



Department of Planning & Community & Economic Development

## Planning Division

Heather Stouder, Director

215 Martin Luther King Jr. Blvd. Ste 017

P.O. Box 2985

Madison, Wisconsin 53701-2985

Phone: (608) 266-4635

Fax (608) 266-6377

[www.cityofmadison.com](http://www.cityofmadison.com)

November 7, 2019

From: Dan McAuliffe, City of Madison Planning Division  
To: Plan Commission  
Re: Oscar Mayer Special Area Plan draft development concepts

Attached for your review and comment are two draft development concepts prepared for the Oscar Mayer special area planning process, presented initially at our October 16 public open house. The concepts build on the vision and redevelopment objectives established by the [Oscar Mayer Strategic Assessment](#) (adopted in February 2019), leveraging existing and future transit for a relatively dense mix of employment, residential and mixed-use, while preserving environmental assets and incorporating new park space. Overall, the concept could result in an additional 4,000 employees and 4,000 residents to the 425 acre plan area.

The concepts have a similar land use pattern, but explore different mixes to achieve the redevelopment objectives. Both envision the transformation of Commercial Avenue from its current industrial character to a mixed-use main street corridor, supported by and linked to existing walkable commercial nodes at Sherman Avenue and North Street. North of Commercial Avenue on the Oscar Mayer site, mixed use and residential are proposed to activate the street and support complimentary uses (restaurants, cafés, etc.) for employment spaces. As the site continues to the north toward Aberg Avenue, employment uses are envisioned and can capitalize on quick access to the airport and interstate system. The Hartmeyer property (west of the rail corridor) follows a similar land use pattern with mixed use on Commercial Avenue and residential further north. This is a departure from the [Future Land Use Map](#) contained in the [Comprehensive Plan](#), which identifies this as industrial, and the [Northport Warner Sherman Neighborhood Plan](#) which discusses employment use in this area.

The wetland on the Hartmeyer property is preserved and incorporated into a larger neighborhood park. The 2018 [Parks and Open Space Plan](#) identified this area as being deficient in access to a neighborhood park, so in addition to the wetland and buffer, approximately 5 acres of upland park space is reserved for this need and for future residents.

The concepts establish a connected and walkable street network in the area. Concept A explores adding a new four way signalized intersection at Packers Avenue and Coolidge Street, and extending that local street through Oscar Mayer site, crossing the rail corridor and intersecting Sherman Avenue near Oxford Place. This arrangement begins to re-establish local street connections between the Eken Park neighborhood and Oscar Mayer, which were severed in the late 1950s for the construction of Packers Avenue.<sup>1</sup> Concept B explores a similar, but less direct east west connection, with the relocated a rail crossing closer to Commercial Avenue.

Both concepts include a northern outlet of Oscar Avenue (old Packers Ave) to Aberg Avenue. Concept A replaces the existing ramp intersections at Aberg and Packers with round-abouts, which may allow Oscar Avenue to be

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<sup>1</sup> Packers Avenue, was envisioned as part of the City's 1955 [Master Plan of Highways](#), and construction required extensive demolition of homes and businesses between the current roadway and the Oscar Mayer buildings, as well as on Johnson Street where Pennsylvania Park exists today.

added to the western ramp intersection. If that's not feasible, concept B shows Oscar Avenue exiting to Aberg Avenue near where the current driveway exits the property. This however bisects the northern employment area, making the developable area smaller and increasing the length of road required and overall impervious surface.

The concepts support and leverage current and future transit. A future BRT route is proposed for Sherman Avenue, but many feel Packers Avenue could be a better choice. The land use pattern in the concepts would support BRT on either corridor since routing decisions will not occur prior to the completion of this plan. The concepts show development on the current site of the North Transfer Point, which has very little visibility and lacks amenities for riders that encourage use. A future transit center would likely occur in conjunction with a BRT station, linking local routes with high-frequency rapid transit.

One change to the planned bike network is the inclusion of a new off-street path east of the rail yard between Johnson and Commercial Avenue, a change from the planned location on the [western side of the rail yard](#) as shown in [Madison in Motion](#). This segment is largely on a long and narrow MG&E property with elevated transmission lines. Between Commercial and Aberg, this route would continue using a mix of off-street and on-street routes to establish a low-stress route connecting northside neighborhoods to the Capital City Trail and other central routes.

At the October 16<sup>th</sup> public meeting and through other outreach events, the two most frequently heard concerns were related to the potential Metro facility at Oscar Mayer and a desire by some to see the Hartmeyer property acquired by the City for a conservation park. Staff will provide a more in depth summary of public comments received so far at the Plan Commission meeting.

In addition to your general comments and question, we ask Plan Commission members to consider the following questions.

1. Does the residential/employment balance of the development concepts advance the goals and objectives of the Comprehensive Plan and the Redevelopment Objectives of the Oscar Mayer Strategic Assessment?
2. Are the scale and character of development depicted in the concepts appropriate, or should they be adjusted to a higher or lower density?
3. Are certain street network arrangements more preferential, such as Coolidge extending directly to Sherman and the intersection configuration with Oscar Ave and Aberg?
4. What is your perspective on preservation of the Hartmeyer property?

WORKING DRAFT

Alternative **A**

## LAND USE CATEGORIES

**Employment:** Office, specialized employment, low-impact manufacturing, research and development, and medical.

**Industrial:** Industrial, manufacturing, storage, distribution, and warehousing uses.

**Community Mixed-Use:** Relatively high-intensity mix of residential, retail, office, institutional, and civic uses, generally located adjacent to a major transportation corridor.

- General Density Range: ≤ 130
- Number of Stories: 2-6+

**Neighborhood Mixed-Use:** Node or corridor containing housing, shopping, and services that generally serves surrounding neighborhoods.

- General Density Range: ≤ 70
- No. of Stories: 2 - 4

**High Residential:** Predominantly larger and taller multifamily buildings.

- General Density Range: 70+
- No. of Stories: 4 - 12

**Medium Residential:** Generally larger multifamily buildings or multifamily complexes, sometimes interspersed with other smaller housing types.

- General Density Range: 20 - 90
- No. of Stories: 2 - 5

**Low Medium:** Mix of single-family homes, two-, three- and four-unit buildings, row/townhouses, and small apartment buildings.

- General Density Range: 7 - 30
- No. of Stories: 1 - 3

**Parks and Open Space:** Parks, recreational facilities, conservation areas, stormwater management facilities, cemeteries, and other open space.

**Special Institutional:** College campuses, schools, and larger places of assembly and worship.



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**WORKING DRAFT**

Alternative **B**

## LAND USE CATEGORIES

**Employment:** Office, specialized employment, low-impact manufacturing, research and development, and medical.

**Industrial:** Industrial, manufacturing, storage, distribution, and warehousing uses.

**Community Mixed-Use:** Relatively high-intensity mix of residential, retail, office, institutional, and civic uses, generally located adjacent to a major transportation corridor.

- General Density Range: ≤ 130
- Number of Stories: 2-6+

**Neighborhood Mixed-Use:** Node or corridor containing housing, shopping, and services that generally serves surrounding neighborhoods.

- General Density Range: ≤ 70
- No. of Stories: 2 - 4

**High Residential:** Predominantly larger and taller multifamily buildings.

- General Density Range: 70+
- No. of Stories: 4 - 12

**Medium Residential:** Generally larger multifamily buildings or multifamily complexes, sometimes interspersed with other smaller housing types.

- General Density Range: 20 - 90
- No. of Stories: 2 - 5

**Low Medium:** Mix of single-family homes, two-, three- and four-unit buildings, row/townhouses, and small apartment buildings.

- General Density Range: 7 - 30
- No. of Stories: 1 - 3

**Parks and Open Space:** Parks, recreational facilities, conservation areas, stormwater management facilities, cemeteries, and other open space.

**Special Institutional:** College campuses, schools, and larger places of assembly and worship.



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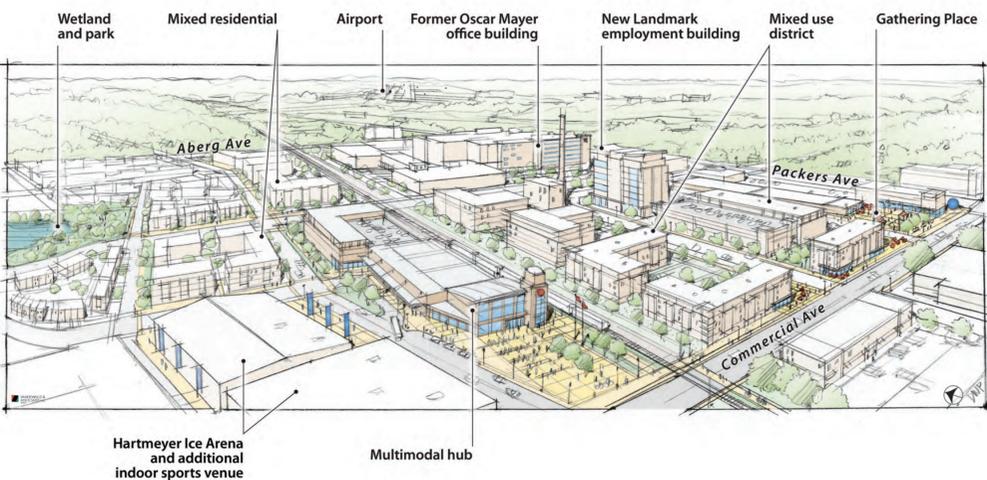
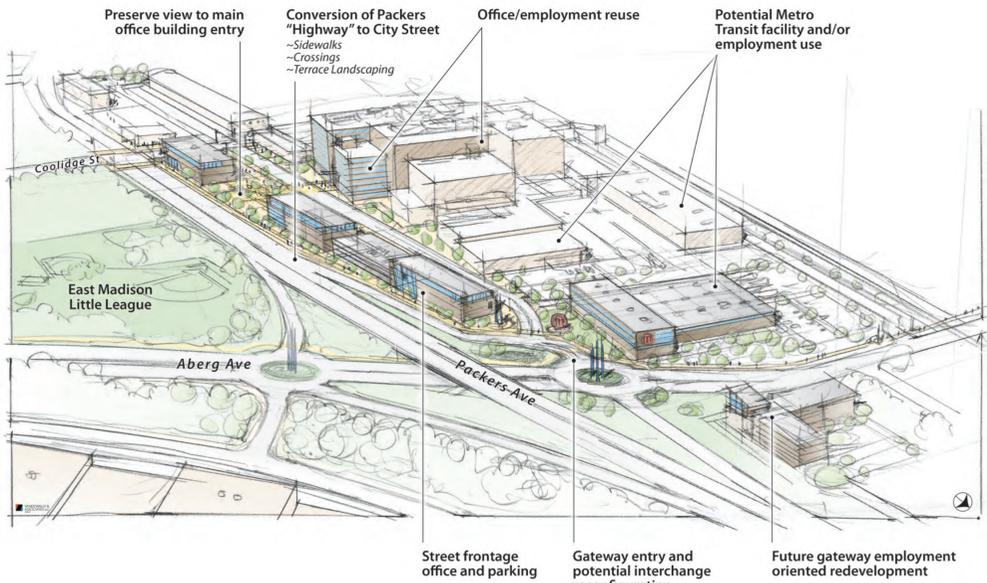
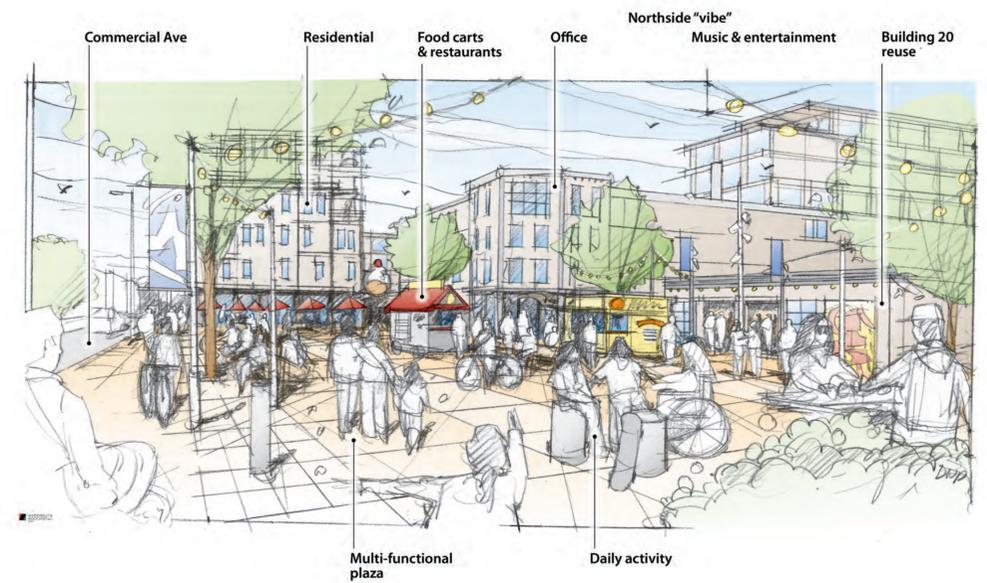
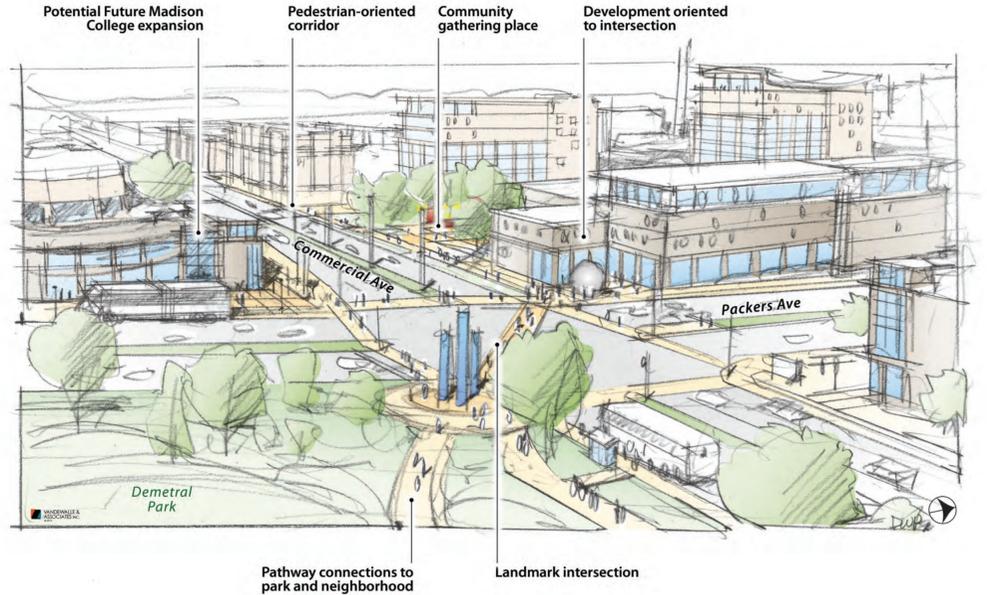


# Imagining the Redevelopment Possibilities

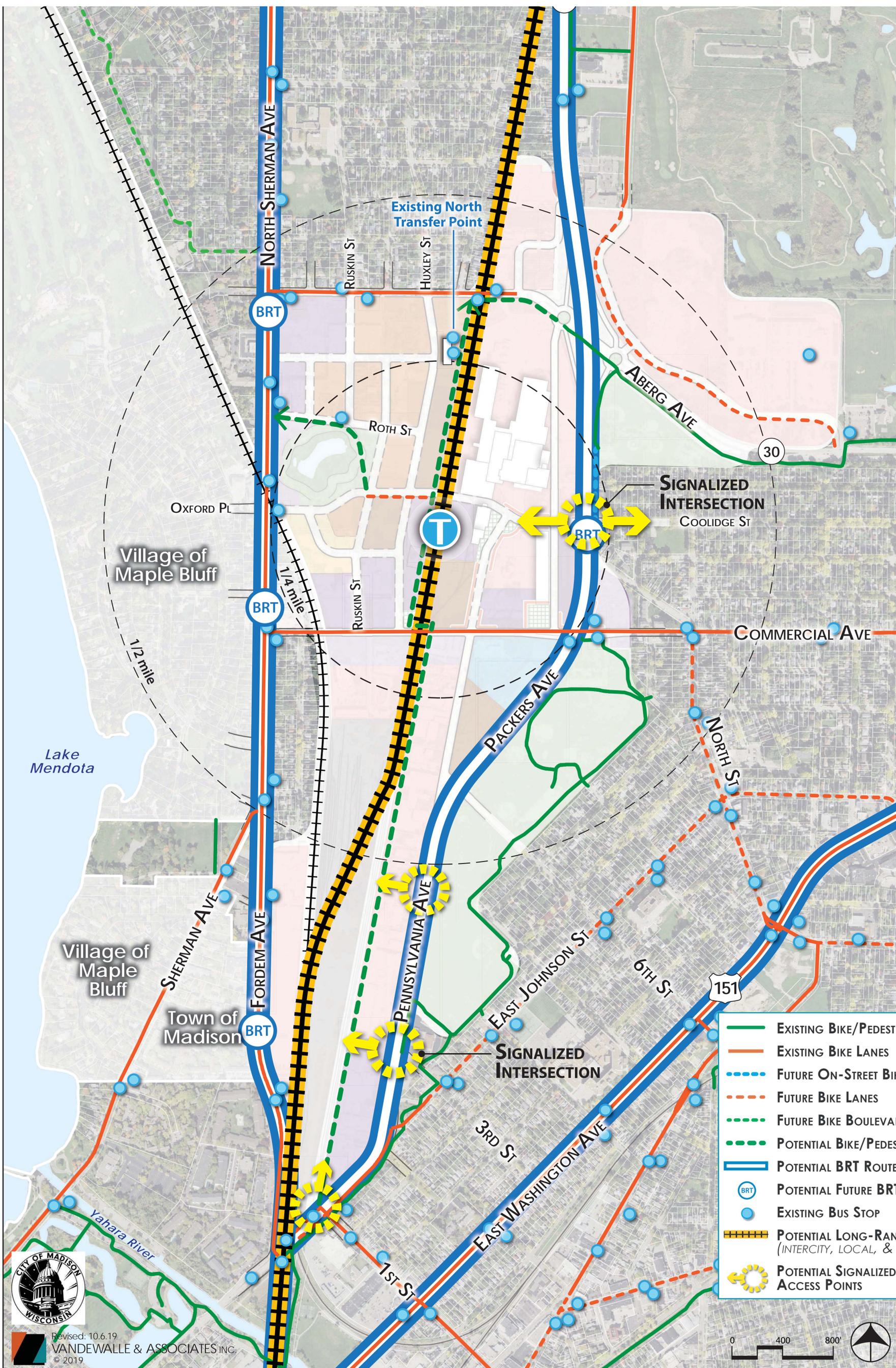
## Today



## Illustrative Sketch



# Enhancing Connections



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# Transforming the Packers/Pennsylvania Avenue Corridor



1950's Packers Avenue Corridor



Potential Long Range Interchange Configuration

Urbanized Street Corridor

- ~ Sidewalks
- ~ Crossings
- ~ Terrace/Landscaping

Signalized Intersection

Packers/Commercial Intersection

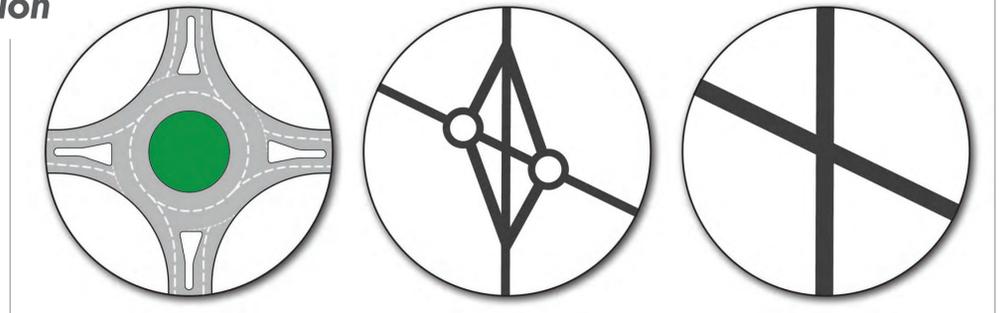
- ~ Activated/Identity
- ~ Pedestrian Oriented

Employment Corridor Design Standards

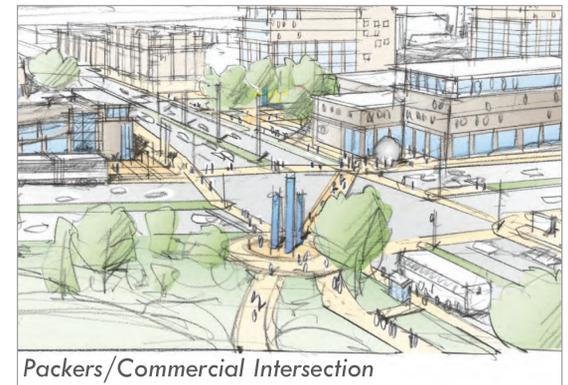
- ~ Terrace/Landscaping
- ~ Business Signage
- ~ New Street Lights
- ~ Improved Access



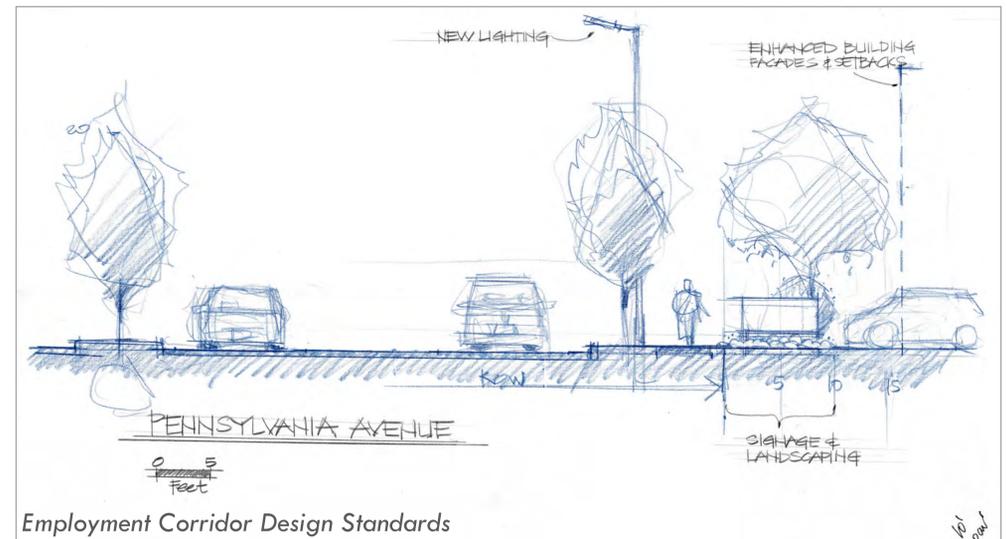
Madison East High School Signage and Enhanced Landscape



Urbanized Street Corridor



Packers/Commercial Intersection



Employment Corridor Design Standards

# EXISTING CONDITIONS

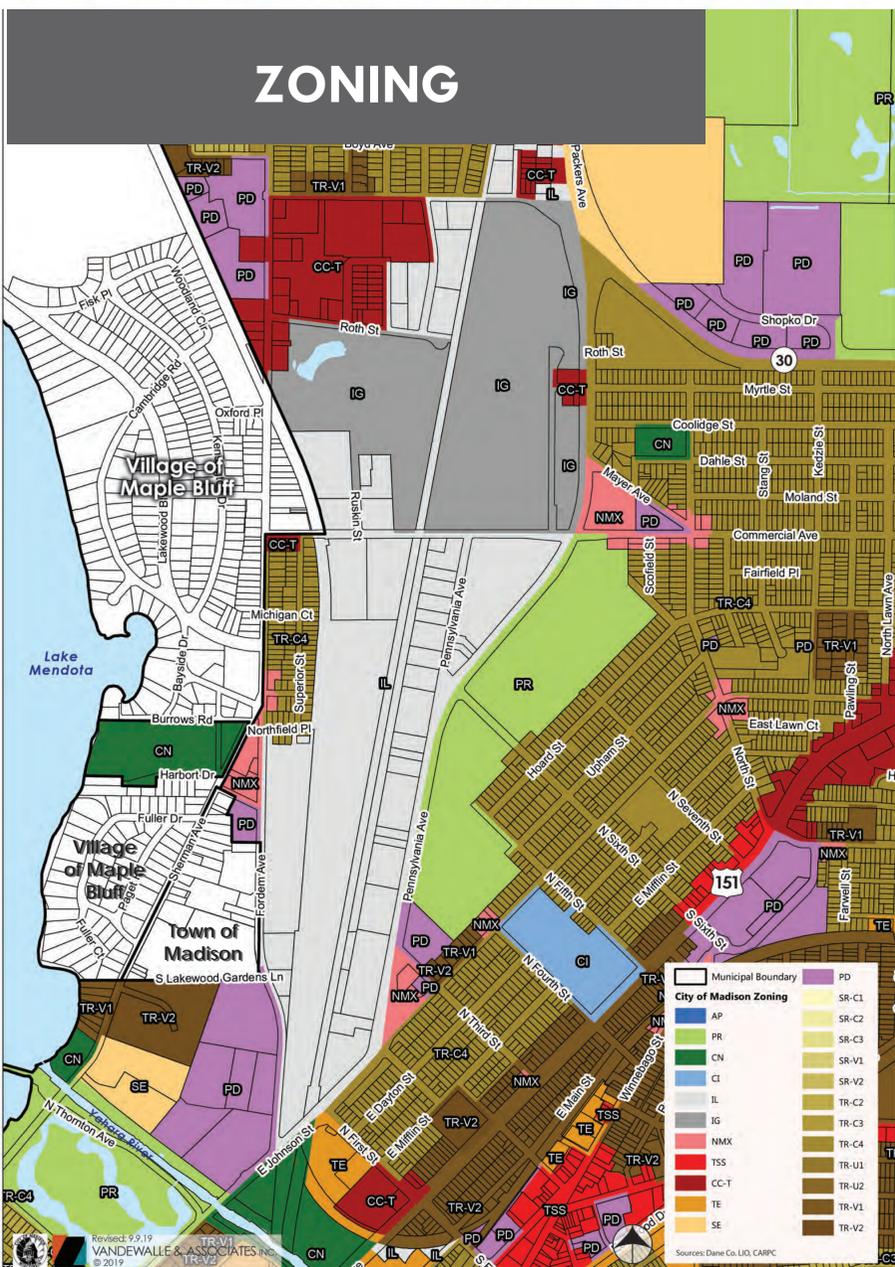
## TRANSPORTATION



## INFRASTRUCTURE



## ZONING



## ENVIRONMENTAL

