

# Upper Harbor Terminal | Equitable & Resilient Inclusive Development Decision Matrix - Updated 3/6/20

## Collaborative Planning Committee Discussion Worksheet

Column A includes points of advisement for the CPC in relationship to the Upper Harbor Terminal redevelopment project.

This worksheet is designed to support your analysis as you review potential design models, data and other reference points presented by the City of Minneapolis, the development team and others.

Recommendation Points	Proposed Strategies	What do I believe the CPC should recommend?
A. Overall Site Layout		
1. Confirm layout of Northern Parkway Location	Modified the concept plan to shift the northern portion of the parkway adjacent to the park parcel and create a consolidated park.	FIXED
2. Confirm size and location of the park & development parcels.	Development parcel sizes were set based on maintaining 19.5 acres for the park and ensuring sufficient ROW for Phase I infrastructure including streets, parkway, utilities, stormwater and power line.	FIXED
3. Confirm alignment of proposed Xcel powerline.	Powerline alignment was adjusted to a “long span” design based on the MPRB request to minimize power poles within the park. Pole was set at the far southern edge of the park and then spans to the northwest corner of Parcel 3 before heading south on the original alignment.	FIXED
B. Public Infrastructure		
1. Design of streetscape including stormwater management, bike and pedestrian facilities	<ul style="list-style-type: none"> <li>• Prioritize pedestrian and bicycle connections between adjacent neighborhoods and the UHT site by incorporating design that promotes safe, convenient and comfortable travel.</li> <li>• Design safe streets that use design, infrastructure, and operations, including lower speed limits to improve safety and encourage safe travel behaviors.</li> <li>• Provide sidewalks with wide tree planted boulevards and pedestrian scale lighting systems on both sides of the street</li> <li>• Implement dedicated off-street bicycle trails that are physically separated from sidewalks and pedestrian paths.</li> <li>• Explore innovative stormwater solutions to treat and reduce the volume of water entering the Mississippi River, by implementing green infrastructure designs such as bioretention</li> </ul>	

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	<p>areas with native plantings, biofiltration swales, detention/retention basins, and permeable pavement.</p> <ul style="list-style-type: none"> <li>• Locate the parkway adjacent to park property to support activation, visibility, and accessibility along the riverfront, while exploring innovative design and operational solutions to support the new park and planned development.</li> </ul>	
<p>2. Improvements on transit service, access across I-94, and connectivity to the site.</p>	<ul style="list-style-type: none"> <li>• Improve connectivity to the neighborhoods west of I-94 as part of a 2022 street reconstruction of Dowling Avenue by prioritizing sidewalks, bike trails, lighting and stormwater solutions.</li> <li>• Continue to explore funding and partnership opportunities with MnDOT to reconfigure the Dowling Avenue Bridge and construct a new non-motorized bridge across I-94 to improve North Side connectivity as part of the 252/94 MnPASS Project</li> <li>• Coordinate with Metro Transit to expand new local, limited stop, and/or express service to the UHT site with a priority of connecting North Side Residents to the proposed housing and jobs.</li> </ul>	
<p>3. Additional public improvements to be completed by the City on southern half of the site (parkway and a second access point at 33<sup>rd</sup> Ave N)</p>	<ul style="list-style-type: none"> <li>• Prioritize the construction of the southern half of the parkway and reconstruction of 33<sup>rd</sup> Avenue with accommodations for people walking and biking from 2<sup>nd</sup> Street to the UHT site, pending funding availability</li> </ul>	
<p>4. Additional park improvements to extend the linear trail connections and restored riverbank through the southern half of the site</p>	<ul style="list-style-type: none"> <li>• Prioritize the construction of an asphalt bike/ped path be completed along the southern half of the park</li> </ul>	

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C. Outdoor Music Performance Venue		
1. Design of the facility	<ul style="list-style-type: none"> <li>Moved the proposed location of the Venue to Parcel 3 to remove potential conflicts between the facility and the park.</li> <li>Design Team will include LSE, SHOP, and Coen + Partners</li> <li>Convene an advisory group of community members to facilitate a public process to evolve the design of the venue.</li> <li>Work with JXTA to create permanent and temporary art installations at the venue that reflect the past, present &amp; future of the Northside and the site.</li> <li>Venue will meet B3 Guidelines and pursue LEED Certification.</li> <li>Collaborate with MWMO to incorporate innovative stormwater solutions</li> <li>Utilize on-site solar power generation or community solar garden.</li> </ul>	
2. Community programming that uplifts Black, Indigenous, and People of Color communities of all ages, including with employment	<ul style="list-style-type: none"> <li>Create a Youth Advisory Committee to advise First Ave. on use and design of venue and provide stipends</li> <li>Convene a community working group of to provide input and accountability mechanisms for the development of free community events</li> <li>Feedback from North Minneapolis residents will inform artist selection for some performances and events</li> <li>Free space for programming will be provided to the community when the venue is not in use.</li> </ul>	
3. Size and scale (within 7,000-10,000-person capacity)	<ul style="list-style-type: none"> <li>Created three site plans for 10,000-person capacity venues for review. CPC recommended Option C (stronger slope).</li> <li>Presented financial impacts &amp; proposed community benefits for both 7,000 and 10,000-person capacity venues. 7,000 capacity venue produces significantly less community benefits with only a 10% reduction in cost.</li> </ul>	

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<p>4. Community governance structure for programming oversight</p>	<p>“Sandwich Structure” with First Ave as Venue operator, City of Minneapolis with the “Controlling Real Estate Interest” and one of two entities that would have the “Fee Title Interest” (Owner of the Land):</p> <ul style="list-style-type: none"> <li>• Option 1: City Use Agreement requires First Ave to charge ticket fee; Community Entity (CE) can decide what activities First Ave spends these fees on but CE cannot receive the funds directly. City can enforce agreement.</li> <li>• Option 2: Community Benefits Agreement with First Ave/UP and a neighborhood group; funds to go to Community Entity to support programs. City cannot enforce the CBA, but the CE has more control over the use of the funds.</li> </ul>	
<p>5. Development of employment opportunity process including potential partners for job training programs.</p>	<ul style="list-style-type: none"> <li>• Launched a Career Pathways: Music and Theater Industry Career Development Initiative that brings together venues, unions, schools and community orgs to expose youth to music in schools, provides training in the field, and partners with venues to offer apprenticeship and mentorships (Dec 2019 Launch)</li> <li>• Venue will generate 559 initial construction jobs &amp; 269 operations jobs at the venue</li> <li>• Implement First-Hire Procedures for current Northside residents at all levels</li> <li>• Hire up to 70 Step-Up interns/year for entry level positions that will provide both employment and exposure to careers in music (carpentry, electrical, sound mixing, accounting, marketing)</li> <li>• Give priority to Northside businesses for any venue contracting, e.g., food and beverage services, security, textile and poster printing, operation of on-site market</li> </ul>	

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	<ul style="list-style-type: none"> <li>• Implement Intentional Contractor Capacity Development practices – partnering large contractors with smaller to provide technical support and mentoring on bidding and subcontracting for new MBE/WBE businesses</li> <li>• Develop scopes of work in ways that allow local MBE/WBE businesses to win contracts</li> <li>• Establish goals for on-site construction hours for pre-apprentices</li> <li>• Once partner is identified, add venue-specific job training curriculum for: Carpentry, electrical, IT, financial services, marketing, web design, sound &amp; lighting</li> </ul>	
D. The Community Hub		
<p>1. Size and general design of the building (one large building consolidating HUB uses, or smaller HUB uses spread throughout the project).</p>	<p>A Centralized HUB on Parcel 6B is currently contemplated as a Community Health and Wellness Center. The proposed program could include:</p> <ul style="list-style-type: none"> <li>• Sports and Recreation</li> <li>• Health and Wellness Clinic</li> <li>• Food Hall and Commercial Kitchen</li> <li>• Event Hall</li> <li>• MPRB Satellite</li> <li>• Job Training Center</li> <li>• Entrepreneurial Center</li> <li>• Maker Spaces</li> <li>• Art Galleries</li> <li>• Co-working</li> <li>• Pop-up Vendors</li> <li>• After-School Programming/Training</li> </ul>	
<p>2. Mix of uses to be included in the HUB.</p>	<p>See #1 above.</p>	

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<p>3. Recommendation on community partner(s) and organizational structure.</p>	<p>A few community partners have expressed Interest in anchoring the HUB or providing associated programs that tie into the Health and Wellness theme. The Development Team wishes to discuss the appropriate way of introducing potential partners to the project, and the way future partners will be considered.</p>	
<p><b>E. Ground Floor Active Uses and Community Partner</b></p>		
<p>1. What is the right amount of ground floor active uses in additional to potential HUB uses?</p>	<p>The ground floor strategy must consider the size and program of the Community HUB. The Development Team believes there are multiple ways to activate the ground floor with community-centric uses, however these uses may also be candidates for the Centralized Community HUB. The appropriate strategy requires additional discussions between the CPC, City, and Development Team.</p> <p>Alternative ground floor strategies could accommodate typical market retailers or restaurants; however, these uses may not match the community's vision and the final tenancy will be subject to market feasibility.</p> <p>If appropriate community partners or tenants are not identified, the final plan must consider alternative ways to activate the ground floor space, which could include adding additional housing units or programs that appeal to the residents living at the Upper Harbor.</p>	

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<p>2. What are the potential uses and/or tenants that should be considered?</p>	<ul style="list-style-type: none"> <li>• Childcare near Senior Housing Building</li> <li>• Entrepreneurial Center (Accelerator/ Incubator)</li> <li>• Health and Wellness Clinic</li> <li>• Food Hall and Commercial Kitchen</li> <li>• Event Hall</li> <li>• MPRB Satellite</li> <li>• Job Training Center</li> <li>• Entrepreneurial Center</li> <li>• Maker Spaces</li> <li>• Art Galleries</li> <li>• Co-working</li> <li>• Pop-up Vendors</li> <li>• After-School Programming/Training</li> </ul>	
<p>3. Ownership structure including potential for community control and/or ownership</p>	<ul style="list-style-type: none"> <li>• City of Minneapolis maintains ownership and provides financeable Ground Lease to owner</li> <li>• Potential Condominium Structure of Commercial Space for ownership by Community Entity</li> </ul>	
<p>4. Development of employment opportunity process</p>	<ul style="list-style-type: none"> <li>• First Hire Process: Require commercial and industrial tenants to work with the Minneapolis Employment and Training Program to follow first hire procedures whereby all job openings will be advertised and all qualified applicants will be considered prior to opening up the job to others.</li> <li>• First Look Process: Tenants in the development will commit in their leases to meeting specific goals for hiring employees from specified zip codes. Partnerships with appropriate community partners who could provide a pipeline of employees to the project will also be considered.</li> </ul>	

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F. Production/ Manufacturing/ Office Space		
<p>1. Size, character and general design of the production buildings</p>	<ul style="list-style-type: none"> <li>• One single tenant building with Potential for rooftop food production, greenhouse or aquaponics. <i>Please note, an appropriate operating partner has not been Identified for this building.</i></li> <li>• One single or multi-tenant building with potential for rooftop solar. <i>Please note, the tenants or Industries have not been Identified for this building.</i></li> </ul>	
<p>2. Should buildings be limited in size to preserve view corridors or should the building be designed to be of a size that creates flexibility for a wide variety of users?</p>	<ul style="list-style-type: none"> <li>• Maintain view corridor between Parcels 4 and 5 and between Parcels 3 and 4.</li> <li>• Create one larger production building that meets the needs of a wide variety of uses.</li> </ul>	
<p>3. Should the JOBS parcels focus on creating immediate jobs with companies that will meet the community benefit requirements or should we prioritize finding tenants in specific industries even if it takes longer?</p>	<ul style="list-style-type: none"> <li>• The development of jobs producing spaces/buildings can accelerate if the community is willing to consider a larger pool of tenants (subject to reasonable restrictions) who are willing to locate at the Upper Harbor Terminal, in accordance with the requirements in a community benefits agreement. If the community desires specific industries or tenants, the CPC, City and Development Team will need to evaluate the market potential and possible tenants that may be willing to locate their business at the project. The viability of this depends on the use restrictions, community benefits requirements, and specificity of industries desired by the community, on the Jobs parcels.</li> </ul>	



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<p>4. Development of employment opportunity process</p>	<ul style="list-style-type: none"> <li>• First Hire Process: Require commercial and industrial tenants to work with the Minneapolis Employment and Training Program to follow first hire procedures whereby all job openings will be advertised, and all qualified applicants will be considered prior to opening up the job to others.</li> <li>• First Look Process: Tenants in the development will commit in their leases to meeting specific goals for hiring employees from specified zip codes. The exact language is subject to legal and financial considerations. If the goals aren't met, the penalties enforced cannot impact the financeability of the lease. For example, If the penalty puts the tenant in default of their lease, the tenant will not be able to finance the business operations at this location. Required partnerships with appropriate community partners who could provide a pipeline of employees to the project will also be considered, as an alternative to penalties enforced through the lease.</li> </ul>	
<p>5. Ownership structure including potential for community control and/or ownership</p>	<ul style="list-style-type: none"> <li>• City of Minneapolis maintains ownership and provides financeable Ground Lease to owner.</li> </ul>	

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G. Residential Units		
<p>1. Does the Development's team strategy of creating an intentional Mixed Income community open to a wide variety of demographics satisfy the vision for the project?</p>	<p><u>Scenario 4: 475 Units Total</u> 448 Apartments/ 27 Townhomes</p> <p>Affordable Workforce &amp; Family Housing (305 units)</p> <p>Affordability Mix Option A:</p> <ul style="list-style-type: none"> <li>• 101 units (33%) at 30% AMI</li> <li>• 101 units (33%) at 50% AMI</li> <li>• 52 units (17%) at 60% AMI</li> <li>• 51 units (16%) at 70% AMI</li> </ul> <p>Affordability Mix Option B:</p> <ul style="list-style-type: none"> <li>• 77 units (25%) at 30% AMI</li> <li>• 105 units (35%) at 50% AMI</li> <li>• 63 units (21%) at 60% AMI</li> <li>• 60 units (19%) at 70% AMI</li> </ul> <p>Unrestricted Housing (143 units) Ownership Housing (27 Townhomes)</p> <p>Senior Housing on 1A –Options for Rental/Ownership &amp; Affordability</p> <ul style="list-style-type: none"> <li>○ Option 1: Affordable Senior Rental</li> <li>○ Option 2: Market Rate Senior Rental</li> <li>○ Option 3: Senior Coop</li> </ul>	
<p>2. What is the right timing and phasing for the housing developments?</p>	<p>Phase I:</p> <ul style="list-style-type: none"> <li>• Option A: Parcel 1A &amp; 1B (2022/2023*)</li> <li>• Option B: Parcel 1A &amp; 6A (2023* requires full City support)</li> </ul> <p>Phase II:</p> <ul style="list-style-type: none"> <li>• Option A: Parcel 6A (2024) + Parcel 7A (2025 or later)</li> <li>• Option B: Parcel 1B (2024/2025) + Parcel 7A (2025 or later)</li> </ul>	

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3. What is the appropriate size & general design for the River Housing Parcels?	<ul style="list-style-type: none"> <li>Scenario 1 from Design Day: Higher density to increase total unit count (4 stories over 2 levels of parking with townhomes facing parkway). <i>Requires critical overlay height restriction exemption.</i></li> </ul>	
4. What is the appropriate size & general design for the Dowling housing parcels?	<ul style="list-style-type: none"> <li>Parcel 6A: Preference for Mixed-Income Housing with community accessible health &amp; wellness outdoor space facing park/river.</li> <li>Higher density to increase total unit count</li> </ul>	
5. Development of housing preference for area residents	<ul style="list-style-type: none"> <li>Zip code marketing to ensure local residents are prioritized.</li> <li>City is considering developing an Anti-Displacement/ Right to Return policy for residents.</li> </ul>	
6. Ownership structure including potential for community control and/or ownership	<ul style="list-style-type: none"> <li>Townhomes for ownership; exploring opportunities for land trust or other models to ensure affordability.</li> <li>City of Minneapolis maintains ownership and provides financeable Ground Lease to owner of housing developments.</li> </ul>	
H. Hospitality Mixed-Use		
1. Types of hospitality uses preferred, size and general design of building.	<ul style="list-style-type: none"> <li>Hospitality could potentially be explored in the future on Parcel 7B but is not currently proposed as part of Scenario 4.</li> <li>Small Community Event Hall/Rooftop proposed as part of Parcel 1B.</li> <li>Potential Community Event Space on the top of Parcel 7A Ramp.</li> </ul>	