
	CITY OF SHEBOYGAN APPLICATION FOR CONDITIONAL USE	Fee: \$250.00 Review Date: _____ Zoning: <u>SO – Suburban Office</u>
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Read all instructions before completing. If additional space is needed, attach additional pages.

SECTION 1: Applicant/ Permittee Information			
Applicant Name (Ind., Org. or Entity) EUA (Eppstein Uhen Architects)	Authorized Representative Renee Kubesh	Title Architect	
Mailing Address 333 East Chicago street	City Milwaukee	State WI	ZIP Code 53202
Email Address reneek@eua.com	Phone Number (incl. area code) 414-291-8168		
SECTION 2: Landowner Information (complete these fields when project site owner is different than applicant)			
Applicant Name (Ind., Org. or Entity) Froedtert & Medical College of WI	Contact Person Ryan Marks	Title VP Facility Planning & Development	
Mailing Address 9200 West Wisconsin Avenue	City Milwaukee	State WI	ZIP Code 53226
Email Address Ryan.marks@froedtert.com	Phone Number (incl. area code) (414) 335-5909		
SECTION 3: Project or Site Location			
Project Address/Description Northwest ¼ of Southeast ¼ of Section 16, Town 15 North, Range 23 East		Parcel No. LOT 2 per CSM	
SECTION 4: Proposed Conditional Use			
Name of Proposed/Existing Business:	Lot on northeast corner of North Taylor and Saemann Ave		
Existing Zoning:	SO – Suburban Office		
Present Use of Parcel:	Vacant land		
Proposed Use of Parcel:	Medical Center		
Present Use of Adjacent Properties:	Medical, Residential, Recreation		
SECTION 5: Certification and Permission			
<p>Certification: I hereby certify that I am the owner or authorized representative of the owner of the property which is the subject of this Permit Application. I certify that the information contained in this form and attachments is true and accurate. I certify that the project will be in compliance with all permit conditions. I understand that failure to comply with any or all of the provisions of the permit may result in permit revocation and a fine and/or forfeiture under the provisions of applicable laws.</p>			
<p>Permission: I hereby give the City permission to enter and inspect the property at reasonable times, to evaluate this notice and application, and to determine compliance with any resulting permit coverage.</p>			
Name of Owner/Authorized Representative (please print) Ryan Marks	Title VP Facility Planning & Dev	Phone Number (414) 335-5909	
Signature of Applicant 		Date Signed July 5, 2023	

Complete application is to be filed with the Department of City Development, 828 Center Avenue, Suite 208. To be placed on the agenda of the City Plan Commission, application must be filed three weeks prior to date of meeting – check with City Development on application submittal deadline date. Applications will not be processed if all required

attachments and filing fee of \$250 (payable to the City of Sheboygan) are not submitted along with a complete and legible application. Application filing fee is non-refundable.

CONDITIONAL USE WRITTEN EXPLANATION REQUIREMENTS

A. Name of project/development.

B. Summary of the Conditional Use and general operation of proposed use:

- Description of existing use
- Description of proposed use (indoor, outdoor, etc.), why was this site selected?
- All services, products, etc. to be provided
- Projected number of residents, employees, and/or daily customers
- Proposed number of dwelling units, floor area, landscape area, and parking area expressed in square feet and acreage to the nearest one-hundredth of an acre
- Description of proposed building and all new site improvements (square footage of new and existing structure(s), traffic, ingress/egress, parking, sidewalk, retaining walls, storm drainage, landscaping, lighting, dumpster enclosure, screening of mechanicals, etc.)
- A written description of the proposed general orientation, design, arrangement, texture, material and color of the building or structure and how it is compatible with the development and redevelopment in and around the area
- An explanation of any interior and/or exterior renovations
- Is access appropriate and is there sufficient customer/resident off-street parking?
- Proposed signage
- Project timeline and estimated value of project
- Compatibility of the proposed use and design with adjacent and other properties in the area.
- How will you insure that the business will not become a nuisance to adjacent properties (i.e. parking, noise, smells, hours of operations, etc.)
- Other information that would be considered pertinent by the Plan Commission.

C. If applicable, please describe any exceptions/variances that are required for this project (i.e. setbacks, parking, landscaping, etc.)

D. Written justification for the proposed conditional use, indicating reasons why the applicant believes the proposed conditional use is appropriate:

- a) How is the proposed conditional use (independent of its location) in harmony with the purposes, goals, objectives, policies and standards of the City of Sheboygan Comprehensive Master Plan?
- b) Does the conditional use, in its proposed location, result in any substantial or undue adverse impact on nearby property the character of the neighborhood, environment, traffic, parking, public improvements, public property or rights-of-way?
- c) How does the proposed conditional use maintain the desired consistency of land uses in relation to the setting within which the property is located?

- d) Is the proposed conditional use located in an area that will be adequately served by utilities, or services provided by public agencies? If not, please explain.

CONDITIONAL USE APPLICATION SUBMITTAL REQUIREMENTS

For a home occupation

1. A Site Plan including:
 - ❑ The overall property
 - ❑ The existing location of building(s) on the property
 - ❑ The parking spaces location on the property
2. A Floor Plan including:
 - ❑ The dwelling floor plan showing where the business will take place in the dwelling unit.
 - ❑ All information necessary to understand the proposal

For all other Conditional Use Permits

1. A certified survey map showing existing property boundaries and improvements.
2. A map providing the following information:
 - ❑ The map and all its parts shall be clearly reproducible with a photocopier at a size of 11" X 17" and map scale not less than 1' = 600' with lot dimensions of the subject property provided and a graphic scale and north arrow.
 - ❑ All lands for which the conditional use is proposed.
 - ❑ All other lands within 100 feet of the boundaries of the subject property.
 - ❑ The current zoning of the subject property and its environs (200 feet),
3. A site plan (conforming to the requirements of Section 15.908(3) of the subject property as proposed for development):
 - ❑ Submit TWO (2) hardcopies of the site plan and ONE (1) 11" X 17" reduction of the site plan.
 - ❑ **Submit digital plans and drawings of the project by email, flash drive, etc.**
 - ❑ Title block that provides all contact information for the petitioner and/or owner, if different
 - ❑ Full name and contact information of petitioner's engineers/surveyors/architects, or other design professionals used in the plan preparation
 - ❑ The date of the original plan and latest date of revision to the plan
 - ❑ A north arrow and graphic scale. Said scale is not to be smaller than one inch equals 100 feet
 - ❑ All property lines & existing/proposed right-of-way lines with bearings & dimensions clearly labeled
 - ❑ Existing/proposed easement lines and dimensions with an explanation of ownership and purpose.
 - ❑ All required building setback lines
 - ❑ Existing and proposed buildings, structures and paved areas, including building entrances, walks, drives, decks, patios, fences, utility poles, drainage facilities and walls.
 - ❑ Location and dimension of all curb cuts and throat widths of all access points onto public streets or alleys.
 - ❑ The location and dimension of all on-site parking including a summary of the number of parking stalls provided versus the requirements of the ordinance
 - ❑ The location and dimension of all loading and service areas on subject property
 - ❑ The location of all outdoor storage areas and the design of all screening devices
 - ❑ Location of all outdoor storage and refuse disposal areas and the design and materials used for construction and operation
 - ❑ The location, type, height, size and lighting of all signage.
 - ❑ Location, height, design, illumination power and orientation of all exterior lighting on the property including a photometrics plan
 - ❑ Location of all exterior mechanical equipment and utilities and elevations of proposed screening devices where applicable (i.e. visible from a public street or residential use or district). Mechanical equipment includes, but is not limited to; HVAC equipment, electrical transformers and boxes, exhaust flues, plumbing vents, gas regulators, generator
 - ❑ Location of all existing and proposed landscape areas, storm water areas, etc.

4. Building elevations and perspectives.

APPLICATION SUBMITTAL

NOTE: A Traffic Impact Study (TIA) may be required with large development proposals.

STEP 1: Initial Meeting with City Planning Office:

An initial meeting is to ensure that both the applicant and the city staff have a proper understanding of what is being requested and to explain the approvals necessary. An engineered drawing is not required for this meeting, but an accurate sketch and any applicable background information may be needed. Additional meetings can be arranged by calling the Department of City Development.

STEP 2: Official Submission:

A conditional use permit application may be filed at the City of Sheboygan Planning and Development office located on the 2nd floor of City Hall or may be submitted electronically via email: Steve.Sokolowski@SheboyganWI.gov

If submitting electronically, please verify application has been accepted and will be placed on the next Plan Commission agenda.

Payment of the application fee must be received prior to the application filing deadline. Payment may be submitted via postal delivery, in person, or by phone using credit card.

Mailing Address: Department of City Development
828 Center Ave. Suite 208
Sheboygan, WI 53081

NOTE: Applications will not be accepted until complete. A complete application includes all items in the respective checklists above. Applications must be complete before they are scheduled for a meeting before the Plan Commission.

PLAN COMMISSION MEETING

Meeting Date: The Plan Commission meets on the 2nd and 4th Tuesdays of the month at 4:00 p.m. in the Council Chambers of City Hall, 828 Center Ave. The project applicant or a representative must attend the Plan Commission meeting to present the conditional use permit request and answer questions regarding the proposal. Public comment will be invited at the Plan Commission meeting.

Public Notification: Owners of property in the vicinity of the site affected by the conditional use permit proposal are notified via mail. The public hearing notice explains the proposal and provides information about the Plan Commission meeting.

Project Review: The purpose of a conditional use permit is to assure compatibility between land uses. City staff analyzes a proposal and prepares a recommendation for the Plan Commission. The project analysis considers the location of the affected property, surrounding uses, and the operational details of a proposed use.

Plan Commission: The Plan Commission is charged with the authority to approve or deny a conditional use permit request. In the event an applicant wishes to contest the decision of the Plan Commission, the applicant may appeal the decision to the Sheboygan County Circuit Court.

Plan Commission meeting agendas and minutes may be viewed on the City's website:
www.SheboyganWI.gov

FOR INFORMATION OR ASSISTANCE CONTACT THE ZONING MANAGER: (920) 459-3382

Office Use Only

ACTION BY CITY PLAN COMMISSION

DATE OF MEETING: _____

APPROVED: _____ CONDITIONALLY APPROVED: _____ DENIED: _____

CONDITIONS

SIGNATURE: _____
Chairperson, City Plan Commission or
Representative Dept. of City Development

DATE: _____

NOTES

Permits are valid until such time as the business no longer operates from the side. No yearly renewal is required.

Permit may be revoked without notice if misrepresentation of any of the above information or attachments is found to exist.

Permit shall expire in one (1) year from date of approval unless substantial work has commenced or business has begun operating.

Permit is null and void if issued in error. It is understood that any permit issued on this application will not grant any right or privilege to erect any structure or to use any permits for any purpose that is prohibited by the City Zoning Ordinance or any other State or local laws.

Changes in the plans or specifications submitted in the original application shall not be made without prior written approval of the City Plan Commission.

CONDITIONAL USE WRITTEN EXPLANATION REQUIREMENTS

Rev 1

A. Froedtert Sheboygan Medical Center

B. Summary of the Conditional Use and general operation of proposed use:

EXISTING USE:

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.

PROPOSED USE / SERVICES PROVIDED:

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. As the only academic medical center in eastern Wisconsin, Froedtert & Medical College of Wisconsin brings leading edge research, clinical trials, and specialty care in closer reach to the Sheboygan community.

First Floor 60,000 sqft

Second Floor 45,000 sqft

Third Floor 30,000 sqft

Fourth Floor 30,000 sqft

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.

Operational Descriptions

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.

PROPOSED BUILDING AND SITE IMPROVEMENTS:

The site will be expanded in coordination with Sheboygan local authorities, the Garden Neighborhood Association, the Field of Dreams neighborhood Association (across north Taylor Drive to the west of the site) and other community stakeholders. 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 410 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.

The main building's modern architectural style expresses Froedtert and Medical College's cutting edge capabilities for delivering quality healthcare within the community. Masonry construction on the first floor provides a solid base along with stone and metal architectural panel accents to add pattern, scale and variety to the building design. The exact palette of materials will reflect local materials such as limestone (influenced by local quarries), wood look metal panels (inspired by the strong wood-working tradition in Sheboygan), light metal panels (to promote a clean, modern aesthetic) and bird-friendly glass.

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. By comparison, the Prevea Sheboygan medical Office building across Saemann Avenue to the south of the site is five stories tall. Rooftop mechanical air-handling units are screened using materials that coordinate with the overall building design.

LANDSCAPE AND BUFFERYARDS:

This proposed development will follow Sheboygan’s Comprehensive Planning Process and Landscape Regulations per Chapter 15-6 with special highlights as follows:

- Green landscaped areas comprise 5.29 acres which includes the SWM pond.
- Landscape design will emphasize native, indigenous plants.
- Plants with low water use and sun tolerance will be included for hardiness.
- Buffers will meet or exceed the minimum Chapter 15-6 requirements. Existing trees and wetlands will be incorporated to meet buffer requirements with supplemental plantings to create naturalistic results.
- A mix of deciduous and evergreen trees (per Sheboygan’s calculated points method) will provide interest year round.

PROJECT TIMELINE AND ESTIMATED VALUE OF PROJECT:

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.

ADDITIONAL INFORMATION:

Sustainable Design Features

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. Froedtert is proud to note their standards for building envelope, insulation and material have consistently exceeded code minimums for thermal performance. Bird friendly design, site lighting and landscape will be employed to minimize the building's impact on the environment and nature. Froedtert standard specifications for building materials endorse recycled content, low VOC (volatile organic compounds) off-gassing and verifiable sustainable manufacturing practices. Solar screening glass, sun shading devices and building overhangs will minimize heat gain to reduce HVAC loads as well as control sun glare to maximize user comfort.

Existing trees and wetlands will be maintained and encouraged to create buffers between the proposed buildings and adjacent residential properties, encourage migratory wildlife and recharge groundwater.

Exterior site, drive aisles and parking lot light fixtures shall be LED 3500-4000 Kelvin with cut-off design. Cut-off design light fixtures supports 'dark sky' principles to reduce light pollution which improves the wellbeing of people and wildlife. Parking areas will meet building occupant totals, and will include bicycle racks and planting islands to reduce overall heat island effects. The electrical service/panels will be sized to support future electric vehicle charging stations in order to be prepared for future EV usage needs.

Native plantings and landscaping will be highly prioritized and will respond to and understand the micro-climate of the site as well as the lakeside environment of Sheboygan. The landscape and wetlands, along with being a benefit to the community are also a vital support to birds and other wildlife.

C. If applicable, please describe any exceptions/variances that are required for this project (i.e. setbacks, parking, landscaping, etc.)

Variance request for Parking stall and Drive Aisle size

In keeping with industry typicals, previous Froedtert projects, as well as Wisconsin Dept of Transportation, we propose 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 to be better capable for emergency and fire department vehicles. Based on our past experience, this sizing has proven reasonable and acceptable by multiple municipalities and civil engineers.

Variance request for Parking quantity

In order to better respond to the Sheboygan's Comprehensive Plan regarding environmental success, the neighborhood's desire for maximum green space in new developments, and our design intention to preserve and promote healthier design solutions, we propose calculating the required parking stalls in close alignment with actual patient and staff population to achieve a lower total in lieu of the current Sheboygan regulations of 1 stall/300 gross sqft.

Our methodology begins by calculating a 100% occupied building load for both patients, family and staff. A typical medical building is not fully occupied due to appointment scheduling, alternating doctor/provider calendars amongst various other clinical sites, and patient-based cancellations – so this calculation method has a built-in safety factor. We have added up all doctors and providers as if they are on campus each day (as opposed to a more typical staggered schedule), and then added patient count for each and every care space as if they are being used concurrently (even though a single patient may use multiple care spaces over the course of their visit). This approach allows for a maximum occupant load total. This maximum occupant load is then translated into the parking stall total count.

<u>Calculation Method Comparison</u>	<u>Parking Stalls</u>
Occupant-based calculation method	407
Current Sheboygan Regulation method	514

The site plan included in this Conditional Use Application reflects *410* parking stalls, which provides an additional buffer of 3 parking stalls to the conservative occupant-based calculation.

Variance request for Building height

To allow for current practices regarding MEP utility above-ceiling space and typical 9 to 10 foot ceiling heights, we propose floor-to-floor heights of 15'-4" resulting in the 4-story building's height equal to approximately 65 feet 4 inch (masonry dimension) at the south end. The mechanical and stair screen will be above the 65'-4" building height by approximately 8'-0".

In comparison and demonstrating precedent, Prevea across Saemann Avenue is a 5-story building built upon a slightly elevated plane, and St. Nicholas Hospital also has a portion of their campus at 5-stories tall.

D. Written justification for the proposed conditional use, indicating reasons why the applicant believes the proposed conditional use is appropriate:

- a) How is the proposed conditional use (independent of its location) in harmony with the purposes, goals, objectives, policies and standards of the City of Sheboygan Comprehensive Master Plan?

This proposed project supports the following Key Initiatives indicated in the Sheboygan Comprehensive plan:

- **Promoting infill development and redevelopment** – established land uses surrounding this site on all sides create a vacant, infill site that is ready to be placed into service as a productive land use for the community
- **Spur economic development and job creation** – the proposed project represents a \$70m+ capital investment into the community and is estimated to create 300 permanent jobs (in addition to construction jobs during development)

- **Strengthening older neighborhoods** – existing neighborhoods will benefit from new healthcare options close to home

In alignment with the City of Sheboygan Department of Planning & Development's mission statement, the project will feature a wide array of green design elements designed to minimize the building's impact on the environment and nature, as well as promote energy efficiency and renewable resources.

- b) Does the conditional use, in its proposed location, result in any substantial or undue adverse impact on nearby property, the character of the neighborhood, environment, traffic, parking, public improvements, public property or rights-of-way?

This development is proud to not only support Sheboygan and its economic and social growth, but is diversifying healthcare opportunities in Sheboygan -- backed up by eastern Wisconsin's only academic medical center. Our goal is to be a good neighbor, and to serve the community. So, we intend to minimize and buffer impacts on nearby residential properties by:

- Locating all entries to face North Taylor
- Maintaining as many existing trees as possible
- Investing in indigenous planting materials for landscaping
- Directing traffic patterns to stay along Taylor and near its intersections
- Focusing parking away from nearby residential properties
- Engineering bird friendly, landscaped Storm Water Management ponds
- Utilizing 'dark sky' lighting practices
- Designing the site to encourage migratory wildlife
- Screening back of house delivery yards, trash and generator

- c) How does the proposed conditional use maintain the desired consistency of land uses in relation to the setting within which the property is located?

This proposal's overall design intent is to support medical, office, commercial and housing uses for this site to further support Sheboygan as the Spirit on the Lake.

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. And, housing developments on adjoining parcels to the north and east, by a separate owner, are intended to further transition from the medical center to the adjacent residential properties.

Froedtert Health's proposed development complements and is compatible with Sheboygan's growing healthcare corridor along North Taylor Drive

- d) Is the proposed conditional use located in an area that will be adequately served by utilities, or services provided by public agencies? If not, please explain.

Per Pre-Development meeting with City of Sheboygan DPW, this project is adequately served by utilities and services by public agencies.

