

6 Implementation

Advancing Park Plans

Accountability

Capital Investment Framework and Cost Estimates

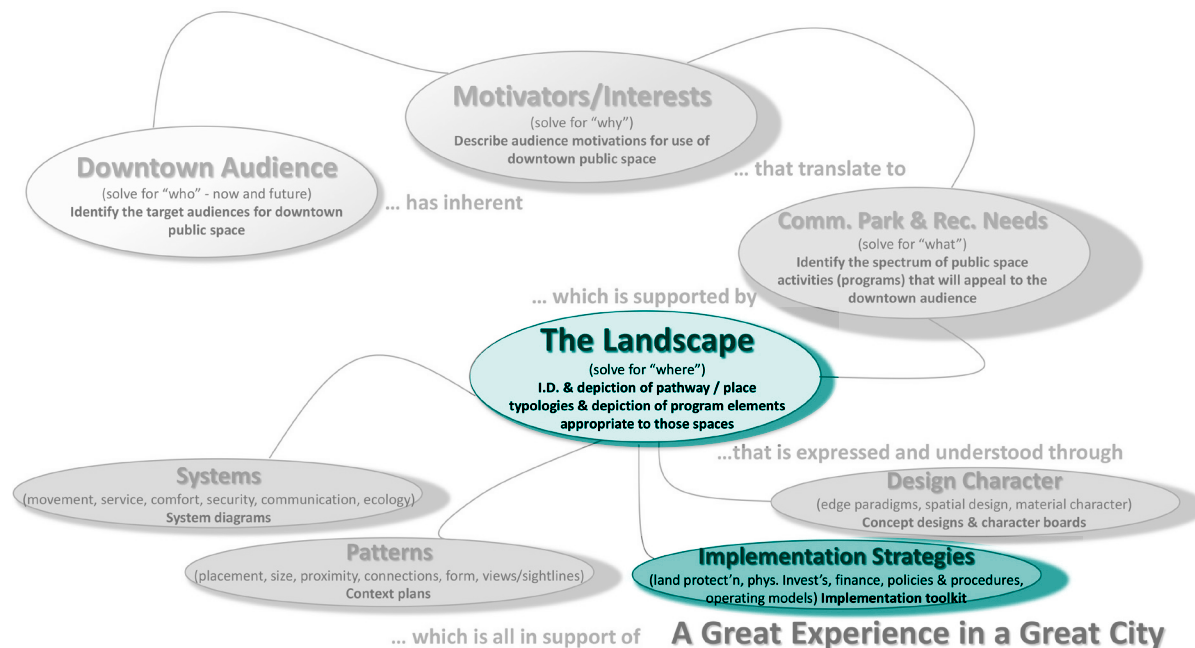
Using This Document

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PROJECT APPROACH REFERENCE

The Downtown Service Area Master Plan (DSAMP) project approach has been comprehensive and multi-faceted– examining demographics, recreation needs, condition of current assets, best practices in urban park and recreation, and existing service gaps. Throughout the document the project approach diagram will be referenced, where appropriate, to depict how the information collected connects to these facets.

This chapter addresses landscape implementation strategies.



IMPLEMENTATION

INTRODUCTION

Implementation of planned park improvements is a critical aspect of planning. This has been a key community desire throughout the planning process and the most important factor in gaining and keeping the public trust. DSMAP includes a wide variety of ideas for facility improvements and programming across existing MPRB sites and a small number of proposed new parks. In addition, it expresses MPRB interest in continued coordination with downtown stakeholders and agencies to curate great public realm experiences beyond park borders, which will require attention to connections, wayfinding, programming, and urban design across the downtown district. This is a complex, long-term vision and its implementation should be closely coordinated. Chapter 6 includes a range of strategies and tools that the MPRB can use as this plan is implemented.

ADVANCING PARK PLANS

Individual park plans depicted in and approved with this document will guide development of existing and anticipated park properties. Funding to implement the plans will be balanced across the downtown district as well as the entire park system.

The DSMAP outlines a park investment roadmap that has explored alternatives and engaged the community to establish a preferred approach and the priorities within that approach.

Site Control

Where new or expanded parks are suggested, a first step is to gain MPRB control or access to a property (land or building) for park use. The primary options for site control and how those options relate to the Minneapolis Parkland Dedication Ordinance (PDO) are described below.

Acquisition

The MPRB may acquire fee title ownership to property. Acquisition costs are an eligible use of parkland dedication fees collected by the MPRB.

Easement

An easement is defined as the right to use someone else's land for a specified purpose. Short of fee title ownership, the MPRB may own an easement over a parcel of land granting the MPRB rights to develop and operate a public park. Easements may be beneficial where an underlying property owner's use

can coexist or even benefit a park use (e.g., ground-level park on top of underground parking). Purchase of a perpetual easement is an eligible use of parkland dedication fees collected by the MPRB.

Donation

Fee title ownership of property or an easement can be donated to the MPRB by a property owner. There have been many instances of land donation throughout the history of the MPRB. Acceptance of land or easement donation in any instance is at the discretion of the MPRB. The donation of land can be proposed by a developer to satisfy parkland dedication ordinance requirements.

Lease

The MPRB may lease property or building space for park use. Typically, leases would be a legitimate option if the MPRB wishes to test the viability of a park venture on a short-term basis or if the MPRB intends to make significant park investments under a long-term lease lasting multiple decades. In all but highly unique cases, lease payments are not an eligible use of parkland dedication funds.

Private Land Maintained for Public Use

The parkland dedication ordinance grants the MPRB the option to consider acceptance of private land maintained for public use in exchange for reduced parkland dedication fee. Consideration of this option within the ordinance demands the combination of property owner interest in developing/operating a public park along with MPRB determination that the scenario is of public benefit. The option can be arranged through contractual agreement between property owner and MPRB and may include an easement granted to the MPRB.

Combined Approach

There may be instances when the combination of more than one approach to site control is the preferred option.

The variety of methods and the uncertainty of timing make the acquisition or control of property one of the most variable costs in the mix for any given downtown park. For this reason, the cost of site acquisition or control is not included in project costs, summarized later in this chapter.

ACCOUNTABILITY

Without consistent and regular tracking of implementation efforts, the importance of the planning process will be lost and the public trust will be broken.

To improve accountability and spur implementation, one result of this document is that Planning will consolidate all park plans into a single checklist showing implementation status of the various improvements. The primary implementation checklist lives in a digital format on the MPRB Planning Division network.

In its digital form, the checklist can be updated regularly. It can also serve as a guide to work planning across Divisions. Some items on the implementation checklist will not be accomplished simply through a funding allocation and a design and construction project. Some require partnership with other agencies or community groups; some require policy assessment, land management tasks, or changes in maintenance practices. Regardless of MPRB Division or outside partnership, all implementation shall be documented on the checklist and reported at least annually to the MPRB Commissioners and general public.

CAPITAL INVESTMENT FRAMEWORK AND COST ESTIMATES

Capital investments contained in the park plans are grouped into four categories: funded, planned, conditional, and completed. The Service Area Master Plan is a living document that will be continually updated by MPRB staff as projects cycle through the investment categories on their way to completion.

Funded

“Funded” projects are those that have been approved for capital or operational funding through the Park Board. Ideally these projects are not only identified in the Capital Improvement Plan (CIP) for construction or renovation but also have identified funding for any increase in operating costs resulting from improvements.

Planned

Projects in the “Planned” category are not currently funded and are not conditional on an outside factor. These projects are ready to move forward to a next step but require a commitment of capital dollars and staff time. Anything that appears in the DSAMP park plans is considered planned, as adoption of this plan

constitutes a commitment to these improvements over time.

Conditional

“Conditional” projects are important to the long-term vision of the park and recreation system, but require a major trigger event that is outside of the Park Board’s control before they can move forward. The type of conditions that could be a trigger for action on a Conditional project include acquiring site control, progress on adjacent or overlapping development proposals, coordination with or leadership by outside agencies, and action or the completion of funding agreements for park specific improvements. These project sites require monitoring to allow for quick action when a trigger event occurs.

Complete

“Complete” projects are those that have been identified in the master plan and have been implemented.

Capital Sources & Uses

Layered on the investment framework is a capital sources & uses framework that identifies project budgets and the known range of possible funding sources. A sources & uses spreadsheet tool has been created to assist with future Capital Improvement Programs (CIPs) through the life of the master plan. The sources & uses tool will allow all the projects approved through all the service area master plans across the city to be identified by priority and budget.

The MPRB has recognized throughout this process that access to capital is a significant factor in how and when investments can be made. The planning process for this document coincides, in part, with “Closing the Gap,” a public education effort aimed at helping park users and neighbors understand the financial situation for their local park as well as the MPRB system as a whole. As a result, both the design team and the public gave considerable attention to the ways in which the improvements in this plan may be funded throughout the process.

<i>Site Name and Project</i>	<i>Prioritization Category</i>
ELLIOT PARK - PLAY AREA AND SPLASH PAD	Funded
ELLIOT PARK - ELLIOT AVENUE PLAZA	Conditional
ELLIOT PARK - ALL OTHER PROJECTS	Planned
EAST 15TH STREET PARK	Planned
PARK AVENUE TRIANGLE - STREET CONVERSION	Conditional
PARK AVENUE TRIANGLE - DOG PARK AND SIDEWALKS	Planned
FRANKLIN STEELE SQUARE - GREAT LAWN AND ENTRY PLAZA MODIFICATIONS	Funded
FRANKLIN STEELE SQUARE - ALL OTHER PROJECTS	Planned
GATEWAY PARK	Planned
EIGHTH AVENUE STREAMSCAPE	Conditional
NORTH LOOP CONSTELLATION - ALL PROJECTS	Conditional
LORING PARK - PLAYGROUND IMPROVEMENTS	Funded
LORING PARK - POWER PEDESTALS	Complete
LORING PARK - ALL OTHER PROJECTS	Planned

Figure 1.58 Park Project Prioritization



Funding Sources

The funding sources described below have been identified as a comprehensive set of most-likely sources at the time of master plan preparation. It is likely that the list of potential sources will change over the life of the master plan. As reinforced in the planning process, the most important factor in finance is a robust understanding and deployment of the full spectrum of funding sources, especially emerging ones.

MPRB Capital Levy

Each year, as part of its annual budgeting process, the MPRB levies funds dedicated to capital investments in the park system.

Park Dedication Proceeds

The Minneapolis Parkland Dedication Ordinance makes new development subject to dedication of park land, a fee, or privately owned public space. Collected fees are eligible for park capital investments and land or easement acquisition costs.

Net Debt Bonds

The City of Minneapolis routinely issues net debt municipal bonds for capital infrastructure investments. Bond issuance typically includes some amount dedicated to the park system.

Outside Grants

The MPRB often seeks and receives grants from outside agencies for specific capital projects.

State Appropriation

The MPRB may submit capital bonding requests to the State of Minnesota for funding consideration in state-wide general obligation bond issuance. Minnesota bond issues are considered in legislative session and signed into statute by the Governor.

Earned Revenue

There are various forms of earned revenue derived in the park system that may be used for capital investments.

Philanthropy

The MPRB may accept turn-key improvements to park assets or philanthropic funds for use in capital investments.

Partner Funds

There are places (such as the Minneapolis Sculpture Garden) where the MPRB partners with other organizations to build or operate facilities. Partners in those arrangements may make capital investments in the park system.

Other

Other unknown funding sources could arise in the future.

Funding Uses (Costs)

The uses of funds (project budgets) are established by generally quantifying construction elements and applying hard costs of construction as well as soft costs of contingency, design/administration, and other expenses. Budgets are established through analysis of recent construction pricing at 2017 dollars. Project budgets provided in this document are built from the preliminary designs as described in

Chapter 4. Because the design work at the master plan stage in the planning process is general, corresponding budgets are also general and apply generous contingencies. Inflation (or escalation) experienced between 2017 and the time when projects in this master plan are constructed will be reflected as each project enters the “construction pipeline” in annual Capital Improvement Programs (CIPs). As one can imagine, the goal for project budgeting at this early stage in the planning process, is to establish a budget that accurately reflects preliminary design. Figure 1.59 summarizes project budgets for park sites in the Downtown Service Area. Details for each park are in Chapter 4.

In some cases, property acquisition is needed to control a site before implementing a park plan. Acquisition costs are not included in project budgets because the method employed to control any specific site cannot be determined at such as early stage in the planning process.

<i>Site Name</i>	<i>Total Planning Level Cost*</i>
ELLIOT PARK	\$5,593,543
EAST 15TH STREET PARK	\$896,868
PARK AVENUE TRIANGLE	\$287,867
FRANKLIN STEELE SQUARE	\$1,663,797
GATEWAY	\$1,330,861
EIGHTH AVENUE STREAMSCAPE	\$2,502,553
A NORTH LOOP PARK	\$1,293,613
HIDDEN BRIDGES	\$1,230,647
THE UNDERPASS	\$1,840,329
CEDAR LAKE REGIONAL TRAIL CONNECTION ENHANCEMENTS	\$72,592
LORING PARK	\$9,311,117

* Costs include Contractor Overhead and Profit, Mobilization Factor, Site Preparation Factor, Design/PM/Admin Factor, Design Contingency Factor and uses the Turner Building Cost Index for Total 2015 Replacement Value. Costs do not include land acquisition or operations and maintenance

Figure 1.59 Planning Level Cost of Improvements by Site

USING THIS DOCUMENT

This document is intended to be used by MPRB staff, elected officials, and the general public as a resource to implementation. It is a guide for future designers, elected officials, and partners.

Using this Document for Capital Planning

The projects identified in the park plans and cost estimates are those that should be added to the CIP as it is developed annually. The CIP selection criteria will determine which parks will be considered for improvement, based on ongoing analysis. Once parks are identified, capital improvement planners should consult the appropriate park plans and project cost estimates to determine specific projects. During this process, planners should:

- » Consider the “implementation category” to determine which projects can stand alone, and which need to proceed in a package or happen concurrently with other projects
- » Look for complementary projects within parks, to ensure the least inconvenience to the public and to leverage the most economical construction costs

- » Escalate the costs shown in this document to the projected year of implementation

Using this Document for Design and Construction

Once a project is funded and a project manager is assigned, that project manager shall consult the resources contained in this document as a basis for the final design. This document shall govern the type of asset to be constructed as well as its general location and size. During the detailed design process, project managers should:

- » Communicate clearly with the community about the parameters set forth in this master plan and the level of decision-making and input community members can have
- » Verify that any known land use issues have been resolved by first checking the “park packet” to see if their park has any, and then referencing the implementation checklist to ensure completion, where applicable
- » Examine other projects in the list for their park, to consider if other leveraging opportunities exist, through grants, private fundraising, park dedication fees, or other funding sources

- » Accurately fill out the implementation checklist at the conclusion of the construction project.

Using this Document in Partnerships with Outside Agencies, Organizations, and Nonprofits

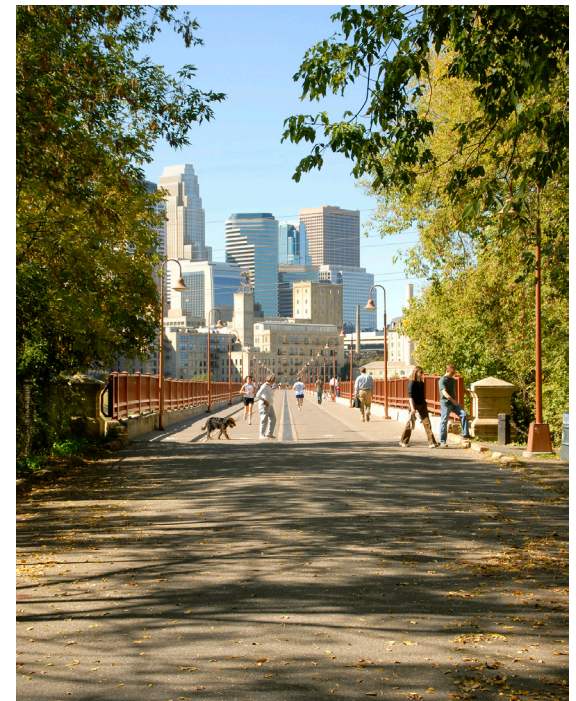
It is likely that portions of this master plan will be implemented in partnership with outside groups. There is significant community interest in certain elements of these designs, and financial wherewithal throughout the downtown service area. Partnerships in funding and implementation are encouraged, but should be guided by the plans contained in this document. During discussions with potential outside partners, MPRB staff should clearly communicate that ONLY items contained in this document will be considered for partnership, in respect for the community priorities in these neighborhood parks.

Using this Document to Guide Expenditures of Park Dedication Fees

MPRB collects park dedication fees from all development projects within the City of Minneapolis, with some exemptions and exceptions. These fees—in most cases—must be spent within the neighborhood they were generated. They must be spent on NEW park amenities and cannot generally be used for like-for-like replacement. There are many new proposals in this master plan that would be eligible for park dedication funding. In fact, because this plan is the community's guide to park implementation, park dedication fees should almost always be directed toward implementation of this plan. Park dedication fees are allocated through the CIP process and are most effective when they leverage existing capital projects. Therefore, CIP planners should use this plan as a guide during the CIP process to consider options for park dedication fee allocation. In addition, the general public should use this document as a guide to making suggestions on allocation.

Using this Document to Guide Land-in-Lieu of Park Dedication Fee Proposals

Per the park dedication ordinance, a developer may propose providing land for public park use in lieu of a portion of fees paid. All such proposals must be approved individually by the MPRB Commissioners.



AMENDING THIS PLAN

In order to remain a living, useful document for future park planners, designers, elected officials, partners, and community members, the DSAMP must be able to change when necessary. Any departure from the plans contained in this document must be accomplished by an action of the elected board according to applicable policies and procedures. The affected community should also be involved in that decision-making, per MPRB community engagement policy.

There are several likely reasons that the DSAMP will need to be amended. The following checklists outline the tasks necessary to amend and update the DSAMP. It is critical that DSAMP documents and resources are updated after amendment approval, so MPRB staff and the general public have only the most up-to-date plans. Appropriate MPRB staff shall perform the tasks in the applicable checklist when an amendment is contemplated.

Amendment As a Result of RecQuest

Because the park plans in the DSAMP assume the existing footprints of recreation centers, any

planned modification to recreation center buildings will impact the design of the park. In the case of a recreation center expansion, reconstruction, or decommissioning, the DSAMP must be amended.

- » Refer to the park plan in this document for the park in question, to understand the baseline community desires at the time of the DSAMP.
- » Engage with the community and users of the park to determine how the park design should change to accommodate changes in the recreation center. Follow MPRB community engagement policy.
- » Achieve MPRB Commissioner approval for the modified park plan
- » Modify park plan and replace in Planning Division network park folder
- » Modify and update digital cost and maintenance estimates
- » Modify park narrative sections to reflect new design, and note date and reason for amendment
- » Replace PDF park packet in network park folder and main DSAMP document

- » Update the digital implementation tracking form, if change adds or removes planned facilities
- » Add the note “Amended, Month/Year” to the cover of the DSAMP document
- » Add the signed amendment resolution to the Appendix

Amendment As a Result of Detailed Site Design

It is possible that, during detailed design, unknowns will come to light that require modifications to locations of elements within the park. Such modifications should be the result of actual site conditions that prevent implementation of the plan as drawn, not merely a desire to depart from the plan. In such cases, the DSAMP must be amended, with the amendment coming forward for approval concurrent with approval of the schematic design that forced the amendment.

- » Achieve MPRB Commissioner approval for the modified park plan
- » Modify park plan and replace in Planning Division network park folder

- » Modify and update digital cost and maintenance estimates
- » Modify park narrative sections to reflect new design, and note date and reason for amendment
- » Replace PDF park packet in Planning Division network park folder and main DSAMP document
- » Update the digital implementation tracking form, if change adds or removes planned facilities
- » Add the note “Amended, Month/Year” to the cover of the DSAMP document
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Adding Designated Urban Agriculture Areas

The neighborhood park plans serve as the official designation of urban agriculture areas in the MPRB system. When urban agriculture areas are added, removed, or modified, the DSAMP must be amended. Typically, amendment in this case will accompany an agreement with a community group to do urban agriculture on park property. The amendment

should come forward for approval concurrent with the agreement.

- » Achieve MPRB Commissioner approval for the modified park plan(s)
- » Modify urban agriculture designation on park plan(s)
- » Modify park narrative sections to reflect new design(s), and note date and reason for amendment
- » Replace PDF park packet(s) in Planning Division network park folder and main DSAMP document
- » Update the digital implementation tracking form
- » Add the note “Amended, Month/Year” to the cover of the DSAMP document
- » Add the signed amendment resolution to the Appendix



APPENDIX

The appendix includes public comments collected on the Downtown Service Area Master Plan, and is not included in the printed document nor on the project website. Hundreds of comments have been compiled, making it cost-prohibitive and cumbersome to produce and store. Appendices may be made available for review via email-transmittal by requesting them from the project manager. Visit minneapolisarks.org/currentprojects and select North Service Area Master Plan to find applicable contact information.

Appendices

- A. Comment Theme Summary
- B. Comment Log
- C. On-line Survey
- D. Comments e-mail and letters
- E. Park ID Numbers
- F. Moderate Impact Amendments
- Z. Signed Approval