

ORDINANCE 2017-101

**AN ORDINANCE OF THE
MINNEAPOLIS PARK & RECREATION BOARD**

Adding Chapter 18 of the Minneapolis Park and Recreation Board Code of Ordinances –
CRITERIA BASED SYSTEM FOR CAPITAL AND REHABILITATION REGIONAL PARK AND TRAIL
PROJECT SCHEDULING

The Park and Recreation Board of the City of Minneapolis does ordain as follows:

Section 1. That Chapter 18 of the Minneapolis Park and Recreation Board Code of Ordinances
be added to read as follows:

**CHAPTER 18 – CRITERIA BASED SYSTEM FOR CAPITAL AND REHABILITATION REGIONAL PARK
AND TRAIL PROJECT SCHEDULING**

PB18-1. Purpose; interpretation; and application.

The Minneapolis Park and Recreation Board (MPRB) is establishing objective criteria relative to capital and rehabilitation funds for regional parks and trails. An important element of the criteria is to ensure that racial and economic equity criteria are utilized in determining the distribution of funds for capital and rehabilitation investments in regional parks and trails. PB18 is being adopted to implement goals of the Park Board to address racial and economic equity and to establish objective criteria to assist the Park Board, the Park Board Superintendent, and Park Board staff in evaluating relative need of all regional parks and trails.

PB18-2. Definitions. The terms below have the following meanings:

Crimes against a person means Criminal Homicide, Forcible Rape, Robbery and Aggravated Assault.

Park staff means any employee of the Minneapolis Park and Recreation Board.

Regional Facility means any of those Regional Parks and Regional Trails designated by the Metropolitan Council as being part of the Twin Cities Metropolitan Area’s Regional Parks and Trails network.

Superintendent means the Superintendent of the Minneapolis Park and Recreation Board.

PB18-3 Regional Opportunity Facilities.

Each Regional Facility shall be classified as to whether it is an existing part of the regional park system or whether it is a “Regional Opportunity Facility.” Regional Opportunity Facilities are those that are not yet substantially connected into the regional park and trail system, either because of limited land control by the Minneapolis Park and Recreation Board through ownership or agreements, or because of incomplete pedestrian and bicycle connections to and between other Regional Facilities.

Regional Opportunity Facilities shall collectively be allocated a minimum of twenty-five percent (25%) of general regional park capital funds, calculated as an average across any given six-year capital improvement plan cycle beginning with the 2023 funding year. General regional parks and trails capital funds include State of Minnesota and Metropolitan Council regional park bonds, Parks and Trails Legacy Fund allocations, and any other capital funds allocated to the Minneapolis system as a whole. Not included in this calculation are private donations, grants, or other funding targeted to specific parks or trails. Land acquisition funds outside of the named funding sources above are not included in this calculation.

Regional Opportunity Facilities shall be considered part of the existing system (see PB18-4) at which time they satisfy all specific criteria, which shall be based on the adopted master plan for that facility, and are listed below.

- A. Grand Rounds Missing Link criteria for incorporation into existing regional system
 - 1. An off-street pedestrian and bicycle route that connects, according to the adopted master plan, from East River Road to St. Anthony Parkway
 - 2. Land control by MPRB of the entire route described in (1), either through ownership, permanent easement, or permanent use agreement with another public or private entity
 - 3. Parkway-style vegetation, as described in the adopted master plan, along fifty percent (50%) of the length of the route

- B. Above the Falls Regional Park criteria for incorporation into the existing regional system
 - 1. An off-street pedestrian and bicycle route that connects, according to the adopted master plan, from Plymouth Avenue to St. Anthony Parkway or North Mississippi Regional Park
 - 2. Land control by MPRB of the entire route described in (1), either through ownership, permanent easement, or permanent use agreement with another public or private entity
 - 3. Creation of four (4) recreational areas within the boundary of the Regional Park, according to the requirements of the adopted master plan

Allocations to the Regional Opportunity Facilities shall be determined by factors including overall impact of the investment, actual costs of improvements, the opportunity to leverage additional funding, and criteria included in PB18-4. Proposed allocations shall be presented to

the Minneapolis Park and Recreation Board of Commissioners annually with the Superintendent's Recommended Budget, as part of the six-year capital improvement plan.

PB18-4 Existing regional system equity evaluation procedure.

All Regional Facilities not considered Regional Opportunity Facilities shall be considered part of the existing regional system. These facilities shall collectively be allocated a maximum of seventy-five percent (75%) of general regional parks and trails capital funds, calculated as an average across any given six-year capital improvement plan cycle, beginning with the 2023 funding year, and as defined in PB18-3. Allocations to specific parks shall be determined based on a criteria-based equity rating to be calculated as follows:

A. Community Characteristics

1. Racially Concentrated Areas of Poverty

- a. Finding: Individuals who live in poverty are less likely to have access to private transportation which can result in less access to parks and recreation opportunities beyond the parks in the immediate vicinity. Residents who live in poverty often have less access to open space and recreation options and are more likely to experience a variety of chronic health problems, some of which are impacted by their physical environment, including access to parks and open space. Additionally, communities of color and areas of poverty often experience a lack of public and private investment relative to other areas.
- b. Park staff shall use the latest data and estimates from the U.S. Census Bureau to identify Areas of Concentrated Poverty, where 40% or more residents earn less than 185% of the federal poverty threshold, and Racially Concentrated Areas of Poverty, where 40% or more residents earn less than 185% of the federal poverty threshold and where 50% or more residents are people of color. Park Staff shall provide the Superintendent with the raw data used to make calculations.
- c. Regional Facilities shall be examined to determine whether they are significantly associated with any of the areas defined in (b). Determinations shall be made by Park Board staff and published each year for the Minneapolis Park and Recreation Board of Commissioners and the general public. Regional facilities significantly associated with Racially Concentrated Areas of Poverty will score 5 points. Regional Facilities significantly associated with Areas of Concentrated Poverty will score 3 points.

2. Park Access

- a. Finding: Ability to access regional facilities is regularly cited as a barrier to park use. However, the mode by which people access parks is not related to race or economic factors. People of color are just as likely to arrive to a park by car as by transit or foot. Regional facilities shall therefore be considered for their overall accessibility by a variety of modes.
 - b. Park staff shall calculate park access by three access modes: walking, transit, and private vehicle. Park Staff shall provide the Superintendent with the raw data used to make calculations.
 - c. Regional facilities with more than 40,000 individuals living within one-half mile of the facility will score 5 points for walking access. Regional facilities with at least 20,000 but no more than 40,000 individuals living within one-half mile of the facility will score 3 points for walking access. Regional facilities with fewer than 40,000 individuals living within one-half mile of the facility will score 0 points for walking access.
 - d. Regional facilities with 20 or more transit stops within immediate proximity will score 5 points for transit access. Regional facilities with at least 10 but no more than 19 transit stops within immediate proximity will score 3 points for transit access. Regional facilities with fewer than 10 transit stops within immediate proximity will score 5 points for transit access. Immediate proximity shall mean those transit stops, by any mode of public transit, which are within a regional facility or within a public way adjacent to a regional facility.
 - e. Regional facilities with more than three public parking spaces per acre will score 5 points for private vehicle access. Regional facilities with at least 1.5 but no more than three public parking spaces per acre will score 3 points for private vehicle access. Regional facilities with fewer than 1.5 public parking spaces per acre will score 0 points for private vehicle access.
 - f. The three mode scores described in c, d, and e shall be averaged to determine the final park access score.
3. Neighborhood Safety
- a. Finding: Studies have shown both that most people feel safe in regional parks and that people of color consider park safety to be a barrier to park use. Keeping parks and trails safe is critical to community wellness. Developing and maintaining safe access to nature is important to building and sustaining strong neighborhoods and healthy populations. In those

areas where crime in neighborhoods is higher or more reported, more investment should be made in parks to ensure they can be safe havens for community gathering, recreation, and respite.

- b. Park staff shall use the most recent Minneapolis Police Department Uniform Crime Program reporting data, for a time period of one (1) year, to calculate the number of crimes against persons per thousand residents for each neighborhood overlapping or immediately adjacent to a regional facility, and shall calculate a total neighborhood population and total of crimes against persons for each regional facility. Park staff shall provide the Superintendent with the raw data used to make calculations.
- c. Regional facilities where the total calculated average is more than 10 crimes against persons per thousand residents will score 2 points. Regional facilities where the total calculated average is between 4.1 and 9.99 crimes against persons per thousand residents will score 1 point. Regional facilities where the total calculated average is less than 4.1 crimes against persons per thousand residents will score 0 points.

B. Park Asset Characteristics

4 Historic Investment

- a. Finding: Measuring previous investments in existing park and trail assets is an important way to identify parks and trails that have historically received lower levels of investment. Parks where a smaller dollar-per-acre amount has been invested over the past 15 years are much more likely to be due for significant reinvestment.
- b. Park staff shall use the MPRB's record of actual investment in regional facilities over the preceding 15 years. Park staff shall provide the Superintendent with the raw data used to make calculations.
- c. Regional facilities in which \$10,000 or less per facility acre has been invested over the past 15 years will score 3 points. Regional facilities in which at least \$10,001 but no more than \$50,000 per facility acre has been invested over the past 15 years will score 2 points. Regional facilities in which at least \$50,001 but no more than \$100,000 per facility acre has been invested over the past 15 years will score 1 point. Regional facilities in more than \$100,000 per facility acre has been invested over the past 15 years will score 0 points.

2. Intensity of Use

- a. Finding: How often a park is visited has much to do with the likely quality of its facilities. More visitors translates to more wear and tear and a greater need for investment. Intensity of use is a general stand-in for overall facility quality and can suggest which facilities may be declining in quality.
 - b. Park staff shall use the most current park visitor counts provided by the Metropolitan Council to determine total park use for each park.
 - c. Regional Facilities that see more than 20,000 visits per facility acre will score 2 points. Regional Facilities that see at least 5,000 but no more than 20,000 visits per facility acre will score 1 point. Regional Facilities that see fewer than 5,000 visits per facility acre will score 0 points.
3. Asset Condition: ADA Considerations
- a. Finding: The Americans with Disabilities Act (ADA) ensures that public facilities are accessible to all users, regardless of ability. Passed in 1990, it is both a measure of a park's ability to serve all users, and also a general gauge of the age of facilities. Parks that are less compliant with ADA requirements likely have older assets that have not been updated in some time. There is, however, no accepted standard for trails under ADA, therefore Regional Trails were not comprehensively evaluated in the MPRB's ADA Transition Plan.
 - b. Park staff shall use the MPRB's ADA Transition Plan to determine the total cost of achieving ADA compliance for each Regional Park.
 - c. All Regional Trails will receive 1 point, in recognition of the fact that there is no compliance measure for trails but that there are likely still compliance issues within these facilities.
 - d. Regional Parks with more than \$200,000 of recommended investment under the ADA Transition Plan will score 2 points. Regional Parks with at least \$100,000 but no more than \$200,000 of recommended investment under the ADA Transition Plan will score 1 points. Regional Parks with less than \$100,000 of recommended investment under the ADA Transition Plan will score 0 points.
4. Asset Condition: Natural Resources
- a. Finding: Natural resources and nature-based recreation is the primary purpose of the regional park and trail system. In a highly urbanized area, natural areas are important for human mental and physical health and for the overall health of the environment. High quality natural areas are

difficult to restore and it is therefore important to preserve existing natural resource areas first, and then work to enhance or restore degraded or nonexistent ones next. It would be worse to lose the highest quality existing resources than to never restore new ones.

- b. Park staff shall prepare analyses of each regional facility's natural resources based on available data, focusing in particular on water quality, general ecosystem quality, and remnant native plant communities. Park staff shall provide the Superintendent with the raw data used to make calculations.
 - c. Park staff shall develop a series of measures for individual natural resource categories, to be determined based on available data.
 - d. Regional facilities with the highest quality natural resources under a certain category will score 2 points. Regional facilities with moderate quality natural resources under a certain category shall score 1 point. Regional facilities with low quality natural resources under a certain category shall score 0 points.
 - e. All natural resource categories shall be averaged to determine the final natural resource score.
 - f. Regional facilities that lack water resources shall have all categories except any water-based category averaged to determine the final natural resource score.
5. Asset Condition: Trail Quality
- a. Finding: Trails are the most heavily used asset in the regional system, according to user surveys. Overall trail condition will have impact on peoples' choice of and satisfaction with regional facilities.
 - b. Staff shall prepare an analysis of trail condition, averaged for each regional facility.
 - c. Regional Facilities with an average trail quality that is low will score 2 points. Regional Facilities with an average trail quality that is moderate will score 1 point. Regional Facilities with an average trail quality that is high will score 0 points.

The Superintendent shall direct park staff to produce an ordered ranking of regional facilities in the existing system by combining each park's Community Characteristic and Park Asset Characteristic scores annually. Such ordered ranking shall be included in the Superintendent's Recommended Budget to the MPRB Board of Commissioners and used to update the MPRB's six-year capital improvement plan.