CITY OF STOUGHTON
DEPARTMENT OF
PLANNING & DEVELOPMENT
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RODNEY J. SCHEEL
DIRECTOR

Date: April 7, 2021

To: Plan Commissioners

From: Rodney J. Scheel
Director of Planning & Development

Michael P. Stacey
Zoning Administrator/Assistant Planner

Subject: Agenda Item for the April 12, 2021 Plan Commission Meeting

Request by Bob Dvorak for a planned development concept plan review for the 51 West Development.
This conceptual plan request is to seek input from the Plan Commission so the developer can to move forward with the more formal Planned Development – General Development Plan request. The Planned Development process allows flexibility in zoning standards and is intended to provide more incentives for development in areas of the community which are experiencing a lack of significant investment.

City of Stoughton Application for Planned Development (PD) Review and Approval
(Requirements per Section 78-914)

Applicant Name: Steve Tremlett (on behalf of RHD Properties, LLC)

Applicant Address: 2701 Pankratz St., Madison, WI 53704

Applicant Phone and Email: 608-242-7779

Property Owner Name (if different than applicant): Bob Dvorak (RHD Propeties, LLC)

Property Owner Phone: 608-712-2048

Subject Property Address: Parcels #051001185012, #051001180412, #051106286522, #051106286012, #051106285012

This form is designed to be used by the Applicant as a guide to submitting a complete application for a planned development *and* by the City to process said application. Parts II is to be used by the Applicant to submit a complete application; Parts I - III are to be used by the City as a guide when processing said application.

I. Recordation of Administrative Procedures for City Use

Application form filed with Zoning Administrator Date: _____

Application fee of $_____ received by Zoning Administrator Date: _____

II. Application Submittal Packet Requirements for Applicant Use

PD Process Step 1: Pre-application

Step 1 does not require the submittal of an application packet; however, Steps 2-4 do require submittal of all application materials to the Zoning Administrator prior to Plan Commission review. This step is not mandatory but optional at the discretion of the applicant or Zoning Administrator.

- ☐ **A.** Contact the Zoning Administrator to place an informal discussion item for the PD on the Plan Commission agenda (if deemed necessary by the applicant or Zoning Administrator). No details beyond the name of the Applicant and the identification of the discussion item as a PD is required to be given in the agenda.
- ☐ **B.** Engage in an informal discussion with the Plan Commission regarding the potential PD. Appropriate topics may include: location, project themes and images, general mix of dwelling unit types and/or land uses being considered, approximate residential densities, and non-residential intensities, general treatment of natural features, general relationship to nearby properties and public streets, and relationship to the Comprehensive Plan.

NOTE: Points of discussion and conclusions reached in this stage of the process shall in no way be binding upon the Applicant or the City, but should be considered as the informal, non-binding basis for proceeding to the next step.

PD Process Step 2: Concept Plan

The Applicant shall provide a draft application for staff and Planning Commission review as follows:

- ☑ **A.** Provide Zoning Administrator with draft PD Concept Plan Submittal Packet for determination of completeness prior to placing the proposed PD on the Plan Commission agenda for Concept Plan review. The submittal packet shall contain all of the following items**:**
  - ☑ **(1)** A *general written description* of proposed PD including the following:
    - ☑ General project themes and images.

- ✔ The general mix of dwelling unit types and/or land uses.
- ✔ Approximate residential densities and non-residential intensities as described by dwelling units per acre, floor area ratio and impervious surface area ratio.
- ✔ The general treatment of natural features.
- ✔ The general relationship to nearby properties and public streets.
- ✔ The general relationship of the project to the Comprehensive Plan.
- ✔ An initial draft list of zoning standards which will not be met by the proposed PD and the location(s) in which they apply and, a complete list of zoning standards which will be more than met by the proposed PD and the location(s) in which they apply. Essentially, the purpose of this listing shall be to provide the Plan Commission with information necessary to determine the relative merits of the project in regard to private benefit versus public benefit, and in regard to the mitigation of potential adverse impacts created by design flexibility.

✔ **(3)** A *written description* of potentially requested exemption(s) from the requirements of the underlying zoning district, in the following order:

1. Land Use Exemptions
2. Density and Intensity Exemptions
3. Bulk Exemptions
4. Landscaping Exceptions
5. Parking and Loading Requirements Exceptions

✔ **(4)** A *conceptual plan drawing* (at 11" x 17") of the general land use layout and the general location of major public streets and/or private drives. The Applicant may submit copies of a larger version of the plan in addition to the 11" x 17" reduction.

PD Process Step 3: General Development Plan (GDP)

The Applicant shall submit an application for staff and Planning Commission review as follows:

☐ **A.** Provide Zoning Administrator with a draft GDP Submittal Packet for determination of completeness prior to placing the proposed PD on the Plan Commission agenda for GDP review. The submittal packet shall contain all of the following items:

☐ **(2)** A *map of the subject property* for which the PD is proposed:

- ☐ Clearly indicating the current zoning of the subject property and its surroundings, and the jurisdiction(s) which maintains that control.
- ☐ Map and all its parts clearly reproducible with a photocopier.
- ☐ Map size of 11" x 17" and map scale not less than one inch equals 800 feet.
- ☐ All lot dimensions of the subject property provided.
- ☐ Graphic scale and north arrow provided.

☐ **(3)** A *general written description* of proposed PD including:

- ☐ General project themes and images.
- ☐ The general mix of dwelling unit types and/or land uses.
- ☐ Approximate residential densities and non-residential intensities as described by dwelling units per acre, floor area ratio and impervious surface area ratio.
- ☐ The general treatment of natural features.

March 29, 2021

<u>GENERAL WRITTEN STATEMENT</u>
51 WEST NEIGHBORHOOD

A mixed use neighborhood located in the northwest limit of the City of Stoughton adjacent to USH 51, comprising 70.25 acres of land just south of Rutland-Dunn Town Line Road.

Project Overview – RHD Properties, LLC is proud to submit this concept for a 70.25-acre mixed use neighborhood with 23 lots (plus, seven outlots) in the northwest limits of the City of Stoughton – just south of Rutland-Dunn Town Line Road and split by USH 51. There are two commercial lots adjacent to USH 51, totaling 13.68 acres, that will provide a mix of retailers and businesses that would serve nearby residential neighborhoods and commuters (e.g., grocers, retailers, medical offices, financial offices, limited- and full-service restaurants, gas and conveniences store, and other similar commercial uses). The remainder of the neighborhood will include a mix of residential unit types, from single-family to small and large multi-family buildings, providing a balanced neighborhood adjacent to shopping and inclusive of open space, parks and trails. The description below provides the breakdown of uses per side of USH 51.

- ***West side of USH 51:*** 2 commercial lots (13.68 acres), 9 single-family lots, 3 multi-family lots (148 units), 3 zero-entry condo lots (30 units), and 5.21-acre park.
- ***East side of USH 51:*** 1 multi-family lot (160 units), 5 duplex lots (10 units), a 2.52-acre open space/park (1.4 acres as SWM), and a 7.59-acre park (2.99 acres as SWM).

Existing Conditions - Presently the project area includes five city parcels split by USH 51 with two parcels (051001185012 and 051001180412), totaling 51.25 acres, on the west side and three parcels (051106286522, 051106286012 and 051106285012), totaling 19.00 acres, on the east side. Currently, all three parcels are being farmed with a pocket of woodlands along Rutland-Dunn Town Line Road in the northwest quadrant.

Relationship to Nearby Properties – The proposed development is broken into two developments split by USH 51. The surrounding uses are as follows:

- ***Westside of USH 51:*** single-family/farmland/woodlands to the north, and farmland the west, and commercial/industrial/single-family to the south.
- ***Eastside of USH 51:*** farmland to the north, (rural) single-family to the east, and single family/duplex/commercial to the south.

Urban Service Area Amendment – The proposed subdivision is currently just outside of the Stoughton Urban Service Area; however, the 2017 Comprehensive Plan shows most of the area in the short-term growth area. An Urban Service Area amendment will be required to allow this development to move forward.

Comprehensive Plan – The proposed subdivision is located in an area designated as the Northwest Planned Mixed Use (MU) Area, which is intended for a mix of commercial, office, light industrial and higher-intensity residential uses. Based on the Future Land Use Map, Planned MU is intended for residential buildings of three or more units; however, additional statements in the policy allow for more flexibility, as follows:

- "The City should carefully monitor the development of multi-family housing within Planned Mixed Use areas in order to support the City's goal of maintaining its predominately single-family character."
- "The Planned Mixed Use category is intended to allow consideration of a range of uses and zoning districts, with the understanding that the appropriate combination and arrangement of uses and zoning districts will be approved on a case-by-case basis."

RHD Properties, LLC has proposed duplex lots along Velkommen Way (east of Nygaard Street) to provide a natural extension of the single-family and duplex neighborhood to the south, as well as to provide a smooth transition to the rural single-family homes east of the development. Higher-density residential units are proposed north of Velkommen Way on Lot 18. This provides increased density in the overall neighborhood and establishes a smooth transition from residential to the potential future commercial development to the north (shown in the 2006 Linnerud Detailed Neighborhood Plan).

On the west side of USH 51, RHD Properties, LLC proposes a mix of residential unit types from single-family to side-by-side condos to larger multi-family buildings. As proposed in the current Planned Mixed Use designation, high-density residential is preferred adjacent to intensive industrial/commercial to the south and planned commercial to the north and west (within this development). However, to provide for a balanced neighborhood, RHD Properties, LLC is proposing to include a mix of unit types along the west end of the neighborhood concept, including some single-family lots. The proposed 9 single-family lots are compatible with the existing single-family lots to the south at 1497 Oak Opening Drive and 1509 Oak Opening Drive (as opposed to more intensive multi-family buildings). Lots 4-6 help to maintain higher-density in the overall neighborhood, affording other lots to provide lower-density residential options. The proposed independent living development (on Lots 1-3) provides housing options for seniors to "age in place" (i.e., remain in the community as they age). Should seniors move into these independent living developments, the City's existing (older) housing stock would become available as an affordable housing option for families and other individuals.

Design Improvements

- *DEVELOPMENT & ZONING:* Residential densities will vary by lot, but average 11.8 units per acre on the west side and 26.9 units per acre on the east side. This matches the intent of the Planned Mixed Use designation in the Stoughton Comprehensive Plan. Commercial building intensities may vary because of the more urban nature of proposed development. Lots 1-6, 16-17 and 18 will be zoned Planned Development (PD), while the remainder of the lots will have conventional zoning (i.e., SR-3 for single-family and TR-6 for duplex lots).
    - At this time the developer is requesting reduced rear setback minimums for several of the PD lots (as shown in the table below), as well as requesting an increase in overall density in two lots (Lots 5 & 18). These exceptions will allow the developer to maintain the densities desired within the Planned Mixed Use Future Land Use designation and allow for ideal (speculative) building placement to hold the street edge, park edge and provide access/views to planned open spaces. As part of the GDP, the developer intends to provide additional site and building design standards that will help mitigate potential impacts on adjacent lots.

LOT INFO				Zoning	Min. Setback (Comp)			Proposed Min. Setback		
#	Size (ac)	Units	Density	Comparable	Front	Side	Rear	Front	Side	Rear
1	2.26	12	5.3	TR-6	20	10	30	20	10	20
2	2.12	12	5.7	TR-6	20	10	30	20	10	20
3	1.06	6	5.7	TR-6	20	10	30	20	10	20
4	1.53	36	23.5	MR-24	25	20	50	25	20	25
5	3.75	96	25.6	MR-24	25	20	50	25	20	40
6	2.55	16	6.3	MR-10	25	15	40	25	15	25
16	1.80	---	---	PB	20	10	20	20	10	20
17	11.88	---	---	PB	20	10	20	20	10	20
18	4.97	160	32.2	MR-24	25	20	50	25	20	50

- *PARK/OPEN SPACE:* Parks and Recreation Committee approved the park locations with interest in seeing the development meet the parkland dedication requirement. Since this approval, the park in Outlot 6 has expanded by removing four duplex lots along Velkommen Way, and the paved path no longer runs through Outlot 4 (due to increase in stormwater management requirements). The net result is the development meets the parkland dedication requirement across both sides of USH 51. The improved park/open spaces provides a good buffer to the Town, as well as enhance the trail corridor that runs through these areas.

- *TRAIL/SIDEWALK NETWORK:* Paved multi-use paths are proposed on both sides of USH 51. On the west side of USH 51, a paved path will run through the center of the neighborhood via Outlots 1 and 3 (with a small segment along Dvorak Drive and Oak Opening Drive). An additional paved trail will run through Outlot 2 (via a trail easement) that could connect to future development to the west. On the east side of USH 51, a paved path will run along the eastern edge of the neighborhood through Outlot 7 and the proposed park space (Outlot 6), terminating in the northeast corner of the neighborhood. Future connections by the City could link this path to Howard Heggstad Park and Virgin Lake Park. The intent is to have these two paths connect across USH 51 via lands to the north (the Linnerud property on the east and RHD Properties, LLC on the west). Sidewalks will be provided on both sides of all public streets, except where a multi-use path is planned, along Rutland-Dunn Town Line Road and along USH 51 frontage.

- *ROADWAYS and ACCESS:* The western portion of the development includes public access via Oak Opening Drive (66-ft ROW), Dvorak Drive (66-ft ROW), Palm Grass Way (60-ft ROW) and Blue Grass Drive (60-FT ROW). This neighborhood concept reserves a portion of the 100-ft right-of-way to allow Rutland Dunn Town Line Road to extend east of USH 51 per the 2006 Linnerud Detailed Neighborhood Plan.

  On the east side of USH 51, access is provided via Roby Road and a proposed "rural section" interim road extension of Rutland Dunn Town Line Road until which time a full reconstruct will be possible (either as part of the USH 51 reconstruction project or development of the Linnerud property). These two access roads will feed into Nygaard Street, which will be extended to the northern limits of the development. RHD Properties, LLC. (with support from the City and approval from WisDOT) is requesting closing Velkommen Way intersection with USH 51 as part of this development. The development team is evaluating the operations and functionality of these access improvements through a Traffic Impact Analysis (TIA) study (see the next bullet for more information).

- TRAFFIC: The developer is conducting a TIA study for the 51 West Neighborhood to support potential intersection and access improvements along USH 51. The traffic study will be based on the approved concept, and with support of the City, will aide in approvals from the WisDOT. The development team and City staff have met with virtually with WisDOT on two occasions to get initial feedback on the development's access requests. MSA has received WisDOT forecasting and are currently completing the TIA with the intent of submitting it in coming weeks.

- *UTILITIES:* MSA is coordinating the water and sewer service with the City of Stoughton. It is currently anticipated that the development on both sides of USH 51 will gravity drain to the sanitary manhole located at the rear yard connection of Lots 183 and 184 of the Blue Heron Addition to John Nygaard's Virgin Lake Estates. The sanitary will then gravity flow down Virgin Lake Drive to Roby Road and ultimately to the interceptor on Kings Lynn Road. The watermain will continue along Nygaard Street in anticipation of a future loop back to the north to Kings Lynn Rd. and to a potential future connection at Oak Opening Drive.

- *NATURAL FEATURES:* The 51 West Neighborhood incorporates a mix of uses and densities, while also providing for open space – specifically, adjacent to existing developed lands. The proposed outlots preserves open space through two park spaces, trail corridors, preserved woodlands and stormwater management areas. Additional information on the area's natural features is provided below.

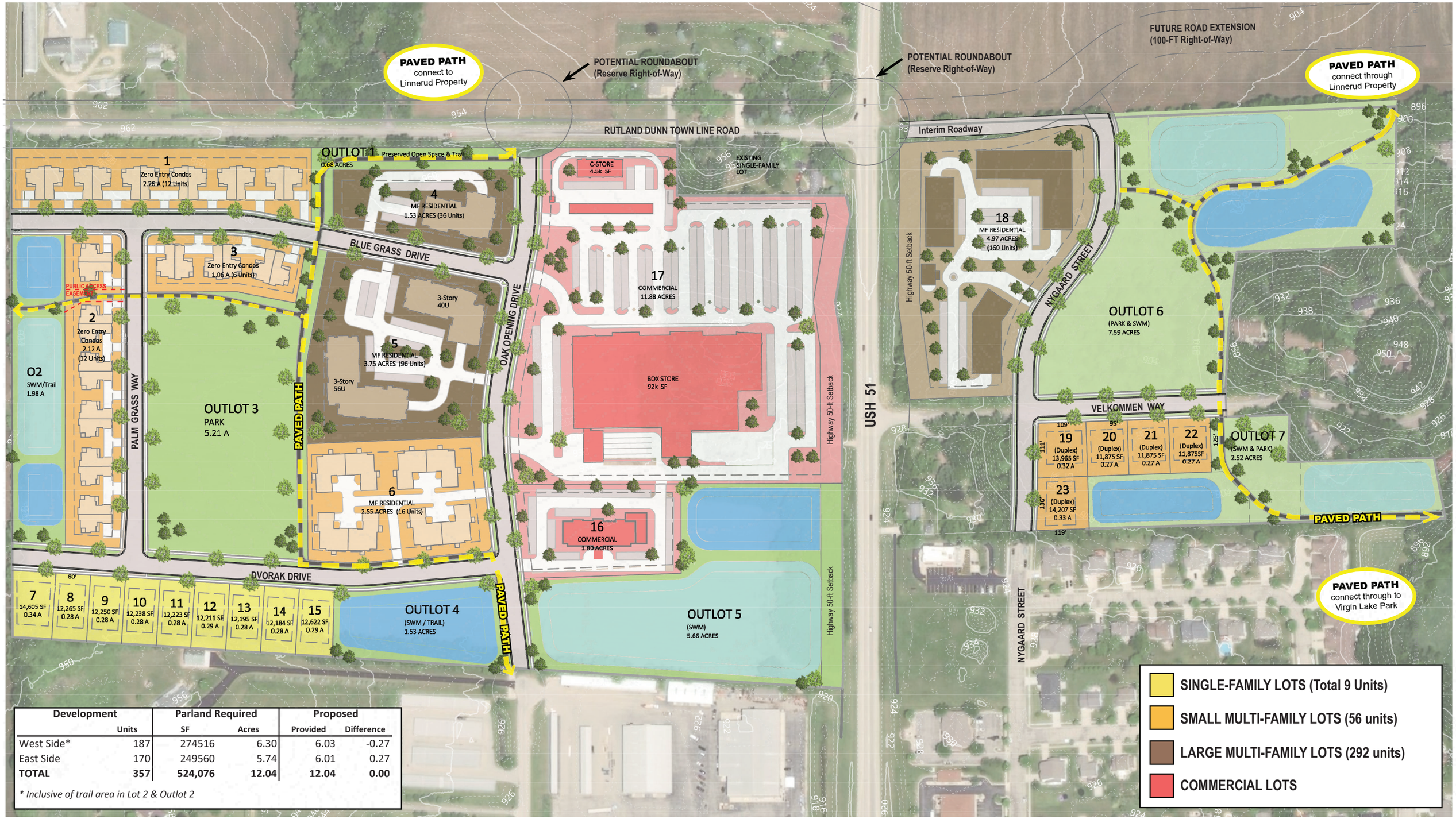
- The Comprehensive Plan identifies lands along USH 51 just south of the Rutland-Dunn Town Line Road as a potential environmental corridor, but this needs verification. Per the natural resource base map (Map 2 in the Comp Plan), this designation is based on woodlands that no longer exist. These lands are not identified in the CARPC Environmental Corridor and there are no floodplain or surface water features.
- There are woodlands adjacent to Rutland-Dunn Town Line Road (in the northwest corner of the development) that will be partially preserved through building setbacks.
- Four small, low-quality wetlands were delineated in 2020; however, RHD Properties, LLC has since received DNR wetland fill approval through federal exemption.

- *STORMWATER MANAGEMENT:* The majority of the stormwater ponds have been designed with a "naturalistic" layout, especially through the trail corridor and park space in Outlot 6. As shown, there are six wet ponds for pre-treatment and four infiltration ponds that will serve this development and manage off-site runoff (from the south and east of Outlot 8). The stormwater management system is intended to control peak runoff rates for events ranging from the 1-year through the 200-year event. Additionally runoff volumes will be controlled for the annual average rainfall record (per county and state standards) but also for events ranging from the 1-year through the 200-year event. This last requirement is necessary to prevent volume related flood elevation increases in landlocked basins which lie downstream from the proposed site. Note that these requirements will need to be met regardless of on-site development density and potential changes in drainage patterns within the site.

DISCLAIMER:
This neighborhood concept illustrates a proposed road layout, storm water management infrastructure, and lot layout with speculative development. The number of lots and design for specific sites are generalized based on what fits the location and intended use for the area. Development plans will be proposed by property owners at a future date based on market conditions and interests, and will be subject to City review (per zoning and subdivision ordinance) with this concept providing guidance to general connectivity and use.

51 WEST SUBDIVISION

CITY OF STOUGHTON, WI



Development		Parland Required		Proposed	
	Units	SF	Acres	Provided	Difference
West Side*	187	274516	6.30	6.03	-0.27
East Side	170	249560	5.74	6.01	0.27
TOTAL	**357**	**524,076**	**12.04**	**12.04**	**0.00**

** Inclusive of trail area in Lot 2 & Outlot 2*

March 29, 2021

MSA