



TEXT EXCERPT
R E C O M M E N D A T I O N S F R O M
O S C A R M A Y E R
S P E C I A L A R E A P L A N

85% DRAFT | JANUARY 23, 2020

PREPARED BY VANDEWALLE & ASSOCIATES AND
THE CITY OF MADISON PLANNING DIVISION FOR
THE CITY OF MADISON



4. LAND USE & TRANSPORTATION



LAND USE RECOMMENDATIONS

Goal 1: Create a mixed density neighborhood west of the Oscar Mayer site.

1. Redevelop the southeast corner of N. Sherman and Aberg with ground floor commercial uses serving neighborhood and community needs and upper-floor residential units and offices.
2. Seek new businesses that are complementary to and could benefit from co-locating with the existing FEED Kitchens.
3. Explore the opportunity to build on existing uses such as the Hartmeyer Ice Arena and expand uses to more diverse offerings related to sports, wellness, and entertainment in the activity node.

Goal 2: Create a mixed-use, transit-oriented development centered on a new multimodal transit facility located on the south end of the Oscar Mayer site/or Hartmeyer property.

1. Develop a mix of high density residential, employment and commercial uses around the multimodal facility.
2. Integrate the development with the employment uses to the north and the new mixed density neighborhood to the west.
3. Incorporate community civic spaces and gathering areas as part of the development.
4. Work with the Oscar Mayer property owners to repurpose and reuse the existing buildings for office, manufacturing, and/or food related uses.

Goal 3: Create a walkable, urban street along Commercial Avenue from N. Sherman to Packers Avenue.

1. Incorporate community open spaces and gathering areas along the north side of Commercial Avenue as part of the transit-oriented development.
2. Redevelop the south side of Commercial Avenue to fully activate the street and serve as a transition to the employment uses to the south and Madison College to the east.

Goal 4: Concentrate employment uses around the Packers and Aberg Avenue interchange.

1. Carefully select and design uses at the intersection of Coolidge and Packers to serve as a highly visible entry to the mixed-use employment center.
2. Infill the area between Oscar and Packers Avenues with offices and employment-supporting commercial uses.
3. Proactively plan for continued grocery store access in the plan area, but prepare for long-term conversion/redevelopment of the site to employment uses and consider a grocery store integrated into a multi-story mixed use project west of Packers Avenue in the planning area.
4. Prepare for redevelopment of the northwest quadrant of the Packers/Aberg interchange to employment uses and identify improved connections linking this site to the employment on the Oscar Mayer site.
5. Maintain the north end of the Oscar Mayer site as predominately employment uses potentially including a new Metro Transit satellite facility.
6. Work to facilitate the development of the northeast quadrant of the interchange.

Goal 5: Work with Madison College to continue investing in their facilities at the corner of Commercial and Packers Avenue.

1. Encourage Madison College to continue investing in their facilities for their building trades and arts programs, including the construction of a signature building at the corner.
2. Work with Madison College to utilize the multimodal transit facility for parking and make the south end of the College's land available for higher density residential development serving students and others.
3. Redevelop the Packers/Sixth St./Pennsylvania corner into a mixed-use development serving students, and area workers.

Goal 6: Work with property owners and existing and prospective business to maintain and redevelop predominately employment uses in the southern end of the planning area.

1. Continue discussions with existing property owners and businesses as to their long-range plans; work to retain them where feasible and to facilitate transfer to new businesses where necessary.
2. Create a mixed-use node at the far end of the planning area to create a transition from the public market and residential uses to the south and a "gateway" to the area from Johnson and First Streets.

TRANSPORTATION RECOMMENDATIONS

Goal 1: Create a multimodal transit facility on the northern end of Commercial Avenue and on either side of the Canadian Pacific railroad tracks.

1. Relocate North Transfer Point to a more visible and accessible location integrated with the multimodal transit facility.
2. Seek public-private partnerships with developers to co-locate and integrate higher density mixed-use development with the facility.
3. Work with corresponding property owners to construct a multimodal facility for bikes, buses, BRT, park and ride, and reserve space for a potential intercity and local rail terminal.
4. Encourage appropriately located structured parking to serve commuters, area employers, and Madison College.
5. Work with private national and regional transportation operators (such as Greyhound, Badger Bus and VanGalder) to make the facility a Madison terminal.
6. Investigate options for improved service to connect various employment centers and daily services on the Northside. Metro Transit should evaluate this option as part of the larger route restructure anticipated with Bus Rapid Transit implementation.
7. Reserve the potential for a future intercity passenger rail terminal and local rail transit stop.
8. Work with car sharing and bike sharing services to create major hubs within the facility.
9. Work with MGE to incorporate electric vehicle charging infrastructure in the facility to help facilitate the transition to an electrified transportation system.

Goal 2: Improve connectivity to/from and within the planning area and incorporate Complete Streets principals in roadway designs.

1. Enhance the grade separated intersection of Packers and Aberg with improved ramp configurations, (such as using roundabouts) to calm traffic, improve connectivity, and create more appealing gateways to the planning area. More study will be needed to determine feasibility of interchange improvement and configuration.
2. Connect Roth and Coolidge Streets across the Oscar Mayer site and create a signalized intersection at Packers Avenue. Explore design alternatives to minimize impacts from non-local traffic.
3. Work with the appropriate State agencies to move the rail crossing with the proposed Coolidge Street alignment from Packers Avenue to Roth Street.
4. Create access to Pennsylvania Avenue properties and the multi-use path by extending Third & Sixth Streets west across Packers and create a signalized intersection or other intersection improvements.
5. Extend existing Ruskin Street from Commercial Avenue north to Roth Street with an intersection at Roth and continued to Aberg Avenue.
6. Develop a gridded street network through the proposed mixed-density neighborhood west of the Oscar Mayer site.
7. Work with MGE to connect Shopko Drive with Pankratz Street as part of the relocation of its operations facilities.
8. In the event of a major redevelopment north of Aberg Avenue between the rail corridor and Packers Avenue, identify appropriate locations for connectivity and access, including Everett Street.
9. When reconstructed, Commercial Avenue should include design elements appropriate for a mixed use main street such as street parking, street trees, bike/pedestrian facilities, and well designed crossings.
10. Assess right-of-way needs on the southside Aberg Avenue that could be accommodated over time as the corridor redevelops.

Goal 3: Use traffic calming mechanisms to minimize non-local traffic impacts on Eastside neighborhoods while improving neighborhood accessibility.

1. Work with the Eken Park Neighborhood Association on designs for new intersections at Coolidge Street and Packers Avenue. In the event future traffic volumes on Coolidge Street exceed those appropriate for a local neighbored street, implement traffic calming and/or reduction strategies such as reducing turning movements into Eken Park, installation of diverters or other steps.
2. Work with the Emerson East Neighborhood Association on designs for new intersections at Sixth Street and Pennsylvania Avenue.
3. Investigate changing primary access to East Madison Little League Fields from North Street to Aberg Avenue to reduce non-local traffic on local streets in Eken Park.

Goal 4: Improve bicycle and pedestrian connections to/from and within the planning area.

1. Work with MGE to construct a low-stress shared-use path along its existing service corridor east of the rail corridor from Johnson Street to Commercial Avenue and with the Oscar Mayer property owners to extend the path across the Oscar Mayer site from the Commercial Avenue to Aberg Avenue.
2. Create a multiuse path along Roth Street from Sherman to the proposed multimodal transit facility and along the new Coolidge Street/ Packers street.
3. Create a shared-use path along the eastern edge of the DOT-owned railroad tracks between Sherman and Commercial Avenue.
4. At the time Commercial Avenue is reconstructed, create a new on or off-street bike path, on the north side of Commercial Avenue between the Canadian Pacific railroad tracks and the Demetral Park Path east of Packers Avenue.
5. Vacate the Service Road on the east side of Packers Avenue in Eken Park and install a shared-use path connecting the Little League Field to Demetral Park, with street trees and other landscaping along its length to improve the neighborhood edge and buffer existing residences from Packers Avenue.

5. NEIGHBORHOOD & HOUSING



NEIGHBORHOOD & HOUSING RECOMMENDATIONS

Goal 1: Create a neighborhood that offers housing opportunities for all.

1. Encourage the development of “missing-middle housing” including townhomes, duplexes, fourplexes, apartments, and live-work units that can be both owner or renter-occupied.
2. Encourage high-density housing or larger multifamily buildings in proximity to existing or planned transit and adjacent amenities.
3. Expand ownership opportunities for the broader community through different housing types from townhomes, garden style units, and co-housing.
4. Encourage a mix of affordable and market rate housing that meets the needs of a wide variety of citizens at different stages of life and at different price points.
5. Encourage active senior-oriented development in the area that provides age in place living options for neighborhood residents, walkable to services and transit.

6. ECONOMY & OPPORTUNITY



ECONOMY & OPPORTUNITY RECOMMENDATIONS

Goal 1: Reestablish the corridor as a major economic center offering a full-spectrum of jobs and help ensure equal opportunity to prosper and be part of the redevelopment process regardless of age, race, ethnicity, and income.

1. Create a work team or task force consisting of entrepreneurs, creatives, economic development experts, nonprofit organizations, and businesses and people of color to help shape an inclusive employment and activity district working with the city and major site developers. Work groups with expanded involvement should include cultural arts, economic development, transportation and mobility, etc.
2. Support the investigation of creating an incubation space and business support center for businesses of color and leverage financial tools to build a pipeline working with Northside Planning Council, Latino Workforce Academy, Centro Hispano, Urban League of Greater Madison, Northport /Packers Community Learning Center, Kennedy Heights Community Center, and area faith-based organizations.
3. Conduct an analysis of the economic infrastructure needs and opportunities to position the corridor for growing industry clusters including digital-driven manufacturing and IoT, creative trades and building trades, business services, health and biotech cluster, IT and gaming, and food and beverage.
4. Partner with local community and economic development organizations such as the Black Chamber, Latino Chamber, Northside Business Association and Northside Planning Council to create an outreach and awareness effort of the business and development opportunities in the planning area, targeted to businesses of color and local businesses.
5. Incorporate a Market Ready Program in the employment hub area.
6. Prioritize the expansion of existing local businesses in the planning area before other out of city/state businesses.
7. Explore innovative options to repurpose manufacturing spaces, including structured parking, urban agriculture, makerspace, artist studios, etc.
8. Assess the affordability of retail/commercial space in the area and identify and implement strategies to maintain affordability for small and locally owned businesses.
9. Over time, work to facilitate the connection between large employers and institutions with small businesses in the area.
10. Grow a targeted collaborative partnership between Madison College, Madison East, Shabazz High School, Dane County Job Center, StartingBlock, and major employers to ensure local youth/workforce is prepared with the skills and connections to meet the next generation of jobs in the corridor.

7. CULTURE & CHARACTER



CULTURE & CHARACTER RECOMMENDATIONS

Goal 1: : Create a thriving, approachable, and identifiable Northside place that reflects the community’s authentic character and vibe.

1. Attract and grow local restaurants, music and performance venues that reflect and cater to the diverse communities of the area.
2. Ensure local arts are woven into the corridor and hub in public and private spaces, and on buildings, that reflect the community’s culture and background to create a sense of community ownership.
3. Target businesses that have a global and inclusive business model and values.
4. Create public spaces and facilities that are welcoming in appearance and through programing for a diversity of community residents.
5. Explore growing a sports and wellness sub-district with new facilities building off the Hartmeyer Ice Area that caters to a diverse array of markets and destination activities.

8. GREEN & RESILIENT



GREEN & RESILIENT RECOMMENDATIONS

Goal 1: Increase parks, urban open spaces, recreational opportunities throughout the planning area.

1. Designate a portion of the Hartmeyer property around the existing wetland as an integrated passive and active park.
2. During a future park planning process, engage a diverse mix of community members representative of the Northside to consider the layout, amenities, and accessibility features to ensure the future park space serves everyone.
3. Work with the Oscar Mayer property owners, and East Madison Little League to maintain long-term public open space for baseball.
4. Encourage multi-use spaces that serve the needs of a diversity of cultures. New community gathering spaces should be designed as multi-faceted spaces that can be used by a wide variety of residents and function as comfortable social outlets for underrepresented groups

Goal 2: Deploy stormwater management practices and green infrastructure techniques in development and redevelopment projects to reduce stormwater runoff into the lakes and stream and minimize impacts from intense rain events.

1. Consider including key stormwater improvements and green roof/ grey water investments a TIF eligible expense in the area.
2. Integrate vegetation into the built environment, such as terrace plantings, living walls, and green roofs.
3. Utilize suspended pavement systems like Silva Cell or other techniques to provide stormwater control and support the growth of healthy street trees, particularly for trees planted on paved terraces.
4. Encourage practices such as bioswales, rain gardens, rain barrels, vegetation and other green infrastructure techniques in new development and areas of redevelopment.

9. EFFECTIVE GOVERNMENT & INITIAL IMPLEMENTATION ACTION STEPS

ACTION STEPS	RESPONSIBLE AGENCY	TIMEFRAME
<p>1. OMSAP Staff Team: Utilizing the Capitol East District multi-department staff team model, establish a staff-led team dedicated to the area that meets regularly to efficiently plan for any improvements and TID creation and coordinate public and private investments to optimize the benefit and alignment with the vision and plans.</p>	<p>Planning Division, Economic Development Division, Other departments as necessary</p>	<p>Short (0-6 months)</p>
<p>2. Inclusive Activity Hub Work Team: Establish an Inclusive Activity/Economy development implementation work team to advance efforts to build an inclusive activity hub and nurture economic opportunities for people of color and the northside community as a whole. The work team should include private sector, property owners and key nonprofit organization members.</p>	<p>Department of Planning and Community and Economic Development</p>	<p>Short (0-6 months)</p>
<p>3. Prepare a long-range public improvements implementation plan including general cost estimates and likely associated development projections to help inform the TID project plan.</p>	<p>OMSAP Staff Team</p>	<p>Short (0-6 months)</p>
<p>4. Work with Reich/ Rabin team to identify and advance a phase one catalyst development project to reposition and activate the hub, including private development and public improvements along the Commercial Avenue corridor.</p>	<p>OMSAP Staff Team</p>	<p>Short (0-6 months)</p>
<p>5. Area wide TID: Concurrent with the first major project in the area, prepare a blight study of the project area, identify potential TID boundary, and prepare a holistic project plan for the area.</p>	<p>Economic Development Division</p>	<p>Medium (6-12 months)</p>
<p>6. Toolkit & Marketing: Develop a toolkit of available sources to assist with projects such as Low Income Housing Tax Credits, Brownfield grants, New Market Tax Credits, Opportunity Zone benefits, and other state federal grants and work in cooperation with major property owners to prepare appropriate marketing materials to position the project area in the marketplace.</p>	<p>Economic Development Division</p>	<p>Medium (6-12 months)</p>

ACTION STEPS	RESPONSIBLE AGENCY	TIMEFRAME
7. Concurrent with the creation of a TID, determine the need for, and potentially prepare, a Statutory Redevelopment Plan for the project area.	Economic Development Division, Planning Division	Medium (6-12 months)
8. Update Urban Design District # 4 to align with the plan.	Planning Division	Medium (6-12 months)
9. Meet with the Wisconsin Department of Transportation to share the plan and discuss critical improvements necessary to drive new investment and job growth to this regional employment center.	Engineering Division, Planning Division	Short (0-6 months)
10. Meet with WEDC to share the plan and discuss critical improvements necessary to drive new investment and job growth to this regional employment center.	Economic Development, Planning Division	Medium (6-12 months)
11. Hold an annual northside stakeholders meeting to keep the community apprised of upcoming projects and provide an avenue to incorporate new ideas and concerns.	Planning Division, Economic Development	Annual
12. Actively work with major property owners to help identify potential developers and users interested in the type of development reflected in the plan to activate the area.	Economic Development Division	Ongoing
13. Multimodal Transportation Facility: Work with Reich/Rabin and Hartmeyer Estate Trust to identify a site for multimodal facility and develop a strategy for the development of the facility including the relocation of the North Transfer Point.	Transportation Department - Metro Transit, Economic Development Division – Office of Real Estate Services, and Planning Division	Medium (6-12 months)
14. Hartmeyer wetland: Work with Hartmeyer Estate on the acquisition of the wetland and development of a new neighborhood park.	Parks Division, Economic Development Division - Office of Real Estate Services	Medium (6-12 months)
15. Hooper Property: Work with Hooper Corporation and potential interested purchasers to facilitate the repurposing of the properties consistent with the plan.	Planning Division, Economic Development Division – Office of Real Estate Services	Short (0-6 months)

FUTURE LAND USE PLAN



Revised: 1.21.20
 VANDEWALLE & ASSOCIATES, INC.
 © 2020



- EMPLOYMENT
- COMMUNITY MIXED USE
- NEIGHBORHOOD MIXED USE
- SPECIAL INSTITUTIONAL
- LOW-MEDIUM RESIDENTIAL
- MEDIUM RESIDENTIAL
- HIGH RESIDENTIAL
- INDUSTRIAL
- PARKS AND OPEN SPACE
- URBAN PUBLIC SPACE
- ACTIVATED GROUND FLOOR
- POTENTIAL FUTURE BRT STOPS
- MULTIMODAL TRANSPORTATION FACILITY