

DATE: July 3, 1990

TO: Committee on Transportation and Public Works

FROM: Thomas C. Kenney, County Board Research Analyst

RE: File No. 90-459: From the Director of Public Works and Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities.

Policy Issue

The Committee on Transportation and Public Works at its meeting on May 3, 1990 referred the above-mentioned item to the County Board staff. The proposed "Concession Leasing Policy" is intended to be a guideline for the solicitation and award of concession agreements for retail stores, dining facilities and other terminal building concessions. The department is proposing this policy now, in part because many of the current concession agreements commenced in 1984 and are due to expire in 1991. Many of the concession agreements were for a term of seven years, in recognition of the required capital investment.

Most of the proposed "Concession Leasing Policy" reflects past practices. In order to better understand what would be different under the Department's plan, staff has prepared the following chart:

TYPE OF CONCESSION	PROPOSED CONCESSION POLICY	CURRENT POLICY
Automotive Rental	Bidding to Specifications	Bidding to Specifications
Travel Agencies	Bidding to Specifications	Bidding to Specifications
Game Room	Bidding to Specifications	Bidding to Specifications
Shoe Shine	Bidding to Specifications	Bidding to Specifications
Barber	Bidding to Specifications	Bidding to Specifications
Parcel Lockers	Bidding to Specifications	Bidding to Specifications
Luggage Cart	Bidding to Specifications	Bidding to Specifications
Coin-Operated TV	Bidding to Specifications	Bidding to Specifications
News/Gifts	Competitive Proposals	Competitive Proposals
Restaurant	Competitive Proposals	Competitive Proposals
Advertising Display	Competitive Proposals	Competitive Proposals
Specialty Shops	Competitive Proposals	Competitive Proposals
Parking Management	Competitive Proposals	Bidding to Specifications
County-wide Shuttle Service	Competitive Proposals	Competitive Proposals
Public Telephones	Competitive Proposals	Competitive Proposals
Travel Insurance/ Business Services	Competitive Proposals	Bidding to Specifications

In addition to the above, there are six other elements to the Department's proposed Airport Concession Leasing Policy: Prohibited Concessions, Direct Negotiations, Public Notice, Selection Process, Selection Committee and Disadvantage Business Development. Of the six above-mentioned items, four reflect a continuation of current policy: Public Notice, Selection Process, Selection Committee and Disadvantage Business Development. The only new elements of the proposal are Prohibited Concessions and Direct Negotiations.

Prohibited Concessions would include free standing kiosks, mobile carts, etc. Direct Negotiations would "be used when services offered are covered by patents, copyrights, trademarks, or are unique and available from a sole source."

Findings

As previously stated, many of the current airport concession agreements will expire in the near future. An established policy, agreeable to the Committee and the County Board would give the Airport Division a clear direction on how to proceed. However, since the vast majority of the proposed policy reflects current policy, staff feels that the majority of the recommendations can be treated as an informational item.

The Parking Management Contract currently bid to specification would be changed to a competitive proposal process per the Airport's report. After review of this proposed change with Airport Division staff, it is mutually recommended that the Parking Management Contract continue to be bid out.

The other recommended change to the proposed policy pertains to criteria for evaluation in the selection process. One of the stated criteria would be "reputation." This should be omitted from the criteria. Since "demonstrated experience" is also one of the criteria, staff does not recommend a substitute for "reputation."

Additionally, the proposal calls for Travel Insurance/Business Services to be selected by competitive proposals instead of bids. It is important to point out that this is really a new category of concession. Although the Airport currently selects Travel Insurance through a bidding process, the concept of enlarging the scope of services to a Travel Insurance/Business Service is new. According to Airport staff, traditional travel insurance concession can no longer stand alone. Therefore, the trend in the industry is to add business services such as: notary services, FAX machines, secretarial services, foreign money exchange, baggage storage, copy machines, telephone suites, Western Union services, etc. to the travel insurance concession. Due to the varying scope of potential services that could be offered, staff concurs that this Travel Insurance/Business Services concession be selected through a competitive proposal process.

The Airport's proposed "Concession Leasing Policy" would allow for direct negotiations under certain circumstances. Staff concurs that direct negotiations should be used on occasion but never without County Board approval. Staff recommends that the Airport Director seek authorization from the County Board, through the Committee on Transportation and Public Works to directly negotiate a sole source contract. Justification

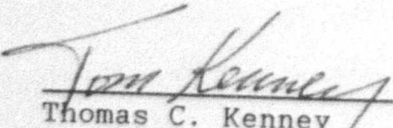
should be given for such authorization, and the result of the negotiation process should be reviewed and approved by this Committee and the County Board. If these procedures are followed, no change in current policy is required.

Finally, the Airport proposal would prohibit free standing kiosks, mobile carts, etc. For the reason stated in the Department's report (large capital investment to terminal concessions for fixed improvements) and the potential obstruction to pedestrian flow, particularly in the concourses, the staff concurs with this recommendation.

Summary/Recommendations

Subsequent to staff's review of this issue, the proposed "Concession Leasing Policy" reflects current practices. One of the proposed changes, selection process for the Parking Management Contract, would now remain the same, as a result of staff's review and discussion with the Department. Staff does feel that it was meritorious for the Department to inform the Committee on how it plans to proceed; however, staff believes that the majority of the Department's proposal can be treated as an informational item, with the understanding that the minor modification mutually agreed upon by County Board and Airport staff be followed, absent Committee objections.

The one element of the proposed "Concession Leasing Policy" which requires Committee and County Board action is the prohibition of free standing kiosks and mobile carts. Staff concurs with this recommendation for the reasons previously stated. There are currently no free standing kiosks and mobile carts at GMIA.


Thomas C. Kenney

TCK/vo:doc 2719

COUNTY OF MILWAUKEE
Inter-Office Communication

11

DATE: July 3, 1990

TO: Committee on Transportation and Public Works

FROM: Thomas C. Kenney, County Board Research Analyst

RE: File No. 90-459: From the Director of Public Works and Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities.

Policy Issue

The Committee on Transportation and Public Works at its meeting on May 3, 1990 referred the above-mentioned item to the County Board staff. The proposed "Concession Leasing Policy" is intended to be a guideline for the solicitation and award of concession agreements for retail stores, dining facilities and other terminal building concessions. The department is proposing this policy now, in part because many of the current concession agreements commenced in 1984 and are due to expire in 1991. Many of the concession agreements were for a term of seven years, in recognition of the required capital investment.

Most of the proposed "Concession Leasing Policy" reflects past practices. In order to better understand what would be different under the Department's plan, staff has prepared the following chart:

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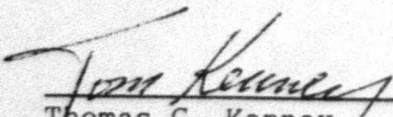
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Summary/Recommendations

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Thomas C. Kenney

TCK/vo:doc 2719

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: May 18, 1990

TO: Tom Kenney, County Board Research Analyst

FROM: Committee on Transportation & Public Works

SUBJECT: TPW COMMITTEE MEETING OF 5/3/90

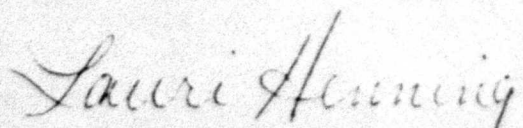
The Committee on Transportation & Public Works, at its meeting on May 3, 1990, referred the following matters to County Board staff:

File No. 90-459: From Director of Public Works & Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities.

File No. 86-737(a)(g): From Director of Public Works & Development, recommending that upon completion of the parking structure expansion project at General Mitchell International Airport the ready/return area for the car rental companies be increased to 225 parking spaces and that amendments be executed to the six car rental agreements to provide for the lease of this additional space.

Regarding File No. 86-737(a)(g), concern was expressed that the \$70 per space per month cost to the car rental agencies for the ready/return parking area was too low. In reviewing this matter, County Board staff is to also explore other alternatives.

This memo is to advise you of the actions taken by the Transportation Committee on May 3.


Lauri Henning, Committee Clerk
Transportation & Public Works Committee

cc: B. Bateman
C. Wodushek
T. Kuzma

#1601

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: May 18, 1990

TO: Barry Bateman, Airport Director

FROM: Committee on Transportation & Public Works

SUBJECT: TPW COMMITTEE MEETING OF 5/3/90

The Committee on Transportation & Public Works, at its meeting on May 3, 1990, took the following actions relative to Airport matters:

File No. 90-423: From the Chairman, Airport Interested Residents (A.I.R.), requesting to convey and review pertinent airport information relating to the Part 150 Study, Master Plan and Environmental Impact Statement.

The Committee referred to you a report prepared by A.I.R. and requested your comments regarding the items contained in that report. Copies of the report are to be given to the Noise Advisory Committee as well as Coffman & Associates. Attached are six copies of A.I.R.'s report. I will be forwarding a copy to George Mitchell, who has been retained to do an independent study of the Airport Master Plan.

During discussion on this matter, Supervisor St. John requested that you provide information advising of the availability, the practical nature and the ramifications involved with (a) noise monitoring and noise monitoring equipment; (b) noise budgeting procedures; and (c) the method by which we can force aircraft unacceptable to other airports to be also unacceptable to ours.

File No. 90-459: From Director of Public Works & Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities.

This matter was referred to County Board staff.

File No. 86-737(a)(g): From Director of Public Works & Development, recommending that upon completion of the parking structure expansion project at General Mitchell International Airport the ready/return area for the car rental companies be increased to 225 parking spaces and that amendments be executed to the six car rental agreements to provide for the lease of this additional space.

This matter was referred to County Board staff for review and report back. Concern was expressed that the \$70 per space per month cost to the car rental agencies for the ready/return parking area was too low. County Board staff is to also explore other alternatives.

File No. 90-456: From Director of Public Works & Development, recommending execution of an amendment to the agreement with Scott Aviation, Inc. to the permitted uses section of said agreement to provide Airframe and Engine Maintenance and Repair and/or Modification.

This matter was referred back to Airport staff at your request.

File No. 90-461: From Brian L. Mueller, making several suggestions concerning the curtailment of aircraft noise at Lawrence J. Timmerman Airport, and in particular, training flights over the area.

File No. 90-462: From Mr. & Mrs. Umhoefer, requesting that the issue of aircraft noise at General Mitchell International Airport be addressed before any discussion on runway expansion or extension, and that the average citizen be provided the opportunity to understand measures available to reduce current excessively noisy conditions.

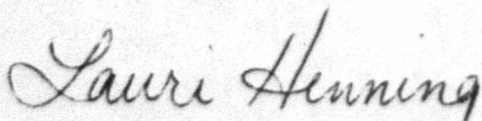
These two matters were referred to Airport staff (copies attached). Supervisor Tabak requested that Mr. Mueller receive a copy of staff's response.

For your information, the County Board, on May 17, referred back the following items:

File No. 85-341(a)(c): Authorizing termination of the agreement with Ella Wilhoit d/b/a Truly Yours Gift Shop, effective May 31, 1990.

File No. 90-13(a)(w): Accepting the low bid of C.A.A.P., Inc. for Asbestos Abatement in the FAA/Weather Bureau Building.

This memo is to advise you of the actions taken by the Transportation Committee on May 3.



Lauri Henning, Committee Clerk
Transportation & Public Works Committee

Attachments

cc: G. Schwerm
C. Wodushek
T. Kenney

Transportation

COUNTY OF MILWAUKEE
INTER-OFFICE COMMUNICATION 2342 R1

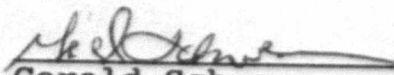
DATE : April 23, 1990
TO : F. Thomas Ament, County Board Chairperson
FROM : Gerald Schwerm, Director of Public Works & Development
SUBJECT : Airport Concession Leasing Policy

FILE NO. 90-459

Within the next six to eighteen months airport staff will be soliciting airport concession opportunities for General Mitchell International Airport. Concession agreements awarded in 1984 during the terminal expansion project are due to expire commencing in June, 1991.

In order to solicit concession opportunities in a format that is consistent with current trends in airport concession leasing and consistent with the objectives of Milwaukee County in encouraging a high level of public interest in airport concession opportunities, airport staff has developed a guideline for the solicitation process, entitled "Concession Leasing Policy, General Mitchell International Airport". This policy is intended to be a guideline for the solicitation and selection process, and may be amended from time to time.

Airport staff recommends that the Milwaukee County Board of Supervisors adopt this Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which airport staff may begin developing specifications, soliciting and awarding airport concession opportunities.


Gerald Schwerm
Director of Public Works
and Development

CW:ja

REFERRED BY

APR 25 1990

Introduction:

The terminal expansion project at General Mitchell International Airport included the solicitation and award of concession agreements for retail stores and dining facilities in the main concession mall. Most of the concessions were awarded by a competitive bid process, to the highest qualified responsible responsive bidder. Milwaukee County provided an unfinished area and necessary utilities, and required each successful bidder to expend a capital investment to finish the area. In recognition of the required capital investment, concession agreements were for a term of seven years, commencing upon beneficial occupancy of the new terminal facility. A majority of the concession agreements commenced in 1984 and are due to expire in 1991. Several other agreements awarded at later dates will expire between 1991 and 1994.

In anticipation of the expiration of existing concession agreements this concession leasing policy shall provide a guideline for awarding future concession agreements in accordance with current airport industry standards and trends. This policy may be amended from time to time to reflect current trends in airport concession leasing and management.

Purpose:

The purpose of this concession leasing policy is to establish a guideline for the solicitation and award of airport concession agreements at General Mitchell International Airport, consistent with Milwaukee County's desire to provide a variety of high quality goods and services to airport consumers at reasonable prices. By proper application of this policy, the following objectives are to be realized:

- a) Encourage investment of private capital in high quality, aesthetically pleasing airport facilities.
- b) Assure the highest level of public service to fulfill the immediate and long-term needs of airport consumers utilizing General Mitchell International Airport.
- c) Maximize concession revenues to Milwaukee County consistent with the objective of providing quality goods and services at reasonable prices.

Prohibited Concessions:

In recognition of the fact that many concessionaires are required to expend a capital investment on fixed improvements in the terminal building, concessions which do not require an investment on fixed improvements are prohibited. These concessions include free standing kiosks, mobile carts, etc.

General Policy for Awarding Concession Agreements:

To achieve the objectives of this concession leasing policy, each concession opportunity will be awarded through a competitive selection process. Methods of soliciting opportunities shall be utilized according to the following guidelines:

1. Bidding To Specifications

Bidding to specifications will be used for those concession where it is difficult to differentiate the type of services or products offered to the public. When bidding procedures are implemented, the concession privilege will be awarded to the highest dollar bidder, or bidders if more than one agreement is to be awarded. Concessions awarded by a competitive bid process will not be subject to negotiation after the bids have been opened and publicly read. The following concession opportunities will be awarded by bid:

Automobile Rental
Travel Agencies
Game Room
Shoeshine
Barber
Parcel Lockers
Luggage Cart
Coin-Operated Televisions

2. Competitive Proposals

Competitive proposals will be used for those concessions where the type of service, volume of business to be generated, quality of goods or services, and demonstrated capability and depth of management can be clearly differentiated between operators. The concession privilege shall be awarded by evaluation of each proposal submitted against the criteria established

in the request for proposal. A committee shall recommend approval of the successful proponent to the County Board of Supervisors. Thereafter, the final terms of the agreement will be negotiated by the Airport Director. The final terms shall be presented to the County Board for approval. The following concession opportunities will be awarded by proposal:

News/Gifts
Restaurant
Advertising Display
Specialty Shops
Parking Management
County-wide Shuttle Service
Public Telephones
Travel Insurance/Business Services

3. Direct Negotiation

Negotiation will only be used when services offered are covered by patents, copyrights, trademarks, or are unique and available from a sole source. If only one concessionaire meets the eligibility requirements, airport staff may negotiate for the concession. However, if additional eligible suppliers or providers of a good or service are identified during a negotiation, the concession will then be awarded by competitive bid or proposal.

Public Notice:

Every concession opportunity will be publicly announced in advance, to provide a reasonable amount of time for interested parties to participate in the competitive selection process. This notice will be accomplished through advertisements placed in various publications both locally and nationally.

Selection Process:

Concessions which are bid to specification shall be awarded to the responsible bidder offering the highest dollar amount for the term of the concession.

Concessions which are selected by competitive proposal will be awarded based on an evaluation by a selection committee. Criteria for evaluation shall be enumerated in the request for proposals and will include, but not be limited

to, depth of management, demonstrated experience at other locations, financial ability, revenue to County, reputation, proposed investment and improvements, pricing policies, and quality of goods and services to be provided.

Selection Committee:

A selection committee shall be created to evaluate proposals submitted for concession opportunities. The committee shall typically consist of the Airport Director, the Deputy Airport Director - Operations and Maintenance, Deputy Airport Director - Finance and Administration, Administrative Assistant - Airport Division, a designee of the County Board staff, a designee from the Disadvantaged Business Development office.

Disadvantage Business Development:

It is the policy of Milwaukee County that Disadvantaged Business Enterprises be provided the maximum opportunity to participate in airport concessions. When evaluating proposals priority will be given to proponents demonstrating an ability to comply with Milwaukee County's disadvantaged business enterprise contract goals, and to those concessions that have been certified by the Joint Certification Program as a disadvantaged business enterprise.

Summary:

This policy is intended to be a guideline for the award to airport concession opportunities. It is recommended that this policy be strictly adhered to except when the public benefit to be derived by deviating from the policy can be clearly identified.

RECORD OF COUNTY BOARD AND
COUNTY EXECUTIVE ACTIONS

3327

Resolution
 Ordinance

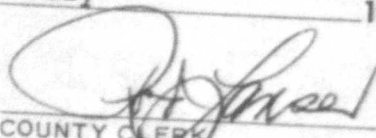
IDENTIFICATION

File No. 90-459

CERTIFICATION
TO COUNTY
BOARD
PASSAGE

I certify that the attached resolution or ordinance was adopted by The Board of Supervisors of Milwaukee County at a meeting held on the 19th day of July 19 90 by a vote of 21 ayes 0 noes.

7-20-90
DATE SIGNED


COUNTY CLERK

7-20-90
DATE SIGNED

F. Thomas Amert
COUNTY BOARD CHAIRMAN

COUNTY
EXECUTIVE'S
ACTION

I approve the attached resolution or ordinance.

8/10/90
DATE SIGNED


COUNTY EXECUTIVE

CERTIFICATION
PUBLICATION

DATE PUBLISHED

DATE SIGNED

COUNTY CLERK

RECEIPTS

BY COUNTY
EXECUTIVE'S
OFFICE

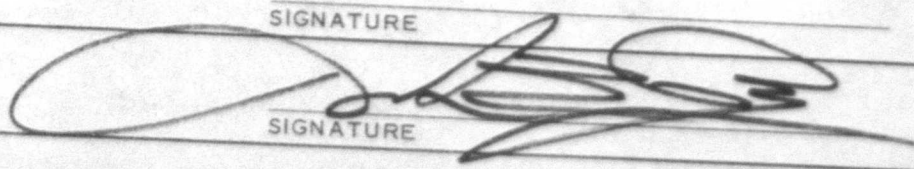
DATE SIGNED

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BY COUNTY
CLERK'S
OFFICE

AUG 13 1990
DATE SIGNED

SIGNATURE



5.1. 44

JUL 19 1990

Adopted

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File No. 90-459

(Journal May 17, 1990)

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(ITEM 4) From Director of Public Works & Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities, by recommending adoption of the following resolution.

WHEREAS, the current concession agreements awarded for concessions at General Mitchell International Airport will begin to expire commencing in June, 1991; and,

WHEREAS, to solicit concession opportunities in a format that is consistent with current trends in airport concession leasing and Milwaukee County's objective in encouraging a high level of public interest in airport concession opportunities, airport staff has developed a guideline for the solicitation process; and,

WHEREAS, the Concession Leasing Policy was referred to the County Board Research Analyst assigned to the Committee on Transportation and Public Works, at the Committee's meeting of May 3, 1990; and,

WHEREAS, upon review of the Concession Leasing Policy, the County Board Research Analyst concurs with airport staff's recommendations, with certain mutually agreed upon modifications; and,

WHEREAS, after due consideration, the Transportation and Public Works Committee concurs with airport staff's and the County Board Research Analyst's recommendation to prohibit the installation of free standing kiosks and mobile carts in the terminal building at General Mitchell International Airport for retail concession outlets; now, therefore,

BE IT RESOLVED, that the Milwaukee County Board of Supervisors, in recognition of the large capital investments required to be made by concessionaires in the terminal

APPROVED AS TO FORM
[Signature]
CORPORATION COUNSEL

1 building at General Mitchell International Airport, hereby
2 prohibits the installation of free standing kiosks and mobile
3 carts for retail concession purposes in the terminal building
4 at General Mitchell International Airport.

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6 FISCAL NOTE: Adoption of this policy will have no
7 fiscal impact as no mobile carts or kiosks
8 currently exist at General Mitchell International
9 Airport.

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TRANSPORTATION

JUL 05 1990

11. 90-459 From Director of Public Works & Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities. (5/3/90: referred to County Board staff) (REPORT FROM COUNTY BOARD STAFF)

11-B-763

ACTION BY: (St. John) adopt recommendation of County Board staff relative to the issue except make a two-step proposal out of Travel Insurance/Business Services requesting proposals but procuring to a specification created as a result of those proposals.

Supervisor Czaja requested separate action on that part of the motion pertaining to Travel Insurance/Business Services.

Vote on policy for Travel Insurance/Business Services: 3-3
(FAILED)

AYES: St. John, Coggs-Jones & Cupertino (Chair) - 3
NOES: Czaja, Tabak & Kuzminski - 3
EXCUSED: Pitts

Vote on approval of County Board staff recommendation: 6-0

AYES: Czaja, Tabak, St. John, Kuzminski, Coggs-Jones & Cupertino (Chair) - 6
NOES: 0
EXCUSED: Pitts

File No. 90-459

(Journal May 17, 1990)

(Item 4) From Director of Public Works & Development, recommending adoption of a Concession Leasing Policy for General Mitchell International Airport to provide a general framework in which Airport staff may begin developing specifications, soliciting and awarding Airport concession opportunities, by recommending adoption of the following resolution.

WHEREAS, the current concession agreements awarded for concessions at General Mitchell International Airport will begin to expire commencing in June, 1991; and,

WHEREAS, to solicit concession opportunities in a format that is consistent with current trends in airport concession leasing and Milwaukee County's objective in encouraging a high level of public interest in airport concession opportunities, airport staff has developed a guideline for the solicitation process; and,

WHEREAS, the Concession Leasing Policy was referred to the County Board Research Analyst assigned to the Committee on Transportation and Public Works, at the Committee's meeting of May 3, 1990; and,

WHEREAS, upon review of the Concession Leasing Policy, the County Board Research Analyst concurs with airport staff's recommendations, with certain mutually agreed upon modifications; and,

WHEREAS, after due consideration, the Transportation and Public Works Committee concurs with airport staff's and the County Board Research Analyst's recommendation to prohibit the installation of free standing kiosks and mobile carts in the terminal building at General Mitchell International Airport for retail concession outlets; now, therefore,

BE IT RESOLVED, that the Milwaukee County Board of Supervisors, in recognition of the large capital investments required to be made by concessionaires in the terminal building at General Mitchell International Airport, hereby prohibits the installation of free standing kiosks and mobile carts for retail concession purposes in the terminal building at General Mitchell International Airport.

Fiscal Note:

Adoption of this policy will have no fiscal impact as no mobile carts or kiosks currently exist at General Mitchell International Airport.