

*United States Environmental Protection Agency*  
*Community Wide Assessment Grant Application*

*October 2009*



*Stoughton Redevelopment Authority – Redevelopment and  
Urban Revitalization Project*





# Stoughton Redevelopment Authority

Dan Kittleson, Chair

October 14, 2009

Deborah Orr, Brownfield Coordinator  
Environmental Protection Agency  
77 West Jackson Boulevard  
Chicago, IL 60604-3507

Re: Stoughton Redevelopment Authority – Redevelopment and Urban Revitalization Project  
USEPA Brownfield Wide Area Hazardous Materials Assessment Grant Application  
Stoughton, WI

Dear Ms. Orr:

The Stoughton Redevelopment Authority (RDA) is pleased to submit the application for the USEPA Brownfield Wide Area Hazardous Materials Assessment Grant. Our application includes responses to all threshold and ranking criteria as described within the application materials.

We are embarking on a comprehensive program to identify underutilized and blighted properties and to redevelop these properties to make them community assets once again. Working with private and non-profit developers to create new housing opportunities on former industrial properties; bringing abandoned gas stations and automobile repair facilities back to productive use; improving deteriorated housing stock; and creating opportunities for new businesses and employment in areas that at one time were the heart of Stoughton's local economy are some of the key objectives of the RDA's mission. This grant will be a key element in helping to repair the torn fabric of our community that is represented by blighted, contaminated and underutilized property in Stoughton.

The recent economic downturn has hit the economy of Stoughton hard resulting in factory downsizing and job loss. This recession, combined with several natural disasters, has resulting in a cumulative impact on our community and has severely degraded our financial ability to carry out our redevelopment initiative. On August 15, 2005, an F3 tornado carrying 200 mile per hour winds carved a path of destruction through our community and resulting in one death and over \$36 million in damages. Aid was requested from FEMA; but the agency, overwhelmed with the disaster of Hurricane Katrina which came shortly after the Stoughton tornado, denied aid to our community. In summer 2008, south-central Wisconsin was devastated by flooding, which resulted in over \$77 million dollars in damages in Dane County alone. The current recession has only compounded these financial difficulties, with 142 layoffs in 2009, and others reported in 2007 and 2008. A USEPA grant award would allow us to move forward with our planned redevelopment efforts in our underutilized manufacturing and industrial areas in our downtown riverfront area and along our rail corridor. It is our intent to use the grant to prepare these properties for productive reuse and job creation to aid the economic recovery of our community and region by expanding our manufacturing economic base. We are fully committed to this redevelopment project and prepared to restore our city's economic and social vitality by making our downtown and riverfront areas sought-after destinations for visitors, city residents, and commuters.

The entire project is a long-term complex redevelopment project first recognized in the Comprehensive Plan for the City of Stoughton and defined in subsequent plans developed by the RDA. If awarded, the funds from this grant will be used to pay for the environmental assessment activities that we recognize as being one of the primary steps to reach our long-term goals. Thank you for consideration of our grant application materials and we trust you will find them complete and worthy of an award. We look forward to working with USEPA on this endeavor.

Sincerely,

Dan Kittleson  
Director – Stoughton Redevelopment Authority  
Stoughton, Wisconsin

Enclosure

**Name of Applicant:**

The proposed recipient of the EPA Assessment Grant monies is the City of Stoughton Redevelopment Authority with offices located at 381 East Main Street, Stoughton, Wisconsin 53589.

**Project Title:**

Stoughton Redevelopment Authority – Stoughton Redevelopment and Urban Revitalization Project, Stoughton, Wisconsin

**Grant Type:**

This application is for the community-wide EPA Hazardous Substances Assessment Grant to be utilized for assessment of contaminated lands that have been targeted for remediation and redevelopment.

**Total Dollar Amount Requested for this Grant:**

The applicant is requesting a total of \$200,000 to be utilized for contaminated land assessment activities for Hazardous Substances.

**Project Director:**

Dan Kittleson  
Chair, Stoughton Redevelopment Authority  
381 East Main Street, Stoughton, WI 53589  
Phone (608) 873-6677, Fax (920) 873-5519, Email: dkittleson@oakbankonline.com

**Chief Executive/Highest Ranking Elected Official:**

Dan Kittleson  
Chair, Stoughton Redevelopment Authority  
381 East Main Street, Stoughton, WI 53589  
Phone (608) 873-6677, Fax (920) 873-5519, Email: dkittleson@oakbankonline.com

**Date Submitted:**

This application was submitted to the USEPA on October 16, 2009 via the US Postal Service

**Location:**

The City of Stoughton, Dane County, Wisconsin, which is located in south-central Wisconsin, southeast of the State's Capital, situated halfway between Madison and Janesville, Wisconsin.

**Population:**

The 2004 population of this municipality is estimated at 12,692 persons (U.S. Census Bureau).

**Project Period:** The Stoughton Redevelopment Authority recognizes the three-year limit for usage of the assessment grant funds.

**Other:**

The Stoughton Redevelopment Authority is not listed as a federally designated tribe, Empowerment Zone/Enterprise Community, or Renewal Community, nor is it a community recognized by the Department of Justice for its Weed and Seed strategy. Cooperative partners are described in Section 3c. of this application.



### **1. Applicant Eligibility (Attachment A)**

The applicant for this EPA Community Wide Hazardous Materials Assessment Grant is the Stoughton Redevelopment Authority, Stoughton, Wisconsin. The Stoughton Redevelopment Authority fulfills the definition of an "eligible entity" by being a recognized political subdivision as defined in Wisconsin Statutes ss. 66.1333(3)f (see attached documentation). The Stoughton Redevelopment Authority is a Redevelopment Agency that is chartered or otherwise sanctioned by the State as defined in the eligibility requirements for this grant.

### **2. Letter from State or Tribal Authority (Attachment B)**

Mark Giesfeldt, Director of the Remediation and Redevelopment Program in the WDNR has provided the attached letter of support from his Department and his Remediation and Redevelopment Brownfields Program staff.

### **3. Site Eligibility and Property Ownership Eligibility**

A specific property eligibility determination is not requested at this time. Specific sites have not been identified for the purpose of receiving the \$200,000 from this funding source; however, it is the Redevelopment Authority's (RDA) intent to use the Community Wide Hazardous Substance Assessment Grant to assess blighted and underutilized, former and current, industrial or commercial properties within the City of Stoughton and as needed to support the RDA's Redevelopment Area #1 and Rail Corridor Neighborhood Redevelopment Plan. A number of these properties are privately owned, however, we are confident that we can get legal access to these parcels for investigation purposes. The RDA wishes to conduct due diligence activities on the sites to support future remediation and redevelopment activities. All properties that will be evaluated will meet CERCLA §107 liability and eligibility requirements; to be determined in the future. If awarded, the RDA intends to provide full cooperation, assistance, and access to persons that are authorized to conduct response actions at the property from which there has been a release or threatened release; will comply with any land use restrictions established or relied on in connection with the response action at the facility, and the RDA will not impede the effectiveness or integrity of any institutional control employed in connection with a response action; and the RDA will be in compliance with any request for information or administrative subpoena issued by the President; and the RDA will provide all legally required notices with respect to the discovery or release of any hazardous substances at the site.

## **V.B. RANKING CRITERIA FOR ASSESSMENT GRANTS**

### **1. Community Need**

#### Description of Community:

The area that now makes up the city of Stoughton originated in 1847 when the land was first settled. The community was first incorporated in 1868 with agricultural, primarily tobacco, being its economic base. After the Civil War, however, manufacturing in Stoughton started to boom and soon took over as the city's primary economic base as multiple wagon construction and wagon works manufacturing facilities opened within the city. As automobiles and tractors became more useful in the early 1900's, the wagon factories that had flourished began to lose purpose and were soon replaced or converted for automobile and tractor construction. Stoughton's location relative to the Yahara River combined with its heavy manufacturing base made it an ideal location for lumber yards, lumber mills, and foundry development. Freight rail was needed to accommodate the heavy manufacturing and industrial use of the Stoughton community and a railroad system for moving freight such as wagons, automobiles, tractors, and lumber among other things, was constructed.



Today most of these heavy industrial uses are obsolete and many of the factories that were constructed during the late 1800's and early 1900's are either vacant and deteriorating, or have been put to manufacturing or commercial use that is unsuitable for current industry. Aged facilities are in disrepair, and recent users of these old manufacturing plants have decided to leave, looking for less dangerous and more suitable conditions. Multiple developers have come forward wishing to bring new industry and employment into Stoughton, but are not willing to take on the task of assessing and cleaning up these Brownfield sites given the potential contamination and environmental liabilities these deteriorating sites hold. This has been recognized by the City of Stoughton and the need to assess, clean-up, and redevelop these areas was first recognized in the Comprehensive Plan completed for Stoughton in 2005. Following the completion of the Comprehensive Plan the City embarked on the creation of the Stoughton Redevelopment Authority, recognizing that the City of Stoughton did not have the funding or manpower needed to plan for and complete this overwhelming redevelopment task.

The Stoughton City Council created the Redevelopment Authority of the City of Stoughton on June 26, 2007, with members appointed by the Mayor. One of the initial tasks the RDA embarked on was the investigation of the rail corridor/Main Street/Yahara River area for potential redevelopment. This investigation included multiple plans, one of which included the Stoughton Redevelopment Area #1 which was completed in March 2008 and of which laid the background for the Rail Corridor Neighborhood Plan adopted by the RDA in March 2009. Through their planning efforts, the RDA found that a majority of the structures in the redevelopment area are residential or industrial, and there are a majority 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. Land uses in the area are predominantly residential, commercial and industrial. Industrial uses are concentrated on the north bank of the Yahara River between the river and South St. and along railroad corridor that runs through the redevelopment area. These uses were originated 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 its business today. 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.

Most recently, the Stoughton RDA has commenced a feasibility study into the start-up of a business incubator. That study states that "an incubator can only succeed in a community if the economic and human capital of the area is likely to produce viable start-up businesses that can grow into contributing members of the local economy. Likewise, an incubator is only needed in a community where those start-up businesses would otherwise be unable to find the necessary services or commercial space." The feasibility study analyzes the need of a business incubator in a locale by investigating the area where the community draws its workforce. The initial investigation into the business incubator program found that 95% of Stoughton's employees are drawn from Dane, Jefferson, Green, and Rock County – with the vast majority coming from Rock and Dane Counties, with over 35% coming from Rock County, Wisconsin. When considering the community need for the redevelopment project, and given recent natural and economic disasters (described in detail in Financial Need below) these Counties, and Stoughton specifically, have faced, and the job opportunities that would be created once these Brownfield sites were assessed and subsequently cleaned up to be offered as viable development sites, this data is an essential component to keep in mind.



a. Health, Welfare and Environment

i.) The underutilization and blight from Brownfield properties have a drastic impact on a community. Vacant, dormant and potentially contaminated properties near or along the Yahara River and railroad corridor are mixed within and adjacent to viable businesses, tourist destinations, and, perhaps most concerning, occupied residences. As a historic community, the mixing of new with old is common practice, but when the older properties and buildings are dilapidated it presents a drain on property values, property taxes, and in many cases, dangerous conditions for the public. Potential properties or areas that we would assess, as identified in the redevelopment plan for Area #1, include a 6-acre hardwood milling facility adjacent to the Yahara River that has a known past use as a foundry, and also use of outside storage areas and several blowers that blow sawdust into nearby residential areas; a 2-acre former truck and trailer manufacturing and assembling facility that is located adjacent to a residential area, was the grounds of a former wagon manufacturing facility, and has contamination resulting from coal storage, historic spray-painting activities, and railroad operations; and a former lumber mill operation that is abandoned and not operational at this time. In addition to potential former industrial and manufacturing sites, a number of vacated commercial buildings have potential for redevelopment; however developers are wary due to the perception or existence of environmental contamination on those properties and adjacent sites due to unknown past uses. Other sites with the potential to be assessed are located within our Redevelopment #1 Area and along our railroad, many of which have adjacency to the Yahara River and residences. Each of these known operations present potential environmental conditions common to those and surrounding properties such as coal storage, soil contamination from metal bending operations, polycyclic aromatic hydrocarbons (PAHs), storage and use of lead based paint, cleaning agents, degreasers, hydraulic fluids, high levels of cadmium from coal storage, and high levels of arsenic from wood treating operations. Unknown historic operations could also present additional risks. The open and large nature of these sites present not only environmental health risks, but risks from fire or general unsafe nature of old, abandoned buildings that tend to attract teenagers or children.

The Wisconsin Department of Natural Resources has a database that contains maps and general information related to contaminated site tracking, Stoughton contains over 135 listed sites, some of which are still active. Past and historic property use in Stoughton for foundry, hardwood milling, and automobile and manufacturing use suggest that the total number of contaminated properties yet to be identified is likely significant. Several specific sites have been earmarked for this potential grant, with many more likely to qualify as sites for future redevelopment.

Historic operations of the railroad that serviced the above mentioned facilities also have a high correlation with contamination on sites adjacent to the railroad or railroad spurs. Railroad spurs are known to exist on several of the properties identified in our redevelopment plan. Historical problems affecting the railroad industry since it was in operation came about long before environmental laws and regulations were passed. It is common to see historical soil, surface water and groundwater contamination at sites from coal and petroleum-based products, heavy metals and other industrial contaminants. Rail yards tend to be located in industrially-zoned settings, as seen by the existing soil and groundwater conditions typically present at the site as well as adjacent properties. As a result of the industry's long history and the practices common before regulation, railroads and rail yards are at high risk for environmental exposures. Contamination from those site uses come from a variety of sources including creosote, pentachlorophenol (PCP), and copper chromate arsenic (CCA) leeching from railroad ties or bridge timbers; hazardous materials release to soil or surface water due to an accidental release (due to leaking valves, leaking container doors, improper loading or unloading) from a railcar transporting the materials as freight; heavy metals and other contaminants associated with the use of coal and the disposal of coal ashes.



These past site uses have a potentially large adverse environmental impact on our community through contaminated soil or groundwater that our residents could have contact with resulting in chronic or acute health impacts.

ii.) According to the year 2000 U.S. Department of Commerce Census Bureau statistics, the City of Stoughton, with a current population estimated at 12,354 people, 52.8% which are female compared to the national average of 50.9%. Of these females, it is estimated through Dane County population pyramids that 26% of females fall within child-bearing age, 9% younger than this age and 65% older. The statistics for residents over age 65 is 2% higher than the national average, comprising 14.3% of the total population. Children (ages 17 and younger) comprise 28.3% of the total city population. Each of these groups is more susceptible to potential impacts from soil, groundwater or air contamination. Risks of cumulative impacts to women of child-bearing age are primarily due to passing on elevated contaminant levels to unborn children, subsequently effecting in-vitro development and increasing the risks of birth defects. Children are more susceptible to incurring developmental issues from ingestion of contaminated soil or groundwater from unsecured sites, as well as providing potentially inviting and dangerous environments from dilapidated or unsafe buildings or sites. The higher percentage of elderly and women compared to national averages make these populations disproportionately impacted by potential contamination.

As discussed above, the identified sites such as lumber yards, automobile and wagon manufacturing facilities, and railroads, have a variety of known environmental concerns that could adversely and unknowingly impact woman and children. Without securing sites with fencing or other access controls, direct contact risks from soil or site features are possible. Abandoned sites are often classified as an attractive nuisance to children, making them even more important to classify and address environmental concerns. Facilities that use coal have a tendency to cause elevated lead and cadmium levels in children who reside close to them. A scientific article about environmental and childhood lead and cadmium contamination in the proximity of coal facilities details the correlation between elevated lead and cadmium levels in children ages 6 months to 6 years, and the proximity to coal storage facilities. The study found elevated lead levels in samples collected; and toxic levels of cadmium in 85% of the children in the study.

b. Financial Need

i.) We are embarking on a comprehensive program to identify underutilized and blighted properties and to redevelop these properties to make them economic assets to the community once again. Working with private and non-profit developers to create new housing opportunities on former industrial properties; bringing abandoned gas stations and automobile repair facilities back to productive use; improving deteriorated housing stock; and creating opportunities for new businesses and employment in areas that at one time were the heart of Stoughton's local economy are some of the key objectives of the RDA's mission. This grant will be a key element in helping to repair the torn fabric of our community that is represented by blighted, contaminated and underutilized property in Stoughton – which has created a stigma that holds back the economic growth and job creation in our community. A vast majority of the stakeholders interviewed during the creation of the Redevelopment Area #1 Project Plan 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. How people perceive the area will play an important role in its redevelopment and economic revitalization. Eliminating the stigmas and negative perceptions associated with the redevelopment area are important and can be addressed using funding from this grant. The RDA does not have the financial ability to address the assessment, as it was recently formed (2007) and monies allocated to the RDA were spent on the lengthy and



viable plans that are at the point where environmental assessment is crucial for the Redevelopment Area #1 Project Plan to come to fruition.

A strengths, weaknesses, opportunities, and threats analysis was conducted on all the redevelopment blocks/corridors identified in the Redevelopment Area #1 Plan. 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.

For example, the Highway Trailer Building (a former automobile manufacturing facility) is located on the south side of South Street adjacent to the Mill Fab property (a wood-milling facility and former foundry). 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. The property is vacant, as Stoughton Trailers has moved to an alternate location that is more suitable to their business needs. Moreover, the economic downfall has resulted in over multiple layoffs by Stoughton Trailers and they are not financially able to assess the site themselves. At least two developers have approached the property owner and the City of Stoughton to discuss the renovation and reuse of this property. However, due to the probability and perception of environmental contamination at this site and the adjacent Mill Fab property, these developers are wary and unwilling to commit to any development unless environmental assessment, and subsequent remediation and deconstruction if needed, is conducted on these two sites. This is just an example of the economic impact of Brownfields in our community, and there are many more that were identified during the planning process.

The planning that has been conducted by the Stoughton Redevelopment Authority is at a point where environment assessment is the next step to move the project forward; however, the RDA does not have funds currently available to complete this step. Moreover, it is crucial that the Redevelopment Area #1 Plan moves forward rapidly, given the economic state of the City and the surrounding region – where Stoughton derives 95% of its workforce (commuting data from United States Census). In the Janesville area alone, where approximately 35% of Stoughton's workers commute from, and where many of our residents work, approximately 650 jobs (Wisconsin Department of Workforce Development) were lost in 2009. In Madison, again where 35% of our commuters come from and a large portion of our residents work, approximately 1,020 (Wisconsin Department of Workforce Development) jobs in 2009. These numbers do not encompass the past two years, when many additional layoffs occurred. Rock County (encompassing the Janesville area mentioned above), the County of which Stoughton is adjacent to, has the second highest unemployment rate in Wisconsin at 12.8%, and Dane County's and Stoughton's unemployment rates have nearly doubled in the past year (Wisconsin Department of Workforce Development). Due to the high number of commuters coming in and out of these areas to and from Stoughton, it is essential that we create jobs for these people. This will not only benefit the economic state of our community by: increasing jobs for our residents, who can't find jobs in the Cities and Counties to which they commute; bringing in workers that will shop at our stores and eat at our restaurants; benefiting our neighboring residents by creating jobs that they don't otherwise have in their own community.

The recent economic downturn has hit the economy of Stoughton hard resulting in factory closures and job loss. This recession, combined with several natural disasters, has resulting in a cumulative impact on our





community and has severely degraded our financial ability to carry out our redevelopment initiative. On August 15, 2005, an F3 tornado carrying 200 mile per hour winds carved a path of destruction through our community and resulting in one death and over \$36 million in damages. Aid was requested from FEMA; but the agency, overwhelmed with the disaster of Hurricane Katrina which came shortly after the Stoughton tornado, denied aid to our community. In summer 2008, south-central Wisconsin was devastated by flooding, which resulted in over \$77 million dollars in damages in Dane County alone. The current recession has only compounded these financial difficulties, with 142 layoffs in Stoughton in 2009, and many others reported in Stoughton in 2007 and 2008. A USEPA grant award would allow us to move forward with our planned redevelopment efforts in our underutilized manufacturing and industrial areas in our downtown riverfront area and along our rail corridor in order prepare these properties for productive reuse and job creation to aid the economic recovery of our community and region by expanding our manufacturing economic base. We are fully committed to this redevelopment project and prepared to restore our city's economic and social vitality by making our downtown and riverfront areas sought-after destinations for visitors, city residents, and commuters.

ii.) On Tuesday, February 10, 2009, Wisconsin Governor Jim Doyle announced his 2009-2011 Budget to the State (Office of the Governor, Wisconsin, 2009). In his address he stated that Wisconsin is going into the year with a budget deficit of \$5.7 billion and that major cuts would be needed to get of our financial situation. Cuts made in programs throughout the state have reduced the amount of funding available through Wisconsin's various Brownfield assessment and redevelopment programs, making it even harder for Stoughton to get assessment dollars through state funding this year. State funding of Brownfield site redevelopment is conducted through a number of programs such as Wisconsin Department of Commerce Blight Elimination and Brownfield Redevelopment Program, though there are other federally funded sources that flow through the Wisconsin Department of Natural Resources such as the Ready for Reuse grants. These programs are very competitive and many awards go to qualified and highly populated communities within the state such as Milwaukee (pop. 596,974), Kenosha (pop. 90,352), Madison (pop. 208,054), or Green Bay (pop. 102,313) with multiple sites in highly disadvantaged areas. Because of this, eligible projects in smaller communities that are fortunate enough to receive funding from these state sources are oftentimes much smaller in financial assistance. This is true even though the environmental or economic impacts of the redeveloping particular sites in smaller communities such as Stoughton (pop. 12,692) may be more significant.

Brownfield Redevelopment and community revitalization efforts to promote and provide full-time, year-round employment opportunities for residents and those that commute into the area, instead of relying primarily upon the tourism industry, is a strong aspect of the Stoughton RDA planning initiative. Attracting new businesses to develop on sites with real or perceived environmental issues further puts completion of these projects at a disadvantage. Smaller communities such as Stoughton pose even a greater challenge in attracting new businesses since amenities may not be as great as larger communities. These aspects all detrimentally contribute to the ability to draw upon larger state or private funding sources.

## **2. Project Description and Feasibility of Success**

### **a. Project Description**

Carrying out the redevelopment and revitalization of Stoughton as identified in the RDA's Area #1 Redevelopment Plan and the Railroad Corridor Neighborhood Plan is a long-term project that is just in the infancy of design. Although many steps have been taken to identify and disseminate feasible areas for redevelopment the project has reached a point where environmental assessment of properties within the redevelopment zone is crucial to determine the next steps towards redevelopment. Initial planning on how to split the area into residential, commercial, industrial, public use, and mixed-use districts has been conducted,



but the assessment activities this grant would pay for are needed to determine the feasibility of these sectors, and the potential for clean-up and end-use development.

The project, to the extent it has been defined, is outlined in the RDA's Stoughton Area #1 Redevelopment Plan adopted in 2008, and is more completely disseminated in subsequent plans. The Plan contains an inventory of the area (property ownership, land use, property conditions, zoning, topography, and infrastructure), a SWOT (strengths, weaknesses, opportunities, and threats) Analysis, a housing market analysis, and redevelopment goals. The goals stated in the plan, which can be considered as a summary of the entire project, are: 1.) Coordinate redevelopment efforts; 2.) Facilitate redevelopment of blighted properties in the Redevelopment Area; 3.) Establish Public/Private partnership mechanisms to foster redevelopment; 4.) Eliminate stigmas and negative perceptions associated with the area; 5.) Increase the number of housing units available in the Redevelopment Area; 6.) Replace heavy industrial uses with additional residential, commercial, and parks and opens greenspace uses.

The entire project is a long-term complex redevelopment project first recognized in the Comprehensive Plan for the City of Stoughton and defined in subsequent plans developed by the RDA. If awarded a portion of the funds from this grant will help pay for community involvement such as public notices and public meetings. The majority will be used to carry out the much needed Phase 1 and Phase 2 environmental site assessment activities to determine the extent past industrial and manufacturing activities conducted in Stoughton have environmentally impacted sites in the community. An estimated \$20,000 will be used to create remedial action plans as needed to further the redevelopment of contaminated areas.

The redevelopment area contains approximately 50 acres of property, with parcels ranging from approximately 5 acres to less than a tenth of an acre in size. Property ownership varies widely and potential properties may consist of privately or public owned parcels. We're willing to consider most business- or developer-proposed sites but will need to evaluate each property selected based on a number of factors, including its role in the City's Comprehensive Plan, the redevelopment plans of the RDA, known past operations, suspected past operations, community input, visual inspections, known environmental issues, and suspected environmental issues. Ideally, we would find sites that have adverse environmental conditions that could be removed through property redevelopment providing a dual benefit or improving environmental conditions as well as increasing economic aspects to our community. All of the sites in the redevelopment area have already gone through an initial assessment of blighted conditions and many of the sites where assessment is needed have already been determined. However, site specific eligibility will be evaluated for EPA funding eligibility including following CERCLA §107 Liability law, and those deemed ineligible will be removed from consideration.

We expect to retain an environmental consulting company to conduct all investigation activities prior to the redevelopment of potential Brownfield properties. Our consulting firm will be expected to assess the chosen sites with redevelopment potential and if necessary formulate the project remediation and mitigation goals and activities, as well as utilize EPA and Wisconsin DNR recognized "State of the Art" methodologies and practices (Wis. Stats. ch. NR 700) for all phases of this redevelopment effort such that public health and safety are always maintained and protected. All aspects of the project will comply with the NR 700 rule series, which dictates Wisconsin's environmental programs as they relate to Brownfield properties and voluntary clean-ups and is part of the Memorandum of Agreement with the WDNR and USEPA Region V.

These methodologies would include and not be limited to: Signage and physical barrier restriction of public access to work sites during all phases of the redevelopment project; Periodic air and vapor monitoring of the contaminated areas during remediation and mitigation activities and ongoing control of fugitive dusts



generated within the work areas, as appropriate; Utilization of field staff with mandatory 40-hour health and safety training certification (HAZWOPER), as appropriate; Utilization of a project health and safety plans during environmental assessment and future construction activities on impacted property, as appropriate.

After assessing identified approved properties, we will develop and implement a strategic plan to address environmental contamination that has hindered redevelopment activity. Environmental due diligence, or lack thereof, is often the driving force behind whether or not a developer or small business owner will take the risk to purchase and develop a property. By conducting much of this work, the initial obstacle for rehabilitating a site is removed. This is especially important since many of the areas in the strategic development plan are located along the Yahara River, and could have detrimental impacts on the banks of the River, including its wildlife and biology.

b. Budget for EPA Funding and Leveraging Other Resources

i.) Assessment Grant Proposal Budget

**Task 1** – This task includes preparing site eligibility determinations and conducting Phase One ESA's on potential redevelopment sites. All ESAs conducted with grant monies will comply with All Appropriate Inquiries Standard and ASTM E1527.05. While the total number of sites is not known, Task 1 would likely encompass 7-10 sites at an estimated cost of \$3,000 to \$3,500 per Phase 1 ESA. These sites will be identified on an on-going basis within the grant period, using our community partners to promote this grant program to businesses, developers and potential site end-users so they can work with us in identifying sites that best fit mutual goals.

**Task 2** – This task includes fees associated with the sites requiring Phase 2 assessments to delineate the presence, boundary, and levels of environmental contaminants. This will include all reports and QAPP, both preliminary and final, related to the subsurface assessment work. Costs for Phase 2 Environmental Site Assessments anticipated to range from \$15,000 to \$30,000 per event and will be based on findings from Task 1. QAPP development is anticipated to cover all sites and cost approximately \$12,000.

**Task 3** – This task will prepare comprehensive remedial action and remedial options plan to address individual site contamination that is noted in the previous tasks. It must actively incorporate development plans, long-term goals, and corresponding voluntary party liability exemption (VPLE) needs of developers, the City of Stoughton, and the Stoughton Redevelopment Authority. Depending on the level of complexity, costs are anticipated to range from \$10,000 to \$20,000.

**Task 4** – Creation of a committee to hold public meetings and disseminate information, discuss and solicit comments on the conceptual redevelopment plans, and will include travel as needed to assist with meetings and EPA Brownfield Conferences.

**Task 5** – Meeting terms and conditions of the Cooperative Agreement, including quarterly reports, financial reporting and accountability, and financial audits.



**Projected Budget for Assessment Work for the Stoughton Redevelopment Authority, Related to the EPA Assessment Grant**

Description of Task	Task 1 Phase One ESAs (7-10)	Task 2 Environmental Site Assessments (4-8 sites)	Task 3 Composite Remedial Action Plan/ROAR (1-2)	Task 4 Community/Public Involvement	Task 5 Programmatic Conditions	Total Fees
Personnel					\$1,500	\$1,500
Fringe Benefits						
Travel				\$2,000	\$500	\$2,500
Equipment						
Supplies					\$1,000	\$1,000
Contractual	\$35,000	\$120,000	\$20,000	\$3,000	\$17,000	\$195,000
Other						
<b>Total</b>	<b>\$35,000</b>	<b>\$120,000</b>	<b>\$20,000</b>	<b>\$5,000</b>	<b>\$20,000</b>	<b>\$200,000</b>

Budget costs for Task 1 and Task 2 are estimated based upon the quantity of separate parcels that investigation and assessment activities will encompass. Tasks 3, 4 and 5 are typical costs for these grant-eligible activities.

ii.) Leveraging

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 Blight Elimination Tax Incremental District (TID) is warranted to facilitate redevelopment in the planning area. 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. By developing a TID the City will create a mechanism for the RDA to position itself to partner with property owners to create programs that will maintain and improve existing housing stock and assist developers with projects on parcels suitable for commercial and residential redevelopment.

Stoughton will either amend an existing Downtown TID (TID #4) to encompass the redevelopment area or will create a new TID for the redevelopment area. This will allow the RDA to 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. Other public funding sources to be leveraged are the state funded Wisconsin Department of Commerce (WDOC) *Blight Elimination and Brownfield Redevelopment* (BEBR) grant and the federally funded but State administered *Ready for Reuse Loan and Grant* (for Brownfield sites) programs. The Department of Commerce program pays for a variety of eligible activities including remediation, asbestos abatement, demolition, and even site acquisition. One of the initial requirements to be an eligible applicant for this grant program is that the site needs to have had initial environmental assessment activities (Phase 1 and Phase 2 ESA) already conducted. The funding from this grant, if awarded, directly assists with the ability to leverage these additional funds. Another aspect of the WDOC BEBR program that is important as it relates to Stoughton is the fact that by state statute, this program is required to disperse seven grants to communities



with populations less than 30,000 in an effort to provide equity of resources within our state. In total, this program receives approximately \$7.5 million of state and federal funds to disperse each year, and oftentimes has difficulty receiving quality eligible projects within the smaller communities. A maximum award under the BEBR program is limited to \$1.25 million, though in reality, most awards are much smaller and are based on a number of factors including the amount of remediation, overall project size and amount of new job creation. *Ready for Reuse* is another state-run program that could be leveraged for additional funds to remediate or further monitor adverse environmental conditions found during the Phase 1 or 2 Environmental Site Assessments. The program pays up to \$200,000 in hazardous substance grants for local governmental unit owned sites, and no-interest, long-term loans, primarily for use in remediation of contaminated properties that would be used for redevelopment. The City, with assistance from their consulting team, has the ability to leverage the activities noted above into additional funds, and would be able to successfully administer and implement those programs.

Private funding sources (developers) would also be committed to fill any remaining funding gaps to assure the success of our project. To date, our State has shown that Wisconsin Brownfield Grants have been able to generate a return on grant investments from private-sector financing at an \$18 to every \$1 of grant funding, making Wisconsin's Brownfield Redevelopment program one of, if not the best program in the nation.

c. Programmatic Capability

- i.) Neither the City of Stoughton nor the RDA have ever received an EPA Brownfield Grant.
- ii.) We have committed staff time and will commit future staff time to identifying potential financial funding options to assist with the downtown redevelopment of Brownfield properties, in conjunction with our Redevelopment Area #1 Plan that was completed in 2008. This "in-kind" time will include, but is not limited to, conducting meetings with businesses or developers, state agencies, and the public.

Multiple public and private resources will be sought for additional assessment or cleanup work. Our redevelopment strategy is to utilize as many sources as possible both to environmentally assess potential properties as well as to cleanup any contamination to further redevelopment efforts. The RDA was created in 2007 and to date we have received a Commerce Grant that is being used to fund our business incubator feasibility study, which will be completed in 2009-2010. Another grant we are currently using is a Community Development Block Grant (CDBG) that was received by Project Home and made available to us through a partnership with this organization. This grant is being used for essential home improvement needs identified through our Redevelopment Area #1 planning process. To date, our implementation of these grants has been successful. We have received no adverse audit findings or had any administrative issues related to the use of these funds. We fully expect that we will meet our grant requirements and complete these projects in their respective budgets. The City has a long history successfully implementing grants they have received and we will rely on the expertise of the City to aid us in administration and successful use of this grant award. Recent grants awarded to the City include a CDBG grant to aid in the redevelopment of the Main Street Corridor, and several Dane County BUILD grants (\$33,750) that were used to create an art space component as part of that redevelopment. The City has received no adverse audit findings or had any administrative issues related to the use of these funds. If awarded, the strategy we intend to employ is to utilize this EPA Hazardous Assessment Grant in assessing multiple properties to potentially provide an improvement to a larger area or potentially congruent area, and subsequently applying for WDNR SAGs for eligible aspects of the identified sites that are not covered by the EPA grant.



The development 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 improvements to existing homes. 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 City will need to ensure coordination between various departments and committees occurs in order to maximize the potential benefits of infill redevelopment. The City Council, Plan Commission, and Redevelopment Authority will avoid giving mixed signals to developers to prevent unnecessary hardships that would ultimately work against the goals and intent of this plan. Redevelopment statutes (§66.1333(6)(e)) designate the Council as having the authority to permit new construction and redevelopment within the District – the Council will have to be sure that they continue to work with the Plan Commission and RDA in implementing this plan.

The area's 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, all enhance the likelihood that the Redevelopment Authority's and City's vision for the redevelopment area will occur over time. This RDA Redevelopment Area #1 Plan includes an Action Plan Matrix that will serve as a guide to the RDA, the City, and developers as this process moves forward. The redevelopment plan is constructed in an 'action plan format' that lays out a series of broader goals developed by the Redevelopment Authority to improve conditions in the redevelopment area. Strategies are 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. This Action Plan Matrix is included as in the RDA's development plan and will serve as a reference guide for the redevelopment plan. This allows 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.

This goal is designed to identify the parties responsible for coordinating redevelopment efforts and implementing the redevelopment plan. The RDA was established to implement this plan of redevelopment. The RDA 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 RDA 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 RDA can serve as a source of information for those citizen bodies. By maintaining its involvement in the redevelopment process, the RDA can serve as the established party responsible for overseeing redevelopment and maintaining the required momentum to see the process through.



### 3. Community Engagement and Partnerships

#### a. Community Involvement Plan

Redevelopment of contaminated properties into a sustainable and beneficial reuse is a key concern for the community of Stoughton. The RDA, along with the City, has a vested interest in improving these areas. Conducting community-wide surveys, public meetings, and newspaper notices are some of the methods the RDA will implement through their development process, of which the community has already been heavily involved with through public meetings discussing the redevelopment plans. The RDA will create committees, involving community members, as needed throughout entire redevelopment process. Keeping the residents and community involved in making our planning decisions, especially related to use of these potential assessment grants are paramount to our success in revitalizing our community.

An example where involving the community in the past was successful was during the development of our Rail Corridor Neighborhood Plan. 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 was able to qualify for State and Federal funding sources to offset some of the costs associated with developing the new trails. For example, the State Stewardship Fund, managed by the Wisconsin Department of Natural Resources, can provide up to 50% of the costs associated with land acquisition and bike/pedestrian trail development. This goal and the previous goal were both explored further in a Yahara River Pedestrian River Crossing and Bike Trail Plan that used Dane County BUILD Grant funds to study what trail routes would work the best for the City and what improvements/changes were needed to the Yahara River corridor to make the area more accessible. A River Planning Group, comprised of community members, was created to guide the process. The Group determined that a pedestrian crossing of the Yahara River at Dunkirk Park is the best way to connect trails on the east side of the City with the rest of the City's trail system. The Group also determined that a route that strictly followed the rail line all the way through Downtown was not the best way to create a north/south connection through the planning area due to the steep grades that are around the rail line in many areas. Instead, trail connections should utilize existing street right-of-way to create dedicated bike lane through parts of the planning area.

Other means of community involvement include our incorporation of a Tax Incremental District. With this in place, we will be in a position to establish a series of public/private mechanisms to foster redevelopment. For example, we 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 partnering with a property owner in the TID to provide funding for projects that would otherwise not occur without assistance. Other public/private partnership mechanisms will 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 RDA will be prepared to participate in beneficial redevelopment activities when they become available as opposed to merely reacting to situations as they arise.

No persons are expected to be displaced or relocated as a result of proposed projects in this redevelopment plan; however, if relocation were to become necessary in the future, the following is the method proposed by the City or Redevelopment Authority for displacement or relocation. Before negotiations begin for the



acquisition of property or easements, all property owners will be contacted to determine if there will be displaced persons as defined by Wisconsin Statutes and Administrative Rules. If it appears there will be displaced persons, all property owners and prospective displaced persons will be provided an informational pamphlet prepared by the Wisconsin Department of Commerce (DOC). If any person is to be displaced as a result of the acquisition they will be given a pamphlet on "Relocation Benefits" as prepared by the DOC. The City will file a relocation plan with the DOC and shall keep records as required in Wisconsin Statutes 32.27. The City will provide each owner a full narrative appraisal, a map showing the owners of all property affected by the proposed project and a list of neighboring landowners to whom offers are being made as required by law.

b. Governmental Partnership Efforts

The Stoughton RDA, the City, and our partners, have a very strong relationship with the Wisconsin Department of Natural Resources (WDNR) as well as with the Wisconsin Department of Commerce (WDOC), both of which commit financial and other resources to promoting Brownfield redevelopment and subsequent economic improvement and job creation to communities. Due to the long-term, positive working relationship between the EPA and the WDNR, the approach integrates remediation and redevelopment programs into one administrative unit to eliminate duplicative efforts and maximize resources. In particular, the WDNR's NR 700 rule series on environmental response actions and state Groundwater Law ch. 160, Stats. establish the standards for which Brownfields projects must comply with to meet state and federal requirements. The WDNR will be involved in our Brownfield redevelopment planning and will stay involved through the entire process, from QAPP and SAP plan preparation, to sampling results, to development of remedial options or remedial action plans, and ultimately site remediation. The WDNR will be actively engaged in oversight of projects in which the Voluntary Party Liability Exemption (VPLE) cleanup process is initiated to accelerate investigation and cleanup of our affected parcels of land. The WDNR will play an important role in the Brownfield redevelopment process when Remedial Option/Remedial Action plans (how the sites will be remediated) are prepared and the site remediation process commences. In addition, Stoughton has a strong partnership with local and state representatives that will assist with public interaction and promotion of these types of projects.

Wisconsin Department of Commerce and the WDNR continue to provide invaluable guidance, grant funding and resources, and oversight of this redevelopment process and will stay involved throughout the various phases of redevelopment and public informational meetings to assist with any problem resolutions during this long and involved process. WDOC also has a state Brownfields program and depending on specific characteristics of the sites and findings during the assessment activities, could provide grant funds for remediation, demolition or other redevelopment activities to our Stoughton Waterfront Redevelopment projects. Part of the WDOC's program is specifically allocated for smaller communities such as Stoughton and typically, this program has a challenging time finding quality projects in smaller communities. We have a partner that has extensive success in working with the WDOC and WDNR to obtain support, both financial and otherwise, towards projects within smaller communities. There is a very high demand for Brownfield Redevelopment and Remediation grant dollars in Wisconsin. Since 1997, the Wisconsin Department of Commerce has awarded \$50.9 million in Brownfield grants to 133 recipients that resulted in the cleanup and reuse of over 1,330 acres, created a \$1 billion increase in property values, created over 5,360 new jobs, and leveraging a return on investment (ROI) of \$18.64 for every grant dollar awarded. Stoughton hopes to draw upon their excellent location to make our city a unique and exciting visitor destination with a multitude of business and recreational opportunities. There is a terrific need for Brownfield Assessment and Brownfield Redevelopment and Remediation dollars in Wisconsin to remove the obstacles that make development of these currently blighted parcels possible.





The RDA wishes to conduct due diligence activities on the sites to support future remediation and redevelopment activities. All properties that will be evaluated will meet CERCLA §107 liability and eligibility requirements; to be determined in the future. If awarded, the RDA intends to provide full cooperation, assistance, and access to persons that are authorized to conduct response actions at the property from which there has been a release or threatened release; will comply with any land use restrictions established or relied on in connection with the response action at the facility, and the RDA will not impede the effectiveness or integrity of any institutional control employed in connection with a response action; and the RDA will be in compliance with any request for information or administrative subpoena issued by the President; and the RDA will provide all legally required notices with respect to the discovery or release of any hazardous substances at the site.

c. Community Based Organization Involvement

Community Based Organization involvement has been a key aspect utilized by the RDA when we developed our Redevelopment Area #1 Plan, our Railroad Corridor Neighborhood Plan, and during the current planning of our Business Incubator Feasibility Study. Some of the organizations involved in these endeavors have included the Stoughton Chamber of Commerce and Visitors Services, Project Home, Dane County UW-Extension, Movin' Out and Thrive (support letters are included as Attachment C). We will continue to work with these organizations, and others, in implementation of this grant and the Redevelopment Area #1 Plan.

The Stoughton Chamber of Commerce and Visitors Services is dedicated to supporting businesses and providing information on happenings and events within the community. Their role on the project may include assisting in community involvement, marketing for any new businesses that are created as an indirect result of the EPA grant funding, and providing assistance programs for new businesses that could be created as a result of this project.

The main contact for **Stoughton Chamber of Commerce and Visitors Services** is:

**David Phillips** ([Stoughton@stoughtonwi.com](mailto:Stoughton@stoughtonwi.com))

532 East Main Street

Stoughton, Wisconsin

608.873.7912

Movin' Out, Inc, devotes their skills, knowledge, and resources to link people with disabilities to safe, affordable, small-scale, integrated housing. Movin' Out helps people find homes that enable them to be good neighbors and community members. Home ownership and small-scale rental provide an alternative to practices that segregate and congregate people with disabilities. Movin' Out has shown interest in bringing housing for people with disabilities into the Stoughton RDA Redevelopment Area #1. We will continue to work with Movin' Out to reach this goal.

The primary contact for **Movin' Out** is:

**David Porterfield** ([dp@movin-out.org](mailto:dp@movin-out.org))

Housing Development

600 Williamson Street

Madison, Wisconsin 53703

608.251.4446

University of Wisconsin – Extension extends the knowledge and resources of the University of Wisconsin to people where they live and work. Funded through a combination of grants; and state, county, and federal



funds the Cooperative Extension partners with governmental and non-governmental groups to impart knowledge and resources for the overall betterment of the communities and Wisconsin. The role UW-Extension would play would be assisting with planning improvements, working with input of residents and tracking and recording the particular aspects of the public involvement process.

The primary contact for UW-Extension within Dane County is:

Bill Rizzo, Ph.D. ( [rizzo@co.dane.wi.us](mailto:rizzo@co.dane.wi.us) )

Community Resource Development Educator

Dane County UW-Extension

1 Fen Oak Court, Room 138

Madison, WI 53718-8812

608.224.3719

Thrive, the economic development enterprise for the eight-county Madison Region, is a not-for-profit organization created to grow the region's economy in ways that preserve and enhance the quality of life. Thrive will be involved in providing educational assistance to the RDA on leveraging their assets and redevelopment initiative to uphold and enhance the economy of Stoughton and the surrounding region.

The primary contact for the Thrive: Madison Region Economic Development Enterprise is:

Jennifer Alexander ( [jsmith@thrivehere.org](mailto:jsmith@thrivehere.org) )

President

Thrive

615 East Washington Avenue

Madison, Wisconsin 53701

608.443.1960

#### 4. Project Benefits

The environmental assessment and remedial planning activities that the funding from this grant will provide are considered an essential first step in reaching our long-term redevelopment goals. Once the Phase 1 and Phase 2 Environmental Assessments are completed, we will complete remedial planning activities on properties where contamination was identified. We will then, while working closely with regulators, leverage monies derived from our TID or other grant and loan programs to clean up these contaminated parcels and make them shovel-ready for interested developers, many of which have already shown interest in our community. Other sites will be remediated and put to use by our community for parks, trails, and other environmentally friendly uses. The following plans represent the long-term benefits resulting from our project, made successful through the environmental assessment conducted at this essential time.



a. Welfare and/or Public Health

ii.) 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. Industrial truck traffic bringing goods to and from facilities 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 environmental assessment of sites that hold heavy industrial use and identifying alternative locations in the community for these types of uses. The funding made available through this grant will allow the RDA to appropriately assess these sites and plan future objectives. 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 both beneficial to the industry from a long-term perspective and meet 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 to accessing the river. In the past, locating heavy industrial uses near a river was essential to provide power and move goods. Because 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 highest and best 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.

ii.) 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 serve additional housing units. 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. The assessment funds received by this grant will help the RDA determine where these suitable parcels are, and will help to develop and appropriate remediation plan as a step towards meeting this end use.

b. Economic Benefits or Greenspace

i.) Eliminate Stigmas and Negative Perceptions Associated With the Area:

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. will be implemented, and the RDA will work with existing property owners to make 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 ESA can be an effective tool to identify any concerns that may need to be addressed. 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. Redevelopment of other Brownfield properties within the former industrialized area along River will improve the appearance of our "gateway" into downtown Stoughton and improve the appearance and utility of the City's main historic thoroughfare, as well as improve or create new lodging, residential, and hospitality facilities. This future development will greatly benefit the community with increased retail revenue and property values and by providing a more aesthetically pleasing downtown commerce area for residents to take pride in and enjoy.

ii.) Increase Commercial Activity along Main St.:

Community consensus indicates that the portion of the redevelopment area along Main Street should be considered a part of downtown in order for new and existing businesses to be successful. A major strategy tied to this goal is to extend streetscape improvements along Main St. in the downtown to 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.

iii) 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 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.

Assessment of potential sites would be the first step for potential cleanup and redevelopment of these sites to promote the natural uses of these properties in support of the community goals which are the opposite of most new urban community developments which result in additional air pollution, large carbon emissions or footprints, climate change, depletion and spoiling of our natural resources, and extensive loss of biodiversity and habitat. It is the RDA's intention that if sites get redeveloped into greenspace that they will use indigenous



plants for landscaping and to evaluate and give priority to the use of recycled and reused items in the parking areas and buildings that may occupy some of these redeveloped Brownfield sites in the future.

iv.) Use the Railroad Corridor and 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.

c. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse

Most existing downtown roads, utilities, and infrastructure such as stoplights and sidewalks will be kept in place during and following the redevelopment of our Brownfield sites. Other infrastructure that may be added as part of the Brownfield redevelopment include the installation of additional street lights, improvement of local signage, installation of additional walkways and sidewalks, creating additional safe pedestrian and bicycle crossings, restriping existing parking surfaces, and installation of additional street trees. A large portion of the RDA's redevelopment plan concentrates on environmentally friendly design strategies including NetZero residential, environmentally friendly infrastructure, LEED design and certification, sustainable construction, and alternative energy among other green practices. For new buildings in our Brownfields sites, we will stipulate the use of "green" building techniques and recycled building materials, where feasible, in future downtown developments identified in the RDA's redevelopment plans. Examples of materials and techniques the RDA might incorporate into design (1) Solar-envelope technologies and integrated energy efficient window systems, (2) Engineered roof gardens for storm water run-off management and solar gain insulation, (3) Recycled glass floor and wall surface tiles and glass cullet-based terrazzo flooring, (4) Tumbled-glass cullet substitute for gravel landscaping mulch around shrubbery and building footings, and (5) Shredded tire rubber for integration into parking lot, drive way and walkway paving material (6) White roof to minimize temperature of roof runoff into the Yahara River.

d. Plan for Tracking and Measuring Progress

Regular tracking of progress will include setting up spreadsheets detailing sequentially A) potential properties B) results of database searches C) informal prioritization of sites to promote D) Site Eligibility E) Chosen Sites F) Completion of public meetings G) Phase I status reports at chosen sites H) Proposed Phase II Investigations at specific sites I) Remedial Action Options Reports for appropriate site(s) to move to the remediation phase. These progress items will be periodically transmitted to the public for input and comments via the public meeting process. Progress will be measured by budget, percentage completed, and schedule in addition to measuring progress through completions of reports. Additional redevelopment efforts will likely be woven into the assessment work and progress may be expedited where possible to accommodate these efforts.

Outputs will be copies of applicable reports, public meeting notifications, public meeting materials including sign in sheets and minutes, summarization of how properties analyzed from the EPA Assessment Grant correlate with the Redevelopment Plan goals and objectives. On a yearly basis, we will provide a report to the EPA that describes the number of acreage we have revitalized as a result of this grant as well as the number and type of new jobs created on the Brownfield site. As appropriate, investment dollars will be solicited from the end users and reported to the EPA in our yearly reporting.



# Attachment A

## Applicant Eligibility



**O-23-07**  
**AN ORDINANCE TO CREATE ARTICLE V, DIVISION 13,**  
**SECTIONS 2-533 THROUGH 2-540**  
**REDEVELOPMENT AUTHORITY**

The Common Council of Stoughton, Wisconsin, do ordain as follows:

**Section 1.** Division 13, Sections 2-533 through 2-541 of the Stoughton Municipal Code is hereby created as follows:

**DIVISION 13. REDEVELOPMENT AUTHORITY.**

**Sec. 2-533. CREATION OF A REDEVELOPMENT AUTHORITY**

Pursuant to Section 66.1333(3) of Wisconsin Statutes (entitled "Redevelopment Authority") there is hereby created a redevelopment authority which shall be known as the Redevelopment Authority of the City of Stoughton.

**Sec. 2-534. STATUS OF REDEVELOPMENT AUTHORITY AS A PUBLIC BODY**

A Redevelopment Authority (RA) is deemed to be a public body having all the powers, duties, and functions granted to redevelopment authorities by applicable laws of the State of Wisconsin.

**Sec. 2-535. APPOINTMENT, CONFIRMATION, AND TERM OF COMMISSIONERS**

The seven Commissioners and one alternate of the RA shall be residents of the City Of Stoughton and shall be appointed by the Mayor and confirmed by the City Council as follows:

(1) One (1), but no more than two (2), of the Commissioners shall be City Officials or members of the City Council and confirmed annually at the special Common Council meeting held on the third Tuesday of April. No Commissioner who is a City Official or member of the City Council may be appointed and confirmed to a single term longer than one year. If only one Council member is appointed, a citizen shall be appointed in place of the second Council member.

(2) Terms of office for the initial commission members shall be as follows: two (2) for one (1) year; two (2) for two (2) years; one (1) for three (3) years; one (1) for four (4) years; and one (1) for five (5) years.

(3) Thereafter the terms of the remaining Commissioners and one alternate who are not City officials or members of the City Council shall be five (5) years. Commissioners who are not City officials or members of the City Council shall serve until a successor has been appointed and qualified, unless such Commissioner's term is vacated earlier because of change of residence, removal, resignation, or death.

(4) Vacancies shall be filled by the Mayor and confirmed by a majority vote of the City Council.

(5) The alternate is allowed to participate at all commission meetings. The alternate shall act, with full voting power, only when a member of the commission refuses to vote because of a conflict of interest or when a member is absent.

#### **Sec. 2-536. BY-LAWS**

The RA may adopt and from time to time amend or repeal such by-laws and other rules and regulations consistent with applicable law and as it deems necessary in the performance of its functions.

#### **Sec. 2-537. OFFICERS, AGENTS, AND EMPLOYEES**

(1) The RA shall annually elect a Chairperson and Vice-Chairperson from among the Commissioners at the RA's May meeting. Vacancies occurring in the office of Chairperson or Vice-Chairperson shall be filled from among the Commissioners for the un-expired portion of the term. The Authority may elect to open nominations for the office of chairperson or vice-chairperson prior to the expiration of either the chairperson's or vice-chairperson's term. Should (2) Authority members request to open nominations, the next RDA meeting agenda shall include said request. A motion to open nominations for the selection of chairperson or vice-chairperson of the Authority, prior to the expiration of either the chairperson's or vice-chairperson's term, shall be carried only by affirmative vote of two-thirds of the Authority's members. Should said motion to open nominations carry, the Authority shall immediately select a chairperson or vice-chairperson from among the Commissioners to serve the remainder of the respective term.

(2) The RA may contract with the City or other agency or entity, public or private, for the provision of any necessary services associated with the RA in the performance of its duties and functions. Any services provided to the RA by the City pursuant to such contract shall be coordinated through the City Finance Director/Treasurer.

#### **Sec. 2-538. POWERS AND DUTIES OF THE RA**

(1) Redevelopment Plan(s) - The RA shall have the authority to create a redevelopment plan. The RA shall implement the retention and development activities as identified in any redevelopment plan(s) or other economic development plans created and approved by the City Council. The RA shall be responsible for regularly reviewing redevelopment or economic development plans, and shall implement any changes or additions to the plans approved by the City Council.

(2) Redevelopment Authority - The RA shall have all the powers, duties, and functions of a Redevelopment Authority as set forth in Section 66.1333 of the Wisconsin Statutes. All redevelopment projects initiated by the RA and approved by the City Council shall be undertaken and carried out in accordance with Sections 66.1301 to 66.1333 and 66.1337 of the Wisconsin Statutes as determined appropriate to each project by the City Council.

(3) The RA shall submit an annual budget to the City Finance Director/Treasurer; such budget shall be subject to review by the City Finance Director/Treasurer prior to



submission to the City Council. The approval of the RA budget by the City Council permits the RA to spend budgeted funds for the purposes designated.

(4) The RA shall advise the City Council of funds or assets received by the RA from all sources, and provide a monthly accounting of expenditures to the City Council for information purposes. The RA shall be subject to the City accounting and auditing procedures.

(5) In addition to the foregoing powers, duties, and functions, the RA shall have such other powers, duties, and functions related to redevelopment as are granted to it by the City Council.

#### **Sec. 2-539. SEVERABILITY**

If any section, subsection, sentence, clause, phrase, or position of this Division is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portion of the Division.

#### **Sec. 2-540. CONSTRUCTION**

Except as modified by this Division, all powers, duties, and functions of a redevelopment authority, as set forth in Section 66.1333 of the Wisconsin Statutes, are deemed to have been granted to the RA as though set forth in this Division, and the powers granted hereunder shall be constructed liberally to effectuate its purpose.

**Section 2.** This ordinance shall take effect after passage and publication as required by law.

Adopted on roll call at a regular meeting of the Common Council of the City of Stoughton held on the 10th day of July, 2007.

VOTE:

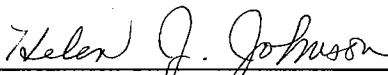
Ayes: 11

Noes: 1

Adopted: July 10, 2007

Published: July 19, 2007

APPROVED:

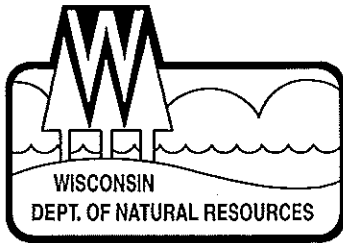
  
Helen J. Johnson, Mayor

  
Cynthia M. Sturm, Deputy City Clerk

## Attachment B

# Letter from State Environmental Authority





State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Jim Doyle, Governor  
Matthew J. Frank, Secretary

101 S. Webster St.  
Box 7921  
Madison, Wisconsin 53707-7921  
Telephone 608-266-2621  
FAX 608-267-3579  
TTY Access via relay - 711

October 13, 2009

Dan Kittleson, Director  
Stoughton Redevelopment Authority  
381 East Main Street  
Stoughton, WI 53589

Subject: State Support for the Stoughton Redevelopment Authority Federal Hazardous  
Substance Assessment Grant Application

Dear Mr. Kittleson:

The Department of Natural Resources is pleased to support the federal brownfield grant application referenced above from the Stoughton Redevelopment Authority (RDA).

The City of Stoughton has a long history of manufacturing and industrial activities. Most of the industries that once existed there are obsolete and factories are vacant, deteriorating or underutilized. The City has had multiple developers express interest in these areas, but they are not willing to take on the task of assessing and cleaning up brownfield sites. Recognizing this issue, Stoughton created its Comprehensive Plan in 2005 which further resulted in the creation of the Stoughton RDA.

The assessment grant funds, if awarded, would be used to assess blighted and underutilized, former and current, industrial or commercial properties within the City of Stoughton and as needed to support the RDA's Redevelopment Area #1 and Rail Corridor Neighborhood Redevelopment Plan. After an initial assessment of identified and approved properties, the City would then develop and implement a strategic plan to address environmental contamination that has hindered redevelopment activity.

The assessment and eventual cleanup of Stoughton's brownfields is consistent with community needs, vital to the local economy and will help bring needed improvements to the quality of life for the City's residents.

Sincerely,

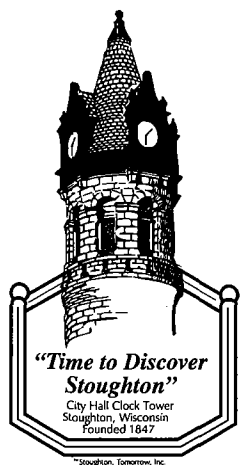
Mark F. Giesfeldt, PE, Director  
Remediation and Redevelopment Program

cc: Darsi Foss, DNR Central Office  
Linda Hanefeld, DNR South Central Region  
Kathleen Melland, Ayres

# Attachment C

## Letters from Community Organizations





## STOUGHTON CHAMBER OF COMMERCE and VISITOR SERVICES DEPARTMENT

532 East Main Street • Stoughton, WI 53589

Phone: (608) 873-7912 • (888) 873-7912

Fax: (608) 873-7743

e-mail: [stoughton@stoughtonwi.com](mailto:stoughton@stoughtonwi.com)

web site: [www.stoughtonwi.com](http://www.stoughtonwi.com)

Deborah Orr, Brownfield Coordinator  
Environmental Protection Agency  
77 West Jackson Boulevard  
Chicago, IL 60604-3507

October 14, 2009

Dear Ms. Orr:

The Stoughton Chamber of Commerce fully supports the application of the Stoughton Redevelopment Authority (RDA) for an EPA Hazardous Substances Assessment Grant.

There are multiple sites in the City where funds available from the Community Wide Hazardous Substance Assessment Grant would be utilized. These sites need to have an environmental assessment in order that the RDA can then move forward in the potential clean-up and subsequent creation of a strategic plan identifying possible end use developments of the sites. Once redevelopment can occur, the tax base will be positively impacted and many new jobs will be created.

The Chamber considers itself to be a partner with the RDA in its mission to turn the blighted and underutilized properties in Stoughton into community assets – thereby enhancing the quality of life in the city. We are involved with the RDA on a feasibility study on the creation of a business incubator in Stoughton and look forward to doing whatever we can to assist with the environmental assessment project.

Please contact me if I can provide any further information.

Sincerely,

A stylized, handwritten signature in black ink, appearing to be "D. Phillips".

David B. Phillips  
Executive Director

**Letter of Support**

**2009 Community-Wide EPA Hazardous Substances Assessment Grant**

*Stoughton Redevelopment Authority – Stoughton Redevelopment Area #1 and Urban Revitalization, Stoughton, Wisconsin*

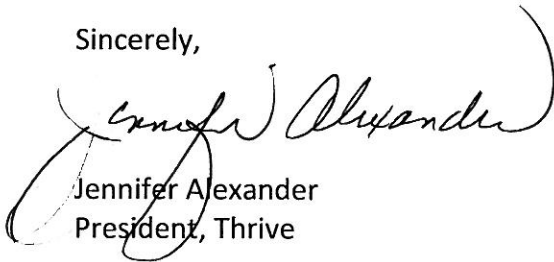
To Whom It May Concern:

Please accept this letter as a display of Thrive's support of the Stoughton Redevelopment Authority's application for a 2009 community-wide EPA Hazardous Substances Assessment Grant as part of the Stoughton Redevelopment Area #1 and Urban Revitalization project. Thrive supports this application with the understanding that the grant will support progress toward a healthier community in Stoughton that will in turn benefit the regional economy.

Specifically, this grant will allow for the identification and assessment of contaminated lands with the end purpose of remediation and redevelopment of those lands into community assets. The resultant development sites will benefit both the local community and the regional economy, with Stoughton pulling the majority of its workforce from Dane, Green, Jefferson, and Rock counties.

As a regional economic development organization focused on economic development and quality of life in the eight-county Madison Region of Wisconsin (Columbia, Dane, Dodge, Green, Iowa, Jefferson, Rock, and Sauk counties), Thrive recognizes the importance of leveraging existing assets to their fullest potential. This project is a key initial piece of the City of Stoughton's long-term redevelopment plan and we thank you for your consideration.

Sincerely,



Jennifer Alexander  
President, Thrive



October 15, 2009

Deborah Orr, Brownfield Coordinator  
Environmental Protection Agency  
77 West Jackson Boulevard  
Chicago, IL 60604-3507

Dear Ms. Orr:

I am pleased to write in support of the application by the Stoughton Redevelopment Authority (RDA) for funding through the EPA's Community Wide Hazardous Substances Grant program.

The Stoughton RDA is working on a comprehensive program to identify underutilized and blighted properties, and to redevelop these properties to make them community assets once again. Working with private and non-profit developers to create new housing opportunities on former industrial properties; bringing abandoned gas stations and automobile repair facilities back to productive use; improving deteriorated housing stock; and creating opportunities for new businesses and employment in areas that at one time were the heart of Stoughton's local economy are some of the key objectives of the RDA's mission.

Some of the end-use objectives that would result from the RDA obtaining this grant would be to redevelop old industrial areas into viable businesses, promote job growth through new and improved industry, and to increase tourism and its beneficial economic impact. It is my understanding that these objectives reflect major City economic development priorities.

Abandoned, underutilized, and blighted or contaminated parcels are real and perceived barriers to completing the City's economic development goals. Obtaining this grant is an essential first step for effective planning to achieve those goals by targeting blighted and underutilized properties.

In my role as a Community Resource Development Educator for the Dane County UW-Extension office, I would be in a position to provide local educational support and assistance, in support of the City's redevelopment efforts. That support could take a variety of forms including the design of public participation activities and the provision of Educational tools and resources, across a wide array of community economic development issues.

I recently worked with a large group of individuals representing a wide variety of Stoughton organizations and institutions such as City government, the Stoughton School District, the Stoughton Chamber of Commerce, and local businesses to develop a vision for economic development for Stoughton. Consequently, I am confident that there is considerable commitment and capacity for pursuing this and other redevelopment and economic development efforts, in Stoughton. The funding provided through this grant would go a long way in pursuit of such efforts.

Sincerely,

A handwritten signature in black ink that reads "Bill Rizzo". The signature is written in a cursive, slightly stylized font.

Bill Rizzo, Ph.D.  
Community Resource Development Educator  
Dane County UW-Extension  
1 Fen Oak Court, Room 138  
Madison, WI 53718-8812  
(608) 224-3719



## CITY OF STOUGHTON

381 East Main Street Stoughton, WI 53589  
(608) 873-6677 [www.ci.stoughton.wi.us](http://www.ci.stoughton.wi.us)

Deborah Orr, Brownfield Coordinator  
Environmental Protection Agency  
77 West Jackson Boulevard  
Chicago, IL 60604-3507

Dear Ms. Orr:

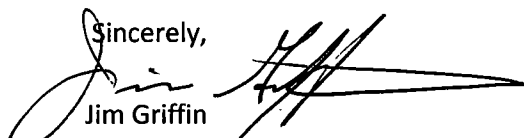
I am writing in support of the USEPA Brownfield Wide Area Hazardous Materials Assessment Grant application. The funds from this grant would allow us to make progress in our planned redevelopment efforts for our City. This grant would help fund economic recovery for our community, by paying for the environmental assessments which are one of the primary steps to reach our long term goals for our City's future. Our City has been hit hard in the last few years by the recession as well as a tornado in 2005.

The City's Economic Development Committee and Redevelopment Authority (RDA) have both supported the idea of a potential business incubator for the City. The RDA is currently concluding a neighborhood planning process, funded in part by Dane County's BUILD (Better Urban Infill Development) Program, that aims to make the City's Rail Corridor area the creative and entrepreneurial heart of the City. To that end, the City has participated in an investigation of business incubator feasibility.

One of the City's major employers, Stoughton Trailers, filed with the Department of Workforce Development last December for potential mass layoffs (a specific number was not announced). With the uncertainty surrounding employment at Stoughton Trailers and the ripple effects that large-scale layoffs would have in Stoughton, the City wants to be proactive in creating opportunities for new businesses to grow. One of the components of that would be to identify underutilized and blighted properties, and to make every effort to redevelop these properties into assets for our community to be useful, and proud of.

We're hopeful the USEPA Brownfield Wide Area Hazardous Materials Assessment Grant Program will consider our community for a grant to assist in funding our City's economic and redevelopment goals. Thank you for taking the time to consider our community during these hard economic times.

Sincerely,

  
Jim Griffin  
City of Stoughton Mayor