CITY OF STOUGHTON
DEPARTMENT OF
PLANNING & DEVELOPMENT
207 S. Forrest Street, Stoughton, WI. 53589

(608) 873-6619 www.ci.stoughton.wi.us

RODNEY J. SCHEEL
DIRECTOR

Date: March 3, 2023

To: Plan Commission

From: Rodney J. Scheel
Director of Planning & Development

Michael P. Stacey
Zoning Administrator/Assistant Planner

Subject: Agenda Item for the April 10, 2023 Plan Commission Meeting

Presentation by Forward Development Group regarding a Planned Development Concept Plan to construct 2 four-story residential apartments on Lot 27 and a portion of Lot 15, Kettle Park West.

Forward Development Group will be presenting a concept plan for (4) twenty-four unit apartment buildings as the first step in the planned development process. The buildings are planned to be 2-story and the total units would be 96.

The concept plan and staff review are provided. The next step with either be another concept plan or a public hearing for the general development plan.

Forward Development Group

Moving Business Forward
161 Horizon Drive, Suite 101A
Verona, WI 53593
Ph 608.848.9050
Fax 608.848.9051
forwarddevgroup.com

March 24, 2022

Rodney Scheel
Director of Planning & Development
Department of Planning & Development
207 South Forrest Street
Stoughton, WI 53589

Dear Rodney,

Forward Development Group, LLC ("FDG") is submitting the following materials for staff review of the revised Lot 27 and Lot 15 ("project site") Multifamily Concept Plan:

A. Project Location Map
B. Revised Multifamily Concept Plan

After receiving staff input on the revised concept plan, FDG intends to submit a General Development Plan application April 7 for Plan Commission review May 8, 2023.

Project Site Location

As shown on **Attachment A**, the project site is located on the northern portion of Lot 15 of the Tru by Hilton Hotel ("KPW Hospitality") site, 2500 Jackson Street, and Lot 27 at the terminus of Cromwell Court. The project site would require a two-lot certified survey map ("CSM") to form a single parcel for the project. Lot 2 would be the multifamily parcel and KPW Hospitality would become Lot 1.

Project Background

Lot 15 - KPW Hospitality

The initial planning and 2017 Specific Implementation Plan for KPW Hospitality included an event center on the north portion of Lot 15 as a potential expansion to the hotel. In summer 2020, the Tru by Hilton Hotel opened and faced immediate challenges due to the COVID-19 pandemic. Since the beginning of the pandemic, the hospitality market noted significant decreased business and personal travel. For example, revenue per available room ("RevPAR") is a key performance metric used in the hotel industry which is calculated by multiplying the average daily room rate by its occupancy rate. When the hotel was originally planned, projections supported by detailed market studies indicated occupancy ranges in the mid-60% range; the year-to-date occupancy recorded for 2022 was in the mid-40% range. As a result, KPW

Hospitality's RevPAR was currently 40% lower than originally projected at the end of 2022, creating a notable financial obstacle when considering constructing a new event center.

Furthermore, the original impetus for the event center on the hotel site was to support weekend occupancy. The financial model for the hotel anticipated weekday, business travel to have high occupancy while weekend personal travel would have lower occupancy and require additional support from the event center. Currently, weekday occupancy continues to be low due to the lack of business travel while weekend occupancy has held relatively steady mostly due to events held at local venues such as The Lagaret and The Field's Reserve. Although the addition of these venues to the immediate market has improved weekend stays at the Tru by Hilton hotel, it has also created direct competition for any additional future event space in the market.

In summary, the quantifiable decrease in hotel performance coupled with the lack of business and work travel has led KPW Hospitality to consider other site uses for remaining north portion of Lot 15.

Lot 27 – Multifamily

Lot 27 is currently zoned MR-10 (10 dwelling units per acre) resulting in a maximum density of 25 total residential units. In July 2021, FDG submitted a 24-unit multifamily concept plan for Lot 27 with a duplex product specified. Although diligent efforts with various contractors and construction plans were explored, FDG was unable to create a financially viable plan to move the project forward due to continuously increasing construction costs. Since January of 2021, construction costs have escalated approximately 24%, creating a notable financial barrier to overcome in all projects. The projects impacted most significantly have been lower density development since the critical mass of generated revenue is not sufficient to support the increased construction costs. In conversations with City Staff, Lot 27 is not sufficiently sized to support a higher density residential project and alternate solutions needed to be explored.

A CSM to combine the north portion of Lot 15 and the entirety of Lot 27 would create an approximately 4.3-acre developable site and provide the land area needed to support residential densities similar to other multifamily projects within the City of Stoughton. The increased site area would then allow for appropriate density to have a better chance at supporting current construction costs.

Concept Plan Land Use, Density and Bulk Regulations

As depicted in **Attachment B**, the proposed planned development ("PD") shall meet the standards of MR-24 Zoning District with several exceptions highlighted in yellow below.

Land Use: permitted and conditional uses outlined in zoning district MR-24.

Density and Intensity Requirements:

Zoning District	Maximum Gross Density (MGD) du/ac	Minimum landscape surface ratio (LSR)	Maximum accessory building coverage
MR-24	24	50%	10%
PD	24 Max – 103 units	30% Concept Plan – 32%	10%

Bulk Regulations:

Zoning District	Min Lot Area (sf per du)	Min Lot Width (ft)	Min Setback Front (ft)	Min Setback Side (ft)	Min Setback Rear (ft)	Min Setback pvmt to side or rear/street (ft)	Min Dwelling Unit Separation (ft)	Max Building Height (ft)
MR-24	1,815	90	25	25	50	5/10	40	40
PD	1,815	90	25	25	25	5/10	40	40

<u>MR-24 Exemptions</u>

- Conditional Use: greater than 12 dwelling units per building
  - Increased density per building allows for increased construction efficiency and cost reduction
- Minimum landscape surface ratio (LSR): 30%

Existing Lot and Zoning	LSR	Site Area (sf)	Max Impervious (sf)	Total
Lot 27 (MR-10)	50%	108,900	54,450	74,052 (40%)
Lot 15 (Planned Business)	25%	78,408	19,602	
Concept Plan	30%	187,308	56,192	56,192 (30%)

Comparing the existing zoning with the proposed concept plan, the proposed landscape surface ratio is less than the combine LSR of lot 15 and 27. The proposed LSR provides the area required to meet off-street parking requirements and the building footprints of the reduced density product.

Onsite stormwater will be provided to ensure the overall stormwater system is not negatively impacted by the proposed LSR.

- Minimum Setback Rear: 25 feet
  - The reduced rear yard setback provides additional space for site circulation and access.

Multifamily Concept Plan (Four Buildings)

- Use: Market Rate Multifamily Residential
- Maximum Height: Two-stories
- Building Footprint: 11,275 square-feet
- Total Building Gross Floor Area: 90,200 square-feet (no underground parking)
- Unit Count and Distribution:

Multifamily Concept Plan (Four Buildings)

Unit Mix & Parking

	Studios	1 Bedroom	2 Bedroom	Total Units per floor	Finished (sf)	Total (sf)
First Floor	-	24	24	**48**	11,275	11,275
Second Floor	-	24	24	**48**	11,275	11,275
Total Units	**-**	**48**	**48**	**96**	**22,550**	**22,550**
Percentage Mix	**0%**	**50%**	**50%**	**100%**		

MR-24 Off-street Parking Requirement				
Total Units	-	48	48	
stalls per unit type	1	1	2	
	-	48	96	**144**
				total parking stalls

Surface Parking	145	total parking stalls on Concept Plan

Site Access, Circulation, and Parking

During the February 13 Plan Commission and February 14 City Council Concept Plan review, City officials expressed concern about the density of 140 residential unit and the traffic associated with the project. In particular, concerns were raised regarding the shared access easement between Tru hotel and the multifamily site and the potential conflicts between the different user groups.

Utilizing the feedback FDG received, the revised concept plan reduces the residential units from 140-units to 96-units. The reduced density provides an opportunity to eliminate the shared access easement and utilize a single access point via Cromwell Court right-of-way. By removing the shared access easement and drive, the hotel operations and traffic will remain the same as the current condition and alleviate the traffic safety concerns associated with the two different uses.

FDG is currently working with KL Engineering on a traffic memo to supplement the forthcoming GDP submittal. The traffic memo will compare the current zoning with the proposed MR-24 zoning to evaluate the anticipated conditions of the proposed multifamily development. Based on preliminary analysis conducted by KL Engineering, we anticipate the revised zoning and site plan to have no negative impact on the existing streets and traffic patterns.

The private drive will be designed to accommodate fire and EMS turning radius and provide clear site lines to the main entrances. The parking lot and private drive will be designed to accommodate the turning radius of fire trucks and other large vehicles. The circulation loop labeled (1) on Exhibit B, also provides clear access for fire to the adjacent Kettle Park West Senior Living.

Pedestrian circulation is provided by a network of sidewalks and a central courtyard space. Direct connection to Cromwell Court and the multipurpose trail is provided to encourage walkability to adjacent land uses. In addition, to promote multimodal transportation opportunities, bicycle parking stalls are being proposed adjacent to the multifamily buildings.

Building and Courtyard Design

The revised site plan utilizes a townhome style apartment to meet the density of MR-24 zoning. The 24-unit, two-story buildings suits the context of the adjacent single-family neighborhood and creates a transition from the large-scale Kettle Park West Senior Living and the Tru Hotel to the small-scale single-family Meadows. The townhome style apartment also introduces an under-utilized housing type within the market.

The overall building material palette includes attractive and durable materials and detailing including vinyl siding (horizontal) with accents of board and batten panel (vertical) and 'Tando' composite stone. A conventional pitched roof with gable features creates articulation in the facades and roof/eave line. The conceptual images below depict the architectural character and style.

Any ancillary structures, such as the potential detached garages, will be designed with the same quality and architectural character as the residential buildings.

Amenities

In addition to the proposed multi-use path connectivity and network of internal sidewalks, an exterior community space is being proposed to include grilling stations, picnic tables, an outdoor fire table and an open lawn space for a flexibility of use. Exterior amenity spaces are one of the most utilized by residents. Although the reduced density prohibits the inclusion of a club house space, the courtyard provides opportunity for community gathering.

Conclusion

This application is aimed to not only provide alternate housing opportunities in the immediate Meadows at Kettle Park West community, but also satisfy a notable market need. As the single-family residential housing market continues to encounter elevated construction costs and a challenging interest rate environment, the focus on providing alternate housing opportunities has become extremely important. The focus of this plan is to provide housing opportunities for individuals who may not be at a point in which they are able to purchase a home but would like to live in the Kettle Park West area. The multifamily units would provide individuals and families the opportunity to live and work in the immediate area (i.e. the commercial center), while at the same time, offering a stepping block into the single-family residential housing options currently being expanded adjacent to the commercial center.

We are excited to work with the City on this project and look forward to furthering the vision for the Multifamily Concept Plan.

Sincerely,

Konner Kearney

Director of Sales and Entitlement

Forward Development Group, LLC

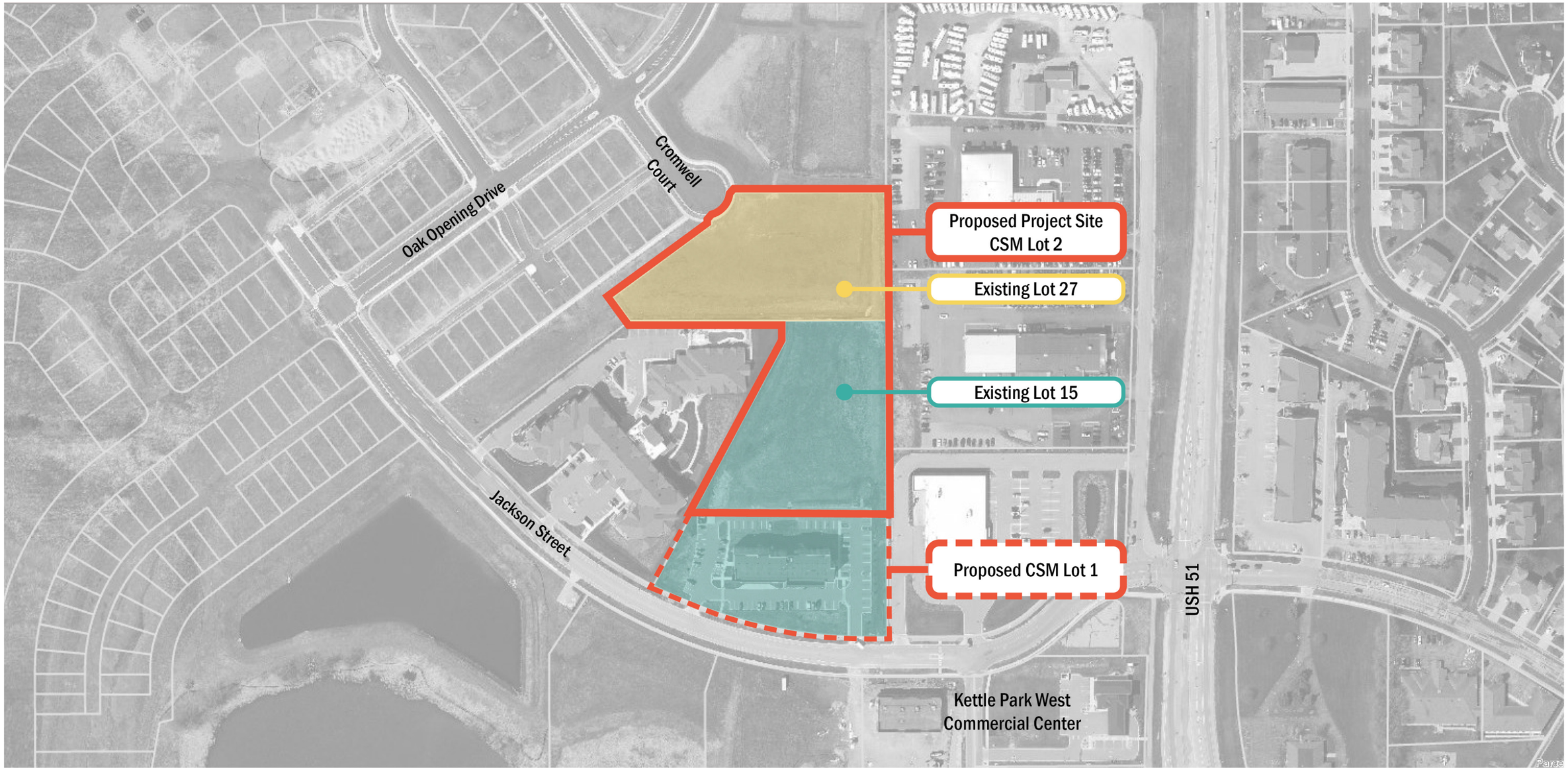
CC:

Dave Jenkins (JSD Professional Services)
Ron Henshue (Forward Development Group)
Fred DeVillers (Forward Development Group)
Connor Nett (Forward Development Group)

Attachments

A. Project Location Map
B. Multifamily Concept Plan

ATTACHMENT A



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0 200'

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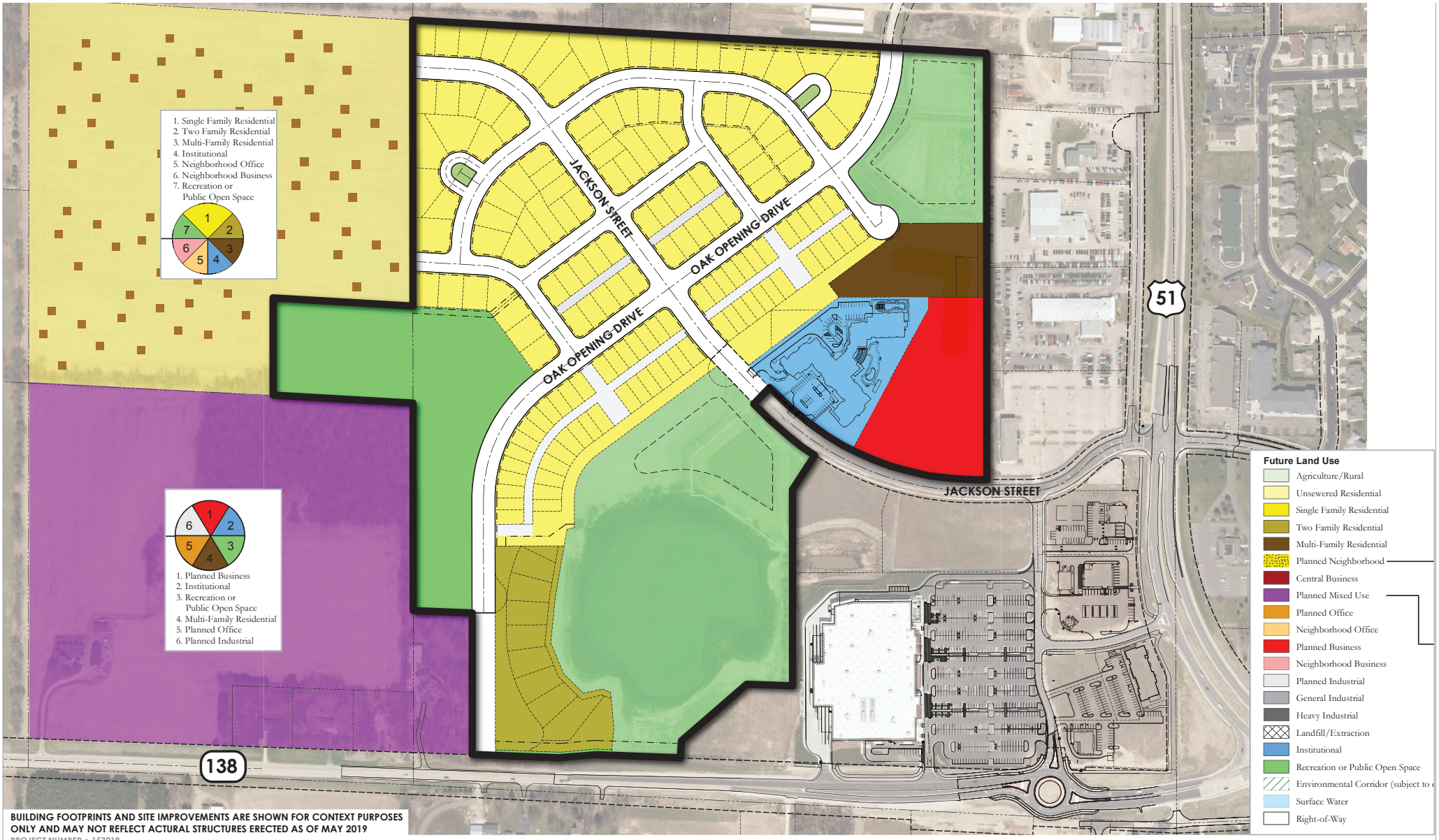
FDG

Exhibit A | Project Location

ATTACHMENT B

Exhibit B | Concept Plan

Exhibit B | Concept Plan



BUILDING FOOTPRINTS AND SITE IMPROVEMENTS ARE SHOWN FOR CONTEXT PURPOSES ONLY AND MAY NOT REFLECT ACTURAL STRUCTURES ERECTED AS OF MAY 2019

PROJECT NUMBER • 157018

PROPOSED AMENDMENT

KETTLE PARK WEST

0 150 300 600

CITY OF STOUGHTON
DEPARTMENT OF
PLANNING & DEVELOPMENT
207 S. Forrest St., Stoughton, WI. 53589

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RODNEY J. SCHEEL
DIRECTOR

March 28, 2023

Forward Development Group
Conner Nett
161 Horizon Drive, Suite 101A
Verona, WI. 53593

Dear Mr. Nett,

I have completed a review of the proposed Planned Development - Concept Plan for a multi-family residential project at Kettle Park West, Lots 15 and 27. Plan provided no March 24, 2023. The following items are identified for your review. We will need fully dimensioned plans for future reviews.

1. Kettle Park West lot 15 is zoned Planned Business and lot 27 is zoned MR-10 – Multi-Family Residential. The plan is to combine the rear portion of lot 15 (TRU Hilton site) with lot 27 by certified survey and rezone the property to Planned Development to provide zoning requirement flexibility for four 2-story multi-family residential buildings.

2. The Stoughton Comprehensive Plan proposes Planned Business uses for Lot 15 and Multi-Family uses for Lot 27. <u>The proposed multi-family use on lot 15 is not consistent with the Comprehensive Plan. Proposed zoning amendments are to be consistent with the Future Land Use Map; however, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use Map may be particularly appropriate for a Planned Development and properties located at the edge of future land use boundaries. **A determination will need to be made that this is an appropriate change.**</u>

3. The Planned Development District is intended to provide incentives for redevelopment in areas of the community which are experiencing a lack of reinvestment, or which require flexible zoning treatment because of factors which are specific to the site. This district is designed to forward both aesthetic and economic objectives of the City by controlling the site design and the land use, appearance, density or intensity of development within the district in a manner which is consistent with the sound land use, urban design, and economic revitalization principles. The application of these standards will ensure long-term progress and broad participation toward these principles. Section 78-914 provides regulations which govern the procedure and requirements for review and approval/denial, of the proposed Planned Development, and to provide for the possible relaxation of certain development

standards pertaining to the underlying standard zoning district. **The underlying zoning district will be MR-24 - Multi-Family Residential. Future reviews will be based on the PD and MR-24 district requirements.**

4. The Planned Development: Concept Plan requirements per zoning code section 78-914(6) are as follows:
   (a) The applicant shall provide the zoning administrator with a draft PD concept plan submittal packet for a determination of completeness prior to placing the proposed PD on the plan commission agenda for concept plan review. This submittal packet shall contain all of the following items, prior to its acceptance by the zoning administrator and placement of the item on a plan commission agenda for concept plan review:
      1. A location map of the subject property and its vicinity at 11 inches by 17 inches, as depicted on a copy of the City of Stoughton Planned Land Use Map; **Staff to provide.**
      2. A general written description of proposed PD including:
         a. General project themes and images;
         b. The general mix of dwelling unit types and/or land uses;
         c. Approximate residential densities and non-residential intensities as described by dwelling units per acre, floor area ratio and impervious surface area ratio
         d. The general treatment of natural features;
         e. The general relationship to nearby properties and public streets;
         f. The general relationship of the project to the comprehensive plan;
         g. 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, as compared to the most comparable zoning district(s). 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; and

            Provided
      3. A written description of potentially requested exemptions from the requirements of the most comparable zoning district, in the following order:
         a. Land use exemptions; **N/A**
         b. Density and intensity exemptions;
            - **Allow 30% landscape surface area ratio (50% typical);**
            - **Allow 4 principle structures (1 typical or CUP);**
            - **Allow more than 12 dwelling units per building (CUP typical)**
         c. Bulk exemptions;
            - **Allow minimum rear yard setback of 25 feet (50 feet typical)**
         d. Landscaping exceptions; **N/A**
         e. Parking and loading requirements exceptions; **N/A**

4. A conceptual plan drawing (at 11 inches by 17 inches) 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 "bubble plan" in addition to the 11 inches by 17 inches reduction. **A suitable concept plan has been submitted.**

    a. Within ten working days of receiving the draft PD concept plan submittal packet, the zoning administrator shall determine whether the submittal is complete. Once the zoning administrator has received a complete packet, the proposed PD concept plan shall be placed on the plan commission agenda. **This will be on the April 10, 2023 Plan Commission agenda.**

    b. At the plan commission meeting, the applicant shall engage in an informal discussion with the plan commission regarding the conceptual PD. Appropriate topics for discussion may include the any of the information provided in the PD concept plan submittal packet, or other items as determined by the plan commission. **Expected**

    c. Points of discussion and conclusions reached in this stage of the process shall be 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. The preferred procedure is for one or more iterations of plan commission review of the concept plan to occur prior to introduction of the formal petition for rezoning which accompanies the GDP application. **As per Plan Commission recommendation.**

5. Parkland and park facilities fees will be necessary for this project (140 units) as follows:

    - 1,019 square feet of parkland per unit. **(Parkland for 24 units is accounted for) 72 units requires 73,368 square feet or 1.68 acres. (The City does have the option to take a fee in lieu of dedication at $1,941 per unit if suitable parkland cannot be provided)**
    - $2,742 per unit for park facilities. **$197,424**
    - $65 per unit for trail improvements. **$4,680**

    Total for park and trail impact fees: $202,104

6. City Fire and EMS staff are reviewing the site plan for emergency vehicle access through the site. It appears difficult to maneuver a ladder truck through the site. **We need more details about to confirm this.**

7. Contact Stoughton Utilities at 608.873.3379 to discuss electric, water and wastewater services.

If you have any questions, please contact me at 608-646-0421

Sincerely,
City of Stoughton

Michael P. Stacey

Michael P. Stacey
Zoning Administrator