

# C Community Development Committee

For the Metropolitan Council meeting of April 23, 2008

Item: 2008-72

## ADVISORY INFORMATION

**Date Prepared:** April 8, 2008

**Subject:** Request for reimbursement consideration on development costs at Silverwood Park Special Recreation Feature, Three Rivers Park District

### Proposed Action:

That the Metropolitan Council consider reimbursing Three Rivers Park District up to \$12,056,000 for construction at Silverwood Park Special Recreation Feature as shown in **Attachment 2** in future regional parks capital improvement programs. However, the Council does not under any circumstances represent or guarantee that reimbursement will be granted, and expenditure of local funds never entitles a park agency to reimbursement.

### Summary of Committee Discussion / Questions:

The Committee asked Council staff whether any of the phase one development costs included purely artistic components such as sculptures which were not eligible for regional recreation open space capital improvement funds. Staff replied that no artistic components were part of the costs submitted for phase one construction. As noted those costs would not be eligible for regional recreation open space capital improvement funds.

The Committee asked about the public review of the park's master plan—specifically regarding neighboring residents who may be affected by programming at the park from any performances at the amphitheatre. Three Rivers Park District staff replied that the Salvation Army Camp--which was the previous use of this land—hosted high school band camps and that residents south of Silver Lake could hear that since sound travels further over water. But, those residents supported the construction of an amphitheatre as part of the park. The Park District staff also stated that programming at the amphitheatre would be for small scale events and would be linked to environmental education.

The Committee asked about the Park District's ability to attract youth from many ethnic/racial backgrounds for the park's programming. Park District staff said that their research on park use by different ethnic groups indicated that these groups were using their other parks for traditional outdoor recreation activities—picnicking, walking, etc. in the same proportion as whites. However, these groups were not participating in formalized classes/programs as much. But, since the environmental education programming of this park was based on art and music, and because art and music are present in all ethnic groups they felt that these groups would participate in the programs offered at this park.

The Committee unanimously approved the recommendation.

# C Community Development Committee

Meeting date: April 7, 2008

## ADVISORY INFORMATION

|                                  |  |
|----------------------------------|--|
| <b>Date:</b>                     | April 1, 2008  |
| <b>Subject:</b>                  | Request for reimbursement consideration on development costs at Silverwood Park Special Recreation Feature, Three Rivers Park District |
| <b>District(s), Member(s):</b>   | District 8, Lynette Wittsack   |
| <b>Policy/Legal Reference:</b>   | 2030 Regional Parks Policy Plan, Strategy 2(f)   |
| <b>Staff Prepared/Presented:</b> | Arne Stefferud, Planning Analyst—Parks (651-602-1360)  |
| <b>Division/Department:</b>      | Community Development/Regional Systems Planning and Growth Strategy, Parks   |

### Proposed Action

That the Metropolitan Council consider reimbursing Three Rivers Park District up to \$12,056,000 for construction at Silverwood Park Special Recreation Feature as shown in **Attachment 2** in future regional parks capital improvement programs. However, the Council does not under any circumstances represent or guarantee that reimbursement will be granted, and expenditure of local funds never entitles a park agency to reimbursement.

### Background

On September 13, 2006, the Metropolitan Council approved the following recommendations regarding Silverwood Park Special Recreation Feature:

1. Approve the Silverwood Park Special Recreation Feature master plan (Referral No. 19719-1).
2. Inform Three Rivers Park District that purely artistic components such as sculptures at Silverwood Park Special Recreation Feature will not be eligible for regional recreation open space capital improvement funds.
3. Request Three Rivers Park District to submit to the Metropolitan Parks and Open Space Commission and Metropolitan Council updated park development capital costs as design planning moves forward as part of future capital improvement grant requests for Silverwood Park Special Recreation Feature.

In compliance with recommendation 3, the Park District briefed the Commission at their April 1 meeting regarding updated park development capital costs. The Park District has also asked that the Metropolitan Council consider reimbursing \$12,056,000 in future regional parks capital improvement programs for construction of the park's phase one development.

## **Rationale**

Park Policy Strategy 2(f) requires regional park implementing agencies to seek Metropolitan Council approval of a capital project the park agency wants to finance with its own funds and seek reimbursement for with a Council grant through a future regional parks capital improvement program. This strategy insures that the Metropolitan Council reviews a project for its consistency with Council-approved master plans and if so, the project can be considered for funding in a future regional parks capital improvement program. However, Council approval of a project does not guarantee that the park agency will be reimbursed in the future.

## **Funding**

Three Rivers Park District intends to spend up to \$12,056,000 in developing Silverwood Park based on the final design for the park. The Park District's final design and construction costs are consistent with the conceptual plan and estimated costs in the development master plan the Metropolitan Council approved in September 2006. As noted above, Council action to approve consideration to reimburse the Park District for its initial funding of these costs does not compel a future Metropolitan Council to grant any money for the project in the regional parks capital improvement program (CIP). It only makes the project eligible for consideration for a regional parks CIP grant.

## **Known Support / Opposition**

Three Rivers Park District has prepared the updated costs for this development project and submitted that information as required from the September 2006 Metropolitan Council approval of the Silverwood Park development master plan. There is no known opposition. The Metropolitan Parks and Open Space Commission reviewed this request at its April 1<sup>st</sup> meeting and unanimously approved the recommendation.

**METROPOLITAN COUNCIL**  
**390 North Robert Street, St. Paul, MN 55101**  
**Phone (651) 602-1000 TDD (651) 291-0904**

**DATE:** March 21, 2008

**TO:** Metropolitan Parks and Open Space Commission

**FROM:** Arne Stefferud, Planning Analyst-Parks (651) 602-1360

**SUBJECT:** (2008-72) Request for reimbursement consideration on development costs at Silverwood Park Special Recreation Feature, Three Rivers Park District

**INTRODUCTION**

On September 13, 2006, the Metropolitan Council approved the following recommendations regarding Silverwood Special Recreation Feature:

1. Approve the Silverwood Park Special Recreation Feature master plan (Referral No. 19719-1).
2. Inform Three Rivers Park District that purely artistic components such as sculptures at Silverwood Park Special Recreation Feature will not be eligible for regional recreation open space capital improvement funds.
3. Request Three Rivers Park District to submit to the Metropolitan Parks and Open Space Commission and Metropolitan Council updated park development capital costs as design planning moves forward as part of future capital improvement grant requests for Silverwood Park Special Recreation Feature.

In compliance with recommendation 3, the Park District will brief the Commission at the April 1 meeting regarding updated park development capital costs. The Park District has also asked that the Metropolitan Council consider reimbursing \$12,056,000 in future regional parks capital improvement programs for construction of the park. (See **Attachment 1**, letter from Boe Carlson, Three Rivers Park District, and **Attachment 2**: Silverwood SRF development -- past expenditures (in shaded area) and work yet to be done -- basis for \$12,056,000 reimbursement consideration request).

This memorandum contains a review of the request for reimbursement consideration under applicable terms in Strategy 2(f) of the *2030 Regional Parks Policy Plan*.

**AUTHORITY TO REVIEW**

Minnesota Statute Section 473.315 authorizes the “Metropolitan Council with the advice of the Metropolitan Parks and Open Space Commission to make grants from any funds available to it for recreation open space purposes to any municipality, park district or county located wholly or partially within the metropolitan area to cover the cost, or any portion of the cost, of acquiring or developing regional recreation open space in accordance with the [*Regional Recreation Open Space*] *Policy Plan*”.

## BACKGROUND

The Salvation Army had a camp on the north shore of Silver Lake in the City of St. Anthony from 1922 until they sold the camp to Three Rivers Park District in September 2001. The site consists of 68 acres of land, 3 acres of wetlands, and 49 acres of non-meandered Silver Lake. (See **Attachment 3** for a map of the unit based on the 2006 Development Master Plan concept).

Prior to the sale in January 2001, the Metropolitan Council:

1. Approved the concept of the Salvation Army Camp on Silver Lake in the City of St. Anthony as a special recreation feature.
2. Supported efforts by Three Rivers Park District to acquire the camp, or a portion thereof, as a regional special recreation feature, subject to approval by the City of St. Anthony and Ramsey County.
3. Indicated it would consider reimbursing Three Rivers Park District for the cost of acquiring the Salvation Army Camp, or portion thereof, for a regional special recreation feature in a future regional parks capital improvement program subject to further Metropolitan Council review of information regarding the final outcome of negotiations. The acquisition cost of any land not used for a regional special recreation feature would not be eligible for reimbursement with Council grant funds.

The Council approved the acquisition master plan for this special recreation feature—which encompassed the entire camp—in March 2002 and has authorized grants totaling \$3,432,000 to-date to reimburse the Park District for its net acquisition costs of \$7,379,200 for acquiring the camp since that time.

The Metropolitan Parks and Open Space Commission conducted a review of the development master plan beginning in April, 2006. It focused its attention on the following issues:

1. Does the proposed use of the Silverwood Park site as an environmental education center using art as the medium meet the requirements of Strategy 1(d) Special Recreation Facilities in the *2030 Regional Parks Policy Plan*?
2. What are the cost details of components of the development master plan and do they meet the legislative intent of MS 473.147? That statute directs the Metropolitan Council with the advice of the Commission to generally identify land, which should be acquired by cities, counties or special park districts, which together with State facilities will reasonably meet the outdoor recreation needs of the people of the metropolitan area.

The Commission evaluated both issues extensively at meetings held on April 11, July 11 and August 1, 2006. The Commission received information from the Park District regarding the proposed use of the site as a special recreation feature in the context of Strategy 1(d) Special Recreation Facilities. And, the Commission requested and reviewed detailed cost estimates for developing the park at that time.

In summary the total estimated cost of the special recreation feature's development was \$15.4 million in 2006 dollars. This was broken into two phases that totaled about \$14.5 million for phase 1 and \$920,000 for phase 2. Details of the cost estimate in the 2006 development master plan are shown on Table 1 below.

**Table 1: Estimated development costs from 2006 Development Master Plan for Silverwood Special Recreation Feature**

| Three Rivers Park District                                     |                         |                      |                          |
|--|-------------------------|----------------------|--------------------------|
| <b>2006 Master Plan – Estimate Cost Summary (2006 dollars)</b> |                         |                      |                          |
|  | <b>Phase One</b>        | <b>Future Phases</b> | <b>Total Development</b> |
| <b>SITE ELEMENTS</b>   |                         |                      |                          |
| General and Site Preparation                                   | \$ 463,317.50           | \$ 58,834.00         | \$ 522,151.50            |
| Circulation and Parking  | \$ 1,087,400.00         | \$ 84,600.00         | \$ 1,172,000.00          |
| Landscape Features   | \$ 1,852,088.00         | \$ 514,457.00        | \$ 2,366,545.00          |
| Pedestrian Circulation   | \$ 1,562,925.00         | \$ 130,700.00        | \$ 1,693,625.00          |
| Water Features   | \$ 393,200.00           | na                   | \$ 393,200.00            |
| Utilities  | \$ 223,500.00           | \$ 37,950.00         | \$ 261,450.00            |
| <b>Sub-Total</b>   | <b>\$ 5,582,430.50</b>  | <b>\$ 826,541.00</b> | <b>\$ 6,408,971.50</b>   |
| <b>ARCHITECTURAL</b>   |                         |                      |                          |
| Demolition   | \$ 286,150.00           | \$ 4,000.00          | \$ 290,150.00            |
| Visitor Center   | \$ 5,748,750.00         | na                   | \$ 5,748,750.00          |
| Art Studio / Classroom   | \$ 1,518,000.00         | na                   | \$ 1,518,000.00          |
| Moving, Rehab, and Abatement                                   | \$ 34,700.00            | \$ 5,200.00          | \$ 39,900.00             |
| <b>Sub-Total</b>   | <b>\$ 7,587,600.00</b>  | <b>\$ 9,200.00</b>   | <b>\$ 7,596,800.00</b>   |
| Total Site and Architectural Cost                              | \$ 13,170,030.50        | \$ 835,741.00        | \$ 14,005,771.50         |
| 10% Construction Contingency                                   | \$ 1,317,003.05         | \$ 83,574.10         | \$ 1,400,577.15          |
| <b>Project Construction Total</b>                              | <b>\$ 14,487,033.55</b> | <b>\$ 919,315.10</b> | <b>\$ 15,406,348.65</b>  |

On September 13, 2006 the Metropolitan Council approved the development master plan for the park with two conditions:

1. That purely artistic components such as sculptures at Silverwood Park Special Recreation Feature will not be eligible for regional recreation open space capital improvement funds.
2. That Three Rivers Park District submit to the Metropolitan Parks and Open Space Commission and Metropolitan Council updated park development capital costs as design planning moves forward as part of future capital improvement grant requests for Silverwood Park Special Recreation Feature.

The Park District understood at that time that Metropolitan Council approval of the master plan did not obligate any capital improvement grants from the Council to implement any portion of the approved plan. Additional cost details for projects in the park would be provided to the Commission and the Council when updated cost information was known. That updated cost data is now available and is summarized in **Attachment 2: Silverwood SRF development -- past expenditures (in shaded area) and work yet to be done -- basis for \$12,056,000 reimbursement consideration request.**

## REIMBURSEMENT REQUEST ANALYSIS

Strategy 2(f) of the *2030 Regional Parks Policy Plan* states:

### Strategy 2(f): Reimbursement

Reimbursement will be considered for development provided the project in question is consistent in timing, scale, type and cost with an approved master plan, that all information required for a development grant is submitted to the Council prior to the regional park implementing agency undertaking the project and that the Council approves the project.

This project is consistent with the terms of Strategy 2(f) for the following reasons:

1. The timing, scale and cost of this project are consistent with the Council-approved development master plan under the following factors:
  - a. The estimated costs for Phase 1 in the 2006 Development Master Plan (\$14.5 million) align with the 2008 budget of \$14 million shown in **Attachment 2**. Please note that the Park District has spent \$1,944,000 for design/engineering work on the project shown in the shaded areas of Attachment 2. Those costs are not eligible for reimbursement consideration.
  - b. The timing and scale of Phase 1 as described in the 2006 Development Master plan align with the 2008 budget shown in **Attachment 2**.
2. Enough information has been submitted in this request regarding what would be financed with a Council grant to meet the requirements of Strategy 2(f). In this case, that information is contained in **Attachment 2** and what the Park District staff will present at the April 1 MPOSC meeting.
3. The Park District is requesting Metropolitan Council approval for continuing this project prior to undertaking it. It began design/engineering work on the project in 2006. That work totaling \$1,944,000 which is shown in shaded rows in **Attachment 2** is not eligible for reimbursement consideration. The Park District intends to begin construction this summer.

## CONCLUSION

The *2030 Regional Parks Policy Plan* requires that requests for CIP reimbursement consideration are consistent with the terms of Strategy 2(f). This review concludes that the reimbursement consideration request of \$12,056,000 for construction at Silverwood Special Recreation Feature as shown in **Attachment 2** is consistent with the terms of Strategy 2(f). The timing of when the Park District is reimbursed for any portion of the \$12,056,000 is dependent on when funds are provided in future regional parks capital improvement programs. However, the Council does not under any circumstances represent or guarantee that a reimbursement will be granted, and expenditure of local funds never entitles a park agency to reimbursement.

## RECOMMENDATION

That the Metropolitan Council consider reimbursing Three Rivers Park District up to \$12,056,000 for construction at Silverwood Special Recreation Feature as shown in **Attachment 2** in future regional parks capital improvement programs. However, the Council does not under any circumstances represent or guarantee that reimbursement will be granted, and expenditure of local funds never entitles a park agency to reimbursement.

**Attachment 1: Letter from Boe Carlson, Three Rivers Park District**



March 13, 2008

Three Rivers  
Park District  
Board of  
Commissioners

Mr. Arne Stefferud  
Metropolitan Council  
390 Robert Street N  
St. Paul, MN 55101

Dear Arne:

Sara Wyatt  
District 1

At the August 1st, 2006 Metropolitan Park and Open Space Commission (MPOSC) meeting, the Master Plan for Silverwood Special Recreation Feature (SRF) was adopted. That motion adopting the Master Plan also requested that the Park District submit to the MPOSC an updated park development cost estimate as part of the future capital improvement grant request.

Marilynn Corcoran  
District 2

Mark Haggerty  
District 3

Since the adoption of the Master Plan, the Park District has been finalizing preliminary planning and site work for Silverwood SRF. The Park District has also been refining the floor plan for the Visitor Center building and other park improvements, which were identified as Phase I of the park's development. Currently, the construction project is out to bid with an anticipated award in late April 2008.

Dale Woodbeck  
District 4

At this time the Park District is requesting eligibility for future consideration for reimbursement of construction costs of Phase I development of Silverwood SRF in the amount of \$12,056,000. The Park District will provide development details to the MPOSC at the April 1st, 2008 meeting.

Rosemary Franzese  
District 5

Sincerely,

Larry Blackstad, Chair  
Appointed

Boe Carlson  
Associate Superintendent  
Three Rivers Park District  
(763) 559-6767

Joan Peters, Vice Chair  
Appointed

cc: Cris Gears, Superintendent  
Don DeVeau, Planning and Development  
Mike Horn, Senior Landscape Architect

Cris Gears  
Superintendent

attachment  
BRC/jjs

Administrative Center, 3000 Xenium Lane North, Plymouth, MN 55441-1299  
Information 763.559.9000 • TTY 763.559.6719 • Fax 763.559.3287 • www.ThreeRiversParkDistrict.org



**Attachment 2: Silverwood SRF development -- past expenditures (in shaded area) and work yet to be done -- basis for \$12,056,000 reimbursement consideration request.**

**SILVERWOOD PARK DEVELOPMENT  
PROJECT BUDGET**

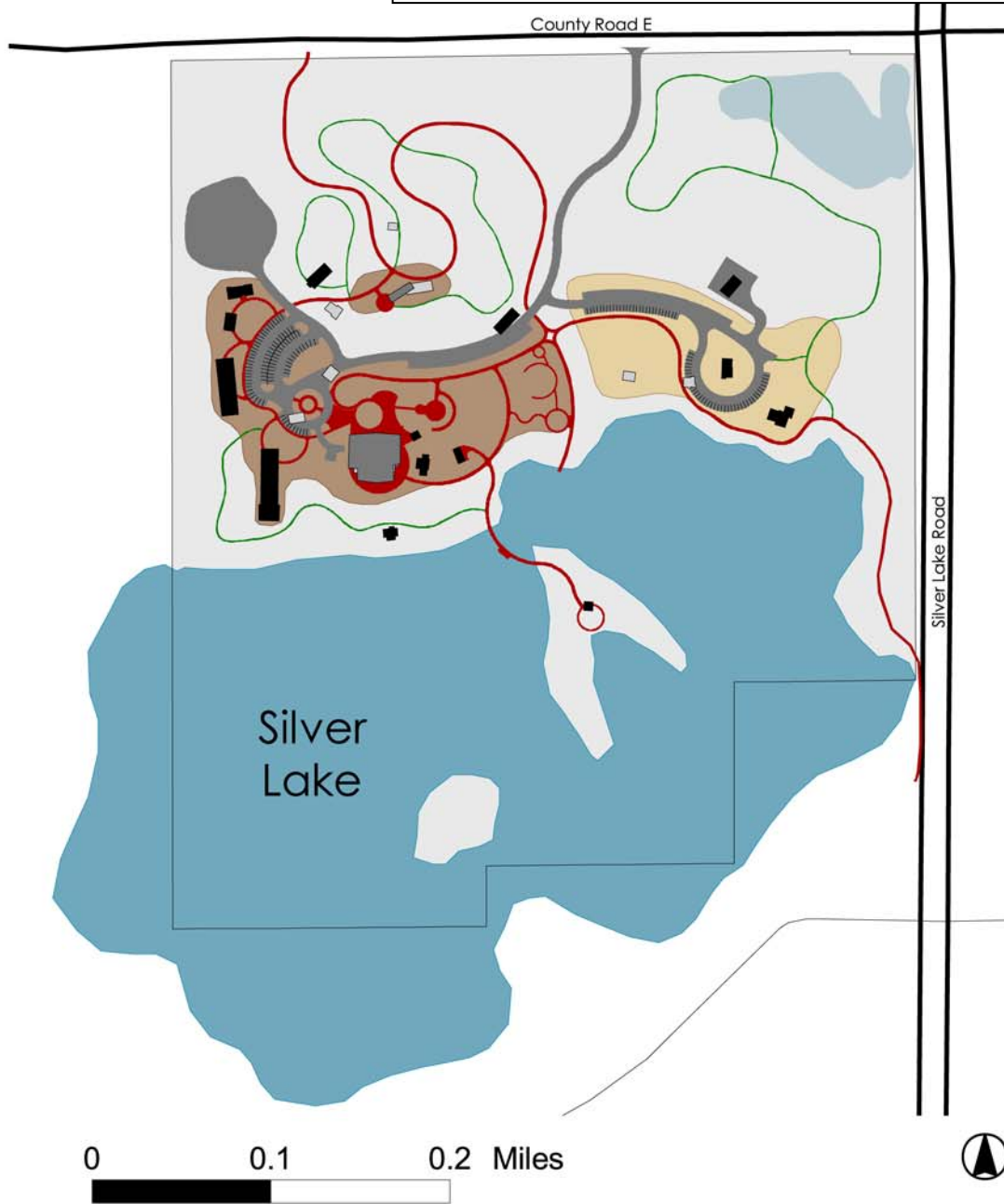
| <b>Component</b>                          | <b>March 2008</b>       | <b>Changes to the Project</b>                             |
|---|-------------------------|---|
| <b>Preliminary Planning and Site Work</b> |                         |   |
| Park Development Plan (SRF)               | \$ 242,000              | Completed in 2005-2006                                    |
| Parking Study (SRF)                       | \$ 12,000               | Completed in 2006   |
| Storm Water Study (SRF)                   | \$ 15,000               | Completed in 2006   |
| Cultural Study (106 Group)                | \$ 14,000               | Completed in 2006   |
| Demolition Plans and Permit (SRF)         | \$ 53,000               | Completed in 2006   |
| Demolition (Landwehr)                     | \$ 426,000              | Completed in 2006   |
| Equipment, Testing, and Legal             | \$ 96,000               | Completed in 2006-2007                                    |
| Subtotal Preliminary Work                 | \$ 858,000              |   |
| <b>Visitors Center</b>                    |                         |   |
| Construction costs*                       | \$ 5,800,000            | 18% reduction in size and use of Elm Creek-like materials |
| Design fees @ 8.5% of costs               | \$ 493,000              |   |
| Additional design fees                    | \$ 200,000              | Estimated costs for multiple redesign options             |
| Subtotal Visitors Center                  | \$ 6,493,000            |   |
| <b>Park Improvements</b>                  |                         |   |
| Construction costs*                       | \$ 3,900,000            | Refurbish bridge and modify plans Amphitheater and trails |
| Design fees @ 8.5% of costs               | \$ 332,000              |   |
| Additional design fees                    | \$ 61,000               | Estimated costs for multiple redesign options             |
| Subtotal Park Improvements                | \$ 4,293,000            |   |
| Furniture, Equipment, etc.                | \$ 645,000              |   |
| Project Contingency                       | \$ 711,000              | 6.5% to supplement construction contingencies             |
| <b>Total Visitors Center and Park</b>     | <b>\$ 13,000,000</b>    |   |
| <b>Maintenance Facility Budget</b>        | <b>\$ 1,000,000</b>     | Will design and build within allocated budget             |
| <b>Total Development Cost</b>             | <b>\$ 14,000,000</b>    |   |
| <b>Total Re-imburement Request</b>        | <b>\$ 12,056,000.00</b> |   |

\*Construction costs include contingencies

# Silverwood Park

Recreation Development Map

## Attachment 3: Silverwood SRF development concept map 2006 master plan



### Legend

- Proposed New Buildings
- Proposed Building to Remove
- Existing Building
- Proposed Non-paved Trails
- Proposed Roadway
- Proposed Paved Trails
- Wetland
- Lake
- Phase One Recreation Development Area
- Future Recreation Development Area
- Park Boundary