

# **21-AA28 REQUEST FOR INFORMATION (RFI)**

**LOT D – Waterfront Mixed Use Development Site  
Duluth Economic Development Authority (DEDA)  
Bayfront District in Duluth, Minnesota**

**Issue Date: September 10, 2021**

**Due Date: September 30, 2021 (4:00 p.m. CST)**

## **PURPOSE of RFI**

The Duluth Economic Development Authority (DEDA) is issuing this Request for Information (RFI) to seek information and inquiries from potential developers (Developers) interested in providing Public Private Partnership services to the DEDA for a waterfront mixed-use development opportunity on a 12-acre site (Lot D) owned by the DEDA. As the City of Duluth's economic development agent, the DEDA works to stimulate business investment, expand economic prosperity, grow the local tax base and strengthen public-private partnerships.

The purpose of this RFI is for the DEDA to evaluate the interest of developers in the potential development of the Lot D site. Based on the information received and the DEDA's evaluation of it, a Preferred Developer will be selected to implement the development of the of the Lot D site. The selected Preferred Developer and the DEDA will enter into a Preliminary Development Agreement which will guide the Developer/DEDA partnership during the process of preparing a site development plan. The Preferred Developer will work collaboratively with DEDA, the City, and the public. It is anticipated that the Preferred Developer and the DEDA will ultimately enter into a Development Agreement which will guide the Developer/DEDA partnership during the site development process.

## **DEVELOPMENT OBJECTIVES**

The Preferred Developer will work collaboratively with the DEDA and City staff to accomplish the following Lot D development objectives:

- 1) Enter into a Preliminary Development Agreement
  - a. Prepare an implementable development plan that is generally consistent with the concepts described in the Lot D Development Framework (see Attachment).
  - b. Create a development plan that clearly defines private and public infrastructure projects.
  - c. Consider and pursue external funding sources to support the development plan.
- 2) Enter into a Development Agreement, leading to eventual purchase of the Lot D site, and to implementation of the approved development plan.

## **SITE DESCRIPTION**

Lot D is located at 500 – 1000 Railroad Street in the Bayfront District along the St. Louis River estuary. It is the last undeveloped and guided mixed-use parcel located along Duluth's 26 miles of waterfront. The Bayfront District is comprised of a mix of uses and sub-areas that offer different experiences and views of the iconic Aerial Lift Bridge. Adjacent neighborhoods also contribute to the District's vibrancy and energy. The synergy between these areas combined create a regional/Midwest destination that attracts over 6.5 million visitors annually. A summary of the Bayfront District's attractions and adjacent neighborhoods are listed on the next page.

- **Aerial Lift Bridge:** The Duluth Aerial Lift Bridge was constructed in 1901 to 1905 and modified in 1929. It is located on Lake Avenue and spans the Duluth Ship Canal, which connects the City of Duluth with Minnesota Point. The bridge was designed by Thomas F. McGilvray and C.A.P. Turner, and constructed by the Modern Steel Structural Company. It is recognized as a rare type of bridge for its engineering and is a major attraction in the Duluth Ship Canal Historic District.
- **Canal Park:** Canal Park is an iconic destination for its views of Lake Superior and the Aerial Lift Bridge. It is considered part of downtown and its land uses primarily consist of hotels, restaurants, and shops.
- **Bayfront Festival Park:** Bayfront Festival Park is one of Duluth's most beautiful public parks located on the shores of Lake Superior. Visitors to the park can view ships from around the world entering the harbor under the Aerial Lift Bridge. It is home to a variety of events and activities throughout the year.
- **Downtown Duluth:** Downtown Duluth is a walkable "job center" that is home to several major employers, including Essentia Health, City Hall, Maurices Corporate Office, and national banks. Downtown Duluth, combined with Canal Park serve as the city's cultural and tourist epicenter, with entertainment and shopping clustered within Canal Park and along Superior Street.
- **Duluth Entertainment Convention Center (DECC):** The DECC is nestled between Canal Park and the Bayfront Festival park. The DECC provides over 250,000 square feet of meeting and exhibit spaces. The DECC is connected to Symphony Hall and Amsoil Arena, which hosts hockey games and large events.
- **Lincoln Park Business District:** The Lincoln Park Business District is located west of Downtown Duluth and northwest of Lot D. Businesses are primarily located along West Superior Street. This District has emerged as a popular "Craft District" through local revitalization and economic development efforts over the last ten years.

## DEVELOPMENT FRAMEWORK

The City of Duluth's Administration Office commissioned a study and completion of the Lot D Development Framework in early 2021 (see Attachment). The Development Framework should be used by Developers to better understand the DEDA's and the City's expectations for the site's reuse. The Framework's "Site Reuse Principles" help articulate these expectations and are supported by the Framework's "Development Considerations."

### Lot D Reuse Principles

- **Create a Sense of Place:** A sense of place is created through the public realm, private development, and the arts to create a unique identity for the site.
- **Enhanced Public Realm:** Development should incorporate the public realm as a distinct, welcoming, and unifying feature to attract people.

- **Identifiable Branding:** A branding effort is created to give the site a distinctive identity that does not compete with other commercial districts or economic development initiatives.
- **Support Year Round Activity:** Spaces are created to invite pedestrian activity year round and offers space for a variety of uses that encourage social gatherings.
- **Provide Waterfront Access:** Create public spaces along the site's perimeter to create a vibrant edge that attracts people to the waterfront.
- **Adapt and Mitigate for Climate Change:** Sustainable development practices and new technology are used to significantly reduce the site's energy and water consumption, greenhouse gas emissions, and impacts to ecological systems.
- **Create Viewsheds:** Development celebrates and does not negatively impact views of the St. Louis River, Lake Superior, Downtown, and Aerial Lift Bridge.
- **Connectivity:** Larger emphasis is placed on pedestrian and bicycle infrastructure to encourage walking and biking throughout the Bayfront District.
- **Active Street Edge:** Buildings should be placed to occupy the street (new or existing) edge to the greatest degree possible, creating a continuous pedestrian-oriented façade along a street.
- **Integrate District-Wide Parking:** Create a district-wide parking approach by building parking reservoirs (e.g., structures or garages) that serve the site's overall parking needs, while offering shared parking opportunities for Bayfront events and patrons.

## **BACKGROUND INFORMATION & PAST PLANS**

Past planning efforts for the Bayfront District and Lot D have ranged from comprehensive planning, sub-area studies to feasibility/engineering studies. These efforts provide greater detail and insight into the City's vision for the area and infrastructure needs. Respondents to the RFI should reference these past planning efforts as they provide additional guidance and information.

- Bayfront District Small Area Plan, April 2010
- Bayfront Supplemental Site Investigation (SSI), May 2018
- Imagine Duluth 2035 (Comprehensive Land Use Plan), 2016
- Lot D Waterfront Roadmap to Redevelopment, August 2018
- Revised Analysis of Brownfields Cleanup Alternatives (ABCA), April 2016

## **Site's Land Use Designation and Zoning District**

2035 Comprehensive:

Tourism/Entertainment (TE)

Current Zoning:

Mixed Use Waterfront (MU-W)

## **Comprehensive Plan Land Use Plan Guidance**

Lot D is guided by the City's Comprehensive Plan (Imagine Duluth 2035) for

"Tourism/Entertainment (TE)," which includes retail, entertainment, lodging facilities, meeting facilities, waterfront related uses, and open space land uses. This Land Use Plan designation supports medium to high density development patterns and greater building heights that do not obstruct lake views.

## **Zoning**

The MU-W district is intended to provide for waterfront-dependent commercial uses and medium to high density residential development. Intended non-residential uses include visitor-related retail and services, lodging, recreational facilities and maritime uses, as well retail and service uses that take advantage of the waterfront settings. Development may include horizontal or vertical mixed use, and should facilitate transit and pedestrian connections between developments and the surrounding areas and community.

## **SUBMITTAL REQUIREMENTS**

All RFI respondents are required to follow the format specified below. The contents of the submittal must be clear, concise, and complete. The submittal must be limited to 20 pages and include the following information:

- I. **Cover Letter.** Include the developer's name and the title, contact information and signature of the prime firm's contact person for this submittal.
- II. **Developer Team.**
  - 1) Identification of project team members, including, but not limited to, description of the lead development firm and sub-consultant firms, including resumes of appropriate principals and project leads, as well as descriptions of their respective roles;
  - 2) Description of your firm's qualifications and general strategies to complete this type of project.
- III. **Similar Projects Experience.** Provide information regarding your team's previous experience with similar mixed-use projects as follows:
  - 1) Names, locations and details of similar projects;
  - 2) Names, addresses, and phone numbers of public agency references overseeing the projects;
  - 3) Names of staff who worked on the sample projects; and
  - 4) Final budgets for the projects including all funding sources utilized.
- IV. **Approach to Development.** Provide a brief summary of the overall approach that the Developer would propose for the development of the site. While the DEDA believes that a



form of public-private partnership may be in the best interest of the City, it seeks information about other possible partnerships and approaches for developing the site.

V. **City/Developer Partnership.** Describe how the developer team will partner with the DEDA, the City and the public to achieve the Lot D development objectives (see Page 1) as follows:

- 1) Your vision of a successful development of this site.
- 2) What do you envision as the set of formal agreements that will be necessary to establish the roles, rights and obligations of the DEDA and the developer?
- 3) How you generally foresee the phasing of a development project occurring, including the timing to achieve full development and what significant decision points are anticipated?
- 4) Description of potential constraints or problems in the description of the redevelopment project that may adversely affect the project cost or progress.
- 5) Summary of your firm's public process approach to the project.

VI. **Financial Ability.**

- 1) Describe your intent to request public financing sources to support this project and list the sources you anticipate utilizing.
- 2) Indicate experience applying for and using tax increment financing and other government funding mechanisms such as bonds, tax credits, and grants.

## **SUBMITTAL SCHEDULE and INSTRUCTIONS**

### **Estimated RFI Schedule**

RFI issued	September 10, 2021
Deadline for Questions	September 22, 2021
Questions answered via addendum	September 23, 2021
Deadline for RFI submittals	September 30, 2021
Meeting with selected Respondents	Early October, 2021
Preferred Developer notification of selection	October 15, 2021

Respondents who are identified for a meeting with DEDA will be notified in early October. Such a meeting, if scheduled, is anticipated to include staff from the City of Duluth Planning and Economic Development department and members of the selection panel.

### **Questions and Intent to Submit**

Questions regarding this RFI should be directed to Adam Fulton, Deputy Director, Planning & Economic Development, City of Duluth, at (218) 730-5325 or [afulton@duluthmn.gov](mailto:afulton@duluthmn.gov).

Responses will be issued in the form of an addendum. Developers intending to submit their qualifications to this RFI are asked to notify Adam Fulton via email.

### **Addenda to the RFI**

If the DEDA deems it necessary to revise any part of this RFI before the submittal date, an addendum will be posted to the City website at <https://www.duluthmn.gov/purchasing/bids-request-for-proposals/>. To receive email notifications of any changes, Developers are encouraged to sign up at <https://www.duluthmn.gov/purchasing/> and click "Register Online" in

the first paragraph. Although an email notification will be sent, it is the Developer's responsibility to periodically check the website for any new information.

### **Submittal Deadline**

Interested firms are to submit one (1) set of their qualifications to the DEDA and the City, no later than 4:00 p.m. CST on September 30, 2021. The RFI should be delivered electronically in a PDF format to the City of Duluth Purchasing Division at [purchasing@duluthmn.gov](mailto:purchasing@duluthmn.gov) or 411 W. 1<sup>st</sup> Street, Room 120, Duluth, MN 55802.

Late proposals will not be accepted.

### **SELECTION CRITERIA**

#### **Evaluation (RFI)**

The RFIs will be reviewed by the DEDA with input from a selection panel. The DEDA may choose to hold meetings (informational interviews) with one or more RFI responders. It is anticipated at the conclusion of those meetings, the DEDA will select a Preferred Developer to move forward with on the project.

Qualifications will be evaluated primarily on the following criteria:

- 1) Conciseness, clarity and organization of the qualifications.
- 2) Qualifications and demonstrated expertise of the key personnel to be assigned.
- 3) Experience of the personnel assigned with public-private partnerships and mixed use development plans that have been successfully implemented.
- 4) Knowledge, experience, and understanding of the local development market.
- 5) Demonstrated evidence of innovation and creativity.
- 6) Demonstrated success in public-private partnerships.
- 7) References or recommendations from past clients.
- 8) Potential conflicts of the firm(s).

### **DISCLOSURE AND DISCLAIMER**

This RFI is for information purposes only. Any action taken by the DEDA or the City in response to submissions made pursuant to the RFI, or in making any award or failing or refusing to make any award, shall be without liability or obligation on the part of the DEDA, the City or any of their officers, employees or advisors. The RFI is being provided by the DEDA without any warranty or representation, expressed or implied, as to its content, accuracy or completeness. Any reliance on the information contained in the RFI, or on any communications with the DEDA's or the City's officials, employees or advisors, shall be at the developer's own risk. Prospective developers should rely exclusively on their own investigations, interpretations and analysis in connection with this matter. The RFI is made subject to correction of errors, omissions, or withdrawal without notice.

This RFI does not constitute an offer by the DEDA. The DEDA's determination as to the qualifications and acceptability of any party or parties submitting in a qualifications response to the RFI shall be made at the sole discretion of the DEDA. The City and the DEDA are governed by the laws of the state of Minnesota and all submissions and supporting data shall be subject to disclosure as required by such law.

The DEDA and the City reserve the right to accept, subject to negotiation of final terms and conditions, any Response deemed in the best interest of the DEDA and the City, to waive any irregularities in any submissions, to reject any and all submissions, to re-advertise for new Responses, to extend the deadline for submission of developer Responses, and to modify the project schedule in this document.

Neither the DEDA, the City, nor any of its officers, agents or employees shall be responsible for the accuracy of any information provided to any developer as part of this RFI. All respondents are encouraged to independently verify the accuracy of any information provided. The use of any information in this document in the preparation of a Response to this request is at the sole risk of the responding party.



# LOT D DEVELOPMENT FRAMEWORK

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July 2021  
Prepared By HKGI





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*Islands Brygge Harbor - Copenhagen, Denmark*

## STUDY PURPOSE

The City of Duluth's Administration Office commissioned the Lot D Development Framework Study in early 2021. The framework helps articulate the City's development aspirations for a 12 acre site owned by the Duluth Economic & Development Authority (DEDA). It is intended to be used by City staff, elected leaders, and commissions when evaluating development proposals. It should also be used by prospective developers to better understand the City's expectations for the site's reuse.

## COMMUNITY CONTEXT

Lot D is located at 500 – 1000 Railroad Street in the Bayfront District (see Figure 1). It is the last undeveloped and guided mixed-use parcel located along Duluth's 26 miles of waterfront. The Bayfront District is comprised of a mix of uses and sub-areas that offer different experiences and views of the iconic Aerial Lift Bridge. Adjacent neighborhoods also contribute to the District's vibrancy and energy. The synergy between these areas combined create a regional destination that helps attract over 3.5 million visitors annually. A summary of the Bayfront District's attractions and adjacent neighborhoods is listed below and depicted in Figure 1.

- **Aerial Lift Bridge:** The Duluth Aerial Lift Bridge was constructed in 1901 to 1905 and modified in 1929. It is located on Lake Avenue and spans the Duluth Ship Canal, which connects the City of Duluth with Minnesota Point. The bridge was designed by Thomas F. McGilvray and C.A.P. Turner, and constructed by the Modern Steel Structural Company. It is recognized as a rare type of bridge for its engineering and is a major attraction in the Duluth Ship Canal Historic District.
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*Duluth Aerial Lift Bridge*





*Bayfront Festival Park*

- **Bayfront Festival Park:** Bayfront Festival Park is one of Duluth's most beautiful public parks located on the shores of Lake Superior. Visitors to the park can view ships from around the world entering the harbor under the Aerial Lift Bridge. It is home to a variety of events and activities throughout the year.
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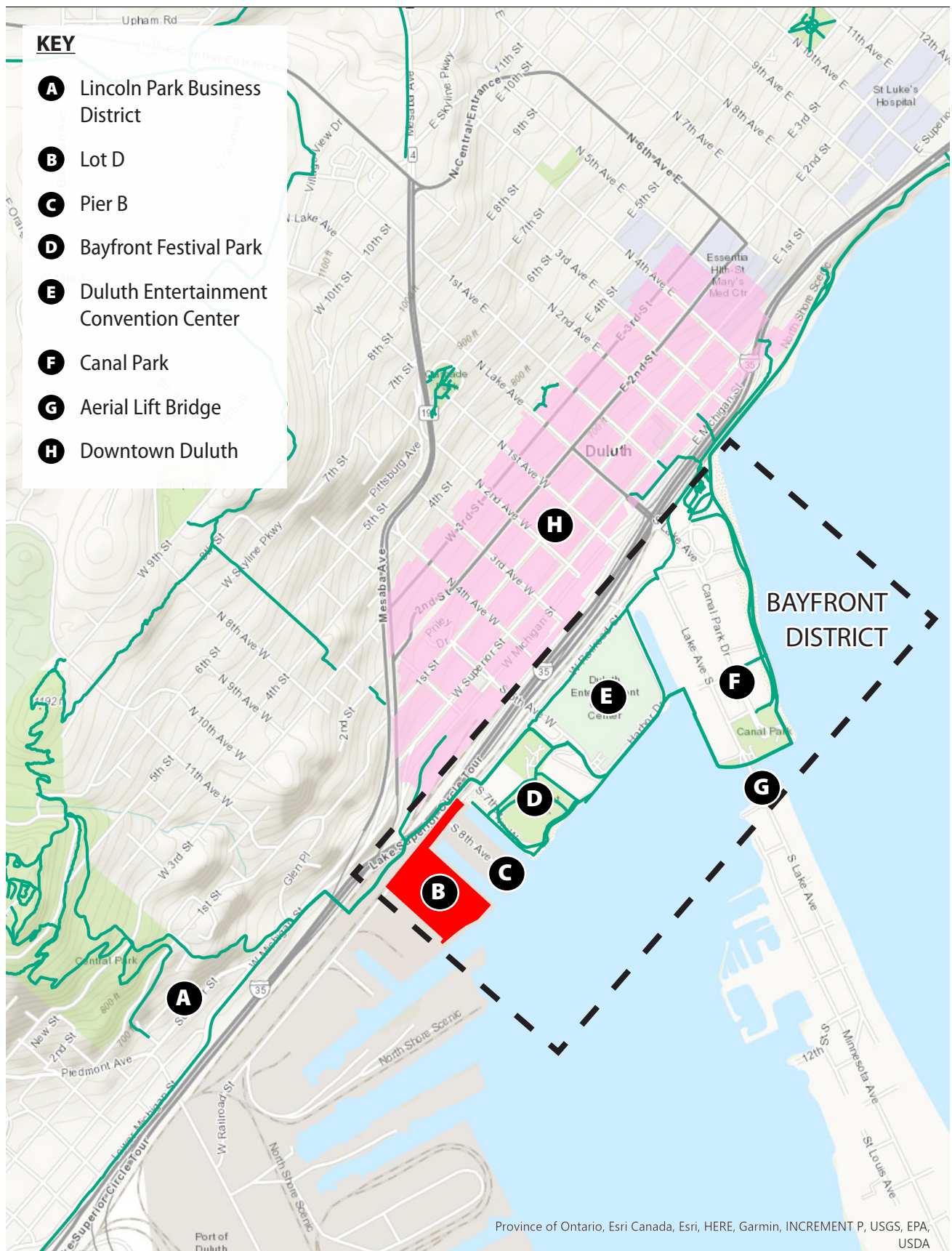
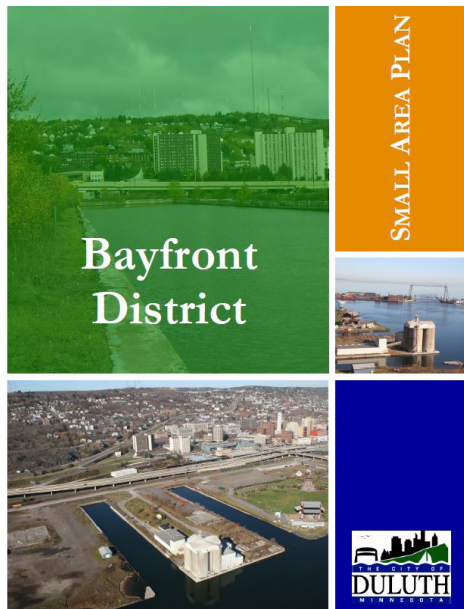


Figure 1 - Study Area & Community Context





*Bayfront District Small Area Plan Report Cover*



*SSI Report Cover*

## PAST PLANNING EFFORTS

Past planning efforts for the Bayfront District and Lot D have ranged from sub area studies and feasibility/engineering studies. These efforts provide greater detail and insight into the City's vision for the area. Prospective developers should reference these past planning efforts as they provide additional guidance and information to consider when pursuing development options on Lot D.

### BAYFRONT DISTRICT SMALL AREA PLAN – APRIL 2010

The focus of the Bayfront District Small Area Plan was to examine the existing land use in the area, review the past planning efforts to provide insight into future redevelopment in the area, and recognize new opportunities for development. The purpose of the planning process was to identify and develop recommendations that will allow for the most desirable and appropriate mix of land uses for one of the most visible and distinctive areas in the City of Duluth.

### BAYFRONT SUPPLEMENTAL SITE INVESTIGATION (SSI) – MAY 2018

Preparation of this SSI report summarizes field activities, sample results, redevelopment considerations, and provides recommendations on approaches for addressing any identified contamination during redevelopment. The following investigation activities were completed as part of this study:

- Marking investigation locations and clearing public and private utilities at the site.
- Completing shallow borings for collection of soil vapor samples and deep borings for collection of subsurface soil/future sediment samples, and analyzing the samples for contaminants of concern.
- Coordination with MPCA Superfund Program to establish screening level criteria for subsurface soil/future sediment sample results.

## IMAGINE DULUTH 2035 (COMPREHENSIVE LAND USE PLAN) – 2016

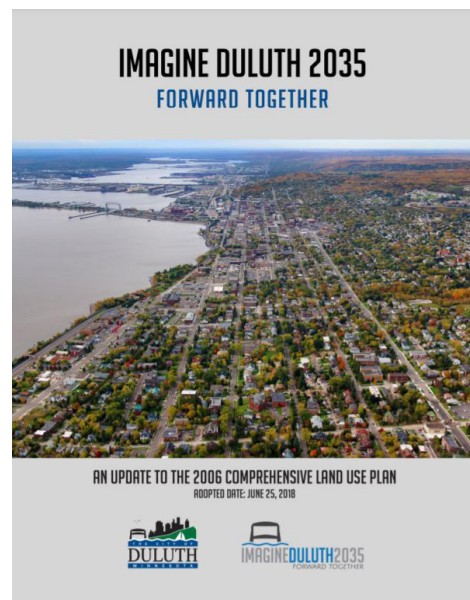
The Bayfront District is guided by the City's Comprehensive Plan (Imagine Duluth 2035) for "Tourism/Entertainment (TE)," which includes retail, entertainment, lodging facilities, meeting facilities, waterfront related uses, and open space land uses. This Land Use Plan designation supports medium to high density development patterns and greater building heights that do not obstruct lake views.

Imagine Duluth 2035 was adopted in 2016. It is a policy document that describes the 20-year vision for the city. It is also the foundation upon which Duluth's regulatory tools (zoning, subdivision, shoreland, floodplain, and other ordinances), and capital improvement program rest. Periodic updates are made to establish short-term goals and actions.

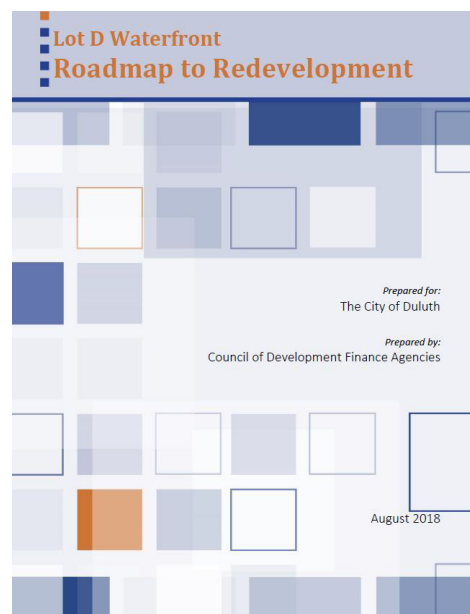
## LOT D WATERFRONT ROADMAP TO REDEVELOPMENT – AUGUST 2018

The Roadmap to Redevelopment is a product of the Council of Development Finance Agencies (CDFA) Brownfields Technical Assistance Program, which is funded through a grant from the U.S. Environmental Protection Agency (EPA). The program provides technical assistance to brownfields communities on redevelopment financing.

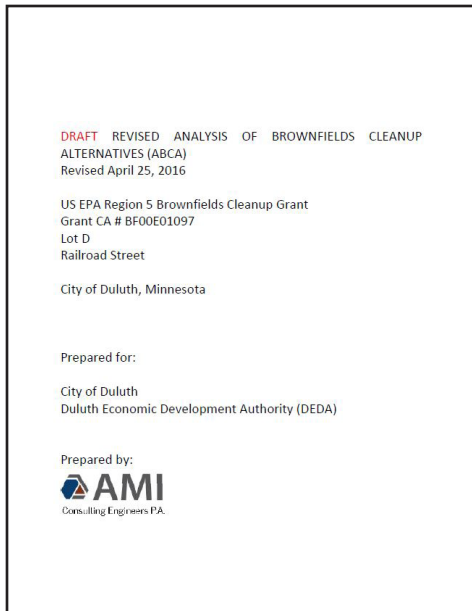
The Roadmap to Redevelopment was developed through a multi-day process that included interviews with numerous stakeholders from the government, business, and non-profit sectors. The strategies provided are based on the input of development finance experts, CDFA staff, and the interests of stakeholder groups gathered during the Project Response Team site visit. This report provides a framework for financing the cleanup and redevelopment of Lot D along the Duluth waterfront.



*Imagine Duluth 2035 Report Cover*



*Lot D Waterfront Roadmap to Redevelopment Report Cover*



*ABCA Report Cover*

## REVISED ANALYSIS OF BROWNFIELDS CLEANUP ALTERNATIVES (ABCA) - APRIL 2016

The ABCA was prepared for the Brownfields Cleanup Grant (Grant) that was awarded to the Duluth Economic Development Authority (DEDA) by the United States Environmental Protection Agency (USEPA). This Grant was awarded to the City of Duluth for the cleanup of Lot D. At the time of the grant award, DEDA anticipated that Lot D would be developed, at least partially into a transient marina. An Analysis of Brownfields Cleanup Alternatives (ABCA) was prepared based on the development of a transient marina. Since that time, the transient marina development was not implemented and the exact projected future use is currently unknown. For the purpose of this ABCA, it is assumed that the terrestrial portion of the parcel footprint will remain unchanged and the current dock walls will remain in their historic locations.

These implementation actions essentially serve as the City's "to do list" for pursuing prospective developers. Some of these actions are public improvements that will get the site ready for development and support public-private partnerships. Other actions will be ongoing initiatives that will bring more incremental improvements to Lot D and the Bayfront District.





# DEVELOPMENT FRAMEWORK

The framework for development articulates the City's vision and expectations for Lot D's reuse. This is demonstrated through the use of "Site Reuse Principles" and "Development Considerations."

*Aker Brygge - Oslo, Norway*

# SITE REUSE PRINCIPLES

The Site Reuse Principles embody the City's general desires and intentions for appropriate redevelopment of the Lot D site. These ten principles provide the City's overarching vision and a means for guiding and evaluating future proposals for reusing this site. These general principles are supported by the framework's Development Considerations.



## CREATE A SENSE OF PLACE

A sense of place is created through the public realm, private development, and the arts to create a unique identity for the site.



## ENHANCED PUBLIC REALM

Development should incorporate the public realm as a distinct, welcoming, and unifying feature to attract people.



## IDENTIFIABLE BRANDING

A branding effort is created to give the site a distinctive identity that does not compete with other commercial districts or economic development initiatives.



## SUPPORT YEAR ROUND ACTIVITY

Spaces are created to invite pedestrian activity year round and offers space for a variety of uses that encourage social gatherings.



## PROVIDE WATERFRONT ACCESS

Create public spaces along the site's perimeter to create a vibrant edge that attracts people to the waterfront.



## ADAPT AND MITIGATE FOR CLIMATE CHANGE

Sustainable development practices and new technology are used to significantly reduce the site's energy and water consumption, greenhouse gas emissions, and impacts to ecological systems.



## CREATE VIEWSHEDS

Development celebrates and does not negatively impact views of the St. Louis River, Lake Superior, Downtown, and Aerial Lift Bridge.



## CONNECTIVITY

Larger emphasis is placed on pedestrian and bicycle infrastructure to encourage walking and biking throughout the Bayfront District.



## ACTIVE STREET EDGE

Buildings should be placed to occupy the street (new or existing) edge to the greatest degree possible, creating a continuous pedestrian-oriented façade along a street.



## INTEGRATE DISTRICT-WIDE PARKING

Create a district-wide parking approach by building parking reservoirs (e.g., structures or garages) that serve the site's overall parking needs, while offering shared parking opportunities for Bayfront events and patrons.

# DEVELOPMENT APPROACH

Reuse of the site should be consistent with the City's Comprehensive Plan and support a mix of uses (commercial, office and housing) that complement the Bayfront District and its surrounding neighborhoods. In order to create a viable mixed use district, the public realm will play an integral role in helping create a vibrant place to live, work and play. This is discussed in more detail throughout the Development Considerations starting on page 14 (e.g., public art, access to water, and flexible open spaces).

Figure 2 helps illustrate the preferred development pattern, including land uses, streets, buildings, parking, parks, and open space connections for the site. Key elements include:

- A 5-block phased approach to development.
- Mixed use developments targeted in the southeast quadrant by clustering smaller buildings around public plazas/open spaces to anchor the site as a premier destination.
- Residential development blocks located along the industrial edge with and oriented towards the water.
- An active public edge that offers views of the lake's active shipping harbor, while allowing people to interact with the water.
- Varying approaches to handling parking (structured and on-street) and traffic circulation.
- A large emphasis on the public realm (e.g., sidewalks, extension of the bay walk, and public spaces) to create a memorable experience.

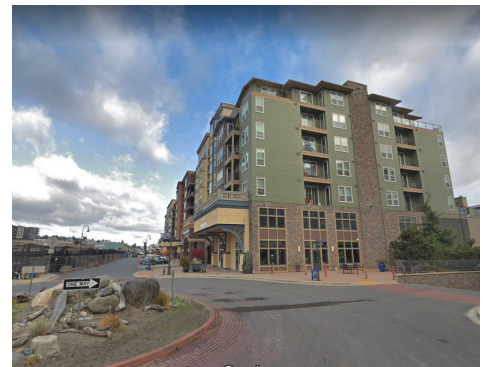
## PHASING

It is assumed development will occur in phases or by blocks (see Figure 2) and require significant investments in utility, roadway and park/open space infrastructure. These investments will likely coincide with development and begin with a strategic approach that prioritizes investments near the waterfront (dock wall improvements and public spaces) in the southeast quadrant.

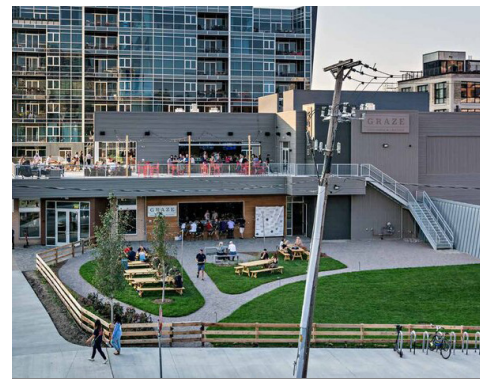
The southeast block is viewed as the premier site for development given its views of Lake Superior and the Aerial Lift Bridge. This presents a unique opportunity to establish this block as an "activity center" that supports a mix of uses (shops and restaurants) and high-quality public spaces.



*Upper Landing - Saint Paul, MN*



*Point Ruston - Tacoma, WA*



*Graze Food Hall - Minneapolis, MN*



Therefore, it is the City's intent to carefully preserve and control development in this area to ensure open spaces are activated for public use, while preserving the edges for trails.

### *Mixed Use*

Attracting people to Lot D will require a mix of uses and a land use pattern that creates a walkable and enjoyable experience. Figure 2 helps articulate this vision by clustering mixed use buildings around public plazas and open spaces, while creating connections to the water. The Point Ruston development in Tacoma, Washington (see Page 33) is an excellent example of how buildings can be organized in this manner.

Land uses within the mixed uses areas should primarily support ground-level commercial uses, such as restaurants, shops, services or entertainment uses. Office and residential uses are supported above street level. Building heights/number of stories have not been determined for any specific type of development. Instead, development will be evaluated based on its ability to create a pedestrian friendly environment (public/private outdoor space) and how pedestrians interact with building(s) and the waterfront. A stronger emphasis will be placed on massing and the human scale. Pedestrian oriented massing should reflect the human scale within its overall arrangement.

### *Housing*

Today's housing market has made it more difficult for communities like Duluth to create and diversify its housing stock. The City recognizes it must be proactive in expanding its housing choices to remain competitive in retaining and attracting new residents at different income levels. Therefore, the City will consider housing projects that offer affordable housing options and achieve higher densities.

Lot D has the potential to support a development(s) that creates a vibrant, diverse, and multi-generational community (e.g., life-cycle housing) through a mix of housing options. A mix of housing options should include

affordable options for ownership and rental. Housing should not be focused solely on high-end, luxury units that offer views of the lake.

The City envisions larger housing developments along the western edge and Railroad Street. Mixed uses are supported and should be located closer to the southeast quadrant (see Figure 2) to create synergy between the commercial uses being planned for this area. Residential land uses should also complement, capitalize on, and orient towards the waterfront and open space amenities. Figure 2 depicts this orientation.



*Yahara Riverfront - Monona, WI*



*McCormick Pier - Portland, OR*

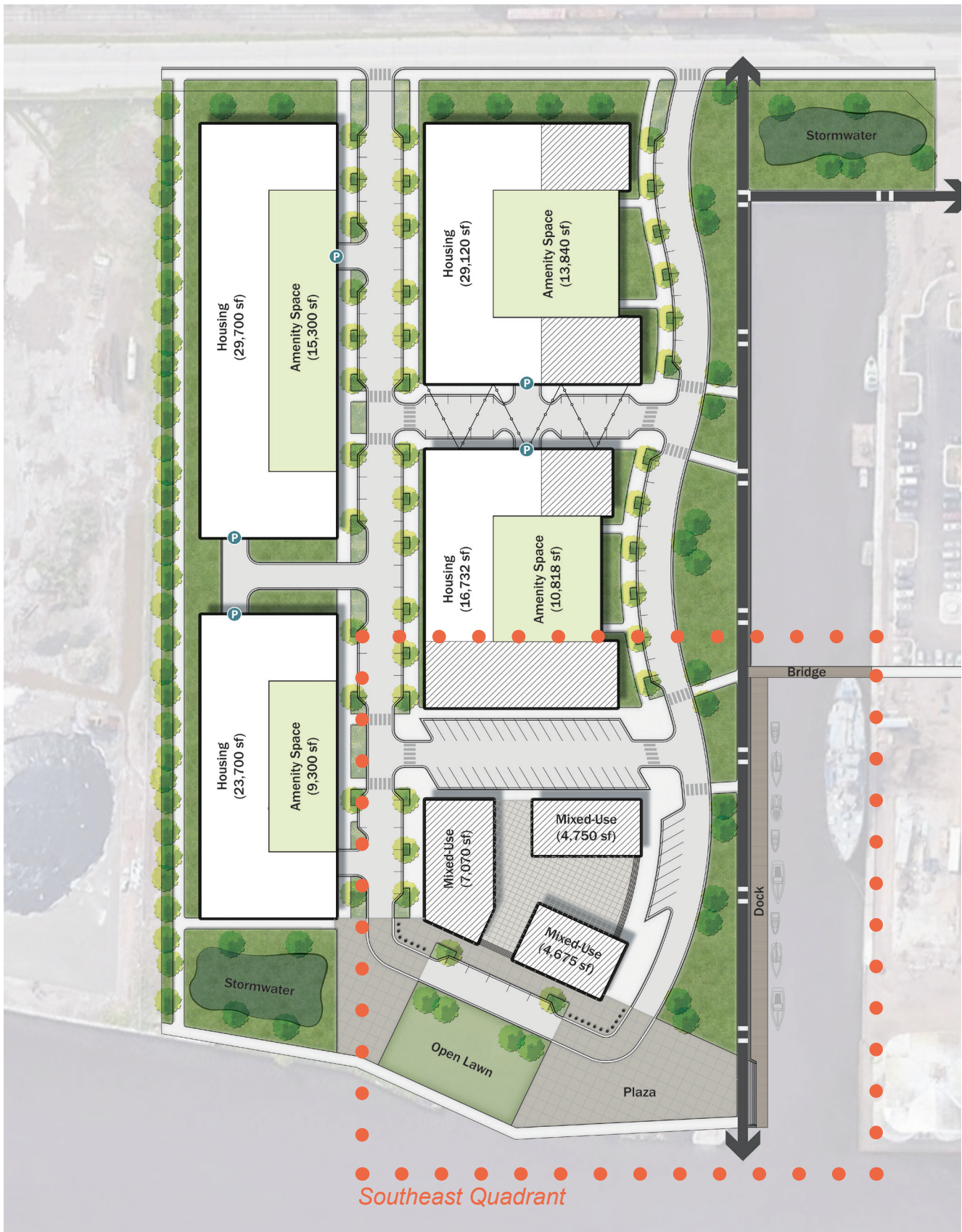


Figure 2 - Preferred Concept





# DEVELOPMENT CONSIDERATIONS

There are many factors to consider when selecting a project for implementation. The City will need to consider how a project aligns with the Site's Reuse Principles and phased approach. To help achieve this objective, a set of "Development Considerations" were established to provide greater detail behind the City's vision and expectations for the site's reuse. The Development Considerations should also be used as guide when planning and programming the public realm.

Each Development Consideration is paired with a narrative, precedent examples to convey ideas, and strategies. The strategies provide direction for implementing design ideas or programs.

*Point Ruston - Tacoma, WA*

## A. CONNECTIVITY

While vehicular access and traffic circulation is important to consider, the primary emphasis should be placed on people and not vehicles. Lot D is connected to the Cross City Trail, which leads people to the Superior Hiking Trail, Bay Walk and Lakewalk. Combined, these trails provide pedestrian and bicycle access to and from Lincoln Park, Pier B, DECC, Canal Park, Downtown, Enger Park, and beyond (see Figures 3 – 4). This trail system should be viewed as part of Lot D's transportation network and leveraged to its fullest potential to draw pedestrians and bicyclists, lessening the number of trips by car.

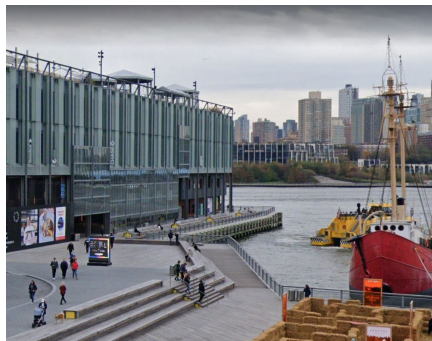
It is also important to consider internal connections for pedestrians and bicyclists. For example, the perimeter of the site should include a walk/bike edge that draws people to the waterfront (see Figure 5). Depending on the placement of buildings, pathways are also encouraged to create walk/bike access and visual breaks between buildings. Streets should also be built with the pedestrian in mind by creating a safe and walkable environment. Streets should be an aesthetically pleasing amenity that is integrated well with development (e.g., pavers and pedestrian marked crossings), as shown in the precedents starting on page 27 (Pier 11 and Point Ruston).

## STRATEGIES

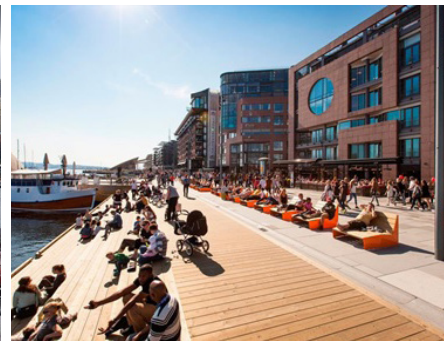
- Walk/bike connections should be placed along the site's perimeter to create a vibrant edge that leads people along the waterfront.
- Internal pedestrian circulation is encouraged to create connections between building entrances, open spaces, and surrounding uses.
- Pedestrian and bicycle pathways should be created along streets in conjunction with developments.



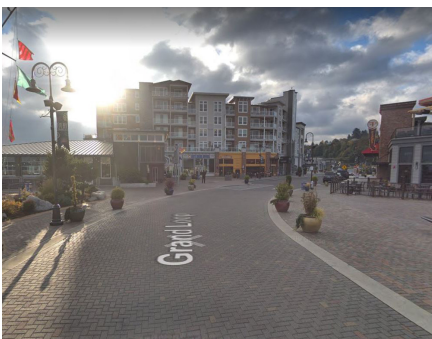
*Hudson River Park - New York, NY*



*Pier 17 - New York, NY*



*Aker Brygge - Oslo, Norway*



*Rochester Art Center - Rochester, MN*



*Pier 11 - Weehawken, NJ*



*Fremont Bridge - Portland OR*





Figure 3 - Drive Distance To/From Lot D





Figure 4 - Walk/Bike Distance To/From Lot D



## STRATEGIES

- Open space on the site should help draw people to the waterfront, while enhancing pedestrian connections.
- It is encouraged that open space on the site is oriented to the street(s) or pedestrian pathways, rather than enclosed between building(s).
- Provide public amenities such as restrooms, seating, wayfinding, bike racks and fixit stations.

## B. PUBLIC SPACE

Development should create public spaces that are inviting (see Figure 5). It should also be flexible to accommodate a wide range of activities and public gatherings throughout the year. For example, flexible public space can be programmed and reserved for events such as farmers markets, art markets, or food trucks. Flexible public space can also be programmed for more informal activities that encourage group gatherings. This could include movable seating, designated areas for kite flying, and picnic areas.

Public space should also be oriented towards the waterfront and consider opportunities for non-motorized and small boat docking (see Development Consideration D: Water Access).



*Hensville Park - Toledo, OH*



*Pier 25 - New York, NY*



*Pearl Park - San Antonio, TX*



*Winter Markets - Salzburg, AT*



*Bryant Park - New York, NY*



*The Commons - Minneapolis, MN*

## C. FLEXIBLE PRIVATE SPACE

There are opportunities to accommodate a growing demand for flexible private space. Flexible space allows a business to use a building for a shorter period of time, without a long-term lease. This model helps support smaller businesses, startups, and entrepreneurs from a financial perspective. Many businesses are also re-imagining their space and seeking smaller footprints. For example, retailers have been scaling back their space in response to the e-commerce boom. As the demand for smaller store footprints grow, consumers are still seeking unique experiences and interesting places to spend their money. Many of these experiences are closely tied to entertainment uses (e.g., sports and music), food, artisan products (e.g., locally sourced goods, breads, cheeses, and beverages), and the arts. These type of uses combined into one flexible building space can create a unique and vibrant experience, while offering outdoor space for dining and shopping.

The City envisions some form of flexible private space to avoid large building footprints that only serve one or two tenants. Flexible private space (smaller building footprints) should occur in the southeast quadrant and be organized around outdoor plazas and offer outdoor seating. This is the City's desire for the southeast quadrant. Larger building footprints are supported in other areas of the site.



*Rocket Food Hall - Portland, OR*



*Keg & Case - Saint Paul, MN*



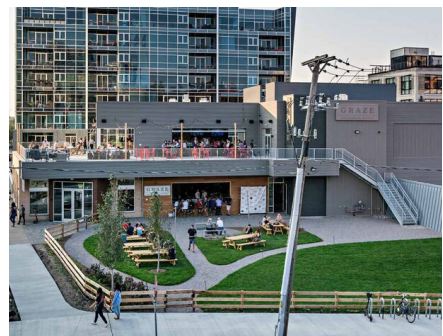
*The Market - San Francisco, CA*



*French Market - New Orleans, LA*

## STRATEGIES

- Encourage smaller commercial/retail floor plans that allow greater flexibility for reuse in the future.
- Commercial and retail space should be located on the ground floor and provide direct access from street frontages and open spaces.
- Create inviting spaces by emphasizing the use of façade treatments and glass windows that provide views into commercial/retail use.
- Buildings should provide and maintain a publicly accessible space, which may include a plaza, courtyard, or community room.



*Graze Food Hall - Minneapolis, MN*





Figure 5 - Public Spaces & Connections

## D. WATER ACCESS

The waterfront should be celebrated and recognized as an important ecological and social transition between land and water. In that respect, a large emphasis is being placed on how the site can be organized (e.g., building orientation) to maximize views of the water and provide access to the edges. The public realm will also play an important role in providing people opportunities to interact with the water. The City envisions “passive” open spaces along the edges, while incorporating landscaping features (e.g., lawns, picnic areas, seating or plazas) that encourages exploration and social gatherings.

Pedestrian and bicycle connections are also envisioned along the site’s perimeter (see Development Consideration A: Connectivity) that lead people to the southeast quadrant. The southeast block is being planned as the premier site for development given its views of Lake Superior and the Aerial Lift Bridge. This area should be planned and programmed for high-quality “active” spaces that provide greater opportunities to physically interact with the water (e.g., wading, swimming, kayaking, paddle boards, and boating). Additional planning and programming will be needed to determine how people can interact with the waterfront safely.

## STRATEGIES

- Create views to the water by organizing buildings that open up viewsheds and lead people to the edges of the site.
- Locate public water access in areas that have reduced stream velocity and wave action.
- Design gangways, ramps or pathways to accommodate safe and accessible loading areas for people to docking areas.
- Ensure access to the waterfront is ADA accessible.
- Include wayfinding features to draw visitors to the waterfront and throughout the site.



*Riverwalk - Chicago, IL*



*Promenade Park - Toledo, OH*



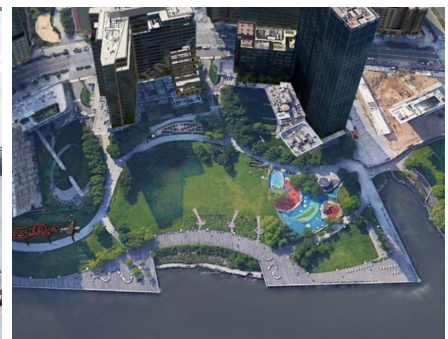
*Pier 1 Kayak Launch - New York, NY*



*Point Ruston - Tacoma, WA*



*Islands Brygge Harbor Bath in Copenhagen*



*Rainbow Park - New York, NY*



## STRATEGIES

- Stormwater should be managed onsite by using best management practices, such as raingardens, green roofs, and bio-infiltration swales to create aesthetically pleasing and useable public spaces or underground systems.
- Consider how materials for objects such as seating and railings conduct temperatures and light, and avoid designs that are not conducive to extreme weather conditions.
- Design features which reduce undesirable wind conditions to make the waterfront edge more accessible year-round.
- Create an interconnected network of systems (e.g., stormwater, transportation, utilities, heating and cooling, and greenspaces) that can be managed at a district-wide level, while providing environmental and quality of life benefits.

## E. CLIMATE CHANGE & SUSTAINABILITY

Development along the waterfront needs to take into consideration the effects of climate change and its impact on the environment. It is also important to recognize Lot D is part of an ecological environment that is experiencing changes and is subject to extreme weather events and wave actions. Buildings, facades, and outdoor amenities (e.g., benches, lighting, and picnic tables) will need to be designed and built to withstand a variety of weather conditions and the test of time. More importantly, Lot D should embrace sustainable design practices. Sustainable design practices are used in developments to minimize impacts to the natural environment, while improving our health and quality of life. The U.S. Green Building Council is an excellent resource to learn more. Examples of these practices are encouraged and may include, but are not limited to the following:

### Energy Building Practices

- Balancing of heating and cooling distribution systems
- Efficient hot water distribution systems
- High efficiency appliances
- LED lighting
- Minimum energy performance

### Sustainable Site Design Practices

- Building orientation for passive solar
- Compact development (e.g., clustering)
- Impervious surfaces are minimized
- On-site stormwater management
- Reestablish native plants and trees
- Rainwater management (e.g., rain gardens and green roofs)

### Construction Practices

- Environmental friendly products/construction materials
- Material efficient framing
- Enhanced ventilation
- Radon-resistant construction

## F. PUBLIC ART

The City envisions a public art component that helps Lot D achieve a unique identity. Integrating art into the public realm can also add immense value from a social, cultural, and economic development perspective. Some of these values are expressed in research by American for the Arts and noted below. American for the Arts is a non-profit that strives to lead, serve, and advance the arts in America. These values should be reflected upon and considered when planning and programming public and private open space on Lot D.

- **Cultural Value and Community Identity:** Places with strong public art expressions break the trend of blandness and sameness, and give communities a stronger sense of place and identity.
- **The Artist as Contributor to Cultural Value:** Public art brings artists and their creative vision into the civic decision making process. In addition the aesthetic benefits of having works of art in public places, artists can make valuable contributions when they are included in the mix of planners, engineers, designers, elected officials, and community stakeholders who are involved in planning public spaces and amenities.
- **Social Value and Placemaking:** Public art activates the imagination and encourages people to pay attention and perceive more deeply the environment they occupy. Public art is uniquely accessible and enables people to experience art in the course of daily life, outside of museums or other cultural institutions. Public art provides everyone in the community direct and ongoing encounters with art. It engages social interaction—both during the selection process and following installation.
- **Economic Value and Regeneration:** As has been witnessed throughout history, public art can be an essential element when a municipality wishes to progress economically and to be viable to its current and prospective citizens. Data strongly indicates that cities with an active and dynamic cultural scene are more attractive to individuals and business.

## STRATEGIES

- Embrace and celebrate the site's history and access to Lake Superior.
- Inspire pedestrian movement and exploration through art installations.
- Create partnerships that bring local artists into the decision making process when planning and programming the public realm.



*Waterfront Sculptures*



*Interactive Installations*



## E. CLIMATE CHANGE & SUSTAINABILITY



*Stormwater Mgmt. Practices -  
Green Roofs*



*Stormwater Mgmt. Practices -  
Pervious Surfaces*



*Stormwater Mgmt. Practices -  
Bioswales & Rain Gardens*



*Clean Energy - Wind Turbines*



*Clean Energy - Solar*

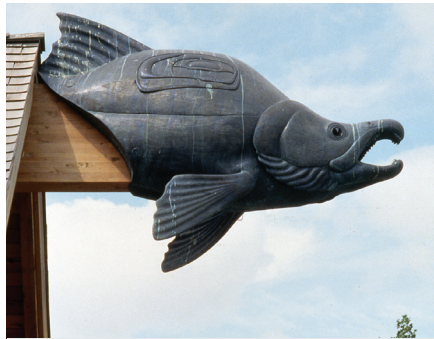


*Clean Energy -  
Electric Charging Stations*

## F. PUBLIC ART



*Infrastructure Art*



*Nautical Themed Sculptures*



*Interesting Public Spaces/Plazas*



*Art/Light Installations*



*Interactive Swings*



*Interactive Water Features*



## G. DISTRICT PARKING

People should choose to visit the site for its unique character and uses and not for its ample parking. Too much emphasis on parking (e.g., surface parking lots) will negatively impact the site's potential to create a unique experience (e.g., walkability and charm). Future parking decisions need to minimize adverse land use patterns to protect the site's ability to create a walk/bike environment and urban form.

Shared parking reservoirs (structures) should be created to serve multiple developments and Bayfront visitors. It is the City's desire to incorporate parking structures as part of residential developments along the western edge. These structures would serve both residents and visitors of Lot D.

A district-wide approach to parking will help reduce the demand to build parking for individual uses in an effort to maximize the site's development capacity for other land uses. Structured parking is preferred and should be integrated well with development (e.g., tuck under garages and architectural screening). Priority will be given to projects that emphasize the walk/bike experience over parking by supporting connected sidewalks/trails and development patterns that foster a positive experience.

## STRATEGIES

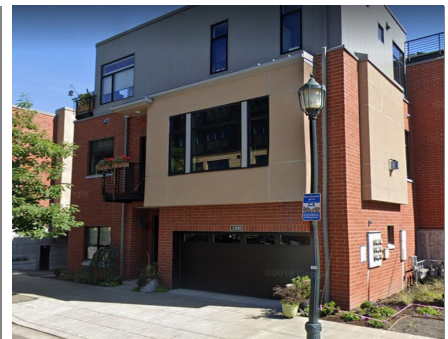
- Embrace a district-wide parking approach that encourages the reduction in parking requirements and promotes walking and biking.
- Bike parking should be integrated with development.
- Parking structures should include landscaping or architectural screening to minimize internal views into the structure.



Point Ruston - Tacoma, WA



Upper Landing, Saint Paul, MN



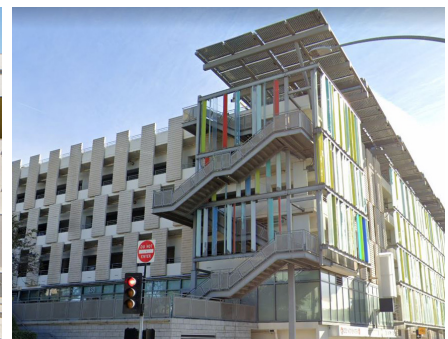
Fremont Bridge - Portland OR



Channel Center - Boston, MA



La Plaza Village - Los Angeles, CA



Civic Center - Santa Monica, CA

## NEXT STEPS

These implementation actions essentially serve as the City's "to do list" for pursuing prospective developers. Some of these actions are public improvements that will get the site ready for development and support public-private partnerships. Other actions will be ongoing initiatives that will bring more incremental improvements to Lot D and the Bayfront District.

1. Develop a Request for Information (RFI) or a Request for Qualifications (RFQ) notice. The purpose of an RFI is to gain familiarity with the current market (housing and commercial) and prospective developers that may be interested in partnering with the City of Duluth to develop Lot D. An RFQ is typically used to negotiate a preliminary development agreement with the City.
2. Use the Lot D Development Framework as a resource for evaluating and guiding development proposals.
3. Partners with a developer to create a Lot D Master Plan that clearly defines private and public infrastructure projects. As part of this process, the City should also be working towards a preliminary plat that identifies development pads (5 parcels), and public right-of-way for new streets, access points, pedestrian/bicycle networks, and public spaces.
4. Establish a clearly defined program and maintenance plan for the site's public spaces and infrastructure. This Plan should identify the City Departments' roles and responsibilities for short-term and long-term maintenance needs and replacement schedules.

## ONGOING INITIATIVES

- Begin environmental clean-up work to create a site that is "shovel-ready" for redevelopment in the near-term.
- Plan, design, and construct public spaces and infrastructure (utilities and roads) that will support and attract new development. This can begin by targeting investment first in the southeast quadrant.
- Plan, design, and construct trail connections throughout the Bayfront District to improve pedestrian and bicycle safety and connections to the regional trail system.
- Identify a pilot/demonstration project(s) for innovative stormwater reuse to quantify a sustainable infrastructure approach that is integrated into the public realm.
- Establish a partnership with the arts community to create a public arts program. The program should be built around a common theme and an "attention getter" that draws people to the water.
- Develop a district-wide marketing program for the Bayfront District that creates a compelling identity and "brand" to attract investment and redevelopment.
- Conduct a parking study for the Bayfront District that identifies potential opportunities for shared parking, improved parking and curbside management, and event parking strategies.



# PRECEDENTS

The following precedents were used as a source of inspiration for creating the site's Reuse Principles and Development Considerations.

*Pier 25 - New York, NY*



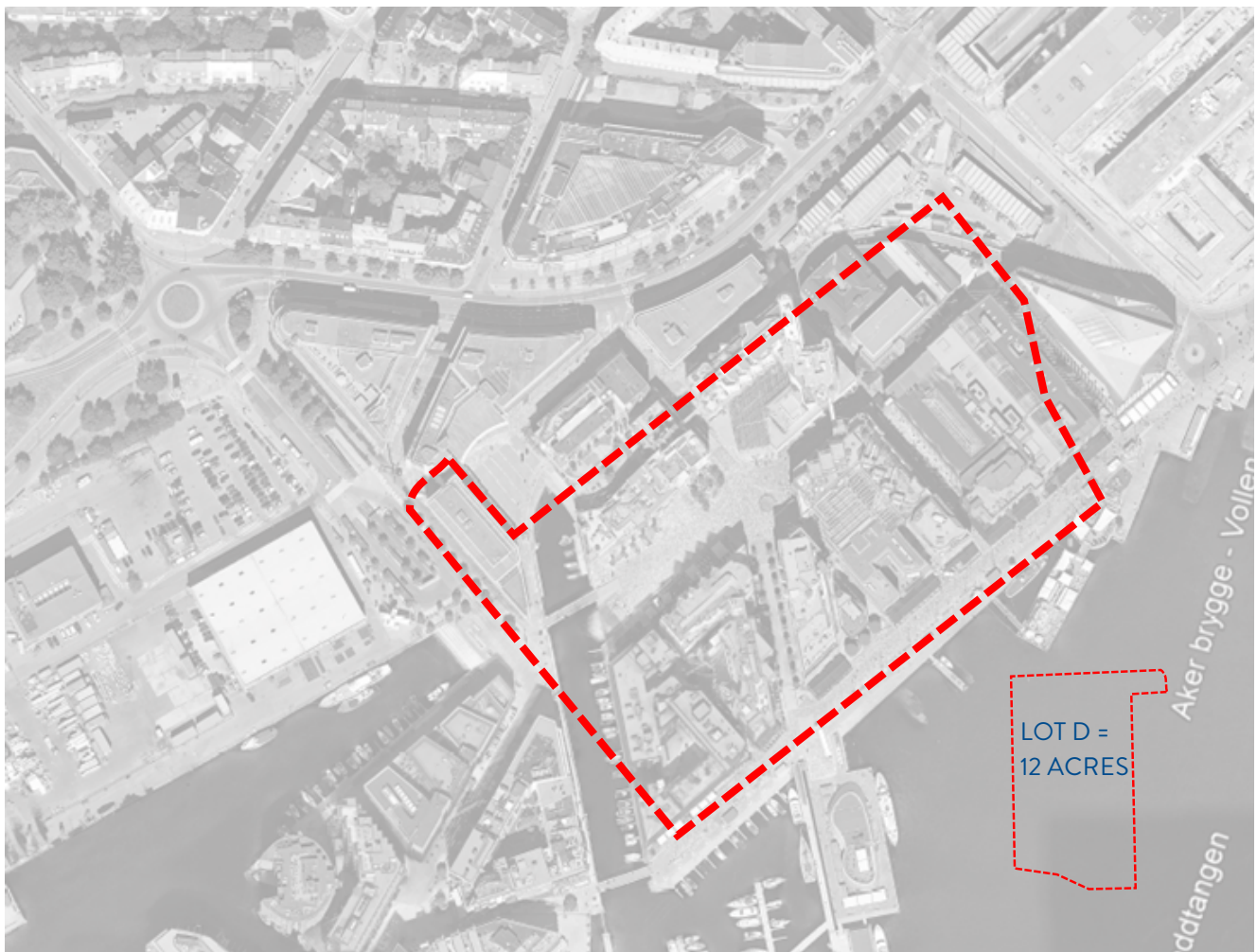
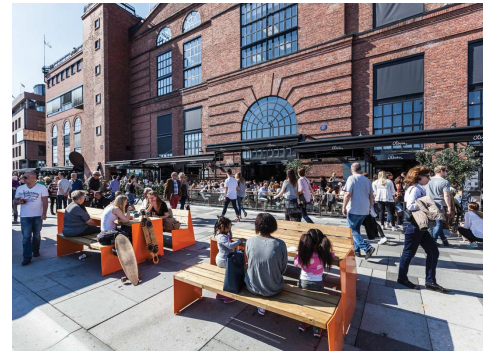
# PRECEDENT EXAMPLES

## AKER BRYGGE – OSLO, NORWAY

**Size:** ~16 acres

**Water Feature:** Inner Oslofjord Harbor

**Description:** Aker Brygge is known for its pier, where outdoor tables and seating is provided for restaurants and social gatherings. A larger emphasis was placed on pedestrians by prohibiting vehicles in the area. Vertical buildings provide space for a mix of uses that serve the arts and hospitality industry. Retail and housing is also part of the mix.



# PRECEDENT EXAMPLES

## ALEXANDRIA WATERFRONT – ALEXANDRIA, VA

**Size:** The waterfront stretches beyond 4 miles

**Water Feature:** Potomac River

**Description:** The Alexandria Waterfront has been a busy seaport dating back to the colonial times. This historic district has evolved over time into a vibrant destination for the arts, shopping, and dining, as well as a highly desirable place to live. What makes this district so unique is its “Pearl Necklace” approach to connecting green spaces. A string of green spaces are connected by trails along the waterfront.

Arts are a defining characteristic for the neighborhood shown in the aerial below. This area is known for its sculpture garden, Torpedo Factory Art Center, and Art Walk. A mix of use (offices, coffee shops and local restaurants) also support the neighborhoods.





# PRECEDENT EXAMPLES

## THE PEARL – SAN ANTONIO, TX

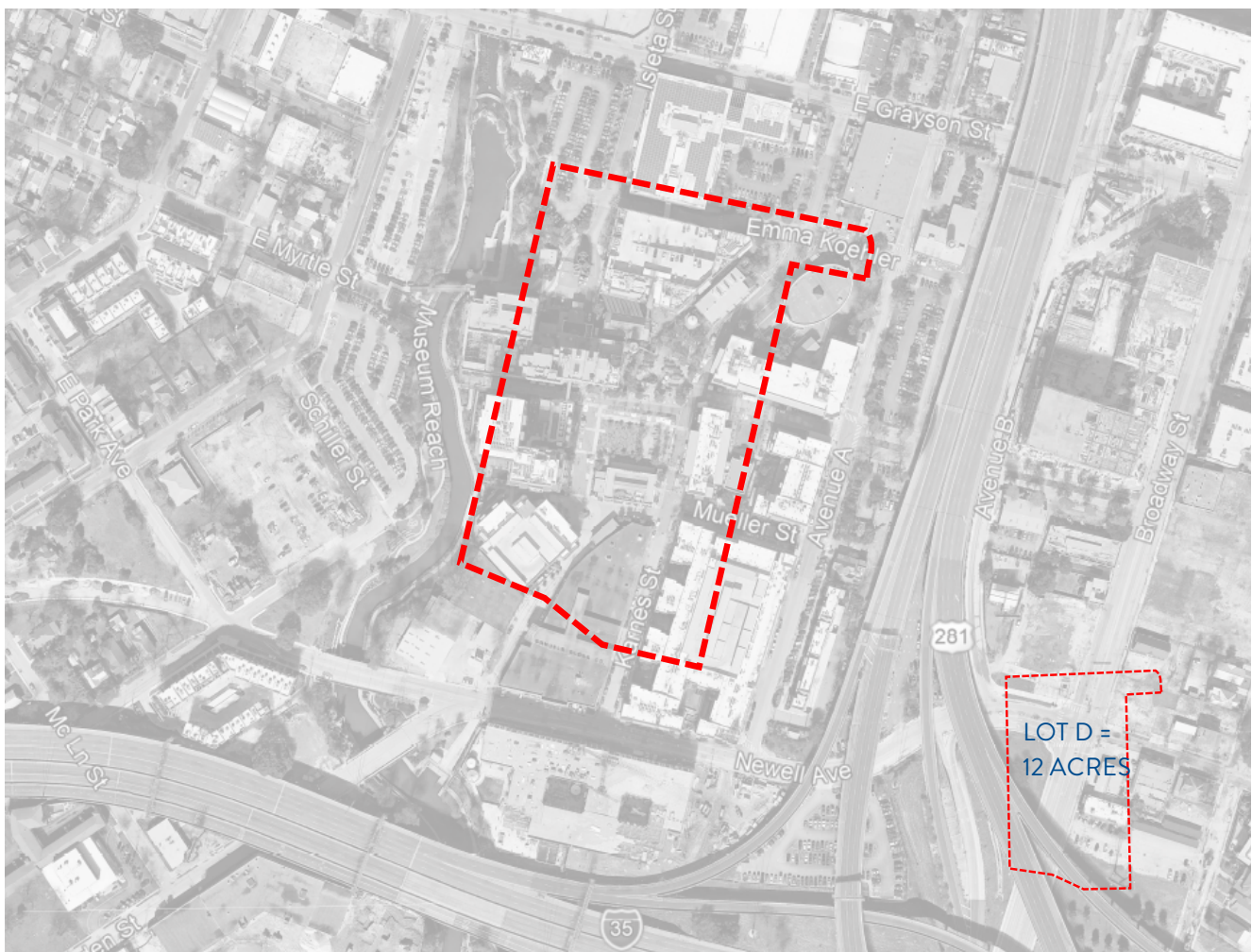
**Size:** 22 acres

**Water Feature:** San Antonio River

**Description:** The Pearl District sits on a 22 acre site that has become a culinary, shopping, and cultural destination.

The Pearl District is a walkable location, with plenty of bicycle parking and nearby transit stops, lessening the need to drive. As an added incentive, the district is host to bike valet stations in support of the San Antonio Bike Share Program.

The district has also planted a total of 662 tree through its redevelopment efforts. The district is committed to consuming less energy and emitting fewer greenhouse gas emissions through best practices, design, and sustainable construction practices.





# PRECEDENT EXAMPLES

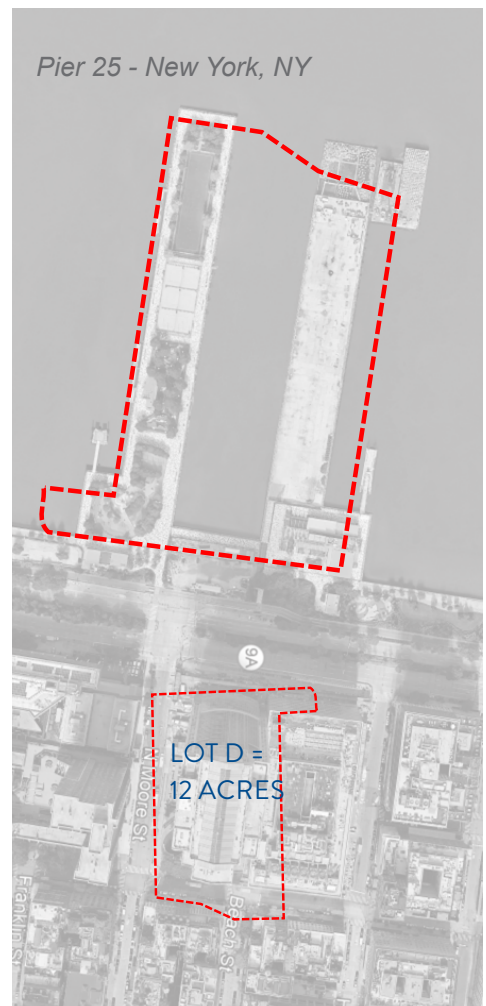
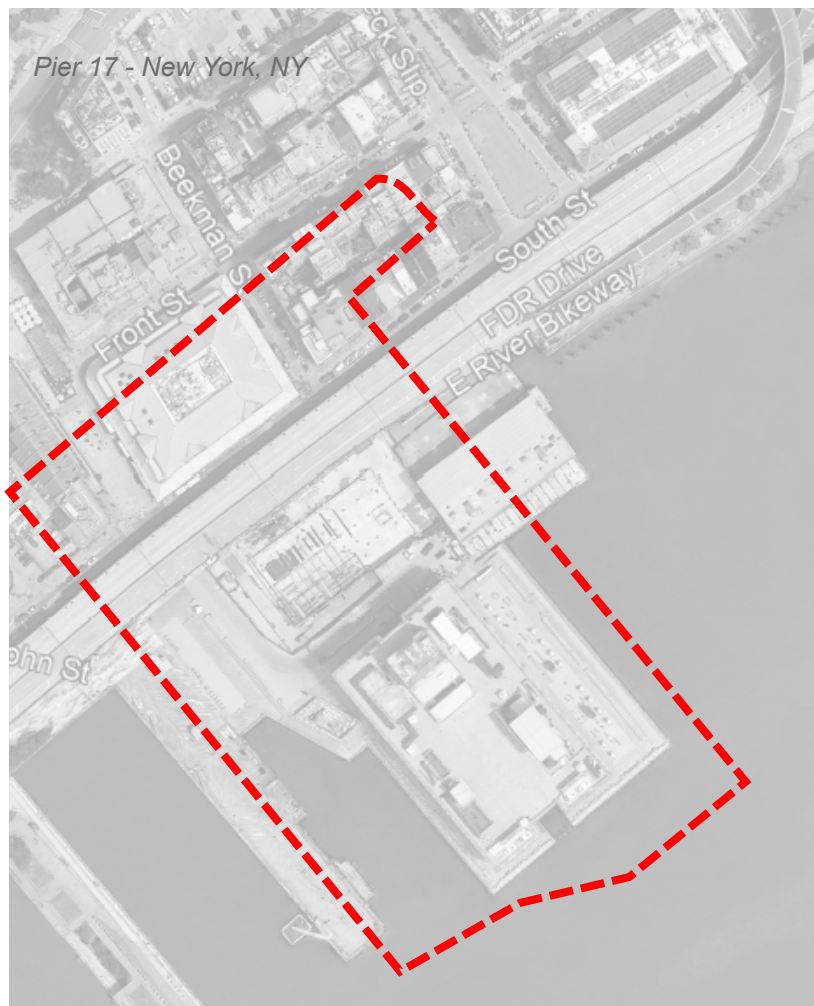
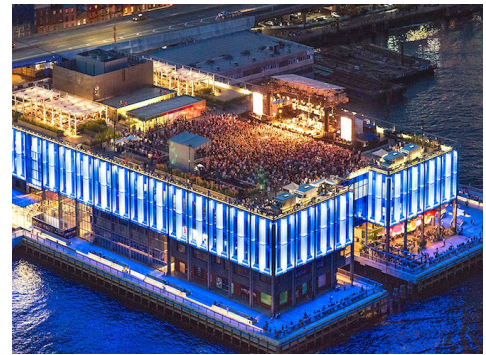
## PIER 17 & PIER 25 - NEW YORK, NY

Size: ~4.5 acres (Pier 17) & ~3 acres (Pier 25)

**Water Feature:** Hudson River

**Description (Pier 17):** Pier 17 is home to the Seaport Museum and the city's largest concentration of restored maritime buildings. Pier 17 is being reclaimed for food, drink, art, retail, and entertainment uses year-round. Pier 17 is part of the Seaport District.

**Description (Pier 25):** At 985 feet, Pier 25 is the longest pier in Hudson River Park. This lively pier includes Manhattan's only 18-hole miniature golf course, sand volleyball courts, a popular children's playground with water features and climbing structures, a flexible turf field, and a snack bar. It is also a boating hub, featuring a town dock and small boat moorings and berthing areas for historic ships.



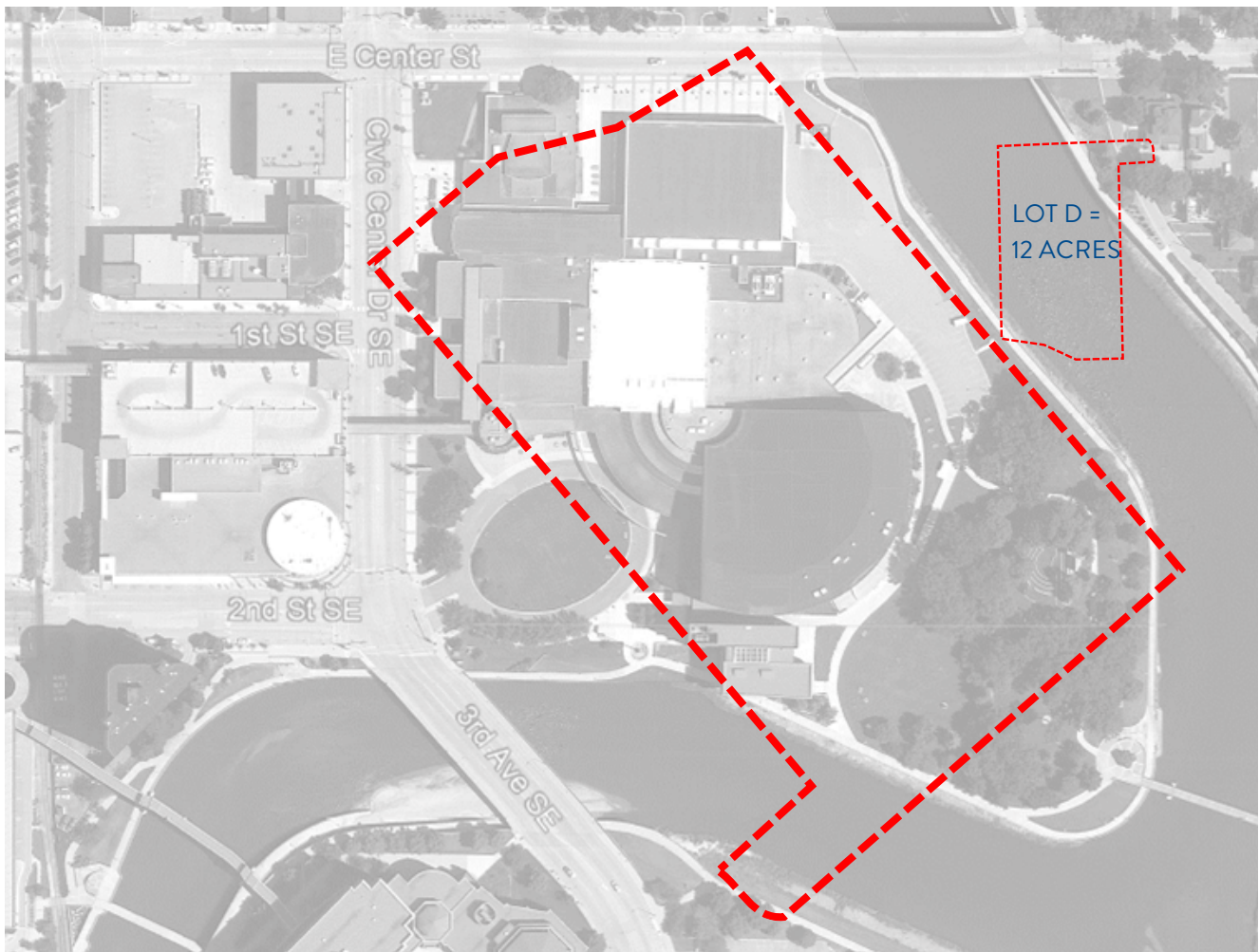
# PRECEDENT EXAMPLES

## ROCHESTER ART CENTER – ROCHESTER, MN

**Size:** 15 acres

**Water Feature:** Zumbro River

**Description:** The Rochester Art Center is located in the same building as the Mayo Civic Center and features art exhibits and meeting/event space. The building is strategically located along the Downtown Riverwalk that provide visitors connections to other key destinations. The site has also created significant open space that is used for a sculpture garden, while providing views of the river and access to trails.





# PRECEDENT EXAMPLES

## POINT RUSTON– TACOMA, WA

**Size:** 56 acres

**Water Feature:** Commencement Bay

**Description:** Point Ruston tucks into north Tacoma on Commencement Bay. Walkways along the bay provide access to Metro Parks' Dune Peninsula with an outdoor concert area, marina, boat launch, and ferry terminal. Point Ruston offers a variety of shops, restaurants and outdoor markets that are positioned around a grand plaza that fronts the bay. People are encouraged to explore the site through its interconnected walkways and pedestrian plazas.



# PRECEDENT EXAMPLES

## UPPER LANDING - SAINT PAUL, MN

**Size:** ~20 acres (50 to 100+ units per acre)

**Water Feature:** Mississippi River

**Description:** Upper Landing is predominately residential (rental and ownership) with some supporting uses that include office space, a seasonal restaurant, and local coffee shop. Buildings are oriented towards the river to maximize views, while limiting building heights (3 to 6 stories) to protect the views of others. Parking is primarily tucked under the buildings.

The site's development constraints included topography changes, 100 year floodplain, and property widths between an arterial roadway and the river. A scenic edge along the river was also preserved for trail connections to Downtown Saint Paul. North of the development is Upper Landing Park, which is located near the Science Museum of Minnesota.

