CITY OF SHEBOYGAN • CONDITIONAL USE PERMIT

HARBOR VIEW LOFTS

Conditional Use Written Explanation & Application Submittal Narrative



Concept rendering by Knothe & Bruce Architects

PROJECT SITE	636 Wisconsin Avenue, Sheboygan, Wisconsin
PARCELS	59281110440 and 59281111451
APPLICANT	**Harbor View Lofts, LLC**
DATE	October 2026

Prepared for the City of Sheboygan Plan Commission

01 PROJECT AND APPLICANT INFORMATION

Project name	Harbor View Lofts
Applicant / developer	Harbor View Lofts, LLC
Authorized representative	Jacob Buswell, Partner
Applicant contact	[redacted] Sparta, WI 54656 • [redacted] • [redacted]
Project address	636 Wisconsin Avenue, Sheboygan, WI
Parcel numbers	59281110440 and 59281111451
Existing zoning	CC — Central Commercial District
Existing use	Vacant former bank redevelopment site and paved parking area
Proposed use	Multi-family residential development totaling 136 dwelling units

Executive Summary

Harbor View Lofts will transform approximately 1.98 acres of underutilized downtown property at the former Wells Fargo site into a high-quality, mixed-income residential development. The project includes a five-story, 126-unit apartment building with first-floor enclosed parking on the west parcel and a three-story, 10-unit residential building on the east parcel. Together, the two components provide 136 new homes in a range of unit sizes.

The proposal replaces a vacant brownfield with a durable, attractive neighborhood investment. It places additional residents within walking distance of downtown employers, shops, services, restaurants, cultural destinations and the lakefront. That additional residential density supports the City's downtown revitalization efforts by expanding the nearby customer base, increasing the downtown workforce pool, strengthening the tax base and making efficient use of existing streets and utilities.

The site is listed as an open Wisconsin Department of Natural Resources Environmental Repair Program case. The applicant has retained Stantec to complete the additional investigation, remedial planning, construction observation, materials management, documentation and closure work required by WDNR. Ground-disturbing construction will proceed only after the required WDNR approvals and other permits are obtained.

> **Approval requested**
> Approval of the multi-family conditional use, the site and architectural plans, and the on-site parking arrangement shown in the submitted plans, subject to normal final engineering, building-code, WDNR and other agency approvals.

Project Benefits

- Adds 136 new downtown housing units, including a range of studio, one-, two- and three-bedroom choices and a 10-unit component subject to the affordability requirements of the approved development agreement.
- Reuses a highly visible vacant site, advances remediation and productive reuse of a brownfield property, makes efficient use of existing urban infrastructure and increases taxable value within Tax Incremental District No. 21.
- Adds residents, workers and shoppers to the downtown, helping support local businesses and continued public and private investment while introducing a pedestrian-oriented street edge and high-quality architecture compatible with nearby multi-family and condominium development.

02 CONDITIONAL USE WRITTEN EXPLANATION

A. Name of Project / Development

Harbor View Lofts

B. Summary of the Conditional Use and General Operation

Existing Use and Site Conditions

The property consists of two parcels totaling approximately 1.98 acres. Parcel 59281110440 formerly contained an approximately 60,000-square-foot, three-level Wells Fargo Bank building. The bank closed in November 2023, and the vacant structure was demolished in summer 2025. Parcel 59281111451 is presently used primarily as a paved parking area. The CUP application therefore identifies the present use as vacant land.

The property is bordered by residential condominiums and homes to the north and east and by commercial uses to the south and west. A four-story condominium development is located immediately nearby. The site is within the established downtown street grid and is served by existing public infrastructure.

Proposed Use and Site Selection

The proposed conditional use is a multi-family residential community. The west parcel will contain a five-story, 126-unit apartment building with first-floor enclosed parking, resident lobby and amenity space, common areas and outdoor plaza areas. The east parcel will contain a three-story, 10-unit residential building with surface parking. The use is predominantly indoors; outdoor activity will be limited to normal residential use of walks, landscaped areas, entries and 2nd and 5th floor resident plaza spaces.

This site was selected because it is a City-supported redevelopment site in the downtown, is surrounded by a compatible mix of residential and commercial activity, has immediate access to existing streets and utilities, and can accommodate meaningful housing density in Sheboygan's beautiful downtown area. It is walkable to everything downtown Sheboygan has to offer, Sheboygan River, and Lake Michigan allowing more people to enjoy the city amenities.

Services and Activities

- Long-term rental housing in a variety of unit sizes.
- Resident lobby, fitness/common areas, sauna, roof and courtyard plaza areas, mail/package delivery, enclosed and surface parking, bicycle/pedestrian access and landscaped open space.
- Professional property management, leasing, maintenance, refuse/recycling collection.
- No retail sales, manufacturing, outdoor storage or high-impact commercial activity is proposed as part of the conditional use.

Projected Residents, Employees and Visitors

At stabilized occupancy, the project is expected to house approximately 200 to 250 residents. Normal on-site staffing is expected to be approximately two to five management and maintenance personnel during typical business hours, supplemented by local 3rd party service providers as needed. The use will not generate daily customer traffic; visitors will consist primarily of prospective tenants, guests, deliveries and service providers.

Development Data

Metric	Square Feet / Count	Acres / Ratio	Basis
Total site area	Approx. 86,400 sq. ft.	1.98 acres	Two parcels; Stantec and current civil survey information
Dwelling units	136 units	68.7 units/acre	126-unit west building + 10-unit east building
Residential unit floor area	Approx. 125,237 sq. ft.	2.87 acres	Aggregate unit area shown on the architectural concept plans; excludes corridors, amenities, walls, mechanical and parking
Proposed building footprint	Approx. 35,500 sq. ft.	0.81 acre	Scaled from current CUP civil plans; proposed buildings only
Landscape / open-space area	Approx. 35,000 sq. ft.	0.80 acre	Scaled planning estimate; final stamped landscape tabulation controls
Exterior parking / drive area	Approx. 8,000 sq. ft.	0.18 acre	Surface parking and drive aisles; enclosed parking is within the building footprint. Note updated eastern property parking on civil plans.
Vehicle parking	113 spaces in civil schedules; additional garage spaces shown		

Area note: The figures above are preliminary planning-level tabulations based on the current sets. Final signed and stamped civil, landscape and architectural plans govern if a dimension or area is revised during final engineering.

Proposed Buildings and Site Improvements

The project is entirely new construction on the former bank redevelopment site. The primary building is organized along Wisconsin Avenue, North 7th Street and North 6th Street, with residential entries and sidewalks reinforcing the existing urban street pattern. The smaller three-story component fronts Washington Court and provides an appropriate transition toward the lower-scale residential area east of North 6th Street.

- A five-story, 126-unit apartment building with a first-floor enclosed parking garage containing 92 spaces, eight exterior spaces, lobby, exercise/amenity areas, common areas and resident plaza spaces.
- A three-story, 10-unit residential building with associated surface parking and garage spaces.
- New and reconstructed sidewalks, accessible routes, building entrances, patios/plazas, curb cuts, drive aisles, pavement markings and traffic-control signage as shown on the civil plans.
- New water, sanitary sewer, storm sewer, electric, gas, communications and related utility connections coordinated with the serving utilities and the City.
- Site grading, stormwater conveyance, erosion control and restoration in accordance with the civil plans and applicable City and state requirements.
- A coordinated landscape plan with lawn, trees, shrubs, ornamental plantings, foundation plantings and streetscape improvements on both parcels.
- A screened refuse/recycling enclosure, code-compliant exterior lighting and screening of mechanical and utility equipment from public and residential views where practicable.
- No outdoor storage area is proposed. Residential deliveries and move-in activity will use the site access and service areas shown on the plans; no industrial loading area is necessary.
- Both sites will be appropriately capped according to Wisconsin DNR requirements.

Building Orientation, Design, Materials and Colors

The architecture uses varied rooflines, gables, projecting bays, recessed wall planes, balconies, large window groupings, porches, columns, stone bases and multiple façade materials to divide the building mass into smaller, residentially scaled elements. The primary elevations address the public streets rather than turning inward, and the street-facing entrances, glazing and landscaping create an active pedestrian edge.

The submitted material schedule includes James Hardie composite lap siding in Deep Ocean, composite shake siding in Steel Blue, Arctic White composite panels and trim, Fond du Lac natural stone veneer in the Key West blend, Crystal White cast-stone accents, white windows/storefront and railings, asphalt shingles, and white standing-seam metal roofing. The blue, white and natural-stone palette provides a durable coastal character appropriate to Sheboygan while maintaining a traditional residential relationship to the neighboring condominiums and homes.



Five-story apartment component



Three-story residential component

Interior and Exterior Renovations

No renovation of the former Wells Fargo building is proposed because that structure has been removed. Harbor View Lofts consists of new buildings and new site improvements.

Access, Traffic and Parking

The site is accessible from the established downtown grid of Wisconsin Avenue, North 7th Street, North 6th Street and Washington Court. The submitted civil plans identify the location and width of access points, internal drive aisles, parking

areas, accessible spaces, pavement markings, stop control and pedestrian connections. Multiple street frontages distribute site access and provide direct routes to the surrounding arterial and collector network.

The west parcel provides 100 vehicle spaces: 90 standard enclosed spaces, two enclosed accessible spaces, seven standard exterior spaces and one exterior accessible space. In addition to those spaces the approved Developers Agreement for this project creates the opportunity for tenants to utilize the City-owned parking lot to the west. The east-parcel property has 13 surface spaces which is outlined in the civil plan set being submitted. For clarification purposes, the initial architectural site plan showed six garage spaces and 8surface stalls for the eastern property. However, due to an existing easement through the eastern property, we needed to redesign the parking lot entrance and remove the garages to get to the final count of 13 surface stalls. Through discussions with city staff and taking into consideration surrounding street and off-street city parking lots Harbor View Lofts, LLC is requesting approval of the parking plan as submitted.

The proposed parking supply is appropriate for a downtown infill project because a substantial majority of the west-parcel parking is enclosed and screened within the building, the site is walkable to downtown employment and services, residents will have access to on-street and public parking resources for occasional demand, and avoiding a large surface lot preserves the urban streetscape and allows the site to deliver needed housing density. It will also help the city justify the large surface parking lots the city currently owns adjacent to this property. The final stall count will be confirmed with City staff during final site-plan review. A traffic impact analysis will be provided if required by the City.

Signage

Project signage will be limited to building identification, address identification, resident/visitor wayfinding, parking-control and code-required traffic and life-safety signage. No off-premises advertising is proposed. Traffic-control signs are shown on Sheets C103A and C103B. Final building-identification signs will comply with the applicable sign ordinance and will be submitted for any separate sign permit required by the City.

Operations and Nuisance Prevention

Residential occupancy will occur 24 hours per day, but leasing, management and routine maintenance activities will generally occur during normal business hours. Harbor View Lofts is not expected to create objectionable odors, smoke, vibration or commercial noise. Potential impacts will be managed as follows:

- Parking will be managed for residents and guests in the designated enclosed and surface areas; unauthorized parking and obstruction of access lanes will not be permitted.
- Exterior lighting will use shielded, downward-directed fixtures consistent with the submitted photometric plan to minimize glare and spill at neighboring properties.
- Refuse and recycling will be stored in the screened enclosure and collected during reasonable daytime hours. No outdoor storage is proposed.
- Mechanical equipment and utilities will be located and screened to reduce visibility and sound impacts; equipment will be maintained in proper working order.
- Landscaping and building setbacks provide visual buffering, while the stepped residential architecture responds to surrounding development.
- Construction activity will comply with City work-hour, noise, vibration, dust, erosion-control and right-of-way requirements. The development agreement specifically requires measures to avoid vibration impacts to adjoining property.
- Snow will be stored or removed so that required parking, accessible routes, fire access, sidewalks and sight lines remain available.

Project Timeline and Estimated Value

Milestone	Planning Target	Notes
CUP / design approvals	Q4 2026	Plan Commission review, final engineering, building-code review and related local approvals.
WDNR pre-construction work	Before ground disturbance	Additional delineation sampling; preparation, submission and WDNR approval of the Remedial Action and Materials Management Plan; landfill coordination and other required authorizations.
Construction	Anticipated phased work in 2027–2029	Start is contingent on CUP, building, WDNR and other approvals. The approved agreement for the 10-unit component establishes an outside construction-start date of June 30, 2028.
Completion / occupancy	Anticipated phased occupancy in 2028–2029	The 10-unit component is required by its development agreement to be complete and available for occupancy by June 30, 2029.

Milestone	Planning Target	Notes
Estimated total completed assessment value	Approximately $23.8 million	This value was discussed between the developer and the city assessment team.

03 ENVIRONMENTAL AND WDNR COORDINATION

Existing Environmental Status

The property is listed in the WDNR Bureau of Remediation and Redevelopment Tracking System as an open Environmental Repair Program case, BRRTS No. 02-60-597556. A Phase I Environmental Site Assessment, Phase II investigation and Site Investigation have been completed. To date, 27 soil borings and five temporary groundwater monitoring wells have been installed and sampled.

Stantec reports that soil impacts consist primarily of metals, benzene and polycyclic aromatic hydrocarbons associated with historic fill, including widespread lead and mercury impacts on the eastern parcel and a localized petroleum-volatile-organic-compound area on the western parcel. Reported groundwater results did not exceed applicable NR 140 regulatory standards, and WDNR confirmed in an April 23, 2026 review letter that the Site Investigation was complete.

Required Pre-Construction and Construction Actions

- Complete additional shallow soil sampling near former boring SB18 to further delineate mercury impacts and guide excavation and capping decisions.
- Prepare and submit a Remedial Action and Materials Management Plan to WDNR addressing remedial excavation, on-site movement of residual-impacted soil, import of fill, capping and off-site disposal.
- Obtain WDNR approval and any other required environmental authorizations before ground-disturbing construction begins.
- Profile impacted soil and coordinate disposal at a licensed solid-waste landfill; maintain manifests and disposal documentation.
- Provide qualified environmental observation during excavation, soil movement, disposal, filling, building construction and capping activities.
- Prepare a construction documentation report for WDNR after remedial and development work is complete.
- Submit a formal case-closure request. If residual soil impacts remain above applicable standards, record the required continuing obligations and include the property in the WDNR GIS Registry.

> **Environmental commitment**
> Harbor View Lofts, LLC recognizes that CUP approval does not replace WDNR authority. Construction sequencing and soil management will follow the WDNR-approved remedial approach, and we will coordinate with the City and WDNR throughout pre-construction, construction documentation and case closure.

Environmental Compatibility

Redevelopment is expected to improve the long-term environmental condition of the property by managing impacted soil under regulatory oversight, placing durable buildings and pavement over portions of the site, documenting removal and placement activities, and establishing enforceable continuing obligations where necessary. The stormwater, erosion-control and materials-management plans will prevent uncontrolled migration of soil or sediment during construction.

04 EXCEPTIONS / VARIANCES REQUESTED

Parking Modification

The modifications requested are the approval of the parking plan (Parking tables on C103 civil sheets) and lot setbacks which are shown in the submitted civil and architectural plans. Lot setback requirements are 20' and will need exceptions and our parking ratio is lower than required.

The requested modifications are justified by the downtown location, availability of multiple travel choices, proximity to employment and services, the mix of smaller units, the urban design benefit of enclosing most parking, and the City's interest

in achieving productive housing density on a constrained redevelopment site. Furthermore, we feel the adjacent city-owned parking lots are underutilized and this project will help the city collect parking revenues to help justify the existence of those existing surface lots.

05 CONDITIONAL USE JUSTIFICATION

D(a). Harmony with the Comprehensive Plan

The proposed conditional use is in harmony with the purposes and long-range objectives of the City of Sheboygan Comprehensive Plan and the City's current comprehensive-planning work. It advances the following community objectives:

- Expand the supply and variety of housing, including market-rate, family-sized and attainable choices for households at different life stages.
- Direct new housing to an established urban area where streets, water, sewer, stormwater facilities, public safety and other services already exist.
- Encourage further infill, redevelopment and brownfield reuse rather than leaving a prominent vacant site underutilized.
- Support a compact, walkable downtown in which residents can live near employment, shopping, dining, services, recreation and cultural destinations.
- Strengthen downtown businesses and public investment by adding a larger permanent customer base and workforce population.
- Increase the tax base and promote coordinated public-private redevelopment within TID No. 21.

The project also supports the City's Downtown Districts planning emphasis on activation and placemaking. A vacant brownfield produces little street activity; 136 occupied homes will create daily pedestrian activity, resident spending and long-term stewardship of a prominent downtown block.

D(b). No Substantial or Undue Adverse Impact

The conditional use is not expected to create a substantial or undue adverse impact on nearby property, neighborhood character, the environment, traffic, parking, public improvements or rights-of-way. The use is residential and compatible with the adjoining condominiums and homes; commercial activity already exists to the south and west. Traffic will be distributed among multiple streets and will occur as ordinary residential trips rather than concentrated commercial deliveries or events. Parking, access and pedestrian circulation are shown on engineered plans and will be managed by the property owner.

Potential environmental impacts will be addressed through WDNR-approved investigation, remediation, materials management, construction observation and closure. Grading, storm drainage, erosion control, lighting, landscaping, refuse screening and mechanical screening are addressed in the submitted plans. Construction-phase noise, dust, vibration and right-of-way impacts will be temporary and controlled through permit conditions and applicable ordinances.

D(c). Consistency with the Surrounding Setting

The proposed use maintains the desired consistency of land uses in the area. Multi-family housing, owner-occupied condominiums, single-family homes and commercial uses already surround the property. The five-story apartment component is appropriately located on the larger downtown parcel near the commercial core and adjacent to a four-story condominium building. The three-story component on the east parcel steps down toward the nearby residential neighborhood. The traditional gabled forms, stone base, residential-scale bays, porches, windows and landscaping provide a compatible transition between downtown scale and neighborhood character.

D(d). Adequate Utilities and Public Services

The property is in a fully developed downtown area served by municipal water, sanitary sewer, storm sewer, public streets, sidewalks, police, fire, emergency medical services, refuse service and public utilities. The civil plans show the proposed utility connections, grading, drainage and erosion-control systems. Final utility capacity, fire access, fire-flow, stormwater and right-of-way details will be reviewed through the normal engineering and building-permit processes. No extension of municipal services into an undeveloped area is required.

06 APPLICATION SUBMITTAL REQUIREMENTS CROSS-REFERENCE

The following matrix is intended to accompany the signed application and identify where each City checklist item is addressed. Separate survey, vicinity/zoning and photometric exhibits are referenced because they are submitted as individual plan sheets or files.

Item	City Requirement	Harbor View Lofts Reference
1	Certified survey map showing existing property boundaries and improvements	Certified survey/vicinity exhibit submitted separately; Civil Sheet C100 — Existing Conditions Plan
2a	11×17 reproducible vicinity map; scale, lot dimensions, north arrow and graphic scale	Separate vicinity/zoning exhibit; C100 for parcel dimensions and existing improvements
2b	All lands subject to the CUP and all lands within 100 feet	Separate vicinity/zoning exhibit
2c	Current zoning of subject property and environs within 200 feet	Separate vicinity/zoning exhibit; subject site identified as CC — Central Commercial
3a	Required hard copies, 11×17 reduction and digital plans	Applicant will provide the required quantities and digital files with the official submission
3b	Title block and petitioner/owner contact information	Civil and landscape plan title blocks; signed CUP application; this narrative Section 01
3c	Engineer, surveyor, architect and design-professional information	Knothe & Bruce Architects and Kapur project title blocks; Stantec environmental proposal
3d	Original plan date and latest revision date	Architectural Entitlement Set dated January 9, 2026; Civil/Landscape CUP Set dated July 15, 2026
3e	North arrow and graphic scale not smaller than 1 inch = 100 feet	Civil Sheets C100 through L101B, as applicable
3f	Property lines and existing/proposed rights-of-way with bearings and dimensions	C100, C101A/B and C102A/B
3g	Existing/proposed easements, dimensions, ownership and purpose	C100 and C102A/B; title/survey documents supplied separately
3h	Required building setback lines	C102A/B and C103A/B
3i	Existing/proposed buildings, structures, pavement, entries, walks, drives, patios, fences, utilities, drainage and walls	C100; C101A/B; C102A/B; C104A/B; C105A/B; architectural floor plans and elevations
3j	Curb cuts, access points and throat widths	C102A/B and C103A/B
3k	On-site parking dimensions and provided-versus-required summary	C103A/B; Architectural Site Plan CA101; parking discussion in this narrative
3l	Loading and service areas	C102A/B; no industrial loading area is proposed; residential delivery/service access uses the identified drives and entries
3m	Outdoor storage and screening	Not applicable — no outdoor storage is proposed
3n	Refuse disposal area and enclosure design/materials	C102A and L101A; enclosure/detail information in landscape/architectural submittal
3o	Signage location, type, height, size and lighting	Traffic-control signage on C103A/B; final building identification signage to comply with sign code and separate permit requirements
3p	Exterior lighting and photometric plan	Photometric/lighting exhibit submitted separately; final fixtures will be shielded and downward directed
3q	Exterior mechanical equipment, utilities and screening	C105A/B and architectural elevations/final MEP plans; equipment screened from public and residential views where applicable
3r	Existing/proposed landscape and stormwater areas	C104A/B; C105A/B; L101A/B and L201–L204
4	Building elevations and perspectives	Architectural Sheets AC201.1–AC208.1, AC201.2–AC202.2 and AC900 concept renderings
Note	Traffic Impact Study if required	Will be prepared and submitted if requested by the City during review

07 SUBMISSION INDEX AND SOURCE DOCUMENTS

Exhibit	Document	Description
A	Signed Conditional Use Application	City of Sheboygan form signed October 1, 2026
B	Conditional Use Written Explanation	This document
C	Certified Survey / Vicinity / Zoning Map	Separate 11×17 survey and zoning-context exhibit

Exhibit	Document	Description
D	Civil and Landscape CUP Plans	Harbor View Lofts — Civil & Landscape Set, 19 sheets, dated July 15, 2026
E	Architectural Plans and Renderings	Entitlement Set, 29 sheets, dated January 9, 2026
F	Exterior Lighting / Photometric Plan	Separate lighting exhibit TBD.
G	Environmental Documentation	Stantec; BRRTS No. 02-60-597556; related WDNR correspondence and approvals as available
H	Development Agreement	Approved City of Sheboygan / Harbor View Lofts agreement dated March 2, 2026, submitted as background support

Source and Coordination Notes

- Project program, unit counts, architectural character and material descriptions are based on the submitted Knothe & Bruce entitlement set and renderings.
- Site dimensions, access, parking, grading, utilities, erosion control and landscaping are based on the Kapur civil and landscape CUP set.

Applicant Statement

Harbor View Lofts, LLC respectfully requests approval of the conditional use. The project provides much-needed housing, advances downtown revitalization, returns a vacant brownfield to productive use, complements the surrounding residential and commercial context, and incorporates the regulatory safeguards necessary to protect neighboring property and the environment. The applicant will continue coordinating with City staff, WDNR, the project design team and serving utilities through final design, permitting, construction and occupancy.

Submitted by:	Harbor View Lofts, LLC
Authorized representative:	Jacob Buswell, Partner
Date:	October 9th 2026