

St. Paul Minnesota

March 18–23, 2018



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The Rondo Community Land Bridge

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About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 42,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

ULI's extraordinary impact on land use decision making is based on its members' sharing expertise on a variety of

factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

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Washington, DC 20036-4948

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to

make accurate assessments of a sponsor's issues to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

Paul Bernard
Executive Vice President, Advisory Services

Thomas W. Eittler
Senior Vice President, Advisory Services

Beth Silverman
Vice President, Advisory Services

Paul Angelone
Director, Advisory Services

Cali Slepín
Associate, Advisory Services

Daniel Lobo
Senior Director, Awards and Publications

James A. Mulligan
Senior Editor

Laura Glassman, Publications Professionals LLC
Manuscript Editor

Brandon Weil
Art Director

Anne Morgan
Lead Graphic Designer

Deanna Pineda, Muse Advertising Design
Graphic Designer

Craig Chapman
Senior Director, Publishing Operations

ULI Panel and Project Staff

Panel Chair

Lyneir Richardson
Executive Director, Center for Urban Entrepreneurship
and Economic Development
Rutgers University
Newark, New Jersey

Panel Members

Beth Callender
Principal
CallenderWorks
San Diego, California

Rodney Crim
President
St. Louis Economic Development Partnership
St. Louis, Missouri

Sarah Graham
Principal
Strategic Economics
Berkeley, California

Bert Gregory
Partner
Mithun
Seattle, Washington

Ilana Lipsett
Founder
PublicDesign | PublicSpace
Oakland, California

Ben Stone
Director of Arts and Culture
Smart Growth America
Washington, D.C.

ULI Project Staff

Bridget Stesney
Senior Director, Content

Paul Angelone
Director, Advisory Services

Matt Norris
Senior Manager, Content

Violeta Duncan
Senior Associate, Content

Grace Hill
Senior Associate, Meetings and Events

Acknowledgments

THIS PANEL WOULD NOT HAVE BEEN POSSIBLE

without the sponsors and agency partners, including ReConnectRondo, the Minnesota Department of Transportation, the city of St. Paul, and ULI Minnesota. The panel also would not have been possible without the financial support of the 10-Minute Walk Campaign, a collaborative effort among the Urban Land Institute, the Trust for Public Land, and the National Recreation and Park Association to increase access to urban parks nationwide.

Special appreciation goes to the ReConnectRondo board and staff members Marvin Anderson, Lars Christiansen, Kim Club, Melvin Giles, Darius Gray, Lilli Post Johnson, Marvin Scroggins, and Walter Smith; Minnesota Department of Transportation staff Lisa Austin, Broderick Bell, Nancy Boylan, Brian Isaacson, Gloria Jeff, Cyrus Knutson, Scott McBride, and Tara McBride; city of St. Paul staff Bruce Corrie, Ross Currier, Tony Johnson, and Noel Nix; and Metropolitan Council staff members Michelle Fure and Nick Thompson. Finally, thank you to ULI Minnesota staff Aubrey Albrecht, David Bauer, Cathy Bennet, and Caren Dewar. This report, the briefing materials, tour, interview, or assignment would not have been possible without the many hours spent preparing and answering the panelists' questions.

Finally, the panel would like to thank the residents; business, faith, and community leaders; and representatives from St. Paul and the surrounding areas who shared their perspectives and insights during the week of the panel's interviews. The panel felt welcomed and at home at all times and was able to experience Rondo by meeting and working with community members on each day the panel was in St. Paul.



Panelists experiencing the essence of Rondo at Golden Thyme Coffee.

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About the 10-Minute Walk Campaign

PARKS ARE ESSENTIAL TO THE PHYSICAL, social, environmental, and economic health of people and communities. Parks help expand the economy by attracting homebuyers, tourists, and highly talented workers. They protect the environment, provide space for the enjoyment of arts and nature, and make people healthier, happier, and more connected.

Unfortunately, despite these known benefits, research shows that one in three Americans—more than 100 million people—do not have a park within a ten-minute walk of their home.

That's why ULI has partnered with The Trust for Public Land (TPL) and the National Recreation and Park Association (NRPA) on the 10-Minute Walk Campaign, a nationwide movement launched in October 2017 to ensure that there is a great park within a ten-minute walk of every person, in every neighborhood, in every city across the United States. The 10-Minute Walk Campaign is generously supported by The JPB Foundation.



So far, the 10-Minute Walk Campaign has been endorsed by more than 200 U.S. mayors—from across the political spectrum and from cities large and small—who have committed to working toward universal park access. ULI, TPL, and NRPA will be working with partners in select cities on measurable policies and strategies to advance the 10-Minute Walk vision. This includes Advisory Services panels.

Success in this work will require the expertise, creativity, and close collaboration of public and private sector leaders. ULI has a powerful role to play in catalyzing its members, networks, and partners around a vision of a green, sustainable, connected, and resilient future for all people.

Background and Key Recommendations

"It is not necessarily the pursuit of a long shot, but an uphill climb that requires courage, creativity, and community to leverage every relationship and opportunity to achieve it."
—Interviewee

FROM 1956 TO 1968 THE CONSTRUCTION of Interstate 94 cut through a swath of St. Paul, Minnesota. Halfway between the cores of St. Paul and Minneapolis was the thriving African American community along Rondo Avenue. Red-lined from living in other established neighborhoods, Rondo residents formed a diverse, mixed-income community with a flourishing middle class, a range of housing, and locally owned businesses. As in many other communities across the United States, community life and personal wealth at the time were decimated by the advent of the interstate; 600 homes and 300 businesses were closed or torn down with inadequate compensation going to the families for their losses. This wrong was, and continues to be, deeply felt, especially by those with histories in the community.

A Rondo diaspora formed, and families relocated across the country. But those who stayed behind never forgot their roots and continued to maintain a strong local identity. In the early 1980s, under the leadership of residents like Marvin Anderson and Floyd Smaller, the community sought to reclaim its cultural legacy to ensure it stayed alive for future generations. Beginning with Rondo Days and continuing with the establishment of ReConnectRondo (RCR), an incredible groundswell of support has formed to realize more equitable outcomes for the neighborhood and specifically the African American community—in housing, business formation, ownership, wealth creation, health, wellness and environmental justice, and social advancement—while preserving the unique character of the Rondo legacy.

At the center of this effort is the goal to reconnect the Rondo neighborhood over I-94 and to reclaim at least a



Community members talk before panel interviews at the Dayton Avenue Presbyterian Church.

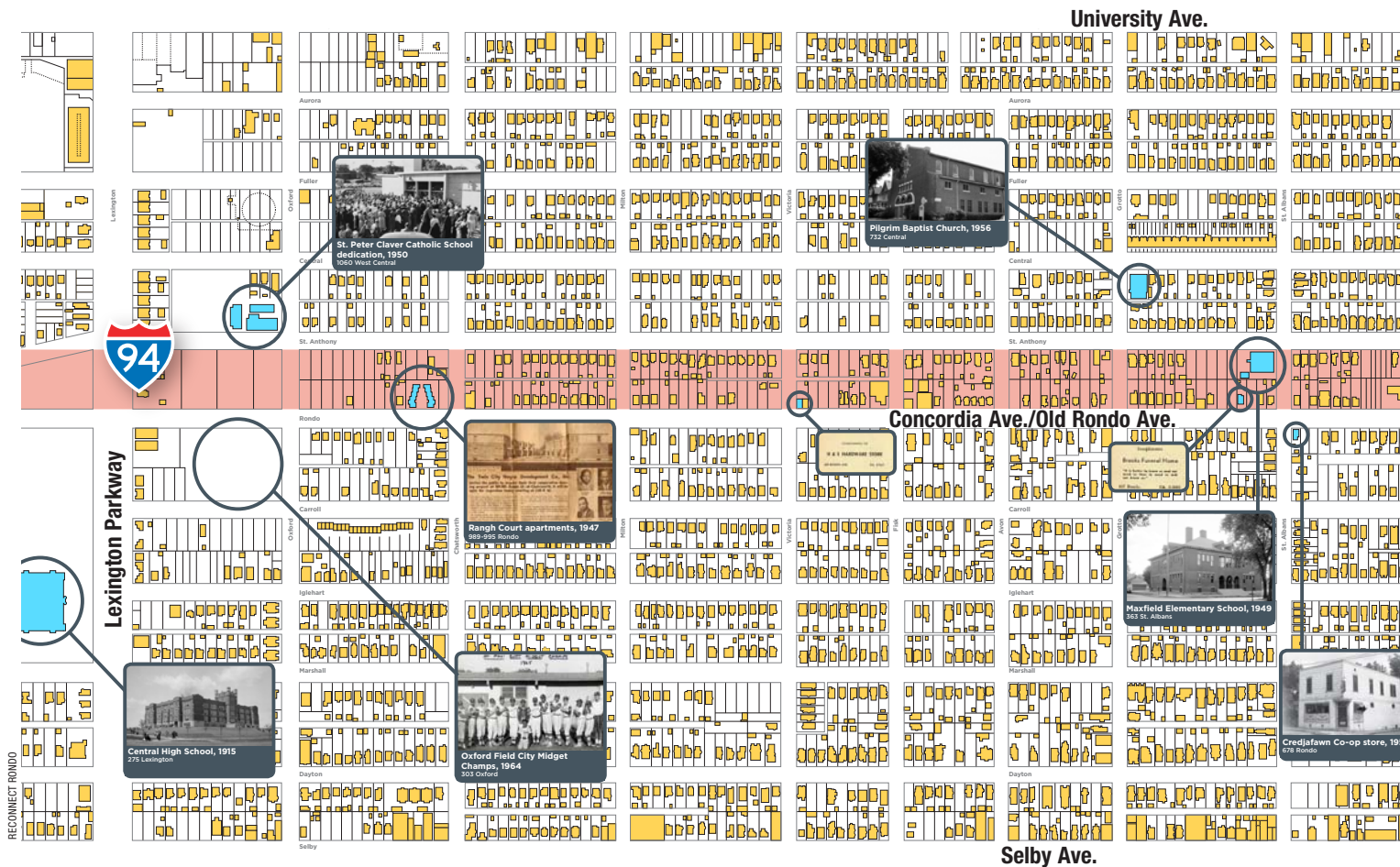
small part of what was lost 50 years ago. RCR uses the term “moonshot thinking” when referring to the idea of a land bridge (freeway lid) over the interstate, because this is an audacious and ambitious endeavor.

The Study Area and the Panel’s Assignment

The panel was tasked with evaluating this moonshot and helping it become a more certain possibility. During this process, panelists heard from stakeholders, residents, and partners at the local, city, and state levels; from design and real estate professionals and health and mobility experts; from those with a deep passion for the project and those who are just learning about the bridge concept. The study area, as determined by the sponsor and partner agencies, is bounded by University Avenue to the north, Rice Street to the east, Selby Avenue to the south, and Lexington Parkway to the west. The panel built upon previous advisory work regarding freeway lids conducted by ULI Minnesota, which serves ULI members in the Twin Cities region and throughout the state as well as the Dakotas.

As part of its work, the panel considered the following factors:

- The benefits and constraints of each of the freeway lid concepts previously proposed by ULI Minnesota’s technical assistance panel;



The construction of Interstate 94 (represented in pink) destroyed many historic buildings, displaced residents, and divided the neighborhood. Rondo was named for the avenue that ran from Rice Street to Lexington Parkway.

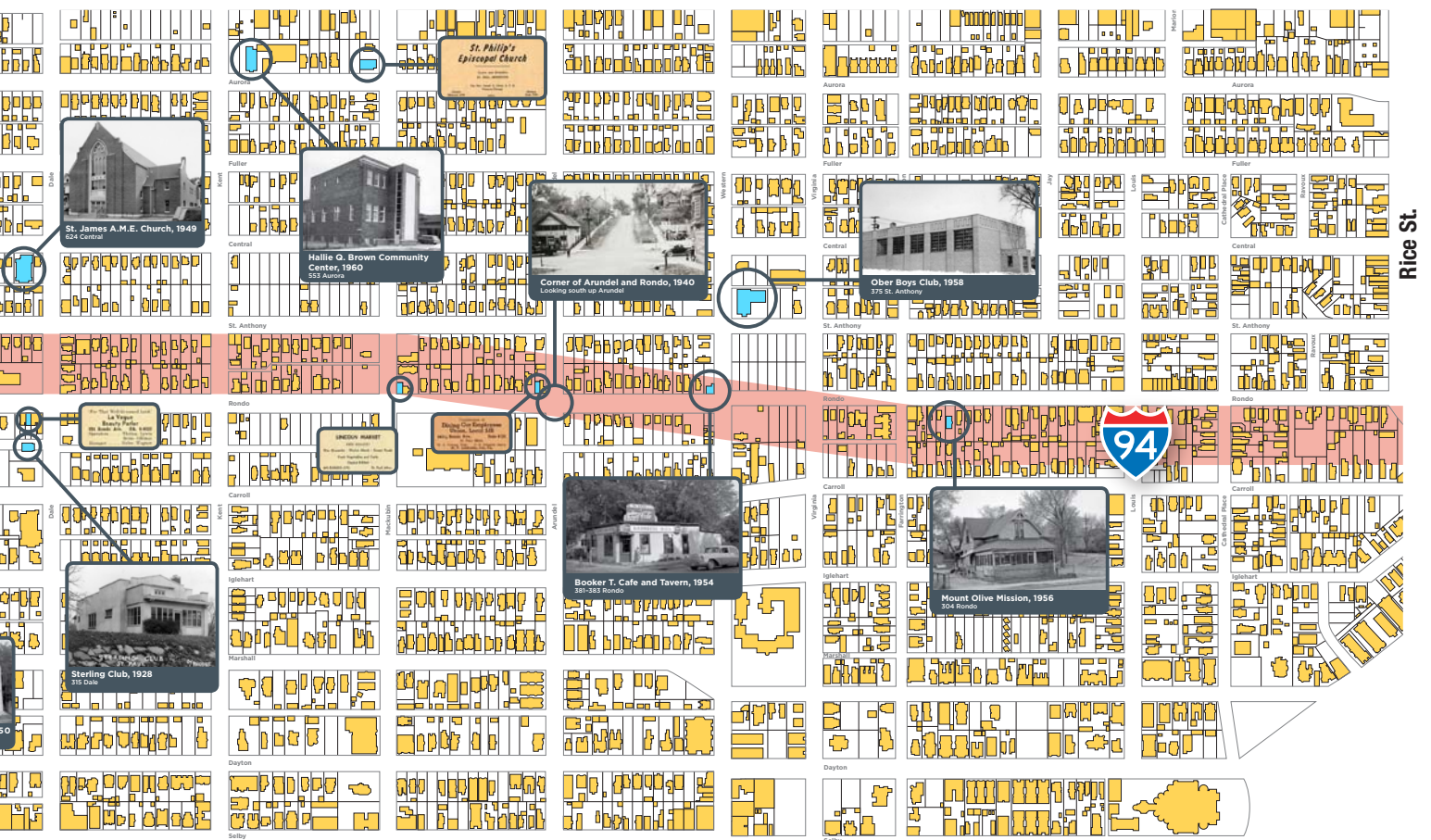
- The most effective way to incorporate a freeway lid into the surrounding community, including the types of land uses best suited for the revitalization effort, such as retail, civic centers, green space, incubator space, residential, office/industrial, and so on;
- Recommended strategies for revitalization in surrounding neighborhoods that acknowledge the history of challenges associated with the placement of the freeway while promoting reconnections to ensure a bright future for the area and the region;
- Priorities for implementation of a development plan, including timing and phasing;
- Funding strategies or examples of public space management from other cities and communities that should be considered in the implementation of a development plan; and
- Actions that RCR, its agency partners, and other stakeholders should be taking to ensure inclusive, equitable development and to reduce displacement.

Key Recommendations

Through it all, stakeholders agreed that the Rondo Community Land Bridge is a worthy investment not only to realize a physical connection that would enhance livability, but also to provide an opportunity for long overdue social justice for a neighborhood. Key takeaways include the following:

- A significant Rondo Community Land Bridge should move forward.
- The Minnesota Department of Transportation (MnDOT) should construct and maintain the bridge.
- The land bridge is an opportunity for African American leadership and ownership.
- Now is the time to put resources of \$6 million behind this concept to bring the idea to the next step of design, engineering, and cost estimates.

The panel proposes three land use options of varying density, comprising a mixed-use development the panel has named Rondo Community Civic Commons (RCCC), calling for creation of 350 to 1,400 housing units, 125,000



to 500,000 square feet of commercial and community space, and 30 to 70 percent open space. Master plan recommendations also include converting Victoria Street to a green street and introducing bus, transit, and other mobility improvements such as improved bike and pedestrian experiences.

Other key recommendations for RCR and its partners over the next 12 to 24 months include the following:

- Prioritize inclusive economic development to ensure that the Rondo Community Land Bridge is an opportunity for people of color and residents. It is an opportunity for residents of Rondo to lead and drive the project and benefit from the wealth creation and job creation that will result from the project.
- Conduct comprehensive market and financial analysis. Prepare an affordable housing strategy to identify target income levels and unit types as well as policies and programs for affordable housing production and preservation to avoid displacement. Conduct an employment analysis

to identify targeted industry sectors as well as policies and programs for job generation and workforce training.

- Establish official boundaries for the Rondo neighborhood that will help raise awareness. In addition to simply elevating the visibility of the Rondo neighborhood, more formal boundaries will help pave the way to create overlay districts, such as a defined business improvement district (BID), a tax increment financing (TIF) district, or a special services area to fund community projects, and an arts and cultural district.
- Canvass the neighborhood to develop a database of residents' housing status, including their ability to pay for rent or a mortgage and home improvements, to develop a true sense of displacement risks and develop a funding plan to assist those who need help.

In all of the recommendations, the panel recognized and considered the real concerns around gentrification and displacement that the Rondo Community Land Bridge could create.

Why It Matters: It's "More Than a Bridge"

A NEIGHBORHOOD LOCATED IN ST. PAUL, Minnesota, west of downtown, Rondo was named for French Canadian fur trader and explorer Joseph Rondeau. Rondo Avenue, the neighborhood's main commercial corridor, became the heart of St. Paul's immigrant community in the late 19th century.

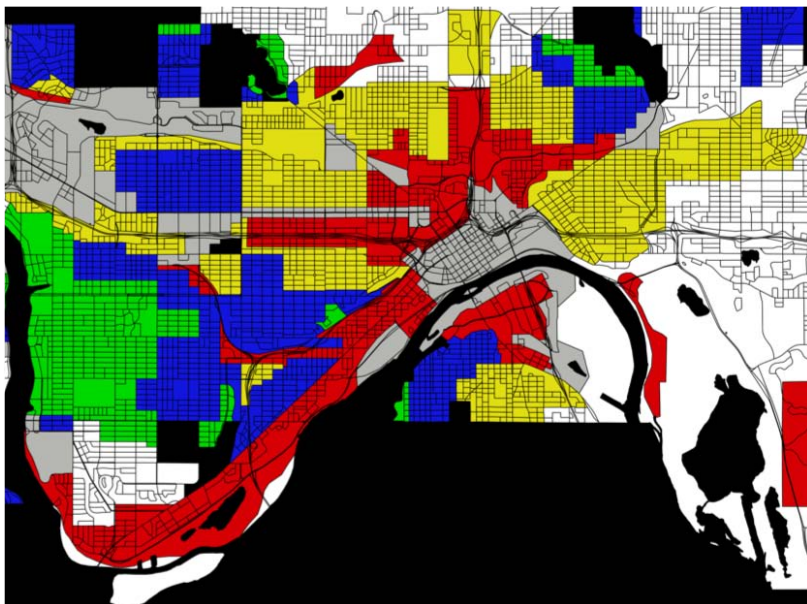
As African Americans moved to St. Paul from points south, Rondo became the heart of African American culture, anchored by St. Paul's chapter of the NAACP, churches, businesses, music venues, and newspapers. Rondo was always a racially diverse area, and intermingling, dating, and marriage between its white and African American residents were not uncommon, even during the Jim Crow

era. Rondo was a tight-knit community, home to about 85 percent of St. Paul's African American population, and an important cultural and economic center. As the cultural center of St. Paul's African American community, Rondo also became synonymous with black culture in the city.

During the 1930s, Rondo was disparaged through mapping. The Home Owners' Loan Corporation's residential security maps, otherwise known as redlining maps, labeled Rondo as "hazardous," the lowest-ranked category, while sociologist Dr. Calvin Schmid created a map in 1935 labeling Rondo as the "Largest Negro Section of the City." Among other targeted policies, these maps paved the way for routing I-94 through Rondo.

In the past, decisions were made outside Rondo that had devastating impacts on the African American community within St. Paul. These were more than just physical disruptions; these decisions dispersed social networks and destroyed generational wealth. Nothing will change the past, but reconnecting Rondo through a land bridge is an opportunity for healing, a celebration of history, and an opportunity to capture the benefits of economic development in the local community.

In the late 1930s, the U.S. government, through the Home Owners' Loan Corporation, evaluated the riskiness of mortgages and classified them in four categories: Type A or Best (green), Type B or Still Desirable (blue), Type C or Definitely Declining (yellow), and Type D or Hazardous (red). Gray areas are business or industrial areas and white are undeveloped. Often, those areas deemed most risky were predominantly African American, other communities of color, or ethnic neighborhoods. Less risky areas were typically more affluent white neighborhoods.

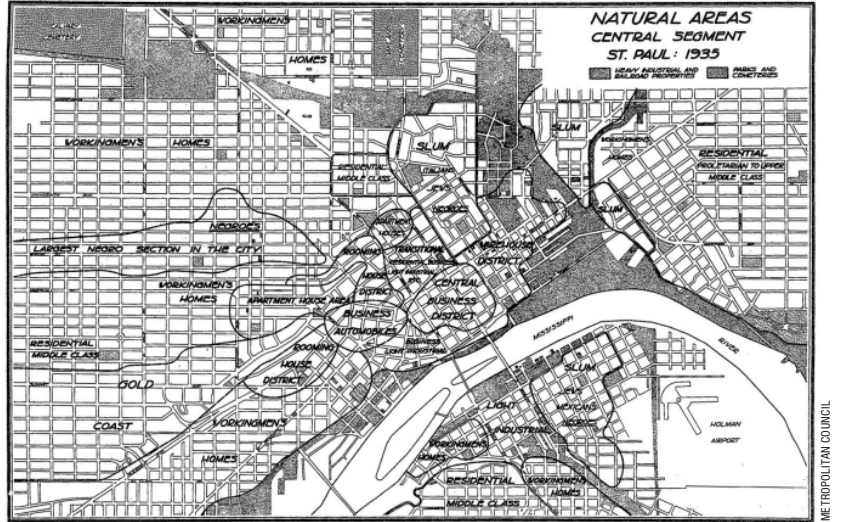


METROPOLITAN COUNCIL GEOGRAPHIC INFORMATION SYSTEM DATA

Guiding Principles

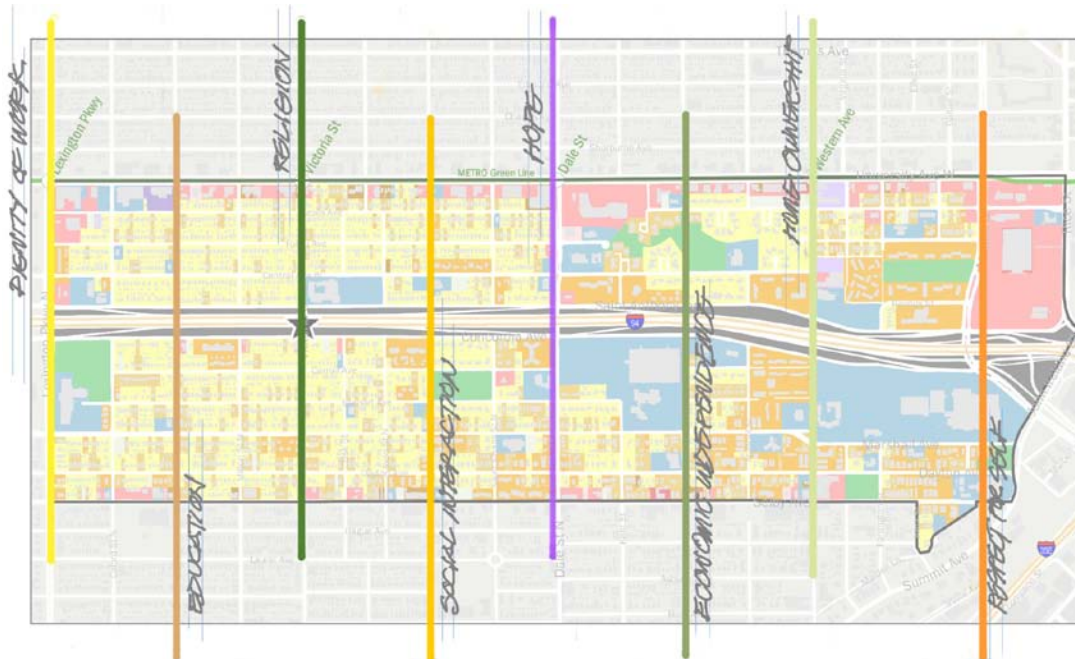
To increase the likelihood of success in implementing the ideas expressed throughout this report, the panel recommends that guiding principles be established. Through the last several decades, ULI has found that working from a principle-based platform has become a best practice for many of its members. The following guiding principles were developed by the panel from briefing materials provided by the sponsor and community stakeholder interviews.

- *African American Ownership and Self-Determination*—Through the leadership of the RCR and other partner organizations, the goal of the land bridge is to realize community ownership of the process, the physical places and spaces (atop the bridge), and the maintenance and programming of the asset moving forward. This includes increasing the opportunity for locally owned homes and businesses throughout the community.
- *It's "More Than a Bridge"*—No truer statement has been made throughout this process than the deep meaning of "more than a bridge." It acknowledges past wrongs but speaks to the future and efforts to reweave the community through shared history and outreach to new neighbors, the city of St. Paul, and many other stakeholders. This vision provides a lens for how the success of future initiatives, including the design and construction of a land bridge, should be measured.
- *A 100-Year Journey*—The panel invites all involved in this process to think of it as a 100-year journey, the first 50 years of which have passed. As one of many decision makers and advisers, ULI had a role in that journey during the creation of I-94 and clearly landed on



A 1935 characterization of neighborhoods based on race and socioeconomic status found in Social Saga of Two Cities: An Ecological and Statistical Study of Social Trends in Minneapolis and St. Paul.

the wrong side of history. Looking forward, the next 50 years are about bringing the community together, both virtually and physically. The land bridge can represent the physical embodiment of the Rondo legacy and provide a springboard for community renewal across the midway neighborhoods.



At the foundation of the Rondo Community Land Bridge being "More than a Bridge" stand eight community values crafted through community engagement, one-on-one conversations, and outreach. RCR founder Marvin Anderson summarizes these as the dignity of work; the importance of education; religion and faith; social interaction; hope for a better tomorrow; securing economic independence; homeownership; and respect for family and self.

BERT GREGORYVILLI

■ **Cultural Legacy**—This effort can serve as a national model for restorative justice through equitable development that can be modeled by other communities of color. Between highway construction and urban renewal, about two-thirds of the families displaced were poor and mostly African American. Whether a community's moonshot is a land bridge or another worthy project, the process by which communities can galvanize, identify meaningful projects, bring the community together, recruit funding sources, and participate to realize social, emotional, and financial ownership can be learned through the re-create Rondo effort with support of partners and stakeholders, including MnDOT, the city of St. Paul, Ramsey County, and the state of Minnesota.

■ **A Community with a Functioning Heart**—When I-94 ripped through the heart of the Rondo community, it not only destroyed businesses and homes, but it forever separated the north and south neighborhoods adjacent to the interstate. It became about connecting cars (to downtown St. Paul and Minneapolis) not about connect-

ing people. MnDOT and the city of St. Paul, along with a broad coalition of partners, have the opportunity to reconnect Frogtown to Summit-University and place at its heart both a physical and a social center that can be enjoyed by the diverse community now inhabiting the broader community.

Redefining the Rondo Community

"The Selby and Rondo neighborhoods have always had a wonderful history that revolves around family, community, and togetherness. Folks just simply needed a way to rekindle that spirit."

—Interviewee

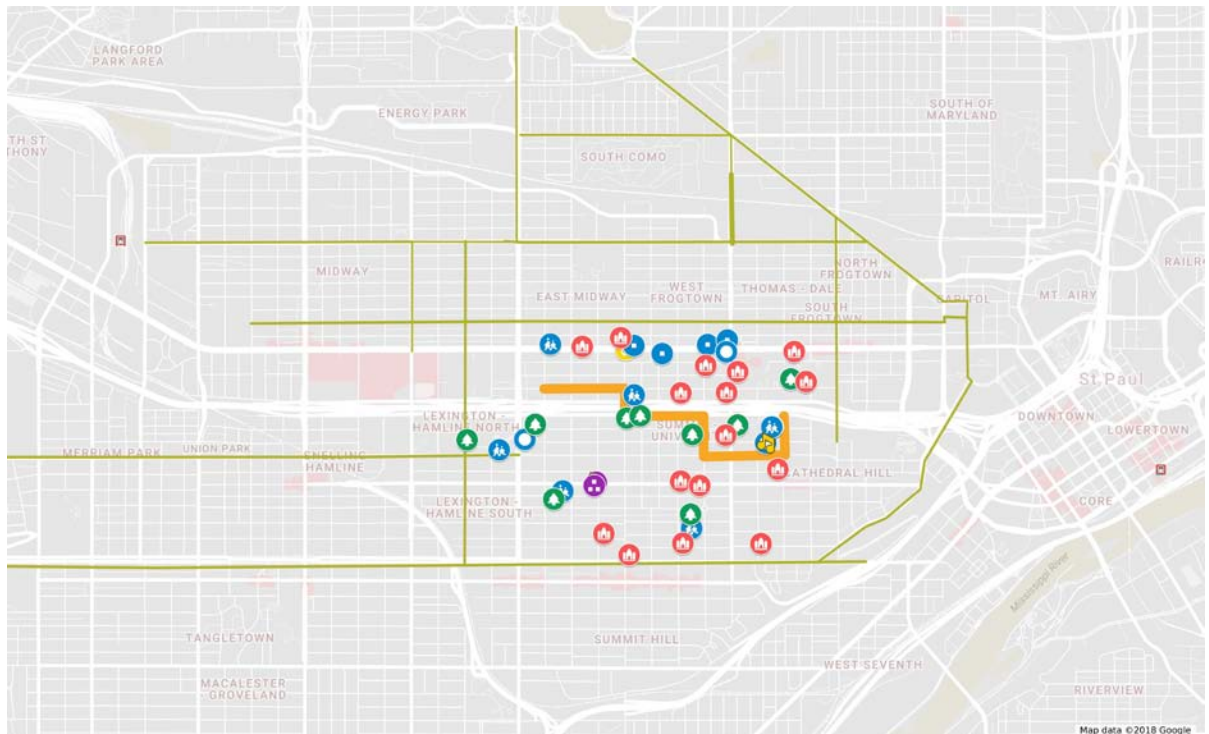
Today, Rondo could be said to refer to both a physical location in St. Paul and a diaspora community spread throughout the country. No clear consensus exists on the boundaries of Rondo because the name is not used to identify an official neighborhood and is not recognized by St. Paul. The area once known as Rondo is now part of

Based on the panelists' conversations with Rondo stakeholders, ULI created this asset map, highlighting a by-no-means exhaustive list of community-identified assets. Because Rondo certainly has additional assets, and the panel is aware of additional asset-mapping efforts, the panel recommends creating a crowd-sourced platform to synthesize all these efforts into a single resource.

Rondo Community Assets

Key:

- Park/open space
- Community space
- Local/small business
- Culture and arts
- Community-based organization
- Light rail
- School
- Bike lane



District Council 8 and the Summit-University neighborhood. Although the specific boundaries appear to be somewhat fluid, Rondo Avenue, now known as Old Rondo Avenue, is clearly the heart of the community.

The people and community assets that make up Rondo are more important than the physical boundaries of the neighborhood. In the panel's conversations with many of the community residents, the panel heard stories of the self-sufficiency of individuals and businesses in Rondo. The panel heard about the values that were instilled in the young people and the nurturing that all experienced. There were stories about the businesses, arts, cultural legacy, symbolism, schools, and other anchors that existed and where people lived.

To record this history for all to know and appreciate, the panel suggests that a historical interactive digital map be created. This map should show not only the historic sites but also the cultural and economic assets that exist in the community today. This mapping process recognizes the significance of the past as well as the anchors that the community can build on today to realize increased economic growth, real estate development, job opportunities, and arts and culture to further the success of the Rondo community.

The panel understands that some initiatives are underway by different groups and schools. The panel suggests these efforts be brought together in a more coordinated approach and include community outreach and engagement to capture both historical and current information. The mapping can also be used to develop creative wayfinding and signage on the Rondo Community Land Bridge and to the Rondo community, resulting in increased visitors and customers for the Rondo community.

Panel members were struck by the diaspora nature of Rondo; although interviewees were mainly Rondo residents and people working in Rondo, many former residents who now live elsewhere in the Twin Cities participated, as did former Rondo residents now living in Virginia and elsewhere out of state. The annual Rondo Days event, which began in 1982 as a celebration of Rondo's history



Flyer for Rondo Days.

and legacy, attracts thousands of people with connections to Rondo from across the Twin Cities and beyond who return to the neighborhood each July. At the southern edge of Rondo, the Selby Ave JazzFest also brings together a crowd of current and former residents.

Establishing Official Rondo Boundaries

Although the boundaries of Rondo are fluid and debatable, setting specific boundaries around the neighborhood will help move the land bridge and other community goals forward. Creating specific, community-sourced boundaries will help achieve the following goals:

- Create a defined area that can be embraced by a large, diverse community;
- Connect community assets across I-94 to help eliminate physical separation;
- Honor the legacy of Rondo by creating an official neighborhood for the first time in Rondo's history;
- Provide the foundation for one or more overlay districts that could be used to attract funding and investment in the community (e.g., from the city of St. Paul through the Neighborhood District Council System or private investment); and
- Move stakeholders past the conversation about boundaries and toward action.

To determine the official boundaries of Rondo, the panel recommends using a community-driven process that could be run in conjunction with soliciting opinions about the land bridge and other community priorities. Through a combination of low- and high-tech processes, opinions

should be solicited from current and former residents, with special preference given to those with historical connections to Rondo. To accomplish this, the panel recommends taking the following actions:

- Canvassing the current boundaries of Rondo to survey residents about their thoughts on boundaries as well as other demographic information;
- Developing a database of residents' housing stability and their ability to make rental or mortgage payments, to both capture a true sense of displacement risks in Rondo and develop a funding plan to assist those who need help;
- Creating an online map that can collect information from former residents; and
- Setting up a creative interactive map that Rondo Days attendees can use to draw their own borders and identify neighborhood assets.

Potential Overlay Districts

Once the official boundaries of Rondo have been set through a transparent, community-driven process, a resolution from the city of St. Paul should be pursued, and the process for creating a new, official neighborhood should be explored (including, but not limited to, designation as a Neighborhood District Council). Next, overlay districts should be explored to leverage the new boundaries in service of community goals. Possible overlay districts include the following (additional overlay districts are mentioned in the "Creating the Rondo Community Land Bridge" section):

- *Arts and Cultural District*: More than two dozen states have created arts and cultural district programs to provide tax incentives and marketing support to designated areas to support artists and arts organizations, and

frequently to attract investment while maintaining affordability for artists. Although Minnesota does not currently have a state-level arts and cultural district program, some local jurisdictions have created their own districts to promote and acknowledge creative activity.

- *Business Improvement District (BID)*: Currently used extensively in many cities, including Minneapolis, a BID is a defined area within which businesses (and in some cases residential and/or commercial property owners) are required to pay an additional tax to fund projects within the district's boundaries. The BID is often funded primarily through a tax but can also draw on other public and private funding streams for projects within the community. BIDs are broader than Minnesota's Special Service Districts.

- *Tax Increment Financing (TIF) District*: Although most TIF districts fund the infrastructure associated with development projects through the future tax increase, Portland, Oregon, uses TIF districts to fund community projects and neighborhood stabilization by reinvesting the tax increment in neighborhood-based nonprofits. Minnesota does not currently allow such a strategy; creating the appropriate mechanisms to allow for this policy would need to be explored.

Market Context and Potential Uses

THE STUDY AREA IS A LARGELY RESIDENTIAL community, including a mix of single-family and multifamily housing units, with schools, cultural, and institutional uses distributed throughout the area. Retail and other commercial uses in the study area are largely concentrated along the Selby Avenue and University Avenue corridors.

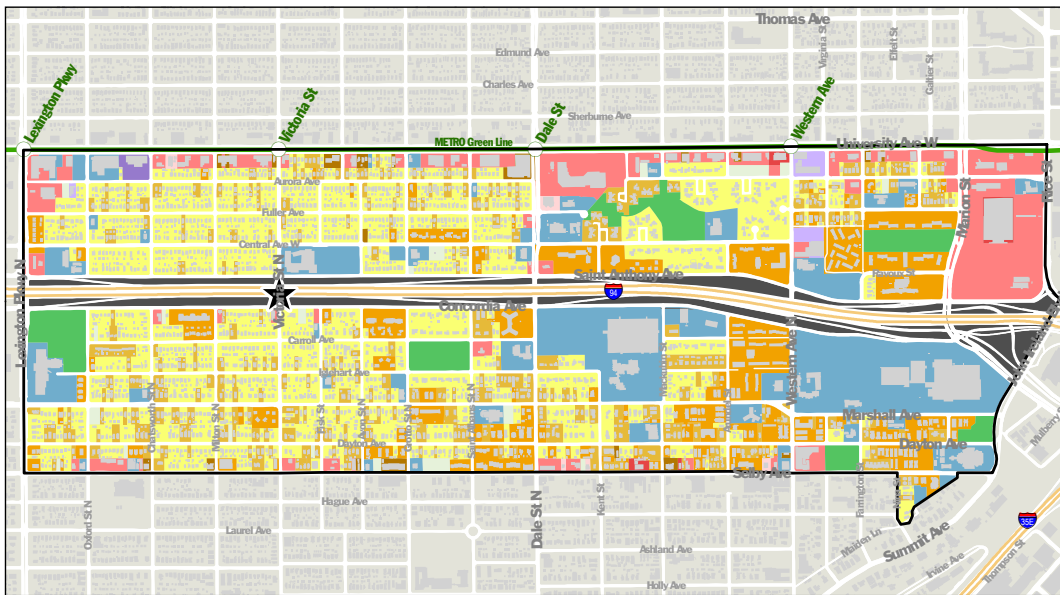
Median household income in the study area is considerably lower than that for the city overall. The median household income in the study area was \$36,189 in 2017, compared with the citywide median income of \$54,000.

Overall, households in the study area are slightly smaller than the city average. The average household size in the study area is 2.49 persons per household, compared with

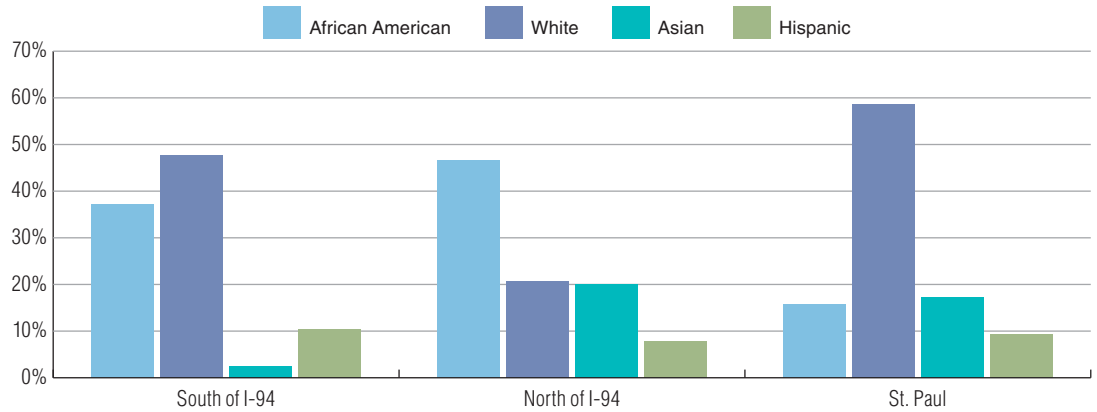
the citywide average of 2.56 persons per household. However, select census tracts (or small areas) that represent the center of the Rondo study area indicate that household sizes in some areas of Rondo are significantly larger than those in the city overall. In the census tract roughly corresponding to the northern portion of the center of the study area, household sizes average 3.66 persons per household, while those in the census tract roughly corresponding to the southern portion of the center of the Rondo study area average 3.41 persons per household.

As previously discussed, the study area was historically an African American neighborhood. Data for selected census tracts roughly corresponding to the northern and southern portions of the Rondo study area had higher

Land Use in Study Area



Share of Population by Race/Ethnicity in St. Paul



Sources: PolicyMap, U.S. Census Bureau, ULI.

shares of African American residents and fewer white residents, compared with the rest of St. Paul. However, the racial composition varies depending on which side of I-94 is considered. To the north of I-94, the share of African American residents is 47 percent, whereas the share of white residents is 21 percent. To the south of I-94, the share of African American residents is 37 percent, whereas the share of white residents is 48 percent.

Since the advent of I-94, the area has experienced great demographic changes. For example, in the census tract representing the area north of I-94, the share of African American residents declined from 63 percent in 2000 to 47 percent in 2016, whereas the share of white residents has increased from 9 percent to 21 percent and the share of Asian residents has increased from 12 percent to 20 percent. Similarly, in the census tract representing the area south of I-94, the share of African American residents declined from 59 percent in 2000 to 37 percent in 2016, whereas the share of white residents has increased from 24 percent to 48 percent.

Almost 31 percent of Rondo area residents have a college degree, compared with almost 40 percent in St. Paul overall. An additional 27.5 percent of Rondo study area residents have an associate's degree or some college experience, and 12.2 percent have an advanced degree.

Housing Market Characteristics

The study area is primarily a rental, rather than ownership, market. Almost two-thirds (63.2 percent) of residential units in the study area are renter-occupied, with 29.1 percent of units owner-occupied and 7.1 percent vacant. Anecdotal evidence indicates that at least some of the housing stock is in a state of disrepair or substandard condition.

Rents in the Rondo study area are slightly higher than in the city overall, and anecdotal evidence indicates that rents are rising. The average asking rent in the area is \$1,329, compared with \$1,294 in the city overall. Historically, homes in the study area have had lower home values than in St. Paul overall. However, recent home sales data indicate that homes in the study area are now selling for a similar price as in the city overall. Median sales price in a broader market area (zip code 55104) is \$201,900, compared with the citywide median of \$197,800. The increases in sales prices appear to be driven by increased values in the southern portion of the study area.

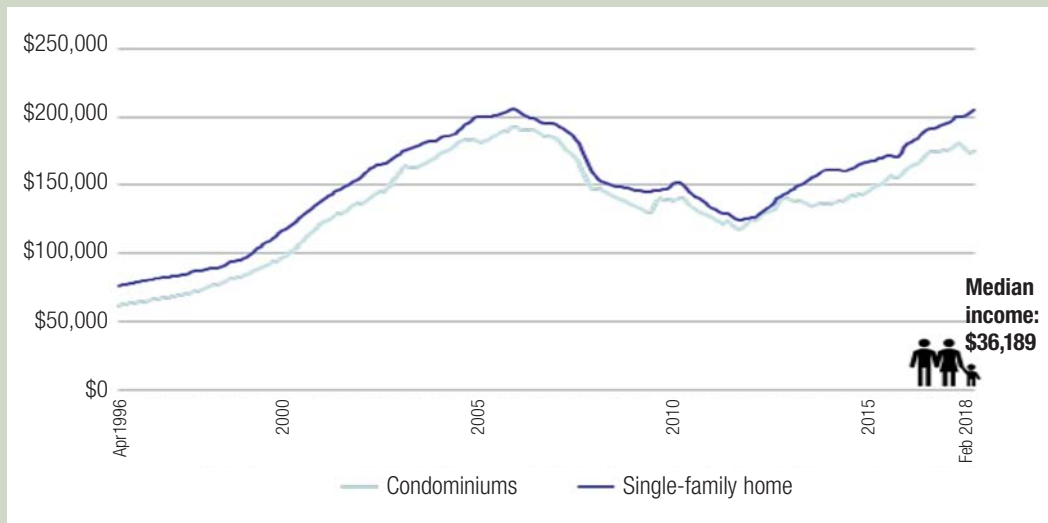
In the near term, one of the biggest issues in the Rondo study area is housing cost burden. Housing costs in the study area are similar to citywide averages, whereas household incomes for African American residents are lower than the citywide average. While the introduction of a land bridge and accompanying facilities and policies

Housing Burden

The U.S. Department of Housing and Urban Development defines *housing burden* as spending more than 30 percent of household income on housing costs. When housing costs exceed this threshold of affordability, households may struggle to pay for other basic needs, such as food, transportation, child care, and health care. In St. Paul, 36.7

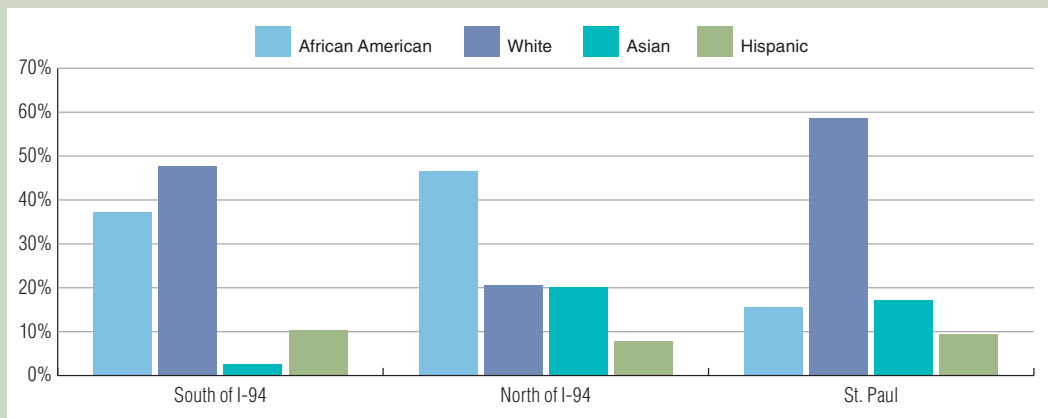
percent of households experience housing burden. For the Twin Cities region overall, 33.9 percent of households experience housing burden, compared with 62.7 percent of U.S.-born African American households in the Twin Cities and 53.4 percent of foreign-born African American householders.

St. Paul Median Condominium and Single-Family Home Sales Prices



Sources: Zillow, U.S. Census Bureau, ULI.

Housing Cost Burden by Race/Ethnicity in St. Paul



Sources: PolicyMap, U.S. Census Bureau, ULI.

Note: Housing cost burden is share of households paying 30 percent or more of income for housing.

has the potential to improve access to jobs in the city and region for existing residents, the improvements could make the area more attractive to higher-income households, thereby resulting in additional pressure on rents and home prices.

A comprehensive market analysis, including a detailed affordable housing strategy, could help identify target income levels and housing unit types to focus on for housing included in a development program for the land bridge.

Employment

In the study area, the unemployment rate is estimated at 11 percent, compared with 3.4 percent for St. Paul overall. Of employed residents in the Rondo study area, 60 percent work in services, which includes health care and social assistance and educational services, with an additional 10.4 percent employed in retail and 10.7 percent in manufacturing.

In St. Paul overall, the largest industry sectors are health care and social assistance, public administration, management of companies and enterprises, educational services, finance and insurance, and accommodation and food services. The retail and accommodation and food sectors can provide significant entry-level employment opportunities for people with a high school degree or less but tend to be relatively low paying. In contrast, health and educational services and office-based industries (specifically professional and technical services) are sectors with some of the

most middle-wage jobs. In these sectors, jobs typically require an associate's degree or higher level of education.

A comprehensive market analysis, including a detailed employment analysis, could help identify those sectors expected to experience significant growth in St. Paul and the larger region.

Potential Uses

This section provides a preliminary evaluation of potential land uses for the Rondo Community Land Bridge. As discussed previously, the panel recommends undertaking a comprehensive market analysis and financial analysis that examines the feasibility of the desired land uses before the development program is finalized. Such an analysis could help identify the income levels for housing units and industry sectors to target for workforce training efforts as well as ground the desired development program in economic and market realities that influence project feasibility.

Housing

The panel recommends a mix of housing, which could include affordable, family, workforce, senior, faculty, staff, and market-rate units. Anecdotal evidence indicates demand for a range of housing types in St. Paul overall and a need for housing in the Rondo study area specifically. Providing a full range of affordable housing options is an essential component of stable, healthy, and vibrant communities. According to *Impact of Affordable Housing on Families and Communities: A Review of the Evidence Base*, a 2014 report by Enterprise Community Partners, Inc., benefits of affordable housing include preventing homelessness, improving educational outcomes for children, and reducing the risk of negative health impacts. In addition, ULI Minnesota, through the 2017 Regional Council of Mayors Housing Summit's *A Regional Economic Imperative: Housing and Transportation and Workforce* report, found that a lack of affordable housing and mobility options risks the economic competitiveness of the region.



PAUL ANGELO/ULI

The livable wage in Ramsey County is \$11.93 per hour for one adult. For a family of three with one working adult, it is \$23.42.

The Selby Milton Victoria Project

The Rondo Community Land Trust (CLT) is creating a new model for long-term, affordable commercial space based on the concepts underlying land trust housing. Capital grant funds will be used to help cover some of the construction and soft costs for the commercial space. This will reduce the size of the debt and thereby reduce the annual mortgage payments on the commercial space. This strategy is key to creating and maintaining commercial space that is affordable to the local and minority-owned businesses that are the focus of this development. The commercial space will be owned by Rondo CLT, a nonprofit 501(c)(3) organization. As part of its nonprofit mission, Rondo CLT will insure the permanent affordability of the commercial space.

Rondo CLT, along with its partner Community Housing Development Corporation (CHDC), is developing two mixed-use commercial/residential buildings, the Selby Milton Victoria Project. The buildings, to be completed by June 2019, will be located on two long-vacant parcels of city-owned land at 852 Selby Avenue and 940 Selby Avenue in St. Paul. They will comprise a total of 34 units of low-income housing for seniors. The 34 units of affordable senior housing will be built on the top two floors of these buildings and financed by a combination of deferred loans and low income housing tax credits. The units will be affordable to those at 30 to 60 percent of the area median income. Affordability will be secured with

restrictive covenants. The project will have 9,300 square feet of commercial space. Rondo CLT will provide an anti-displacement tool to retain, stabilize, and promote small, local, and minority-owned businesses as gentrification occurs. The affordable senior housing along Selby Avenue will allow residents to remain in the community as they age and need smaller and more affordable housing.

Overall, the Rondo/CHDC Selby Milton Victoria Project will strengthen the health and vitality of the community by helping create a place where economic, civic, and social participation are within everyone's reach. Specifically, the project will help achieve the community's long-term goals to reduce the number of persistently underused, blighted, and vacant properties; to increase visitorship and pedestrian traffic; and to build community capacity to grow, nourish, and replenish African American enterprise and workforce.



Rendering of the project.

Retail

Through the panel interviews, experts advised that neighborhood-serving or convenience retail is more likely to locate on University or Selby avenues. A relatively moderate amount of food-related retail may be feasible on the land bridge. This should be studied further in a comprehensive market analysis to better gauge an appropriate amount of retail.

Anchor Institutions

The land bridge could be a desirable location for an anchor institution space, such as a small medical clinic, government facility, or academic center. The location is about a quarter-mile from the Victoria station on the Green Line

and very accessible from I-94. The Rondo neighborhood could offer opportunities for providing housing to employees, students, and other clients of the institutions. St. Paul's anchor institutions, including higher education and medical facilities, are the city's largest employers and a strength that can propel regional economic growth, individual opportunity, and sustainable land use. Many of these institutions have demonstrated commitment to expanding their economic impact in local communities through participation in projects such as the Central Corridor Anchor Collaborative, which aims to increase local hiring and procurement, and increased transit use among staff, patients, students, and others.



PAUL ANGELONE/ULI

Panelists riding the Green Line.

In addition, the land bridge project can help cultivate the conditions and community amenities that an anchor institution desires and needs for success and could help create a built-in clientele, or local demand for the education and health services offered by the anchor institutions. Even with the potential for significant benefits to the anchor institutions, making a major investment in the land bridge is a significant commitment of time, and institutions may not immediately perceive how beneficial or effective their

investment could be. Decision makers at these anchor institutions will need a clear case for why an investment will ultimately support their institution's goals or mission and help it perform better to meet current and future needs of customers, employees, students, or faculty.

Although anchor institutions are a strength from an economic and community development perspective, they are generally exempt from property taxes. To provide a sufficient tax base to support necessary local public services, development of anchor institutions in the land bridge area should be coupled with taxable development.

Creating the Rondo Community Land Bridge

THE RONDO COMMUNITY LAND BRIDGE can create value on a number of fronts. Central to achieving those goals, as identified in the panel's guiding principles, is community engagement at all stages of master planning, including the determination of land use and design; open-space uses and activation; phasing and implementation schedule; and setting the economic development, housing, and sustainability goals of the project. In working collaboratively with community-based organizations, residents, local and minority-owned businesses, nonprofit and for-profit developers, and community development financial institutions, MnDOT and RCR can build public support,

attract diverse sources of funding, mitigate displacement, and promote equitable development.

Already, the community is engaged in community-driven planning with significant support from MnDOT's Rethinking I-94: Community Connections program. The panel applauds MnDOT for its progressive approach and partnership with RCR and sees this as an example that should be amplified and looked at by other state transportation departments as a way to address legacy highways. RCR is working with key partners and residents to conduct a health impact assessment to determine the Rondo Community Land Bridge's potential effect on the health of the

Designing the Detroit Riverfront for Detroiters

The Detroit Riverfront Conservancy's mission is to bring public access and amenities to the Detroit Riverfront and use new parks and public spaces to spur economic development. The conservancy works hard to ensure that these new community spaces truly reflect the desires and needs of Detroit's residents. To do this critical work, the conservancy formed a Community Advisory Team, or CAT, to ensure the community voice was loud and clear in the planning and design process. Mark Wallace, president and CEO of the Detroit Riverfront Conservancy, said, "Our goal was simple: to understand the real needs and desires of the community. So, we built a Community Advisory Team of Detroiters deeply in touch with their communities and eager to elevate voices that are rarely heard in city planning meetings."

The CAT was assembled to reflect the diversity of Detroit with a mix of men and women, a range of ages, and multiple ethnicities. The 21 CAT members traveled with conservancy staff to Philadelphia, Chicago, and New York to see exemplary parks and build ideas for Detroit's new riverfront. Themes from the trips included unique and beautiful spaces; inclusive access and programming; connections with sustainability and the environment; and

reflections on Detroit's rich history. The CAT members were also encouraged to continue the conversation in their communities and to hear directly from their neighbors. The kitchen table and living room chats were another way to personally include more community members in the conversation around Detroit's revitalization.

Learn more about the Community Advisory Team and their tours at: www.detroitriverfront.org/sites/default/files/pdfs/CAT-Deck.pdf.



Walkers participating in the "Live the Riverfront" event hosted by Blue Cross Blue Shield of Michigan and the Detroit Riverfront Conservancy along the Detroit River.

A HEALTHIER MICHIGAN/FELICKR

population. Just a few blocks north of the proposed land bridge, the Aurora/St. Anthony Neighborhood Development Center, with funding from the Central Corridor Funders Collaborative, developed a loan fund and provided technical assistance to support local and minority-owned businesses affected by the construction of the Green Line. This model of community engagement is being replicated around the United States in cities such as Syracuse, New York; Detroit, Michigan; and Albuquerque, New Mexico. MnDOT and RCR should continue building upon these critical community-engagement experiences and integrate community-driven planning into Rondo Community Land Bridge planning processes.

MnDOT is critical to the construction and maintenance of a land bridge on which development will occur. For the land bridge to achieve a significant scale that can serve to heal the community, at minimum MnDOT should construct a land bridge to extend about 300 feet west of North Chatsworth Street and about 150 feet east of Grotto Street North. To maximize reclaimed land potential, MnDOT should consider constructing the Rondo Community Land Bridge to extend from beyond Lexington Parkway North to Rice Street. To ensure continued viability, MnDOT should work with project stakeholders to investigate various

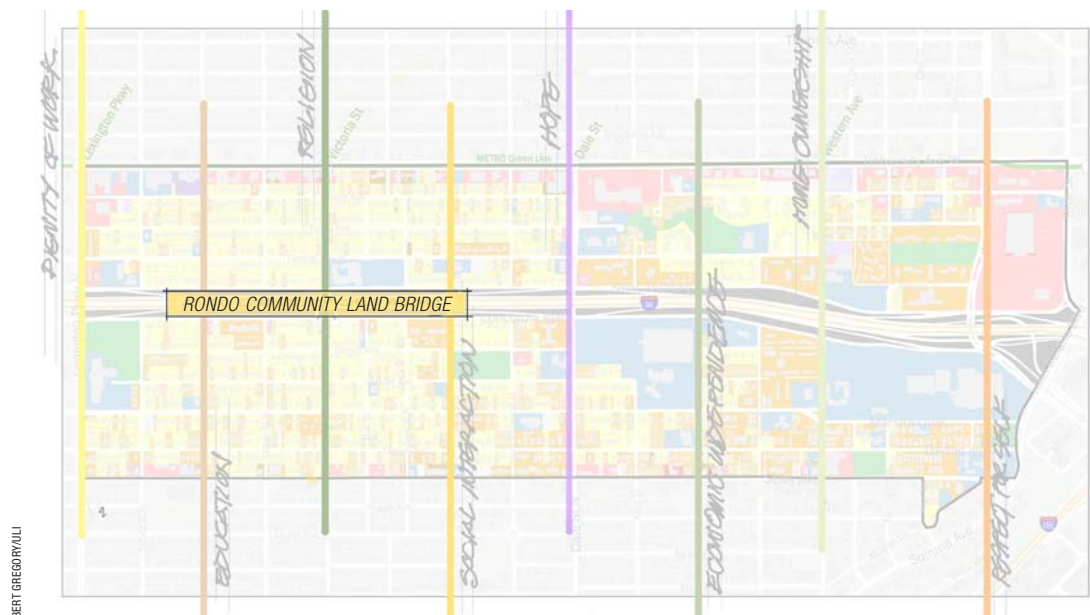
ownership, funding, and maintenance models, such as maintenance endowments.

Longer term, the extension of the land bridge in either direction should be considered.

The Rondo Community Land Bridge structure should be designed and engineered to support the conceptual land use outlined in the following RCCC section. MnDOT should also consider how to control emissions and noise pollution. Given the high levels of air pollution generated by traffic on I-94 that Rondo residents have had to endure for more than five decades, it is important that the land bridge prioritize healthy design and include ventilation systems to reduce the health impacts of near-road pollution exposure. MnDOT should also consider future noise levels and employ context-sensitive noise abatement measures.

Rondo Community Civic Commons Mixed-Use Development

The understanding is growing that creating spaces for people to live, work, and play is integral for creating thriving and sustainable communities. To support these aims, the panel recommends the creation of the RCCC, a mixed-use development to occur on the Rondo Community Land



Rondo Community Land Bridge.

Approximate Rondo Community Land Bridge Development Capacity

Site length (300 feet west of Chatsworth to 150 east of Grotto)	3,200 LF
Street right-of-way of Chatsworth, Milton, Victoria, Fisk, Avon, and Grotto at 60 LF	360 LF
	2,840 LF
Highway right-of-way width	300 LF

Land bridge developable area	852,000 SF
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		Structures	Open space	Open space	Development footprint
Option 1	FAR 0.5	426,000 SF	70%	596,400	255,600
Option 2	FAR 1.0	852,000 SF	50%	426,000	426,000
Option 3	FAR 2.0	1,704,000 SF	30%	255,600	596,400

Option 1 at 70% housing and 70% open space		# units at 850 SF avg	# units at 950 SF avg
Housing	298,200 SF	351	314
Institutional, civic, commercial	127,800 SF		

Option 2 at 60% housing and 50% open space			
Housing	511,200 SF	601	538
Institutional, civic, commercial	340,800 SF		

Option 3 at 60% housing and 30% open space			
Housing	1,192,800 SF	1,403	1,256
Institutional, civic, commercial	511,200 SF		

Source: ULI.

Note: LF = linear feet; SF = square feet; FAR = floor/area ratio. FAR is a way used to determine the density of a site by measuring a building's floor area in relation to the size of the lot or parcel where the building is located.

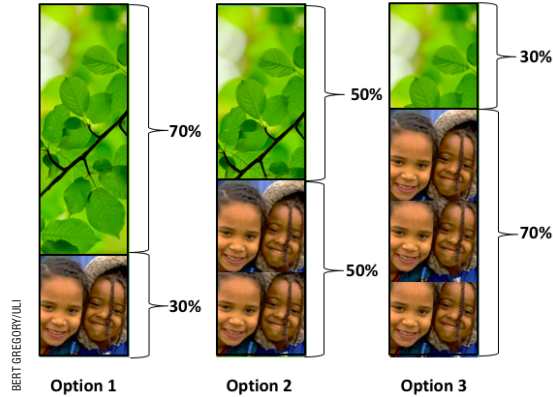
Bridge. Potential land uses include mixed-income housing, open spaces for community gathering, community-serving retail, restaurants, anchor institution facilities, community spaces, and centers for performance, culture, and arts.

The Rondo Community Land Bridge would be about 21.8 acres (950,000 square feet) land bridge, with about 19.5 acres (850,000 square feet) of development capacity. The full land bridge would not be able to support development because rights-of-way would need to be established for Chatsworth, Milton, Victoria, Fisk, Avon, and Grotto streets.

The panel proposes the three following development options to encourage thinking of how to balance development and open-space needs. Each option would comprise a mix of uses and between 30 and 70 percent open space. Open space should be centered on a civic common at the intersection of the Rondo Community Land Bridge and Victoria Street. Depending on the intended density of the project, building heights could range between two and four stories.

- *Option 1* proposes the creation of 70 percent open space with the remaining area to be predominantly housing: between 300 and 350 units. This option would

The amount of open space compared with development potential of the three options.



BERT GREGORY/ULI

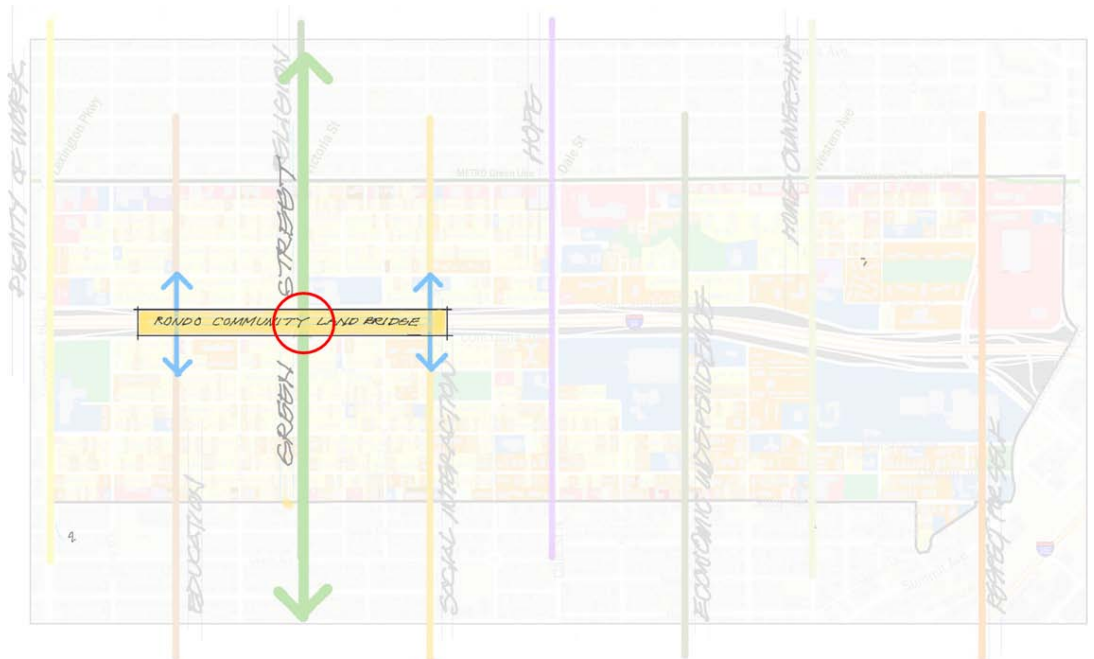
support an anchor institution, civic uses, or commercial (e.g., office) space. Limited or no new retail could be supported by this proposal.

- **Option 2** proposes the creation of 50 percent open space with the remaining area to be a mix of uses including housing, institutional, civic, and commercial. This option would create about 600 housing units—a number equivalent to the homes destroyed when I-94 was originally constructed—and several anchor uses. Limited retail (e.g., a small restaurant or other small

shop) could be supported because of the additional housing and potential commercial and civic uses.

- **Option 3** proposes the creation of 30 percent open space with the remaining development a mix of housing, institutional, civic, and commercial uses. This option would construct 1,200 to 1,400 new housing units as well as a mix of institutional, civic, and commercial space. Several retail establishments (e.g., a Rondo Community Marketplace), along with office and other civic or institutional uses, could be supported, re-creating a sense of Old Rondo Avenue.

The first option could likely be constructed following the finalization of the land bridge (deck) construction. The two other options likely would require phasing. Grotto and Chatsworth streets should be reestablished as through streets, and Milton, Fisk, and Avon streets should be prioritized as north–south pedestrian and bicycle links. The open spaces should promote community gathering, sustainability, biophilic contact, and beauty. The buildings could have a distinct architectural design but should reference and celebrate the Rondo legacy.



This map depicts the center of the civic commons and mixed-use development (circled in red), the proposed green street on Victoria Street, and other reestablished streets, Grotto and Chatsworth (blue arrows).

BERT GREGORY/ULI

Master-Planning Resources

To guide the planning of the RCCC, the panel recommends that RCR and partners issue a request for qualifications (RFQ) for firms to provide the following services:

- Manage master plan activities;
- Provide master plan design services and provide subsequent architectural, landscape architecture, and engineering services;
- Establish a Minority-owned and Women-owned Business Enterprise certification (MWBE) and Rondo resident hiring and capacity-building goals; and
- Create an arts master plan, concurrent with the development of the master plan.

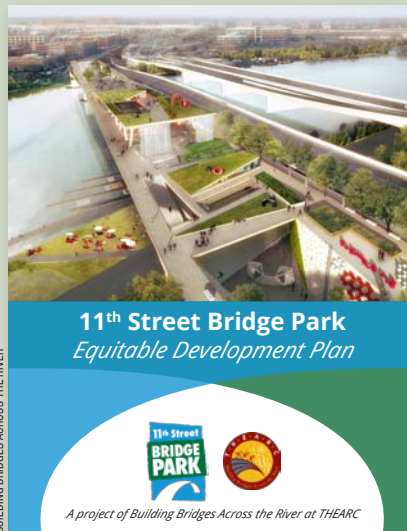
Because of this project's significance, international-caliber designers with a history of design excellence and community-driven planning should be pursued. In addition, the process for developing master plan goals must be conducted through a robust community-driven process. Although immediate opportunities exist to begin master planning for the RCCC (in particular the ongoing feasibility study by the Minnesota Design Center, part of the University of Minnesota's College of Design), to advance this effort, MnDOT should issue and sponsor a request for proposals (RFP) as an addendum to the Kaskaskia Engineering Group LLC study, seeking firms that can carry out the following:

- Provide input on the MnDOT Rondo Community Land Bridge design and structure;
- Guide discussions and planning around MWBE/local resident hiring and capacity-building goals;
- Conceptually design, computer model, and professionally render the three conceptual development program scenarios previously outlined;
- Collaborate with the Minnesota Design Center to use the professional renderings for a virtual reality outreach event that allows the community to experience proposed designs; and

Stabilizing Neighborhoods during Investment

In Washington, D.C., where white households have a net worth 81 times greater than their African American counterparts, JPMorgan Chase & Co. is supporting collaboration to ensure inclusive economic growth. The company has provided \$10 million in grants to support Community Development Financial Institutions (CDFIs) to make strategic investments in the economically and racially disparate communities that will be physically linked with the development of the 11th Street Bridge Park, a \$50 million elevated bridge across the Anacostia River. To ensure that the 11th Street Bridge Park does not displace low- and moderate-income residents, but provides new opportunities, the CDFI collaborative, which includes the community-based organization Building Bridges across the River, the Washington Area Community Investment Fund, City First Enterprises, and the Skyland Workforce Center, is making strategic investments to expand access to capital and provide technical assistance for local and minority-owned small businesses. The collaborative is also working to establish the Douglas Community Land Trust.

More information about the 11th Street Bridge's equitable development goals can be found at <https://www.bridgepark.org/community-impact>.



- Collaborate with RCR to adapt the virtual reality materials to resources that stakeholders can access online.

Inclusive Economic Opportunity and Equitable Development

Across the United States, communities are investing in approaches that both drive economic growth and support neighborhood and community stability. New collaborations among community development financial institutions and community development organizations are emerging to ensure that as infrastructure investments are made and commercial corridors and downtowns are being revived, people from all ethnic groups and socioeconomic statuses are able to participate in economic growth.

To ensure that development associated with the Rondo Community Land Bridge is inclusive and equitable, intentional work needs to begin now and carry through the entirety of the project. RCR needs to take the following steps, among others:

- Create a community-driven Resident Impact Assessment to evaluate potential residential displacement, traffic, and parking impacts produced by development associated with the land bridge, especially along St. Anthony and Concordia avenues.
- Identify and incorporate MWBE and Rondo resident hiring and capacity-building goals into all professional services and construction efforts related to the land bridge.
- Establish a group of qualified professionals to evaluate the potential property tax impacts of development associated with the land bridge on established residents and business owners, and develop and implement displacement mitigation strategies.
- Leverage the existing Rondo Community Land Trust.

Land Use and Design Opportunities

Local leaders need to update local zoning and design guidelines to ensure that development associated with the Rondo Community Land Bridge truly reflects the needs

and desires of the local community. The panel recommends that RCR take the following actions:

- Generate a locally driven process to determine the boundaries of the Rondo community, updating local zoning accordingly.
- Refine Rondo's zoning and land use designations to support local priorities, potentially including the creation of a Rondo Community Overlay District to regulate, incentivize, and guide development to support locally identified priorities, including design considerations.
- Create context-sensitive zoning and design guidelines through a master-planning process that considers the use of a variety of materials, building characteristics, and the relationship of buildings and sidewalks. For non-residential units, the community should consider setting 45-foot building height limits and 16-foot ground-floor clearances. The panel also recommends that ground-floor residential units be built at least three feet above adjacent sidewalks or public ways.
- Explore the provision of district-scale energy and water infrastructure, similar to the Sun Valley EcoDistrict initiative, potentially owned by a Rondo community development entity.
- Expand the area in which accessory dwelling units are allowed to the east side of Lexington Parkway to provide additional small-scale affordable housing that complements the existing character of the neighborhood in terms of height and density.

Connectivity and Mobility

Project stakeholder leaders should coordinate the Rondo Community Land Bridge development with investments in multimodal transportation networks and green infrastructure. The panel recommends that local leaders take the following actions:

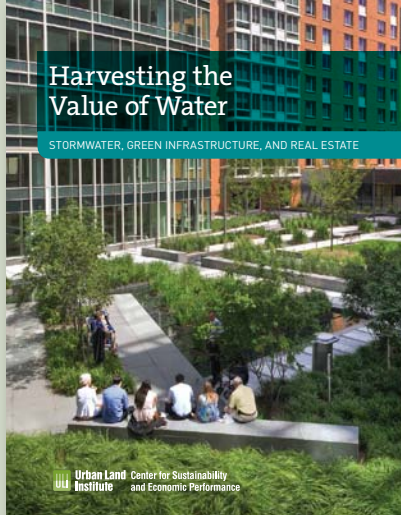
- Consider adding or moving a bus route to Victoria Street with a stop at the Rondo Community Land Bridge.

Green Streets

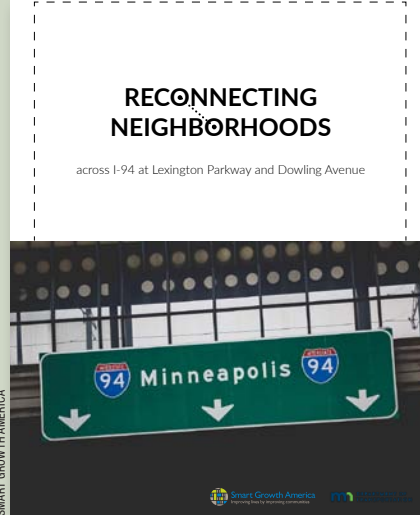
Green streets incorporate natural and engineered infrastructure features—such as vegetation, soil, and permeable pavements—to efficiently manage stormwater runoff from impervious surfaces, like streets and sidewalks. By capturing, filtering, and cleansing rainwater, green streets prevent stormwater from being directed into sewer systems that empty into natural bodies of water. Green streets also help encourage retail activity—shoppers indicate that they will travel greater distance and a longer time to visit areas with high-quality trees. They will also spend more time there once they arrive. Studies have also shown that green streets can promote improvements to public health and safety. For example, adding trees to roadways has been shown to slow the speed of traffic, helping to reduce the incidence of automobile crashes.

Municipalities can see great cost savings when integrating low-impact development into infrastructure projects. Seattle Public Utilities, for example, found that designs

incorporating green infrastructure cost \$217,253 less in overall construction costs compared to a conventional street, yielding a cost savings equivalent to \$329 per square foot. Chicago's experience with its Green Alleys programs has shown that investments in permeable pavements, downspout disconnection, rain barrels, and tree planting are three to six times more effective in managing stormwater per \$1,000 invested than conventional methods. When these costs are offset by the avoided cost of local flooding and stormwater capture and treatment, the benefits of a green streets or alleys program will frequently outweigh upfront costs. For additional case studies and cost analysis of green infrastructure, review the report *Banking on Green: A Look at How Green Infrastructure Can Save Municipalities Money and Provide Economic Benefits Community-wide*, published by the American Society of Landscape Architects, American Rivers, Water Environment Federation, and ECONorthwest.



More information can be found at <https://americas.uli.org/wp-content/uploads/sites/125/ULI-Documents/HarvestingtheValueofWater.pdf>.



Smart Growth America completed a report supporting the panel's recommendations for a green street along Victoria Street.

- Create a community-driven process to reimagine Victoria Street as a green street, potentially extending between Frogtown Farms and the Mississippi River. Specific actions could include developing community food-growing areas, parks, rain gardens, multimodal transportation/streetscape improvements, and development guidelines.
- Further engage in the St. Paul Pedestrian Plan public participation process to create a Rondo community pedestrian and bicycle plan aimed at connecting civic

assets, such as parks, open spaces, and schools. These planning efforts complement the St. Paul Parks and Recreation Department's goal of improving connections to its facilities throughout the city.

- Prioritize Milton, Fisk, and Avon streets for pedestrian and bicyclist-focused improvements to provide north-south active transportation links.
- Reestablish Grotto and Chatsworth as through streets, providing additional circulation links in the community.
- Consider the establishment of a Rondo district parking authority charged with creating districtwide standards to promote increased provision of bicycle parking and district automobile parking maximums tied to transit-oriented development standards.
- Explore various building- and community-scale health and environmental sustainability certification programs. This would serve as an example for other communities aiming to improve safety, access, and health.

Open Space

Studies show that parks and open spaces provide a number of benefits for a community. They are effective tools for managing stormwater, reducing urban heat island effects, and promoting economic development. They have been shown to increase property values and rents, hasten absorption rates, and create jobs in green infrastructure and parks management. Parks and open spaces also help promote healthy lifestyles, mental well-being, and community cohesion.

St. Paul, which has joined the national movement to ensure that residents live within a ten-minute walk of a park or open space, has a unique opportunity, through the proposed RCCC development, not only to increase access to parks and open space but also to advance park quality. The areas surrounding Old Rondo Avenue are well served by parks and recreation centers that support athletic programming. However, open spaces for passive recreation and social interaction, a need regularly identified by project stakeholders, are limited. The open space should support



Parks and open spaces, like the Rondo Commemorative Plaza or nearby Carty Park, should be connected to the Rondo Community Land Bridge.

cultural activities and its design should promote beauty, sustainability, resilience, and biophilic contact. A community open-space needs assessment, to be conducted in partnership with the St. Paul Parks and Recreation Department, will help determine the appropriate use and design of the open space. Potential programming could include playgrounds, event venues, gardens, art, and walking paths.

The city of St. Paul, which is in the midst of developing its pedestrian plan, should coordinate pedestrian and bicycle infrastructure investments with this newly created open space. A ten-minute walk service area analysis, which uses local walkable street networks to assess access, can support decision making.

Arts and Culture

Arts and culture play a crucial role in the ongoing story of Rondo and the evolution of this neighborhood, help give residents a sense of connection to place, and encourage constant activation on the bridge. The arts are significant drivers of economic development, particularly in developing neighborhoods. The arts and culture sector is a \$730 billion industry, which represents 4.2 percent of the nation's gross domestic product—a larger share of the economy than any of transportation, tourism, and agriculture. The nonprofit arts industry alone generates \$135 billion in economic activity annually (spending by organiza-



A production of Fences at the Penumbra Theatre, which shares space with the Hallie Q. Brown Community Center.

tions and their audiences), which supports 4.1 million jobs and generates \$22.3 billion in government revenue.

The cultural assets of Rondo, like the Selby Ave JazzFest and Penumbra Theatre, have given residents a sense of connection and community that has endured for decades. To celebrate this legacy and promote economic activity, RCR should consider creating performance spaces, galleries, public art installations, and other venues for arts and culture. In doing so, RCR can capture economic value supported by the arts and culture sector since attendees at nonprofit arts events spend \$24.60 per person, per event beyond the cost of admission on items such as meals, parking, and babysitters—valuable revenue for local commerce and the community.

To ensure ongoing activation of arts and cultural programming in the open space the bridge will create, the panel recommends the following:

- Hire an arts and culture program manager to oversee ongoing programming.
- Expand upon success of Roots of Rondo to engage and support local artists. Springboard for the Arts could be a potential partner.

- Create an arts fund to support programming and artists.
- Require fees to the arts fund in any community benefits agreement negotiated as part of development on the Rondo Community Land Bridge.
- Link an arts and culture program to Selby Ave JazzFest and Rondo Days so support of arts on the bridge raises awareness and supports existing cultural programs.
- Commission murals and other art on retaining walls.
- Create artistic wayfinding and signage for the bridge and the wider Rondo neighborhood.
- Dedicate performance and art space (or flexible use within community space, but ensure it has amenities artist and performers would need).
- Partner with Penumbra Theatre for performances on the bridge.
- Partner with Springboard for the Arts to revive the Roots of Rondo project, which provides training for Rondo-based artists and performers and mini-grants to implement ephemeral art projects in the community.
- Install permanent art created by youth or the community during the interim while the land bridge is under construction.
- Explore partnering with organizations that focus on the arts and health outcomes.
- Create a shared space for supplies, equipment, and so on.

Funding Strategies

EVERY STAGE ALONG THE ROAD from funding to ownership is an expression of values. Whether social, financial, or both—those values are part of the story of the Rondo Community Land Bridge.

Funders may be looking for a return on investment or a social return on investment, and as funding opportunities are identified, sought after, and secured for this project, they present a unique opportunity to re-create the story of ownership. Communities have increasing options—through CLTs, crowdfunding, co-ops, and other mechanisms—to create wealth and ownership opportunities for themselves.

Some of the suggestions included in this section reference such opportunities, and the panel recommends these funding sources be explored in addition to the traditional route of government finance and private investment.

With an uncertain political climate, ample state and federal government funding availability is far from guaranteed for a project of this scale, and without a defined market opportunity, raising private equity may be difficult. Alternative models and sources exist, and using them would send a bold statement to the community—and to a broader audience of those attuned to community and city development—that actualizing the value of ownership and self-determination is indeed possible.

Although the panel recognizes that municipal funding is limited, the panel believes investment by the city of St. Paul in this project is crucial to show Mayor Melvin Carter's commitment and leadership in bringing it from idea to action. A seed investment from the city, including a high-dollar donor, could be the catalyst to spark interest and investment from other sources, so the panel recommends pursuing an immediate high-dollar donation.

Price per Acre for Freeway Lid Projects

Project	Year	Cost (deck) (million)	Cost (park) (million)	Total cost (million)	Total cost in 2018 dollars (million)	Acreage (estimated)	Cost per acre in 2018 dollars (million)
Interstate 5, Seattle, Washington	1976	—	—	\$24.0	\$107.1	8.5	\$2.8
Interstate 10, Phoenix, Arizona	1992	\$100.0	\$5.0	\$105.0	\$188.1	17.2	\$6.1
Interstate 35 Extension, Duluth, Minnesota (multiple lids)	1992	\$23.0	\$22.5	\$45.5	\$81.5	10.6	\$4.3
Route 1/Interstate 93 City Square Park, Charlestown, Massachusetts	1998	\$110.0	\$2.0	\$112.0	\$172.3	4.3	\$26.0
Interstates 91/94 Interchange, Hartford, Connecticut	1999	—	—	\$24.6	\$37.2	3.4	\$7.2
Atlantic City/Brigantine Connector, New Jersey	2001	\$330.0	\$10.0	\$340.0	\$481.6	6.3	\$53.8
Interstate 670, Columbus, Ohio	2004	\$1.9	\$7.5	\$9.4	\$9.9	1.5	\$6.4
Klyde Warren Park, Dallas, Texas	2009	—	—	\$106.7	\$125.2	5.2	\$20.5

Sources: 1000 Friends of Wisconsin; Klyde Warren Park; U.S. Bureau of Labor Statistics CPI Calculator; Google Maps; ULI.

Areas of Required Fundraising

Fundraising will be needed in four key areas:

- *Predevelopment (current period or Phase 0)*—Initial period over the next 12 to 24 months to identify steps and processes before physical development of the freeway lid and buildings;
- *Development: Bridge construction (Phase 1)*—Work completed during the predevelopment stages implemented to build the physical structure and deck to support development program;
- *Development: Building construction (Phase 2)*—Work completed during the predevelopment and Phase 1 stages to implement one of the three development concepts (or combination) proposed design options; and
- *Project delivery (Phase 3)*—Ongoing operation and maintenance of the various built programs.

For each of these phases, various funding sources are available and required. The panel recommends using diverse funding sources, not relying on a single category to fund the project. A funding package that includes multiple sources is helpful in increasing the ability to raise more capital, leveraging a private donation when applying for a governmental grant, as an example.

Funding Types

Each funding sector and type requires a different approach, has different requirements, and expects different returns. Formation of a redevelopment authority or Rondo Community Land Bridge Development Corporation with a distinct Rondo Community Land Bridge Foundation to direct funds for the project may be necessary. RCR and other partners should have a seat on the board to help direct activities.

The panel recommends the following approaches and resources for accessing each funding source.




Government


Each of the multiple levels of government, including local, regional, state, and federal, will have a differing role and responsibility in the project funding. Sometimes, this role will be at the regulatory or permitting level, beyond mere project funding. Governmental entities fund projects in a variety of ways, including through direct appropriations, grants, bonds, or loans at favorable rates. Sometimes funds must be enacted by the agency that receives appropriation and in other cases can be doled out to other agencies through grants. Differing rules and procedures will apply at each level of government (e.g., federal funds may need to pass through a state agency to be distributed for nongovernmental uses).

In some cases, new statutory requirements may be needed to enable funding for projects or additional requirements are necessary (e.g., a National Environmental Policy Act Environmental Assessment is required with federal funding or if a project impacts air quality). And in other cases, projects need to be ready for changing political realities. Just as Klyde Warren Park in Dallas was able to take advantage of funds available through the American Recovery and Reinvestment Act of 2009, the Rondo Community Land Bridge should take advantage of the newly created Opportunity Zones through the Tax Cuts and Jobs Act of 2017.

In the meantime, RCR should compile a list of all applicable grants and programs and create a timeline for when applications are due. This information should include grants that may seem slightly out of scope because agency partners will likely be able to make the project and the grant scope fit. Partnerships at varying levels of government need to be formed and leveraged. Working through direct contacts, lobbyists, and others can help make the connections to identify these opportunities. Understanding the requirements related to these opportunities will be beneficial in determining the financial sources needed to accomplish the objectives of the project.

Funding Type by Phase

Sector	Source	Example	Phase				
			0	1	2	3	
	City of St. Paul	Initial investment to show commitment Agencies such as health, education, etc.	x	x		x	
	Ramsey County			x			
	State	Bond			x		
		Grant			x		
	Federal government	DOT/TIGER grant			x		
		Federal Highway Administration			x		
		Congressional budget allocation			x		
	MnDOT	HUD				x	
		Bond			x		
		Grant			x		
		Part of rethinking I-94		x	x		
	Local ordinances	Toll roads			x		
		New Markets Tax Credits			x	x	
		Opportunity zones			x	x	
		Foundations	District-based assessments		x	x	
St. Paul Foundation			x			x	
Central Corridor Funders Collaborative				x	x		
Corporate philanthropy		Jacobs Foundation		x			
		Blue Cross Blue Shield	x			x	
Endowments		Target	x			x	
		EcoLab	x			x	
		Universities			x		
		Business champions			x		
		Private donors		x	x	x	x
	Institutional investors	Bank		x	x		
		Developer		x	x		
		Anchor institution		x	x	x	
	Impact investors	Otto Bremer Trust		x	x		
		Transform Finance		x	x		

Sector	Source	Example	Phase			
			0	1	2	3
	Local fundraising campaign	Led by RCR	x	x	x	x
	Land trust				x	x
	CDFI	Greater Minnesota Housing Fund			x	
	Minnesota Equity Fund				x	
	Economic Development Agency	Metropolitan Economic Development Agency			x	x
	Community development corporation			x	x	
	Cooperative purchase and ownership	Cooperative REIT		x	x	
		NorthEast Investment Cooperative		x	x	x
	Rondo Community Land Bridge Foundation*		x			
	Crowdfunding	Neighorly (municipal bonds)			x	
		Fundrise			x	
		MNvest			x	
		Crowd Street		x		
	Social impact bond				x	
	Community investment	Setaside for market-rate investment opportunity			x	

Source: ULI.

Note: Each source presents multiple opportunities, and this table is meant to serve as a starting place as various funding options are explored. Organizations and institutions are listed here for reference only: they have not committed to contributing any funds as of the panel week. The phase at which they could be solicited for funding is indicated on the chart as a suggestion; some organizations solely fund infrastructure projects, whereas others may have funds available for programming only.

*The panel has proposed creation of the Rondo Community Land Bridge Foundation.

Philanthropy

RCR should begin researching grant-making organizations and determine the types of projects they have funded in the past as well as their application cycles and processes. A one- or two-pager should be created that provides an overview of the project and invitation to support it. This information can be used in targeted outreach to decision makers and grant makers even if there is not a specific ask. However, donation levels with specific dollar amounts should be identified. Many times philanthropic organizations will provide grants to organizations they already know and trust. Partnerships could be formed with the Green Line's Central Corridor Collaborative, which could be brought back together to support this project.

RCR, or another entity (i.e., a newly formed Rondo Community Land Bridge Foundation) that is a 501(c)(3), can receive philanthropic donations. Then events for funders

should be hosted, with food, art, history, and virtual reality or 360-degree video with images of the future vision.

"Auctionable" pieces of the bridge should be created, such as sections of the rail, pathways, square foot of concrete, and presold before construction begins.

Private Investment

Public/private partnerships are a way to effectively combine the strengths and resources of both the public and

The Dallas Symphony Orchestra performing at Klyde Warren Park in Dallas. The park was a freeway lid that better connected downtown.



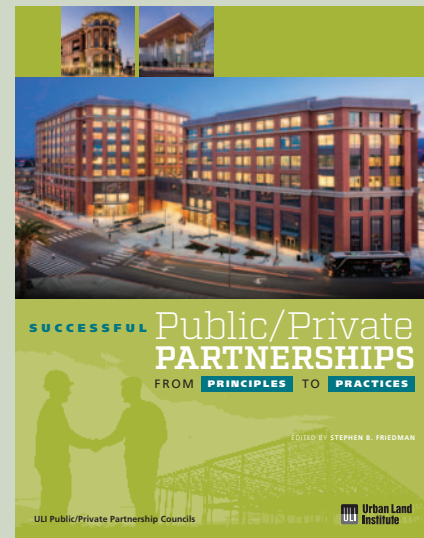
LUIS TAMAYO/FELICKR

Ten Principles for Successful Public/Private Partnerships

Public/private partnerships are a way to combine the strengths and resources of both the public and private sectors most effectively. These partnerships are used in economic development, infrastructure development, social services delivery, and other applications. In 2005, the Urban Land Institute published *Ten Principles for Successful Public/Private Partnerships*. Those principles are as follows:

1. Prepare properly for public/private partnerships
2. Create a shared vision
3. Understand your partners and key players
4. Be clear on the risks and rewards for all parties
5. Establish a clear and rational decision-making process
6. Make sure all parties do their homework
7. Secure consistent and coordinated leadership
8. Communicate early and often
9. Negotiate a fair deal structure
10. Build trust as a core value

In 2014, in a publication titled *Successful Public/Private Partnerships: From Principles to Practices*, these principles were updated to better reflect how public/private partnerships can help weather severe economic recessions.



private sectors. These partnerships are used in economic development, infrastructure development, social services delivery, and other applications. Agency partners should determine what is being solicited for investment (e.g., land, infrastructure, buildings) and create a shared vision for the outcome. MnDOT will need to play a critical role in this arrangement because the panel believes MnDOT should construct and maintain the Rondo Community Land Bridge.

A pro bono real estate investor could help create an offering document and terms sheet and assist with soliciting interest from investors. The offering document should be modified for impact investors (e.g., different terms, lower return on investment, longer payback period, reinvestment options).

Several newer models of investment include crowdfunding and social impact bonds. Crowdfunding is a platform-based application that encourages small investment from multiple investors, typically from the Internet. The locally based MNvest can run a crowdfunding campaign for financial products, municipal bonds, and real estate projects. Other platforms include Kickstarter and Fundrise. Explore using one or more of these platforms to raise funds. Be sure to note any administration fees and payback requirements.

Another approach with new models is through social impact bonds or a way to pay back investors from savings achieved from better social outcomes. A similar model should be explored that could obtain a zero- or low-interest



Market Creek Plaza, located in San Diego, was completed in 2004. The project was envisioned in the 1990s as a way to increase retail and build generational wealth within a low-income community. More information can be found at <https://community-wealth.org/content/market-creek-plaza>.

forgivable loan from local or state government to fund part of the project. Terms should be set such as “if the development, business, etc. is profitable within X years, the loan will be repaid.” Additional research should be done into impact investment firms that operate in the Twin Cities and relationships should be sought with key advisers.

Community

A dedicated, specific website should be created for the Rondo Community Land Bridge. This website should include background information about the project, upcoming events, timeline, ways to get involved and sign up for updates, and a link to donate. Links to agency partner websites, such as RCR, could be included on this new website.

An event should be hosted with potential funders such as CDFIs and CLTs. The Rondo Community Land Trust should be a partner and could potentially have an ownership stake in this project. A fundraising campaign with a goal of at least 1,500 donations from Rondo community members should be launched. Low-dollar donations (\$5, \$15, or \$25) should be encouraged to increase participation and community buy-in to the project.

If private investment is part of the funding package, consider including a provision that sets aside a certain percentage of equity investment for local community members or organizations, giving them the opportunity to benefit from wealth creation. Models such as Market Creek Plaza in San Diego should be researched to determine if a similar community ownership structure and campaign would be successful for development built on the land bridge.

Implementation

ACROSS THE TWIN CITIES REGION, various organizations are working on regional initiatives within their mission and objectives. To make sure the Rondo Community Land Bridge is implemented, RCR will need to work with new partners in new ways to move this project from the “moonshot” into reality. These organizations include those working to improve and develop parks and gardens across the region. Others are focused on developing and maintaining biking and walking trails across the region. Some organizations are focused on equity in health initiatives and others on affordable housing.

Rondo should identify organizations across the region that have as their area of focus similar initiatives that may align well with the initiatives of the Rondo community and seek collaborations and partnerships. The collaborations and partnerships should lead to opportunities for the Rondo community to connect to regional initiatives, leverage funding, accomplish joint initiatives, and find additional opportunities. This may include a bike trail to and across the Rondo Community Land Bridge that connects to a regional bike trail system or a health and wellness center location as part of the RCCC.

Establish a Team to Develop Master Planning for the Land Bridge

The Rondo Community Land Bridge offers a unique opportunity to attract a team of talented artists, designers, and architects to develop a master plan for the land bridge. RCR should identify appropriate professional and community partners and develop a team to manage this comprehensive economic development, arts, and cultural process. The team should conduct an RFQ to attract an internationally renowned group that can work effectively through a community engagement process, resulting in an extraordinary plan for the Land Bridge.

The Rondo management team should establish an effective community outreach and engagement process, establish

equity and inclusion objectives, set MWBE and workforce participation goals, and establish additional applicable economic development goals and milestones in agreement with the desires of the Rondo community. These activities should be tracked and reported to the Rondo community on an annual basis. In addition to the Rondo Community Land Bridge, this team should develop a process to use this approach throughout the Rondo community.

Foundation or corporate support should be provided to accomplish this effort.

Increase Staff Capacity and Recruit a Corporate CEO Champion

The RCR team is a dedicated, passionate group of people. They are performing a herculean task of keeping the Rondo community’s history alive and communicating the vision of a permanent land bridge to keep this vibrant community alive. In addition, they are using the lessons and historical anchors of the past to establish an economic and cultural foundation for the future.

RCR has done an extraordinary job in attracting supporters and partners. However, to accomplish a project of this magnitude, the panel suggests that additional funding, staff, and partnerships be established to create a more sustainable team. This should include a professional assessment of the gaps on the team, including professional project management, financing, legal, fundraising, and lobbying support. Some gaps can be filled through the commitment of professional firms to provide pro bono support. In other cases, philanthropic funding may be required for professional services or staff.

The panel also recommends a passionate, civic-focused corporate CEO champion join with Marvin Roger Anderson to help engage the private sector. This project not only has

the opportunity to make a significant impact in the region, but it can be used as a model across the country.

Anticipate Impact and Preparation Needed for Increased Property Value Implications

The Rondo Community Land Bridge, when developed, will result in the addition of a park and mixed-use amenities to the community. In many of the panel's interviews with Rondo community residents, they expressed a desire for this development. Most communities desire these amenities, which provide additional appeal, increase access to goods and services, and attract more customers and residents to the community.

These improvements and amenities generally affect real estate values in the community. In many cases property values increase along with real estate taxes. The RCR team should establish a group of qualified professionals to evaluate and develop a plan to manage the potential property tax impact on established residents. This plan could include initiatives to freeze the property taxes or limit the increases, create a fund to pay the difference in taxes for targeted income groups or a specific geographic area, or establish rent stabilization programs and other mechanisms to address legacy concerns and other tax situations.

Evaluate Redevelopment Plan and Redevelopment Authority

In many cities, a redevelopment plan area is determined and approved by the local authority and jurisdiction. A redevelopment authority is created and then able to establish guidelines and attract resources for a defined geographic area. Some benefits include tax abatement and other development-related incentives to encourage development. The panel suggests the establishment of a redevelopment authority (e.g., Rondo Community Land Bridge Development Corporation) for the Rondo community be explored by RCR.

This can be determined by working with the city and state to set the requirements for establishing an authority. This organization can be responsible for the broader Rondo area and manage the Rondo Community Land Bridge or establish a separate organization to provide management, security, programming, and other services required (e.g., the Rondo Community Land Bridge BID).

Identify Potential Land Bridge Anchors

The Rondo land bridge will require an anchor or anchors to increase the financial feasibility of the project. One way of finding an anchor is to identify an education, health care, or business institution to establish and operate a facility on the land bridge. Efforts should be made to identify organizations whose mission is complementary to the objectives of RCR.

The panel recommends that RCR take the following steps:

- Engage in outreach efforts to potential anchor institution partners while conducting a comprehensive market and financial feasibility study centered on the viability of attracting anchor institution facilities.
- Explore how other communities have successfully attracted branch facilities of existing higher education institutions whose missions intersect with locally identified priorities, such as Rutgers University's Express Newark project.
- Investigate the benefits of attracting a health care innovation facility that supports local public health initiatives through outreach, research, and training; such a facility could include a clinic and staff housing opportunities.
- Consider engaging with MnDOT to explore the potential of locating MnDOT's Disadvantaged Business Enterprise Learning Hub and Small Business Resource Center to RCCC. By relocating these facilities, which provide technical assistance workshops, technology instruction, mentoring, network opportunities, and assistance with public bidding, MnDOT can symbolically transform

Express Newark

An example of a complementary use that could provide a model for the Rondo Community Land Bridge would be Rutgers University–Newark’s Express Newark facility. Express Newark is a 50,000-square-foot multipurpose arts facility in downtown Newark, opened in January 2017 as part of the renovation of the iconic Hahne’s department store. The community space facilitates collaboration, experimentation, and innovation among community residents, artists, and the Rutgers University–Newark community.

Express Newark provides a unique model for anchor institutions seeking to leverage their real estate assets to achieve community impact and foster entrepreneurship. The space is equipped with video production teaching facilities, smart classrooms, and seminar rooms and offers an arts incubator and a community media center. Currently it hosts the university’s Institute of Jazz Studies, as well as a design consortium, a 3-D printing studio, a portrait studio, and a letterpress studio. With the support of Rutgers University–Newark and its sponsors, as well as income generated from renting workspaces, the public can access professional-level media classes and exhibitions at no cost.



I-94 from a site of community destruction to a site of equitable economic opportunity.

Interim Use Activation

The development of a Rondo Community Land Bridge will take many years to realize. The panel recommends that RCR take advantage of the opportunity to temporarily activate the space around the proposed bridge with arts and

cultural programming. Activations of all sorts will create a buzz, draw people to the space, give people the chance to see how the land bridge might be used once complete, and build awareness and support of the land bridge project and of Rondo in general among drivers on I-94. Spreading awareness of Rondo and the land bridge project will create new potential donors and keep the project at the forefront of the Twin Cities’ consciousness.

Some potential ideas for temporary and interim use activation include the following:

- Projection mapping;
- Resident portraits or history walk along chain link fence;
- Road diet and tactical urbanism on Victoria Street through planters, sculptures, and painted asphalt;
- Block party with food trucks, music, collaborative art, and potentially temporarily closing sections of I-94;
- Youth Build programs (and maintain what is built for eventual permanent installation);
- Events on the current overpasses;
- Artistic wayfinding installations throughout Rondo;
- Using the eight Rondo values on the other bridges or pedestrian walks and engaging artists to creatively represent the values; and
- Signage facing the highway “Support the Rondo Bridge!” or “ReConnectRondo: It’s More Than a Bridge” to raise awareness to passing motorists.

The Next 12 to 24 Months

Over the next 12 to 24 months, RCR needs to secure more than \$6 million in funding to begin implementing the recommendations of this report and focus the momentum of the community, city, state, and other key stakeholders in moving this project forward. The following chart outlines key recommendations from this report and estimated funding required to implement them.

Tasks to Be Accomplished in Next 12 to 24 Months

Activity	Action item	Amount
Community engagement and communication	Engage a firm/professional to develop a communication strategy and plan.	\$200,000
	Hire community organizers to complete community surveys through canvassing and online.	
	Use Americorps Vista workers, volunteer assistance; use current technology.	
	Use historical data, survey data, and community meetings to define boundaries of Rondo.	
	Research potential overlay districts.	
	Hire program manager or contract with an organization like Springboard for the Arts to coordinate activities.	
	Organize a block party/event on or near the bridge site (food, music, art, history storyboards, interactive activities, community input, design contests, etc.).	
Assessment and analysis	Conduct comprehensive market research and financial analysis.	\$3,600,000
	Commence MnDOT environmental, design, and budget for I-94 and Rondo Community Land Bridge.	
	Issue an MnDOT-funded RFP addendum to include urban design, architectural, and landscape design professionals as part of the current feasibility study.	
	Issue an RFQ for master plan design services from international-caliber designers; master plan design services should include the creation of a community-driven program to be used for the Rondo Community Land Bridge Master Plan, input on land bridge design, and master design.	
	Issue an RFQ for an arts master plan concurrent with the development of the broader master plan.	
	Advance outreach and conceptual planning for the Victoria green street.	
	Conduct a 10-Minute Walk analysis.	
Develop a gentrification and displacement assessment and strategy that includes policies and programs to mitigate rising property taxes, provide funding for home improvement, support intergenerational transfer, etc.		
Capacity building	Build organizational capacity of RCR, allowing it to hire or engage dedicated professionals (e.g., fundraising, engineering, government relations, etc.).	\$1,000,000
	Form a Rondo Community Land Bridge Foundation.	
	Launch a community crowdfunding campaign with a goal of donations from at least 1,000 individuals.	
Other opportunities	Create an RCR Board Development Committee and nurture well-connected members of the Twin Cities business community to extend reach and credibility.	\$1,200,000
	Connect and align RCR with regional initiatives.	
	Evaluate establishing a redevelopment plan and redevelopment authority.	
Other opportunities	Establish a small business formation program (to develop 300 African American and ethnically diverse businesses) ready to take advantage of the Rondo Community Land Bridge opportunities (partnering with other organizations like the Neighborhood Development Center to identify candidates, provide business development classes, and receive technical assistance and loans).	\$1,200,000

Source: ULI.

Conclusion

“What happened to Rondo shouldn’t have happened. We are here as a living testament and memory that if government and the community work together, the possibilities are immense.”

—Marvin Anderson

RCR HAS DONE AN EFFECTIVE JOB of communicating a vision for a Rondo Community Land Bridge that will reconnect neighborhoods along I-94 and the Rondo community. This vision has gained momentum with newfound community, political, and key stakeholder support. Now is the time to take meaningful action to ensure the land bridge moves from a “moonshot” concept to a point of inevitability. The next 12 to 24 months are critical for RCR and other agency partners to ensure the project is successfully implemented; this will be accomplished only by putting “skin in the game” and funding the recommended action items.

The Rondo Community Land Bridge is not just an MnDOT project or an RCR project or a city of St. Paul project. Instead, it requires an all-hands-on-deck approach. Based on the feedback the panelists received throughout their weeklong visit, Rondo will be an example of social injustice no more but instead be an example of how to address I-94’s legacy.

The panel looks forward to returning to St. Paul in the near future and walking on a reclaimed and reconnected Rondo Land Bridge.

About the Panel

Lyneir Richardson

Panel Chair

Newark, New Jersey

The executive director of the Center for Urban Entrepreneurship and Economic Development (CUEED), a research and practitioner-oriented center at Rutgers Business School in Newark, New Jersey, Richardson oversees the implementation of CUEED programs and manages partnerships, staff, affiliated faculty, and fellows. He also teaches an MBA course in urban entrepreneurship and economic development and serves as faculty adviser to students consulting with small business owners on strategic projects.

Richardson is also CEO of the Chicago TREND Corporation, a social enterprise aiming to stimulate retail development that will strengthen city neighborhoods. His startup was launched in 2016 with \$7 million of funding from two prestigious impact investors.

Richardson is the former CEO of Brick City Development Corporation, where he had overall responsibility for real estate development, small business services, and business attraction in Newark, New Jersey. Before Brick City, he was vice president of urban development at General Growth Properties Inc., where he led the national initiative to bring high-quality shopping centers to ethnic neighborhoods in large U.S. cities.

Before General Growth, Richardson founded Lakeshore Development & Construction Company and was recognized by the U.S. Small Business Administration as Illinois Young Entrepreneur of the Year. Richardson started his career as an attorney for the First National Bank of Chicago. He is a graduate of Bradley University and the University of Chicago Law School. He serves (and has served) on

numerous nonprofit and civic boards, committees, and commissions.

Beth Callender

San Diego, California

Callender is a principal at CallenderWorks, a marketing strategy consultancy. For more than 20 years, Callender was co-owner of Greenhaus, a nationally recognized marketing agency specializing in the branding and marketing of real estate properties, master-planned communities, and urban and resort destinations, including cities and cultural institutions. At Greenhaus, and throughout her career, Callender served as the strategic lead on consumer and market research, the customer journey, and marketing implementation. Today she consults with select clients on marketing, sales, and the customer experience and works locally with organizations focused on downtown San Diego redevelopment and placemaking.

Callender has been an active ULI member for more than 20 years. She currently serves as cochair of the San Diego–Tijuana District Council, was chair of the CDC Gold Product Council, and served on the national programs committee. Her role in PCBC, a leading California residential building conference, has been diverse; she has served on the board, on programs, and on strategic planning for the show. She has been a featured speaker at ULI, PCBC, AMA, IBS, and the International Downtown Association.

Rodney Crim

St. Louis, Missouri

Crim is president of the St. Louis Economic Development Partnership, a regional economic development organization for St. Louis City and St. Louis County that provides

business attraction, retention and expansion services; connects businesses and workforce providers; facilitates innovation and entrepreneurship; and owns and manages four business incubators. In addition, the organization sponsors a World Trade Center, facilitates strategic real estate projects, leads the Mosaic Project, to make the region more welcoming to foreign born, and manages the St. Louis Promise Zone.

Crim has enjoyed a career in the public and private sectors in the Twin Cities, Chicago, and St. Louis, including Pillsbury, the Musicland Group, American Express Financial Advisors (now Ameriprise), Microtron, Shorebank, and the St. Louis Development Corporation, which focuses on facilitating residential and commercial real estate developments.

He has a passion for economic development and uses his skills to make communities better and more equitable. Nationally, Crim serves on the Urban Land Institute Public Private Partnership Council and the International Economic Development Council board of directors. He has served on the PNC Bank and Advantage Capital new market tax credit advisory groups. Locally, he is involved on innovation center boards, commissions, and a foundation.

Crim's education includes a bachelor's degree in business-accounting from the University of Minnesota, a master's degree in business administration from the University of St. Thomas, and Harvard's Senior Executives in State and Local Government Program. Crim is a Certified Public Accountant (inactive status), a Certified Economic Development Finance Professional, and a Certified Economic Developer.

Sarah Graham

Berkeley, California

Graham directs a wide range of consulting assignments related to market analysis, fiscal impact analysis, and the funding and financing of public infrastructure. She specializes in assessing the economic and fiscal impacts of land use policies, with a particular focus on implementation of infill and transit-oriented development.

She has conducted extensive analysis related to the economic benefits of transit and other infrastructure improvements and on the potential for value capture to fund transit and other community benefits. She has also led the firm in developing new methodologies for measuring the fiscal and economic benefits of compact development at the regional level.

Graham holds a master's degree in public policy from the University of California at Berkeley, and bachelor's of arts in international relations, and environmental and economic affairs from Tufts University.

Bert Gregory

Seattle, Washington

Gregory is a design partner at Mithun focusing on work in the urban realm, including transit-oriented development, mixed use, higher education, civic, workplace, and urban design. His project design leadership has resulted in four American Institute of Architects (AIA) COTE Top 10 Green Project awards, two American Society of Landscape Architects National Honor Awards, the AIA National Honor Award for Regional & Urban Design, and the Urban Land Institute Award of Excellence. In 2017 he received the AIA Seattle Gold Medal, the chapter's highest honor, and is a Fellow of the AIA and the United States Green Building Council (USGBC).

Under his 15-year leadership as Mithun's chairman and CEO, Gregory led the firm to international recognition for healthy, performance-based design, positive for people and place. The firm was honored with over 165 design awards, including the Sustainable Design Leadership Award from AIA/IIDA/Cornet Global, and the Regional Leadership Award from USGBC, and was named to the top 15 of all U.S. design firms by *Architect Magazine*.

Gregory serves as an international leader, speaker, and advocate for sustainable building and urbanism, with lectures in Beijing, Jerusalem, and Sarajevo. He leads Mithun's research and development efforts, and his research initiatives include leading a carbon accounting ef-

fort for Seattle's 2040 regional growth ULI Reality Check, developing one of the first web-based materials carbon calculators in collaboration with the University of Texas at Austin and the University of Washington, and currently advancing A Model Zoning Code for Resilient Communities with Carnegie Mellon University and ARUP.

He served as cochair of ULI's Climate, Land Use and Energy Advisory Committee; was vice chair of the USGBC LEED for Neighborhood Development Core Committee; served on the ULI Building Healthy Places Advisory Committee, the Mayor's Institute on City Design, the Clinton Climate Initiative's Climate Positive Development Project Review Committee, as an adviser to the National Building Museum's Intelligent Cities Initiative, and as faculty of the EcoDistrict Institute. He currently serves on the ULI TOD Council, the Forterra board of directors as past chair, the AIA Design and Health Leadership Group, and as an inaugural member of the Cascadia Congress of the Living Future Institute.

Ilana Lipsett

Oakland, California

Lipsett is a seasoned community development and engagement practitioner. She is passionate about building community in urban settings and providing space and tools for people to reimagine their cities. She works with city governments, community groups, local business, and real estate developers to create spaces and experiences to bring together people, using art, culture, dialog, public input, and economic opportunity as a means for bridging divides. Lipsett cofounded freespace, an initiative to temporarily transform vacant spaces into community, cultural, and arts hubs, and was recognized by the Obama White House as a Champion of Change in Civic Innovation for this work.

Lipsett is committed to creating social and economic equity; she sits on the board of Code Tenderloin, an innovative nonprofit dedicated to providing job training and placement for individuals with the highest barriers to employment, and she has partnered with local police to

provide "opportunity not punishment" through the creation of police-sponsored jobs fairs. She is currently working with international nongovernmental organizations to create gathering spaces and opportunities for refugees in refugee camps.

She has previously worked as the political director of a labor union, was a community organizer for workers' rights, and has led numerous advocacy and political campaigns for social and environmental justice. She is a current participant in Emerge California, the premier training program for women who wish to run for office.

Ben Stone

Washington, D.C.

Stone is director of arts and culture at Smart Growth America and its program Transportation for America. He leads the organization's broad efforts to help communities across the country better integrate arts, culture, and creative placemaking into neighborhood revitalization, equitable development, and transportation planning efforts.

Before joining Smart Growth America, Stone served as executive director of Station North Arts & Entertainment Inc., where he used an arts-based revitalization and placemaking strategy to guide development in the state-designated Arts District in Baltimore. Under his leadership, Station North became a national model for creative placemaking and equitable development through the arts and innovative collaboration. Stone has also served as an architectural designer/planner for the Baltimore Development Corporation, working on revitalization projects in Baltimore's Middle Branch, Central Business District, and Station North.

As a frequent conference speaker and guest lecturer and critic, Stone has advised students, practitioners, and artists on creative placemaking and community-engaged art. He has been recognized as a Fellow of the Salzburg Global Forum for Young Cultural Innovators (2014), a Baltimore Business Journal 40 under 40 Honoree (2014), and a Next City Vanguard (2012). Stone holds a BFA from the School

of the Museum of Fine Arts, Boston; a bachelor's degree in American Studies from Tufts University; and a master's in city planning from MIT, where he focused on land use planning, urban design, and the intersection of the arts and community development.

A ULI Advisory Services Panel Report



2001 L Street, NW
Suite 200
Washington, DC 20036-4948

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