

March 31, 2006
APPLICATION FOR THE 2006 DANE COUNTY BUILD PROGRAM
CITY OF MADISON

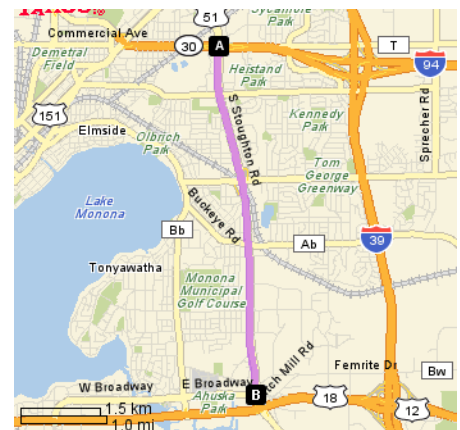
STOUGHTON ROAD REVITALIZATION PROJECT

SUMMARY OF PROPOSAL

This letter of application is for the Stoughton Road Revitalization Project. The focus of this project is on developing detailed land use policies and recommendations and urban design guidelines for the Stoughton Road corridor extending from U.S. Highway 12 & 18 north to U.S. Highway 30. Stoughton Road is an important east side transportation corridor and gateway to the Madison community. Development along this corridor has a significant visual and economic impact on the community and on adjacent neighborhoods. The City will retain a planning consulting firm to work with corridor stakeholders through a public participation process to develop a vision and plan for the corridor and identify a set of strategies and tools which can be used to achieve the vision. The final plan will be adopted by the City as a supplement to the City's Comprehensive Plan. Desired outcomes of the project are further described on page 6 of the proposal.

DESCRIPTION OF THE STOUGHTON ROAD CORRIDOR

The Stoughton Road Revitalization Project Planning Area includes lands adjoining the east and west frontages of Stoughton Road between Broadway (U.S. Highway 12 & 18) and U.S. Highway 30. See the attached oversized land use map and aerial photograph. The corridor is characterized by a wide array of land uses including auto-oriented commercial, light industrial, and residential uses of varying densities. Stoughton Road contains a substantial number of underutilized properties, especially along the east side of the corridor and along both sides of the corridor between East Buckeye Road and Pflaum Road.



The corridor is currently not visually welcoming, although it is a primary gateway to the east side of the City of Madison and metropolitan area. The corridor is characterized by large billboards, sizable and poorly landscaped parking lots serving auto-oriented retail and other commercial establishments, parking and storage areas for trucks and semi-trailers, generally uninspired architecture, used car lots, and establishments selling trucks, trailers and boats. The corridor has not substantially changed in decades.



DESCRIPTION OF HOW THE PROJECT WILL ADVANCE THE BUILD PROGRAM OBJECTIVES

The Stoughton Road Revitalization Project is consistent with the BUILD Program objectives.

1. **Make Better Use of Existing Infrastructure.** The Stoughton Road Revitalization Project focuses on the preparation of a plan and implementation recommendations to better utilize the community's significant investment in utilities and transportation facilities which currently serve the area. With the preparation of the WDOT Environmental Impact Statement, it is expected that several transportation projects will be implemented in the coming years to address safety and congestion issues along the corridor. These projects will most likely involve improvements to address issues related to automobile congestion, pedestrian and bicycle safety, the aesthetic/streetscaping of the corridor, and the ability to serve the corridor with transit service. The corridor is characterized by several large underutilized



stretches of mixed auto-oriented, commercial and light industrial uses dominated by service parking lots and relatively unattractive buildings. This project will put in place a plan to guide the redevelopment of existing underutilized properties over time, in concert with the anticipated improvements to the road itself, which will be implemented by the Department of Transportation.

2. **Locate Community Services, Jobs and Shopping in Close Proximity.** While large stretches of the roadway are relatively unattractive, the corridor is currently home to a significant and diverse range of services and jobs. The City's Comprehensive Plan identifies two stretches of the corridor (one between Buckeye Road and Pflaum Road and the other at Milwaukee Street and Stoughton Road) as opportunities to promote infill and redevelopment. Two areas along the corridor are also recommended as potential locations to encourage transit-oriented development. This project will evaluate the feasibility of these and other redevelopment/infill development opportunities along the corridor. The corridor represents a significant opportunity to promote compact, higher density development with a significant additional employment base which will be located in very close proximity to large existing residential neighborhoods east and west of the corridor. Recently, a small amount of new

development has come into the area. The brightest example of this is the Dean Clinic East, pictured below, at the intersection of Stoughton and Buckeye Roads.



Most retail businesses along this road have a regional and infrequent demographic target customer base. Many businesses are business-to-business oriented, with much of them focused on the automotive and manufacturing industries. Residents who live along the road merely use it as a thoroughfare to get to places where they can shop for their weekly needs.

More productive infill is starting to occur in areas farther away from Stoughton Road. Residents of neighborhoods contiguous to the road drive to these less convenient locations. Without a plan in place, the future of the corridor will be more of the same. However, with a plan that is designed to achieve a greater vision of serving the City, County and communities at large, this corridor could be a glowing example of the power of stakeholders coming together to revitalize the underutilized properties along the roadway.

3. **Stabilize and Enhance Existing Neighborhoods, Downtowns and Other Business Districts.** One of the primary reasons the Stoughton Road Revitalization Project Ad Hoc Committee was formed is to work to develop a plan which will ensure that the vision for this corridor will support and enhance existing neighborhoods located to the east and west. The corridor not only serves as a primary gateway to the metropolitan area's east side communities and neighborhoods, it also is a significant barrier between the neighborhoods east and west of the corridor. The corridor has a potential to accommodate a significant increase in jobs and businesses which will serve the adjoining neighborhoods and the community.
4. **Produce Housing and Jobs for Low-to Moderate-Income People.** The City's east side neighborhoods have traditionally been some of the most affordable neighborhoods within the community. The development of a plan to accommodate additional employment growth along the corridor will provide additional job opportunities for nearby neighborhood residents. The creation of an attractive Stoughton Road corridor, which also serves as a gateway to the commercial and light industrial businesses located along the corridor and within the City's southeast industrial district, should help to retain existing jobs within the area and assist in additional job growth on and off the corridor. Not all of the jobs created or existing within the corridor and within the City's southeast industrial district require highly skilled and highly educated workers. By creating a more attractive front door to this major employment district, this project will help to retain and grow jobs within the City. The project should identify the type of jobs and businesses which would most likely find the corridor attractive and locate along the corridor in the future.
5. **Avoid Converting Productive Farmland on Urban Fringes and in Rural Areas.** The preparation of a plan to accommodate higher density, compact transit-oriented development along the corridor, the redevelopment of under-utilized properties, and the infill development of vacant lands are compatible with this BUILD goal. Jobs which otherwise might be located in suburban office and business parks, industrial parks and strip commercial districts, could be accommodated along this corridor which already has the infrastructure and utilities in

place to handle a significant amount of additional development. By making the corridor a more attractive place to locate, this project is consistent with the goal of slowing the conversion of productive farmland and other rural areas to urban uses.

6. **Provide Viable Options to Auto Trips by Supporting Walking, Biking and Transit.** As mentioned previously, the City’s Comprehensive Plan identifies a portion of the Stoughton Road corridor as an opportunity to plan for more compact, higher density, transit-oriented development. Transit-oriented development is characterized by a compact, mixed-use development pattern that focuses the highest development densities and intensities in very close proximity to high capacity transit stops. Two locations at Pflaum Road and Buckeye Road and another at Milwaukee Street are identified as opportunities to plan for transit-oriented development along the corridor. One of the primary tools which can be used to implement the transit-oriented development projects is to provide more specific development standards as part of detailed neighborhood development plans, special area plans (such as the Stoughton Road Revitalization Project), and in the City’s Zoning Ordinance.
7. **Have the Potential to Clean-Up Environmentally Contaminated Sites.** While the City is not currently aware of contaminated sites along the corridor, given the history of development along the corridor it is possible that some contaminated sites may exist. The preparation of a more detailed plan for the corridor, updating the land use recommendations for the corridor, and the preparation of detailed design guidelines, should help to redevelop under-utilized sites, including any potentially contaminated properties. The Wisconsin Department of Natural Resources lists several potential brownfield sites within the planning area. This will be further explored during the planning process and, if necessary to achieve the overall vision for the area, strategies will be developed to address these sites.

BUILD Program Objectives	Stoughton Road Revitalization Project
<ul style="list-style-type: none"> • Make better use of existing infrastructure 	<ul style="list-style-type: none"> • Encourage additional more compact/higher density development along the corridor
<ul style="list-style-type: none"> • Locate community services, jobs and shopping in close proximity 	<ul style="list-style-type: none"> • Develop a plan to guide infill and redevelopment close to existing neighborhoods along the corridor
<ul style="list-style-type: none"> • Stabilize and enhance existing neighborhoods, downtowns and other business districts 	<ul style="list-style-type: none"> • Provide a “Gateway” to east Madison Communities • Establish a positive and welcoming image • Incorporate public art • Eliminate out-sized and over-scaled advertising • Reflect inviting and attractive building design guidelines and landscaping
<ul style="list-style-type: none"> • Produce housing and jobs for low to moderate-income people 	<ul style="list-style-type: none"> • Promote mixed business/residential development to accommodate new jobs and housing • Provide a visually attractive front door to the City’s southeast employment district to retain existing jobs
<ul style="list-style-type: none"> • Avoid converting productive farmland on urban fringes and in rural areas 	<ul style="list-style-type: none"> • Accommodate higher density compact development along the corridor • Redevelop underutilized properties
<ul style="list-style-type: none"> • Provide viable options to auto trips by supporting walking, biking and transit 	<ul style="list-style-type: none"> • Provide safe access to neighborhood-oriented businesses • Encourage alternative transportation modes • Pursue Transit Oriented Development options at key locations
<ul style="list-style-type: none"> • Have the potential to clean up environmentally contaminated sites 	<ul style="list-style-type: none"> • Provide a plan and design standards to guide the redevelopment of potentially contaminated sites

DESCRIPTION OF DESIRED OUTCOMES OF THE PLANNING PROCESS

This project proposes a facilitated process aimed at producing a focused land use and development plan for the corridor and design guidelines and implementation recommendations to achieve the plan. The process will analyze existing conditions and characteristics along the corridor, the relationship between the corridor and nearby neighborhoods and business districts. The project will involve major stakeholders within the community and along the corridor. Following is a summary of the proposed deliverables of the project:

1. Identify and involve major stakeholders along the corridor, including neighborhoods, residents, property owners, area businesses, institutions, and local units of government. The plan for the corridor will result from a focused participatory and facilitated public planning process. As with other corridor planning efforts, the plan is intended to evaluate the potential of the corridor as a location for businesses and services to serve the neighborhoods adjoining the corridor, as well as the community as a whole. One of the possible outcomes may be a standing committee that will work with property owners to implement the plan's recommendations.
2. Create a vision for the corridor. It is anticipated that this vision will include:
 - a. Focusing on Stoughton Road as a gateway to east side communities.
 - b. Establish a positive welcoming image to Madison along the corridor.
 - c. Encourage the corridor as a location for a diversity of business and commercial enterprises with higher densities and a compact urban form.
 - d. Eliminate the out-sized and over-scaled advertising graphics along the corridor, provide safe and convenient access from the corridor to adjoining neighborhoods and from the neighborhoods to neighborhood-oriented businesses and jobs along the corridor.
 - e. Promote the corridor as a location for higher density transit-oriented development with a mix of business and residential opportunities at key locations.
 - f. Achieve a higher quality design aesthetic along the corridor.
3. Prepare detailed land use plan recommendations for all properties along the corridor. Evaluate the feasibility of the redevelopment and infill development locations recommended in the Comprehensive Plan as well as other possible locations along the corridor and identify strategies and tools to implement the recommendations.
4. Develop urban design guidelines for the corridor. These guidelines will be used to review future development proposals along the corridor.

The design guidelines should:

- a. Encourage creative and imaginative quality architecture that makes a positive contribution to the aesthetics of the corridor.
- b. Provide a welcoming sense of the community.
- c. Incorporate public/private art.
- d. Promote comprehensive site planning that incorporates building placement, parking, landscaping, and other features.
- e. Provide recommendations to address building heights, scale, massing, and placement on development sites.

- f. Identify implementation recommendations to implement the design guidelines.
5. One of the goals of the project is to have the corridor plan adopted as a special area plan within the context of the City's Comprehensive Plan. Special area plans are intended to provide more detail and specificity than the general recommendations included in the City's Comprehensive Plan and also be used as a basis to review future development requests.
6. The land use recommendations and design guidelines may serve as a basis to propose amendments to the zoning districts which exist along the corridor, as well as to the City's Zoning Code in general. The City will be working over the next 2-3 years to update its Zoning Code. As such, this plan may serve as a basis to develop new zoning districts for the corridor to implement the recommendations in the plan.
7. The corridor study will also provide a venue for neighborhoods and businesses to effectively participate in the WDOT Environmental Impact Statement process. It is anticipated that the project will seek ways to address speeding issues and improve safety along the corridor, encourage alternative transportation modes, and provide safe and convenient access to the businesses and neighborhoods along the corridor.

RELEVANT PLANNING ACTIVITIES

The City of Madison, Town of Blooming Grove and City of Monona have adopted comprehensive plans or master plans for their communities. The community plans provide general land use recommendations for the Stoughton Road corridor. The City's plan also identifies two general areas along the corridor as significant redevelopment/infill development opportunities. Three locations at Pflaum Road, Buckeye Road and Milwaukee Street are identified as potential transit-oriented development opportunities.

Wisconsin Department of Transportation Stoughton Road Corridor Study

Stoughton Road serves as a major north-south arterial highway funneling traffic to and through Madison. The corridor has relatively high travel speeds and is becoming increasingly congested and unsafe. The speed limit along this road is between 40 and 55, with traffic regularly traveling at much greater speeds. The Safe Community Coalition has identified this road as a safety concern because of the chronic nature of cars running red lights. A letter from the Coalition is attached to the application.

The Wisconsin Department of Transportation is in the process of preparing an environmental impact statement which assesses the advantages and disadvantages of several alternatives to address congestion and safety issues along the corridor. The Wisconsin Department of Transportation has completed a needs assessment and has identified three primary alternatives to address issues. The alternatives include a range of options which involve intersection improvements, redesigning frontage roads, and additional interchanges. These options could potentially help traffic flow and business access. The Wisconsin Department of Transportation has formed a policy advisory committee and technical committee to work with the WDOT-hired consultants to prepare the Draft Environmental Impact Statement.

The Revitalization Project Neighborhood Organization

In the summer of 2005 eight neighborhoods located adjacent to the Stoughton Road corridor, working with local elected officials, came together to create the Stoughton Road Revitalization Project Ad Hoc Committee to coordinate and oversee the preparation of a detailed plan for the Stoughton Road corridor. A letter from Fred Arnold, Chair of the Committee, is attached.

PROJECT TEAM MEMBERSHIP AND TIMELINE

The project team will consist of members of the Stoughton Road Revitalization Project Ad Hoc Committee, neighborhood associations, residents, business associations, individual businesses, property owners, the Town of Blooming Grove, Dane County, City of Monona and the City of Madison, and institutions and other stakeholders. The City will detail the public participation process for project in conjunction with the Ad Hoc Committee and the selected consultant.

It is anticipated that this project will begin in May of 2006 and be completed by winter or early spring of 2007. The following major milestones are anticipated:

- May 2006: Finalization of the BUILD Project Team and preparation of the Request For Proposals (including the final scope of services). Distribute the RFP to consultants for competitive bid.
- July 2006: Interview potential consultants and hire consultant to complete the Stoughton Road Revitalization Project planning process.
- August 2006: Conduct initial meetings with consultant to review the scope of services. Consultant will begin initial planning steps and analysis.
- September 2006 – March 2007: Complete planning process.
- February – March 2007: Consultant submits final report for review and adoption by the City.

ESTIMATED COST OF THE PLANNING PROJECT

The total estimated cost of the project is \$70,000 to \$80,000. The amount being requested through the BUILD Program is \$25,000. The Stoughton Road Revitalization Project Ad Hoc Committee is expected to apply for a neighborhood planning grant through the City of Madison, which is expected to generate \$10,000-20,000 for the project and provide the local match for the BUILD Grant. Remaining funds will be raised by the Stoughton Road Revitalization Project Ad Hoc Committee from community organizations, institutions, property owners and businesses located along the corridor.

The Department of Planning and Development staff for the City of Madison will provide technical assistance to the consulting firm hired, which includes:

1. Technical background information, maps and parcel-based GIS data and map layers; and
2. Coordinate interagency staff responses to preliminary strategies and recommendations for the corridor with all City of Madison agencies and other participating units of government.

CONFIRMATION OF LOCAL MATCH

The City of Madison will work with the Stoughton Road Revitalization Project Ad Hoc Committee to meet the required minimum local match upon the approval of the BUILD award. At the time of the award, the City of Madison will introduce a resolution accepting the BUILD Grant and authorizing the match. The City understands that the match will be a minimum of 20% of the grant award.

CONTACT PERSON

Bill Fruhling, Principal Planner, City of Madison Department of Planning & Development will be the contact person for this grant application. Mr. Fruhling may be reached at:

Bill Fruhling
City of Madison Department of Planning & Development, Planning Unit
215 Martin Luther King, Jr. Boulevard
P.O. Box 2985
Madison, WI 53701-2985
(608) 266-4635
FAX (608) 267-8739
bfruhling@cityofmadison.com

ATTACHMENTS

1. Letter of support from the Town of Blooming Grove.
2. Letter of support from the City of Monona.
3. Letter of support from the Stoughton Road Revitalization Project Ad Hoc Committee.
4. Letter of support from Safe Community Coalition
5. Letter of support from Wisconsin Department of Transportation
6. Letter of support from Dane County Executive Kathleen Falk
7. Aerial photo and study area boundaries.
8. Existing land use map and study area boundaries.