

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Conditional Use Permit with exceptions by Permit Solutions to construct and operate a McDonald’s restaurant located at 1221 Erie Avenue. UC Zone.

REPORT PREPARED BY: Ellise Rose, Zoning Administrator

REPORT DATE: May 5, 2026

MEETING DATE: May 12, 2026

FISCAL SUMMARY:

STATUTORY REFERENCE:

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

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

BACKGROUND / ANALYSIS:

Permit Solutions is proposing to construct and operate a McDonald’s restaurant located at 1221 Erie Avenue. The applicant states the following:

- The existing site contains multiple existing commercial structures and associated parking lots.
- The project is a McDonald’s Fast-Food Restaurant with a drive thru. The use is allowed under the current zoning, however the drive thru is permitted only by conditional use.
- The proposed use contains no outdoor activities other than parking.
- The site was selected based on access to roads, proximity to population and visibility to the travelling public.
- The McDonalds will serve fast food meals for breakfast, lunch and dinner.
- The gross floor area proposed for the building is 4,260SF.
- The total landscaped area is 16,744SF or 0.384 acres.
- The parking area totals 28,425SF or 0.653 acres.
- The site contains two existing structures which are approximately 40,691SF or 0.93 acres. (4,091sf and 36,600sf = 40,691sf) The smaller building is single story, partially block and vinyl siding with corrugated sheet metal roofing. Larger building appears to be previously manufacturing/industrial use brick building and is two stories with partially underground basement. The existing buildings will be demolished.
- The proposed McDonald's will consist of a one-story building constructed with a combination of brick masonry and fiber cement (Hardie board) siding, totaling approximately 4,260 square feet and accommodating about 60 indoor seats.
- A traffic impact study has been provided for review by the City engineer.

- Site ingress/egress will be achieved via two proposed driveways from Erie Avenue depicted on the site plans. The locations of the driveways are designed to allow circulation of vehicles through the site and to the drive thru. Adequate vehicle stacking is provided with two parallel drive thru lanes which can accommodate at least 12 vehicles behind the pre-browse menu.
- In addition, the site configuration will also accommodate the McDonald's standard delivery truck and the emergency vehicle access for the City of Sheboygan. Vehicular access is achieved on all four sides of the structure.
- The parking lot will contain 46 parking spaces with the ADA stalls required to conform with ADA requirements. City zoning code requires parking stalls based on gross floor area, with 15 stalls required and 46 stalls provided.
- The current site conditions contain concrete sidewalks along Erie Avenue and North 12th Street and both existing sidewalks will remain. McDonald's proposes a sidewalk connection and cross walk to the sidewalk located on Erie Avenue.
- The site will require retaining walls on the western, southern and eastern sides to allow for optimal grading and drainage of the site to existing public storm sewers located in North 12th Street. A fence will be added to the top of the walls for safety and all retaining walls will be designed by a professional engineer licensed in Wisconsin.
- Stormwater runoff from the site will be collected via stormwater piping located along the southern edge of the parking lot and conveyed to the existing storm sewer located in North 12th Street. A stormwater management report has been provided for review by the City engineer. The site improvements reduce existing impervious surfaces therefore reducing flows leaving the site as required by the city ordinances. Water quality is required and provided near the southeastern corner of the site and as described in the stormwater management report via an ADS Arcadia structure or equal.
- A landscaping plan is included with our submission which details the location, size and species of the plants needed to meet or exceed City ordinances.
- A lighting plan is also provided in accordance with City requirements for City review and consideration.
- A dumpster is located behind the western portion of the building and is located within a screened enclosure. A hose bib will be provided at the dumpster enclosure to allow for cleaning of the area and to maintain adequate sanitation of the area and reduce or eliminate smells from that area.
- The proposed McDonald's at 1221 Erie Avenue is oriented toward Erie Avenue, with the primary entrance and architectural emphasis facing the street to reinforce the corridor's established development pattern. The one-story building features a contemporary design with a combination of brick masonry and fiber cement (Hardie board) siding, incorporating varied textures and materials to create visual interest and reduce perceived building mass. The color palette will consist of neutral and earth-tone finishes, consistent with modern commercial design and compatible with surrounding development. Overall, the building's scale, materials, and architectural treatment are designed to integrate with and support the ongoing development and redevelopment character of the Erie Avenue corridor.
- The existing structures will be demolished and removed to allow the proposed development and site amenities.
- Site access has been reviewed and designed by professional engineers registered in the State of Wisconsin. A traffic impact study has also been provided for City review.
- On-Site parking exceeds City zoning standards by providing 31 stalls more than required by code.

- Two freestanding signs are proposed on the site. One sign is located at the corner of Erie Street and North Water Street and the other at the corner of Erie Street and N 12th Street.
- In addition, directional signage is provided where indicated and as described on sheet C200 of the submission.
- Additional signage is proposed on the walls of the structure itself, please refer to architectural drawings for more details.
- The project is scheduled for construction beginning March 1, 2027 and has an estimated value of \$1,400,000.
- The proposed McDonald's is compatible with adjacent and nearby properties, as it reflects the established pattern of commercial and mixed-use development along the Erie Avenue corridor. The building design, scale, and materials are consistent with surrounding uses, and the site layout has been planned to complement existing development while maintaining appropriate setbacks, access, and circulation.
- Potential impacts to adjacent properties will be mitigated through thoughtful site design and operational controls. Off-street parking will be provided in accordance with City requirements to prevent overflow onto neighboring properties or public streets. Traffic flow, including drive-thru operations, will be designed with adequate stacking capacity and internal circulation to minimize congestion and avoid spillback. Noise and odor impacts will be limited through standard restaurant equipment design, including properly vented and filtered exhaust systems. Exterior lighting will be fully shielded and directed downward to prevent glare onto adjacent properties. Hours of operation and delivery activities will be consistent with similar commercial uses in the area. Collectively, these measures will ensure the proposed use does not create a nuisance and remains compatible with surrounding properties.
- No variances are being requested.
- The proposed McDonald's restaurant at 1221 Erie Avenue is consistent with the goals, objectives, and policies of the City of Sheboygan Comprehensive Plan, particularly those related to commercial corridor development, economic vitality, and provision of neighborhood-serving uses.
- Erie Avenue is a well-established urban corridor that accommodates a mix of commercial, service, and residential uses. The Comprehensive Plan identifies such corridors as appropriate locations for retail and service-oriented businesses that benefit from visibility, accessibility, and existing infrastructure. The proposed use supports this framework by introducing a nationally recognized quick-service restaurant that provides convenient dining options to nearby residents, employees, and visitors.
- The development advances local economic development goals by creating employment opportunities, generating additional property and sales tax revenue, and reinforcing commercial activity along Erie Avenue. The project also reflects the City's design and redevelopment objectives by incorporating updated building architecture, site layout improvements, landscaping, and stormwater management practices that enhance the overall quality and functionality of the site.
- The proposed conditional use is not expected to result in any substantial or undue adverse impacts on nearby properties, neighborhood character, traffic, parking, public improvements, or rights-of-way.
- The site is located along Erie Avenue, an existing collector/arterial roadway designed to accommodate moderate to higher traffic volumes. Traffic associated with the proposed McDonald's is consistent with similar quick-service restaurant uses and will be managed through a well-defined site circulation plan, including clearly delineated

access points, internal drive aisles, and adequate drive-thru stacking capacity to prevent spillback onto public streets.

- Parking is provided in conformance with City zoning requirements, ensuring sufficient capacity for peak demand conditions. The site design includes appropriate setbacks, landscaping, and screening elements to buffer adjacent properties and maintain compatibility with nearby land uses. Exterior lighting will be designed to minimize glare and off-site impacts, and operational characteristics (hours, deliveries, etc.) are typical of commercial uses along this corridor.
- No adverse impacts to public infrastructure or rights-of-way are anticipated, and the development will comply with all applicable City standards.
- The proposed McDonald's is compatible with and reinforces the existing pattern of land uses along Erie Avenue. The surrounding area includes a mix of commercial businesses, service uses, and residential properties, characteristic of a transitional urban corridor.
- Quick-service restaurants are a common and appropriate use within such corridors, providing convenient, accessible services that support both local residents and the traveling public. The subject site's location along a primary transportation route makes it particularly suitable for this type of use, which relies on visibility and ease of access.
- From a site planning perspective, the development has been designed to maintain consistency with surrounding uses through building orientation, scale, and circulation layout. The structure will be positioned to address the street while accommodating vehicular movement on-site, including drive-thru operations, in a manner that minimizes conflicts and maintains orderly traffic flow. Landscaping and site design elements will further integrate the development into the corridor, contributing positively to the visual character of the area.
- Overall, the proposed use represents a logical continuation of existing commercial development patterns and maintains the intended land use character of the Erie Avenue corridor.
- The proposed development is located in an area that is adequately served by existing public utilities and services. Municipal water, sanitary sewer, stormwater infrastructure, and roadway access are all available to the site and have sufficient capacity to accommodate the proposed use.
- The project will be designed in compliance with applicable City of Sheboygan standards and Wisconsin Department of Natural Resources requirements, including stormwater management and erosion control measures. Emergency services, including fire and police protection, are readily available to the site.
- Based on the existing infrastructure and service availability, the proposed conditional use will not place undue demand on public facilities, and no significant off-site improvements are anticipated.

STAFF COMMENTS:

Applicant is requesting following exceptions:

- Monument sign height: Monument signs are permitted to be no more than eight feet high – Applicant is requesting a 9' tall sign.
- Pylon sign size: Maximum size of a pylon sign is 250 square feet – Applicant is requesting 392.66 square feet.
- Directional sign size: Maximum size of a direction sign is 4 square feet – Applicant is requesting two directional signs of 7.66 square feet.

- On building signs: Four on building sign allowed in the Urban Commercial zoning district
– Applicant is request 6 on building signs.

ACTION REQUESTED:

Staff recommends approval of the conditional use permit and exceptions subject to the following conditions:

1. Prior to operation/occupancy, the applicant shall obtain all licenses and occupancy permits as well as meet all required codes including but not limited to building, plumbing, electrical, HVAC, fire, health, state, federal, etc. An occupancy permit will be granted only at such time as the applicant has met all requirements.
2. The facility will meet all zoning requirements including but not limited to noise, smells, vibration, hazardous materials, etc. If any issues arise, this matter may be brought back to the Plan Commission for review.
3. If using dumpsters, dumpster(s) shall be screened/enclosed and constructed of like materials and colors of the facility. If using chain link fencing, the applicant shall install Privacy Decorative Slatting (PDS) material in order to effectively screen and enclose the dumpster.
4. All outdoor storage of materials, products or equipment shall be prohibited.
5. Any fencing/retaining wall shall be installed per Section 105-945 of the City of Sheboygan Zoning Ordinance.
6. All new lighting shall be installed per Section 105-932 of the City of Sheboygan Zoning Ordinance. There shall be no spillover light onto adjacent properties or the streets.
7. Applicant is responsible for working with all private and public utilities in order to adequately service this development proposal (applicant will need to provide the necessary easements and/or relocate utilities as necessary).
8. 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.).
9. 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, etc.
10. If there are any amendments to the approved use and/or site plan, the applicant will be required to submit a new conditional use application reflecting those amendments.

ATTACHMENTS:

Conditional Use Permit Application and Attachments