# **Chapter 1: Introduction**

# **PROJECT SUMMARY**

The purpose of this plan is to identify and capitalize on potential opportunities for new regional trail, greenway and park facilities within the first tier communities of Minneapolis in Hennepin County (see Figure 1), where few such facilities currently exist. Although the project sought out potential trail, greenway and park facilities, the opportunities identified generally relate to trail corridors.

The plan comes at an opportune time in the history of the first tier suburban communities as they address the challenges of aging infrastructure, changing populations and competition for tax revenue from their newer, wealthier neighbors. As redevelopment comes to the first tier, it brings with it the potential to provide new recreational facilities – trails in particular – in places where they would have been infeasible before. At the same time, a younger population interested in using and supporting such facilities is moving to these communities.

The plan was conducted by the Suburban Hennepin Regional Park District (Hennepin Parks), an independent special park district established by the State Legislature in 1957. Hennepin Parks is charged with acquisition, development and maintenance of large park reserves, regional parks and regional trails for the benefit of and use by citizens of suburban Hennepin County, Scott County, the metropolitan area and the State of Minnesota. Hennepin Parks' mission is to promote environmental stewardship through recreation and education in a natural resource-based park system. Hennepin Parks serves over two million visitors each year and has over 26,000 acres of park reserves, regional parks and special use areas. The regional trail network in Hennepin and Scott Counties (excluding potential new trails presented in this First Tier Plan) will total over 145 miles when completed.

# History

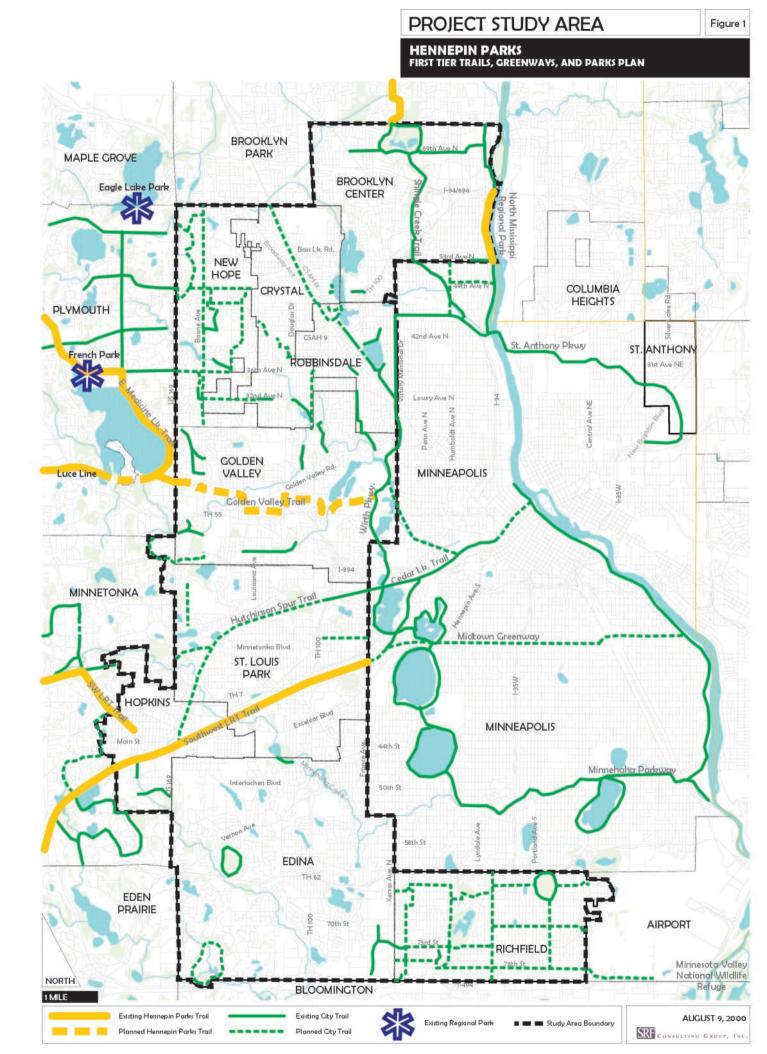
Hennepin Parks' most visible facilities are its regional parks and park reserves. Because of the land requirements for these facilities (at least 100 acres for a regional park, for example), they are typically located in the less developed outer ring suburban cities where open space is in greater supply. As a result, there are few regional facilities in the inner ring suburbs.

Early in 1999, Hennepin Parks convened representatives from the first tier communities to explore the merits and potential locations for regional parks, trails or other recreational facilities in the first tier suburban communities. The participating communities indicated their interest and support for further study of potential regional facilities in the first tier. This First Tier Trails, Greenways & Parks Plan is the next step in that process.

#### Goals

Project goals were formulated to guide the project and provide evaluation criteria for individual corridors. The following goals were identified by Hennepin Parks and refined with input from participating communities during the planning process.





- Hennepin Parks intends to use this planning process to identify opportunities for regional facilities, especially regional trail connections, in the first tier communities.
- The project is regional in nature, with the main goal of providing connections between existing and future regional and local facilities.
- The plan is intended to have short-term value in identifying and capitalizing on immediate opportunities and long-term value in helping preserve right-of-way and promote future facilities development.
- Any potential new facilities identified will complement existing local park, trail and sidewalk facilities.
- Any potential new facilities identified must balance recreation opportunities with natural resource impacts and value.
- Current Hennepin Parks policies and policy parameters relating to regional facilities
  may need to be revisited in order to recognize the unique constraints and
  opportunities presented in the fully developed first tier communities.

#### STUDY AREA

Hennepin Parks manages parks and trails in suburban Hennepin and Scott Counties. In this study, the "first tier" communities are defined as the ten cities in Hennepin County that make up the inner suburban ring adjacent to or near the northern, southern and western Minneapolis city limits. The communities include Brooklyn Center, Robbinsdale, Crystal, New Hope, Golden Valley, St. Louis Park, Hopkins, Edina, Richfield and St. Anthony (see Figure 1). The remaining cities bordering Minneapolis to the north and east are in Anoka and Ramsey Counties and therefore are not included in the study.

# **Existing Conditions**

Each of the first tier communities has a system of existing and planned trails (see Figure 1) and parks. However, because these older suburban communities are fully developed, they contain relatively few large parcels or linear areas readily available for development of public recreational facilities. Finding space to provide new regional parks and trails in this area will require creativity and support from the participating communities.

Given the unique opportunities and constraints presented by the fully developed conditions in the first tier cities, the potential need to re–examine Hennepin Parks criteria and polices relating to regional facilities was included as part of the project. Rather than focusing exclusively on existing criteria, participating communities were encouraged to think creatively about what a meaningful regional trail/greenway/park facility would be in their community.



#### **DEFINITIONS**

This plan addresses regional trails, parks and greenway facilities. The following definitions are provided to clarify the difference between regional and local facilities as discussed in this plan.

### **Regional Trails and Parks**

While local parks and trails are meant primarily to serve local community needs, regional facilities provide connections across multiple communities. This distinction is discussed further in Chapter 2 in the explanation of selection criteria for potential new regional facilities.

Hennepin Parks recreation facilities are divided into four categories: regional park reserves, regional parks, regional trail corridors and regional special recreation features. The two categories discussed in this plan – regional trails and regional parks – are defined as follows:

- Regional Trail: Accommodating a variety of recreational travel modes along linear resources of high quality, located so as to link regional recreational or open space facilities.
- Regional Park: Containing a diversity of natural or other resources generally on a site at least 100 acres in size and with access to recreation-quality water bodies.

### Greenways

The term "greenway" is used in this plan to mean a linear corridor with both ecological and recreational purposes. Such facilities may or may not include trails. As discussed in Chapter 3, potential greenway corridors along Nine Mile Creek and Minnehaha Creek were identified as part of the First Tier Plan.

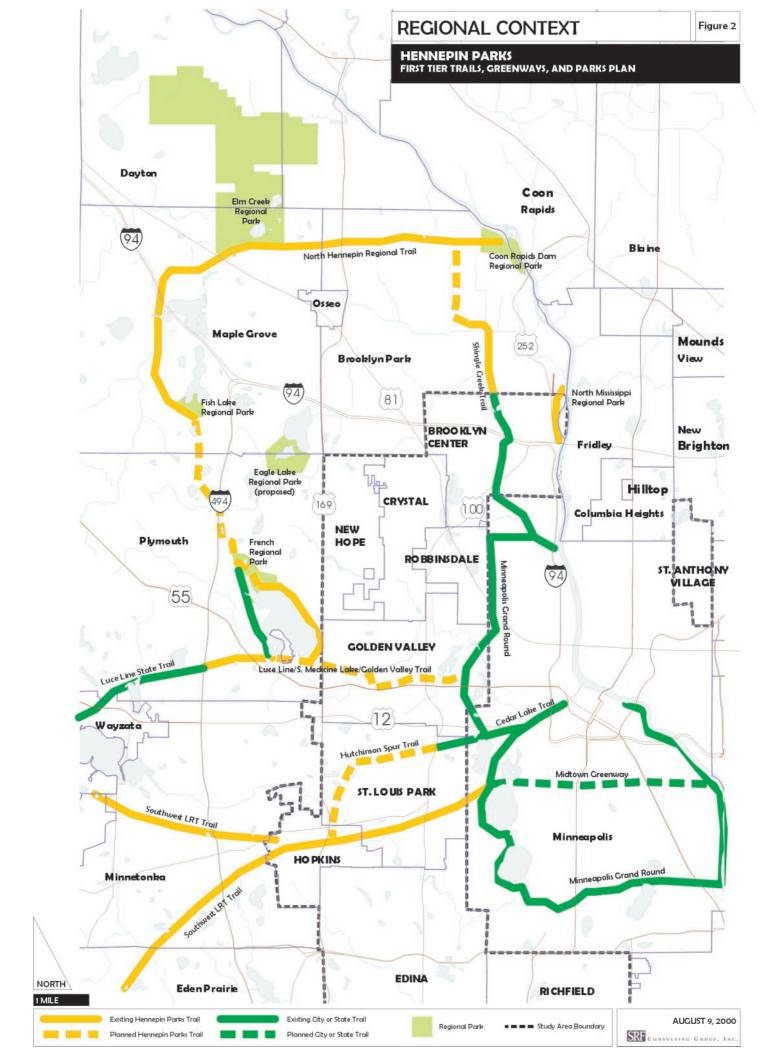
Greenways are defined more specifically by the Minnesota Department of Natural Resources (DNR). The DNR's Metro Greenways program assists communities in identifying significant local natural areas that may be of statewide importance. The program makes funds available to local agencies to carry out natural resource inventories to identify and protect such resources.

#### RELATIONSHIP TO OTHER PLANS

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The First Tier Trails, Greenways and Parks Plan was coordinated with the concurrent planning efforts of a number of other organizations.

- Hennepin Parks: Existing Hennepin Parks facilities (see Figure 2) were included as part of the base conditions of the project.
- First Tier and Adjacent Communities: Park and trail plans from the first tier communities and the next tier of adjacent communities (see Figures 1 and 2) also were reviewed as part of the base conditions of the project.



- Hennepin County Department of Transportation: Existing and planned trails as presented in the Hennepin County Bicycle Transportation Plan and as indicated by Hennepin County staff were reviewed and incorporated into the planning process.
- Metropolitan Council: The definition and characteristics of Hennepin Parks open space components (regional trails, parks, park reserves) are modeled after the Metropolitan Council's Recreation Open Space Development Guide/Policy Plan. Hennepin Parks has worked closely with the Metropolitan Council and its staff in formulating and implementing the plan. Information on transit studies also was obtained as part of the base conditions of the project (see below).
- Minnesota Department of Transportation: Plans for the ongoing reconstruction
  of Trunk Highway 100 through the project area were obtained and reviewed to
  maintain consistency and identify potential opportunities and constraints. Railroad
  ownership and abandonment information also was obtained, as was information on
  relevant transit studies (see below).
- Transit Studies: The First Tier Plan identifies several existing rail corridors as potential future trail corridors. Several of these corridors are currently under study by the Minnesota Department of Transportation and the Metropolitan Council for potential future use as fixed transit routes (e.g., busways, light rail transit, commuter rail). Where relevant, potential issues related to the proposed trail facilities are discussed by corridor in Chapter 3.

# **AGENCY COORDINATION**

# Steering Committee and Other Agency Coordination

A Steering Committee was formed at the beginning of the project to guide the plan and to provide input and feedback on the concept alternatives as they were developed. All ten first tier communities participated in the planning process. In total, four Steering Committee meetings were held. The Steering Committee served an essential function in enhancing communication among the affected communities and agencies.

Several other agencies were also involved in the planning process, either through correspondence or attendance at Steering Committee meetings. These agencies include Hennepin County Department of Transportation, Hennepin County Regional Rail Authority, Minnesota Department of Natural Resources, Nine Mile Creek Watershed District, City of Minneapolis, and the Minnesota Department of Transportation. In addition, park and trail plans and related information were obtained from each of the communities adjacent to the first tier communities.

#### **Presentation to Elected Officials**

After review by the Steering Committee, a Draft Plan was presented to elected and appointed officials (park boards and commissions and/or city councils) in each of the first tier communities for their review and comment. Feedback was incorporated into the Final Plan document.



# **Chapter 2: Planning Process**

#### Introduction

An interactive process among the participating communities and agencies was key to the First Tier Plan. As described below, numerous meetings, site visits and reviews of draft concept alternatives formed the core of the planning process. Baseline information and mapping were used to identify alternative corridors, open space resources and amenities. The project culminated in presentations to elected officials in the individual communities prior to adoption by the Hennepin Parks Board.

Major steps in the process were as follows:

- Assembly of the Steering Committee
- Background analysis, interviews with local staff and field work
- Identification of concept alternatives
- General feedback and evaluation of alternatives by Steering Committee and other agencies
- Additional field investigation, right-of-way analysis and photo documentation
- Work session with Hennepin Parks staff and preliminary review by Hennepin Parks Board
- Additional review by Steering Committee, and local elected and appointed officials
- · Adoption of Final Plan by Hennepin Parks Board

#### **BACKGROUND ANALYSIS**

#### Interviews and Fieldwork

Early in the planning process, one-on-one meetings and/or telephone conversations were conducted with representatives of each of the first tier communities. The purpose of the meetings was to gather information on local parks and trails plans, transportation projects, development plans and other efforts that could impact the location and/or feasibility of new regional facilities. In conjunction with these meetings, extensive fieldwork and photo-documentation were conducted to explore opportunities and constraints and to develop concept alternatives.

#### **Issues and Opportunities**

Issues identified by the Steering Committee at the outset of the planning process included:

- Need for ongoing multi-agency participation and cooperation
- Scarce right-of-way and multiple interests in right-of-way
- Need for compatibility with natural systems
- Provisions for maintenance and operation of any new facilities



### **Chapter 2: Planning Process**

Potential opportunities for new regional trails, greenways and parks were anticipated to include the following:

- Railroads
- Undeveloped public land
- Upgrading local trails or sidewalks
- Existing natural areas or greenways
- Waterways
- Roadway right-of-way
- Utility corridors
- Other public right-of-way

#### **ALTERNATIVES EVALUATION**

Although the First Tier Plan analyzed the potential for regional trail, greenway and park facilities, the primary opportunities identified were regional trails. Thus, the alternatives evaluation focuses on trail corridors, including one water trail along Minnehaha Creek.

No potential regional parks were identified. However, Bredesen Park in Edina was identified as a potential regional trail node or special use area in conjunction with trail development. Possible greenways were identified along Nine Mile Creek in Edina and along Minnehaha Creek as part of the water trail. These facilities are discussed in Chapter 3.

### **Preliminary Identification of Corridors**

Based on extensive field inventory and one-on-one interviews with representatives of the first tier communities, eleven possible regional trail corridors were identified, inventoried and mapped. These corridors touch every one of the first tier communities, linking neighborhoods, commercial centers and local parks and trails to existing regional facilities, such as French Regional Park, the Southwest LRT Trail and the Minneapolis Grand Round. The eleven corridors, shown in Figure 3, are as follows:

- Brooklyn Center/Robbinsdale Corridor: Would connect the North Mississippi Regional Park to the Shingle Creek Trail, the Twin Lakes Area and downtown Robbinsdale.
- Crystal/Robbinsdale Corridor: Would run roughly parallel to Broadway Avenue and CSAH 81, connecting the Minneapolis Grand Round to Brooklyn Park and Elm Creek Regional Park through downtown Robbinsdale and northern Crystal.

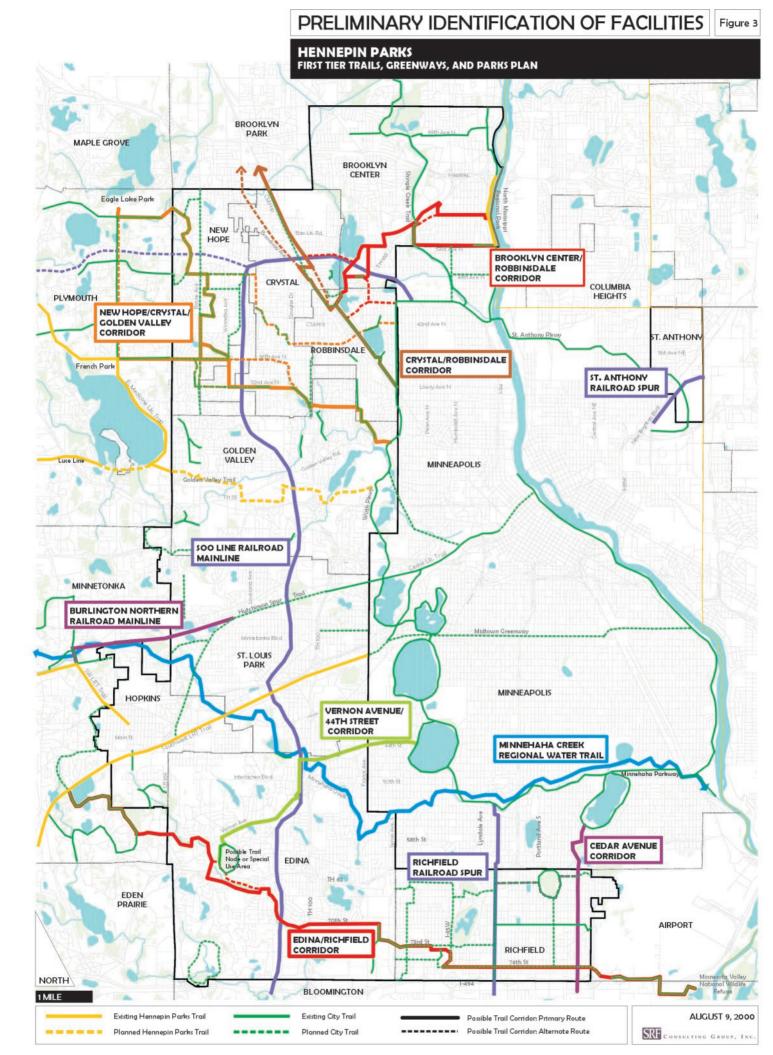
### **Chapter 2: Planning Process**

- New Hope/Crystal/Golden Valley Corridor: Would connect French Regional Park and Eagle Lake Regional Park to the Minneapolis Grand Round by way of New Hope, southern Crystal and northern Golden Valley.
- Burlington Northern Railroad Mainline: Would extend the proposed Hutchinson Spur Trail in St. Louis Park to the northern corridor of the Southwest LRT Trail in Minnetonka.
- Vernon Avenue/44th Street Corridor: Would cross diagonally through the City
  of Edina, connecting Bredesen Park and several residential areas to the Minneapolis
  Grand Round.
- Edina/Richfield Corridor: Would run east-west through Edina and Richfield, connecting the Southwest LRT Trail in Hopkins to the Minnesota Valley National Wildlife Refuge in Bloomington.
- Richfield Railroad Spur: Would run north-south through Richfield on a rail
  corridor, connecting neighborhoods in Richfield and Bloomington to the
  Minneapolis Grand Round. Trail implementation in this corridor is contingent on
  railroad abandonment.
- Cedar Avenue Corridor: Would run through a potential redevelopment area on the east side of Richfield. This corridor would connect neighborhoods and commercial areas to the Minneapolis Grand Round.
- **CP/Soo Line Railroad Mainline:** Would run north-south through most of the First Tier communities on an active rail corridor. Trail implementation in this corridor is contingent on railroad abandonment.
- St. Anthony Railroad Spur: Would provide a short but important link through the City of St. Anthony. The railroad is in the abandonment process, and multiple jurisdictions in Hennepin and Ramsey Counties, as well as local communities, are working to implement a trail in the corridor.
- Minnehaha Creek Regional Water Trail: Would be a unique type of regional facility, providing an amenity for canoeists in the first tier communities, as well as Minnetonka and the City of Minneapolis.

#### **Evaluation Criteria**

To evaluate the opportunities and constraints of each potential corridor and make recommendations for a preferred scheme, the corridors were evaluated based on eight criteria:

- Regional Benefits: The corridor provides connections to existing regional facilities, including Hennepin Parks trails and regional parks, the Minneapolis Grand Round and other possible trail corridors proposed in the First Tier Plan.
- Local Benefits: The corridor makes connections within the first tier communities, in particular to residential neighborhoods.



- Continuity: The corridor lacks significant barriers such as major roadway crossings or potential on-road trail segments that would prohibit development of a trail that is regional in nature.
- Consistency with City Plans (City Support): The corridor uses facilities existing or
  planned by local communities, or is a corridor suggested by a local community during
  the interview or Steering Committee processes.
- Minimal Physical Constraints: The corridor would be relatively easy to implement, being generally free from narrow right-of-way issues, difficult roadway crossings and segments in close proximity to residences. This evaluation criterion is a preliminary evaluation of the corridor based primarily on field observation.
- Low Natural Resource Impacts: The corridor is not anticipated to adversely impact woodlands, wetlands, creeks, floodplains, sensitive habitat or other natural systems.
- **High Natural Resource Value:** The trail facility would pass near lakes, creeks, wooded areas or other scenic amenities.
- Not Contingent on Railroad Abandonment: The corridor does not run in an active railroad corridor, or runs in a rail corridor that is wide enough to accommodate both rail and trail.

#### **Corridor Evaluation**

Table 1 shows the evaluation criteria as applied to each of the eleven preliminary corridors. A "•" in the table indicates that a corridor meets the corresponding evaluation criterion.

#### **Corridor Recommendations**

As shown in Table 1, recommendations were made for each corridor based on the evaluation criteria. However, recommendations were not determined merely based on the number of "•s" a corridor received; rather, the criteria in the table are a summary of the entire evaluation process. Because the First Tier Plan will be implemented through local initiatives (see Chapter 4), all recommended trails will have essentially the same priority. The recommendations, therefore, are designed only to qualify a corridor for inclusion in the preferred scheme or to indicate why it was excluded. The four categories of recommendation are described below.

- Recommended: The following six corridors are included in the preferred scheme.
   They meet a substantial number of the evaluation criteria and have sufficient regional and local benefits.
  - Brooklyn Center/Robbinsdale Corridor
  - Crystal/Robbinsdale Corridor
  - New Hope/Crystal/Golden Valley Corridor
  - Edina/Richfield Corridor
  - Minnehaha Creek Regional Water Trail
  - St. Anthony Railroad Spur

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These corridors are discussed in detail in Chapter 3.

- **Recommended-Contingent:** These corridors are also included in the preferred scheme, with the understanding that immediate implementation is unlikely because of conflicts with active rail corridors.
  - Richfield Railroad Spur
  - CP/Soo Line Railroad Mainline
- Local Only: These corridors are not included in the preferred scheme. Although they have merit as local trails, they do not meet the criteria for regional facilities.
  - Vernon Avenue/44th Street Corridor: This corridor parallels the Southwest LRT
    Trail to the north and would exist primarily on local streets. A significant portion
    of the trail is in the City of Minneapolis and out of Hennepin Parks' jurisdiction.
  - Cedar Avenue: This corridor is expected to be implemented jointly by the City of Richfield, the Minneapolis-St. Paul International Airport and a developer if redevelopment takes place. It offers a needed connection from eastern Richfield to the Minneapolis Grand Round but limited regional benefit beyond the Richfield city limits.
- Low Priority: This corridor has major physical constraints and is not included in the preferred scheme.
  - Burlington Northern Railroad Mainline: In addition to narrow right-of-way and major potential wetland impacts that would be difficult to avoid, active and increased rail use in this corridor present substantial barriers to trail implementation.

#### PLAN REVIEW AND ADOPTION

#### Community Review of Draft Plan

Following Steering Committee review, the Draft Plan was distributed to the first tier communities for review and comment. Hennepin Parks staff, if requested, attended meetings in the communities to present the plan, answer questions and receive input. Community comments on the Draft Plan were incorporated into the Final Plan.

# Adoption of Final Plan by Hennepin Parks Board

The Final Plan was adopted by the Hennepin Parks Board in August 2000.

TABLE 1 – PRELIMINARY EVALUATION CRITERIA AND RECOMMENDATION

	EVALUATION CRITERIA								RECOMMENDATION			
	Regional Benefits	Local Benefits	Continuity	City Support	Minimal Physical Constraints	Low Natural Resource Impacts	Natural Resource Value	Not Contingent on Railroad Abandonment	RECOMMENDED	RECOMMENDED - CONTINGENT	LOCAL ONLY	LOW PRIORITY
Brooklyn Center/ Robbinsdale	: •	:	:	: •	: : :	: • :	: •	:	: •	· · ·	: : :	:
Crystal/Robbinsdale			•	•	•	•	•		•	:		:
New Hope/Crystal/ Golden Valley	:		:	•	•	•	:	:	:		:	:
Burlington Northern Railroad Mainline	•		•	•		:	•			:	:	•
Vernon Avenue/ 44th Street	:	•		•		•			:		•	
Edina/Richfield	•	•	•	•			•	•	•	:		
Richfield Railroad Spur		•	•	•	•	•			:	•	:	
Cedar Avenue <sup>1</sup>		÷			•						:	
CP/Soo-Line Railroad Mainline	: •	•	•	•	•	: •	:	:	:	:		
Minnehaha Creek Regional Water Trail	•		•		•	•	•	•	•			
St. Anthony Railroad Spur <sup>2</sup>	•			•	•	•			•			

<sup>1.</sup> Analysis assumes future redevelopment of Cedar Avenue to include trail provisions.

<sup>2.</sup> Cooperative project (implemented by others).

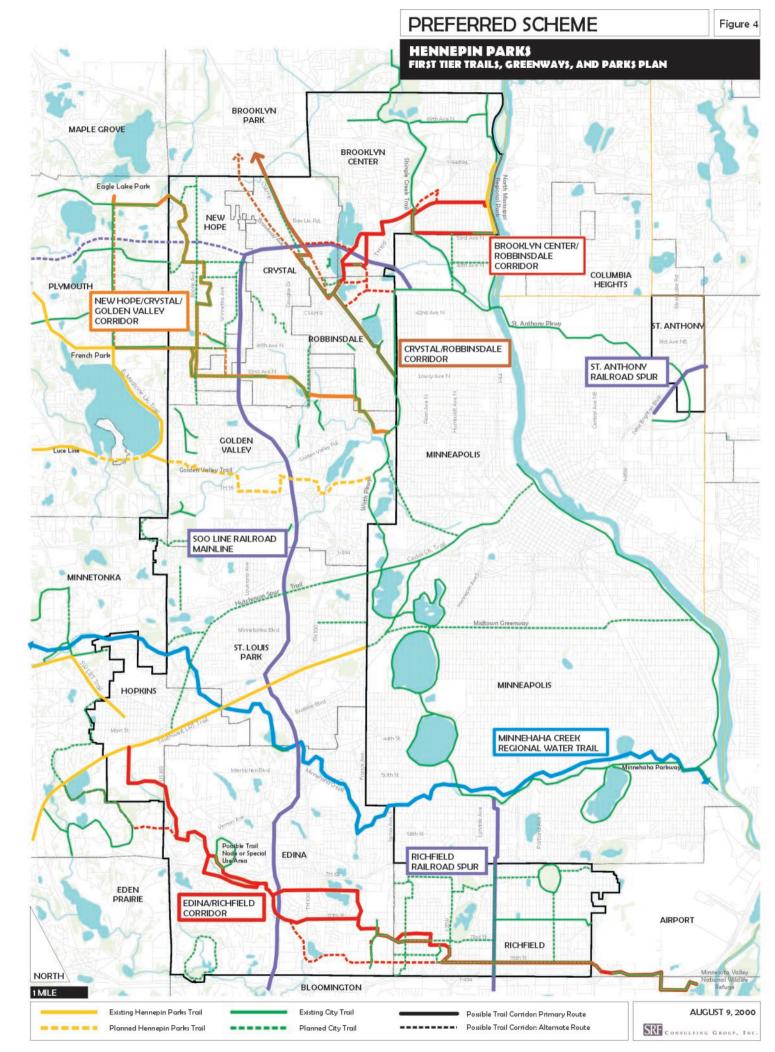
Based on the evaluation methods described above, a preferred scheme for new regional facilities in the first tier was developed (see Figure 4). This preferred scheme is the core of the First Tier Plan. Eight corridors are included in the preferred scheme, two of which are contingent on railroad abandonment.

- Brooklyn Center/Robbinsdale Corridor
- Crystal/Robbinsdale Corridor
- New Hope/Crystal/Golden Valley Corridor
- Edina/Richfield Corridor
- Minnehaha Creek Regional Water Trail
- St. Anthony Railroad Spur
- CP/Soo Line Railroad Mainline (contingent on railroad abandonment)
- Richfield Railroad Spur (contingent on railroad abandonment)

#### **OVERALL CORRIDOR ANALYSIS**

The six corridors not contingent on railroad abandonment have been analyzed in detail, with particular attention given to their regional and local benefits and the major issues to be considered. Overall analysis of the six corridors is summarized in Table 2, using the following criteria.

- Regional Benefits: Describes the corridor's connection to existing regional facilities.
- Local Benefits: Describes how the facility would be useful to local communities, perhaps by providing safer crossings of major roadways or easier access to commercial areas.
- Major Issues: Describes the potential impacts of other future actions, such as redevelopment or roadway reconstruction, on the proposed corridor. These issues may be either opportunities or constraints, depending on the ultimate resolution of each issue.



# TABLE 2 – SUMMARY OF RECOMMENDED TRAIL CORRIDORS

	REGIONAL BENEFITS	LOCAL BENEFITS	MAJOR ISSUES
Brooklyn Center/ Robbinsdale	Connects North Mississippi Regional Park to Shingle Creek Trail and to proposed Crystal/ Robbinsdale trail corridor.	Better connection from Brooklyn Center's southeast neighborhoods to regional facilities.     Connection from Brooklyn Center's southwest neighborhoods to regional facilities and to Brookdale Center and downtown Robbinsdale.     Crossings of TH 100, I-94 and Brookdale Center.	Reconstruction of TH 100 at CSAH 81 and France Avenue.     Trail construction through Brookdale Center.     Difficult trail connections near Twin Lakes.
Crystal/Robbinsdale	Connects Robbinsdale and Crystal to Minneapolis Grand Round.     Possible future connection to Elm Creek Park.	<ul> <li>Allows crossings of CSAH 81 and TH 100.</li> <li>Provides connection between downtown Robbinsdale and Minneapolis Grand Round.</li> </ul>	Reconstruction of TH 100 at CSAH 81.     Lack of continuous trail on Lakeview Avenue.
New Hope/Crystal/ Golden Valley	Connects Eagle Lake Regional Park, French Regional Park and North Hennepin Regional Trail to Minneapolis Grand Round.	<ul> <li>Connects southern Crystal, northern Golden Valley and New Hope (including Civic Center) to Minneapolis Grand Round and two regional parks to the west.</li> <li>Provides crossings of US 169 and TH 100.</li> <li>Connections between city parks and within each community.</li> </ul>	Crossings of US 169 and TH 100. Trails in New Hope industrial area contingent on redevelopment. Trail along 36th Ave. contingent on reconstruction.
Edina/Richfield	Connects Edina and Richfield to Southwest LRT Trail on the west and to the Minnesota Valley National Wildlife Refuge on the east.     Establishes Nine Mile Creek as an ecological and recreational corridor.	<ul> <li>Connections across Edina and Richfield.</li> <li>Crossings of US 169, TH 62, TH 100, I-35W and Cedar Avenue.</li> </ul>	Reconstruction of 70th and 76th Streets.     Potential adverse impacts on Nine Mile Creek floodway.
Minnehaha Creek Regional Water Trail	<ul> <li>Provides water link between Lake Minnetonka and Mississippi River.</li> <li>Opportunities for improved resource stewardship.</li> </ul>	Local access points in Minnetonka, Hopkins, St. Louis Park, Edina and Minneapolis.	Compatibility with other uses of the resource.
St. Anthony Railroad Spur	Connects planned Ramsey County trails in Roseville with Minneapolis Grand Round.	Connects St. Anthony neighborhoods to Minneapolis Grand Round.	Potential conflict with other future uses (LRT/busway).

#### **DETAILED CORRIDOR ANALYSIS**

Of the six corridors listed in Table 2, five were analyzed in greater detail. The St. Anthony Railroad Spur was not analyzed further due to its pending implementation and location on a relatively uniform abandoned rail line. Figures 5-9 provide a detailed description of routes for each of these corridors and relate the following information:

- **Primary Route:** Refers to the preferred route of a regional trail facility in the proposed corridor. The determination of primary routes is based on field inventory and interviews with local communities. Primary routes are shown on the maps as solid lines.
- Alternate Routes: Refers to trail segments that could provide options for connecting the corridor if the primary route becomes infeasible as a result of other factors. These routes are typically less feasible than the primary route. Alternate routes are shown on the maps by dashed lines.
- Opportunities: Refers to locations along the corridor where trail implementation is anticipated to be relatively easy according to existing conditions. Such instances include existing trails or sidewalks, city-owned land and wide roadway right-of-way. Opportunities are shown on the maps in green lettering, with text describing existing conditions.
- Constraints: Refers to locations along the corridor where trail implementation would be difficult, due to narrow roadway right-of-way, residential streets, natural resource impacts or other issues. Constraints are shown on the maps in red lettering, with text describing existing conditions.
- **Feasibility:** Refers to the ease of implementation of the trail route. Feasibility is shown on the maps by line width.
  - **Immediate Feasibility:** Refers to trail segments that could be implemented in the very near future, as existing conditions are conducive to trail construction.
  - Contingent Feasibility: Refers to trail segments that could only be constructed
    if another event takes place, such as a roadway reconstruction, industrial
    redevelopment or significant support from adjacent landowners.
  - Difficult Implementation: Refers to trail segments for which construction
    would be a challenge, due to issues such as severe road right-of-way constraints,
    residential streets or crossings of major roadways. Trail construction in these
    areas might need to deviate from Hennepin Parks design guidelines.
- **Regional Connections:** Refers to points where the proposed corridor connects to existing regional facilities or other proposed corridors. Regional connections are shown on the maps in blue lettering.

### Brooklyn Center/Robbinsdale Trail Corridor (see Figure 5)

This proposed corridor would begin at the North Mississippi Regional Park and extend westward through Brooklyn Center along either of two routes: 53rd Avenue or a utility corridor running between 57th and 58th Avenues.

• **53rd Avenue Route:** A city trail exists along the easternmost blocks of 53rd Avenue. This trail was implemented as a redevelopment project by the City of Brooklyn Center, and this idea could be applied to the rest of 53rd Avenue. The City is committed to the redevelopment of 53rd Avenue as a trail corridor flanked by new residential units. The trail could then connect to the existing Shingle Creek Trail and travel northward to an existing pedestrian bridge over TH 100 into Brookdale Center.



53rd Avenue North at James Avenue. North, looking west

• Utility Corridor Route: The utility corridor is a wide, undeveloped corridor that



Utility corridor at Bryant Avenue North, looking east

runs mid-block between 57th and 58th Avenues. There are few physical constraints, although there may be concerns from adjacent property owners. The crossing of I–94 from North Mississippi Regional Park to the corridor could be accomplished via 57th Avenue or a new pedestrian bridge over I-94. On the west end of the corridor, Hillsview Road has a wide right-of-way, where a trail could run westward to the TH 100 pedestrian bridge into Brookdale Center.

Brookdale Center is an aging retail shopping mall that recently came under new ownership. If redevelopment of Brookdale occurs, trail facilities could be implemented to connect to and through the Center. Even without redevelopment of Brookdale, a trail could be striped in the existing parking lot, providing access to 55th Avenue at Brooklyn Boulevard.

The trail could cross Brooklyn Boulevard at the existing signalized 55th Avenue intersection and proceed southward along the west frontage road, where a sidewalk exists in a wide right-of-way. The trail could then turn westward and follow 53rd Avenue. The sidewalk continues here on the south side of the road in a narrower, but still accommodating, right-of-way.



Brooklyn Blvd. frontage road at 55th Avenue North, looking south

At France Avenue, two routes are possible: one following France Avenue south and the other following Twin Lake Boulevard farther west. Both of these routes are documented in a preliminary planning study for trails around Twin Lake (Westwood Professional Services, Inc., 1993).

• France Avenue Route: France Avenue is a residential street with a narrow existing sidewalk on the west side. Trail implementation is possible here, but would require public support. Further south, uses along France Avenue become more industrial

and the right-of-way widens prior to the intersection with Lake Breeze Avenue just north of TH 100. The preliminary TH 100 reconstruction plans show that France Avenue would be truncated north of the Soo Line Railroad tracks. If this occurs, the trail could be implemented in "leftover" right-of-way as far south as Lake Breeze Avenue.

Lake Breeze Avenue has an existing bituminous trail along its north side, running westward for several blocks. The preliminary TH 100 reconstruction plans show this trail being rebuilt as a narrower concrete sidewalk. However, to function as a regional trail, this facility should be reconstructed as a bituminous trail.



Lake Breeze Avenue at France Avenue Northlooking west

The western half of Lake Breeze Avenue is a residential street with narrow right-of-way. An on-road route may be necessary in this location. The trail could progress along this route to Twin Lake Avenue, and then south to Twin Lake Park.

• Twin Lake Route: From the intersection of France Avenue and 53rd Avenue, the trail could continue along 53rd Avenue to Twin Lake Boulevard and then southward

until Twin Lake Boulevard ends. These streets are residential with narrow rights-of-way. On-road routes may be necessary. From the end of Twin Lake Boulevard, the trail could progress through a wooded area to the northern end of Twin Lake Avenue. This wooded area likely has some wetland and the trail would also have to cross the Soo Line Mainline in this area. Ad hoc trails exist in this natural area. Additional evaluation of this segment would be required during the detailed design process.



Twin Lake Boulevard. at 52nd Avenue North, looking north

The trail could then progress southward along Twin Lake Boulevard to Twin Lake Park.

After passing through Twin Lake Park, the trail could ascend to the TH 100 right-of-way and cross the Twin Lake narrows on the TH 100 bridge. Preliminary plans show that this bridge will be reconstructed with a sidewalk on its north side. This bridge would better accommodate a regional facility if the sidewalk were widened.

The trail could then loop downward and pass under TH 100 adjacent to the Twin Lake narrows. According to the preliminary TH 100 plans, grading for a trail will be performed underneath the Twin Lake narrows bridge. From here, the trail could run through a Robbinsdale city park, terminating at a possible underpass of CSAH 81, and connecting to the proposed Crystal/Robbinsdale Corridor described below. The City Park will be reconstructed as part of the TH 100 project and trail facilities could easily be included.

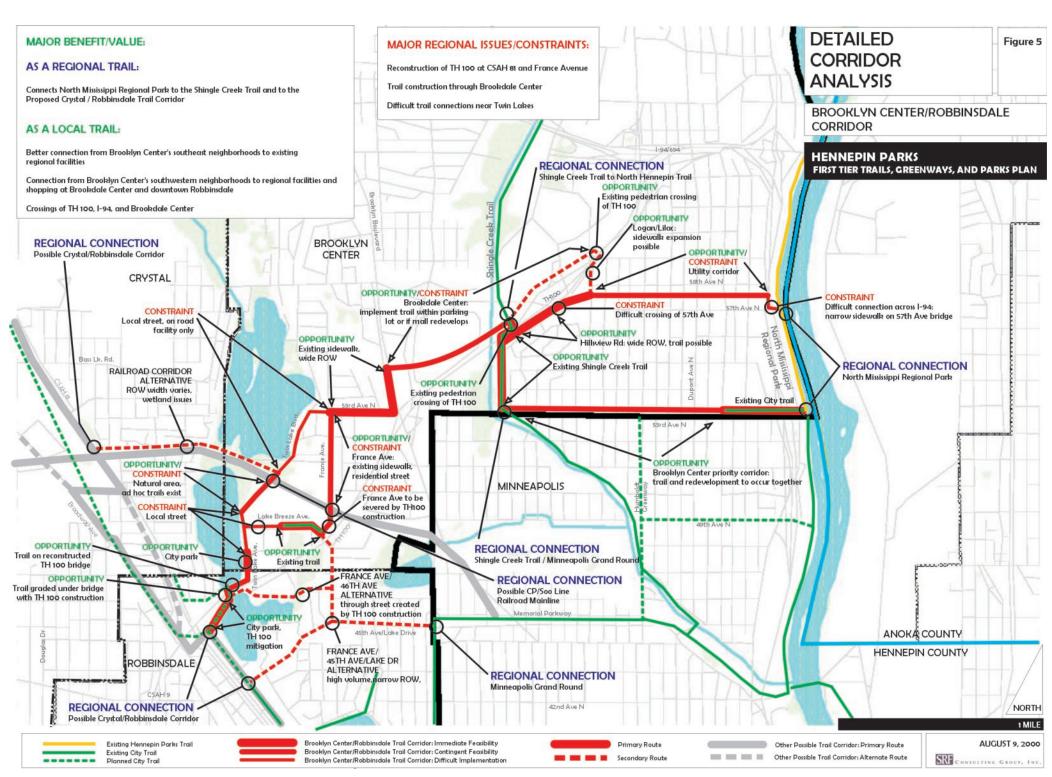
#### **Alternate Routes:**

- By proceeding northward along Logan Avenue from the western end of the utility corridor, the trail could access an existing pedestrian bridge over TH 100. This bridge gives access to the eastern portion of Brookdale Center, from which a trail could proceed westward to the Shingle Creek Trail and the primary corridor.
- The Soo Line Railroad right-of-way between and west of Twin Lake is wide enough to accommodate a trail along with the active rail line. A trail could progress westward from Twin Lake Boulevard within the right-of-way, connecting to the Crystal/Robbinsdale Corridor at CSAH 81.
- A trail could continue along France Avenue south of TH 100 to the intersection
  with CSAH 9 (45th Avenue/Lake Drive). From here, the trail could proceed
  westward to the Crystal/Robbinsdale Corridor or eastward to the Minneapolis
  Grand Round. All of these streets have narrow rights-of-way and high traffic
  volume. Trail implementation could be difficult.

#### **Immediate Issues:**

Certain segments of the trail corridor will be affected by planned construction. Even if the entire trail corridor is not implemented at one time, certain small segments should be planned for in the context of other construction activities or opportunities will be lost. The following items deserve immediate attention even if the entire corridor cannot be implemented at once.

- Preservation of right-of-way or construction of a trail when France Avenue is truncated north of TH 100.
- Retention of a wide bituminous facility on the north side of Lake Breeze Avenue when this roadway is reconstructed.
- Widening of the proposed TH 100 bridge over Twin Lake narrows to accommodate a regional trail facility.
- Trail grading or acquisition of additional right-of-way to allow connection between trail facilities on and under the TH 100 bridge over Twin Lake narrows.
- Design of Robbinsdale's Twin Lake Park to allow for trail connection from the Twin Lake narrows bridge to the possible CSAH 81 underpass.



# Crystal/Robbinsdale Corridor (see Figure 6)

This proposed corridor would begin at the Minneapolis Grand Round at the intersection of Victory Memorial Drive and CSAH 81/Broadway Avenue. There is an existing, wide public sidewalk extending northwesterly along Lakeview Avenue to Lakeview Terrace Park. Trails exist throughout this park. The trail corridor could take advantage of these existing facilities.



Lakeview Terrace Park, looking north

Lakeview Avenue exists as a narrow frontage road north of the park, running adjacent to CSAH 81 and Crystal Lake. The City of Robbinsdale received a grant from the

Minnesota DNR to construct a trail along this roadway, but a required local match for these funds has not been appropriated.

Continuing northwest, a sidewalk in a wide right-ofway exists between 40th Avenue and Robin Center. This sidewalk could easily be upgraded to a regional facility.



Lakeview Avenue at Twin Oak Drive, looking north

From Robin Center northward, the trail could generally follow Lakeview Avenue into Twin Lake Park, which will be rebuilt as part of the TH 100 reconstruction. Lakeview Avenue is very narrow and trail implementation would be difficult, but additional right-of-way will be acquired at the northern end of the road as part of the TH 100 reconstruction.

From Twin Lake Park, the trail could proceed though a planned underpass of CSAH 81 just south of the proposed TH 100 interchange. The preliminary TH 100 reconstruction plans show this underpass, but its funding and implementation is still in question. From the underpass, the trail could proceed westward across right-of-way land between CSAH 81 and



Broadway Avenue Bridge over TH 100, looking north

Broadway Avenue and access the Broadway bridge over TH 100, which will be rebuilt as part of the TH 100 reconstruction. Preliminary plans show this bridge designed with sidewalks on both sides. Widening of the sidewalk on the eastern side, however, would better accommodate a regional facility.



Broadway Avenue at 44 1/2 Avenue North, looking north

After crossing the Broadway bridge, the trail could follow Broadway Avenue northwest all the way to Corvallis Avenue. Along this route, the trail could take advantage of an existing park/rest area immediately north of the bridge and could follow upgraded existing sidewalks/bike lanes on the east side of Broadway.

At Corvallis Avenue, the trail could cross Corvallis and then proceed eastward on the north side of Corvallis. There is an existing sidewalk here, but a regional facility would have to be constructed at back of curb, possibly impacting existing parking lots.

At the end of Corvallis, the trail could continue northwesterly within the CSAH 81 right-of-way, where space exists for a trail. The intersection of Corvallis and CSAH 81 is very busy, and, by crossing Corvallis at Broadway, the regional trail could avoid this



Corvallis Avenue, looking east

Further north, CSAH 81 begins to parallel an active rail line, but significant space exists between the roadway and the railroad. Beyond the study area, this corridor eventually reaches Elm Creek Park. There are several studies underway for CSAH 81, including a busway study and plans for streetscaping. The Crystal/Robbinsdale Trail Corridor could take advantage of these other design initiatives.

#### **Alternate Routes:**

congestion.

- After crossing the Broadway Avenue bridge over TH 100, the trail could run within the CSAH 81 right-of-way to Corvallis Avenue. The CSAH 81 right-of-way south of Corvallis, however, is narrow, making trail implementation difficult.

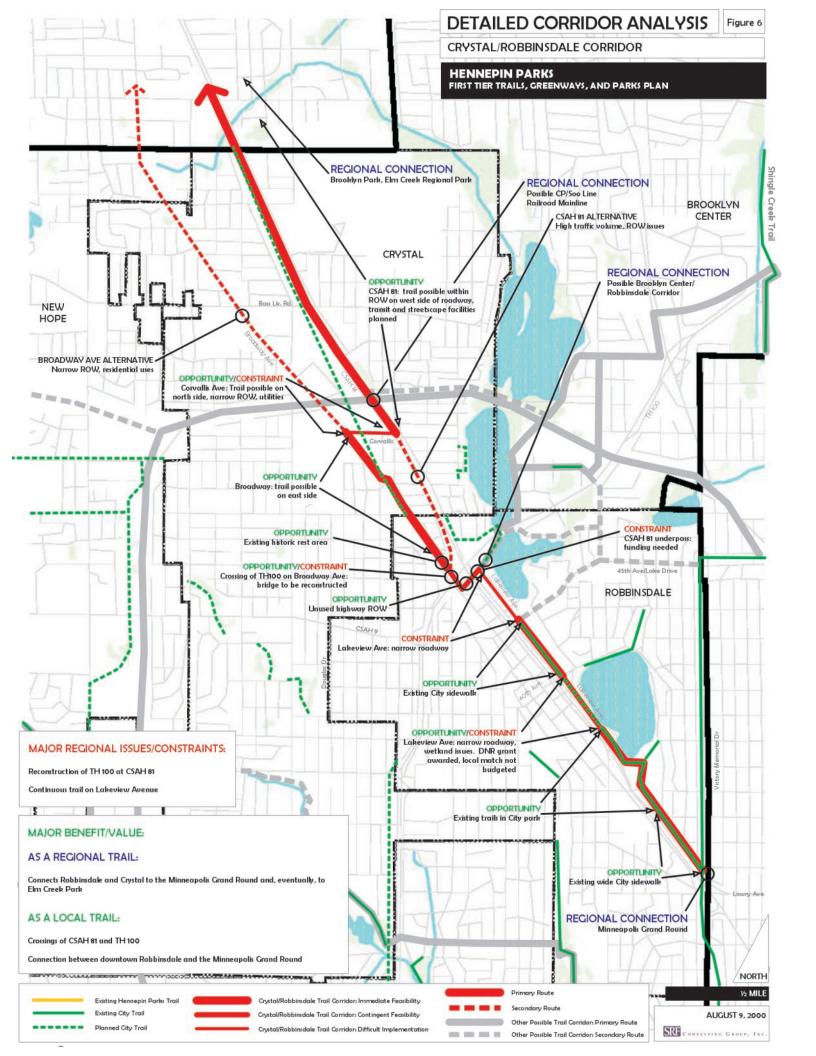
CSAH 81 at Bass Lake Road, looking north

The trail could continue along Broadway Avenue north of Corvallis Avenue. Trail implementation depends on whether or not Broadway is reconstructed, as narrow right-of-way is a major constraint under existing conditions.

#### **Immediate Issues:**

Certain segments of the trail corridor will be affected by planned construction. Even if the entire trail corridor is not implemented at one time, certain small segments should be planned for in the context of other construction activities or opportunities will be lost. The following items deserve immediate attention even if the entire corridor cannot be implemented at once.

- Finding funds to match the DNR grant for a trail adjacent to Crystal Lake along Lakeview Avenue before the grant expires or is turned back.
- Ensuring the construction of an underpass of CSAH 81 at TH 100.
- Widening of the proposed Broadway Avenue bridge over TH 100 to better accommodate a regional trail facility.



# New Hope/Crystal/Golden Valley Corridor (see Figure 7)

This proposed corridor would begin at the currently undeveloped Eagle Lake Regional Park in northern Plymouth. Connections are planned from Eagle Lake Park to an existing City of Plymouth trail running east along Bass Lake Road. The proposed corridor could follow this trail to the US 169 interchange, where a new crossing of the highway would be required. The City of New Hope is interested in implementing a roadway crossing north of this full cloverleaf interchange, which would provide access to the New Hope industrial park and the city's proposed trails in that area.

The New Hope industrial park, situated just south of Bass Lake Road on the east side of US 169, is interspersed with wetlands and open space, offering opportunities for trail development. The City of New Hope has recently revised open space requirements in the industrial park, which may lead to the redevelopment of certain parcels. The city has a working relationship with many of the industrial tenants and trail development during redevelopment is highly possible. An initial study of this area outlines several trail possibilities in the industrial park (Bonestroo Rosene Anderlik and Associates, Inc., 1999).



49th Avenue at New Hope Athletic Field, looking east



New Hope Civic Center area, looking south from Zealand Avenue north

At the south end of the industrial park, the trail could pass through the New Hope Athletic Field and access 49th Avenue. 49th Avenue has a narrow right-of-way, and the trail may conflict with existing utilities and trees. Impacts would have to be mitigated.

Just east of Boone Avenue, the trail could take advantage of city trails planned in the New Hope Civic Center area. From 49th Avenue to 42nd Avenue, New Hope is planning trails that meander through schools, city parkland, and the city hall complex. This planned corridor could provide access to an existing city trail on 42nd Avenue. The trail could then progress westerly along this existing trail to Boone Avenue.



Existing city trail along 42nd Avenue at Boone Avenue, looking east

Boone Avenue south of 42nd Avenue has a wide right-of-way and a narrow existing sidewalk, which could be upgraded. The trail could follow Boone Avenue southward all the way to 36th Avenue.

The City of New Hope is planning to reconstruct 36th Avenue in the next several years. It will likely be changed from a four-lane facility to a three-lane facility, offering excess right-of-way for trail implementation. New Hope has applied for a federal grant for a pedestrian crossing of US 169 at 36th Avenue, which would link to an existing City of Plymouth trail heading westward into French Regional Park.



Boone Avenue south at 40 1/2 Avenue, looking north

At the intersection of Boone Avenue and 36th Avenue, the trail could continue southward to 32nd Avenue. Boone Avenue between 36th and 32nd Avenues is flanked on the west by a church, a school and a city park. The trail could progress either through this public/semi-public area or within the Boone Avenue right-of-way.



Boone Avenue South at 36th Avenue, looking south

For its entire length in Crystal, 32nd Avenue is a two-lane roadway with a striped parking lane. A Crystal city park with existing trails is also found adjacent to 32nd Avenue. The trail could progress along this street eastward all the way to Basset Creek Park by upgrading existing sidewalk facilities, using existing trail facilities, or implementing minor roadway reconstruction.



32nd Avenue at Xylon Avenue, looking east



32nd Avenue at Basset Creek Park, looking west

In Basset Creek Park, the trail could follow existing park trails, which lead southeasterly toward TH 100. As part of the TH 100 reconstruction, the pedestrian bridge at 39th Avenue will be replaced, and the possibility exists for the old bridge to be "recycled" to a location between Basset Creek Park and Culver Road in Golden Valley.

The trail could then progress along Culver Road, turn south at June Avenue, and access Robbinsdale's Sochacki Park. Culver Road is a residential street with a narrow right-of-way. An on-road facility may be required for this segment.

In Sochacki Park, the trail could use and upgrade existing trails leading southward into Mary Hills Nature Area in Golden Valley. From here, the trail could continue southward on existing trails to Bonnie Lane, where a trail leads south to



Culver Road at Quail Avenue, looking west

Golden Valley Road. From this intersection, it is a short distance through Wirth Park to Wirth Memorial Parkway and the Minneapolis Grand Round.

#### **Alternate Routes:**

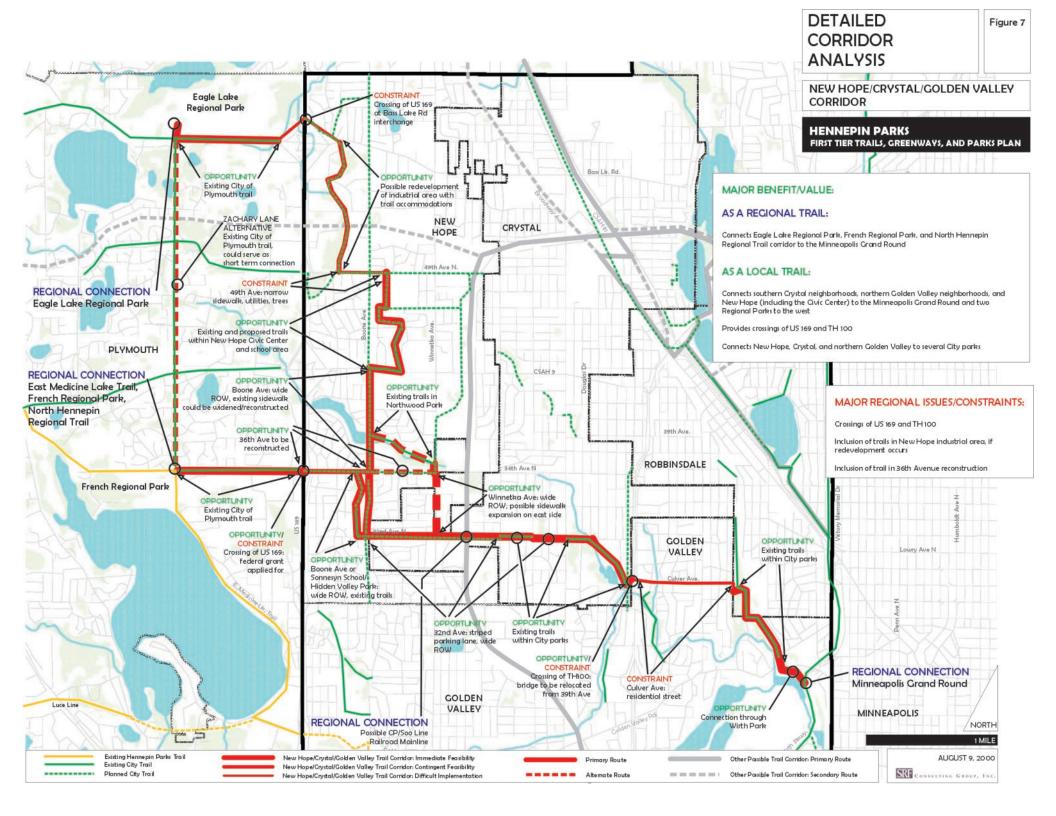
From the intersection of Boone and 36th Avenues, the trail could continue along 36th Avenue east of Boone Avenue and then turn south at Winnetka. For most of its length between 36th and 32nd Avenues, Winnetka Avenue has a wide right-of-way that could accommodate trail construction.

The trail could also follow existing trail facilities within Northwood Park. This corridor would provide an alternate connection between Boone and Winnetka Avenues.

#### **Immediate Issues:**

Certain segments of the trail corridor will be affected by planned construction. Even if the entire trail corridor is not implemented at one time, certain small segments should be planned for in the context of other construction activities or opportunities will be lost. The following items deserve immediate attention even if the entire corridor cannot be implemented at once.

- Relocation of the 39th Avenue pedestrian bridge to Basset Creek Park/Culver Avenue as part of the TH 100 reconstruction.
- Incorporation of a regional trail facility into the initial planning of the 36th Avenue reconstruction.
- Finding funds for the grant match for the US 169 pedestrian bridge.



### **Edina/Richfield Corridor (see Figure 8)**

This proposed trail corridor could begin where the Southwest LRT Regional Trail crosses 11th Avenue in Hopkins. Trails exist along a portion of 11th Avenue leading south to Westbrook Way. At Westbrook Way, the trail could progress eastward, following existing city trails, into a City of Hopkins park. Existing trails lead through this park, cross 2nd Avenue, and lead toward US 169.

The trail could then pass underneath US 169, which is elevated in this area, and enter Edina roughly following Nine Mile Creek. The trail could then proceed southward along the Nine Mile Creek floodway, within a city-owned parcel, until it

reaches a town home development near Londonderry Road.



Hopkins city trail to possible US 169 underpass, looking east

This town home development has steep slopes and is heavily wooded. Trail implementation would be difficult in this area, but could generally follow the creek to Walnut Ridge Park. Multiple creek crossings in this area may be necessary.

From Walnut Creek Park, the trail could cross Vernon Avenue at Gleason Road and follow Gleason Road all the way across TH 62, using existing trails associated with

Bredesen Park on the east side of the roadway. The crossing of TH 62 on Gleason Road is not ideal, consisting of narrow sidewalks on the bridge. A supplemental nonmotorized crossing of TH 62 would be preferred.

Another option would be to construct a new pedestrian bridge over TH 62 further east in the vicinity of the creek. The trail could then depart from Gleason Avenue, pass through Bredesen Park, cross the highway, and touch down in Creek Valley Park. This could serve not only as a



Edina city trail at Gleason Road, looking south toward Nine Mile Creek

regional connector, but as a local connection between the schools on the south side of the expressway and the nature area on the north.

South of TH 62, the trail could enter Creek Valley Park and progress eastward past Creek Valley School and Edina High School all the way to Tracy Avenue. This segment is comprised entirely of city-owned land.

From here, the trail could cross Tracy Avenue at Valley View Road, upgrade an existing bridge over Nine Mile Creek at Valley View Road, and then follow Valley Lane eastward. Valley Lane has a very wide right-of-way and an existing narrow sidewalk. A regional trail facility would be easily implemented in this area.



Nine Mile Creek at Tracy Avenue, looking west



Valley Lane at Valley View Road, looking east

Farther along on Valley Lane, an existing trail easement provides access to Heights Park. The trail easement is narrow, but it leads to a high quality existing bridge over Nine Mile Creek. The trail could then follow the creek in Heights Park southward.

From Heights Park there are two possible options for continuing the trail eastward across Edina: 66th Street and 70th Street.

• 66th Street Route: The connection between Heights Park and 66th Street would be difficult, requiring a railroad crossing, a steep grade change, and an easement on private property. Once across the railroad, however, the trail could connect to 66th Street via a utility storage facility at the western end of the street.

66th Street is a narrow residential street between Ridgeview Drive and TH 100. The eastbound lane is slightly wider than the westbound, however, and roadway narrowing may be possible as far as Normandale Park which lies on the north side of the roadway.

After the park, however, 66th Street has steep inclines and adjacent stone walls that could make trail implementation difficult as far as West Shore Drive, where an existing trail within Lake Cornelia Park on the north side of the road leads as far as Valley View Road.



66th Street at Ridgeview Drive, looking east



Valley View road at 68th Street, looking south

The trail could then progress southward along the west side of Valley View Road, where there is a wide right-of-way and an existing sidewalk. The trail could then cross to the east side of Valley View Road at 69th Street and proceed south to 70th Street.

At the intersection of 70th Street, Valley View Road, and Lynmar, the trail could proceed south on Lynmar to Hazelton Road. Lynmar is a wide residential street

which is blocked to through vehicular traffic at Mavelle Drive. South of Mavelle Drive, there is an undeveloped green space which could provide additional space for trail implementation.

The trail could then proceed east along Hazelton Road and connect to existing trails within Centennial Lakes. Hazelton Road has existing sidewalks which could be widened, and offers access to commercial uses.



Lynmar at Mavelle Drive, looking south







70th Street at Lynmar, looking west

• **70th Street Route:** The trail could continue south within Heights Park to Brook Drive, where there is a small parcel of privately owned land between the park and another city-owned parcel along the creek to the south. Trail implementation could be difficult in this segment, and public support would be crucial.

The trail could then enter the aforementioned city-owned parcel and follow the creek south and east to 70th Street. A crossing of the CP/Soo Line Mainline would be required in this segment.

The trail could then follow 70th Street eastward to Lynmar. 70th Street has the width of a four-lane roadway, but is striped as a two lane roadway. Sidewalks exist on both sides. It is possible that this roadway corridor could be reconstructed to accommodate a regional trail.

At Lynmar, the trail could proceed into Centennial Lakes as described above.

Once in Centennial Lakes, the trail could follow existing trails into Yorktown and Adams Hill Parks, taking advantage of an existing trail underpass of York Avenue. From here there are two possible routes through western Richfield: 72nd Street and 73rd Street.



Centennial Lakes, looking east



Adam's Hill Park, looking west

• 73rd Street Corridor: Adams Hill Park has existing trails that access 73rd Street. The trail could then follow 73rd Street eastward, dipping south into Richfield Junior High School and Donaldson Park at Newton Avenue. 73rd Street is a residential street with narrow right-of-way and numerous trees. Trail implementation could be difficult in this segment.



73rd Street at Newton Avenue, looking west



72nd Street, at Thomas Avenue, looking east

• 72nd Street Corridor: Adams Hill Park also allows access to 72nd Street. The trail could follow this residential street as far as a cemetery located between Upton and Penn Avenues. Whereas the western end of 72nd Street is much like 73rd, the right-of-way adjacent to the cemetery offers a better opportunity for off-road trail construction. The trail could then head southward into Richfield Junior High School at Newton Avenue.

The trail could progress through Richfield Junior High School and Donaldson Park and then follow Humboldt Avenue southward to 76th Street. Humboldt Avenue has ample right-of-way for trail construction.

The trail corridor could follow 76th Street eastward the entire length of Richfield. This roadway is likely to be narrowed from four lanes to three lanes, due to the intentional shifting of traffic to 77th Street. Such a reconstruction would provide excess right-of-way for trail construction.

The trail could then cross Cedar Avenue on a proposed new bridge, and access existing on-road facilities leading to the Minnesota Valley National Wildlife Refuge. These on-road facilities follow the north frontage roads of I-494, cross the expressway at 34th Avenue, and then follow 80th Street into the refuge. The airport and the wildlife refuge seem to both be committed to improving bicycle access to and through their

facilities. The airport has commissioned a study of possible bikeway improvements and relocations associated with airport expansion (BRW, Inc., 1999). It is possible that these on road facilities could be upgraded with cooperation from the City of Bloomington, the Metropolitan Airports Commission and the National Wildlife Refuge.



76th Street, Richfield

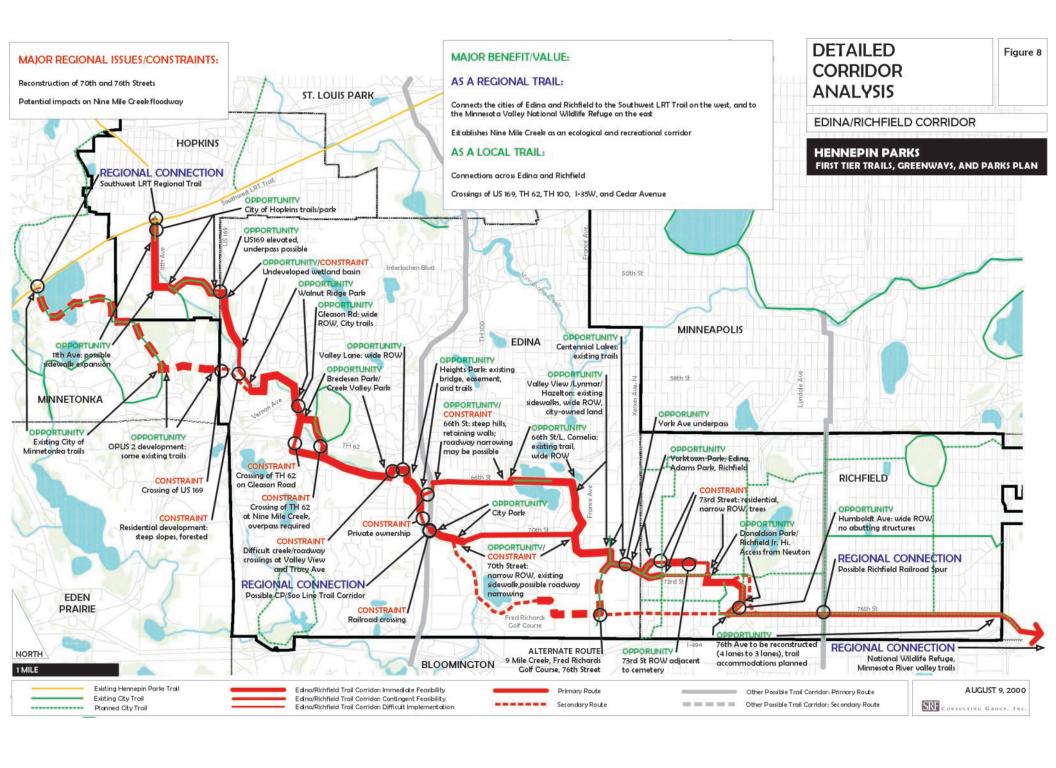
#### **Alternate Routes:**

- The trail could begin in Minnetonka just west of Shady Oak Lake. Existing city
  trails lead from the Southwest LRT Regional Trail eastward into the Opus II Office
  Park. Within this office development, existing sidewalks could be upgraded and the
  trail could proceed across US 169 on Bren Road. This would allow access into the
  forested townhome development and Walnut Ridge Park in Edina.
- Fred Richards Golf Course/76th Street: From the intersection of Nine Mile Creek and 70th Street in Edina, the trail could continue south along the creek, cross TH 100, and enter Fred Richards Golf Course. The trail could then skirt the northern edge of the course and access Parklawn Avenue and 76th Street. The trail could proceed eastward along 76th Street into Centennial Lakes. Another option here would be for the trail to continue along 76th Street all the way to I-35W.

The majority of the Nine Mile Creek Corridor south of 70th Street is privately owned, requiring significant landowner cooperation. In addition, this route would require a new crossing of TH 100 and placement of a trail within an existing golf course. Parklawn Avenue and 76th Street offer existing sidewalks that could be widened.

• Instead of following Humboldt Avenue south from Donaldson Park, the trail could cross I-35W on the existing pedestrian bridge at 73rd Street. This bridge would have to be reconstructed with ramps to accommodate bicycles. On the east side of the expressway, the trail could follow the frontage road south and connect to 76th Street through an existing break in the noise wall.

This route offers a safer crossing of I-35W, but there is little room for trail implementation between the frontage road and the existing noise wall on the east side of the expressway.



### Minnehaha Creek Regional Water Trail (see Figure 9)

This proposed corridor is different from the others in that it would be a water-based recreational amenity, as opposed to a paved trail. Minnehaha Creek is canoed by many people every year, but the quality of access points and the floodway in general is variable.

The establishment of Minnehaha Creek as a regional water trail has both positive and negative implications.

#### **Concerns:**

- Increased use could detract from user experience (i.e., too many users).
- Increased use could increase litter and lead to floodway degradation, especially at access points.
- Potential concerns from adjacent property owners.

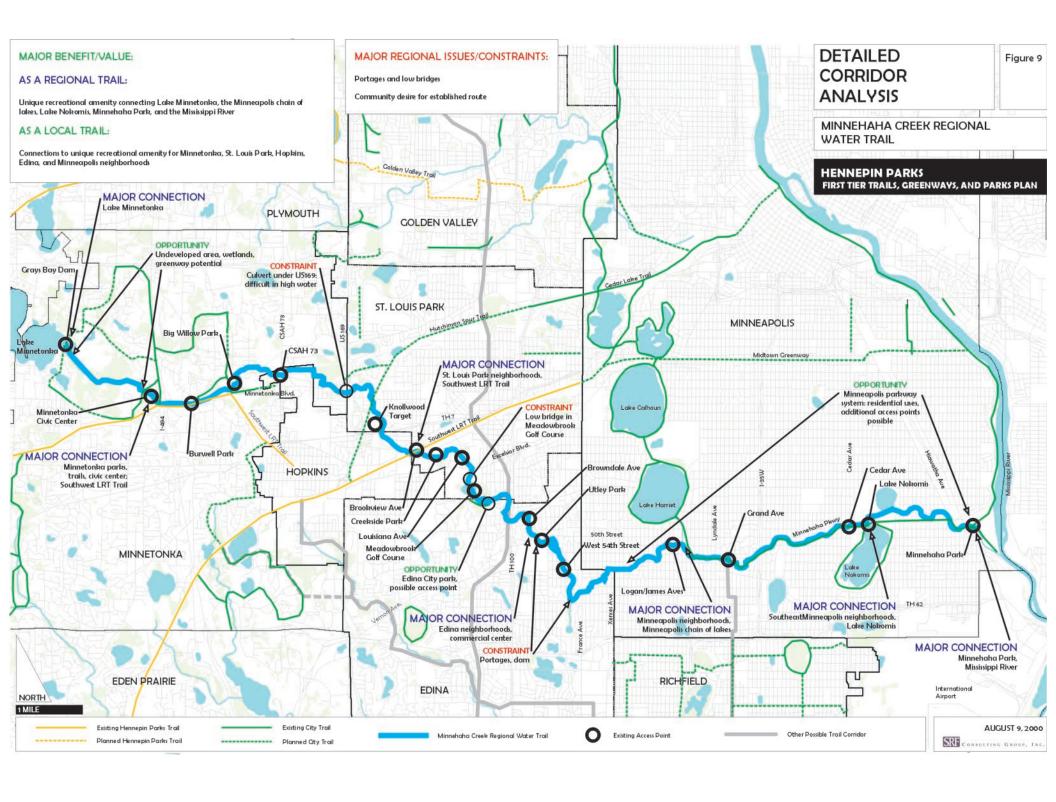
#### **Opportunities:**

- Improvement of floodway through investment in bank stabilization, water quality monitoring, and habitat preservation.
- Possibility of additional land acquisition for environmental preservation.
- Additional opportunities for event programming by Hennepin Parks.
- Improvement/stabilization of access points.
- Creek mapping and water-level notices for creek users.

Minnehaha Creek is canoeable from Gray's Bay on Lake Minnetonka all the way to Minnehaha Falls near the Mississippi River. Along its route, the creek passes through five cities, numerous neighborhoods and several city parks. There are currently approximately 17 access points along the creek. Depending on water level, two or three over-land portages are required.

If the creek were established as a regional water trail, the primary effort would be for Hennepin Parks to cooperate with the Minnehaha Creek Watershed District and the cities of Minnetonka, Hopkins, St. Louis Park, Edina and Minneapolis to develop a management plan for the creek corridor. Such a management plan could set forth strategies for floodway stabilization and enhancement; evaluation, improvement or decommissioning of access points; water quality and level monitoring; land acquisition; and other topics.

The value of the Minnehaha Creek as an urban natural and recreational resource is substantial. Although the extensive system of parks and trails along the creek in Minneapolis may not be appropriate over the entire length of the corridor, recognition of the creek as a regional water trail could be catalyst for protection and enhancement of the resource.



#### OTHER FACILITIES

As described in Chapter 3, regional trails were the primary opportunities identified in the First Tier Plan. However, three other possible regional facilities also were identified.

#### Bredesen Park: Potential Regional Trail Node (see Figure 8)

Edina's Bredesen Park is a large city park with substantial natural resource value. The park includes large wetland areas and has a trail around much of its perimeter. It is bordered by residential areas on two sides and by TH 62 on the south. The park would not meet the criteria for a regional park because of its relatively small size and because, despite its merits, the natural resources of the park are not of regional quality. However, the park does have potential as a regional special use area in the context of the development of the Edina/Richfield Corridor discussed above. The park could serve as a resting point or trail "node" for users of the regional trail.

#### Nine Mile Creek: Potential Greenway (see Figure 8)

The proposed Edina/Richfield Corridor includes a future trail along much of Nine Mile Creek in Edina. Much of the land adjacent to the Creek is publicly owned and undeveloped. Designation of the creek or a portion thereof as a greenway in conjunction with implementation of the Edina/Richfield Corridor could further protect and enhance the creek's natural resource value.

#### Minnehaha Creek: Potential Greenway (See Figure 9)

Inherently, Minnehaha Creek meets the definition of a greenway: a linear corridor with both ecological and recreational amenities. Through designation of this corridor as a regional water trail, efforts could be made to improve both its recreational and ecological quality.

# Chapter 4: Policies for Implementation, Operations & Maintenance

#### INTRODUCTION

Because of the differences between the first tier and the outer suburban communities – particularly with respect to the availability of land for recreational facilities – a review of Hennepin Parks policies for planning and operation of regional facilities was an important part of the First Tier Plan. The following proposed policies for implementing the First Tier Plan were developed by Hennepin Parks and reviewed by the Steering Committee.

#### DRAFT POLICIES

#### **Implementation**

- The individual communities must initiate and support the implementation process through official City Council action.
- Typically, all affected communities in a trail corridor must be in support of the corridor for it to be implemented.
- City Council approval of a cooperative agreement with Hennepin Parks will be required.
- Cities must convey city-owned properties within the corridor to Hennepin Parks through easements.
- Hennepin Parks will develop a timeline for corridor implementation once local communities have initiated the process. Priorities for funding and implementation will be employed only if several corridors are initiated at once.
- If, because of physical constraints, an off-road trail is not feasible at a given location, an on-road segment is acceptable as a last choice.
- Trails can be implemented in a phased approach if there are short-term barriers or discontinuities, assuming there is a long-term commitment to implementing the entire trail corridor.

#### **Operations and Maintenance**

- Hennepin Parks will be the managing and operating authority of the facility.
- Hennepin Parks will fund construction, operations and maintenance. City or other agency assistance in funding construction may accelerate a project's implementation.
- Winter maintenance of regional trails will be at the discretion of Hennepin Parks. Current Hennepin Parks policy is not to remove snow from regional trails.

## **Chapter 5: Conclusions and Next Steps**

#### **CONCLUSIONS**

The First Tier Trails, Greenways & Parks Plan responds to an interest among Hennepin Parks and the first tier communities in exploring the potential for new regional facilities in the developed inner-ring suburbs of Minneapolis. Although numerous local trails already exist in the first tier, the built-up nature of the area has made building regional trails more difficult. The ongoing redevelopment of transportation and other older infrastructure in the first tier combined with an increasing interest in regional trail development among local governments and citizens provides an excellent opportunity for the implementation of this plan.

The First Tier Plan identifies a Preferred Scheme that includes six recommended trail corridors (including a regional water trail). Preferred and alternate routes are identified as is the feasibility of implementation by segment. Two additional corridors are recommended but are contingent on future railroad abandonment. Two potential greenways are also identified, along with a potential regional park node. Although the plan does identify preferred routes for each trail corridor, final routes would be selected following a more detailed analysis, design and public input process.

#### **NEXT STEPS**

During its development, the First Tier Trails, Greenways & Parks Plan has enjoyed the support and enthusiasm of the first tier cities as well as other participating agencies and interested citizens. At numerous meetings with appointed and elected officials from the participating communities, widespread support has been demonstrated for the concepts within the plan and interest has been shown in moving the plan towards implementation.

Now that the plan has been developed and published, some important next steps should be considered:

- Review and, where possible, resolution of immediate issues. The discussion and analysis of each recommended corridor in Chapter 3 includes a list of immediate issues identified during the concept development process. Most commonly, these issues are potential conflicts with other infrastructure projects in the first tier. For example, roadway improvements currently in the planning or design stages could preclude certain trail segments and/or the overall feasibility of a trail corridor if coordinated planning does not take place. In some cases, quick action may be needed.
- City initiation of the implementation process. As indicated in Chapter 4, Hennepin Parks will fund construction, operations and maintenance of regional trails that emerge from the First Tier Plan. However, the individual communities must first indicate their interest and initiate the implementation process through official City Council action.



#### **Chapter 5: Conclusions/Next Steps**

- City adoption of cooperative agreement with Hennepin Parks. A crucial first step in implementing a given trail corridor will be the adoption of a cooperative agreement between Hennepin Parks and the cities along the corridor. The agreement will spell out the specifics of implementing the trail, including conveyance of city-owned land and operations and maintenance policies.
- Public input and final trail analysis and design. After local initiation of a corridor and completion of a cooperative agreement, the exact routing and design of the trail will be finalized. Public involvement, lead primarily by the local communities with assistance from Hennepin Parks, will be a significant part of this process.
- Trail construction. This is the ultimate goal of the plan. The First Tier Trails, Greenways & Parks Master Plan is an instrument to construct regional facilities in the first tier communities.

Throughout the planning process, local communities have voiced support for the plan and have participated in its creation. Hennepin Parks is committed to partnering with these communities to bring the First Tier Plan to fruition. As described above, extensive continued participation by local communities will be required to implement any of the corridors described in this plan. Because of the unique nature of the first tier, regional trail facilities will have to take advantage of road rights-of-way, public lands, school property and other public or semi-public land. Local communities will, therefore, have to be active participants in trail implementation, landowner coordination and land acquisition.

The first tier communities are in need of increased recreational amenities to lure and retain businesses and homeowners. In many cases, this is difficult, as lack of available land and modest tax bases prevent the creation of large recreational facilities with regional draw. Whereas this plan did seek out other regional facilities, land is simply not available in the first tier for new regional parks. Trails, however, have been shown to provide the greatest recreational possibility on the smallest amount of land, and can provide high quality amenities for all sectors of the population.

The First Tier Plan accomplishes two major goals: it extends Hennepin Parks' regional system into previously underserved areas, and increases connections to recreational amenities for first tier residents. The corridors detailed in the First Tier Plan will provide the residents of the first tier communities access to a super-regional recreation and transportation system that includes existing and planned Hennepin Parks trails, the Minneapolis Grand Round, city and regional parks, state trails and neighborhoods/commercial and employment centers. Such a system will help to strengthen the first tier communities, reinforcing their desirability as a place to live.

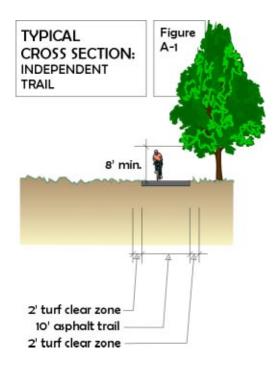
## **Appendix A - Design Guidelines**

The great majority of Hennepin Parks regional trails are off-road, paved, non-motorized facilities. Wherever possible, this is the type of trail that should be constructed as part of the First Tier Plan. Such a facility allows for a variety of uses, including walking, bicycling, and in-line skating, and ensures consistency throughout the regional system.

In some cases, however, an off-road trail may not be immediately possible due to spatial constraints. In such cases, other types of facilities may be acceptable, as long as they constitute short connections within a corridor.

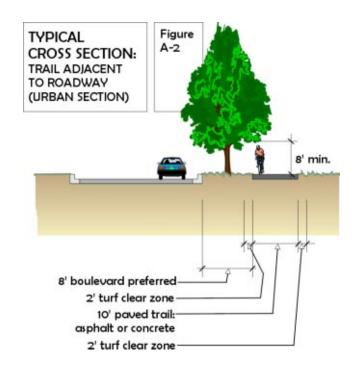
The exact design of the trail will be determined through the detail design process for each corridor, but the following guidelines set forth recommended width, surface, clear zones, and vertical clearance for a variety of trail types.

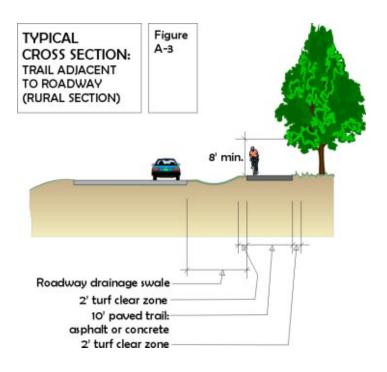
An **independent trail** is a trail facility that occurs in its own corridor. Such trails may be constructed in rights-of-way owned by Hennepin Parks, on abandoned railroads, or within parks. These trails typically offer the safest and most scenic trails, as they do not follow roadway corridors.



#### **Appendix A - Design Guides**

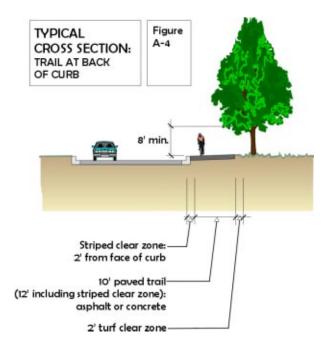
A **trail adjacent to a roadway** is a trail that occurs within a road right-of-way, or otherwise runs roughly parallel to a road. Ideally, such trails are separated from the roadway by a planted boulevard. The exact placement of a trail within a road right-of-way depends on the design of the roadway.



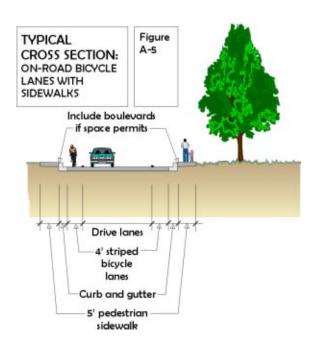


#### **Appendix A - Design Guides**

A **trail at back of curb** typically occurs where road right-of way is narrow. These trails are not a preferred option if space exists to separate the trail from the roadway.



On-road bicycle lanes with adjacent sidewalks may be used where space is severely restricted, such as on residential streets. This type of facility separates users, allowing bicyclists to travel on the existing roadway, and providing a sidewalk for pedestrians. Such facilities should be signed to distinguish between these uses. Bicycle use on the sidewalks should be discouraged.



#### Alignment and Profile

In addition to the guidelines shown in the preceding figures, trail profile and alignment should be considered. Trail profile refers to the vertical curvature of the trail, while alignment refers to the horizontal. The American Association of State Highway and Transportation Officials (AASHTO) has published a set of design guidelines for bicycle trails, which have become industry standards for trail design. Since bicycles typically require the most stringent curvature requirements, these standards can be applied to any multi-use trail. Some general recommendations follow, but the AASHTO guide should be consulted during detail design, especially when seeking recommendations for dealing with safety concerns.

**Alignment:** horizontal curves should have a radius of at least 80 feet, unless the trail user will be stopping at a roadway or railroad crossing.

**Profile:** trails should generally slope at 5 percent or less, but grades up to 8 1/3 percent are possible.

#### **Drainage**

Proper drainage of a trail is important to the longevity of the trail surface. Water that stays on the trail can create a hazard for trail users and can adversely impact the quality of the asphalt surface. Trails should have a cross slope of 2 percent to facilitate drainage, and may employ swales, culverts, and even curbs to prevent inundation.

For on-road trail types, drainage is likely to be taken care of through the design of the roadway, either through ditches (rural section) or gutters and curb inlets (urban section). Where drain inlets are located within the traveled way of the trail, they should be bicycle compatible. Such grates typically have slats that run perpendicular to the path of the bicycle, so that wheels do not become trapped. If existing drain inlets have grates that are not bicycle compatible, the grates should be replaced as part of the trail project.

#### Signage

Hennepin Parks employs standard "Regional Trail" signage on its trail facilities. This practice should be continued with the first tier trails. Since these routes, however, may take less of a direct path than other regional facilities, signs should be placed at each change in direction, to assist in the easy navigation of the facility. In addition, text and arrows noting the direction of major trail connections could be included with regional trail signage. Such directional signage would help to direct trail users to other regional facilities.

## **Appendix B - Funding Opportunities**

#### TRAILS AND GREENWAYS FUNDING OPPORTUNITIES

As discussed in Chapter 4 of the First Tier Plan, Hennepin Parks intends to fund construction, operations and maintenance of any new regional trails constructed as part of the this project. The following brief information on other sources of trails and greenways funding is provided for communities and others interested in exploring additional funding opportunities.

#### **A TRAILS**

#### Minnesota Department of Natural Resources

The Minnesota DNR has a number of grant programs for trails and related amenities. The main DNR trail programs applicable to the First Tier Plan are:

- Outdoor Recreation Grant Program: The purpose of this program is to increase
  and enhance outdoor recreation facilities. Eligible projects include trails and other
  facilities. Priorities include the acquisition, development and redevelopment of
  outdoor recreation facilities.
- Cooperative Trail Linkage Grant Program: The purpose of this program is to promote relatively short trail connections between where people live and desirable locations, not to develop significant new trails. Priorities include projects with residential connections to state and regional facilities. Elements of the Regional Open Space System in the Twin Cities metro system are not eligible. (Thus, local connections to the regional trail system would be potentially eligible but regional trails themselves would not.)

For further information, contact the DNR at 651-296-6157 or www.dnr.state.mn.us.

## U.S. Department of Transportation: Transportation Equity Act for the 21st Century (TEA-21)

TEA-21 is the federal transportation bill authorizing highway, highway safety, transit and other surface transportation programs between 1998 and 2006. In addition to highway and transit, the bill provides for funding of bicycle and trail-related projects. The main sources are:

- Congestion Mitigation and Air Quality Improvement (CMAQ): The program provides funding in areas that are designated by the U.S. Environmental Protection Agency as "non-attainment" or "maintenance" areas for ozone or carbon monoxide, two common urban air pollutants. Funds must be spent on projects that help reduce these pollutants, including bicycle transportation and pedestrian walkway projects.
- Transportation Enhancements (TE): The purpose of this program is to encourage diverse modes of travel, foster local economic development and bring direct benefits to communities from transportation spending. Eligible projects include improvements to bicycle and pedestrian infrastructure and scenic and historic preservation.



• **Recreational Trails Program:** The purpose of this program is to provide for and maintain both non-motorized and motorized recreational trails. Federal funds are distributed to states through a state recreational trails advisory committee.

For further information on TEA-21, visit the Surface Transportation Policy Project's web site at www.transact.org.

#### Local Sources

• Local governments may identify funds for trails through a capital improvement budgeting process. Specifically, new trails may be incorporated into roadway improvement projects.

For further information, contact the appropriate local government office (e.g., city public works or recreation department).

#### Foundations and Non-Profit Groups

 Some of the major private organizations that support trail and greenway projects include the Nature Conservancy, the Trust for Public Land and the Rails to Trails Conservancy.

For further information, contact the Nature Conservancy at 612-331-0750 or www.tnc.org; the Trust for Public Land at 612-338-8494 or www.tpl.org; the Rails to Trails Conservancy at 202-331-9696 or www.railtrails.org.

#### **B** GREENWAYS

#### Minnesota Department of Natural Resources

In addition to trails development and funding programs, the Minnesota Department of Natural Resources also has programs to promote the development of greenways. The main funding sources include:

- Metro Greenways Planning Grants Program: Supports agencies in carrying out comprehensive natural resource inventories and local greenway plans in order to create a regional network of protected, restored and connected lands.
- Natural and Scenic Area Grant Program: Purpose is to increase, protect and enhance natural and scenic areas. Eligible projects include fee title and permanent easement acquisition. Priorities include lands that contain outstanding natural resource value.
- Conservation Partners Grant Program: Purpose is to encourage the enhancement
  of fish, wildlife and native plant habitats and research and surveys of fish and wildlife
  directly related to specific habitat improvement projects through cooperation by
  private organizations and local governments. Priorities include habitat enhancement
  and research/surveys.

For further information, contact the DNR at 651-296-6157 or www.dnr.state.mn.us.

## **Appendix C - Transit and Commercial Connections**

Regional trails have been primarily designed and utilized for recreational purposes. With the increasing number of trails, however, forming an interconnected network in the metropolitan area, trails can become transportation amenities, as well. The Cedar Lake Trail, for example, was designed as a commuter bikeway, and is used for both recreation and transportation. This corridor will be extended by the Hutchinson Spur Trail, which will be operated by Hennepin Parks. Further south, the connection of the Southwest LRT Trail to the Midtown Greenway and the Kenilworth Trail offers great opportunities for commuting and access to shops and entertainment on foot or bicycle.

Trails in the first tier lend themselves very well to transportation purposes, as the land is highly developed and trails are inherently located close to residential areas, commercial centers, and employers. To further strengthen the First Tier Plan, trail connections to commercial centers and employers were explored. By considering such connections, the First Tier Plan envisions a system with benefits beyond fitness and recreation. Trails that connect to services that first tier residents use on a daily or weekly basis can help to mitigate air quality through the reduction of automobile miles, and increase the safety of those with less access to automobiles, namely children, the elderly and persons with disabilities.

For longer trips, particularly as part of a commute to work, buses can be very efficient. Metro Transit is a strong advocate of multi-modal transportation, and has installed bicycle lockers at park and rides and downtown, and has placed bicycle racks on many of its buses. The connections between regional trails and buses, therefore, can offer transportation alternatives. With connecting trail corridors in place, it would be possible for first tier residents to commute to and from work by bus, and safely walk or ride a bicycle between the bus stop and home.

Figures C-1 through C-4 are detailed analyses of the commercial, employment and transit connections provided by each of the proposed corridors that were described in detail in the First Tier Plan (with the exception of the Minnehaha Creek Regional Water Trail). This analysis is designed to assist Hennepin Parks and the first tier communities in constructing trails that are useful both as recreation and transportation corridors. It is the hope of this plan that the recognition of these connections will lead to spur trails into commercial areas, bicycle racks and lockers at shopping centers, and "bike-and-ride" facilities at major bus/trail connection points.

