

**51-138 WESTSIDE
DETAILED NEIGHBORHOOD PLAN**

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Executive Summary

The 51 x 138 Detailed Neighborhood Plan articulates a framework to guide the planning and design of future re-development and development of land that is generally west of and within 1500 feet of the United States Highway (USH) 51 and Wisconsin State Highway (STH) 138 intersection – both highways are key arterial routes connecting the City of Stoughton to the Madison Metropolitan Area. The plan describes the general layout of land use, public infrastructure, and design guidelines to support the creation of viable sites for commercial and residential development, and to establish attractive visual character and aesthetics with an emphasis on quality architecture, construction materials, and landscaping. The development character and guidelines described in the Plan are considered to be the baseline for the future preparation of more refined site master plans addressing specific properties and locations within the Planning Area.

The Neighborhood Plan encompasses approximately 295 acres. Development in this area will be predominately commercial in character along the highway frontages and will transition to planned residential uses as distance from the highways increases. When ultimately built out, generalized land use in the Planning Area is anticipated to be:

	Acres	%
Residential Neighborhoods <small>(including civic uses)</small>	78	26%
Neighborhood Commercial Centers	9	3%
Community Scale Commercial	46	16%
Employment Focused Uses	43	15%
City Utility Substation	4	1%
Open Space <small>(including parks, conservancies, and stormwater mgt)</small>	44	15%
Street and Highway Rights-of-Way (ROW)	<u>71</u>	24%
	295	

This Detailed Neighborhood Plan has been prepared with the guidance of the City Planning Commission, satisfies the requirements of Section 78-205 (e)(4 and 5) of the Zoning Ordinance, and is intended to be interpreted as a component of the City of Stoughton Comprehensive Plan.

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Separate supporting reference documents:

KPW Preliminary Traffic Impact Analysis Report (Dated: 7 October 2011)

KPW Preliminary Stormwater Management Plan (Dated: 27 December 2010)

Part I – Planning Context, Considerations, and Strategies

BACKGROUND AND CONTEXT

In 2007, the City entertained initial conversations with several property owners in the vicinity regarding the potential development of a mixed use residential and commercial neighborhood encompassing the northwest quadrant of the USH 51 x STH 138 intersection and the extension of municipal utilities and services. Due to various factors, these discussions did not progress beyond the initial/informal discussion phase.

In 2009, the Forward Development Group, LLC (FDG) brought forth a new development proposal that was initially focused primarily on creating a commercial center on the 23+/- acres of land immediately adjoining the northwest corner of the USH 51 x STH 138 intersection. Through multiple cooperative discussions between the City and FDG, the proposed conceptual commercial center morphed into a larger development concept that would anchor the City’s plan for mixed use development west of USH 51. In late 2010, the City and FDG jointly sought, and eventually obtained, approval of a 192+/- acre Urban Service Area Amendment (USAA) from the Capital Area Regional Plan Commission (CARPC) which enables the future extension of sanitary sewer infrastructure into the area. (see Appendix 2)

Upon the successful conclusion of the USAA process, FDG determined that there was sufficient community and investor confidence to support continuing the planning and engineering design studies necessary to pursue the annexation and the necessary zoning and land division approval procedures to initiate the eventual development of the property. To date, these studies include: a Preliminary Stormwater Management Plan (presented to and reviewed by CARPC), and a Traffic Impact Analysis (presented to and reviewed by the Wisconsin Department of Transportation WisDOT).

The current iteration of the concept plan for the FDG proposal is now referred to as Kettle Park West. The initial phase of this project encompasses approximately 85 acres, and includes the following generalized land uses:

Residential Neighborhood	15
Commercial	27
Office	9
Public Park	3
Open Space	23
<small>(including stormwater mgt and conservancy)</small>	
Street ROW	8
<small>(not including USH 51 or STH 138)</small>	
Total	85 Acres

The current concept plan for Kettle Park West is attached as Appendix 1.

The City's Zoning Ordinance requires the preparation of this Detailed Neighborhood Plan since the area designated for commercial development within the Kettle Park West could potentially accommodate several commercial buildings that could exceed a combined total of 80,000 square feet of gross floor area (GFA).

PLAN PREPARATION PROCESS

As noted the conceptual planning and USAA for the proposed Kettle Park West development has been publically discussed by the City and CARPC since the fall of 2010, including: 5 meetings by the Stoughton Planning Commission (including a joint meeting with the Town of Rutland), 1 meeting of the Stoughton Common Council, 4 meetings before the CARPC board and 3 presentations to local community groups. Since the USAA approval by CARPC, FDG has refined the concept plan for Kettle Park West, and has meet collaboratively with City Staff on numerous occasions, and has presented project progress reports and conceptual layouts for the 51 x 138 Westside Detailed Neighborhood Plan at City Planning Commission meetings in November and, December 2011, and January 2012.



PLANNING AREA CHARACTERISTICS

Planning Area

Section 78-205 of the Zoning Ordinance requires that a Detailed Neighborhood Plan must be prepared for areas within 1500 feet of the proposed Kettle Park West Commercial Center, and other nearby lands as determined by the Plan Commission and Common Council.

The Planning Area for the 51 x 138 Westside Detailed Neighborhood Plan, as established by the Plan Commission, includes lands located in:

- the southeast quarter section of Section 1, Town 5 N, Range 10 E (Town of Rutland), and lands accessed from the existing frontage road (Hults Road) located west of USH 51 north of Jackson Street extended,
- the north half of the northeast quarter section of Section 12, Town 5 N, Range 10 E (Town of Rutland), and
- the northwest quarter of the northwest quarter of Section 7, Town 5 N, Range 11 E (Town of Dunkirk) west of Hoel Avenue.

The westerly boundary of the planning area is co-terminus with the western boundary of the Planned Land Use Map that is part of the adopted City Comprehensive Plan.

Within this Planning Area, the Plan must address land uses, provision of multi-modal transportation, utility, stormwater management and community character elements that support the objectives of the City’s Comprehensive Plan. Additionally, the 51 x 138 Westside Detailed Neighborhood Plan will incorporate considerations for street/traffic circulation and linkages to City Collector Streets (West Milwaukee Street, Hoel Avenue, and Roby Road) that are outside of the delineated Planning Area.

Existing Land Use

Within the planning area the existing generalized land use includes:

	<u>Acres</u>
Rural Non-farm residential	24
Mixed Use Commercial	2
(upper level residential)	
Commercial	31
Transportation, Communication, Utilities	--
Agriculture	<u>205</u>
Subtotal	262
Highway ROW	<u>33</u>
Total	295

The Planning Area is divided north from south by the STH 138 ROW. The sub-area north of STH 138 totals approximately 175 acres; the sub-area south of the highway is approximately 120 acres.

Existing Transportation Network

Access to the 51 x 138 Westside Planning Area is provided by:

Arterial Highways:

USH 51 – A two/four-lane highway which carried 9200 vehicles per day in 2009

STH 138 – A two lane highway which carried 8900 vehicles per day in 2006

City Collector Streets:

Roby Road/Deer Park Road

Jackson Street

Hoel Avenue

Terrain and Drainage

Though located in the Yahara River and Lake Kegonsa sub-watershed of the Yahara River Watershed/Lower Rock River Basin the vast majority of the Planning Area is internally drained to a kettle wetland that is located just to the north of STH Hwy 138. The nearest perennial stream is the Yahara River which is located approximately 1.5 miles to the east.

According to the Wisconsin Geological Survey, the terrain of the Planning Area is classified as an undulating hummocky moraine and outwash plain complex with scattered lake plains. This area is located in an area referred to as the East Johnstown-Milton Moraines. When the glacier receded these moraines contained large blocks of ice which created kettles and potholes as they melted. The 9.2 acre kettle wetland located just north of STH 138 is a remnant of a glacial kettle.

Approximately 154 acres (51 %) of the Planning Area drains into this kettle wetland (which by definition has no outlet). There are an estimated 30 additional acres outside of the Planning Area boundary draining to this kettle.

Approximately 20 acres of the Planning Area drains to other kettles located to the northwest and southwest and an estimated 127 acres appears to drain into the City's current stormwater management infrastructure.

Surface elevation within the Planning Area ranges from 902 (feet above sea level) at the kettle wetland, to 946 in the far northwest corner. For reference, the Jackson Street x USH 51 intersection is approximately elevation 910.

Soils.

According the Natural Resource Conservation Service (NRCS) Soil Survey of Dane County, the two soil associations in the Planning Area are: the Dodge-St. Charles-McHenry Soils Association, and the Batavia-Houghton-Dresden. These soils are generally deep silt loams underlain by sands, gravel and glacial till. These soils are generally productive farmland with corn being the most common crop.

Wetlands.

The Wisconsin Wetland Inventory describes the noted wetland as a palustrine wetland with open, standing water and an adjacent excavated pond. In 2007, these wetland resources were further delineated by Natural Resources Consulting (now Stantec) as an 8.7 acre isolated wet meadow associated with and surrounding a shallow open water pond (Wetland 1) and a one-half acre isolated, depressionnal, farmed wetland area that surrounds a small excavated pond (Wetland 2).

The NRC report describes Wetland 1 as a wet meadow community with areas of exposed mudflat that transitions to open water and is dominated by Pennsylvania knotweed and invasive reed canary grass. The margins of portions of the wetland have been farmed and portions have been plowed and/or treated with herbicide. Wetland 2 is described as an excavated pond farmed up to the pond edge with pockets of invasive reed canary grass. The hydrology of both wetlands is maintained by shallow groundwater and local surface water runoff. Both wetlands are considered to be “waters of the state”.

Endangered Resources

The WDNR Bureau of Endangered Resources maintains a data base representing the known occurrences of rare species and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (NHI). While it is likely that the landscapes in the Town of Rutland provide a variety of suitable habitats, no portion of the Town has been identified as having any occurrences of endangered and/or threatened species.

NHI, has specifically determined that there is not any suitable habitat within the Kettle Park West area to indicate the presence of endangered species, and further action to comply with state and/or federal endangered species protection requirements is not necessary.

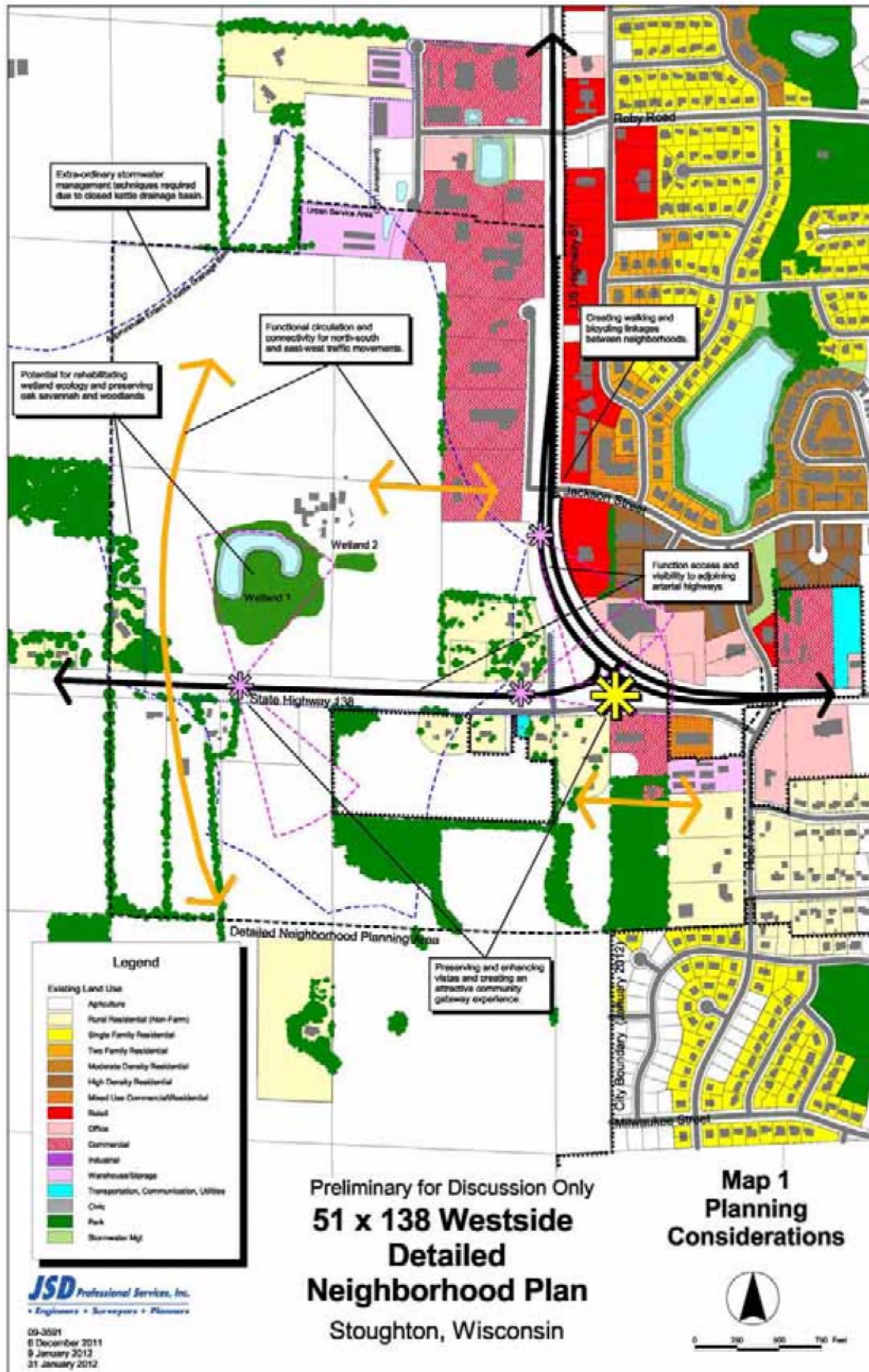
Woodlands.

As shown on Map 1, there are three separate woodland areas within the Planning Area that appear to meet the City’s criteria to warrant special attention in the planning of future development. No determination has been made to ascertain the quality or health of these wooded areas.

Designated Environmental Corridors

As an element of the USAA approval process, CARPC has designated the kettle wetlands and an adjoining 75 foot wide buffer area as Environmental Corridor. In addition to this corridor CARPC also delineated an environmental corridor to include the proposed stormwater infiltration basin(s) based on the initial preliminary stormwater management plan for Kettle Park West. As development plans are finalized, it is anticipated that the environmental corridor delineations will be refined as necessary in consultation with DNR and CARPC.

The CARPC Environmental Corridor Map is attached as Appendix 2.



APPLICABLE CITY PLANNING GOALS, OBJECTIVES AND STRATEGIES

The City of Stoughton Comprehensive Plan, adopted in 2005, articulates general development policies for lands within the City boundary and peripheral areas. These policies are outlined as Goals, Objectives, Policies, and Recommendations. The following excerpts from the Comprehensive Plan are applicable to the development concepts proposed for the Planning Area.

Economic Development

Goals:

- Attract and retain businesses that enhance Stoughton’s desired “small city” character.
- Strengthen and diversify the non-residential tax base and employment opportunities.

Objectives:

- Continue to provide a strong supply of easy to access, serviced and developable land in the city devoted for industrial and commercial land uses.
- Provide for planned commercial development in concentrated areas and discourage unplanned, incremental strip commercial development along major community corridors, particularly along portions of US51, on both the west and east sides of the community.
- Improve the quality of new non-residential development in community entryway corridors, and particularly at community gateway locations.
- Diversify the range of employment opportunities available in the community, with particular focus on skilled professional and technical jobs.

The Plan notes that the City is similar to many other communities around Madison in that there is a mis-match between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary automobile trips, as residents of the City travel outside the community for much of their shopping. A greater quantity and variety of everyday retail shopping geared specifically toward the local market would help re-circulate local wealth while bolstering City tax revenues. More local shopping and employment would also put less strain on regional roads (e.g. USH 51 and STH 138) resulting in less auto pollution and greater convenience. Much of this new retail could be accommodated within the proposed westward expansion of the commercial development (shown in the Planned Mixed Use land use category on the City’s west side, and within the Planned Business and Neighborhood Business areas shown on the east side.

Land Use

Goal:

- Enhance and maintain the City’s unique neighborhoods.

Objectives:

- Design livable neighborhoods in Stoughton that are pedestrian oriented and are generally located within a ten minute walk of a public park or open space area.
- Discourage high traffic volumes and speeds in residential neighborhoods
- Design new neighborhoods so that they are centered around civic spaces such as parks, schools, churches, monuments, and similar features.
- Prohibit incompatible land uses from locating within or next to residential neighborhoods
- Protect and enhance Stoughton's economic independence

Goal:

- Maintain the City as a predominantly single family community.

Objectives:

- Incorporate general neighborhood design standards to provide for a minimum of 65 percent single family dwelling units, a maximum of 20 percent multiple family apartment dwelling units, and a maximum of 15 percent attached single family duplex two-flat, townhouse and condo dwelling units in each new "planned neighborhood".

Goal:

- Preserve and establish visually attractive development

Objectives:

- Preserve and re-establish attractive gateways and entryways into the community.
- Establish high design standards in the City's Zoning Ordinance for building, landscaping signage exterior lighting, building materials and parking lots.

Goal:

- Create an efficient and sustainable development pattern.

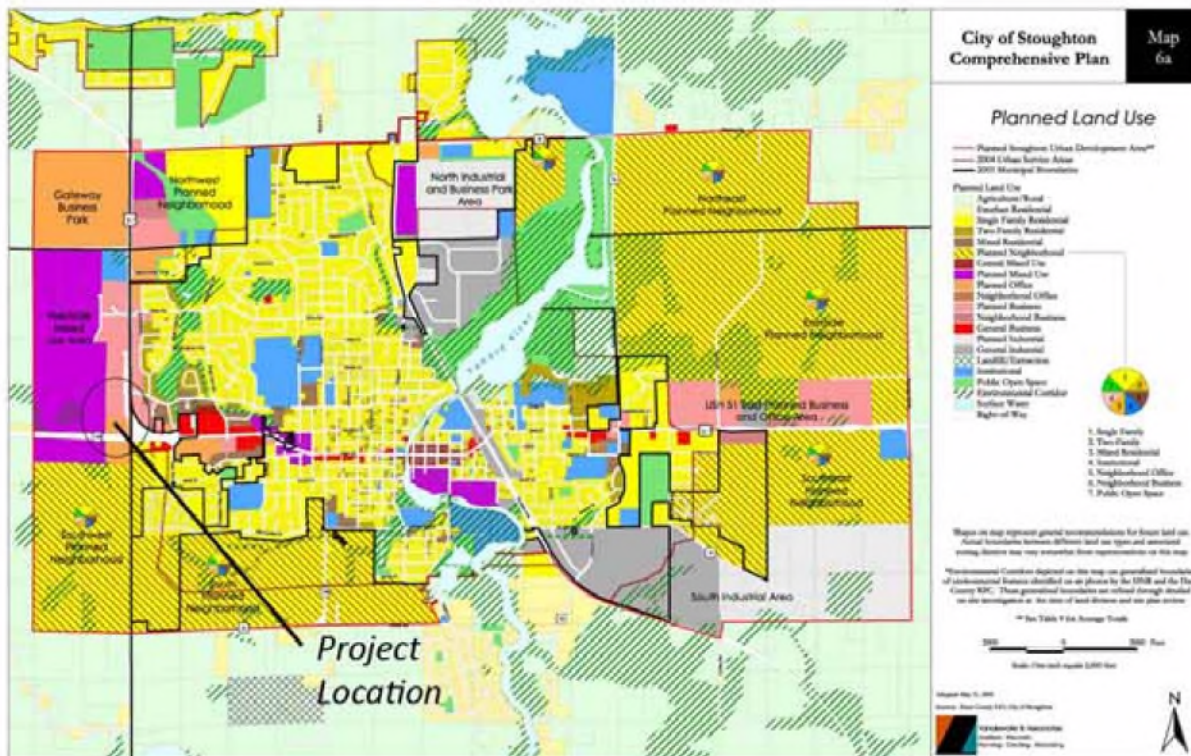
Objectives:

- Ensure that conflict between neighboring land uses are minimized with logical land use transitions and buffer-yards.
- Ensure that a desirable balance and distribution of land uses is achieved.
- Use existing public facilities to serve new development whenever possible.
- Require all new development within Stoughton's long term growth area to be served with a full array of municipal service, including sanitary sewer, storm sewer, municipal water, police and fire, and garbage collection service.
- Encourage collaboration between the City, Dane County, and neighboring jurisdictions with regard to planning initiatives and development policies.
- Coordinate Land Development with Transportation system improvements

Adopted Planned Land Use Map and Peripheral Area Plan (relating to the West Side)

The 51 x 138 Westside Detailed Neighborhood Plan encompasses several land use categories that are included in the adopted Planned Land Use Map. These are:

- **Planned Neighborhood:** a carefully planned mixture of predominantly single family residential development, combined with one or more of the following land use categories: two family/townhouse residential, mixed residential, neighborhood office, neighborhood business, institutional, and public open space. This category is intended to accommodate both conventional and Traditional Neighborhood Design (TND)) forms of full service neighborhood development. To implement this, the residential components in Planned Neighborhoods should be arranged with variety of housing types with a ratio generally approximating a minimum of 65 % single family detached homes, a maximum of 15% two family and /or single family attached dwelling and a maximum of 20% multi-family dwellings.
- **Planned Office:** high quality office institutional and office-supporting land uses with very generous landscaping and limited signage:
- **Planned Business:** high-quality indoor commercial office and institution land uses, with generous landscaping and limited signage;
- **Planned Mixed Use:** high quality commercial, office, institution and residential uses planned for areas outside of the downtown.
- **General Business:** indoor commercial office institutional and controlled outdoor display land uses, with moderate landscaping and signage.
- **Environmental Corridors:** generally a continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors are delineated by CARPC and are based primarily on drainage-ways, stream channels, mapped floodplains, delineated wetlands, and other sensitive habitat and resource features.



In addition to describing and illustrating these general land use categories for the west side of the community, the Comprehensive Plan also articulates recommendations for development in the City' Peripheral Area – the lands within the 1.5 miles of the 2006 City limits -- and specifically the USH 51 corridor.

Stoughton has always been very conservative in its approach to expanding the periphery of the community and has maintained an emphasis on achieving a relatively compact urban form. This policy has minimized the loss of farmland resulting from the City's growth and development. This approach has also assured that City's utility infrastructure is constructed in the most efficient manner possible.

Most of the large scale commercial development in Stoughton is planned for the City's west side – west of USH 51 and between STH 138 and Rutland Dunn Town line Road, and on the east side along USH 51. The designation of this large west side area as *Planned Mixed Use* is intended to provide City officials with the ability to respond to evolving market conditions and enable a carefully planned blend of high quality office, professional service, commercial and light industrial development. In addition, the area north of Rutland-Dunn Town Line Road is proposed for *Planned Office* development to accommodate a high quality office park location as a long term "gateway" feature to the community at its northwest corner,. The substantial areas of *Planned Business* Development on the east USH 51 corridor is a departure from recent trends, but a reflection of the most preferred location for new commercial development according to the community survey.

The 51 x 138 West Detailed Neighborhood Plan encompasses portions of two of the eleven planning districts depicted in the Planned Land Use Map adopted as an element of City of Stoughton Comprehensive Plan:

- the Southwest Planned Neighborhood, and
- the Westside Mixed Use Area

The Southwest Planned Neighborhood

The Southwest Planned Neighborhood encompasses approximately 280 acres. As a Planned Neighborhood, it is planned for predominantly *Single Family* residential development, *Mixed Residential* development may be most appropriate for the area directly south of the *Planned Mixed Use* and *Planned Office* uses recommended along STH 138. Effective buffers should be incorporated between the mixed use and office areas and the residential uses. Between the South Planned Neighborhood and the Southwest Planned Neighborhood, the City should ensure that development proposals are coordinated to ensure logical land uses are adjacent to one another and the transportation corridors are interconnected between the two areas. This area contains the entire extent of a large wetland, and a portion of another wetland. These wetlands should be identified on site plans, and protected from adverse effects.

The Westside Mixed Use Area

The Westside Mixed Use Area is envisioned to encompass the area located directly west of the existing businesses along USH 51 and contains approximately 265 acres. It is planned to contain a mixture of commercial uses designed to supply the day-to-day goods and services for residents living in both Stoughton and surrounding areas. Senior housing and smaller scale office development would also be appropriate for this area. Potential commercial uses might include a deli, coffee shop, specialty retail, dry cleaners, drug store, restaurant, and grocery store. Development in this mixed use center could include first floor retail, accented by the potential for upper story office space and residential units, and/or a mix of uses and building within the same development. Overall, it is recommended that, to the extent possible, this mixed use center be planned to create compact, pedestrian friendly clusters of complementary businesses, housing, and civic uses. In evaluating proposed neighborhood-scale stores at this location, important factors to consider include the proximity and ease of pedestrian access from residential areas, pedestrian-bicycle connections and routes throughout the entire neighborhood, the range of convenience goods and services available, hours of operation, and the level of amenity provided.

Distinguishing between Planned Neighborhoods and Detailed Neighborhood Plans.

The Comprehensive Plan advocates that new areas of residential development be developed as neighborhoods, rather than merely as an assemblage of subdivisions. To accomplish this the plan encourages that future neighborhoods include a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small scale-shopping and service areas as deemed appropriate by the developer, Plan Commission

and Common Council working together. This approach is reflected in the Peripheral Area Land Use Plan Map showing much of the territory located south of STH 138 as planned neighborhood.

Creating planned neighborhoods mandates consideration of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places and visual focal points. Planned Neighborhood areas are intended to provide a highly planned mix of residential dwelling unit and density types, neighborhood oriented shopping opportunities such as a small grocery store, barber shop, bakery or pharmacy, a range of employment opportunities (usually located on the edges of the neighborhoods, and education facilities (usually an elementary school) for area residents. The neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles

The Plan also recognizes that to improve the City's capability to effectively address the complexity of inter-relationships between land uses and to effectively manage the impacts that new development will have on the whole community requires the preparation and incorporation of Detailed Neighborhood Plans as a component of the City Comprehensive Plan.

The Detailed Neighborhood Plan articulates the desired (acceptable) characteristics of specific development proposals that would be considered the base line or framework upon which a more refined Neighborhood Plan (or Master Plan) could be proposed by a developer.

Urban Design and Community Character

Through its Comprehensive Plan and Zoning Ordinance the City has established requirements and expectations for the desired visual and community character that new development should address. These include consideration of suitable materials, building and site design, signage, landscaping, transitions between uses, and views. In addition, the Comprehensive Plan notes the desirability of a clearly defined edge between "City and Country" and the importance of defining the entryway experience at the USH 51 x STH 138 intersection. To the extent practical, architectural styles and quality of materials in the City's gateway locations should emphasize long term, timeless characteristics, rather than being reflective of short-term trends.

Natural Resource Stewardship

Goal:

- Protect natural resources and features in Stoughton's Planning Area

Objectives:

- Preserve streams, drainage ways, floodplains, wetland wildlife habitat, steep slopes, woodland areas, and other natural features.
- Protect surface water and ground water quality

- Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains
- Cooperate with other units of government on resources under shared authority.

Natural and Unique Habitats. The primary Comprehensive Plan policies to effectuate this goal and its objectives are to: prohibit construction in wetlands, stream banks, floodplains, and on slopes steeper than a 20% gradient; and to discourage construction on hydric soils outside of (delineated) wetlands, and on slopes with 12-20% gradients where other more appropriate sites are available. To further protect wetlands, Dane County regulations preclude building construction within 75 feet of the wetland boundary, and restrict grading and land disturbance within 30 feet of the wetland boundary. Additionally, CARPC requires the wetland and a surrounding 75 foot buffer to be designated as an environmental corridor which limits its use to open space and recreational activities. Permissible recreational improvements within the environmental corridor buffer include: bike paths with permeable pavement (outside of the wetland boundary), and amenity structures supporting recreational/educational use such as boardwalks, benches, pathways, and interpretive kiosks.

Because of the wetland habitat in the kettle, CARPC has required that a portion of stormwater runoff (after it is treated to remove sediment and oil/grease contamination) be diverted to the kettle wetland north of STH 138 to periodically inundate the area in order to improve and maintain the wetland ecology once it is rehabilitated.

The City also has set rules to preserve woodlands. Upon evaluation of the health and quality of the woodlands, the City may determine that portions of potential development sites are restricted as permanently protected open space.

Surface Water Quality. CARPC has promulgated rules for stormwater management practices to protect and improve the quality of surface waters. In a closed watershed, such as a kettle, water quality protection is especially important as there is only a finite amount of water within the drainage basin. Within the Planning Area, stormwater management efforts are required to:

- Reduce the Total Suspended Solids (TSS) by 80 percent during the 1-year, 24-hour storm event assuming no re-suspension.
- Provide the best oil and grease removal technology available at the time of project construction to effectively treat the first 0.5 inch of stormwater runoff.
- Maintain pre-development peak runoff rates for the 1-year, 2-year, 10-year and 100-year, 24-hour storm event.
- Safely pass the 100-year, 24-hour storm event both internally and from the closed watershed assuming system failure of infiltration devices.
- Establish and maintain infiltration practices to infiltrate sufficient runoff volume so that the post-development runoff volume is equal to the pre-development runoff volume up to, and including, the 100-year, 24-hour storm event.
- Provide for on-lot infiltration of 90% of pre-development volume (on lots tributary to the kettle/wetland system).

- Maintain existing normal water elevations in the kettle pond/wetland within +/- 6 inches for the design storms up to the 10 year event.

Transportation

Goals:

- Provide a safe and efficient transportation system that meet the needs of multiple users in and around the City.
- Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Stoughton area.

Objectives

- Ensure that transportation system improvements are coordinated with land development.
- Provide a quality transportation system for the growth areas identified on the Planned Land Use Map that result in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreation centers.
- Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.
- Plan and implement a comprehensive network of sidewalks and bicycle routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers.
- Encourage and support regional transit service in Dane County.
- Coordinate multi-jurisdictional and state transportation system improvements in the City's planning area.

Policies and recommendations with applicability to development in Planning Area include:

- working with WisDOT to coordinate land use with future improvements to USH 51 and STH 138,
- design an interconnected network of local streets (with consideration of adjoining land uses, topography and natural areas and alignment of intersections with existing streets) to serve the planned growth areas,
- require sidewalks, and
- establish (expand) the network of bike paths and on-street bike routes to connect neighborhoods.

Collector Streets. The Plan noted that since the existing Hults Road frontage road is too close to USH 51 and is poorly designed to serve business in the area, a new north-south collector street located about 2000 feet west and parallel to USH 51 was critically needed as a "traffic mover" to support the *Planned Mixed Use* area. This collector street would potentially extend from the planned Gateway Business Park (north of the Rutland-Dunn Townline Road) to south of STH

138. Jackson Street (extended) and Pleasant View Drive extended were envisioned to be the east-west collector streets connecting to the new north south street. An 80 foot wide right-of-way (ROW) is required for City Collector Streets

Bicycle Travel. Planned growth should accommodate or at least not impede safe bicycle and pedestrian travel as an integral part of the community's growth. According to national standards, bike routes should be designed along streets that provide a direct route to a useful destination, have traffic volumes of less than 2000 cars per day and have speed limits of 30 mph or less. Bike routes on streets that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic.

From a regional perspective, the 2000 Bicycle Transportation Plan for the Madison Urban area and Dane County recommends bicycle facility improvements to include widening the paved shoulders along USH 51 and STH 138 to better accommodate on road bike traffic.

Part 2 – Detailed Neighborhood Plan

General Context

The form and direction for a Detailed Neighborhood Plan is the product of several factors: Landowner preferences, opportunities and constraints posed by site features, the Developer's comfort with market analysis information, the strength of investor confidence, the City's comprehensive planning policies, and discussions and deliberations by the Planning Commission and Common Council.

In the case of the 51 x 138 Westside Detailed Neighborhood Plan, the planning considerations and provisions are also required by the zoning ordinance to address lands within 1500 feet of the potential site(s) of large format retail buildings. This requirement extends the Planning Area boundary to include a significant amount of territory that is beyond the control of FDG.

As noted previously, FDG has a purchaser's interest in approximately 85 acres of land located north of STH 138 and has a collaborative relationship with the owner/developer of the adjoining 51+/- acres for a total of 136 acres (46%) of the Planning Area.

It should be noted that it is not the intent of this plan to prescribe uses for other lands in the planning area (generally any lands located south of 138 and any lands fronting on Hults Road). The provisions contained in this plan therefore are simply intended to identify and articulate issues, opportunities and a potential development scenario to provide insight for future City planning decisions.

Section 78-205 of the Zoning Ordinance requires this Detailed Neighborhood Plan to demonstrate how future development in the Planning Area can compliment and achieve the objectives of the City's Comprehensive Plan – especially those relating to land use, multi-modal transportation, municipal infrastructure, stormwater management, and community character.

A Detailed Neighborhood Plan must also include details addressing the following elements:

- Land Use with specific zoning districts,
- Transitions between differing land uses,
- Street network,
- Pedestrian and Bicycle routes,
- Transit routes, where applicable,
- Conceptual stormwater management facilities,
- Public facility sites (including: parks, schools, conservation areas, public safety facilities and public utility facilities, and
- Recommendations for architectural standards and materials, landscaping, streetscaping and signage.

The following general principles were utilized as a foundation for preparing the 51 x 138 Westside Detailed Neighborhood Plan.

- *Economic Opportunity.* New neighborhoods encourage economic prosperity for the community by increasing the amount of area for new employment opportunities, expanding the City's tax base and addressing the market needs of city and area residents for consumer goods and services.
- *Sustainability.* Developing new neighborhoods on the west side of the community should balance today's economic and social forces against the environmental imperatives of resource conservation and renewal. Sustainable development includes and incorporates ecological integrity, economic prosperity, and social equity.
- *Natural Resources Stewardship.* All uses within the neighborhoods should minimize their environmental impact by thoughtful planning and maintenance of naturalized areas for stormwater management, using porous pavement, to the extent practical, for parking lot surfaces and pedestrian and bike paths, providing bike racks and transit stops (when available) to encourage alternate modes of travel, and minimizing light pollution. Additionally, all uses within the neighborhoods (commercial, offices, manufacturing and residential) should use, to the extent practical: appropriate water and waste reduction/recycling techniques, "green" products and earth-friendly processes in their operations and inventory.
- *Social Equity, Responsibility, and Quality of Life.* New neighborhoods provide an expanded inventory of housing styles and opportunities for current and future residents and are based on considerations that capture the desired elements of the community's quality of life: walkable, vibrant residential areas, expansive open spaces, and convenience to shopping, services, work, schools, cultural activities and recreation.

PLANNED LAND USE AND RELATIONSHIPS BETWEEN USES

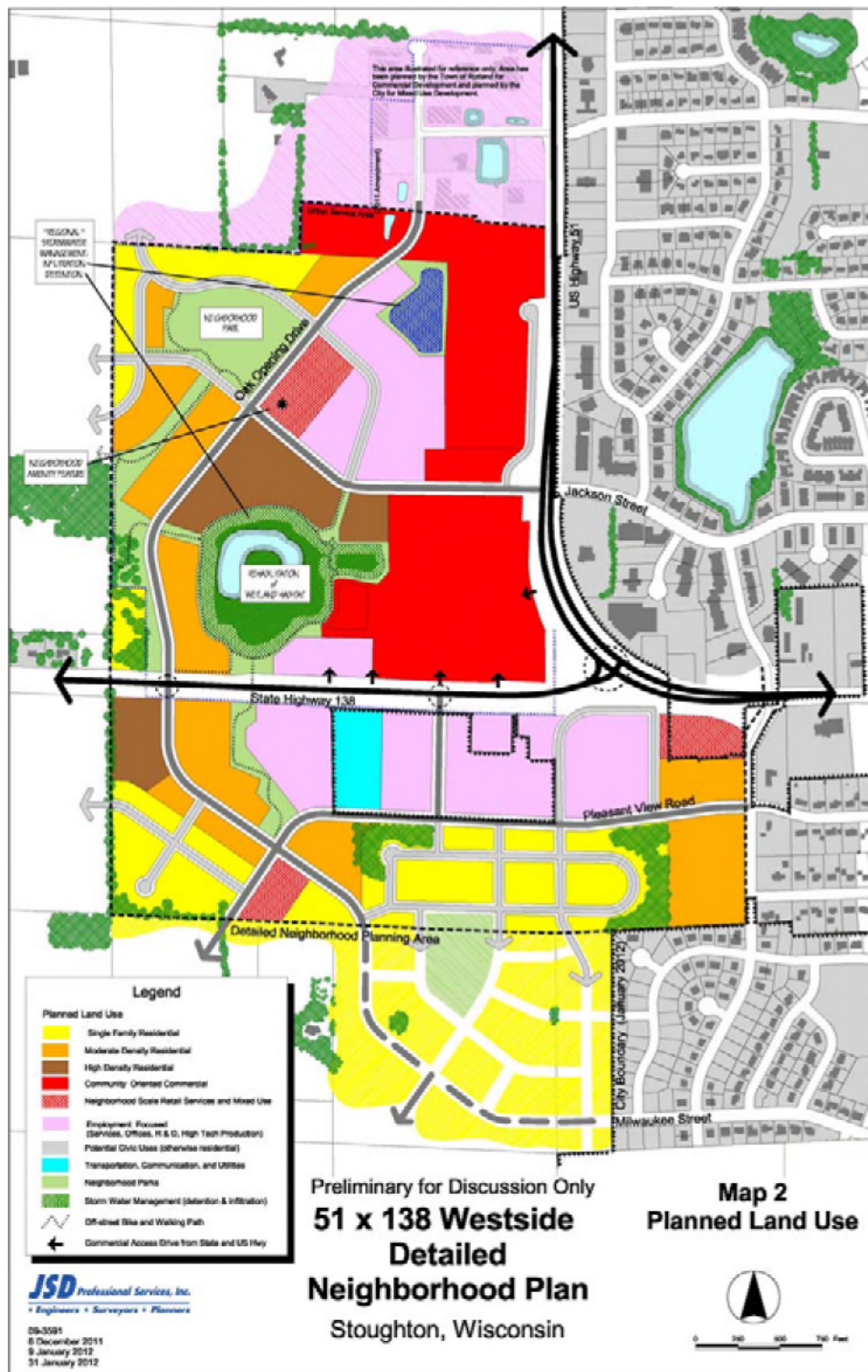


Table 1
51 x 138 Westside Detailed Neighborhood Plan
Development Statistics and Parameters

Planned Land Use	Area (Acres)			
	North of 138	South of 138	Total	%
Residential	28	50	78	26%
Low Density Residential	9	24	33	
Presume for planning a 50-50 split: Conventional single family neighborhood with 8600 SF lots and 7200 SF lots				
Moderate Density Residential	10	22	32	
Presume for planning a one-third split: small lot cottages 6600SF, duplexes 10000, townhomes 4356/unit				
High Density Residential	9	4	13	
Presume for planning 1555 SF/unit				
Neighborhood Scale Commercial & Mixed Use	4	5	9	3%
Mixed Use Commercial with upperlevel residential				
Community Scale Commercial	46	0	46	16%
Single or multi-tenant Shopping Center, Services, Specialty Retail Centers				
Generally sites larger than 2 acres and with total building GFA > 20,000SF				
Employment Focused Uses	22	21	43	15%
Professional Offices, Research and Development, Specialized Manufacturing				
Civic Uses	0	0	0	0%
Religious, Educational, Governmental				
Transportation, Communication, Utilities	0	4	4	1%
Stoughton Utilities Substation				
Open Space	39	5	44	15%
Parks	9	2	11	
Stormwater Management				
	Treatment		2	
	Detention		14	
	Infiltration		4	
Conservancies	10	3	13	
Public Rights of Way	36	35	71	24%
Highways (US, State, County)	19	10	29	
Collector Streets				
	Oak Opening Drive	3	9	
	Jackson Street		3	
	Pleasant View Road		5	
Local Streets	8	17	25	
TOTAL	175	120	295	

No stand alone civic uses are included in the detailed neighborhood plan at this time

Proposed Stoughton Utilities Substation

Date: 9-Feb-2010

Community Commercial District.

Located at the USH 51 and STH 138 intersection, the most intense land use proposed in this Detailed Neighborhood Plan is a 48+ acre tract designated for a community scale commercial uses. (this designation on the plan extends north along the USH 51 frontage to include the existing auto dealerships). This location provides an extremely visible and accessible site at the intersection of the two major arterials serving the City and the surrounding market area. The characteristics of the uses anticipated for this district include larger scale retailers and service uses typically requiring significant area for display of inventory (e.g. car dealerships) and/or businesses focused on customers who typically travel by car. This commercial location benefits the community in that residents will not need to travel to the Madison Metropolitan area for goods and services. The location also has the further advantage in that it is accessible by other travel modes if the customer so chooses.



Employment Focused Land Use District.

This district encompasses uses such as professional offices, corporate headquarters, medical services and clinics, research and development laboratories, and specialized manufacturing (wholly enclosed without outside storage). These areas have been primarily located near to USH 51 and STH 138 to minimize traffic impacts so there are opportunities for businesses needing highway visibility. An important consideration in the layout of and dimensioning of parcels within this district is that the adjoining streets provide adequate access and create sites with suitable dimensions and frontage. This district has also been laid out with the kettle wetland, existing tree lines and woodlands south of 138, and the street network providing significant buffering and transition to future residential neighborhoods.



Neighborhood Business Nodes.

Each of the two future neighborhoods envisioned in the Planning Area contain a location for a neighborhood business node. These areas offer locations for businesses that provide day-to-day goods and services supporting the surrounding residential neighborhood and could include uses such as a coffee shop, restaurant, hair salon/spa, dry cleaner, insurance office, or day care.

Neighborhood businesses compliment the community-scale commercial district at the 51 x138 corner but would have a higher level of design and are oriented toward pedestrians while still convenient to drivers. Each of the neighborhood business areas could potentially include mixed use/multi-story buildings and have a focal point such as a plaza that would create a “sense of place” and support community activities and events.

The respective intersections of Jackson Street and Pleasant View Road with Oak Opening Drive are the obvious location for each neighborhood center. Not only are these identifiable (and findable) locations but the adjoining residential and business development sites means that each potentially provides a central location with surrounding supportive land uses – residences and employment (e.g. Customers). Churches, child day care and adult day care and assisted living facilities would also compliment the “neighborhood place” attribute of these locations.



Residential Neighborhoods.

As noted previously, the 51 x 138 Westside Detailed Neighborhood Plan encompasses area that is anticipated to become portions of two future residential neighborhoods. These neighborhoods are intended to be walkable, focused on a neighborhood park, convenient to neighborhood businesses and civic activities and will provide a range of housing opportunities and styles including:

- Single Family Detached Residential. Including both conventional residential lots in the 6,000 to 9,000 SF size range and smaller “Traditional Neighborhood Lots” (potentially with alleys). Proposed density: 5 to 6 Dwelling Units per Net Acre (DUA).
- Moderate Density Mixed Residential. This category includes duplexes, three- and four-plexes, and townhomes, and provides a transition between the conventional single family homes and higher intensity areas within each neighborhood. Proposed density: 7 to 15 DUA.
- Multi-family Residential. Moderate and High Density residential uses are also intended to be part of the fabric of each neighborhood. Multi-family residential is located with convenient access to the collector and arterial street network to minimize traffic impacts within the neighborhood. Proposed density: 16 to 32 DUA.



- **Senior Housing.** It is anticipated that the overall character of development and land use in the planning area (and the two neighborhoods) will create a vibrant and attractive setting that would facilitate Stoughton's active senior residents. The convenience of the community-scale commercial center, the walkable neighborhood business center(s), parks, and the attractive open space amenities are all desired elements of high quality senior living environment. Proposed density: 24 to 30 DUA



Residential densities in the neighborhoods within, and adjoining, the planning area are envisioned to range between 5.5 dwelling units per acre in the Single Family Detached areas up to 32 dwelling units per acre for the higher density condominium, apartment, and senior housing sites. Overall, the future residential neighborhoods are expected to incorporate a range of housing categories as recommended by City planning policies.



Open Space.

Open space is a defining feature of the neighborhoods within the planning area. There will be a large conservancy surrounding kettle wetland and the City plan has endorsed the location of a neighborhood parks serving future residents living north and south of STH 138. The parks and open spaces will be connected by a bike and walking path system which will also link to the neighborhood centers, employment and commercial districts.



- Parks. In the neighborhood north of 138 a neighborhood park is proposed along Oak Opening Drive adjacent to the neighborhood business center. This site is centrally located to serve the anticipated future surrounding residential development. Another neighborhood park is designated for the area south of STH 138 and is conceptually located just beyond the south line of the planning area.

Based on the land use scenario depicted on Map 2, the residential development north of STH 138 could potentially total 428 dwelling units which would generate a requirement for 14.4+/- acres of parkland. Map 2 illustrates an 8 acre park site plus additional trail corridors that would serve the future residents in the Planning Area north of STH 138.

- Conservancies. This land use includes the kettle wetland and infiltration components of the stormwater management system supporting the development in the Planning Area, and the small woodland in the southwest corner of the property north of STH 138. All of the conservancy lands will be dedicated to the City of Stoughton.



The kettle wetland habitat located just north of STH 138 is proposed for rehabilitation to provide an extensive wildlife habitat and to serve as a component of the stormwater management system for the initial phases of the proposed Kettle Park West development. This wetland complex is connected to drainage from lands south of STH 138 as well. (The stormwater management function of this wetland area is discussed in the stormwater management section of this plan). It is envisioned that this wetland

habitat will be rehabilitated and will have a perimeter walking/bike path to provide an exceptional recreational amenity to the neighborhood and community.

The preliminary stormwater management plan for the planning area indicates that in addition to the rehabilitated wetland, there will be a relatively large stormwater detention and infiltration basin in the northeast corner of the Planning Area just west of the Stark auto dealership. This basin is also designed as a community amenity providing a naturalized environment for the neighborhood and passive recreation opportunities for walking and wildlife viewing. The basin is strategically placed in soils with high permeability and will be restored with deep-rooted prairie and drought tolerant vegetation in order to maximize stormwater infiltration and provide sustainable wildlife habitat.



Stormwater Management

The stormwater management system to serve the initial phase of development is depicted in Map XX and is comprised of:

- Wet detention basins, as needed (to provide water quality treatment run-off to meet the TSS standards),
- the kettle / wetland basin (which will be expanded to allow temporary detention of runoff from very large storm events)
- several infiltration basins (to accommodate infiltration of the pre to post run-off volume), and
- an auxiliary pumping system to maintain/restore normal water level in the wetland/kettle pond within the timeframe required by DNR to maintain the habitat in the rehabilitated wetland.



In general concept, the storm water management system supporting the 51 x 138 Westside Neighborhood is designed to function in the following sequence:

- Stormwater runoff from development will be captured in a private storm sewer system, treated to reduce sediment and oil and grease contamination.
- The treated runoff will be detained on each lot in order to infiltrate 90% of the predevelopment stay-on volume from the one-year average annual rainfall and to manage the volume of discharge into the kettle wetland.
- Once the treated stormwater reaches the kettle/wetland basin, a pump and force main system conveys the stormwater to the multi-celled infiltration basin. The bottom of each of the infiltration cells is engineered to that provide maximum infiltration and to support re-vegetation of the infiltration basin as an expansive mesic prairie environment.



- The pump system will discharge the treated stormwater runoff into the first cell via a rock trench which evenly disperses the water across the infiltration basin. The volume of stormwater that does not infiltrate into the soil in the first cell is then captured and discharged into the next downstream cell, and so on. In the extreme event that runoff volumes have not infiltrated by the downstream edge of the final cell, the excess water is conveyed back into the kettle/wetland basin.
- Within 24 to 72 hours after each storm event, the water level of the permanent pool in the kettle/wetland basin will be restored to within 6 inches of the normal water level. In the case of extreme events (storms exceeding the 1% chance rainfall amounts or back to back storm occurrences), excess stormwater volume remaining in the kettle/wetland basin after 72 hours will be pumped to the City's existing storm sewer system located east of Hwy 51. The City will maintain and operate this emergency pump and storm sewer system.

Preliminary schematic stormwater planning for the long range Future Development area will integrate several "neighborhood" (regional) bio-retention basins that will accommodate all required treatment, infiltration and detention criteria. The runoff from the extreme storm events will be managed by a system of overland swales and/or storm sewer facilities connecting to the kettle/wetland basin and the City's emergency pump system.

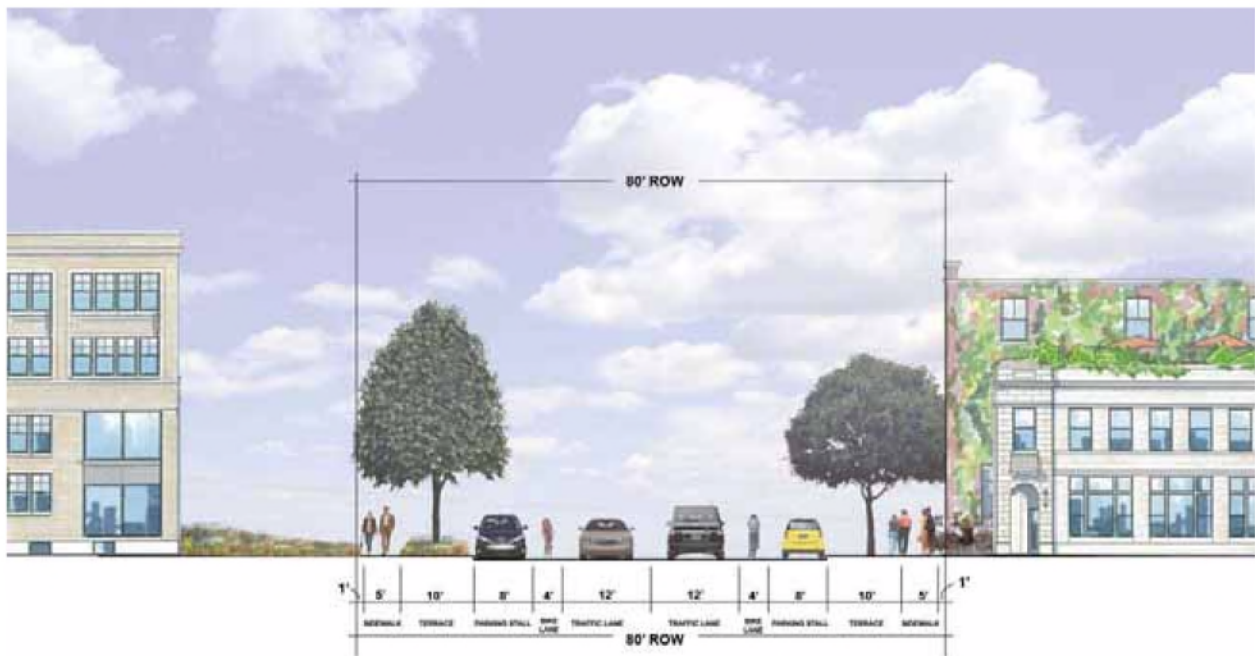
The ultimate size and possible expansion of the infiltration basin(s) will be based on further soil borings specific to the proposed basin location and depth. Soil infiltration rates are critical to determining final infiltration basin design. Similarly, the additional regional bio-retention basins will require soil investigations at the time of development to determine the final size requirement.

Transportation Network

When there are few streets, few intersections, and few connections to surrounding streets, internal streets become congested. When streets are exceptionally wide with little or infrequent pedestrian or commercial activity and on-street parking, vehicle speeds increase. Both scenarios conflict with the objective of creating vibrant livable streets. To the extent practical the collector and local neighborhood street system has been designed to efficiently move traffic, calm vehicle speeds, and promote alternative modes of travel.

Collector Streets. Oak Opening Drive is planned as the main north-south collector in the Planning Area. To the north, Oak Opening Drive is envisioned to align with Deer Park Road and eventually be extended north to serve the proposed Gateway Business Park. To the south, Oak Opening Drive is anticipated to link with Milwaukee Street.

East-west collector streets that are planned to connect to Oak Opening Drive include Pleasant View Road, Jackson Street, and Roby Road.



Neighborhood Street Circulation and Connectivity. The easterly and central portions of the Planning Area that are north of STH 138 are planned to be predominantly commercial and business oriented with traffic circulation provided primarily by Jackson Street and Oak Opening Drive. A short connecting street will provide suitable access to business sites and employment opportunities in the northeasterly area (west of Stark Auto).

As the area west of Oak Opening Drive develops into a residential neighborhood, access and circulation will be provided by a network of local streets. The proposed layout illustrates these streets as eventually extending to the west and north to provide safe and convenient access to potential (long term) future neighborhoods.

The planned development in the area south of STH 138 is predominantly employment focused land use transitioning to a *Planned Neighborhood*, as noted in the Comprehensive Plan. Oak Opening Drive and Pleasant View Road provide the primary access to the development sites visible from STH 138 along with a secondary connection that aligns with the main commercial entry-drive to the proposed Kettle Park West community commercial parcel. To alleviate the intersection spacing conflict with the USH 51 x STH 138 intersection, the existing McComb Road connection to STH 138 should be closed in conjunction with a new connecting street linking McComb Road to Pleasant View Road.

South of Pleasant View Road, the neighborhood street network focuses on providing internal access to and circulation for the future *Planned Neighborhood*.

Sustainable Transportation. In addition to bike racks located at all businesses, bike and walking routes have been designed throughout the Planning Area to encourage non-motor vehicle travel between the various uses.

- All streets will have 5 foot wide sidewalks on both sides of the street (wider in the neighborhood business centers).
- The collector streets are designed to accommodate on street bike lanes in addition to the two travel lanes and designated locations for on street parking.
- Off-street paved walking and bike paths link the parks and conservancy areas and connect to the City's bike path system.
- The bike route/path system is envisioned to cross USH 51 at a signalized intersection at Jackson Street and to cross STH 138 at a future underpass connection installed with stormwater management improvements linking to the neighborhood south of STH 138.



Though transit service is not yet available in Stoughton, consideration for bus stop locations at key locations in proximity to the neighborhood centers, employment areas and the community commercial site will be part of the site plan review process.

Urban Design Considerations

City Gateways. From a community perspective, the 51 x 138 Westside Planning Area is the critically important west gateway for the City. Creating and maintaining a distinct edge between the rural landscape of the Town of Rutland and the City as an urban center will be achieved by continuing to assertively manage land use change within the Extra-territorial jurisdiction to avoid “strip” commercial development along the corridor, articulating strong architectural design expectations for all buildings and uses visible from STH 138, and establishing a visual landmark at the Oak Opening Drive and STH 138 intersection, and a complimentary landmark at the USH 51 and STH 138 interchange. The current discussions with WisDOT regarding potential round-a-bout improvements present an excellent opportunity to address gateway design goals.



Neighborhood Place. In addition to the community commercial and employment locations supported by the intersection of USH 51 and STH 138, the “blank canvas” aspect of the Planning Area provides opportunities to create neighborhoods that have a sense of “place” with a focal point and civic identity. Sociologists refer to these locations as “third places”. Third places are traditional community gathering places found outside the home (the “first place”) and the workplace (the “second place”) and are organized around local businesses, cafes, taverns, and especially public spaces town squares, plazas, greens and walkable streets -- community and neighborhood elements that have only recently been given attention by developers.

In each of the two neighborhood business node locations special attention should be given to planning use mix and building design: Key considerations include:

- Creating building space that can be adaptable to future market and business needs,
- defining the public realm of the streets and open places in the center,
- creating a human scale for the buildings,
- balancing the needs of businesses and civic facilities/activities with the needs and expectations of residents, and
- creating a comfortable transition from the adjoining residential and employment uses.

Buildings do much more than house people and shops: they establish the design vocabulary of places and the visual rhythm of streetscapes. Architectural elements that contribute to the overall sense of place include:

Height (of buildings and floors)	Scale and massing
Attached or detached	Spacing between buildings

Proportions of windows, doors Architectural style
Materials and finishes Design elements (including shadows and landscaping

Streetscapes. With these future neighborhoods, there are two types of streets: Collector streets and local streets. Collector streets are intended to carry traffic from the residential and business areas to the primary arterial routes (USH 51 and STH 138) and have a wider cross section, on-street bike lanes, on-street parking and sidewalks on both sides. Local streets are narrower with parking on at least one side and sidewalks along both sides.

All streets are intended to be pedestrian and bike friendly. Design options include: curb bulb-outs located at the intersections along the collector streets to effectively calm traffic speeds and to shorten street crossing distances for pedestrians, colored and/or textured pavement and pedestrian scale mid-block (non intersection) street lighting with shorter light poles and full cut-off fixtures.

All streets will have street trees per City standards. In the mixed use neighborhood centers, streetscape design elements that are being considered feature: wider sidewalks, decorative lighting, furniture, and landscape planters (instead of grassed terraces).

Neighborhood Design Guidelines

The following Neighborhood Design Guidelines describe zoning districts and additional development standards and parameters envisioned for the Planning Area.

Site and Building Design Parameters

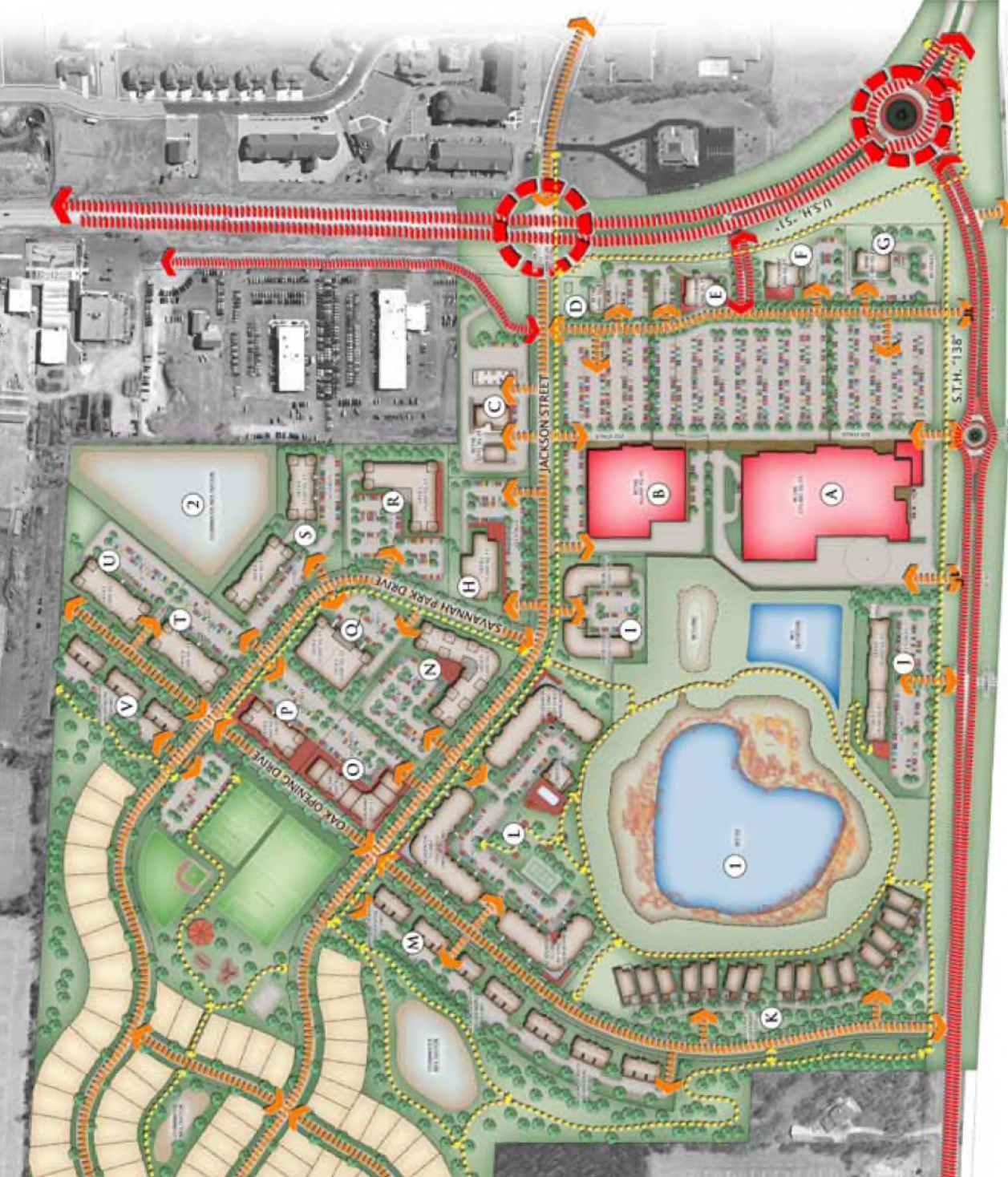
	Residential Neighborhoods		Neighborhood Center	Community-Oriented Commercial	Employment Focused
Land Use	<p>Low Density: Single Family Detached Dwellings, Institutional Uses (schools, churches), Parks, Stormwater Management</p> <p>Moderate Density: Single Family Detached Dwellings, Duplexes, Townhomes, Institutional Uses (schools, churches), Parks, Stormwater Management</p> <p>High Density: Townhomes, Apartments, Condominiums, Institutional Uses (schools, churches), Parks, Stormwater Management</p>	<p>Neighborhood scale, mixed-use commercial buildings with upper story residences, Institutional Uses (schools, churches, government offices), Stormwater Management</p> <p>Examples: retail goods, personal and professional services, restaurants, taverns, government offices facilities, small scale transient lodging (boutique hotels, B&B and corporate housing)</p>	<p>Larger, single and multi-tenant commercial buildings with businesses oriented predominantly to community wide and regional markets, and needing highway visibility, Stormwater Management</p> <p>Examples: Medium to large format retailers, grocery, discount retailers, shopping centers, vehicle sales and service, convenience stores with fuel, personal and professional services, government offices and facilities, lodging</p>	<p>Small to large scale buildings housing professional offices, community services, research and development laboratories, and manufacturers meeting stringent performance standards, Stormwater Management</p> <p>Examples: Corporate offices, research centers, medical and dental clinics, specialized manufacturing</p>	
Potential Zoning Districts	SR-3, SR-4, SR-5, SR-6 PUD	SR-5, SR-6 TR-6 MR-10 PUD	PUD	PB PUD	PB PO PI PUD
Building Setbacks	Per Ordinance	Per Ordinance	Street: 0-15' (max), 50% of first floor facade located closer than 15' Side: 0-20' Rear: 20'	Per Ordinance	Per Ordinance
Building Height	35' above street grade	35' or 4 stories above street grade with Fire Chief approval	Parking Pavement: 5' from ROWs, 5' from property lines except for business areas by agreement	Parking Pavement: 5' from ROWs, 5' from property lines except for business areas by agreement	Parking Pavement: 5' from ROWs, 5' from property lines except for business areas by agreement
Density	6.0 (MGD)	10.0 (MGD)	35' or 4 stories above street grade with Fire Chief approval	45 feet (maximum)	45 feet (maximum)
		24 (MGD) PUD: 32 (MGD)	FAR: 1.0	FAR: 1.0	FAR: 1.0
	Per City Ordinance	Per City Ordinance	* Per City Ordinance for Commercial Uses - not to exceed 150% of ordinance standard on-site	* Per City Ordinance for Commercial Uses - not to exceed 150% of ordinance standard on-site	* Per City Ordinance for Commercial Uses - not to exceed 150% of ordinance standard on-site

Site and Building Design Parameters

	Residential Neighborhoods		Neighborhood Center	Community-Oriented Commercial	Employment Focused
Parking		<ul style="list-style-type: none"> * Min 60% of stalls to be located to side or rear of building unless approved by PC * At least one stall per unit to located under building 	<ul style="list-style-type: none"> * Parking located to side or rear of building * Adjoining on-street parking may count toward minimum parking req'd for commercial uses with PC approval * At least one stall per residential unit to be located under building 		<ul style="list-style-type: none"> * Min 60% of stalls to be located to side or rear of building unless approved by PC
Urban Design		<ul style="list-style-type: none"> * Front façade of the principal building faces onto a public street * Four-side architecture * Building entrance(s) are defined and visible with identified walkways connecting to vehicle and bike parking facilities and street sidewalks 	<ul style="list-style-type: none"> * Front façade of the principal building faces onto a public street * At least 50% of ground floor front façade is transparent * Four-side architecture * Building entrance(s) are defined and visible with identified walkways connecting to vehicle and bike parking facilities and street sidewalks 	<ul style="list-style-type: none"> * At least 10% of ground floor front façade is transparent * Four-side architecture * Building entrance(s) are defined and visible with identified walkways connecting to vehicle and bike parking facilities and street sidewalks 	<ul style="list-style-type: none"> * Front façade of the principal building faces onto a public street * At least 25% of ground floor front façade is transparent * Four-side architecture * Building entrance(s) are defined and visible with identified walkways connecting to vehicle and bike parking facilities and street sidewalks
On-lot Open Space and Landscaping	Per City Ordinance	Per City Ordinance	<ul style="list-style-type: none"> * 10% of lot maintained as vegetated openspace inclusive of on-site stormwater facilities and req'd pavement and building setbacks 	Per City Ordinance	Per City Ordinance
Signage	n/a	n/a	1 Wall sign per business tenant	<ul style="list-style-type: none"> * 1 wall sign per tenant on front façade * 1 wall sign per building face * 1 monument sign per street frontage 	<ul style="list-style-type: none"> * 1 wall sign per tenant on front façade * 1 monument sign
Lighting		<ul style="list-style-type: none"> * Site lighting is directed away from adjacent residential properties. * All luminaires are full cut off downcast fixtures * 0.50 foot candles (max) along lot lines 	<ul style="list-style-type: none"> * Site lighting is directed away from adjacent residential properties. * All luminaires are full cut off downcast fixtures * 0.50 foot candles (max) along lot lines 	<ul style="list-style-type: none"> * Site lighting is directed away from adjacent residential properties. * All luminaires are full cut off downcast fixtures * 0.50 foot candles (max) along lot lines 	<ul style="list-style-type: none"> * Site lighting is directed away from adjacent residential properties. * All luminaires are full cut off downcast fixtures * 0.50 foot candles (max) along lot lines

Appendix 1

**KETTLE
PARK
WEST**

LAND USE KEY

- A - RETAIL - 150,000 ACRES
- B - RETAIL - 100,000 ACRES
- C - COMMERCIAL OFFICE - 100,000 ACRES
- D - RETAIL - 100,000 ACRES
- E - RESTAURANT - 100,000 ACRES
- F - RETAIL/RESTAURANT - 100,000 ACRES
- G - OFFICE - 100,000 ACRES
- H - OFFICE - 100,000 ACRES
- I - AMBUSHED PARKING LOT - 100,000 ACRES
- J - OFFICE - 100,000 ACRES
- K - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- L - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- M - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- N - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- O - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- P - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- Q - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- R - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- S - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- T - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES
- U - OFFICE (DENSITY REDISTRIBUTION) - 100,000 ACRES

LEGEND

- COMMERCIAL UTILITIES
- WATER MAINS/DRAINAGE
- FUTURE DEVELOPMENT
- EXISTING UTILITIES
- EXISTING UTILITIES
- EXISTING UTILITIES
- UTILITIES
- UTILITIES
- UTILITIES
- UTILITIES

HOUSING WITH UNITS

- HOUSING WITH UNITS
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- HOUSING WITH UNITS

Appendix 2

Re: Consideration of Stoughton USA Amendment in the City of Stoughton and Town of Rutland: Resolution CARPC No. 2011-5 amending the *Dane County Land Use and Transportation Plan* and *Dane County Water Quality Plan*

Decision Items:

1. Consider adoption of Resolution CARPC No. 2011-5

The public hearing on this item was held at the at the March meeting of the Commission. At that meeting the Commission voted to postpone action on the Stoughton USA amendment for 90 days. The rationale for the motion to postpone was “to allow for the City and Town to continue discussions and to allow for water quality and other issues to be addressed which were raised during discussion” at the meeting. Shortly after that meeting, the City was made aware of the need for approval by June 2011 due to deadlines associated with the proposed development. However, at the April CARPC meeting, the motion to suspend the rules to consider the amendment failed. The 90 days have passed, and the amendment is again before the Commission for its consideration.

The staff analysis of the proposed amendment was provided on February 8, and is available at the CARPC website at http://danedocs.countyofdane.com/webdocs/PDF/capd/2011_postings/2011_SAs/Stoughton_Mabie/SA_Stoughton_2.8.11.pdf

An addendum to the staff analysis has been prepared to outline the restoration potential of the Mabie wetland (attached).

The City has passed a resolution to continue discussions with the Town of Rutland in pursuit of an intergovernmental agreement, acknowledging that the results of such discussions are never certain, and the time needed for finalizing such agreements is highly variable. The Town of Rutland has provided a letter concerning the proposed amendment (attached), expressing willingness to continue intergovernmental discussions and expressing hope that an agreement can be crafted in 18 months.

The public hearing for the amendment request was held on March 10. A summary of the proposal was provided in the cover sheet for the corresponding agenda item. The public hearing raised water quality issues related to the use of pumps to infiltrate the treated stormwater and to provide emergency discharge in case infiltration practices require maintenance or repair, and the associated concern that the water level variation in the wetland area would be too much for a wetland habitat.

Pumps are currently used for emergency drainage of stormwater in the region already, notably in Middleton and Stoughton. The emergency pumping will only be needed if the infiltration area needs to be off-line for maintenance. Pumps are also routinely used for wastewater, which is potentially a much more critical water quality concern in cases of failure. In other states, such

as in Illinois, pumps are used for infiltration practices in median, roundabout, and parkway areas. Furthermore, failure of the pump system in a storm is not damaging to any resource, since the treated stormwater would collect for 24 hours until pumps are back in use again or backup pumping is provided. Therefore, this aspect of the proposal is not expected to result in adverse water quality impacts. It does increase the need for maintenance, and it does require back-up capabilities. The City of Stoughton has already used pumps to drain its stormwater ponds near the proposed amendment area and is looking into acquisition of back-up equipment that can be used in both areas. Furthermore, the City of Stoughton is surrounded by closed basin wetland kettles, and this approach will be required in a number of other potential growth areas around the city.

The concern for the increase of water levels on the health of the wetland area has been addressed in the stormwater conditions that have been accepted by the city. The stormwater management plan will in part maintain the necessary water level in the wetland within the range required by the wetland habitat. The addendum to the staff analysis indicates that excessive dewatering of the wetland is likely to be more detrimental to the re-establishment of its vegetation as opposed to excessive water. The wetland is currently extremely degraded, and has been farmed and inhabited by livestock, as outlined in the addendum to the staff analysis.

CARPC staff recommends approval of this amendment, based on the land uses, services, and mitigation standards proposed by the City of Stoughton. The City of Stoughton has agreed to pursue and implement the following:

1. Submit a detailed stormwater management plan for CARPC and DCL&WCD staff review and approval prior to any land disturbing activities in the amendment area. The stormwater management plan will include the following:
 - a. Install stormwater and erosion control practices prior to other land disturbing activities in each phase. Protect infiltration practices from compaction and sedimentation during land disturbing activities.
 - b. Control peak rates of runoff for the 1, 2, 10, and 100-year 24-hour design storms for each phase to “pre-development” levels (i.e. maximum Runoff Curve Number = 68 for agricultural land use and hydrologic soil group B) prior to discharge to the wetland.
 - c. Maintain the post development stay-on volume to at least 90% of the pre-development stay-on volume for the one-year average annual rainfall period, as defined by WDNR prior to discharge to the wetland.
 - d. Maintain the post development stay-on volume of 100% of the pre-development stay-on volume for up to and including the 100-year 24-hour design storm prior to discharge from the amendment area to maintain the current closed basin hydrology.
 - e. Provide an emergency outlet for the closed basin to safely pass the 100-year 24-hour storm in the event of system failure. The timing of the construction of this outlet will be determined based on the detailed stormwater design of each phase. It may be possible to postpone the construction of the emergency outlet to a

subsequent phase of the proposed development, based on City of Stoughton, CARPC and DCL&WCD staff review of the stormwater design.

- f. Maintain suitable wetland hydrology by controlling the wetland water level bounce for the 1-, 2-, and 10-year, 24-hour design storms to within 0.5 feet of existing conditions and providing a maximum drawdown time in the wetland to within 24-hours of existing conditions for the 1- and 2-year, 24-hour storms and within 72-hours of existing conditions for the 10- and 100-year, 24-hour storms.
 - g. Maintain pre-development groundwater recharge rates from the Wisconsin Geological and Natural History Survey's 2009 report, *Groundwater Recharge in Dane County, Wisconsin, Estimated by a GIS-Based Water-Balance Model* (an average of 9 in./yr. for the amendment area) or by a site specific analysis.
 - h. At least 80% sediment control in accordance with existing ordinances, prior to discharge to the wetland.
 - i. Oil and grease control from parking lots in accordance with local ordinances.
 - j. Stormwater practices should have perpetual legal maintenance agreements with the City, to require the City to maintain facilities if owners fail to do so.
2. Restrict the lowest level of any structure to a minimum of one foot above the seasonal high water table, based on site soil evaluations conducted in accordance with COMM 85.60. The on site soil evaluations will be conducted where ever the NRCS Soil Survey of Dane County indicate seasonal zone of water saturation within 5 feet of the ground surface and hydric, very poorly drained, poorly drained, or somewhat poorly drained soils.
 3. All stormwater management facilities will be designated as environmental corridors, and stormwater easements will be provide for the facilities. Final environmental corridor delineations will be based on CARPC criteria and wetland delineations.

It is also recommended that the City of Stoughton consider pursuing the following:

1. Work with the developer to develop and implement a wetland restoration plan for the wetlands within the amendment area.
2. Require a field archaeological survey to be completed by a qualified archaeologist of the area adjacent to the kettle/wetland and associated drainages. The archaeological investigations should include an area sufficient to identify sites on higher ground that may border the kettle. Please send three copies of the report to CARPC, which will forward two copies to the office of the State Archaeologist at the Wisconsin State Historical Society.
3. Require an inventory by a certified arborist of the two acres of woods located in the southwestern corner of the proposed amendment area to evaluate the quality, function, and sensitivity of the woodland. Consider requiring a tree protection plan if the quality of the trees and the function of the woodland warrant such an action.

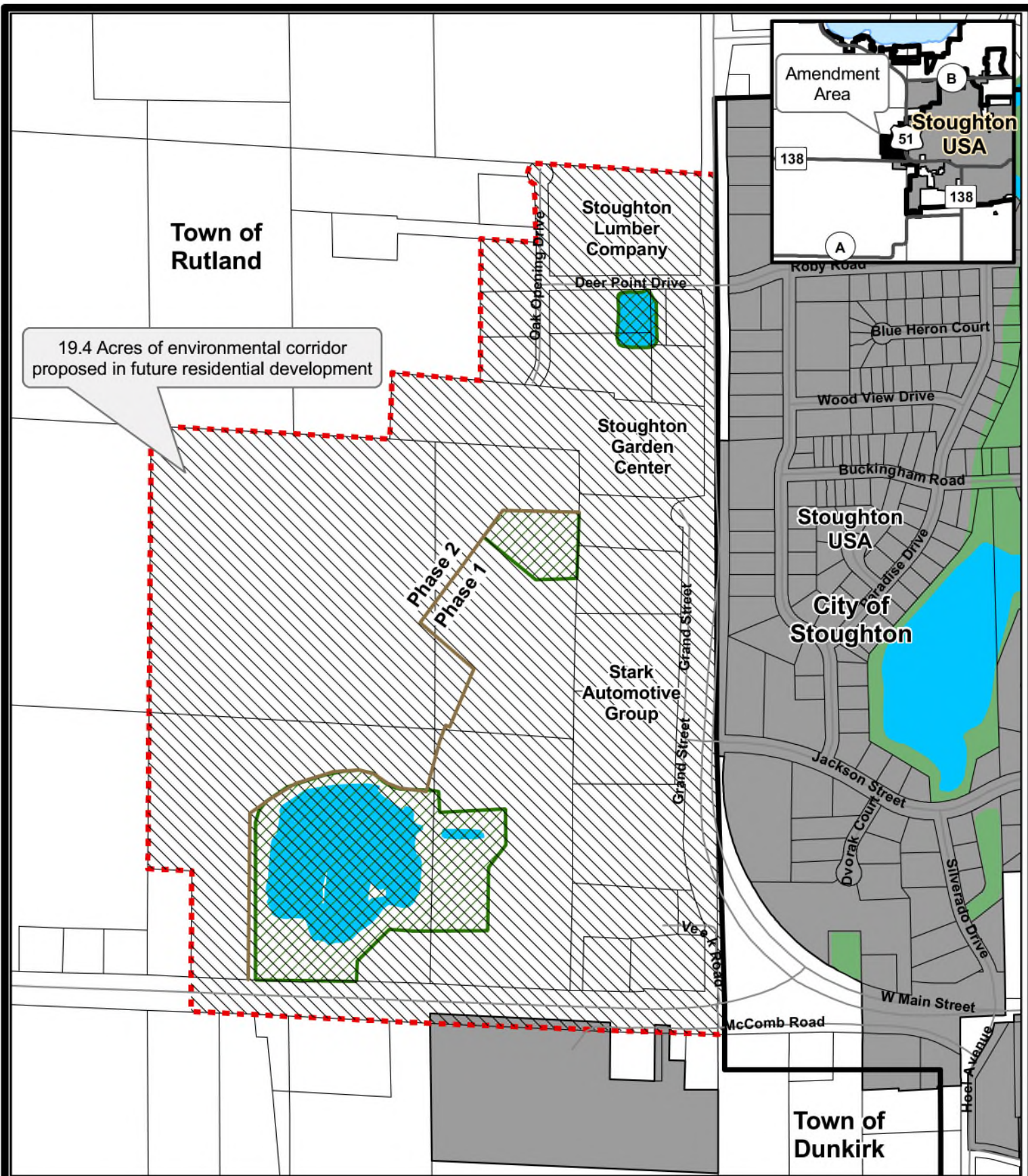
4. Work closely with the developers to carefully design the interior street/driveway and sidewalk layout of the commercial center to reduce pedestrian/bicyclist and motor vehicle conflicts. Sidewalks should be provided along both sides of Hults Road extended and all interior streets/drives. Sidewalks should also be required on the north side of STH 138 in conjunction with development of the commercial center.
5. The conceptual plan shows multiple driveway access points to the commercial center from STH 138. Access to this arterial roadway should be limited to one or two streets with no driveway access to maintain good traffic flow and safety in the future.
6. The extension south of Oak Opening Drive should be officially mapped to ensure that this important future north-south collector street be constructed. Both Jackson Street and Oak Opening Drive should be constructed with bike lanes.
7. Work with WisDOT to plan for and address short- and long-term pedestrian and bicyclist facility and safety needs in the USH 51 and STH 138 corridors in the vicinity of the amendment area as the City's west side develops. Given that the WestEnd commercial center is being designed to "supply day-to-day goods and services for residents", safe pedestrian and bicycle access to the center from the existing neighborhoods east of USH 51 and future surrounding neighborhoods is important. Consideration should be given to converting these state roadways to urban cross-sections when they are reconstructed in the future.
8. Consider extension of the trail system to connect to the City's existing trail system and recreation facilities nearby.
9. Continue to work with the Town of Rutland to identify and discuss issues of mutual concern. CARPC staff and commissioners are available to assist in this endeavor.

Materials Presented with Item:







1. The staff analysis was mailed and posted to the website on February 8, 2011, concurrent with the Public Hearing Notice
2. Addendum to the staff analysis, outlining the restoration potential of the Mabie wetland
3. Letter from the Town of Rutland
4. Letters from the City of Stoughton (from Rodney Scheel, and Mayor Olson, originally provided for the April meeting)
5. City of Stoughton Plan Commission Resolution to enter into intergovernmental discussions with the Town of Rutland and delay annexations to October 2012
6. Draft Resolution CARPC No. 2011-5

Contact for Further Information:

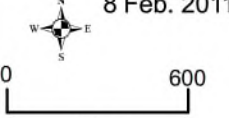
Kamran Mesbah, Deputy Director
266-9283
KamranM@CapitalAreaRPC.org



Map 1 West End Development
 Amendment to the Stoughton Urban Service Area and Environmental Corridors in the City of Stoughton and Town of Rutland

-  Service Area to be added (192.8 acres)
-  Proposed Environmental Corridor (42.1 acres)*
-  Existing Environmental Corridor
-  Incorporated Area
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary

8 Feb. 2011



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 Feet

Prepared by staff of the CARPC.