

II

R. O. No. 112 - 22 - 23. By CITY PLAN COMMISSION. March 6, 2023.

Your Commission to whom was referred Gen. Ord. No. 25-22-23 by Alderperson Felde and R. O. No. 108-22-23 by City Clerk submitting an application from Froedtert Health, Inc. to amend 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; recommends filing the R. O. and adopting the Ordinance.

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CITY PLAN COMMISSION

X

35

Gen. Ord. No. 25 - 22 - 23. By Alderperson Felde. February 20, 2023.

AN ORDINANCE 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.

THE COMMON COUNCIL OF THE CITY OF SHEBOYGAN DO ORDAIN AS FOLLOWS:

Section 1. Appendix A, Chapter 15 of the Sheboygan Zoning Ordinance establishing zoning districts and prescribing zoning standards and regulations is hereby amended by changing the Official Zoning Map thereof and Use District Classification of the following described lands from Class Suburban Residential (SR-5) to Suburban Office (SO) Classification:

Property located off of the Northeast corner of N. Taylor Drive and Saemann Avenue - Parcel #59281631481 (Lot 2):

That part of the Northwest 1/4 of the Southeast 1/4 of Section 16, Town 15 North, Range 23 East, located in the City of Sheboygan, Sheboygan County, Wisconsin more fully described as follows: COMMENCING at the Southwest corner of said Southeast 1/4 Section; thence North 00°18'14" East along the West line of said Southeast 1/4 Section 2576.74 feet to a point; thence North 89°28'01" East 45.07 feet to a point; thence South 00°11'39" West 442.85 feet to the point of beginning of the lands to be described hereinafter; thence continue South 89°48'21" East 618.34 feet to a point; thence North 00°24'35" East 19.85 feet to a point; thence North 89°28'01" East 47.56 feet to a point; thence South 00°48'29" East 797.00 feet to a point lying along the North line of Saemann Avenue; thence South 89°11'31" West along said North line 680.01 feet; thence North 00°11'39" East along the East line of N. Taylor Drive 788.32' to the point of beginning.

Section 2. Said zoning amendment shall be effective upon passage, publication and satisfaction of the transfer of parcel #59281631481 from the Sheboygan Area School District to Froedtert Health, Inc., or related entity, for development of medical facilities and senior housing (high density assisted living facility and memory care on proposed northwest corner lot and lower density independent living facilities on proposed southeast corner lot) on or before December 31, 2024.

City Plan

Section 3. All ordinances or parts thereof in conflict with the provisions of this ordinance are hereby repealed to the extent of such conflict, and this ordinance shall be in effect from and after its passage and publication.

Barb Felder

I HEREBY CERTIFY that the foregoing Ordinance was duly passed by the Common Council of the City of Sheboygan, Wisconsin, on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

Dated \_\_\_\_\_ 20\_\_\_\_. \_\_\_\_\_, City Clerk

Approved \_\_\_\_\_ 20\_\_\_\_. \_\_\_\_\_, Mayor

# PROPOSED REZONE MAP AMENDMENT FROM SUBURBAN RESIDENTIAL (SR-5) TO SUBURBAN OFFICE (SO)

**CLIENT**

Ryan Companies US, Inc.

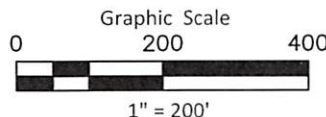
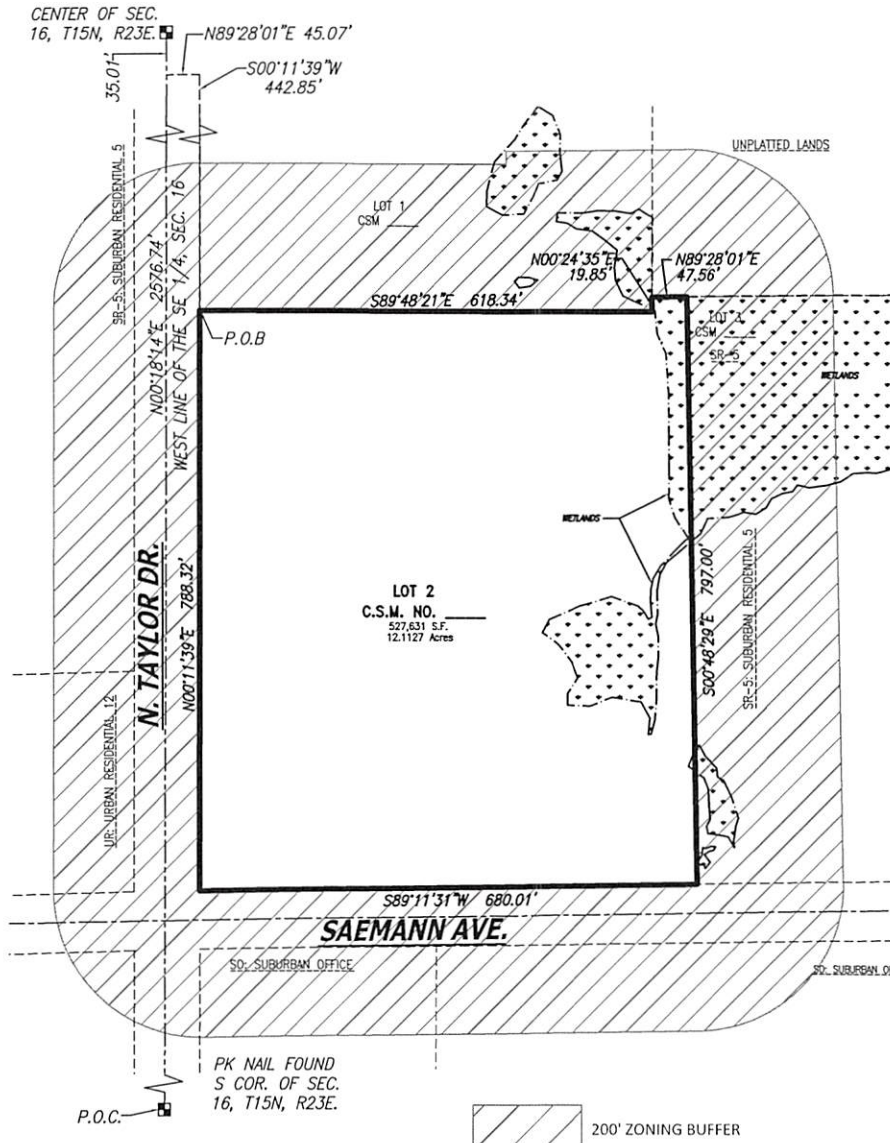
**SITE ADDRESS**

Sheboygan County Tax Parcel 59281631481 City of Sheboygan, Sheboygan County, Wisconsin.

**LEGAL DESCRIPTION - LOT 2**

That part of the Northwest 1/4 of the Southeast 1/4 of Section 16, Town 15 North, Range 23 East, located in the City of Sheboygan, Sheboygan County, Wisconsin more fully described as follows:

COMMENCING at the Southwest corner of said Southeast 1/4 Section; thence North 00°18'14" East along the West line of said Southeast 1/4 Section 2576.74 feet to a point; thence North 89°28'01" East 45.07 feet to a point; thence South 00°11'39" West 442.85 feet to the point of beginning of the lands to be described hereinafter; thence South 89°48'21" East 618.34 feet to a point; thence North 00°24'35" East 19.85 feet to a point; thence North 89°28'01" East 47.56 feet to a point; thence South 00°48'29" East 797.00 feet to a point lying along the North line of Saemann Avenue; thence South 89°11'31" West along said North line 680.01 feet; thence North 00°11'39" East along the East line of N. Taylor Drive 788.32' to the point of beginning.



**CHAPUT**  
LAND SURVEYS  
234 W. Florida Street Milwaukee, WI 53204 414-224-8068 www.chaputlandsurveys.com

Date: February 8, 2023  
Sheet 2 OF 3 SHEETS

Date	Revision description

This document is an instrument of professional service, and may be protected by the surveyors work product doctrine or surveyor / client privilege. The information shown hereon is intended solely for the use of the client and client directed third parties.  
Drawing No. 1725-SWC



II

16

R. O. No. 108-22-23. By CITY CLERK. February 20, 2023.

Submitting an application from Froedtert Health, Inc. for a change in zoning classification for property off of the Northeast corner of N. Taylor Drive and Saemann Avenue - Parcel No. 59281631481 (Lot 2) from Suburban Residential (SR-5) to Suburban Office (SO) Classification.

City Plan

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CITY CLERK

February 13, 2023



Chad Pelishek, Director  
Department of Planning & Development  
City of Sheboygan  
828 Center Ave, Suite 208  
Sheboygan, WI 53081

**RE: Request for Amendment to Official Zoning Map**

Dear Mr. Pelishek:

Froedtert has entered into a purchase contract to acquire from the Sheboygan Area School District their 25-acre vacant site located at the 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 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

Our development team hosted a community open house on January 18 and comments from community members indicated three important themes that we are confident we can accommodate in our 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. *Our 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.

**COMPREHENSIVE PLAN AMENDMENT**

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*

**AMENDMENT TO OFFICIAL ZONING MAP**

The proposed projects require amendments to the Official Zoning Map as follows:

1. **Froedtert healthcare parcel:** Change zoning classification from “Suburban Residential (SR-5)” to “Suburban Office (SO),” which aligns with the health care facilities immediately to the south.
2. **Senior housing parcels:** Change zoning classification from “Suburban Residential (SR-5)” to “Urban Residential (UR-12).”

The zoning ordinance provides the process to amend the zoning map. Subsection 15.903(4)(c)1.-3. (pages 317-318) poses the following three questions which help to justify the need for a zoning change:

1. How does the proposed Official Zoning Map amendment further the purposes of this Chapter as outlined in Section 15.005 and the applicable rules and regulations of the Wisconsin Department of Natural Resources (DNR) and the Federal Emergency Management Agency (FEMA)?
  - o *The project team is very familiar with local, county and state wetland regulations. The individuals assembled have worked together to successfully obtain permits from the Wisconsin Department of Natural Resources on several projects. The proposed projects will preserve and minimize impacts to the surrounding wetlands in accordance with the requirements of the Wisconsin DNR.*



2. Which of the following factors has arisen that are not properly addressed on the current Official Zoning Map?
  - *Two of the four factors listed in the ordinance apply in this case as follows:*
    - Factors have changed, (such as the availability of new data, the presence of new roads or other infrastructure, additional development, annexation, or other zoning changes), making the subject property more appropriate for a different zoning district
    - Growth patterns or rates have changed, thereby creating the need for an Amendment to the Official Zoning Map
3. How does the proposed amendment to the Official Zoning Map maintain the desired consistency of land uses, land use intensities, and land use impacts as related to the environs of the subject property?
  - *The use, character, and densities of the proposed projects are consistent with the pattern of development along the Taylor Dr medical and commercial corridor, while respecting the character and scale of the residential neighborhoods to the north and east of the site.*

Thank you for your consideration of this matter. We look forward to working with you, the City or Sheboygan, and the community throughout the development process.

Sincerely,



Ryan Marks  
Vice President, Facilities Planning & Development





**SHEBOYGAN AREA**  
— SC-HOOD DISTRICT —

January 27, 2023

Chad Pelishek  
Director of Planning and Development  
City of Sheboygan  
828 Center Avenue, Suite 208  
Sheboygan, WI 53081

To whom it may concern:

I, Mark Boehlke, authorize Froedtert Health, Inc. to submit a rezone application for Sheboygan Area School District property located east of N. Taylor Drive and north of Saemann Avenue, parcel #59281631481.

Sincerely,

A handwritten signature in blue ink that reads "Mark J. Boehlke" with a horizontal line extending to the right.

Mark Boehlke  
Assistant Superintendent Business and Operational Services

**Department of Business and Operational Services**

830 Virginia Avenue • Sheboygan, WI 53081 • **PHONE:** 920-459-3523 • **FAX:** 920-459-4300

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[www.sheboygan.k12.wi.us](http://www.sheboygan.k12.wi.us)

OFFICE USE ONLY
APPLICATION NO.: _____
RECEIPT NO.: _____
FILING FEE: <b>\$200.00</b> (Payable to City of Sheboygan)

**CITY OF SHEBOYGAN**  
**APPLICATION FOR**  
**AMENDMENT OF OFFICIAL ZONING MAP**  
(Requirements Per Section 15.903)  
Revised May, 2012

Completed application is to be filed with the Office of the City Clerk, City Hall, 828 Center Avenue. Application will not be processed if all required attachments and filing fee of \$200 (payable to the City of Sheboygan) is not submitted along with a complete and legible application. Application filing fee is non-refundable.

**1. APPLICANT INFORMATION**

APPLICANT: Froedtert Health, Inc. PHONE NO.: ( 414) 805-3934

ADDRESS: 9200 W Wisconsin Ave, Milwaukee, WI 53226

E-MAIL: ryan.marks@froedtert.com

OWNER OF SITE: Sheboygan Area School District PHONE NO.: (920) 459-3500

**2. DESCRIPTION OF THE SUBJECT SITE**

ADDRESS OF PROPERTY AFFECTED: Northeast corner of N.Taylor Dr. and Saemann Ave.

LEGAL DESCRIPTION: see attached, proposed draft CSM to subdivide the site. This application applies to Lot 2 of the attached draft CSM

PARCEL NO. \_\_\_\_\_ MAP NO. \_\_\_\_\_

**EXISTING ZONING DISTRICT CLASSIFICATION:** Suburban Residential SR-5

**PROPOSED ZONING DISTRICT CLASSIFICATION:** Suburban Office SO\_\_\_\_

**BRIEF DESCRIPTION OF THE EXISTING OPERATION OR USE:** Vacant land

\_\_\_\_\_  
**BRIEF DESCRIPTION OF THE PROPOSED OPERATION OR USE:** \_\_\_\_\_

Froedtert Health Care Facility-see attached narrative\_\_\_\_\_

### 3. JUSTIFICATION OF THE PROPOSED ZONING MAP AMENDMENT

How does the proposed Official Zoning Map amendment further the purposes of the Zoning Ordinance as outlined in Section 15.005 and, for flood plains or wetlands, the applicable rules and regulations of the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency? \_\_\_\_\_

See attached narrative

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Which of the following factors has arisen that are not properly addressed on the current Official Zoning Map? (Provide explanation in space provided below.)

- The designations of the Official Zoning Map should be brought into conformity with the Comprehensive Master Plan.
- A mistake was made in mapping on the Official Zoning Map. (An area is developing in a manner and purpose different from that for which it is mapped.) *NOTE: If this reason is cited, it must be demonstrated that the discussed inconsistency between actual land use and designated zoning is not intended, as the City may intend to stop an undesirable land use pattern from spreading.*
- Factors have changed, (such as the availability of new data, the presence of new roads or other infrastructure, additional development, annexation, or other zoning changes), making the subject property more appropriate for a different zoning district.
- Growth patterns or rates have changed, thereby creating the need for an amendment to the Official Zoning Map.
- Explain: \_\_\_\_\_

How does the proposed amendment to the Official Zoning Map maintain the desired consistency of land uses, land use intensities, and land use impacts as related to the environs of the subject property? \_\_\_\_\_

See attached narrative

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Indicate reasons why the applicant believes the proposed map amendment is in harmony with the recommendations of the City of Sheboygan Comprehensive Plan.

See attached narrative

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#### 4. CERTIFICATE

I hereby certify that all the above statements and attachments submitted hereto are true and correct to the best of my knowledge and belief.

*Ryan Marks*

2/13/2023

\_\_\_\_\_  
**APPLICANT'S SIGNATURE**

\_\_\_\_\_  
**DATE**

Ryan Marks

**PRINT ABOVE NAME**

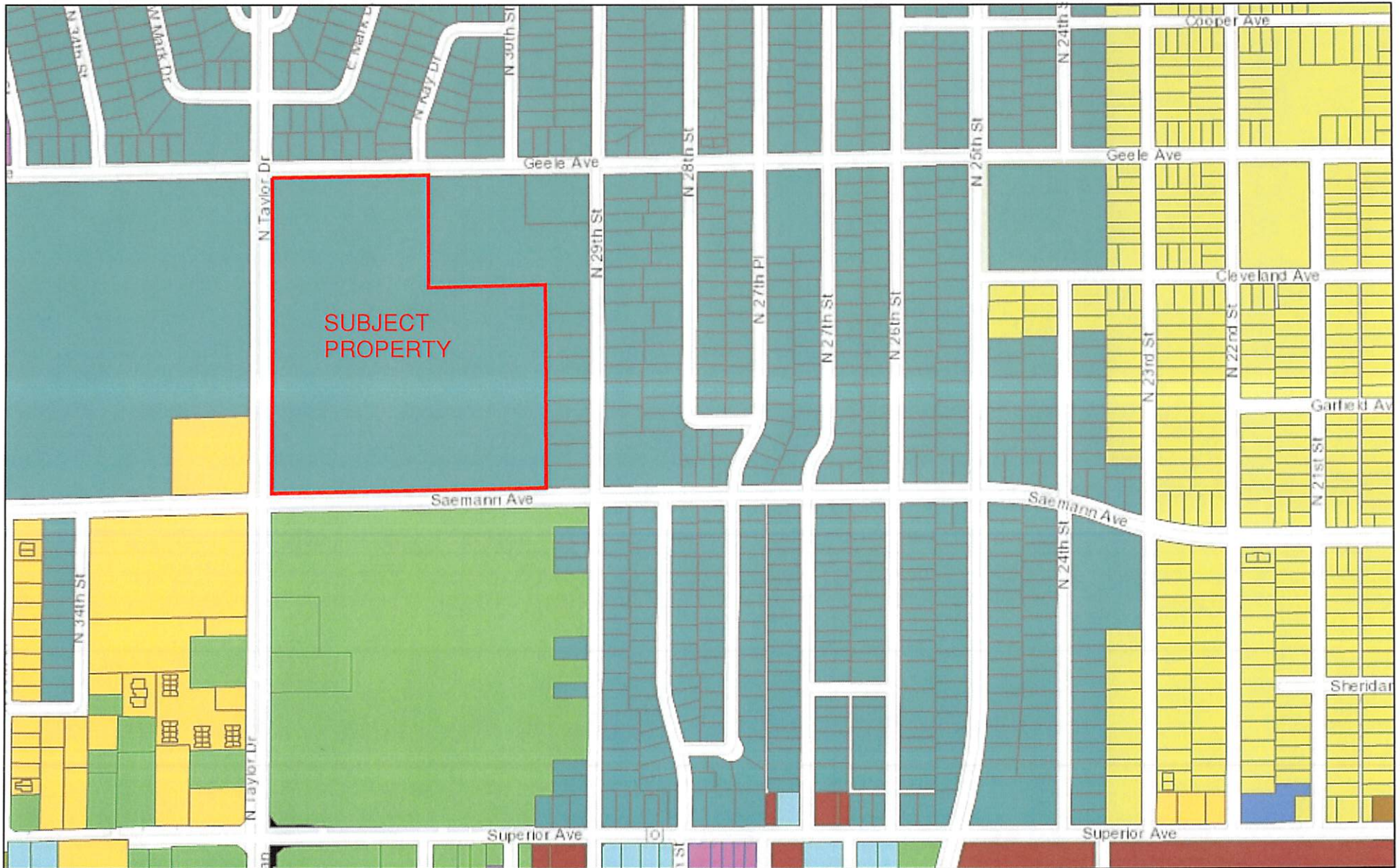
#### APPLICATION SUBMITTAL REQUIREMENTS

A copy of the current zoning map of the subject property and vicinity showing:

- The property proposed to be rezoned.
- All lot dimensions of the subject property.
- All other lands within 200 feet of the subject property.
- Map size not more than 11" X 17" and map scale not less than 1" = 600'.
- Graphic scale and north arrow.

# ZONING MAP

## FROEDTERT HEALTH-change zoning classification from "Suburban Residential (SR-5)" to "Suburban Office (SO)"

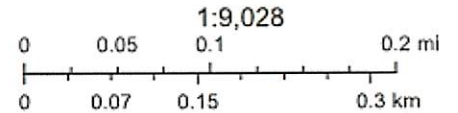


11/1/2022, 2:07:21 PM

City Zoning Published Layer

- Mixed Residential-8 District
- Neighborhood Office District
- Neighborhood Residential-6 District

- Suburban Commercial District
- Suburban Industrial District
- Suburban Office District
- Suburban Residential-5 District
- Urban Commercial District
- Urban Industrial District

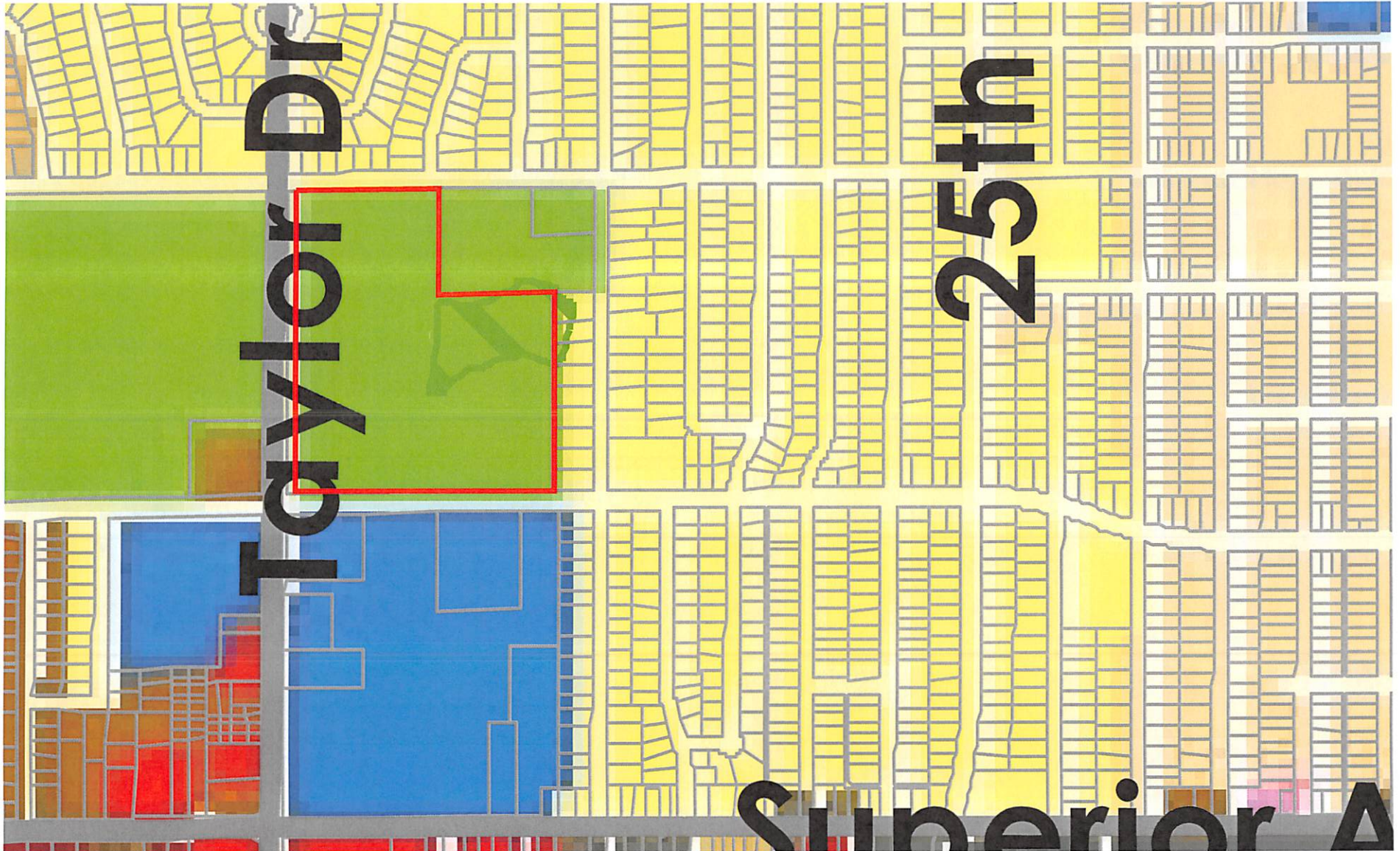


Esri Canada, Esri, HERE, Garmin, GeoTechnologies, Inc., Intermap, USGS, METI/NASA, EPA, USDA



# COMPREHENSIVE PLAN

Froedtert Health-change land use classification from "Public Parks and Open Space" (green) to "Institutional and Community Facilities" (blue)





# PROPOSED REZONE MAP AMENDMENT FROM SUBURBAN RESIDENTIAL (SR-5) TO SUBURBAN OFFICE (SO)

**CLIENT**

Ryan Companies US, Inc.

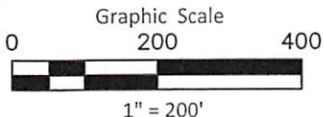
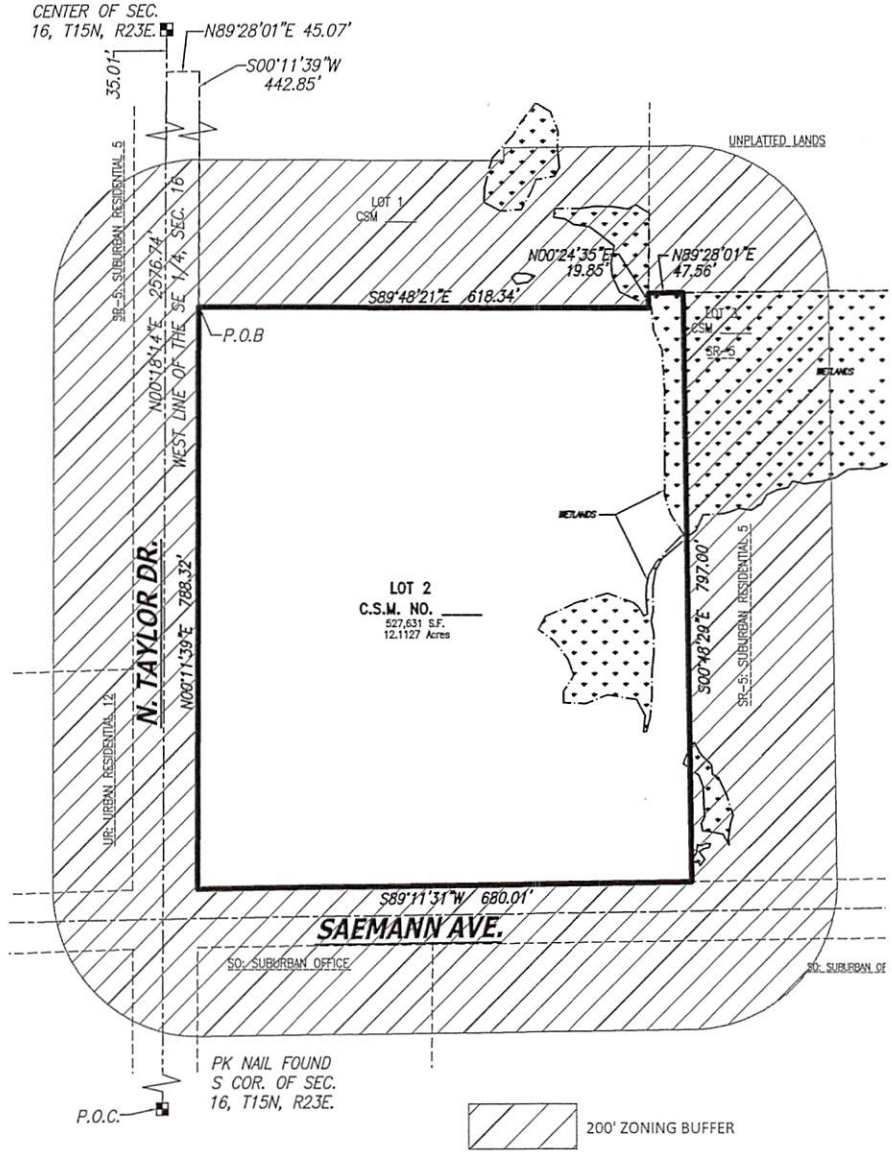
**SITE ADDRESS**

Sheboygan County Tax Parcel 59281631481 City of Sheboygan, Sheboygan County, Wisconsin.

**LEGAL DESCRIPTION - LOT 2**

That part of the Northwest 1/4 of the Southeast 1/4 of Section 16, Town 15 North, Range 23 East, located in the City of Sheboygan, Sheboygan County, Wisconsin more fully described as follows:

COMMENCING at the Southwest corner of said Southeast 1/4 Section; thence North 00°18'14" East along the West line of said Southeast 1/4 Section 2576.74 feet to a point; thence North 89°28'01" East 45.07 feet to a point; thence South 00°11'39" West 442.85 feet to the point of beginning of the lands to be described hereinafter; thence South 89°48'21" East 618.34 feet to a point; thence North 00°24'35" East 19.85 feet to a point; thence North 89°28'01" East 47.56 feet to a point; thence South 00°48'29" East 797.00 feet to a point lying along the North line of Saemann Avenue; thence South 89°11'31" West along said North line 680.01 feet; thence North 00°11'39" East along the East line of N. Taylor Drive 788.32' to the point of beginning.



**CHAPUT**  
LAND SURVEYS

234 W. Florida Street Milwaukee, WI 53204 414-224-8058 www.chaputlandsurveys.com



Date: February 8, 2023  
Sheet 2 OF 3 SHEETS

Date	Revision description

This document is an instrument of professional service, and may be protected by the surveyors work product doctrine or surveyor / client privilege. The information shown herein is intended solely for the use of the client and client directed third parties.  
Drawing No. 1729-SWC

# CERTIFIED SURVEY MAP NO. \_\_\_\_\_

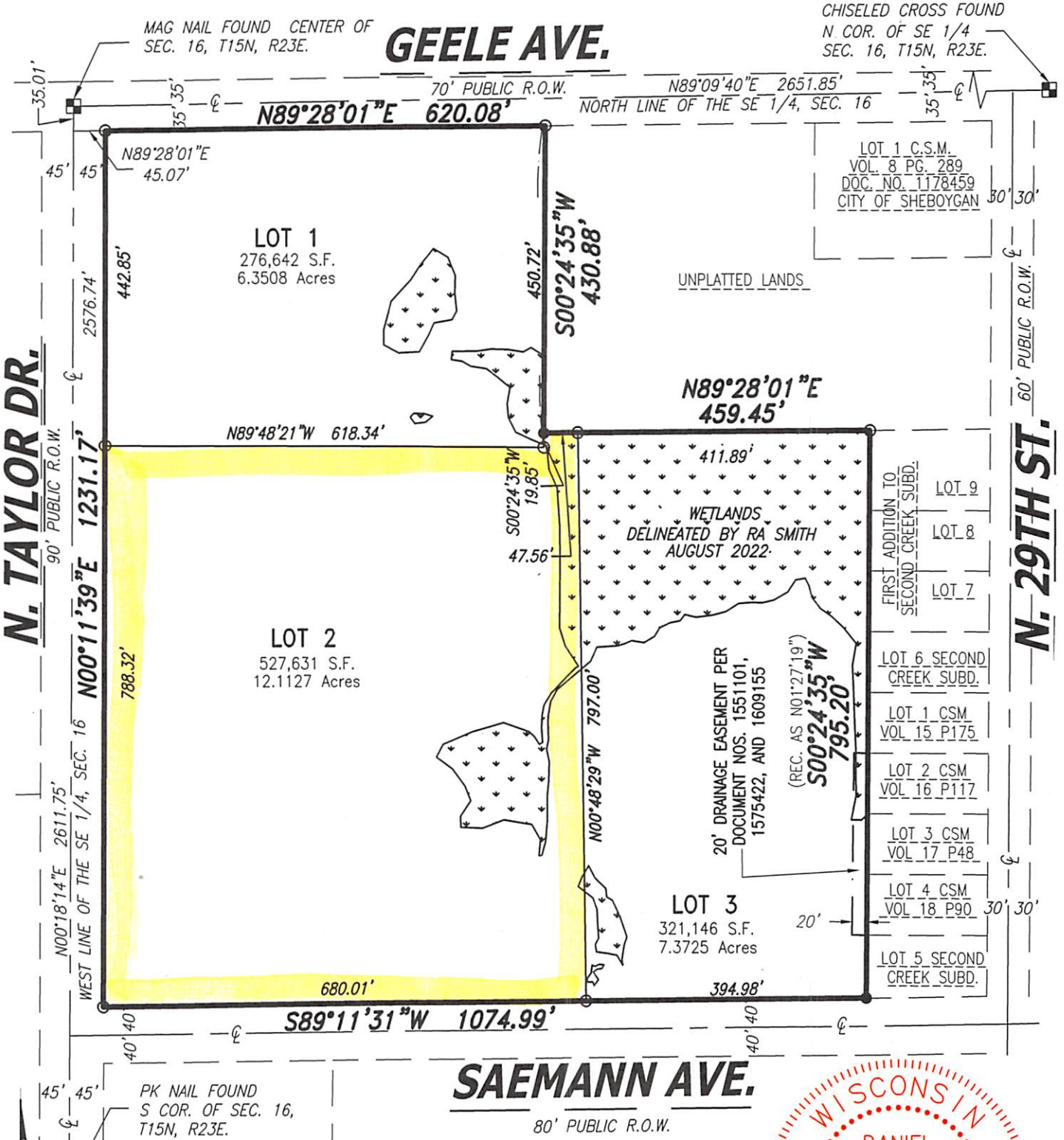
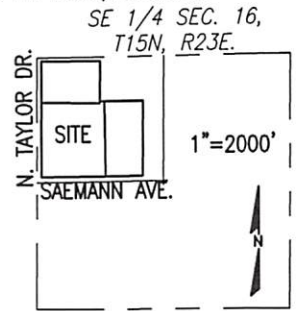
That part of the Northwest 1/4 of the Southeast 1/4 of Section 16, Town 15 North, Range 23 East, located in the City of Sheboygan, Sheboygan County, Wisconsin

Bearings are referenced to the Sheboygan County Coordinate System, in which the North line of the Southwest 1/4 of Section 16, Town 15 North, Range 23 East, bears N89°09'40"E.

### LEGEND

- Indicates Set 1" Iron Pipe, 18" in length weighing 1.13 lbs. per lineal foot.
- Indicates Found 1" Iron Pipe.

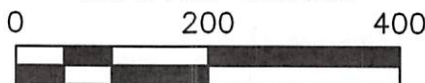
Subdivider:  
**FROEDERT HEALTH, INC.**  
 900 N 92ND ST.  
 MILWAUKEE, WI 53226



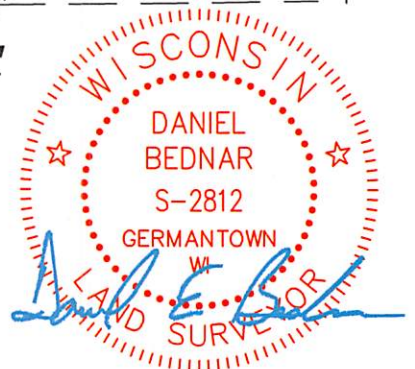
### NOTE:

Cross access easements and storm water easements to be provided by separate document

### GRAPHIC SCALE



1 inch = 200 ft.



**CHAPUT**  
**LAND SURVEYS**

234 W. Florida Street  
 Milwaukee, WI 53204  
 414-224-8068  
 www.chaputlandsurveys.com

This instrument was drafted by Daniel Bednar  
 Registered Land Surveyor S-2812

Date: January 18, 2023  
 Sheet 1 OF 3 SHEETS  
 Drawing No. 1729-swc







# CERTIFIED SURVEY MAP NO. \_\_\_\_\_

Part of the Southwest 1/4 and the Southeast 1/4 of the Southwest 1/4 of Section 28, Town 15 North, Range 23 East, located within the Village of Kohler, Sheboygan County, Wisconsin

## CORPORATE OWNER'S CERTIFICATE

Froedert Health, Inc., a corporation duly organized and existing under and by virtue of the laws of the State of Wisconsin, as owner, certifies that said company caused the land described on this map to be surveyed, divided, mapped and dedicated as represented on this map in accordance with the requirements of the Village of Kohler Code of Ordinances.

This agreement shall be binding on the undersigned and assigns.

In Witness Where of, Froedert Health, Inc. has caused these presents to be signed by \_\_\_\_\_, its \_\_\_\_\_, at \_\_\_\_\_, Wisconsin, \_\_\_\_ day of \_\_\_\_\_, 2023.

In the presence of:

Froedert Health, Inc.

\_\_\_\_\_  
(print name)

STATE OF WISCONSIN)

): SS

SHEBOYGAN COUNTY)

Personally came before me this \_\_\_\_ day of \_\_\_\_\_, 2023, \_\_\_\_\_, of the above named corporation, to me known as the person who executed the foregoing instrument, and to me known to be the \_\_\_\_\_ of the corporation, and acknowledged that they executed the foregoing instrument as such officers as the deed of the company, by its authority.

(Notary Seal)

\_\_\_\_\_  
Notary Public State of Wisconsin  
My commission expires,  
My commission is permanent.

## CITY PLAN COMMISSION CERTIFICATE OF APPROVAL

APPROVED by the Planning Commission of the City of Sheboygan on this \_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
Ryan Sorenson, Chairperson

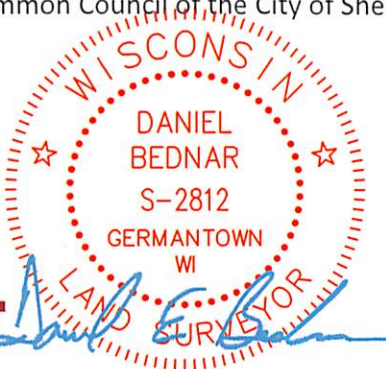
\_\_\_\_\_  
Meredith DeBruin, City Clerk

## COMMON COUNCIL CERTIFICATE OF APPROVAL AND ACCEPTANCE OF DEDICATION

APPROVED by the Common Council of the City of Sheboygan on this \_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
Ryan Sorenson, Mayor

\_\_\_\_\_  
Meredith DeBruin, City Clerk



**CHAPUT**  
LAND SURVEYS

234 W. Florida Street  
Milwaukee, WI 53204  
414-224-8068  
www.chaputlandsurveys.com

This instrument was drafted by Daniel Bednar  
Registered Land Surveyor S-2812

Date: January 25, 2023  
Sheet 3 OF 3 SHEETS  
Drawing No. 1729-swc

CLK322B

City Of Sheboygan  
City Clerk's Office

\* General Receipt \*

Receipt No: 230178

License No: 0000

Date: 02/15/2023

Received By: MMD

Received From: RYAN COMPANIES US, INC

Memo: LOT 2 - FROEDTERT REZONE

Method of Payment: \$200.00 Check No. 889035

Total Received: \$200.00

<u>Fee Description</u>	<u>Fee</u>
Zoning Change	200.00

This document signifies receipt of fees in the amount indicated above.