



Comprehensive Plan

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August 2026



City of Sheboygan

Comprehensive Plan



Adopted: _____

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

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.

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.

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

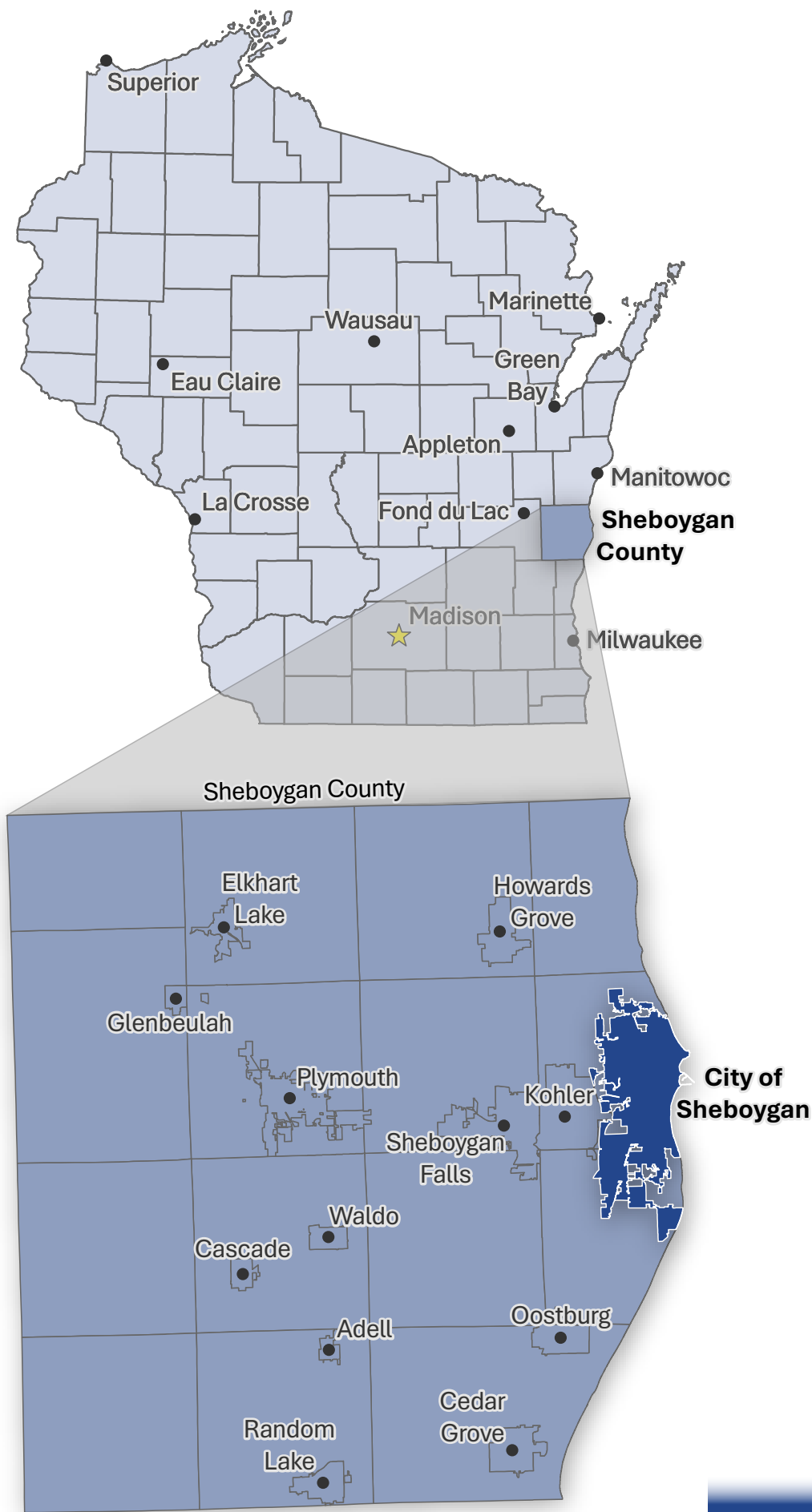
The Sheboygan area has a strong German heritage which helped shape the city’s food scene, with bratwurst becoming an iconic staple for the community. So much, that following a contest in 1970, the city was awarded the title of “Bratwurst Capital of the World.” Sheboygan’s fame for its quality sausage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

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.

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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)

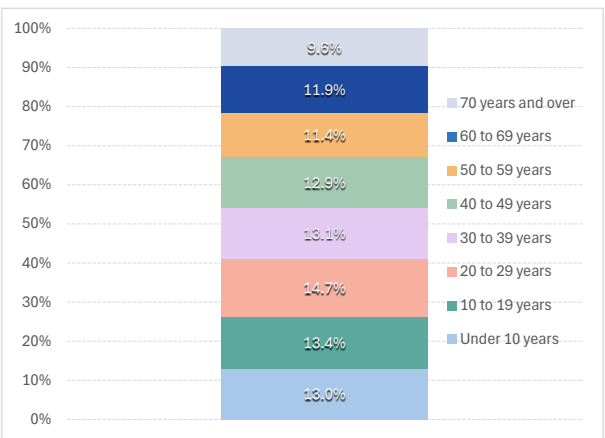
Population Distribution by Age

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)

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Population Distribution by Race

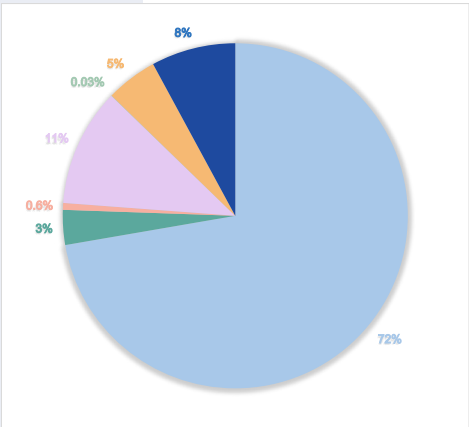
The City of Sheboygan has continued to diversify, reflecting broader demographic shifts seen across the state.

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.

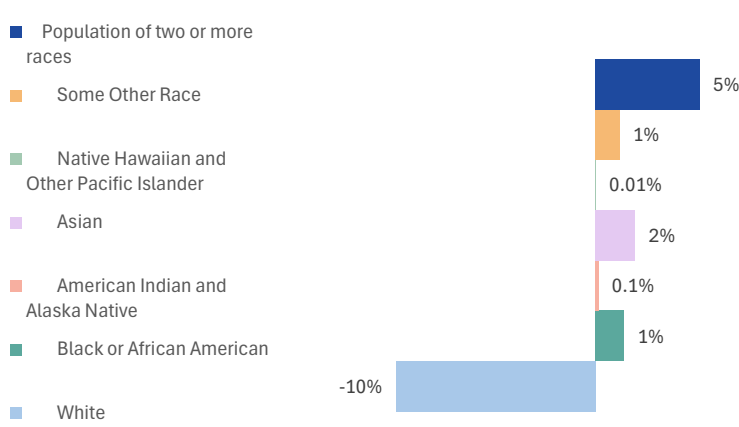
This growing diversity presents both opportunities and challenges for future planning efforts. A more racially and ethnically diverse population may shape evolving needs in areas like housing, education, community services, and civic engagement. It also raises important equity considerations, particularly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

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)

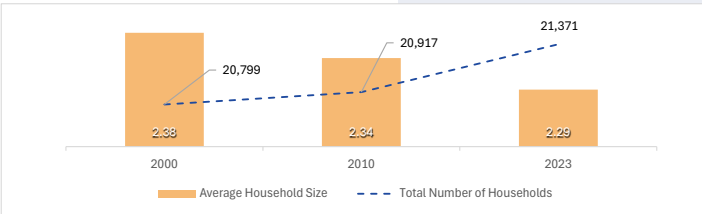
Housing Inventory

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

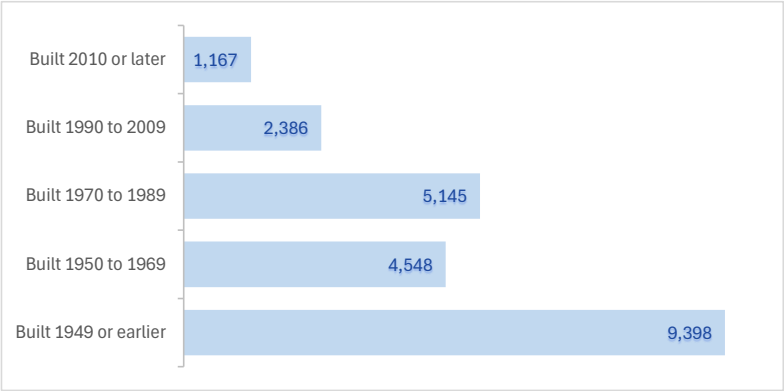


Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

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.

Exhibit 7: Year Housing Units Were Built



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

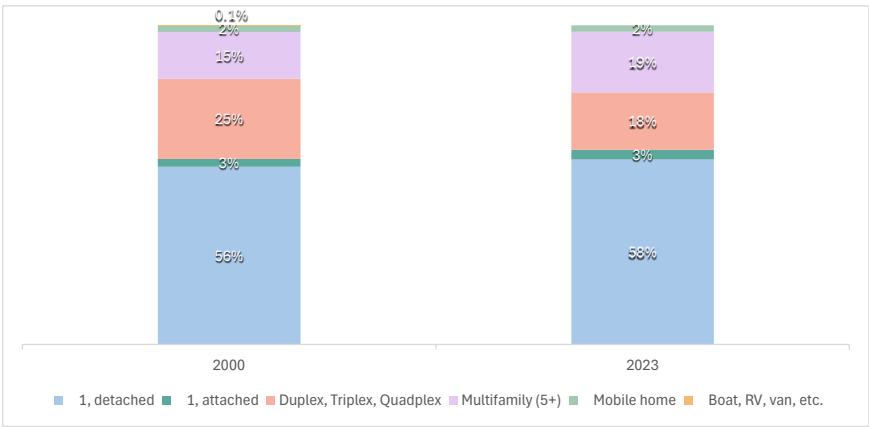
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Single-family detached homes continue to dominate the local housing landscape, making up an estimated 58 percent of all housing units in 2023-- a slight increase from 56 percent in 2000. Multi-family units have increased by four percent, while duplexes,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

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

Exhibit 8: Change in Housing Mix



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

Tenure

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

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

Sheboygan

Owner Occupied: 60%
Renter Occupied: 40%

Sheboygan County

Owner Occupied: 71%
Renter Occupied: 29%

Wisconsin

Owner Occupied: 68%
Renter Occupied: 32%



Vacancy

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

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.

Vacancy Rate:
5.6%

**Homeowner
Vacancy Rate:**
1.6%

**Rental
Vacancy Rate:**
2.3%

Housing Costs

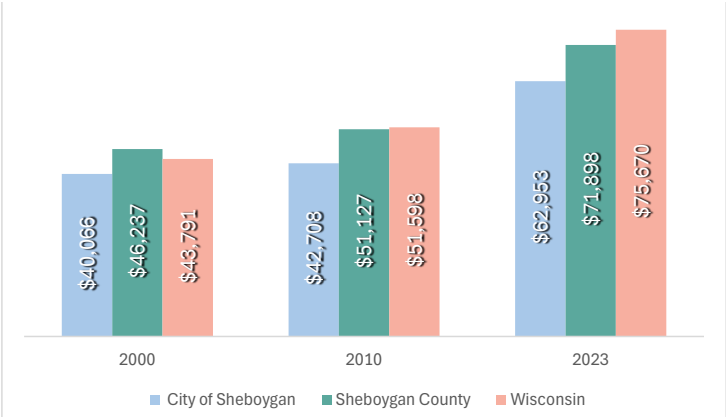
The median household income in Sheboygan was estimated to be \$62,953, reflecting a 57 percent increase since 2000. However, this figure still trails behind Sheboygan County and the state of Wisconsin by nearly \$9,000 and \$13,000, respectively.

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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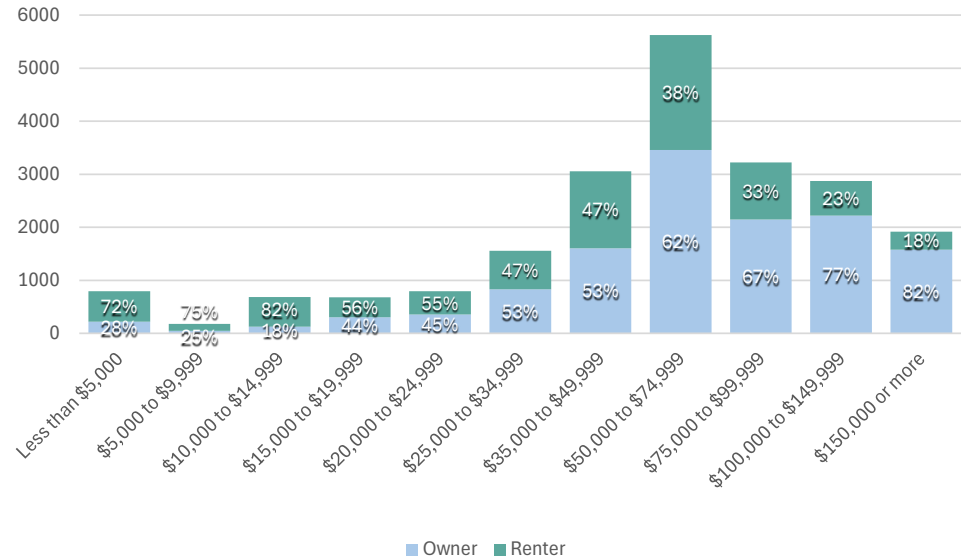
Exhibit 9: Change in Median Household Income



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

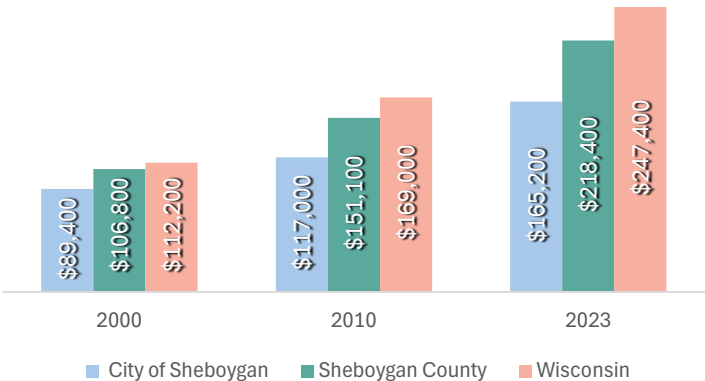


Source: US Census Bureau, ACS 5-year (2019-2023)

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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



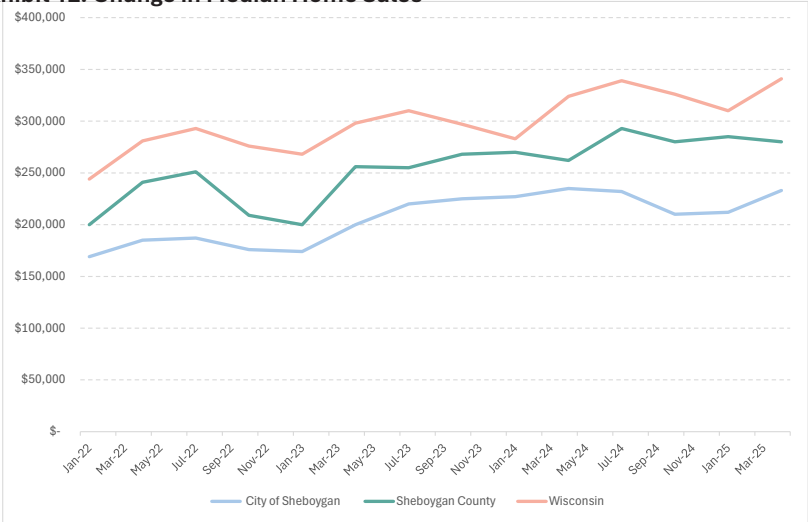
Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)



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

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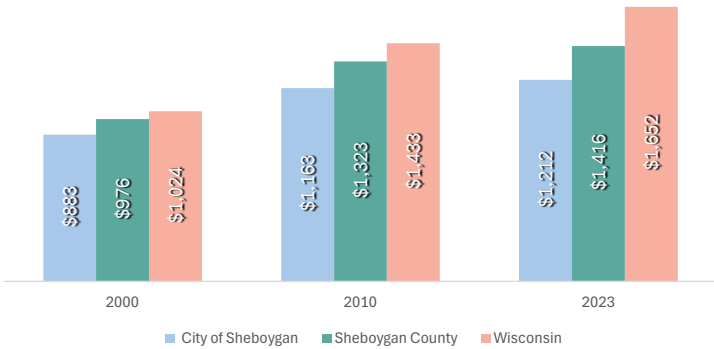


Source: Redfin

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.

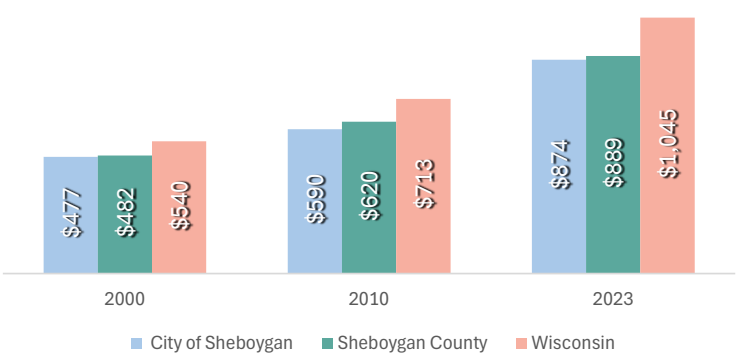
Rental costs have also increased in Sheboygan, with sharp growth in recent years reflecting shifts in demand and constrained rental supply. Since 2000, median gross rent has risen 83 percent, growing from \$477 to \$874. These rising costs may pose challenges for lower-income renters, especially as income 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

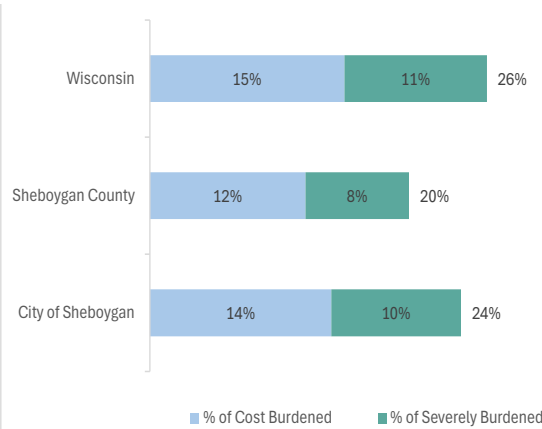


Source: US Census Bureau, Decennial Census (2000, 2010). US Census Bureau, ACS 5-year (2019-2023)

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.

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.

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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.

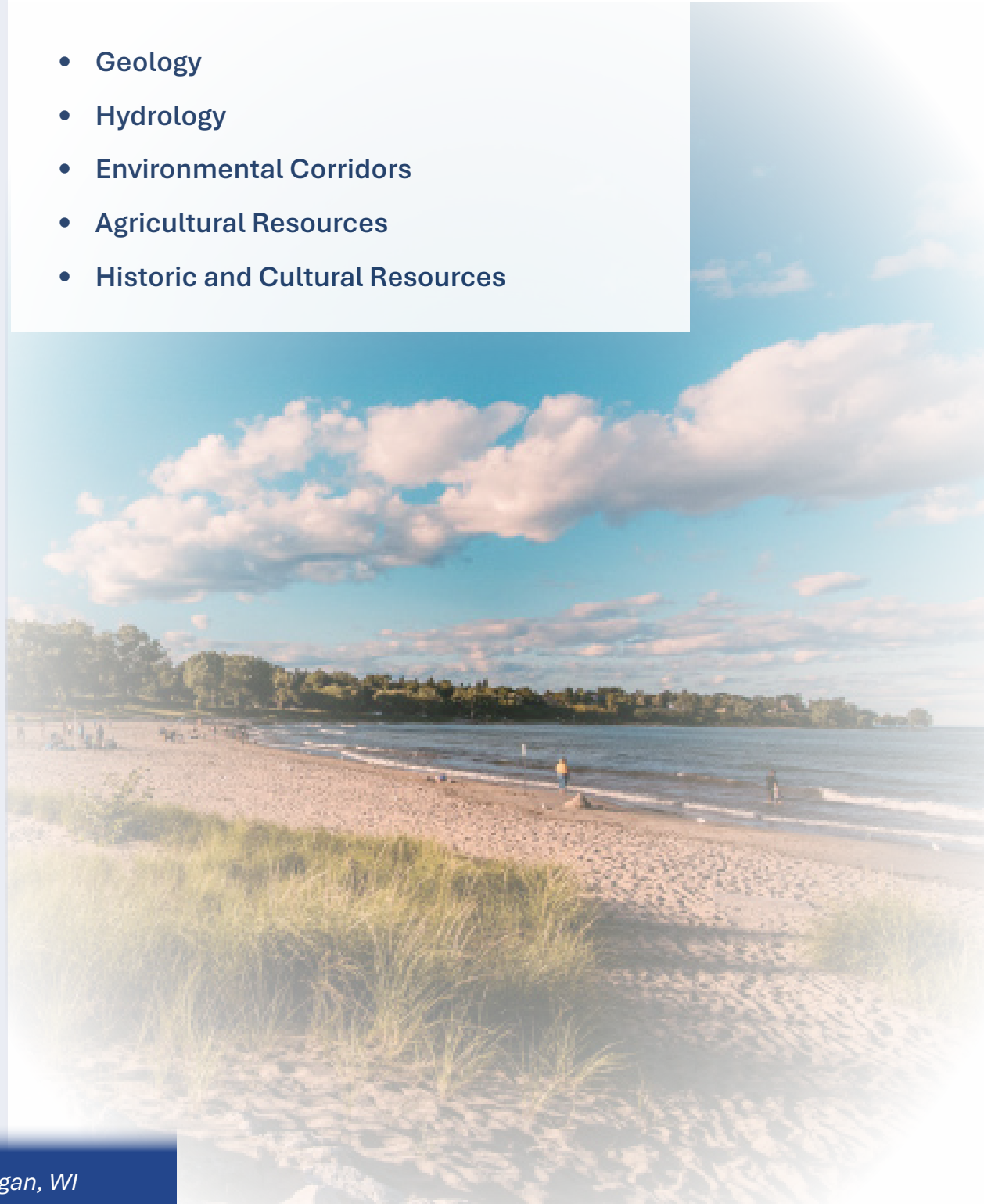
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Natural, Agricultural, and Cultural Resources

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.

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.

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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.

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.

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.

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Map 1: Environmental Corridors







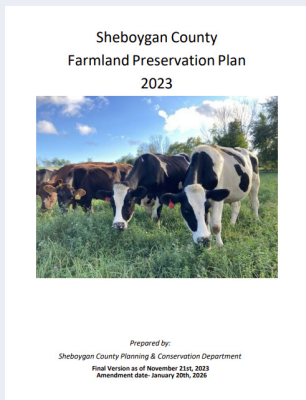
Agricultural Resources

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

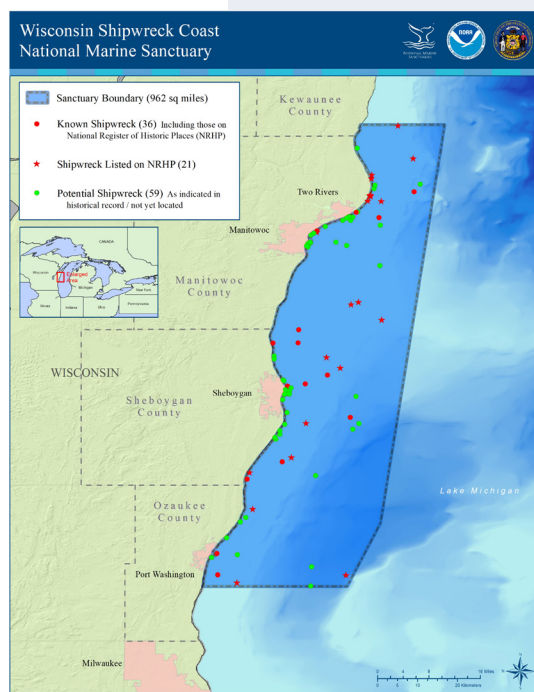
- “Hetty Taylor” Shipwreck
- John Balzer Wagon Works Complex
- Thomas M. and Bridget Blackstock House
- Downtown Churches Historic District
- Henry Foeste Store
- John Pfeiler House / Friendship House
- Garton Toy Company
- Henry and Charles Imig Block
- Jung Carriage Factory
- Jung Shoe Manufacturing 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.

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.

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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)



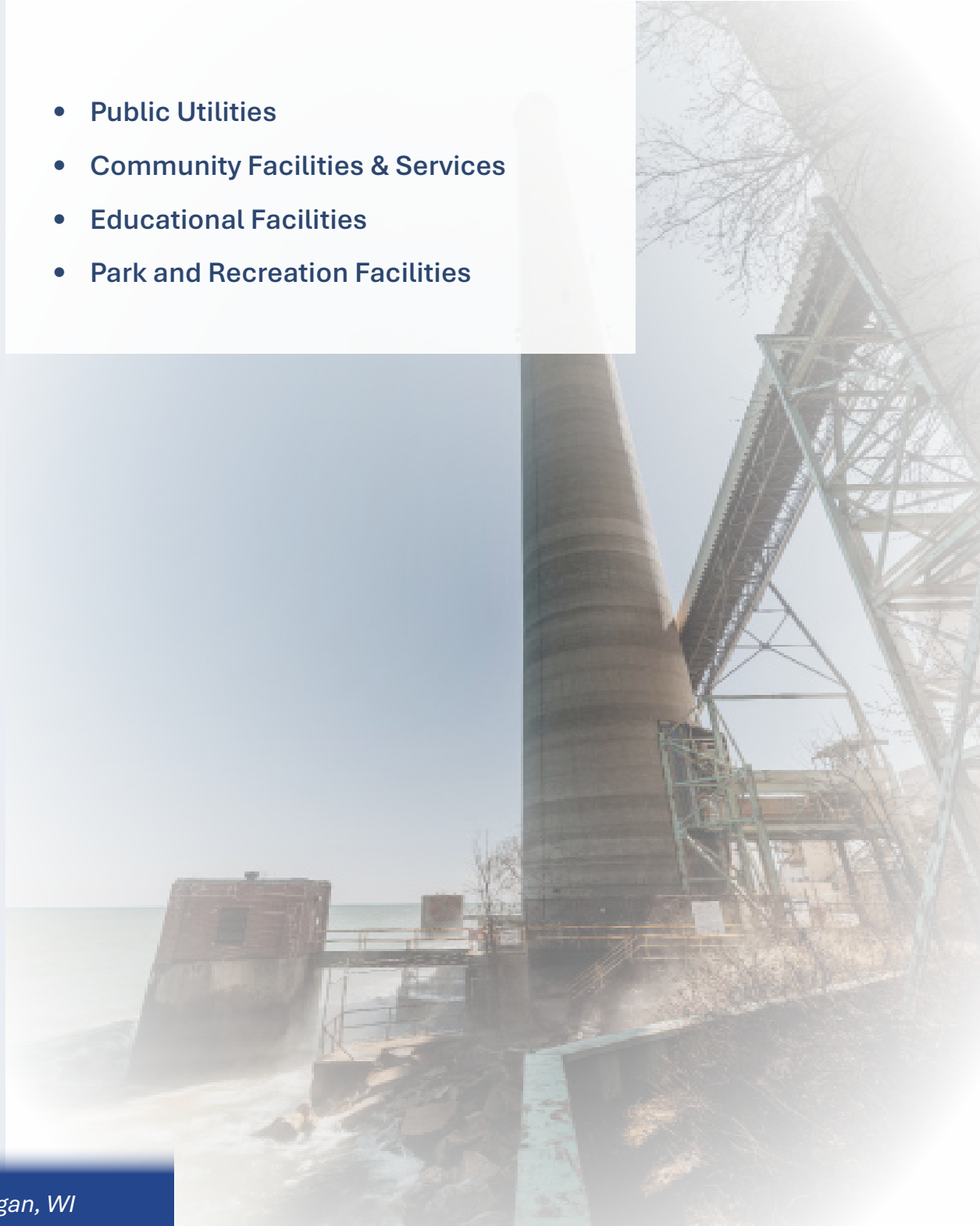
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Utilities and Community Facilities

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.

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.

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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.

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.

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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.



Sheboygan City Hall

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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.

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.

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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.

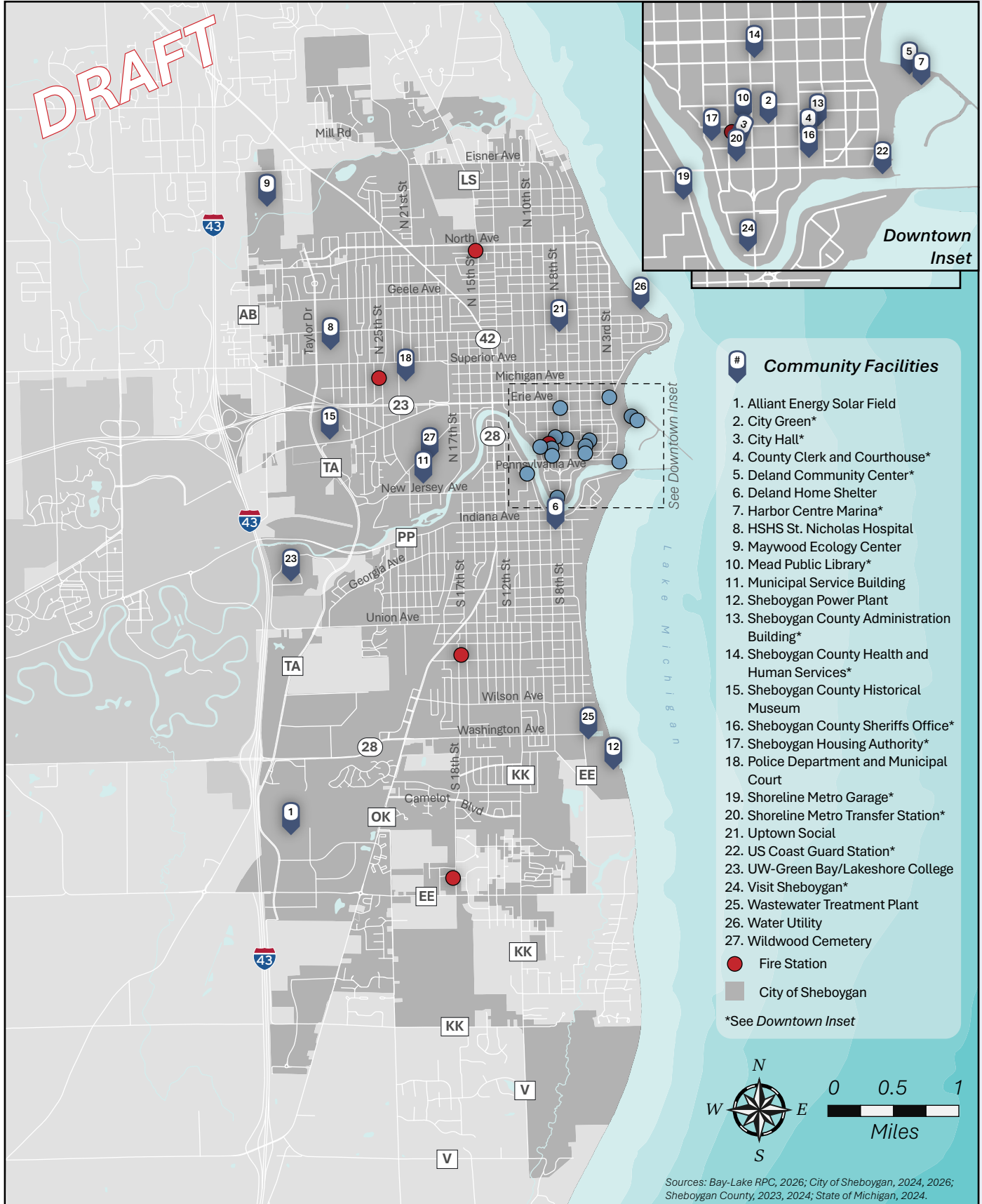
6. Regional Park Preserves

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.

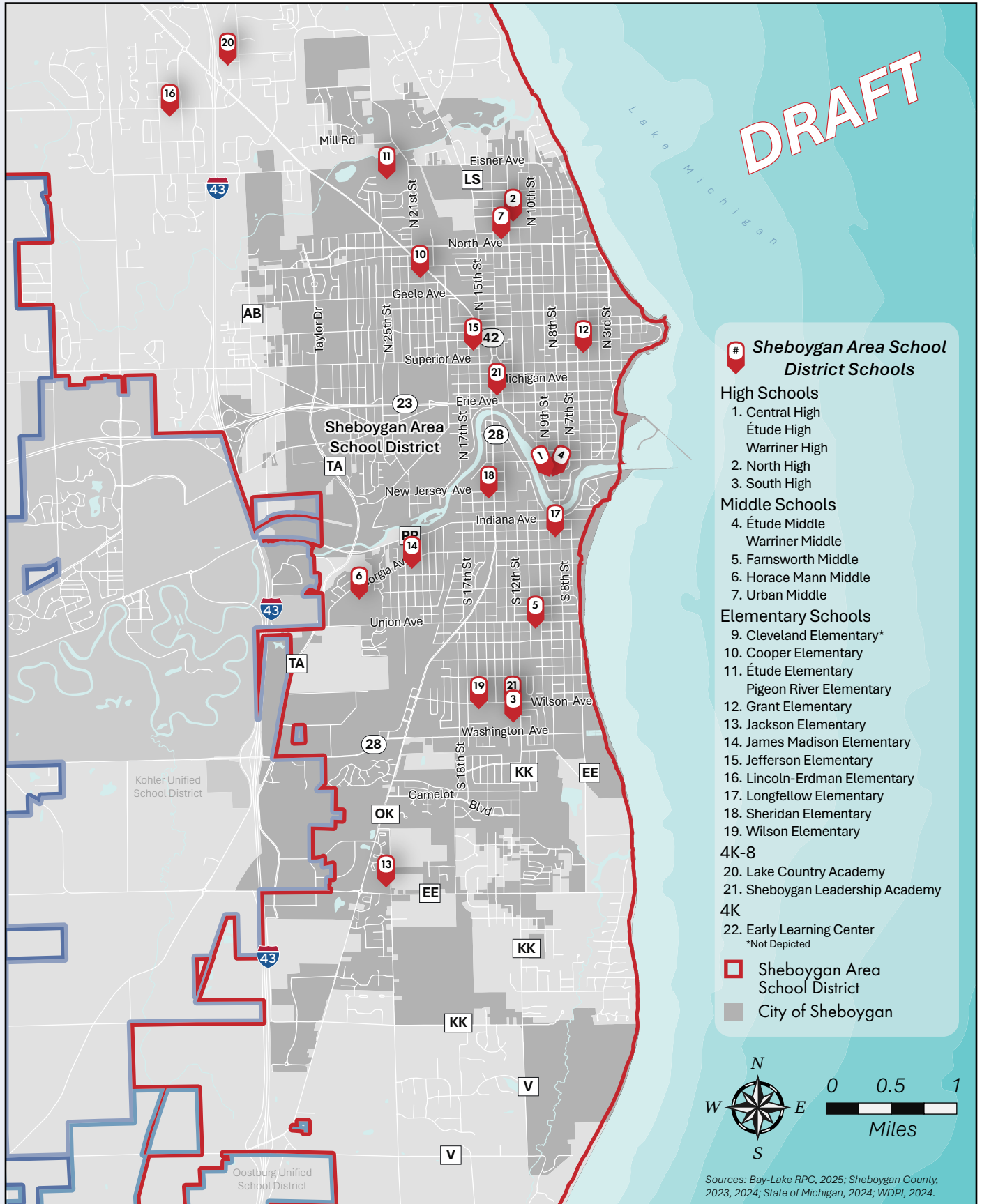
Beyond municipal parks, there are 28 County, State, and School park facilities within the city. Additionally, there are several privately-owned recreational facilities including, but not limited to, the Sheboygan YMCA and the Riverdale Country Club.

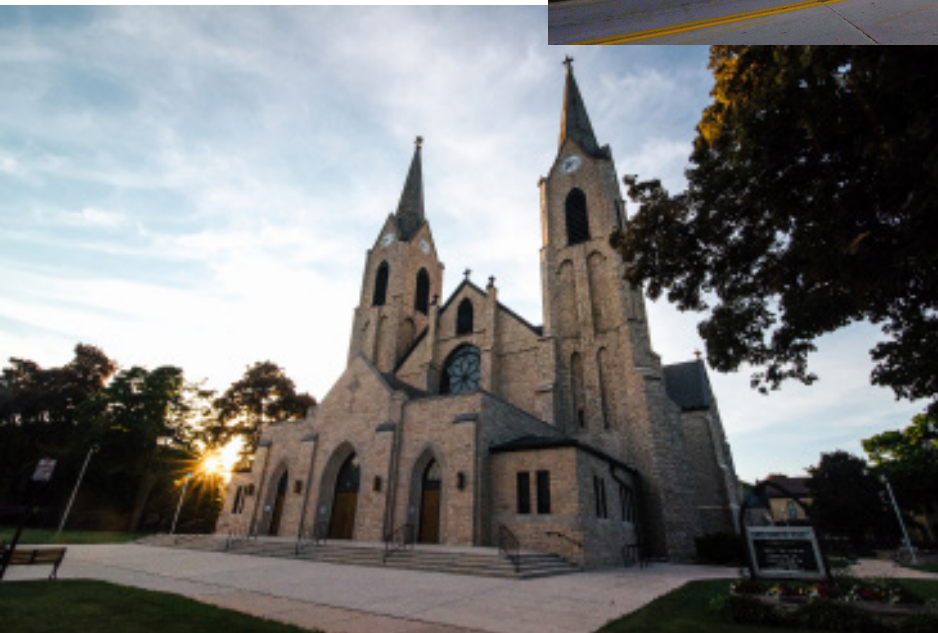
For more details, see the *City of Sheboygan's 2024 - 2028 Comprehensive Outdoor Recreation Plan*.

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

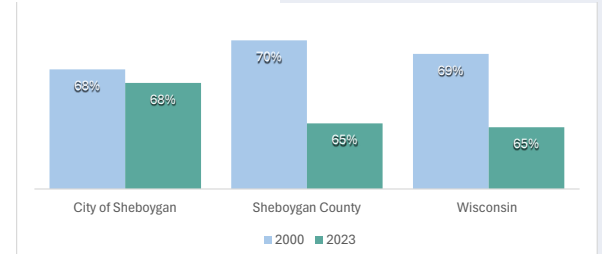
Twenty-three percent of the City of Sheboygan's population that is 25 years of age or older have a bachelor's degree or higher. This is four percent lower than the county and 11 percent lower than the state. However, over one third of residents have some college or an associate's degree, similar to both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

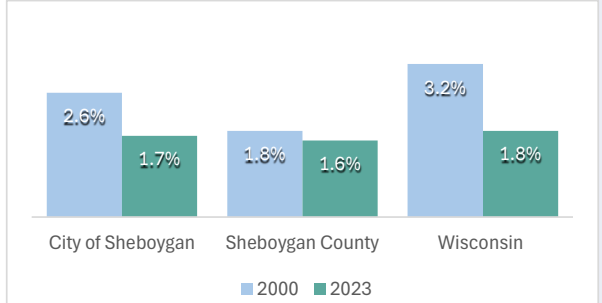
The average commute time for Sheboygan residents is 16.8 minutes. These workers most commonly drive alone (77 percent), followed by carpooling (10 percent). Another 8 percent work from home.

Exhibit 17: Change in Labor Force Participation Rates



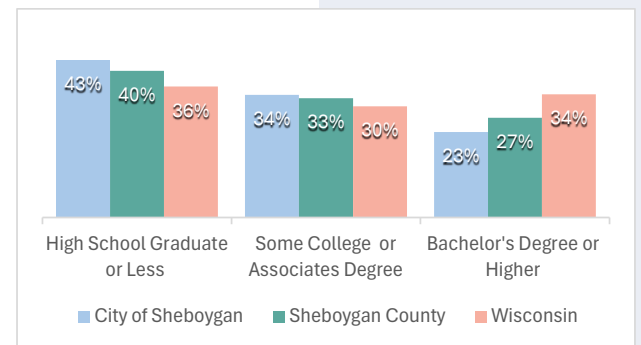
Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Exhibit 18: Change in Unemployment Rates



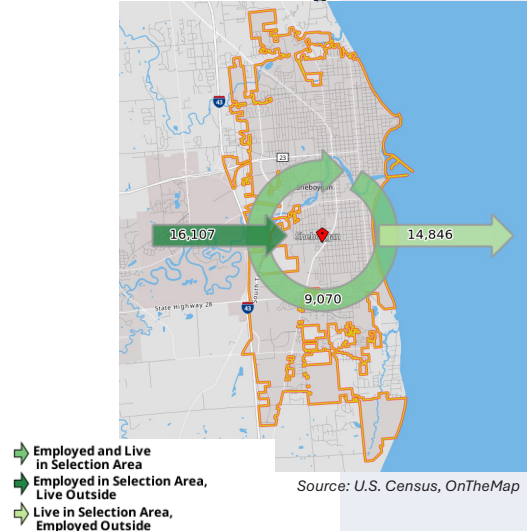
Source: US Census Bureau, Decennial Census (2000). US Census Bureau, ACS 5-year (2019-2023).

Exhibit 19: Educational Attainment



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

Exhibit 20: Commuting Patterns



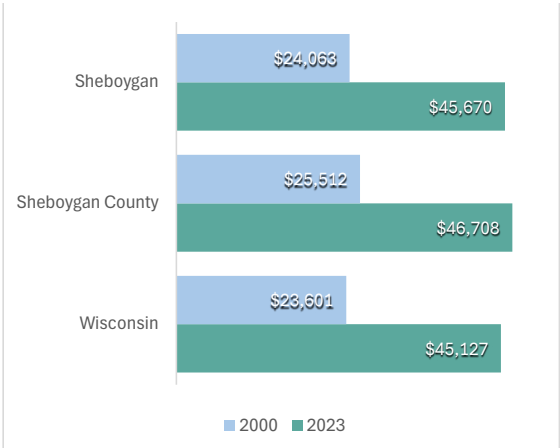
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Economic Base

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).

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.

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

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

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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.

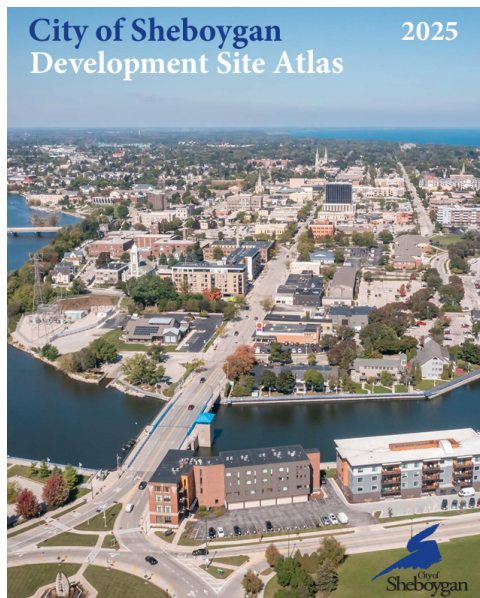
Tax Incremental Districts (TID)

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.



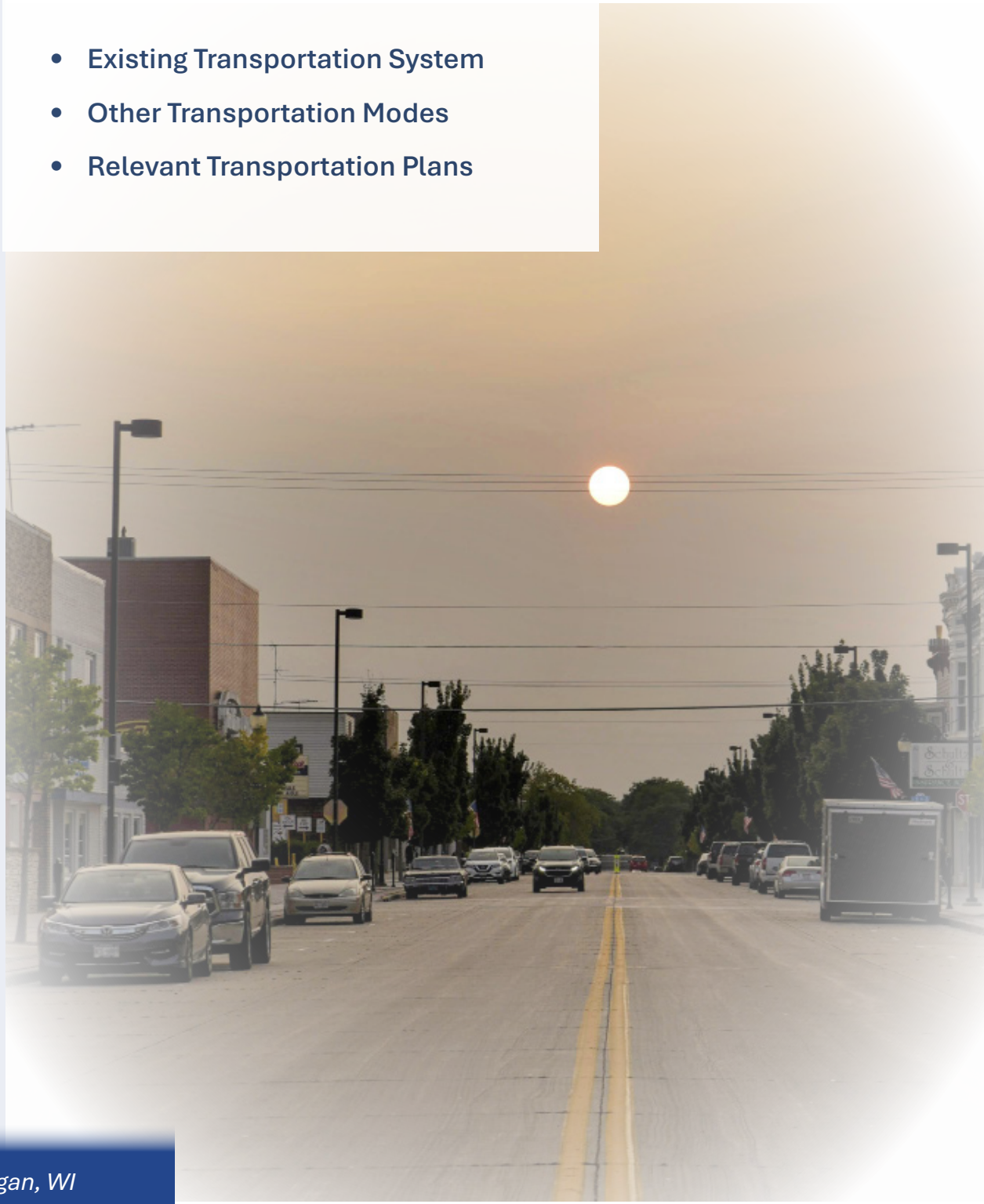
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Transportation

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.

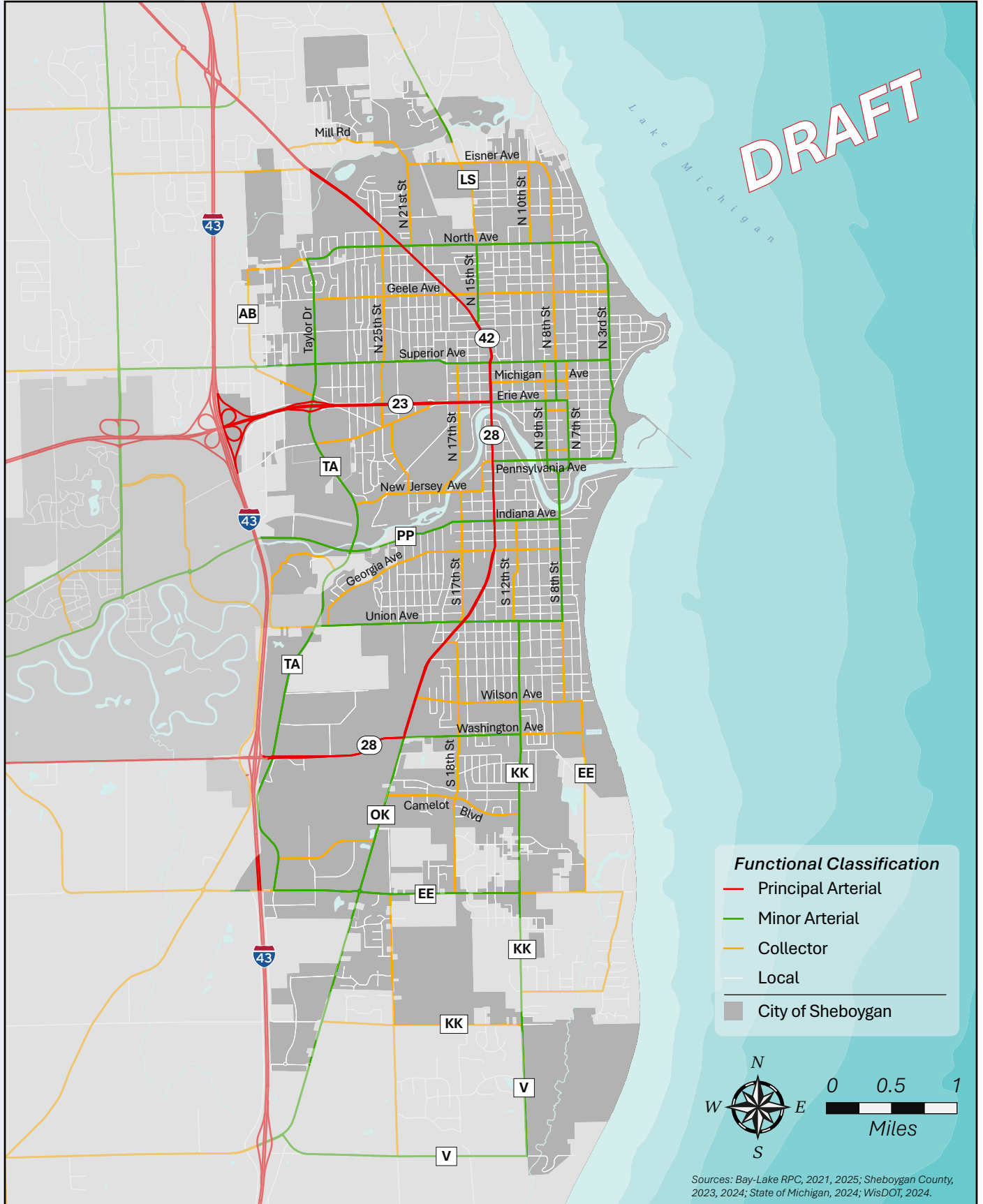
Exhibit 27: Functional Classification

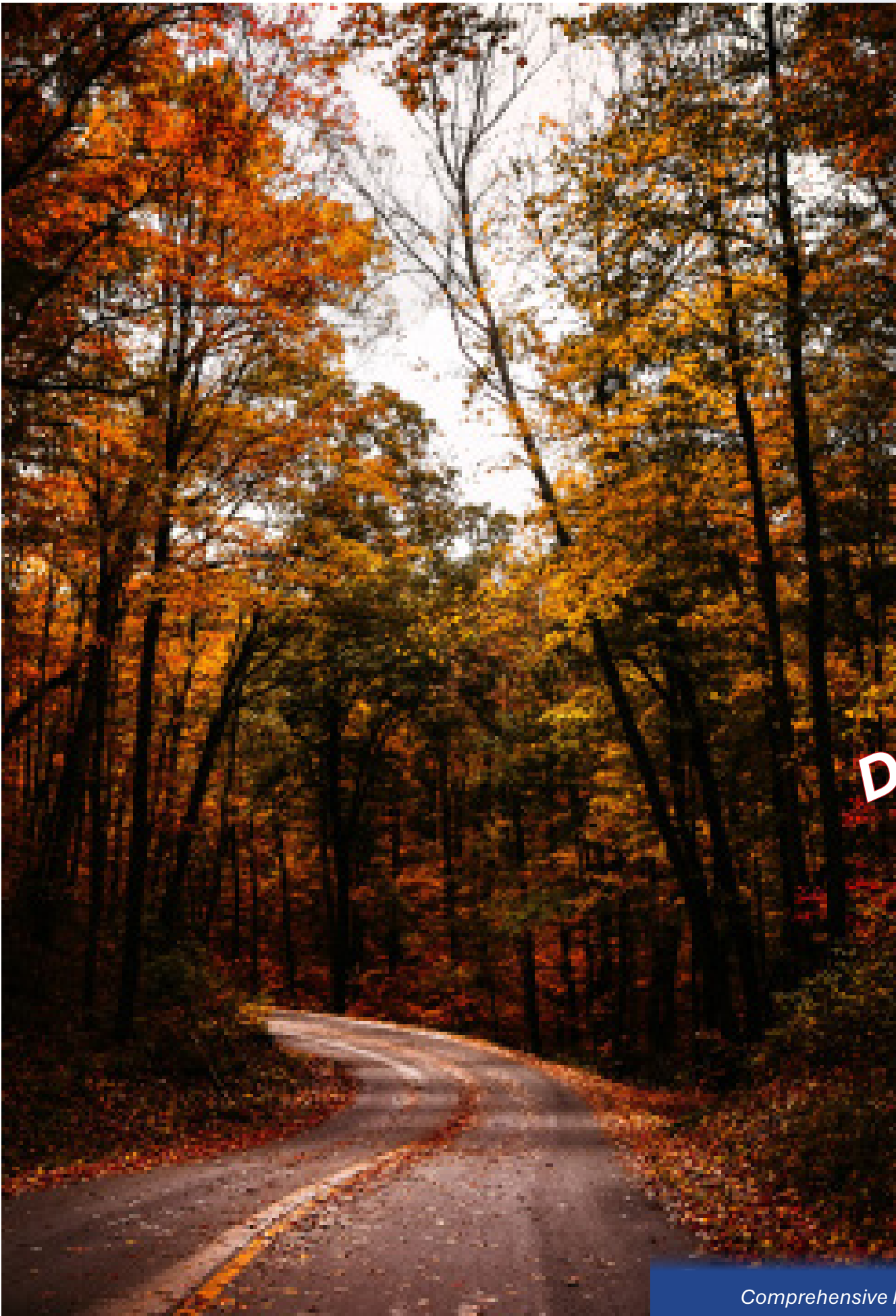
Functional Classification	Centerline Miles	Percent of Total Mileage
Principal Arterial	7.3	3.5%
Minor Arterial	32.2	15.3%
Collector	25.6	12.2%
Local Road	144.8	69%
Total	210	100%

Source: Wisconsin DOT, 2025

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Map 4: Functional Classification





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.

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.

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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.

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.

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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.

Electric Vehicles

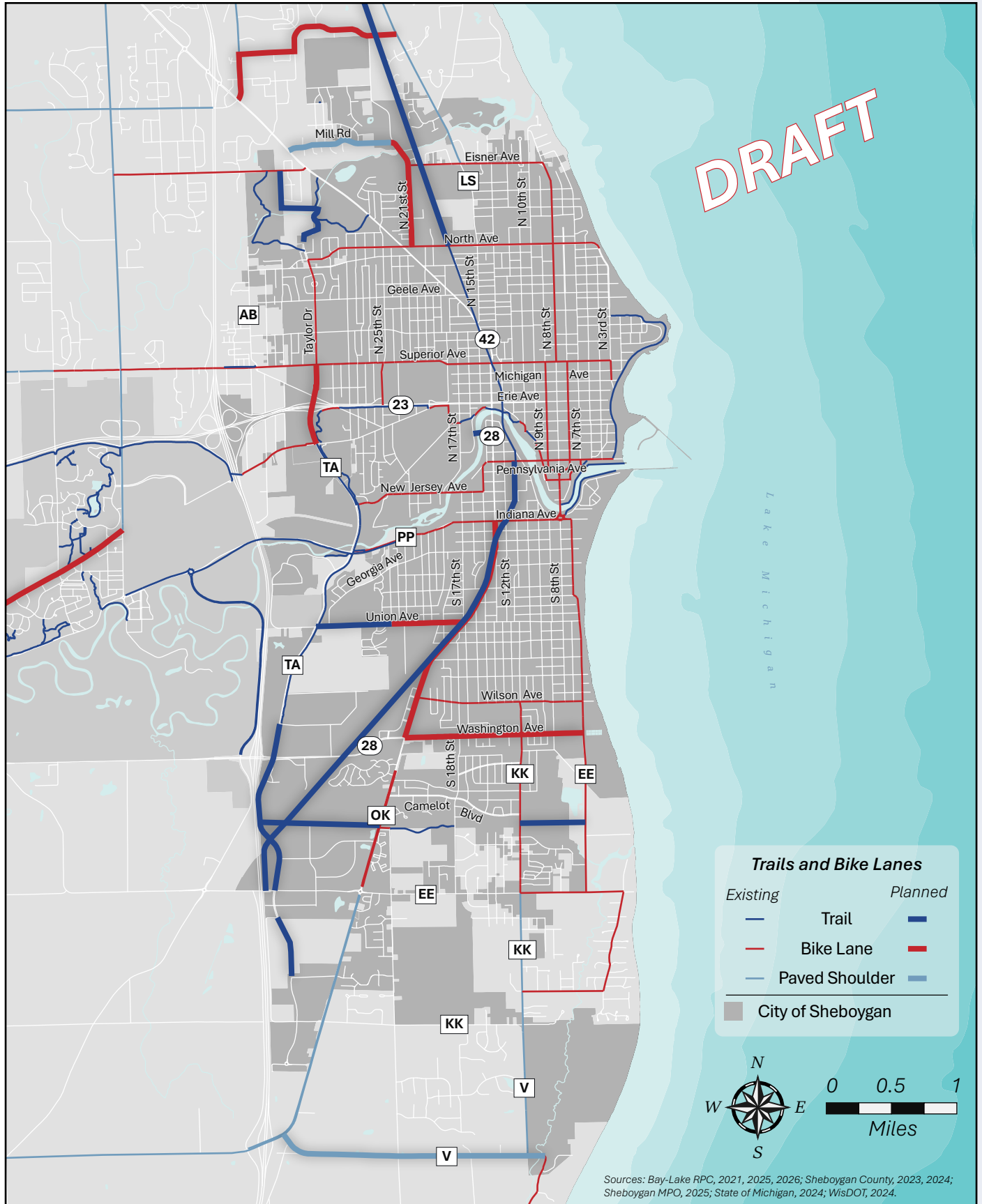
The electric vehicle (EV) market is expanding. According to the Pew Research Center “7% of U.S. adults said they currently have an electric or hybrid vehicle, and 39% said they were very or somewhat likely to seriously consider buying an electric vehicle the next time they’re in the market for new wheels.” 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.

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Map 5: Trails and Bike Lanes

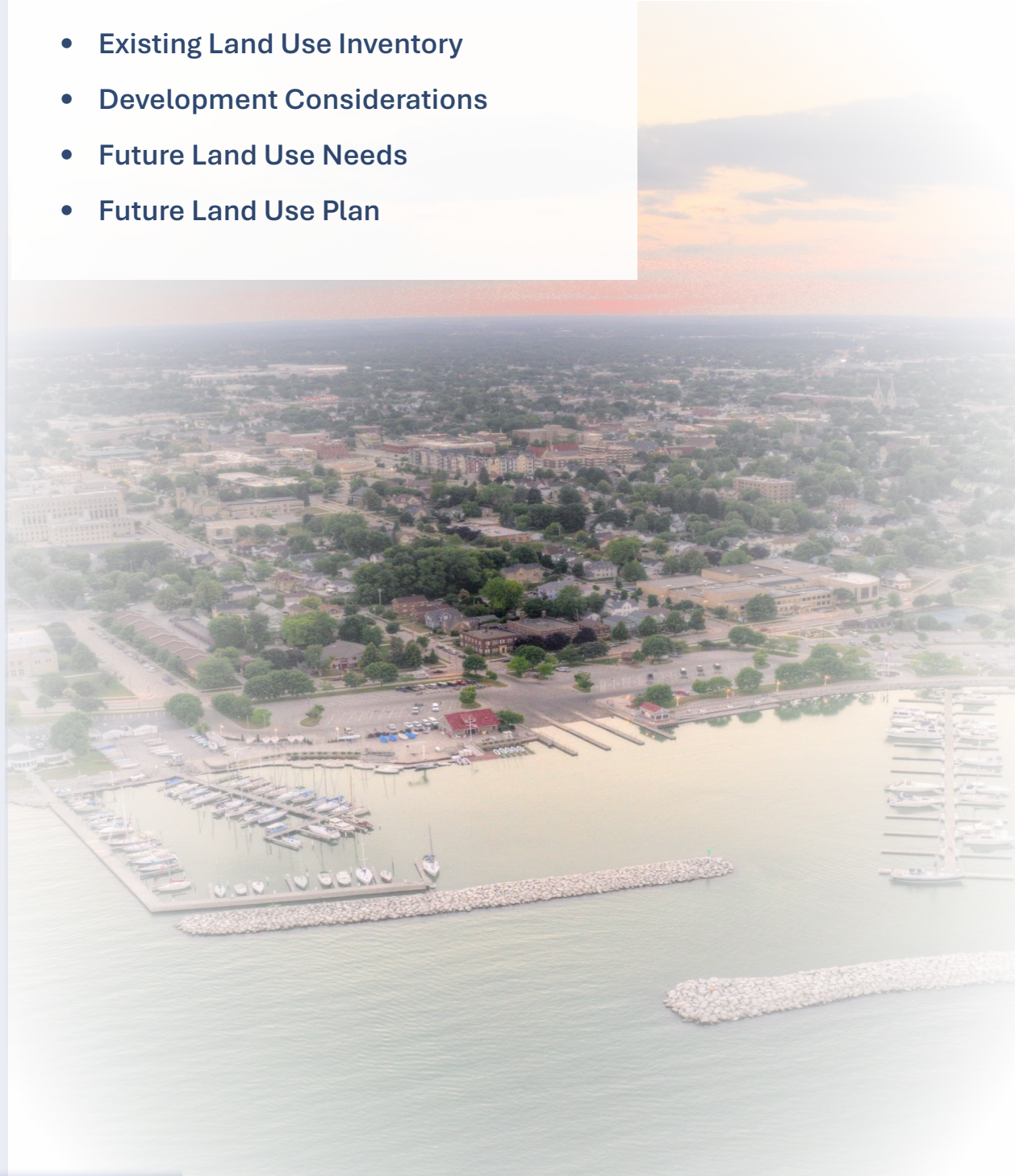


Land Use

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.

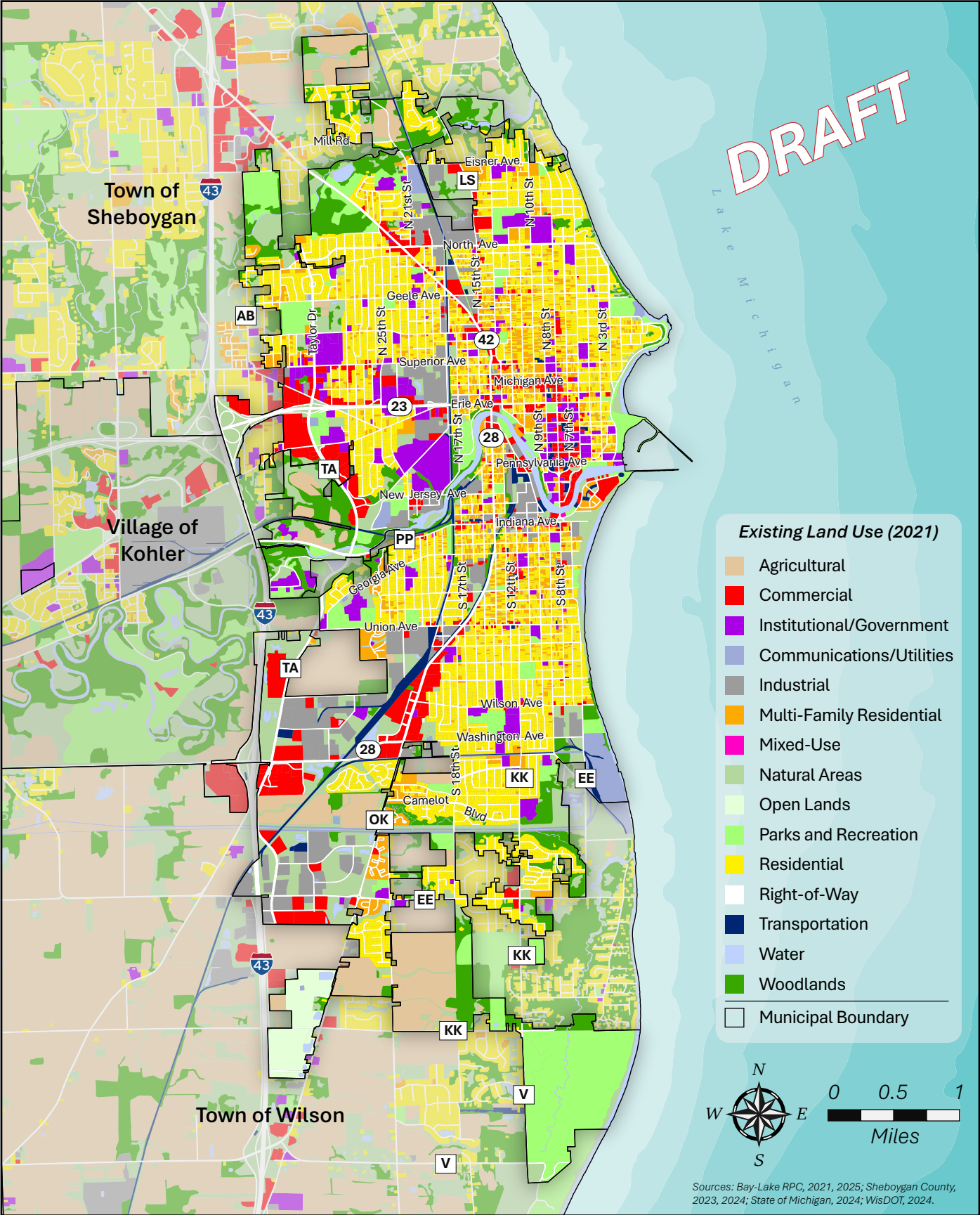
Exhibit 28: Existing Land Use Characteristics

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.

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.

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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.

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.

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- 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

- 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

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- 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 and 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.

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.

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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.

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.

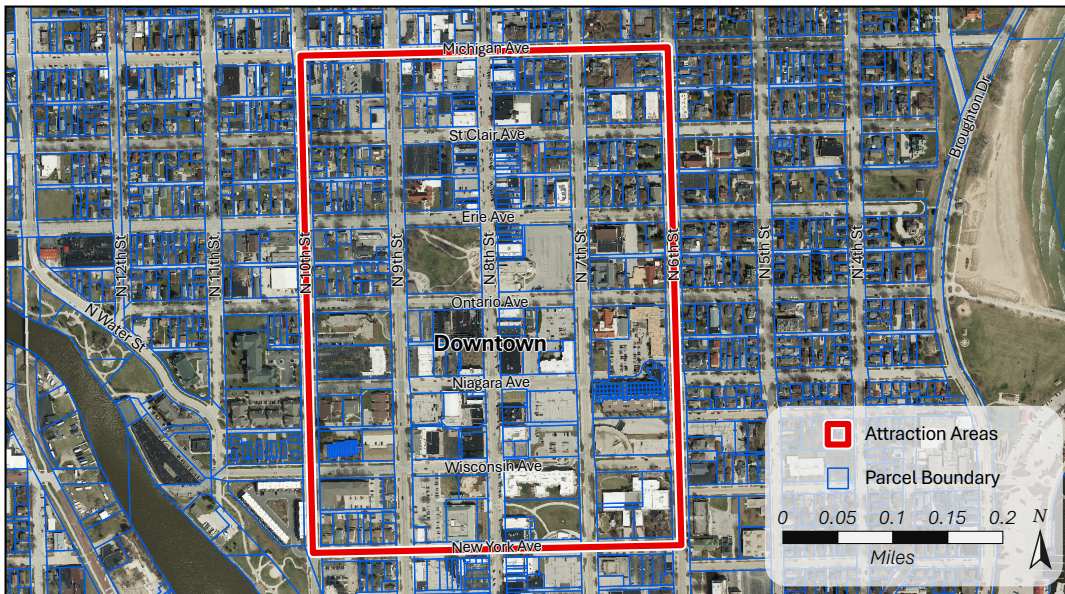
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8th Street / Michigan Avenue (Downtown Area)

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.



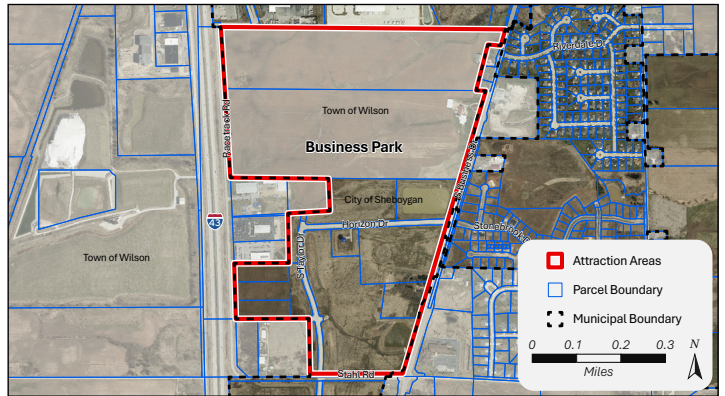
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South Enterprise Business Park

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

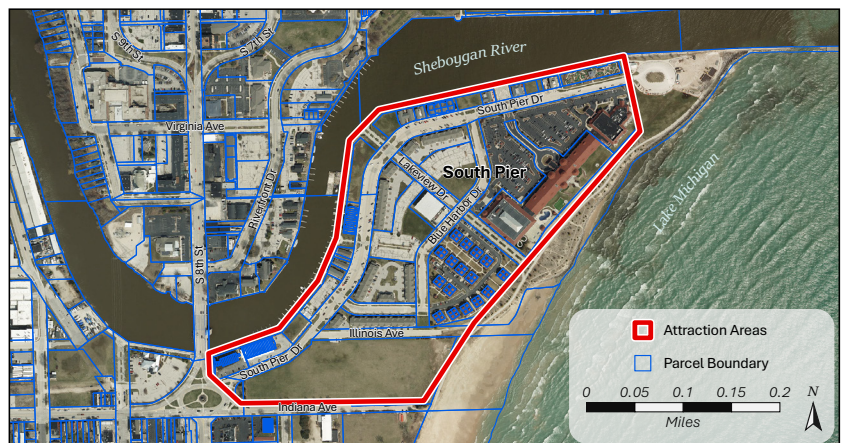
The South Pier District is 52-acre former brownfield area located at the convergence of the Sheboygan River and Lake Michigan. It currently contains a mix of residential development, a variety of commercial and resort businesses, along with some industrial growth. The Blue Harbor Resort is a prime location and tourist attraction on the site, but the area is also occupied by seasonal tenants during the summer months.

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.



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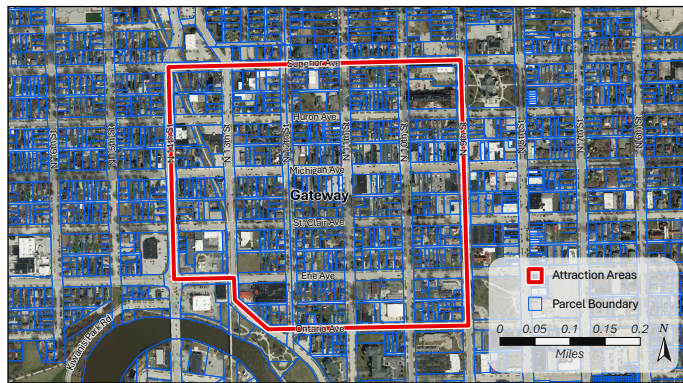


Gateway Neighborhood

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 an immediate visible impact on the neighborhood. A secondary focus is to provide resources and incentives to existing homeowners and landlords to improve their properties.

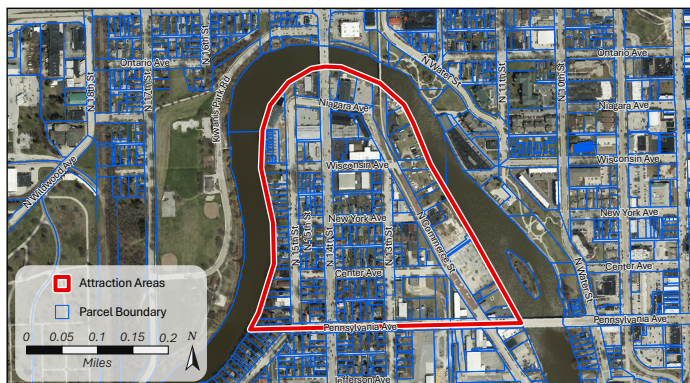


River Bend Neighborhood

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

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

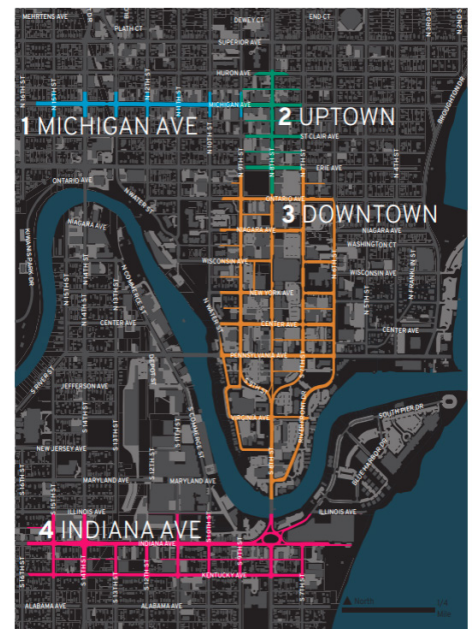
- Strategic Nodes of Art Lighting
- Sidewalk seating
- Facade Improvement Projects

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

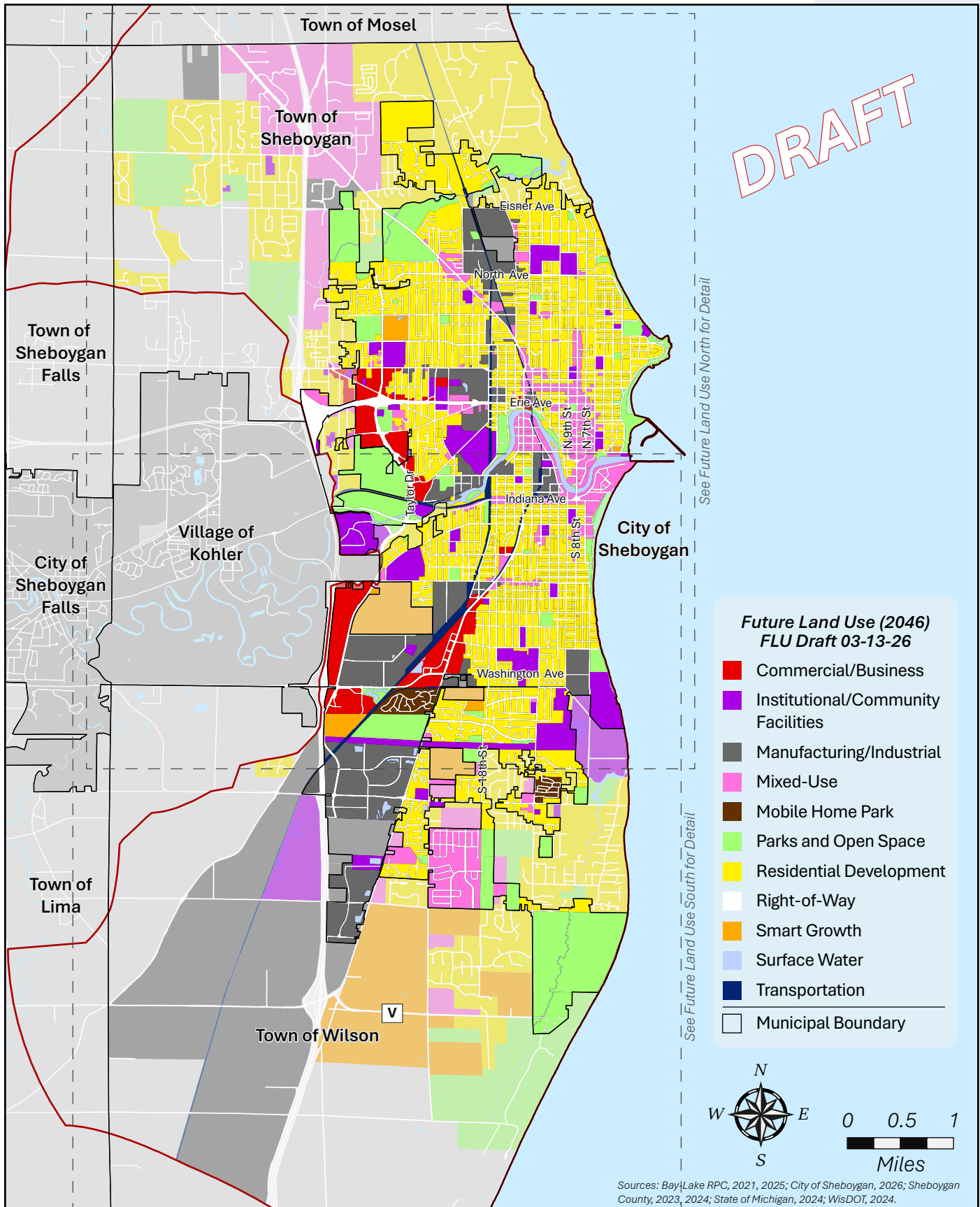


Source: GRAEF, 2020

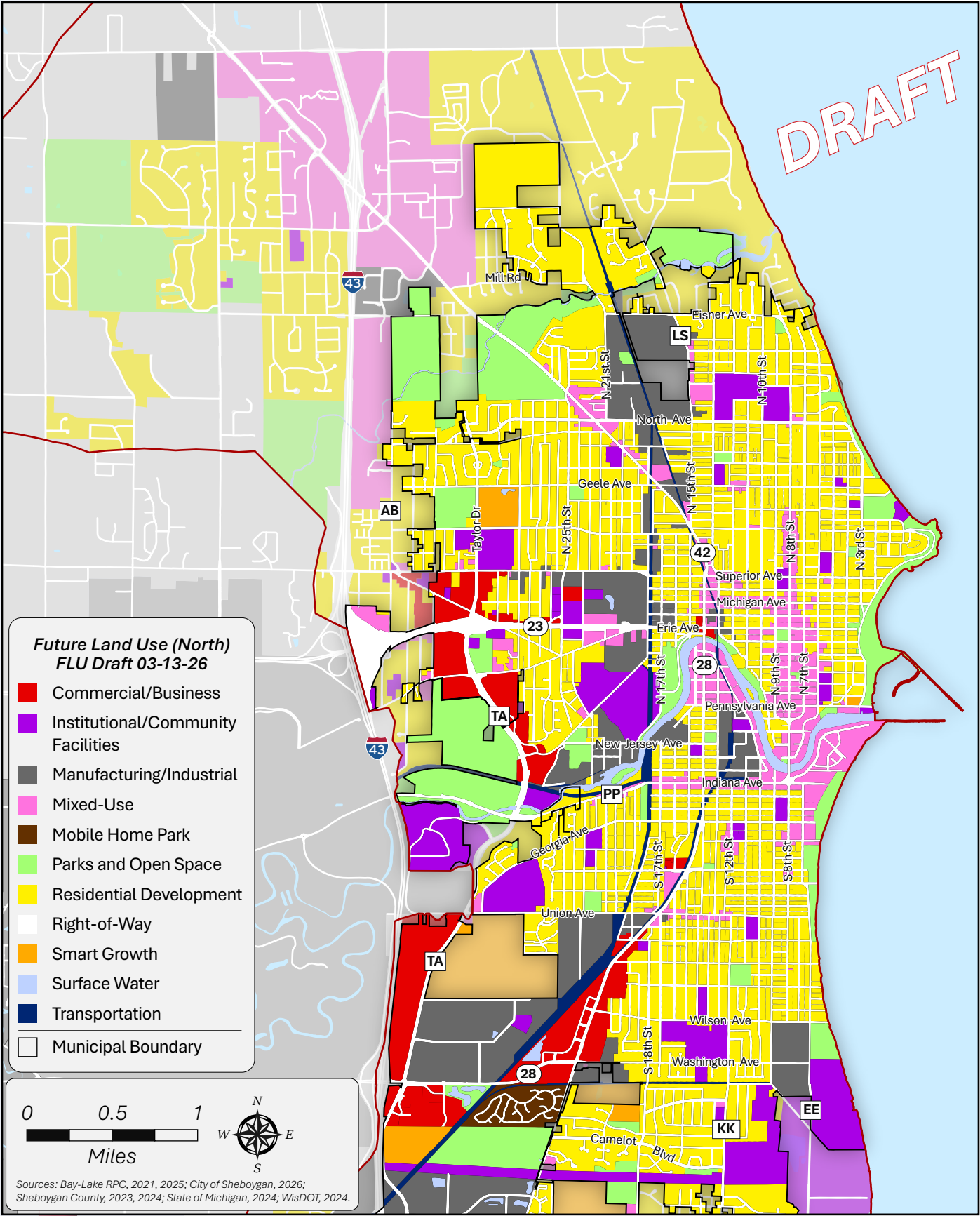
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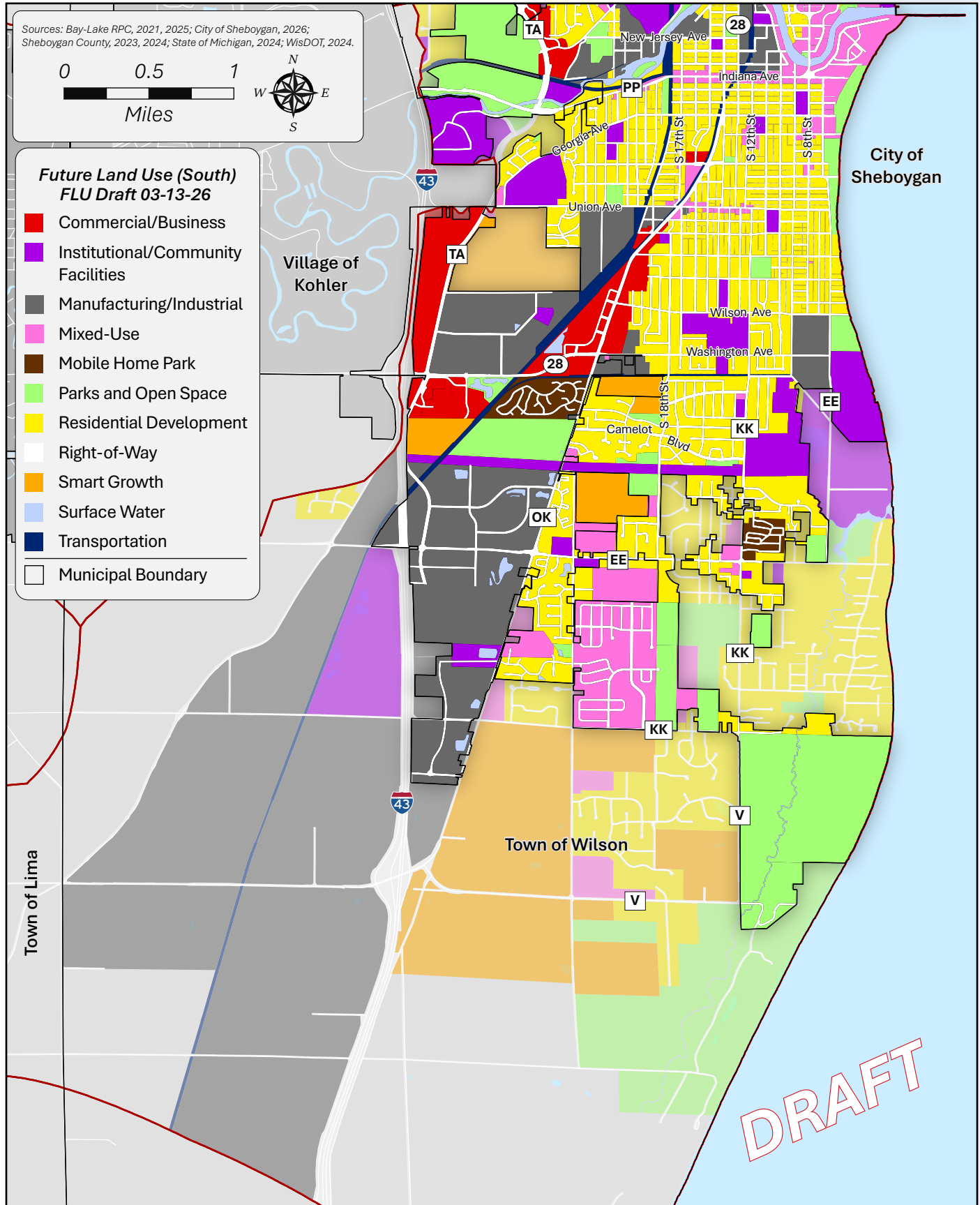
Map 7: Future Land Use



Map 8: Future Land Use North Detail



Map 9: Future Land Use South Detail



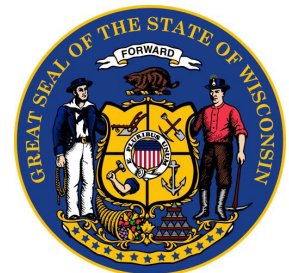
Intergovernmental Cooperation

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



SHEBOYGAN AREA
— SCHOOL DISTRICT —



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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.

State

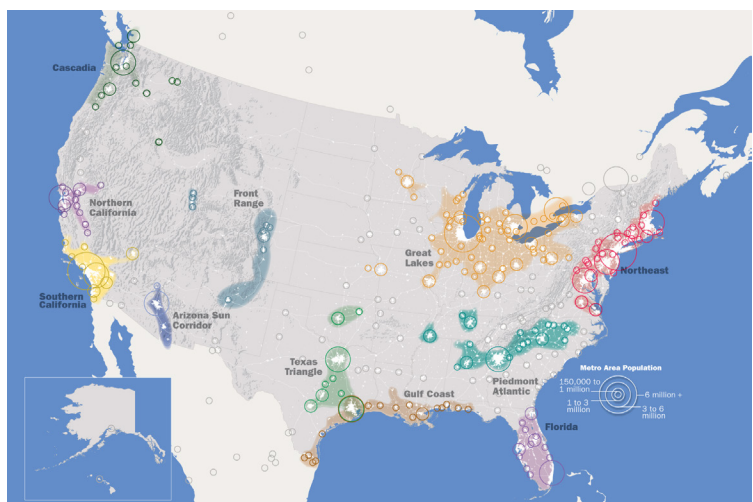
The city's relationship with the State of Wisconsin deals primarily with various state agencies. Sheboygan and the state dialog mostly on transportation-related (with the Wisconsin Department of Transportation) and natural resource-related (with the Wisconsin Department of Natural Resources). The City 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.

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

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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.

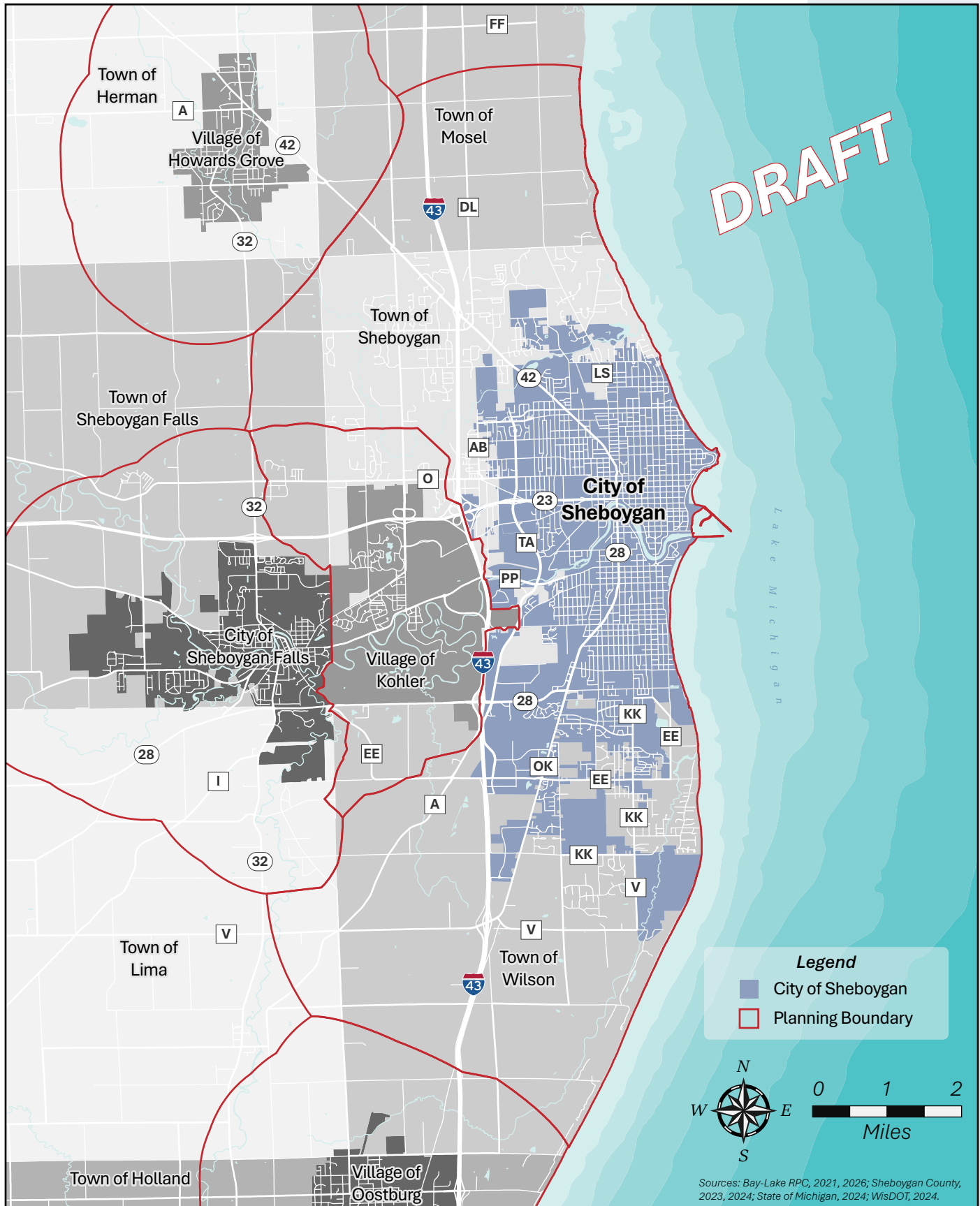
To improve collective decision-making efforts, the City of Sheboygan may want to:

- 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).

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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 connectivity 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-modal 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

- **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.

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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.

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.

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Appendices

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 frontage
- Lack of all levels of housing types
- Lack of developable land

Opportunities

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

Threats

- Lack of affordable housing
- Misinformation 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.

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.

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- 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 cars, 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

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. Nicholas 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 the 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

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.

- 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

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

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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.

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.

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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View the City of Sheboygan Comprehensive Plan Online
