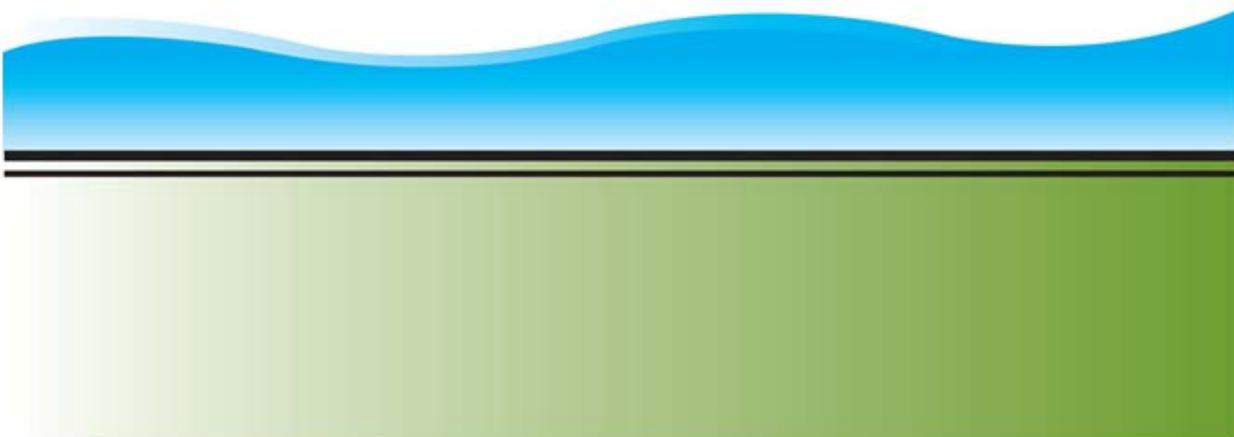
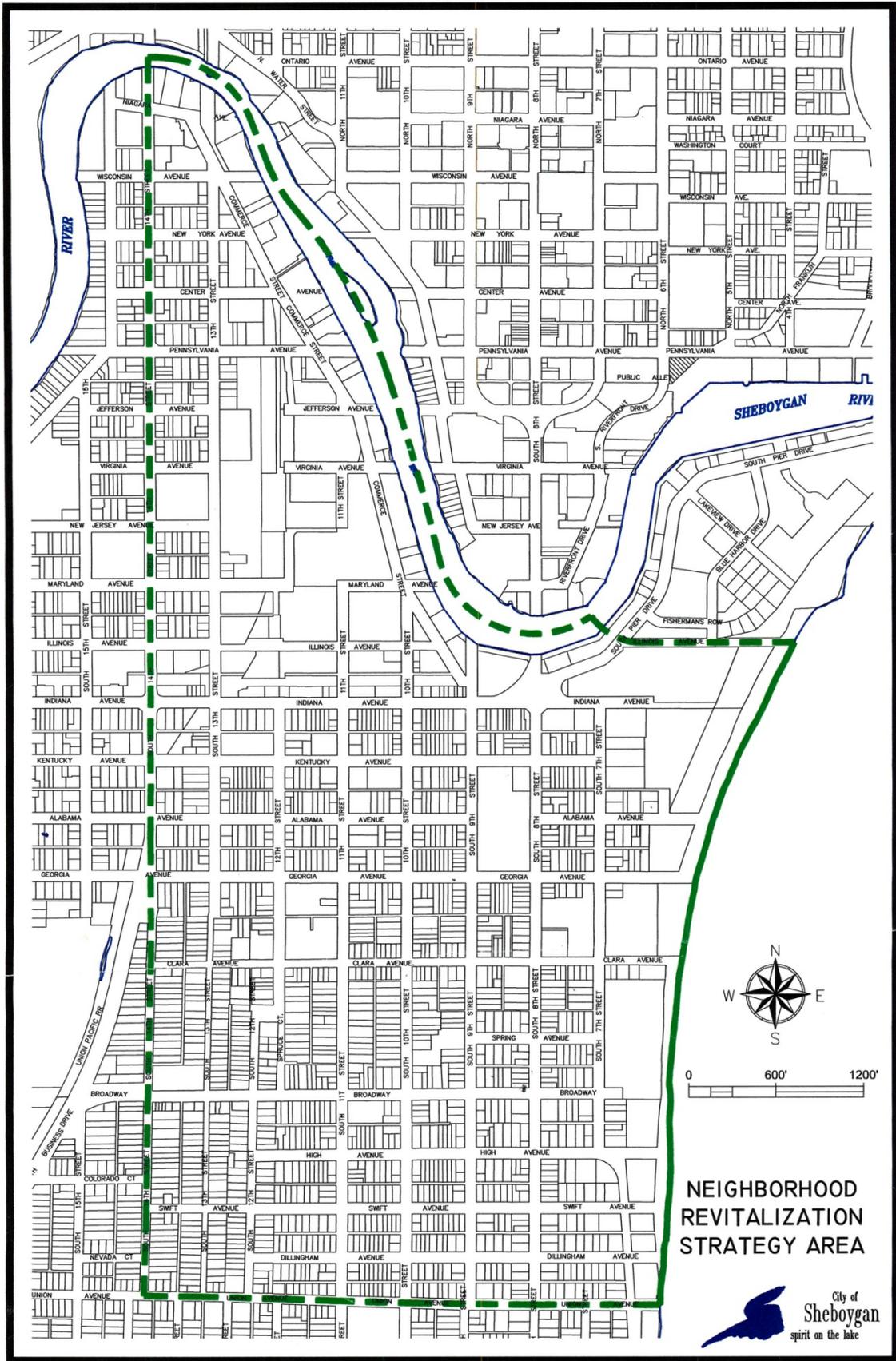




Southside Neighborhood Revitalization Strategy Area Plan
City of Sheboygan, Wisconsin
November 2011





Southside Neighborhood Revitalization Strategy Area

SECTION ONE: BOUNDARIES

The proposed City of Sheboygan Southside Neighborhood Revitalization Area is an area south of the Sheboygan River, immediately adjacent to the downtown business district. The area is bounded by Lake Michigan on the east, Union Avenue on the south, S. 14th Street on the west, and the Sheboygan River on the north. The proposed NRSA is contiguous with Census Tract 8 (including all three block groups of CT 8). See map on previous page.

SECTION TWO: DEMOGRAPHIC CRITERIA

The proposed NRSA is primarily residential and meets the required percentage of low and moderate income residents.

Low/Moderate Income

The proposed NRSA meets the HUD requirement that 51% of the population is low/moderate income (LMI). All three of the Block Groups within Census Tract 8 meet this standard: specifically, Block Group 1 has 63.1% LMI, Block Group 2 has 59.7% LMI, and Block Group 3 has 51.4% LMI.

Residential Character

The proposed NRSA is predominantly residential in nature with 83.6% of the total land area devoted to this use. Of the total number of parcels (1,683), 1,407 are residential: 861 units are single-family, 473 are two-family units, and 73 are multi-family units. Retail sales/service comprised an additional 98 parcels, manufacturing/assembly 29 parcels, and bus/truck terminals 7 parcels with the remaining 142 parcels distributed to typical neighborhood uses including education, faith institutions, and parks.

Land Use	NRSA Parcels
Vacant land	38
Residential: Single family	861
Residential: Two-family	473
Residential: Multi-family	73
Retail sales and services	148
Offices	11
Manufacturing/assembly	29
Wholesale	7
Open/closed storage	14
Off-street parking	14
Bus/truck terminals	7
Rail/marine related	17
Water supply/storage tanks/sanitary water facility	2
Primary school	1
Museum	1
Fraternal organizations/clubhouses	2
Churches, temples, synagogues	11
Parks, parkways, forest, picnic areas	7
Boat launching/marines/boat storage areas	9
Other	4

SECTION THREE: CONSULTATION

Replicating the successful methodology that led to the designation of the Gateway NRSA in 2008, the City of Sheboygan used two methods to gather input and direction from neighborhood stakeholders. First, Mayor Bob Ryan appointed a 22-member *Stakeholder Committee* which included five alderpersons, representatives of several departments of city government, including law enforcement, community organization directors, elementary school principal, neighborhood residents and business owners. Second, a *Resident Survey* was conducted to obtain residents' views about neighborhood issues firsthand.

Stakeholder Committee

The Stakeholder Committee was appointed by Mayor Bob Ryan via a letter sent to each proposed stakeholder. Follow-up phone calls were conducted by the Department of City Development to explain the NRSA process and encourage involvement.

Southside NRSA Stakeholder Committee

Name	Affiliation
Mayor Bob Ryan	City of Sheboygan
Seth Harvatine, Principal	Longfellow School
Deacon Michael Burch	St. Peter Claver Church
Captain Steve Cobb	Sheboygan Police Department
Captain Christopher Domagalski	Sheboygan Police Department
Chad Pelishek	City Development
Steve Sokolowski	City Development
Aldersperson Jean Kittelson	President of the Common Council
Aldersperson Julie Kath	Common Council District 5
Aldersperson Joe Heideman	Common Council District 7
Aldersperson Jim Bohren	Common Council District 7
Aldersperson Jeremy Dekker	Common Council District 6
Aldersperson Bill Wangemann	Common Council District 6
Chuck Adams	City Attorney's Office
William Bittner	Director of Public Works
Ryan Sazama	City Engineer
Chasong Yang	Hmong Mutual Assistance Association
Joe Rupnik	Salvation Army
Lucio Fuentes	Partners for Community Development
Dave Leraaen	Citizen
Jeff Zink	Business owner
Susie Patterson	Business owner
Joanne Weiland	Sheboygan/Plymouth United Way

The Southside NRSA Stakeholder Committee had its initial meeting on December 9, 2010. At that meeting, the Neighborhood Revitalization Strategy Area designation by the U.S. Department of Housing and Urban Development was explained to stakeholders. The rationale for the designation in terms of how it would support the City's neighborhood improvement efforts was discussed. A demographic profile of the neighborhood was presented along with the results of the NRSA Neighborhood Survey. Then, based on this information and their extensive experience in the neighborhood, stakeholders participated in a process to identify neighborhood strengths and challenges.

The second Stakeholder Committee meeting was held March 3, 2011. Based on the analysis of neighborhood strengths and challenges and the demographic and survey information presented at the first meeting, stakeholders developed objectives to support the implementation of NRSA goals.

Both NRSA Stakeholder Committee meetings were held at King Park, 1615 S. 8th Street, in the heart of the neighborhood. In addition to participation at the NRSA Stakeholder Committee meetings, several stakeholders volunteered as interviewers in the NRSA Neighborhood Survey conducted in October 2010, further enhancing their knowledge and understanding of residents' issues.

The NRSA Stakeholder Committee received a copy of the draft Neighborhood Revitalization Strategy Area Plan prior to its release for public comment on the City of Sheboygan's website. Stakeholder and community comments have been and incorporated as appropriate into the final plan submitted to the U.S. Department of Housing and Urban Development in fall 2011.

Resident Survey

Replicating the successful resident survey conducted in the Gateway NRSA in 2008, the City of Sheboygan organized a team of twenty-two volunteers, many of them also Stakeholder Committee members, to conduct face-to-face interviews with Southside NRSA residents on Saturday, October 16, 2010. A total of 194 residents were interviewed about neighborhood issues and their views about education, employment, and economic challenges in the neighborhood. The survey respondents were representative of the neighborhood as a whole and were very forthcoming in their willingness to answer questions and provide their input into the NRSA process. Detail regarding the demographic characteristics of survey respondents and the survey results is provided in Section 4 Assessment.

Community Awareness

Sheboygan residents were invited to participate in the planning process and the resident survey, both as interviewers and respondents, via a series of three articles in the Sheboygan Press, including "South-side neighborhood considered for city revitalization designation," 9/28/10; "City to conduct neighborhood survey," 10/15/10; and "Community conversation: Neighborhood revitalization under way," October 15, 2010. In addition, news of the neighborhood survey was carried on the local AM station, WHBL.

SECTION FOUR: ASSESSMENT

The proposed Southside Neighborhood Revitalization Strategy Area (NRSA) is comprised of Census Tract 8 in the City of Sheboygan. The U.S. Census 2005-2009 American Community Survey 5-Year Estimates indicate a NRSA population of 5,759, representing 12.0% of the City's total population of 47,994.

Age Distribution

The Southside NRSA population is significantly younger than the population of the City of Sheboygan as a whole. Thirty-eight percent (38.4%) of the NRSA population were age 19 or younger compared to 27.5% of the City population. The higher proportion of pre-teens/teens is especially striking.

Age of children	NRSA #	NRSA %	City #	City %
Under 5 years	431	7.5%	3,296	6.9%
5 to 9 years	484	8.4%	3,201	6.7%
10 to 14 years	662	11.5%	3,414	7.1%
15 to 19 years	634	11.0%	3,246	6.8%

The age distribution of the adult population shows that the Southside NRSA is mostly comprised of young families with children. While the percentages of adults ages 20 to 54 were roughly the same for the NRSA and the City (49.1% and 47.4% respectively), the NRSA had a much lower percentage of older adults (age 55+) than the City. Only 12.7% of the NRSA population is 55 years and older compared to 25.2% of the City.

Households

The NRSA had a total of 2,006 households comprising 9.9% of the 20,354 households in the City of Sheboygan. Families (1,457) comprised 73.0% of all NRSA households; the number of families in the City as a whole (11,857) comprised 58.3% of all city households. Average household size is also larger in the NRSA (2.88 people) than in the City as a whole (2.32 people), further confirming that the NRSA is an area primarily comprised of families with children. Single parent households comprise 18.5% of all NRSA households but only 8.2% of City households. In the NRSA, the number of single parents who are male (176) nearly matches the number of single parents who are female (195).

Ethnic Origin

The NRSA is a racially homogenous neighborhood with 98.6% of its population classified as White; this compares to 83.5% of the City. However, the NRSA had a much larger (proportionally) Hispanic/Latino population. In the NRSA, 19.1% of the population identified as Hispanic/Latino compared to 8.6% in the City as a whole.

Education

The educational disparity between NRSA adults (population 25 years and older) and City adults is extreme. Within the NRSA, 35.3% of adult residents do not have a high school diploma compared to 14.1% of adult residents of the City as a whole. At the same time, the percentage of people with some kind of post-high school education is much lower in the NRSA (35.2%) compared to the City (45.8%).

Education Level	NRSA %	City %
Less the 9 th grade	13.4%	5.4%
9 th to 12 th grade	21.9%	8.7%
High school graduate (includes equivalency)	29.5%	40.1%
Some college, no degree	16.3%	20.3%
Associate degree	5.2%	8.0%
Bachelor's degree	12.6%	12.7%
Graduate or professional degree	1.1%	4.8%

Labor Force Participation/Employment

Labor force participation (the percentage of the population 16 years and over in the labor force) was higher in the NRSA (76.7%) than the City (69.5%) primarily due to the higher proportion of older (retired) adults in the City’s population. However, unemployment in the NRSA was twice as high (13.0%) as in the City as a whole (6.3%). *In other words, while the NRSA had a greater proportion of its population in the labor force, a significantly higher proportion was unemployed.* NRSA workers were much more likely to be employed in service occupations and in production, transportation, and material moving occupations than workers in the City as a whole.

Occupation	NRSA #	NRSA %	City #	City %
Management, professional, and related occupations	304	11.2%	5,377	22.1%
Service occupations	810	29.9%	4,684	19.2%
Sales and office occupations	446	16.5%	5,376	22.1%
Farming, fishing and forestry occupations	0	0.0%	115	0.5%
Construction, extraction, maintenance, and repair occupations	195	7.2%	1,682	6.9%
Production, transportation, and material moving occupations	950	35.1%	7,117	29.2%
Total	2,705	100.0%	24,351	100.0%

A comparison of the top employers by type of industry indicates slight differences between the NRSA and the City.

NRSA Top 5 Industries	NRSA Worker %	City Top 5 Industries	City Worker %
Manufacturing	36.0%	Manufacturing	33.2%
Education services, and health care and social assistance	23.4%	Educational services, and health care and social assistance	18.5%
Retail trade	13.8%	Retail trade	12.1%
Arts, entertainment, and recreation, and accommodation and food services	9.4%	Arts, entertainment, and recreation, and accommodation and food services	10.0%
Other services, except public administration	4.9%	Professional, scientific, and management, and administrative, and waste management services	5.8%

Major NRSA Employers

The proposed NRSA is home to several major employers including the corporate headquarters of Rockline Industries, a manufacturer of coffee filters and antibacterial wipes; Rockline also has factories in Arkansas, New Jersey, England, and South China. Also located in the NRSA is Discovery Coach, a family-owned bus company operating charters for schools and corporations; Superior Chemicals/North Woods, a family-owned company that manufactures environmentally safe cleaning products; Sheboygan Paper Box Company, a family-owned business that is a national leader in folding carton converter technology; Bitter Neumann General Store, a family-owned appliance and furniture store; and Sheboygan Parking and Transit (Shoreline Metro), the local bus transportation entity. Manufacturing is primarily located along S. 7th Street and between Commerce Street and 13th Street.

Commercial Capacity

The proposed NRSA has several commercial nodes embedded in the neighborhood, most notably along Indiana Avenue, the intersections of Clara Avenue and Spruce Court, and on Broadway at S. 8th Street and S. 12 Street. In addition, there are several blocks in which a single parcel is devoted to commercial use, e.g. corner store, butcher shop, gas station.

Income

Several measures of income are used to provide a comprehensive picture of the economic well-being of the proposed NRSA. It has already been established that the proposed NRSA meets the income criteria established by HUD for NRSA designation. More in-depth examination confirms that there is a substantial income disparity between the Southside NRSA and the City of Sheboygan as a whole. The following table illustrates this disparity.

Income Indicator	NRSA	City of Sheboygan	NRSA Income as % of City Income
Per capita income	\$13,984	\$21,745	64.3%
Mean household income	\$34,424	\$42,679	80.7%
Mean family income	\$41,069	\$56,275	73.0%

In addition to these indicators, the percentage of the population living below the federal poverty level is significantly higher in the proposed NRSA. *Persons below poverty within the past 12 months (2009) totaled 23.8% of the NRSA population compared to 11.3% of the City's total population.* In other words, the poverty rate in the NRSA is twice the City's overall poverty rate.

Housing

The proposed NRSA has 2,408 housing units. Of the total, 1,251 units (52.0%) are single-family, 956 units (40.0%) are duplexes, and the remaining 201 units are 3 or more units (8.0%). The NRSA has a much higher proportion of single-family and duplex dwellings than the City as a whole (92.0% and 78.6% respectively).

Age of Housing

The NRSA is an older neighborhood with the majority of its housing (56.7%) built before 1939. The area has had almost no new housing development between 1980 and 2009 (17 units).

Housing Value

Median housing value was \$96,600 in the NRSA compared to \$115,600 for the City. Housing vacancy is twice as high in the NRSA (16.7%) compared to the City as a whole (8.4%). Median monthly rents in the NRSA and the City were comparable at \$590 and \$597 respectively.

Housing Tenure

Home ownership (owner-occupied units) is lower in the NRSA at 50.3% compared to 63% in the City as a whole. Conversely, the percentage of renter-occupied units is higher in the NRSA at 49.7% compared to 37% citywide.

Real Property Assessment

The 2010 Real Property Assessment for District 5 (NRSA) was \$125,546,200, representing 5.1% of the total City Assessed Value of \$2,481,319,400.¹

¹ 2010 Summary of Assessed Values, May 17, 2010, David Lutzke, City Assessor

Crime

As part of the assessment process, crime incidents for May through November 2010 were mapped; included crimes were assault, burglary, property damage, and theft. Analysis of the crime data for this period by the Stakeholder Committee and the Sheboygan Chief of Police suggests that there is not a significantly greater incidence of crime in the NRSA and that assault, in particular, occurred in clusters around taverns.

Stakeholders Assessment of Neighborhood Strengths and Challenges: After reviewing demographic data on the neighborhood and the results of the neighborhood survey, stakeholders were asked to analyze the proposed NRSA in terms of its strengths and challenges.

Relative to strengths, the most prominent advantage was the extent to which residents like the neighborhood and intend to stay over the long term. Stakeholders noted that the area had happy residents, a sense of community and a high level of neighborhood satisfaction. The neighborhood's proximity to downtown, the lakefront, and the river was also seen as a big plus. Other strengths included: the quality of the housing stock, attractiveness of the area, ease of transportation, and quality of the schools.

In terms of challenges, stakeholders identified rising unemployment and poverty, concerns about rental properties owned by absentee landlords, negative perceptions of the neighborhood, and lack of resident involvement in terms of neighborly communication and organized resident groups. There was initial discussion about hot spots for crime which were determined to be directly connected to the presence of neighborhood taverns; however, crime was not seen as a major neighborhood challenge.

In summary, the stakeholders agreed with six summary statements about the proposed NRSA:

- 1) Residents in the neighborhood are happy living in this area.
- 2) The neighborhood has several physical assets: park, schools, proximity to downtown, and housing stock.
- 3) Unemployment and income issues are growing problems.
- 4) There is some concern about crime, focused on several identified neighborhood hot spots, e.g. taverns.
- 5) Absentee landlords and the high number of rental units may be contributing to housing condition issues.
- 6) Low resident involvement in community activities is a challenge.

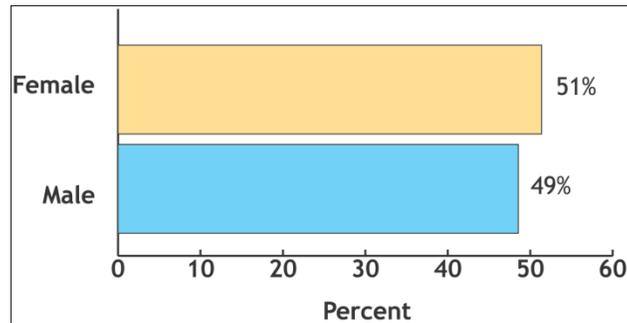
Resident Survey Results

The Resident Survey provides current data about the views of neighborhood residents that goes beyond the information available from the Census, American Community Survey, or even the stakeholders themselves. The survey, conducted on October 16, 2010, provides information from *194 neighborhood residents* who were interviewed, face-to-face, by a cadre of twenty-two volunteer interviewers, including several alderpersons and other members of the Stakeholder Committee.

Demographic Profile

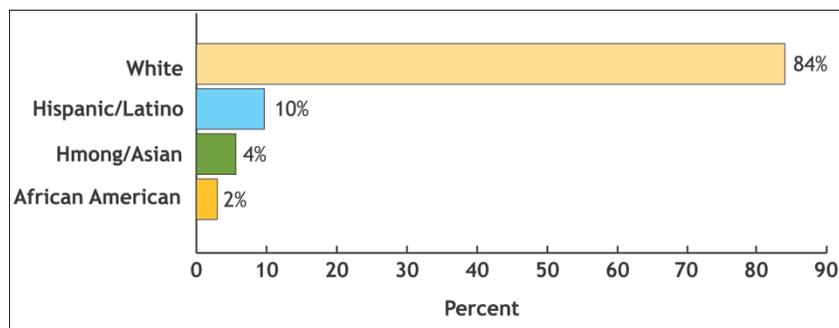
The survey respondents represent a good cross-section of the adult population of the NRSA. With respect to gender, the surveyed group was evenly split male and female.

Gender



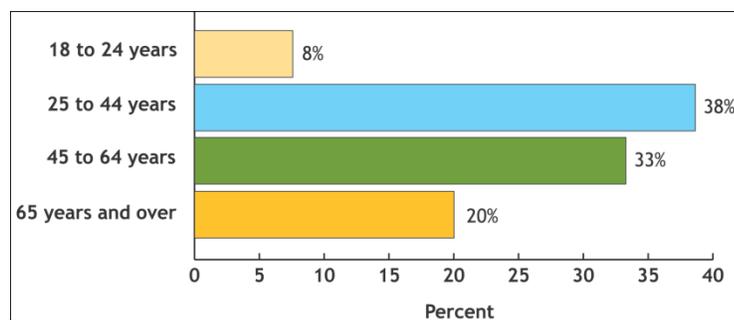
Race/Ethnic Origin

Survey respondents were actually more racially/ethnically diverse than the NRSA population. While the official census (American Community Survey) data indicated that 98.6% of the population was White; survey respondents had a lower proportion of White (84%), and higher proportions of Hispanic/Latino, Hmong/Asian, and African American.



Age

The survey respondents included a higher percentage of older adults than is found in the NRSA population; this increased representation of older adults had an impact on some of the survey results including the percentage of people not working. Only 12.7% of the NRSA population was age 55 and over compared to 20% of the survey population ages 65 and older. Other than this difference, the age distribution of the surveyed group and the NRSA population is generally similar.



Demographic Summary

The residents who were interviewed are generally representative of the NRSA population at large. There are some key differences, most notably with respect to educational level, age and employment status, that need to be taken into account when reviewing the rest of the survey information presented in the following sections.

Sense of Community

Residents were asked a series of questions aimed at gauging their feelings about the NRSA in terms of its neighborliness, safety, and most important problems. Residents were also asked about their overall level of satisfaction with the neighborhood and their intentions to stay or leave in the next five years.

Neighborliness

To obtain a sense of residents' feelings about the neighborhood, interviewers asked this question: *"In some neighborhoods, people do things together and help each other. In other neighborhoods, people mostly go their own way. What kind of neighborhood would you say yours is?"* This question is intended as a measure of neighborhood cohesiveness. Residents were evenly split on this question.

Type of neighborhood	Frequency	Percent
Neighborhood where people do things together and help each other	89	49%
Neighborhood where people go their own way	93	51%
Total	182	100.0%
Missing responses	12	

Safety

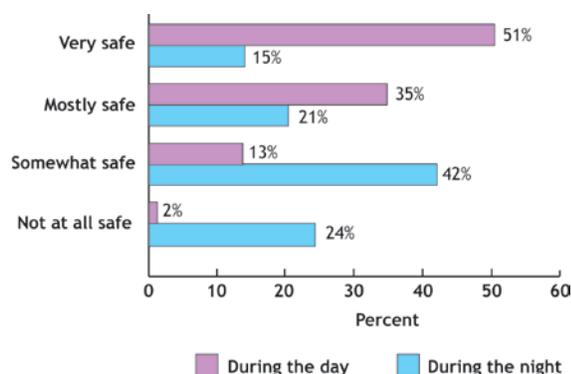
How safe people feel in their neighborhood influences how willing they are to participate in community activities, be outside during the day and evening, and engage in other opportunities to get to know their neighbors and take advantage of community resources. Interviewers asked residents: *"In the area within a few blocks or streets of your home, how safe do you feel alone on the street....during the DAY and during the NIGHT?"*

Feeling safe during the day

The great majority of residents (86%) said they felt *very safe or mostly safe* being alone on the street in the area near their homes during the day; 13% indicated that they felt *somewhat safe*, and a very small percentage (2%) said they felt *not at all safe*.

Feeling safe during the night

Feelings of safety dropped when residents were asked about nighttime safety in the area near their home. Here, 34% of respondents felt *mostly or very safe*, 42% felt *somewhat safe*, and 24% felt *not at all safe*.

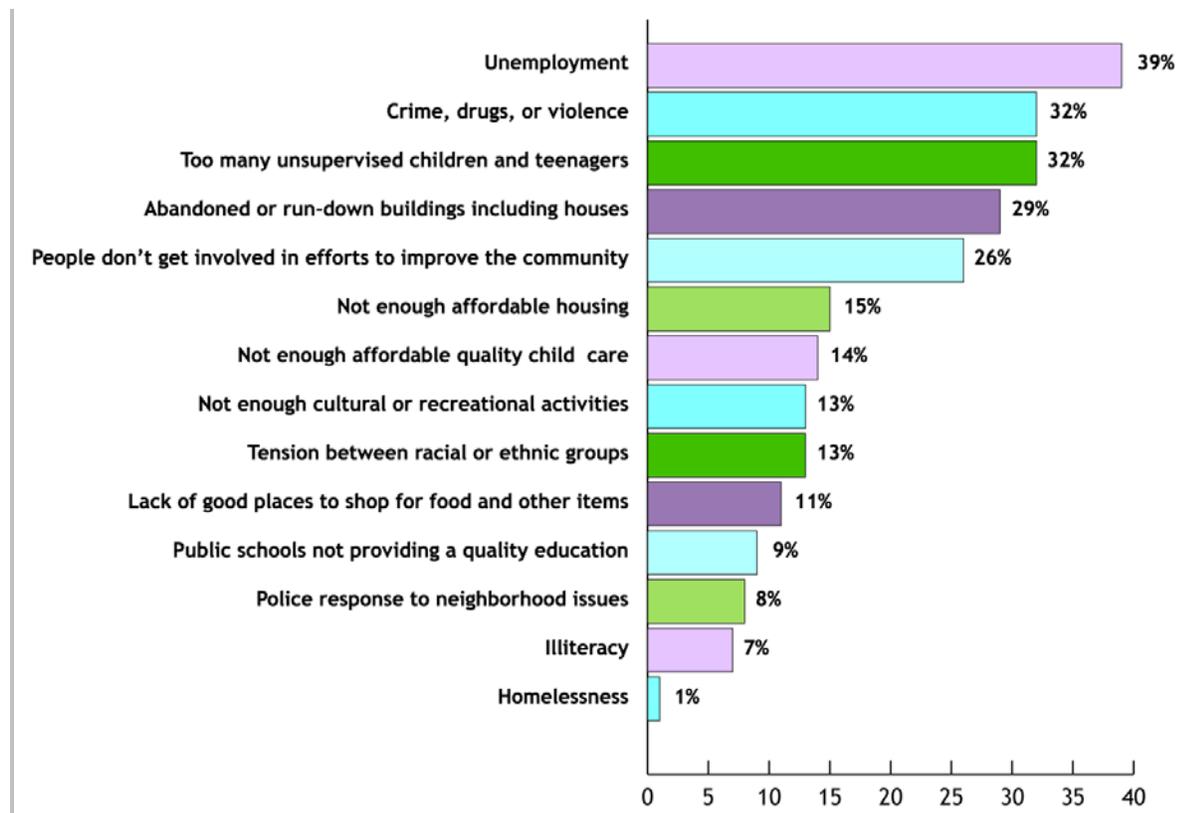


Neighborhood Problems

Interviewers asked residents to rate a series of problems as *not a problem*, *a small problem*, or *a big problem*. The following table shows residents' opinions about common neighborhood issues.

Neighborhood Problem	Not a problem	Small problem	Big problem
Crime, drugs or violence	26%	42%	32%
Unemployment	31%	30%	39%
Public schools and providing a quality education	74%	17%	9%
Homelessness	85%	14%	1%
Not enough cultural or recreational activities	59%	28%	13%
Police response to neighborhood issues	79%	13%	8%
Illiteracy, people not having basic reading skills	70%	23%	7%
Not enough affordable, quality child care	68%	19%	14%
Abandoned or run-down buildings, including houses	39%	33%	29%
Too many unsupervised children and teenagers	40%	28%	32%
People don't get involved in efforts to improve the community	29%	44%	26%
Not enough affordable housing	55%	30%	15%
Tension between racial or ethnic groups	59%	28%	13%
Lack of good places to shop for food or other items	65%	25%	11%

Neighborhood Problems in Rank Order: Following is a listing of neighborhood problems by the percentage of residents who said each was a "Big problem."

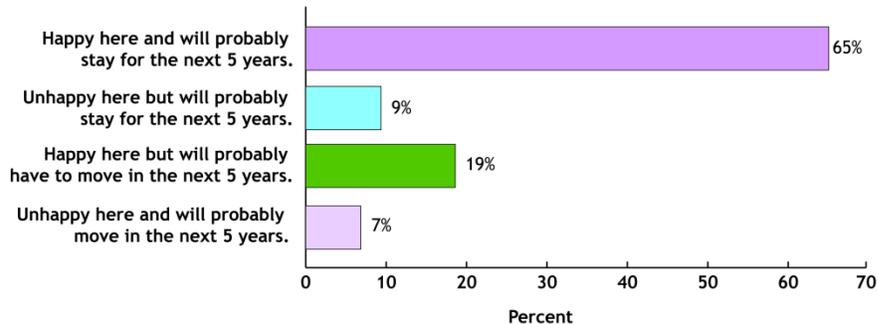


There were differences in how residents prioritized neighborhood problems:

- Older residents (45+) were more likely to see abandoned or rundown houses as a problem.
- Younger residents (under 45) were more likely to see unsupervised children and teenagers as a problem.
- Employed residents were more likely to see crime as a problem in the neighborhood.
- Women were more likely to say that affordable housing and racial tensions were problems.
- Residents with lower levels of education were more likely to see unemployment as a problem and less likely to see racial tensions as a problem.

Overall Level of Satisfaction with the Neighborhood

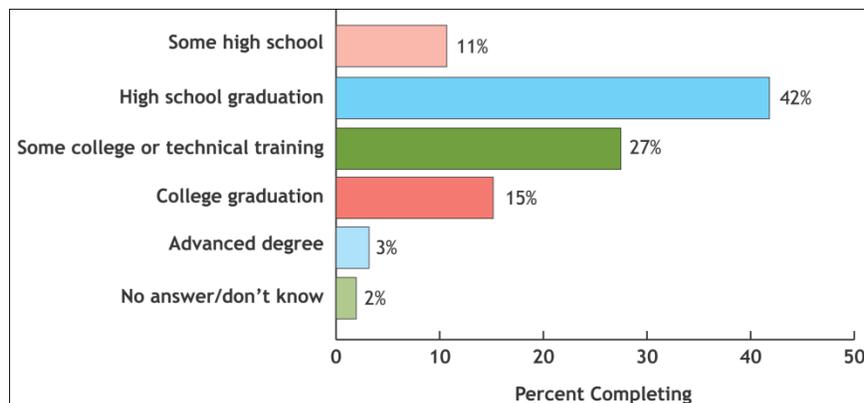
Residents were asked which statement best described how they felt about living in the neighborhood and their intentions to stay or move out in the next five years. Two things are noteworthy about their responses. First, 74% of residents who were interviewed said they were staying in the neighborhood for the next five years. Second, the great majority (84%) said they were happy living in the neighborhood.



Education and Employment

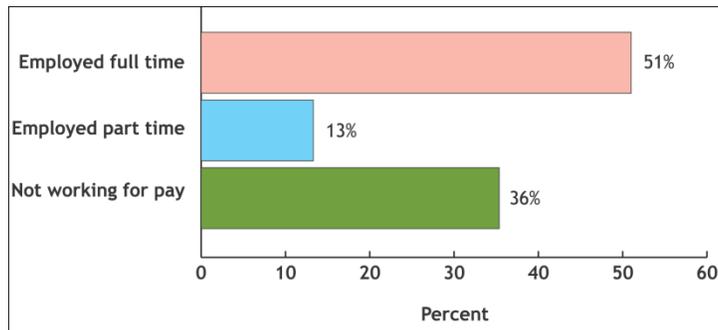
Education

The great majority of survey respondents were high school graduates (89%) and a substantial percentage (45%) had some college or technical training up to and including college graduation and advanced degrees. This is much different than the educational status reported by the census (American Community Survey) which indicated that 35% of the population lacked high school diplomas. In other words, the surveyed group was more highly educated than the general NRSA population.



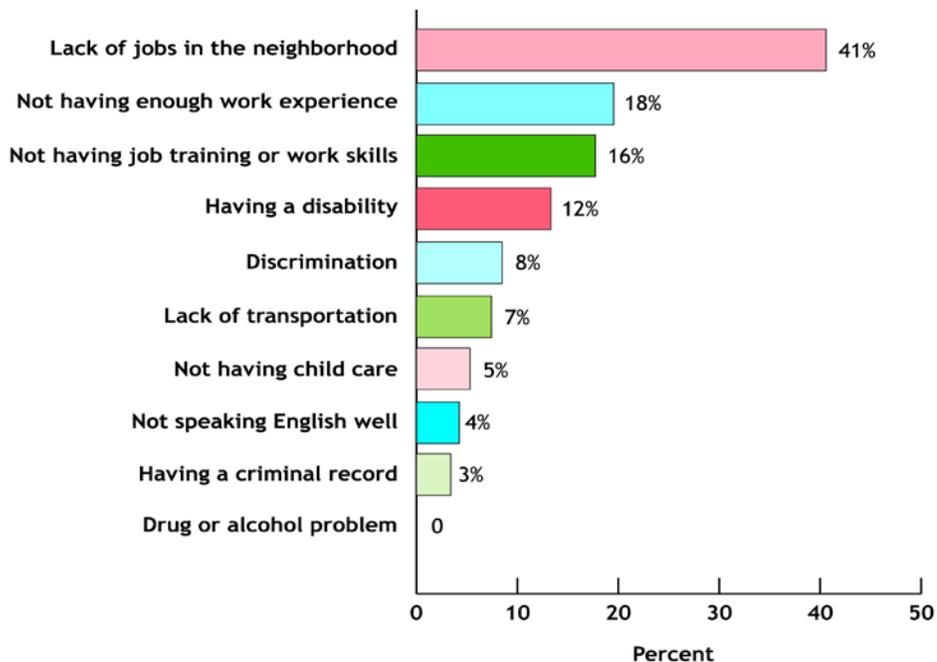
Employment

The higher proportion of older/retired people in the survey sample influences the data regarding employment status. The official census information indicated a higher rate of unemployment (13%) than the City as a whole (6%), and it is important to keep this disparity between the NRSA and the City as a whole in mind when considering employment issues.



Employment Barriers

Two-thirds (65%) of residents who were interviewed reported that they were working full or part time; 36% indicating that they were not currently working for pay. Remember that the survey sample include a disproportionate number of older adults; this influences the reported employment rate. In order to identify barriers to employment in terms of people finding and keeping a job, interviewers asked people to “think about their own experience with looking for a job or working during the last 12 months” and then select employment barriers that affected them. The top three ranked barriers were *lack of jobs in the neighborhood, not having enough work experience, and not having job training or work skills*. The following chart ranks the employment barriers in order.

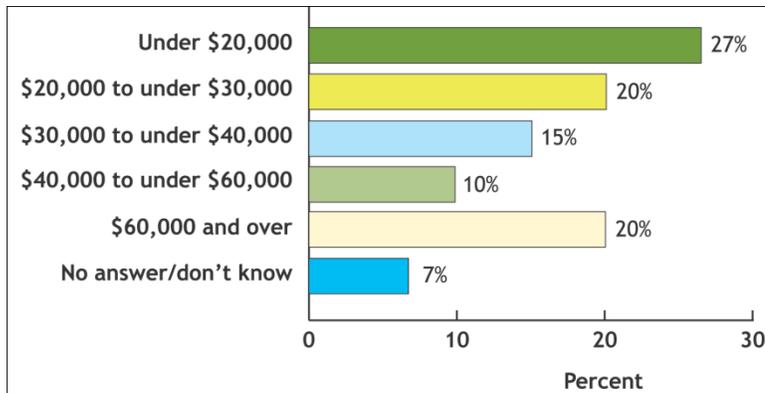


Income and Public Benefit Utilization

Income

The income distribution of the people who were surveyed confirms the neighborhood's status as one comprised of households with low and moderate incomes. Almost two-thirds of respondents (62%) had annual household incomes under \$40,000. The median family income for the neighborhood, according to the census (American Community Survey) is \$41,069. In other words, the surveyed group had somewhat lower incomes than the NRSA population as a whole.

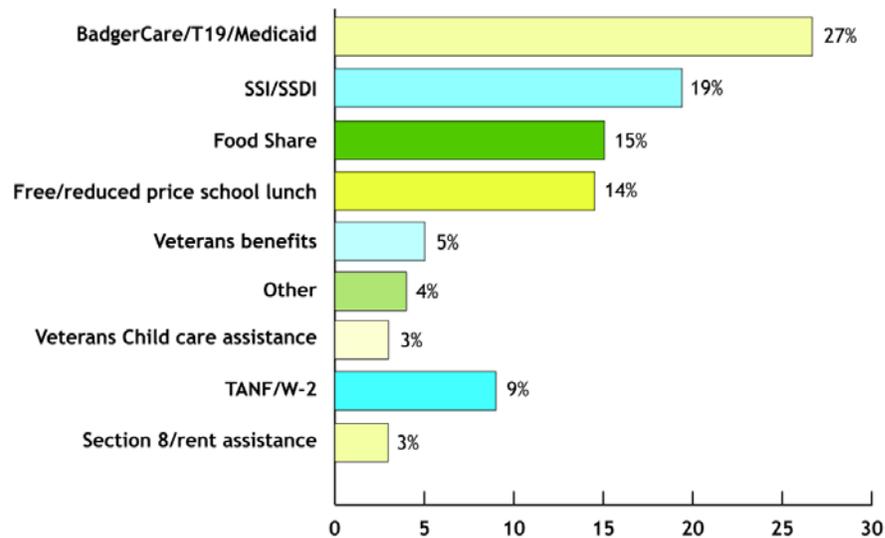
Income Levels (total family income before taxes)



Public Benefit Utilization

Public benefit utilization is another source of information about a neighborhood's economic well-being. First, eligibility for public benefits is often contingent on meeting low-income requirements. Second, public benefits represent a source of income that can be very important in the local neighborhood economy. Surveyed residents were asked if anyone in their household participated in the following public benefit programs.

Utilization of Public Benefits in Rank Order



There were some differences in public benefit utilization:

- Younger people (under 45) were more likely to use Food Share, Badger Care/T19, and free or reduced price lunch.
- Residents who were not working were more likely to have someone in the household receiving SSI or SSDI and more likely to be on Badger Care/T19.
- Women were more likely to indicate that someone in the household was on Badger Care/T19, Food Share, and free or reduced price lunch.
- Residents with lower levels of education were more likely to be using Badger Care/T19.

Resident Suggestions for Neighborhood Improvement

Interviewers asked residents this question: *“We are working on a plan to improve the economic health of this neighborhood. What do you think are the three most important things to focus on?”* Residents offered the following responses: improve housing conditions (34), improve street lighting (28), address the problem of unsupervised children and teens (27), create more jobs (21), clean up the neighborhood (19), reduce illegal drug/gang activity (18), increase community watch and neighborliness (12), improve police services (11), repair streets (8), deal with abandoned buildings (6), and other, e.g. need for a grocery store, taxes, noise (18).

Summary of Neighborhood Assessment

Assessment of Economic Conditions

The proposed Southside NRSA is one of Sheboygan’s oldest residential neighborhoods; because of this, the housing stock is very old and housing quality an increasing concern. NRSA residents have significantly higher rates of poor education, unemployment, low income, and poverty than City of Sheboygan residents as a whole. Residents express high levels of satisfaction with the neighborhood even while voicing significant concerns about unemployment, crime, housing quality, and the extent to which residents are willing to be involved in efforts to improve the community. The neighborhood also presents numerous assets, not the least of which is the diversity in land use that offers opportunities for job-generating economic development along the Indiana Avenue Corridor as well as in smaller pockets throughout the residential neighborhood.

Opportunities for Housing and Economic Improvement

The proposed Southside NRSA has significant potential for housing and economic improvement. Key attributes include:

- **Proximity to the downtown business district:** The Southside NRSA is directly south of Sheboygan’s downtown, separated from this major commercial/government district by the Sheboygan River where there is an increasing amount of redevelopment activity.
- **Inclusion in the Harbor Centre Master Plan:** The Southside NRSA is one of 13 districts of Harbor Centre and is included in the Harbor Centre Master Plan. The inclusion of the neighborhood in this redevelopment plan positions the area to benefit from new investment.

- **Indiana Avenue Redevelopment Plan and Implementation Strategy**

The Indiana Avenue Corridor is designated as a planning district within the larger Harbor Centre Master Plan. Phase 1 of the redevelopment plan from Lake Michigan to 14th Street will have a direct impact on the Southside NRSA. The specific redevelopment recommendations for the Indiana Avenue Corridor include:

- 1) *Develop a direct regional connection between Kohler and Sheboygan's lakefront "South Beach" area.*
 - 2) *Leverage regional economic assets through advancement of the Sheboygan Regional Foods Initiative in the urban core.*
 - 3) *Explore the potential location of a business incubator or commercialization center.*
 - 4) *Leverage local diversity through food and cultural businesses and amenities.*
 - 5) *Strengthen downtown, urban living amenities, and residential districts.²*
 - 6) *Improve bike and pedestrian connections to and through Indiana Avenue.*
- Development of the citywide bicycle path and walking infrastructure including extension of the Sand Dune Walkway, a floating boardwalk across the Sheboygan River, the Union Pacific Rail Line Trail – Phase II, and the Indian Avenue UP Rail Line Trail which will serve to increase transportation access and open the NRSA to new visitors/customers.
 - Diverse character of the NRSA in terms of the mix of residential, recreational, commercial, and manufacturing land uses that offers potential for both improved quality of life and significantly enhanced employment and economic development.
 - Commitment of neighborhood stakeholders, community organizations, and government departments, including law enforcement, to work collaboratively on neighborhood improvement efforts.
 - Lessons learned from the development and implementation of the Gateway Neighborhood Revitalization Strategy Area Plan (2009) relative to the coordination of resources to achieve planned objectives and, specifically, how to engage neighborhood businesses, landlords, and residents in the redevelopment process.

² Indiana Avenue Redevelopment Plan and Implementation Strategy, prepared by Vandewalle & Associates, adopted by the City of Sheboygan on 1/17/2010 as an Amendment to Sheboygan's Harbor Centre Master Plan Phase Three

Possible Economic Development Problems

The positive experience of the City's first Neighborhood Revitalization Strategy Area (Gateway Neighborhood) significantly enhances the likelihood of success for the Southside NRSA. With Gateway, the City has developed new capacity to partner with residents, businesses, and landlords; techniques used in Gateway are directly replicable in the Southside NRSA. At the same time, the City has developed ways to package and target scarce resources for maximum impact, using a staging strategy to achieve visible results in key clusters that can then leverage additional private investment. That said, there are potential economic development problems.

First, resource adequacy is always an issue relative to the implementation of a NRSA Plan. The NRSA designation by HUD allows greater flexibility in the use of federal funds; however, it does not result in any additional funding. The existence of a coherent plan that represents the involvement of a broad cross-section of stakeholders can attract new funding from both private and public sources but no specific funding source or amount is guaranteed. Therefore, the NRSA Plan has to be implemented within the constraints of current funding, more flexibly administered.

Second, efforts must be made to maintain the coordination and communication between the NRSA Plan, the Indiana Avenue Redevelopment Plan, and other targeted redevelopment activities. It is especially important that residents and other neighborhood stakeholders stay involved as the plan is implemented, especially as critical parts of the Indiana Avenue Redevelopment Plan are underway.

Third, engaging residents in community activities was seen as a major challenge among those interviewed as part of the Resident Survey; this was confirmed by the stakeholders involved in the planning process. Developing sustainable mechanisms for community involvement is an important task that is directly related to the future success of the NRSA Plan.

SECTION FIVE: ECONOMIC EMPOWERMENT

Goal 1: Improve the economic wellbeing of the neighborhood by encouraging business development that will generate jobs for residents.

Objectives:

- 1.1 Conduct an analysis of the neighborhood's commercial/retail inventory to identify goods and services for which there is significant unmet consumer demand.
- 1.2 Utilize a variety of economic development tools and incentives to attract business development that will generate jobs for residents, including tools such as TIF (Tax Incremental Financing), Sheboygan County Economic Development Corporation investment, and zoning and design standard flexibility to allow appropriate development in the neighborhood environment.
- 1.3 Improve utilization of the City of Sheboygan Economic Development Loan Program for small businesses.

Goal 2: Improve the quality of life in the neighborhood through efforts to improve public safety and increase community involvement.

Objectives:

- 2.1 Support the development of Southside neighborhood association as vehicles for resident involvement and crime prevention through activities such as block parties, neighborhood watch groups, community newsletter, neighborhood clean-ups, and events and activities for youth and families that utilize the area's assets such as King Park.
- 2.2 Enhance public safety by strengthening the partnership between the Sheboygan Police Department and community residents to implement crime prevention projects, improve communication using Nixle and other communication technologies, and promote self-policing and community problem-solving.
- 2.3 Improve traffic flow and pedestrian safety, specifically with regard to Indiana Avenue and the rotary, and develop pedestrian-friendly infrastructure throughout the NRSA including more walking and bike paths that connect the neighborhood with the rest of the City, parks, and the lakefront.

Goal 3: Significantly improve the quality of housing through enhanced code enforcement and investment in housing maintenance and rehabilitation.

Objectives:

- 3.1 Develop a pro-active housing inspection program that focuses efforts of the Building Inspection Division on targeted areas of the NRSA and establishes consumer-friendly methods such as a call center or website to seek building inspection attention to problem properties.
- 3.2 Increase utilization of the Owner-Occupied Loan Program, Rental Rehabilitation Loan Program, and Lead Hazard Reduction Program to address housing maintenance and rehabilitation needs of qualified neighborhood residents using a cluster approach to generate visible improvements that can be expanded throughout the neighborhood.
- 3.3 Improve resident awareness of city programs and community resources such as Partners Homebuyers and Home Rehabilitation Program, Salvation Army, Boys and Girls Club, and the City's landlord training program.

Goal 4: Continue to invest in public infrastructure within the Neighborhood Revitalization Strategy Area.

Objectives:

- 1.1 Implement public infrastructure improvements that directly contribute to an increased community perception of personal and traffic safety including attention to the neighborhood's gateway/rotary on Indiana Avenue, pedestrian access to shops and other resources, lighting, seating, and signage.
- 1.2 Support improved pedestrian and bicycle connections to area parks, lakefront, and the downtown business districts.

SECTION SIX: PERFORMANCE MEASUREMENTS

NRSA Goal	1 Year Outcome	5 Year Outcome
<p>1. Improve the economic wellbeing of the neighborhood by encouraging business development that will generate jobs for residents.</p>	<ul style="list-style-type: none"> • One new business start-up or expansion completed resulting in a minimum of 3 new jobs • Completion of one entrepreneur education workshop • One neighborhood employment opportunities/resources fair conducted 	<ul style="list-style-type: none"> • Five new business start-ups and/or expansions completed resulting in a minimum of 20 new jobs
<p>2. Improve the quality of life in the neighborhood through efforts to improve public safety and increase community involvement.</p>	<ul style="list-style-type: none"> • Viable neighborhood association established as evidenced by one successful community event or project involving a minimum of 15 residents • Measurable improvement in residents' sense of public safety as measured by neighborhood survey • Increased support for community service officers • Continuation and enhancement of support for CDBG-financed public services 	<ul style="list-style-type: none"> • Three sustainable neighborhood associations • Improved quality of life as measured by neighborhood resident survey
<p>3. Significantly improve the quality of housing through enhanced code enforcement and investment in housing maintenance and rehabilitation.</p>	<ul style="list-style-type: none"> • Increase in the number of code violations that are successfully remediated by up to 10% through coordination of the efforts of the Building Inspector and Neighborhood Officer to address neighborhood issues • Increase in utilization of the Owner-Occupied Loan Program, Rental Rehab Loan Program, or the Lead Hazard Reduction Program by 3 additional loans • One information meeting conducted for NRSA landlords and other stakeholders regarding code enforcement and improvement resources 	<ul style="list-style-type: none"> • Improved housing quality as evidenced by code violation data, observation, and resident survey • 15 additional loans made using the Owner-Occupied Loan Program, Rental Rehab Program, and Lead Hazard Reduction Program and improvements completed • Annual information meetings and/or other informational outreach efforts conducted
<p>4. Continue to invest in public infrastructure within the Neighborhood Revitalization Strategy Area.</p>	<ul style="list-style-type: none"> • Completion of street, sidewalk, and street lighting improvements in the NRSA • Completion of one traffic calming measure along Indiana Avenue/Rotary Circle 	<ul style="list-style-type: none"> • Completion of 3 projects to enhance pedestrian and/or bicycle access to the central business district