



Department of Planning & Community & Economic Development

## Planning Division

Heather Stouder, Director

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**TO:** Plan Commission

**FROM:** Heather Stouder, Director  
Timothy M. Parks, Planner

**DATE:** April 11, 2022

**SUBJECT:** ID [69518](#) – Amending the City of Madison Official Map to establish mapped reservations for future Streets and Highways in the City of Madison to connect Shopko Drive and Pankratz Street consistent with recommendations in the adopted [Oscar Mayer Special Area Plan](#).

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### Background

The Official Map is a planning tool enabled by Wis. Stats. Section 62.23(6), which allows a municipality to map and reserve land for future streets/ transportation corridors, public buildings, parks and playgrounds, greenways, etc. The City of Madison's Official Map is governed locally by MGO Section 16.25. The current map was adopted in 1966 and is broken into quarter-sections, with a map adopted by resolution for each quarter-section.

The map identifies the location and width of reservations for the above-referenced public facilities. An officially mapped reservation is not the actual land needed to construct the future public facility. Details on the public improvement (i.e. street cross-sections, pond depth, project aesthetics, etc.) are determined subsequent to official mapping and closer to the time of construction. Further, the City must acquire the land needed to construct a street or other mapped facility through dedication as a condition of development (typically by a subdivision of land) or by acquisition of land in fee simple or as an easement. All such dedications or acquisitions require separate Common Council approval.

The Official Map may only be amended by a Common Council resolution following published Class 2 notice in the City's newspaper of record (Wisconsin State Journal) and mailed notices to property owners within 300 feet of the area subject to amendment.

### Proposed Amendment

On February 1, 2022, Resolution ID 69518 and 69519 were introduced by the Common Council to officially map two street connections recommended by the [Oscar Mayer Special Area Plan](#). The special area plan was adopted by the Common Council on July 21, 2020 by Resolution 20-00534 (ID [59745](#)) to guide future land uses, street networks and transportation facilities, urban design, and open spaces for the area of the City of Madison bounded by Packers Avenue and Pennsylvania Avenue on the east, Aberg Avenue on the north, and Fordem Avenue and N Sherman Avenue to the west.

Resolution ID 69518 proposes to officially map a 66-foot wide reservation for future public streets to connect Pankratz Street southeasterly to connect to Shopko Drive across an undeveloped 29.9-acre parcel owned by Madison Gas & Electric and addressed as 1401 Packers Avenue. The proposed reservation is shown on Exhibit A of the resolution. The affected parcel subject to the reservation is zoned SE (Suburban

Employment District) and is recommended for employment uses in both the Oscar Mayer Special Area Plan and 2018 Comprehensive Plan.

On the north, Pankratz Street is a 66-foot wide local street that extends south from Anderson Street to provide the primary access for development sites in the Second Addition to Truax Air Park West subdivision located between Packers Avenue and Bridges Golf Course on land owned by Dane County Regional Airport (no vehicular access to Packers Avenue is allowed). Pankratz Street currently ends in a temporary cul-de-sac north of the 1401 Packers property. On the south, Shopko Drive was established as a 72-foot wide public street through a series of Certified Survey Maps to provide access to the commercial area located north of Aberg Avenue, which includes the Pick 'n Save supermarket, Heritage Credit Union, Kelley Williamson Mobil, and a personal indoor storage facility located in what was previously a Shopko store. Shopko Drive currently ends without a turnaround south of the 1401 property and adjacent to 2501 Shopko Drive. The proposed reservation will be mostly 66 feet wide across the affected parcel but flares to 72 feet at the southern property line to match the 72-foot wide Shopko Drive right of way.

This official map resolution and a companion official map amendment to reserve the extension of Ruskin Street to Huxley Street and the extension of Roth Street across the former Oscar Mayer plant property to Packers Avenue elsewhere in the planning area (ID [69519](#)) were sponsored by Ald. Syed Abbas, District 12, within whose district the area plan and parcels to be officially mapped are located. The Plan Commission reviewed the other official map amendment at its March 7, 2022 meeting and recommended approval to the Common Council; Council consideration of ID 69519 is pending.

#### Process and Impact

Generally speaking, permits may not be issued to construct a new or enlarged building within an officially mapped reservation. The impact on the affected parcels by the proposed reservations is limited to only the area to be reserved for future public use; the proposed reservations should not otherwise affect the ability of the impacted owners from using their property as allowed by Madison General Ordinances.

As noted above, the 1401 Packers Avenue parcel is undeveloped, so the proposed reservation will not impact any existing buildings. However, at the request of Madison Gas & Electric, the alignment of the proposed 66-foot wide street reservation has been shifted further to the west and south closer to the rights of way of Packers Avenue and Aberg Avenue to create a larger development site at the center of the 29.9-acre parcel. The version of the reservation originally attached to the subject official map amendment resolution showed the connection extending through the center of the parcel similar to the alignment shown in the special area plan.

Enforcement of the reservations will primarily come through the multi-agency, multi-disciplinary site plan approval process that proceeds the issuance of building permits. Final authority on the issuance of permits for a building within one of the proposed reservations will rest with Matt Tucker, Director of the Building Inspection Division. For more information on the background and history of Wisconsin's official mapping statute and the enforcement of the Official Map under state law and local ordinance, please refer to a memo from former Assistant City Attorney John Strange, dated November 20, 2020, which is attached to this legislative file. That memo was prepared to guide consideration of an official map amendment related to implementation of the Milwaukee Street Special Area Plan; however, the information in the memo is still pertinent and should serve as an excellent legal guide to any questions raised by this official mapping exercise.

Recommendation

The Planning Division supports the Official Map reservation proposed by Resolution ID 69518 as a means to proactively reserve the most important street connections recommended for the subject lands by the Oscar Mayer Special Area Plan. Staff recommends that the Plan Commission recommend approval of the **revised** alignment of the Pankratz-Shopko connection to the Common Council, which shifts the future street west and south through the 1401 Packers Avenue parcel as shown on the exhibits attached to the resolution labeled 'Off. Map Reservation-Revised Alignment\_Pankratz-Shopko.' [Exhibit A is the map of the reservation; Exhibit B is the legal description of same.] [The original alignment, attached with 'Version 1' in the labels, is attached for reference only and is *not* recommended for approval.]

The Transportation Policy and Planning Board recommended approval of the Pankratz-Shopko connection on February 14, 2022. The Board of Public Works reviewed the connection and recommended approval of the revised alignment at its April 6, 2022 meeting.