

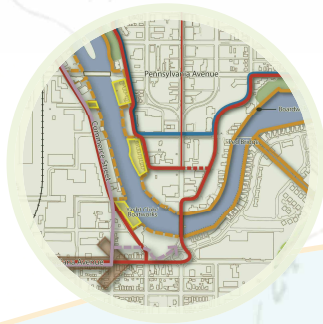
# THE HARBOR CENTRE MASTER PLAN

PHASE THREE

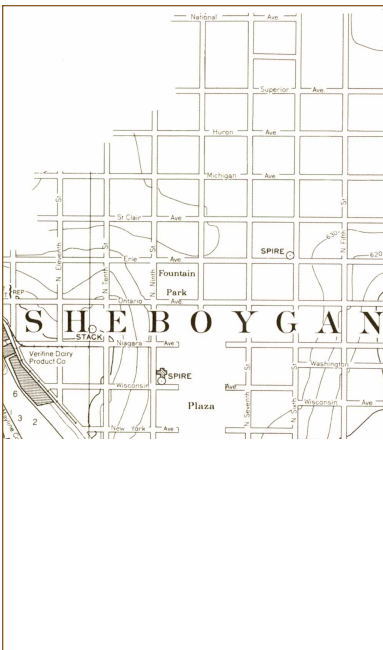
S H E B O Y G A N ✦ W I S C O N S I N

Sheboygan Reef

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N"2"



ADOPTED DECEMBER 2007



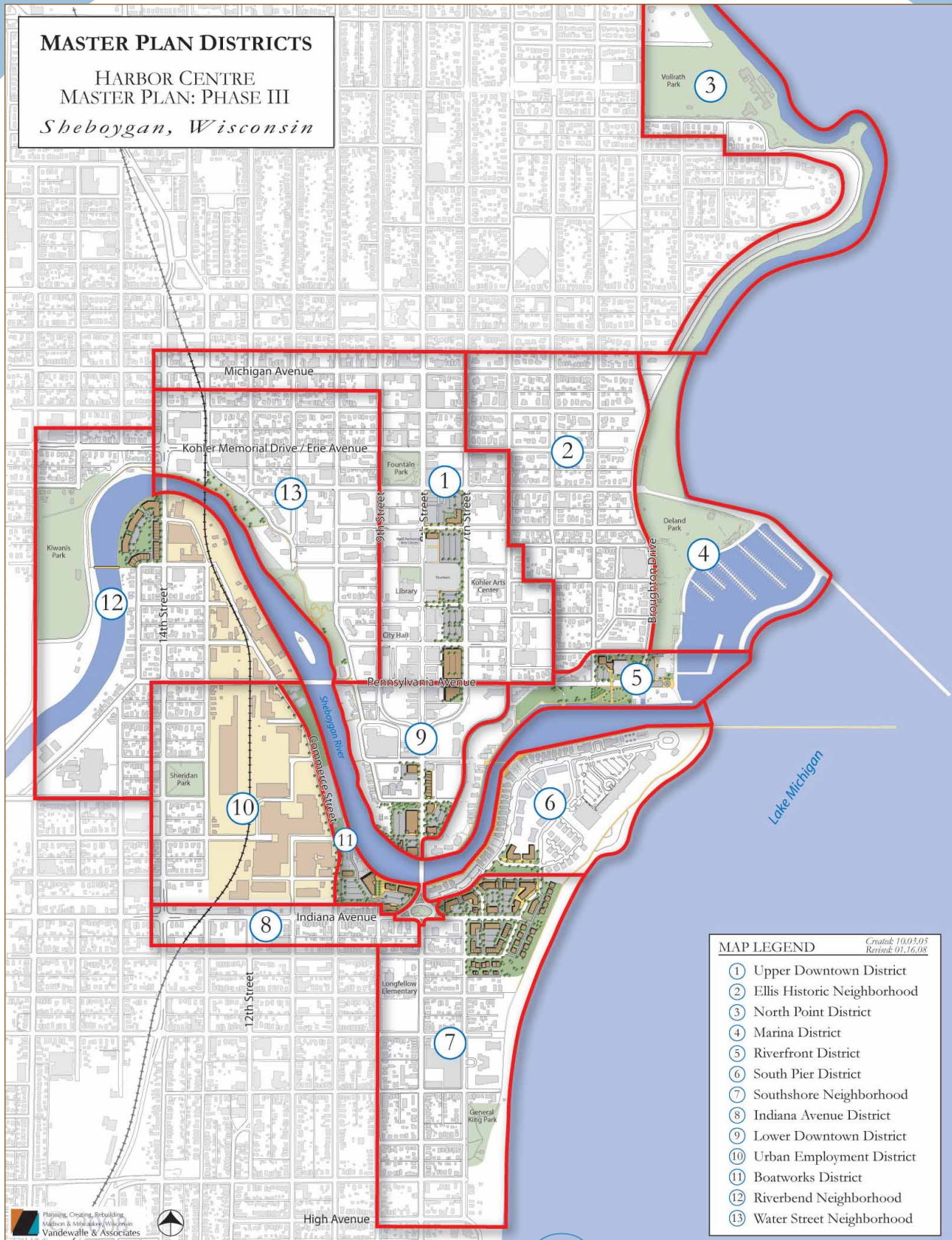
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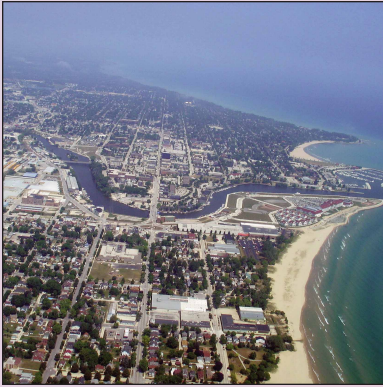
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# THE HARBOR CENTRE MASTER PLAN

## PHASE THREE





# INTRODUCTION

Harbor Centre Phase Three is the continuation of a comprehensive long-range vision that links the future with the rich heritage of the City of Sheboygan, steeped in entrepreneurial spirit, maritime industry and recreation. Harbor Centre Phase Three is a 10- to 20-year plan for continued development and revitalization of Sheboygan's core that builds upon the tremendous accomplishments achieved in the first two Harbor Centre phases.

## LEGACY OF HARBOR CENTRE MASTER PLANNING

For the past 15 years the City of Sheboygan has been engaged in a public/private partnership with the Sheboygan Development Corporation which culminated in the Harbor Centre Master Plan. The original plan was approved in 1990. Implementation of the initial Harbor Centre Master Plan was extremely successful, leading to the need for additional community development strategies and thereby the creation of the Harbor Centre Master Plan Phase Two in 1995.

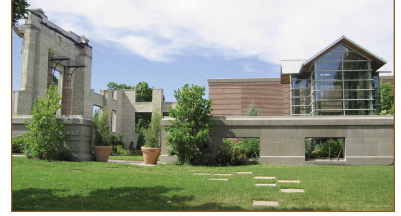
The first two phases of the Harbor Centre Master Plan integrated economic, physical, environmental, community and human development in a comprehensive manner. Phase Three of the Master Plan will continue to focus on the original elements while targeting the following goals established in the first two phases of the plan.

- Create a comprehensive long-range vision which links the future of Sheboygan's downtown, lakefront and riverfront with its rich historic past and 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.



## CONTINUED CATALYST FOR COMMUNITY DEVELOPMENT

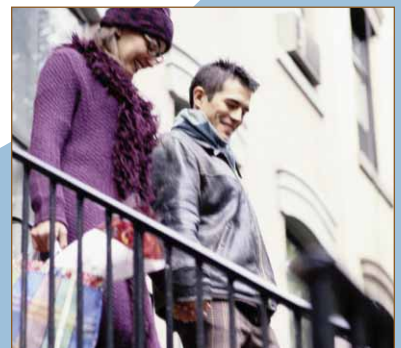
- Established Harbor Centre Marina, a 400 slip marina, and expanded Deland Park as Harbor Centre's festival park.
- Located the Lottie Cooper shipwreck at Deland Park on Sheboygan's lakefront, celebrating Sheboygan's maritime heritage.
- Established adaptive reuse and preservation of the toy factory for mixed income residential development.
- Developed a new downtown riverfront neighborhood with mixed income residential development in the Water Street neighborhood.
- Expanded the historic shanty village in the Riverfront District with retail, office and entertainment uses.
- Redeveloped the Reiss Coal Company's brownfield site in the South Pier District for use as a 183-room all-suite resort, Blue Harbor Resort and Conference Center, with indoor waterpark, convention center, spa and 64 luxury rental condominiums.
- Continued redevelopment of the South Pier District with retail, residential and entertainment uses including the construction of the Triple Play Family Fun Zone, 20,000 square foot sports and recreational complex.
- Rehabilitation is underway of the Historic Reiss office building for reuse as condominiums on the Sheboygan River.



## GOAL OF HARBOR CENTRE MASTER PLAN PHASE THREE

The goal of Phase Three is to guide Sheboygan through the next stage in master planning and implementation—to capitalize on the existing assets of Harbor Centre and increase the opportunity for downtown employment, living and recreation. Strategic focus on the following opportunities can assist in development of the “live, work, play” center of Sheboygan – Harbor Centre.

Years of proactive planning and implementation led by Phase I and Phase II of the Harbor Centre Master Plan have allowed Sheboygan to cross a threshold. Traditionally people of have been attracted to the area due to assets in the communities surrounding Sheboygan. Sheboygan typically managed to draw a fraction of those visitors to their downtown. Now, in addition to attracting people to downtown Sheboygan from the surrounding areas, the community is poised to attract visitors, businesses and new residents on its own accord. Sheboygan's assets include an outstanding quality of life with a relatively low cost of living, low crime rate, excellent educational system and access to tremendous natural resources. These assets and opportunities put Sheboygan in a position to further its master planning implementation efforts and attract additional outside capital to the community.

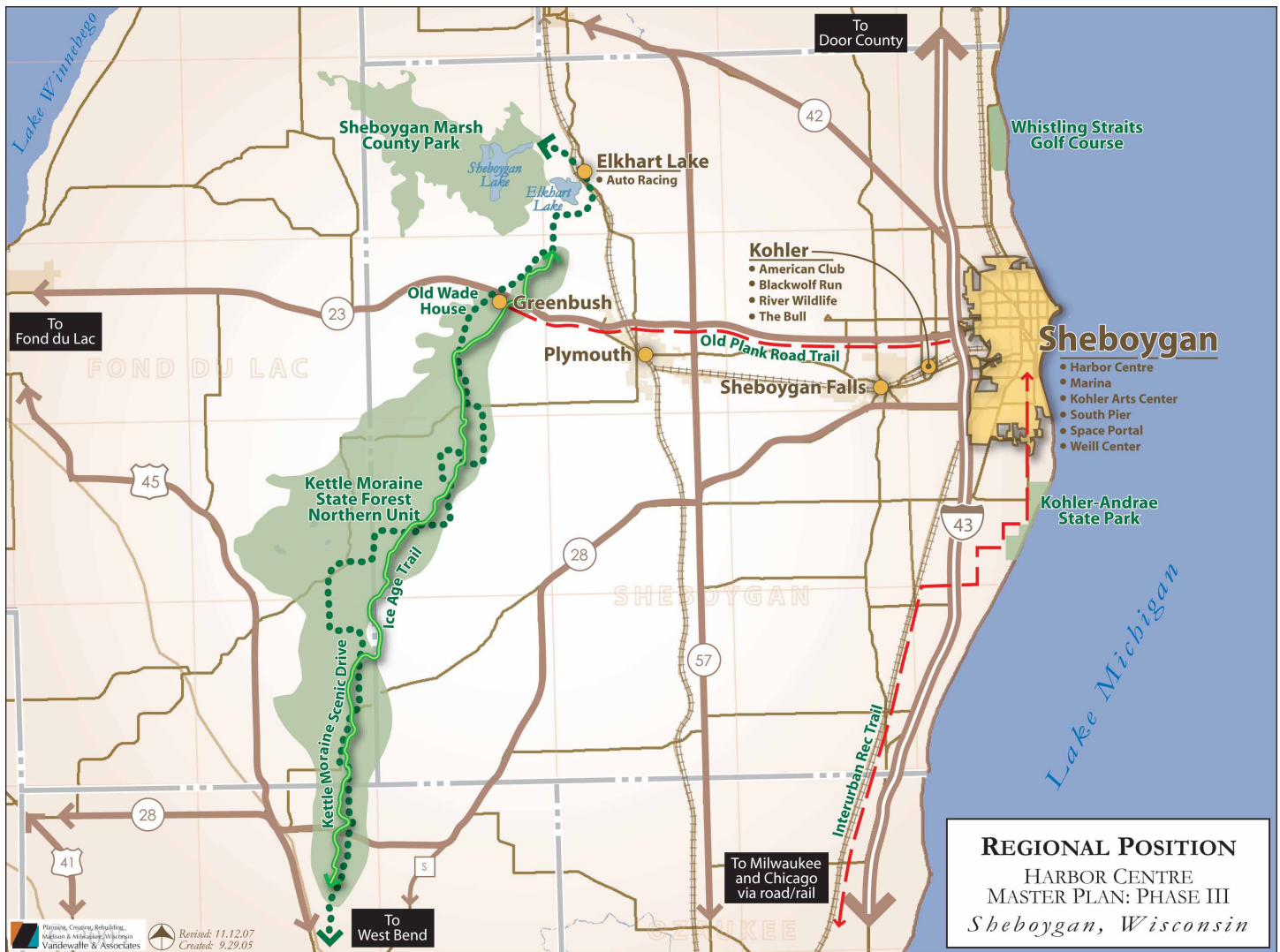




# FOUNDATIONS OF THE HARBOR CENTRE PLAN

## REGIONAL POSITION

Sheboygan is situated along an important tourism corridor in Wisconsin, easily accessible to travelers heading north to Door County and the Green Bay area, and to those heading south to Milwaukee and Chicago. Historically families, students and groups would travel to the region with a primary destination of Kohler and Elkhart Lake. Today, Sheboygan itself is a tourist destination with many attractions including: the Weill Center for the Performing Arts, the John Michael Kohler Arts Center, the Blue Harbor Resort and Conference Center, the Harbor Centre Marina, the future Great Lakes Aerospace Science & Education Center (GLASEC), the Sheboygan County Farmers' Market, as well as regional parks, and a downtown district with local shops and restaurants.





## TRENDS & INITIATIVES

The community has coalesced planning and economic development progress that has occurred in Sheboygan over the past 15 years. Implementation of the Harbor Centre Phase Three Master Plan will allow the City to complete the critical mass that is needed to sustain Sheboygan as a regional economic power, high-quality residential community and tourist destination. Phase Three of the focuses on living and doing business in the city – emphasizing capital investment and attraction of businesses and people to Harbor Centre. Execution of the following initiatives will increase economic opportunity in Sheboygan as well as facilitate Phase Three implementation.

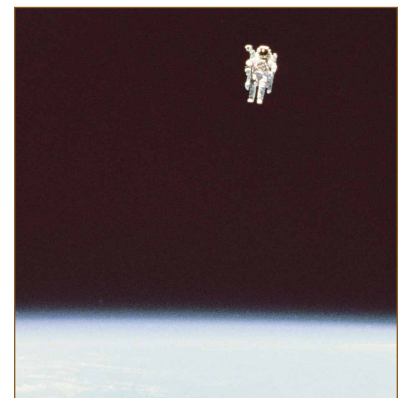
### CREATIVE CLASS ENTREPRENEURS

According to the U.S. Bureau of Labor Statistics, by 2015, one in five (20 percent) of all U.S. workers will be 55 or older. That means nearly 20% of the active workforce – the “Knowledge Class” – will be eligible for retirement in the next 10-20 years. While the workforce continues to replenish itself, the knowledge base of the baby boomer generation must be harnessed to increase business opportunity.

Sheboygan, through the Harbor Centre Master Plan, must capture the wealth of “entrepreneurial spirit” that exists in Sheboygan and the surrounding communities. The ideas and capital of the entrepreneurial leadership can guide the development of new businesses, products and community growth. Sheboygan should encourage the development of an entrepreneurial strategy, where executives with capital can partner with entrepreneurs for business creation and expansion. An example of a successful entrepreneurial leadership program is the Fluno Center in Madison, Wisconsin. The Fluno Center is a \$24 million, eight-floor, state of the art educational learning facility which contains an auditorium, classrooms, meeting and conference space, overnight guest rooms, dining, fitness room and study pub. This center provides programs such as company and industry-specific symposiums, seminars and conferences and provides the learning atmosphere for entrepreneurial growth in the community.

### AEROSPACE ECONOMY

Harbor Centre can capture the opportunity presented by the current thrust for aerospace education and economic development in Sheboygan. Wisconsin is home to the Midwest’s only proposed commercial spaceport and launch site. Nationwide, there are currently five U.S. federal spaceports, three commercially-licensed spaceports, and thirteen proposed spaceports. The FAA/MOA restricted air space R-6903 off of the Wisconsin shoreline from Manitowoc to Port Washington has historically been used for inert air-to-air and air-to-surface delivery, defensive countermeasures training, and sonar buoy drops. Currently, the City of Sheboygan holds a certificate of site approval from the Wisconsin Department of Transportation for the future construction of a public use spaceport – Spaceport Sheboygan.





The Sheboygan Development Corporation is in the early planning stages of the Great Lakes Aerospace Science & Education Center at Spaceport Sheboygan which will be positioned to expand informal education opportunities in the fields of science, engineering and mathematics in Wisconsin; advance Wisconsin's economic position in the aerospace industry; and develop additional opportunities for entertainment and tourism in Sheboygan.

Aerospace research and technology is an active, yet underutilized industry in the Wisconsin economy. The convergence of aerospace industry experts, educational institutions, private and nonprofit organizations, specialists in the aerospace industry in Wisconsin, and the proximity of the only Midwest spaceport in Sheboygan provides a rare opportunity to create this compelling regional institution. Sheboygan must preserve the restricted airspace off of Sheboygan's lakeshore and utilize its location in Sheboygan to create an aerospace education and technology industry center.



### REGIONAL FOOD/PUBLIC MARKETPLACE

The U.S. has experienced over 20% growth in organic food and food products production since the 1990s. The organic and regional food industry has become one of the fastest growing economic sectors in agriculture. Food and agriculture have historically been central to the Midwest economy. Sheboygan should tap into this expanding market place to encourage new homegrown businesses, create jobs and advance the local economy. Promotion of a healthy regional food system will enhance Sheboygan's high quality of life. A renewed commitment to the protection, growth and development of these sectors will provide local food security and contribute to the health and well-being of residents. The opportunity exists to expand the already popular Sheboygan County Farmers' Market into a year-round marketplace that will include food, goods and crafts created in the local economy for consumption throughout the region.



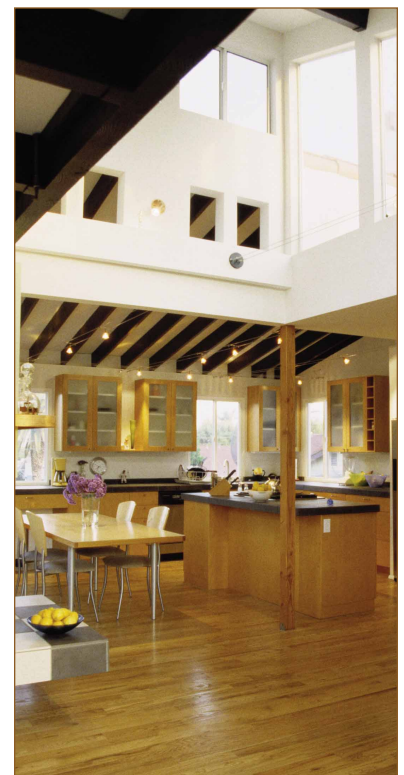
Urban dwellers today are being drawn back to local businesses as opposed to national big boxes and chain retail superstores. The Harbor Centre districts are suited for local business development with the appropriate scale and density, as well as vital character and pedestrian friendliness. Harbor Centre is the place for residents and visitors to experience an urban village.





## URBAN EMPLOYMENT & HOUSING

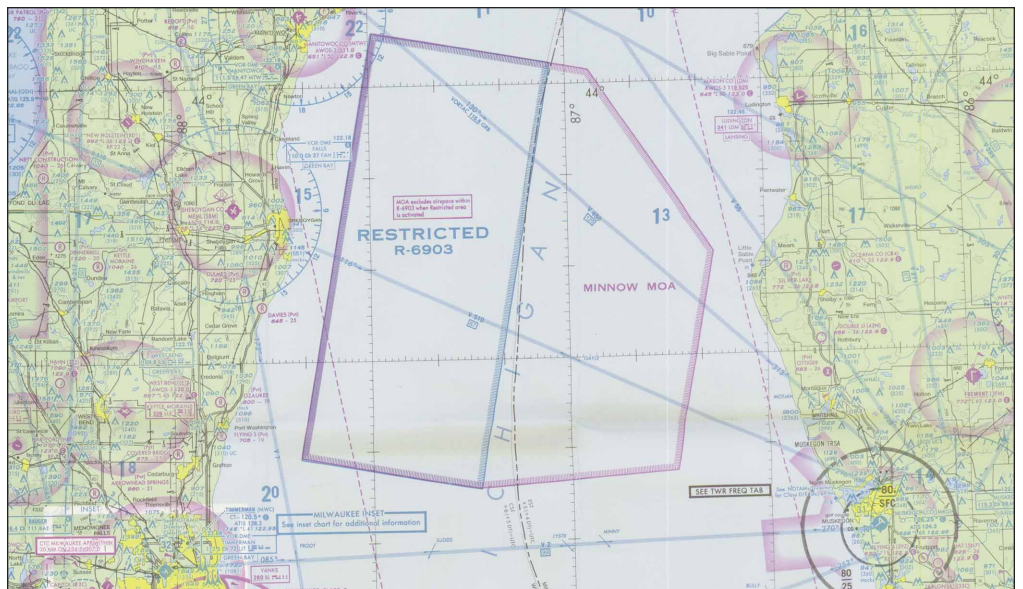
Downtown living is on the rise. Across the Midwest recent new construction and rehabilitated historic buildings have been filled by young professionals, empty-nesters, senior citizens and young families looking to live close to employment and amenities. In Sheboygan, downtown living is increasing in the Harbor Centre planning area as well. Increased employment opportunity as well as residential development to facilitate the live-work environment in Harbor Centre will continue this trend. Proactive implementation of City programs, such as the economic development loan program, historic preservation grant program and the housing rehabilitation program will assist in the facilitation of the live-work environment in Harbor Centre.



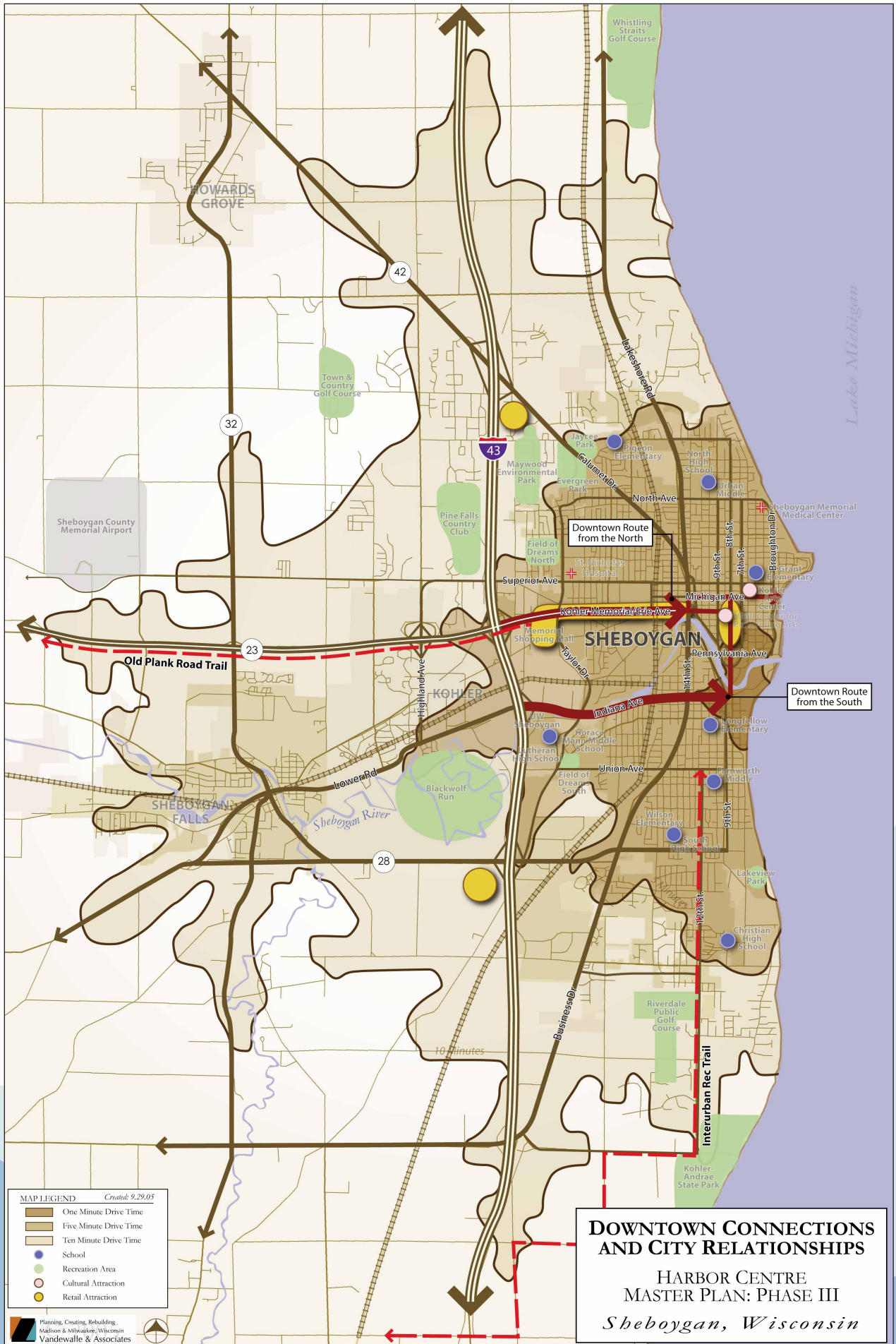


## HARBOR CENTRE CONNECTIONS

Connectivity to Harbor Centre from outlying areas, as well as within Sheboygan, is important to the success of the area in terms of tourism, business development and the interests of residents. Fortunately, Sheboygan's Harbor Centre is well connected to the region's attractions and natural resources. Kohler Memorial Drive, the Old Plank Road Trail and Indiana Avenue lead to Harbor Centre from the west. I-43 and Lakeshore Drive/14th Street provide the north-south connection to Harbor Centre. Phase Three will make the most of Sheboygan's connections to regional attractions as well as the existing and developing destinations in Sheboygan.







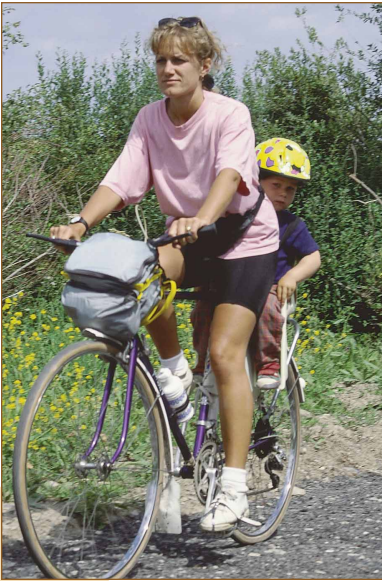


## TRANSPORTATION ROUTES

Transportation routes within Sheboygan leading to and through Harbor Centre will influence the success of the area's districts. The types of routes vary by primary function. A description by type of transportation route follows.

### AUTO LOOP

The auto loop indicated in the following map highlights Sheboygan's "pleasure drive". The auto loop provides connectivity throughout Harbor Centre and to the I-43 and STH 23/Kohler Memorial Drive corridors. From Kohler Memorial Drive/Erie Avenue, Michigan Avenue provides the most direct route to the lake and connects to Broughton Avenue at the northeast section of the auto loop. 8th Street is the arterial route through Harbor Centre from both Indiana Avenue and Kohler Memorial Drive connecting travelers to Sheboygan's downtown core. Travel along the auto loop within Harbor Centre will provide residents and visitors with convenient access to, and extraordinary views of, Sheboygan's scenic lakefront, riverfront, beaches and the Harbor Centre commercial districts.



### URBAN RECREATION TRAIL

The Urban Recreation Trail provides bicyclists with a similar experience to the auto loop providing scenic views along Sheboygan's riverfront and lakefront.

### INTER-URBAN TRAIL

The potential Inter-Urban Trail plans for an on-road bike route through Harbor Centre with connections to on-road bike routes heading south on 12th Street and along the abandoned rail corridor north of Michigan Avenue. The bike route would run along Commerce Street in the Urban Employment and Boatworks District. The provision of an on-road bike lane on Commerce Street would provide a safe route for commuters traveling through the district on bicycle.



### RIVERWALK

The Harbor Centre Riverwalk provides public access to the Sheboygan riverfront. The extended Riverwalk illustrated in the following map plans for extensive access to the riverfront throughout Harbor Centre. This circuitous plan allows residents and visitors to explore the many districts of Harbor Centre on foot.

### SAND DUNE WALKWAY

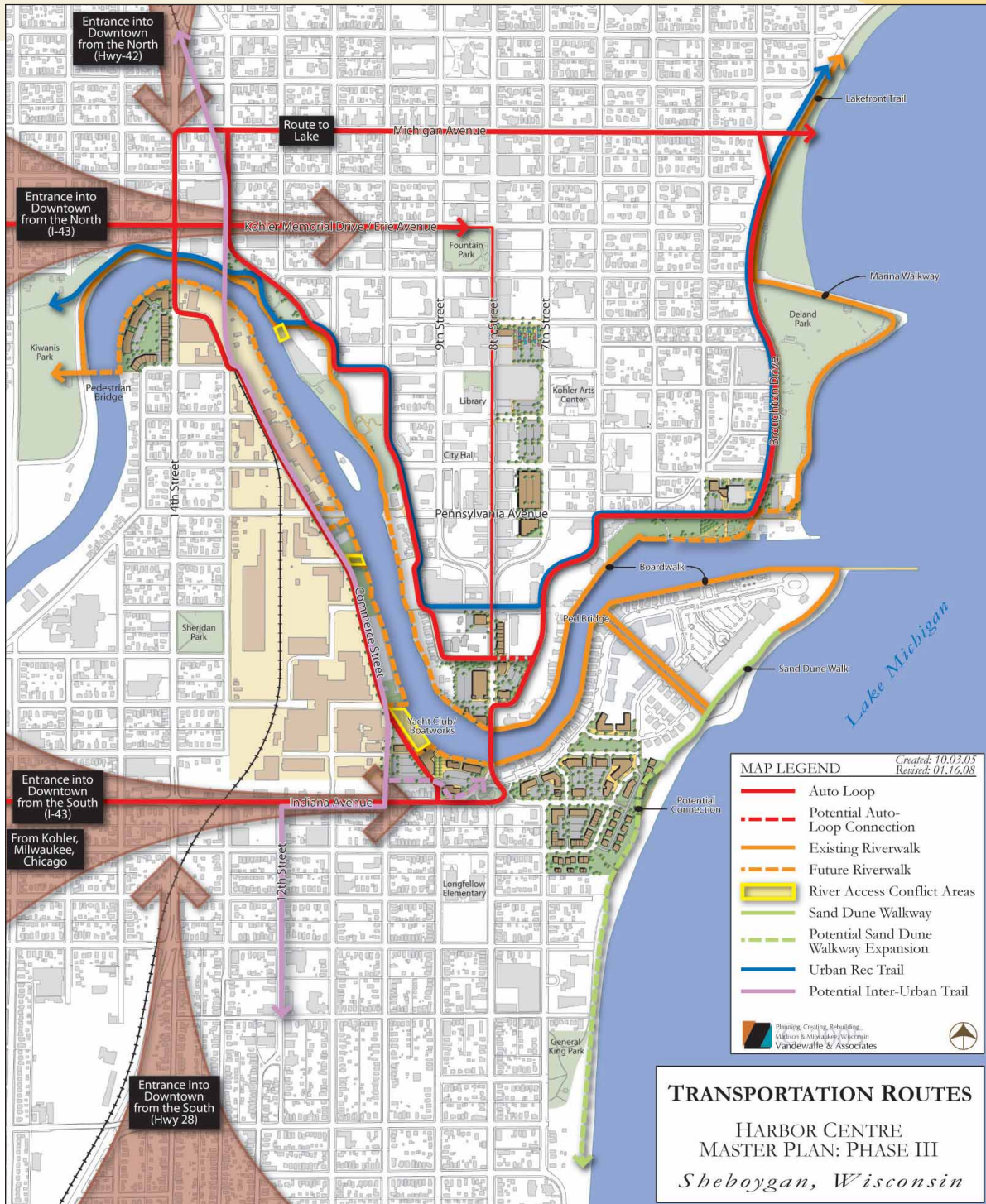
The Sand Dune Walkway allows Sheboygan residents and visitors to walk the beach in front of the Blue Harbor Resort along a boardwalk path. A future extension of the walkway could connect to the Southshore Neighborhood's King Park. This extension would provide trail access to the neighborhood and allow residents to connect to the riverwalk via the Sand Dune Walkway.





## COMMERCIAL NEIGHBORHOOD CORRIDORS

Phase Three plans for strengthened neighborhood commercial areas with services along the following corridors to serve surrounding residential districts: Pennsylvania Avenue, Michigan Avenue, 14th Street and Indiana Avenue.



# PHASE THREE OPPORTUNITIES



Phase Three of the Harbor Centre Master Plan is guided by Sheboygan’s favorable regional position, connections and the positive trends and initiatives identified as the catalyst for future progress in the central core of Sheboygan. All of these assets and opportunities have been coalesced into six distinct “High Priority Opportunity Focus Areas” to be focused on in implementation of Phase Three. These areas of opportunity involve eight of the thirteen total districts in the Harbor Centre planning area. The eight “Phase Three Opportunity Districts” are explored in more detail in the following section. In addition, proposed projects are identified for each of the Opportunity Districts to guide Phase Three implementation for the next decade.

## INNER RIVERFRONT

The Inner Riverfront Opportunity Area has the potential to become an active, working riverfront. Active in the sense that the riverfront could be returned to public use with the development of a riverwalk, and the presence of restaurants and retail uses at the river’s edge; and a working riverfront through the expansion of the existing boatworks cluster in the area.

## UPPER DOWNTOWN

Opportunities identified for downtown Sheboygan in Phase Three build upon the improvements that have already occurred downtown over the past 15 years. In Phase Three, the Upper Downtown Opportunity Area focuses on the potential for downtown to define itself as the entertainment, employment and residential core of Sheboygan. The presence of the Sheboygan County Farmers’ Market, Kohler Art Center, Weill Performing Arts Theatre, Above & Beyond Children’s Museum, City and County government, and numerous other employers downtown sets the stage for Phase Three implementation.

## LOWER DOWNTOWN GATEWAY

Downtown Sheboygan, south of Pennsylvania Avenue, has the potential to become Harbor Centre’s community retail and services hub. Redevelopment of key site in the Lower Downtown Opportunity Area could provide opportunities to create amenities currently lacking in Harbor Centre.

## SPACEPORT

The Spaceport Opportunity identifies the education, technology and tourism potential made possible through the development of the Great Lakes Aerospace & Science Education Center at Spaceport Sheboygan in the City of Sheboygan Municipal Auditorium and Armory building, just onshore from the existing restricted “portal to space” in Lake Michigan.



## SOUTH SHORE

Sheboygan's South Shore Opportunity is to maintain its role in Harbor Centre as a residential community-based neighborhood. As redevelopment occurs in the area specific attention should be paid to blending new development into the fabric of the existing residential area, while also increasing community access to the lakefront.

## LIVE/WORK NEIGHBORHOOD

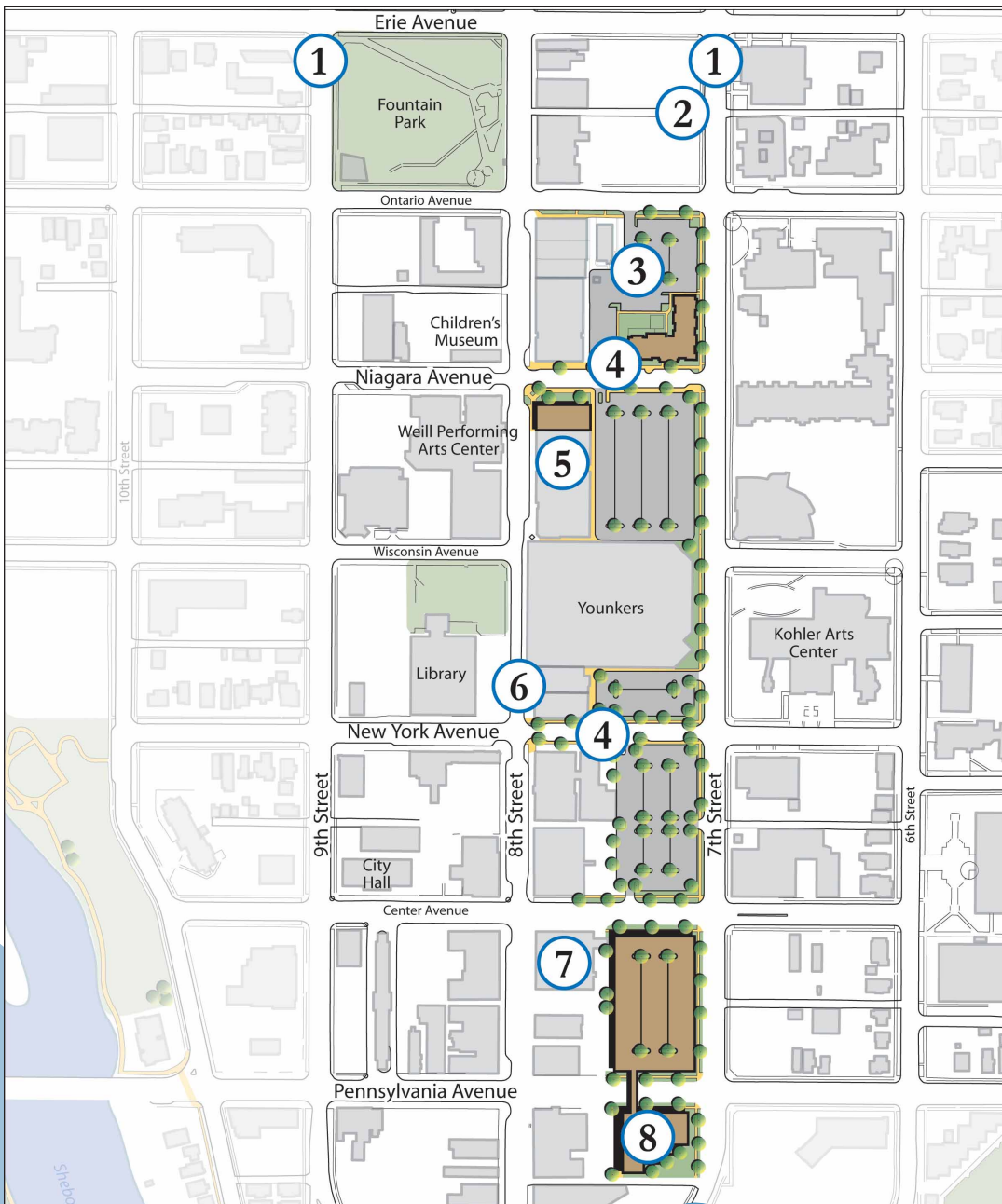
The Live/Work Neighborhood Opportunity is centered on the maintenance of balanced urban neighborhoods within Harbor Centre. As more commercial and residential development occurs within the Harbor Centre districts, diverse residential, employment and neighborhood commercial uses should have a strong presence in the appropriate districts.



# PHASE THREE OPPORTUNITY DISTRICTS

## DISTRICT 1: UPPER DOWNTOWN DISTRICT

*During Phase Three, new initiatives include the expansion and permanent location of the Sheboygan Farmers' Market and the increase of employment in the City's core.*





## DISTRICT DESCRIPTION

The Upper Downtown District is Sheboygan's core commercial corridor linking employment, retail and service businesses to the City's downtown residential and surrounding residential neighborhoods. The first two phases of the Harbor Centre Master Plan included concentrated revitalization projects in the downtown business district, accomplishments to date include:

- Restoration of Sheboygan's historic theatre as the Stefanie H. Weill Center for the Performing Arts, home to the Sheboygan Symphony;
- Location of the bus transfer station downtown, including location of a Greyhound ticket office at the transfer station;
- Creation of the Harbor Centre Business Improvement District; and
- Location of the Sheboygan Farmer's Market and a growing interest in the regional foods movement with local restaurants.

Harbor Centre Master Plan Phase Three strives to further strengthen the Upper Downtown District with continued focus on retail and service business infill and the expansion of the downtown employment district. In order to promote the regional foods initiative and complement existing downtown entertainment uses the Sheboygan County Farmers' Market should create a permanent location downtown at a strategic location central to other civic uses.

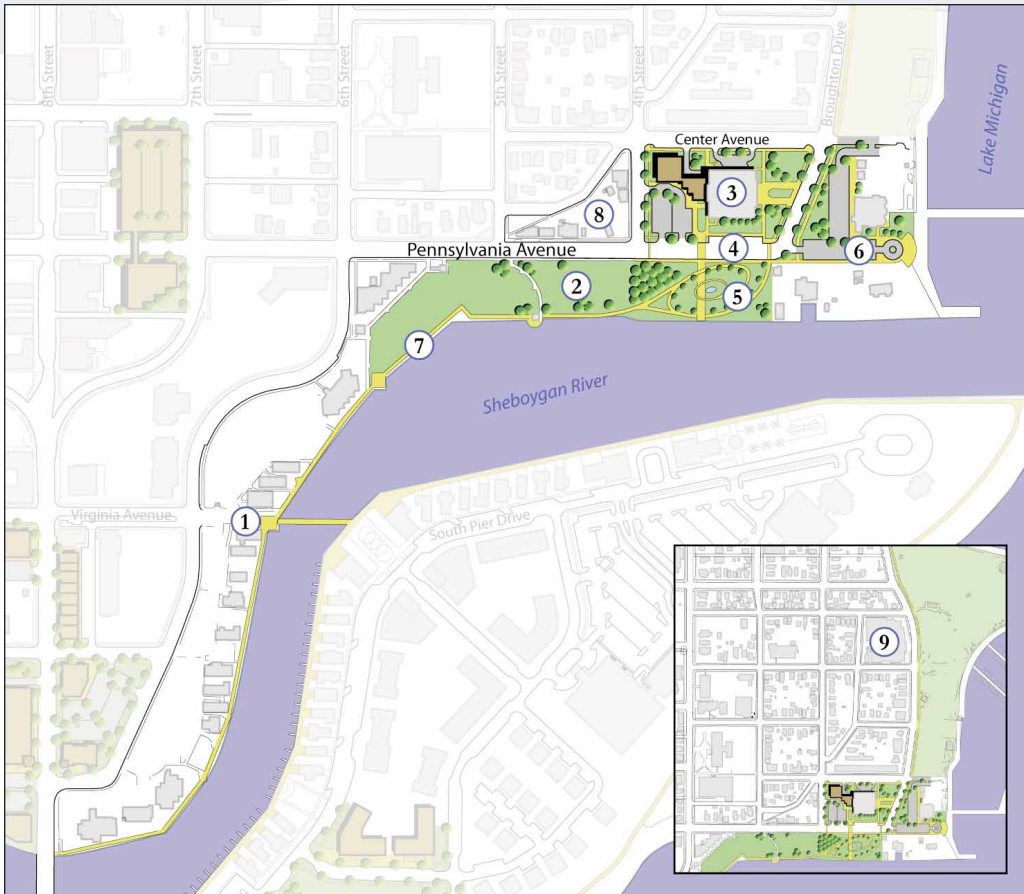


## PROPOSED PROJECTS

1. Enhance downtown circulation with the removal of the one-way pairs, 7th and 9th Streets between Pennsylvania and Erie Avenues.
2. Redevelop 7th Street frontage from Erie to Ontario for mixed-use townhome and retail. Develop single deck parking lot behind new mixed-use development to support housing, residential, public market, theatre and art center parking needs.
3. Redevelop the parking lot on 7th Street between Ontario and Niagara for hotel and/or extended stay lodging use to provide additional downtown lodging opportunity especially for the corporate market in the City of Sheboygan.
4. Extend Niagara Avenue and New York Avenue between 7th Street and 8th Street to improve downtown circulation. Create on-street parking along Niagara and New York Avenues to provide additional public parking.
5. Develop a year-round public market building at the vacant 8th Street parcel.
6. Enhance ongoing business district improvements with a downtown public art program along 8th Street.
7. Consider Grand Hotel conversion to residential units or extended stay hotel use with single deck parking structure at the current Salvation Army site. Relocate Salvation Army within downtown.
8. Redevelop the open lot at 7th and Pennsylvania for office use to expand downtown's business and employment base.

**DISTRICT 5:  
RIVERFRONT  
DISTRICT**

*During Phase Three, new initiatives include the adaptive reuse of the Army and expansion of the public riverwalk to connect to the lakefront.*



MIGUEL ROSALES, AIA, RGA Transportation Architects



## DISTRICT DESCRIPTION

The Riverfront District revitalization has occurred over the past 20 years. Successful projects in the Riverfront District include:

- Renovation of historic commercial fishing shanties into Shanty Village;
- Construction of the scenic riverfront boardwalk;
- Construction of new docking facilities for recreational boaters and the charter fishing fleet;
- Development of condominiums at the intersection of Pennsylvania Avenue and Riverfront Drive;
- Construction of Rotary Park for recreational and special event use at the riverfront; and
- Proposal of a pedestrian swing bridge at Virginia Ave to connect the Riverfront District to the South Pier District.

Phase Three of the Harbor Centre Master Plan turns the implementation focus toward connectivity within the Riverfront District and between the surrounding districts. The proposed pedestrian bridge at Virginia Avenue will connect the Riverfront, Lower Downtown, and Upper Downtown Districts to the newly redeveloped South Pier District. The creation of this pedestrian route is vital to the success of this newly created entertainment district and is the key to making the entire Harbor Centre planning area accessible and tourist friendly.

Phase Three also turns an implementation focus to the northeast section of the Riverfront District. This section of the district is an integral piece in connecting the activity of the South Pier and Shanty Village to the Marina District by creating new riverfront uses and linking the riverfront boardwalk to the Lakefront Trail along Broughton Drive. Two key sites for the district include the “Green” warehouse building and the City of Sheboygan Municipal Armory.

Preferred redevelopment of the Green Building is for public open space to preserve the view corridor and provide a direct pedestrian connection from the Armory to the riverfront. Secondary redevelopment preference for the site is high-quality residential development 2 to 3 stories in height. Residential development must preserve street-level views to the harbor and lake and provide access to the extended public riverwalk.

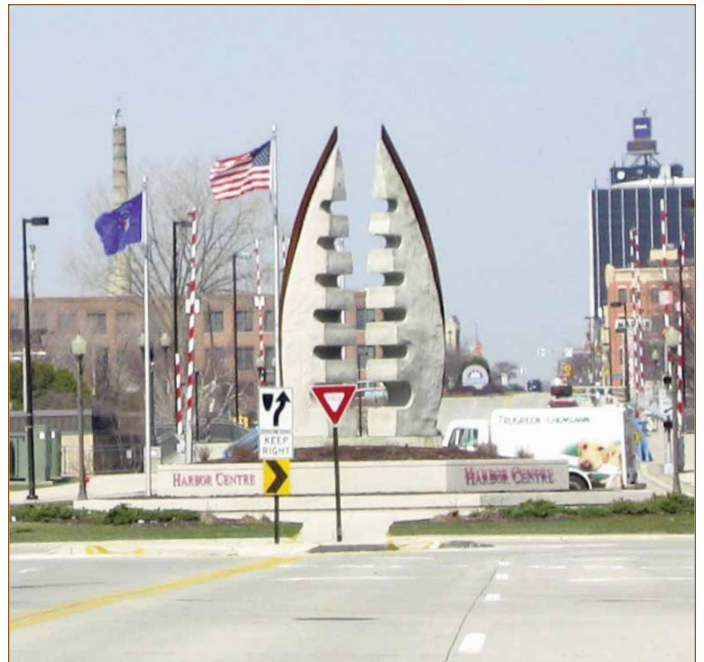
The Sheboygan Development Corporation is spearheading the effort to create the Great Lakes Aerospace & Science Education Center at Spaceport Sheboygan (GLASEC) in the Amory just onshore from the existing restricted “portal to space” in Lake Michigan. GLASEC will provide children and educators with enhanced educational opportunities in the fields of math, science, engineering and aerospace as well as expand the State of Wisconsin’s economic position in the field of aerospace technology. Features of GLASEC include a domed large format theater and planetarium, interactive exhibits, laboratory classrooms, Astronauts of Wisconsin exhibit, restaurant and retail store. The original character of the Armory will be preserved as the site is renovated to provide additional active use for the public in the Riverfront District.

## PROPOSED PROJECTS

1. Create a pedestrian bridge at Virginia Avenue to connect the Riverfront District to the South Pier.
2. Redevelop the Green Building property for public open space “spaceport park” with a fountain focal point as part of the riverfront park extension. This park would provide a direct pedestrian connection from the Armory to the riverfront.
3. Adaptive reuse of the Armory building and site to enhance its function as a major public visitors site such as the proposed Great Lakes Aerospace Science & Education Center at Spaceport Sheboygan.
4. Develop on-street parking on Pennsylvania Avenue as well as streetscape amenities within the right-of-ways of Pennsylvania Avenue and Broughton Drive.
5. Maintain view corridor between Blue Harbor Resort and the Armory in redevelopment of the Green Building and potential future redevelopment sites along the riverfront to provide a foreground setting for the GLASEC project.
6. Preservation of the view corridor along Pennsylvania Avenue to Lake Michigan – including a focal feature tied to the space portal at the end of Pennsylvania Avenue.
7. Expand the riverwalk and multi-use recreation trail system to complete the link between the Sheboygan River and lakefront.
8. Close 4th Street between Center Avenue and Pennsylvania Avenue. Potential future parking to west of 4th Street for GLASEC project.
9. Plan for future reuse of the YMCA building for lakefront residential development.

**DISTRICT 7:  
SOUTHSHORE  
NEIGHBORHOOD**

*During Phase Three, new initiatives include the long-term conversion of heavier industrial uses in the district to residential uses with expanded lakefront access for all neighborhood residents.*





## DISTRICT DESCRIPTION

The 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 residential area, with several industrial land uses originally tied to the furniture manufacturing legacy within Sheboygan. The Southshore Neighborhood today maintains a mixed-use character with a blend of residential, commercial and industrial sites. Southshore Neighborhood projects that have occurred or are underway include:

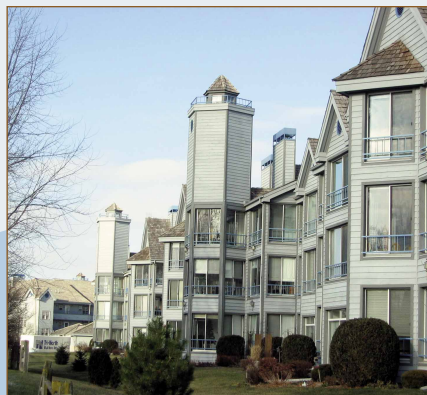
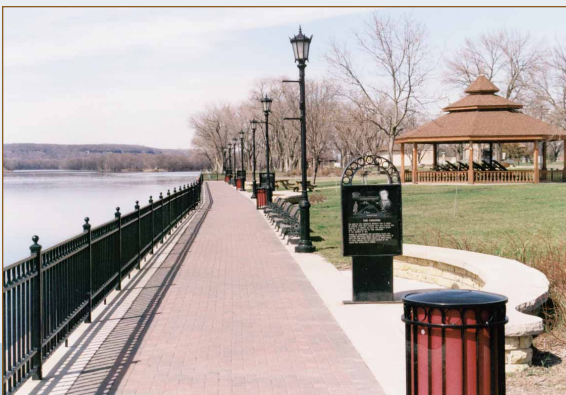
- Pending redevelopment of the Optenburg site for lakefront housing.
- Rededication of sections of the lake frontage for public use to aid future development of the extended sand dune walkway.

As a traditional Sheboygan residential neighborhood, future projects in the area should maintain or complement the existing character of the neighborhood. As redevelopment occurs specific attention should be paid to blending new development into the fabric of the existing residential area, while also increasing community access to the lakefront.

The potential future redevelopment of the Pentair industrial site provides the opportunity to create a cohesive transition from the South Pier District to residential areas in the Southshore Neighborhood with respect to the scale of buildings and land use intensity. New street connections should be incorporated into site redevelopment to link the Southshore Neighborhood to the South Pier District via an extended Blue Harbor Drive.

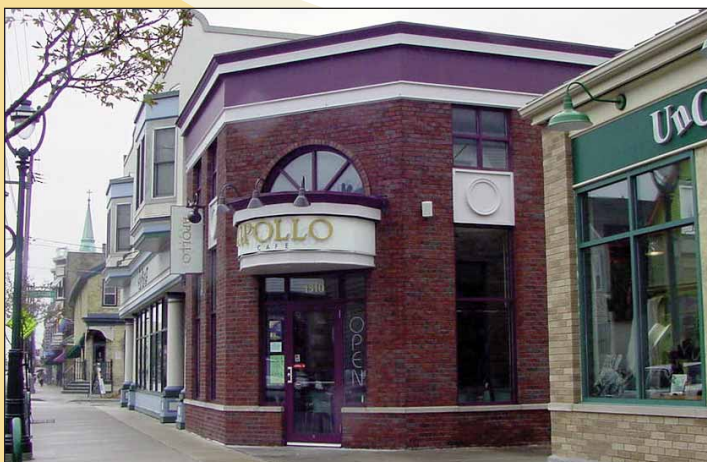
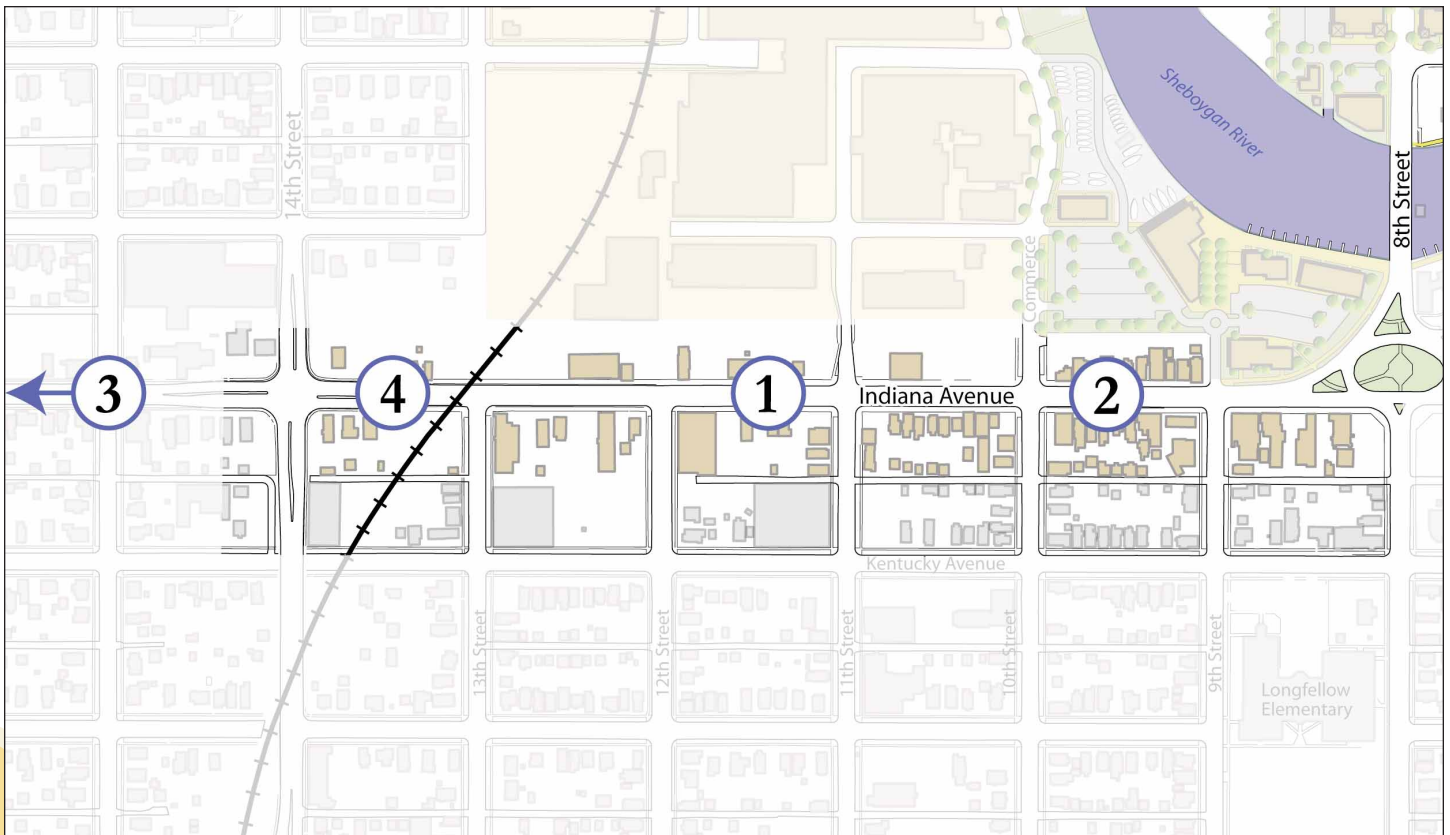
## PROPOSED PROJECTS

1. Develop green space between the South Pier District and Southshore Neighborhood to provide a public open space for existing and future residents.
2. Augment neighborhood revitalization through selective long-term relocation of lakefront industrial land uses as well as acquisition and development of lakefront property for higher density mixed-use residential development, Pentair property potential redevelopment site.
3. Align on the public green mixed-use buildings that contain tourist-oriented retail on ground floor with office or residential uses above. Locate buildings at the street edge with parking behind.
4. Incorporate townhome development to provide another housing type, especially attractive to young professionals and first time home buyers, along the lakefront.
5. Develop four-unit condominiums similar in style to the Blue Harbor Resort Condominiums.
6. Connect the Southshore Neighborhood to the South Pier District via an extended Blue Harbor Drive.
7. Incorporate streetscape elements including street trees, benches, improved sidewalks, cross walks and pedestrian-scaled lighting throughout new developments and the existing neighborhood to tie the two together.
8. Encourage duplex condominium development to provide a transition between the proposed townhomes and the single family residential to the south.
9. Improve access and connectivity to the lakefront for local residents through public walkways.
10. Extend the sand dune walkway south from the Blue Harbor Resort to the Optenburg redevelopment site onto Kohler-Andrae State Park
11. Preserve the lakefront as a natural beach, with street and public access, for passive recreational uses.
12. Promote and target housing rehabilitation and infill development grant or low interest loan financing program.
13. Develop a 7th Street public lighting system.
14. Create a "South Pier" gateway feature at 8th Street and South Pier Drive.



**DISTRICT 8:  
INDIANA  
AVENUE  
DISTRICT**

*During Phase Three, reorient the Indiana Avenue corridor as the major entryway to Harbor Centre from northbound I-43 and from Kohler, providing a more direct route to the Indiana Avenue business district, the South Pier and Riverfront areas.*

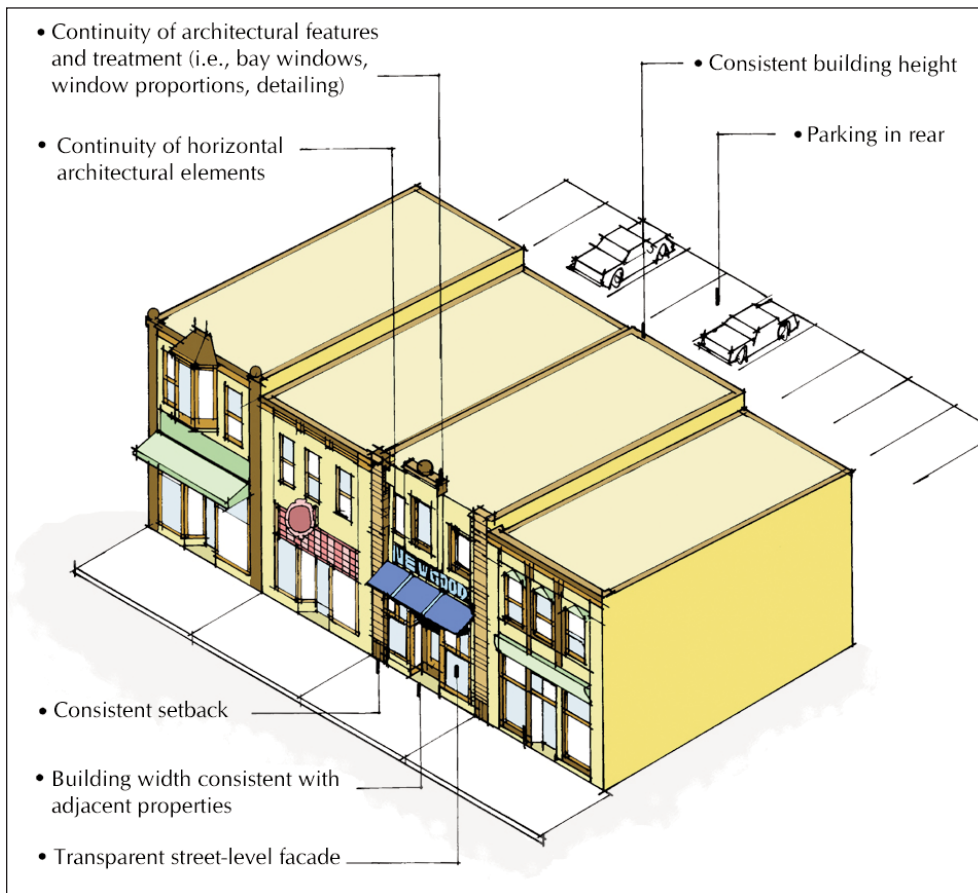




## DISTRICT DESCRIPTION

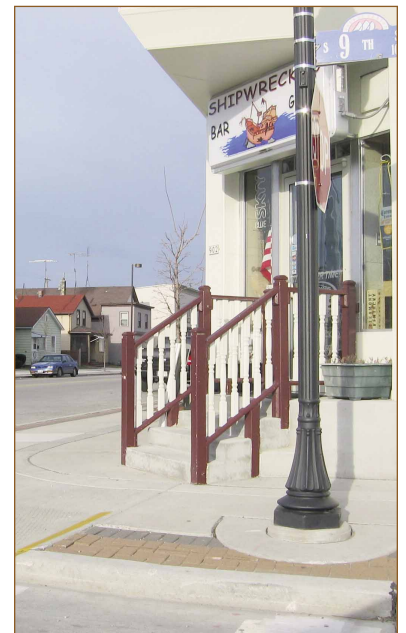
Indiana Avenue has been identified as its own planning district in Phase Three. The Indiana Avenue corridor commands a significant presence within the Harbor Centre planning area as it provides access from the west to the Boatworks District, the South Pier District, the Southshore Neighborhood and the Urban Employment District. Improvement projects have been underway based on Phase One and Phase Two recommendations including the streetscape improvements along the Indiana Avenue corridor.

The Indiana Avenue corridor is fortunate to maintain much of its historic commercial building stock within the Harbor Centre planning area. The Phase Three focus for the Indiana Avenue District is the reinforcement of Indiana Avenue as a major entryway into Harbor Centre and the enhancement of the commercial district through building rehabilitation, historic preservation and increased business development.



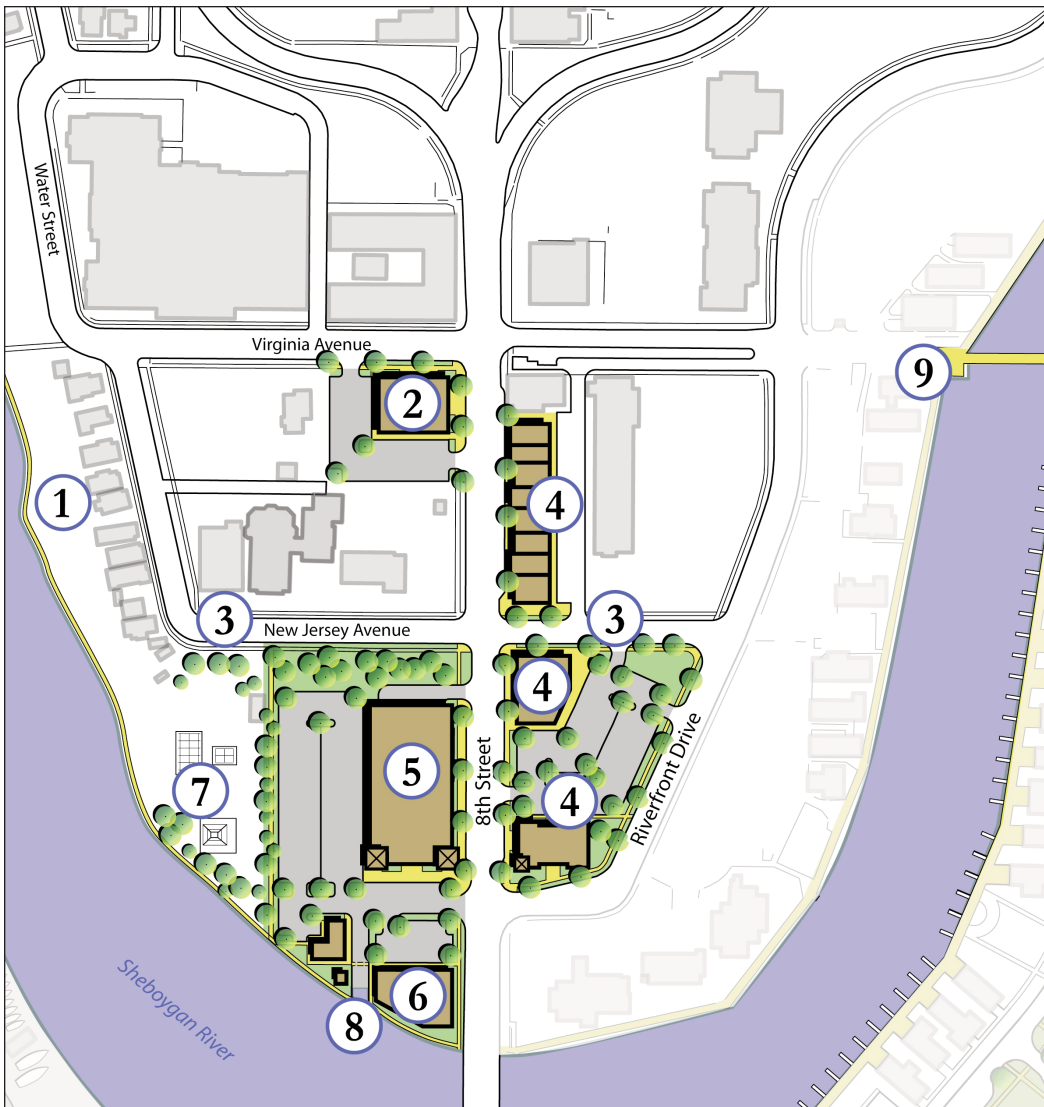
## PROPOSED PROJECTS

1. Rehabilitate Indiana Avenue business district with increased neighborhood commercial retail and services.
2. Promote and target a façade improvement grant program for district businesses.
3. Reinstate the I-43 off-ramp at Indiana Avenue to provide a new entrance to Harbor Centre from the south.
4. Develop a signage and wayfinding program along Indiana to draw people to the Riverfront, Boatworks and South Pier Districts and announce entry into Harbor Centre.



**DISTRICT 9:  
LOWER  
DOWNTOWN  
DISTRICT**

*During Phase Three, new initiatives include the revitalization of Lower Downtown to provide community oriented retail and services with connectivity to surrounding Harbor Centre districts.*



**PROPOSED PROJECTS**

1. Encourage renovation and rehabilitation of the historic South Water Street houses; consider down-zoning these houses for single family use.
2. Redevelop the corner of Virginia Avenue and South 8th Street for mixed-use office and retail, with parking on the interior of the site.
3. Extend New Jersey Avenue to Riverfront Drive to improve downtown connectivity and circulation.
4. Relocate existing car dealership and redevelop the east side of South 8th Street for community retail and services development. Each building should maintain the character of Upper Downtown buildings with mixed-uses including retail on the ground level with residential or office above. South of New Jersey Avenue potential uses could include a hardware store, drug store or restaurant in the approximately 6,000 square foot buildings.
5. Redevelop the Alliant Energy building to develop a small, approximately 25,000 square foot grocery store with attached outdoor café.

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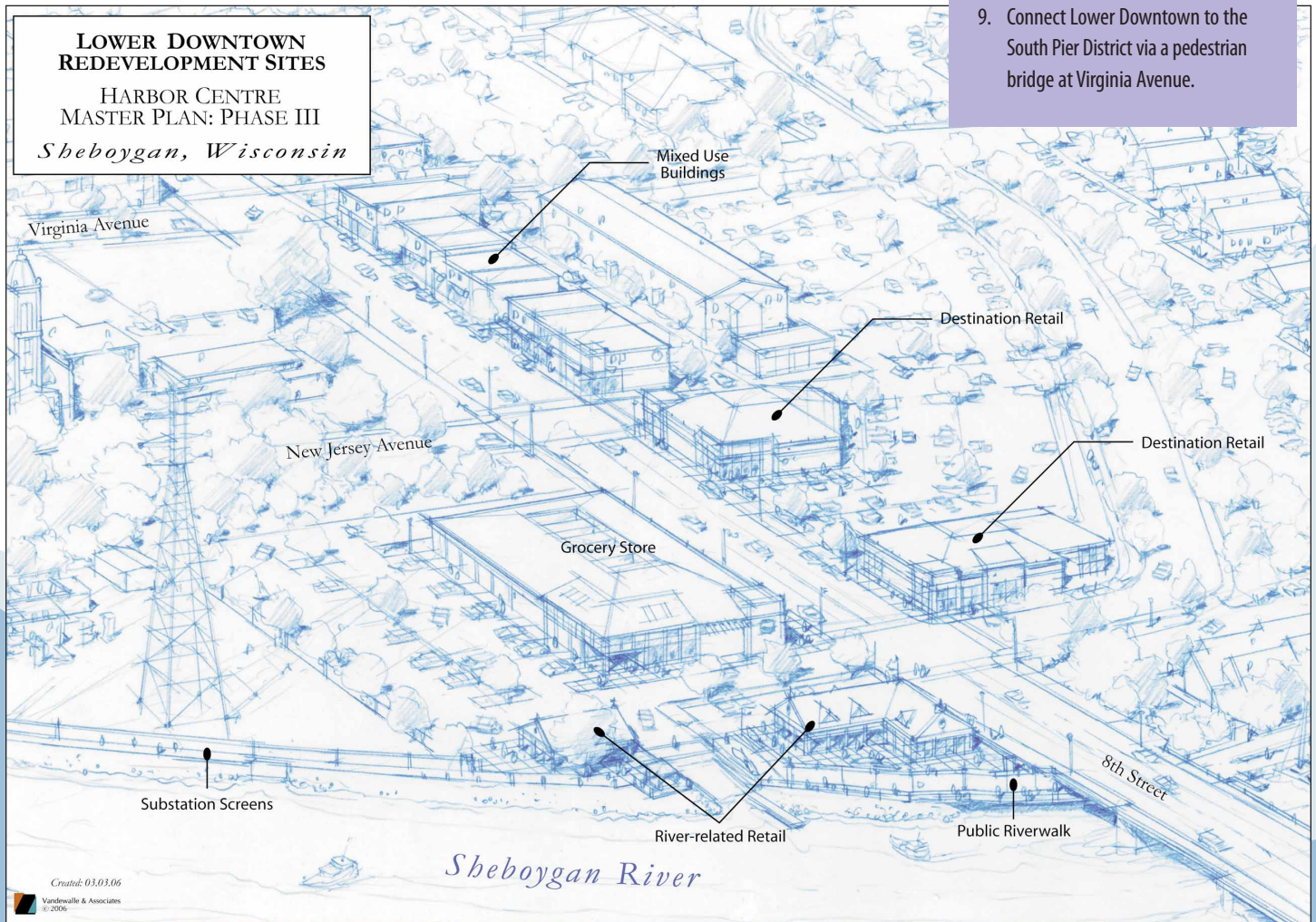
## DISTRICT DESCRIPTION

Fueled by the 1990 Harbor Centre Master Plan, downtown Sheboygan has become a thriving center of activity. Downtown Sheboygan has been separated into Upper and Lower Downtown Districts in Phase Three to help differentiate the unique nature of the two areas. Lower Downtown should be distinguished as an economically vibrant district with community oriented retail and services that connect Upper Downtown to the Riverfront, Boatworks and South Pier Districts.

Potential redevelopment of the existing car dealership and service center on the east side of South 8th Street could include the development of mixed-use buildings along 8th Street designed as an extension of the downtown architectural style with narrow facades. Uses in these buildings should include retail on the ground level with residential or office above. The west side of South 8th Street could be redeveloped to include a small grocery store with attached outdoor café and parking behind the building. In addition, the vacant property to the south of Alliant could be redeveloped for riverfront-oriented commercial including a paddle sports outfitter or canoe/kayak rental.

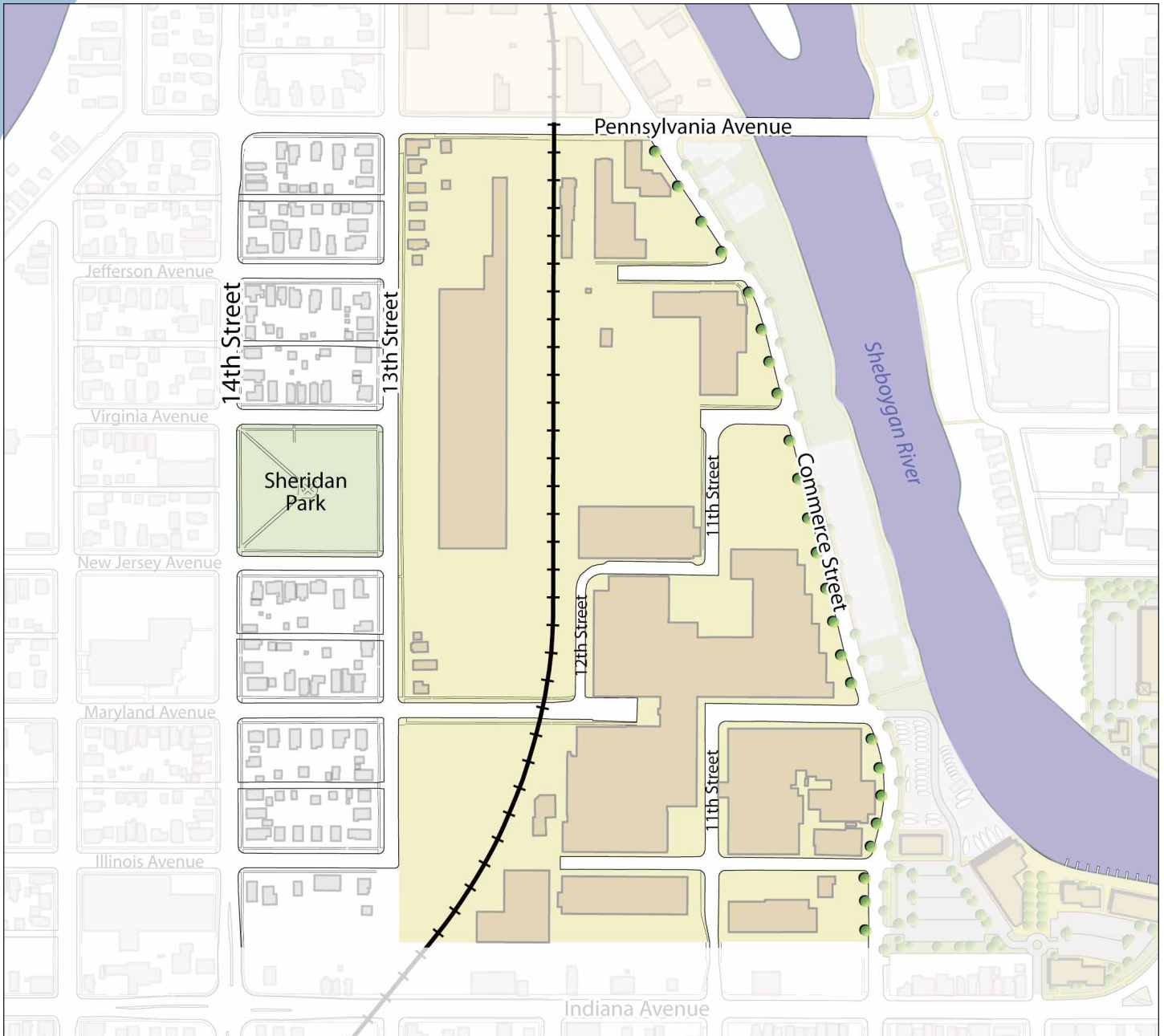
## PROPOSED PROJECTS

6. Develop the vacant site at 8th and the Sheboygan River for water-related retail uses in conjunction with the existing launch facility at 8th Street and Riverfront Drive.
7. Develop power substation screens at the riverfront to enhance the experience on the River. In addition, buffer the substation with vegetative screen on the land side to enhance the view to the river from Lower Downtown.
8. Create a continuous riverwalk along the Sheboygan River to connect Shanty Village and Lower Downtown with Kiwanis Park.
9. Connect Lower Downtown to the South Pier District via a pedestrian bridge at Virginia Avenue.



**DISTRICT 10:  
URBAN  
EMPLOYMENT  
DISTRICT**

*During Phase Three, maintain the manufacturing and employment core of this area, employing incentives for business and job creation, to create “workforce density” within Harbor Centre.*





## DISTRICT DESCRIPTION

The Urban Employment District is located between 14th Street and the 8th Street bridge from the Sheboygan River to Indiana Avenue. Commerce Street is the primary route through the district for local traffic and truck traffic servicing the district's manufacturing businesses.

The Urban Employment District, in addition to the adjacent Boatworks District, is Sheboygan's historic manufacturing center. Today this area is characterized by the Rockline Industries, Mayline, Sheboygan Paperbox Company, Sheboygan County Transportation, and a number of marine related businesses. Together, these companies employ a large number of employees who are able to reside within an easy commute. Phase Three recommendations for the Urban Employment District focus on the continued success of this area as an employment district with suggestions for long-term organization and transportation improvements to the area.



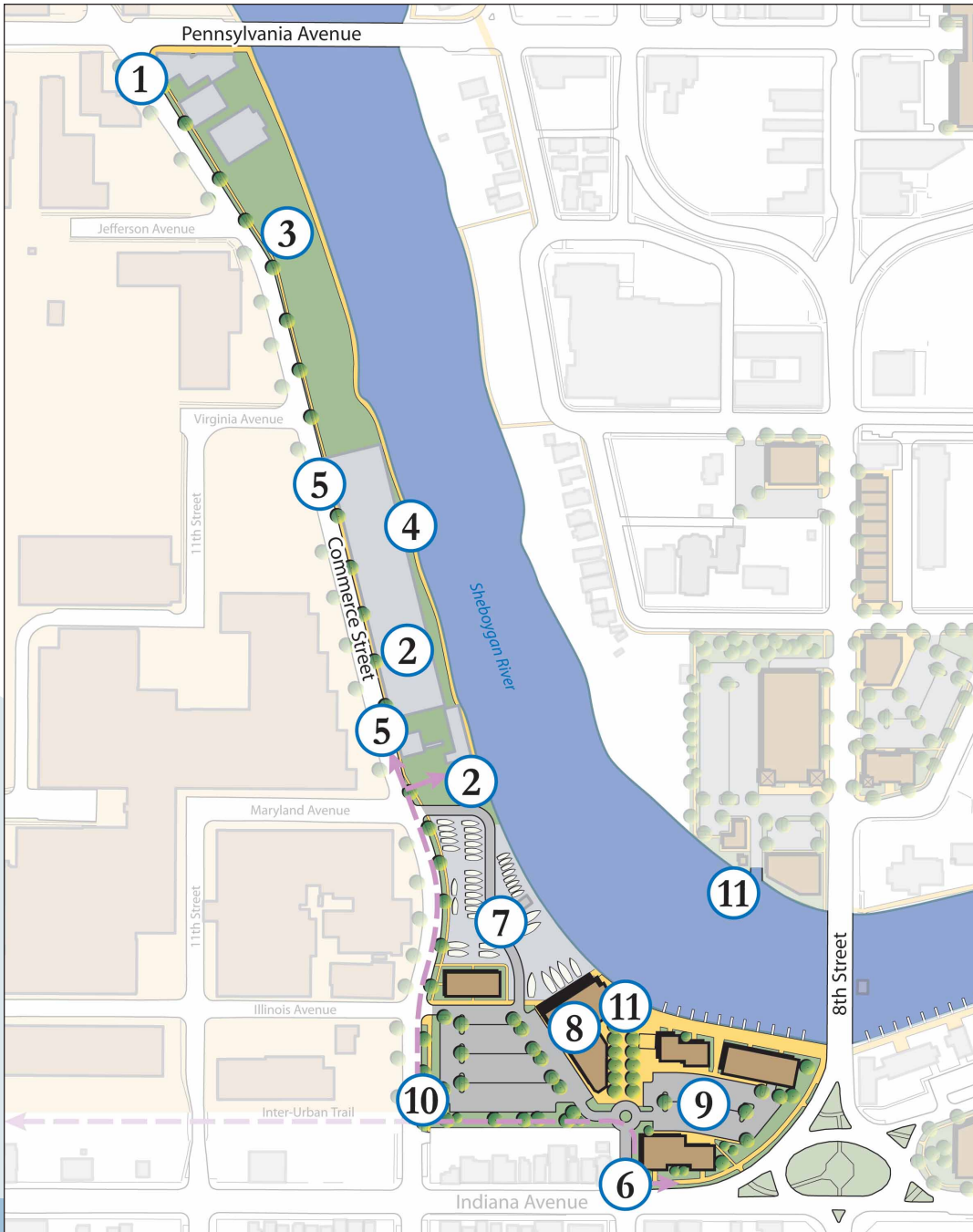
## PROPOSED PROJECTS

1. Coordinate with local employers, including those in Rockline and Mayline, to maintain jobs and assist in meeting their needs for expanded businesses and employment opportunities.
2. Reorganize the current industrial uses to make better use of land and allow existing businesses to operate more efficiently and effectively.
3. Discourage residential development within the Urban Employment District.
4. Discourage land intense/low employment business development in this district.
5. Implement economic development strategies to recruit businesses to the area in order to provide urban live-work opportunities.
6. Facilitate the creation of business incubators in underutilized spaces in the Urban Employment District for creative and artisan style businesses.



**DISTRICT 11:  
BOATWORKS  
DISTRICT**

*During Phase Three, redevelop the riverfront from the 8th Street Bridge to the Pennsylvania Avenue Bridge along the river-frontage and Commerce Street with marine uses and marina support uses for Sheboygan River public use and recreation.*



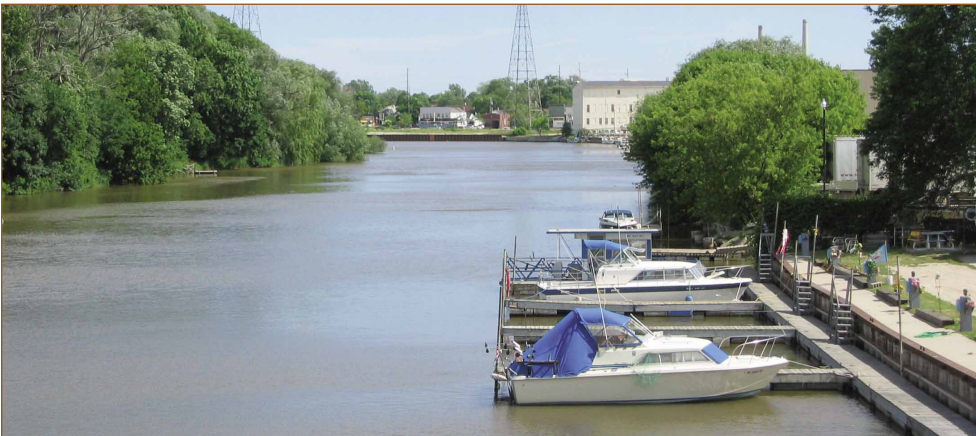


## DISTRICT DESCRIPTION

The Boatworks District along the Sheboygan River is Sheboygan's historic working waterfront and was home to ten different shipyards during the mid-1800s. To build upon this heritage, the Harbor Centre Master Plan Phase Three supports the retention of existing marina support facilities, boater-related retail and repair businesses in the Boatworks District and prioritizes the development of new businesses that match these needs as well as businesses that encourage public access to, and use of, the Sheboygan River for recreation and historic boatworks uses.

The Boatworks District is bordered by the Pennsylvania Avenue corridor to the north, the Indiana Avenue corridor to the south, the 14th Street corridor to the west and the Sheboygan River at its eastern edge. Commerce Street is the primary route through the district for local traffic and truck traffic servicing the surrounding manufacturing businesses.

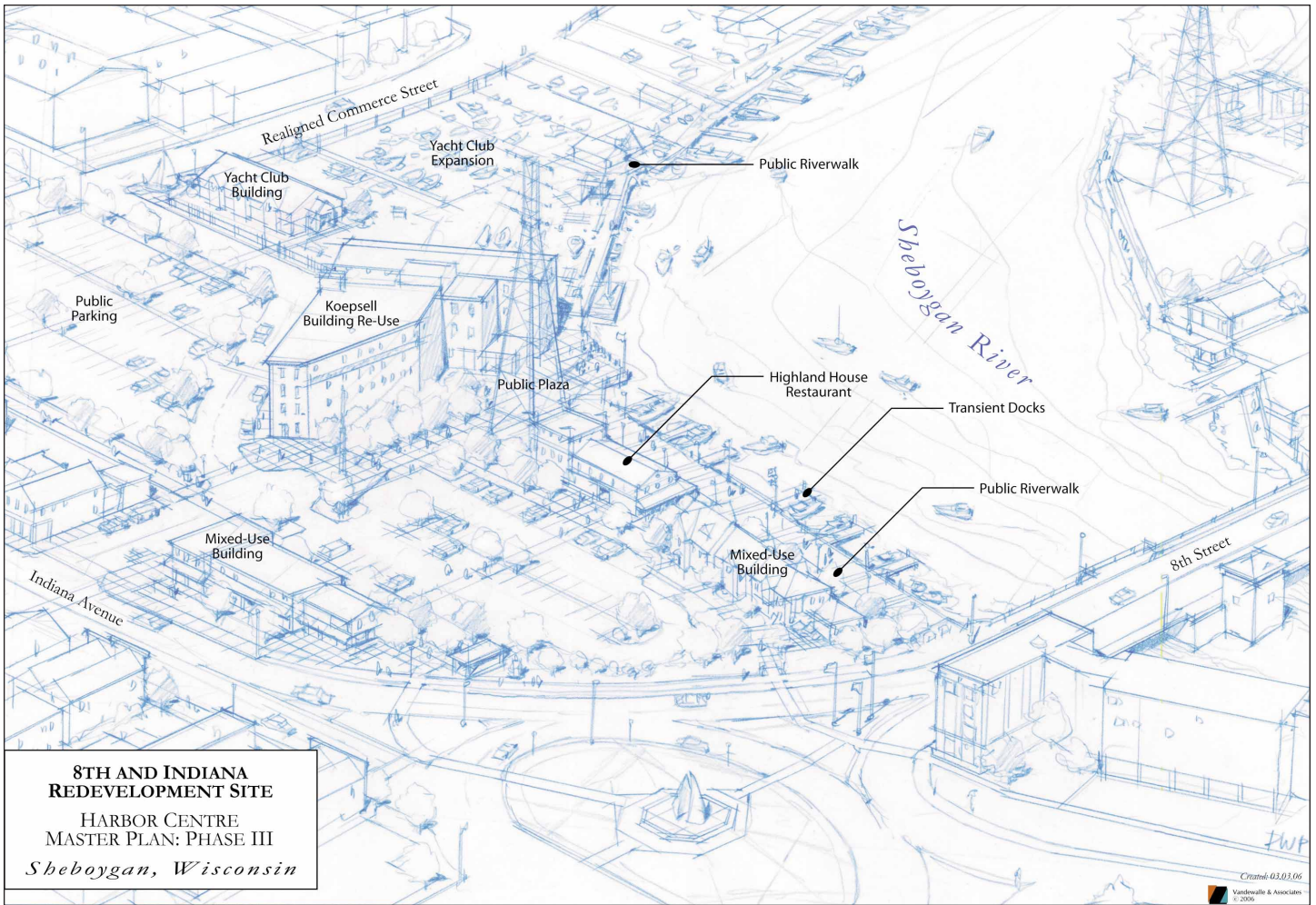
Streetscape improvements implemented along Commerce Street, to accentuate the historic character of the historic boatworks area, should include a lighting plan and pedestrian riverwalk along the Sheboygan River that connects to the proposed riverwalk systems east of the 8th Street Bridge and north of Pennsylvania Avenue, connecting to Kiwanis Park.



## PROPOSED PROJECTS

1. Coordinate commercial revitalization at Commerce Street and Pennsylvania Avenue to take advantage of the location as a major entrance to the Harbor Centre.
2. Relocate industrial uses from the waterfront to the Urban Employment District to recreate the Commerce Street riverfront focused on marine uses and support uses for Sheboygan River and Lake Michigan recreation. Possible uses include kayak, canoe and bike rentals, fishing outfitters and entertainment sites such as restaurants, cafes and pubs.
3. Encourage mixed-use residential and restaurant development along the riverfront. Develop residential units with private boat slips and underground parking. Restaurants should offer transient boat slips for customers.
4. Encourage use of the river dock system, waterfront access and usage with the extension of the riverwalk system between 8th Street and Kiwanis Park. Improve the riverwalk with pedestrian lighting and site amenities.
5. Acknowledge historic character of the district in public improvements. Commerce Street improvements should include streetscape, paving, sidewalks and on-street parking. Entry features and signage should reflect the historical industrial waterfront heritage of the district.
6. Vacate and realign Commerce Street from Maryland Avenue to Indiana Avenue.

(Continued)



## PROPOSED PROJECTS

7. Utilize vacated Commerce Street right-of-way from Maryland Avenue to Indiana Avenue. Potential for Yacht Club expansion with new building located along Commerce and increased boat storage and staging area within the vacated right-of-way.
8. Implement Master Plan adaptive reuse of the historic Koepsell Building property and RDA 8th Street and Indiana Avenue property. Encourage public plaza space east of the Koepsell Building and locate parking lot with parking islands and shade trees to its west.
9. Redevelop the RDA owned site immediately west of the 8th Street bridge with a mix of uses including restaurant, retail and residential. Buildings should front the river as well as Indiana Avenue. The Indiana Avenue frontage building is located along the street to continue the street façade pattern to the west. Parking should be located to the interior of the site.
10. Connect the Boatworks District, and Harbor Centre overall, to the regional bike system at Commerce Street. Connect the regional bike system to the Harbor Centre riverwalk system at the public plaza near the Koepsell Building.
11. Remove utility towers and relocate cables underground (under the Sheboygan River) in order to enhance the views of the river and redevelopment taking place within this district.

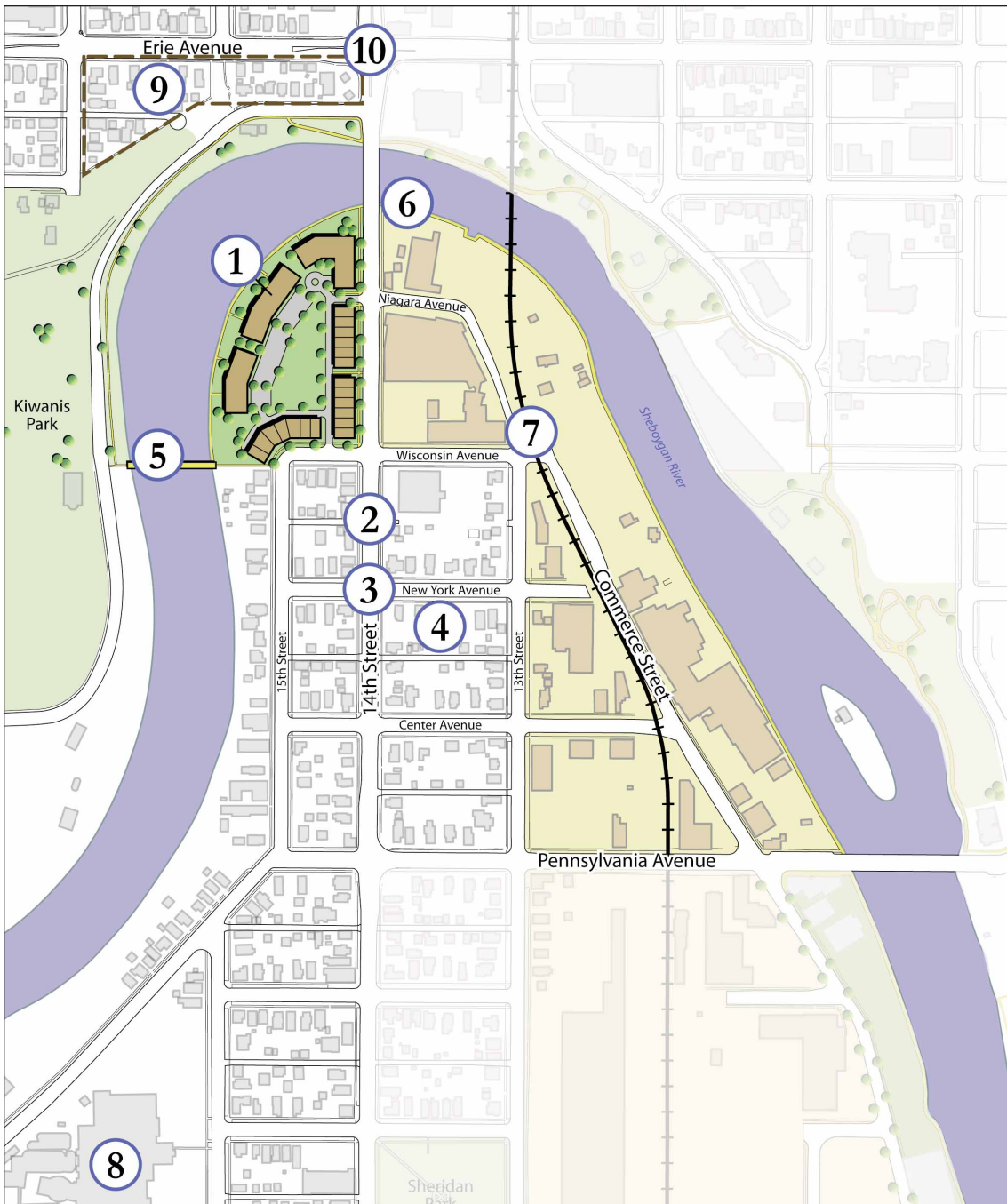
Historic buildings within the Boatworks District such as the Koepsell Building, R-Way Building, railroad depot, as well as those along the boundary corridors, should be rehabilitated and reused to assist in the creation of a historic working waterfront character in the Boatworks District. Returning the district to its historic roots will recreate an authentic historic district in Sheboygan and provide a destination for Sheboygan residents and Harbor Centre visitors.

The upcoming redevelopment of the 8th Street and Indiana Avenue site will provide a catalyst for future redevelopment efforts in the Boatworks District. The nearly two acre site, located at the 8th Street Bridge, is the ideal location for development of a restaurant, retail and riverfront housing. A master planned redevelopment of the site, which includes the Koepsell Building, will provide additional benefits to the implementation of the Boatworks District including adequate parking for retail, restaurant and residential uses; public access to the riverfront, coordinated development of the riverwalk and pier docking systems.



**DISTRICT 12:  
RIVERBEND  
NEIGHBORHOOD**

*During Phase Three, new initiatives include the marketing of the Riverbend Neighborhood District as Harbor Centre's pioneering, creative class, craftsman district.*



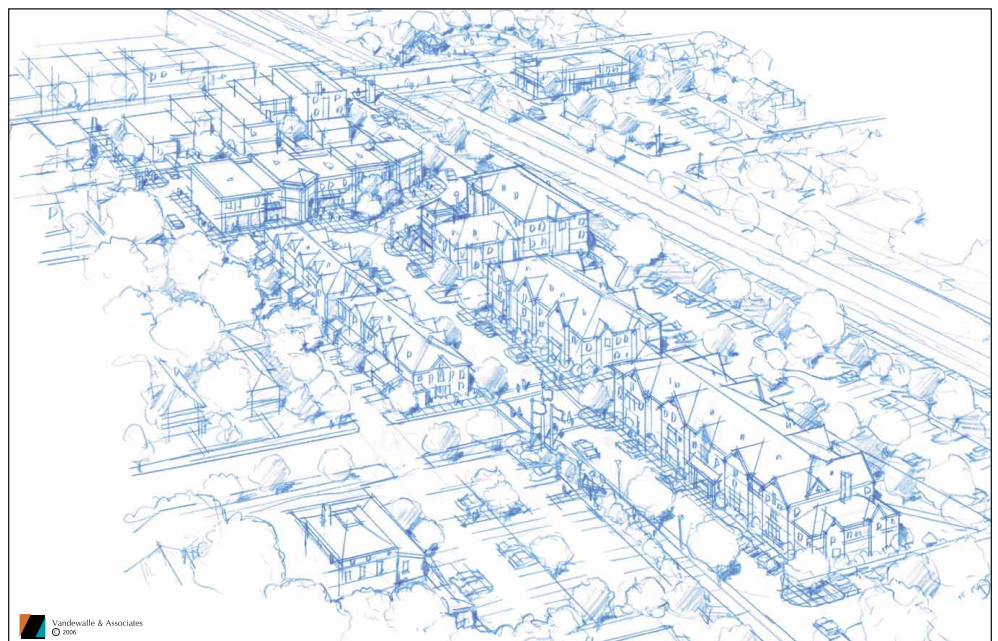
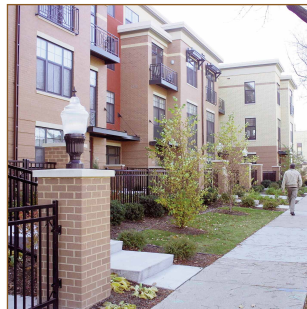
## PROPOSED PROJECTS

1. Master plan a market rate townhome and condominium residential development that includes the Richardson Lumber property. Abandon 15th Street from Wisconsin to Niagara Avenue to create a larger riverfront redevelopment area. A green space should be developed to be shared by the townhome and condominium residents.
2. Rehabilitate the 14th Street business district for neighborhood commercial retail and services.
3. Develop neighborhood scale streetscape amenities to create a unified Riverbend Neighborhood.
4. Reinvest in and rehabilitate the existing residential and historic properties within the area.
5. Construct a pedestrian bridge across the Sheboygan River to link Kiwanis Park with Wisconsin Avenue, the Riverbend Neighborhood and the other Harbor Centre districts.
6. Provide waterfront access and connect residents to downtown and the lakefront with the extension of the riverwalk system between 8th Street and Kiwanis Park.
7. Create opportunities for creative class small business start up and development.
8. Encourage reuse of the Cargill site for value-added agricultural use with potential for positive influence on existing neighborhood. If the property needs to develop for non-agricultural uses encourage redevelopment of the Cargill site for high-quality residential development.
9. Explore potential redevelopment of this high traffic area for park oriented townhome residential development.
10. Improve this major entry into the Harbor Centre planning area with gateway and wayfinding improvements.

## DISTRICT DESCRIPTION

The Riverbend Neighborhood, characterized by its proximity to Kiwanis Park and the Urban Employment District, was in part the Kiwanis Park District in Phase Two of the Harbor Centre Master Plan. Kiwanis Park is an important amenity in Harbor Centre because it provides a center for active recreation and community festivals on the west side of the planning area. Improvements within this District over time have included improvements to Kiwanis Park as a community festival grounds and active and passive recreation facility. Development of a bike and pedestrian trail within the park will help to link the west edge of the planning area to Harbor Centre destinations.

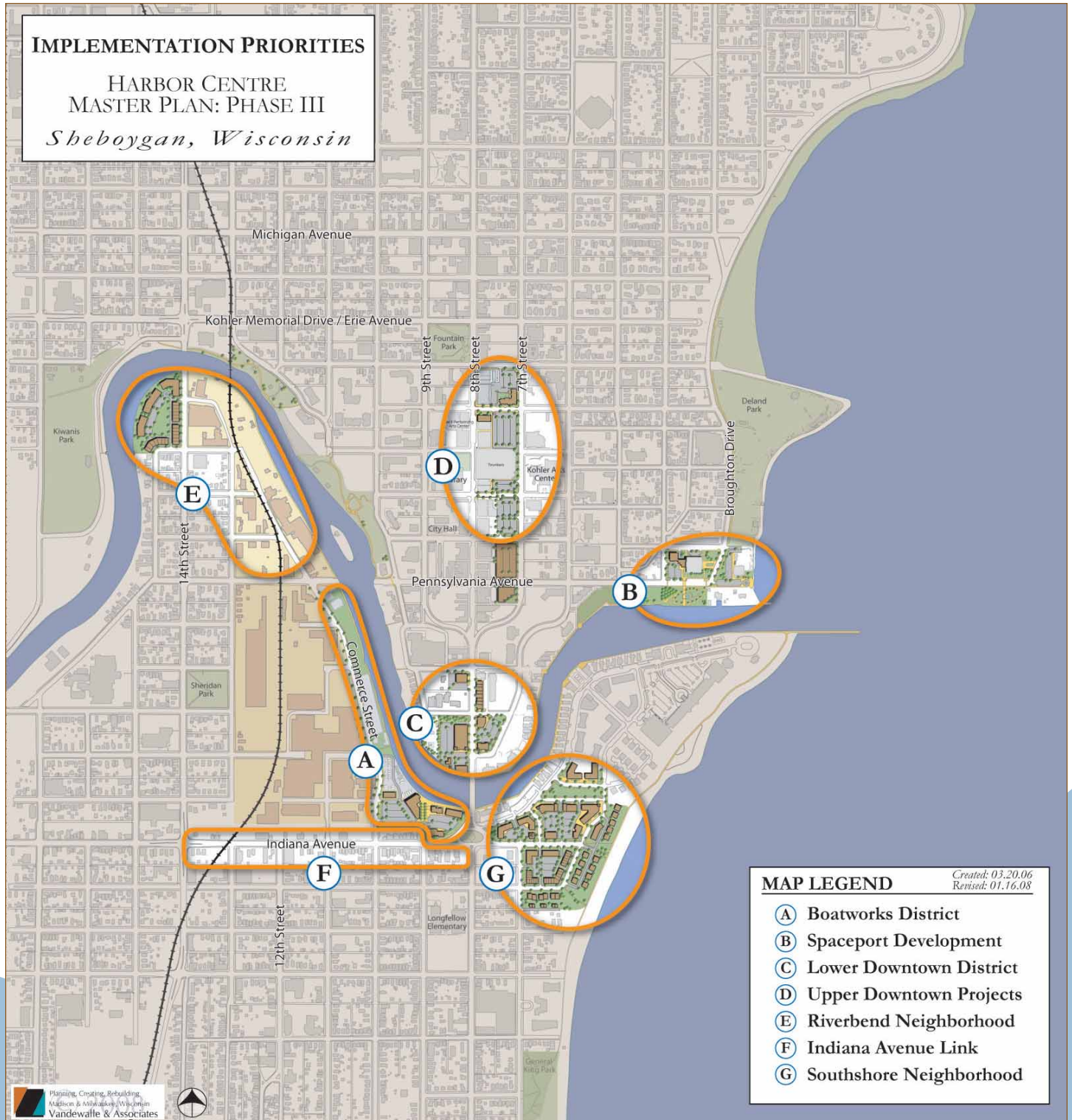
The creative class prefers to live in the central city. The Riverbend District, part of the historic core of Sheboygan's craftsman/furniture roots, is the ideal location for creative class business and residential employment. Phase Three planning for the Riverbend Neighborhood suggests development of the area for further marina support uses, as well as creative class businesses and artisan industries to support downtown employment and living. Residential opportunity exists at the Richardson Lumber site and adjacent properties along the Sheboygan River. This redevelopment site should be master planned and include townhome development along 14th Street and multiplex condominiums along the river.



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# IMPLEMENTATION PRIORITIES





Over the past 15 years the City of Sheboygan and the Sheboygan Development Corporation have implemented Phase One and Phase Two of the long-range Harbor Centre Master Plan to comprehensively rebuild Sheboygan’s central city—Harbor Centre. The continued strategy for Master Plan implementation in Phase Three is the incremental pursuit of achievable projects within the framework of a long-range plan. The strategy emphasizes project activities which will build upon each other and create new opportunities as projects are completed.

Phase One implementation primarily focused on construction of the Harbor Centre Marina, Deland Park development, and downtown business district revitalization. Phase Two implementation accomplished creation the South Pier District for hospitality, retail and entertainment uses as well as Water Street neighborhood redevelopment. While the overall master plan is intended to be a long-range vision for the redevelopment of Harbor Centre, projects must be properly staged in order to create the market conditions for longer term projects. The implementation strategy for Phase Three of the Harbor Centre Master Plan focuses on projects that will have economic return within the next three to five years. The following projects represent the highest priority proposed projects for the next few years.



**A. BOATWORKS DISTRICT**

Harbor Centre Phase Three prioritizes the rebirth of the Sheboygan River as an active, working riverfront. The Boatworks District should support and increase the boat repair and boater services businesses in the District. Support facilities will provide Harbor Centre Marina customers and boaters in surrounding communities with access to these services within downtown Sheboygan. Phase Three also suggests the return of the riverfront to public use with the development of a riverwalk, transient moorage and the location of restaurants and retail uses at the river’s edge to draw people to the western shore of the Sheboygan River.



**B. SPACEPORT DEVELOPMENT**

The passage of Wisconsin Senate Bill 352 in March 2006, has opened the door for economic development strategies focused on the spaceport located just off of Sheboygan’s lakeshore. Early implementation of Harbor Centre Phase Three should focus on capturing the opportunities presented by the current thrust for aerospace education and economic development in Sheboygan. Adaptive reuse of the Armory for the GLASEC project will act as a catalyst for future spaceport related projects as well as provide a center-point for aerospace education and technology in Sheboygan.

**C. LOWER DOWNTOWN DISTRICT**

A new district created in Phase Three of the Harbor Centre Master Plan is the Lower Downtown District. This area distinguishable from Upper Downtown and should become the community retail and service area for Harbor Centre. Implementation activities for the Lower Downtown District include redevelopment of under-utilized parcels for uses such as a mid-sized community grocer and other complementary uses. Redevelopment of riverfront in this district should tie into riverfront access and recreational uses.





## D. UPPER DOWNTOWN PROJECTS

Upper Downtown is the civic heart of Sheboygan. Continued revitalization of this district has created a critical mass of public and private sector offices and retail and entertainment uses. The Sheboygan County Farmer's Market has also grown in size and popularity in recent years. The location of a thriving farmer's market in the Upper Downtown District is key to expansion of the regional foods initiative in Sheboygan. Implementation should focus on designation of a permanent location for the farmer's market. As the regional foods effort expands the farmer's market should increase programming leading to the development of a year round market with 8th Street presence and designation as the Sheboygan Public Market.



## E. RIVERBEND NEIGHBORHOOD

The Riverbend Neighborhood is adjacent to the Boatworks District and Urban Employment District at the north bend of the Sheboygan River in the planning area. The Riverbend Neighborhood is prime for infill development to provide additional housing in Harbor Centre. New townhome style development should be master planned and located along the riverfront. The location of additional housing in the Riverbend Neighborhood will provide an excellent opportunity for young families who prefer to live in an urban environment close to their workplaces. Neighborhood commercial uses should also be coordinated into new and redevelopment projects in the Riverbend Neighborhood.



## F. INDIANA AVENUE LINK

The Indiana Avenue corridor has the opportunity to become Harbor Centre's tourism connection to travelers on northbound I-43. Phase Three implementation activities for the Indiana Avenue corridor include reinstatement of the eastbound I-43 off-ramp at Indiana Avenue to provide a new, more direct entrance to Harbor Centre from I-43. To highlight the importance of this corridor a signage and wayfinding program should be implemented along Indiana Avenue to draw people to the Riverfront, Boatworks and South Pier Districts.



## G. SOUTHSHORE NEIGHBORHOOD

Phase Three implementation activities for the Southshore Neighborhood concentrate on maintaining the balance of an urban neighborhood on the fringe of the hospitality and entertainment district of South Pier. Phase Three prioritizes the transition between the South Pier District and the Southshore Neighborhood. Future redevelopment in this area should blend new developments into the fabric of the existing residential area.



# ACKNOWLEDGEMENTS

This document has been produced by the City of Sheboygan in partnership with the Sheboygan Development Corporation. Recognition should be given to the Harbor Centre Master Plan Phase Three Steering Committee:

Juan Perez, *Mayor, City of Sheboygan*

Bill Stephen, *Alderman, City of Sheboygan*

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