

Memorandum

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To: Rodney Scheel, City of Stoughton Director of Planning and Development
From: Jim Bricker, JSD Professional Services
Re: Kettle Park West Phase 2 Land Division and Rezoning
JSD Project #: 15-7018
Date: January 14, 2016
cc: Dennis Steinkraus, Forward Development Group

Introduction

Enclosed are submittal materials for Phase 2 of the Kettle Park West development ("KPW 2") northwest of U.S. Highway 51 and STH 138. Specifically, we submit a rezoning request for the land in Phase 2, as well as a land subdivision proposal via Certified Survey Map (CSM) and a preliminary and final plat, for formal review and placement on the soonest possible Plan Commission and City Council agendas for approval. Concept plans were submitted to City staff in December and presented to the Plan Commission on January 11, 2016, and is in the process of being vetted with the Parks and Recreation Committee. We request City review and placement on the soonest possible Plan Commission agenda for action, with the hope of a public hearing on the rezoning and plat on March 14. We anticipate being able to address staff's concerns in time for that meeting.

These submittals represent our efforts to create a vibrant mixed-use neighborhood in Kettle Park West, with a new phase that provides residential options to complement the commercial developments that are underway in the Phase 1 Commercial Center, as well as open space amenities that will enhance and protect natural resources and provide recreational opportunities. We are excited to build upon the successful planning done for KPW Phase 1, and to bring the first new rooftops to this new city neighborhood.

Overview of Land Division Strategy

Use Statement and Zoning

As the enclosed concept plan shows, we propose a mix of multi-family and single-family residential land uses, senior housing that would contain a mix of assisted/institutional living and standard age-restricted apartments, sites for a hotel and office uses, and neighborhood park and trail amenities. The *51x138 Westside Neighborhood Plan* envisions the area as a mix of employment-focused business, neighborhood scale retail services and mixed-use, neighborhood park, single-family residential, and moderate and high-density residential. While the proposed land uses vary slightly from how they are represented in the Neighborhood- and Comprehensive Plan maps, the proposal is substantially similar to the planned land uses and consistent with the overall vision.

Where it varies from the *Neighborhood Plan*, the proposal would place more of the neighborhood's density in the center of the development, and closer to the commercial uses in the east, while still transitioning nicely from high to low-density. The Comprehensive Plan advises "relatively consistent" densities to transition nicely between land uses. The Neighborhood Plan calls for single-family densities of 5-6 DUA, up to 24-32 DUA for multi-family (including senior housing), and an overall density of 15.3 DUA (based on estimated 428 dwelling units on 28 acres). At the concept plan review stage, we compared the Urban Service Area Amendment (USAA) approved in 2011 to the approved 2012 Neighborhood Plan, and the KPW Master Plan. The overall residential

density we expect for Phase 2 is 10.7 DUA, which is in between the minimum 5-6 DUA estimated in the USAA and the 15.3 DUA proposed by the *Neighborhood Plan*.

The analysis done by CARPC staff for the 2011 USAA suggested a total of 213 residential units within KPW (which contained Phases 1 and 2, but only Phase 2 contains residential). The current submittal suggests a potential total of 492 units in Phase 2 (582 potential total minus the 90 in a future phase, which is not yet within the urban service area). After the USAA was approved, FDG worked with City staff to refine the KPW concept plan as part of the neighborhood planning process, and current City plans suggest 428 total units in KPW. We believe that the additional density will not pose a problem at CARPC, and that the need expressed in the recent FUDA study and elsewhere for additional housing options, as well as additional school enrollments, justifies additional housing units. This is especially true given that residential construction will be phased, and the specific size and timing of development will likely be dictated by the market.

The lands in KPW 2 are currently zoned by Stoughton as “rural holding” (see Current Zoning map). The proposed zoning would enable the construction of apartments, single-family homes, commercial uses, and park spaces as proposed. We intend to use conventional zoning districts for KPW 2. Based on current talks with a potential developer for the senior housing site, it is possible that additional units will be requested in the future, requiring a conditional use or planned development process. We believe the proposed zoning reflects the City’s vision as reflected in both the *Comprehensive Plan* and the *51x138 Westside Neighborhood Plan*. The rezoning proposal, submitted separately, provides more details.

Public Improvements and Environmental Features

When the USAA was approved by CARPC in 2011, the entire USAA area was assumed to need 42+/- acres of environmental corridor, with 19+/- of those acres in the residential phase (an area roughly approximate to the proposed plat area, and excluding the kettle/wetland area). Most of that corridor was for stormwater management. Since that time, more detailed site analysis and stormwater engineering has been done, and less acreage was needed for stormwater infrastructure in Phase 1 than early conservative estimates (to date, 17+/- acres has been approved for Phase 1 and is under construction, not counting on-site facilities on individual commercial sites). The size of the kettle/wetland area has remained steady. Based on the current Master Plan vision, we propose 34+/- acres for environmental corridor within the entire development. Actual stormwater acreages will be based on detailed engineering studies and permitting standards, and the final e-corridor delineations will be based on CARPC criteria and wetland delineations.

The site will be graded to provide positive drainage to the kettle through a storm sewer and surface system. Treatment and runoff rate control will be provided in basins adjacent to the kettle. Infiltration will be provided on the high density residential and commercial lots. The kettle restoration will mitigate impacts of the development and associated disturbances and/or fills. The sanitary sewer, water main extensions, and storm sewer system will follow the proposed road network. The roadway network will include extension of Jackson Street, Oak Opening Drive from the north property line to a cul-de-sac south of Jackson Street. Rights of way will include extensions of sidewalks and multi-purpose paths constructed in Phase 1, street trees and street lighting.

A stormwater management plan is included in this submittal. The stormwater system is being designed in accordance with the requirements of City of Stoughton Ordinances, Wisconsin Department of Natural Resources Regulations and the Capital Area Regional Planning Commission (CARPC) guidance provided in the Urban Service Area Extension approval. The stormwater system will operate in conjunction with the naturally occurring kettle and its associated wetlands. The system is being designed to treat stormwater to remove Total Suspended Solids, oil and grease and other contaminants prior to being discharged to the kettle, considered waters of the state. Additionally, the stormwater system is being design to infiltrate runoff in accordance the referenced requirements through a combination of on-site infiltration on properties and regional infiltration for streets and other improvements not associated with lot development.

The kettle and its associated wetlands are being designed to be managed by the stormwater system to control water surface elevations in and around the kettle to preserve and enhance the function of those wetlands. This is being designed to be accomplished through a combination of the regional infiltration system and an

emergency overflow pumping system for significant rain events. The final design of these components of the system will be reviewed and/or approved by the City of Stoughton (Stormwater Management Plan approval), CARPC (as part of the Section 208 sanitary sewer extension approval) and the Department of Natural Resources (Individual Wetland Fill/Disturbance permit, WPDES permit for the emergency pump discharge, and the Construction Stormwater Notice of Intent approval). The intent of the Developer is to mitigate impacts to the kettle, its associated wetlands and any other wetland fills by enhancement of the existing wetland complex. This design will be reviewed and approved by the City of Stoughton and WDNR as well as being reviewed by CARPC as part of their action on the Section 208 sanitary sewer extension approval.

The preliminary plat has been sent to the following area utilities for review and comment:

Alliant Energy
AT&T
Stoughton Utilities
Charter Communications

Due to changes to the plat layout on January 13, we submitted plans today and are waiting for their comments.

Preliminary and Final Plat Area

The plat area contains 58+/- acres of land that were part of the Mabie farmstead. It consists of 5 lots designated for high-density residential (Lots 18-21 unrestricted, and Lot 17 senior multifamily housing, a total of 14.7+/- acres), 5 lots designated for moderate-density multi-family residential (a total of 7.8+/- acres), 42 single-family residential lots, a 10.3+/- acre neighborhood park, a 1.7+/- acre lot for office use, and a 4.7+/- acre lot for hotel use. In addition, the plat contains public street right-of-way to provide access to lots within the plat area and to adjacent lands.

CSM Area

In addition to the plat, a CSM is proposed to divide the remaining lands in KPW 2. This land is proposed to be divided by CSM since Oak Opening Drive is not proposed to be constructed at this time, and dedication of right of way to Highway 138 will occur at a later date.

The proposed CSM comprises 24.3+/- acres, extending from the future extension of Jackson Street in the west, to Highway 138 right-of-way in the south, and from the edge of Kettle Park West Phase 1 Commercial Center in the east, to the Dvorak residential property to the west. The CSM consists of a 6.7+/- acre lot that is proposed for moderate-density condo housing, 15.7+/- acre Outlot 1 that contains the kettle pond, and 0.9+/- acre Outlot 2 proposed for open space and future right-of-way. Outlot 1 is proposed to remain as open space, with the pond and surrounding wetlands designated as environmental corridor, with opportunities for limited public access. Additional areas within Outlot 1 are planned for stormwater management infrastructure, and a public trail will circle the pond and connect to surrounding areas. For public streets, the CSM would dedicate right-of-way for a segment of Oak Opening Drive to serve the proposed residential development (as a cul-de-sac, as a temporary measure until other land develops in the area).

We look forward to your review and feedback on this proposal, and to working with you to make Phase 2 a success.