

# **Oscar Mayer Strategic Assessment Committee Update**

**October 17, 2018**

# Committee Charge

**Oversee public process for the preparation of a report by City staff, with consultant assistance to include:**

- **Description of site and surrounding area**
- **Current role + potential future impact in region's economy**
- **Boundary for future Special Area Plan**
- **Area's long term redevelopment objectives**
- **RESJI tool to assess impacts of area's redevelopment**
- **Transportation linkages + infrastructure needs**
- **Natural resources and green space**

**Include opportunities for interested parties to be fully informed and provide comments**







# Background Information

## February 13

### City's Role in Development Review

(Heather Stouder)

### Relevant City Plans

(Heather Stouder, Bill Fruhling)

### Transportation Issues

(Dave Trowbridge, Drew Beck)

### Racial Equity and Social Justice Initiative

(Torianna Pettaway)

## March 13

### TIF Process

(Dan Rolfs, Dan Kennelly)

### Regional Food Systems

(George Reistad, Dan Kennelly, Lindsay  
Day Farnsworth, Michelle Miller)

## April 9

### Equitable Development

(Sarah Treuhaft)

### Economic Development

(Dan Kennelly, Paul Jadin)

### Environmental Issues

(Brynn Bemis)

# Strategic Assessment Report



DRAFT report being completed by staff, committee, and consultant team.

## Goals:

- Vision
- Redevelopment Objectives
- Recommendations

OSCAR MAYER AREA

# STRATEGIC ASSESSMENT REPORT

# Executive Summary

## INPUTS

1. Committee Work & Input

2. Public Engagement  
- Constituent Engagement  
- Public Event

3. Asset & Opportunity Analysis

VISION

## REDEVELOPMENT OBJECTIVES

1

1. Target a high density of living wage jobs.

2

2. Leverage the corridors existing infrastructure and building stock.

3

3. Ensure economic recovery boosts diversity in ownership and local businesses.

4

4. Integrate a welcoming district that serves all ages and diverse cultures.

5

5. Maintain housing affordability and minimize displacement.

6

6. Equip the North/East side's next generation with skills to meet emerging opportunities.

7

7. Proactively utilize city financial resources and statutory powers to optimize tax base growth and achieve the vision.

8

8. Create an integrated and connected multimodal transportation system.

9

9. Deploy sustainable technologies, improve stormwater, and preserve environmental assets.

10

10. Form an identifiable and authentic mixed-use district.

# Public Engagement

## Targeted Constituent Engagement

Provided voice to diverse constituency of Madison, the Northside, and underrepresented populations.

### KEY FINDINGS:

- **Transportation** - Transit improvements needed
- **Employment** – Work opportunities to grow talent and provide family supporting incomes
- **Youth** – Programs, opportunities and spaces to support youth

## Open House

Held August 2, 2018 at Warner Park Community Center

### KEY FINDINGS:

- **Community & Equity** – Family supporting wages; Mix of housing opportunities; Prevent gentrification & displacement
- **Working & Business** – Economic driver & employment center; Hub (employment, social, transportation); Mixed-use
- **Things to Do** – More public gathering spaces, shopping, events; Protect wetlands & green space
- **Moving Around** – Multi- modal transport hub; Want improved transit and connections to neighborhood



# Asset & Opportunity Analysis

## LAYERS OF ANALYSIS






# Asset & Opportunity Analysis

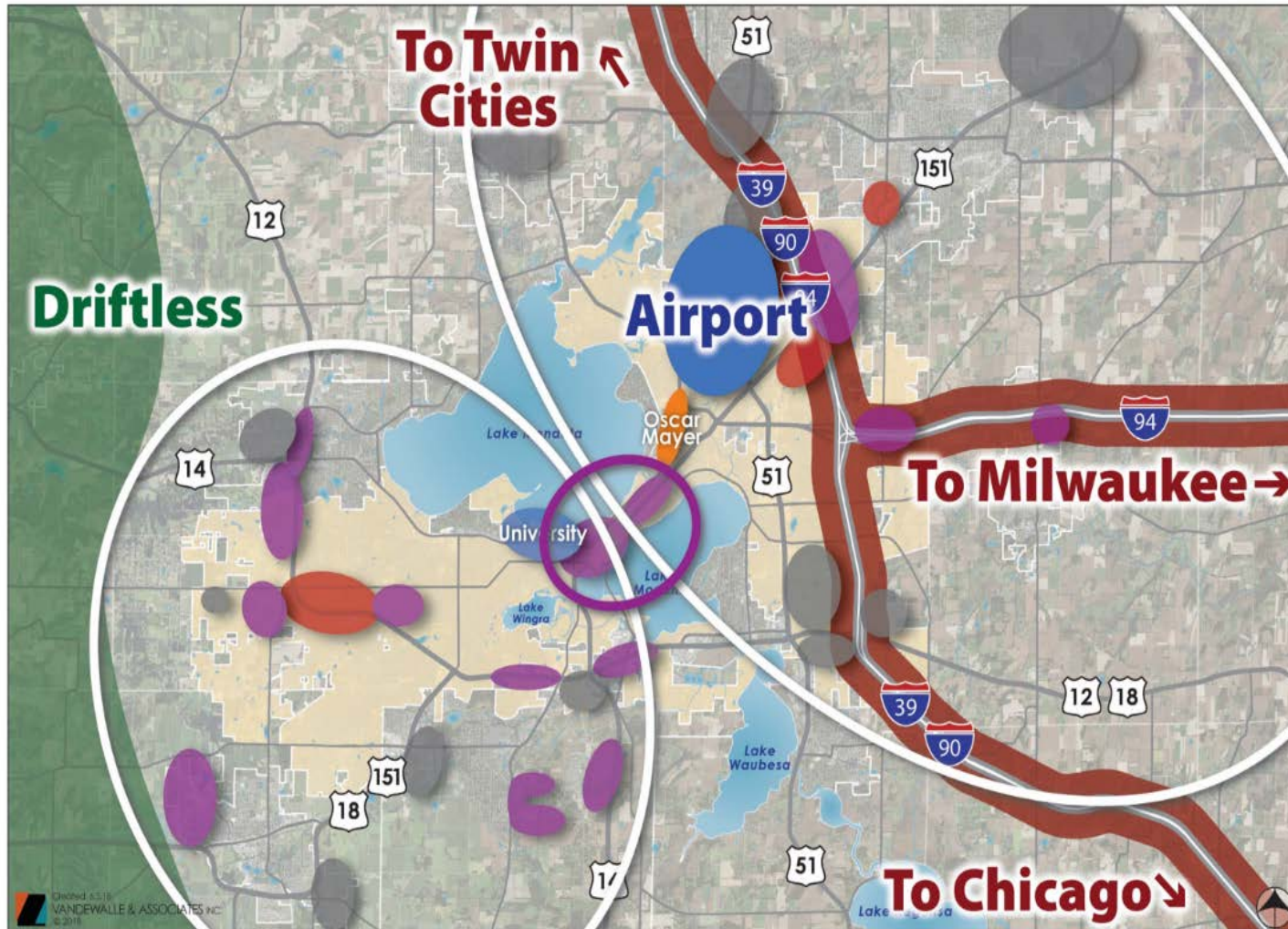
## Closure Impacts

Reduction in jobs, tax base, utility revenues, and intangibles



<b>JOBS</b>	<ul style="list-style-type: none"><li>• 1970's – 4,000 jobs</li><li>• 2013- 1,300 jobs</li><li>• 2017 – 640 final job loss (140 corporate, 500+ production)<ul style="list-style-type: none"><li>• 73% of production workers were Dane County residents</li><li>• 23% were Northside residents (2015)</li></ul></li></ul>
<b>TAX BASE</b>	<ul style="list-style-type: none"><li>• 2017 - \$23.5M (to be reassessed June 2018)</li><li>• 2003 - \$34M</li></ul>
<b>UTILITIES</b>	<ul style="list-style-type: none"><li>• \$232,000 reduction in water utility income</li><li>• \$500,000 reduction in annual wastewater treatment income</li><li>• \$3 million gas and electric revenues</li></ul>
<b>OTHER</b>	<p>Reduction in philanthropic resources to community</p> <p>Loss of customer base/revenues for nearby retail, restaurants, and service businesses</p>

# Asset & Opportunity Analysis



## Major Employment Areas Locational Advantages

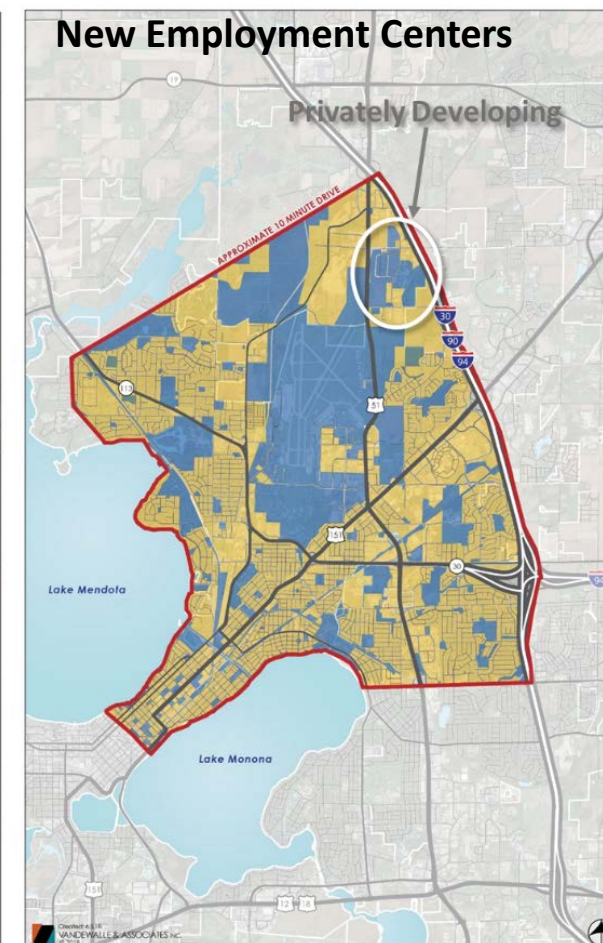
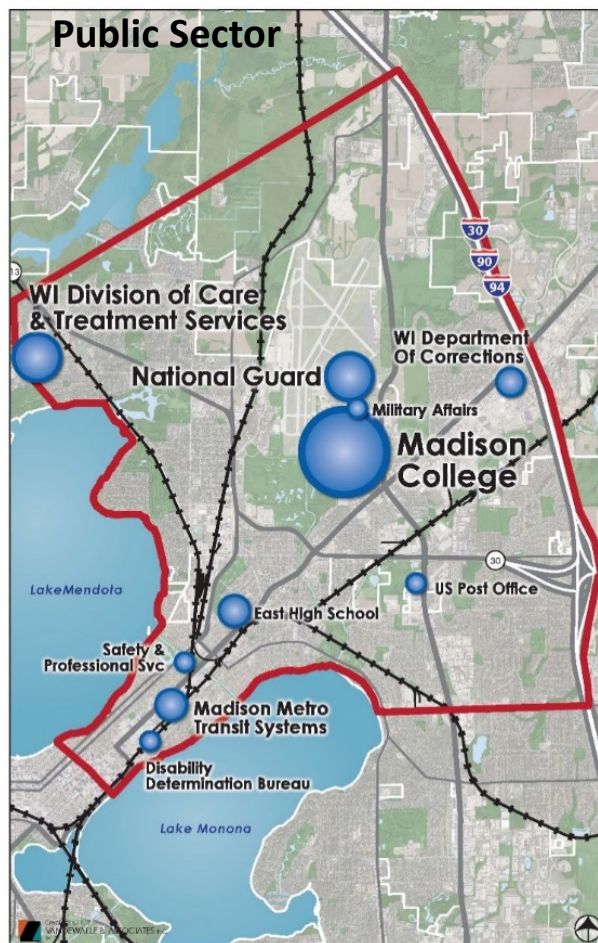
- Trend of tech and office uses shifting to the northeast side.
- Great proximity to I-90 with access to Chicago, Milwaukee, Twin Cities.



# Asset & Opportunity Analysis

## WORKFORCE & EMPLOYMENT – 10 MIN ZONE

- Number of jobs far exceeds workforce living within the area
- Large presence of public sector jobs





# Asset & Opportunity Analysis



## KEY ASSETS OF THE NORTHSIDE CORRIDOR

### ASSETS

- Oscar Mayer area
- Major Roadways including Interstate 90/94 with great access to Twin Cities, Milwaukee, and Chicago
- Bicycle Infrastructure
- Rail
- University, Downtown, Cap East
- Other Employment Areas
- Madison College and Airport
- Airport Access & Gateway Corridor
- Planned BRT
- Designated Corridor for Intercity Passenger Rail



# Asset & Opportunity Analysis



## SENSE OF SCALE OF THE CORRIDOR

At 72 acres, with over 1,700,000 square feet under roof, and with +25 acres available for in-fill development the size and scale of the former Oscar Mayer site is difficult to visualize.

For instance CUNA Mutual Group's sprawling corporate campus could fit within the site several times. The majority of the Capitol East District could fit within the site as well. I

# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

Identified 9 opportunities

### OPPORTUNITY 1

#### KEY INDUSTRY CLUSTER FOCUS

Could house a diverse set of companies in growth sectors such as health & bio-tech, IT & Gaming; Food & Beverage...

“Advancing clusters that could drive an economic transition”





# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 2

#### NEXT GENERATION MANUFACTURING

This corridor has had a long history of people making things and producing products. The next generation of manufacturing will be digitally-driven and the corridor's fiber infrastructure and workforce must be ready to meet the opportunities in advanced analytics, augmented reality, IoT and the interface between machines, devices, sensors, and people, additive manufacturing and advanced robotics.

"A place  
to make  
things"



# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 3

#### FOOD MANUFACTURING & AGGREGATION

Oscar Mayer's legacy infrastructure, supply chain and workforce combined with the North/East side's growing food innovation assets offers the opportunity to become a marketplace/hub for regional products to help evolve the city's food innovation corridor. Exploring the utilization of onsite cold storage and docking for regional food aggregation and distribution, as well as the Packers Ave corridor building stock for small-scale production/sales should be considered.

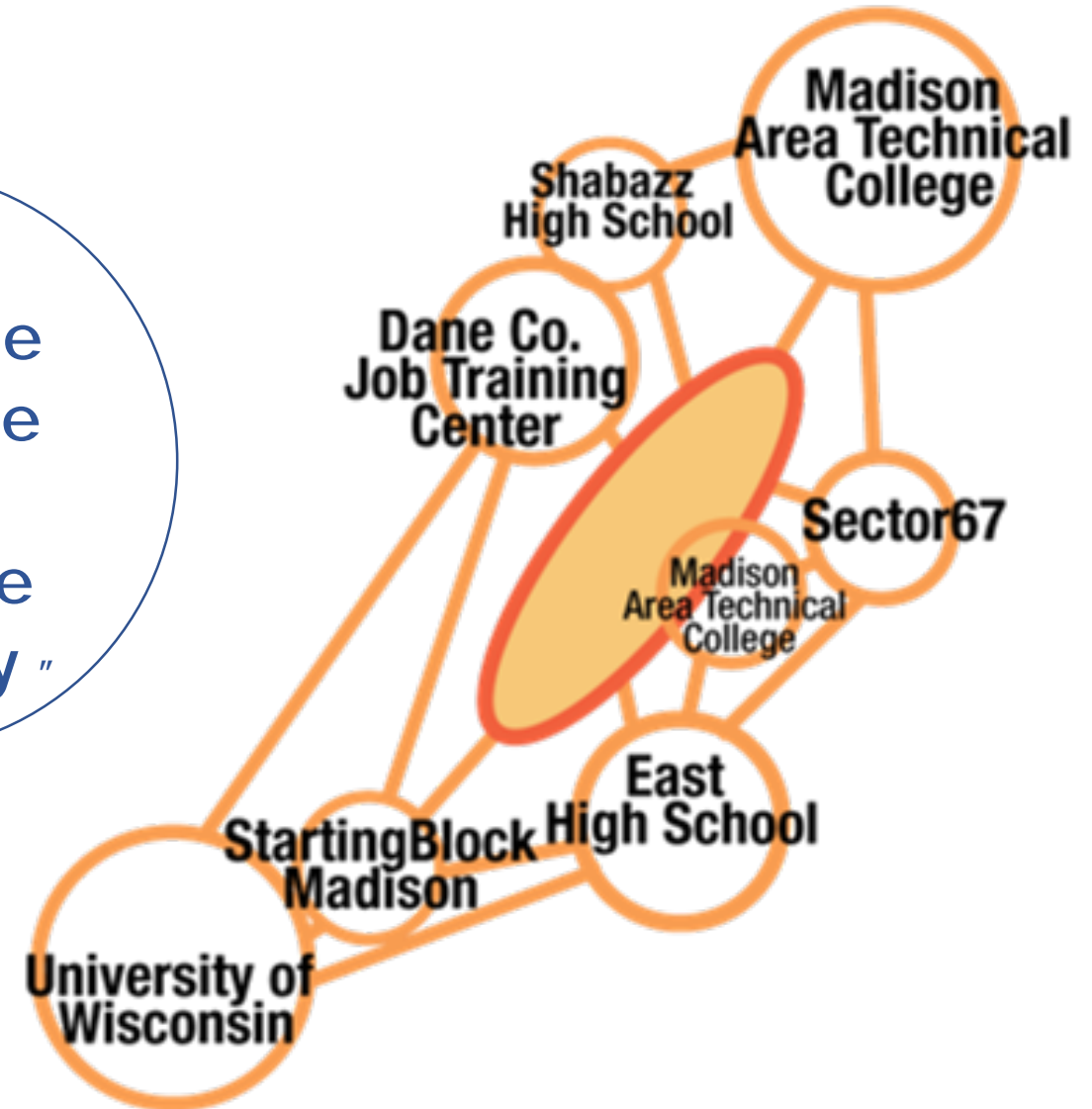
"Food  
innovation  
corridor"



## OPPORTUNITY 4

The high concentration of workforce development and educational assets should be leveraged to foster partnerships that ensure the Northside's next generation of workforce are able to capitalize on the emerging opportunities. Nimble and collaborative partnerships between companies and educational as well as startup institutions can ***contribute to career pathways*** in tech for the Northside's youth through company internships, apprenticeships, and mentoring.

“Foster  
workforce  
to fuel the  
next  
Northside  
economy”





# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 5

#### HOME FOR THE NEXT LARGE CORPORATE CAMPUS TO GO TO SCALE

The large sites in the corridor and prime infrastructure offer the opportunity to be the home to the next company that goes to scale. The Northside's full range of housing within a two-mile radius, and the full spectrum of workforce available within a 10-minute drive, make this corridor even more attractive for companies seeking an urban walkable employment district. To realize this opportunity in the future, land banking key sites should be considered.

“Walkable  
employment  
district ”



# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 6

#### CREATING AN INCLUSIVE MIXED-USE DISTRICT

Incorporating restaurants, entertainment, retail and services and making the employment area walkable and active, is critical to the success of urban employment districts. Making it truly 'Northside authentic' and an inclusive neighborhood hub that is welcoming to all should be the objective through design and use mix, and ownership, tying into the N. Sherman Ave commercial district.

"A place to  
gather "



# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 7

#### MULTI-MODAL & TRANSIT HUB

This is the only corridor in the region that has the ability to not only be an intermodal hub for goods and services due to its roadway interstate access, freight rail lines, airport and foreign trade zone, but also a multi-modal hub for people because of the convergence of bus lines and transfer point, airport, bike network, future BRT and long range, local and intercity rail transit potential.



"Goods & products"



"People"



# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 8

#### KEY LINK IN LINEAR DEVELOPMENT OF CITY

As the population grows and densifies along the infrastructure and arterial spine from Hilldale, through the Isthmus and to the airport, the Packer Avenue corridor is the next segment with the opportunity to redevelop in a transit-oriented, linear urban growth pattern over time.



# Asset & Opportunity Analysis

## BIG PICTURE OPPORTUNITIES

### OPPORTUNITY 9

#### SOCIAL & ECONOMIC EQUITY FOCUS

An opportunity exists to proactively develop a holistic social equity framework and approach to boost and preserve the existing rich culture and diverse make-up of residents and businesses of the North/East side. Exploring policies to minimize displacement and gentrification and expanding housing options will help maintain housing affordability. Leveraging the cultural fabric and entrepreneurial spirit, investing in specialized workforce and education training and capitalizing on the diverse leadership and partnerships structure will ensure all in the community have a chance to reach their full potential.

“Where all people  
can attain the  
resources and  
opportunities to  
improve their quality  
of life and  
reach their full  
potential”



# Vision & Redevelopment Objectives

Once the Committee learned about the planning topics, considered the asset and opportunities analysis provided by the consultant team, and listened to public input, they established a vision and redevelopment objectives to guide the future of the planning area. The purpose of the redevelopment objectives is to inform the Special Area Plan and help to achieve the vision. These seek to stimulate economic growth in the corridor to benefit all in the Northside community and region.

## VISION

Physically and economically woven into the diverse surrounding neighborhoods, the transit-oriented, employment centered, mixed-use district is now an inclusive gathering hub of the Northside.

The corridor has leveraged its unmatched infrastructure capacity and location between the airport and downtown to rise as a regional economic hub for the local community and its future residents.



# Vision & Redevelopment Objectives

## **OBJECTIVE 1. TARGET A HIGH DENSITY OF LIVING WAGE JOBS**

Leverage the corridor's infrastructure, location, and adjacent working neighborhood fabric to fuel the addition of a diverse array of living wage quality jobs including middle-skilled occupations in growth industries such as digitally driven manufacturing, biotech and Healthcare, IT and gaming, food aggregation and manufacturing, and service economies.

## **OBJECTIVE 2. MAINTAIN HOUSING AFFORDABILITY & MINIMIZE DISPLACEMENT**

Adopt policies, programs, and a comprehensive framework to ensure a variety of housing types, values, and particularly affordable housing, serve all family structures and meet the demand of future employees while consciously avoiding racial, cultural, and elderly displacement.

## **OBJECTIVE 3. LEVERAGE EXISTING INFRASTRUCTURE AND BUILDING STOCK**

Capitalize on the corridors location along the urbanizing spine from Hilldale to the airport by balancing the low cost of entry for new and expanding businesses while reserving capacity for future large users and employers.

## **OBJECTIVE 4. ENSURE ECONOMIC RECOVERY BOOSTS DIVERSITY IN OWNERSHIP & LOCAL BUSINESSES**

Promote equitable development by establishing DBE/MBE/WBE goals, promoting and prioritizing the needs of local businesses to prevent displacement, and actively involve diverse leadership in high-impact decision making.

# Vision & Redevelopment Objectives

## **OBJECTIVE 5. CREATE A WELCOMING DISTRICT THAT SERVES ALL**

Prioritize the community's desire to create inclusive gathering spaces and places through uses and activities (entertainment venues, youth activities, sports, etc.) that serve and celebrate the Northside's culture and diversity.

## **OBJECTIVE 6. EQUIP THE NORTH/EAST SIDE WITH SKILLS TO MEET EMERGING OPPORTUNITIES**

Encourage partnerships between the workforce development organizations and educational institutions to proactively prepare and connect the North/East side community with future employers.

## **OBJECTIVE 7. CREATE AN INTEGRATED MULTI-MODAL TRANSPORTATION SYSTEM**

Develop a robust multimodal transportation system including: improved bicycle, pedestrian, auto and localized transit that provides equitable access and connections to the surrounding neighborhoods and the larger region while also leveraging regional transportation assets and continuing to plan for BRT and potential local and intercity rail.

## **OBJECTIVE 8. DEPLOY SUSTAINABLE TECHNOLOGIES & PRESERVE ENVIRONMENTAL ASSETS**

Enhance water quality through best management practices for storm water (BPM's) and enhance the wetland as a key area asset. Encourage renewable energy technology and green building techniques.



# Vision & Redevelopment Objectives

## **OBJECTIVE 9. CREATE A IDENTIFIABLE & AUTHENTIC MIXED-USE DISTRICT**

Build a walkable high-density district integrated into the surrounding neighborhoods that serves as a focal point of economic activity for the Northside. Strengthen the connection between downtown and the airport by serving as community gateway.

## **OBJECTIVE 10. PROACTIVELY UTILIZE CITY FINANCIAL RESOURCES & STATUTORY POWERS TO OPTIMIZE TAX BASE GROWTH AND ACHIEVE VISION**

Leverage redevelopment tools such as: tax increment financing, opportunity zones, public/private partnerships, grants, land use/zoning, neighborhood plans, developer and business recruitment, targeted land acquisition and land banking, to achieve the vision, densify the corridor, and significantly increase its tax base.

# Recommendations

1. **Special Area Plan (SAP)** process should commence as soon as possible to align with major property owner development planning and ensure the effort dovetails with the likely 2019 Tax Increment District (TID) project plan creation.
2. City of Madison should develop an **interim strategy for requests on land use changes** until the Special Area Plan is complete.
3. Economic Development & Planning Division should lead the development of **detailed implementation strategy** to advance and help realize the redevelopment objectives in concert with the SAP and TID.
4. The SAP process should include **public participation** to review the concept alternatives developed through the process.
5. Special Area Plan process should continue proactively **engaging Northside constituent representatives**, underrepresented constituent groups, and individuals who have already been involved, receive input on concept alternatives.
6. Special Area Plan process should include **dialogue with all major property owners**.
7. To achieve the vision and objectives, the City of Madison or a partner entity should consider working with property owners to **acquire and combining key sites** for optimization.
8. City should consider partnering with current owners of the little league fields and the Roth Street to **preserve the wetlands and maintain the ball fields as park and open space**.



## Next Steps

## ELEMENTS

- | ELEMENTS   |         |
|--|---------|
| <input checked="" type="checkbox"/> Regional Positioning Analysis  | PHASE 1 |
| <input checked="" type="checkbox"/> Public Participation on Key Issues, Vision, & Redevelopment Objectives |         |
| <input checked="" type="checkbox"/> Vision and Redevelopment Objectives                                    |         |
| <input checked="" type="checkbox"/> Existing Conditions  |         |
| <input type="checkbox"/> Land Use  | PHASE 2 |
| <input type="checkbox"/> Development Alternatives and Projections  |         |
| <input type="checkbox"/> Key Site Concepts   |         |
| <input type="checkbox"/> Public Participation on Alternatives, Concepts, and Plan Recommendations          |         |
| <input type="checkbox"/> Multimodal Transportation   |         |
| <input type="checkbox"/> Bulk Standards and Urban Design Guidelines  |         |
| <input type="checkbox"/> Recommendations and Implementation Strategies                                     |         |
| <input type="checkbox"/> Economic Development and Transportation Strategies from Downtown to the Airport   |         |

Oscar Mayer  
Strategic  
AssessmentSpecial Area  
Plan (SAP)

# Next Steps

2018	OCT 15	Plan Commission – informational
	OCT 17	EDC – informational
	OCT 23	OMSAC
	NOV 12	OMSAC
	DEC 4	CC Introduction
	DEC 5	Release RFP
	DEC 17	Plan Commission
	DEC 19	EDC
2019	JAN 8	CC Adoption
	JAN/FEB	Contract with consultant
	FEB- AUG	SAP Process