

## CITY OF SHEBOYGAN

### REQUEST FOR PLANNING COMMISSION CONSIDERATION

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**ITEM DESCRIPTION:** General Development Plan by Riverview District, LLC to construct apartments located north of Pennsylvania Ave and East of N. 13th Street bordering the Sheboygan River

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**REPORT PREPARED BY:** Ellise Rose, Associate Planner

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**REPORT DATE:** May 20, 2025

**MEETING DATE:** May 27, 2025

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**FISCAL SUMMARY:**

Budget Line Item:	N/A
Budget Summary:	N/A
Budgeted Expenditure:	N/A
Budgeted Revenue:	N/A

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**STATUTORY REFERENCE:**

Wisconsin	N/A
Statutes:	
Municipal Code:	N/A

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**BACKGROUND / ANALYSIS:**

Today the Plan Commission will be reviewing the Commerce/Mayline apartment development General Development Plan (GDP) for property located north of Pennsylvania Ave and East of N. 13th Street bordering the Sheboygan River.

The applicant states the following about the apartment project:

- The proposed development is a high-density, luxury, market rate residential project located on the former Mayline plant site along the Sheboygan River.
- Aimed at revitalizing this historically industrial area while addressing the growing demand for modern housing.
- The development will consist of two distinct buildings, with a central courtyard that provides both visual relief and framed views of the Sheboygan River from N. Commerce Street.
- In alignment with the River Bend Neighborhood Plan and based on staff recommendations, the project maximizes density and unit mix, while maintaining a balanced parking ratio.
- Both buildings feature parking on the ground floor, with four stories of residential units above.
- The southern building will include a two-story amenity space that features an expansive clubroom, oversized fitness with upscale equipment and connects seamlessly to the central courtyard with a variety of outdoor activities such as a pool, firepit, bocce ball court, grilling stations and access to the river and public kayak slips thus providing a variety of recreational and social spaces for residents.
- Paying homage to the area's industrial past, the design incorporates elements of brick and block in detailed rectilinear forms, complemented by clean, flat roofs. This aesthetic choice reflects the historical character of the site while bringing a fresh, contemporary look to the development, ensuring it both respects and enhances the neighborhood's heritage.

- Additionally, the design draws inspiration from the high-density housing across the river, creating a cohesive visual connection between the two sides of the Sheboygan River. By reflecting the existing urban density on the opposite bank, the development reinforces the sense of continuity and growth.
- This thoughtful integration of design elements ensures the project contributes to the overall revitalization of the area while promoting an urban, interconnected community
- Residential Unit Mix
  - Studios = 30
  - 1 Bedroom = 186
  - 2 Bedroom = 63
  - 3 Bedroom = 4
  - Total Residential Units = 283
- Site – 5.586 acres
- Dwelling Units Per Acre - 50.7 Units per acre
- Building Footprint percentage - 54.99%
- FAR – .8
- Impervious Surface Ratio 74.33%
- Maximum Gross Density
  - Studios = 30 x 14/acre = 2.14 acres required
  - 1 Bedroom = 186 x 13/acre = 14.31 acres required
  - 2 Bedroom = 63 x 12/acre = 5.25 acres required
  - 3 Bedroom = 4 x 12/acre = 0.33 acres required
  - Total units = 283 = 22.03 acres required by UR-12 without PUD overlay.
- This site is located on the Sheboygan River. In conjunction with the proposed development, the City of Sheboygan will be constructing an adjacent riverwalk. The riverfront will undergo improvements, including the installation of riprap and city owned and maintained kayak slips.
- The proposed building will be situated between the Sheboygan River and the reconstructed N Commerce Street. It aims to revitalize the former Mayline plant site, as well as the underutilized land acquired during the redevelopment of N Commerce Street.
- Though the immediate surrounding area primarily consists of older industrial structures and underdeveloped land, across the river we see other high density multifamily projects.
- The site offers a valuable opportunity to loop The Shoreland 400 Rail Trail to the riverfront, providing public access and enhancing connectivity between the site and the broader city.
- Both the City of Sheboygan Comprehensive Plan and the River Bend Neighborhood Plan emphasize the goal of redeveloping the river corridor and fostering higher-density multifamily housing. To support this vision, it is intended that the site will be rezoned from a Suburban Industrial District to an Urban Residential-12 District (UR-12).
- Consistent with the Preferred Site Design outlined in the River Bend Neighborhood Plan and staff recommendation, the project will feature high density housing at 50 units per acre, within the density range of 41 to 55 units per acre noted in the River Bend Neighborhood Plan Preferred Site Design.
- The proposed development is a traditional multifamily apartment complex, designed with a double-loaded corridor, first-floor parking, and a combination of indoor and outdoor amenities.

- The proposed Planned Unit Development (PUD) zoning aligns with both the City of Sheboygan Comprehensive Plan and the River Bend Neighborhood Plan by addressing the critical goals of redeveloping the blighted river corridor and fostering higher-density multifamily housing. The PUD zoning would provide the necessary flexibility to enhance the development's connection to the river and its amenities, while ensuring an urban, vibrant feel that is central to the city's revitalization goals. The integration of this development with the Sheboygan River not only supports these objectives but also positions the project as a key catalyst for positive change in the area.
- The benefits of such a project to the community are extensive. By introducing higher-density housing in this desirable location, the development would increase the city's tax base and contribute to the ongoing revitalization of the riverfront.
- This would also support the city's growing economy, providing much-needed housing to accommodate the expanding workforce driven by the area's strong employer base. With Sheboygan experiencing a low vacancy rate and a limited supply of new luxury apartment rentals, the demand for multifamily housing is evident. The Riverview District, ideally located within walking distance of downtown and other amenities, offers the perfect opportunity to address these housing needs while promoting economic growth.
- Furthermore, increased density will support local businesses and contribute to a more vibrant, thriving downtown.

#### Requested Modifications to Zoning District

- Land use modifications - Zoning designation is intended to be changed from a Suburban Industrial District to Urban Residential – 12 District with PUD overlay as suggested by the River Bend Neighborhood Plan.
- Density and intensity modifications - We are requesting an increase in the maximum gross density beyond the current limits established for the Urban Residential-12 District (UR-12). Under the existing UR-12 zoning, the maximum density allowances are 12 units per acre for two or more bedroom units, 13 units per acre for one-bedroom units, and 14 units per acre for efficiency units. Based on our proposed unit mix, achieving these density limits would require approximately 22.03 acres of land, while our site spans only 5.586 acres. In alignment with the Preferred Site Design outlined in the River Bend Neighborhood Plan and consistent with staff recommendations, the project proposes high-density housing at 50 units per acre—falling within the density range of 41 to 55 units per acre specified in the plan. This request for increased density is also consistent with the high-density multifamily developments located across the river.
- Set back modification - While the proposed project does include the required 30-foot setback from the river edge it does not meet the 25-foot setback at the rear lot line. Due to the need to provide site access, adequate parking, and incorporate the riverwalk, the site constraints have necessitated a proposal for a 0-foot setback at the rear lot line. The proposed buildings will be as close as 5 inches from the rear lot line on the north building and 3 foot 11 inches on the south building. Additionally, the footings extend 1 foot beyond the building foundation, resulting in an encroachment of 5 inches and 7 inches beyond the property line on the north end. While this deviates from the UR-12 zoning requirements, it does fit seamlessly into the desire for an urbanized design language and experience as indicated in the River Bend Neighborhood Plan for this segment of the riverwalk. The proposed building would active the land near the river walk providing

interest with plantings, retaining walls and material changes. The contrast between areas of compression and openness will add to the varied experience along the walk.

- Height Modification - The proposed project, standing at five stories with a total height of 61 feet 8 inches, exceeds the maximum allowable height of 35 feet specified for the Urban Residential-12 (UR-12) zoning district. However, this design aligns with the Preferred Site Design outlined in the River Bend Neighborhood Plan, which recommends up to four stories of residential units above a partially exposed parking level. Given the proximity to the river and the site's contamination, the decision was made to fully expose the parking level in the proposed development. In order to achieve the desired density while accommodating parking requirements and preserving open space, the additional height is essential. Furthermore, the increased height is consistent with the broader urban context, particularly on the opposite side of the river, where taller buildings are already present. The height also supports the goal of establishing a more urban design language along the newly developed riverwalk, making it a fitting addition to the area's evolving character.
- Landscaping modifications - The site is being zoned UR12 (Urban Residential District) with a PUD overlay. The landscape requirements described in this landscape narrative are based upon UR12 zoning landscape requirements for building foundations, developed lots, street frontages and paved areas. Based on Urban Industrial zoning to the north and Urban Commercial zoning to the south there are no requirements for bufferyard landscaping. The following is a summary of the requirements for each landscape area and whether the landscape design is deficient, meets or exceeds landscape requirements.
  - Building Foundation Landscaping:
    - Required landscaping points for UR12 zoning  
(Total of 2458 linear feet for both building foundations / 100 linear feet) x  
(50 landscaping points for UR12 zoning) = 1229 landscaping points  
required
    - Provided landscaping points  
796 landscaping points provided
    - Summary  
1229 landscaping points required – 796 landscaping points provided =  
433 landscaping points deficient
    - Reason why deficient  
There are many areas along the building foundation that are planned to be paved with sidewalks, patios and parking garage entries which limits the available foundation area that can be planted. As a result, the landscape design is deficient in “building foundation landscaping” Points.
  - Developed Lots Landscaping:
    - Required landscaping points for UR12 zoning  
(Total of 133,722 square feet for both buildings floor area / 1000 square feet) x (20 landscaping points for UR12 zoning) = 2674 landscaping  
points required
    - Provided landscaping points  
1611 landscaping points provided
    - Summary

2674 landscaping points required – 1611 landscaping points provided =  
1063 landscaping points deficient

Reason why deficient

The high density of the development including two buildings, sidewalks, patios, paved amenity areas, pool and parking lots limits the amount of green space available for “developed lots landscaping”. As a result, the landscape design is deficient in “developed lots landscaping” points.

- Street Frontages Landscaping:

Required landscaping points for UR12 zoning

(Total of 1127 linear feet of street frontage along Commerce Street and Pennsylvania Avenue / 100 square feet) x (50 landscaping points for UR12 zoning) = 564 landscaping points required

Provided landscaping points

190 landscaping points provided

Summary

564 landscaping points required – 190 landscaping points provided =  
374 landscaping points deficient

Reason why deficient

Trees must be used to meet the “street frontages landscape” requirement. Trees were added in the street frontage in between the spacing of the proposed street trees along Commerce Street. However, in some locations there are light poles between the street trees. Trees are not proposed in the street frontage at these locations to avoid the tree canopy from growing towards these light poles and thereby blocking the light shining down from them. As a result, the landscape design is deficient in “street frontages landscaping” points.

- Paved Areas Landscaping:

Required landscaping points for UR12 zoning

(Total of 28,356 square feet of parking area / 10,000 square feet) x (100 landscaping points for UR12 zoning) = 284 landscaping points required

Provided landscaping points

359 landscaping points provided

Summary

359 landscaping points provided – 284 landscaping points required =  
exceeds minimum requirement by 75 landscaping points

Reason why exceeds minimum requirements

The parking lot design provides many landscape islands that are conducive to incorporating “paved areas landscaping”. As a result, the landscape design has a surplus of “paved areas landscaping”.

- Parking and loading requirements modifications - The City of Sheboygan's Comprehensive Plan and the River Bend Neighborhood Plan emphasize the importance of fostering higher-density multifamily housing, which is a key goal of the proposed project. In balancing site access, parking, and the creation of both public and private open spaces, we were able to provide 392 parking spaces and 18 motorcycle parking spaces, while the UR-12 zoning code requires 458 spaces. Despite this shortfall, the 392 parking spaces we've provided still align with industry standards for parking ratios, making it a reasonable allocation for the development.

Additionally, the project is situated in an area with access to public transportation, is set up for ride share with an off-street pickup location and is highly walkable or bikeable, with a direct connection to the Shoreland 400 Rail Trail and proximity to downtown. The inclusion of bicycle parking within the garage provides residents with an accessible alternative to private vehicle use. These factors contribute to a reduced dependence on private vehicles. By allowing a reduction in the number of required parking spaces, the project can better align with the city's objectives of encouraging higher-density development and providing more space to allow interactions with the river.

### **STAFF COMMENTS:**

The surrounding neighborhood zoning is:

- The properties to the north are zoned Urban Industrial
- The properties to the south are zoned Urban Commercial
- The properties to the west are zoned Urban Industrial.
- To the east is the Sheboygan River.

If the Common Council approves the General Development Plan, the applicant needs to be aware that the Specific Implementation Plan will need to be reviewed and approved by the Common Council prior to construction of the apartments.

### **ACTION REQUESTED:**

Motion to recommend the Common Council approve the proposed General Development Plan subject to the following conditions:

1. Prior to building permit issuance, the applicant shall obtain all licenses/permits as well as meet all required codes including but not limited to building, plumbing, electrical, HVAC, fire, water, sewer, storm drainage, health, etc. (Applicant shall be in contact with building inspection, fire, police, etc.). An occupancy permit will be granted only at such time as the applicant has met all requirements.
2. Submittal and approval of a proposed storm drainage plan prior to building permit issuance.
3. Dumpster enclosure shall be completed prior to issuance of an occupancy permit for the apartment building to be occupied.
4. Outdoor storage of materials, products or equipment shall be prohibited.
5. All ground level and rooftop mechanicals shall be screened and/or enclosed and constructed of like materials and colors of the facility (HVAC equipment, etc.).
6. All areas used for parking/maneuvering of vehicles shall be paved.
7. All areas that are not required to be paved shall be landscaped with grass and/or approved landscaping.
8. Any new ingress/egress driveway openings and any drives to be closed or modified shall be improved to standard City specifications.
9. Any work within City of Sheboygan Public rights-of-way shall be discussed with the City Engineering Department and constructed to standard City specifications (including, but

- not limited to, new and old ingress/egress driveway openings, curb, gutter, sidewalk, pavement, utilities, street trees, etc.).
10. Applicant will provide adequate public access along all streets and sidewalks and will take all appropriate actions to minimize the time period that adjacent properties and streets/sidewalks are impacted by the development (utilities, streets, etc.).
  11. Applicant shall immediately clean any and all sediments, materials, tracking, etc. that may be spilled off-site on private or public lands and streets.
  12. Streets and infrastructure damaged and/or disturbed during construction of all private and/or public improvements shall be promptly repaired by the applicant.
  13. Absolutely no portion of the new building and/or site improvements shall cross the property lines including but not limited to buildings, balconies, decks, foundations, walls, gutters, eaves, roof, parking, fencing/retaining walls, signs, landscaping, art, etc.
  14. Applicant is responsible for working with all private and public utilities in order to adequately service this development (applicant will need to provide the necessary easements and/or relocate utilities as necessary).
  15. City Development staff will issue a building permit only if the applicant has adequately satisfied all concerns related to the Sheboygan Fire Department, including but not limited to fire lane access at the site, sprinkler systems, hydrants, water pressures, etc.
  16. Owner/Developer is responsible for installation of the entire approved landscape plan. If the owner/developer elects to amend the landscape plan in any fashion, the owner/developer shall resubmit an amended plan to Department of City Planning & Development for approval.
  17. Plantings located around all ingress/egress of the site shall be maintained to not interfere with vehicular/pedestrian traffic.
  18. Plantings located around the Fire Department Connection must be maintained to make sure that it is accessible at all times.
  19. Plantings located by light poles should be maintained to keep areas well lite.
  20. The Department of Planning & Development must inspect the landscaping. Failure to comply with any of the above conditions may require the removal and replanting of plants.
  21. All plantings will need to be maintained per Section 105-894(b) Maintenance.

If there are any amendments to the approved GDP the applicant will have to submit an amended GDP for review that accurately reflects any and all proposed changes.

#### **ATTACHMENTS:**

General Development Plan and required attachments.