

ORDINANCE OF THE COMMON COUNCIL	
<p><b>An Ordinance Amending the Comprehensive Plan to Incorporate the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan</b></p>	
Committee Action:	
Fiscal Impact:	None
<b>File Number:</b>	O- 8 -2012
<b>Dates Introduced:</b>	April 24, 2012 May 14, 2012

The Common Council of the City of Stoughton, Wisconsin, does ordain as follows:

**Section 1.** Pursuant to §62.23(2) and (3) for cities, villages, and towns exercising village powers §60.22(3) of the Wisconsin Statutes, the City of Stoughton is authorized to amend its comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**Section 2.** The Common Council of the City of Stoughton, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of the plan amendment as required by §66.1001(4)(a) of the Wisconsin Statutes.

**Section 3.** The Planning Commission of the City of Stoughton by a majority vote, recorded in its official minutes, has adopted a resolution recommending adoption of certain amendments to the City’s Comprehensive Plan as reflected in Attachment A and the inclusion of the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan as detailed components of the City’s Comprehensive Plan.

**Section 4.** The City Common Council has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

**Section 5.** The Common Council of the City of Stoughton, Wisconsin, does, by enactment of this ordinance, ordain that the text and map amendments set forth in Attachment A are hereby adopted as amendments to the City’s Comprehensive Plan and the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan are hereby adopted as detailed components of the City’s Comprehensive Plan, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

**Section 6.** This ordinance shall take effect upon passage by a majority vote of the members of the Common Council as required by law.

Council Adopted: \_\_\_\_\_

Mayor Approved: \_\_\_\_\_

\_\_\_\_\_  
Donna Olson, Mayor

Published: \_\_\_\_\_

Attest: \_\_\_\_\_

\_\_\_\_\_  
Nick Probst, City Clerk

Attachment A: Recommended City of Stoughton Comprehensive Plan Amendments

Attachment B: Linnerud Detailed Neighborhood Plan

Attachment C: 51-138 Westside Detailed Neighborhood Plan

**Comprehensive Plan Map Amendments**

Map 1: Jurisdictional Boundaries (See attached Map 1 for extent of amendments)

1. Amend the Jurisdictional Boundaries map to reflect municipal boundary, extraterritorial boundary, and urban service area changes due to annexation of land into the City, and other minor matters.

Map 2: Natural Resources (See attached Map 2 for extent of amendments)

1. Amend the Natural Resources map to reflect municipal boundary and extraterritorial boundary changes due to annexation of land into the City, and other minor matters.

Map 3: Existing Land Use (See attached Map 3 for extent of amendments)

1. Amend the Existing Land Use map to reflect municipal boundary and urban service area changes due to annexation of land into the City, and other minor matters.

Map 6a: Planned Land Use: Central Area (See attached Map 6a for extent of amendments)

1. Amend the Planned Land Use: Central Area map to reflect municipal boundary, urban service area, and Planned Stoughton Urban Development Area changes due to annexation of land into the City.
2. Amend the Planned Land Use: Central Area map to reflect the land use pattern in the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan.
3. Amend the Planned Land Use: Central Area map to reflect existing conditions and include minor matters.

Map 6b: Planned Land Use: Peripheral Area (See attached Map 6b for extent of amendments)

1. Amend the Planned Land Use: Peripheral Area map to reflect municipal boundary, urban service area, extraterritorial boundary, and Planned Stoughton Urban Development Area changes due to annexation of land into the City.
2. Amend the Planned Land Use: Peripheral Area map to reflect the land use pattern in the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan.
3. Amend the Planned Land Use: Peripheral Area map to reflect existing conditions and include minor corrections.

Map 7: Community Character (See attached Map 7 for extent of amendments)

1. Amend the Community Character map to reflect municipal boundary, extraterritorial boundary, and urban service area changes due to annexation of land into the City, and other minor matters.
2. Amend the Community Character Map to include the updated Planned Land Use base.

Map 8: Existing Transportation Map (See attached Map 8 for extent of amendments)

1. Amend the Existing Transportation map to reflect municipal boundary, extraterritorial boundary, and urban service area changes due to annexation of land into the City, updated traffic counts, and other minor matters.
2. Amend the Existing Transportation Map to reflect existing conditions and include minor corrections.

Map 9: Transportation and Community Facilities Map (See attached Map 9 for extent of amendments)

1. Amend the Transportation and Community Facilities map to reflect municipal boundary, extraterritorial boundary, and urban service area changes due to annexation of land into the City, and other minor matters.

2. Amend the Transportation and Community Facilities Map to include the updated Planned Land Use base.

### **Comprehensive Plan Text Amendments**

1. Revise the text on page 2 in the Introduction as follows:

This ~~2005~~ *City of Stoughton Comprehensive Plan* is intended to ~~update and replace the City's 1992 Master Plan. This Plan~~ serves as a blueprint for the short- and long-range growth and development of Stoughton for the next 20 years.

2. Revise the text on page 3 in the Introduction as follows:

At the outset of this planning process, the City of Stoughton Common Council adopted by resolution ~~on November 26, 2002~~, its public participation plan to ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of its residents.

3. Add the following text on page 20 in section 6. Public Hearing in Chapter One: Issues and Opportunities:

During the 2012 Plan update process, the Common Council held a public hearing on the proposed amendments on April 24, 2012.

4. Revise the text on page 25 in section 1. Environmental Corridors and in the Environmental Corridor Analysis text box in Chapter Two: Agricultural, Natural, and Cultural Resources as follows:

Environmental corridors are located throughout the planning area (see sidebar for a definition of Environmental Corridors). Within the City, the dominant environmental corridor follows the Yahara River flowage. All environmental corridors shown on Map 2 ~~were mapped by the DCRPC and~~ have been a primary determinant of the recommended land use and transportation patterns. Environmental corridors are, in effect, a composite of the most important individual elements of the natural resource base and have immeasurable environmental, ecological, and recreational value. These corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat. Protection of these corridors from additional intrusion by incompatible land uses should be an essential planning objective for the preservation of open natural spaces.

5. Revise the text on page 38 in Chapter Three: Land Use as follows:

- ~~Preserved Private Open Space: privately owned open space areas;~~
- **Environmental Corridor—Lowland Stormwater Management:** continuous systems of open space ~~that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for stormwater management open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features;~~

6. Revise Table 6 on page 40 in Chapter Three: Land Use as follows:

**Table 6: City of Stoughton Existing Land Use Totals**

Land Use	Acres	Percent
Agriculture/Rural/Vacant	865	24%
Exurban Residential	0	0%
Single Family Residential	845	23%
Two-Family Residential	118	3%
Mixed Residential	55	2%
Central Mixed Use	13	<1%
Planned Mixed Use	0	0%
Planned Office	17	<1%
Neighborhood Office	3	<1%
Planned Business	27	1%
Neighborhood Business	2	<1%
General Business	52	1%
Planned Industrial	61	2%
General Industrial	246	7%
Landfill/Extraction	70	2%
Institutional	221	6%
<del>Preserved Private Open Space</del>	<del>0</del>	<del>0%</del>
Public Open Space	193	5%
<del>Environmental Corridor</del>	<del>265</del>	<del>12.8%</del>
<u>Stormwater Management</u>	149	4%
<b>TOTAL NET LAND AREA</b>	<b>2,937</b>	
<u>Right-of-Way</u>	487	13%
<u>Surface Water</u>	198	5%

Source: GIS Inventory, Vandewalle & Associates, ~~2002~~ 2012

7. Revise the text and text box on page 55 in Chapter Three: Use as follows:

- Environmental Corridors:** 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, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features. This overlay category is ~~based on the DCRPC, which maps “environmental corridors” within Urban Service Areas and “open space corridors” (which are only wetlands and floodplains) outside of USA boundaries~~ further described in Chapter Two: Agricultural, Natural, and Cultural Resources.

### Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. These corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated ~~floodlands~~ floodplains and shorelands are contained within these corridors. In ~~Dane County~~ Stoughton, environmental corridor features include:

- Surface waters and their undeveloped shorelands.
- DNR mapped wetlands and 100-year floodplains.
- Steep slopes greater than 12 percent.
- Woodlands and areas of unique vegetation or geology.
- County, state, and federal public lands.
- Existing and proposed greenways and stormwater management areas.

~~The corridors also contain existing and proposed parks, greenways, conservancy areas and stormwater management areas.~~

8. Remove the following text on page 68 in Chapter Three: Land Use:

#### Northwest Planned Neighborhood

~~The Northwest Planned Neighborhood, encompassing about 190 acres, is located on the City's far northwest corner (between USH 51 and CTH B). This neighborhood is a key entryway into the City and, as such, creates opportunities for establishing a positive, distinctive image for Stoughton. This neighborhood should be organized around creating an attractive, cohesive, inviting environment with a boulevard, roundabouts, gathering points, central open space, low to medium density residential development, neighborhood-serving office and business uses, and limited community-serving commercial uses (e.g. grocery store) that are fully integrated into this neighborhood. Map 6a shows the general arrangement of these recommended uses, but the specific lot and street layout, development pads, and design features should be reviewed by the City under the Detailed Neighborhood Planning process. This neighborhood is particularly well-suited for Traditional Neighborhood Design (TND) concepts.~~

~~This *Plan* recommends that Nygaard Street, Kings Lynn Road, and Kriedeman Drive eventually extend into this Northwest Planned Neighborhood to connect it to the rest of the community. Future access and land use patterns in this neighborhood will need to consider any planned improvements or expansions to USH 51 and CTH B as part of a potential bypass system. This neighborhood should~~

also be linked to Sandhill Middle School with a pedestrian/bike route and possible driveway access. Consistent with the City's 2002 *Park and Open Space Plan*, this Northwest Planned Neighborhood should contain a park in the middle of the site to serve surrounding homes. Residents in this future neighborhood will benefit from convenient walking distance to planned shopping areas, active park space, and nearby middle school, and biking or short driving distance to an elementary school, high school, and downtown area.

Given the importance of this neighborhood on community character, this *Plan* recommends specific guidelines to ensure that all proposed development be of high quality and generally contemporary in design, including the following specific recommendations:

- The commercial and higher density residential uses in this neighborhood should incorporate high-quality, attractive exterior building materials and site design.
- Larger buildings should include varied setbacks, building heights, and architectural details on all four sides to soften their scale. Where larger buildings are proposed in this neighborhood far from USH 51, the development should include smaller buildings in "outlots" closer to highway or internal street. This will avoid a "strip commercial" look to the site (see Figure 4).
- Pedestrian connections to and from the commercial buildings and higher density residential areas should be provided.
- Large parking lots directly abutting the highway should be avoided.
- The overall public and private landscaping theme should emphasize native plantings, including prairie plantings. Development along or backing up to USH 51 should be attractively landscaped to create a favorable first impression at this gateway. Street trees should be provided in the terrace areas of all streets.
- Private signage should be controlled to protect and enhance the desired character of this area. Ground signs should be limited to low profile, monument style signs in commercial areas.
- Commercial, office and multiple family residential lighting should be carefully controlled, particularly given the mixed-use character of this site.

#### **Figure 4: Undesirable vs. Desirable Design**

9. Add the following text on page 76 at the end of the "Gateway Business Park" and Related Office Development section in Chapter Three: Land Use:

Given the importance of this area on community character, this *Plan* recommends specific guidelines to ensure that all proposed development be of high quality and generally contemporary in design, including the following specific recommendations:

- The uses in this area should incorporate high-quality, attractive exterior building materials and site design.
- Larger buildings should include varied setbacks, building heights, and architectural details on all four sides to soften their scale.
- Pedestrian connections among buildings and between parking lots should be provided.
- Large parking lots directly abutting the highway should be avoided.
- The overall public and private landscaping theme should emphasize native plantings, including prairie plantings. Development along or backing up to USH 51 should be attractively landscaped

to create a favorable first impression at this gateway. Street trees should be provided in the terrace areas of all streets.

- Private signage should be controlled to protect and enhance the desired character of this area. Ground signs should be limited to low-profile, monument style signs in commercial areas.

10. Revise the text in the Planned Mixed Use Areas section on page 76 in Chapter Three: Land Use as follows:

Two *Planned Mixed Use* areas are recommended in peripheral areas on the Planned Land Use Map, ~~in addition to the *Planned Mixed Use* area incorporated into the Northwest Planned Neighborhood.~~

The ~~largest~~ larger recommended peripheral *Planned Mixed Use* area is the ~~Westside Mixed Use Area~~ envisioned directly west of the existing businesses along STH 51 located southwest of the US 51/Rutland Dunn Townline Road intersection and contains approximately ~~265~~ 90 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 buildings 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. All commercial development projects should meet the recommended site, building, and landscape design criteria in Chapter Seven.

The second *Planned Mixed Use* area is the **Williams Drive Mixed Use Area** located south of CTH B and just east of the railroad tracks, along Williams Drive. This *Planned Mixed Use* area of approximately 6 acres is intended to provide small-scale commercial services, such as those described above, but also, this area serves as a logical transition between the industrial area to its east and the residential areas north, south, and west of it. To ensure adequate buffering, the Planned Land Use Map identifies small green areas between this area and the residential neighborhoods directly north and south.

11. Revise the text in the USH 51 East Planned Business and Office Area section on page 77 in Chapter Three: Land Use as follows:

The design guidelines provided in the ~~Northwest Planned Neighborhood gateway~~ “Gateway Business Park” and Related Office Development section, including the concepts depicted in Figure 6, should apply to these commercial areas.



12. Revise Table 9 on page 78 in the Chapter Three: Land Use as follows:

**Table 9: Stoughton Urban Development Area Acreage Totals**

Land Use	Acres	Percent
Agricultural/Rural	90	1%
Single Family Residential	1,249	18%
Two Family Residential	130	2%
Mixed Residential	90	1%
Planned Neighborhood	2,200	31%
Neighborhood Office	3	<1%
Planned Office	204	3%
Neighborhood Business	32	<1%
Planned Business	251	4%
General Business	96	4%
Central Mixed Use	13	<1%
Planned Mixed Use	189	3%
Planned Industrial	451	6%
General Industrial	294	4%
Institutional	391	6%
<i>Development Sub-Total</i>	5,683	
Public Open Space	507	7%
Surface Water	197	3%
Right-of-Way	666	9%
<b>TOTAL</b>	<b>7,053</b>	

13. Revise pages 60 and 111 to refer to the Linnerud Neighborhood rather than the Northwest Planned Neighborhood.

14. Revise page 116 in section 4. Major Public Utility Recommendations in Chapter Five: Utilities and Community Facilities as follows:

**4. Major Public Utility Recommendations**

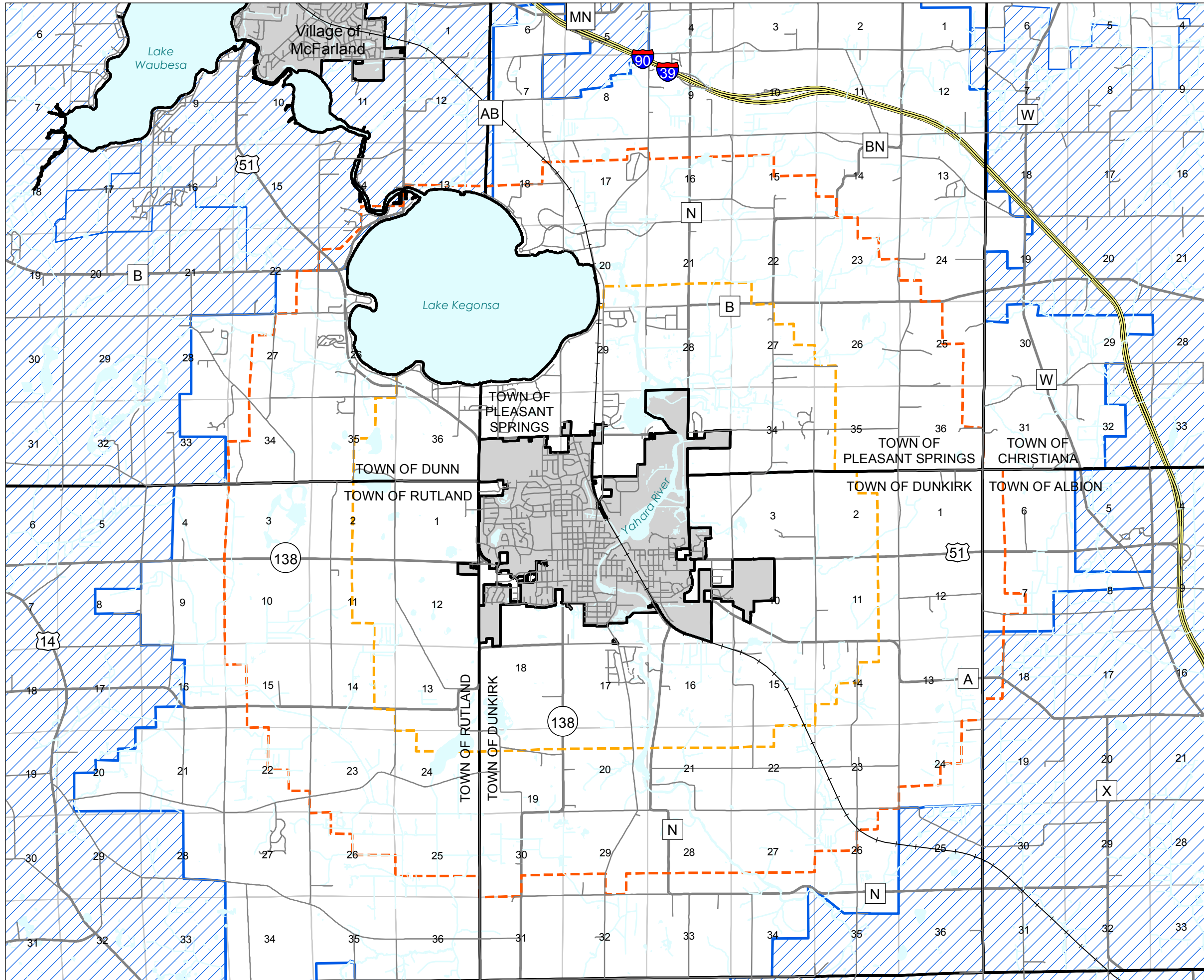
In general, public utility needs will be addressed through more detailed engineering studies on utility systems and specific required improvements following the completion of this *Comprehensive Plan*. Given the planned expansion of the City over the planning period, certain utility upgrades will be necessary. This *Plan* anticipates for the substantial interceptor and lift station investments to accommodate future growth outside of the existing City limits and the Northside Planned Neighborhood and the Southwest Planned Neighborhood and the Westside Planned Mixed Use area located between STH 138 and the curve in USH 51 west. The City should ideally begin investigating specific sites and capacities for these utilities as part of the detailed neighborhood plans recommended throughout this document.

15. Revise Table 22 on page 157 in Chapter Nine: Implementation as follows:

Category	Recommendation	Reference	Implementation Timeframe
Detailed Planning	<del>Prepare a <b>Detailed Neighborhood Development Plan</b> for the Northwest Planned Neighborhood.</del>	<del>Chapters Three &amp; Six</del>	<del>2005-2006</del>
	Prepare a <b>Detailed Neighborhood Development Plans</b> for Planned Mixed Use and Planned Neighborhood Areas the Westside Planned Mixed Development Area—ideally in conjunction with the Town of Rutland.	Chapters Three & Seven	2006-2007 <u>As Needed</u>

16. Add Appendix A: Linnerud Detailed Neighborhood Plan after Chapter Nine: Implementation.

17. Add Appendix B: 51-138 Westside Detailed Neighborhood Plan after Appendix A.



## Municipal Boundaries

- 2012 ETJ Boundary (1.5 Miles)
- Potential ETJ Boundary (3 Miles)
- City and Village Municipal Boundary
- Town Boundaries
- Stoughton School District Boundaries
- Other School District Boundaries
- Interstate
- US, State, and County Highway
- Railroads
- Section Boundaries
- Surface Water
















Draft: March 23, 2012

Sources: Dane County LIO, City of Stoughton.



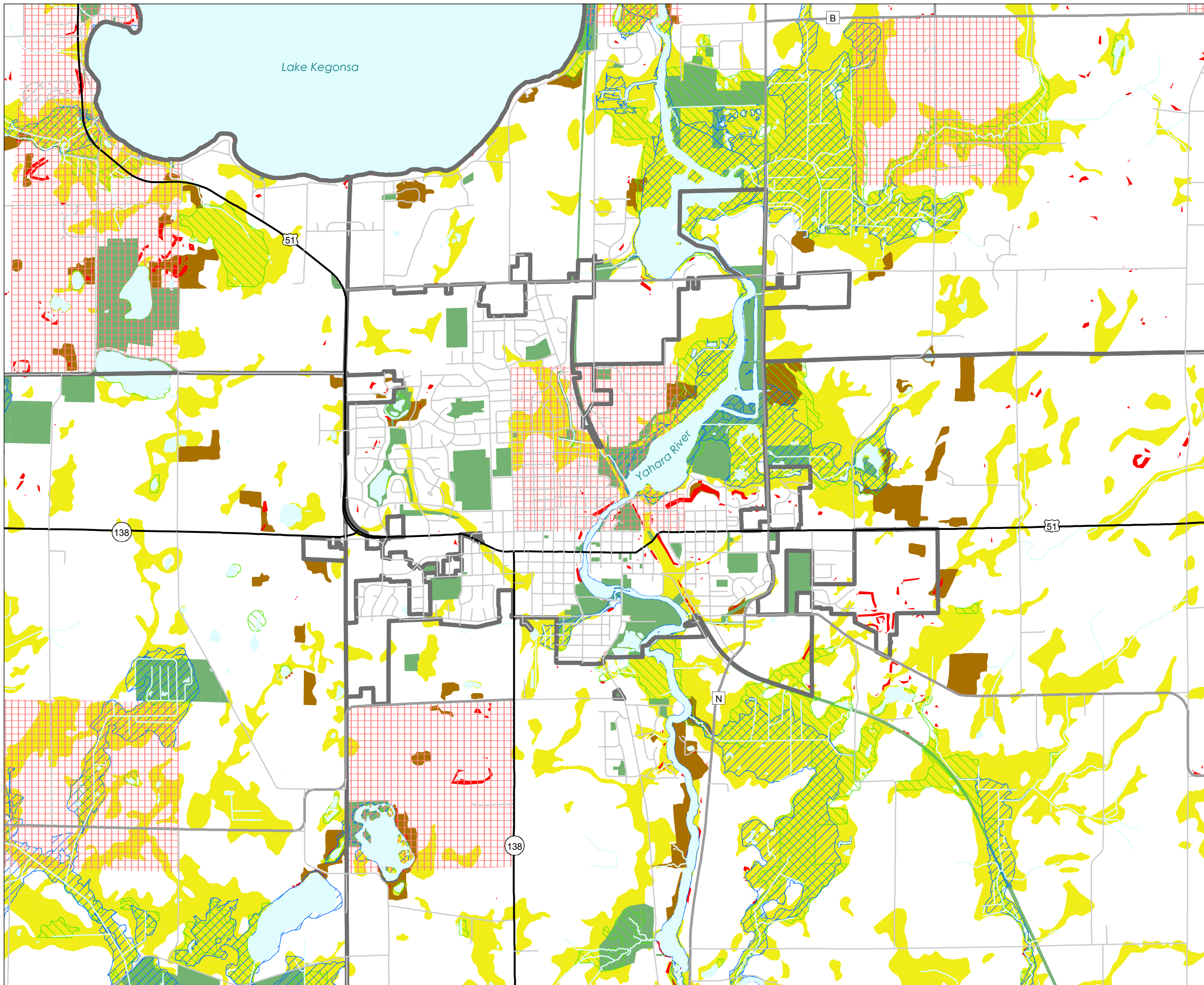
Natural Resources Base

-  2012 ETJ Boundary (1.5 Miles)
-  Municipal Boundaries
-  US and State Highway
-  County Highway
-  Surface Water
-  Slopes > 20%
-  Slopes 12 - 20%
-  Floodplains
-  Wetlands
-  Woodlands
-  Hydric Soils
-  Public Lands  
(Federal, State, County & Local)
-  Endangered Species Section

3,000 1,500 0 3,000 Feet









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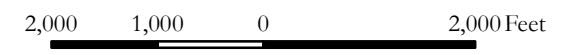
Sources: Dane County LIO, City of Stoughton.





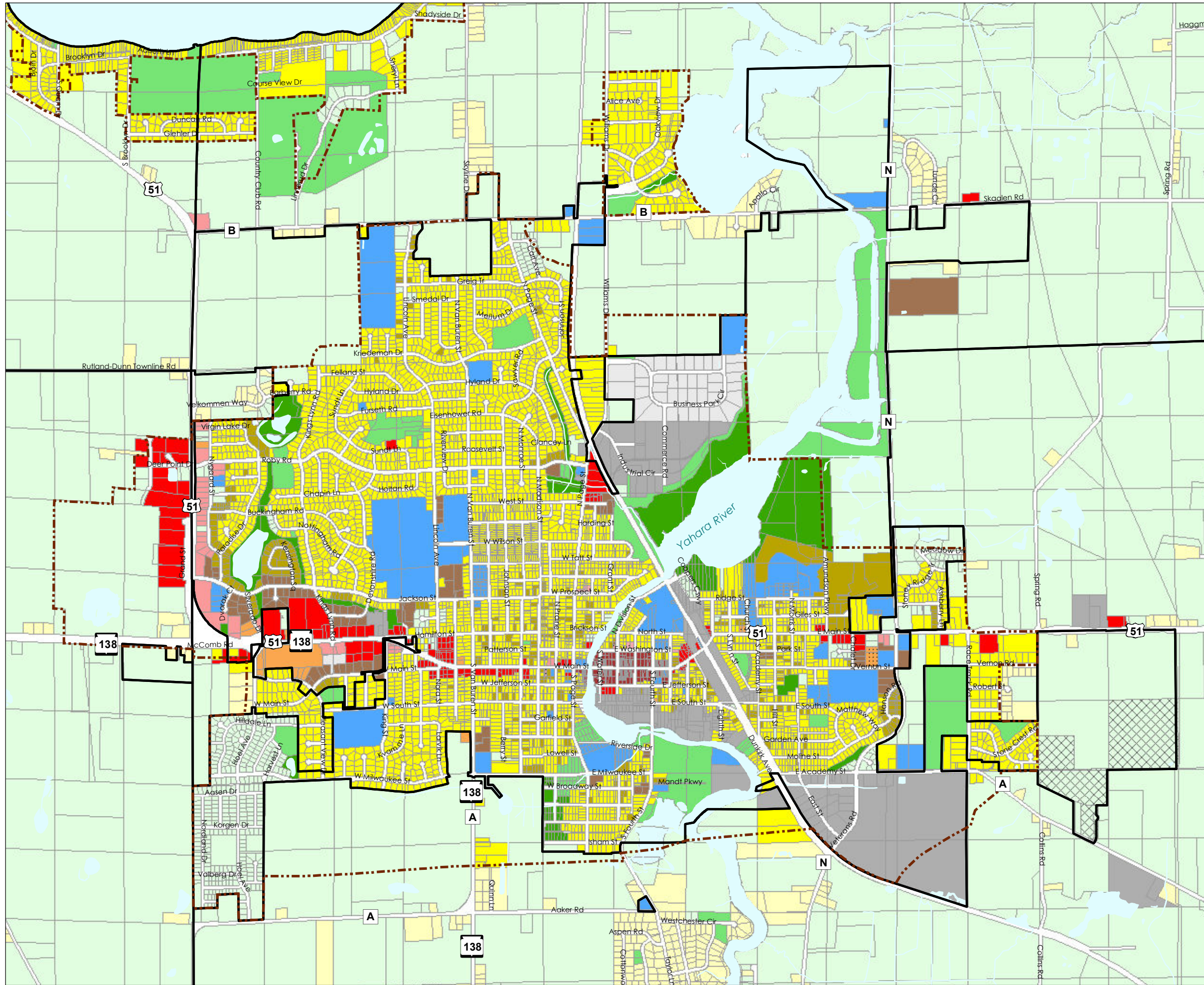
Existing Land Use

-  2012 Urban Service Areas
-  2012 Municipal Boundaries
-  Agriculture/Rural/Vacant
-  Exurban Residential
-  Single Family Residential
-  Two-Family Residential
-  Mixed Residential
-  Central Mixed Use
-  Planned Mixed Use
-  Planned Office
-  Neighborhood Office
-  Planned Business
-  Neighborhood Business
-  General Business
-  Planned Industrial
-  General Industrial
-  Landfill/Extraction
-  Institutional
-  Public Open Space
-  Stormwater Management
-  Surface Water
-  Right-of-Way



Draft: March 23, 2012

Sources: Dane County LIO, City of Stoughton.



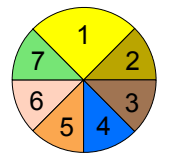


Planned Land Use

- Planned Stoughton Urban Development Area\*\*
- 2012 Urban Service Areas
- 2012 Municipal Boundaries

Planned Land Use

- Agriculture/Rural
- Exurban Residential
- Single Family Residential
- Two-Family Residential
- Mixed Residential
- Planned Neighborhood
- Central Mixed Use
- Planned Mixed Use
- Planned Office
- Neighborhood Office
- Planned Business
- Neighborhood Business
- General Business
- Planned Industrial
- General Industrial
- Landfill/Extraction
- Institutional
- Public Open Space
- Environmental Corridor\*
- Surface Water
- Right-of-Way



1. Single Family
2. Two-Family
3. Mixed Residential
4. Institutional
5. Neighborhood Office
6. Neighborhood Business
7. Public Open Space

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map.

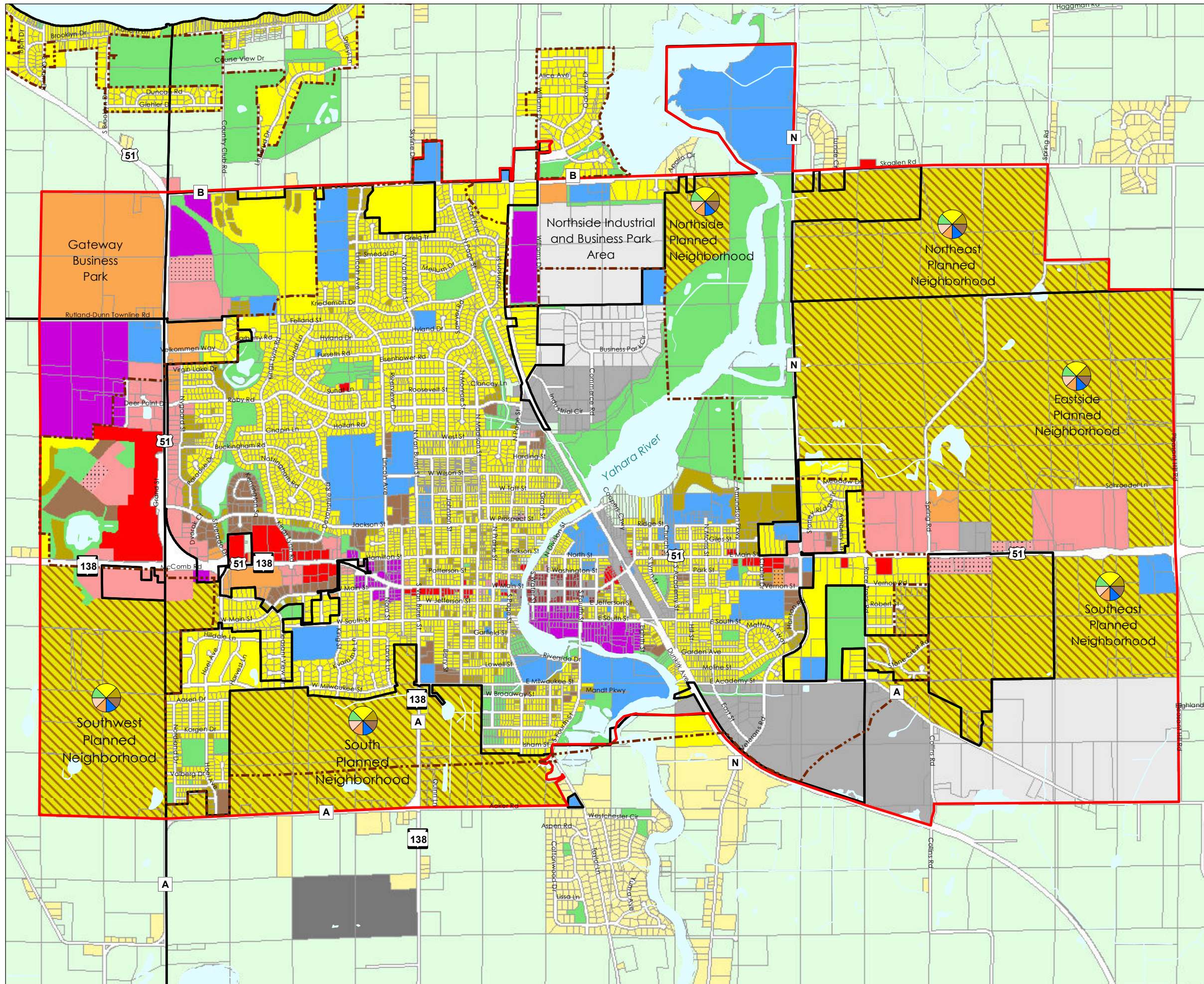
\*Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and the Dane County RPC. These generalized boundaries are refined through detailed on site investigation and at the time of land division and site plan review.

\*\* See Table 9 for Acreage Totals.







Draft: March 23, 2012

Sources: Dane County LIO, City of Stoughton.


























## Planned Land Use

-  Planned Stoughton Urban Development Area\*\*
-  2012 Urban Service Areas
-  2012 Municipal Boundaries
-  2012 ETJ Boundary

### Planned Land Use

-  Agriculture/Rural
-  Exurban Residential
-  Single Family Residential
-  Two-Family Residential
-  Mixed Residential
-  Planned Neighborhood
-  Central Mixed Use
-  Planned Mixed Use
-  Planned Office
-  Neighborhood Office
-  Planned Business
-  Neighborhood Business
-  General Business
-  Planned Industrial
-  General Industrial
-  Landfill/Extraction
-  Institutional
-  Public Open Space
-  Environmental Corridor\*
-  Surface Water
-  Right-of-Way



1. Single Family
2. Two-Family
3. Mixed Residential
4. Institutional
5. Neighborhood Office
6. Neighborhood Business
7. Public Open Space

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map.

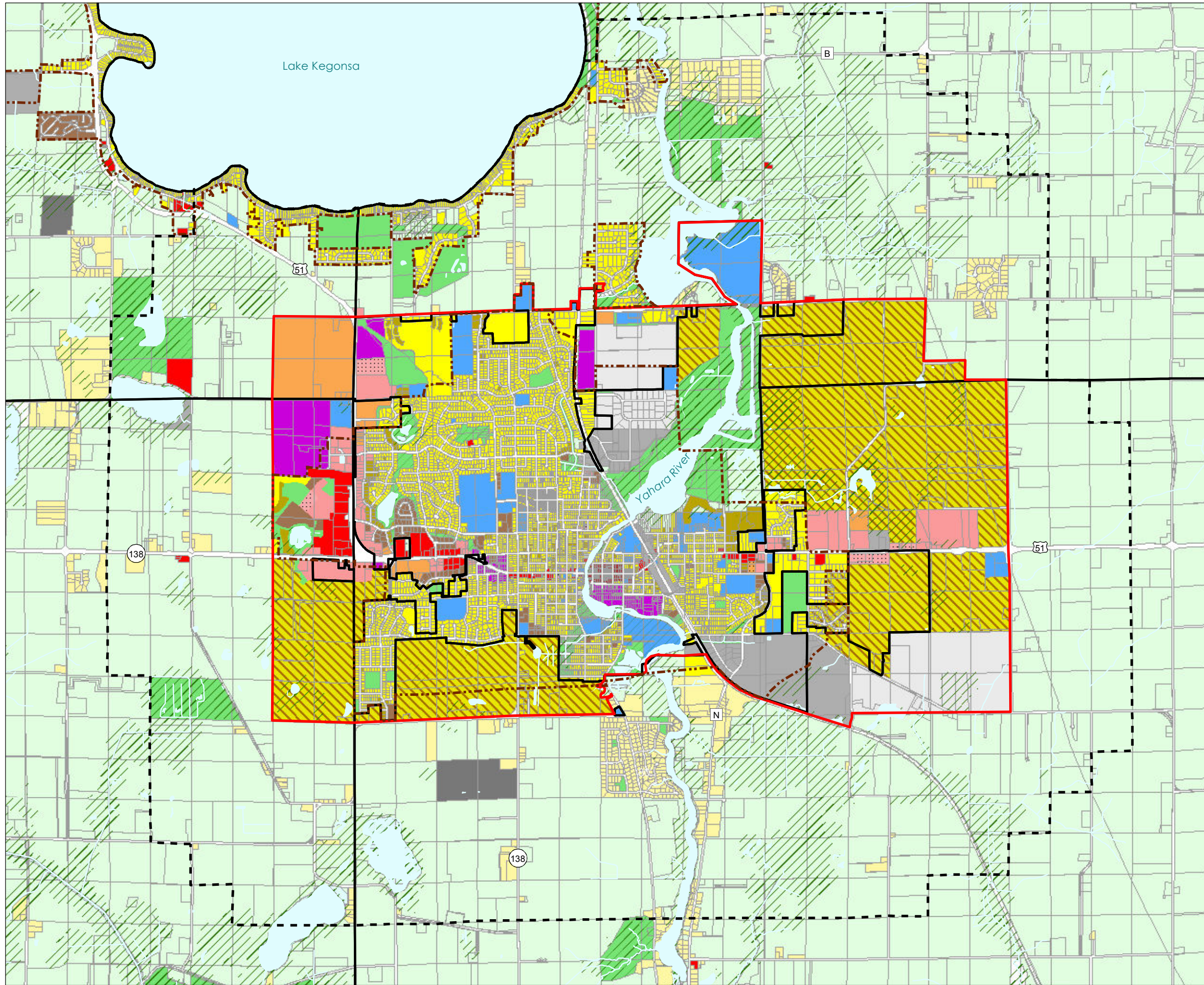
\*Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and the Dane County RPC. These generalized boundaries are refined through detailed on site investigation at the time of land division and site plan review.

\*\* See Table 9 for Acreage Totals.



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Sources: Dane County LIO, City of Stoughton.





Community Character and  
Strategic Development Areas

Community Gateways

- Current
- ⊙ Future

Community Character Corridors

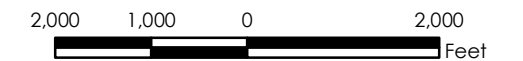
- Primary
- - - Secondary

Strategic Development Areas

- ▨ Downtown Development Area
- ▩ Redevelopment and Rehabilitation
- ▤ Infill
- ▦ Peripheral

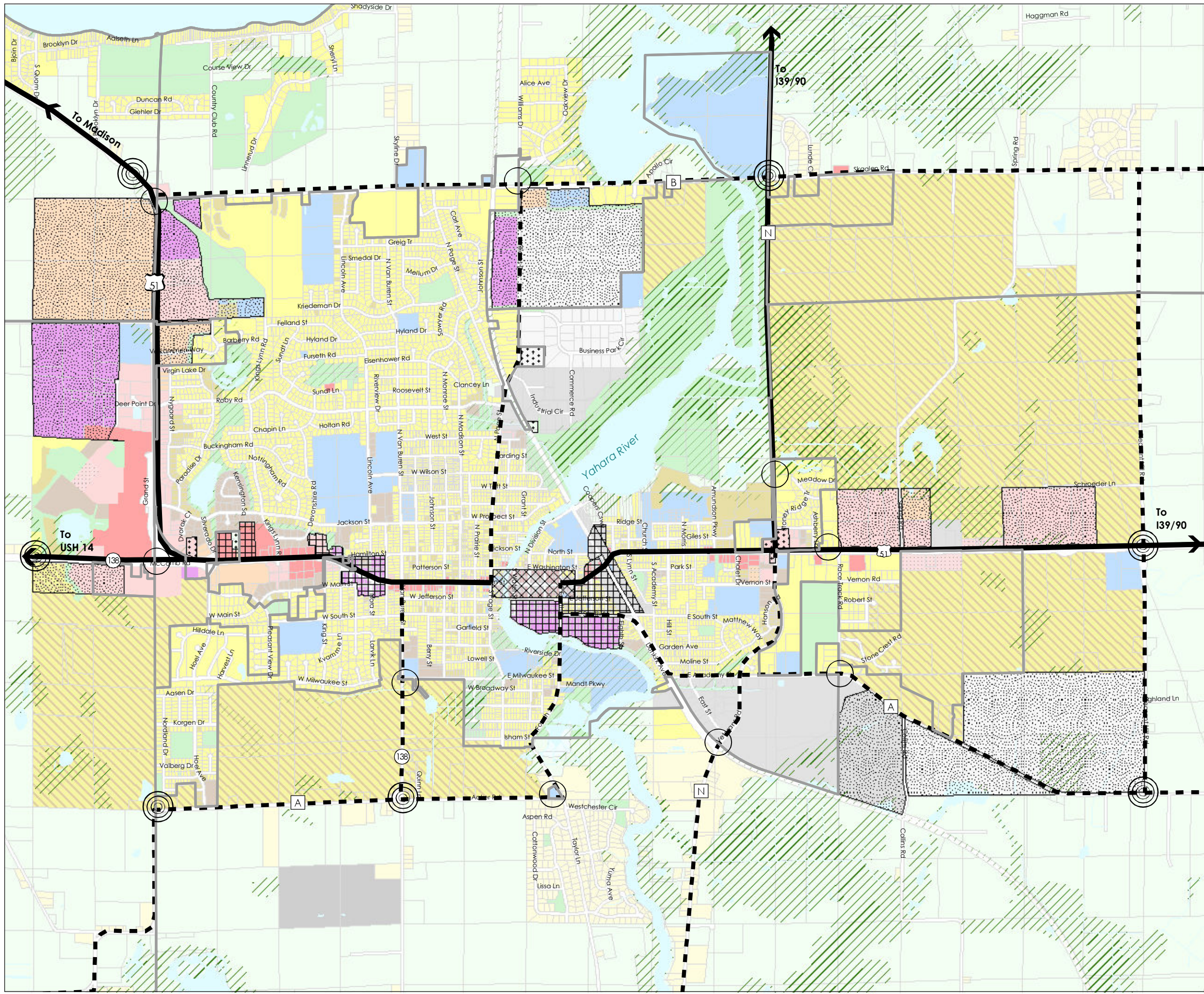
— 2012 Municipal Boundaries

(Background Map is the Land Use Plan)











Adopted: March 23, 2012

Sources: Dane County LIO, City of Stoughton.





Existing Transportation

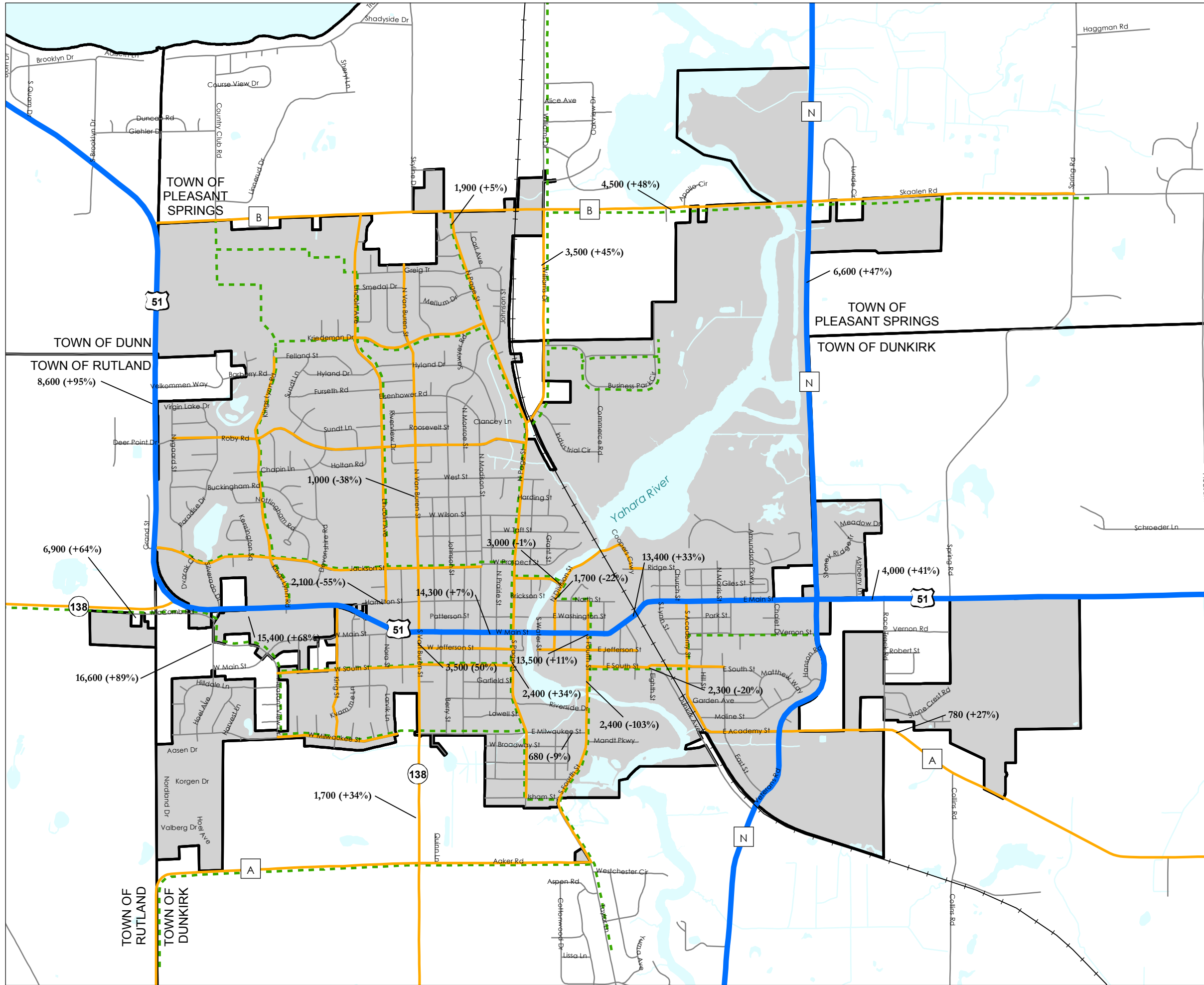
-  City of Stoughton Municipal Boundary
-  Town Boundaries
-  Arterial Roads
-  Collector Roads
-  Local Roads
-  Public Bike Trails/Routes
-  Railroads
-  Surface Water

Numbers on map indicate 1999 average daily traffic volume (number of cars), and percent change in volume from 1984 to 1999, using WisDOT traffic counts.



Draft: March 23, 2012

Sources: Dane County LIO, City of Stoughton.





Planned  
Transportation and  
Community Facilities

**Planned Transportation Facilities**

- ➔ Planned Local Street Extensions\*
- - - Planned Expanded Right-of-Way\*
- - - Conceptual New Collector Street\*
- ⋯ Planned Pedestrian/Bike Path

\*All with on-street bike lanes and access limitations

**Planned Community Facilities**

(General Locations are Depicted)

- ⊗ Community Park
- 🌳 Neighborhood Park
- Sanitary Interceptors
- ⊙ Lift Station

- 2012 Municipal Boundaries
- ▨ Environmental Corridor

(Background Map is the Land Use Plan)

2,000 1,000 0 2,000 Feet

Scale: One inch equals 2,000 feet

Adopted: March 23, 2012

Sources: Dane County LIO, City of Stoughton.

