

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Conditional Use and Sign Permit with exceptions by Sheboygan Evangelical Free Church to construct a new entrance addition and site improvements at 1710 N. 15th Street. NR-6 Zone

REPORT PREPARED BY: Steve Sokolowski

REPORT DATE: May 6, 2022

MEETING DATE: May 10, 2022

FISCAL SUMMARY:

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

STATUTORY REFERENCE:

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

BACKGROUND / ANALYSIS:

Sheboygan Evangelical Free Church is proposing to construct a new entrance addition and site improvements at 1710 N. 15th Street. The applicant states the following:

- The proposed project is the 2nd Phase of a 3-Phase masterplan.
- Phase 1 was a new parking lot on the block west of the building site off 16th Street - completed in 2019.
- The proposed Phase 2 project proposed in this submittal will add a 1,400 square foot entrance addition and 12,740 square foot of site work including improved drop-off curb and walk, landscaping, and new relocated drive entrance off Saemann Avenue.
- Design intent for the proposed addition and remodel is to provide:
 - Increased visibility and updated identity and presence for the Church entrance from Calumet Drive.
 - Central, welcoming, and expanded hospitality Lobby.
 - Secure and welcoming Children's classrooms.
 - Refreshed Worship finishes and seating
- The final Phase 3 phase will culminate in a new Worship Center replacing a portion of the current Worship structure, adding approximately 4,000 square feet of addition along Cambridge Avenue with expansion and redesign of the east parking lot. The church anticipates 5-10 years before Phase 3 will be completed.

- The proposed Phase 2 project will include approximately 24,594sf of interior remodel for:
 - An expanded hospitality Lobby
 - Accessible elevator access to the Lower-Level classrooms and meeting rooms.
 - Remodel of Main Level small children's education wing.
 - Refresh of the current Worship Center finishes and seating.
- Primary use of Facility is currently and will continue to be a church, to teach people of all ages about God. The two major days are:
 - Sundays - AM worship services
 - Wednesdays – AM Bible studies, evening Awana (children) and Bible studies, Evening Youth group.
- Secondary use of Facility: as a social, meeting and parking site for individuals within the church and groups/organizations within the community:
 - Weddings and funerals
 - Parties (birthday, anniversary, wedding and baby showers)
 - Special church events (weekends)
 - Community meetings and conferences
 - City polling site (three wards)
 - Community blood drive – 2x/year
 - Weekday parking for employees of three companies (about 50 stalls total between east and west lots), various neighborhood residents (as needed), and Jefferson School (as needed)
 - Available as Jefferson School's evacuation site
- Days/Hours of Operation – applicant lists a number of church services and activities that occur at the facility throughout the week that include Sunday morning services, choir practice, various meetings, children and student programming, bible studies, and other various services and activities. There are also various events that take place annually.

The applicant states the following about the existing building architecture:

- The existing building is a combination of materials built in 3 phases.
- The original building and first addition are located at the south end of the site and house the Worship Center, Meeting and Education rooms.
 - It is built of concrete block walls with exterior brick cladding. The east elevation has a combination of brick, wood timbering and aggregate coatings.
 - The roof is primarily flat/slightly sloped membrane roof with a perimeter of metal capped parapet on the south and west sides and metal mansard roof on the east side with fragments of mansard roof on the south and west sides.
- The 1988 addition was built to the north of the original building. It houses a Multi-purpose/Gym, Administration Offices, Storage and Nursery rooms.

- The 1988 addition is built of metal stud and block walls with exterior split-face block cladding and brick accent bands.
- The roof is flat/slightly sloped membrane roof with a perimeter of metal capped parapet with a sloped asphalt shingle roof over the Multi-Purpose/Gym.

The applicant states the following about the new building addition and proposed exterior remodeling:

The **East** side of the building (facing N. 15th Street):

- The primary exterior work for the Phase 2 project will be on the east façade.
- The exterior east façade for the new entrance addition will be approximately 20 feet in height, corresponding to the roof edge height of the existing Multi-Purpose/Gym.
- The exterior materials of the addition will be a combination of glass, new metal entrance canopy and a 2-color variation of high-quality vertical cement board panels (Nichiha) relating to the Church branding colors, and providing a contemporary central entrance point for the facility which reflects the Church identity to the community.
- The existing east façade south of the addition will be painted to visually blend with the existing block and brick facade north of the new entrance. Both north and south facades are intended to act a backdrop for the colorful central entrance.
- Note that the south portion of the east façade will be removed in 5-10 years at the time of the Phase 3 addition construction.
- Signage for the east façade will consist of metal lettering or internally lit lettering placed at the edge of the new canopy. This will replace of the current lettering located on the wall at the north end of the east façade. Exact signage will be submitted separately at a later date.

The **South** side of the building (facing Saemann Avenue):

- The south façade will remain as existing except for the east end at the mansard roof and wall area below it.
- New paint to blend with the north end of the east façade will continue around the corner onto the south façade covering the mansard roof and wall surfaces below it.

The **West** side of the building (facing N. 16th Street and the church's off-site parking lot):

- The exterior entrance at on the west side of the building will be modified to remove a small mansard roof fragment remaining from the original addition.
- New high-quality vertical cement board panels (Nichiha) will be installed over the patched area to match the materials at the new east entrance.
- The new panels will provide a visual emphasis for the west entrance improving wayfinding for guests arriving from the west parking lot.

- New windows will be added along the south end of the west façade for the children's classrooms presenting a more hospitable appearance to the community.
- Signage for the west façade will be metal lettering or internally lit lettering mounted to the wall panels. Exact signage will be submitted separately at a later date.

Interior work includes:

- The proposed Phase 2 project will include approximately 24,594sf of interior remodel for an expanded hospitality Lobby, accessible elevator access to the Lower-Level classrooms and meeting rooms, remodel of Main Level small children's education wing and refresh of the current Worship Center finishes and seating for approximately ____.
- Mechanical units will remain as existing with replacements in place as determined for new uses.

Specific site improvements include:

Traffic:

- The site is currently accessed with entrance drives off N. 15th Street (2 total), Saemann Avenue (1 total) and Cambridge Avenue (2 total).
- The proposed Phase 2 addition will maintain all four (4) entrance points on N. 15th Street and Cambridge Avenue.
- The entrance driveway on Saemann is proposed to be relocated approximately 14 feet east of the current drive to allow for increased drop-off curb, walk and landscaping next to the building. We anticipate no impact to site access.

Lighting:

- Existing parking lot lights will remain with no change to impact on neighboring sites.
- New lighting below the new canopy will be down lights well within the interior of the site with little to no impact to neighboring sites.
- The New Cross will be lit from the front from lights located on the new canopy shining up at the cross.
- The metal lettering on the east canopy and the West wall will be either metal lettering or internally lit lettering – to be determined per separate signage submittal at a later date.
- Due to the center-site location of the front lit cross and signage lettering there will be minimal impact to neighboring sites from the east side. The west signage lighting will also have minimal impact, primarily to the west parking lot owned by the Church.

Landscaping:

- Landscape plantings will be provided at the new east entrance addition and drop-off area. Grass and grass and mulch will be provided at the disturbed areas along new walks and stoops.
- 18 Landscape points are proposed, exceeding the 10 required Landscape points. See Landscape Plans for proposed shrubs, grasses, perennials and mulch areas.

Trash Enclosure:

- The trash for the current building is located on the southeast lot line corner and enclosed on the east and south sides with a wood fence.
- The trash location and enclosure will be modified with the Phase 3 Addition and Remodel to the building and parking lot.
- No change is proposed at this time.

STAFF COMMENTS:

The church is proposing some access and circulation improvements from Saemann to the new front entrance. This new drop off area will make it easier for people to access the front entrance for loading/unloading especially when there is inclement weather.

In order to complete these access and circulation improvements, the church will be reducing their onsite parking by four (4) spaces. This will reduce the overall onsite parking spaces from 126 to 122 space. It should be noted that the church recently purchased the former Quasius Construction property located on the west side of N. 16th Street and constructed an additional 80 spaces of parking on the back/west side of the church. This is also why the applicant is proposing exterior remodeling improvements to the building to make this a much more welcoming entrance for those who park in this lot on the west side of the church.

The church has a dumpster enclosure at the southeast corner of their property (Cambridge and N. 15th Street intersection). The enclosure is a wood fence that screens the dumpsters from Cambridge and N. 15th Street but is not fully enclosed. The applicant is not intending on doing anything to the dumpster enclosure at this time because they state they will address this during the Phase 3 part of their development which includes a larger addition into the parking lot. Staff nor the applicant can give a timeframe to when Phase 3 this will occur. Is the Plan Commission ok the present design of the dumpster or should the dumpsters be completely enclosed which is what is typically required?

The church also has a very visible and somewhat weathered shed located in the parking lot along Cambridge Avenue. The church intends on continuing to keep and use the shed in its present location. It certainly appears that the shed could be refreshed by painting it a similar color of the church facility.

The applicant shows conceptual signage on the east (front entrance) and west (back entrance) sides of the building that will likely be larger than 24sf. The maximum size wall sign for a church is 24sf. It appears that the wall signage proposed may be larger than 24sf. If the signage package that is eventually submitted is similar to the concept drawings, staff could act on these administratively instead of having to request another exception for signage. However, if the signage is significantly different then what is presently shown or if staff has any concerns with proposed signage design, the matter may be brought back to the Plan Commission for their consideration

The applicant is requesting the following exceptions:

- Requesting to construct an addition to a legal nonconforming structure – Existing legal nonconforming structures shall not be enlarged.

The existing church facility does not currently meet the required street yard setbacks of 25 feet along Saemann Avenue, Cambridge Avenue and N. 16th Street. However, the proposed entrance addition does meet the required 25 foot street yard setback.

- The applicant shows conceptual signage on the east (front entrance) and west (back entrance) sides of the building that will likely be larger than 24sf – Maximum wall signage for a church is 24sf.
- Requesting a variance from the locational and bufferyard landscaping requirements - Applicant shall meet the four (4) locational and bufferyard landscaping requirements.

ACTION REQUESTED:

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

1. Prior to building permit issuance, the applicant shall obtain all licenses and permits as well as meet all required codes including but not limited to building, plumbing, electrical, HVAC, fire, water, sewer, storm drainage, health, etc. (Applicant shall be in contact with building inspection, fire, police, etc.). An occupancy permit will be granted only at such time as the applicant has met all requirements.
2. Submittal/approval of a proposed storm drainage plan prior to building permit issuance.
3. Submittal and approval of a landscape plan prior to building permit issuance. Landscape plan shall provide a legend that shows how the four (4) landscape criteria are being met (create a legend along with the landscape plan site plan). Landscaping shall be installed prior to issuance of an occupancy permit.
4. Dumpster(s) shall be screened/enclosed and constructed of like materials and colors of the facility and shall be completed prior to issuance of an occupancy permit.
5. All other outdoor storage of materials, products or equipment shall be prohibited.
6. All ground level and rooftop mechanicals shall be screened and/or enclosed and constructed of like materials and colors of the facility (HVAC equipment, etc.).
7. All new lighting shall be installed per Section 15.707 of the City of Sheboygan Zoning Ordinance (site lighting, building lighting, signage, etc.). There shall be no spillover light onto adjacent properties or the streets (except those areas granted an exception).
8. Applicant shall work with staff with regards to appropriate signage. Only at such time as the sign package has been reviewed and approved may the applicant obtain sign permits to install the proposed signage. If staff has any concerns with proposed signage design, the matter may be brought back to the Plan Commission for their consideration.
9. Applicant shall install individual letter signs – no cabinet or flat panel signs.
10. If considering future freestanding signage, the applicant shall be permitted a freestanding monument sign meeting the minimum setback of 12 feet from the property line and a maximum height of 8 feet (top of sign to grade).
11. All areas used for parking/maneuvering of vehicles shall be paved.
12. All areas that are not required to be paved shall be landscaped with grass and/or approved landscaping (not gravel, stone, etc.). Including the areas at the southwest corner of the store and the along the west boundary line where the overfill alarm area is located.
13. The parking lot and drive-through facilities shall be designed so as to not impede or impair vehicular and pedestrian traffic movement, or exacerbate the potential for pedestrian/vehicular conflicts.

14. Any new ingress/egress driveway openings shall be improved to standard City specifications. All existing access drives that are no longer used shall be removed and all unused driveways shall be closed and improved to standard City specifications.
15. 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.
16. 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, grading, etc.).
17. Applicant will provide adequate public access along all streets and sidewalks and will take all appropriate actions to minimize the time period that adjacent properties and streets/sidewalks are impacted by the development (utilities, streets, etc.).
18. Applicant shall immediately clean any and all sediments, materials, tracking, etc. that may be spilled off-site on private or public lands and streets.
19. Streets and infrastructure damaged and/or disturbed during construction of all private and/or public improvements shall be promptly repaired by the applicant.
20. All vehicles, equipment, materials, products, etc. shall be located on the applicant's property (no storage on public rights-of-way).
21. City Development staff will issue a building permit only if the applicant has adequately satisfied all concerns related to the Sheboygan Water Utility.
22. City Development staff will issue a building permit only if the applicant has adequately satisfied all concerns related to the Sheboygan Fire Department, including but not limited to fire lane access at the site, sprinkler systems, hydrants, water pressures, etc.
23. 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).
24. Applicant shall paint the existing shed a complimentary color similar to that of the church.
25. Prior to building permit issuance, the City of Sheboygan Architectural Review Board shall review/approve the proposed building design.
26. If there are any amendments to the approved conditional use permit (including but not limited to site plan, architectural design, use, etc.), the applicant will be required to submit a new conditional use application reflecting those amendments.

ATTACHMENTS:

Conditional Use and required attachments