

# **Assembly Republican Majority**

## **Bill Summary**

### **SB 167: Sheboygan Tax Incremental District (TID)**

Relating to: Extending the expenditure period and the life of a tax incremental district in Sheboygan.  
By Senators Leibham and Panzer, and Representatives Kestell, Van Akkeren and LeMahieu.

**Date:** June 24, 2003

### **BACKGROUND**

Under the current tax incremental financing (TIF) program, a city or village may create a tax incremental district (TID) in part of its territory to foster development if at least 50% of the area to be included in the TID is blighted, in need of rehabilitation, or suitable for industrial sites. Before a city or village may create a TID, several steps and plans are required. These steps and plans include public hearings on the proposed TID within specified time frames, preparation and adoption by the local planning commission of a proposed project plan for the TID, approval of the proposed project plan by the common council or village board, and adoption of a resolution by the common council or village board that creates the district as of a date provided in the resolution.

Also under current law, once a TID has been created, the Department of Revenue (DOR) calculates the "tax increment base value" of the TID, which is the equalized value of all taxable property within the TID at the time of its creation. If the development in the TID increases the value of the property in the TID above the base value, a "value increment" is created. That portion of taxes collected on the value increment in excess of the base value is called a "tax increment." The tax increment is placed in a special fund that may be used only to pay back the project costs of the TID. The costs of a TID, which are initially incurred by the creating city or village, include public works such as sewers, streets, and lighting systems; financing costs; site preparation costs; and professional service costs. DOR authorizes the allocation of the tax increments until the TID terminates or, generally, 23 years, or 27 years in certain cases, after the TID is created, whichever is sooner. TIDS are required to terminate, under current law and with once exception, once these costs are paid back, 16 years, or 20 years in certain cases, after the last expenditure identified in the project plan is made or when the creating city or village dissolves the TID, whichever occurs first. Under the exception, which is limited to certain circumstances, after a TID pays off its project costs, but not later than the date on which it must otherwise terminate, the planning commission may allocate positive tax increments generated by the TID (the "donor" TID) to another TID that has been created by the planning commission.

Currently, with regard to TID #6 in Sheboygan, expenditures may be made no later than 13 years after the TID was created, or through December 31, 2004. That TID must terminate no later than 20 years after the last expenditure is made.

### **SUMMARY OF AB 167**

Under Senate Bill 167, the expenditure period for TID #6 in Sheboygan is extended to 15 years after the TID was created or through December 31, 2006. The bill also authorizes DOR to allocate tax increments to this TID for 31 years after the TID was created.

### **FISCAL EFFECT**

A fiscal estimate prepared by the Department of Revenue indicates that TID #6 in the City of Sheboygan would be allowed a 15-year expenditure period and 16-year period to recover costs – resulting in a total of 31 years for the life of the TID. Thus, the bill would allow TID #6 in the City of Sheboygan five additional years to make project expenditures and four additional years to exist relative to other TIDs created prior to October 1, 1995.

As a result of the longer TID life for TID #6, overlying taxing jurisdictions such as the school district, county and vocational college would be required to forego the tax base associated with the development within the TID for a longer period.

### **PROS**

1. An extension to the life and expenditure period are critical to the success of TID #6 due to the magnitude of the 42-acre mixed-use, brownfield redevelopment project, surrounded by the Sheboygan River and Lake Michigan.
2. A \$55 million resort project is being planned for the area, consisting of a 183-room all-suite hotel, state-of-the-art water park, and 64 luxury rental condominiums. Mixed-used development is planned for the remaining 20 acres.
3. The project is expected to create between 300-350 full and part-time jobs, and is expected to generate additional business and tax revenue, as well as increased tourism throughout the entire Sheboygan area.

### **CONS**

1. By allowing the City of Sheboygan five additional years to make expenditures and four additional years to exist, other communities may seek legislation for special authority and exceptions for TIDs in their areas.
2. This bill will likely result in a longer TID life for TID #6 in the City of Sheboygan. Therefore, overlying taxing jurisdictions such as the school district, county and vocational college would forego the tax base associated with the development within the TID for a longer period.

### **SUPPORTERS**

Sen. Joe Leibham, author; Rep. Steve Kestell lead co-sponsor; Mayor James Schramm, City of Sheboygan, Richard Gebhart, City of Sheboygan, Paulette Enders, City of Sheboygan.

### **OPPOSITION**

No one registered or testified against SB 167.

## **HISTORY**

Senate Bill 167 was introduced and referred to the Senate Committee on Homeland Security, Veterans and Military Affairs and Government Reform. On May 29, 2003, the Committee voted 5-0 to recommend passage of SB 167. On June 6, 2003, the Senate passed SB 167 on a voice vote. Senate action on SB 167 was messaged to the Assembly, and SB 167 was referred to the Assembly Committee on Ways and Means. A public hearing and executive session were held on June 18, 2003 where the committee voted 11-2-1 [Reps. M. Lehman and W. Wood voted no; Rep. Morris absent] to recommend passage of SB 167.

**CONTACT:** Vicky Halverson, Office of Rep. Michael Lehman

*file w/ bill*

**Halverson, Vicky**

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**From:** Rep.VanAkkeren  
**Sent:** Monday, June 16, 2003 1:36 PM  
**To:** Rep.LehmanM; Rep.WoodW; Rep.Young; Rep.Berceau; Rep.Ziegelbauer; Rep.Morris; Rep.Hahn; Rep.WoodJ; Rep.Nass; Rep.Hahn; Rep.Lasee; Rep.Jeskewitz; Rep.Kerkman; Rep.Lothian  
**Subject:** Ways and Means hearing on SB 167

Chairman Lehman and Members of the Assembly Committee on Ways and Means:

As you are aware, the Assembly Committee on Ways and Means is scheduled this week to consider Senate Bill 167. This bill would make some changes to TID number six in the City of Sheboygan. It would extend the expenditure period for the TID to 15 years after the TID was created, or through December 31, 2006, and authorize DOR to allocate tax increments to this TID for 31 years after the TID was created.

First of all, I would like to thank Rep. Lehman for his promptness in scheduling Committee action on this bill.

The passage of SB 167 is an important component in a \$54 million development in the City of Sheboygan. The development, the Blue Harbor Resort and Conference Center, includes a hotel, conference center, water park and condominium project. This project, which is planned for the Sheboygan South Pier Peninsula, will revitalize an underutilized industrial area along the Lake Michigan shore. It is anticipated that the completion of this development project will lead to an additional \$50 million in development in the City. The inability to obtain these changes to TID number six could doom this important development project.

I also think that it is extremely important to note that this development project (along with the proposed changes to TID 6 in Sheboygan) has the blessing of both the Sheboygan Area School Board and the County.

As such, I ask for your vote in support of SB 167 when it comes before you this week for consideration. Please let me know if you have any problems or concerns with this bill. If you do have concerns, I would appreciate the ability to address them with you.

Thank you for your time and consideration.

Sincerely,

Rep. Terry Van Akkeren



Johnnie E. Morris

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STATE REPRESENTATIVE • 11TH ASSEMBLY DISTRICT

DATE: June 17, 2003

TO: Representative Michael Lehman, Chair, Assembly  
Committee on Ways and Means

FROM: Representative Johnnie E. Morris, Member,   
Assembly Committee on Ways and Means

RE: Executive Session on Senate Bill 167 and  
Assembly Bill 379

Due to a scheduling conflict I will not be able to attend the  
Committee on Ways and Means public hearing/executive  
session on Wednesday, June 18, 2003. If I were present at  
the executive session tomorrow, I would vote:

Senate Bill 167 - Aye  
Assembly Bill 379 - Aye





# State of Wisconsin • DEPARTMENT OF REVENUE

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**Jim Doyle**  
Governor

**Michael L. Morgan**  
Secretary of Revenue

## Assembly Ways and Means Hearing, June 18, 2003

### **SB 167 – Tax Incremental Finance Changes to TIF District in Sheboygan (Leibham+1/Kestell+2)**

#### *Description of Current Law and Proposed Change*

- Under current law, tax incremental finance districts (TIDs) that were created prior to October 1, 1995 have ten years to make public expenditures associated with the TID project plan and may exist 20 years after the last expenditure; however, the maximum life of these TIDs is 27 years. Under current law, TID #6 in the City of Sheboygan has been granted a special exception to expend for 13 years but may not exist longer than 27 years.
- Under the bill, TID #6 in the City of Sheboygan would be allowed a 15-year expenditure period and 16 years to recover costs. This would result in a 31-year total life of the TID.

#### *Fairness/Tax Equity*

- The bill would allow TID #6 in the City of Sheboygan five additional years to make expenditures and four additional years to exist relative to other TIDs created prior to October 1, 1995.
- The bill will invite special legislation to grant other municipalities special authority and exceptions.

#### *Impact on Economic Development*

- The bill would allow the City of Sheboygan greater flexibility to expand the project for its TID #6 and to address environmental remediation associated with property in the TID.
- On the other hand, the bill has the potential to restrict the tax base of taxing jurisdictions overlying the City of Sheboygan to the extent that the return of tax base associated with TID development will be delayed for up to four years.

#### *Administrative Impact/Fiscal Effect*

- The bill will slightly increase department costs associated with monitoring different expenditure periods and cost-recovery periods for this TID relative to other TIDs. While the costs can be absorbed, the additional staff time required for both current and expected future special TIF legislation cannot be absorbed indefinitely at current staff levels.
- To the extent that additional costs would be incurred, the bill would likely result in a longer TID life for TID#6 in the City of Sheboygan. As a result, overlying taxing jurisdictions such

as the school district, county, and vocational college, would be required to forego the tax base associated with the development within the TID for a longer period.

*DOR Position*

- No position.

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Prepared by: Rebecca Boldt, 266-6785

June 18, 2003

RB:skr

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Vote Record

Committee on Ways and Means

Date: 6/18/03

Moved by: Hebl

Seconded by: Hahn

AB \_\_\_\_\_ SB 167 \_\_\_\_\_ Clearinghouse Rule \_\_\_\_\_  
 AJR \_\_\_\_\_ SJR \_\_\_\_\_ Appointment \_\_\_\_\_  
 AR \_\_\_\_\_ SR \_\_\_\_\_ Other \_\_\_\_\_

A/S Amdt \_\_\_\_\_  
 A/S Amdt \_\_\_\_\_ to A/S Amdt \_\_\_\_\_  
 A/S Sub Amdt \_\_\_\_\_  
 A/S Amdt \_\_\_\_\_ to A/S Sub Amdt \_\_\_\_\_  
 A/S Amdt \_\_\_\_\_ to A/S Amdt \_\_\_\_\_ to A/S Sub Amdt \_\_\_\_\_

Be recommended for:  
 Passage     Adoption     Confirmation     Concurrence     Indefinite Postponement  
 Introduction     Rejection     Tabling     Nonconcurrence

<u>Committee Member</u>	<u>Aye</u>	<u>No</u>	<u>Absent</u>	<u>Not Voting</u>
Representative Michael Lehman	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Jeffrey Wood	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Stephen Nass	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Eugene Hahn	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Frank Lasee	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Suzanne Jeskewitz	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Samantha Kerkman	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Thomas Lothian	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Wayne Wood	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Leon Young	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Terese Berceau	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Robert Ziegelbauer	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Representative Johnnie Morris	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Representative Tom Hebl	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Totals: 11 2 1 \_\_\_\_\_

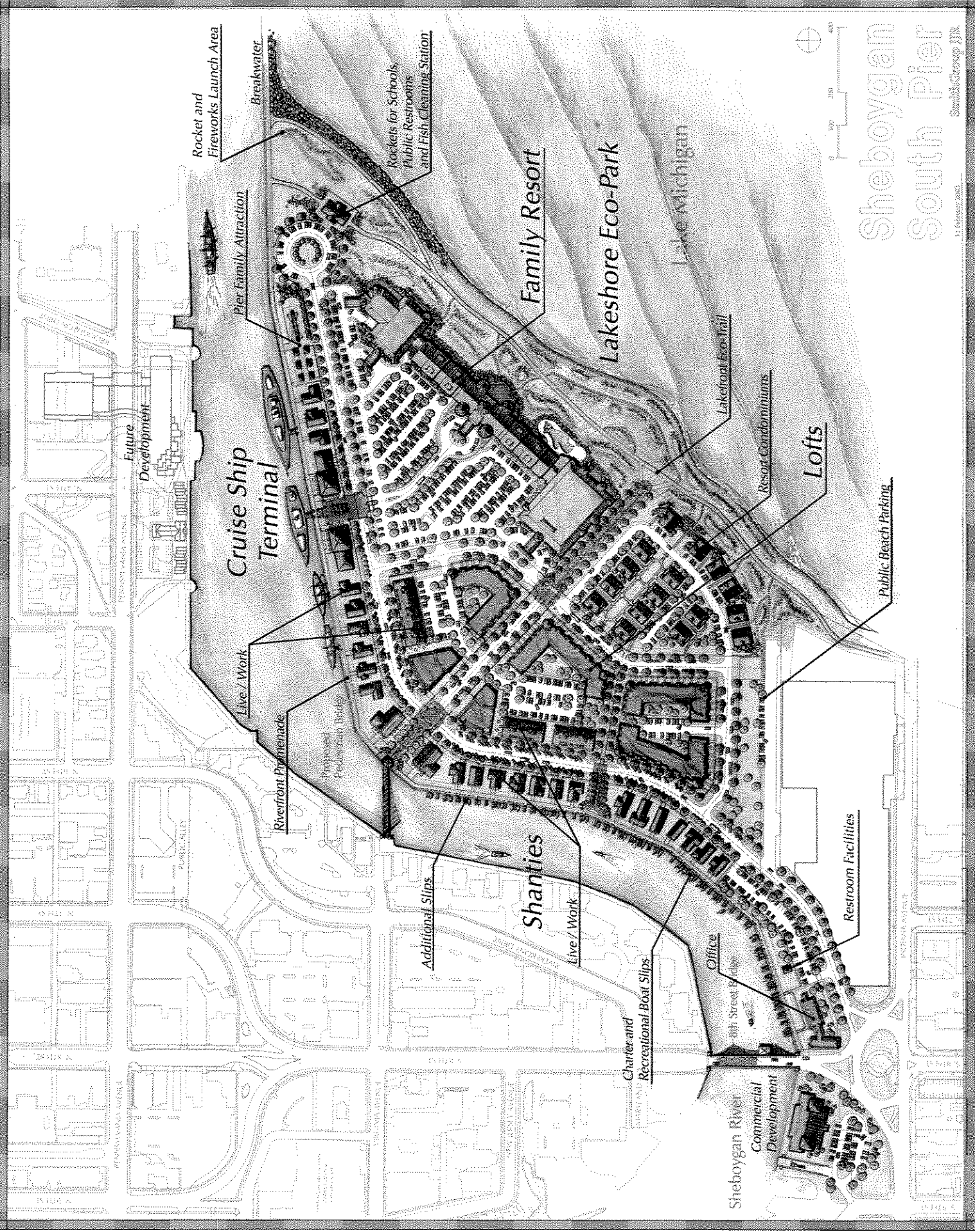




## CITY OF SHEBOYGAN PROPOSED TAX INCREMENTAL FINANCE DISTRICT #6 EXTENSION

- In 2001 Sheboygan's Redevelopment Authority purchased a unique parcel of land at the convergence of the Sheboygan River and Lake Michigan for redevelopment purposes.
- The 42-acre brownfield site, within Tax Incremental Finance (TIF) District #6, was formerly owned by C. Reiss Coal Company.
- For over 100 years, the property was used for storage of coal, salt, fertilizer, and petroleum.
- The land is the last significant piece of municipal land on Lake Michigan's eastern shore that remains available for development in the City of Sheboygan.
- Since acquisition of the parcel by the Redevelopment Authority, an enormous amount of time, energy, local and private financial resources, and state and federal aids and grants have been committed to the redevelopment project.
- Based on potential private development in the amount of \$90-\$100 million, the City is undertaking over \$10 million in infrastructure improvements, including over \$3 million in remediation costs specified in the Wisconsin Department of Natural Resources approved Remedial Action Plan for the site.
- TIF District #6 is surrounded by both the Sheboygan River and Lake Michigan.
- This project, as well as other redevelopment and brownfield redevelopment projects throughout TIF District #6, have been complex, costly, and difficult due to their waterfront location.
- Therefore, we are asking the legislature to extend the life of TIF District #6 from 2018 to 2022, as well as the expenditure period from 2004 to 2006.
- An extension to both the life and expenditure period is critical to the success of TIF District #6 due to:
  1. The magnitude of the 42-acre mixed-use, brownfield, redevelopment project.
  2. Complexities of waterfront redevelopment projects throughout TIF District #6 – ultimately adding costs and time.
  3. City's need to clean-up contaminated sites throughout the District that border both the Sheboygan River and Lake Michigan.
- Currently, The Great Lakes Companies, Inc., a major hotel and resort development and management company based in Madison, Wisconsin, is planning a \$55 million resort development project.
- The Blue Harbor Resort and Convention Center will consist of a 183-room all-suite hotel, state-of-the-art water park, and 64 luxury rental condominiums.
- The project will create more than 300-350 full and part-time jobs for residents of Wisconsin.

- As part of the project, the City will construct and own a 1,000-person capacity convention center and restaurant utilizing room tax dollars.
- The resort and convention center will be the critical anchor tenant that will help facilitate further development within the TIF District, as well as successful completion of Sheboygan's highly ambitious downtown revitalization project (Harbor Centre) implemented over 12 years ago.
- This will in turn generate more business and more tax revenues throughout the community, as well as additional tourism revenue throughout the entire Sheboygan area.
- TIF District #6 is an extremely important economic development tool that, if extended, will aid the City of Sheboygan in redeveloping the 42-acre brownfield site to allow for development of the \$55 million Blue Harbor Resort and Convention Center project, as well as mixed-use development on the balance of the remaining 20 acres.
- Legislative support for the extension of TIF District #6 will have a huge impact on Sheboygan County, now ranked as the 9<sup>th</sup> greatest tourism dollar generating county in Wisconsin, home of the 2004 PGA Championship, and the third ranked golf destination in the United States.
- During prosperous times economic development in distressed and contaminated areas is extremely difficult. In an economy such as the one we are experiencing now, it is next to impossible without providing some level of financial assistance to prospective developers. Without the extension, the City will lose its ability to offer any type of incentives beyond December 31, 2004.
- Time is of the essence. It is critical the extension legislation moves forward for passage as soon as possible.



Rocket and Fireworks Launch Area

Breakwater

Rockets for Schools, Public Restrooms and Fish Cleaning Station

Pier Family Attraction

Family Resort

Lakeshore Eco-Park

Lake Michigan

Lakefront Eco-trail

Resort Condominiums

Lofts

Public Beach Parking

Cruise Ship Terminal

Future Development

Live/Work

Riverfront Promenade

Proposed Pedestrian Bridge

Shanties

Additional Slips

Live/Work

Charter and Recreational Boat Slips

Office

Restroom Facilities

Sheboygan River Commercial Development



Sheboygan  
South Pier  
11 February 2003  
SundbergGrupe JTK



**TID 6 – S. Pier (Great Lakes), Rockline, Marina:**

Date Formed: January 1, 1992  
**Last Project Expense: December 31, 2004**  
Max. for District: December 31, 2018  
Last Debt Payment: October 1, 2014  
(without repayment of advances)

Debt Issued: \$11,905,324  
**Debt Outstanding: \$10,290,324 (12/31/02)**

**Borrowing anticipated in 2003**  
For Business Loan, Parking: \$4,430,000  
For Public Improvements: \$4,290,000  
**Borrowing anticipated in 2004:**  
For Repayment of Advances for Loan  
And For Public Improvements: \$3,132,000  
**Total 2003-2004 Debt Issuance = \$11,852,000**

Note: The above includes estimates for capitalized interest and issuance expense, but does not include the debt issuance for the Conference Center estimated at \$8,140,000 with capitalized interest and issuance expense.

As of 12/31/02: Advances from  
Debt Service Fund \$ 206,968  
General Fund \$1,057,450  
Industrial Park Fund \$ 221,323  
**Total Advances \$1,485,741**

2002 Tax Incremental Value \$15,225,000  
2001 Tax Incremental Value \$15,647,300  
**2001 – 2002 Value Decrease \$ (422,300)**

Note: The value decrease relates to the City acquiring 40 acres of land and office building that became tax-exempt on 1/1/02.

2003 Tax Increments \$440,844  
2002 Tax Increments 459,904  
**Tax Increment Decrease \$ (19,060)**  
Percent Decrease -4.14%

Other revenues:  
State Aid (Computer exemption) \$17,000

2003 Tax Increments \$ 440,844  
2003 Debt Service \$1,111,450  
**2003 Debt Above Increments \$ 670,606**

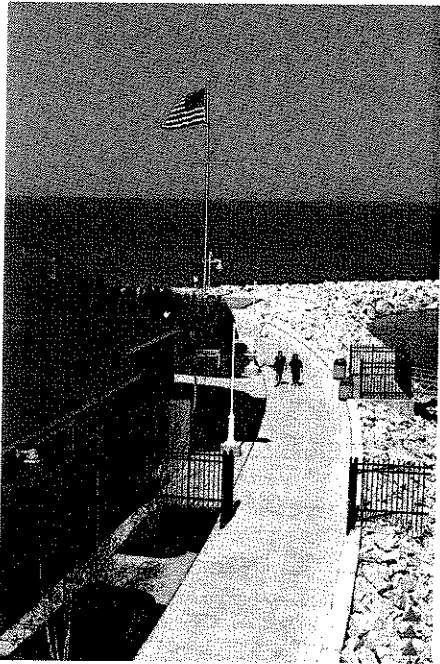
# HARBOR CENTRE, SHEBOYGAN, WISCONSIN



# The Harbor Centre Master Plan Phase Two

# Harbor Centre Master Plan Goals

**During Phase Two  
the Harbor Centre  
Master Plan will  
continue to focus on  
these goals  
established in the  
original plan.**



*Attractively landscaped walkways provide pedestrian access to Harbor Centre Marina and Lake Michigan, and link sites throughout the Lakefront, Riverfront, and Downtown districts.*

**T**he original Harbor Centre Master Plan integrated economic, physical, environmental, community, and human development in a comprehensive and coordinated fashion.

During Phase Two the Harbor Centre Master Plan will continue to focus on the original elements while targeting the following goals established in the original plan.

- Create a comprehensive long-range vision which links the future of Sheboygan's downtown, lakefront and riverfront with its rich historic past and its current water-related activities.
- Establish Harbor Centre as a multi-use activity center for the community and the region, including recreational, residential, retail, office, service, cultural, educational, and government land uses.
- Develop Harbor Centre waterfront areas for public and private uses that will stimulate reinvestment in Sheboygan's central business district while maximizing public access to Lake Michigan and the Sheboygan River.
- Improve public access to Harbor Centre through multi-modal transportation improvements and a comprehensive visitor wayfinding system.
- Link Harbor Centre with community-wide and regional destinations.
- Establish strong pedestrian linkages between the downtown, Sheboygan River, lakefront, residential neighborhoods, and other Harbor Centre activity areas.
- Establish a coordinated theme and identity for Harbor Centre by building upon its unique historic, cultural, recreational, and scenic resources.
- Provide infrastructure improvements that will support redevelopment, business retention, and business recruitment priorities.
- Expand opportunities for special events, cultural arts activities and tourism within selected areas of Harbor Centre.
- Establish a realistic, market-driven implementation strategy that prioritizes funding and development activities to achieve short-term and long-term goals.

cepts for the Harbor Centre Master Plan Phase Two. In the third work session, in December 1994, they reviewed the preliminary recommendations for the Harbor Centre Master Plan Phase Two. Two work sessions were also held with the Common Council Committee of the Whole in August 1994 and February 1995, to receive input on plan recommendations and discuss implementation priorities. Ten work sessions were held with City personnel, members of the Bay Lake Regional Planning Commission, developers, and property owners, to discuss plan development issues and implementation strategies.

### **New boundaries**

As a result of input received during these planning sessions the boundaries for Harbor Centre have been expanded to include 14th Street (State Highway 28/State Highway 42) and Kiwanis Park on the west, the Southshore Neighborhood and King Park on the south, and Michigan Avenue on the north.

### **New imperatives**

During the next five to ten years Phase Two of the Harbor Center Master Plan will focus on expanding housing options and improving the quality of life in central area neighborhoods; expanding economic development opportunities for the community and the region, improving the broader systems that will link Harbor Centre to the surrounding community and region, interconnecting land use districts within Harbor Centre, and creating a unified central business district. Additional improvements to access, wayfinding, park and open space, and visual character systems will help ensure that Harbor Centre achieves its economic development and

physical revitalization goals.

The updated plan identifies and supports extensive economic development in, and improvements to, the infrastructure of ten targeted redevelopment districts within Harbor Centre. Specific information on plan recommendations for each of these districts is provided in this booklet.

*Construction of the Harbor Centre Marina was completed in 1994, and provides the catalyst for future developments throughout Harbor Centre. The South Pier District (foreground) is a prime lakefront/riverfront site with tremendous potential for development.*

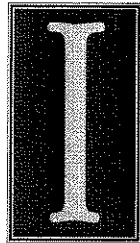




# Catalyst for Community Development

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**Harbor Centre celebrates Sheboygan's heritage as a thriving port city and supports the city's current development as a dynamic residential and commercial center and a popular vacation destination.**



In the late 1980s the City of Sheboygan and citizens throughout the region entered into a public/private partnership which culminated in the Harbor Centre Master Plan. The original Plan was approved and implemented in 1990.

The original multi-use long-range plan built on the City's unique geographical and architectural assets and its rich maritime history. It provided a comprehensive economic and physical development strategy; stimulated public and private investment in Sheboygan's central area; and provided a strong positive identity for Sheboygan and communities throughout the region.

Major projects completed during the initial implementation period included construction of the Harbor Centre Marina; expansion of and improvements to the lakefront park and recreation system; improvements to the downtown streetscape; and establishment and improvement of vehicular and pedestrian transportation corridors into and throughout Harbor Centre.

These projects evidence the vision and potential of a plan based on broad community support, cooperation and sound incremental investment decisions. They have re-established the community as a dynamic residential and commercial center and have made it a popular vacation destination. They have integrated economic, physical, environmental, and community development in a comprehensive and coordinated fashion, so that families, businesses, organizations, the City, and the County can work together and thrive. Now they are providing the

foundation from which to pursue additional projects targeted within the framework of the long-range plan.

In May 1994, the City of Sheboygan commissioned Schreiber/Anderson Associates and Vandewalle and Associates to update the original Harbor Centre Master Plan. This update builds on the strengths of projects completed during the initial phase of the plan, and outlines a comprehensive range of projects to be initiated within the next five to ten years.

Implementation of projects described in the Harbor Centre Master Plan Phase Two will improve the quality of central area neighborhoods, increase housing opportunities, enhance linkages between Harbor Centre neighborhoods, commercial districts and recreation districts; and expand economic development opportunities for the community and the region.

## **The planning process**

The planning process for the Harbor Centre Master Plan Phase Two was established during three work sessions with representatives of the Sheboygan Redevelopment Authority, the Plan Commission, the Park Board, the Sheboygan Development Corporation, the Business Improvement District Board, Schreiber/Anderson Associates, and Vandewalle and Associates.

During the first work session, in June 1994, participants focused on soliciting ideas for what should be included in the next phase of Harbor Centre. During the second work session, in July 1994, they reviewed initial con-

# Community Development and Housing Objectives

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**In cooperation with a number of groups, agencies, and individuals, the housing program provides balance in meeting a variety of needs with the resources available.**

**I**n 1995 the City of Sheboygan developed a Consolidated Plan for Housing and Community Development to identify and meet community development needs and affordable housing objectives. Among its objectives are to:

- Conserve and expand the City's housing stock
- Develop appropriate utilization of land and natural resources
- Support historic preservation activities
- Foster economic development
- Improve energy conservation
- Organize neighborhood groups to work with the City to create safer, cleaner, more stable neighborhoods
- Continue to strengthen a police officer home ownership program in target areas

The City of Sheboygan has developed a Community Development Block Grant program which offers a comprehensive range of programs and services. It includes and coordinates numerous groups involved in housing, in order to offer specialized services and to involve as many citizens as possible in the process.

Activities funded by the housing component of the community Development

Block Grant program conserve the existing housing stock; provide new units through Habitat for Humanity and Partners for Community Development programs; provide security deposits for new rental units; and provide down payment assistance for qualified families who wish to purchase homes.

The housing program provides balance in meeting the various needs identified, with the resources available. A number of groups, agencies, and individuals are involved and participate in the process.

# Harbor Centre Framework Plan

**A**s in the original Harbor Centre Master Plan, Harbor Centre Plan Phase Two proposes improvements to the broader systems that will link Harbor Centre to the surrounding community and region, inter-connect land use districts within Harbor Centre, and

create a unified central business district. Improvements to access, wayfinding, park and open space, and visual character systems will be necessary to ensure that Harbor Centre achieves its economic development and physical revitalization goals. The principal features of the Harbor Centre framework plan include the following:

designates Kohler Memorial Drive/Erie Avenue as the primary entrance to Harbor Centre from Interstate 43. Erie Avenue will provide primary access to the Harbor Centre Downtown District, including the Downtown, Riverfront, and Michigan Avenue retail districts.

■ *Indiana Avenue* - Indiana Avenue will provide primary access to the Boatworks District and the South Pier District (the C. Reiss Coal Company property).

■ *Pennsylvania Avenue* - Pennsylvania Avenue will provide primary access to the Harbor Centre Downtown District, Riverfront District, Marina District and North Point District.

■ *7th Street, 9th Street and S. 8th Street* - These key Harbor Centre arterial streets will distribute north/south traffic to Michigan Avenue, Erie Avenue, Pennsylvania Avenue, and Indiana Avenue to connect with all Harbor Centre districts.

■ *Broughton Drive* - Broughton Drive will distribute traffic generated by the Marina District to Pennsylvania Avenue and Michigan Avenue.

■ *Michigan Avenue* - Michigan Avenue will provide secondary access to Lake Michigan, the Marina District and North Point District.

## Local Streets and Pleasure Drives

Several key local streets provide direct access to the destinations located within various Harbor Centre land use districts. These local streets present the opportunity to create a special identity for each district through streetscape improvements. They also provide opportunities to enhance scenic enjoyment for Sheboygan residents and visitors as they travel through Harbor Centre along the lakefront, riverfront and historic districts.

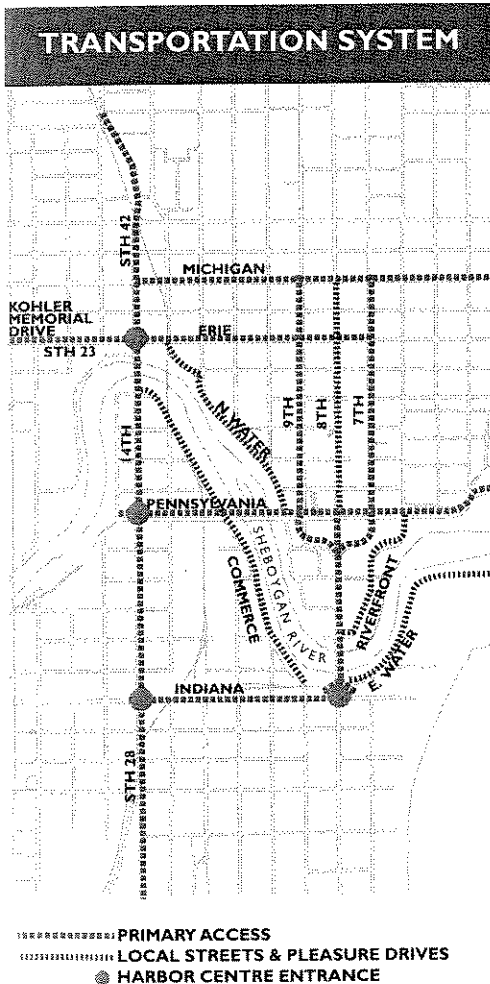
## TRANSPORTATION SYSTEM

### Primary Vehicular Access

The Harbor Centre Master Plan Phase Two identifies several arterial streets which will carry primary traffic throughout Harbor Centre. The key objective of this transportation plan is to distribute traffic efficiently while minimizing primary traffic through residential neighborhoods and local commercial districts. The major Harbor Centre thoroughfares include:

■ *14th Street*. - 14th Street will be the primary collector for traffic entering Harbor Centre on STH 28, 42 and 23. 14th Street will distribute Harbor Centre traffic to key east/west corridors such as Erie Avenue, Pennsylvania Avenue, Indiana Avenue and Michigan Avenue.

■ *Kohler Memorial Drive/Erie Avenue (STH 23)* - As in the 1990 Harbor Centre Master Plan, Harbor Centre Master Plan Phase Two



by local streets include:

- Commerce Street (Boatworks District)
- North Water Street (Water Street neighborhood)
- East Water Street (South Pier District)
- Riverfront Drive (Riverfront District)
- Broughton Drive (Marina District and North Point District)
- 8th Street (Business District)

**Wayfinding**

A comprehensive Harbor Centre wayfinding system, initially constructed in 1993, should be expanded to include the new areas within the expanded Harbor Centre boundaries. New Harbor Centre entrance signage is proposed for 14th Street at Pennsylvania Avenue and Indiana Avenue and a major entrance feature to Harbor Centre is proposed at 14th Street and Erie Avenue. Entrance signage is also proposed for all Harbor Centre Master Plan districts.

**PEDESTRIAN AND BICYCLE ACCESS**  
**Primary Pedestrian Access**

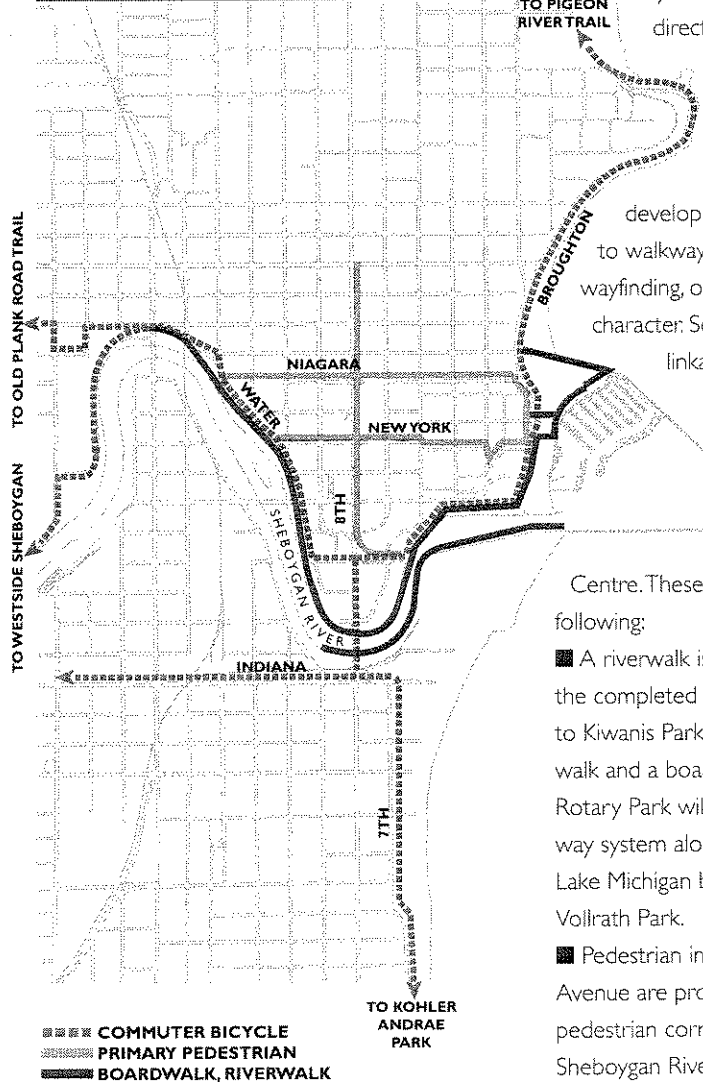
Several commuter bicycle and multi-use recreational trails are proposed to interconnect Harbor Centre destinations and link Harbor Centre with the community and the region. The following key routes have been proposed:

The lakefront trail system, completed in 1994, should be expanded north through Vollrath Park to the Pigeon River Parkway and south along the lakefront to Kohler Andrae State Park.

Sheboygan's Urban Bicycle Trail should be developed to connect Sheboygan County's Old Plank Road Trail with Harbor Centre and the lakefront.

A new bicycle commuter route could utilize the former rail corridor near Indiana Avenue to provide an east/west connection

**PEDESTRIAN AND BICYCLE ACCESS**



- COMMUTER BICYCLE
- ..... PRIMARY PEDESTRIAN
- BOARDWALK, RIVERWALK

between the lakefront and land uses on the west side of Sheboygan (such as the University of Wisconsin - Sheboygan campus and Heritage Insurance). This route will divide to provide connections with Kiwanis Park and the Urban Bicycle Trail.

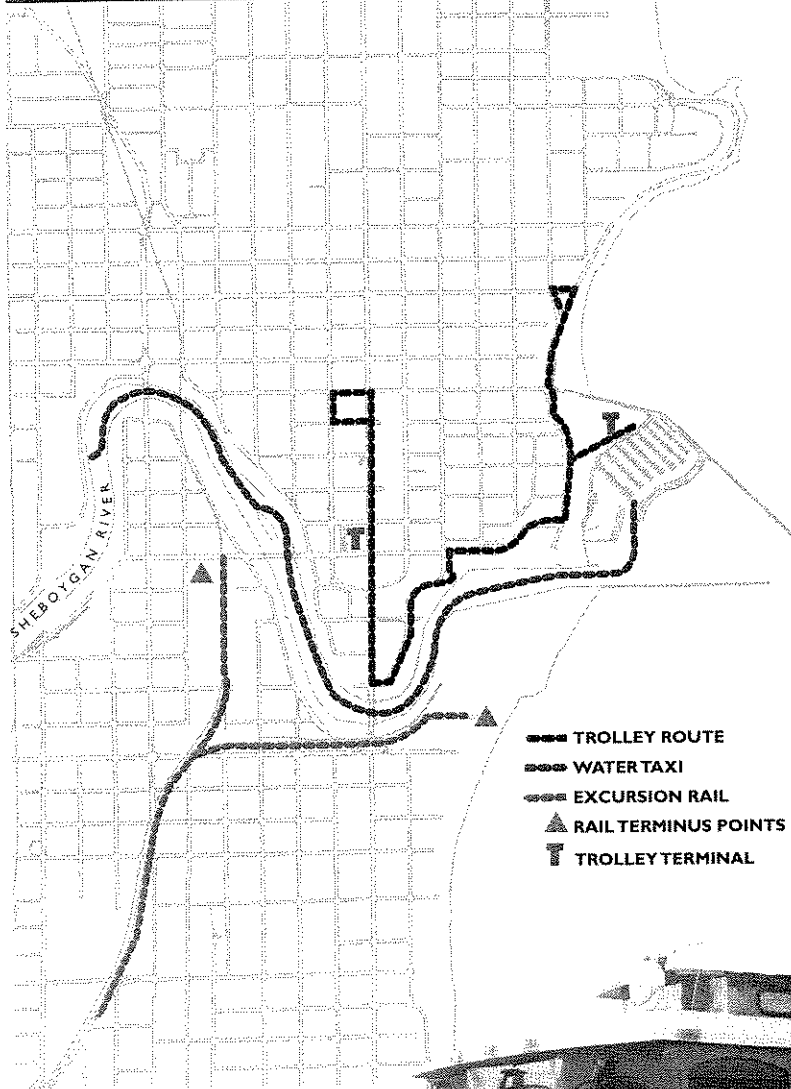
**Pedestrian Access**

Harbor Centre Master Plan Phase Two builds on the original Harbor Centre plan by stressing safe, attractive and direct pedestrian circulation throughout Harbor Centre. Individual Harbor Centre Districts emphasize pedestrian-oriented development with improvements to walkways, streetscapes, views, wayfinding, open space and architectural character. Several key pedestrian linkages are proposed to interconnect the riverfront, lakefront, residential neighborhoods, parks, and commercial districts within Harbor

Centre. These key linkages include the following:

- A riverwalk is proposed, to extend from the completed boardwalk at S. 8th Street to Kiwanis Park. Completion of this riverwalk and a boardwalk expansion east of Rotary Park will provide a continuous walkway system along the Sheboygan River and Lake Michigan between Kiwanis Park and Vollrath Park.
- Pedestrian improvements along Niagara Avenue are proposed to establish a direct pedestrian corridor between the Sheboygan River, downtown neighborhoods, the 8th Street retail district, and the lakefront. Similar improvements are proposed for New York Avenue between the Sheboygan River and the lakefront.
- Boardwalk and riverwalk improvements are proposed for the South Pier District, to connect private and civic sites along the Sheboygan River.
- A pedestrian corridor with views to the Sheboygan River is proposed to connect the 8th Street retail district with the riverfront.

**TRANSIT, EXCURSION RAIL AND WATER ACCESS**



**TRANSIT, EXCURSION RAIL AND WATER ACCESS**

Harbor Centre Master Plan Phase Two proposes a variety of other travel options to improve accessibility to Harbor Centre destinations, linkages to the surrounding community and region, and the overall visitor experience. The following modes of travel should be considered in the overall transportation plan for Harbor Centre:

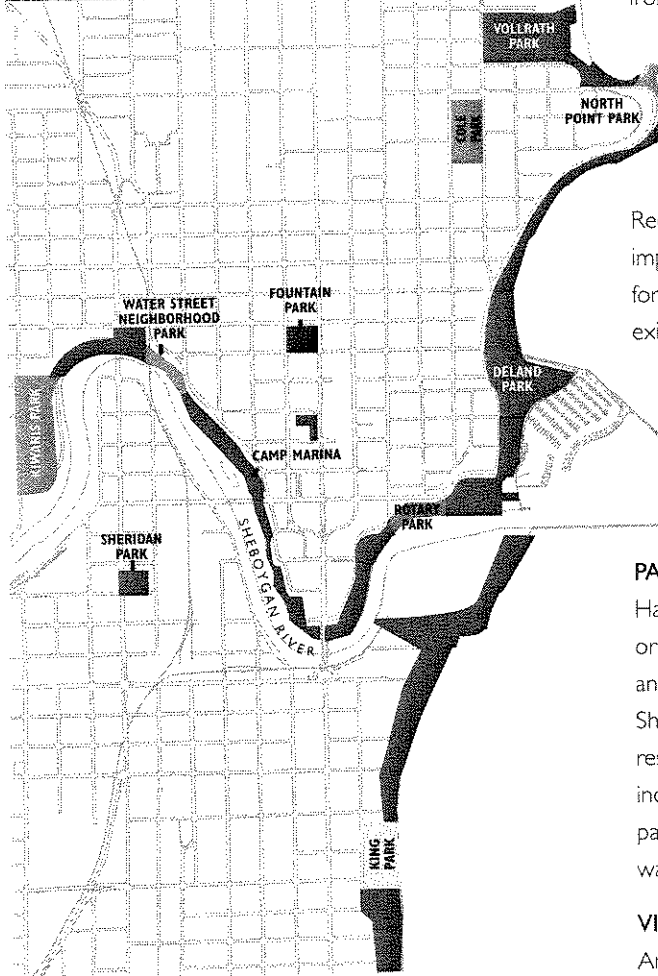
- The existing Harbor Centre trolley system should be expanded to serve new Harbor Centre destinations and special events.
- Existing rail corridors within Harbor Centre offer the potential to establish an excursion rail link or recreational trail between major visitor destinations in Harbor Centre and Sheboygan County and create new economic opportunity for both Harbor Centre and Sheboygan County.
- Improvements to water access have been, and will be, an important initiative to complement the real estate and public infrastructure investment in the riverfront and lakefront. Several completed public and private water-oriented developments, such as the Harbor Centre Marina and the Riverfront District, have included access improvements to the Sheboygan River and Lake Michigan. Private marina slips, public recreational boat docking, charter fishing facilities, youth boating facilities and boat launching facilities are among these improvements.

Waterfront developments proposed in the Harbor

*The Harbor Centre Trolley, a battery-operated trolley reminiscent of a mode of transportation popular in Sheboygan a hundred years ago, transports visitors to destinations throughout Harbor Centre during the spring and summer months. ▶▶*



## PARKS AND OPEN SPACE



Centre Master Plan Phase Two will expand access to the Sheboygan River and Lake Michigan. The riverfront district near the city armory will include temporary docking facilities for large sailboats and Lake Michigan excursion boats. The South Pier District may include a private docking basin, recreational boat docking, and large Lake Michigan excursion vessel docking.

Redevelopment of the WP & L site will include improvements to an existing boat launching facility for small recreational craft. The reconstruction of the existing jetties near North Point will improve access to Lake Michigan fishing, sunbathing, swimming, and wind surfing. A water shuttle system is proposed to interconnect waterfront destinations between Kiwanis Park and the Harbor Centre Marina.

### PARKS AND OPEN SPACE

Harbor Centre Master Plan Phase Two builds on the original Harbor Centre Plan to improve public access and recreational opportunities related to the Sheboygan River and Lake Michigan, for Sheboygan residents and visitors. The vision for Harbor Centre includes a significant network of existing and new parks, interconnected by walkways, bikeways, boardwalks and open spaces.

### VISUAL CHARACTER

An important objective of the Harbor Centre Plan is the development of an attractive visual environment and sense of place for visitors to Harbor Centre. Key initiatives include preservation and enhancement of major views to the Sheboygan River and Lake Michigan; development of public streetscapes and coordinated wayfinding for major Harbor Centre thoroughfares; improved private signage and billboard restriction, and development of distinctive design themes for Harbor Centre districts through coordinated architectural improvements, historic preservation, streetscape designs, and entrance features.

- Vollrath Park - 3rd and Park
- Bole Park - 3rd and Grant
- Deland Park - Broughton Drive (near Marina)
- Royart Park - Pennsylvania and Riverfront Drive
- Mountain Park - 9th and Erie
- Kiwanis Park - 17th and Kiwanis Park Drive
- King Park - 7th and Broadway
- Water Street Park (Proposed) - Water and Ontario
- Sheridan Park - 13th and Virginia
- Camp Marina - Water and New York
- Open space Network

## PROPOSED PROJECTS

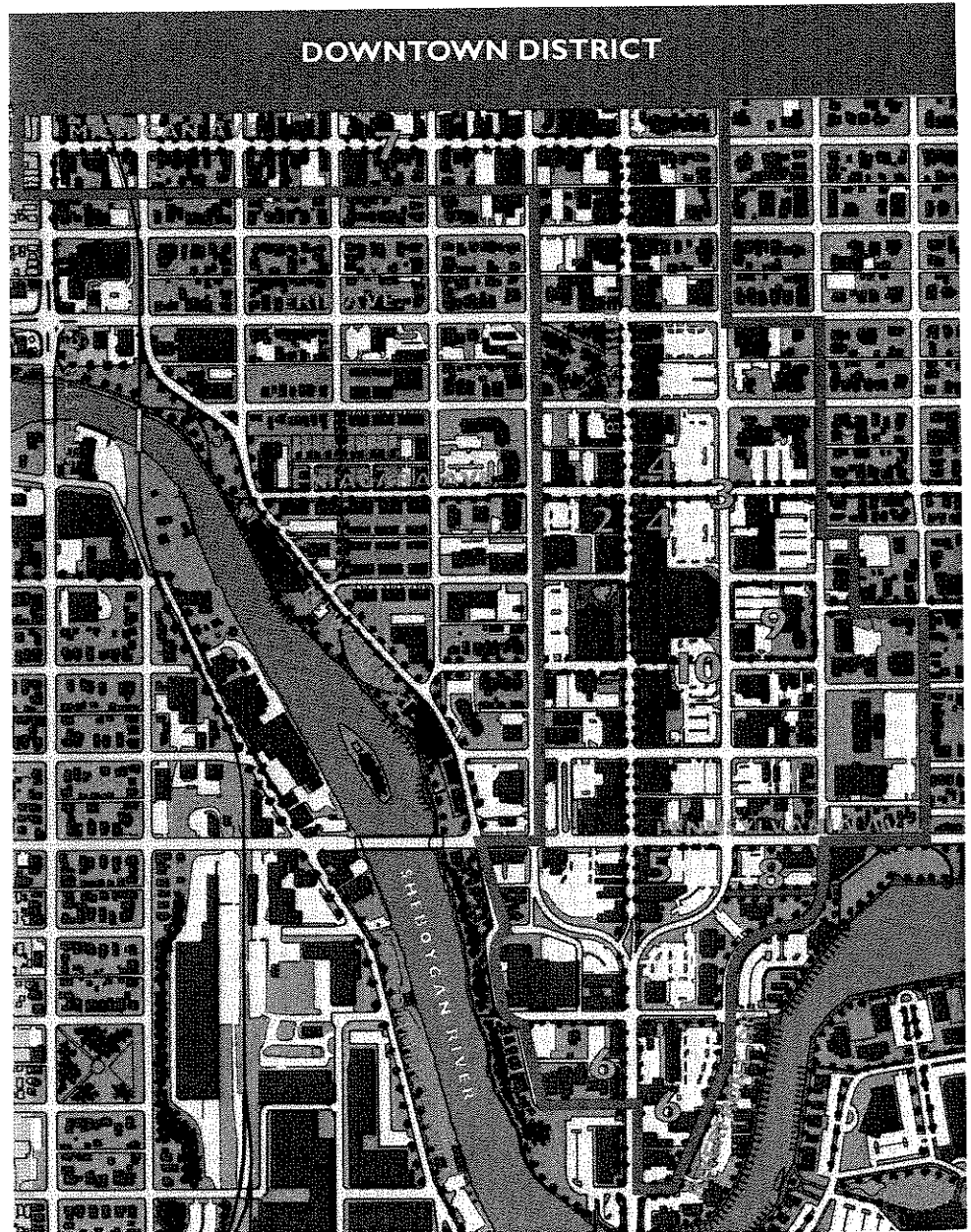
1. Streetscape and parking improvements on 8th Street between Ontario Avenue and Michigan Avenue to match completed improvements between Ontario Avenue and Kentucky Avenue.
2. Rehabilitation of the Sheboygan Theater as a community theater.
3. Extension of Niagara Avenue to 7th Street to provide better access to the downtown, better linkage between the Sheboygan River and Lake Michigan, and improved opportunities to market vacant North 8th Street sites for redevelopment.
4. Expansion of the open-air farmer's market at Niagara Avenue and North 8th Street. This downtown market place will serve downtown neighborhoods, boaters and visitors.
5. Potential long-term redevelopment of the southeast corner of Pennsylvania Avenue and 8th Street for mixed-use commercial and residential development. This site is a key downtown site which offers outstanding views of the Sheboygan River and Lake Michigan.
6. Commercial redevelopment of South 8th Street for waterfront and excursion support services such as boat retail, car rentals, convenience stores, etc. Potential multi-family and office development on the west side of 8th Street between Virginia Avenue and New Jersey Avenue.
7. Streetscape and parking improvements and commercial rehabilitation and redevelopment along Michigan Avenue between 8th Street and 14th Street.
8. Development of a pedestrian corridor between the downtown and the riverfront. Preservation of a key view corridor to the Sheboygan River and Lake Michigan.
9. Expansion of the John Michael Kohler Arts Center and public streetscape improvements.
10. Pedestrian walkway and streetscape improvements between the Mead Public Library and the John Michael Kohler Arts Center.

# 1. The Downtown District

**During Phase Two new initiatives include the expansion and development of the Downtown District as a family-oriented recreation and tourism destination**

**T**he Downtown District is an important commercial corridor which links retail and service businesses with residential neighborhoods and recreational amenities in the surrounding areas.

Between the mid-1880s and the 1960s, Eighth Street was the retail, office, and institutional center of Sheboygan. However, in the 1960s, emerging retail



aters on the fringe of the city drew  
 business away from the downtown.  
 Despite attempts to strengthen the  
 downtown by creating a four block out-  
 door pedestrian mall, it experienced  
 high vacancies, serious deferred mainte-  
 nance, and a reduction in shopping and  
 shopping-related activities.

Recent and ongoing reinvestment  
 in the downtown are resulting in major  
 improvements throughout the area and  
 positive changes in the character of the  
 downtown District. Fueled by the 1990  
 Harbor Centre Master Plan, the down-  
 town again has become a thriving  
 center of activity. The reopening and  
 streetscape beautification of Eighth  
 Street, relocation of the bus transfer  
 facility, opening of the Eighth Street cul-  
 de sac, and promotional activities initi-  
 ated by members of the Harbor Centre  
 Business Improvement District (BID)  
 have contributed to this renewal. New  
 businesses and high-end restaurants fill  
 once-vacant storefronts, and building  
 rehabilitations sensitively revive the  
 identity of the historic Eighth Street  
 retail district.

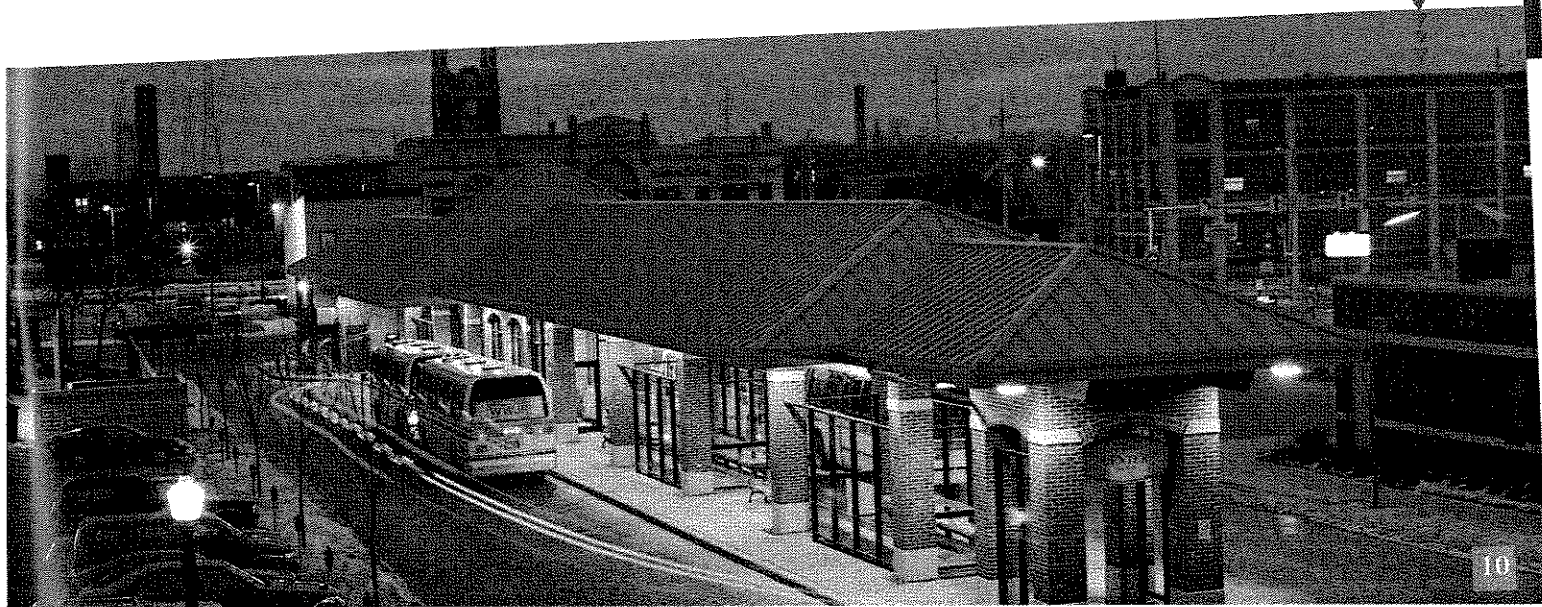
Harbor Centre Master Plan Phase



Two strives to strengthen the economic  
 vitality of the Downtown District with a  
 focus on filling vacant sites on North  
 Eighth Street, redeveloping South Eighth  
 Street, and linking retail and commercial  
 activities on Michigan Avenue with the  
 Eighth Street retail district.

▲  
 ▲  
 ▲  
 ▲ The Max Zaegel Building, constructed in 1886, originally  
 housed the M.R. Zaegel & Co. retail drug business and the  
 State Business College. The structure, located downtown at  
 the corner of 8th Street and New York Avenue, is recognized  
 as one of Sheboygan's truly distinctive 19th century com-  
 mercial buildings. It has been beautifully restored, and is  
 landmarked by Sheboygan County Landmarks, Ltd.

The new bus transfer station, strategically located in the  
 Harbor Centre Downtown District, welcomes travelers and  
 serves as a transportation hub for the Sheboygan area. ▼  
 ▼  
 ▼  
 ▼





## 2. Ellis Historic Neighborhood

**Many of the older homes retain their original design, character, and charm, and numerous houses with walkout masonry first floors give the area a decidedly European flavor.**



*This meticulously restored Italianate home exemplifies the character and potential of structures throughout the Ellis Historic Neighborhood.*

**E**llis Historic Neighborhood includes a portion of Sheboygan's original plat and represents one of the oldest intact residential neighborhoods in the city. This architecturally interesting and historically important district includes both stately homes built by Sheboygan's early wealthy families and a working class neighborhood with many pre-civil war homes. Many of the older homes retain their original design, character, and charm, and numerous houses with walkout masonry first floors give the area a decidedly European flavor.

Since the adoption of the Harbor Centre Master Plan in 1990, the City of Sheboygan has actively promoted the preservation of the Ellis Historic Neighborhood to enhance the cultural heritage of the community while encouraging greater home ownership and residential investment in Harbor Centre.

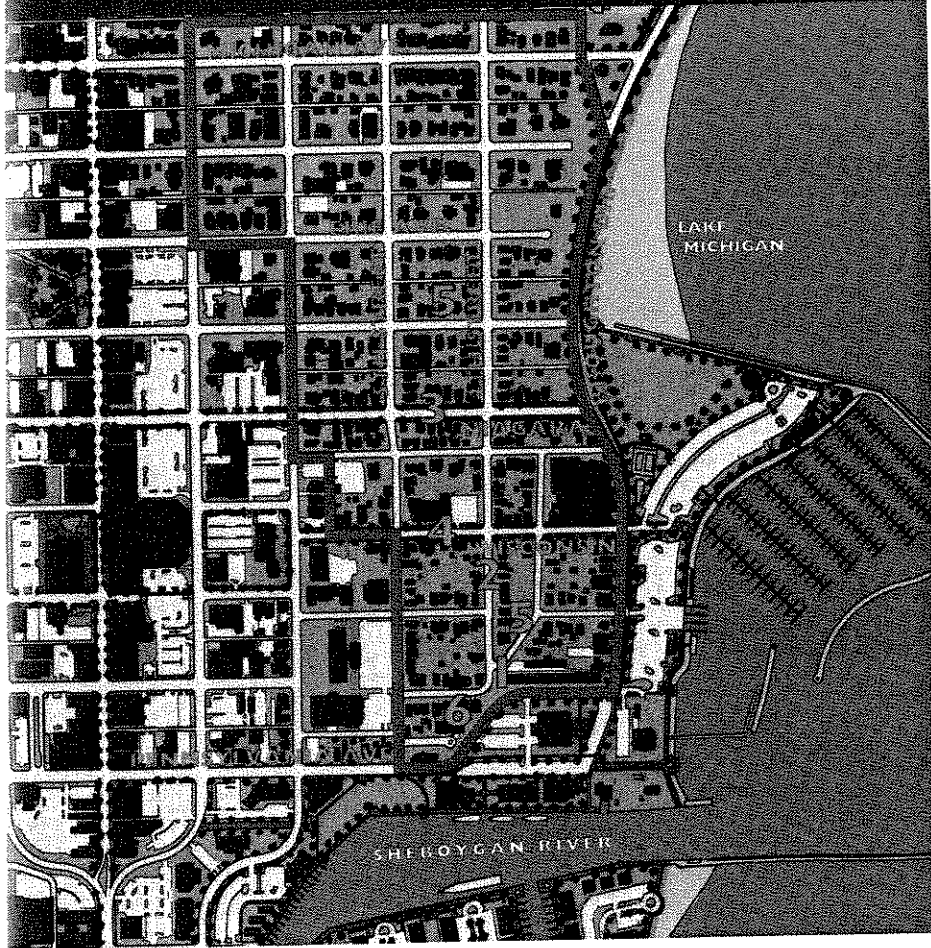
The Harbor Centre Master Plan Phase Two proposes new signage and streetscape developments to create an historic identity for the neighborhood. These new public improvements, coupled with rehabilitation funding assistance, are proposed to stimulate reinvestment in the neighborhood and encourage property maintenance and renovation activities.

Pedestrian improvements proposed for Niagara Avenue and Wisconsin Avenue will better link the Ellis Historic Neighborhood to the lakefront, the downtown, the Sheboygan River and other Harbor Centre neighborhoods.

*This home exemplifies the charm and character reflected in many of the historically important and architecturally interesting small residential structures located in the Ellis District.*



## ELLIS HISTORIC NEIGHBORHOOD



## PROPOSED PROJECTS

1. Entrance feature to the Ellis Historic Neighborhood at Pennsylvania Avenue.
2. Street reconstruction and streetscape improvements, including undergrounding overhead utilities and establishing ornamental lighting and landscaping in keeping with the historic character of the district.
3. Streetscape improvements to establish Niagara Avenue as a pedestrian corridor that links the lakefront, the downtown and the Sheboygan River.
4. Streetscape improvements to establish Wisconsin Avenue as a pedestrian corridor that links the downtown with Deland Park and the lakefront.
5. Neighborhood rehabilitation to preserve the traditional character of the Ellis Historic Neighborhood.
6. Development of infill housing on new lands acquired through the realignment of Pennsylvania Avenue and North Franklin Street.

### 3. North Point District

Once a gravel shoreline, North Point has been transformed into a grassy park with seating and picnic areas, a gazebo shelter and an historic marker describing North Point's unique geologic formation.

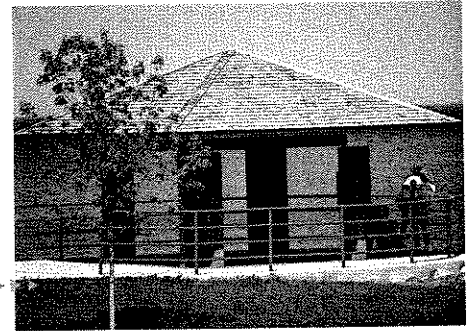
North Point District follows the shoreline of Lake Michigan, and provides views of the lake, the Harbor Centre Marina, and Deland Park. Since 1990, major improvements have been made to North Point Park and Sheboygan's lakefront. These improvements have resulted in new public recreation opportunities and enhanced public access. A new paved multi-use recreation trail system along the lakefront connects Vollrath Park with Deland Park and the Sheboygan River, and accesses scenic overlooks and the beach.

Once a gravel shoreline, North Point has been transformed into a grassy park with seating and picnic areas, a gazebo shelter and an historic marker describing North Point's unique geologic formation.

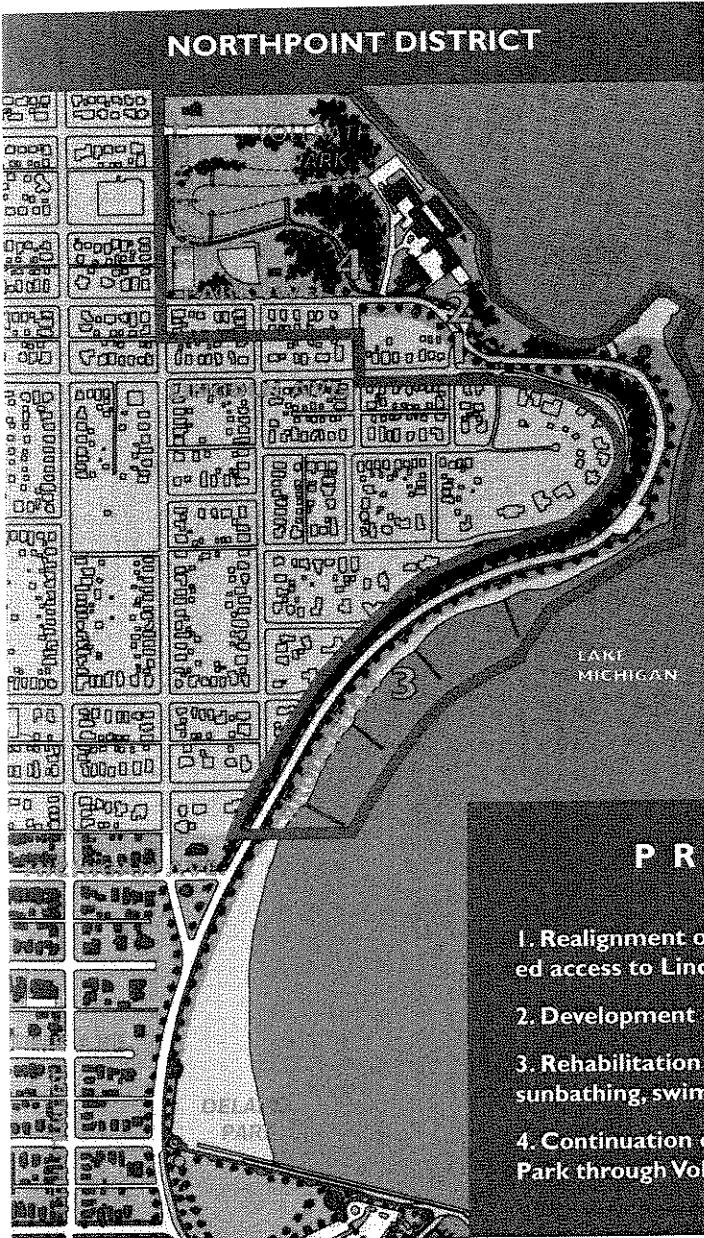
Broughton Drive, a wide pleasure drive, follows the Lake Michigan shoreline from the riverfront to the north side of the city.

The Harbor Centre Master Plan Phase Two is focused on providing additional amenities for public recreation, such as reconstruction of the existing jetties and a scenic overlook near Park Avenue. Broughton Drive will connect with Park Avenue in order to minimize traffic on residential streets and create a continuous parkway from Vollrath Park to South 8th Street.

The shelter at North Point Park overlooks rare geological formations at the edge of Lake Michigan. It is the head of a scenic recreational trail which extends south along the lakeshore for over a mile.



#### NORTHPOINT DISTRICT



#### PROPOSED PROJECTS

1. Realignment of Broughton Drive to connect with Park Avenue, with limited access to Lincoln Avenue.
2. Development of a scenic Lake Michigan overlook near Park Avenue.
3. Rehabilitation of existing concrete jetties to provide safe access for fishing, sunbathing, swimming, and wind surfing.
4. Continuation of the lakefront multi-use recreation trail from North Point Park through Vollrath Park and north to the Pigeon River.

## 4. Marina District

### PROPOSED PROJECTS

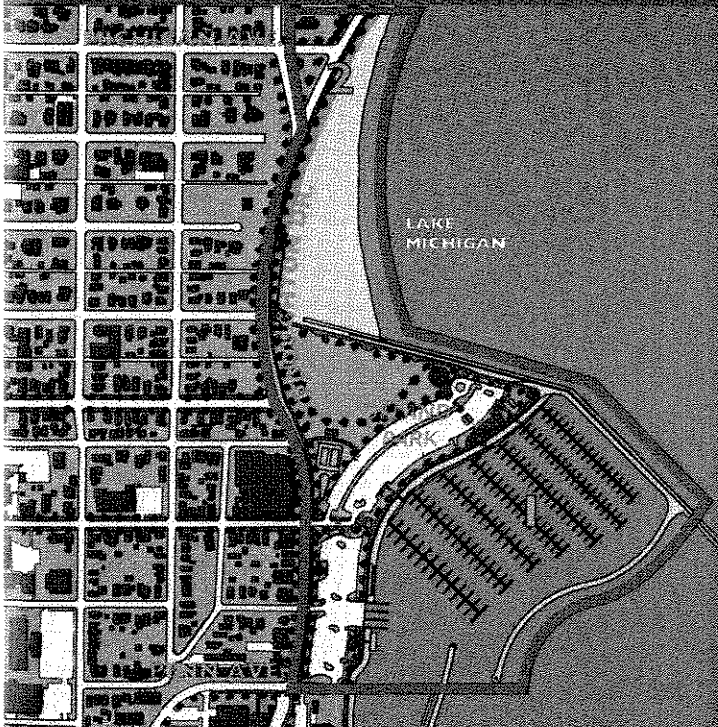
1. Phased build-out of the marina from its existing 253 slips to a capacity of 466 slips, on a timetable driven by market demand.

2. Development of an entrance feature, signage, and landscaping at the intersection of Michigan Avenue and Broughton Drive, for North Point Park and the Harbor Centre Marina.



**By 1994, the marina, youth boating center, expanded boat launching facility, expanded community park, new beach house, scenic overlook, and lakefront promenade, were complete.**

### MARINA DISTRICT



**C**onstruction of the Harbor Centre Marina and improvements to the adjacent Deland Park were established as priority projects in the 1990 Harbor Centre Master Plan. Through a public/private partnership of representatives of the City of Sheboygan, the Sheboygan Development Corporation, and the public, \$1.6 million was raised to fund these projects.

By 1994 these projects were essentially complete, with a marina, youth boating center, expanded boat launching facility, expanded community park, new beach house, scenic overlook, lakefront promenade, and several other amenities in place. These projects have greatly enhanced the range of recreational opportunities available to residents and visitors throughout the region, and have stimulated new economic, business, and public interest in the downtown and riverfront.

Harbor Centre Master Plan Phase Two focuses on continued promotion of the new marina and improving vehicular and pedestrian access to the lakefront.

## PROPOSED PROJECTS

Realignment of Pennsylvania Avenue around the north side of the Armory to create one large riverfront development site.

Rehabilitation of the Armory to enhance its function as a center for community events such as recreational activities, exhibits, boat shows, meetings, etc.

Development of open spaces around the Armory for exhibits and events such as lakefront arts and cultural activities, with the potential to close parking to expand the events area.

Redevelopment of the Sheboygan riverfront between Rotary Park and the Coast Guard Station for specialty retail sites, boater-related condominiums, and offices designed with an architectural and streetscape character that compliments the Marina District.

Expansion of the boardwalk and multi-use recreation trail system to complete an important link between the Sheboygan River and the lakefront.

Development of transient dockage for large sailboats and excursion boats along the expanded boardwalk.

Preservation of a major view corridor along Pennsylvania Avenue to Lake Michigan, including the development of a lakefront plaza and focal feature at the end of Pennsylvania Avenue.

Development of parking areas, designed with paving and streetscape amenities, within the right-of-ways of Droughton Drive and Pennsylvania Avenue. These spaces should function as dual-purpose areas, suitable for both expanded parking and for staging outdoor events.

Development of condominiums at the intersection of Pennsylvania Avenue and Riverfront Drive, with views to the Sheboygan River and Lake Michigan.

Development of new shanties and expanded parking north of Virginia Avenue.

Mixed-use redevelopment of the WP&L building as site for WP&L offices and water-related retail uses such as canoe rentals, jet ski rentals, dive shop and boat ramp related uses.

Rehabilitation of the existing launch facility at the Eighth Street and Riverfront Drive site, including development of improved ramp facilities, trailer parking, a riverfront park, a boardwalk, a handicapped fishing platform, an overlook shelter, and picnic facilities.

Development of a continuous riverwalk along the Sheboygan River, to connect Shanty Village with Kiwanis Park.

Rehabilitation of existing housing south of Pennsylvania Avenue.

## 5. Riverfront District

**While the Riverfront District has been very successful in drawing visitors and residents to downtown Sheboygan, its real economic potential was not fully realized until the creation of Harbor Centre in 1990.**

Sheboygan's historic riverfront has long been a key site in the development of the city. The original riverfront district, developed in the early 1980s between South 8th Street and Rotary Park, included the renovation of historic commercial fishing shanties into Shanty Village; construction of a scenic boardwalk; construction of new docking facilities for recreational boaters and the charter fishing fleet; private commercial development of lands bordering the west side of Riverfront Drive; and the construction of Rotary Park for passive recreational uses and special events related to the riverfront.

The District provides direct lakefront and riverfront access for vehicular and boater traffic, and a winding riverfront boardwalk and a sidewalk system for foot traffic. With additional improvements made during the first phase implementation of the Harbor Centre Master Plan, the district features attractive streetscaping and expanded views of the lakefront and riverfront.

The historic residential neighborhood adjoining Pennsylvania Avenue reflects a strong neighborhood character and provides a functional and scenic link to the downtown, marina, and riverfront districts.

While the Riverfront District has been very successful in drawing visitors and residents to downtown Sheboygan, its real economic potential was not fully realized until the creation of Harbor Centre in 1990. The original Harbor Centre Master Plan proposed to link the Riverfront





## PROPOSED PROJECTS

1. Development of a major public visitors site such as the Wisconsin Freshwater Aquarium, to establish Harbor Centre, Sheboygan, and Sheboygan County as a community, regional and statewide visitor destinations.

2. Potential development of a regional civic center, to include a hotel, exhibit center, exposition grounds, and public transportation and recreation facilities.

3. Development of medium to high density residential uses, with adjacent private docking basin.

4. Development of the Sheboygan riverfront for specialty retail, residential and office uses in a scale and character similar to Shanty Village. Development of the Sheboygan riverfront with a boardwalk promenade, riverfront open spaces and limited docking in a coordinated riverfront theme.

5. Development of a docking facility for Great Lakes excursion boats with direct linkage to the Wisconsin Freshwater Aquarium and Civic Center.

6. Development of a water taxi facility to provide shuttle service between the South Pier, Marina, Riverfront and Kiwanis Park districts.

7. Preservation of the lakefront as a natural beach for passive recreation use.

8. Development of a multi-use recreation trail along the lakefront, connected via the Eighth Street Bridge to existing trails on the north side the Sheboygan River. Development of a multi-use trail corridor through the South Pier District as part of a north/south lakefront trail system between North Point Park and Kohler Andrae State Park.

9. Development of facilities to improve fishing access and other passive recreation uses focused on the south breakwater.

10. Development of an excursion rail service directly linked to the Wisconsin Freshwater Aquarium and civic center.

## 6. South Pier District

**Future use will build on the current strengths of the district — primarily its close proximity and convenient access to both the riverfront and the lakefront.**

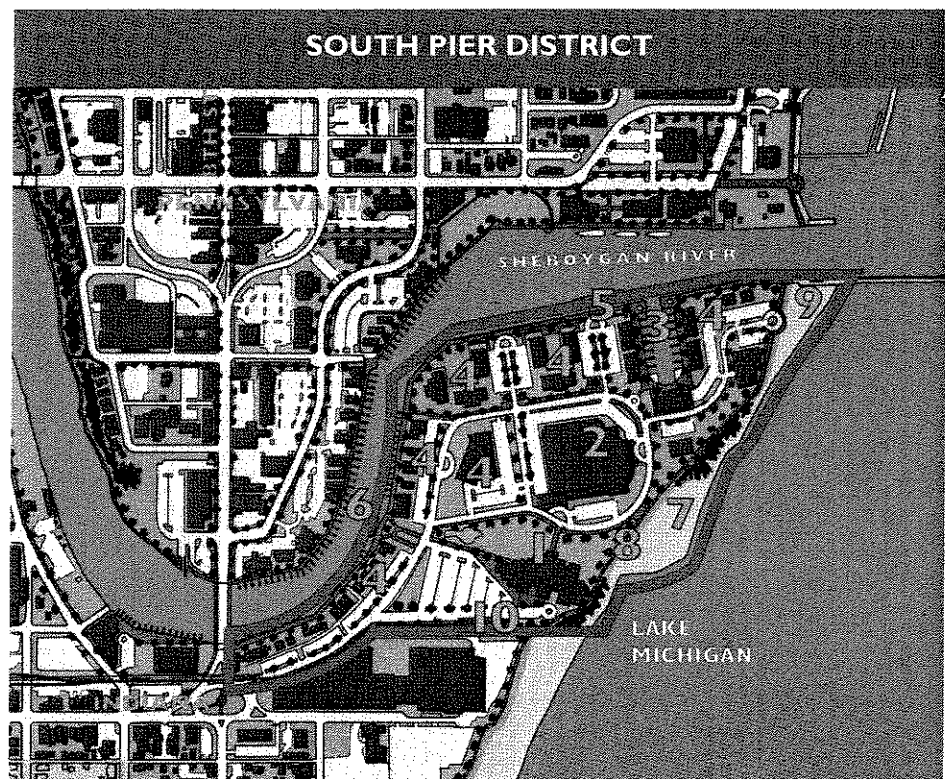
The South Pier District, formerly highly utilized as an active shipping site, has been underutilized in recent years. The original Harbor Centre Master Plan identified it as a prime lakefront/riverfront site with tremendous potential for development.

Future use will build on the current strengths of the district — primarily its close proximity and convenient access to both the

riverfront and the lakefront. During implementation of the Harbor Centre Master Plan Phase Two, the popular south pier fishing access will be maintained and enhanced; the natural beach area will be preserved for public use; and the recreational trail will be continued on the south side of the river.

High profile uses, incorporating facilities such as a civic center, major aquarium, other businesses, and commercial and residential housing options, will be considered for implementation as part of the larger Harbor Centre long range plan.

The forty-acre Reiss Coal property on the south side of the Sheboygan River was described in the 1990 Harbor Centre Master Plan as a long-term opportunity for higher density residential development, mixed-use commercial riverfront development, major hotel, new marina and public open spaces. It was also understood, however, that this vision could not be fulfilled



without a significant increase in the market interest for downtown Sheboygan.

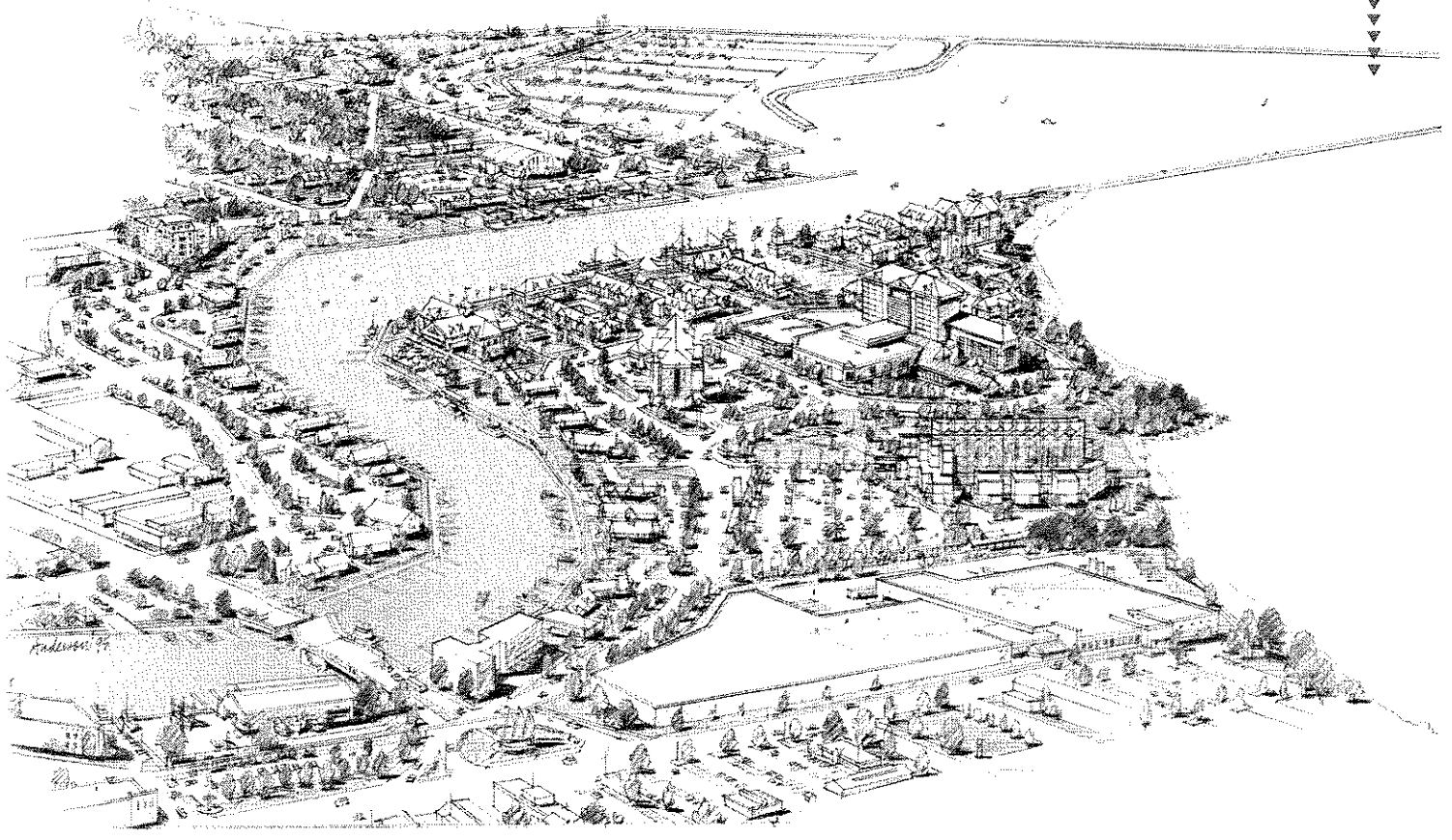
Recently, a major initiative to construct a Wisconsin Freshwater Aquarium on the Reiss property, coupled with availability of the site for acquisition, has created the market opportunity to achieve this vision.

Harbor Centre Master Plan Phase Two proposes the development of the Reiss property as a regional visitor destination and civic center that will elevate Harbor Centre to a new economic level. The nucleus established by the Wisconsin Freshwater Aquarium and other regional civic uses is viewed as the catalyst to stimulate private development such as high density residential and commercial construction, major hotel

development, and a private docking basin. Proposed public development includes improved access to the riverfront and lake-front for breakwater fishing and passive recreation.

Multi-modal transportation linkages, including bicycle, pedestrian, water, and excursion rail access, are proposed to better connect the South Pier District with Harbor Centre, the community and the region.

*The South Pier District offers tremendous potential for lake-front/riverfront development, and several high profile long-range projects are being considered for the District.*





## 7. Southshore Neighborhood

**Today this neighborhood maintains a mixed-use character, with a blend of residential, commercial and industrial sites.**

**T**he Southshore Neighborhood, located along Lake Michigan south of the Sheboygan River, is one of Sheboygan's earliest south-side neighborhoods. Historically, the neighborhood was a predominantly residential area, with several industrial land uses originally tied to the Sheboygan River's chair manufacturing tradition.

Today the neighborhood maintains a mixed-use character, with a blend of residential, commercial and industrial sites. Its industrial land uses include Ametek and Sheboygan Paper Box, two large, thriving companies important to Sheboygan's local economy. The district also includes many century-old homes which are still well utilized as family dwellings.

The recently completed Longfellow Elementary School adds much to the appeal of the neighborhood, and serves as an important anchor for it. The Heritage School, the original neighborhood school, has been preserved as an historic school and school museum. It is now utilized as an 1876 learning classroom for fourth grade students.

Numerous proposed improvements for the district should serve to energize the residential neighborhood, conserve the existing housing stock, protect historic structures, provide a mix of housing opportunities for people at various income levels, and

### PROPOSED PROJECTS

1. Selective acquisition and development of lakefront property for higher density residential development between Ametek and King Park.
2. Redevelopment of the Optenbur site for lakefront housing.
3. Selective long-term relocation of industrial land uses to augment neighborhood revitalization and facilitate Ametek future expansion.
4. Retention of Ametek and Sheboygan Paper Box as key industries that provide downtown employment.
5. Development of streetscape improvements along Kentucky, Alabama and Georgia Avenues to link the Southshore Neighborhood with Longfellow School.
6. Preservation of the lakefront as a natural beach for passive recreation uses, with street and public access.
7. Development of a multi-use recreational trail along the lakefront, extending from the Sheboygan River to Kohler-Andrae State Park.



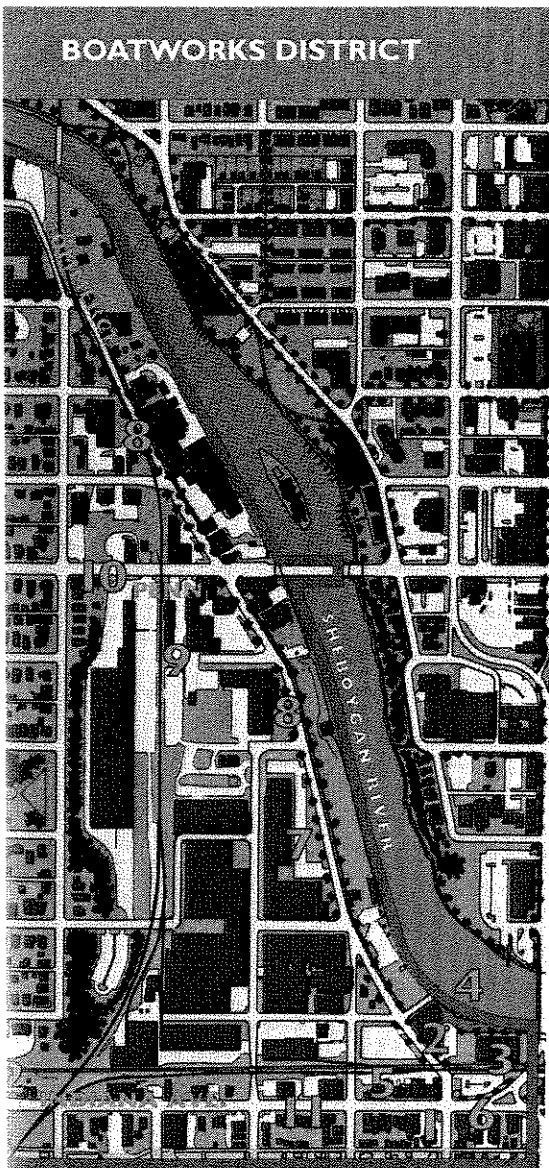
provide employment opportunities for neighborhood residents.

The Harbor Centre Master Plan Phase Two promotes the revitalization of the Southshore Neighborhood through elimination of blight; improvements to safety, security and visual character; expansion of home ownership and upscale rental housing opportunities; neighborhood rehabilitation and historic preservation; maintenance of the downtown job base, particularly Ametek and Sheboygan Paper Box; public access improvements to the lakefront; and better utilization of the lakefront for recreation and residential purposes.

## 8. Boatworks District

**The land along the Sheboygan River west of 8th Street is identified as the key site for marina support services.**

**W**hen the first settlers arrived in Sheboygan, in the early 1830s, lake transportation was the lifeblood of the community. During the mid-1800s ten different shipyards along the banks of the Sheboygan River, provided employment for thousands of skilled craftsmen and laborers. The Harbor Centre Master Plan Phase Two prioritizes development of new marina support facilities in the area around the historic Koepsell Building. It promotes retention of existing boater-related retail and repair businesses currently operating along Commerce Street, and recruitment of businesses that encourage greater recreational use of the Sheboygan River and the restoration of the Sheboygan River's historic woodworking tradition.



The historic industrial waterfront character of major thoroughfares, including Indiana Avenue, Pennsylvania Avenue and Commerce Street will be retained through appropriate residential and commercial rehabilitation. Theme lighting and a pedestrian walkway will be introduced on the river side. Streetscape improvements, and rehabilitation of historic buildings such as the Koepsell Building, R-Way Building, railroad depot and retail properties along Pennsylvania Avenue and Indiana Avenue, will create a distinctive historic industrial waterfront district and a new visitor destination for Harbor Centre.

The recently reconstructed South 8th Street lift bridge will provide better boater access to the west side of 8th Street and facilitate the implementation of important marina support facilities.

## PROPOSED PROJECTS

1. Development of a Boatworks entrance feature at Indiana Avenue and 9th Street.
2. Mixed-use adaptive reuse of the Koepsell Building for market rate residential, specialty lodging, and retail uses such as a ship's store related to the boat service center.
3. Development of a boat service center and storage facility between the Koepsell Building and 8th Street, designed with an architectural character that compliments the character of the riverfront and the Boatworks district.
4. Development of a public boardwalk and docking and staging slips between the Koepsell Building and 8th Street.
5. Development of an outdoor boat storage facility on the block west of the Koepsell building.
6. Development of off-street parking between the rotary intersection and 9th Street, to serve businesses on Indiana Avenue.
7. Adaptive reuse of the R-Way Building for residential, commercial, and light industrial uses. Potential uses include small boat storage, woodworking and crafts shops, furniture outlets and showrooms, urban storage facilities, business incubator, artists' studios, loft apartments, and specialty lodging.
8. General development of Commerce Street for marina support uses, artisan industries and urban outfitters related to Sheboygan River discovery. Possible uses include bicycle and canoe rentals, hunting and fishing outfitters, and entertainment sites such as eateries, taverns, smoked fish shops, etc. Streetscape development along Commerce Street should be done to create an historic industrial waterfront theme.
9. Redevelopment of the historic railroad depot as a key Boatworks destination, offering retail shops, visitor services, restaurant, etc.
10. Commercial rehabilitation, historic preservation, streetscape design and bridge enhancements for Pennsylvania Avenue, as a major entrance to Harbor Centre.
11. Commercial rehabilitation, historic preservation, and historic streetscape design for Indiana Avenue as a major entrance to Harbor Centre. Conversion of Indiana Avenue buildings for craftsmen studios, retail sales and second floor apartments.
12. Potential development of a multi-use recreation trail in the former rail corridor

# 9. Water Street Neighborhood

**This District holds excellent potential for neighborhood development north and south of Pennsylvania Avenue.**

**T**he Water Street Neighborhood, adjacent to the Harbor Centre retail district and the riverfront, historically included many single and two-family residences interlaced with water-oriented industrial and production uses.

Many industries, dependent on the river for movement of raw materials and finished product, were constructed along the riverbanks. They left little room for public access to the river. Today most of the original structures, constructed in the 1800s, have been razed, and the once active industrial neighborhood is now largely vacant and in need of revitalization.

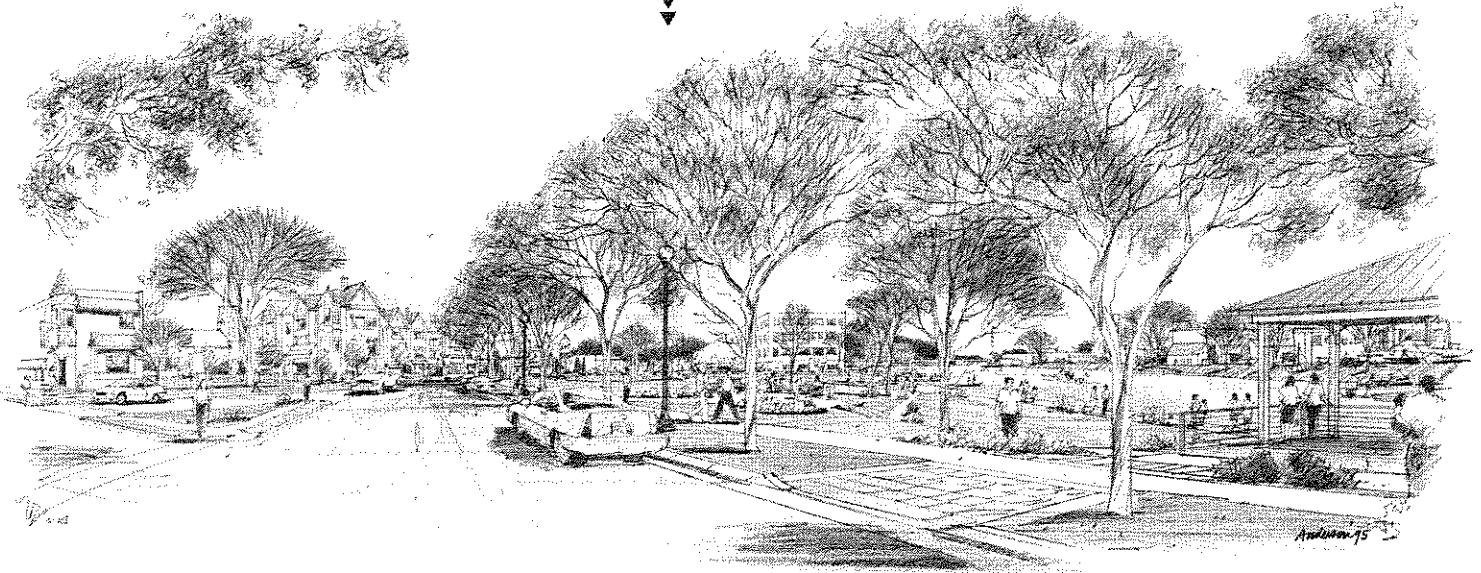
The residential section of the neighborhood, in close proximity to both downtown amenities and the scenic riverfront, is a traditional locale with small scale residential streets and a mixture of housing scales. Some of the homesites feature views to the

river: The District holds excellent potential for both riverfront residential development north of Pennsylvania Avenue and neighborhood rehabilitation to the south.

The Harbor Centre Master Plan Phase Two includes relocation of Water Street and development of Water Street Neighborhood Park on the former Verifine site. It also proposes acquisition of vacant properties and strengthening of the traditional residential neighborhood.

The principle thrust of the neighborhood plan is to provide housing opportunities for a diverse population with a range of income levels. Starter homes, multi-family rental units, upscale condominiums, and rehabilitation of existing housing stock for affordable ownership opportunities are planned. Views and direct access to the Sheboygan River, and small scale residential streets, will be key features of this new neighborhood.

*This artist's rendition illustrates the impact which the planned riverfront park, extensive streetscape improvements, and extensive residential development will have on the Water Street Neighborhood.*



## PROPOSED PROJECTS

New park land will be developed along the Sheboygan River for neighborhood use. Recreational trails and walkways will link the neighborhood with other Harbor Centre destinations. Water Street will be reconstructed to create a stronger residential character while affording opportunities for scenic enjoyment of the Sheboygan River by all Sheboygan residents.

Streetscape improvements are proposed for Niagara Avenue, to create a pedestrian corridor linking the Water Street neighborhood with the downtown and the lakefront. Neighborhood retail shops are also proposed to support the needs of a new residential population.

The revitalization of the Water Street Neighborhood also includes strategic transportation improvements for arterial streets, to improve accessibility and wayfinding for Harbor Centre as a whole. Streetscape improvements, wayfinding, and building rehabilitations are proposed for Erie Avenue and 14th Street. A major Harbor Centre entrance feature and visitor center is also proposed for the intersection of these key Harbor Centre transportation corridors.

### WATER STREET NEIGHBORHOOD



1. Development of the Toy Factory for riverfront residential use, with ground floor neighborhood retail uses.

2. Development of North Water Street as a scenic drive with a riverfront residential streetscape theme.

3. Development of Verifine property as the Water Street Neighborhood Park, for passive recreation.

4. Redevelopment of the former Kingsbury Brewery site for medium density residential and neighborhood retail uses, with views to the Sheboygan River.

5. Neighborhood rehabilitation and redevelopment of existing residential properties along Ontario Avenue.

6. Potential long-term redevelopment of the Ontario/North Water Street intersection for medium density residential and neighborhood retail uses, with views to the Sheboygan River.

7. Redevelopment of the former industrial lands between 10th Street and North Water Street for low and medium density residential uses including market rate and affordable housing. Development of small scale residential streets with streetscape amenities to create a unified neighborhood.

8. Potential long-term conversion of Campmarina to riverfront open space.

9. Development of a riverwalk between 8th Street and Kiwanis Park. Limited docking opportunities for riverfront residential uses.

10. Development of a Harbor Centre entrance feature and visitor information center at 14th Street and Erie Avenue, with views to the Sheboygan River.

11. Streetscape improvements and commercial redevelopment of Erie Avenue between 14th Street and 7th Street as a primary entrance to Harbor Centre from Interstate 43.

12. Streetscape development of Niagara Avenue as a major pedestrian corridor connecting the Sheboygan River, Water Street Neighborhood, Eighth Street retail district, Ellis Historic Neighborhood and Lake Michigan.

13. Development of new Riverfront housing between Center and Pennsylvania Avenue.

# 10. Kiwanis Park District

The park is an important land use because it provides a center for active recreation including softball fields, soccer fields, hard court games, as well as a setting for major community festivals.

**K**iwanis Park is an important community recreation facility located along the Sheboygan River on the west side of Harbor Centre. The Kiwanis Park District is notable for its interesting, hilly terrain and broad riverfront perspective. It provides a vibrant, aesthetically appealing link between Kiwanis Park and Harbor Centre, as well as serving as a community festival ground and a popular recreational facility.

The park is an important land use because it provides a center for active recreation including softball fields, soccer fields, hard court games, etc., as well as a setting for major community festivals.

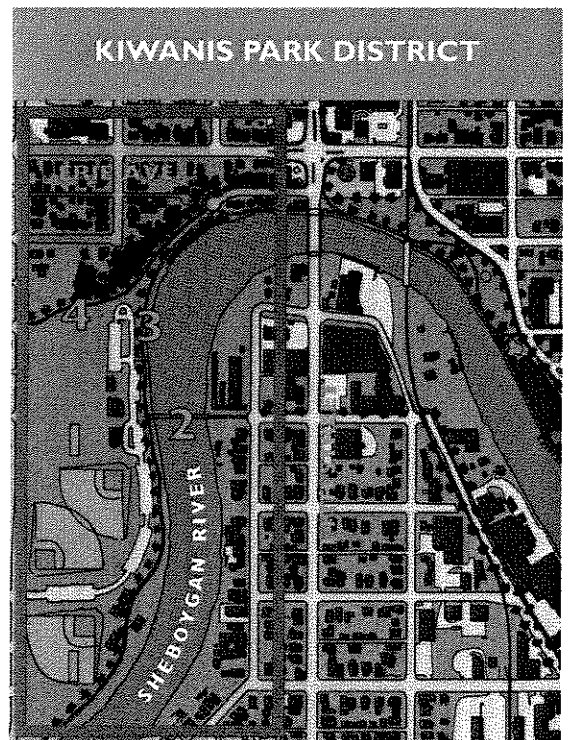
Collectively, Kiwanis Park, Deland Community Park, Vollrath Park and King Park provide a significant and unique open space network with a variety of recreational facilities to support the diverse needs of Harbor Centre residents and visitors.

The Harbor Centre Master Plan Phase Two proposes improvements to Kiwanis Park to better link this important recreation land use to Harbor Centre and the surrounding community.

Major commuter bicycle trails are proposed to pass through Kiwanis Park as part of new city-wide initiatives to connect the western limits of Sheboygan with the lakefront. A proposed riverwalk will provide a continuous pedestrian corridor along the Sheboygan River between Kiwanis Park and the lakefront. A pedestrian bridge over the Sheboygan River will link Kiwanis Park with neighborhoods and other destinations on the east side of the river. Kiwanis Park is also proposed as the terminus of a water shuttle system that will link many Sheboygan River and lakefront destinations.

## PROPOSED PROJECTS

1. Improvements to Kiwanis Park as a community festival grounds and an active and passive recreation facility.
2. Potential construction of a pedestrian bridge across the Sheboygan River, to link Kiwanis Park with Wisconsin Avenue and the Boatworks District.
3. Development of a riverwalk that links Kiwanis Park with residential neighborhoods, redevelopment areas and recreation areas along the Sheboygan River.
4. Development of a multi-use recreation trail through Kiwanis Park to link the park with Harbor Centre and community destinations.



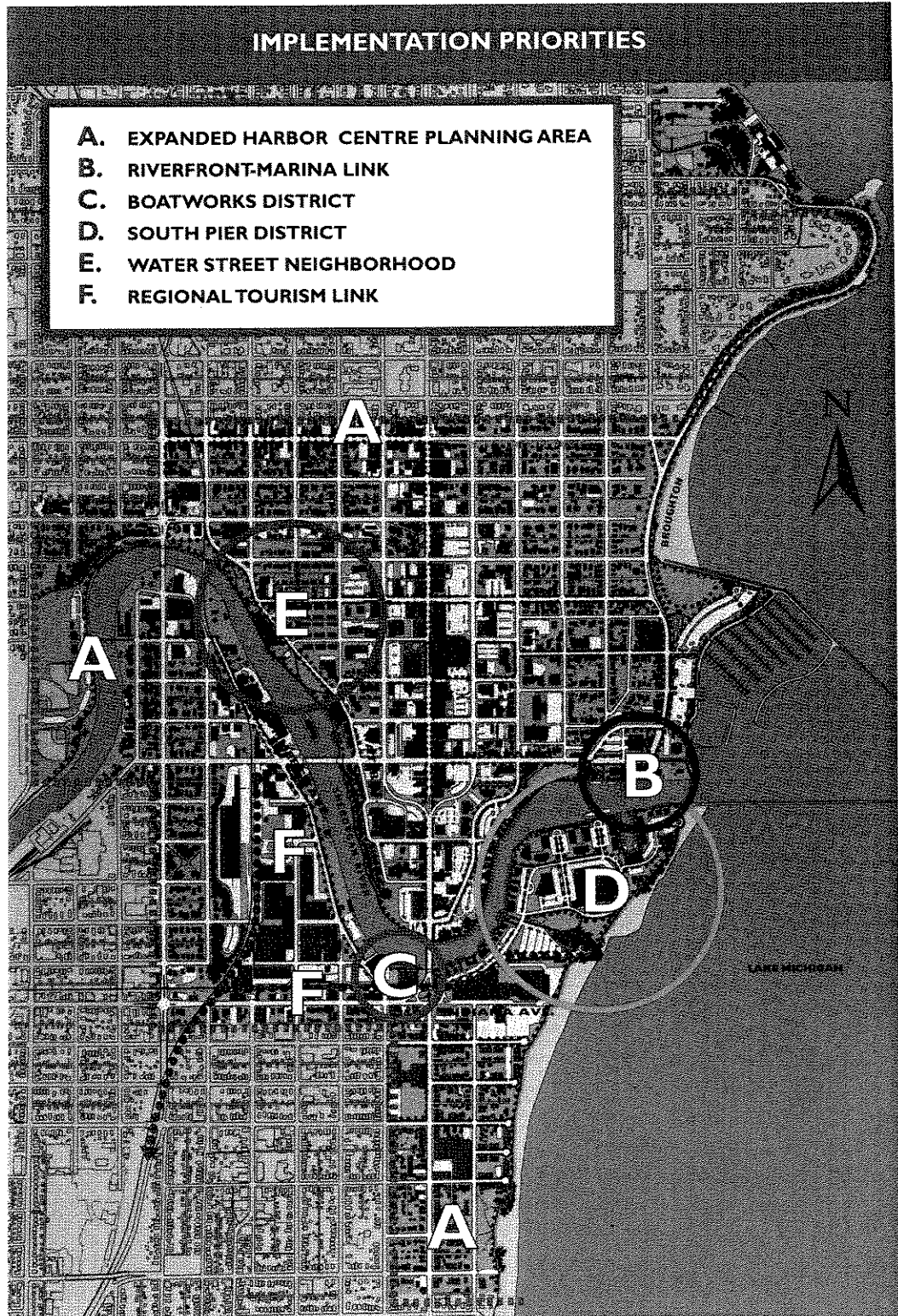
# Implementation Priorities

**D**uring the last five years the City of Sheboygan and the Sheboygan Development Corporation have implemented Phase One of the long-range Harbor Centre Master Plan to comprehensively rebuild the central city of Sheboygan.

Phase One focused primarily on construction of the Harbor Centre Marina, development of Deland Park, and revitalization of the downtown retail core. These projects have been substantially completed, and the city is realizing the economic benefits that were anticipated in the original Harbor Centre Master Plan.

The Harbor Centre Master Plan Phase Two is designed to take advantage of the expanded opportunities that have been created. The implementation strategy for the next phase of the Harbor Centre Master Plan is specifically prioritized to build on and complete projects that have only been partially implemented to date. The overall objective of the implementation strategy is to implement projects that will have economic return within the next three to five years.

It is extremely important that the implementation strategy be comprehensive and focus on diverse project activities. Even though the Harbor Centre Master Plan Phase Two is intended to be a long-range vision for the redevelopment of Sheboygan central business district, it must be properly staged in order to create market feasibility for future projects. The following projects represent the highest priority activities for the next three to five years.



### **A. Expansion of the Harbor Centre Planning Area**

The Harbor Centre Master Plan Phase Two expands the geographical area defined in the 1990 Harbor Centre Plan. The planning area must be expanded in order to preserve the economic activities which have been achieved.

The neighborhoods around Harbor Centre will become a primary focus for blight elimination, new land uses, and tax base development. Because many of the new land uses for Harbor Centre are tourism-based, access to Harbor Centre, and the image created by the travel routes and entrances to Harbor Centre, should be given high priority.

### **B. Riverfront-Marina link**

To date, the largest public and private investment in the implementation of the Harbor Centre Master Plan has been in the development of the marina and the riverfront. However, there is still an uncompleted "missing link" in this area. The riverfront area between Rotary Park and the marina remains blighted and undeveloped. Completion of this segment is planned, and has been identified as the priority project that will provide the greatest short-term return on the investments previously made by the city.

### **C. Boatworks District**

The Harbor Centre Master Plan Phase II prioritizes the development of marina support facilities in the Boatworks District to support the recently completed marina and its future success. A new boat service center and storage facility, proposed for the site immediately west of the 8th Street bridge, should be built. Existing businesses that offer boat repair and boater services should be retained. If additional marina support facilities are needed, they should be recruited.

### **D. South Pier District**

Redevelopment of the Reiss Coal property offers the greatest long range impact on the sustainability of the Sheboygan central business district. The proper reuse of this strategic waterfront real estate has the potential for creating the largest new tax base and the most far-reaching economic development opportunities in Harbor Centre.

The site provides both tremendous opportunity and a challenging marketing dilemma. Because it is so large, it may be difficult to incorporate it into the overall Master Plan. In order to achieve its long range benefits, it will have to have an anchor use that will stimulate incremental development.

The Sheboygan Development Corporation has spawned a non-profit organization, WATERS, whose mission is to find funding for and to develop a Wisconsin freshwater aquarium as an anchor tenant to the entire downtown. Recent studies indicate that it is feasible to support the operation of a Wisconsin Aquarium if capital funding for the facility is raised. It is estimated that three quarters of a million people could be drawn to the downtown area annually to visit this educational, scientific, and entertainment facility. Every effort should be made to pursue the implementation of this strategic component during the next three years.

### **E. Water Street Neighborhood**

The Water Street Neighborhood is adjacent to the Harbor Centre Downtown District and the riverfront area. From a land use ownership perspective, this six block area is the most blighted and underutilized area within Harbor Centre. The redevelopment of this area provides opportunity to create a new central city neighborhood, with new housing opportunities for attracting higher income residents to Harbor Centre. The total land area involved is large enough to allow

for the creation of a mixed-use neighborhood with a significant tax base. Financing sources for the project could include state and federal funding and local tax incremental financing. Developer interest in this project should be high, and market feasibility for housing which properly incorporates the river should be feasible within the near future.

### **F. Regional Tourism Link**

Historically, Sheboygan County's major communities developed along river and rail corridors. Providing excursion and tourism connections by water and rail between Harbor Centre and Sheboygan County destinations represents a major economic opportunity for both Sheboygan County and Harbor Centre. This initiative also has the advantage of providing a unique and interesting connection between Sheboygan County communities and Lake Michigan.

# Community Development and Housing Objectives

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**In cooperation with a number of groups, agencies, and individuals, the housing program provides balance in meeting a variety of needs with the resources available.**

**I**n 1995 the City of Sheboygan developed a Consolidated Plan for Housing and Community Development to identify and meet community development needs and affordable housing objectives. Among

its objectives are to:

- Conserve and expand the City's housing stock
- Develop appropriate utilization of land and natural resources
- Support historic preservation activities
- Foster economic development
- Improve energy conservation
- Organize neighborhood groups to work with the City to create safer, cleaner, more stable neighborhoods
- Continue to strengthen a police officer home ownership program in target areas

The City of Sheboygan has developed a Community Development Block Grant program which offers a comprehensive range of programs and services. It includes and coordinates numerous groups involved in housing, in order to offer specialized services and to involve as many citizens as possible in the process.

Activities funded by the housing component of the community Development

Block Grant program conserve the existing housing stock; provide new units through Habitat for Humanity and Partners for Community Development programs; provide security deposits for new rental units; and provide down payment assistance for qualified families who wish to purchase homes.

The housing program provides balance in meeting the various needs identified, with the resources available. A number of groups, agencies, and individuals are involved and participate in the process.



# Financial and Technical Resources

**H**arbor Centre Phase Two focuses on new commercial and residential development. Businesspersons and homeowners who wish to renovate existing buildings or invest in new construction may be eligible for City, State, and /or Federal programs which provide financial or technical assistance.

The City of Sheboygan actively encourages owners of residential properties in Harbor Centre to restore and renovate their structures in keeping with the original architectural character of the buildings. It offers several grant and loan programs designed to expand the supply of safe, affordable housing; promote conservation and restoration of historic structures; and promote employment and business opportunities in the City of Sheboygan. Neighborhood support services and safety programs are also being developed.

In addition, several civic and ecumenical organizations provide housing assistance to low income families and individuals.

Photographs and detailed information on many of the principal historic structures in Harbor Centre are on file at the City of Sheboygan Department of City Development offices.

### **Grant and loan programs:**

The Economic Development Loan Program promotes employment and business opportunities in the City of Sheboygan.

The Owner-Occupied Loan Program helps home owners with low or moderate incomes finance the maintenance and/or rehabilitation of their homes and expands the supply of adequate, safe housing within the City of Sheboygan.

The Rental Rehabilitation Loan Program helps owners of residential rental properties leased by tenants with low or moderate incomes finance the maintenance and/or rehabilitation of the rental properties and expands the supply of adequate, safe housing within the City of Sheboygan.

### **Historic preservation programs:**

The Sign Grant Program encourages the development of signage which reflects and augments the historic architectural character of structures in the downtown commercial district.

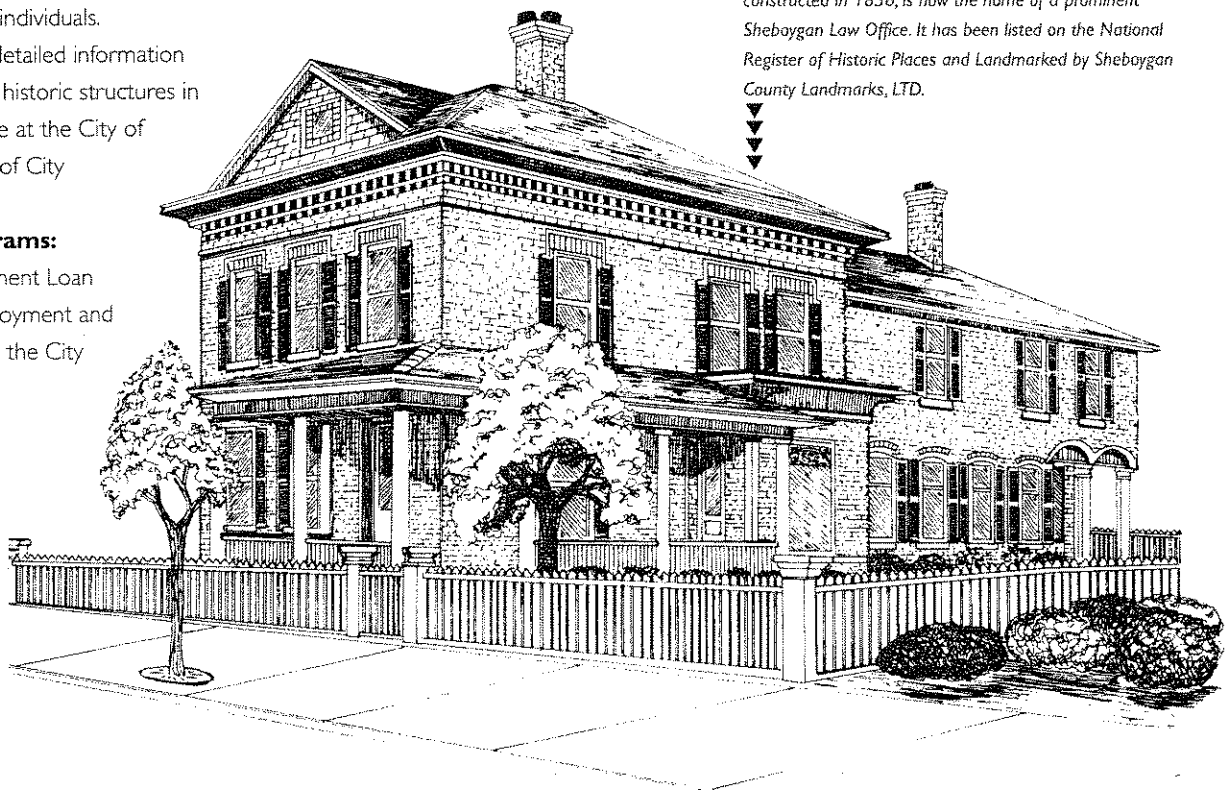
The Historic Preservation Grant Program promotes facade renovation of historic build-

ings; conserves valuable architecture within Harbor Centre; and preserves the City's ethnic and cultural heritage as reflected in its historic structures.

### **Federal and state income tax credit programs for rehabilitation of historic properties:**

The federal 20% investment tax credit for rehabilitation of historic income-producing properties promotes rehabilitation of historic buildings, such as commercial, industrial, or residential rental properties, used in the production of income. Owners who apply for the tax credit and receive approval before beginning work receive an additional tax credit: a Wisconsin 5% supplement to the federal 20% rehabilitation credit.

*This gracious Greek Revival style structure, constructed in 1856, is now the home of a prominent Sheboygan Law Office. It has been listed on the National Register of Historic Places and Landmarked by Sheboygan County Landmarks, LTD.*



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**Wisconsin 25% rehabilitation tax  
Credit for owner-occupied historic  
residences:**

Provides a state 25% investment tax credit to owners who rehabilitate their historic houses.

**Federal 10% non-historic tax credit:**

Provides a 10% federal tax credit to persons who rehabilitate non-historic buildings built before 1936 and used for the production of income other than residential rental income.

The rules for applying for these programs vary, and are subject to change. Design assistance approvals given by the City of Sheboygan do not ensure that projects meet tax credit program standards for State or Federal funds. Please contact the City of Sheboygan Department of City Development for more information on these and other programs.

For more information about historic preservation tax credits, please contact:  
Division of Historic Preservation  
State Historical Society of Wisconsin  
816 State Street: Madison, WI 53706  
Telephone: 608-264-6490 or 608-264-6491

The following pamphlets provide additional information programs available through the City of Sheboygan, in more detail:

*Economic Development and Historic  
Preservation: Grant & Loan Programs for  
Businesses & Industries in the City of  
Sheboygan*

*City of Sheboygan Harbor Centre District  
Design Guidelines for Historical Restoration*

*Sheboygan Housing Rehabilitation Loan  
Program*

For more information on sources of assistance, or to request one of the pamphlets listed, please contact:  
City of Sheboygan  
Department of City Development  
807 Center Avenue  
Sheboygan, Wisconsin 53081  
Phone: 414-459-3377

# A Cooperative Effort

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**Harbor Centre  
Master Plan Phase Two  
will continue to draw on  
essential human resources  
for its success.**

**H**arbor Centre has come to life through a dynamic public/private partnership. Public sector investment by the City, County and State of Wisconsin is being leveraged manyfold through private investment opportunities.

Initial investment in Harbor Centre is now providing significant economic benefits and improved quality of life to businesses and individuals in Harbor Centre, the City of Sheboygan, and throughout the region.

Harbor Centre is the manifestation of a sound and visionary Master Plan developed as a cooperative effort by many private

individuals, businesses, and civic groups.

Harbor Centre Master Plan Phase Two will build on the considerable accomplishments achieved by the original Harbor Centre Master Plan, and will continue to draw on these essential human resources for its success.

## ACKNOWLEDGMENTS

This document has been produced by the City of Sheboygan in cooperation with the Sheboygan Development Corporation. Recognition should be given to the Redevelopment Authority, the Plan Commission, the Park and Forestry Board, the Sheboygan County Chamber of Commerce, and the Harbor Centre Business Improvement District.

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Bus Transfer Station photo on page 10  
by Eric Oxendorf

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807 Center Avenue  
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(414 459 3377)**

