

CITY OF STOUGHTON, 381 E. MAIN STREET, STOUGHTON, WISCONSIN

RESOLUTION OF THE COMMON COUNCIL

A Resolution to Accept the Proposed Comprehensive Plan Amendment Documents and Set a Public Hearing Date

Committee Action: Plan Commission Recommends Approval 7 - 0

Fiscal Impact: None.

File Number: R- -2019 Introduced:

The Common Council of the City of Stoughton, Wisconsin, does proclaim 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. JSD Professional Development has prepared amendments to the City's comprehensive plan as reflected in Exhibit A as a detailed component of the City's comprehensive plan.

Section 4. The Common Council recognizes the importance of the City's existing land use, economic development, transportation, park and recreation, and housing planning documents as important tools to guide the City's future.

Section 5. BE IT RESOLVED, the City of Stoughton Common Council accepts the proposed Comprehensive Plan amendment documents as provided in Exhibit A and sets August 13, 2019 as the public hearing date.

Council Action: **Adopted** **Failed** **Vote** _____

Mayoral Action: **Accept** **Veto**

Tim Swadley, Mayor Date

Council Action: _____ **Override** **Vote** _____

Exhibit A

This proposed Comprehensive Plan Amendment includes

- Adoption of the Kettle Park West Master Plan as a supplement to Comprehensive Plan Future Land Use Plan (Maps 6A, 6B, 6C, 6D)
- Adoption of Maps 9A and 9B as supplements to Map 9 and
- Revisions to the current plan text in Chapter Four – Transportation. Specifically the recommendations for the Collector Streets serving the area that are itemized under Section C.2 et seq. The proposed text revisions are listed below as inserts and ~~deletions~~. See pp 105-106 of the Comprehensive Plan (2017)

C.2. PLAN FOR NEW, EXPANDED, AND ENHANCED COLLECTOR ROADS

Roads that serve as collectors disperse traffic off of USH 51 and provide direct access into residential neighborhoods and commercial areas. These roads are those shown on Map 9 and 9A with various rights-of-way widths as appropriate right-of-way widths of either 100 feet or 120 feet. The minimum right-of-way width for a collector street is 80-feet. As the City expands eastward, southward and to the west, some of these existing collector roads should be extended and/or widened. Moreover, Map 9 and 9A recommends new roads be built to maintain a complete, interconnected collector road system.

Of particular importance will be the provision of new major collector roads in several locations:

- A north-south major commercial collector street or network of collector streets with appropriate right-of-way widths to accommodate projected traffic should be with a 100-foot right-of-way located about 2,000 feet west of, and parallel to USH 51 ~~—from STH 138 north into the~~ extending from the Northwest Planned Mixed Use Area (transitioning from a 100-foot wide office park collector road north of Rutland-Dunn Town Line Road and extending south and southwesterly to STH 138 at Starr School Road an 80-foot wide residential collector south of STH138). This north-south collector street system would interconnect with east-west collector streets connecting with USH 51 at Roby Road and Jackson Street and, via Oak Opening Drive (collector street), would also connect to STH 138. Because the existing frontage road (Hults Road) is poorly designed and located too close to USH 51, development of this new collector road network as the primary local north-south traffic mover in this key *Planned Mixed Use* area is of critical importance.
- A north-south residential collector with a 100/80-foot right-of-way located midway between Spring Road and Pleasant Hill Road serving the three eastside Planned Neighborhoods.
- An east-west residential collector with a 100-foot right-of-way located midway between Skaalen Road and USH 51 in the Eastside Planned Neighborhood.
- An east-west commercial collector with a 100-foot right-of-way located north of, and parallel to the USH 51 East corridor to serve as a reverse frontage road from Pleasant Hill Road to east of Spring Road.
- An east-west industrial collector with a 100-foot right-of-way located south of USH 51 and north of CTH A in the proposed *General Industrial* area at the planned southeast corner of the community.
- An east-west commercial collector with a 100-foot right-of-way located south of, and parallel to STH138 to serve as a reverse frontage road.

- An east-west commercial collector with appropriate 100-foot right-of-way located north of, and roughly parallel to STH 138 – connecting to the north-south collector street that is located west of Jackson street across USH 51 via Kettle Park West.
- An east-west commercial collector with an 80-foot right-of-way located south of, and parallel to STH 138, a westward extension of Milwaukee Street.
- ~~A north-south commercial collector with a 100-foot right-of-way located west of, and parallel to STH 51 as an extension of the existing USH 51 frontage road.~~
- An east-west commercial collector with appropriate a 100-foot right-of-way located either as an extension of Roby Road, or with convenient and functional access to Roby Road, and extending westerly to Starr School Road west of USH 51.
- An east-west commercial collector with a 100-foot right-of-way located within the proposed Northwest Planned Mixed Use Area.
- The westerly extension of Jackson Street from USH 51, connecting to Oak Opening Drive, and extending to the north-south collector street located west of Kettle Park West.
- Designate Starr School Road as a collector street between Rutland-Dunn Town Line Road and STH 138.
- Designate Rutland-Dunn Town Line Road as a collector street between USH 51 and Starr School Road.
- Provide intersection upgrades to improve Level of Service (LOS), capacity, and safety (both pedestrian and vehicle) at USH 51 intersections at Rutland-Dunn Town Line Road, Velkommen Way, Roby Road, Jackson Street, STH 138 and Hoel Avenue ; and STH 138 intersections at Oak Opening Drive, and Starr School Road.

To assure and maintain satisfactory traffic circulation, public street intersections and private access drives Access limitations will be important on these collector streets should be regulated based on the type of adjoining land uses, street design, topography, and projected traffic. For instance, the number of driveways or curb cuts may be limited and intersection spacing standards may be needed. For roads with 120' rights-of-way, one to four intersections per mile may be appropriate. For roads with 100' rights-of-way, one to two per quarter mile may be more appropriate. Finally, for smaller roads with 80' rights-of-way, up to four access points per quarter mile may be appropriate. It should also be acknowledged that some land uses may need to be prohibited from having direct access to collector streets. For instance, single family homes generally should not have direct driveway access to high traffic volume collector streets with greater than 80-foot rights-of-way.

All of the roads identified on Map 9 and Map 9A as new collector streets or expanded rights-of-way should be designed with on-street bike lanes meeting per AASHTO standards and with general design considerations for on-street parking, pedestrian safety, and intersection functionality.

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



- 1. Planned Business
- 2. Institutional
- 3. Recreation or Public Open Space
- 4. Multi-Family Residential
- 5. Planned Office
- 6. Planned Industrial

- Future Land Use**
- Agriculture/Rural
 - Unsewered Residential
 - Single Family Residential
 - Two Family Residential
 - Multi-Family Residential
 - Planned Neighborhood
 - Central Business
 - Planned Mixed Use
 - Planned Office
 - Neighborhood Office
 - Planned Business
 - Neighborhood Business
 - Planned Industrial
 - General Industrial
 - Heavy Industrial
 - Landfill/Extraction
 - Institutional
 - Recreation or Public Open Space
 - Environmental Corridor (subject to...)
 - Surface Water
 - Right-of-Way

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

PROJECT NUMBER • 157018

PROPOSED AMENDMENT
CITY OF STOUGHTON COMPREHENSIVE PLAN - MAPS 6A,6B,6C,6D

**KETTLE PARK WEST
 PHASE 2**



0 150 300 600



Map 9A

Future Street Network

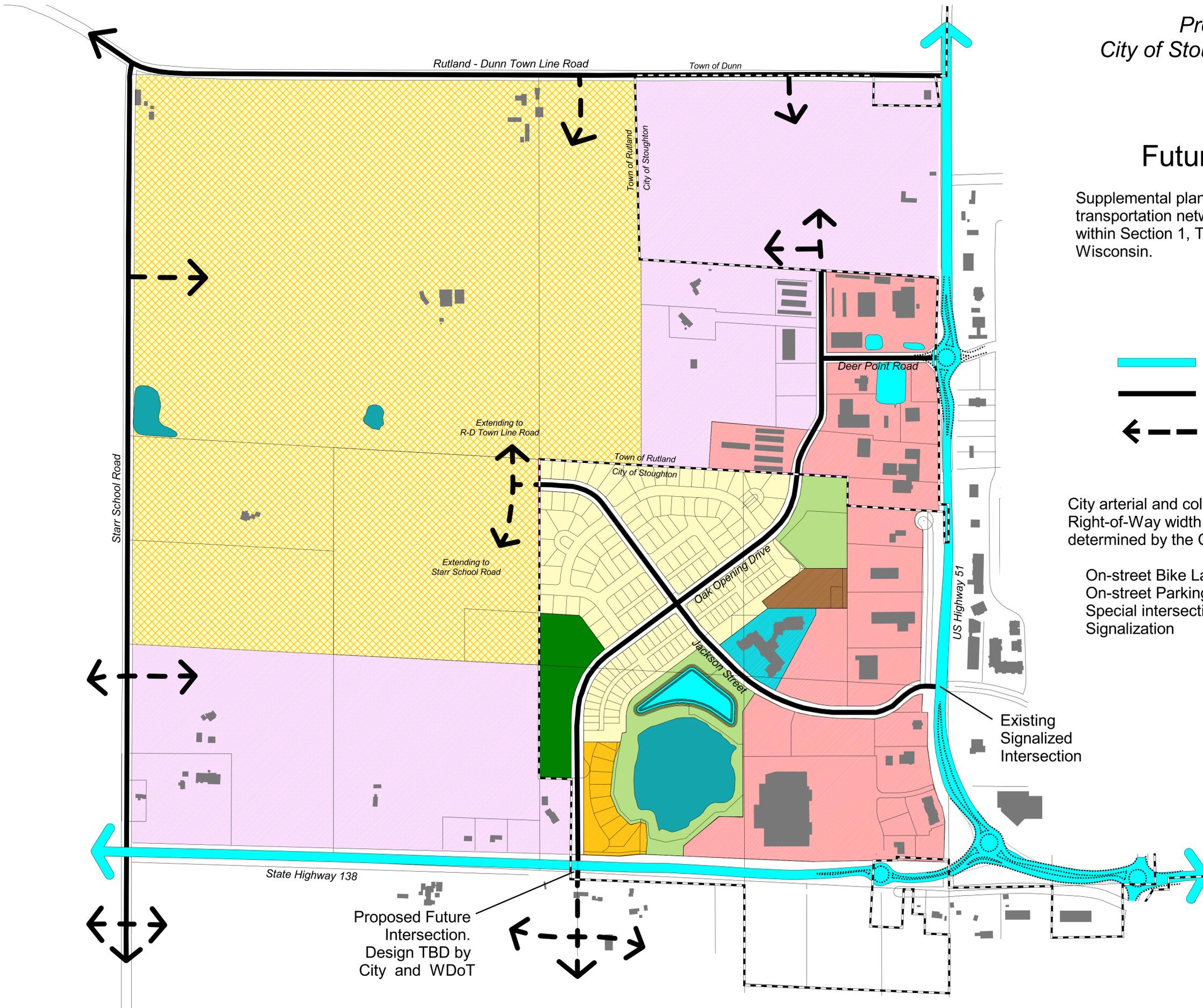
Supplemental planning map illustrating the City's planned transportation network to facilitate future general land development within Section 1, Township 05 North, Range 10 East, Dane County, Wisconsin.

LEGEND

- Arterial Streets
- Planned Collector Streets
- Generalized Future Collector Street Extension

City arterial and collector streets will have a minimum Right-of-Way width of 80 feet. Facility design to be determined by the City and may potentially include:

- On-street Bike Lanes
- On-street Parking
- Special intersection and cross-walk improvements, and
- Signalization



Map 9B

Future Public Parks and Open Spaces

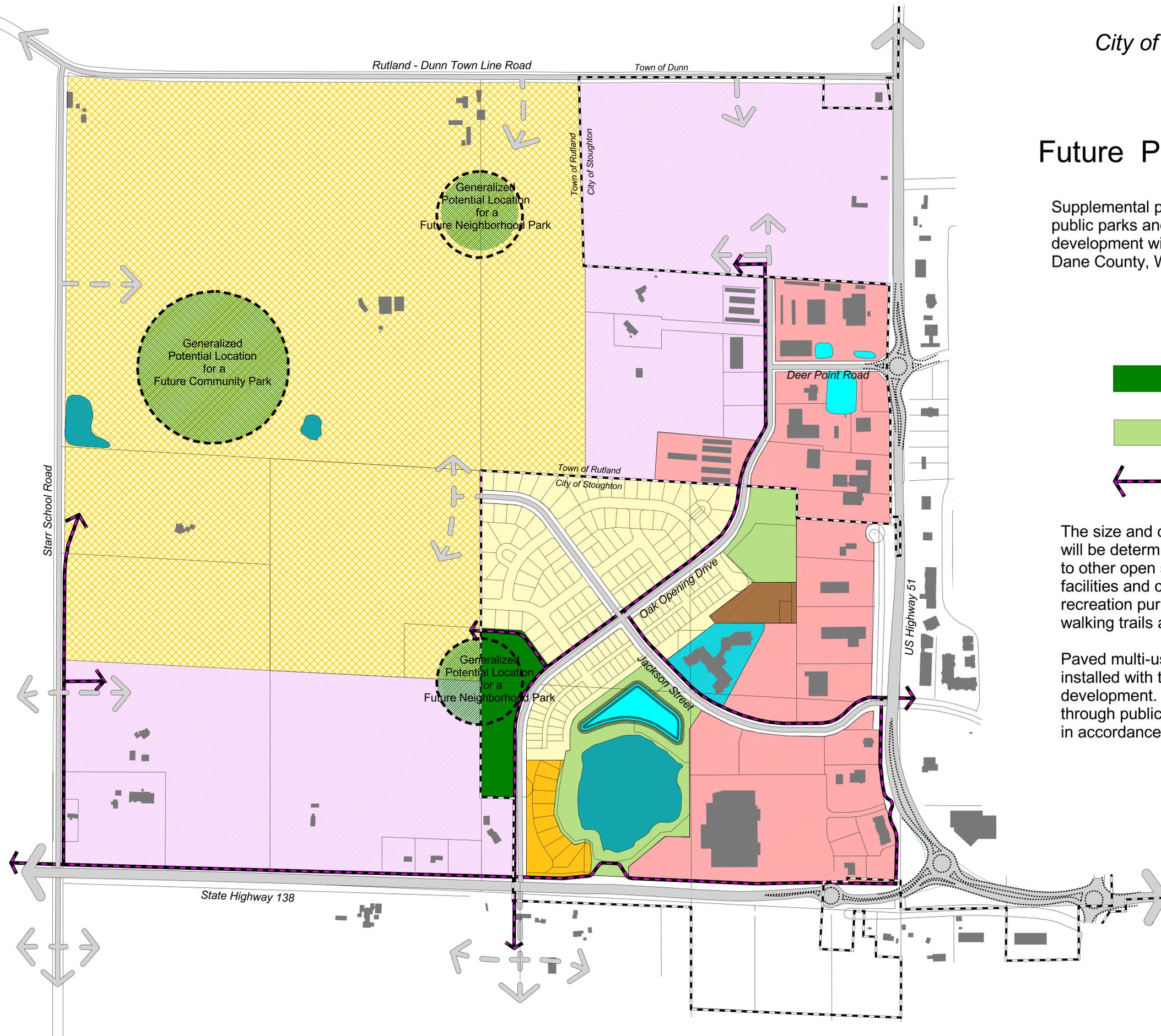
Supplemental planning map illustrating the City's planned public parks and open space network to facilitate future general land development within Section 1, Township 05 North, Range 10 East, Dane County, Wisconsin.

LEGEND

-  Planned Public Parks
-  Planned Open Spaces
-  Planned Public Paved Multi-use Paths

The size and configuration of public park land and park facilities will be determined by the City. Public park land may be adjacent to other open spaces including: stormwater management facilities and conservancy areas, which may be enhanced for public recreation purposes with compatible amenities such as walking trails and benches.

Paved multi-use paths along City collector streets are typically installed with the public improvements constructed to support land development. Paved multi-use paths and unpaved trails through public parks and open spaces are planned and constructed in accordance with an approved park master plan.



**PRELIMINARY
PROPOSED AMENDMENT
TO THE
STOUGHTON COMPREHENSIVE PLAN
JUNE 2019**

Relating to Land Use Plan and Transportation Plan modifications to facilitate the revision of the Kettle Park West Master Plan.

OVERVIEW and SUMMARY

Planning of the Kettle Park West (KPW) development started in 2009. In 2011, after extensive public discussion, was approved in 2011. Initial phases of the project were implemented between 2011 and 2016 through the adoption of the Westside Neighborhood Plan (which was incorporated into the City Comprehensive Plan), amendment of the Stoughton Urban Service Area, annexation, land divisions and construction of infrastructure to create the Kettle Park West Commercial Center, and the adoption of the Kettle Park West Preliminary Plat in 2016.

In 2017, the City completed and adopted an update of the City Comprehensive Plan (2017). Subsequently, Forward Development Group (FDG), with a focus on maintaining project economic viability, prepared and evaluated refinements to the land uses and infrastructure depicted in the Kettle Park West Master Plan. After several months of preliminary review with City officials, these refinements have manifested into a revised Kettle Park West Master Plan which has garnered general consensus from the City's Park Commission, Plan Commission, and Common Council as a precursor to undertaking the formal comprehensive plan amendment process under Wisconsin Statutes. The refined Kettle Park West General Master Plan is attached as Exhibit 1.

SUMMARY

The proposed amendment to the City's Comprehensive Plan includes modifications to the Future Land Use Plan Maps (Map 6A et seq., and Map 9) to incorporate the revised land use and street layout illustrated in the revised Kettle Park West Master Plan.

The proposed land use plan modification:

- Increases the total area of residential development to 44-acres from 39-acres, and
- Adjusts the proportions of residential units to bring residential unit composition in line with the City's policy objective that developing residential neighborhoods are to be predominantly single family in character.
[Note: the City applies a metric of 65% minimum single family homes and a maximum of 35% multi-family units to monitor performance towards this objective. In consultation with City staff, this calculation is based on multi-family units that are not zoned as Institutional (i.e. senior housing is excluded from the calculation)]

The proposed changes to the planned Future Land Use Map and unit proportionality is projected to yield 195-housing units (not including the currently approved 100-bed senior housing project currently under construction). 78% of the 195-residential units are projected to be single family detached houses. Comparatively, the current version of the Kettle Park West Master Plan was projected to create 371-housing units; of which only 11% were planned to be single family homes. Exhibit 3 provides a historical summary of the planned land uses within the Kettle Park West area for supplemental reference.

A key point that emerged during the planning discussions with City officials was to create a variety of housing opportunities with an emphasis on housing affordability. To address this need and to create an attractive visual character, and opportunities for neighbor interaction, the lotting in several blocks within the Kettle Park neighborhood have been designed as a more *traditional* neighborhood – narrower lots for houses with garages accessible from alleys and with front porches.

In addition to modifying the residential land use area and housing unit mix, the proposed Kettle Park West Master Plan illustrates a the extensive open space created and preserved in the neighborhood. After consultation and discussion with the City Park and Recreation Commission the proposed park site is now located along the southwesterly side of the KPW neighborhood to both encompass an existing stand of mature trees and to provide the opportunity to expand the park to include portions of the adjoining 10-acre woodland to the west.

Besides the neighborhood park, Kettle Park West also encompasses a large natural habitat conservancy characterized by with a large ephemeral pond, native wetland ecology, and naturalized stormwater management facilities. Due to the area's glaciated terrain, KPW is situated within a closed drainage basin meaning that 100% of the precipitation falling within the basin (including KPW) is treated for sediment control and then infiltrated back into the area's aquifer.

In order to accommodate the expanded and reconfigured residential land use area, the proposed plan re-aligns the local and collector street network supporting the Kettle Park West development.

The local street network (generally located west of Oak Opening Drive) has been laid-out to create a residential neighborhood that is intended to be a pedestrian friendly street-scape with multiple options for walking and bicycling to commercial areas, the neighborhood park, and to link to the City's Bike Route network (and eventually the regional bike trail system).

The proposed collector streets supporting Kettle Park West include: Jackson Street extending west from US Highway 51 (USH 51) and Oak Opening Drive, extending between State Highway 138 (STH 138) and Roby Road (Deer Point Drive). Since traffic planning needs be done in the context of a larger area than just the KPW phase 2 area, the collector street routes for the surrounding undeveloped lands bounded by USH 51, STH 138, Starr School Road, and Rutland-Dunn Town Line Road (Section 1, Town 5 North, Range 10 East) have been re-aligned from those illustrated in current Map 9 of the Comprehensive Plan (2017). The proposed new collector street alignments are based on consideration of general overall land uses and their projected expected traffic travel patterns, and the general environmental characteristics of the area (including: steep slopes, woodlands, lowlands, delineated wetlands, and stormwater infiltration sites).

The refined plans for Park and Open Space and the Collector Street network in the immediate vicinity of KPW are illustrated on Maps 9A and 9B attached as Exhibit 2.

PROCESS

The statutory process will commence with the Plan Commission's recommendation to adopt the plan amendment, followed by the Common Council's scheduling and noticing of a Public Hearing, after which the Common Council may consider an ordinance adopting the proposed amendment. The process will take an estimated 80 days from the Plan Commission's recommendation.

In keeping with the its tradition of transparency and public engagement, the City established and followed a detailed plan to provide a number of opportunities for public engagement and information sharing throughout the plan amendment process, including: an enumerated Plan Commission Agenda Item for Comprehensive Plan Amendment discussion at each regular meetings during April, May and June, a public open house (April 22, 2019), and public hearing at a joint meeting of the Common Council and Plan Commission (May 28, 2019). In addition, elements of the amended plan concepts were discussed at public meetings by the Park Commission, Plan Commission, and Common Council as Forward Development Group (FDG) and city officials were formulating and evaluating proposed refinements to the KPW development.

SPECIFIC AMENDMENTS TO THE CITY COMPREHENSIVE PLAN (2017)

Since the City's 2017 Comprehensive Plan incorporated the original vision of KPW as part of the Westside Neighborhood Plan, it is necessary for the City to consider and approve amendments to the 2017 Plan to establish plan consistency and enable future development entitlements (zoning and land division). [Note: Concurrently with this proposed Comprehensive Plan Amendment, FDG has petitioned for rezoning and subdivision plat approvals to implement a portion of the KPW development referenced as "Kettle Park West North Addition". City staff has determined that the proposed North Addition, is consistent with the existing 2017 Comprehensive Plan. The proposed North Addition, when approved and implemented, will create 18-single family lots, extend street and utility infrastructure and dedicate the public park and open space areas]

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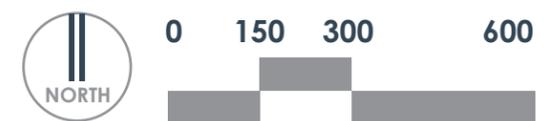
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PROPOSED AMENDMENT
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**KETTLE PARK WEST
 PHASE 2**



Map 9A

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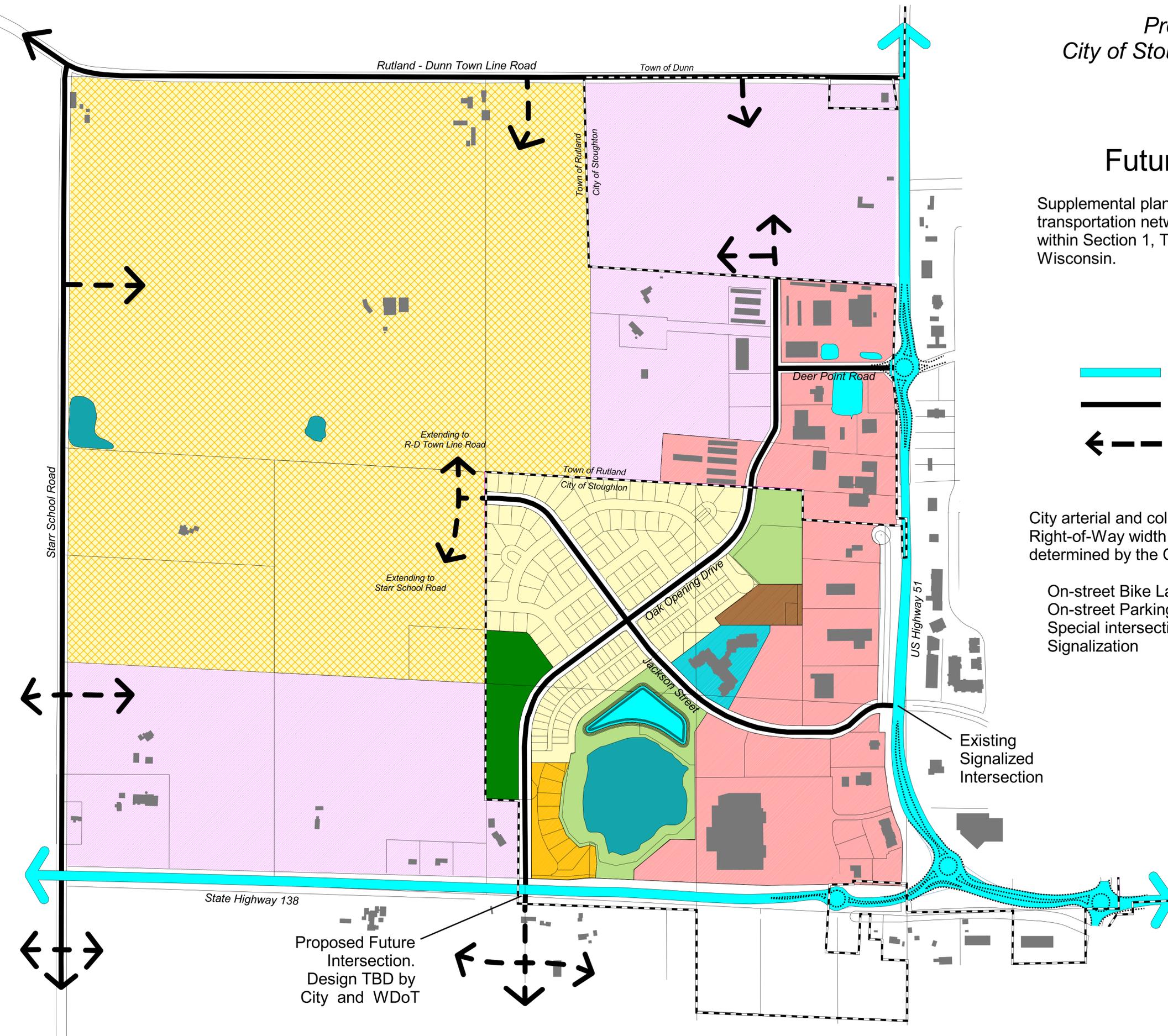
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Map 9B

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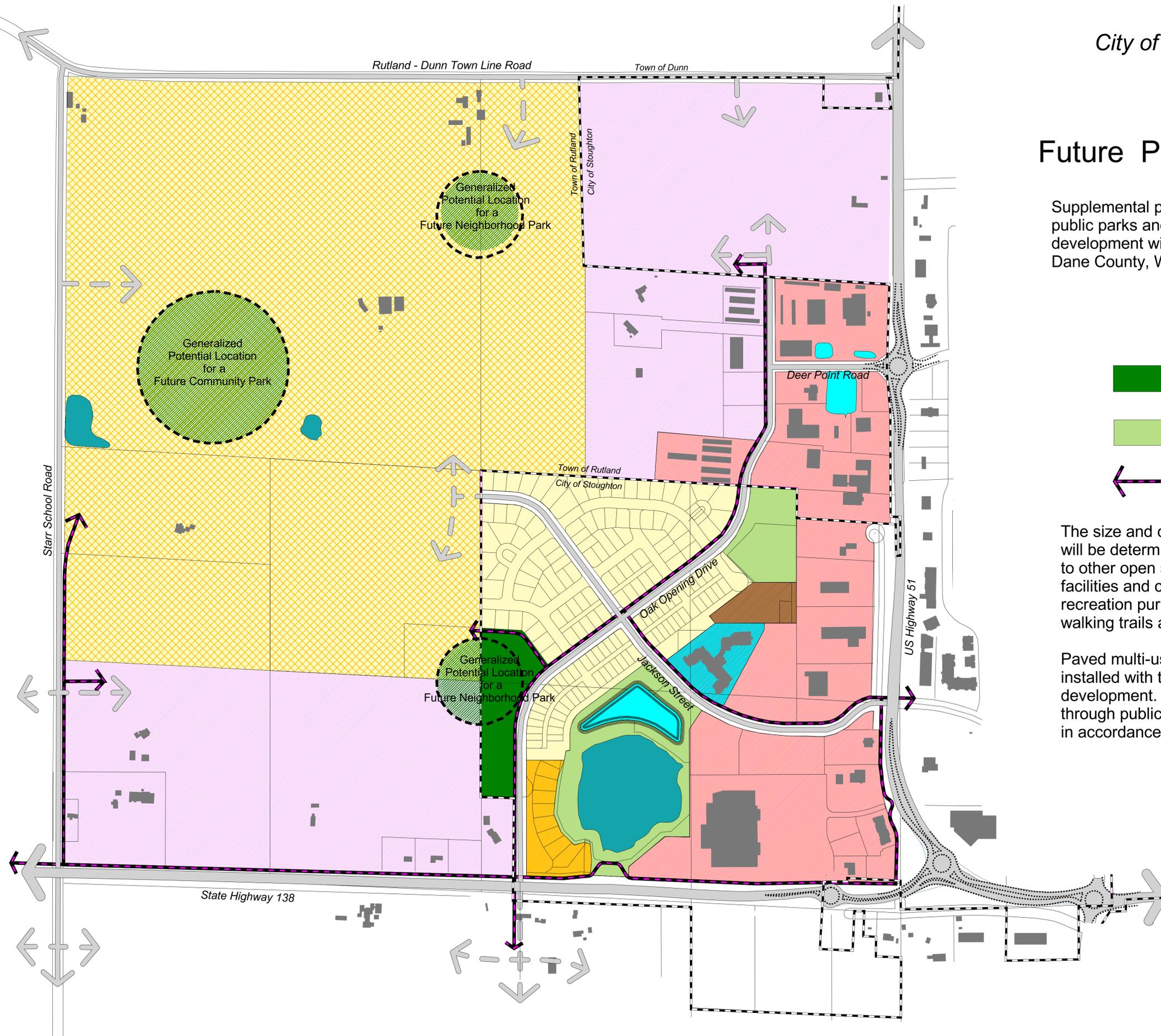
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51 x 138 Westside Detailed Neighborhood Plan
Development Statistics and Parameters

Planned Land Use <i>Kettle Park West Area Only</i> Plus Jackson connection to USH 51	Westside Neighborhood Plan (2010-12) (North of STH 138)				
	Acres	Planning Area %	Projected Units	Housing Unit %	DuNA
Zoning					
Residential	28	19%	425		15.1
Low Density Residential	9		47	11%	5.5
SR4 8600 SF per lot	5		23		
SR5 7200 SF per unit	4		24		
Moderate Density Residential	11		100	24%	9.4
PDD Small Lot w/ Alley, (4000 SF min lot)					
SR6 PDD Modest Lot w/ Alley (6600 SF min lot)	3		33		
TR6 Duplex, 5000 SF per unit	3		33		
MR10 Townhomes, small apartment/condo bldgs, 4356 SF per unit	4		34		
Units in Mixed Use Bldgs					
High Density Residential	9		278	65%	30.9
MR24 Apartments, condos, 1815 SF per unit	9		216		
Institutional (MR24) Specialty Care and/or Age Restricted, 1815 SF per bed/unit			36		
PDD Units in Mixed Use Bldgs			26		

Projected Housing Unit Allocation (net of Senior Housing)		389	
Single Family Detached		80	21%
Units in Duplex, Townhomes, etc.		67	17%
Units in Multi-unit Buildings		242	62%

Neighborhood Scale Commercial & Mixed Use	4	3%
Mixed Use Commercial with upperlevel residential	4	
Community Scale Commercial	22	15%
Existing Commercial area along Hults Road		
Generally sites larger than 4 acres and with total building GFA > 20,000SF	22	
Generally sites smaller 4 acres and with total building GFA < 20,000SF		
Employment Focused Uses	22	15%
Professional Offices, Research and Development, Specialized Manufacturing	22	
Civic Uses	0	0%
Religious, Educational, Governmental		
Transportation, Communication, Utilities	0	0%
None		
Open Space	39	26%
Parks	9	
Stormwater Management	20	
Treatment	2	
Detention (Wetland and grading buffer)	14	
Infiltration	4	
Conservancies	10	
Lowland S of wetland		
Upland woods		
Public Rights of Way	33	22%
Highways (US, State, County)	16	
Collector Streets	9	
Oak Opening Drive	6	
Jackson Street	3	
Local Streets	8	

TOTAL 148

Estimated 16 acres not included in KPW Platting

Not all included in KPW Platting or TID #7

KPW CC (2014) & Pre Plat (2016)				
(Area included in TID #7)				
Acres	Planning Area %	Units per Zoning	Housing Unit %	DuNA
39.6	28%	494		12.5
10.3		42	9%	4.1
10.3		42		
		0		
14.6		98	20%	6.7
		0		
6.7		18		
7.9		80		
14.7		354	72%	24.1
9.6		231		
5.1		123		

	371	
	42	11%
	98	26%
	231	62%

0.0	0%
0	
32.7	23%
20.2	
12.5	
0.0	0%
0.0	
0.0	0%

0.0	0%
40.5	29%
13.3	
23.0	
5.1	
13.0	
4.9	
4.2	
27.4	20%
15.8	
9.3	
5.8	
3.6	
2.3	

water managed to maintain wetland ecology

upland woods, lowlands outside of stormwater wetland

extended to STH 138

140.2

KPW CC, KPW, KPW-NA & KPW II Pre Plat (2019)				
(Area included in TID #7)				
Acres	Planning Area %	Units per Zoning	Housing Unit %	DuNA
44.6	32%	295		6.6
19.0		71	24%	3.7
7.0		20		
12.0		51		
21.5		124	42%	5.8
11.0		61		
3.6		20		
4.4		18		
2.5		25		
4.1		100	34%	24.4
0.0		0		
4.1		100		

	195	
	152	78%
	43	22%
	0	0%

0.0	0%
0	
32.3	23%
15.3	
17.0	
0.0	0%
0.0	
0.0	0%
0.0	0%
30.7	22%
6.2	
23.3	
5.6	
12.8	
4.9	
1.2	
32.8	23%
15.8	
10.6	
5.8	
4.8	
6.4	

Park, per Park Commission, includes 1.5 acre upland woods conservancy. Total does not include supplemental area west of City limits

140.4

Future Land Use

- Planned Stoughton Urban Development Area**
- - - 2017 Urban Service Areas
- - - 2017 Limited Service Areas
- 2017 Municipal Boundaries
- +— Railroads

Future Land Use

- Agriculture/Rural/Vacant
- Unsewered Residential
- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Planned Neighborhood
- Central Business
- Planned Mixed Use
- Planned Office
- Neighborhood Office
- Planned Business
- Neighborhood Business
- Planned Industrial
- General Industrial
- Heavy Industrial
- Landfill/Extraction
- Institutional
- Recreation or Public Open Space
- Environmental Corridor (subject to confirmation)*
- Surface Water
- Right-of-Way

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



1. Planned Business
2. Institutional
3. Recreation or Public Open Space
4. Multi-Family Residential
5. Planned Office
6. Planned Industrial

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. Existing (not future) land use pattern shown beyond Planned Development Area.

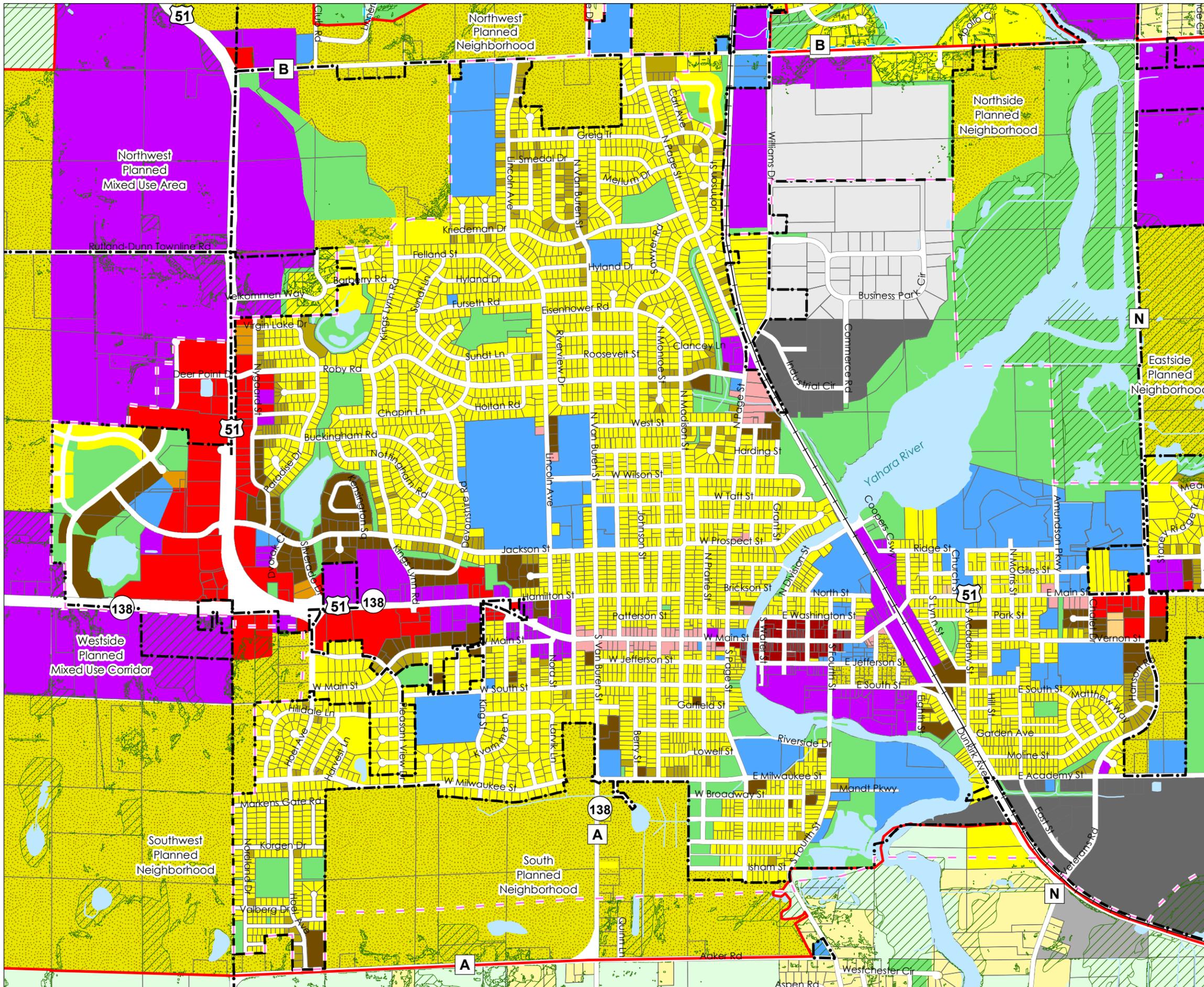
*Environmental corridors are a composite of the most important natural resources. Individual components consist of most of those elements seen on Map 2: Natural Resources. These include: DNR Wetlands, 100 Year Floodplain, Woodlands, Public Lands, Steep Slopes above 12%, and all other Environmental Corridors as defined by CARPC. Within the Stoughton Urban Service Area, only Corridors defined by CARPC are depicted.

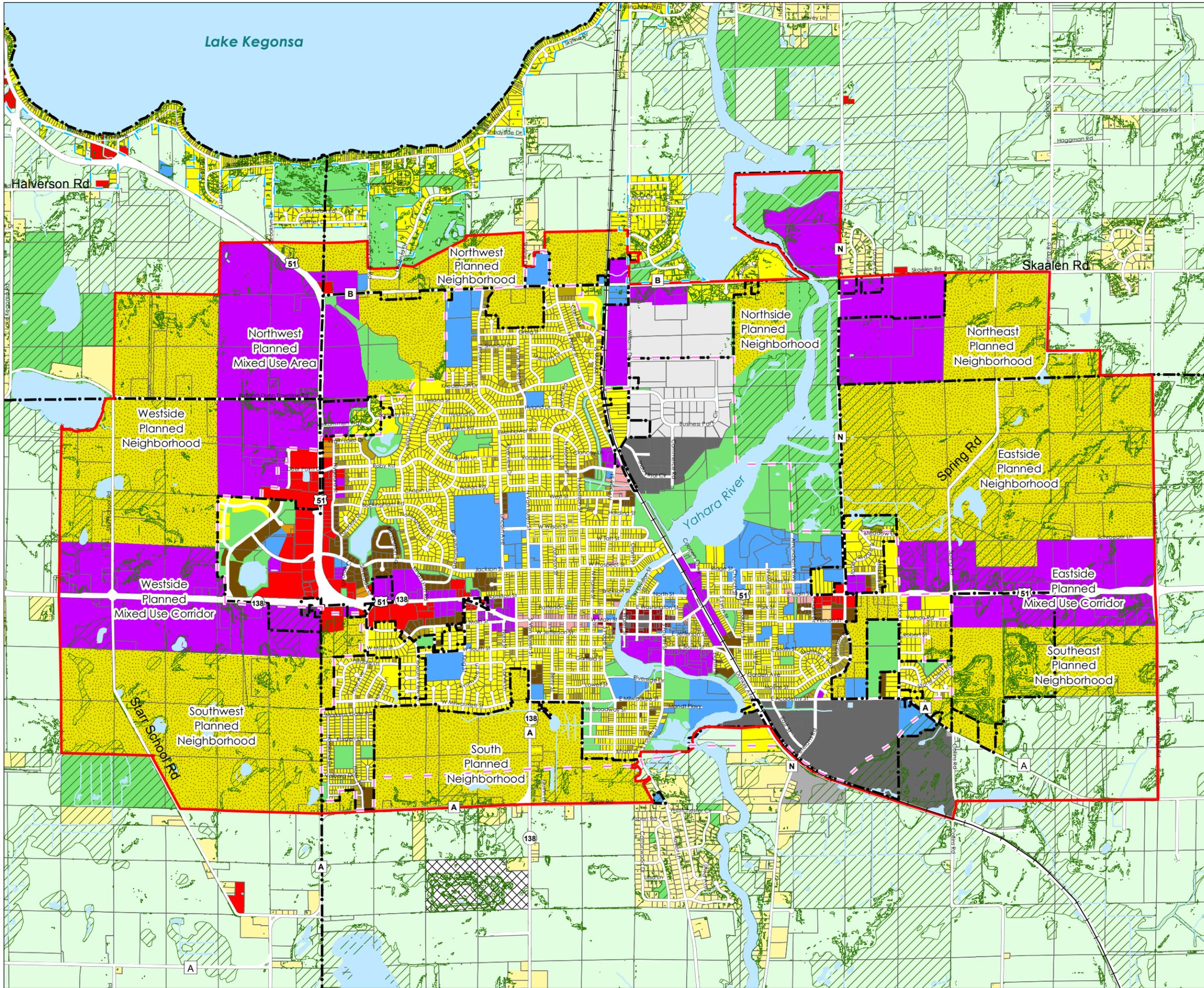
** See Table 9 for Acreage Totals.



Adopted: July 11, 2017

Sources: Dane County LIO, City of Stoughton, CARPC, FEMA, WI DNR, Madison Area Transportation Planning Board





Future Land Use

- Planned Stoughton Urban Development Area**
 - - - 2017 Urban Service Areas
 - - - 2017 Limited Service Areas
 - - - 2017 Municipal Boundaries
 - +— Railroads
- Future Land Use**
- Agriculture/Rural/Vacant
 - Unsewered Residential
 - Single Family Residential
 - Two Family Residential
 - Multi-Family Residential
 - Planned Neighborhood
 - Central Business
 - Planned Mixed Use
 - Planned Office
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** See Table 9 for Acreage Totals.



Adopted: July 11, 2017

Sources: Dane County LIO, City of Stoughton, CARPC, FEMA, WI DNR, Madison Area Transportation Planning Board



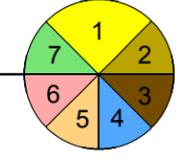
Future Land Use

- Planned Stoughton Urban Development Area**
- 2017 Urban Service Areas
- 2017 Limited Service Areas
- 2017 Municipal Boundaries
- 2017 ETJ Boundary
- Railroads

Future Land Use

- Agriculture/Rural
- Unsewered Residential
- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Planned Neighborhood
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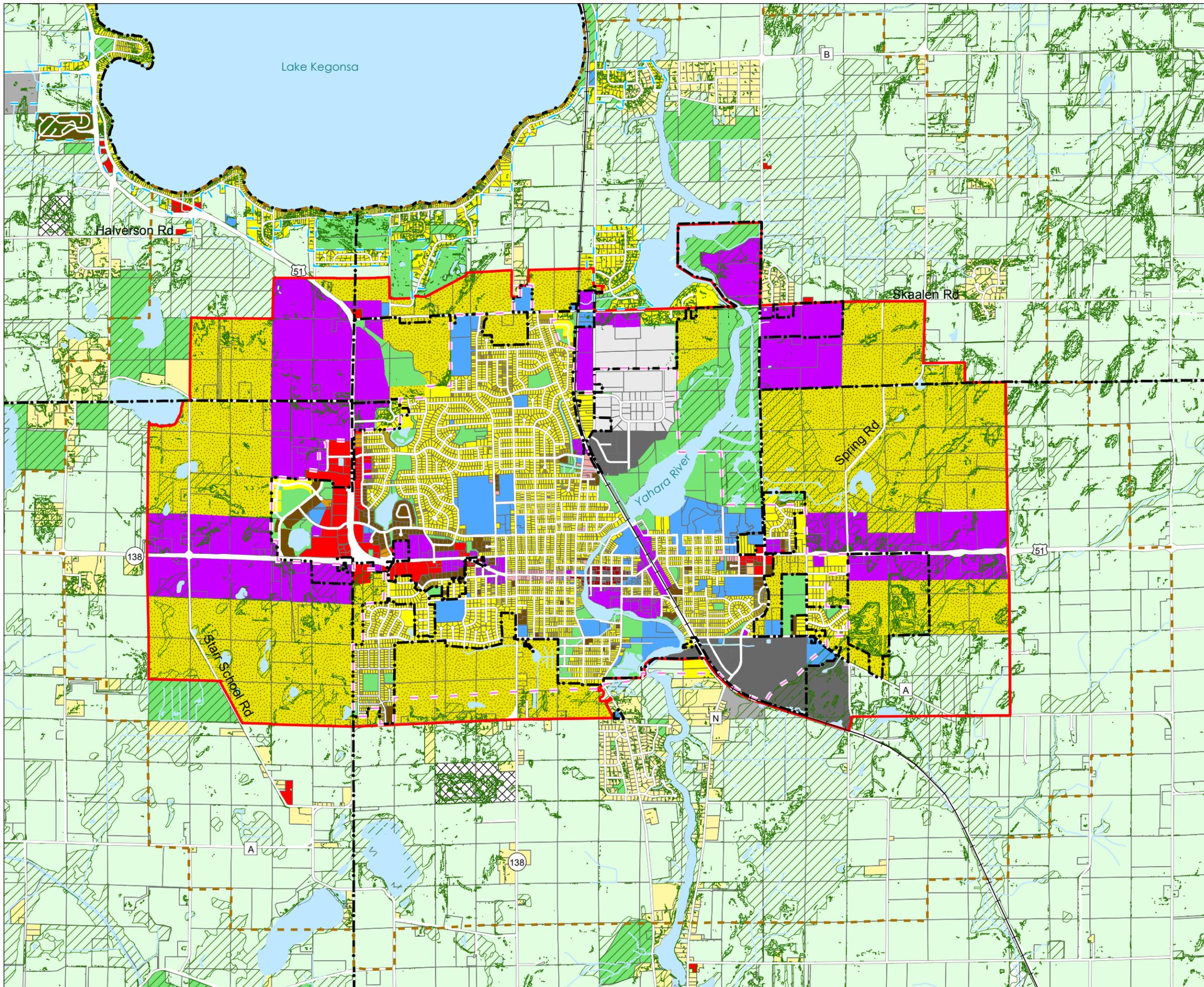
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** See Table 9 for Acreage Totals.



Adopted: July 11, 2017

Sources: Dane County LIO, City of Stoughton, CARPC, FEMA, WI DNR, Madison Area Transportation Planning Board



Infill Analysis

- Short-Term Infill*
- Long-Term Infill*
- 2017 Urban Service Areas
- 2017 Municipal Boundaries
- Railroads

*Short-Term Infill Sites: indicates lots that are currently available for infill development and that are platted, improved, located within the urban service area, and adjacent to existing utility network.

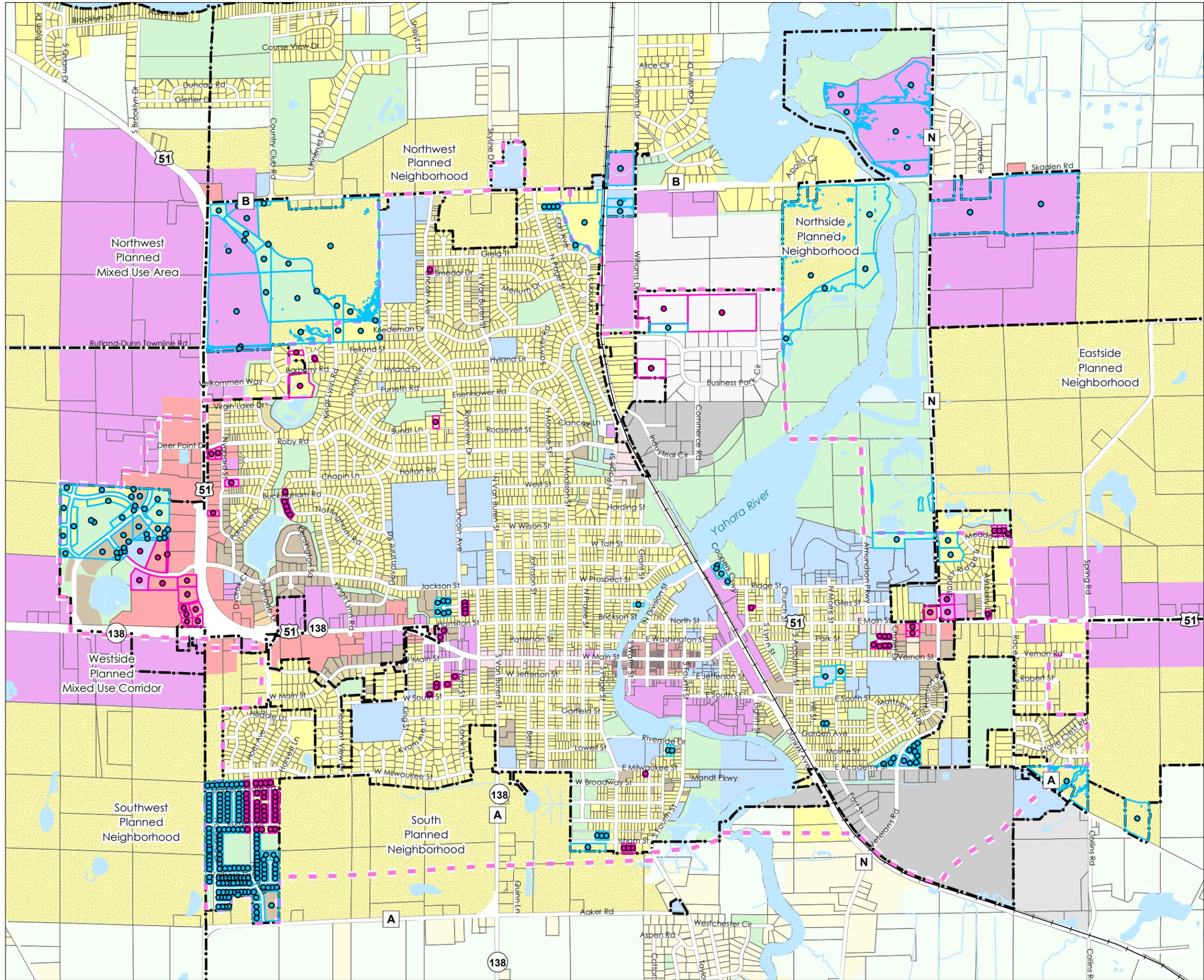
*Long-Term Infill Sites: indicates lots that are lots that are not fully ready for development (not platted, improved, located within the urban service area, or adjacent to existing utility network) or are otherwise constrained from development in the near future.

(Background Map is the Land Use Plan)



Draft: July 11, 2017

Sources: Dane County LIO, City of Stoughton, CARPC, FEMA, WI DNR, Madison Area Transportation Planning Board



Planned
Transportation and
Community Facilities

- 2017 Municipal Boundaries
- Environmental Corridor
- Existing Pedestrian/Bike Path or Lane

Planned Transportation Facilities

- Planned Local Street Extensions*
- Planned Expanded Right-of-Way*
- Conceptual New Collector Street*
- Planned Pedestrian/Bike Path
- Planned On-Road Bike Lane

*All with on-street bike lanes and access limitations

Planned Community Facilities

(General Locations are Depicted)

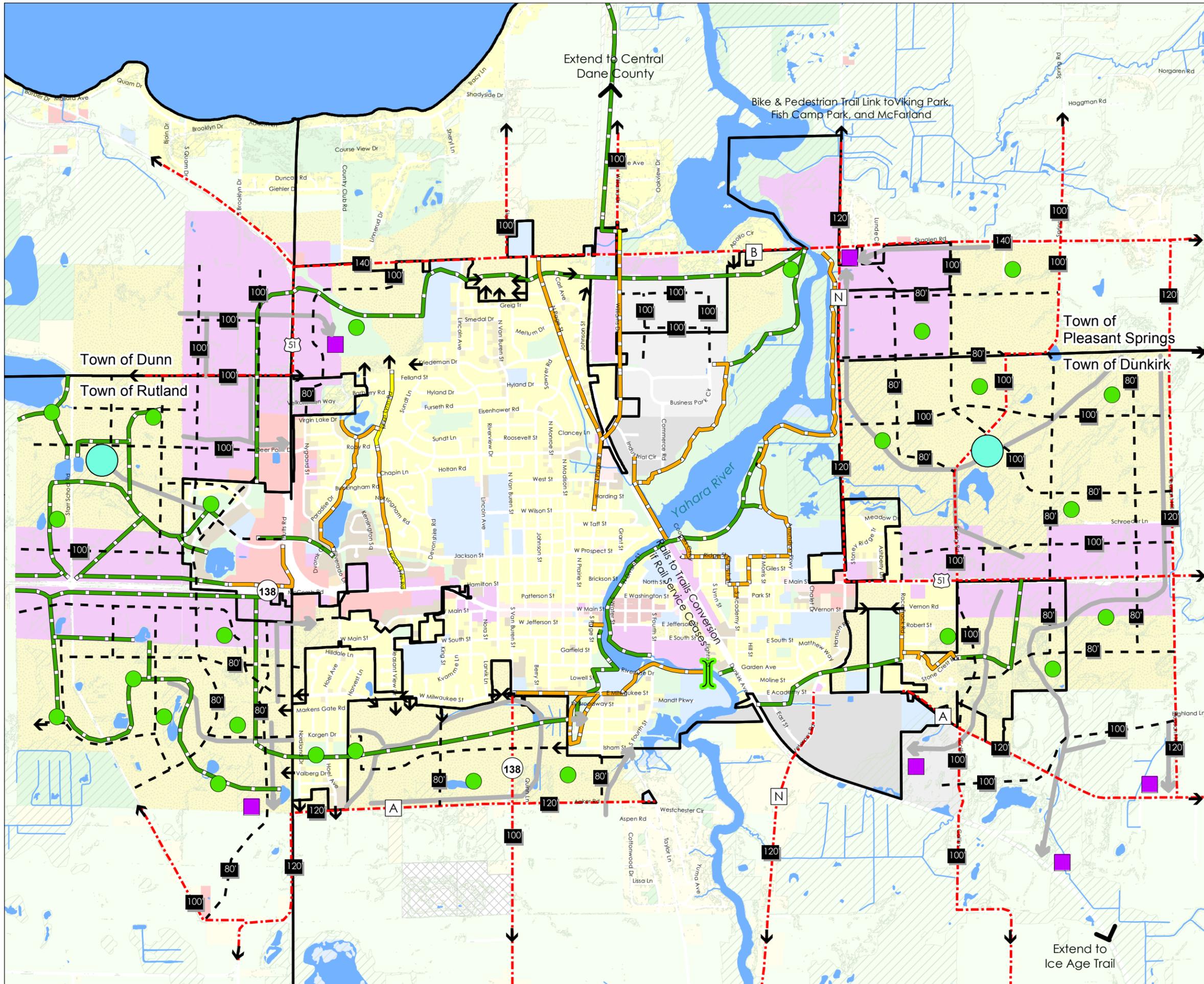
- Community Park
- Neighborhood Park
- Sanitary Interceptors
- Lift Station
- Proposed Bike/Ped Bridge

(Background Map is the Land Use Plan)



Adopted: July 11, 2017

Sources: Dane County ILO, City of Stoughton, CARPC, FEMA, WI DNR, Madison Area Transportation Planning Board



Public Participation Plan

Amendment of the City of Stoughton Comprehensive Plan and Westside Neighborhood Plan pertaining to the Kettle Park West Neighborhood

SECTION 1: INTRODUCTION

The City of Stoughton acknowledges that land planning and development is a dynamic process. In order to maintain currency with overall general goals, policies and objectives of the adopted Comprehensive Plan, adopted sub-area plans pertaining to specific locations in the community may need to be created, amended or revised more frequently than the statutory decennial update. A key component of the state's planning legislation is to assure that communities establish opportunities for local residents and community stakeholders to engage in community-wide comprehensive planning and sub-area planning processes. The City believes public participation will assure that resulting land use plans and development guidelines compliment and reflect the community's vision, goals, and values.

SECTION 2: PURPOSE

Based on Section 66.1001(4)(a), Wisconsin Statutes, the purpose of this Public Participation Plan is to outline a procedure and framework for the plan amendment process: to foster opportunities for public discussion and communication; to disseminate information; and to engage with the Plan Commission and Common Council to evaluate and implement proposed plan amendments.

SECTION 3: CONTEXT

Planning of the Kettle Park West development started in 2009 and, after extensive public discussion, was approved in 2011. Initial phases of the project were implemented between 2011 and 2016 through the adoption of the Westside Neighborhood Plan (subsequently incorporated into the City Comprehensive Plan), amendment of the Stoughton Urban Service Area, annexation, land divisions and construction of infrastructure to create the Kettle Park West Commercial Center, and the adoption of the Kettle Park West Preliminary Plat in 2016.

In response to dynamic market and economic conditions, the 2017 update to the City Comprehensive Plan, and collaborative discussions with City leaders, Forward Development Group LLC (FDG), has formulated conceptual revisions to the Westside Neighborhood Plan to address land uses, park land dedications, and infrastructure improvements to maintain the viability of the KPW development as it progresses into the next phase of implementation. Since the City's Comprehensive Plan incorporated the original vision of KPW as part of the Westside Neighborhood Plan, it is necessary for the City to consider and adopt amendments to the Comprehensive Plan to establish consistency between the plan and development entitlements (zoning and land division) that will be required for continued development of the KPW area.

SECTION 4: APPROVED COMPREHENSIVE PLAN

Since the City's Comprehensive Plan incorporated the original vision of KPW as part of the Westside Neighborhood Plan, it is necessary for the City to consider and adopt amendments to the Comprehensive Plan to establish consistency between the plan and development entitlements (zoning and land division) that will be required for continued development of the KPW area.

In 2017 City leaders and Forward Development Group (FDG) began preliminary discussions to identify conceptual revisions to the Westside Neighborhood Plan intended to maintain the viability of the KPW development as it progresses into the next phase of implementation. These discussions

considered the effects of dynamic market and economic conditions, the directives and initiatives articulated in the 2017 update to the City Comprehensive Plan, a desire by the City to reduce the amount of potential public investment in Tax Increment Financing, and negotiations between the City of Stoughton, FDG, Wisconsin Department of Transportation and the Town of Rutland pertaining to public street access to State Highway 138, and the interconnection of Oak Opening Drive with Deer Point Road, and improvements to the Roby Road and US Highway 51 intersection.

These collaborative discussions outlined the following potential amendments to the Comprehensive Plan for consideration:

- Modify the Future Land Use Map to reduce the land area designated for higher density multi-unit residences in favor of more single family detached housing. The original plan included four large multi-unit buildings. Providing opportunity for more single family housing is more consistent with the 2017 Comprehensive Plan initiative to achieve new residential neighborhoods that are predominantly single family homes (minimum of 65% of units). The reduction in total residential units also reduces the demand for parkland. Conceptual land plan scenarios have been reviewed and discussed by the Planning Commission on December 10, 2018, February 11, 2019 and the Public Participation Plan was discussed on March 11, 2019.
- Modify the Future Land Use Map to change the location of the neighborhood park serving this area of the City to better serve potential residential neighborhoods that could develop to the west of KPW in the future. The Park & Recreation Committee reviewed and identified preferred locations and configurations for KPW park site alternatives December 18, 2018 and January 15, 2019.

(Note: Concurrently with the proposed Comprehensive Plan Amendment, FDG has proposed rezoning and subdivision to implement a portion of the KPW development that is consistent with the existing Comprehensive Plan, satisfies the approval conditions for the Kettle Park West plat, and complies with City public works and utility plans and standards. This proposal will create single family lots and install street and utility infrastructure supporting the senior housing project (currently under construction) and improvements to the street network interconnecting with the Town of Rutland and Wis DOT facilities.)

Discussions about updating the Neighborhood plan began in 2017 during negotiations with the DOT and Town of Rutland for the Highway 138 access. The original plan included four 65-multi-unit complexes.

Based on feedback from the City Council to reduce the potential TIF request and provide more single family housing, it was requested to modify portions of the Plan. This change is a contributing factor in the need for the Comprehensive Plan Amendment. The change resulted in less parkland dedication which created more lots for the developer to sell, thus a reduced TIF request. The new conceptual plan was reviewed by the Planning Commission on December 10, 2018, February 11, 2019 and the Public Participation Plan was discussed on March 11, 2019. Staff recommendations were included in the discussion.

The Park & Recreation Committee reviewed the new park proposal on December 18, 2018 and January 15, 2019. Based on input from the Park & Recreation Committee, the location of the park

was moved. This change is a contributing factor in the need for the Comprehensive Plan Amendment.

Staff also met with Stoughton Utilities regarding easements necessary for installation of public improvements. It was suggested Street B and Street C be extended.

Currently if the conditions of the original approval are met, FDG could extend Jackson St. and construct Oak Opening to the north of Street A and begin construction on some of the lots north of Street A. As mentioned earlier, the Comprehensive Plan Amendment would relocate the park, modify street layout and change the zoning on the multi-family land use to single family. The amendment to the Plan will help facilitate the parkland dedication associated with Kettle Park Senior Living which is anticipated to open in the fall of 2019.

SECTION 5: POLICY GUIDELINES and PROCESS FOR PUBLIC PARTICIPATION

To foster public engagement in the planning process, the following guidelines will be followed by the City:

- The City of Stoughton Plan Commission will provide policy guidance during the preparation of the Comprehensive Plan Amendment. The Plan Commission and Common Council will meet multiple times during the course of the amendment process and will provide an opportunity for public comment at each meeting.
- All Plan Commission meetings are open to the public and will be publicized in advance in accordance with statutory notice requirements.
- City staff will prepare and disseminate information to the public on the proposed amendment by posting documents on the City's website (www.ci.stoughton.wi.us). Complete printed copies and updates throughout the process will be made available for public inspection during regular business hours at the Stoughton Public Library. Social Media posts will provide updates as soon as the Social Media policy is implemented. Updates will be shared with the Stoughton Courier Hub.
- The Plan Commission will conduct a public event before the Public Hearing to provide an opportunity for interested individuals and organizations to obtain information, interact, and provide comment regarding the proposed amendment. The Plan Commission will maintain a summary of inquiries and communications received.
- The Plan Commission will review public comments from the public event and the proposed amendment and at their discretion, consider adoption and/or incorporate public comments into the plan amendment. The Plan Commission will recommend the Common Council conduct a public hearing and consider adoption of the plan amendment as approved by the Plan Commission.
- The Common Council, following a public hearing, announced by a Class 1 notice in the City's Official Newspaper of record, published at least 30-days prior to the public hearing, may consider adoption or denial of the plan amendment.



KETTLE PARK WEST



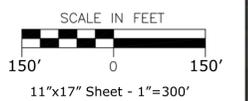
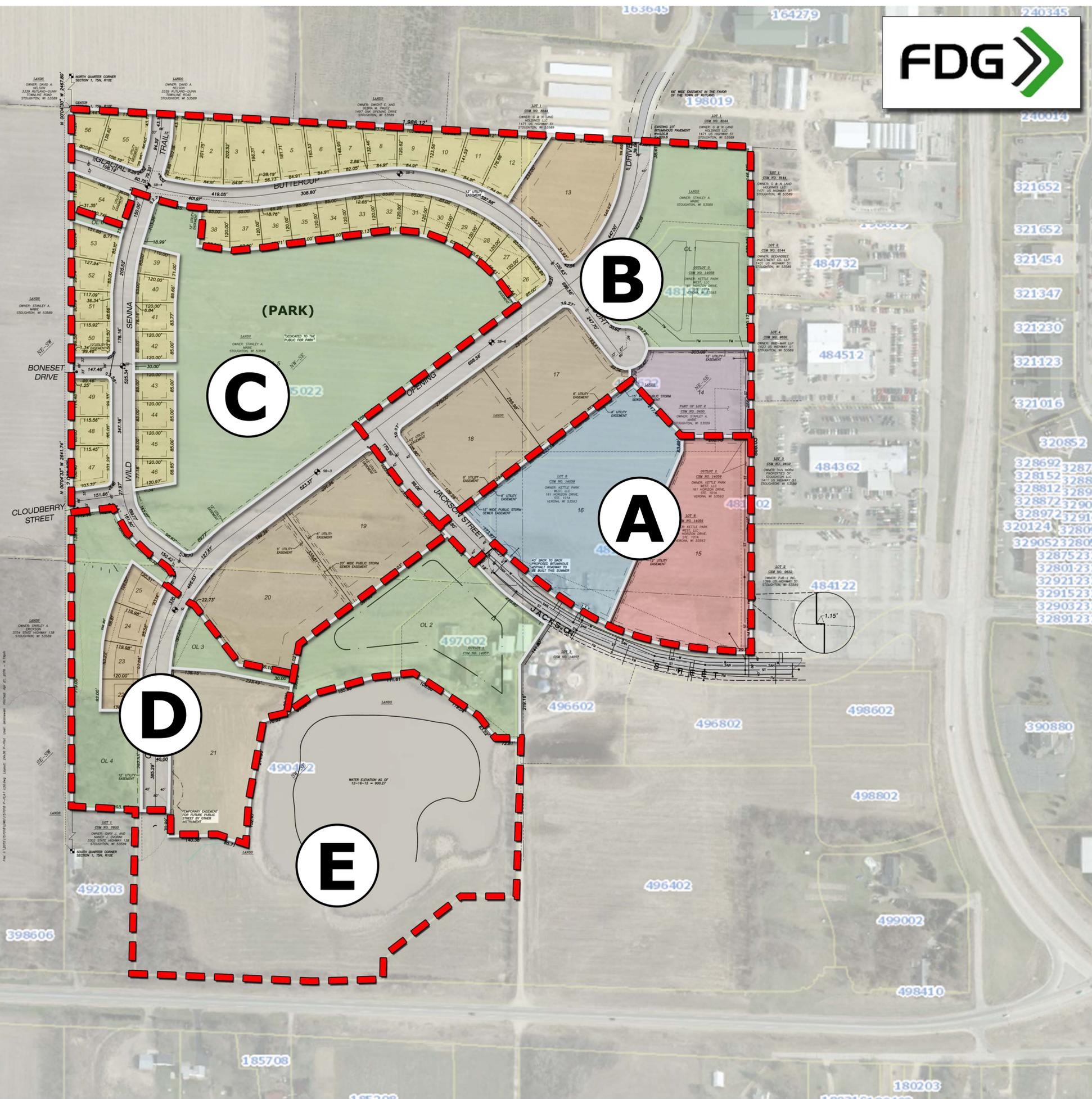
ZONING KEY

- (I) INSTITUTIONAL (PARK & STORMWATER)
- (I) INSTITUTIONAL (RESIDENTIAL)
- (PB) PLANNED BUSINESS
- (PO) PLANNED OFFICE
- (SR-5) SINGLE-FAMILY RESIDENTIAL - 5
- (SR-6) SINGLE-FAMILY RESIDENTIAL - 6
- (MR-10) MULTI-FAMILY RESIDENTIAL - 10
- (MR-24) MULTI-FAMILY RESIDENTIAL - 24

AREAS

- A** 10.03 ACRES
- B** 26.78 ACRES
- C** 25.86 ACRES
- D** 9.06 ACRES
- E** 18.51 ACRES

Exhibit B



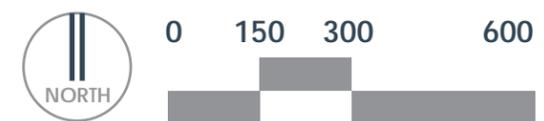
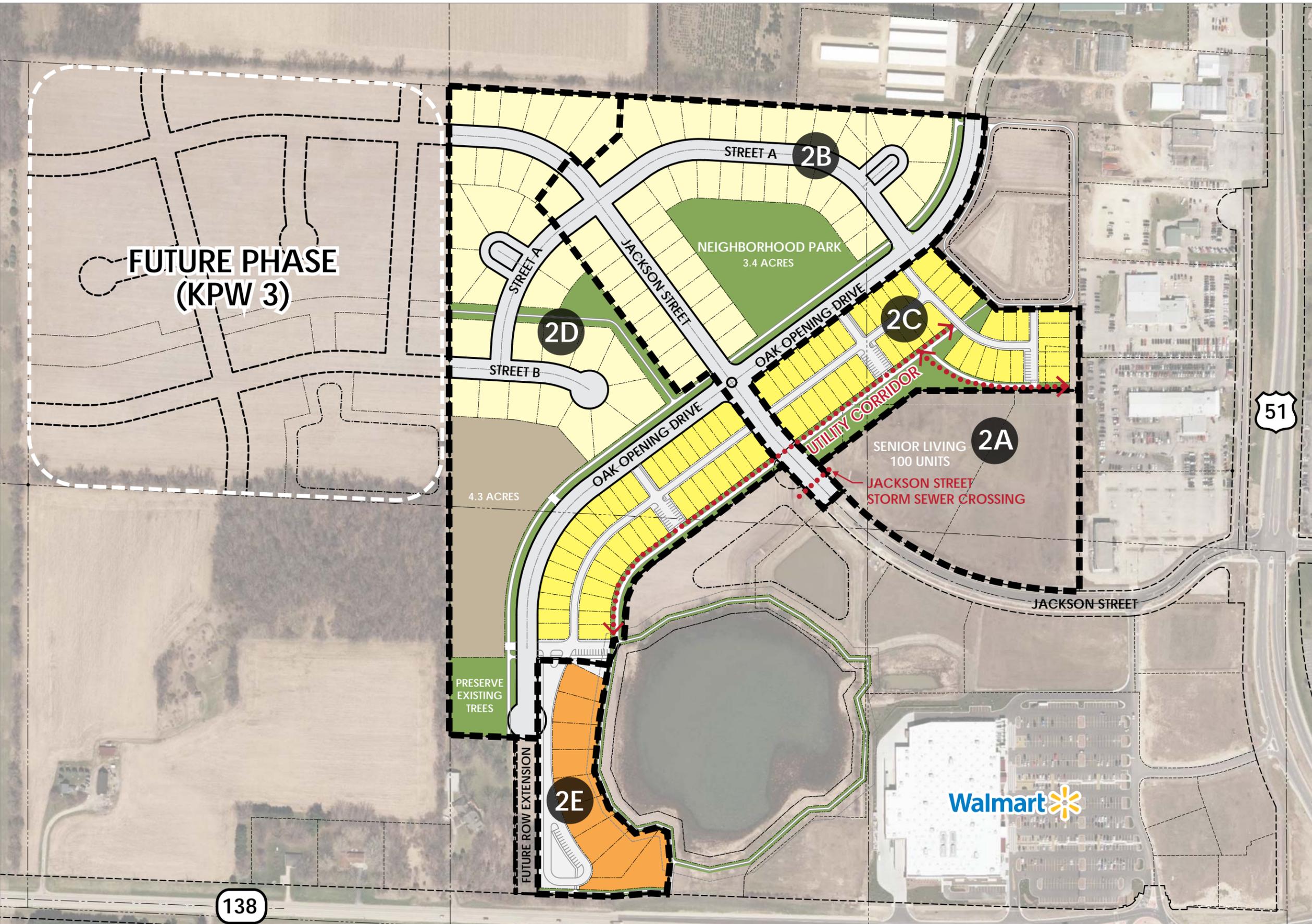
ISSUE DATE: 04-21-2016

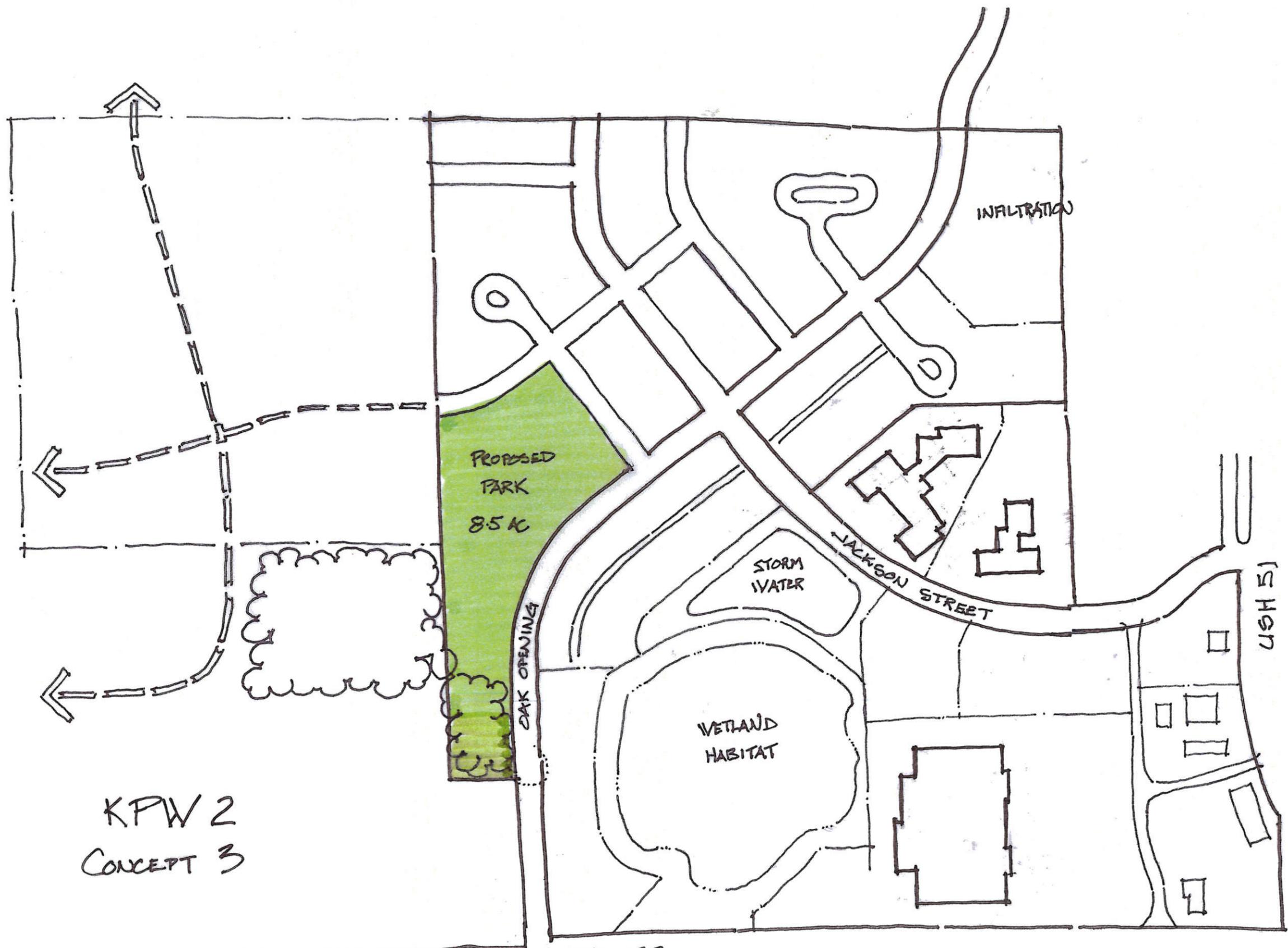
LEGEND

ZONING	Color	Code
	Light Yellow	SR-5
	Yellow	SR-6
	Orange	TR-6
	Light Brown	MR-10
	Green	INSTITUTIONAL (PARKLAND)

TOTAL DEVELOPMENT	Value
AREA	• 60.23 ACRES
LF ROW	• 6,040 LF
JACKSON	• 490 LF
TRAIL LF	• 9,700 LF
SR-5	• 74 UNITS
SR-6	• 81 UNITS
TR-6	• 18 UNITS
MR-10	• 43 UNITS

PARK DEDICATION	Value
EQUATION	• 1,468 SF LAND/DU (1,468 SF X (216 +100 DU))
REQUIRED	• 10.6 ACRES
PROPOSED	• 11.8 ACRES





KPW 2
CONCEPT 3

STH 138

15 HIGH

INFILTRATION

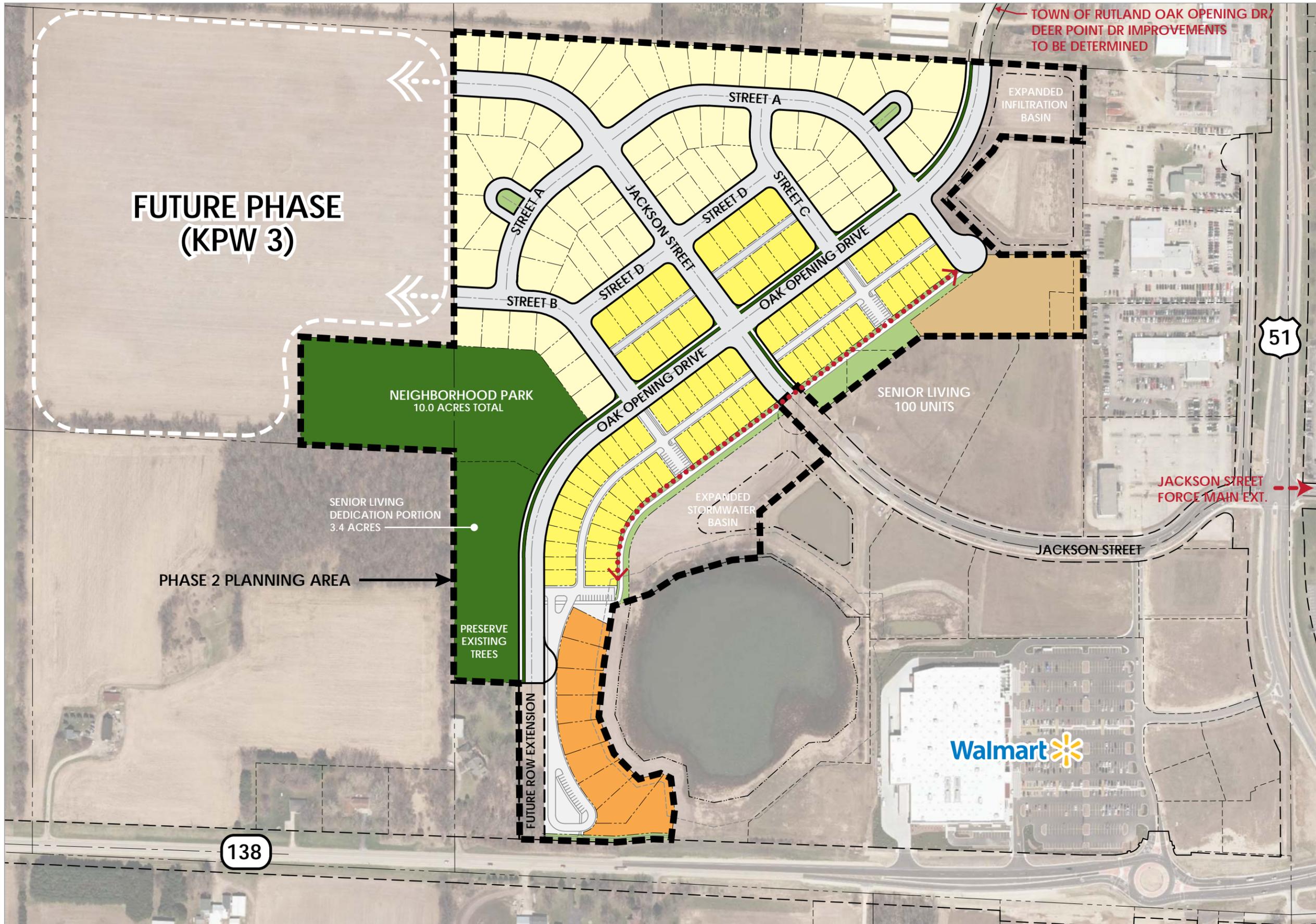
PROPOSED
PARK
85 AC

STORM
WATER

WETLAND
HABITAT

JACKSON STREET

DAK OPENING



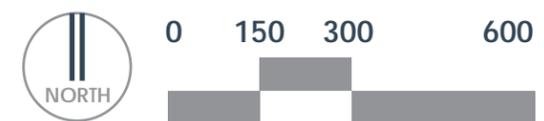
LEGEND

ZONING

- SR-5 - 72 UNITS
- PD - 81 UNITS
- TR-6 - 18 UNITS
- MR-10 - 25 UNITS
- INSTITUTIONAL (PARKLAND)
- PRIVATE OPEN SPACE

PARK DEDICATION

- EQUATION • 1,468 SF LAND/DU
(1,468 SF X (196 +100 DU))
- 434,528 SF
 - 10.0 ACRES



Anticipated Dates:

Plan Commission Special Meeting / Public Event: April 22, 2019 – Meeting starts with Presentation at 6:00 pm

- Introduce Comprehensive Plan Amendment & Seek Input

Plan Commission Regular Meeting: May 6, 2019 – 6:00 pm

- Public Comment Period for Comprehensive Plan Amendment
- Discuss Comments from Public Event

Regular Council: May 28, 2019 – Joint Plan Commission & Council Item

- Public Hearing on Proposed Plan Amendment

Plan Commission Regular Meeting: June 10, 2019 – 6:00 pm

- Public Comment Period for Comprehensive Plan Amendment
- Consider Adoption of Plan Amendment & Recommendation to Council

Common Council: June 11, 2019.

- Public Comment Period
- Council accepts proposed plan amendment as the “Public Hearing Draft of the Proposed Plan Amendment” and schedules a public hearing per Wis. Statutes. Public Hearing set for July 23, 2019 (Hearing notice published June 20, 2019)

Common Council: June 25, 2019 and July 9, 2019

- Public Comment Period

Common Council: July 23, 2019

- Public Hearing on Proposed Plan Amendment
- First Reading of Ordinance on Proposed Plan Amendment

Common Council: August 13, 2019

- Public Comment Period
- Second Reading and Adoption of Ordinance on Proposed Plan Amendment

Comp Plan Amendment Effective Date: August 22, 2019 (after publication)

CITY OF STOUGHTON, 381 E. MAIN STREET, STOUGHTON, WISCONSIN

RESOLUTION OF THE PLAN COMMISSION

A Resolution to recommend the Stoughton Common Council Accept the Proposed Comprehensive Plan Amendment Documents for a Public Hearing

Committee Action: Plan Commission Approval 7 - 0

Fiscal Impact: None.

File Number: R- -2019

Introduced: June 10, 2019

The Plan Commission of the City of Stoughton, Wisconsin, does proclaim 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. JSD Professional Development has prepared amendments to the City's comprehensive plan as reflected in Exhibit A as a detailed component of the City's comprehensive plan.

Section 4. The Plan Commission recognizes the importance of the City's existing land use, economic development, transportation, park and recreation, and housing planning documents as important tools to guide the City's future.

Section 5. BE IT RESOLVED, the City of Stoughton Plan Commission recommends the Comprehensive Plan be amended as provided in Exhibit A and recommends the Stoughton Common Council Adopt a Resolution to accept the documents as a public hearing draft.

Mayor Tim Swadley
Planning Commission Chair

Date

Motion by **Barman** to recommend the Common Council approve the resolution for the certified survey map for the Kettle Park North Addition as presented, 2nd by **Robinson**. Motion carried 6 - 0. (Selsor abstained)

12. Request by Forward Development Group to approve rezoning the following lots within Kettle Park West North Addition Final Plat, Block 1, Lots 1-8; Block 2, Lots 1-4; Block 3, Lots 1-6 from RH – Rural Holding to SR-5 – Single Family Residential and Outlots 2 and 3 from RH – Rural Holding to I – Institutional (Outlot 2 is part of the stormwater management system and Outlot 3 for a parkland); and Proposed Certified Survey Map, Outlot 2 from RH – Rural Holding to Institutional (part of the stormwater management system).

Scheel explained the request and gave a summary of the ordinance.

Mayor Swadley opened the public hearing.

Gary Dvorak is concerned about plans to fill the area near his property and would like to know how the connection from Oak Opening Drive to Hwy 138 will affect his property.

Dennis Steinkraus stated they won't be creating water issues for the adjacent neighbor and continue work with the County and City to ensure all requirements are met. The highway 138 connection will be worked out later.

Mayor Swadley closed the public hearing.

A lengthy discussion took place regarding the connection to Hwy 138.

Caravello questioned who is paying for stormwater management and maintenance. Attorney Dregne stated the property owners within Kettle Park West.

Motion by **Robinson** to recommend the Common Council approve the ordinance to change the zoning classifications of the lots in Kettle Park West North Addition as presented, 2nd by **Barman**.

Motion carried 6 - 0. (Selsor abstained)

13. Request by Forward Development Group to consider adoption of the proposed Comprehensive Plan Amendment related to Kettle Park West Phase 2.

Scheel explained the request and gave a summary of the resolution.

Majewski questioned removal of right-of-way within section C.2. Majewski's concern is the lack of area for trees and bike lanes. Scheel indicate Roby Road is a collector street with an 80-foot right-of-way. Scheel didn't think there is a location within the City where the right-of-way is greater than 80 feet except for possibly on USH 51 near Gjertson Street.

Jim Bricker explained the intent of planned right-of-ways.

Public Comments: Gary Dvorak questioned the right-of-way needed to connect through his Town of Rutland property.

Scheel stated there are no plans to change the 66-foot right-of-way on the Town section.

Scheel gave a summary of the resolution. Attorney Dregne suggested amending the resolution to include the Plan Commission recommends the Common Council approve the comprehensive plan amendment as provided in exhibit A.

Attorney Dregne stated the Common Council can only approve what the Plan Commission recommends.

Motion by **Robinson** to approve the Comprehensive Plan Amendment resolution as amended, 2nd by **Selsor**. Motion carried 7 - 0.

14. Future agenda items.

None discussed.

15. Adjournment.

Motion by **Barman** to adjourn at 8:43 pm, 2nd by **Caravello**. Motion carried 7 – 0.

Respectfully Submitted,

Michael Stacey