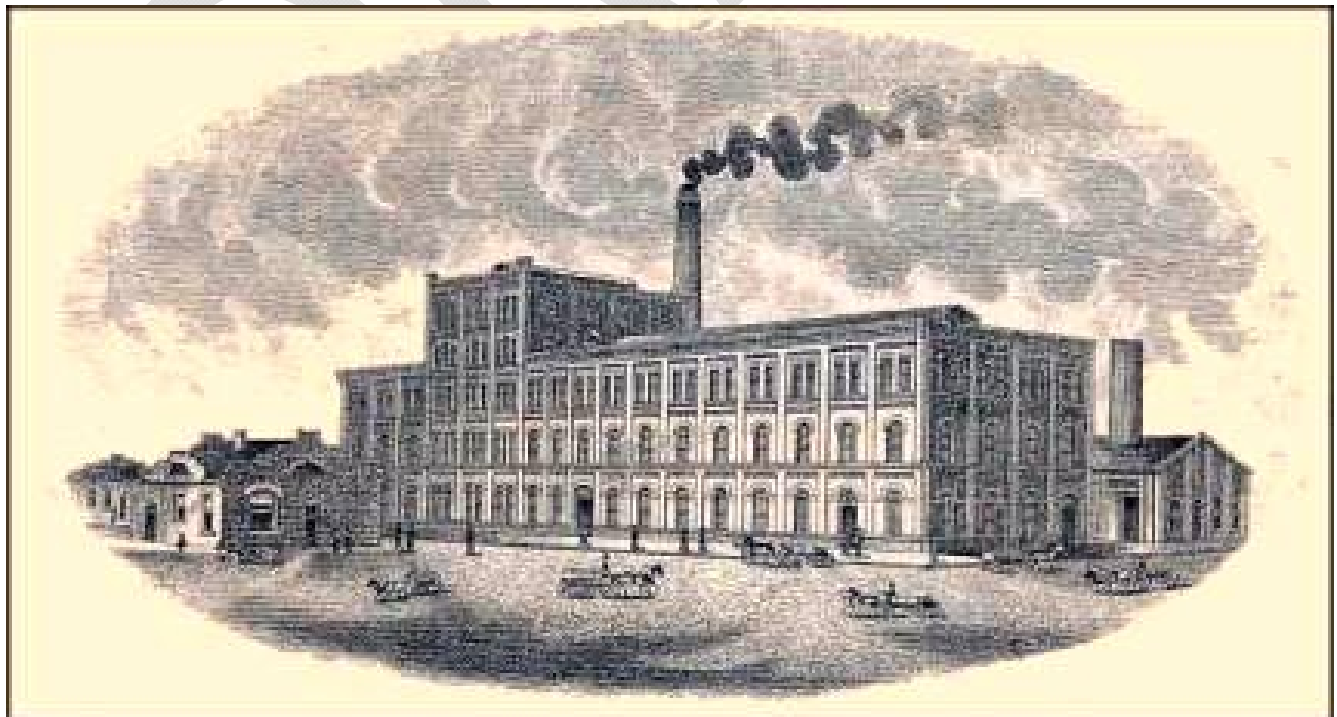


# Garver Feed Mill RFP **(DRAFT)**



2014-08-25

Dear Prospective Development Team:

The City of Madison seeks proposals from creative development teams with demonstrated experience in the rehabilitation, development, management, and adaptive reuse of historic properties. The subject of this Request for Proposals (RFP) is the historic Garver Feed Mill, a former sugar beet factory and feed mill within the heart of Madison, WI. This 60,000 SF building sits in the middle of Olbrich Park, across the railroad tracks and bike trail from Olbrich Botanical Gardens and the adjacent North Plat along Starkweather Creek. The building presents a blank canvas for an imaginative and enterprising team. The City invites qualified teams to submit proposals that meet the following criteria:

- **VISIONARY:** A visionary proposal that captures the community's imagination for the rehabilitation and adaptive reuse of the historic landmark Garver Feed Mill.



Document Path: M:\ARC\gis\_users\ced\RE DWR\DISPOSAL\8279 Garver Feed Mill\8279 Garver - 2014 - Location map 1.mxd

- **CONTEXT-SENSITIVE:** A proposal that is sensitive to the surrounding residential neighborhood context, the greater North Plat, and Olbrich Botanical Garden's presence on the site and which builds on the area's unique setting.
- **SUSTAINABLE:** A project that demonstrates a high degree of environmental innovation and which aspires to the Living Building Challenge or similar sustainability measure.
- **MULTIMODAL:** A proposal that minimizes parking impacts and capitalizes on the site's location and accessibility by bike, walking, transit, and kayak.

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- **DESTINATION:** A development program that complements the Olbrich Botanical Gardens (OBG).
- **RESPONSIVE:** A proposal that meets OBG's practical needs (as outlined in this RFP) for 14,000 SF of storage space.
- **FINANCIALLY STRONG:** A proposal that is financially sound, which leverages the City's cash outlay of no more than \$1.825M to attract the interest of investors and funders, and does not require any additional City assistance over and above what is identified in this RFP.



2014-08-25

**Proposal Submission Deadline**

All proposals must be submitted in sealed envelopes or boxes by 1:00 p.m. on **[INSERT DATE]** to:

Don Marx  
Office of Real Estate Services  
Economic Development Division  
Department of Planning and Community and Economic Development  
Room 332  
215 Martin Luther King, Jr. Blvd.  
P.O. Box 2983  
Madison, WI 53701-2983



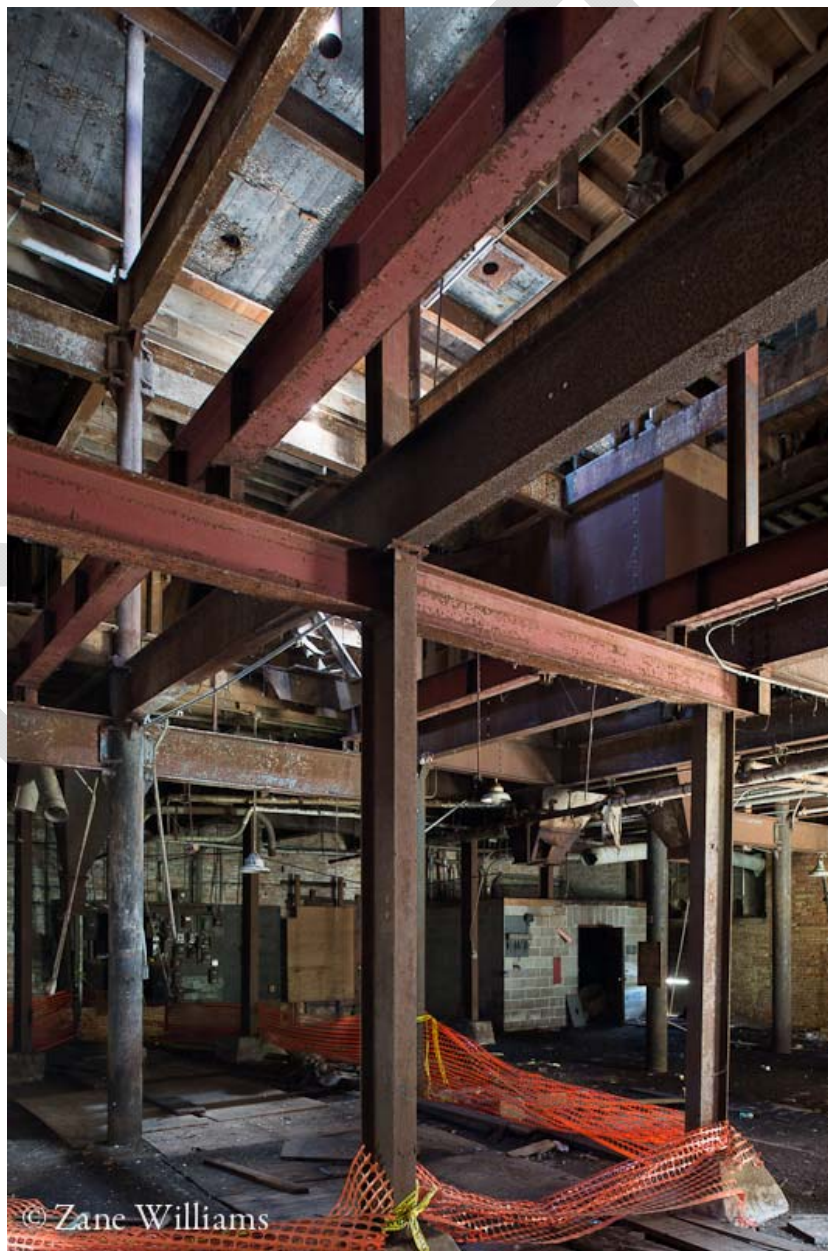
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**Pre-submittal Meeting**

A pre-submittal meeting will be held on **[INSERT DATE & TIME]** at OBG. Attendance at this meeting is not required, but is highly recommended, as both staff and committee members will be present. All questions and answers from this meeting will be distributed in written format following the meeting. A tour of the Garver Feed Mill structure and site will also take place at this meeting. Arrangements can be made for additional time to inspect the building.

Those who choose to tour the Garver Feed Mill do so at their own risk.

Participants will be required to wear work boots or, at the least, sturdy shoes and bring their own flashlight. All participants will also be required to wear a hardhat and use safety glasses. All participants in the tour will be required to sign a waiver of liability prior to participation in the tour.



2014-08-25

## Disclosure and Disclaimer

The City of Madison furnishes this RFP to the recipient for the recipient's convenience. Any action taken by the City in response to submissions, made pursuant to this RFP, or in making any awards or failure or refusal to make any award pursuant to such submissions, or in any cancellation of awards, or in any withdrawal or cancellation of this RFP, wither before or after issuance of an award, shall be without any liability or obligation on the part of the City and its officials and employees.

The City, in its sole discretion, may withdraw this RFP before or after receiving submissions, may accept or reject any or all submissions, and may waive any irregularities if the City deems it appropriate and in its best interest. The City shall determine the responsiveness and acceptability of any proposal submitted.

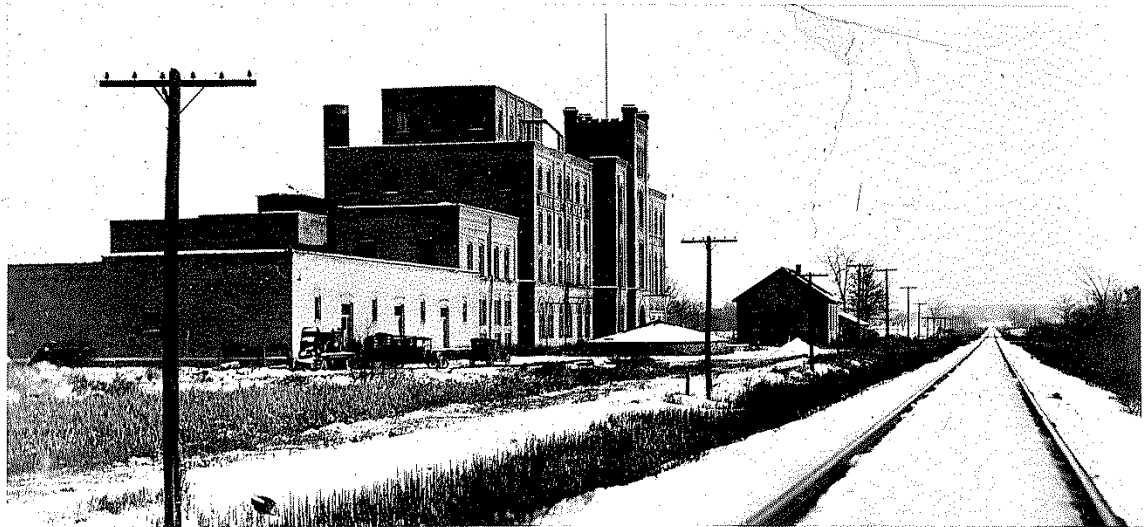
Prospective developers and their design teams should rely exclusively on their own investigations, interpretations and analyses in preparing and submitting proposals, and should not rely on communications with City staff or officials. The City makes no warranty or representation that any submission, which conforms to the requirements of this RFP, will be selected for consideration, negotiation, or approval.

The City and the selected developer will be bound only if and when a submission, as same may be modified, and any applicable definitive agreements and budgetary authorizations pertaining thereto, are approved by the Common Council of the City of Madison and then only pursuant to the terms of the definitive agreements executed among the parties.

All submissions and supporting data shall be subject to disclosure as required by State law. All submissions shall be submitted in sealed form and shall remain confidential to the extent permitted by State statutes and ordinances of the City of Madison, until the date and time for opening the responses.

## RFP Purpose

This RFP is for informational purposes. It is not to be construed as an offer by the City of Madison. The contents of this RFP are neither warranted nor guaranteed by the City of Madison. Developers interested in pursuing this opportunity are urged to make such evaluations as they deem advisable and to reach independent conclusions concerning statements made in this RFP and any supplements thereto.



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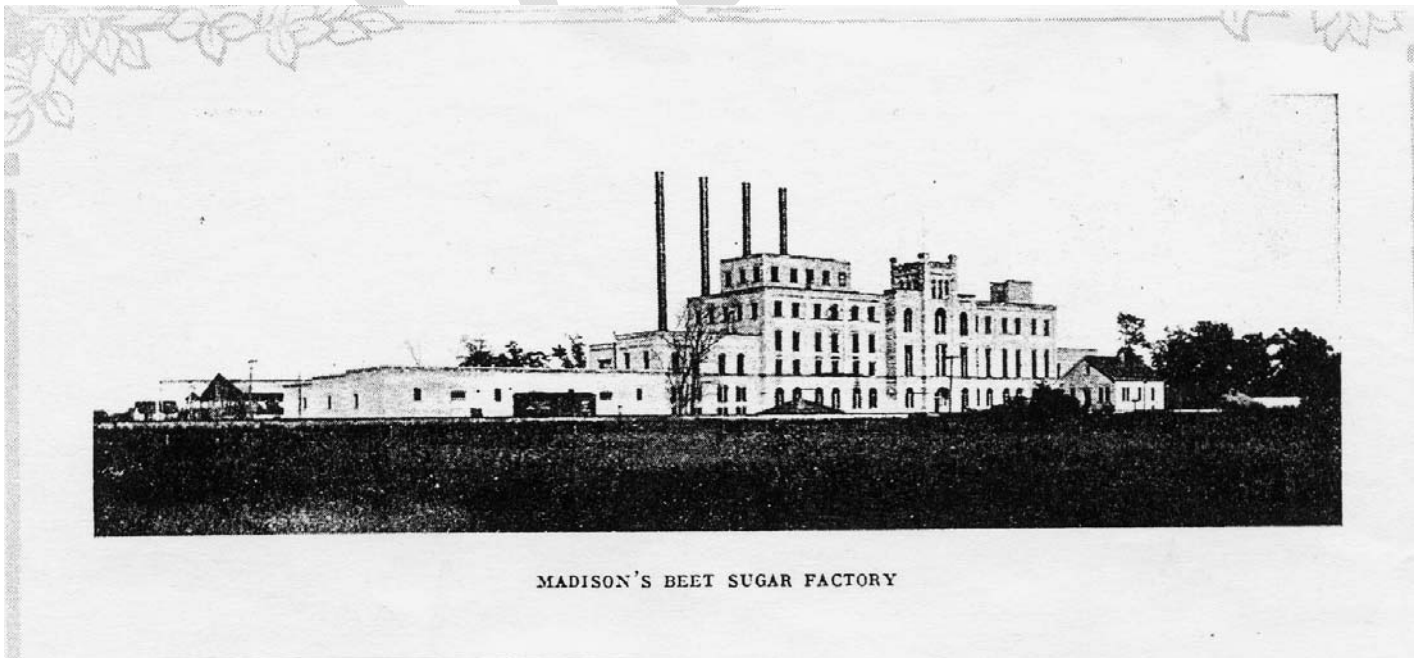
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## Introduction

Rarely does an opportunity knock that is as unique and interesting as the Garver Feed Mill revitalization. The City seeks a qualified development team to complete an adaptive reuse of this historic site located at 109 South Fair Oaks Avenue. A successful proposal will embody and interpret the goals for this RFP in a manner that captures the community's imagination and aspirations for a sustainable, innovative 21<sup>st</sup> Century city. A successful proposal will also consider the needs and plans of Olbrich Botanical Gardens, a nationally recognized public garden which is also a top-rated Madison tourist destination.

Per Madison General Ordinance 8.075, Mayor Paul Soglin and the Madison Common Council charged the Garver Surplus Criteria and Selection Committee (the "Committee") with the creation of this RFP, as well as initial review of proposals, in the hope of identifying a team capable of returning this unique community asset to productive use. The Committee will make a recommendation to the City of Madison Common Council, with appropriate referrals to the Board of Park Commissioners, Plan Commission, Landmarks Commission, and the Board of Estimates.

The RFP identifies the scope of the development, the submission requirements, and the process that will be used to select a design and development team.

Questions about the proposal criteria or clarification of project requirements should be addressed to:

Dan Rolfs, AICP  
Office of Real Estate Services  
Economic Development Division  
Department of Planning and Community and Economic Development  
Room 332  
215 Martin Luther King, Jr. Blvd.  
P.O. Box 2983  
Madison, WI 53701-2983  
PH: (608) 267-8722  
Email: [drolfs@cityofmadison.com](mailto:drolfs@cityofmadison.com)



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## Background

The City of Madison owns the Garver Feed Mill, also known as the Sugar Castle, adjacent to the Olbrich Botanical Gardens and wholly contained within Olbrich Park. The site rests along the banks of the Starkweather Creek which flows to Lake Monona. The Capitol Bike Trail runs along the southern perimeter of the site. Charming urban neighborhoods surround this green oasis in the heart of Madison, WI.

The United States Sugar Beet Company built the Garver Feed Mill in July 1905 (pictured at right). James Russell Garver purchased the property and structure in May 1929, and converted it to the Wisconsin Sales and Storage Company, offering general storage, as well as feeds for dairy and poultry operations.



Prior to 1921, Michael B. Olbrich purchased property extending from Lake Monona to the Garver Feed Mill site. The City of Madison purchased the land from Olbrich at cost for the creation of much-needed gardens and parklands on the East Side. The gardens, which were part of Olbrich's original vision, came to fruition in 1952 with the establishment of Olbrich Botanical Gardens (OBG). OBG has grown with the addition of a Garden Center in 1978 and the opening of the tropical Bolz Conservancy in 1991 (the Garden Center was also expanded at that time). A quarter of a million people visit OBG annually. Olbrich Park continues to serve the community with its boat launches, beach, softball diamonds, ice rink, and play area.

OBG's non-profit partner, Olbrich Botanical Society (OBS), purchased the Garver Feed Mill structure and five acre site on November 11, 1996 with contributions from private donors and a Stewardship Grant from the Wisconsin Department of Natural Resources ("WDNR")<sup>i</sup>. OBS donated the property and structure to the City of Madison subject to a deed restriction that specified that "the property be used, in perpetuity, as parklands devoted primarily to botanical gardens, except that the City may use the buildings now located on the property for storage, offices and other municipal uses, on a temporary interim basis."<sup>iii</sup> The City resolution authorizing the acquisition of the Garver Feed Mill property also contained a restriction similar to the deed restriction.<sup>iii</sup> The OBS deed restriction was removed in early 2010 in consideration of the 2009 Olbrich Park Land Use Plan that provides public garden expansion adjacent to the Thai Garden and back of house functions across the railroad tracks and Bike Paths, close to the Garver Feed Mill Cottage, but the deed restrictions from both the WDNR and the City of Madison remain. The City is working toward the removal of the WDNR deed restriction prior to conveyance of the Garver Feed Mill to a successful respondent for redevelopment and rehabilitation. A copy of the WDNR deed restriction can be found on the project website.

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The City and Olbrich Botanical Society commissioned several feasibility studies for the rehabilitation and adaptive reuse of Garver Feed Mill. There are also multiple other background documents relevant to the redevelopment and rehabilitation of the Garver Feed Mill. They include:

1. Architectural Engineering Consulting Report – Garver Feed Mill Building Repairs – Facility Engineering, Jun 2013
2. Schenk-Atwood-Starkweather-Yahara Neighborhood Association – Neighborhood Association website (Includes 2006 visioning workshop results and graduate student report and presentation)
3. 2011 City Staff Report
4. Geotechnical Exploration Report, April 19, 2010 – CGC, Inc.
5. Garver Phase II ESA Report, Nov 11, 2009 – BT2
6. Garver Phase I ESA Report, Oct 20, 2008 – Williams Environmental Associates
7. Feasibility Study for the Rehabilitation and Adaptive Reuse of the Garver Feed Mill – Hasbrouck, Peterson, Zimoch, and Sirirattumrong, April 2005
8. Preliminary Foundation Exploration, Dec 15, 1986 – Soils & Engineering Services, Inc

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## Neighborhood Input

Madison is a city of strong neighborhoods. Input from the community is taken very seriously. While no proposal that does not meet the criteria will be categorically excluded from consideration, proposals should be prepared to address neighborhood concerns including but not limited to:

### INSERT FINAL SUMMARY OF NEIGHBORHOOD CONCERNS HERE

- A desire to minimize impacts on the North Plat and neighborhoods surrounding the Garver Feed Mill;
- To encourage alternative means of transportation while minimizing required on-site parking;
- To ensure public access to the Garver Feed Mill;
- Preservation, to the largest extent possible, of the Garver Feed Mill;
- Sound integration of environmentally responsible technology and sustainable redevelopment;
- Consideration of possible collaborations with OBG while recognizing that Olbrich's back of house needs, staff offices in Garver Feed Mill Cottage, and storage needs of 14,000 SF be located adjacent to the existing Garver Feed Mill.

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## Site, Access, Structure & Conveyance

### SITE

Address: 109 South Fair Oaks Avenue  
 Parcel No.: 0710-054-0096-7  
 Parcel size: 217,832 SF (5.00 acres)  
 Zoning: His-L TE



The Garver Feed Mill sits on 5 acres of land that is surrounded almost entirely by Olbrich Park. The rehabilitation and adaptive re-use of the Garver Feed Mill Building will require the sale of the building itself. Respondents should strive to minimize all associated sidewalks, landscaping, parking and any other related outdoor structures proposed for this project

are confined to the five acre parcel identified above and shown in Appendix A. ~~Respondents should be mindful in their treatment of their proposal's interaction with the adjacent Capital City Bike Trail.~~

The area identified in Appendix A as the North Plat has a deed restriction placed upon it requiring the WDNR to approve any sale, lease, assign, or mortgage of this parcel. The City may allow ~~additional sidewalks, landscaping and parking areas encroachment into the North Plat that is tied to the reuse of the Garver Feed Mill building outside of this five acre parcel~~, depending upon ~~their-its~~ extent and use.

### ENVIRONMENTAL

There have been numerous environmental studies conducted on both the site and the Garver Feed Mill Building itself. The City has a Phase I and a Phase II Environmental Site Assessment available for the building and the site. These reports, along with other relevant documents, can be found at the project website <http://www.cityofmadison.com/dpced/economicdevelopment/garver-/511/>. Among other things, these reports identify that the building will need to have both lead paint and asbestos removed as part of a rehabilitation and adaptive reuse. Respondents should also review the Preliminary Foundation Exploration from Soils & Engineering Services, Inc completed in 1986 for additional information.

### ACCESS

Respondents are encouraged to minimize the amount of paved surface serving their redevelopment of the Garver building. This can include proposals that move the current access off of Fair Oaks Ave to a different location to cut down on the required amount of paved surface to reach any needed parking and delivery areas. The City will consider alternate locations for an entrance off of Fair Oaks Ave to serve the development.

~~Respondents should be mindful in their treatment of their proposal's interaction with the adjacent Capital City Bike Trail.~~

### STRUCTURE

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The architecture firm Law, Law, and Potter (today known as Potter Lawson, Inc.) designed the 1929 renovation of the sugar beet factory when it became the Garver Feed Mill. All available documents from Potter Lawson, Inc. archives are available at the project website, or by contacting Dan Rolfs (see page 7).

The Garver Feed Mill has been designated a City of Madison local landmark, as defined in MGO 33.19. Any rehabilitation and adaptive reuse of the Garver Feed Mill must comply with the requirements of this ordinance.

In addition, the Garver Feed Mill may be eligible for placement upon the National Register of Historic Places, thereby making it eligible for Historic Tax Credits. If the successful respondent so desires, the City will provide assistance toward placing the Garver Feed Mill on the National Register of Historic Places.

The Garver Feed Mill Cottage has been rehabilitated with Olbrich Botanical Society funds for the use of Olbrich Botanical Gardens staff. This building will continue to be used by Botanical Garden Staff during and after the rehabilitation of the Garver Feed Mill.

### **CONVEYANCE**

It is the City's desire to maintain long-term control/ownership of the site. The City will retain ownership of the land under the Garver Feed Mill and sell the building itself to the successful respondent. The City will enter into a ground lease with the successful respondent. The City has utilized this ownership structure for similar projects in the past. Examples of previous ground leases can be found at the project website: <http://www.cityofmadison.com/dpced/economicdevelopment/garver-/511/>.

### **GROUND LEASE NOTES:**

The Ground Lease will contain the following provisions.

- The City will not subordinate its interest in the leased land to the lien or extension, renewal, continuation or replacement or the lien of any mortgage.
- The term of the ground lease shall be for 99 years.
- The ground lease shall include a requirement that, in the event that the Building is damaged by fire or other casualty to the extent that more than fifty percent (50%) of the cost of replacement (as determined by City Building Inspection Staff) and the City at its sole discretion determines that it is in its best interests to convert the leased land back to park use, the ground lease shall automatically terminate effective as of the date of damage and the Building and leased lands shall revert back to the City for use as part of Olbrich Park.
- The ground leasehold interest shall not be severed from the ownership of the Garver Feed Mill Building.
- The ground lease will identify those uses that are allowed on the leased land and in the Garver Feed Mill.
- The lessee(s) shall be required to maintain the Garver Feed Mill to the standards set forth in all applicable historic preservation laws, statutes and ordinances.

### **REFERENDUM REQUIREMENT**

The Garver Feed Mill sits in Olbrich Park, which fronts on Lake Monona and Starkweather Creek. As such, it is subject to the City of Madison's MGO 8.35 (Preservation of Shoreland Parks). This ordinance

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requires that a public referendum be conducted authorizing the sale of the building and execution of the ground lease. The referendum requirement is further described in Appendix G.

## ZONING

The current zoning is TE (Traditional Employment). TE allows a wide range of non-nuisance type industrial uses and a variety of commercial and services uses as permitted uses, and residential as a conditional use. Proposals may entertain a use other than uses supported in the existing zoning district. Deviation from the existing uses should consider how new uses would complement the spirit and intent of adopted plan policies. A change in zoning may require amendments to the Comprehensive Plan and the existing neighborhood plan. Should a proposal that is accepted by the Committee and the City of Madison Common Council require plan amendments and rezoning, the City will initiate these processes prior to sale of the building.

## PLANNING DOCUMENTS

Currently, Madison's Comprehensive Plan<sup>iv</sup> calls for Parks and Open Space in this area. Proposals that deviate from this future land use plan should pay particular attention to Comprehensive Plan Objectives and Policies 66-72 for Land Use / Transportation Linkages and Objectives and Policies 84-87 for Sustainable Development.

The existing plan for Olbrich Park can be found at the link below, as well as in Appendix F:

Planning documents and public input:

<http://www.cityofmadison.com/parks/parks/olbrichLandUse.cfm>

Olbrich Park Land Use Plan:

<http://www.cityofmadison.com/parks/documents/olbrichLandUse/OlbrichLandUse.pdf>

The existing neighborhood plan for this area, adopted in March 2000 and titled "Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan"<sup>v</sup> calls for improvements to Starkweather Creek and master planning for Olbrich Gardens environs:

*Enhance Starkweather Creek as a recreational asset.* The east and west branches of Starkweather Creek flow southerly through the neighborhood. The east and west branches, which merge south of Milwaukee Street near O.B. Sherry Park, enter Lake Monona at Olbrich Park. Land acquisition, natural landscaping, non-motorized boat launches, and pedestrian and other trail development along the shores would provide greater recreational opportunities for neighborhood residents.

*Develop a master plan for Olbrich Gardens expansion and environs.* Olbrich Botanical Gardens has acquired 20 acres north of its existing property for future expansion. Garden areas, playground areas, trail development, and other amenities will provide greater recreational and educational opportunities for neighborhood residents.

Additionally, OBG no longer intends to expand publicly accessible gardens into the 20 acre portion of the site mentioned above which includes the Garver Feed Mill. However, OBG's need for back of house service space is identified adjacent to the Garver Feed Mill. This change is reflected in the most recent Olbrich Park Land Use Plan, listed above and shown in Appendix F. OBG's Facilities Master Plan and Schematic Design Report are located at the link below.

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<http://www.olbrich.org/about/expansionproject.cfm>

Alternate locations for these needs will be considered. These needs are further discussed in this RFP in the section titled, "City Parks / Olbrich Botanical Gardens Space Needs". Given the direction in the plans for this area, respondents should note that there is more than one possible location for a storage facility that meets the Parks / OBG storage needs.



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## Financing

The City of Madison will provide up to \$1.825 million dollars to assist in the rehabilitation and adaptive re-use of the Garver Feed Mill Building and the provision of space for Olbrich Botanical Gardens / Madison Parks outlined within this RFP. This space for Olbrich Botanical Gardens / Madison Parks shall be provided to the City of Madison at no additional cost.

Proposals should include a detailed outline of the financing for the proposed project. The specific level of detail that the City is requesting regarding a project's proposed finances are laid out in the Proposed Submission Requirements section of this RFP.

| (CONSISTENCY with criteria / points) Proposals that require additional City funding over and above the \$1.825 million identified in this RFP will be accepted. However, these proposals will not receive any points under this category, as outlined under the "Financials" section of the Selection Criteria / Goals.

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## City Parks / Olbrich Botanical Garden Space Needs

The City of Madison Parks Department and Olbrich Botanical Gardens have identified a need for 14,000 SF of space for cold storage, archival storage\*, and equipment storage in the OBG Facilities Master Plan and Schematic Design, Section 4.2. A successful respondent will provide this space to City Parks / OBG either in a rehabilitated portion of the Garver Feed Mill, or in a new, standalone building constructed nearby. This space, either within Garver or in a separate standalone building, shall be provided to the City at no additional cost.

\*NOTE: "Archival storage" means a place to store City property such as the remnants from the Olin Fountain.

The Garver Feed Mill Cottage has been rehabilitated with Olbrich Botanical Society funds for the use of Olbrich Botanical Gardens staff. This building will continue to be used by Botanical Garden Staff during and after the rehabilitation of the Garver Feed Mill.

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## Minimum Requirements, Selection Criteria/Goals

There are two minimum requirements that any successful proposal must contain. Any proposal that does not contain these will be removed from further consideration.

- Provision of Space for Parks / OBG, as outlined within this RFP.
- A request for City assistance of no more than \$1.825 million.

The Garver Feed Mill Revitalization Committee developed the following list of required selection criteria. The criteria represent the goals and aspirations of the community and should guide respondents in developing complete proposals.

Criteria	Potential Points
<b>VISIONARY DESTINATION DEVELOPMENT</b>	
1. Some level of public use of the building will be a feature of any successful proposal. The emphasis of this requirement is public access to the Garver Feed Mill building.	5
2. Preserving -- to the greatest extent possible -- the look and architectural style of the existing building.	10
3. A fully accessible space that reaches out to all members of the community.	5
4. A successful proposal will include a primary use(s) and may have mixed uses that are incidental to the primary use. Examples of incidental uses are: Housing, Office space, Light manufacturing and Retail. The combination of uses is inventive, original, and inspiring.	5
5. The uses proposed complement Olbrich Botanical Gardens. The proposal demonstrates the capacity to boost visitation to OBG and capitalizes on this important cultural offering and the unique setting.	10
<b>CONTEXT SENSITIVE</b>	
1. Minimizing impacts on the surrounding land and OBG service areas by limiting non-park or non-garden use of outdoor space and only requiring the land within the building's existing footprint, and necessary space surrounding the building for walkways, landscaping, additional architectural requirements, etc..	5
2. Minimal adverse impact on the immediate surrounding neighborhood, e.g. limited festival noise/special event activities.	5
<b>SUSTAINABLE</b>	
1. Environmentally responsible and sustainable; <del>aspires to the</del> <a href="#">such as achieving LEED Certification, Living Building Challenge, or similar sustainability metric.</a>	10
<b>FINANCIAL</b>	
1. Demonstrates long-term financial viability.	15
2. Demonstrates relevant experience and a history of success by the development team in projects of similar scope and size.	10
3. Projects requesting no more than the \$1.825 million of City assistance identified in this RFP. (NOTE: Projects requesting more than the identified assistance will receive 0 points.)	20
<b>RESPONSIVE TO OLBRICH BOTANICAL GARDENS</b>	
1. Functional collaboration with OBG is required to meet OBG's back of house / service requirements as outlined in OBG's Facilities Master Plan and Schematic Design, Section 4.2. In previous studies, 14,000 SF of space was identified for	10

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cold storage, archival storage*, and equipment storage. Additional collaboration ideas should be presented as part of the re-use process. Provision of this space to Madison Parks at no additional cost is a requirement of this RFP.	
2. Works within the required framework of the sale of the building and long-term ground lease of the land required for the building and ancillary uses.	10
<b>MULTI-MODAL ACCESS</b>	
1. Utilizes a primary motor vehicle access off Fair Oaks Avenue, while recognizing the Sugar Ave. connection as the primary pedestrian, bicycle and OBG maintenance access to the structure and pedestrian link to Olbrich Botanical Gardens.	5
2. Provides multi-modal access. Incorporates a shared parking strategy if possible.	5
<b>TOTAL POTENTIAL POINTS</b>	<b>130</b>

\*NOTE: "Archival storage" means a place to store City property such as the remnants from the Olin Fountain.



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## Proposal Submission Requirements

In order to be considered responsive to this RFP, development teams shall submit twenty (20) copies of the proposal submissions in a sealed box or envelope including a Word or PDF document containing the proposal submission on a CD or flash drive. Any graphic images in the response should be included on the CD / flash drive for reproduction purposes. **THE HARD COPY MUST BE THE SAME AS THE WORD OR PDF DOCUMENT ON A CD OR FLASH DRIVE.**

Proposal submissions should be organized on 8 ½" x 11" format with tabbed sections corresponding to the following requirements. Any images, site plans, elevations, sections, etc. should be in scalable format and put on sheets no larger than 11" x 17".

The proposal submission must be submitted in sealed envelopes or boxes by 1:00 PM **on TBD, 2014 to:**

Don Marx  
Office of Real Estate Services  
Economic Development Division  
Department of Planning and Community and Economic Development  
Room 332  
215 Martin Luther King, Jr. Blvd.  
P.O. Box 2983  
Madison, WI 53701-2983

Late proposals will not be accepted and will be returned unopened. It is anticipated that the Committee will request additional information in writing following review of the initial submission. Each proposal submission package shall include, at a minimum, the following:

1. **Transmittal / Acknowledgement Letter** - All proposal submissions must be transmitted with an appropriately executed acknowledgement letter. A sample copy of the acknowledgement letter is included in Appendix C.
2. **Garver Feed Mill Re-Use Conceptual Plan / Design** - A statement of the physical project concept is required to include:
  - a. A site plan illustrating the extent of proposed development, access points, site circulation, general configuration of uses, location of parking, etc.
  - b. Floor plans illustrating internal building program.
  - c. Development program in table format indicating the type of use, square footage of use, parking ratio/total number of parking spaces. Specific note should be made of:
    - i. Rental rates (per SF for commercial uses and rates per unit type for commercial uses)
    - ii. For residential uses, percent affordable and at what rate (ex. 50% AMI, etc.), and;
    - iii. For residential uses, occupancy type;
  - d. Renderings, sketch-up models and elevations illustrating all facades.
  - e. Identification of location of the 14,000 SF of space for use by Olbrich Botanical Gardens. NOTE: This space may be either in the Garver Feed Mill Building itself or located adjacent to the Feed Mill in the North Plat as shown in Appendix A.

### 3. Development Team Information

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- a. *Organization Form, Team Members, Personnel:* Provide a complete identification of the developer and all associated team members (participating firms), the specific legal entity description and the jurisdictions under which the developer is organized, the principal representatives of each participating firm, evidence of management continuity within each major participating firm, and identification of the individual(s) authorized to negotiate and bind the developer are required. The development team information must include information adequate to permit a preliminary assessment of the developer's current financial strength and capacity to successfully undertake the project for each member of the development team;
  - b. *Relevant Experience:* Proposals shall describe the relevant experience of each participating firm in the planning, redevelopment, historic rehab / masonry repair, financing and management of similar projects. Include evidence that the developer is financially solvent / stable and has a track record of securing financing of a similar magnitude and complexity. Proposals shall also include a minimum of three references who may be contacted regarding each participating firm's role and performance in connection with similar projects, along with the express written permission to contact these references. References shall include name, affiliation, address and telephone number.
4. **Management Team** - Describe the proposed management team that will be responsible for managing the day-to-day activities of the Garver Feed Mill, once it is redeveloped. List all principals, firm background, and experience and provide examples of comparable projects that have been undertaken. Enclose current resumes for all members of the management team.
  5. **Project Management Plan** -A description of the project management plan addressing the issues set forth below is required.
    - a. Technical services to be provided by the developer and each member of the development team;
    - b. Organization of the development team, responsibilities for project management, the specific experience of each team member; and
  6. **Development Costs**- An estimate of total costs for redevelopment shall be submitted in sufficient detail to permit evaluation. Development costs shall identify major line items, including but not limited to:
    - a. Architectural, engineering, interior design and other third-party soft costs;
    - b. Project overhead and management;
    - c. Total rehabilitation costs broken down into:
      - i. Initial rehabilitation costs
      - ii. Interior build out costs by tenant / use
    - d. Financing fees and construction loan costs, as applicable;
    - e. Development fees.

A successful proposal will also include, as available, a qualifications and letter of commitment from bondable general contractor(s) for all construction or rehabilitation that is to be completed.

7. **Financial Plan** - Provide an in-depth Financial Plan detailing the sources of capital and terms, and describing the financial resources of the development team and financial capacity to complete the project. The Financial Plan must outline the prospective financing and contain a Sources and Uses section. These shall include but not be limited to equity investment, senior

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term debt, subordinated debt, tax credits, and grant funds from Federal, State, local, or private sources. The Financial Plan must identify the specific investment to be made by the developer, as well as any credit enhancements or additional security. The Financial Plan must also present a budget for the ongoing maintenance and management of the rehabilitated Garver Feed Mill.

As outlined in the “Financing” section of this RFP, the City of Madison will provide \$1.825M for the rehabilitation of the Garver Feed Mill and the provision of Parks / OBG storage space as outlined further in this RFP under the section titled, “City Parks / Olbrich Botanical Gardens Space Needs”.

The submission should include proposed terms and conditions of a sale and ground lease. For the ground lease, include minimum annual rents, any contingent rent, and any requested special consideration or conditions.

The submission should include a disclosure of competitive projects that the developer is involved in, as well as any previous or ongoing bankruptcy or litigation.

Respondents should provide a list of banking references for previous projects that are similar in nature.

- 8. Schedule** - A schedule delineating the pre-design, design, design review, land use and historic approvals, rehabilitation and interior build out, operation, and management phases of the development is required. Included in this schedule should be a delineation of the public participation that will be used by the developer to solicit input.
- 9. Special Conditions** - Any and all special conditions that the developer may offer or request from the City are required to be listed. The developer will need to elaborate on costs, terms, payment amounts, conditions, timing and such other pertinent factors, if selected for further negotiations.
- 10. Checklist** - The Checklist in Appendix D should be included in the response to the RFP, identifying that each of the items listed in the checklist have been addressed.

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## RFP Schedule

The following is the approximate schedule for this RFP:

Spring, 2014  
RFP Issued

\_\_\_ DATE \_\_\_, 2014  
Pre-Submission Meeting

\_\_\_ DATE \_\_\_, 2014  
Proposal Submissions Deadline

\_\_\_ DATE \_\_\_, 2014  
Proposal Reviews

\_\_\_ DATE \_\_\_, 2014  
Common Council Selects Developer

DRAFT

# Appendix A - Garver Feed Mill Site





# Appendix B – Olbrich Site and Existing Buildings

## 0.3 Site & Existing Buildings Description

The site is located on the East Side of Madison, WI, north of Lake Monona. Sugar Avenue divides the site and is undiscernable from the OBG parking lot. The lot serves 220 spots. The main facility consists of structures built in 1978 and 1991 and range in height from one to two stories. The buildings are generally in fair condition, due to deferred maintenance.

Currently, a project is under construction to re-roof the existing complex in a copper roof and add an ADA-compliant restroom. This project was treated as an existing condition for the purpose of the study.



Existing site bird's-eye view



Existing site aerial map

0.3

OLBRICH BOTANICAL GARDENS MASTER PLAN & SCHEMATIC DESIGN AUGUST 2013

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## Appendix C - Transmittal Acknowledgement Letter

### Transmittal Acknowledgement Letter

Developers shall incorporate into each copy of their proposal the following letter on their letterhead or stationary, with the executed Disclosure and Disclaimer attached.

### Subject: City of Madison Garver Feed Mill Re-Use Request for Proposals

The undersigned has read the City of Madison’s Request for Proposals for the re-use and rehabilitation of the Garver Feed Mill. On behalf of our development team, we agree to and accept the terms, specific limitations, and conditions expressed herein. WE HAVE READ, RELY UPON ACKNOWLEDGE, AND ACCEPT THE CITY OF MADISON’S DISCLOSURE AND DISCLAIMER, AS PROVIDED ON IN THIS RFP, HERETO FULLY EXECUTED AND FULLY INCORPORATED INTO THIS LETTER.

Also attached herewith is a checklist of the submission requirements of the City of Madison Request for Proposals for the re-use and rehabilitation of the Garver Feed Mill.

Sincerely,

\_\_\_\_\_  
(SIGNATURE)

\_\_\_\_\_  
(NAME AND TITLE)

\_\_\_\_\_  
(ORGANIZATION)

\_\_\_\_\_  
(DEVELOPER NAME)

## Appendix D – RFP Response Checklist

1. Transmittal / Acknowledgement Letter
2. Garver Feed Mill Re-Use Concept Plan / Design
3. Development Team Information
4. Management Team
5. Project Management Plan
6. Development Costs
7. Financial Plan
8. Schedule
9. Special Conditions (identified by the respondent)
10. Checklist
11. Twenty (20) sealed copies of submission
12. CD or flash drive containing submission in Word or PDF format

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## Appendix E – Sample Projects

### Appendix E: Case Studies

#### Mill City Museum(Washburn “A” Mill):



Originally designed by Austrian engineer William de la Barre and declared the world's largest flour mill after its completion in 1880, the structure housing Mill City Museum is a National Historic Landmark. Known as the Washburn “A” Mill, it was nearly destroyed by fire in 1991.

After the City of Minneapolis, working through the Minneapolis Community Development Agency, cleaned up the rubble and fortified the mill's charred walls, the Minnesota Historical Society announced plans to construct a milling museum and education center within the ruins.

Faced with the challenge of preserving the ruins of this historically significant site while building a modern museum, the Society turned to Thomas Meyer, principal of Minneapolis architectural firm Meyer, Scherer & Rockcastle, Ltd. Meyer developed a concept that melded the historic integrity of the mill structures with modern components. Construction on the museum began in March 2001. When possible, Meyer's design has left intact many features of the original mill, including flour bins, milling machinery, the engine house, rail corridor and a wheat house. He also has used limestone, brick, concrete and steel within the museum to emphasize its industrial origins.

Among the new architectural features is an eight-story glass facade overlooking the Mississippi River. True-to-scale graphics of the milling machines are featured on the glass facade to give visitors an idea of how massive the milling operation was. The facade forms a reflective backdrop for the courtyard a 100-by-100 foot outdoor area with weathered masonry walls, that was created by the 1991 fire. Ruins of the historic mill are showcased in the courtyard through significant excavation efforts.

#### References:

[http://www.minneapolismn.gov/cped/projects/cped\\_mill\\_city\\_museum](http://www.minneapolismn.gov/cped/projects/cped_mill_city_museum)

<http://millcitytimes.com/mill-city-business-directory/mill-city-museum.html>

<http://www.millcitymuseum.org/art-and-architecture>

Location: Minneapolis, MN Riverfront

Client: Minnesota Historical Society and Brighton Development Corp.

Development Cost: \$60 million

Financing: \$28 million Minnesota Historical Society, \$1.6 million City, DTED, Met Council

Parking: 65 structured spaces, 330-space public ramp

Proposed Development: 70,000 square feet (museum space), 6,700 square feet (commercial space), 40 luxury condominiums

Date Completed: 2002



## Appendix E: Case Studies

### Astley Castle Adaptive Reuse:



This sensitive scheme places the new building at the heart of the old, demonstrating creativity, preservation and conservation.

In a 12th century fortified manor, further damaged by fire in 1978, the architects have created a new house that allows Landmark Trust guests to experience life in a near thousand-year-old castle with distinctly 21st century modern conveniences. Astley Castle demonstrates that working within sensitive historic contexts requires far more than the specialist skills of the conservation architect: this is an important piece of architecture, beautifully detailed and crafted. This historic castle house designed by the UK's Witherford Watson Mann Architects here in Astley, England isn't so much a meeting of old and new, as it is a lesson in total opposites. This one-of-a-kind countryside home, completed in 2012, was the recipient of the 2013 RIBA Stirling Prize. The rustic house style is a stark contrast between medieval and modern - visible in the preserved cobblestone walls of the Tudor and Jacobean architecture, versus the clean new brick and exposed timber frames. These elements represent opposite ends of the spectrum, landing somewhere between castle and farmhouse with a modern twist.

#### References:

<http://ribastirlingprize.architecture.com/riba-stirling-shortlist-2013-astley-castle-warwickshire/>

<http://www.trendir.com/house-design/english-castle-preserves-historic-architecture-and-incorporates-modern-design.html>

<http://www.theguardian.com/artanddesign/2012/jun/17/astley-castle-nuneaton-house-review>

Location details: Astley Castle sits on a site originally owned by the Astley family in the 12th century, in Nuneaton, north Warwickshire.

Architect: Witherford Watson Mann Architects

Client: The Landmark Trust

Development Cost: \$3.8 million

Date Completed: 2012



## Appendix E: Case Studies

### RICARDO BOFILL CEMENT FACTORY ADAPTIVE REUSE:



In 1973 Ricardo Bofill discovered a disused cement factory on the outskirts of Barcelona, an industrial complex of the century made up of over 30 silos, underground galleries and huge engine rooms. He decided to transform it into the headquarters of Taller de Arquitectura.

Renovation work lasted two years. The factory abandoned and partially in ruins, was a compendium of surrealist elements: stairs to nowhere, powerful reinforced concrete structures, pieces of iron hanging in the air, huge empty spaces filled with magic.

The transformation began with the demolition of the old structure to discover ways that until then had remained hidden, as if the concrete had been sculpted. Once spaces, clean concrete and surrounded by new vegetation, defined the process of adapting to the new program began.

Eight silos were preserved to become offices, a model shop, file rooms, a library, a projection room and a huge dimensional space called "The Cathedral", which holds all kinds of cultural activities related to the activity of the architect, exhibitions, concerts, etc.

This project, a garden surrounded by eucalyptus, olive, cypress and palm trees, is the proof that a visionary architect can tailor any space to a new feature, no matter how it is different from its original use.

#### References:

<http://www.ricardobofill.com/en/index.htm>

<http://www.archdaily.com/294077/the-factory-ricardo-bofill/>

<http://www.thevandallist.com/the-taller-de-arquitectura-ricardo-bofill/>

<http://twistedsifter.com/2011/04/cement-factory-conversion-ricardo-bofill-barcelona/>

Location: Barcelona, Spain

Owner/Architect: Ricardo Bofill, Taller De Arquitectura

Development Cost: not available

Date Completed: 1975



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# Appendix E: Case Studies

## MASSACHUSETTES MUSEUM OF CONTEMPORARY ART (MASS MoCA):



The buildings that MASS MoCA now occupies were originally built between 1870 and 1900 by the company Arnold Print Works. These buildings, however, were not the first to occupy this site. Since colonial times small-scale industries

had been located on this strategic peninsular location between the north and south branches of the Hoosic River. In 1860 the Arnold brothers arrived at this site and set up their company with the latest equipment for printing cloth. In 1942 Sprague Electric Company purchased the Marshall Street complex to produce capacitors. By 1966 Sprague employed 4,137 workers existing almost as a city within a city. From the post-war years to the mid-1980s Sprague produced electrical components for the booming consumer electronics market, but in 1985, the company closed its operations on Marshall Street. The development of MASS MoCA began a year after Sprague vacated the buildings. In 1986 a group of staff from the nearby Williams College Museum of Art were looking for large factory or mill buildings where they could display and exhibit large works of modern and contemporary art that they weren't able to display in their more traditional museum/gallery setting. The process for MASS MoCA began.

Designed by the Cambridge architecture firm of Bruner Cott & Assoc, it was awarded highest honors by the American Institute of Architects and The National Trust for Historic Preservation. MASS MoCA opened to national acclaim in 1999. Twelve years of master planning and design went into the museum's creation; its changing exhibits continue to attract over 125,000 visitors per year. A young museum, with no permanent collection and no endowment, commercial rental space is its de facto endowment. Reshaping an old industrial complex and former brownfield site, the museum is central to the economic revival of North Adams MA.

**References:**

- <http://www.massmoca.org/>
- <http://nwphoto.com/mass-moca/>
- [http://en.wikipedia.org/wiki/Torpedo\\_Factory\\_Art\\_Center](http://en.wikipedia.org/wiki/Torpedo_Factory_Art_Center)
- [http://brunercott.com/featured\\_projects/fp\\_mass\\_moca#0](http://brunercott.com/featured_projects/fp_mass_moca#0)

Location: North Adams, MA  
 Owner: MASS MoCA  
 Construction cost: \$11,300,000 (\$23,150,000 in current dollars)  
 Completed: 1999  
 Size: 750,000 sf total: 125,000 renovated; 625,000 stabilized



# Appendix E: Case Studies

## THE SOURCE:



The Source is an artisan food market that occupies a former 1880's brick iron foundry building in Denver's River North District. - a collective of food artisans and retailers offering visitors everything from freshly baked bread to craft cocktails. It aims

to be a draw for the local community as well as out-of-town visitors who can experience the best of what this region has to offer in an elevated environment.

A 1880's machine hall with 60' ceilings and natural light running through it. It was in a raw state, with layers of bad renovations. The architect that led the transformation is Stephen Dynia, of Stephen Dynia Architects in Jackson, Wyoming. In creating the new space, Dynia was committed to preserving the character of the building, keeping the space open and visibility high, and not confusing old and new elements. The result is a solid old brick building that remained very much intact, layered with clear modern industrial elements that create the market space that it became. There is air and light flowing through the spaces and while each tenant has its own space, visibility is high into each of the individual units even when they are closed.

**References:**

- <http://www.thesourcedenver.com/>
- [http://blogs.westword.com/cafesociety/2012/04/the\\_source\\_denver\\_european\\_market\\_crooked\\_stave.php](http://blogs.westword.com/cafesociety/2012/04/the_source_denver_european_market_crooked_stave.php)

- Location: Denver, CO
- Owner: Zepplin Development
- Construction cost: unknown
- Completed: 2013
- Size: 25,000 sf.





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# Appendix E: Case Studies

## TORPEDO FACTORY ART CENTER:



In 1969, the City of Alexandria bought the buildings from the Federal Government. Art League President Marian Van Landingham proposed a project that would renovate the building into working

studio spaces for artists. Work began on the building in May of 1974, with artist volunteers and City personnel working together to remove the debris of 55 years. By July, artists had converted the huge space into a complex of bright and clean studios. On September 15, 1974, the Torpedo Factory Art Center opened to the public.

The building underwent a major renovation as part of the City's waterfront development plan. A grand reopening celebration was held on May 20, 1983. Today, the Torpedo Factory Art Center is home to over 165 professional artists who work, exhibit, and sell their art. Drawing over half a million visitors a year, the Torpedo Factory Art Center attracts artists from across the region and around the world. It stands as a stellar example of how the arts can revitalize a community and serves as a prototype for visual arts facilities throughout the world.

**References:**

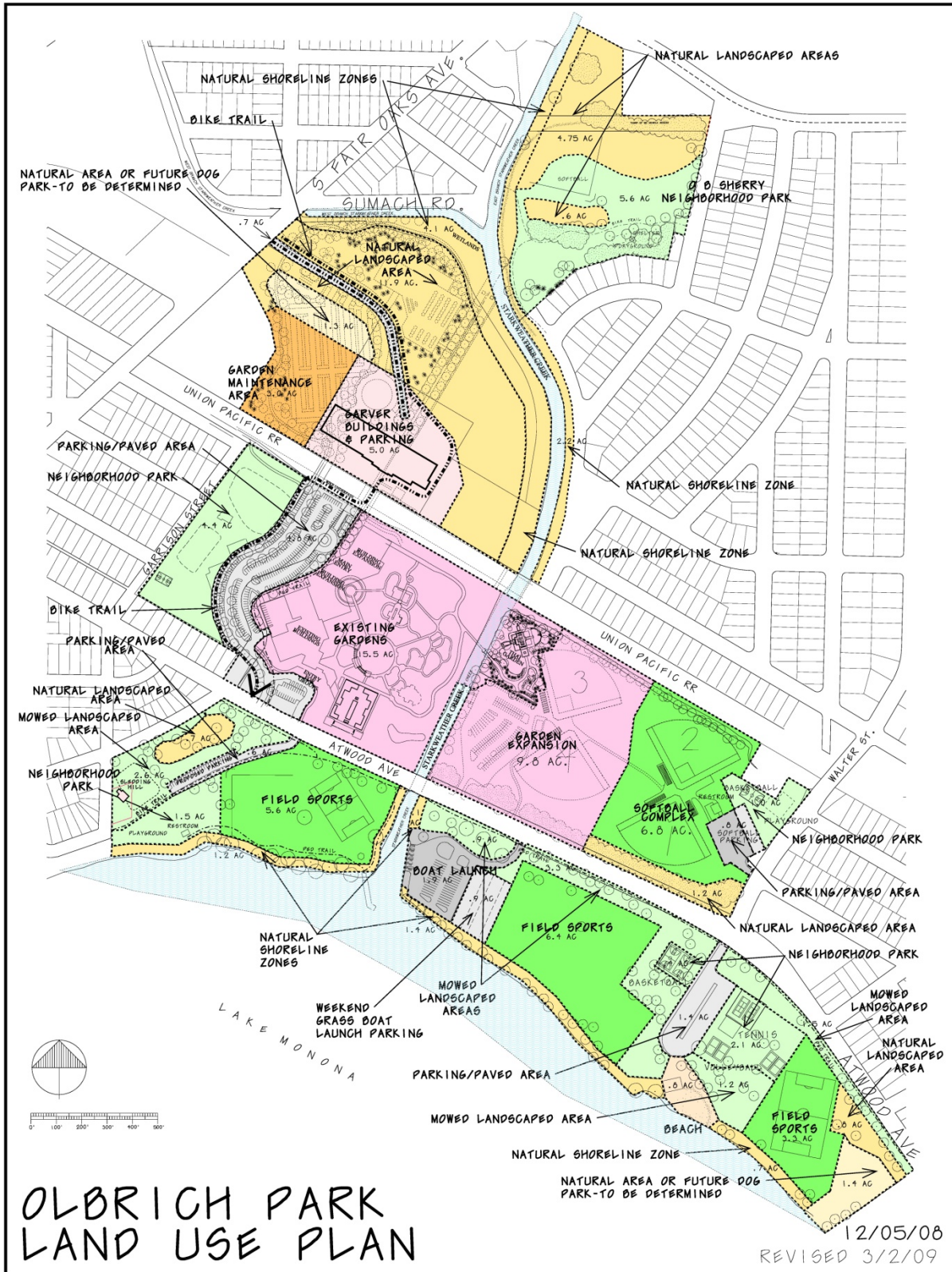
- <http://torpedofactory.org/>
- <http://torpedofactory.org/about-us/public-documents/>

Location: Alexandria, VA  
Owner: The City of Alexandria  
Development Cost: not available  
Renovations Completed: 1974, 1983



Art Center before 1982 renovation.

# Appendix F - Olbrich Park Land Use Plan



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## Appendix G – Garver Feed Mill / MGO 8.35 Referendum

Madison General Ordinance 8.35 requires voter approval “for any change in the legal status” of “public parks bordering on lakes or navigable waterways”. The Garver Feed Mill is located in Olbrich Park (bordering on Lake Monona and Starkweather Creek). The City Attorney’s Office has opined that the sale of the building and / or long-term lease of the parkland underneath constitute a “change in legal status”. As such, any proposal to sell the Building and enter into a ground lease with an outside party would require voter approval, unless an exception is added into the ordinance to accommodate the sale or lease of the Building or land. There are currently exceptions for Olbrich Botanical Gardens, Vilas Zoo, and three houses in James Madison Park (640, 646, and 704 East Gorham St)

By State Statute, any referendum must be submitted to the County Clerk 70 days prior to an election. This referendum must first be approved by the Common Council. Staff anticipates that a referendum under MGO 8.35 for Garver would also be referred to four other bodies, including Plan Commission, the Board of Park Commissioners, Board of Estimates, and Landmarks, prior to being acted on by the Common Council.

Several possible scenarios and timelines are outlined below. Scenarios A and B contemplate a referendum question being finalized before the selection of a development team for Garver. In these cases a referendum would be worded broadly to ensure any proposal selected would meet the terms of the referendum.

### **Scenario A – Nov 4, 2014 referendum**

1. June – Aug 2014 – Committee drafts RFP
2. July 1, 2014 - Common Council referendum introduction
  - a. Referrals to Landmarks, Plan Commission, Board of Park Commissioners, Board of Estimates
3. Aug 5, 2014 – Council approval of referendum language
4. Referendum language filed with the County Clerk no later than Aug 26, 2014
5. Sept – Oct 2014 – Council review and approval of issuance of RFP
6. Nov 4, 2014 referendum
7. Nov 2014 – Jan 2015 – Response period for RFP
8. Jan – March 2015 – Committee review and recommendation of development team
9. April – May 2015 – Common Council action on Committee recommendation

### **Scenario B – April 7, 2015 referendum**

1. June – Aug 2014 – Committee drafts RFP
2. Aug – Oct 2014 – Council review and approval of issuance of RFP
3. Nov 2014 – Jan 2015 – Response period for RFP
4. Dec 2, 2014 – Referendum language introduced to Common Council
  - a. Referrals to Landmarks, Plan Commission, Board of Park Commissioners, Board of Estimates
5. Jan 20, 2015 – Common Council approval of referendum language
6. Referendum language filed with the County Clerk no later than Jan 26, 2015
7. Jan – March 2015 – Committee review and recommendation of development team
8. April 7, 2015 referendum
9. April – May 2015 – Common Council action on Committee recommendation

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**Scenario C – Feb 16, 2016 referendum**

1. June – Aug 2014 – Committee drafts RFP
2. Aug – Oct 2014 – Council review and approval of issuance of RFP
3. Nov 2014 – Jan 2015 – Response period for RFP
4. Jan – March 2015 – Committee review and recommendation of development team
5. April – May 2015 – Common Council action on Committee recommendation
6. Oct 20, 2015 – Referendum language introduced to Common Council
  - a. Referrals to Landmarks, Plan Commission, Board of Park Commissioners, Board of Estimates
7. Dec 1, 2015 – Common Council approval of referendum language
8. Referendum language filed with the County Clerk no later than Dec 8, 2015
9. Feb 16, 2016 referendum

**Scenario D - Referendum exception**

An alder may request that the City Attorney's Office draft the appropriate language to provide for an exception to MGO 8.35 at any time. An exception would then be sent to the Common Council and any appropriate committees or commissions for review and action.

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<sup>i</sup> The WDNR grant contract may be viewed by visiting the Garver Feed Mill Revitalization website <http://www.cityofmadison.com/dpced/economicdevelopment/garver-/511/> and clicking on the link for "Purchase Agreement" (the grant contract may be found on page 130).

<sup>ii</sup> The deed from OBS to the City of Madison can be obtained on the Garver Feed Mill Revitalization website <http://www.cityofmadison.com/dpced/economicdevelopment/garver-/511/> and clicking on the "Purchase Agreement" link (the deed restriction is on page 67)

<sup>iii</sup> The City resolution authorizing the Garver acquisition from OBS may be found on the Garver Feed Mill Revitalization website <http://www.cityofmadison.com/dpced/economicdevelopment/garver-/511/> under the link, "City Resolution Authorizing Acceptance of Garver Property".

<sup>iv</sup> [www.madisonplan.org/plan/html](http://www.madisonplan.org/plan/html)

<sup>v</sup> [www.cityofmadison.com/planning/ndp/schenk.pdf](http://www.cityofmadison.com/planning/ndp/schenk.pdf)