CITY PLAN COMMISSION AGENDA

November 24, 2026 at 4:00 PM

City Hall, 3rd Floor - Council Chambers, 828 Center Avenue, Sheboygan, WI

This meeting may be viewed LIVE on:

Charter Spectrum Channel 990, AT&T U-Verse Channel 99 and: www.wscssheboygan.com/vod.

It is possible that a quorum (or a reverse quorum) of the Sheboygan Common Council or any other City committees/boards/commissions may be in attendance, thus requiring a notice pursuant to State ex rel. Badke v. Greendale Village Board, 173 Wis. 2d 553, 494 N.W.2d 408 (1993).

Persons with disabilities who need accommodations to attend this meeting should contact the Department of City Development, (920) 459-3377. Persons other than commission, committee, and board members who wish to participate remotely shall provide notice to the City Development Department at 920-459-3377 at least 24 hours before the meeting so that the person may be provided a remote link for that purpose. All Commission members may attend the meeting remotely.

OPENING OF MEETING

1. Roll Call
2. Pledge of Allegiance
3. Identify Potential Conflict(s) of Interest

MINUTES

4. Approval of the Plan Commission minutes from November 10, 2026.

PUBLIC HEARINGS

5. Public hearing regarding application for Specific Implementation Plan Amendment by Rachel Kohler to construct a 6’ fence within the designated street yard setback located at 2125 N 3rd St.

ITEMS FOR DISCUSSION AND POSSIBLE ACTION

6. Application for Specific Implementation Plan Amendment by Rachel Kohler to construct a 6’ fence within the designated street yard setback located at 2125 N 3rd St.
7. Application for Special Use Permit by A TO Z Adult Family Home LLC to operate Community Based Residential (CBRF) Facility located at 2221 Mayflower Avenue.

TENTATIVE DATE OF NEXT REGULAR MEETING

8. Next scheduled meeting: December 15, 2026 at 4:00 PM

ADJOURN

9. Motion to Adjourn

In compliance with Wisconsin's Open Meetings Law, this agenda was posted in the following locations more than 24 hours prior to the time of the meeting:

City Hall • Mead Public Library
Sheboygan County Administration Building • City's website

CITY OF SHEBOYGAN

CITY PLAN COMMISSION MINUTES

Tuesday, November 10, 2026

MEMBERS PRESENT: Mayor Ryan Sorenson, Jerry Jones, Kevin Jump, Joe Clarke and Alderperson Michael Close
EXCUSED: Kimberly Meller and Braden Schmidt
STAFF/OFFICIALS PRESENT: City Administrator Casey Bradley, Director of Planning and Development Taylor Zeinert, and Zoning Administrator Ellise Rose

OPENING OF MEETING

1. Roll Call

   Mayor Sorenson called the meeting to order.

2. Pledge of Allegiance

   The Pledge of Allegiance is recited.

3. Identify Potential Conflict(s) of Interest

   No conflicts of interest are identified.

MINUTES

4. Approval of the Plan Commission minutes from October 27, 2026.

   MOTION TO APPROVE THE MINUTES OF THE PREVIOUS MEETING HELD ON October 27, 2026.
   Motion made by Jerry Jones, seconded by Joe Clarke
   Voting yea: Mayor Ryan Sorenson, Jerry Jones, Kevin Jump, Joe Clarke and Alderperson Michael Close

   Motion carried.

PUBLIC HEARINGS

5. Public hearing regarding application for Conditional Use Permit with exceptions by Harbor View Lofts, LLC to construct multi-family housing located at parcels #59281110440 and 59281111451.

   Jacob Green, Lyle Watson, Chris Roenitz, Karen Schulze, Roger Shelk, Mark Mahoney, Mary Jo McBrearty, Rob Hurrie, Bryan Kelly and Doug Brusca spoke.

   MOTION TO CLOSE THE PUBLIC HEARING.
   Motion made by Jerry Jones, seconded by Joe Clarke
   Voting yea: Mayor Ryan Sorenson, Jerry Jones, Kevin Jump, Joe Clarke and Alderperson Michael Close

   Motion carried.

ITEMS FOR DISCUSSION AND POSSIBLE ACTION

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

MOTION TO APPROVE WITH THE FOLLOWING CONDITIONS.
Motion made by Kevin Jump, seconded by Joe Clarke
Voting yea: Mayor Ryan Sorenson, Kevin Jump, Joe Clarke and Alderperson Michael Close
Voting nay: Jerry Jones

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.

Exceptions granted:

- 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.

Motion carried.

7. Architectural review of proposed multi-family housing located at parcels #59281110440 and 59281111451

   MOTION TO APPROVE AS PRESENTED.
   Motion made by Joe Clarke, seconded by Kevin Jump
   Voting yea: Mayor Ryan Sorenson, Kevin Jump, Joe Clarke and Alderperson Michael Close
   Voting nay: Jerry Jones

   Motion carried.

TENTATIVE DATE OF NEXT REGULAR MEETING

8. Next scheduled meeting: November 24, 2026 at 4:00 PM

ADJOURN

9. Motion to Adjourn

   MOTION TO ADJOURN THE MEETIING
   Motion made by Jerry Jones, seconded by Alderperson Michael Close
   Voting yea: Mayor Ryan Sorenson, Jerry Jones, Kevin Jump, Kimberly Meller, Braden Schmidt, Joe Clarke and Alderperson Michael Close

   Motion carried.

   Meeting is adjourned at 4:44 p.m.

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Specific Implementation Plan Amendment by Rachel Kohler to construct a 6' fence within the designated street yard setback located at 2125 N 3rd St. PUD Planned Unit Development Zone.

REPORT PREPARED BY: Ellise Rose, Zoning Administrator

REPORT DATE: September 17, 2026 **MEETING DATE:** November 24, 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:

On August 8th, 2026, the Plan Commission reviewed and approved the application for an SIP amendment to install a fence in the street yard at 2125 N 3rd St. Staff discovered that an additional notice was needed to ensure full compliance with all applicable procedures. Today the Plan Commission will be re-reviewing the amendment to the SIP after a fully noticed public hearing is held.

The applicant states the following about the amendment to the project:

- The requested fence height and density responds to unique, site-specific conditions at 120 Vollrath Boulevard.
- Unlike a typical Sheboygan residential property, this parcel adjoins heavily used Vollrath Park and its property line extends all the way to the Lake Michigan water's edge.
- In addition, the parcel now contains multiple buildings that could convey a residential neighborhood adding further confusion for the public. This unusual configuration can create understandable confusion for members of the public about where the park and public waterfront end and private residential property begins.
- That ambiguity is compounded by the intensity of nearby public activity, including the disc golf course, Monday food-truck gatherings, general park use, and people moving along the lakeside.
- The property has also historically experienced members of the public entering or traversing the lakeside portion of the site.

- A more substantial fence is therefore needed to create an obvious, respectful separation between public recreational space and private residential property, improving security and reducing inadvertent entry.
- The park and open-space setting also creates significant exposure to deer and other wildlife. A standard four-foot, substantially open fence provides limited deterrence, while the proposed taller fence would provide a materially more effective barrier and help protect the landscape.
- The requested relief is not primarily about privacy. It is intended to address the property's unusual waterfront boundary and multiple building configuration, adjacency to a heavily used public park, wildlife exposure, and the resulting need for clear public/private separation.
- Additionally, substantial landscaping would be planted in front of the fence to create an attractive border while ensuring safety sightlines are protected.
- The fence can accomplish these purposes while remaining compatible with the Vollrath Boulevard streetscape aims and the public interest.

ACTION REQUESTED:

If the Plan Commission motions to recommend the Common Council approve the proposed amended Specific Implementation Plan, the following conditions are recommended:

1. Prior to building permit issuance, the applicant shall obtain all licenses/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 and approval of a proposed storm drainage plan prior to building permit issuance.
3. Outdoor storage of materials, products or equipment shall be prohibited.
4. 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.).
5. All areas used for parking/maneuvering of vehicles shall be paved.
6. Any new ingress/egress driveway openings and any drives to be closed or modified shall be improved to standard City specifications.
7. 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.).
8. 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.).
9. Applicant shall immediately clean any and all sediments, materials, tracking, etc. that may be spilled off-site on private or public lands and streets.
10. Streets and infrastructure damaged and/or disturbed during construction of all private and/or public improvements shall be promptly repaired by the applicant.
11. 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, art, etc.
12. Applicant is responsible for working with all private and public utilities in order to adequately service this development (applicant will need to provide the necessary easements and/or relocate utilities as necessary).

13. City Development staff will issue a building permit only if the applicant has adequately satisfied all concerns related to the Sheboygan Fire Department.

If there are any amendments to the approved SIP the applicant will have to submit an amended SIP for review that accurately reflects any and all proposed changes.

ATTACHMENTS:

Amended Specific Implementation Plan and required attachments.

120 Vollrath Boulevard Variance Narrative – South Boundary Fence

The requested fence height and density responds to **unique, site-specific conditions at 120 Vollrath Boulevard**. Unlike a typical Sheboygan residential property, this parcel adjoins heavily used Vollrath Park and its property line **extends all the way to the Lake Michigan water's edge**. In addition, the parcel now contains multiple buildings that could convey a residential neighborhood adding further confusion for the public. This unusual configuration can create understandable confusion for members of the public about where the park and public waterfront end and private residential property begins.

That ambiguity is compounded by the intensity of nearby public activity, including the disc golf course, Monday food-truck gatherings, general park use, and people moving along the lakeside. The property has also historically experienced members of the public entering or traversing the lakeside portion of the site. A more substantial fence is therefore needed to create an **obvious, respectful separation between public recreational space and private residential property**, improving security and reducing inadvertent entry.

The park and open-space setting also creates significant exposure to deer and other wildlife. A standard four-foot, substantially open fence provides limited deterrence, while the proposed taller fence would provide a materially more effective barrier and help protect the landscape.

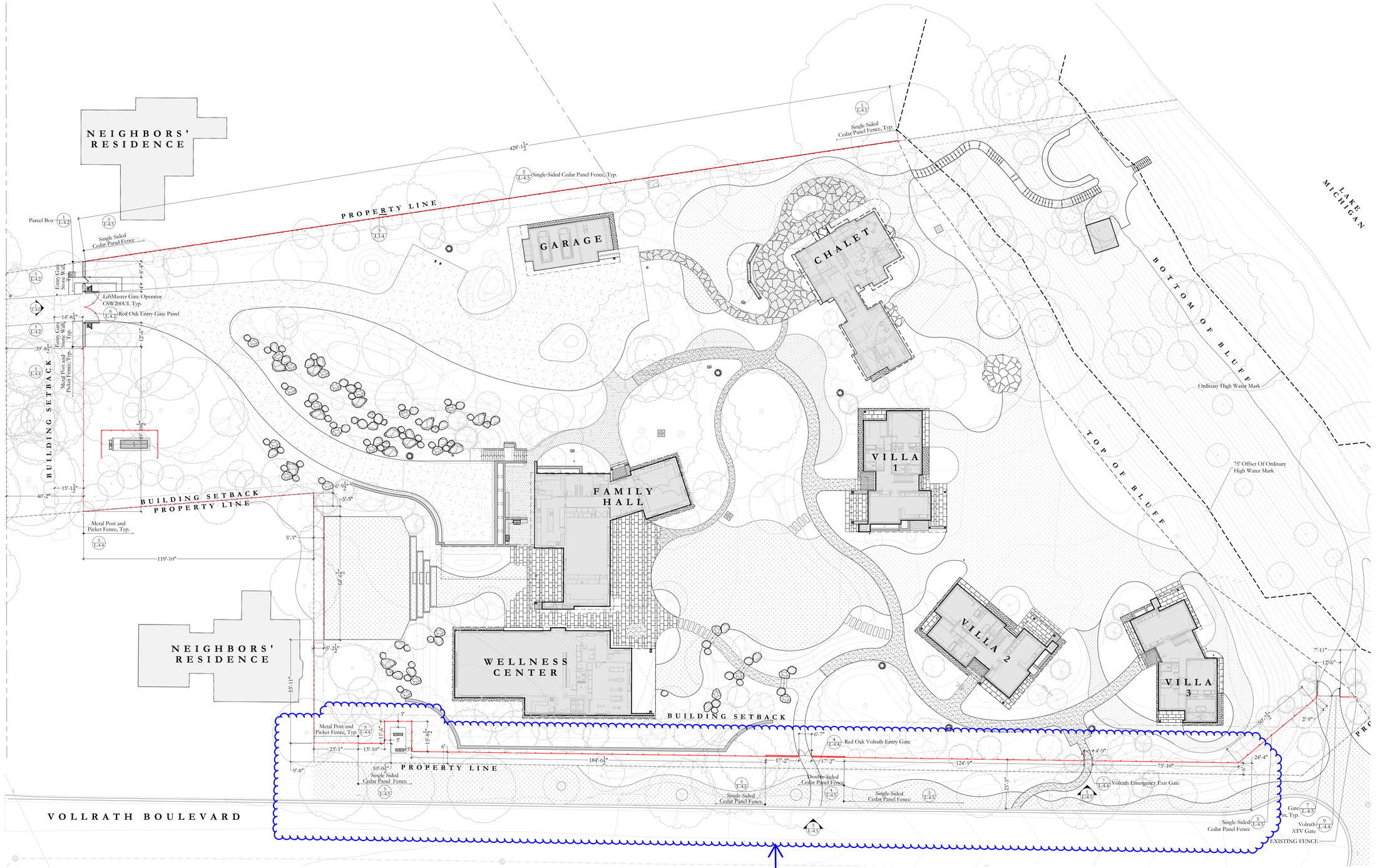
The requested relief is not primarily about privacy. It is intended to address the property's **unusual waterfront boundary and multiple building configuration, adjacency to a heavily used public park, wildlife exposure, and the resulting need for clear public/private separation**. Additionally, substantial landscaping would be planted in front of the fence to create an attractive border while ensuring safety sightlines are protected. The fence can accomplish these purposes while remaining compatible with the Vollrath Boulevard streetscape aims and the public interest.

A rough render of the concept, with an image below it showing what the fence would look like with th planting in front of it on page two.

We wanted to highlight a few points on how the installed landscape design will appear from Vollrath road. By setting the fence back six feet from the property line, we can incorporate a mix of shrubs, trees, and natural plantings of varying heights to soften the fence line. As a result, the fence will ultimately be obscured when viewed from the park.

At the western end, we are proposing a six-foot open metal fence so that the corner of the property does not visually encroach the view to the Vollrath and 3rd Street intersection. The proposed metal fence continues 23' east of the southwest property line corner and then the proposed single sided cedar board fence begins. All revisions to the overall fencing layout on sheet L-1.7 are highlighted in a blue revision cloud.

This nestling of the fence within a wooded thicket, is reminiscent of the natural thicket that existed on the property before recent developments. The result will feel, in a more refined way, like a naturalized buffer between the private property and the public spaces.



EXTENTS OF FENCING RELOCATION

GENERAL LEGEND

- Property Line
- Building Setback
- Lake Line
- Ordinary High Water Mark
- Chain Link Fence Line
- Steel Fence Line
- Single Sided Cedar Fence Panel Line
- Double Sided Cedar Fence Panel Line
- Typ. — Typical Condition

MATERIALS LEGEND

- Double Sided Cedar Solid Board Driveway Gates
- LiftMaster Gate Operator CSW200UL
- Fond Du Lac Heritage Blend Entrance Walls

SCALE: 1"= 30'

North
Scale: 1"=30'-0"

CRAIG BERGMANN™
Landscape Design, Inc

The Art of Fine Gardening

900 North Waukegan Road
Lake Forest, IL 60045
Telephone: (847) 251-8355
Email: info@craigbergmann.com

PROJECT

SHEBOYGAN POINT
120 Vollrath Boulevard
Sheboygan, Wisconsin

CONSULTANTS

ARCHITECT
Tuckey Design Studio
58 Milson Road
London W14 0LB, United Kingdom

LOCAL ARCHITECT
JOMX Architecture
john@jomxarchitecture.com

CIVIL ENGINEER
Wagner Excavating
3437 Paine Avenue
Sheboygan, Wisconsin 53081

ARBORIST
The Davey Tree Expert Co.
6663 N. 40th Street
Milwaukee, Wisconsin 53209

SEAL

ISSUED FOR

PERMIT REVIEW

NOT FOR CONSTRUCTION

September 8, 2026

REVISIONS

#	Date	Notes
1	12/09/25	Planning Updates
2	12/22/25	Pickleball Court
3	1/14/26	Family Hall Updates
4	9/8/26	Fence Revisions
5		

DRAWING TITLE

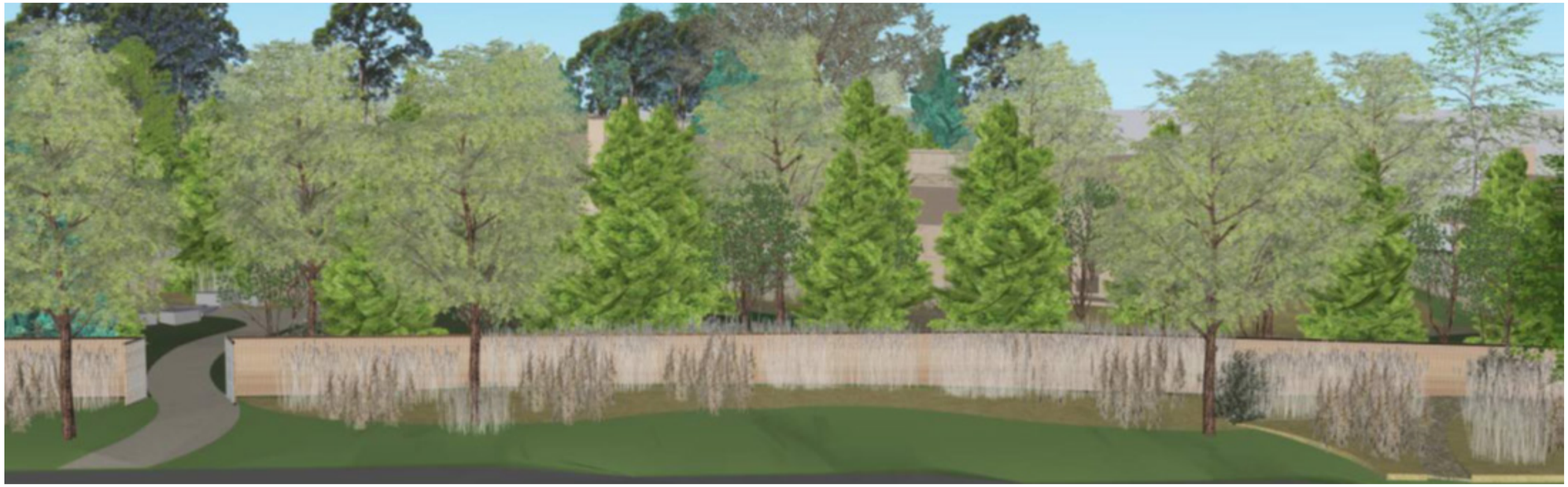
OVERALL FENCING LAYOUT & MATERIALS PLAN

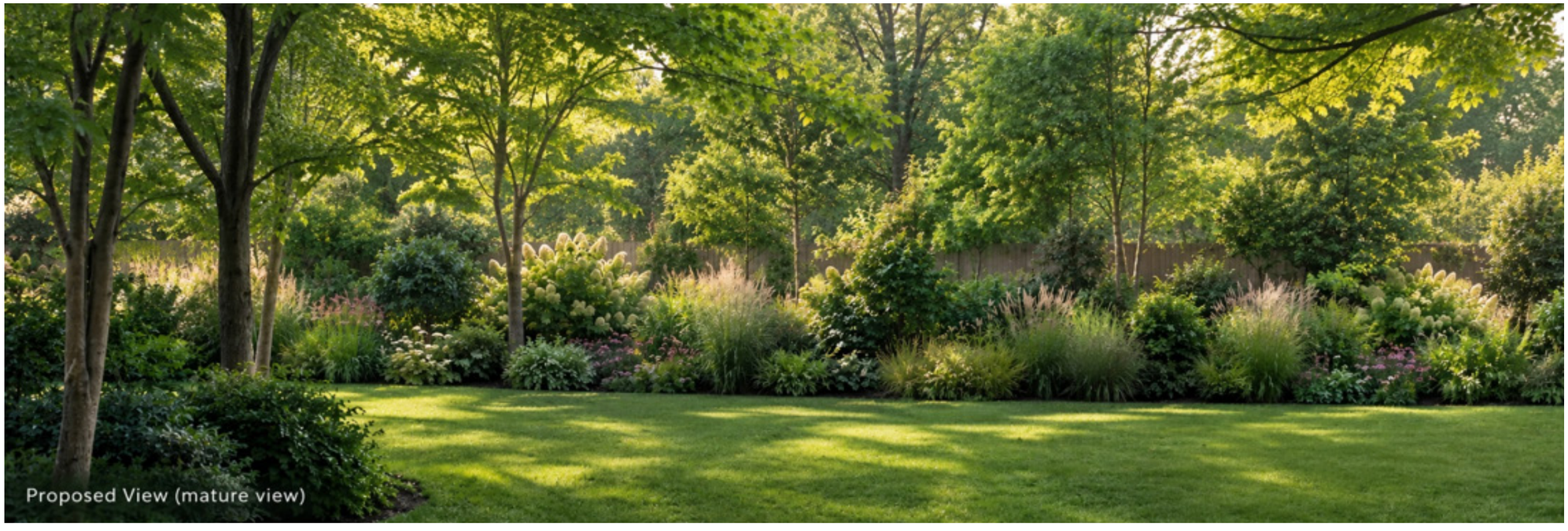
DESIGNED BY: CB & TEAM

L-1.7

SHEBOYGAN POINT

Property View from Vollrath Park





CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Special Use Permit by A TO Z Adult Family Home LLC to operate Community Based Residential (CBRF) Facility located at 2221 Mayflower Avenue. MR-8 Mixed Residential Zone.

REPORT PREPARED BY: Jeffrey Witte, Planner

REPORT DATE: November 18, 2026 **MEETING DATE:** November 24, 2026

APPLICANT PROPOSAL:

A TO Z Adult Family Home LLC is proposing to operate a Community Based Residential Facility (CBRF) located at 2221 Mayflower Avenue. The applicant states the following:

- Our mission is to become a premier adult family home provider, dedicated to and recognized for our passion and commitment to service, enhancing the quality of life and welfare of individuals in need of services and management for challenging behaviors.

- At this site there will be up to 2 nonrelated individuals who need additional support. There will be at least one well trained, experienced CBRF caregiver on site 24/7 whenever there are people at the home. Seeing that this will be a primary residence for individuals that's in need of supplementary support this business will run 24/7.

- We will arrange quiet hours which will begin at 9PM and ending at 7 AM to ensure that we will not become a nuisance to our neighbors.

STAFF ANALYSIS:

The use is permitted as special use under the MR-8 Mixed Residential Zoning district as a community living arrangement.

ACTION REQUESTED:

Staff recommends approval of the site plan subject to the following conditions:

1. Prior to building permit issuance, the applicant shall obtain all licenses/permits as well as meet all required codes including but not limited to building, plumbing, electrical, HVAC,

fire, water, sewer, storm drainage, health, State of Wisconsin, etc. An occupancy per shall be granted only at such time as the applicant has met all requirements.
2. If dumpsters are used, dumpster(s) shall be screened/enclosed and constructed of like materials and colors of the facility. Applicant will provide plans that show the location of any dumpsters and will provide plans that show how the dumpster is to be screened and enclosed (design, materials, colors, location, etc.).
3. Outdoor storage of materials or equipment shall be prohibited.
4. All 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.
5. 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.
6. If there are to be any remodel/renovations to the exterior of the facility, the applicant will be required to obtain approval from the Architectural Review approval prior to receiving a building permit for such remodel/renovation.
7. If there are any amendments to the approved special use permit and/or site plan, the applicant will be required to submit a new application reflecting those amendments.

ATTACHMENTS:

Special Use Permit application and attachments

CITY OF SHEBOYGAN

SPECIAL USE AND SITE PLAN REVIEW APPLICATION

Fee: $100

Review Date: _____

Zoning: _____

Read all instructions before completing. If additional space is needed, attach additional pages.

SECTION 1: Applicant/ Permittee Information

Name (Ind., Org. or Entity)	Authorized Representative	Title	
A to Z Adult Family Home LLC	Ameera Muhammad	Owner	
Mailing Address	**City**	**State**	**ZIP Code**
2221 Mayflower Ave	Sheboygan	WI	53083
Email Address		**Phone Number (incl. area code)**	
[redacted]		[redacted]	

SECTION 2: Landowner Information (complete these fields when project site owner is different than applicant)

Name (Ind., Org. or Entity)	Contact Person	Title	
Fresh Coast Real Estate	Stefan Canevski	Partner	
Mailing Address	**City**	**State**	**ZIP Code**
[redacted]	Brookfield	WI	53008
Email Address		**Phone Number (incl. area code)**	
freshcoastre@gmail.com		414-469-9909	

SECTION 3: Architect Information

Name			
Mailing Address	**City**	**State**	**Zip**
Email Address		**Phone Number (incl. area code)**	

SECTION 4: Contractor Information

Name			
Mailing Address	**City**	**State**	**Zip**
Email Address		**Phone Number (incl. area code)**	

SECTION 5: Certification and Permission

Certification: I hereby certify that I am the owner or authorized representative of the owner of the property which is the subject of this Site Plan Review Application. I certify that the information contained in this form and attachments are true and accurate. I certify that the project will be in compliance with all conditions. I understand that failure to comply with any or all of the provisions of the permit may result in permit revocation and a fine and/or forfeiture under the provisions of applicable laws.

Permission: I hereby give the City permission to enter and inspect the property at reasonable times, to evaluate this notice and application, and to determine compliance with any resulting permit coverage.

Name of Owner/Authorized Representative (please print)	Title	Phone Number
Stefan Canevski	MANAGER	[redacted]
Signature of Applicant		**Date Signed**
[signature]		10-19-26

Complete application is to be filed with the Department of City Development, 828 Center Avenue, Suite 208. To be placed on the agenda of the City Plan Commission, application must be filed three weeks prior to date of meeting – check with City Development on application submittal deadline date. Applications will not be processed if all required attachments and filing fee of $100 (payable to the City of Sheboygan) are not submitted along with a complete and legible application. Application filing fee is non-refundable.

SECTION 6: Description of the Subject Site/Proposed Project

Parcel No. 59281623720	Zoning Classification
Name of Proposed/Existing Business:	A to Z Adult Family Home LLC
Address of Property Affected:	2223 Mayflower Ave Sheboygan, WI 53083

New Building: ☐ Addition: ☐ Remodeling: ☐

SECTION 7: Brief Description of Type of Structure

Side by Side Duplex

SECTION 8: Description of EXISTING Operation or Use

Side by Side Duplex

SECTION 9: Description of the PROPOSED Operation or Use

Our mission is to become an premier adult family home provider, dedicated to and recognized for our passion and commitment to service, enhancing the quality of life and welfare of individuals in need of services and management for challenging behaviors. At this site there will be up to 2 nonrelated individuals who need additional support. There will be at least one well trained, experienced CBRF caregiver on site 24/7 whenever there are people at the home. Seeing that this will be a primary residence for individuals that's in need of supplementary support this business will run 24/7. We will arrange quiet hours which will begin at 9PM and ending at 7AM to ensure that we will not become a nuisance to our neighbors.