

**CITY OF PLYMOUTH, WISCONSIN  
TUESDAY, FEBRUARY 27, 2024 COMMITTEE OF THE WHOLE MEETING  
6:30 PM, COUNCIL CHAMBERS  
CITY HALL, 128 SMITH STREET**

**AGENDA**

- 1. Call to Order and Roll Call**
- 2. Approve the Minutes from December 12, 2023**
- 3. Discussion and Recommendation of Changes to Municipal Code Sec. 2-1-9 –  
Residence of Employees**
- 4. Discussion on Creation of an R6 Zoning District in Chapter 13**
- 5. Adjourn**

It is likely a quorum of members of other governmental bodies of the municipality may be in attendance at the above stated meeting to gather information. No action will be taken by any governmental body at the above stated meeting other than the governmental body specifically referred to above in this notice.

Please note that, upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, please contact the City of Plymouth ADA Coordinator Leah Federwisch, located in the Plymouth Utilities office at 900 County Road PP, Plymouth, WI or call 920-893-3853.

**CITY OF PLYMOUTH, WISCONSIN**  
**TUESDAY, DECEMBER 12, 2023 COMMITTEE OF THE WHOLE MEETING**  
**CITY HALL, 128 SMITH STREET**

**AGENDA**

1. **Call to order and roll call:** Mayor Pohlman called the meeting to order at 6:30 PM. On the call of the roll the following were present: Greg Hildebrand, Jeff Tauscheck, Dave Herrmann, Angie Matzdorf, Diane Gilson, Mike Penkwitz, John Nelson and Bob Schilsky. Also present were: City Administrator/Utilities Manager Tim Blakeslee, Director of Public Works Cathy Austin, Police Chief Ken Ruggles, and Deputy Clerk/Treasurer Paul Seymour.
2. **Approve the minutes from November 28, 2023:** Motion was made by Matzdorf/Tauscheck to approve the minutes from November 28, 2023. A unanimous aye vote was cast. Motion carried.
3. **Discussion on Mill Pond Dam Open House:** City Administrator/Utilities Manager Blakeslee informed the COW that there will be an Open House at City Hall in the Council Chamber on 1/9/2024 for discussion about the Mill Pond Dam. There will be an approximately 30-minute presentation of the choices available to the City by Ayers, followed by a question & answer session. Then, on January 30<sup>th</sup>, a Public Hearing will be held at the Common Council meeting with an agenda item for a decision on the dam. No action was taken.
4. **Discussion on Truck Size Limits – Ordinance Sec. 10-1-51:** Police Chief Ruggles explained that the current ordinances regarding street parking have a vehicle length limit of 16 feet and that many modern everyday vehicles exceed that length. The Police Department requested that the ordinance language be changed to allow vehicles of up to 22.5 feet. The COW recommended staff to explore language to change the ordinances and to also explore versions pertaining to inter-connected vehicles, such as a truck and a boat. No action was taken.
5. **Adjourn:** Motion was made by Hildebrand/Tauscheck to adjourn the meeting. A unanimous aye vote was cast. Motion carried.

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**DATE:** February 22, 2024  
**TO:** Committee of the Whole  
**FROM:** Leah Federwisch, Human Resources Specialist  
**RE:** **Discussion and recommendation of changes to municipal code  
Sec. 2-1-9 – Residence of employees**

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**Background:**

Our current Residence of employees states a distance not greater than 15 miles from the nearest corporate boundary of the city. Given the recruitment market for new employees, it is more difficult to find quality candidates with these boundaries. Providing a waiver will allow staff the opportunity to make limited exceptions if needed.

Staff will develop an internal policy when exceptions need to be approved.

**Proposal:**

We would like to propose adding the verbiage in “red” below to allow an approval of a waiver by the City Administrator/Utilities Manager in consultation with the Department Head.

*Employees.* Any emergency personnel of the City of Plymouth shall within six months after commencement of employment, or following any required probationary period, whichever is later, establish and maintain residence at a distance not greater than 15 miles from the nearest corporate boundary of the city. **Any employee who does not comply with such residence requirement following such period shall be terminated as an employee, unless a waiver thereof is given by the City Administrator/Utilities Manager in consultation with the Department Head.**

**Recommendation:**

To recommend the ordinance change to common council regarding 2-1-9.



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**DATE:** February 21, 2024

**TO:** Committee of the Whole

**FROM:** Tim Blakeslee, City Administrator/Utilities Manager

**RE:** Discussion on creation of an R6 zoning district in Chapter 13

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**Background:** The development of a Comprehensive Housing Strategy was one of the key initiatives as part of 2023 City of Plymouth Strategic Plan. In addition, the 2022-2042 City of Plymouth Comprehensive Plan noted that over 1000 new housing units will be needed in the City in the next twenty years. Furthermore, the Ad-Hoc Affordable Housing Committee began meeting in early 2023 with the plan to help guide housing development in Plymouth over the next 10 years.

Over the past 10 months the Ad-Hoc Affordable Housing Committee collected information regarding the needs, opportunities, and challenges of housing in Plymouth. At the last meeting, the committee reviewed a draft priority list for consideration. The first recommendation from the Committee is the creation of an R6 zoning district in Chapter 13 to allow for the construction of multi-family residential buildings with more than 12 units. This proposal helps further both the implementation of the Comprehensive Plan and Strategic Plan.

The current R4 zoning district permits the construction of multi-family residential buildings with a maximum of 12 units with 50% building coverage. A maximum of 12 units per building is a potential constraint for development in Plymouth when compared to peer communities (Attachment 1) and in conversations with developers.

The potential creation of a new district does not rezone any property, it simply gives the Common Council the ability to do so should a request come forward in the future. A draft of a sample R6 district is included as Attachment 2. This draft will be modified subject to further staff and attorney review regarding site specifics (setbacks, frontage, etc...), but it provides a framework for Committee of the Whole discussion. In general, Staff proposes an R6 district include the following:

- Maximum of 28 units per building permitted, and a maximum of 56 units permitted per building with a conditional use permit.
- Minimum lot area per dwelling unit: 2,400 square feet. Minimum lot area per dwelling unit for Assisted living and nursing home facilities: 2,000 square feet.
- Maximum 50% building coverage.
- Height: 3 stories permitted with 4 stories permitted with a conditional use permit
- A traffic impact analysis (TIA) be required for proposed developments that meet any of the following thresholds:
  - (1) Developments proposing 100 or more dwelling units;
  - (2) Development proposing buildings requiring conditional use approval
- Off-street parking of 1.5 per dwelling unit.

**Staff Recommendation:** Recommend Staff prepare an R6 Zoning Code amendment for Plan Commission and Common Council consideration as described.

**Attachment:**

- 1. Comparable Communities
- 2. Draft R6 Zoning Code Amendment

**Attachment 1: Local Comparable High-Density Residential Zoning**

Sheboygan (Dwelling Units/Acres)

- Mixed Residential - 8: 8.00 du/acre
- Urban Residential -12 (New Structures): 12.00 du/acre

Sheboygan Falls

- R4 - Approval for over 4 units by conditional use (two 18 unit buildings recently constructed).

New Holstein:

- "R-3" Multiple-Family Residential District High Density - Multifamily dwellings above eight units (8+) permitted by right.

Howards Grove:

- M Multiple Residence District- Five-unit or more multiple-family dwellings with conditional use.

Kohler:

- 4-unit maximum building size

Port Washington:

- R-4: Multiple Family apartment houses not exceeding 36 units per structure nor more than 6 stories in height.

West Bend:

- RM-5 MULTI-FAMILY RESIDENTIAL DISTRICT - The minimum lot area shall be 2900 square feet for each dwelling unit.

Grafton:

- Residential-14 Zoning District 14.00 du/acre.
- Multi-Family Residential-20 Zoning District: 20.00 du/acre.

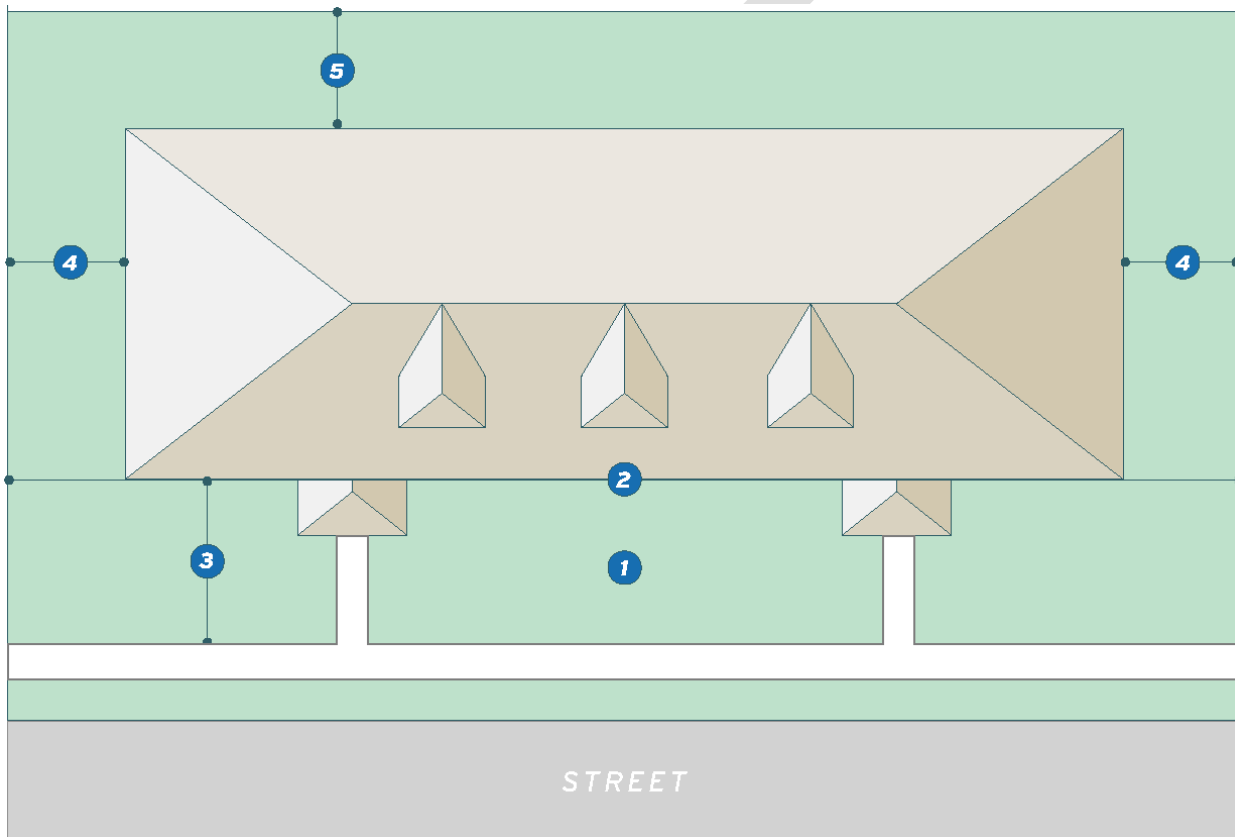
**Sec. 13-1-XX R-6 high density multi-family residential district.**

(Master Plan Reference: Mixed Residential)

- (a) *Permitted uses.* The R-5 district is intended to provide for larger building size and density for multi-family buildings as than the R-4 district. The following uses are permitted:
  - (1) Multiple-family dwellings.
  - (2) Governmental buildings not detrimental to the character of the residential area, not including sewage plants, garbage incinerators, warehouses, garages, shops, and junk or storage yards.
  - (3) Telephone and utility buildings, exchanges, and lines and transformer stations, excepting service garages and storage yards, and excepting microwave radio relay structures.
  - (4) Residential garage and accessory buildings and accessory uses customarily incident to the above uses, provided that no such use generates traffic or noise that would create a public or private nuisance, subject to section 13-1-140.
- (b) *Uses not requiring a principal building.*
  - (1) Public parks, playgrounds, and recreational uses such as nature trails, golf courses, tennis courts, baseball facilities, nature facilities, soccer facilities, picnic grounds, and other uses determined by the plan commission to be similar to such uses.
- (c) *Conditional uses.* The following uses are conditional uses pursuant to article E:
  - (1) Assisted living facilities.
  - (2) Nursing homes.
  - (3) Multiple-family dwellings exceeding unit and height maximums about outlined below
- (d) *Yard requirements for permitted principal and conditional uses within the R-6 district:*

Multi-Family Residential (R-6)	
<b>Lot Size* :</b>	
<ul style="list-style-type: none"> <li>• Minimum lot area (square feet): 7,200</li> <li>• Minimum lot area per dwelling unit (square feet): 2,400. Minimum lot area per dwelling unit for Assisted living and nursing home facilities (square feet): 2,000</li> <li>• Multi-family residential dwellings permitted maximum is 28 dwelling units for each building structure located upon a lot or parcel. Multi-family residential dwellings permitted minimum is 13 dwelling units for each building structure located upon a lot or parcel. Multi-family residential dwellings with a conditional use permit maximum is 29 to 56 dwelling units located upon a lot or parcel.</li> <li>• Multi-family residential maximum 56 units dwelling units for each building structure</li> </ul>	
Lot frontage (1)	60 feet
Minimum lot width at building line (2)	80 feet
Maximum lot coverage of all buildings	50%
<b>Yard Setbacks:</b>	
Minimum front yard (3):	20 feet
Minimum rear (5):	25 feet
Rear Yards Adjoining or Adjacent to R-1, R- 2, or R-3 Districts	40 feet Min.
Minimum side	

Principal use (4)	8 feet
Side Adjoining or Adjacent to R-1, R- 2, or R-3 Districts	15 feet min
Accessory use	5 feet
Adjoining or Adjacent to R-1, R- 2, or R-3 Districts	10 feet min
<b>Structure Height:</b>	
Maximum Principal:	45 feet (buildings over 3 stories require conditional use)
Maximum Accessory:	20 feet



(e) *Building requirements.*

- (1) Minimum dwelling unit floor space.
  - a. Six hundred square feet per dwelling unit on any one floor for a multifamily dwelling.
- (2) Multiple building placement. Each principal building on a single lot shall maintain the minimum front yard, rear yard, and side yard requirement (except as noted in sub a. below) as established herein. Each such building shall be so placed upon such lot so as to maintain such minimum lot requirements unto itself.
  - a. Interior side building setbacks apply only to end units (i.e., on nonattached side). Driveways must be set back at least two feet from interior side lot lines.
- (3) Minimum principal building width. 24 feet.

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- (4) All commercial operations and activities of all uses shall be conducted wholly inside a building or structure, except as listed within this district.
  - (f) *Off-street parking required.*
    - (1) Residential. Minimum 1.5 per dwelling unit.
    - (2) Places of public gathering. Minimum one per five seats.
    - (3) All off-street parking must be paved using bituminous or cementitious material. Alternatively, green pavers or hardscaped materials may be approved with permission granted by the zoning administrator.
  - (g) *Tree plantings.* All trees planted after February 1, 2004, shall be set back a minimum of six feet from the public right-of-way line.
  - (h) A traffic impact analysis (TIA) is required for proposed developments that meet any of the following thresholds:
    - (1) Developments proposing 100 or more dwelling units;
    - (2) Development proposing buildings requiring conditional unit approval

DRAFT