



City of Madison Racial Equity & Social Justice Tool – Comprehensive Version

INSTRUCTIONS

Use this tool as early as possible in the development of City policies, plans, programs and budgets. For issues on a short timeline or with a narrow impact, you may use the RESJ Tool – Fast Track Version. This analysis should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process. The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice (RESJ) Initiative: to establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

The persistence of deep racial and social inequities and divisions across society is evidence of bias at the individual, institutional and structural levels. These types of bias often work to the benefit of white people and to the detriment of people of color, usually unintentionally or inadvertently.

Purpose of this tool: to facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City. The “What, Who, Why, Where and How” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS:

DRAFT FOR DISCUSSION (6/29/2015)

Title of policy, plan or proposal:

The Madison Public Market

Main contact name(s) and contact information for this analysis:

**Dan Kennelly, Economic Development Specialist
608-267-1968, dkennelly@cityofmadison.com**

Names and affiliations of others participating in the analysis:

City of Madison Local Food Committee



1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

The project being analyzed is the Madison Public Market and the Public Market District. The vision for the Madison Public Market is to create the regional food system epicenter for southern Wisconsin. The project aims to create a multi-use destination featuring a mix of retail, wholesale, and processing of locally-made products, as well as potentially hand-crafted local art and other goods. More than a stand-alone facility, the long range vision is that an initial investment in the public market creates a catalyst for a larger “market district” in the vicinity of the public market that agglomerates a variety of food businesses and infrastructure and helps support food-based economic development that will serve the entire city and strengthen the broader regional food system.

The City recently completed a business plan for the Madison Public Market. The following application of the Racial Equity & Social Justice Tool is primarily focused on the Public Market that is presented in detail in the business plan. However, this analysis recognizes that the full vision for the project is a market district not simply a market.

Some of the goals of the Public Market project include:

1. Leveraging the food economy as an economic driver and a source of small business opportunities – particularly for lower income populations, communities of color, immigrants, women, and others who have historically faced institutional and structural barriers to starting businesses.
2. Improving food access in Madison by creating a distribution hub for fresh, locally-produced and prepared food projects linked to other parts of the city.
3. Supporting food-based local businesses and the continuation of agricultural production in the region
4. Encouraging healthy eating through community-based programming, nutrition classes, cooking demonstrations, etc.
5. Embracing food as a source of cultural connections and social cohesion.

b. What factors (including existing policies and structures) associated with this issue might be affecting communities of color and/or low-income populations differently?

As a complex project that must balance a variety of goals and constraints, there are many factors to consider in terms of its potential impacts on communities of color and low income populations in Madison. One issue that captured a lot of attention is the decision about the project’s location. During the business planning process, the City staff, the consulting team, and the City’s Local Food Committee analyzed a variety of potential locations for the public market.



The results of this analysis led to the decision to create the public market by re-purposing City's Fleet Services Building (also known as the "1st Street Garage") on the corner of 1st Street and Johnson Street.

As was documented in the Phase 2 analysis of the business plan, there are many advantages to repurposing the Fleet Services Building as the Public Market and first phase in creating a larger food district. First, it is a parcel of land and a building that is already owned by the City. Any of the other options considered as locations would have required a significant up-front investment by the City simply to purchase real estate. This likely would have been a multi-million dollar "sunk cost." Therefore, using city owned property is a significant upfront cost savings.

Second, the Fleet Services building is very well-suited to conversion to a public market. As a large, solidly-constructed building organized into two large bays with high ceilings, overhead doors, and a 2-story mezzanine, the building is to some extent "pre-designed" to accommodate conversion to a public market. Further, the "bones" of the building are very strong – the structure is in excellent condition and the electrical service, HVAC system, plumbing, etc. are all capable of meeting the needs of the market. Therefore, in addition to saving on land cost, reuse of this building is a large construction cost savings compared to alternative sites that would have required demolition and a new building. In addition, reusing an existing building that has limited other potential uses is a green alternative to constructing a new building.

Third, the analysis of potential public market sales, the visibility and access to the site, and the preferences expressed by potential vendors all supported the decision to locate the project at this site. The opportunity to reuse the fleet building was the critical driver in the City's selection of this location. However, other factors contributed including the market analysis showing higher sales potential and surveys of prospective vendors which indicated that the vendors preferred this location to other options. It should also be noted, that the immediate area around this site is an economically and demographically diverse part of Madison.

Though the location of the project was an important decision, going forward, there are many issues that need to be considered in terms of the design and operations of the public market that will impact how the project relates to low income populations and communities of color in Madison. Some of these issues include:

- **Product Mix and Prices** – The types of products offered at the public market will impact the extent to which the facility is seen as welcoming to the entire community and whether it can benefit all of Madison. As the project moves from business planning toward implementation, the City will need to make value-based decisions about what types of products will be encouraged and allowed at the public market. For example, will all produce be provided from local growers or will lower cost "re-sales" of commodity produce be allowed? How much product will be organically grown? What type of non-food arts/crafts will be allowed or



encouraged? Will there be price controls? What will be the mix of fresh food (produce) versus processed or prepared foods? One thing that the City is committed to is ensuring that SNAP and WIC will be accepted at the market. The City further intends to explore opportunities to incorporate the successful “double dollars” program for farmers markets into the public market.

- **Vendor Mix and Rents** – The type and mix of vendors at the public market will impact how welcoming it feels to the full diversity of the City. If the vendors tend toward predominantly “high end” farms and business selling gourmet products, the clientele will lean toward a niche market of upper middle class “foodies” rather than a diverse customer base. However, if the City can cultivate a diverse pool of businesses and create a mix of vendors with a wide array of products that reflect different cultural food traditions and are offered at a variety of prices, the public market has the potential to be one of the few places in Madison that truly brings the community together. The vendor selection process which has yet to be designed will be critical in getting a mix of vendors that make the public market feel welcoming. As one commenter put it, “people need to see themselves in the vendors to feel like the
- **Vendor Support Services** – Throughout the last two years, the City has engaged with several hundred farmers and small businesses interested in being part of the public market. Most of these prospective vendors are very small businesses interested in utilizing the public market as a platform to create a business or take an existing business to the next level of profitability. This vendor pool is very diverse, committed to their dreams, and mostly inexperienced. The Public Market needs to incorporate programs and services focused on helping vendors start and run their small businesses. During the business planning process, the city has had conversations with a variety of organizations that may be engaged to help provide “wrap around” support services to help vendors write business plans, get financing, managing inventory, set prices, hire staff, etc. These organizations include WBBIC, the UW SBDC, UW Extension, Madison College, and others. The City’s existing programs designed to encourage and support community-based businesses should be coordinate with the public market planning efforts. The City is currently developing a new program to support cooperative business enterprises and a new program focused on supporting small businesses. In addition, the City utilizes Community Development Block Grant funding to support organizations that work with small businesses. The Public Market effort should be coordinated with these existing and new city-sponsored initiatives to support diverse business startups.
- **Events and Activities** – Another community function of the Public Market will be as a place to host events and activities like banquets, community breakfasts, music, etc. Here again, the types of events will play a role in shaping the cultural flavor of the public market as a place.



The City will need a thoughtful approach to addressing these issues in ways that achieve the community's myriad goals for the project while ensuring that the public market is operational, sustainable, and financially viable for its vendors.

c. What do available data tell you about this issue? (See X for guidance on data sources)

The City collected and analyzed a variety of data throughout the business planning process which provides insights into the question of how the project will impact racial equity and social justice issues in Madison. This includes primary data collected through numerous surveys, local workforce data on trends in the food sector, and national data on public markets across the country. The following is a summary of some key findings from the data.

Data from Surveys:

Over the course of the last several years, the city has conducted numerous surveys about the Public Market project to gauge the opinions of vendors, customers, and community members. These surveys have included:

- A vendor survey completed in 2012 (200 responses)
- A second vendor survey completed in 2013 (98 responses)
- An online community survey in 2014 (2,200 responses)
- In person "intercept surveys" at branch libraries in 2014 (55 responses)
- A phone-based "panel survey" of randomly selected Madison residents in 2014 (350 responses)
- An equity survey specifically about the Public Markets impact on racial equity in 2015 (250 responses)

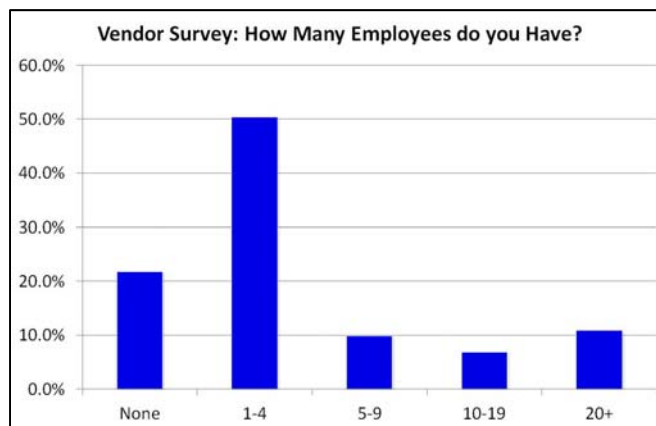
These surveys yielded a wealth of information about how potential vendors and potential customers view the public market project. Further, the surveys provided insight into shared community goals for the project. Detailed results of all of the surveys can be found on the project's website and in the appendices of the business plan. Below are a few key findings from each survey.

Vendor Surveys

- There are many prospective vendors interested in being part of the Madison Public Market
- Most of the prospective vendors are very small businesses and small to mid-sized agricultural producers (70% of potential vendors have fewer than 5 employees)
- Vendors are interested in a variety of potential uses and features but a suitable place for retail sales is the driver of their interest.
- Being in a convenient location that is accessible to the largest share and widest range of potential customers is most important to vendors

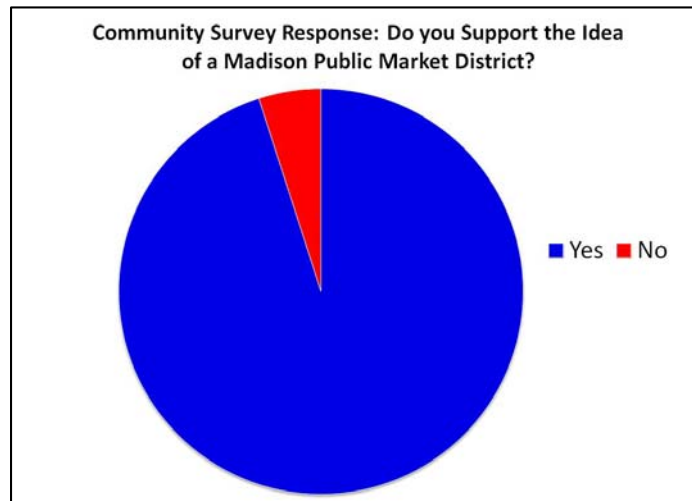


- In terms of location, the vendors indicated a preference for the east side of Madison on high-traffic / high-visibility site.
- In a nutshell, they way to get their products in front of customers. This is viewed as the most critical need in terms of their success.



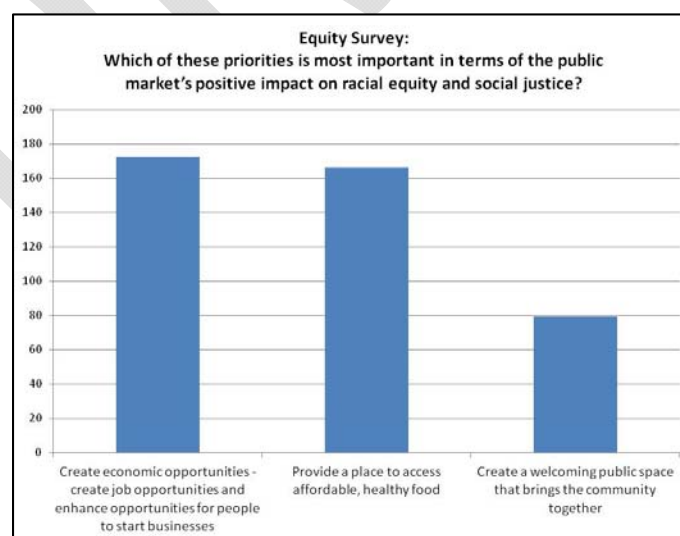
Community Survey

- People overwhelmingly support the idea of a public market. From over 2,000 survey response, 95% indicated support for the project
- People view the public market as a place that should have a mix of uses and activities (classes, events, gathering spaces, beer garden, restaurants, kids activities, etc) and should not merely be a place to buy and sell things
- Most people in Madison buy their food from a variety of different retail establishments depending on what they need that day
- Based on the surveys as well as the focus groups, it is abundantly clear that people in Madison of all ages, races, ethnicities, and incomes value local products, appreciate high-quality authentic food, and view food as important to their cultural identity and sense of community and family.



Equity Survey

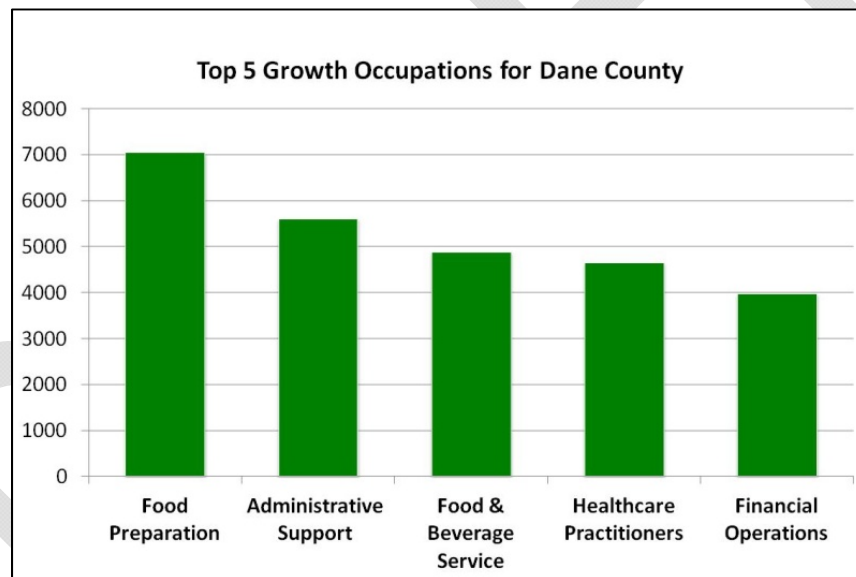
- People believe that the most important thing the public market can do to support racial equity is to be a place where diverse people can start businesses and succeed.
- The public market should include products that reflect the diverse food cultures and traditions of the City
- Most of the people who completed the survey (people most likely to be engaged with the project) are white and middle/upper-middle class. This suggests that despite the stated commitment of the city and the community at large to create a diverse and inclusive public market, the City needs to do a better job reaching out and engaging diverse communities. Madison needs to put new systems in place to get input from communities that have traditionally been marginalized and to take action on recommendations from those communities.





Workforce Data:

The State of Wisconsin Department of Workforce Development publishes job growth projections by occupation. These projections reveal that over the next five years, the number one occupation in terms of job growth in Dane County is “Food Preparation” and the third highest growth occupation is “Food & Beverage Service.” Together, these two occupations will create nearly 12,000 jobs between now and 2020. Nationally, the median wage for these industries is about \$18,000. To put that into context, the Median rent for a one-bedroom apartment in Madison is about \$800 per month or \$9,600 per year so a typical food service worker would need to spend over half their income to afford an average apartment. Spending anything over 30% of income on housing is considered “housing constrained” meaning income is too low to afford housing. If Madison’s fastest growing occupations are in an industry that does not pay wages sufficient for the workforce to afford an average apartment, the City has a problem. Further, food services and preparation jobs are not positions that offer stability, strong benefits packages, or opportunities for advancement.



At the front end of the commodity food supply chain on the farm, wages and labor conditions can be equally inequitable. A recent national report from the Applied Research Center for Racial Justice titled, *The Color of Food* provides data and commentary on both the farm labor and food service labor issues with the food system workforce,

“People of color are often limited to low-wage jobs in the food industry, especially recent and undocumented immigrants who can easily find seasonal work harvesting crops in the fields. At least six out of every 10 farm workers is an undocumented immigrant.... Often, workers in the food chain suffer low wages and exploitative conditions... Service workers in the restaurant



industry, which serves food to consumers at the end of the chain, face unfair labor practices ranging from employers withholding wages to not getting paid for overtime. Also, many sectors of the food chain are excluded from the protections of federal labor laws. This includes farmworkers, tipped minimum wageworkers such as those in restaurants, and the formerly incarcerated.”¹

The point being, it is difficult for families to build wealth, achieve financial stability, afford housing, and maintain financial independence with jobs in the food service industry, and yet, this is the industry that is creating more total numbers of jobs in Dane County than any other – and, these jobs tend to be filled by people of color. In light of this, if the City hopes to make significant long term progress on racial disparities and unequal access to economic opportunity, part of the strategy needs to focus on the structure of our food system. As a place that potentially creates opportunities for small food-based businesses and a place that could help re-localize more of the food buying in the community, the Public Market could be part of this solution.

Some National Research Data

In 2003, the Ford Foundation commissioned a report titled, “Public Markets as a Vehicle for Social Integration and Upward Mobility.” Research conducted for this report found that 85% of surveyed small businesses using public markets as platforms for starting a business self-finance their start-up costs. This suggests that public markets can support those who are unable to use traditional bank-based financing methods. The report also surveyed public market vendors at several markets across the country and asked why they started a business at a public market. The most common responses included “pay rent/bills,” “pay for own education,” “send kids to college,” and “expand business.”² This information underscores the notion that one of the important roles of public markets is to expand economic opportunity to communities that have historically faced unfair challenges and burdens to starting a business and building wealth for their families.

Another national report commissioned by the Federal Reserve Bank of San Francisco and completed by an organization titled “Marketumbrella.org” also researched the social and economic impacts of public markets. The surveys conducted for this report included the following findings:

- 75% came to market to do more than shop.
- 55% felt the market increased their connection to the community.
- 99% believed the market improves the health of the community.
- 53% believed the market improves perceptions of the neighborhood.

¹ Applied Research Center for Racial Justice titled, *The Color of Food*, 2011.

http://foodchainworkers.org/wp-content/uploads/2011/05/Color-of-Food_021611_F.pdf

² Ford Foundation and Project for Public Spaces, Public Markets as Vehicles for Social Integration and Upward Mobility, 2003, http://www.pps.org/pdf/Ford_Report.pdf

5/23/2014



d. What data are unavailable or missing?

The Public Market is currently in the process of completing the business planning stage. The next step will be to launch the implementation stage of the project. Until the City goes from planning to implementation, there will continue to be a variety of unanswered questions. One of the hallmarks of successful public markets is flexibility and willingness to change. Once the project is up and running, the City will be able to collect and track a variety of data about the performance of the public market. This will include looking at the diversity of the vendor mix, the diversity of customers, product pricing, levels of sales, and other factors. The City will monitor this and other data to track how the market is performing overall and how it is performing in terms of equity and inclusivity. This data will be shared and evaluated and the market operations will adjust as needed.

At this point, the Public Market is just an idea and a plan. It is difficult to know the full impact of the project on racial equity and social justice in Madison. As the project moves forward, the City will track and monitor outcomes. What we do know from looking at data we do have is that nationwide and around the world, public markets can be a positive force for economic opportunity, cultural expression, and social cohesion.

e. Which focus area(s) will the policy, plan or proposal primarily impact?

Please add any comments regarding the specific impacts on each area:

Community/Civic Engagement

Criminal Justice

Early Childhood

Economic Development

Education

Employment

Environment

Other (please describe)

Food Access & Affordability

Government Practices

Health

Housing

Planning & Development

Service Equity

Transportation

Comments:

Brief statements on how the Public Market addresses each of the Focus Areas checked above:

- **Community/Civic Engagement** – One of the central goals of the Public Market is to create and great public gather space that brings the community together. For centuries, markets have been places that foster social cohesion, bring different parts of a community together, and foster a sharing of cultures and ideas.



- **Criminal Justice** – Ongoing conversations with prospective vendors have included discussions with people leading programs to help ex-offenders and at-risk young people find jobs and start businesses in the food industry.
- **Education** – The Public market will include a demonstration kitchen and meeting spaces that will be programmed to offer educational programs to food services workers and entrepreneurs. The City has had initial discussions with a variety of potential partners in the educational programming of the market including Madison College, WWBIC, UW Extension, and the Madison Public Library system.
- **Employment** – Initial estimates indicated that the direct and indirect impact of the public market will create 265 jobs in the region. Moreover, by providing business startup opportunities and food-related employment opportunities, the project will help create jobs for low-skilled workers whose alternative employment prospects are limited to poverty-wage jobs in traditional food service sectors. Furthermore, by supporting the re-localization of food buying in the Madison area, the project has the potential to have a significant positive impact on the overall economy of the city.
- **Environment** – The Public Market has the potential to help support the agricultural sector in Madison and Dane County, thereby helping to preserve farms and open space in Madison’s hinterland. In particular, the project will help support the viability of small and mid-sized farming operations that tend to be nearest to Madison. Preserving open space around the perimeter of the City is a critical environmental issue that relates to a host of environmental issues including air and water quality.
- **Food Access & Affordability** – The Public Market will strive to offer affordably priced products to meet a range of budgets. Further, the project will accept WIC/SNAP and will participate in the City’s Double Dollars program as funding is available. Beyond the market building itself, the city intends to build networks that connect the public market to other food retail operations in the City. For example, the public market could become a distribution hub that distributes high-quality produce to the City’s many neighborhood-based ethnic food markets. In this way, the public market and the market district can become a center-point in the City’s food system, linked with other neighborhoods, that helps provide fresh food options across Madison.
- **Health** – By offering more fresh produce in the City and celebrating the agricultural abundance of the region, the public market will have a positive impact on public health. Moreover, the city has had discussions with the Dane County Farmers Market and other potential partners about incorporating food preparation classes to help teach the community about how to prepare and serve healthy vegetables.



- **Planning & Development** – More than simply a building, the long term vision is that the public market will lead to a broader market district that brings development and businesses to the area. This vision of a Public Market district is part of the ongoing implementation of the Capital Build Plan and is consistent with recommendations in the recently adopted Emerson East Eken Park Yahara Neighborhood Plan.
- **Transportation** – Getting customers and employees to the public market is a critical issue. The site is well served by the City’s transit system, bike network, and roadways. The implementation of the project will include coordinating with Madison Metro to ensure that the Public Market is accessible and convenient via transit.

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal? Who would benefit? Who would be burdened? Are there potential disproportionate impacts on communities of color or low-income communities?

Who will Benefit

Above all, the Public Market economic development initiative intended to expand economic opportunity in Madison and support the development and success of diverse small businesses. As such, one primary beneficiary of the project will be people who use the market as an opportunity to start or grow their business. In particular, the public market aims to become a place that provides startup business opportunities to populations that may have difficulties starting a business through traditional methods. By agglomerating a variety of food-based enterprises under one roof and in one district of the City, sharing building maintenance and operations costs, and bringing in a shared base of customers, the public market can become a place with lower barriers to entry for prospective entrepreneurs.

In addition, the Public Market will benefit customers and community members who use the facility to buy food, socialize, take classes, etc. The public market is designed to be a multi-use facility with amenities, products, and services for the entire community.

Who will be Burdened?

The primary burden of the public market is financial. In particular, it is the capital costs needed to build and start the market and the operational costs for programming and services.



The City has budgeted resources from its capital budget for the project and is starting conversations with a variety of potential funding partners – including state/federal grants and private philanthropy. The intent is that the city’s resources will be leveraged with other sources of funds to build the project and that, once built, the project will be operationally sustainable with revenues equal to or greater than operating costs. Though the project seems to have strong support in the community, it is important to note that the City is facing strict limits on its ability to deploy capital dollars to projects and an investment in a public market needs to be balanced against other needs and opportunities.

On the operating side, burdens could occur if the Public Market ends up pulling resources from other parts of the City. This could happen if the Public Market ends up primarily serving a mostly white and upper-class customer and vendor base, or if it pulls small business assistance resources that could be used in other ways or in other parts of the City.

b. Have stakeholders from different racial/ethnic and socioeconomic groups – especially those most affected – been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged?

(See [X](#) for guidance on identifying stakeholders and responding to the community)

The Public Market Business Planning effort has included an extensive public outreach effort over the last two years. This effort has included multiple surveys, focus groups, one-on-one meetings, and literally dozens of public meetings. Through these efforts, the project has received input from hundreds of prospective public market vendors and thousands of citizens.

Through this process, the City and the City’s Local Food Committee have made a concerted effort to reach out to all racial/ethnic and socioeconomic groups throughout the business planning process over the last two years. Some of the tools and methods to do this have included:

- **Focus Groups** – As part of the first phase of the business plan, the City hired a professional market analysis research firm to create two diverse focus group panels to talk about the project. One panel consisted of a randomly-select group of about 15 people from different racial/ethnic and household income categories. The other panel consisted of a randomly-selected group chosen from different zip codes in the Madison area. The purpose of these focus groups was to get perspective from residents who are not among the “usual suspects” of people who tend to get involved in city processes including people from different racial/ethnic/income groups as well as people from different geographic areas. The results of these discussions were interesting. The discussions were video recorded and available for viewing. One key theme that emerged is that the idea of caring about food – where it comes from, its nutritional value, its economic quality and freshness – is universal. Another key theme is the importance of food as a source of centerpiece of bonding, social cohesion, family gathering, and community.



- **Vendor Outreach Meetings** – The City held numerous meetings with prospective vendors. By and large, these were quite diverse groups – not only in terms of race/ethnicity but also in terms of levels of experience, age, types of businesses, etc. One of these meetings was done entirely in Spanish and held at Centro Hispano and was attended by about eight potential public market tenants/vendors. These discussions with prospective vendors underscored the idea that the public market first and foremost needs to be a successful place to do business. 70% of the prospective vendors who participated in these discussions are small businesses with fewer than five employees. Many of them are one and two person operations that are just getting started.
- **Vendor Surveys** - Two different vendor surveys were completed in 2013 and 2014 completed by over 200 prospective vendors. The results of these surveys highlighted the fact that most of the prospective vendors are small, start-up operations that will need a customer base and potentially support services to be viable. The surveys also showed a strong diversity of product offerings and business types could be part of the public market. When asked about locational criteria, the vendors identified that being in a convenient location for customers, being in a high visibility location, and being in a location with high potential sales was most important.
- **Community Surveys** – The public market business planning process has included multiple consumer surveys as well. The City conducted a community survey that was completed by over 2,000 residents. Most of these respondents completed the survey online. However, the City and Local Food Committee also conducted in-person “intercept” surveys at branch libraries in the City’s most diverse areas to get feedback from people who might not complete an online survey. In addition to the community survey, the City’s consulting team conducted “panel survey” that was completed by phone and reached 350 randomly selected residents. The City also conducted a survey specifically focused on how the public market could have positive benefits for communities of color and low income populations. This survey was completed by over 500 people.
- **Community Meetings** – The City has hosted community meetings throughout this process. Input from these discussions has directly influenced key decisions about the project. Community meetings conducted as part of the business planning effort have included:
 - A kick off open house attended by approximately 75 people
 - A series of four community meetings held in each general area of the City (north, south, east, and west)
 - A placemaking workshop held on the public market site
 - A community meeting to review and discuss the draft business plan
 - A vendor meeting to discuss the details of the business plan



- **One-On-One Community Leaders Meetings** – City staff and the chair of the Local Food Committee had a series of one-on-one discussions with a few key community leaders representing communities of color. This discussions lead to valuable insights about how the Public Market could be a positive force for equity.
- **Equity Workshop** – This was a workshop hosted jointly by the RESJI team leadership along with the Economic Development Division staff to specifically discuss how the public market project could have positive impacts on lower income populations and communities of color. RESJI staff reached out to specific stakeholders to invite them to this event and it was attended by about 25 people.
- **Discussions with various community groups** – In addition to hosting meetings and workshops about the project, City Staff and the Local Food Committee have made a concerted effort to be available to talk about the project at their own meetings and events. Many organizations have graciously accepted the City’s standing offer to attend their meetings and present and discuss the project. This has included attending events hosted by the Latino Chamber of Commerce, La Sup, the Diversity Procurement Network, Spring Rose Growers Coop, Dane Buy Local, and others.

c. What input have you received from those who would be impacted and how did you gather this information? Specify sources of comments and other input.

The City received a wide range of input from the conversations referenced above. Complete meeting notes from the community meetings and the equity workshop are available on the project’s website. There are several key themes that emerged from the discussions input related to how the project

1. The most important way the Public Market can have a positive influence in racial equity and social justice is be becoming a platform for people of color and low income populations to start successful businesses. The long term solution to the City’s equity challenges is to create pathways to family supporting careers and wealth-building businesses. Food has historically been an industry that creates opportunities for people with limited means to become entrepreneurs and public markets are places that support this. For the public market to be successful in accomplishing this goal for creating business opportunities, the project must first and foremost be successful as an economic enterprise. Further, the efforts to recruit prospective vendors and support vendors as businesses once they are operating in the market needs to be robust and inclusive.
2. A second theme that emerged from the equity analysis is that Madison lacks informal public gather spaces that appeal to the entire community. Many of Madison most cherished public



gather places, such as the Dane County Farmers Market on the square, the Memorial Union Terrace on campus, and the various neighborhood festivals, tend to cater to the City's white, middle and upper middle class populations that have long-standing affinity for these places and institutions. As Madison is rapidly become a more diverse community, the city needs to explore ideas for creating true public spaces that are inviting to the whole spectrum of this changing community. Again, this is a role public markets have historically played in communities around the world. Informal places where people from all backgrounds gather, interact, learn from each other, and experience each others food traditions can be a powerful force for social cohesion in a community.

3. A third insight from the equity analysis and outreach is that the physical space and programming needs to be designed to embrace different cultures. The design of the market, the types of community events it hosts, the building materials, hours of operation, the types of food it offers, the aromas customers experience entering the space should be things that consider the cultural touchstones.

3. WHY

a. What are the root causes or factors creating any racial or social inequities associated with this issue? (Examples: Bias in process; Lack of access or barriers; Lack of inclusive engagement)

The City of Madison prides itself on inclusive public processes to discuss important civic projects and initiatives. However, too often the techniques and processes used to engage the community are unintentionally inequitable and exclusive. Traditional city processes include formal City Committee meetings and topic focused community input sessions, usually held in the evening hours. In a changing city during changing times, it is important to recognize that these methods favor certain populations over others and it may be time to revisit the assumption that evening meetings is the default method of community engagement. In particular, these methods tend to favor people who are already involved, people who know how to navigate city systems and figure out what meetings are important, people who have the free time to attend evening meetings (i.e. regular working schedules, no kids or convenient childcare, etc.), and people who have the confidence, language skills, and education needed to recognize that they have the right to give input. As a result, these traditional methods of engagement dissuade and limit involvement from people of color, immigrants, people with limited English language skills, people who do shift work, anyone with young children, and students.

Like other Madison projects, the Public Market included a robust effort to include and gather input from community members but much of this process has utilized traditional methods like evening community meetings and formal committee meetings. The Public Market has gone beyond most city processes by including some non-traditional engagement techniques like random-sampled surveying and focus groups, in-person intercept surveying, and several online engagement tools. Though the process was more inclusive and more equitable than most city initiatives, more can always be done.



As the public market effort moves from the business planning phase to the implementation phase, the City should redouble its efforts to reach out and engage with a wide range of the city's increasingly diverse population. Not only will this result in a more equitable process, it will led to a better and more interested public market.

b. What are potential unintended consequences? What benefits or burdens may result?
(Specifically consider social, economic, health and environmental impacts)

One potential unintended consequence the city needs to monitor with implementation of the public market is its potential impacts on existing businesses and other existing institutions that might be competitive. As the project moves forward, the City needs to maintain open dialogues with the business community and with organizations like the Dane County Farmers Market and the FEED Kitchens to make sure that the Public Market project is ultimately additive and complimentary to these other related assets in the community. The City also needs to avoid creating a sense that the Public Market is the primary project in the City's ongoing efforts to address food insecurity in Madison neighborhoods. Resources for the public market should not pull resources from other existing or potential future programs to address food access and food security in other parts of Madison.

c. What identified community needs are being met or ignored in this issue or decision?

One key identified need that is being addressed by the Public Market project is the City's need to expand opportunities for entrepreneurship to communities that face institutional barriers to starting a business. The Public Market aims to be a place that lowers barriers to starting a food based business and helps provide a leg-up. As noted previously, the food sector of the economy is going to create a lot of jobs over the next several years. The Public Market could be an opportunity to reposition the industry so that the food sector creates family-supporting jobs and wealth-building businesses rather than low-wage positions with little opportunity for advancement.

The issue of food access in Madison is another important issue that relates to the Public Market project but one where the Public Market's best role may be to tie in with other ongoing efforts. Right now, the City is working to address food access challenges on multiple fronts. This includes the Farmers Market "Double Dollars" program to match EBT/SNAP expenditures at Farmers Market, the Allied Grocery initiative that is working with community-based partners to address the lack of retail in the Allied neighborhoods, and the recently-completed south Madison Grocery Store Feasibility Study evaluating the potential of another full-service grocer in South Madison. These efforts and others are being jointly led and coordinated by the Mayor's office Director of Food and Alcohol Policy, the Food Policy Council, the City's Business Development Specialist, and others. As the City continues to work on



multiple fronts to address Madison’s challenges with food access and security, these efforts should be coordinated with the Public Market project to find ways to collaborate.

4. WHERE

a. Are there impacts on geographic areas? (Select all that apply)

X All Madison neighborhoods

- Allied Drive
- Balsam/Russet

X Brentwood/Northport Corridor

X Darbo/Worthington

- Hammersley/Theresa
- Leopold/Arbor Hills
- Owl Creek

- Park Edge/Park Ridge
- Southside

X East Madison (general)

- North Madison (general)
- West Madison (general)
- Downtown/Campus

X Dane County (outside Madison)

X Outside Dane County

Comments:

All Madison Neighborhoods – Although the Madison Public Market is a single project located in one specific site, the positive impacts of the project should extend across the City. The hope is that it becomes a welcoming and accessible gather place for the entire city and all its residents. Further, the project will provide opportunities for people from all over the region to start a business or create a second location for an existing. One opportunity that has been discussed repeatedly is that the public market will be a great platform for existing businesses in other parts of the City that might be interested in a second site to gain exposure to more customers but are not yet ready to commit to a full-on bricks-and-mortar location. In addition, the long term plan is for the public market to create more than just a stand-alone market, but rather to build a multi-use market district that brings together a variety of related businesses to this part of the city to create a stronger food system. The benefits of this should be felt across the City. For example, the public market district could become the hub of a city-wide network of fresh food retail that distributes locally-grown produce to small grocers and ethnic food stores across the City. Additionally, the Public Market could be expanded into additional satellite locations and pop-up markets in other neighborhoods. The ultimate goal is a stronger food economy and a more inclusive food system. The Public Market can be the catalyst for this with benefits spreading across the City.

East Side – Although the long term vision is that the public market will benefit all neighborhoods in Madison, it will be sited on the east side and the neighborhoods in the immediate vicinity will see the most immediate benefits. As noted above, the decision to locate the public market on the east side was controversial and many in the community felt the City should have instead selected a south side location given the south side’s higher economic need and more diverse population. This is an understandable position. It should be noted, however, the geography of race and socioeconomics in



Madison is complex and nuanced. Looking at demographics reveals that Madison has a mix of diverse neighborhoods and is not simply a binary city. The near east side of Madison is an area with a wide range of incomes and races including many low income residents and people of color.

Brentwood/Northport Corridor & Darbo/Worthington – With its close proximity to these neighborhoods, the Public Market has the potential be location for neighborhood residents to access potential jobs, to access food, and to take advantage of classes and community programming at the Public Market. Further, as the Public Market catalyzes a broader Market District in the area, the positive economic impacts of that have the potential to benefit these neighborhoods as well.

Dane County and the Broader Region – The Public Market will become the epicenter of the regional food system of southern Wisconsin. The project will benefit not only Madison residents but also residents of Dane County and the larger region. In particular, the Public Market has the potential to increase revenues and profitability for small and mid-sized agriculture producers in Madison’s hinterland – many of these producers are people of color, particularly Latino and Hmong. According to the U.S. Census of Agriculture, Dane County is home to 34 farms operated by Hispanic/Latino farmers. Data is not available on number of farmers from other racial/ethnic groups but Hmong farmers comprise over 20% of vendors at the Dane County Farmers market and are a growing presence in the agriculture community in the region. Making a living as a small farmer is difficult given the structure of the commodity-based food system and supply chain. By creating retail and wholesale opportunities, as well as potentially value-added processing and partnership opportunities, the Public Market can potentially help make these small agriculture producers more successful.

5. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent unintended negative consequences and advance racial equity

(Program, policy, partnership and/or budget/fiscal strategies):

The equity analysis yielded many positive and impactful discussions and key insights that will influence the final business plan for the project and the implementation of the project over the next several years. The following is a summary of eight key recommendations that emerged from applying the equity tool to the Public Market:

- **Recommendation #1: Focus on making the Public Market successful as a place for small startup businesses**

For the project to be a positive force for racial equity and social justice in Madison, it first and foremost must be successful as a place of business for its vendors. The linchpin of this is sales. Startup businesses in the market, particularly small businesses launched by entrepreneurs with



limited resources, must be moving products and ringing sales through their registers. Cash flow from sales is what will make the market a place that truly provides economic opportunity.

The previously mentioned report published by the Ford Foundation titled, “Public Markets as a Vehicle for Social Integration and Upward Mobility” summarized this point,

“The social and economic goals of public markets are intertwined. While the two goals are compatible, there is a balance that must be maintained. Clearly, it is the economic activity, and low barriers to entry that make public markets vehicles for upward mobility. The vendors’ success depends on their ability to create a profit, and depends on the survival of the market as an economic enterprise.”

The public market has many goals. In order to achieve any of these goals, the project must first be successful as a platform for businesses. Going forward, any decisions about the Public Market must always be mindful of how these decisions affect likely sales and impact the potential success of the market as a place of business. Without meeting a baseline level of business success, the Public Market will not succeed in achieving any of its other goals, including being a positive force for equity and social justice.

- **Recommendation #2: Be culturally aware, get diverse input, and look globally for inspiration**
As the project moves into a more detailed physical design, things like the way the space is laid out, the building materials that are used, the color schemes, etc. should be culturally aware. As one person said during the project’s equity workshop, the “texture” of the place should be welcoming and feel familiar and open to diverse cultures. Fortunately, the world offers hundreds of models for how public markets can be places that reflect the diversity of their communities and Madison’s Public Market should do this too. The City and the Market planners should look to immigrant communities, and communities of color in the City to gain insights and direction on the design of the space. The City and market planners should also look to the world for inspiration on the design. One thing that emerged from the City’s discussions is that many people in Madison, particularly immigrant communities, are deeply familiar with public markets and how they can be part of the everyday life of communities. Madison should draw on this expertise for guidance.
- **Recommendation #3: Incorporate Civic Story Telling through Interpretive displays –**
The Public Market should tell the story of the community. One idea that emerged from the City’s discussions is incorporating interpretive displays and galleries that celebrate the diverse heritage of Madison. As an example, the City has had discussions with the organizers of the “Stony the Road” project about incorporating an exhibit that would showcase and chronicle the rich history of Madison’s first African Americans who settled on the east isthmus. This and other exhibits and interpretive displays that share information about people and communities in Madison could be rotated through with displays and events in the market.



- **Recommendation #4: Conduct a thorough and highly-person vendor outreach during the pre-opening stage –**
The Vendor outreach process is critical to the success of the Public Market in being a positive force for racial equity and economic opportunity. The City and future market planners must be intentional, personal, and thorough in reaching out to diverse communities of prospective vendors and invite them to embrace the opportunity of the public market. This should be a highly individualized, “door-to-door” effort. The City should leverage its contacts in the community to reach out directly to specific people who could be successful public market vendors. Simply using mass emails, notices in newspapers, etc is not enough. The city needs to make a concerted effort to directly reach out to diverse vendors - particularly vendors who might not feel welcomed by the process or be leery of participating in a project that might not seem like its for them based on their perceptions of what the public market is about.
- **Recommendation #5: Incorporate programming and outreach after opening to support vendors**
If the Public Market is to succeed as a platform for startup businesses from diverse communities, it must include ongoing programming support with its vendors. The operations of the public market should build-in “wrap-around” services that can assist businesses with issues such as licensing, financing, writing a business plan, marketing, etc. Some of the potential partners that have already been engaged in these discussions include Madison College, the FEED Kitchens, UW Extension, the UW Business Development Center, WWBIC, the Latino Chamber, and others.
- **Recommendation #6: Hire outreach program coordinator right away**
The Business Plan calls for potentially hiring and Outreach Coordinator as part of the public market’s permanent staff. The business plan suggests that this position could be filled later in the process if funding is available and if the need is apparent. From an equity perspective, having this position filled and integrated into the operations of the market is vital. This position should be filled by someone with deep connections to diverse communities in the City.
- **Recommendation #7: Build partnerships with other organizations**
There are many organizations in Madison already doing vital work that relates to the Public Market’s equity goals. The Public Market should be a place that co-locates and weaves together various workforce training programs, business support services, and community programs. Some of the potential partners that have already been engaged in these discussions include Madison College, the FEED Kitchens, UW Extension, the UW Business Development Center, WWBIC, Madison/Dane County Public Health, the Latino Chamber, and others.
- **Recommendation #8: Connect with other assets around the City and maintain a focus on a Market District and a city-wide food systems strategy**



It cannot be over-stated that the long term vision for this project is simply a stand-alone public market building, but rather a “market district” that agglomerates a variety of food-related businesses and infrastructure and ultimately builds a stronger food system across the City. As the Madison Local Food Committee finalizes the business plan and continues to make progress on the Madison Public Market, it is important that community members and policy makers continue to consider the broader context of the project and continue to strategize how the Public Market District can have the greatest positive impact on the community as a whole.

From the time the Local Food Committee first convened in May 2012, the Committee has approached the Public Market as more than a stand-alone facility, but as an opportunity to create a catalyst for food-based economic development that will serve the entire city and strengthen the broader regional food system. This viewpoint was re-emphasized upon the completion of Phase 1 of the project’s business plan, which led to a decision to explicitly deem the project a “Public Market District.”

That said, although the ultimate vision is a market district, the task remains to create a business plan for a public market facility that will be the first phase and initial catalyst for this larger district. As such, the Public Market Business Plan gives guidance on the concept of creating a district, but its primary focus is a detailed evaluation and plan for the operations of a single Public Market facility. The Business Plan for the Public Market is tightly focused on the Public Market building because detailed focus is necessary to creating a usable business plan. However, the long range vision is that Public Market will create the focal point, first phase, and catalyst for a larger Market District in the vicinity of the initial public market and is a first step in a broader recognition of the food sector in the City’s economic development planning and projects. The Public Market Business Plan the first piece of a multi-layered effort to grow Madison’s food economy and strengthen the City’s food system.

- **Recommendation #9: Expand focus to other parts of the City’s for related food system projects including potentially additional locations for future public markets –**

As part of the larger vision for the Public Market as a catalyst for food-based economic development in Madison, the City should identifying opportunities to connect the project to other Madison’s numerous ongoing efforts to address food access challenges in the city. As the Public Market District project moves to implementation, the City should expand on this initial investment in a single market to improve food access throughout the city. The Madison Public Market should be positioned as a hub of a network that connects other food retail sites in the City. For example, this could include linking the public market to the city’s numerous small stores and ethnic grocers. There are over 40 small and specialty grocers throughout the city (many in neighborhoods that are often pointed to as “food deserts”). Though these are well-run



stores with unique food offerings, many lack the infrastructure and bulk buying power to offer a full line of affordable fresh produce. The city is currently exploring the opportunity to link these grocers to the public market to increase their capacity to offer more fresh produce.

Over time and based on the success of the Public Market, Madison should look for opportunities to expand and create more markets in other location. The long range vision should be one or more central markets that act as hubs, combined with many smaller, but still substantial neighborhood markets that sell all the necessities for daily needs. These markets can be networked with other existing and potential retail food offerings that may include corner grocers, Madison's various weekly farmers markets, pop-up markets, mobile markets, produce carts, CSA pick-up sites, and other small-scale distribution points. To build these strong networks and become a Model Market City, Madison will need to commit to a long term strategy. Many of the pieces of this strategy are in place and many partners are at the table.

- **Recommendation #10: Codify these recommendations into the project charter, incorporation papers, operating agreements, and/or other more formal documents that will ultimately guide the organization that implements the project and operates the public market**

As the Public Market project transitions from the business planning phase to the implementation phase, these equity recommendations should be formally codified into the founding documents of the project. The public market will likely transition from total control by the city to a governance and management structure led by a non-profit with oversight by the City. This new organization that will management implementation and operations of the market should be structured in a manner that the equity goals of the project are clearly written-in to the long term operations.

The business plan is a point-in-time in the process. The details of the business plan will continue to change. As that happens, the City and the City's partners in the project will need to intentionally keep the equity recommendations present as the project is implemented. This will not only result in the Public Market have a more positive impact on racial equity and social justice in the community, it will also simply make the public market a more vibrant and successful place.

b. Is the proposal or plan:

- **Realistic?** The Public Market has strong support in the community, a cadre of committed vendors and partners, and a strong plan to move forward. There are many challenges ahead, not the least of which is lining up the needed resources for the project, but meeting the project's goals and implementing the recommendations above is very realistic.
- **Adequately funded?** This will be determined as the project shifts from the business planning phase to the implementation phase over the next several months. However, the City has



already had discussions with potential outside funders and, so far, the project has had support from policy makers.

- **Adequately resourced with personnel?** Right now, the City's Economic Development Division staff is managing the day-to-day aspects of the project with oversight and guidance from the city's Local Food Committee and the Food and Alcohol Policy Director in the Mayor's Office. As the project moves forward a staff will need to be hired to operate the market.
- **Adequately resourced with mechanisms (policy, systems) to ensure successful implementation and enforcement?** A key thing to emphasize is the numerous partners who have already express an interest in working with the City on the implementation of the Public Market project. Moving forward, these partners will continue to support the project. As discussed in the business plan, the long term operation of the market will shift out of the direct control of the city an into the hands of a non-profit organization. Many of the key partners and key areas of expertise are already at the table to work with the City to make the public market a success.
- **Adequately resourced with provisions to ensure ongoing data collection, public reporting, stakeholder participation and public accountability?** The City's Economic Development Division and Local Food Committee will ensure that the project is tracked and monitor its performance.

c. Who is accountable for this decision?

Right now, the City's Local Food Committee is leading the effort with project management and coordination support from the City's Economic Development Division staff. The Mayor and Common Council are looked to for leadership on the project throughout the process. As the Public Market moves to implementation a new non-profit organization will likely be create to manage the day-to-day operations of the market with continued oversight from the City. The City itself should continue to be held accountable for the project. The City will work with partnering organizations to establish clear performance metrics to gauge the success of the project.

d. How will impacts be documented and evaluated? What are the success indicators and progress benchmarks?

This is a work in progress. As discussed at length in the Business Plan, one of the next steps as the project shifts from business planning to implementation will be to establish a "transition team" that will guide the creation of an operating organization for the project. One of the tasks of the transition team will be to develop guidelines for tracking and evaluating the performance of the project. These



may include things like number of vendors who are new businesses, number of vendors who from underrepresented racial/ethnic communities, foot traffic through the facility, number of community events held at the public market, number of vendors completed business training through the public market, etc. Again, the performance metrics for the project will be fleshed out as part of the next steps.

e. How will those impacted by this issue be informed of progress and impacts over time?

One of the advantages of the public market is that the place itself can be vehicle for sharing information, getting feedback, and engaging the community. If it's successful, the Public Market will become Madison's signature community gather space where people from throughout the City come to, not only buy products, but to engage with their community, have fun, eat, interact with others, and learn about what's going on in Madison. As part of this, the Public Market will include bulletin boards, tabling space for non-profit organizations, opportunities for community meetings and events, and other information sharing opportunities. This will include information about the public market itself potentially including "vendor stories" showcasing information about particular vendors, data on the mix of vendors in the market, and information on how the market is performing in terms of its goals.

Related to this question, it is important to reemphasizing the role the public market can play in strengthening social cohesion in Madison as a welcoming community gather place and place for informal sharing of ideas and interactions. Community engagement processes and systems in Madison tend to be formal (public hearings, community meetings, online surveys, etc.). These can be effective and efficient tools to engage community members about specific topics, but can also lead to small-minded thinking, contentiousness, and lack of understanding. These processes also tend to favor people and communities that are already in power, feel comfortable in these types of formal settings, and know how to "work the system" to benefit their interests.

One aspiration for the public market is to create a more informal civic space that is fun, includes food and music, and is welcoming to the whole community. As one public market commenter at one of the workshops put it, "nothing is better than food to lower people's guards down, open their minds, and bring them together." Like a public hearing in the City County Building, the Public Market can be a community opportunity for Madisonians to share ideas. Unlike a public hearing in the City County Building, however, the public market can be fun, casual, unceremonious, and comfortable. In the end, creating an informal public gather space that can bring the community together, celebrate its food traditions, and foster casual discussions and unplanned interaction may be the project's most powerful impact on addressing Madison's challenges with racial equity and social justice.