Alcohol License Density Plan Recommendations from Referral and Other Organizations June 20, 2007

Downtown Coordinating Committee (April 19, 2007)

- * Voted 7-5 to recommend approval with the following amendments:
 - 1. In 3(a)(iv) change "may" to "shall" or "will".
 - 2. Require an annual review of the effect of the ordinance, to be reviewed by all referred committees
 - 3. Change the grace period from 60 days to 120 days.
 - 4. Change the sunset from 7 years to 4 years.

Public Safety Review Board (May 8, 2007)

- *Voted 4-3 to recommend approval as currently drafted.
- **2 of the 3 "No" votes wanted the sunset changed from 7 years to 4 years.

Downtown Business Improvement District Board (June 7, 2007)

- *Voted unanimously to: (1) recommend rejection; and (2) recommend the following amendments:
 - 1 Strike language implying the causal relationship between density and the high volume of alcohol-related problems
 - 2. Amend Density Plan area to clarify the date on which the Police Sector boundaries are being established for the purpose of this ordinance.
 - 3. Amend the definition of a "bona fide restaurant" to read: "as defined in Sec. 38.02 of the Madison General Ordinances".
 - 4. Amend the definition of "ceasing regular operations" to read: "as defined in Sec. 38 10(1)(f) of the Madison General Ordinances".
 - 5. Ensure that remodeling and redevelopment are excluded as reasons that an establishment would be considered to have ceased operations.
 - Amend the definition of "exceptional circumstance" based on the following suggestions: "(s)trike language in i-iii that attempts to cover all possible specific instances, and replace with language that gives the ALRC/Council discretion to grant an exception to an establishment that makes a positive contribution to the business mix and neighborhood. Include economic hardship, as determined by the ALRC and Common Council, as an exceptional circumstance."
 - Modify sections 4(a) and (b) to clarify the procedure under which an application will be accepted by the City Clerk.
 - 8. Change the grace period language to account for situations in which a property owner has not regained control of the property before the grace period expires.
 - 9. Change the grace period from 60 days to 2 years.
 - 10 Add "good track record and demonstrated experience in running a responsible establishment" to the criteria for considering requests to increase capacity of existing establishments.
 - 11 Add "upon a finding that said transfer is not contrary to the health, safety and welfare of the community" to the criteria for considering requests to transfer licenses

- 12. Require an annual review of the effect of the ordinance, to be reviewed by all referred committees and the Common Council.
- 13. Change sunset from 7 years to 2 years.

Downtown Madison, Inc. (June 19, 2007)

*Voted 14-10 to recommend approval with the following amendments:

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- 1 Redefine "exceptional circumstance" to read: "An establishment is considered an exceptional circumstance if it presents an offering of entertainment, food, and drink or any combination thereof that adds a new dimension to the area serviced or the neighborhood. Exceptional circumstances may include but not be limited to proposals that meet changing market demands regionally or that offer faire designed to appeal to the neighborhood. Exceptional circumstances may also include economic hardship as determined by the ALRC and Common Council."
- 2. Change the grace period from 60 days to 2 years.
- 3 Change the sunset from 7 years to 4 years.

Board of the Madison's Central Business Improvement District (BID) June 7, 2007

<u>Final Report and Recommendations</u> on Section 38.05(9)(o) of the Madison General Ordinances to establish an Alcohol Beverage License Density Plan for Police Sectors 403,404,405 and 406 Approved by unanimous vote at the June 7, 2007, Board meeting

The Board of Directors of Madison's Central Business Improvement District (BID) supports the intent of the Alcohol License Density Plan: to decrease the incidence of alcohol-related problems and to foster a business mix that contributes to economic vitality and quality of life in the central downtown. The BID Board does not support the Alcohol License Density Plan ordinance as an effective way to achieve these goals.

The Board believes the ordinance would not have its intended effects, but instead would have unwanted consequences, such as keeping out new establishments and new responsible business operators that would be assets to downtown and help normalize alcohol behavior. The proposed ordinance does not support property and business owners who are good stewards of their establishments; neither does it address those who are not. While the ordinance states that it would "provide opportunities in the downtown area for businesses that are either not associated with the sale of alcohol or that sell alcohol incidental to their principal business," the plan does not recognize the market challenges for recruiting businesses to locate in downtowns, nor provide any support for downtown property owners in recruiting non-alcohol businesses. The plan will have negative economic impacts for property owners, particularly small/family property owners, reducing options for renting vacant properties and potentially reducing property values

The BID Board opposes the proposed Alcohol License Density Plan ordinance and recommends that:

- 1. The Alcohol License Density Plan be tabled to allow enforcement and education efforts—including the Downtown Safety Plan, audits of establishments vis a vis license conditions, and increased training—to take effect.
- 2. In the area of enforcement, written guidelines be created to support the work of the ALRC in evaluating license applications. The backbone of these guidelines should be the three existing main criteria, applied in order, for evaluating applications:
 - a. Place (location)
 - b. Establishment (what kind of establishment, what is the business plan)
 - c. Person (who is going to run the establishment, what is the track record)

This will better define the process and criteria while retaining flexibility for the ALRC and Council to exercise their discretion to decide whether the proposed establishment will make a positive contribution to the business mix and neighborhood, or cause problems.

- 3. In the area of education, the BID and downtown stakeholders facilitate business recruitment and retention, helping property owners find good business tenants for downtown and appropriate locations for businesses. A cornerstone of these efforts will be the DMI Downtown Dynamic market analysis study (cofunded by the BID and the City), to be completed this summer. Also in the area of education, continue to support and gauge the effects of safer drinking efforts on the part of the university including ASM student-led efforts.
- 4. The BID and downtown stakeholders continue to pursue environmental and community measures, i.e.:
 - improved transportation options to alleviate bar-time density (make bus stops cab stands);
 - continued discussion of changing city policy to allow licensed establishments to hire off-duty police with full arrest powers as security;
 - identifying environmental safety improvements (e.g., lighting, video surveillance);

- voluntary "best practices" for downtown establishments (e.g., ratio of security to capacity);
- working with the BID Board, city agencies, and BID license-holders to improve communication and help licensed establishments meet regulations.
- 5. Two years from the effective date of the proposed ALRC policy, if enforcement and education together with the ALRC guidelines have not been effective, implementation of the Alcohol License Density Plan can be revisited.
- 6. If the Alcohol License Density Plan is to be implemented at any time, it should be amended as below. The following proposed amendment to Chapter 38 regarding the definition of "ceasing operations" should also be implemented.

PROPOSED AMENDMENTS to Alcohol License Density Plan (05739, v 2) (See also attached redlined version of the ordinance.)

- 1. Section 1 (Purpose). Strike language implying the causal relationship between density and the high volume of alcohol-related problems. The supporting research provided by the city shows correlation, not causation.
- 2. Section 2 (Density Plan Area) Amend Density Plan area as indicated in attached redlined version.
- 3 Section 3 (Definitions).
 - a Amend to state that the definition of a bona fide restaurant will be as defined in Sec. 38.02 of the Madison General Ordinances.
 - b Amend to state that the definition of ceasing regular operations will be as defined in Sec. 38.10(1)(f) of the Madison General Ordinances.
 - c Exceptional Circumstances Strike language in i-iii that attempts to cover all possible specific instances, and replace with language that gives the ALRC/Council discretion to grant an exception to an establishment that makes a positive contribution to the business mix and neighborhood. It is not possible for policy makers to specify every potential type of establishment that could meet the "exceptional circumstances" standard. Include economic hardship, as determined by the ALRC and Common Council, as an exceptional circumstance.
- 4 Section 4 a & b (Restrictions) and all following references: Strike language that implies the City Clerk would decide whether or not a license application could be entertained, and replace with language that gives applications due process
- 5. Section 4 (a)(v) and 4(b)(vii) (Restrictions) and all following references: Change the "grace period" for filing a new alcohol beverage license application for a location where a previous establishment has ceased operations from 60 days to two years. For leased properties, the grace period should begin only after the property owner regains full control of the property.

In many cases, it can take more than 120 days for the property owner to get control of the property after a tenant has ceased operations, especially if there needs to be eviction proceedings.

Even if extended from 60 to 120 days as recommended by DCC, the grace period does not account for the reality of downtown market conditions, where it takes property owners an average of two years to confirm a lease with a viable tenant with a good business plan and secure financing

6. Section 5 (b) (Capacity). Add "good track record and demonstrated experience in running a responsible establishment" to the criteria for considering requests to increase capacity

- 7 Section (7) (a) (Transfer of Existing Alcohol Beverage Licenses). Add "upon a finding that said transfer is not contrary to the health, safety and welfare of the community" to the criteria for considering requests to transfer licenses.
- 8. Add a Section 10, Annual review of the ordinance and its impacts by the ALRC, all referring committees (BID, DCC and DMI), and Council.
- 9. Current Section 10 (proposed 11): Reduce sunset from 7 to 2 years, requiring positive action by elected officials to extend the ordinance.

PROPOSED AMENDMENT to Chapter 38, definition of "ceasing operations."

To promote upgrade of properties, remodeling and redevelopment should be excluded as reasons that an establishment would be considered to have ceased operations

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Title

SUBSTITUTE - Creating Section 38.05(9)(o) of the Madison General Ordinances to establish an Alcohol Beverage License Density Plan for Police Sectors 403, 404, 405 and 406.

Body

DRAFTER'S ANALYSIS: The purpose of this ordinance is to establish a density plan which will maintain or gradually reduce the number of certain types of alcohol beverage licenses in the named police sectors and maintain or gradually reduce the overall patron capacity of certain types of alcohol beverage licenses in those sectors.

The Common Council of the City of Madison do hereby ordain as follows:

Subdivision (o) entitled "Alcohol License Density" of Subsection (9) entitled "Limitation Upon Issuance of Licenses" of Section 38.05 entitled "General Licensing Requirements" of the Madison General Ordinances is created to read as follows:

"(o) Alcohol Beverage License Density Plan.

- 1. Purpose. Police Sectors 403, 404, 405 and 406 currently contain twenty-seven percent (27%) of all alcohol beverage licenses issued by the City of Madison ("City") and thirtyfour -percent (34%) of all 'Class B' Combination alcohol beverage licenses issued by the City Not coincidentally, tThese Sectors experience a high volume of alcohol-related problems, as detailed in the Madison Police Department's 2005 report, "Alcohol-Related Violence in Downtown Madison." As part of the ongoing comprehensive efforts to decrease the incidence of alcohol-related problems in the downtown area, the City seeks to maintain or gradually reduce the number and capacity of certain types of alcohol beverage licenses in the Sectors identified in this Alcohol License Density Plan. This maintenance and reduction will be achieved through the licensing powers of the Alcohol License Review Committee ("ALRC") and the Common Council. Additionally, the City seeks to decrease the strain on public resources caused by a high density of alcoholrelated businesses while simultaneously providing opportunities in the downtown area for businesses that are either not associated with the sale of alcohol or that sell alcohol incidental to their principal business.
- Density Plan Area Any property located within Police Sectors 403, 404, 405 and 406 in the City of Madison as defined on 5-1-07, plus the area bounded by Lake St., Park St. Dayton St. and Lake Mendota including the 700 and 800 blocks of University Ave. The Common Council, upon recommendation of the ALRC, may add new Police Sectors to this Plan at any time based upon the criteria and analysis used in the Madison Police Department's 2005 report, "Alcohol-Related Violence in Downtown Madison."

3. Definitions

- a. <u>Bona Fide Restaurant</u> means the establishment's principal business is that of a restaurant.
 - Principal Business As a Restaurant is determined by the Common Council, upon recommendation of the ALRC, based on an analysis of the following factors:
 - a. The amount of capital, labor, time, attention and floor space devoted to each business activity; and
 - b. The sources of net income and gross income (i.e., revenues generated from food, alcohol, and other items); and Whether the business meets the definition of a restaurant as contained in Sec. 38.02 of these Ordinances.
 - The name, appearance, and advertising of the establishment, the hours of operation, the frequency, duration, timing and

magnitude of entertainment, staff scheduling, and the use of security staff. Less, but not inconsequential, weight is given to these ten factors.

- ii An establishment holding a 'Class B' Combination alcohol beverage license is presumed to be a tavern. This presumption may be rebutted by competent evidence. The burden is on the license holder to provide this evidence.
- iii. Generally, an establishment licensed as a restaurant that generates fifty (50) percent or less of its annual gross revenues from the sale of alcohol is considered a restaurant.
- iv. Any establishment representing itself as a bona fide restaurant will—shall be required to maintain that status throughout the existence of its alcohol beverage license and may be required to provide evidence substantiating its status as a bona fide restaurant upon request of the City pursuant to Sec. 38.05(10), M.G.O.
- V Being classified as a bona fide restaurant does not mean that an establishment is prohibited from operating a bar that serves alcohol beverages to patrons, nor is it prohibited from selling more than 50% alcohol at a given point in time.

b. Ceased Regular Operations

- i An establishment is deemed to have ceased regular operations when any of the following occurs:
 - a. The alcohol beverage license is surrendered to the City Clerk absent the issuance of a newly-granted license; or
 - b The establishment is no longer open to the public; orthe license has been deemed "cancelled" in accordance with Sec. 38.10(1)(f) of these Ordinances.
 - c. The establishment is open to the public only intermittently in an attempt to circumvent the provisions of this subsection; or
 - d. The establishment closes its accounts with its distributors; or
 - e. The alcohol beverage license holder fails to submit a renewal application to the City Clerk before the last possible submittal date.
- ii. Decisions regarding whether an establishment has ceased regular operations will be made by the Common Council upon a recommendation by the ALRC.

c. Exceptional Circumstance

- An establishment is considered an exceptional circumstance if it presents an offering of entertainment, food, and drink or any combination thereof that adds a new dimension to the area serviced or the neighborhood. Exceptional circumstances may include but not be limited to proposals that meet changing market demands regionally or that offer faire designed to appeal to the neighborhood. Exceptional circumstances may also include economic hardship as determined by the ALRC and Common Council.
- i. An establishment is considered an exceptional circumstance if it is not a tavern, restaurant, liquor store, convenience store, full-service grocery store, or hotel.
- ii. An establishment-providing live music in a tavern-environment is not considered an exceptional circumstance.
- iii. Applications relying on classification as an exceptional circumstance must provide evidence therein that no more than twenty five (25) percent

- of the establishment's annual gross revenues will some from the sale of alcohol.
- Any establishment representing itself as an exceptional circumstance will be required to maintain that status throughout the existence of its alcohol beverage license and may be required to provide evidence substantiating its status as an exceptional circumstance upon request of the City pursuant to Sec. 38.05(10), M.G.O.
- <u>viii</u> Decisions regarding an establishment's status as an exceptional circumstance will be made by the Common Council upon a recommendation by the ALRC.

Restrictions

- a <u>'Class A' Alcohol Beverage Licenses</u>. New applications for 'Class A' alcohol beverage licenses to be located in the Density Plan Area will be accepted by the City Clerk and presented to the ALRC and the Common Council may be granted only in the following circumstances:
 - i. The sale of an existing business that holds a valid 'Class A' alcohol beverage license and is operating as a 'Class A' licensed establishment at the time of the sale: or
 - ii. Any of the circumstances provided for in Sec. 38.05(8)(b)1, M.G.O. (i.e., death of the original licensee, bankruptcy, assignment for the benefit of creditors, or disability of the original licensee); or
 - iii The proposed establishment is a full-service grocery store; or
 - iv. The proposed establishment qualifies as an exceptional circumstance; or
 - v. The proposed establishment is intended to replace a former 'Class A' alcohol beverage license that ceased regular operations no more than sixty (60) days two years prior to the filing date of the new alcohol beverage license application. If the proposed establishment is intended to replace a former licensed establishment where the license is held by a holder who leased the property, the two year grace period shall not commence prior to the date the property owner has regained full possession and control of the property.
- Class 'B' Beer, Class 'C' Wine, or 'Class B' Combination Alcohol Beverage Licenses New applications for Class 'B' Beer, Class 'C' Wine, and/or 'Class B' Combination alcohol beverage licenses to be located in the Density Plan Area will be accepted by the City Clerk and presented to the ALRC and the Common Council may be granted only in the following circumstances:
 - The sale of an existing business that holds a valid Class 'B' Beer, Class 'C' Wine or 'Class B' combination alcohol beverage license and is operating as a Class 'B' Beer, Class 'C' Wine or 'Class B' combination licensed establishment at the time of sale; or
 - ii. Any of the circumstances provided for in Sec. 38.05(8)(b)1, M.G.O. (i.e., death of the original licensee, bankruptcy, assignment for the benefit of creditors, or disability of the original licensee); or
 - iii. The proposed establishment is a bona fide restaurant; or
 - iv. The proposed establishment is a new hotel; or
 - The proposed establishment is part of an existing hotel wishing to expand or modify its licensed premises; or
 - vi. The proposed establishment qualifies as an exceptional circumstance; or
 - The proposed establishment is intended to replace a former Class 'B' Beer, Class 'C' Wine, or 'Class B' Combination alcohol beverage license that ceased regular operations no more than sixty (60) days two years prior to the filing date of the new alcohol beverage license application If the proposed establishment is intended to replace a former licensed establishment where the license is held by a holder who leased the property, the two year grace period shall not commence prior to the date

the property owner has regained full possession and control of the property.

5. Capacity.

- a. Any new licenses granted pursuant to the sale of an existing and operational business or under the sixty (60) day two year window described in sections 4(a) and (b) above will be eligible for a licensed capacity no greater than the licensed capacity of the former business at the time that regular operations were ceased
- b. Requests for increased capacity for existing alcohol beverage licenses within the Density Plan Area will be accepted by the City Clerk and presented to the ALRC and the Common Council-may be granted only if the establishment is a hotel or a bona fide restaurant, er-qualifies as an exceptional circumstance, or has a good track record and demonstrated experience in running a responsible establishment.
- Surrender Of Existing Alcohol Licenses. If an existing alcohol beverage license for an establishment located within the Density Plan Area is surrendered for a reason other than the sale of an existing and operational business or transfer within the Density Plan Area under Sec. 38.05(8), M.G.O., a new alcohol beverage license application for that location will be accepted by the City Clerk and presented to the ALRC and the Common Council may be granted only if the proposed established is a bona fide restaurant, qualifies as an exceptional circumstance, or falls within the sixty- (60) day two year window described in sections 4(a) and (b) above.

7 Transfer Of Existing Alcohol Beverage Licenses.

- a. An application to transfer an existing alcohol beverage license from outside the Density Plan Area to a location within the Density Plan Area will be accepted by the City Clerk and presented to the ALRC and the Common Council may be granted only if the proposed establishment is a bona fide restaurant or qualifies as an exceptional circumstance
- An application to transfer an existing alcohol beverage license from within the Density Plan Area to another location within the Density Plan Area will be accepted by the City Clerk and presented to the ALRC and the Common Council may be granted upon a finding that said transfer is not contrary to the health, safety and welfare of the community.
- 8 Pending Prosecutions. This subsection shall not interfere with Sec. 38.06(1), M.G.O. pertaining to restrictions on the issuance of new Class A or Class B alcohol beverage licenses pursuant to the sale or transfer of a business while there is pending against the current licensee any proceedings related to violations of the Madison General Ordinances conviction of which would result in automatic forfeiture of said license.
- 9 <u>Renewals</u>. This subsection shall not prohibit the renewal of any alcohol beverage license existing within the Density Plan Area.
- 10. Annual Review. On the first anniversary of the adoption of this ordinance and each annual anniversary thereafter, the ALRC shall provide a report to the Common Council and all committees to which this ordinance was originally referred regarding the impact of this ordinance.
- 110 <u>Sunset</u>. This subsection shall expire seven (7) two years from the date of enactment unless extended by the Common Council prior to the expiration date."

Fiscal Note

It is not anticipated that enactment of the Alcohol License Density Plan will significantly affect overall General Fund revenues associated with alcohol licenses.

Madison's Central Business Improvement District (BID) Board Alcohol License Density Subcommittee Meeting January 24, 2007

MEETING NOTES

In Attendance: Larry Lichte, Jessica Pavlic, Rick Petri, Hawk Schenkel. Joel Plant (City of Madison). Mary Carbine (staff)

Position/recommendations:

The whole discussion on density needs to be expanded/reframed to address the underlying behaviors (overconsumption) and problems (violence, crime, disturbances, noise, littering) which are affecting quality of life and safety downtown. Density per se is not the issue; it is the behaviors

A BID Board decision on a position re: the alcohol license density plan, and final report, needs to be informed by continued input and discussion from key stakeholders, who are in the process of analyzing the proposed ordinance:

Downtown business and property owners
Associated Students of Madison/UW Students
University administration
DMI Economic Development and Quality of Life Downtown Subcommittees

As one of the underlying goals of the license density plan is to create opportunities for non-alcohol related businesses, it is essential that this debate be informed by the results of the UW Extensions downtown Madison market analysis study (co-funded by the City of Madison and the BID, administered via DMI). The study report will present findings on current and optimal business mix downtown, how comparable communities are achieving a healthy downtown, and what policies and strategies are recommended to achieve a healthy business mix downtown to serve residents and visitors

Should the Board take the recommended position to expand the inquiry and debate, the Subcommittee recommended that the actions and strategies outlined in the BID Board memo of January 4 be analyzed to see if they can help address the problems, and that the following be added to this list:

Modifying the state statute that prohibits municipalities from requiring additional training for licensed operators. Create a program (with license holder input) for continuing education for Madison license holders (e.g., annual refresher courses), and require additional training as a first step after a violation.

Discussion

1 The option of modifying the state statute that prohibits municipalities from requiring additional training for licensed operators was discussed. Those present seemed to be in agreement that some flexibility for municipalities might be helpful. A change to this statute could create the possibility for Madison to require additional training (i.e., perhaps once a year refreshers) and to require it as a first step after a violation. Larry asked Rick if he would draft some language that Larry could then take to his contacts in the legislature. Rick agreed to look into it.

The subcommittee asked for this to be added to the list of possible solutions to be explored.

2. Jessica Pavlic (BID Board UW Student representative) reported on the first meeting of the semester of the Associated Students of Madison shared governance committee, in which the committee first discussed the license density plan. At first look, the ASM committee did not like the plan. They felt the long-term effects could harm business downtown. For example, with rising rents, what happens if a licensed establishment goes out of business, but the property owner cannot attract a non-licensed business to the space. Also, if licenses are limited within a certain area, people will go outside the area or to house parties to drink. Joel Plant replied that displacement and "spreading out" is a desired result of the plan.

Rick Petri and other committee members stressed that a mechanism for student input is very important. They felt the BID Board should be informed by both the student government and official UW administration positions.

Jessica reported that ASM plans to hold a public meeting on the plan for students. The tentative timeline is to have the meeting within the next month, and for ASM to have a statement or position on the plan by the beginning of March. Committee members suggested having Joel Plant present the plan along with speakers offering other perspectives to bring the students up to speed on the debate. Jessica will keep us posted

- 3. What is our vision for the downtown? Is it as a destination for sports, eating, entertainment, drinking? Also, are we not trying to make the downtown more dense, and create a sustainable, walkable mixed-use downtown? Because of the student population, there needs to be adequate venues for student recreation and entertainment, for them to feel a part of the community. If we agree, let's work on how to achieve this vision of a denser downtown while addressing the behaviors that are causing the problems for residents and businesses, such as assaults, noise, vandalism, etc. The neighborhood concerns are not density per se they are these behaviors.
- 4. Downtown Safety Initiative let's see if these very focused measures work, build on them, before enacting additional ordinances to restrict business.
- 5. Voluntary staggering of bartimes was used successfully on West Main St. to address bartime problems about 10 years ago in a specific area. This was a targeted way to address crowding and density. Can this be used again?
- 6. Regarding the Green Bay ordinance, the subcommittee felt that Green Bay was not a model to emulate or a comparable community. They felt it would be useful to ask about the business mix, university component, status of the area as an entertainment district, mix of retail. Also, there is an inconsistency in the ordinance regarding license transfers.

The city's fiscal efficiency auditor has supplied Joel Plant with a list of comparable cities, whose policies he is examining. Mary Carbine noted that identifying comparable cities was already part of the UW Extension study, and agreed to share with Joel the list of comparable cities and criteria from this study.

7. Given their knowledge of the district and license history, Rick and Larry expressed reservations about the accuracy of the data supplied on the increase in licenses in the target area. Rick and Joel will take another pass at the data.

From: evers [ktevers@tds net]

Sent: Thursday, February 01, 2007 4:27 PM

To: Mayor; Sanborn, Jed; Konkel, Brenda; Cnare, Lauren; Verveer, Mike; Webber, Robbie; Olson,

Judy; Brandon, Zach; King, Austin; Skidmore, Paul; Golden, Ken; Gruber, Timothy; Benford, Brian; Knox, Isadore; Bruer, Tim; Palm, Larry; Compton, Judy; Rosas, Santiago; Van Rooy, Paul; Radomski, Noel; Thomas, Cindy; Plant, Joel; Mendoza, Mario; Schauf, Mary; tcrabb@wisc.edu;

Mattke, James; steph@uvulittle.com; Witzel-Behl, Maribeth; Cole, Chuck;

mcarbine@downtownmadison org

Subject: Alcohol Outlet Density Cap

Dear City Leaders:

I commend each of you for your able leadership and your willingness to consider a rational discussion about capping the number of alcohol outlets in downtown Madison My wife Kathy and I are residents in the downtown area and we appreciate all the difficult decisions you all make to make Madison a great city.

That said, Kathy and I support a cap on alcohol outlets. Our reason is simple: violence is higher in areas that have higher number of alcohol outlets. Dealing with crime is expensive, and our police resources are limited. While we understand the notion of free enterprise and a limited governmental role, this step would not be anti-business, only common sense.

We do not come to this conclusion because we are prohibitionists. We spend time and money at the existing alcohol outlets and take our out of town friends there. Nor are we aging yuppies (we are aging) who want to make the downtown less noisy, less vibrant. We merely want resources used wisely.

Please engage in thoughtful deliberations around this matter. Capping alcohol outlets is an appropriate step to reducing violence and encouraging the continued rebirth of downtown Madison.

Tony and Kathy Evers 125 N Hamilton St Downtown Madison 250-4711

From: Fritz Hausmann [fritz hausmann@hausmann-johnson com]

Sent: Wednesday, January 24, 2007 9:41 AM

To: Mayor; Sanborn, Jed; Konkel, Brenda; Cnare, Lauren; Verveer, Mike; Webber, Robbie; Olson,

Judy; Brandon, Zach; King, Austin; Skidmore, Paul; Golden, Ken; Gruber, Timothy; Benford, Brian; Knox, Isadore; Bruer, Tim; Palm, Larry; Compton, Judy; Rosas, Santiago; Van Rooy, Paul; Radomski, Noel; Thomas, Cindy; Plant, Joel; Mendoza, Mario; Schauf, Mary; tcrabb@wisc.edu;

Mattke, James; steph@uvulittle.com; Witzel-Behl, Maribeth; Cole, Chuck;

mcarbine@downtownmadison.org

Subject: Alcohol license density

Seeing this issue from both sides 1) living and experiencing the problems close at hand, we live at Captiol Point Condo's 2) having a business downtown (Hausmann-Johnson Ins), yes we do market & do business with a number of enities in the tavern / restaurant arena; I feel it is best for the city to consider some means of maintaing a good mix of businesses. Doing so would in fact be the best way to take in to consideration all parties concerned (the people living downtown, the exsiting businesses & yes even the landlords). I believe this is especially important as the downtown begins to re-invent & re-establish itself as a economically stable, vibrant, safe & diverse community for all-----not just one special interest group & not just the catering to out of town partygoers looking for a good time at the city's expense.

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From: Richard Brown [drrichbrown@gmail.com]

Sent: Saturday, January 06, 2007 8:39 AM

To: Mayor; Sanborn, Jed; Konkel, Brenda; Cnare, Lauren; Verveer, Mike; Webber, Robbie; Olson,

Judy; Brandon, Zach; King, Austin; Skidmore, Paul; Golden, Ken; Gruber, Timothy; Benford, Brian; Knox, Isadore; Bruer, Tim; Palm, Larry; Compton, Judy; Rosas, Santiago; Van Rooy, Paul; Radomski, Noel; Thomas, Cindy; Plant, Joel; Mendoza, Mario; Schauf, Mary; tcrabb@wisc.edu;

Mattke, James; steph@uvulittle.com; Witzel-Behl, Maribeth; Cole, Chuck;

mcarbine@downtownmadison org

Cc: ssmith@madison.com; efoley@madison.com; dougmoe@madison.com; eisen@isthmus.com

Subject: Downtown alcohol density plan

Ms. Rearick and Ms. Witzel-Behl, please distribute to the Alcohol License Review Committee.

Ms. Carbine, please distribute to the Business Improvement District Board.

Mr. Crabb and Mr. Mattke, please distribute to the Downtown Coordinating Committee

Mr. Cole, please distribute to the Public Safety Review Board.

Dear All,

As a physician and researcher who specializes in alcohol problems, I'd like to inject some science and logic into the discussion on the downtown alcohol density plan.

It's a fact that most downtown crime, violence, and disturbances involve alcohol. It's a fact that numerous scientific studies show that neighborhoods with high alcohol outlet density have higher rates of crime, violence, and disturbances than those with low density. It's a fact that one person's excessive drinking often harms others through violence, property destruction, and other disturbances. It's a widely accepted principle that government's first responsibility is to ensure the safety and security of its citizens. It's a fact that current policy is failing to meet this responsibility in downtown Madison.

The best available scientific evidence suggests that decreasing the density of alcohol outlets would reduce downtown's crime and violence. The scientific literature does not support concerns that decreasing density will cause harm by driving drinking underground. All else being equal, maintaining or slowing the growth of density, as the current plan proposes, will only maintain or slow the growth of crime and violence. Such a plan would not fulfill the Mayor's and the Council's primary responsibility to their constituents.

If reducing density seems unpalatable, let's consider other possible research-based solutions. It's a fact that more vigorous law enforcement decreases crime, violence, and disturbances. Of course, this would require investing in a larger police force. It's a fact that raising the price of alcohol through higher taxes reduces excessive drinking. Opponents of reducing density, please propose another scientifically based plan to address downtown crime and violence.

Just as many alcoholics are in denial about their illness, much of Madison is in denial about its downtown drinking problem. How much more crime and violence must there be before we agree to take serious action? Let's opt for some medicine now while our disease is treatable. Let's not wait till downtown hits bottom, when urban fright, flight, and blight become a vicious circle.

Richard L. Brown, MD, MPH

Associate Professor Department of Family Medicine UW School of Medicine and Public Health

Clinical Director
Wisconsin Initiative to Promote Healthy Lifestyles

125 N Hamilton St Unit 1001 Madison, Wisconsin 53703-4162



Madison's Central Business Improvement District (BID)

MEMO

Date: January 4, 2007

To: Public Safety Review Board members

Alcohol License Review Committee members Downtown Coordinating Committee members

Downtown Madison, Inc., Economic Development & Quality of Life Downtown Cmtes

Cc: Alders Olson, Verveer, King and Konkel

From: Business Improvement District Board

c/o Mary Carbine

Executive Director, Madison's Central Business Improvement District (BID)

P O. Box 71 Madison, WI 53701 t (608) 443-1973 f (608) 256-0333

mcarbine@downtownmadison.org www.visitdowntownmadison.com

Re: Alcohol Density Plan Followup

In the January 4 meeting of the Board of Madison's Central Business Improvement District, the Board referred consideration of the Alcohol Density Plan to its February 1 meeting.

To follow up on the BID Board memo of Dec. 8 and to keep you appraised of its work, the BID Board shares the following updates from its Alcohol Density Subcommittee, and notes from the BID Dec. 13 public hearing on the Alcohol Density Plan. The Subcommittee continues its work in consideration of the plan.

- 1. The Subcommittee agrees that there are problems with overconsumption, alcohol-related disturbances and violence downtown which must be addressed.
- 2 The Subcommittee recommends that the timeline for consideration of the Alcohol Density Plan by all City Committees and Council should be slowed down, because:
- a. City staff still need to gather information to fully answer the questions posed in the BID Board memo of Dec. 7 on license and capacity activity, to provide a retrospective analysis of net license and capacity gain or loss in the target area, and to clarify the rationale for the plan, its potential impacts, and how success will be measured.

On Dec. 9, staff (Joel Plant) indicated a hand count of license applications and a manual search for prior licenses would be necessary to provide full responses. In the January 4 Board meeting, Joel Plant indicated work is underway but would take some time to complete.

- b. Stakeholders and potential problem-solvers (e.g., the Downtown Madison Inc. Economic Development and Quality of Life Downtown committees, UW Madison students) still need time to discuss and weigh in the policy and how they might contribute to solutions for the problem. This collaborative approach was successful with Halloween, and can serve as a model here. The Downtown Madison, Inc., committees have yet to meet on the plan, and Associated Students of Madison will not be able to convene an initial meeting on the topic until after the semester begins January 22.
- c. The downtown market analysis study, co-funded by the City of Madison and the Business Improvement District in partnership by DMI and being performed by UW Extension with the input of a downtown property and business owners, is not scheduled for completion until late spring or early summer 2007.

One of the stated goals of the density plan is to provide opportunities in the downtown area for businesses not associated with the sale of alcohol.

This market analysis study will provide hard data and real insights and tools for understanding what types of businesses will thrive downtown, what needs to be done to recruit and retain a good business mix, and what city policies would be most helpful.

- d. The process of community input into the plans for the funds allocated to Downtown Safety has just begun. We believe that the discussions of the Density Plan and Downtown Safety Plan, and proposed solutions and strategies, should take place in tandem and inform each other.
- e. A larger community discussion on safety downtown, and what our vision of downtown should be (e.g., do we want our downtown to be a destination entertainment district?), and what policies would be achieve these ends, needs to take place at the same time more immediate, practical problem-solving actions can be initiated (see #3). This discussion needs to involve all stakeholders and types of downtown residents.
- 3. The Subcommittee recommends a multi-faceted approach to the problem of overconsumption and resulting disturbances, violence, and drain on resources. Effective solutions require business and property owner participation, working with downtown residents, students, the city and the University.

The Subcommittee recommends the following actions and strategies be analyzed to see if they can help address the problems. Some of the recommended actions and strategies involve enforcement and regulation; others involve the business community.

- a. Focus existing enforcement and regulatory resources on the problem overconsumption, late night, Thursday-Saturday, and for special events that have a history of generating problems related to overconsumption (i.e., football games). Target enforcement of overserving and penalties for establishments that overserve.
- b. Support the work of the ALRC in issuing and regulating licenses by developing better guidelines and criteria for fairly recommending issuing and suspending licenses (revisit 2003 policy and procedures discussion) and handling "problem" establishments. Identify aspects of licensed establishments that are relevant to the problems (i.e., capacity, square footage, definition of a restaurant), and create conditions that can be more stringently applied.

- c Institute more immediate review of police calls from licenses establishments to see if they indicate problems with operation (see especially "a"), and review of license conditions in light of police calls. Bring owners of licensed establishments in earlier for consultation when problems first occur or seem imminent, and consider re-instating probationary periods or other conditions that must be met.
- d. Consider a regular schedule of follow-up with and audit of establishments to see if they are meeting license conditions.
- e. Consider requiring additional operator education and refresher courses, particularly on regulations and procedures directly related to the problems (i.e., overserving).
- f. Look at improving transportation options to alleviate bar-time density and crowding outside establishments. For example, designate certain bus stops on State Street as cab stands, and allow cabs to pick up patrons there. This could provide more transportation options, alleviating crowding, and provide an alternative to walking home alone
- g. Continue discussion of a change City policy to allow licensed establishments to hire off-duty police with full arrest powers as security (currently, bars cannot hire off-duty police for security). Make the hiring of such off-duty police security a possible condition of an alcohol license. (In bigger cities such as Chicago, this is a standard practice or condition for liquor licenses for, say, larger clubs). This would allow for increased police presence without increased cost to the taxpayer. While the Madison Police Department has indicated they would not support such a change, we believe this discussion should be continued.
- h. Identify environmental improvements (such as lighting or video surveillance) which could make downtown businesses and properties safer.
- i. Work with the BID Board, city agencies, and BID license-holders to improve communication and develop voluntary measures to help licensed establishments meet regulations and "best practices" to alleviate the problems.

Examples of BID activities might include:

- Develop a list of best practices that the BID could distribute to all license holders in the BID.
- Pull together establishments in a certain area to work with the police and City Attorney to agree to some voluntary measures to deal with specific area issues that may develop.
- Facilitate meetings between license holders and city officials related to special events (this has been done in the past for Halloween).
- Ask the central district police Captain to meet with the BID Board on a regular (biannual? quarterly) basis to tell the BID Board what's happening from their perspective and to determine if we could be of assistance. At the same time, the BID Board could contact BID licensed establishments on a periodic basis to learn of their concerns, issues and suggestions are, and bring that message to the city

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Madison's Central Business Improvement District (BID)

Public Hearing – Alcohol Density Plan – December 13 - NOTES

In attendance:

BID Board, Business, Property Owners:

Kami Eshragi (Kimia Lounge)
Larry Lichte (Empire Reality)
Kelly Meuer (State Street Brats)
Brad Mullins (Mullins Group)
Stacy Nemeth (Fiore Companies)
Rick Petri (Murphy Desmond)
Sandi Torkildson (A Room of One's Own Bookstore)

Downtown Residents:

Rosemary Lee
Jamie McCarville (Capitol Neighborhoods)
Julia Sherman (Capitol Neighborhoods)

City of Madison:

Joel Plant (Alcohol Policy Coordinator) Ald. Judy Olson, ALRC member Ald. Mike Verveer, ALRC member

Staff:

Mary Carbine (BID) Mitch Freund (BID) Susan Schmitz (DMI)

Discussion Notes (discussion facilitated by Guy Van Rensselaer)

1. What do we see as the problem?

High population of young people Bad operators (license holders)

Transition to urban area vs. expectations of residents to have non-urban neighborhood Conflicts between uses of downtown: entertainment district vs. liveable neighborhood Right balance between retail and entertainment (Sandi). Balance is fragile right now. Need to preserve retail mix

Restriction of free enterprise

Existing policies and regulations not enforced.

While plan is presented as being based on correlation, not causation, the resolution language does imply causation ("Whereas Police sectors currently contain a total of 27% of all licenses issued/34% of all Class B licenses, and consequently experience a high volume of alcohol-related problems") and presumes the density plan will address the problems (Rick) Density makes downtown a criminal zone of opportunity (Jamie McCarville) Inexperienced license holders.

Density creates competition, which could lead license holders to overserve, etc. Problem is focused on a few days and times of the week (Thurs-Sat late night); it is not a generalized problem.

2. What do we like about the proposal?

It gives us an opportunity to look at the problem (Rick)
Some like it because it will increase the value of existing licenses (Kami)
It does not harm existing businesses because they could still sell their business (Sandi)
It is reasonable and will be evaluated
It allows restaurants, grocery stores, and other non-tavern types of businesses
It is simple, and other measures could follow

3. What do we dislike about the proposal?

(Larry)

It is not business-friendly

It attacks responsible property owners who are trying to rent their spaces

It creates hardship for property owners, and makes it difficult to rent to non-licensed tenant If a licensed establishment closes, there is no grace period to allow for selling the business It could increase the density of drinkers at existing establishments

The premise of the plan is not sound.

Just closing bars does not create opportunity for other tenants. Hard to find other tenants (retail, service, office). They don't want smaller, older spaces with no parking or elevators

Cap Neighborhoods:

At best, it is a cap. It will not reduce density. It is not preventative It assigns additional responsibilities to the ALRC without additional resources.

Brad Mullins:

It affects the bottom line, value, and tax base for property owners

It will devalue and downzone property.

There are already existing regulations to address the problem, why are we creating new ones? It is a taking of property rights.

Rick: It will constrain the ability of downtown to be an entertainment district

Sandi Torkildson

The proposal does not reflect the reality of the rental marketplace. However – is the "best use" always the most profitable use? What about what it the best use for the community, the neighborhood?

The plan does not address density within the zone – like on certain blocks, nor does it help foster mixed uses within the zone

Kelly Meuer:

What is good about the current process is that people get the opportunity for due process. Regular people trying to start a business can go make their case in front of the ALRC and engage with the government. With this proposal, you don't even get the opportunity for due process, to present your case.

How can you really determine the right density for an area?

Proposal will drive people-especially young people-to unlicensed taverns ("house parties") which are unregulated and less safe environments where all kinds of bad things can happen. There is no insurance, no culpability, no ALRC oversight, no motivation to call the police if something bad happens.

Rick: There would be unintended consequences for downtown vitality. Under this proposal, there would have been no Fluno Center bar, no Barriques, and it could it have impeded the Overture Center's ability to quickly find a new caterer.

Kami: The proposal does not address the problem of restaurants that are really operating as bars, especially late night. [Joel Plant said that there is and will be increased auditing and enforcement of this.]

4. What isn't the proposal providing that we need?

Cap Neighborhoods & Mary: Data – information on capacities downtown, recent license activity, net gain (or loss) in license capacity in last five years.

Rick: Real causes – the proposal does not clearly identify the real causes of the problem. It is an answer looking for a problem.

Kami: Does not address "restaurant operating as a bar" problem.

Rosemary: Ability of city to regulate bar closing times – this is dictated by state statute, although the city can ask the state to revised the statute.

Sandi: Doesn't allow good operators to expand; stifles creative entrepreneurship

5. What are we getting that we don't want?

(NB: Only things that have not been mentioned before)

Extra regulation that duplicates the process we already have with the ALRC.

Judy Olson: Replied that the ALRC process does not work perfectly. ALRC members want established guidelines for a fair basis to grant or deny licenses, rather than just on a case-by-case basis (which many in the room might complain is also unfair).

6. What are barriers to success for the proposal?

45,000 students in the near vicinity.

House parties

Pervasive Wisconsin culture of drinking and overconsumption

Larger social issues

Consumers and the marketplace are not predictable. Results and impacts of the plan may not be what is intended or anticipated.

Bars will just locate immediately outside the target area.

7. What are other ways to address the problems?

Rick: Carrot + stick. Carrot = district and industry voluntary self-regulation, code of conduct (operation of licenses establishments). Stick = more focused use of police resources to target this Thurs-Sat late night problem.

Rosemary: More honest dialogue with 18-24 year-olds

Cap Neighborhoods: Public education on what a density plan really is. This isn't a true comprehensive density plan. A real density plan would include social host laws and keg registration, for example

Mary: Improve late-night transportation options, especially at bar time (cab stands on State Street?)

Rick: Continued community dialogue about problems of overconsumption.

From: Mary McCarthy [mmccarthy@TNC.ORG]
Sent: Wednesday, December 27, 2006 2:03 PM

To: Mayor; Plant, Joel; Witzel-Behl, Maribeth; mcarbine@downtownmadison.org; Mattke, James;

Cole, Chuck Zellers, Ledell

Subject: FW: Alcohol License Density Plan

Forwarded.

----Original Message----

From: Mary McCarthy [mailto:mmccarthy@TNC.ORG] Sent: Thursday, December 21, 2006 11:29 AM

To:

Cc:

Subject: Alcohol License Density Plan

Ledell,

Thank you very much for the work you have done on the downtown Alcohol License Density

I am pleased that the plan not only addresses the obvious safety and social issues related to over consumption of alcohol, but also talks about the economic problems related to the image of a place with so many bars.

As a downtown resident I have been frustrated how often the announcement of a new business opening downtown is just another restaurant, bar or cute touristy shop.

As you said, the night life in downtown Madison is fun, but I still can not purchase so many basic household items without going to the dreaded mall.

It seems that downtown is still being promoted as a place to party but not a place to live over the long term.

Keep up the great work, and have a relaxing and peaceful holiday!

Mary McCarthy 533 W. Main St. #303 Madison, WI 53703

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Memo To: Downtown Coordinating Committee

Business Improvement District Alcohol License Review Commission

Public Safety Review Board

Joel Plant

Mayor Cieslewicz Alder Verveer Alder Olson Alder King Alder Konkel

Cc:

Tavern League

From:

Ledell Zellers, President Capitol Neighborhoods, Inc.

Subject:

Alcohol License Density Plan and issues related to alcohol problems downtown

Capitol Neighborhoods, Inc. appreciates the efforts being made to reduce the alcohol related problems downtown. As outlined in the attached statement regarding the density of alcohol licenses in the downtown, CNI has identified three serious problems related to the density of alcohol licenses downtown: public safety, economic diversity and wise use of taxpayer dollars. We believe an Alcohol License Density Plan will help ameliorate these serious problems. However, all involved must recognize that the current plan essentially maintains the current level of alcohol license density. While the plan as written is better than no plan, if we adopt it as currently written, we will not be capitalizing on research-based data that tells us that decreasing the number of licenses downtown would reduce alcohol-related problems and the social and monetary costs that result. The proposed plan is essentially saying that we are content to maintain the level of downtown alcohol problems as they are now. A true plan to address alcohol fueled problems would aim to decrease density and capacity by freezing issuance of new licenses and automatically retiring old ones that are surrendered. We also understand that creating a workable and effective public policy based on research findings is a painstaking and iterative task.

We believe that the effectiveness of the Alcohol License Density Plan will depend on the commitment of city officials to vigilantly monitor and take swift and effective enforcement action in the situation where we see the weakest link of the plan – the propensity of restaurants to morph into bars. If that kind of swift effective enforcement action does not happen, the ability of the plan to accomplish the stated goals will be seriously undermined. To enable that action to be taken, the plan should clarify that in order to be classified as a restaurant, an establishment must have at least 50% food sales as a fundamental requirement. The plan must then include clear, specific requirements for documentation that provides the breakdown between food and alcohol sales, which if not provided within one week of request by a city enforcement official, would result in the suspension of the license until the required and pre-defined documentation is provided.

In addition, if licenses are not retired in harmony with the goal to decrease the number of licenses, then minimally, to make the plan more effective, it should clarify that an alcohol license will not be issued to a property if the business located there at the time of sale has a legal/administrative action pending related to problems with alcohol. While that criterion is noted in press stories about the Alcohol License Density Plan, this is not clearly stated in the plan itself.

We look forward to working with you on these recommendations and other aspects of the plan to assist in making the plan one which will help Madison accomplish what we all want - a healthy, safe, economically diverse and vibrant downtown

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Capitol Neighborhoods, Inc. Executive Council

Statement in regard to alcohol problems downtown and the proposed Alcohol License Density Plan

Safety, Economic Diversity and Wise Use of Taxpayer Dollars

There are three primary reasons why an alcohol license density plan is sorely needed for Madison's downtown: Public Safety, Economic Diversity and Wise Use of Taxpayer Dollars. An important note, while we call the proposed plan an alcohol license density plan, it is a plan that will, at best, hold the line on an increase in the number of bars. Given the propensity of restaurants to morph into bars, a strong definition of restaurant along with vigilant monitoring and effective and swift enforcement action will be required to keep the number of bars from <u>increasing</u> under the alcohol license density plan

The first reason an alcohol license density plan is sorely needed is **Public Safety**. Statistics provide a mechanism to show a relationship between events. The statistics show a direct correlation between alcohol licenses and violence. Most who have looked at the large amount of data on this topic therefore agree that alcohol license density and area violence go hand in hand. Most would concur that an alcohol license density plan is not the only piece of the public safety and alcohol control puzzle but most who have looked at the data would concur it is a necessary piece.

A major responsibility of city leaders is protection of public safety. Some of our leaders are concerned that a downtown density plan will create pressure on them to have more bars in their aldermanic districts or their neighborhoods. However, the reluctance to address alcohol licenses in other areas of the city is not a sufficient reason to sacrifice our downtown and the heart of our city.

The second reason an alcohol license density plan is important has to do with the need for **Diversity of Economic Development** in our downtown. Again, a look at the data supports the need for controlling the proliferation of bars downtown if we want a diversity of retail establishments, if we want people to continue to move downtown, if we want Overture and Monona Terrace to be successful for the long term. As noted in an Institute for Public Strategies Fact Sheet (with six footnotes of the data sources): "The proliferation of alcohol outlets is thus both a symptom of economic decline and a factor that worsens the decline." The fact sheet points out that a high concentration of alcohol outlets can hamper economic development. It notes that while these particular establishments may be heavily patronized, "they add little intrinsic value to the community as a whole, and they make the area less attractive to other types of retail business." While most of us appreciate having late night entertainment venues as well as some bars in our downtown, we want a diversity of establishments. The growth in bars and the associated violence is making this diversity very difficult.

The third reason an alcohol license density plan is sorely needed is **Wise Use of Taxpayer Dollars**. The cost associated with the overconsumption of alcohol is enormous. It includes not only the obvious costs of police being called to the scene of fights and attacks but also the costs associated with detox, the costs associated with court cases, and the costs associated with ruined lives. And while an alcohol license density plan in the downtown clearly will not eliminate these costs, it can play a role in reducing the costs. The police department's improved approach to addressing out-of-control house parties is another piece in getting a handle on these costs. Contrary to some of the comments being made, addressing one does not preclude or supersede addressing the other. We have plenty of uses for our taxpayer dollars in lieu of spending on problems associated with alcohol overconsumption. like addressing the root causes of social ills, effectively addressing transportation issues, addressing affordable housing needs and generally improving the quality of life in our city. Let's try to reduce the dollars going to address the results of overconsumption of alcohol by implementing an effective alcohol license density plan so we can use our city dollars more wisely.

And so, there you have it. three reasons why we have a responsibility to address the density of alcohol licenses in our downtown. In summary:

Do we want to hold the line on violence downtown? Do we want to have economic diversity downtown? Do we want to use taxpayer dollars wisely?

While the alcohol license density plan can be tightened up to be more effective and while it will require vigilance on the part of our city officials to be successful, and while we all acknowledge, it is only one piece of addressing the problems with overconsumption of alcohol in our downtown, it is an important piece and is sorely needed. So, let's swiftly get this plan into place to protect the health and safety of all the people that use our downtown, to protect the economic diversity downtown and to protect taxpayer dollars.



Madison's Central Business Improvement District (BID)

MEMO

Date: December 8, 2006

To: Public Safety Review Board members

Alcohol License Review Committee members Downtown Coordinating Committee members

Cc: Alders Olson, Verveer, King and Konkel

From: Business Improvement District Board

c/o Mary Carbine

Executive Director, Madison's Central Business Improvement District (BID)

P O Box 71 Madison, WI 53701 t (608) 443-1973 f (608) 256-0333

mcarbine@downtownmadison org

www.visitdowntownmadison.com

Re: Alcohol Density Plan

The proposed Alcohol Density plan has been referred by Council to the Board of Madison's Central Business Improvement District (BID) as well as to your committees

As you are likely aware, the density plan target area is within the BID footprint, and will have direct impact on the district and its members.

The BID Board has already addressed the plan in previous meetings. We will continue to give careful consideration to the plan, and have scheduled a public hearing for our constituents (notice attached) before submitting our final report

We are providing the BID Board recommendations on the plan to date for your reference, along with questions we have posed to staff to clarify the rationale for the plan, its potential impacts, and how success will be measured.

About the BID:

Formed in 1999, Madison's Central Business Improvement District (BID) is a special assessment district encompassing State Street and the Capitol Square. The district contains approximately 300 retail, restaurant/bar and service businesses, with 200 property parcels owned by about 100 property owners. The BID works to market the district as a whole, create a welcoming downtown environment, further community relations, and advocate for the needs and interests of the district. For more information, see www.visitdowntownmadison.com.

- **I. Recommendations:** In the November 2 BID Board Meeting, the following recommendations were approved:
- 1. The current timeline for consideration and implementation of the policy is too rushed and should be slowed down. There must be adequate time for the policy to be fully understood and discussed by stakeholders (including downtown property and business owners and operators) and the community in general, and for feedback to be provided.
- 2 It should be understood that downtown property and business owners and operators are a valuable resource. They have direct, day-to-day understanding of the downtown and its patrons, and can provide insights into how to best address the problems with which the policy is concerned. A range of downtown business, property and bar owners and operators should be proactively involved in consideration of this policy.

The BID Board requests:

- a Council referral of this policy to the BID Board for formal consideration
- b. That at least two public listening sessions be organized in addition to the committee referrals:
 A business meeting (the BID can organize)
 A general public meeting
- c. Information be obtained and shared about enforcement models and alcohol policies for other comparable communities (mid-size cities that are also college towns), such as Austin, TX and Boulder, CO.

II. Questions:

In considering the plan, the BID Board determined it needs additional information to clarify the rationale for the plan, its potential impacts, and how success will be measured. The following questions were posed to staff (via Joel Plant, Alcohol Policy Coordinator and Mario Mendoza, Aide to the Mayor).

- NB: These questions reference materials provided by Joel Plant, Alcohol Policy Coordinator:
- a) background information provided with the 9/20/06 draft of the Alcohol Density Plan:
- b) map of the plan target area:
- c) "Alcohol-Related Violence in Downtown Madison," presentation by Nicole DeMotto, City of Madison Police Department

Questions:

- 1) How will success of the proposed Alcohol Density Plan be measured? What are the success indicators? Who will measure the degree of success? When and at what intervals?
- 2) What is the current (Dec. 2006) number of:
 - a) Class B combination liquor licenses issued in Madison overall
 - b) Class B combination liquor licenses still available
 - c) Class B combination liquor licenses issued (i.e., currently held) in the targeted area?
- 3) What is the current number of Class A Beer and Class A Liquor licensed stores in the targeted area?

- 4) Is there data on the density of unlicensed taverns ("house parties") in the target area? (For example, enforcement records).
- 5) What is the a) average, and b) median, capacity of Class B combination licensed establishments in the targeted area? Is the overall capacity figure of 12,000 (targeted area) still accurate?
- 6) To clarify the recent volume of license activity, and net gain and loss of licensed establishments: In each of the years 1998 through 2006, what is the breakdown of license activity in the target area?
 - a. How many licenses of each type were granted for locations that had not previously held a license?
 - b How many licenses of each type were granted for locations that previously held a license (sales of business, transfer of license holder, etc.)?
 - c How many licenses were effectively transferred to new locations?
 - d. How many licenses of each type that were granted were modifications to existing licenses?
 - e. How many licenses were abandoned?
 - f. What were the addresses of these various licensed establishments?
- 7) The background information provided in the Sept 20 draft of the Alcohol Density Policy states that "regularly-collected statistics are not currently available to measure the quantitative effect of alcohol-related problems on police resources" Has there been any change since September? Are such statistics now available?
- 8) Demographic data* shows that 67% of residents of the target area or immediately adjacent areas (ZIP codes 53703 and 53706) are between the ages of 15–24, with median ages of 24 and 18, respectively.

In terms of the correlations presented between alcohol license density and violence/disorder, has comparable research been done or statistics collected on correlation between density of residents age 15-24 in various police sectors, and incidents of alcohol-related disorder?

- 9) The data in the presentation by Nicole DeMotto entitled "Alcohol-Related Violence in Downtown Madison" is from 1998 through 2003. Are statistics and a breakdown available for alcohol-related violence and alcohol-related disorder for Sectors 403, 404, 405, and 406 during the years 2004, 2005 and 2006 to date? Also, are the primary types of incidents causing concern still the same (battery, disturbance, fight, liquor law, substantial batteries)?
- 10) Is basic demographic data available on those involved (offenders and victims) in the above incidents in the target area: age, gender, ZIP code of residence?
- 11) Is there data on whether those involved (offenders and victims) in the above incidents have been at licensed taverns, unlicensed taverns, or restaurants prior to the incidents?

*Source: Madison Book of Business 2006, data from ESRI Business Information Solutions

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Madison's Central Business Improvement District (BID)

Public Hearing / Listening Session

Proposed City of Madison Alcohol Density Plan

Wednesday, December 13
5 – 6:30 pm
Madison Senior Center, Room 1 (2nd floor)
330 West Mifflin St.
(Parking available nearby at the Overture Ramp, 318 W. Mifflin St.)

What is the Alcohol Density Plan?

The City's proposed Alcohol Density Plan (attached) was introduced at City Council Dec. 5, starting off several months of committee referrals, public hearings and discussion.

The plan states that "research has shown a strong relationship between the density of alcohol-licenses and the frequency of alcohol-related problems." If approved, the plan would establish policies that limit new alcohol licenses from being issued in the central downtown area.

The City Council has referred the Alcohol Density Plan to the BID Board for input. The plan will also be discussed at meetings of the Alcohol License Review Committee (ALRC), the Downtown Coordinating Committee, and the Public Safety Review Board. The plan will likely return to City Council for vote in February.

What Do You Think?

The BID Board has discussed that this proposed plan involves issues of property owner rights, public safety, economic development, neighborhoods, and law enforcement. Because this plan is designed to impact the central downtown, the BID Board wants to hear from you—the BID property and business owners—to inform its response to the Alcohol Density Plan.

Please attend to learn more about the policy, its background and potential impacts, and to discuss what it could mean for your business, property and the BID.

If you cannot attend, but want to share thoughts and feedback, please contact Mary Carbine, BID Executive Director, Madison's Central BID, P.O. Box 71, Madison, WI 53701, 608-443-1973 or mcarbine@downtownmadison.org.

If you need an interpreter, material in alternate formats or other accommodations to access this service, activity or program, please contact the BID office at 608-443-1973 or mcarbine@downtownmadison.org by Friday, December 8.

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Witzel-Behl, Maribeth

From:

Stonestreet, Peggy

Sent:

Monday, June 18, 2007 11:01 AM

To:

Witzel-Behl, Maribeth

Subject:

FW: Alcohol License Density Plan

----Original Message----

From: Jack Williams [mailto:jack@gennaslounge.com]

Sent: Monday, June 18, 2007 12:30 PM

To: Stonestreet, Peggy

Cc: Plant, Joel

Subject: Alcohol License Density Plan

Hello, I'm Jack Williams and my wife, Kristi Genna, and I own Genna's Cocktail Lounge at 105 W. Main St. I am writing in opposition to the proposed Alcohol License Density Plan. While some of the revisions since inception have made it slightly more palatable I believe it remains a flawed document lacking foresight. I believe the existing ordinances give the ALRC all the tools it needs to adequately reprimand problem establishments. One of the real problems as I see it is the provision that any new Class B license has to be a bona fide restaurant. These are concerns that can and should be handled on a case by case basis. The ALRC can use its discretion, based on the applicant, the location etc., all the variables that impact any particular Class B application. Additionally the provision requiring that an existing location, if closed for a set amount of time, changes hands and reopens under a different license needs to then be a bona fide restaurant is particularly onerous. What this plan will do is eventually legislate the corner bar out of existence. I would argue that the corner bar is really part of the fabric of our cities in Wisconsin. I urge you to reject the ALDP in its current form. Thank You Jack Williams

Jack Williams

jack@gennaslounge.com

Date:	6/20/07

City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
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Date: 6/20/07

City of Madison Registration Statement – Alcohol License Review Committee

You must register before the ALRC considers your item.

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Date	Signature
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Date: 6-20-07

City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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Date: 6-20-07

City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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Date: 6/26/07

City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
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Date: 6/20/07

City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

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City of Madison Registration Statement – Alcohol License Review Committee

You must register before the ALRC considers your item.

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Agenda Item #54 • Alcohol License Review Committee • June 20, 2007 Ordinance Alcohol Density Plan

Motion:										
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City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature		
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Date:	7/18/	107

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Date: 1/18/2007

City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
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Date: 7/18/07

City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
	Print Name

Date:	

You must register before the ALRC considers your item.

Please Print Agenda No. Please check the appropriate boxes: Oppose Support Wish to speak Wish to speak Do not wish to speak Do not wish to speak Available to answer questions Available to answer questions At this meeting are you representing an organization or a person other than yourself: (If you answered "no," STOP; you need not complete the rest of this form. If you answered "yes," go on to the next question) Name, address and telephone number of each person or organization you are representing: Are you being paid for your representation? Yes No Are you appearing as part of your other paid duties for this person or organization? Yes (If you answered "no," STOP; you need not complete the rest of this form. If you answered "yes," go on to the next

Speaking Limits: Public Hearing 5 minutes
Information Hearing 5 minutes

Other Items 3 minutes

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Date: 7-18-07

City of Madison Registration Statement – Alcohol License Review Committee

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Information Hearing	5 minutes 5 minutes 3 minutes

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Date: 47-18-07

City of Madison Registration Statement – Alcohol License Review Committee

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Date: 7-/8-2007

City of Madison Registration Statement – Alcohol License Review Committee

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Date		Signature
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2. Surset changed fun. 7 to 4 yrs.
3. Annual Review Required
Agenda Item #33 · Alcohol License Review Committee · July 18 2007
Ordinance · 05739

Motion:	4. bour	James - entire Cen	tral Business
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ALRC Members		HARLETTE PT		Aye	No		Aye	No		Aye	No
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Mr. Hart	P	A									
Mr. McNamara	P	A	W								
Ms. Rearick	P	A									
Alderperson Schumacher	P	A									
Mr. Sentmanat	P	A									
Alderperson Verveer	P	A									
UW-Madison Designee Ms. Crim	P	A							3, ()		
Police Dept. Designee Captain Gloede	P	A.									
Alcohol Policy Coordinator Mr. Plant	P	A							1		
Tavern League Designee Mr. Shapiro	P	A									
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July 30, 2007

Dear Members of the ALRC:

As you know, alcohol use and abuse is a community wide issue here in Wisconsin and in our city. It has been a particularly sensitive issue and acute problem in the downtown and campus areas of Madison. Last year, several downtown and campus area neighborhood associations sent a letter to Mayor Dave Cieslewicz and Chancellor John Wiley asking them to engage residents in a city-wide discussion aimed at working together to develop a set of strategies to address several alcohol related issues. Since that time, the Mayor's office and the Chancellor's office have been working with citizens to identify effective program and policy plans and actions that can be implemented to address the problems.

As a part of these discussions, everyone involved has agreed to identify and act upon areas where we each can have an impact as citizens, through official city policies and as a university community. The neighborhood residents and their associations have identified a number of problem areas, outdoor beer gardens and amplified music, noise, distasteful, loud and boisterous behavior in the residential areas of the neighborhoods as a result of intoxication, public drunkenness, illegal parking, driving impaired and other issues. On campus an alcohol issues group made up of university administrators reviews issues and problems, and then develops and implements campus wide policies as they relate to and affect students and surrounding neighbors. As an example we are taking a more critical view of some of the events held on campus. We are taking steps to minimize alcohol surrounding those events, particularly on game days. Last year and in the future on football Saturdays, we have implemented a plan to limit the use of open parking lots to five hours prior to kick-off time in an effort to reduce the amount of alcohol related pre-game activity that takes place on University property. In addition, we have designated game day parking lot 34, at the lakefront along the lakeshore path, as an alcohol free family friendly lot.

As a good neighbor, we want to demonstrate greater control over, and to avoid expansion of alcohol related activities around university events, especially those that have obvious impacts on the surrounding neighborhoods. As a result we are not interested in supporting new events on campus or in surrounding areas, which promote and expand the use and abuse of alcohol. We discourage granting any new license requesting a beer garden or change of licensed premises which seeks to add a beer garden. Our current stance is consistent with the stance taken last spring in a letter that was sent to the plan commission as they discussed applications requesting to add additional beer gardens coinciding with University of Wisconsin-Madison Football games. This kind of expansion of alcohol or land use policy is inconsistent with prior agreements we have made with our neighbors, and the university's goal to working closely with the city to reduce the abuse of alcohol, to monitor and control the violation of alcohol license ordinances, and to foster a healthy and safe environment on campus and in our city's neighborhoods.

Sincerely.

Acting Special Assistant to the Chancellor

cc: ALRC committee members; Alder Julia Kerr; Alder Eli Judge

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Date:	8-15-07	

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Date	Signature
	Print Name

Date: 8-15-07

City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
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Date: 4-15-07

City of Madison Registration Statement – Alcohol License Review Committee

You must register before the ALRC considers your item.

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Other Items 3 minutes

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Date: 8-(5-07

City of Madison Registration Statement – Alcohol License Review Committee

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Agenda No. 29 Please check the appropriate boxes:	Name Lary Lichte Address Enpire Mealty (o 123 W. Main St Madism 53703
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		ed "no" to any of the last three questions, please call the City Clerk at 266-4601 or go to the Clerk's 103 of the City-County Building, Madison, for more information.)
Date	8	Signature Print Name Mary Control Jerry Larry Cich Co
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Date: 8/15/07

City of Madison Registration Statement – Alcohol License Review Committee

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Date	Signature
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DANE COUNTY YOUTH COMMISSION

07 E & 29 Ft. 2-19



KATHLEEN FALK
Dane County Executive

BARBARA ARNOLD Chair, Dane County Youth Commission

To: Stephanie Rearick, Chair

Alcohol License Review Commission

August 27, 2007

LYNN GREEN,
Director, Department of Human Services

CONNIE BETTIN
Prevention Services Manager

As the Alcohol License Review Commission considers adopting an Alcohol Density Plan for the City of Madison, the Dane County Youth Commission would like to share its concerns and some data on underage alcohol use.

The Youth Commission periodically conducts a self-report survey of Dane County students grades 7-12 on a number of health and social issues, including alcohol consumption. In 2005 the Youth Assessment data indicated that over 50% of high school youth report using alcohol, some rarely or occasionally. Almost 30% report using alcohol 1-3 times a month; 10% report using alcohol 1-3 times per week and 3% report daily alcohol use. A study of three California cities showed that communities with high outlet density have significantly higher levels of underage drinking as well as gang-related behavior. The national Substance Abuse and Mental Health Services Administration indicates that youth who begin using alcohol prior to age 14 are four times more likely to become problem drinkers as adults. This research clearly indicates that underage drinking occurs in our community and that it increases the risk of alcohol problems later in life. We feel this data and the potential impact of alcohol density decisions on Dane County youth are important for public officials to consider in their deliberations regarding alcohol policy.

The analysis reported in the Wisconsin State Journal (Sunday, July 15, 2007, A-1) on student drinking in the downtown area paints a picture of young people very much out of control. Some young drinkers are exhibiting criminal behavior and some are victims of such behavior. Many college students who excessively consume alcohol are reportedly under the legal drinking age of 21. This issue also impacts high school students in our community who emulate university students when it comes to alcohol consumption. State Street is a big draw for high school students where busy bartenders often serve them without checking for proper identification. It appears there is a negative correlation between the number of alcohol outlets, the availability of alcohol to underage youth, and youth over consumption in the downtown area that requires significant consideration.

For the protection of our youth, the members of the Dane County Youth Commission strongly encourage the ALRC to review the available research and consider how youth are affected by alcohol density issues as a part the Alcohol License Density Plan development. The Youth Commission further recommends that the ALRC insure that licensed liquor outlets ask for proper identification from customers to avoid serving those under the age of 21.

Thank you for your time and consideration in this matter. If you would like additional data or information, please phone or email us. We will be very interested in the outcome of your deliberations.

Sincerely,

Barbara Arnold, Chair

Dane CountyYouth Commission

Barbara anall.

Dane County Youth Commission, 1202 Northport Drive, Madison WI 53704
PH: 608-242-6422 FAX: 242-6293 EMAIL: bettin@co.dane.wi.us

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City of Madison Registration Statement – Alcohol License Review Committee

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Registration Statement - Page 2

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City of Madison Registration Statement – Alcohol License Review Committee

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NEIGHBORHOODS, INC

MADISON, WISCONSIN

August 15, 2007

Members of Alcohol License Review Committee c/o Maribeth Witzel-Behl City Clerk's Office 210 MLKJ Blvd., Room 103 Madison, Wisconsin

Subject:

Agenda Item 2- Johnny Delmonico's

Agenda Item 3 – Samba at 240 W. Gilman St.

Agenda Item 7 – Mad City Crab House at 122 State St.

Agenda Item 12 – The Icon at 206 State St. Agenda Item 14 – Marrakech at 119 E Main St Agenda Item 17 – Tutto Pasta at 305 State St.

Agenda Item 19 - Jo's Tazzina Cafe

Dear ALRC Members:

Agenda Item 3 – Samba at 240 W. Gilman St.

Mansion Hill District representatives of Capitol Neighborhoods, Inc. (CNI) spoke to Mrs. Lee about her proposal for outdoor seating. The CNI Alcohol Issues Committee supports the Mansion Hill Districts recommendation as shown in the attached letter to Mr. Ronald Trachtenberg.

Agenda Item 5 - Hoops S Butler St.

Please refer to next meeting until meeting with neighborhood is held about the sidewalk café.

Agenda Items 2, 7, 14 17, and 19 Johnny Delmonico's, agenda item 7 Mad City Crab House, agenda item 14 Marrakech, agenda item 17 Tutto Pasta, and agenda item 19 Jo's Tazzina cafe we do not object.

Agenda Item 12 – The Icon Representatives of CNI spoke with the Barketallah's and agreed to at 1:30 closing time Thursday – Saturday and on special event nights of the overture center. On Monday-Wednesday the closing time would be by 11:00 pm.

We want to emphasize our continuing concern about the density of alcohol licenses and capacity of establishments in the downtown that focus on alcohol sales rather than restaurant sales. We look to you to begin to take this issue seriously given the impact that overconsumption has on the safety and quality of life in the downtown

Sincerely,

Chair

CNI Alcohol Issues Committee

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August 5, 2007

Ronald Trachtenberg 2 E. Mifflin St., Suite 800 PO Box 2038 Madison, WI 53701-2038

Dear Mr. Trachtenberg,

This letter is in reference to your client's proposal to add outdoor seating to the Samba Brazilian Grill located at 240 West Gilman Street and the neighborhood meeting held on July 26. I also received your letter dated August 3, 2007, from Ledell Zellers related to this topic.

As you know, the Mansion Hill Neighborhood wants this venue to succeed as the upscale restaurant initially proposed by Ms. Jongyean Lee. However, we do have a number of concerns related to the development and running of this business largely related to its large capacity and Ms. Lee's inexperience with operating a restaurant. Prior to the purchase of the building, Ms. Lee committed to a number of things related to both the operation of the restaurant as well as the remodeling of the building that are important to the neighborhood. The proposal to have outdoor seating was initially proposed as part of a phase two of the development of the business and anticipated not to be implemented for a couple of years. We would like Ms. Lee to adhere to the originally indicated timing for the outdoor seating. This will give the neighborhood, the ALRC and the police an opportunity to see that this large capacity venue is being operated in a manner that will enhance the neighborhood and contribute positively to the city. Waiting to open the outdoor seating for two years is also in harmony with the recommendation of the Madison Police Department as articulated by Ms. Linda Covert at our recent meeting.

We appreciate your confirming the alcohol license requirement that food be served as a condition for the purchase of alcoholic beverages. As discussed during our meeting, bar food such as pretzels and peanuts would not meet the definition of "food" under either your or our understanding of the license conditions.

We also endorse your approach to the concerns expressed about security in relation to the fencing and the ability of the Madison Police Department personnel to be able to access the parking lot

Thank you for your having met with us. If you wish to discuss these matters further, please let me know.

Sincerely,

Gene Devitt
Chair Mansion Hill District
Capitol Neighborhoods, Inc.

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UW-Madison Designee Ms. Crim	P	A										
Police Dept. Designee Captain Gloede	P	A										
Alcohol Policy Coordinator Mr. Plant	P	A				Grand 1 (2) 1	22 H H H H H H H H H H H H H H H H H H					
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