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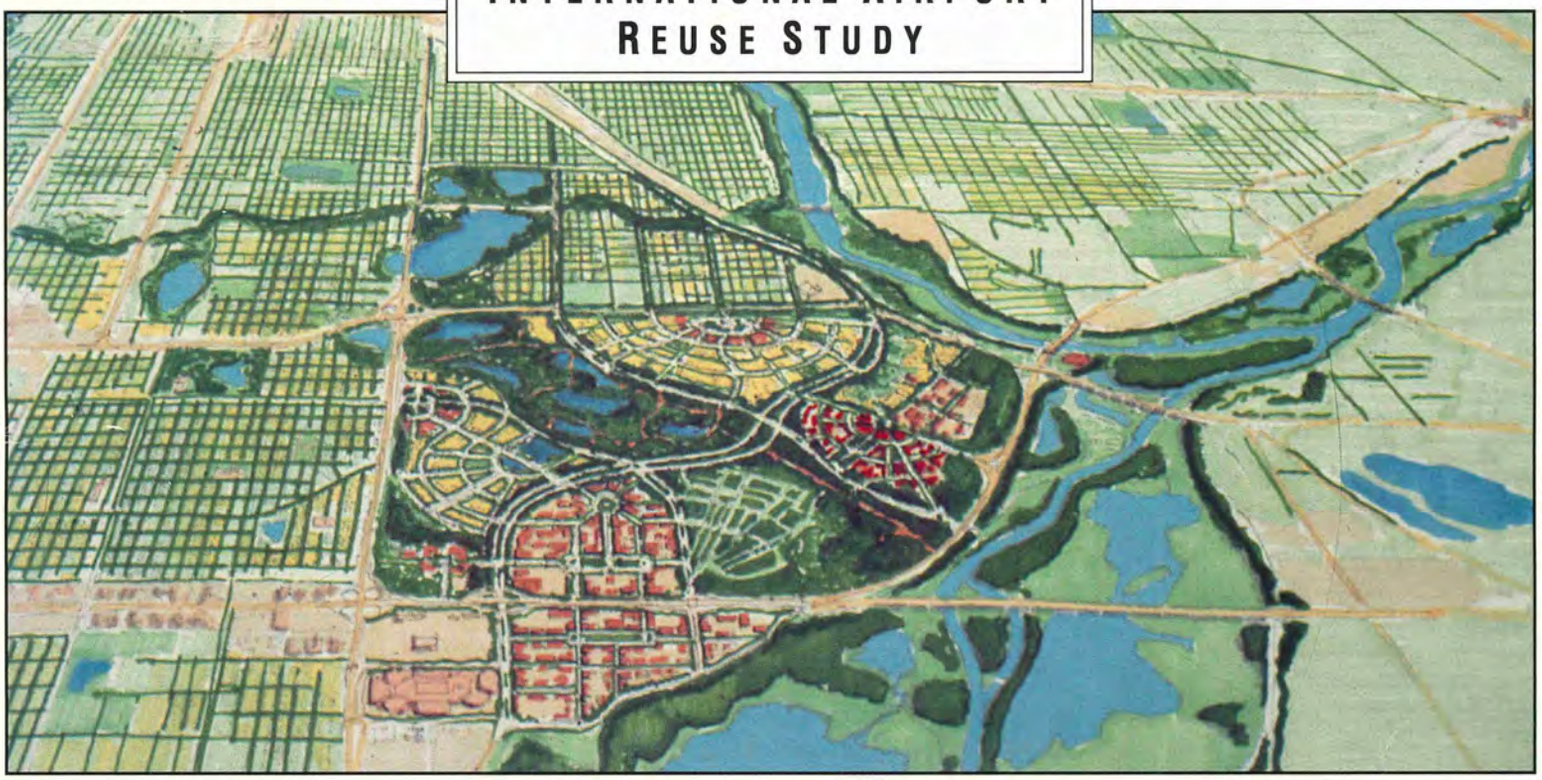
# MINNEAPOLIS ST. PAUL

## INTERNATIONAL AIRPORT REUSE STUDY



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Volume 1 - Report

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# CONTENTS


PREFACE ..... 1

I. STATEMENT OF OPPORTUNITY AND SUMMARY OF CHALLENGES, FINDINGS AND CONCLUSIONS ..... 2
Statement of Opportunity ..... 2
Summary of Challenges, Findings and Conclusions ..... 3

II. MSP AIRPORT REUSE STUDY ..... 6
Steps in the Reuse Study ..... 6

III. REGIONAL CONTEXTS ..... 8
Regional Contexts ..... 8
Historic Development Context ..... 8
Regional Employment and Economic Activity Center Context ..... 12
Transportation Context ..... 13
Environmental Context ..... 15

IV. MSP CONTEXTS ..... 16
MSP Contexts ..... 16
Land Use Context ..... 16
Transportation Network Context ..... 20
Environmental and Open Space System Context ..... 22

V. PERFORMANCE CRITERIA ..... 25
Performance Criteria ..... 25
Statement of Opportunity and Challenges ..... 25
Job Opportunities and Economic Development Challenges ..... 28
Major Environmental/Open Space Amenity Criteria ..... 29
Criteria to Complement Surrounding Communities ..... 29
Regional Transportation Criteria ..... 30
Residential Communities Criteria ..... 30

VI. DESIGN CONCEPTS ..... 31
Alternative Design Concepts ..... 32
Parkway Design Concept ..... 33
New Neighborhood Design Concept ..... 37
Compact Development Design Concept ..... 41

VII. IMPLEMENTATION ..... 45
Governance Recommendations ..... 45
Financing and Implementation ..... 46

ATTACHMENTS

# PREFACE

## DUAL-TRACK AIRPORT PLANNING PROCESS

Under the Metropolitan Airport Planning Act of 1989, the Metropolitan Council and the Metropolitan Airports Commission (MAC) have been charged to examine how best to meet the long-term transportation needs of the Twin Cities Area and State of Minnesota. This planning effort is commonly called the "dual track" strategy.

One track focuses on a new airport option. The Metropolitan Council completed the first phase of this track when it selected the Dakota County Search Area in December 1991. The MAC is beginning the detailed site and airport layout planning to determine the airport's precise location within the search area. The MAC will then conduct an environmental evaluation and prepare a detailed airport development plan.

The second track focuses on possible ways to improve the capacity of Minneapolis-St. Paul International Airport (MSP). The MAC is conducting this planning. In November 1991, the MAC adopted a long-term development concept for MSP that includes the construction of a new north-south runway and new west-side terminal. The MAC will refine this plan over the next several years.

## MSP REUSE STUDY

The study of the potential reuse of MSP is part of the "dual track" major airport planning process. The purpose of the reuse study is to identify policies to guide the reuse of MSP should a new major replacement airport be built to serve the Twin Cities Metropolitan Area

In September 1991, the Council appointed a Minneapolis-St. Paul International Airport Reuse Task Force, broadly representative of community interests, to advise it on a reuse strategy. The task force was charged to provide a forum for the discussion of issues and concerns regarding the MSP reuse study, and to develop reuse scenarios, policies and recommendations for consideration by the Council. The reuse study is to develop policies which can provide the framework for the reuse of the airport if the decision is made to do so, not to propose a specific master plan. The task force made its recommendations to the Council on October 16, 1992. The Council adopted this report, *Minneapolis-St. Paul International Airport Reuse Study*, on December 17, 1992 for submittal to the Minnesota Legislature. In addition to this document, there is a separate technical appendix (Publication No. 559-92-128).

# I STATEMENT OF OPPORTUNITY

## STATEMENT OF CHALLENGES AND SUMMARY OF FINDINGS AND CONCLUSIONS

### STATEMENT OF OPPORTUNITY

In the 19th century, the United States chose ground high above the confluence of the Minnesota and Mississippi Rivers to build Fort Snelling. The fort opened up the upper Midwest region to a wave of eager pioneers. The site was selected because river locations meant fast transportation for people and the products of a rugged frontier.

In the 20th century, land just west of the fort was gradually transformed to take advantage of a new way to travel and ship products -- the airplane. The site, equal in proximity to Minneapolis and St. Paul, was chosen in the 1940's to be the single airport to serve the metropolitan area. A modern, international airport sprouted up to connect a cosmopolitan region to the world. The air service played a key role in the rise of the region's major corporations and its successful, diversified economy.

What role will the site play in the next century, if it is no longer an airport? Will its impact -- in reuse -- equal those of the previous centuries? It could, if that's the scale of the vision. Daniel Burnham told people to "make no little plans; they have no magic to stir one's blood and probably themselves will not be realized. Make big plans; aim high in hope ..." The reuse of the airport site could be the right place. The 21st century may be the right time to "aim high."

The site is near the center of the population of the 2.3 million Twin Cities Metropolitan Area. It is large assemblage of land -- some 3,100 acres. But its central location does not mean its setting is entirely urban. Rather, it is perched above the confluence of two major rivers in a marvelous natural setting, with spectacular bluffs, vistas, woodlands and wildlife. The river gorges are scenic and well preserved. All in all, the site's convenient location and natural setting offers a unique opportunity for the region and state.

The central location, unique size, historic and cultural heritage, environmental assets and highway accessibility of the MSP site make the reuse of the site an extraordinary opportunity to:

- Enhance the quality of life and economic structure of the Twin Cities Metropolitan Area and to develop a significant large-scale, multiple-use integrated enterprise with a high-quality image to set a new standard for the region;
- Replace and create a new economic focal point in the region of national and international stature;
- Create a major regional open-space resource that is linked to existing open-space resources;
- Protect and enhance the historic and cultural resources of the region;
- Provide for full integration with economic, social and physical urban and suburban development pattern;
- Provide a balance of residential opportunities;
- Encourage economic growth in high technology and manufacturing industries;

- Reinforce the social and economic integrity of surrounding communities; and
- Stimulate investment and reinvestment in a mature area of the region.

## STATEMENT OF CHALLENGES

The potential reuse of the MSP site needs to fit the context of its regional location and its context in the I-494 corridor.

- Currently, the Twin Cities commercial real estate market, as in most metropolitan areas across the country, has a large amount of vacant office, retail, and industrial space. The region is coming off a strong commercial construction period. This has resulted in an "overhang" in the office-space market, which may take 5 to 10 years to be absorbed. Generally speaking there has been local and national cyclical patterns of over-building followed by a period of under-building. In addition, there is vacant, developable land that is planned and zoned for commercial office uses which if developed would add 6- to 8-million square feet. By the time the reuse of MSP would potentially begin in 2005 to 2010, it is anticipated that the current supply of vacant space would be absorbed.
- The MSP property is a very large property relative to the historic pace of land absorption in the region. In addition, it will take time to clear and prepare the land for development. As a result, the economic results of the MSP site must be viewed from a 20- to 50-year period, not the two-to-five year turnaround associated with a much smaller, more typical development project.
- From the standpoint of economic development, the greatest challenge will be to prepare and implement a reuse plan and strategy that will generate new regional economic growth. Although creating new growth is the priority, some internal shifting of economic activity in the region will likely occur.
- The complete closure of MSP as an airport is preferred for reuse of the site. An aviation reuse for general aviation activity and the military was considered. Such an aviation reuse assumed that all scheduled passenger service and air freight activity would be relocated to the new airport. The terminal would be completely closed and runway system would be reduced to a shortened primary runway and a crosswind. However, when this option was considered in light of the performance criteria discussed later in this section, it was dropped from consideration.
- The governance structure must balance the diverse and sometimes conflicting needs, interests and expectations of the adjacent communities, the region and the state. The governance structure needs to recognize the historical context of MSP, current uses on-site and in adjacent communities, and the reuse performance criteria. Finally, the governance structure needs sufficient flexibility and authority to develop and implement the reuse master plan.
- The MSP site is owned by the MAC, the state government and federal government. Disposition of this land will be governed by instruments of title, state law and federal laws and regulations. A major task for the reuse of MSP will be the need to assemble title to the lands at MSP.

The process of converting the control of the lands at MSP from aviation uses to make the lands available for reuse should begin at the time a decision is made to build a new airport. Substantial negotiations will need to occur among numerous federal, state, regional, and local agencies regarding the reuse of the MSP lands. Legislation, or possibly congressional action, may also be necessary to ensure the conversion of the MSP lands. The process of assembling the MSP lands will most likely not be complete until after the cessation of scheduled air service functions at MSP.

- Traffic capacity limits and congestion on the regional system will limit or shape the development potential of the site. The challenge will be to create a multiple-use development served by an internal movement system where people can live, work, shop, and recreate on-site. Development also should create activity nodes that support transit, thereby reducing demands on the regional highway network.

- The overall impact of the hazardous waste contamination at MSP is unknown at this time. Regardless of what decisions are made about the long-term aviation use of MSP, the environmental cleanup will need to be done and the responsible parties will have to pay for it. Federal and state law in regard to responsibility and liability for environmental contamination is regarded as a potentially serious disincentive for reuse, particularly where the prior use involved extensive use of toxic or hazardous materials. Because an airport is noted for using such materials, a program of indemnification is appropriate to attract candidate investors or users who might otherwise be deterred by undisclosed or undiscovered contamination. To encourage investment and reuse under the current environmental liability laws, MSP could indemnify lessors, investors or users of the land against clean-up costs. The government could still sue the investors, but MSP could promise to pay litigation fees and cleanup costs. Therefore, the investors would not be at risk and would be more likely to invest in the reuse of MSP. The clean-up of MSP by the parties responsible for contaminating the property should complete their efforts whether the airport is relocated or not. The costs associated with cleanup activities are anticipated to be part of the official transfer plan to the replacement airport as required by the FAA.

- During the first years of development, reuse will likely focus on land already served by utilities and land that is served by existing roads and access points to the regional highway network. Some of the existing airport tenants, those who do not need direct access to aircraft, could remain on site as interim or long-term users. It must recognized that there will be long development (build out) period -- 20 to 50 years -- which will require maintaining flexibility and responsiveness to market conditions. Interim uses of the structures could be employed to keep a beneficial level of activity on the site and to generate revenues for future reuse and infrastructure investment.

## SUMMARY OF FINDINGS AND CONCLUSIONS

The Minneapolis-St. Paul International Airport (MSP) site offers the Twin Cities Region a unique and significant redevelopment opportunity that can be a benefit to the adjacent communities and the region as a whole if a replacement airport is built.

- The reuse should be market driven. The performance criteria contained in this report provide the policy framework needed for the reuse effort. Priority should be to help replace the aviation jobs and economic activity and to attract new jobs and economic activity for the region. Three design concepts that test and illustrate the performance criteria employ by necessity a current market view. The actual master plan may be different given the fact reuse is at least a decade away.

- A development and management entity should be established to guide reuse and to implement the performance criteria. The entity should be established at least five years prior to the closure of the airport to ensure the timely resolution of details and to address the challenges faced by this large and complex undertaking. A funding source for the start up will be needed.

- If a replacement airport is built, then all aircraft operations and airport functions should be removed from the MSP site.

- The MSP site is a large property relative to historic pace of land

absorption in the region. Therefore, the reuse and economic results must be viewed from a 20-to-50 year period. The reuse require an incremental and phased approach.

- Sale of the MSP site will not create revenue to help with the financing of a replacement airport. Public and private funds will be required for demolition and site clean-up before the site can be redeveloped. This could be done incrementally consistent with the design concepts.

- The reuse of the site should build on the cultural and historical importance of the property. The dedication of approximately a third of the site to open-space networks will provide important connections to the local, regional and state park systems.

- A major task will be to assemble title to the lands at MSP. With a well-defined reuse master plan and sufficient funds, however, there is little that should stand in the way of converting the control of the lands from aviation to reuse purposes. Substantial negotiations will need to occur among numerous federal, state, regional, and local agencies. Legislation and congressional action may be necessary. The land assembly process will most likely not be completed until after the closure of MSP.

# MSP AIRPORT II REUSE STUDY

## STEPS IN THE REUSE STUDY

***Task Force***

The Metropolitan Council in September 1991 appointed a Minneapolis-St. Paul (MSP) International Airport Reuse Task Force, broadly representative of a community of interests, to advise it on a reuse strategy. The task force was charged to provide a forum for the discussion of issues and concerns regarding the MSP reuse study, and to develop reuse scenarios, policies and recommendations for consideration by the Council. A technical review committee consisting of affected property owners and governmental agencies was also established to provide information and review draft materials. The reuse study is to develop policies, not to propose a specific master plan.

***Initial Scoping***

In October 1991 the task force conducted two workshops with representatives of various community, business, academic and public agencies. The workshops were organized as brainstorming sessions to generate a broad range of potential reuse scenarios for the MSP site. The task force held a series of small-group discussions in November 1991 to develop a study design for the reuse study. The task force examined several comparable projects which included the Denver Stapleton redevelopment, Las Colinas and redevelopment of Southwest Airport (Ft. Worth) near Dallas-Ft. Worth (DFW) International Airport, and Alliance Airport in Ft. Worth which is a new airport developed for industrial users. A series of seven reuse themes were identified for evaluation, along with four potential urban design alternatives.

The reuse themes identified to explore what new uses could be accommodated on the site were: international corporate center, biomedical and health care center, major research park, entertainment/major outdoor-indoor recreational center, high-tech manufacturing, transportation center and aviation reuse.

The four urban design alternatives for exploring how the MSP reuse could be reincorporated into the regional development pattern were: as an "island" whereby the site would be redevelopment as an independent, discrete development, as a transportation/development corridor, as one or more development nodes and as part of a continuous growth pattern whereby the site would blend in with its adjacent communities.

***Reuse Contexts***

During the spring of 1992 the task force examined the alternatives by examining a series of regional and MSP "X-rays" information maps. The task force used the "X-rays" to understand how the region developed. They examined the forces that influenced and shaped the patterns of development and that provided frameworks for future development influences. These contexts included the historic development pattern, the evolution and location of the

regional employment and economic activity centers, the transportation systems and the environmental and open-space systems influences. The task force conducted a series of focus groups in April and May to critique the reuse alternatives. Discussions were held with developers, corporate businesses, the biomedical and high-tech community; open-space, historic and environmental agencies; urban design professionals; transportation agencies; and aviation agencies.

***Development Scenarios***

A second round of alternative futures for MSP reuse was discussed by the task force in June 1992. Based on the information and perspectives gained from the April-May focus discussions, a set of five community values were identified. Reuse alternatives that maximized each single value were prepared as a starting point to come up with performance criteria.

Each of the scenarios represented a single "community value" taken to its maximum potential on the site. The development scenarios were: maximum economic benefit to the region, maximum public open space, maximum public purpose, maximum benefit for adjacent communities, and aviation use. Each scenario was discussed by the task force and tested for its impact on the MSP contexts and evaluated in terms of strengths and weaknesses.

***Performance Criteria***

A series of draft performance criteria were developed in July 1992 using the "community values" expressed by the development scenarios. A draft set of performance criteria and four "hybrid reuse alternatives" that combined elements of the value scenarios were discussed at several public information meetings in August and September. The task force held small-group discussions. As a result, the performance criteria were revised and three reuse design concepts were developed. The performance criteria are to guide specific reuse plans as they are developed in the future. The criteria define the essential characteristics of and priorities for any redevelopment. They include physical, economic, cultural, historic and environmental attributes that should serve as physical planning tools and as a basis for public policy frameworks. The three design concepts illustrate options for reuse using the criteria. An aviation option that would continue some general aviation and military functions was dropped. Continued aviation activity requiring the use runways was not found consistent with the performance criteria.

# III REGIONAL CONTEXT

*In order to understand the potential reuse options for the Minneapolis-St. Paul International Airport (MSP) site, it is important to analyze the site in the context of regional development patterns and the natural landscape. These relationships provide clues to both the region's historical evolution and the site's role in this evolution.*

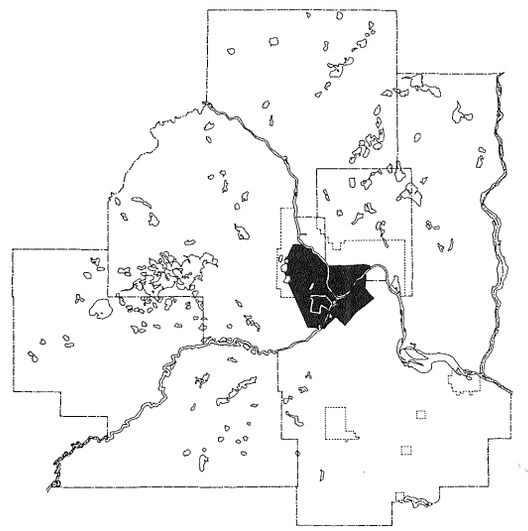
*A series of maps of the Twin Cities Region have been developed. These maps are "regional X-rays" that illustrate historical development patterns, current and projected development patterns, the regional road network, and regional patterns of open space.*

## HISTORIC DEVELOPMENT CONTEXT

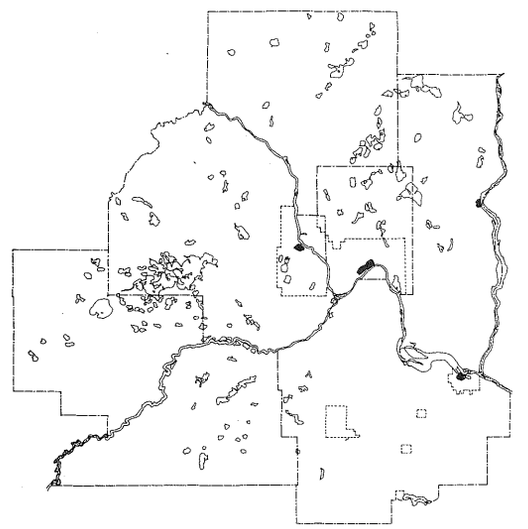
From studying the historic evolution of the Twin Cities Region, it is apparent that the presence of Fort Snelling at the confluence of the Mississippi and Minnesota Rivers and the later development of MSP Airport have been significant factors influencing regional development patterns.

Twin Cities urban growth snapshots for 1860, 1900, 1920, 1940, 1960 and 1980 are shown in figures on the following pages.

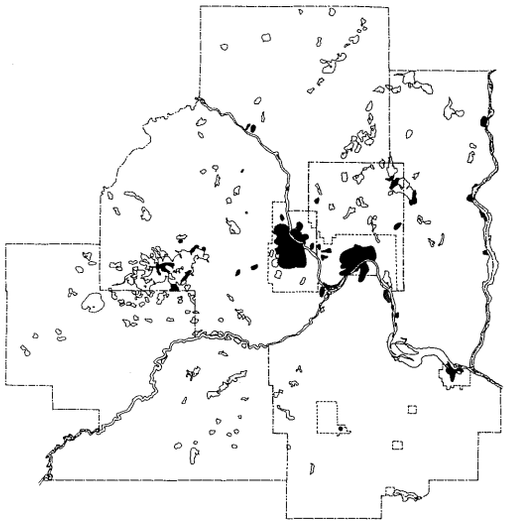
The Fort Snelling military reservation from its founding can be seen as a deflector of development. In 1893, Fort Snelling was a large military reservation, extending as far north as St. Anthony Falls near today's Minneapolis downtown and as far east as downtown St. Paul. This site, given its geographic location, would most likely have been the center of early urbanization like many other urban areas. Instead, the occupation of the fort prevented settlement here. When the first non-military settlements were established they were located just outside the reservation. As the Fort Snelling property holdings diminished, the settlement patterns filled in around the fort to the east in St. Paul and north in Minneapolis. Fort Snelling remained a major military facility through World War II. Prior to 1943, Minneapolis and St. Paul had engaged in a competition over airports. Planes flew the less than 10 miles serving both World Chamberlain Field in Minneapolis and Holman Field in St. Paul. The law creating the Metropolitan Airports Commission in 1943 required that an airport plan be done. The plan, adopted in 1944, recommended that World Chamberlain.



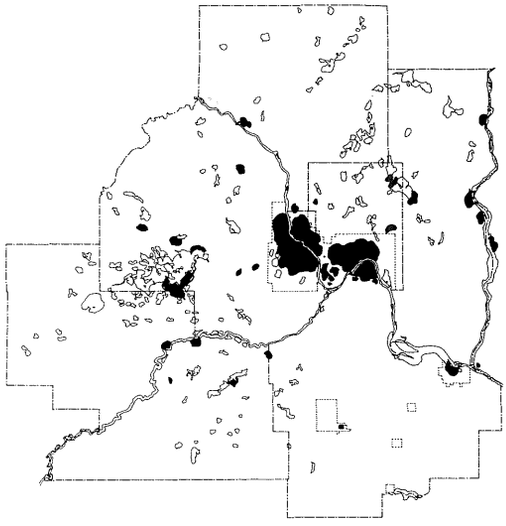
1839



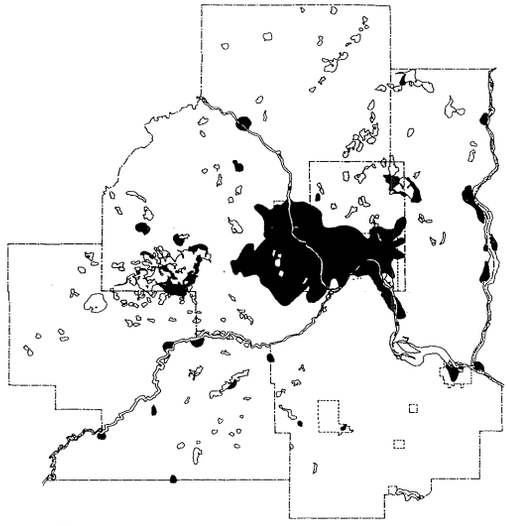
1860



1900



1920



1940

The Fort Snelling military reservation was quite large, extending from the current downtown in St. Paul in the east to the St. Anthony Falls in the north and across the Minnesota and Mississippi Rivers into Dakota County.

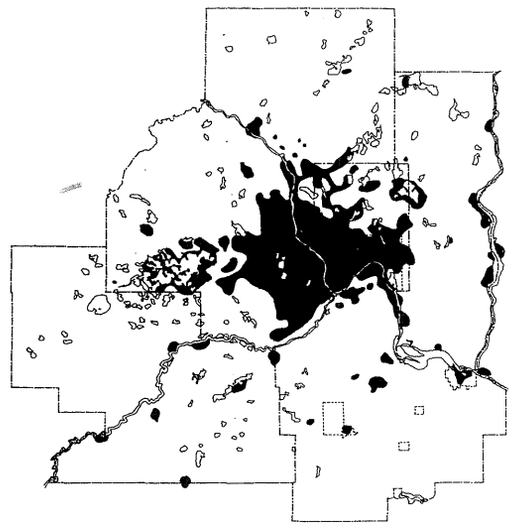
Before the founding of Fort Snelling, the area was inhabited by the Mdewakonton band of the Dakota Nation. By 1860, four major centers of population in the region existed: Hastings, Stillwater, St. Paul and St. Anthony-Minneapolis. The original importance of these centers was basically due to their location relative to the river systems.

Minneapolis and St. Paul were the dominant urban centers by 1900. Minneapolis was the world's leading flour-milling center by 1885. The Twin Cities were one of the nation's 10 leading railroad centers. A major corridor of rail yards and diverse warehousing and manufacturing extended 20 miles from the north edge of Minneapolis through the two downtowns. A streetcar system radiated from the downtowns and extended through the cities across 100 square miles.

In 1920, most of the region's 670,000 people lived within the two central cities focused on job locations in the main railroad corridor. The era of automobile commuting was just beginning. Suburbs with industry, such as North Saint Paul, St. Paul Park, St. Louis Park, Hopkins, and South St. Paul, were rising in importance. White Bear Lake and Lake Minnetonka connected by the streetcar lines were established as resorts and locations for summer homes.

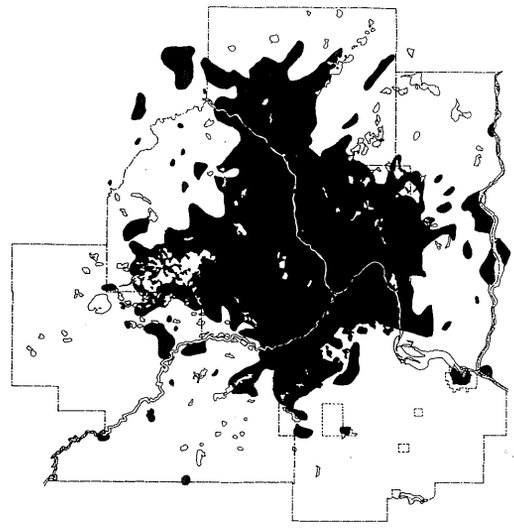
By 1940, Minneapolis and St. Paul coalesced into a single urban mass and contiguous suburban residential development was well underway. Continued growth in the region had occurred around major lakes -- Lake Minnetonka and White Bear Lake -- and in the larger rural communities of Anoka, Forest Lake, Stillwater, Hastings, Farmington, and Shakopee.

At the end of World War II, no more than several dozen, mostly two-lane paved roads extended out 10 miles from either central city. New streets were built and highways improved; bringing hundreds of previously inaccessible square miles into the urban real estate market. In 1950, the region had only five miles of freeways and expressways. This increased to 100 miles in 1960 and to over 350 miles in 1970. Much of the post World War II-to-1960 urban growth occurred to the north of both central cities and to the west and south of Minneapolis, where large tracts of relatively flat land were available. By 1960, little urban growth had crossed over the Minnesota River Valley into Dakota County.



1960

By 1980, the region had 460 miles of freeways and expressways and the old streetcar development pattern of the 1920s was engulfed in more than 800 square miles of auto-era subdivision and development. Jobs also followed the move to suburban locations. Whereas the central cities had 56 percent of the region's jobs in 1970, their share dropped to 40 percent in 1990.



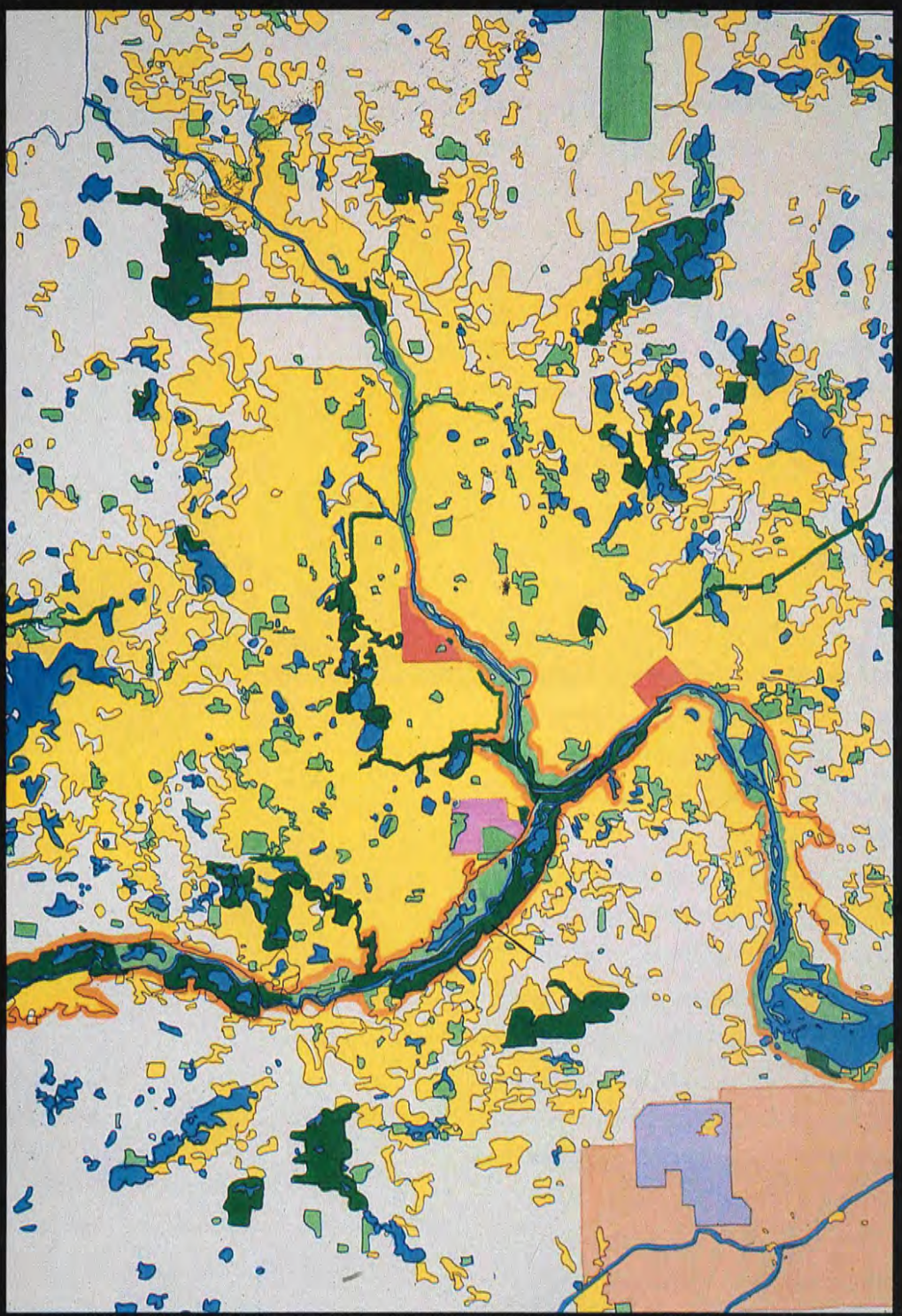
1980

Field be upgraded substantially to serve as the major terminal for scheduled airline operations in the metropolitan region. The continued use of the site as an airport can also be seen as reinforcing the original "cork in the bottle" that has inhibited, along with the wide river valley, development to the southeast.

Historic development patterns reveal a concentration of upper-income housing around the lakes west of Minneapolis and along the river bluffs. There is a continued preference for western sites stretching out to Lake Minnetonka. This trend has firmly established the majority of executive housing markets to the west of the MSP site. Much of the industrial development in the region was linked to the river-based commerce and later to railroad lines that generally follow the river valleys.

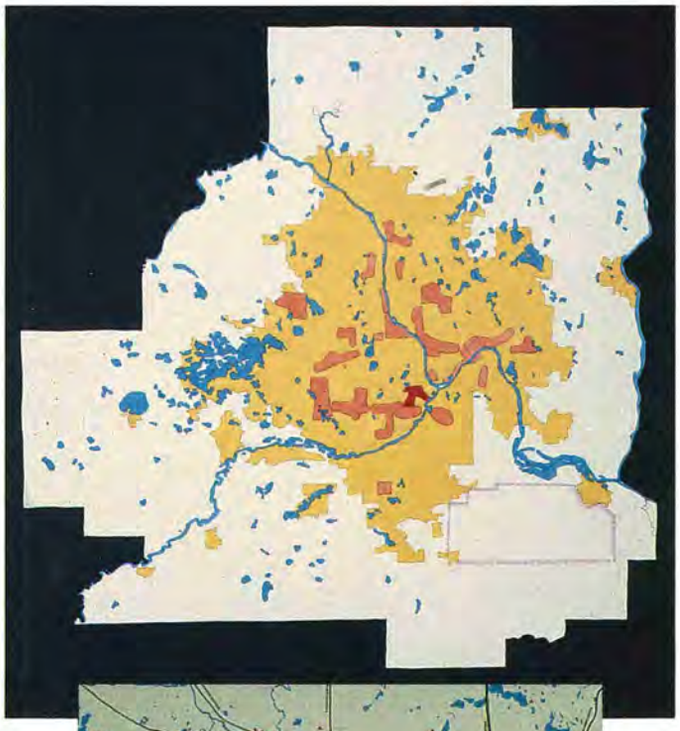
There are several factors related to historic development patterns that will influence reuse opportunities for the MSP site:

- The MSP site has the potential to become the physical center of regional development patterns.
- The heritage of the site as both an original Native American settlement and as the first settlement outpost provides opportunities for building a regionally significant cultural resource.
- The site is positioned within a network of low-density residential communities to the west and north, and can serve as the gateway to the southeast communities now experiencing significant residential growth.
- The site has been a barrier to normal regional growth patterns. Reuse of the site offers opportunities to connect regional and local resources.

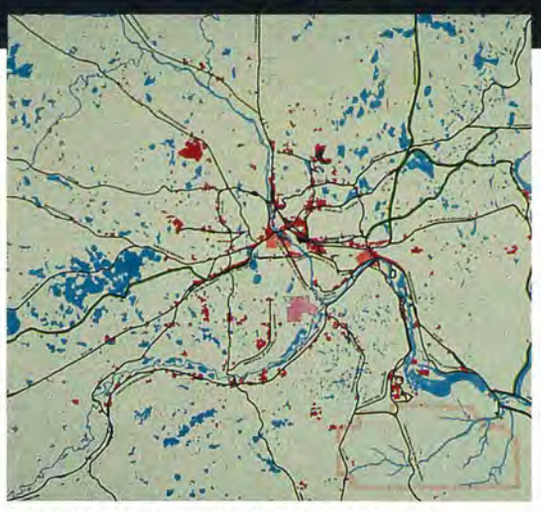


1990 SETTLEMENT PATTERNS

## REGIONAL EMPLOYMENT AND ECONOMIC ACTIVITY CENTER CONTEXT



REGIONAL EMPLOYMENT CENTERS



RAILROADS AND INDUSTRY

Historically, the metropolitan region is perceived as having two "core" employment centers that anchor regional growth, St. Paul and Minneapolis. New employment-related development is largely seen as separate and isolated patterns enclosed within different corridors or self-contained parks.

Regional land use patterns today, however, reveal a series of nearly continuous, linear zones of economic and employment uses. These zones, both current and historic, form a regional ring that functions as a single employment core. The MSP site, the central business districts of St. Paul and Minneapolis, I-494 through Bloomington, Eden Prairie, Minnetonka, and Plymouth, and the I-394 corridor through Golden Valley and St. Louis Park are part of this ring of economic development. The Fort Road/Shepard Road corridor from St. Paul to the MSP site like Hiawatha Avenue from downtown Minneapolis to MSP, are traditional employment corridors that have become underutilized. The redevelopment of these employment links could provide an economic stimulus to the southeastern sectors of the region. The reuse of the MSP site has the potential to become a key component in creating a future context for reinvestment in this employment core.

The significance of this pattern to the reuse of MSP includes the following:

- The MSP site can become a key component in creating a context for reinvestment in this regional employment core.
- Reinforcement of this regional pattern would provide a compact core of employment opportunities that are highly accessible to the regional work force.
- Development on the MSP site can create a positive reinvestment climate for older areas in the eastern parts of the I-494 corridor.
- Employment opportunities could both stabilize and promote reinvestment in the surrounding middle-income neighborhoods of Richfield and south Minneapolis.

## TRANSPORTATION CONTEXT

The transportation network is usually discussed in terms of the expressway network. As the urban portion of the region expands, the transportation network also expands. The MSP site has, and will continue to have a central position in that network. It is extremely well served by that network, but is constrained by the current heavy volumes of regional traffic that run past it.

Regional transportation policy supports development of a regional multi-modal public transit system that includes bus service networks and light rail transit corridors serving regional employment centers. The continued investment in the regional highway system to handle the increasing demand for capacity will face considerable issues related to negative environmental impact and dwindling financial resources. Current regional policy supports reinvestment in existing infrastructure and alternative transportation management systems to relieve the demand for building more high volume capacity.

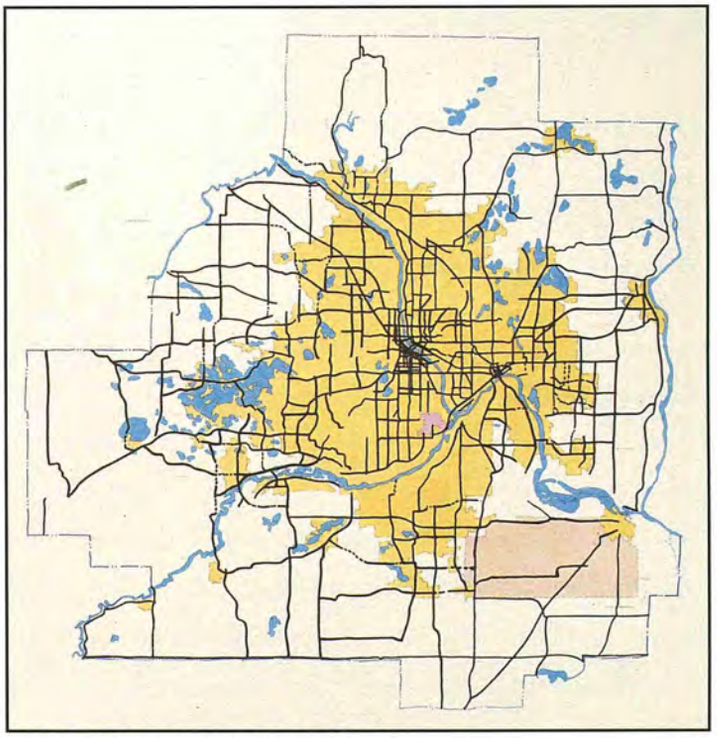
The regional arterial networks will become increasingly important as networks to relieve highway congestion. Additionally, land use patterns and development intensity will play an important role in the region's investment in new and existing road systems. The location of a potential new replacement airport in the southeast sector will require additional improvements to both the regional highway system as well as important secondary arterial networks. The MSP site would be well positioned as an intervening opportunity halfway between the urban centers and the new airport. The concentration of regional highway connections that provide access and define the edges of the site enhance the suitability of the site for regionally significant development.

Significant factors influencing the reuse of the site include:

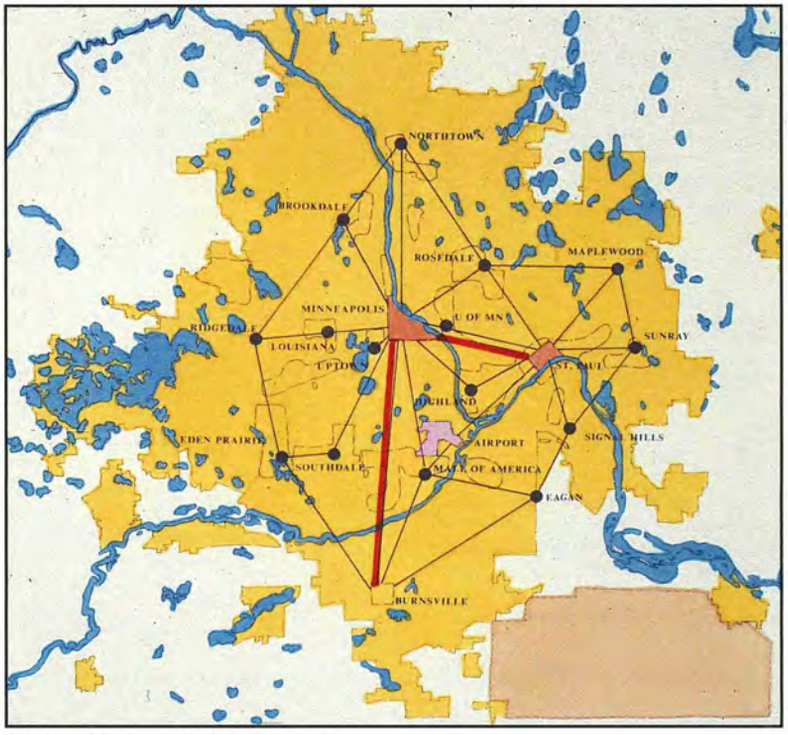
- The regional highway system serving the site has a finite capacity. Reuse options should balance development intensities and traffic generation with the regional highway and transit capacity.
- In light of increasing traffic congestion and negative environmental impacts, development strategies should provide new opportunities to live, work, shop, and play in a setting that reduces dependence on automobile trips.
- There is a significant network of arterial streets and parkways close by. Reuse strategies should tie into the existing systems to provide multiple regional access options.
- Historically, the highways have created barriers within and outside of the site. Future development strategies may require investment in the design of the expressway system to minimize the impact on both existing and future communities.
- Given the central location of the site within the region, multi-modal public transit opportunities should be used to structure employment centers on the MSP site that are accessible to the regional population.



REGIONAL TRANSPORTATION
2010 HIGHWAY SYSTEM



REGIONAL TRANSPORTATION
MINOR ARTERIALS




PROPOSED LRT LINES AND
PUBLIC TRANSIT NETWORK

## REGIONAL ENVIRONMENTAL CONTEXT

The Minnesota and Mississippi River Valleys give the region its basic geographic form. The lake and wetland systems, together with variation in topography and soils, have produced distinct "districts" of environmental character within the region.

Settlement patterns reflect the significance of this environmental framework. The rivers were not only resources for economic development, but also available for highly desirable addresses for prestigious residential development. The lakes to the north and west of the Twin Cities have historically been valued as amenities for residential communities. Additionally, the moraine topography has become more attractive as an environmental amenity.

The importance of these environmental resources as amenities for settlement is reflected in the visionary scale of the Minneapolis park system. The development of pedestrian parkways that link neighborhoods to lake fronts, parks, streams and rivers as continuous networks creates an unparalleled environmental resource. The system has become a trademark of the Twin Cities region and has endured the pressures of urbanization over a long period of time.

This regional system is complemented by local parks and bikeways, boulevards and parkways, such as Summit Avenue in St. Paul and Victory Memorial Parkway in Minneapolis. The system is also complemented by the state open-space networks that include the Minnesota River Wildlife Refuge, the Mississippi River Recreation Area, and Fort Snelling.

The development of these public open-space systems has provided not only significant regional recreational opportunities but it continues to be valued for its amenities in housing and, more recently, corporate offices.

Beyond visual and recreational values, and the economic enhancement value of the open-space systems, the maintenance and enhancement of ecological systems is rapidly becoming a significant priority in quality of life issues, both regionally and globally.



OPEN SPACE AND NATURAL FEATURES

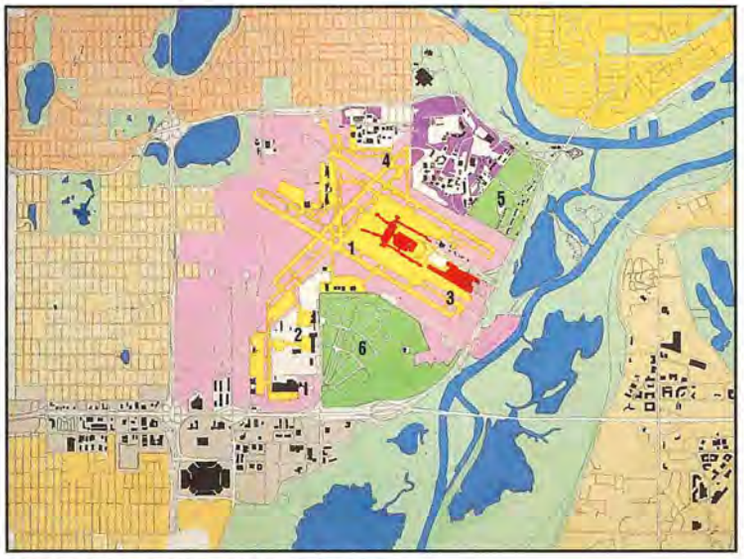
The regional environmental context provides unique opportunities for MSP reuse strategies. The major opportunities include the following:

- The site's location at the confluence of the two river systems provides an opportunity to build on the legacy of the regional park system and connect the Minnesota River Valley to communities surrounding the MSP site.
- Development on the site can further enhance the Fort Snelling facilities by creating reuse opportunities for historic buildings, creating better access, and expanding recreational amenities.
- The tradition of environmental amenities as catalysts for high-quality development can be used as a framework for redevelopment.
- The site is positioned to extend and connect both regional and local open space networks.
- Existing environmental resources, such as the Minnesota River Valley, can be enhanced and preserved by both environmental remediation and ecologically compatible redevelopment.
- Redevelopment strategies can provide environmental amenities for existing communities that will increase and strengthen existing neighborhoods and create a desirable context for reinvestment.

# MSP IV CONTEXTS

*It is also important to understand the MSP site in terms of its context with its immediate environs. A series of "X-ray" examinations of the MSP context provides significant influences for reuse options.*

## LAND USE CONTEXT




EXISTING LAND USE ON-SITE

1—Main Terminal
2—International Terminal
3—Hangars & Maintenance
4—Air National Guard
5—Fort Snelling
6—National Cemetery

***MSP Site***

Existing conditions shows the various uses that are located within the circle of expressways that circle the MSP site. These include 3,100 acres devoted to the airport itself. The main terminal building with its parking structure is located at the end of an access road from Route 5. The original terminal in the center of the site, the Hubert H. Humphrey International Terminal, is located south of the main runways. Other structures on the property include a number of hangars and maintenance structures for Northwest Airlines and a series of structures for airport uses.

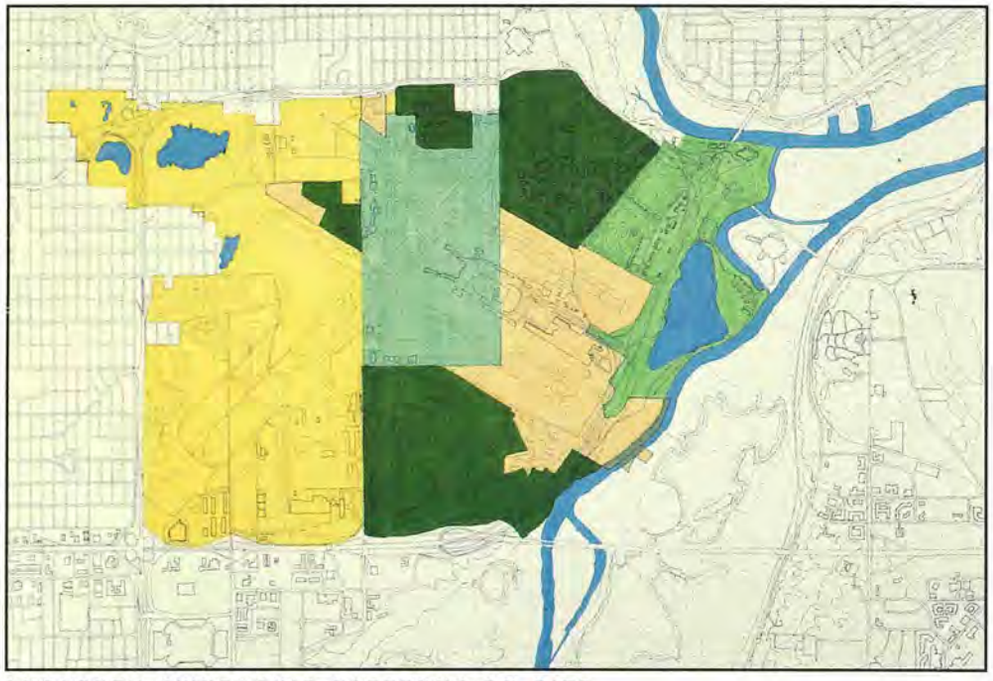
In addition to the 3,100-acre MSP site, there are a number of other uses on the land within the expressway ring. The Air National Guard and Air Force Reserves maintain active operations at the airport. There is also a small naval and marine air facility on the airport grounds. The northeast corner of the site is dominated by historic Fort Snelling and a large park including a golf course. Fort Snelling National Cemetery fills the southeast corner of the area. Along the western and northern edges there are fragments of residential areas and a golf course recreation area. Mother Lake in the northwest corner is part of a larger wetland area.

The airport, its related uses, and the military operations are surrounded by the ring of expressways and are an island in the middle of the urbanized part of the Twin Cities Region.

While the Metropolitan Airports Commission (MAC) has operational control over the major portion of the lands at MSP, most of the lands at MSP have various conditions limiting the MAC control of the lands for aviation purposes. A major task for the reuse of MSP will be the need to assemble title to the lands at MSP. With a well-defined reuse master plan and with sufficient funds, however, there is little that should stand in the way of converting the control of the lands from aviation purposes to the reuse. The process of converting the control of the lands at MSP from aviation uses to make the lands available for reuse should begin at the time a decision is made to build a new airport. Substantial negotiations will need to occur among numerous federal,

state, regional, and local agencies regarding the reuse of the MSP lands. Legislation, or possibly congressional action, may also be necessary to ensure the conversion of the MSP lands. The process of assembling the MSP lands will most likely not be complete until after the cessation of scheduled air service functions at MSP. Resolving environmental contamination issues could also impact the timing of transferring control over the lands. The following discussion summarizes the major land holdings at MSP and highlights some of the opportunities for how the land can be reused.

## PROPERTY OWNERSHIP



PROPERTY OWNERSHIP PATTERNS ON SITE

--Minneapolis Park Board
--Federal Grants to MAC
--Federal Transfers to MAC
--Federal Government

Approximately 614 acres at MSP is owned by the Minneapolis Park Board. This land is located in the middle of the MSP site and includes a major portion of the terminal complex. When the Minnesota Legislature established the MAC in 1943, it gave operational control of the land to the MAC. In a similar fashion, if the legislature decides a new airport should be built, the legislature could give control of this land to the reuse entity. Voluntary negotiations with the Park Board could also result in an arrangement that fosters the reuse objectives. For example, since open space will constitute a substantial component of the reuse of MSP, it is possible that the Park Board could be interested in a land trade to obtain more naturally suitable land than the parcel currently owned by the Park Board.

Approximately 611 acres at MSP was transferred to the MAC by various federal agencies. These lands are primarily located on the eastern portion of MSP and include the Northwest Airlines Mainbase Facility. The deeds to this property contain clauses requiring that the property revert to the federal government if it is no longer used for airport purposes. The federal government, however, has the flexibility to modify these reversion clauses, as in the case of the reuse of the Stapleton Airport in Denver, Colorado. A large portion of the lands at Stapleton were acquired with federal funds and contained reversion clauses. As a result of federal legislation and negotiations surrounding the development of the new Denver airport, instead of reverting to the federal government the Stapleton property is to be sold by the City of Denver at fair market value, with proceeds potentially going toward costs of the new airport. However, as has been assumed in the MSP Reuse study, as the Stapleton reuse process now foresees no net financial support from the reuse to support their new airport. The Federal Aviation Administration (FAA) is considering whether portions of the Stapleton property could be transferred at less than fair market value if the proposed use of such property would enhance the overall fair market value of the remaining land. A draft agreement also stipulates that portions of the property to be devoted to public purposes need not be conveyed at fair market value.

If it is not possible to modify the conditions in the deeds through legislation or negotiation, the land will revert to the federal government. If the property is declared surplus property, federal agencies will have an opportunity to buy the property. If no federal agencies are interested, the land will be offered for sale to the state of Minnesota and interested local governments. If no state or local government wants the land, it would be offered for public auction. If the land is declared surplus property and no federal agency is interested in the land, the reuse entity will need funds to acquire the land when it is made available to the state of Minnesota and local governments. The reuse entity could also allow a private Property Ownership Patterns - On-Site developer to acquire the property at a public auction. If a federal agency retains ownership of all or a portion of the land, the reuse entity could attempt to negotiate a cooperative agreement for the reuse of MSP with the federal agency. This may not be inconsistent with the reuse of MSP. In fact, a new federal facility on the land could enhance the viability of the reuse. Under any scenario for the conversion of this land, funds will be necessary to ensure the assembly of land for the reuse.

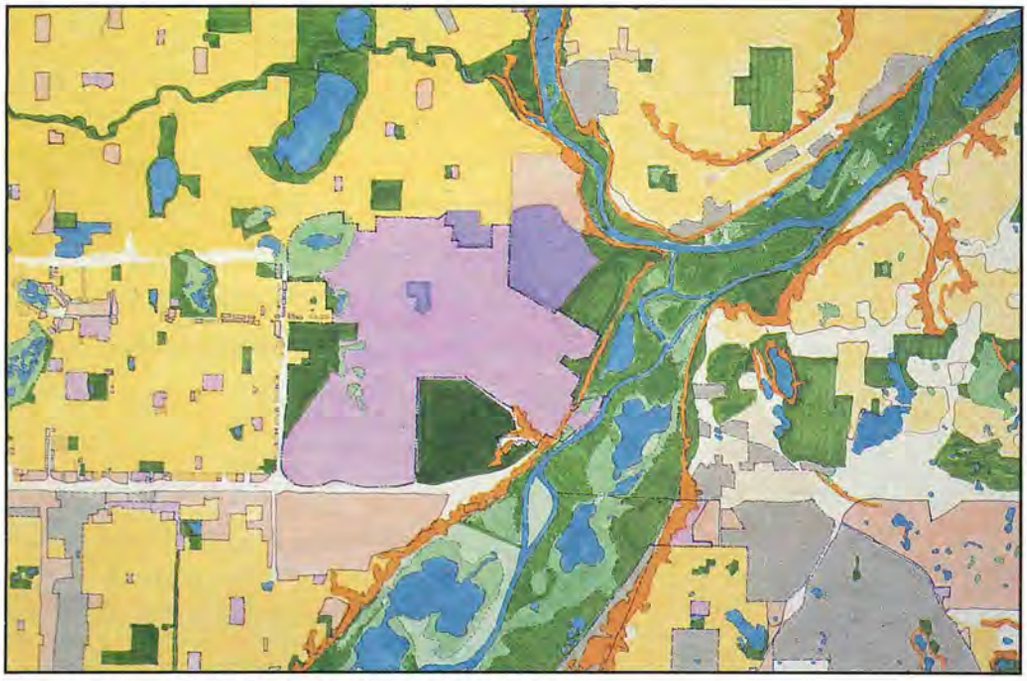
Approximately 1759 acres on the MSP site were acquired by the MAC with federal grant programs that paid for a portion of acquisition costs. This portion constitutes essentially the western one-half of the MSP site. If this property is no longer used for aviation purposes, the MAC is obligated under the grant agreements to repay the federal share of the original purchase price at the current fair market value to the federal aviation trust fund. The MAC could sell the property to the reuse entity to obtain the necessary funds to repay the federal share. When an entire airport is to be replaced by a new airport, however, the general policy of the FAA is to treat the release as a "trade-in" of the land and facilities developed with federal aid at the old airport toward the acquisition and development of better facilities at a new airport. Under this scenario, the MAC would need to acquire land for the new airport to trade for the land at the old airport. Again, funds would be necessary to ensure the repayment of the federal share of the grant agreements.

Additional land within the "ring-road" at MSP includes land owned by the federal government, the state of Minnesota, and private interests. This land is not under the operational control of the MAC. In addition, there are numerous long-term leases of land at MSP. The reuse entity could acquire the private property interests through negotiation with the owners, or, if necessary, by condemnation. The reuse entity could acquire the federal and state land or negotiate a cooperative agreement for the reuse with the appropriate agency that owns the land. Legislation and funding may be necessary to assemble these parcels.

***Land Use Patterns in Adjacent Communities***

Current land use patterns in the adjacent communities include a mix of residential, commercial, institutional, and employment uses. Commercial and employment uses tend to follow the transportation corridors. The largest user of land is residential. The residential south Minneapolis and Richfield neighborhoods are relatively stable and well served by institutions and amenities. The majority of land for MSP came from the cities of Richfield and Minneapolis. These neighborhoods provide housing for a large sector of middle-income residents. The proximity to the urban employment centers, I-494, and the current airport are significant locational advantages.

As the neighborhoods continue to age, they offer many opportunities for affordable and life-cycle housing. The removal of the airport would be a benefit in terms of noise and traffic. New uses could serve to support their continuing stability. South Minneapolis is lacking some convenience retail, Richfield is interested in increasing the commercial and office uses along its eastern edges, and Bloomington is concerned about the impact of MSP reuse on traffic, competition with vacant commercial-industrial land and buildings, and the creation of obsolete structures and land uses following the closure of MSP.



LAND USED IN ADJACENT COMMUNITIES

--Residential
--Commercial
--Industrial
--Open Space

Communities to the east of the site, such as Mendota Heights and Eagan, have land use patterns that are directly influenced by current air-traffic patterns. Reuse of the site will allow for a broader range of uses and create a different market for sites affected by current air traffic and related airspace zoning.

Additionally, the eastern segment of the I-494 corridor adjacent to the MSP site is an older development corridor that must compete with newer development opportunities in the western segments of the I-494 corridor, as well as in the I-394 corridor. The redevelopment of the MSP site in the future may stimulate reinvestment in the easternmost I-494 corridor development and contribute to its stability.

***Historic Context***

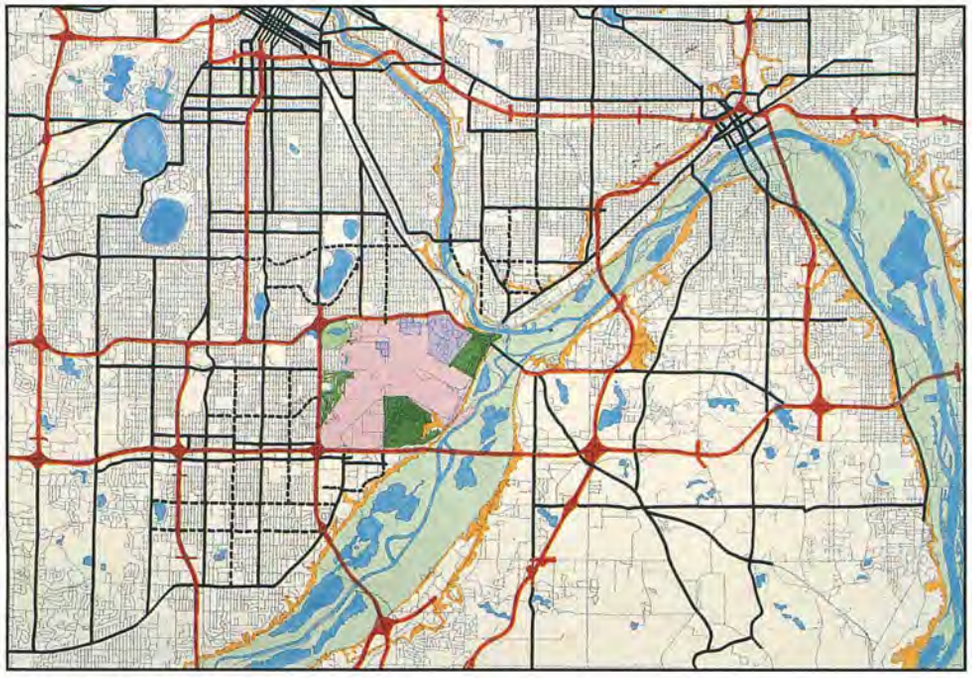
The Fort Snelling Historic District is listed on the National Register of Historic Places, and the Fort Snelling National Cemetery has been determined eligible for listing. Before specific decisions on building removal and new development in the MSP site are made, a comprehensive cultural resources survey of the site will be needed. This survey would identify and evaluate standing properties and archaeological sites, including those that may become 50 years old during the project period and those that may meet the National Register criteria for properties less than 50 years old.

A number of significant opportunities for the reuse of the site include the following:

- The existing residential communities would benefit by complementary uses such as additional high-quality housing, environmental amenities such as parks and lakes, and employment uses that provide a range of job opportunities to employ people with existing skills and attract new skills.
- Redevelopment strategies for the site should be seen as a applying to a larger area that includes adjacent communities. A process of phasing land use development strategies over time can comprehensively address current and continuing issues of environmental impact, deterioration of aging buildings and infrastructure, and reinvestment in existing communities, all of which can enhance the future integrity and competitiveness of a broader area.

- Strategic location of different land uses within the site can enhance existing businesses and neighborhoods. Locally significant land uses should be considered in parallel with regionally oriented uses.
- The existing Fort Snelling complex could be integrated into a larger context that can reuse existing historic buildings and build a new community that will enhance the long-term viability of this important cultural resource.

## TRANSPORTATION NETWORK CONTEXT



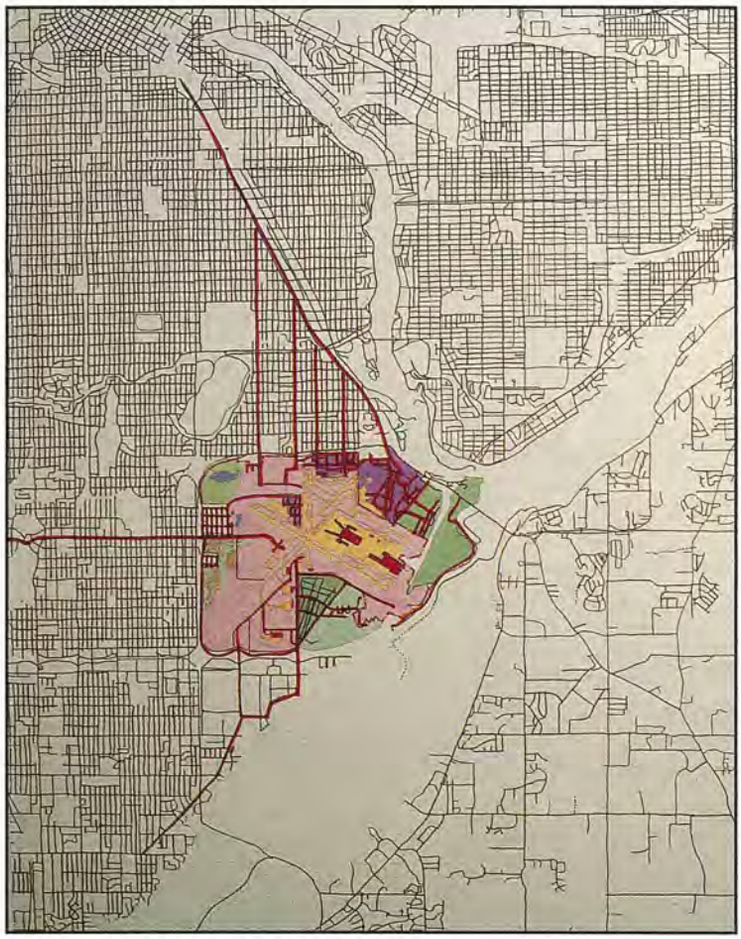
HIGHWAYS AND ARTERIALS

Traffic projections indicate that by removing the airport, the expressway system around the site will have an unused capacity of approximately 114,000 vehicle trips per day in the year 2010. Translated into land use, that represents 1,800 acres, or 16.3 million square feet of typical industrial park uses; 4,300 acres or 11,300 units of single-family housing; 2,400 acres, or 15,300 units of planned unit development residential uses; 600 acres, or 10.0 million square feet of corporate office park development; 1,700 acres, or 18.7 million square feet of research center development; or 141,000 acres of state park. It should be noted, however, that development to these intensities, generating the full 114,000 vehicle trips per day, could create an unacceptable level of congestion. While the reuse of site will occur over a 20- to 50-year time frame, the 2010 analysis is useful for setting general development parameters. Further analysis will be necessary as reuse development proposals are proposed.

Most traffic would travel along the I-494 and Highway 77/Cedar Avenue corridors. The Highway 62 (Crosstown) volumes would decrease dramatically east of Highway 77/Cedar Avenue. There would be less traffic volume on Highway 5, but it would be a critical and historic corridor between St. Paul, Bloomington and the southwest. The Hiawatha-Mendota Bridge corridor (northwest-southeast) would be significant, too. Preliminary analysis indicates that the turning movements at the Mendota Bridge intersections would be less critical than the two through movements (northeast-southwest and northwest-southeast), if the airport is removed.

The local street network that crosses the regional highways and extends into the MSP site include 66th Street running east-west from Richfield, 43rd, 34th, 28th and Hiawatha Avenues running north-south from Minneapolis; as well as 24th and 34th Avenues from Bloomington.

All of these streets, with the exception of 34th and 43rd Avenues into Minneapolis, are classified as arterial streets carrying through traffic. Both 34th and 43rd Avenues are local residential streets.



LOCAL STREET NETWORK

Several issues affect site reuse and the surrounding communities. The highway network creates an island out of the MSP site, Fort Snelling, and the National Cemetery. Additionally, the expressway corridors have a negative effect on the environmental quality of adjacent residential neighborhoods.

The construction of the expressway network has also created parcels that are not very deep, particularly in Richfield along I-494 and Cedar Avenue, that are not readily suitable for current commercial or industrial development.

Regional traffic volumes along Highway-77/Cedar and I-494 will limit access to key interchanges, affecting development location and intensities on the MSP site.

Analysis of traffic on local street networks reveals that many local streets are used as relievers to the regional system. In many cases, these are residential streets. Additional development on the MSP site will have a direct impact on the traffic patterns created off site using local street networks.

Capacity limits and congestion on the regional system will limit or shape the development potential of the site. The challenge will be to create a multiple use development served by an internal movement system where people can live-work-shop-recreate on-site and to create activity nodes that support transit, thereby reduce demands on the regional highway network.

Opportunities for the reuse of the site include the following:

- Local street networks can be extended and connected to adjacent communities to reinforce the character and function of existing streets.
- Access to the regional system should be strategically located to balance constraints and minimize conflict with existing congested interchanges.
- Strategic development of traditional parkways can provide both an environmental amenity and a significant addition to the existing secondary system of arterials, parkways and boulevards.
- The central location of the site within the regional transportation system could be a key component of future public transit systems. Corridors for light rail and bus network nodes should be considered in the context of regional systems development

## ENVIRONMENTAL AND OPEN-SPACE SYSTEM CONTEXT




ENVIRONMENTAL—EXISTING CONDITIONS

The MSP site has a number of environmental characteristics and open-space system aspects that will influence reuse strategies.

***Environmental Context***

The natural systems and features on the site include wetland areas, bluffs and vegetation.

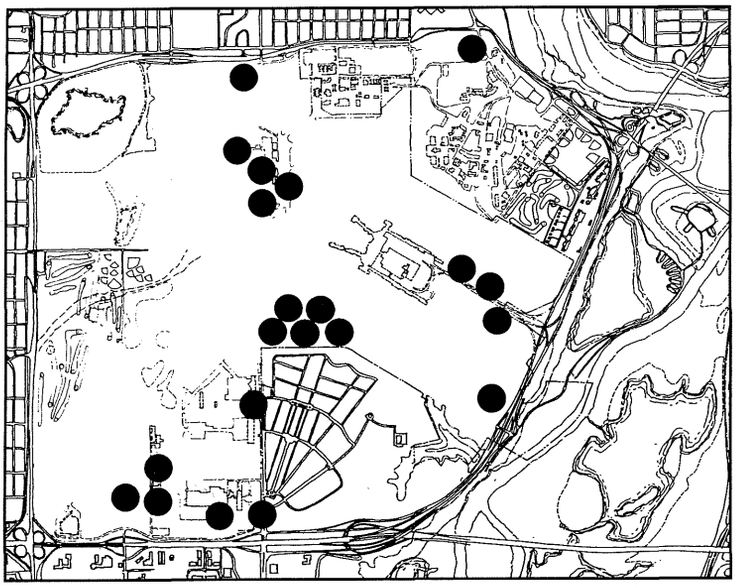
Very few wetlands remain on the airport property. Many have been filled in or drained for airport and development purposes. Wetlands that remain are found in the western portion of the site, where the water table is at or near the surface. Most remaining wetlands are very small, with the exception of Mother Lake. Mother Lake is approximately 140 acres and consists of cattails and reeds with a small open water area in the center. Numerous wetlands exist directly outside the MSP site, especially to the northwest. This area provides local wildlife and waterfowl habitat. A continuous band of wetlands extends along the Minnesota and Mississippi River corridors, along the northeast and east-southeast airport boundary.

Bluffs are found on the east side of the site overlooking the Mississippi and Minnesota Rivers. Overall, the site is flat. Local relief ranges from zero to 20 feet. Elevation changes from a high of 850 feet in the northwest with a gradual decline to 810 feet in the east. A fairly dramatic relief is seen in a gorge in the southeast, which drops from 800 to 725 feet at the river flat below.

Historically, the area is in a transition zone between the upland prairie, prairie wetland and oak woodland/brushland. Remnants of original prairie grasses which once covered most of the site, can be seen in the northeast, adjacent to the Veterans Administration Hospital.

The current airport use has eliminated many of the original environmental features. The redevelopment of the site may involve restoration of some environmental resources, such as wetlands.

*Environmental Cleanup*



●—CURRENTLY IDENTIFIED HAZARDOUS SITES

Any reuse of the MSP site will need to address numerous environmental issues. Reuse activities will need to comply with federal and state requirements that emphasize the need to preserve the natural and historic features of the site. Foremost among the environmental constraints is the existing contamination of the site.

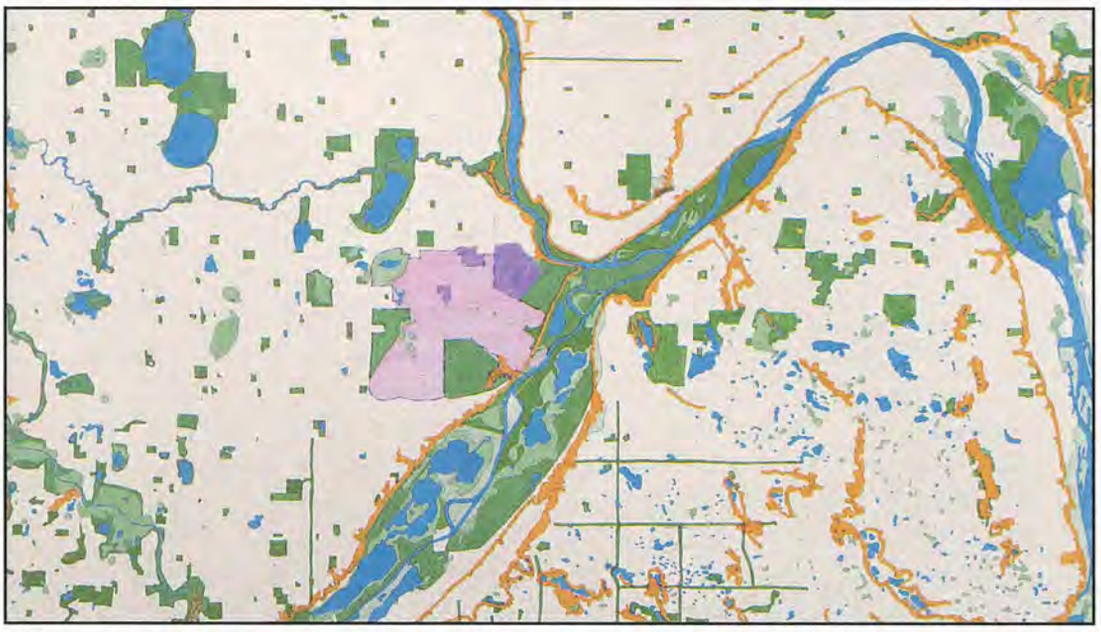
Several areas of soil and groundwater contamination are known at the airport site. Most are petroleum product spills and leaks from underground storage tanks and the associated piping network. One Superfund site has been identified, the US Air Force Reserves small-arms range landfill. Another landfill is listed as a potential Superfund site. The MAC has identified several areas of suspected contamination, currently under investigation. In Environmental - Existing Conditions Environmental - Hazardous Sites addition, the MAC is conducting an inventory of all underground storage tanks and a hydrogeologic study of the area.

The overall impact of the hazardous waste contamination at MSP is unknown at this time. Regardless of what decisions are made about the long-term aviation use of MSP, the environmental cleanup will need to be done and the responsible parties will have to pay for it. Those parties liable for the costs include current or former owners or operators, those that generated the waste disposed and those that transported or otherwise arranged for the disposal. The mitigation of existing hazardous waste contamination will not be fully addressed until extensive site investigations are conducted. The mitigation of hazardous wastes, as well as the demolition and removal of certain airport facilities, will be a component of the Minneapolis-St. Paul International Airport Long-Term comprehensive Plan and environmental impact statement which should identify the contamination sites and a strategy for cleanup. Mitigation activities may influence the initial development phasing, developers and lenders will be reluctant to become involved with contaminated property. The clean-up of MSP by the parties responsible for contaminating the property should complete their efforts whether the airport is relocated or not. The costs associated with cleanup activities are anticipated to be part of the official transfer plan to the replacement airport as required by the FAA.

***Open-Space System***

The networks of public open-space in the region do not extend through the MSP site. The historic Fort Snelling, and its chapel and visitor center, are isolated by the expressway system. Access to the Minnesota River Valley is currently difficult. The Minnesota Valley National Wildlife Refuge and nature center south of I-494 are cut off from other parts of the area.

The Minnesota Valley National Wildlife Refuge is a 72-mile open space corridor following the Minnesota River from LeSueur to the confluence with the Mississippi River. The refuge is a diverse complex of habitat types, some of which are rare or endangered in the state. The primary objective of the refuge is to preserve and restore the wildlife habitat for wildlife as well as for people. Recreational activities are facilitated by trails for hiking, cross-country skiing, horseback riding and snowmobiling.



NATURAL FEATURES

Located at the confluence of the Mississippi and Minnesota Rivers, Fort Snelling State Park is the heart of the region. This park is one of the most-visited state parks, with about 750,000 visitors annually. Public recreational activities are similar to those of the Minnesota Valley refuge with the additional activities of golf, polo, a swimming beach and the historic Fort Snelling.

The portion of the Mississippi River north and east of the site is part of the Mississippi National River and Recreation Area (MNRRA). This area is managed by the National Park Service and includes 72 miles of Mississippi River in the Metropolitan Area from Dayton in the northwest to south of Hastings in the southeast. It also includes the four miles of the Minnesota River and adjacent lands upstream from its confluence with the Mississippi. Habitat and recreational opportunities are similar to those in the Minnesota Valley refuge.

*Opportunities for MSP reuse strategies include the following:*

- The geological and hydrological character of the site creates opportunities to expand and restore the wetland systems on the western side, or to create new environmental amenities, such as lakes.
- Local parks and open space networks can be integrated into a broader network that enhances the individual components.
- Local open space networks and regional open-space systems can be connected to both Fort Snelling and the Mississippi and Minnesota River valleys to enhance public use and improve access.
- Local street and sidewalk systems provide an opportunity to develop a secondary network of connections to local parks and recreation facilities.
- Mother Lake and the wetlands complex in the western sector of the site could be expanded both on and off the site to create a new regional open-space complex linking existing environmental resources in Richfield adjacent to Cedar Avenue and the Crosstown Interchange as well as the Lake Nokomis/Minnehaha Parkway system in south Minneapolis.
- New environmental amenities on the MSP site will enhance existing communities and provide a context for attracting high-quality development.
- Environmental remediation of existing hazardous waste sites will enhance the environmental quality of the surrounding river environments and restore suitable conditions for habitable use

# PERFORMANCE V CRITERIA

*In exploring reuse options for the MSP site, it is essential to think in terms of a long time frame, because the site will not be available for reuse until the airport closes. If the decision is made to build a replacement airport elsewhere, that airport would not open for at least 10 years from now. Furthermore, the MSP site is a large site -- the largest single site that is ever likely to be redeveloped within the urbanized area -- and will require a number of years to be developed, built and absorbed by the market.*

*Planning based on current market conditions, current development trends, or even current public policy would not necessarily be useful when the site becomes available, or for the period of its development. These factors will certainly change many times between now and the time of development.*

*Therefore, the strategy for projecting reuse options for the site is to provide a set of "performance criteria." These criteria will serve as a framework to guide specific reuse plans as they are developed in the future. The criteria define the essential characteristics of, and priorities for, any redevelopment. They include physical, economic, cultural, historic and environmental attributes that will serve as physical planning tools and a basis for public policy frameworks.*

## STATEMENT OF OPPORTUNITY AND CHALLENGES

### OVERVIEW

The MSP site is considered by many to be at the center of the region, located at the very place where the Twin Cities were founded, with the dramatic features of the Minnesota and Mississippi River Valleys as its setting. The scale of the site, in comparison with most other urban uses, is very large. The location and attributes of site offers great potential to the region and its reuse could play a key role in leading the region's economic and social evolution. Therefore, the site merits a comprehensive strategy with a vision to create a new place in the region. It requires doing something significant and at a scale that will have the impact of the Minneapolis Chain of Lakes Parkway system, Summit Avenue in St. Paul, the regional park and open space system. This is a case where Daniel Burnham's famous admonition surely applies:

*Make no little plans; they have no magic to stir one's blood and probably themselves will not be realized. Make big plans; aim high in hope and work remembering that a noble, logical diagram once recorded will never die but long after we are gone will be a living thing, asserting itself with ever-growing insistence.*

### STATEMENT OF OPPORTUNITY

The central location, unique size, historic and cultural heritage, environmental assets and highway accessibility of the MSP site make the reuse of the site an extraordinary opportunity to:

- Enhance the quality of life and economic structure of the Twin Cities Metropolitan Area and to develop a significant large-scale, multiple-use integrated enterprise with a high-quality image to set a new standard for the region;
- Replace and create a new economic focal point in the region of national and international stature;
- Create a major regional open-space resource that is linked to existing open-space resources;
- Protect and enhance the historic and cultural resources of the region;
- Provide for full integration with economic, social and physical urban and suburban development pattern;
- Provide a balance of residential opportunities;

- Encourage economic growth in high technology and manufacturing industries;
- Reinforce the social and economic integrity of surrounding communities; and
- Stimulate investment and reinvestment in a mature area of the region.

## CHALLENGES

The reuse strategy and implementation criteria for the MSP site need to recognize several key challenges:

- **Location**

  The potential reuse of the MSP site needs to fit the context of its regional location and its context in the I-494 corridor.

- **Market**

  Currently, the Twin Cities commercial real estate market, as in most metropolitan areas across the country, has a large amount of vacant office, retail, and industrial space. The region is coming off a strong commercial construction period. This has resulted in an "overhang" in the office-space market, which may take 5 to 10 years to be absorbed. Generally speaking there has been local and national cyclical patterns of over-building followed by a period of under-building. In addition, there is vacant, developable land that is planned and zoned for commercial office uses which if developed would add 6- to 8-million square feet. By the time the reuse of MSP would potentially begin in 2005 to 2010, it is anticipated that the current supply of vacant space would be absorbed.

- **Long-Range Planning Horizon**

  The MSP property is a very large property relative to the historic pace of land absorption in the region. In addition, it will take time to clear and prepare the land for development. As a result, the economic results of the MSP site must be viewed from a 20- to 50-year period, not the two-to-five year turnaround associated with a much smaller, more typical development project.

- **Complementary and Competitive Development**

  From the standpoint of economic development, the greatest challenge will be to prepare and implement a reuse plan and strategy that will generate new regional economic growth. Although creating new growth is the priority, some internal shifting of economic activity in the region will likely occur.

- **MSP Closure**

  The complete closure of MSP as an airport is preferred for reuse of the site. An aviation reuse for general aviation activity and the military was considered. Such an aviation reuse assumed that all scheduled passenger service and air freight activity would be relocated to the new airport. The terminal would be completely closed and runway system would be reduced to a shortened primary runway and a crosswind. However, when this option was considered in light of the performance criteria discussed later in this section, it was dropped from consideration.

- **Governance**

  The governance structure must balance the diverse and sometimes conflicting needs, interests and expectations of the adjacent communities, the region and the state. The governance structure needs to recognize the historical context of MSP, current uses on-site and in adjacent communities, and the reuse performance criteria. Finally, the governance structure needs sufficient flexibility and authority to develop and implement the reuse master plan.

- **Land Assembly**

  A major task for the reuse of MSP will be the need to assemble title to the lands at MSP. With a well-defined reuse master plan and with sufficient funds, however, there is little that should stand in the way of converting the control of the lands from aviation purposes to the reuse. The process of converting the control of the lands at MSP from aviation uses to make the lands available for

reuse should begin at the time a decision is made to build a new airport. Substantial negotiations will need to occur among numerous federal, state, regional, and local agencies regarding the reuse of the MSP lands. Legislation, or possibly congressional action, may also be necessary to ensure the conversion of the MSP lands. The process of assembling the MSP lands will most likely not be complete until after the cessation of scheduled air service functions at MSP.

- **Highway Network**

  Traffic capacity limits and congestion on the regional system will limit or shape the development potential of the site. The challenge will be to create a multiple-use development served by an internal movement system where people can live, work, shop, and recreate on-site. Development also should create activity nodes that support transit, thereby reducing demands on the regional highway network.

- **Environmental Contamination**

  The overall impact of the hazardous waste contamination at MSP is unknown at this time. Regardless of what decisions are made about the long-term aviation use of MSP, the environmental cleanup will need to be done and the responsible parties will have to pay for it. Federal and state law in regard to responsibility and liability for environmental contamination is regarded as a potentially serious disincentive for reuse, particularly where the prior use involved extensive use of toxic or hazardous materials. Because an airport is noted for using such materials, a program of indemnification is appropriate to attract candidate investors or users who might otherwise be deterred by undisclosed or undiscovered contamination. To encourage investment and reuse under the current environmental liability laws, MSP could indemnify lessors, investors or users of the land against clean-up costs. The government could still sue the investors, but MSP could promise to pay litigation fees and cleanup costs. Therefore, the investors would not be at risk and would be more likely to invest in the reuse of MSP. The clean-up of MSP by the parties responsible for contaminating the property should complete their efforts whether the airport is relocated or not. The costs associated with cleanup activities are anticipated to be part of the official transfer plan to the replacement airport as required by the FAA.

- **Staging of Reuse**

  During the first years of development, reuse will likely focus on land already served by utilities and land that is served by existing roads and access points to the regional highway network. Some of the existing airport tenants, those who do not need direct access to aircraft, could remain on site as interim or long-term users.

  It must recognized that there will be long development (build out) period -- 20 to 50 years -- which will require maintaining flexibility and responsiveness to market conditions. Interim uses of the structures could be employed to keep a beneficial level of activity on

the site and to generate revenues for future reuse and infrastructure investment.

## JOB OPPORTUNITIES AND ECONOMIC DEVELOPMENT CRITERIA

The MSP site provides a unique land resource for the region to meet its long-term goals -- economic development, employment opportunities and general quality-of-life enhancement. The site is very well served by expressways. It is convenient to a large share of the businesses and residents in the region and it is strategically located between downtown Minneapolis, other major economic centers and the new-airport search area. The site forms the eastern border of the I-494 corridor, or as it has been called, the I-494 Bloomington-Edina "edge city." Redeveloping the site offers the opportunity to create new, high-quality jobs that can complement the existing regional employment base and shape the region's future economic development.

There are a number of factors which could be quantified and measured regarding jobs and economic impacts, including:

- Change in the number of jobs by type of job and industry, by income level and in total.
- Amount of resulting private investment in existing land, in new land development and improvements on the MSP property.
- The total market valuation and real estate tax revenue from the development site.
- Sales, inventory and other tax revenues generated by business operations on the site.
- Public money required for site preparation, infrastructure and development project packaging.
- Public operating funds to support the development staff and effort.

The more difficult aspect of determining economic impacts is to estimate the indirect, or "multiplier", impact and factors, which are more important to the future economic health of the region and its people. These include enhancing the total high-growth research base in the region, attaining a new technology infrastructure and creating a technically trained work force at a higher skill level and in greater numbers than offered in competing metropolitan markets across the country. These are "high-growth leverage" factors. MSP reuse would only be part of state and regional strategy or vision for economic growth. Within that strategy MSP reuse could be a catalyst to bring that broader, state and regional strategy to fruition.

- The focus should be on economic development sectors of the future -- high-tech manufacturing, research, new technology development, health care and new communication systems -- to create a unique environment and market identity.
- The site should accommodate a diversity of economic development sectors and serve specialized market niches as they evolve in the region.
- Public institutions, such as universities and/or federally funded research facilities, should be a focus to create synergy among the multiple-use developments.
- Economic development should complement other major economic centers in the region, not draw economic vitality from them; and bring something significant to the region's economic structure.
- Development strategies should involve public/private investment collaborations to balance public costs.
- Transit development should be used to make public transportation feasible and desirable for employees living in central city, suburban or on-site locations.
- Economic development strategies should include job opportunities appropriate to the work force in immediately adjacent communities.

- The development of the site should enhance the region's image and ability to compete in national and international markets, and to attract development that otherwise might not have been possible. Specific development incentives, such as being a state enterprise zone, should be designed to address specific business location, development and operation issues affecting the "competitive" position of the state and region nationally or internationally.
- The development strategy should include staging, which incorporates interim reuse of buildings and structures that have short-term market potential and generation of income for the long-term reuse plan.

## MAJOR ENVIRONMENTAL/ OPEN-SPACE AMENITY CRITERIA

The MSP site is situated along the bluffs overlooking the Minnesota River Valley at the confluence of the Minnesota and Mississippi Rivers. Fort Snelling and the National Cemetery border the site, creating a mosaic of environmental, historic and cultural resources unique to the region. There is an exceptional opportunity to build on both the historic legacy of the site and its proximity to the regional open-space resource of the Minnesota River Valley. It is possible to create an unparalleled cultural resource of regional and national significance.

- The open space should be designed to complement and connect with existing regional open-space networks.
- Open-space networks should be designed to connect and enhance the parks, streets and recreation facilities in adjacent communities.
- The open-space network should provide public access to the Minnesota River Valley and to the Mississippi River.
- Approximately one-third of the approximate 3,100 acres should be devoted to open space and natural areas.
- Development should emphasize active recreation uses such as hiking, biking, cross-country skiing, soccer, polo and softball.
- Development should complement the National Cemetery site and be respectful of visitors to the cemetery.
- Development should complement the preservation of the historic Fort Snelling area, including Native American heritage.
- Restoration and improvement of significant environmental features, both historic and existing, should be a priority, including environmental mitigation and restoration of wetlands and prairie areas.
- The provision of new environmental resources, such as lakes and woodlands, should be a major component of an open-space system.
- The design of open-space systems should be based on sustainable urban ecologies.

## CRITERIA TO COMPLEMENT SURROUNDING COMMUNITIES

The MSP site is adjacent to single-family residential communities in Minneapolis to the north and in Richfield to the west. To the south, Bloomington has primarily commercial uses along the I-494 corridor, and to the east lies the Minnesota River Valley. The highway system creates a significant barrier between the site and the surrounding communities, but reuse strategies should relate to communities' scale and character. The intensity, character and types of uses should create a positive influence on surrounding neighborhoods and should not negatively affect their quality of life.

- Include uses that serve adjacent and new community needs. These might include institutional uses, neighborhood and community-scale commercial retail uses, and recreational facilities.
- Provide linkages between the existing communities and the open space on the site to provide amenities for these residential

communities.

- Provide a balance of uses on the site so that new residential development does not burden the services of the surrounding communities.
- Provide public and commercial uses on the site that reinforce the economic base of the surrounding communities.
- Develop a transportation network on the site that provides local connections where needed, but does not introduce large volumes of non-local traffic into the surrounding neighborhoods.
- Provide regional-scale transportation connections where appropriate for adjacent communities in order to support ongoing planning efforts and objectives of those communities.

## REGIONAL TRANSPORTATION CRITERIA

The MSP site is surrounded by a regional highway network and has access to the highway system on all four sides. Projections indicate that, once the airport traffic were to be removed, there will be highway capacity available for reuse activities on the site of approximately 114,000 vehicle trips per day. Additionally, opportunities exist to create a critical mass of employment centers within the site that could be serviced by different types of mass transit.

- Trip generation to and from the site should be distributed in a balanced way onto the expressway system.
- Development types and location should minimize the through-traffic impact on local residential streets.
- The intensity of development should be planned to create concentrations of activity that can be economically serviced by mass transit; the mix of uses should provide a balance of traffic peaks throughout the day.
- Development should be coordinated with improvements to the transportation network.
- The secondary network, as well as the regional expressway system, should be effectively utilized.

## RESIDENTIAL DEVELOPMENT CRITERIA

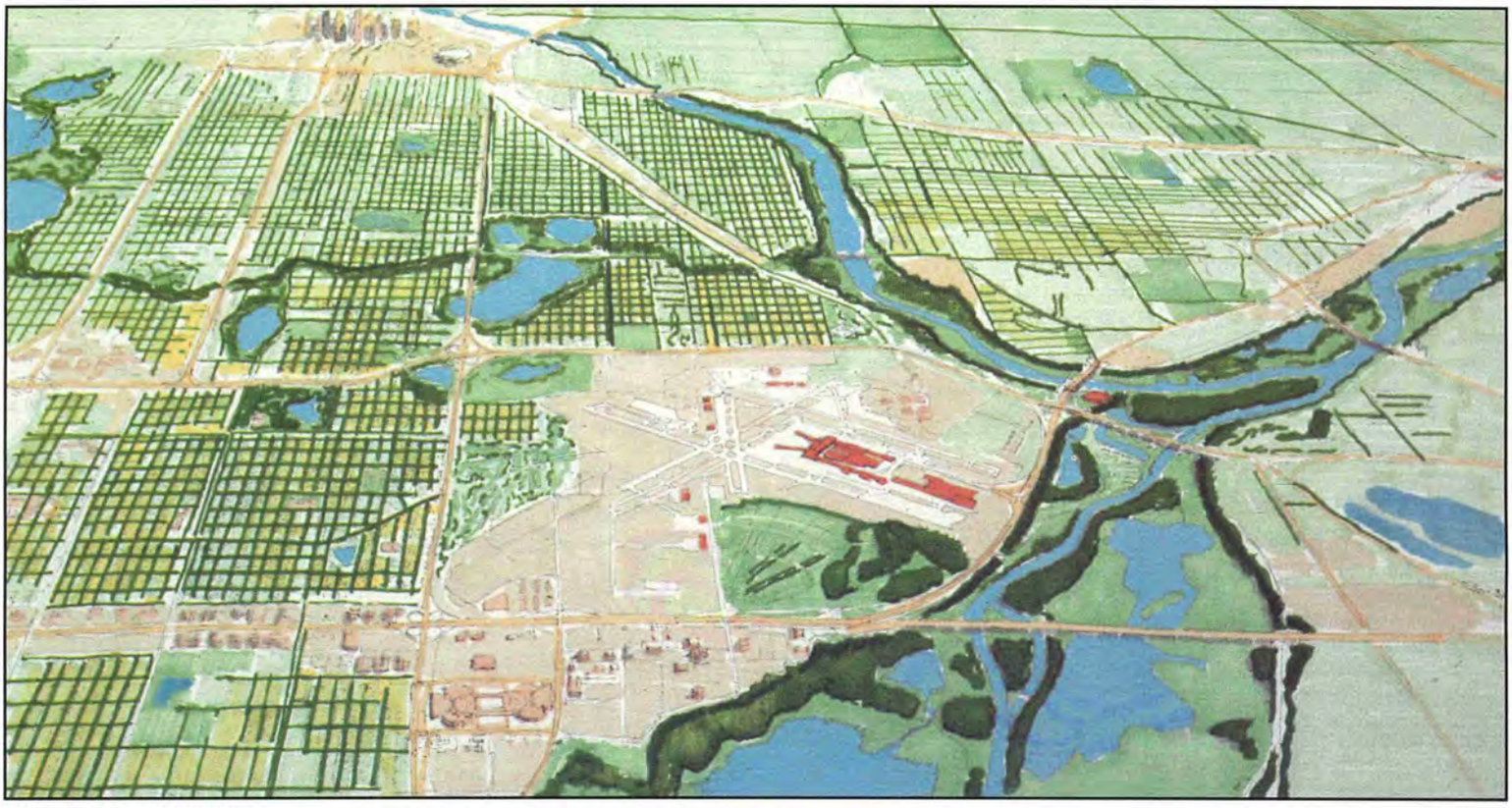
The site is surrounded by predominately single-family residential uses. Housing types immediately adjacent to MSP tend to be modest, single-family detached housing on small urban and suburban lots. This existing housing resource provides the entire region a relatively large reservoir of close-in, affordable housing. The reuse of the MSP site should incorporate residential construction that complements and reinforces the existing residential neighborhoods and adds to the housing choices available.

- Residential components should incorporate a diversity of housing types, densities and costs.
- Housing that meets the needs of families at different life stages should receive priority in the development program.
- Residential development should have access to open-space amenities and neighborhood and community-scale urban services.
- Residential components should be integrated in a complementary way with other uses on the site to provide unique, multiple-use environments.

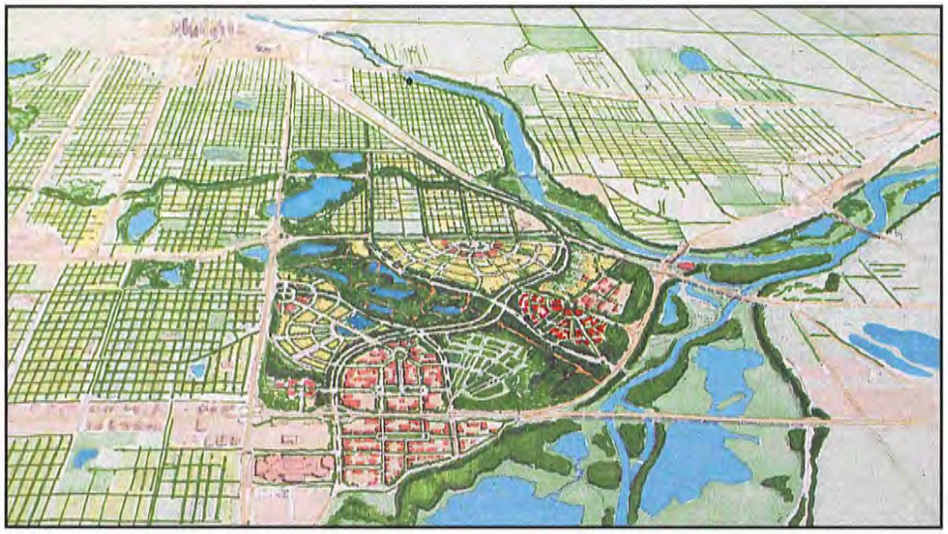
# DESIGN VI CONCEPTS

*A key step in the planning process was the preparation of five "community value-based" scenarios for the reuse of the site. It is in this process of exploring various designs of how the site could be reused that the performance criteria evolved. Once the performance criteria were generated from these scenarios, the team consolidated the key aspects of the various scenarios into three mixed-use design concepts.*

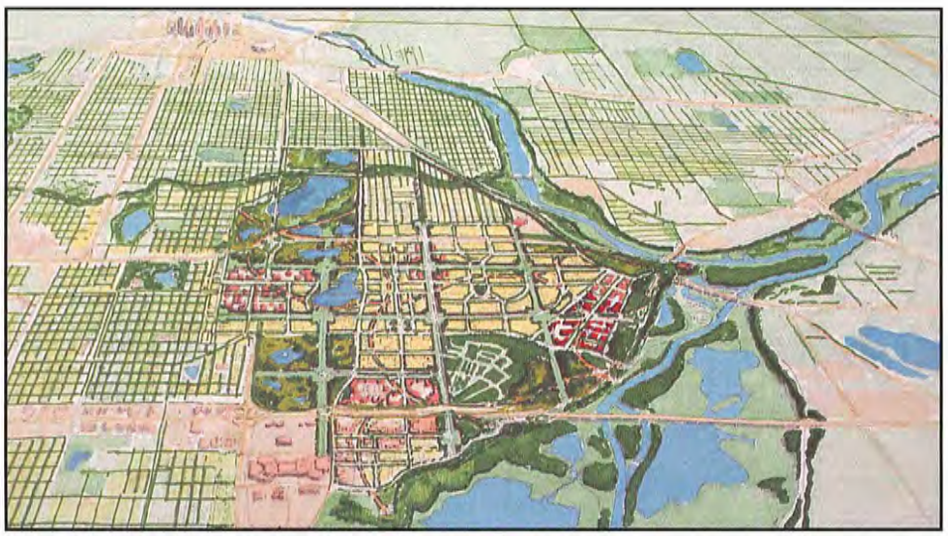
*They are presented here as illustrations of ways in which the performance criteria could be fulfilled with development on the site. None of these are specific proposals for the site; they are illustrations of the performance criteria. The design concepts can be used to evaluate development proposals as they are made in the future. It is by testing actual physical designs for the site that the performance criteria become more than generalizations.*



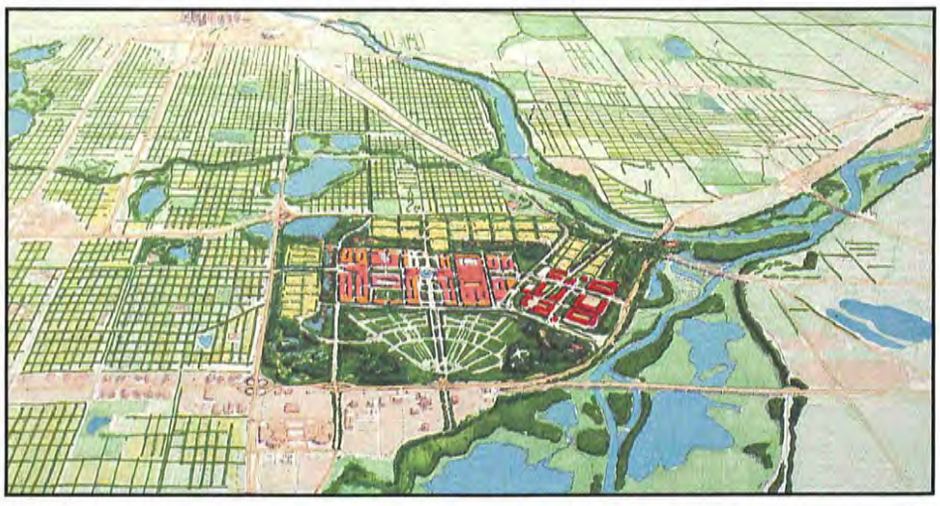
EXISTING AIRPORT



PARKWAY CONCEPT



NEW NEIGHBORHOOD CONCEPT



COMPACT DEVELOPMENT CONCEPT

# PARKWAY DESIGN CONCEPT

The principal organizing elements of this design concept are new parkways that provide links to existing arterial roads in adjacent communities. The network of local roads serving this development link each district to the new parkways and to the interchanges on the existing ring of expressways.

The primary link is a new parkway that runs across the site from northeast to southwest, connecting the end of Hiawatha with I-494 at the Mall of America interchange. It is conceived as a true "parkway" -- a curving, divided road running through a linear park of restored natural landscape.

This parkway crosses a large public open space that runs from Mother Lake in the northwest corner to the Minnesota River in the southeast corner of the site. Approximately 982 of the 3,100 acres are devoted to this open space. It includes several lakes in the area where the water table is highest, an expanded and improved golf course, a wide variety of recreation facilities, and restored wetlands and prairies. It is configured to link with Fort Snelling and the National Cemetery so the open space system includes these adjacent resources and provides access to both the Mississippi and Minnesota River valleys.

The parkways and open space serve several districts or development areas on the site. The key element is a major research, development, and office complex located between the bluffs along the Minnesota River Valley and the parkway. It is designed as an extension of the historic Fort Snelling complex, with the officer's row restored as an integral part of the complex.

A district is created adjacent to south Minneapolis that could serve as either a new residential resource or a mixture of integrated land uses. Those uses could be neighborhood/community retail, community institutions (such as churches, community centers, or community education facilities) that would complement and serve south Minneapolis.

The district adjacent to Richfield extends 66th Street into a new, multiple-use center. This center is the focus for three new districts, which are bounded by the expanded lake system and recreation area to the north and are connected to the National Cemetery and I-494 via a new parkway.

The street network and open-space system provide the frameworks for multiple land use configurations. The land use diagrams represent the flexibility to accommodate different development strategies.

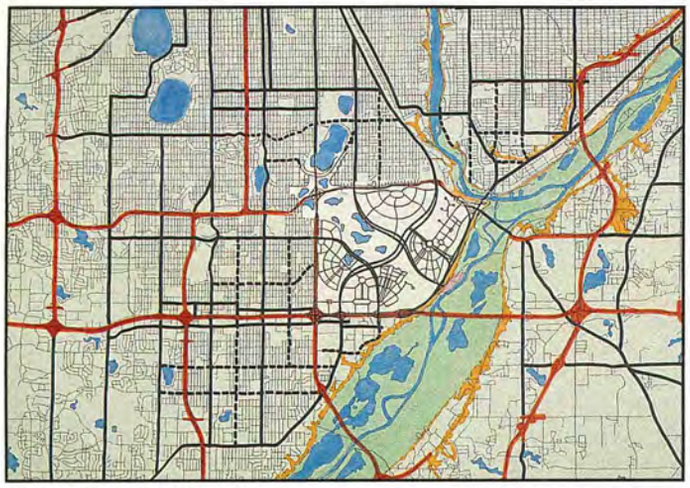


PARKWAY DESIGN CONCEPT

--Commercial/Office/Manufacturing--710 acres/9.3 million square feet
--Residential--870 acres/2,400 housing units
--Open space--980 acres

## KEY ELEMENTS:

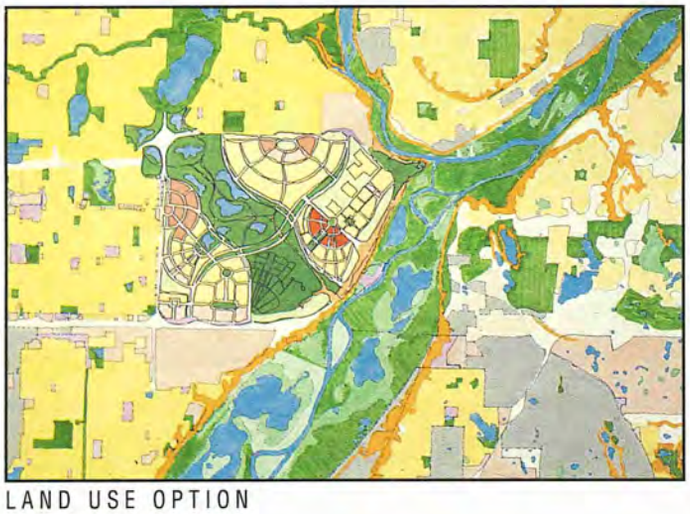
- The open-space framework builds on the legacy of the Minneapolis park system and connects regional open-space networks. Hiawatha Boulevard is extended and linked to a new recreational area that includes the Lake Nokomis and Minnehaha Parkway system, the historic Fort Snelling complex, the National Cemetery and access to the Mississippi and Minnesota River valleys.
- A secondary scale of local open-space amenities are created for new communities that utilize pedestrian trail networks, local streets and neighborhood parks.
- The parkways create a series of high-quality addresses within the site that currently do not have direct exposure or frontage along the new regional highway.
- The proposed street network builds on existing capacity of arterials and parkways.
- The Minnesota River Valley is connected by street and pedestrian trails to the developments on the site, the new parkway and to the surrounding communities.
- Fort Snelling becomes integrated into a technology research campus. The existing recreation facilities are expanded and the officers row housing is adapted for reuse.
- Prairie grasslands are re-established along Highway 5 as both a restoration of environmental heritage and an amenity for economic development.
- Access points are distributed to minimize conflict with the expressway interchanges.



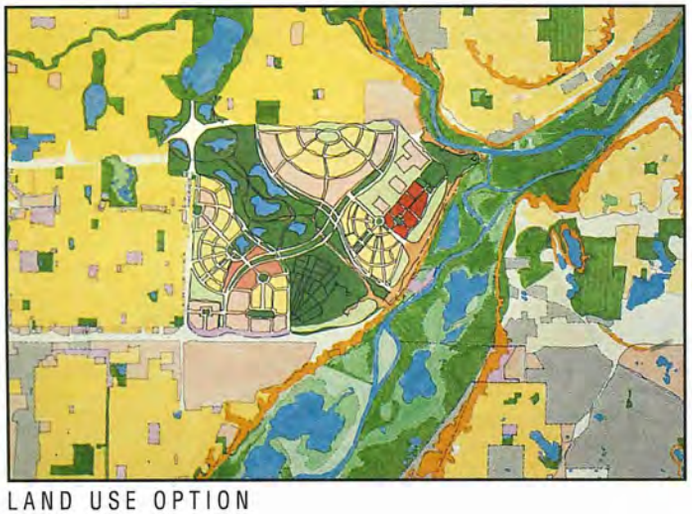
STREET NETWORK



OPEN SPACE NETWORK



LAND USE OPTION



LAND USE OPTION

KEY

--Mixed-Use District
--Commercial/Manufacturing
--Residential
--Open Space
--Major Economic Development

# PARKWAY DESIGN CONCEPT



AERIAL VIEW

# NEW NEIGHBORHOOD DESIGN CONCEPT

This design concept represents a futurist vision by building on the history of the site and the region to create new relationships and forms. Redevelopment strategies move beyond the borders of the site to incorporate and better relate to the surrounding communities. This broader look at the area is designed to replace the existing environmental liabilities (associated with the airport and highway network) with new open-space amenities, mixed use neighborhoods and access to improved regional facilities. There are four principal organizing elements in this design concept: regional open-space system connections; local open-space networks; focus on neighborhood scale; and street networks.

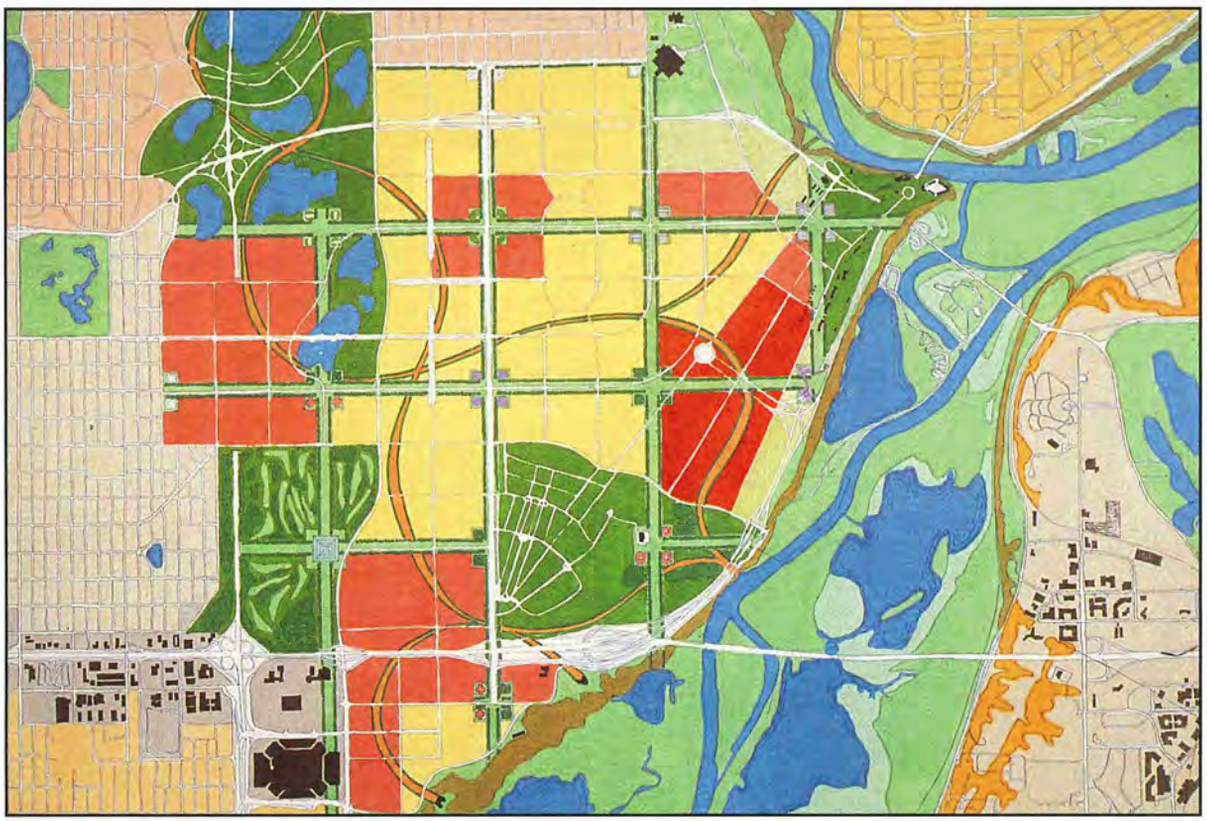
The "New Neighborhoods" concept includes a series of distinct mixed-use neighborhoods that are established within a common open-space framework. This open-space framework is depicted as a kind of green "lattice," or network of pedestrian parkways, with a series of different types and different scalled active recreation nodes where the parkways cross. Some of the nodes are regional facilities, some are local. The pedestrian parkways have replaced highways as the primary organizing element for redevelopment and are used both as links to adjacent communities and to regional open space such as the Mississippi and Minnesota recreation areas. This kind of local open-space network can also serve to provide definition to new districts and neighborhoods.

The road network provides direct connections to all intersections of the expressway ring around the site. Local streets are designed to maximize connections to adjacent communities. These are primarily for local use and not for large volumes of through-traffic. Some redevelopment of adjacent communities is illustrated as part of the overall development strategy. In some instances, the priority of physically connecting adjacent residential communities requires that portions of the crosstown expressway and Hwy-77 be covered, becoming tunnel sections.

Regional open space is organized as four separate elements located along the perimeter of the site--Lake Nokomis area, southwestern golf course area, Fort Snelling National Cemetery, and historic Fort Snelling.

- The Lake Nokomis complex is expanded to integrate the wetlands and lakes around the interchange of Hwy-77 and Hwy-62, and several new lakes are created as part of the open space amenities serving new uses on the site.
- A new active-recreation complex is developed in the southwest corner of the site. This complex would contain golf courses to replace the existing courses as well as ball fields and other active recreation components.
- The Fort Snelling National Cemetery occupies the southeastern corner of the site and is linked to a pedestrian trail system that provides access into the Mississippi and Minnesota river valleys.
- The historic fort and the officers row housing complex anchor the northeast corner. The fort has been integrated into both the local open-space parkway system and the new development districts by reconfiguring the Hwy-62 and Route 5 interchange that now isolates the site.

Land use options within the street and open-space systems are illustrated in the diagrams on page 39. These are representative of the range of possibilities and demonstrate the flexibility within the open-space and street network frameworks.

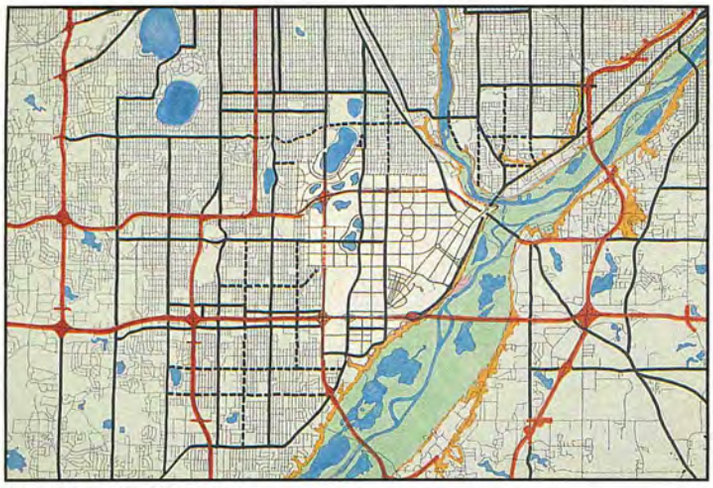


NEW NEIGHBORHOOD DESIGN CONCEPT

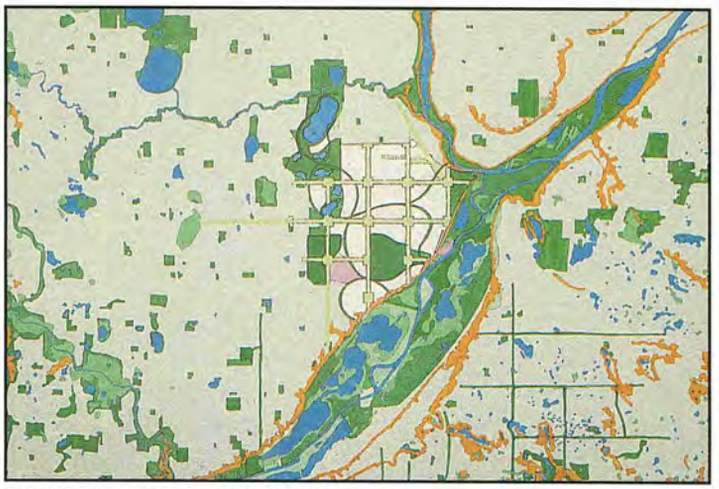
--Commercial/Office/Manufacturing--945 acres/11.2 million square feet
--Residential--805 acres/3,600 housing units
--Open space--1,285 acres

## KEY ELEMENTS:

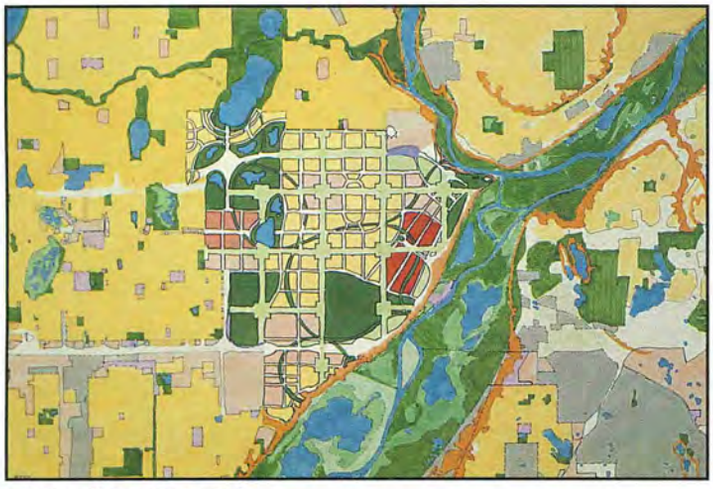
- Extending the Minneapolis parkway system into the site in a visionary way that gives form to new neighborhoods.
- Development is organized as a network of mixed-use districts and neighborhoods to reduce the dependence on automobile trips.
- Major open-space elements such as Fort Snelling, the National Cemetery, the expanded Lake Nokomis/Minnehaha Parkway system and a consolidation of the Richfield and Fort Snelling Golf and Recreation Facilities are located along the perimeter of the site to permit greater regional access.
- Local streets are extended with similar character and scale to link compatible land uses and traffic characteristics.
- The site can be developed in an incremental way over time, similar to cohesive neighborhoods.
- Regional expressways are covered at key points to provide reintegration of existing communities with new development.
- Fort Snelling is physically reunited with the officers row housing by reconfiguring regional traffic circulation and building new local access.



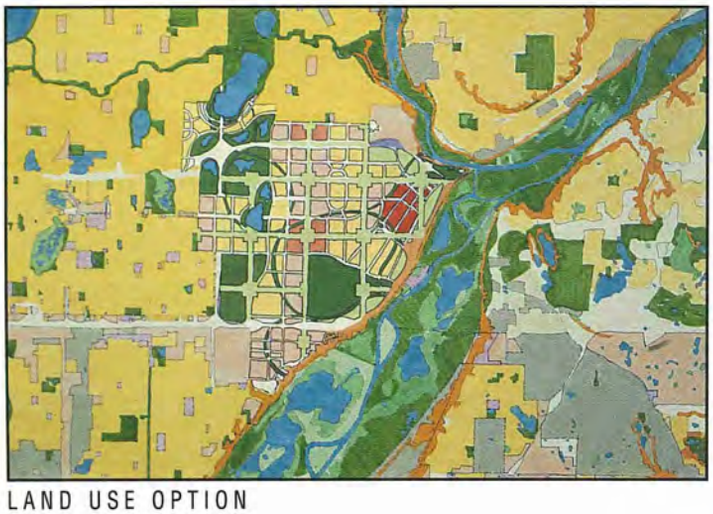
STREET NETWORK



OPEN SPACE NETWORK



LAND USE OPTION

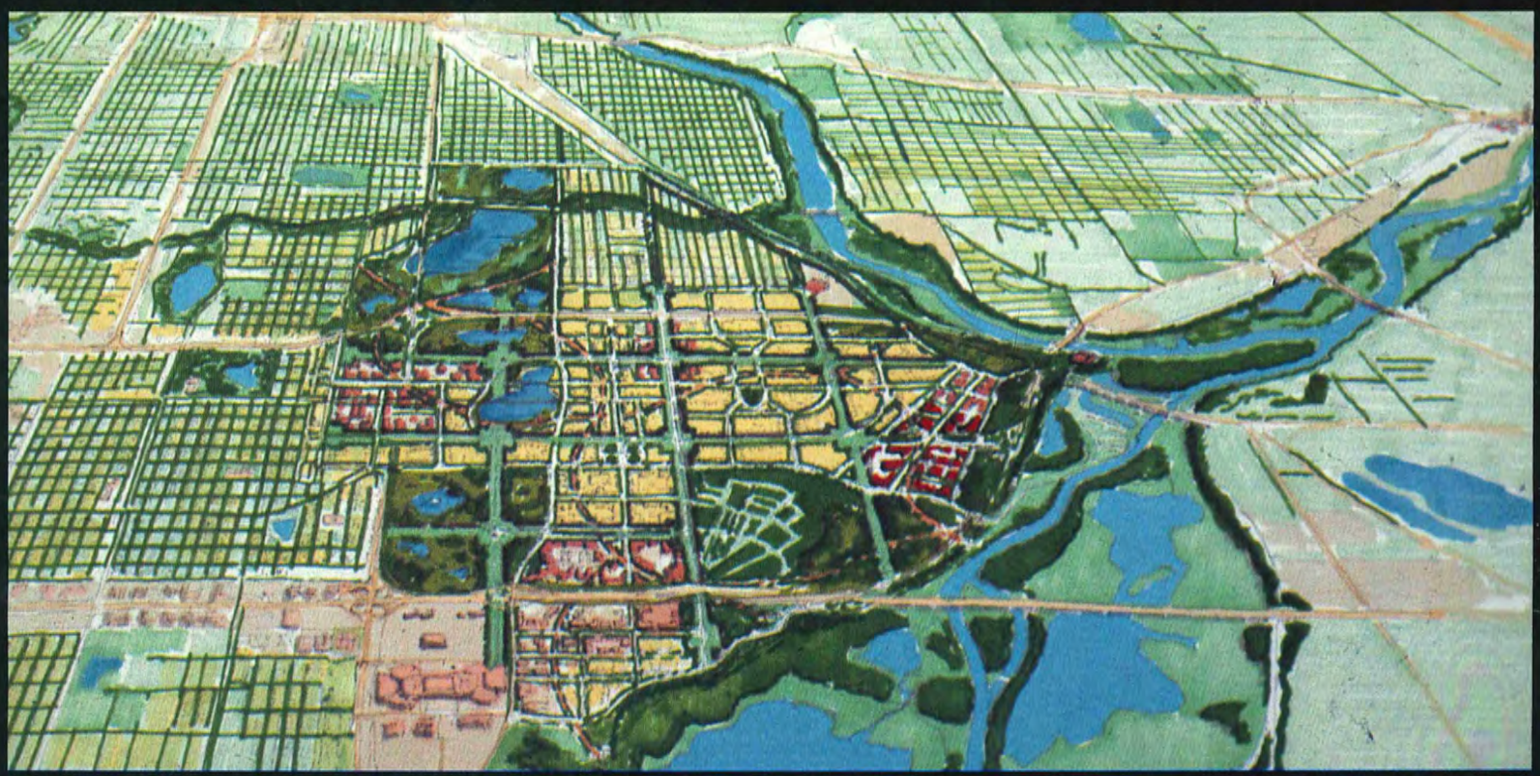


LAND USE OPTION

KEY

--Commercial/Manufacturing
--Residential
--Open Space

# NEW NEIGHBORHOOD DESIGN CONCEPT



AERIAL VIEW

# COMPACT DEVELOPMENT DESIGN CONCEPT

The central feature of this concept is a medium-density, multiple-use development in the center of the site surrounded by park and open space. Its core is a multiple-use office, retail, and residential center organized along a grand public space. The two axes of this grand mall link the three adjacent communities with the river valleys.

The eastern segment of this complex is the research, development and office campus. Its central space is linked to Route 5. Its buildings command dramatic views of the river valley.

The open space surrounding Fort Snelling includes two major golf courses, a series of lakes, active recreation areas, and restored wetlands and prairie areas. Open space is developed adjacent to the expressway edges to provide buffers for the new development.

The road network around the fort itself is modified to permit movements through it but to eliminate the present interchange and reroute turning movements through a new pattern of streets. The result is to reintegrate the fort into the site and restore its earlier road pattern.

Fort Snelling National Cemetery is expanded to the west of the present cemetery instead of to the east as currently contemplated. This opens up the land to the east along the bluffs for either development or public open space.

Existing active recreational uses such as the community ball fields and golf course, are relocated and expanded as part of a major recreational area in the southwest corner of the site.

The road network provides a series of direct connections from expressway to expressway but through the most intense parts of the development. Therefore, it provides the most direct access to the most uses from all directions, but would tend to discourage through-traffic from using the site or local roads in adjacent communities.

Land uses would be integrated throughout the site to take advantage of the relatively close proximity between housing, employment centers, service and retail facilities, and recreational amenities. This option offers the opportunity to reduce the number of off-site automobile trips that would normally go onto the regional highway system. Additionally, this option is suited to service by public transit.

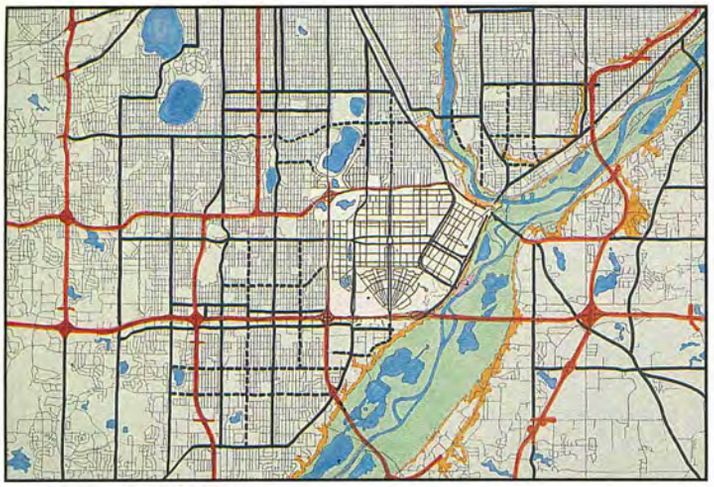


COMPACT DEVELOPMENT DESIGN CONCEPT

--Commercial/Office/Manufacturing--850 acres/9.9 million square feet
--Residential--750 acres/6,000 housing units
--Open space--1,300 acres

## KEY ELEMENTS:

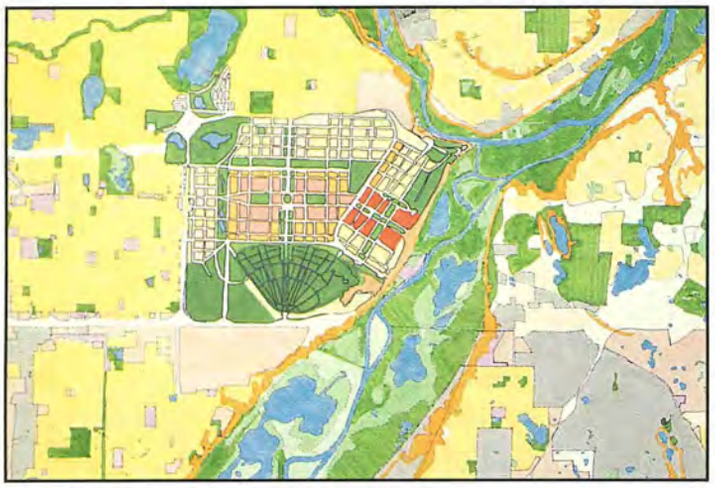
- Compact development patterns integrate uses and open-space amenities in a new way.
- The form of this kind of development is pedestrian-oriented to reduce the dependency on the automobile.
- The development does not adversely affect local street systems. Access to the site is from regional highways and links to existing arterial streets.
- A continuous open-space network with both active and passive recreation is developed around the perimeter of the site, providing an amenity for existing communities and new development.
- The Fort Snelling complex is integrated into a new residential community by reconfiguring the regional interchange at Highway-62 and Highway 5.
- The National Cemetery is expanded to create an open-space resource adjacent to the I-494 expressway and Bloomington.
- The research and development center is located along the Minnesota River bluffs and is integrated with residential development.
- Transit service, including a light rail corridor, serves the employment centers.



STREET NETWORK



OPEN SPACE NETWORK



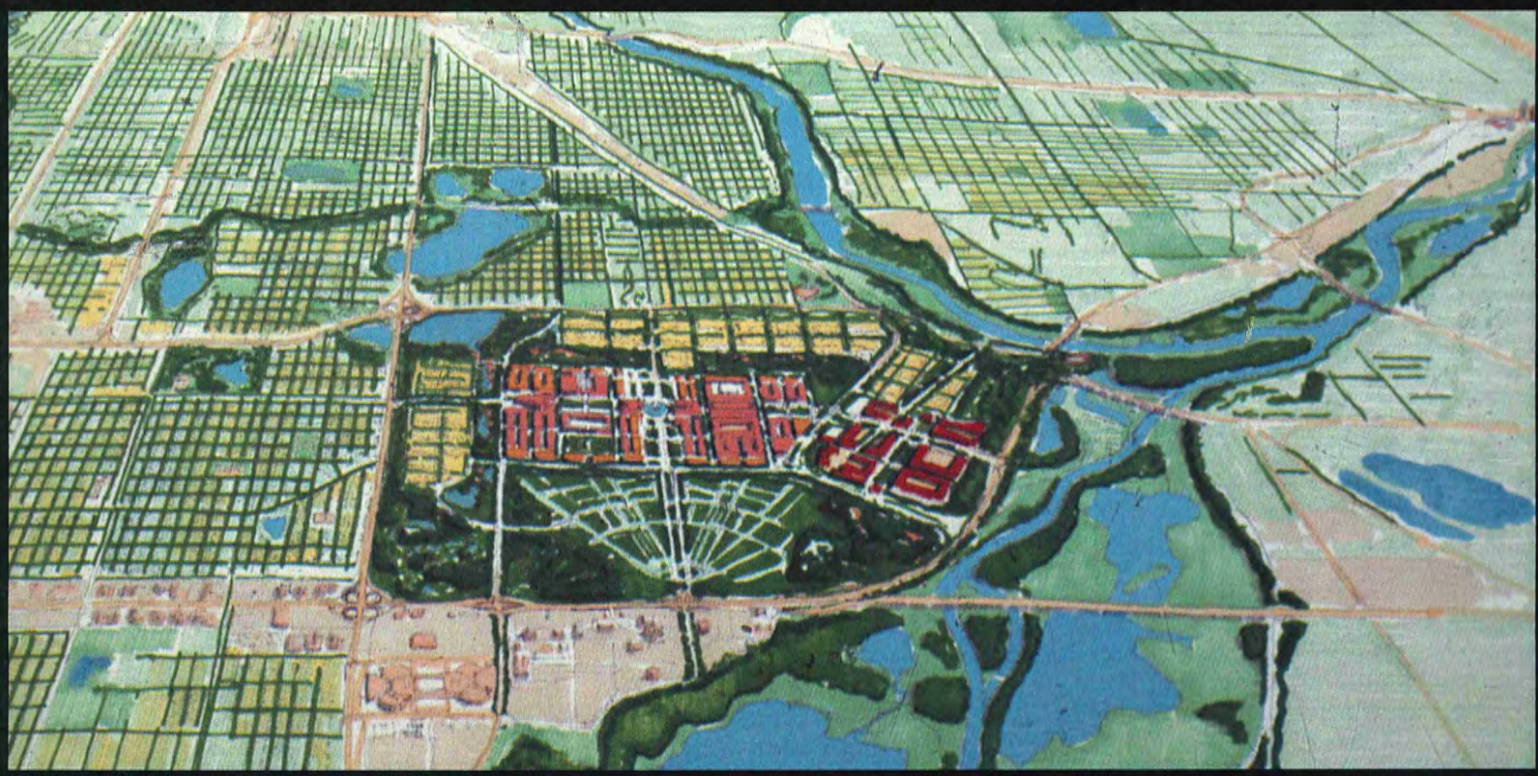
LAND USE OPTION



LAND USE OPTION

--Commercial/Manufacturing
--Residential
--Open Space

# COMPACT DEVELOPMENT DESIGN CONCEPT



AERIAL VIEW

# VII

# IMPLEMENTATION

## GOVERNANCE RECOMMENDATIONS

The governance structure for the reuse of the MSP site must be designed to implement the performance criteria set for the site. The governance recommendations below are designed to address the performance criteria and issues raised in the legal/governance section in the separate technical appendix to this report. The governance structure should consist of a development and management entity, which would be established at least five years prior to the closure of the airport to ensure the timely resolution of the details for the reuse.

In particular, the development and management entity should address the financial requirements of phased development of the reuse:

Phase 1—start-up costs, land acquisition and disposition, master plan development;

Phase 2—initial implementation of master plan and interim uses; and

Phase 3—on-going, long-term implementation of the master plan.

At some point in the redevelopment of MSP, an ultimate governance structure should be formed that may or may not be entirely different from the development and management entity.

1. The development and management entity should reflect and involve an equal number of regional representatives and representatives of adjacent municipalities, a state representative, and a federal representative.
2. The development and management entity should have sufficient authority to establish and implement a comprehensive reuse strategy for the MSP area. Based on this strategy, the entity would prepare a reuse master plan that meets the performance criteria established for the reuse of MSP. The master plan should establish the appropriate local official controls for the MSP area. The reuse strategy should also identify financial incentives to achieve the long-term development goals and objectives.
3. The development and management entity should have the requisite legal and financial authority to assemble the land and dispose of property within the MSP area. This includes working with the MAC to ensure that the agency's obligations with respect to leases of MSP property and under federal grants are met. Land assembly and disposition shall take place in accordance with the requirements of the master plan.
4. Environmental remediation is the responsibility of the parties who created the environmental problem, independent of any aviation or reuse of the site and, if necessary to achieve reuse, may be accomplished by the development and management entity funded on a federal, state or regional basis.
5. Preparation of the site for development should be the responsibility of the development and management entity funded by federal, state or regional resources.

6. Reuse and redevelopment activities and supporting infrastructure should be the responsibility of the development and management entity and users.

7. The development and management entity should coordinate public capital investment and maximize private capital investment.

8. Specific municipal services (fire, police, water, sewers, schools and parks) should be the responsibility of the appropriate adjacent communities to avoid unnecessary duplication and to take advantage of a shared service concept. The adjacent communities will be compensated by the development and management entity for the services they provide.

9. Based on the master plan developed for the MSP site, the development and management entity should establish a plan for the ultimate governance structure for MSP. The entity or a department of it may be the ultimate governance structure. Based on the master plan, it may be appropriate to allow all or a portion of the MSP site to be annexed by the adjacent communities. Since most of the site was de-annexed, due consideration should be given to historical municipal jurisdictions. For example, the "Parkway Design Concept" may work best if portions of the development are annexed to adjacent communities, the Minnesota Historical Society and the National Wildlife Refuge. On the other hand, the master plan may dictate that all, or a major portion of the site, remain a separate entity detached from the adjacent communities. For example, the "Compact Development Design Concept" may work best if it becomes a new community, separate from the adjacent communities. The ultimate governance structure needs to balance the needs of the region with the historical and economic ties that the adjacent communities have to MSP. The structure needs to recognize that the land should be placed on the tax roles, while at the same time recognizing that long-term economic incentives will be necessary to ensure the continued implementation of the performance criteria.

10. The long-term governance structure must recognize the need to create a sense of community for the new residents of the MSP site. To the extent possible, the long-term governance of the MSP site should ensure that when there are residents within the site, those residents will have a representational form of local government.

## FINANCING AND IMPLEMENTATION

### *Overview of Development Process*

In determining the implementation strategy the controlling development agency, in response to the requirement to optimize cash flow, will phase the project both geographically, parts of the total property, and chronologically, which projects in which years.

An important consideration in this geographic and chronological phasing will be the potential for using existing buildings, equipment and infrastructure as permanent parts of the plan or to generate income from "interim use" in the period before they will be converted to permanent use. This reuse potential of certain areas and the site preparation cost of others will be important considerations to the phasing.

Cash flow optimization will require that site preparation and improvement of any part of the MSP property only occur when there is financing available and the site preparation and improvement is essential to achieving private development which the market is ready to absorb or public development of non income supporting activities which the public has decided to undertake.

The development and management entity will as it begins its work, select those buildings on the MSP property which can generate income in the short-term through leasing for other activities and seek to capture this potential income. They will select those geographic parts of the total property which have short-term market potential and

where the site preparation costs are relatively less. This would logically be undeveloped areas of the site with access and utility proximity. This is the same approach which would be taken with any large development tract.

Because of the incremental, phased approach which must be taken to the development of any large tract like MSP the concept of estimating the total cost of the clearing and preparing the total site does not have much utility because that is not how the implementation would take place. Rather this clearing and site preparing would take place only as needed and as justified by reuse potential over a twenty- to thirty-year period. There would be substantial project income, public revenue and other public benefit generated by the part of the adopted plan implemented during each time phase. Thus the estimating of total gross clearance and site preparation cost for the entire project is not very helpful. Much of this cost would be financed with project revenues and tax revenues from the phase of the development which the clearance and site preparation costs were incurred. For many phases of the property there will be no net clearance and site preparation cost but rather a positive cash flow. For other parts of the property the reuse of existing facilities will be permanent and there will be no major clearance and site preparation cost. For yet other parts important income will be generated from reuse of construction materials reclaimed through the clearance and site preparation for a particular phase. And for yet others, such as hazardous waste areas funding for clean up and site preparation will necessarily come from the entity legally responsible for creating the problem.

Some examples may be helpful. In the case of the Fort Worth airport the private developer serving as the central development entity determined that by purchasing a "grinder" he could finance the cost of removing the parts of the runway that required removal for the completion of each phase by selling the ground-up aggregate for road and other heavy construction in the region.

Preliminary architectural studies at the Denver Stapleton Airport indicate that all air freight, aircraft maintenance and storage and related buildings have potential for warehouse, distribution and light industrial reuse. Local community college, college and manpower training institutions have indicated interest in converting the terminal and its supporting parking structure into a suburban educational complex and the preliminary architectural studies are supportive of this use.

In the Fort Worth case and proposed in the Stapleton case clearance and site preparation cost would only be incurred in a particular phase when there was financing available and market absorption and private cash flow potential achievable by that phase.

Thus the total dollars required for clearance and site preparation at the total MSP property will come from many public and private sources over many years. The various phases of this total clearance and site preparation will be carried out only when the combination of public funding and private revenue generation potential justifies the investment. There will be revenues from interim and permanent reuse for areas which will not require change.

The importance of MSP reuse financially is most importantly not cost but rather the important role which the development of this large well located tract can have on enhancing the competitive position and success of the region.

When cost is viewed, however, it is important that gross cost of all clearance and site improvement not be used as a measure. This "cost" will be incurred by many different public and private entities over many years with much of it being returned through project revenues and public fiscal benefits.

***Selecting Project Organization, Financing and Marketing Strategies***

The reuse of the MSP property will follow in the footsteps of a number of large public/private projects that have been successfully developed to generate private profits and public economic and quality-of-life benefits.

Each of these projects has worked with its own unique combination of existing site characteristics, real estate market conditions, community objectives, development capabilities and financing capacity. The result in each case was the organizational, financing and marketing approach that private developers and public leaders felt would be most effective. In many of the projects, different approaches were used for different land uses and different parts of the property. In many of the projects, the organizational financing or marketing approaches evolved and changed over time as lessons were learned and conditions changed.

The MSP reuse experience would likely be similar to these other projects in the determination and evolution of the optimum organization, financing and marketing approach. Much can be learned for the MSP reuse effort by a careful examination of the approaches these other major public/private projects used and the results they achieved. This is true both for project approaches that achieved immediate and continued success and for those that did not initially succeed and were rethought and adjusted over time.

At this early stage, where a policy framework for MSP reuse is established, it is not appropriate to have a detailed reuse master plan and strategy prepared and approved. It is not practical to recommend a single "best" approach to organization, finance and marketing before the decision is made to build a new airport and the timing of reuse when the reuse can occur is established. But at the same time, it is important that the community feel confident that the reuse can be successfully carried out. Perhaps the best source of information upon which to base the judgment that the MSP reuse can be successfully carried out is the actual experience of these other large public/private projects. These major public/private development projects that were analyzed were selected because of the important approaches they used, which are instructive to the MSP reuse effort. None of these "instructive projects" are identical to MSP reuse, although some are very similar. But all bring important lessons and are therefore instructive.

***Strategy Options: Instructive Projects Matrix***

The approach to the effective use of the information on the experience of the instructive projects is to first build an understanding of each of the projects and the community objectives. A separate technical appendix to this report contains more detail and a description of each of the instructive projects and the approaches used for organization, finance and marketing.

Understanding the projects is an essential background. The approach that each of the instructive projects used to achieve the organization, financing and marketing objectives of each of the uses in the projects is organized to present an understanding of the full range of approaches used. These approaches can be viewed as "tools" which are available to accomplish each function for each use. The development and management entity would select, adapt or combine these tools to implement the master plan selected for the reuse of the site. These tools or approaches and the public/private projects that have successfully used each approach are presented in "Matrix 1".

When Matrix 1 is read from left to right for each instructive project, the reader is given a summary understanding of what approaches the particular project used to achieve its objectives for overall development and for each land use for organization, then financing and then marketing.

When Matrix 1 is read from top to bottom for each project function and land use type, the reader is given a summary understanding of the full range of approaches used by all the instructive projects for organization, then financing and then marketing of each land use.

# MATRIX 1: ORGANIZATION

| INSTRUCTIVE CASE | OVERALL | MASTER PLAN | SITE PREP | LAND USE TYPE | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | | RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
| **Inner Harbor** (Baltimore) | Non-Profit Development Agency | Non-Profit Development Agency | City<br>Land Acquisition (Em Domain), Land Assembly, Business Relocation, Clearance, Infrastructure<br>Development Agency<br>City Department of Coordination | Private Developer (Per Parcel) | Private Developer (Per Parcel) | Private Developer (Per Parcel) | None | City<br>Aquarium, Convention Center<br>Private Developers<br>Sports Museums, Hotels |
| **Mud Island** (Memphis) | City Department | City Department | City<br>Provide Land (No Aqstn.), Infrastructure, Construction<br>Private Foundation<br>Oversight | None | City<br>Construction<br>Concessionaire:<br>Operation | None | None | City<br>Visitor Attraction<br>Private Corporation<br>Marina/Club |
| **Renaissance Center** (Detroit) | Corporate Developer (Phase I)<br>Private Developer (Phase II) | Corporate Developer (Site Plan) | Corporate Developer<br>Land Acquisition, Infrastructure, Construction | None | Corporate Developer | Corporate Developer | None | Private Developer<br>Hotel |
| **Mission Bay** (San Francisco) | Private Developer | Private Developer | Private Developer<br>Land Acquisition, Environmental, Infrastructure, Construct Public Facilities, Park<br>City<br>Donate Land, Business Relocation Referrals, Rail Station, Construct School | Private Developer<br>Market Rate, Affordable<br>City<br>Affordable | Private Developer | Private Developer | Private Developer | Private Developer<br>Industrial/Flex, Hotel<br>City<br>School, Fire/Police Stations, Park, Community Facility, Roads |
| **Metro Center** (Nashville) | Corporate Developer | Corporate Developer | Corporate Developer<br>Land Acquisition, Land Assembly, Infrastructure, Levee/Lakes<br>State<br>Access Road<br>City<br>Community Center, Public Golf Course | Private Developer (Per Parcel) | Corporate Developer | Corporate Developer<br>Private Developers (Per Parcel) | None | Private Developers<br>Warehouse/Flex, Theaters |
| **Navy Pier** (Chicago) | Non-Profit Development Agency | Non-Profit Development Agency | Park District<br>Provide Land<br>Federal Agencies<br>Provide Land<br>State<br>Provide Land<br>Development Agency<br>Environmental, Infrastructure, Building Relocation | None | Development Agency<br>Construction<br>Concessionaire<br>Operation | None | None | Development Agency<br>Park Construction, Exhibition Hall, Festival Park, Marina Construction, Winter Garden Construction<br>Park District<br>Park Operation, Marina Operation, Winter Garden Operation<br>City<br>Public Safety<br>Private Corporation<br>Ballroom Operation |
| **Rickenbacker** (Columbus) | Non-Profit Development Agency | Non-Profit Development Agency | Development Agency<br>Land Transfer<br>Federal<br>EIS<br>Private Developer (Primary Leassee): Infrastructure Redevelopment, Site Development | None | Private Developer<br>Sub-Lease/Sale Per Parcel | Private Developer<br>Sub-Lease/Sale Per Parcel | Private Developer<br>Sub-Lease/Sale Per Parcel | Private Developer<br>Sub-Lease/Sale Per Parcel, Manufacturing, Warehouse/ Flex |

# MATRIX 1: ORGANIZATION (CONT.)

| INSTRUCTIVE CASE | OVERALL | MASTER PLAN | SITE PREP | LAND USE TYPE | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | | RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
| **Imeson Industrial Park** (Jacksonville) | Private Developer | Private Developer | City<br>Land Transfer<br>Private Developer<br>Infrastructure Redevelopment, Site Development | None | None | None | Private Developer<br>Lease/Sale Per Parcel | Private Developer<br>Lease/Sale Per Parcel |
| **Centreport** (Fort Worth) | Private Developer | Private Developer | City<br>Land Transfer<br>Private Developer<br>Airport Demolition, Runway Removal, Infrastructure Redevelopment | Private Developer | None | Private Developer | None | Private Developer |
| **Crown Center** (Kansas City) | Corporate Developer | Corporate Developer | Corporate Developer<br>Land Acquisition (Em Domain), Land Assembly, Demolition, Infrastructure (Deeded to City) | Corporate Developer | Corporate Developer | Corporate Developer | None | Corporate Developers<br>Hotel (Per Parcel) |
| **Pennsylvania Avenue** (Washington, D.C.) | Independent Federal Agency | Independent Federal Agency | Federal Agency<br>Land Acquisition (Em Domain), Design, Financial Planning, Demolition, Infrastructure, Public Spaces, Streetscape | Private Developer (Per Parcel)<br>Market Rate, Affordable | Private Developer (Per Parcel) | Private Developer (Per Parcel)<br>Federal Departments | None | Federal<br>Trade Center, Arts Programming<br>Private Developers<br>Hotel, Theaters |
| **Sky Harbor Center** (Phoenix) | City Department | | City<br>Land Acquisition, Land Assembly, Infrastructure | None | None | Private Developer (Per Parcel) | None | Private Developer (Per Parcel)<br>Manufacturing |
| **Massachusetts Bio-Tech Research Park** (Wooster) | Private Developer | | Private Developer<br>Land Acquisition, Innovation Center, Site Development<br>State<br>Infrastructure | None | Primary Private Developer | Primary Private Developer | Private Developer (Per Parcel) | Private Developer<br>Hotel/Conference |
| **Mall of America** (Bloomington, MN) | Private Developer (Partnership) | Private Developer (Site Plan) | City<br>Site Preparation, Infrastructure, Roads<br>Private Developer<br>Land Acquisition, Land Assembly, Site Develoment | None | Private Developer | Private Developer (Per Parcel) | None | Private Developers (Per Parcel)<br>Hotels<br>City<br>Parking Garages |
| **Forrestal Center** (Princeton) | Institution (University), Private Developer | Institution (University), Private Developer | Institution<br>Land Acquisition, Site Preparation, Infrastructure | None | Private Developer | Private Developer | Private Developer<br>Corporate Developers | Private Developers<br>Conference Center |
| **Las Colinas** (Dallas) | Private/Corporate Developer, Contract Management | Private/Corporate Developer | Private/Corporate Developer<br>Land Acquisition, Site Preparation, Infrastructure<br>Utility District<br>Infrastructure in Town Center | Private/Corporate Developer, Contract Management | Private/Corporate Developer, Contract Management | Private/Corporate Developer, Contract Management | Private/Corporate Developer, Contract Management | Private Developers<br>Hotel, Recreation |

# MATRIX 1: FINANCING

| INSTRUCTIVE CASE | OVERALL | MASTER PLAN | SITE PREP | LAND USE TYPE: RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
|---|---|---|---|---|---|---|---|---|
| **Inner Harbor** (Baltimore) | City, Private Developers (Per Parcel) | Corporate Contributions | City<br>GO Bonds<br>Federal<br>Title 1, Block Grants, UDAGs | Private Developer (Per Parcel)<br>Federal<br>Subsidized Units | Private Developer (Per Parcel) | Private Developer (Per Parcel)<br>Federal<br>GSA | None | City<br>GO Bonds<br>State<br>Capital Budget<br>Federal<br>Agency Grants<br>Private Developers |
| **Mud Island** (Memphis) | City | City | City<br>GO Bonds<br>Corporate<br>Sponsorship (Swimming Pool) | None | City Department<br>Corporate | None | None | City<br>GO Bonds |
| **Renaissance Center** (Detroit) | Corporate Investor<br>Bank Financing | Corporate Contributions (Site Plan) | Corporate Investor<br>Insurance Companies (First Mortgage Loan) | None | Corporate<br>Loan<br>Major Pre-Leasing Commitments | Corporate<br>Loan<br>Major Pre-Leasing Commitments | None | Private Developer<br>Hotel |
| **Mission Bay** (San Francisco) | Private Developer | Private Developer | Private Developer (Bank Financing), Infrastructure (81%), Environmental, Licensure for Port Use<br>City<br>Infrastructure (19%) (Agency Funds), Exceptions for Developer<br>Federal<br>DOT Grants | Private Developer<br>Financing<br>City<br>Affordable Units (Agency Funds) | Private Developer<br>Financing | Private Developer<br>Financing | Private Developer<br>Financing | Private Developer<br>Financing (Public Facilities)<br>City<br>Developer Impact Fees (School) |
| **Metro Center** (Nashville) | Corporate Developer | Corporate Funds | Corporate Investor<br>(No Bank Financing)<br>State<br>Highway (Departmental Capital Budget)<br>City<br>Land Swap, Community Center, Golf Course (Departmental Capital Budget) | Private Developer | Corporate Developer<br>Bank Financing (Below Market Rents) | Corporate Developer<br>(Build to Suit) | Corporate Developer<br>(Build to Suit) | Corporate Developer<br>(Build to Suit), Warehouse/ Flex, Theaters |
| **Navy Pier** (Chicago) | State | State Budget (In Cooperation with City) | State<br>Capital Budget Funds<br>Federal<br>Park (Agency Grants) | None | State<br>Capital Budget | None | None | State<br>Capital Budget (Exhibition Hall, Festival Park, Marina, Parking, Winter Garden)<br>Private Corporations<br>Capital Funds (Ballroom) |
| **Rickenbacker** (Columbus) | Private Developer | City, County | Private Developer<br>Land Lease, Infrastructure (Bank Financing) | None | Sub-Lease | Sub-Lease | Sub-Lease | Sub-Leases |

# MATRIX 1: FINANCING (CONT.)

| INSTRUCTIVE CASE | OVERALL | MASTER PLAN | SITE PREP | LAND USE TYPE | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | | RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
| **Imeson Industrial Park** (Jacksonville) | Private Developer | Private Developer | Private Developer<br>Land Acquisition (20-Year Mortgage), Infrastructure (Bank Financing) | None | None | None | Lease/Sale | Lease/Sale |
| **Centreport** (Fort Worth) | Private Developer | Private Developer | City<br>Refund of Unused Airport Monies to FAA<br>Private Developer<br>Long-Term Lease/Purchase Agreement (Bank Financing), Infrastructure (Bank Financing) | Private Developer (Bank Financing) | | Private Developer (Bank Financing) | | Private Developer (Bank Financing) |
| **Crown Center** (Kansas City) | Corporate Developer | Corporate Funds | Corporate Developer<br>Land Acquisition, Infrastructure (Bank Financing)<br>City<br>Property Tax Abatement | Corporate Developer<br>Bank Financing<br>City<br>Property Tax Abatement | Corporate Developer<br>Bank Financing<br>City<br>Property Tax Abatement | Corporate Developer<br>Bank Financing<br>City<br>Property Tax Abatement | None | City<br>Parking Garage (ID Bonds)<br>Corporate Developer<br>Hotel |
| **Pennsylvania Avenue** (Washington, D.C.) | Federal Government<br>Private Developers (Per Parcel) | Federal Appropriations | Federal<br>Land Acquisition (Treasury Loan), Infrastructure (Appropriations), Historic Preservation (Agency Grants to Private Developers) | Federal<br>Land Write Downs/Rebate Incentives<br>Private Developers<br>Bank Financing (Per Parcel) | Federal<br>Land Write Downs/Rebate Incentives<br>Private Developers<br>Bank Financing (Per Parcel) | Federal<br>Land Write Downs/Rebate Incentives<br>Private Developers<br>Bank Financing (Per Parcel) | None | Federal<br>Trade Center (GSA Budget)<br>Private Developers<br>Hotel (Bank Financing) (Per Parcel) |
| **Sky Harbor Center** (Phoenix) | City<br>Private Developers (Per Parcel) | City<br>Department Budget | City<br>Land Acquisition (GO Bonds), Infrastructure (Revenue Bonds-Repayment thru Land Leases)<br>Federal<br>Land Acquisition (FAA Budget) | None | None | Private Developer (Per Parcel) | None | Private Developer (Per Parcel)<br>Manufacturing |
| **Massachusetts Bio-Tech Research Park** (Wooster) | State<br>Private Developer (Per Parcel) | University Endowment | State<br>Infrastructure (Agency Grants)<br>Federal<br>Infrastructure (EDA Grants)<br>Private Developer<br>Bank Financing | None | Private Developer Financing | Private Developer (Leases) | State<br>Speculative Construction (Taxable IR Bonds; Second Mortgage thru Lender Consortium)<br>Private Developer<br>Leases | Corporate Developer<br>Hotel/Conference |
| **Mall of America** (Bloomington, MN) | Private Developer | Private Developer (Site Plan) | City<br>Land Donation (GO Bonds), Infrastructure (TIF Revenue Bonds, Developer Note, Reserves)<br>State<br>Transit Station (Agency Grant), Share of GO Bonds<br>Private Developer<br>Bank Financing | None | Private Developer<br>Bank Financing | Private Developer<br>Bank Financing (Per Parcel) | None | Private Developer<br>Bank Financing (Per Parcel) |
| **Forrestal Center** (Princeton) | University Endowment | University Endowment | Institution (University)<br>Land Acquisition, Site Preparation, Infrastructure (Endowment, Pre-Paid Leases)<br>Corporate Funds | None | Private Developer | Private Developer | Private Developer<br>Corporate Funds | Private Developers |
| **Las Colinas** (Dallas) | Private/Corporate Developer | Private/Corporate Developer | Private/Corporate Developer<br>Land Acquisition, Site Preparation, Infrastructure (Bank Financing)<br>Utility District<br>Infrastructure in Town Center (Bonds, Taxes) | Private Developer<br>Bank Financing | Private Developer<br>Bank Financing | Private Developer<br>Bank Financing | Private Developer<br>Bank Financing | Private Developer<br>Bank Financing |

# MATRIX 1: MARKETING

| INSTRUCTIVE CASE | OVERALL | LAND USE TYPE | | | | |
|---|---|---|---|---|---|---|
| | | RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
| **Inner Harbor** (Baltimore) | Non-Profit Development Agency<br>State Economic Development (At Project Start) | Private Developer (Per Parcel) | Private Developer<br>State Department of Commerce | Private Developer (Per Project) | None | Private Developer<br>State Department of Commerce<br>City Economic Development |
| **Mud Island** (Memphis) | City<br>TV, Radio, Newspaper, Billboards in 500-Mile Market | None | Corporate Marketing Budget | None | None | None |
| **Renaissance Center** (Detroit) | Private Management Company Contracts with PR, Advertising Firms | None | Private Management Company Contracts with PR, Advertising Firms | Private Management Company Contracts with PR, Advertising Firms | None | Private Developer<br>Hotel |
| **Mission Bay** (San Francisco) | Private Developer Marketing Budget | Private Developer | Private Developer | Private Developer | Private Developer | Private Developer<br>Corporate Marketing Budget<br>Hotel |
| **Metro Center** (Nashville) | Corporate Developer On-Site Marketing Office (Brokerage Originally) | Private Developer | Corporate Developer On-Site Marketing Office (Originally) | Corporate Developer On-Site Marketing Office (Brochure, Magazine) | Corporate Developer On-Site Marketing Office | Corporate Developer On-Site Marketing Office |
| **Navy Pier** (Chicago) | Non-Profit Development Agency Marketing Budget | None | Corporate Concessionaire | None | None | Non-Profit Development Agency Marketing Budget |
| **Rickenbacker** (Columbus) | Non-Profit Development Agency Marketing Budget (Brochures, Ind Dev Pubs) | None | Primary Private Developer (Sites) | Primary Private Developer (Sites) | Primary Private Developer (Sites) | Primary Private Developer (Sites) |

# MATRIX 1: MARKETING (CONT.)

| INSTRUCTIVE CASE | OVERALL | LAND USE TYPE | | | | |
|---|---|---|---|---|---|---|
| | | RESIDENTIAL | RETAIL | OFFICE | R/D | OTHER |
| **Imeson Industrial Park** (Jacksonville) | Private Developer Marketing Budget | None | None | None | Private Developer (Sites) | Private Developer (Sites) |
| **Centreport** (Fort Worth) | Private Developer (Promotional Materials, Personal Contacts) | Private Developer Marketing Budget | None | Private Developer (Spec Space Build as "Seed" Promotion) | None | Private Developer |
| **Crown Center** (Kansas City) | Corporate Developer Marketing Division (Feature Magazine Articles, Contacts) | Corporate Developer Marketing Sub-Division | Corporate Developer Marketing Sub-Division | Corporate Developer Marketing Sub-Division | None | Corporate Developer Marketing Sub-Division, Hotel Developer |
| **Pennsylvania Avenue** (Washington, D.C.) | Federal Agency Marketing, Budget (Report, Events, Speeches) | Private Developer (Per Parcel) Market Rate, Affordable | Private Developer Cooperative | Private Developer (Per Project) | None | Hotel Developer Marketing Budget |
| **Sky Harbor Center** (Phoenix) | City Department Trade Shows, Contact with Private Marketing Company (Brochures, Newsletter) | None | None | Private Developer (Per Parcel) | None | Private Developer (Per Parcel) Manufacturing |
| **Massachusetts Bio-Tech Research Park** (Wooster) | Private Developer | None | Private Developer Marketing Budget | Private Developer Marketing Budget | Private Developer Marketing Budget | Private Developer Hotel/Conference |
| **Mall of America** (Bloomington, MN) | Private Developer On-Site Marketing Office | None | Private Developer On-Site Marketing Office | Private Developer On-Site Marketing Office | None | Private Developer On-Site Marketing Office |
| **Forrestal Center** (Princeton) | Private Developer | None | Private Developer | Private Developer | Private Developer | Private Developer |
| **Las Colinas** (Dallas) | Contract Management | Contract Management (Local) | Contract Management (Local) | Contract Management (National-Brochures, Site Visits) | Contract Management (National-Brochures, Site Visits) | Contract Management |

*Selecting Strategy Approaches for the Design Concepts*

Final selection of the approaches to be used for the organization, financing and marketing of the various land use components of MSP reuse can only be achieved when detailed planning and phasing are completed. In Matrix II, those approaches described in Matrix 1 are presented. They would have the most promising potential for successful implementation of each of the three design concepts. Again, these are shown in the matrix with a few words of description and a reference to the case study.

At this stage in the planning, it is most useful to recommend several approaches to meet each of the organization, financing and marketing needs for each of the land uses in each of the three scenarios. If the MSP reuse effort moves ahead into more detailed planning and programming, specific recommendations of the single approach with the greatest potential would be made by the development and management entity.

In using Matrix II, the reader will note that there is a separate version for each of the three design concepts. In each of the design concept matrices, the reader can review how organization or financing or marketing would be handled for each of the uses by reading across the page from left to right. However, the primary interest is to know how organization, financing and marketing is handled for a specific use, this can be achieved by reading from top to bottom in that use column.

# MATRIX 2: PARKWAY DESIGN CONCEPT

| | | | | LAND USE | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **STRATEGY** | **OVERALL** | **MASTER PLAN** | **SITE PREP** | **R/D OFFICE** | **RESIDENTIAL STANDARD** | **RESIDENTIAL AFFORDABLE** | **MIXED USE EMPLOYMENT DISTRICT RETAIL** | **FLEX** | **REVENUE GENERATING SPACE** | **NON-REVENUE GENERATING SPACE** |
| Organization | Corporate Developer ..... 5<br>Institutional Developer (University) ..... 14<br>Private Developer ..... 2, 3<br>Non-Profit Development Agency ..... 1 | Non-Profit Development Agency ..... 1<br>City/County Department .. 8<br>Institutional Developer (University) ..... 14 | Non-Profit Development Agency ..... 9<br>Private Developer Per Site Overall ..... 1, 2<br>Corporate Developer ..... 5<br>City/County Department .. 4<br>Contract Developer<br>Public/Private Joint Venture | Institutional Developer (University/Consortium)<br>University/Private Developer Partnership ..... 14<br>Corporate User/Developer . 5<br>Speculative Development Corporation<br>Public/Private Joint Venture | Private Developer ..... 11<br>Corporate Developer ..... 13 | Non-Profit Development Agency<br>Private Developer ..... 6<br>City/County Department .. 6 | Experienced Private Developer ..... 12<br>Public/Private Joint Venture | Private Developer Lease/Sale Per Site . 1, 2, 3<br>Corporate User/Developer . 5<br>Non-Profit Development Agency | Regional Authority ..... 5<br>Private Developer ..... 8<br>Private Developer-Public Operator ..... 6<br>Public Developer-Private Operator ..... 8* | Regional Authority ..... 9 |
| Financing | Special Tax District<br>Foundation<br>Corporate<br>City/County<br>State<br>Institution (University) | City/County ..... 1<br>State ..... 14<br>Federal (EDA)<br>Corporate Contribution .. 12 | Special Tax District ..... 13<br>GO Bonds ..... 12, 14, 15<br>TIF ..... 15<br>Private Developer ..... 1, 2<br>Revenue Bonds ..... 4<br>Pre-Paid Lease ..... 4<br>Federal (EDA) ..... 14, 16<br>Corporate Equity ..... 10<br>State ..... 9, 14 | Private Developer Financing ..... 14<br>Federal Research Center .. 12<br>Corporate Research Center ..... 14<br>University/State Research Center ..... 14 | City/County/State Catalyst<br>Private Developer Financing ..... 11 | Impact Fees<br>Housing Swap ..... 6<br>Land Write Down ..... 16<br>Low Interest Government Loans<br>City/County Tax Abatement ..... 13 | Private Developer Financing ..... 15 | Private Financing ..... 2, 4<br>Private/Corporate Equity<br>Tax Abatement<br>Public Loans/Grants<br>ID Bonds | Revenue Bonds<br>Private Financing ..... 12<br>GO Bonds ..... 8 | Impact Fees<br>GO Bonds<br>Revenue Bonds<br>Private Financing ..... 6<br>Corporate Sponsorship ..... 8<br>State ..... 9 |
| Marketing | Development Entity; Contract Marketing Firm ..... 10, 11<br>In-House Staff ..... 1, 2, 3<br>Economic Development Agency ..... 12 | City/County Department .. 6<br>Private Developer<br>Institutional Developer .... 12 | Not Applicable | Development Entity; Contract Marketing Firm ..... 10<br>In-House Staff ..... 3<br>Economic Development Agency ..... 12<br>Research Faculty<br>Tech Transfer Center ..... 14 | Development Entity; Contract Marketing Firm ..... 12<br>Brokers ..... 11<br>In-House Staff ..... 6 | Development Entity; Contract Marketing Firm<br>Brokers<br>In-House Staff ..... 6 | Development Entity; Contract Marketing Firm ..... 10<br>Brokers<br>In-House Staff ..... 5 | Overall Developer ..... 5<br>Site Developer<br>Economic Development Agency ..... 2 | Operating Entity ..... 9 | Regional Authority ..... 8 |



**Case Study Key**

1 Rickenbacker
2 Imeson Industrial Park
3 Centreport
4 Sky Harbor Center
5 Metro City
6 Mission Bay
7 MAC
8 Mud Island
9 Navy Pier
10 Renaissance Center
11 Las Colinas
12 Inner Harbor
13 Crown Center
14 Massachusetts Bio-Tech Research Park
15 Mall of America
16 Pennsylvania Avenue
17 Forrestal Center
* NOTE: Former Private Operation

# MATRIX 2: NEW NEIGHBORHOOD DESIGN CONCEPT

| | | | | LAND USE | | | | |
|---|---|---|---|---|---|---|---|---|
| **STRATEGY** | **OVERALL** | **MASTER PLAN** | **SITE PREP** | **R/D OFFICE** | **RESIDENTIAL STANDARD** | **RESIDENTIAL AFFORDABLE** | **REVENUE GENERATING SPACE** | **NON-REVENUE GENERATING SPACE** |
| **Organization** | Corporate Developer ..... **5**<br>Institutional Developer (University) ..... **14**<br>Private Developer ..... **2, 3**<br>Non-Profit Development Agency ..... **1** | Non-Profit Development Agency ..... **1**<br>City/County Department .. **8**<br>Institutional Developer (University) ..... **14** | Non-Profit Development Agency ..... **9**<br>Private Developer Per Site Overall ..... **1, 2**<br>Corporate Developer ..... **5**<br>City/County Department .. **4**<br>Contract Developer<br>Public/Private Joint Venture | Institutional Developer (University/Consortium)<br>University/Private Developer Partnership ..... **14**<br>Corporate User/Developer . **5**<br>Speculative Development Corporation<br>Public/Private Joint Venture | Private Developer ..... **11**<br>Corporate Developer ..... **13** | Non-Profit Development Agency<br>Private Developer ..... **6**<br>City/County Department .. **6** | Non-Profit Development Agency ..... **9**<br>Regional Authority<br>Private Developer ..... **12**<br>Private Developer-Public Operator ..... **12**<br>Public Developer-Private Operator ..... **8*** | Regional Authority ..... **9** |
| **Financing** | Special Tax District<br>Foundation<br>Corporate<br>City/County<br>State<br>Institution (University) | City/County ..... **1**<br>State ..... **14**<br>Federal (EDA)<br>Corporate Contribution .. **12** | Special Tax District ..... **13**<br>GO Bonds ..... **12, 14, 15**<br>TIF ..... **15**<br>Private Developer ..... **1, 2**<br>Revenue Bonds ..... **4**<br>Pre-Paid Lease ..... **4**<br>Federal (EDA) ..... **14, 16**<br>Corporate Equity ..... **10**<br>State ..... **9, 14** | Private Developer Financing ..... **14**<br>Federal Research Center .. **12**<br>Corporate Research Center ..... **14**<br>University/State Research Center ..... **14** | City/County/State Catalyst<br>Private Developer Financing ..... **11** | Impact Fees<br>Housing Swap ..... **6**<br>Land Write Down ..... **16**<br>Low Interest Government Loans<br>City/County Tax Abatement ..... **13** | Revenue Bonds<br>Private Financing ..... **12**<br>GO Bonds ..... **12, 8**<br>State Grants ..... **12**<br>Federal Grants ..... **12** | Impact Fees<br>GO Bonds<br>Revenue Bonds<br>Private Financing ..... **6**<br>Corporate Sponsorship ..... **8**<br>State ..... **9** |
| **Marketing** | Development Entity; Contract Marketing Firm ..... **10, 11**<br>In-House Staff ..... **1, 2, 3**<br>Economic Development Agency ..... **12** | City/County Department .. **6**<br>Private Developer<br>Institutional Developer .... **12** | Not Applicable | Development Entity; Contract Marketing Firm ..... **10**<br>In-House Staff ..... **3**<br>Economic Development Agency ..... **12**<br>Research Faculty<br>Tech Transfer Center ..... **14** | Development Entity; Contract Marketing Firm ..... **12**<br>Brokers ..... **11**<br>In-House Staff ..... **6** | Development Entity; Contract Marketing Firm<br>Brokers<br>In-House Staff ..... **6** | Operating Entity ..... **9**<br>Economic Development Agency ..... **12** | Regional Authority ..... **8** |

**Case Study Key**

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# MATRIX 2: COMPACT DEVELOPMENT DESIGN CONCEPT

| | | | | LAND USE | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **STRATEGY** | **OVERALL** | **MASTER PLAN** | **SITE PREP** | **HIGH TECH PARK R/D OFFICE** | **TOWN CENTER RETAIL/ OFFICE/RESIDENTIAL** | **RESIDENTIAL STANDARD** | **RESIDENTIAL AFFORDABLE** | **REVENUE GENERATING SPACE** | **NON-REVENUE GENERATING SPACE** |
| Organization | Corporate Developer ..... **5**<br>Institutional Developer (University) ..... **14**<br>Private Developer ..... **2, 3**<br>Non-Profit Development Agency ..... **1** | Non-Profit Development Agency ..... **1**<br>City/County Department .. **8**<br>Institutional Developer (University) ..... **14** | Non-Profit Development Agency ..... **9**<br>Private Developer Per Site Overall ..... **1, 2**<br>Corporate Developer ..... **5**<br>City/County Department .. **4**<br>Contract Developer<br>Public/Private Joint Venture | Institutional Developer (University/Consortium)<br>University/Private Developer Partnership ..... **14**<br>Corporate User/Developer . **5**<br>Speculative Development Corporation<br>Public/Private Joint Venture | Experienced Private Developer<br>Public/Private Joint Venture<br>Corporate Developer | Private Developer ..... **11**<br>Corporate Developer ..... **13** | Non-Profit Development Agency<br>Private Developer ..... **6**<br>City/County Department .. **6** | Regional Authority ..... **5**<br>Private Developer ..... **8**<br>Private Developer-Public Operator ..... **6**<br>Public Developer-Private Operator ..... **8*** | Regional Authority ..... **9** |
| Financing | Special Tax District<br>Foundation<br>Corporate<br>City/County<br>State<br>Institution (University) | City/County ..... **1**<br>State ..... **14**<br>Federal (EDA)<br>Corporate Contribution .. **12** | Special Tax District ..... **13**<br>GO Bonds ..... **12, 14, 15**<br>TIF ..... **15**<br>Private Developer ..... **1, 2**<br>Revenue Bonds ..... **4**<br>Pre-Paid Lease ..... **4**<br>Federal (EDA) ..... **14, 16**<br>Corporate Equity ..... **10**<br>State ..... **9, 14** | Private Developer Financing ..... **14**<br>Federal Research Center .. **12**<br>Corporate Research Center ..... **14**<br>University/State Research Center ..... **14** | Private Developer Financing ..... **15**<br>Special Tax District ..... **11**<br>Pre-Paid Leases<br>Land Write Down ..... **16**<br>Corporate Equity<br>TIF<br>ID Bonds (Parking)<br>Tax Abatement ..... **13** | City/County/State Catalyst<br>Private Developer Financing ..... **11** | Impact Fees<br>Housing Swap ..... **6**<br>Land Write Down ..... **16**<br>Low Interest Government Loans<br>City/County Tax Abatement ..... **13** | Revenue Bonds<br>Private Financing ..... **12**<br>GO Bonds ..... **8** | Impact Fees<br>GO Bonds<br>Revenue Bonds<br>Private Financing ..... **6**<br>Corporate Sponsorship ..... **8**<br>State ..... **9** |
| Marketing | Development Entity; Contract Marketing Firm ..... **10, 11**<br>In-House Staff ..... **1, 2, 3**<br>Economic Development Agency ..... **12** | City/County Department .. **6**<br>Private Developer<br>Institutional Developer .... **12** | Not Applicable | Development Entity; Contract Marketing Firm ..... **10**<br>In-House Staff ..... **3**<br>Economic Development Agency ..... **12**<br>Research Faculty<br>Tech Transfer Center ..... **14** | Development Entity; Contract Marketing Firm ..... **10**<br>In-House Staff ..... **3**<br>Economic Development Agency ..... **12** | Development Entity; Contract Marketing Firm ..... **12**<br>Brokers ..... **11**<br>In-House Staff ..... **3** | Development Entity; Contract Marketing Firm<br>Brokers<br>In-House Staff | Operating Entity ..... **9** | Regional Authority ..... **8** |

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# ATTACHMENTS

# ATTACHMENT A

## CHARGE TO MSP INTERNATIONAL AIRPORT REUSE TASK FORCE

September 26, 1991

- Advise the Metropolitan Council on the development of policies for the reuse of Minneapolis-St. Paul (MSP) International Airport should a new major replacement airport be developed to serve the Twin Cities Metropolitan Area.
- Provide a forum for the discussion of issues and concerns regarding the MSP reuse study and the development of reuse scenarios and policies.
- Review, comment and make recommendations on draft planning and technical reports prepared as a part of the MSP reuse study or by other public and private organizations relevant to the reuse study.
- Develop a set of recommendations regarding the reuse of MSP and report to the Metropolitan Council by October 1992 for Council consideration in its report to the Legislature required by Jan. 1, 1993.

## MSP INTERNATIONAL AIRPORT REUSE TASK FORCE

Edward Gutzmann, *Chair*
Roberta Opheim, *Vice-Chair*
Liz Anderson
Steve Chavez
Henry Fisher
Kathleen Gaylord
Tom Harms
James Jensen
John Labosky
Wilbur Maki
Desyl Peterson
J. Michael Podawiltz
Regina Reed
William Reiling
Michael Robinson
Hugh Schilling
Margaret Schreiner
Stewart Stender
Mary Vogel
Ray Waldron
Steve Wellington
John Wheeler
Robert Worthington

Adjacent City Representatives
Neil Anderson - *Minneapolis*
Allen Lovejoy - *St. Paul*
Rick Geshwiler (Alternate - Greg Ingraham) - *Bloomington*
Jim Prosser - *Richfield*
Jill Smith (Alternate - Charles E. Mertensotto) - *Mendota Heights*
Jon Hohenstein - *Eagan*

# ATTACHMENT B

## PUBLIC COMMENTS ON MSP REUSE TASK FORCE REPORT

PUBLIC MEETING (November 24, 1992)

Mark Warhall, Saint Paul

Summary of Comments

The Twin Cities should learn lessons from the experience of Houston when they built Houston Intercontinental Airport to replace Houston Hobby Airport. While they planned to reuse Hobby, they didn't, and now both airports compete.

Niel W. Peterson, *Mayor*
*City of Bloomington*

The Bloomington City Council has reviewed the Minneapolis-St. Paul International Airport Reuse Study prepared by the MSP International Airport Reuse Task Force, and recommends that the Metropolitan Council consider the following comments before presenting the report to the Minnesota Legislature:

1. The task force limited the scope of the study issues of reuse of the current MSP site. Information regarding the cost of demolition and sufficient infrastructure to support redevelopment was not described in detail sufficient to assist decision-makers in distinguishing between the main alternatives of the Dual Track airport planning process. While this may not be a shortcoming of this study, it does define the need for information on the cost of redevelopment of the MSP site as part of the Dual Track process.

2. The final version of the report should emphasize the task force's conclusion that sale of the MSP site cannot generate revenue to subsidize development of a new airport site. Redevelopment of the MSP site would cost hundreds of millions of public dollars for demolition and new infrastructure improvements both on-site and off-site. The current draft of the report states that sale of the MSP site cannot generate revenue to subsidize development of a new airport, but it needs to emphasize this point.

3. The current draft of the report places too much emphasis on economic development. While we agree that economic development is important to the region, we do not feel the current version of the report with its emphasis on a redeveloped MSP site being a potential engine of economic development is supported by the task force's research. If the redeveloped MSP site becomes a focus for economic development, most of this activity would be transferred or diverted from other places in the metropolitan area.

4. The impact of a redeveloped MSP site upon existing nearby businesses, existing CBD's and the form and function of the region was not fully explored. If the MSP site is reused as envisioned by the study, then the region would have two new major centers of development competing for public and private resources with existing major centers. The impact of creation of two new regional centers must be identified as one of the primary costs of the new airport site alternative.

5. The Metropolitan Airports Commission has unencumbered title to only a small portion of the MSP site. The current version of the report touches only briefly on claim to portions of the site. The current version of the report presupposes the intention of those parties to relinquish their interests. The lack of involvement of the report should clearly emphasize the complexity of obtaining clear title to the MSP property.

The City Council of the City of Bloomington requests that the Metropolitan Council amend the draft MSP Reuse Study to make it more valuable for decision-makers. It is also important that other components of the Dual Track airport planning process address the concerns that the MSP Reuse Study did not address.

TRANSPORTATION ADVISORY BOARD

BACKGROUND AND PURPOSE OF ACTION: The document was prepared as a part of the "dual-track" major airport planning process. The purpose of the study is to identify policies to guide the reuse of MSP should a new major replacement airport be built to serve the Twin Cities Metropolitan Area. The Metropolitan Council is required, by state statute, to make its report to the Minnesota Legislature by January 1, 1993. Generally, the direction the document proposes reflects a sensitivity to the planning issues and site conditions given to the task force and consultants.

ISSUES RAISED BY COMMITTEE MEMBERS: The committee reviewed both the public hearing draft and the final draft of the report. Few of the comments previously made by the committee and TAB were incorporated in the final draft. Specific comments on the report are as follows:

1. The language of the report, particularly on page 79, significantly downplays the likely costs that will be borne by the region.

2. Care should be taken in the use of the implementation matrices, given the difference in scale and entities involved in the redevelopment of the MSP site versus those of the instructive projects included in the matrices.

3. The instructive projects should include a discussion of the public share in the costs for the redevelopment of each project.

TL 726.4 .T9 M772 1992 c.2
Minneapolis-St. Paul International Airport reus
study.

TL 726.4 .T9 M772 1992 c.2
Minneapolis-St. Paul International Airport reus
study.

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