

Discussion 2023-27

North Commons Park Phase 1 Improvements Study Report

April 26, 2023

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Minneapolis
Park & Recreation Board

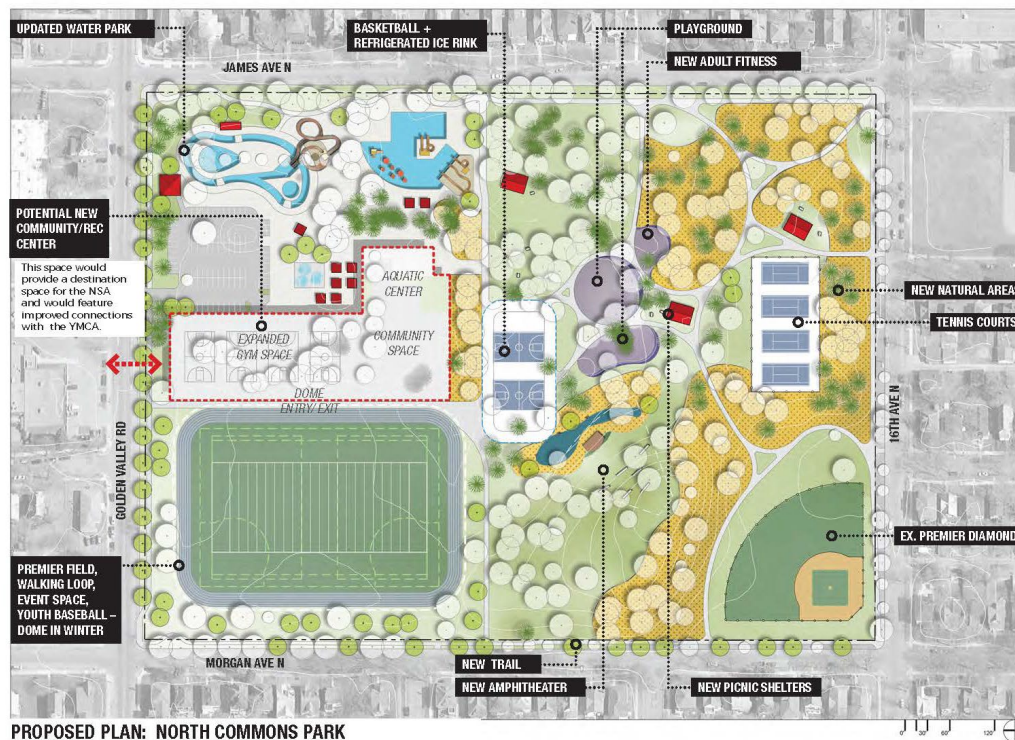
Agenda

1. Project History and Status Update:
why we are here and how did we
get here
2. Project Funding Update
3. Three Project Options
4. Option Comparison
5. Community Engagement Update
6. Questions and Discussion



Project History and Status Update

- In 2019, the North Service Area Vision Plan was approved and included a completely revised northeast corner of North Commons Park.
 - ❑ The plan included a new recreation center with a field house to hold up to four total gyms, an enhanced and relocated water park and a new and relocated parking lot.



Project History and Status Update

- As staff initiated this project and hired the design consultant team, two concepts were prepared for public review that included 100% new construction of all proposed amenities.
 - ❑ However, a cost estimate during this early design phase indicated that the costs for the proposed project far exceeded the planned budget.
 - ❑ The newly estimated Project Budget was around \$49M while the anticipated Project Budget was between \$20 and \$24M.

CONCEPT 3



CONCEPT 4



Project History and Status Update

- There are several reasons that the overall project costs increase so significantly after the Vision Plan was approved.
 - ❑ Inflation/supply chain issues during the pandemic led to significant construction cost increases with a 22% annual increase in 2021 alone.
 - ❑ The overall scope of the project increased as engagement and design processes better understood the community needs.

CONSTRUCTION COST INDEX

(JANUARY 2009 = 100)



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Project History and Status Update

- With a cost estimate and project budget significantly misaligned, staff and the design team created two additional concepts that aimed to deliver the same general scope of amenities but with a reduced budget.
 - ❑ These new concepts centered around renovating the existing center and building an addition.
 - ❑ Other amenities were reduced in size.
 - ❑ The renovation/addition concepts were estimated at around a \$35M total project budget.

CONCEPT 1



CONCEPT 2



Project History and Status Update

- Staff believed that the \$35M overall Project Budget was realistic due to the planned \$12M request for additional State bond funding in 2023.
 - ☐ \$12M project funds in hand
 - ☐ \$12M 2023 State bond request
 - ☐ Minneapolis Parks Foundation Fundraising campaign
- However, staff do not expect the Park Board to receive any additional State bond funding in 2023.

One Minnesota Budget



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Project History and Status Update

- With just over \$12M committed to the project from State, Federal and internal Park Board sources, MPRB has been unsuccessful to-date in securing additional public funds to support this project.
- Staff need MPRB Board of Commissioner direction to determine the scope, size and schedule for this project.



Project Funding Update

MPRB Capital Improvement Program (CIP) - \$1,900,000

- MPRB has project funding through our CIP for a total of \$1.9M through the 20-year Neighborhood Park Plan
 - The Park Board uses Equity Metrics which rank park properties by park AND community characteristics to give each park a ranking which guides capital investment
 - In 2022, North Commons Park was ranked 11th out of 152 neighborhood park properties
- This funding includes \$355K dedicated to the playground replacement only
- This funding has no real deadlines

2022 Rank	2021 Rank	Park Name	2022 TOTAL SCORE	2021 TOTAL SCORE	Neighborhood Name	District	2022 ACP	2022 ACP50	1. 2022 ACP50 SCORE	1. 2021 ACP50 SCORE	2022 POPULATION DENSITY	2. 2022 DENSITY SCORE	2. 2021 DENSITY SCORE	2022 YOUTH POPULATION	3. 2022 YOUTH SCORE	3. 2021 YOUTH SCORE	2022 NEIGHBORHOOD SAFETY	4. 2022 SAFETY SCORE	4. 2021 SAFETY SCORE	AVG A/CON
1	3	Willard Park	18.17	18.07	Willard - Ray	2	YES	YES	5	5	8450	2	2	32.4%	2	2	15.08	2	2	
2	7	Summer Field Park	18.00	17.00	Sumner - Glenwood	2	YES	YES	5	5	10750	3	2	38.9%	2	2	15.81	2	2	
3	6	Stewart Field Park	17.20	17.11	Midtown Phillips	3	YES	YES	5	5	14526	3	3	36.8%	2	2	29.90	2	2	
4	5	Powderhorn Park	17.13	17.19	Powderhorn Park	5	YES	YES	5	5	14218	3	3	31.5%	2	2	16.71	2	2	
5	15	East Phillips Park	16.90	15.68	East Phillips	3	YES	YES	5	5	12123	3	3	42.9%	2	2	36.66	2	2	
6	10	Jordan Park	16.67	16.50	Jordan	2	YES	YES	5	5	10774	3	3	40.8%	2	2	25.52	2	2	
7	12	Bohanon Field Park	15.93	16.01	Lind - Bohanon	2	YES	YES	5	5	6199	1	1	26.5%	2	2	14.67	2	2	
8	17	Clinton Field Park	15.90	15.57	Whittier	4	YES	NO	3	3	17530	3	3	19.6%	1	1	13.03	2	2	
9	24	Bassett's Creek Park	15.60	14.60	Harrison	2, 4	YES	YES	5	5	6588	1	1	32.0%	2	2	18.13	2	2	
10	4	Cedar Field Park	15.50	12.50	East Phillips	3	YES	YES	5	5	12123	3	3	42.9%	2	2	36.66	2	2	
11	8	North Commons Park	15.47	16.94	Willard - Ray	2	YES	YES	5	5	8450	2	2	32.4%	2	2	15.08	2	2	
12	9	Hall Park	15.40	16.58	Near - North	2	YES	YES	5	5	7228	2	2	42.7%	2	2	21.37	2	2	
13	28	Glen Gale Park	15.33	13.03	Jordan	2	YES	YES	5	5	10774	3	2	40.8%	2	2	25.52	2	2	
14	18	Bethune Park	15.31	15.31	Near - North	2	YES	YES	5	5	7228	2	2	42.7%	2	2	21.37	2	2	
15	19	Harrison Park	15.19	15.19	Harrison	2	YES	YES	5	5	6588	1	1	32.0%	2	2	18.13	2	2	
16	20	Phillips Pool & Gym	15.00	15.00	Ventura Village	3	YES	YES	5	5	16345	3	3	39.2%	2	2	23.49	2	2	
17	21	Humboldt Triangle	15.00	15.00	Near - North	2	YES	YES	5	5	7228	2	2	42.7%	2	2	21.37	2	2	
18	23	Farview Park	14.98	14.66	Hawthorne	2	YES	YES	5	5	5510	1	1	37.2%	2	2	39.74	2	2	
19	27	Endicott Park	14.00	13.00	Lincoln	3	YES	YES	5	5	10774	3	3	40.8%	2	2	25.52	2	2	



Project Funding Update

2020 State Bond Funding - \$5,125,000

- In 2020, MPRB requested \$11M of State Bond funds for this project, we received \$5.125M in large part due to community support for the project
- Funding Deadlines of note:
 - ☐ Grant Agreement must be executed by December 31, 2024
 - ☐ In order to execute this grant agreement, MPRB must be able to demonstrate Full Project Funding, meaning that all funding for the project must be secured
 - ☐ The Grant Agreement deadline on December 31, 2024 could be extended, however, it can not be extended by staff; extension would be through State legislative action only
 - ☐ Once project expenses begin, the Park Board has 5 years to complete the project.



Project Funding Update

Federal Community Grant (HUD) - \$2,000,000

- MPRB received \$2M as a Federal Community Grant, to be administrated through the U.S. Housing and Urban Development Administration (HUD) and in partnership with Congresswoman Omar's office in large part due to community support for the project
- Funding Deadlines are not applicable to this source of funding as the Grant Agreement is nearly complete the Expense Reimbursement Deadline is in 2030.



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Project Funding Update

Federal American Rescue Plan Act (City) - \$3,000,000

- MPRB received \$3M of American Rescue Plan Act (ARPA) funds through the City of Minneapolis and the Mayor's office in large part due to community support for the project
- Funding Deadlines of note:
 - ❑ "Costs must be obligated by December 31, 2024, and expended by December 31, 2026."
 - This fund source can not be extended
 - MPRB will need to have approved expenses under contract by December 31, 2024
 - After entering into a contract by the above deadline, MPRB will need to expend funds to receive reimbursement by December 31, 2026.
 - These contracts can be for design or construction



Project Funding Update

Pending Public Funding Sources

- **2023 State Bond Request - \$12,000,000**
 - ☐ North Commons Park was listed as the #1 priority project by the Board of Commissioners
 - ☐ However, North Commons Park is not in the current bonding bill and MPRB expects to receive \$0
- **Senate Appropriation Request - \$5,000,000**
 - ☐ MPRB has applied for \$5,000,000 through Sen. Smith and Klobuchar for a Senate Appropriation through Congressional Directed Spending
 - ☐ MPRB will know if we were successful or not and at what funding level by late June or early July of 2023.
- **2024 State Bond Request - \$TBD**
 - ☐ At the Board's direction, staff could request additional project funding through the State in 2024
 - ☐ The likelihood of success in 2024 is unknown



Project Funding Update

Pending Mpls Parks Foundation Contribution – \$10M+

- **Minneapolis Parks Foundation (MPF)**

- ☐ MPF conducted a campaign feasibility study for the North Commons project in 2022 which indicated that there is strong support for the improvements outlined in the vision plan, especially if paired with increased community programming.
- ☐ It is likely that the campaign for private philanthropy would match the scale of public dollars committed to the project and future programming.
- ☐ Once a final concept is approved, MPF and MPRB would initiate a fundraising agreement to set goals and timing and launch a fundraising campaign



Project Funding Update

Pending Mpls Parks Foundation Contribution – \$10M+

- **Minneapolis Parks Foundation (MPF) - continued**

- ☐ MPF has early indications and commitments of more than \$10M toward the concepts shared by MPRB in January. It is hard to gauge funding support for something that is less than those options.
- ☐ MPF anticipates that it could lead a successful fundraising campaign to match the public commitment if the vision is widely supported by the community.
- ☐ MPF is working to bring together community stakeholders committed to supporting the vision that will include a fundraising objective to support both Capital and programming opportunities.



Project Funding Update Summary

Committed Fund Source	Amount	Deadline Concerns	Possibility for Extension
MPRB CIP	\$ 1,537,506.33	No	N/A
MPRB CIP (Playground)	\$ 355,000.00	No	N/A
State Bonding	\$ 5,125,000.00	Yes	Legislative Extension Possible
Federal Community Grant (HUD)	\$ 2,000,000.00	No	N/A
American Rescue Plan (City)	\$ 3,000,000.00	Yes	No
TOTAL COMMITTED FUNDING	\$ 12,017,506.33		

Pending Fund Source	Amount	Award Notificaton Date	Notes
Senate Appropriation Request	\$ 5,000,000.00	June/July-2023	MPRB Unsuccessful in 2022 for same fund source
State Bonding 2023	\$ 12,000,000.00	May 2023	Not in current Bonding Bill
State Bonding 2024	Board Directed	May 2024	Unknown likelihood of success
Minneapolis Parks Foundation	\$10,000,000+	N/A	Pending MPRB/MPF Fundraising Agreement



Three Project Options

- **Option A:** Move forward now with a modest renovation and expansion of the existing building at a \$22M Project Budget
 - ❑ *Does not align with the park vision plan and likely does not meet community desires*
- **Option B:** Attempt to secure additional public funding for a large renovation and expansion at a \$35M Project Budget
 - ❑ *Partially aligns with the park vision plan and with community needs/desires*
- **Option C:** Delay until additional public funding can be secured to implement a new building and waterpark at a \$49M Project Budget
 - ❑ *Aligns with park vision plan and with community needs/desires*



Option A Summary

Option A is guided by an anticipated \$22M project budget

- This project builds a moderate addition with space for up to 2 new gyms but limited additional programming space, renovates a portion of the existing building and builds a small water park

BENEFIT: Option A fully aligns with funding deadlines

BENEFIT: Project completion would be soonest among options - Q3 2026

RISK: Option A potentially leaves future public money on the table

RISK: Option A delivers a project that does not fully meet the communities needs

If directed by the Board to proceed, Option A would move directly into the Preferred Concept phase with Board review anticipated for Q3 2023



Option A Site Plan Example



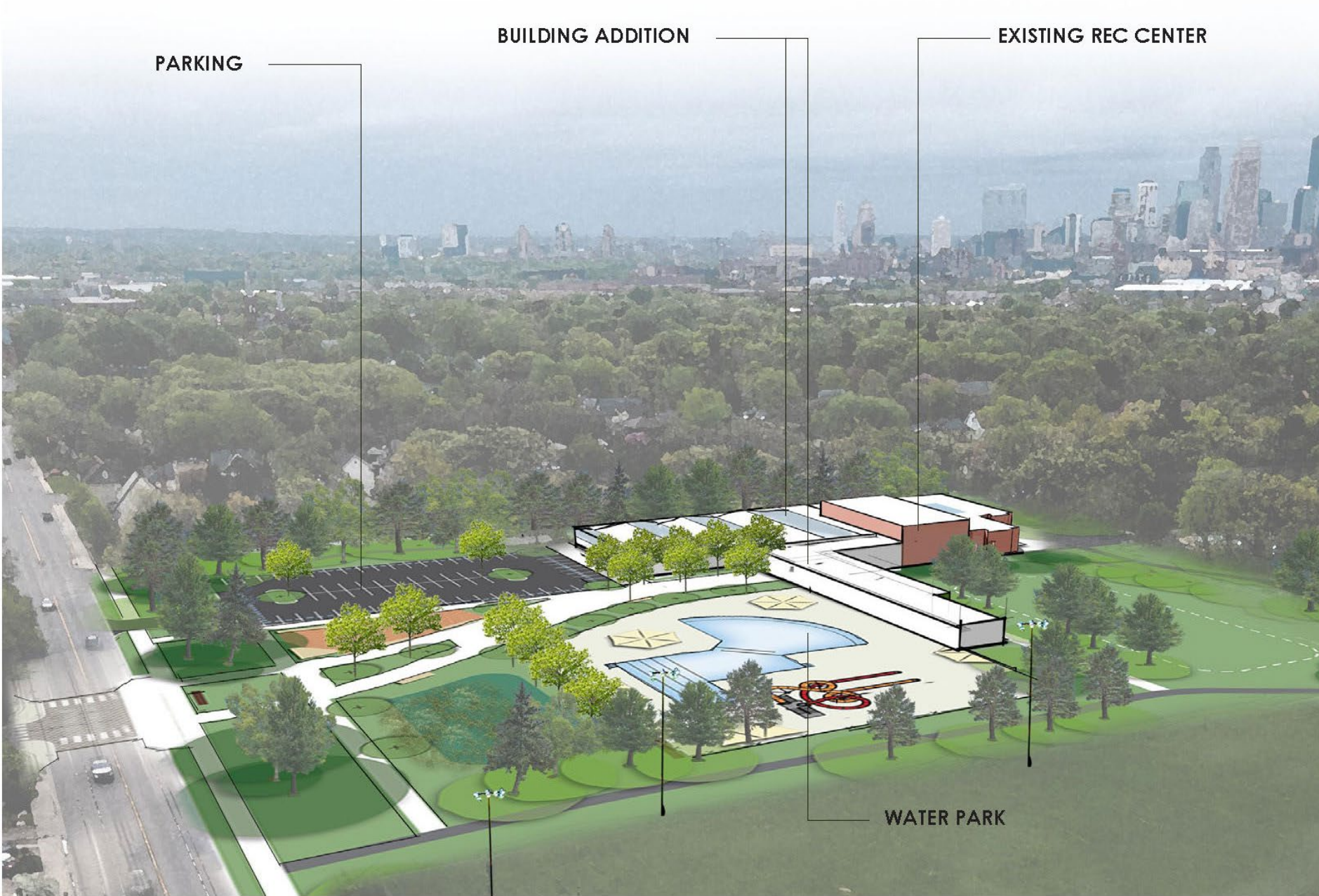
Option A Bird's Eye View Example

PARKING

BUILDING ADDITION

EXISTING REC CENTER

WATER PARK



Option B Summary

Option B is guided by an anticipated \$35M project budget, which will require additional public dollars

- This project builds a large addition with space for three new gyms and additional programming space, renovates most of the existing building and builds a moderate water park

BENEFIT: Project scope generally meets the North Commons Park Vision Plan while renovating/adding to the existing center

BENEFIT: Project leverages existing building to create cost efficiencies while still increasing space and amenities

RISK: Does not align with all funding deadlines. An extension is required for State bonding and some ARPA funding would be returned or reallocated

RISK: If additional funding is not secured, the project budget/scale will equal Option A, but will be delivered on the Option B schedule (Q3 2027 completion)

If directed by the Board to proceed, Option B would move directly into the Preferred Concept phase with Board review anticipated for Q3 2023, followed by a delay in detailed design, with engagement and public and private fundraising continuing



Option B Site Plan Example

GOLDEN VALLEY RD

SLIDE TOWER
PLUNGE POOL
LAP POOL
ENTRY PLAZA
ACTIVITY AREA
CURRENT CHANNEL
WADING AREA
WATER PARK

PARKING
(UNDERGROUND
STORMWATER TREAT-
MENT)

MECH
NEW AQUATICS
**NEW COMM
CTR SPACES**

**EXISTING OPEN
LAWN/SKATING RINK**

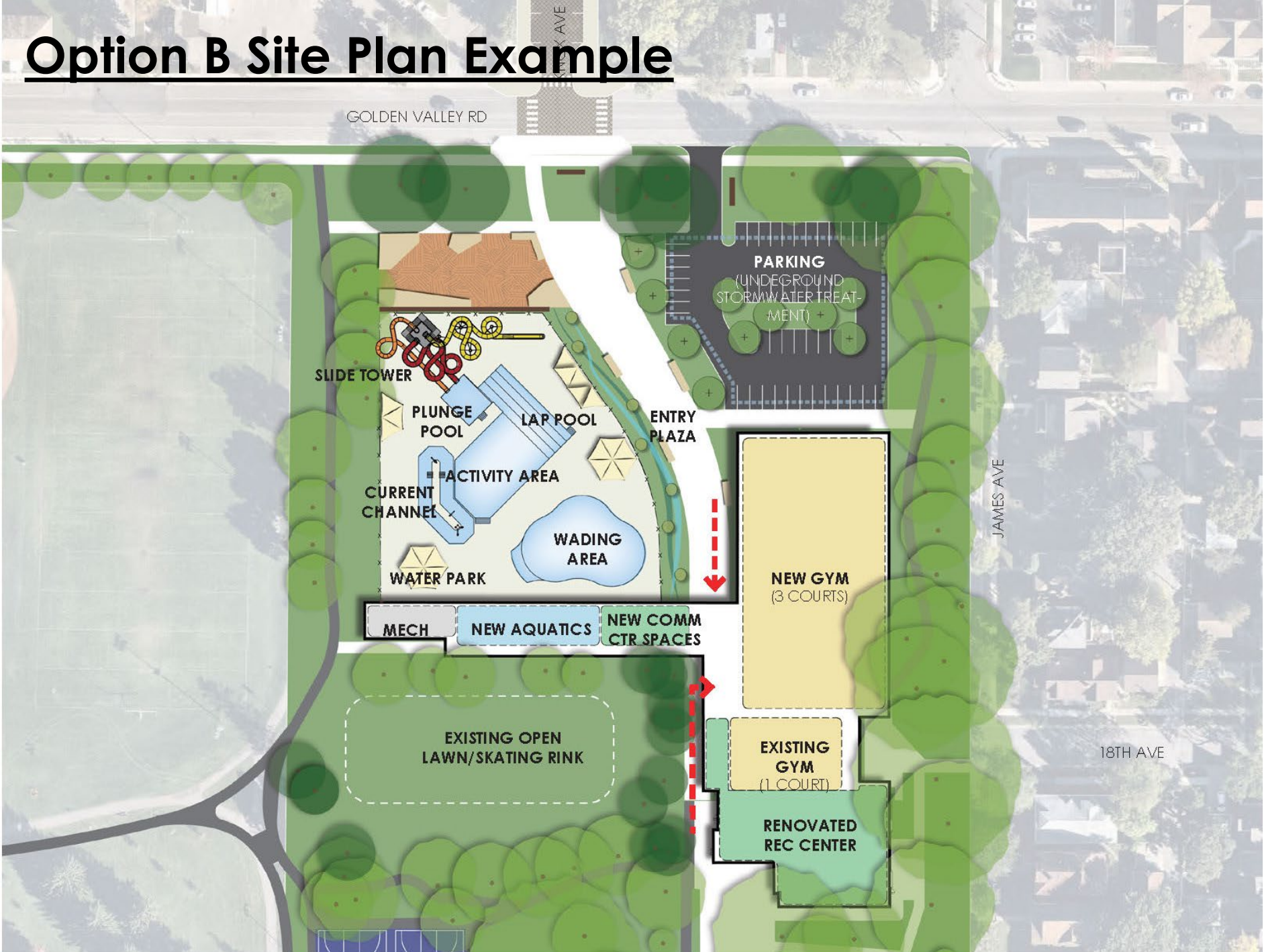
NEW GYM
(3 COURTS)

**EXISTING
GYM**
(1 COURT)

**RENOVATED
REC CENTER**

JAMES AVE

18TH AVE



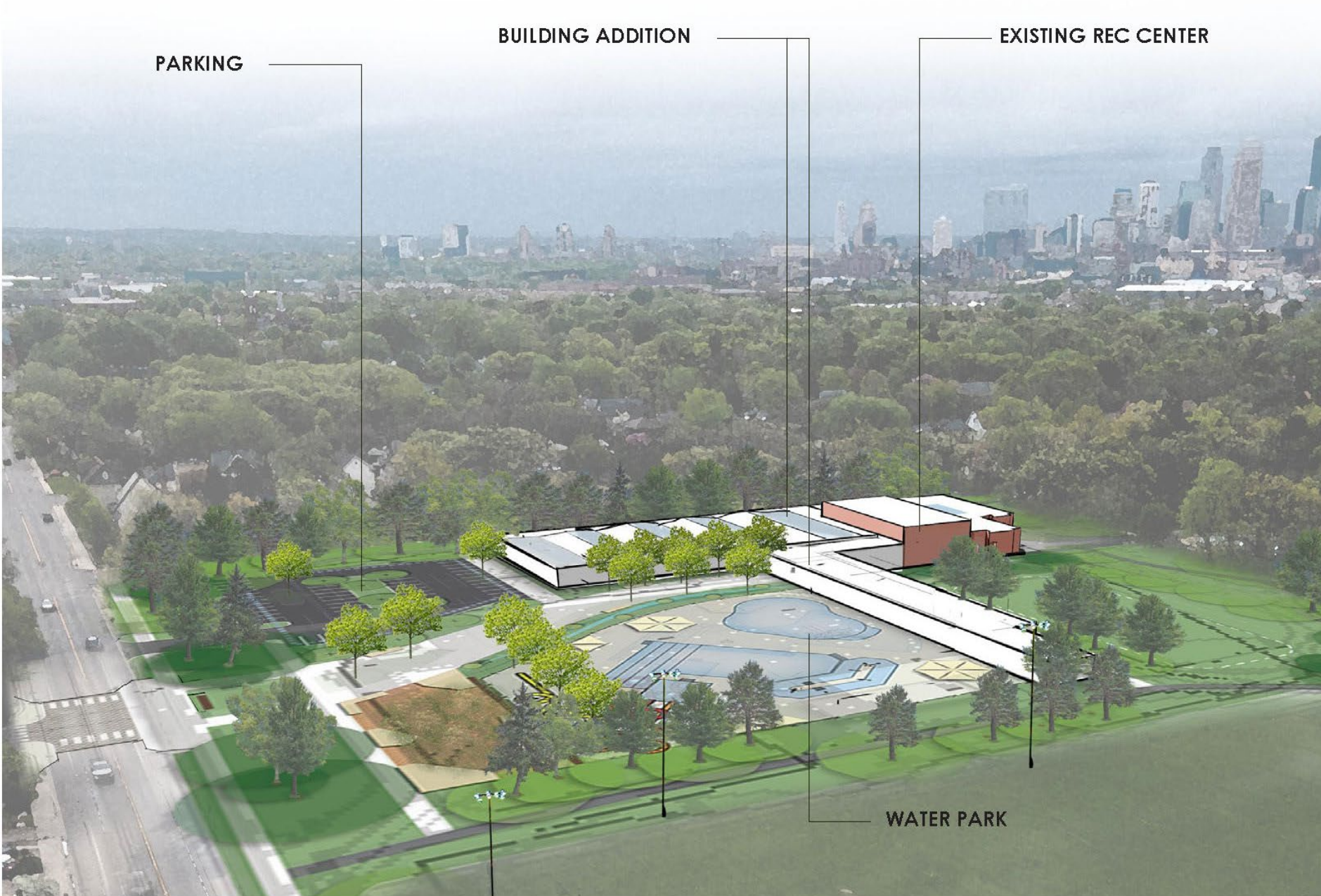
Option B Bird's Eye View Example

PARKING

BUILDING ADDITION

EXISTING REC CENTER

WATER PARK



Option C Summary

Option C is guided by an anticipated \$49M project budget, which will require significant additional public dollars, most likely through State bonding and additional sources

- This project builds a new center with a field house large enough for four gyms and significant additional programming space as well as a new water park

BENEFIT: Project scope meets the North Commons Park Vision Plan while building all new construction

RISK: Option C does not align with funding deadlines

- ☐ Existing ARPA funding will be returned or reallocated
- ☐ Existing State bond funding will be returned or extended if possible

RISK: Project completion is unknown, scope is not guaranteed

If directed by the Board to proceed with Option C staff would put the project on hold while MPRB repositions the project to apply for public funding upwards of \$30-\$35M



Option C Site Plan Example

GOLDEN VALLEY RD

18TH AVE

PLAZA

COMM CTR SPACES

NEW GYM
(4 COURTS)

NEW COMM
CTR SPACES

NEW AQUAT-
ICS

PARKING

(UNDEGROUND
STORMWATER TREAT-
MENT)

WATER PARK

WADING
AREA

LAP POOL

ACTIVITY AREA

PLUNGE
POOL

SLIDE TOWER

EXISTING OPEN
LAWN/SKATING RINK

STORMWATER
MANAGEMENT

JAMES AVE

18TH AVE

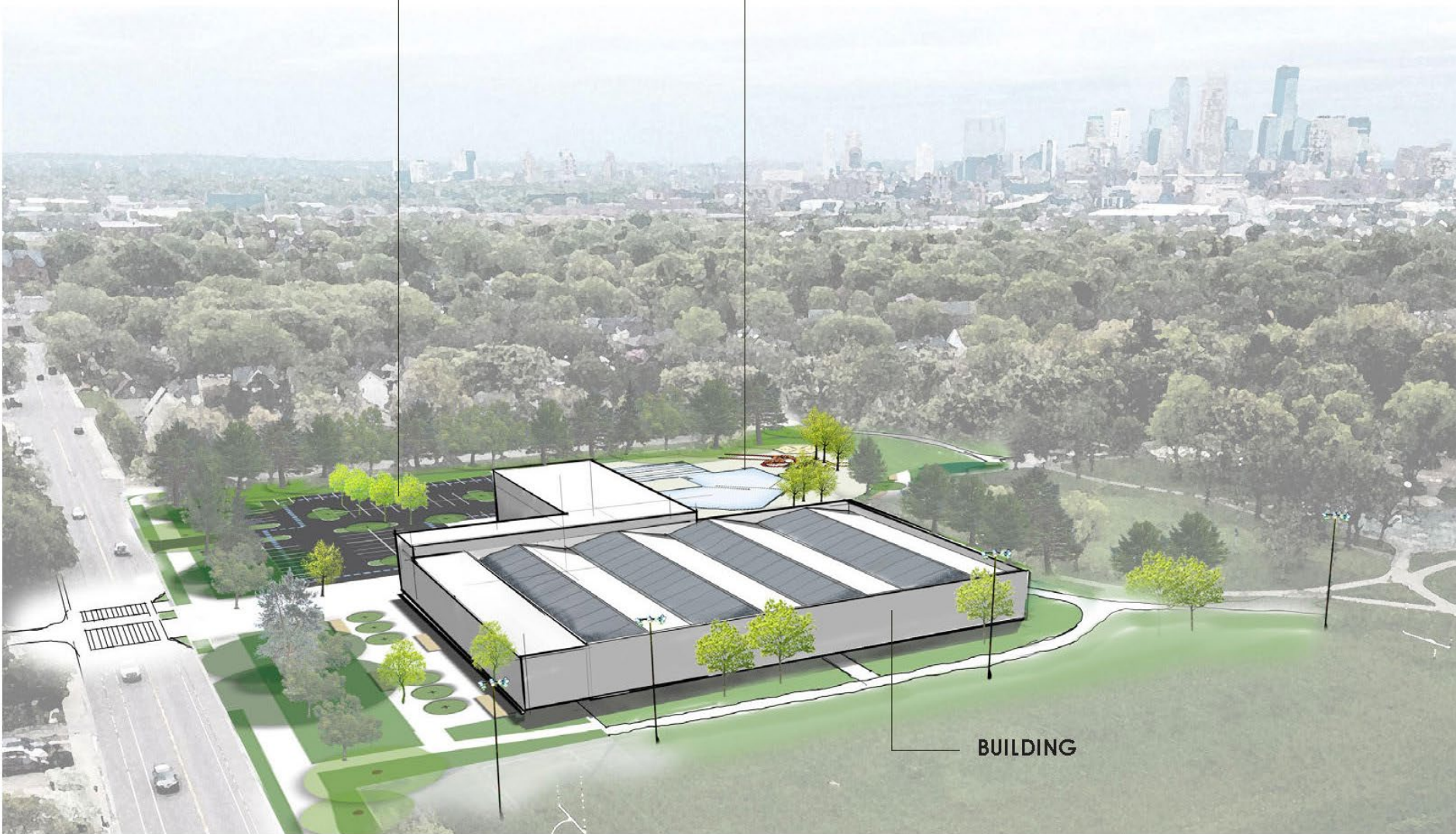


Option C Bird's Eye View Example

PARKING

WATER PARK

BUILDING



Schedule Comparison

	2023				2024				2025				2026				2027				2028	2029	2030
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
Option A: \$22M																							
Option B: \$35M																							
Option C: \$49M			UNKNOWN SCHEDULE																				

Board Direction During Study Report

Concept Plan Approval

Community Engagement & Fundraising

Design

Bidding and Contract Award

Construction

Project Completion



Project Funding & Schedule Summary

	2023				2024				2025				2026				2027				2028	2029	2030
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
Option A: \$22M																							
Option B: \$35M																							
Option C: \$49M			UNKNOWN SCHEDULE																				
State Bonding: \$5.15M																							
Fed Comm Grant (HUD): \$2M																							
Fed ARPA (City): \$3M																							



Grant Agreement Deadline - Understanding of Full Project Scope

Funding Obligation (Expenses Under Contract) Deadline

Project Expense Reimbursement Deadline

Board Direction During Study Report

Concept Plan Approval

Community Engagement & Fundraising

Design

Bidding and Contract Award

Construction

Project Completion



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Project Budget Comparison

	Option A	Option B	Option C
New Gym/Community Space	\$4,830,000	\$8,420,000	\$11,000,000
Building Addition	\$1,400,000	\$2,800,000	\$8,000,000
Renovation	\$800,000	\$1,300,000	N/A
Demolition	\$720,000	\$972,000	\$1,248,700
Site Work	\$1,200,000	\$2,000,000	\$3,200,000
Water Park	\$5,200,000	\$7,000,000	\$8,000,000
Soft Costs including Design	\$4,245,000	\$6,747,600	\$9,434,610
Subtotal	\$18,395,000	\$29,239,600	\$40,883,310
Total with Inflation - 14%	\$20,970,300	\$33,333,000	\$46,607,000
Estimating Contingency - 5%	\$1,029,700	\$1,667,000	\$2,393,000
TOTAL PROJECT BUDGET	\$22,000,000	\$35,000,000	\$49,000,000



Program Comparison

	Option A	Option B	Option C
Walking Track	Limited	Yes	Yes
Spectator Seating	Small	Med	Large
Fitness Space	Small	Med	Large
Concession	No	Yes	Yes
Sports/Community Space Gym Size	1 to 2 new, 1 exst	3 new, 1 exst	4 new
Public Art	Yes	Yes	Yes
Pedestrian Access Imp	Yes	Yes	Yes
Refridgerated Ice Rink	No	No	Maybe
Water Park Size	Med	Large	Large+



Building Size Comparison

	Existing Buildings	Option A: \$22M	Option B: \$35M	Option C: \$49M
Number of New Full Size Courts Equivalents	0	1 to 2	3	4
Number of Existing Small Courts Equivalents	1	1	1	0
Existing Rec Center Square Footage (SF)	15,385 SF	15,385 SF	15,385 SF	Demo
Existing Aquatic Bldg SF	6,152 SF	Demo	Demo	Demo
Existing Rec Center Renovation SF		5,000 SF	8,200 SF	
New Construction SF		17,000 SF	30,250 SF	49,120 SF
TOTAL SQUARE FOOTAGE		32,385 SF	45,635 SF	49,120 SF



Community Engagement Update

Concept Design Options Release to Today

Engagement Events/Activities

- Concept Design Options Release event
- Three in-person Open Houses
- Two virtual Open Houses
- Online survey
- Four pop-up engagement events through North High, JXTA, NRCC and the YMCA
- Three Community Collaborator events
- General email correspondence

Through the above events/activities, MPRB estimates that we engaged with over 300 individuals

MRPB compiled over 750 individual comment and categorized them into themes to understand comment frequency



Community Engagement Update

Concept Design Options Release to Today

Major Themes during this phase of Engagement

1. Suggestion to add a Refrigerated Ice area to the Phase 1 Improvements scope – 48 comments
2. Support for public art – 36 comments
3. Support for renovating the existing community center – 22 comments
4. Concern about a small parking lot – 14 comments
5. Support for a walking track – 13 comments
6. Evenly split support for each of the four Concept Design Options – 47 comments
7. Support for protecting trees and green space – 10 comments
8. Concern about site security – 10 comments
9. Support for lower level gyms – 8 comments



Discussion for the Planning Committee/Board

- Which Project Option (A, B or C) do you prefer staff bring back as the Preferred Concept for approval?
- **In Option A**, staff will move directly into the Preferred Concept phase for a \$22M project. This option:
 - ☐ Keeps the project on schedule for a 2026 opening
 - ☐ Utilizes all existing project funding
 - ☐ Reduces the project scope significantly compared to the approved Vision Plan



Discussion for the Planning Committee/Board

- **Which Project Option (A, B or C) do you prefer staff bring back as the Preferred Concept for approval?**
- **In Option A**, staff will move directly into the Preferred Concept phase for a \$22M project. This option:
 - ☐ Keeps the project on schedule for a 2026 opening
 - ☐ Utilizes all existing project funding
 - ☐ Reduces the project scope significantly compared to the approved Vision Plan
- **In Option B**, staff will move directly into the Preferred Concept phase for a \$35M project. Staff will put detailed design on hold for up to one year while additional community engagement occurs and public/private funding is requested. This option:
 - ☐ Delays project completion by one year to a 2027 opening
 - ☐ Requires legislative action to extend existing State funding
 - ☐ Will compromise some amount of the existing ARPA funding
 - ☐ Keeps North Commons Park on the MPRB Legislative Agenda going into 2024
 - ☐ Does not guarantee a larger project but could lead to a project that meets the basic goals of the approved Vision Plan with renovation of and addition to the existing community center



Discussion for the Planning Committee/Board

- **Which Project Option (A, B or C) do you prefer staff bring back as the Preferred Concept for approval?**
- **In Option A**, staff will move directly into the Preferred Concept phase for a \$22M project. This option:
 - ☐ Keeps the project on schedule for a 2026 opening
 - ☐ Utilizes all existing project funding
 - ☐ Reduces the project scope significantly compared to the approved Vision Plan
- **In Option B**, staff will move directly into the Preferred Concept phase for a \$35M project. Staff will put detailed design on hold for up to one year while additional community engagement occurs and public/private funding is requested. This option:
 - ☐ Delays project completion by one year to a 2027 opening
 - ☐ Requires legislative action to extend existing State funding
 - ☐ Will compromise some amount of the existing ARPA funding
 - ☐ Keeps North Commons Park on the MPRB Legislative Agenda going into 2024
 - ☐ Does not guarantee a larger project but could lead to a project that meets the basic goals of the approved Vision Plan with renovation of and addition to the existing community center
- **In Option C**, staff put the design process on hold for an unknown amount of time while additional public funding is requested. This option:
 - ☐ Delays the project an unknown amount of time
 - ☐ Requires legislative action to extend existing State funding
 - ☐ Compromises the ARPA funding and possibly the HUD funding
 - ☐ Keeps North Commons Park on the MPRB Legislative Agenda going into 2024 and beyond
 - ☐ Does not guarantee a larger project but could lead to a project that meets the goals of the approved Vision Plan through 100% new construction

