



Department of Planning & Community & Economic Development

Planning Division

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From: Dan McAuliffe, Planning Division;

RE: Oscar Mayer Special Area Plan BCC Referrals' Actions and Recommendations

The Oscar Mayer Special Area Plan was most recently at Plan Commission on February 10, 2020, where staff presented the revised development concept and draft plan. At that meeting, members of the Plan Commission expressed comfort with the draft and directed staff to proceed toward introduction of the plan. Prior to introduction, the Hartmeyer Estate provided planning staff with a wetland delineation for their property. In response to that, the alignments of the north-south streets on Hartmeyer property shifted slightly to the east. This increased the size of the park and open space by approximately one half acre, bringing the total size to just over 14 acres. This is the only change between the draft Plan Commission reviewed on February 10 and that introduced on February 25.

This is the third opportunity for Plan Commission to review the plan. At the November 11, 2019 Plan Commission meeting members gave feedback on the initial concepts, and the amount of open space on the Hartmeyer property was a point of discussion. The initial concept included approximately 8 acres of open space. After hearing public testimony, members of the Plan Commission felt the open space should be enlarged, but should not occupy the entire Hartmeyer property. Based on that direction and public feedback, park space was expanded in subsequent concepts. At the February 10, 2020 meeting, Plan Commission reviewed a revised concept, showing a significantly expanded 13.5 acre open space (a 70% increase from the initial concept). Members of the Plan Commission felt the draft struck a good balance of open space and developed area and again stated that the open space should not occupy the entire Hartmeyer property. The amount of open space on the Hartmeyer property in the draft being consider at this meeting is a 76% increase from the initial plan and accounts for 48% of the Hartmeyer property.

Transportation Policy and Planning Board

At the May 4 TPPB meeting, the board voted to recommend approval of the plan with following text edits:

- The intersection of Coolidge and Packers is intended for safe, full pedestrian and bike access for all movements while limiting new cut-through traffic to Eken Park;
- Updating the transportation map to include recommended low-stress bike routes within the area;
- Include an implementation/timeline for the transportation portion of the plan.

[Video of TPPB meeting](#)

Staff response: Coolidge Street

The intersection of Coolidge and Packers was discussed at length at that meeting. TPPB elected not to specify an exact intersection design but did support re-establishing the street connection to the Eken Park neighborhood, while limiting non-local traffic in the neighborhood. A potential intersection design discussed was the one at Livingston Street and East Washington Avenue. This intersection type would provide a two-phase pedestrian

crossing, straight, left and right turn movements from north- and south-bound Packers Avenue. Left and straight movements on east- and west-bound Coolidge St. would be prevented, with only right turn movements allowed. Staff recommends the relevant text in the plan (pg. 34) be amended as follows and include the East Washington/Livingston intersection graphic attached to this document:

ENHANCING CONNECTIONS

The plan seeks to create and significantly improve the transportation infrastructure and options in the Northside by recommending new streets integrated with the surrounding street network. A key street connection is from Packers to N. Sherman Avenue, which will require a new signalized intersection at Packers Avenue and Coolidge Street. The future signalized intersection will require significant intersection geometric improvements to provide northbound and southbound left-turning pockets. As part of the future design process, Engineering and Traffic Engineering should design an intersection that allows for safe, full pedestrian and bike access for all movements while limiting new cut-through traffic to Eken Park. An example that may be considered is the intersection of East Washington Avenue and Livingston Streets. This intersection uses a two phase crossing for bikes and pedestrians, while allowing straight, left and right turn movements for vehicles on East Washington. Vehicles on Livingston only have the option of a right turn and cannot proceed straight or make left turns.

Staff response: Bike Level of Traffic Stress Map

Staff has prepared the attached Bike Level of Traffic Stress map, based on criteria used in the MPO's 2018 report [Defining the Madison Area Low-Stress Bicycle Network and Using it to Build a Better Regional Network](#). Staff recommends incorporating this map as an appendix to prevent potential confusion about where on- and off-street bike facilities are recommended to be built.

Staff response: Implementation Timeline

Staff will have a non-exhaustive implementation timeline in response to the request from TPPB available at upcoming meetings. It will address most major transportation-related elements of the plan to provide policy makers, residents, property owners and developers a better understanding of potential timing of future improvements. It is also recommended to be incorporated as an appendix.

Board of Park Commissioners:

The Board of Park Commissioners reviewed the draft plan on May 13th and June 10th. At the May 13th meeting, the Board voted to refer the plan to their next meeting and requested staff provide more information related to the Hartmeyer Property. At the June 10th meeting, the Board of Park Commissioners voted to recommend approval of the draft as presented (14.1 acres of parks and open space on the Hartmeyer property).

[Video of May 13th meeting](#)

[Video of June 10th meeting](#)

Sustainable Madison Committee:

At its June 23 meeting, the Sustainable Madison Committee voted to approve the plan with the following amendments:

- To preserve the 31 acres of the Hartmeyer Natural Area
- To address racial justice and social equity during the OMSAP redevelopment process which must include assessing and preventing human exposures to toxic chemicals at the site and/or released from the site among all people and particularly at-risk low income people and people of color.

Video of the Sustainable Madison Committee meeting is not available at the time of publication.

Staff response:

Staff wholeheartedly commits to ensuring the remediation of all properties in the OMSAP. This is especially important for industrial properties being transitioned into parkland or residential use. Much of the conversation at SMC focused on contamination associated with past industrial use of the Oscar Mayer site, Hartmeyer property and the former Burke wastewater treatment plant. All of these properties have industrial pasts and are “brownfields” with some degree of soil and/or groundwater contamination. Fortunately, in addition to previously closed remedial work, all three properties are subject to ongoing Wisconsin DNR-supervised investigations into residual contamination. This means that they are subject to the NR 700 rule series governing the investigation and remediation of environmental contamination. Redevelopment of these properties is the key to ensuring they are remediated safely, thoroughly, and expediently.

The NR 700 rule series details the requirements for reporting contamination, public participation and notification, conducting site investigations, applicable soil cleanup standards, management of contaminated soil during redevelopment, implementation of remedial actions, case closure requirements, and continuing obligations to address any remaining contamination. NR 700 offers a robust and comprehensive process for guiding the redevelopment of brownfields from contaminated wastelands into new commercial and residential properties.

The City of Madison is not new to managing the redevelopment of brownfields. City staff supervised the remediation of the three former Don Miller car lots on the 700 and 800 blocks of E. Washington Avenue, the Garver Feed Mill, the Cap East Garage, the creation of McPike Park from a series of former bulk oil storage facilities, and the conversion of a host of former landfills and dumps into public parks (e.g. Olbrich, Law, Burr Jones, Reynolds, Demetral, Quann/Olin, Sycamore, Mineral Point, and Greentree Hills). In addition, through the City’s EPA brownfield grants and tax incremental financing, the City has assisted a myriad of private brownfield developments: Veritas Village Apartments at the former Reynolds crane lot, the Arden Apartments at the former Land o Lakes Dairy, the L. L. Olds Lofts and Flats at a former petroleum bulk storage facility at 722 Williamson Street, the Goodman Center’s expansion into Madison Brassworks, the Royster Corners development at a former Royster Clark fertilizer plant, and the proposed Red Caboose building at the former French Battery Company located at Union Corners.

Despite the historic contamination concerns in the OMSAP region, staff does not have concerns about the appropriateness of future development, including residential, for the following reasons. First, as mentioned previously, all of these properties currently have ‘open’ cases with WDNR and are subject to the NR 700 remediation process. Second, redevelopment is often the most effective tool in remediating brownfield properties. One prominent case mentioned above is Royster Corners, a 26-acre former fertilizer plant contaminated with fertilizer, pesticides, and petroleum products. The developers of Royster Corners worked closely with the WDNR’s Environmental Cleanup and Brownfield Redevelopment Program to safely transition this property from a contaminated industrial site to one clean enough for 51 single residential lots and 13 acres for mixed use and residential buildings. So far, 160 dwelling units and the new Pinney Library are built as the phased redevelopment continues. The Wisconsin DNR has a robust brownfield redevelopment program and the State of Wisconsin has a variety of brownfield grant programs to assist private developers.

Last, as part of the City’s plat approval process for the Hartmeyer and Oscar Mayer properties, staff requires that environmental investigation reports be submitted for any lands dedicated to the City (e.g. parkland, right of way, stormwater parcels). This is standard practice for all dedications to ensure we do not unknowingly take possession of contaminated property.

There are additional checks to ensure affordable housing is not developed on contaminated soil. Any expenditure with federal funds (CDBG, HOME, etc.) must follow environmental review process specified in [24 CFR 58 - Environmental review procedures for entities assuming HUD environmental responsibilities](#). Further, the City’s Affordable Housing Fund requires a Phase 1 assessment of all applicants to further identify and require remediation of any potential contamination.

Staff supports the amendment related to ensuring properties are evaluated and remediated to minimize human exposure and potential adverse health risks associated with unmitigated contamination. However, the processes

outlined above show these checks are already in place. While incorporating this language into this plan may be appropriate, it is likely not the best location for a broad policy statement that is relevant to many redeveloping areas in the City.

Staff does not support the amendment to acquire the Hartermeyer property for public park purposes. The rationale for this determination is based on:

- The Comprehensive Plan (2018) established the growth policy for the City after an extensive public process reaching more than 15,000 participants. The plan recommends accommodating a greater share of growth through infill and redevelopment and recommends the highest intensity of development occur on major transit corridors and activity centers like the Oscar Mayer Plan Area.
- The Parks and Open Space Plan (2018) found the area would need a neighborhood park (typically 5 acres) if there was additional residential development in the area, but was otherwise well served by largely community and region parks. Existing parks within walking distance of the Hartmeyer property include Burrows, Demetral and Eken Parks, totaling 62 acres. The plan also did not identify this as a high-quality natural area that should be considered for acquisition as a conservation park. Looking beyond City of Madison Parks, Johnson, Fireman's and Beach Park in the Village of Maple Bluff add another 10 acres of publicly available open space.
- The area is very well served by transit, with current Metro service at the North Transfer Point, and future Bus Rapid Transit Plan. Longterm, it could be served by rail-based transit and high-speed intercity rail.
- Madison in Motion (2016) found residents in the Zone 1 (Census tracts including the Oscar Mayer area), drive for less than 40% of commute trips. The rate of driving doubles just a mile north of Oscar Mayer. Developing more intensely on transit will result in a direct reduction in carbon footprint associated with future residents.
- An initial scoping of LEED ND (neighborhood development) requirements suggest that if development occurs following recommendations in the plan, it likely would be able to achieve LEED certification.
- The plan recommends 14.1 acres (48%) of the Hartmeyer property be maintained as public open space, which is the maximum amount of open space that staff feels can balance competing needs of accommodating growth in a sustainable way and maintaining open space.
- The plan preserves and protects the 7 acres wetland (delineated in 2019), as well as protects old-growth oak trees on the property. The plan does not recommend any development on or in the wetland, nor did any drafts prepared throughout the plan. Many public comments have stated the plan recommends building on wetlands. This is demonstrably false.
- NR151 (State water quality laws), and the City's development review process ensure that stormwater will not be directed toward the wetland, preserving its quality moving forward.
- Target efforts to reach under-represented population found housing and economic development to be significantly more important than maximizing open space.

Housing Strategy Committee

At the June 25 meeting, the Housing Strategy voted to adopt the Oscar Mayer Special Area Plan as a supplement to the City of Madison Comprehensive Plan with the recommendation to the Plan Commission to consider expanding the 14-acre open space.

Video of the Housing Strategy Committee meeting is not available at the time of publication.

Staff response:

The amount of open space was again a focal point of discussion at HSC. Several members stated maintaining the amount of housing in the plan was important, as is providing open space. Several members asked questions if densities could be increased in other areas of the plan to allow for enlargement of the existing open space. Expansion of the open space to the east is very problematic. Block depths are at or very close to minimums that maintain development feasibility and the block structure was carefully crafted to support travel movements

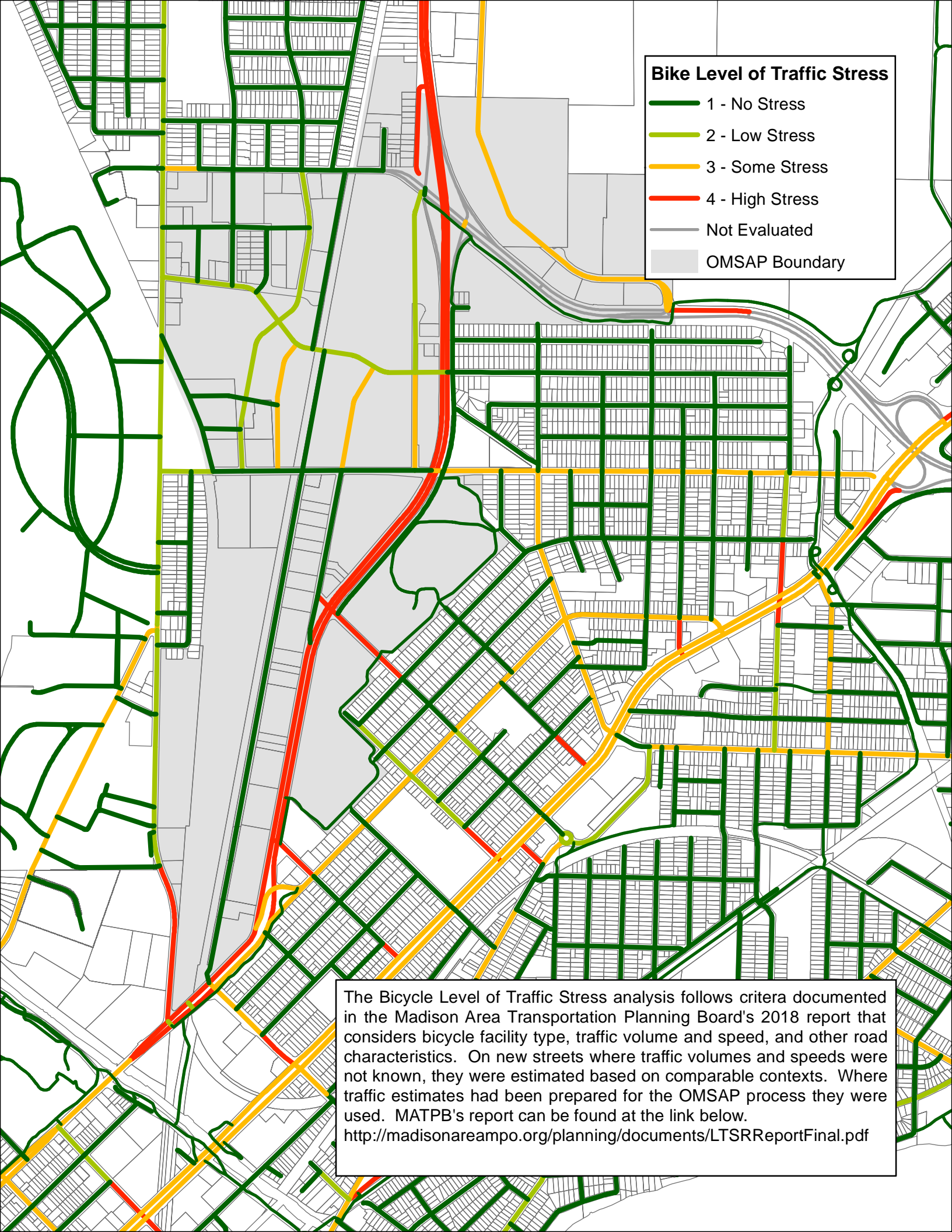
related to the planned transit center. After a fairly lengthy discussion of possible park expansion locations and areas which could see higher intensity development, staff suggested if Housing Strategy Committee felt open space expansion is needed, it could potentially occur to the south onto property owned by Cascade Investment Group LLC, and not on the remainder of the Hartmeyer property. This comes at a cost of eliminating the remaining Low Medium Density housing from the plan but could maintain the overall number of units in the plan area, a previously stated priority for HSC. As shown in the draft plan, this area accommodates lower density building types to the overall housing mix. It presents a potential opportunity for homeownership (such as single-family attached or detached units), the need for which was also a point of discussion by the HSC. The final motion did not specifically include this expansion.

Staff Recommendation

Planning staff recommends that the Plan Commission recommend to the Common Council that the Oscar Mayer Special Area Plan as submitted, with the revisions recommended by staff in this memo, be adopted as a supplement to the City's Comprehensive Plan.



**Intersection
of East
Washington
Avenue and
Livingston
Street**



The Bicycle Level of Traffic Stress analysis follows criteria documented in the Madison Area Transportation Planning Board's 2018 report that considers bicycle facility type, traffic volume and speed, and other road characteristics. On new streets where traffic volumes and speeds were not known, they were estimated based on comparable contexts. Where traffic estimates had been prepared for the OMSAP process they were used. MATPB's report can be found at the link below.
<http://madisonareampo.org/planning/documents/LTSRReportFinal.pdf>