

**THE  
HIGH  
LINE**

# GREAT RIVER PASSAGE

Saint Paul, MN

### Infrastructure Type

Urban Riverfront

### Status

Fundraising/ Schematic Design

### Capital Projects

River Balcony- Schematic Design  
River Learning Center- Fundraising  
East Side River District - Fundraising

### Size

3,500 acres, 17 miles

### Design Team

Great River Passage Conservancy has released an RFP to initiate the process of determining a design team for The River Balcony.

### Fundraising + Management

Fundraising conducted by the Great River Passage Conservancy

Managed & operated by the City of Saint Paul

### Great River Passage Team

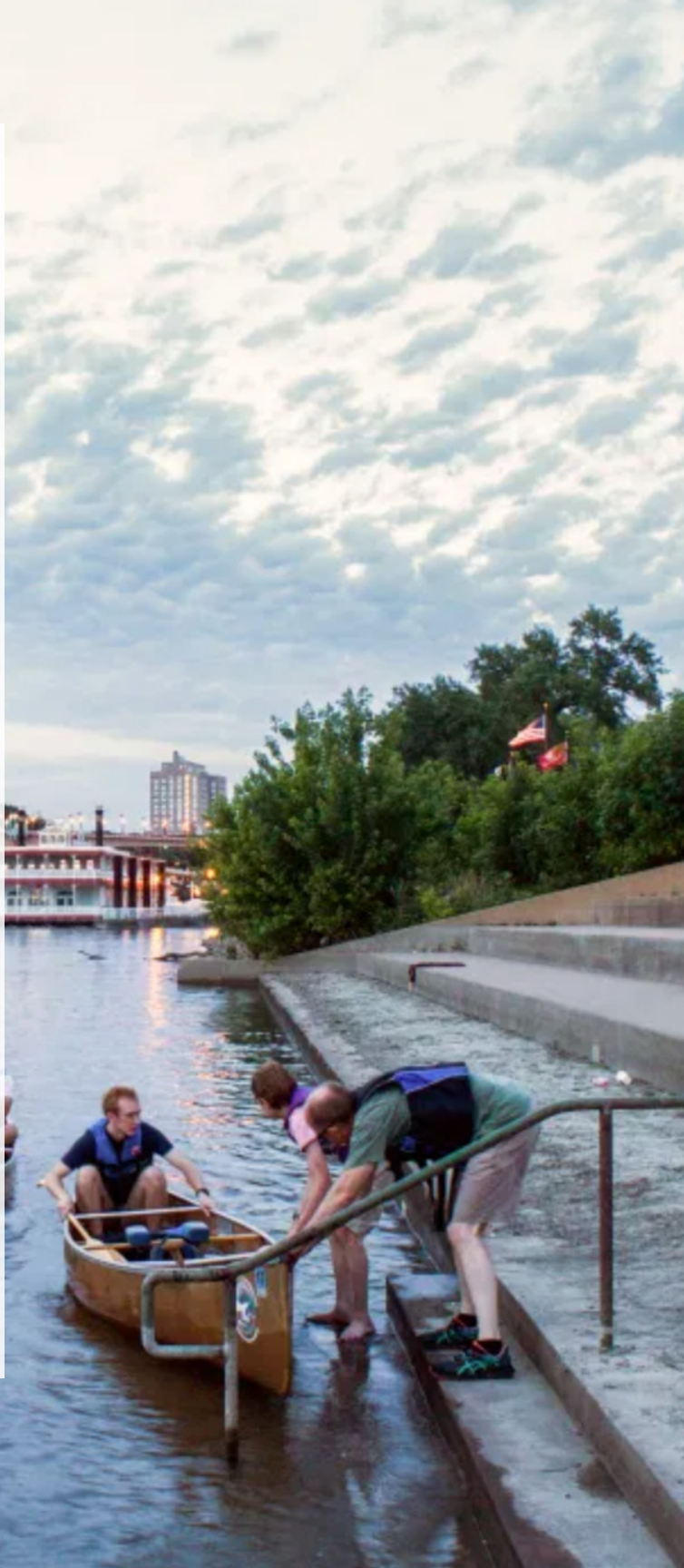
Angie Tillges (City of St Paul)  
Mary deLaittre (Great River Passage Conservancy)

### Harvard GSD UDCL team

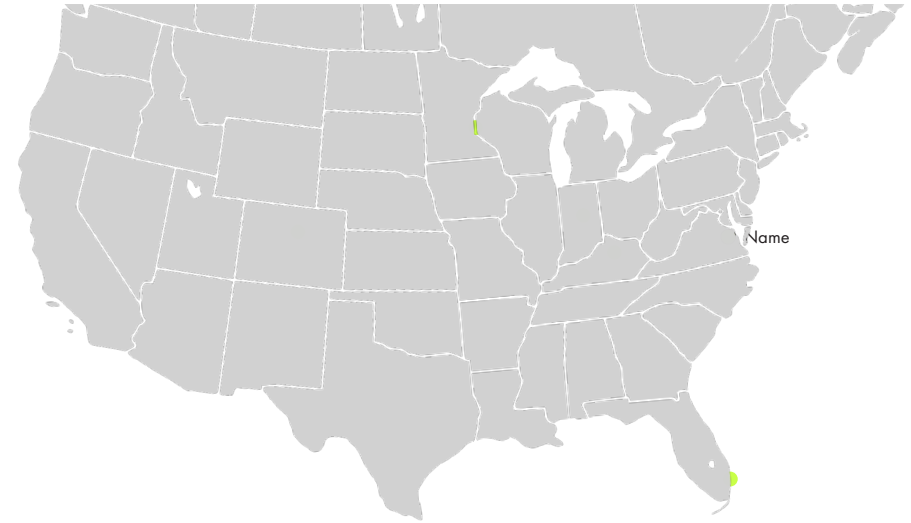
Dylan Culp (MUP)  
Gena Morgis (MLA II)

### Case Studies

01 02 03 04



## Geography + Scale



### Student Recommendations

1. Develop, adopt, and publish an explicit equity plan.
2. Define roles and responsibilities between the City of Saint Paul and The Great River Passage Conservancy to meet developed equity goals.
3. Use fundraising arm of the Great River Passage Conservancy not only for capital projects, but for long-term community relationship building especially with the Native American communities.
4. Build expansive, diverse, and transparent channels of communication around Great River Passage efforts to maximize information exchange and community engagement.
5. Develop methods to equitably distribute economic benefits brought on by Great River Passage capital investments

### Coaching Project Goals & Outcome Focuses

1. *To be filled in post UDCL course*
2. *To be filled in post UDCL course*
3. *To be filled in post UDCL course*
4. *To be filled in post UDCL course*

# INTRO

The Great River Passage is a 17 mile stretch of the Mississippi River that runs through the City of Saint Paul, Minnesota. Rich resources have drawn people to the riverfront throughout history, and in 2010 the City of St. Paul - Department of Parks and Recreation initiated a master planning process to establish a vision for the future<sup>1</sup>.

After two years of extensive research, conceptual design, and community engagement, the City of St. Paul adopted the Great River Passage Master Plan as an official development framework in 2013. Within the plan, 321 projects along the river were identified as opportunities to achieve the project mission of "connecting two of our city's greatest assets – our people and the Mississippi River."<sup>2</sup>

Building a river community is central to this work and the city has prioritized core values of equity, environmental, community, and cultural health, education, and access.<sup>3</sup>

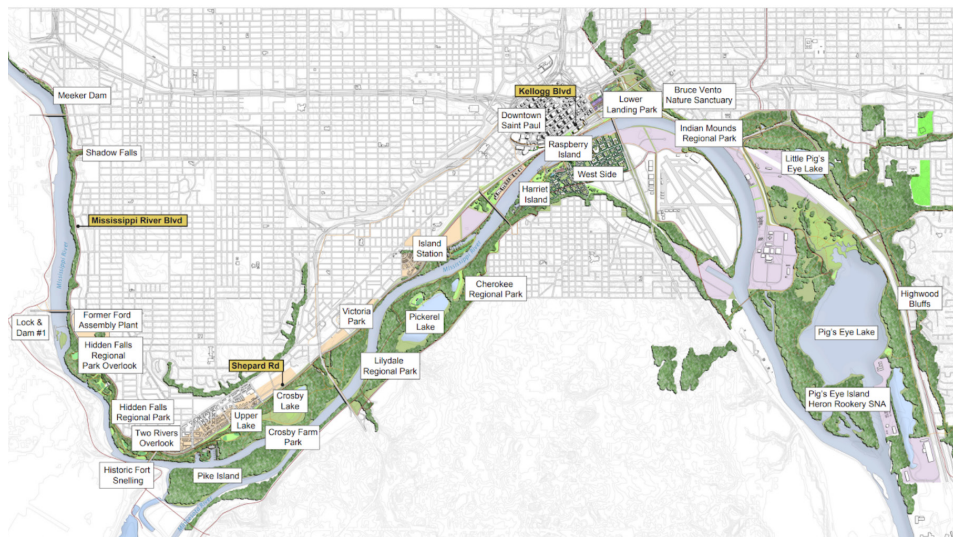
To further advance the goals of the city-led Great River Passage Initiative, the Great River Passage Conservancy was formed in 2018 as a non-profit organization with a focus on fundraising and advocacy for three core capital projects within the Great River Passage.<sup>4</sup> The three projects include the River Learning Center, the River Balcony, and the East Side River District.

It is important to emphasize that the City of St Paul and the Great River Passage Conservancy work together as a public- private partnership to support The Great River Passage Initiative through specific roles and responsibilities. The City of Saint Paul owns all parkland associated with the initiative and as land owners, will manage design team efforts, coordinate community engagement, and lead overall partnership development within the project. As a core partner, the scope of Great River Passage Conservancy includes fundraising of private dollars, advocacy for strategic project development, and project communications.<sup>5</sup>

"THIS PLAN LAYS OUT THE RIVER AS A HUGE ASSET TO ST. PAUL"

Kathy Lantry

Great River Passage Site Map  
Key locations within St. Paul Riverfront publically owned lands.



## Conservancy Board Members

The Great River Passage Conservancy is a young organization with a small staff and board. At the organizations start in 2018, there were five board members and by 2020 the number of board members expanded to eight. Currently the board is specifically focused on private fundraising to support organization operations and the implementation of capital projects. There are no committees associated with the board, but the organization has aspirations to establish committees within the next year as well as expand board membership to ten.

In discussion with The Great River Passage Conservancy, initial board composition was determined by the Mayor of St. Paul. Many individuals were chosen for their extensive political networks and access to philanthropic funds. Three board members are political and economic leaders within local indigenous communities of St. Paul. The organization has placed a major emphasis on establishing Native American representation within the leadership team.

As it stands, the board of the Great River Passage Conservancy has a narrow focus on fundraising and establishes relationships primarily with larger institutions, corporations, and tribal governments. There is limited local community representation on the board, and it could be beneficial for the organization to explore ways in which fundraising efforts can activate local community voice within their leadership structure. It is also important for the organization to clearly define how equity goals will further the mission and composition of the board.

## Stakeholder Engagement

Stakeholders along the 17 mile stretch of the Great River Passage include federal agencies, state agencies, county agencies, city agencies, tribal governments, civic institutions, businesses, local non profits, local communities, and native communities. A key component of the Great River Passage Conservancy work has been establishing relationships with various stakeholder groups and generating moments of exchange to support the riverfront vision.

In researching the Great River Passage Conservancy, much of the stakeholder engagement work has focused on establishing lines of communication. As the organization advances its mission, it will be important to document stakeholder needs and develop methods of negotiation between various entities that have decision making power.

In order to be more equity oriented, the organization can further its advocacy agenda by specifically uplifting historically marginalized voices in the decision making process for large scale infrastructural decision making.

# LEADERSHIP STRUCTURE

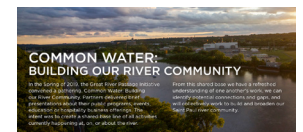


LEADERSHIP

The Great River Passage Conservancy represents the next generation of civic and philanthropic leadership.

Great River Passage Conservancy Board Members

# PROJECT PARTNERS

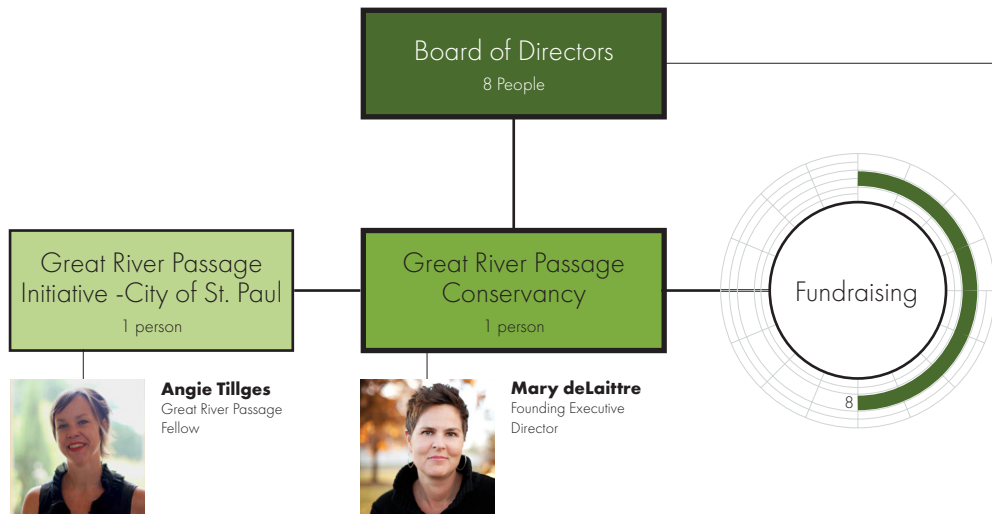


## COMMON WATER: BUILDING OUR RIVER COMMUNITY

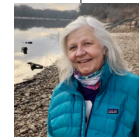
In the Spring of 2020, the Great River Passage Conservancy... From this shared vision we have a collective...  
**Participants:**  
Saint Paul Parks & Recreation  
City of Saint Paul  
City of Minneapolis  
City of St. Paul  
City of Duluth  
City of Mankato  
City of Rochester  
City of St. Cloud  
City of Willmar  
City of Brainerd  
City of Bemidji  
City of Crookston  
City of Elk River  
City of Fridley  
City of Grand Rapids  
City of Inver Grove Heights  
City of Littleton  
City of Maple Grove  
City of Mendota Heights  
City of Moundsville  
City of Newburg  
City of North Branch  
City of Park Rapids  
City of Red Lake Falls  
City of Roseau  
City of Stillwater  
City of Wadena  
City of White Bear Lake  
City of Woodbury  
City of Zimmerman  
City of Elk River  
City of Fridley  
City of Grand Rapids  
City of Inver Grove Heights  
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City of Mendota Heights  
City of Moundsville  
City of Newburg  
City of North Branch  
City of Park Rapids  
City of Red Lake Falls  
City of Roseau  
City of Stillwater  
City of Wadena  
City of White Bear Lake  
City of Woodbury  
City of Zimmerman

Common Water River Convening

# INTERNAL POWER MAPPING



**Eric J. Jolly**  
Board Chair



**Tanya Bell**  
Board Member

**Grand Real Estate Advisors**  
Commercial Real Estate



**Cameron Boyd**  
Board Member

**Metropolitan Airports Commission**  
Public corporation



**Shelley Buck**  
Board Member

**Prarie Island Indian Community**  
Tribal Council



**John I. Marshall**  
Board Member

**Excel Energy**  
Utility company



**Peter B. Myers**  
Board Member

**Meyers Communications Group**  
Digital Media



**Joe Nayquonabe Jr.**  
Board Member

**Mille Lacs Corporate Ventures**  
Tribal Economic Development



**Jake Reint**  
Board Member

**Koch Companies/ Flint Hills Resources**  
Energy refinery



**Mike Hahm**  
Ex Officio

**City of Saint Paul Parks and Recreation**  
Public sector



**Russ Stark**  
Ex Officio

**City of Saint Paul Chief Resilience Officer**  
Public sector

# GEOGRAPHIES OF RACISM

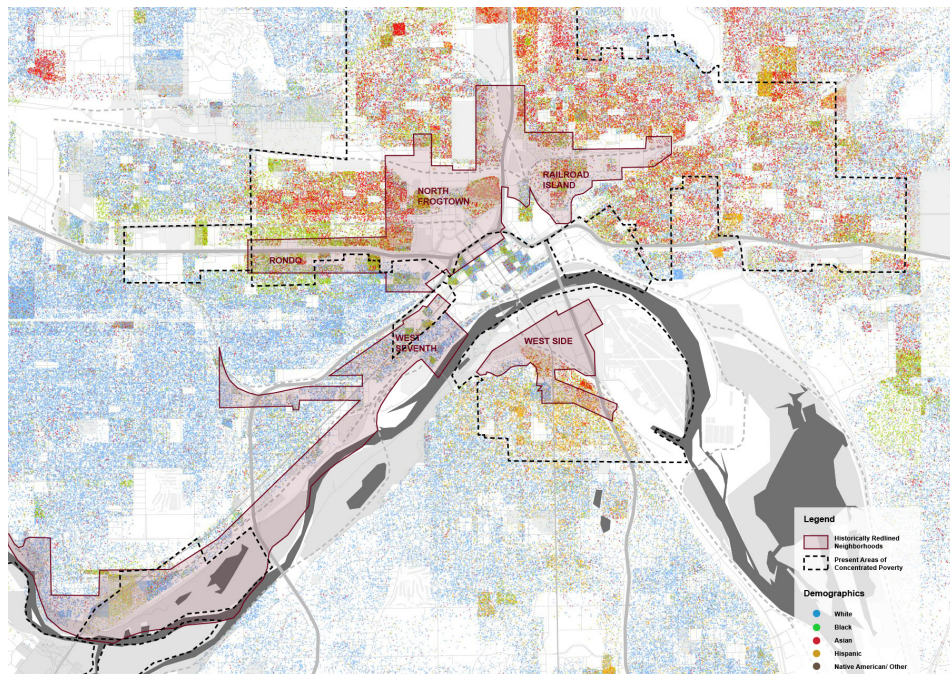
Physical manifestations of racism can be seen throughout the City of St. Paul as a result of forced land ownership agreements, top down infrastructural implementation, and exclusionary housing policy. As The Great River Passage Initiative advances in development, designs will have to negotiate the complex histories that have shaped the urban fabric we experience today.

## Forced Land Ownership Agreements Impact on Native American Nations

In the St. Paul region, the Mississippi River was a territory originally inhabited by many Native American Nations, with the largest being the Dakota and Ojibwe. Various treaties extracted land from these communities and transferred ownership to the United States. Native American Nations resisted centuries of brutal mistreatment and cultural erasure coordinated by American government, but now live in Reservations or urban neighborhoods disconnected from their previous homelands.<sup>6</sup>

The concept of "land ownership" will be an important space to cultivate strong equity goals for the Great River Passage. Who owns this land? How do new equitable forms of ownership emerge in public lands? What does "public ownership" of proposed capital projects look like? How does a sense of community ownership manifest within the Great River Passage?

As projects move forward, it is key to consistently acknowledge the exclusionary nature of present day ownership structures.

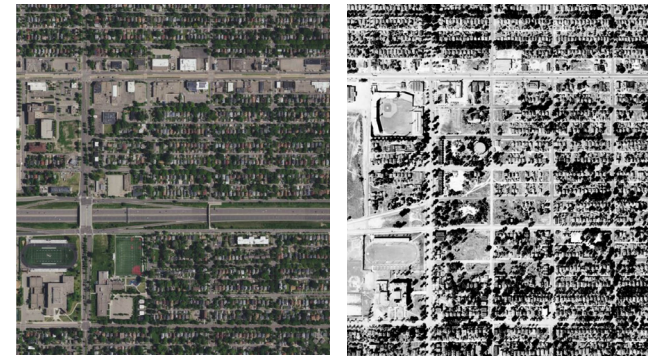


Historic Red-lined Neighborhoods in Present Day Areas of Concentrated Poverty

## Eras of Top Down Infrastructural Development

The Mississippi River experienced various eras of infrastructural evolution which initiated in sweeping changes within the urban landscape of St. Paul. Steamboats and a range of other river watercraft dominated transportation along the river in the early 1800's but city led incentives allowed for the rapid expansion of railroads along the riverfront to accommodate emerging businesses.<sup>7</sup> Economic development was the primary driver and resulted in restricted access to the riverfront along with significant environmental pollution.

The Federal Highway Act of 1954 added another barrier to Mississippi River access and placed the burden of these large infrastructures primarily on thriving communities of color.<sup>8</sup> In the images below you can see the physical destruction of urban cohesion through the construction of I-94. This highway leading to Downtown St. Paul was routed directly through the African American neighborhood of Rondo.



I-94 Highway Infrastructure Splitting Rondo Neighborhood

"ST. PAUL BECAME A 'RAIL CITY.' RAILROADS AND THE FACILITIES AND BUSINESSES BUILT TO ACCOMMODATE THEM DOMINATED RIVERFRONT DEVELOPMENT."  
National Parks Service

## Exclusionary Housing Policy

In the Twin Cities, racial covenants denied people of color access to housing opportunities in specific neighborhoods of the city. The University of Minnesota initiative Mapping Prejudice, aggregates the locations of racial covenants and how it has shaped present day neighborhoods.<sup>9</sup>

Redlining also shaped the condition of neighborhoods today. In the adjacent map, present day areas of concentrated poverty intersect with historically red-lined communities. These areas of concentrated poverty are predominately communities of color. As The Great River Passage proposes new development along the river corridor, it is essential to think about how these investments will shift economic and housing markets.

While the riverfront has primarily existed as an industrial zone, slated river revitalization has the opportunity to bring new housing and economic opportunity for marginalized communities.

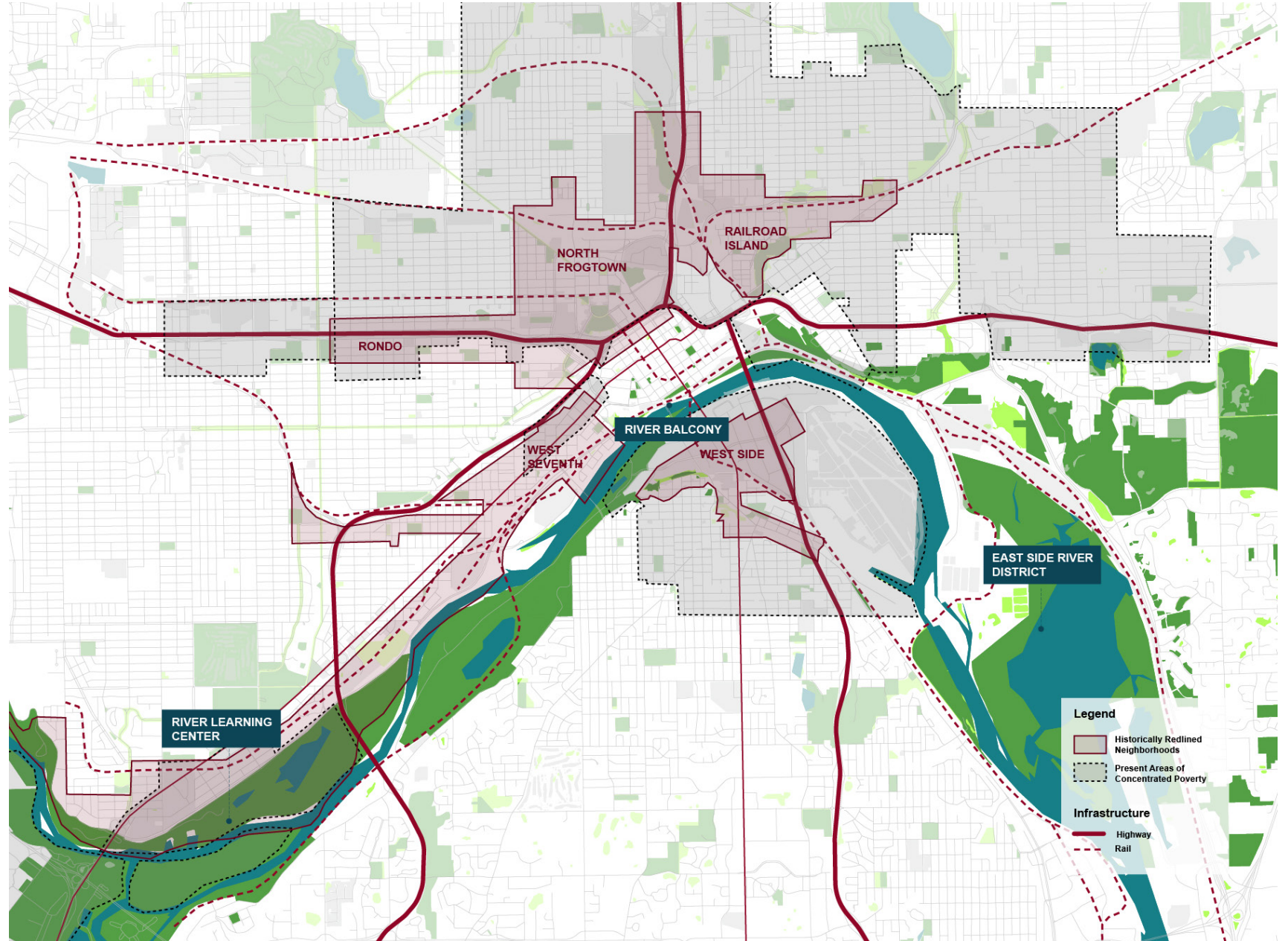
# COLOR LINE MAP



Railroad Infrastructure along the Mississippi River of St. Paul



I-94 Construction through Rondo Neighborhood



# HISTORIES OF RACISM

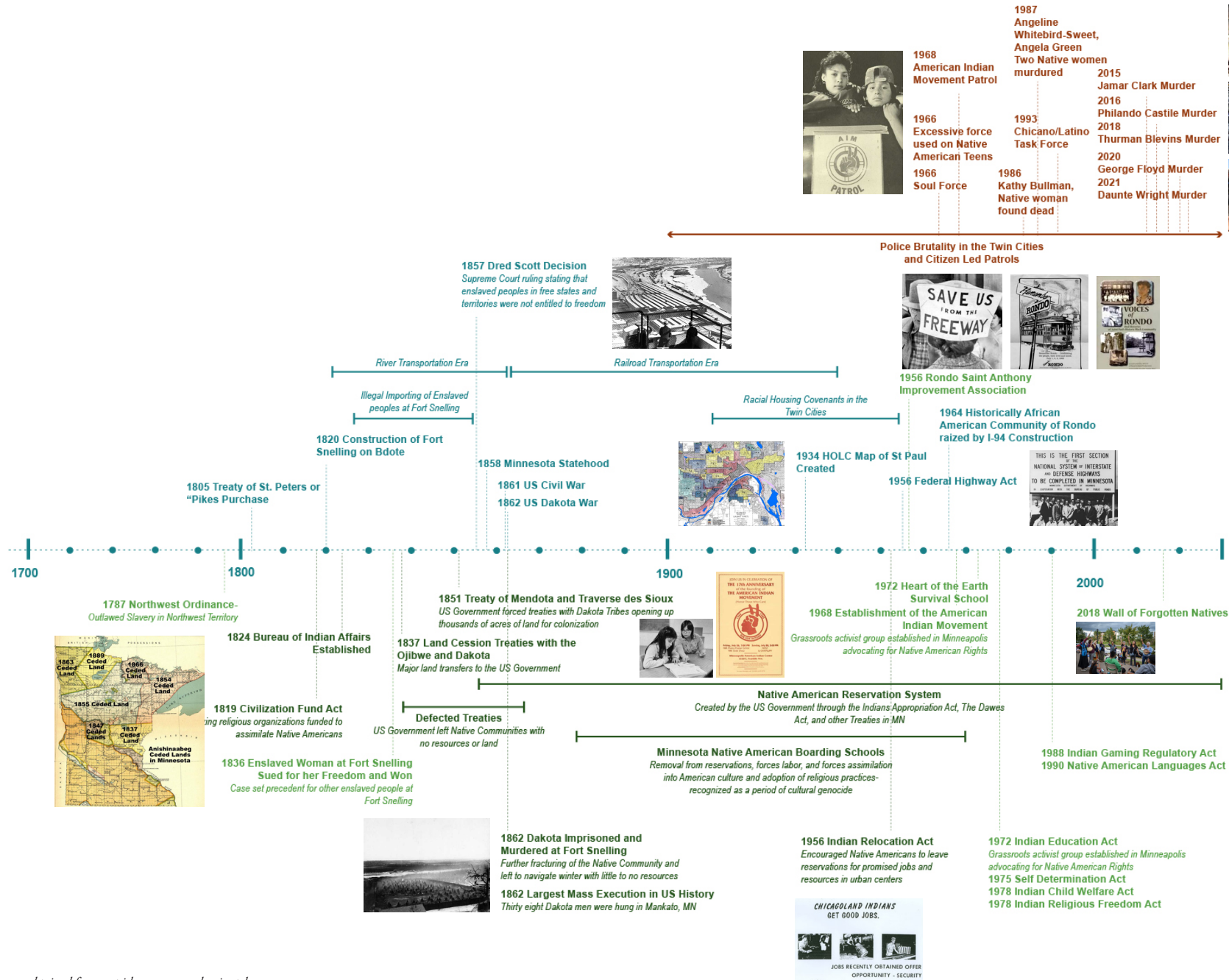


Image Credits: All images were obtained from outside sources, predominately MNopedia, Minneapolis news outlets, National News outlets, National Archives, National Parks Service, and St. Paul historical society

# MINNESOTA PARADOX

As the Great River Passage Initiative and The Great River Passage Conservancy begin implementation of the master plan, it is important to recognize the racial disparities that exist within the City of St. Paul and use the river transformation to advocate for a public space infrastructure that can influence these conditions.

How will the Great River Passage act as an asset for adjacent developments? How can we project the economic impact Great River Passage capital projects will have on adjacent neighborhoods? Can the organization advocate for affordable housing in project adjacent development sites? Can construction and operation employ people from adjacent communities of color? How do the Great River Passage Conservancy capital projects also serve as an economic generator for adjacent communities of color?

## Simultaneous Existence of the Best and the Worst

At the University of Minnesota, Professor Samuel Myers researches a condition called the "Minnesota Paradox." In his work, he described how the State of Minnesota has incredible employment opportunities, high levels of education, a robust economy, a affordable housing market, strong public transportation networks, and cultural vibrancy.<sup>10</sup> While this is the case, Myers research also shows that the state is one of the worst places to live if you are a person of color.<sup>11</sup>

In looking at racial equity metrics produced by the City of St. Paul, one can observe the significant disparities in employment, income, and homeownership.<sup>12</sup> As referenced in the Geographies of Racism section, racist political and economic frameworks have been "baked into" the formation of the city and perpetuated disparities over time.

Continuous exclusion from ownership prevents the establishment of intergenerational wealth for communities of color within the City of St. Paul and sustained removal from river resources have further widened the wealth gap between white residents and residents of color.

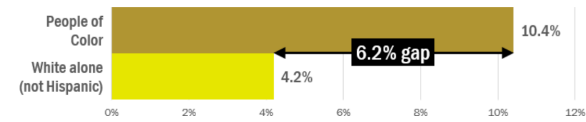
By elevating and foregrounding these conditions within the context of the Great River Passage, the City of St. Paul and the Conservancy can develop an advocacy plan to ensure that economic gains from a revitalized riverfront will serve the most vulnerable populations within the city. While the Great River Passage will not be able to address the full scope of these issues, foregrounding this information can push boundaries of traditional development projects to ensure that systemic inequities are not sustained.

In one of our preliminary meetings with the Great River Passage team, it was noted that there is approximately \$2.6 billion dollars of slated development along the river so it is essential that capital gains from these investments are channeled back into the resident communities.

"OWNING THE LAND IS WHAT GIVES PEOPLE STABILITY IN THEIR LIVES, TO BUILD COMMUNITY AND TO BUILD WEALTH"  
*Kirsten Delegard*

## Unemployment

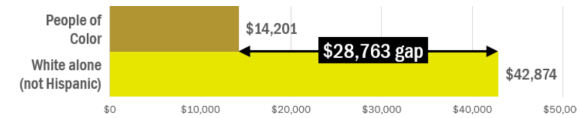
### Saint Paul Unemployment Gap



Source: United States Census Bureau American Community Survey, Table S2301, 5 year estimates, 2013-2017. Computation by Saint Paul Department of Planning and Economic Development, Research and Mapping Team.

## Per Capita Income

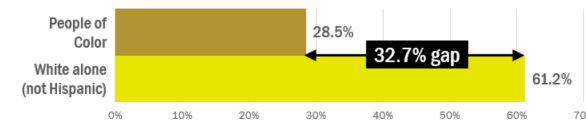
### Saint Paul Per Capita Income Gap



Source: United States Census Bureau American Community Survey, Tables B19301A to B19301I, and Table DP05, 5-year estimates, 2013-2017. Computation by Saint Paul Department of Planning and Economic Development, Research and Mapping Team.

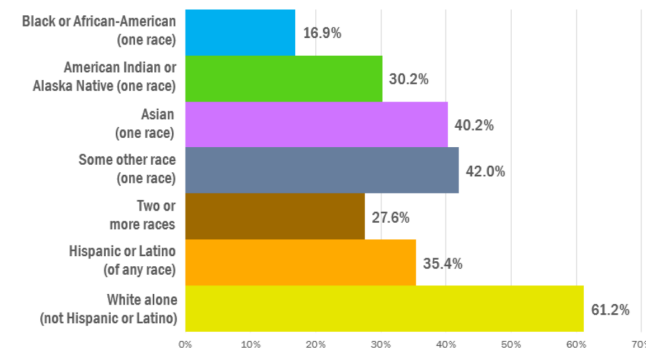
## Homeownership

### Saint Paul Homeownership Gap



Source: United States Census Bureau American Community Survey, Table B25003A-B25003I, 5 year estimates, 2013-2017. Computation by Saint Paul Department of Planning and Economic Development, Research and Mapping Team.

### Saint Paul Homeownership by Race and Ethnicity



Source: United States Census Bureau American Community Survey, Table B25003A-B25003I, 5 year estimates, 2013-2017. Computation by Saint Paul Department of Planning and Economic Development, Research and Mapping Team.



## EQUITY GOALS

The Great River Passage Initiative and the Great River Passage Conservancy have not formalized an equity plan. A few draft documents have been circulated regarding equity and inclusion, but nothing has been adopted by the board or explicitly stated on either city or conservancy website. Once again, it is important to acknowledge that the Great River Passage Conservancy is only three years in the making and much of the organizations foundational work is still in process.

Moving forward it is essential for the Great River Passage Initiative and the Great River Passage Conservancy to publicly contextualize their work within an equity lens. When reviewing the 2013 Great River Passage Master Plan, there was no reference to equity within the 300 page document. While the city led Great River Passage Initiative website lists equity as one of the core values, there is no information available on how equitable planning will direct various stages of the Great River Passage revitalization.

In 2020, Maryland's Montgomery County Planning Department released an equity in Master Planning Framework that could be helpful in shaping an approach for the Great River Passage Initiative and Conservancy.<sup>13</sup> A key component of The Equity Lens is answering four key questions.

1. History and Context: What historic advantages or disadvantages have affected residents in the given community (land use, financial, sociological)?<sup>14</sup>

2. Engagement and Communication: How are residents who have been excluded from planning processes being authentically included in the planning, implementation, and evaluation of the proposed policy or project?<sup>15</sup>

3. Existing Conditions: Does the distribution of civic resources, locally unwanted land uses, and capital investment projects explicitly account for potential disparate outcomes for different groups and neighborhoods? How can we change these outcomes moving forward?<sup>16</sup>

4. Future Outcomes: Does the current policy or project help or hinder the equitable distribution of civic resource, locally unwanted land uses, and capital investment for future generations? How can we address this today to provide for a more equitable future?<sup>17</sup>

We hope that research and mapping put together in the GSD Course - Urban Design and the Color Line will help identify narratives around historic inequities and further contextualize the Great River Passage Planning work. It is also important for the Great River Passage Initiative and the Great River Passage Conservancy to retroactively understand where equity is engaged in the overall master plan and clearly identify an equity framework moving forward.

### Thriving Civic and Cultural Life

The Great River Passage Initiative and the Great River Passage Conservancy have organized various programs that facilitate interaction with the river and build a community around river resources. Events include, Convenings, River Education Sessions, Community Story Gathering, and art residencies. While this work is expansive, it is important for the organization to collect information on who they are reaching and identify the various communities present in the engagement work.

### Affordable Housing

Housing is currently not a focus of the organization, but it is an important point of advocacy that should be considered. River development will occur adjacent to historically red-lined communities that are presently communities of color living in areas of concentrated poverty. It is necessary to understand the impacts that Great River Passage capital projects will have on these neighborhoods.

### Employment and Economic Opportunity

This equity indicator has not been discussed as a priority for the organization, but it is clear that implementation of the Great River Passage Master Plan will result in significant opportunities for capital gain. It is critical to understand how economic benefits from river investment will be equitably distributed among adjacent communities.

### Neighborhood Connectivity

Physical infrastructure in the form of highways, roads, and railways have significantly cut off St. Paul communities from the river and disproportionately impacted communities of color. These access barriers demonstrate the need for The Great River Passage team to partner with other project efforts such as Re-Connect Rondo.

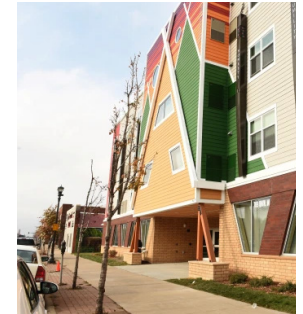
### Health, Wellness, and Resilience

Recreational river opportunities have been a core aspect of the Great River Passage Master Plan, but it is important to address environmental remediation in the context of returning sacred lands back to Native American communities. Navigating industrial environmental remediation is central to this work.

### Equitable Organizational Growth

As the Great River Passage Initiative and the Great River Passage Conservancy move through the design and implementation stages of master plan capital projects, it is essential to create an equity framework to guide project decision making. Not only is a framework necessary, but methods of internal and external equity evaluation are important in establishing benchmarks of equity success.

## EQUITY INDICATORS



*Ain Dah Yung Center supportive housing for indigenous youth*



*Reconnect Rondo land bridge proposal to restore connectivity within the neighborhood*

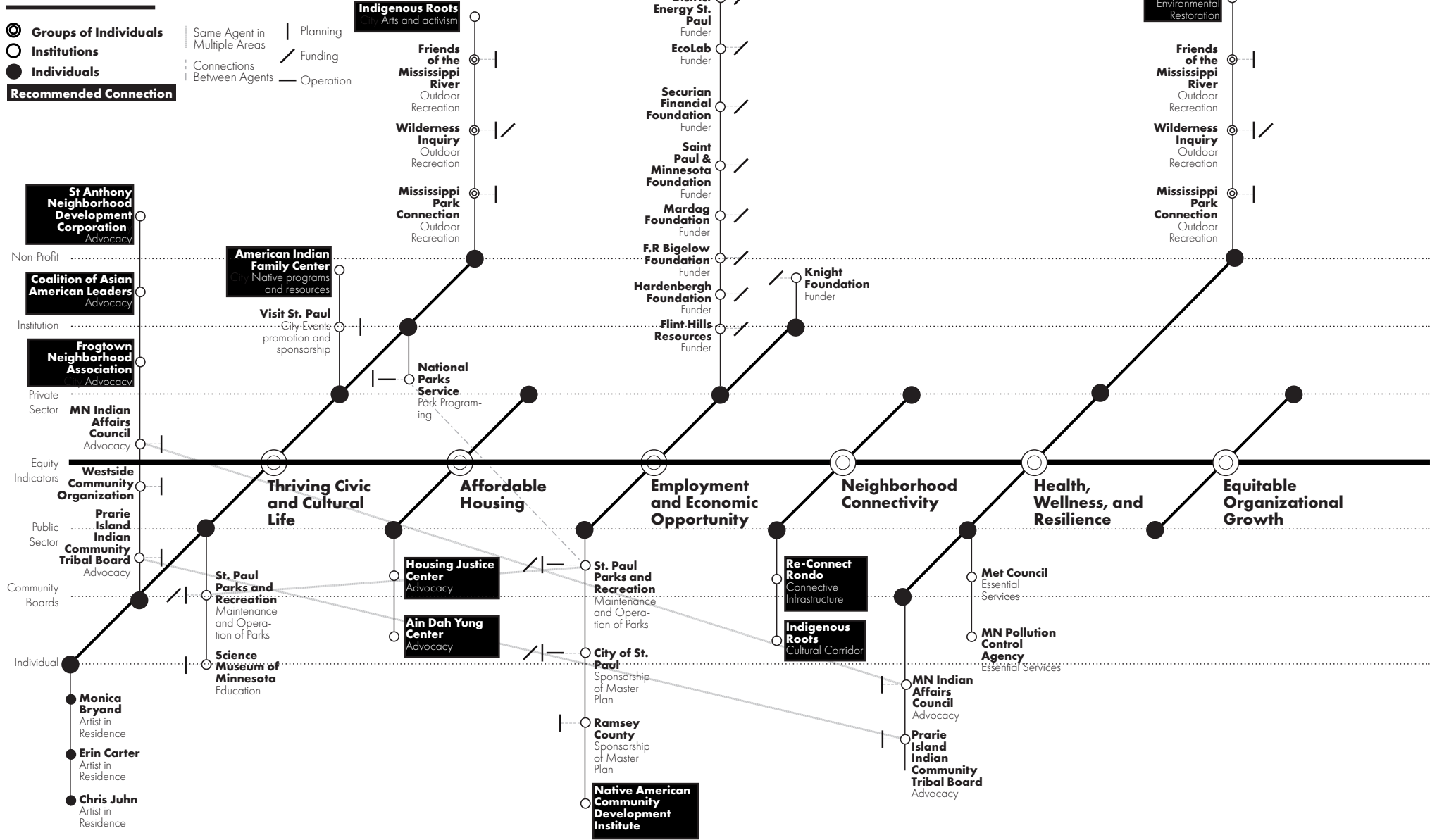
# EQUITABLE IMPACT MATRIX

Ongoing Program    Aspirational Program    **Recommended Program**

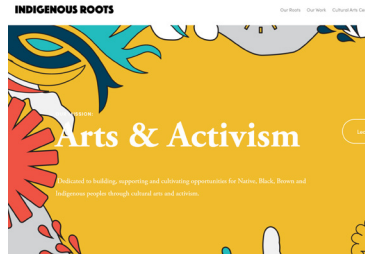
Metrics

THRIVING CIVIC AND CULTURAL LIFE	GRP Convenings - River stakeholder exchange and collaborative forum	GRP Conservancy, GRP Initiative	Stakeholder Mapping
	Program/ Event Implementation- Connecting People to the River	Local photographers, Urban Boat Builders, MS Park Connection	Observations, River Narrative Collections
	Public Cultivation and Education Strategy: River 10, River Sessions, Community Story Gathering, River Neighborhood Cohort	Urban Roots, The Other Media Group, MN Humanities Center	Asset Mapping
	Story Telling and Narrative Equity	Local Community Leadership	--
	<b>Land reparations for Native Peoples</b>	<b>City of St. Paul, Native American Tribal Leadership</b>	<b>Ownership Frameworks</b>
AFFORDABLE HOUSING	Advocate for affordable housing in all river development projects	City of St. Paul	Affordable units preserved/created
	<b>Evaluate potential economic impacts on existing areas of concentrated poverty areas adjacent to GRP capital projects</b>	<b>City of St. Paul</b>	<b>Land value forecasts</b>
EMPLOYMENT AND ECONOMIC OPPORTUNITY	Nature Based Eco-Tourism	Padleford, Packet Company	Economic Metrics/ Participant Survey
	Engage a working river - energy and industrial sectors		Employment figures
	<b>Target job creation in high unemployment areas close to project sites</b>	<b>City of St. Paul, St Paul Public Housing Agency</b>	<b>Job location data</b>
NEIGHBORHOOD CONNECTIVITY	Work with adjacent development sites to establish stronger connectivity to the river through design process	(add collaborators)	Pedestrian counts, trip times
	<b>Establish connections with ongoing community projects</b>	<b>City of St. Paul , GRP Conservancy, Re-Connect Rondo</b>	<b>Stakeholder Mapping</b>
HEALTH, WELLNESS, AND RESILIENCE	Physical fitness based events	GRP Conservancy, GRP Initiative	Stakeholder Mapping
	Nature based recreational events	Paddle Share, Wilderness Inquiry, SPPR	Stakeholder Mapping
	Restoration Planting, Environmental Stewardship Events	Friends of the Mississippi River	Stakeholder Mapping
	<b>Support Native American self- determination + sacred lands</b>	<b>City of St. Paul , GRP Conservancy, Native American Communities</b>	<b>Stakeholder Mapping</b>
EQUITABLE ORGANIZATIONAL GROWTH	Hiring of Indigenous Community Liaison	City of St. Paul, GRP Conservancy, Native American Community	--
	National Endowment of the Arts Grant- Exploring Tribal Partnership Pathway between GRP and Dakota Peoples	City of St. Paul, GRP Conservancy, Native American Community	--
	<b>Define equity mission of the conservancy</b>	<b>City of St. Paul, GRP Conservancy</b>	--
	<b>Define equity goals in capital project RFP</b>	<b>City of St. Paul , GRP Conservancy</b>	--

# COLLABORATION WEB



# COLOR LINE MAP



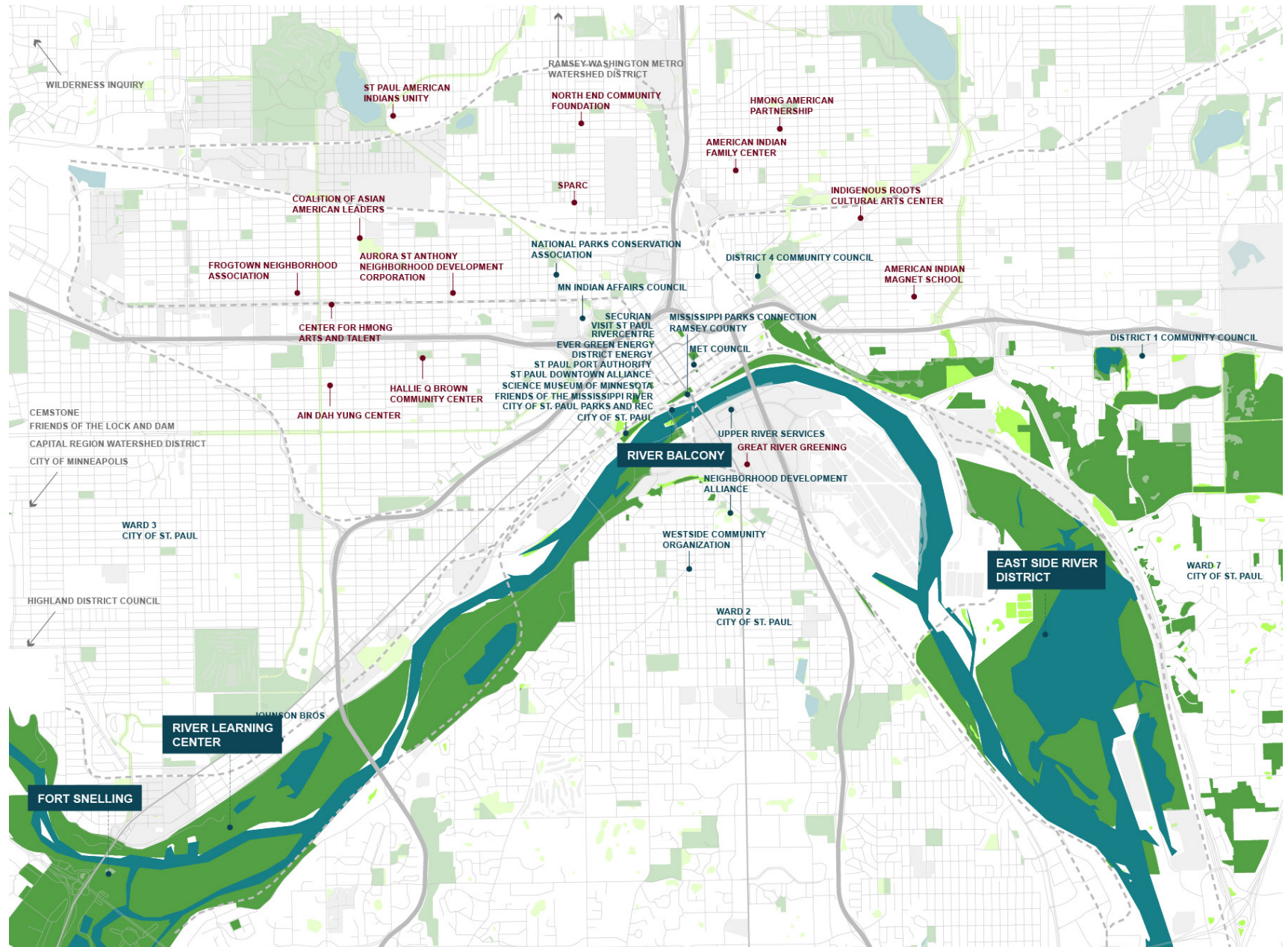
*Indigenous Roots: Organization focused on arts and culture as a form of activism*



*Great River Greening: Organization focused on environmental restoration*



*Reconnect Rondo: Organization focused on the creation of equitable infrastructure*



## RECOMMEN- DATIONS

Reflecting on our conversations with the Great River Passage team, there was a significant amount of clarifying work done to understand the partnership between the Great River Passage Initiative and the Great River Passage Conservancy. The unique relationship between the City and the Conservancy allows for a clear designation of roles and responsibilities in the management of traditional capital projects, but understanding who develops, defines, and executes equity goals within this organizational structure is unclear.

The GSD team hopes that these recommendations will capture key points discussed within our bi-weekly meetings and provide a foundation for further discussion with the High Line Network Equitable Impact Framework Pilot Partners.

### **Recommendation 1: Develop, adopt, and publish an explicit equity plan.**

The Great River Passage Master Plan was adopted as a guiding document for river revitalization within the city of Saint Paul in 2013. While this work sets an ambitious vision of transformation, there was no reference to any equity goals or objectives for proposed projects.

Moving forward, we recommend the Great River Passage Initiative and the Great River Passage Conservancy develop a clear equity plan that is upheld across the partnership and establish actionable steps to frame the work presently being done through an equity lens. The GSD team also recommends that the equity plan be published on both City and Conservancy websites for public access.

### **Recommendation 2: Define roles and responsibilities between the City of Saint Paul Great River Passage Initiative and The Great River Passage Conservancy to meet developed equity goals.**

The Great River Passage Initiative is led by the City of St. Paul and they formed a partnership with the Great River Passage Conservancy for fundraising, advocacy, and communications. The narrow focus of the Conservancy leaves community engagement under the jurisdiction of the city. Within the designated organizational roles it is important to understand how actions can be taken to execute a developed equity plan.

It is necessary for the organizations to challenge conventional practices of fundraising, communications, and engagement to ensure that resources allocated to the Great River Passage equally benefit St. Paul communities. While the Great River Passage Conservancy is also a young organization, equity goals should drive the evolution of work.

### **Recommendation 3: Use fundraising arm of the Great River Passage Conservancy not only for capital projects, but for long-term community relationship building especially with Native American communities.**

Since 2016, the Great River Passage Initiative and the Great River Passage Conservancy have coordinated engagement work with the Dakota Native American community. Through these collaborative efforts, capacity gaps in the planning process were identified. The Great River Passage Conservancy and the Prairie Island Community applied for a National Endowment of the Arts Grant to facilitate the co-creation of a project partnership, but unfortunately were not awarded funding.

The Great River Passage Conservancy now has the opportunity to use their fundraising network to facilitate long term collaboration with Native American communities. Due to the scale and impact of the Great River Passage on Dakota homeland, it is especially important to generate capital for the support of sustained relationships that ensure Native American self determination.

### **Recommendation 4: Build expansive, diverse, and transparent channels of communication around Great River Passage efforts to maximize information exchange and community engagement.**

Current information on the Great River Passage is split between the City website and the Conservancy website. While there are various roles and responsibilities associated within the partnership, the GSD team recommends a consolidation of information onto one or both websites.

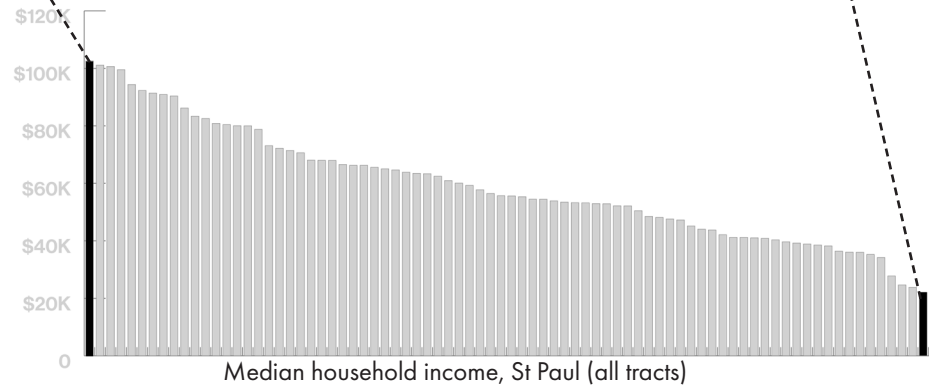
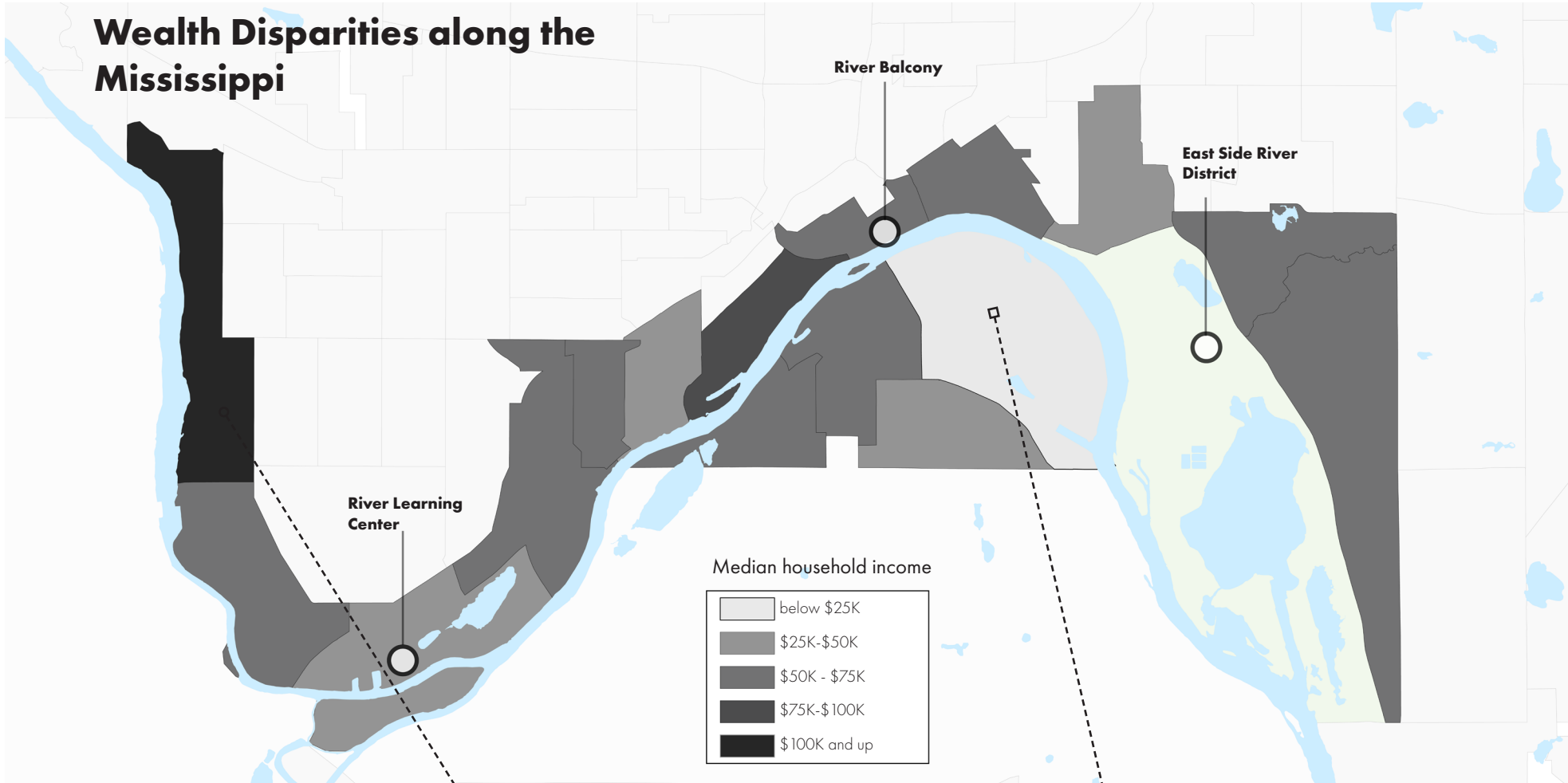
It is also important to note that neither website has a clearly defined space to describe equity initiatives or actions. As projects enter new stages of design and development, it is critical to direct the public to all available resources in a streamlined manner.

### **Recommendation 5: Develop methods to equitably distribute economic benefits brought on by Great River Passage capital investments**

As development of the Great River Passage Conservancy capital projects advance, it is important to understand and evaluate the economic impact of these investments on adjacent communities.

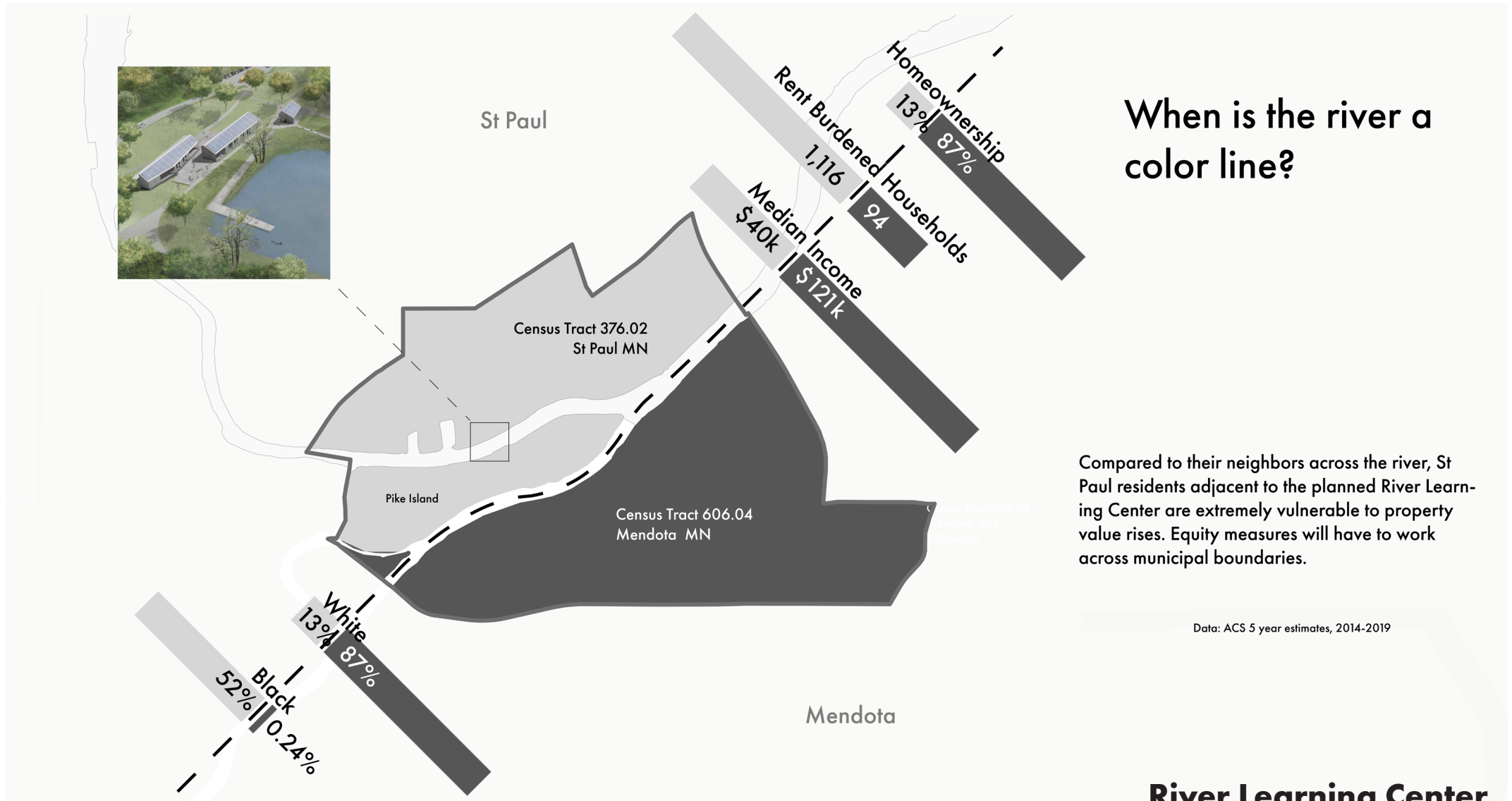
Mapping demographics, income levels, unemployment, and homeownership initiate a start to understanding the context in which the projects are built, but collaborating with partners who can anticipate projected economic outcomes are essential in the decision making process.

# COLOR-LINE MAP



At either end of the riverfront, the city's wealthiest and second-least wealthy census tracts.

# COLOR-LINE MAP



## When is the river a color line?

Compared to their neighbors across the river, St Paul residents adjacent to the planned River Learning Center are extremely vulnerable to property value rises. Equity measures will have to work across municipal boundaries.

Data: ACS 5 year estimates, 2014-2019

## River Learning Center

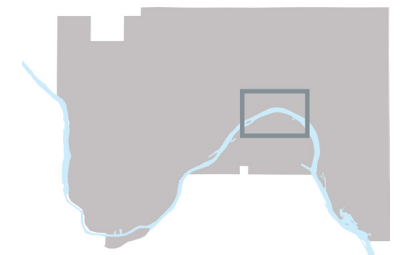


# COLOR-LINE MAP



The Twin Cities Section 3 Collaborative empowers Twin Cities metro area Low Income and public housing residents and businesses to connect to jobs, training opportunities, and contracting opportunities.

## River Balcony



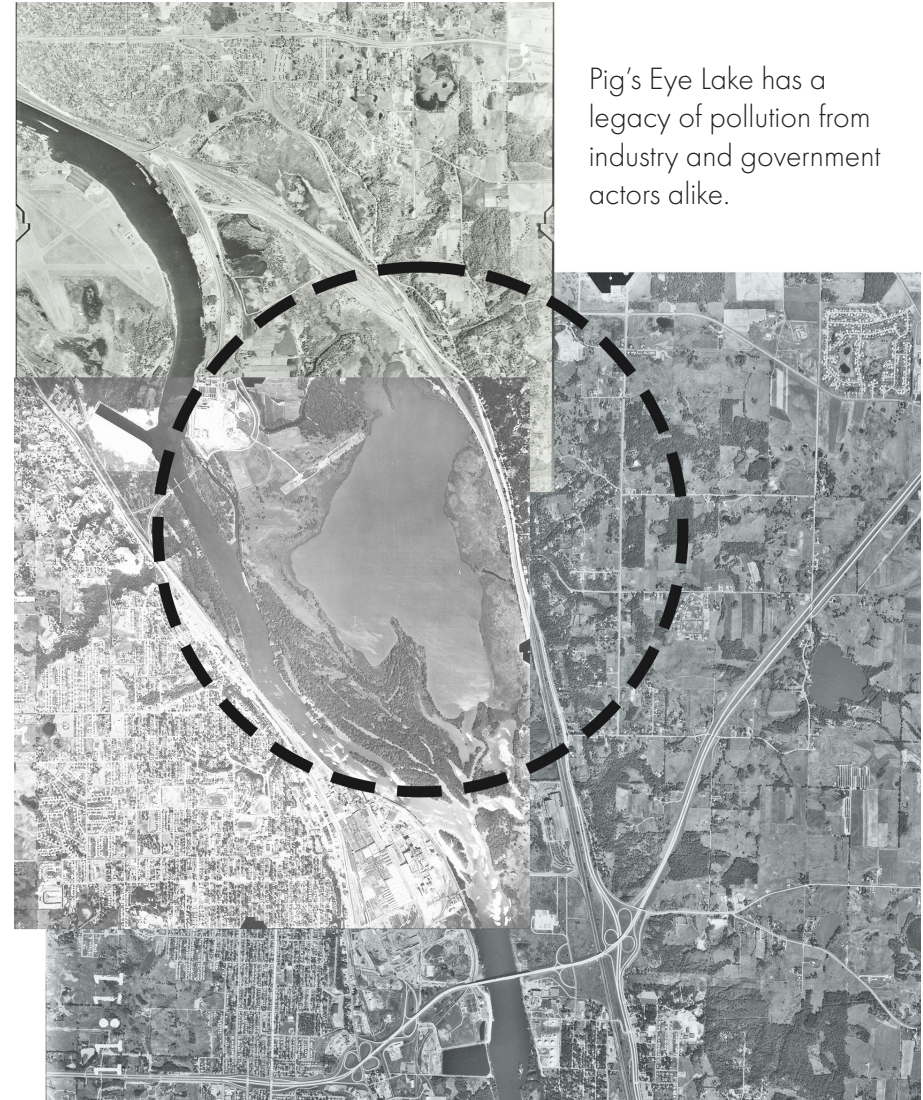
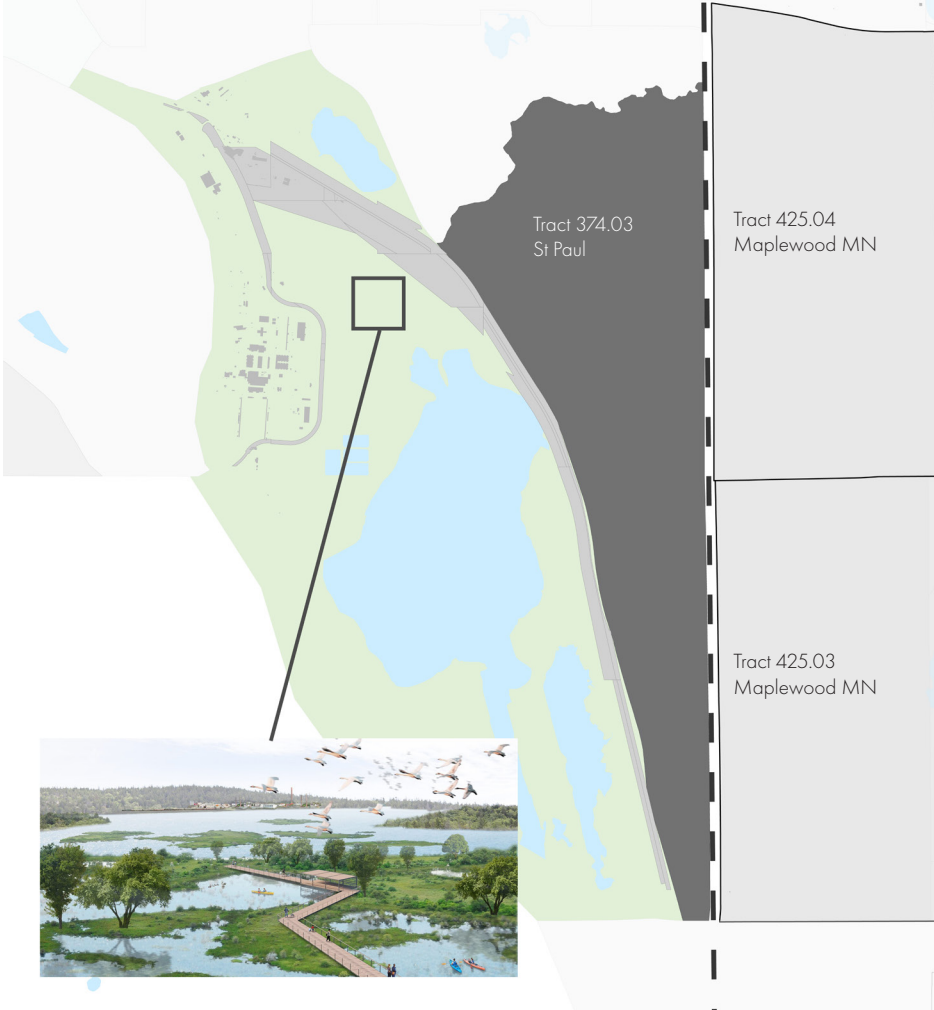
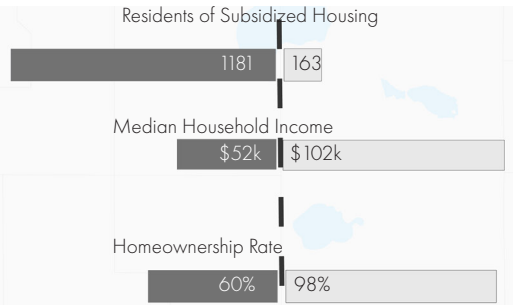
Despite their proximity to a central business district, the areas immediately surrounding downtown suffer from some of the city's highest rates of unemployment. Targeted hiring for the River Balcony can help address geographic employment gaps.

**Citywide unemployment: 5%**



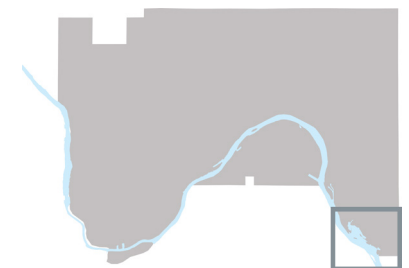
# COLOR-LINE MAP

Industrial proximity frequently defines housing patterns. The area next to the planned East Side River district, currently an industrial zone and rail yard, has one of the city's highest concentrations of subsidized housing residents (primarily Section 8).



Pig's Eye Lake has a legacy of pollution from industry and government actors alike.

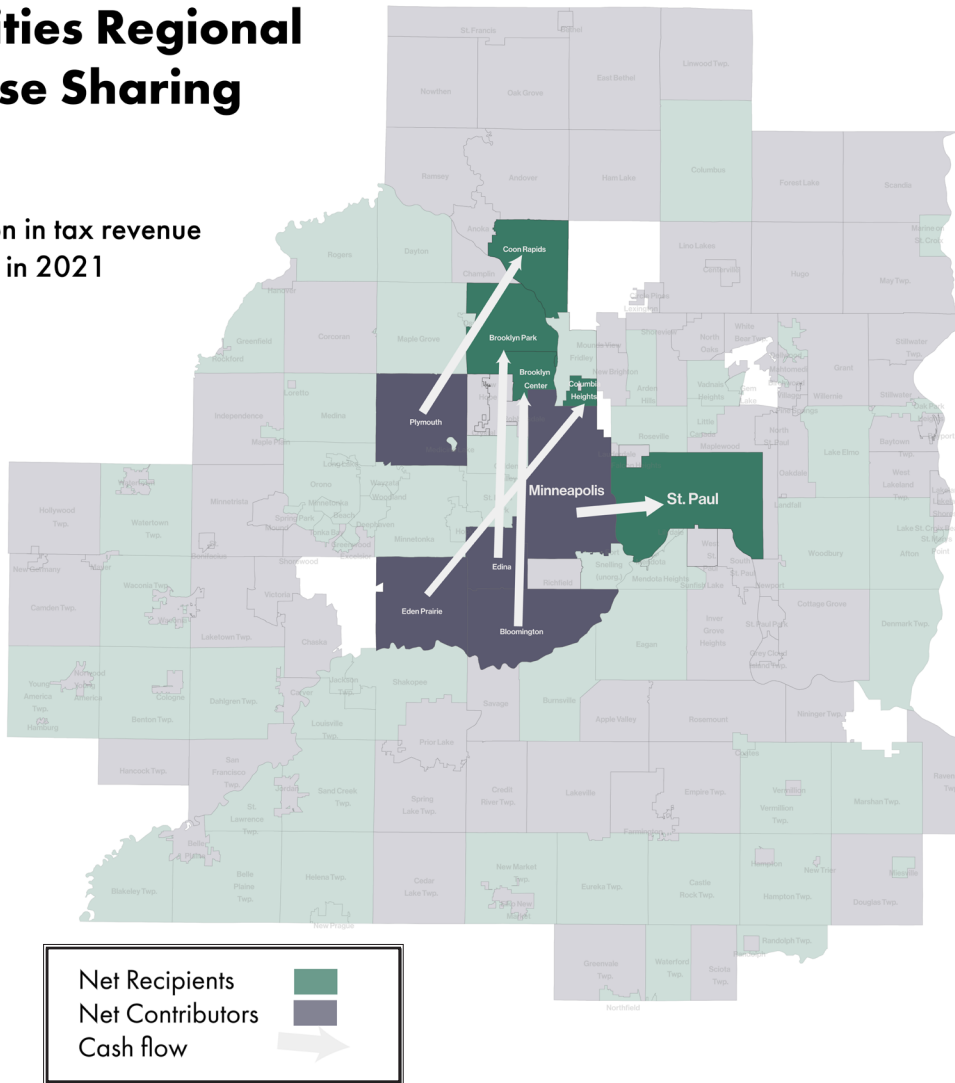
## East Side River District



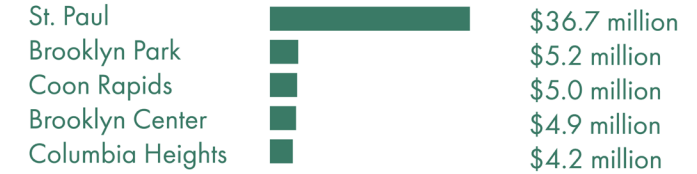
# COLOR-LINE MAP (REVERSING THE COLOR LINE)

## Twin Cities Regional Tax Base Sharing

\$697 million in tax revenue reallocated in 2021



### Top Recipients 2021



### Top Contributors 2021

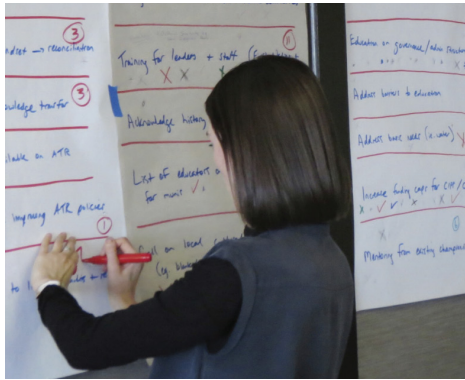


The Twin Cities Metro region engages in a revenue sharing arrangement that seeks to balance fiscal disparities between municipalities. Each year, millions of dollars flow from affluent communities (contributors) toward under-resourced ones (recipients).

St Paul, the largest beneficiary of this arrangement, received nearly \$37 million in 2021 from its wealthier neighbors. This regional approach to equitable funding could serve as a model for sharing resources across municipal lines, as adjacent communities will also benefit from the Great River Passage.

# NATIONAL INDIGENOUS-LOCAL GOVERNMENT PARTNERSHIP FORUM

Alderhill Planning  
British Columbia, Canada



**Program:** Partnership Process

Alderhill Planning is an Indigenous owned and operated planning company. The firm focuses specifically in indigenous planning and curating a design process embedded in cultural respect. Within all of their projects, Alderhill Planning acts as a facilitator and mediator- bringing together various perspectives in shaping desired outcomes.

**Context:** Traditional planning approaches often fail to be inclusive of Indigenous voice and Indigenous planning practices. Alderhill Planning centers an approach to planning embedded in grounding principals that serve all communities.

**Actors:** Alderhill Planning, Federation of Canadian Municipalities, Council for the Advancement of Native Development Officers, Department of Indigenous Services Canada, Crown-Indigenous Relations and Northern Affairs

**Funding:** Unknown

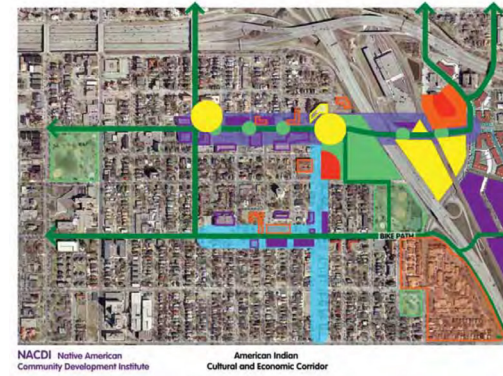
**Outcomes:** **Medium-term:** Increase funding for collaborations between local and tribal governments, expand programming that focuses on municipal coordination  
**Long-term:** Hold forums, expand information exchange, expand staff in local governments and tribal governments for collaboration

**Strategies:** Create flexible multi-year funding with higher caps, tools and resources for cultural learning and community engagement, mentorship programs for information exchange

**Applications:** Generate various pathways for city governments to support Indigenous self determination in the planning process of capital projects

# AMERICAN INDIAN COMMUNITY BLUEPRINT

Native American Community Development Institute  
Minneapolis, MN



**Program:** Community Development

The Native American Community Development Institute develops projects that are specifically focused on the benefit of the Native American community. They work in partnership with other Indigenous- led organizations to invest in comprehensive asset- based strategies.

**Context:** NACDI was founded in 2007 to address challenges faced by urban Indigenous communities in the Minneapolis/ Saint Paul region. The organizations focus on providing community development strategies that strengthen the Native American Community.

**Actors:** NACDI

**Funding:** Unknown

**Outcomes:** **Medium-term:** Develop a working asset based framework with actionable strategies, engage expansive urban Native American Community.  
**Long-term:** Implement actionable strategies that support and sustain Native American health, culture, and economy.

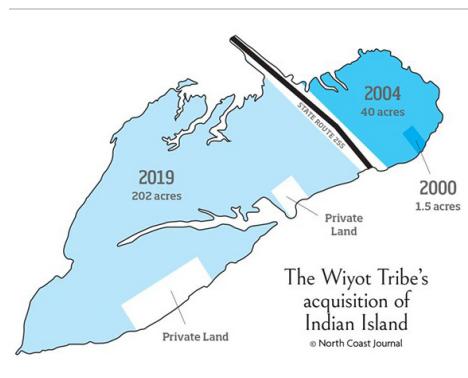
**Strategies:** Areas of focus include three categories of community wholeness, community economic vitality, and community prosperity.

**Applications:** The projects sets a framework for community advancement for urban Indigenous populations that is driven on a grassroots level.

## LAND RESTORATION

### Wiyot Tribe & City of Eureka

Eureka, CA



**Program:** Land transfer to tribal government

In 2019, the city of Eureka, completed the first and only unconditional land transfer from a US municipality, giving all public parcels on Duluwat Island to the Wiyot tribe. Under Wiyot stewardship, the island has undergone environmental remediation and now supports ceremonies and archaeological preservation.

**Context:** The Wiyot tribe had for decades sought to reclaim the island--a site of historic and spiritual significance--to no avail. After the tribe purchased a 1.5 acre parcel and immediately led its cleanup, the city was persuaded that the land was best in Wiyot hands.

**Actors:** Wiyot Tribe, City of Eureka EPA

**Funding:** Private fundraising, EPA grant, land donation in-kind

**Outcomes:** **Medium-term:** environmental recovery expedited, historic and cultural preservation, restoration of native land  
**Long-term:** Wiyot are planning cultural center in downtown Eureka and outskirts, to further support the island's recovery and ongoing programming

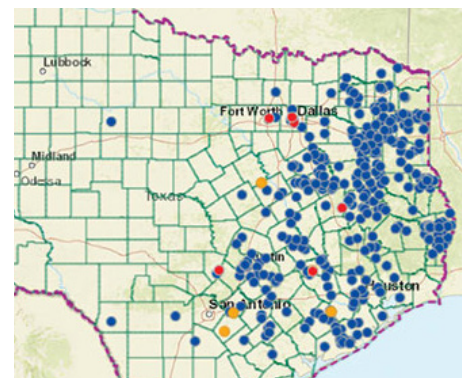
**Strategies:** starting small and scaling up, creative fundraising, collaborative partnership between city and tribal governments

**Applications:** This is another pathway to Dakota ownership of the project, and can serve as a model for local governments interested in correcting historic wrongs through restorative planning. This case is particularly relevant as it combines historic and cultural preservation with environmental remediation.

## PARTICIPATORY PRESERVATION

### Texas Freedom Colonies Project

Eastern Texas



**Program:** Historic mapping, preservation, and engagement

The Texas Freedom Colonies Project connects geographically disparate stakeholders to their ancestors' historic homes. By engaging descendants through annual events, the project collects much-needed information about the settlements' histories, while fostering a unique relationship between people and place.

**Context:** Formerly enslaved Texans founded hundreds of Freedom Colonies, yet the historical record of these settlements is relatively thin. The project, established by Texas A&M professor (and colony descendant) Dr. Andrea Roberts, involves mapping, oral history, and has created a wide, cohesive stakeholder network.

**Actors:** Texas A&M University, Freedom Colony descendants

**Funding:** Unknown

**Outcomes:** **Medium-term:** identification and mapping of more than 300 settlements, regular convenings, preservation of historical materials and oral histories  
**Long-term:** continued research and mapping, sustained growth of descendant network, apply historic and cultural lessons to current planning initiatives.

**Strategies:** creative engagement methods, regular convenings, oral history, archival research and preservation, participatory mapping

**Applications:** The Freedom Colonies Project skillfully blends research with practice, and can inform GRP's work with the Dakota. This is a strong model for engagement with nonlocal stakeholders who nonetheless have a strong connection to a particular place.

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## DATA SOURCES