

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

Department of Housing and Urban Development (HUD), Office of Community Planning and Development requires the City of Sheboygan as a recipient of federal entitlement funds to develop a Consolidated Plan every five years that describes the community's priorities and goals for expenditure of funds on housing and community development. The Consolidated Plan outlines community needs as it relates to affordable housing and community development and includes a strategic plan for use of the funds.

The City of Sheboygan utilized public engagement and data analysis to assist in strategically planning the use of limited public funding. This Consolidated Plan covers calendar years 2025 through 2029. Community Development Block Grant (CDBG) funds have slightly increased in the recent past, however this plan is drafted assuming the funding will be maintained levels similar to past awards.

The Consolidated Plan is carried out through annual action plans which provide a summary of the actions, activities, and federal and non-federal resources that will be used each year to address the priority needs and goals identified in the Consolidated Plan.

The City of Sheboygan receives only CDBG funds from HUD under the formula calculation and plans to focus efforts to continue to revitalize neighborhoods and commercial areas, providing decent housing opportunities, suitable living environments and expanding economic opportunities for low to moderate income individuals, households and neighborhoods.

The total anticipated funding award amounts for the 2025-2029 Consolidated Plan is projected at \$4,500,000 or approximately \$900,000 per year for five years. The City will also continue to operate housing rehabilitation and business development revolving loan programs which will allow for additional program income on a yearly basis.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

The City of Sheboygan's greatest need is for housing (affordable, workforce and market rate), housing rehab, transitional and special needs housing, blight elimination, and public infrastructure such as sidewalks and streetlights, and public transportation during 2nd and 3rd shifts.

There is a desire to continue to address blight by focusing on entire neighborhoods where older, dilapidated houses exist, either through acquisition and demolition, or through rehab using City resources and partners who focus on this work.

There is a need for mental health services, childcare centers, and public safety emphasis.

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

The city continued to fund multiple public service agencies such as Salvation Army, Lakeshore CAP, Habitat for Humanity and the Abode, to address the needs of individuals and families who are homeless or at high risk of homelessness. The City also funded organizations such as the Partners in Community Development that provides homeowner and rental unit housing rehabilitation to improve housing options for LMI individuals and families. The City continued to operate the housing rehabilitation and business development revolving loan programs. The city funded infrastructure improvements in low to moderate income neighborhoods as part of the city's Five-Year Strategic Plan focus areas. Lastly, the city made loans to businesses to contribute to job creation for LMI persons.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

The City of Sheboygan's citizen participation plan includes a variety of public engagement opportunities as well as public hearings. Public engagement events to develop this plan included the following stakeholder groups:

Interviews were conducted with the following public service recipients:

- Shoreline Metro
- Abode
- Habitat for Humanity
- Salvation Army
- Sheboygan County Food Bank
- Lakeshore CAP
- Sheboygan County Health Service
- The Warming Center

A Community Needs Survey was conducted in summer of 2024 and open to city residents. Nearly 800 people responded to some parts of the survey with just under 700 completed surveys submitted.

Department heads met to discuss needs in the community and evaluate potential projects for this period's Consolidated Plan.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

There were no public comments received from the public.

6. Summary of comments or views not accepted and the reasons for not accepting them

N/A

7. Summary

The City of Sheboygan has been a good steward with past CDBG dollars. It listens to the community and public service providers to understand needs so that it can effectively deploy future dollars. The plan passed through the public hearing process, 30-day comment period and unanimous votes by the plan commission and city council. Staff are excited to implement this new consolidated plan to continue to do the good work of deploying CDBG dollars in the City of Sheboygan.

PR-05 Lead & Responsible Agencies – 91.200(b)**1. Agency/entity responsible for preparing/administering the Consolidated Plan**

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role		Name	Department/Agency
CDBG Administrator		SHEBOYGAN	Department of Planning and Development

Table 1 – Responsible Agencies

Narrative (optional)

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Consolidated Plan Public Contact Information

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AP-10 Consultation – 91.100, 91.200(b), 91.215(l)

1. Introduction

The City of Sheboygan, Department of Planning and Development undertook a comprehensive public engagement effort to ensure the Consolidated Plan was drafted with engagement from members of the public, local service providers, other city departments, other local government agencies and other local organizations. The consultation process consisted of online surveys and individual meetings with service providers, city leadership staff, members of the public and other governmental agencies.

Provide a concise summary of the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l))

The City of Sheboygan, Department of Planning and Development undertook a comprehensive public engagement effort to ensure the Consolidated Plan was drafted with engagement from members of the public, local service providers, other city departments, other local government agencies and other local organizations. The consultation process consisted of online surveys and individual meetings with service providers, city leadership staff, members of the public and other governmental agencies.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

Staff members from the Dept. of Community Development met individually with the Salvation Army, Abode, and the Warming Shelter and homeless needs were discussed. Our team also met with Sheboygan County Health Service Department where mental health services are provided. Each participating entity serves a different segment of the homeless population in Sheboygan.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS

The City of Sheboygan is not a formula-based grant recipient of Continuum of Care funding, therefore local organizations apply through funds allocated to the “Balance of State.” Lakeshore CAP applies to HUD directly for ESG funds.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction’s consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	Agency/Group/Organization	SHEBOYGAN
	Agency/Group/Organization Type	Department Heads
	What section of the Plan was addressed by Consultation?	Public Works Projects
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	In-Person Meeting: Discussed possible projects that could improve LMI Neighborhoods and Services provided to LMI persons by the City of Sheboygan.
2	Agency/Group/Organization	The Abode
	Agency/Group/Organization Type	Public Service
	What section of the Plan was addressed by Consultation?	Supportive Housing Services
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	In-Person Meeting: Agency wants to increase beds for sober living residences
3	Agency/Group/Organization	Shoreline Metro
	Agency/Group/Organization Type	Public Transit
	What section of the Plan was addressed by Consultation?	Serving LMI Persons with Transportation
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	In-Person Meeting: Discussed service to and from LMI neighborhoods to and from jobs, shopping, medical services, service agencies
4	Agency/Group/Organization	HABITAT FOR HUMANITY
	Agency/Group/Organization Type	Public Services
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Public Housing Needs Housing Rehab

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Virtual Interview: Discussed ordinance to address atypical lots w/atypical structures and need for smaller homes for independent senior citizens
5	Agency/Group/Organization	Sheboygan County Warming Center
	Agency/Group/Organization Type	Public Services
	What section of the Plan was addressed by Consultation?	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Services to the Homeless
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	In-Person Meeting: Requested bus passes, a bus route to Plymouth, desire to connect with other support agencies
6	Agency/Group/Organization	Sheboygan County Health and Human Services
	Agency/Group/Organization Type	Other government - County
	What section of the Plan was addressed by Consultation?	Services to LMI
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Virtual Interview: Agency is working on access to housing, working with asylum seekers, referral source to other services, requested staff at public housing
7	Agency/Group/Organization	Big Brother Big Sister WI Shoreline
	Agency/Group/Organization Type	Public Service
	What section of the Plan was addressed by Consultation?	Youth Services

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Virtual Interview: Reported access to services is an issue, also transportation to 2nd and 3rd shift jobs for parents.
8	Agency/Group/Organization	SALVATION ARMY
	Agency/Group/Organization Type	Public Service
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Public Housing Needs Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Homeless Services
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Virtual Interview: Homelessness is increasing, housing availability is decreasing. People are staying in the shelter longer than average. No transportation for 2nd & 3rd shift jobs. Need more space in shelter.
9	Agency/Group/Organization	LAKESHORE CAP INC.
	Agency/Group/Organization Type	Public Service
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Public Housing Needs Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Homelessness Assistance

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Virtual Interview: Access to mental health services is a barrier; there is no housing stock for LMI, Landlords are limited; transportation to 2nd & 3rd shift jobs is a challenge. Childcare is a need.
10	Agency/Group/Organization	PARTNERS FOR COMMUNITY DEVELOPMENT
	Agency/Group/Organization Type	Housing Housing Rehab
	What section of the Plan was addressed by Consultation?	Housing Rehab
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	In person interview: Providing weatherization and critical home repairs to residents, also rehab services and providing affordable housing to LMI persons.

Identify any Agency Types not consulted and provide rationale for not consulting

All stakeholders in the area were consulted and none were knowingly omitted from being allowed to share their thoughts on this planning process.

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Lakeshore CAP, Inc.	Lakeshore CAP oversees the County's Continuum of Care in partnership with other local agencies.
Comprehensive Plan	City of Sheboygan	Promote construction of affordable housing, neighborhood revitalization, economic development, and homeownership.
PHA Plan	Sheboygan Housing Authority	Providing funding to support the Housing Authority with tenant-based rental assistance

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

AP-12 Participation – 91.105, 91.200(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting

The city of Sheboygan invites public participation at all stages of the Consolidated Planning process. The city is committed to making reasonable and timely access to the needs assessment, strategy development and budget recommendation process for all members of the community, particularly low- and moderate-income persons.

The 30-day public comment period was from June 9, 2026 – July 9, 2026.

The Public Hearing was held at the City Plan Commission meeting on June 24, 2026.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Community Survey	Residents of Public and Assisted Housing	Approximately 700 responses.	Residents want money spent city wide; housing, affordable rental housing, services for homeless, alcohol/drug abuse, mental health, childcare, and infrastructure (streetlights) were the highest needs. Public safety public improvements (streetlights) ranked highest in the public improvement category.	All comments were accepted.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	Interviews	Public Service Subrecipients	8 agencies were interviewed either in person or virtually	There appears to be a shortage of beds for unhoused persons, and lack of transitional housing. Another repeated need is transportation for 2nd and 3rd shift jobs.	All comments were accepted.	

Table 4 – Citizen Participation Outreach

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The City has several Tax Increment Districts in which blighted properties have been identified. These funds could be used in conjunction with CDBG funding for the purchase, demolition, site clean-up, redevelopment of blighted properties. The City has also elected to hold eligible TIDs open for an additional year so the increment in each district can be utilized for affordable housing projects.

The anticipated resources section of the strategic plan describes the City of Sheboygan's financial resources for the duration of the 2025-2029 Consolidated Plan. The financial resources listed are not all encompassing but serve to illustrate the City's ability to use federal and local funding to address the priority needs and goals put forth in this plan. The funds are anticipated to be utilized by various regional and local government entities as well as the service providers which serve Sheboygan.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	928,390.00	75,000.00	1,065,000.00	2,068,390.00	300,000.00	Annual allocation from CDBG Funds. Prior Year Resources include Administration, Housing Rehab, Public Facilities, Blight Elimination, as well as Housing Rehab revolving loan funds on hand. Program income is the amount expected to receive in the 2025 Program Year.

Table 5 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

Federal funds are leveraged through all the non-profits that are successful in receiving Community Development Block Grant funding to assist with their programs. Every dollar of CDBG funding is matched ten times through the non-profits local funding and fund raising. CDBG does not require matching funds, but through fund raising with non-profits and local contributions for public facilities, CDBG tends to be easily matched ten times over the amount given towards projects.

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City does not have any land/property it owns that may be used to address the needs identified in the plan.

There is currently no publicly owned land or property located within the jurisdiction that will be used to address the needs identified in this plan.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
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Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Preservation of Existing Homes	2025	2029	Affordable Housing	BLOCK GRANT TARGET AREA, SHEBOYGAN	Neighborhood Concerns Housing Concerns Economic Development	CDBG: \$50,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 5 Household Housing Unit Rental units rehabilitated: 0 Household Housing Unit Homeowner Housing Added: 3 Household Housing Unit Homeowner Housing Rehabilitated: 0 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 200 Households Assisted Homeless Person Overnight Shelter: 0 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
2	Homeowner Rehabilitation	2025	2029	Affordable Housing	BLOCK GRANT TARGET AREA, SHEBOYGAN	Neighborhood Concerns Housing Concerns Economic Development	CDBG: \$20,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Support of Homeless	2025	2029	Homeless	BLOCK GRANT TARGET AREA, SHEBOYGAN	Homelessness Concerns Neighborhood Concerns Housing Concerns	CDBG: \$60,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
6	Job Creation	2025	2029	Non-Housing Community Development	BLOCK GRANT TARGET AREA, SHEBOYGAN	Economic Development	CDBG: \$500,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
7	Public Service (PS) Activities	2025	2029	Non-Housing Community Development	BLOCK GRANT TARGET AREA, SHEBOYGAN	Homelessness Concerns Neighborhood Concerns Housing Concerns	CDBG: \$136,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
8	Blight Remediation	2025	2029	Affordable Housing	BLOCK GRANT TARGET AREA, SHEBOYGAN	Homelessness Concerns Neighborhood Concerns Housing Concerns Economic Development	CDBG: \$120,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
9	Section 108 Repayment	2025	2029	Prior Project	BLOCK GRANT TARGET AREA, SHEBOYGAN	Neighborhood Concerns Economic Development	CDBG: \$600,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
11	Administration	2025	2029	Non-Housing Community Development	BLOCK GRANT TARGET AREA, SHEBOYGAN	Homelessness Concerns Neighborhood Concerns Housing Concerns Economic Development Public Facilities	CDBG: \$182,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 0 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 0 Households Assisted Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 900 Households Assisted Facade treatment/business building rehabilitation: 0 Business Brownfield acres remediated: 0 Acre Rental units constructed: 0 Household Housing Unit Rental units rehabilitated: 5 Household Housing Unit Homeowner Housing Added: 0 Household Housing Unit Homeowner Housing Rehabilitated: 3 Household Housing Unit Direct Financial Assistance to Homebuyers: 0 Households Assisted Tenant-based rental assistance / Rapid Rehousing: 0 Households Assisted Homeless Person Overnight Shelter: 200 Persons Assisted Overnight/Emergency Shelter / Transitional Housing: 0

Table 6 – Goals Summary

Goal Descriptions

1	Goal Name	Preservation of Existing Homes
	Goal Description	Housing Rehabilitation offers low interest loans to income qualified homeowners to make the necessary repairs so they can stay and afford to stay in their homes. Program funds can also be utilized by the City when it becomes the owner of a single-family home that needs renovations before making it available for sale.
2	Goal Name	Homeowner Rehabilitation
	Goal Description	Housing accessibility improvements offers low interest loans to income qualified homeowners to make the necessary ADA improvements so they can stay in their homes. Program funds can also be utilized by the City when it becomes the owner of a single-family home that needs renovations before making it available for sale.
3	Goal Name	Support of Homeless
	Goal Description	Assistance with the needs of Homeless Shelters from administration costs, case management, planning costs for expansion, or physical improvements to better address their clientele.
6	Goal Name	Job Creation
	Goal Description	Activities include business loans to new and/or expanding businesses for acquisition of buildings and/or equipment. Outcomes are job creation for low-income households.
7	Goal Name	Public Service (PS) Activities
	Goal Description	Activities include assistance to non-profit agencies who assist low-income households. Services range from, but not limited to, homeless providers, housing providers, youth program providers, elderly program providers, health care providers, special needs population providers, diversity providers, etc.

8	Goal Name	Blight Remediation
	Goal Description	Activities may include the acquisition, demolition, site cleanup of blighted properties. Vacant land will then be made available for redevelopment.
9	Goal Name	Section 108 Repayment
	Goal Description	Activities may include the acquisition of a vacant land to be redeveloped into housing units or assistance to a non-profit for acquisition of a parcel for their approved activities.
11	Goal Name	Administration
	Goal Description	Funding to assist administration of CDBG program for City staff to include, but not limited to, salaries and benefits, travel for training, etc.

Projects

AP-35 Projects – 91.220(d)

Introduction

The City of Sheboygan will utilize Community Development Block Grant allocations for the following projects for the 2026 year. All projects fall under the goals and objectives set forth in its 2025 – 2029 5-Year Consolidated Plan which will be submitted with this 2026 Annual Plan to the local HUD field office.

Projects

#	Project Name
1	Administration
2	Lakeshore Cap
3	The Abode
4	Shoreline Metro
5	Salvation Army
6	Sheboygan County Interfaith Organization
7	Sheboygan County Warming Center
8	Homeowner Rehab Loan Program
9	Acquisitions
10	Blight Elimination

Table 7 - Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

Lakeshore Cap: The objective of Lakeshore Cap’s Supportive Housing Program is to address the urgent and growing issue of housing instability and homelessness in Sheboygan County. The program seeks to provide relief and long-term solutions for individuals and families who are homeless or at imminent risk of homelessness. Through resource referral, individualized housing planning, and rental assistance, the program supports participants in achieving stability and reducing the likelihood of returning to homelessness.

The Abode: The Adults in Recovery from Substance Abuse & Mental Health Challenges are served at the Abode's CBRF residences (Clara and Ontario Avenues) with 16-beds and 24-hour staffing. During their average 3-month stay, they provide furnished rooms and supplies, all meals, case management, programming (relapse prevention, job search, coping skills, etc.), and activities to assist their recovery and transition to independent living. The Homeless Families are served at one of the four furnished Erie

Avenue Apartments.

Salvation Army: The Emergency Lodge is an overnight shelter located in downtown Sheboygan. This is a 90-day program, that is available 7 days a week, 365 days a year to assist those who have experienced a crisis leading to homelessness. The objective of the Emergency Lodge is to provide unhoused individuals with shelter, food, basic necessities and support through intensive casework so they may secure permanent housing within three months.

Sheboygan County Interfaith Organization:The Bridgeway and Beyond Transitional Living Program supports the low-to-moderate income families experiencing or at risk of homelessness by providing housing stability services and comprehensive case management designed to promote self-sufficiency and long-term housing retention. This is a 3-6 months residential housing program and up to 2 years. The objective of the Bridgeway to Beyond Transitional Living Program is to provide unhoused families with shelter, food, basic necessities and support through intensive casework.

Sheboygan County Warming Center: The Sheboygan County Warming Center and Herb Kohler and Natalie Black Community Café supports the low-to-moderate income individuals who are experiencing or at risk of homelessness by providing daily night shelter and meals. The objective of Sheboygan County Warming Center and Herb Kohler and Natalie Black Community Café provide meals, case management, basic necessities and a safe place for those who are in needs due to exposure of extreme weather.

Homeowner Rehabilitation Loan Program: Allocating priority for this program is high due to the cost of repairs to a home. The City of Sheboygan's housing stock is older and homes typically need more than one item repaired/replaced at a time. Many homeowners start the application process but do not complete it due to the administrative burden in providing all the required documents. City staff will work with each homeowner/applicant to make sure they can submit the required paperwork and obtain the necessary repairs to their homes.

AP-38 Project Summary
Project Summary Information

1	Project Name	Administration
	Target Area	
	Goals Supported	Administration
	Needs Addressed	
	Funding	CDBG: \$182,135.00
	Description	Staff Cost associated with running programs including but not limited to salaries, travel, supplies, etc.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	N/A
	Location Description	
	Planned Activities	
2	Project Name	Lakeshore Cap
	Target Area	
	Goals Supported	Support of Homeless Public Service (PS) Activities
	Needs Addressed	Homelessness Concerns Housing Concerns
	Funding	CDBG: \$12,000.00
	Description	Supportive Housing Program- Resource planning, rental assistance, referrals
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	1. 550 applications reviewed and resources provided 2. 150 nights of shelter provided 3. 50 people avoid eviction and maintain housing 4. 30 people maintain housing for 90 days 5. 20 people maintain housing for 180 days

	Location Description	Service Location: Services are primarily provided from our Wilgus Avenue office in Sheboygan. Case management may also occur: • In the client's home • At our office • At safe, mutually agreed-upon community locations Service Hours: • Office open Monday–Thursday, 8:00 a.m.–4:00 p.m., and Friday, 9:00 a.m.–1:00 p.m. • Case management offered Monday–Friday, typically 8:30 a.m.–4:30 p.m.
	Planned Activities	1. Homeless households will have a safe, temporary place to stay through the After Hours (Motel Voucher) program, ensuring immediate protection from unsafe weather conditions and reducing exposure to harm. 2. Program participants will obtain or maintain safe, affordable housing through targeted rental assistance and individualized case management support. 3. Program participants will sustain safe, affordable housing over time by working with case managers to strengthen income stability, access community resources, and successfully implement their housing stability plans.
3	Project Name	The Abode
	Target Area	
	Goals Supported	Support of Homeless Public Service (PS) Activities
	Needs Addressed	Homelessness Concerns
	Funding	CDBG: \$31,200.00
	Description	Furnished rooms, meals, case management, programming
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	16 individuals served in the Independent Recovery Living Hostel at the Clara Ave and Ontario Ave Location.
	Location Description	
	Planned Activities	
4	Project Name	Shoreline Metro

	Target Area	
	Goals Supported	Public Service (PS) Activities
	Needs Addressed	Public Facilities
	Funding	CDBG: \$20,000.00
	Description	Transportation of LMI individuals to jobs, medical appointments, etc.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	580,000 LMI youth, adult, disabled riders
	Location Description	
	Planned Activities	
5	Project Name	Salvation Army
	Target Area	
	Goals Supported	Support of Homeless Public Service (PS) Activities
	Needs Addressed	Homelessness Concerns
	Funding	CDBG: \$30,000.00
	Description	Temporary shelter, food, basic, necessities, support
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	269 individuals or families on the verge of homelessness were served. 29% transitioned to positive housing.
	Location Description	150 individuals on the verge of homelessness
6	Planned Activities	
	Project Name	Sheboygan County Interfaith Organization
	Target Area	
	Goals Supported	Support of Homeless Public Service (PS) Activities
	Needs Addressed	Homelessness Concerns

	Funding	CDBG: \$30,000.00
	Description	Temporary shelter, food, basic, necessities, support
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
7	Project Name	Sheboygan County Warming Center
	Target Area	
	Goals Supported	Support of Homeless Public Service (PS) Activities
	Needs Addressed	Homelessness Concerns
	Funding	CDBG: \$13,401.00
	Description	Temporary shelter, food, basic, necessities, support
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	70 individuals served each night and 10,000 meals served.
	Location Description	70 individuals served each night and 10,000 meals served.
	Planned Activities	
8	Project Name	Homeowner Rehab Loan Program
	Target Area	
	Goals Supported	Preservation of Existing Homes Homeowner Rehabilitation
	Needs Addressed	Housing Concerns
	Funding	CDBG: \$50,000.00
	Description	Improvements to owner-occupied units
	Target Date	3/31/2027

	Estimate the number and type of families that will benefit from the proposed activities	10 LMI households received \$ in rehab.
	Location Description	
	Planned Activities	
9	Project Name	Acquisitions
	Target Area	
	Goals Supported	Blight Remediation Section 108 Repayment
	Needs Addressed	
	Funding	CDBG: \$500,000.00
	Description	Purchase of blighted property
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
10	Project Name	Blight Elimination
	Target Area	
	Goals Supported	Blight Remediation
	Needs Addressed	
	Funding	CDBG: \$75,000.00
	Description	Demolition and clearance of blighted property
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	

AP-50 Geographic Distribution – 91.220(f)**Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

The geographic areas where assistance will be directed are the city limits of the City of Sheboygan.

Geographic Distribution

Target Area	Percentage of Funds
BLOCK GRANT TARGET AREA, SHEBOYGAN	100

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

The City does not “target” areas for funding. Community Development Block Grant funds assist all residents citywide. There are no priorities that we use to evaluate projects – only if they meet the current income guidelines and all other HUD requirements; projects are evaluated based on availability of funding and the needs of the community.

Discussion

As indicated above, there are no targeted areas for Community Development Block Grant Funds to be allocated to. We will continue to work within low to moderate income census tracts but without identified needed projects, funding cannot be allocated.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

The City of Sheboygan intends to carry out these goals through partnerships with local nonprofit and community organizations that provide direct services to low- and moderate-income households and individuals experiencing housing instability. The City's primary Public Service partners include **Lakeshore CAP, The Salvation Army, The Abode, Partners in Community Development (PCD), and the Housing Authority of the City of Sheboygan.**

One Year Goals for the Number of Households to be Supported	
Homeless	90
Non-Homeless	150
Special-Needs	20
Total	260

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	154
The Production of New Units	10
Rehab of Existing Units	20
Acquisition of Existing Units	0
Total	184

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

The programs the City offers include homeowner rehab, which has low direct impact in terms of numbers of households served.

Households are primarily supported through the public service activities carried out by our Public Service partners – Lakeshore Cap, Salvation Army, The Abode, and Partners in Community Development, and the Housing Authority of the City of Sheboygan.

AP-60 Public Housing – 91.220(h)

Introduction

The role of the Housing Authority (HA) of the City of Sheboygan is to provide public housing and administer Section 8 Housing Choice Vouchers. The HA operates a tax credit project (Wasserman Place) it co-owns with a private sector partner (105 units) where 105 project-based vouchers are used. It also has 49 tenant-based vouchers for a total of 154 Housing Choice vouchers managed by the Housing Authority.

The HA also owns and operates an 84-unit development (Park Plaza at 909 Ontario Ave.), and 135 units of public housing across four other developments: Tamarack House (105 units), 24 units of 2- and 3-bedroom family housing at Georgia Ave; and 6 2-bedroom units of family public housing at 919 Niagra Ave. Additionally the HA owns 49 units of WHEDA subsidized housing in Sheboygan Falls, WI.

Actions planned during the next year to address the needs to public housing

The HA will continue to lease, manage, and maintain its public housing units and look for ways to prolong the useful life and affordability of those units. 2025 will start the beginning of the 2025-2029 HA's 5-Year Capital Improvement Plan. This plan outlines the strategic use of its capital funding, and the projected improvements planned for their public housing units. Those improvements for 2025 include the continuing of kitchen modernization and upgrading those the public housing units that couldn't get completed in 2024 and with smoke detectors to meet the new regulations.

Actions to encourage public housing residents to become more involved in management and participate in homeownership

N/A

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

The Housing Authority of the City of Sheboygan is not a designated as troubled.

Discussion

The access to affordable, safe housing is a high priority for the City of Sheboygan. Wasserman Place, Tamarack House, Park Plaza, the Family Units, and Housing Choice Voucher programs are essential for Sheboygan's residents who cannot afford market rents. If these programs are eliminated, these families will not be able to afford safe housing and may end up homeless - which would only add to the increasing homeless situation.

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Development Department staff is a part of the Sheboygan County's Housing Coalition. This coalition consists of all local housing agencies that work with homeless and housing issues in general. In working together, agencies better understand each other's goals and how their clients can be better assisted.

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

All local shelters provide in-depth case management with each of their clients. They connect their clients with other programs that can assist them to meet their goals – whether it is applying for social security disability, additional education to learn a trade, addressing alcohol and/or drug behaviors, etc. All these obstacles take time to overcome. It is imperative that shelters work with transitional housing organizations so clients coming out of the shelters have other housing options if their goals are going to take longer than 90 days to accomplish. Sheboygan needs longer stay transitional housing units in order for more to become successful.

Addressing the emergency shelter and transitional housing needs of homeless persons

All local shelters provide in-depth case management with each of their clients. They connect their clients with resources that can assist them to meet their goals – whether it is applying for social security disability income, gaining additional education to learn a trade, addressing alcohol and/or drug abusive behaviors, financial education, etc. All these obstacles take time to overcome. It is imperative that the shelters work with transitional housing organizations so clients coming out of the shelters have other housing options if their goals are going to take longer than 90 days to accomplish. Transitional shelters are often at capacity and could use more bed space, particularly those who serve individuals with addiction and mental health issues.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

Lakeshore Cap offers supportive services and hotel vouchers for people while they are seeking permanent housing and independent living. The Abode helps people in transition while they are dealing

with substance abuse issues so they can achieve successful transitions to permanent housing and independent living when they have addressed the other issues preventing them from achieving those goals. Salvation Army also connects people with case management services to ensure a successful transition as well.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.

Public Housing units and Housing Choice Voucher programs must continue to receive federal funding to assist the very low and extremely low-income households. Affordable housing units are in great demand and connecting these clients to them can be difficult.

Discussion

There are numerous other agencies who work to support people facing homelessness. The Warming Center and Sheboygan County Food Bank, Habitat for Humanity and other agencies all work together. With the Sheboygan County Housing Coalition acting as an overarching entity that keeps everyone in the loops and provides time and space for agencies to come together, there is less risk of people falling through the cracks.

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

The City of Sheboygan's Analysis of Impediments (AI) to Fair Housing was updated in early 2022. Ways to overcome some barriers facing residents in Sheboygan and other affordable housing barriers are listed below:

Barriers to affordable housing persists. The lead-based paint regulation on renovations significantly adds to the cost of rehabilitation work. Now with the added environmental regulation of radon remediation, additional barriers are added to a homeowner who just needs a one item replaced or repaired.

All contractors who work in renovations are required to have the State of Wisconsin's Lead Safe Renovator's License, at a minimum, in addition to their Contractor's Licenses. Since continuing education is required for all contractors in maintain their contractor's licenses, lead based paint education should be part of the required classes – not a separate license that must be paid separately to maintain. It is difficult to find contractors with the proper certification. Only agencies working with federal funds require the certification - making it more difficult for our agency to maintain a contractor list that meets the necessary certifications.

Zoning and tax credits are key factors in redevelopment projects and the reuse of properties for affordable housing. Many times, the zoning request for a new construction, multi-family rental units that are deemed "affordable" are turned down by the negative feedback from neighboring residents. Tax credit projects also receive extra points if the proposed development is in a qualified census tract, based on geography and population. This increases the density of low and moderate-income instead of locating in other areas of the city.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

The city continues to look at zoning code items that will facilitate development of affordable housing, and not place a barrier on it. The Housing Rehab program is also exploring ways to connect contractors with Lead Certification or at least Lead Safe Practices with those who don't have the certification so they can pair up on jobs if necessary.

Discussion:

The City of Sheboygan prides itself on promoting affordable housing throughout the city. We will continue to listen to our constituents to see where we might be falling short and to educate those that

feel that low-income housing is not a priority in Sheboygan. The City of Sheboygan will continue to educate the community on fair housing issues.

AP-85 Other Actions – 91.220(k)

Introduction:

In addition to the actions taken in the above listed goals and projects, there are a variety of other actions that can be taken to meet the needs of the LMI population through this CDBG program and other programs offered by the city, as well as other public service providers.

Actions planned to address obstacles to meeting underserved needs

Knowing and understanding the instability of the federal dollars, and given the program income and existing funds balance, the City of Sheboygan is going to focus on expending the funds in the most effective and efficient way possible. The city will be utilizing revolving loan funds for homeowner rehab and commercial businesses (economic development). Additionally, the city will partner with other agencies who receive funding from multiple sources in order to leverage funds that would not otherwise be applicable to the work the city is doing.

Actions planned to foster and maintain affordable housing

Fostering and maintaining affordable housing will be accomplished through the homeowner rehab program, blight elimination and acquisition, working with Partners for Community Development, Habitat for Humanity and other strategic partners. The Housing Authority will continue to offer and provide affordable housing through its Public Housing Program, Housing Choice Vouchers, and tax credit product.

Actions planned to reduce lead-based paint hazards

The homeowner rehab program focuses on the removal of lead paint in every home it supports through the loan program. One by one, houses with lead paint are being remediated throughout the City of Sheboygan. Partners for Community Development also engage in home rehab and utilize programs to eliminate lead paint. Through acquisition and blight remediation, houses that are aged, dilapidated and condemned or otherwise uninhabitable will be acquired and demolished, also taking care of the lead paint issue in those homes.

Actions planned to reduce the number of poverty-level families

The city is focused on creating new jobs through aggressive economic development recruitment and retention/expansion activities. By creating new jobs and making sure there are positions available to poverty-level workers, the goal is to bring people out of poverty by providing a robust environment in which they can secure living-wage paying jobs, to sustain them and their families.

Actions planned to develop institutional structure

The City maintains relationships with participants and stakeholders within the institutional structure, so there is a close network of service providers and other support that is connected, networked, and able to refer individuals and families in order that they may get the help they need.

Actions planned to enhance coordination between public and private housing and social service agencies

The city participates in the Sheboygan County Housing Coalition with other public and private housing and social service agencies. It also maintains relationships with those service providers one-on-one so that coordination can be enhanced.

Discussion:

Maintaining open lines of communications, solid relationships and a collaborative atmosphere will go a long way to achieving the goals set out in this plan. This work is never done.

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

Introduction:

Community Development Block Grant Program (CDBG)

Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

Community Development Block Grant Program (CDBG)

Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	0

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	0.00%

