

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

DATE: May 19, 2011

TO: Metropolitan Parks and Open Space Commission

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

SUBJECT: (2011-xxx) Twin Lakes Regional Trail Master Plan, Three Rivers Park District (Referral Number 50008-1)

INTRODUCTION

Three Rivers Park District has submitted a master plan for Twin Lakes Regional Trail (Referral No. 50008-1) for review by the Metropolitan Council. The trail is 4.4 miles in length and originates in the City of Robbinsdale and follows a route north and east through the City of Brooklyn Center to North Mississippi Regional Park. This memorandum analyzes the master plan against the criteria for reviewing regional trail master plans. It recommends approving the master plan because it is consistent with applicable portions of the *Updated 2030 Regional Parks Policy Plan*.

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*)

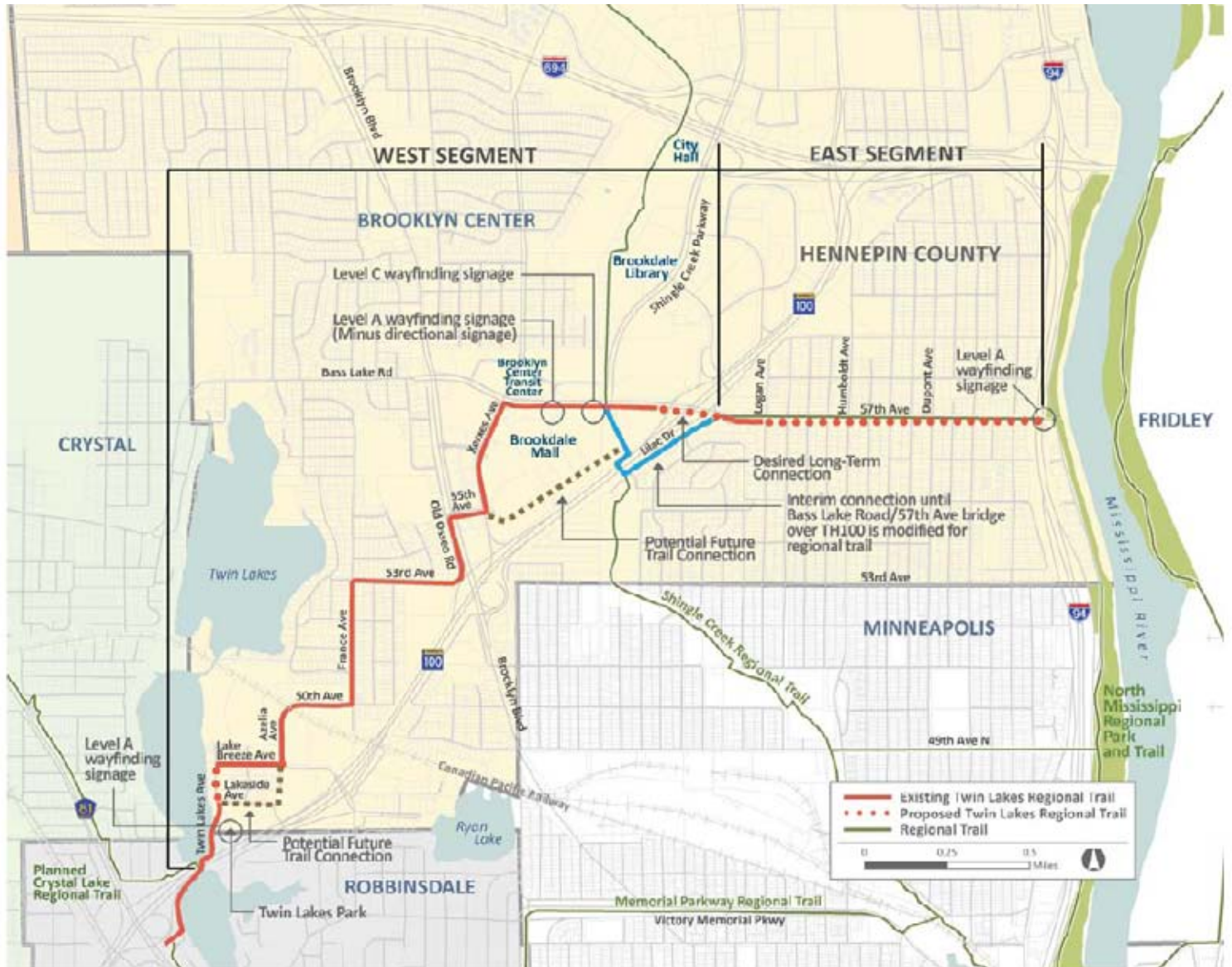
Minnesota Statute 473.313, Subdivision 2 authorizes the Metropolitan Council to review, with the advice of the Metropolitan Parks and Open Space Commission, master plans for the regional park system. Plans are reviewed for their consistency with the *2030 Regional Parks Policy Plan*. If a master plan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

TRAIL MASTER PLAN ANALYSIS

1. Boundaries and Acquisition Costs

The Twin Lakes regional trail is comprised of existing and planned segments. The portion of trail originating at the Trunk Highway (TH) 100 and Bottineau Boulevard interchange to TH 100 and Bass Lake Road is the “West Segment”. Of the 4.4 miles of total regional trail length, approximately 2.9 miles exist in the West Segment. The portion from TH 100 and Bass Lake Road to North Mississippi River Regional Park is the “East Segment.” Approximately 0.8 mile of trail needs to be constructed in this segment. Portions of existing trail are proposed to be reconstructed and new trail construction is designed to provide a 10 foot wide off-road trail with 2 feet safety buffers on each side . **Figure 1** illustrates the West and East Segments and the existing and planned trail alignments.

Figure 1: Twin Lakes Regional Trail



In 2009, Three Rivers Park District and the City of Brooklyn Center entered into a Trailway Cooperative Agreement in which the City conveyed a continuous and contiguous trail easement to the Park District for both the existing trail sections and future extension, or will acquire such rights to additional lands as may be necessary. Through this agreement, the Park District assumed responsibility for trail operations, maintenance, reconstruction, and capital expenses of the existing trail sections and future extension.

Select portions of the existing trail segments do not meet the Park District’s design standards, and the Park District intends to acquire easements as needed to provide space for trail widening when adjacent roadways require reconstruction or other land acquisition/redevelopment opportunities occur. As a general guideline, the Park District will attempt to work within the established right-of-way, but in some instances acquisition of additional land area may be necessary. **Table 1** lists the estimated easement/right of way acquisition costs by trail section, with the total cost ranging from \$268,500 to \$675,000.

Table 1: Estimated easement/right of way costs for Twin Lakes Regional Trail

Estimated Easement/Right of Way Cost	Estimated Quantity	Unit of Measurement	Estimated Unit Cost	Estimated Total Cost
TH 100/Bottineau Boulevard to Bass Lake Road/TH 100 (West Segment)				
Existing Trail Reconstruction to Park District standards				
Residential Right of Way or Easements	13,280	Sq Ft	\$ 7.50	\$ 99,600
Commercial Right of Way or Easements	15,920	Sq Ft	\$ 7.50	\$ 119,400
* Assumes 4' width (see note 6)				
Twin Lakes Avenue				
Residential Right of Way or Easements	2,400	Sq Ft	\$ 7.50	\$ 18,000
* Assumes 4' width (see note 6)				
Lakeside Avenue to Azelia Avenue (Potential Future Connection)				
Residential Right of Way or Easements	6,400	Sq Ft	\$ 7.50	\$ 48,000
* Assumes 4' width (see note 6)				
Route through Brookdale Redevelopment (Potential Future Connection)				
Commercial Right of Way or Easements	45,000	Sq Ft	\$ 7.50	\$ 337,500
* Assumes 16' width (see note 6)				
Bass Lake Road/TH 100 to North Mississippi Regional Park (East Segment)				
57th Avenue Trail Construction and Roadway Modifications				
* See notes 3, 6 and 8 through 11				
Option A				
Residential Right of Way or Easements	4,200	Sq Ft	\$ 7.50	\$ 31,500
* Assumes 3' width east of Dupont Avenue (see note 6)				
Option B				
Residential Right of Way or Easements	7,000	Sq Ft	\$ 7.50	\$ 52,500
* Assumes 5' width east of Dupont Avenue (see note 6)				
Total Estimated Project Easement/Right-of-Way Cost Range				\$268,500 - \$675,000

Note 6: Actual right of way or easement requirements should be confirmed in final design.

Stewardship Plan

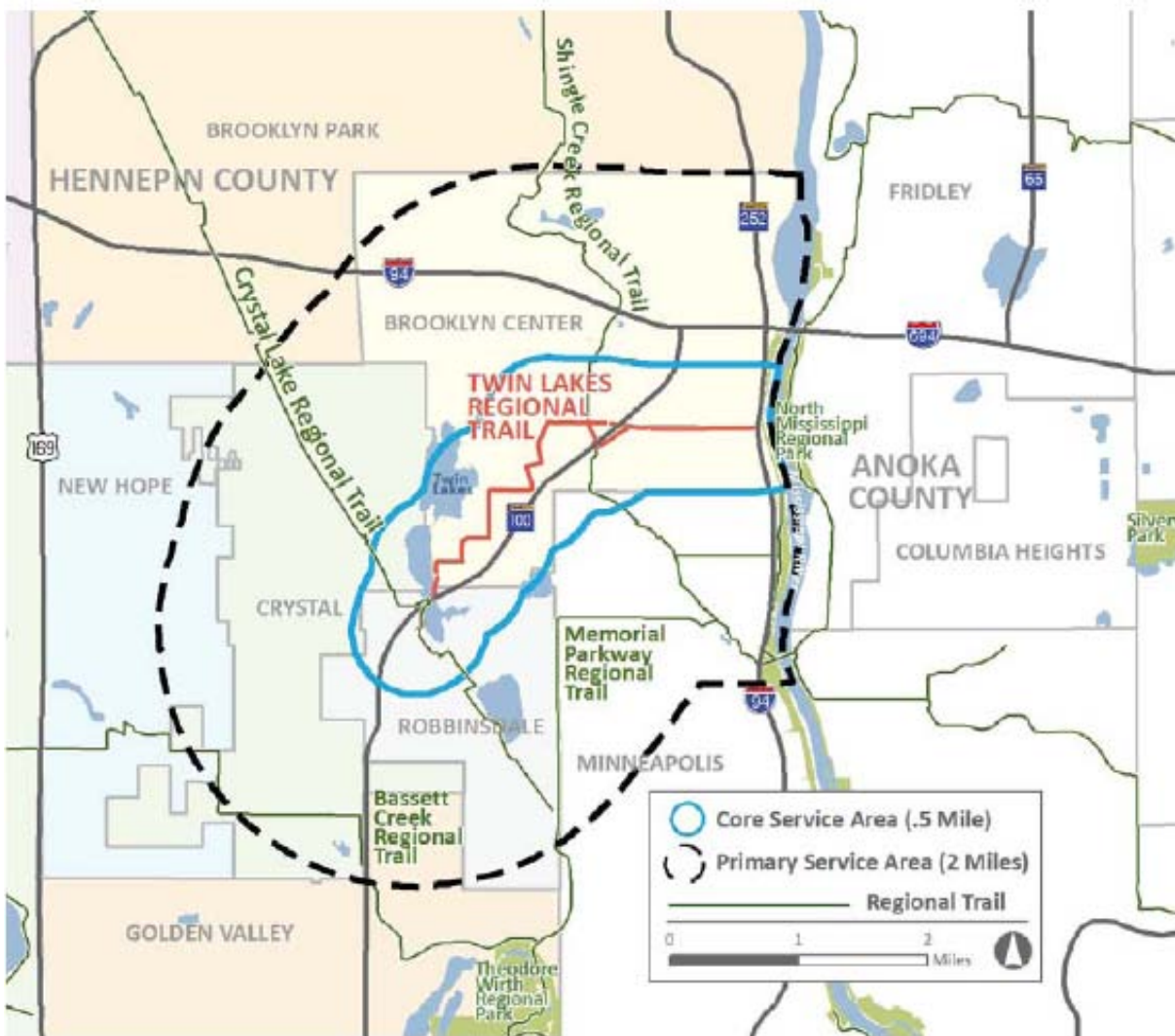
Since a portion of the trail already is constructed there is no stewardship plan section in this master plan. Instead, the master plan describes the operations and maintenance activities that will occur on the existing trail segments and the inter-agency arrangements between the Park District, City of Brooklyn Center, City of Robbinsdale and the MN Dept. of Transportation regarding spring, summer, fall operations of the trail by the Park District and winter operations by the cities if authorized by the Park District under a winter use permit.

2. Needs Analysis

The master plan forecasts that the trail will host about 125,000 annual visits when fully developed. The trail is anticipated to primarily be used by local residents for recreation and access to the Brookdale retail outlets, Brookdale Transit Center, Brookdale Library, residential areas, and other regional trails. Many of these transportation related trips are expected to be by walkers. The trail will also support bicycling, jogging, in-line skating and other uses mandated by state law including, but not limited to, and electric personal assistant devices.

Figure 2 illustrates the service area map of the trail, with a core service area ½ mile on each side of the trail and a primary service area of 2 miles on each side.

Figure 2: Twin Lakes Regional Trail Service Area Map



3. Development

The master plan calls for developing a 10 foot wide paved trail with 2 foot wide shoulders for a total width of 14 feet. As noted the West Segment currently has sections of trail that meet this design, but other sections do not. The East Segment along 57th Avenue has yet to be constructed. **Figure 3** illustrates the existing conditions of trail segments where the right of way and trail meet 2 foot clear zones, and other sections that are restricted in width due to curb placement and boulevards adjacent to the trail tread way, and overpasses/underpasses of busy streets/highways that restrict the trail's width.

Figure 3: Twin Lakes Regional Trail Existing Conditions Assessment Map



Legend

- Meets 2' Clear Zones
- Back of Curb Section (Restricted Width)
- Boulevard Section (Restricted Width)
- Overpass/Underpass (Restricted Width)

Estimated costs for widening the trail-tread way to meet the 10 foot tread way and 2 foot buffer/clear zones plus constructing the segment along 57th Avenue east of Logan Avenue is estimated to cost between \$1,544,700 and \$3,260,700. The wide spread in costs is based on three different design options for the 57th Avenue section with differing amounts of road reconstruction to accommodate the trail, vehicular traffic and parking lanes. **Table 2** illustrates the costs for the West Segment, options A, B and C for the East Segment, and modifications to bridges

Table 2: Twin Lakes Regional Trail Detailed Cost Estimate

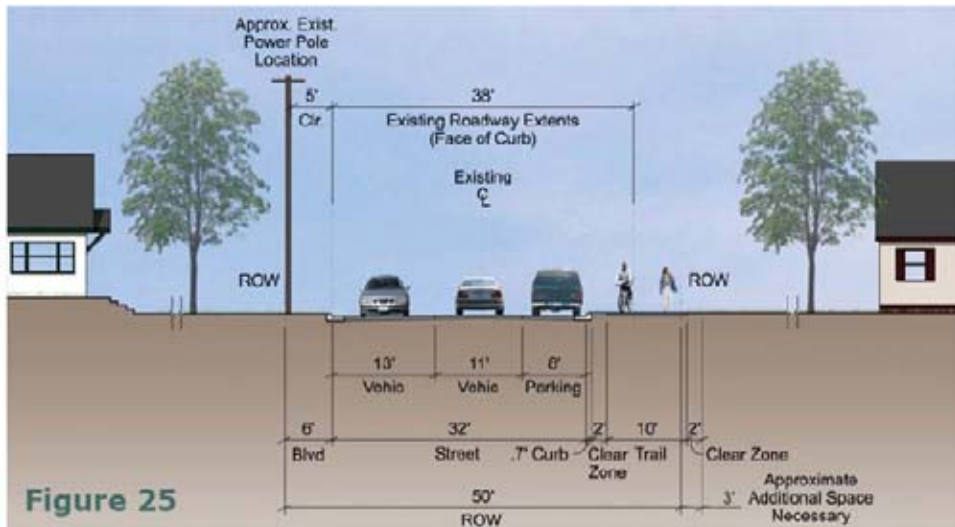
Estimated Project Construction Cost	Estimated Quantity	Unit of Measurement	Estimated Unit Cost	Estimated Total Cost
TH 100/Bottineau Boulevard to Bass Lake Road/TH 100 (West Segment)				
Existing Trail Reconstruction to Park District standards				
Existing Trail Pavement Removals	7,300	Lin Ft	\$ 14	\$ 102,200
Trail Reconstruction	7,300	Lin Ft	\$ 55	\$ 401,500
			Total	\$ 503,700
Twin Lakes Avenue				
Trail Construction	600	Lin Ft	\$ 55	\$ 33,000
Lakeside Avenue to Azelia Avenue (Potential Future Connection)				
Trail Construction	1,400	Lin Ft	\$ 55	\$ 77,000
Route Through Brookdale Redevelopment (Potential Future Connection)				
Trail Construction	2,800	Lin Ft	\$ 55	\$ 154,000
Brooklyn Boulevard and 55th Avenue Intersection Crossing (see note 7)	1	Lump Sum	\$ 30,000	\$ 30,000
SUBTOTAL RANGE				\$566,700 - \$797,700
Bass Lake Road/TH 100 to North Mississippi Regional Park (East Segment)				
57th Avenue Trail Construction and Roadway Modifications				
* See notes 3, 6 and 8 through 11				
Option A				
Trail Construction	4,500	Lin Ft	\$ 55	\$ 247,500
Level A Wayfinding Signage	1	Each	\$ 38,000	\$ 38,000
Required Road Reconstruction	4,500	Lin Ft	\$ 415	\$ 1,867,500
* Assumes full reconstruction of road (see note 10)				
			Total	\$ 2,153,000
Option B				
Trail Construction	4,500	Lin Ft	\$ 55	\$ 247,500
Level A Wayfinding Signage	1	Each	\$ 38,000	\$ 38,000
Required Road Reconstruction	4,500	Lin Ft	\$ 85	\$ 382,500
* Assumes partial reconstruction of road (see note 11)				
			Total	\$ 668,000
Option C				
Trail Construction	4,500	Lin Ft	\$ 55	\$ 247,500
Level A Wayfinding Signage	1	Each	\$ 38,000	\$ 38,000
Required Road Reconstruction	4,500	Lin Ft	\$ 375	\$ 1,687,500
* Assumes full reconstruction of road (see note 10)				
			Total	\$ 1,973,000
SUBTOTAL RANGE				\$668,000 - \$2,153,000
Bridges				
Bass Lake Road/57th Avenue Bridge over TH 100 re-decking	1	Lump Sum	\$ 50,000	\$ 50,000
* Assumes no bridge deck widening required (see note 12)				
Bass Lake Road/57th Avenue Bridge Approaches	1	Lump Sum	\$ 50,000	\$ 50,000
57th Avenue Bridge over I-94 Modifications	1	Lump Sum	\$ 210,000	\$ 210,000
* Assumes existing bridge width is sufficient to accommodate trail (see note 13)				
SUBTOTAL				\$ 310,000
Total Estimated Project Construction Cost Range			\$1,544,700 - \$3,260,700	

Cost Estimate Notes:

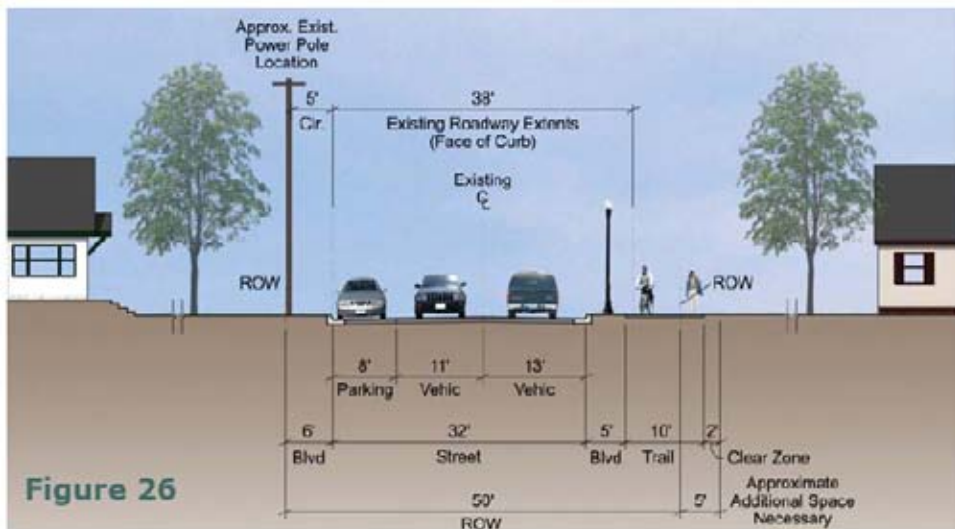
1. Estimates include a 15% construction contingency factor for unforeseen costs and an additional 20% for design and administration.
2. Estimates are based upon 2010 construction costs.
3. Cost participation between Three Rivers Park District and other agencies on improvements beyond construction of the actual trail, such as the required roadway reconstruction of portions of 57th Avenue to accommodate the regional trail, shall be reviewed as implementation is considered.
4. Existing trail removal assumes 10' wide bituminous trail.
5. Existing trail reconstruction assumes 10' wide bituminous trail, turf establishment, and signage. Estimate does not include any retaining walls or streetscaping such as boulevard trees and decorative lighting.
6. Actual right of way or easement requirements should be confirmed in final design.
7. Brooklyn Boulevard and 55th Avenue intersection assumes island pavement and crosswalk construction only - no signal modifications.
8. 57th Avenue estimate includes roadway and/or sidewalk pavement removals, new roadway pavement, curb and gutter, trail pavement, two concrete driveways per block face, storm sewer reconfiguration, signage, striping, and turf establishment.
9. 57th Avenue estimate does not include any sanitary sewer or water main upgrades, retaining walls, or streetscaping such as boulevard trees and decorative lighting.
10. 57th Avenue Concepts A and C shift vehicle travel lanes requiring full roadway reconstruction to establish new pavement crown in appropriate location. See cross section graphics.
11. 57th Avenue Concept B maintains existing location of vehicle travel lanes so most roadway pavement could remain. South curb line reconstructed. See cross section graphics.
12. Bass Lake Road Bridge over TH 100 re-decking planned by Mn/DOT in 2013 will be evaluated to accommodate trail width that meets standards without widening the deck. Park District cost participation for trail component may be required.
13. 57th Avenue Bridge over I-94 Modifications assume bridge width is sufficient to widen trail an additional 7.5 feet on north side and include a barrier while still accommodating vehicle traffic. Resulting trail width is 14' clear (10' trail with 2' clear zones each side).

The cross section graphics for the East Segment options A, B and C are depicted in **Figure 4**.

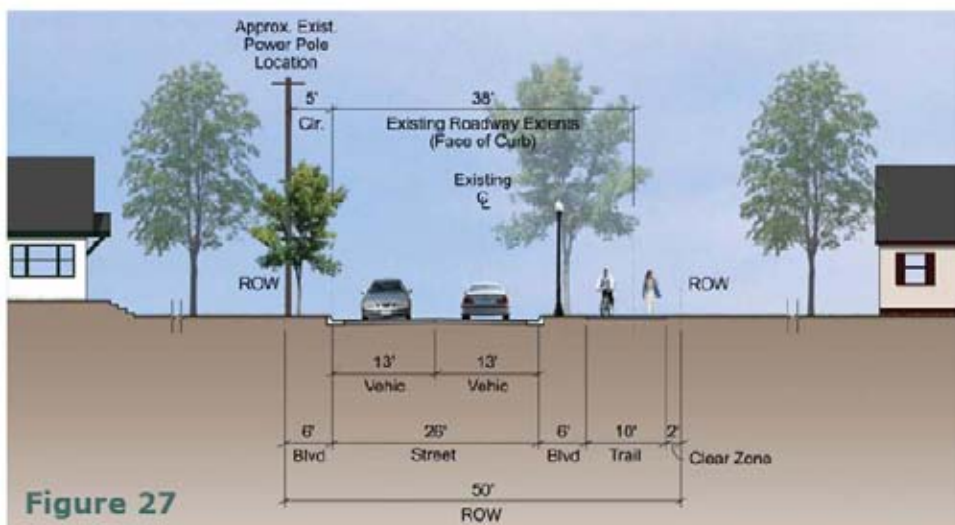
Figure 4: Twin Lakes Regional Trail East Segment Design Options in 50 ft. right of way



Option A - 57th Avenue Potential Cross Section (Dupont Avenue to I-94/50' ROW)



Option B - 57th Avenue Potential Cross Section (Dupont Avenue to I-94/50' ROW)



Option C - 57th Avenue Potential Cross Section (Dupont Avenue to I-94/50' ROW)

Since the master plan lays out three options for constructing the East Segment, multi-jurisdictional cost-sharing should be considered since more expensive options provide benefits to others besides trail users. For example, options A and C call for complete reconstruction of portions of 57th Avenue in addition to the trail tread way construction. The master plan lists a range of funding sources for the trail's development including Park District bonds, grants from the Metropolitan Council, donations, federal grants and other funding sources that may be available at the time of development.

4. Conflicts

The master plan did not contain a specific section on "conflicts", but did provide extensive details on alternate trail alignments with justifications on the selected alignment that minimized crossings of residential and commercial driveways, utilized existing trails/sidewalk segments where trail use was currently in place, and utilized signalized at-grade or grade separated road crossings for increased safety of trail users. Acquisition of trail easements is proposed to take place from willing sellers and in context with adjacent road reconstruction or land redevelopment.

5. Public Services

With the trail's alignment in a fully developed urban area, and portions of the trail currently open, no additional public services are needed. Police, fire and emergency medical services are provided.

6. Operations and Maintenance

Estimated costs to maintain the trail at full development is \$10,000 annually. The projected annual operating cost for Public Safety services for the trail is \$85,000.

7. Citizen Participation

The master plan was prepared by a consultant who worked with a multi-agency task force comprised of representatives from the City of Brooklyn Center, City of Robbinsdale, City of Minneapolis, Minneapolis Park & Recreation Board, Hennepin County Regional Rail Authority, Hennepin County Transportation Department, Hennepin County Housing, Community Works and Transit and the Minnesota Department of Transportation.

The task force met four times to address master plan objectives, existing trail corridor conditions, constraints, challenges and opportunities for trail development, public input on alternative alignments and recommended selected trail alignments. The master plan described the pros and cons of alternatives and justification for the selected alignment based on the task force, affected cities and public open house evaluations. The draft plan was also posted on the Park District's website and interested parties were notified by the District's E-News email and news releases. A 30 day public comment period was provided in addition to two public open houses on the plan.

The final plan was formally reviewed and approved by the park committees and city councils of Robbinsdale and Brooklyn Center in addition to the Three Rivers Park District Board.

8. Public Awareness

The Park District's Marketing Communications Department manages a centralized marketing communications function that oversees public relations, marketing, media relations, the Park District's website, brand management, event planning and promotion. The Park District collaborates with a wide array of community, business and government organizations to promote its facilities, programs and services, and to educate the public about its resources. Collaboration with other park agencies that manage portions of the Metropolitan Regional Park System, the Metropolitan Council and the MN Office of Tourism also occurs to

leverage shared opportunities for creating awareness of Park District facilities and resources. Finally, the Park District

9. Special Needs

The master plan notes Twin Lakes Regional Trail will adhere to the *Minnesota Bikeway Facility Design Manual* (MN/DOT 2007); *Trail Planning, Design and Development Guidelines* (MNDNR 2007); *Designing Sidewalks and Trails for Access, Part I and II: Best Practices Design Guide* (FHWA); *ADA Accessibility Guidelines for Outdoor Developed Areas* (United States Access Board); and *ADA and ABA Accessibility Guidelines for Buildings and Facilities* (United States Access Board) unless more current guidelines and standards exist at the time of trail development.

The Park District has several programs designed to increase access for persons for whom cost could be a barrier to participation. The Park District pursues promotional outreach activities, and works with special interest organizations such as the Courage Center and Wilderness Inquiry to further encourage participation in activities and use of park and trail facilities. If arrangements are made in advance, interpreters and alternative forms of printed materials are available at programmed events.

10. Natural Resources

The trail project area is a predominantly urban developed area with small remnants of forest and wetland cover at the fringes of Twin Lakes and Shingle Creek. An analysis of documented observations of rare, endangered and threatened species near the trail is included in the master plan. With the exception of a bald eagle nesting site the documented observations are distant from the trail and would not be impacted. Seasonal work windows may be imposed if bald eagle nesting occurs in close proximity to the trail during construction.

The master plan includes management plans for vegetation, wildlife and water resources within the trail corridor

REVIEW BY OTHER COUNCIL DIVISIONS:

Environmental Services (Anna Bessel)

No impacts to Metropolitan Regional Wastewater System.

Environmental Services (Jim Larsen)

The document indicates on pages 41 and 42 that Twin Lakes are on the 303d List of Impaired Waters – impaired by eutrophication and excessive nutrients. Additionally, Shingle Creek is indicated as impaired by low aquatic macro invertebrate diversity (Invertebrate IBI) and low dissolved oxygen (DO) levels.

In addition to the 303d impairments listed in the document, the impairment for PCB in fish tissue was added to all three (Upper, Middle, and Lower) Twin Lakes in 2008 and PFOS in fish tissue has been added to all three Twin Lakes in the draft (until approved by EPA) 2010 List. In addition to the Invertebrate IBI and low DO impairments, Shingle Creek is also impaired by high chloride levels.

The rest of the document appears to be complete and accurate, and I have no further comments to provide.

Metropolitan Council Transportation (Ann Braden)

I've looked through the plan and didn't see any issues with it. Looks like it will have some good transit connections at the Brooklyn Center Transit Center and possible with the Bottineau transit way corridor.

CONCLUSIONS:

1. The Twin Lakes Regional Trail Master Plan (Referral No. 50008-1) is consistent with requirements of the *Updated 2030 Regional Parks Policy Plan*.
2. A portion of the estimated acquisition costs in a range of \$268,500 to 675,000 and trail development costs which ranges from \$1,544,700 to \$3,260,700 are eligible for Metropolitan Council Regional Park Capital Improvement Program (CIP) consideration. Metropolitan Council approval of the master plan does not obligate future funding from the Regional Parks CIP to finance those costs. Plan approval only allows Three Rivers Park District to seek funding for projects in the plan through the Regional Parks CIP. The Park District should be encouraged to collaborate with others in multi-jurisdictional funding of the East Segment since more expensive trail design options provide benefits beyond trail users.

RECOMMENDATIONS:

That the Metropolitan Council:

1. Approve the Twin Lakes Regional Trail Master Plan (Referral No. 50008-1).
2. Encourage Three Rivers Park District to collaborate with others in multi-jurisdictional funding of the East Segment since more expensive trail design options provide benefits beyond trail users.

Attachment 1: Twin Lakes Regional Trail Master Plan Submittal Letter—Three Rivers Park District



50008-1
LAC RECEIVED
APRIL 14, 2011

Three Rivers
Park District
Board of
Commissioners

Sara Wyatt
District 1

Marilynn Corcoran,
District 2

Mark Haggerty
District 3

Dale Woodbeck,
Vice Chair
District 4

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District 5

Larry Blackstad, Chair
Appointed

Barbara Kinsey
Appointed

Cris Gears
Superintendent

April 11, 2011

Arne Stefferud
Planning Analyst| Metropolitan Council
390 Robert Street
St. Paul, MN 55101

RE: Twin Lakes Regional Trail Master Plan – Formal Review
Crystal Lake Regional Trail Master Plan – Informal Review

Dear Mr. Stefferud:

Three Rivers Park District (Park District) respectfully submits two regional trail master plans for Metropolitan Council formal and informal review.

Twin Lakes Regional Trail Master Plan is submitted for formal Metropolitan Council review and approval. The Park District concluded its 30-day Twin Lakes Regional Trail Master Plan public comment and adjacent jurisdiction review period on March 31, 2011. This 4.4 mile regional trail originates at the southern end of Twin Lakes within Robbinsdale, and generally follows a route extending north and east through Brooklyn Center to its eastern terminus at North Mississippi Regional Park.

Crystal Lake Regional Trail Master Plan is submitted for informal Metropolitan Council review. The Park District Board of Commissioners released the Crystal Lake Regional Trail Master plan for its 30-day public comment and adjacent jurisdiction review on April 11, 2011, concluding May 11, 2011. This 11 mile regional trail originates at Victory Memorial Parkway in Minneapolis and traverses through Robbinsdale, Crystal, Brooklyn Park, Osseo and Maple Grove; connecting the Minneapolis Grand Rounds with Elm Creek Park Reserve.

The Park District looks forward to your review. Should you have questions regarding the master plans, please contact Ann Rexine, Planner at 763-694-1103 or arexine@threeriversparkdistrict.org.

Sincerely,
Boe R. Carlson

Boe Carlson
Associate Superintendent - Administration

CC: Ann Rexine, Planner

Enclosure: Twin Lakes Regional Trail Master Plan (Hardcopy & C.D.)
Crystal Lake Regional Trail Master Plan (Hardcopy & C.D.)

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