

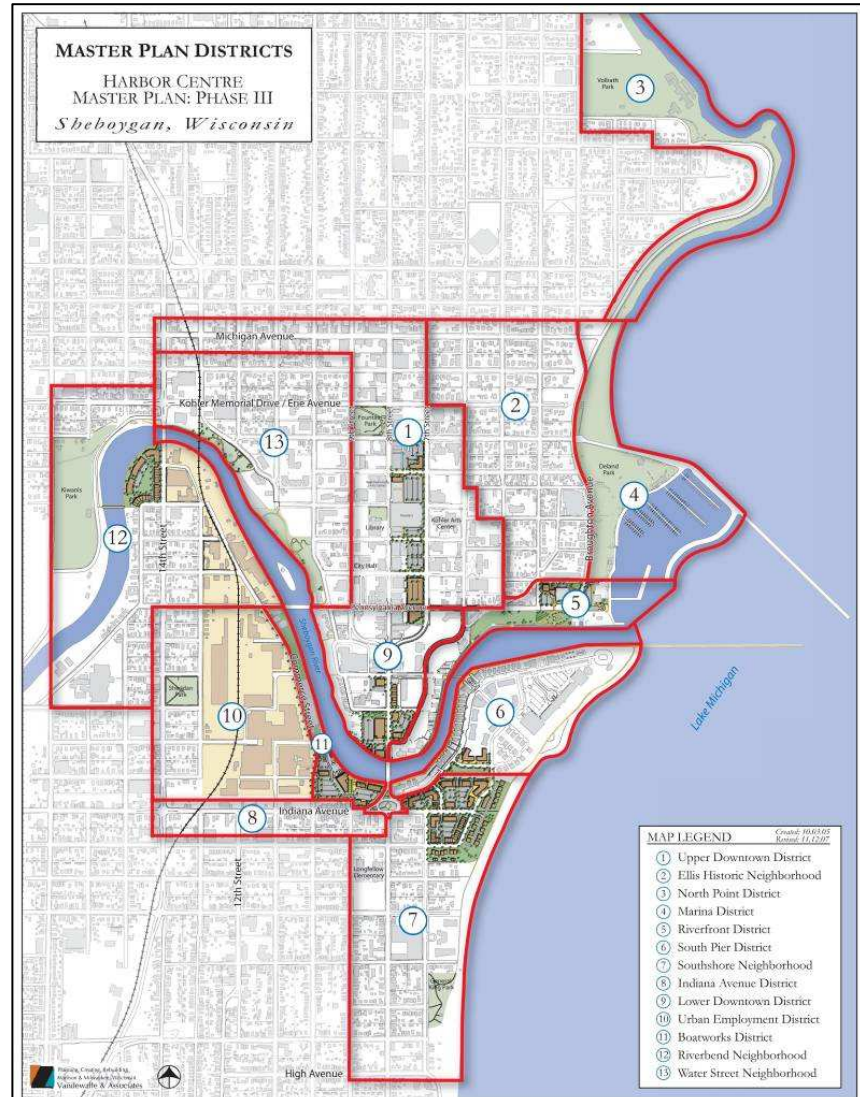
Indiana Avenue Redevelopment Plan and Implementation Strategy

Sheboygan's Harbor Centre serves as a focal point of activity for residents and visitors to the community. The area includes 13 districts comprised of upper and lower downtown, lakeshore and riverfront districts, and many urban residential and employment districts. Indiana Avenue runs east-west through Harbor Centre just south of the Sheboygan River. Extending west from the Harbor Centre area, Indiana Ave connects western areas of the City and the nearby communities of Kohler and Sheboygan Falls to Sheboygan's lakefront, riverfront, and downtown.

The Indiana Avenue Corridor was recognized as its own planning district in Phase Three of the Harbor Centre Master Plan (District #8 on the following map). Adopted in 2007, this Master Plan represents the third phase of the City of Sheboygan's comprehensive long-range vision for continued development and revitalization of the heart of the community.

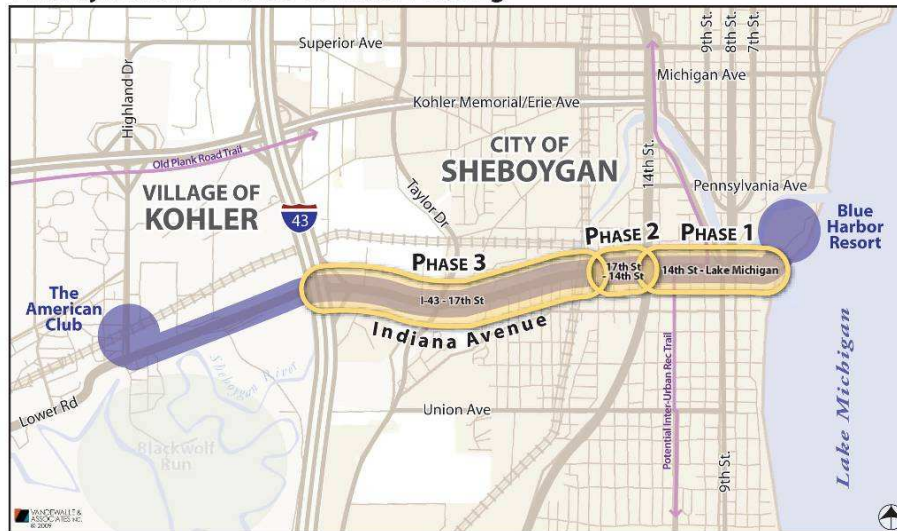
The Indiana Avenue corridor commands a significant presence within the Harbor Centre planning area as it provides access from the west to the Boatworks District, the South Pier District, the Southshore Neighborhood and the Urban Employment District.

The focus of Indiana Avenue redevelopment is the reinforcement of the corridor as a major entryway into Harbor Centre through enhancement of the existing commercial district with rehabilitation of existing buildings (preservation of historic commercial building stock, redevelopment of vacant sites, and increased business development).



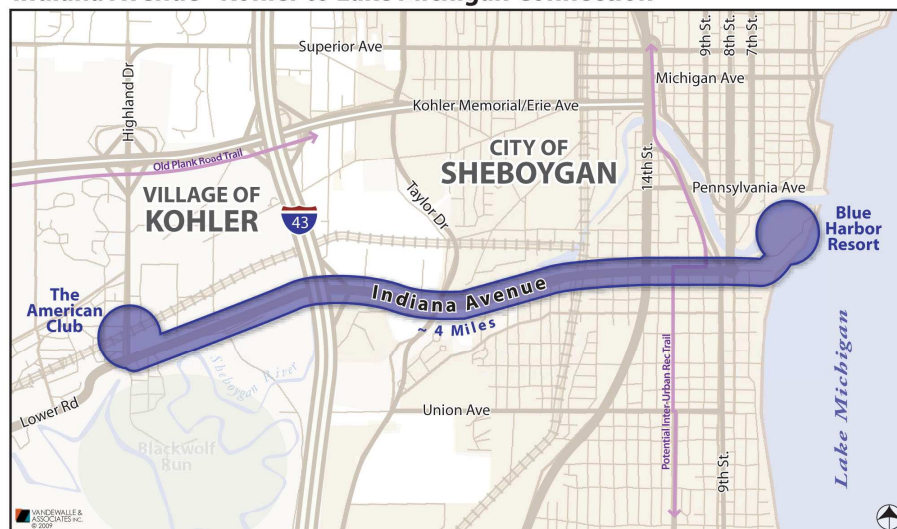
Interstate 43 is an important historical connection for the Indiana Avenue Corridor. There is not currently direct vehicular access to the Indiana Avenue Corridor from I-43, however there is potential to re-open the northbound off-ramp and once again provide a major entryway to the Corridor and Harbor Centre from northbound I-43 and from Kohler, to provide a more direct route to the Indiana Avenue business district, the South Pier, and the lakefront.

Priority Indiana Avenue Corridor Phasing



Working within the context of the adopted Harbor Centre Master Plan, the City is considering a more targeted vision for the entire Indiana Avenue Corridor – from Lake Michigan to Interstate 43, beginning with a phase one project area focused on the area between Lake Michigan and S 14th Street.

Indiana Avenue - Kohler to Lake Michigan Connection



The purpose of this document is to present a redevelopment concept for the phase one project area illustrated in the following map. Further, this document lays out an implementation strategy for corridor redevelopment, which when implemented by the City and project partners, will serve as a catalyst for long-term corridor reinvestment and revitalization.

Corridor Vision

The approximately eight-block stretch of Indiana Avenue between the lakefront and S 14th Street includes a mix of diverse, generally neighborhood-oriented, businesses including restaurants, markets and personal service businesses adjacent to traditional urban neighborhoods and the community's historic employment district. The location of the corridor in the community will allow revitalization efforts to have broad impact across a number of economic and community development initiatives.



Redevelopment Goals

The following goals can help to guide development of a vision for the corridor:

- Revitalize a traditional neighborhood business corridor based on existing assets and leading initiatives as identified in the Harbor Centre Master Plan including the regional foods/public marketplace, urban employment and housing, and creative class entrepreneur initiatives;
- Advance Harbor Centre redevelopment and infill implementation particularly along Indiana Avenue as well as the adjacent Upper and Lower Downtown and South Pier Districts;
- Encourage neighborhood residential reinvestment in the neighborhoods surrounding Indiana Avenue;
- Support the advancement of an urban living services cluster in Lower Downtown; and
- Increase connectivity to draw the greater region to the Corridor and Harbor Centre and connect residents to urban employment.

Redevelopment Vision

Building upon these goals to develop a vision, the Indiana Corridor can become:

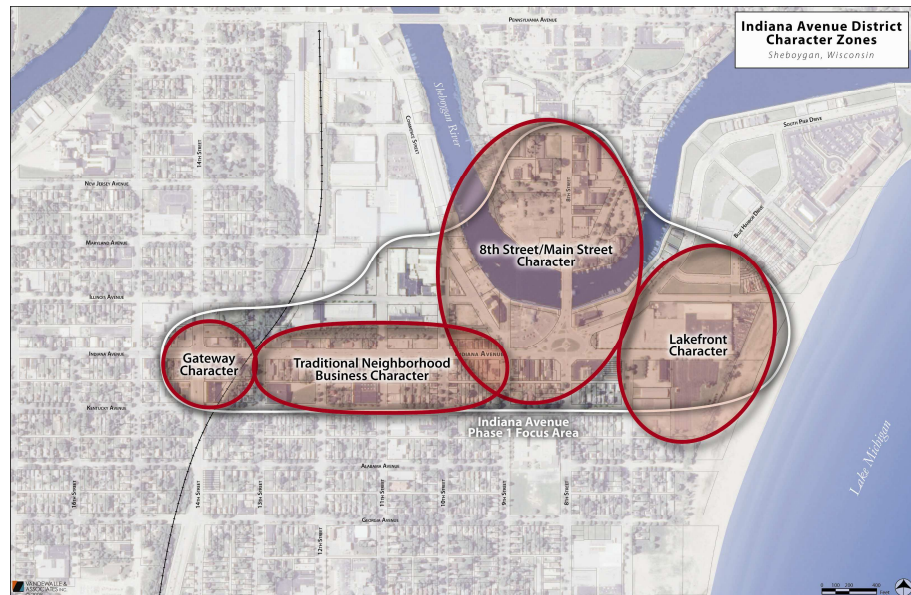
The Indiana Avenue District – A gateway corridor and major entryway into Harbor Centre with a vibrant and connected business district which is a destination in its own right, offering employment opportunities, amenities, and attractions that are authentic to the personality of the area and meet the needs of residents of the corridor and in the adjacent walkable neighborhoods, as well as offer unique experiences for the broader community and visitors.

Character Zones

To advance the Indiana Avenue Corridor vision, “character zones” have been identified to help delineate the role of sub-sections in the corridor and pronounce the connections the corridor has with surrounding amenities.

As illustrated in the Character Zone map, the Indiana Avenue Corridor can be considered as four distinct, but unified zones:

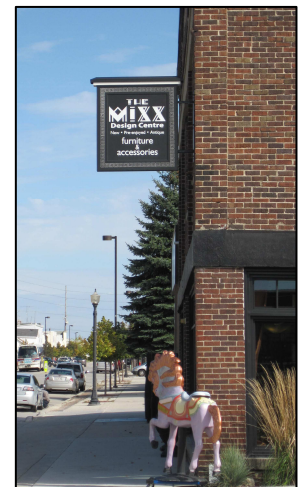
- **Gateway Character Zone** - The intersection of Indiana Avenue and S 14th Street serves as the main entryway or “gateway” from the west and south into downtown, the lakefront and riverfront. Development of an attractive and welcoming gateway feature in this area would help orient visitors and convey that they’re entering a unique area of the community. A streetscape theme beginning at this intersection should continue east, through to the lakeshore.
- **Traditional Neighborhood Business Character Zone** - The stretch of Indiana Avenue identified as the Traditional Neighborhood Business Character Zone, generally between S 14th and S 9th Streets, largely retains its historic commercial building stock. This small-scale business development unifies a large stretch of Indiana Avenue, providing a visual connection to Downtown and opportunities for small business owners and entrepreneurs within the community. Building form and design features for the area are highlighted in the Harbor Centre Master Plan and include continuity of architectural features and treatment and horizontal architectural elements.
- **8th Street/Main Street Character Zone** - The 8th Street/Main Street Character Zone encompasses the north and south riverfront areas of the focus area. This area is closely connected to the activity that currently exists and is planned for the adjacent South Pier and Lower Downtown Districts. As a gateway to these areas the character of design and use should serve as a transition and connector to the surrounding areas.
- **Lakefront Character Zone** - The Lakefront Character Zone connects the Indiana Avenue Corridor to Sheboygan’s “south beach” and lakefront. This area is currently balancing a mix of lakefront manufacturing facilities sandwiched by urban neighborhood to the south and hospitality and entertainment district to the north. Future redevelopment in this area should blend new developments into the fabric of the existing residential area and connect to amenities in the Indiana Avenue Corridor as well as South Pier.

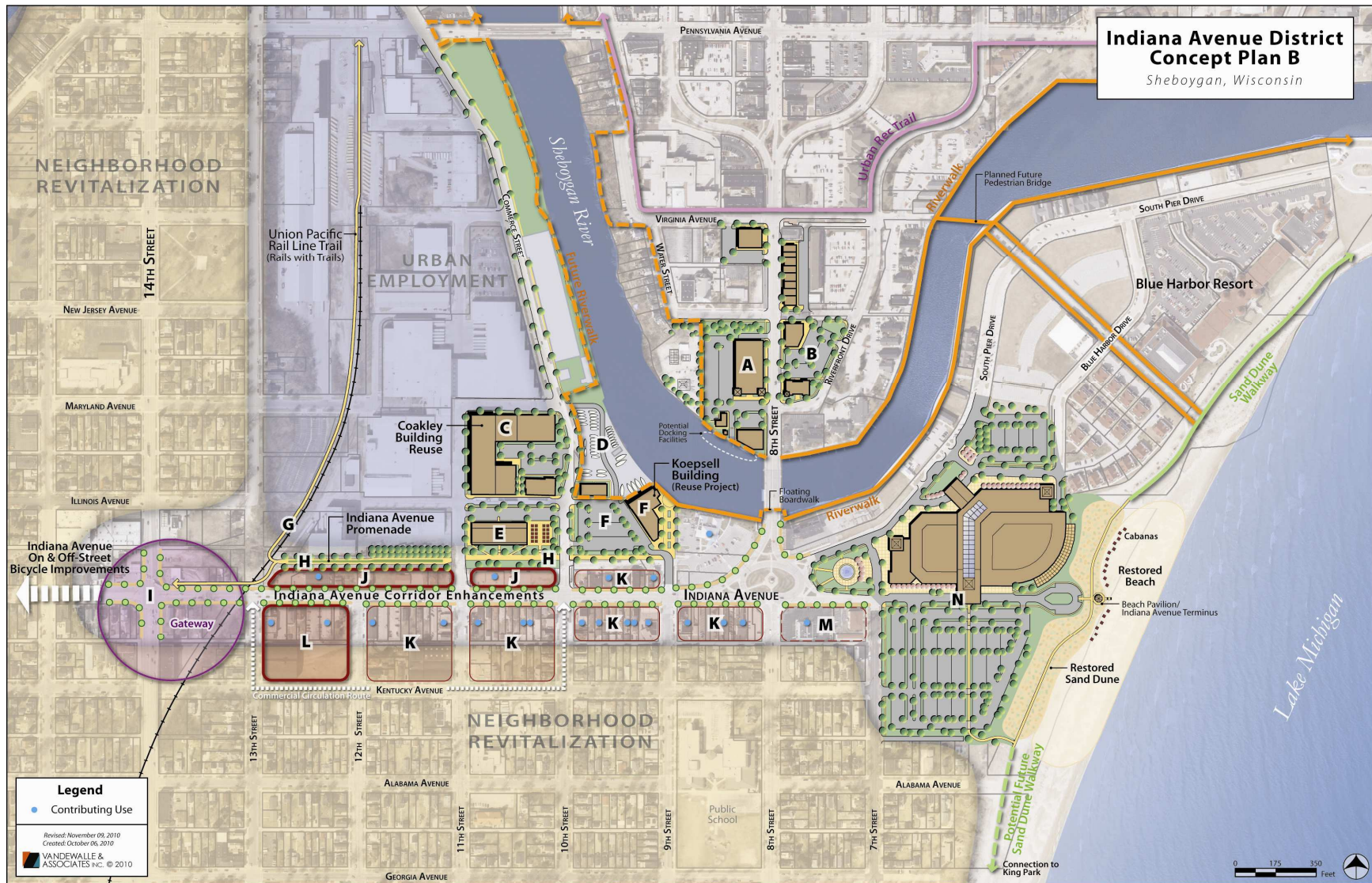


Indiana Avenue Overarching Recommendations

The primary overarching recommendations for the Indiana Avenue Corridor are detailed below; these core recommendations provide the basis for the attached Concept Plan map and the detailed implementation recommendations that follow. Building upon the goals and vision for Indiana Avenue, redevelopment implementation should focus on the following:

- 1. Develop a direct regional connection between Kohler and Sheboygan's lakefront "South Beach" area.** Sheboygan is directly connected to Kohler and its internationally famous amenities, this connection provides a direct opportunity for partnership between communities and existing draws for residents and visitors to the region. Further, through the reestablishment of the I-43 northbound off-ramp, the Corridor could once again be directly connected to the greater region.
- 2. Leverage regional economic assets through advancement of the Sheboygan Regional Foods Initiative in the urban core.** Building upon important regional economic assets including agricultural food production and processing, tourism, and hospitality, the Sheboygan Regional Foods Initiative could expand existing economic sectors, cultivate a skilled workforce, and encourage local job growth and entrepreneurship within the Indiana Avenue Corridor, promoting a live-work-play environment.
- 3. Explore the potential location of a business incubator or commercialization center.** Building upon creative class entrepreneurial and regional foods assets and initiatives, an incubator or commercialization center in the corridor could further encourage entrepreneurship and home-grown business development well-aligned with stable and growing local and regional economies.
- 4. Leverage local diversity through food and cultural businesses and amenities.** The Indiana Avenue Corridor area's diverse neighborhoods, including a high population of Hispanic and Asian residents, presents new businesses opportunities and potential for development of a unique destination within the area.
- 5. Strengthen downtown, urban living amenities, and residential districts.** Through reinvestment and revitalization of the Indiana Avenue Corridor, the community will strengthen the local economy and local neighborhoods, encourage urban living, and add to the mix of urban amenities available to local residents and visitors.
- 6. Improve bike and pedestrian connections to and through Indiana Avenue.** Develop connections to local and regional trail systems including the existing riverwalk, sand dune, and on-road bike routes in the City and connecting to regional networks in order to provide a safe transportation network.





Indiana Avenue Implementation Recommendations

The previous Concept Plan illustrates the following implementation recommendations which have been developed to jumpstart implementation in the Indiana Avenue District. These recommendations provide the foundation for a detailed implementation work plan.

- A. Lower Downtown District** opportunities are centered on the Alliant Energy and Martin Pontiac sites. Just across the Sheboygan River from Indiana Ave, this area has the potential to significantly increase activity in the lower end of downtown.

The Alliant property provides a unique reuse opportunity for a small **urban grocery** store or food cooperative (co-op) and attached outdoor café. This use could leverage the site's riverfront and 8th Street location and proximity to South Pier. The urban grocery would serve downtown residents, day-time employees, tourists, and even boaters who could tie up and shop on their way in or out of the harbor.

Continue to coordinate with the property owner to advance acquisition and site preparation. Continue to outreach to potential grocers, local food cooperative, and developers to advance the urban grocery project.

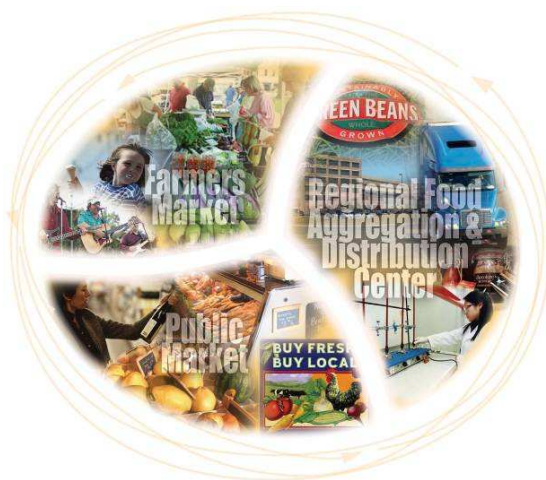
- B. Downtown Convenience** – The Martin Pontiac site offers a redevelopment opportunity for a synergistic “daily needs” type development such as a drug store anchor tenant and an expanded fish market along with associated retail and residential and/or office along 8th Street. Coordinate with property owner for eventual redevelopment of this site.

- C. Coakley Building Reuse** – The historic tannery, currently used as a storage facility, provides a long-term adaptive reuse opportunity for a business incubator and/or product commercialization center, ideally building off the success of the area's food-related and arts-related businesses and attractions.

Coordinate with the property owner and identify project leaders to promote reuse or redevelopment of this property to increase employment density at this location in the Urban Employment District.

- D. Utilize vacated Commerce Street/9th Street** right-of-way between Illinois to Indiana Avenues, and consider vacating Commerce Street right-of-way an additional block north, to Maryland Avenue. Explore the potential for Yacht Club expansion in this location to increase boat storage and staging area within the vacated right-of-way.

- E. Regional Food Aggregation & Distribution Center** – This site is currently available and is well-suited to be employed in a regional food



economy capacity including use as an aggregation and distribution center, commercial kitchen and training facility, and community food bank.

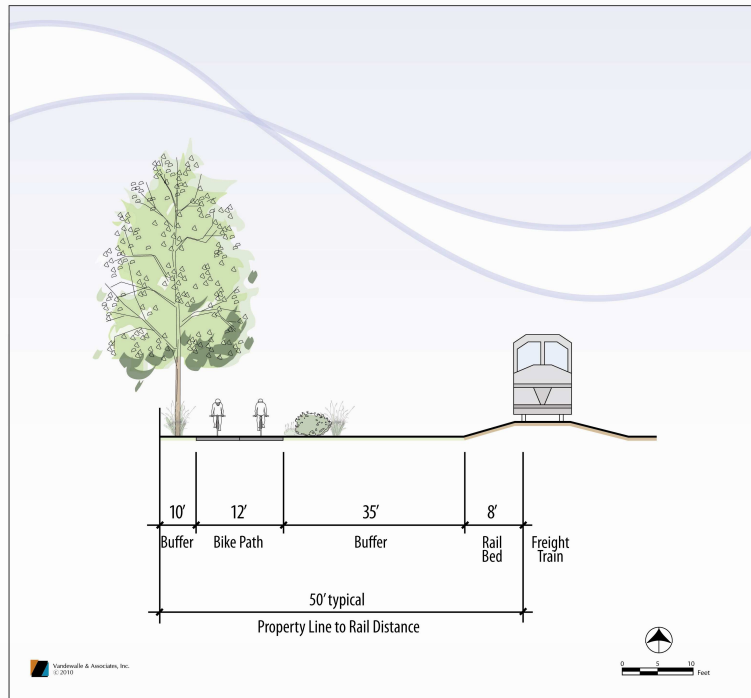
1. Advance the Sheboygan Regional Foods Initiative to provide new workforce training and employment opportunities for local residents, support the region's strong local foods economy, and provide a catalytic destination development for the corridor area.
2. Consider acquisition and reuse of the existing building at 11th and Illinois Avenue for regional foods related uses.

F. Koepsell Building Reuse – The Koepsell Building, a historic former multi-story manufacturing facility in a highly visible location downtown, presents an ideal location for a Regional Foods Initiative catalytic project.

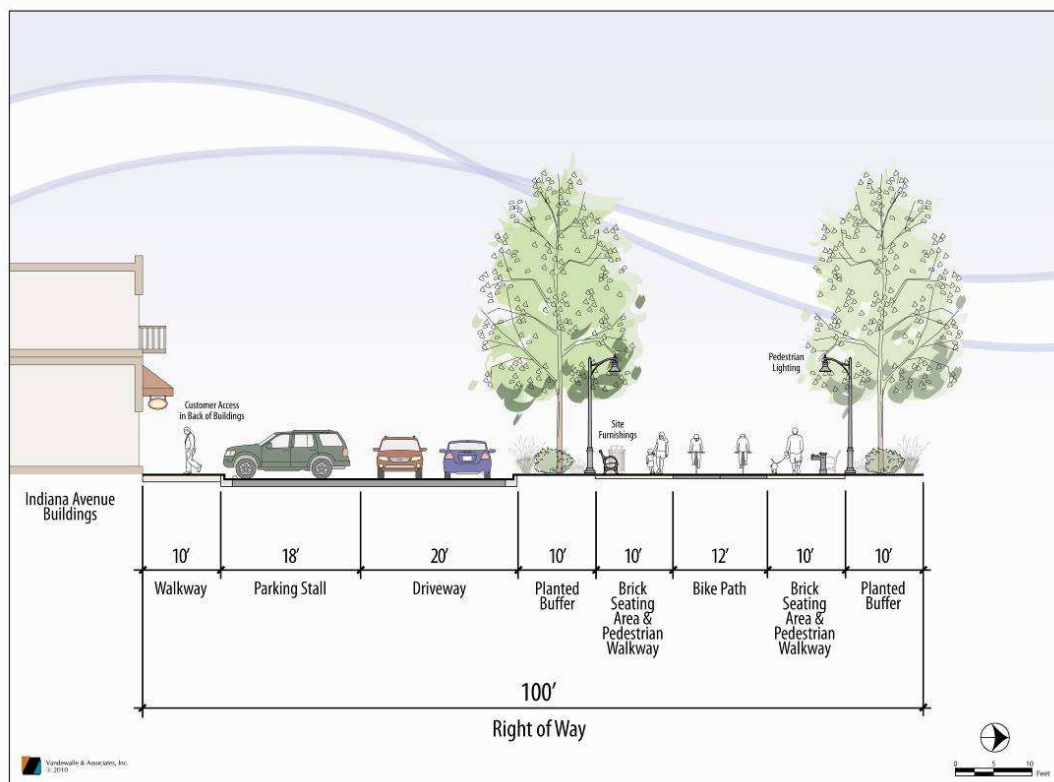
1. Continue to explore identified concepts for this site which could leverage and support the region's local food production economy and its niche in local foods tourism, providing new workforce training and employment opportunities and encouraging entrepreneurship among the area's residents, including those of the adjacent low-to-moderate income, highly-diverse neighborhoods. Potential concepts include:
 - Sheboygan Culinary School for training in cooking, food service, and hospitality.
 - Brewery and restaurant development.
 - Year-round public market/winter farmers market.
 - Housing for hospitality workers in the region.
2. Acquire and demolish the buildings and relocate residents/businesses directly adjacent to the Koepsell Building parking lot (along 10th Street). Redevelopment of these parcels should be part of the greater reuse strategy for the Koepsell Building site.
3. Redevelop the vacant adjacent parcel in conjunction with the Koepsell Building project for parking and event space (market and other events).



- G. Union Pacific Rail Line Trail – Rails with Trails –** Connect Pennsylvania Avenue to Indiana Avenue via a Rail with Trail improvement along the existing rail line, as an extension of the planned northern segment which runs from North Avenue to Pennsylvania Avenue. (See the attached Indiana Avenue District Bicycle Infrastructure Map for conceptual alignment).

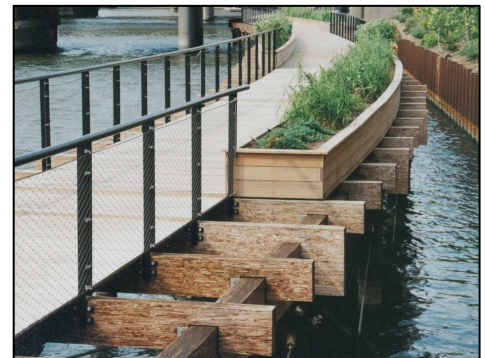


- H. Indiana Avenue Promenade –** Connect existing and future pedestrian and bicycle routes to the corridor via a public promenade just north of Indiana Avenue along the former rail right-of-way. Promenade amenities could include benches, lighting, plantings, and bike racks.



I. **Transportation connections and public space amenities** are critical to successful urban districts. The Indiana Corridor is well located along a major transportation route which presents challenges and opportunities. Recommendations related to connectivity and public improvements include:

1. Develop a **gateway feature** at the western edge of Harbor Centre, near S 14th Street, announcing entry into the area and framing the Lake Michigan vista.
2. **Improve streetscape** along Indiana Avenue from the western gateway, including development of a signage and wayfinding program, trees and flowers, public art and banners, and street furniture to draw people to the corridor as well as the Riverfront, Lower Downtown and South Pier Districts. Incorporate and maintain on-street parking to support Corridor businesses.
3. **Connect the beach** and Sand Dune Walkway with a natural or paved path from the South Pier to King Park.
4. Construct a **floating pedestrian boardwalk** under the south side of 8th Street bridge to connect the South Pier Riverwalk to the Indiana Avenue District.
5. **Beach Pavilion/Indiana Avenue Terminus** – Provide public access to the lakefront at the eastern terminus of Indiana Avenue, including development of a public space celebrating the community's connection to Lake Michigan.



*Black & White Photos Source:
Seaside – Making a Town in America
Edited by: David Mohny and Keller Easterling
Princeton Architectural Press 1991*



J. Redevelopment Blocks – These blocks are the highest priority for redevelopment and catalytic project advancement in the corridor.

1. Develop new buildings with relationship to the street, maintain historic structures, and relocate contributing uses into new buildings.
2. Advance redevelopment via property acquisition, site preparation, and developer recruitment.
3. Continue to implement the Indiana Avenue façade improvement program and create and implement a rear façade grant program for properties along the Indiana Avenue Promenade.
4. Model the design style of existing historic buildings along the corridor to influence design style of infill development.
5. As redevelopment occurs, utilize existing City standards and regulations to ensure adequate parking is provided in projects. Explore shared parking where possible.

K. Reinvestment Blocks – Key blocks for reinvestment in the existing structures. Buildings should largely remain with efforts focused on business recruitment. Efforts should build upon existing “contributing uses.”

1. **Contributing Uses** include businesses that can be considered business anchors to a local business district or corridor. Examples of contributing uses include coffee shops, restaurants, bars, health and fitness studios, grocery and other retail establishments.
2. Rezone to “Central Commercial.”
3. Advance reinvestment through property acquisition and developer/business recruitment.

Business Mix & Corridor Programming

The development mix for the Indiana Avenue Corridor can draw organically from the existing international flair of the area, providing opportunities for a niche district centered on international restaurants or specialty retail, while also leveraging the strong arts culture of the community. Potential synergistic businesses and programming may include:

- Regional foods related markets and indoor public market
- Sheboygan Culinary School
- Craft brewery, beer garden, or similar local night spots
- Locally-owned restaurants such as ethnic restaurants and small cafes, some with outdoor dining
- Bookstore and/or library branch
- Bicycle/outdoor recreation shop and rentals
- Bakery
- Florist
- Local boutiques
- Furniture showrooms
- Art and home interiors galleries and live/work units
- Antique stores and flea markets
- Music venues including clubs, stages, bandstands
- Traditional and ethnic celebrations and events

Examples of Existing Contributing Uses:



L. Superblock Redevelopment – The south section of this block offers a large redevelopment site with views to downtown and the lake. Following the relocation of existing uses on the north section, this location offers the opportunity to redefine an entire block. Redevelopment of the superblock should focus on a mix of retail, mixed-use along Indiana Avenue and residential along Kentucky Avenue.



M. Long-Term Redevelopment – With functional existing uses, this is a long-term redevelopment area which should be influenced by adjacent completed projects. Over time, retain uses in an urban building located along the street to continue Indiana Avenue streetscape and connection to Lake Michigan.



N. Pentair Site Redevelopment

The former Pentair manufacturing facility provides the unique opportunity for lakefront redevelopment. The following are two options for redevelopment of this important site.

Option A:

- **Mixed Use** – Opportunity for development of a new downtown anchor such as a medical facility or large office employer, some buildings may be developed with a mix of uses.
- **Housing** – develop new residential units to bridge the South Pier and Southshore Neighborhood areas and provide additional rooftops to promote urban living.



Option B:

- **Large-scale use** – potential uses include a corporate headquarters/ office, entertainment uses such as a theater, retail, restaurant overlooking the lake with elevated outdoor seating, and restored sand dunes and beach.
- **Parking** – provide parking for the entertainment use and beach access, direct connection to the Sand Dune Walkway.



Ongoing Implementation Strategies

An early step in redevelopment implementation is the development of an implementation team and detailed work plan. The implementation team is comprised of the professionals who are able to “work” the plan, who are able to bring in their specific expertise to advance specific projects and detailed tasks.

To be successful, the team for each project will vary based on the specific expertise needed to make a project happen, however; generally the project team will include City staff from the Department of Planning and Development, staff and leadership from the Sheboygan County Economic Development Corporation, the redevelopment consulting team, and additional city staff as needed (finance, engineering, public works, legal, etc.). Additional significant support will be sought from local and regional private sector leadership, local and regional education and economic development agencies, and County, State, and Federal agencies as needed.

The implementation recommendations laid out in this redevelopment plan should next be prioritized over a 12, 18, and 24 month timeline and culminate into a detailed work plan. The initial detailed work plan should focus on projects to be pursued in the first 12 months.

Further, of particular importance in redevelopment implementation is the ongoing development of funding and financing strategies. These strategies should be developed on project-by-project basis and include:

- TIF for public improvements.
- U.S. Department of Housing and Urban Development Neighborhood Revitalization Strategy Area funding to reinvest in residential areas in and adjacent to the Indiana Avenue Corridor.
- Small business development assistance and promotion programs to encourage entrepreneurship and celebrate the local diversity and unique history of the area to generate new businesses and employment opportunities.
- Façade enhancement program for front and rear façades within the business district.
- State and Federal funding sources such as grants and tax credit programs for individual projects and initiatives including the Regional Foods Initiative, workforce training, residential development, and business development/entrepreneurship advancement.



Gateway (Indiana Avenue and 14th Street)				
Item	Quantity	Units	Cost	Total
Entrance arch - metal with stone columns	1	ea	\$50,000.00	\$50,000
District monument sign - stone, illuminated	1	ea	\$6,000.00	\$6,000
Landscaping	1	ls	\$5,000.00	\$5,000
Stone pavers to match Koepsell plaza (20'x20')	800	sf	\$24.00	\$19,200
Illuminated bollards to match Koepsell plaza	6	ea	\$2,000.00	\$12,000
Subtotal				\$92,200
Contingencies (15%)				\$13,830
Administration/Design/Engineering (15%)				\$15,905
Total				\$121,935
Streetscape Enhancements (14th Street to Lake Michigan)				
Item	Quantity	Units	Cost	Total
Benches - with concrete pads (every 2 blocks)	6	ea	\$1,500.00	\$9,000
Planters - movable (five per block)	85	ea	\$500.00	\$42,500
Flowers - annuals (per planter)	85	ea	\$50.00	\$4,250
Banners - street light mounted w/bracket	62	ea	\$300.00	\$18,600
Trash receptacles	6	ea	\$700.00	\$4,200
Wayfinding signs	2	ea	\$1,000.00	\$2,000
Pedestrian lights (7th Street to Lake)	8	ea	\$6,000.00	\$48,000
Lighting conduit (7th Street to Lake)	1,400	lf	\$12.00	\$16,800
Lighting controls (7th Street to Lake)	2	ea	\$2,500.00	\$5,000
Subtotal				\$150,350
Contingencies (15%)				\$22,553
Administration/Design/Engineering (15%)				\$25,935
Total				\$198,838
Promenade Enhancements (Commerce Street to railroad)				
Item	Quantity	Units	Cost	Total
Pedestrian lights (alternating 150' O.C.)	16	ea	\$6,000.00	\$96,000
Lighting conduit	3,200	lf	\$12.00	\$38,400
Lighting controls	2	ea	\$2,500.00	\$5,000
Street trees (100' O.C.)	32	ea	\$600.00	\$19,200
Asphalt bike path - 12' wide, 1,600 lf	19,200	sf	\$3.00	\$57,600
Benches	7	ea	\$1,200.00	\$8,400
Seating areas - stone pavers to match Koepsell plaza	350	sf	\$24.00	\$8,400
Trash receptacles	7	ea	\$700.00	\$4,900
Landscape Buffer	1	ls	\$35,000.00	\$35,000
Bike racks (near Koepsell)	2	ea	\$500.00	\$1,000
Crosswalks and bump outs (9th & 10th St)	2	ea	\$10,000.00	\$20,000
Parking asphalt (9th - 10th St)	13,300	sf	\$3.00	\$39,900
Parking curbs and gutter (9th - 10th St)	700	lf	\$12.00	\$8,400
Sidewalk for business parking - 10' wide (9th - 10th St)	3,500	sf	\$6.00	\$21,000
Grading, fill, & pavement removal	1	ls	\$50,000.00	\$50,000
Subtotal				\$413,200
Contingencies (15%)				\$61,980
Administration/Design/Engineering (15%)				\$71,277
Total				\$546,457
Grand Total				\$867,229

Note: Estimates are for preliminary discussion and not for bid preparation. Estimates do not include utility improvements.