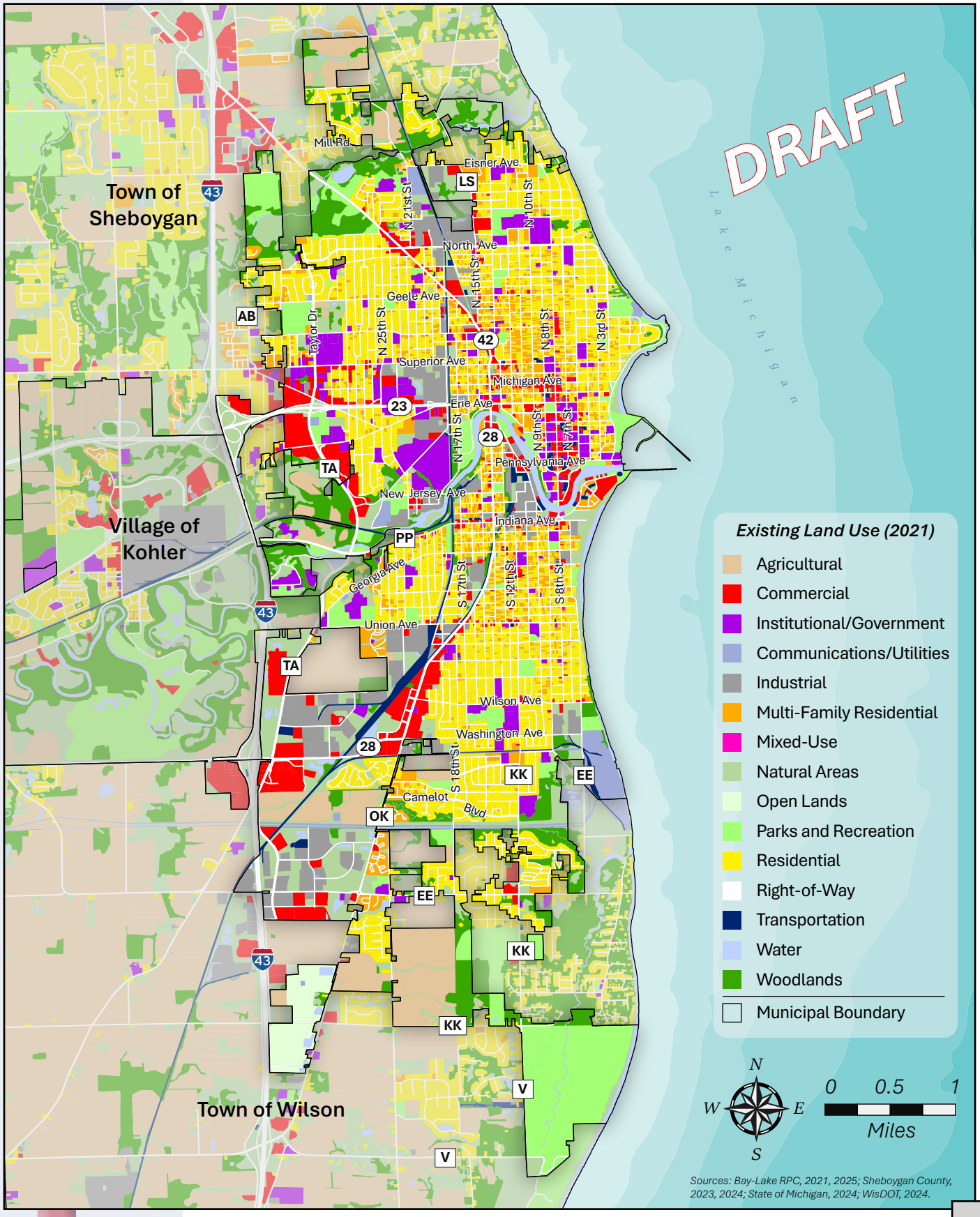
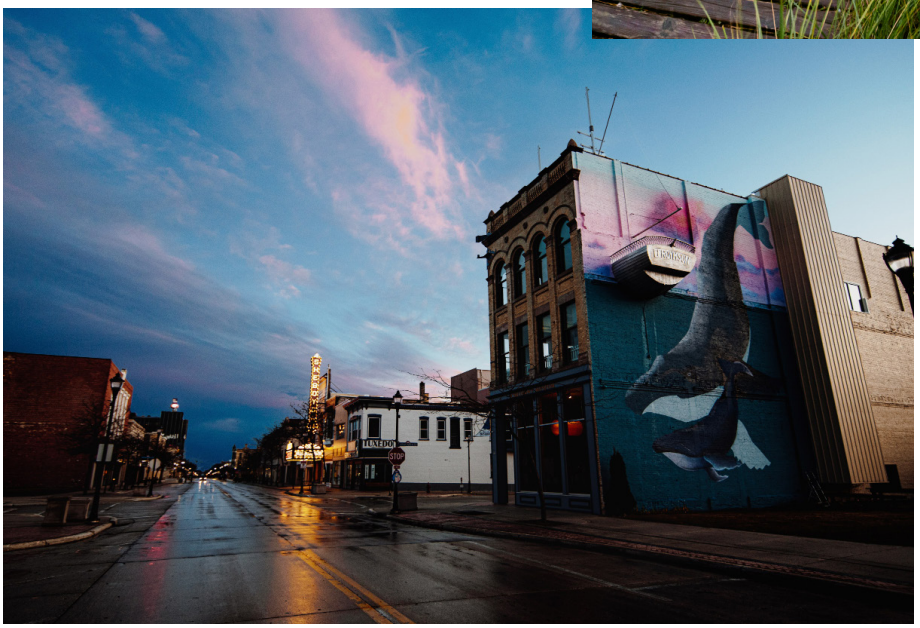
Map 6: Existing Land Use





Future Land Needs

Wisconsin statutes require comprehensive plans to include projections for future residential, commercial/industrial, and agricultural land needs for the 20-year planning period. This section summarizes the land needs analysis conducted for the City of Sheboygan.

Assess Demand for Land

An initial step in the land needs analysis, is to estimate the amount of land that may be needed to accommodate growth and development over the 2026 to 2046 planning period.

This section relies on recent local studies (e.g., housing, strategic planning) and key planning assumptions (based on empirical analysis, best practices, and proxy estimates) to inform the analysis. Key findings from this analysis are organized by land use type.

Residential: Based on Sheboygan's housing needs projections as reflected in the *Sheboygan Housing Study* completed in 2023, Sheboygan estimates planning for up to 7,400 new housing units over the 20-year period. Based on an average residential net density (nine dwelling units per acre), Sheboygan would need roughly 822 net acres (or approximately 1,054 gross acres). If the 7,400 new units were delivered linearly, about 205 net acres (263 gross acres) would be needed to accommodate about 1,850 new dwelling units every five years.

Commercial/Industrial: Based on Sheboygan's employment growth forecast as described in the Sheboygan Housing Study (2023), Sheboygan estimates that it may need to accommodate about 2,000 new employees in commercial/industrial-related uses. Based on projected commercial/industrial floor area average of 1,000 square feet per employee (2020), this analysis estimates that about 192 net acres (approximately 246 gross acres) of commercial/industrial-designated land may be needed through 2046. If demand for commercial/industrial land grew linearly, approximately 50 net acres of commercial/industrial-designated land would be needed every five years.

Agricultural: This analysis does not forecast a future land need for agricultural acreage inside City limits. Demand for agricultural land is assumed to be met outside of Sheboygan's City limits, such as in more rural parts of Sheboygan County and the greater region. This conclusion is based on recent development trends in Sheboygan which suggests that Sheboygan will continue to urbanize over the planning period.

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Assess Land Supply

Another component of a land needs analysis is to quantify the approximate amount of available land in Sheboygan that may accommodate future residential, commercial-related, and industrial-related growth. The following is a summary of vacant land within the City that is designated for possible future residential or business-related uses on the Future Land Use Plan.

- 600 vacant acres that may accommodate new residential development,
- 240 vacant acres that may accommodate new commercial development, and
- 260 vacant acres that may accommodate new industrial development.

The estimates of vacant acreage by land use type were determined by:

- Identifying parcels with a land value greater than $0 and an improvement value of $0.
- Conducting a rapid visual assessment of identified vacant parcels to remove parcels currently in use.

Accordingly, some parcels are considered "not vacant" but are still potentially buildable. For example, parcels currently used as a parking lot could be developed into a more productive use in the future. Similarly, a large parcel that is only partially developed could be further developed, or subdivided and then developed, in the future.

Assess Land Sufficiency

As the City of Sheboygan continues to develop, it is important to regularly determine the extent to which Sheboygan has a sufficient supply of viable land to accommodate proposed growth. To address potential land needs over the 20-year planning period, the City of Sheboygan is encouraged to:

- Implement zoning efficiency measures to enable a variety of development types and densities.
- Encourage redevelopment and development of more productive uses on currently underutilized and vacant properties.
- Collaborate with surrounding jurisdictions, while strategically planning for the potential development of land in Sheboygan's extraterritorial planning area (i.e., 3-miles beyond the City's boundary). As identified on the City's Future Land Use map (Maps 7, 8, and 9), the City of Sheboygan has identified areas for possible growth beyond its city limits and into the adjacent towns. Planning for these adjacent areas assists with efficient growth patterns and effective provision of services, utilities, transportation, etc., in the event land may be necessary in the future.

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Future Land Use Plan

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

The City of Sheboygan's 20-Year Land Use Plan (Maps 7, 8, and 9) is meant to provide a generalized visual interpretation of what the city is aiming to achieve, from a land use perspective, over the next 20 years. The land use plan, however, is not meant to be a prediction. The map serves as a component that can be amended as needed to address the community's present-day needs and preferences.

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

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

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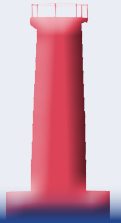

Future Land Use Strategy

Land Use Goal:

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

Objectives:

1. Accommodate a mix of uses within a finite amount of land, including housing, quality commercial development, and employment-generating professional offices and light industrial development.
2. Maintain the existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the City.
3. Continue developing Sheboygan's downtown and lakefront into a vital center of civic activity, commerce, and living for the community.
4. Ensure that new development positively impacts the quality of life for existing residents and contributes to making Sheboygan a special and unique place to live and to raise a family.
5. Promote catalytic new mixed use developments at key infill and redevelopment sites, such as in the downtown and lakefront areas and the Indiana Avenue, Michigan Avenue, and Taylor Drive corridors.
6. Focus business location and expansion activity in targeted economic growth areas.
7. Pursue zoning ordinance text amendments, as appropriate, to achieve the land use and design recommendations of this Plan.
8. Focus neighborhood-oriented business uses in areas that will conveniently serve residential areas, enhance Sheboygan's traditional character, and provide viable reuse opportunities for older commercial structures nestled in neighborhoods.
9. Generally promote the mixture of compatible land uses on the same site and in the same building except where single-use buildings and sites will be more responsive to the requirements of the site, building, area, or market.
10. Encourage land use patterns and development intensities that facilitate and complement alternative forms of transportation, including walking, biking, and bus service.

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Future Land Use Recommendations

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

Residential Development

This future land use category is intended to accommodate a range of residential development types, including single-family detached homes, duplexes, townhomes, and multi-family residences, along with neighborhood-scale businesses and community facilities that are compatible with adjacent residential types. Residential development within this category may occur at varying densities depending on location, surrounding context, access to infrastructure, and neighborhood character.

Recommendations

- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and places of worship to provide convenient and safe access for residents.
- Support a mix of housing types to meet the needs of households of different sizes, ages, and incomes, while maintaining compatibility with surrounding neighborhoods.
- Encourage residential infill and redevelopment where feasible, particularly in areas served by public water and sanitary sewer systems.
- Promote interconnected street, pedestrian, and open space networks to improve mobility and neighborhood connection.
- Encourage context-sensitive street design in residential areas, including narrower streets where appropriate and sidewalks on both sides of neighborhood streets.
- Support development patterns that reinforce walkability, safety, and long-term neighborhood stability.

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Manufactured Home Park

This future land use category is intended to accommodate manufactured homes and manufactured home parks.

Recommendations

- Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and places of worship to provide convenient and safe access for residents.
- Support safe and clearly defined internal circulation patterns for vehicles, pedestrians, and emergency services.
- Support the preservation and reinvestment in existing manufactured home parks to maintain long-term housing options.
- Consider adding more stock in existing manufactured home parks where space allows.

Mixed Use

This future land use category is intended to accommodate a broad mix of residential, commercial, and institutional uses in an integrated development pattern. Mixed use areas may range in scale and intensity from neighborhood to community serving centers

Mixed use areas are intended to encourage walkability but may include auto-oriented development patterns in appropriate locations.

Recommendations

- Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve City neighborhoods.
- Integrate a mix of uses and densities within the surrounding neighborhood commercial centers.
- Encourage environmentally sustainable site and building design, including stormwater best management practices, the use of passive solar energy, and the integration of alternative transportation networks and green spaces.

Commercial/Business

This future land use category is intended for a broad range of employment and commerce focused uses, which may include retail and service establishments, office and employment generating activities, research and development, and light industrial. Residential uses may be incorporated in a secondary or complementary role, such as upper-story units or high-density residential development in appropriate locations, provided the primary character of the area remains commercial.

Recommendations

- Ensure that commercial development incorporates appropriate transitions, buffering, and design considerations when adjacent to existing or planned residential areas.
- Encourage high-quality site and building design that thoughtfully addresses building placement, parking, service areas, landscaping, and lighting in relation to surrounding development.
- Encourage reinvestment and adaptive reuse of existing commercial and employment areas.
- Encourage stormwater management, landscaping, and tree canopy to reduce heat and runoff impacts in commercial areas.

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Manufacturing/Industrial

This future land use category is intended for manufacturing, processing, assembly, warehousing, distribution, and related industrial activities that support the City's employment base and regional economy. Industrial areas are typically characterized by larger building footprints, outdoor storage, and freight access. Limited non-industrial uses, including supporting office or service uses and, in appropriate locations, accessory or complementary residential uses, may be incorporated provided the primary character of the area remains industrial.

Recommendations

- Coordinate land use, transportation, and infrastructure investments to facilitate industrial growth and site readiness within the southwest corridor, adjacent to Interstate Highway 43.
- Promote appropriate transitions and buffering between industrial areas and adjacent residential or mixed-use neighborhoods.

- Ensure that industrial areas are adequately served by utility infrastructure to support operational needs.

Institutional and Community Facilities

This future land use category is designed to facilitate public buildings, schools, religious institutions, power plants and substations, water utility, wastewater treatment plants, hospitals, and special care facilities.

Recommendations

- Encourage comprehensive site planning for new or expanded institutional uses that considers building placement, access, circulation, operations, and compatibility with surrounding development.
- Ensure that new and expanded institutional uses are planned and designed to minimize impacts on adjacent properties and neighborhoods.
- Continue coordination with major educational and institutional partners, including the Sheboygan School District, private education providers, Lakeland College, Lakeshore College, and UW - Green Bay, Sheboygan Campus, to align facility planning, land use, and shared community needs.
- Encourage collaboration among City departments and public service providers to plan for long-term facility, infrastructure, and service needs.
- Encourage the adaptive reuse of vacant or underutilized buildings and properties.

Parks and Open Space

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, golf courses, and related active and passive recreational activities, and conservation areas.

Recommendations

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- Provide parks within a safe walking distance of all residential neighborhoods.
- Encourage pedestrian and bicycle connections between parks, neighborhoods, schools, and community destinations.
- Expand trail networks and greenway connections to improve citywide recreational access and mobility.

Smart Growth Area

The Smart Growth future land use designation promotes coordinated, sustainable, and efficient development consistent with the State of Wisconsin's Smart Growth principles and the City of Sheboygan's Comprehensive Plan. It prioritizes development and redevelopment in areas near existing infrastructure and utilities, encouraging compact, contiguous, and cost-effective land use patterns. This designation supports mixed uses, diverse housing options, walkable neighborhoods, multimodal transportation, preservation of natural areas, while balancing economic growth, environmental stewardship, and community character through predictable, transparent and collaborative decision-making.

Recommendations

- Focus Smart Growth Area reinvestment along key corridors, activity centers, and redevelopment areas.
- Promote infill development and redevelopment of underutilized or vacant land within the Smart Growth Area.
- Support a mix of complementary land uses, including residential, commercial, and civic uses, within walkable proximity where appropriate.
- Prioritize multimodal transportation networks, including safe and connected pedestrian, bicycle, transit, and street systems.
- Preserve and integrate natural features, open spaces, and environmental corridors into development patterns.

Transportation

This future land use category includes existing and planned transportation rights-of-way, including streets, highways, and active and inactive rail corridors that may be preserved for continued rail service or potential conversion to multi-use trails. These corridors support the movement of people and goods an d provide long-term connectivity across the community and region. Lands within this category are intended to remain in transportation use to preserve mobility, access, and network continuity.

Recommendations

- Preserve existing and planned transportation rights-of-way to maintain long-term mobility and network connectivity.
- Support transportation corridors that accommodate multiple modes, including vehicles, freight, transit, bicycles, and pedestrians, as appropriate to function.
- Support conversion of inactive rail corridors to multi-use trails.
- Integrate rail-to-trail corridors into the broader bicycle and pedestrian networks.
- Align transportation investments with planned growth and redevelopment areas.

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Environmental Corridor

This overlay category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. Environmental Corridors include WDNR identified wetlands, subject to existing State-mandated zoning, FEMA designated floodplains, and slopes of 12 percent or greater.

Recommendations

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

Priority Growth Areas/Redevelopment Sites

(Opportunities and Focus Areas)

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

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

Annually, the City of Sheboygan produces a *Development Site Analysis* document featuring a list and detailed description of development opportunities and available sites within the City of Sheboygan. The book is a useful tool for prospective developments.

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In addition to the Development Site Analysis document, the City of Sheboygan detailed several priority growth areas in this plan which are discussed in the following pages.

- Indiana Avenue Corridor
- 8th Street/ Michigan Avenue (Downtown Area)
- South Enterprise Business Park
- South Pier
- Gateway Neighborhood
- River Bend Neighborhood
- Sheboygan's Downtown Districts

These priority growth areas include a description of the area and recommended future development/redevelopment. The identified future land uses are subject to potential revisions or refinements depending on site specific development proposals.

Indiana Avenue Corridor

Indiana Avenue corridor in Sheboygan is a significant east-west transportation route through the central part of the city, just south of the Sheboygan River. It spans from Interstate Highway 43 to the Lake Michigan waterfront. Current land uses along the corridor range from a variety of housing types, commercial and industrial businesses, park and recreation, institutional land, etc. Given the close proximity of the street to the river, areas along the corridor are prone to flooding.

The vision for Indiana Avenue Corridor:

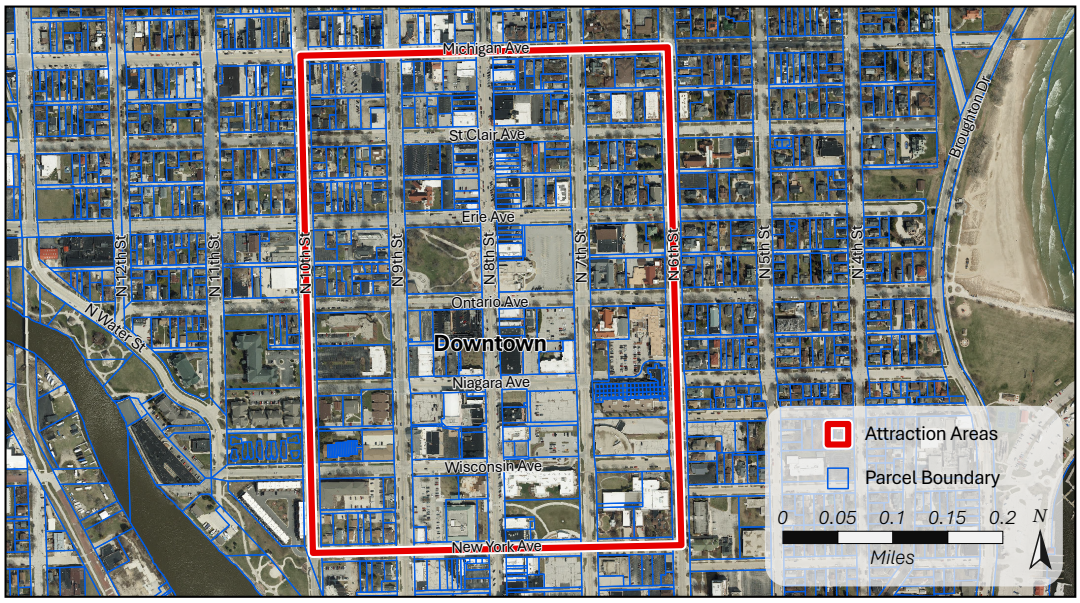
The city is looking to maintain its focus on redeveloping corridor areas with mixed uses, including a variety of housing developments and commercial growth. Any development/ redevelopment of corridor areas near the Sheboygan River should be aware of potential environmental conflicts.

8th Street / Michigan Avenue (Downtown Area)

The Downtown area is 24 square blocks, or just under 90 acres of land. The area currently contains mixed-use development including low-to-high density residential, commercial and industrial businesses, and governmental/institutional uses.

The vision for the Downtown Area:

The city intends to continue to prioritize high density growth in the downtown area, while maintaining a strong business presence. Development and redevelopment of many of the current land uses is preferred. Transportation infrastructure improvements are envisioned to focus on walkability and bicycling. This area is intended to be a driver for the goal of a 10/15 min city where residents would be able access daily necessities including groceries, jobs, parks, education, etc. by way of a 10/15-minute walk or bike ride from their residence.



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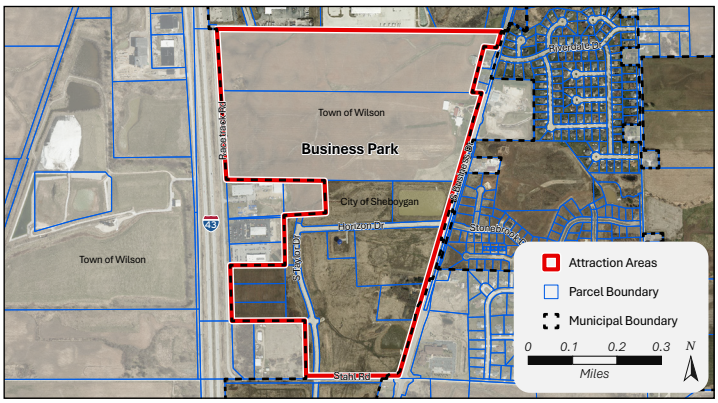
South Enterprise Business Park

The South Enterprise Business Park is a 214 acre area situated in the southwestern portion of the city, along Interstate Highway 43. The area contains very little development and several sizeable vacant tracts of land.

The vision for the South Enterprise Business Park:

The intent is to capitalize on the site's location in Sheboygan while working with, attracting, and aiming to accommodate smaller scale manufacturing companies. Several possibilities include corporate offices, light industrial developments, smaller scale manufacturing, and logistics centers.



South Pier

The South Pier District is 52-acre former brownfield area located at the convergence of the Sheboygan River and Lake Michigan. It currently contains a mix of residential development, a variety of commercial and resort businesses, along with some industrial growth. The Blue Harbor Resort is a prime location and tourist attraction on the site, but the area is also occupied by seasonal tenants during the summer months.

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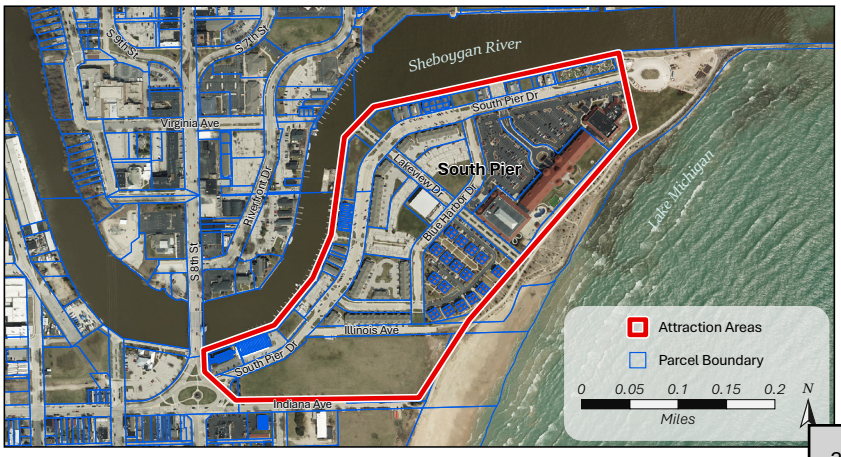
The vision for South Pier:

The city envisions additional mixed-use commercial and residential development in areas along the riverfront as well as sites with lakefront views. Efforts will also continue to bolster this area as a tourism hub, as the city saw 1.8 million tourists in 2025. Prioritizing retail, dining, and other similar amenities are ways to assist with the city's tourism theme. Investing in entertainment for this area is also an approach that may help attract residents and visitors to this area.

The site is also a connection point for a proposed Sheboygan River Pedestrian Swing Bridge that is meant to connect the Riverfront District (near Virginia Ave) to the area's South Pier Boardwalk. The pedestrian/cyclist-only bridge aims to improve access between residential and commercial areas, reduce dependence on the 8th Street bridge, and boost tourism.

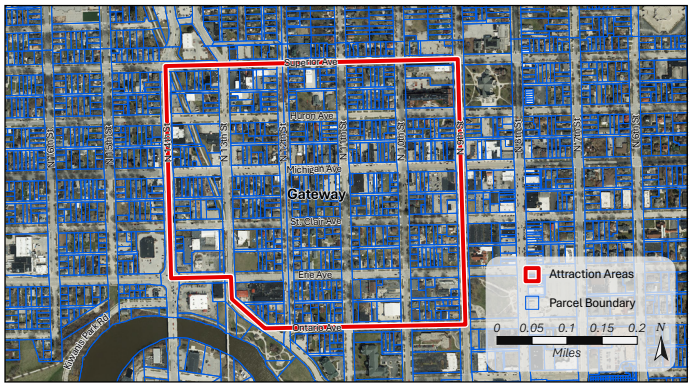


Gateway Neighborhood

The Gateway Neighborhood is located north and west of the downtown, in the central city. The area contains 418 parcels, covering 96 acres of land. The boundaries are Superior Avenue to the north, 14th Street to the west, Ontario Street to the south, and 9th Street to the east. The neighborhood is primarily housing with commercial activity clustered along Michigan Avenue and sections of Erie Avenue, 9th Street, and 14th Street.

The vision for the Gateway Neighborhood:

According to the *Gateway Neighborhood Revitalization Program* document , the program is a demonstration project to produce new affordable homes on vacant scattered sites, rehabilitate existing owner-occupied homes, consolidate remnant and alley parcels, and encourage investment within a narrow geographic area, thereby making on immediate visible impact on the neighborhood. A secondary focus is to provide resources and incentives to existing homeowners and landlords to improve their properties.

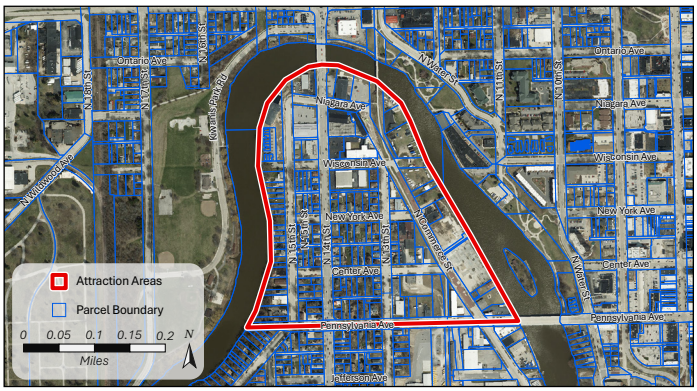


River Bend Neighborhood

The River Bend Neighborhood is approximately 60 acres that is bordered by the Sheboygan River on three sides, and runs from Niagara Avenue on the north to Pennsylvania Avenue on the south. The neighborhood is mostly residential with a mix of older homes and new housing development.

The vision for the River Bend Neighborhood:

According to the *River Bend Neighborhood Plan*, the area is envisioned to be higher-density multifamily housing along the river corridor. The plan also calls for investing in infrastructure, improving transportation, revitalizing the neighborhood, and redeveloping underutilized or blighted sites.



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Sheboygan's Downtown Districts

Sheboygan's Downtown Districts 2020, Tactical Master Plan document provides ideas and strategies to promote placemaking enhancements at key locations in the City to make it an engaging, fun, and creative place to live/visit. The plan is focused on four districts: Michigan Avenue, Uptown, Downtown, and Indiana Avenue.

Michigan Avenue

The gateway to the lakefront, Michigan Avenue boasts a variety of popular and successful neighborhood businesses as well as a thriving local nightlife scene.

Recommendations

- Rightsize the Roadway on Michigan Avenue with delineated parking lanes and bike lanes.
- Strategic Nodes of Art Lighting
- District Gateway & Entrance Marker
- Facade Improvement Projects

Uptown

A trendy and contemporary district at the intersection of downtown and Michigan Avenue, catering to young professionals and active at all times of the day and evening.

Recommendations

- Strategic Nodes of Art Lighting
- Sidewalk seating
- Facade Improvement Projects

Source: GRAEF, 2020

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Downtown

The heart of entertainment and the professional employment base of the City, Downtown Sheboygan welcomes people from outside of the city to work and play on a daily basis.

Recommendations

- Strategic Nodes of Art Lighting
- Sidewalk seating
- Facade Improvement Projects

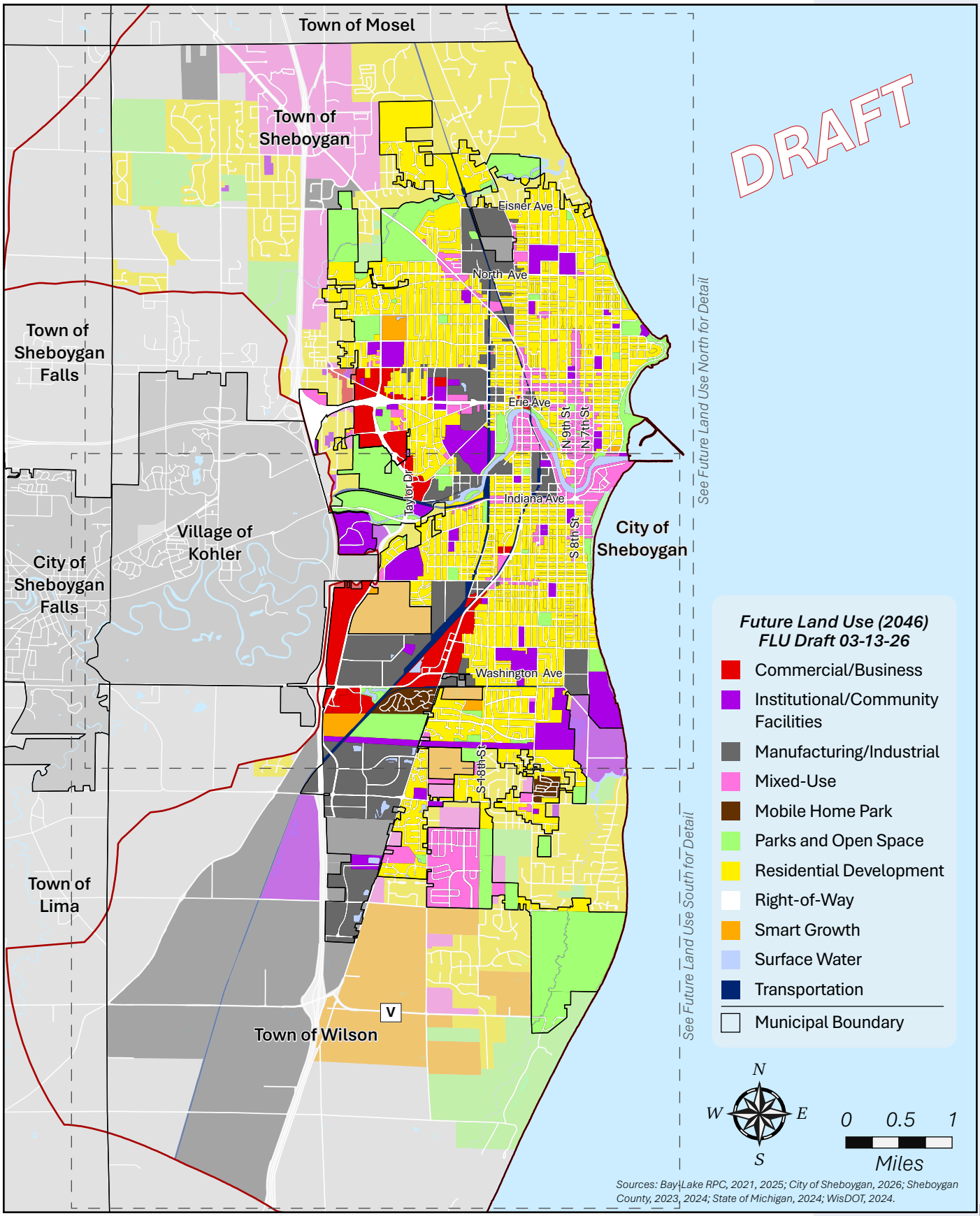
Indiana Avenue

The new "Fresh Tech" innovation district built from a strong employment base, cultural diversity in the district, County-wide innovation legacy, and a strong connection between downtown institutions and new development along the corridor.

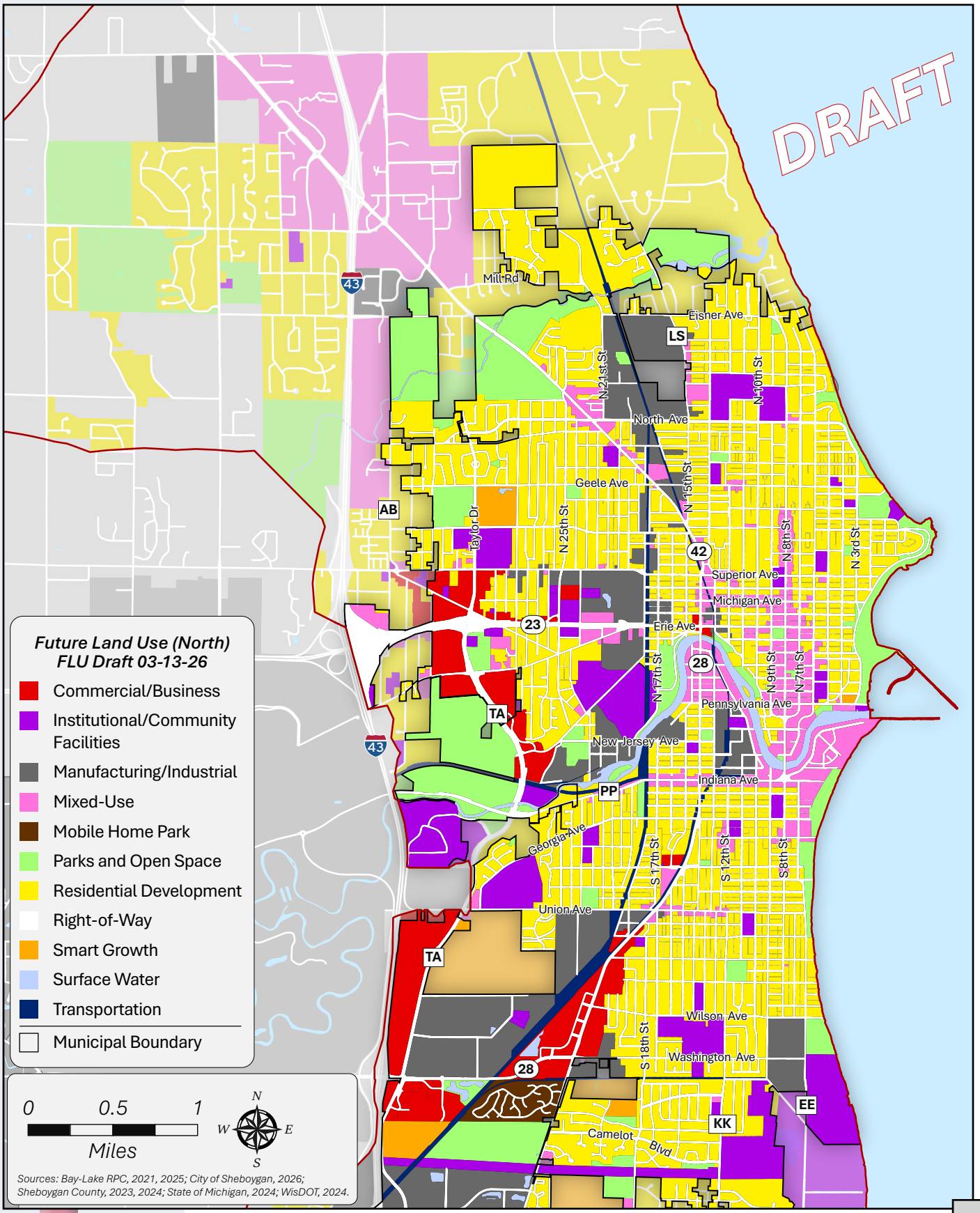
Recommendations

- District-specific Street Furniture
- Strategic Nodes of Art Lighting
- District Gateway & Entrance Marker
- Facade Improvement Projects
- Bike path signage & landscaping

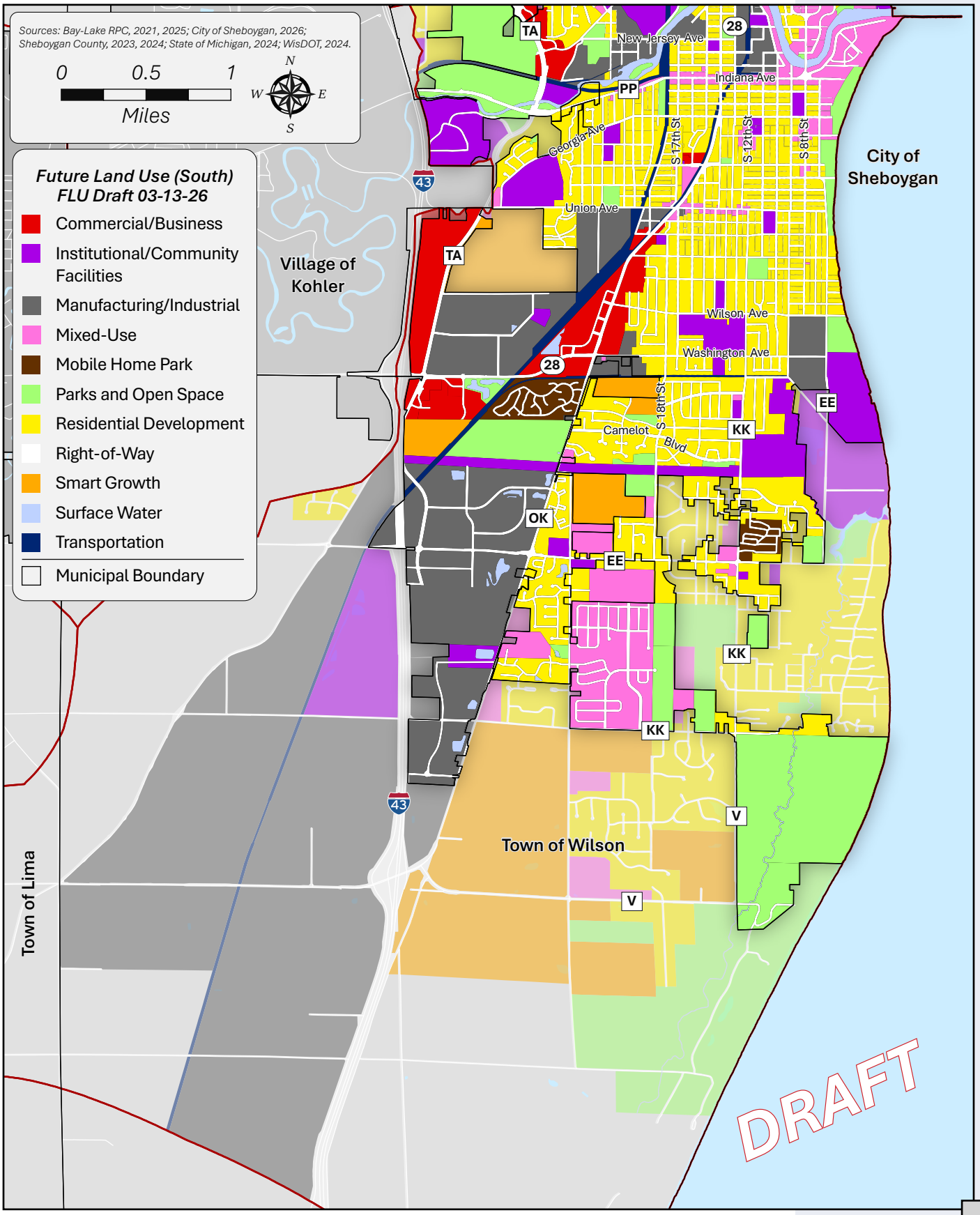
Map 7: Future Land Use



Map 8: Future Land Use North Detail



Map 9: Future Land Use South Detail



Intergovernmental Cooperation

This element provides information on the City of Sheboygan's relationship with overlapping and adjacent jurisdictions and how these connections can impact City residents in terms of taxation, planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of shared decision-making efforts can help the City of Sheboygan address issues and opportunities effectively and efficiently.

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

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Inventory of Adjacent and Overlapping Jurisdictions

This section lists and describes each of the adjacent and overlapping jurisdictions in proximity to the City of Sheboygan. The neighboring communities and municipal planning boundaries are also illustrated on Map 10.

Adjacent Communities

Town of Sheboygan

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

Town of Mosel

The Town of Mosel is located north of the City and Town of Sheboygan. The City of Sheboygan has extraterritorial platting and zoning powers in the southern-most portion of the Town of Mosel.

Town of Wilson

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

Town of Lima

A small portion of the eastern edge of the Town of Lima is within the City of Sheboygan's extraterritorial boundary.

Town of Sheboygan Falls

A small portion of the eastern edge of the Town of Sheboygan Falls is within the City of Sheboygan's extraterritorial boundary.

Village of Kohler

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

Village of Howards Grove

The Village of Howards Grove is located northwest of the City of Sheboygan. The City of Sheboygan does have overlapping extraterritorial jurisdiction with the village. The communities have an agreement in place to address this overlap.

Village of Oostburg

The Village of Oostburg is located southwest of the City of Sheboygan. The City of Sheboygan does have overlapping extraterritorial jurisdiction with the village.

School District

The City of Sheboygan is served by the Sheboygan Area School District. Over the planning period, the City of Sheboygan's Common Council and/or Plan Commission may wish to partake in the district's studies regarding future improvements/expansions of school facilities. Similarly, the Sheboygan Area School District may wish to provide feedback on the City of Sheboygan's plans and projects that could impact families, and the student population. The City of Sheboygan and the Sheboygan Area School District may at times request to share facilities for events or meetings

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Sheboygan County

The City of Sheboygan is located in Sheboygan County and, therefore, Sheboygan County has some authority within the city's 3-mile extra-territorial jurisdiction area. The City of Sheboygan and Sheboygan County will often participate in planning efforts that mutually benefit or effect the other jurisdiction and the broader urbanized planning area.

Region

The City of Sheboygan is located within the Bay-Lake Regional Planning Commission (BLRPC) region. The BLRPC is the regional, governmental entity of northeast Wisconsin. Sheboygan has a role to play in the region, and may participate in regional planning efforts as they arise over the planning period.

The BLRPC was designated the Metropolitan Planning Organization (MPO) for the Sheboygan Metropolitan Planning Area (MPA) in 1982. In addition to the City of Sheboygan, the MPA includes the City of Sheboygan Falls, the villages of Kohler and Howards Grove, the Town of Sheboygan and portions of the Towns of Herman, Lima, Mosel, Sheboygan Falls, and Wilson.

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State

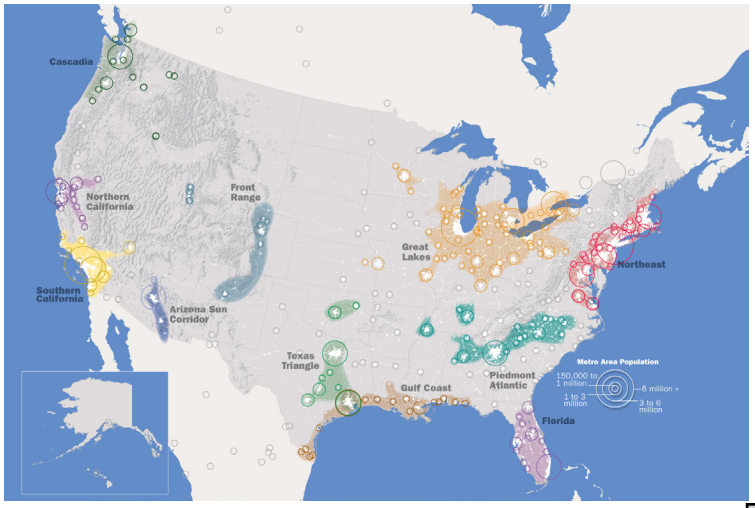
The city's relationship with the State of Wisconsin deals primarily with various state agencies. Sheboygan and the state dialog mostly on transportation-related (with the Wisconsin Department of Transportation) and natural resource-related (with the Wisconsin Department of Natural Resources). The City of Sheboygan also maintains a good working relationship with the state by adhering to state laws, policies, and requirements.

Federal

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

Great Lakes Mega Region

The Great Lakes Megaregion is one of the most economically and environmentally significant regions in North America, connecting major metropolitan areas across the Midwest and parts of Canada through shared water resources, transportation systems, manufacturing industries, and cultural ties. As a community in the Great Lakes Mega Region, Sheboygan should leverage its geographic location within the region. Sheboygan recognizes the importance of regional cooperation while supporting local identity and long-term connectivity. The interconnected nature of the Great Lakes



Source: Megaregions - America 2050, 2023

Mega Region provides many opportunities for economic growth, infrastructure investment, and population trends that often extend beyond municipal or state boundaries, requiring coordinated planning efforts among regional organizations.

Inventory of Existing Plans and Agreements

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

Annexation

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

Extraterritorial Platting

Section 236.10 of Wisconsin State Statute explains that a city or village may review and approve or reject subdivision plats located within its extraterritorial area if the city/village adopted a subdivision ordinance or an official map. This helps cities protect land uses near its boundaries from conflicting uses outside its city limits. For cities like Sheboygan (with a population over 10,000 people), the extraterritorial area can extend 3-miles beyond the city's boundary. This allowance does not, however, give the city the authority to require public improvements, (e.g., streets or sanitary sewers) in plats outside city limits.

Extraterritorial Zoning

Section 62.23 (7a) of Wisconsin State Statute allows cities and villages to extend extraterritorial zoning over surrounding unincorporated areas. In the City of Sheboygan's case, this would be 3 miles from Sheboygan's city limits. At present, the City of Sheboygan does not have extraterritorial zoning agreements in place with its surrounding townships.

Intergovernmental Agreements

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

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Sheboygan Urbanized Area Sewer Service Area (SSA) Plan.

The SSA Plan is developed by a technical advisory committee (TAC) that guides the planning process, reviews plan materials, and gives a final recommendation of the SSA plan to the WDNR. The TAC continues to uphold the 1975 Joint Sewage Treatment Agreement for the Sheboygan Region that consists of representatives from the cities of Sheboygan and Sheboygan Falls; the Village of Kohler; the towns of Mosel, Sheboygan, Sheboygan Falls, and Wilson; and Sheboygan County. The City of Sheboygan has three votes and each other community has one vote. The SSA Plan was recently updated and approved cooperatively by the communities in 2026 and should be reviewed and revised every five-to-ten years.

Sheboygan MPO Planning

The Sheboygan Metropolitan Planning Organization (MPO) is the policy board created and designed to carry out the area's metropolitan transportation planning process in the

Sheboygan Metropolitan Area (MPA). The policy board consists of representatives from the City of Sheboygan, City of Sheboygan Falls, the Villages of Howards Grove and Kohler, the Town of Sheboygan, and portions of the Towns of Herman, Lima, Mosel, Sheboygan Falls, and Wilson.

Cooperative Boundary Agreements

Development agreements related to growth and preservation are in place between the City of Sheboygan and the Town of Sheboygan.

Cooperative Decision-Making

Outlined below is an overview of efforts that currently or may require collective decision-making amongst overlapping and adjacent jurisdictions either informally or formally via intergovernmental agreement as well as ideas to improve communication, the transfer of information, and collective decision-making with overlapping and adjacent jurisdictions.

Over the planning period, the City of Sheboygan is encouraged to involve themselves in efforts that require collective decision-making with other communities or groups in the region. Efforts might relate to:

- Emergency and public utility services.
- Economic development initiatives.
- Preservation, promotion, and enhancement of natural resources and recreational facilities.
- Development in extraterritorial areas.
- Preservation of historic character and cultural resources or assets.
- Protection of water, soil, and air quality.

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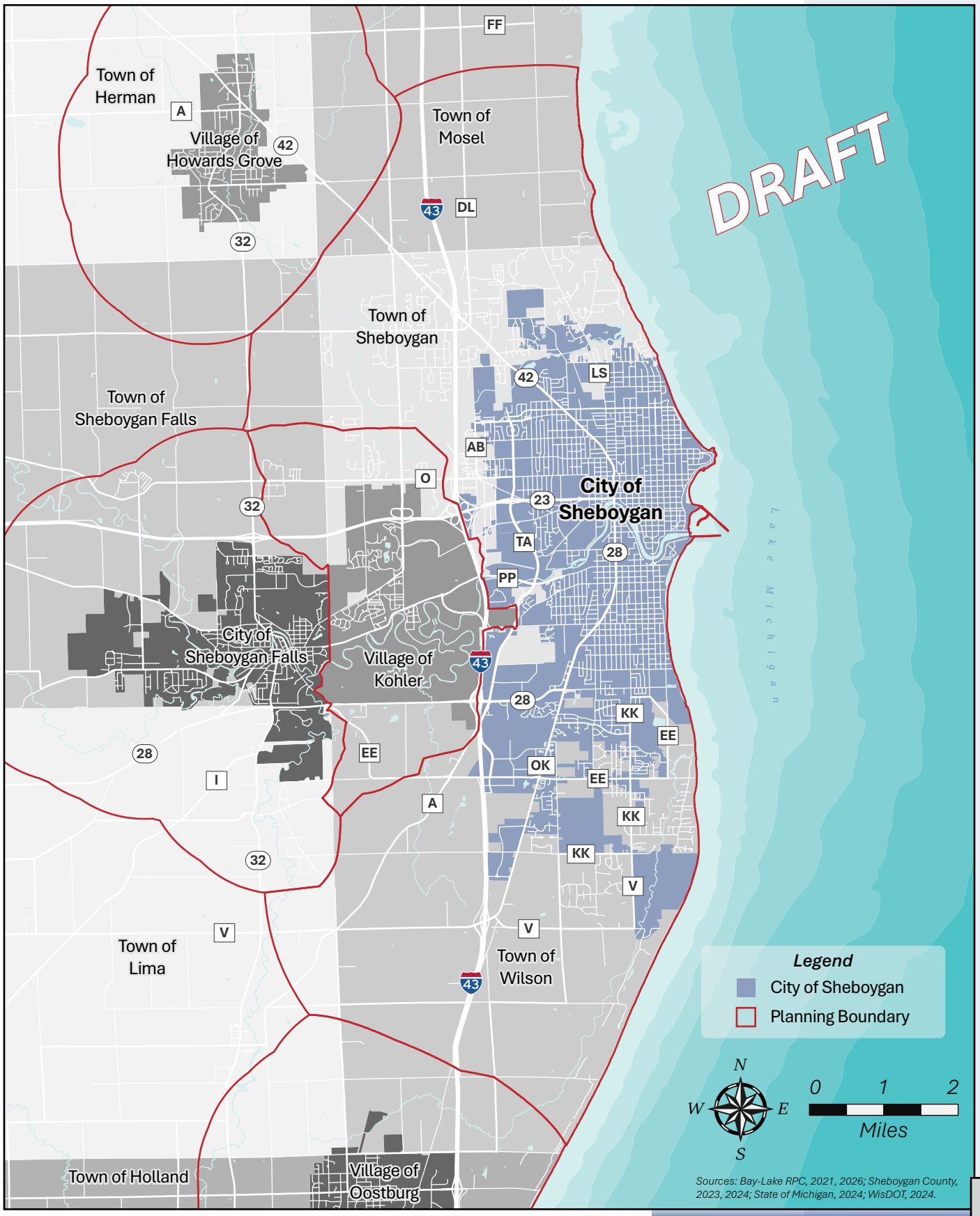
To improve collective decision-making efforts, the City of Sheboygan may want to:

- Create a central database to share data gathered by overlapping or adjacent jurisdictions.
- Attend joint meetings on specific issues of interest.
- Attend regularly occurring meetings (monthly or quarterly), with overlapping or adjacent jurisdictions to discuss regional challenges and opportunities.
- Continue to work with entities with a stake in the region (such as the Sheboygan County Chamber of Commerce, Sheboygan County Economic Development Corporation, and the UW-Extension at Sheboygan County).

Map 10: Intergovernmental Cooperation



Implementation

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

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

- **Role of the City**
- **Inventory of Existing Land Use Controls and Planning Efforts**
- **City of Sheboygan - Vision 2046**
- **Priorities and Actions**
- **Evaluation and Monitoring**

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Role of City

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

- **City Staff**: City staff, in various departments and services, will typically carry out the day-to-day operations of implementation. For example, staff may administer new program(s), facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.
- **City Plan Commission**: The Plan Commission's primary responsibility is to provide recommendations to the Common Council to implement the comprehensive plan and to ensure supporting city regulations are consistent with the plan. When reviewing any petition or when amending any controls within the city, the comprehensive plan shall be reviewed and a recommendation derived from its goals and objectives (listed in the latter portion of this Implementation element), as well as the Future Land Use Plan.

  The Plan Commission should also ensure that the comprehensive plan is updated at least once every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's maps, content, goals, objectives, and strategies.
- **Common Council**: The City of Sheboygan's elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations from advisory committees, and their own judgment. The comprehensive plan provides the guidance elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the City of Sheboygan's Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

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Inventory of Existing Land Use Controls and Planning Efforts

The following is a list of land use controls that have an influence on the growth/ preservation of the City of Sheboygan's future. The items listed are not a complete list of the city's ordinances, rather those that have the most authority.

General Zoning Ordinance

The General Zoning ordinance is adopted by the city for the purpose of protecting the public health, safety, morals, comfort, convenience and general welfare by implementing certain actions of the comprehensive plan.

Subdivisions Ordinance

It is the purpose of the Subdivisions ordinance to promote the public health, safety and general welfare of the community by coordinating and facilitating the further re-subdivision of the city's larger tracts into smaller parcels.

Shoreland-Wetland and Floodplain Zoning Ordinances

The Shoreland-Wetland and Floodplain ordinances are adopted to limit certain land use activities detrimental to the city's shorelands; to preserve shore cover and natural beauty by controlling the location of structures in shoreland areas and restricting the removal of natural shoreland vegetation; in addition to regulating development in the city's floodplains.

Other Plans and Studies

In addition to the City's land use controls, several of the city's past and ongoing planning efforts should also be referred to as a means to help guide the City's future. These plans, in most cases, are more detailed visions created by the City of Sheboygan, the Sheboygan urbanized area, or Sheboygan County for certain types of land uses and overall growth of the area. The following plans are updated annually and/or with more frequency than the comprehensive plan might be.

- Sheboygan's Downtown Districts Master Plan (2019)
- City of Sheboygan Development Site Atlas (Annually)
- City of Sheboygan Housing Study 2023-2032 (2023)
- 2024-2028 Comprehensive Outdoor Recreation Plan (2023)
- Sheboygan Area Sewer Service Area Plan (2026)
- Sheboygan County Farmland Preservation Plan (2023)
- Sheboygan County Hazard Mitigation Plan (2020)
- NE WI Coastal Resiliency Study (2021)

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City of Sheboygan - Vision 2046

"A diverse and prosperous coastal community."

Priorities and Actions

This section identifies specific activities that aim to achieve the vision and strategies of this comprehensive plan. The priorities and actions are organized by the elements discussed in this plan (e.g., Economic Development, Transportation, etc.).

The statements identified are intended to be implemented over the 20-year planning period, while maintaining some flexibility. It is not a guarantee that all actions will be implemented, but each action does warrant some exploration at a minimum. In some instances, identified actions may not ultimately be implemented as priorities and political/economic climates change. The City of Sheboygan may also pursue other actions, not currently documented in this section, to address changing goals and objectives over the 20-year planning period.

Housing & Neighborhoods

- **Affordable Housing Expansion**: Increase affordable and workforce housing options through collaborative partnerships throughout the City.
- **Neighborhood Renewal**: Continue infill housing projects and promote complementary development and include opportunities that support small businesses in residential neighborhoods.
- **Sheboygan Pedestrian Pathway**: Enhance, activate and continue to develop the Sheboygan Pedestrian Pathway System. A trail system connecting neighborhoods, businesses, parks and recreation.
- **10-Minute City**: Commit to the urban planning concept where residents can access most daily necessities-like groceries, schools, parks, healthcare, within a 10-minute walk, bike ride, or public transport trip from home.
- **Mixed-Use & Walkable Communities**: Promote developments that integrate dense housing, retail, third spaces, and green spaces.

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Natural and Environmental Resources

- **Climate Resilience**: Implement shoreline protection and flood mitigation strategies.
- **Green Infrastructure**: Implement community solar strategies.
- **Sustainable Agriculture:** Support community gardens and local food networks.
- **Urban Forestry**: Strengthen the City's commitment to be a "Tree City."
- **Sheboygan River:** Continue to enhance and clean up the river.
- **Stormwater Management:** Explore more modern ways to help with stormwater management.

Cultural Resources

- **Cultural Events**: Expand multicultural festivals and community engagement programs.
- **Arts & Creative Economy**: Support local artists and cultural organizations by prioritizing the development of arts related work and living spaces.
- **Entertainment**: Strengthen and diversify multi-seasonal and year-round entertainment options for tourist, residents and family centered options.
- **Educational Alignment**: Support Community Educational Institutions and safe streets with well-planned surrounding developments.
- **Pet Support**: Strengthen the city's commitment to make it a pet friendly community.
- **Events:** Make it easier for residents, community groups, and businesses to have events and rent out city spaces.

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Economic Development

- **Arts Promotion**: Expand the arts and support artist working and living space that may include an arts incubator and fabrication space.
- **Tourism & Waterfront Activation**: Enhance waterfront amenities, the marina, waterfront dining, and event spaces to boost connectively to city center.
- **City Centre Revitalization**: City Centre improvements with mixed-use developments and strategically plan redevelopment.
- **Industrial and Commercial Property**: Promote and support the development of the southwest corridor.
- **Workforce Development:** Partner with local industry on workforce development needs and support training programs.
- **Identify and capitalize on emerging economic opportunities** for which the region is well-suited, and work to locate and grow related new business development within the City.

Transportation & Mobility

- **Complete Streets**: Develop, design, and maintain streets that are safe, accessible, and efficient for all multi-model users, including pedestrians, bicyclists, motorists, and transit riders.
- **Walkability and Bikeability**: Create safe, accessible, and connected urban environments that encourage active, and access to non-motorized transport. Enhance bike lanes, cross walks, pedestrian pathways, and ADA accessibility.
- **Transit Expansion**: Prioritize the expansion of transit program options and continuity.
- **Airport Transportation**: Strengthen current services to local and major airports.

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Utilities & Community Facilities/Services

- **Fire Protection**: Enhance the Fire Department's operational capabilities to meet or exceed nationally recognized standards, while optimizing performance outcomes, including the continuous improvement and maintenance of the Department's ISO Public Protection Classification.
- **Emergency Medical Services**: Further, advance the Sheboygan Fire Department's emergency medical services to achieve recognition as a top-tier provider within the State of Wisconsin, delivering exceptional acute care that improves patient outcomes and enhances the quality of life for the community we serve.
- **Public Safety**: Continue to prioritize neighborhood-based policing.
- **Marina**: Prioritize and enhance marina revitalization efforts.
- **Water Quality**: Continue to support the high-quality water for all and prioritize lead service line replacement.
- **Commitment to Infrastructure**: Continue to strengthen, develop, design and maintain public infrastructure.

Emerging Focus Areas

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- **Health & Wellness**: Invest in parks, trails, and wellness-orientated development.
- **Economy**: Position Sheboygan as a hub for advanced manufacturing, health care, technology, logistics, and the arts.
- **Unhoused**: Strengthen our partnership with local non-profits to support the unhoused population.
- **Entertainment**: Commit to multi-season and year-round entertainment options for all.

Intergovernmental Cooperation

- **Participatory Planning**: Continue to participate in neighborhood associations outreach and supporting neighborhood improvement initiatives.
- **Shared Services**: Strengthen regional partnerships for emergency services, infrastructure, development, transit, and water quality.
- **Collaborations**: Continue to foster operational collaborations when feasible.
- **Multi-Governmental Support**: Work with state and federal agencies for funding and policy support.

Evaluation and Monitoring

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

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

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

Public Outreach / Engagement Results

Community feedback informed the development of this comprehensive plan. All feedback from public outreach sessions was carefully reviewed by City staff. Due to the variety of perspectives received, some comments conflicted with one another or pertained to issues beyond the scope of this comprehensive plan.

Bike Ride with the Mayor - September 14, 2024: Key Takeaways

- Separated bike paths in the city felt great to bike on but are disconnected. Desire to connect bike routes.
- People expressed feeling unsafe biking in the roads even with painted bike lanes or “share the road” markings due to car speed or proximity.
- People liked businesses in or near parks like the Biergarten and would like to see more attractions in parks.
- There is a desire for use of the parks year round.
- Everyone who filled out the survey currently lives in single family homes but most have lived in either a multi family home or apartment in the past.
- Overall the group seemed excited about progress in Sheboygan and wanted to learn more. Several comments about wanting to attend another event like this.

SWOT Exercise

Strengths

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

Weaknesses

- Seasonal (activities happen during three of the seasons)
- Lack of estate type subdivisions

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- Negative minority of the population drives some to stray away from positive developments for the betterment of the community and the region
- Lack of interstate signage and frontag
- Lack of all levels of housing types
- Lack of developable land

Opportunities

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

Threats

- Lack of affordable housing
- Misinformation regarding development projects
- Misinformation online that could deter development and business growth
- Lack of all housing
- Ensuring local business needs are known and met
- Expanding community resources to serve a diverse population
- Maintaining a high quality public school system
- Supporting businesses in achieving compliance with federal and state environmental regulations

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Farmers Market (08/27/2025)

What is your favorite part about the City of Sheboygan?

- The farmers market
- Public access to the beaches of Lake Michigan
- Maywood Environmental Park
- City Green
- Public Events
- Many nature connections (Lake, Maywood, Evergreen, etc)
- Hometown feel with small scale housing

- Community events
- Child friendly spaces
- Great place to raise a kid

What improvements/changes could be made?

- More transparency from local government. No TIF/TID without referendums
- The city elected officials and administrators should empower citizen input. Don't ask for input and then ignore it.
- Small lot redevelopment
- More housing for unsheltered people as fed cuts increase the hungry and sick and homeless

Top issue(s) you would like the city to address

- 187 homeless citizens in Sheboygan. What's the plan.
- Climate change
- Take care of parks
- No 3 story buildings blocking the view of the lake
- Level all sidewalks
- No concentrated apartment complexes. More single family or extended family homes, allows more space to be food sufficient through gardens and small-scale livestock
- Pedestrian crossing enforcement
- Zoning ordinance
- I'm from Hmong Community- we had used Kiwanis Park for our Hmong Festival. Now divided into many small pieces it is not fit for our community to use anymore. Let's plan some play (soccer) fields to meet our need.

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Sheboygan Open House - March 19, 2026 at Uptown Social:

Comments

- Don't know if we have height limits on buildings. We can't build East, Kohler owns most land West of I-43 and Town of Wilson and Town of Sheboygan are getting sick of our "land grab" the only way left is "up"! Let's allow 10-15 story building in the future.
- Review housing study input. Believe flawed and inaccurate 7,200? Perhaps 2,500 total units.
- We should make sure we do not allow data centers. The detriment to the community far outweighs the benefits: noise pollution and excessive power and water use. Keep our city nice for the next generation!
- City communication to residents must be improved.

- I would love to see the tourism focus shift away from “tourism” and more to making Sheboygan a place we want to live, work, play. If we love it the tourists will come especially the marina section. It rads like we are developing the marina and lakefront for the tourist when that is only for 3 months out of the year.
- I’d like to see plans for a municipal swimming pool, like Plymouth has.
- Comprehensive plan calls for affordable housing. Sheboygan has just approved 2500 living spaces (Gartman Farm), ignoring the need for affordable housing.
- The city has to cooperate with the non profits working with the homeless. City sold 220 parcels for $1.00 each. Perhaps they can offer similar to homeless population.
- All bus stops should have at least a bench to make them more accessible to the disabled, elderly, and youth!
- Allow conversion of single-family to duplex.
- Please provide the booklet copies to Uptown Social so people can pick up here.
- I know the state has a law or ordinance that says communities cannot put max # on short-term rentals. Isn’t there something Sheboygan can do to make ownership less attractive?
- Slow the pace, there is no hurry. We demand a quality well thought plan.
- One city employee in charge of all the zoning for the community is absurd. Power must be shared with Alders and public.
- Why are there only two hard copies of the plan available.
- Protect Lake Michigan and invest in the people already here.
- Enforce quality of life statutes—clearing snow!
- Remove reference to Neighborhood Associations in the comprehensive plan. The city no longer supports the neighborhoods.
- Increased transportation to airport and train station in Milwaukee/Chicago.
- Intersection 25th Street and Calumet should be roundabout. Terrible safety hazard. Now.
- Why is affordable housing translated to apartment? How about smaller homes 800 – 1200 square feet, that can be added onto as family resources increase.
- I would love to see a section about parking, even just a general goal especially for the downtown area where there is a lot of underutilized vacant parking. Thanks!
- Local artists making murals downtown.
- Why hire outside consultant? Why not hire Sheboygan businesses and people? We do not trust this project.
- Easier for residents/groups to do community events (block parties, parklet, etc...)
- We would like better connectivity between the marina and river so we can walk along there without going through parking lots and along the road.
- Public transit is not being attended to.
- Create a forma partnership and funding for the warming center to help close gaps

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in care for the unhoused.

- Replying to calls and texts from City Adm. and council members should be a thing.
- Improve public transportation.
- Allow duplexes, townhomes, triplex, and ADUs.
- Goal of increasing bus users. More people bus = more residents, serving more.
- Absence of parks in some areas.
- Commit to helping homeless population and extends transitional housing and support services.
- Build out off street bike paths.
- Sharrows are awful and make it more dangerous.
- We should have longer than 24-hour street parking for residents. Not everyone has a garage, and not everyone wants to drive every day!
- Eliminate mandated parking minimums.
- Density! I would prefer a discussion on priorities.
- Is there a fund for current home-owners to borrow from to upgrade rather than fill pockets of out of area developers.
- Improve infrastructure. I asked the DPW to fix the “apron” areas at the end of our two alleys. Water pools, preventing flow to sewers. Was told no, because the garbage trucks don’t pick up garbage in those alleys.
- Expanding transportation, especially bus routes further north and south in the city as well as neighboring communities, employers and higher education.
- Focus on downtown development. Greenfield absolute last resort.
- Affordable family friendly indoor/outdoor spaces. Trampoline park indoor/outdoor playground, aquatic center.
- Please provide safe crossing from housing area to waterfront areas. Lots of fast cards, not wanting to stop for crosswalks. True along Broughton Drive and North 4th Street.
- Focus on downtown.
- Allow community groups to do more. Support their efforts.
- Allow neighborhood grocery stores.
- Noise levels are a community concern, especially unnecessary vehicle noises—engine revving, noisy exhaust systems, etc. The city needs more aggressive enforcement of excessive noise levels from motorcycles and sports vehicles. There are routes these vehicles frequently take—waterfront, 8th street bridge and roundabout and South Pier Drive. These are routes used by families and tourists—who need better protection from these types of drivers.
- Cultural Events- The city neighborhood associations sponsored an event called Winterfest. The City and DPW destroyed the event by refusing to support future

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events. The city will have to "buy into" cultural events.

- Marina Development- The marina does not benefit the taxpaying citizens unless that citizen owns a boat. Marina should be prioritized and funded by the people who use it because young children and teens must come first. We need opportunities like water facilities (public pool, water park- look at Manitowoc and Plymouth). Provide ice skating parks. Build a community center.
- Mobility- Provide safe sidewalks and roads (infrastructure is crumbling). Comprehensive report states there are businesses wanting to relocate to Sheboygan. If there is a "want" why isn't it happening. Could have sold South Pointe property for more than 80 cents/square foot if there is such demand.
- Pay-It-Fund should have been funded by city. Bring it back and pack for it! Collect fee from churches without homeless facilities.
- 25th and Calumet needs to be a roundabout. Unsafe!
- So many trees falling on houses. What can be done? Zoning? Fire Ordinance?
- Food trucks should have special spot near to swim areas, to park.
- Pg 36. Care Facilities—Interesting that two paragraphs are dedicated to HSHS St. Nicholos and Prevea but the Aurora Medica Center and Medical Clinic on Union and Taylor + clinic on Kohler Memorial Drive are not more thoroughly defined.
- Please hyperlink the comprehensive plan to the other supporting plans.
- 5,000 more housing units are way too many. Sheboygan has been at 50,000 people for decades. Do you really think it will go up 10,000 people? You had merely 1 study. A flawed study causes more harm than good. As it stands, currently, a landlord can say no to bad potential residents. During the great recession, people double up in apartment causing many vacancies. After a unit is empty for more than 2 or 3 months, a landlord may have issues filling that unit and rent to undesirables. Rents were cheaper than the bad areas of Milwaukee. May bad characters, criminal, and never do wells moved here and landlords had to fill their units somehow. Crime went up, jails were filled, the misbegotten offspring filled our schools and caused a bad environment for all, The excessive housing being built will bring these ailments and more. Damaging our city is not a good plan.
- Having Uptown Social host these events is excellent. If time can be scheduled, I believe having even more frequent meetings would help spread out peoples ability to ask questions and/or give feedback, and learn about things going on in the city.
- I'm curious how the city defines "affordable" housing—as in specific rent dollars. At times I've heard $1200/month be considered "affordable". In my opinion "affordable" housing should be well under $1,000, such as $500-$600/month.
- Use "The Sun" for promoting public input. The Press circulation is poor.
- "A diverse and prosperous coastal community" – impossible without affordable housing for current residents. Less than $1000 per month. Impossible without protecting the Lake by refusing to allow resource hungry facilities like data centers. Impossible without building community among all the folks in Sheboygan, not only the rich white developers and their government cronies. Rejoice in the diversity of the population and get over white supremacy. Help he disabled. Help

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the homeless. Help the working poor. Sheboygan's city governments job is to benefit us residents and we deserve to supply input at all stages.

- Need more housing that includes different class/ethnicity in neighborhoods (need to use the power municipalities have to encourage developers to do this).
- Housing affordable to all income levels.
- Keep green spaces.
- "Missing Middle" mixed into empty lots to be developed.
- EV chargers.
- Study other composting programs of other municipalities in the country and work to develop a plan that will compost kitchen waste.
- Improve mass transportation so buses run more frequently- which will encourage more ridership.
- Subscribe to app to streamline PV solar roofs, etc) (PP+) (will save the purchaser 30% by streamlining permitting)
- Include EVs in city vehicular fleet.
- Better signage at critical bicycle crossings
- Work toward strong town options
- Continue program to bring more trees to low income areas of Sheboygan
- Keep up to date with technology/capitalistic developments example- data centers are new and a moratorium of such new technologies should be kept track of before decisions become critical.
- Need a tool for residents to make input at any time
- EV buses (start with 1 pilot to iron out problems) electric vehicles are less expensive to run and maintain = saves taxpayers $$.
- Remove lead from water services
- Concentrate on abandoned buildings and buildings left vacant by choice by owner—develop a plan that will address said structures to enhance neighborhoods.
- Seems lost for development are difficult to match a developer. We have been told areas like the Aurora Hospital site had issues with funding a developer. With so much housing needed, I wonder if residents were told the truth. The comp plans slide on development seems to infer that developers were all anxious to build on these properties
- Air quality has to be addressed.
- Is this supposed to be a 10-year comprehensive plan? There are lots of references to 20-year timelines.
- A 90-page planning document and at least 50% of it describes nothing except current infrastructure, city geology and hydrology, etc...? Does the plan really need to state we have ten cemeteries and a police department? Why do these descriptions follow pages of housing information (seems backwards)? Perhaps

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put housing needs and info after the basic city explanations with the land needs starting on page 64?

- Page 9: a “mobile event”? Really? How many knew about this and how many attended?
- Page 9: How nice of the city to offer (1!) public hearing on a ten-to-twenty year plan that affects every residents!
- Page 27, 41, 53, 63: what “reserved for graphics” will be added later? Why cannot they be added now?
- Page 43: Overuse of red/green in this chart (and others) means they are useless to color-blind people.
- Page 49: It would be helpful, in addition to telling us what a TID/TIF is and how many there are, explain by name what each is and how much the projected tax burden, in millions of dollars, exists in present-day dollars.
- Page 51: The descriptions do not match the chart classifications.
- Page 60: “guides Sheboygan’s plan commission” – if there is a ‘plan commission’ in the future…
- Page 64: we (finally) get to more land & housing needs
- Page 67: we (finally) get to land use goals
- Page 83: Multiple references to a Plan Commission/Commissioners that may not exist in the future…
- Slow down the comprehensive plan process and stop the zoning code rewrite.
- EV chargers for downtown, part of resiliency, environmental, etc.
- Air quality improvement. For nearly all of summer, the air quality is fair or worse.
- Free parking downtown.
- Public Safety Concerns
  - Improve visibility – pedestrians and bicycles
  - 10th and Indiana- can’t see when turning west
  - Improve New Jersey Ave. near drop off site so less flooding
  - Homeless having to hang out at library discourages use especially letting tweens go to the library without adult supervision and elderly.
  - Drug deals bathrooms on the beach along trail in summer.
  - Large trucks; semis 4th street- do not allow.
  - Homeless downtown, at St. Lukes and in neighborhoods. Need a shelter away from downtown area where tourists are. Lots of break in attempts in neighborhood.
- History/Culture
  - Renovation- insulate and new windows to older buildings
  - Limit number of abandoned homes sold for Airbnbs.

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- Repurpose abandoned homes with homeless as target renters.
- Grants to fix up existing historic housing stock downtown. TIDS for citizens. $1 lots for citizens to build instead of developers. It would get the house on tax rolls right away.
- Winter festival- street skiing event.
- Effigy mound tours once or twice a year.

- Desired Use/Development
  - More shops and small businesses downtown closer together to make a walkable area
  - Music venue such as the Warf Manitowoc
  - Small dog only dog parks for safety
  - Keep the community center at Deland. Do not tear it down only 30 years old. Great shape and fireplace. Often rented.
  - Allow garden waste drop-off on Sunday when people are off work.
- Transportation
  - No E-Bikes on boardwalk and along the lake path. Dangerous for walkers.
  - No mountain bikes at Evergreen Park trails. Those trails are in Kettle Moraine already.
  - Right turn lane Erie and 7th street needs to be marked better and more in advance.
  - Difficult crossing 14th from Michigan Ave going west. Large evergreen in the way. Also, on a bike hard with fast traffic.
  - Need full north to south and east to west bike trails through the city. Preferably off of the road. Many streets no bike lanes and lots of parked cars.
  - Flashing crosswalk Ontario and Broughton Drive. Many people and bikes almost get hit by cruising cars by beachfront.
  - Train Green Bay to Chicago with a stop in Sheboygan!
- Commercial Retail/Manufacturing
  - Grocery stores in walkable area for local communities such as downtown- south lakeshore- north lakeshore.
  - Consideration to noise, water quality, energy. How will data center affect these in our community.
  - Food desert downtown for affordable everyday groceries- Trader Joes, Kroeger, Lidl, Wegmans, maybe inside US Bank building.
  - Keep green space Deland Park. Keep it quiet and peaceful on the lake. No bands.
  - Designate specific data center areas since we cannot ban them.

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- Natural Resources
  - Ozone levels are high
  - Thinking of all implications from huge building construction.
  - No data centers.
  - No Kohler golf course Black River/ Lake. Leave Kohler Andres Dunes alone!
  - Need data center areas marked on map since we cannot ban them. Right now they could go on any industrial area including in town. Make sure away from housing.
  - Shoreline erosion.
  - Broughton Drive by North Point they cleared trees and plants. Now a mudslide when it rains and mud on road. Hazard.
- Undesirable Use
  - Make those available to low income/homeless and assist/base use on cleanup/maintenance.
  - Plant gardens in run down parts of town for community purpose. Homeless could help maintain them.
  - Unused valuable land. Make city charge buyer the fair market value of land! Stop giving it away.
  - Remove warehouse buildings along lake next to Blue Harbor.
- Housing
  - Missing middle- multi family. Smaller apartment buildings infill.
  - 1.3 million to developer next to Landmark. Parking before building. What happened to green space. If you have so much money how about rehab dollars for Enz Manor, Anna Reiss and U.S. Bank. Housing does not have to be downtown.
  - Stop TID building!
  - Help those who are trying to address homeless population. The library should not have to be their only option.
  - Stay out of the Town of Wilson!
  - Accessory dwelling units should be allowed to be airbnbs.
  - Communicate with the surrounding communities.
  - No more TIDs!
  - Vacant housing with such a “housing shortage”
    - o Flag vacant/nuisance- inspections department, owner gets orders to fix or maintain property
    - o Vacant- owners must register vacant properties, pay annual fees- increase over time
  - More daycare centers and 24 hour care

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- No sprawl or annexation
- Consult with Towns of Sheboygan, Wilson, county and schools before completing comp plan. Make sure no duplication or too much new housing.
- No more TIDS.
- Tiny home subdivision.

Summary of Feedback from 4/10/26 and 4/11/26 - Public Engagement at Uptown Social

- Embrace and focus on German culture
- Add more about environmental and climate change
- Protect access to the Lakefront
- Advance positive environmental initiatives, regardless of price
- Prioritize housing of all types
- More senior living/ housing options
- Do not prioritize senior housing, Baby Boomers will at some point not be our biggest demographic
- Prioritize bike lanes
- Create better lighting on bike paths
- The concept of a 10-minute city is silly and unrealistic
- More Density
- Less Density
- Help the unhoused/ homeless
- Stop supporting the unhoused. When you do so, they will leave
- Put the power lines under the ground instead of power poles

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Summary of Feedback from 4/20/26 – Meeting with Small to Medium Businesses via the Chamber of Commerce

- Continue to Support the Business Park Expansion
- Create more single family homes (under $300k)
- Create more apartments
- Look at different funding tools for public transit
- Invest in a 10 – 15 Min City

Summary from 7/9/2026 - Community Engagement Event at Paradigm Coffee Shop

Environment, Lake Michigan & Climate

- Strong protection of Lake Michigan and the lakeshore is a dominant concern: oppose privatization, overdevelopment, industrial impacts, data centers, and development of natural shoreline areas.
- Protect rivers, wetlands, groundwater, woodlands, environmental corridors, and native habitats; address invasive species and agricultural runoff.
- Add much more detail on flooding, stormwater, shoreline erosion, impaired waterways, soil conditions, and climate change to the comprehensive plan.
- Promote native trees, green space, rain gardens, green roofs/walls, and sustainable landscaping.
- Develop an air-quality/ozone reduction strategy, including cleaner transportation and equipment and consideration of pollution from industrial activity, boats, and other events.
- Explicitly recognize Sheboygan as a potential “climate refuge” community and incorporate climate resilience into planning and grant applications.
- Establish a data-center moratorium / prohibit data centers, with concerns about environmental impacts, water use, energy, and limited employment benefits.

Transportation, Biking & Pedestrian Safety

- Expand and improve bike trails, protected bike lanes, walking paths, lighting, sidewalks, curb cuts, and pedestrian safety.
- Improve connections to the lakefront, neighborhoods, schools, and surrounding communities.
- Regulate e-bikes, scooters, and dirt bikes, including speed/helmet/safety considerations.
- Consider bike-safety education for children and traffic-calming measures.
- Prioritize road and sidewalk maintenance.
- Mixed opinions on the pedestrian bridge: some strongly support it, while others oppose putting it in the comprehensive plan as a predetermined project.

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Public Transit & Parking

- Major disagreement over transit expansion: some want more routes and regional service, while others believe current buses have insufficient ridership and are fiscally unsustainable.
- Several comments favor smaller buses/vans and more frequent or expanded routes, including connections to surrounding communities and Milwaukee/ Chicago airports.
- Suggestions include trolleys and special-event transportation.
- Strong opposition to downtown parking meters and parking garages; several commenters favor free or better-managed parking instead.
- A recurring concern is that parking revenue should not be used to subsidize transit, and transportation funding should be examined separately.

Economic Development & Downtown

- Economic development is one of the strongest recurring concerns.
- Commenters want the city to attract and retain businesses, employment, entertainment, dining, tourism, and investment.
- Revitalize downtown/city center, improve storefronts, enhance waterfront amenities, and make better use of parks and public spaces.
- Support small/local businesses and developers, local contractors, workforce development, and stronger public-private partnerships.
- Many want more outdoor venues, cultural/recreational activities, restaurants, and neighborhood commercial areas.
- Concern that Sheboygan is losing economic opportunities to surrounding communities.

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Housing

- There is significant disagreement over how much and what type of housing should be built.
- Broad support for affordable housing, including rentals, starter homes, senior housing, accessible housing, and income-based options.
- Suggestions include smaller homes, ADUs, duplexes, condos, mixed-use buildings, infill development, and subdivision of oversized/vacant lots.
- Some commenters oppose additional apartment construction, particularly luxury apartments, while others advocate for greater density and mixed-use development.
- A recurring question is: How much housing does Sheboygan actually need, who will occupy it, and how does housing growth relate to population and employment trends?
- Strong interest in preserving existing neighborhoods and building within the current city footprint rather than expanding onto surrounding farmland/open space.

Land Use, Development & Green Space

- Preserve green space, parks, natural shoreline, and lake views.
- Avoid development of sensitive lakefront areas, particularly between North Pier and Northpoint.
- Concerns about development density, building height, neighborhood compatibility, and large-scale projects.
- Several commenters favor higher-density development in appropriate areas if it protects green space and lake views.
- Questions and objections regarding including golf courses in the comprehensive plan when none currently exist in the city.
- Interest in community gardens, food production, courtyards, native landscaping, and additional trees.

Government Transparency & Community Engagement

- Repeated calls for greater transparency, accountability, and meaningful public participation.
- Residents want elected officials, administrators, businesses, employers, developers, neighboring municipalities, and community organizations actively involved.
- Concern about perceived influence of developers and the need for independent/community oversight.
- Requests for clearer explanations of TIF/TID districts, development incentives, spending, and economic-development decisions.
- Frustration that issues identified in the 2011 comprehensive plan remain unresolved.
- Desire for stronger collaboration with local employers, schools, nonprofits, neighboring communities, and residents.

Fiscal Responsibility & TIF/TID

- Significant concern about taxpayer spending and the cost-effectiveness of city projects.
- Calls for greater scrutiny of TIF/TID proposals and clearer explanations of their purpose and long-term benefits.
- Questions about spending on parking structures, transit, development incentives, and other major projects.
- Some commenters want the city to focus more heavily on maintaining existing infrastructure rather than adding costly new facilities.

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Community Services, Equity & Quality of Life

- Need for more cooling and warming centers, including facilities available nights and weekends.
- Support for services for unhoused residents, seniors, people with disabilities, and other vulnerable populations.
- Improve accessibility throughout the city.
- Support diversity, inclusion, and multilingual access to housing/services.
- Engage students and young people in planning.
- Partner with public health on issues such as safe medication disposal.
- Interest in arts, artist work/live spaces, recreation, music, outdoor events, and stronger use of parks.

Specific Plan Corrections & Additions

A substantial portion of the feedback consists of technical corrections and requested additions to the draft plan, including:

- Correcting descriptions/maps of hydrology, creeks, wetlands, groundwater, shoreline protection, soils, and environmental corridors.
- Updating information about Edgewater Generating Station and the regional electricity grid.
- Correcting municipal/county facility information and employer lists.
- Updating demographic and commuting data.
- Adding Complete Streets, greenhouse-gas reduction, sustainable development, solar energy, stormwater management, and alternative transportation policies.
- Clarifying proposed trails and other mapped transportation facilities.
- Adding specific environmental language to make the plan more useful for future grants and implementation.

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Overall takeaway from the Paradigm event

The feedback can be boiled down to six major priorities:

- Protect Lake Michigan, the shoreline, waterways, wetlands, and green space.
- Make climate resilience and environmental sustainability central to the plan.
- Strengthen economic development, downtown vitality, tourism, and local business.
- Provide affordable, accessible, appropriately scaled housing without unnecessary sprawl.
- Improve walking, biking, roads, transit, and overall transportation safety while being fiscally responsible.
- Increase transparency, accountability, community participation, and measurable implementation.

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City of Sheboygan

828 Center Avenue
Sheboygan, WI 53081

https://www.sheboyganwi.gov

View the City of Sheboygan Comprehensive Plan Online

CITY OF SHEBOYGAN
RESOLUTION 132-26-27

BY ALDERPERSONS BOORSE AND CLOSE.

OCTOBER 19, 2026.

A RESOLUTION establishing the 2027 Budget appropriations and the 2026 Tax Levy for use during the calendar year.

WHEREAS, Section 2-867 of the Municipal Code of the City of Sheboygan requires an annual budget appropriating monies to finance activities of the City for the ensuing fiscal year; and

WHEREAS, the Common Council committees have duly considered and discussed a budget for 2027 as proposed by the City Administrator; and

WHEREAS, a public hearing on the budget will be held on October 19, 2026 as required; and

WHEREAS, the 2027 budget requires a tax levy to partially finance the appropriations.

NOW, THEREFORE, BE IT RESOLVED: That the following are hereby adopted as set forth in the attachment and established in the budget document by the Common Council of the City of Sheboygan:

Budgeted revenue estimates and expenditure appropriations for the year 2027 for the City's General Fund; Special Revenue - MEG Unit, Tourism, Senior Services, Library, Community Development Block Grant, Affordable Housing, Redevelopment Authority, Special Assessment; Debt Service – G.O. Debt Service; Capital Improvement Funds – Capital Fund, Industrial Park Fund, TID 16, TID 17, TID 18, TID 19, TID 20, TID 21, TID 22, TID 23, TID 24, TID 25, TID 26; Proprietary Funds – Wastewater, Refuse, Marina/Boat Facilities, Parking Utility, Transit; Internal Service Funds - Health Insurance, Liability Insurance, Workers Compensation Insurance, Information Technology, Motor Vehicle; and Fiduciary Fund – Cemetery Perpetual Care

BE IT FURTHER RESOLVED: That the property tax levy required to finance the 2027 Budget is $31,447,716.

PASSED AND ADOPTED BY THE CITY OF SHEBOYGAN COMMON COUNCIL__.

Presiding Officer

Ryan Sorenson, Mayor, City of Sheboygan

Attest

Meredith DeBruin, City Clerk, City of Sheboygan

2027 PROPOSED BUDGET SUMMARY (UPDATED 10-30-2026)

	General Fund	Special Revenue	Debt Service	Capital Improvement	Fiduciary Funds	Proprietary Funds*	2027 Proposed*	2026 Estimated*	2025 Actual*	2024 Actual*	
Revenue											Revenue
Taxes and Special Assessments	$19,943,150	$5,915,882	$5,693,679	$7,068,408	$0	$731,168	$39,352,287	$36,970,872	$36,438,164	$33,435,765	Taxes
Intergovernmental Revenue	$18,647,054	$1,578,316	$0	$5,680,310	$0	$15,217,795	$41,123,475	$25,012,885	$29,494,578	$26,526,399	Intergovernmental Revenue
Licenses and Permits	$1,867,687	$7,000	$0	$0	$0	$700	$1,875,387	$2,148,987	$1,399,548	$1,091,982	Licenses and Permits
Fines and Forfeitures	$1,082,000	$0	$0	$0	$0	$2,000	$1,084,000	$1,090,467	$962,583	$1,148,788	Fines and Forfeitures
Public Charges for Services	$3,805,307	$287,000	$0	$0	$15,000	$17,082,213	$21,189,520	$19,050,059	$19,079,232	$16,550,080	Charges for Services
Intergovernmental Charges for Services	$800,504	$0	$0	$0	$0	$13,283,716	$14,084,220	$12,842,297	$12,552,349	$11,926,613	Intergovernmental Charges for Services
Miscellaneous Revenue	$564,485	$697,500	$27,069	$1,079,559	$6,500	$667,249	$3,042,362	$6,258,365	$5,905,140	$6,273,395	Miscellaneous Revenue
Other Financing Sources	$6,085,755	$5,000	$0	$74,557,900	$0	$40,247,881	$120,896,536	$39,605,215	$18,752,561	$30,165,065	Other Financing Sources
Total Revenue	$52,795,942	$8,490,698	$5,720,748	$88,386,177	$21,500	$87,232,722	$242,647,787	$142,979,147	$124,584,155	$127,118,087	Total Revenue
Expenditures											Expenditures
General Government	$7,573,786	$0	$0	$300,000	$0	$11,311,912	$19,185,698	$20,885,828	$22,679,317	$22,263,523	General Government
Public Safety	$29,107,203	$53,518	$0	$32,244,142	$0	$0	$61,404,863	$30,128,005	$26,740,793	$27,577,139	Public Safety
Public Works	$7,691,547	$0	$0	$11,702,058	$0	$77,530,859	$96,924,464	$49,481,000	$29,415,406	$27,898,183	Public Works
Health and Human Services	$281,814	$0	$0	$0	$0	$0	$281,814	$263,020	$243,444	$234,267	Health and Human Services
Culture and Recreation	$2,471,433	$6,897,093	$0	$3,436,000	$0	$0	$12,804,526	$10,499,080	$9,880,705	$10,580,248	Culture and Recreation
Conservation and Development	$1,060,273	$860,354	$0	$42,290,728	$0		$44,211,355	$28,632,447	$20,688,654	$11,296,404	Conservation and Development
Transfers and other expenses	$5,109,886	$704,255	$5,449,187	$2,053,403	$6,500	$475,000	$13,798,231	$11,863,549	$5,485,788	$4,949,718	Transfers and other expenses
Total Expenditures	$53,295,942	$8,515,220	$5,449,187	$92,026,331	$6,500	$89,317,771	$248,610,951	$151,752,929	$115,134,107	$104,799,482	Total Expenditures
Excess of revenues over (under) expenditures	-$500,000	-$24,522	$271,561	-$3,640,154	$15,000	-$2,085,049	-$5,963,164	-$8,773,782	$9,450,048	$22,318,605	Excess of revenues over (under) expenditures
Net Property Tax Required	$18,129,317	$3,599,510	$5,693,679	$3,294,042	$0	$731,168	$31,447,716	$30,129,824	$29,381,887	$27,128,455	Net Property Tax Required
Assessed Valuation							$5,154,617,579	$4,824,493,036	$4,436,606,525	$3,973,505,063	Estimated Assessed Valuation (Excluding TID)
ASSESSED TAX RATE							6.1009	6.2452	6.6226	6.8273	ESTIMATED ASSESSED TAX RATE
Equalized Valuation*							$5,311,281,600	$4,971,814,900	$4,564,705,800	$4,089,066,700	Equalized Valuation (Excluding TID)
EQUALIZED TAX RATE							5.921	6.060	6.437	6.634	EQUALIZED TAX RATE

2027 PROPOSED BUDGET SUMMARY (UPDATED 10-14-2026)

	General Fund	Special Revenue	Debt Service	Capital Improvement	Fiduciary Funds	Proprietary Funds*	2027 Proposed*	2026 Estimated*	2025 Actual*	2024 Actual*	
Revenue											Revenue
Taxes and Special Assessments	$19,943,150	$5,915,882	$5,693,679	$7,068,408	$0	$731,168	$39,352,287	$36,970,872	$36,438,164	$33,435,765	Taxes
Intergovernmental Revenue	$18,647,054	$1,578,316	$0	$5,680,310	$0	$15,117,795	$41,023,475	$25,012,885	$29,494,578	$26,526,399	Intergovernmental Revenue
Licenses and Permits	$1,867,687	$7,000	$0	$0	$0	$700	$1,875,387	$2,148,987	$1,399,548	$1,091,982	Licenses and Permits
Fines and Forfeitures	$1,082,000	$0	$0	$0	$0	$2,000	$1,084,000	$1,090,467	$962,583	$1,148,788	Fines and Forfeitures
Public Charges for Services	$3,805,307	$287,000	$0	$0	$15,000	$17,082,213	$21,189,520	$19,050,059	$19,079,232	$16,550,080	Charges for Services
Intergovernmental Charges for Services	$800,504	$0	$0	$0	$0	$13,283,716	$14,084,220	$12,842,297	$12,552,349	$11,926,613	Intergovernmental Charges for Services
Miscellaneous Revenue	$564,485	$697,500	$27,069	$1,079,559	$6,500	$667,249	$3,042,362	$6,258,365	$5,905,140	$6,273,395	Miscellaneous Revenue
Other Financing Sources	$6,085,755	$5,000	$0	$74,557,900	$0	$40,247,881	$120,896,536	$39,605,215	$18,752,561	$30,165,065	Other Financing Sources
Total Revenue	$52,795,942	$8,490,698	$5,720,748	$88,386,177	$21,500	$87,132,722	$242,547,787	$142,979,147	$124,584,155	$127,118,087	Total Revenue
Expenditures											Expenditures
General Government	$7,573,786	$0	$0	$300,000	$0	$11,311,912	$19,185,698	$20,885,828	$22,679,317	$22,263,523	General Government
Public Safety	$29,107,203	$53,518	$0	$32,244,142	$0	$0	$61,404,863	$30,128,005	$26,740,793	$27,577,139	Public Safety
Public Works	$7,691,547	$0	$0	$11,702,058	$0	$77,430,859	$96,824,464	$49,481,000	$29,415,406	$27,898,183	Public Works
Health and Human Services	$281,814	$0	$0	$0	$0	$0	$281,814	$263,020	$243,444	$234,267	Health and Human Services
Culture and Recreation	$2,471,433	$6,897,093	$0	$3,436,000	$0	$0	$12,804,526	$10,499,080	$9,880,705	$10,580,248	Culture and Recreation
Conservation and Development	$1,060,273	$860,354	$0	$42,290,728	$0		$44,211,355	$28,632,447	$20,688,654	$11,296,404	Conservation and Development
Transfers and other expenses	$5,109,886	$704,255	$5,449,187	$2,053,403	$6,500	$475,000	$13,798,231	$11,863,549	$5,485,788	$4,949,718	Transfers and other expenses
Total Expenditures	$53,295,942	$8,515,220	$5,449,187	$92,026,331	$6,500	$89,217,771	$248,510,951	$151,752,929	$115,134,107	$104,799,482	Total Expenditures
Excess of revenues over (under) expenditures	-$500,000	-$24,522	$271,561	-$3,640,154	$15,000	-$2,085,049	-$5,963,164	-$8,773,782	$9,450,048	$22,318,605	Excess of revenues over (under) expenditures
Net Property Tax Required	$18,129,317	$3,599,510	$5,693,679	$3,294,042	$0	$731,168	$31,447,716	$30,129,824	$29,381,887	$27,128,455	Net Property Tax Required
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EQUALIZED TAX RATE							5.921	6.060	6.437	6.634	EQUALIZED TAX RATE

CITY OF SHEBOYGAN
REPORT 41-26-27

BY LICENSING, HEARINGS, AND PUBLIC SAFETY COMMITTEE.

NOVEMBER 2, 2026.

Submitting Findings of Fact and Conclusions of Law approving Mobile Food Vendor License No. 3815, Flawless Jerk Cuisine, LLC.

STATE OF WISCONSIN CITY OF SHEBOYGAN SHEBOYGAN COUNTY

IN THE MATTER OF THE
MOBILE FOOD VENDOR:

FLAWLESS JERK CUISINE, LLC

LICENSING, HEARINGS, AND PUBLIC SAFETY COMMITTEE REPORT

On October 26, 2026, the City of Sheboygan Licensing, Hearings, and Public Safety Committee (the "Committee") held an appeal hearing on the denial of the Mobile Food Vendor License No. 3815, which was applied for by Ilam Clarke (the "Applicant").

Findings of Fact

Based upon the testimony and exhibits presented by Attorney Matthew Murray on behalf of the City of Sheboygan and the testimony of Ilam Clarke, the Committee makes the following Findings of Fact and Conclusions of Law:

1. Applicant provided materially false information in the application by writing "No" to the question whether applicant has any pending felony or misdemeanor violations. Committee recognizes that the City Clerk was required by SMC 14-310(b)(1) to deny the application due to the applicant's material misstatement relating to his criminal history. Committee has considered this material misstatement and applicant's criminal history. Committee finds the criminal history is not substantially related to the licensed activity and that nothing prevents the applicant from simply reapplying with corrected information.

Conclusions of Law and Recommendation

Based upon the Findings of Fact, the Licensing, Hearings, and Public Safety Committee recommends that the Mobile Food Vendor License application be approved.

Approved by the City of Sheboygan Licensing, Hearings, and Public Safety Committee this 26th day of October, 2026.

By: _____
Alder Susie Boorse, Chairperson
Licensing, Hearings, and Public Safety Committee