CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Conditional Use Permit with exceptions by Harbor View Lofts, LLC to construct multi-family housing located at parcels #59281110440 and 59281111451.

REPORT PREPARED BY: Ellise Rose, Zoning Administrator

REPORT DATE: October 29, 2026 **MEETING DATE:** November 10, 2026

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:

Harbor View Lofts, LLC is proposing to construct multi-family housing located at parcels #59281110440 and 59281111451. The applicant states the following:

- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.

STAFF COMMENTS:

The applicant shows conceptual signage but has not submitted a specific sign package for the site at this time. Applicant shall work with staff with regards to constructing a well-designed sign package for the site that utilizes colors and materials similar to the building. Staff may bring the proposed signage design back to the Plan Commission if there any concerns.

Applicant is requesting following exceptions:

- Density: West lot permitted density is 60 units– Applicant is requesting 126 units.
- Street yard setback: West lot setback is 20 feet – Applicant is requesting a 10 foot setback. East lot setback is 20 feet – Applicant is requesting a 13.57 foot setback.
- Rear yard setback: West lot setback is 25 feet – Applicant is requesting a 13 foot setback. East lot setback is 25 feet – Applicant is requesting a 22 foot setback.
- Maximum height: Maximum permitted building height is 35 feet – Applicant is requesting a 68’ height on the west lot and a 44.5’ height on the east lot.
- Parking: Minimum required parking on the east lot is 19 spaces – Applicant is requesting 14 spaces.

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 shall obtain the necessary sign permits prior to installation. Applicant shall work with staff with regards to constructing a well-designed signage for the site.
8. 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).
9. 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.).

10. 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.
11. 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