



Department of Planning & Community & Economic Development

## Economic Development Division

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Office of Business Resources

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To: Public Market Development Committee (PMDC)  
From: Dan Kennelly (with input from Graham Baba Architects and Anne Reynolds)  
Date: 8/3/17

### Subject: Public Market Design

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The purpose of this memo is to provide information to the PMDC on next steps with the design of the Madison Public Market, and to help facilitate a discussion at your meeting on 8/3/17 that leads to clear path forward. The key goal is to give clear direction to the architecture team that leads to a successful completion of the schematic phase of the Public Market Design, and have final (or close to final) deliverables at your September meeting.

#### This memo has six parts:

- Part 1: Recap Design Principles and Input
- Part 2: Where we are in the process
- Part 3: Development Partnership and Project Control
- Part 4: Timeline for Next Steps on Design and Approval:
- Part 5: Near Term Next Steps on Design
- Part 6: Key Questions for the Committee

## Part 1: Recap Design Principles and Input

### Original Design Principles (*Circa 2012/2013 from Business Plan and LFC Vision Discussions*)

1. **Simple, Affordable, and Modest** – Authentic, grassroots, community-oriented market that is accessible to the community and affordable to vendors. Avoid excessive adornment, expensive materials, or other design elements that distract from the market's purpose.
2. **The Vendors, Products, and Activities are Main Attraction** – Building designed to fade into the background as the products, the vendors, the people, and overall activity of the space form the main event. The heart and soul of the Public Market will be the vendors, the customers, and the ever-changing bustle of the place. The building itself is simply the vessel for this activity. Every design decision should start with asking how it impact vendors and whether it contributes to their success.
3. **Inclusive and Welcoming** – Colors, materials, and layout invite inclusivity and feel welcoming to all.
4. **Mix of Indoor/Outdoor Places** - Plazas are extensions of the market activity.
5. **Maximum Flexibility** - Flexibility and adaptability to allow for changes to occur.

### **Recent Input (from July 6 and July 17 PMDC meetings)**

1. Inclusive and welcoming – very important
2. Authentically Madison - Either narrow to near Eastside or broaden to Wisconsin.
3. Simple and functional in style with affordable and durable materials (remove agrarian)
4. Hold the corner -bump out the corner to make it more functional, lively
5. Signage is important, but should be part of later discussions
6. Consider curves to help to distinguish building
7. The entrance from the River side will be important.
8. Space for a future green roof
9. Make a visible statement. Be identifiable as a market.
10. Make sure it works for vendors. Make sure things like loading and storage are considered.

## **Part 2: Where we are in the process**

The Design of the Public Market will continue to evolve as the project moves forward. The project has not yet begun its journey through the City's design review process. The design will also be finalized in collaboration with the developers. Many details will continue to be fleshed out and tuned up as it moves forward. The following is a summary of next steps. The schedule later on provides additional detail.

- **Schematic Design** - Graham Baba's scope of work is to deliver a site plan and schematic architecture. Schematic design is a first step focused on defining the scale of the building, demonstrating that the program and uses can be accommodated in the building, and providing initial concepts for the aesthetics. In September, GBA will provide the city with a schematic set. This will be the completion of their scope of work. These documents will provide the framework for next steps and guide future decisions.
- **Design Development** - The next step will be Design Development. This stage of design will provide more detailed illustrations of the visual presentation of the building. It will include things like signage, windows, specific materials, entrances, loading areas, vertical circulation, mechanical room, trash room, etc. The building will come to life in this stage. The DD phase will also include more detailed cost estimates. This will be a point for the City to carefully check the project against the budget and make important cost/value decisions on features of the building.
- **Construction Documents** – After design development, the construction documents will define the details of how the building is constructed. They will lay out all the building systems and materials, and dimensions. They will define specifics of electrical, plumbing, HVAC, and other mechanical systems. They will show detailed signage, fixtures, and finishes. These will be used to create the BID documents, finalize the pricing, and guide the contractors in building the building.
- **Bid Documents** – Documents released to contractors to submit BIDs to do the project
- **Construction Administration** – Oversight of the construction project.

## Part 3: Development Partnership and Project Control

The Public Market will be built as a public/private partnership. The City and the Public Market Operator (PMO) will work alongside the developer to finalize the design and construction. The details of that partnership will be established through a Letter of Intent (LOI) that the City Staff has begun to work on with the developers. This LOI will come before the PMDC once a draft is prepared. It will then go to Common Council for approval. If approved the LOI will become the framework for a more detailed Development Agreement that then leads to a closing of the transaction.

Because this is a partnership, each party will have some control over the design of different elements.

### What level of control does each party have?

- **Shared Design Control: Shell of the Public Market Building** – The Public Market building will essentially have three parts: the privately-developed commercial/office space, the Main Market Space, and the Food Innovation Center. If designed well, these spaces will be distinct from one another while also seamlessly flowing together. The massing and materiality of the building should make it look and feel like one building with three parts. So far, the City’s architects and the PMDC have been leading the effort to establish an overall aesthetic for this building. As the project moves forward, the developer and their designers will give input and direction on this. At this schematic phase, the goal should be to come up with a framework for the design that allows for the project to move forward
- **Mostly City/PMO Control: The Public Market Floor Plan, Uses, and Interior** – The Public Market and Food Innovation Center space will be owned by the city of Madison and operated by the Public Market Operator (PMO). The City and PMO will have design authority of the interior floor plan, tenants, operations, fixtures, finishes, and furniture within this space.
- **Mostly Developer Design Control: The Commercial/Residential Buildings** – The Developers will have primary control over the commercial and residential buildings on the public market campus. The city will have oversight of the design of these buildings through the negotiation of the LOI and development agreement, as well as through the City’s standard development review processes. That said, the developers will have primary responsibility to design these buildings.

Recently, the City, the PMDC, and the architects have given significant attention to the massing and materials of the building shell. Less attention has been given to the interior floor plan and layout of the Public Market. Working on the floor plan and layout of the Public Market and Food Innovation Center to figure out how vendors and uses will be accommodated is mission-critical to the project. The exterior aesthetics are somewhat more long term and will be developed in partnership with the developer. As such, as Graham Baba finalizes their design set, they need to focus on this aspect of the design more and the exterior less.

## Part 4: Timeline for Next Steps on Design and Approval:

The following lays out key next steps and a timeline for land use approval, the development agreement, and finalizing the design to get ready for construction. From a City staffing standpoint, the City's Planning Division will assign a project manager to oversee the land use approval process, the City's Real Estate office and City Attorney's office will work on the Letter of Intent, Development Agreement, and the closing documents, and the City's Facilities Office within Engineering will manage the processing of finalizing the Architecture/Engineering and manage the bidding process. Office of Business Resources will continue to be on-point with overall project management.

### 1. Land Use Approval

#### a. **Concept Plan Reviews:**

- i. PMDC meeting (GBA 95% deliverables) – **Sept 7, 2017**
- ii. Final Comments from PMDC – **Sept 12, 2017**
- iii. UDC submittal for informational – **Sept 2017**
- iv. UDC informational meeting #1 – **Oct 2017**
- v. Staff Submittal to Development Assistance Team – **Sept 2017**
- vi. Development Assistance Team Meeting #1 – **Sept 2017**
- vii. Neighborhood Meeting #1 – **Late Sept 2017**
- viii. PMDC meeting – **Sept 7, 2017**
- ix. PMDC meeting – **Oct 5, 2017**

#### b. **Pre-Application Meetings**

- i. PMDC meeting – **Nov 1, 2017**
- ii. UDC informational meeting #2 – **Nov 2017**
- iii. Development Assistance Team Meeting #2 – **Nov 2017**
- iv. Neighborhood Meeting #2 – **Nov 2017**
- v. PMDC meeting – **Dec. 7, 2017**
- vi. PMDC meeting – **Jan 4, 2018**
- vii. Pre-Application Notification to Alders and Neighborhood Assoc – **Jan 2018**

#### c. **Approval Process**

- i. Submit Land Use and Design Application – **Feb 2018**
- ii. PMDC meeting – **Feb 1, 2018**
- iii. Development Assistance Team Meeting #3 – **Feb 2018**
- iv. Neighborhood Meeting #3 – **Feb 2018**
- v. PMDC meeting – **March 1, 2018**
- vi. UDC Approval – **March 2018**
- vii. PMDC meeting – **Apr 5, 2018**
- viii. Plan Commission – **Apr 2018**
- ix. PMDC meeting – **May 3, 2018**
- x. Common Council – **May 2018**

#### d. **Clearing Conditions and Permitting**

- i. PMDC meeting – **June 7, 2018**
- ii. Clearing Conditions of Approval – **June 2018**
- iii. PMDC meeting – **July 5, 2018**
- iv. Building Permit – **July 2018**
- v. Start Construction – **Aug 2018**

**2. Development Agreement**

- a. Staff and Developers Negotiate Letter of Intent – **July to Oct 2018**
- b. Execute LOI – **Oct 2017**
- c. Intro of resolution approving LOI terms and authorizing DA – **Oct 2017**
- d. Resolution to PMDC – **Nov 2, 2017**
- e. Resolution before Council for approval – **Nov 2017**
- f. City Attorney Finalizes Development Agreement – **Jan 2018**
- g. City Executes Development Agreement – **Feb 2018**
- h. Create closing checklist – **March 2018**
- i. Work through closing checklist – **June 2018**
- j. Close – **July 2018**
- k. Start Construction – **Aug 2018**

**3. Design, Engineering, Bid**

- a. Finalize Conceptual Site Plan and Architecture – **September 2017**
- b. Prepare RFP for A/E – **September 2017**
- c. Release RFP – **October 2017**
- d. Select A/E team – **November 2017**
- e. Council authorization to execute A/E Contract – **Nov 2017 (ideally same reso as LOI)**
- f. Prepare Schematic Design and Design Development – **Nov 2017 to Jan 2018**
- g. Prepare Construction Documents – **March to June 2018**
- h. Prepare Bid documents – **June 2018**
- i. Release Bid – **June 2018**
- j. Select Contractor – **July 2018**
- k. Start Construction – **Aug 2018**

## **Part 5: Near Term Next Steps on Design**

In the next month, Graham Baba will be completing their scope of work and delivering the City with a final set of architectural materials. Obviously, there are differing opinions on the PMDC about the draft concepts shared to date. Also, so far, due to the non-linear process of finalizing the site plan and the complexity of the project, GBA has given somewhat limited attention to the interior floor plan of the Public Market.

As noted in this memo, the design will continue to evolve as the process moves forward. Right now, to keep the project on track in terms of schedule and budget, it is essential that the City provides GBA with enough direct and specific feedback that we set them up to produce final deliverables next month that the PMDC is comfortable green-lighting into next steps. It is also essential that the design focus shifts to the interior layout and functionality of the Public Market.

## Part 6: Key Questions for the Committee

1. When you review the list of “Original Design Principles” that were developed in the early visioning by the Local Food Committee and during the business plan process, are there principles that are particularly important? The project has evolved and progressed. Is it staying true to these core principles for the design?

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2. When you review the list of “recent input from the committee” on the design, are there items on this list that strike you as most important or as “mission-critical” to the success of the project at this stage?

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3. Recognizing that the design will continue to evolve, what key things do you need to see in the final concepts from Graham Baba that will get you to a point where you are comfortable that the design is meeting the needs of the project?

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4. The top priority and core role of the PMDC is ensuring that the Public Market is ultimately a successful project. The key ingredient to this is ensuring this success is that the Public Market is a viable place for the businesses. What do you need to see in terms of the design to make sure this key foundational criteria is met? Along these lines, are you comfortable with Graham Baba focusing the majority of their efforts over the next month of the interior of the public market building (floor plan, Food Innovation Center, etc) rather than the exterior aesthetics?

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