



REDEVELOPMENT AUTHORITY AGENDA

November 19, 2025 at 7:45 AM

**City Hall - Conference Room 106, 828 Center Avenue,
Sheboygan, WI**

Persons with disabilities who need accommodations to attend this meeting should contact the Department of City Development, (920) 459-3377. Persons other than commission, committee, and board members who wish to participate remotely shall provide notice to the City Development Department at 920-459-3377 at least 24 hours before the meeting so that the person may be provided a remote link for that purpose.

OPENING OF MEETING

1. Roll Call
2. Call to Order
3. Pledge of Allegiance
4. Identify potential conflict of interest

MINUTES

- [5.](#) Motion to approve the minutes from November 5th, 2025

ITEMS FOR DISCUSSION AND POSSIBLE ACTION

- [6.](#) Request from Sheboygan Visual Artist Request to use the green space between 523 and 534 S. Pier Drive
- [7.](#) Sear'd BBQ is requesting to use the RDA owned green space next to 723 New York Avenue
- [8.](#) Review proposed changes to the RDA Economic Development Loan Program Manual

TENTATIVE DATE OF NEXT REGULAR MEETING

9. December 03, 2025

ADJOURN

10. Motion to Adjourn

In compliance with Wisconsin's Open Meetings Law, this agenda was posted in the following locations more than 24 hours prior to the time of the meeting:

*City Hall • Mead Public Library
Sheboygan County Administration Building • City's website*

CITY OF SHEBOYGAN
REDEVELOPMENT AUTHORITY MINUTES
Wednesday, November 5, 2025

MEMBERS PRESENT: Roberta Filicky-Peneski, Deidre Martinez, Steven Harrison, and Cleo Messner

MEMBERS EXCUSED: Jim Conway

STAFF/OFFICIALS PRESENT: City Attorney Liz Majerus, Director of Planning and Development Taylor Zeinert, Assistant to the City Administrator, Marie Foss and Jeff Witte, Planner

OTHERS: James, Uptown Slice

OPENING OF MEETING

1. Roll Call: Roberta Filicky-Peneski, Deidre Martinez, Steven Harrison, and Cleo Messner
2. Call to Order
3. Pledge of Allegiance

The Pledge of Allegiance was recited.

4. Identify potential conflict of interest.

No conflicts of interest were identified.

5. Motion to approve the minutes from October 15, 2025.

Motion made by Steve Harrison, seconded by Deidre Martinez to approve the minutes from October 15, 2025. Motion carried.

6. Discussion and possible action on Uptown Slice Loan

Motion by Deidre Martinez and second by Steve Harrison to convene into closed session at 7:51 AM

Adjourn into closed session under the exemption provided in Sec. 19.85(1)(e) Wis. Stats. for the purpose of deliberating or negotiating the investment of public funds or conducting other specified public business when competitive or bargaining reasons require a closed session, to-wit: to discuss a request by Uptown Slice LLC for a business loan.

Roll Call Vote:

Yea: Filicky-Peneski, Martinez, Messner and Harrison

Nay: None

Abstain: None

Motion by Steve Harrison, second by Deidre Martinez to reconvene into open session at 8:18 AM

Yea: Filicky-Peneski, Martinez, Messner and Harrison

Nay: None

Abstain: None

Discussion and possible action on Uptown Slice Loan Modification Request

Motion by Diedre Martinez, second by Steve Harrison to table the pending request from Uptown Slice.

7. Review proposed changes to the RDA Economic Development Loan Program Manual, also known as the revolving Loan Fund.

Motion by Steve Harrison, second by Diedre Martinez to direct staff to revise the RDA Economic Loan Program Manual, also known as the Revolving Loan Fund and bring back revisions to the November 19th meeting.

NEXT MEETING

8. November 19, 2025

ADJOURN

9. Motion to Adjourn

Motion by Steve Harrison, second by Deidre Martinez to adjourn. Motion carried. Being no further business, the meeting was adjourned at 8:57 AM.



City of Sheboygan PLANNING AND DEVELOPMENT

Sheboygan City Hall
828 Center Ave, Suite 201
Sheboygan, WI 53081

To: Redevelopment Authority

Date: November 19th, 2025

Subject: Use of RDA properties by Sheboygan Visual Artists

Sheboygan Visual Artist is requesting to use the RDA owned green space between 532 and 534 S. Pier Drive on June 25th, July 2nd, August 2nd and August 9th. (see attached map). The SVA would like to put up a large tent and have the artist sell their work to the left of their building.





City of Sheboygan PLANNING AND DEVELOPMENT

Sheboygan City Hall
828 Center Ave, Suite 201
Sheboygan, WI 53081

To: Redevelopment Authority

Date: November 19th, 2025

Subject: Use of RDA properties by Sear'd BBQ

Sear'd BBQ is requesting to use the RDA owned green space next to 723 New York Avenue (see attached map). Sear'd would like to use the vacant lot for construction material staging and dumpster space.



Economic Development Loan Program Manual

**Administered by the City of Sheboygan's
Redevelopment Authority**

2025

Economic Development Loan Program Manual

PURPOSE

The purpose of the Economic Development Loan Program, also known as the Revolving Loan Fund (RLF) is to promote employment and business opportunities in the City of Sheboygan. Such purposes are declared to be a public purpose for which public funds may be expended. Through the Economic Development Loan Program, the City will provide below market interest rate loans to qualified borrowers for specified eligible projects.

PROGRAM FUNDING

An economic development loan pool for the City of Sheboygan is established, containing funds allocated through various Community Development Block Grant Programs and income generated by repayment of loans. The pool will serve as a revolving loan fund for future activities. Loans cannot exceed 50% of total project cost.

BUSINESS DEFINITIONS

New Business – A company that has been in operation for less than 12 months or has not previously operated in the City of Sheboygan. New businesses must provide a complete business plan, 3-year financial projections, and proof of adequate capital funding. Businesses relocating from outside Sheboygan are considered new but must demonstrate net new job creation.

Existing Business – A company with 12 months or more of continuous operations supported by at least one year of financial statements. Existing businesses must provide a business plan and proof of adequate capital. Expansion projects (new facility, equipment, or workforce growth) and job retention projects qualify as existing.

ELIGIBLE AREA

Eligible activities must take place within the city limits of the City of Sheboygan. LMI (Low- and Moderate-Income) designated areas of the city will receive priority. Please contact the Department of City Development for details.

ELIGIBLE APPLICANTS

Eligible applicants are businesses and/or industries that will locate or expand in the City of Sheboygan by creating or retaining jobs, of which more than 51% must be for low and moderate-income people. Documentation of income of job positions created or retained is required. Job pirating is prohibited under Section 588 of the Quality Housing and Work Responsibility Act of 1998.

ELIGIBLE ACTIVITIES

Eligible uses of funds include: (1) building demolition if the new building value is equal or more of the assessed value of the one being demolished, renovation, or addition; (2) land acquisition, site preparation, or new building construction; (3) equipment purchase and installation; and (4) working capital. Ineligible activities include maintenance of facilities and specialized equipment not essential to business operations.

LABOR STANDARDS (DAVIS BACON ACT)

The Applicant, if awarded an Economic Development Loan through this program, shall comply with and assure compliance of all Project contractors and subcontractors with the Davis Bacon Act, as amended 40 U.S.C. 276a-276a-5, the Contract Work Hours and Safety Standards Act, 40 U.S.C. 327-333, applicable Federal laws, provide weekly payroll reports for contractors/subcontractors working on this project, and other regulations pertaining to labor standards.

APPLICATION PROCESS

Applications must include:

For existing businesses: current year-to-date balance sheet and income statement, past two years of historical financials, a current financial statement, sources and uses of funds, three-year pro forma and cash flow analysis, and a business plan.

Two or more years of business tax returns, and credit analysis from bank lending partner if applicable

For new businesses:

(1) three-year pro forma and cash flow analysis that includes a sources and use, P&L Income Statement), Statement of Cashflows, Depreciation Schedule, Balance Sheet, and Breakeven Analysis; and a

(2) business plan that includes an Executive Summary, Business Description, Industry Analysis, Target Market Analysis, Competitive Analysis, Sales and Marketing Plan, Risk Analysis.

Credit analysis from bank lending partner if applicable.

EVALUATION CRITERIA

In general, the Redevelopment Authority of Sheboygan will evaluate the application in accordance with the following criteria and in comparison, with other applications received:

- a. Employment opportunities.
- b. Economic impact on community.
- c. Amount of project cost over and above loan.
- d. Need for financial assistance.
- e. Need for financial assistance.
- f. Compatibility with nearby land uses.

- g. Consistency with existing economic development plans of the City of Sheboygan.

The City of Sheboygan will also decide of the applicant's ability to repay the loan. Each completed application will be reviewed by the Redevelopment Authority. The RDA will decide within 60 days of application submission. A rejected application may be resubmitted, provided it is revised in accordance with the RDA's recommendations and funds are still available. Decisions of the RDA shall be final.

Applications will be evaluated based on the following criteria, with a maximum of 100 points. Applicants must score at least 60 points to qualify. 10 points per category. (Please see scoring sheet attached to this document identified as Addendum A)

1. Employment Opportunities – Creates permanent jobs at or above one FTE per \$40,000 loaned, with additional points for jobs paying above the county median wage or offering benefits.
2. Spin-off Development – Potential to generate additional development.
3. Tax Base Generation – Increases local tax base relative to public expenditures.
4. Private vs. Public Investment – Leverage of private capital.
5. Benefit-to-Risk Ratio – Balance of benefits versus risks to the City of Sheboygan.
6. Economic Impact – Positive impact on the local economy.
7. Neighborhood Impact – Positive compatibility with surrounding properties.
8. Conformance with City Plans – Aligns with economic development and comprehensive plans.
9. Local Ownership & Community Commitment – Up to 10 points for locally owned or community-invested businesses.
10. Management Readiness – Up to 10 points business plan quality, collateral, and management experience.

LOAN AND INTEREST TERMS

All loans granted under this program shall be subject to the following terms and conditions:

1. Loans will only be made to owners of the business to be affected directly by the

proposed activity.

2. No loan shall be made to any party whose application does not indicate adequate financial capacity for loan repayment.
1. Approved loan amounts may vary according to the amount of dollars in the pool.
2. Interest Rate – Loans will be issued at Prim minus 1% on the day of the application is approved for projects creating or retaining a majority of low-to-moderate income (LMI) jobs, or at Prime for general projects.
3. Loan Amounts – Loans cannot exceed 50% of total project cost and are limited to \$40,000 per job created.
6. Loan Term – Up to 20 years for real estate, 7–10 years for equipment, and 3–5 years for working capital.
7. Loans will be secured by a mortgage to security agreements. The security agreements will include LMI job requirements and standards for compliance on a yearly basis.
8. Repayment Start – Loans may include up to 12 months of interest-only payment for new businesses or expansions.
9. No Loans shall be subject to any penalty for prepayment.
10. The funds of each loan shall be paid in the name of the borrower by the City and shall constitute a loan advance in the borrower's name. The City shall not disburse any of the loan proceeds to any contractor, sub-contractor or supplier until it has satisfactory written, evidence that all work has been completed satisfactorily, and that all suppliers, laborers, and sub-contractors have been paid or have delivered releases of their rights to assert liens upon the property.
11. In the event any installment payment (including, without limitation, the entire principal balance upon maturity), becomes more than fifteen (15) days past due, borrowers shall pay a late payment charge to holder equal to five (5%) percent of the entire unpaid amount of the installment. Payments received after any installment becomes more than fifteen (15) days past due shall be applied first to current installment(s) and then to delinquent installments for purposes of this Provision.
12. Claw-back provisions – Borrowers must meet job creation/retention commitments. Annual reporting required. Non-compliance may result in adjusted terms or repayment acceleration.

13. The Redevelopment Authority reserves the right to ask for additional information.

14. Application will not be considered until complete.

**ADDENDUM A
BUSINESS REVOLVING LOAN FUND (RLF)
SCORING MATRIX**

If the purposed project meets all threshold criteria, reviewers will utilize the following project scoring criteria to evaluate the purposed project for the purposes of making a funding recommendation.

Evaluation Criteria (A minimum of 60 points is required):

Criteria <i>Use a scale of 1-10 to indicate its importance.</i>	Scoring
1. <i>Employment Opportunities – Creates permanent jobs at or above one FTE per \$40,000 loaned, with additional points for jobs paying above the county median wage or offering benefits. (Scale 1- 10 points)</i> 1-3 pts: <i>The applicant’s proposed funding use would have little to no positive impact on the business; job creation/retention is not addressed</i> 4-6 pts: <i>The applicant’s proposed funding use would have a notable impact on the business, stimulating some growth and economic activity, possibly including creating/retaining jobs</i> 7-10 pts: <i>The applicant’s proposed funding use would clearly have a significant positive impact on the business and stimulates growth and economic activity, possibly including creating/retaining jobs</i>	
2. <i>Spin-off Development – Potential to generate additional development. (Scale 1- 10 points)</i> 1-3 pts (Low Potential): <i>Significant gaps in the criterion, major challenges, or high risk of failure in this area.</i> 4-6 pts (Moderate Potential): <i>Some strengths, with minor issues that need addressing.</i> 7-10 pts (Strong Potential): <i>Outstanding fit, clear advantages, and minimal risk or challenges in this area.</i>	
3. <i>Tax Base Generation – Increases local tax base relative to public expenditures. (Scale 1- 10 points)</i> 1-3 pts (Low Potential): <i>The project offers minimal new tax revenue and may strain public resources.</i> 4-7 pts (Moderate Potential): <i>The project provides some tax benefits but with average impacts.</i>	

8-10 pts (High Potential): The project is a significant economic driver, offering substantial net tax gains and positive secondary effects	Item 8.
4. Private vs. Public Investment – Leverage of private capital. (Scale 1- 10 points) 1-5 pts: The applicant will provide minimal leveraging (>50%). Documentation of the leveraging may or may not be available. 6- 10 pts: The applicant will provide a significant applicant match (>50%) from private or other kinds of funding sources.	
5. Benefit-to-Risk Ratio – Balance of benefits versus risks to the City of Sheboygan. (Scale 1- 10 points) 1-3 pts (High/Extreme Risk/Low Benefit Implied): The risk needs immediate action, potentially not funding the activity. 4-6 pts (Moderate Risk/Benefit Implied): Requires attention and possibly control measures 7-10 pts (Low Risk/High Benefit Implied): The risk is generally acceptable and require minimal oversight.	
6. Economic Impact – Positive impact on the local economy. (i.e., will not cause displacement of competing jobs) (Scale 1- 10 points) 1-3 pts: Negligible or negative economic impact. 4-6 pts: Moderate, average, or expected economic impact. 7-10 pts: Transformative, maximum potential, or highly significant economic impact	
7. Neighborhood Impact – Positive compatibility with surrounding properties. (Scale 1- 10 points) 1-3 pts: The applicant business would have limited positive impact on the neighborhood. 4-6 pts: The applicant business offers some needed services and/or benefits to the neighborhood it is located in 7-10 pts: The applicant business offers needed services to city residents, participates in improving the community and offers additional benefits to the neighborhood it is located in	
8. Conformance with City Plans – Aligns with economic development and comprehensive plans. (Scale 1- 10 points) 1-5 pts: The applicant business aligns with current city-wide plans and current land use map.	

Local Ownership & Community - Invested Commitment (Scale 1- 10 points)

4-6 pts: *The applicant is a locally owned business and offers some needed services and/or benefits*

7-10 pts: *The applicant business is a locally owned business and offers needed services to city residents, participates in improving the community and offers additional benefits to the neighborhood it is located in*

1-3 pts: The applicant provided a weak business plan with minimal detail.

4-6 pts: *The applicant provided an acceptable business plan with a relatively reasonable and understandable timeline.*

7-10 pts: *The applicant provided a strong business plan with clearly outlined timelines and aggressive but realistic goals.*

1-3 pts: The business's tax returns do not indicate that the business is growing, or stable and revenue is showing little to no growth.

4-6 pts: The business's tax returns indicate moderate growth and stability, but still shows an upward trajectory in revenue

7-10 pts: The business's tax returns clearly indicate that the business is growing and/or stable with increasing/maintained revenue.

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