

Stoughton Road Revitalization Project

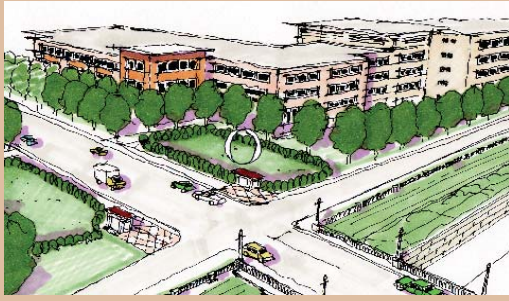
*Stoughton Road is more
than just a transportation
corridor.*

South Stoughton Road and adjacent properties form the backbone and identity of the East Side, the front door to eight neighborhoods, and a gateway to Madison. Originally designed as the East Beltline, Stoughton Road now functions as both a local and regional road. Over the next several decades, as Madison grows and encourages growth and infill development, there is a great opportunity to transform the image of Stoughton Road.

Wisconsin Chapter: American Planning Association
2009 Planning Award Winner

Neighborhoods USA 2008 Winner!
Best Neighborhood of the Year for Multi-Neighborhood Partnerships





What is the SRRP?

The Stoughton Road Revitalization Project (SRRP) is a land use and development opportunity study of the Stoughton Road Corridor. The SRRP Plan focuses on South Stoughton Road between the Beltline interchange on the south and WI Highway 30 on the north. The purpose of this Plan is to establish land use and design guidelines and promote economic development opportunities for the Stoughton Road corridor. SRRP project area is adjacent to and includes areas that represent roughly 12 percent of Madison's total population base, or 25,000 people. Adjacent neighborhoods include East Buckeye, Eastmorland, Elvehjem, Glendale, Hiestand, Heritage Heights, Lake Edge & Rolling Meadows.

SRRP Plan Principles

1. Foster a sense of place for the East Side
2. Build on existing strengths
3. Provide clarity & predictability
4. Facilitate a collaborative process
5. Promote a balanced point of view

SRRP Plan Goals

- Establish a land use & development concept that supports incremental change.
- Recognize & restore the local ecology.
- Create a prominent public realm of parks & open spaces.
- Enhance the corridor landscape & visual identity at the entrance and edges of the corridor.
- Create compact, connected, & walk-able development patterns.
- Encourage a mix of uses & variety of building types.
- Provide a connected street & movement network.
- Communicate the neighborhood, and SRRP Group's goals with WisDOT & advocate for a transportation plan that balances connectivity & access with mobility & capacity.

Two Plans?

The Wisconsin Department of Transportation (WisDOT) is undergoing its own planning process for the physical reconstruction of Stoughton Road / US Highway 51. The entire project is shown in the map at right, in three segments, North (red), Central (blue), and South (yellow). Currently still in planning phases, actual road reconstruction may be expected sometime in the next 20-30 years.

The SRRP Plan study area is located in only part of the WisDOT's Central Segment, shown by the black box at left. The SRRP Plan is a separate initiative to communicate the neighborhood and city's ideas and issues concerning the WisDOT process, and promote new development opportunities within a much closer time-frame.

To date, WisDOT has completed a needs assessments and alternative analysis, and has identified several short-term improvements. WisDOT's study currently includes three alternatives; A, B & C, described on far right. As WisDOT continues their environmental impact analysis, and forms their final recommendation, the recommended reconstruction plan could end up as a combination of the three different alternatives along the length of the corridor.



WisDOT Design Concepts

WisDOT Alternative A:

Low-Build Option

- Capacity is added and mobility increased without additional traffic lanes or interchanges.
- Frontage road intersections at Buckeye and Pflaum Roads are reconstructed to increase the spacing between signals.
- East Broadway is relocated north.

WisDOT Alternative B:

Depressed Roadway

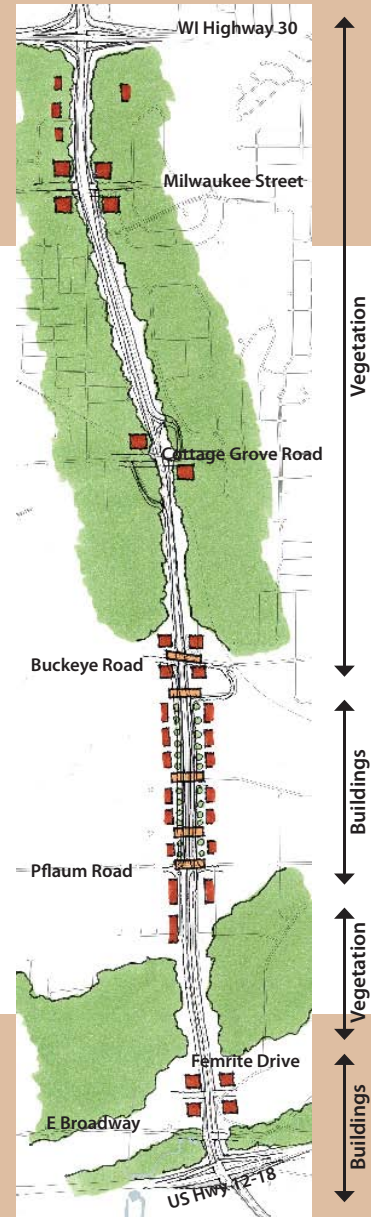
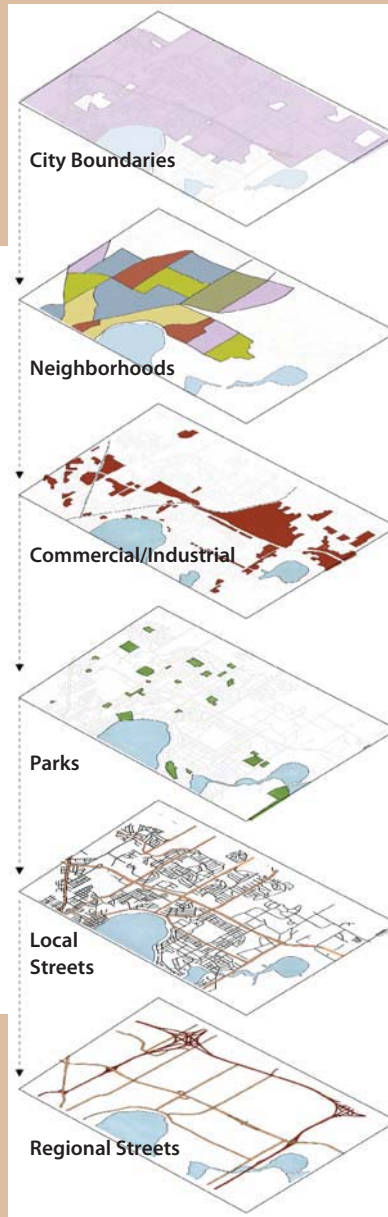
- Depressed roadway and "split interchange" between Pflaum and Buckeye Roads,
- Flyover ramp at Beltline.

WisDOT Alternative C:

Free-flow Freeway

- Interchanges at Buckeye Road, Pflaum Road, and US Highway 12-18 are built to accommodate free flow traffic movement throughout the corridor.
- Flyover ramp at Beltline

The Stoughton Road Revitalization Project: Analysis



Existing Conditions:

A Photographic Inventory illustrates some of the key issues and opportunities facing the future of the corridor:

Rural Cross Section: Stoughton Road has a wide cross section with limited curb and gutter, and a large central swale for drainage and lane separation.

Signs & Billboards: Along the highway, signs create a cacophony of visual clutter.

Employment Opportunities: There are many successful and stable employers in the corridor. This strength should be used to generate additional development and growth opportunities.

Underutilized and/or vacant land: Several land parcels located throughout the corridor are prime examples of potential redevelopment opportunities.

Layers of the City

The photos of existing conditions document the anecdotal evidence that first prompted this corridor study. In order to understand the underlying issues that these photos reveal, it is important to understand how all of these existing conditions work together. The relationships between these conditions reveal that the City is comprised of overlapping political, transportation, land use, open space, streets, and building systems. Each system or layer reveals important information about how the City operates and functions.

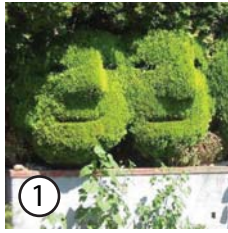
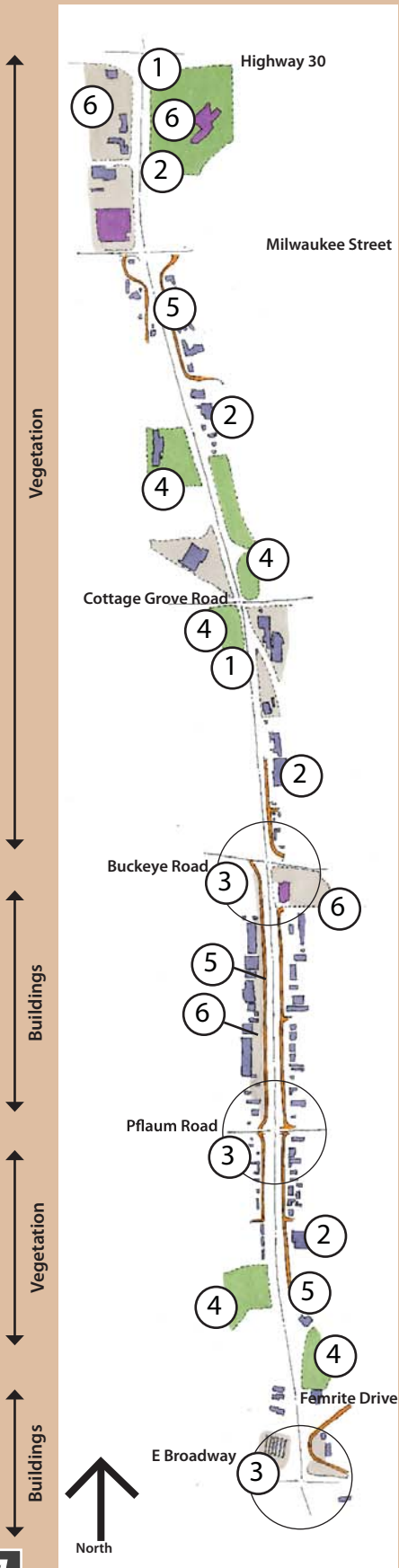
By studying these relationships, the SRRP Plan can propose policy, land use and development recommendations for the corridor.

Corridor Image & Identity

There are three primary Stoughton Road frontage conditions: landscape, building, and frontage road. Landscaped areas and open space are predominant features in the north end of the corridor and in the wetland area between Pflaum Road and Femrite Drive. Buildings and more dense development will be concentrated at all main intersections and between Buckeye and Pflaum Roads.

This general conceptual diagram is the key to the successful integration of new development and landscape enhancements with the existing corridor. This Plan proposes using vegetation and buildings in specific locations to create a cohesive identity based on existing strengths.

Opportunities to Strengthen Corridor Image & Identity



Public Art

Highly visible sites and locations along Stoughton Road can be designed to reinforce the area's identity. Highway rights-of-way, building yards, and intersection open spaces are ideal locations for public art and monuments.



Building Yards

Building yards along Stoughton Road can be designed to enhance the area's visual character. Trees, fences, ponds, and sculpture are some additions that can improve and unify the corridor's appearance.



Gateway Buildings

Buildings at major intersections along Stoughton Road can be designed to create identifiable places. High quality buildings with strong architectural form can be gateways that anchor and create entrances to neighborhoods.



Open Spaces

Open spaces can be designed to enhance the area's character and identity, as well as to promote sustainability and a conservation-oriented aesthetic and function. Existing wetlands and parks are ideal places for designing and promoting sustainable open space development.



Frontage Roads

Frontage road rights-of-way along Stoughton Road can be designed to reflect the area's character. Street trees and decorative lights are ways to use the landscape to create a cohesive identity, while high quality building materials are ways to use architecture and buildings to do so.



Surface Parking Lot

Surface parking lots visible from Stoughton Road can be designed with attractive features. Hedges, fences, and tree canopies can create better edge definition and can contribute to a more aesthetically pleasing appearance.




Corridor Image: Before and After







Land Use Classifications

This Plan proposes several land use classification changes at key intersections. Redevelopment in these areas should provide gateway entrances into neighborhoods and commercial districts. Further design guidelines and redevelopment concepts can be found in the Development Areas Section of this Plan. Many other areas along the corridor remain consistent with the 2005 City of Madison Comprehensive Plan.

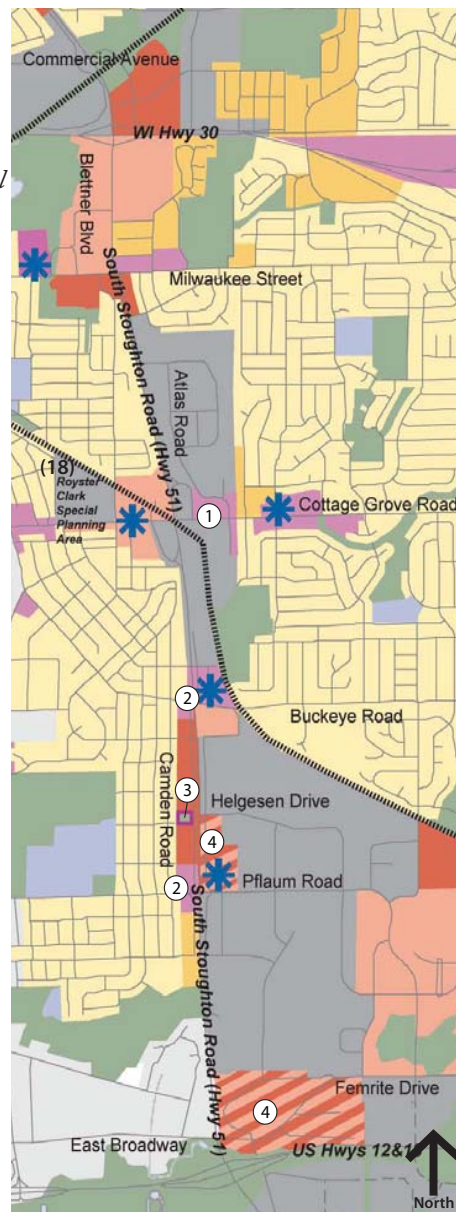
Land Use Map Key:

-  The Blue asterisk denotes a conceptual locations for:
 - Transit Oriented Development (TOD)*
 - A TOD encourages compact, urban development, high-quality design and a mixture of land uses that support multi-modal transit.

(18) The note (18) on Cottage Grove Road indicates the former Royster Clark Fertilizer Plant.

-  *Employment*
-  *Industrial*
-  *General Commercial*
-  *Low-Density Residential:*
-  *Medium-Density Residential*
-  *Park and Open Space*
-  *Community Mixed-Use*
-  *Neighborhood Mixed-Use*

- 1** From General Commercial to Community Mixed-Use (CMU); This area should emphasize employment and commercial uses, with limited residential on upper floors only.
- 2** From General Commercial to Community Mixed-Use (CMU); These areas should transition residential uses back into the neighborhood and support a gateway entrance to the neighborhoods with commercial uses.
- 3** From General Commercial to Open Space with adjacent Neighborhood Mixed-Use (NMU); This land use should change only upon completion of the Hob Street connection to the Frontage Road. Until this connection is realized, the area should remain General Commercial.
- 4** Mixed-Use Business District: These areas should have similar characteristics as the CMU areas to the north, but without the residential component. Employment and Employment Services should mix with the General Commercial Uses in this area; Improved retail and service uses can create a gateway and support adjacent employment. This area should provide a gateway into the industrial and BioAg districts to the East.



Development Areas

Three Development Areas along Stoughton Road were selected for a more detailed investigation and more specific recommendations. Lessons learned and recommendations suggested for each area are applicable to similar areas along the corridor not studied in more detail.

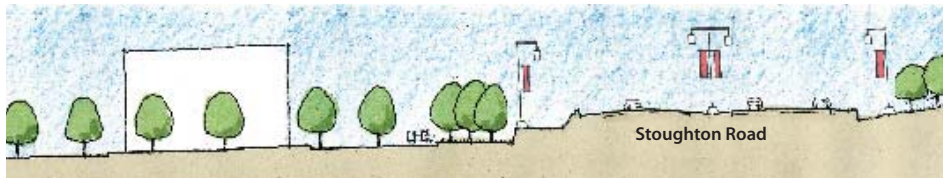
- Development Area 1:
The Garden
- Development Area 2:
The Grid
- Development Area 3:
The Gateway



The Stoughton Road Revitalization Project: Development Areas

The Garden Development Area

The Garden Concept: The Garden Development Area is located just south of Highway 30, and acts as a northern gateway to Stoughton Road and the East Side. This area has large landscape features like wetlands, corporate lawns, and large signature corporate buildings. This area has many strengths, including visibility, a gateway location, and natural features. These strengths can be emphasized by making the landscape a defining gateway. This area also provides an opportunity to have employment functions coexist with wetlands and open space. This proximity may encourage opportunities for sustainable projects and development along the corridor. The name *Garden* reflects this focus.



Garden Sketch & Street Section: The sketch (top) shows how a geometric arrangement of trees can define and organize the area, and illustrates how clustering buildings can make way for larger areas of open space. The street section (bottom) shows Stoughton Road looking north from near the WPS building. New lights and banners accompany the increased presence of vegetation to help reinforce identity and a sense of place.

Design Guidelines:

- Prioritize the landscape & Highlight natural features.
- Focus on conservation & sustainability.
- Use signature buildings & landscape to create gateways.

Infrastructure:

- Connect to existing recreational trail network.

The Gateway Development Area

The Gateway Concept

The Gateway Development Area is located on the northeast corner of the US Highway 12-18 and Stoughton Road intersection. This area has a mixture large natural features, industry and employment centers, a prominent park-n-ride lot, as well as a hodgepodge of smaller industrial, residential, and commercial uses. The BioAg Employment District is part of a growing employment sector in the area, and as redevelopment occurs, it is poised to become a major gateway to the East Side.

Its visible location inspires the Gateway name, and the Plan recommends infrastructure and economic development to help make the district live up to its prominent location.



The Grid Development Area

The Grid Concept

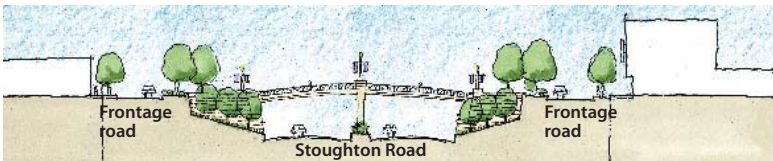
The overall concept for the Grid Development Area is to connect both sides of Stoughton Road with bridges, mark intersections as neighborhood gateways, and establish strong building frontage conditions to reinforce character and identity. These goals provide a framework for potential redevelopment and growth opportunities along the corridor. The Grid Development Area lacks the local access and connectivity that can help to reinforce its best qualities. The name Grid suggests the opportunity to improve and create connections. While this plan shows some extensive long-term changes for the corridor, it also encourages expansion of existing businesses.

Design Guidelines:

- Prioritize building frontage and placement; Use signature buildings to highlight intersections.
- Create more street connections; Create a new neighborhood park.

Infrastructure Improvements:

- Create new neighborhood connections and bridges across corridors to accompany future WisDOT construction.



Stoughton Road Street Section: This sketch shows Stoughton Road looking north toward a proposed new bridge crossing. Attractive landscaping along the road edge, artistic bridge elements, and refined frontage road conditions help reinforce a sense of place.



Frontage Road Conditions: The pair of sketches, left, show one way to improve the frontage road streetscape. New trees, attractive lighting, and monument signs are ways to unify and define the area.

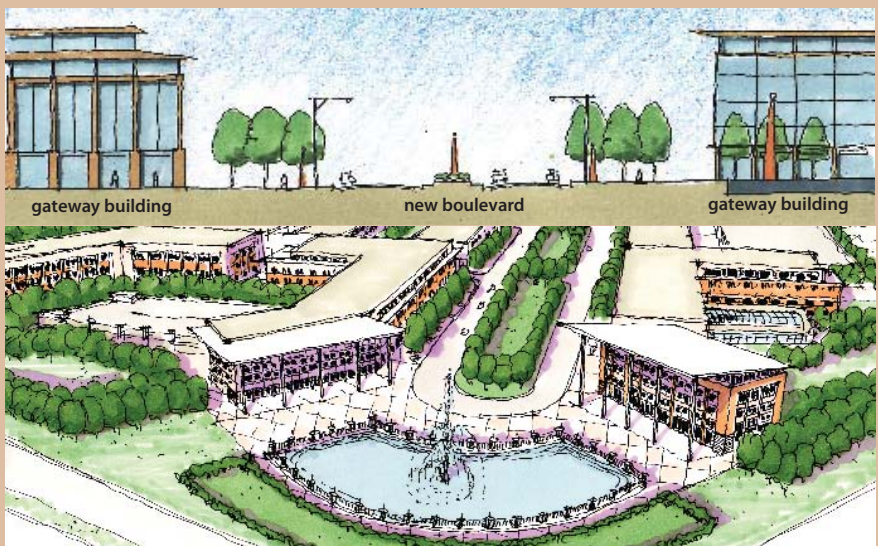
The Gateway Concept

Design Guidelines:

- Highlight visible features and design that focuses on creating central public spaces.
- Use signature buildings to create gateways.
- Encourage new office, commercial and technology based uses.
- Prioritize wetlands, open spaces, and sustainable development.

Infrastructure Improvements:

- Create new streets to connect existing dead-ends and limited access streets.
- Connect people with existing natural systems.



Gateway Area Street Section & Sketch: The street section (top) shows how a potential boulevard could be marked by gateway buildings. The sketch (bottom) shows how prominent buildings organized around public space and a water feature form a gateway

Stoughton Road Revitalization Project Group:

Neighborhood & Business Representatives

Fred Arnold, Project Chair;
 Elvehjem Neighborhood
 Jim Polewski, Project Vice-Chair;
 Elvehjem Neighborhood
 Tonya Hamilton-Nisbet, Project Secretary;
 East Buckeye Neighborhood
 Jim Roloff, Project Treasurer;
 Glendale Neighborhood
 Sandie Custer, Project Business Liaison;
 Boumatic Representative & Glendale Neighborhood
 Chris Dyson, Glendale Neighborhood
 Tim Saterfield, Lake Edge Neighborhood

City of Madison Alderpersons

Judy Compton, City of Madison Alderperson, 16th District
 Larry Palm, City of Madison Alderperson, 15th District
 Lauren Cnare, City of Madison Alderperson, 3rd District

Dane County Supervisors

Tom Stoebig, Dane County Supervisor 17th District
 Dave DeFelice, Dane County Supervisor 16th District

City of Madison Staff Liaison

Rebecca Cnare, Urban Design Planner,
 City of Madison Planning Division

The following financial contributions and grants made this SRRP Planning Process Possible:

Dane County: BUILD Grant: \$12,000
 City of Madison:
 Neighborhood Grant: \$20,000
 Preliminary Planning Funds: \$15,000
 Wisconsin Department of Transportation:
 Public Participation Funds: \$24,600
 Private Neighborhood & Business Donations:
 Approximately \$22,000

*Highway 51 runs right by my baby's door
 Highway 51 runs right by my baby's door
 If I don't get the girl I'm loving
 Won't go down to Highway 51 no more.*

*Well, I know that highway like I know my hand
 Yes, I know that highway like I know the back of my hand
 Running from up Wisconsin way down to no man's land.*

*Well, if I should die before my time should come
 And if I should die before my time should come
 Won't you bury my body out on the Highway 51.*

*Highway 51 runs right by my baby's door
 I said, Highway 51 runs right by my baby's door
 If I don't get the girl I'm loving
 Won't go down to Highway 51 no more.*

-Bob Dylan, Highway 51 Blues

Press Coverage:

The Isthmus:
The Rebirth of Stoughton Road;
East-siders want to put their stamp on thoroughfare
 Vikki Kratz, March 22, 2007

The Capital Times:
Public Gets Look at Stoughton Road;
Visions 'Upscale' East Side
 Mary Yeater Rathbun, April 21, 2007

Vision Would 'Sink' Stoughton Road;
Five Bridges, Linked Neighborhoods, Seen for Area
 Mary Yeater Rathbun, June 12, 2007

Revamp Plans Aired for Stoughton Road
Area Revitalization
 Mary Yeater Rathbun, August 17, 2007

Stoughton Road Revitalization Project: Plan Timeline

8	2005	2006	2007	2008
	Monthly SRRP Group Meetings	Monthly SRRP Group Meetings Project Grant Writing & Fundraising Request for Proposals Advertised Planning & Design	Monthly SRRP Group Meetings Grant Contracts & Consultant Contracts Signed Apr: Public Workshop 1 May: Public Workshop 2 Jun: Phase One Report Public Workshop 3 Aug: Public Workshop 4 Oct: Preliminary Draft Plan Nov: Draft Plan Available for Comment Open Houses	March: Plan Introduced to Common Council for discussion at City Boards and Committees: <ul style="list-style-type: none"> • Plan Commission • Urban Design Commission • Economic Development Commission • Long Range Transportation Planning Commission • Transit and Parking Commission • Pedestrian Bicycles, and Motor Vehicles Commission • Board of Park Commissioners <p>June 3, 2008: Adopted by the City of Madison Common Council</p>