ECONOMIC DEVELOPMENT COMMITTEE
MEETING AGENDA

Wednesday April 8, 2015 4:00 p.m.
Sister Bay Fire Station, Large Room

For additional information check: www.sisterbaywi.gov

Call Meeting to Order **Deviations from the agenda order shown may occur.**

Roll Call

1	L. Gajda – Chair		2	D. Mortier	
3	J. Grasse		4	D. Bhirdo	
5	J. Dahl		6	M. Flood	
7	D. Lienau			E. Lundquist (Alt)	
	Zeke Jackson			*Bill Chaudoir*	

Comments, correspondence and concerns from the public

It is possible that a quorum of the Plan Commission and or Board of Trustees may be present.

Approval of minutes as published

Business Items

1. Report on Progress for Downtown Redevelopment Plan.
2. Discussion on the next steps in the process and committee roles; consider a motion for action if necessary.
3. Matters to be placed on a future agenda or referred to a Committee, Official or Employee
4. Adjournment

Public Notice

Questions regarding the nature of the agenda items or more detail on the agenda items listed above scheduled to be considered by the governmental body listed above can be directed to Zeke Jackson, Village Administrator at 920-854-4118 or at zeke.jackson@sisterbaywi.gov. It is possible that members of and possibly a quorum of members of other governmental bodies of the municipality may be in attendance at the above-stated meeting to gather information; no action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice. Upon reasonable notice, a good faith effort will be made to accommodate the needs of disabled individuals through sign language interpreters or other auxiliary aid at no cost to the individual to participate in public meetings. Due to the difficulty in finding interpreters, requests should be made as far in advance as possible preferably a minimum of 48 hours. For additional information or to request this service, contact the Sister Bay Village Administrator at 854-4118, (FAX) 854-9637, or by writing to the Village Administrator at the Village Administration Building, 2383 Maple Drive, PO Box 769, Sister Bay, WI 54234. Copies of reports and other supporting documentation are available for review at the Village Administration Building during operating hours. (8 a.m. – 4 p.m. weekdays).

I hereby certify that I have posted a copy of this agenda at the following locations:

☐ Administration Building ☐ Library ☐ Post Office

_____ / _____

ECONOMIC DEVELOPMENT COMMITTEE MEETING MINUTES
WEDNESDAY, MARCH 5, 2014
Sister Bay Village Hall – 10693 N. Bay Shore Drive
(APPROVAL PENDING)

The March 5, 2014 meeting of the Economic Development Committee was called to order by Chairperson Gajda at 5:33 P.M.

Present: Chairperson Larry Gajda and members Dan Mortier, Denise Bhirdo, Jennifer Dahl, Mike Flood, Jimmy Grasse and Dave Lienau. Bill Chaudoir appeared by telephone.

Others: Greg Casperson and Bill Becker.

Staff Members: Village Administrator Zeke Jackson and Administrative Assistant Janal Suppanz

Comments, correspondence and concerns from the public:
Gajda asked if anyone in the audience wished to comment regarding a non-agenda item. No one responded.

Approval of minutes as published:
A motion was made by Flood, seconded by Mortier that the minutes for the January 15, 2014 meeting of the Village of Sister Bay Economic Development Committee be approved as presented. Motion carried with Bhirdo abstaining.

Business Items:
Item No. 1. Discussion regarding the proposal from Vandewalle & Associates for Downtown Redevelopment Plan advancement and developer recruitment:
Item No. 2. Report on future marketing activities and grant opportunities:
A Scope of Work and Budget Proposal concerning advancement of downtown redevelopment in Sister Bay was included in the meeting packets and the Committee members jointly reviewed that document. The original proposal mentioned a six month implemention process with a budget not to exceed $25,000, but Jackson believes the process could actually take at least twelve months. He has already discussed the implementation process with Chaudoir, and they both believe project "sell sheets" should definitely be utilized. At this time it would probably make the most sense to initially focus on Site C - the Casperson property and Site A - the Braun property. Discussion took place regarding this recommendation and several of the Committee members pointed out that they believe Site B – the Mill Road Recreation Site, should also be considered as it is the most affordably priced. Jackson noted that he has been working on grant applications, but that is a very time consuming process. He does intend to submit such an application to the WEDC.

Several future steps to advance downtown redevelopment in Sister Bay are delineated on Page 2 of the proposal, and it was the consensus that it will not be necessary for employees from VandeWalle & Associates to complete any of those tasks as many of the items are already being addressed or have been considered by Village officials. The Committee members did suggest that Village officials seriously consider collaborating with the Door

County Land Trust to advance the Sister Bay Nature Preserve concept and trail development as a connection to Waterfront Park. The suggestion was also made that a downtown farmer's market be created. It was the consensus that such an activity would be a good thing for Sister Bay. Several of the Committee members stressed that they would be opposed to seeing products other than food offered for sale at such a market. Eventually it was the consensus that specific rules could be established regarding non-food farmer's market product offerings.

Mortier and Dahl both voiced concerns about spending up to $25,000 on a marketing plan while the downtown area is "torn up" as there are absolutely no assurances that there will be favorable results.

A motion was made by Gajda, seconded by Bhirdo that the recommendation is made to the Finance Committee that VandeWalle & Associates be retained to perform the following services delineated on the Downtown Redevelopment Plan Implementation Scope of Work and Budget Proposal which was reviewed at this meeting: Items 1(A) and (B), and Items 2(A)(B)(C) and (D – Sell Sheet Only). Motion carried – All ayes.

Item No. 3. Matters to be placed on a future agenda or referred to a Committee, or Village official or employee:

Jackson was asked to complete the following tasks:

1. *Arrange a meeting with the Casperson site property owners; and,*
2. *Obtain costs estimates for the work to be done on the Mill Road site and provide that data to Mike Flood.*

Adjournment:

A motion was made by Flood, seconded by Mortier to adjourn the meeting of the Economic Development Committee at 7:05 P.M.

Respectfully submitted,

Janal Suppanz,
Administrative Assistant

Village of Sister Bay, Wisconsin

Downtown Redevelopment Plan & Implementation Strategy

Adopted August 13, 2013

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

Cover photo courtesy of Sister Bay Advancement Association (SBAA)

Village of Sister Bay, Wisconsin

Downtown Redevelopment Plan and Implementation Strategy

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Document prepared by Vandewalle & Associates.
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Downtown Sister Bay has an unprecedented number of desirable, highly visible Downtown sites available for redevelopment and reinvestment in the heart of Northern Door County's full-service community.

With sites available throughout Downtown, the Village of Sister Bay, the Sister Bay Economic Development Committee, and Door County Economic Development Corporation have the rare opportunity to promote a cohesive redevelopment strategy for Downtown to build off of recent public waterfront investments and promote revitalization and tax base growth in the heart of the community.

Photo courtesy of Sister Bay Advancement Association (SBAA)

Key assets of Downtown Sister Bay include approximately seven acres, on four priority sites ready for redevelopment with views to the Bay, Sister Bay Marina, and Sister Islands, all within walkable proximity to the village's waterfront, Downtown services and amenities, and many long-term successful destination restaurants and other businesses.

The Village of Sister Bay seeks to advance a redevelopment vision considering the following principles and initiatives:

- Promote Sister Bay as Northern Door's full-service community, a vibrant activity hub.
- Reposition Downtown Sister Bay to advance reinvestment in available, under-utilized parcels, and build off of the successful implementation of Waterfront Park.
- Invigorate Downtown Sister Bay with an attractive mix of uses and activities – promote mixed-use redevelopment and quality appearance within the village's historic commercial and highly visible waterfront area.
- Assure that new development contributes to the village's character, traditional form, and community health.
- Continue to provide services and activities for the existing residents and visitors, but also bring the next generation of residents and visitors to Sister Bay.
- Increase public and private activities and programming (festivals, weddings, sport and other events) Downtown and in the Waterfront Park.
- Continue Waterfront momentum into Downtown Plan implementation focused on development projects, open space improvements (market walkway, outdoor rooms, nature preserve), beach expansion and performance pavilion, and other aesthetic, access, and road improvements.

Opportunity Areas

Within Sister Bay's Downtown planning area, three Opportunity Areas have been identified for redevelopment advancement and Downtown character area differentiation, proposed projects within each Opportunity have been detailed for implementation over the next 5-10 years.

The Downtown Core

The vision for the Downtown Core is to revitalize Sister Bay's "Main Street" business district, Bay Shore Drive/Hwy 42, and expand development opportunity in the Downtown Core through the development of a Market Walkway area to break-up the deep parcels between Bay Shore Drive and Spring Road. The Downtown Core includes priority redevelopment sites A and C.

Waterfront Park Recreation Area

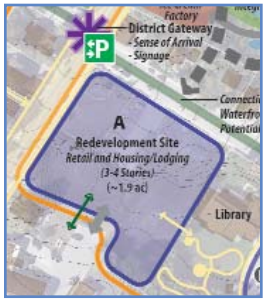
The vision for the Waterfront Park Recreation Area is to increase recreation and waterfront-oriented business and lodging development. The Waterfront Park Recreation Area includes priority redevelopment site B.

School House Overlook Area

The vision for the School House Overlook Area is to offer an iconic entry into Downtown Sister Bay and to visually and physically connect the top of the hill to the rest of Downtown. The School House Overlook Area includes priority redevelopment site D.

Catalytic Sites and Future Uses for Downtown Sister Bay

Within the defined Opportunity Areas the priority redevelopment sites, the focus of the Downtown Redevelopment Plan, have detailed concepts and recommendations for reuse strategies, use mix, and accompanying site and public improvements for connectivity within the Downtown area.



Site A:
Village Center Mixed Use Site

At approximately 1.9 acres, the privately-owned Village Center Mixed Use Site is envisioned for redevelopment with a 3-story (up to 4-story maximum) landmark building of high-quality architecture with retail on the first floor and a combination of spa, wellness and fitness uses, hotel and hotel condo uses on the upper floors. With the change in elevation on the site there is an opportunity to build internal parking on site, built into the back of the building accessible by Mill Road and potentially from Maple Drive (behind the bowling alley). The envisioned target market for this Site A redevelopment concept is the destination traveler attracted to high-end amenities, such as the baby boomer generation.

Implementation: As a privately owned-site, ready for development, project implementation includes developer recruitment and consideration by the Village the potential demand for residential as part of the project in order to achieve project feasibility. Envisioned as the highest potential catalytic site to kick-off Downtown revitalization, with the potential to attract developers from a wider area, it will be important for the property owners and Village leadership to coordinate on project advancement.

Site B:
Mill Road Recreation Mixed-Use Site

This approximately 0.7 acre site abuts public parking, the Waterfront Park, and residential uses. As a relatively small redevelopment site, the site is envisioned for development of a recreation/silent sport equipment rental (kayak, canoe, paddleboard, bicycles) and tours business, with space for classes (fitness) and activity space. There is potential in addition to the core recreation business on-site for a future recreation oriented café and specialty lodging (10-15 rooms). The identified target market for this development project is individuals and families with an active, recreation focused lifestyle.

Implementation: Owned by the Village, the Mill Road Recreation Mixed Use Site should be actively marketed to existing outfitters and recreation oriented businesses in Sister Bay or within Door County to test their interest in a site located virtually on the water.

Site C:
Sunset View Mixed-Use Site

As drawn conceptually, the Sunset View Mixed Use Site combines about 1.7 acres of Bay Shore Drive frontage, all privately-owned, to take advantage of the high quality view and water access location. Redevelopment of this area could contain a 3-story (up to 4-story maximum) of a mix of uses including a 40 to 50-room upscale, water-oriented hotel or hotel condo, a "sunset view" bar/lounge, and ground floor restaurant, retail, or hospitality related services such as spa, massage, etc. The envisioned target market for this development, which is directly across Bay Shore Drive from the Sister Bay Marina, is the marina oriented traveler and boat/yacht owners.

Implementation: Privately-owned, the Sunset View Mixed Use Site as conceptualized includes three property owners, coordination between property owners in developer recruitment will allow the vision to advance. The Sunset View Mixed Use Site should be marketed to developers of waterfront hotels, within Door County, but also regionally. As the site is also envisioned as the first connection to the Market Walkway from Bay Shore Drive, coordination with the current and future property owners in terms of Walkway advancement will be critical.

Site D:
School House Overlook
Mixed Use Site *(Recently Purchased for Development)*

The School House Overlook Mixed Use Site includes around 3 acres of developable land, owned by the Village, that has the opportunity to be developed with integrated public green space to maximize site development value and as envisioned includes adaptive reuse of the 1909 school house for destination- commercial use; market rate residential apartments or condos (2-3 stories); and Mixed use development in individual 2-story buildings (ground floor retail, residential above). The target market for this redevelopment site includes year-round residents and year-round destination businesses or services.

Implementation: As a Village-owned site, with high-visibility and potential, implementation should focus on recruiting a residential developer or development team with strength in high-quality housing development that could be built within the existing natural area (maintain trees as possible). Further, the Village should consider recruitment of developers with experience in historic tax credit development projects to test the feasibility of School House adaptive reuse, as either an element of the residential development or a separate commercial project. In addition, the public connection from the Overlook to Downtown via a grand staircase should be advanced on the undevelopable area of the property, advancement of this element includes grant exploration for design, engineering, and construction.

The Village of Sister Bay, led by the Sister Bay Economic Development Committee, has steered the creation of this *Downtown Redevelopment Plan & Implementation Strategy* as a means of advancing redevelopment of the four major sites available Downtown. The Committee saw the opportunity to promote a comprehensive redevelopment vision strategy for Downtown at this time to build off of recent public waterfront investments and promote revitalization and tax base growth in the heart of the community. The area of focus for this project is Scandia Road to Highway 57, and from the Sister Bay Waterfront east to S. Spring Road, generally defined as Downtown Sister Bay.

The Village has identified several redevelopment priority areas in the Downtown Area.

Downtown is Sister Bay's traditional central business district and is an economic development priority for the community. The area includes four main redevelopment sites that were identified by the Village as priority redevelopment sites. In their current state, these sites are underutilized and impact the economic vitality and appeal of Downtown Sister Bay.

Redevelopment sites include the Village-owned School House Park and former school house building; the Village-owned former Helms Hotel site located on Mill Road; a privately-owned property located at the southeast corner of Bay Shore Drive and Mill Road; and a privately-owned site located on the east side Bay Shore Drive directly across the street from the Sister Bay Marina.

The redevelopment planning project began in January 2013 and involved over 30 stakeholder interviews including in-person and telephone discussions with property owners, developers, businesses and organizations; four different focus group sessions to test redevelopment market feasibility and solicit interest and input from real estate, finance, developer, local business, county-wide organizations and economic development professionals; an online community-wide survey; and presentations at three individual Economic Development Committee meetings which were open to the public. All of these methods of due diligence and community interaction entailed discussions on Downtown

Redevelopment priorities, property owner preferences, and the draft Redevelopment Concept Plan Map. This Downtown Redevelopment Plan & Implementation Strategy to advance Downtown Revitalization includes detailed site redevelopment concepts, strategies, and implementation priorities and activities which are presented in this user-friendly plan document to be used in implementation to recruit developers and businesses. Summary materials related to due diligence are available as separate summary documents. The Village leveraged public and private property owner contributions to complete the planning process and Plan document.

Goals guiding project development

This *Downtown Redevelopment Plan & Implementation Strategy* considers opportunities to reposition Downtown to make these redevelopment sites more market attractive, feasible, and cohesive to the area, sets the stage for short and long-term redevelopment, and will help communicate the Village's vision with businesses and developers, property owners, and residents.

Specific goals of this project include:

- Encourage highest and best uses for vacant and underutilized Downtown sites.
- Develop an active, highly functional Downtown area to leverage significant waterfront investments and increase Downtown business district viability for community residents and tourists.
- Position the Village to move quickly in a rapidly-changing and challenging economy to advance Downtown redevelopment and reinvestment in key sites.

Building off of the community's investment and successful revitalization of the Waterfront Park land acquisition and public space development, the *Downtown Redevelopment Plan & Implementation Strategy* has been prepared to guide Sister Bay through the next stage in planning and implementation – to capitalize on the existing assets of Downtown Sister Bay and increase the opportunity for Downtown retail, recreation, and tourism. Strategic focus on the following opportunities can assist in a strengthened Downtown business district and solidify Sister Bay as Northern Door County's full-service year-round residential community and premier visitor destination.

Prior Plans and Identified Community Vision

The Village of Sister Bay *20-Year Comprehensive Plan Update,* completed in 2003, provides recommendations on land use and smart-growth strategies, but it also established a vision statement which speaks to the goals and objectives of this Downtown redevelopment planning effort. The following is the established community vision statement which was developed following significant community input before adoption by the community.

Established Community Vision: The Village of Sister Bay is a friendly, thriving community where residents and visitors alike can enjoy the natural beauty of its surrounding enhanced by well-maintained parks and the natural environment. The unique charm of the Village's waterfront, library, and businesses are enjoyed and utilized by all. As Northern Door's year-round village, the Village balances the needs of a growing retirement community, while attracting and supporting its younger population with a viable economy.

Additional planning efforts in the community have supported and advanced this community vision as well as considered redevelopment planning for Downtown, they include the *Village of Sister Bay Tax Incremental Financing District No. 1 Project Plan*, the *Village of Sister Bay Capital Improvement Phasing Plan*, the *Village of Sister Bay Comprehensive Utilities Plan*, and the *Village of Sister Bay Comprehensive Outdoor Recreation Plan*. The 2008 *Sister Bay Waterfront Master Plan* was developed on the heels of the Village's acquisition of the Helms Four Seasons Hotel located Downtown and in the *Waterfront Master Plan* area. With the goal to expand and improve the public waterfront, the *Waterfront Master Plan* focused on detailed waterfront and public open space design projects including beach, playground, connections, and public pathway and road alignment projects. The Plan encouraged private redevelopment of Downtown.

Area Context

Sister Bay, named for the Sister Islands located just off the harbor, began as a community developed around its water and other natural resource assets. With one of the largest and deepest harbors on the Green Bay side of the Peninsula, Sister Bay was a hub for the logging industry. Within the Sister Bay community, Downtown is the historic central business district, the first settlers immigrated to the area around 1857. With predominantly wood frame structures Downtown in the early 1900s a fire devastated much of the Downtown business district during that period. Over time new buildings and new traditional downtown character emerged – with some Scandinavian influence based on the heritage and preferences of the community leadership and property owners over time.

The narrow Downtown business district is essentially comprised of the Highway 42/57 intersection at the south, up to Scandia Road at the north; from the Sister Bay Harbor to the west and S Spring Road to the East. The Downtown Area includes the large public waterfront, parks, and marina, an asset and draw for visitors and residents as well as Highway 42, the main route of travel to all destinations north in the Door Peninsula.

In the due diligence phase of this project a Downtown site inventory and analysis was conducted. A record of site analysis can be reviewed in the following Downtown Site Inventory Map which highlights the area parcels, the Downtown Tax Increment District, topography, wetlands, sewer and water main lines, and the viewshed from which the Sister Islands are most visible.

Context Map

Downtown Sister Bay has areas of shallow soils prevalent in Door County and also areas of closed depressions, potential wetlands, particularly in the identified Downtown Core Area. Wetland delineation is needed to verify conditions. Along with the substantial public waterfront, the identified wetland area on the northeast corner of S Spring Road and Mill Road presents an opportunity to create a Sister Bay Nature Preserve with walking trails and bird watching.

Starting in fall 2013, the Village will replace sewer and water mains along Bay Shore Drive from Gateway to Scandia Road and construct an improved stormwater system with a new outfall at the beach. The private utilities (electric, telephone and cable) will be buried in conjunction with the utility work. Later in the summer of 2014, Wisconsin DOT will begin the roadway reconstruction portion of the project.

Market Assessment

With a Village population of just under 900 reported in the 2010 U.S. Census, Sister Bay has a far broader reach during the peak season from June to August. An estimated 2 million visitors come to Door County annually (Source: 2012 Door County, Wisconsin Traveler Motivation Study, D.K. Shifflet & Associates). Due to the seasonality and visitor destination market of the community, commercial viability is recognized as an issue that affects the livelihood of most Sister Bay residents and businesses. Sister Bay is not seen as a bedroom community; with significant commercial offerings within Downtown and in the other business districts of the village, it is considered the full-service community of Northern Door County. Therefore revitalization of the Downtown business district is crucial to Sister Bay's ability to offer some of the major advantages of Door County. Advancement of Downtown redevelopment, in particular at a time when there are a number of empty and/or underutilized key parcels Downtown, is critical to revitalization of what should be the community's main tourist attraction – alongside the expansive Waterfront Park.

As a tourism and visitor destination, as well as a year-round village, Sister Bay is difficult to measure with typical market analysis tools. Significant outreach to property owners, local and regional developers, residents, and business owners was conducted to understand the market demand, perceived surpluses and leakages in the market, alongside an ESRI Business Analyst retail marketplace profile for Door County overall. In the plan development process the interviews with local and regional developers were most valuable to gain an understanding of the marketability of Downtown Sister Bay. Developer feedback suggested that the priority redevelopment sites are prime redevelopment sites, landmark opportunities for the community with tremendous potential for tax base growth.

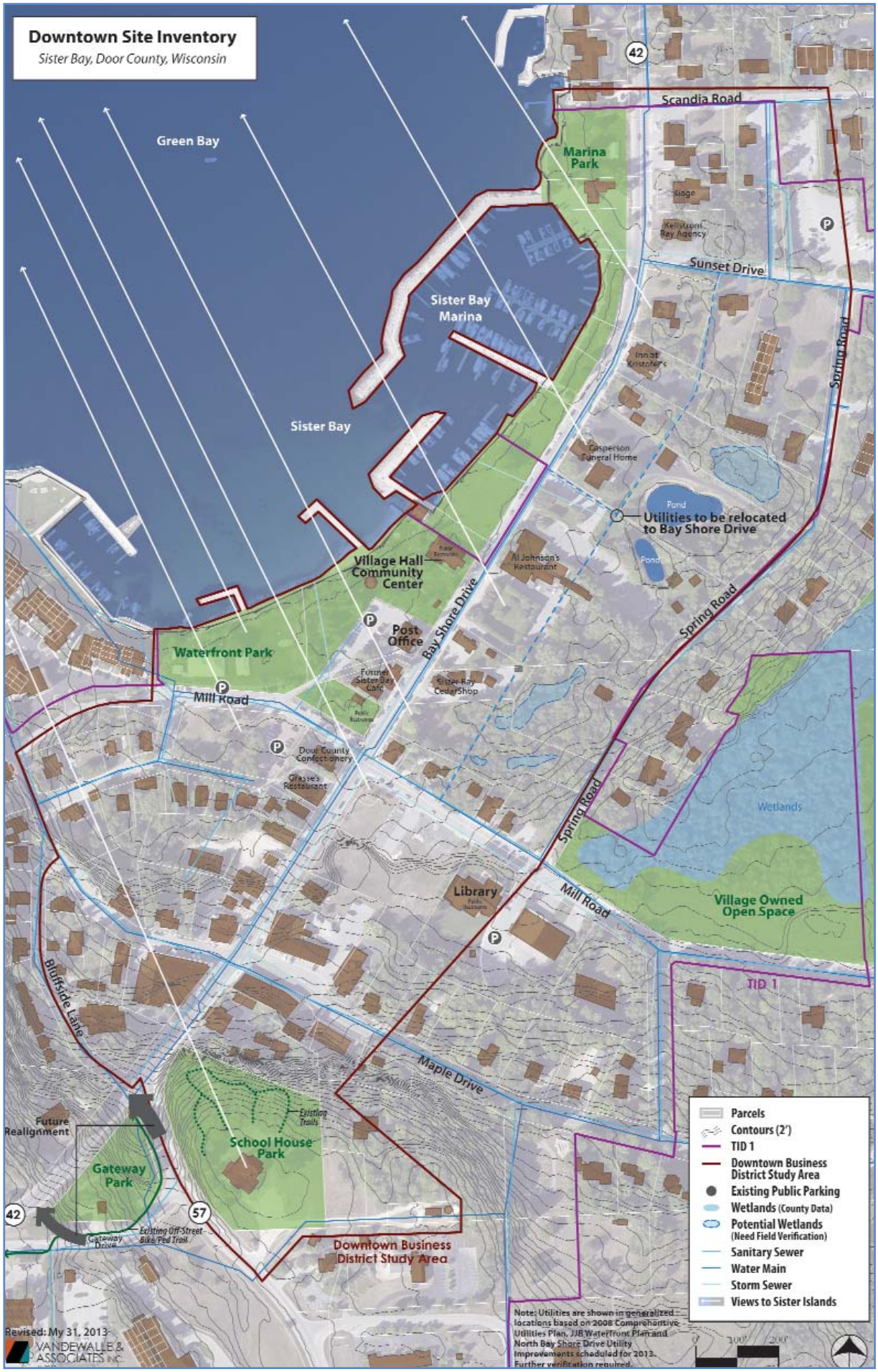
Highway 42 Reconstruction in Downtown Sister Bay

The upcoming Wisconsin Department of Transportation Highway 42 reconstruction project through the Village of Sister Bay is expected to run from July of 2014 through June of 2015. The project plans include reconstruction of Highway 42 from Country Walk Drive to Scandia Road; the addition of curb and gutter with storm sewer from Country Walk Drive to Bluffside Lane; and the replacement of storm sewer and drainage improvements throughout the project.

The anticipation of this pending roadway project has, at least in perception, stifled new investment in Downtown. In implementation of this Downtown Plan, the Village and private property owners should actively recruit developers to advance these sites, and tee them up for construction. Marketing and redevelopment of the sites does not need to wait for the roadway to be complete.

The following are key market-assessment findings:

- Empty buildings and parcels are a detriment to business district vitality and long-term stability. The removal and departure of former structures and businesses Downtown make it that much more critical to add new development to retain existing businesses and improve the district viability while also increasing the Village's tax base.
- While redevelopment and new investment is desired for the priority redevelopment sites, there is a strong opinion that new development should maintain a connection to the existing character of the Village today.
- Currently Door County visitors are older and less likely to have children in the household than those who have never visited the County (Source: 2012 Door County, Wisconsin Traveler Motivation Study). Key redevelopment sites offer an opportunity to offer new products (lodging, services, and amenities) to the Door County market that will allow Sister Bay to attract the strong visitor demographics of baby boomers and LGBT communities.
- Through the planning process there was an expressed demand for family oriented amenities and businesses in Downtown Sister Bay. Experience and family oriented businesses and amenities may fill a gap in the market, which could be supported by year-round residents and visitors.
- The narrow Downtown commercial corridor does not currently offer enough opportunities (sites/buildings) for businesses to locate. Businesses looking to locate in Downtown Sister Bay struggle to find either affordable land or spaces to lease.
- Hotel development was the highest regularly noted opportunity for new development in interviews including developer discussions. Potential market potential recommendations for development concepts ranged from 10 rooms to 60 rooms (it was noted that 50 rooms are required to acquire a liquor license for the establishment).
- Business development that is not only retail or restaurant but also experience based such as recreational and indoor adult and family exercise and swimming pool facilities within Sister Bay was noted as a missing component to this otherwise generally full-service community.
- Various interviews and meetings discussed the lack of flexible space for events, classes, meetings, and weddings which were discussed as a desirable element in a Downtown business mix.
- Restaurants are seen as prevalent in Downtown Sister Bay, yet there also is an expressed demand for casual and take-out restaurants as well as ethnic restaurant development.
- Boaters/marina customers are looking for a walkable commercial district visible and easily accessible from the docks. The marina is well positioned to provide an exciting entrance to Downtown.
- Residential development Downtown was discussed as desirable both in accessory residential above ground floor retail, artisan space, as well as higher end condominium residential desirable to developers who could offer waterfront views from all of the priority redevelopment sites. Recent "year round" residential developments in the community have been successful in occupancy; there is an anticipated demand for additional year-round housing in the community.


Downtown Site Inventory
Sister Bay, Door County, Wisconsin
Green Bay
Sister Bay
Sister Bay Marina
Marina Park
Scandia Road
Sunset Drive
Spring Road
Utilities to be relocated to Bay Shore Drive
Village Hall Community Center
Post Office
Bay Shore Drive
Waterfront Park
Mill Road
Wetlands
Library
Village Owned Open Space
TID 1
Bluffside Lane
Maple Drive
Future Realignment
School House Park
Gateway Park
Existing Off-Street Bike/Ped Trail
Downtown Business District Study Area
Parcels
Contours (2')
TID 1
Downtown Business District Study Area
Existing Public Parking
Wetlands (County Data)
Potential Wetlands (Need Field Verification)
Sanitary Sewer
Water Main
Storm Sewer
Views to Sister Islands
Note: Utilities are shown in generalized locations based on 2008 Comprehensive Utilities Plan, JJB WaterFront Plan and North Bay Shore Drive Utility Improvements scheduled for 2013. Further verification required.
Revised: My 31, 2013
VANDEWALLE & ASSOCIATES INC.

Redevelopment Plan Recommendations

Building off of the community's investment and successful revitalization of the Waterfront Park land acquisition and public space development, the Downtown Redevelopment Plan will guide Sister Bay through the next stage in planning and implementation – to capitalize on the existing assets of Downtown Sister Bay and increase the opportunity for Downtown retail, recreation, tourism and living. The following redevelopment recommendations have been developed with the goal of repositioning Sister Bay to build off of previous success and facilitate downtown reinvestment to increase district vitality and tax base over the next 5-10 years.

Downtown Market Opportunity Areas and Redevelopment Focus

Within Sister Bay's Downtown planning area, three Opportunity Areas have been identified for Downtown character area differentiation. The character envisioned for the Downtown area is to remain a small-town business district, maintaining the existing character and connecting new development to existing uses. Redevelopment should complement what exists Downtown, offering additional services and amenities as an additional draw to residents and visitors of Sister Bay.

Through the planning process a Downtown Vision statement has been prepared to set the stage for Downtown redevelopment:

Sister Bay Downtown Vision Statement:

Downtown Sister Bay will build upon its existing assets and strategically revitalize the heart of the community to increase small businesses and amenities for both year-round residents and tourists while maintaining its small-town charm.

The Downtown Core - The vision for the Downtown Core, which includes the east side of Bay Shore Drive from Sunset Drive south to the south side of Mill Road, is to revitalize Sister Bay's "Main Street" business district. Revitalization can occur by building off of the existing assets – public waterfront, visibility and access and location of long-term successful businesses in the area—as well as through expanded capacity in the Downtown Core through the development of a Market Walkway area to break-up the deep parcels between Bay Shore Drive and Spring Road.

An implemented Market Walkway could offer new sites for increased commercial activity Downtown. With the potential to focus on arts and crafts businesses as resident and visitor attractions, the new development in this area could offer ground floor commercial with accessory residential above, as well as a potential hostel or inn type lodging, in the interior of the new development area. The Downtown Core includes priority redevelopment sites A and C.

Market Walkway Area - Within the Downtown Core, Sister Bay's Market Walkway is proposed as a new destination in Sister Bay which would allow for increased retail density Downtown.

Downtown Core and Market Walkway

Envisioned to focus on arts and crafts businesses and other attractions for residents and visitors, this node for Downtown commercial activity would provide an alternative pedestrian-oriented commercial area to complement the existing Downtown business district. Market Walkway amenities could include outdoor-room style gathering spaces and streetscape improvements to provide an attractive commercial area that is compact, walkable, and also affordable for local artists and businesses to own their own building and grow their business Downtown.

The Market Walkway:

- Creates a new destination Downtown which could focus on arts and crafts businesses, and other resident and visitor attractions
- Breaks up deep parcels and offers new sites for increased retail density Downtown to be phased over time
- Provides additional access to businesses to relieve congestion on Bay Shore Drive and improves safety

In the Market Walkway, infill retail development could locate along the pedestrian-oriented walkway with parking interior at individual retail sites. The Walkway if utilized as a roadway, could allow for an alternative connection between Bay Shore Drive, S. Spring Road, and Sunset Drive to relieve congestion during the busiest times of the year. If used as a roadway, the Walkway should have a slow travel speed to ensure a safe street for pedestrians and bicyclists, and would be wide enough for fire/emergency vehicle access. If the Walkway is set up primarily as a pedestrian route, deliveries to internal buildings could be conducted at set times when posts could be removed from the entry points to allow for auto access.

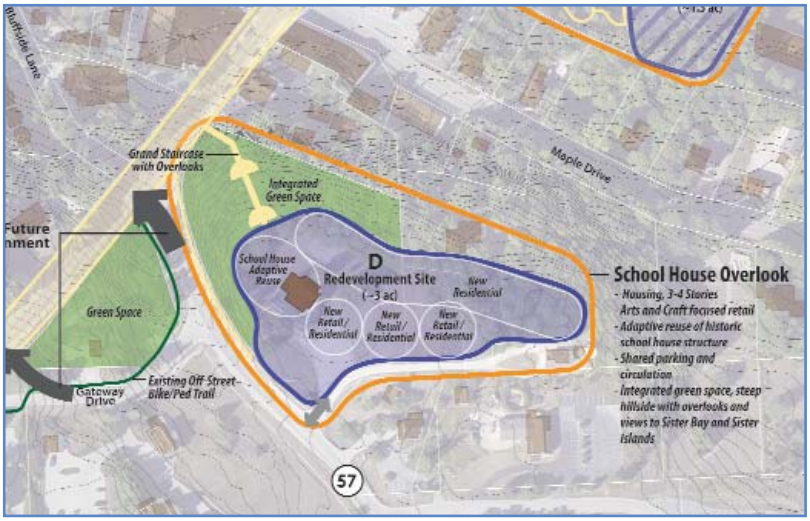
The Concept Plan suggests building the Walkway in phases as opportunities arise for development, as businesses or property owners become interested in the Walkway connection, and/or as sites redevelop over time.

Redevelopment Plan Recommendations

Waterfront Park Recreation Area - The vision for the Waterfront Park Recreation Area, which includes all of the public waterfront area from Marina Park at Scandia Road to the south end of Waterfront Park, at Mill Road, and adjacent Village-owned property on Mill Road, is to promote and increase recreation and waterfront-oriented business and lodging development in the area. As a destination for seasonal sports enthusiasts, this focus area offers a market opportunity to attract a younger market and active sports enthusiasts of all ages to Sister Bay.

Waterfront Park Recreation Area

School House Overlook Area *(Recently Purchased for Development)* **-** Located at the south end of Downtown, at the top of the hill where Highway 42 and Highway 57 meet, the School House Overlook Area offers an iconic gateway to Downtown, with the existing 1909 school house. With overlook views to Sister Bay, Sister Islands, and Downtown Sister Bay, there is potential to improve the public connection of this area to Downtown via a grand staircase with overlooks along the way to visually and physically connect the top of the hill to the rest of Downtown. The area overall has the potential to serve as a public-private reinvestment area for residential development, community uses, and commercial uses potentially incorporated as ground level retail with accessory residential above.



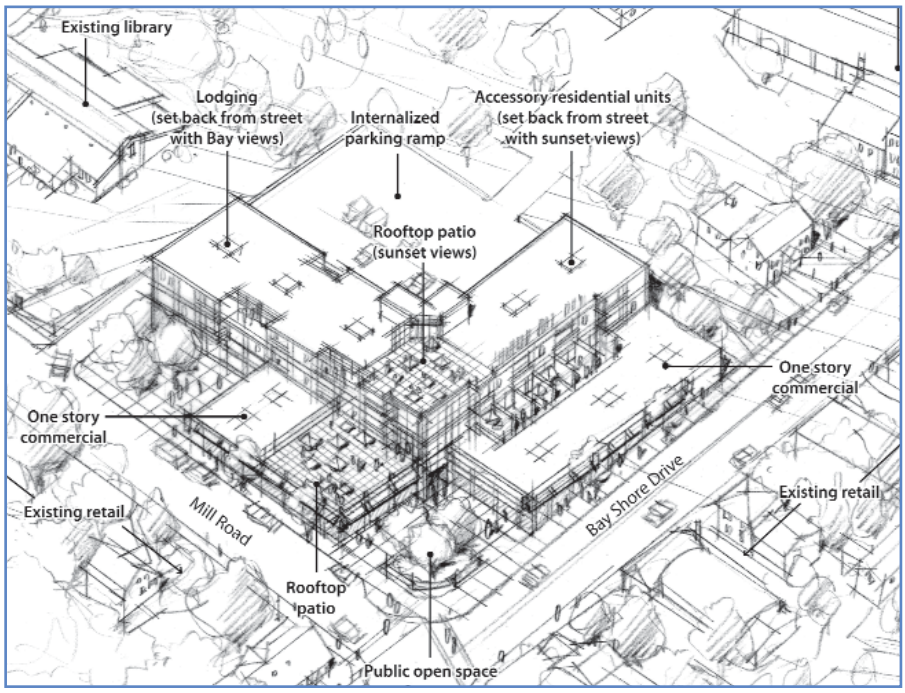
School House Overlook Area

Redevelopment Sites Recommendations

The Sister Bay Downtown Redevelopment Concept Plan provides recommendations based on analysis of the community's local assets, the feasible market, and Sister Bay's role in the greater Door County regional economy. The Downtown Redevelopment Concept Plan details the location of recommended land uses, development opportunities, public connections, wayfinding, and infrastructure which would enhance those opportunities in Downtown Sister Bay. Following is a description of specific site recommendations for the key sites and concept drawings for an illustrative vision of how new uses on priority sites might look, feel, and fit into the fabric of Downtown Sister Bay.

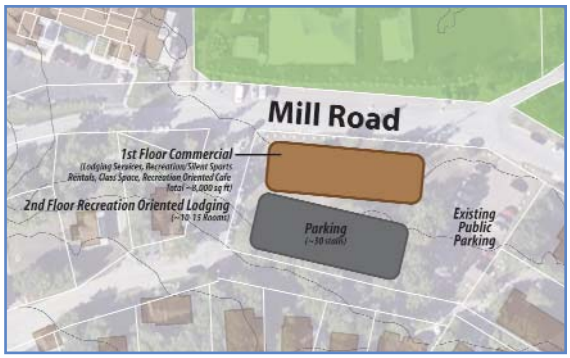
Site A: Village Center Mixed Use Site – Upscale Hotel, Condominium, Retail and Destination Services

This is the premier redevelopment site in Downtown Sister Bay. Located at the highly visible corner of Bay Shore Drive (Hwy 42) and Mill Road, this privately owned, currently vacant site is approximately 1.9 acres. When redeveloped the vision for this cornerstone project is a 3-story (4-story maximum) landmark building of high-quality architecture. The new development could include retail on the first floor and a combination of hotel, spa, wellness center, and condominium residential on the upper floors. Parking would be internal on the site, built into the back of the building accessible by Mill Road and potentially from Maple Drive (behind the bowling alley). The intent for this redevelopment site is to maximize the highest and best density mix to set the stage for revitalization of Downtown over the next 5-10 years.



Site B: Mill Road Recreation/Waterfront Oriented Mixed Use Site – Recreation-based Retail and Services

Across from Waterfront Park and Sister Bay, and close to Bay Shore Drive and the potential Sister Bay Nature Preserve, this 0.7 acre Village-owned site is strategically located for recreation-oriented purposes. Uses could include recreation/silent sport equipment rental (kayak, canoe, paddleboard, bicycles), service, and tours, as well as meetings and class space, recreation oriented café and lodging (10-15 rooms). The market draw for this project area skews younger, but also would attract any demographic with a physical/recreation-based active lifestyle. This target market has more concern for the recreation aspects than high-end amenities.

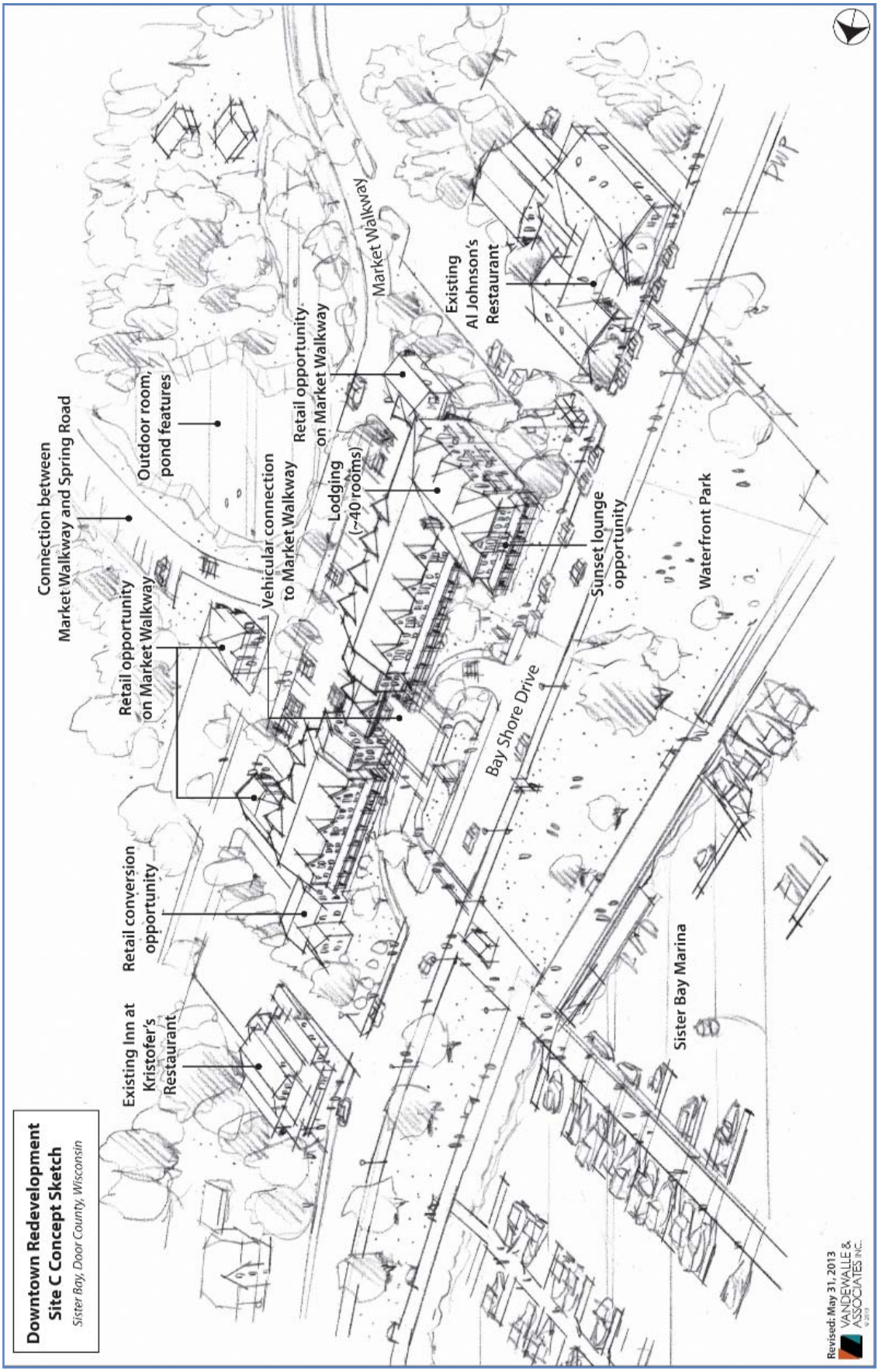


Envisioned as a as a year-round destination project, the market draw for this concept skews to the destination traveler and baby boomer generation, with more concern for high-end amenities, availability of high-quality views, and proximity to a vibrant Downtown and the water.

Site C: Sunset View Mixed Use Site – Marina and Waterfront Oriented Hotel, Lounge, and Destination Retail

As an available site currently on the market for the first time in over 90 years, the Sunset View site is ideally located, on Bay Shore Drive with unobstructed views to Sister Bay Marina and the Bay. The conceptualized 1.7 acre site (which includes portions of three privately-owned parcels, not all on the market currently) is a highly-desirable location oriented to the waterfront.

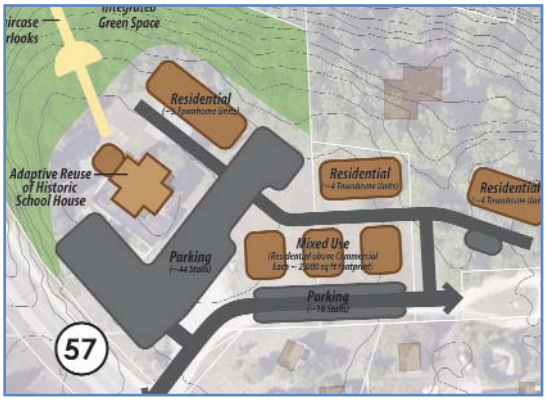
Site C presents an opportunity to redevelop a waterfront site to service the boater/marina recreation market with the incorporation of a hotel, lounge, retail, and clear connections to the Market Walkway. With strong visibility, a development on this site could contain a 3-story (4-story maximum) development mix of uses including a 40-50 room hotel with marina oriented design/architecture, and draw, a "sunset view" bar/lounge, and ground floor restaurant, retail or hospitality related services (spa, massage, etc.). The market draw for this project area skews to marina users, boat owners, and the general demographic already present at the Sister Bay Marina. With transient slips available at the Marina, there is potential to promote a relationship between a new hotel development and transient mooring at the Marina.

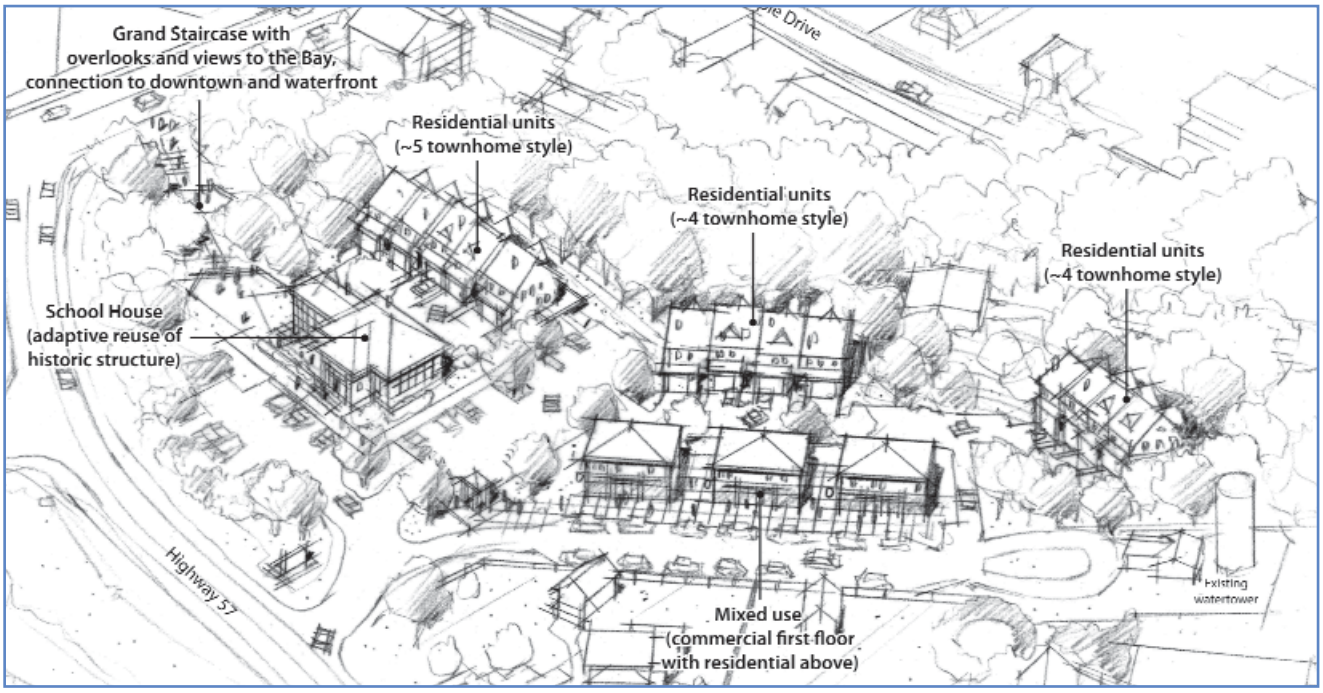

Downtown Redevelopment
Site C Concept Sketch
Sister Bay, Door County, Wisconsin
Existing Inn at Kristofer's Restaurant
Retail conversion opportunity
Retail opportunity on Market Walkway
Connection between Market Walkway and Spring Road
Outdoor room, pond features
Vehicular connection to Market Walkway
Retail opportunity on Market Walkway
Lodging (~40 rooms)
Market Walkway
Bay Shore Drive
Existing Al Johnson's Restaurant
Sunset lounge opportunity
Waterfront Park
Sister Bay Marina
PWP
Revised: May 31, 2013
VANDEWALLE & ASSOCIATES INC.

Site D: School House Overlook Mixed Use Site – Year-Round Residential, Historic School House Adaptive Reuse, Mixed Use Commercial/Accessory Residential *(Purchased for Development)*

As an iconic overlook gateway area to Downtown Sister Bay, located at the top of the hill at the convergence of Highways 42 and 57, the Village- owned School House Park and historic school house is a desirable overlook location with views to Sister Bay, Sister Islands, and Downtown Sister Bay. As demand has been high for year-round residential in Sister Bay, with around 3 acres of developable land enveloped by mature trees, the majority of the site could be developed for market rate residential apartments or individually-owned 2-story townhomes for year-round residents.

The original 1909 school house building could be adapted for reuse (with the 60s era addition demolished). In the renovation and adaptive reuse process—depending on the future use, the building could be added on to as needed. Conceptually, reuse of the school house could be for a dynamic seasonal or year-round destination (arts/crafts, wine/beer craft) or community oriented destination. Development incentives in the form of historic tax credits could be leveraged to accomplish rehabilitation of this historic structure for a new use.





Example mixed use commercial and accessory residential

Example residential units

First school in Sister Bay Village built in 1909

Overlook from School House site

The area of the site with Highway 57 frontage could include individual commercial building development in 2-story buildings to complement adjacent retail uses. The ground floor could be used for retail or other commercial use and the upper level for residential. The mix of uses of the conceptually proposed buildings could be arts/craft related. The remaining, undevelopable hill area on the site could be used as an overlook with a grand staircase to visually and physically connect the top of the hill, Downtown Sister Bay and the waterfront.

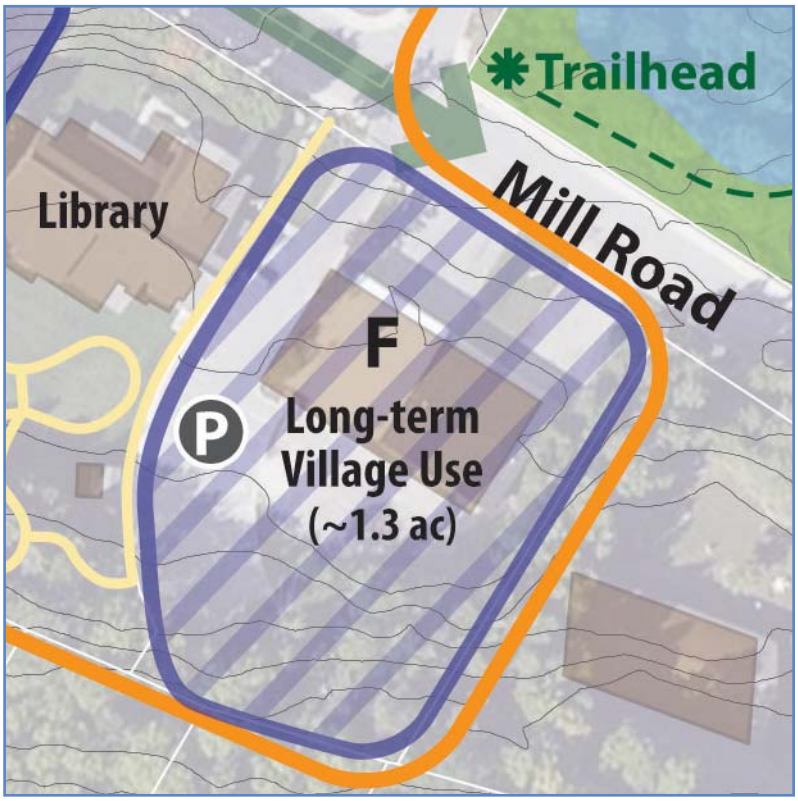
This project could be developed by a team of developers – focused separately on residential, school house adaptive reuse, and the mixed use components. Village engagement and involvement would be necessary to accomplish the staircase and overlook connections. The target market for this redevelopment concept is year-round residents and year-round businesses interested in accessory residential.

Site E: Corner of Sunset & Bay Shore Drive Site –

Currently on the market, this roughly 0.7 acre privately-owned site offers desirable water views, park and marina proximity and is situated to book-end the proposed Market Walkway and Downtown business core. Privately-driven redevelopment of this site could consider redevelopment with a mix of uses to further complement the Downtown business district.

Site F: Existing Village Maintenance Services Site – Long-term Village Use

Adjacent to the Sister Bay Library, across the street from the potential Sister Bay Nature Preserve, and within walking distance to the proposed Market Walkway and Redevelopment Site A, the Village maintenance facilities are not the highest and best use for this property. At approximately 1.3 acres, this Village-owned site could be considered for long-term reuse as another community amenity, with relocation of the maintenance services to a lower profile location.



Public Connections and Infrastructure

A sense of arrival and easy connections for pedestrians, parking, and amenities is critical to achieve a vibrant and active Downtown business district. The following recommendations detail opportunities to promote existing connections and infrastructure and advance new concepts in Downtown revitalization. To increase connectivity and access:

- Build off and orient efforts to existing assets – marina, Waterfront Park, inland parks
- Create a walkable destination business district
- Provide clear pedestrian, bicycle and auto (parking) connections
- Create new opportunities – potential nature preserve and trails, Market Walkway, and outdoor rooms

District Gateways: To create a sense of arrival to the Downtown waterfront and core business district from the north, south, and harbor, install Downtown gateway features. Suggested for the intersections of Bay Shore Drive at Mill Road; Bay Shore Drive at Sunset Drive; and at the Marina approach from the water to Downtown Sister Bay. These gateways would provide a sense of place for Downtown, and could provide additional wayfinding signage to area attractions.

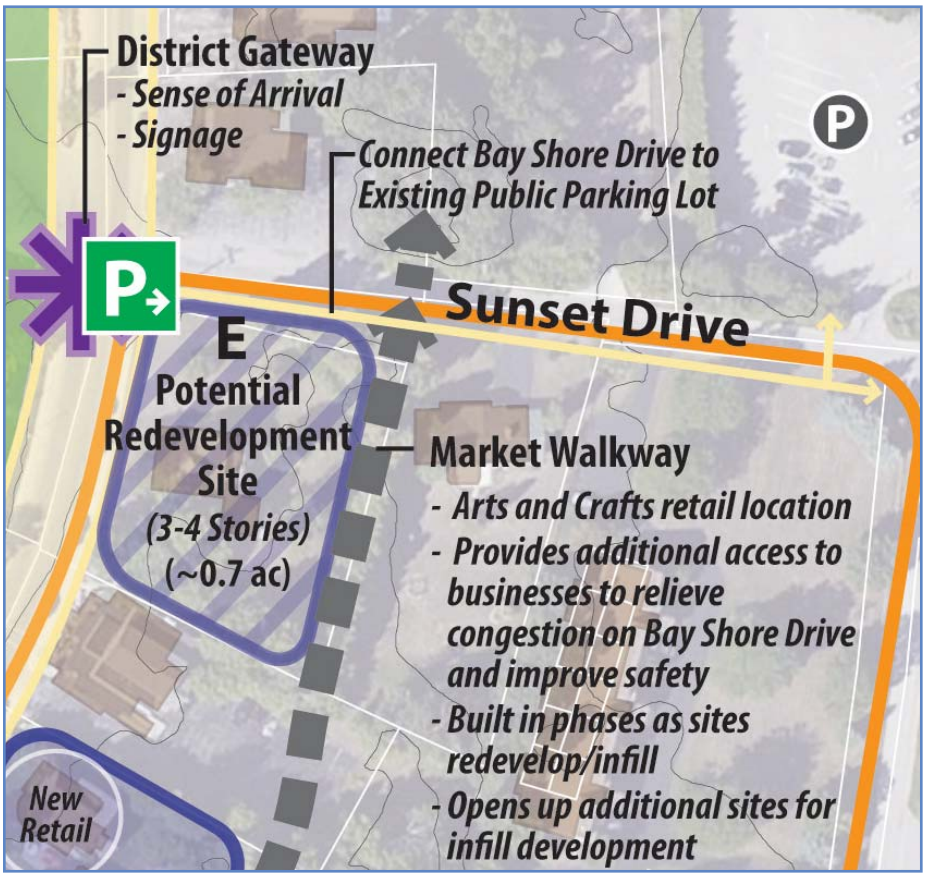
Complete Streets: Complete streets are for all users, of all ages and abilities, on all modes. As part of the 2014 Bay Shore Drive construction project, the Concept Plan envisions the Drive as a complete street, with increased bike and pedestrian facilities along the Drive.

Image source: www.pedbikeimages.org/index.cfm

Improved Vehicular Connections and Parking: Parking is always a concern for downtown business districts. With parking already designated within the project area, a goal could be to increase visibility of parking opportunities while also expanding future parking as redevelopment and revitalization occurs Downtown.

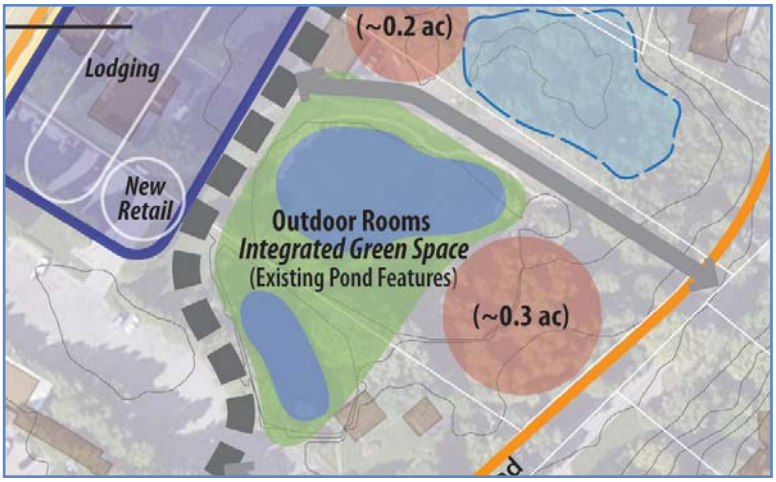
Example of parking abutting natural area

The Concept Plan suggests utilizing the existing connections to S. Spring Road, by building off of the existing access points to S. Spring as future connections for the Market Walkway. The Concept Plan includes a suggested additional 15-20 stalls of public parking at the proposed Sister Bay Nature Preserve Trailhead. In addition parking should be incorporated into individual redevelopment sites.



Pedestrian Connections: To promote Downtown walkability, pedestrian connections should be identified and promoted for visitors. Encourage pathways with sidewalk access to connect pedestrians to public and private uses, parking lots, and the business district, for example at the existing easement just south of Grasse's Restaurant on Bay Shore Drive. In addition, the Concept Plan recommends pedestrian and visual improvements to clearly connect Bay Shore Drive with the existing public parking lot on Mill Road and Sunset Drive.

Outdoor Rooms as Integrated Green Space: Outdoor Rooms are proposed within the Market Walkway Area. These rooms would integrate and utilize the existing pond features/potential wetland areas to provide spaces within the redevelopment area for visitors to gather, rest, enjoy the ambiance of the area. They can also provide a setting for weddings, photo shoots, outdoor events, and park style features for lodging and accessory residential within the Market Walkway Area.



Downtown Redevelopment Concept Plan
Sister Bay, Door County, Wisconsin
Green Bay
Views to the Sister Islands
Marina Park
Scandia Road
42
District Gateway
- Sense of Arrival
- Signage
Connect Bay Shore Drive to Existing Public Parking Lot
Sunset Drive
E
Potential Redevelopment Site
(3-4 Stories)
(~0.7 ac)
Market Walkway
- Arts and Crafts retail location
- Provides additional access to businesses to relieve congestion on Bay Shore Drive and improve safety
- Built in phases as sites redevelop/infill
- Opens up additional sites for infill development
- Provide fire access and ability to limit to pedestrians only during special events
Sister Bay Marina
District Gateway
- Sense of Arrival
- Signage
Sister Bay
"Complete Street"
- Part of Reconstruction
- Increased Bike and Pedestrian Facilities
C
New Retail
Lodging
(~0.2 ac)
Redevelopment Site
Retail and Lodging
(3-4 Stories)
(~1.7 ac)
Spring Road
Swimming Platform
Outdoor Rooms
Integrated Green Space
(Existing Pond Feature)
(~0.3 ac)
Swim Beach
Yacht Club Marina
Quiet Sports Kayak and Canoe Launch
Village Hall
Community Center
Visitor Center and Additional Programming
Al Johnson's Restaurant
Business Expansion Area
Bay Shore Drive
Post Office
Waterfront Park
Mill Road
B
Redevelopment Site
Recreation and Waterfront Lodging
(~0.7 ac)
Recreation and Waterfront Oriented Business and Lodging
Pedestrian Connection
Downtown Core
Planned Door County Ice Cream Factory
Outdoor Rooms
Integrated Green Space
District Gateway
- Sense of Arrival
- Signage
Pedestrian Connection to Public Parking
Connection between Waterfront Park and Potential Nature Preserve
Wetlands
A
Redevelopment Site
Retail and Housing/Lodging
(3-4 Stories)
(~1.9 ac)
Trailhead
Library
Mill Road
Public Parking
Potential Sister Bay Nature Preserve
(Walking trails, Bird watching, Visitor Destination)
F
Long-term Village Use
(~1.3 ac)
To Village Sports Park
(~0.5 miles)
Bluffside Lane
Grand Staircase with Overlooks
Maple Drive
Integrated Green Space
Future Realignment
School House Adaptive Reuse
D
Redevelopment Site
(~3 ac)
New Residential
New Retail/ Residential
New Retail/ Residential
New Retail/ Residential
School House Overlook
- Housing, 3-4 Stories
Arts and Craft focused retail
- Adaptive reuse of historic school house structure
- Shared parking and circulation
- Integrated green space, steep hillside with overlooks and views to Sister Bay and Sister Islands
Green Space
42
Gateway Drive
Existing Off Street bike/Ped Trail
57
Redevelopment Sites
New Retail Development
Market Walkway
Market Walkway Alternative Locations
Vehicular Connection
Pedestrian Connection
Public Parking
Public Parking Sites
Public Parking Wayfinding
Existing Building Footprints
Parcels
Contours (2')
Wetlands (Delineated or Data from Door County)
Potential Wetlands (Need Field Verification)
Revised: May 31, 2013
VANDEWALLE & ASSOCIATES INC.
0' 100' 200'

Implementation Strategy

This *Downtown Redevelopment Plan & Implementation Strategy* is a vision for what Downtown Sister Bay can become. As a vision it should be anticipated that the sites will not redevelop precisely as drawn or conceptualized – the goal is however to communicate the community's general consensus toward land uses, density, and general form for the redevelopment sites. The vision and recommendations in this Plan will require the Village Board, Plan Commission, Economic Development Committee, and staff to use various coordinated implementation tools. Generally these tools fall within three inter-related implementation tracks, public actions, redevelopment facilitation, and infrastructure improvements.

Inter-related Implementation Tracks:

- Public actions include regulatory tools such as rezoning and official maps, TIF district creation and amendments; statutory redevelopment plans, and special assessment districts.
- Redevelopment facilitation includes processes for private needs such as property assemblage, business relocation, marketing, developer recruitment, and grant opportunity identification, applications and administration.
- Infrastructure improvements include public needs such as roads, utilities, pedestrian connections, parking, signage, and streetscapes.

Immediate Next Steps to Advance Sister Bay Downtown Redevelopment

1. Define Roles and Leadership for Project Advancement: To effectively implement this Plan, the Village and Economic Development Committee should have an active role in redevelopment implementation, and provide recommendations to the appropriate committees related to public actions. Specific redevelopment activities for the Plan implementation leadership could include guidance on potential TIF district project plan amendment, guidance on Village-owned site priorities and advancement, and guidance on procurement of grant funding to facilitate implementation.
2. Consider Public Actions: Overall it is important for the Village to consider its role in redevelopment implementation related to advancing the vision and supporting projects that meet the goals and vision for Downtown revitalization.
    - The Village should consider developing a strong message moving forward to communicate Sister Bay's intentions to see this vision become a reality and allow development.
    - To stand behind this Plan and vision, the Village should actively promote redevelopment implementation including developer recruitment, site planning, and design, and construction, in particular before and during 2014 roadway reconstruction period, so that new development projects are ready to open at, or around, the time construction is complete.
    - The Village should consider the role of residential development, and its potential as an allowed use (beyond Accessory Residential) as part of mixed use development proposals for Downtown.

3. Establish a Redevelopment Project Management Team (PMT): Redevelopment is a difficult process requiring the coordination of public and private resources. To effectively implement this Plan, the creation of a staff level PMT is recommended to advance area redevelopment, reporting on progress and necessary actions needed by Village leadership/committees.
4. TIF Capacity Analysis: Analyze existing Downtown TIF district capacity and adopted project plan, and consider the role of TIF in redevelopment implementation. Consider amendment of the existing project plan to incorporate the recommendations of this Plan (project costs and potential increment from new development) in order to advance priority Downtown redevelopment projects.
5. Advance Catalytic Sites: Aggressively "work" this Plan to recruit developers and take the next steps in redevelopment of the priority sites. Immediate next steps for priority sites include:
   - Recruit hotel and mixed use project developers for Sites A and C. Further test the market with specific targeted recruitment of Door County familiar developers, and further reaching regional developers to promote the redevelopment vision and advance the projects to the next stage of conceptual development.
   - Recruit residential developer for Site D. Recruit a developer or development team with historic renovation/adaptive reuse experience to consider reuse of the school house and potential benefit of historic tax credits to the overall project.
     - Grand Staircase and Overlooks: In coordination with the development team develop a strategy for creation of the staircase and overlook amenity on-site to improve connection of the site to Downtown and waterfront, and develop a community amenity for visitors and residents.
     - Pursue funding via grants and other means for design, engineering, and construction.
   - Recruit outfitter or other recreation-focused developer and businesses for Site B. Outreach to existing businesses in Sister Bay/Door County to advance this concept and determine their level of interest and next steps for creating a recreation-oriented development at this location.
     - Consider collaboration with the Door County Land Trust to advance the Sister Bay Nature Preserve concept and trail development as a connection and asset to the waterfront park assets.
6. Advance the Market Walkway Concept
   - Maximize potential for development of deep lots in this area; coordinate with property owners to determine interest and commitment to advancing the Walkway.
   - As Market Walkway concept advances develop strategy in coordination with property owners for the creation of internal development sites – manageable in size and cost for small businesses to develop a mixed use retail/accessory residential building along the Market Walkway.
   - Develop schematic design in coordination for the Market Walkway to plan for implementation as redevelopment occurs and neighboring properties get engaged in advancing the Walkway.
   - As the Market Walkway concept advances develop a branding and identification strategy authentic to the community which communicates the unique aspects of the Walkway area to advance it as an attraction to developers, businesses, and visitors.

7. Leverage Funding Opportunities for Project Implementation
   - Explore grant funding opportunities from Wisconsin DNR, WEDC, WI Coastal Management Program, and other related agencies to promote implementation of priority redevelopment sites and public features.
   - Assist private developers in identifying tax credits to assist in project development including historic tax credit and residential programs.
   - Outreach to local and regional connections that may have a particular interest in Sister Bay's historic downtown, the 1909 school house or other aspects of the plan from an investment or philanthropic perspective.
8. Design Public Improvements: While the project to upgrade utilities, bury overhead power lines along Bay Shore Drive and reconstruction of Bay Shore Drive are under development to advance in 2014, also consider, once redevelopment implementation is underway, planning and design for other Downtown public improvements such as: gateway development; signage and wayfinding improvements for pedestrian connections, public parking, and other destinations to further distinguish and enhance the area.
9. Downtown District Marketing and Promotion
   - Encourage local businesses, such as the Sister Bay Advancement Association, to promote Downtown Sister Bay through business connector services such as a trolley for visitors to experience Sister Bay and access businesses, hotels, restaurants, historic sites, and other amenities.
   - Promote Downtown Sister Bay as a destination for events in particular weddings and athletic events, capitalizing on the public waterfront.
   - Coordinate with the Sister Bay Marina to promote visitor use of Downtown Sister Bay and connect their patrons to Downtown businesses and amenities.
   - Consider rehabilitation of the Old Village Hall for use as the Sister Bay Visitors Center.

Redevelopment and the Relationship to Surrounding Uses

As development implementation is planned and advanced at the priority sites, new development should relate to Downtown's key assets—the Bay, Waterfront Park and Bay Shore Drive. Further, new development should relate to the form of existing development as a means of implementing the vision for a cohesive, active Downtown.

Proposed new uses, including lodging, commercial, and residential development, should complement the existing businesses in their design and site orientation to provide a safe and appealing walking district, connecting the places where people will eat, shop, recreate, and live. Existing uses which play a key role in the area and to which new development should relate and connect with include Waterfront Park, the Sister Bay Marina, businesses within the Downtown planning area including existing lodging.

In addition, throughout the Downtown planning area existing and other planned developments and public infrastructure should be brought into the cohesive vision for the area. Public and private improvements such as signage, landscaping, streetscaping, and improved pedestrian and parking connections can help enhance the area and increase the viability of Downtown.

Sister Bay

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Shaping places, shaping change