

# Land Use Strategies to Improve Local Food Systems

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Supporting Access to Food Choice,  
Livable Neighborhoods & Entrepreneurial  
Opportunities in Madison, Wisconsin

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City of Madison

Local Foods System Roundtable  
TownCraft – Perry, Iowa

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## Among Wisconsin counties, Dane County is:

- #1 in direct marketing sales
- #1 in farms direct marketing
- #1 in state in value of ag product sales
- #1 in state in value of grain sales

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- #2 in certified organic sales
- #3 in number of certified organic farms
- #3 in state in value of dairy product
- #28 in nation in value of dairy product sales



# Brief Introduction on Planning & Community Food System Issues



Dane County land in farms down 8% between 1997 and 2002 – 8,800 acres lost per year – 170 acres per week. Dane County farms down 9% between 1997 and 2002 – 58 farms per year, one each week.

- # Not traditionally viewed as a planning issue
- # Not generally viewed as an urban issue
  - City ≠ Agriculture
- # Food issues targeted toward emergency food assistance
- # May be a regional, national, or international issue
- # Food system is a complicated complex process with many points of access

# Snapshot of the Broader Food System Context

## # Production

- Dane County's long agricultural history
- Urban Agriculture
- CSAs
- Community Gardens

## # Processing

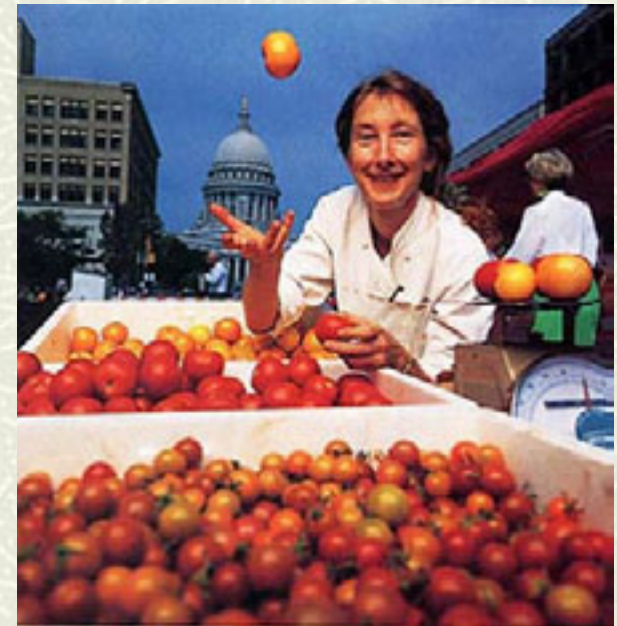
- A challenge in Madison & Dane County

## # Consumption

- Access to food
- Grocery stores
- Farmers Markets
- Co-ops
- CSAs

## # Waste

- Environmental action
- Recycling
- Composting



# City of Madison Plans, Policies & Implementation



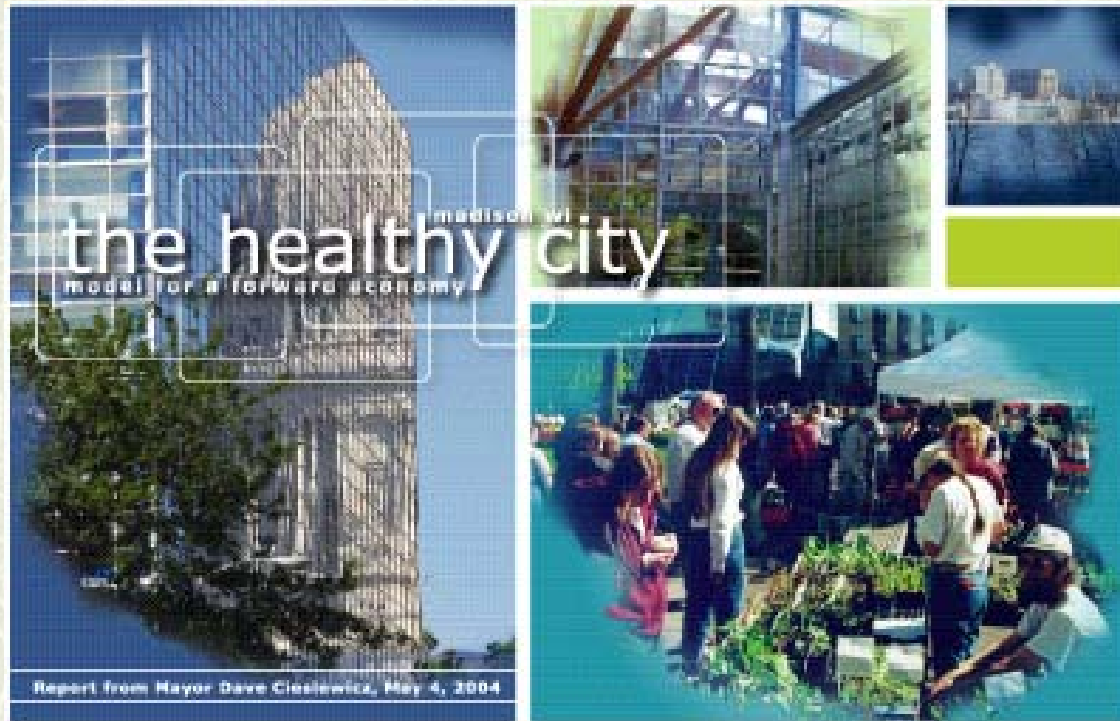
- # CDBG (ongoing)
- # Food Chain Study Group ('89)
- # Healthy City Initiatives ('04)
- # Grocery Stores in City Neighborhoods ('04)
- # Comprehensive Plan ('06)
- # Feasibility Plan for Madison Public Market ('06-'07)
- # Zoning Code Re-Write ('08-'10')

# Non-City Plans & Policies

- # Fertile Ground (URPL – '97)
- # Preliminary Feasibility Study for Public Market [UW-Center for Cooperatives / Home Grown Wisconsin] ('04)
- # Preliminary Feasibility Study of a Fresh-Cut Produce Processing Facility ('04)



# Food Within Context of Economic Development



Presented by Mayor David J. Cieslewicz – May 4, 2004

# Healthy City Initiatives

The Model Healthy City brings into play Madison's healthy economy and healthy living and creates a national leadership position as the Healthy City.

- Place-based economy
- Living
- Infrastructure
- Equity
- Regional role
- Business-friendly city



# Healthy City Initiatives

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- Develop local foods and link back to the value-added economic development strategies for Milwaukee-Chicago-Madison food shed.
- Encourage Central Agricultural Food Facility (CAFF) in Madison.
- Work with County and State initiatives on feasibility of locally grown produce and value-added products.
- Seek federal funding to institute a Food Policy Council in Madison.
- Create a year-round Farmers' Market / Public Market for local foods. **Under active study.**
- Adopt the Mayor's Neighborhood Grocery Store initiative to preserve urban grocers.

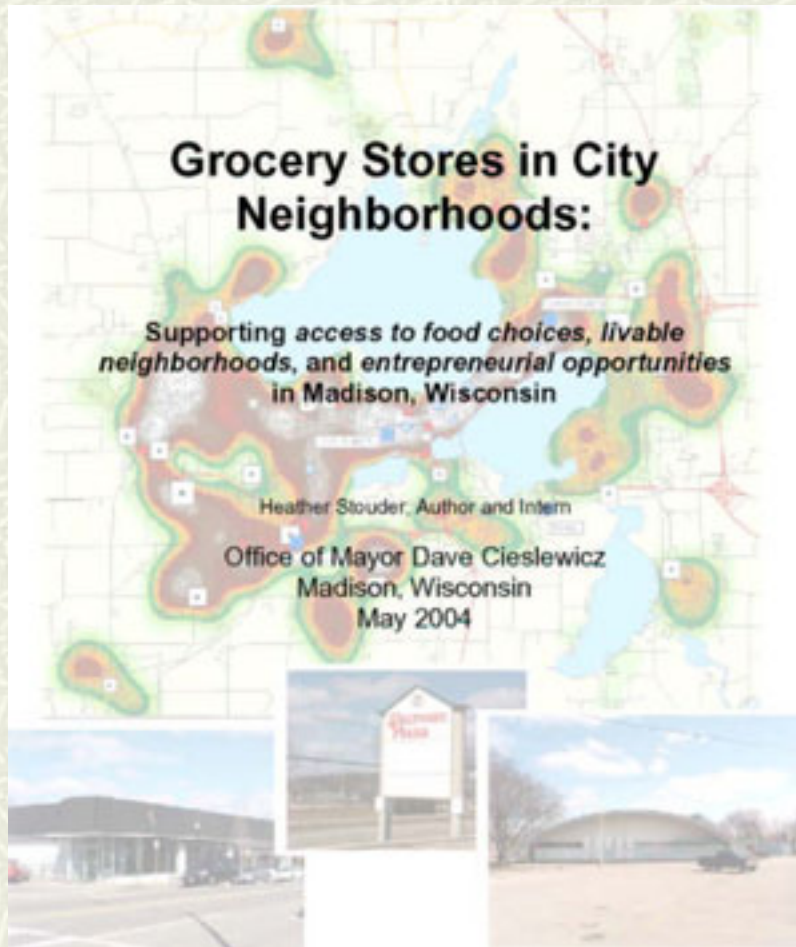
# Healthy City Initiatives

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Economic Focus: Grow a regional food economy

- # Become a value-added center for locally-grown food products
  - CSAs
  - Transportation efficiencies
  - Support for farmers
  - Strong link between urban and rural

# Neighborhood Grocery Stores



- # Introduced by Mayor in 2003 as response to store closings.
- # Grocery Store Committee convened in August 2003 and May 2004 to discuss issues and review Report.
- # Accepted by Common Council on September 24, 2004.

# Neighborhood Grocery Stores: General Policy Goals

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- 1) Retain a diversity of food buying options; preserve maximum access to nutritious, affordable, locally-produced, and culturally appropriate food choices for all Madison residents.
- 2) Encourage the development of small- and medium-sized groceries, support Madison-owned stores and use of locally-produced products.
- 3) Encourage food-related entrepreneurial and employment opportunities.

# Policy Framework

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- 1) **Comprehensive Plan Process:** Where possible, specific language should be included in the Comprehensive Plan to identify grocery stores and access to food as important considerations for developing and redeveloping neighborhoods.
- 2) **Real Estate:** Where severe need for a grocery store is shown outside of existing redevelopment districts, assessments of blight in the area may be undertaken to determine whether or not the creation of a Redevelopment District is an appropriate way to initiate City involvement.
- 3) **Financial Assistance:** City should pursue ways to support food retail through the Capital Revolving Loan Program, Tax Increment Financing, and other grants and loans.

# Policy Framework: Comprehensive Planning

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## Land Use Regulation:

- During the review and negotiation process for Planned Unit Developments and mixed-use development proposals within commercial zones, possibilities for including food retail should be considered and analyzed.
- When possible, Planning staff and property owners should initiate Shared Parking negotiations between potential grocers and nearby businesses in order to minimize the need for new surface parking.
- Develop policies that place a high priority on creating permanent sites for farmers markets and urban agriculture incorporating necessary utilities, parking, and loading areas into the design and provide these facilities at minimal cost to farmers markets.
- Make community gardens permitted use in all zoning districts.

# Policy Framework: Real Estate

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- Within existing Redevelopment Districts, City staff may assess the need for neighborhood grocery stores and the suitability of blighted parcels. If both inadequate food retail access and suitable sites are discovered, discussions could be initiated with landowners and developers to determine the feasibility of locating a grocer in the district.
- Depending on the level of need for a grocery, and the suitability of parcels, municipal bonds and or condemnation should be considered as methods by which the City can support improvements on the blighted sites to attract grocery stores.
- Where severe need for a grocery store is shown outside of existing redevelopment districts, assessments of blight in the area may be undertaken to determine whether or not the creation of a Redevelopment District is an appropriate way to initiate City involvement.

# Policy Framework: Financial Assistance

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- Actively pursue recruitment of and financial assistance for grocery stores should be a priority, including parking.
- Tax Incremental Financing
  - Considerations should be made regarding grocery store access and the need in and surrounding the proposed district.
- Capital Revolving Loan Program
  - Funds for equipment upgrades and façade improvements to existing grocery stores.

# Policy Framework: Financial Assistance

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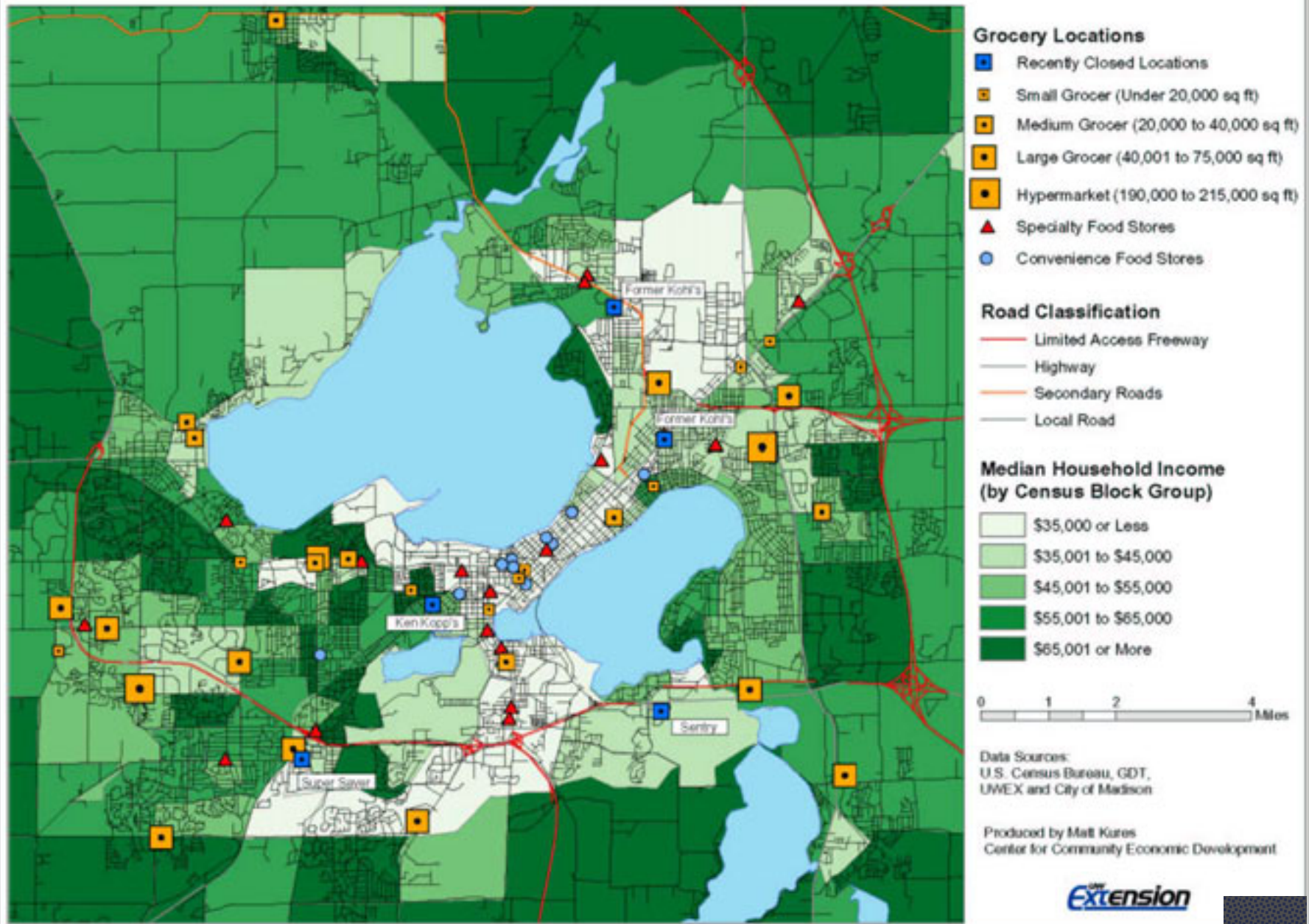
- CDBG and the Capital Revolving Loan Program
  - Set-aside a percentage of their funds each year for food retail businesses, to ensure access to capital for small businesses.
- Continue to support community gardens, through CDBG and Community Enhancement.
- Neighborhood Planning Grant Program
  - Help neighborhoods administer market surveys to aid in food service recruitment.

# Food Access: The Neighborhood Grocery Store

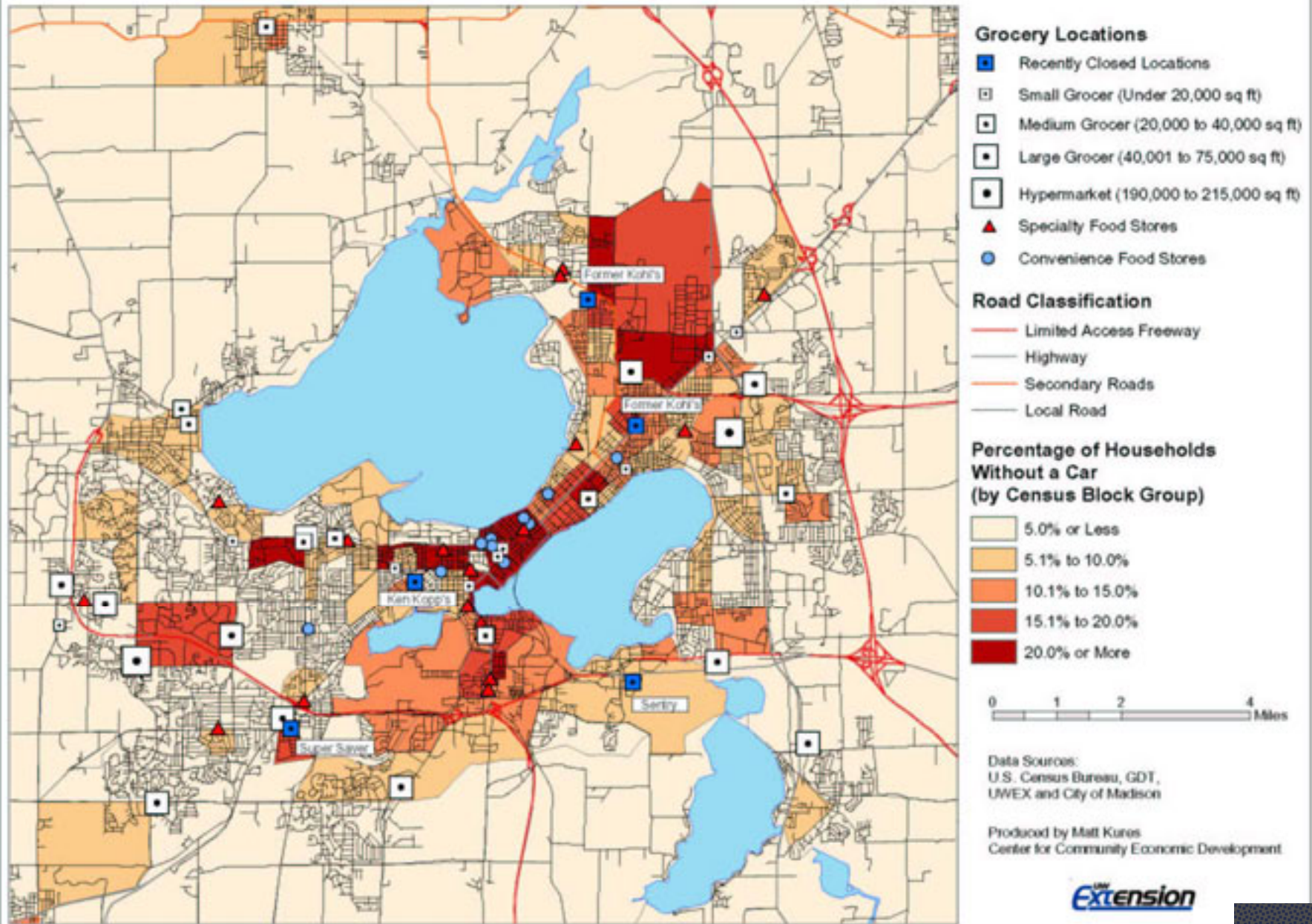


- # Loss of grocery stores in Madison over last few years has caused concern among neighborhood residents, City officials, and staff.
- # Particularly troublesome given Madison's historic interest in food-related issues.
- # City has played a role in neighborhood grocery stores in the past.
- # Establishment of Neighborhood Grocery Store Advisory Group.

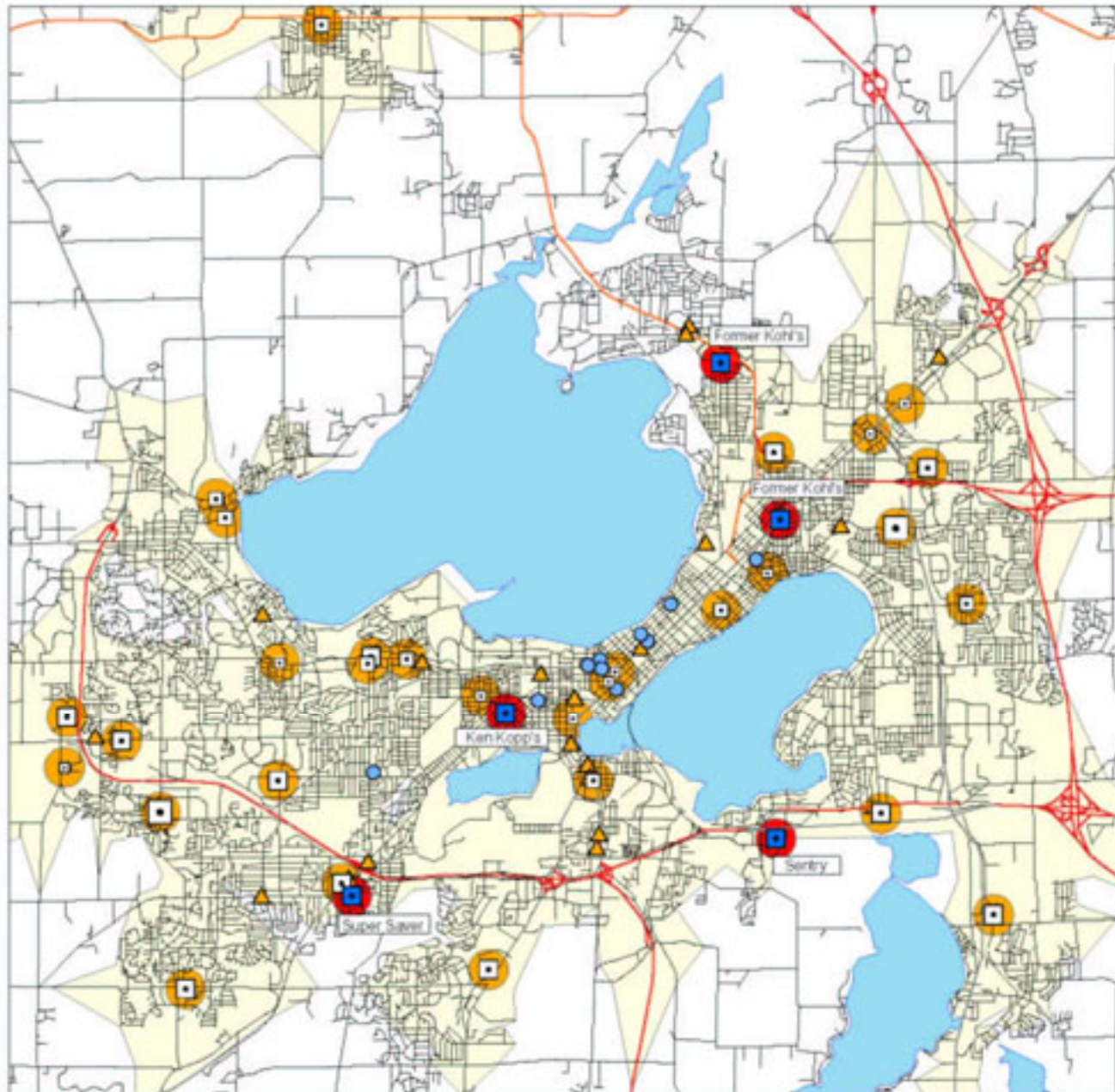
# Madison Area Median Household Income by Census Block Group



# Madison Area Households Without Cars by Census Block Group



# Madison Grocery Store Accessibility - Five Minute Walk and Drive Times



## Grocery Locations

- Recently Closed Locations
- Small Grocer (Under 20,000 sq ft)
- Medium Grocer (20,000 to 40,000 sq ft)
- Large Grocer (40,001 to 75,000 sq ft)
- Hypermarket (190,000 to 215,000 sq ft)
- ▲ Specialty Food Stores
- Convenience Food Stores

## Road Classification

- Limited Access Freeway
- Highway
- Secondary Roads
- Local Road

## Accessibility Measures\*

- 5-Minute Walk to Closed Location
- 5-Minute Walk to Open Location
- 5-Minute Drive to Open Location

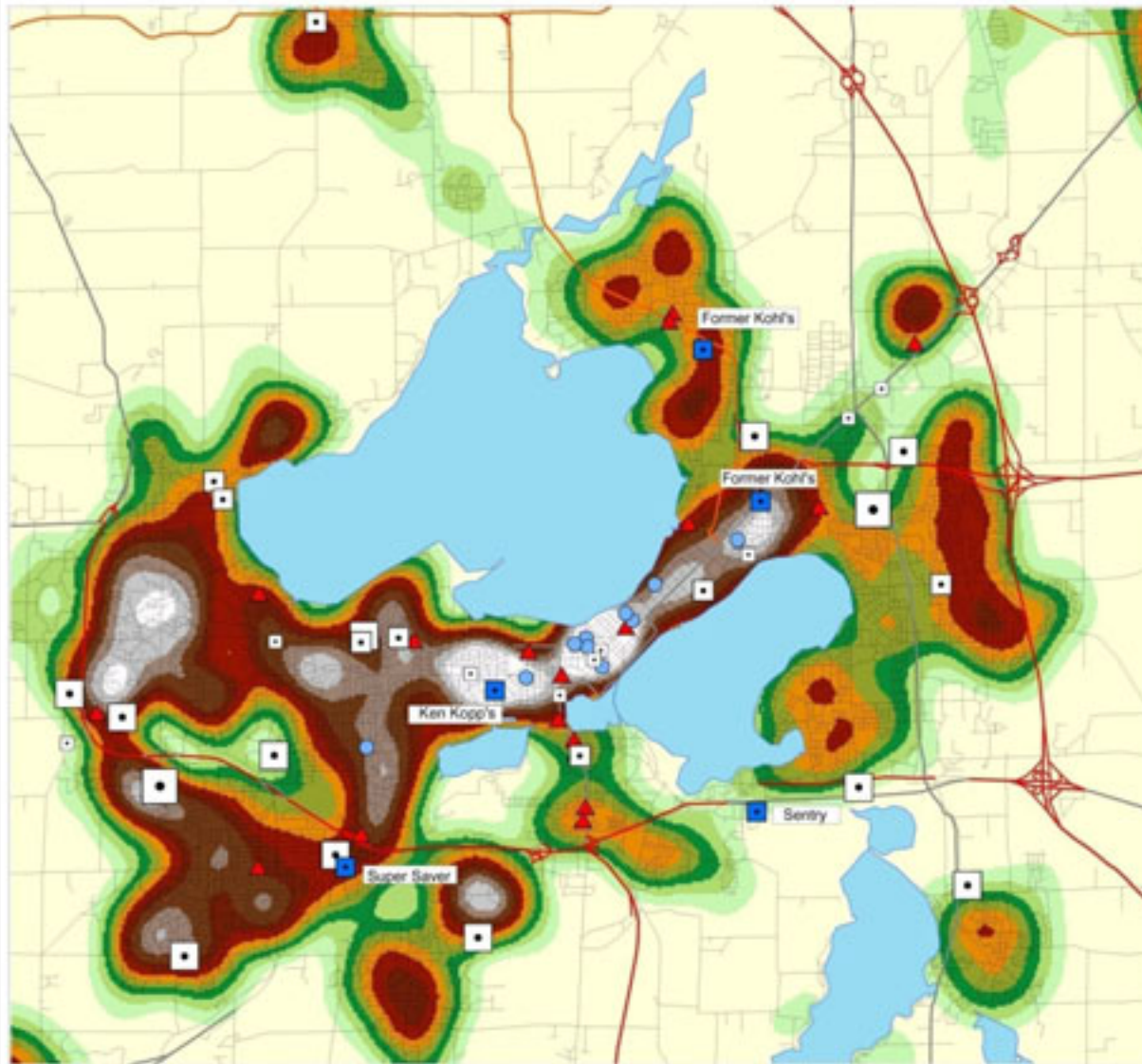
\*Note: Only the accessibility to grocery stores is depicted. Accessibility to specialty food stores and convenience food stores is not represented.



Data Sources:  
U.S. Census Bureau, GDT,  
UWEX and City of Madison

Produced by Matt Kures  
Center for Community Economic Development

# Madison Grocery Stores - Current Supply and Demand Conditions



## Grocery Locations

- Recently Closed Locations
- Small Grocer (Under 20,000 sq ft)
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## Road Classification

- Limited Access Freeway
- Highway
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- Local Road

## Grocery Store Demand Density (Yearly \$ per Square Mile)

- 0 - \$7,000,000
- \$7,000,000 - \$14,000,000
- \$14,000,000 - \$21,000,000
- \$21,000,000 - \$28,000,000
- \$28,000,000 - \$35,000,000
- \$35,000,000 - \$42,000,000
- \$42,000,000 - \$49,000,000
- \$49,000,000 - \$56,000,000
- \$56,000,000 - \$63,000,000
- \$63,000,000 - \$70,000,000
- \$70,000,000 - \$77,000,000
- \$77,000,000 - \$120,000,000

Note: Demand is based on per capita expenditures in grocery stores, per capita income and population.

# Historical City Intervention

## Land Acquisition

### # Capitol Centre Foods

- UDAG
- Mixed-use
- Grocery requirement for five years
- Less than 20,000 square feet
- Wish to expand, but virtually land-locked
- New Owner 2008-2009

### # Asian Midway Foods

- Former Urban Renewal Area
- Land owned by CDA
- Early Store: Traditional grocery – failed
- 1983 – Both Asian and traditional grocery items
- Neighborhood & regional success



# Historical City Intervention: Grocery Stores

## Expansion Loans

### # Willy Street Co-op

- \$200,000 from Madison Development Corporation to assist Co-op move from former location to new location
- Assisted in significant expansion to almost 20,000 square feet
  - 9,500+ – Retail space
  - 10,500 – other
- Needs more space now.
- Offloading some uses to other sites, e.g., off-site kitchen, possible processing location
- Looking for 2<sup>nd</sup> store site
- Very frustrating multi-site options



# Current City Intervention: Monroe Commons



- # Former single-story grocery closed in 2001
- # Transfer to out of town owner
- # Difficult negotiations – subsequent sale to local development partnership
- # Redevelopment District 2003
- # TIF District adopted 2004
- # Project approved March 2005
- # Project opened – 2006

## **THE DEAL:**

- Grocery required to secure TIF, building permit
- Swap City parking lot for new spaces in project
- TIF Agreement - \$2.32 million

# Current City Intervention: Sherman Plaza



- # Significant improvements made to Kohl's site in 2001
- # Operated as a Kohl's Food Emporium until 2003
- # Purchased by Copp's. Store closed by new owner in 2003 due to another store of same chain within two miles
- # Copp's parent (Roundy's) still paying on remaining lease for Kohl's Food Emporium (15 years)
- # Pierce's opened in 2006
- # Store has not turned corner, but still operating

# Other Options / Related Opportunities

## 1. Other potential projects

- Union Corners





# Other Options / Related Opportunities

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- City should examine ways to support a regional and sustainable food system that prioritizes area food producers and retailers.
- Encourage and support community gardens that are operated, sustained, and developed as neighborhood focal points.
- Create a Food Policy Council. **Note: Created 2006 in County.**
- Focus on a transportation strategy to increase access to grocery stores.
- Promote energy conservation as an opportunity for food retailers to cut costs.
- Assist area food producers and small grocery stores by supporting local food distribution.

# Lessons Learned: Grocery Stores

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- # Market dynamics work against making grocery stores possible in city neighborhoods.
- # Even with receptive/progressive City leadership encouraging grocery stores into an area is difficult.
  - Scale & corporate identity
  - Parking
  - Land Use Approvals
- # Getting grocery stores in city is extremely time consuming and expensive.
- # There are no guarantees and risk/reward analysis makes “failure” not a viable option.

# Lessons Learned: Grocery Stores

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- # Not every neighborhood will get a grocery store.
  - Goal: Use siting to provide the most access to the most people.
- # Committed political leadership.
- # Be flexible!
  - Bring as many financial tools to the table as possible.

# Lessons Learned: Grocery Stores

- # Use planning to make compact urban development possible and create opportunity for new model groceries.
  - Madison actively pursues mixed-use concept urban development
  - Parking standards have been changed to accommodate creative site planning
  - DPCED is aggressively working to improve permitting and approvals
- # Follow the money
  - CDBG
  - TIF
  - New Markets / Tax Credits
  - Bonds
- # Be creative
  - Community Gardens
  - Co-ops
  - Community Development Authority / Other non-profits



# Comprehensive Plan

- # Challenge: Effectively balancing urban and agricultural activities, especially in growing city.
- # The Reality: Madison cares about agricultural resources through:
  - CSAs
  - Farmers' Markets
  - Locally-Grown and Sourced Foods, including Organics
  - Community Gardens



# Comprehensive Plan: Nine Required Elements

- # Issues & Opportunities
- # Economic Development
- # Utilities & Community Facilities
- # Housing
- # Land Use
- # Transportation
- # Agricultural, Natural, & Cultural Resources
- # Intergovernmental Cooperation
- # Implementation



# Comprehensive Plan

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## # Economic Development

- Objective: Develop strategies to capitalize on the mutual benefit of the connectivity in rural economies, as producers of food and urban economies as processors and consumers.
  - Policy 1: Build on existing initiatives, e.g., Farmers' Markets and Central Agricultural Food Facility to strengthen capacity and ensure safety of regional food network.
  - Policy 2: Support the County effort to maintain areas for food production that serve local markets, such as community-supported agriculture (CSA).

# Comprehensive Plan

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## Natural & Agricultural Resources

### # Choices, decisions and factors to consider:

- Does community want to preserve some open space for commercial farming activities as the City expands?
- Does City want to promote local food system planning through such things as Community-Supported Agriculture farms or preparation and distribution sites for locally-produced food?
- Does City want to further promote community gardening by encouraging additional sites in the City or allowing community gardening as a permitted use in the zoning ordinance?
- What can the City do to promote the sale of food grown in Dane County?

# Comprehensive Plan

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## # Agricultural Resources Goals:

- Maintain the region's status as one of the nation's most productive and economically viable food production areas.
- Maintain existing agricultural operations in the City and encourage new, smaller farming operations such as Community-Supported Agriculture Farms.

# Objectives & Policies for Agricultural Resources

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- # Objective 11: Encourage preservation of farming operations within City where it is economically feasible and compatible with surrounding land uses.
  - Policy 1: Identify, map and maintain a database of agricultural operations in the City.
  - Policy 2: Coordinate with the County to educate farmers with operations in the City about incentive programs that will help them continue farming or to sell their land to farmers with interest in smaller-scale agricultural operations such as farmette development and Community-Supported Agriculture farming.

# Objectives & Policies for Agricultural Resources

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- # Objective 12: Identify areas on the City's periphery suitable for long-term preservation for diverse agricultural enterprises and community separation.
  - Policy 1: Cooperate with adjoining towns and villages and Dane County to protect identified long-term preservation areas for the benefit and use of current and future generations.
  - Policy 2: Encourage unique agricultural uses, such as apiaries, orchards, vineyards, and other agricultural uses that are compatible with urban land uses.

# Objectives & Policies for Agricultural Resources

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- # Objective 13: Promote the sale of foods grown in Dane County.
  - Policy 1: Support Dane County's efforts to promote and develop direct-marketing alternatives for agricultural foods and products.
  - Policy 2: Support Dane County's efforts to educate the general public on the value that agriculture production and business adds to the Dane County economy.
  - Policy 3: Support Dane County's efforts to help entrepreneurs plan, start and grow new enterprises that capture value from agriculture.
  - Policy 4: Support Dane County's efforts to establish and maintain a Food Council to coordinate issues and policies relating to locally grown foods.

# Objectives & Policies for Agricultural Resources

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- # Objective 14: Protect existing community gardens in the City and establish additional areas for new community gardens.
  - Policy 1: Expand community gardening opportunities in the City; consider using City surplus property and parkland to do this.
  - Policy 2: Strive to create one community garden site for every 2,000 households in the City.
  - Policy 3: Design aesthetically pleasing community gardens appropriate to the neighborhoods where they are located.
  - Policy 4: Extend leases of community gardens on City-owned property to five years.
  - Policy 5: Establish permanent community gardens on City-owned land or in City parks where possible.

# Community Gardens

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- # Community Action Coalition supports 42 community gardens in Madison area
- # Gardens cover over 25 acres
- # Over 250,000 pounds of fresh produce each year
- # Over 1,700 families are involved:
  - 32% live below poverty limit
  - 61% earn less than 50% of County Median Income
  - 37% speak English as second language or not at all
  - 25% are Hmong-American





**THIS JUST IN . . .**

# Zoning Code Rewrite

## Urban Agricultural District (UA)

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### **Background**

- # The UA District is a proposed new district designed to recognize community gardens and urban-scale farming operations within the city.
- # Community gardens are allowed within most other districts and many agricultural activities are allowed within employment districts.

# Statement of Purpose

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- # The purpose of this district is to ensure that urban garden and farm areas are appropriately located and protected to meet needs for local food production, and to enhance community health, community education, garden-related job training, natural resource protection, preservation of green space, and community enjoyment. Because urban agricultural will typically exist in close proximity to residential and other uses, concern will be given to ensuring compatibility among uses.

# Dimensional Standards, Permitted and Conditional Uses

## Urban Agricultural District

	All permitted and conditional uses
Lot area (sq. ft.)	15,000 square feet*
Lot width	50 feet
Front yard setback (structures)	15' or the setback of the adjacent district, whichever is greater
Side yard setback (structures)	6' or the setback of the adjacent district, whichever is greater
Rear yard setback (structures)	20' or the setback of the adjacent district, whichever is greater
Maximum height	25 feet
Maximum lot coverage (buildings & paved areas)	15% (excluding greenhouses and hoop houses)

\* Lot area of less than 15,000 square feet may be allowed as a conditional use

# Management Plan Required for Certain Activities

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- Urban agricultural operations that involve any of the following activities must prepare a management plan that addresses how the activities will be managed to avoid effects on surrounding land uses and natural systems. The management plan will be reviewed as part of the site plan review process or as part of the conditional use process, as specified below:
  - Animal husbandry, (including keeping of more than four [4] chickens, beekeeping and fish farming)
  - Off-street parking of more than 10 vehicles
  - Processing of food produced on sit
  - Spreading of manure
  - Application of agricultural chemicals, including fertilizers and pesticides
  - Use of heavy equipment such as tractors

# Conditional Use Approval for Certain Activities

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- # The following activities as part of an urban agricultural operation require conditional use approval. The management plan required for these activities will address how the activities will be managed.
  - Animal husbandry
  - Spreading of manure
  - Spraying of agricultural chemicals, including fertilizers and pesticides
  - Use of heavy equipment such as tractors outside of standard operating hours (7 AM – 10 PM)

# Urban Agricultural Management Plan Etc.

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- # The intent of the management plan requirement is to establish a threshold between typical urban agriculture activities and more intensive activities that could affect nearby residents and will require a management plan.
- # The management plan standard will also apply to community or market gardens in other districts, under the Supplemental Regulations section.
- # Regulations for some accessory uses such as farm stands and farmers markets are also listed under Supplemental Regulations. There are already regulations for compost bins in the Madison General Ordinances, 7.361.
- # Standards for screening of parking areas are in the General Regulations section of the Zoning Code.

# The Last Word...

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“That means Madison has  
a lot of foodies.”

~Mark A. Olinger, Director of Madison’s Department of  
Planning & Community & Economic Development,  
explaining to the Plan Commission Monday a consultant’s  
comment about the City having the right “demographics” for  
a \$15 million downtown public market.

The Capital Times 10.22.08

# Web Resources

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## # Zoning Code Re-Write:

- <http://www.cityofmadison.com/neighborhoods/zoningrewrite/index.cfm>

## # Comprehensive Plan:

- <http://www.cityofmadison.com/planning/comp/plan.html>

## # Madison Public Market:

- <http://legistar.cityofmadison.com/detailreport/matter.aspx?key=13734&mode=print>

## # The Healthy City:

- <http://www.cityofmadison.com/mayor/projects/documents/MetroVisionHealthvCity3.pdf>

## # Grocery Store:

- <http://www.cityofmadison.com/planning/Grocery%20Store.pdf>

# Thank you for your attention



For more information: [molinger@cityofmadison.com](mailto:molinger@cityofmadison.com).