SECTION 12
Implementation, Costs and Funding
IMPLEMENTATION PRINCIPLES

Engage Actively and Continuously in Land Assembly.
The ATF Master Plan will only be achieved if riverfront parkland is methodically placed in public trust through a combination of acquisition, easements, or forms of partnership over a period of years – this is job #1 of ATF Master Plan implementation.

Develop Linear Recreation.
Continue to implement the parkway and trail system, including key river crossings (especially the BNSF rail bridge). Linear recreation will be instrumental in fulfilling the vision and establishing an activated constituency for ATF Regional Park.

Complete the Design Vision for Park Spaces Currently Under Development.
Graco Park/Hall’s Island, Sheridan Memorial Park, 26th Avenue North Overlook, and Upper Harbor Terminal are active projects at time this master plan is being authored and they warrant fulfillment.

Develop New Park Spaces and Facilities.
As land is protected and as resources allow, construct parks using a few key strategies as guideposts.

Smart Park Development is a Staged Activity.
Stage one in establishing activated and beloved public spaces is creating ways for people to access them, spend time in them, and weave them into the stories of their lives. Accomplishing this task should always be top-of-mind in park investment decisions. Too much development before a constituency exists results in squandered resources. Too little results in low visitation and a constituency not being created.

Program Parks Appropriately.
Integral to the act of designing a park is creating its program model; one that strikes the appropriate balance between organized programming and non-programming of spaces and times.

Get People on the River.
Nearly two-thirds of the ATF Regional Park is Mississippi River. There is tremendous capacity for expansion of recreational water access and activities.

Care for Park Assets.
Land and park facilities demand financial and staffing resources at robust levels necessary to accomplish continuous care.

Pursue Connected Actions Outside Park Boundary.
Ideas about the I-94 lid, Marshall Street improvements, and a link to the Camden commercial district fall outside the purview of this master plan, will be instrumental to the park’s future success and should continue to receive attention and resources.
IMPLEMENTATION PRIORITIES

Since the 2000 ATF Master Plan was adopted, MPRB and the City of Minneapolis have accomplished much to implement the plan. As shown in Figure 12.1, this includes new park land, infrastructure and community redevelopment. Within ATF Regional Park, successes include the extension of West River Road North extension and riverfront trails, acquisition of the Scherer Brothers site and other properties along the east bank, and development of Edgewater Park. Successes also include the additional community engagement and planning completed in RiverFirst, the City’s ATF Master Plan Update and this 2013 ATF Park Plan.

Future implementation phases will depend on project readiness, land acquisition opportunities, funding availability and partnerships. For purposes of this Regional Park master plan, the projects identified in Section 6: Park Development Concept have been categorized into near-term and long-term projects. Longer-term projects may be accelerated as opportunities arise. Similarly, funding or partnership opportunities may move a project from the long-term vision into a near-term implementation priority.

Property acquisition for parkland is an ongoing priority for MPRB. Recently, staff capacity was expanded to increase focus on planning and executing property acquisitions within Above the Falls Regional Park.

NEAR-TERM PRIORITIES

MPRB will focus resources in the near-term on properties it already owns, including the following:

- Continued MPRB assembly of parkland within the regional park boundary.
- Implementation of interim parkland management strategies.
- Implementation of the 26th Avenue North overlook.
- Programming and stewardship of existing parkland and riverbank within the Regional Park
- Development of public park amenities at Upper Harbor Terminal
- Improvements to Sheridan Park by 2014, including a veteran’s memorial and East Bank Trail connections (Complete)
- Riverbank access improvements at Marshall Terrace Park, as funding allows; following the City’s planned closure of the Upper Harbor Terminal, phased development of West River Parkway with connections to existing city streets;
- Continued development of public water access points and public park amenities
- Continued coordination with the City and County to explore connections from Marshall Street NE to ATF Regional Park and the river
- Development of the first phase of public park amenities at Upper Harbor Terminal
LONG-TERM PRIORITIES

Long-term priorities in this Regional Park master plan are those that fall outside park lands currently owned by MPRB, will require much more stakeholder engagement, and/or will rely on partnerships and resources still in cultivation. These include:

- Extension of West River Parkway between 22nd Ave North and 41st Ave North along the west bank, requiring acquisition of many privately and publicly owned parcels
- Development of Northside riverfront parks with connections to northside neighborhoods
- Continued coordination with the City and County to improve Marshall Street NE as a parkway-like corridor for pedestrians and bicyclists
- Development of Northeast riverfront parks and trails, as land acquisitions and funding allow
- With the City of Minneapolis and Hennepin County, pursuit of bike/ped trail development rights on the BNSF rail bridge across the river.
- Continued MPRB assembly of parkland within the regional park boundary.
- Preparation of acquired lands for park development.

INTERIM LAND MANAGEMENT

Because park development isn't always immediately feasible or wise on newly acquired parcels, interim land management strategies in the time period between acquisition and park development are critically important. The MPRB has developed and continues to refine varied approaches to interim land management that include commercial/residential leases, limited or occasional recreational access, and bioremediation.

A key goal of an interim land management strategy will be to communicate that the land is owned and well stewarded by the MPRB and that interim efforts constitute a “placeholder” until a permanent park design and build-out happens in the future. Interim strategies can put acquired land to interesting, productive, nurturing, and beautiful use before it becomes an official park.

ESTIMATED COSTS

It is difficult to estimate project budgets for many of the park development concepts in this Regional Park plan because they are long-term goals, the designs are conceptual, and the projects are sited on land yet to be acquired. One example is the Upper Harbor Terminal park area at the City-owned Upper Harbor Terminal. The Northside Wetlands Park concept, shown in the RiverFirst vision document, has an estimated budget of $53 million. This budget is highly speculative, and includes significant contingencies but does not include land-acquisition costs.
SCHEMATIC DESIGN BUDGET ESTIMATES

In 2012, MPRB invested in schematic design of several projects within the RiverFirst vision. This process tested the projects’ technical feasibility, identified implementation steps and estimated project budgets. Using the 2012 estimates as a guide, MPRB allocated funding and worked to secure funds from outside sources to implement some early projects.

MPRB, or partner agencies, have completed initial project work as noted in Table 12.1 below.

Table 12.1 Completed ATF Projects

<table>
<thead>
<tr>
<th>Project</th>
<th>Budget</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheridan Memorial Park Phase 1</td>
<td>$1,400,000</td>
<td>Completed in 2015</td>
</tr>
<tr>
<td>Soil remediation, shoreline restoration, trails, Veterans Memorial, visitor amenities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plymouth Bridge</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>Limited to protected bikeways</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hall’s Island</td>
<td>$5,400,000</td>
<td>Completed in 2018</td>
</tr>
<tr>
<td>Island construction and restoration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>East Bank Trail</td>
<td>$1,300,000</td>
<td>Completed in 2016</td>
</tr>
<tr>
<td>Trail segment from Plymouth Avenue to Sheridan Memorial Park</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

MPRB has updated budgets for several projects that are underway or planned for the near future as noted in Table 12.2.

Table 12.2 Planned or In-process ATF Projects

<table>
<thead>
<tr>
<th>Project</th>
<th>Budget</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheridan Memorial Park Phase 2</td>
<td>$1,600,000</td>
<td>Construction started in 2018, completion planned for 2019.</td>
</tr>
<tr>
<td>Shelter, playground, multi-purpose field, pathways, landscape and visitor amenities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>26th Avenue North Overlook</td>
<td>$1,000,000</td>
<td>Estimated construction start in 2019, completion planned for 2020.</td>
</tr>
<tr>
<td>Overlook and plaza construction, shoreline restoration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Upper Harbor Terminal</td>
<td>$12,000,000</td>
<td>Planning for concept design and phase 1 improvements planned for 2019, construction planned to begin in 2020 or 2021.</td>
</tr>
<tr>
<td>First phase of improvements, details are to be determined but likely include a connection to the river along Dowling Avenue, shoreline restoration and river edge treatments, initial visitor amenities, and circulation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Graco Park</td>
<td>$4,000,000</td>
<td>Schematic and final design will occur in 2019, construction will be completed in 2022 according to the donation agreement.</td>
</tr>
<tr>
<td>First phase of improvements: details are to be determined but include bridges to Hall’s Island, connections to Boom Island Park, and park amenities.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plymouth Bridge</td>
<td>$1,300,000</td>
<td>Timeline uncertain</td>
</tr>
<tr>
<td>Project development by the City of Minneapolis</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The projected budgets will cover project costs including administration, design and engineering, surveying and testing, construction, and contingencies. Property acquisition and site remediation costs are not included. All budgets are approximate, and may change as internal allocations may be adjusted, and staff seek additional funding.
FUNDING SOURCES

MPRB’s development of Above the Falls Regional Park will rely on extensive partnerships. For example, at the Scherer Bros. site, the land purchase was by funded by Metropolitan Council regional sources as well as MPRB capital. Site demolition and clean-up was funded by Hennepin County Emergency Response Funds, US American Recovery and Reinvestment Act funds and MPRB capital. Hennepin County has been a strong partner in funding soils remediation at Gluek Park, Edgewater Park, BF Nelson Park, and many other sites in the MPRB system. MPRB has received several grants to assist with park development. In 2012, MPRB received a Federal grant of $1 million towards the development of the East Bank Trail. In 2014, the Land and Water Conservation awarded a $500,000 grant for additional park amenities at Sheridan Memorial Park.

The Mississippi Watershed Management Organization has been a substantial partner, supporting Hall’s Island, Sheridan Memorial Park, and others with significant grant funds. MWMO supports MPRB with vegetation restoration, stormwater management, innovative water treatment systems, technical help, communications, and more throughout the watershed.

The Minneapolis Parks Foundation (MPF) is a significant funding partner for MPRB. In 2015, MPF and MPRB signed the first fund raising agreement for RiverFirst for two projects. Water Works, a downtown project in former industrial area addresses high existing community needs in the heavily used Mill District. Through this first agreement, MPF is also funding the first stage of improvements to build the 26th Avenue North Overlook (sometimes referred to as the Great Northern Greenway Riverlink). In addition to significant help with capital projects, MPF raises awareness of the combined efforts along the river and elevates community engagement and programming for park projects.

These partners continue to contribute funding to land acquisition, remediation, and park development within ATF Regional Park:

- Metropolitan Council
- Mississippi Watershed Management Organization (MWMO)
- Hennepin County
- City of Minneapolis
- US Department of Transportation grant programs
- Minneapolis Parks Foundation
- Federal and State Agencies that assist with land and water conservation and park development