



Request for City Council Committee Action from the Department of Public Works

Date: June 17, 2014

To: Honorable Kevin Reich, Chair Transportation & Public Works Committee

Referral to: Honorable John Quincy, Chair Ways and Means Committee

Subject: Nicollet Mall Redesign and Reconstruction Project

Recommendation:

- A. Approve the attached concept for the Nicollet Mall and a project budget of \$50,000,000.
- B. Accept a \$21,500,000 grant from the State of Minnesota, and authorize the proper City officers to, upon satisfactory review by the City Attorney's Office, execute a grant agreement with the State of Minnesota for acceptance of grant funds of up to \$21,500,000, subject to the City's approval of special assessments in the amount of \$25,000,000. The grant and matching funds will be used for the Nicollet Mall.
- C. Amend Capital Budget 2013R-573 to:
 - a. Increase appropriation for 04100-9010937-CPV085 by \$46,500,000
 - b. Increase revenue for 04100-9010937-CPV085 by \$46,500,000 including \$21,500,000 the State of Minnesota Grant and \$25,000,000 from special assessments upon the benefiting properties. The actual assessment amount will be determined at a Public Hearing.
- D. Authorize staff to negotiate with private property owners as necessary to acquire easement agreements for construction of the Nicollet Mall.
- E. Authorize the appropriate city officials to negotiate and enter into a contract with James Corner Field Operations (JCFO) for completion of detailed design, construction document and bidding and construction phases for the Nicollet Mall in an amount not to exceed \$4,500,000.
- F. Approve a waiver of the City's RFP policy and procedures and authorize the appropriate city officials to negotiate and enter into a contract with Peter Brown of Conurbation LLC for project management through construction of the Nicollet Mall in an amount not to exceed \$266,000.
- G. Authorize staff to initiate a process to select a construction manager for the Nicollet Mall.
- H. Appoint the ten-member Nicollet Mall implementation committee to guide the project through detailed design.

These Resolutions may be authorized for summary publication.

Previous Directives:

- October 4, 2013 - Authorizing negotiation and execution of a contract with James Corner Field Operations for concept design of the Nicollet Mall Reconstruction Project
- June 18, 2013 - Issuance of an RFP and execution of design stipends with finalist design teams
- April 16, 2013 - Receive and file update on Nicollet Mall Redesign and issuance of RFQ.
- December 12, 2012 - 2012R-655, Adopting the 2013-2017 Five Year Capital Program, including \$555,000 for Nicollet Mall Planning (CPV085).

Department Information:

Prepared by: Jeffrey S. Handeland, P.E., Principal Professional Engineer 673-2363
 Don Elwood, P.E., Director of Transportation Planning and Engineering

Approved by: _____
 Steven A. Kotke, P.E., Director of Public Works

Presenters in Committee: Lisa T. Switkin, Associate Partner, Project Architect JCFO
 David Frank, Director of Transit Development, CPED
 Peter Brown, Project Manager Consultant

Reviews

Permanent Review Committee (PRC): Approval X Date 5/22/14
 Civil Rights Approval Approval Date
 Policy Review Group (PRG): Approval Date

Financial Impact

Action requires an appropriation increase to the Capital Budget or Operating Budget

Dept Name: Public Works
 Fund Name: 04100 - Capital
 Project Name & Number (if capital budget): Nicollet Mall Planning - CPV085
 Amount: \$21,500,000

Action provides increased revenue for appropriation increase

Dept Name: Public Works
 Fund Name: 04100 - Capital
 Project Name & Number (if capital budget): Nicollet Mall Planning - CPV085
 Amount: \$21,500,000

Action is within the Business Plan

Request provided to the Finance Department

Other

\$3.5 million to be included in the 2015 Mayor’s Proposed Budget.

Community Impact

- Neighborhood Notification - Three public meetings and multiple smaller meetings with neighborhood and business groups were held to solicit input from the surrounding stakeholders.
- City Goals: A City that Works
- Comprehensive Plan: The project’s design and funding is consistent with the following policies of the city’s comprehensive plan, *The Minneapolis Plan for Sustainable Growth*:

Policy 2.2: Support successful streets and communities by balancing the needs of all modes of transportation with land use policy.

2.2.3 Promote street and sidewalk design that balances handling traffic flow with pedestrian orientation and principles of traditional urban form.

Policy 2.3: Encourage walking throughout the city by ensuring that routes are safe, comfortable, pleasant, and accessible.

2.3.1 Ensure that there are safe and accessible pedestrian routes to major destinations, including transit corridors, from nearby residential areas.

Policy 5.4: Enhance the safety, appearance, and effectiveness of the city's infrastructure.

5.4.1 Maintain and improve the quality and condition of public streets, sidewalks, bridges, water systems, and other public infrastructure.

Policy 10.9: Support urban design standards that emphasize traditional urban form with pedestrian scale design features at the street level in mixed-use and transit-oriented development.

10.9.3 Provide safe, accessible, convenient, and lighted access and way finding to transit stops and transit stations along the Primary Transit Network bus and rail corridors.

10.9.4 Coordinate site designs and public right-of-way improvements to provide adequate sidewalk space for pedestrian movement, street trees, landscaping, street furniture, sidewalk cafes and other elements of active pedestrian areas.

Policy 10.15: Wherever possible, restore and maintain the traditional street and sidewalk grid as part of new developments.

10.15.3 Reduce street widths for safe and convenient pedestrian crossing by adding medians, boulevards, or bump-outs.

Policy 10.16: Design streets and sidewalks to ensure safety, pedestrian comfort and aesthetic appeal.

10.16.1 Encourage wider sidewalks in commercial nodes, activity centers, along community and commercial corridors and in growth centers such as Downtown and the University of Minnesota.

10.16.4 Employ pedestrian-friendly features along streets, including street trees and landscaped boulevards that add interest and beauty while also managing storm water, appropriate lane widths, raised intersections, and high-visibility crosswalks.

Supporting Information

History

Nicollet Mall was created as a transit and pedestrian mall in 1965, and was reconstructed most recently in 1991 with the granite paving system that remains in place today. While the design of the Mall has essentially remained the same since 1965, competitor regions have invested in new, innovative public spaces to recruit top talent and business. The 1991 rebuild included a paving system for the sidewalks comprised of multi-colored granite. Unfortunately, the paving materials can be slippery and have not withstood Minnesota's northern climate. The granite pavers heave, crack, break, are difficult and costly to repair or replace, and create tripping hazards, as well as an unsightly urban experience. Worse, as this system has deteriorated, maintenance and repair costs have continued to escalate. Nicollet Mall was innovative in 1965 when it became a transit and pedestrian mall. Now is the time to be innovative again. Nicollet Mall is more than a street – it is the outside world's window into Minnesota and the place where investors get their first impression of Minnesota's potential for growth.

Project Overview

The City of Minneapolis and the Minneapolis Downtown Council (MDC) are working together with James Corner Field Operations to ensure the redesign and reconstruction of a first-class, 21st century Nicollet Mall in downtown Minneapolis. The goal of the collaboration is to incorporate a new vision and design into the reconstruction of Nicollet Mall to ensure that it remains the leading center for business in the State of Minnesota. Once complete, the project will cement Nicollet Mall's position as the region's premiere business, transit, and entertainment connection - a linear spine through downtown connecting green spaces, shops, office towers, and catalyzing new investment and development.

The reconstructed Nicollet Mall will combine high-quality urban design with appropriate materials and systems to create a public space that is beautiful, durable and able to withstand the Minnesota climate. The new Mall will attract many more workers, residents, and guests to the center of downtown Minneapolis to live, work, shop, attend arts and sporting events, and take part in the many recreational opportunities available, while an enhanced connection to the Mississippi riverfront will highlight our State's most famous natural amenity.

The reconstruction of Nicollet Mall is estimated to cost \$50M and will be funded primarily with a combination of Minnesota State bond proceeds and proposed assessments of surrounding property owners. The construction budget for the project will include the complete reconstruction of the street and sidewalks generally within the public Right-of-Way, which average 80' and approximately from building face to building face, for the twelve blocks between Washington Avenue and Grant Street. Construction is anticipated for 2015-2016. Detailed design work through construction documents will be a collaborative effort between James Corner Field Operations and its team of subconsultants, Minneapolis Public Works engineering staff and a construction manager.

James Corner Field Operations

Based on staff interviews, site visits, interviews with the Consultant Selection Panel, and public presentations, the Nicollet Mall Implementation Committee selected, and City Council approved, James Corner Field Operations (JCFO) to complete the concept design for Nicollet Mall reconstruction. During the selection process, the JCFO team demonstrated clear strengths:

- Confident, self-assured, integrated team
- Internationally renowned lead firm with strong leaders who have local connections
- Knowledgeable local team members (Coen, Snow, Kestrel) – ready to go
- Listened and creatively responded to the design brief
- Confident approach to tree planting technologies and strategies
- Knowledgeable about paving materials and systems
- Balancing of capital cost and O&M and programming budgets
- Thoughtful approaches to lighting, skyway connections, bicycles
- Creative approaches to public engagement

Through the concept design process, Public Works has been satisfied with the JCFO team as they delivered a thorough stakeholder involvement process complemented with responsive, innovative and effective problem-solving design features, culminating in the attached concept design.

Conurbation LLC

In order to move this important project forward, the City retained Peter Brown of Conurbation LLC to provide consulting and project management services for the last 13 months for \$139,000. Public Works has been satisfied with the services Mr. Brown provided through the Concept Design Phase. Mr. Brown's experience, relationships and history with

the Nicollet Mall project are integral to lead the final two phases in the most cost-effective manner. In order to provide continued consistency, the department is requesting a new contract with Mr. Brown through the end of Construction.

This request was submitted to the Permanent Review Committee (PRC) recommending a waiver to the City's bid policy and procedures and the PRC recommended approval of this item.

Implementation Committee

In 2013, a nine-member Nicollet Mall Implementation Committee guided the project through selection of the design team. The committee comprised four members selected by the MDC, and five members selected by the City:

Steven Bosacker (Chair)
Council Member Goodman
Council Member Lilligren
Neil Reardon
Mayor Rybak

David Marquis
Bob Pfefferle
David Wilson
David Wright

That implementation committee recommended, and City Council approved, James Corner Field Operations to complete the concept design for the Nicollet Mall reconstruction. As the project progressed through concept design and as a new Mayor was elected and several new members were elected to a City Council with new ward boundaries, City staff facilitated corresponding administrative adjustments to the implementation committee in order to guide the project through concept design. Now, in order to guide the project through detailed design, City staff requests official appointment of the current ten-member Nicollet Mall Implementation committee:

Robert Lilligren (Chair)
Council Member Goodman
Council Member Frey
Neil Reardon
Mayor Hodges

David Marquis
Bob Pfefferle
David Wilson
David Wright
MN Representative Raymond Dehn

Next Steps

Upon execution of the corresponding contracts, staff will partner with Peter Brown and JCFO to develop a process for completion of detailed design and construction documents by June, 2015. The process will include continued engagement with the adjacent property stakeholders and with other appropriate stakeholders and agencies. Staff will also partner with Peter Brown to initiate a process to select a construction manager for the Nicollet Mall.

Schedule

The project is planned to be constructed in the 2015 and 2016 construction seasons.

Easements

Staff is requesting authorization to negotiate with the controlling property owners to acquire permanent and temporary easements for the project and to collaborate in the design and construction of the Nicollet Mall improvements within the public Right-Of-Way and/or on private property when appropriate and with the agreement of the property owner so as to ensure a consistent experience and the best possible outcome for all interested parties and to address any construction grade issues and infrastructure conflicts identified during detailed design or encountered during construction.

Attachment: Nicollet Mall Concept Design

Cc: CM Goodman – Ward 7
CM Frey – Ward 3
Jack Qvale, Secretary, Board of Estimation and Taxation