

**METROPOLITAN COUNCIL**

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**DATE:** November 1, 2011

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

**FROM:** Tori Dupre, Senior Planner-Parks (651-602-1621)

**SUBJECT:** (2011-XXX) **Scott West Regional Trail Master Plan**, Scott County  
Review File No. 50011-1  
Metropolitan Council District 4, Gary Van Eyll  
Metropolitan Parks and Open Space Commission District B, Robert Moeller

**INTRODUCTION**

Scott County, the regional park implementing park agency, submitted a master plan for the Scott West Regional Trail (Review File No. 50011-1) to the Metropolitan Council. The Council staff reviewed the master plan to evaluate its consistency with the *2030 Regional Parks Policy Plan* and its criteria for regional trail master plans.

The *2030 Regional Parks Policy Plan* Planning Strategy 1 (page 2-28) describes the role of the master plans in the regional park system, and indicates 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.

The *Policy Plan* Siting and Acquisition Strategy 3 (page 2-15) addresses locating and acquiring new regional trails and specifies that new regional trails serve a regional audience based on visitor origin surveys, follow natural or linear features in areas of scenic appeal, and provide connections between the regional park system’s features and facilities.

This report summarizes the Scott West Regional Trail master plan’s consistency with the *Policy Plan*, and the content requirements for regional “linking” trails. Based on the master plan’s review, the Council staff recommends approval.

**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.”

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

returns the plan to the implementing agency with its comments for the master plan's revision and re-submittal.

## BACKGROUND

The *2030 Regional Parks Policy Plan* identifies the existing and planned Scott West regional trail through Scott County, as well as the trail connections to other trail search corridors. Scott County's comprehensive plan also identifies the Scott West regional trail search area.

The proposed 16.4-mile Scott West regional trail corridor will function as a "linking trail" from the Minnesota Valley State Trail, through the City of Shakopee to Spring Lake Regional Park, continuing to Cleary Lake Regional Park and to Murphy–Hanrehan Park Reserve.

Approximately eight miles of the trail exists today along county roads, and the entire trail will be located within the right-of-way of Scott County's major transportation routes. The County plans to acquire and build the remaining eight miles.



## MASTER PLAN ANALYSIS

The *Policy Plan* requires that master plans for regional linking trails address the following nine items.

### 1. Boundaries and Acquisition Costs

The master plan addresses the parcels to be acquired, the estimated cost, an acquisition schedule, the natural resources, suitability, special assessments and other acquisition considerations. Scott West Regional Trail will extend 16.4 miles from Chanhassen to Lakeville, and will be located primarily within County and local road right-of-way. Scott County has (land use) planning authority in the townships, and will work with the cities, townships, agencies and landowners to preserve the trail corridor using a variety of acquisition approaches including park dedication, or right-of-way dedication. Scott County will work with willing sellers in Credit River Township where the trail intersects private property between Murphy-Hanrehan Park Reserve and Cleary Lake Regional Park.

The trail acquisition schedule will be coordinated with county road improvement projects and schedules, and with other acquisition opportunities as they become available. Of the total trail length, eight miles of trail exists in the City of Prior Lake along County Roads 21, 82 and 79. The County will acquire the remaining seven miles of trail. The County estimates the following trail acquisition costs:

- County Road 17 (Prior Lake) right-of-way  
13,412 Linear Feet x 20 foot easement = 6.16 acres @ \$100,000/Acre = \$615,800
- County Road 79 (Shakopee) right-of-way  
2,082 Linear Feet x 20 foot easement = 0.96 acres @ \$100,000/Acre = \$95,600
- Cleary Lake to Murphy-Hanrehan (planned route in Credit River Township)  
4,950 Linear Feet x 20 foot easement = 2.27 acres @ \$100,000/Acre = \$227,300

**Total Acquisition Estimates: \$938,700**

The plan describes the regional trail corridor in four segments. The following graphics show the proposed alignment from the Minnesota River Trail in the City of Shakopee, east to Murphy-Hanrehan Regional Park Reserve in the City of Savage.

The trail corridor (segments 1, 2) from the County Road 17-County Road 82 intersection to Cleary Lake Regional Park is an existing 6.6-mile section constructed in the past five years during road construction along County Road 21 and County Road 82. The proposed trail (segment 4) from Cleary Lake to Murphy-Hanrehan is less than one mile and includes a planned (green) route and an alternate (red). This alternate route is an existing trail that will serve as an interim trail until the planned trail alignment is acquired and built. The planned route is preferred as a direct route across open land. The alternate route follows existing gravel roads in Credit River Township. The Township and County support both routes.

# Trail Corridor segments

**Segment 1: MN River to Hwy 169**



**Segment 2: Hwy 169 to Spring Lake RP**



**Segment 3: Spring Lake RP to Cleary Lake RP**



**Segment 4: Cleary Lake RP to Murphy –Hanrehan PR**



**Legend**

- Existing Segment
- Planned Segment
- Alternate Route (existing trail)
- - - Alternate Route (planned trail)
- Trail Loop Connection (existing segment)
- - - Trail Loop Connection (future segment)

The trail corridor (segment 1) from the Minnesota Valley State Trail south through Shakopee, is about three miles long. The trail follows along County Roads 79 and 78 to County Road 17/82, and connects planned segments with existing segments along road right-of-way.

**HOLMES STREET ALIGNMENT**

**Benefits for Holmes Street Alignment**

- Connects to Downtown, State Trail, 101 underpass and Holmes Street pedestrian bridge
- Directs bike/pedestrian traffic away from busier roadways
- Wide Street (44 feet) and ROW (80 feet)
- Low traffic volumes (2,000 vehicles/day)
- Not a through street
- Users tend to take most direct route
- Traffic Controls benefit north/south trips
- Shortest option
- Maximizes existing infrastructure

North of Highway 169 in the City of Shakopee, the trail corridor follows County Road 79 north to 10<sup>th</sup> Avenue East, heading east/west to Holmes Street, where it connects with the Minnesota Valley State Trail. This section along Holmes and 10<sup>th</sup> Streets is the planned bicycle boulevard through the City of Shakopee's downtown area.

The bicycle boulevard follows an existing eight-foot painted shoulder on 10<sup>th</sup> Avenue, but requires bicyclists and auto traffic to share the road, or use existing sidewalks on the Holmes Street section. The Shakopee City Council favored this route to provide access to key community destinations including the downtown business district, schools and city hall. Future road reconstruction may provide opportunities to incorporate the County's trail design standards.

## 2. Demand Forecast

The plan addresses how the trail will meet the recreational demand as identified by the Metropolitan Council and Scott County. The proposed Scott West Regional Trail will serve the County's most populated northern cities, where almost half of the county's current population lives within three miles of the trail, its primary service area.

Scott County's 2000 to 2010 population grew 45 percent, and the County anticipates the population to increase to about 183,000 by 2020. Likewise, the use on the existing trail

segments has increased, and the Metropolitan Council's 2010 annual use estimates showed that visitors to the trail near Prior Lake and Cleary Lake Regional Park exceeded 284,000 visits.

### 3. Development Concept

The plan addresses the trail project development schedule and cost estimates. The Scott West Regional Trail will be built to accommodate non-motorized activities including walking, jogging, in-line skating, bicycling and others. The trail will not allow motorized uses. The County will follow standard trail design requirements for width and safety. The development schedule will be coordinated with the county's road improvement projects, and local street projects as opportunities arise. The County will add directional signs to the one-mile section of existing bicycle boulevard through the City of Shakopee.

The plan describes the County's construction priorities rather than a development schedule. The County's priority is the 3.5-miles from Shakopee to Prior Lake along County Roads 17, 78 and 79 scheduled within the next five to ten years. The bike boulevard designation along Holmes Street would occur with these construction projects. The connection between Cleary Lake and Murphy-Hanrehan will be a priority but will depend on land availability, willing sellers, future development in the area, and planned park improvements at Three Rivers Park District facilities (Murphy-Hanrehan). The County estimates the following trail development costs:

#### **Trail Construction** (estimates in 2011 dollars)

Total approximate trail length = 16.4 Miles

(existing trail = 8.4 miles; remaining trail 7 miles, 1 mile bicycle boulevard)

Cost per foot of trail is \$60/foot, or \$375,000 per mile

7 miles of trail x \$375,000 = \$2,625,000

Approximate Bicycle Boulevard segment = 1 mile

Cost of bicycle boulevard: 20 signs x \$300 = \$6,000

Complete sidewalk gap on Holmes Street (10th Ave to Shakopee Ave)\* = \$62,200

\*Sidewalk completion to be coordinated with City of Shakopee

#### **Bridges and Structures**

Separated Crossing @ CH 17: \$600,000 Underpass; or \$1,500,000 Overpass

Wagon Bridge Pedestrian Structure @ CH 21: \$715,500

Underpass @ TH 13: \$1,100,000

MN River floodway crossing at TH 101: \$5-7 Million (includes section in Carver County and trail connection to the Minnesota River Bluffs LRT Regional Trail)

Road crossings striping and signage - Upgrades/Enhancements: \$50,000

#### **Wayfinding Signage**

Kiosks: 4 x \$15,000 = \$60,000 - Directional Signage: 5 x \$5,000 = \$25,000

#### **Total Construction Estimates** (range)

- \$10,245,700 (CR 17 underpass and low estimate crossing @ TH 101)
- \$13,973,900 (CR 17 overpass and low estimate crossing @ TH 101)

#### **4. Conflicts**

The plan addresses the potential conflicts with other existing or proposed projects or land uses affecting the trail, including the steps necessary for resolution. The plan describes how the County will work with the Cities and Townships into the future to coordinate and preserve the trail corridor. Also the County will work with residents and willing sellers and other agencies through the stages of acquiring and constructing the new trail segments. The trail may require years or decades to acquire and build as acquisition and development progresses.

#### **5. Public Services**

The plan addresses the public services (non-recreation services and facilities) needed to accommodate the proposed trail. Scott County will work with local public safety organizations to monitor trail use and arrange trail patrol in the future. No new non-recreational public service improvements are required to support the trail facilities.

#### **6. Operations**

The plan addresses the rules, regulations or ordinances affecting the trail, including estimated operations and maintenance costs, and sources of revenue to operate and maintain the trail. Currently, Cities maintain trails within their jurisdictions and the County maintains trails within the Townships. While the County currently has no operations or maintenance agreement with the Cities for the regional trails along county roads, but the County intends to pursue one in the future. The County will coordinate trail maintenance with roadway upgrades to coordinate costs. The County works with Three Rivers Park District to maintain the existing regional trail system. The County's anticipated maintenance costs are \$15,000 annually.

#### **7. Citizen Participation**

The plan addresses the citizen participation process in trail master planning process. Scott County conducted a lengthy master planning process, led by a county citizen design team consisting of over forty residents. The design team met monthly from July 2010 to March 2011 to discuss different trail design concepts, park and trail system needs, and unique site features and natural resources.

The design team and the County held meetings with all affected Cities and Townships, conducted tours and public workshops, and held a public open house in February 2011 where 30 residents attended. The Scott County Board of Commissioners adopted the proposed trail master plan on September 13, 2011. The Shakopee City Council unanimously approved the Spencer and Holmes Streets preferred regional trail alignment, and the trail corridor is identified in Shakopee's 2030 comprehensive plan (page 9).

#### **8. Public Awareness**

The plan addresses the County's approach to make the public aware of the services available when the trail is open. Scott County uses the following resources to promote its regional park and trail system: the Scott County SCENE, press releases, brochures, websites, maps (Metropolitan Council, Cyclopath.org), recreation and tourism advertisements and "GoScottGo.org" which provides interactive maps and routes.

## **9. Accessibility**

The plan addresses Scott County's commitment to provide activities, access and resources to all trail visitors, including those with disabilities and members of special population groups. Scott County's park and trail facilities are designed to ensure that they are inclusively accessible to the public.

### **REVIEW BY OTHER COUNCIL DIVISIONS**

The Metropolitan Council staff reviewed the proposed trail plan for potential issues with the other regional systems plans for water resources management, wastewater and transportation (including aviation). Staff found no issues and had no comments.

### **CONCLUSIONS**

1. The Scott West Regional Trail master plan from Scott County is consistent with the *2030 Regional Parks Policy Plan*.
2. The estimated costs to implement the master plan range from \$11,184,400 to \$14,912,600. These costs include estimated acquisition costs of \$938,700, and estimated construction costs ranging from \$10,245,700 to \$13,973,900.
3. The proposed regional trail is in conformance with the regional systems plans and will not impact regional facilities.
4. With the Council's action of the master plan, Scott County is eligible to request regional funding for the trail's acquisition, development, operations, maintenance. However, the Metropolitan Council's approval of the plan does not commit the Council to funding at this time. Future development funding identified in this master plan occurs through the Regional Parks Capital Improvement Program (CIP), and Council action is required to approve the CIP and specific grants to Scott County.

### **RECOMMENDATIONS:**

That the Metropolitan Council:

Approve the Scott West Regional Trail Master Plan.