

MEMO TO CITY OF STOUGHTON REGARDING KETTLE PARK WEST PLANNING AND TRANSPORTATION CONSIDERATIONS

The purpose of this memorandum is to provide a brief summary of the planning and transportation considerations that were incorporated into the Master Site Plan for the Kettle Park West Commercial Center and the general planning of the Kettle Park West Neighborhood.

Kettle Park West generally refers to the 175+/- acre tract located in the northwest quadrant of the USH 51 and STH 138 intersection. The Kettle Park West Commercial Center pertains to the 35+ acres in the immediate corner of the intersection. This area is part of the 46 acre Community Scale Commercial Land Use Plan Map Designation that extends north along the USH 51 frontage including the existing auto dealerships).

The Kettle Park West General Concept Plan and its companion document, the 51 x 138 Westside Neighborhood Plan, were the basis for the amendment of the City Comprehensive Plan in 2012. Subsequently, in 2013, the City approved a General Development Plan as part of the Planned Development Zoning for the proposed Kettle Park West Commercial Center (KPWCC)

PROJECT BACKGROUND AND CONTEXT

In 2007, the City entertained initial and informal conversations with several property owners in the vicinity regarding the potential development of a mixed use residential and commercial neighborhood encompassing the northwest quadrant of the USH 51 x STH 138 intersection and the extension of municipal utilities and services. In 2009, after assessing the development market of the area and location, the Forward Development Group, LLC (FDG) brought forth a development proposal that was initially focused primarily on creating a commercial center on land immediately adjoining the northwest corner of the intersection. Through multiple cooperative discussions between the City and FDG, the proposed conceptual commercial center morphed into a larger development concept that would anchor the City's plan for mixed use development west of USH 51. In late 2010, the City and FDG jointly sought, and eventually obtained, approval of a 192+/- acre Urban Service Area Amendment (USAA) from the Capital Area Regional Plan Commission (CARPC) which established a framework of general standards for addressing stormwater management and environmental resource protection/enhancement for the area.

Upon the successful conclusion of the USAA process, FDG determined that there was sufficient community and investor confidence to support continuing the planning and engineering design studies necessary to pursue the annexation and initiate the necessary zoning and land division approval procedures to develop of the property.

To date, with collaboration and support from the City of Stoughton, FDG has resolved many development issues affecting this location and has bolstered investor confidence in the community:

- a general consensus on the scope of the proposed development of the Kettle Park West project (November, 2010),
- amendment of the Stoughton Urban Service Area by the Capital Area Regional Plan Commission (June, 2011),
- adoption of the 138 - 51 Westside Neighborhood Plan (Spring, 2012),

- amendment of the City Comprehensive Plan (June, 2012),
- annexation of approximately 142 acres (July, 2013),
- preliminary approval of the planned Kettle Park West access points and City street intersections along USH 51 and STH 138 by the WisDOT, and
- Planned Development GDP Zoning

Transportation

<p>Goals:</p> <ul style="list-style-type: none"> • Provide a safe and efficient transportation system that meet the needs of multiple users in and around the City. • Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Stoughton area. <p>Objectives</p> <ul style="list-style-type: none"> • Ensure that transportation system improvements are coordinated with land development. • Provide a quality transportation system for the growth areas identified on the Planned Land Use Map that result in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreation centers. • Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized. • Plan and implement a comprehensive network of sidewalks and bicycle routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers. • Encourage and support regional transit service in Dane County. • Coordinate multi-jurisdictional and state transportation system improvements in the City's planning area

The proposed commercial development at this location is well integrated into the existing transportation network within the community and is conveniently accessible for consumers traveling on foot or bicycle. From a regional market perspective, this commercial location will be beneficial to the community residents as it will provide a broader more diverse local shopping opportunity that will reduce the need to travel to the Madison area for the day-to-day goods and services.

The regional highway network serving the site is dominated by USH 51 and STH 138 which adjoins the Kettle Park West Commercial Center site on the east and south respectively. The Average Annual Daily Traffic (AADT) on USH 51 is currently 12,700 vehicles per day (vpd) south of STH 138 and 8,500 vpd north of STH 138. Traffic on STH 138 is 9,100 vpd. Traffic on both highways has increased at a rate of 1.8 percent annually.

A major transportation concern for the City of Stoughton relates to the correcting the current traffic deficiencies that plague the USH 51 x STH 138 intersection and how (and who) will fund the necessary improvements. The functionality of the USH 51 x STH 138 intersection, as measured by the calculated Level of Service (LOS), has been steadily deteriorating and is currently rated to be at LOS D for the morning peak hour and LOS C for the afternoon peak hour. The left-turn movement from STH 138 onto USH 51 is currently rated a LOS F. (Note: Level of Service is a calculated measurement of the generalized travel delay that occurs at an intersection. Though it can vary by rural, suburban, or urban settings, street characteristics, and signal sequencing, LOS A is generally a 0 to 15 second delay, and comparatively a LOS F could be a delay of over 60 seconds.)

Improving the traffic circulation and functionality of this intersection will create a significant public

benefit for the City and region. The City and FDG have been collaborating with the Wisconsin Department of Transportation (WisDOT) to set in motion a plan of improvement for this intersection and the adjoining highway approaches.

Additionally, the City, WDOT and FDG have collaborated on the appropriate locations and design for the multiple commercial driveway and public street intersections that are needed to support a successful commercial development on the KPW site. As noted, the KPW will infuse over \$27,000,000 into the City's tax base which will provides the opportunity to enable significant public investment in the critically needed transportation improvements at USH 51 x STH 138.

Access to the perimeter highways is critical for the success of the KPWCC. WDOT has provisionally approved the specific access drive/public street locations along USH 51 and STH 138 which must be incorporated into site development plans.

Gap Amount

Removing public financing as a source of funds results in a significant shortfall for the overall project.

Projected costs for Phase I are \$14,999,714. Removing the public funding would result in sources of funds totaling \$9,841,557, leaving a shortfall of \$5,158,157. We also need to account for the developer's expected investment return for a project of this nature, totaling \$1,871,618. Taking into account the cost shortfall and developer's expected return, the gap totals \$7,029,775, matching our public financing request.

Projected costs for Phase II are \$5,592,261. Removing the public funding would result in sources of funds totaling \$4,594,384, leaving a shortfall of \$997,877. We also need to account for the developer's expected investment return for a project of this nature, totaling \$1,850,826. Taking into account the cost shortfall and the developer's expected return, the gap totals \$2,848,703.

Description and Rationale Behind Proposed Assistance

Without public financing for each phase of Kettle Park West, the developer would have no incentive to proceed with the proposed project and each phase would result in an investment loss. By providing the requested public funding, the City will assist in creating a transformative real estate development project that will significantly increase the tax base, provide a new regional stormwater facility and create needed improvements to both U.S. Highway 51 and State Trunk Highway 138, which will help in improving traffic flow.