



City of Madison

City of Madison
Madison, WI 53703
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Master

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Controlling Body: MADISON FOOD
POLICY COUNCIL

File Created Date : 06/10/2015

File Name: Accepting the Public Market Business Plan as the guiding document for the implementation of a public market at First Street and East Johnson Street and directing the Local Food Committee to provide recommendations on operating structure, transition, and

Final Action:

Title: Accepting the Public Market Business Plan as the guiding document for the implementation of a public market at First Street and East Johnson Street and directing the Local Food Committee to provide recommendations on operating structure, transition, and a market district plan.

Notes:

Sponsors: Paul R. Soglin, Marsha A. Rummel, Larry Palm and Amanda Hall

Effective Date:

Attachments: Mark Up business plan resolution (2).pdf, Madison Public Market Final Report w_o Appendix.pdf, Public Market meeting schedule_july 2.pdf, July 8 board of public works.ppt

Enactment Number:

Author: Mark Woulf, Food and Alcohol Policy Director

Hearing Date:

Entered by: ahacker@cityofmadison.com

Published Date:

History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Mayor's Office	06/10/2015	Referred for Introduction				
	Action Text:	This Resolution was Referred for Introduction					
	Notes:	Board of Estimates, Local Food Committee, Madison Food Policy Council, Economic Development Committee, Board of Public Works					
1	COMMON COUNCIL	06/16/2015	Refer	BOARD OF ESTIMATES			Pass
	Action Text:	A motion was made by DeMarb, seconded by Cheeks, to Refer to the BOARD OF ESTIMATES. The motion passed by voice vote/other.					
	Notes:						
1	BOARD OF ESTIMATES	06/16/2015	Referred	MADISON LOCAL FOOD COMMITTEE		08/06/2015	

Action Text: This Resolution was Referred to the MADISON LOCAL FOOD COMMITTEE

Notes:

1 BOARD OF ESTIMATES 06/16/2015 Referred MADISON FOOD
POLICY COUNCIL

Action Text: This Resolution was Referred to the MADISON FOOD POLICY COUNCIL

Notes:

1 BOARD OF ESTIMATES 06/16/2015 Referred ECONOMIC
DEVELOPMENT
COMMITTEE

Action Text: This Resolution was Referred to the ECONOMIC DEVELOPMENT COMMITTEE

Notes:

1 BOARD OF ESTIMATES 06/16/2015 Referred BOARD OF PUBLIC WORKS 07/08/2015

Action Text: This Resolution was Referred to the BOARD OF PUBLIC WORKS

Notes:

1 MADISON FOOD POLICY 07/01/2015 Refer MADISON FOOD
COUNCIL POLICY COUNCIL

Action Text: Bidar-Sielaff made a motion to refer to the August meeting. Day Farnsworth seconded the motion. Motion passed by a voice vote.

1 MADISON LOCAL FOOD 07/02/2015
COMMITTEE

Notes:

- Alder Rummel suggested the following changes to the resolution:
1. Adding the "FEED Kitchen" in the last paragraph of the resolution
 2. In the paragraph dealing with interim space add "other Public Market District space"

She said even with aggressive timing the Public Market will not be ready until 2019.

Mr. Mikolajewski added the Fire Department Maintenance Garage move funding is in the 2016 Budget.

Chairperson Reynolds asked if there could be a change to the resolution that would leave flexibility to move the Public Market if an opportunity other than the Fleet Services building becomes available sooner.

Mr. Wells said to leave this out of this resolution because the business plan is keyed to Fleet Services site. If a new opportunity arises the LFC would need to speak with the Mayor and Alders.

Mr. Mikolajewski said if another site comes along the LFC needs to go back to the Council for approval of the new site. The Council was clear that the LFC work on a business plan.

Alder Rummel said this is in the sixth paragraph from the top.

Ms. Day Farnsworth said the Equity and Social Justice survey had 500 responses not 2,000.

Mr. Mikolajewski explained the LFC needs to refer action on this resolution to the next meeting.

A motion was made by Alder Palm, seconded by Mr. Wells, to refer action on

this resolution to the next Local Food Committee meeting.

Mr. Woulf said there will be proposed changes at each meeting. Staff will track the changes and draft a substitute resolution for the LFC to review.

Alder Palm said the LFC can do its own version of the resolution and send it to the BOE.

Chairperson Reynolds called the question.

The motion passed by voice vote.

Alder Rummel suggested adding to the last paragraph “economically viable place to operate a profitable business”.

Mr. Orton said the December 31st deadline for final recommendations and implemental plans is too soon.

ROLL CALL @ 5:25 pm

Alder Rummel leaves. A quorum is still present.

Excused: Alder Rummel at 5:25 pm

Present: Topf Wells, Anne Reynolds, Kyle Richmond, Barry Orton, Lindsay Day Farnsworth, Alder Hall, Alder Palm, Alder Rummel @ 4:37 pm-5:25 pm

Mr. Richmond suggested changing “regional food movement” to “regional food system”

Alder Palm noted the 2016 Budget is not mentioned in the resolution. Should it be added?

Mr. Mikolajewski said Public Market Funds are in the submitted budget request.

Mr. Woulf said the third resolved paragraph should be changed to “use 2015 capital budget”.

Mr. Wells asked if the resolution should mention 2016 actions to be taken.

Mr. Mikolajewski said funds for the Public Market have been set aside. In 2012, \$750,000 was set aside. Any use of this account requires Council approval. An implementation plan may have costs and another resolution to spend on the implementation could be in 2016.

Ms. Day Farnsworth asked for this language to be made more explicit in the resolution.

Mr. Kennelly said exploring availability of interim space and pre-construction implementation can occur in 2016.

Alder Palm said “and implement said plan in 2016” can be added after “December 15, 2015”

Mr. Richmond said two clauses have December 31st as a deadline. Can all of this be done by then?

Mr. Orton said to stretch out the Public Market District planning to six months. He suggested forming a subcommittee this task.

Chairperson Reynolds suggested a subcommittee be formed to look at the operating model.

Alder Palm asked why work on the public market district cannot be started now.

Mr. Woulf said more breathing room on a date is needed. The LFC can work on an operating model now.

Mr. Mikolajewski said using the first quarter of 2016 to work on all of this makes sense. This means by March 31, 2016.

Mr. Kennelly said a plan for the Public Market District can be many things? What are we committing to do in the Public Market District? Maybe a report to create a plan could be done.

Mr. Wells agreed with a March 31, 2016 date. He asked if the City Attorney has looked at the pros and cons of forming a 501 (c) 3 and an authority.

Mr. Orton said a lot depends on this decision.

Mr. Mikolajewski said there are a number of items the City Attorney needs to look at when this resolution is adopted.

Alder Palm asked if the date should be moved to July 30, 2016. We don't have the information to make a decision.

Mr. Mikolajewski said we can ask for the information now.

Mr. Wells said this is a priority.

Chairperson Reynolds said ideally we should have this information by the August meeting. She agreed the December 31st date should be changed to March 31, 2016.

Alder Hall agreed. She suggested adding “Garver and FEED Kitchen” in the last paragraph. There could be synergy between the Public Market and these groups.

Mr. Woulf said he will share a short summary of the LFC discussion with the other committees reviewing the resolution.

Mr. Richmond suggested a separate resolution be created to deal with the duties of the LFC. The 2011 resolution creating it is fuzzy.

Alder Palm said we need to redefine the LFC based on if it is run by an authority or city board. Let's think about this in April 2016.

Mr. Woulf said this resolution makes it clear what the LFC will be doing in the next few months.

1 BOARD OF PUBLIC WORKS 07/08/2015 Return to Lead with the Following Recommendations Pass

Action Text: Dan Kennelly, Economic Development Division, presented the Public Market Business Plan. A friendly motion was made by Fix, seconded by Skidmore, that the Board of Public Works recommends adopting the business plan with elimination of Option 3, which includes a third floor event space and rooftop plaza/garden. A motion was made by Fix, seconded by Skidmore, to Return to Lead with the Following Recommendations: adopting the business plan with elimination of Option 3, which includes a third floor event space and rooftop plaza/garden. The motion passed by voice vote/other.

Notes: The Board of Public Works recommends adopting the business plan with elimination of Option 3, which includes a third floor event space and rooftop plaza/garden.

1 ECONOMIC DEVELOPMENT COMMITTEE 07/15/2015

Notes: Ms. Blake-Horst recused herself from agenda item #2-Public Market District and left the table.

Mr. Kennelly said the business plan is being finalized. The EDC gave their input on it at prior meetings. We will have the spreadsheets of the pro formas and be able to change numbers over time. The Business Plan is a living document. The Council directed work on an Equity Analysis that will be an attachment to the Business Plan. The resolution calls to pursue Options #2 or #3.

Mr. Mikolajewski said the 2016 Capitol Budget does not have the full amount for the Public Market. It recognizes the need for fund raising.

Mr. Kennelly said the Board of Public Works has recommended adoption of the resolution with Option #2 not Option #3 which includes a roof deck.

Mr. Mikolajewski explained the review process. The Local Food Committee will be the last of all referrals and can create a substitute resolution with changes from the other reviewing committees.

Alder Demarb asked for the economic impact of Option #2 versus Option #3. What is "aggressive timing"? Moving the Fleet Services operations is a big deal with huge numbers. It is in the 2020 budget.

Ms. Schramm asked if there is a way to amend the resolution to work more on fund raising and the Public Market District.

Mr. Mikolajewski suggested keeping in mind there is a lot of work, fund raising and finalizing the operating plan; this will continue even if construction does not start until 2020. The Public Market Building is the lynchpin and needs to be focused on.

Alder Demarb said the current resolution language is not right to keep the momentum going.

Ms. Schramm said this resolution sets the framework to do work so the Public Market does not get bumped out of the budget.

Mr. Younkle noted there is always the risk that it will get bumped out of the budget.

Mr. Kennelly said there is the risk of losing the project's momentum if it is not in the budget.

Mr. Her agrees with Mr. Kennelly. Dates are needed in the resolution.

Alder Demarb cannot support this resolution as it is written now. Get rid of the word "aggressive" Add into the text the work that can take place before construction.

Mr. Mikolajewski suggested in the fourth paragraph on the last page to add fund raising, develop pro formas and work on the Public Market District plan.

Chairperson Greene suggested moving the last paragraph to the front of the resolution to engage the partners.

Alder Demarb asked if a vote is needed tonight.

Mr. Mikolajewski said the Local Food Committee (LFC) would like this to move quickly.

Alder Kemble asked what the LFC think about changing the dates to December 31, 2016.

Mr. Mikolajewski said the LFC discussed pushing the dates to 2016.

Mr. Kennelly said there is work that needs to be done to flesh out the Public Market District in 2016.

Alder Demarb asked where working with the vendors fits in?

Mr. Kennelly said it is huge and is in the last paragraph.

Chairperson Greene said to move the last paragraph to the top and drop the word "aggressive". Should a specific date be included?

Mr. Younkle said the EDC recognizes 2020 is not considered aggressive.

Alder Demarb said the Capitol Budget needs to be slashed in half. Moving Fleet Services earlier would push other projects back.

Mr. Younkle suggested wording in the 4th paragraph from the bottom on the last page as follows" as aggressively as feasible, recognizing it might not happen until 2020."

Chairperson Greene suggested moving the last paragraph to above the first paragraph on the last page.

Mr. Younkle suggested the following language be added to the first paragraph from the top on the last page: "recognizing it is important to engage in Public Market District development activities in advance of construction".

Ms. Schramm suggested the following language in the second paragraph on the last page: "future Capitol Improvement Plans".

A motion was made by Mr. Younkle, seconded by Ms. Schramm, to accept the resolution with changes as discussed.

The motion passed by the following vote:

Recused: Ms. Blake-Horst

Nay: none

Yeah: Mr. Younkle, Alder Demarb. Alder Kemble, Mr. Greene, Mr. Her, Ms. Schramm, Mr. Steege

Alder Kemble said there will have to be other fundraising efforts. Madison was recently awarded a Investing in Manufacturing Communities Partnership Designation.

1		08/05/2015			
1	MADISON LOCAL FOOD COMMITTEE	08/06/2015	Return to Lead with the Following Recommendation(s)	BOARD OF ESTIMATES	Pass

Action Text: A motion was made by Wells, seconded by Palm, to Return to Lead with the Following Recommendation(s) to the BOARD OF ESTIMATES.

Accepting the resolution with the changes to the text as noted in the mark up resolution and as noted by staff.

Mr. Wells is dissatisfied with the final Business plan. PPS did not take the LFC recommendations; in particular they keep expenses static for five years. The PPS research on equity and case study was not included in the Business Plan as was asked for.

Alder Rummel said this is a lot of changes. She would like the \$5,000 that was approved to be used for PPS to present the changes to Council.

Chairperson Reynolds asked if on page 3 the implementation strategy due date should be moved from March to June of 2016.

Mr. Kennelly said this came from the Economic Development Committee discussion and it is more in line with the work that needs to be completed.

Mr. Woulf said shovel ready means a lot of things if it is done by March it is OK.

Mr. Kennelly said we have no scope of work to develop the Public Market District Plan and need more time on it.

Alder Rummel said to use the earlier dates and ask for an extension if needed.

Alder Palm said on page 2 it should be noted there were two surveys; one with 2,000 respondents and the Equity survey with 500 respondents. There are some grammatical errors that need to be corrected in the resolution.

Mr. Woulf said staff will take all of these comments to develop a substitute resolution for the Board of Estimates to approve.

Chairperson Reynolds reviewed these changes:
Specify the Equity survey information.
Change the June date to March 2016.
Keep the Pubic Market District plan due date in September 2016.

Alder Palm suggested switching the order of the last two paragraphs and adding "The shovel ready plan should be ready by the end of 2017."

Notes: The motion was approved by voice vote.
Mayor Soglin explained funding for the Public Market is in the Executive Budget for the year 2020. Current GO borrowing needs to be cut. The Fleet Services move out of the 1st street garage needs to be funded before the Public Market. He said it is critical that the Public Market be shovel-ready by 2017. Take the report and discuss if

the delay in building the Public Market is so great that a new site should be considered. Madison now has an improved relationship with the Federal government and this means special consideration for Federal funding.

Alder Palm said the Local Food Committee (LFC) is discussing short term alternative sites that would need money operating costs.

Alder Rummel suggested the old Red Dot Potato Chip Factory on the outbound side of E. Washington Ave be considered for as a temporary Public Market.

Mayor Soglin said to the LFC should explore short term sites and look at the options on the vacant lot adjacent to the First Street garage.

Alder Rummel asked if the Business Plan should be accepted as is or does it need to be drilled down more.

Mark Woulf said the 1st Street Garage is the best option today. The Business Plan could be adaptable to other sites but don't muddy the waters with other sites now.

Alder Palm said the City does not need to be the Public Market landlord. Would the Mayor be open to this and open to financing other sites?

Mayor Soglin said it depends on how much money is needed.

Mr. Wells thanked the Mayor for discussing this with the LFC.

Mr. Wells likes the Fiore site as an alternative. He thinks the LFC needs a date to commit to the Fleet Services garage or switch elsewhere in earnest.

Mr. Woulf said there is \$750,000 being carried over to fund Public Market planning costs.

Alder Rummel asked Megan Blake Horst if she has spoken with the Fiore property owners.

Ms. Blake Horst said they have been great to work with when dealing with the Mad City Bazaar events. The Fiore site could be phase 1 of the Public Market and the Fleet Garage could be developed as phase 2.

Alder Demarb asked what the price of the Fiore site would be.

Ms. Blake Horst does not know.

Alder Demarb said the Public Market will be expensive even if it is not at the Fleet Services garage. Even if the Fiore site is available it might not be ready to go forward any sooner.

The Mayor would recommend the Fleet Services site if it were available today.

Alder Palm said the lot on E. Johnson Street, adjacent to the river could be built on now and turned into a secondary building when the garage is ready.

Mayor Soglin said Alder Palm's suggestion should be considered. Trachte metal buildings could be used as outbuildings for the Public Market.

Alder Demarb said there is up front work, fund raising, and public engagement, that needs to done. The Economic Development Strategy Plan has identified job development as the number 1 priority. What is the equity impact, are the businesses that will be coming appropriately proportioned and what about business training?

Who will do all of this and when?

Mayor Soglin leaves at 5:10 pm.

Mr. Kennelly said the implementation plan needs to be done. Grants, leases, and vendor development are independent of the building plan.

Alder Demarb suggested Alder Kemble speak at the LFC. Alder Kemble recently attended a workshop on Community economic initiatives.

Alder Palm said the LFC needs to:

1. Develop the where and what will be built
2. Determine the program-who and how
3. Maintain the public connection to this project

Alder Demarb met with PPS and said PPS has ideas to engage the public and not

lose momentum.

Alder Rummel said the Board of Estimates supports the Public Market but not all of the Council members do. She would add a fourth item for the LFC to work on; that is governance and operations not programming.

Mr. Wells noted the Mayor asked for a shovel ready project by the end of 2017. The LFC should take this seriously.

Chairperson Reynolds said the LFC does see the Public Market as an economic development opportunity. The LFC needs to transition to another group and have more partners.

Text of Legislative File 38885

Fiscal Note

The 2015 adopted CIP includes \$6.25 million for planning costs associated with the construction of a public market in the existing Fleet Services facility. These costs may include land acquisition, planning, design, site preparation, and construction efforts. An additional \$2.35 million is currently planned for future years of the CIP. The current CIP also includes \$21.3 million for the relocation of the Fleet Services facility in years 2018 and 2019 of the capital plan.

Title

Accepting the Public Market Business Plan as the guiding document for the implementation of a public market at First Street and East Johnson Street and directing the Local Food Committee to provide recommendations on operating structure, transition, and a market district plan.

Body

WHEREAS, the City of Madison's Local Food Committee has been exploring the potential of creating a Madison Public Market as a catalyst to strengthen the local food system and grow the food economy; and

WHEREAS, the City and its consulting team from Project for Public Spaces completed an 18-month public market business planning process consisting of three phases: 1) market analysis, 2) site selection, and 3) design, financial, and operation plan; and

WHEREAS, the first phase of the business planning process identified a high level of interest and support for the public market project among prospective public market vendors, partners, as well as community members; and

WHEREAS, the second phase of the business plan identified the general area near First Street and East Washington Avenue as the preferred location for the Public Market; and

WHEREAS, the third phase of the business plan provides a detailed floor plan design, construction cost estimates, fundraising strategy, operating financial pro forma, management plan, and economic impact analysis for the development of a public market that would repurpose the planned-to-be-vacated Fleet Services Garage located at the intersection of First Street and Johnson Street; and

WHEREAS, the business planning process included a robust public engagement effort that included numerous public workshops, vendor and community surveys, focus groups, and opportunities for online engagement; and

WHEREAS, at the direction of the Common Council, an Equity Analysis is being utilized to help guide the project in coordination with the City's Racial Equity and Social Justice Initiative Staff Leaders; and

WHEREAS, city staff hosted a public meeting focused specifically on how to ensure the public market is an inclusive place and fosters economic, social, and racial equity; and

WHEREAS, city staff developed a survey, completed by over 2000 people so far, to ask questions about the importance of different aspects of justice and equity ; and

WHEREAS, preliminary results from the community meeting and survey call for the project to be a place where small, racially and ethnically diverse businesses can find an economically viable place to profit; the product offerings must be culturally diverse and affordable; and, the space itself must be welcoming to a variety of different cultures and communities ; and

WHEREAS, the full business plan for the Public Market is now complete, which outlines three various different development options, recommends an operating structure and transition process; and

WHEREAS, the long-term vision is that the Public Market will be a catalyst for the development of a Public Market District, which has potential to serve as the hub for the local and regional food movement, agglomerating food processing, wholesaling, and retail activities, serving a great need within the local and regional food system by breaking down traditional barriers to economic opportunity across interconnected sectors;

NOW, THEREFORE, BE IT RESOLVED, that the Common Council accepts the Madison Public Market Business Plan as the guiding document for the implementation of the Public Market project, while recognizing that the details will continue to evolve as the project moves forward; and

BE IT FURTHER RESOLVED, that the Common Council accepts the findings within the Madison Public Market Business Plan that Option 2 and Option 3 should be pursued as viable capital projects and that those two options are operationally stable and provide the best opportunity for implementation; and

BE IT FURTHER RESOLVED, that the Common Council authorizes the use of the remaining 2015 capital budget funds if necessary with recognition that capital expenditures in future years will be subject to Common Council approval; and

BE IT FURTHER RESOLVED, the Common Council directs the Local Food Committee and City Economic Development Division staff to make final recommendations on the operating model , organizational structure, and transition for the Public Market to the Council by December 31, 2015; and

BE IT FURTHER RESOLVED, the Common Council directs the Local Food Committee and City Economic Development Division staff to develop a plan for the broader Public Market District and provide recommendations to Council on how to implement the plan by December 31, 2015; and

BE IT FURTHER RESOLVED, that the Mayor and Common Council make relocation of the Fleet

Services operation and repurposing of the Fleet Services Building a priority in terms of an aggressive timing within the 2016 Capital Improvement Plan; and

BE IT FURTHER RESOLVED, the Common Council directs the Local Food Committee and City Economic Development Division staff to explore options for interim space for provisional public market space only within the general vicinity of the market; and

BE IT STILL FURTHER RESOLVED, that the Common Council directs the Local Food Committee and City Staff to ensure that goals of racial equity, social justice, and social cohesion are integrated into the operating model and other execution of the business plan; and

BE FINALLY RESOLVED, that the Common Council directs the Local Food Committee and City Economic Development Division staff to continue to work with partners in the community including but not limited to MadCity Bazaar, the Dane County Farmers' Market, the Wisconsin Food Hub Cooperative, Let's Eat Out, REAP, Dane Buy Local, and other organizations that have been involved in the planning to continue building momentum, evaluating needs, testing ideas, and building partnerships in advance of the development of the permanent public market facility.