

## CITY OF SHEBOYGAN

### REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

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**ITEM DESCRIPTION:** Application for Conditional Use with exceptions by Froedtert and Medical College of WI to construct and operate a Froedtert Sheboygan Medical Center at the northeast corner of Taylor Drive and Saemann Avenue (Parcel #59281631481). SO Zone.

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**REPORT PREPARED BY:** Ellise Rose, Program Assistant

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**REPORT DATE:** July 10, 2023

**MEETING DATE:** July 25, 2023

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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:

Froedtert and the Medical College of WI is proposing to construct and operate a Froedtert Sheboygan Medical Center located at the northeast corner of Taylor Drive and Saemann Avenue (Parcel #59281631481). The applicant states the following:

- The subject property (labeled as “Lot 2” in attached CSM) consists of 12.34 acres of undeveloped real estate including approximately 0.6 acres of wetlands. The site has approximately 788 feet of frontage along North Taylor Drive and 680 feet of frontage along Saemann Avenue which provide the primary points of access to the site.
- The property was re-zoned to SO – Suburban Office classification in February 2023.
- Froedtert Health’s proposed development complements and is compatible with Sheboygan’s growing healthcare corridor along North Taylor Drive via a fully sprinklered, 165,000 square foot, multi-story building which will include a neighborhood hospital / emergency department / imaging services / outpatient surgery and 3-story medical office clinic.
- Department Components
  - Neighborhood Hospital: Ten (10) bed Emergency Department including Ambulance entry, Trauma and Decontamination, warming kitchen, in-house Med Prep and Lab services. Ten (10) Inpatient rooms for follow-up care and observation. Airborne Infection Isolation rooms are dedicated within the hospital.
  - Imaging Services: X-ray, Fluoroscopy, Ultrasound and CT rooms with potential for MRI imaging.

- Outpatient Surgery: Four (4) Operating rooms with twelve (12) Prep/Recovery & four (4) Stage 1 Post-Anesthesia rooms, Sterile Storage Core.
  - Medical Clinic: Outpatient clinical offices including exam and treatment rooms.
- The Neighborhood Hospital will serve patients 24/7, 365 days a year – with patients presenting at the hospital by private car/transport or by ambulance. The majority of the admitted patients will enter through the Emergency Department, and the majority of outpatients will enter through the Medical Center entry.
  - The hospital's entry will face west away from the adjacent residential properties in order to respect local residents.
  - The Outpatient Surgery will serve patients Monday through Friday 5:30am-6pm. Patients will be discharged to home after proper recovery. Transfer to inpatient observation or emergency transport will also be available post-surgery.
  - The Medical Clinic will operate similar to a medical office building with regular business hours Monday through Friday.
  - This project is estimated to create 300 permanent jobs with 150 jobs located within the building. Approximately \$70 million investment to the community is realized through this development.
  - Froedtert and its design/development team engaged in listening sessions through the February 2022 School District's Committee of the Whole meeting and the dedicated January 2023 Neighborhood Listening session. These sessions reinforced the development's desire to preserve as much green space as possible, to buffer between development and existing residential housing, and to contain main traffic to North Taylor and the immediate intersections at Taylor.
  - Two site access driveways from North Taylor and Saemann lead to 419 On-site parking stalls in 131,213 square feet (or 3.01 acres) on the west and south of the parcel, ambulance entry on the east of the building, back-of-house delivery, masonry trash and emergency generator enclosures on the east of the building. Each of the access driveways will have a monumental sign highlighting the development name and Froedtert & Medical College of Wisconsin's logo.
  - Buildings, in general, should be designed to highlight access to building entrances and public/common space to aid in pedestrian and vehicular wayfinding. The entries along North Taylor Drive and Saemann address major access arterials, while the building itself creates a buffer between entry traffic and adjacent residential properties.
  - Back of house, utilitarian functions and deliveries are located away from public view and public streets. In addition, delivery and loading, dumpsters, and other utility functions shall be screened using materials coordinated with the overall building design and landscaping.
  - Covered canopies will both announce entries and provide protection from weather when dropping off or picking up patients. Building mounted signage will be located on the west facing and south facing elevations. Emergency Department directional signage on the west facing elevation will aid patients and family in quickly navigating during emergent situations.
  - The main multistory building is intended to be visually prominent to the intersection of Taylor Drive and Saemann Avenue – as part of the medical corridor that currently exists along North Taylor Drive. The use, character and density of the proposed project is consistent with the pattern of development along the Taylor Drive medical and commercial corridor,

while respecting the character and scale of the residential neighborhoods to the north and east of the site.

- The building will be 4-story (approximately 65 feet 4 inch) at the south end and will reduce in height to 2-story at the northern portion of the building to respect residential properties to the north.
- Rooftop mechanical air-handling units are screened using materials that coordinate with the overall building design.
- After proper submittal and Municipal Planning & Architectural Review approvals, the anticipated project timeline is as follows:
  - Architectural Design and Engineering 11-12 months
  - Construction 18-20 months
  - Move-in, staff training, licensing 2-3 months
  - First-Patient Spring/Summer 2026
- Estimated project value equals \$70m in construction investment.
- Froedtert is committed to reducing energy use, and consistently partners with Focus on Energy to promote and realize energy efficiency and renewable resources within their projects.

#### **STAFF COMMENTS:**

The Plan Commission should be aware that the applicant is proposing to construct the new medical facility on Lot 2 of parcel #631481 and Matter Development will be constructing a new Senior Living Community on Lot 1 of parcel #631481 with a shared drive. These lots will be splitting into separate parcels. The applicant will need to provide a CSM and a shared access/parking, utility, etc. easement or agreement prior to issuance of a building permit.

The applicant indicates there will be new signage but nothing has been submitted at this time. Applicant shall work with staff with regards to constructing a well-designed sign package for the site that utilizes colors and materials similar to the building. Staff may bring the proposed signage design back to the Plan Commission if there any concerns.

The Plan Commission may want to have the applicant address the planned future expansion on the north side of the property.

The applicant is requesting the following exceptions:

- The applicant is proposing to utilize a 9' x 18' on-site parking stall size. Similarly, parking drive aisles will be 24'-0" wide, with allowance for a 26'-0" wide main ring road width – The minimum stall depth is 18.5' and minimum aisle width is 26'.
- The applicant is proposing 410 on-site parking stalls – The minimum on-site parking for this project would be 514 stalls.
- The applicant is proposing a building height equal to approximately 65 feet 4 inch (masonry dimension) at the south end - Maximum building height is 35 feet (can exceed 35 feet with conditional use permit).

## **ACTION REQUESTED:**

Staff recommends approval of the conditional use permit and exceptions 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, demolition, fire, water, sewer, storm drainage, health, hazardous materials, State of Wisconsin, Federal, 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. Applicant shall meet all zoning requirements including but not limited to noise, vibration, hazardous materials, etc.
3. Applicant shall obtain all necessary permits for the construction, the storage and the handling of hazardous chemicals and/or fuels (applicant shall be in contact with building inspection, fire department, etc.).
4. Submittal and approval of a proposed storm drainage plan prior to building permit issuance.
5. Submittal and approval of a proposed landscape plan prior to building permit issuance. Applicant will submit a landscape plan that addresses all four (4) landscaping requirements. Landscaping shall be installed prior to issuance of an occupancy permit.
6. Dumpster(s) shall be screened/enclosed and constructed of like materials and colors of the facility and shall be completed prior to issuance of an occupancy permit.
7. Outdoor storage of materials, products or equipment shall be prohibited (except as authorized/approved by the Plan Commission).
8. 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.).
9. All new lighting shall be installed per Section 15.707 of the City of Sheboygan Zoning Ordinance. There shall be no spill-over of light and glare on operators of motor vehicles, pedestrians, and land uses in the vicinity.
10. Applicant shall work with staff with regards to appropriate signage. Only at such time as the sign package has been reviewed and approved may the applicant obtain sign permits to install the proposed signage. If staff has any concerns with proposed signage design, the matter may be brought back to the Plan Commission for their consideration.
11. Applicant shall be permitted to install individual letter signs – no cabinet or panel signs.
12. All areas used for parking or maneuvering of vehicles shall be paved (no gravel permitted).
13. All areas that are not required to be paved shall be landscaped with grass and/or approved landscaping.
14. Any work within City of Sheboygan Public rights-of-way, stormwater easements, etc. shall be discussed with the City Engineering Department and constructed to standard City specifications (including, but not limited to, new street improvements, new and/or closed ingress/egress driveway openings, driveways over storm water easements, curb, gutter, sidewalk, pavement, utilities, retaining walls, street trees, etc.).
15. Any new ingress/egress driveway openings and any drives to be closed or modified shall be improved to standard City specification.
16. 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.).

17. Applicant shall immediately clean any and all sediments, materials, tracking, etc. that may be spilled off-site on private or public lands and streets.
18. Streets and infrastructure damaged and/or disturbed during construction of all private and/or public improvements shall be promptly repaired by the applicant.
19. All vehicles, equipment, materials, products, etc. shall be located on the applicant's property (no storage on public rights-of-way).
20. It will be the applicant's responsibility to work with all private and public utilities in order to provide easements and/or relocate utilities as necessary.
21. Applicant shall adequately address all Sheboygan Water Utility concerns related to this development.
22. Applicant shall adequately address all Fire Department concerns related to this development.
23. Prior to building permit issuance, the City of Sheboygan Architectural Review Board shall review/approve the proposed building design.
24. If there are any amendments to the approved conditional use permit (including but not limited to site plan, architectural design, use, etc.), the applicant will be required to submit a new conditional use, architectural review, etc. reflecting those amendments.

**ATTACHMENTS:**

Conditional Use Permit Application and Attachments