



Request for City Council Committee Action from the Department of Community Planning & Economic Development

Date: January 14, 2015
To: Council Member Lisa Goodman, Chair, Community Development and Regulatory Services Committee
Referral to: Council Member John Quincy, Chair, Ways and Means/Budget Committee
Subject: Downtown East Commons: Design Consultant

Recommendation:

- 1) Authorize appropriate City staff to enter into a contract with Hargreaves Associates for the design of the Downtown East Commons in an amount not to exceed \$1,800,000

Previous Directives:

On July 19, 2013, the City Council authorized staff to negotiate term sheets with Ryan Companies and the Minnesota Sports Facilities Authority (MSFA) consistent with the general conceptual framework for the Downtown East project. On October 4, 2013, the City Council established a Park Committee to formulate a vision for the new green space. On December 13, 2013, the City Council approved a term sheet with Ryan and MSFA for the Downtown East project, adopted resolutions related to the financing, and authorized City officials to execute necessary agreements. On August 29, 2014, the City Council accepted a Pre-Development grant (LCDA-TOD) from the Met Council for design work of the Commons. December 11, 2014, the City Council approved a Memorandum of Understanding with the Minneapolis Park & Recreation Board providing for the conveyance and lease back of the Commons.

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Approved by: D. Craig Taylor, Executive Director, CPED	_____
Charles T. Lutz, Deputy Director, CPED	_____
Presenter in Committee: Kjersti Monson, Director of Long Range Planning	

Financial Impact

Staff is currently working with all interested parties to develop and execute a fund-raising strategy for all aspects of the Commons development. Until this strategy is fully developed and funds are raised, the City will pay for, on an interim basis, the costs incurred under the contract with Hargreaves Associates. As funds are raised and become available, the City will be reimbursed for the costs it paid for under this contract. Sufficient resources are available in the project budget to provide for the interim financing.

Community Impact

Neighborhood Notification: The Elliot Park neighborhood and the East Downtown Council have both issued letters (dated July 8, 2013 and June 28, 2013, respectively) that are generally supportive of the broader Downtown East project's overall development concept. Ryan provided an update on the Downtown East project to joint meetings of the Elliot Park/East Downtown Council/Downtown Minneapolis Neighborhood Association on January 16, 2014 and on May 15, 2014.

City Goals: Great Places, Living Well, A Hub of Economic Activity

Comprehensive Plan: The blocks are guided for Mixed Use and Commercial. On December 2, 2013, the City Planning Commission found the construction of the new green space as consistent with the Comprehensive Plan.

Zoning Code: The blocks are zoned B4S-2, Downtown Service District, and B4N, Downtown Neighborhood District.

Background/Supporting Information

In February 2014, the City, Ryan Companies US, Inc. (Ryan Companies) and the Minnesota Sports Facilities Authority (MSFA) executed a Development Agreement for the five-block Downtown East project. One component of the project is the development of a green space on one and two-thirds of the blocks. This space, totaling 4.2 acres, is currently referred to as the "Downtown East Commons."

The Development Agreement provides for the construction, financing, and conveyance to the City of a cleared site with certain basic improvements by July 1, 2016. Financing is in place for the nearly \$20 million purchase price. Also in February, the parties executed an Urban Park Use Agreement that defined the MSFA's and Minnesota Vikings' use rights of the Downtown East Commons and basic spatial components of its design.

In September 2014, a City Council-established Park Committee developed a vision, principles and guidelines to inform the design and programming of the Downtown East Commons (see attachment).

In December 2014, the City agreed to convey the Downtown East Commons property to and lease it back from the Minneapolis Park & Recreation Board and manage the design, construction, and funding process for the space.

Downtown East Commons Proposals

On September 14, 2014 the City issued a request for proposals (RFP) for a landscape architect-led design team to design the Downtown East Commons beyond the basic level that is already provided for and financed under the Development Agreement. Actual construction of such additional improvements, however, is subject to the availability of funding. The City received proposals from fourteen teams comprised of local and national design firms. The lead firms representing these fourteen teams are listed below:

- OJB (Office of James Burnett)
- Olin/Snow Kreilich Architects
- site design group ltd.
- Land Collective/HWKN
- Coen + Partners/Daoust Lestage
- Stantec/Supermass Studio
- West 8/HGA
- Tom Leader Studio/SOM
- Walker Macy/Kestrel
- Hargreaves Associates/Damon Farber Associates/VJAA
- WORKSHOP Ken Smith/Perkins+Will

- Hoerr Schaudt/Rogers Partners
- Design Workshop/HKGI
- Gustafson Guthrie Nichol/Confluence/VJAA

A City staff group developed a recommended shortlist of teams and a review panel of City officials and stakeholders selected the following three teams for interviews:

- Olin/Snow Kreilich Architects
- Perkins + Will/WORKSHOP Ken Smith
- Hargreaves Associates/Damon Farber Associates/VJAA

The review panel conducted interviews on November 12, 2014 and recommends that the City Council select the team led by Hargreaves Associates.

The team proposed by Hargreaves included the following firms (final team composition is subject to finalization of contracts):

- Hargreaves Associates: Cambridge, MA-based landscape architecture firm that will provide lead design and project management services.
- Damon Farber Associates (DFA): Minneapolis-based landscape architecture firm that will assist with local design knowledge and coordination.
- VJAA: Minneapolis-based architecture firm that will provide architecture services for structures for the park, as determined through the planning and design work.
- Eskew+Dumez+Ripple (EDR): EDR will provide architecture services focused on configuration/operation of a multi-purpose public event space.
- HR&A Advisors (HR+A): HR+A will provide economic services to establish an implementation and management plan for the Downtown East Commons.
- ETM Associates (ETM): ETM will provide management and operations services to establish a long-term and sustainable plan for the Downtown East Commons.
- Greenway Transportation Planning (GTP) -MBE Certified: GTP will provide transportation planning services to create successful integration of pedestrian and bicycle circulation needs with vehicular circulation.
- Catt Lyon Design + Wayfinding (CLD+W) –WBE Certified: C:D+W will provide wayfinding services.
- Illumination Arts-WBE Certified: Illumination Arts will provide lighting services.
- Pierce Pini+Associates (PPA)–WBE Certified: PPA will provide civil engineering services to strategize drainage, utilities, and storm water management approaches as well as pavement designs.
- Pine+Swallow Environmental (P+SE): P+SE will provide soil design for rapid storm water drainage, moisture content for turf grass, and sufficient compaction for heavy pedestrian foot traffic.
- BKMB Engineers: BKMB will provide structural engineering services.
- Hallberg Engineering- MBE certified: Hallberg will provide mechanical and electrical engineering services.

Notable projects completed by Hargreaves Associates include:

- Discovery Green: 12-acre park in Houston
- Queen Elizabeth Olympic Park: 270-acre park developed for the 2012 Olympics in London
- Cumberland Park: 6.5-acre park in Nashville

- Denver Union Station: 8 acres of public realm improvements in Denver

The Hargreaves team was selected based on the criteria for selection in the RFP, which are listed below, each followed with an explanation of Hargreaves' performance on that criteria:

- *Quality, thoroughness, and clarity of proposal.*
The Hargreaves proposal was thorough and clearly articulated. It demonstrated a strong understanding of the project and the timeline, and provided clear and relevant information that gave both the staff review team and the Review Panel confidence that the team had the right skills, experience, and understanding to deliver the project.
- *Qualifications and experience of proposing firms and individuals (includes a review of portfolio and references).*
The Hargreaves team has a strong portfolio of relevant experience, including work on highly programmed urban parks, work with sports interests, and work with iconic urban places that become known and loved by residents while contributing to the image of a city. The individuals on the team come with these experiences personally, and are not relying on "firm experience" to build the portfolio.
- *Demonstrated ability of the Consultant to manage and deliver large, complex projects.*
The Hargreaves team communicated through their portfolio and in their interview that they have successfully delivered many large, complex parks, including projects with complex programming obligations, challenging timelines, and projects required to endure and accommodate a wide variety of event sizes from huge crowds to individuals. They discussed specific challenges related to the timeline in their interview, and provided specific comments on the budget.
- *Teaming and design approach*
The teaming strategy and structure of the team reflects Hargreaves approach to the design process. In assembling a project team, Hargreaves demonstrated both past collaborations of its members, and clear understanding of the role and contribution of the team members. Their teaming and approach will lead to a strong and informed design process. Their approach demonstrated an understanding that the Downtown East Commons needs to balance many elements including the need to accommodate big events as well as everyday uses.
- *Project management approach.*
The Hargreaves team has established a timeline and project management approach that reflects a strong understanding of the need for consistent leadership and management from Hargreaves from concept and design through construction documents, bid, and construction administration. Their commitment to hands on management by Hargreaves lead staff throughout the project is reflected in the project schedule and fee. Their schedule reflects awareness and planning for purposeful coordination with Ryan

Companies, identifies important landmark moments, and reflects a strong understanding of coordination needs.

- *How well the proposed Scope of Services reflects an understanding of the Commons vision, community engagement goals, and other City objectives.*
The Hargreaves scope of services reflects a strong understanding of the vision for the Downtown East Commons and the City's objectives for the project, including meaningful community engagement.
- *Small & Underutilized Business Participation*
The Minneapolis Department of Civil Rights (MDCR) set Small and Underutilized Business Enterprise Program (SUBP) goals for the project of:
 - 7% Minority-Owned Business Enterprise (MBE)
 - 12% Women-Owned Business Enterprise (WBE)

In its additional review, MDCR determined the Hargreaves proposal was responsive. MDCR will be conducting their pre-award compliance review of these goals and work with Hargreaves on the development of an Affirmative Action Plan.

- *Cost of Services Proposed*
The fees included in the 14 proposals ranged from \$1,070,750 to \$3,238,110 to complete the project. The average fee proposal was \$1,616,112. The fee for the Hargreaves team is commensurate with the average. The Hargreaves fee demonstrates a thorough understanding of the project and reflects their commitment to hands on management throughout the project.
- *Review Panel Interview*
Hargreaves was selected by the Review Panel as the preferred consultant.

Key Elements of Downtown East Commons Project

The design contract will reflect, that the Downtown East Commons will be delivered in phases to coincide with major dates: the opening of the Stadium in the summer of 2016 ("Opening Day Commons") and Minneapolis hosting the Super Bowl in 2018, by which time the "Ultimate Commons" will be completed. Breaking the project into phases recognizes several needs:

- A very short and complex schedule by June 2016 requiring financing, design, and construction document coordination for improvements beyond the basic level Ryan Companies will already provide. The "Opening Day Commons" will include sufficient furnishings and enhancements to be a usable public space.
- A pause, if required, when construction documents are 20%-30% complete (including preliminary cost estimate) to allow a fundraising campaign to continue as needed to fund the capital improvements of the "Ultimate Commons".

- A project timeline and funding for a general contractor procured through a competitive bidding process to deliver the “Ultimate Commons” in time for the 2018 Super Bowl.
- That sufficient funding is needed to provide for completion of each of the phases.

Hargreaves will begin concept design in January 2015 and complete schematic design for both phases by mid-2015. The design will be informed by the Principles and Guidelines adopted by the Park Committee and the legal agreements between the City, MSFA, Ryan Companies and others regarding the Downtown East Commons. During this time Hargreaves will be leading several public engagement opportunities to gain input from the community regarding the program and design of the Downtown East Commons.

Hargreaves will then advance the design for the Opening Day Commons to ensure that those improvements beyond the basic level can also be completed by June 2016. Due to the condensed schedule, the Opening Day improvements would need to be delivered through an amendment to the agreements with Ryan Companies that provide for the City’s purchase of the improved property. Assuming staff has been able to negotiate acceptable changes to the turnkey improvements and price with Ryan Companies, staff anticipates returning to the City Council by the fall of 2015 for authorization to proceed with the Opening Day Commons.

More detailed design for the Ultimate Commons will begin in spring 2016 and be completed to the mid-point, followed by cost estimating, fundraising, and the finalization of construction drawings with the aim, subject to the availability of funding, to commence construction in 2017 which will allow time to complete construction in time for the February 4, 2018 Super Bowl. Staff anticipates returning to the City Council by the fall of 2016 for authorization to solicit bids for construction of the Ultimate Commons.

As indicated above, the term of the Hargreaves contract is contemplated to be three years. If fundraising or other factors outside the landscape architect’s control delay construction of the Ultimate Commons beyond December 2017, it will be necessary to negotiate an extension.

A Technical Advisory Committee consisting of representatives from several stakeholders within the City enterprise and partner organizations, including the MPRB, MSFA and Minnesota Vikings, has been created to collect input from and encourage communication between the various partners and stakeholders and to ensure clear direction of the design team. An Implementation Committee consisting of City of Minneapolis elected officials and local stakeholders will provide policy-level guidance to the project.

Estimated Project Budget (Subject to change)

- Opening Day Commons Construction Cost: \$ 3,000,000
- Ultimate Commons Construction Cost: \$12,000,000
- Design Fees (Hargreaves Associates): \$ 1,800,000
- Misc. Fees and Soft Costs: \$ 1,950,000
- TOTAL PROJECT BUDGET: \$18,750,000

In crafting the RFP for the Downtown East Commons design work, staff conceptualized the project in two phases and asked proposers to break out from their budgets Construction Documents for the Opening Day Commons. One contract for the full project is recommended as a more efficient and effective process.