



*City
of
Stoughton*

*Rail
Corridor
Neighborhood
Plan*

Adopted
March 24, 2009





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Executive Summary

This Rail Corridor Neighborhood Plan builds off of the previous planning efforts for the City of Stoughton’s Rail Corridor area. It provides a Preferred Development Plan to spur redevelopment of the area, and also discusses methods for revitalizing existing housing in the area.

The Plan is split up into four chapters. The first chapter summarizes the previous plans for the area and what recommendations they contain for the area. All the previous efforts informed this Plan, and should be consulted when analyzing redevelopment projects and public investments for the area. This chapter also includes a discussion of the process that was followed in the formulation of this Plan. The effort began with interviewing area stakeholders identified by the RDA. An open house was held to gather public input on neighborhood form, density, amenities, and sustainability measures. Two concepts were presented at the open house. After open house feedback, a Preferred Development Plan (PDP) was created. Four developers were interviewed regarding the PDP’s feasibility. Feedback was generally positive — developer comments are included in this chapter. A second open house was held to present the PDP and gather further input. After the second open house revisions were made to the PDP. The Plan then went through the official adoption process.

The second chapter reviews the two original concepts that were presented at the first public forum. It details the components of the PDP, which include light industrial development, commercial and commercial/industrial flex space, live/work space and mixed-use development, residential, historic structures, and public space and infrastructure. Chapter two also contains a section on integrating “green” development practices into redevelopment projects in the planning area.

Chapter three has design guidelines that cover the areas of building height, building character (composition, articulation, scale, windows, materials, color, and green design), building placement, and streetscaping (sidewalks, pedestrian amenities, street trees, landscaping and planters, and street parking).

The fourth chapter is on implementation of the Plan. It relates this Plan to the City's zoning code (which was being rewritten as this Plan was developed). Some areas of the PDP will be implementable under regular zoning, while some may require use of the Planned Development District zone. The importance of Tax Increment Financing is covered — creation of a TID for the area is strongly recommended.

Because this Plan contains areas of redevelopment, discussing relocation with landowners may prove necessary. The City intends to collaborate with landowners to identify mutually agreed upon solutions to any relocation.

Two critical components of this Plan are the sections on housing rehabilitation and integrating workforce housing. The Redevelopment Authority intends to implement programs and strategies to rehabilitate existing housing stock and ensure that new housing stock has a workforce housing component.

Finally, chapter four contains examples of redevelopment project financing, and an implementation strategy chart that assigns priority, timeframe responsibility, and identifies funding for the various tasks within this Plan.

Previous Planning Efforts

Many previous planning efforts have occurred within the planning area — Yahara River planning, an ArtSpace Study, and the Rail Corridor Redevelopment Plan. The City's Comprehensive Plan also affects land use in the area.

River Planning

In 2005 the City received a Better Urban Infill Development (BUILD) Grant from Dane County and a River Protection Grant from the DNR to create a plan for riverbank improvements, plan for trail connections, and explore the potential for river crossings. A River Planning Committee was created, which prioritized Yahara River improvements. Improvements were also mapped from the

Middle School on the north to Dunkirk Park on the south. The primary improvement was a pedestrian bridge to Mandt Park. Other improvements included stream bank stabilization, stormwater outflow upgrades, a canoe launch, and dam repair.

ArtSpace Study

The Stoughton Chamber of Commerce enlisted ArtSpace, Inc., a non-profit developer, to perform a space needs study and survey for locating either live/work artists' space or art studio rental space in Stoughton. 45 percent (65 people) of the 144 respondents expressed interest in relocating to an artists' live/work community in Stoughton. 88 percent of those 65 people have never lived in Stoughton. A similar number expressed interest in studio space (there was some overlap between respondents to both questions).

The potential for integrating artists' live/work units or studio space could be a strong component of Rail Corridor redevelopment.

Rail Corridor Redevelopment Plan

The Rail Corridor Redevelopment Plan was adopted by the City Council on March 25, 2008. The Plan contains an inventory of the area (property ownership, land use, property conditions, zoning, topography, and infrastructure), a SWOT (strengths, weaknesses, opportunities, and threats) Analysis, a housing market analysis, and redevelopment goals. The goals stated in the plan were:

- Coordinate redevelopment efforts.
- Facilitate redevelopment of blighted properties in the Redevelopment Area.
- Establish Public/Private partnership mechanisms to foster redevelopment.
- Eliminate stigmas and negative perceptions associated with the area.
- Increase the number of housing units available in the Redevelopment Area.
- Replace heavy industrial uses with additional residential, commercial, and parks and opens pace uses.

- Utilize the Yahara River as a natural feature and amenity.
- Utilize the railroad corridor and the river corridor to connect to the existing trail system.
- Increase commercial activity along Main Street.

The Redevelopment Plan also contains information on redevelopment financing sources, and potential grant and loan programs.

City of Stoughton Comprehensive Plan

The City of Stoughton Comprehensive Plan was adopted on May 31, 2005. It was prepared under Wisconsin's Smart Growth legislation (§66.1001), and covers the required nine plan elements. Because all land use decisions must be consistent with the Comprehensive Plan, it should be consulted with respect to the Rail Corridor area.

The Comprehensive Plan designates the area between the River, South Street, 8th Street and 4th Street as "Planned Mixed-Use." It says that "the City should take an assertive, pro-active approach to transforming this Planned Mixed Use site away from the heavier industrial uses toward higher value, compact uses that take advantage of its locational advantages, such as river views and access, convenience to downtown shopping, civic uses, and possible future commuter rail, and linkages to existing community parks and neighborhoods. This site is envisioned for a mix of retail, office, and higher density residential development." The plan goes on to recommend a detailed neighborhood plan be developed for the area.

Some of the future land use designations in the Comprehensive Plan will need to be changed as a result of this Plan. For example, the area to the northwest of Dunkirk Park is designated as industrial, but this Plan recommends it develop multi-family residential.

Overview of Process

In summer of 2008 the City of Stoughton's Redevelopment Authority (RDA) received a BUILD Grant to create a neighborhood plan for the City's Rail

Corridor area. The RDA has built off of previous planning efforts when creating this plan. The RDA met to outline the planning process in August of 2008. The members created a process that continued the tradition of public and stakeholder involvement in development of the Plan.

Stakeholder Interviews

The RDA identified nine area property and business owners to interview early on in the planning process. Six responded to inquiries:

- Larry Hawkins, owner of 425 South 6th Street
- Jerry Clark, owner of 809 East South Street
- Don Wahlin, owner of Stoughton Trailers
- Coleen Barazza, owner of Stoughton Arts Center
- Jay Mills, owner of MillFab/Holley Moulding
- Larry Roberts, owner of the Carpet Shed

Stakeholders were asked a series of questions; responses are summarized below:

What are your near-, mid-, and long-term plans for your (property/business)?

Most business and property owners did not have any plans to expand their business or do anything beyond regular maintenance with their property, and most planned to continue running their business in its current location in the foreseeable future. Don Wahlin of Stoughton Trailers did say that he would be willing to listen to offers on his property within the area.

What are the strongest assets of the Stoughton Rail corridor area?

The location, with proximity to the Yahara River and Downtown Stoughton, was cited most often.

Are there any local, regional, or national projects admired that have components you would like to see brought to this planning area?

Not much feedback was given for this question, except for the example of Paducah, KY, which was successful in creating an artist's community close to their downtown.

Do you think that there are important connections (road, sidewalk, trail) that should be created or enhanced within the planning area?

Pedestrian connections across the river, bicycle connections, and river access in general were all improvements that were mentioned.

What, if any, are the big issues facing future planning within the area?

Funding for improvements, accomplishing redevelopment with varied property owners, and changing the current run-down nature of the area were all mentioned as challenges.

What do you think would be the most beneficial projects/investments within the planning area?

Extending Main Street improvements to the east was the most popular project. People also thought encouraging small businesses to start-up in the area would be beneficial.

What are your thoughts on current land uses in the area and whether or not you think anything should be changed? If so, what?

Answers varied on this question – from more light industrial, to commercial, to residential. There was also the comment that the area is not being used to its fullest extent right now – there are many vacancies and storage buildings that don't bring any vitality to the area.

Do you think it is feasible to integrate “green” development techniques into any redevelopment that occurs in the area? If so, what techniques would you most like to see?

Feedback was positive on integrating green development techniques.

Do you have any other comments on the area or the planning process?

The City should not just solicit proposals from larger developers for the area – they should also engage smaller local developers for some projects.

Open House #1

An open house was held on October 1, 2008 to publicize the planning process and gain feedback from area residents, property owners, and businesses as to what they would like to see happen in the area. The open house showed two redevelopment concept maps that varied in scope. Concept #1 (shown on page 10) was limited in scope, whereas Concept #2 was ambitious, showing more potential redevelopment areas. There were four stations at the open house:

- Neighborhood Form, which gave examples of the built environment to gather feedback on architecture and urban design issues.
- Neighborhood Density, which gave residential density examples to gauge what density people thought would be appropriate for the area.
- Neighborhood Amenities, which illustrated streetscaping and open space treatments that could be implemented.
- Neighborhood Sustainability, which called out potential methods for integrating sustainability into the redevelopment of the Rail Corridor.

Each person who attended was encouraged to fill out a comment sheet and place green stickers on images they liked and red stickers on images they did not like. Comments are summarized below:

- Generally, there were favorable comments regarding Concept #2, though some homeowners (in various conversations) questioned what would happen to their house if #2 were to be implemented.
- There is strong feedback in favor of a public riverfront. One person wrote that there should not be condos so that the riverfront would be public. (The type of housing ownership should not impact whether or not there is a public riverfront.)
- Support was expressed for extending commercial eastward along Main Street.
- Consideration should be given to moving the City streets department to another location, such as an industrial park setting.

- The idea was put forward to encourage home-ownership in the area over rental properties.
- More jobs for the area are supported.
- One person said that multifamily should not be included in redevelopment plans, but rather commercial/restaurant development with public greenspace. (Sometimes people do not consider owner-occupied multifamily housing – condos; it is possible that the desire is for no rental housing and not necessarily less multifamily.)
- One respondent said that Millfab and Uniroyal should be moved out of the neighborhood entirely.
- There is strong support for integrating green building/neighborhood design measures into the plan.

“Dot” feedback on the image boards was somewhat sparse:

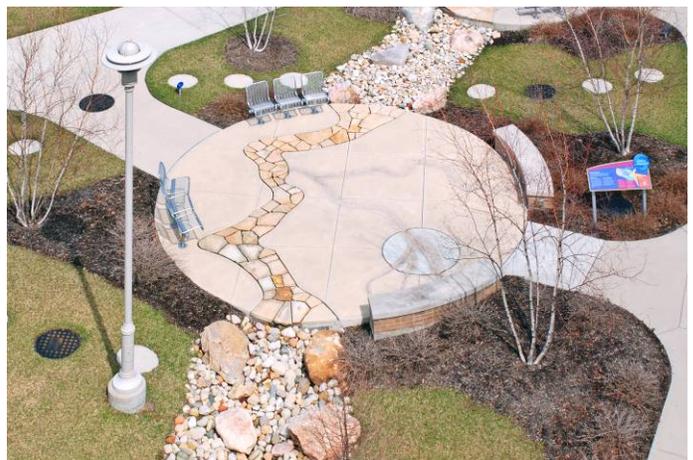
- There were favorable impressions for many of the public space pictures, especially the idea of some sort of canoe/kayak rental/sales.
- Responses to multifamily housing were mixed. It is difficult to gauge what should be taken away from the preferences expressed for the multifamily pictures. The least popular photo (a modernistic 3-4 story housing development) resembles one of the pictures that got positive feedback (in everything but color). Multifamily “courtyard” housing got a positive response, but small, closely-spaced detached homes did not.
- Density scenarios did not garner much dot feedback or feedback on comments, but the few dots at the density station, combined with negative feedback on some of the pictures suggests that there is not support for 4-story structures, and limited support for 3-story structures.

Developer Interviews

Four developers were interviewed to gather feedback on the concept that was created for the Rail Corridor Neighborhood Plan. One of the interviewees is primarily focused on Stoughton projects,

two do most of their work within Dane County, and one has completed projects throughout the Midwest.

The overall reaction to the concept was favorable, but there were also some suggestions for improvements.



*Top: Canoe/kayak rental had favorable feedback.
Middle: People preferred 2-story condos/townhomes.
Bottom: There was support for a public plaza area.*



People liked the idea of a riverwalk along the Yahara River.

The consensus was that the primary issue that must be addressed before there would be private-sector interest in the area is MillFab. There was agreement that nothing would happen between the Yahara River and East South Street from 8th Street to 4th Street unless the City is able to negotiate the relocation of MillFab. The significant number of smaller property owners in the area is also a barrier to implementing a comprehensive redevelopment, and would require City involvement as well. Overall, there needs to be confidence in the development community that the City will assist in relocation of businesses and in clearing the area for redevelopment. Assistance with land costs may also be necessary, given the overall higher costs of doing redevelopment when compared to greenfield development.

Interviewees also said that the City will need to provide assistance for cutting-edge environmental

measures if it wants them to be part of area redevelopment projects. Many environmental components will not pay for themselves over the short- or mid-term, and developers often cannot afford to put in measures up front that will not pay off for 20 or 30 years. The City could also work with developers on environmental measures by allowing installation of geothermal on new parkland, which would then serve redevelopment. This would allow for reasonable densities on private parcels, since large pieces of land would not need to be set aside for a geothermal field.

Interviewees had several ideas on how to move redevelopment of the area along. Creation of a Tax Increment District (TID) was viewed as a must, in order for the City to be able to make the necessary investments in the area and to provide a source of funding to assist desirable redevelopment projects. Creation of a TID sends a signal that the City is committed to making redevelopment happen. Other ideas, such as performing Phase I and Phase II environmental assessments and keeping detailed and up-to-date demographic information on hand, were mentioned as ways the City could hasten the development process and make developers more comfortable with doing projects in the area.

Most developers said that condominium and townhouse development would not happen for at least two years, and probably longer, given the current marketplace and economic conditions. However, the market for apartments is still doing reasonably well — redevelopment could begin with that and



Developers felt views of the Yahara River would be a major amenity.

move on to condominium development when the owner-occupied housing market recovers. One developer said that there is strong demand in Stoughton for two bedroom units in the \$700 per month range. The active adult and senior housing markets are also doing well, and could be another way to get redevelopment started in the area.

In addition to apartment development, the concept of a mixed-use component along Main Street was generally viewed favorably. The more limited number of property owners and the location is a plus when compared to the area south of East South Street. One interviewee mentioned that retail on the first floor of a mixed-use building can be difficult to rent. Oftentimes the tenants that like to locate in mixed-use areas cannot afford the rents of a new building. The problem can be compounded when there are options nearby with lower rents (as there are along Main Street in Downtown Stoughton). It was also noted that condos in mixed-use projects in Stoughton have not been selling well, and that it might be difficult to get financing if the mixed-use along Main Street included condos. However, one interviewee mentioned that live-work units could work, either along Main Street or elsewhere in the neighborhood planning area.

The riverwalk and river views were looked at as major amenities for redevelopment of the area. Several interviewees commented that it is important to have public space along the river, which would help generate interest from buyers who would not have their own back yard. The connection to Downtown should also be strong — the area should function as one integrated unit.

Underground or garage parking should be provided to the greatest extent possible — it would be viewed as an amenity to prospective tenants. Most people expect to have underground or garage parking provided with new residential development.

Overall, the density (primarily two-story buildings) was viewed positively, though final feasibility

would depend upon land acquisition costs and other things that are unknown at this time.

Comments on improving the concept shown to developers were:

- Combining some of the smaller residential apartment/condominium buildings to achieve better economies of scale. Because it costs the same to do development in Stoughton as it does near Downtown Madison, efficiencies must be found to compensate for the lower rents/unit prices that Stoughton has.
- The light industrial just east of the railroad tracks seems incongruous with the rest of the concept, and does not seem to fit well with the existing adjacent single-family homes.
- Buildings along the 6th Street mall should be pulled back to provide more space and better views to the river.
- Parking could be an issue for the apartments along the 6th Street mall area.

One interviewee emphasized that Stoughton should serve its own residents and workforce with the redevelopment of the Rail Corridor area, and not try to orient the project to people who live in Stoughton and commute to Madison. Along the same lines, another interviewee said that development and absorption of units would depend upon the local jobs market, which has been following current national trends of layoffs and cutbacks.

Overall, the feedback on the concept was positive. The consensus was that if the City were to take the lead by creating a TID, initiating relocation/property assembly, and performing some of the necessary due diligence (Phase I and Phase II environmental assessments and compiling up-to-date demographics), that there would be interest in the area by the development community.

Open House #2

A second open house was held on December 10, 2008, where a draft of the preferred development plan was available for review and comment by the public. General feedback was positive, with many

people saying that the City should move forward quickly to start implementing the plan. Some meeting attendees advocated for pursuing federal funding for the Plan for infrastructure and “green” development measures. Also, converting some of the single-family homes that are currently rented to owner-occupied was brought up as well, especially if new apartment units become available in the neighborhood as a result of the Plan.

Concern was expressed by a local resident that their property is shown for potential redevelopment, and that the Plan might result in gentrification. Other concerns included potential industrial contamination of lands, a clash of housing styles between existing and new development, showing more of the existing historic buildings on the Preferred Development Plan.

Plan Adoption

The Redevelopment Authority held a public hearing on the Plan on March 9, 2009. Following the public hearing, the Plan Commission reviewed and approved the Plan, and recommended approval to the City Council. The City Council adopted the Rail Corridor Neighborhood Plan at their March 24, 2009 meeting.



Redevelopment Plan

Concept Plans

Concept Plan #1

Concept Plan #2

Discussion/Comparison

Preferred Development Plan

Light Industrial

Commercial & Commercial/Industrial Flex Space

Live/Work & Mixed-Use Development

Residential

Historic Structures

Public Space & Infrastructure

Integrating “Green” Development Practices

Leadership in Energy and Environmental Design

Photovoltaic Technology

Geo-Thermal Heat Pump

Passive Solar/Daylighting

Community-Wide Sustainability

Concept Plans

Two concept plans were created prior to the public open house as a way to generate discussion from the public. The aspects of each concept are outline below.

Concept Plan #1

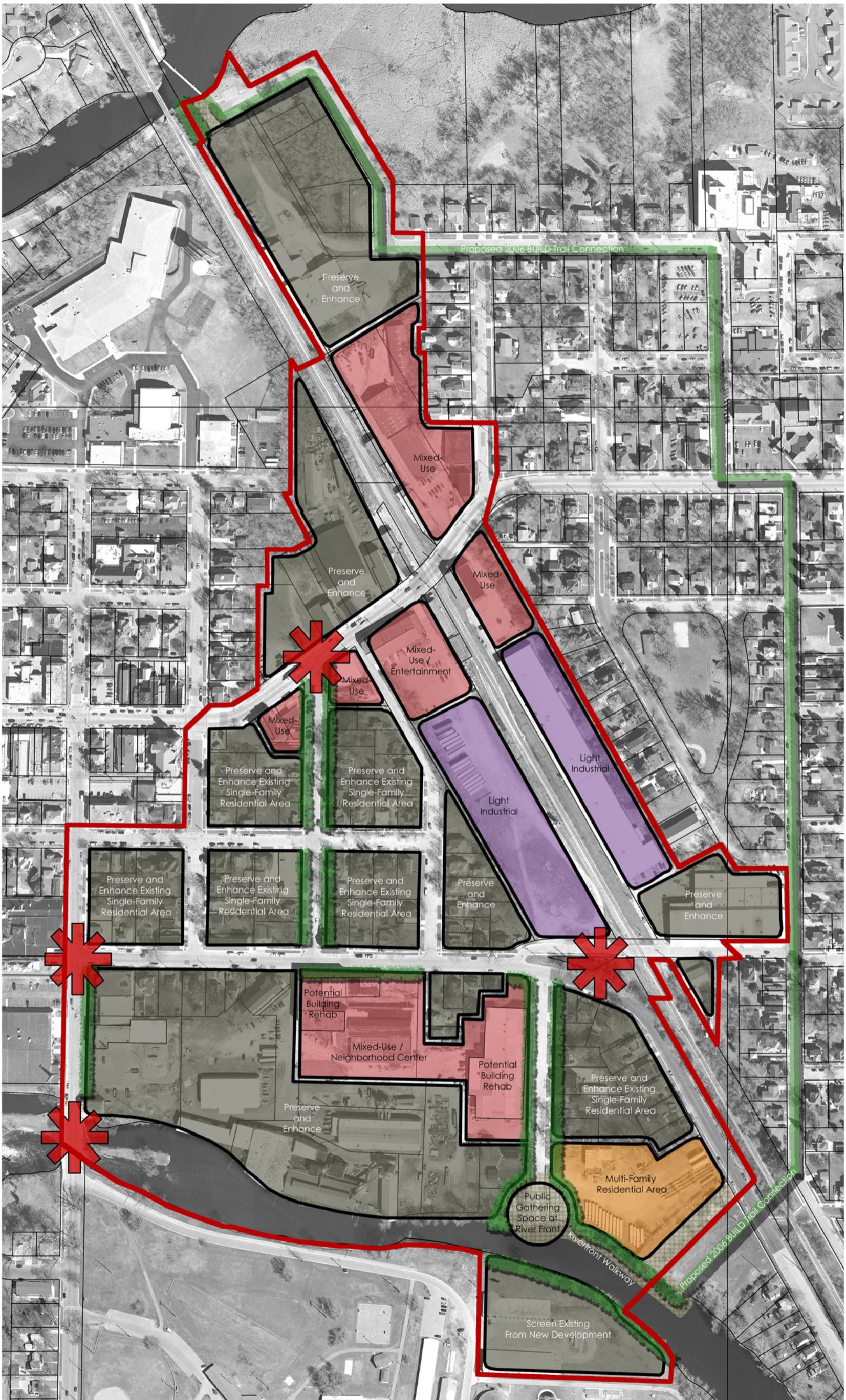
Concept One (shown on page 10) advocated for preservation of much of the area, with targeted mixed-use redevelopment along Main Street, and a multifamily residential development northwest of Dunkirk Park. A riverfront gathering space is shown at the terminus of 8th Street, and gateway entry features are shown on 4th Street at the river and at South Street, at the Main Street and 6th Street intersection, and at the 8th Street and South Street intersection.

Concept Plan #2

Concept Two (shown on page 11) was more ambitious. It showed more extensive mixed-use redevelopment along Main Street, extending the Downtown to the northeast. A future commuter rail stop was placed along the railroad tracks between South Street and Main Street in a vacant piece of land currently owned by Stoughton Trailers. The concept recommended multi-family development all along the riverfront, from 4th Street to Dunkirk Avenue. “Net Zero” residential (meaning zero net carbon impact on the environment) was placed along South Street. Existing single-family homes between the Net Zero residential and the mixed-use development to the north would be preserved and enhanced, as would single-family between 8th Street and Dunkirk Avenue.

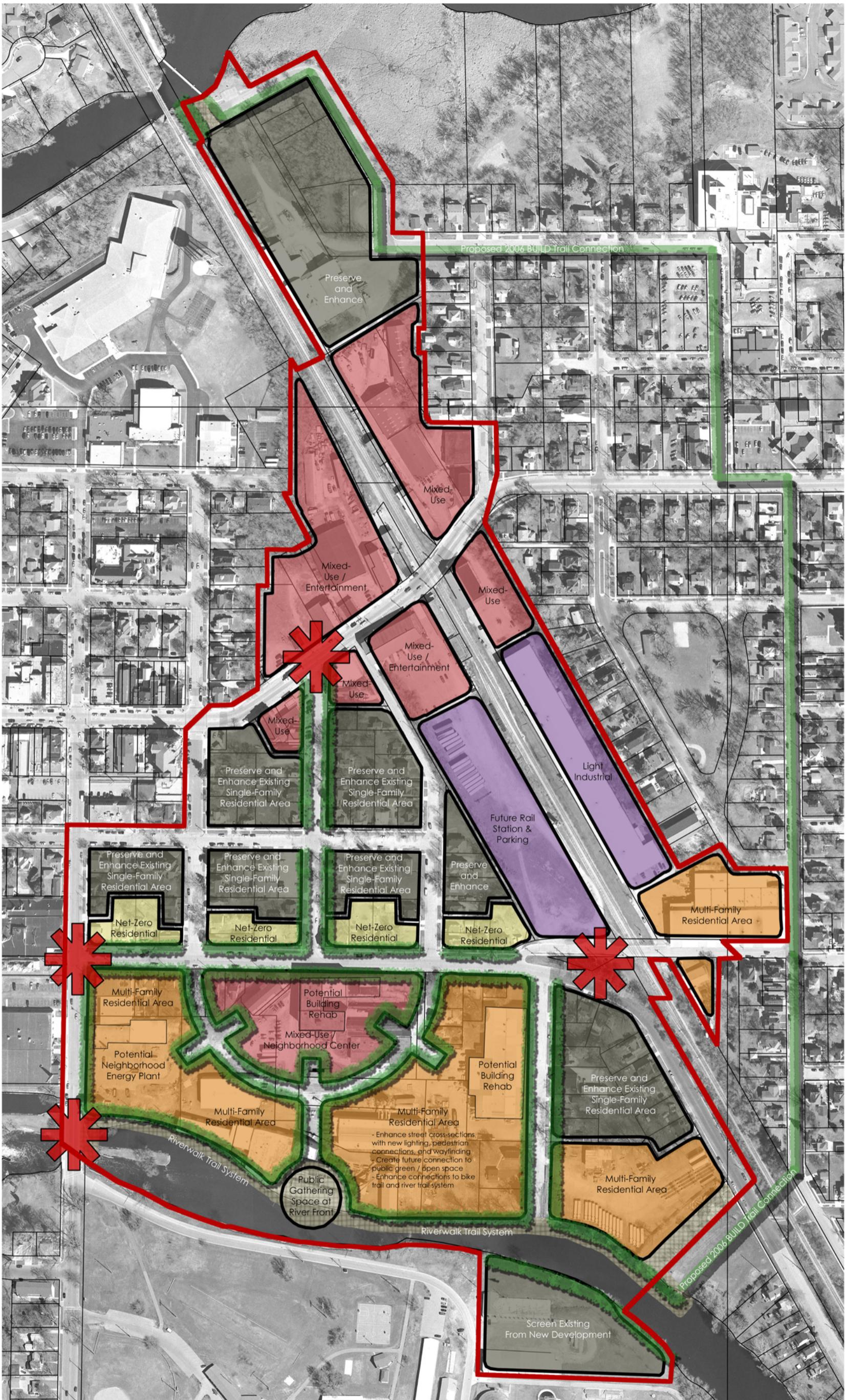
Discussion/Comparison

Both concepts included potential “green” development measures, although Concept Two had more potential to integrate new green development methods because it advocated more redevelopment. LEED-ND (Leadership in Energy and Environmental Design—Neighborhood Development) sustainability components were called out on both plans. LEED-ND is a new U.S. Green Building Council program that certifies a neighborhood as environmentally friendly. The certification takes into account the neighborhood as a whole — green *buildings* are just a part of the equation.



STOUGHTON, WISCONSIN—REDEVELOPMENT AREA NO. 1

Vierbicher Associates • OCTOBER 1, 2008 — CONCEPT ONE



STOUGHTON, WISCONSIN — REDEVELOPMENT AREA NO. 1

Vierbicher Associates • OCTOBER 1, 2008 — CONCEPT TWO

Both concepts also had density charts that called out redevelopment areas and the number of housing units that could be built in each area assuming a certain density (8, 12, 15, 20, and 30 units per acre).

There was more positive feedback for Concept Two, indicating a preference for significant investment in revitalizing the area. People especially liked the concept of net-zero residential.

Preferred Development Plan

A Preferred Development Plan (PDP) based upon Concept #2 was developed after the first open house. The PDP lays out the major redevelopment areas north of Main Street and south of East South Street. The PDP was presented to the RDA for its feedback, and to the public at a second open house. Some edits were made to the PDP after the open house and discussions with the RDA. Namely, historic structures within the Planning Area were called out on the concept map, townhomes were eliminated in favor of commercial/industrial flex space to allow for more employment opportunities, and the mixed-use concept along Main Street was changed to be purely commercial space east of the railroad tracks and to be more of a live/work area west of the railroad tracks.

It is anticipated that this Plan will be in place for the long term, and that redevelopment will be accomplished in phases. The first parcel to be redeveloped will likely be the parcel just north of Dunkirk Park, due to its is (2.5 acres), single ownership, and the owner’s willingness to discuss selling the property. Other phases will depend upon property owners’ plans and City discussions with property owners. The last phase is anticipated to be the properties just west of 8th Street, which includes six single-family homes and a Stoughton Trailers building that the company plans to upgrade in the near future. The concept for this area shows three condominium/apartment buildings along 8th Street and the Yahara River and 8 townhomes along East South Street. These units would likely not be de-

veloped for 15 years, unless property owner plans change in the meantime.

The following charts summarize the PDP, and each of the components of the PDP are discussed in more detail in the following sections. Note that as-

Current Conditions: Area 1*

Category	Current Conditions	Concept Plan
Residential Units	0	16
Commercial/Industrial Space	3,600 s.f.	0 s.f.
Assessed Value	\$80,000	\$2,800,000
Property Tax Revenue	\$1,500	\$52,000

**Parcel to the northwest of Dunkirk Park*

Current Conditions: Area 2*

Category	Current Conditions	Concept Plan
Residential Units	11	150
Commercial/Industrial Space	188,500 s.f.	0 s.f.
Assessed Value	\$3,044,000	\$27,800,000
Property Tax Revenue	\$56,000	\$512,000

**Parcels bounded by 4th Street, East South Street, 8th Street, and the Yahara River*

Current Conditions: Area 3*

Category	Current Conditions	Concept Plan
Residential Units	0	18 (estimate-live/work)
Commercial/Industrial Space	106,000 s.f.	95,000
Assessed Value	\$1,562,000	\$12,500,000
Property Tax Revenue	\$29,000	\$230,000

**Parcels north of Main Street, excluding “preserve and enhance” area.*

sessed value estimates do not attempt to account for any units/projects built with tax credits, which would lower the assessed value.

Light Industrial

The concept shows light industrial to the east of the rail line between Main Street and East South Street. This area is currently occupied by Stoughton Trailers, which owns an approximately 73,000 square foot manufacturing and storage facility along the rail line. The substantial grade difference between the parcel lessens its impact on the adjacent residential to the east, which is on much higher ground. If it is redeveloped or changes hands, this parcel should continue to be used for light industrial activities that have a low impact (as far as noise, odors, etc.) on surrounding residential development.

Commercial Space & Commercial/Industrial Flex Space

There are five new buildings proposed north of Main Street — two are shown as commercial/industrial flex space, one is shown as commercial space, and two are shown as potential live/work buildings (which are discussed in the following section)

The objective in including commercial space and flex space is to maintain employment opportunities within walking distance of existing and new residential development. Historically, the Rail Corridor area has been a source of employment for the City, which should not change with this Plan. However, the area should transition away from the heavy industrial that developed along the river in the early- and mid-20th century to uses that can take better advantage of the proximity of the Downtown and use the river as an amenity.

The space designated as commercial/industrial flex space could accommodate small existing businesses and start-up businesses, and could also be a good location for a business incubator. In either case, it should not be home to heavy industries that would generate excessive odors or noise.

A business incubator is one of many strategies to stimulate business development and job creation within a community. Business incubators are facilities that provide space, common services, and technical support to start-up businesses. Business incubators can accommodate a wide variety of start-up businesses, including software firms, food processing/baking, woodworking/carpentry, photography, marketing, and many others. Incubators typically offer below-market rent and have policies to “graduate” businesses to market-rate locations. This creates incubator turnover, allowing incubators to offer opportunities to many start-up companies. Incubators usually have some sort of non-profit or municipal involvement, though there are a few examples of for-profit incubators.

The University of Wisconsin Extension has outlined seven components of a successful incubator (Let’s Talk Business, issue 119, July 2006):

1. Clear and Well-Communicated Goals
2. A Knowledgeable Incubator Manager
3. Business Services
4. Shared Resources
5. Physical Space
6. Financing
7. A Flexible Application and Acceptance Process

Assuming one job per 600 gross square feet of space, the flex space would have space for 67 jobs.

The commercial space at the corner of Main Street and Hillside Avenue is envisioned as commercial office and service space. With the high visibility of Main Street, especially coming in to Downtown Stoughton from the Interstate, this corner is ideal for tenants who need a prominent location. Banks, law offices, medical offices, and business offices in general are a good fit for this location. Ancillary services such as a dry cleaner or copy shop may be appropriate for ground-floor space, but retail and restaurant uses should stay concentrated west of the railroad tracks. Assuming one job per 330 gross square feet of space, the commercial space would accommodate 73 jobs.

Live/Work & Mixed-Use Development

The two buildings along Main Street west of the railroad tracks are designated as live/work units — a mixed-use designation that would have street front retail and services, with owners or employees living above. The location has excellent potential for an arts incubator — artists could live above galleries, storefronts, and workspaces, and sell their products to the public. Such a project would extend Main Street to the east, and build off of the success that the Stoughton Center for the Performing Arts has had across the street. ArtSpace performed a study for the Stoughton Chamber of Commerce that indicated strong interest in a Stoughton location for artists’ space. Though the Chamber brought in Art space to focus on the Highway Trailer building, a follow-up call for this Plan indicated that they would look at other locations in the City as well, including new construction.



Above: examples of architecture and density that fit the Main Street part of the Rail Corridor area .

There are three other areas shown on the PDP as “mixed-use development.” These areas do not have specific building layouts suggested, but would be good locations for infill development along Main Street.

Residential

The biggest component of the redevelopment plan is residential development south of East South Street. The PDP shows 166 residential units in a mix of townhomes, condominiums, and apartments. The layout is conceptual, and should not preclude alternate layouts that may end up working better after thorough site investigations are done. Also, construction of residential units will depend upon the housing market at the time, and the RDA, Plan Commission, and City may wish to consider well-designed proposals that do not match the exact unit mix or unit locations that are shown on the PDP. What should stay consistent is a mixture of owner-occupied townhomes and condominiums interspersed with apartments — the neighborhood should be accessible to owners and renters of different incomes.

There is further discussion of integrating workforce housing into the development in the Implementation chapter, which also has financing examples for sub-areas within the overall Planning Area.

The PDP shows an area designated as Mulit-Family residential east of the railroad tracks along East South Street. This area does not show a specific layout or unit count, but should be considered for redevelopment as the land becomes available.

Preferred Development Plan Residential Unit Summary

Type of Residential Development	Number of Units
Townhomes	40
Apartments	72
Condominiums	54
Total	166*

** Does not include any live/work units on the north side of Main Street.*



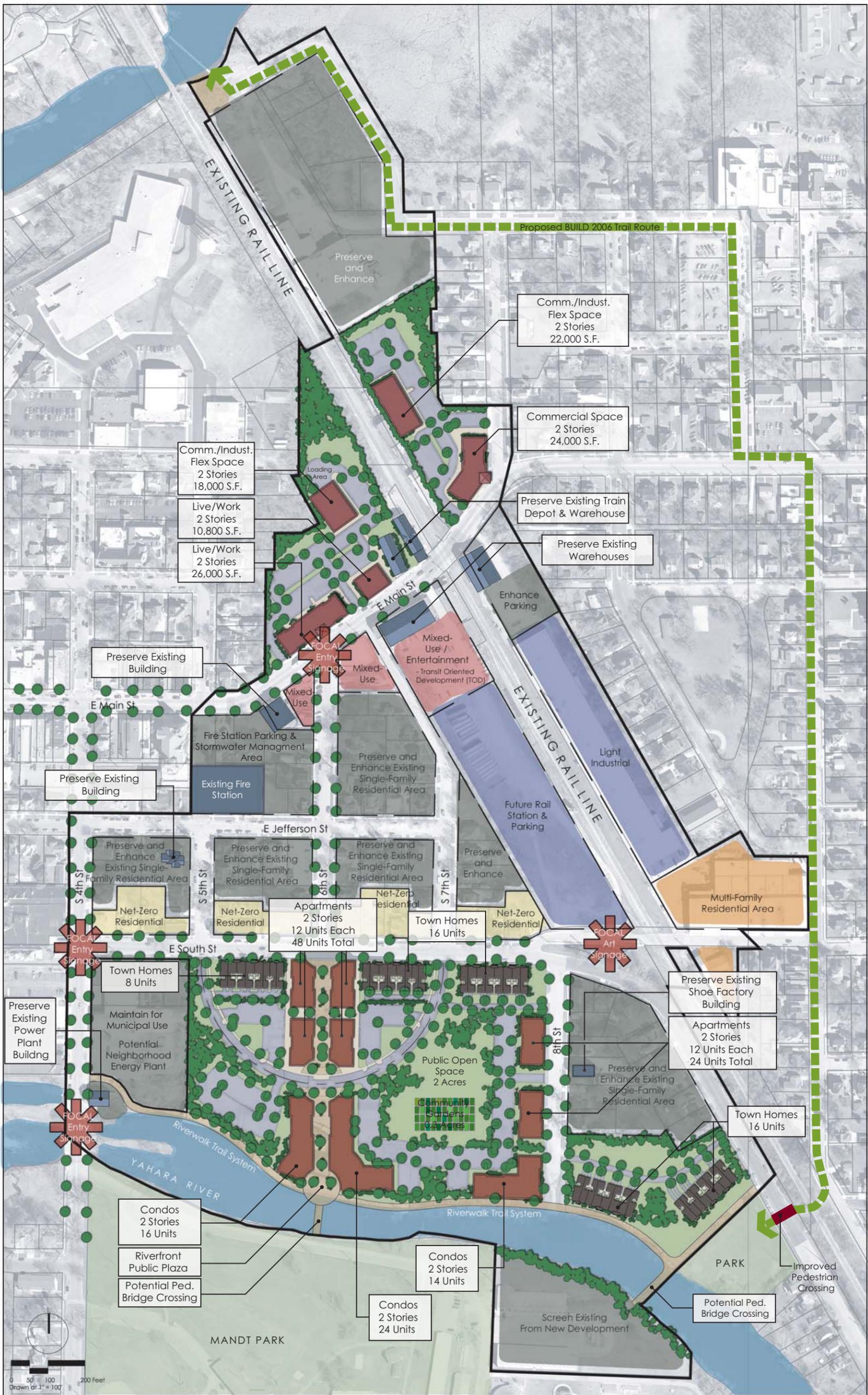
Above and below: examples of townhome, apartment, and condominium architecture and density that fit the Rail Corridor area of Stoughton.



Several blocks or partial blocks within the Planning Area are designated as “Preserve and Enhance Single-Family Residential Area.” These are blocks with groupings of established single-family homes that should be maintained as part of a diverse neighborhood with varied housing options. The housing stock in these areas is older, which means that it requires increased maintenance. A housing improvement program for existing homes is a good method of investing in aging housing stock. There is further discussion of how such a program could be funded, income requirements for some funding sources, and key elements in any housing rehabilitation program.

“Net-zero” residential, which is also shown on the PDP, refers to residential development that produces as much energy as it consumes each year. The Preferred Development Plan includes net-zero residential along the north side of East South Street.

Because advances in energy efficiency are continuously being made, it is difficult to retrofit existing homes along the street to become net-zero homes — net-zero depends upon energy efficient design and utilization of green energy. Some existing homes may remain for some time, but implementing net-zero structures should be considered as structures are redeveloped. If existing homes are remodeled, opportunities to significantly increase energy efficiency will still exist, even if net-zero status is not achieved.



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Net-zero homes require more up-front investment, but pay off over the long term because energy bills are virtually eliminated. Because of the additional up-front costs and the overall newness of the “net-zero” concept, the homes may require financial and technical assistance from the City and the City’s electric utility. There are grants and tax credits available for integrating energy efficiency measures into homebuilding, but they may not make up for the difference in up-front costs from traditional construction. Wisconsin Public Power Incorporated’s “GreenMax Home” program is subsidizing three net-zero homes in areas that have municipal utilities. While the initiative is limited in scope and timeframe (applications were due December 30, 2008), it could lay the groundwork for more extensive investments in net-zero homes, and may continue with future application cycles.

Historic Structures

Although there is only one structure within the Planning Area that is on the National and/or State Register of Historic Places (The Ole K. Roe House at 404 S. 5th Street), there are still several structures that contribute to the City’s unique history. The three warehouse buildings clustered near where the railroad crosses Main Street are all called out for preservation on the PDP. The warehouse to the north of Main Street is an antiques mall, the one to

the southwest of the railroad tracks houses the Stoughton Center for the Performing Arts, and the one to the east of the railroad tracks is being renovated for a youth center.

Other historic structures called out on the PDP are the old depot to the northwest of where the railroad crosses Main Street, Laz Bistro and the adjacent building, the old shoe factory building along 8th Street, and the existing hydroelectric power plant building near the 4th Street dam.

Public Space & Infrastructure

The PDP recommends that public open space be integrated into redevelopment, including an area for community gardens. The location and configuration of any public open space will depend upon specific development plans and further site investigations. For example, if soil borings indicate that certain areas are more favorable for building, and other areas work well for parkland, then the PDP layout may be revised. The PDP also calls out “focal point” areas that should be enhanced, potentially with some of the same themes that were used along Main Street.

Some streets within the planning area should be considered for enhancements as well. Additional street trees, sidewalk repairs, and intersection up-



The Tobacco Junction warehouse building, which now houses the Stoughton Center for the Performing Arts, Stella’s Speakeasy, and other businesses.

grades should be considered for 4th Street, which is a well-traveled Yahara River crossing that borders the Planning Area. Under the PDP, 6th Street becomes an important connection to the redeveloped residential area along the River, and should see similar upgrades. 6th Street is proposed to terminate at a pedestrian mall that continues on to the River and, potentially, a riverfront plaza and pedestrian bridge to Mandt Park.

Main Street east of the new fire station is in need of upgrades; the City should continue the Downtown's existing Main Street design eastward to the railroad tracks.

Existing water, sewer, and electric service to the Rail Corridor area was found to be adequate in the Redevelopment Area #1 Project Plan that was adopted on March 25, 2008. Existing infrastructure should be able to handle the redevelopment included as part of this plan without any major upgrades. One area — the Main Street crossing of the railroad tracks — was identified in the Redevelopment Plan as needing stormwater management improvements. Such improvements should occur as part of extending the Main Street design eastward.

A new street is shown in the PDP that loops from 5th Street to 7th Street. This street could be public or private in nature; if it is private, there should be easements to ensure public access.

A riverwalk is proposed from Dunkirk Park to 4th Street. The riverwalk has received strong support throughout the planning process, and would be a major amenity for redevelopment in the area and the City as a whole. The City's 2005 plan document on Pedestrian River Crossing and Bike Trail Options should be referred to for bridge design ideas, stream bank restoration, and other enhancements that should be made to the Yahara corridor.

A portion of the land on the PDP is shown as a potential commuter rail station with parking. The land is currently owned by Stoughton Trailers, and

is primarily used for trailer storage. Commuter rail is still in the planning stages for Dane County; presuming the first phase from Middleton to Sun Prairie receives federal funding, it would begin operations in 2015. Future phases, such as potential Stoughton service, would depend upon the success of phase one, and would likely not begin the planning phases until several years after the first phase.

Integrating "Green" Development Practices

In addition to the "Net-Zero" Residential concept discussed as part of the concept plan, and the potential for environmentally friendly infrastructure, there are other opportunities for integrating green development practices with redevelopment in the rail corridor area.

Leadership in Energy and Environmental Design (LEED)

New buildings within the redevelopment area should integrate as many sustainable measures as possible. The U.S. Green Building Council's LEED program has checklists of green measures that can be integrated into new construction or major renovations. There are four levels: LEED Certified, LEED Silver, LEED Gold, and LEED Platinum. Projects must accumulate points in six categories: Sustainable Sites, Water Efficiency, Energy & Atmosphere, Materials & Resources, Indoor Environmental Quality, and Innovation & Design Process. LEED certification requires payment of a fee, which can sometimes deter developers from applying. However, LEED principals should be followed for redevelopment projects, even if certification is not sought.

LEED is also developing a Neighborhood Design certification process (LEED-ND), which could be sought for the entire area if the City elects to do so when the program is opened for applications later in 2009. The pilot program assigns points within four categories: Smart Location & Linkage, Neighborhood Pattern & Design, Green Construction & Technology, and Innovation & Design Process.

Alternative Energy

Alternative energies are generally most cost effective in places where the energy rates are high. In Stoughton, the average residential electrical cost of approximately 8.23 cents per kWh is much lower than the national average of 10.97 cents per kWh. This means electricity is fairly inexpensive in the City, which makes alternative technologies less likely to have significant cost benefits. That does not mean that alternative technologies cannot be cost effective if scaled properly and viewed as a long-term investment.

Photovoltaic Technology

Photovoltaic (PV) technology is capable of converting solar energy into electricity which can be fed into the local grid and/or used directly by local users. PV technology takes different forms depending on application, but the primary system construction, and the one most applicable to Stoughton, is on-grid distributed generation. This system is comprised of small scale arrays as would be found on top of a residential home or commercial building. Each array is connected to the grid where it can deposit excess energy production, and the grid (generally) remains connected to the building to supply power when the PV modules are incapable of producing the required amount. In an on-grid distributed generation system the following components are required:

The PV module: The primary component of a PV system is the PV module which is comprised of numerous crystalline silicon solar cells. PV modules are rated based upon their potential to deliver power under a standardized testing condition. Numerous PV modules are arranged into an array which is sized to meet the needs of the project and the solar conditions of a particular site.

Inverter: The inverter is used to convert DC power (what is generated by PV modules) into AC power so it can be used by the electric grid.

Structure: The structure is what is used to connect the PV modules to a building or support system.

The size of each array ranges from two to four KWp (peak kilowatt) for residential uses, and up to 100 KWp for commercial uses.

The cost effectiveness of on-grid PV is generally measured by its ability to reduce the cost of energy production, reduce the demand on local generator capacity, and provide environmental benefits. Unfortunately these costs are variable by location and site constraints. A specific site assessment must be conducted before an estimate of cost and cost-effectiveness can be made.

A newer, less obtrusive, type of solar technology is becoming more prevalent. A company called United Solar Ovonic is manufacturing solar cells that use "amorphous silicon alloy" solar technology. This technology does not require the solar cells to be on panels, which can reduce installation costs. The product is a laminate that simply requires a smooth surface to adhere to. Because it is lightweight and flexible, it is easier to retrofit buildings since no structural work has to be done. It is also better at producing electricity without direct sunlight than standard solar panels.

Solar water heating is an old technology which is common, and even required, in many countries around the world. A solar water heater works by circulating a glycol liquid through a solar collector placed on a roof. That liquid is heated and then pumped through a coil into the interior of a hot water tank or storage tank. In the tank the heat is transferred and used to heat the water. If designed properly systems like this are able to function in extreme heat and sub-freezing temperatures.

The market potential for solar hot water heating ranges from single residential structures to large industrial developments. A typical residential unit will cost between \$2,500 and \$3,500 to install and can produce 80 to 100 gallons of hot water a day. The cost of large industrial systems is dependent on the application. The potential for solar water heating in Stoughton would need to be further evalu-

ated based upon site and climate constraints; however, solar hot water is generally an effective technology in southern Wisconsin.

Geo-Thermal Heat Pump

A geo-thermal heat pump works by using the earth's constant temperature as both a heat source and a heat sink. In the winter the heat pump system extracts heat from the earth in order to pre-heat (or fully heat) the air or liquid used to heat the home. In the summer, the system uses the earth as a heat sink in which interior heat is deposited.

Although there are numerous types of heat pump systems, they all share the following components heat pumps and an earth connection.

The heat pump transfers the heat from the earth connection (described below) to the buildings heating system, and deposits heat from the building as part of the cooling system. The pump works by using the same process as a refrigerator – namely the expansion and compression of a refrigerant via the use of an evaporator and condenser. Through the use of a reversible valve, the entire loop, from condenser to evaporator, can be reversed allowing for the same equipment to be used for both cooling and heating. A typical residential application has only one heat-pump, but a commercial building would have numerous heat pumps each operating off of the same earth connection.

The earth connection is the most important component of the heat pump system. The connection is comprised of many feet of pipe in which an anti-freeze liquid circulates; this tubing is known as the ground heat exchanger (GHX). In most applications the GHX is a closed system in which the anti-freeze never comes in contact with the internal components of the heat pump; instead, the liquid in the earth connection transfers its heat to a secondary liquid which then enters the heat pump. How the pipe is buried determines the type of GHX system in use. The two most common include the horizontal and vertical systems. The horizontal ex-

changer includes 115 to 180 feet of pipe oriented in a horizontal grid and buried three to seven feet below the surface. The vertical exchanger features 'U' shaped pipes inserted into bore holes which are drilled up to 500 feet in depth. The type of system used is determined by the application, climate and type of soil. The horizontal type is often less expensive, but requires more land to install.

Heat pump systems have very high initial installation costs. For a typical residence, the installation can be as much as twice a conventional central air system. Likewise, for commercial application the heat pump can be 20 to 40 percent more than a single zone rooftop unit, and up to 20 percent more than a multi-zone or central two-piped chilled water system. Although installation costs are high, life-cycle costs are lower than conventional systems due to minimal, or no, maintenance costs. Some industry experts predict that the earth connection, by far the most costly portion of the system, should be able to function without maintenance for up to 200 years.

Despite the high initial costs, the potential benefit of a heat pump system is substantial. For example, the world's largest commercial heat pump application is located in Louisville, Kentucky. The 15.8MW(cooling)/19.6 MW (heating) system serves 600 hotel rooms, 100 apartments and over 950,000 square feet of office space. It has been running problem free for 15 years, has reduced overall energy consumption by 47 percent, and is providing a monthly savings of \$25,000 compared to adjacent similar buildings.

Heat pumps are a viable option in Southern Wisconsin. In most instances a heat pump in this climate is able to provide all of a building's heating and cooling needs, although a small back up furnace may be required for unusually cold temperatures. The type of system which could be used in Stoughton would be determined by future development, topography, and soil characteristics. If open space is developed near a commercial cluster it

may be appropriate to locate a horizontal ground-heat exchanger. If no such space is available, vertical systems can be installed under more limited conditions. A third potential option, and one not discussed above, is to use a ground water heat-exchanger which utilizes the water table to provide a constant temperature heat sink. This type of system will only work if the ground water level is sufficiently close to the surface and is constant throughout the year. Also, some systems are beginning to use nearby surface water to exchange heat. In Wisconsin this would require DNR approval. A detailed feasibility study would be required to see if this method is feasible for use with the Yahara River.

Passive Solar and Daylighting

Passive solar is the process of using sunlight for energy without the use of other mechanical devices. In other words, passive solar, like PV, seeks to use the sun to reduce energy consumption, but does so with no additional energy input such as invertors, generators or pumps. Examples of passive solar include solar chimneys which use the heating of air via sunlight to create air currents and expel hot air, and passive solar hot water which functions much like PV hot water but uses thermal change rather than a pump to move water. Building design features such as solariums can also take advantage of passive solar.

Daylighting, while not the same as passive solar, uses the same idea of capitalizing on solar potential without additional energy output. Daylighting is achieved by positioning and designing buildings in a manner which captures as much natural daylight as possible so energy dedicated to lighting can be reduced. The potential for both passive solar and daylighting in Stoughton is great because it can be achieved relatively cost effectively through site and building design.

Community-Wide Sustainability

While including green/sustainable measures in neighborhood plan is a good way to implement

measures in a defined area, many measures are best addressed when comprehensively integrated into the City's code of ordinances. The Rocky Mountain Land Use Institute has created a template "Sustainable Community Development Code" (Beta Version 1.1 as of December 2008) that discusses ordinance revisions municipalities can make to move towards a sustainable code. The template is separated into eight categories: Environmental Health & Natural Resources, Natural Hazards, Land Use & Community Character, Mobility & Transportation, Community, Healthy Neighborhoods/Housing/Food Security, Energy, and Livability. Each category has subsections; for example, "Livability" is further split in to Noise, Lighting, and Visual Elements. In addition, the template document includes key statistics and facts for each chapter, references and commentary links, and code examples. The code is available at <http://www.law.du.edu/index.php/rmlui/sustainable-community-development-code>.

Including sustainability measures in the City's ordinances further strengthens the City's commitment and provides continuity between plans and regulations.



Design Guidelines

Building Height

Building Character

Composition

Articulation

Scale

Windows

Materials

Color

Green Design

Building Placement

Streetscaping

Sidewalks

Pedestrian Amenities

Street Trees

Landscaping & Planters

Street Parking

These guidelines are intended to be used to judge new development proposals in order to support the vision of the neighborhood. These guidelines cover aspects of urban form such as building height, building placement, streetscaping, and public space. All of these elements are important to creating a unique sense of place. When carefully planned, urban design can foster a character that supports pedestrian activity and social interaction over vehicle circulation. To quote a statement from the Project for Public Spaces organization, "If you plan for cars and traffic, you get cars and traffic. If you plan for people and places, you get people and places." Of course traffic cannot be completely eliminated, but we can shift the focus away from vehicular circulation and on to pedestrians and bicyclists.

Building Height

The final building height recommendations were chosen to best fit the desired intensity of use within the area while still respecting the development pattern of the City. The planning area represents a transition zone between Downtown Stoughton and single-family neighborhoods to the east. As such, the urban design of the area needs to function as a buffer to the residents of the area.

Based on this dual nature and input gathered during the first public workshop, it is suggested that new buildings within the area have a maximum height of three stories. This height is sufficient to generate interest among developers while still maintaining the character of the neighborhood. In this way, new development will fit in with existing development in the planning area. It will also prevent a major disparity in character as the first properties redevelop.

To further clarify redevelopment expectations, the maximum height of each story should be defined. The first floor can have a greater height than upper floors to accommodate retail or restaurant uses in mixed-use areas, but the maximum floor-to-floor height should not exceed eighteen feet. Upper floors will likely be used for office or residential space in mixed-use areas, and should have a maximum floor-to-floor height of fourteen feet. With these dimensions, the maximum building height is forty-six feet, including the roof.

Building Character

Composition

Building design should define a base, middle, and top to enhance the pedestrian zone of the neighborhood. The base of the building should be the most highly detailed portion, with human scale amenities and materials. Visible side facades should receive the same amount of design attention as the front façade, and should have many of the same features at the street level.

Articulation

Building mass should emphasize verticality and rhythm rather than horizontality, to add a sense of vibrancy and life to the street. Articulation of new buildings should complement the character and scale of adjacent buildings and foster the image of the neighborhood.

Scale

Buildings with large footprints should vary the façade design through the use of different materials, color, and/or division to visually reduce the building's mass. Such variation will help add interest to the pedestrian experience and help the building fit in with other, smaller buildings in the vicinity.

Windows

Ground floor windows should be large and clear in order to allow visual access and connection between indoors and out. This will also allow a greater amount of daylight into ground floor businesses, and allow retailers to display merchandise in public view.

Materials

A rich and interesting pedestrian zone requires the use of high quality, durable materials at the street level, such as stone, brick, or metal panels. Where different materials meet, there should be a distinct variation in surface depth to avoid a flat façade. Buildings should utilize "four-sided architecture" to present a well-designed façade to all viewpoints in this highly visible corridor.

Color

Color choices should complement the building's materials and architectural style, and harmonize with adjacent buildings. There should be sufficient variation in color between buildings to offer visual interest.

Green Design

Green building design that promotes energy efficiency, use of sustainable and/or recycled materials, and environmentally sensitive stormwater management is encouraged. Green design strategies are discussed elsewhere in this document.

Building Placement

The placement of buildings relative to the street is an important factor in maintaining a comfortable pedestrian scale. Buildings placed too close to a narrow sidewalk create an enclosed, confining space with little opportunity for outdoor seating or display areas. Buildings placed too far back from the street create a sense of separation and private space, and reduce the opportunities for window shopping. The amenities within the street right-of-way, such as street trees, planters and sidewalk width, are also a factor.

It is recommended that buildings be placed zero to ten feet from the right-of-way line (depending upon location in the PDP). Buildings along Main Street should be pulled up to the street to continue the Downtown's urban feel. Other areas may wish to vary setbacks.

Incorporating some paved areas into the terrace can provide opportunities for outdoor seating or display areas under the street trees. Buildings should vary setbacks, stepbacks, and façade materials to avoid a boxy, monolithic appearance and create visual interest for all passers-by, including bicyclists and pedestrians on the planned multi-use trail along the rail line.

Streetscape Guidelines

The purpose of streetscaping is to provide a high quality pedestrian environment in which pedestrian safety is emphasized, traffic flow is improved to facilitate easy access and circulation, and an inviting street environment is created to support existing businesses and attract new ones. The term 'streetscape' generally covers everything within the street right-of-way, including sidewalks, terraces, street lighting, street furniture, vegetation and pedestrian-oriented signage.

The following suggestions are general tools and guidelines to help create a safe, inviting and easily navigable streetscape. A successful streetscape design addresses all of the components of the public realm, including pedestrian amenities, signage, landscaping and planter strips, and on-street parking. Some of the following guidelines are based on Portland Metro's street design guidelines handbook, *Creating Livable Streets*.

The City already has a well-designed streetscape in the Downtown, which should be extended east along Main Street. Consideration should be given to upgrading other streetscaping within the planning area as redevelopment occurs. Some of the same aspects can be carried from the Downtown to the Rail Corridor area, but the City may wish to differentiate the neighborhood and riverfront from the Downtown as well. The following guidelines should be considered when developing a streetscaping plan for the Rail Corridor area.

Sidewalks

Sidewalks are the fundamental pedestrian element in a streetscape. They provide both visual and physical access to adjacent land uses and transit facilities. Sidewalks are the arteries of successful public spaces; they channel prospective customers and clients through a space, and the economic success of an area is often proportionate to the quality of these public spaces.

Establishing an active pedestrian environment is vital to the success of commercial areas, retail or office. Adequate width for all uses, including loading and unloading of people from on-street parking, walking traffic, window-shopping traffic, and use of street furniture must be provided. The width of the pedestrian realm (sidewalk and terrace) should be at least eight feet in commercial areas.

In the terrace area, vertical elements such as pedestrian scale lighting and street trees can help provide a sense of separation from the traffic on the street. Special paving treatment in this area, such as stamped or colored concrete or pavers, can further define the pedestrian realm. The terrace is also often a convenient spot to provide bike racks.

Pedestrian Amenities

Pedestrian amenities are the elements which define the pedestrian realm, encourage pedestrian activity and create a sense of place. They include lighting, benches, café tables, planters, public art, trash receptacles, signage, and kiosks. Pedestrian amenities make the difference between a thoroughfare and an active public space. In the words of William H. Whyte, who studied social interaction and preference in public spaces extensively, "What attracts people most, it would appear, is other people."

Pedestrian amenities should generally:

- Provide dark-sky compliant pedestrian scale lighting to define pedestrian space and extend useable hours. Pedestrian scale lighting is lower than conventional street lights (typically 10-14') and provides more illumination of the sidewalk. Pedestrian lighting is also an easy and efficient way to provide identity to a district.
- Provide a sufficient variety in seating to maximize flexibility and comfort. Incorporate both formal and informal seating by using benches and seat walls or planters. Include seating for small groups to gather, as well as opportunities for individuals to sit comfortably. Most people prefer to sit with some kind of shelter behind

them, be it the back of a bench, a tree, or a shrub. Benches with backs and armrests are especially important for elderly people, who often cannot sit or rise comfortably without them.

- Provide continuity in the streetscape by repeating elements along the length of the street or district. Choose street furnishings that complement other elements in the area, and use a similar plant palette throughout.
- Provide a number of opportunities for people to socialize and spend time outdoors. Cluster amenities together to maximize their use, rather than spacing everything evenly along the street. For example, cluster benches and lighting under a tree, with a trash container nearby.

Street Trees

Trees are a key component in creating a sense of enclosure and separation from traffic. Without them, a street can feel as though it is dominated by traffic. Street trees provide shade in the summer, intercept rainfall, add visual interest through the changing seasons, and help reduce the perceived scale of taller buildings. Street trees can also be planted in tree wells, which aid in stormwater management by retaining stormwater underground for the tree to use later.

Items to be considered for street tree installation:

- Provide continuous, uniformly, and closely spaced tree plantings to create a continuous canopy. This creates a more distinct character for the street than single trees spaced farther apart. Trees planted close together are also healthier, since they protect each other from wind damage and raise the relative humidity through transpiration.
- Use a number of tree species to provide variety as well as disease resistance. Consider mixing trees with differently textured leaves or bark, or trees of different mature sizes.
- The suitability of the species to urban conditions such as drought and soil compaction must be considered.

Landscaping & Planters

Planters provide pedestrian buffering and an added layer of variety in vegetation. They can be pre-manufactured surface planters or poured-in-place planters, such as around a tree. Incorporating a low wall around a planter can provide informal seating.

When considering landscaping and planters:

- Choose planters of a suitable size and material to best fit the streetscape theme and available space. In general, large planters will require less watering than small ones, which tend to dry out quickly.
- Use plants with a variety of textures, colors and forms to add visual interest. Mix upright plants with trailing ones, and try to incorporate plants that flower at different times. At the same time, keep a common theme from planter to planter—a little variation is acceptable, but the area should appear as a unified district.

Street Parking

On-street parking serves several important functions in mixed-use areas, including support of local economic activity and buffering pedestrians from auto traffic. On-street parking increases sidewalk activity, since people rarely find a spot right in front of their destination. They then walk from a nearby spot, increasing exposure to ground floor retail and creating more opportunities for social interaction.

Ensure that pedestrians waiting to cross the street are visible to motorists by prohibiting on-street parking adjacent to crosswalk or curb return if necessary, or extending the curb to equal the width of the parking lane.



Implementation

Neighborhood Zoning

Tax Increment Financing

Relocation

Housing Rehabilitation Program

Integrating Workforce Housing

Affordable Housing Tax Credits

Community Development Block Grant & HOME

Federal Home Loan Bank of Chicago

Historic Tax Credits

Tax Increment Financing

Redevelopment Project Financing Examples

Implementation Strategy Chart

Implementing this Plan will require coordinating many different efforts, including rezoning certain areas, creating a Tax Increment District, possibly relocation businesses, implementing a housing rehabilitation program, and ensuring that workforce housing will be integrated into redevelopment, among other things. This chapter discusses implementation of the major elements of this Plan, and also provides an implementation strategy chart that assigns responsibility for tasks.

Neighborhood Zoning

The City of Stoughton began rewriting its zoning code in the second half of 2008. The new code will be adopted after this Plan. The most recent draft for public review was dated November 13, 2008. While the code will change before it is adopted, the November 13th draft was reviewed in order to compare proposed zoning districts with the Preferred Development Plan in this document.

The district that fits most of the proposed residential redevelopment contained in this Plan is the Multifamily Residential-24 District. This district permits residential development at up to 24 units per acre. The area between the Yahara River, 4th Street, East South Street, and 8th Street (less the City's Public Works garage) is approximately 13.8 acres. If the entire area were developed under the MR-24 district, 331 units would be allowed. 150 are shown in the concept. There are two main conflicts with the MR-24 district: required setbacks and maximum dwelling units per building.

The required setbacks eliminate the possibility of pulling townhomes and apartments up to the street along East South Street and 8th Street, and a conditional use permit is required for all buildings with more than eight units.

The Central Business District accommodates the commercial and live/work components of the plan well. It allows personal/professional services, offices, and indoor sales/service (retail). Upper floor dwelling units are allowable accessory uses.

The district that seems most suitable for commercial/industrial flex space is the General Industrial District.

The biggest drawback of the district are the setback and street frontage requirements, which may prove to be overly restrictive given the redevelopment sites.

Ideally, the City should have zoning districts that permit implementation most of this Plan by right, without having to go through the process for a Planned Development District. The approval of conditional use permits and PDDs have additional requirements than a simple rezoning. In certain circumstances, such as the unique prospect of a business incubator or a live/work artist's building, a PDD may end up being preferable to an established zoning district. If necessary, all components of this plan could be accommodated through a PDD, but implementation would be more difficult.

Tax Increment Financing

Creation of a Tax Increment District (TID) to provide a dedicated local financing source for the planning area is a critical step in implementing much of this plan. A TID will allow the City to invest money in the area without expending money from the general fund. Infrastructure improvements, such as streets, utilities, sidewalks, a riverwalk, and pedestrian bridges over the Yahara River could all benefit from TID creation. The TID will also allow the City to provide assistance to desirable redevelopment projects and invest in housing rehabilitation and workforce housing. It can also be a source for grant matching funds for any grants that are awarded within the TID boundary. Creation of a new TID should use this Plan as a guide when listing projects to be included in the TID budget.

Relocation

As discussed in the review of plans section at the beginning of this document, the City's adopted Comprehensive Plan recommends that the area south of Downtown and north of the Yahara River be transitioned to mixed-use development. This Plan provides further details on the use and potential layout for these mixed-use development areas. Obviously, there are currently some functioning

businesses and residential properties that are affected by such a reclassification in land use. The City will work with property owners and business owners to identify mutually agreed upon solutions to any relocation that may prove necessary as this Plan is implemented. The City wishes to ensure that the planning area's employers are retained within the City of Stoughton in the years to come.

Housing Rehabilitation Program

One potential strategy the Stoughton Redevelopment Authority (RDA) could consider as part of its approach to the redevelopment and revitalization to the Redevelopment Area is a targeted housing rehabilitation program. Such a program's benefits include: providing for the general upgrade of the existing housing stock for the neighborhood, increasing the value and tax base of the area, and providing for an increase in the marketability and confidence of potential investors of larger scale development projects currently being planned. Implementation of such a program takes planning, an investment of staff time, and possibly consulting services to ensure success. However, many communities have managed to offer these types of programs successfully.

The primary elements of such a program include the ability provide a loan program, often with below market interest rate loans, linked with "project management" services that are designed to assist property owners through the planning, construction and lending process.

There are a variety of sources of funding that could be used to supplement and write down market rate financing. These include funding from the Dane County HOME/CDBG program, the Federal Home Loan Bank of Chicago Affordable Housing Program (AHP) and the use of the City's own TIF funding if a district were to be established in the target area. These funds can be combined with one another and can be blended with market rate financing. Often such programs can be carried out in cooperation with local lenders to both increase the

size of the loan pool and to provide increased capacity in the area of loan underwriting by utilizing the expertise of local lenders in originating loans.

Both the Dane County HOME/CDBG and AHP programs are targeted by income and tenure so some advance information about the potential market for establishing such a program needs to be gathered to ensure the program will be utilized. For both of these programs the maximum income level for owner occupied rehab loan recipients must be below 80% of the County median income by household size. For a rental property rehab program the maximum household income level must be less than 60% of median income by household size. The table below shows the 2008 maximum income levels.

TIF funding and conventional loans do not have the same restrictions. County HOME and CDBG funding and AHP funding are usually provided in the form of a 0% interest loan to the end users. HOME and CDBG funds are repaid when the owner sells the property or, in the case of owner-occupied housing, when the owner no longer uses it as their primary residence. For AHP the loan is forgiven over time. All three of these sources of funds have annual competitive applications which are usually due in the spring or early summer.

In addition to the resources described above there are also financial incentives available to owners of

Household Size	80% Median	60% Median
1 person	\$43,050	\$32,580
2 persons	\$49,200	\$37,260
3 persons	\$55,350	\$41,880
4 persons	\$61,500	\$46,560
5 persons	\$66,400	\$50,280
6 persons	\$71,350	\$54,000
7 persons	\$76,250	\$57,720
8 persons	\$81,200	\$61,440

historic buildings through the use of State and Federal Historic Tax Credits. Under some circumstances these credits can be “sold” to investors in exchange for equity investments in projects. While structuring this may be more complex, it can generate significant funding for a larger project.

Creating cooperative efforts that include area non-profit housing developers is another approach that could be considered. Dane County has a number of very capable and experienced nonprofits that focus on housing rehab and development that may be interested in focusing their efforts on assisting the City of Stoughton in its revitalization efforts.

There are four key elements involved in the operations of a rehab loan program:

1. Program marketing — having a program that is underutilized can result in potentially higher costs to the community. In a well designed program a portion of the cost of designing and operating a program can be covered through income generated by the program itself. If the program is not operating at the projected loan volume the income projected through loan origination and other activities will not be realized and at some point the economy of scale becomes infeasible. Therefore the program needs to have a marketing plan to help ensure it

will be used. The first step in establishing this type of marketing plan is carrying out a market and feasibility analysis. This involves collecting and analyzing demographic information and measuring potential market demand through a survey. The survey can be used to: collect the necessary information to determine if there is a potential market, design a program to respond to that market, and to broadcast the potential intention of the Redevelopment Authority to establish such a program.

Marketing activities can consist of: media advertising, establishing linkages with local lenders who include information about the program to their customer base, direct mail to property owners, and

publicizing the program in local newspapers and newsletters. Because the target area is relatively small the marketing budget can be fairly low cost.

2. Loan origination, servicing, and associated record-keeping — actually making the loans is the most technically complex aspect of a program. One way to ensure all lending regulations and practices are followed correctly is to partner with one or more local lenders who could utilize their existing loan underwriting capacity and cover the cost of through loan origination and servicing fees. Having more than one lender involved can add to the complexity and the cost of the program. However, it can also increase the customer base for participating lenders.

3. Managing the construction process — there are a variety of ways targeted neighborhood lending programs approach this issue. They range from simply allowing the borrower to self-manage the construction process, to providing a framework and technical assistance to borrowers to help them through the process, to actually providing construction management services as part of the process (and adding the additional cost to the loan). Which approach is utilized is dependent upon the complexity of the anticipated construction improvements and information collected during the market and feasibility analysis.

4. Program administration and reporting — this portion of the program either needs to be carried out by Redevelopment Authority (City) staff or under contract with an entity experienced with operating similar programs. The amount of reporting and other administration involved is dependant on the sources of funding used. If County CDBG or HOME funding is used there are a number of federal requirements and reporting and record-keeping requirements that must be followed.

Integrating Workforce Housing

The Stoughton Redevelopment Authority has indicated a strong interest in the provision of additional

workforce housing as part of its redevelopment efforts in the target area. This section outlines considerations for providing workforce housing and potential resources which could be used to create it. The concept of “Workforce Housing” is generally understood by most people, but the RDA, City, and larger community should consider establishing a concrete definition of the term in order to better judge what projects to lend community support to.

The unmet need for workforce housing indicates that the approach used to provide market-rate housing is unable to produce housing that is affordable to a portion of the local workforce. While certain types of housing (multifamily and higher density) can be constructed for a somewhat lower cost the resulting savings are usually not enough to lower the cost to the level required for the workforce housing market. This is due to the fact that the majority of costs required to produce housing are fixed, meaning they are similar from one location to another. The cost of land often remains the biggest single variable. In Dane County land costs are generally higher than in surrounding counties.

One of the most cost effective and expedient ways to provide for workforce housing is to utilize existing housing units. Existing housing is often in a central location with infrastructure and good proximity to services. There is a limited opportunity for this in and around the planning area, but the supply of housing is limited and much of what does exist is substandard or in need of improvement. The rehab program described in this Plan provides a way to utilize the existing housing stock in the target area to improve the area’s existing workforce housing stock. Simply improving existing housing will not result in the production of additional housing units, but it will result in better quality units that make the target area a more attractive neighborhood within the overall housing market.

Another approach to providing more affordable housing is to finance new housing projects with resources that reduce costs, such as below market

mortgage financing grants, or deferred loans that have no debt service. Utilizing those resources means that a project needs to borrow less, which lowers the ongoing cost to its occupants. Knowing how some of these financing resources work and how they impact the housing they produce will result in a better workforce housing plan that can be more effectively implemented.

The City and developers will need to be able to access subsidies to bring down the cost of housing in order to produce new workforce housing stock. There are several sources of financing available to developers that are designed to subsidize the development of workforce housing. Generally these resources are divided into either rental housing or owner-occupied housing subsidies, requiring initial planning for which tenure is desired.

There are essentially two ways to subsidize housing. It can either be subsidized through its capital budget (the funding used to purchase and/or develop it) or it can be subsidized by paying for a portion of the cost of operating it (an operating subsidy such as the HUD Section 8 program available in the City of Stoughton through the Dane County Housing Authority). The former is a one-time cost and the latter an ongoing, ever-increasing cost. The focus of the description of resources in this section of the Plan is through capital investments made at the purchase or initial development stage.

The timing of the redevelopment efforts within the target area will have an important impact on the potential feasibility of workforce housing projects. When and how the Redevelopment Authority offers its assistance for redevelopment efforts will have an impact on the success of developers in being able to deliver the desired housing types.

Affordable Housing Tax Credits

By far the largest and most important rental development financing program available to developers to create rental workforce housing is the Affordable Housing Tax Credit Program. This federal pro-

gram is administered in Wisconsin by the Wisconsin Housing and Economic Development Authority (WHEDA). The credits awarded to a project are sold to corporate investors who receive a dollar for dollar credit on their tax liability for 10 years, making them attractive to investors. The development must remain affordable and occupied by people with incomes below 60% of the area median income for between 15 and 30 years in exchange for the credits (see page 28 for income levels in Stoughton).

Each year WHEDA holds a competition for these resources. Developers must put together a detailed plan for the proposed project as part of the application. WHEDA requires developers to have control of the site, have a detailed market analysis, detailed development and operating budget, permissive zoning, an identified development team and specific building plan, among other things.

There is usually strong competition for these resources (often 2 or 3 proposals for each one funded), so the proposals must be well-planned and have evidence of strong community support to be successful. The application itself includes a series of questions regarding the characteristics of the proposed development that require the developer to make commitments on building design, rent levels (affordability) and the operation of the project. Each question has points assigned to it – the projects with the highest scores are awarded the credits. The community can assist the developer in some areas by providing local resources and support, including things like reduced impact fees, provision of infrastructure improvements on or near the development site, and the provision of financial resources directly to the project.

The application process requires developers to submit applications around the end of January each year. However, because of the flooding experienced in Southern Wisconsin in the spring of 2008 WHEDA received a significant increase of tax credits for 2009 and 2010. Because of the increase, WHEDA will be accepting proposals at three differ-

ent times during the next two years until all resources are awarded. This offers Stoughton an important opportunity to advance redevelopment in the Rail Corridor area.

The Redevelopment Authority should be aware that the taxable value of housing produced with tax credits is often lower than market-rate housing, which results in a lower repayment potential of any TIF resources (should any TID be created for the planning area). If TIF funds are paired with a tax credit project, the City and RDA must analyze the proposed TIF investment to ensure that it is sustainable by the project.

Community Development Block Grant and HOME Funding

Community Development Block Grant (CDBG) and HOME funding comes from the federal government, and is administered by the Dane County Department of Human Services. Funding operated on a two year cycle. The use of these funds is governed by a locally established five-year "Consolidated Plan" that is reviewed and approved by HUD. Dane County is in the process of developing a new five-year plan which will be submitted to HUD in the fall of 2009. As part of developing the plan the City of Stoughton and other cities and Villages within Dane County were contacted regarding their interests and needs for this funding. City officials requested funding to support local redevelopment like the ones discussed in this Plan. Funding can be applied for in the spring of 2009 for projects to begin in 2010. These funds can be used for developing both owner- and renter-occupied housing. The City itself, developers (nonprofit or for profit) and local Public Housing Authorities are all eligible to apply for funding.

Federal Home Loan Bank of Chicago Affordable Housing Program

The Federal Home Loan Bank of Chicago (FHLBC) is a form of central bank that has local banks and savings banks as members. The FHLBC operates the Affordable Housing Program, which provides forgivable loans to developers of both rental and

ownership housing. These funds are applied for by participating member lenders who usually partner with developers and nonprofits that carry out the development. Normally there is a spring application deadline, and sometimes there is a fall application cycle as well.

Historic Tax Credits

These credits, which work in a similar fashion to Affordable Housing Tax Credits, are available to pay for construction costs associated with the restoration of historic buildings. These credits can be used in combination with all of the above resources. This resource may be useful in some specific cases on historically significant buildings. These credits can be used for both housing and commercial rehabilitation.

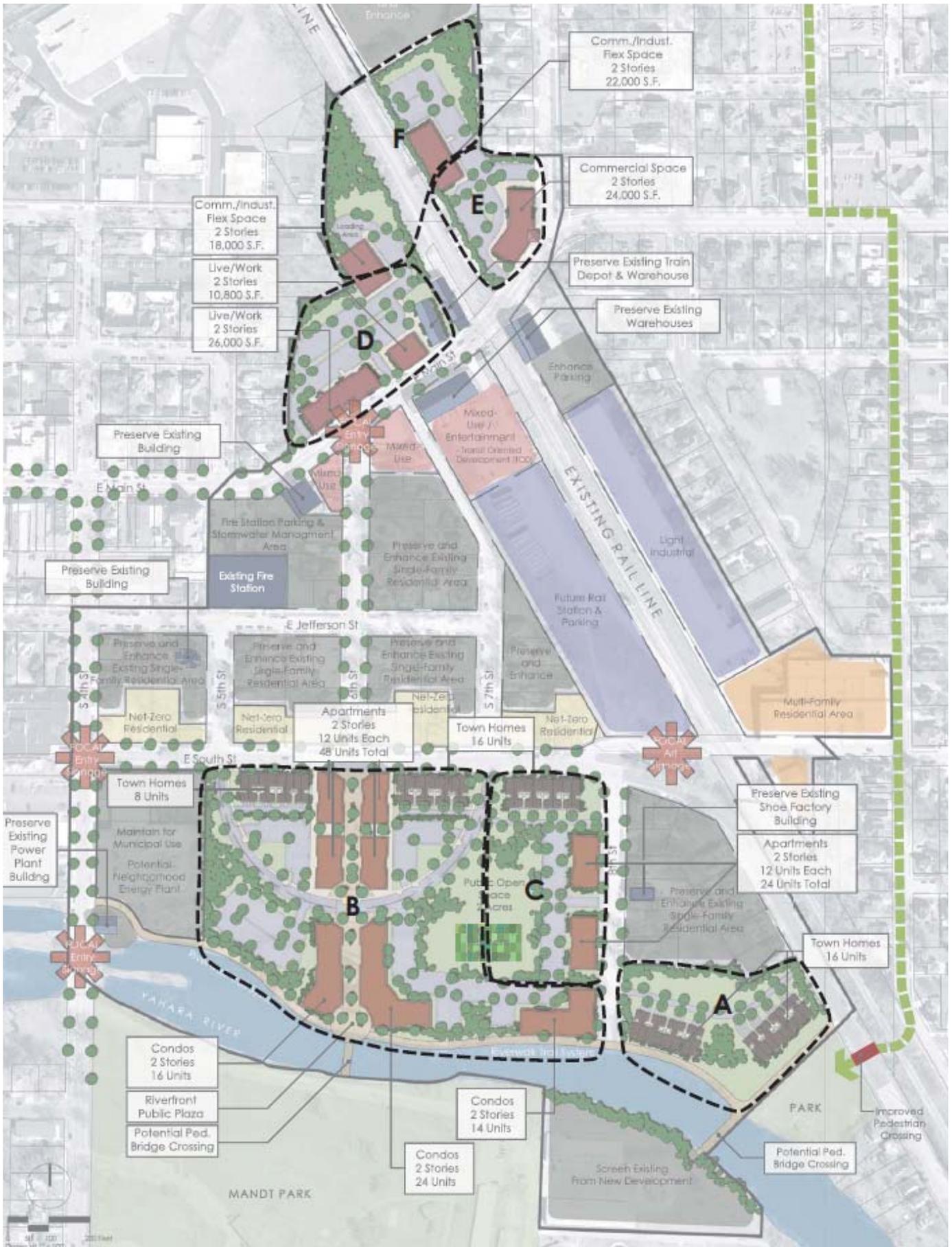
Tax Increment Financing

Creation of Tax Increment District (TID) to enable Tax Increment Financing (TIF) is an important step in creating a local funding source for workforce housing projects. Please see the discussion of Tax Increment Financing earlier in this chapter for a more extensive discussion of the concept.

Redevelopment Project Financing Examples

Redevelopment project financing examples were created to provide a general idea of the cash flow for sectors of the planning area (see map on the following page for sector boundaries). Per-unit sizes and values were kept moderate to illustrate the finances for workforce housing. In many cases there is a per-unit financing gap that will need to be addressed through the strategies discussed in the Workforce Housing section earlier in this chapter. Workforce housing could also be mixed with market-rate housing that would sell (or rent) at higher values.

Generating pro formas necessitates many assumptions that will certainly change in response to market conditions in the future. Each project should be judged against conditions that are in place at the time it is proposed.



Project A	Total	Town Homes
Total Number of Units:	16	16
Total Building Sq Ft	20,800	20,800
Const. Cost Per Sq Ft:		\$95
Average Unit Size		1,300
Uses of Funds:		
Percent of Total Project	100%	100%
Land	\$79,800	\$79,800
Total Construction Cost:	\$1,976,000	\$1,976,000
Soft	\$219,285	\$219,285
Marketing or Reserves	\$191,875	\$191,875
Developer Fee	\$274,107	\$274,107
<i>Total</i>	<i>\$2,741,067</i>	<i>\$2,741,067</i>
Total Cost Per Building Sq Ft	\$132	\$132
Estimated Market Value Per Unit		\$165,000
Total Market Value	\$2,640,000	\$2,640,000
Profit/ (Gap)	(\$101,067)	(\$101,067)
Profit/ (Gap) Per Unit	(\$6,317)	(\$6,317)

Project B	Total	Town Homes	Condos	Apts
Total Number of Units:	118	16	54	48
Total Building Sq Ft	139,000	20,800	70,200	48,000
Const. Cost Per Sq Ft:		\$95	\$90	\$85
Average Unit Size		1,300	1,300	1,000
Uses of Funds:				
Percent of Total Project	100.00%	15.97%	51.06%	32.97%
Land	\$1,717,121	\$274,206	\$876,739	\$566,175
Total Construction Cost:	\$12,374,000	\$1,976,000	\$6,318,000	\$4,080,000
Soft	\$1,930,291	\$308,247	\$985,581	\$636,462
Marketing or Reserves	\$1,351,203	\$215,773	\$689,906	\$445,524
Developer Fee	\$1,930,291	\$308,247	\$985,581	\$636,462
<i>Total</i>	<i>\$19,302,905</i>	<i>\$3,082,475</i>	<i>\$9,855,807</i>	<i>\$6,364,624</i>
Total Cost Per Building Sq Ft	\$139	\$148	\$140	\$133
Estimated Market Value Per Unit		\$165,000	\$150,000	\$140,000
Total Market Value	\$17,460,000	\$2,640,000	\$8,100,000	\$6,720,000
Profit/ (Gap)	(\$1,842,905)	(\$442,475)	(\$1,755,807)	\$355,376
Profit/ (Gap) Per Unit	(\$15,618)	(\$27,655)	(\$32,515)	\$7,404

Project C	Total	Town Homes	Apts
Total Number of Units:	32	8	24
Total Building Sq Ft	34,400	10,400	24,000
Const. Cost Per Sq Ft:	—	\$95	\$85
Average Unit Size	—	1,300	1,000
Uses of Funds:			
Percent of Total Project	100.00%	32.63%	67.37%
Land	\$1,119,600	\$365,312	\$754,288
Total Construction Cost:	\$3,028,000	\$988,000	\$2,040,000
Soft	\$442,411	\$144,353	\$298,057
Marketing or Reserves	\$387,109	\$126,309	\$260,800
Developer Fee	\$553,013	\$180,442	\$372,572
<i>Total</i>	<i>\$5,530,133</i>	<i>\$1,804,416</i>	<i>\$3,725,717</i>
Total Cost Per Building Sq Ft	\$161	\$174	\$155
Estimated Market Value Per Unit	—	\$165,000	\$140,000
Total Market Value	\$4,680,000	\$1,320,000	\$3,360,000
Profit/ (Gap)	(\$850,133)	(\$484,416)	(\$365,717)
Profit/ (Gap) Per Unit	(\$26,567)	(\$60,552)	(\$15,238)

Project D	Total	Apts	Commercial
Total Number of Units:	18	18	1
Total Building Sq Ft	36,800	18,000	18,800
Const. Cost Per Sq Ft:	—	\$85	\$85
Average Unit Size	—	1,000	—
Uses of Funds:			
Percent of Total Project	100.00%	48.91%	51.09%
Land	\$425,500	\$208,125	\$217,375
Total Construction Cost:	\$3,128,000	\$1,530,000	\$1,598,000
Soft	\$379,040	\$185,400	\$193,640
Marketing or Reserves	\$331,660	\$162,225	\$169,435
Developer Fee	\$473,800	\$231,750	\$242,050
<i>Total</i>	<i>\$4,738,000</i>	<i>\$2,317,500</i>	<i>\$2,420,500</i>
Total Cost Per Building Sq Ft	\$129	\$129	\$129
Estimated Market Value Per Unit	—	\$140,000	\$2,420,500
Total Market Value	\$4,940,500	\$2,520,000	\$2,420,500
Profit/ (Gap)	\$202,500	\$202,500	—
Profit/ (Gap) Per Unit	—	\$11,250	—

Project E	Total	Commercial
Total Number of Units:	1	1
Total Building Sq Ft	24,000	24,000
Const. Cost Per Sq Ft:	\$85	\$85
Average Unit Size	—	—
Uses of Funds:		
Percent of Total Project	100.00%	100.00%
Land	\$435,600	\$435,600
Total Construction Cost:	\$2,040,000	\$2,040,000
Soft	\$264,064	\$264,064
Marketing or Reserves	\$231,056	\$231,056
Developer Fee	\$330,080	\$330,080
<i>Total</i>	<i>\$3,300,800</i>	<i>\$3,300,800</i>
Total Cost Per Building Sq Ft	\$138	\$138
Estimated Market Value Per Unit	\$3,300,800	\$3,300,800
Total Market Value	\$3,300,800	\$3,300,800
Profit/ (Gap)	—	—
Profit/ (Gap) Per Unit	—	—

Project F	Total	Commercial
Total Number of Units:	1	1
Total Building Sq Ft	40,000	40,000
Const. Cost Per Sq Ft:	\$85	\$85
Average Unit Size	—	—
Uses of Funds:		
Percent of Total Project	100.00%	100.00%
Land	\$700,800	\$700,800
Total Construction Cost:	\$3,400,000	\$3,400,000
Soft	\$437,419	\$437,419
Marketing or Reserves	\$382,741	\$382,741
Developer Fee	\$546,773	\$546,773
<i>Total</i>	<i>\$5,467,733</i>	<i>\$5,467,733</i>
Total Cost Per Building Sq Ft	\$137	\$0
Estimated Market Value Per Unit	\$5,467,733	\$5,467,733
Total Market Value	\$5,467,733	\$5,467,733
Profit/ (Gap)	—	—
Profit/ (Gap) Per Unit	—	—

The charts include development of different types of residential, including condominiums and townhomes, which will likely not proceed until the housing market recovers. Nevertheless, they are included as part of this Plan's long-term vision.

Implementation Strategy Chart

The chart on the following page summarizes various tasks contained throughout this plan and assigns a priority, timeframe, responsibility and funding source to each task.

Implementation Strategy Chart

Task	Priority	Timeframe	Responsibility	Funding
Investigate business incubator feasibility	Moderate	Mid-term	Economic Development Committee	Grants, Donations, General Fund
Work with developer to construct artisan live/work space in the vicinity of Main Street	Moderate	Near-term	Redevelopment Authority	Grants/tax credits; TIF
Implement Housing Rehabilitation Program	Critical	Near-term	Redevelopment Authority	TIF
Create Tax Increment District to fund neighborhood improvements	Critical	Near-term (2009)	Redevelopment Authority & City Council	TIF
Extend Main Street upgrades from fire station to RR tracks	High	Near-term (2010)	Public Works Committee	Grants, TIF, State
Upgrade 4th & 6th Street with streetscaping & intersection improvements	Moderate	Mid-term	Public Works Committee	TIF
Implement improvements at focal point intersections on preferred development plan	Moderate	Mid-term	Public Works Committee; City Staff	TIF
As property changes hands over time, acquire right-of-way and easements for riverwalk	Critical	As riverfront property changes hands/redevelops	Redevelopment Authority, Plan Commission, City Staff	Grants, TIF
Construct pedestrian bridge across Yahara River	High	Near-term	Public Works Committee	Grants, TIF
Update area demographic profile with 2010 Census Data	Moderate	Mid-term	Redevelopment Authority	TIF
Work with developers and property owners to explore ways the City can be involved to bring about desired changes along the river	Critical	Constant	Redevelopment Authority, Public Works Committee, City Staff	n/a
Establish a destination feature (such as a Victorian garden) and find public events (such as a farmers' market) to attract people to the area	High	Mid- to long-term	Redevelopment Authority, City Council	TIF
Coordinate with Stoughton Utilities and WPPI Energy to establish a program to encourage the construction of net-zero energy homes	Moderate	Mid-term	Redevelopment Authority, Stoughton Utilities	Grants, TIF
Market the planning area as the creative and entrepreneurial heart of the City	High	Constant	RDA & City Staff, in partnership with the Economic Development Committee, Chamber of Commerce, and Thrive	TIF, General Fund, Chamber
Establish a web presence with supporting collateral material	High	Near-term	Redevelopment Authority, City Staff	TIF, General Fund

Timeframe: near-term = next three years; mid-term = 3-7 years; long-term = 7-15 years; constant = throughout planning horizon