



# Greening the Green Line:

Public and private strategies to integrate parks  
& open space in Green Line development

# Table of Contents

<b>Section 1: Executive Summary</b>	2
<b>Section 2: Parks &amp; POPS Guidance</b>	7
<b>Section 3: Achieving the Vision</b>	20

## Green Line Parks & Commons participants

**The City of Minneapolis, City of Saint Paul,  
and The Trust for Public Land**

### Planning Group

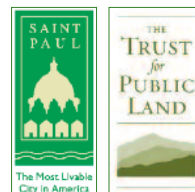
Jenna Fletcher – The Trust for Public Land, Program Director  
David Frank – City of Minneapolis, CPED - TOD Manager  
Nancy Homans – City of Saint Paul, Mayor's office  
Mike Hahm – City of Saint Paul, Parks Director  
Dan Kalmon – Mississippi Watershed Management Organization  
Susan Schmidt – The Trust for Public Land, State Director  
Ellen Stewart – City of Saint Paul, Landscape Architect

### Development

Colleen Carey – The Cornerstone Group  
Gina Ciganik – Aeon  
Chris Dettling – Project for Pride in Living  
Jeff Hensley – Wall Companies (Developers Workshop)  
Andrew Michealson – CommonBond Communities  
Beth Pfeifer – The Cornerstone Group  
Peter Remes – First & First LLC  
Jim Roth – Metropolitan Consortium of Community Developers  
Carl Runck – Alatus Partners (Developers Workshop)  
Brendt Rusten – Dominion (Developers Workshop)  
David Spellman – Hines (Developers Workshop)



Supported by the  
Central Corridor Funders Collaborative



### Community

Sam Carlson – Saint Paul Riverfront Corporation  
Shirley Erstad – Friends of the Parks and Trails of Saint Paul  
and Ramsey County  
Dick Gilyard – Prospect Park 2020  
Brian Golberg – Prospect Park 2020  
Tim Griffin – St Paul Riverfront Corporation  
Soozin Hirschmugl – Artist Organizer  
Cathy Quinlivan – Midway YMCA  
Carol Swenson – District Councils Collaborative  
Va-Megn Thoj – Asian Economic Development Association  
Jun-Li Wang – Springboard for the Arts

### Finance

John Bennett – Saint Paul Parks Conservancy  
Elizabeth Boyer – Central Corridor Funders Collaborative  
Gretchen Nichols – Twin Cities LISC  
Jonathan Sage-Martinson – Central Corridor Funders Collaborative

### Government

Bill Dermody – Saint Paul PED  
Mark Doneaux – Capital Region Watershed District  
Donna Drummond – Saint Paul PED  
Samantha Henningson – Saint Paul City Council Legislative Aide  
Colleen O'Dell – Minneapolis Parks and Recreation Board  
Wes Saunders-Pearce – City of Saint Paul Environmental Services  
Russ Stark – Saint Paul City Councilmember  
Jan Youngquist – Metropolitan Council

### Consultants

HR&A Advisors Inc., Sherwood Design Engineers and Civitas  
– technical consultant team  
Barbara Raye – Center for Policy Planning and Performance  
Jill Mazullo – Mazullo Ink

### Supporting materials for Green Line Parks & Commons initiative are at:

<http://www.funderscollaborative.org/partners/parks-commons>  
<http://www.tpl.org/our-work/parks-for-people/green-line-parks-and-commons>

### For more information, contact Jenna Fletcher, The Trust for Public Land:

651-999-5306, [jenna.fletcher@tpl.org](mailto:jenna.fletcher@tpl.org)

Guidebook design: Mike Tincher, T DESIGN

Illustration: Bill Rebolz

# Section 1: EXECUTIVE SUMMARY

## THE OPPORTUNITY: Creating a Green Line parks and open space system

After the \$957 million public investment in the Green Line regional transit line, it would be a major disservice to stop short of completing the necessary infrastructure – high quality open space in the neighborhoods along the corridor. The centrally located Green Line provides an efficient linkage between the core cities of Saint Paul and Minneapolis, serving as a spine for the region's emerging transit system. The line connects diverse residential neighborhoods and knits together businesses of all sizes, from major anchor institutions to tiny nonprofits. Both cities anticipate the Green Line will be a prime opportunity for improvements that enhance livability, catalyze economic development which has already begun, and provide equitable access to opportunities for all residents. But all of these efforts will be undermined without a **significant investment in a corridor-wide green space system as the area redevelops.**

Parks play a vital role in economic development and community health. Access to green space is consistently ranked high by residents as a characteristic of good quality of life and correlates to healthy living. And parks have the remarkable ability of catalyzing redevelopment and increasing market values. Parks, even small ones, contribute to an area's sense of place, which leads to increased investment in the community by residents and businesses alike. For our region to reach its full economic potential, all of our residents need equitable access to opportunity—opportunity for mobility, economic improvement, and access to open spaces. The potential of the Green Line can be transformational only if green space is incorporated into the vision.

## THE CHALLENGE: Greening the Green Line

Minneapolis is hailed internationally for its integrated Chain of Lakes, and both Minneapolis and Saint Paul are lauded for their rediscovery and embrace of the Mississippi Riverfront. Yet open space is not distributed equitably throughout the Twin Cities region.



Core residential areas like the neighborhoods along the Green Line light rail corridor have far less parkland than the rest of the region. And parkland translates to economic development, and quality of life.

The neighborhoods and immediate areas along the Green Line are not as

park-rich as the core cities: 15% of both Minneapolis and Saint Paul is parkland, but the Green Line corridor area contains just 4.7% parkland. Redevelopment and infill is forecasted to result in about 17,000 additional households, as well as new workers and visitors. Without concurrent development of new parks and open space to match the increased density and new residents and workers, this large deficit of parkland will only grow even larger.

Now is the time to ensure that parks and open space are built into the corridor; if we wait, we will miss the opportunities to embed great spaces as part of the anticipated development.

## THE VISION: A “charm bracelet” of parks and open space in the Green Line corridor

The Green Line Parks & Commons workgroup, composed of a wide range of stakeholders, utilized a collaborative process to develop this vision:

**The vision is for a connected and complementary system of parks and other privately owned but publicly accessible open spaces that ensures higher quality development and weaves neighborhoods together between stations to equitably enhance livability in the Green Line corridor.**

The idea of a connected system can be envisioned as a **“Charm Bracelet.”** Imagine a string of green charms – representing unique open spaces, both public and private – dangling from the chain, the chain being the light rail line itself. (see illustration on next page) Strung together, these open spaces connect people to their neighborhoods and to each other. The idea of a green charm bracelet builds upon Saint Paul's Central Corridor Development Strategy (2007) vision for a “central string of parks” that would include 12 new public spaces at or near transit-oriented development (TOD) areas. However, this geographic scope here has been broadened to include the presence of parks and POPS up to a half-mile into the neighborhoods – a deeper reach than the quarter-mile radius of the TOD station areas.



# Section 1: EXECUTIVE SUMMARY

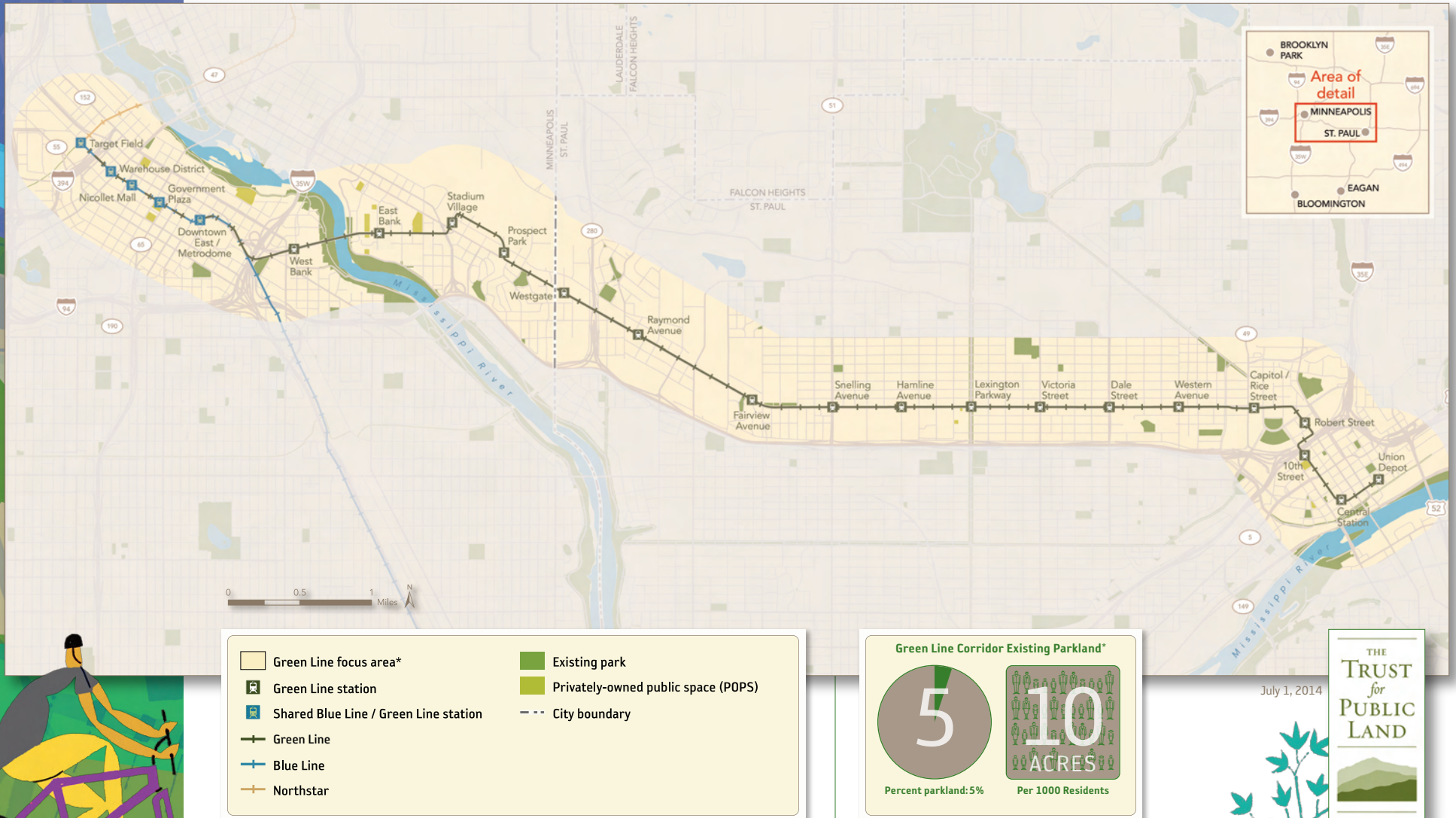


**FIGURE 1:** The idea of a connected system can be envisioned as a “Charm Bracelet.” Imagine a string of green charms – representing unique open spaces, both public and private – dangling from the chain, the chain being the light rail line itself.



# Section 1: EXECUTIVE SUMMARY

## GREEN LINE PARKS AND COMMONS: Existing Parks and POPS



**FIGURE 2:** Existing parks and privately owned public spaces (POPS) in the Green Line corridor. Note that parkland around the Mississippi River represents a significant percent in the corridor, with portions of the Green Line in Saint Paul having far less park land.

\* Focus area comprises up to a 1/2 mile buffer around the Green Line



# Section 1: EXECUTIVE SUMMARY

## The Green Line Parks & Commons vision includes these components:

- **The Green Line needs a connected system of parks and open spaces that are both publicly and privately owned.** Treating parks as a “system” is not new; both Minneapolis Park and Recreation Board and Saint Paul’s Park & Recreation Department manage their parks as a cohesive system and address connectivity between public parks and neighborhoods. What is new is broadening the park system to include privately owned public spaces (POPS). Redevelopment in the Green Line corridor will be significantly enhanced through a mix of new public parks and open space that is private owned but publicly accessible. The private sector’s role is important in today’s situation of constrained municipal resources.
- **Parks and open spaces will serve as a catalyst for development.** Parks, trails and natural areas can be sited where development can benefit from their proximity.
- The Green Line system should include a **variety of parks and open spaces specifically designed for their sites** that complement and serve the neighborhoods. This varied approach will better meet the multiple goals for parks and open spaces in the corridor: amenities for residents and workers, access and connectivity to the Green Line, TOD real estate value enhancement, park access for underserved groups, and potential branding for the neighborhoods and the corridor.
- The parks and open spaces should **contribute to a sense of place that enhances the emerging identities of the station areas.** Given the diversity of land uses, businesses, and cultural nodes, a variety of parks and open spaces are needed to serve present and future residents as well as new riders and workers. These parks and open spaces should be strategically located to best meet the needs of the community.

## CALL TO ACTION:

### Public and private sectors each have a role in greening the Green Line

Realizing the charm bracelet vision will take a decade or more. Currently, residents, employees, and transit riders in the Green Line corridor do not experience an equitable number of parks as other parts of our metropolitan area, and the parks and commons that do exist are not well-connected or part of an integrated park and open space system. By planning in advance and leveraging the inevitable infill and redevelopment to include parks and commons, a well-connected system can be created to enhance livability. Given the scale of anticipated change in this corridor during the next 20 years, it is important for the vision for parks and commons to be big and bold.

It is important to develop open spaces in currently park-poor areas, at sufficient scale, and early enough to ensure they help spur development. Developers will need to think not only at their site scale, but also consider how the development can create a broader sense of place. City decision-makers and city staff will need to experiment with new approaches, work across departments, and strengthen partnerships with the communities to achieve this vision.

To realize the benefits of a connected system of parks and privately owned public spaces (POPS), the Green Line Parks & Commons initiative identifies the following key roles for both the public and the private sector:

- City and public agency leaders need to take a leadership role in pursuing a connected parks system for the Green Line Corridor.
- Developers must incorporate privately owned public spaces (POPS) into their new developments and at existing sites.
- Park advocates and public agencies should work with developers to utilize mechanisms, tools, and resources to assist in the development of public parks (such as parkland dedication, value capture approaches, and more).
- Together, public and private partners must supplement with non-public approaches for park stewardship (maintaining and programming parks and POPS, such as parks conservancies and business improvement districts).

# Section 1: EXECUTIVE SUMMARY

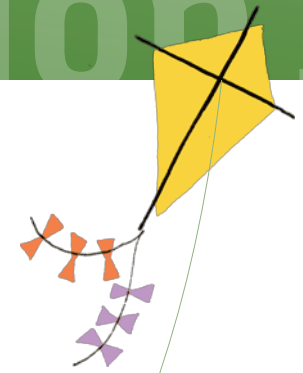
Both the public and the private sectors need to participate in these three objectives:

1. **INVEST in public parks**
  - a. Prioritize development of potential public parks
  - b. Clearly articulate park operations and maintenance levels to demonstrate for additional resources
  - c. Evaluate and implement additional park programming to increase park utilization
2. **SPUR development of high-quality privately-owned public spaces (POPS)**
  - a. Articulate the benefits of POPS to developers
  - b. Work with developers during project design reviews to explore opportunities for POPS
3. **INNOVATE through new approaches**
  - a. Integrate “stacked function” stormwater management approaches with public parks and POPS to maximize potential for land use
  - b. Promote short-term programs that demonstrate and inspire new models and approaches for open space development

This Guidebook outlines a vision of an integrated, connected open space network that serves the current and projected population, strengthens the economy, and spurs new development, and that these parks and open spaces are equitably integrated into the Green Line transit corridor.

**Section 2 (Parks & POPS Guidance)** provides information and guidance for implementation of parks and POPS in the six areas that comprise the Green Line corridor.

**Section 3 (Achieving the Vision)** lays out approaches for policy enhancement and expanded funding opportunities, organized by three main objectives above.





# Section 2: PARKS AND POPS GUIDANCE

## Open space is our brand

Access to our abundant lakes, rivers, and parks is prized in the Twin Cities. Early Minneapolis landscape architects and urban planners deliberately preserved open space to serve public recreation needs and enhance the area's beauty and its economic well-being. Examples of their foresight include the Grand Rounds connected parks system, made possible by public ownership of river frontage and lakeshore. The early decisions to provide access to open space continue to serve the cities well; Minneapolis' park system has been rated #1 by The Trust for Public Land's ParkScore®. Our nationally renowned open space system is a key aspect of livability, and will continue to draw new residents, and retain them.

Not only are parks celebrated for the access they provide to natural environments and recreational space—strategic and early implementation of parks accelerates economic development. Successful cities stimulate economic development by incorporating parks into their plans; both Denver and Portland are approaching economic development in this manner. In the Twin Cities, we have the opportunity to do the same by leveraging our burgeoning transit system to stimulate sustainable economic development that serves both the existing population and attracts more residents. But at the same time, additional access to parks must be increased in the park-poor areas of the transit corridor.

Urban parks are proven to provide powerful economic benefits. There are numerous examples of accessible, well-designed active open spaces that boost property values and deliver a sound return on investment. In fact, we believe that parks and POPS are as important to the success of the Green Line corridor as the transit itself is, because the landscapes of communities, cities, and workplaces will increasingly need to address multiple goals for transportation, community gatherings, urban agriculture, habitat, aesthetics, and respite from an increasingly digital world.

**In order to be a truly livable and sustainable community and in order to capitalize on the park “system” concept, we must create an interconnected network of parks, trails, and open spaces... Above all, parks and recreation will be the facilitator of active lifestyles, recreation programs, environmental education, public art, and community celebrations.**

Saint Paul Parks and Recreation Vision Plan

## Parks serve as a catalyst for development

Extensive research supports the notion that parks are a driver for new infill and redevelopment. Parks, trails and natural areas can be sited where development can benefit from their proximity. More and more cities are implementing urban parks as value generators; this perspective is especially important as metro areas face greater competition for new residents and businesses that may drive economic growth.

**Economic development and the creation of new jobs are key to Denver's growing success. Denver has determined through experience that the creation of parks must play a major role in that effort.**

Red Fields to Green Fields: Parks Redefine and Transform; Denver, Colorado

**There is a re-emerging rationale and driver for park development: parks, trails and natural areas can be sited where development would benefit from their proximity.**

Report: The Relationship Between Parks and Economic Development; Portland, Oregon



# Section 2: PARKS AND POPS GUIDANCE



Portland's Director Park covers a 700-space underground parking garage with a fountain, artworks, a cafe, and a distinctive glass canopy, that replaced a surface parking area. The half-acre park is part of what had originally been planned as a corridor of consecutive public parks stretching across downtown Portland. The park cost \$9.5 million, of which \$2.9 million was private donations.

Parks generate enhanced market value in transit corridors and spur redevelopment. This phenomenon has been leveraged in metropolitan areas around the country:

- The City of Houston developed Discovery Green, a 12-acre downtown park in 2008 prior to marketing new housing units. The \$125 million investment in Discovery Green resulted in more than \$1 billion in development projects being catalyzed.
- Atlanta's Historic Fourth Ward park is an 18-acre park with numerous amenities that cost \$25 million, an investment that has spurred \$400 million in adjacent private development.

- In advance of the construction of a new LRT line, Phoenix is building Civic Space Park in a strategic location. The park is just north of Phoenix's downtown civic and business center, adjacent to Arizona State University's new downtown campus, and very close to a subsidized senior housing project in a converted historic hotel.
- Portland's streetcar line was a catalyst for tremendous change along its route. Five years after opening, the City had seen more than \$2 billion in high-quality development, generating an estimated \$10 million in property taxes per year.
- Houston is planning bus rapid transit (BRT) in an arterial corridor, while concurrently improving a park that the BRT line runs through.

## Parks increase market values

Some city decision-makers believe that parks "take land off the tax rolls" under the assumption that new development provides more revenue to the community than developing parks and open spaces. This notion has been disproven: Extensive economic research in the Twin Cities and across the nation has proven that parks and trails have positive economic effects on adjacent and nearby property values, especially in housing markets. For commercial and office developments, proximity to parks increases lease rates and reduces vacancy time. Hundreds of studies indicate that proximity to open space can increase values of property from 5-20%.

### Proximity to open space can increase property values from 5 to 20%

THE PROXIMATE PRINCIPLE: The Impact of Parks, Open Space and Water Features  
on Residential Property Values and the Property Tax Base;

John L. Crompton



# Section 2: PARKS AND POPS GUIDANCE

## Defining our terms: Types of “parks” to consider

What do you think of when you hear the word “park”? Typically, this varies by each individual’s experience, but a commonly held image of a “park” is of green grass, trees, and a walking path, which is publicly owned and maintained. This image of “turf, trees, and trails” is too homogenous to be applied in a dense, urbanized transit corridor. Instead, a mix of types, sizes, uses, and designs of parks and other open spaces will encourage individuality that contributes to the sense of “place” in each area of the corridor. A heterogeneous approach to open space is consistent with the “green charm bracelet” vision. In fact, parks and POPS complement the emerging cultural areas such as Little Mekong, Creative Enterprise Zone, Little Africa, and others. This purposeful variety of parks and POPS will better address the needs of neighborhood residents (both current and new) as well as to serve new riders and workers. A variety of parks types and POPS are described below:

- **Signature Parks** are destination attractions, often in downtown areas, that increase tourism and generate higher retail, restaurant, and visitor revenue. Signature parks convey the character and brand of a city to visitors and residents alike, supporting long-term economic growth and civic pride.
- **Neighborhood Parks** are one block or less in size that provide basic facilities within a neighborhood.
- Greenways are linear parks or open spaces (ideally with a minimum width of 35 feet) that connect parks and open spaces to one another and accommodate walking and biking.
- **Green Infrastructure** refers to an emerging new model for stormwater management that uses landscape features and natural processes to more naturally manage stormwater and provide environmental benefits.
- **Plaza** is an exterior open space designed for community gathering that is primarily hardscaped and accessible to the public, fronting along a public street, public sidewalk, or public pathway.
- **Privately Owned Public Spaces (POPS)** are outdoor amenities intended for public use, while maintained by a landowner—usually a private owner, though it could also be owned by public entities other than parks departments. They can take the form of any of the above types of parks.

Due to the high potential for privately owned public spaces (POPS) to be a prime component of greening the Green Line, the following section explores the unique attributes of POPS as well as short- and long-term ways to embrace POPS in the Twin Cities.

**MoZaic Art Park in Uptown Minneapolis is an example of a high quality POPS, privately owned and maintained by The Ackerberg Group. The 1/2 acre POPS is nontraditional because it has no street edges, yet has significant public access from both Hennepin Avenue and the Midtown Greenway. In addition to art and benches, there is a vertical green wall that obscures the three levels of parking.** (see page 31 for a photo of MoZaic Art Park)

## An exploration of the potential for privately owned public spaces (POPS)

While POPS are basically public parks in private management, they serve particular functions and share common characteristics. POPS are sometimes developed in exchange for development incentives. They are intended to provide light, air, breathing room and open space to ease the predominately hard-scaped character of dense areas. POPS can take the form of urban plazas, terraces, atriums, covered pedestrian spaces, gardens, and small parks that contain functional and visual amenities such as seating and plantings for public enjoyment. POPS are flexible and fit well into many environments, including transit nodes and the urban core. To ensure high-quality POPS, many cities set standards with the broad goals that they be sufficiently large, inviting, and safe spaces that are publicly accessible.

The concept of privately owned public spaces (POPS) is not new, yet the idea has not taken root in the Twin Cities the way it has in other cities such as Cambridge MA, San Francisco CA, Charlotte NC, and New York City. In densifying urban areas, POPS are an important tool for ensuring availability of publicly accessible space as a complement to public parks, especially in situations when public parks may be difficult to implement. Note that many TOD developments include plazas, and the City of Minneapolis has standards for plazas, yet not all plazas meet the definition of a high-quality POPS.



# Section 2: PARKS AND POPS GUIDANCE

## Living rooms of open space

POPS should have qualities that attract and are beneficial for building residents and workers as well as visitors from the outside. POPS should be uniquely designed for the site. General guidance for these “living rooms of open space” is that they should be high quality, accessible, and feel safe.<sup>1</sup> Specifically, design of POPS in the Green Line corridor should meet the following:

- **Size:** Sufficiently large to be usable (15,000 square feet) and can provide recreational and ecological functions, such as cooling.
- **Public access:** Easily seen and read as open to the public, with multiple entrances or access points that accommodate pedestrian movement through the space, taking into consideration how space relates to other nearby open spaces
- **Signage:** Prominent and clear signs indicating the hours the POPS is open to the public, and who maintains the space.
- **Design:** Visually interesting with trees and greenery to provide comfort, shade, and textural variety, and vines or plantings to break up wall expanses where appropriate.
- **Amenities:** Comfortable seating for small groups and individuals.
- **Sense of safety:** Oriented toward the street, with good visual connections and sightlines into the POPS, and a well-lit setting.<sup>2</sup>
- **Greenery:** Sufficient plantings to create a natural feeling.
- **Provide both sun and shade:** Varied landscaping provides interesting design and opportunities to both enjoy and escape the sun.
  - **Art elements:** Where possible, engage artists in design of the space from the earliest planning stages to ensure full integration of the art in the design.
  - **Waste receptacles:** Provide receptacles and plan for ongoing disposal of trash.

## POPS add value to development projects

POPS provide benefits to the public, and also return value to the developer. A well designed POPS can serve to differentiate the project and assist with marketing. Direct economic benefit can accrue as well; a study shows that a well-designed POPS as part of a commercial development can generate a 12.3% rent premium annually.<sup>3</sup> POPS can increase foot traffic, which can benefit retail businesses and restaurants. POPS can even be designed to manage stormwater effectively onsite. And carefully developed POPS can help mitigate the urban heat island effect that accrues from higher population density, pollution, and built infrastructure, and can reduce a site's energy consumption and ongoing costs.

Saint Paul's Parks System Plan encourages POPS as part of new development in the Green Line corridor:

**“Additional plazas and open spaces should be a focus of redevelopment efforts, especially in areas with new concentrations of residential development. These should be privately owned and managed with public access provided via an easement.”**

St. Paul Parks System Plan

**“A well-designed POPS can be a valuable amenity for new development that enhances its sense of place and also provides value to the developer.”**

Colleen Carey, The Cornerstone Group



# Section 2: PARKS AND POPS GUIDANCE

## Ways to incorporate POPS in development projects

How to structure development financing to build POPS is a key question developers have about POPS. For this reason, the Green Line Parks & Commons initiative conducted market analysis and financial modeling for POPS by a team of consultants led by HR&A Advisors, a real estate and economic development consulting firm. The team looked closely at the real estate market demand in the Green Line corridor, existing land uses and zoning, and current city policies, and engaged members of the development community to refine their recommendations. In addition, they developed a POPS design concept and financial analysis for four prototype development sites. Based on their detailed analytical work, the HR&A Advisors team made six recommendations including short-term actions and longer-term policy approaches.<sup>4</sup>

### Short-term ways to develop POPS:

- Hands on: Engage developers and property owners to identify feasible, project-specific opportunities for POPS creation.
- Stack the benefits: Encourage stacking of stormwater and open space investments to offset developer's capital costs of POPS development and ensure higher-quality developments.
- Take down the fence: Initiate a campaign to convince local institutions to open access to their existing private open space to the public, or facilitate collaboration among two or more neighboring institutions to create a shared POPS.

### Longer-term policy recommendations to support POPS creation:

- Emulate what other cities have done: Where the real estate market supports it, collaborate with the developer community to advance a POPS program comparable to those in other cities such as Charlotte and San Francisco, and develop models that will reduce developer risk and liability and increase private willingness to develop POPS.
- Expand regional programs: Coordinate with the Metropolitan Council to expand or enhance existing public programs that can encourage POPS development.

- Pursue TIF for parks/POPS development: Pursue policy revisions that allow utilization of tax increment financing (TIF) as a means of supporting POPS development in subareas where there is a strong public return on investment. According to HR&A Advisors, this is the most effective means of solving the financing gap to add POPS.

### Public Parks and POPS Are Both Necessary

Creating new POPS as part of the redeveloping Green Line corridor could never meet the full need for parks and open spaces. POPS can add to the overall system, but new public parks must be developed as well. This map indicates where potential future public and private parks could be located.

While it is beneficial for open spaces to be embedded into most new development projects, there is a point where marginal utility of such spaces is outweighed by the lack of other needed forms of open space that are provided by larger public parks. Striking the balance of high quality public parks and POPS will be important, and ongoing.



# Section 2: PARKS AND POPS GUIDANCE

## GREEN LINE PARKS AND COMMONS: Existing, Planned, and Potential Parks and POPS

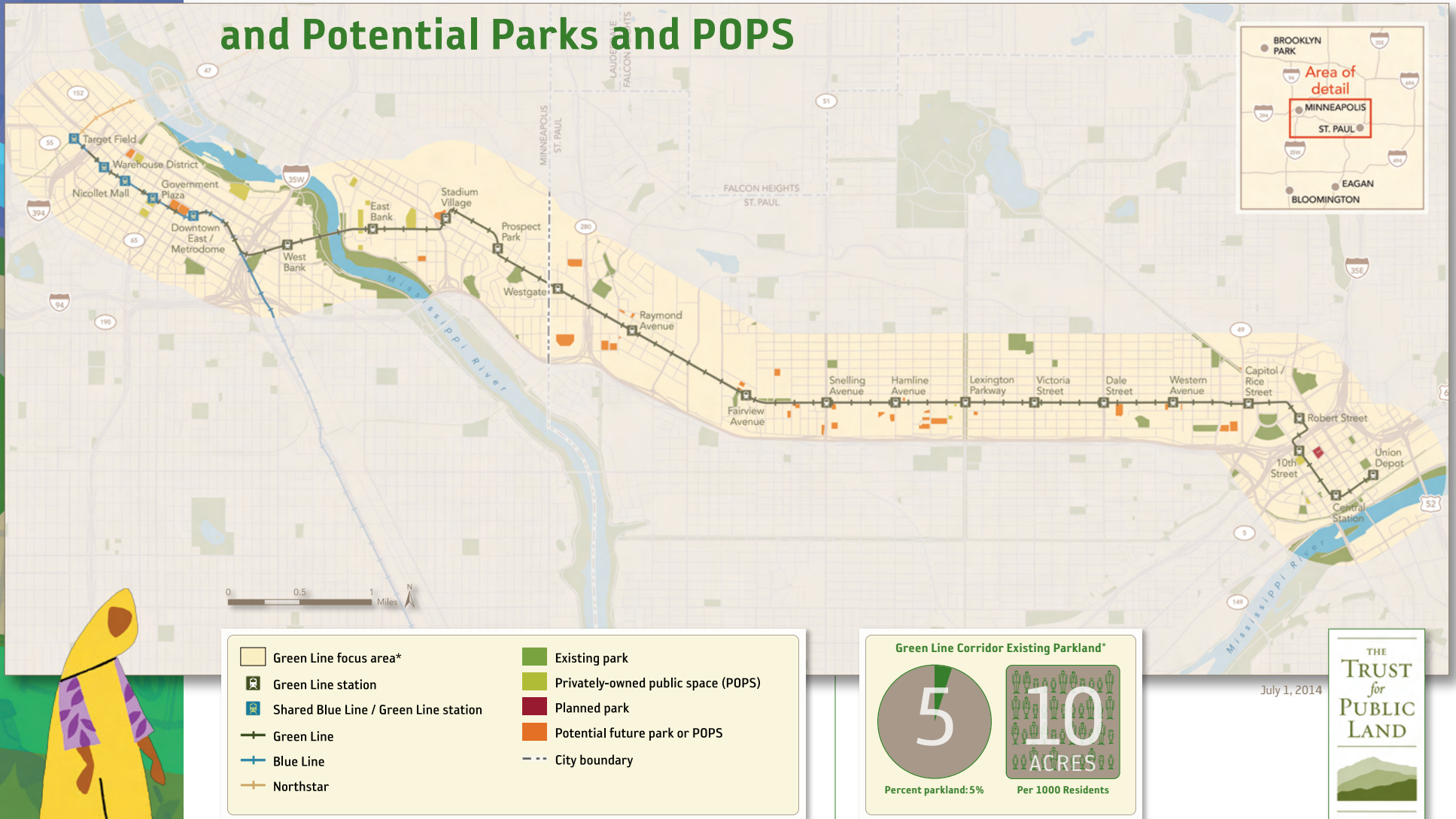


FIGURE 3: Existing, planned, and potential parks and POPS.

\* Focus area comprises up to a 1/2 mile buffer around the Green Line



# Section 2: PARKS AND POPS GUIDANCE

## Guidance for Parks & POPS Development, by Subarea

The following pages provide guidance for each of six areas of the Green Line corridor (Downtown Minneapolis, University and Environs, Midway West, Midway Central, Midway East, Downtown Saint Paul). These are the same areas used in the Twin Cities LISC's Big Picture–Affordable Housing Coordinated Plan<sup>5</sup> affordable housing analysis. The guidance is intended to assist developers and city staff about parks and POPS opportunities in the corridor.

There are multiple goals for parks and open spaces in the subareas, including the following:

- Access and connectivity to the Green Line
- TOD real estate value enhancement
- Providing equitable park access for underserved groups or communities
- Amenities for residents and workers
- Potential branding for the neighborhoods and the corridor

With these multiple goals for parks and POPS, their location and design are important. The number of envisioned spaces is less important than the quality, but they should be distributed among the six areas in such a way that there are one to two public parks and at least one high quality and highly visible POPS in each subarea. With this in mind, POPS will need to be strategically sited, and not just opportunistically located. Pre-planning is critical to ensure strategic investment that spurs development and produces park equity, both of which contribute to the desired outcome of greater livability.

Early success will occur by starting with the existing opportunities like Mekong Plaza, Project for Pride in Living's (PPL) Hamline Station, and the vision for a district approach in the Prospect North area.

To promote POPS along the corridor, Minneapolis and Saint Paul need to provide assistance to developments with POPS in the cool market areas (currently Midway West, Midway Central and Midway East), provide encouragement for POPS in warm market areas (currently University & Environs, and Downtown Saint Paul), and be insistent on the inclusion of POPS in hot market areas (currently Downtown Minneapolis).

## Development typologies used in the area maps and guidance

In each of the six areas of the Green Line corridor, we see three types of opportunities for developing new parks and POPS. These development types are referenced in the six area maps and guidance on the following pages.

- **Type A – New Public Park or POPS** created concurrently with (or in advance of) a major redevelopment or urban village development. Entails private capital investment where larger or multiple parcels are being developed, and the development includes new public infrastructure. Examples include the Snelling Commons/bus barn, Sears site redevelopment, and Curfew Commons.
- **Type B – New POPS** as part of smaller infill developments. Typically smaller level of private capital, carved out of small site. Examples include Hamline Station plaza and Old Home.
- **Type C – New Public Parks** planned in light of community need (delinked from development). Examples include Frogtown Park & Farm, Dickerman Park, and Three Ring Gardens.



# Section 2: PARKS AND POPS GUIDANCE

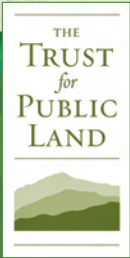
## Downtown Minneapolis Subarea



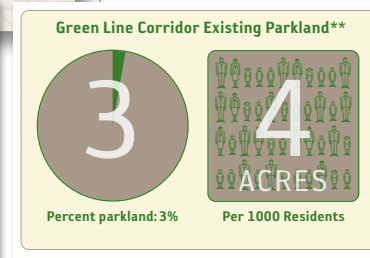
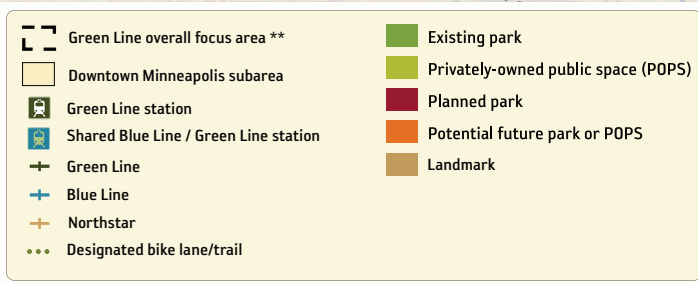
The **Downtown Minneapolis** area has five LRT stations that are shared with the Blue Line and is **significantly underserved by parks**. Currently 2.8% of the area is parkland, most of it concentrated in West River Park along the Mississippi. **The Central Business District (CBD) and the North Loop lack sufficient public parkland and only a few POPS exist.** With significant growth of residents and business, the need for parks will increase significantly. Fortunately, market strength in this area can be leveraged to encourage POPS, and there is wide recognition of the need for significant public park investment in this area.

### Guidance:

- The planned Stadium Park should be designed to meet park needs of residents, not just downtown workers and stadium visitors.
- Encourage new developments to include POPS, especially in the CBD.
- Work with developers to ensure that a linear Gateway public park is created to connect the central business district to the Mississippi River.
- Aggressively pursue a park in the North Loop.
- Work with the Minneapolis Downtown Improvement District to develop a parks conservancy function that can privately fundraise and provide parks and POPS maintenance.



July 1, 2014



\*\* Focus area comprises up to a 1/2 mile buffer around the Green Line





# Section 2: PARKS AND POPS GUIDANCE

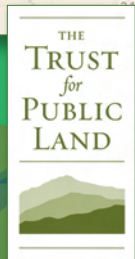
## University and Environs Subarea



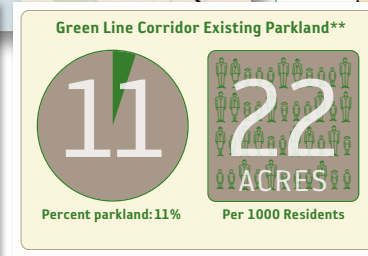
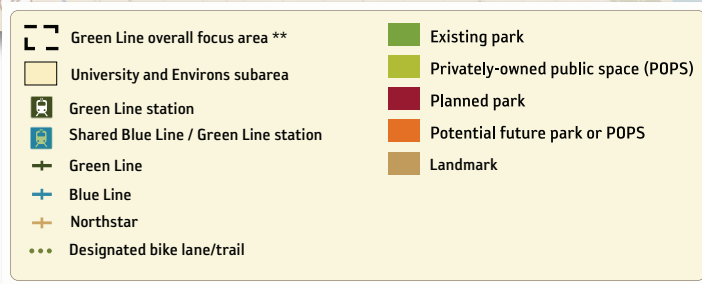
The **University and Environs** area includes the Stadium Village, East Bank, and West Bank LRT stations and is **well served by parks**. Currently 10.6% of the area is either parkland or POPS, providing 22.3 acres per 1,000 households. More parks and POPS may be needed for the estimated 1,600 new households to be developed in this area.

### Guidance:

- Work with the University of Minnesota to encourage this anchor institution to expand its open space/POPS system.
- Assess opportunities to “stack” POPS and green infrastructure.
- West River Park and East River Flats provide a large amount of open spaces, but much is currently “passive use.” Some portions could be improved to provide active park and recreation amenities.



July 1, 2014

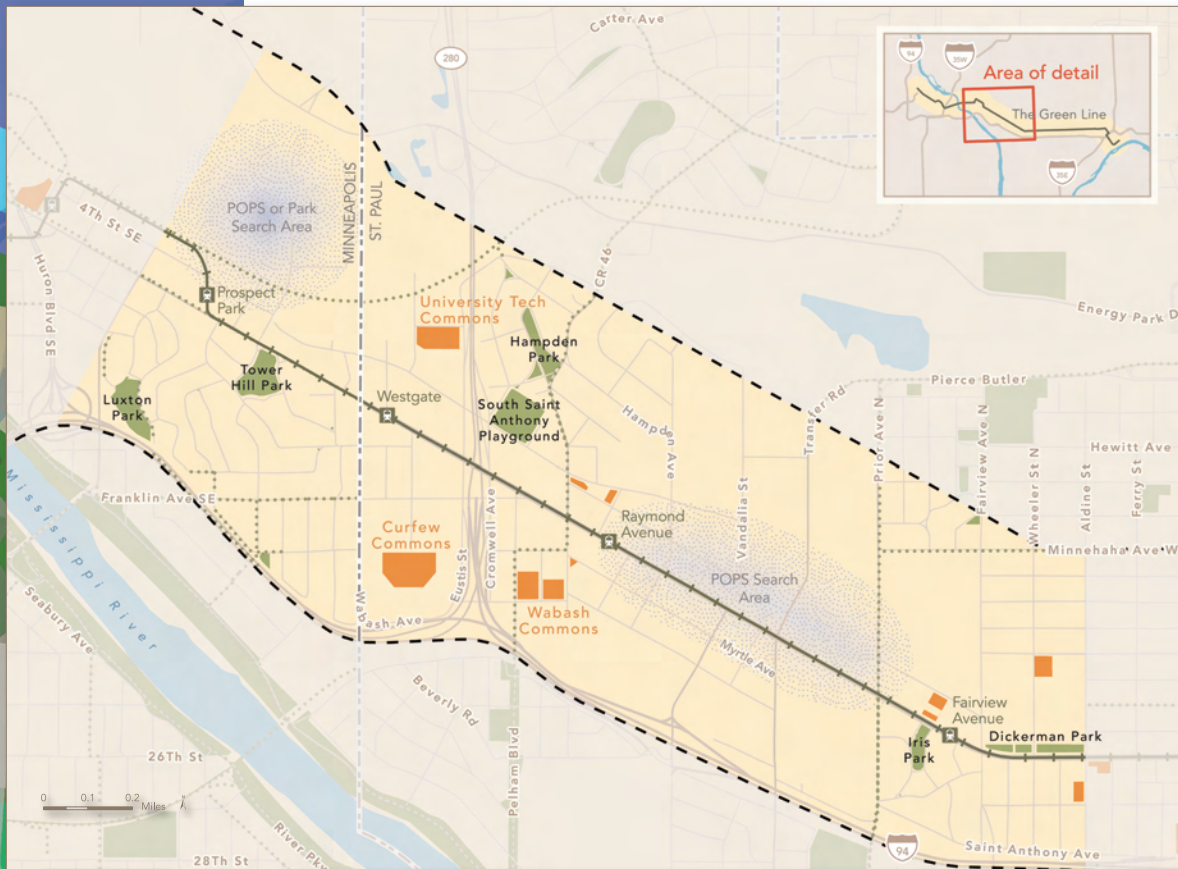


\*\* Focus area comprises up to a 1/2 mile buffer around the Green Line



# Section 2: PARKS AND POPS GUIDANCE

## Midway West Subarea

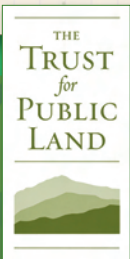


The **Midway West** area includes Fairview, Raymond, Westgate and Prospect Park LRT stations, and is **very underserved by parks**; currently only 1.7% of the area is parkland, and there are 6.8 parkland acres per 1,000 households (compared to 10.0 in the Green Line corridor). Significantly more parks and POPS are needed to serve the 4,400 new households projected to be developed. However, the development market strength is high, so Type A (new public park or POPS created concurrently or in advance of major redevelopment or urban village development) and Type C (opportunities to implement POPS) approaches should be pursued.

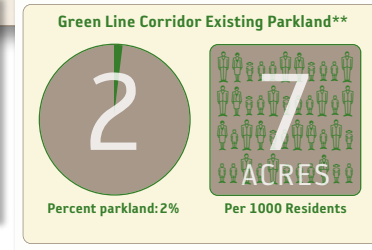
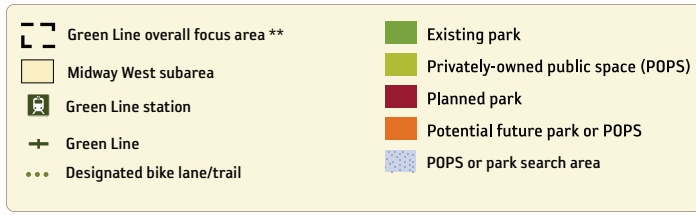
### Guidance:

- Accelerate plans to improve Dickerman Park to become a well-known and high profile public park at the Fairview Station.
- Ensure a new public park or POPS is implemented in Prospect North district. Leverage the momentum being created by the public-private partnership that is working on a “district” and restorative approach to development to explore a district park and open space solution.
- A potential future public park is desired as part of the anticipated development of Curfew Commons urban village.
- A POPS search area has been identified between the Fairview and Raymond stations, preferably on University Avenue, to fill the gap of open space.
- Encourage nonprofits and community groups to implement

short-term approaches that provide innovative approaches for future parks and POPS (see page 28).

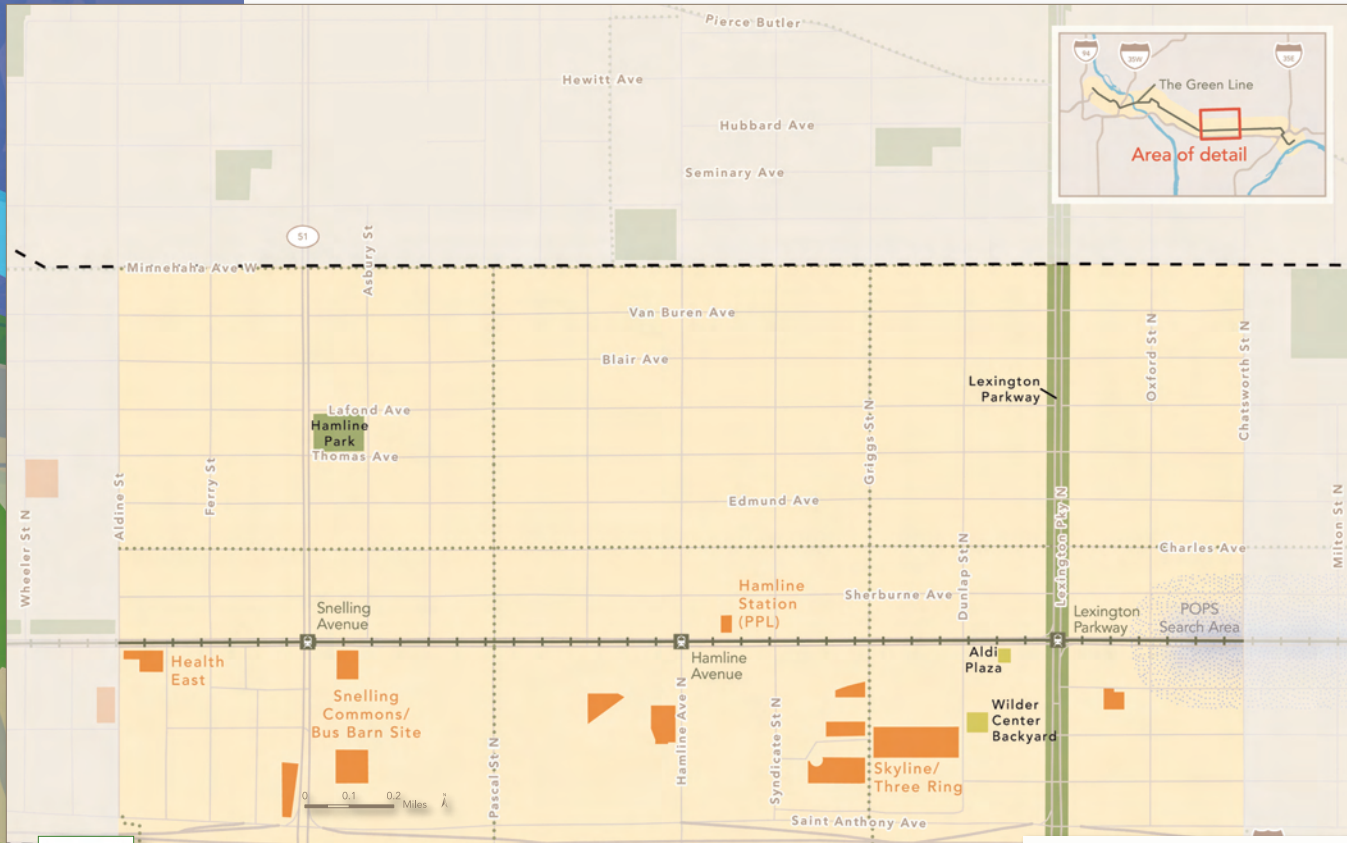


July 1, 2014



\*\* Focus area comprises up to a 1/2 mile buffer around the Green Line

## Midway Central Subarea



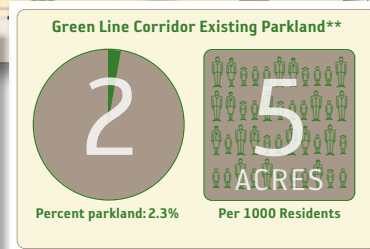
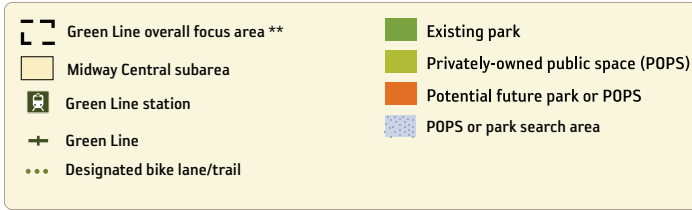
The **Midway Central** area includes the Lexington, Hamline, and Snelling LRT stations which is **significantly underserved by parks**; currently only 2.3% of the area is parkland, and there are 5.1 park acres per 1,000 households (compared to 10.0 in the Green Line corridor). Residents in this area are culturally and economically diverse, and for equity reasons, significant investment in new parks and POPS should occur here esp. considering the projected 2,000 new households. It is likely that the development market in this area will take some time to ripen, so this area will likely see both Type B (where possible, create a new public park to spur development) and Type C (opportunities to implement POPS) approaches.

### Guidance:

- Public park funds should be prioritized in this area because of its significant parkland deficit.
- Work closely at PPL's Hamline Station project to ensure a POPS that serves as a good model for other POPS.
- Participate in Bus Barn urban village planning to ensure incorporation of a park or POPS that is accessible from the Snelling station and serves a broad audience.
- Work with residents at Skyline Towers and students at Gordon Parks High School to explore a new park.
- Encourage HealthEast Midway to provide public access to the existing green space that fronts University Avenue at Aldine.
- Encourage anchor institutions (e.g. Hamline University) to develop POPS as they build new buildings or expand them.
- Encourage short-term approaches that provide models for future parks and POPS (see page 28).



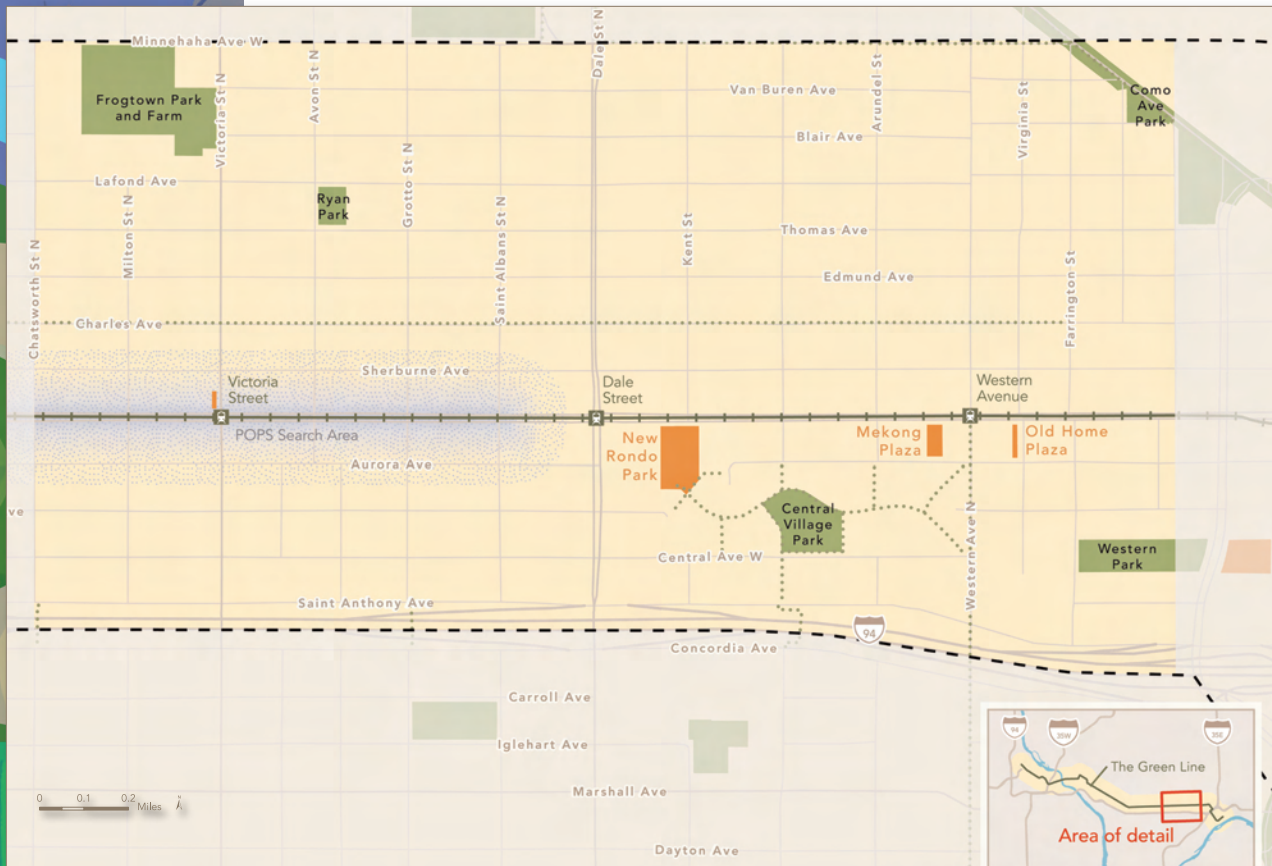
July 1, 2014





# Section 2: PARKS AND POPS GUIDANCE

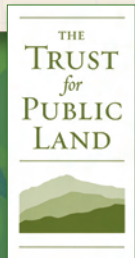
## Midway East Subarea



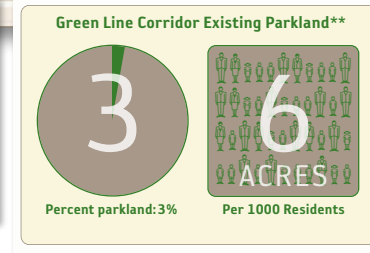
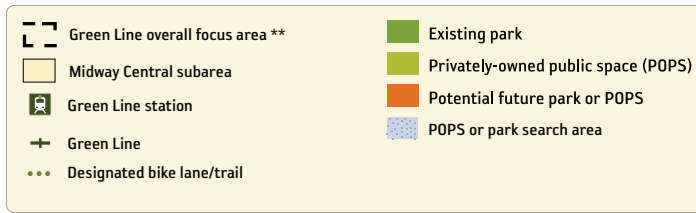
The **Midway East** area includes the Western Ave, Dale Street and Victoria LRT stations and is **significantly underserved by parks**; currently only 3.2% of the area is parkland, and there are 6.4 park acres per 1,000 households (compared to 10.0 in the Green Line corridor). More parks and POPS are needed considering that a projected 1,700 new households will be developed in this area. Because the development market in this area will take time to ripen, pursue Type B (where possible, create a new public park to spur development) and Type C (opportunities to implement POPS) approaches.

### Guidance:

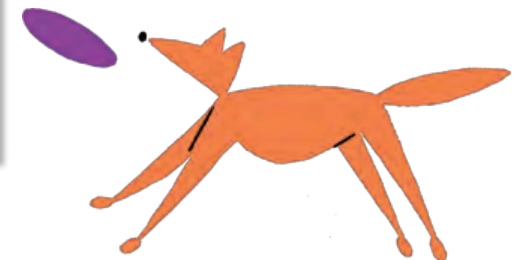
- Public park funds should be prioritized in this area because of its high parkland deficit.
- Encourage development of Mekong Plaza.
- Improve access from Green Line to Central Village Park, possibly through the planned Mekong Plaza POPS.
- Central Village Park and Western Sculpture Park can be improved through improvements and enhanced maintenance.
- Encourage nonprofits and community groups to implement short-term approaches that provide innovative approaches for future development (see page 28).
- Public funds will be prioritized in neighborhoods that have the highest parkland deficit.
- POPS are encouraged in the area between Dale and Chatsworth.



July 1, 2014



\*\* Focus area comprises up to a 1/2 mile buffer around the Green Line





# Section 2: PARKS AND POPS GUIDANCE

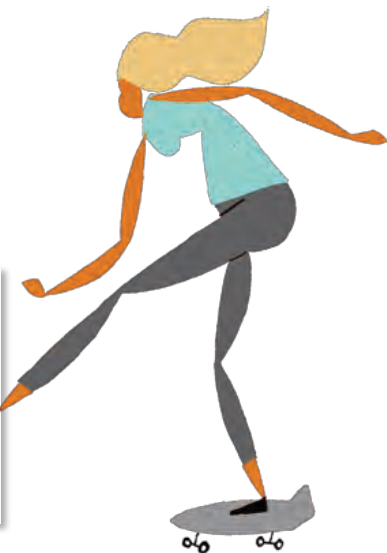
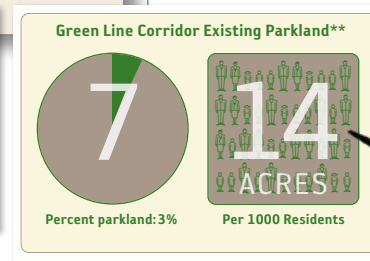
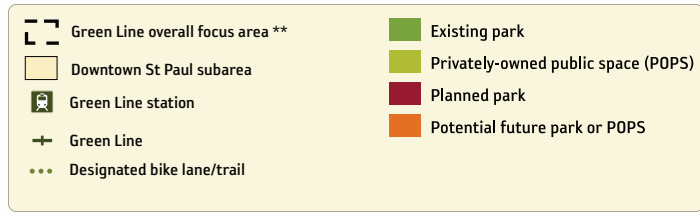
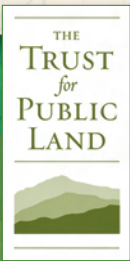
## Downtown Saint Paul Subarea



The **Downtown Saint Paul** area, including the Union Depot, 10th Street, Robert Street, and Capital/Rice LRT stations, currently has **very good public park coverage** (7.3% of the area is parkland) and several POPS. Currently there are 13.9 park acres per 1,000 households. However, more will be needed for future population growth, given the projected 5,000 – 6,000 new households in this area.

### Guidance:

- Explore a large public park or POPS as part of Sears urban village redevelopment.
- Encourage new developments to include POPS, especially in or near the core of downtown.
- Assess opportunity for stacked green infrastructure and POPS.
- Explore special assessments and business improvement districts as a financing mechanism.
- Improve access to existing parks and POPS.



\*\* Focus area comprises up to a 1/2 mile buffer around the Green Line

# Section 3: ACHIEVING THE VISION

With a Green Line parks and POPS vision (Section 1) and area guidance (Section 2), we now turn to changes needed to achieve this vision. The Green Line Parks & Commons initiative examined possible policies, funding resources and mechanisms, and other approaches that will facilitate implementation of the vision over the next 10-20 years. This section results from months of broad stakeholder collaborative work, encapsulated into three objectives. The Trust for Public Land has developed the recommendations under each of these objectives, with significant input from dozens of stakeholders.

## Measuring progress towards a shared goal

To best guide development in the coming years, it is important to define how much open space is needed. The Green Line Parks & Commons collaborative has defined metrics that are useful to track and evaluate progress over the next 10 years. Note that no other city has developed goals or metrics for the amount of parkland in transit corridors. No single metric describes the desired parks condition, so multiple metrics are utilized. In order to assess the level of parks and open space for **current** population levels as well as for **forecasted** populations, these metrics will be measured annually.

### Key metrics

**1. Percent of Parkland to Total City Land Area.** This percentage is widely used in cities across the US to provide an overview of how much land is dedicated to parkland and natural areas. This metric is useful for year-by-year comparison. The Twin Cities has a higher percentage of parkland than other cities. Currently 4.7% of the Green Line corridor focus area is parkland (compared to 15% for all of Minneapolis and Saint Paul). Note that the goal percentages are based on full development of planned and potential parks, as illustrated in the area maps, over the next 10 years. However, to truly achieve equitable park access, some areas will need even more investment – notably Downtown Minneapolis Midway West, Midway Central and Midway East.

	CURRENT PERCENT PARKLAND	GOAL: WITH ALL PLANNED/POTENTIAL PARKS & POPS
<b>Green Line Corridor</b>	<b>4.7%</b>	<b>5.4%</b>
Downtown Minneapolis Subarea	2.8%	3.4%
University and Environs Subarea	10.6%	11.0%
Midway West Subarea	1.7%	2.9%
Midway Central Subarea	2.3%	3.8%
Midway Easy Subarea	3.2%	3.6%
Downtown Saint Paul Subarea	7.3%	7.6%

**2. Parkland Acres per 1,000 Households.** This metric can assess both current and future levels of parkland. Currently, there are 10 park acres per 1000 households in the Green Line corridor focus area. With over 17,000 projected new households in the corridor, the level of parks would actually decline.

	CURRENT	PLANNED/POTENTIAL PARKS AND POPS no growth in households	PLANNED/POTENTIAL PARKS AND POPS projected growth in households
<b>Green Line Corridor</b>	<b>10.0</b>	<b>11.5</b>	<b>7.1</b>
Downtown Minneapolis Subarea	4.3	4.8	4.8
University and Environs Subarea	22.3	23.0	17.6
Midway West Subarea	6.8	9.9	3.7
Midway Central Subarea	5.1	10.2	6.4
Midway Easy Subarea	6.4	7.3	5.2
Downtown Saint Paul Subarea	13.9	14.9	6.7

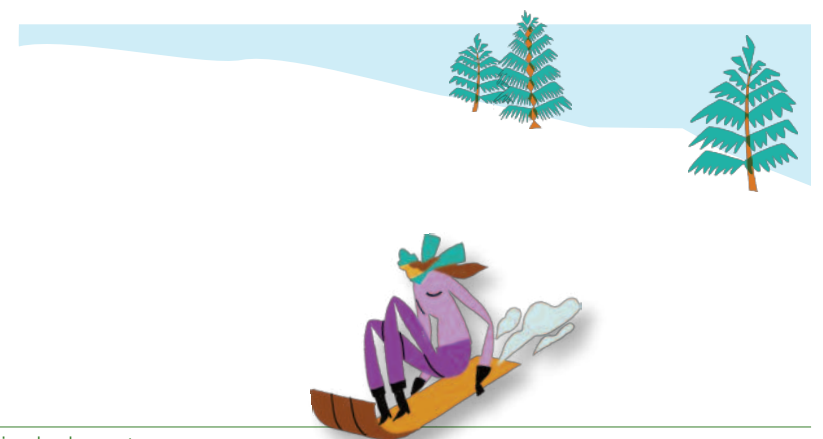
### Supporting metrics

To add nuance to the above two primary measures, additional measurements will be monitored in the Green Line corridor:

- a. Percent of residents within a 10-minute walk of a park
- b. Parkland acres per 1,000 residents

To understand the degree to which parks spur economic development, and whether POPS are an appealing addition to developers, we will empirically measure:

- c. The value of all new developments within 1/2 mile of public parks
- d. Number of new POPS developed



# Section 3: ACHIEVING THE VISION

## THREE OBJECTIVES

To achieve the vision for parks and commons in the Green Line corridor, both the public and the private sectors need to participate in these three objectives:

### 1. INVEST in public parks

- Prioritize development of potential public parks
- Clearly articulate park operations and maintenance levels to demonstrate for additional resources
- Evaluate and implement additional park programming to increase park utilization

### 2. SPUR development of high-quality privately-owned public spaces (POPS)

- Articulate the benefits of POPS to developers
- Work with developers during project design reviews to explore opportunities for POPS

### 3. INNOVATE through new approaches

- Integrate “stacked function” stormwater management approaches with public parks and POPS to maximize potential for land use
- Promote short-term programs that demonstrate and inspire new models and approaches for open space development

Detailed recommendations that support these objectives are listed on pages 20 – 31.

## Objective 1: INVEST in Public Parks

Investment is needed to **accelerate possible and proposed public parks**. One of the main barriers to developing new public parks is constrained municipal resources, therefore it is important to explore new funding mechanisms. Investment is also needed to **improve and take care of current public parks and increase their “activation.”** Taking care of current public parks entails sufficient operations and maintenance funding, but constrained fiscal resources are also taking their toll.

Private funds can provide a higher level of support for “park stewardship”. Across the country, The Trust for Public Land is seeing a spectrum of park stewardship approaches:

- Engaged citizens voluntarily do cleanups and demonstrate passion for individual parks
- “Friends of” groups (spanning from a loose formation all the way to a formal nonprofit) that fundraise for a single or multiple parks
- Park Conservancy groups (can be an evolution of a “Friends of” group or newly created) that manage a single new park or conduct significant capital campaigns for new park or major redevelopment of an existing park
- Business Improvement District that includes park improvement and maintenance function

Local leaders and community groups can organize to be important forces in helping cities transform parks into vital, active centers of urban neighborhoods and downtowns. Nationally, many friends of and park partnership groups are increasingly taking on a certain amount of responsibility and financial responsibility of maintaining parks. The range of activities that can be supported through park stewardship partnerships include:<sup>6</sup>

- Fundraising
- Organizing volunteers
- Design, planning and construction of capital improvements
- Marketing and public outreach
- Programming
- Advocacy
- Remedial maintenance
- Routine maintenance
- Security





# Section 3: ACHIEVING THE VISION

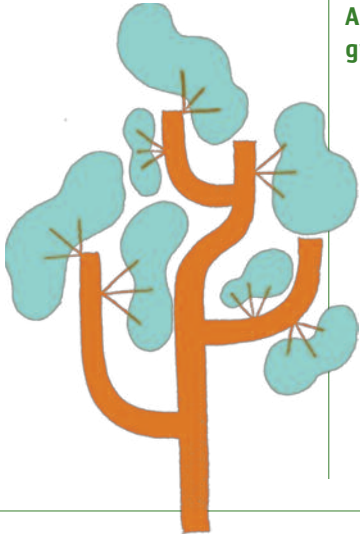
## OBJECTIVE 1: INVEST in Public Parks

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Enable broader application of value capture/tax increment financing for developments and districts with parks and POPS</b></p>	<p>However, current value capture practices in Minneapolis and Saint Paul do not also provide other public benefits such as parks and POPS to local communities.</p>	<p><b>Case Study:</b> Houston is using federal funds and TIF for Bus Rapid Transit (BRT) and park improvements on a arterial roadway in their dense Uptown district. The BRT route will touch 4 parks along its 4.4 mile span, including Memorial Park, a crown jewel in the city's park system, which will be improved concurrently with BRT development.<sup>7</sup></p>	<p><b>A coalition of advocacy groups and stakeholders should work with legislative partners to enable value capture approach in parks and POPS.</b></p>
<p><b>Minneapolis' new Parkland Dedication Ordinance provides funding for new public parks or POPS, but current dedication amounts should be reviewed and updated regularly to keep pace with land values</b></p>	<p>Parkland dedication has a 90 year history as a tool for local government to ensure adequate parks for residents. Most ordinances require that developers or builders dedicate land for a park and/or pay a fee to be used by the government entity to acquire and develop park facilities. The rationale is that new development generates a need for additional and improved park amenities and those responsible for creating that need should bear the cost of those new amenities, while meeting nexus and proportionality requirements.</p>	<p>An appealing feature of parkland dedication is that it is responsive to market conditions. If less development occurs, less parkland is needed. Similarly, as costs for acquisition and development of parks increase (or decrease), then parkland dedication requirements can be increased (or decreased) accordingly.<sup>8</sup> However, parkland dedication ordinances often stipulate fees that don't keep pace with increases in land values.</p>	<p><b>Minneapolis Park and Recreation Board</b></p>
<p><b>The City of Saint Paul, in revising its Parkland Dedication ordinance, should include a provision for POPS development, similar to Minneapolis' Parkland Dedication Ordinance</b></p>	<p>Saint Paul is revising its Parkland Dedication Ordinance in 2014. To serve the new development expected in the Green Line corridor, the ordinance should include a provision for POPS development too.</p>	<p><b>Case Study:</b> Portland's Pearl District saw a dramatic transformation from industrial to mixed use in a 40-acre area. A streetcar, as well as developer donation of 1.5 acres (with option for 4 more acres) of land created attractive amenities for the new urban village.</p>	<p><b>City of Saint Paul</b></p>



# Section 3: ACHIEVING THE VISION

## OBJECTIVE 1: INVEST in Public Parks (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Encourage Met Council Transportation Advisory Board (TAB) to consider using Congestion Mitigation Air Quality (CMAQ) and Transportation Alternatives federal funding for urban bike/ped trail construction, parking and public right-of-ways for transit connections</b></p>	<p>Encourage Met Council Transportation Advisory Board (TAB) to consider using Congestion Mitigation Air Quality (CMAQ) and Transportation Alternatives federal funding for urban bike/ped trail construction, parking and public right-of-ways for transit connections</p>	<p><b>Case Study:</b> Nearly \$50 million of federal Congestion Mitigation Air Quality (CMAQ) funds have been used in Chicago for their 606 project, a multipurpose trail and park that is being developed on 2.7 miles of abandoned railroad viaduct.</p>	<p><b>A coalition of advocacy groups and stakeholders should work with TAB to broaden usage of CMAQ and other federal fund in the Twin Cities to include park-related transit connections</b></p>
<p><b>Set aside a small portion of proposed comprehensive transportation funding package for bike/pedestrian/space opportunities</b></p>	<p>Move MN is proposing to improve MN's transportation needs including roads, bridges, transit, and bike and pedestrian connections by increasing the sales taxes, applying the sales tax in all seven counties and using a small portion (estimated 10%) of the tax to fund bike/pedestrian/open space opportunities.</p>		<p><b>A coalition of advocacy groups and stakeholders should work within Move MN campaign to include this element</b></p>
<p><b>Utilize Federal Land and Water Conservation Funds (LWCF) monies for urban parks</b></p>	<p>Land and Water Conservation Fund (LWCF) is funded by revenues from offshore oil and gas leasing that is then reinvested into onshore conservation. LWCF annually makes funding allocations to states. Recently, a coalition of mayors has encouraged Congress and the White House to help create and maintain parks in urban areas. A new competitive grant program targeted to urban areas has been created for 2014. For 2015, President Obama's FY15 budget includes \$18M for a new urban component of LWCF called Urban Park and Recreation Recovery.</p>		<p><b>A coalition of advocacy groups and stakeholders should utilize their federal staff to increase the level of funding for this new LWCF component.</b></p>



# Section 3: ACHIEVING THE VISION

# Section 3

## OBJECTIVE 1: INVEST in Public Parks (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Increase funding for Met Council's LCDA-TOD grant program</b></p>	<p>Met Council's Livable Communities Demonstration Account TOD (LCDA-TOD) grant program provides funding for development projects that promote moderate to high density development within walking distance of a major transit stop. Grant requests can include improved access to adjacent public parks or POPS as part of the development.</p> <p>This program is important to promote good TOD, yet it is currently awarding only ~\$5 million annually for projects. This level of funding is spread widely; an increase in funding for this program would increase the number of innovative projects with open space elements to be funded. Also, awareness of this program and the feasibility for these grants to fund park access improvements and POPS, is not high.</p>	<p><b>Precedent:</b> Episcopal Homes received LCDA-TOD funding to improve resident's access to Iris Park, a project that exemplifies this grant program's ability to fund improved access to adjacent public parks or POPS as part of the development.</p> <p><b>Case Study:</b> Burnsville's Heart of the City development was funded by LCDA-TOD, which created a vibrant mixed-use walkable downtown center featuring retail, offices, an arts center, a park, and a range of housing options.</p>	<p><b>A coalition of advocacy groups and stakeholders should work in partnership with Met Council to make the case for a higher level of funding for this program.</b></p>
<p><b>Encourage innovative use of Hennepin County's transit-oriented development funds for public realm development</b></p>	<p>Hennepin County's flexible TOD challenge grant program is intended to develop transit-oriented communities. Since 2003, Hennepin County has provided grants for development, installation of street, utility and site improvements, and for improving amenities for pedestrians, bicyclists and transit riders. Hennepin County is nimble and seeking to use this and other funding to innovatively support TOD, transit infrastructure development and strategic land acquisition.</p>	<p><b>Precedent:</b> The \$30 million invested by Hennepin County into the Midtown Greenway corridor is now a valuable regional economic driver – formerly an obsolete and dangerous railroad trench. The midtown community has benefited from the development of the Midtown Market, housing and corporate headquarters.</p>	<p><b>A coalition of advocacy groups and stakeholders should work in partnership with Hennepin County staff.</b></p>





# Section 3: ACHIEVING THE VISION

## OBJECTIVE 1: INVEST in Public Parks (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Explore use of special assessments for new public park development</b></p>	<p>While for some, special assessments can be controversial, the concept represents a possible “tool in the tool box” that helps balance public and private contribution to mutually beneficial amenities. Special assessments is a tool that allows landowners to request, and self-fund, a higher level of publicly provided “goods” such as lighting, signage, and in this case, parks over and above the standard level. Before this approach is used, the current level of special assessments needs to be considered because portions of the Green Line corridor have special assessments payments that begin in October 2014.</p>	<p><b>Precedent:</b> Minneapolis and Saint Paul can use special assessments for park development. Saint Paul has authority to levy special assessments for parks under City Code section 14.02, which allows the city to exercise the powers, and follow the procedures, provided by Minnesota Statutes, Chapter 429.</p> <p>Minneapolis Charter, Chapter 16, Section 4 authorizes special assessments by Minneapolis Park and Recreation Board under Minnesota Statutes, Chapter 430.</p>	<p><b>A coalition should conduct a feasibility study</b></p>

## OBJECTIVE 2: SPUR high quality privately-owned public spaces (POPS)

Open spaces do not need to be large, publicly owned or even “green” for them to be beneficial for residents, workers and transit riders. In fact, privately owned public spaces (POPS) are outdoor amenities intended for public use, while maintained by a landowner—usually a private owner, though it could also be owned by public entities other than parks departments. They are intended to provide light, air, breathing room and open space to ease the predominately hard-scaped character of dense areas. POPS can take the form of urban plazas, terraces, atriums, covered pedestrian spaces, gardens, and small parks that contain functional and visual amenities such as seating and plantings for public enjoyment. POPS are flexible and fit well into many environments, including transit nodes and the urban core

Because POPS can generate substantial value for cities and their residents, several cities have developed incentive programs to increase private sector interest in POPS development. Across the U.S. a limited range of approaches have been used to encourage POPS: Mandates and incentive zoning.

- Mandates could require a pre-defined amount of open space for real estate developments of a certain scale. However, mandates are only effective in strong real estate markets.
- Incentive zoning allows additional development above maximum zoning in exchange for inclusion of open space. Again, incentive zoning is only effective where demand for developable square footage exceeds the zoning regulations.

Both of these approaches work best in Class A office districts; the Green Line corridor is not at this level. Therefore, awareness of the value of POPS, and tools to spur (but not require) POPS are appropriate for the Green Line corridor.

As a complement to the public parks envisioned and currently in the Green Line corridor, POPS can help achieve the vision of a green charm bracelet. Of course, new POPS should be of sufficient quality, and of a meaningful size.

**Outside of warm market nodes, creating POPS will require innovative solutions, public support and time.**

HR&A Advisors report: Privately-Owned Public Space Strategy



# Section 3: ACHIEVING THE VISION

# Section 3

## OBJECTIVE 2: SPUR high quality POPS

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<b>Raise developer's understanding of value proposition of POPS</b>	Education and awareness for developers is need to demonstrate how POPS provide value to development.		<b>City staff in partnership with design consultants</b>
<b>Provide support and technical assistance to developers and city departments re: development of POPS</b>	Work with city departments to define parameters of high quality POPS – ex: must remain public accessible in perpetuity, design standards, etc.	<b>Precedent:</b> Asian Economic Development Association received a grant from Enterprise Community Partners for a Mekong Plaza charette. The grant funds may be returned to funder after this POPS is developed, and the funder will “revolve” it for other similar initiatives.	<b>City staff in partnership with design consultants</b>
<b>Work with developers to encourage high quality POPS on a deal-by-deal basis</b>	<p>Minneapolis currently encourages POPS through zoning ordinances</p> <ul style="list-style-type: none"> <li>▪ e.g. Minneapolis PUD requires 2 amenities, of which 2 options include outdoor open space at least 30% of the area, and publicly accessible plazas that are at least 10% of the area</li> <li>▪ e.g Minneapolis B4 zoning</li> </ul> <p>Minneapolis also supports POPS through the new Parkland Dedication Ordinance. Private-land-maintained-for-public use is allowed as an alternative to providing land or fee-in-lieu.</p>	<b>Case Study:</b> Denver has introduced a new transit-mixed use zoning district that provides flexibility in how a project is designed. Developers are encouraged to aggregate their required open space into a “DISTRICT OPEN SPACE”, a unified area around the transit station to create a functional public plaza.	<b>City staff</b>
<b>Design POPS with artistic design elements that add market value to the development</b>	Well-designed open space creates connections between people and the place. Inclusion of artistic details that make the place special is key to the further enhance the social and economic value.	<b>Precedent:</b> MoZaic's Plaza and Art Park in Uptown is an excellent example of a POPS, privately owned and maintained by The Ackerberg Group. 3% of the total development budget was spent on POPS and art to enhance the value of this development and adjacent properties.	<b>Developers with support</b>



# Section 3: ACHIEVING THE VISION

# Section 3

## OBJECTIVE 2: **SPUR** high quality POPS (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Encourage project design reviews (Saint Paul) and pre-development reviews (Minneapolis) include review development scenarios that include well-designed POPS</b></p>	<p>Developments that undergo pre-site plan review by a team with multiple perspectives above a certain threshold (e.g. multifamily) to encourage well-designed publicly accessible open space. While City projects receiving public financing are the only ones required to go through this pre-site plan review, it is voluntary for other projects, and most take advantage of it.</p>	<p><b>Current:</b> Saint Paul has a voluntary multi-disciplinary project design review to begin conversation early in the process before ideas have hardened and expensive drawings have been prepared. This precedes formal site plan review process. In addition, the Central Corridor Design Center provides technical assistance to developers who want an early sounding board for design, and can give developers insights on possible POPS opportunities. Central Corridor Design Center, Saint Paul's project design review, and Minneapolis' pre-review process should suggest POPS concepts in an early design stage for consideration.</p>	<p><b>Design consultants</b></p>
<p><b>Encourage applicants to Met Council's LCDA-TOD grant program to include POPS as part of grant requests</b></p>	<p>Met Council's Livable Communities Demonstration Account- Transit Oriented Development (LCDA-TOD) grant program provides funding for development projects that promote moderate to high density development within walking distance of a major transit stop. Grant requests can include improved access to adjacent public parks or POPS as part of the development.</p>		
<p><b>Work collaboratively with Anchor Partnership participants to identify potential institutional POPS opportunities.</b></p>	<p>The Central Corridor Anchor Partnership is made up of colleges, universities, hospitals, and health care organizations located in proximity to the Green Line LRT. Known colloquially as "Eds and Meds," these institutions are some of the dominant employers and are significant landowners in the corridor. Many of these organizations are investing in new construction and expanding their campuses, and should consider developing POPS as they add new buildings to their "campuses."</p>	<p><b>Precedent:</b> University of MN staff have expressed interest in considering POPS in their capital improvement planning, esp. to encourage bike and transit use, and creating a destination as well as a convenient stop for cyclists. A Campus Master Plan includes an open space inventory and future opportunities for "iconic spaces" and "campus green (smaller, less formalized)."</p>	<p><b>The Trust for Public Land</b></p>





# Section 3: ACHIEVING THE VISION

## OBJECTIVE 2: SPUR high quality POPS (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
Educate TOD staff at Met Council, Saint Paul and Minneapolis on the value of parks and POPS	A new TOD office has been developed at Met Council, Minneapolis and Saint Paul. It will be important to educate these staff on the Green Line Parks & Commons work.		Non-governmental organization in partnership with city staff

## OBJECTIVE 3: INNOVATE through new approaches

Lighter, quicker, cheaper is a concept that encourages temporary actions with small investments, instead of waiting for full funding to implement completed, expensive designs. These helpful first steps can provide the initial spark and create momentum for community members to coalesce around, and sets the table for later investments.

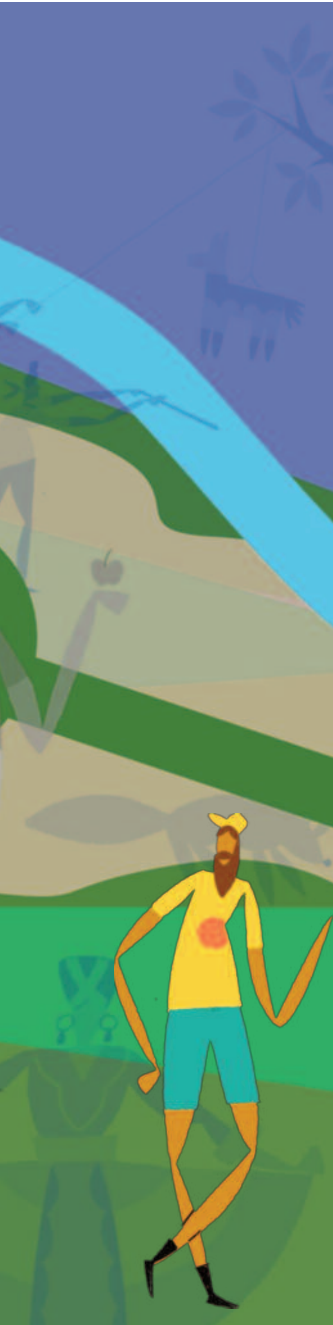
Another innovative approach to park development is the idea of “stacking” open space and stormwater management. Managing stormwater is a key challenge in redevelopment. Currently, Minneapolis and Saint Paul employ a principle that stormwater runoff generated by a new development must be treated on that particular site. On-site management has led to technological approaches placed underground to treat the stormwater in 84% of recent developments. However, emerging models for stormwater

management, called “green infrastructure,” employ more natural stormwater approaches including infiltration, evapotranspiration, and practices for stormwater capture and reuse to maintain or restore natural hydrology.

A recent study explored “shared, stacked-function” stormwater approaches. The report – Strategic Stormwater Solutions for Transit-Oriented Development – determined that there is great value in combining land uses in encouraging transit-oriented development. “Shared” refers to stormwater management situations where the green infrastructure provides treatment for more than one parcel, public or private. “Stacked-function” refers to the opportunity for the stormwater management approach to provide additional amenities beyond solely managing stormwater. Well-designed, above-ground green infrastructure can provide many positive attributes for urban places, from beautifying and adding economic value to residential and commercial neighborhoods, to absorbing carbon, cleaning and cooling the air, and effectively managing urban stormwater.

## OBJECTIVE 3: INNOVATE through new approaches

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
When stormwater is to be managed on-site, encourage a visible design which integrates open space and stormwater systems by utilizing assessment tool	84% of recent developments in Saint Paul have utilized underground stormwater management treatment. Some of these could have been treated above-ground while also providing open space. Visible above ground stormwater management can also provide community-desired, vibrant, green spaces. Strategic Stormwater Solutions for Transit-Oriented Development includes assessment and decision-making tools to evaluate options.	The <i>Strategic Stormwater Solutions for Transit-Oriented Development</i> <sup>9</sup> report lays out the rationale, opportunities, and potential approaches to meet Green Line Corridor development goals while including innovative stormwater management approaches.	City Staff



# Section 3: ACHIEVING THE VISION

# Section 3

## OBJECTIVE 3: INNOVATE through new approaches (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<b>Encourage combining POPS, stormwater systems and public art.</b>	Integrating public art and stormwater management makes an impression by creating a destination, and most importantly, sparking curiosity and education about water quality, including questions about where runoff comes from, where it goes, and what impact runoff creates.	<b>Precedent:</b> FLUXion GARTens <sup>10</sup> is a proposed concept of stormwater gardens along the Green Line that emphasizes public art as green placemaking and green placemaking as public art.	<b>City staff</b>
<b>Develop and disseminate information about the benefits of “stacked function” of POPS and stormwater system</b>	Private property owners and/or redevelopers do not all understand the value of “stacked function” of POPS and stormwater management.	When accounting for the private landowner’s benefits of “stacking” stormwater management and POPS, consider both stormwater fee savings and credits, as well as the possible benefits of adjacent POPS: increased property values, faster lease turnover, reduced energy costs, reduced risk of flooding, and increased mental health of residents and workers.	<b>A coalition of advocacy groups and stakeholders</b>



Tanner Springs Park in Portland demonstrates innovative stormwater management approaches in a creative site design.

# Section 3: ACHIEVING THE VISION

## OBJECTIVE 3: INNOVATE through new approaches (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Incorporate stormwater management into new public park design</b></p>	<p>Park design can creatively serve to also manage stormwater. Both the site design and material selection are important. Porous materials can be used for playground safety surface and ball fields. Infiltration trenches can replace traditional solid drain pipe. Vegetated swales and native plantings can be incorporated to store initial rainfall and allow particulates to fall out of the stormwater.</p>	<p>Portland's Tanner Spring Park integrates stormwater management in the park. An innovative closed-loop stormwater system, routes water in through artful water features in the park.</p> <p><b>Case Study:</b> Hunter's Point South Park was designed to take on storm surge. After Superstorm Sandy, this park in Long Island NY was evaluated on how well it drained the large stormwater surge; because every part was designed to take on water, all major surfaces were undamaged and intact.</p>	<p><b>City staff</b></p>
<p><b>Test Parklets</b></p>	<p>Parklets can include grass, benches, exercise equipment, bike corrals, or other desired amenities. Parklets can be implemented in curb-side parking spaces, in traffic triangles at intersections, or in wide boulevards. Parklets are temporary, and can be driven by the community or an interested business owner(s). Cities grant a temporary permit to convert parking spaces into parklets.</p> <p>Parklets have spread to Boston, Chicago, Philadelphia, and other cities. Most cities begin with testing the concept with pilot projects.</p>	<p><b>Case Study:</b> San Francisco installed its first parklet just five years ago, with 23 currently installed.</p> <p><b>Case Study:</b> Kansas City has a parklet located in front of a snack bar, with bench seating and wood decking that extends the sidewalk experience. It is dismantled and removed in winter months.</p> <p><b>Best Practices:</b> After an 18-month pilot with 4 parklets, Los Angeles is tweaking the concept, and adding 12 more. Learnings are that parklets work best in front of restaurants and cafes, but less effective when abutting retail spaces. Parklet licensees are responsible for the operation, management, and maintenance, and ongoing community outreach, organizing public programs, and retaining \$1+ million in General Liability Insurance. To indicate public accessibility, parklets require signs that proclaim "OPEN TO THE PUBLIC."</p>	<p><b>A coalition of advocacy groups and stakeholders can work with city staff to test parklets</b></p> 





# Section 3: ACHIEVING THE VISION

# Section 3

## OBJECTIVE 3: INNOVATE through new approaches (continued from preceding page)

RECOMMENDATION	CONTEXT	PRECEDENTS/CASE STUDIES	POTENTIAL PLAYERS
<p><b>Explore opportunities to transform underutilized and unappealing bits of space into amenities</b></p>	<p>A new trend is emerging – discovery of tremendous value of underutilized land. Remnants of prior uses, such as railroad viaducts, or new use of the space under highways.</p>	<p><b>Case Study:</b> Under the Elevated is a project in New York examining the potential value for new public spaces in the city's existing 700 miles of space beneath a variety of elevated highways, subway lines, and bridges.</p>	<p><b>A coalition of advocacy groups and stakeholders can work with city staff to explore opportunities</b></p>
<p><b>Vertical gardens</b></p>	<p>Provide greenery that can extend nearby parks and commons onto buildings themselves, creating a non-traditional greening element.</p>	<p><b>Case Study:</b> Ackerberg Group's MoZaic building in Uptown (below) is an excellent example of a vertical living green screen. This vertical greening installation is the largest in MN, composed of three sets of hops vines that each cover 2 floors. <sup>11</sup></p>	<p><b>Developers could integrate these into new developments</b></p>
<p><b>"Wild" a skyway</b></p>	<p>Given that skyways are already public realm, it would be interesting to wrap the exterior of a skyway with greenery. This "wild" skyway would be a draw for tourists .</p>	<p>No known precedents; could be an innovative and must-see destination for visitors. This concept idea was generated by an economic development staff person.</p>	<p><b>A coalition of advocacy groups and stakeholders can work with city staff to explore these opportunities</b></p>



The Ackerberg Group's MoZaic building in Uptown Minneapolis is an excellent example of a vertical living green screen.



# Section 3: ACHIEVING THE VISION

## OBJECTIVE 3: INNOVATE through new approaches (continued from preceeding page)

### RECOMMENDATION

Test “lighter, quicker, cheaper” approaches to illustrate what is possible at underutilized areas

### CONTEXT

“Lighter, quicker, cheaper” refers to low-cost, high-impact approaches that improve communities on a temporary or incremental basis. Project for Public Spaces is a NY firm that is promoting these ideas capitalize on creative energy of the community to efficiently generate new uses for places in transition.

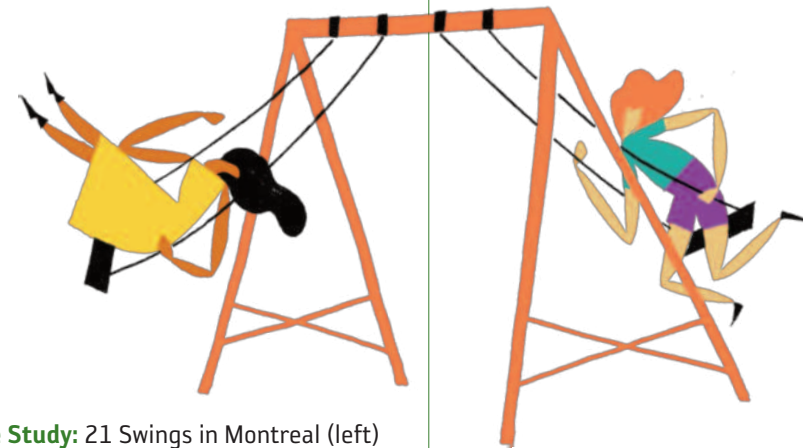
### PRECEDENTS/CASE STUDIES

**Case Study:** Citizens created temporary pocket parks on vacant lots in Payne-Phalen and Frogtown neighborhoods (top left).

**Case Study:** Mekong Plaza utilized “paint-the-pavement” (an approach that temporarily delineates public realm space) to help business owners and residents imagine a future POPS.

### POTENTIAL PLAYERS

**A coalition of advocacy groups and stakeholders can work with city staff to explore opportunities**



**Case Study:** 21 Swings in Montreal (left) is a large swing set where the varying motion of swings triggers musical notes – a giant instrument that stimulates ownership of the space, and creates a place for all ages to play. Construction cost less than \$1,000. Success of this inspired Dallas to create a mobile swing set for temporary placement in parking lots, parklets, and other intermittently-occupied places.<sup>12</sup>

# ENDNOTES / SOURCES



- 1 Privately Owned Public Space: The New York City Experience, Jerold S. Kayden, 2000
- 2 A common question about POPS is the degree of liability risk they pose. Fortunately, in Minnesota, a state statute limits liability on private land for recreational use, including all kinds of activities. Most POPS do not require additional liability coverage than what is provided under the standard building insurance policy.
- 3 Hongyu Cai, *Privately Owned Public Space Attached to Office Buildings in Manhattan: Economic and Urban Perspectives of Incentive Zoning*, Massachusetts Institute of Technology, Department of Architecture; 2003. <http://hdl.handle.net/1721.1/8007>
- 4 HR&A team report: Privately-Owned Public Space Strategy: Green Line Parks & Commons Initiative, November 2013.
- 5 Twin Cities LISC; The Big Picture Project: *Central Corridor Affordable Housing Coordinated Plan*, January 2012.
- 6 <http://www.pps.org/reference/pppp-chapter3/>
- 7 <http://swamplot.com/mayor-parkers-plan-for-a-bigger-friendlier-up-town-tirz/2013-04-12/>
- 8 Crompton, John. An Analysis of Parkland Dedication Ordinances in Texas, *Journal of Park and Recreation Administration*, Spring 2010.
- 9 Corridors of Opportunity report: [http://www.corridorsofopportunity.org/sites/default/files/Strategic\\_Stormwater\\_Solutions\\_for\\_TOD\\_Final\\_Report.pdf](http://www.corridorsofopportunity.org/sites/default/files/Strategic_Stormwater_Solutions_for_TOD_Final_Report.pdf)
- 10 [http://www.corridorsofopportunity.org/sites/default/files/Strategic\\_Stormwater\\_Solutions\\_for\\_TOD\\_Appendix\\_C.pdf](http://www.corridorsofopportunity.org/sites/default/files/Strategic_Stormwater_Solutions_for_TOD_Appendix_C.pdf)
- 11 <http://dirt.asla.org/2014/01/27/vertical-gardens-grow-up/>
- 12 See <http://www.pps.org/blog/how-to-bring-life-to-vacant-lots/>

