

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Gen. Ord. No. 21-22-23 by Alderperson Felde amending the City's Future Land Use Map of the Sheboygan Comprehensive Plan to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 1) from Public Parks and Open Space to Multi-Family Residential Classification.

Gen. Ord. No. 22-22-23 by Alderperson Felde amending the City's Future Land Use Map of the Sheboygan Comprehensive Plan to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 2) from Public Parks and Open Space to Institutional and Community Facilities Classification.

Gen. Ord. No. 23-22-23 by Alderperson Felde amending the City's Future Land Use Map of the Sheboygan Comprehensive Plan to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 3) from Public Parks and Open Space to Multi-Family Residential Classification.

R.O. 107-22-23 and G.O. 24-22-23 by Alderperson Felde amending the City of Sheboygan Official Zoning Map of the Sheboygan Zoning Ordinance to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 1) from Suburban Residential (SR-5) to Urban Residential (UR-12) Classification.

R.O. 108-22-23 and G.O. 25-22-23 by Alderperson Felde amending the City of Sheboygan Official Zoning Map of the Sheboygan Zoning Ordinance to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 2) from Suburban Residential (SR-5) to Suburban Office (SO) Classification.

R.O. 109-22-23 and G.O. 26-22-23 by Alderperson Felde amending the City of Sheboygan Official Zoning Map of the Sheboygan Zoning Ordinance to change the Use District Classification for property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue – Parcel #59281631481 (Lot 3) from Suburban Residential (SR-5) to Urban Residential (UR-12) Classification.

REPORT PREPARED BY: Chad Pelishek, Director of Planning and Development

REPORT DATE: February 24, 2023

MEETING DATE: February 28, 2023

FISCAL SUMMARY:

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

STATUTORY REFERENCE:

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

BACKGROUND ANALYSIS:

Froedtert is proposing to amend the comprehensive plan map and rezone map as follows:

Comprehensive Plan Map:

- Parcel #s 59281631481 (proposed Lot 1 – Northwest corner of the parcel) from **Public Parks and Open Space** to **Multi-Family Residential**.
- Parcel #s 59281631481 (proposed Lot 2 – Southwest corner of the parcel) from **Public Parks and Open Space** to **Institutional and Community Facilities**.
- Parcel #s 59281631481 (proposed Lot 3 – Southeast corner of the parcel) from **Public Parks and Open Space** to **Multi-Family Residential**.

Rezone:

- Parcel #s 59281631481 (proposed Lot 1 – Northwest corner of the parcel) from **Suburban Residential (SR-5)** to **Urban Residential (UR-12)**.
- Parcel #s 59281631481 (proposed Lot 2 – Southwest corner of the parcel) from **Suburban Residential (SR-5)** to **Suburban Office (SO)**.
- Parcel #s 59281631481 (proposed Lot 3 – Southeast corner of the parcel) from **Suburban Residential (SR-5)** to **Urban Residential (UR-12)**.

Froedtert has entered into a purchase contract to acquire the property from the Sheboygan Area School District (SASD) which is a 25-acre vacant site located at the northeast corner of Taylor Dr. and Saemann Ave. Froedtert intends to subdivide the site to allow for two proposed development projects:

1. A new healthcare facility containing a neighborhood hospital, surgery center, and medical clinic space. This project will be located on an approximately 12.1-acre parcel located at the southeast corner of the site, depicted as “Lot 2” on the enclosed draft CSM. This proposed land use is consistent with the pattern of development along the Taylor Dr. medical and commercial corridor.
2. A new senior housing development including multiple housing options for seniors. The development is planned to include 150-200 units of independent living, assisted living, and memory care. This project will be located at the northwest and southeast corners of the site on two separate parcels containing approximately 13.7 acres, depicted as “Lot 1” and “Lot 3” on the enclosed draft CSM. This proposed land use provides a comfortable transition from the proposed Froedtert facility to the nearby single family residential neighborhood.

The applicant states the proposed projects would benefit the Sheboygan community in many ways, including, without limitation, as follows:

- Brings home a group of local physicians currently practicing outside the Sheboygan market.
- Centralizes range of healthcare services in a community-focused, modern medical facility, delivering patient care closer to home.
- Adds a new healthcare option to Sheboygan through Froedtert’s academic-based approach to medicine.

- Addresses local need for senior housing indicated by Sheboygan's housing study.
- As aging residents in the community move into the new senior housing, they will vacate single family homes that young families can move into.

The development team hosted a community open house on January 18, 2023 and comments from community members indicated three important themes that the Froedtert team is confident they can accommodate in their development plans:

1. Provide appropriate buffering between the proposed project and the adjacent residential homes that abut the site to the east. The zoning code specifies "bufferyard" requirements that will be incorporated into our site plan.
2. Preserve as much wooded area and wildlife habitat as possible. A significant portion of wooded areas on the site is not slated for development and will be preserved as wetlands.
3. During construction, be thoughtful about disruption to the neighbors and be accountable to concerns as they arise. The applicant's construction teams will communicate regularly with the neighbors to address concerns throughout the process. We have already created a project email that community members can use to contact the development team any time: TaylorDr.Project@ryancompanies.com

Quite simply, these projects are aimed at meeting the needs of the Sheboygan community in a variety of meaningful ways and in alignment with the City of Sheboygan Department of Planning & Development's mission statement. Moreover, the projects will feature a wide array of green design elements, designed to minimize buildings' impacts on the environment and nature, as well as promote energy efficiency and renewable resources.

Concurrent with the zoning change, the proposed projects require amendments to the City of Sheboygan Comprehensive Plan as follows:

1. Froedtert healthcare parcel: Change land use classification from "Public Parks and Open Space" to "Institutional and Community Facilities," which aligns with the health care facilities immediately to the south.
2. Senior housing parcels: Change land use classification from "Public Parks and Open Space" to "Multi-Family Residential."

The proposed projects support the following Key Initiatives indicated in the Comprehensive Plan:

- Promoting infill development and redevelopment – established land uses surround this parcel on all sides creating a vacant, infill site condition that is ready to be placed into service as a productive land use for the community.
- Spur economic development and job creation – the proposed projects represent a \$70M+ capital investment into the community and are estimated to create 300 permanent jobs (in addition to construction jobs during development).
- Strengthening older neighborhoods – existing neighborhoods will benefit from new healthcare and housing options close to home.

- Diversifying the City's housing stock – Sheboygan has a shortage of senior housing which this project delivers.

STAFF COMMENTS:

The surrounding neighborhood zoning is:

- The properties to the north and east are zoned Suburban Residential (SR-5).
- The properties to the west are zoned Suburban Residential (SR-5) and Urban Residential (UR-12).
- The properties to the south are zoned Suburban Residential (SR-5) and Suburban Office (SO).

It is important for the Plan Commission to understand that if the property zoning designation is changed from SR-5 to SO and UR-12, an applicant could apply to use the property for any use that is permitted and/or conditionally permitted in the SO and UR-12 zoning districts.

If the Common Council approves the rezone, the applicant needs to be aware that a conditional use will need to be submitted to and reviewed by the City of Sheboygan Plan Commission prior to construction of any new development proposed for this property.

In addition, the applicant is proposing to amend the comprehensive plan for these properties from Public Parks and Open Space to Multi-Family Residential and Institutional and Community Facilities. The properties are proposed to be designated:

- Multi-Family Residential in the Future Land Use map in the City of Sheboygan Comprehensive Plan which is consistent with the proposed Urban Residential (UR-12) zoning designation being requested.
- Institutional and Community Facilities in the Future Land Use map in the City of Sheboygan Comprehensive Plan which is consistent with the proposed Suburban Office (SO) zoning designation being requested.

Staff did receive a letter from a neighbor objecting to the requests.

ACTION REQUESTED:

Staff is recommending approval of the three (3) comprehensive plan map amendment request and the three (3) rezone requests.

ATTACHMENTS:

Rezone Application and required attachments