



## Memorandum

Date 2/12/2020  
Project Name Madison Public Market  
Project Number 2019006MPM

To Land Use Application. City of Madison Planning and Zoning  
From **MSR Design**  
510 Marquette Avenue South, Suite 200  
Minneapolis, MN 55402  
Cc: Brent Pauba – Project Manager at City Engineering

Re: LAU Final Submission

### Introduction

Madison Public Market will be a year-round destination featuring a mix of private vendors offering fresh produce from local farmers, culturally diverse prepared food, locally-made food products, handcrafted arts and crafts, and other merchants. More than a retail facility, the Market will also include space for food-based business incubation. The core mission of the Madison Public Market is economic development. The Market aims to create a platform for a diverse mix of entrepreneurs to start businesses, with an emphasis on building on the Madison area's strengths in the food sector. More than just a place for food, however, the Madison Public Market will be a community gathering space that showcases local artists and musicians, offers unique community events, provides community classes, and supports a range of activities that bring the City together.

### Location

Madison Public Market will be located at 200 N First St. Oriented on the corner lot of N. First and East Johnson, the site is currently occupied by the City's Fleet Service division. Functioning as a Service and Repair facility for fleet vehicles, the building and surrounding site are inherently utilitarian. Due to Fleet's growing need for an updated facility, the City is in process of designing a modernized Fleet facility to be located on Nakoosa Trail. Construction is anticipated to be complete by fall of 2020. Upon completion 200 N First St. will be fully vacated, then adaptively repurposed to accommodate Madison Public Market.

### Existing Building

Originally constructed in 1953, and occupying a 3.34 acre site, the Fleet building is approximately 43,500 SF. Level 1, at 37,900 SF, includes three Service bays with an 18' clear height. Additional spaces occupy the mid-portion of the building. Directly above these spaces is a second story mezzanine that is approximately 5,600 SF. The mezzanine looks over two of the three bays. Fleet's exterior wall is composed of a 12" CMU block structural layer with a 2" EIFS cladding/insulation layer. Original exterior windows were replaced with an aluminum window system

in 1993. A 6" concrete floor slab capable of supporting large vehicle loads can be found throughout the building footprint. The building's roof was replaced in 2013 with a fully adhered EPDM membrane.

The Existing site has several outbuildings that will remain. One currently functions as a police evidence storage shed and will continue to do so into the foreseeable future. Access to this building will be through Madison Public Markets parking lot with security maintained via a new coated chain link fence. – it is anticipated that, once the police department vacates the structure, it could be repurposed as an expansion space for the market. The second structure to remain is a storage building used by Fleet Services. It is in excellent condition, and though no use is planned for it, it will be operated as a part of the Public Market and could be used as future expansion space. A third ancillary structure is the refueling depot and restroom located at the Western Corner of the site. This structure, along with the refueling pumps and associated below ground storage tanks will remain on site and will continue to service city fleet vehicles. Access or fleet vehicles to the refueling depot will be through the Madison Public Market Parking Lot.

Madison Public Market will be a City-owned facility, operated by an independent non-profit operating organization (The Public Market Foundation). The Madison Public Market itself will be an approximately 43,500 square foot two-story volume (with mezzanine and elevator) facility.

## Building Program

The Market will consist of the following elements

- **Permanent Vending Stalls** – small to medium-size permanent vending stalls for merchants selling a mix of fresh produce, food products, and ready-to-eat food prepared on site. Some stalls will have full utilities (electrical, plumbing, ventilations systems) while others may just have lighting and access to power and data.
- **Shared Vendor Stalls** – Small size permanent vending stalls designed to accommodate several vendors at one on a rotating schedule. These will be simple stalls with lighting, power, data and lockable, modular storage
- **An Anchor "Storefront" Space** – a larger "storefront" space for an anchor tenant likely to include a restaurant, cafe, deli, butcher shop, or similar. This space will be in the Entry Hall and will be built out as a 'white box' space for this project. The future tenant will complete the build out of this space and be responsible for setting their own operating hours.

- **An Anchor Tenant “Storefront / Integrated” space** – Similar to the Previous Anchor Tenant Space except that it is not a true white box – rather this space will be contiguous to the large South Hall of the Market. A tenant will be targeted who’s offerings can directly enhance the South Hall and the events it hosts.
- **Temporary Vending/Flex Space** – indoor space that may be used for temporary vending, special events, indoor farmers markets, craft fairs, banquets, weddings, and other community uses etc. On a daily basis, the Flex Space will house indoor, temporary stalls that vendors can use for a daily rate.
- **Ag/Food Interpretive Elements, Art, and History** – The Market Hall may include areas for interpretative displays and information about the agriculture, food, and specifically dairy industry in Wisconsin. It may also include gallery space for local artists and for civic story telling. Spaces within the market halls may feature curated local art or historical exhibits.
- **Kitchen/Food Processing Space** – The Market will include kitchen space to be used for food preparation by vendors, and food prep for events.
- **Event Space** – An area designed for community events, pop-up markets, private events, etc.
- **Administrative Office Space** – Small office space for the Madison Public Market management and staff
- **Outdoor Plaza Areas** –The project will include an outdoor plaza area.
- **Loading/Storage** – The Market will include a loading dock, loading area, and storage areas.
- **Parking** – Parking will be provided in the existing surface parking lot.

## Urban Design District and Zoning Analysis

The property falls within Urban Design District 4 (UDD 4). The UDD 4 code was established to improve the appearance of those major transportation corridors east of the Capitol Square which constitute a major entrance to the City of Madison, to preserve and enhance the property values in the district, and to avoid a substantial depreciation of the property values in the district.

UDD 4 requirements relating to this property were assessed and the following requirements identified, with provisions related this particular property listed after each requirement.

Code Ref (all based on 34.24 (11))	Category / Source	Required	Provided	Notes
(d)1.a.	Public Rights of Way	Landscape with appropriate trees and shrubs per city Forester.	Soft landscape trees, shrubs and as much local, native species as possible (no non-native grasses)	Planting plan will also feature room for rotating seasonal displays
1.b.ii	Guidelines	Where width is sufficient, consider earth berms.	Widths of soft landscaping are not sufficient.	
2.a.i.	Off-Street Parking and Loading	Reference New Approach to Parking Lot Landscaping	Still to be referenced	Parking space quantity requirement for the success of the project may require a variance, depending on impact of referenced ordinance.
2.a.ii		Quantity of parking spaces to follow Ordinance Chapter 28.	Complies – see table below.	
2.b.i		Parking to side or rear	Complies – see site plan.	
2.b.ii		Use landscaped berms where possible to hide parking	Not possible due to existing structures to remain on E. Johnson portion of MPM site	City Refueling Depot
2.b.iii		Avoid use of chain link fences.	No chain link fences planned for MPM property.	MMSD has requested black colored chain link fence around their adjusted property use zone. This may also be requested at Refueling Depot to remain
2.b.iv		Integrate parking and loading into overall site design	This has been done – see overall site plan.	

3.a.i	Signs	Comply with Ordinance Chapter 31	See table below.	Majority of sign design review subject to work and application by foundations branding consultant
3.a.ii		Integrate signs into architecture.	Signs are painted typographic signs and should fit the industrial aesthetic well.	
3.a.iii		Electronic changeable signs shall not change more than once per hour.	No electronic changeable copy signs planed	
3.b.i		Signs to identify activity without imposing of view of residents.	Every intention for signs to relate directly to MPM without blocking views by neighbors.	
3.b.ii		Sign to be appropriate to type of activity and clientele	Every intention for signs to relate directly to MPM.	
3.b.iii		Signs to be designed to be legible.	No intention to provide non-legible signs.	
3.b.iv		Signs not to cover landscape features or significant structures.	No intention of covering landscape features. Signage is integrated into building façade	
3.b.v		Illuminated signs should be lit internally or from ground, not with fixtures projecting from the signs.	There are no site located signs. All signs are on building facades and are illuminated with building mounted fixtures	
3.b.vi		Illuminated signs to have dark background and illuminated text.	Will comply if this sign type is used, and if zoning ordinance permits it. See table below.	
4.a.i	Building Design	Use low maintenance exterior materials consistent with other buildings in area.	Materials are existing and new, and will be similar to materials used on adjacent commercial properties.	Some materials will be unique for MPM, but visually harmonious, or complementary to surroundings.

4.a.ii		Screen mechanical elements mounted to roofs or on ground pads.	Mechanical equipment at roof is small and limited in type and quantity. Screens are not currently included	Through 3d view studies we believe screening required for exhaust fans and small condenser units would be larger and more obtrusive than the mechanical units themselves
4.b.ii		Large unbroken exterior facades shall be avoided.	Existing building facades along N. 1 <sup>st</sup> St and E. Johnson St are broken up.	
4.b.iv		Major exterior remodels to be compatible with existing adjacent buildings.	Exterior remodeling will be within existing openings with materials that are compatible with the original on the building, and with existing, adjacent commercial developments.	
5.a.i	Lighting	Exterior lighting to illuminate building facades, pedestrian walks and spaces, parking and service areas.	Exterior lighting considers this. Lighting specific to this project is provided to illuminate building murals and other artwork, as well as patio spaces at the perimeter of the building	
5.a.iii		Exterior lighting to be adequate, but not excessive.	Exterior lighting will conform with this as part of responsible, environmentally sensitive lighting design	
5.a.iv		Height and number of lighting standards to be appropriate to building, its function and to the neighborhood.	Exterior lighting will conform with this as part of responsible, environmentally sensitive lighting design	
5.a.v		Off-street parking lighting to conform with Ordinances in 10.08 and 10.085.	Off-street parking lighting conforms with this	

5.b.i.		Architectural lighting to be free from glare and of type to complement the existing development in the district.	Architectural lighting will be free from glare.	The fixture type will be contemporary to complement the contemporary nature of this project and "raise the bar" for architectural lighting in the neighborhood.
5.b.i.		Security lighting to provide safe illumination levels without reflecting lighting onto adjacent properties.	Security lighting will be provided by pedestrian, parking and architectural lighting, and will conform with the general lighting ordinance in preventing light level across the property line.	The exception to this may be along the MMSD property line at the widened access drive that extends over MMSD property line: lighting may need to extend onto the drive pavement planned on a portion of MMSD's property, per agreement between MMSD and City Engineering. There are also increased operational lighting levels which need to be met at the city refueling depot which remain – lighting may spill from this depot across the property line at the NW corner
6.a.i.	Landscaping	Landscaping to be used for functional and decorative purposes, and screening where needed.	The landscape plan being developed will conform with this in being functional and beautiful, and provide screening where it makes sense from a visual standpoint.	Landscaping includes a functional rain garden, seasonal displays to highlight the market and screening elements to obscure the refueling depot.
6.b.i. and ii		Include plants that will provide interest and color during the entire year.	Plantings will be local, native species and provide interest and color to the extent that local, native species naturally provide that.	Rotating seasonal displays will also facilitate this
6.b.iv.		Planting beds to be edged and mulched.	Edges will be provided to planting beds.	Mulching and other maintenance will be determined by the Owner/MPM.

(e)	Utility Service	Re-locate overhead wire utilities underground.	Road improvements currently underway on N. 1 <sup>st</sup> St and E. Johnson may be addressing some of this.	City Engineering and Traffic Engineering to determine how much of this will happen with the road improvements currently taking place. large utility pole at N 1 <sup>st</sup> is still on site.

Reference is also made to Chapters 28 and 31 of Madison Zoning Code, with the requirements for this particular site use and size, and respective project provisions, listed below. Per UDD 4, between the table above and the table below, the most restrictive requirement prevails.

Traditional Employment District (TE) (PDD?)

Code Ref	Category / Source	Required	Provided	Notes
28.084 (3)	Lot Area	6,000 sf	152,800 sf	Existing lots consolidated: t.b.c. by revised plat
	Lot width	50 ft	340 ft at narrowest width along N. First St.	existing
	Setbacks	Front: none	5 ft when modified by new road edge along N. First St.	existing
		Side: 2-story = 6 ft	15 ft to property line. 42 ft with MMSD easement.	existing
		Rear: 20 ft	140 ft at closest point on main building to rear property line	existing
	Maximum lot coverage	85%	32%	existing
	Minimum height	22 ft	22 ft	Existing, t.b.c.
	Max height	5 stories / 68 ft	2 stories / 22 ft	
28.131	Accessory buildings			
	b) Max. percentage of rear yard setback	50%	12.8 %	existing
	c) Max. height	15 ft	15 ft	existing
28.134 (2)	Height limit exceptions	...water towers, flag poles, comms towers.		
Dane County Zoning Code: 78.05	Dane County Regional Airport Height Limit Poster	1009 ft max: Site is at 852 ft, so height limit is 1,009 - 852 = 157 ft		
28.141 Table I-2	Parking requirements apply to buildings	1 per 400 sf min.: @ 23,153sf of general	113 spaces	

	exceeding 25,000 sf GFA	retail = 58 spaces min and 116 max.		
	If overall building area is used for calculation:	1 per 400 sf min.: 43,500 sf = 109 spaces min.	113 spaces	
	Bicycle minimum	1 per 2,000 sf = 12 bicycle spaces	90 spaces,	Some may be replaced with Ucycle station
28.141 (13)(b)	Off-street loading	Retail 20k to 100k sf: 2 loading spaces	3 loading spaces provided	One space has access to at grade hydraulic lift
<b>Signage</b>		<b>Permitted</b>	<b>Provided</b>	
31.021 (c)	Use Group 3 (TE)			
31.07 (2)(a)	Wall, Roof and above-roof signs	1 per façade, and no more than 4 per building.	Building signage will be used on 3 of the 4 facades, plus on the new canopies at market entry points.	Vendor signage will be contained within the window system of the existing wall openings in a controlled signage band 24" high.
(b)	Parapet signs	No more than 4ft tall	None planned.	
(4)(a)	Tenant Signs: building frontages vary.	2 sq.ft sign area per lineal ft of tenant frontage.	East façade has tenant signs. See 31.07	
(4)(b)	Building Signs: Net area > 25,000sf.	30% of (2 sq.ft sign area per lineal ft of building frontage) = 152 sq. ft on N. 1 <sup>st</sup> St and 109 sq.ft on East Johnson side.	Building signage is painted directly to building façade and illuminated by building mounted lights.	Final signage design by owners branding consultant
31.071	Canopy Signs	May be displayed on the fascia of a canopy in lieu of a wall sign. Stay within the canopy limits.	No building signage on loading dock canopy. Some wayfinding signage and clearance signage will be present	
31.15 Table 1	Pole Signs: 2-3 Lanes, 35-44 mph	16ft high, 50 sf for one side or 100 sf total for many sides.	None proposed	
31.15 Table 2	Promotional banners and flags	Permitted, subject to PCED Director approval.	None proposed	Market Operator and Tenants may pursue this on their own later

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Bryan Cooper, Principal Architect

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## SUPPLEMENTAL SUBMITTAL REQUIREMENTS

### A. ADDITIONAL PLAN SET REQUIREMENTS

See attached drawing EL100 & EL101 for a lighting / photometric plan. Fixture cut sheets are included in the digital submission.

See attached DRAFT easement agreement between City of Madison and Madison Metropolitan Sewerage District. Agreement allows a 2-way access drive off of N First St to Madison Public Market's parking.

See the attached Stormwater Management Report. A full report is available upon request.

### B. OUTDOOR EATING AREAS

See attached drawing, "outdoor seating plan" for outdoor area seating plans, and entry/exit locations

The Madison Public Market will have outdoor seating areas in several locations on the site. These spaces are separated from sidewalks and parking areas with a series of raised planters and plantings, as well as other landscape features. The outdoor seating areas will generally have hours of operations that coincide with the hours of operation for the entire Public Market (approximately Mon-Sun from 8am-9pm). The outdoor seating on the site will include the following areas:

- 1) The Main Plaza** – This area is on the west side of the site adjacent to the parking lot. The Entrance Hall has direct connection to this plaza area through the two large overhead doors that can be opened on temperate days for market activity to extend out and engage that area. This will be an informal outdoor seating area that serves the public market but is not associated with any specific business within the market. The space will include movable tables and chairs to create an informal outdoor environment for Public Market customers to gather and enjoy food and drink. The total square footage of this area is 3,900 Square Feet and the maximum occupancy will be 100.
- 2) First Street Vendor Patios** – There will be smaller linear outdoor seating patio areas immediately adjacent to business located along the front of the market. These areas will be small outdoor café-type patios that provide outdoor seating areas serving the businesses occupying the First Street side of the market. The uses in this area of the market are currently anticipated to include things like a coffee shop, bakery, and/or deli. The outdoor seating in these patios will be available to any market customer but will functionally primarily serve the business located on this

side of the building. The total square footage of this area is 1,612 Square Feet and the maximum occupancy will be 80.

- 3) **Anchor Restaurant Outdoor Dining** – There will be an outdoor dining area dedicated to the anchor restaurant space located on the northern corner of the market. The total square footage of this area is 1,015 Square Feet and the maximum occupancy will be 50.

## C. MODIFICATIONS TO PARKING REQUIREMENTS

Based on the Madison Public Market Business Plan and market study, the Madison Public Market anticipates a total of approximately 600,000 visits per year. This will result in approximately 1,700 visitors per day. Car parking is available in the surface parking lot provided on the site, which will accommodate 120 vehicles. The total square footage of the building is 44,000 square feet so there will be about 2.7 spaces per 1,000 square feet. In addition, the parking area includes required ADA accessible parking stalls, a pick-up/drop-off area, dedicated stalls for green vehicle parking (electric and hybrids), and 30-minute limited stalls for short term customers. During peak times, the parking lot will be full and Public Market customers will likely use available street parking in adjacent areas.

The Public Market includes design features and operational plans that are intended to encourage visitors to use alternatives to driving personal vehicles to access the market. The project will include an ample bicycle parking area that is visibly located on the site near the corner of First Street and Johnson. The site also will include a B-Cycle station. The location of the project is well served by the City's existing bicycle network with access to the Mifflin Street Bike Blvd and the Yahara River Path. The newly reconstructed multi-use path along Johnson Street improves access to the site via bicycle coming from downtown and the north side.

The Public Market is also well served by Metro Transit. Over 200 busses pass the site daily on East Washington Avenue, First Street, and/or Johnson Street. A total of twelve individual metro bus routes serve the site. Further, this location is well located relative to the City's Planned Bus Rapid Transit Routes. The site is easily accessible from the east/west route planned for the first phase of BRT. This site is at the junction between the East leg and the North leg of the system so the Public Market will become a key hub on the BRT system in the long term.

## D. ZONING MAP AMENDMENT

### **Property Legal Description:**

RILEY PLAT, BLK 310, PART OF LOTS 2, 3, 5, 6, 7, 8 & 9; ALSO PART OF FARWELL'S ADDITION, BLK 277, DESC AS FOL: COM INTR OF SE LN JOHNSON ST & SW LN OF FIRST ST, TH SWLY ALG JOHNSON 75 FT TO RR ROW, TH SELY PARA FIRST ST 66 FT TO POB, TH NELY PARA JOHNSON ST TO A PT 24 FT SWLY OF SW LN FIRST ST, TH SELY 51 FT, TH SWLY AT RT ANGLES 66 FT, TH SELY AT RT ANGLES 90 FT, TH NELY AT RT ANGLES 66 FT TO A PT 24 FT SWLY OF FIRST ST, TH SELY 212 FT, TH SWLY AT RT ANGLES 246 FT, TH SELY AT RT ANGLES 175 FT TO NW LN E MIFFLIN ST EXTD, TH SWLY AT RT ANGLES TO RR ROW, TH NWLY ALG RR ROW TO ANOTHER RR ROW, TH NWLY ALG RR ROW TO SE LN WIDENED JOHNSON ST ROW, TH ALG SD ROW 135 FT M/L TO POB, EXCEPT THAT PART DESC IN DOC 5432509 FOR PUBLIC STREET ROW. ALSO RILEY PLAT, BLK 310 - BEG AT A PT ON SW LINE OF N. FIRST ST 117 FT SE OF SE LINE OF E. JOHNSON ST, TH SWLY AT RT ANGLES TO FIRST ST 90 FT, TH SELY PARA TO FIRST ST 90 FT, TH NELY AT RT ANGLES TO LAST MENTIONED LINE 90 FT TO SW LINE OF N. FIRST ST, TH NWLY ALG SD ST 90 FT TO POB. INCLUDED IN ABOVE DESC IS THE SELY 33 FT OF LOT 3, ALL OF LOT 4 & NWLY 7 FT OF LOT 5. EXCEPT NELY 24 FT; ALSO EXCEPT THAT PART DESC IN DOC 5425437 FOR PUBLIC STREET ROW.

### **Project Site Area:**

151,512 SF (3.48 acres)

### **Existing Zone District:**

Traditional Employment (TE)

**Proposed Zoning District:**  
Planned Development (PD)

## **E. PLANNED DEVELOPMENT GENERAL DEVELOPMENT PLANS (GDP) / SPECIFIC IMPLEMENTATION PLANS (SIP)**

**Planned Development GDP Requirements:**

### **1. Proposed zoning text**

**Statement of purpose:** This Planned Development District is established to provide a zoning framework for the Madison Public Market. The Public Market project will repurpose the soon-to-be vacated City of Madison fleet services facility to create a multi-use and multi-tenant public market. The market will provide opportunities to a diverse array of small businesses to have customer-facing location for their products, while creating a vibrant public space that serves the community at large. The Public Market will include a variety of indoor merchants offering prepared food, fresh produce, and handcrafted goods. The building also includes event space, seating areas, a shared kitchen facility, and spaces designed for indoor and outdoor community gathering. The site includes outdoor dining opportunities, plazas, bicycle parking, and landscaping. The site will also maintain two legacy city of Madison municipal functions – a City vehicle refueling station and a Madison Police Department storage facility.

**Permitted Uses:** The following uses are permitted within the Planned District:

- Production, processing and storage of food and beverage goods, including manufacturing, warehousing, sales, and distribution
- Food and beverages uses: coffee shop, tea house; restaurant; catering; breweries, distilleries, wineries, and meaderies; brewpub; restaurant-tavern; tavern; and restaurant-nightclub, subject to any Supplemental Requirements in Section 28.151 of the Zoning Code
- Outdoor cooking operation as shown on the approved plans
- Professional office, general office and offices accessory to production facilities
- Urban agriculture uses: planting/ growing/harvesting of crops (cultivation), composting, storage and related activities; keeping of chickens; keeping of honeybees; aquaculture; garden center; and market gardening as shown on the approved plans.
- Artisan workshop
- Artist, photography studio
- Assembly hall, reception hall
- Food and related goods sales
- General retail
- Farmers' market
- Museum and gallery spaces
- Temporary outdoor events, as regulated in the Zoning Code
- Outdoor eating areas for food and beverage uses, as shown on the approved plans
- Health club/ wellness/ physical culture uses, conducted both indoors and outdoors, and which may be conducted without a membership requirement
- Renewable energy systems as shown on the approved plans
- Parks and playgrounds
- Outdoor recreation, including but not limited to accessory bike rental
- Public safety and service uses, as shown on the approved plans
- Dispensing of fuel for publicly owned vehicles, as shown on the approved plans; the sale of fuel to the public is not allowed
- Accessory uses related to the allowed uses as denoted herein
- Accessory structures as shown on the approved plans

**Parking & Loading:** Off-street parking and loading shall be provided as shown on the approved plans.

**Landscaping:** Landscaping shall be as shown on the approved plans.

**Signage:** Signage for the site shall be limited to the maximum permitted in the TE zoning district, and as approved by the Urban Design Commission or its secretary, and the Zoning Administrator.

**Exterior and Site Lighting:** Lighting shall be as shown on the approved plans.

**Alterations & Revisions:** No alteration or revision of this Planned Development shall be permitted unless approved by the Plan Commission; however, the Zoning administrator may issue permits for minor alterations or additions which are approved by the Director of Planning and Development Department and the alderperson of the district and are compatible with the concept approved by the Common Council.

## 2. Vicinity Map

See attached drawing, SSR001 for Madison Public Market's vicinity map.

## 3. Economic Impacts

**Positive Economic Impacts from the project** - Madison's Public Market will have a substantial positive economic impact by creating jobs, promoting local farmers, developing new businesses, catalyzing redevelopment, and providing diverse entrepreneurs with opportunities to start businesses. Specific economic impacts of the project are described below.

- **Sales** – The total annual sales at the Public Market are estimated to be approximately \$16 million. These sales will be captured by local businesses and these local dollars will then recirculate back into the local economy.
- **Job Creation** – The Public Market will open with approximately 30 permanent tenants. The market will also offer a variety of temporary and pop-up vending opportunities. In addition to vendors, the market will have its own staff, a variety of businesses using the Market Kitchen space, and event activity. Based on the analysis completed as part of the Public Market Business Plan, the total estimated employment at the market will be 100 FTEs.
- **Entrepreneurial Opportunities** – The market will offer a unique opportunity for entrepreneurs to build a business in a small space. Many will be first-time business owners testing a concept and taking advantage of the market's unique ability to generate foot-traffic. Through the MarketReady Program, the City and its partners are already working to ensure that the Public Market fulfills its mission of creating a platform for diverse entrepreneurship in Madison.
- **Business Growth/Expansion** – Over time, some startup businesses at the Public Market will grow and move into different types of spaces. This includes vendors moving into a more traditional storefront space, or food product makers scaling up to lease a larger production facility in an industrial area. The goal is that some businesses develop concepts and products that grow into national brands.
- **Regional Food Economy Growth** – The Public Market is a regional economic development project. The project has benefitted from the strong support of the leadership of Madison Region Economic Partnership (MadREP), who recognizes the Public Market's potential to connect and help grow the region's urban and rural economies. Using regional economic multipliers provided by the U.S. Bureau of Economic Analysis, the estimated food sales at the market will generate a regional impact of \$21.9 million.

- **Catalyst for Redevelopment** – The Public Market is a critical site in the City. It is on the eastern edge of the burgeoning Capitol East District, but within an immediate area that has struggled to see significant redevelopment activity. The transformation of the site will spark additional private development investment in this area of the City, creating more jobs and tax base for the City. The Public Market is recommended by the City’s Comprehensive Plan, the Emerson East Eken Park Yahara Neighborhood Plan, and the Capitol Gateway Corridor Plan.
- **Visitor Draw** – One of the things that makes Madison an interesting and attractive destination is the City’s vibrant food culture and food offerings. More and more, authentic local food experiences are becoming a driver for tourism and visitation to communities. The Public Market will help attract visitors and foster repeat visits. The City of Madison and Public Market Foundation look forward to working with community partners including Destination Madison, Alliant Energy Center, Monona Terrace, local hospitality businesses, and others to integrate the Madison Public Market into Madison’s unique portfolio of visitor offerings.

**Analysis of Additional Municipal Service Costs** – The Public Market will repurpose an existing city-owned facility to create a new use. A large portion of the City’s investment in the Public Market will be costs associated with investments that necessary to be good stewards of this city-owned property. For example, a significant share of the costs of the Public Market project are things like stormwater management, mechanical system upgrades, plumbing system upgrades, investments necessary to make the site ADA accessible, investments in the safety and security of the ancillary municipal functions (refueling and Police storage), environmental remediation, repairing damaged paving, etc. Much of the cost of the Public Market project are independent of the Public Market itself and things the City would need to do anyway with the decommissioning of the property as a Fleet facility. The site is already served by existing city infrastructure. Once operational, the Public will be financially self-sustaining. As such, there are no anticipated additional municipal costs associated with the project.

#### **4. Organizational Structure**

The City of Madison is leading the effort to fund and construct the Public Market. As a major public investment, the City will ensure ongoing public ownership of the property. The Community Development Authority (CDA) may be the official owner of the building to facilitate the use of tax credits in the financial structure. Though the City/CDA will own the building, the Madison Public Market Foundation will be the operator of the facility, handling things like staffing, merchant selection, leasing, marketing, maintenance, programming, etc. The Public Market Foundation is a 501c3 organization that is led by a volunteer Board of Directors. The Foundation Board will be responsible for recruiting and hiring a full time Executive Director / Market Manager and the market staff.

In 2018, the City and the Public Market Foundation entered into a Collaboration Agreement to formalize their partnership in the development phase of the project. The Collaboration Agreement was the first step in establishing a formal partnership between the City and the Public Market Foundation. The agreement included terms related to the responsibilities of each party prior to construction of the market. It established that the City and the Foundation would work together toward designing, funding, and constructing the Market. The Foundation Board of Directors and the Madison Common Council approved the Collaboration Agreement in 2018. The Public Market Foundation is currently leading the private fundraising effort for the project and laying the groundwork for operating the market once the project is constructed. The Foundation anticipates hiring a full time Executive Director/Market Manager in 2020.

#### **Planned development SIP Requirements**

##### **1. SIP Map**

See attached drawing, SSR001 for Madison Public Market’s vicinity map. Note the proposed GDP and SIP encompass 202 N First St’s parcel fully.

## 2. Circulation

See attached drawing, L-1 for a Landscape Layout plan where public and private roads, driveways, walkways, and parking facilities are indicated. Site context can be referenced in the attached drawing, SSR001. Anticipated

## 3. Subdivision Plat Layout

See attached drawing, L-1 for a Landscape Layout plan where 202 N First St parcel extents are indicated.

## 4. Architectural Character

See the attached Drawings for architectural character of onsite buildings. This submission's Letter of Intent also has a brief narrative on the existing building and proposed uses.

## 5. Financing

The Madison Public Market is identified within the City of Madison's adopted 2020 Capital Budget for the Economic Development Division (Project #10069). The total cost to complete the Public Market will be \$13 million. The capital cost project will be funded through several sources. The following chart summarizes each source of funding for the project and the next steps to secure these funds.

Madison Public Market Funding Sources		
Source	Amount	Details
City of Madison Capital Budget / TID #36	\$7 million	The City's 2020 capital budget commits \$7 million in city funding to the Madison Public Market. The source of this funding is proceeds from Tax Increment District #36 (TID 36). With the large amount of tax increment that has been created in the East Washington corridor over the last several years, this TID district is projected to pay off its current obligations as well as the \$7 million cost of the Public Market within the next 3 years.
Private Donations to the Public Market Foundation	\$3 million in capital and \$1 million in operating reserve	The Public Market Foundation is leading the capital campaign to raise donations for the project. The Foundation has a goal of \$4 million. Of this, \$3 million will be granted to the capital costs of constructing the project and \$1 million will be reserved for working capital. Thus far, the Foundation has raised approximately \$1.4 million toward their \$4 million goal.
New Markets Tax Credits Equity	\$3 million	The Public Market is located within an area that is eligible for the federal New Markets Tax Credits Program. The project is well positioned to secure a tax credit allocation in 2020.

Anticipated Design and Construction Schedule		
Phase	Start	End
Consolidated Design Phase	March 2018	November 2019
Construction Documents	November 2019	May 2020
Bidding	May 2020	November 2020
Construction	November 2020	February 2022

Design Team	
Design Service	Consultant
Architecture	MSR Design
Landscape Architecture	Ken Saiki Design
Civil	Vierbicher
Mechanical	MEP Associates
Electrical	
Plumbing	
Structural	IMEG
Fire Protection	
Technology	
Acoustic	KRA
Kitchen Design	Boelter Premier
Lighting	Mazzetti Inc

**6. Specific Zoning Text**

See prior Planned Development GDP section for proposed zoning text.

**7. Agreements**

As noted previously, the Madison Public Market Foundation will operate the Public Market with the City/CDA retaining ownership of the property. As noted, the City and the Madison Public Market Foundation jointly approved a Collaboration Agreement outlining initial terms of this partnership.

STORMWATER MANAGEMENT REPORT

Madison Public Market - 200 N. First Street

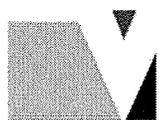
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Project #180275



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# NARRATIVE

## 1.1 Introduction

The project site is located at 200 N. First Street in Madison (SW ¼ & the SE ¼ of the SW ¼ of Section 6 Town 7N Range 10E). The existing site serves as a fleet vehicle service facility for the City of Madison. The proposed project will renovate the interior of the existing building and redevelop the parking lot to include stormwater management features. The existing lot is 3.56 acres but the project site limits are only 2.56 acres including a portion of the adjacent MMSD lot. The redevelopment of this site will add a net total of approximately 1,500 SF of impervious area (sidewalk and parking).

Existing drainage patterns will be maintained for this project. Currently, the majority of the site drains internally to storm sewer which discharges to City utilities in the right-of-way (First Street & Johnson Street). No stormwater BMP's are currently in place. There is approximately 1.05 acres of landscape, sidewalk, and pavement area from adjacent properties which drains through the site. This has been accounted for in grading, utility, and stormwater management calculations.

The site is not in a thermally sensitive area and there are no floodplains within the property. Wetland indicators are present on the site per DNR's Surface Water Data Viewer but the site has been cleared by the DNR following a desktop screening as part of this project. See section 9.3 for the DNR concurrence email.

The site is required to meet City of Madison and DNR requirements for redevelopment. These requirements include sediment control and oil and grease control. The project will go above and beyond to meet progressive City of Madison stormwater management goals for redevelopments which are anticipated to become ordinance requirements in the near future. For the purposes of this report, these goals including peak runoff rate control, runoff volume control, and green infrastructure use are referenced as requirements. These site requirements will be met with a bioretention facility, an above ground cistern, and an underground stormwater detention system which contains isolator rows.

## 1.2 Soils Description

The U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS) online Web Soil Survey, indicates the proposed project site contains soils consisting of Coltwood silt loam (Co) with 0 to 2 percent slopes which fit into the Hydrologic Soil Group "C/D". CGC, Inc. completed a soils evaluation July 11, 2019 which is located in section 3.2 of this report. During the drilling of soil borings, groundwater was encountered 5-8.5' below grade.

The site has been operated as a fuel and maintenance facility since 1945. There are two fuel pump stations in the northwest corner of the site which will remain under this project. The on-site soils and groundwater contain residual contamination of petroleum VOC's. The WDNR closed case BRRS activity # is 03-13-000438 and the case closure letter is located in section 3.3 of this report. The cap maintenance plan required by the DNR will be preserved in this project. Due to the historic use of the site, high groundwater, residual contamination, and cap maintenance requirements, the site is prohibited from infiltration.

### 1.3 Design Criteria

Stormwater Management Requirements		
Design Frequency	1, 2, 5, and 10-Year, 24-hour storm events using the MSE4 NRCS Rainfall Distribution	
Rainfall Data	2.49, 2.84, 3.49, and 4.09-inch/24-hour	
Curve Number	Ex. Conditions: Impervious: 98 Pervious: C - 74	Pro. Conditions: Impervious: 98 Pervious (on-site): D - 80 Pervious (off-site): C - 74 SWM Facility: 100
Sediment Control	60% Reduction for all new exposed parking areas, as compared to no controls	
Peak Rate Control	Reduce the peak rate by 15% compared to ex. conditions during a 10-year, 24-hour event	
Volume Control	Reduce volume by 5% compared to ex. conditions during a 10-year, 24-hour event	
Green Infrastructure	Reductions shall utilize green infrastructure which captures at least the first ½" of rain over the total site impervious area	
Oil and Grease Control	Treat first ½"	
Thermal Control	Not in a thermally sensitive area	

### 1.4 Summary of Results

#### Sediment Control

The site will be required to reduce TSS by sixty percent (60%) for all new parking areas as compared to no controls. The runoff from adjacent properties has been modeled such that the sediment loading has been removed but the volume has been accounted for. Hydrologic Soil Group C soils have been modeled as silty. Both the proposed bioretention basin and the underground detention system have been modeled assuming no infiltration as liners will be installed per DNR standards. No sediment removal credit was assumed from the above-ground cistern. The table below summarizes the TSS modeling results. "No Controls New Parking" is based on the post-developed exposed parking area within the project site. "No Controls Total" and "With Controls Total" are based on the entire proposed watershed.

No Controls New Parking (lbs)	No Controls Total (lbs)	With Controls Total (lbs)	TSS Removed (lbs)	% Reduction
906	1,130	579	551	60.8%

The site is required to meet 60% TSS reduction for all new exposed parking areas from a no control standpoint. The stormwater management facilities have been designed to treat runoff and will achieve a 60.8% TSS removal rate. TSS was modeled with WinSLAMM v. 10.4.1 and calculations are within section 4 of this report.

### Peak Runoff Rate Control

The site must reduce the peak runoff rate by 15% compared to existing conditions for the 10-year, 24-hour event. The runoff from the site is routed through a bioretention basin and an underground detention system. Runoff from the existing roof will be routed through an above-ground cistern. The peak runoff rate control calculations are in section 5 of this report. Pervious surfaces curve numbers have been lowered one hydrologic soil group rating between existing and proposed conditions. The table below summarizes the peak runoff rate control calculations for the redevelopment.

Storm Frequency (Year)	Ex. Conditions (4.1 acres) (CFS)	Pro. Conditions (4.1 acres) (CFS)	% Reduction
1	9.84	6.71	31.8%
2	11.60	7.90	31.9%
5	14.92	10.15	32.0%
10	18.00	11.51	36.0%

### Volume Control

The site is prohibited from infiltration and should therefore be exempt from volume control requirements. Redevelopment sites are required to reduce runoff volume by 5% compared to existing conditions during a 10-year, 24-hour event. To determine reduction requirements, both the existing and proposed conditions are analyzed within the project limits only. The reduction shall be completed using green infrastructure that captures as least the first ½" of runoff. Although the project will contain a bioretention basin (green infrastructure), infiltration is prohibited so this requirement will be partially met with the proposed 13,000 gallon cistern. Runoff captured in the cistern will be reused within the building. City staff has confirmed the cistern may be assumed to be empty at the start of each design storm. The table below summarizes the results of volume control modeling of the 10-year, 24-hour event.

Ex. Conditions Runoff Volume (2.6 acres) (CF)	Pro. Conditions Runoff Volume (2.6 acres) (CF)	Cistern Captured Runoff (CF)	Net Runoff Reduction (CF)	% Reduction
31,799	32,670	1,738	867	2.7%

The proposed cistern qualifies as "green infrastructure" and will reduce the site's runoff volume by 2.7% for the 10-year, 24 hour storm event compared to existing conditions. Runoff volumes were modeled with HydroCAD 10.00-14 and calculations are within section 6 of this report.

## Green Infrastructure

The required rate and volume reductions shall be completed using green infrastructure that captures at least the first ½" of rainfall over the total site impervious area. This requirement will be met with the proposed bioretention basin and above-ground cistern. To determine capture requirement, the proposed conditions are analyzed within the project limits only. The table below summarizes the rainfall capture of green infrastructure during a ½" storm.

Pro. Conditions Impervious Runoff (2.6 acres) (CF)	Bioretention Storage Available (CF)	Cistern Storage Available (CF)	Total Green Infrastructure Storage Available (CF)	% of Requirement Met
2,439	1,220	1,737	2,957	121%

The proposed green infrastructure improvements will provide enough storage capacity to capture at least the first ½" of rainfall over the total site impervious area. Runoff volumes were modeled with HydroCAD 10.00-14 and calculations are within section 7 of this report.

## Oil and Grease

Oil and Grease is handled with the bioretention facility and storm inlet filters.

## Thermal Control

Site is not in a thermally sensitive watershed.

## Erosion Control

The project is anticipated to begin November, 2020 and will be restored by November, 2021. All erosion control measures will be in place prior to land disturbing activities. Erosion control measures consist of gravel tracking pad, silt fence, and inlet filters. A detailed construction sequence is located in the construction plans in section 8 of this report.

## 1.5 Conclusions

The stormwater management facilities and erosion control measures have been designed to exceed the City of Madison and DNR requirements for redevelopment. The site will meet the stormwater management requirements with the construction of a bioretention facility, an underground detention facility, and an above-ground cistern. There will be erosion control measures constructed prior to land disturbance which will remain in place until the site is stabilized. The bioretention facility will be constructed after the site has been paved and contributing pervious areas have been stabilized.

## 1.6 Permits

The following is a list of anticipated stormwater management or erosion control reviews/permits that have been or will be applied for:

- City of Madison Stormwater Management Permit
- City of Madison Erosion Control Permit
- City of Madison Exterior Plumbing Permit
- Department of Natural Resources Stormwater Notice of Intent (NOI)