

| | | |
|-----------------------------|--|--|
| | | Executive Summary |
| C | Community Development Committee | Item: 2006-341 |
| | Meeting date: December 18, 2006 | |
| | Metropolitan Council meeting date: January 17, 2007 | |
| ADVISORY INFORMATION | | |
| | Date: | November 21, 2006 |
| | Subject: | Spring Lake Regional Park development master plan, Scott County (Referral No. 19844-1) |
| | District(s), Member(s): | District 4 – Julius C. Smith |
| | Policy/Legal Reference: | MS 473.313 |
| | Staff Prepared/Presented: | Arne Stefferud, Planning Analyst– Parks (651-602-1360) |
| | Division/Department: | Community Development Division/ Regional Systems Planning and Growth Strategy |

Proposed Action/Motion

That the Metropolitan Council:

1. Approve the Spring Lake Regional Park development master plan (Referral No. 19844-1)
2. Request Scott County to submit to the Metropolitan Council estimated annual costs to operate and maintain Spring Lake Regional Park and projected revenue sources to cover those costs when it submits capital improvement grant requests for the park.

Issue

Is the Spring Lake Regional Park development master plan consistent with applicable Metropolitan Council policy plans?

Overview and Funding

Scott County has submitted a development master plan for Spring Lake Regional Park for Metropolitan Council review and approval. Spring Lake Regional Park is located in the City of Prior Lake. The 306 acre park is owned by Scott County, but was managed by Three Rivers Park District until 2005. The park is undeveloped.

This review concludes that the Spring Lake Regional Park development master plan contains sufficient information to meet the requirements of the *2030 Regional Parks Policy Plan* and that it is generally consistent with the requirements of the plan. However, Scott County should submit to the Metropolitan Council estimated annual costs to operate and maintain the park and projected revenue sources to cover those costs when it submits capital improvement grant requests for the park.

The total estimated cost for park facility infrastructure in the master plan is \$6,290,000 in 2006 dollars. The total estimated cost for natural resource restoration for the park is between \$462,000 and \$1,187,000.

Approval of this master plan does not commit the Council to any funding at this time. Future development funding based on this master plan would be done through the Regional Parks Capital

Improvement Program (CIP). Council action is required to approve the CIP and to approve specific grants.

The Metropolitan Parks and Open Space Commission reviewed the master plan at its meeting on November 14. They discussed the following issues:

1. An off leash dog park was proposed for this regional park. The Commission heard from park implementing agency staff that off leash dog parks were being provided in regional parks and in local parks to meet needs of pet owners. Coordinated planning for this facility was being done between regional park agencies and local park departments.
2. The master plan didn't contain an estimated annual cost to operate and maintain the park and estimated revenue sources to cover those costs. Scott County staff explained that these costs were not included at this time because the County had just begun to operate a portion of the regional park system. Prior to 2005, the County had contracted with Three Rivers Park District to operate and maintain regional park facilities in the County. The Park District is still operating Cleary Lake Regional Park and Murphy Hanrehan Park Reserve, but Scott County is responsible for operating and maintaining the Scott County Regional Trail (partially developed and open for use), Doyle-Kennefick Regional Park (currently being acquired) and Spring Lake Regional Park (acquired but undeveloped). As the County gained experience in park and trail operations and maintenance it would be able to provide a more accurate estimate on the costs to operate and maintain Spring Lake Regional Park and estimate the revenue sources to cover those costs. The County would provide that information to the Metropolitan Council when it submitted its capital improvement funding requests for the park.

The Commission unanimously approved the recommendations.

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

DATE: November 2, 2006

TO: Metropolitan Parks and Open Space Commission

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

SUBJECT: (2006-341) Spring Lake Regional Park development master plan, Scott County (Referral No. 19844-1)

INTRODUCTION:

Scott County has submitted a development master plan for Spring Lake Regional Park for Metropolitan Council review and approval.

The *2030 Regional Parks Policy Plan* (Chapter 2 – Policies and Strategies, Section D – Planning, Strategy 4A- Master Plans), describes the role of the master plan in the regional park system. The policy requires that any project proposed for funding in the Metropolitan Regional Parks Capital Improvement Plan (CIP) be consistent with a Metropolitan Council approved regional park master plan.

This memorandum contains a review of the Spring Lake Regional Park development master plan and recommends that it be approved based on its consistency with the *2030 Parks Policy Plan* and other Council policy plans. However, the County should submit an amendment to the plan that estimates annual operations and maintenance costs of the park and revenue sources to finance those costs when it seeks capital improvement funds from the Metropolitan Council for park infrastructure.

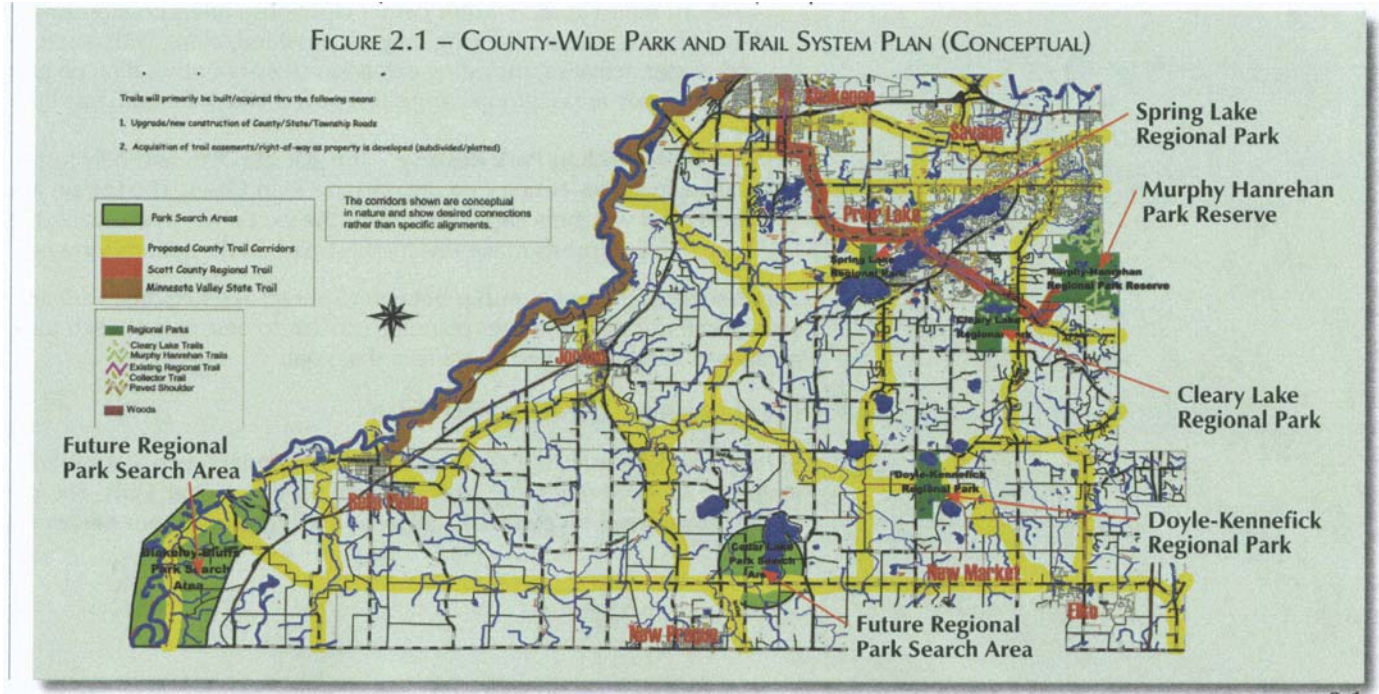
AUTHORITY TO REVIEW

Minnesota Statute 473.313, Subdivision 1 requires Regional Park Implementing Agencies to, “prepare, after consultation with all affected municipalities, and submit to the Metropolitan Council, and from time to time revise and resubmit to the council, a master plan and annual budget for the acquisition and development of regional recreation open space located within the district or county, consistent with the council’s policy plan.” (i.e., the *2030 Regional Parks Policy Plan*)

Minnesota Statute 473.313, Subdivision 2 authorizes the Metropolitan Council to review, with the advice of the Metropolitan Parks and Open Space Commission, master plans for the regional park system. Plans are reviewed for their consistency with the *2030 Regional Parks Policy Plan*. If a master plan is not consistent with Council policy, the Council should return the plan to the implementing agency with its comments for revision and resubmittal.

BACKGROUND:

Spring Lake Regional Park is located in the City of Prior Lake. The 306 acre park is owned by Scott County, but was managed by Three Rivers Park District until 2005. The park is undeveloped. The following map illustrates the park's location relative to other regional park units in Scott County.



ANALYSIS:

1. Boundaries and Acquisition Costs

In 2005, Scott County exchanged 39 acres of the park to the City of Prior Lake for a community athletic field complex. In return, 3 parcels totaling 51 acres are being obtained by the City of Prior Lake via park land dedication authority and then transferred to the County for the regional park. In 2006, 19.5 acres of that land was added to the park. The master plan also states that the County is collaborating with the City of Prior Lake on obtaining an additional 9.5 acres on the east side of the park as new development occurs there. Actual acreage may vary depending on subdivision design and development agreements.

Scott County has informally discussed a cooperative use agreement with the Shakopee Mdewankanton Sioux Community for joint-use of 8.5 acres of tribal lands on the northeast edge of the park for a trail corridor. Actual acreage may vary depending on what can be negotiated.

The total acreage of the park with the anticipated dedicated acreage from the City of Prior Lake is 364.5 acres. The ultimate acreage of the park is 382.5 acres based on the assumption that up to 9.5 acres will be dedicated from the City, and up to 8.5 acres is added under a joint use agreement with the Mdewankanton Sioux Community. Figure 4.1 from the master plan illustrates the park boundary and the additional lands (see next page for Figure 4.1).

FIGURE 4.1 – PARK PROPERTY BOUNDARY



2. Stewardship Plan

Stewardship means what actions the park agency will take in managing land it acquires for a park before it is developed with recreational facilities. The County contracted with Three Rivers Park District to manage this park. That contract ended in 2005. Scott County has done an assessment of the vegetation and structures on site and conducted other stewardship activities including boundary marking.

3. Needs Analysis

The functional interrelationship of Spring Lake Regional Park with other park units in Scott County was considered in the master plan to ensure that Spring Lake Regional Park would complement the other units (Cleary Lake Regional Park, Murphy-Hanrehan Park Reserve and Doyle-Kennefick Regional Park).

The population of Scott County is forecasted to increase from 89,498 to 221,670 by 2030. The master plan cites public input and regional recreation trend data regarding demand for specific recreation facilities in the park and how those facilities complement what is provided elsewhere in the County. Findings from the public input process are:

- The park should accommodate recreational activities that address regional needs as defined by recreational and demographic trends and that are appropriate for this particular setting.
- The park's development footprint should be kept as small as possible in order to preserve natural open space areas.
- The area north of County Road 12 should be kept as natural as possible, with the major group use area located south of the Road along the Spring Lake lakefront.
- The park should complement, not duplicate services provided in other parks and nature centers in the area.
- Paved trails should be kept on the periphery of the park as much as possible and used to link major use areas together and keep bicycles off the main road. A north-south connection to trails outside the park should be established. A more extensive network of natural surfaced trails in the interior of the park was strongly supported.
- Spring Lake is not well suited for swimming and therefore no beach should be provided.
- There was little support for an RV type campground, boat launch, and other large consumptive uses unless demand was clearly documented.
- There was support for retaining the current snowmobile through the park that links Spring Lake to Prior Lake, but it should not be expanded.
- An off-leash pet area was supported and "family oriented" use areas were supported.

4. Development

The proposed development activities and estimated costs of \$6.29 million are described below. A schematic plan of the park's development is shown on page 7.

| Master plan component | Description and items included in cost estimate | Cost Estimate (2006 dollars) |
|--|---|-------------------------------------|
| General park removals and site preparation | Removal and clean up of debris, existing fencing and gates, signage, and existing gravel road within the park except that part of the road within the city park property | \$100,000 |
| Main Park Drive and Parking Lots | Rural section asphalt park drive Three 20-car parking lots along drive at trailheads One 50-car lot for multi-use facility Stormwater systems-culvers, storm sewer, etc. Roadway signage Miscellaneous roadway related site amenities Park entrance signage Restoration and landscape enhancements | \$610,000 |
| Paved trail loop | 3.5 miles of 10 foot wide trail Trail head and trailside amenities (benches, etc.) Trail signs Stormwater systems (culverts, diversions) Miscellaneous improvements (retaining walls, etc.) Boardwalk across wetlands in select locations | \$600,000 |
| Pedestrian bridge over County Rd. 12 | Bridge structure Accompanying retaining walls at touchdown points Architectural enhancements consistent with master plan imagery | \$500,000 |
| Nature Trail Loop | 3.1 miles soft surfaced trail, 4 feet wide Trailhead and trailside amenities (overlooks, benches) Trail signs Footbridges Stormwater systems (culverts, diversions) | \$130,000 |
| Multi-Use Facility | 1,200 sq. foot multi-use building Associated walkways and trails Outdoor plaza area Miscellaneous site amenities Utilities (well, septic system, electrical) | \$490,000 |
| Outdoor classroom and performance area | Three sided structure for 20 people Adjoining performance area with seating for 50 to 60 | \$95,000 |
| Group camping area | Sized for 50 to 60 people (6 sites) Camp site amenities (grills, picnic tables, fire pit, tent pad, small roofed structure) Group gathering area Soft-surfaced walking paths Vault toilets Restoration and landscape enhancements | \$90,000 |
| Outdoor skills area | Equipment (ropes course, etc.) Rest area/group area (benches, etc.) | \$20,000 |

| Master plan component | Description and items included in cost estimate | Cost Estimate (2006 dollars) |
|--|--|-------------------------------------|
| Off-leash pet area | Perimeter fence Seating area Signage Drinking fountain Parking (provided in city park, not in this estimate) | \$80,000 |
| Trailheads and family picnic areas along park drive | Three picnic shelters (20-25 people) Picnic tables, grills, trash receptacles Vault toilets Trail head kiosk Restoration and landscape enhancements Parking (cost included in main park drive) | \$175,000 |
| Fishing piers and platforms | 1 fishing pier and 2 fishing platforms onto Prior Lake Benches, trash receptacles Signage Restoration and landscape enhancements | \$45,000 |
| Archery practice area | Practice targets Restoration and landscape enhancements | \$7,000 |
| Park Entrance Drive and Parking Lot for Lakefront Development Area | 125-car parking lot Rural-section asphalt entrance drive Stormwater systems (culverts, rain garden, storm sewer) Roadway signage Restoration and landscape enhancements | \$320,000 |
| Four season pavilion and associated plaza for Lakefront Development Area | 3,000 square foot building, including restrooms, food preparation area and activity space Utilities (city sewer, water, electricity, natural gas) Paved plaza area Arbor structure, planters and retaining walls Ornamental fountains and outdoor lighting Group use area and informal green area Restoration and landscape enhancements | \$1,330,000 |
| Youth Play Area for Lakefront Development Area | 10,000 square foot play structure area Associated benches, drinking fountain, etc. Concrete curbing and safety surfacing Play equipment | \$160,000 |
| Paved trail in Lakefront Development Area | 1.1 miles of trail, 8 feet wide Trailhead and trailside amenities (benches, etc.) Stormwater systems (culverts, diversions) | \$125,000 |
| General shoreline development in Lakefront Development Area | Observation platform/canoe and kayak launch 1 fishing pier and 4 fishing platforms with associated benches and signage Family picnic areas (tables, grills, trash receptacles) Restoration and landscape enhancement | \$150,000 |
| Snowmobile Trail | 0.6 miles of soft-surfaced winter only trails | \$5,000 |
| | Subtotal Construction Estimate | \$5,032,000 |
| | 15% for professional fees and charges for surveying, design, engineering, permits and 10% contingency | \$1,258,000 |
| | Total construction, fees, charges and contingency | \$6,290,000 |



B
 BREWER & ASSOCIATES, LTD.
 LAND USE PLANNING AND DESIGN
 10447 Rockport Road, Scotts Dale
 Houston, MN 55343
 Phone: 953-37
 Date: Rev. 12/06, 2006

FINAL MASTER PLAN *Scott*
SPRING LAKE REGIONAL PARK

5. Conflicts

The master plan was prepared in consultation with the city of Prior Lake, the Shakopee Mdewankanton Sioux Community, Spring Lake Township, City of Shakopee, Spring Lake Watershed District, Scott County highway department, and interested citizens. Alternative development proposals were considered with a consensus supporting the final plan reached. The relationship between the regional park and the City athletic field complex as well as the relationship between the regional park and adjacent residential land was carefully considered in preparing the development master plan.

As illustrated in the Development section above, the City of Prior Lake is providing land area for a separate access drive to the regional park on the north side of its property. In addition, the City will work with the County on providing an adequate buffer between the proposed regional park drive and the athletic fields planned for the city park to preserve the sense of place within the regional park. This may require flexibility on property boundaries between the two parks if the access drive and buffers on city park property substantially diminishes the land area needed for developing its own facilities. Any land exchanges that are required will be further defined when either the City or the County initiates development of either park.

Where feasible, shared use of facilities will be maximized between the city and the regional park. This includes the shared use of city park parking for the off-leash pet area and general access to restrooms under normal park hours. The City anticipates having a maintenance function within the city park, which also provides an opportunity for shared use under a joint-use agreement.

7. Public Services

The City of Prior Lake provides water and sewer service and emergency response service to the park. Public utilities to serve the Lakefront Development Area would be provided when that portion of the park is developed.

8. Operations and Maintenance

Operations and maintenance of the regional park will be carried out by Scott County. The master plan does not include an estimated annual cost to operate and maintain the park at this time. This oversight is due primarily to the fact that Scott County began to own and manage two undeveloped park areas (Spring Lake and Doyle-Kennefick) plus a regional trail (Scott County Regional Trail) in 2005. Its park operations efforts have focused on master planning, land acquisition and natural resource management of the lands it currently owns.

The master plan does include an annual estimated cost for natural resource management in the park that ranges from \$51,200 to \$92,000. And, the plan includes three strategies for financing natural resource management costs: (1) part of the County's park operations and maintenance budget, (2) a separate endowment fund managed by the County, and (3) a non-profit foundation that raises and spends funds to manage the natural resources in the park.

To insure that Scott County will be able to adequately maintain the capital improvement infrastructure called for in this development master plan, the County should submit an amendment to the master plan that includes estimated annual operations and maintenance costs and projected revenues to finance those costs for capital infrastructure the County wishes to construct when it seeks capital improvement grants from the Metropolitan Council.

9. Citizen Participation

The master plan was prepared by the Scott County Parks Advisory Commission with the assistance of a planning consultant. They consulted with a technical advisory committee that represented the City of Prior Lake, Spring Lake Township, the Shakopee Mdewankanton Sioux Community, City of Shakopee, Scott County, Spring Lake Watershed District and individuals with a strong interest in the park's development and management. The technical advisory committee met five times to consider alternative development proposals and management issues. The County held public open houses at the beginning and end of the planning process to obtain initial feedback on what the park should become and to gain feedback on the draft plan.

10. Public Awareness

The plan describes approaches to increasing public awareness of the County's parks and trails—printed materials, electronic communication, other outreach (e.g. displays at the County Fair, County newsletter, and news releases), plus Scott County will prepare a marketing plan identify the need to expand and diversify marketing and communication efforts to reach minority populations and special needs groups.

11. Special Needs

The master plan references the need to develop the park's recreation facilities to meet Americans with Disabilities Act requirements. The plan specifically calls for involving representatives of special needs populations in the detail design of specific facilities.

12. Natural Resources

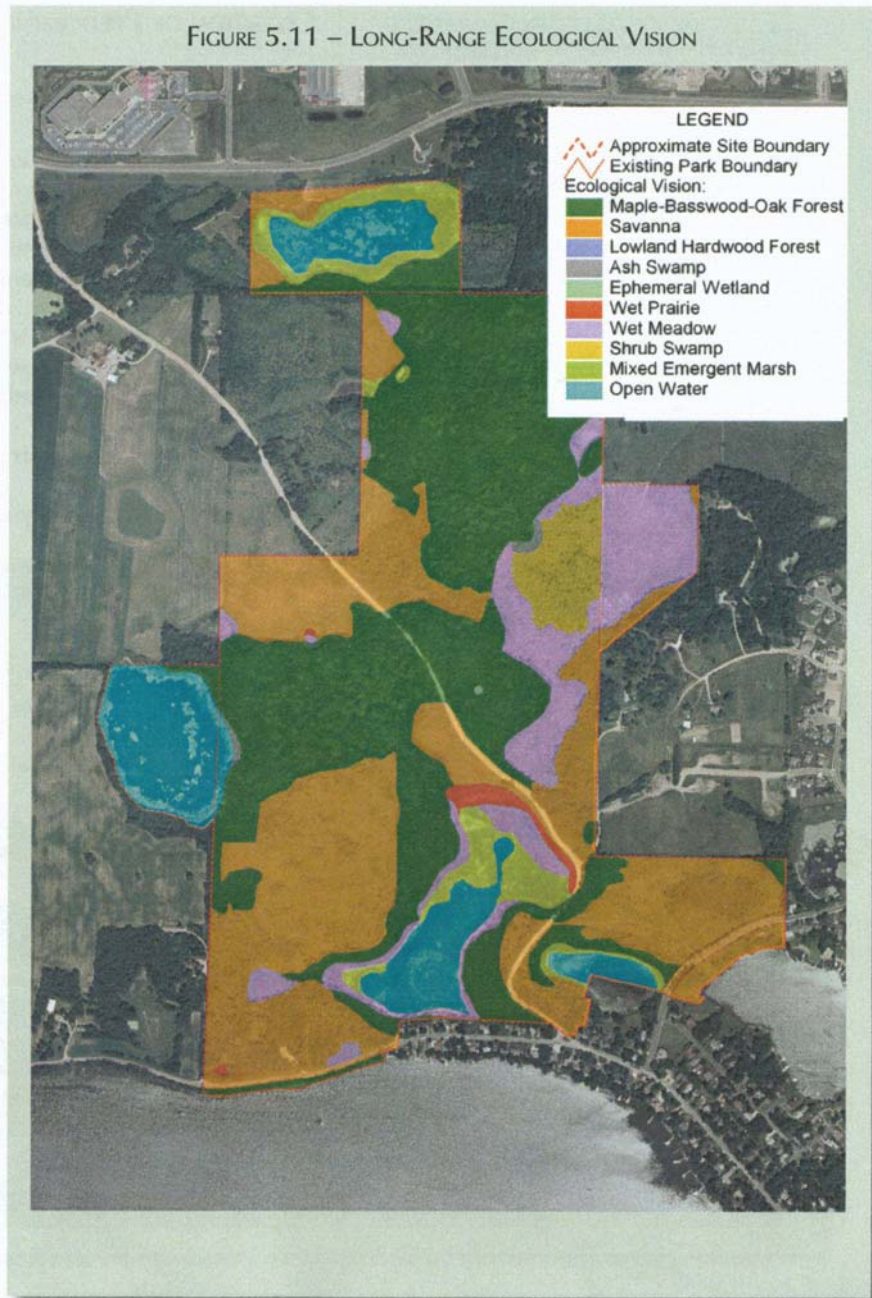
The plan has a detailed inventory and management plan for natural resources. The predominant ecological communities envisioned within the park include:

- Maple-basswood forest. It is the pre-European settlement vegetation community that dominated the region's uplands.
- Mesic-oak savanna: It is found in transition zones between prairies and deciduous forests.
- Lowland hardwood forests: It is a transitional forest on wet-mesic sites with seasonally high water tables that do not flood regularly and have mineral soils.
- Ash swamp: It is a wetland with scattered ash trees and a dense non-woody plant vegetation layer, often located on the edges of lakes and larger wetlands.
- Ephemeral wetland: A temporarily flooded or saturated wetland.
- Wet prairie: A diverse plant community rich in wildflowers, sedges and native grasses.
- Shrub swamp: A wetland with significant shrub cover, often forming patches within a matrix of non-woody plants.
- Mixed emergent marsh: Generally occurs on the edges of lakes or large wetlands.

Specific actions for restoring and managing the park's vegetative, wildlife and water resources are included in the plan.

The estimated costs for restoring the natural resources in the park range from \$462,000 to \$1,187,000. The range in costs is due to the fact that Scott County does not have any reliable data available for projecting costs associated with ecological restoration and management because natural resource stewardship in the County is in its infancy. As noted earlier the County just began managing park land in 2005. The following map illustrates the long range ecological vision for the park.

FIGURE 5.11 – LONG-RANGE ECOLOGICAL VISION



5.13

REVIEW BY OTHER COUNCIL DIVISIONS:

Aviation (Chauncey Case) – No impacts

Environmental Services – Storm water (Jim Larsen) – No impacts.

Environmental Services – Sewers (Roger Janzig) – No impacts

Metro Transit (Adam Harrington) – No impacts.

Metropolitan Council Transportation (Ann Braden) – No impacts.

CONCLUSIONS:

1. The *2030 Regional Parks Policy Plan* requires that master plans include information on eleven items reviewed in the “analysis section” above. It also requires that sufficient information be included on the estimated cost of the acquisition and development proposed in the master plan. This review concludes that the Spring Lake Regional Park development master plan contains sufficient information to meet the requirements of the *2030 Regional Parks Policy Plan* and that it is generally consistent with the requirements of the plan. However, Scott County should submit to the Metropolitan Council estimated annual costs to operate and maintain the park and projected revenue sources to cover those costs when it submits capital improvement grant requests for the park.
2. The total estimated cost for park facility infrastructure in the master plan is \$6,290,000 in 2006 dollars. The total estimated cost for natural resource restoration for the park is between \$462,000 and \$1,187,000.
3. Approval of this master plan does not commit the Council to any funding at this time. Future development funding based on this master plan would be done through the Regional Parks Capital Improvement Program (CIP). Council action is required to approve the CIP and to approve specific grants.

RECOMMENDATIONS:

That the Metropolitan Council:

1. Approve the Spring Lake Regional Park development master plan (Referral No. 19844-1)
2. Request Scott County to submit to the Metropolitan Council estimated annual costs to operate and maintain Spring Lake Regional Park and projected revenue sources to cover those costs when it submits capital improvement grant requests for the park.

V:\LIBRARY\PARKS\2006\2006-341 CDC memo Spring Lake RP development master plan.doc