

DAKOTA COUNTY GENERAL GOVERNMENT AND POLICY COMMITTEE

Authorization To Execute Contract With Boarman Kroos Vogel Group, Inc. For South St. Paul Library Project Design Services And Update On Progress Of Transition To County Library System

Meeting Date: 8/10/2021	Fiscal/FTE Impact:
Item Type: Regular-Action	<input type="checkbox"/> None <input type="checkbox"/> Other
Division: Physical Development	<input checked="" type="checkbox"/> Current budget <input type="checkbox"/> Amendment requested
Department: Parks, Facilities, and Fleet Management	<input type="checkbox"/> New FTE(s) requested
Contact: Hoopingarner, Taud	Board Goal: Excellence in public service
Contact Phone: (952) 891-7004	Public Engagement Level: N/A
Prepared by: Wiese, Michael	

PURPOSE/ACTION REQUESTED

Authorize the execution of a contract with Boarman Kroos Vogel Group, Inc. dba BKV Group for architectural and engineering design services required for the new South St. Paul Library project. Update the Board on the progress made to date on the transition of the City Library into the County Library system.

SUMMARY

Outcomes of a County Programming Study for a potential new South St. Paul Library authorized by Resolution No. 20-572 (November 17, 2020) were presented to the Dakota County Board of Commissioners on June 8, 2021. The proposed new County branch location for the South St. Paul Library was authorized to proceed into design by the County Board of Commissioners by Resolution No. 21-321 (June 22, 2021) with the understanding that design funding would be reallocated from savings (fund balance) within the 2021 Building Capital Improvement Program (CIP) Adopted Budget.

The June resolution also ratified the study's outcome, which provided for a new facility that meets the full Base Program on the Marie and 7th Avenues site—specifically, a building size of roughly 16,000 gross square feet and a project budget of \$8,300,000 (Construction Budget of \$6 million). County Board discussions also included the pursuit of a Net Zero Energy building with its attendant additional cost of \$1.1 million, for a total of \$9.4 million. A Net Zero building and its further funding would be contingent on State funding (potentially July 2022 bonding) but would have to be designed into the facility before that funding source becomes available.

On June 9, 2021, staff advertised a request for proposals via the County website for architectural and engineering design services for the possible new County library in South St. Paul. Fourteen firms responded, and four firms were chosen for an interview with the selection committee. On July 21, 2021, the committee selected Boarman Kroos Vogel Group, Inc. dba BKV Group as the best overall value for the project. More specifics can be found in the Designer Selection Summary (Attachment A).

Design will commence upon contract execution and will be ready for advertisement for construction bids in the summer of 2022. With this timeline, building design will be complete before State funding is available. Therefore, some of the design fee will have been expended on State requirements (e.g., B3 tracking, plan review) and the Net Zero systems upgrades. These fees, estimated at \$84,000, will not be recoverable if State funds are not secured.

Since June, the initial paperwork has been submitted for State bonding consideration. County and City Staff have also been discussing several additional issues that will need to be resolved should the decision be to move ahead with the transition into the County system. Some of the items to resolve in the future include the form of a legal agreement, personnel transitions, land and site considerations, city financial and in-kind contributions, interim operations, and asset transfers.

RECOMMENDATION

Staff recommends the South St. Paul Library design contract be awarded to BKV Group in an amount not to exceed \$531,821.

EXPLANATION OF FISCAL/FTE IMPACTS

The South St. Paul Library project's design will be funded via reallocated savings (fund balance) within the 2021 Building CIP Adopted Budget. The design contract amount of \$531,821, including reimbursable expenses, is reasonable and is within the budget allocated for the design portion of the project budget. Construction funding and operational costs (including FTE staffing needs) will be presented to the Board at a future meeting.

Supporting Documents:

Attachment A: Consultant Selection Summary
Attachment B: Additional discussions and activities

Previous Board Action(s):

20-572; 11/11/20
21-321; 06/22/21

RESOLUTION

WHEREAS, the new South St. Paul Library is a developing project for consideration in the 2022–2026 Building Capital Improvement Program (CIP); and

WHEREAS, the design of new South St. Paul Library was authorized by Resolution No. 21-321 (June 22, 2021), with the understanding that design funding would be reallocated from savings (fund balance) within the 2021 Building CIP Adopted Budget; and

WHEREAS, the scope of work includes architectural and engineering design services for a new branch library within the County’s system at Marie and 7th Avenue in South St. Paul; and

WHEREAS; the new 16,000-square-foot library would be designed to a base construction budget of \$6 million dollars with a \$1 million dollar budgetary add alternate for enhancement to a Net Zero building; and

WHEREAS, on June 9, 2021, staff posted a public request for proposals to designers via the County’s website; and

WHEREAS, staff received 14 proposals and interviewed four design teams for this project; and

WHEREAS, staff recommends Boarman Kroos Vogel Group, Inc. dba BKV Group as the firm to provide design services required for the project; and

WHEREAS, Boarman Kroos Vogel Group, Inc. dba BKV Group has submitted a total fee proposal for \$531,821 for architectural and engineering design services; and

WHEREAS, the initial paperwork has been submitted for State bonding consideration. Additionally, County and City Staff have also been discussing several additional issues such as the form of a legal agreement, personnel transitions, land and site considerations, city financial and in-kind contributions, interim operations, and asset transfers.

NOW, THEREFORE, BE IT RESOLVED, That the Dakota County Board of Commissioners hereby authorizes the Parks, Facilities, and Fleet Management Director to execute a contract with Boarman Kroos Vogel Group, Inc. dba BKV Group for the South St. Paul Library project design services for a combined fixed fee of \$531,821 which includes a reimbursable cap of \$32,646, subject to approval by the County Attorney’s Office as to form; and

BE IT FURTHER RESOLVED, That the Dakota County Board of Commissioners hereby directs staff to return to the County Board for future additional authorizations as required to facilitate the joining of the City’s library into the County system and as required by County policy.

County Manager’s Comments:

- Recommend Action
- Do Not Recommend Action
- Reviewed---No Recommendation
- Reviewed---Information Only
- Submitted at Commissioner Request

Reviewed by (if required):

- County Attorney’s Office
- Financial Services
- Risk Management
- Employee Relations
- Information Technology
- Facilities Management



County Manager

Consultant Evaluation Summary for Design of a New County Library in South St. Paul

Background

In late 2020, at the request of the City of South St. Paul (SSP), the Dakota County Board of Commissioners directed county staff to complete a Programming Study which concluded with the recommendation for a new building at the corner of Marie & 7th Avenues. In June 2021, the County Board accepted the Study's recommendation and authorized the solicitation for a designer of this new SSP Library. The RFP for architectural and engineering services to aid in the design and construction administration of this new library was then issued on June 9, 2021.

Consultant Services Description

Architectural and Engineering services required for the design and construction administration of the new County Library project in South St. Paul, MN (B3xxxx-3603).

Scope of Consultant Services

The design will provide a library for City and County residents that is flexible and incorporates elements that come out of a robust public engagement effort. The work will include each of the six traditional phases of a typical design project: Schematic Design, Design Development, Construction Documents, Bid & Award, Construction Administration & Closeout. Other pertinent details of this solicitation are noted within the RFP.

The base design will be limited to \$6 million in construction costs of a library roughly 16,000 GSF. Design support for an additional \$450K worth of FF&E and a further addition of \$1 million in "Net Zero" enhancements is also required. The construction plus the design and other soft costs will fit within a total project budget of \$9.4 million, which includes \$1.1 million for State bonding support tied to the implementation of a Net Zero building.

Deliverables

Deliverables for all six phases of the work are outlined within Part D of the RFP.

Public Engagement

The City of SSP gathered citizen input previously during a 2016 City-lead study and a 2020 City-wide mail survey. As part of Schematic Design, the designer shall support the County in public engagement efforts including hosting at least one in-person open house event and attending Board meetings for the SSP Library Board and the County Library Advisory Board. Also, the designer will create surveys/questionnaire content to be posted to the County's website. The designer will also Spanish translate the surveys. The critical nature of a good public engagement was emphasized within the RFP and so, designer responses were also evaluated on their thoughtfulness to this focus.

Schedule

The RFP schedule was issued within Part A.3. In general, the design proceeds from August through May 2022, with an early-August 2022 bid date, a general contract Board award in late-August and Construction Administration through Q1-2023. The public engagement period through Q4-2021, culminating in the Schematic Design Board Presentation on January 11th, 2022, will drive the design schedule and therefore merits noting.

Request for Proposals (RFP)

The RFP for services was publicly issued on June 9th, 2021 to any interested firms via the County's website. An addendum was issued on June 22nd, 2021. These fourteen (14) firms responded to the RFP: 292 Ivy; Architecture Advantage; BKV Group; Bentz, Thompson, Rietow; Collaborative Design Group; Hagen, Christensen & McIlwain; HGA Architects; Kodet Architects; Lawal, Scott, Erickson; Leo A Daly; MSR Architects; Roehr Schmitt Architecture; VJAA and Wold Architects.

Review Team Selection Process

In the two weeks after they were received, all fourteen proposal responses were reviewed by a Selection Committee comprised of the County Library Director (Margaret Stone), City Library Director (Kathy Halgren), Capital Projects Manager (Jay Biedny), Building Services Manager (Randy Hansen) and CPM Project Manager that issued this RFP (Mike Wiese). This Committee met on July 13th to discuss the proposals, share insights regarding individual member evaluations, and reach consensus on finalist firms to interview.

Evaluation Criteria

The proposals were evaluated and ranked based on the following criteria detailed in the RFP:

- 1) Firm History and Information
- 2) Project Team and Team Member Experience
- 3) Project Approach and Schedule
- 4) Firm Experience, References and Examples of Previous Successful Library Studies Completed
- 5) Contract and Conditions
- 6) Fee Proposal

Interview Process

Only those firms from the pool of 14 that were judged capable of completing the project by their written proposal replies were considered for an interview. This list of capable firms was then narrowed further based on the specific comments and evaluations of the Committee. The Committee selected four firms to interview for final consideration: BKV Group; HCM/Gensler; HGA; VJAA. These finalist firms were then given a series of follow up questions to address within their interviews. Each team was given the same period of time to present when they met with the Committee on July 21st, 2021. Immediately following the interviews, the Selection Committee deliberated and unanimously selected the most suitable candidate.

Evaluation Results

Although all responses received were well done, the four finalists highlighted in the chart below had excellent resumes in listing government design success (largely libraries and Dakota County projects). They had also done well in emphasizing B3 and Net Zero success and explained well their unique abilities to bolster a robust public engagement effort. All finalists' teams also demonstrated continuity in their past projects together.

The fees presented were as follows:

	Labor	Reimb.	Design Fee	FF&E Fee	Nt0 Fee	TOTAL Fee
292 Ivy	\$ 438,410	\$ 9,800	\$ 448,210	\$ 35,400.00	\$ 68,400	\$ 552,010
Arch. Advantage	\$ 655,760	\$ 3,600	\$ 659,360	\$ 54,700.00	\$ 28,000	\$ 742,060
BKV Group	\$ 408,074	\$ 32,646	\$ 440,720	\$ 22,972.00	\$ 68,129	\$ 531,821
BTR	\$ 593,150	\$ 5,000	\$ 598,150	\$ 36,000.00	\$ 64,000	\$ 698,150
CDG	\$ 627,490	\$ 2,500	\$ 629,990	\$ 32,900.00	\$ 101,500	\$ 764,390
HCM / Gensler	\$ 552,400	\$ -	\$ 552,400	\$ 45,000.00	\$ 84,000	\$ 681,400
HGA	\$ 428,564	\$ 8,000	\$ 436,564	\$ 29,900.00	\$ 59,700	\$ 526,164
Kodet	\$ 492,925	\$ 6,500	\$ 499,425	\$ 40,320.00	\$ 45,600	\$ 585,345
Leo A Daly	\$ 620,100	\$ 12,500	\$ 632,600	\$ 45,500.00	\$ 100,000	\$ 778,100
LSE	\$ 597,331	\$ 26,000	\$ 623,331	\$ 51,000.00	\$ 76,964	\$ 751,295
MSR	\$ 857,777	\$ 22,000	\$ 879,777	\$ 84,471.00	\$ 33,595	\$ 997,843
Roehr Schmitt	\$ 555,526	\$ 18,000	\$ 573,526	\$ 45,000.00	\$ 80,000	\$ 698,526
VJAA	\$ 581,840	\$ 4,270	\$ 586,110	\$ 45,000.00	\$ 55,000	\$ 686,110
Wold	\$ 645,300	\$ 23,000	\$ 668,300	\$ 45,000.00	\$ 75,000	\$ 788,300
		averages	\$ 587,747	\$ 43,797	\$ 67,135	\$ 698,680

Six firms (Architecture Advantage; Collaborative Design Group (CDG); Lawal, Scott, Erickson (LSE); Leo A Daly; MSR Architects; and Wold Architects) had fees above the average total fee of \$698,680. Further, they each exceeded the budgeted \$705,000 total fee and were therefore eliminated from further consideration. Of note: the two firms with the lowest total fees (BKV Group and HGA) have nearly all design disciplines in-house. It's assumed that their firms can efficiently leverage their unique positioning of having staff all within the same company and thereby deliver the project in less hours. All interviewed finalists as described prior were within the design budget.

On July 21st, 2021 the Selection Committee met to interview the four noted finalists. All the interviewed firms did well to explain and underscore their team's abilities to deliver the project successfully. However, two firms captured the committee's attention and brought both energy and conviction into the tone of their presentation. Moreover, their presentations seemed most rehearsed and flowed well in the time allotted, including time thereafter still for follow-up questions by the committee. Those two firms: HCM and BKV Group generated a thorough discussion within the committee of the merits to each if selected for award. HCM had just completed the Program Study and spoke of continuing a co-creation of the new library in partnership with the County. BKV Group similarly had completed the Empire Additions & Renovations (MFOS Phase 1) project design for the County and spoke of "looking back to look forward" in their presentation. Great points were made in the presentations of both firms, but the committee ultimately concluded that BKV Group had the most compelling interview of the day and would work the best moving forward.

BKV's presentation organized the committee questions into three themes: Design Vision, Public Engagement and Project Management. BKV Group also brought their public engagement expert, HKGi (also their Landscape Architect) to interview who demonstrated similar success with public engagement at numerous past County Parks projects (including the Thompson County Park Master Plan and River to River Greenway Master Plan).

BKV Group also brought other expertise within their team with estimating (PPM – often contracted by DC CPM), Civil Engineering (Bolton & Menk) and Low-Voltage Systems (True North Consulting) are committed to this project. BKV Group further brought Wiss, Janney, Elstner Associates into their proposal as a quality-check for the building envelope and applied Precipitate Architecture as a Net Zero Energy Lead. Each subconsultant is a leader in its field and many have had past positive experience with the County on other projects. With all this in mind, the committee felt the BKV Group team was best suited to deliver the design informed by current and future needs.

BKV's fee was the second lowest total fee of all respondents. This competitive fee, the thoughtfully presented RFP written response and an excellent interview solidified the committee's award decision for receiving excellence at a reasonable cost.

Recommendation

Staff unanimously agreed to recommend the design contract award to the team lead by Boarman Kroos Vogel Group, Inc. (dba – BKV Group). Their response throughout the RFP process demonstrated they could provide the best professional services as described in the RFP, for a reasonable cost, and they have done just that for several similar projects for other libraries and County governments.

Additional Discussions and Activities

Since the June 8, 2021 Board meeting, additional discussions and actions have occurred to move the project forward. They are summarized below:

1. **Legislative.** Dakota County has completed the initial paperwork for State Bond funds for 2022 and is monitoring for a potential 2021 Special Session focused on bonding. We will amend 2022 request accordingly if 2021 design funding is secured. Project Budget stands at \$9.4 million (8.3 base and 1.1 Net Zero upgrade). The Bonding request(s) will then total \$4.7, one half the project budget.
2. **Designer Selection.** An RFP was issued 9 June. A recommendation of a design firm will be presented to the General Government and Policy Committee on 10 August. Kathy Halgren and Margaret Stone were part of review and selection team.
3. **Due Diligence.** Before the land can be conveyed to the County, due diligence investigations are necessary. The County has contracted with a firm to conduct a Phase I Environmental Report. Based on its outcome, that will come later this summer, a Phase II investigation may be necessary. Additionally, soil borings and other site testing will be required later this fall to complete Schematic Design.
4. **Legal:** Initial discussions between the County and City legal teams has resulted in an initial opinion that a JPA or MOU will be needed to form an agreement on necessary actions and responsible parties. Various other agreements will be necessary should the proposal proceed.
5. **City Actions:** The South St. Paul City Council has discussed the following topics:
 - a. Land Control: The City will take the steps necessary, such as combining and rezoning the properties for conveyance to the County.
 - b. 7th Ave.: The City will coordinate with the School District to design and construct (if necessary) a one-way street design.
 - c. The City will provide all maintenance and operations of the current library until the County library is completed and operational.
 - d. The City in-kind contribution to construction: City will pay or waive all local or metro development-related fees.
 - e. City in-kind contribution to operations: The City will provide site related services for the County library such as mowing, snow removal, landscaping and similar services.
6. **Personnel:** The City and County will be discussing the necessary actions to ensure a smooth transition to the County system.
7. **Approach to Financing**
 - a. A mutual effort will be put forth to obtain State bond funds with a 50% match provided by the County. If bonding is unsuccessful the City and County will revisit a City contribution or assistance to the project.
8. **City Collection:** The County will acknowledge the importance and historic value of the SSP collection while incorporating it into the County system.