

MITCHELL PARK HORTICULTURAL CONSERVATORY

524 S. Layton Blvd. Milwaukee, WI. 53215

*REQUEST FOR PROPOSALS:
PHASE III: DOMES FUNDING
STUDY
February 2019*



Milwaukee County Department of Administrative Services
Architecture, Engineering and Environmental Services Unit
633 W. Wisconsin Ave. Suite 1000



March 6, 2019

To All Interested Consultants

Project: *Mitchell Park Horticultural Conservatory
Task Force Phase III Study*
Project No.: *P490-19431*
Subject: **REQUEST FOR PROPOSALS (R.F.P.)**

The Milwaukee County Department of Administrative Services along with the Milwaukee County Task Force on the Mitchell Park Conservatory Domes is requesting proposals for professional consulting services to help develop future plan for the Mitchell Park Horticultural Conservatory. The Conservatory building complex includes three 50+ year old display domes, a greenhouse and annex complex added in 2014, as well as support and educational structures. The display Domes are in need of physical renewal and definition of a sustainable operations plan. The first two phases of the study have been completed, and consisted of a feasibility study that looked at the economic and social sustainability of this institution in the future, and an in-depth look at public opinion on the future of the Domes in the Milwaukee Community.

This RFP for Phase III intends to build on the conclusions of the first two phases to develop a sustainable business plan for this unique cultural asset known as the Domes. There is an opportunity to review the services that the Conservatory provides to the community, how the governance of the conservatory is structured by Milwaukee County, as well as looking for partnering and funding opportunities. Multiple aspects of future planning are in need of refinement and study in order to determine the most appropriate path for the future of the Conservatory.

I. BACKGROUND

- **See attached map for location.** *The Horticultural Conservatory is located at 524 S. Layton Boulevard in the heart of Milwaukee, WI, a mid-sized city on the western shores of Lake Michigan. Mitchell Park is roughly a 61- acre urban park with a variety of amenities in natural settings. All work related to the Funding Study should assume that the Conservatory shall remain within Milwaukee County.*
- **Ownership:** *The Conservatory is owned by Milwaukee County and under the jurisdiction of the Department of Parks, Recreation & Culture. Planning is to be a cooperative effort between Milwaukee County, The Task Force, and the public.*
- **Current Conservatory Mission Statement:** *To provide the residents of Milwaukee County and all visitors a horticultural showcase featuring five changing floral shows per year; examples of tropical and arid flora displayed as naturally as possible; educational opportunities; cultural programs; horticultural information and the protection of certain rare and endangered species.*
 - **Friends of the Domes:** *The Friends of the Domes ("FOD") is a non-profit support group for The Mitchell Park Horticultural Conservatory, also known as "The Domes." The FOD directly channel resources that make possible many of the educational, scientific and cultural programs held at this very special and unique community landmark. Their support complements, but is separate from, the support provided by Milwaukee County.*

- **Task Force:** *The Milwaukee County Board has established a special Task Force charged with developing a comprehensive long term plan for the Domes and the Horticultural Conservatory. Any planning efforts and studies will be in cooperation with this committee and the Parks Department in order to develop the final recommended long term plan for the Milwaukee County Board and County Executive per County Resolution 16-200.*

- **Key Activities of the Task Force:**

1. *To provide leadership, direction, and hands-on involvement throughout the community engagement process for the Mitchell Park Horticultural Conservatory.*
2. *To seek widespread community opinions regarding the future of the Mitchell Park Conservatory.*
3. *To consider and explore uses that complement the needs and constraints of the Conservatory and the broader community.*
4. *To evaluate examples of the types of infrastructure that might be needed to maintain, improve, and/or reconfigure the Conservatory.*
5. *To create a planning and design process based on County Board and County Executive input.*
6. *To work collaboratively with each other and Milwaukee County on planning and development guidelines that will inform the Conservatory's future.*
7. *To take on responsibility for determining the project's feasibility, business plan and achievement of outcomes.*
8. *To report on project progress to the County Executive and County Board of Supervisors.*
9. *To recommend a course of action to the County Executive and County Board that incorporates community input and provides both a vision and a plan for a sustainable future.*

Upon Completion of the first two phases, The Milwaukee County Task Force on the Mitchell Park Conservatory Domes has identified two possible paths forward for the Conservatory and is seeking additional support before making a final recommendation to the Milwaukee County Board. Briefly, the Task Force is considering two possible directions for the 50+ year old facility:

Task Force Identified Options¹

1. *Targeted Investments*
 - a. *Address deferred maintenance*
 - b. *Support targeted investments*
 - c. *Added exterior gardens and activity space.*
2. *Eco Dome Destination*
 - a. *Address deferred maintenance*
 - b. *Support targeted investments*
 - c. *Add new immersive Ecological Habitat Zone and other enhancements*
 - d. *Added exterior gardens and activity space.*

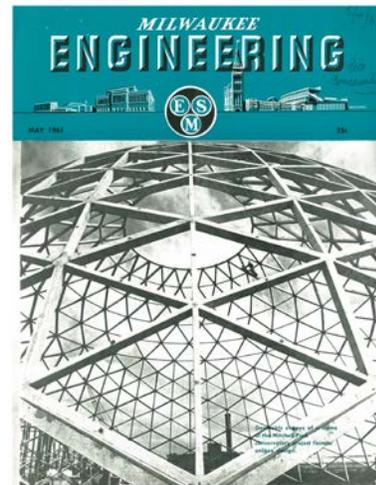
Having completed two phases of its work (Phase I: Development of Options and Phase 2: Community Input), the Task Force is now seeking additional support in reviewing these two possible paths forward.

¹ For more details, see "Mitchell Park Horticultural Conservatory Future Path and Feasibility Study" prepared by ConsultEcon, Inc. and HGA, July 31, 2018

- **History:** Milwaukee's Mitchell Park Conservatory was first built in 1898 with a greenhouse style conservatory in Milwaukee's first public park. To the south, the Sunken Gardens displayed a large water-mirror pond with fountains and extensive parterre gardens surrounding it. In 1955 the existing structure was determined to be unsafe and impractical to repair.



- The current Horticultural Conservatory was dedicated in 1965 and had a total cost of \$4,200,000. A national design competition was held, and a local architect Donald Grieb had the winning design with three beehive-shaped glass domes. The process of construction began with demolition of the old conservatory in 1955 and developed in phases. The existing facility contains three conoidal glass-covered concrete frames called the “domes”, each containing a different climate. The Tropical Dome, Desert Dome, and Floral Show Dome have become iconic on the City's landscape. Each “dome” is approximately 85 feet tall and the base has a 140 foot diameter. The Domes provide 46,000 sq. ft. of display space.



- The original concrete structure was precast on site in hexagonal shapes and erected on temporary steel framing. The glazing system is composed of triangulated aluminum frames and single pane wire glass. The frames rest on the concrete structure through stainless steel posts at nodes. This late 1950's design used advanced concepts in design and state-of-the-art construction techniques.
- In 2014, the County's greenhouses were relocated from western Milwaukee County to just east of the Facility, and functionally connected. This added 61,000 square feet of facilities, including a 10,000 sq. ft. greenhouse-like conservatory annex that can function as a special event space. The greenhouses serve the horticultural needs of the Conservatory, Boerner Botanical Gardens, and various satellite park sites.

Further information on the recent studies, photos and County action can be found at the following links:

- <https://milwaukeecounty.legistar.com/LegislationDetail.aspx?ID=2862809&GUID=728C247C-2D42-4585-8EDF-9B793C27DC22&Options=&Search=> (Legislative information Center, see attachment 23 on site)
- <https://county.milwaukee.gov/EN/Parks/What-We-Do/Planning--Development/DomesTaskforce> HGA, Inc. and ConsultEcon, Inc. Phase I and Phase II reports and appendix.
- <http://county.milwaukee.gov/MitchellParkConserva10116.htm> Domes web page
- <https://mkecoparks.helpscoutdocs.com/article/302-mitchell-park-domes-condition-reports> Past condition reports and studies on the Domes structures. Includes previous repair estimates.

II. GENERAL PROJECT DESCRIPTION

Phase III: Feasibility Analyses for Potential Paths Forward and Funding

This RFP is intended to help the Task Force understand and evaluate the feasibility and long-term viability of the options that it has identified for the future direction of the Mitchell Park Conservatory Domes. The intention is to examine potential partnerships, consider governance changes, develop funding and revenue options, complete programming and conceptual space planning and cost estimating, and provide a recommended business plan for sustained operation of the Domes.

- A.** *Milwaukee County is accepting proposals for consulting services to complete an integrated PHASE III Study with at least the following elements:*

Task 1: Partnership and operating model analysis.

Task 2: Revenues, funding and fundraising feasibility.

Task 3: Capital and Operating budgets.

Task 4: Pro Forma Business Plans.

B. PROJECT PHASES and DELIVERABLES

Task 1: Partnership and operating model analysis. Provide recommendations on partnership opportunities and related governance necessary to develop and support the two options envisioned by the Task Force, recognizing that Milwaukee County may be unable with current resources and operating structure to develop and manage an expanded facility.

Deliverables:

- Report on partnering possibilities and related operating models, with recommendations on the timing and approach for changes, including the role of Milwaukee County in the short (next 5 years), intermediate (5-20 years), and long-term (indefinite future)
- Establishment of a “baseline” with Milwaukee County as a sole developer and operator of each of the two Task Force options, as well as analyses that include various partnership models. Please identify how partnerships may trigger changes to the expected attendance, programming, revenue and expenses, and facility requirements. These possible expansions should be included in all subsequent operations, structure, financial, and business analyses.

Task 2: Revenues, funding and fundraising feasibility. Provide analysis of likely funding sources for developing and operating each of the two alternatives identified by the Task Force, incorporating any possible impacts from partnerships and to existing partnerships.

Deliverables:

- Report on funding opportunities for the Conservatory under each of the two scenarios outlined by the Task Force and informed by the partnership analysis. Please include sources of funding and their implications, including: admissions and earned revenues (program fees, food service, rentals, parking, memberships, and other activities typically generated by similar facilities); government funding; government bonding and other loans; grants and private donations; historic tax credits, and other sources.
- For each major funding source, please identify any potential issues and range of funding that may be reasonably expected, including under various partnership alternatives. Please include findings or observations about the donor / philanthropic environment in Milwaukee region and how the Domes, either alone or in partnership, might compete.
- Please distinguish between possible funding sources for deferred maintenance / capital improvements / other investments and for operating needs for both of the Task Force’s alternatives. Please identify how various partnership models may affect these alternatives.

Task 3: Capital and Operating Budgets. Develop preliminary programming and budgetary cost estimates based on space needs for Task Force selected alternatives, including the possible impact of partnerships on programming and facility requirements.

Deliverables:

- High level Program of Requirements, informed by previous studies, the Task Force, County staff and potential partners.
- Conceptual space use plans (not designs), based on typical programming standards and possible partnership needs (horticultural display, education, research, support, classrooms, meeting, and food service. catering, gift shops, partner operations, staff etc.)
- Conceptual budgetary cost estimates for construction for both Task Force selected alternatives, as well as any likely partnership requirements.
- Conceptual budgetary cost estimates for maintenance and operations costs, including possible staffing models and other key cost elements such as major maintenance and system upgrades over time.

Task 4: Pro Forma Business Plans. Provide a summary report for use by the Task Force, as well as the County Board, that provides overall and integrated understanding of the two options for the Mitchell Park Domes identified by the Task Force.

Deliverables:

- Summary report for each of the two Task Force options, including projected cash flows, income statements and balance sheets, with likely scenarios based on prior analysis of partnerships, financing options, and expenditures, highlighting expectations for Milwaukee County contributions as well as other partners / funding sources. The timeframe for the analysis should match the expected life of the facility and / or any long-term financing expected.
- Please discuss the potential for phasing activities over time and explain how that might be structured and managed. In particular, in what order and how might the County approach developing partnerships, addressing deferred maintenance, and enhancing the facility in order to improve the probability of success and create a sustainable long-term future for the facility?

Other expectations of this RFP:

- Recommendation of preferred feasible solution to Task Force with reasoning behind recommendation, including multi-media presentation and final report of findings.
- Attend (in person) and discuss findings at a minimum of three Task Force Meetings.

III. QUALIFICATIONS TO COMPETE

(Because of this feasibility study's scope, interested firms are encouraged to form teams and to consider partnering with other firms or individuals or sub-contracting in order to fulfill the study's requirements.)

A. DESIRED TEAM CHARACTERISTICS AND COMPOSITION

- i. Any interested firm with experience in Business development and analysis, Facility planning and public attraction master planning.
- ii. A typical team may consist of, but is not limited to: Development and marketing specialists, public fundraising specialists, architects, landscape architects, engineers, urban planners, estimators, horticulturalists, artists, or museum consultants.
- iii. Understanding of and experience in business and program development (In particular non-profit and government facility funding), sustainable development, historic preservation funding and tax credit expertise, developing master plans, marketing and fundraising.
- iv. Knowledge and experience with government facilities or horticultural centers that have components of green infrastructure, display design and educational displays/exhibits.

B. PRE-PROPOSAL CONFERENCE

Non-mandatory meeting to be held March 22, 2019 at 2:30 p.m. at the Mitchell Park Conservatory.

C. PROJECT TIMETABLE

Mar. 6, 2019	Issue RFP's
Mar. 22, 2019, 2:30 p.m.	Pre-Proposal conference and site walk-thru at 2:30 p.m. in Mitchell Park Domes (524 S. Layton Blvd., Milwaukee, WI), for all firms submitting and teams.
Mar 29, 2019, 2:00 p.m.	Consultant Proposals due at 2:00 pm Central Time (three bound + one email or digital copy)
Apr. 5, 2019	Notify Firms of shortlist for interviews
Week of Apr. 15, 2019	Interviews (if needed)
Apr. 26, 2019	First Part of Contract issued.
June 10, 2019, 2:00 p.m.	Task 1 and 2 - Report due to Milwaukee County
July 15, 2019, 2:00 p.m.	Tasks 3 and 4 -Report due to Milwaukee County
July 23, 2019, 2:00 p.m.	Final Phase III -Presentation to Domes Task Force

IV. PROPOSAL EVALUATION

Milwaukee County reserves the right to accept or reject any and all submittals, issue addenda, request clarification, waive technicalities, alter the nature and/or scope of the proposed project, request additional submittals, and/or discontinue this process. The County may choose to award only Tasks 1 and 2 at this time, or all tasks as it deems appropriate. See attached "Proposal Submission Guidelines".

Proposal Evaluation Criteria

Following a list of general criteria which will be used to evaluate the proposals:

- a. Quality and responsiveness to the RFP. Weight: 20%
- b. Project approach and understanding, including strategy to perform requested work and time schedule. Weight: 30%.
- c. Qualifications and experience. Weight: 35%
- d. Fee and hourly rates. Weight: 15%.

V. RELATED WORK BY OTHERS

1. Limited documentation of the existing buildings will be made available by Milwaukee County in PDF format.
2. Previous studies and building condition reports will be made available to consultants.

VI. SUBMITTAL CONTENT

The RFP submittal shall conform to the Outline below and attached submission guidelines. It shall include the Consultant Proposal Form that is attached and the following information:

- A. **Cover:** Include project number and name, project location, consultant's name, address, telephone number, FAX number, e-mail address, proposal date, etc.
- B. **Table of Contents:** Include an identification of the material by section and page number.
- C. **Letter or Transmittal:** The name and description of the organization submitting the proposal briefly stating the proposer's understanding of the service to be provided.
- D. **Description of Qualifications (Organization's Experience):** Include a list of similar projects that the organization has participated on in the past five (5) years. Attach a separate sheet for each project, up to five (5) maximum, include color photos or sketches, giving a brief description of each project and the organizations participation. Provide a description of your firm's experience with sustainable planning, or related work including but not limited to:
 - Business planning for cultural institutions
 - Economic and Marketing Analysis
 - Public fundraising feasibility analysis
 - Development of public-private partnerships
 - Facility Master planning.
 - Design and development of Public Attraction Facilities.
 - Securing Historic Tax Credits.

- E. Project Organization and Staff Experience:** Include an organizational structure of the project team, including the relationship of the sub-consultants to be used for this project. The name of the Principal In Charge of this project with any Professional Registration Numbers in the State of Wisconsin, along with the name, occupation and title of the Project Manager who will be in charge of this project. Provide a resume' for each individual involved in the project, and include their name, title and/or duties for the project, professional registration, relevant certifications, a brief description of related experience including time contribution in this capacity to past projects, and qualifications. Provide a description of your staff's experience with facility planning or related work.
- E. Sub-Consultants:** Indicate the names and addresses of any sub-consultants and/or associates proposed to be used in this project. State the capacity they would be used in and the approximate percentage of the total services they would provide. Also state their past experience in the field. Provide resumes as needed.
- F. Project Approach:** This section will include evaluation of the current Conservatory (Pros/cons) and the preliminary vision (or visions) for the future that you are proposing. Provide a description of building and facility problems you anticipate in this project and how you propose to overcome them. Discuss how you plan to staff the study to efficiently complete the work effort. This section is not included to necessarily find the best proposed idea, but to evaluate your process in prioritizing the most significant issues and finding resolution in that future vision.
- G. Constant Effort:** Include a spreadsheet/matrix listing the names, classifications, hourly rates and hours to be spent by each required task to complete the project study as described in this RFP.
- H. TBE (DBE) Goals:** The Targeted Business Enterprise (TBE) participation goal for this contract will be 17%.

VII. GENERAL REQUIREMENTS

1. The successful consultant and/or any contractor affiliated with the prime consultant shall be prohibited from submitting bids in the construction bidding process for this project.
2. Selected Consultant shall follow Milwaukee County Code of Ethics as follows: No person(s) with a personal financial interest in the approval or denial of a Contract being considered by a County department or with an agency funded and regulated by a County department, may make a campaign contribution to any County official who has approval authority over that Contract during its consideration. Contract consideration shall begin when a Contract is submitted directly to a County department or to an agency until the Contract has reached final disposition, including adoption, County Executive action, proceeding on veto (if necessary) or departmental approval.
3. The successful consultant must be an Equal Opportunity Employer.
4. The submittal shall conform to all attached documents. All submittals should use this RFP and its attachments as the sole basis for the proposal. The issuance of a written addendum are the only official method through which interpretation, clarification or additional information will be given.
5. All costs for preparing a Proposal submittal, attending the selection interview if required, or supplying additional information requested by Milwaukee County, is the sole responsibility of the submitting party. Material submitted will not be returned.
6. The proposal must be submitted in a single bound 8-1/2" x 11" document.

Please return **three (3)** BOUND copies of your proposal and a complete digital copy in Adobe format no later than **2:00 P.M. on Friday March 29, 2019**, to **Julie Bastin**, Project Manager, 633 W. Wisconsin Avenue, Suite 1000, Milwaukee, Wisconsin, 53203 (Telephone (414) 278-3948, FAX (414) 223-1366; email: julia.bastin@milwaukeecountywi.gov.

Please direct any questions regarding this RFP to me at the above address, FAX number or email address.

Sincerely,

Julie Bastin, P.E.

Attachments:

1. Project Location Map (1 page)
2. Project Site Map.
3. Proposal Submission Guidelines
4. Consultant Proposal Form
5. MPC Task Force Resolution & Charter
6. TBE instructions
7. Milwaukee County DAS Lump Sum - standard Agreement type 'D'

cc: G. High, DAS-FM A/E S. Folaron, DPRC G. Smith, DPRC
J. Bastin, DAS-FM A/E B. Engel, CDBP Bill Lynch, DTF
S. Toomsen, DPRC S. Carron, DAS –FM