



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

RODNEY J. SCHEEL
DIRECTOR

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

Date: June 7, 2021

To: Plan Commissioners

From: Rodney J. Scheel
 Director of Planning & Development

 Michael P. Stacey
 Zoning Administrator/Assistant Planner

Subject: Agenda Item for the June 14, 2021 Plan Commission Meeting

Request by Curt Brink for a planned development concept plan review for the Riverfront Development.

This request is for a planned development - conceptual plan review of the proposed Riverfront Development area. We anticipate a CSM and planned development – general development application for a future Plan Commission meeting. The proposed multi-family planned development meets the intent of the City Comprehensive Plan.



Success by **Design**

Stoughton Riverfront Redevelopment

Planned Development Concept Plan

Curt V. Brink – Stoughton Riverfront Development, LLC

Potter Lawson Inc.

June 1, 2021

General written description:

The project seeks to redevelop the riverfront site along South Street that has long been used for industrial purposes dating back to the era of blacksmiths. The new development will include apartment buildings and a community clubhouse, along with outdoor green space, stormwater management features, a large greenway buffer space near the river and a new River Path and foot bridge. Stoughton has an ideal site for redevelopment, near the historic and pedestrian friendly downtown retail district, as well as adjacent to the Yahara River, the best of both worlds can be had by future residents with pedestrian access to downtown amenities and a direct connection to nature along the river path. The proposed renovations to Mandt Park as well as the planned Whitewater Park will increase opportunities for recreation and access the outdoor activities.

The site will have 3 lots, one out-lot for stormwater and a public roadway.

Unit Mix and Density

The project encompasses 10.48 acres and will include mostly 4 story apartment buildings with most units having 2 and 3-bedroom Units, resulting in a density of 24.78 units per acre and a Floor Area Ratio of 1.262 FAR. The current planned unit mix is; 55% 3 bedrooms, 33% 2 bedrooms, 12% 1 bedrooms + den, and 7% 1 bedroom units. The unit mix for the master plan could change as the development progresses.

Zoning

The Planned Development project will require exemptions from the current zoning to allow for smaller setbacks for both front and rear yards, and higher densities. The parking stalls per bedroom are requested to be reduced from .88 per bedroom to .72 per bedroom. Phase One has a higher parking count, and future parking counts can be adjusted based on actual parking use of phase one.

Architecture

The architecture of the buildings in phase one are designed to recall the unique historic nature of the previous industrial buildings that inhabited this site. The first building at the corner of South Street and South Fourth Street is designed to recall very specifically the historic Blacksmith Shop which was located further east on the site and demolished in 2019. The Blacksmith Shop apartments will have a red brick façade with a dark metal stepped roof and black steel balconies.

The second building to be developed to the south of the Blacksmith Shop Apartments, will also recall the historic industrial area but with a lighter brick that relates to the Powerhouse building along the river. This building will be four stories in height with the fourth floor stepped back from the façade to create outdoor terrace spaces. The Powerhouse building will remain in place with the hopes of a future renovation to support the activity on the river. The buildings in the future phases are anticipated to also be 4 stories in height with one level of underground parking.

Site and Parking

The site is designed with a large green space buffer zone along the river, this allows for the stormwater management for the site to filter the runoff water before it reaches the river. The green space also allows ample room for a public walking path that will connect via pedestrian bridge with Mandt Park. The closest structure to the river's edge is the proposed pool at the community club house, which is approximately 140 feet from the river's bank. There is a secondary green space that runs north south on the eastern portion of the site, this green space will provide views down to the river from 6th Street, as well as provide pedestrian access to the river front and to the pedestrian bridge from 6th Street. Parking is intended to be accommodated in three areas; 1. Underground parking of approximately 1 stall per unit, 2. Surface parking lots, and 3. Parallel parking in the streets, including the existing South Street and South Fourth Street. Underground parking is included under each building to reduce the amount of surface parking and reduce impervious areas.

Impervious Surface Areas

	Building (sq ft)	Asphalt (sq ft)	Sidewalk (sq ft)	Total Impervious Area (sq ft)	Total Lot Area (sq ft)	Impervious Ratio
Lot 1	31,141	16,322	1,887	49,350	76,874	0.64
Lot 2	48,055	29,419	10,674	88,148	134,861	0.65
Lot 3	28,595	15,469	3,076	47,140	83,821	0.56
Outlot 1	0	0	9,357	9,357	98,017	0.10
Roadway	0	36,447	9,845	46,292	61,796	0.75

Comprehensive Plan & Zoning Criteria

Stoughton Riverfront Redevelopment
4th Street & South Street int.
2019.22.00
05/27/2021

1) Comprehensive Plan

- a. Chapter 1: Issues and Opportunities
 - i. Meets the top priority of redeveloping vacant downtown buildings. (pg. 11)
 - ii. Meets the secondary priority of redeveloping the riverfront. (pg. 11)
 - iii. Meets the desire of 47% of residents to redevelop the MillFab site into mixed use buildings up to 4 stories. (pg.13)
 - iv. The project site is noted as a key redevelopment site for the community. (pg. 14)
 - v. Meets the overall project goal of providing safe, affordable and attractive neighborhoods. (pg. 16)
- b. Chapter 3: Land Use
 - i. Facilitates in meeting the goal of adding around 100 housing units per year for the next 20 years. (Table 7 pg. 44)
 - ii. This project meets the Comprehensive Plan's intent for the site's use to be *Planned Mixed Use*. The Multi-Family Residential Zoning use is an allowable zoning category within the plan. This project also aligns with the *Planned Mixed Use* to create higher-intensity residential areas and community gathering spot. (pg. 51-53, Map 6a pg. 83)
 - iii. This project directly addresses the recommendation for an "aggressive approach to redevelop the site" into "a mix of retail, office, and higher density residential development" when speaking of the old MillFab site. (pg. 58)
 - iv. This plan aligns with the desired design intent for neighborhood development set forth by the *Plan*. (Figure 4 pg. 64)
 - v. In congruence with Wisconsin's Comprehensive Planning Law, this project satisfies the preferred attention to Redevelopment & Rehabilitation Areas of the city. (pg. 74, Map 7)
 - vi. Meets the direct desire of the city to clean up the 6-acre riverfront site as part of the 16-acre riverfront redevelopment as laid out in the *Plan*. (pg. 75)
 - vii. This project meets and elevates the established character of the city set by the historic downtown. (pg. 78)
- c. Chapter 4: Transportation
 - i. Engages and expands upon the pedestrian/bike paths of the city along the riverfront, especially as it relates to the proposed pedestrian bridge across the Yahara River. (Map 9, pg. 111)
- d. Chapter 6: Housing
 - i. This development will meet the desire to form groups of smaller buildings with a historically rich material pallet of brick. It also orients buildings to the street, locates parking behind or under the buildings, and provides recreational open spaces, which are all important to the city based on the *Plan*. (pg. 135)

2) Zoning Standards: Multi-family Residential-24 (MR-24)

- a. Not Meeting
 - i. Exceeds the maximum 24 units per acre. Currently 24.78 units per acre. (Sec. 78-102(2)(h)1)
 - ii. Exceeds the number of dwelling units allowed per building. 12 per Sec. 78-102(2)(h)2a
 - iii. Minimum Setbacks (Sec. 78-102(2)(h)7b)
 - 1. D - Front: 25' (currently 15')
 - 2. H - Rear: 50' (currently rear setbacks varies)
 - 3. Maximum height 40' (currently roughly 46' and varies depending on grades)

- iv. Parking requirements of .88 stalls per bed or 558 stalls. (Sec. 78-102(2)(h)7b-P)
 - 1. Proposed parking totals 456 stalls or .72 parking stalls per bed.

b. Meeting / Exceeding

- 1. Meets the allowable uses within the zoning district. Multiplex or Apartment (Sec. 78-102(2)(h)2a)
- 2. Meets the minimum landscape surface ratio of 50% if sidewalks are included. Proposed plan shows 53.7% landscaped area. (Sec. 78-102(2)(h)7a)
- 3. Meets all other setback requirements for buildings or accessory buildings. (Sec. 78-102(2)(h)7b)
- 4. Meets and exceed the 50' building setback from high-water mark of Yahara River. (Sec. 32-34(a)(1))
- 5. This proposal maintains and improves the 35' vegetative buffer zone. (Sec. 32-41(1-3))
- 6. The proposal will meet the requirements set forth in Article VI – Landscaping and Buffer Yard Regulations (Sec. 78-601 – 78-614)

3) Written Exemptions

- a. Land Use Exemptions - none
- b. Density and Intensity Exemptions
 - i. Conditional use based on dwelling units per acre. Currently 24.78 units per acre.
- c. Bulk Exemptions
 - i. Exception from the minimum 25' front setback to allow for walk up units to be more adjacent to sidewalk and to increase density.
 - ii. Exception from the minimum 50' rear setback to increase density.
 - iii. Exception from the maximum 40' height to allow for typical unit heights and to deal with the slope of the site where building height increases as the topography slopes away. Typical floor to floor heights are 11'-2", which would make a 4 story building approximately 45' to 46' tall on a flat site.
- d. Landscape Exceptions – none
- e. Parking and Loading Exceptions
 - i. Exception from the required parking count of 558 stalls based on preliminary bedroom counts.

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

Applicant Name: Curt Brink

Applicant Address: 701 E. Washington Ave #105 Madison, WI 53703

Applicant Phone and Email: (608) 575-4845 curtbrink@hotmail.com

Property Owner Name (if different than applicant): Stoughton Riverfront Development LLC

Property Owner Phone: (608) 575-4845

Subject Property Address: 515 South Fourth St & 501 South Fourth St

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

I. Recordation of Administrative Procedures for City Use

Application form filed with Zoning Administrator

Date: 6.4.2021

Application fee of \$_____ received by Zoning Administrator

Date: _____

II. Application Submittal Packet Requirements for Applicant Use

PD Process Step 1: Pre-application

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

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

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

PD Process Step 2: Concept Plan

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

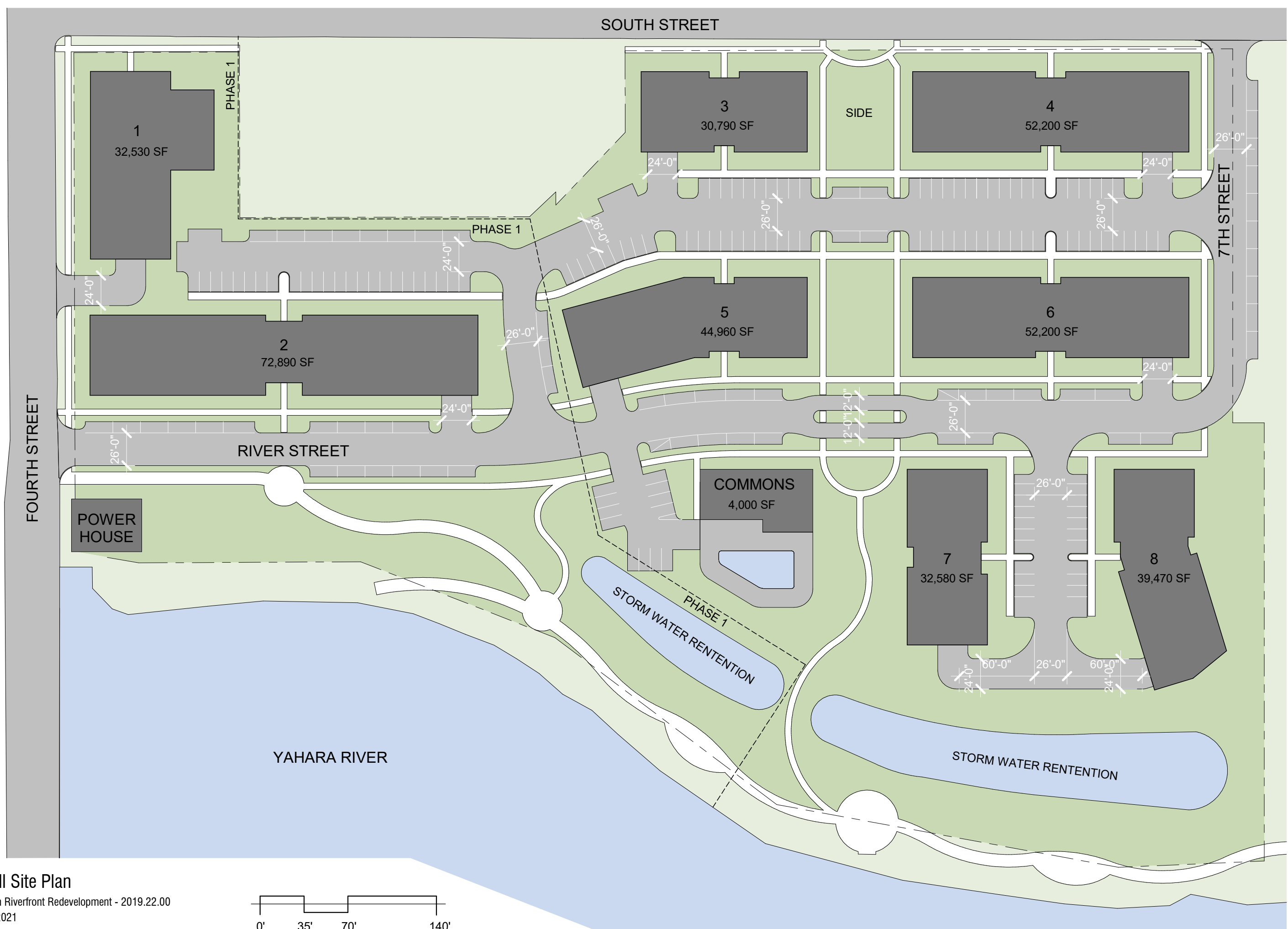
- A.** Provide Zoning Administrator with draft PD Concept Plan Submittal Packet for determination of completeness prior to placing the proposed PD on the Plan Commission agenda for Concept Plan review. The submittal packet shall contain all of the following items:
 - (1)** A *general written description*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

- The general mix of dwelling unit types and/or land uses.
- Approximate residential densities and non-residential intensities as described by dwelling units per acre, floor area ratio and impervious surface area ratio.
- The general treatment of natural features.
- The general relationship to nearby properties and public streets.
- The general relationship of the project to the Comprehensive Plan.
- An initial draft list of zoning standards which will not be met by the proposed PD and the location(s) in which they apply and, a complete list of zoning standards which will be more than met by the proposed PD and the location(s) in which they apply. Essentially, the purpose of this listing shall be to provide the Plan Commission with information necessary to determine the relative merits of the project in regard to private benefit versus public benefit, and in regard to the mitigation of potential adverse impacts created by design flexibility.
- (3) A *written description* of potentially requested exemption(s) from the requirements of the underlying zoning district, in the following order:
 1. Land Use Exemptions
 2. Density and Intensity Exemptions
 3. Bulk Exemptions
 4. Landscaping Exceptions
 5. Parking and Loading Requirements Exceptions
- (4) A *conceptual plan drawing* (at 11" x 17") of the general land use layout and the general location of major public streets and/or private drives. The Applicant may submit copies of a larger version of the plan in addition to the 11" x 17" reduction.

PD Process Step 3: General Development Plan (GDP)

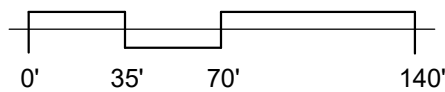
The Applicant shall submit an application for staff and Planning Commission review as follows:

- A. Provide Zoning Administrator with a draft GDP Submittal Packet for determination of completeness prior to placing the proposed PD on the Plan Commission agenda for GDP review. The submittal packet shall contain all of the following items:
 - (2) A *map of the subject property* for which the PD is proposed:
 - Clearly indicating the current zoning of the subject property and its surroundings, and the jurisdiction(s) which maintains that control.
 - Map and all its parts clearly reproducible with a photocopier.
 - Map size of 11" x 17" and map scale not less than one inch equals 800 feet.
 - All lot dimensions of the subject property provided.
 - Graphic scale and north arrow provided.
 - (3) A *general written description* of proposed PD including:
 - General project themes and images.
 - The general mix of dwelling unit types and/or land uses.
 - Approximate residential densities and non-residential intensities as described by dwelling units per acre, floor area ratio and impervious surface area ratio.
 - The general treatment of natural features.

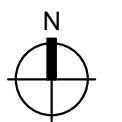


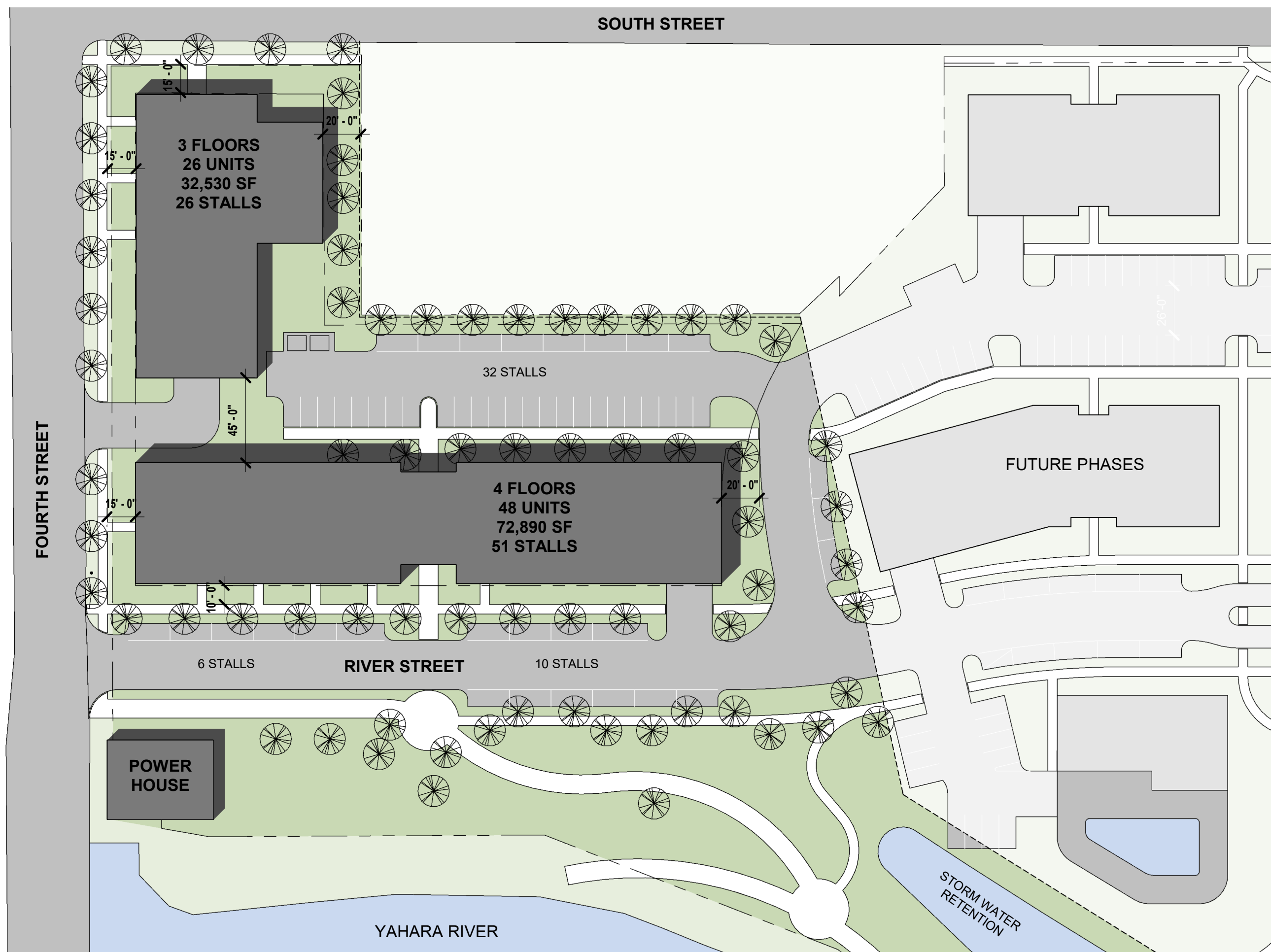
Overall Site Plan

Stoughton Riverfront Redevelopment - 2019.22.00
 May 27, 2021



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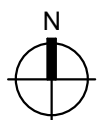
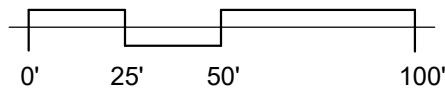


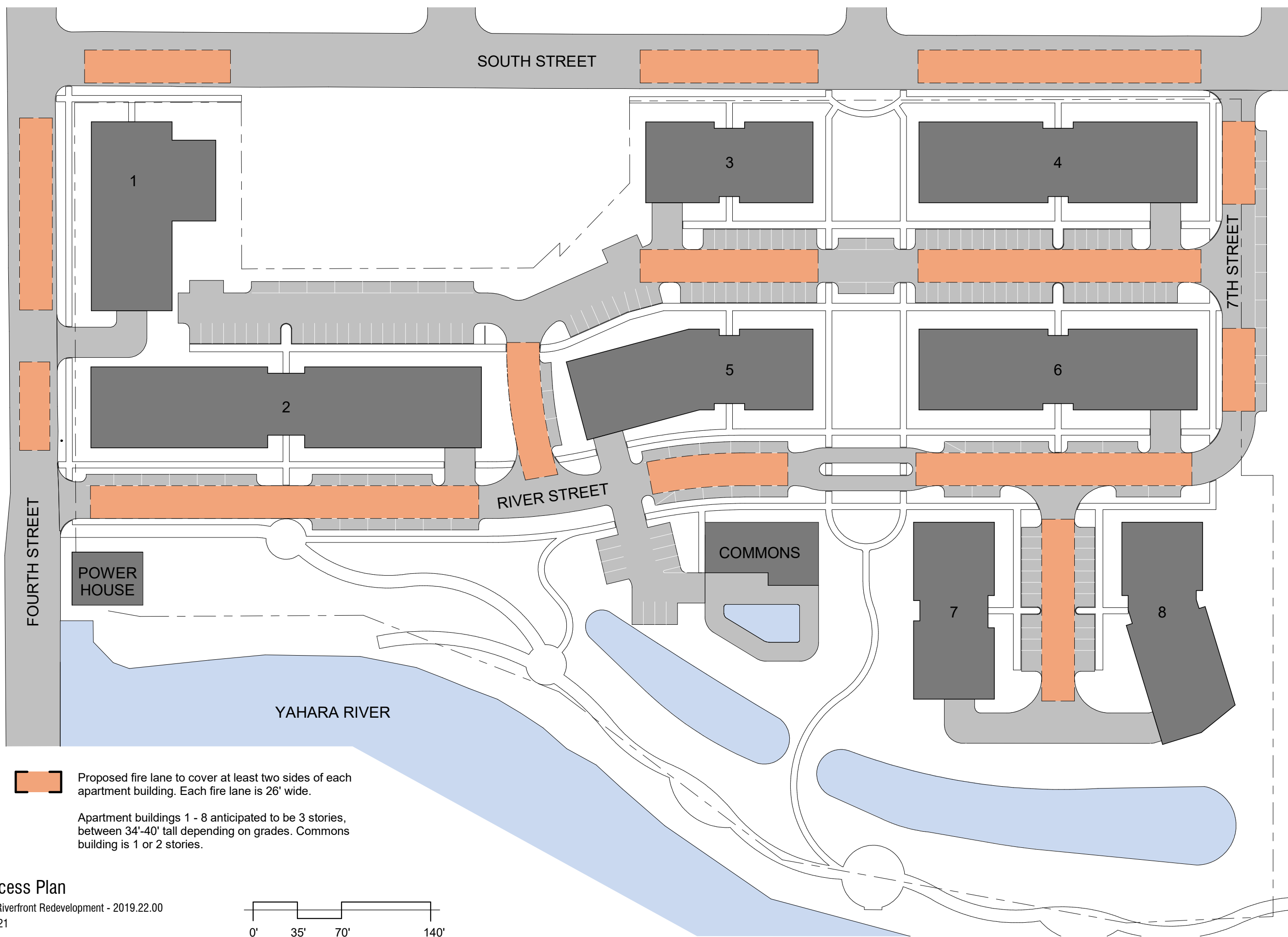



Phase 1 Site Plan

Stoughton Riverfront Redevelopment - 2019.22.00
May 27, 2021

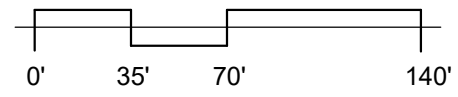
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 Proposed fire lane to cover at least two sides of each apartment building. Each fire lane is 26' wide.

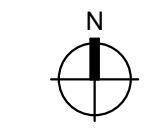
Apartment buildings 1 - 8 anticipated to be 3 stories, between 34'-40' tall depending on grades. Commons building is 1 or 2 stories.

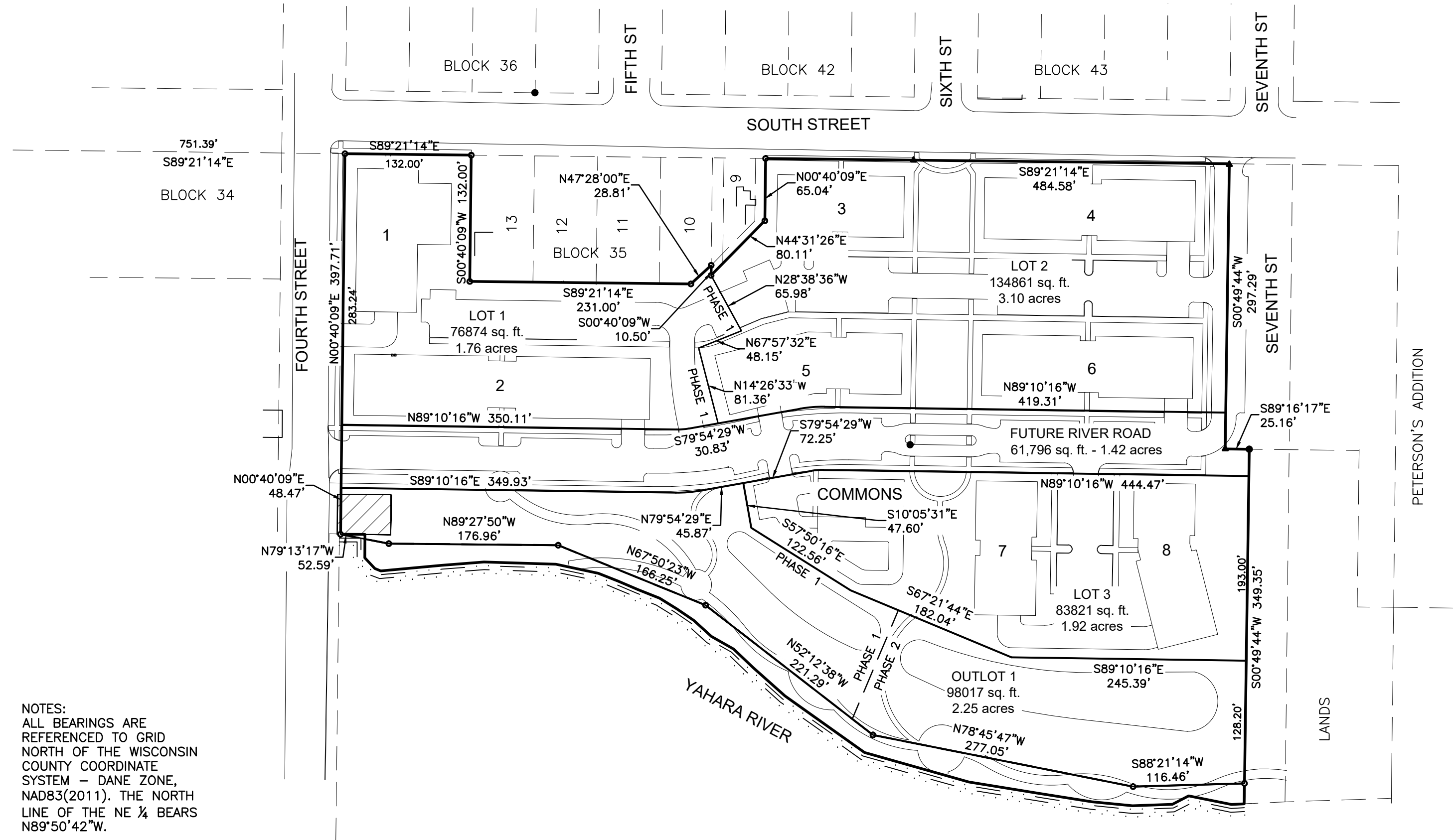


Fire Access Plan

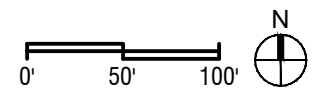
Stoughton Riverfront Redevelopment - 2019.22.00
 May 27, 2021

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NOTES:
 ALL BEARINGS ARE REFERENCED TO GRID NORTH OF THE WISCONSIN COUNTY COORDINATE SYSTEM - DANE ZONE, NAD83(2011). THE NORTH LINE OF THE NE ¼ BEARS N89°50'42"W.



Stoughton Riverfront Redevelopment

Master Plan Concept Summary

May 27, 2021

Project No. 2019.22.00



Building Use Summary

Bldg	Use	Approximate Bldg. Footprint	Stories	Approximate Bldg. Area	Units
1	Apartments	11,790	3	32,530	26
2	Apartments	19,350	4	72,890	48
3	Apartments	8,280	4	30,790	22
4	Apartments	13,900	4	52,200	38
5	Apartments	12,000	4	44,960	35
6	Apartments	13,900	4	52,200	38
7	Apartments	8,750	4	32,580	24
8	Apartments	10,550	4	39,470	28
Commons	Clubhouse	4,000	1	4,000	0
		102,520		361,620 1396	259 sf per unit

Note: Building 1 and 2 are part of phase one.

Parking Summary

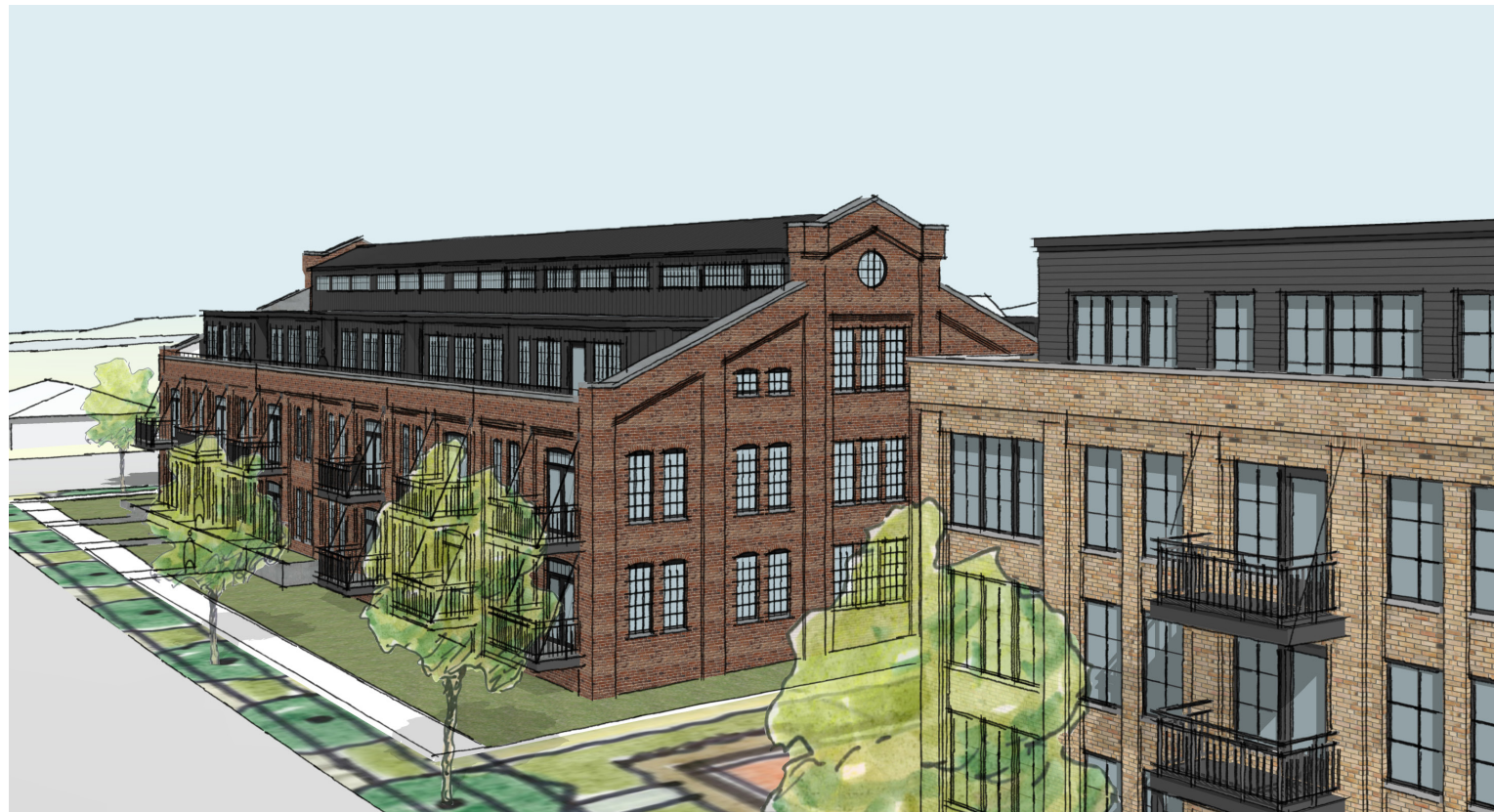
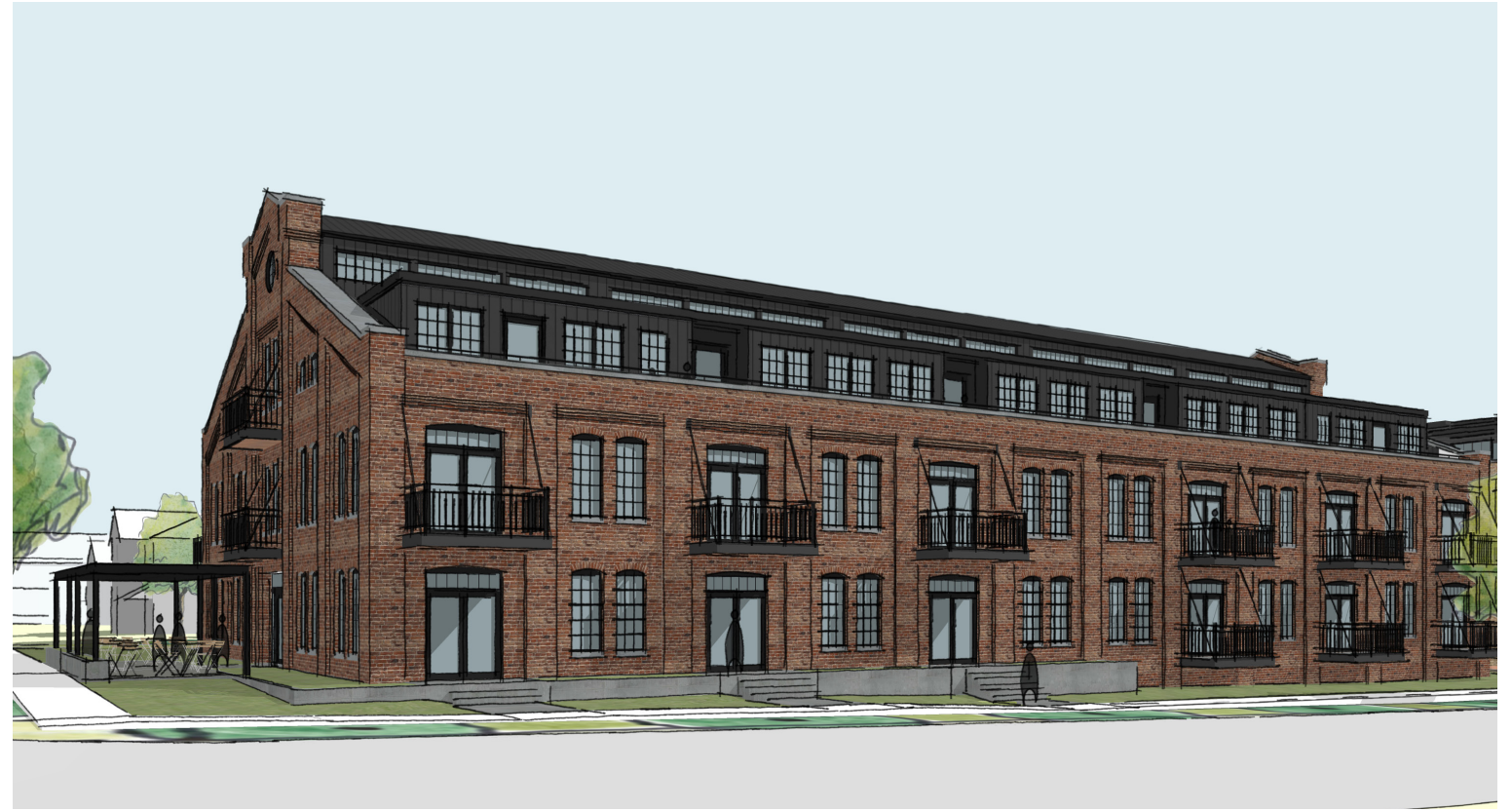
Parking				Stalls per Unit
Below	Surface	Street	Total	Unit
26	8	13	47	1.81
51	25	22	98	2.04
20	8	9	37	1.68
34	15	13	62	1.63
30	18	11	59	1.69
34	18	9	61	1.61
20	11	2	33	1.38
22	11	2	35	1.25
0	12	4	16	
237			448	1.73
Req. Stall per Zoning			558	

Stall per Bedroom **0.71**
Req. Stall per Bedroom **0.88**

Unit Types and Number of Bedrooms

1 Bdrm	1 Bdrm+ den	2 Bdrm	3 Bdrm	total
6	6	11	3	26
		20	28	48
		4	18	22
		18	20	38
6		7	22	35
		18	20	38
2	6		16	24
4		8	16	28
18	12	86	143	259
7%	5%	33%	55%	

Number of Bedrooms				total
18	12	172	429	631
Stall per Bdrm based on Zoning (Sec.78-102(2)(h)7b-P)				
18	12	172	356	558



Perspective Views: Building 1
Stoughton Riverfront Redevelopment - 2019.22.00
May 27, 2021



Perspective Views: Building 2
Stoughton Riverfront Redevelopment - 2019.22.00
May 27, 2021



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RODNEY J. SCHEEL
DIRECTOR
(608) 873-6619
fax: (608) 873-5519

June 9, 2021

Potter Lawson, Inc.
Doug Hursh
749 University Row, Suite 300
Madison WI, 53705

Dear Mr. Hursch:

I have completed a summary review of the proposed Planned Development - Concept Plan the Stoughton Riverfront Redevelopment. This request will be reviewed by the Plan Commission on June 14, 2021.

(1) *Planned Development District Purpose.*

- (a) The purpose of this Section is to provide regulations which govern the procedure and requirements for the review and approval, or denial, of proposed planned developments, and to provide for the possible relaxation of certain development standards pertaining to the most comparable standard zoning district as determined by the zoning administrator. **The most comparable zoning district appears to be the MR-24 Multi-Family Residential District.**
- (b) Planned developments are intended to provide more incentives for development and redevelopment in areas of the community which are experiencing a lack of significant investment. Furthermore, planned developments are designed to forward both the aesthetic and economic development objectives of the city by controlling the site design and the appearance, density or intensity of development in terms of more flexible requirements for land uses, density, intensity, bulk, landscaping, and parking requirements. In exchange for such flexibility, the Planned Development shall provide a much higher level of site design, architectural control and other aspects of aesthetic and functional excellence than normally required for other developments.
- (c) Planned developments have the potential to create undesirable impacts on nearby properties if allowed to develop simply under the general requirements of this chapter. In addition to such potential, planned developments also have the potential to create undesirable impacts on nearby properties which potentially cannot be determined except with a binding site plan, landscape plan and architectural plan, and on a case by case basis. In order to prevent this from occurring, all planned developments are required to meet certain procedural requirements applicable only to planned developments, in addition to the general requirements of this chapter. A public hearing process is required to review a request for a planned development. This process shall essentially combine the process for a

zoning map amendment (for the general development plan (GDP) step) with that required for a conditional use (for the specific implementation plan (SIP) Step), with several additional requirements.

(2) *Provision of flexible development standards for planned developments.*

- (a) *Permitted location.* Planned developments shall be permitted with the approval of a Planned Development Zoning District, specific to the approved planned development, within all zoning districts.
- (b) *Flexible development standards.* The following exemptions to the development standards of the most comparable zoning district may be provided with the approval of a planned development:
 - 1. *Land use requirements.* All land uses listed as "Dwelling Unit Types", "Institutional", or "Commercial" in section 78-202 may be permitted within a planned development. **Dwelling units proposed.**
 - 2. *Density and intensity requirements.* All requirements listed in sections 78-304 and 78-305 for residential density and nonresidential intensity may be waived within a planned development. **24.78 units per acre proposed which will require an exemption.**
 - 3. *Bulk requirements.* All requirements listed in sections 78-403, 78-404, 78-405, 78-406 and 78-407 may be waived within a planned development. **There will be exemptions requested for setbacks and building height.**
 - 4. *Landscaping requirements.* All requirements listed in sections 78-604, 78-605, 78-606, 78-607, 78-608, 78-609 and 78-610 may be waived within a planned development. **The concept plan is proposed to meet all requirements of these sections.**
 - 5. *Parking and loading requirements.* All requirements listed in sections 78-704 and 78-705 may be waived within a planned development. **There will be exemptions requested for parking requirements.**
- (c) *Requirements to depict all aspects of development.* Only development which is explicitly depicted on the required site plan approved by the common council as part of the approved planned development, shall be permitted, even if such development (including all aspects of land use, density and intensity, bulk, landscaping, and parking and loading), is otherwise listed as permitted in sections 78-403 through 78-407. Requested exemptions from these standards shall be made explicit by the applicant in the application, and shall be recommended by the plan commission and approved explicitly by the common council. If not so requested and approved, such exemptions shall not be permitted.

PD Process Step 2: Concept plan.

- (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;
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
3. A written description of potentially requested exemption from the requirements of the most comparable zoning district, in the following order:
 - a. Land use exemptions;
 - b. Density and intensity exemptions;
 - c. Bulk exemptions;
 - d. Landscaping exceptions;
 - e. Parking and loading requirements exceptions;
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. 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.
 - 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.

- 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.

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

Sincerely,
City of Stoughton

Michael P. Stacey

Michael P. Stacey
Zoning Administrator/Assistant Planner