



RIVER BEND NEIGHBORHOOD PLAN

CITY OF SHEBOYGAN



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EXECUTIVE SUMMARY

The River Bend Neighborhood Plan compiles an action plan of 11 recommendations related to the future growth and stability of the mixed-use neighborhood as the land use of several key sites transitions from industrial uses to commercial and residential. Upon approval by the Common Council, these recommendations may be used by the Council, city staff and departments or key community organizations to guide redevelopment opportunities in the neighborhood.

INFRASTRUCTURE

1. Provide streetscape amenities along N. 14th Street.
2. Improve pedestrian crossings on N. 14th Street.
3. Reconstruct N. Commerce Street.
4. Secure public access to and alongside Sheboygan River.
5. Support river activities inclusive of soft boat launches, non-motorized recreation, and cross-river connections.

REDEVELOPMENT

1. As opportunities present themselves, consider amending zoning and future land use maps for River Bend neighborhood.
2. Support development opportunities at catalytic sites within neighborhood.



HOUSING POLICY & PROGRAMS

1. Encourage rehabilitation of River Bend’s one- and two-family housing stock to boost curb appeal, property values, property maintenance, and neighborhood confidence.
2. Support the ongoing rehabilitation of the commercial properties in River Bend.
3. Facilitate historic rehabilitation and adaptive retrofits of the existing structures - residential and commercial in River Bend.
4. Identify and capitalize on opportunities to create coworking, start-up incubator and/or live-work spaces.



▲ Historic aerial image of the neighborhood.

NEIGHBORHOOD GOALS

1

SUPPORT REDEVELOPMENT OPPORTUNITIES

- A. Invest in infrastructure to support catalytic projects
- B. Establish appropriate areas for mixed-use and higher density land uses

2

CREATE SAFE AND ATTRACTIVE NEIGHBORHOOD CONNECTIVITY

- A. Provide streetscape amenities
- B. Implement traffic calming measures
- C. Expand existing pedestrian and bicycle network with connections across Sheboygan River

3

ATTRACT INVESTMENT AND SENSE OF PRIDE IN THE NEIGHBORHOOD

- A. Provide programs and resources for property owners
- B. Promote homeownership

4

ESTABLISH A NEIGHBORHOOD IDENTITY

- A. Combine the existing natural and built environment character with future redevelopment and infrastructure improvements to create a unique neighborhood look and feel

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CHAPTER 1

INTRODUCTION AND CONTEXT

INTRODUCTION

The River Bend neighborhood has undergone changes of late, seeing the decline of industrial uses along the Sheboygan River and an interest in redevelopment. The City of Sheboygan commissioned this master plan to provide a tool to guide the changes underway, provide support for the residential neighborhood, provide guidance on regulations to support the future vision, unlock riverfront opportunities, and re-imagine the riverfront.

The River Bend neighborhood is defined as the area south of the Sheboygan River and north of Pennsylvania Avenue for the purposes of this report. N. 14th Street runs north-south and carries over 16,000 vehicles per day on average, and is one of the most highly-trafficked corridors in the city. This gives the area high visibility but also creates a condition where a major four-lane arterial bisects a single-family residential neighborhood. From a multi-modal standpoint this neighborhood is one of the most connected in the city, boasting a multi-purpose trail that connects to the regional Interurban Trail just across the river, connected by a trestle bridge. The Shoreline Metro bus system provides bus service to amenities with Route 10 North, and it is a short 5-minute walk across the Pennsylvania Avenue bridge to be in the heart of downtown.

The area that is undergoing significant change is the industrial edge of the river along N. Commerce

Street. The former Mayline plant recently ceased operations. This facility creates a major impression as it dominates almost 800 feet of river frontage. The City of Sheboygan Redevelopment Authority recently acquired three parcels along the river adjacent to the plant, creating a redevelopment opportunity site of 4.5 acres. In addition, there are several vacant or underutilized properties in proximity to this site. The N. Commerce Street corridor has a turn-of-the-century industrial feel, with its brick roadway, industrial brick buildings, arch-topped windows, and faded painted signs on the sides of buildings.

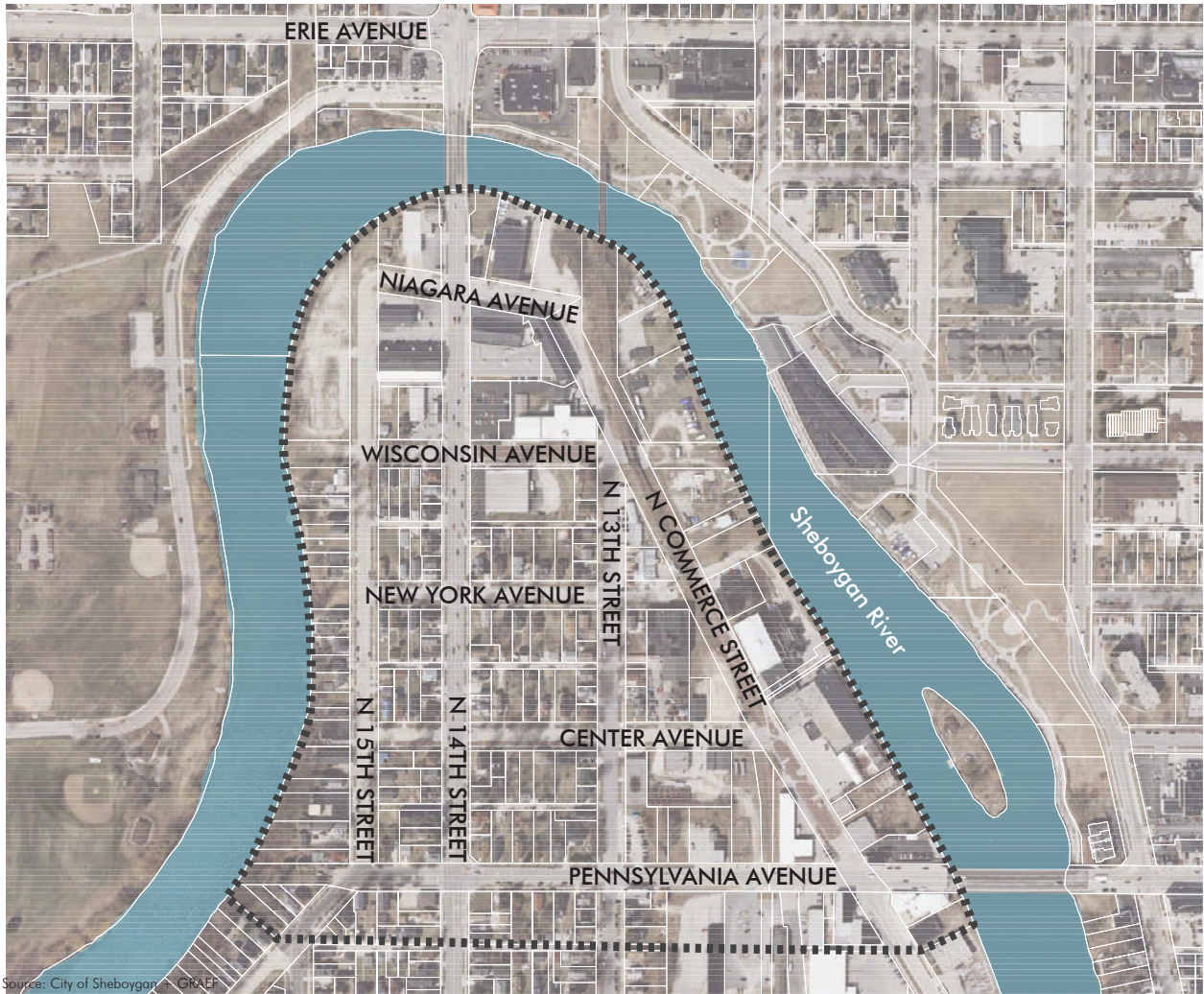
The process involved two public meetings to listen and share ideas with the neighborhood residents, property owners and business owners. The information generated at the meetings are contained within the Community Feedback section and have been integrated into the vision and goals of this plan. Additional data collection and technical support came from the City of Sheboygan.

Following a brief discussion of the context, this plan includes background and details on each of the 11 recommendations in infrastructure, redevelopment and housing. Together, it creates a new vision for a dynamic riverfront community with a neighborhood commercial mix and a variety of housing types to welcome home a diversity of residents.

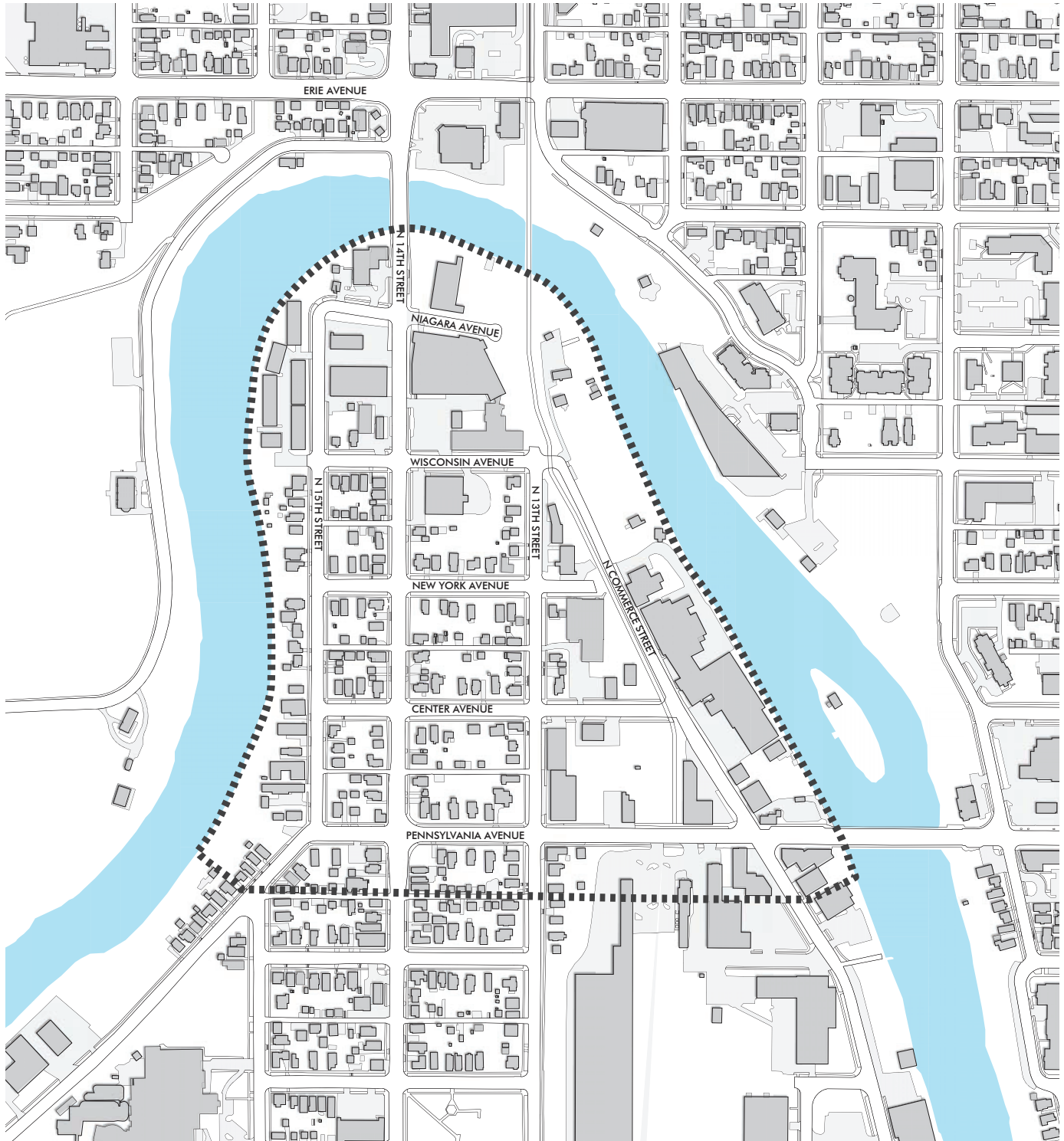


Source: GRAEF

Neighborhood Map

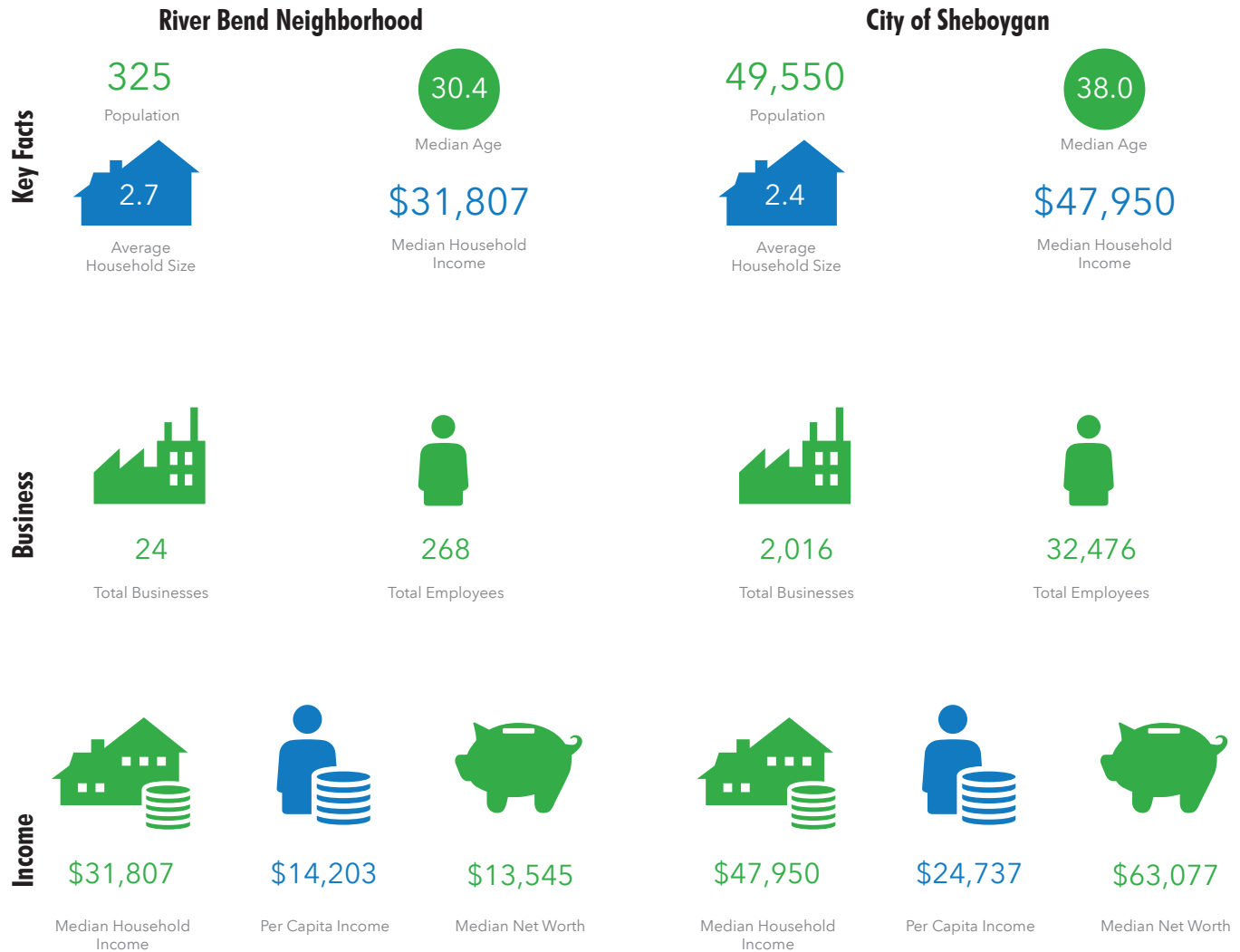


Neighborhood Map: Existing Streets, Buildings, and Parking



Source: City of Sheboygan + GRAEF

Demographic Trends

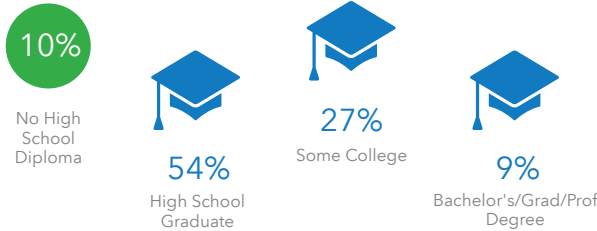


	River Bend Neighborhood				Race and Ethnicity	City of Sheboygan			
	Census 2010		2019			Census 2010		2019	
Race & Ethnicity	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
White Alone	220	65.9%	190	58.6%	40,897	82.6%	38,490	77.7%	
Black Alone	12	3.6%	16	4.9%	887	1.8%	1,335	2.7%	
American Indian Alone	7	2.1%	9	2.8%	246	0.5%	295	0.6%	
Asian Alone	58	17.4%	66	20.4%	4,447	9.0%	5,493	11.1%	
Pacific Islander Alone	0	0.0%	0	0.0%	12	0.0%	17	0.0%	
Some Other Race Alone	28	8.4%	32	9.9%	1,770	3.6%	2,197	4.4%	
Two or More Races	9	2.7%	11	3.4%	1,259	2.5%	1,724	3.5%	
Hispanic Origin (Any Race)	64	19.2%	73	22.5%	4,870	9.8%	5,978	12.1%	

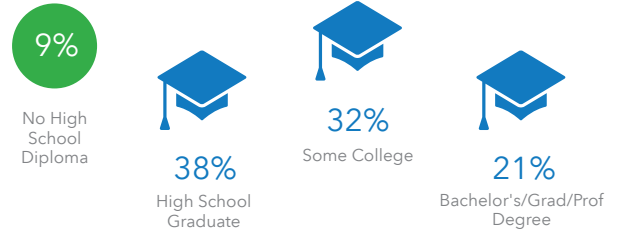
Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019

Education

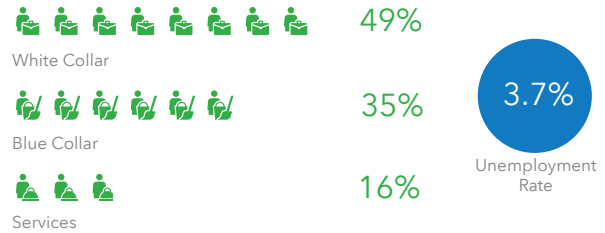
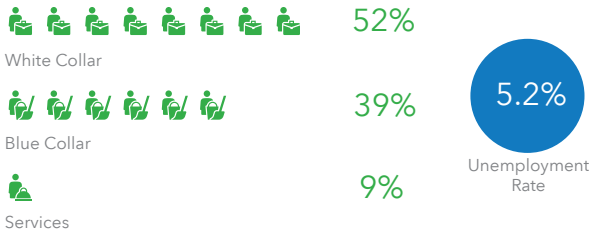
River Bend Neighborhood



City of Sheboygan



Employment



Households by Income

Households By Income

The largest group: \$25,000 - \$34,999 (35.0%)
 The smallest group: \$150,000 - \$199,999 (0.0%)

Indicator	Value	Difference
<\$15,000	14.2%	+7.3%
\$15,000 - \$24,999	9.2%	+0.2%
\$25,000 - \$34,999	35.0%	+23.2%
\$35,000 - \$49,999	22.5%	+8.9%
\$50,000 - \$74,999	13.3%	-8.5%
\$75,000 - \$99,999	4.2%	-11.9%
\$100,000 - \$149,999	2.5%	-10.8%
\$150,000 - \$199,999	0.0%	-4.4%
\$200,000+	0.0%	-3.1%

Bars show deviation from Sheboygan County

Households By Income

The largest group: \$50,000 - \$74,999 (22.3%)
 The smallest group: \$200,000+ (1.3%)

Indicator	Value	Difference
<\$15,000	9.5%	+2.6%
\$15,000 - \$24,999	11.9%	+2.9%
\$25,000 - \$34,999	14.3%	+2.5%
\$35,000 - \$49,999	15.9%	+2.3%
\$50,000 - \$74,999	22.3%	+0.5%
\$75,000 - \$99,999	13.2%	-2.9%
\$100,000 - \$149,999	9.5%	-3.8%
\$150,000 - \$199,999	2.1%	-2.3%
\$200,000+	1.3%	-1.8%

Bars show deviation from Sheboygan County

Source: This infographic contains data provided by Esri, Esri and Infogroup. The vintage of the data is 2019.

Housing Tenure & Status

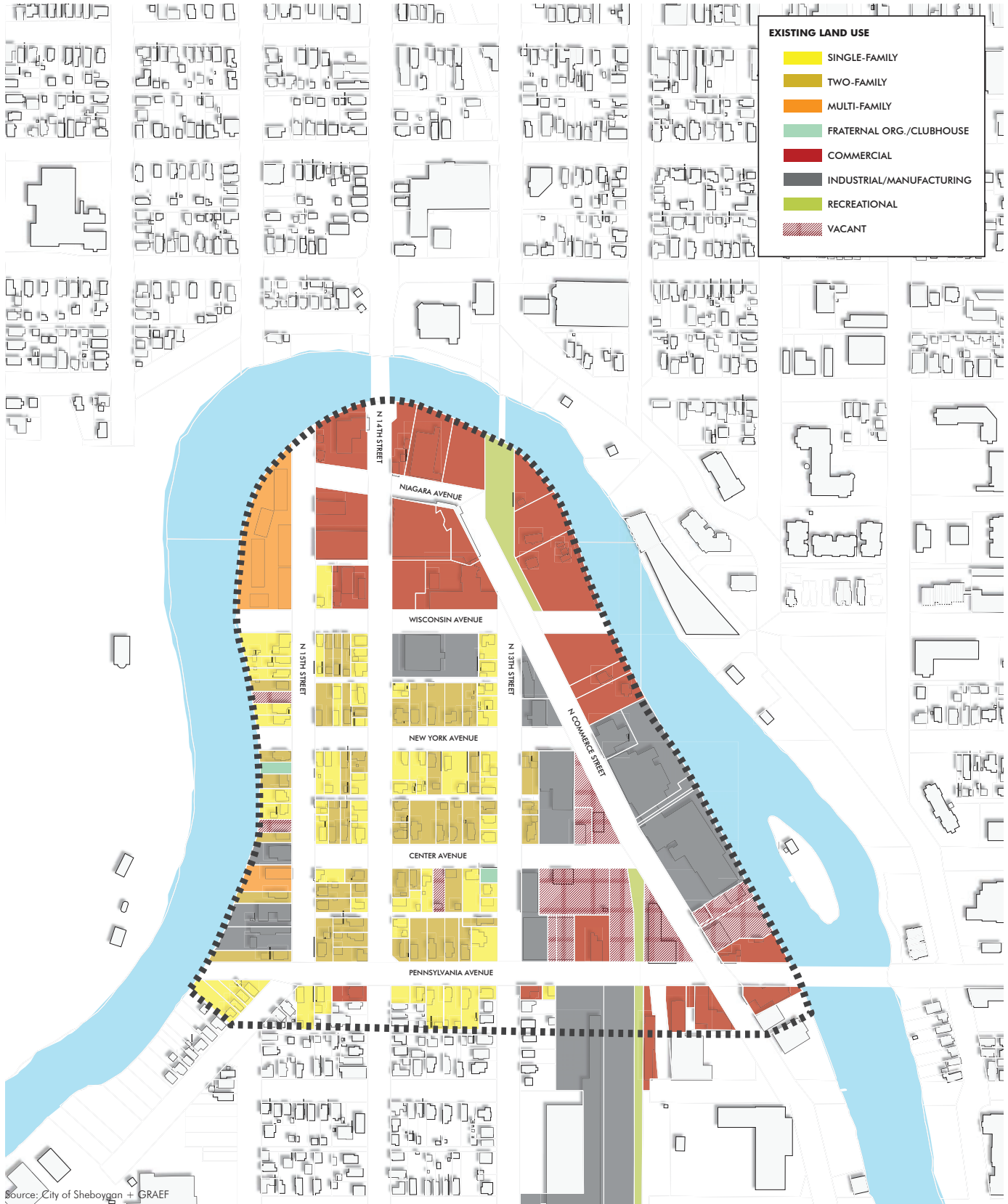
River Bend Neighborhood

City of Sheboygan

Census 2010		2019		Housing Units by Occupancy	Census 2010		2019	
Number	Percent	Number	Percent		Number	Percent	Number	Percent
142	100.0%	142	100.0%	Total Housing Units	142	100.0%	142	100.0%
122	85.9%	120	84.5%	Occupied	122	85.9%	120	84.5%
50	35.2%	45	31.7%	Owner	50	35.2%	45	31.7%
72	50.7%	75	52.8%	Renter	72	50.7%	75	52.8%
20	14.1%	22	15.5%	Vacant	20	14.1%	22	15.5%

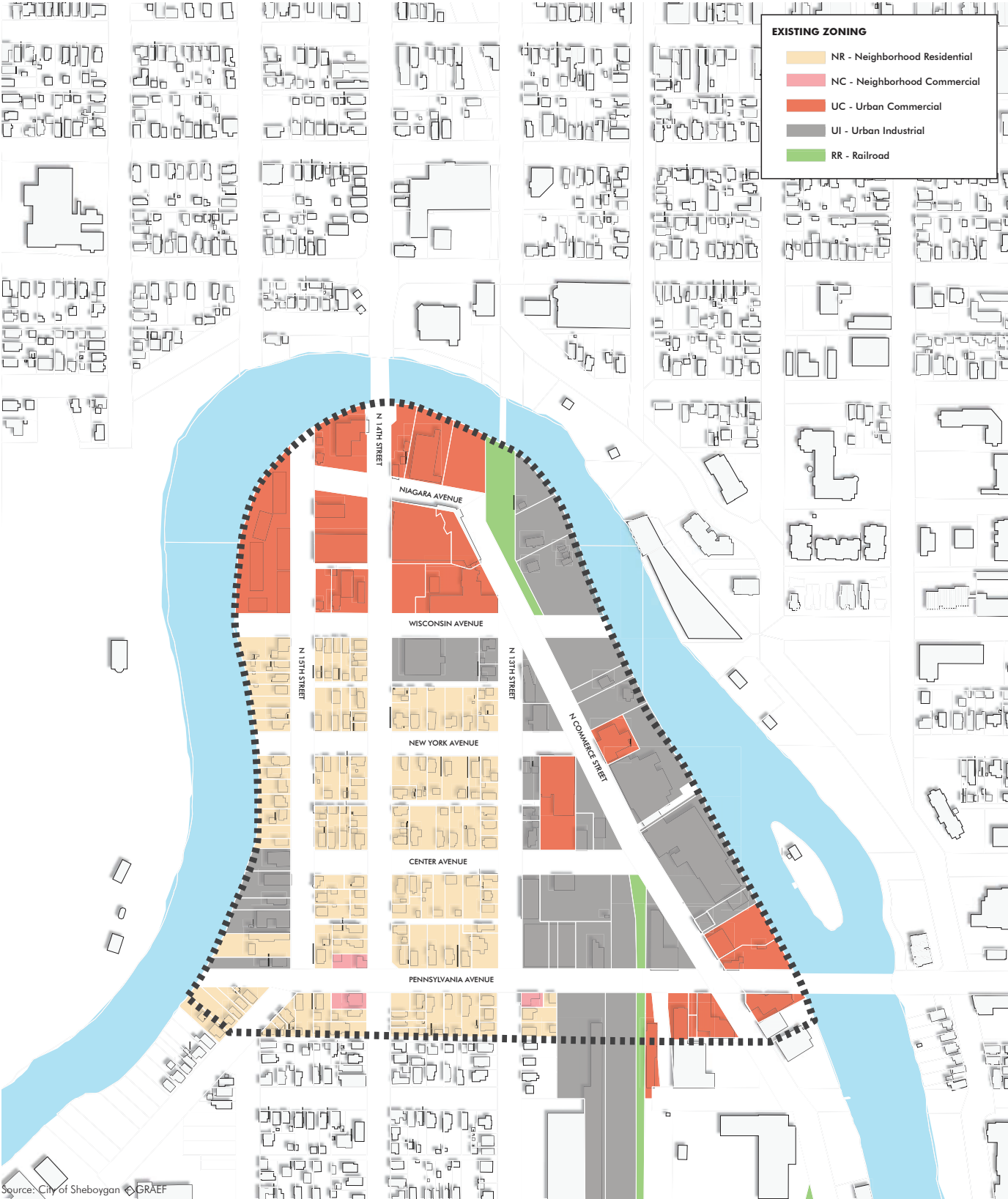
Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019

Neighborhood Existing Land Use



Source: City of Sheboygan + GRAEF

Neighborhood Existing Zoning

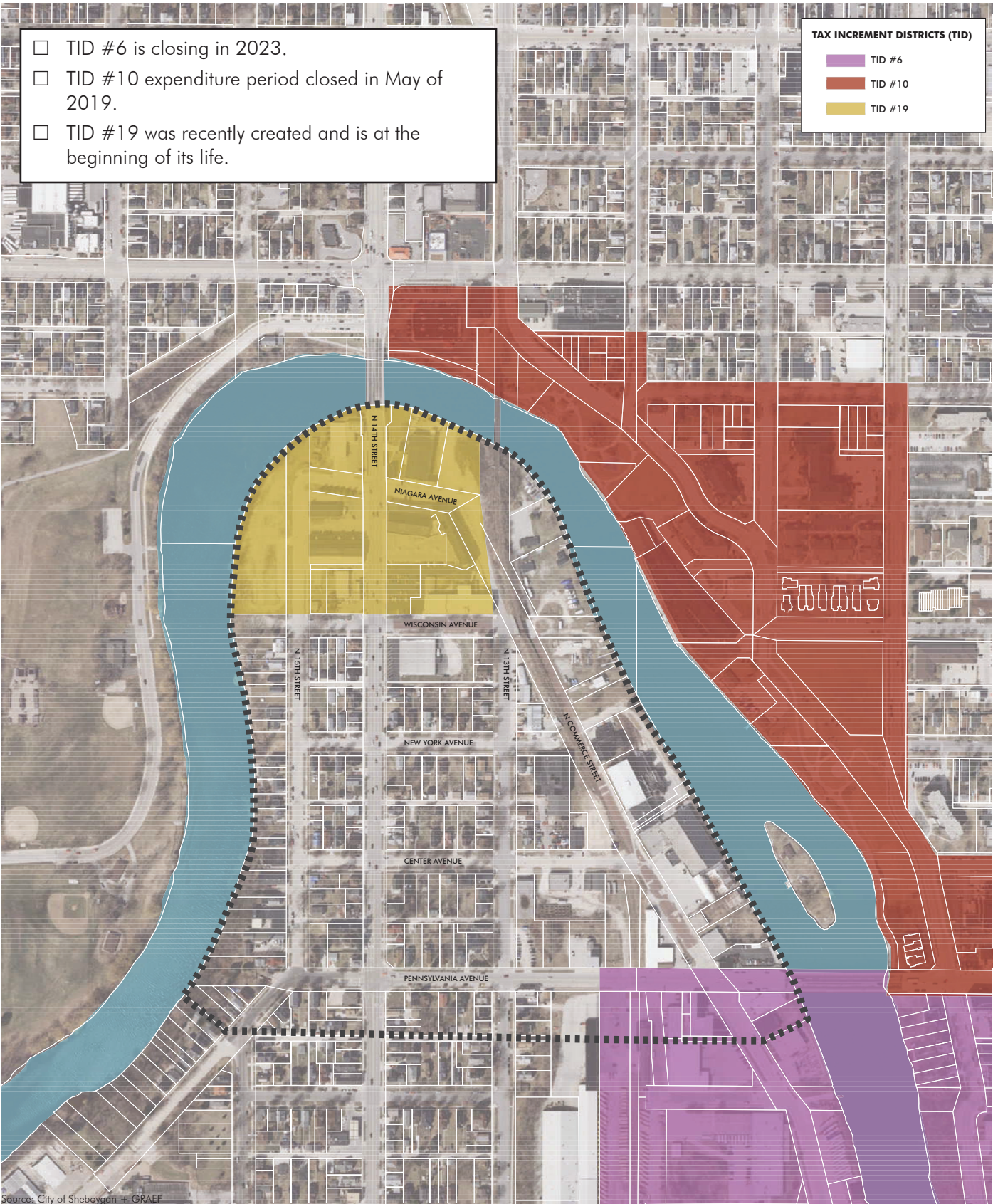


Current Tax Increment Districts

- TID #6 is closing in 2023.
- TID #10 expenditure period closed in May of 2019.
- TID #19 was recently created and is at the beginning of its life.

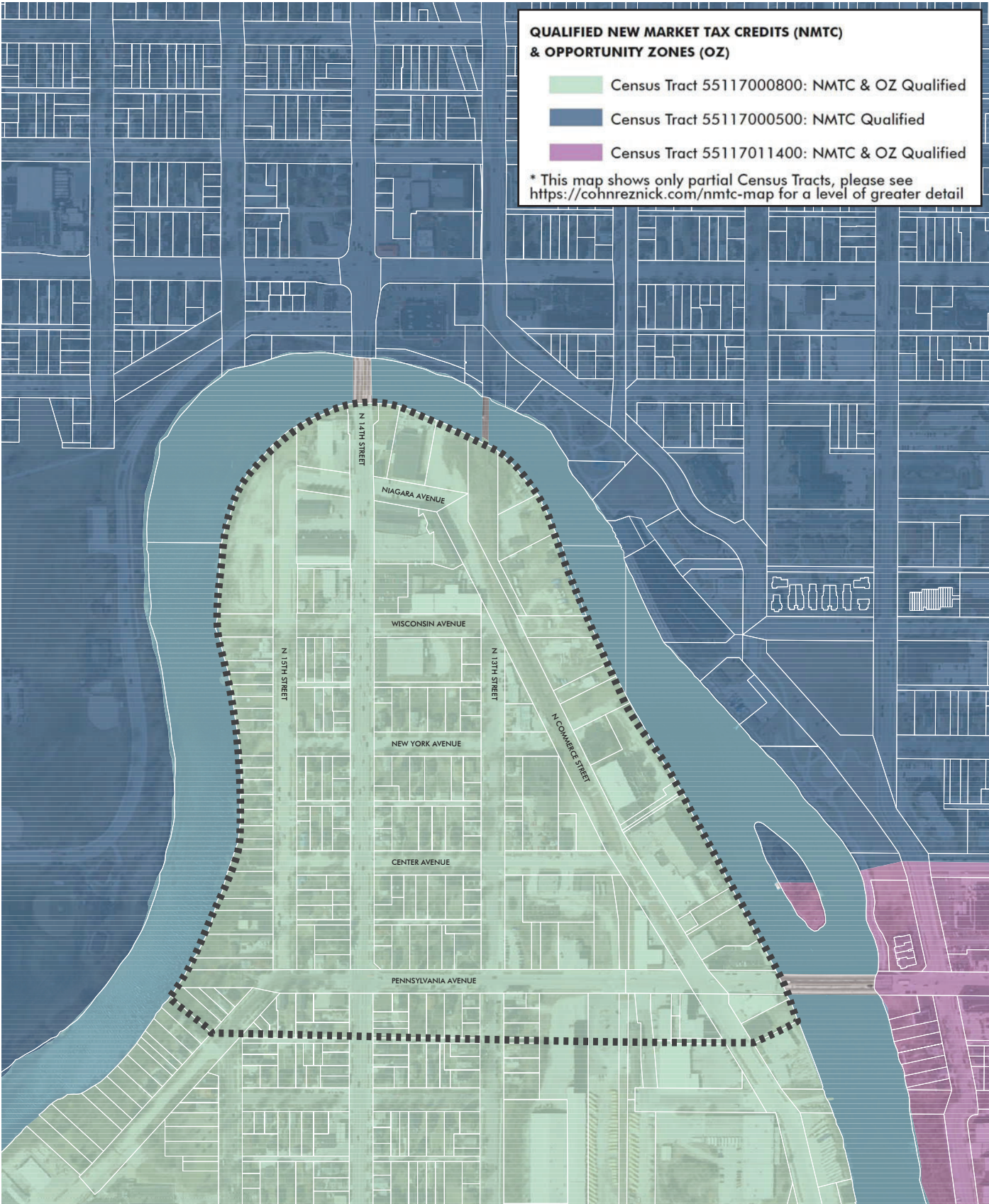
TAX INCREMENT DISTRICTS (TID)

- TID #6 (Purple)
- TID #10 (Red)
- TID #19 (Yellow)



Source: City of Sheboygan + GRAEF

New Market Tax Credit & Opportunity Zone Qualified Census Tracts

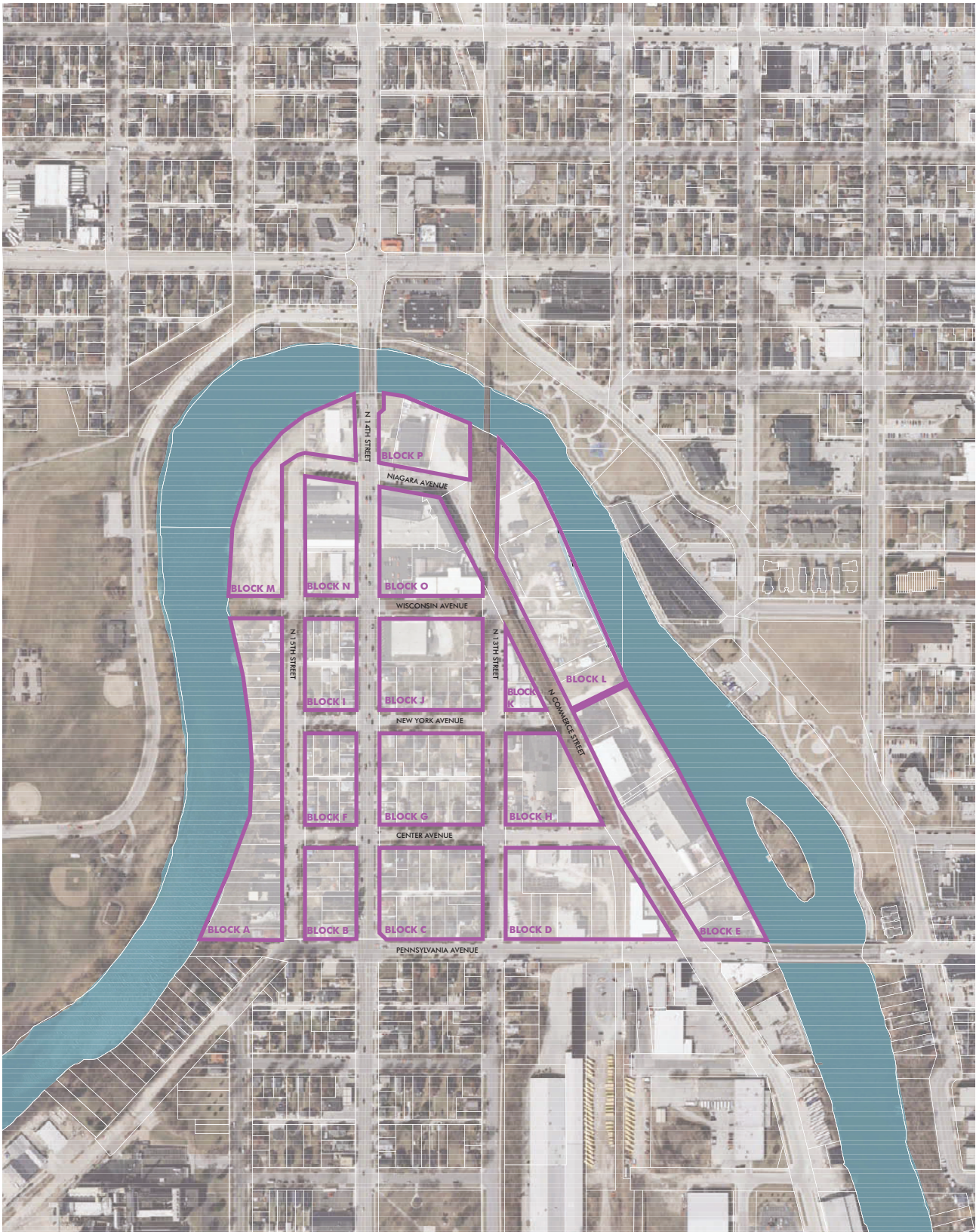


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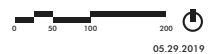


CHAPTER 2

COMMUNITY FEEDBACK



BLOCK IDENTIFICATION
RIVER BEND NEIGHBORHOOD REDEVELOPMENT PLAN



05.29.2019



COMMUNITY FEEDBACK

The planning process for the River Bend Neighborhood Plan included a public process to receive feedback and share potential ideas for the future of the River Bend neighborhood. This included two community meetings on June 20, 2019 where 22 local residents and property owners attended. The final draft plan was shared with the community on August 22, 2019 where 12 neighborhood stakeholders attended. The following pages include a summary of comments received from neighborhood stakeholders. This feedback has been integrated into the recommendations for the River Bend neighborhood in this Plan.



▲ Community members gather in Kiwanis Park on August 22, 2019 to review the draft Plan and share feedback

General

- Invest in infrastructure first
- Provide rowing and kayaking infrastructure (soft launch and river trail amenities)
- Provide residential units for working class, low income families/individuals (meet growing needs for rental housing)
- Provide streetscaping amenities and traffic calming measures to bring more identity to N. 14th Street and improve connectivity and walkability
- Slow traffic through the neighborhood in general
- Consider dedicating a percentage of affordable units
- Small pocket park needed (perhaps a riverwalk / linear park on the east side could serve this role)

North End (Blocks M, N, O, P)

- Pedestrian crosswalk enhancements at Niagara Avenue and N. 14th Street – issues with the intersection at peak times (and with the technical campus moving in, there will be increased interest in crossing N. 14th Street to get to the coffee shop)
- Niagara Avenue is narrow with parked cars – sometimes congested when trying to travel eastbound and turn left
- Shared parking between coffee shop and property south of Niagara Avenue – eliminate street parking on Niagara Avenue?

- Enhance artist and small business space in underutilized buildings

East Side / N. Commerce Street (Blocks K, L, H, D, E)

- Opportunity for higher density multifamily housing along the river (all sites) with some experiential retail / commercial if appropriate. (Note: experiential retail is a retail space that offers amenities beyond a typical shopping experience such as a cafe, music, or demonstrations.)
- Make the east side walkable to open access to the river and connect to the pedestrian bridge off of N. Commerce Street and further south to continue to Riverwalk
- Consider the historical value in block E (suitable for redevelopment or floors forgone and ceilings too low?)
- Contamination on Block D
- Island off of Block E – what can be done here in coordination with the existing club that manages the island
- Housing accessible to all communities – poor, working-class, undocumented, youth
- Create a riverwalk/linear park area

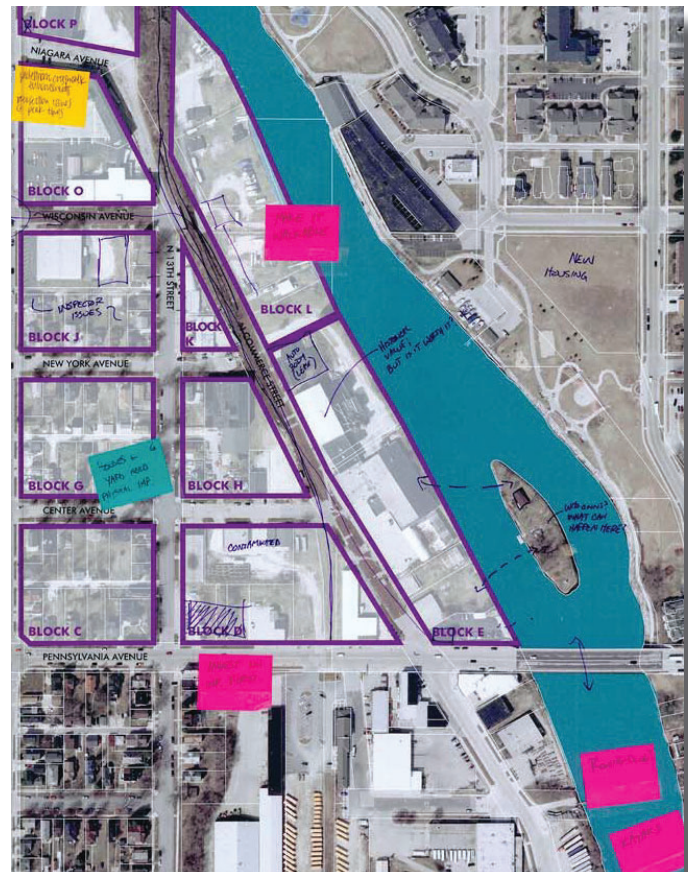
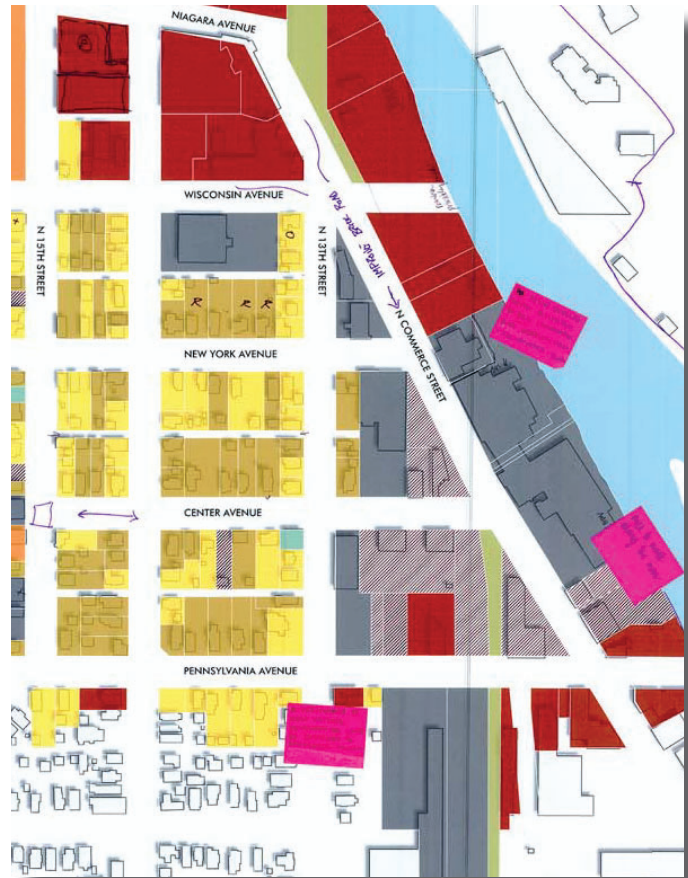
Center Core of River Bend (Blocks I, J, F, G, B, C)

- Physical improvements desired for houses and yards
- Market existing resources to property owners to make improvements
- Code enforcement to bring up quality of housing stock
- Consider an exterior home improvement program for the neighborhood
- Center Avenue needs improvement
- Traffic calming on N. 14th Street to aid with street crossing and slow traffic for commercial

West Side / N. 15th Street (Blocks M & A)

- Traffic calming on N. 15th Street to slow traffic
- Enhance intersection of N. 15th Street and Pennsylvania Avenue to improve safety
- Create a raised intersection along N. 15th Street to calm traffic that cuts through the neighborhood here

▼ Feedback by community stakeholders are detailed in the summary of this section.





CHAPTER 3

INFRASTRUCTURE INVESTMENTS



CHAPTER 3: INFRASTRUCTURE INVESTMENTS

RECOMMENDATIONS

3.1 Streetscaping

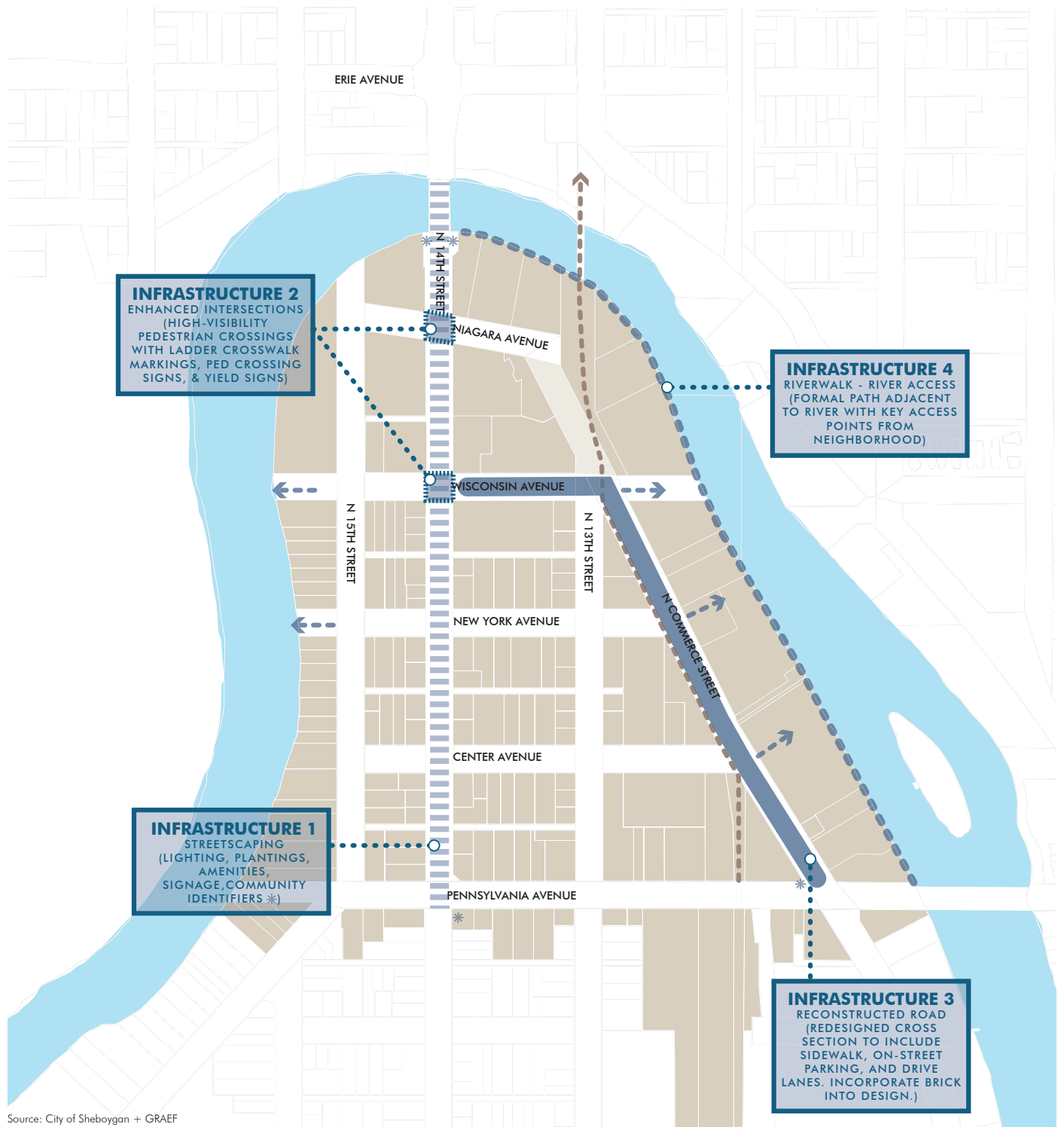
3.2 Crossing Enhancements on N. 14th Street

3.3 N. Commerce Street

3.4 River Access & Riverwalk on East Side

3.5 River Activities

INFRASTRUCTURE INVESTMENTS



Source: City of Sheboygan + GRAEF

Project 3.1

Streetscaping

Streetscape design is a critical tool that can be used to improve the overall appearance of a neighborhood. Implementation of streetscape elements along N. 14th Street would create the largest impact because of its high visibility. Streetscape elements such as decorative LED lighting and poles, banners, planters, seating, kiosks, litter receptacles, and other amenities should be explored for possible placement along N. 14th Street.

Additionally, community identifiers should be explored for the neighborhood. These are sculptural elements within a streetscape that seek to bring a unique identity to an area or corridor. Community identifiers can come in a variety of scales from large, gateway markers to smaller elements such as pole banners. In an effort to mark the key entrances into the River Bend Neighborhood, gateway markers could be located at the north and south ends of N. 14th Street. Gateway markers may also serve as gathering places for pedestrians. An example of this could be at the southeast corner of N. 14th Street and Pennsylvania Avenue. A small, city-owned space exists that could house a gateway marker, seating elements, and plantings.



- ▶ Community identifier examples that combine gateway signage with landscape and seating elements (top two images); Streetscape amenities can be focused at each intersection along N. 14th Street that could include plantings, specialty paving, benches, and litter receptacles (bottom image example).

Project 3.2

Crossing Enhancements on N. 14th Street

N. 14th Street is the prominent infrastructure element within the River Bend neighborhood. The roadway is a principal arterial, a designated state highway (STH 28), and sees an average daily traffic count of over 16,000 vehicles (2017 AADT). The roadway runs north-south through the entire neighborhood and acts as a physical barrier between the east and west sides. The highway is a 4-lane configuration with no on-street parking. While the posted speed limit is 25 MPH, community feedback identified speeding as a commonality along the roadway.

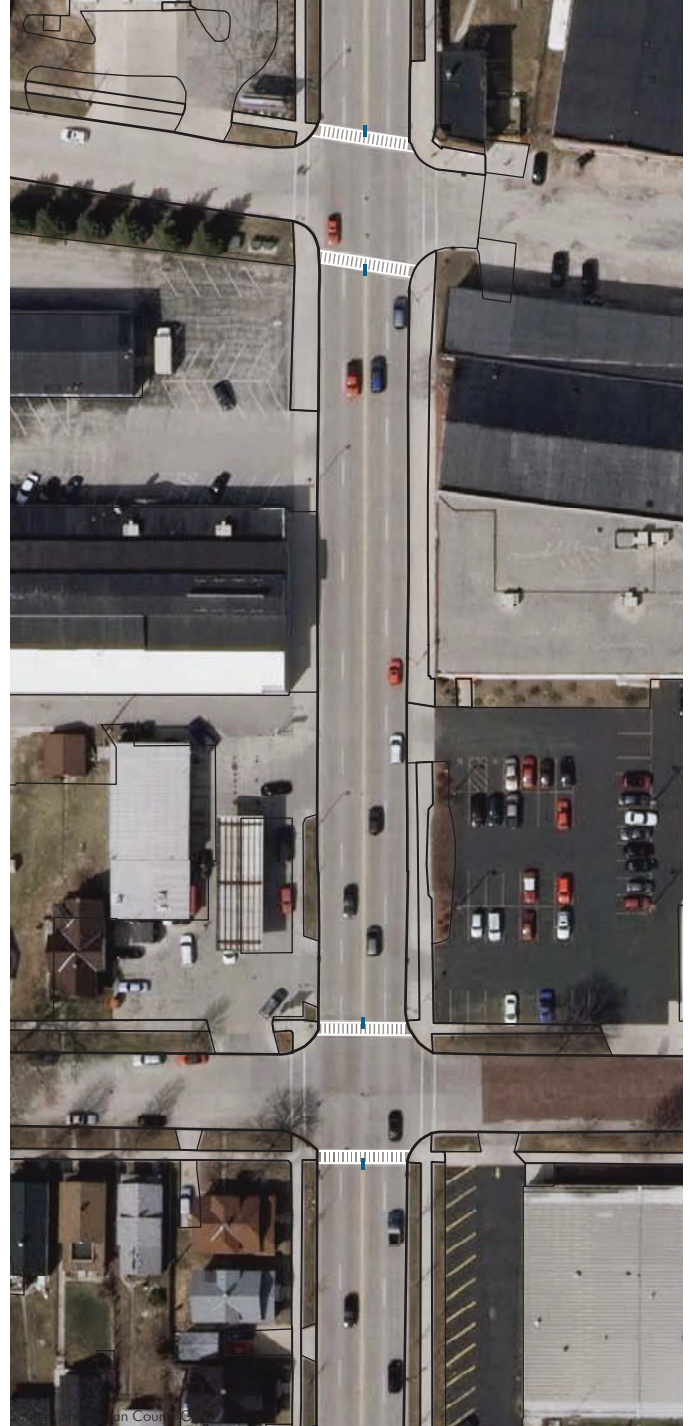
The state highway designation makes physical traffic calming interventions such as curb bump outs, raised intersections, or intersection medians unlikely. The city should implement high-visibility pedestrian crossings at the intersections of Niagara Avenue and Wisconsin Avenue. The images included on this page identify ladder crosswalk markings combined with Manual on Uniform Traffic Control Devices (MUTCD) recommended signage for pedestrian crossings.



Source: Ryan Soderlin



Source: StreetView



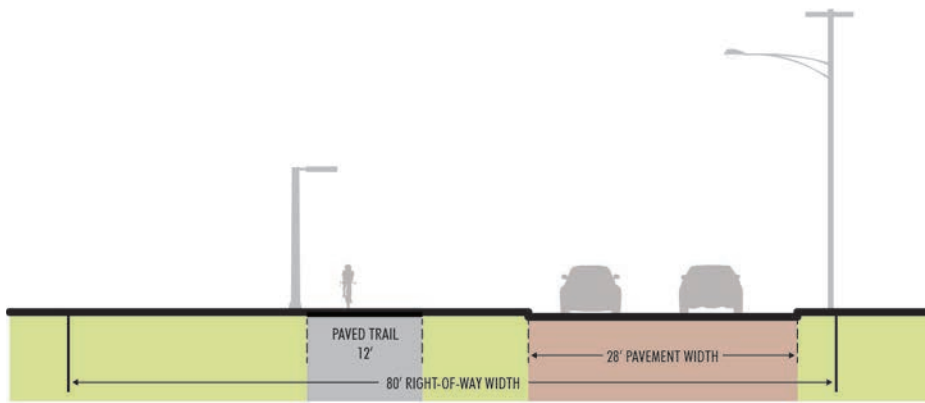
Source: City of Madison

- ▲ Signage to locate at Wisconsin Avenue and Niagara Avenue along with ladder crosswalk markings as shown in the aerial map to the right.

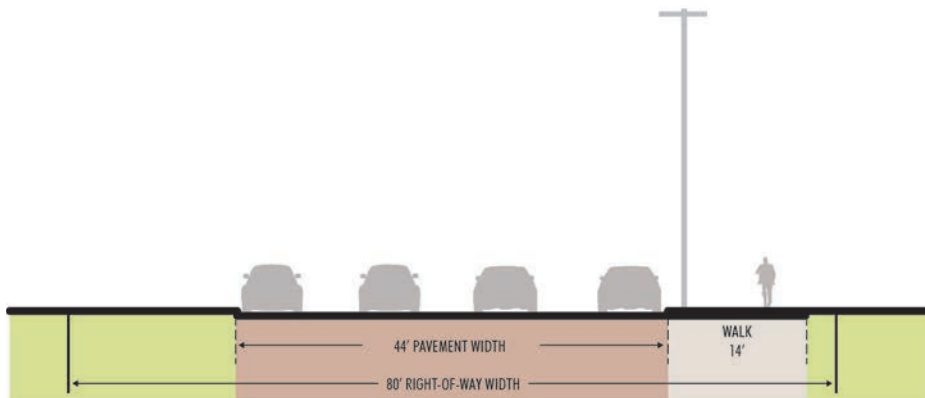
Project 3.3

N. Commerce Street

The images included on this page show the existing configuration of N. Commerce Street. The existing cross section varies along the entire stretch of the roadway, with portions of the paved area wider than others, sidewalks/walking paths in some areas and not others, and sporadic lighting placement. The road itself includes remnants of brick pavers, but the entire roadway surface is in dire need for a complete reconstruction. With the proposed land use changes identified in this plan surrounding N. Commerce Street, investment should be made to reconstruct the roadway as a complete street with clear delineation of pedestrian, bicycle, and vehicular elements. The city should explore the existing overhead utility lines and the possibility of burying the lines as part of the roadway reconstruction. The following pages show proposed cross-sections and possible brick paver solutions for the redesigned roadway.



▲ Existing cross section of N. Commerce Street (AA)

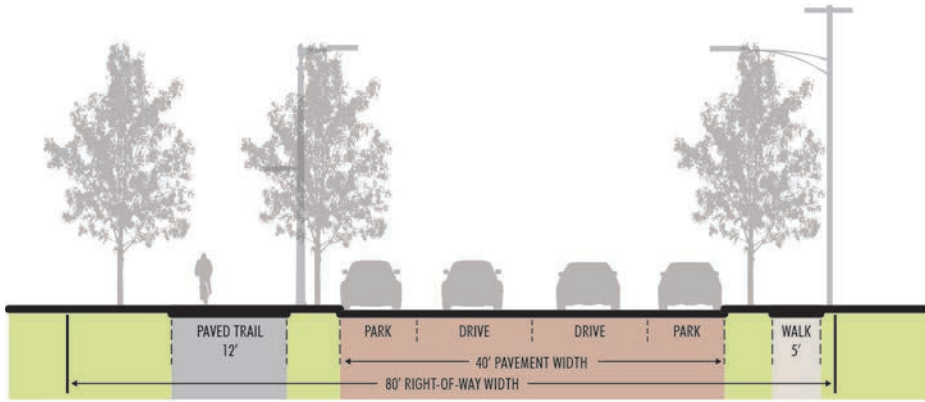


▲ Existing cross section of N. Commerce Street (BB)

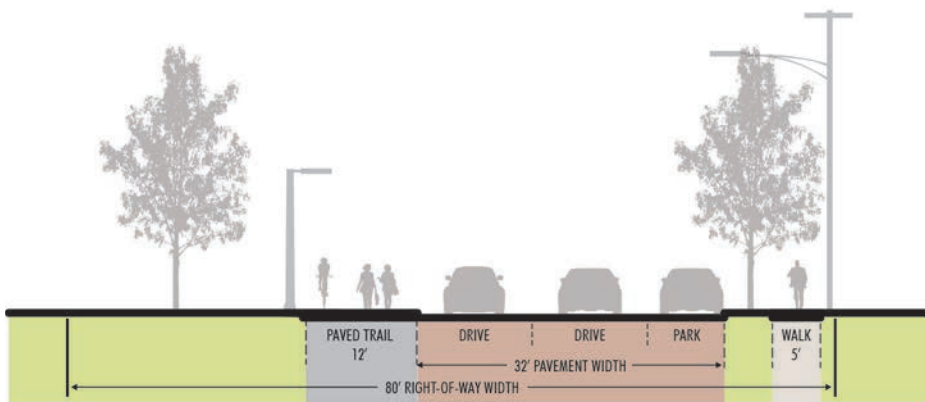
Source: GRAEF



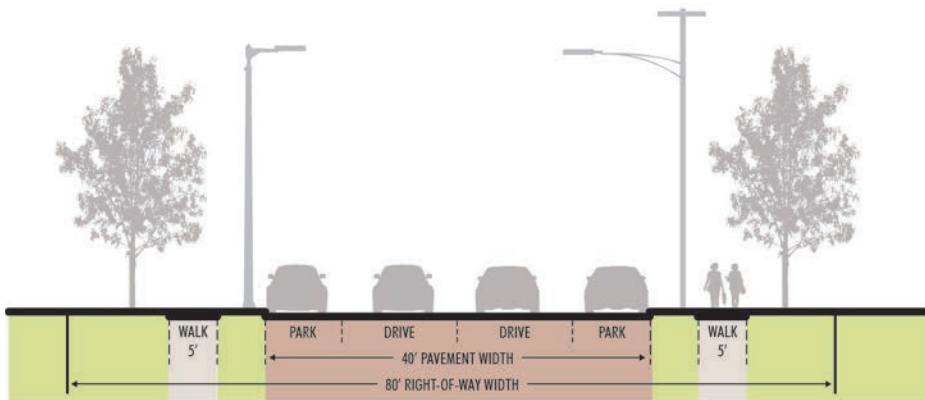
Source: Sheboygan County GIS



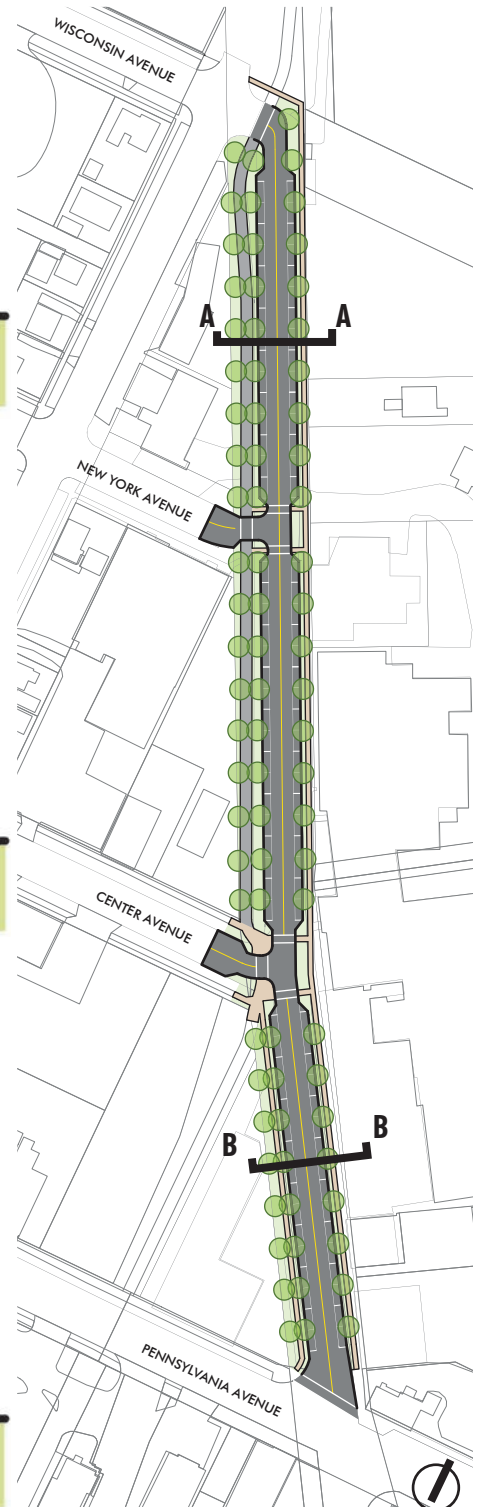
▲ Proposed cross section of N. Commerce Street (AA)
 Alternate 1: Shift trail west to accommodate on-street parking lane



▲ Proposed cross section of N. Commerce Street (AA)
 Alternate 2: Retain trail in existing location



▲ Proposed cross section of N. Commerce Street (BB)



▲ Proposed design of N. Commerce Street

Source: GRAEF

- ▶ Brick paver sidewalk solution. Existing brick from N. Commerce Street could be re-used for new sidewalks.



- ◀ Brick paver on-street parking lane solution. Existing brick from N. Commerce Street could be re-used within the roadway parking areas.

- ▶ Brick paver intersection solution. Existing brick from N. Commerce Street could be re-used for new intersections including crosswalks or pedestrian landings.



Project 3.4

River Access & Riverwalk on East Side

The River Bend neighborhood is positioned with ample riverfront opportunities along the Sheboygan River. Connections within the city, and along a larger multi-jurisdictional trail, exist with the Shoreland 400 Rail Trail and the Interurban Trail, both former rail corridors. In addition, the riverfront along the catalytic sites provides an opportunity to create a riverfront loop from Pennsylvania Avenue to the trestle bridge. This new riverwalk would have a more urbanized design language creating a more formal experience. This is in contrast to other more park-like riverfront experiences in other parts of the city. This new riverwalk would create an amenity space, connect the new residential neighborhood into the downtown, and have a unique design aesthetic in keeping with this new, vibrant neighborhood.

The Shoreland 400 Rail Trail runs through the River Bend neighborhood along N. Commerce Street. The trail is a 12' wide multi-purpose trail constructed on a former rail corridor that runs from Pennsylvania Avenue and crosses the Sheboygan River on a rail trestle bridge. From there it continues as far north as North Avenue. This link connects neighborhoods, employers and entertainment destinations, and a southern expansion is planned.

The Sheboygan Interurban Trail lies across the Sheboygan River from the neighborhood. The trail runs along the lakefront, through downtown, and along the river across from River Bend in segments of on-road and off-road facilities. The trail spans from the Ozaukee-Sheboygan County line, and connects Kohler, Sheboygan Falls, and Plymouth.



Project 3.5

River Activities

Non-motorized river recreation is a growing activity in urban environments. Residents and tourists are interested in exploring cities via river transportation. Outdoor companies are capitalizing on this demand through kayak, canoe, paddleboard, and paddle boat rental opportunities in different cities. The River Bend neighborhood should look to support non-motorized river activities at multiple public access points in the neighborhood. This should include the provision of a soft boat launch on the east side of the neighborhood, possibly within the Wisconsin Avenue publicly-owned right-of-way (ROW) east of N. Commerce Street.

Additionally, the River Bend neighborhood is in close proximity to city parks, but is physically separated from them by the Sheboygan River. Non-motorized boats such as kayaks and paddleboards could serve as a way for residents to access parks from the neighborhood. Another solution to explore is a chain ferry.



Source: waterfrontsolutions.net



Source: shilohtrail.org



Source: <https://saugatuck.com>

▲ Non-motorized chain ferry example



Source: rowingdock.com

▲ Non-motorized recreation activities including soft boat launch, kayaking, and paddleboarding.



CHAPTER 4

REDEVELOPMENT OPPORTUNITIES



CHAPTER 4: REDEVELOPMENT OPPORTUNITIES

RECOMMENDATIONS

4.1 Zoning & Future Land Use Map

4.2 Catalytic Project: Riverfront Residential

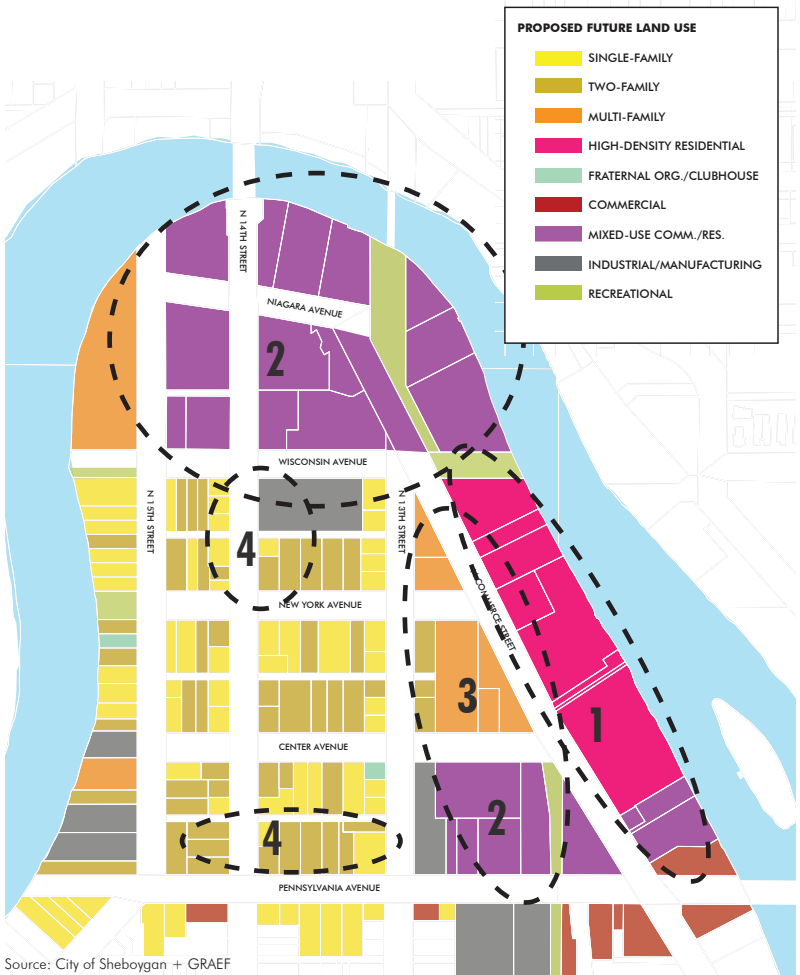
4.3 Catalytic Project: Mixed-Use Infill

Recommendation 4.1

Possible Land Use and Zoning Amendments

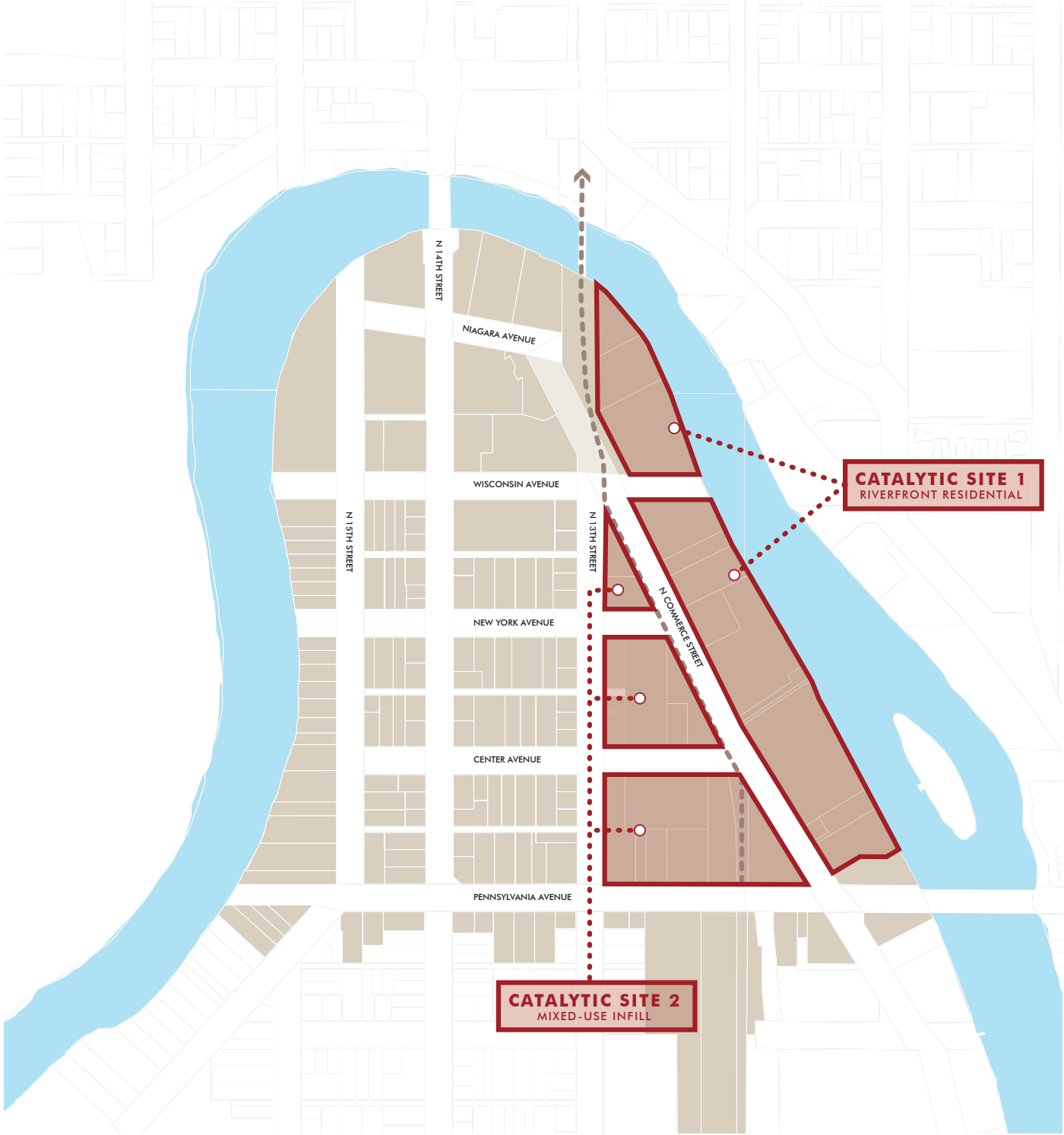
The map below should serve as the guiding tool to justify future land use and possible zoning amendments within the neighborhood. Possible revisions to the future land use map include the following:

1. High Density Residential along the river east of N. Commerce Street.
2. Mixed-use Commercial/Residential north of Wisconsin Avenue and along Pennsylvania Avenue.
3. Multi-Family Residential between N. 13th Street and N. Commerce Street.
4. Commercial uses along Pennsylvania Avenue and N. 14th Street.



Source: City of Sheboygan + GRAEF

CATALYTIC PROJECTS



Source: City of Sheboygan + GRAEF

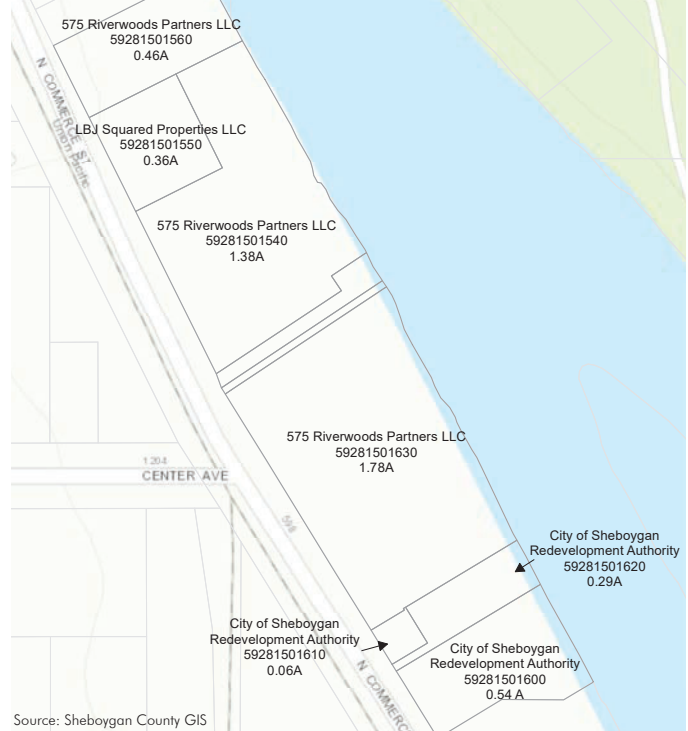
Recommendation 4.2 Riverfront Residential

Over 1,800 linear feet of riverfront development opportunity exists within the River Bend Neighborhood.

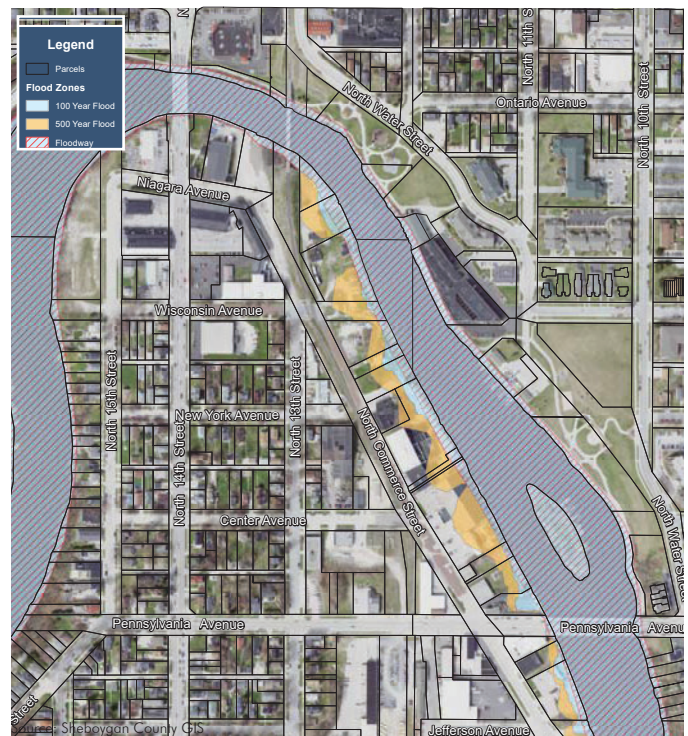
This area has great development opportunity (river access, market attractability, planned infrastructure improvements, publicly-owned parcels, economic incentives, etc.)

The Sheboygan River does create some limitations in regards to floodways along the east side of the neighborhood. Buildings will require a minimum of 30' setback from the river edge.

The following pages include two site designs inclusive of different development scenarios for the former Mayline building and adjacent properties along the river.



▲ River front property ownership (Aug. 2019)



▲ Floodway and floodplain locations within neighborhood.

Riverfront Residential

HOUSING STOCK

A variety of residential building types are not only possible for the riverfront area, but a mix of densities should be pursued. Diverse residential densities will create visual interest and blend in with existing neighborhood mixture of large commercial/industrial buildings and smaller house structures. The following includes different residential densities possible for the River Bend Neighborhood.



- ◀ Rowhouse
 - Housing units that are joined by common sidewalls. Typically, rowhouses will be 2-3 stories in height, with each unit occupying all levels. Each unit has an individual entry. In-unit garages are typical along with individual front and back yard areas.

- ▶ Multi-Family Walk-Up
 - Similar to the rowhouse, walk-ups have individual entrances for each unit. Walk-ups units however are typically 1-level, meaning that half the building residents have ground level units, and half have an individual stair to their second level unit. Combination of in-unit garages and detached garages are typical along with shared outdoor space and a clubhouse.



- ◀ Traditional Multi-Family Apartment
 - Buildings typically contain a double-loaded corridor with a shared, single entrance with elevators. Underground parking is typical along with shared outdoor space and indoor common amenities.

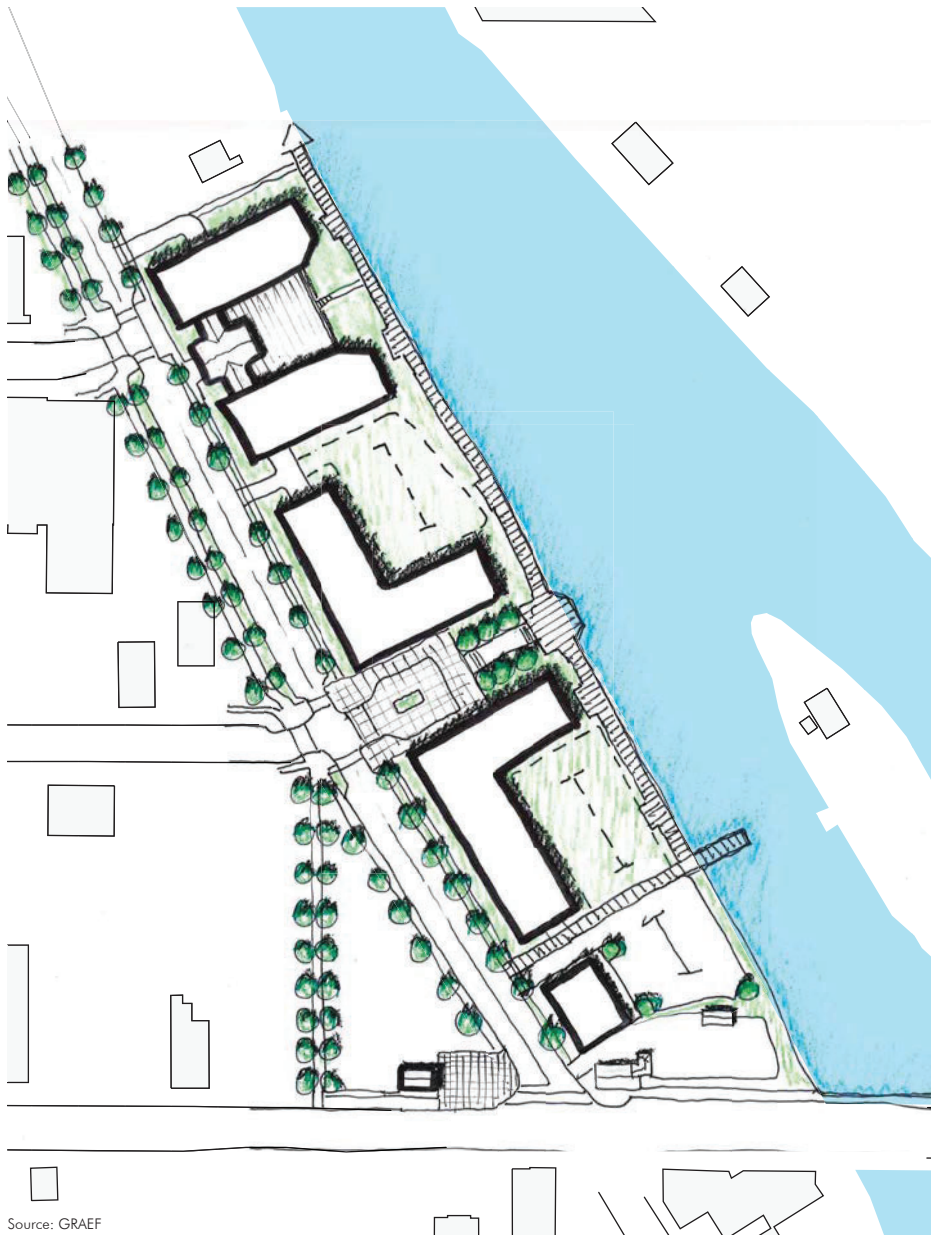
- ▶ Senior Independent Living (Apartment)
 - Buildings are similar to traditional apartments. Often include weather-protected drop-off area, underground parking, and visitor parking. Outdoor space is shared.



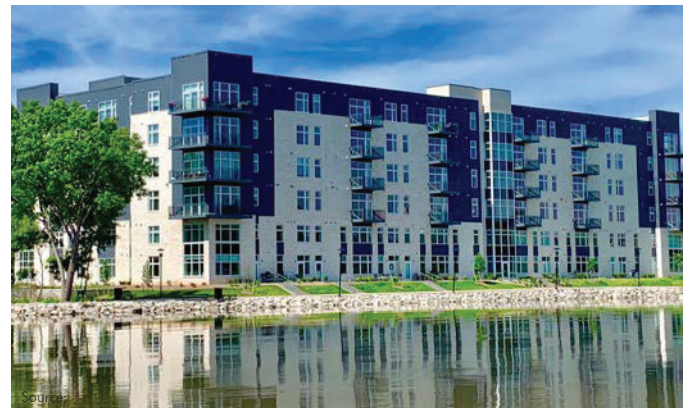
Riverfront Residential: Mayline Site

Preferred Site Design: Urban Riverfront Apartments

- 68 UNITS PER FLOOR (3-STORY=204 UNITS; 4-STORY=272 UNITS)
- 4.89 ACRES (41-55 UNITS/ACRE)
- 210 UNDERGROUND PARKING (HALF-LEVEL DOWN)
- 135 SURFACE PARKING STALLS
- ADAPTIVE REUSE OF EXISTING CITY-OWNED BUILDING



Riverfront Residential: Mayline Site



▲ Project examples showing how building design and orientation maximizes river views.



▲ City-owned building that could be a candidate for adaptive re-use into either a clubhouse for new residential development, or retail space.

Riverfront Residential: Mayline Site

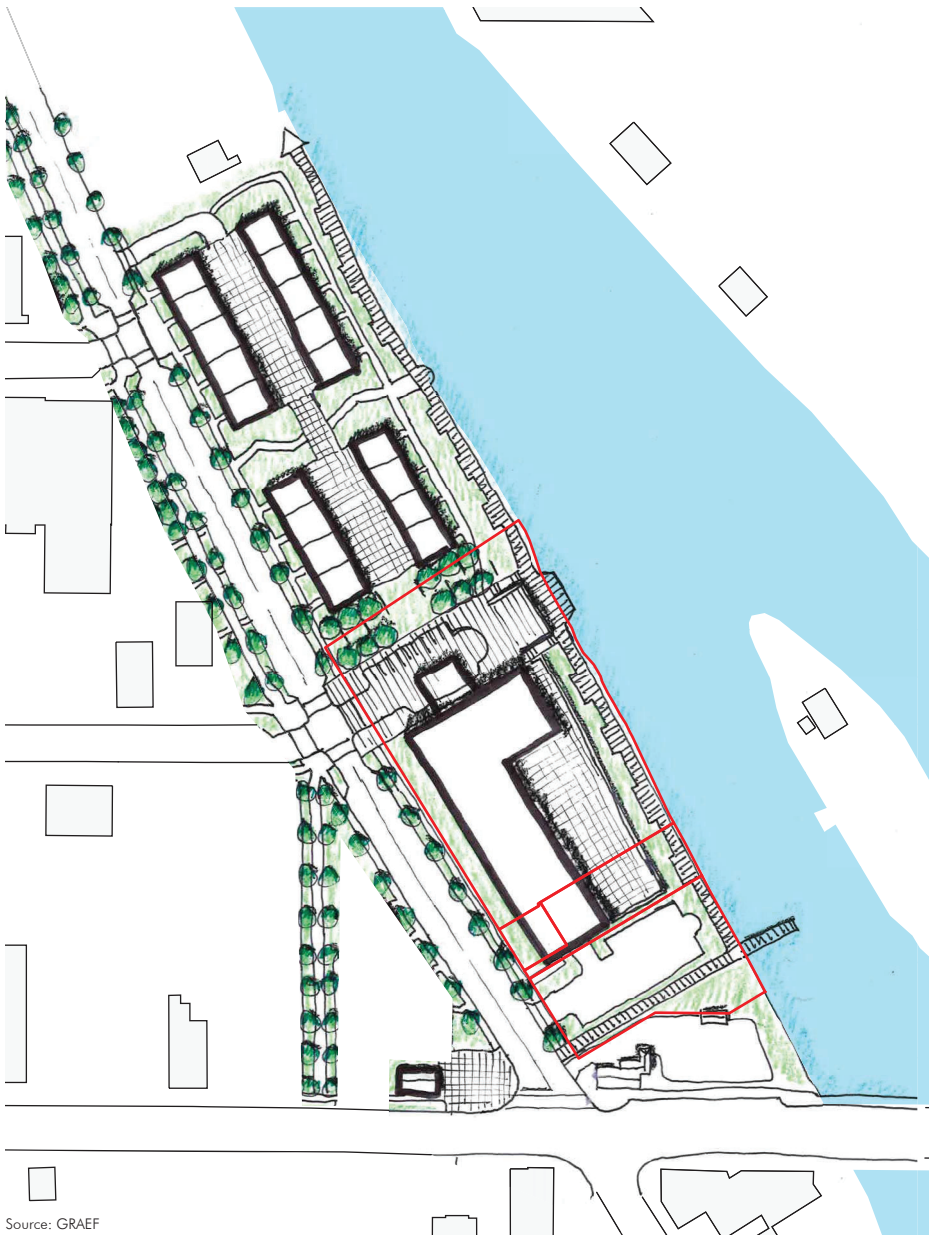
Alternate Site Design: Independent Senior Apartments and Townhomes

SITE 1: Senior Apartments

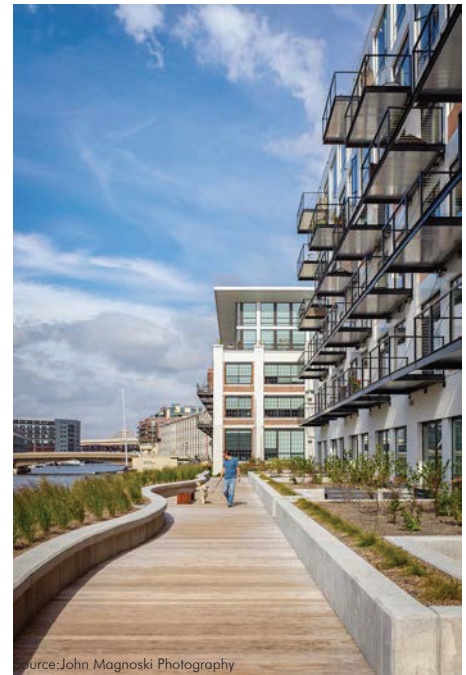
- 25 UNITS PER FLOOR (4-STORY=100 UNITS)
- 2.64 ACRES (37 UNITS/ACRE)
- 120 UNDERGROUND PARKING (HALF-LEVEL DOWN)
- 35 SURFACE PARKING STALLS
- ELEVATED PRIVATE TERRACE OVERLOOKING RIVER

SITE 2: Townhomes

- 2-3 STORY TOWNHOMES
- 18-36 UNITS
- 2.25 ACRES (8-16 UNITS/ACRE)
- 2-CAR GARAGE PARKING WITHIN EACH UNIT



Source: GRAEF



Source: John Magnoski Photography



Source: milwaukeecondoman.com

Riverfront Residential: Mayline Site



▲ Townhouse project examples.

◀ Project examples showing senior and traditional apartments with shared green space and riverwalks along rivers.

Recommendation 4.3

Mixed-Use Infill

The area north of Pennsylvania Avenue between N. 13th Street and N. Commerce Street is a critical area of future development opportunity. The land lies between existing low density residential single-family and duplex houses to the west and future higher density residential riverfront development along the riverfront. This middle area provides opportunities for adaptive reuse of existing structures as well as multiple infill development sites.

Similar to the riverfront development area, this area has great development opportunity (visibility from Pennsylvania Avenue, market attractability, planned infrastructure improvements, publicly-owned parcels, economic incentives, etc.).

As redevelopment opportunities arise, integrating additional park space east of N. 14th Street will be a key neighborhood amenity. The character of the area will lend itself to attracting active residents and incorporating a pocket park or an activated green space will be highly desired.

The following pages show site development scenarios for the three blocks identified as Catalytic Site 2.



Source: GRAEF

Mixed-Use Infill



▲ Existing view looking east along Pennsylvania Avenue



▲ Existing view looking south along N. 13th Street



▲ (Middle image) Existing warehouse building along N. Commerce Street. (Bottom image) Adaptive reuse project example into residential lofts.



▲ (Middle image) Existing structure at the corner of Pennsylvania Avenue and N. Commerce Street. (Bottom image) Adaptive reuse project example into restaurant, coffee shop, or other retail space.

Mixed-Use Infill

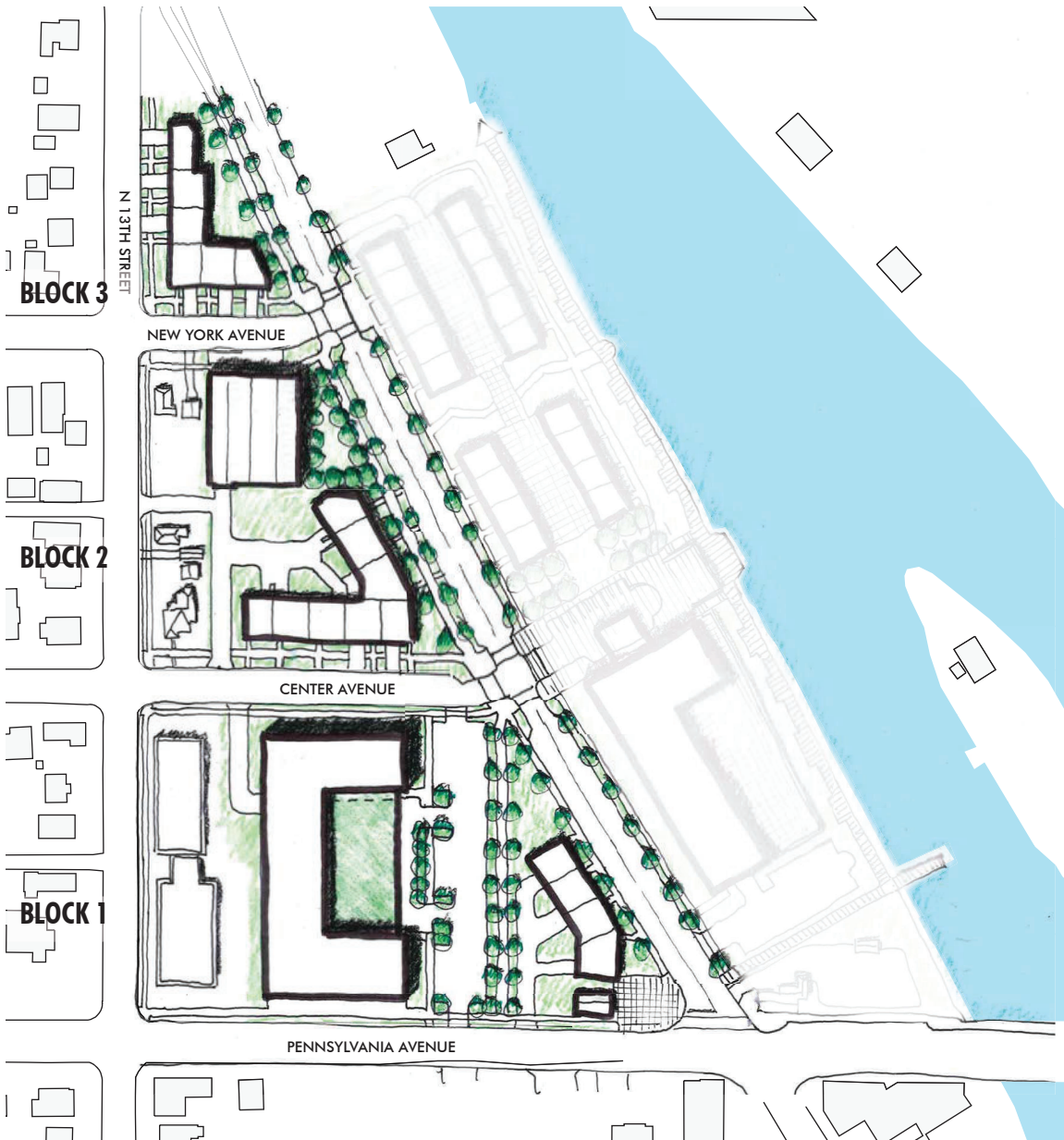
Mixed-Use Retail/Residential Apartments, Adaptive Re-use, Townhomes

BLOCK 1: Mixed-Use Commercial/Residential

- 32 UNITS PER FLOOR (4-STORY=128 UNITS)
- 2.73 ACRES (46 UNITS/ACRE)
- 10-12K COMMERCIAL SPACE
- 132 COVERED PARKING; 60 SURFACE PARKING
- 4-8 TOWNHOMES & 1,250 SF COMMERCIAL (adaptive)

BLOCK 2 & 3: Townhomes & Adaptive Reuse Apartment

- 14-28 TOWNHOMES; 50 APARTMENTS (adaptive)
- 1.92 ACRES (33-40 UNITS/ACRE)
- 2-CAR GARAGE FOR EACH TOWNHOUSE; 1 STALL/APT. UNIT



Source: GRAEF

Mixed-Use Infill

◀ Project example showing ground level parking for commercial space with residential apartments above. Similar project type could be located at Block 1.



Source: GRAEF



Source: BSB Design



Source: <https://townhomes.eya.com/bethesda-new-elevator-townhomes-grosvenor-heights-the-harrison>



Source: townhome-design-the-globeandmail.com

▲ Project examples showing rowhouse designs that could be located at Block 1, 2 or 3.



Source: bglandscapes.com

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CHAPTER 5

HOUSING AND COMMUNITY RESOURCES

CHAPTER 5: HOUSING & COMMUNITY RESOURCES

RECOMMENDATIONS

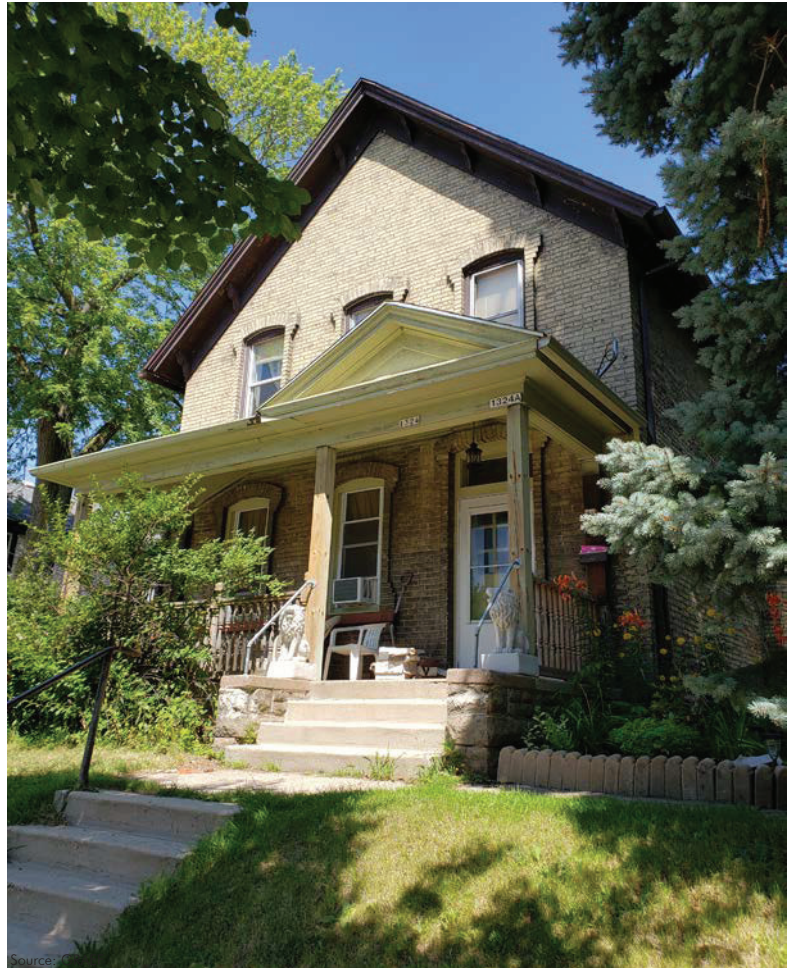
5.1 Rehabilitation of One- and Two-Family Housing Stock

5.2 Ongoing Rehabilitation of Commercial Properties

5.3 Encourage Historic Rehabilitation & Adaptive Retrofits

5.4 Identity Opportunities for Start-Up Incubators and Live-Work Space

The River Bend neighborhood is seeing a renaissance in neighborhood investment – residential, commercial, and recreational. Current economic dynamics in the neighborhood have resulted in a varying level of investment. Currently the north end of the neighborhood is seeing significant investment, with more redevelopment expected on the west side along N. Commerce Street. Now is a critical time for the city and partners to work closely with the residents and businesses in the neighborhood to restore confidence in the neighborhood and increase the level of maintenance and property values that have languished since the housing crisis. Finding opportunities to share resources, showcase ongoing investment, and increase opportunities for quality residential rehabilitation will be significant in the renaissance of River Bend.



Recommendation 5.1

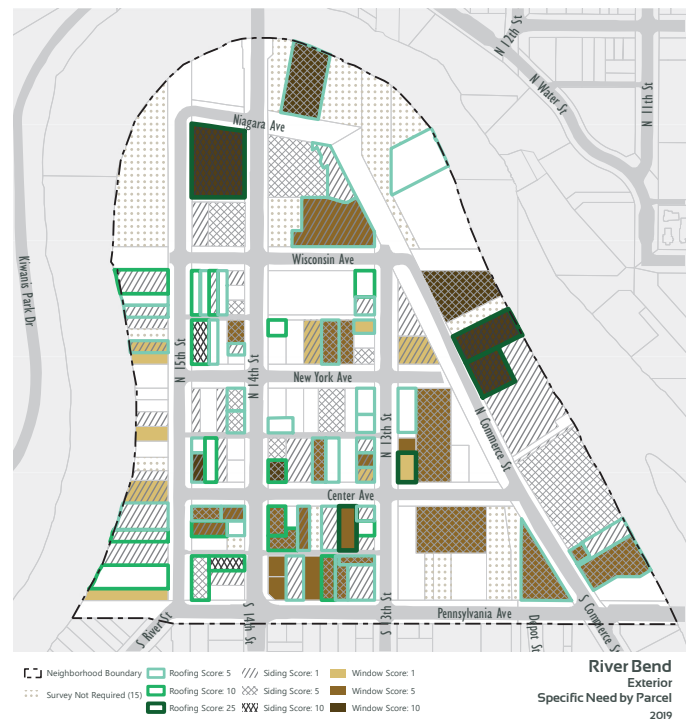
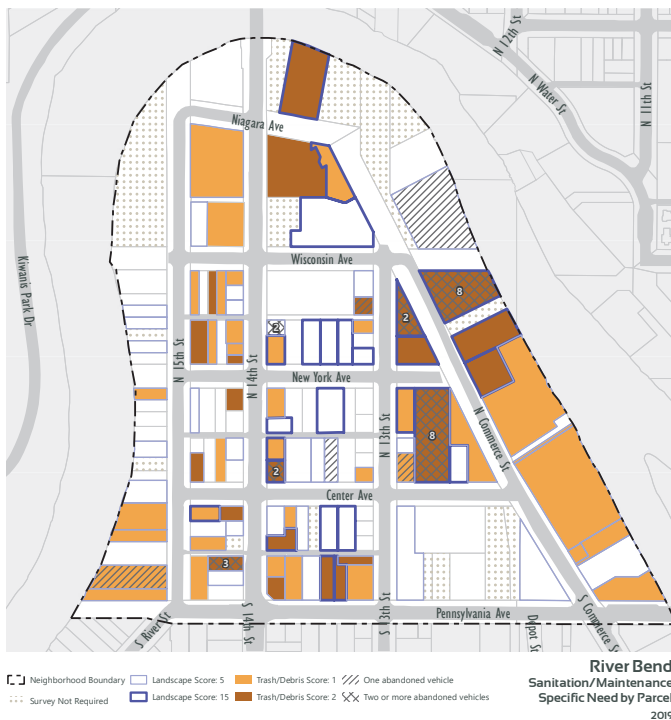
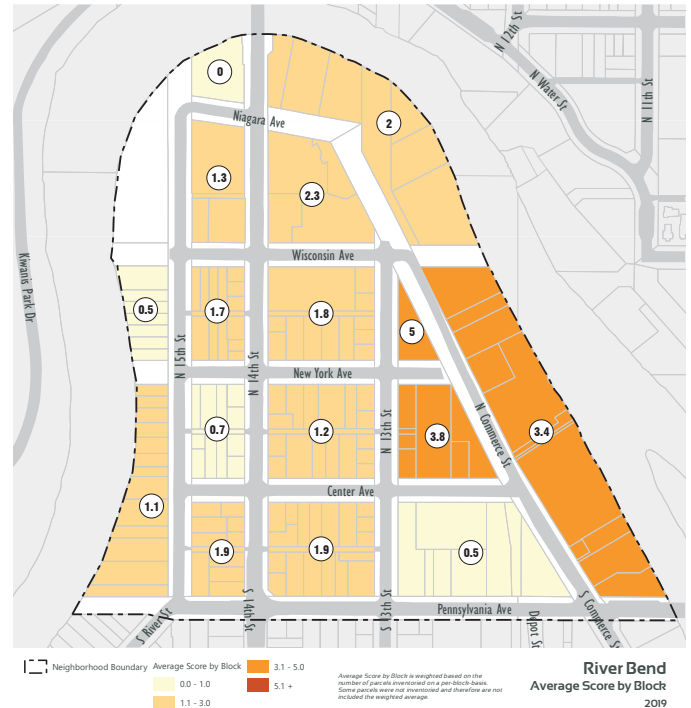
Encourage rehabilitation of River Bend’s one- and two-family housing stock to boost curb appeal, property values, property maintenance, and neighborhood confidence.

Market the city’s Community Development Block Grant (CDBG) program for owner-occupied and investor-owned properties to all properties in the neighborhood to encourage reinvestment.

The investment in curb appeal and higher quality residential units will increase confidence in the neighborhood, and enhancement and strengthened neighborhood leadership will follow. For properties that are ineligible or incompatible with CDBG requirements, examine creating an internal fund to facilitate grants and loans.

Conduct Outreach to Property Owners with Delayed Maintenance

Now that the neighborhood conditions have been explored by evaluating the roofing, siding, windows, debris, and exterior lighting throughout the neighborhood, following up with the community on the city’s plan for assistance and enforcement is needed.



▲ Maps from the 2019 Baseline Survey of Existing Conditions (Source: City of Sheboygan)



Host Neighborhood Meetings to Share Resources

The city and other local partners have many home improvement resources that can be shared with the community to nurture the revitalization of the neighborhood. Consideration can be given to highlighting an example of curb appeal and rehabilitation in River Bend, or perhaps some design assistance to provide guidance to property owners on how to rehabilitate and strengthen the quality of housing and the value of River Bend's property values. This meeting could be hosted in a commercial property in the neighborhood on the north end. These resources can also be shared with residents by mail.

Host Homeownership & Financial Wellness Workshops

The city could partner with a local organization to provide resources for renters in the community to learn about homeownership, and when relevant, focus on financial wellness to build up to homeownership. Consideration could be given to working with residential property investors who may be willing to sell their properties to their tenants or other neighborhood residents.



source: CRAEF



▲ In general, the housing stock is slightly outdated in appearance, however much of this is cosmetic and material choices in prior exterior maintenance. The housing stock in general is built well with high quality materials and are attractive to current and future residents interested in a traditional neighborhood with proximity to the river and other amenities, including recreation and many prominent commercial corridors.

Source: GRAEF

**CITY OF SHEBOYGAN
COMMUNITY DEVELOPMENT BLOCK GRANT
OWNER-OCCUPIED
REHABILITATION LOAN PROGRAM
GUIDELINES AND APPLICATION**
January 2015

- 1 You must be the owner-occupant of the property to be rehabilitated.
- 2 The property must be located in the City of Sheboygan. Priority is given to any property located in the central part of the City.
- 3 Total debt on the property (including our loan) cannot exceed 50% of the property's after-rehabilitation market value. The City will place a mortgage on the property to secure the loan.
- 4 Applicants must meet the income guidelines (January 2015) shown below:

FAMILY SIZE	MEDIAN INCOME OF 50%	MEDIAN INCOME OF 80%
1	\$24,150	\$38,600
2	\$27,600	\$44,100
3	\$31,050	\$49,600
4	\$34,450	\$55,100
5	\$37,250	\$59,550
6	\$40,000	\$63,950
7	\$42,750	\$68,350
8+	\$45,500	\$72,750

For applicants whose income is below **50%** of the median income, the loan is deferred (no monthly payments) with no interest charges. The loan is repaid (without interest) when you sell the property or move out of the property.

For applicants whose income is **above 50%** of the median income, but **below 80%** of the median income, monthly payments of principal and interest are required. The interest rate will vary from **0% to 4%** depending on income for a period of **10 years**.

IF YOU HAVE ANY QUESTIONS, PLEASE CONTACT

Department of City Development
828 Center Avenue, Suite 104
Sheboygan, WI 53081
(920)459-3377
E-Mail: Development@ci.sheboygan.wi.us

**CITY OF SHEBOYGAN
COMMUNITY DEVELOPMENT BLOCK GRANT
OWNER-INVESTOR
REHABILITATION LOAN PROGRAM
GUIDELINES AND APPLICATION**
January 2015

- 1 You must be the owner of the property to be rehabilitated.
- 2 The property must be located in the City of Sheboygan. Priority is given to any property located in the central part of the City.
- 3 Total debt on the property (including our loan) cannot exceed 50% of the property's after-rehabilitation market value. The City will place a mortgage on the property to secure the loan.
- 4 Applicants must meet the income guidelines (January 2015) shown below:

FAMILY SIZE	MEDIAN INCOME OF 80%
1	\$38,600
2	\$44,100
3	\$49,600
4	\$55,100
5	\$59,550
6	\$63,950
7	\$68,350
8	\$72,750

At the time of loan closing, you will be required to deposit **25%** of the project cost into the City's escrow account. The City will loan the remaining **75%** of the project cost at **4%** for fifteen **(15) years**.

IF YOU HAVE ANY QUESTIONS, PLEASE CONTACT

Housing Rehabilitation Program
Department of City Development
828 Center Avenue, Suite 104
Sheboygan, WI 53081
(920)459-3377
E-Mail: Development@ci.sheboygan.wi.us

▲ Available here: <http://sheboyganwi.wpengine.com/wp-content/uploads/2011/05/Rehab-Loan-Program-2015-Owner-Occupied-Application3.pdf>

▲ Available here: <http://sheboyganwi.wpengine.com/wp-content/uploads/2015/04/Rehab-Loan-Owner-Investor-and-Tenant-Application.pdf>

Recommendation 5.2

Support the ongoing rehabilitation of the commercial properties in River Bend.



Source: GRAEF

- ▲ A view of the rehabilitation of 822 N. 14th Street into a commercial space.

Market the city's Commercial Facade Loan Program, the Signage grant, and the Business Development Revolving Loan Program to all neighborhood businesses to boost the curb appeal and job opportunities in the neighborhood.

The north end of River Bend is experiencing a renaissance of vision, new uses, and reinvestment. This is setting a strong tone for future investment in existing and new commercial properties in the neighborhood. Opportunities to highlight new investment by working with new businesses on open houses that are marketed to neighboring community residents and businesses will help strengthen the neighborhood identity and inspire additional transformation.

- Commercial Facade Loan Program: <http://sheboyganwi.wpengine.com/wp-content/uploads/2011/05/RDA-CFLP-FINAL.pdf>
- Commercial Signage Program <http://sheboyganwi.wpengine.com/wp-content/uploads/2011/05/Sign-Grant-11-2008.doc>
- Inquire with the City of Sheboygan's Planning & Development team about the Business Development Revolving Loan Program.



- ▲ A view of the ongoing historic rehabilitation efforts of 1320 Niagara Avenue. This building will feature 2-3 new mixed-use tenants.

Recommendation 5.3

Facilitate the historic rehabilitation and adaptive retrofits of the existing structures – residential and commercial in River Bend.

How to Qualify for Tax Credits

1. Own a Historic Building
2. Use the Building for Income-Producing Purposes
3. Formally Apply to the Wisconsin Historical Society
4. Rehabilitate the Building Following Program Standards
5. Spend the Minimum Amount Required on Rehabilitation
6. Claim the Credit for Eligible Expenses Only
7. Maintain Ownership of the Building and the Building's Historic Character for Five Years



- ▲ The John Allen Seed Company building at 1223 New York Avenue, built in 1920.
Source: Wisconsin Historical Society: <https://www.wisconsinhistory.org/Records/Property/HI122513>

Share resources with the property owners of eligible historic properties in River Bend.

- Sheboygan's Historic Preservation Research and Construction Grant programs
- National Register and State Register of Historic Places
- State and Federal Tax Credits

National Register & State Register of Historic Places

Both registers include buildings, sites, and districts that are significant in local, state and national history. Today, there are approximately 2,400 listings in Wisconsin. Properties that are interested in pursuing Historic Tax Credits need to be listed on the State and National Registries.

- <https://www.wisconsinhistory.org/pdfs/hp/consultants/HPR-Nomination-Questionnaire-2016.pdf>
- <https://www.wisconsinhistory.org/Records/Article/CS2836>

State & Federal Tax Credits for Historic Income-Producing Buildings

The Federal program returns 20 percent of the cost of rehabilitating historic buildings to owners as a federal income tax credit. The Wisconsin Historic Preservation Tax Credit Program returns 20 percent of the cost of rehabilitating historic buildings, up to \$3.5 million per parcel, to owners as a Wisconsin income tax credit.

- <https://www.wisconsinhistory.org/Records/Article/CS3215#forms>

Historic Preservation Grant Program – Facade Grant for Research Work

Available in other parts of the city, the city is considering expanding the program into the River Bend neighborhood.

- <http://sheboyganwi.wpengine.com/wp-content/uploads/2014/08/Historic-Preser.-Grant-Research-8-6-14-2.pdf>
- Inquire with the City of Sheboygan's Planning & Development team about the Historic Preservation Construction grant program

Structures to Consider for Eligibility for the Registers & Tax Credits

- 1134 Pennsylvania Avenue (original structures on the east side of the parcel)
- 511 N. Commerce Street
- 1223 New York Avenue (see photo, previous page)
- 619 N. Commerce Street (former Mayline facility)



Source: GRAEF

▲ 1134 Pennsylvania Avenue.



Source: GRAEF

▲ 511 N. Commerce Street

Recommendation 5.4

Identify and capitalize on opportunities to create live-work spaces.

Historically River Bend thrived as a live-work neighborhood, where residents walked to local manufacturing jobs. While some residents are still able to do this, the changing economic landscape has shifted this somewhat. Given the unique mix of uses in River Bend, and the proximity to other prominent commercial areas—including downtown—River Bend is positioned to welcome new and innovative work and live-work spaces to regain its positioning as a live-work neighborhood.

Live-Work Spaces

This can and should include opportunities to diversify the working and housing types in River Bend, and in Sheboygan generally. The neighborhood currently contains existing structures and potential sites for development that could incorporate these uses into the redevelopment plans. Live-work redevelopment can help preserve the historic landscape of the neighborhood while also increasing density of jobs and residents that can support and contribute to the urban amenities within the neighborhood and in the surrounding commercial corridors and districts.



▲ A view of two parcels along N. Commerce Street that are ripe with potential for live-work spaces.

LIVE/WORK



Source: <http://kronbergwall.com/the-importance-of-livework/>

