

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Conditional Use with exceptions by Matter Development to construct a Senior Living Community at the southeast corner of Taylor Drive and Geele Avenue (Parcel #59281631481). UR-12 Zone.

REPORT PREPARED BY: Ellise Rose, Program Assistant

REPORT DATE: July 21, 2023

MEETING DATE: July 25, 2023

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:

Matter Development is proposing to construct and operate a Senior Living Community located at the southeast corner of Taylor Drive and Geele Avenue (Parcel #59281631481). The applicant states the following:

- The subject site is a portion of the 25-acre property currently owned by the Sheboygan School District in conjunction with the proposed project by Froedtert on the adjacent parcel located immediately south of the subject property. The subject property is identified as Lot 1 in the attached certified survey map by Chaput Land Surveys and is 6.351 acres of unimproved land.
- In March, 2023, the site was rezoned to Urban Residential (UR-12) which permits a senior living development with approval of a conditional use.
- The developer has extensive experience in the development and operation of senior housing communities with its most recent projects in Oconomowoc, Mequon, and Pewaukee, along with other senior living communities in operation and development throughout Wisconsin and Minnesota.
- The proposed Sheboygan community will be operated by Wauwatosa-based senior living operator Koru Health ("Koru"), an entity affiliated with Matter. Koru, as the preferred operator for Developer, is a rapidly growing company managing over 1,000 units of IL, AL, and MC for the partnership. The principals of Matter and Koru have been working together for more than 14 years, including for some of the largest senior living developer/owner/operators in the Midwest.

- Matter Development is proposing a 187-unit senior continuum of care community on the 6.351-acre site located at the Southeast corner of Taylor Drive and Geele Avenue. The Project would include a mix of independent living (IL), assisted living (AL), and memory care (MC) units. Below is a breakdown of the total number of units:
 - Independent Live: 120 Units
 - Assisted Living: 45 Units
 - Memory Care: 22 Units
- The 6.351-acre site is ideally located with excellent regional connectivity and access to a vibrant and powerful commercial corridor, including:
 - Healthcare services. In addition to working alongside Froedtert as it dramatically grows its footprint and offerings in Sheboygan, the subject site is located in a corridor long associated with medical care, including St. Nicholas Hospital, Prevea Health, Ascension, and numerous independent physician practitioners. The new Aurora Medical Center is only 2.5 miles from the property.
 - Neighborhood/national retail including financial, groceries, restaurants, coffee shops, entertainment, boutique shopping, and wellness centers.
 - Numerous religious offerings
- As the phases are developed, the project will provide opportunities for residents to "Age-in-Place" as their needs change. The building is divided into wings to intentionally facilitate the safety of residents in smaller groups, but connected to accommodate higher quality of care and aging in place – especially for couples where each spouse requires a different level of care. The development includes apartment residences for those who need assistance with daily living activities, and a separate secure wing for residents with Alzheimer's disease, dementia, and related memory loss.
- The main common area offers all residents opportunities for dining, wellness, and activity programming while the secure MC wing features its own separate and intentionally programmed common area. Residents are free to use any common area throughout the building that they choose. Support spaces are located throughout the building and include:
 - Administrative offices and resident space
 - Commercial kitchen
 - Dining rooms
 - Activity and wellness/fitness/therapy areas
 - Sunroom and lounge spaces
 - Salon
 - Theatre
 - Spa bathing rooms
 - Facility support spaces (maintenance, housekeeping, laundry, storage)
- Resident units include studio, one-bedroom, one-bedroom plus den, and two-bedroom plans. Residences will range in size, including:
 - 300-550 sq. ft. MC studio suites
 - 500-980 sq. ft. AL suites (both one and two-bedroom plans)

- 824-1,532 sq. ft. IL residences (one-bedroom, one-bedroom plus den, and two-bedroom plans)
- Initially, services offered to IL residents in Phase 1 will be limited to housing, social activity programming, and ala-carte services (such as periodic housekeeping). As the AL and MC phase is developed, offerings will grow into a wide variety of services to residents of the community based on their individual needs, and will include (but not be limited to):
 - Dining services, which may include up to three meals per day plus snacks, depending on desire and the Level of Care necessary
 - Varying packages of personal and health services
 - Personal laundry and linens
 - Housekeeping
 - Activity and wellness programming
- Phase 1 of the project is not proposed to be licensed with the State of Wisconsin Department of Health (DHS) for assisted living initially, but may include a limited Residential Care Apartment Complex (RCAC) license at a future date in order to facilitate aging in place services.
- Phase 2 of the project is proposed to be licensed as an RCAC for assisted living, and a Class C (CNA) community-based residential facility (CBRF) for memory care that allows for the greatest level of long-term care flexibility.
- Phase 1 of the Project includes four-stories of independent living units along with a vaulted single-story wing that will house the common area amenities.
- Phase 2 of the Project will be a one-story memory care wing and a three-story assisted living addition.
- Appropriately placed uniform architectural elements will give appeal to the building from all angles and provide depth and shadow around the building. The shape of the building provides numerous opportunities for resident patios and courtyards. Decorative parapet walls of varying height changes around the structure to create variation and visual accents.
- The building's first phase is planned with a total of 198,850 square feet (including the underground parking). The area of the first-floor footprint is 43,491 square feet, and includes a two-story lobby and other open-ceiling elements. The building's second phase is planned to be approximately 25,497 square feet, split between assisted living and memory care uses.
- Access to the site is proposed via a single access point on Taylor Road via a shared access drive with the Froedtert project immediately south.
- The proposed site lighting plan includes parking lot lights, wall packs, up-lights, and bollards. A photometric site plan and lighting cut sheets have been provided which shows no light transmission onto neighboring property. Parking lot, drive aisles, and bollard lights have cut-off design to reduce light pollution for the enjoyment of area residents and wildlife.
- Perimeter doors to the building will always be locked. The front entry to the building may be unlocked during normal staffed business office hours for residents, visitors, and approved vendors. Staff at the building will regularly monitor visitor and vendor traffic.
- Once the main office is no longer staffed (approximately 5-7pm), the main entry will be equipped with an access control system with either keys, codes, or access fobs.

- Once Phase 2 is constructed, the building will be staffed 24 hours per day. The MC wing will have a separate entrance requiring a code or key fob for entry and exit (mainly for staff and families) and will be equipped with an internally alarmed delayed egress system. MC windows will be equipped with opening limiters to prevent resident elopement. Phase 2 will feature a secure fenced courtyard, so residents can safely enjoy being outside.
- The Project will operate continuously, 24-hours per day. Once assisted living and memory care services are provided in the building, staffing will operate on a system of three staggered shifts, which allows for better resident care continuity. The number of staff at the building will be lower upon opening, ramping up with resident occupancy and upon completion of the second phase. It is anticipated that the number of staff on site will be approximately 22 staff members around the clock once the project is fully built out.
- The on-site staffing plan includes: a full-time Executive Director, other administrative staff, resident care and nursing staff, food & beverage, housekeeping, maintenance, activities/resident relations, and sales.
- The proposed parking consists of both underground and a surface lot at the front of the building, with a total of 143-stalls (with four ADA-parks). The underground parking includes 91 stalls for residents, and the surface parking lot includes 52 stalls for residents, staff, visitors, and vendors.
- Deliveries to the building will be infrequently made and will approach the commercial kitchen and facilities access point at the southeast corner of the building. Most deliveries will be made by van or short box truck and are anticipated to include daily mail/UPS/Fed-Ex, trash pick-up (from the underground parking garage), and food/supplies delivery. Each of the foregoing deliveries are anticipated 1-2 times per week, depending on the needs of the building's operation. Food deliveries are typically made twice per week, and supplies are typically delivered once per month.
- The community will be for-profit owned and will therefore be subject to local property and other taxes. The total project value is estimated at approximately \$40 million, and the total duration of the construction will be approximately 20 months.

STAFF COMMENTS:

The Plan Commission should be aware that the applicant is proposing to construct the new Senior Living Community on Lot 1 of parcel #631481 and Froedtert will be constructing a new medical center on Lot 2 of parcel #631481 with a share drive. These lots will be splitting into separate parcels. The applicant will need to provide a CSM and a shared access/parking, utility, etc. easement or agreement prior to issuance of a building permit.

The applicant indicates there will be new signage but nothing has been submitted 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.

The applicant is requesting the following exceptions:

- The applicant is proposing to utilize a 9' x 18' on-site parking stall size. Similarly, parking drive aisles will be 24'-0" wide, with allowance for a 26'-0" wide main ring road width – The minimum stall depth is 18.5' and minimum aisle width is 26'.

- The applicant is proposing 143 on-site parking stalls – The minimum on-site parking for this project would be 302 stalls.
- The applicant is proposing a building height equal to 55 feet - Maximum building height is 35 feet (can exceed 35 feet with conditional use permit).
- The applicant is proposing two monuments signs, one by the shared entrance on Taylor Drive and one on the corner of Taylor Drive and Geele Avenue – The maximum permitted number of monuments signs per lot is one per each street frontage.

ACTION REQUESTED:

Staff recommends approval of the conditional use permit and exceptions 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, demolition, fire, water, sewer, storm drainage, health, hazardous materials, State of Wisconsin, Federal, 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. Applicant shall meet all zoning requirements including but not limited to noise, vibration, hazardous materials, etc.
3. Applicant shall obtain all necessary permits for the construction, the storage and the handling of hazardous chemicals and/or fuels (applicant shall be in contact with building inspection, fire department, etc.).
4. Submittal and approval of a proposed storm drainage plan prior to building permit issuance.
5. Submittal and approval of a proposed landscape plan prior to building permit issuance. Applicant will submit a landscape plan that addresses all four (4) landscaping requirements. Landscaping shall be installed prior to issuance of an occupancy permit.
6. 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.
7. Outdoor storage of materials, products or equipment shall be prohibited (except as authorized/approved by the Plan Commission).
8. 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.).
9. All new lighting shall be installed per Section 15.707 of the City of Sheboygan Zoning Ordinance. There shall be no spill-over of light and glare on operators of motor vehicles, pedestrians, and land uses in the vicinity.
10. 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.
11. Applicant shall be permitted to install individual letter signs – no cabinet or panel signs.
12. All areas used for parking or maneuvering of vehicles shall be paved (no gravel permitted).
13. All areas that are not required to be paved shall be landscaped with grass and/or approved landscaping.
14. Any work within City of Sheboygan Public rights-of-way, stormwater easements, etc. shall be discussed with the City Engineering Department and constructed to standard City

specifications (including, but not limited to, new street improvements, new and/or closed ingress/egress driveway openings, driveways over storm water easements, curb, gutter, sidewalk, pavement, utilities, retaining walls, street trees, etc.).

15. Any new ingress/egress driveway openings and any drives to be closed or modified shall be improved to standard City specification.
16. 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.).
17. Applicant shall immediately clean any and all sediments, materials, tracking, etc. that may be spilled off-site on private or public lands and streets.
18. Streets and infrastructure damaged and/or disturbed during construction of all private and/or public improvements shall be promptly repaired by the applicant.
19. All vehicles, equipment, materials, products, etc. shall be located on the applicant's property (no storage on public rights-of-way).
20. It will be the applicant's responsibility to work with all private and public utilities in order to provide easements and/or relocate utilities as necessary.
21. Applicant shall adequately address all Sheboygan Water Utility concerns related to this development.
22. Applicant shall adequately address all Fire Department concerns related to this development.
23. Prior to building permit issuance, the City of Sheboygan Architectural Review Board shall review/approve the proposed building design.
24. 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, architectural review, etc. reflecting those amendments.

ATTACHMENTS:

Conditional Use Permit Application and Attachments