CITY OF STOUGHTON RAILROAD CORRIDOR REDEVELOPMENT PLAN

2020 Update

Funding for this project was provided in part by Dane County's B.U.I.L.D. Program

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CITY OF STOUGHTON RAILROAD CORRIDOR REDEVELOPMENT PLAN

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Adopted by the City Council on:
July l2, 2005

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INTRODUCTION

The Railroad Corridor Redevelopment Planning process was initiated by the City of Stoughton to address future land uses along the railroad corridor on the eastern side of the downtown area and extending south to the Yahara River. Funding for the project was provided by the City Council and the Dane County BUILD Program. The BUILD Program is designed to assist communities by providing funding for redevelopment and infill planning projects that make better of use existing infrastructure and stabilize downtowns, neighborhoods and other commercial districts. Vierbicher Associates, Inc. was hired by the City to manage the process, and a steering committee comprised of community members, government officials and stakeholders was convened to guide the process.

2020 Update
Parcel assembly
Describe TID actions
Boundary amended upon creation of TID 5
TID 8 created
Riverfront Actions & Plans
Mandt Park Plan
Downtown Plan

EXISTING CONDITIONS

The Stoughton Railroad Corridor Redevelopment Planning Area

The Railroad Corridor Redevelopment Area is located in the south east quadrant of the City of Stoughton. The planning area is bounded by the Yahara River to the south, Dunkirk Ave. and the property lines behind homes facing Lynn St. to the east, 4th St. south of South St., and 5th St. north of South St. to the west, and the northern property boundaries of numerous parcels facing Main St. between 5th St. and Hillside Ave. to the north. Map 1 shows the planning area boundaries. (All Maps and Tables are located at the end of the report)

A majority of the structures in the redevelopment area are residential or industrial, and there appears to be a predominance of buildings that are deteriorated, obsolete, and some that possess inadequate provision for ventilation, light, air, and sanitation. Many of the residential and industrial building façades show substantial deterioration, and a strong case can be made that the Railroad Corridor Redevelopment Area is in a condition consistent with Wisconsin State Statutory definitions of a blighted area. A collection of photos illustrating property conditions is attached to the back of the report.

There are a variety of predominant features in the planning area. The Railroad corridor along the east side of the planning area is one significant feature that impacts existing and potential future land

uses. Another key feature is the Yahara River on the southern border of the planning area. The proximity of the planning area to Main St. and the central business district is another key feature to consider for future planning. Additionally, the diverse mix of property uses within the planning area is another key feature. There are a number of instances where there are industrial uses located next to housing units, creating potential issues between industry and residential property owners.

2020 Update

Municipal Jurisdiction and Property Ownership

The Railroad Corridor Redevelopment Area contains approximately 53 acres of property excluding right of way. All of the property is located within the municipal limits of the City of Stoughton, and located within the Stoughton Area School District.

Property ownership in the redevelopment area varies widely, with parcels ranging from nearly five acres to less than a tenth of an acre in size. There are a number of owners who maintain numerous properties in the redevelopment area. Map 2 shows the largest property owners and their respective holdings, and Map 3 shows the parcel numbers in the redevelopment area. Table 1 provides an alphabetical list of property owners in the redevelopment area by parcel and can be used with Map 3 as a reference guide to properties in the redevelopment area.

2020 Update

Existing Land Use

There are a wide variety of different land-uses within the redevelopment area, including residential, commercial and industrial uses. Industrial uses are concentrated on the north bank of the Yahara River between the river and South St., and along the north to south railroad corridor that runs through the redevelopment area. These uses were adopted during a time when freight rail and water generated power were valuable assets to industrial development. Today, these assets are less valuable for industrial users. Stoughton Trailers, the largest property owner in the planning area, has relocated some of its facilities to an industrial park setting where truck access and building and lot configurations are more conducive to industry.

Commercial uses within the planning area are generally concentrated along Main St. Residential uses are concentrated along Dunkirk Ave. and along South St., Jefferson St., and 6th and 7th St. Some of the residential uses are intermingled with industrial parcels, creating a situation where a number of residential uses have heavy industrial uses adjacent to both sides of the homes. The heavy industrial zoning designation for properties along the railroad corridor and the north side of the Yahara River allows for outside storage, and a number of these areas are visible from residential properties.

The following is a description of various key properties in the redevelopment area. Please note that this is not an exhaustive list of properties, but should provide a sense of some of the primary properties in the redevelopment area.

2020 Update

Mill Fab / Holley Moulding, Inc. – The site is just over six acres in size and is located along the north bank of the Yahara River between 4th Street and 8th Street. Access to the property comes from a driveway off of South St. There are four green metal buildings used as a hardwood milling facility for trim and molding. The primary building located on the bank of the Yahara River is deteriorated. Two additional facilities are located north of the primary building and a third smaller building is located directly east of the primary structure. There are also a number of different outside storage areas, and two towers with blowers to remove sawdust from the facility. The blowers create noise that is audible from properties adjacent to the site. There is a three foot retaining wall along the southern border of the property between the site and the Yahara River that deteriorating. The property was formerly used as a foundry.

2020 Update

Highway Trailer Building – The building is located on the south side of South Street adjacent to the Mill Fab property. The property is owned by Stoughton Trailers, the largest property owner in the planning area. The building is a dilapidated brick structure with boarded windows and an inadequate provision for ventilation, light and air. The building is blighted due to age and deterioration, and is unusable in its current state. At least two developers have approached the property owner and the City of Stoughton to discuss the renovation and reuse of this property for residential purposes.

2020 Update

Stoughton Trailers Property – Stoughton Trailers maintains multiple properties in the redevelopment area. There are green metal sided buildings and a brick building on the east side of the railroad between Main Street and South Street. The industrial building on the east side of the railroad tracks is in good condition and still suitable for its current use. The property on the west side of the railroad is vacant and appears to be a gravel lot utilized for trailer storage. Both of the properties along the railroad corridor also have buildings facing Main St. that are suitable for commercial use.

Two areas located on the north bank of the Yahara River are used for outside storage of equipment and trailers. Each of the properties is adjacent to residential uses

2020 Update

Whistle Stop Development Site – Located on Main St. on the east side of the railroad tracks, this site is the former home of Stoughton Lumber. The buildings appear to be well-maintained and the property has recently been purchased for use by multiple tenants. Current plans propose commercial uses facing Main St. and industrial uses in the northern part of the property.

2020 Update

Dunkirk Ave. - There are multiple properties located along the west side of Dunkirk Ave. No parcels are located on the east side due to a large retaining wall supporting the railroad tracks. Two pipes move storm water from properties on top of the ridge, underneath the road and into a low lying vacant parcel with a drainage channel that flows into the Yahara River. The City maintains a two acre park along the river with a softball field and playground equipment. Although some of the homes are in good condition, a number of the homes along Dunkirk Ave. are blighted and in a dilapidated state. There are also a number of residential properties that abut heavy industrial uses on one parcel along Dunkirk Ave. The industrial property is used for the outside storage of trailers, and is surrounded by a metal mesh fence.

2020 Update

Central Business District Housing – There are a variety of housing types located between 5th Street and the Stoughton Trailers parcel just west of the railroad tracks. The housing stock is older, and although a number of the homes show blighting conditions, there are also homes that have been well-maintained or renovated.

2020 Update

Gravel Parking Lot and Former Gas Station – Located along the north side of Main Street, the vacant gas station is a small concrete block structure that is blighted and currently used by the owner for storage. Adjacent to the gas station on the west side, the gravel parking lot is an unimproved privately owned parcel that is used for parking.

2020 Update

Public Holdings – There are three different public entities that own property in the redevelopment area. The WI DOT maintains ownership of a 50' right of way on each side of the rail line. The City of Stoughton maintains a two acre park on Dunkirk Ave., and also owns property off of 4th St. between the Yahara River and South St. This property is utilized by Stoughton Public Works with the exception of an old power generation facility located adjacent to the river. The City used to lease the property to a tenant who used the facility for power generation, but the lease has recently been terminated. The Stoughton Area School district also owns a small parcel in the redevelopment area for a purpose yet to be determined.

2020 Update

Adjacent Areas Impacting the Redevelopment Area

Mandt Park – Located adjacent to the redevelopment area on the opposite side of the Yahara River, Mandt Park is the largest public park in the City of Stoughton. The park is 29.4 acres in size, with 8 acres dedicated to Junior Fair use, 15 acres serving as backwater retention for the Yahara River, and 8 acres dedicated to active recreational use. Active recreational uses include a lighted softball diamond, two lighted basketball courts, a picnic shelter, play equipment, a skateboard ramp, a swimming pool, the Mandt Community Center, and parking.

2020 Update

Add Yahara River and plans for Whitewater Park

Yahara River Trail – Located north of the redevelopment area, the Yahara River Trail begins at N. Division St. and crosses the Yahara River through Bjoin Park and connects to the Stoughton Business Park at Industrial Circle and again at Progress Lane. A future trail segment is proposed from Progress Lane heading north through Bjoin Park, and would connect to the Viking Trail and Amundson Trail on the opposite side of the Yahara River. The trail is a multi-purpose, non-motorized facility.

2020 Update

Downtown Stoughton – Stoughton's Central Business District is located adjacent to the north side of the redevelopment area along Main St. Over the course of the last four years, significant improvements have been made in the downtown area. A new streetscape design was implemented in 2000, and a façade improvement program has improved the condition of fifteen buildings in the area. Over the past three years property values in the downtown area have increased by 44%.

2020 Update

Yahara River Dam – Located west of the redevelopment area and west of 4th Street, the Yahara River Dam plays a role in the river's course through the City. The WI DNR is in the process of conducting a dam removal impact analysis, but the report is not complete. If changes to the dam occur it is likely the course of the Yahara River would be altered and may impact the planning area.

2020 Update

Heavy Industrial Uses West of 4th St. Adjacent to the Yahara River – A number of existing heavy industrial facilities are located on the west side of 4th St. adjacent to the north bank of the Yahara River. Uniroyal maintains a facility on the north bank of the Yahara River on the west side of 4th St. The City's Draft Comprehensive Land Use Plan proposes mixed-use development as a future land use in this area, which could impact the redevelopment area as heavy industrial uses are replaced with mixed-use development.

2020 Update

Existing Zoning

As indicated previously, there are a variety of different zoning designations within the Railroad Corridor Redevelopment Area. Map 4 shows the current zoning designations in the redevelopment area. In total, there are six different zoning districts within the area. The following is a list of those designations and their general location within the redevelopment area.

2020 Update for each zoning class

R-1 Single-Family Residential District –

Parcels zoned in this manner are generally located along Dunkirk Ave. There are also two parcels on the south side of South St. with this zoning classification. One of the two parcels along South St. also has a grandfathered Two-Family Residence overlay.

2020 Update

Allowable uses in the R-1 District include single-family dwellings, including attached garages. Allowable accessory uses and dwellings include detached garages, storage sheds, off-street parking facilities, community living arrangements, foster family care, electric transformer stations, utilities, and in-home family child care centers.

I-1 Light Industrial – There is one parcel in the redevelopment area with this zoning designation located adjacent to the east side of the railroad tracks on the south side of South St. The parcel is owned and maintained by DDW Enterprises for Stoughton Trailers.

I-2 Heavy Industrial - There are numerous parcels in the redevelopment area with this zoning designation, including areas on the north bank of the Yahara River from 4th Street to Dunkirk Ave., and on both sides of the railroad from Main Street to South Street.

The I-2 District is intended to provide an area for manufacturing and industrial activities, as well as a variety of uses which require relatively large installations, facilities, land areas, or activities that would create conditions of public or private nuisance, hazard, or other undesirable conditions. Permitted uses include all uses allowable in the I-1 District (with the exception of restaurants and communication structures), industrial or commercial activities, outside storage, railroads, veterinary clinics, and automobile repair shops and services. Other conditional uses include meat packing plants, airports, mining and quarrying, restaurants, and eating and drinking establishments on properties abutting Main St.

Buffer strips of no less than forty feet are required where an industrial district abuts a residential district. Plant materials at least six feet in height to create an effective visual screen when viewed from a residential district are also required in the exterior twenty-five feet abutting the residential district. Fencing may be used in lieu of plant screening as long as the fencing effectively screens views from the residential areas.

B-1 Central Business District – The parcels with this zoning classification in the redevelopment area are located between 5th Street and 8th Street between Main Street and South Street. With the exception of parcels facing Main Street, the majority of parcels in this area are maintained for residential uses, and a number of the properties retain a grandfathered Two-Family Residence overlay.

The B-1 District allows primarily commercial uses, but also allows for existing dwelling units, explaining the presence of single and two-family homes in the district.

B-2 Highway Business District – Properties with this zoning classification are located on the north side of Main Street on both sides of the railroad corridor and include the former gas station, the gravel parking lot and the former Stoughton Lumber facility now known as the Whistle Stop Prroperty. The purpose of the district is to provide appropriate areas for highway oriented commercial uses and those requiring large lots for off-street parking and outdoor display or storage of merchandise. Allowable uses include all uses allowed in the B-1 Central Business district, and for a variety of conditional uses as well.

C-R Conservation and Recreation – There are two parcels in the redevelopment area with this zoning classification; both of which are maintained by the City. The first is Dunkirk Park, a two acre park along Dunkirk Ave. The second is a small triangular parcel between Dunkirk Ave., South Ave. and the west side of the railroad that is not suitable for development.

The district is intended to preserve the natural state of scenic areas in the City and help to discourage intensive development of marginal lands to prevent hazards to public and private property and areas owned and/or used exclusively by governments or public agencies for public purposes. Allowable uses include crop harvesting, forestry and forestry management, wildlife preserves, fishing, public and private parks, hiking and biking trails, and scenic preservation areas.

Topography and Natural Features

The Railroad Corridor Planning Area possesses a highly unique topography, providing an attractive setting with numerous vistas and attractive land features. Although the planning area is heavily developed, there are numerous natural features that influence land-uses. The most dominant natural feature within the planning area is the Yahara River. The river winds through the entire City of Stoughton in a generally north to south direction. The river bends to the east near W. South St. and forms the southern boundary of the planning area. Just outside the planning area on the south bank of the river is Mandt Park, a major city park used by the community for a variety of purposes including the Stoughton Junior Fair. The industrial uses within the planning area on the north side of the river are visible from the park.

The 100 year flood plain along the Yahara River should not impact the development in the study area. The Flood Insurance Rate Map shows a 100-year flood elevation of 835 feet east of Fourth Street. The contour maps of the area show this elevation to be in close proximity to the banks of the river. There are several high points within the area that provide views.

Another key topographical feature is the elevated railroad grade along the east side of Dunkirk Ave. The railroad grade is approximately 60 feet in height, making the east side of Dunkirk Ave. undevelopable. There is a stormwater outlet that brings water from the top of the ridge under Dunkirk Ave. and into a low-lying undeveloped parcel with a channel that drains into the Yahara River.

2020 Update

Infrastructure Report

Water Distribution System

The entire planning area is served by city water. The City water system is managed by Stoughton Utilities, a city-owned utility that manages water, sewer and electric service in the City of Stoughton. The existing water distribution system is adequate to serve the existing customers located within the redevelopment area. There are both public and private watermains located here, with the public mains located within the street right-of-ways and the private watermains located on private property south of South Street (owned by Stoughton Trailers and Mill Fab/Holley Moulding, Inc.). The area

maintains adequate water pressure for fire protection. Stoughton Utilities has the public system set up on a computer model which is analyzed as system improvements and upgrades are completed.

The existing watermain pipes range in size from 4-inch to 10-inch diameter. There is a considerable amount of 4-inch diameter watermain within the study area. This is small by today's standards, but does not cause problems largely because the system is well connected and looped throughout. There are very few watermain breaks in the study area, and little maintenance is required by Stoughton Utilities. Many of the existing water services in the area consist of lead pipe. However, this is not a problem or health issue as the hardness of the water means no special treatment is required to correct for the lead. Any potential upgrades in this area are very low priority and are not expected to be needed for another 20-30 years. The Public Service Commission states that if a water system needs to be upgraded to provide increased fire protection for a new user, the upgrades need to be completed and paid for by the new development.

2020 Update

Sanitary Sewer System

Like the water distribution system, the sanitary sewer collection system is also adequate to serve the existing customers within the area. Again, there are both public and private sewage collection systems located here. The public sewers are all located within the street right-of-ways, while the private sewers are on private property south of South Street (owned by Stoughton Trailers and Mill Fab/Holley Moulding, Inc). The area is served by 6-inch diameter sanitary collection sewers. There is an existing 18-inch interceptor sewer on South Street and Dunkirk Avenue. This flows under the Yahara River through an inverted siphon. The sewer collection system (including the inverted siphon) requires little maintenance by Stoughton Utilities. There is also an existing lift station located on the south end of Eighth Street. This lift station is adequate to handle existing flows and serves only a few homes and one small apartment building. Two of the houses on South Street could be served by the interceptor sewer and taken off the gravity sewer flowing to the lift station if needed. Like the water distribution system, any potential upgrades in this area are very low priority and are not expected to be needed for another 20-30 years.

2020 Update

Storm Sewer System

The only storm water problem identified in the study area is on Main Street at the railroad tracks. This area was identified in the Stormwater Master Plan completed for the City in May 2000. The existing storm sewer in this area is undersized. This area receives a large volume of storm water that occasionally floods the street. Additionally, during freeze/thaw periods, there is a substantial ice build-up along the south parking lane of Main Street. Modeling results indicate that the primary causes are substantially undersized storm sewer pipes in the area and some storm water collection

problems. In order to improve the drainage in this area, it is recommended to upgrade the size of the storm sewer and increase the number of inlets on the west side of the railroad tracks to provide adequate collection of the stormwater runoff. In addition, the storm sewer should be extended west to the Seventh Street intersection to collect runoff and reduce the amount of ponding on the street. Main Street near the railroad tracks should be reconstructed to increase the crown of the road. This will enhance the runoff getting to the inlets.

2020 Update

Street Network
The existing street network in the study area is adequate to serve the existing development. Main Street was recently reconstructed with new concrete pavement west of the Fifth Street intersection. Like many areas throughout the city, maintenance is required at varying degrees to keep the streets functional. Sidewalk is located on both sides on each street in the area. South Street and Dunkirk Avenue are in good shape and have been improved within the last ten years. East Jefferson Street is scheduled to be pulverized and resurfaced with new asphalt in 2006. Six Street and Seventh Street are in poor shape. These streets will require new curb and gutter and new pavement in the near future to maintain their integrity. Sixth Street has a very steep terrace on the east side.

2020 Update

Electric Distribution System
The existing electric system consists of overhead and underground facilities. Much of the electric distribution system in the area has recently been upgraded. A considerable amount of money has been invested in the system to make these upgrades. Eighth Street and Dunkirk Avenue are the only areas that have not been recently upgraded. There is 3-phase service located within the study area. The existing electric users in this area have adequate service for their needs. In addition to the public infrastructure, there is also private infrastructure (substation, lines, and electric conductors) with in the study area. Stoughton Trailers and Mill Fab own the private infrastructure. There are a few ATC transmission lines in the area. These, along with the Stoughton Utilities transmission plant, are scheduled to be removed in the first quarter of 2006.

2020 Update

Redevelopment Activity Impacts on Existing Infrastructure
As indicated above, the existing infrastructure is sufficient to meet the needs of the current property owners. As redevelopment activities occur, however, those activities will alter current infrastructure needs. Our analysis suggests that the existing infrastructure can support additional housing and small commercial redevelopment in higher densities than currently exist without requiring major infrastructure improvements. The extent of additional housing and commercial activities that can be supported with the existing infrastructure system will vary based on the type and location of each redevelopment activity and will likely require modeling to fully understand the impact on the water system. However, an initial analysis of sewer capacity shows the area is able to support up to 1,600 additional residential units, which is well beyond the capability of this area to absorb.

2020 Update

REDEVELOPMENT AREA HOUSING MARKET ANALYSIS

Commented [GB10]: Move this section to an appendix; insert Brink's housing market analysis or other if housing analysis prepared for downtown plan

The purpose of this section is to understand whether additional housing is an appropriate strategy for this area and what rate of development can be expected. Our analysis of the Railroad Corridor housing market includes the following:

- Existing Demographic Data Review and Analysis of the City of Stoughton
- Identification of Appropriate Housing Types for the Redevelopment Area

Over the past few years conditions in Downtown Stoughton west of the project area have improved dramatically through the use of public/private partnerships and committed property owners. The result of these efforts has been a 44% increase in downtown property valuations over the last three years. The proximity of the Railroad Corridor Redevelopment Area to the downtown makes the district attractive for housing development and redevelopment activities. Certain market segments find downtown housing appealing as it provides opportunities to walk to shopping, entertainment and places of employment.

As downtown areas continue to experience a renaissance in terms of being a valued destination for shoppers, tourists, and people seeking entertainment and social interaction, housing within walking distance is also becoming a valued commodity. Two developers have already expressed interest in converting the former Highway Trailer Building on South St. to condominiums. This would add 30 to 60 new housing units, and potentially stimulate more interest in housing redevelopment within the Railroad Corridor redevelopment area.

Executive Summary

The following is a summary of findings from the housing analysis. Data was acquired from a variety of sources, including the U.S. Census, ESRI, WI Department of Administration (DOA) population estimates, and The City of Stoughton's Building Inspector. All of the information provided in the summary is supported by data contained in the housing analysis.

- Data on future population and household growth shows a need for an additional 990 housing units in the city of Stoughton from 2000 to 2009.

- Between 2004 and 2009, a need for an additional 841 housing units is projected.

- Two existing subdivisions in the City are limited to no more than 25 housing starts per year, leaving a projected demand for an additional 541 housing units. (See P. 15, Supply & Demand Analysis)

- When projected housing demand is analyzed by age group, the data shows household growth from 2004 to 2009 in the following age groups:
  - Under 25 years of age - 25 new households
  - 25 – 34 years of age - 62 new households
  - 35 – 44 years of age - 102 fewer households
  - 45 – 54 years of age - 209 new households
  - 55 – 64 years of age - 217 new households
  - 75+ years of age - 26 new households

- When projected housing demand is analyzed by age group and housing type, data shows market potential for town homes, condominiums, upper floor conversions along Main St., live-work units, and existing home redevelopment within the railroad corridor redevelopment area.

Demographic Data Review and Analysis

Population and Household Growth:
The City of Stoughton's population increased from 8,786 in 1990 to 12,354 in 2000, representing a 29% increase over the decade. Projections provided by the Wisconsin Department of Administration (DOA) estimate the City's population will continue to increase to 14,229 in 2010, suggesting an increase of 13% over the next decade. However, if the increase in population between 2000 and 2010 is the same as the increase from 1990 to 2000, Stoughton's population would increase to 15,936. For the purpose of this analysis the DOA projections will be used, but it is important to recognize that the numbers are projections that are influenced by a variety of factors.

Table 1 shows population and household growth between 1990 and 2000, as well as projected growth for 2010. The total number of households increased from 3,294 in 1990 to 4,734 in 2000, and the total number of households are expected to increase to 5,532 in 2010 based on DOA projections. This suggests that an additional 798 housing units will be located in the City of Stoughton by 2010. However, using a 29% increase in population, the total number of households in 2010 would increase to 6,217, suggesting a need for 1,983 additional housing units. Regardless of which projections are used Stoughton's housing demand by 2010 will exceed the current supply of housing.

Table 1: City of Stoughton – Population and Household Growth

	1990	2000	2010 Projected
Number of households	**#**	**#**	**#**
Population	8,786	12,354	14,229
Group quarters	390	422	454
Household population	8,396	11,932	13,775
Average household size	2.55	2.52	2.49
Total households	3,294	4,734	5,532
Selected household types			
Owner-Occupied	2,150	3,071	3,651
Renter-Occupied	1,144	1,663	1,881

Source: U.S. Census & DOA Projections

Table 1 also shows the number of owner-occupied and renter-occupied homes within the City. Approximately 65% of households in 2000 own their own homes, while 35% rent. This compares favorably to Wisconsin as a whole, where 66.2% of the state households own their home and 33.8% rent.

Household Income Characteristics:
Table 2 provides a comparison of household incomes in the City of Stoughton and the State of Wisconsin. Stoughton compares favorably to the state, with overall lower percentages

Table 2: City and State Household Income Characteristics

	Stoughton 2000		Wisconsin 2000	
Income level	**#**	**% of total**	**#**	**% of total**
Under $15,000	448	9.4%	270,330	12.9%
$15,000-24,999	597	12.6%	264,897	12.7%
$25,000-34,999	562	11.9%	276,033	13.2%
$35,000-49,999	889	18.7%	377,749	18.1%
$50,000-74,999	1,254	26.4%	474,299	22.7%
$75,000-99,999	591	12.5%	226,374	10.9%
$100,000 or More	992	20.9%	196,622	9.4%

Source: U.S. Census

of low-income households, and higher percentages of high-income households. In 2000, 59.8% of households in Stoughton had incomes of $50,000 or more, compared to only 43% state-wide.

Occupations of the Employed Population Age 16 and Over:
Table 3 provides a comparison between the City of Stoughton resident's occupations to the State of Wisconsin. Note that these figures do not reflect employment types within the City of Stoughton, but instead reflect the type of employment, regardless of its location, of employed people residing in Stoughton. When compared to state averages, a higher percentage of Stoughton residents are employed in management, professional and related fields than the state average, while a lower percentage are employed in manufacturing. Considering that the overall U.S. economy continues to see a decline in manufacturing and increases in management related positions, this is a positive trend for the City of Stoughton.

Table 3: Occupations of the Employed Population Age 16 and Over

	Stoughton 2000		State 2000	
	#	% of total	#	% of total
Employed Population (Age 16+)	6,471	100%	2,734,925	100%
Management, Professional & related	2,195	33.9%	857,205	31.3%
Service occupations	913	14.1%	383,619	14.0%
Sales and office	1,771	27.4%	690,360	25.2%
Farming, fishing, and forestry	0	0.0%	25,725	0.9%
Const., extraction, and maintenance	607	9.4%	237,086	8.7%
Production, transportation and material moving	985	15.2%	540,930	19.8%

Source: U.S. Census

Housing Units by Structure:
Table 4 provides a breakdown of the housing unit types located in the City of Stoughton in 1990 and in 2000. Single-units, both attached and detached, increased throughout the decade, yet 2-unit structures decreased during the same time frame. Stoughton also experienced a substantial increase in structures with 20 to 49 units, going from 24 units in 1990 to 266 units in 2000. Structures with 3 to 19 units also increased substantially during the decade.

Table 4: City of Stoughton – Units By Structure

	1990		2000			
	#	% of total	#	% of total	Change in Units	% Change
1, detached	2094	62.3%	2,956	60.1%	862	41%
1, attached	143	4.3%	360	7.3%	217	152%
2	593	17.7%	498	10.1%	-95	-16%
3 or 4	134	4.0%	260	5.3%	126	94%
5 to 9	182	5.4%	287	5.8%	105	58%
10 to 19	186	5.5%	293	6.0%	107	58%
20 to 49	24	0.7%	266	5.4%	242	1008%

Source: U.S. Census

Housing Units by Occupancy:
Table 5 shows the total number of housing units, occupied units, and vacant units within the City of Stoughton in 1990 and 2000. The table also provides information on the average household and family size in the City. Occupancy and vacancy rates in the city have remained relatively static throughout the decade, with an average vacancy rate just over 3%. Average household and family sizes have decreased marginally from 1990 to 2000, and both are close to the overall state average.

Table 5: City of Stoughton – Housing Units by Occupancy

	1990		2000	
	#	% of total	#	% of total
Total housing units	3,404	100.0%	4,890	100.0%
Occupied housing units	3,294	96.7%	4,734	96.8%
Vacant housing units	110	3.3%	156	3.2%
For seasonal , recreational use	0		13	0.3%
Average household size	2.55		2.52	
Average family size	3.09		3.06	

Source: U.S. Census

Average Housing Costs:
Table 6 shows the average housing costs in the City of Stoughton in 1990 and 2000. The data is arranged to show the median home price for each decade, and also shows the number of housing units in the city that fall into the price ranges shown in the left-hand column. The median home price for the City of Stoughton doubled from 1990 to 2000, and the 2000 median home value is nearly $20,000 higher than the Wisconsin average of $112,200. Nearly 75% of the homes in Stoughton fell within the $100,000 - $199,999 range in 2000.

Table 6: Average Housing Costs (2000 value dollars)

	1990	2000
Median price	**$64,400**	**$131,600**
	Number	Number
<$50,000	389	24
$50,000-$99,999	1,365	494
$100,000-$149,999	115	1,379
$150,000-$199,999	9	660
$200,000-$299,999	2	180
$300,000-$499,999	1	26
$500,000-$999,999	0	6
$1,000,000+	0	0

Source: U.S. Census

Average Rental Costs:
Table 7 provides the median monthly rental rate for a two-bedroom, two-bath unit in the City of Stoughton. The median rent for the City of Stoughton in 2000 was $596.00, an increase of $238.00 from 1990. The State of Wisconsin median monthly rental rate is $540.00, which means average rents are 10% higher in Stoughton than the state average.

Table 7: Average Rental Costs (2000 value dollars)

	1990	2000
Rental rate: median monthly rate for 2-bed, 2-bath unit	$358.00	$596.00

Source: U.S. Census

Table 8: Year Structures Were Built

	Stoughton 2000	
Year	#	% of total
1999 - 2000	170	3.5
1995 - 1998	629	12.8
1990 - 1994	685	13.9
1980 - 1989	554	11.3
1970 - 1979	767	15.6
1960 - 1969	319	6.5
1940 - 1959	536	10.9
1939 or earlier	1,260	25.6

Source: U.S. Census

Year Structures Were Built:
Table 8 provides information on the year structures were built in the City of Stoughton. Just over a quarter of the housing units in the community, and a majority of the units within the railroad corridor redevelopment area, were built prior to 1939. The table also suggests that new housing growth has taken place at a relatively steady pace throughout the past six decades.

Supply and Demand Analysis
Tables 9 and 10 show the City's existing housing supply as of 2000, and the projected housing demand for 2010 according to DOA population projections. The projections show a need for an additional 990 housing units to accommodate new population growth in the community. Housing starts between 2000 and 2004 increased the City's available housing stock by a total of 149 new housing units, implying a need for an additional 841 housing units between 2005 and 2010.

The City has approved final plats for two subdivisions called West View Ridge and Stone Crest. However, an annexation agreement capped the number of new housing starts in each subdivision at no more than 25 per year. Assuming the maximum number of housing starts in each subdivision, these two areas will increase the total number of housing units in the city by 300 units between 2005 and 2010. If these 300 units are subtracted from the projected number of additional housing units needed by 2010, there will still be demand for 541 additional housing units over the next six years.

Table 9: Projected Housing Available in Stoughton (Supply)	
Existing Number of Housing Units (2000)	4,734
(-) Projected Number of Existing Units that will be beyond repair by 2010	0
(=) Projected Number of Housing Units	4,734
Table 10: Demand for Additional Housing Units in Stoughton	
Projected Number of Housing Units Needed by 2010	5,724
(-) Projected Number of Housing Units Available in 2000	4,734
(=) Projected Housing Demand from 2000 to 2010	990
(-) Housing Starts in 2001 (50 Single Family, 3 duplex)	56
(-) Housing Starts in 2002 (13 Single-Family, 1 duplex)	15
(-) Housing Starts in 2003 (31 Single-Family, 5 Duplex)	41
(-) Housing Starts in 2004 (33 Single-Family, 2 Duplex)	37
(=) Projected Number of Additional Units Needed by 2010	841

Source: ESRI / City Building Inspector / Vierbicher Associates

New Housing Demand by Age Group and Housing Type:
According to the supply and demand information shown above, the City will require an additional 841 housing units between 2005 and 2010 to accommodate the anticipated increase in population growth. Three key variables that influence new housing growth are the age of the new residents, their housing preferences, and their average household income. The housing needs, preferences, and price points of individuals just reaching adulthood are significantly different than the needs, preferences and price points of families with young children. The same is also true for seniors, who generally have different housing preferences than families.

In order to gain a better sense of they types of housing required to accommodate new growth in the community, the Tables 11 through 17 provide a breakdown of the 2004 population and the 2009 projected population by age and income. Information is also provided identifying housing preferences of those age groups and their corresponding income categories. Analysis will focus on housing types that may be viable redevelopment opportunities in the railroad corridor area.

Householders Under 25 Years of Age

Individuals in this age group tend to rent versus own, although ownership in this age group is increasing as the median household income for this age group increases. Preferences tend to lean towards affordable to moderately priced housing. Housing preferences include apartments, condominiums, loft spaces, and town homes, with an inclination toward unique spaces that are within walking distance of commercial districts, employment centers and recreational activities.

The data shown in Table 11 indicates that households in this age group will increase from 259 in 2004 to 284 in 2009 for a total increase of 25 households over the next five years. The data also shows that the median and average household income for this group will continue to rise, which suggests that there will be opportunities for both rental and owner-occupied housing.

Opportunities to develop or redevelop new housing within the area for this age group include renovation of the Highway Trailer Building, upper floor space along Main St., and new housing development on the west side of the railroad corridor between Main St. and South St. Some of the existing housing within the area may also be suitable for this age group as well.

Table 11: < 25	2004		2009	
HH Income Base	259	100.0%	284	100.0%
<$15,000	43	16.6%	34	12.0%
$15,000 - $24,999	25	9.7%	20	7.0%
$25,000 - $34,999	48	18.5%	55	19.4%
$35,000 - $49,999	45	17.4%	44	15.5%
$50,000 - $74,999	78	30.1%	95	33.5%
$75,000 - $99,999	15	5.8%	17	6.0%
$100,000 - $149,999	3	1.2%	10	3.5%
$150,000 - $199,999	1	0.4%	4	1.4%
$200,000 - $249,999	0	0.0%	0	0.0%
$250,000 - $499,999	1	0.4%	1	0.4%
$500,000 +	0	0.0%	4	1.4%
Median HH Income	$38,434		$45,273	
Average HH Income	$43,102		$56,218	

Source: ESRI/Vierbicher Associates, Inc.

Householders Between 25 – 34 Years of Age

Individuals in this age group tend to be making the transition from rental to owner-occupied housing, and as such, may be first-time home buyers. This age group is also at a transition point where they are building careers and establishing families. Housing preferences for this age group include low to moderate priced housing, but with an average household income in 2004 nearly $18,000 higher than the under 25 age group, preferences for upscale housing are also prevalent. Upscale housing may also be important for this age group over the next five years as the largest increases in this cohort by income base is in the $75,000 to $149,000 range.

Housing type preferences include condominiums, loft apartments, live-work housing units, and single-family homes. Families from this age group may be ideal candidates to redevelop some of the

blighted single-family housing in the area, and will also be attracted to condominium developments and live-work housing developments.

The data shown on Table 12 indicates an increase of 62 households in this age group from 2004 to 2009. The median household income will also rise for this age group over the next five years from $54,810 to $62,516, an increase of nearly nine percent.

Opportunities within the redevelopment area for this age group include redevelopment of existing single-family units, condominiums, higher-end upper floor units along Main St., and town home or live-work unit development along the railroad corridor.

Table 12: 25-34	2004		2009	
HH Income Base	790	100.0%	852	100.0%
<$15,000	20	2.5%	20	2.3%
$15,000 - $24,999	56	7.1%	41	4.8%
$25,000 - $34,999	92	11.6%	91	10.7%
$35,000 - $49,999	155	19.6%	130	15.3%
$50,000 - $74,999	244	30.9%	234	27.5%
$75,000 - $99,999	127	16.1%	161	18.9%
$100,000 - $149,999	95	12.0%	166	19.5%
$150,000 - $199,999	1	0.1%	6	0.7%
$200,000 - $249,999	0	0.0%	0	0.0%
$250,000 - $499,999	0	0.0%	0	0.0%
$500,000 +	0	0.0%	3	0.4%
Median HH Income	$54,810		$62,516	
Average HH Income	$61,188		$71,478	

Source: ESRI/Vierbicher Associates, Inc.

Householders Between 35 – 44 Years of Age

Households in this age group are generally those with children. Preferences tend to lean toward single-family housing with ample space for a family's needs. Home ownership in this age group is more common, with preferences leaning toward moderate priced and upscale housing types.

Based on the figures shown in Table 13 below, the total number of families in this age group will decrease by 102 households from

Table 13: 35-44	2004		2009	
HH Income Base	1,252	100.0%	1,150	100.0%
<$15,000	38	3.0%	24	2.1%
$15,000 - $24,999	51	4.1%	27	2.3%
$25,000 - $34,999	131	10.5%	107	9.3%
$35,000 - $49,999	177	14.1%	135	11.7%
$50,000 - $74,999	339	27.1%	257	22.3%
$75,000 - $99,999	282	22.5%	281	24.4%
$100,000 - $149,999	174	13.9%	214	18.6%
$150,000 - $199,999	30	2.4%	75	6.5%
$200,000 - $249,999	15	1.2%	14	1.2%
$250,000 - $499,999	14	1.1%	15	1.3%
$500,000 +	1	0.1%	1	0.1%
Median HH Income	$64,221		$76,468	
Average HH Income	$74,507		$85,886	

Source: ESRI/Vierbicher Associates, Inc.

2004 to 2009. Recognizing this decrease, it would make sense to avoid redevelopment activities within the railroad corridor that are targeted toward this age group.

Householders between 45 – 54 Years of Age

Households in this age group tend to be families with children reaching high school and beginning college. Housing preferences tend to lean toward single-family housing conducive to family living, with some interest in town homes and live-work units.

Table 14: 45-54	2004		2009	
HH Income Base	1,117	100.0%	1,326	100.0%
<$15,000	27	2.4%	17	1.3%
$15,000 - $24,999	52	4.7%	34	2.6%
$25,000 - $34,999	78	7.0%	66	5.0%
$35,000 - $49,999	144	12.9%	123	9.3%
$50,000 - $74,999	258	23.1%	224	16.9%
$75,000 - $99,999	253	22.6%	288	21.7%
$100,000 - $149,999	230	20.6%	401	30.2%
$150,000 - $199,999	50	4.5%	135	10.2%
$200,000 - $249,999	12	1.1%	19	1.4%
$250,000 - $499,999	11	1.0%	15	1.1%
$500,000 +	2	0.2%	4	0.3%
Median HH Income	$74,928		$90,305	
Average HH Income	$82,277		$99,557	

Source: ESRI/Vierbicher Associates, Inc.

Projections from Table 14 show that the number of households in this age group will increase from 1,117 units in 2004 to 1,326 units in 2009, for a total increase of 209 housing units. Housing opportunities for this demographic within the redevelopment area include the redevelopment of existing housing units, live-work units along Main St. and some town home units along the rail corridor.

A key factor to consider with this age group involves changes in average household income from 2004 to 2009. Based on the information shown in Table 14, the number of households with incomes below $75,000 will decrease, while those with incomes higher than $75,000 will increase significantly. This suggests opportunities for more upscale housing in the community and within the redevelopment area.

Householders between 55 – 64 Years of Age

Households in this age group generally fall into the 'empty-nester' category. This is the age where children tend to leave the home and the household size is reduced accordingly. This can result in housing transitions, where the smaller household size can translate to a desire for smaller housing units, condominiums, or town homes.

Table 15: 55-64	2004		2009	
HH Income Base	617	100.0%	834	100.0%
<$15,000	27	4.4%	26	3.1%
$15,000 - $24,999	62	10.0%	46	5.5%
$25,000 - $34,999	67	10.9%	80	9.6%
$35,000 - $49,999	126	20.4%	123	14.7%
$50,000 - $74,999	168	27.2%	227	27.2%
$75,000 - $99,999	76	12.3%	116	13.9%
$100,000 - $149,999	66	10.7%	149	17.9%
$150,000 - $199,999	3	0.5%	18	2.2%
$200,000 - $249,999	9	1.5%	20	2.4%
$250,000 - $499,999	12	1.9%	24	2.9%
$500,000 +	1	0.2%	5	0.6%
Median HH Income	$52,458		$62,809	
Average HH Income	$66,485		$84,120	

Source: ESRI/Vierbicher Associates, Inc.

Data shown in Table 15 indicates that households in this age cohort will increase by 217 households between 2004 and 2009.

Condominium units and smaller single-family homes will likely be the most ideal housing types for these households within the redevelopment area.

Householders between 65 – 74 Years of Age

Households in this age group generally fall into the 'active senior' category. These households are generally leaving the workforce, which explains the reduction in the average household income for this age group. Housing preferences range from maintaining single-family homes to retirement apartments to congregate housing.

Table 16: 65-74	2004		2009	
HH Income Base	422	100.0%	480	100.0%
<$15,000	33	7.8%	25	5.2%
$15,000 - $24,999	86	20.4%	72	15.0%
$25,000 - $34,999	51	12.1%	61	12.7%
$35,000 - $49,999	114	27.0%	114	23.8%
$50,000 - $74,999	76	18.0%	92	19.2%
$75,000 - $99,999	35	8.3%	52	10.8%
$100,000 - $149,999	19	4.5%	37	7.7%
$150,000 - $199,999	0	0.0%	6	1.3%
$200,000 - $249,999	4	0.9%	9	1.9%
$250,000 - $499,999	3	0.7%	7	1.5%
$500,000 +	1	0.2%	5	1.0%
Median HH Income	$38,882		$44,488	
Average HH Income	$49,016		$65,805	

Source: ESRI/Vierbicher Associates, Inc.

Table 16 shows that households in this age group will increase from 422 households in 2004 to 480 households in 2009, with a majority of the population concentrated in the annual income ranges from $15,000 to $74,999. Opportunities in the redevelopment area may include senior-oriented housing along the Yahara River and close to Main St. to provide easy access to shopping and social opportunities.

Householders Older Than 75 Years of Age

Households in this age group generally fall into the 'passive senior' category. Individuals in these households tend to be less mobile and require assisted living environments or nursing care facilities. These types of facilities may be suitable within the railroad corridor area near the Yahara River or close to Main St. It is unlikely this age cohort would be interested in locations close to the rail corridor itself due to the train traffic.

Table 17: '75+	2004		2009	
HH Income Base	592	100.0%	618	100.0%
<$15,000	188	31.8%	168	27.2%
$15,000 - $24,999	178	30.1%	157	25.4%
$25,000 - $34,999	29	4.9%	32	5.2%
$35,000 - $49,999	93	15.7%	80	12.9%
$50,000 - $74,999	61	10.3%	80	12.9%
$75,000 - $99,999	24	4.1%	36	5.8%
$100,000 - $149,999	11	1.9%	26	4.2%
$150,000 - $199,999	3	0.5%	26	4.2%
$200,000 - $249,999	2	0.3%	7	1.1%
$250,000 - $499,999	3	0.5%	5	0.8%
$500,000 +	0	0.0%	1	0.2%
Median HH Income	$19,719		$23,467	
Average HH Income	$31,667		$46,657	

Source: ESRI/Vierbicher Associates, Inc.

Table 17 shows a nominal increase in this age group between 2004 and 2009, which suggests that housing redevelopment opportunities targeted toward this age group should be avoided.

Railroad Corridor Housing Opportunities

Table 18 shows a matrix of householders by age and the number of projected new households by 2009 that are potential candidates for the variety of housing types and pricing shown on the top column.

Table 18: Railroad Corridor Redevelopment Area Housing Opportunities

Targeted Market Segment		Tenure		Unit Type Preference						Pricing		
Interested in housing within the Railroad Corridor Redevelopment area (#) = projected number of new households in the City of Stoughton from 2004 to 2009		Own in 2000	Rent in 2000	Upper Floor	Town house	Single - Family Home	Live - Work Unit	Condominiums	Loft	Upscale	Moderate	Affordable
Householders less than 24 years old	(25)	13.6%	86.4%	X	X		X	X	X		X	X
Householders 25-34 years old	(62)	54.7%	45.3%	X	X		X	X	X	X	X	
Householders 35-44 years old	(-102)	72.5%	27.5%	X	X	X	X	X		X	X	
Householders 45-54 years old	(209)	73.6%	26.4%		X	X				X	X	
Householders 55-64 years old	(217)	73.0%	26.0%		X	X		X		X	X	
Householders 65-74 years old	(58)	69.9%	30.1%		X						X	X
Householders 75+ years old	(26)	61.6%	38.4%		X						X	X

Source: Vierbicher Associates, Inc.

Based on the information shown above, it appears that town homes and condominiums are the two housing types that reach the largest number of age groups and potential new households. Potential also exists for the redevelopment of existing homes in the area by new householders in the 29-34, 45-54 and 55-64 year age ranges. Due to the unique topography, existing natural amenities such as the Yahara River, and proximity to Main St., this area shows significant potential for revitalization and additional housing opportunities.

STAKEHOLDER INTERVIEWS

Separate interviews were conducted with sixteen community members. Some of the interviewees were also members of the steering committee, but a number of the interviews were conducted with individuals who own property or have an interest in redevelopment within the area. Interviews were conducted by phone, and lasted for approximately twenty minutes each. The following is a list of questions asked to each person interviewed, and some of the common responses given by the interviewees.

1. How would you characterize existing conditions in the area? How do you feel about it?

In describing the existing conditions in the area, the most common response provided by interviewees used words such as tired, well-worn, run down, dilapidated, older, blighted, and in need of upgrading. The general consensus appears to be that the area is in need of redevelopment, and many interviewees indicated that in spite of the existing conditions the area has significant potential for redevelopment.

2. What do you think the potential is for the Area? In the best of all worlds, what could the Area become?

Virtually all of those interviewed indicated that they saw potential for the area. However, interviewees did differ in terms of the extent and type of redevelopment they though could occur. Many of the interviewees indicated that the area has potential for further housing along the Yahara River and the rail corridor. Interviewees also indicated they saw potential for additional commercial opportunities in redeveloped properties along Main St. Some of the interviewees had very specific visions for the area, including an arts district with live-work units for artists located along the railroad corridor. Other specific ideas included additional restaurants along Main St., in-fill residential housing along the Yahara River, and the reuse of the Highway Trailer Building for condominiums.

Many interviewees also talked about the potential for a river trail along the Yahara River between 4th Street and Dunkirk Ave. that could connect to the existing trail system north of the planning area with a link along the railroad corridor. Many interviewees also indicated that the area along the Yahara River between 4th St. and Dunkirk Ave. holds potential to be an attractive area for additional housing if the heavy industrial uses were relocated.

Some interviewees also identified the active railroad corridor as an amenity that holds future potential if commuter rail becomes a more viable mode of transportation. Interviewees suggested that the area would be an ideal location for a train depot. However, all of those interviewed who identified this issue recognized that developing commuter rail will take a significant period of time.

3. What do you feel the strengths of the area are? What is the downside to the area?

Strengths identified by the interviewees included the area's proximity to the Yahara River and downtown. Interviewees also identified the area's unique topography as a strength, and suggested that the changes in elevation and other physical characteristics of the area made it an aesthetically attractive location in the community. Those interviewed also identified the historic buildings along the railroad corridor and Main St. as key strengths for the area.

Weaknesses identified by interviewees included the apparent lack of investment in the existing housing stock, and the truck traffic that is required to run through the neighborhoods to service industries along the river. Some interviewees also raised questions regarding large retail development on the west side of the community and its impact on redevelopment in the planning area. Additionally, the overall lack of access to the river was another key weakness as many of the interviewees consider the river to be an important feature that is currently not utilized to its full potential.

Another key weakness identified by many of those interviewed involves the mix of land-uses in the planning area. Many of the interviewees indicated that redevelopment will be a challenge with the current mix of uses, and raised concerns regarding housing in such close proximity to heavy industrial uses and vice versa. Interviewees also thought that the lack of screening between the heavy industrial uses and housing is a weakness.

4. What obstacles do you believe are preventing the Area from realizing this potential?

A few key items were identified by interviewees as obstacles preventing the area from realizing its potential. The most common obstacle people identified was the relative lack of an overall vision and plan for the area. Interviewees indicated that it would be a challenge to convince property owners or developers to make investments in the area without an established plan of action serving as a road map for future development. On a similar note, a number of those interviewed indicated that it would be important for City officials to facilitate development by supporting a common vision, providing flexibility in zoning designations, and developing public/private partnership mechanisms to facilitate redevelopment activities.

Other obstacles identified were a lack of investment capitol, the need for additional parking to ensure customers have a place to park while shopping, and concerns with the costs associated with site preparation before development or redevelopment can occur.

Another obstacle identified by many of those interviewed involves the mix of property uses within the redevelopment area, and in particular along the Yahara River. A number of individuals indicated that it would be difficult to simulate housing redevelopment in such close proximity to heavy industrial uses and vice versa. Some interviewees even stated that unless the land-use along the Yahara River was changed, chances for redevelopment would be minimal.

5. What resources (people, organizations, time, money, skills) do you feel are necessary to achieve this?

In terms of resources, the most common response from interviewees involved the perceived need for the City of Stoughton to take a leadership role in fostering an environment conducive to redevelopment in the area. One interviewee stated that 'landowners will look to the city for leadership, and will make the required investments if they see the community committed to a common vision'. This perspective was echoed by most, but not all, of those interviewed. Other comments regarding City involvement included the need to 'create a buzz' in the community revolving around redeveloping the area and continuing City involvement after the planning process is complete.

Other resources interviewees identified as necessary for the area to realize its potential included the need for investment capitol, the need to extend downtown improvements to the east along Main Street, and publicizing loan and grant opportunities associated with redevelopment. One interviewee also suggested using the Habitat for humanity model to improve the housing stock in the area.

6. How does the Area relate to other areas in the community such as Downtown and Mandt Park?

Virtually all of those interviewed thought that the redevelopment area relates well to downtown due to its close proximity. Interviewees also indicated that the ability to walk to downtown from the area was an advantage to residents in the redevelopment area and downtown business owners. Many also indicated that the part of the redevelopment area along Main St. needs to be perceived as a part of downtown.

Regarding Mandt Park, most of those interviewed indicated that they did not see a connection between the redevelopment area and the park. Some of those interviewed suggested that a pedestrian bridge connection to the park would be ideal, but would likely require altering land uses along the north bank of the Yahara River.

Interviewees who own property in the area were also asked if they had plans for their property, and whether the City could be of assistance in achieving those future plans. Virtually all of the property owners interviewed indicated that they either had future plans for their property or were prepared to sell their property for redevelopment purposes. A number of the owners also indicated that the city can play a critical role in their future redevelopment plans by establishing a common vision for the railroad corridor area, and assisting property owners in implementing the plan through developing public/private mechanisms to stimulate redevelopment activities.

2020 Update
From charrette, downtown planning interviews, other?

S.W.O.T. ANALYSIS

2020 Update
Revise to incorporate analysis of comments from charrette and downtown planning

Vierbicher Associates Inc. and the Railroad Corridor Redevelopment Committee conducted a Strengths, Weaknesses, Opportunities, and Threats (S.W.O.T.) assessment of the redevelopment area. Four separate assessments were conducted to analyze issues associated with the Main St. Corridor, the Railroad Corridor, the River Corridor, and Existing Housing in the area.

While each of the four areas assessed maintain their own unique set of strengths, weaknesses, opportunities and threats, some common themes can be identified throughout the assessments. In terms of strengths, the area's natural amenities and unique topography were identified as strengths in all four assessments. Additionally, the area's proximity to downtown, the success of previous redevelopment efforts in the downtown area, and current redevelopment activities in the area were all common strengths. The relatively large parcels under single ownership that are suitable for redevelopment is another key strength, as this eliminates the need to assemble various properties to establish a parcel suitable for redevelopment purposes.

As far as weaknesses were concerned, the most common weakness identified appears to involve people's perception of the area. The redevelopment area is not considered a part of downtown, in spite of the fact that the northern part of the redevelopment area is along Main St. Previous land uses along the corridor also create a perceived risk for redevelopment. This could be addressed through an environmental assessment of properties suitable for redevelopment, and would allow potential developers to understand any environmental risks that may exist in the area.

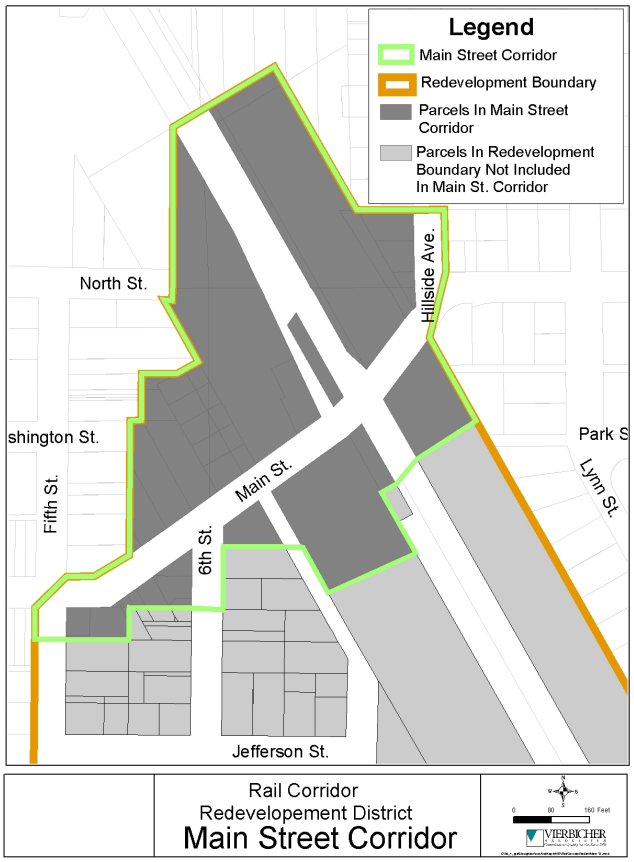
Perhaps the most common theme that came out of the opportunities assessment was the potential to develop a bike and pedestrian corridor along the Yahara River and through the Railroad corridor that would connect to the Yahara River Trail north of the redevelopment area. This was seen as an opportunity that would take advantage of the river as a natural amenity and would further utilize the

railroad corridor to connect the Yahara River in the southern part of the redevelopment area to existing trails north of the area.

Another key opportunity theme involves the potential for redevelopment. All four of the assessments identified prospective areas suitable for redevelopment activities, and none of the prospects were in conflict.

Threats identified in the area were minimal, and the few that were identified can be effectively addressed through the implementation of the redevelopment plan. Below is a summary of each of the S.W.O.T. analyses performed by the Railroad Corridor Redevelopment Steering Committee with maps showing each of the respective areas.

Main St. Corridor



Strengths:

- Downtown revitalization efforts to the west of the project area have been successful
- Redevelopment in the area already has momentum (Tobacco Junction, Laz Bristo, Rail Depot, etc.)
- Properties along the corridor are suitable for redevelopment and some are available for purchase
- Area maintains aesthetic character and charm
- Certain parcels in the area have irregular shapes and unique topography

Weaknesses:

- This section of Main St. is not perceived to be part of downtown
- Stormwater retention issues were identified in the infrastructure analysis near RR tracks
- Past uses (fuel, lumber, rail, manufacturing) create stigma and perceived risk for redevelopment
- Any Street reconstruction or improvements will require relocating traffic from Main St.

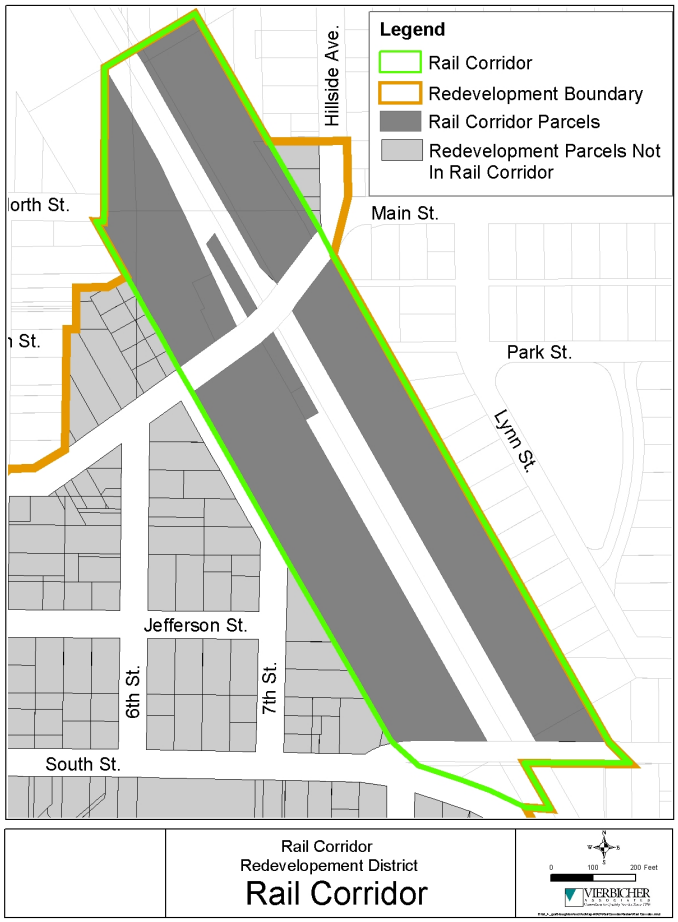
Opportunities:

- Properties are suitable for redevelopment, and many owners have envisioned redevelopment or selling property for redevelopment
- City has demonstrated success in establishing public/private partnerships along Main St.
- Existing historic structures are unique in character

Threats:

- Challenges to downtown from commercial and retail growth on the west side of the community – there is a finite amount of consumer spending in the City of Stoughton's trade area

Rail Corridor



Strengths:

- Large parcels with few owners are potentially available and suitable for housing and commercial development
- Rail corridor connects the Yahara River in the southern part of the redevelopment area to trails and natural areas on the north side of downtown

Weaknesses:

- Train traffic occasionally disrupts car and pedestrian traffic near downtown
- Noise from train traffic can be disruptive for some
- Parcels along the corridor are somewhat narrow and awkwardly configured
- Parcels along the corridor have limited access

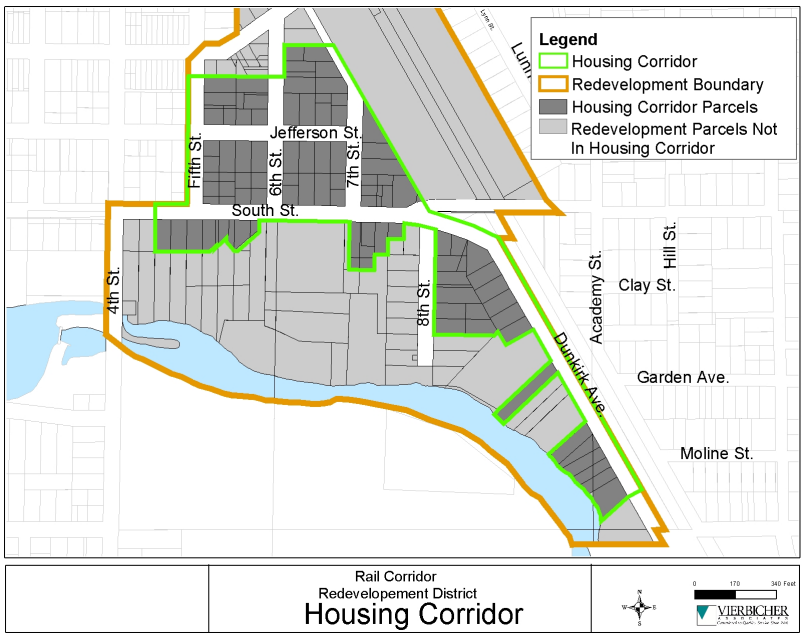
Opportunities:

- Commuter rail to Madison, and potentially to Milwaukee and Chicago, create opportunities for transit oriented development
- Trail in the existing right-of-way could connect the Yahara River to the south to existing trails, natural areas and school on the north side of downtown
- Parcels along the corridor are suitable for housing and commercial development

Threats:

- Potential for increased train traffic will reduce auto and pedestrian access to downtown from the east side of the City

Existing Residential



Strengths

- Natural amenities such as the river and Mandt Park make the area attractive for housing
- Proximity to downtown makes shopping and social options convenient
- Neighborhood is walkable, with unique topography and street configuration
- Older structures in the area retain character and are attractive to certain household demographics

Weaknesses:

- Many of the homes in the area are blighted and in need of repair
- Older housing stock continues to deteriorate
- Inconsistent land-uses result in housing adjacent to heavy industrial uses and outdoor storage with limited screening

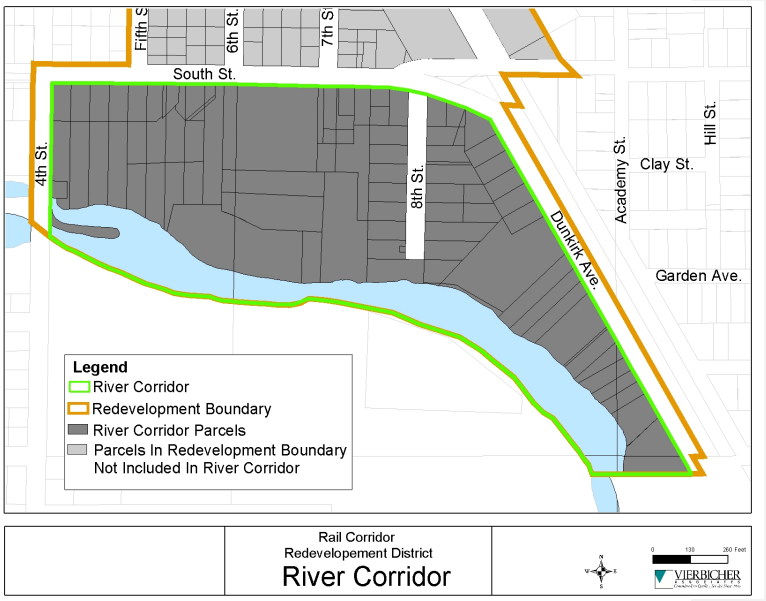
Opportunities:

- Assets within the neighborhood present opportunities for investment in existing housing stock
- Increasing housing stock through conversion of certain buildings and parcels can increase tax base with minimal infrastructure improvements
- Proximity to downtown and the river make the area an attractive location for housing

Threats:

- Housing stock in the area may continue to deteriorate without investment
- Environmental issues may exist in certain parts of the redevelopment area
- Rise in interest rates could dampen new interest in housing

River Corridor



Strengths

- τ River is a natural amenity that draws people
- τ River corridor connects to existing trails, downtown, natural areas and to Lake Kegonsa State Park to the west and the Rock River and rural areas to the east
- τ Corridor provides means for active and passive recreation, and serves as a natural wildlife corridor
- τ River does not have a significant flood plain where it flows through the redevelopment area
- τ Large Parcels owned by single parties exist along the River

Weaknesses

- τ Existing structures and land-uses along the river limit pedestrian access and the advantages of the river
- τ The River and Existing land-uses serve as a barrier preventing access to Mandt Park
- τ No existing corridor along the river
- τ Current land uses do not utilize the river as a natural amenity

Opportunities:

- τ River walkway could connect the river corridor in the redevelopment area to the Yahara River Trail
- τ Pedestrian Bridge could connect the area with Mandt Park, providing pedestrian access between the park and downtown
- τ Canoe launch could increase community's use of the river
- τ Land uses that take advantage of the river as a natural asset can result in higher property values
- τ Potential exists to expand central city park space

Threats:

- τ Environmental issues may exist along the corridor
- τ Views along the corridor include the wastewater treatment plant
- τ Incompatible land uses lower property values
- τ Dam removal could change character of the river

SITE ANALYSIS

The Redevelopment Plan for the Railroad Corridor seeks to take advantage of existing natural amenities and the area's close proximity to downtown, as well as utilizing creative planning to overcome the challenges offered by the area. Although there are numerous blighted structures, there appears to be potential for redevelopment activities to improve the physical characteristics and increase the quality of existing housing stock and commercial properties within the planning area.

The Yahara River also offers a natural feature that is currently underutilized. Heavy industrial uses on the north side of the river make access difficult, although there is a connection to the area on 8th Street. The City of Stoughton's Land Use Map proposes mixed-use development along the north side of the Yahara River, which appears to be more consistent with the site's natural features and proximity to downtown than the current heavy industrial uses. The rather diverse array of property uses within the redevelopment area creates challenges; particularly where heavy industrial uses abut residential uses. Additionally, there appears to be little screening between the residential uses and the heavy industrial uses in spite of Zoning Ordinance requirements for I-2 Heavy Industrial Zoned properties that abut residential uses.

Another key feature to the redevelopment area is the Railroad itself. The corridor is undeveloped on the west side and there appears to be potential to use this area to connect existing bike and pedestrian trails in the City of Stoughton. The Northeast, Southeast and East Planned Neighborhoods shown on the City's draft Comprehensive Plan Land Use Map would benefit from a corridor that would eventually connect the neighborhoods to the downtown. It is important to note that the rail line is an active railroad corridor, and will likely remain so in the future. Thus, any redevelopment activities along the railroad will have to take into account train traffic and the fifty foot right of way strips on each side of the rail owned by the Department of Transportation.

Main Street on the northern border of the planning area is another key feature to be considered throughout the planning study. Recent redevelopment activities in downtown Stoughton have made the area an attractive destination with a diverse array of activities, storefronts, buildings, and people. It would be ideal to promote redevelopment activities throughout the Railroad Corridor Planning Area that take advantage of this space, as well as ensuring that the redevelopment of parcels along Main Street creates a natural extension of Main Street itself. The vacant gas station and the gravel parking lot on the north side of Main Street disrupt the continuity of Main Street, and create a lack of connectivity between structures east of the railroad tracks and downtown.

Our analysis suggests that this area of the community is best suited for housing redevelopment with commercial redevelopment along Main St. and possibly along South St. between 4th St. and 8th St. The existing infrastructure is capable of accommodating additional housing, and the natural features the area provides, combined with its proximity to downtown create amenities that are ideal for the housing market. Existing heavy industrial uses in the redevelopment area should be transitioned out to make room for additional housing opportunities. This may require some creative planning and City involvement in terms of relocating some of the heavy industry to a more suitable location. However, the costs associated with assisting in the relocation of industry in the planning area will likely be less than the increased property values and corresponding tax revenues generated by using the property in the area for additional housing. Additional housing within the redevelopment are also has the added benefit of addressing the lack of housing supply identified in the Housing Market

Analysis section. Therefore, the Redevelopment Plan will focus on transitioning out current heavy industrial uses to be replaced with residential uses.

2020 Update
New information
Add Riverfront Site Analysis
Add East Main Street Site Analysis

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REDEVELOPMENT PLAN

2020 Update
Revise existing goals with 2020 update for each
Add subsections for Riverfront Redevelopment goals and East Main redevelopment goals

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The redevelopment plan is constructed in an 'action plan format' that lays out a series of broader goals developed by the Steering Committee to improve conditions in the redevelopment area. Strategies are then attached to each goal to define the specific approach necessary to achieve the required results. Each strategy also contains a set of objectives, which serve as specific implementation mechanisms with measurable outcomes. An Action Plan Matrix is included as Table 2 and is designed to serve as a reference guide for the redevelopment plan. This will allow those involved in implementing the plan an effective way to organize, track, and measure the effectiveness of implementation efforts.

In general, plans exhibit their value through the implementation process. A community can develop the best possible plan but still garner poor results due to failure to develop the necessary implementation mechanisms and leadership to see the plan through. The action plan format is designed to address this by reducing each of the broader goals to a series of strategies and measurable objectives that can be accomplished within a specific timetable by identified parties who will take ownership over achieving each goal. This format should result in a redevelopment effort that is fully understood and supported by the parties involved, and allows each party to implement required actions accordingly.

Coordinate Redevelopment Efforts

This goal is designed to identify the parties responsible for coordinating redevelopment efforts and implementing the redevelopment plan. The Railroad Corridor Redevelopment Steering Committee was established to assist in creating the redevelopment plan, and should be maintained to ensure the plan is implemented. The Committee should continue to meet on a regular basis to organize and track redevelopment efforts and coordinate the actions required for implementation. This leadership will be an essential ingredient in the plans success.

Additional coordination will be required with property owners in the redevelopment area, and the Steering Committee can serve as a source of information for interested property owners. The City Plan Commission and the City Council will also play a significant role in the redevelopment process, and the Steering Committee can serve as a source of information for these citizen bodies. By maintaining its involvement in the redevelopment process, the Steering Committee can serve as the

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established party responsible for overseeing redevelopment and maintaining the required momentum to see the process through.

Establishing a Community Development Authority (CDA) or Redevelopment Authority (RDA) to serve as the coordinating agency may have additional benefits for the Redevelopment Area. A CDA and an RDA have similar structures and powers. The primary difference is that a CDA

includes all the powers given to Housing Authorities. If a municipality already has a Housing Authority and wants to keep it as a separate organization, then it would create an RDA. If a single organization is desired, the Housing Authority would then be dissolved and a CDA would be created.

A CDA is created by the municipal government as a separate organization with its own governing body. Only two members of the seven-member board can be local government representatives. The purpose of the organization is to prevent and eliminate blighted areas within the local government jurisdiction. It has the power to condemn property, buy and sell real estate, issue bonds, and enter into contracts, among other powers.

A CDA or RDA are authorized by Sections 66.1333 (Redevelopment Authorities) and 66.1335 (Community Development Authorities) of the Wisconsin State Statutes. It is established by resolution or ordinance of the local governing body, and governed by a seven (7) member commission. In order to exercise the power of a CDA, a redevelopment district is established and a redevelopment plan is prepared. The Railroad Corridor Redevelopment Plan could serve as the plan for redevelopment that guides CDA/RDA actions. Information on CDA/RDAs is provided as Attachment 1.

Facilitate Redevelopment of Blighted Properties in the Redevelopment Area

As indicated in the existing conditions report, a number of properties located in the redevelopment area are blighted. The most effective tool cities in Wisconsin have to address blighted conditions is Tax Incremental Financing, and a Mixed-use or Blight Elimination Tax Incremental District (TID) is warranted to facilitate redevelopment in the planning area. By developing a TID, the City will position itself to partner with existing property owners and foster redevelopment of the existing housing stock and other parcels suitable for commercial and residential redevelopment.

Establishing a TID can help the City undertake public projects to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values that result from development and redevelopment pay for land acquisition, needed public works, and public/private partnership mechanisms designed to stimulate redevelopment. A TID also has the added value of tracking the financial feasibility of specific projects and the entire redevelopment process as a whole.

Since the city is the only entity capable of establishing a TID, the plan calls for the City Council to consider authorizing the creation of a Tax Incremental Finance District with boundaries similar to the redevelopment area. Final boundaries for the TID would be determined by the City Council based on an analysis of a variety of factors. Depending on the type of TID created for the redevelopment area, the life of the District should be no more than 27 years and may be terminated early if redevelopment efforts reach a successful conclusion.

Establish Public/Private Partnership Mechanisms to Foster Redevelopment

With a Tax Incremental District in place, the City will be in a position to establish a series of public/private mechanisms to foster redevelopment. For example, the City can use grant monies to establish a Home Improvement Grant or Loan Program similar to the successful Façade Improvement Program used to improve buildings in downtown.

Development Agreements are another example of the type of public/private mechanisms required to facilitate redevelopment. A Development Agreement allows the City to partner with a property owner in the TID to provide funding for projects that would otherwise not occur without assistance. Redevelopment projects in general can be more expensive than green field developments in that additional expenses may be involved with clearing dilapidated structures, addressing environmental remediation concerns, and preparing properties for redevelopment. Development Agreements can be utilized on an as needed basis to provide the required funding to make the development feasible.

Other public/private partnership mechanisms can include marketing redevelopment and adaptive reuse opportunities in the planning area, and providing the critical public support to implement the redevelopment plan. The timeline for these activities is difficult to establish as it depends a great deal on the private sector's interest in properties in the area. With Public/Private mechanisms in place, however, the City will be prepared to participate in beneficial redevelopment activities when they become available versus reacting to situations as the arise.

Eliminate Stigmas and Negative Perceptions Associated With the Area

A vast majority of the stakeholder interviewed during this process indicated that the redevelopment area is perceived in a negative manner. Some interviewees went so far as to say that they avoid this area while giving people tours of the community. Interviews also suggested that the redevelopment area along Main St. is not considered a part of downtown, and stigmas relating to past industrial uses of many properties are prevalent. While this may not necessarily be an accurate reflection of reality, how people perceive the area will play an important role in its redevelopment. Therefore, eliminating the stigmas and negative perceptions associated with the redevelopment area are paramount.

A strategy for implementing a change in perception involves improving conditions along Main Street within the redevelopment area to create the perception that it is a part of the downtown. A streetscape plan consistent with the streetscape along the rest of Main St. should be implemented, and existing property owners should work to make existing building improvements or to facilitate redevelopment of underutilized and vacant parcels.

Past property uses in portions of the redevelopment area have been industrial in nature, which can raise concerns with developers considering alternative uses for the property. Eliminating stigmas associated with these past uses will be critical. Existing property owners should assess their property conditions and work to address any environmental concerns located on their property. In general, a Phase 1 environmental study can be an effective tool to identify any concerns that may need to be addressed, and there are a number of public sector programs designed to assist in funding remediation efforts if any are required. By fully understanding property conditions and addressing any environmental concerns, property owners will be in a much stronger position to develop property or sell property for redevelopment.

Increase the Number of Housing Units Available in the Redevelopment Area

The combination of the area's unique topography and proximity to downtown and the Yahara River make the redevelopment area an attractive location for additional housing units. Developers have already indicated an interest in redeveloping the Highway Trailer building to create condominium units, and other areas are also attractive locations for housing projects. Existing infrastructure in the redevelopment area is sufficient to service additional housing units, which means that new housing and its corresponding property value can be created without a significant investment in new infrastructure.

A strategy for increasing the number of housing units in the area involves identifying existing buildings and parcels suitable for adaptive reuse and additional housing projects. Once these areas are identified, marketing materials can be developed to provide information to parties interested in redevelopment projects. Another key component will be evaluating the role of public incentives through the TID to facilitate additional housing. Development Agreements will likely be required to assist in projects that increase the number of housing units in the redevelopment area.

Another strategy proposed to accomplish this goal is the development of public amenities designed to attract development and new housing stock. This is addressed more specifically below, and involves using the Railroad corridor and the Yahara River corridor as amenities that make the planning area more attractive for new and existing residents.

Replace Heavy Industrial uses with Additional Residential, Commercial, and Parks & Open Space Uses

One of the largest challenges posed by the redevelopment area involves the incompatibility of current land-uses. Heavy industrial uses are located directly adjacent to residential uses, creating unfavorable conditions for both types of users. For industrial users the truck traffic bringing goods to and from the facility can be a challenge, while residents in the area are subjected to manufacturing noise and unattractive views due to the lack of screening between properties. The redevelopment plan calls for a gradual phasing out of some of the heavy industrial uses in the planning area to be replaced with residential, some commercial, and parks & open space uses.

Strategies for achieving this goal will involve assessing the current heavy industrial uses and identifying alternative locations in the community for these types of uses. Objectives will include working with existing heavy industrial users and property owners to identify their current and future space needs, and developing opportunities for relocation that are beneficial to the industry from a long-term financial perspective and meet the goals identified for the redevelopment area. Some of the industrial uses may require relocation that may be funded partially through the use of Tax Incremental Financing. However, there are also a number of large parcels currently zoned heavy industrial that will require no relocation and will simply require rezoning to accommodate new property uses.

Another key strategy will involve developing a parks & open space plan that takes advantage of the Yahara River as a natural feature. Parks & open spaces, particularly along the river between 4th Street and Dunkirk Ave., will result in an environment more suitable for housing than the current uses that act as a barrier preventing access to the river. In the past, locating heavy industrial uses

near a river was essential to provide power and move goods. As the nature of industry has changed it is no longer necessary for heavy industrial uses to be located near rivers, nor is heavy industrial the best and highest use of the property. By developing a parks & open space plan that takes advantage of the river as a natural feature, property values in the area will increase and the community will be able to take advantage of this natural asset. This is addressed more specifically in the next goal, but the plan should provide sufficient detail, include cost estimates, and identify viable sources of funding for plan implementation.

Utilize the Yahara River as a Natural Feature and Amenity

River way corridors provide a variety of amenities, such as attractive views, open space preservation, and convenient recreation opportunities that are valuable asset for a community and its residents. This can be reflected in increased real property values and increased marketability for property located near the river and its corresponding open space. Developers also recognize these values and incorporate open space into planning, design, and marketing new and redeveloped properties. Natural open space and trails are prime attractions for potential home buyers as well. Recent research shows that home buyers rate natural open space as either "essential" or "very important" in their decision to purchase a home. Walking and bicycling paths also ranked high as amenities that impact people's purchasing decisions.

Developing a bike/pedestrian corridor and corresponding green space along the Yahara River between 4th Street and Dunkirk Ave. is a goal established by the Steering Committee that will create a valuable public amenity and increase property values in the redevelopment area. An increase in property values generally results in increased property tax revenues for local governments. Many arguments made for park and open space investment claim these acquisitions pay for themselves in a short period of time, due in part to increased property tax revenues from higher values of nearby property.

Providing access to the river also presents the opportunity to develop a pedestrian bridge across the Yahara River near 8th Street to provide a connection to Mandt Park. A canoe launch may also be established where 8th Street meets the river to improve river access and use. These public amenities can stimulate additional housing redevelopment, resulting in higher overall property values in the planning area and increased tax revenues for the community. This additional planning will require an amendment to the City's parks & Open Spaces Plan in order for these activities to be eligible for State and Federal parks and open spaces funding.

Utilize the Railroad Corridor and the River Corridor to Connect to the Existing Trail System

This goal seeks to utilize the existing railroad corridor and the proposed river corridor to connect to the existing trail system located north of the planning area. The existing trail begins on the north side of downtown and runs along the railroad corridor near N. Division St. to the city's business park. Extending this trail will provide additional bike/pedestrian recreational opportunities and enhance the value of property located adjacent to the railroad corridor within the planning area. Connecting these trails will also provide those living in the redevelopment area convenient pedestrian access to the east side of downtown, and increase foot traffic for businesses located in the area.

The identified strategies and corresponding objectives for this goal involve planning for the development of the railroad and river corridor trails, and amending the City's Trails Plan to reflect these additional trails. By amending the City's Trail Plan, the City can qualify for State and Federal funding sources to offset some of the costs associated with developing the new corridor trails. The State Stewardship Fund managed by the WI Department of Natural Resources, for example, can provide up to 50% of the costs associated with land acquisition and bike/pedestrian trail development.

Increase Commercial Activity along Main St.

Both the Steering Committee and many of those interviewed provided the opinion that the portion of the redevelopment area along Main Street needs to be considered a part of downtown in order for new and existing businesses to be successful. As a result, the Committee identified a need to increase commercial activity along Main Street within the planning area as an important goal to address this misperception. Strategies tied to this goal include extending streetscape improvements that have occurred throughout downtown along Main St. in the planning area. This will serve to visually connect this part of Main St. with the rest of downtown.

An additional strategy will involve redeveloping vacant and underutilized parcels such as the vacant parcel on the east side of Main St. near 6th St. to create additional space for commercial activity in the redevelopment area. Some momentum has already been established with a number of recent projects in the area, although there are a number of vacant parcels where redevelopment will enhance the area's appearance.

Conclusion

Achieving the goals indicated above by implementing the corresponding strategies and objectives will require a significant amount of cooperation between the City of Stoughton and property owners within the planning area. We hope the redevelopment plan achieves the necessary support from these parties and results in a series of incremental changes that accomplish the vision established by the Steering Committee over time.

REDEVELOPMENT PLAN IMPLEMENTATION / FINANCIAL ANALYSIS

2020 Update
Update with Riverfront implementation plan
Update with East Main implementation plan

While the Goals, Objectives and Strategies described above provide the foundation for a viable redevelopment strategy, more specific information is required to better understand the financial implications of implementing the proposed redevelopment strategy. To accomplish this, redevelopment activities have been identified by location and type as shown on Map 5. The following is a listing of parcels that may be suitable for redevelopment and the type of development that may take place.

1. Parcel # 472534 – Current Value $173,200
   Building renovation potential – façade improvement potential

2. Parcel # 80906 – Current Value $329,400
   Building renovation potential – façade improvement potential

3. Parcel #81101 – Current Value $213,100
   Building renovation potential – façade improvement potential

4. Parcel # 81012 – Current Value $211,600
   Building renovation potential – façade improvement potential

5. Parcel # 37230 – Current Value $175,900
   Building renovation potential – façade improvement potential

6. Parcel # 37132 – Current Value $100,700
   Building renovation potential – façade improvement potential – Parcel assembly potential

7. Parcels # 36900 & 36802 – Current Value $99,200 & $300 respectively
   Development potential

8. Parcel # 03936 – Stoughton Trailers property with commercial use building along Main St. Parcel could be divided to allow for continued heavy industrial use along the rail corridor and commercial uses along Main St.

9. Parcel # 83207 – Stoughton Trailers property with existing commercial building along Main St. and vacant space along the rail corridor. This parcel could be divided to allow for continued commercial uses along Main St. with the rest of the property to be developed for mixed uses.

10. Parcels #12015 & 12012 – Current Value $115,700 & 108,000 respectively.
    Building is current vacant and used for storage. Development potential for commercial uses.

11. Parcel # 38631 – Current Value $98,100

Potential for building expansion on vacant property to the west.

12. Parcel # 37418 – Current Value $26,100
    Parcel is adjacent to large assembled parcel, but is currently in use.

13. Parcel #37623, #37730, #37847, #37945, #38051, #38159, #38373, #38588
    Current Value of all parcels - $567,100
    Parcels are available for sale, and possess redevelopment potential. Existing housing is blighted. Close proximity to City Hall and to the rest of downtown make this parcel an important element to maintain continuity along Main St. and exhibit potential for municipal use.

14. Parcel #44624 – City-owned property. Wheel house adjacent to the river is available for redevelopment.

15. Parcel #65227 – Current Value $69,100
    Highway Trailer Building available for redevelopment

16. Parcel #43198, #43287, #65229, #67672, #67136, #66646
    Current Value $1,163,100
    Holley Moulding/Mill-Fab property. Any redevelopment of these parcels would require business relocation. Costs associated with relocation will likely include existing property acquisition, alternative site property acquisition, and relocation expenses.

17. Parcel #61106, #65138, #99601 – Current Value $521,500, $24,500, $71,500
    Former Stoughton Trailers parcels suitable for housing redevelopment. Existing building located on Parcel # 61106 may be suitable for adaptive reuse.

18. Existing Housing – Current Value of all existing housing in the redevelopment area is $8,306,500. Home improvement funds could increase the quality and value of housing stock in the area.

19. Main St. Streetscape Improvements – Purpose would be to establish continuity and alter the perception that the planning area is not a part of Main St. Constraints include electrical wires running throughout the planning area, the rail corridor, and the topography.

20. River Corridor Greenway and Bike & Pedestrian Trail

21. Pedestrian Bridge access to Mandt Park at 8th St.

Based on 2004 property tax data collected from the City of Stoughton, the current value of land in the planning area is $3,240,000. Improvements in the area are currently valued at $12, 181,600 for a total property plus improvement value of $15,421,500. Considering that conditions in the area show blighting and some parcels are vacant, there is potential to significantly increase property values and corresponding tax revenues to the City by eliminating blight and promoting infill development on vacant parcels.

Sources of Financing Redevelopment

Financing redevelopment projects can be prohibitive for the private sector due to a variety of cost barriers. Environmental remediation to prepare a site for development, and the elimination or rehabilitation of existing structures are two examples of the types of additional costs that make redevelopment financially challenging. However, the financial barriers to redevelopment are the same barriers that perpetuate blighted conditions and further reduce property values, creating an even more challenging redevelopment environment in the future. In order to make redevelopment feasible from a cost perspective, it is important for the City to position itself to partner with the private sector by providing financial tools that make redevelopment financially feasible.

Tax Increment Financing

The State of Wisconsin has addressed this issue by empowering communities to create Tax Increment Finance Districts to promote the redevelopment of underutilized, obsolete, or blighted areas. In order to create a TIF district, the City must determine that the expected development would not occur without the establishment of the district. After that is determined, a boundary must be established within which costs are incurred and new tax base is created. The area inside of this boundary is known as the Tax Increment District (TID).

After setting up the district boundaries, the City must then identify the potential costs that are needed to make new development feasible within the district. There are a variety of eligible project costs associated with the creation of a TIF district. Any costs related directly to establishing or improving a TID are eligible, while improvements outside of the TID can only be eligible if they service the property within the district. Examples of eligible project costs include financing, infrastructure development, real property assembly, professional services, and costs outlined in the project plan.

Property taxes are comprised of taxes collected by the local unit of government, the county, the Technical College District and the State of Wisconsin. When a Tax Increment District is created, a 'base value' is established by determining the current value of real property located in the District. The overlying taxing entities continue to collect their portion of property taxes on the 'base value'. As property values in the District increase as a result of new development, redevelopment or inflation, the additional value is captured by the Tax Increment District. This additional value is called the 'tax increment' and can be used to fund project costs over the life of the Tax Increment District. Once the District is terminated, all of the overlying taxing entities begin to receive property taxes on the full value of property in the former District and benefit from the additional tax base created as a result of the redevelopment facilitated through the Tax Increment District.

Creating a Tax Increment District for the Railroad Corridor Redevelopment Area can provide funds to assist with the costs associated with redevelopment projects, and may also be applied toward funding public improvements such as the proposed bike/pedestrian trail and the pedestrian bridge. The City of Stoughton is in the process of developing a policy to guide the use of Tax Increment Financing in the community, and the policy will have an impact on how this tool is used in the redevelopment area.

Grant Funding

The City of Stoughton maintains a Façade Improvement Program for the downtown area.

Businesses located in the redevelopment area along Main St. would be eligible to apply for funding. The program provides up to $5,000 in matching grant funding for approved façade improvements. Interested property owners should contact John Neal at City Hall for additional information.

Additional grant awards from Foundations, State and Federal sources can also be applied to certain proposed projects within the area. Three programs that may be of particular interest include the WI Department of Natural Resources State Stewardship Fund, Site Assessment Grant program managed by the WI DNR, and the Brownfields Economic Development Initiative Grant funding through HUD. Each of these programs are targeted to meet specific objectives that are consistent with the proposed redevelopment plan.

The WI DNR State Stewardship Program was established in 1989 and designed to preserve Wisconsin's land and water resources and provide the land base and recreational facilities needed for quality outdoor experiences. Traditionally, the Stewardship Program provides up to 50% of the costs associated with awarded projects based on a competitive grant award basis. Grants are due annually on the first day in May. This may be a viable source of funding for the bike/pedestrian trail, riverwalk trail, and pedestrian bridge proposed in the redevelopment plan.

Due to the perceived risk of environmental contamination on a number of sites within the planning area, grant funding that assists with environmental remediation may be good sources for outside funding. The Brownfield Site Assessment Grant (SAG), for example, is a DNR program that helps local governments conduct initial activities and investigations of known or suspected environmentally contaminated property. The program provides small grants of $30,000 or less, and large grants that range from over $30,000 to $100,000. The grant funds can be used to conduct Phase I and Phase II environmental assessments, site investigations, demolish structures, and remove underground storage tanks.

The Wisconsin Department of Commerce also maintains a Brownfields Grant Program that is designed to provide grant funding up to 50%-80% of the costs associated with brownfield redevelopment or site remediation activities depending upon the size of the project. Maximum awards can reach up to $1.25 million. Grant funds are based on a project's ability to promote economic development and the level of environmental impact the project will have on the area. $7 million in funding was available in 2005, and since 1998 the Department has awarded a total of $36.9 million to 89 different sites across Wisconsin. Applicants eligible for this award include the City or private developers that may be interested in redeveloping a property that requires remediation.

The Brownfields Economic Development Initiative (BEDI) is a key competitive grant program that HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination.

BEDI grant funds are primarily targeted for use with a particular emphasis upon the redevelopment of brownfields sites in economic development projects and the increase of economic opportunities for low-and moderate-income persons as part of the creation or retention of businesses, jobs and increases in the local tax base.

BEDI funds are used as the stimulus for local governments and private sector parties to commence redevelopment or continue phased redevelopment efforts on brownfields sites where either potential or actual environmental conditions are known and redevelopment plans exist. HUD emphasizes the use of BEDI and Section 108 Loan Guarantee funds to finance projects and activities that will provide near-term results and demonstrable economic benefits. HUD does not encourage applications whose scope is limited only to site acquisition and/or remediation where there is no immediately planned redevelopment. BEDI funds are used to enhance the security or to improve the viability of a project financed with a new Section 108 guaranteed loan commitment. Redevelopment activities proposed in this plan may be ideal candidates for the BEDI program. A case by case analysis would be required to determine whether this is a viable source of funding.

Loan Programs

There are a series of loan programs available for individuals who have limited access to conventional sources of financing. Generally these programs are provided to individuals or families that meet certain income requirements; usually those with incomes below a certain percentage of the Dane County Median Income. Programs are also available for home improvements as well. Below is a list of programs that provide direct assistance to property owners that may be of value to residents in the planning area.

Down Payment Assistance Program
Loans offered through the Dane County Housing Authority for first time home buyers whose income does not exceed 80% of the Dane County Median Income. Can use with other down-payment programs.
608-224-3636 ext. 18.

Down Payment Plus Program
A down payment and closing cost assistance program for low and moderate income home buyers whose income is under 80% of the median household income. This is a WI statewide program. Lender must be a member of the Federal Home Loan Bank (FHLB) of Chicago and a participant of this program. Can use with other down-payment programs.
1-888-318-4486.

Home-Buy
A down payment/closing cost assistance loan program for first time home buyers in Dane County, whose income does not exceed 80% of the Dane County Median Income. If income is less than 70% of County Median Income, can use with other down-payment programs. Can not use with WHEDA Home Plus.
608-266-4223

REALTORS® Association of South Central Wisconsin Housing Foundation
A low interest, deferred payment loan to be used for down payment and/or closing costs for residents of Dane, Sauk, Green, Columbia, Iowa, Rock, Dodge, or Jefferson County whose income is below 80% of the County median income. Can use with other down-payment programs. 608-240-2800 ext. 303: Kristine Wiese or e-mail: Kristine Wiese

There are also a number of sources of financing that would allow the city of Stoughton to capitalize a loan fund. Along with Tax Increment Financing, the City may be able to access Dane County

Community Development Block Grant Funding to capitalize a home improvement program to assist property owners with gaining access to low-interest financing.

Additionally, the Wisconsin Housing and Economic Development Authority (WHEDA) provides a number of programs targeted toward expanding home ownership by offering innovative products and services in partnership with others to link Wisconsin residents and communities with affordable housing and economic development opportunities. WHEDA maintains a variety of loan and tax credit programs for property owners, purchasers and small businesses. A specific program that may be of interest is the WHEDA Neighborhood Revitalization Guarantee Program, which provides loan guarantees to developers or small businesses that stimulate economic development in redeveloping urban neighborhoods by developing or rehabilitating commercial or mixed-use real estate.

CONCLUSION

The Railroad Corridor Redevelopment area has a high degree of potential for infill and redevelopment. Analysis suggests that there is a strong demand for additional housing in the City, and the redevelopment area is a suitable location for new housing development and existing home improvements. Improvements in the redevelopment area can capitalize on the revitalization that has occurred in the downtown area and extend the revitalized core of the community along the railroad corridor to the Yahara River.

The areas numerous strengths such as its proximity to downtown and the Yahara River, the unique topography, the large parcels suitable for redevelopment, and the City's willingness to play a strong role in the redevelopment process will enhance the likelihood that the Steering Committee's vision for the redevelopment area will occur over time. Developers have already started examining the redevelopment potential of specific parcels such as the former Highway Trailer Building on South St., and the City is beginning to examine how most effectively to work with developers to facilitate the redevelopment process. This plan and the included Action Plan Matrix should serve as a guide to both the City and developers as this process moves forward.