

## **OFFICIAL NOTICE AND AGENDA**

The City of Stoughton will hold a meeting of the **Planning Commission** on **Monday, April 22, 2019 at 6:00 pm** in the **Stoughton EMS Training Room, 516 S. Fourth Street, Stoughton WI.**

### **AGENDA**

1. Call meeting to order
2. Elect Vice Chairperson
3. Consider approval of the Planning Commission meeting minutes of April 8, 2019
4. Presentation of Comprehensive Plan Amendment
5. Public Comments on Draft Plan Amendment
6. Adjournment (Meeting is anticipated to be open approximately 1 hour at the discretion of Plan Commission.)

### **COMMISSIONERS:**

Mayor Tim Swadley, Chair  
Todd Barman  
Thomas Majewski

Tom Robinson  
Brett Schumacher

Tom Selsor  
Phil Caravello

### **CC: PACKETS:**

Rodney Scheel  
Mayor Tim Swadley  
Tom Selsor

Michael Stacey (3)  
Todd Barman  
Brett Schumacher

Tom Robinson  
Steve Kittelson

### **E-MAIL NOTICES:**

All Department Heads  
City Attorney Matt Dregne  
Peter Sveum  
Planning Commissioners  
smonette@stolib.org  
Dennis Steinkraus

Council members  
Stoughton Hub  
Scott Wegner  
Area Townships  
Chamber of Commerce  
Jim Bricker

Steve Kittelson  
Derek Westby  
Michael Stacey  
Amber Levanhagen  
Alexander Cramer

**IF YOU ARE DISABLED AND NEED ASSISTANCE, PLEASE CALL 873-6677 PRIOR TO THE MEETING.**

**NOTE: AN EXPANDED MEETING MAY CONSTITUTE A QUORUM OF THE COUNCIL.**

## Plan Commission Meeting Minutes

Monday, April 8, 2019 at 6:00 pm

Public Safety Building, Council Chambers, Second Floor, 321 S. Fourth Street, Stoughton, WI.

**Members Present:** Mayor Tim Swadley, Chair; Todd Barman; Matt Bartlett, Vice-Chair; Greg Jenson; Phil Caravello; Tom Robinson; and Tom Selsor

**Members Absent:** None

**Staff:** Rodney Scheel, Director of Planning & Development and Michael Stacey, Zoning Administrator

**Press:** None

**Guests:** Jim Bricker; Dennis Steinkraus; Emily Bahr; Dennis Reinstad; Diane Reinstad; John Thompson; and Ron Cotter.

1. **Call to order.** Mayor Swadley called the meeting to order at 6:00 pm.
2. **Consider approval of the Plan Commission meeting minutes of March 11, 2019.**  
Motion by **Bartlett** to approve the minutes as presented, 2<sup>nd</sup> by **Jenson**. Motion carried 6-0.
3. **Council Representative Report.**  
Bartlett stated with the upcoming elections there will be some new commission members next month. At the last meeting, the Common Council sent back the proposed comprehensive plan amendment - public participation plan for future review which is on the agenda tonight.

#### 4. **Staff Report - Status of Current Developments.**

Scheel gave an overview of the status of current developments as outlined in the packet of materials.

Caravello questioned the status of the Tru Hotel. Scheel stated we heard they plan to break ground in May.

Jenson questioned the status of the Nelson property on Van Buren Street. Scheel stated another citation has been issued.

#### 5. **Request by Dave Riesop for extra-territorial land division approval at 1494 Pleasant Hill Road, Town of Dunkirk.**

Scheel explained the request.

Motion by **Bartlett** to recommend the Common Council approve the resolution as presented, 2<sup>nd</sup> by **Caravello**. Motion carried 6-0.

#### 6. **Request by Elizabeth Reinstad for extra-territorial land division approval at 1924 County Highway A, Town of Dunkirk.**

Scheel explained the request.

Motion by **Robinson** to recommend the Common Council approve the ETJ land division as presented, 2<sup>nd</sup> by **Caravello**. Motion carried 6-0.

**7. Request by Forward Development Group for approval of a public participation plan to amend the Comprehensive Plan related to Kettle Park West Phase 2.**

Scheel explained the request.

Mayor Swadley spoke about creating a policy for future consistency in creating public participation plans.

Scheel went over the proposed draft schedule and noted a change for the Plan Commission meeting from June 3<sup>rd</sup> to June 10<sup>th</sup>.

Barman questioned if the start times for the Plan Commission meetings would be the typical 6pm. Mayor Swadley stated yes.

Caravello suggested an end time for the public event. Scheel stated a 1 – 1.5 hour timeframe makes sense.

Mayor Swadley discussed the public input opportunities.

Selsor suggested the timeframe for the public event could be at the discretion of the chair depending on turnout.

Barman questioned if the event would be sequenced or can the public show up anytime. Scheel stated there would be a presentation set for a specific time.

Caravello asked if the presentation could be put on the City website. Scheel stated yes.

Scheel explained the public participation plan document including the alternate language provided by the developer.

Jim Bricker explained the intent of the public participation plan including alternate or supplemental language. Bricker noted the major changes which prompted the comprehensive plan amendment are the relocation of Oak Opening Drive and changing the location of the parkland.

Bartlett asked when the materials would be available at the Library for public view. Bricker stated after the Common Council adopts to the Plan Commission recommended draft document which is referred to as the public hearing draft.

Mayor Swadley stated a social media policy is in the works but it is not known yet when that will be finished. Once finished, information can then be placed on social media sites.

Motion by **Jenson** to recommend the Common Council approve the public participation plan with the draft schedule as amended, 2<sup>nd</sup> by **Bartlett**. Motion carried 7-0.

Barman suggested the alternate material could be added as additional language. The commission agreed.

Motion by **Barman** to include the additional language to the public participation plan, section 4, 2<sup>nd</sup> by **Jenson**. Motion carried 7-0.

**8. Request by Forward Development Group to introduce the proposed Kettle Park West Phase 2 –North Addition Final Plat.**

Scheel introduced the discussion item.

Bricker described the area of the approved preliminary plat that is still consistent with the comprehensive plan and will be the North Addition. Bricker noted the area that is still consistent with the comprehensive plan can be developed once the land division and rezoning are approved.

The group discussed changes planned for Kettle Park West Phase 2.

This agenda item is for discussion only and is not an action item. The land division and rezoning will be on future agendas.

**9. Proposed ordinance amendments to establish requirements for the keeping of bees in certain zoning districts – code sections 6-2, 78-105, 78-206(8)(z) and zoning code Appendix C.**

Scheel explained the proposed amendment.

Mayor Swadley opened the public hearing.

John Thompson spoke in favor of the request, suggested a change to the ordinance language related to cleaning up equipment and offered his assistance in training for inspection of beekeeping sites.

Mayor Swadley closed the public hearing.

Motion by **Jenson** to recommend the Common Council approve the ordinance as presented, 2<sup>nd</sup> by **Bartlett**.

Barman arrived at 6:18pm

The commission had further discussions related to potential changes to the ordinance with John Thompson. Jenson suggested allowing a 2 week period to clean up equipment for #6 in the ordinance. Selsor believes the original language is fine.

Motion by **Jenson** to amend #6 in the ordinance to allow 2 weeks for the cleaning up of equipment, 2<sup>nd</sup> by **Bartlett**. Motion carried 6-1 (Selsor vote no).

Original motion carried 7-0.

**10. Proposed ordinance amendments for the keeping of chickens to sections 14-461, 78-105, 78-206(8)(y) and zoning code Appendix C.**

Scheel explained the amendment.

Mayor Swadley opened the public hearing.

No one registered to speak.

Mayor Swadley closed the public hearing.

Motion by **Jenson** to recommend the Common Council approve the amendment as presented, 2<sup>nd</sup> by **Caravello**. Motion carried 7-0.

**11. Request by the City of Stoughton for Downtown Design Overlay Zoning District (DDOZD) approval to install City Hall and McFarland State Bank signage at 216 E. Main Street.**

Scheel explained the request.

Barman recommended option 2 which increases the height and provides better visibility for the McFarland Bank signage. Barman questioned if the City has a specific font or color palate that is used. Scheel stated the clock tower was considered but not a City specific font or color palate.

Barman suggested the City discuss branding and he likes the font on the second page.

Jenson and Bartlett agree with Barman on option 2.

Motion by **Jenson** to approve the sign option 2 with the discussed font, 2<sup>nd</sup> by **Caravello**. Motion carried 7-0.

**12. Future agenda items.**

Comprehensive plan amendment for KPW phase 2.

**13. Adjournment.**

Motion by **Jenson** to adjourn at 7:12 pm, 2<sup>nd</sup> by **Robinson**. Motion carried 7-0.

Respectfully Submitted,

*Michael P. Stacey*

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

RESOLUTION OF THE COMMON COUNCIL

ADOPTION OF A PUBLIC PARTICIPATION PLAN  
FOR THE CITY OF STOUGHTON, WISCONSIN

Committee Action: N/A

Fiscal Impact: None.

File Number: R-47- 2019

Date Introduced: April 9, 2019

WHEREAS, the City of Stoughton will prepare an updated Comprehensive Plan under the authority of and procedures established by §66.1001(4), Wisconsin Statutes; and

WHEREAS, the City of Stoughton on May 1, 2005, adopted the City of Stoughton Comprehensive Plan, and on July 11, 2017, amended the Plan, under the authority of and procedures established by §66.1001(4), Wisconsin Statutes; and

WHEREAS, §66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of the comprehensive plan preparation or amendment process, and that such written procedures shall provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

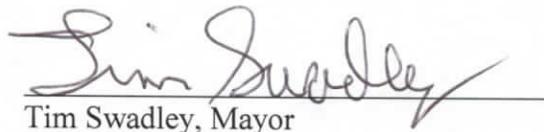
WHEREAS, the City of Stoughton believes that meaningful public involvement in processes designed to periodically consider and update its Comprehensive Plan is important to assure that the resulting Plan meets the wishes and expectations of the public; and

WHEREAS, the attached "Public Participation Plan" includes procedures to foster public participation, ensure distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

WHEREAS, at a duly noticed public meeting held on March 11, 2019, the City of Stoughton Plan Commission adopted R - 3 - 2019 recommending that the Stoughton Common Council adopt the attached "Public Participation Plan" as its public participation procedures for updating the City's Comprehensive Plan.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Stoughton hereby adopts the procedures included in the "Public Participation Plan" as its public participation procedures for updating the City's Comprehensive Plan, meeting the requirements of §66.1001(4)(a), Wisconsin Statutes.

Approved this 9th day of April, 2019.

  
Tim Swadley, Mayor

ATTEST:

  
Holly Licht, City Clerk

# **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](http://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



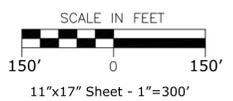
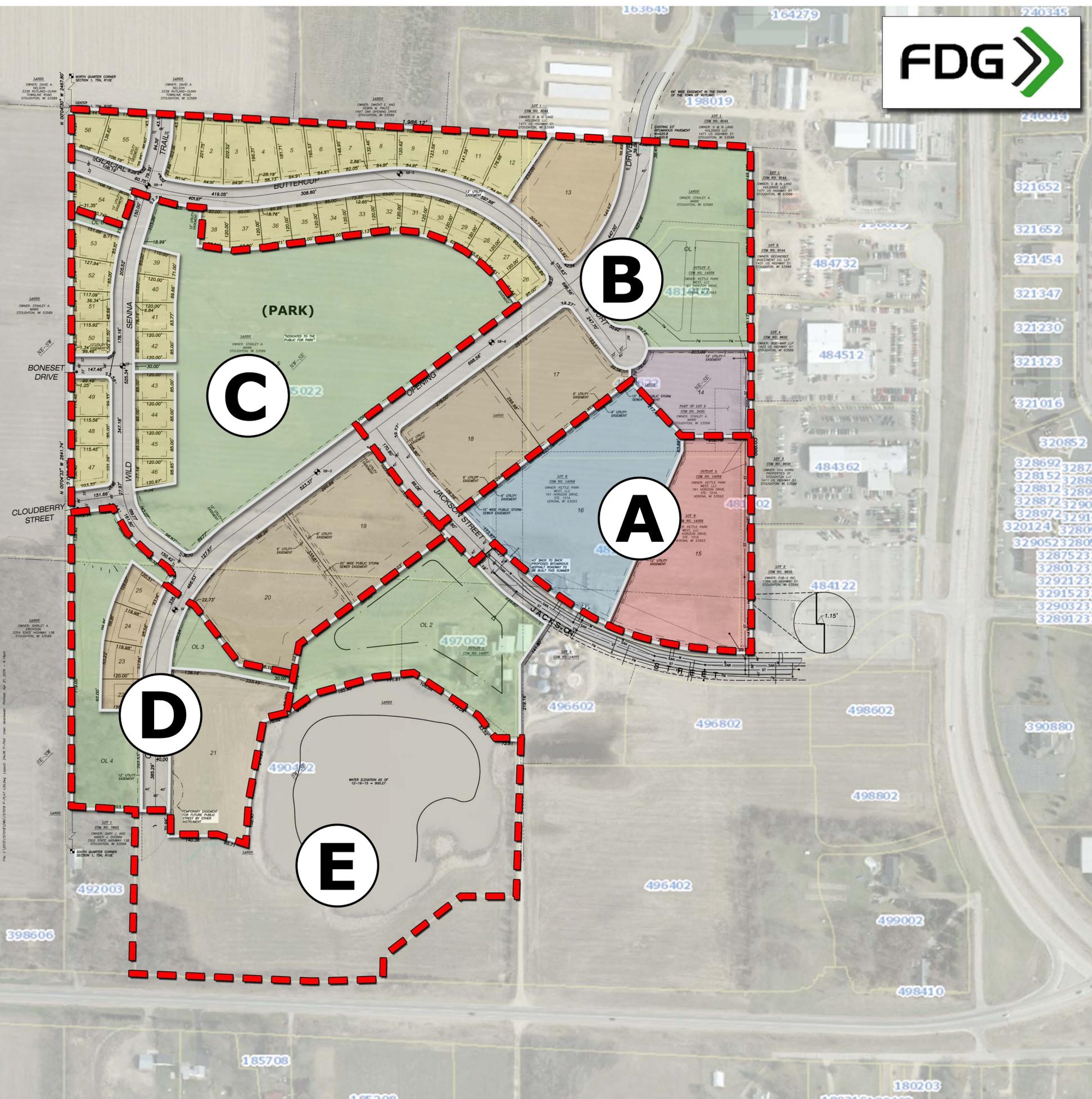
## ZONING KEY

- (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



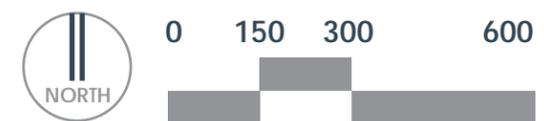
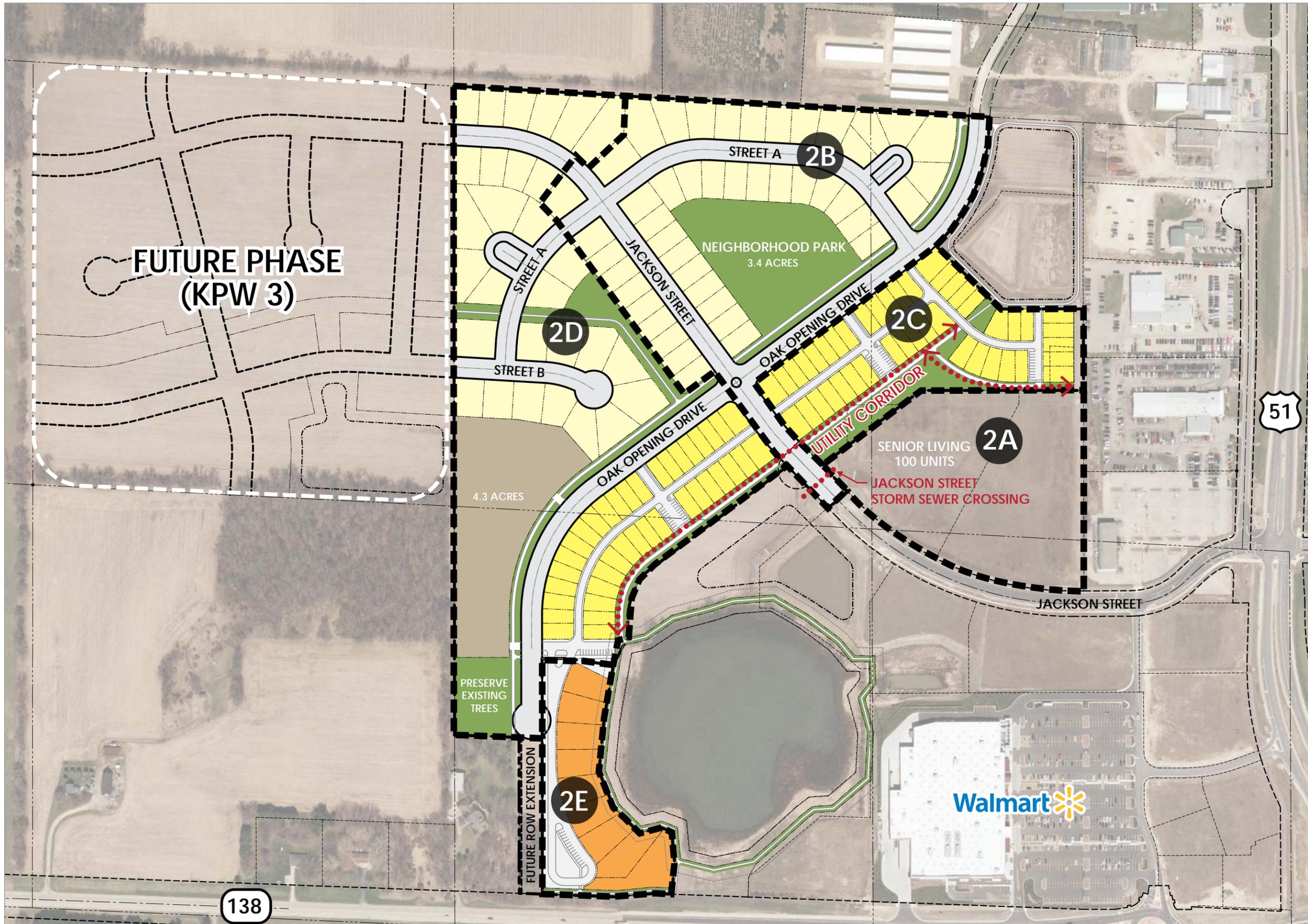
ISSUE DATE: 04-21-2016

# LEGEND

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

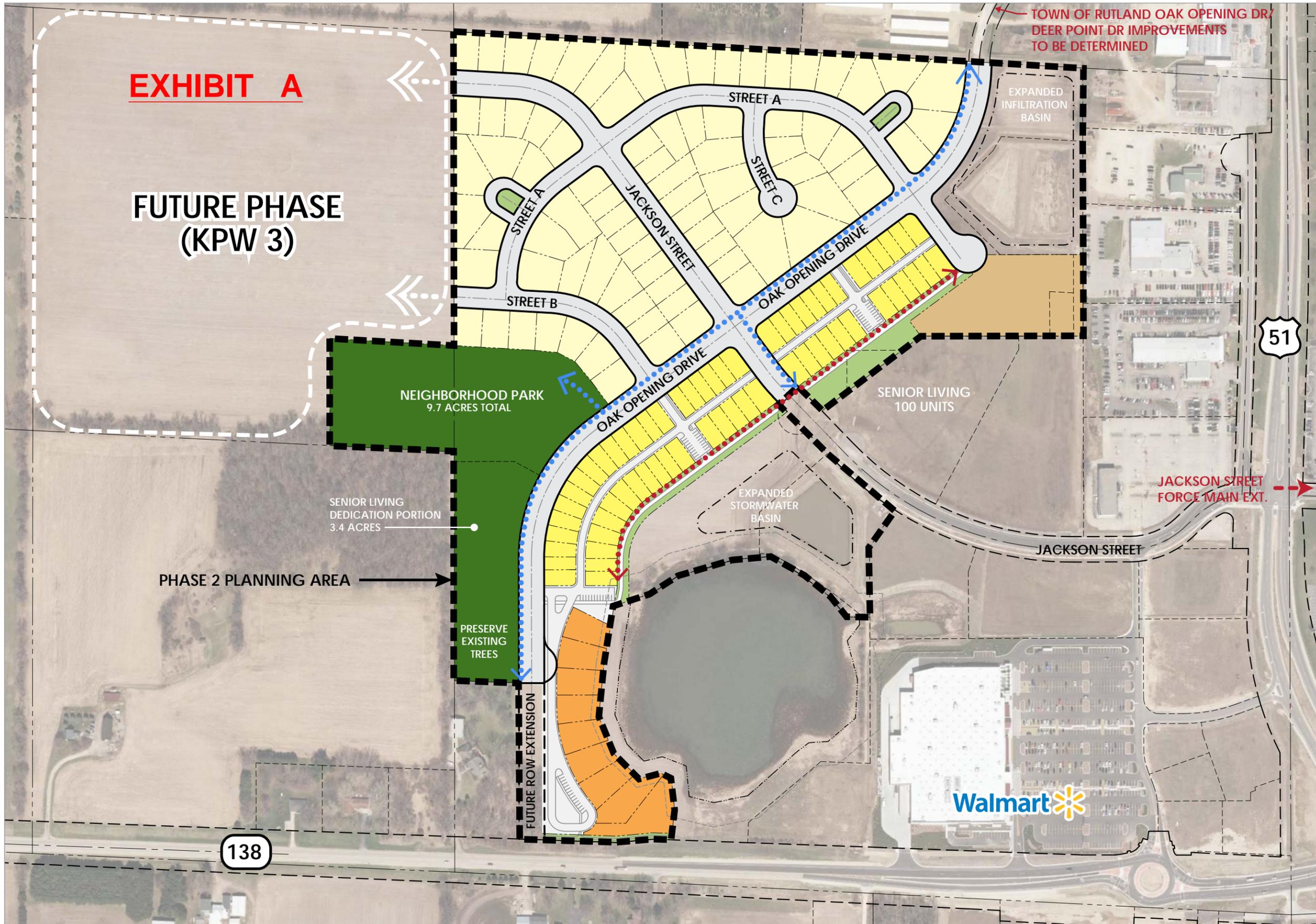
TOTAL DEVELOPMENT	Item	Value
TOTAL DEVELOPMENT	AREA	60.23 ACRES
	LF ROW	6,040 LF
	JACKSON	490 LF
	TRAIL LF	9,700 LF
	SR-5	74 UNITS
	SR-6	81 UNITS
TOTAL DEVELOPMENT	TR-6	18 UNITS
	MR-10	43 UNITS

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



**EXHIBIT A**

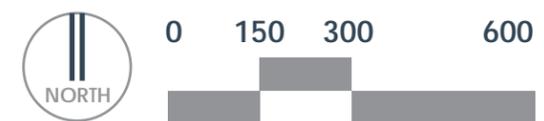
**FUTURE PHASE (KPW 3)**

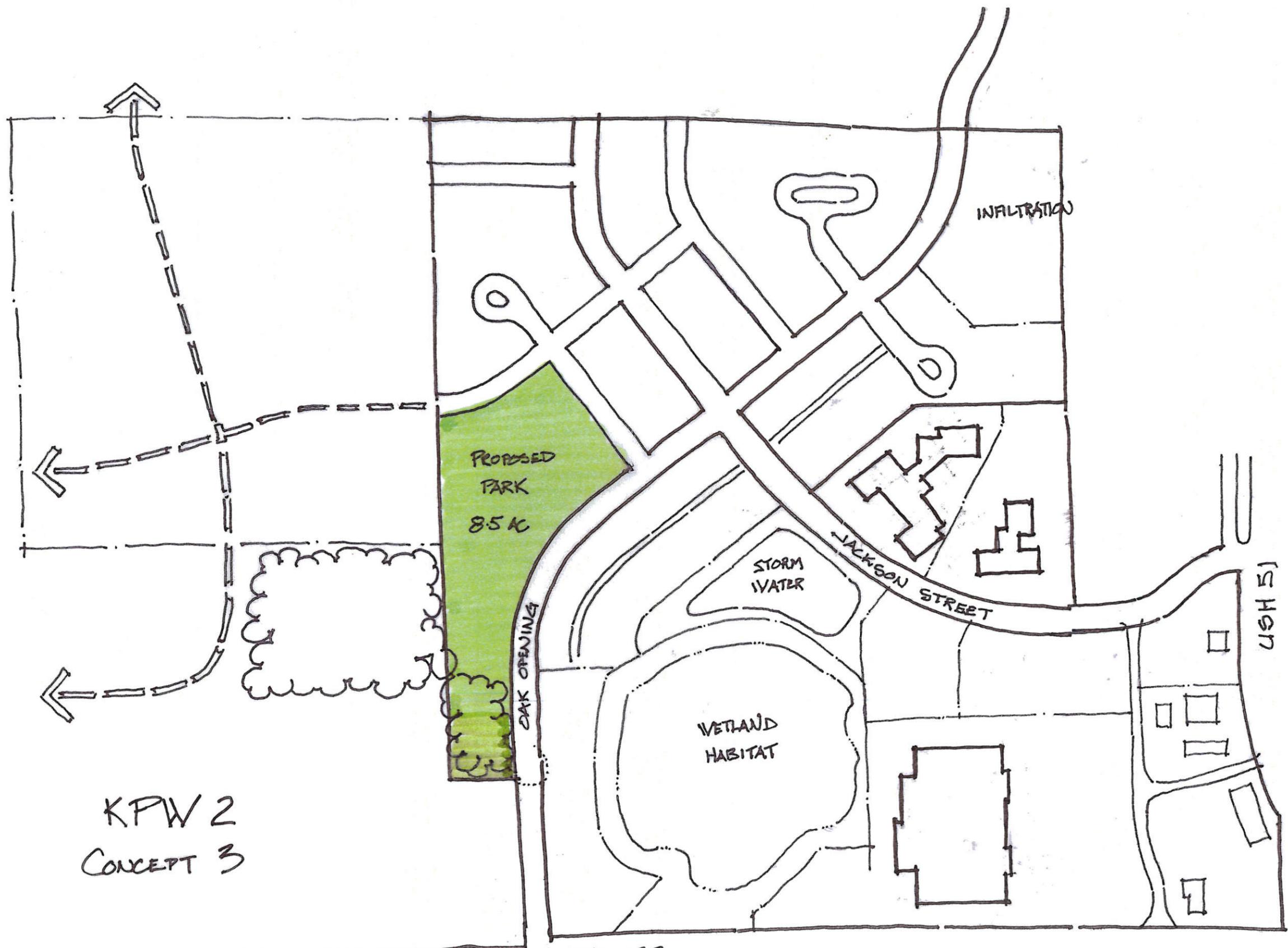


**LEGEND**

ZONING	
	SR-5 - 81 UNITS
	PD - 63 UNITS
	TR-6 - 18 UNITS
	MR-10 - 25 UNITS
	INSTITUTIONAL (PARKLAND)
	PRIVATE OPEN SPACE
	MULTI-USE PATH

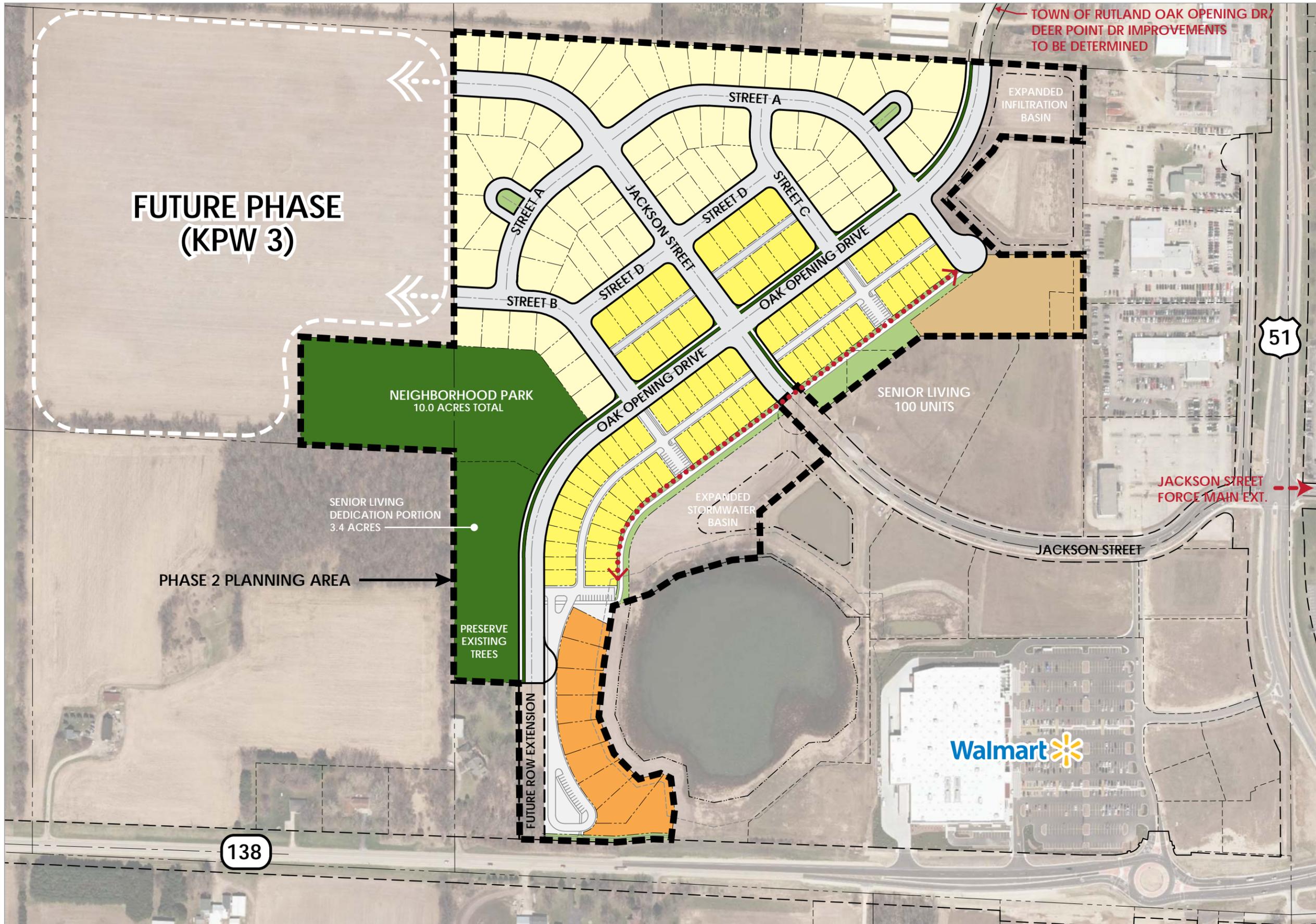
PARK DEDICATION	
EQUATION	• 1,468 SF LAND/DU (1,468 SF X (187 +100 DU))
	• 421,316 SF
	• 9.7 ACRES





KPW 2  
CONCEPT 3

STH 138



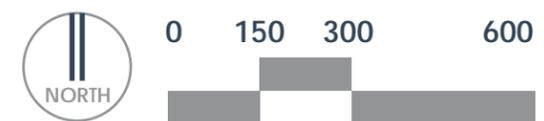
# LEGEND

## 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)