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R. O. No. 109 - 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 3) from Suburban Residential (SR-5) to Urban Residential (UR-12) 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](mailto: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)?
  - *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?
  - o *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?
  - o *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

— SCHOOL 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,

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: **\$200.00** (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 3 of the attached draft CSM

PARCEL NO. 59281631481 MAP NO. \_\_\_\_\_

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

**PROPOSED** ZONING DISTRICT CLASSIFICATION: Urban Residential UR-12

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

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

Independent Living\_\_\_\_\_

### 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.

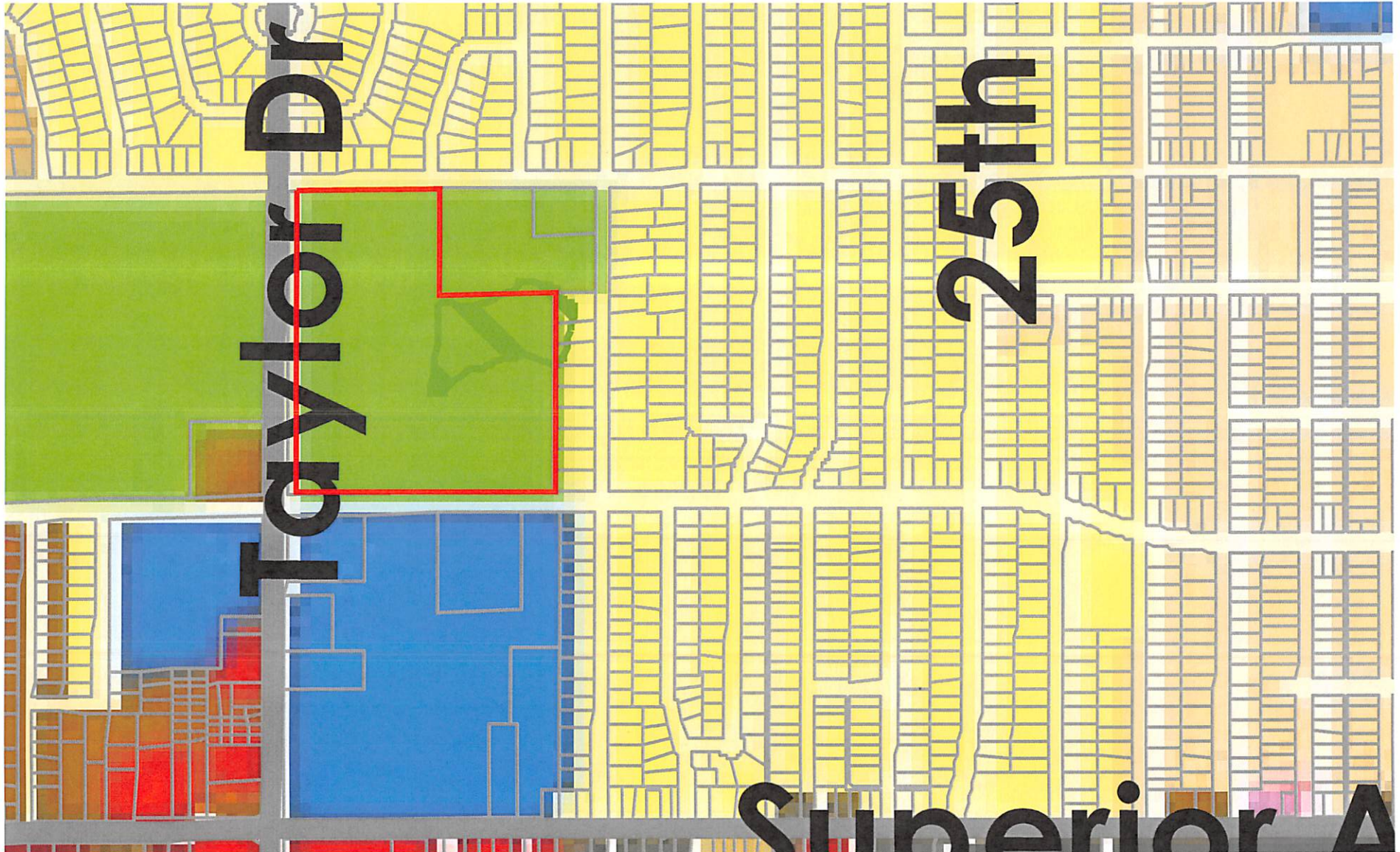


Esri Canada, Esri, HERE, Garmin, GeoTechnologies, Inc., Intermap, USGS, METI/NASA, EPA, USDA |



# COMPREHENSIVE PLAN

Senior Housing Parcels-change land use classification from "Public Parks and Open Space" (green) to "Multi-Family Residential" (brown)





# PROPOSED REZONE MAP AMENDMENT FROM SUBURBAN RESIDENTIAL (SR-5) TO URBAN RESIDENTIAL (UR-12)

## CLIENT

Ryan Companies US, Inc.

## SITE ADDRESS

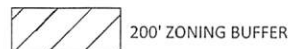
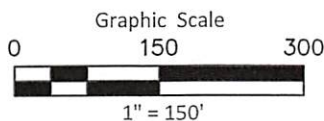
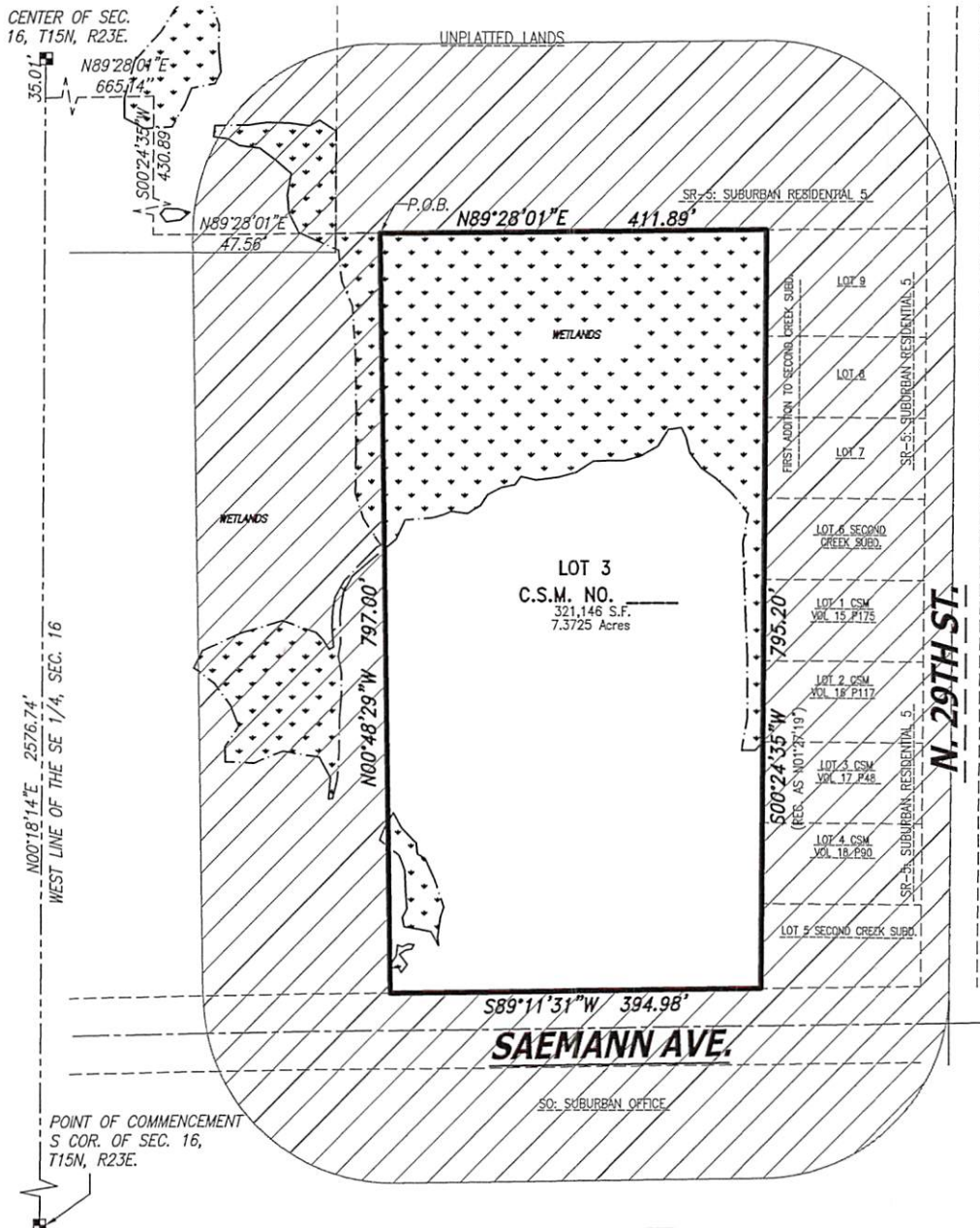
Sheboygan County Tax Parcel 59281631481 City of Sheboygan, Sheboygan County, Wisconsin.

## LEGAL DESCRIPTION - LOT 3

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 along the South line of Geele Avenue 665.14 feet to a point; thence South 00°24'35" West 430.89 feet to a point; thence North 89°28'01" East 47.56 feet to the point of beginning of the lands to be described hereinafter; thence continue North 89°28'01" East 411.89 feet to a point; thence South 00°24'35" West 795.20 feet to a point lying on the North line of Saemann Avenue; thence South 89°11'31" West along said North line 394.98 feet to a point; thence North 00°48'29" West 797.00 feet to the point of beginning.



Date: February 9, 2023  
Sheet 3 OF 3 SHEETS

Date	Revision description

**CHAPUT**  
LAND SURVEYS

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

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. 1729-SWC

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

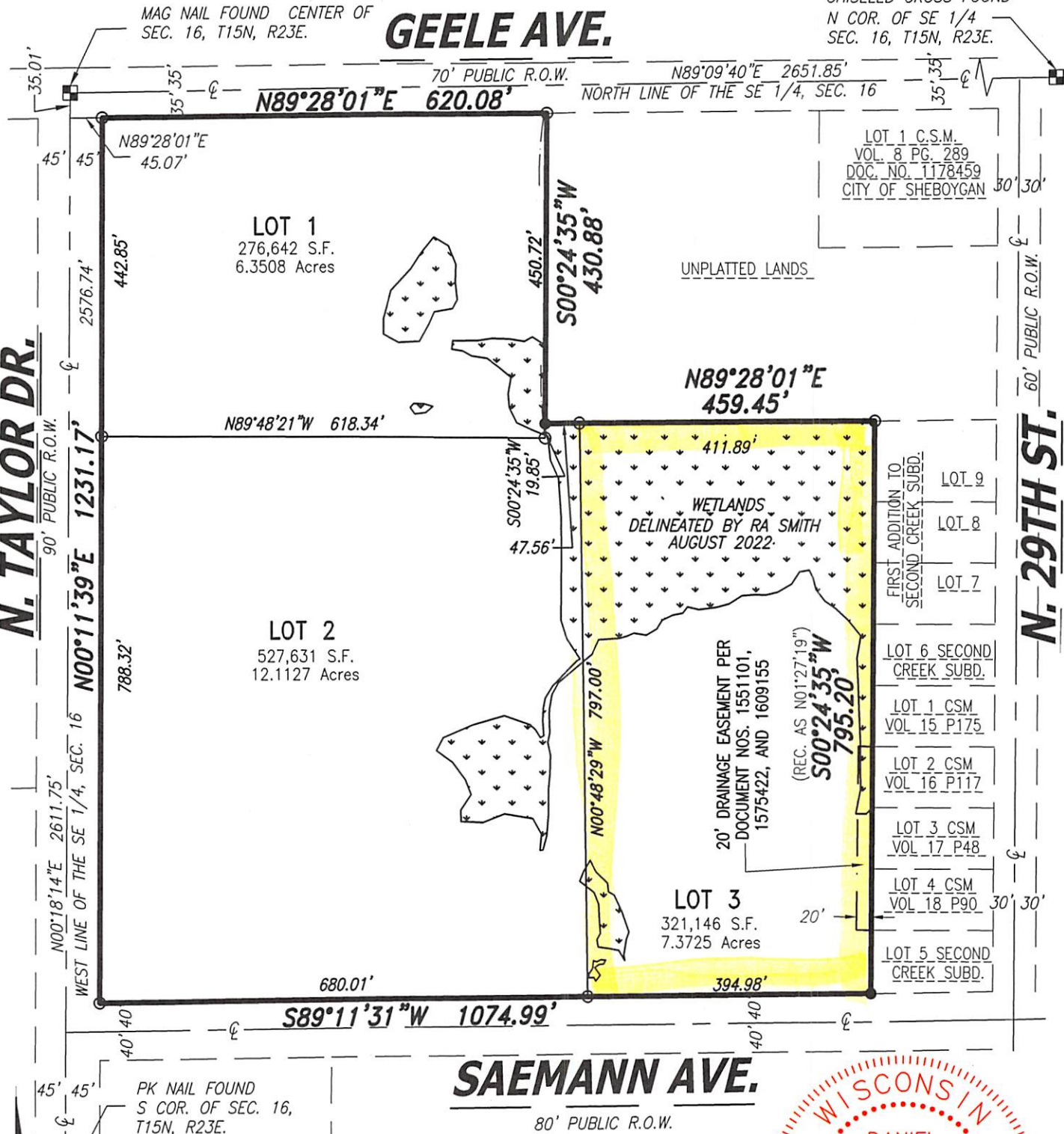
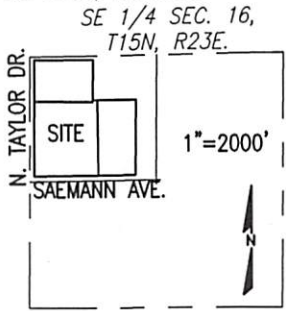
That part of the Northwest 1/4 of the Southeast 1/4 of Section 16, Town 15 North, Range 23 East, located in the City of Sheboygan, Sheboygan County, Wisconsin

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

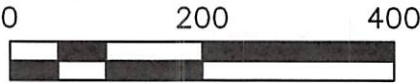
- Indicates Set 1" Iron Pipe, 18" in length weighing 1.13 lbs. per lineal foot.
- Indicates Found 1" Iron Pipe.

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.



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

**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



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

## SURVEYOR'S CERTIFICATE

STATE OF WISCONSIN }  
:SS  
MILWAUKEE COUNTY }

I, DANIEL BEDNAR, Registered Land Surveyor, do hereby certify:  
 THAT I have surveyed, divided and mapped a part of the Northwest 1/4 of the Southeast 1/4 of Section 16,  
 Town 15 North, Range 23 East, located within the City of Sheboygan, Sheboygan County, Wisconsin, bounded  
 and 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 the point of beginning of the lands to be described hereinafter; thence continue North 89°28'01" East along the South line of Geele Avenue 620.08 feet to a point; thence South 00°24'35" West 430.88 feet to a point; thence North 89°28'01" East 459.45 feet to a point; thence South 00°24'35" West 795.20 feet to a point on the North line of Saemann Avenue; thence South 89°11'31" West along said North line 1074.99 feet to a point on the East line of North Taylor Drive; thence North 00°11'39" East along said East line 1231.17 feet to the point of beginning.

Said lands contain 1,125,419 square feet, or 25.8359 acres.

THAT I have made the survey, land division and map by the direction of Froedert Health, Inc., Owner.

THAT the map is a correct representation of all the exterior boundaries of the land surveyed and the land division thereof made.

THAT I have fully complied with the provisions of Chapter 236.34 of the Wisconsin Statutes and the Land Division and the Subdivision Ordinance of the City of Sheboygan in surveying, dividing and mapping the same.

January 25, 2023

DATE \_\_\_\_\_

David E. Beck

DANIEL BEDNAR  
REGISTERED LAND SURVEYOR S-2812



**CHAPUT**  
LAND & SURVEYS

234 W. Florida Street  
Milwaukee, WI 53204

414-224-8068  
[www.chaputlandsurveys.com](http://www.chaputlandsurveys.com)

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

Sheet 2 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 WISCONNSIN)  
): 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  
414-224-8058  
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: 230177

License No: 0000

Date: 02/15/2023

Received By: MMD

Received From: RYAN COMPANIES US, INC

Memo: LOT 3 - FROEDTERT REZONE

Method of Payment: \$200.00 Check No. 889032

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.