

OSCAR MAYER AREA STRATEGIC ASSESSMENT REPORT



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ACKNOWLEDGEMENTS

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1. EXECUTIVE SUMMARY + INTRODUCTION

EXECUTIVE SUMMARY

The Oscar Mayer Strategic Assessment Committee, after 10 meetings, hearing from multiple stakeholders, and a variety of opportunities for public input, recommends the following vision and redevelopment objectives for the former Oscar Mayer area:

VISION

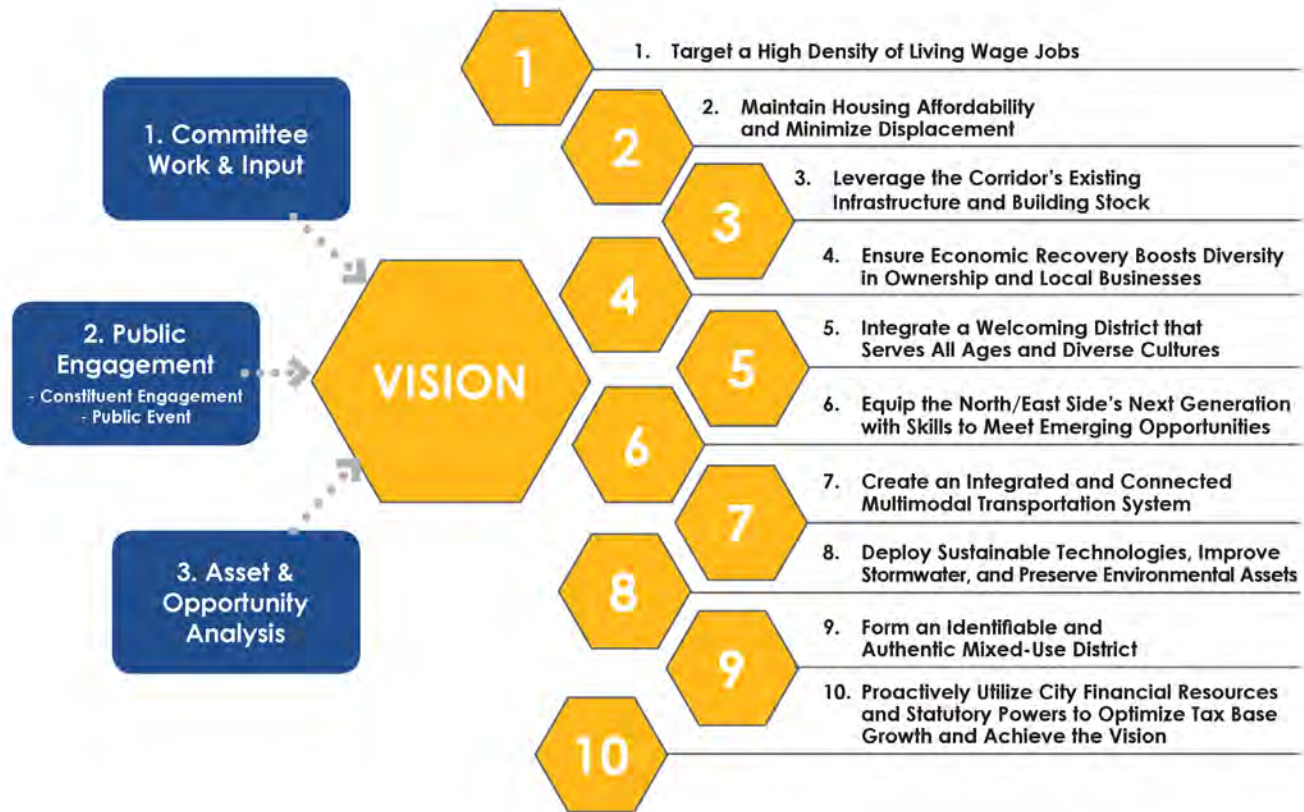
Physically and economically woven into the diverse surrounding neighborhoods, the transit-oriented, employment centered, mixed-use district is now an inclusive gathering hub of the Northside. The study area has leveraged its unmatched infrastructure capacity and location between the airport and downtown to rise as a regional economic hub for the local community and its future residents.

REDEVELOPMENT OBJECTIVES

1. Target a high density of living wage jobs.
2. Maintain housing affordability and minimize displacement.
3. Leverage the area's existing infrastructure and building stock.
4. Ensure economic recovery boosts diversity in ownership and local businesses.
5. Integrate a welcoming district that serves all ages and diverse cultures.
6. Equip the North/East side's next generation with skills to meet emerging opportunities.
7. Create an integrated and connected multimodal transportation system.
8. Deploy sustainable technologies, improve stormwater, and preserve environmental assets.

9. Form an identifiable and authentic mixed-use district.
10. Proactively utilize city financial resources and statutory powers to optimize tax base growth and achieve the vision.

The graphic below illustrates the process used by the Committee to develop the vision and redevelopment objectives. This process is more fully described in the Introduction and in Section 2 of this report.



The Committee then outlined a list of recommendations designed to ensure that the vision and objectives listed above are acted on. These include, among others:

- Develop an interim strategy for requests on land use changes in accordance with this plan until the Special Area Plan is complete.
- The Special Area Plan process should include a well-funded public participation strategy and should include dialogue with all stakeholders at key points in the process.
- Assess the current state of affordable housing in the study area and identify opportunities to create additional affordable units.

- Assess the affordability of retail/commercial space in the area and identify and implement strategies to maintain affordability for small and locally owned business.
- The Special Area Plan should focus on the area shown on the map below.



Special Area Plan Boundary

INTRODUCTION

Oscar Mayer has been located on Madison’s Northside for 97 years as a food production and headquarters facility. At its peak, Oscar Mayer employed approximately 4,000 people at this location, and 1,000 people at the time its closing was announced in November 2015. Oscar Mayer’s owner, Kraft Heinz, vacated the 72-acre site in July 2017, and in October 2017 executed an agreement with Reich Brothers Holdings, LLC to purchase the property. Reich Brothers Holdings, LLC subsequently partnered with Rabin Worldwide to liquidate the facility’s assets and repurpose/redevelop the property. The closing of the Oscar Mayer plant created challenges – it is a large site that threatened to sit vacant – but also opportunities. Repositioning this site and the surrounding area will have a significant impact on the future of the nearby neighborhoods, the city, and the region. To make the most of these opportunities, the City has embarked in a two-phase planning process.

Phase 1 involved developing this Strategic Assessment Report. Given its historic importance to the community, the City felt that it was necessary to take a “big picture” look at the study area to understand its role within the region and the ways in which its redevelopment can most effectively contribute to the well-being of the community. This report explores a variety of opportunities and sets forth a direction to guide Phase 2 (the Special Area Plan) and other actions to strategically position the planning area for the future.

In October 2017, Mayor Soglin appointed, and the Common Council approved, the 13-member Oscar Mayer Strategic Assessment Committee to oversee a public process for the preparation of this report, specifically including:

- A full and detailed description of the site and surrounding area
- The area’s current role and potential future impact in the region’s economy
- The recommended boundary for the Special Area Plan and identification of the properties that need future study and consideration
- Objectives for the area’s long-term redevelopment, including desired outcomes
- The use of the City’s Racial Equity Social Justice Tool to assess the impacts of the area’s redevelopment
- Consideration of transportation linkages and infrastructure needs
- Recommendation regarding natural resources and green space that should be considered as part of the Special Area Plan

The Committee worked with staff from the City’s Planning and Economic Development Divisions, other City agencies, and a consultant team of Vandewalle and Associates and EQT by Design to develop this report.

The Committee began meeting in November 2017 and met 10 times over the course of a year. The planning process started by learning about various important topics (outlined in Section 2) that would be covered in the planning process. The Committee then heard from the consultant team on existing conditions and trends at the neighborhood, city, and regional levels. Next, the consultant team presented a list of potential opportunities that they saw for the future of the study area given their analysis. Public input provided additional dimension to the analysis. Informed by this work, the Committee established a set of redevelopment objectives, and evaluated them using the City’s Racial Equity and Social Justice Tool to consider their equity aspects. The Committee also developed a boundary map for the Special Area Plan. Finally, the Committee developed a set of recommendations for next steps to achieve these objectives.

Phase 2 involves the development of a Special Area Plan. This phase will build on the Strategic Assessment by taking a more detailed look at the site and surrounding properties and focus on topics such as land use and zoning, urban design, multimodal transportation connections, etc. The Special Area Plan, in particular, will guide future decisions about subdivisions, zoning, infrastructure investment and timing, and other considerations relevant to the reuse and redevelopment of the site and surrounding area. The Strategic Assessment Report includes recommendations and implementation strategies for inclusion in the Special Area Plan, as well as others that may not be included in the Special Area Plan due to that Plan's focus on land use, urban design and other physical improvements. This Special Area Plan is expected to begin in early 2019.



2. PLANNING PROCESS

OVERVIEW

The process for developing this report integrated a public engagement strategy as outlined below to ensure that its goals, redevelopment objectives and recommendations reflect the aspirations of Northside residents, businesses, and other stakeholders. As mentioned in the Introduction section, the Committee spent several meetings learning about a variety of topics likely to arise during the Strategic Assessment process. This section provides an overview of the public engagement effort and results, as well as a description of the planning topics the Committee explored.

PUBLIC ENGAGEMENT

Community input was an important component of this first phase of the planning process, providing unique perspectives on “big picture” opportunities and concerns. In addition to establishing a project website and dedicated email address, all meetings of the Committee were open to the public and Madison City Channel recorded video of the presentations on the Planning Topics (described below) for posting on the City’s website. The owners of the Oscar Mayer site provided regular updates on their activities during Committee meetings.

Prior to commencing the Strategic Assessment process, a grassroots community group - OSCAR - was formed in late 2016 in response to Kraft Heinz’s announcement that it was ceasing operations at the Oscar Mayer plant. Acknowledging the sheer magnitude of the property and the potential impact that new uses might have on the surrounding neighborhoods, this group of neighbors began meeting to share information and discuss hopes and concerns. Over the course of 2017, the OSCAR group conducted one community survey and two public forums

in an attempt to capture the wants and needs of neighbors interested in the outcome of the site. Justin Dobson, representing OSCAR, shared the group’s findings with the Advisory Committee early in the process.

The Strategic Assessment process sought to continue this community dialog with the understanding that a more robust engagement effort will be integrated into phase 2 of the planning effort (the Special Area Plan). The two notable aspects of the community engagement approach employed in this process included a Northside community engagement effort and a public open house as described below.

NORTHSIDE CONSTITUENT ENGAGEMENT

EQT by Design, LLC developed a public engagement process to give voice to the diverse constituency of the City of Madison and to diverse voices specific to the Northside of Madison. The key findings presented are the results of seven focus group sessions with attendance of almost 60 individuals who offered 400+ comments between the months of May and June of 2018.

Overall, as an audience of racially, culturally, and linguistically diverse individuals they expressed a need for meaningful growth and change in their community. In addition, they expressed a need to be a part of the whole decision making process that impacts where they live, how they work, and how they enjoy life with their families. They want to see decisions reflect their ideas. They want solutions that demonstrate that they belong, are welcomed, and that recognize their ability to thrive and be self-reliant, and their role in making the Northside and the city of Madison is a great place for everyone!

Individuals expressed skepticism about the process or outcome; an awareness of development pressure; a feeling of isolation or unrepresentation; a fear of lost opportunity; and a desire to have a stake in the process.

When thinking about community impact, these groups expressed a strong desire for spaces that are welcoming to everyone; high impact daily life solutions (jobs, transportation, and youth); ideation around economic empowerment; a walkable and welcoming community-centric cultural hub; and leverage nearby amenities like the public market and airport.

PUBLIC OPEN HOUSE

An Oscar Mayer Strategic Assessment Public Open House was held August 2, 2018. The community was invited to learn more about the Committee’s efforts and to provide input on “big picture” opportunities and concerns for the Oscar Mayer site and surrounding area. The open house was set up around numerous topics with information tables hosted by

KEY FINDINGS:

- *Transportation: Transit improvements are needed for work commutes and travel within, and outside of the Northside.*
- *Employment: Work opportunities that develop, teach, train, and grow talent while also offering wages that support families, reduce the need to work multiple jobs, and allow self-reliance and quality of life are needed.*
- *Youth: Engagement of youth with programs, opportunities, and spaces that build up their mental, emotional, and physical sense of self and sense of community, reduces their isolation, and community fear of youth.*



Public Open House

Committee members, City staff, and the consultant team. Over 290 comments were collected from the 50+ attendees.

Overall, attendees recognized the importance of the site and the opportunity to be a hub that transforms the area with employment, business development, and new amenities. Open House input emphasized the importance of guiding this development for the benefit of the community by providing quality living wage jobs, improving connections to neighborhoods, and minimizing displacement. It is also important to note that the greatest fear has been that the site would remain vacant and unused.

KEY FINDINGS:

Sense of Community

- Quality living wage jobs with benefits
- Equity focus
- Green + sustainable businesses
- Beautification
- Mix of housing opportunities
- Prevent gentrification + displacement

Working + Business

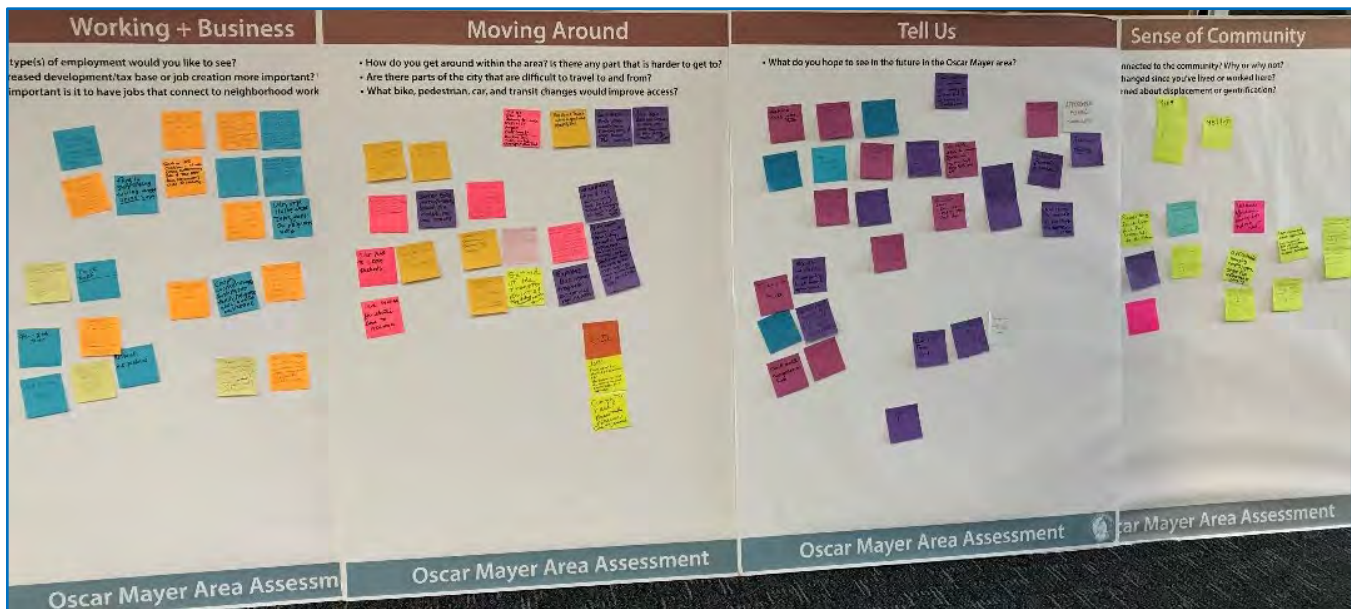
- Economic driver + employment center
- Mixed-use + diversity of users
- Like Hilldale but for moderate incomes
- Hub (employment, social, transportation)

Things To Do + Greenspace

- More public gathering spaces
- More shopping + dining
- More events, festivals, things to do
- Augment parks + parks programming
- Protect wetlands + natural habitat

Moving Around

- Multi-modal transportation hub
- Improved bus service
- Improved connections to neighborhood



Sample Comment Boards from the Public Open House

PLANNING TOPICS

In order to understand the challenges and opportunities for this area and to ensure that a full range of issues were covered in the process, the Committee spent several meetings learning and discussing a range of topics expected to be relevant during the planning process.

LAND USE, DESIGN, + DEVELOPMENT PROCESS

Heather Stouder and Bill Fruhling from the City’s Planning Division provided background on the City’s Comprehensive Plan, the Northport-Sherman-Warner Park Neighborhood Plan, Emerson East-Eken Park-Yahara Neighborhood Plan, Zoning Ordinance, Urban Design District 4, and other information relevant to policies, ordinances, and processes that guide development in the area. Appendix 1 includes key maps from this presentation.

Adopted plans in the area generally call for a combination of industrial, employment and mixed-use development. Neighborhood plans provide more detail on how these broad categories would more specifically be applied, including transitioning the northwest quadrant of the study area from an auto dependent environment to one that is more pedestrian, transit and bicycle oriented. The Committee was also interested in drawing on the concepts for the Hartmeyer property and the Packers streetscape included in the neighborhood plans. The Committee also discussed how to build on the existing food system assets in the area.

The Committee discussed how to apply the ‘Economy and Opportunity’ section of the Madison’s Comprehensive Plan, and was particularly interested in incorporating the priorities of that initiative’s resident panels - living wage jobs, closing gaps in educational opportunity, workforce training, and supporting small businesses, especially those owned by people of color.

Zoning and other ordinances and policies that guide development are generally consistent with the recommendations in the adopted plans. Zoning is the primary tool that regulates land use and the City often has limited abilities to influence development projects that are permitted in the zoning districts in which the sites are located. Urban Design District 4 extends along Packers Avenue and is an ordinance designed to enhance the appearance of buildings along the primary corridor connecting the airport to the Downtown. Urban Design Commission approval is required for most development along this corridor.

One of the greatest opportunities the City has to implement its adopted plans is when a proposed project requires some type of discretionary approval (such as a rezoning or conditional use) or is seeking some type of City assistance (such as TIF funding). In these cases, the City has more leverage to ensure that the recommendations of these plans are accomplished. Examples of such recommendations may include the redevelopment objectives of this report, and the housing, transportation, economic development recommendations of the Comprehensive Plan, neighborhood plans, and other adopted plans and policies of the City.

RACIAL EQUITY + SOCIAL JUSTICE

Torianna Pettaway, the City’s Equity Coordinator, conducted a workshop with the Committee on the City’s Racial Equity / Social Justice Initiative (RESJI). The City has made a commitment to establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison. The Advisory Committee was the first City committee to receive training on identifying and understanding bias, power, and privilege in order to be more inclusive in their decision-making process. This training provoked questions like:

How is racial equity incorporated into the development process? How can we use the RESJI tool on the TIF process? Should developers who want TIF be required to have a racial equity plan?

The resolution adopted by the Common Council that established the Committee included as part of its charge to: “use of the City’s Racial Equity Social Justice Tool to assess the impacts of the area’s redevelopment.” The RESJI tool established by the City was used to evaluate the redevelopment objectives, as described in Section 4 of this report.

ECONOMIC DEVELOPMENT + TIF

Committee member and President of the Madison Region Economic Partnership (MadREP) Paul Jadin shared data on economic development trends and opportunities in the region and opportunities for the future of the study area. Dan Kennelly and Dan Rolfs of the City’s Economic Development Division provided an overview of Connect Madison, the City’s adopted Economic Development Strategy, and of the City’s Tax Increment Finance (TIF) program.

Paul Jadin described MadREP’s strategies for developing the region’s economy by building on the area’s existing assets and resources with goals of job creation and business growth. They provide potential businesses with a picture of the area in terms of workforce, quality of life, and key industries. They also provide information and resources regarding the region’s business climate, including incentives, infrastructure, and potential sites that are available for companies looking to move or expand their businesses.

Connect Madison includes strategies to support Madison’s growing population and increasingly diverse workforce by providing support to businesses, targeting specific areas of the city for redevelopment, focusing on transportation improvements, and investing in the future workforce by aligning job programs for adults and students with growing industries in the area. The ‘development zone’ concept seems particularly relevant to this area.

TIF staff advised the Committee to develop recommendations for what is important for the study area and the community and to consider how much value that will generate, then to balance that with the resources necessary to accomplish those goals. A TIF project plan describing the proposed expenditures must be approved when a TIF district is established and should include improvements that the City wants to see, such as: non-assessable transportation system enhancements (transit facilities, bike paths, street connections, streetscape beautification, etc.), infrastructure and stormwater management, commercial or industrial business investments, and affordable housing. The Committee discussed what priorities might be included in a TIF plan, including:

- Require \$15+/hour jobs
- Access to childcare
- Good transit
- First source hiring requirements to provide meaningful employment opportunities to residents most directly impacted by local development projects.

During the planning process, the federal government announced Opportunity Zones, a new federal program aimed at promoting private investment in areas of the community that need it. The study area was part of an Opportunity Zone designated by the State and federal governments.

TRANSPORTATION

David Trowbridge, of the City's Transportation Department, gave an overview of the City's Transportation Plan - Madison in Motion, and transportation issues in the area. Drew Beck of Madison Metro Transit discussed transit-related plans.

The City is working to establish a Bus Rapid Transit (BRT) system. Although the initial trunk route is expected to run generally east-west, future expansion would serve north Madison, running along either Sherman Avenue or Packers Avenue. Madison Metro transit provides bus service to the study area, including the north transfer point that is located in the northwest quadrant of the study area on land leased from the owners of the Oscar Mayer site. As this area evolves and the transit system grows, there is an opportunity to better integrate a new transfer point into the fabric of the community and integrate BRT.

Bicycle paths to connect neighborhoods and tie into the regional bicycle network have been long desired, but with the redevelopment of the area, there may be new opportunities to implement this goal. Enhanced pedestrian connections and design are also a priority.

EQUITABLE ECONOMIC DEVELOPMENT

Sarah Treuhaft, of PolicyLink, gave an overview of equitable economic development, which is an approach to local economies that takes into account the uneven access to opportunity that exists in our cities and how cities can integrate these goals into their economic development plans. According to Treuhaft, Equitable Development means:

- Everyone participates and benefits
- Having an intentional focus on eliminating inequity
- Investing in lower-wealth communities
 - Health and safety
 - Opportunity
 - Prevent displacement
 - Connect to ownership
 - Voice in decisions
- Connecting people to the labor market so they can benefit from job creation
- Coordinating investments

Taking an equitable approach to economic development has the potential to grow local economies and share the benefit of doing so. Increasingly, communities around the country are implementing equitable development policies, practices, and requirements. The role of city government is to:

- Identify and capture benefits for the community
- Use subsidies and land use approval process to leverage for community benefit
- Adopt policies that set a level playing field for projects

Additional resources on this topic and examples can be found in Appendix 2.

For nearly a century, Oscar Mayer provided many family-supporting jobs that did not require college degrees. As the workforce declined and the facility eventually closed, many area residents expressed concern both about being able to find work, but also concern about being displaced or priced out of the area as it redevelops.

Madison's demographics are changing, including the continuing growth of the non-white population and the economic insecurity that disproportionately affects these residents. New development in the study area presents an opportunity to ensure that benefits to the community, especially quality jobs, are prioritized.

One of the central questions for this planning process is: If the Oscar Mayer site redevelopment is wildly successful, what should be done NOW to preserve affordability for surrounding neighborhoods, residents and small businesses?

REGIONAL FOOD SYSTEMS

City Food Policy Coordinator George Reistad, Dan Kennelly, of the City's Economic Development Division, and Lindsey Day Farnsworth and Michelle Miller from the UW-Madison Center for Integrated Agricultural Systems gave an in-depth presentation of the regional food system and opportunities.

The food economy is significant in the Madison area. Food preparation and service provides thousands of jobs and is predicted to be the second highest growth industry in the area by 2024. In addition, Madison's food wholesale market has huge potential, but the physical and organizational infrastructure necessary to connect local growers, producers, and the 20 million-person potential customer base within a 200-mile radius is lacking. There is a need for business-to-business services like wholesale farmers markets, cross-docking capacity, shared cold storage, and processing/packing capacity. Access to a good wholesale food supply is also an equity issue because smaller retail (corner stores, ethnic grocers, etc.) aren't well served by big, consolidated wholesalers.

The study area's proximity to transportation infrastructure (Interstate system, rail, and air), the soon-to-be-constructed public market, growers, suppliers and other critical components of a complete food system make this area uniquely situated to capitalize on these opportunities. In particular, the Oscar Mayer site's history as a food production facility means that it has many of the elements (such as large refrigerated warehouses and cross docking opportunities) to bring together many existing but disparate components necessary to take the area's food infrastructure to the next level. The City is currently hiring a consultant to develop a business plan and feasibility analysis for a cross-docking food terminal. The Oscar Mayer site will be included in the analysis.

ENVIRONMENT

Brynn Bemis, of the City's Engineering Division, provided an overview of some of the environmental considerations for the area.

As a long-time manufacturing facility, the Oscar Mayer site has some past and current cases with the State Department of Natural Resources that are typical of this type of operation. The owners are working with the State to resolve any remaining issues. Many of the potential redevelopment sites in the study area will likely have environmental issues that will have to be remediated. A wetland exists on the Hartmeyer property that not only serves an important stormwater retention function, but as a natural feature for residents as well.

PLANNING TOPICS TAKEAWAYS

Based on these initial meetings, and before hearing from stakeholders, the Committee discussed their initial takeaways from the presentations to identify topics they wanted to ensure were carried forward as a starting point for public discussion. Those included:

- Improve public transportation
- Create connected neighborhoods and public gathering and social spaces

- Provide an inclusive sense of place
- Achieve the potential for the study area
- Provide jobs – local, high quality, middle skill, connected to workforce development
- Support people of color-owned businesses
- Protect environmental assets – especially stormwater components
- Prioritize food economy and security
- Proactively use City’s leverage to achieve objectives
- Utilize study area as a catalyst but protect affordability
- Assess housing needs and opportunities
- Provide opportunities for kids that are diverse and welcoming
- Understand the regional significance of the area
- Protect wetlands



3. ASSET + OPPORTUNITY ANALYSIS

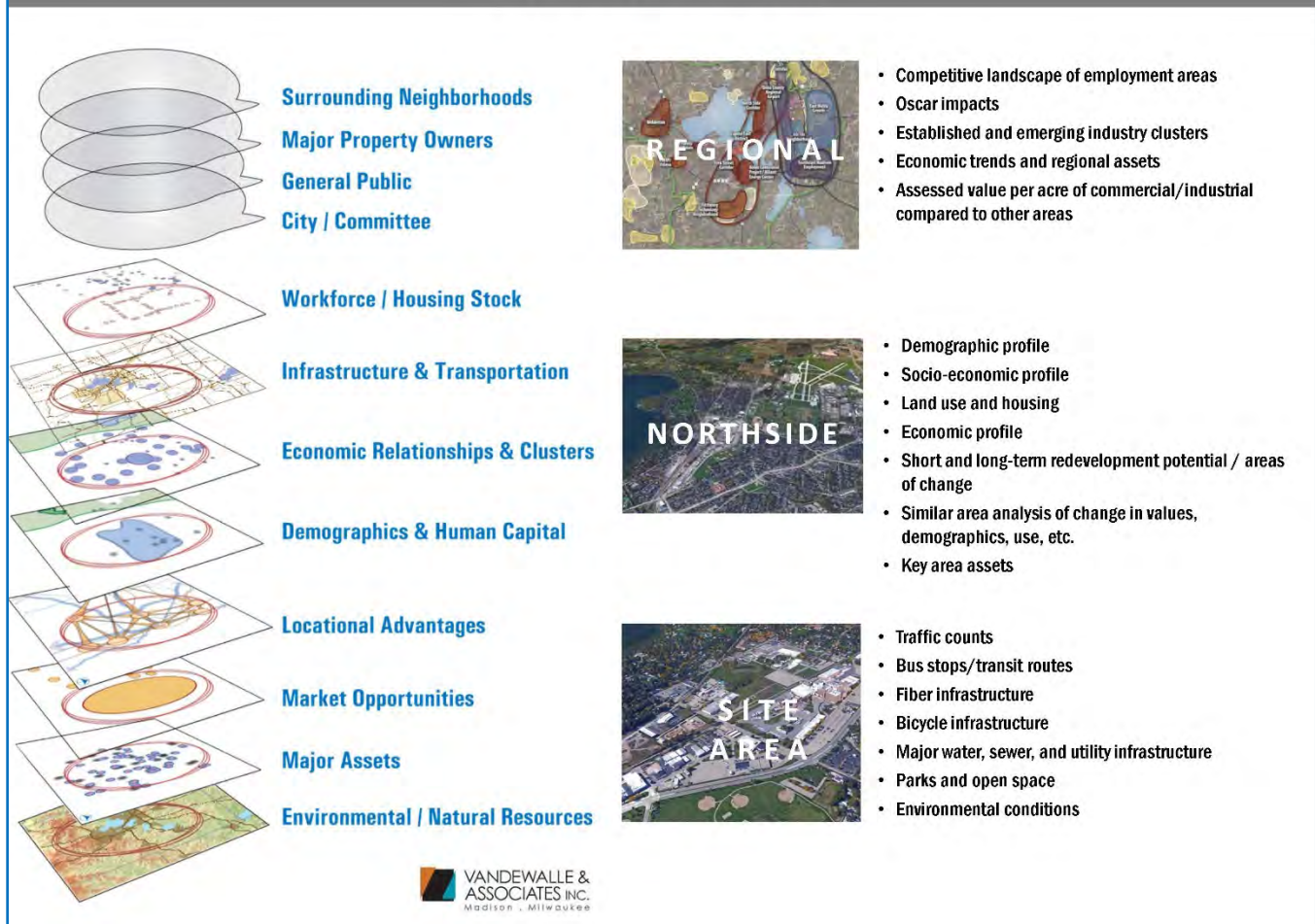
OVERVIEW

The City hired a consultant team (Vandewalle and Associates, and EQT by Design) to assist in this process. A primary role of the consultants was to examine the assets, opportunities and future role of the study area in the region to maximize economic replacement and community benefits of the site, and its surrounding area/corridor. It was critical to inventory and leverage all major local and regional assets by breaking the analysis in to three levels:

- Regional
- Metro-Sub area
- Site/adjacent area

The assessment and opportunity analysis included a review and analysis of existing studies, plans, and data pertaining to the interviews with key property owners and stakeholders. This section summarizes the results of the analysis and describes nine opportunities the consultant team believes exist for the area based on their analysis. This helped guide the work of the Committee in setting redevelopment objectives and recommendations.

LAYERS OF ANALYSIS



ROLE OF OSCAR MAYER IN THE COMMUNITY + REGION

The Oscar Mayer site occupies a key position in Madison’s Northside, as well as in the city and region. During its nearly century in operation, the Oscar Mayer facility has had an immeasurable positive economic impact on the community in the many well-paying jobs it provided, as well as the businesses that were supported by the company, its employees, and their families.

Much of the north and east sides of Madison developed around Oscar Mayer and the neighborhoods in these areas were home to many of its employees. Many of the homes that were built and stores that were opened catered to Oscar Mayer’s workforce. This contributed to a great sense of pride and social cohesion that is still present in these areas.

As such, the City is placing a strong emphasis on the future reuse of this site and emphasizing its continued future positive impact on the surrounding area, economically, socially and physically. The City views this site as a key redevelopment opportunity and feels strongly that the predominate use continue the location's tradition as a location for well-paying, family-supporting jobs.

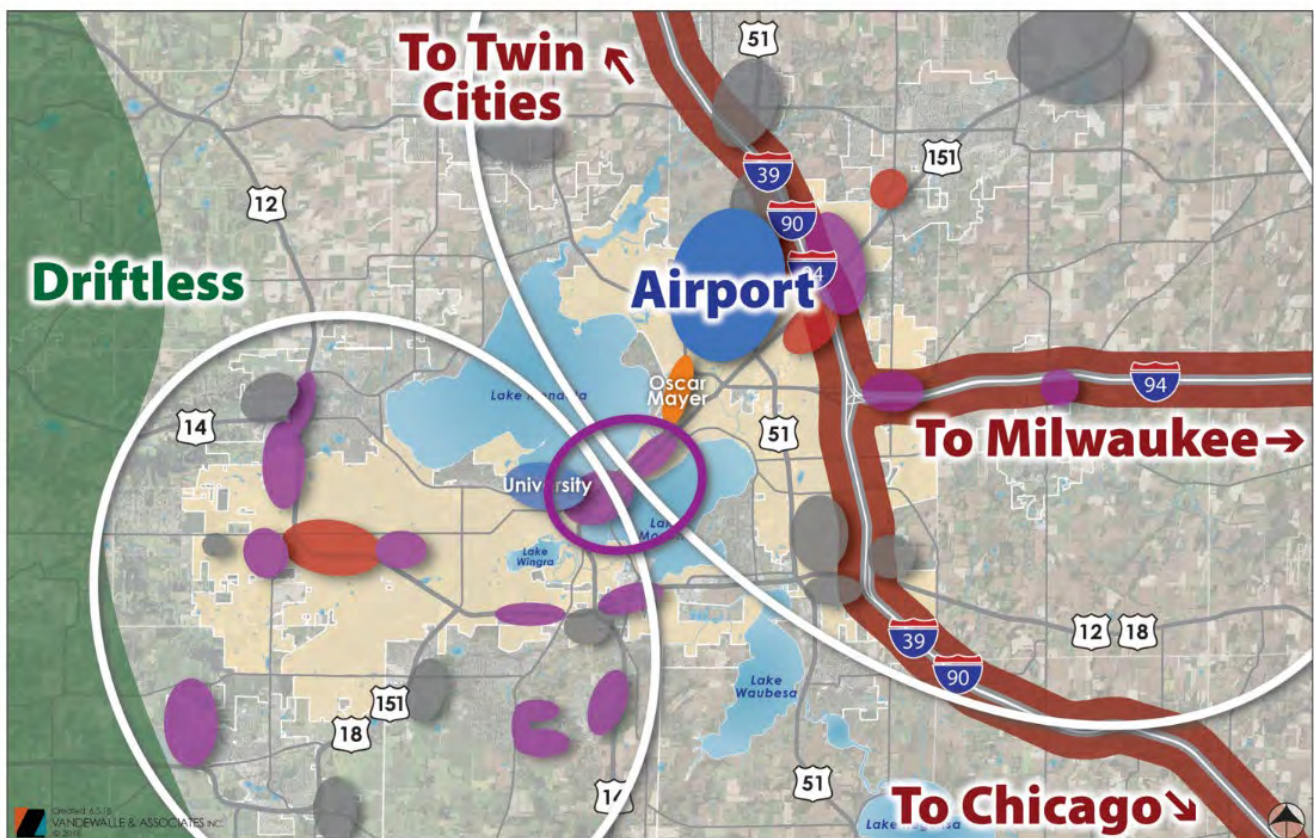
REGIONAL CONTEXT

ECONOMIC GROWTH

The industry clusters driving economic growth in the region are biomedical/biotech, information, technology, knowledge creation, and business and financial. In the last 10 years, these clusters have created over 23,000 jobs. Since 2000, the high concentration of knowledge-based occupations in the region is driving a significant number of millennials and gen-exers to locate in the Madison region, correlating with the significant number of high-income earners.

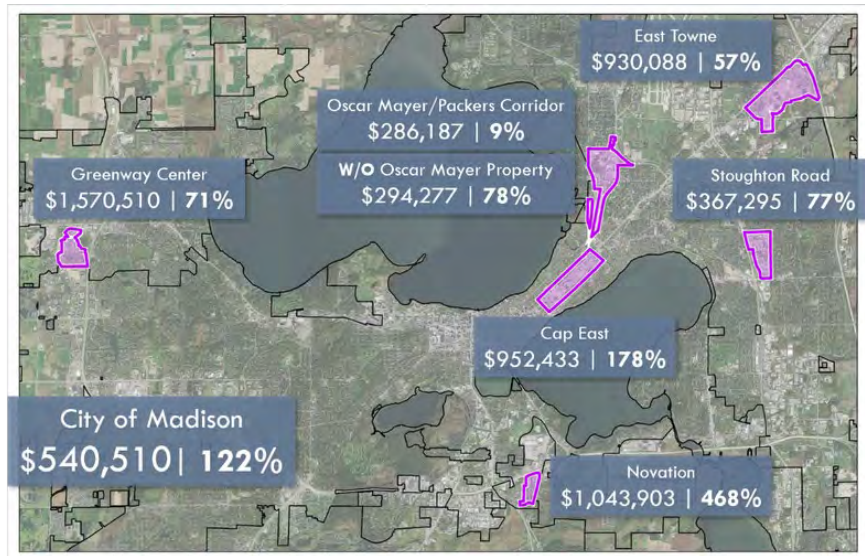
MAJOR EMPLOYMENT AREAS – LOCATIONAL ADVANTAGES

The west side of the Madison region is primarily dominated by tech and office uses that have contributed to the knowledge based economic clusters. While the east side remains predominantly centered around manufacturing uses, there is clear trend of tech and office uses shifting to the northeast side. One of the factors contributing towards this shift is the natural limitations to continue growing west. Additionally, the Oscar Mayer areas proximity to Interstate-90 provides easy access to Chicago, the Twin Cities, and Milwaukee.



VALUE PER ACRE 2018 / CHANGE IN VALUE IN DIFFERENT AREAS 2000 - 2018

Citywide commercial land values increased 122% during 2000-2018 or 7% annually. High growth areas experienced substantially higher rates while the Northside and eastside were below average. The Oscar Mayer area in particular is stagnant and positioned for growth.



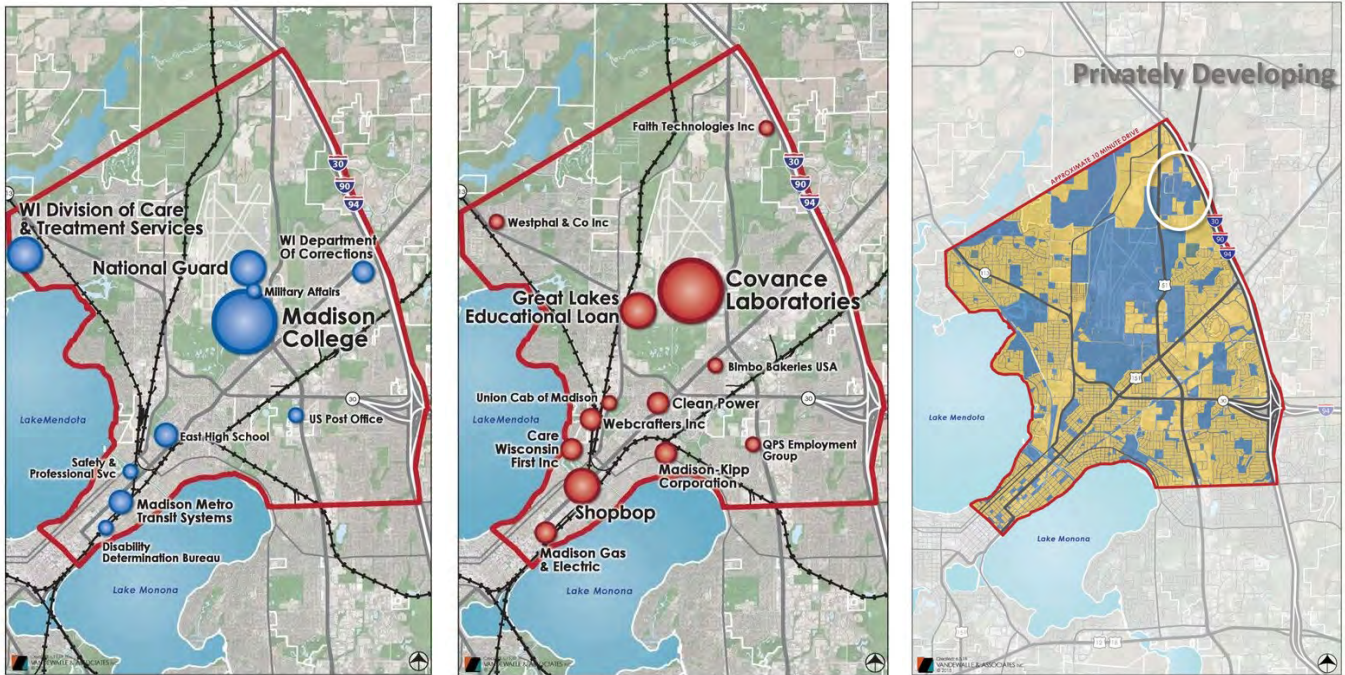
OSCAR MAYER IMPACTS

Oscar Mayer was located on Madison’s Northside for 97 years as a food production and corporate headquarters facility providing thousands of secure good paying jobs with benefits for workers without specialized training or degrees. The closure of the facility created many impacts in addition to job losses. One major impact was a substantial reduction in tax base. The property was assessed at \$34 Million in 2003, \$23.5 Million in 2017, and \$1.2 million in 2018. As a large food production facility, Oscar Mayer was a very large user of utilities. Public utilities including Madison Gas + Electric, Madison Water Utility, and Madison Metropolitan Sewerage District saw dramatic decreases in revenues due to the closure. Another very large impact that is difficult to quantify is the impact on the community in terms of a reduction in philanthropic giving, reduction in revenues to area businesses, and loss of community pride and social cohesion.

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

Sources: City of Madison, Madison Gas & Electric, Madison Water Utility, Madison Metropolitan Sewerage District, Workforce Development Board of South Central Wisconsin, Wisconsin State Journal

WORKFORCE + EMPLOYMENT – 10 MIN ZONE + PUBLIC LAND



The number of jobs far exceeds the workforce living within this area. While the area is considered an importer of jobs, the majority of people residing in this area are leaving for service jobs elsewhere in the city. Some of the strongest assets within this area are the diversity of private companies that chose to locate here – there are approximately 50 businesses and of those, about 16 have more than 200 employees. These companies range from bio-tech industries such as Covance to food related business, to legacy manufacturing companies such as Madison Kipp Corporation.

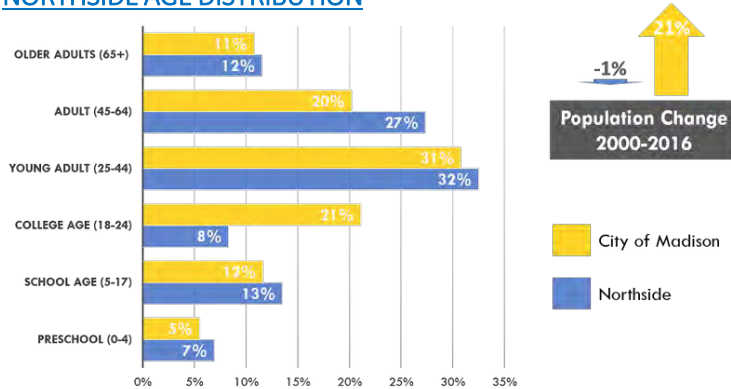
Of the city’s 34,000 public administration jobs, 17,259 (or 50%) are located in the 10-minute zone, and range from the National Guard, to teachers, to bus drivers. Not only are there a lot of public sector jobs, but there is a significant amount of public land, primarily dominated by the airport, that is non-taxable land.

	42,620 WORKFORCE living in 10 min zone	74,497 JOBS in 10 min zone	265,539 JOBS in City of Madison	424,777 JOBS in Dane County
INDUSTRIES				
Agriculture/Mining	0.3%	0.1%	0.1%	0.2%
Construction	3.3%	2.2%	2.3%	3.7%
Manufacturing	7.5%	6.5%	4.1%	8.0%
Wholesale Trade	1.9%	8.2%	3.7%	4.8%
Retail Trade	9.7%	12.7%	9.3%	10.1%
Transportation/Utilities	2.7%	2.7%	1.9%	1.6%
Information	2.1%	1.3%	3.2%	3.0%
Finance/Insurance/Real Estate	7.8%	6.6%	9.4%	9.2%
Services	59.4%	36.0%	53.0%	49.7%
Public Administration	5.3%	23.2%	12.8%	9.2%

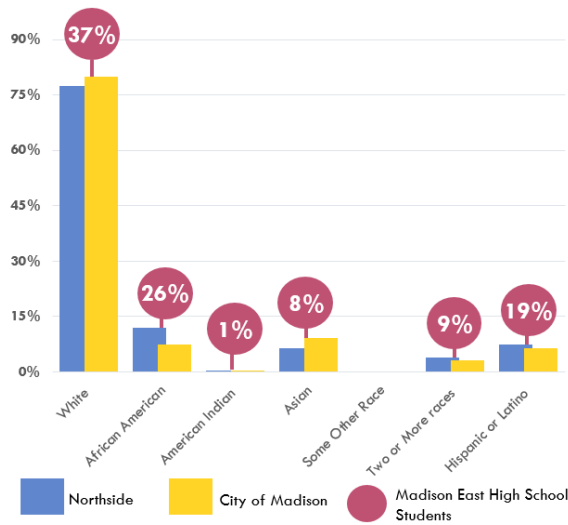
As part of the analysis, it was important to look at the workforce with in an approximate 10-minute drive because within this very short distance there is a very functional area that serves the community and can be accessed without natural barriers, such as the lakes.

NORTHSIDE DEMOGRAPHICS

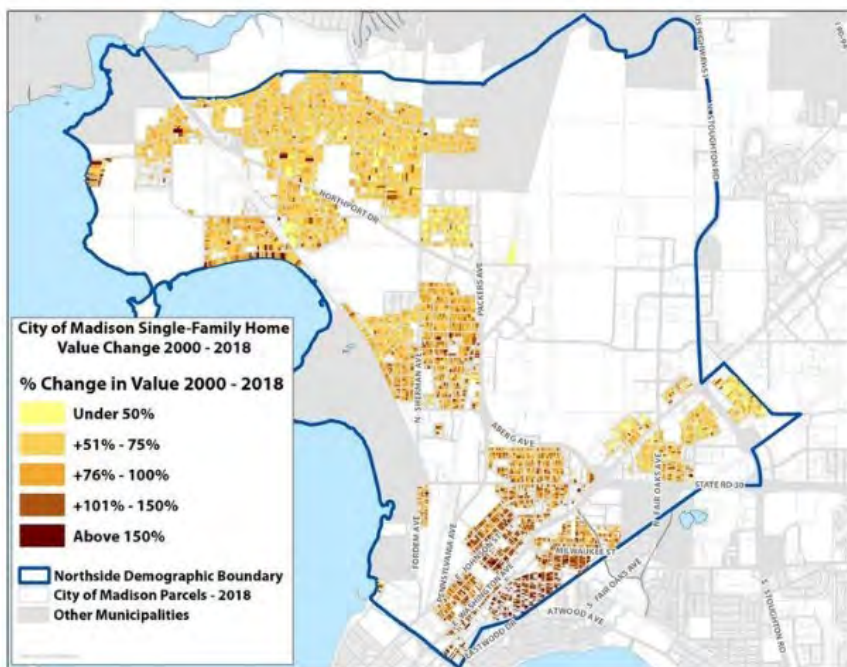
NORTHSIDE AGE DISTRIBUTION



NORTHSIDE RACIAL MAKEUP



NORTHSIDE HOUSING CHARACTERISTICS



The Northside demographic analysis took a closer look the area that was most closed tied to the study area and that has the greatest ability to be impacted by its transition.

The Northside demographic boundary runs across the Yahara River, follows the east side of Washington, north of Stoughton Road, and through the marsh.

While the City of Madison has experienced a growth of 21% since 2000, the Northside has a decreased by 1%. Overall, people residing in this area are slightly older than citywide with slightly higher number of school-aged population.

The racial make-up of the Northside looks very similar to the city. However, Madison East High School, located at the heart of the study, has a significantly more diverse student population and it is true throughout the city that the young population will continue to become much more diverse.

In the last 18 years, much of the housing stock southeast of the Oscar Mayer site has increased in value by 75-150% and this trend continues north.

Northside residents have an income of \$10,000 less than citywide. As the housing values continue to change, these residents will be spending more than 30% of their income on shelter causing them to become housing-cost burdened.

KEY ASSETS OF THE STUDY AREA

The study area's strongest assets for economic repositioning are the rail infrastructure; its proximity to downtown, Capitol East and Madison College; the designated corridor for intercity passenger rail; the planned BRT route; the airport access and gateway corridor into the city and as a connection to other employment areas north of the airport and east of Interstate 90/94.



ASSETS

- Oscar Mayer area
- Major Roadways / 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

SENSE OF SCALE OF THE STUDY AREA

The 72-acre Oscar Mayer site, with over 1,700,000 square feet under roof, in combination with the several other large sites in the area makes the size and scale of opportunity difficult to visualize. For instance, CUNA Mutual Group's large west side corporate campus could fit within the Oscar Mayer site several times. The majority of the Capitol East District could fit within the site as well.



EXISTING INFRASTRUCTURE



UTILITIES

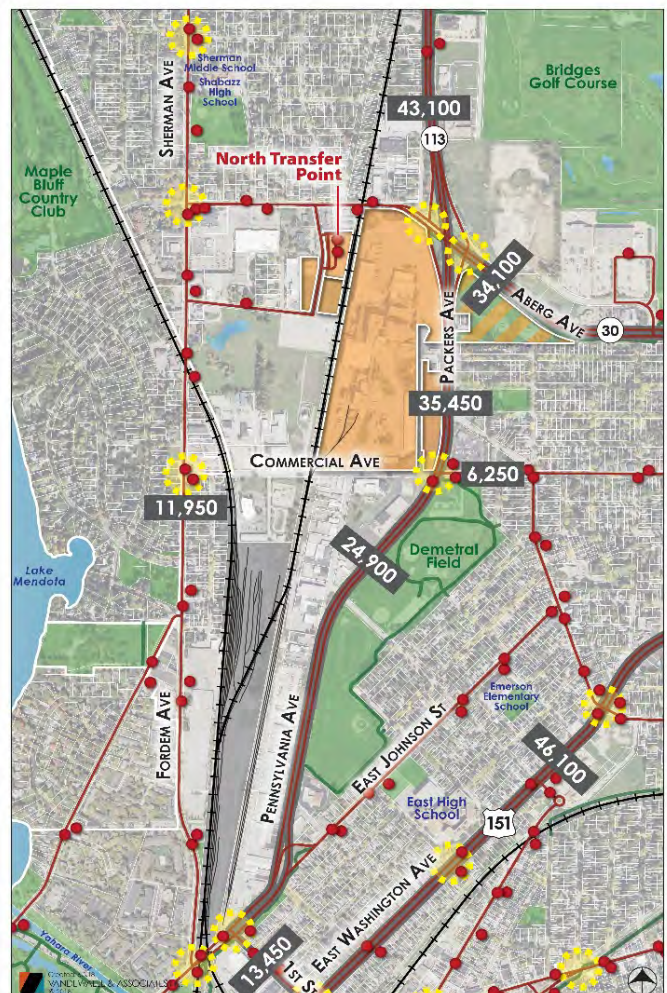
- Open Space (Public + Private)
- Electric Transmission Lines + Substation
- Fiber
- Sanitary Sewer Lines (10\"+)
- Water Lines (10\"+)
- Storm Sewer Lines (36\"+)

Not only is the area equipped with a strong regional transportation system but the existing infrastructure assets as shown on the map, are unique to the area and present significant opportunity for businesses to locate here.

TRANSPORTATION INFRASTRUCTURE

- Existing Bus Routes + Stops
- Signalized Intersections
- Traffic Counts
- Existing Bike Trails
- Rail Lines + Spurs

The area has unmatched transportation linkages both local and regional. Improvements can be made to leverage these for even greater benefit for tomorrow's economy and lifestyle.



BIG PICTURE OPPORTUNITIES

The following is a summary of a high-level Opportunity Analysis conducted by Vandewalle and Associates. The wide-ranging opportunities were identified through a synthesis of assets at the regional, metro, Northside and corridor scale in an effort to uncover potential economic and community drivers and potential gaps for redeveloping the Oscar Mayer site area.

The following opportunities were presented to the Oscar Mayer Strategic Assessment Committee on June 12, 2018.

OPPORTUNITY 1

POTENTIAL TARGET ECONOMIES + CLUSTER DEVELOPMENT

The study area has the potential to play a key role and housing a diverse array of companies in industries that drive our economy. Targeting growth sectors and companies such as the wide-ranging health and biotech sectors, IT and gaming, business services and food and beverage can provide a wide spectrum of living-wage quality jobs to the adjacent urban workforce.

“Advancing clusters that could drive an economic transition”



OPPORTUNITY 2

DIGITAL-DRIVEN INDUSTRY 4.0- NEXT GENERATION OF MANUFACTURING

This area has a long history of people making things and producing products. Like all economies, the next generation of manufacturing will be digitally-driven and the area's fiber infrastructure and workforce must position and 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.

As manufacturing becomes more digitally driven, the region's capacity and the skillset of the next-generation workforce must be prepared to meet these future-oriented opportunities. This requires positioning the area to meet the adoption of technology in the manufacturing sector by leveraging fiber infrastructure and building stock to maintain its potential for being a place that makes things.

"A place
to make
things"



OPPORTUNITY 3

FOOD MANUFACTURING + AGGREGATION/ DISTRIBUTION

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.

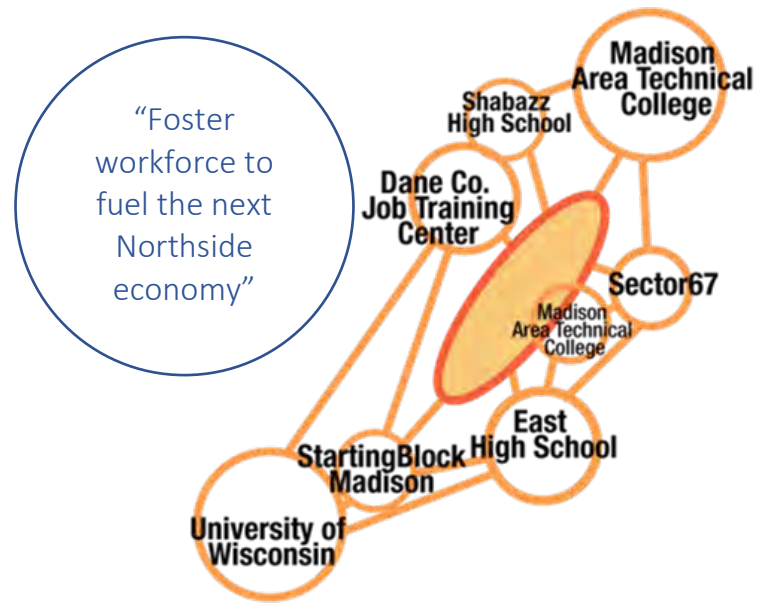
"Food
innovation
corridor"



OPPORTUNITY 4

PLACE-BASED WORKFORCE COLLABORATIVE

The high concentration of workforce development and educational institutional assets in and around the area should be leveraged to foster partnerships that ensure the Northside’s next generation of workforce is 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 via company internships, apprenticeships, and mentoring.



OPPORTUNITY 5

HOME FOR THE NEXT LARGE CORPORATE CAMPUS TO GO TO SCALE

The large sites in the area and prime infrastructure offer the opportunity to be the home to the next company that goes to scale as part of our business development pipeline. 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 area 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.



OPPORTUNITY 6

CREATING AN INCLUSIVE MIXED-USE DISTRICT

Incorporating restaurants, entertainment, retail and daily 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 approachable 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"



OPPORTUNITY 7

MULTI-MODAL + TRANSIT-ORIENTED HUB

This is the only area 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"



OPPORTUNITY 8

A LINEAR AND URBAN CITY FUTURE


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



OPPORTUNITY 9

PROACTIVE + COMPREHENSIVE SOCIAL EQUITY + ECONOMIC FRAMEWORK

In advance of the area’s economic transformation, 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 that improve their quality of life and enable them to reach their full potential”

After the consultant team presented the opportunities, the Committee reviewed and discussed them. This discussion, coupled with the public input received and supported by additional data, led to the development of the redevelopment objectives described in the following section.



4. VISION + REDEVELOPMENT OBJECTIVES

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 STUDY AREA 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.

OVERVIEW

After 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 study area. The redevelopment objectives, in particular, are a direct result of public input received during the process.

The purpose of the redevelopment objectives outlined in this chapter is to drive the outcomes of the Special Area Plan and other efforts that may not be addressed in that plan, but are important in working towards achieving the vision. These seek to stimulate economic growth in the study area to benefit all in the Northside community and region. Once this report is adopted by the Common Council, the redevelopment objectives become guiding policies on what the City would like to see in this area in the future.

RACIAL EQUITY SOCIAL JUSTICE ANALYSIS

As described previously in this report, early in the process the Committee received an abbreviated training on racial equity and social justice and the City's efforts in this arena. Part of these efforts include the development of a Racial Equity Social Justice Tool as a guide in evaluating City policies and actions to ensure that potential impacts on underrepresented communities are considered. The tool includes a list of questions to assist in the evaluation, including: defining the issue, considering who would be impacted, understanding the root causes of potential inequities associated with the issue, identifying unintended consequences, and identifying possible recommendations and follow up actions. In this case, the resolution authorizing this Strategic Assessment specifically charged the Committee with using the tool to assess the impacts of the area's redevelopment.

The Committee applied the tool to the redevelopment objectives to ensure that, as a whole, they addressed potential impacts to residents of the area and the city as the study area redevelops over time. The redevelopment objectives were developed through an open public process that included ten public meetings of the Committee and an Open House Event. However, a specific effort was undertaken to engage stakeholders from different racial/ethnic and socioeconomic groups in this process. A member of the consultant team, EQT by Design, LLC, developed a public engagement process to give voice to the overall general diverse constituency of the City of Madison and to diverse voices specific to the Northside of Madison. The key findings presented are the results of seven focus group sessions with attendance of almost 60 individuals who offered 400+ comments between the months of May and June of 2018. A snapshot of the focus groups show that: 40% were Northsiders; 66% were female; 75% were 50 years old or younger; 25% worked on the Northside; 56% had connections to Oscar Mayer; 77% had racial/ethnic identities.

Many of the redevelopment objectives were developed to ensure that future redevelopment benefits those living and working in the study area and the broader community. The RESJI analysis identified several strategies to address adverse impacts, prevent unintended negative consequences, and advance racial equity, including:

- Designing a Special Area Plan process with a well-funded public participation plan for dialogue with all stakeholders
- Identifying and implementing strategies to support long-term renters and homeowners threatened with displacement
- Identifying and implementing strategies to maintain affordability for small businesses and entrepreneurs in the study area
- Identifying and implementing strategies (perhaps including direct subsidy and land acquisition) to create additional affordable housing in the study area

At this level of specificity, the Committee felt that the redevelopment objectives appropriately addressed potential issues of racial equity and social justice, but stressed the need to keep this issue at the forefront of all follow up actions to ensure the intent of this Strategic Assessment is fully realized. Because what is being evaluated in this phase of the process are high level redevelopment objectives, whether the tools ultimately put in place to accomplish them will determine if they are adequately resourced. However, at the objective level, they seem realistic.

The completed Racial Equity Social Justice Tool for the redevelopment objectives can be found on the City's website at: www.cityofmadison.com/civil-rights/programs/racial-equity-social-justice-initiative/city-projects-using-resji-tools

REDEVELOPMENT OBJECTIVES

OBJECTIVE 1. TARGET A HIGH DENSITY OF LIVING WAGE JOBS

Leverage the area’s powerful 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 AND MINIMIZE DISPLACEMENT

Explore and adopt policies, programs, and overall 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 in surrounding neighborhoods.

OBJECTIVE 3. LEVERAGE THE AREA’S EXISTING INFRASTRUCTURE AND BUILDING STOCK

Capitalize on the area’s 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 AND LOCAL BUSINESSES

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

OBJECTIVE 5. INTEGRATE A WELCOMING DISTRICT THAT SERVES ALL AGES AND DIVERSE CULTURES

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’S NEXT GENERATION WITH SKILLS TO MEET EMERGING OPPORTUNITIES

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

OBJECTIVE 7. CREATE AN INTEGRATED AND CONNECTED MULTIMODAL 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, IMPROVE STORMWATER, AND PRESERVE ENVIRONMENTAL ASSETS

Enhance water quality and quantity through best management practices for stormwater (BMP's) and enhance the wetland to boost it as a key area asset. Encourage renewable energy technology deployment and green building techniques on reuse and redevelopment projects.

OBJECTIVE 9. FORM AN IDENTIFIABLE AND AUTHENTIC MIXED-USE DISTRICT

Build a walkable high-density district that is seamlessly integrated into the surrounding neighborhoods and 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 AND STATUTORY POWERS TO OPTIMIZE TAX BASE GROWTH AND ACHIEVE THE VISION

Leverage and deploy 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 area, and significantly increase its tax base.



5. RECOMMENDATIONS + NEXT STEPS

OVERVIEW

This section lists specific recommendations to achieve the vision and redevelopment objectives established by the Committee. Many of these recommendations will provide focus and strategic direction to the Special Area Plan. Others relate to topics that aren't effectively addressed in such a plan but are important to achieving the desired future for the area. This section also recommends a planning area that will be the focus of the special area plan. To facilitate action on these recommendations, an implementation matrix is included that identifies suggested next steps, the agencies primarily responsible for each, supporting commissions, general timeframe, and other notes.

RECOMMENDATIONS

1. The Special Area Plan 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. Develop an interim strategy for requests on land use changes in accordance with this plan until the Special Area Plan is complete.
3. Develop a detailed implementation strategy to advance and help realize the redevelopment objectives in concert with the Special Area Plan and TID.

4. The Special Area Plan process should include a well-funded public participation strategy and should include dialogue with all stakeholders at key points in the process.
5. As the recommendations in this report are implemented, the responsible agencies should ensure that actions build on this report and that those actions are communicated to the groups who provided input during this process.
6. To achieve the vision and objectives, the City or a partner entity should begin reaching out to and working with property owners to acquire and combining key sites for optimization.
7. Partner with the current owners of the wetlands near Roth Street to preserve and maintain them as open space. Partner with East Madison Little League to retain the ball fields.
8. Assess the current state of affordable housing in the study area and identify opportunities to create additional affordable units.
9. Identify and implement strategies to prevent displacement of long-term renters and homeowners whose housing costs threaten to displace them.
10. Assess the affordability of retail/commercial space in the area and identify and implement strategies to maintain affordability for small and locally owned business.
11. Proactively connect the site owners and tenants with training/hiring organizations.
12. Actively plan for transportation improvements to support redevelopment of the study area, including potential relocation of the North Transfer Point, alignment of future BRT, bicycle connections, and location of amenities so the city captures opportunities.
13. The Special Area Plan should involve sustainability experts, particularly on green stormwater management, to advise on the plan and connect them with the owners.
14. The City, proactively working with property owners, should use public investment to grow a diversity of jobs in the study area that pay a living wage and are available to a wide range of residents.
15. The Special Area Plan should focus on the area shown on the following map. (see next page)



Special Area Plan Boundary

IMPLEMENTATION MATRIX

The matrix below lists each of the recommendations and the objectives they support, identifies the City agency and supporting commission (or committee) primarily responsible for its implementation, the timeframe, and additional notes.

RECOMMENDATION (OBJECTIVES SUPPORTED)	RESPONSIBLE AGENCY (COMMISSION)	TIMEFRAME	NOTES
<p>1. The Special Area Plan 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.</p> <p><i>(Objectives 2, 3, 5, 7, 8, 9, 10)</i></p>	<p>Planning Division, Economic Development Division</p> <p><i>(Plan Commission, Economic Development Committee)</i></p>	<p>Short (0-6 months)</p>	
<p>2. Develop an interim strategy for requests on land use changes in accordance with this plan until the Special Area Plan is complete.</p> <p><i>(Objectives 1, 3, 10)</i></p>	<p>Planning Division</p> <p><i>(Plan Commission)</i></p>	<p>Short (0-6 months)</p>	<p>The Committee feels strongly that the City should do all it can to realize the full potential of the area, rather than approaching redevelopment proposals and approvals piecemeal.</p>
<p>3. Develop a detailed implementation strategy to advance and help realize the redevelopment objectives in concert with the Special Area Plan and TID.</p> <p><i>(Objectives 1, 2, 4, 6, 10)</i></p>	<p>Economic Development Division, Planning Division</p> <p><i>(Economic Development Committee, Plan Commission)</i></p>	<p>Medium (6-24 months)</p>	
<p>4. The Special Area Plan process should include a well-funded public participation strategy and should include dialogue with all stakeholders at key points in the process.</p> <p><i>(Objectives 1, 2, 3, 4, 5, 6, 9)</i></p>	<p>Planning Division, Economic Development Division</p> <p><i>(Plan Commission, Economic Development Committee)</i></p>	<p>Short (0-6 months)</p>	<p>Stakeholders include Northside constituent representatives, focus groups, underrepresented constituent groups, neighborhood associations, community groups, individuals who have already been involved, and others.</p>

RECOMMENDATION (OBJECTIVES SUPPORTED)	RESPONSIBLE AGENCY (COMMISSION)	TIMEFRAME	NOTES
<p>5. As the recommendations in this report are implemented, the responsible agencies should ensure that actions build on this report and that those actions are communicated to the groups who provided input during this process.</p> <p style="text-align: right;"><i>(Objectives 1-10)</i></p>	<p>All Responsible Agencies listed in this table</p> <p style="text-align: center;"><i>(All Responsible Commissions listed in this table)</i></p>	<p style="text-align: center;">Short (0-6 months)</p>	<p>To build trust and continued engagement, it is important to communicate the actions resulting from community input back to those who participated during the creation of this report.</p>
<p>6. To achieve the vision and objectives, the City or a partner entity should begin reaching out to and working with property owners to acquire and combining key sites for optimization.</p> <p style="text-align: right;"><i>(Objective 10)</i></p>	<p>Economic Development Division – Office of Real Estate Services</p> <p style="text-align: center;"><i>(Economic Development Committee)</i></p>	<p style="text-align: center;">Short (0-6 months)</p>	
<p>7. Partner with the current owners of the wetlands near Roth Street to preserve and maintain them as open space. Partner with East Madison Little League to retain the ball fields.</p> <p style="text-align: right;"><i>(Objective 5)</i></p>	<p>Engineering Division, Parks Division</p> <p style="text-align: center;"><i>(Board of Public Works, Board of Parks Commissioners)</i></p>	<p style="text-align: center;">Long (24 months+)</p>	
<p>8. Assess the current state of affordable housing in the study area and identify opportunities to create additional affordable units.</p> <p style="text-align: right;"><i>(Objective 2)</i></p>	<p>Department of Planning and Community and Economic Development</p> <p style="text-align: center;"><i>(Housing Strategy Committee)</i></p>	<p style="text-align: center;">Medium (6-24 months)</p>	<p>“Affordable housing” refers to housing that is affordable to a wide range of households spending less than 30% of their income on housing.</p>
<p>9. Identify and implement strategies to prevent displacement of long-term renters and homeowners whose housing costs threaten to displace them.</p> <p style="text-align: right;"><i>(Objectives 2, 4)</i></p>	<p>Department of Planning and Community and Economic Development</p> <p style="text-align: center;"><i>(Housing Strategy Committee)</i></p>	<p style="text-align: center;">Medium (6-24 months)</p>	

RECOMMENDATION (OBJECTIVES SUPPORTED)	RESPONSIBLE AGENCY (COMMISSION)	TIMEFRAME	NOTES
10. Assess the affordability of retail/commercial space in the area and identify and implement strategies to maintain affordability for small and locally owned business. (Objectives 4, 10)	Economic Development Division (Economic Development Committee)	Medium (6-24 months)	
11. Proactively connect the site owners and tenants with training/hiring organizations. (Objective 6)	Economic Development Division (Economic Development Committee)	Medium (6-24 months)	Training/hiring organizations may include the Urban League, BIG STEP, Madison College, and others.
12. Actively plan for transportation improvements to support redevelopment of the study area, including potential relocation of the North Transfer Point, alignment of future BRT, bicycle connections, and location of amenities so the city captures opportunities. (Objective 7)	Transportation Department (Transportation Policy and Planning Board)	Medium (6-24 months)	This effort should be coordinated with other City agencies, including the Planning and Economic Development Divisions.
13. The Special Area Plan should involve sustainability experts, particularly on green stormwater management, to advise on the plan and connect them with the owners. (Objective 8)	Planning Division, Engineering Division (Plan Commission)	Short (0-6 months)	Experts may be associated with the UW and other academic institutions or local non-profits.
14. The City, proactively working with property owners, should use public investment to grow a diversity of jobs in the study area that pay a living wage and are available to a wide range of residents. (Objective 1)	Economic Development Division (Economic Development Committee)	Medium (6-24 months)	“Public investment” includes TIF, Opportunity Zones, and other forms of funding.



6. APPENDICES

OVERVIEW

The following appendices are included in this report to provide additional information and/or resources regarding various aspects of this report. They include:

- Appendix 1: City Plans + Ordinances
- Appendix 2: Equitable Development Resources
- Appendix 3: Adopting Resolution

APPENDIX 1: CITY PLANS + ORDINANCES

The City has adopted a number of plans that guide what can be developed in the area and informed the Committee. The Comprehensive Plan and neighborhood plans provide guidance primarily focused on land use and design. Other plans, such as the Economic Development Strategy and Transportation Plan (Madison in Motion) provide guidance on how this area fits into larger city systems and activities. The Committee learned about these plans and ordinance that guide development. This appendix summarizes those mechanisms that are in place currently that guide development. All of these can be found on the City’s website at www.cityofmadison.com.

COMPREHENSIVE PLAN

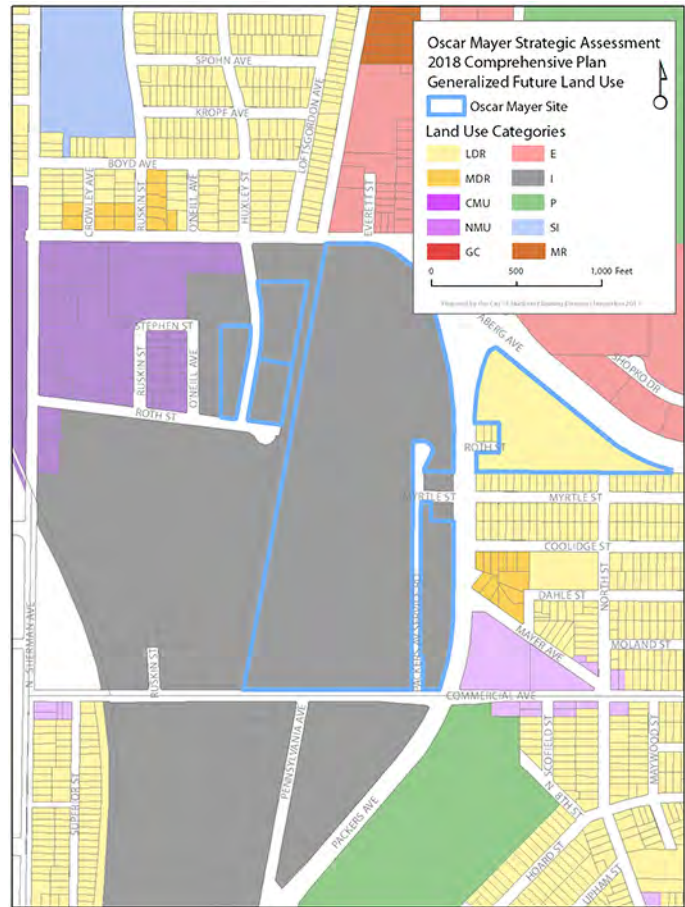
During the planning process, the City adopted its new Comprehensive Plan that sets community goals in a variety of areas (including for land use, transportation, economic development, and other topics). As other plans are developed, including the upcoming Special Area Plan for Phase 2 of this effort, those plans will provide the focus to implement the Comprehensive Plan in a more specific way to a smaller geographic area. The following Future Land Use Map is an excerpt from the Comprehensive Plan focusing on the planning area.

NEIGHBORHOOD PLANS

The City has adopted two neighborhood plans covering portions of the planning area. Both were adopted prior to the announcement that the Oscar Mayer facility would be closing.

NORTHPORT-WARNER PARK-SHERMAN NEIGHBORHOOD PLAN (2009)

A significant recommendation from this plan includes the development concepts shown on the following page for the area bounded by the Oscar Mayer site and Commercial, Sherman, and Aberg Avenues. The goal was to create more of a mixed-use, transit-oriented place with better connections and improved aesthetics. This plan also includes recommendations for trees and an enhanced streetscape along Packers Avenue, and for the Sherman Flyer and Hartmeyer Bike Paths.



Concept A: Mixed-Use Redevelopment

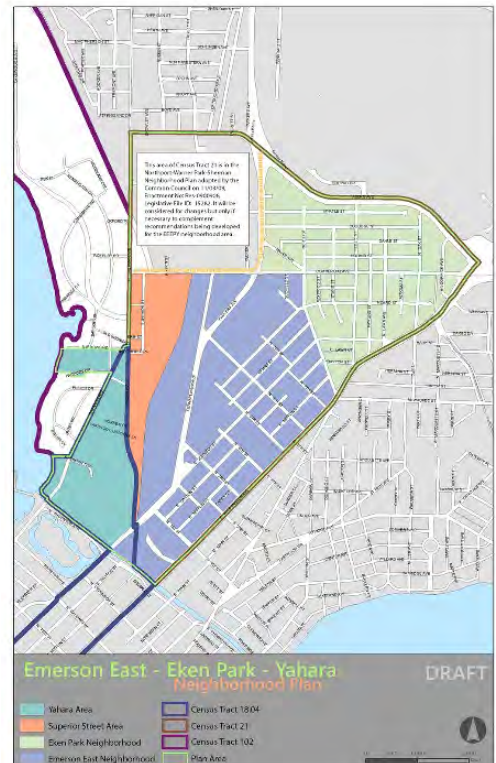
Concept B: Mixed-Use Redevelopment



Figure I-10: Conceptual Designs for the Northgate - Kraft/Oscar Mayer Area.

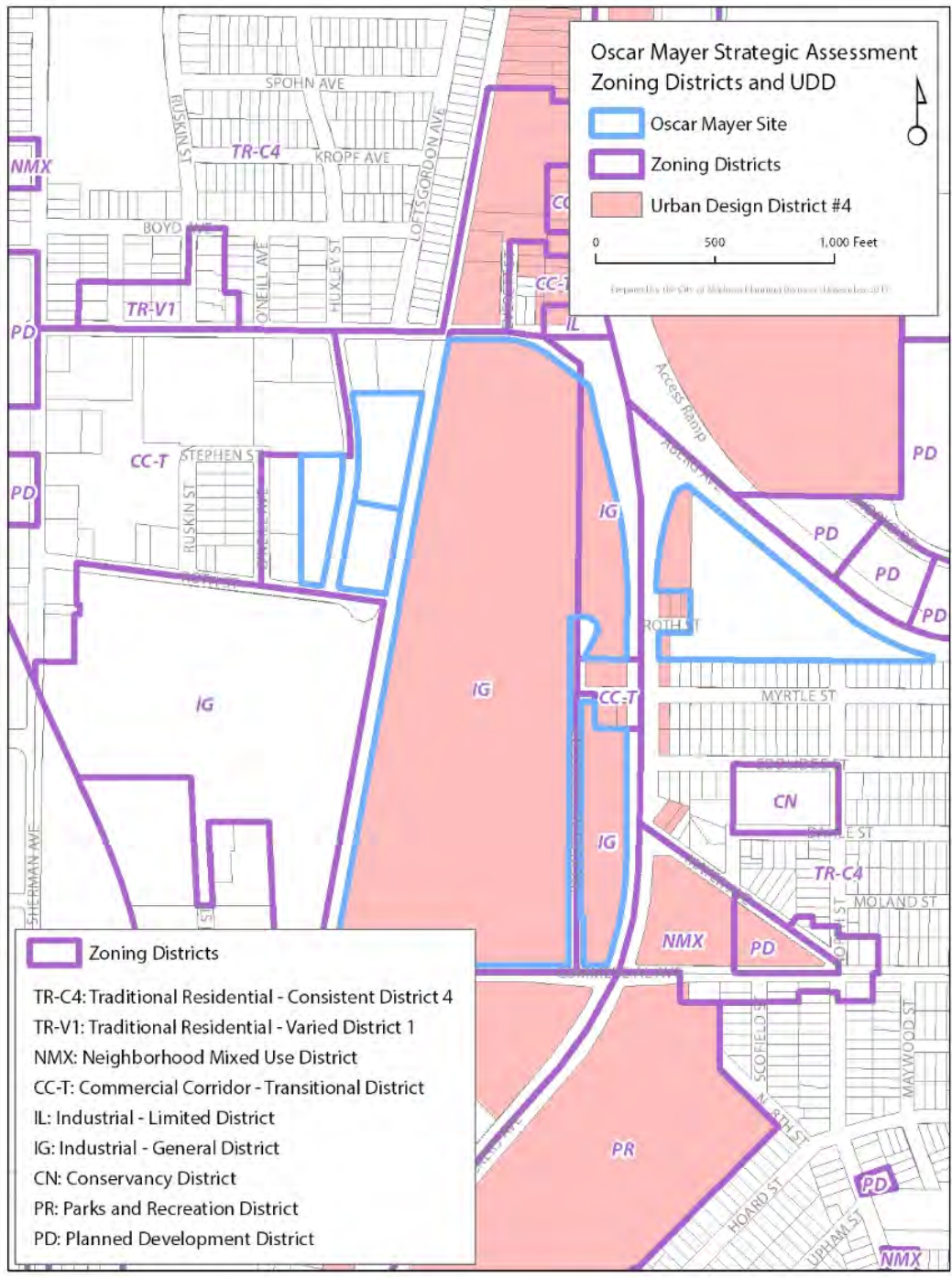
EMERSON EAST-EKEN PARK-YAHARA NEIGHBORHOOD PLAN (2016)

This plan provides important planning context regarding land use, transportation, housing, parks and open space, and community health and wellness for neighborhoods bordering the Oscar Mayer area on the east and south. It also includes a number of general recommendations supporting businesses and food-related infrastructure. One notable recommendation is to “build the Oscar Mayer Path.”



ZONING / URBAN DESIGN DISTRICT 4

The establishment of any new use and the construction/alteration of any building must comply with the City’s Zoning Ordinance. Many properties in the planning area are also subject to the requirements of the Urban Design Ordinance. As shown on the following map, most of the planning area is zoned for commercial and industrial uses. The Packers Avenue corridor is also in Urban Design District 4, which runs from the airport towards downtown.



APPENDIX 2: EQUITABLE DEVELOPMENT RESOURCES

Equitable economic development – an approach to local economies that takes into account the uneven access to opportunity that exists in our cities – has the potential to grow local economies and share the benefit of doing so. Our economy is plagued by inequality and racial disparities, but cities can and should lead by taking an equitable approach to economic development.

By dismantling barriers experienced by low-income people and communities of color in the economy, this approach unlocks the full potential of local economies. According to PolicyLink, “Through accountable public action and investment, it (equitable economic development) grows quality jobs and increases entrepreneurship, ownership, and wealth. The result is a stronger, more competitive city.”

This means thinking about the following principles and approaches when planning economic development in a city:

- Taking a race-conscious approach that acknowledges historical inequality and structural racism
- Prioritizing wealth-generation in the community
- Working to connect neighborhoods to the regional economy
- Focusing on “economic gardening” – growing local businesses instead of trying to attract them from other places – and supporting small businesses and entrepreneurs
- Preferencing jobs available to those without college degrees and those that pay a living wage and offer benefits
- Working to raise the standard of living of lower-wealth households
- Being transparent and publicly accountable in the use of public dollars
- Leveraging city contracting and purchasing to support local businesses and workers
- Tracking the potential for displacement of communities of color and low-income households, and working to mitigate those impacts

As is often true when incorporating equity into our work, taking an equitable economic development approach is crosscutting, and touches many parts of what cities do, especially affordable housing, transit, workforce development, and community development work. A comprehensive approach should include strong leadership from the mayor, training for staff, adoption of equity principles and/or an assessment tool, and the use of data to identify needs and track outcomes. And, of course, this approach can’t be effective without a meaningful partnership with the communities most impacted by inequities in your community.

Additional resources on equitable development are listed below:

Where is Gentrification Happening in Your City?, Chris Bousquet, *Data-Smart City Solutions*, June 5th, 2017.

<https://datasmart.ash.harvard.edu/news/article/where-is-gentrification-happening-in-your-city-1055>

Equitable Development Principles and Scorecard, January 1st, 2016.

<https://www.mayorsinnovation.org/images/uploads/pdf/4 - Principals of Equitable Development.pdf>

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National Equity Atlas.

A comprehensive data resource to track, measure, and make the case for inclusive growth.

<http://nationalequityatlas.org/>

Community Control of Land and Housing, Jarrid Green with Thomas M. Hanna.

Exploring strategies for combating displacement, expanding ownership, and building community wealth.

<https://democracycollaborative.org/community-control-of-land-and-housing>

The Government Alliance on Race and Equity.

The Government Alliance on Race and Equity is a national network of governments working to achieve racial equity and advance opportunities for all.

<https://www.racialequityalliance.org/>

All-In Cities Policy Toolkit.

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All-In Cities: Building an Equitable Economy from the Ground Up, Sarah Treuhaft, *PolicyLink*.

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Local and Targeted Hiring, Julia Gross, *PolicyLink. Policy Brief*

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Information contained in this appendix is from the Mayor's Innovation Project

<http://www.mayorsinnovation.org>

APPENDIX 3: ADOPTING RESOLUTION



City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Legislation Details (With Text)

File #:	53917	Version:	1	Name:	Adopting the Oscar Mayer Area Strategic Assessment Report
Type:	Resolution	Status:			Passed
File created:	11/26/2018	In control:			PLAN COMMISSION
On agenda:	2/5/2019	Final action:			2/5/2019
Enactment date:	2/8/2019	Enactment #:			RES-19-00118

Title: Adopting the Oscar Mayer Area Strategic Assessment Report, dissolving the Oscar Mayer Strategic Assessment Committee, and authorizing the development of the Oscar Mayer Area Special Area Plan.

Sponsors: Steve King, Rebecca Kemble, Larry Palm

Indexes:

Code sections:

Attachments: 1. Oscar Mayer OMSAC Adopted Report, 2. RESJI Analysis - Oscar Mayer Strategic Assessment Report, 3. Revised 2018-12-31 DRAFT Metro Facility Analysis S-0 Executive Summary.pdf, 4. Registration Statements ITEM E.1. TPPB 1.19.pdf

Date	Ver.	Action By	Action	Result
2/5/2019	1	COMMON COUNCIL	Adopt	Pass
1/14/2019	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
1/9/2019	1	MADISON FOOD POLICY COUNCIL	Return to Lead with the Recommendation for Approval	Pass
1/8/2019	1	AFFIRMATIVE ACTION COMMISSION		
1/7/2019	1	TRANSPORTATION POLICY AND PLANNING BOARD	Return to Lead with the Recommendation for Approval	
12/19/2018	1	ECONOMIC DEVELOPMENT COMMITTEE		
12/5/2018	1	PLAN COMMISSION	Refer	
12/5/2018	1	PLAN COMMISSION	Refer	
12/5/2018	1	PLAN COMMISSION	Refer	
12/5/2018	1	PLAN COMMISSION	Refer	
12/4/2018	1	COMMON COUNCIL	Referred	Pass
11/26/2018	1	OSCAR MAYER STRATEGIC ASSESSMENT COMMITTEE (ended 2/2019)	Referred for Introduction	

No City appropriation is required with the adoption of this resolution. City costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval.

Adopting the Oscar Mayer Area Strategic Assessment Report, dissolving the Oscar Mayer Strategic Assessment Committee, and authorizing the development of the Oscar Mayer Area Special Area Plan. WHEREAS, Oscar Mayer had been located on Madison's north side for 97 years as a food production and headquarters facility employing 4,000 people at its peak and 1,000 people at the time its closing was announced November of 2015; and

WHEREAS, Oscar Mayer Kraft-Heinz, sold the 72 acre site to the Reich Brothers Holdings, LLC; Reich Brothers Holdings, LLC subsequently partnered with Rabin Worldwide to liquidate the facilities assets and redevelop the property ; and

WHEREAS, collaboration between the City and the owners (Reich/Rabin) to optimize the site and study area is desired; and

WHEREAS, the site is zoned for heavy industrial use and any uses other than those allowed in the IG zoning district will require a rezoning and additional actions by the Plan Commission and/or Common Council; and

WHEREAS, the long history of the Oscar Mayer site as a major employment center and regional economic driver; the existing utility, transportation, and data infrastructure; and potential for regional economic impact, make the subject site a major regional asset; and

WHEREAS, the closing of the Oscar Mayer plant creates both a challenge and an opportunity to significantly influence the economic health of both the City of Madison and the region; and

WHEREAS, to fully understand these challenges and opportunities, on June 6, 2017, (Resolution RES-17-00482) the Mayor appointed and the Common Council confirmed the creation of the 13 member Oscar Mayer Strategic Assessment Committee to oversee a public process for the preparation of a report by City staff with assistance from a consultant to include:

- A full and detailed description of the site and surrounding area,
- The area's current role and potential future impact in the region's economy,
- The recommended boundary for the Special Area Plan and identification of the properties that need future study and consideration,
- Objectives for the area's long term redevelopment including desired outcomes,
- The use of the City's Racial Equity Social Justice Tool to assess the impacts of the area's redevelopment,
- Consideration of transportation linkages and infrastructure needs,
- Recommendation regarding natural resources and green space that should be considered as part of the Special Area Plan, and

WHEREAS, the Committee, working with staff and a team of consultants (Vandewalle & Associates and EQT by Design) met 10 times from November 2017 to November 2018 to develop the Oscar Mayer Area Strategic Assessment Report and associated activities as directed by Resolution RES-17-00482; and

WHEREAS, the Committee analyzed the redevelopment objectives using the City's Racial Equity and Social Justice tool; and

WHEREAS, the Strategic Assessment Report provides a framework for the Special Area Plan, which will provide more details on future use and zoning, transportation infrastructure (such as new public streets, bicycle connections, and linkages to transit), parks and open space, urban design, redevelopment concepts and other elements to help achieve the redevelopment objectives contained in the Strategic Assessment Report; and use the City's Racial Equity and Social Justice tool to assess impacts; and

WHEREAS, on November 12, 2018, the Committee recommended that this report be forwarded to the Common Council for adoption; and

NOW THEREFORE BE IT RESOLVED that the Mayor and Common Council do hereby Adopt the Oscar Mayer Area Strategic Assessment Report, including the Key Redevelopment Objectives and Recommendations below:

- Key Redevelopment Objectives:
 - Target a high density of living wage jobs
 - Maintain housing affordability and minimize displacement
 - Leverage the area's existing infrastructure and building stock
 - Ensure economic recovery boosts diversity in ownership and local businesses
 - Integrate a welcoming district that serves all ages and diverse cultures
 - Equip the North/East side's next generation with skills to meet emerging opportunities
 - Create an integrated and connected multimodal transportation system
 - Deploy sustainable technologies, improve storm water, and preserve environmental assets
 - Form an identifiable and authentic mixed-use district
 - Proactively utilize City financial resources and statutory powers to optimize tax base growth and achieve the vision

- Key Recommendations:
 - Develop an interim strategy for requests on land use changes in accordance with this plan until the Special Area Plan is complete
 - The Special Area Plan process should include a well-funded public participation strategy and should include dialogue with all stakeholders at key points in the process
 - Assess the current state of affordable housing in the study area and identify opportunities to create additional affordable units.
 - Assess the affordability of retail/commercial space in the area and identify and implement strategies to maintain affordability for small and locally owned business.
 - Focus the Special Area Plan on the area identified on the map included in the report.
 - And other recommendations as listed in Strategic Assessment Report

BE IT FURTHER RESOLVED, that upon adoption of the Oscar Mayer Area Strategic Assessment Report, the Mayor and Common Council do hereby dissolve the Oscar Mayer Strategic Assessment Committee; and

BE IT FURTHER RESOLVED, that the Mayor and Common Council do hereby authorize staff to lead the Special Area Plan process beginning in early 2019; and

BE IT FURTHER RESOLVED that the Special Area Plan process will be staffed by the Planning Division with assistance from the Economic Development Division and other agencies as needed.

BE IT FURTHER RESOLVED, that the Special Area Plan process should include opportunities for residents, property owners, local businesses and others to be fully informed and have opportunities to comment; and

BE IT FINALLY RESOLVED, that a consultant will be hired to conduct the Special Area Plan process and lead public engagement.

