

Metropolitan Parks and Open Space Commission

Meeting date: September 12, 2017

For the Community Development Committee meeting of September 18, 2017

For the Metropolitan Council of September 27, 2017

Subject: State Fiscal Year 2019-2020 Regional Parks Capital Improvement Program Project Recommendations

District(s), Member(s): All

Policy/Legal Reference: Minnesota Statutes §473.325 and §473.315

Staff Prepared/Presented: Deb Streets Jensen, Senior Parks Finance Planner, 651-602-1554

Division/Department: Community Development / Regional Parks and Natural Resources

Proposed Action

That the Metropolitan Council approve for submittal to Minnesota Management and Budget the list of capital projects in Attachment 1 for the state fiscal year 2019 Regional Parks System Capital Improvement Program; the projects total \$25 million, of which \$15 million would be state bonds matched by \$10 million in Council bonds.

Background

This business item presents the list of projects for the Regional Parks System Capital Improvement Program (CIP) to Minnesota Management and Budget (MMB), to be considered as part of the Governor's recommended budget in 2018.

Amount. Minnesota Statute §473.325 authorizes the Council to issue general obligation bonds for the acquisition and betterment of the Regional Parks System. No more than \$40 million in bond debt can be outstanding at any point in time. Since 1994, the Council has issued approximately \$7 million per year in short-term bonds (5-10 years) for grants to the Regional Parks System, matching every \$3 in state bond proceeds with \$2 in Council bonds (for ease of reference, the state appropriation funds 60% of the total cost of the Capital Improvement Program; the Council funds 40%).

After consulting with staff in Government Affairs and Finance, Regional Parks staff recommends that the Council request \$15 million in state bonds as part of MMB's process for inclusion in the Governor's 2018 budget. At that funding level, the Council's match commitment would be \$10 million. If the eventual amount appropriated is lower than requested, the Council's portion would be reduced commensurately.

The ten Regional Park Implementing Agencies (Agencies) are not required to provide a local match for these projects. However, based on the budgets submitted by the Agencies, the proposed \$25 million in state and regional bonds will leverage another \$21.6 million in local, federal, and philanthropic funds.

Timing. A full list of the requested projects is due to MMB no later than October 20, 2017. The Governor will consider the recommendation and release his budget proposals on January 15, 2018. If appropriated, state bonds will be available for the 2019-2020 biennium, which begins on July 1, 2018.

Future reimbursement consideration. The *2040 Regional Parks Policy Plan* also allows Regional Parks Implementing Agencies to request the Council's permission to move forward with land acquisitions or development projects

before state or Council funds are available to assist them. After receiving the Council's formal agreement to consider reimbursing an Agency, the Agency proceeds with the work of the project and pays for it with local funds. Agencies may then request reimbursement from their own share of a future CIP. There are several of these projects in the current request.

Equity Toolkit. The CIP under consideration represents the first time that the Regional Parks System's Equity Toolkit has been utilized during the review process for the proposed projects. The primary purpose of implementing the Toolkit is to foster a system-wide discussion on the need for investments into the equitable use of the Regional Parks System and to explore effective ways of building equity components into capital projects. As a tool to foster this discussion, Finance Strategy 5 of the *2040 Regional Parks Policy Plan* requires the Metropolitan Parks and Open Space Commission and the Council to "discuss and evaluate the proposed projects based on the benefit a particular project may provide to all the region's residents, the needs and preferences of specific under-served populations, and the unintended consequences of the project."

Further, Finance Strategy 5 allows the Council to, "on occasion," shift the order of the prioritized CIP project list if doing so will increase equitable use of the System. This does not imply that the Council may recommend changing the *amount* of an Agency's allocation within the CIP; it only allows the Council to recommend a change to the priority of projects within an Agency's list. The Council did make priority changes in last year's Parks and Trails Legacy project list, but the legislature overrode those changes by giving the local elected boards the sole authority to define and prioritize projects for that specific appropriation.

Review. For the state biennium 2019/2020, if a project was specifically designed to have an impact on equity, Regional Parks staff asked the Agencies to identify the under-served population(s) that would benefit from the project, what those benefits would be, and how the project outcomes would be measured. If a project was not specifically designed to impact equity, Agencies indicated that on their project proposal, as well.

Staff have evaluated each of the proposals to ensure:

- the requested activities are grant-eligible for state and regional bonds;
- the project descriptions are sufficient to comprise enforceable scopes of work in grant agreements;
- the proposed scope of work is within a Council-approved master plan;
- the requested reimbursements for work already completed were properly authorized by the Council and have sufficient balances available; and
- Equity Toolkit responses, if applicable, are tied to the identified demographic segment and to the specific work of the project.

A summary of the projects is shown in Attachment 1. At the Metropolitan Parks and Open Space Commission (MPOSC) meeting on August 8, 2017, each Agency presented its suite of bonding proposals. MPOSC members asked clarifying questions of the Agencies during the presentation.

Rationale

The *2040 Regional Parks Policy Plan* states in Finance Strategy 8 that "the Council will actively seek funding from the state" to assist in funding the Regional Parks System. The Minnesota Legislature will consider requests for funding from state general obligation bond proceeds during the 2018 session.

The proposed projects will benefit regional parks, park reserves, and trails that are located in 29 communities: Andover, Anoka, Blaine, Brooklyn Center, Brooklyn Park, Cedar Lake Township, Centerville, Columbus, Coon Rapids, Denmark Township, Eden Prairie, Empire Township, Fridley, Ham Lake, Lake Elmo, Lake Elmo Township, Laketown Township, Lino Lakes, Medina, Minneapolis, Minnetrista, New Brighton, Nininger Township, Ramsey, Randolph, Randolph Township, Rosemount, Saint Anthony, Saint Paul, and Waconia. Three projects are located in regional parks or trails that are situated near areas of concentrated poverty.

Thrive Lens Analysis

Stewardship. Seven projects, totaling nearly \$4.6 million, focus on reconstructing, remodeling, or replacing facilities and equipment throughout the Regional Parks System. These projects will focus on extending the useful life of existing parks and trails throughout the system. Seven more projects, totaling \$4.2 million, are requesting reimbursement for completed work or acquisitions for which the Council had approved potential future reimbursement from the Agency’s share of a Capital Improvement Program.

Prosperity. Our regional parks and trails are essential infrastructure for attracting workers and employers to the metropolitan area by providing green space and access to nature-based activities. Because these are capital projects, they will generate work for the construction industry as well as in manufacturing, landscaping, and natural resource restoration.

Equity. According to proposals submitted by the Agencies, 12 of the 29 projects are designed to have a positive impact on equitable use of the Regional Parks System.

- *Ability* – Projects will address physical barriers and upgrade or replace existing surfaces, playground equipment, pathways, and trails to improve access to regional park resources.
- *Race, national origin and ethnicity* – Projects are including spaces for larger family gatherings and multi-lingual signage.

Livability. Fifteen of the projects, totaling over \$16.2 million, focus on improving the existing Regional Parks System. These improvements will add to the utility of the System and contribute commensurately to the livability of the region.

Sustainability. Eleven of the proposed projects include components that will restore natural resources, landscaping, or shorelines; and improve drainage and stormwater management. One project will contribute to the creation of a new island in the Mississippi River and build a regional park in an industrialized area.

Funding

The distribution of bonding dollars among the Agencies is set in the *2040 Regional Parks Policy Plan* and is based on two factors:

- 70% - the proportional share of population within each Agency’s jurisdiction compared to the region’s total population.
- 30% - the proportional number of visits each Agency hosts from people who live outside the Agency’s jurisdiction (“non-local” visits).

The per-Agency shares of the proposed \$15 million State Bond request and corresponding \$10 million Council match are shown below.

Agency	Share
Anoka County	\$2,530,295
Bloomington	613,964
Carver County	705,270
Dakota County	2,550,050
Minneapolis Park & Recreation Board	5,174,544
Ramsey County	1,983,230
Saint Paul	3,390,331
Scott County	888,386
Three Rivers Park District	5,492,084
Washington County	1,671,845
Total	\$25,000,000

Known Support or Opposition

There is no known opposition. Agencies will be asked to supply resolutions of support for their projects after their individual elected boards have finalized their capital improvement plans later in 2017.

ATTACHMENT 1: Proposed FY2019/2020 Regional Parks Capital Improvement Program Projects

Agency	Title	Priority	Equity Toolkit	Project description	Request
Anoka County	Rice Creek Chain of Lakes PR - Wargo Entrance Road Reconstruction	1	N/A	This project will include design, engineering and reconstruction of the Wargo Nature Center entrance road with a bike lane. Work to also include drainage improvements, natural resource and landscape restoration, lighting, utilities, signs with a minimum expected useful life of 10 years, site furnishings, permits, and fees.	\$ 870,000
Anoka County	Coon Rapids Dam RP – Visitor Center Window and Roof Improvements	2	N/A	This project will include design, engineering and construction of window replacements and roof improvements. Work will also include landscape restoration, permits, and fees.	\$ 320,295
Anoka County	Central Anoka County RT - Overpass Construction Reimbursement	3	N/A	This project is to reimburse the County for costs related to the construction of a pedestrian bridge over I-35W in Lino Lakes.	\$ 250,000
Anoka County	Rice Creek West RT Restroom Remodel	4	Ability	Work on this project will include design, engineering, and construction to remodel the restroom building at Manomin Park, including landscape restoration, utilities, plumbing, lighting, signage with a minimum 10-year expected useful life, permits, and fees.	\$ 260,000
Anoka County	Central Anoka County RT - Tunnel Construction Reimbursement	5	N/A	This project is to reimburse the County for costs related to the construction of a pedestrian tunnel for the regional trail.	\$ 165,000
Anoka County	Coon Creek RT - Trail Construction Reimbursement	6	N/A	This project is to reimburse the County for costs related to the construction of approximately 2100 linear feet of regional trail from Al Flynn Park, along Coon Rapids Boulevard and Egret Boulevard, to the existing Coon Creek Regional Trail.	\$ 175,000
Anoka County	Mississippi River RT - Trail Construction Reimbursement	7	N/A	This project is to reimburse the County for costs related to the construction of approximately 1.5 miles of regional trail connecting Mississippi West Regional Park to Mississippi Community Park in the City of Anoka.	\$ 340,000
Anoka County	Rum River Central RP - Playground Replacement	8	Ability	This project will include removal of old playground and non-compliant ADA surfacing as well as design, engineering and purchase and installation of a new playground and surfacing material and curbing. Work will also include landscape restoration, permits, and fees.	\$ 150,000
Bloomington, City of	Hyland-Bush-Anderson Lakes PR - Trails Reconstruction	1	N/A	Construct and reconstruct bituminous trails, ROW easements/acquisitions, retaining walls, soil corrections, associated storm water management improvements, landscaping, concrete sidewalk connections and turf restoration, surveys/permits, signage, plus design/engineering/legal fees and contingencies.	\$ 613,964

Agency	Title	Priority	Equity Toolkit	Project description	Request
Carver County	Lake Waconia RP - Land Acquisition Reimbursement	1	N/A	Land acquisition reimbursement	\$ 705,270
Dakota County	Whitetail Woods RP - Master Plan Improvements	1	All categories	Design, engineer, and construct dike improvements, lake trail, warming hut, shade structure, and camper cabin campus improvements (pending evaluation of feasibility). Evaluate and conduct other trail improvements. Conduct natural resource improvements.	\$ 1,920,435
Dakota County	Lake Byllesby RP - Master Plan Improvements	2	Age, National Origin, Ability	Design, engineer, and construct picnic areas, lakeside deck/pier; beach improvements, camping improvements (pending evaluation of feasibility), non-motorized water access below dam, trails, trailheads, and directional and wayfinding signage.	\$ 629,615
Minneapolis Park and Recreation Board	Above the Falls RP – Create Hall's Island and the Park on the Scherer Site	1	Ethnicity, Race, Income, Ability	Design, engineer, and implement improvements associated with the restoration of Hall's Island and the creation of a park on the Scherer site. These improvements will include trails, pathways, canoe/kayak launching and other river access, shoreline restoration, stormwater management, buildings, earthwork, informational signage, and visitor comfort facilities.	\$ 1,698,882
Minneapolis Park and Recreation Board	Central Mississippi Riverfront RP - Water Works	2	Ethnicity, Race	Design, engineer, and implement improvements at Water Works Park in the Central Mississippi Riverfront Regional Park. These improvements will include trails, pathways, canoe/kayak launching and other river access, shoreline restoration, stormwater management, buildings, earthwork, informational signage, and visitor comfort facilities. This funding is the "tail" of several years' of Regional Parks bonding and Parks and Trails funds dedicated to this project.	\$ 2,284,662
Minneapolis Park and Recreation Board	Mississippi Gorge RP - Master Plan Implementation and Facility Improvement	3	Race, National Origin, Ethnicity, Ability	Design, engineer, and implement improvements called for in the 1982 plan for the Bohemian Flats area, and also improve various facilities throughout the park including trails, stairways, walls, and interpretive and wayfinding signs. These improvements will include trails, pathways, fishing and other river access, shoreline restoration, parking, informational signage, and visitor comfort facilities.	\$ 1,191,000
Ramsey County	Long Lake RP – Phased Site and Infrastructure Improvements	1	All demographics	Design/engineering and construction of a joint park development project for the Prairie Picnic Area and restroom facility with the City of New Brighton including reimbursement for Phase 1 improvements to the City of New Brighton for completing associated site/ parking/utility improvements including design, engineering, and construction activities. Design and construction of the Prairie Picnic Area and Restroom facility including design/engineering, and construction of a playground development, pedestrian trail connections, landscape restoration/ enhancements, habitat restoration, vehicular/pedestrian wayfinding signage, and site amenities.	\$ 1,983,230

Agency	Title	Priority	Equity Toolkit	Project description	Request
Saint Paul, City of	Phalen Keller RP - Transportation Study Implementation, Phase I	1 (2019)	N/A	Design and construct improvements for all modes of transportation at Phalen Regional Park. Work may include reconstructing and realigning parking lots, trails, and roads; stormwater improvements; lighting; and landscaping.	\$ 1,590,331
Saint Paul, City of	Como RP Zoo and Conservatory - Transportation Improvements	2 (2019) 1 (2020)	N/A	Design and construct parking lot improvements, road and intersection improvements, and associated connections. Work may include reconstructing parking lots, trails, and roads; stormwater improvements; lighting; and landscaping.	\$ 1,100,000
Saint Paul, City of	Harriet Island to South Saint Paul RT – Robert Piram Regional Trail Connection Bridge	3 (2019) 2 (2020)	N/A	Initial predesign and design work on a pedestrian/bike bridge along the Robert Piram Regional Trail in Saint Paul. Staff note: Limiting this project to predesign and design keeps it within the existing Council-approved master plan for FY2019.	\$ 700,000
Scott County	Doyle-Kennefick RP - Reimbursement	1	N/A	Partial reimbursement for Scott funding to acquire land for Doyle-Kennefick Regional Park. This reimbursement would be applied toward the remaining balance of local contribution for this acquisition.	\$ 355,354
Scott County	Spring Lake RP - Lakefront Picnic, Fishing, and Trail Development	2	Ethnicity, Income, Ability	Develop a 9-acre area of lakefront within the park, including design, engineering and construction of picnicking, fishing, trails, vault latrine restroom, parking and entrance road.	\$ 533,032
Three Rivers Park District	Silverwood SRF – Acquisition Reimbursement	1	N/A	Partial reimbursement for Silverwood. Note that business item 2008-243 re-set the authorized amount.	\$ 2,196,834
Three Rivers Park District	Lake Minnetonka RP – Pavement Rehabilitation of Park Trails	2	N/A	Design, reconstruction and reconstruction management of 2.3 miles of paved trails within Lake Minnetonka Regional Park.	\$ 1,612,900
Three Rivers Park District	Baker PR – Design & Reconstruction of Creative Play Area	3	Age, Ability	This project will design, construct and provide construction management services to replace the existing creative play area in the primary recreation area of Baker Park Reserve. The project will serve day users of the picnic area, day users, of the Lake Independence beach use area, day users of the picnic reservation site area, and campground visitors at the nearby campground.	\$ 750,000
Three Rivers Park District	Shingle Creek RT – Bituminous Work	4	N/A	Replace 1.9 miles of concrete trail with bituminous trail and add bituminous overlay of 4.3 miles of Shingle Creek Regional Trail within the cities of Brooklyn Park and Brooklyn Center.	\$ 932,350
Washington County	Lake Elmo PR – Eagle Point Trail and Access Improvements	1 (2019)	N/A	Funds will be used for design and construction of a connection and access to the Eagle Point Trail along Inwood Avenue. The project will include repairs to the existing Eagle Point Trail. Funds will also be used for upgrades to the parking surfaces and design, and trailhead kiosk.	\$ 668,738

Agency	Title	Priority	Equity Toolkit	Project description	Request
Washington County	St Croix Bluffs RP – Maintenance Building Improvements	2 (2019)	N/A	Funds will be used for design and construction of improvements needed for the maintenance building based on existing structure's structural, operational, and capacity deficiencies. Improvements will include repurposing existing and adding additional space for staff facilities (i.e. offices, restrooms/lockers) and equipment storage.	\$ 167,185
Washington County	Lake Elmo PR Swim Pond Recreational Improvements	1 (2020)	Ethnicity, Race, National Origin	Funds will be used for design and construction to make upgrades to the restroom, maintenance, and concession facilities located in the swim pond recreation area. Funds will also be used to make access improvements to the swim pond recreational area and design and construct additional picnic shelters.	\$ 585,146
Washington County	Lake Elmo PR – Playground Area Improvements	2 (2020)	Ability	Funds will be used for design and construction to make improvements to the playground structures and adjacent areas within the park. These improvements will include site grading, refurbishing, replacing, or adding equipment, improved lighting, and playground structure access.	\$ 250,777
Total					\$25,000,000