

C Community Development Committee
For the Metropolitan Council meeting of June 10, 2009

Item: 2009-116

ADVISORY INFORMATION

Date Prepared: May 19, 2009

Subject: 2010-15 Regional Parks Capital Improvement Program (CIP) Structure and Timeline

Proposed Action:

That the Metropolitan Council direct Council staff to:

1. Prepare a Preliminary 2010-15 Parks Capital Improvement Program (CIP) that is modeled after the 2008-13 Parks CIP using the same CIP formula shown in Table 1 and the subsequent park agency amounts shown in Table 2 of this memorandum.
2. Prepare a Preliminary 2010 State bond request of \$10.5 million that is proposed to finance the State's portion of the 2010-11 Parks CIP.
3. Prepare a Final 2010-15 Parks CIP and Final 2010 State bond request for the 2010-11 Parks CIP and coordinate that with the preparation of the Council's 2010-15 Unified CIP using the timeline shown in Table 3 of this memorandum.

Summary of Committee Discussion / Questions:

The Committee received an oral report on the recommendations of the Metropolitan Parks and Open Space Commission (MPOSC), which met earlier on May 18. The MPOSC unanimously recommended the proposed action. Since the Committee had been briefed on this matter on May 4, they had no questions. The proposed action was unanimously recommended by the Committee.

C Community Development Committee

Meeting date: May 18, 2009

ADVISORY INFORMATION

Date:	May 11, 2009
Subject:	2010-15 Regional Parks Capital Improvement Program (CIP) Structure and Timeline
District(s), Member(s):	All
Policy/Legal Reference:	MS 473.147
Staff Prepared/Presented:	Arne Stefferud, Planning Analyst—Parks (651-602-1360)
Division/Department:	Community Development/Regional Systems Planning and Growth Strategy, Parks

Proposed Action

The Community Development Committee was briefed on this matter on May 4. At the May 18 meeting, the Community Development Committee will be asked to approve recommendations from the Metropolitan Parks and Open Space Commission (MPOSC). The MPOSC is considering recommendations on May 18. An oral report of the MPOSC's recommendations will be provided to the Committee. Following are the recommendations that the MPOSC is considering.

That the Metropolitan Council direct Council staff to:

4. Prepare a Preliminary 2010-15 Parks Capital Improvement Program (CIP) that is modeled after the 2008-13 Parks CIP using the same CIP formula shown in Table 1 and the subsequent park agency amounts shown in Table 2 of this memorandum.
5. Prepare a Preliminary 2010 State bond request of \$10.5 million that is proposed to finance the State's portion of the 2010-11 Parks CIP.
6. Prepare a Final 2010-15 Parks CIP and Final 2010 State bond request for the 2010-11 Parks CIP and coordinate that with the preparation of the Council's 2010-15 Unified CIP using the timeline shown in Table 3 of this memorandum.

Background

MN Statute 473.147, Subdivision 1 requires the Metropolitan Council, after consultation with the Metropolitan Parks and Open Space Commission (MPOSC), municipalities, park districts and counties in the metropolitan area to prepare and adopt a system policy plan for regional recreation open space as part of the Council's development guide. The law also requires the Council to include a five year capital improvement program (CIP) in the parks policy plan, which should be revised periodically, and to establish criteria and priorities for the allocation of funds from the capital improvement program. A six-year CIP is prepared instead of a five-year CIP to align it with the Metropolitan Council's Unified Capital Improvement Program.

The Parks CIP must, in accordance with the law cited above, include “criteria and priorities for the allocation of funds”. For the 2010-15 CIP as with past CIP’s, capital projects proposed for funding must be consistent with Metropolitan Council approved regional park or trail master plans. Projects proposed by each regional park implementing agency are prioritized by that agency. Each park agency has unique capital needs, which that park agency can best determine.

For the 2010-11 Parks CIP, a formula balances two factors:

1. The population of each park implementing agency compared to the region’s population. This factor was weighted 70%.
2. The amount of visits a park agency hosted from persons who live outside the park agency’s jurisdiction (non-local visits). This factor was weighted 30%.

The population factor recognizes the need to provide funds for park capital improvements to serve every person in the region relatively equally. The non-local visits factor recognizes that these regional parks serve a regional and state-wide population. Therefore a combination of both factors is accounted for in the CIP formula.

Table 1 illustrates the park agency share for the 2010-11 Parks CIP using the CIP formula. Population data from 2007 and non-local visits data derived from the 2008 Parks Visitor Study and applied to the 2007 park system visit estimate for each park agency was used in the formula.

Table 1: 2010-11 Parks CIP Share by Agency weighting 2007 population share by 70% and weighting 2007 non-local visits share from 2008 visitor origin data by 30%

Park Agency	2007 Population by Park Agency	% of 2007 Population by Park Agency	% of Non-local Visits to Park Agency's parks/trails (2008 data)	2007 visits Regional Parks, Trails, SRFs (thousands)	Number of 2007 Non-local Visits by Park Agency (thousands)	% of 2007 Non-local Visits by Park Agency	70% weight to % of 2007 Total Population	30% weight to % of 2007 Non-local Visits	2010-11 Parks CIP Share by Agency
Anoka County	331,246	11.6%	43%	2,593.7	1,115.3	7.44%	8.14%	2.23%	10.37%
Bloomington	85,504	3.0%	45%	415.0	186.8	1.25%	2.10%	0.37%	2.47%
Carver County	88,384	3.1%	52%	237.5	123.5	0.82%	2.17%	0.25%	2.42%
Dakota County	398,177	14.0%	36%	756.4	272.3	1.82%	9.78%	0.55%	10.33%
Mpls. Park Board	388,020	13.6%	48%	13,065.3	6,271.3	41.85%	9.53%	12.56%	22.09%
Ramsey County ex. St. Paul	229,405	8.1%	47%	2,883.9	1,355.4	9.05%	5.64%	2.71%	8.35%
Saint Paul	287,669	10.1%	50%	6,330.7	3,165.4	21.12%	7.07%	6.34%	13.40%
Scott County (1)	124,151	4.4%	31%	358.3	111.1	0.74%	3.05%	0.22%	3.27%
Three Rivers Park District ex. Bloomington	683,759	24.0%	37%	5,233.8	1,936.5	12.92%	16.80%	3.88%	20.67%
Washington County	233,104	8.2%	45%	992.8	446.8	2.98%	5.73%	0.89%	6.62%
Totals	2,849,419	100.0%		32,867.4	14,984.3	100.00%	70.00%	30.00%	100.00%

(1) Scott County visits data includes visits to parks managed by Three Rivers Park District located in Scott County in order to align agency population part of formula with non-local visits part of formula

The CIP shares for each park agency will increase or decrease every two years when the CIP is prepared because up to date population and non-local visits data applied to the formula take into account changes in each park agency's population and share of non-local visits.

Funding

The CIP is the basis for spending capital improvement grants for the Regional Park System financed with State and Metropolitan Council revenues. Since 1994, 60% of the CIP has been financed with State appropriations and 40% with bonds issued by the Metropolitan Council. The combination of State and Regional revenue sources acknowledges the local, regional and statewide benefits to taxpayers. Metropolitan Area residents pay Regional and State taxes that finance the CIP. Residents from outside the Metropolitan Area pay State taxes for a portion of the State's appropriation to the CIP.

The Metropolitan Council has the authority to issue up to \$40 million in general obligation bonds to finance the Parks CIP at any point in time. Since 1994, the Council has issued on average \$7 million per year of short term bonds, which have been used as the match to State appropriations to finance the Parks CIP, and when applicable be used as a match to State appropriations for Park Acquisition Opportunity Grants.

Continuing the Council's commitment to issue \$7 million of bonds per year of which half (\$3.5 million) are for the CIP and the other half (\$3.5 million) are for Park Acquisition Opportunity Grants; using Council bonds to finance 40% of the CIP; and preparing CIPs in two year increments results in a 2010-11 CIP that totals \$17.5 million and is comprised of:

\$ 7 million of Metropolitan Council bonds (\$3.5 million per year for two years) and
\$10.5 million of State appropriations (60% of CIP)
\$17.5 Million Total

Applying the CIP formula shown in Table 1 to \$17.5 million results in the following amount for each park agency (Table 2).

Table 2: Proposed Park Agency Amounts for 2010-11 Parks CIP

Park Agency	2010-11 Parks CIP Share from CIP formula in Table 1	Park Agency Amount of \$17.5 million (\$thousands)
Anoka County	10.37%	\$ 1,815
Bloomington	2.47%	\$ 433
Carver County	2.42%	\$ 423
Dakota County	10.33%	\$ 1,807
Mpls. Park Board	22.09%	\$ 3,865
Ramsey County	8.35%	\$ 1,461
Saint Paul	13.40%	\$ 2,346
Scott County	3.27%	\$ 573
Three Rivers Park District	20.67%	\$ 3,618
Washington County	6.62%	\$ 1,159
Totals	100.00%	\$ 17,500

The CIP is a proposed spending plan. It is used to request State appropriations to finance the State's portion of the CIP and to allocate grants from the CIP to each park agency in proportion to that park agency's CIP share.

The 2010-11 portion of the 2010-15 CIP would be proposed for funding in 2010-11. State appropriations to the CIP authorized in 2010 would finance the State's share of the CIP for 2010-11. To meet deadlines for requesting State bonds in 2010 and to coordinate the preparation and adoption of the Parks CIP with the Metropolitan Council's Unified CIP later in 2009, the following preparation timeline is proposed in Table 3 below:

Table 3: 2010-15 Regional Parks CIP Preparation Timeline

Date	Activity
April 7	MPOSC review 2010-15 Parks CIP Structure and Timeline Regional Park Agencies begin to prepare their preliminary prioritized project lists for 2010-11 based on amount shown for each agency in Table 4.
May 4	Community Development Committee briefing on 2010-15 Parks CIP Structure and Timeline
May 18	MPOSC and Community Development Committee recommend 2010-15 Parks CIP Structure and Timeline.
May 27	Metropolitan Council review/approves 2010-15 Parks CIP Structure and Timeline.
May 28-June 19	Regional Park Agencies submit preliminary prioritized 2010-11 CIP project list to Metropolitan Council based on amounts shown in Table 4. This is the basis for a Preliminary 2010 State bond request of \$10.5 million.
Late June	Submittal of 2010 Preliminary State bond request of \$10.5 million containing the Preliminary 2010-11 Parks CIP.
July-August 14	Park Agencies may reconsider and revise their prioritized CIP project list for 2010-11 and submit a final prioritized project list to the Metropolitan Council. Park Agencies must also submit to the Metropolitan Council their prioritized CIP project lists for 2012-13 and 2014-15 that total the amount proposed for 2010-11 shown in Table 4.
August 15-31	Prepare the Final 2010 State bond request of \$10.5 million containing the Final 2010-11 Parks CIP Add the Final 2010-11, plus 2012-13 and 2014-15 Parks CIP to Metropolitan Council's 2010-15 Unified CIP.
September	Submit Final 2010 State bond request of \$10.5 million containing Final 2010-11 Parks CIP.
October	Public Hearing on Metropolitan Council's 2010-15 Unified CIP.
November/Dec.	Metropolitan Council adopts 2010-15 Unified CIP.

Known Support / Opposition

The Metropolitan Parks and Open Space Commission (MPOSC) and representatives from regional park implementing agencies considered the 2010-15 Parks CIP Structure and Timeline at the MPOSC meeting on April 7. The MPOSC and all of the park agencies with one exception liked the formula used to determine the share of the CIP each park agency would receive as shown in Table 1.

The Carver County Parks Director suggested that the CIP formula did not adequately take into account funding needed for park agencies that had few developed parks to serve visitors at this

time. He suggested that the formula be changed by adding a factor that measured the amount of an agency's park system that was developed and open for use compared to other park agencies.

The MPOSC and the other park implementing agency representatives felt that the current CIP formula was an appropriate way to structure the CIP because it insured that each park agency would receive its percentage share of any State and Metropolitan Council funds appropriated for the CIP. They felt that no changes should be considered to the formula at this time because it had only been used once—for the 2008-09 CIP. To change the CIP formula now would negate the credibility and effort made two years ago when six alternative formulas were considered in creating the formula.

The Metropolitan Parks and Open Space Commission will submit its recommendations to the Committee on May 18. A draft of those recommendations is shown in the **Proposed Action** section of this memorandum