



REGIONAL TRAILS

Three regional trail facilities were included in the NSAMP planning process. The Luce Line Regional Trail, Shingle Creek Regional Trail (which includes the Creekview and Shingle Creek Park areas), and the Theodore Wirth Parkway section of the Victory (Wirth) Memorial Parkway Regional Trail do not have master plans and are inextricably intertwined with the neighborhood facilities in the NSAMP project area. The other regional parks and trails in the area (Theodore Wirth Regional Park, Victory Memorial Parkway Regional Trail, North Mississippi Regional Park—including the 49th Avenue Corridor, and Above the Falls Regional Park) already have adopted master plans.

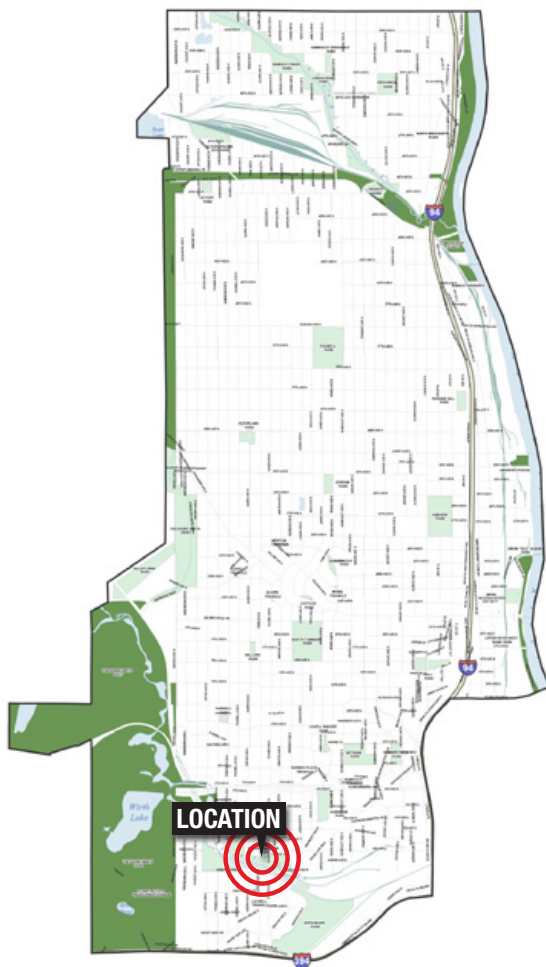
The following park packets follow the required Metropolitan Council format for regional trail master plans. The Luce Line is considered a regional linking trail, while Shingle Creek and Victory (Wirth) are destination regional trails, because they have wide corridors with significant natural resources. The Metropolitan Council requires descriptions of community engagement, which is included in this document in Chapter 2.

After adoption of the NSAMP document, MPRB staff will separate each of these regional trail master plan packets from this overall document, add back in this document's introductory sections on process and community engagement,

and submit each to the Metropolitan Council for approval. Council approval is necessary prior to any expenditure of state or regional funds on these regional trails.

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LUCE LINE REGIONAL TRAIL



LOCATION AND HISTORY

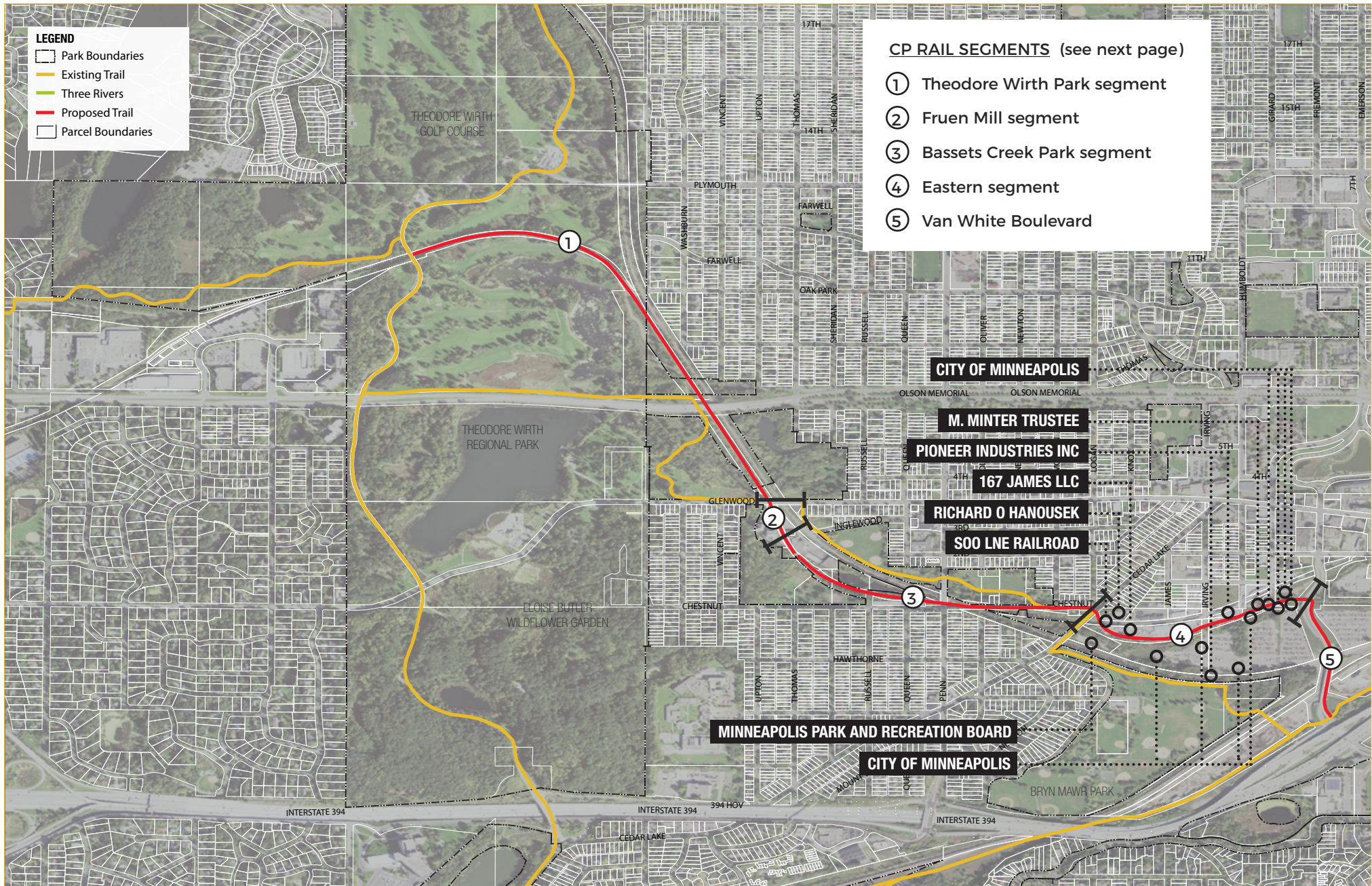
The Luce Line is an existing regional trail corridor that connects the Cedar Lake Regional Trail westward through Theodore Wirth Regional Park and then farther west to other regional parks and trails in the Three Rivers Park District System. The portion described in this master plan is operated by the Minneapolis Park and Recreation Board and travels from Theodore Wirth Parkway within Wirth Park to the Cedar Lake Trail. The trail is a critical connecting link in north Minneapolis. Due to its intersection with the Cedar Lake Trail, it also provides connectivity to the Mississippi River and therefore the Minneapolis Grand Rounds.

Currently, the trail exists entirely within other park properties, not within its own trail right-of-way or separate parcel definition. In addition, the trail takes a rather disjointed route from Wirth Park to Cedar Lake Trail, with several segments on-street. From the intersection of Three Rivers's Luce Line and Theodore Wirth Parkway, the Minneapolis Luce Line travels southward on trails paralleling Wirth Parkway within Wirth Regional Park. It then turns east on trails paralleling Highway 55, also within Wirth Park. The Luce Line then passes under Highway 55, winds through the eastern portion of Wirth Park, and rises up to Glenwood Avenue. It then goes on-street to cross railroad tracks on the Glenwood Avenue bridge, and then southerly along a street to the northern edge of Bassett's Creek Park, a neighborhood park in the Minneapolis system.

The trail travels through Bassett's Creek Park until it reaches the end of Chestnut Avenue. It then moves onto the street again to follow Chestnut and Cedar Lake Road to the entrance of Bryn Mawr Park, another Minneapolis neighborhood park. The trail follows Cedar Lake Road in order to cross the same railroad tracks that pass under the Glenwood Avenue bridge. The trail goes through Bryn Mawr Park to a bike and pedestrian overpass at the eastern end of the park. The overpass is necessary to cross a different railroad track, and it includes helix ramps on both ends. At the bottom of the easterly helix is the Cedar Lake Trail, where the Luce Line ends.

The improvement of the Luce Line Regional Trail through existing MPRB properties was largely accomplished in 1996. The Minneapolis portion of the trail currently lacks clear signage and mapping and offers little in the way of other visitor comfort, such as benches, restrooms and drinking fountains. Though some of these amenities exist within the parks through which the Luce Line runs, they are not always closely associated with the trail.

A key need for this trail has always been a more straight-forward routing without on-street segments. Recently, a railroad abandonment and a corridor offered for sale creates the opportunity to set a similar but improved corridor for the Luce Line. This master plan proposes that revised routing and provides associated acquisition and development activities and costs.



PROPERTY OWNER MAP: LUCE LINE REGIONAL TRAIL

BOUNDARY AND ACQUISITION

In order to create a more streamlined corridor for the Luce Line, MPRB proposes to acquire, in collaboration with partners, all or a portion of the abandoned CP Rail/Soo Line corridor that runs through the Bassett's Creek Valley. There are in fact two different rail corridors that run through the valley: the CP Rail and the BNSF (which is active). The CP Rail is the line that most closely parallels the historic Luce Line and provides the greatest opportunity for connecting the trail without on-road segments. The following describes the CP Rail corridor, segment by segment, and notes opportunities for collaboration. Costs for acquisition are not included at this time, as an MPRB-ordered appraisal is still being reviewed and discussed with partners.

- ① **Theodore Wirth Park segment:** The CP Rail corridor runs through the middle of Wirth Park from the western park boundary to Glenwood Avenue. This land is identified in the Master Plan for Theodore Wirth Park as an inholding in the park. This master plan proposes acquisition of this segment as part of Theodore Wirth Regional Park, with the Luce Line Trail surface running through that larger Regional Park facility.
- ② **Fruen Mill segment:** South of Glenwood Avenue is a commercial development site on the old Fruen Mill site. This segment extends only from Glenwood Avenue to the first railroad bridge over Bassett's Creek. MPRB

currently has a collaborative relationship with private development entities in this area and is willing to work with them on the best routing for the trail. The rail corridor itself passes through the middle of the development area, which may not be the best corridor for the trail. Nor may the trail need the entire railroad right-of-way width. Therefore, this master plan proposes acquisition of this segment in a collaborative effort with private development entities and retention of a minimum 20-foot trail right-of-way or permanent easement at an exact location to be determined.

- ③ **Bassett's Creek Park segment:** Between the Fruen Mill bridge and Cedar Lake Road, the master plan proposes acquisition of the rail corridor as Luce Line property, not neighborhood park property. One key piece of this acquisition will be the assurance of an at-grade crossing of the BNSF railroad just east of Penn Avenue.
- ④ **Eastern segment:** After passing underneath the Cedar Lake Road bridge, the proposed trail leaves the rail corridor behind and begins to follow Bassett's Creek. MPRB is currently working collaboratively with the City of Minneapolis and private developers as the industrial land between cedar Lake Road and Van White Boulevard redevelops. All parties' intent is to preserve the corridor of Bassett's Creek as public green space. This green space corridor will be acquired by MPRB as sites redevelop, potentially through

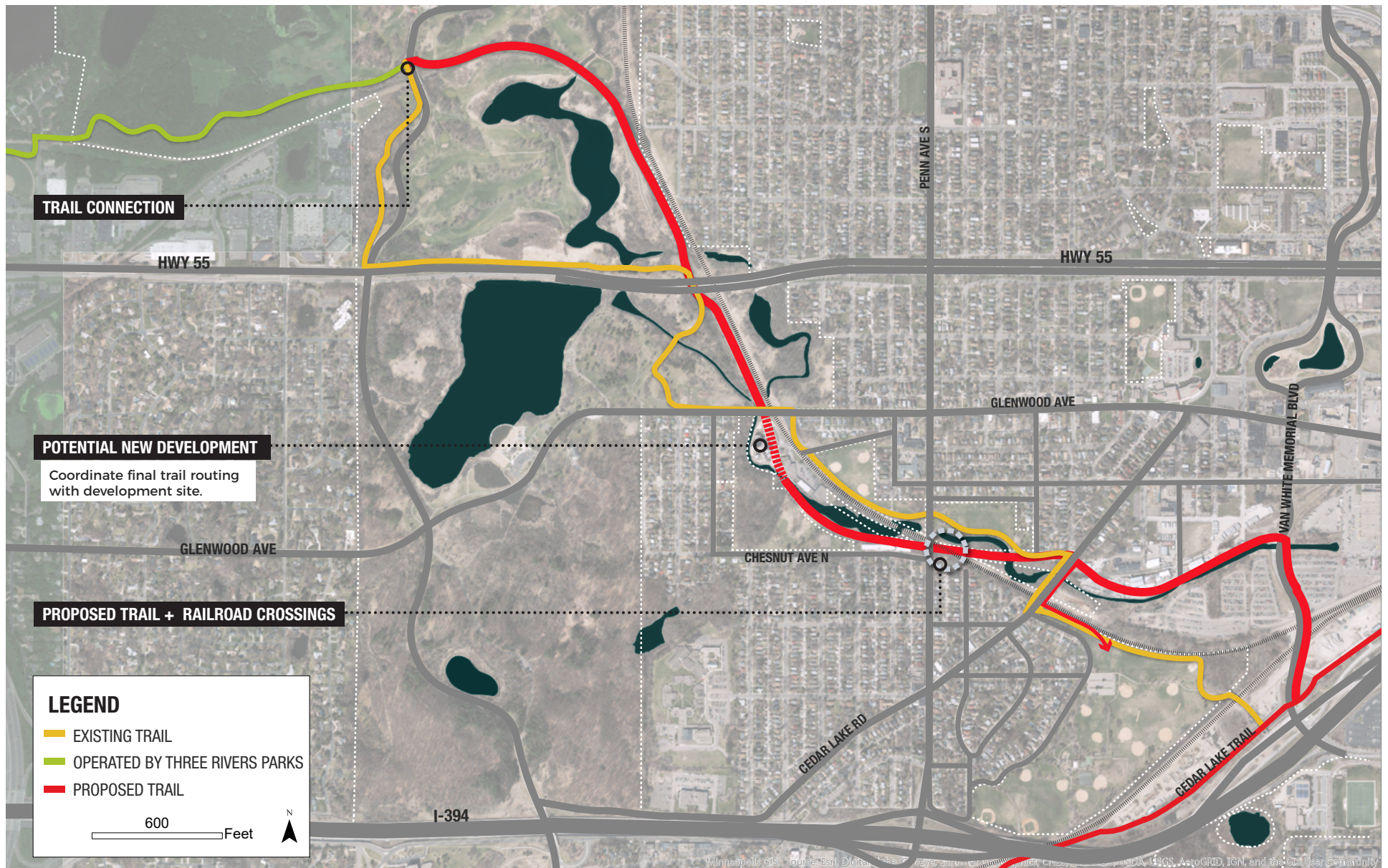
park dedication. The trail will run in this newly acquired corridor. Properties acquired would become part of Luce Line property, not neighborhood park.

- ⑤ **Van White Boulevard segment:** At the end of the eastern creek segment, the proposed trail follows existing very wide ped/bike facilities on the Van White Boulevard bridge as it crosses the Minneapolis impound lot and railroad tracks. The Luce Line will connect to the Cedar Lake Trail at its intersection with Van White or as part of the new southwest light rail station, when implemented. This segment will run within existing public right-of-way.

This master plan proposes to associate land area with the Luce Line for the first time. Between Glenwood and Van White, the trail would run in its own dedicated land area. North of Glenwood it would run through Wirth Regional Park, and on Van White it would run in existing public right-of-way that would not change hands.

DEVELOPMENT CONCEPT (AND COSTS)

The primary feature of the Luce Line Regional Trail is the trail surface itself. A new 12-foot wide multi-use trail will run from Wirth Parkway to the Cedar Lake Trail where it intersects with Van White Boulevard. The new trail will run primarily in a corridor to be acquired from CP Rail and partly on industrial land currently redeveloping. The total length of new trail is approximately 2.32 miles. The general routing of the trail is



PROPOSED PLAN: LUCE LINE REGIONAL TRAIL

described in the boundaries and acquisitions section above. This section describes several other categories of improvements.

Crossings and Bridges:

- Bassett's Creek bridge within Wirth Park: renovation of existing railroad bridge for trail use
- Golf path underpasses within Wirth Park: renovation of existing railroad bridges for trail use
- Bassett's Creek (old channel) bridge north of Highway 55: renovation of existing railroad bridge for trail use
- Highway 55 underpass: limited trail-related improvements under existing bridge
- Glenwood Avenue underpass: limited trail-related improvements under existing bridge
- Bassett's Creek bridge near Fruen Mill: renovation of existing railroad bridge for trail use
- BNSF railroad crossing: at-grade pedestrian bicycle crossing with safety approaches and possible signalization
- Bassett's Creek bridge at eastern end of Bassett's Creek Park: renovation of existing railroad bridge for trail use
- Cedar Lake Road underpass: limited trail-related improvements under existing bridge
- Van White bridge: limited trail-related

improvements on existing Van White Boulevard bridge

Connecting Trails and Split Corridors:

- Eastern Bassett's Creek Park: trail connection ramp to Chestnut Avenue, similar to existing condition for current Luce Line Trail corridor.
- Bryn Mawr Park connection: east of Cedar Lake Road, a critical trail spur will cross Bassett's Creek on a new bridge, ascend a slope to an MPRB-owned parcel, then cross BNSF railroad on another new bridge into Bryn Mawr meadows. The railroad corridor is lower than both MPRB parcels, so this second bridge will have level approaches.
- Within the eastern segment between Cedar Lake Road and Van White Boulevard, the pedestrian and bicycle corridor will separate. The bicycle corridor will stay on the northern side of the creek, while the pedestrian corridor will cross over the creek on the bridge leading to Bryn Mawr, follow the south side of the creek, and cross back over near Van White Boulevard.

Trailside Amenities:

- Directional signage included at each end of trail corridor, at spur trails, and where trail turns to follow Van White Boulevard
- Trailside seating within the Bassett's Creek Park segment adjacent to the creek

DEMAND FORECAST

The Luce Line Regional Trail sees 125,000 visits per year, according to the 2017 Regional Parks System Use Estimate. This places the Luce Line at the lower end of the spectrum among Minneapolis regional trails. The Luce Line serves primarily as a connector between Theodore Wirth Regional Park (805,000 visits) and the Cedar Lake Regional Trail (500,000 visits), the latter of which provides a connection to downtown Minneapolis and Central Mississippi Riverfront Regional Park (2,782,800 visits). As part of a series of interconnected loops that includes the historic and well-connected Minneapolis Grand Rounds, the Luce Line could have higher use. However, its rather disjointed current route is likely a barrier for those seeking a true regional trail experience. MPRB expects that local and regional use will increase once the trail route is streamlined, as proposed in this master plan.

CONFLICTS

Two potentially significant conflicts exist related to the development concept for the Luce Line: land ownership and commercial developments. Ownership of the CP Rail line is critical to the implementation of the new Luce Line corridor, and the railroad has expressed interest in selling. However, coordination with the railroad has not yet begun and unknowns always exist in such conversations. To resolve this potential conflict, MPRB plans to convene a coalition of buyers—including public and private sector entities—to work collaboratively on acquisition.

Two commercial development areas flank the proposed route of the Luce Line: the Fruen Mill area near Glenwood Avenue and the Bassett's Creek Valley area between Cedar Lake Road and Van White Memorial Drive. Implementation of the Luce Line through these areas will require coordination with two different developers working in these areas. MPRB has established positive working relationships with each and has even collaborated and provided input on an overall development plan for the Bassett's Creek area. Both developers, in fact, are likely participants in the coalition of buyers described above. As these projects do develop, MPRB plans to retain its seat at the table (along with the City of Minneapolis) to ensure desired trail connections are accomplished.

PUBLIC SERVICES

The Luce Line is located in a developed urban area with extensive public services. No additional public services are necessary for the implementation of the trail.

OPERATIONS

As an existing part of the well-established Minneapolis park system, the Luce Line is already being maintained as part of MPRB's overall budget. This will continue under the new development concept. Because the trail length is roughly the same as the existing trail, MPRB expects a generally similar maintenance need and cost. All of MPRB's ordinances will apply to the revised trail alignment, as they do today.

PARTNER AND PUBLIC ENGAGEMENT

Extensive community and partner engagement took place as part of the North Service Area Master Plan, the MPRB planning effort of which the Luce Line was a part. The engagement process unfolded over more than 18 months and involved a wide variety of initiatives, more than 100 direct engagement events, and personal contacts with thousands of park users and area residents. The development plan was finally vetted in a series of public Community Advisory Committee (CAC) meetings in June and July of 2018, which resulted in a recommendation by the CAC to support the development concept. The summary of the engagement process is included in the project introduction section.

Within that overall process the Luce Line was included in one of the targeted work groups. The Bassett's Creek Valley Work Group convened multiple times to help envision and design the Luce Line and associated neighborhood parks. The community had direct involvement with the project throughout the design process.

Partner agencies were also consulted throughout the planning process and comments were incorporated into the development concept as it evolved over 18 months. Specifically, MPRB consulted with the City of Minneapolis (multiple departments including transportation, planning, and economic development), Bassett Creek Watershed Management Commission, Three Rivers Park District, and MetroTransit.

EQUITY ANALYSIS

The Luce Line and Bassett's Creek trace a historic line of disparity in Minneapolis. The creek itself is the official boundary between neighborhoods, city council wards, park board districts, and even MPRB's operational service areas. It marks the division between streets labeled "north" and those labeled "south." North of the creek, homeownership is significantly lower than to the south, along with educational attainment, family wealth, and access to automobiles. Perhaps unsurprisingly, many more people of color live north of the creek than south of it. Throughout the planning process for the Luce Line and associated parks, this disparity was highlighted and considered, specifically through discussion of how the Luce Line and nearby parks could become a link between north and south as well as along the creek east and west. The Bassett's Creek Valley Work Group included representatives of both the Harrison (north) and Bryn Mawr (south) neighborhoods, and participation included a fair representation of racial diversity on the area.

The North Service Area Master Plan as a whole, it must be noted, has equity—specifically racial equity—at its core. The overall plan includes guiding principles meant to ensure disparities are eliminated rather than reinforced, and extensive efforts were made to include under-represented communities in the planning process (see "Partner and Public Engagement" above, as well as the introductory process section of this plan).

One potential equity concern with the development concept for the new Luce Line route is the relocation of the regional trail to the south side of the creek through the segment that most closely approaches the northern neighborhoods today—within Bassett’s Creek Park. Though the potential for a streamlined, uninterrupted connection between Wirth Park and the Cedar Lake Trail is welcomed, the plan must also ensure that the Harrison neighborhood in particular is not excluded unintentionally from trail access. Several elements outside of the specific bounds of the Luce Line master plan will help accomplish this goal. The existing Luce Line trail corridor will be preserved as a local trail within Bassett’s Creek Park, and will connect with the Luce Line at the eastern end of the park. The new creek bridges envisioned in the development concept will provide several linkages between north and south that do not exist today. Neighborhood connections at Chestnut (near Cedar Lake Road) and through the Fruen Mill via Inglewood will be retained.

The primary benefit in terms of equity for the new Luce Line routing is an easier connection to recreational amenities at Wirth Park. Today, it is very hard for Harrison neighborhood residents to access Wirth Park, despite its proximity. Highway 55 (Olson Highway) and Glenwood Avenues can be difficult to cross. An improved Luce Line route will allow easy access by foot or bicycle into the heart of Wirth and to trails west. Because of the racial and economic make-up of the Harrison neighborhood (and the low car ownership), this connection has direct equity benefits.

PUBLIC AWARENESS

MPRB will make the public aware of improvements to the Luce Line over time through e-notifications, press releases, direct communication with community engagement partners, and on-site signage. MPRB has a robust standard notification process and will apply this notification infrastructure to the Luce Line. Furthermore, MPRB is initiating a project (funded by Parks and Trails Legacy dollars) to better connect transit riders to the regional parks. This project may include on-transit advertising and mapping, at-station information, and/or ambassadors. It is expected to roll out in 2019 and 2020.

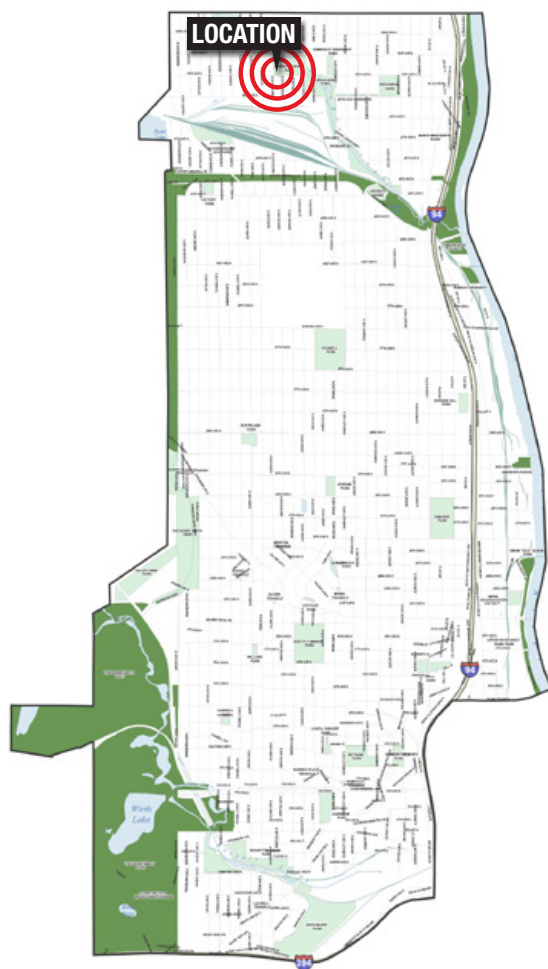
ACCESSIBILITY

The new Luce Line trail will be constructed to meet or exceed ADA standards, as applied to accessible routes, trailside infrastructure, restrooms, and other regional trail amenities. The development concept will in fact allow for improved accessibility by eliminating the multiple on-street segments, street crossings, and curb ramps. A more streamlined route that retains neighborhood connections will be a vast improvement in accessibility over existing conditions.

COST ESTIMATE

Park Name	Project	2019 ESTIMATED COST/PROJECT	NOTES
Luce Line	Acquire Rail Corridor		Acquisition cost not provided at this time, due to pending negotiation
Luce Line	Creek Corridor Enhancement: eastern segment between Cedar Lake Road and Van White	\$ 94,919	
Luce Line	Paved Multi-use Trail (approx. 2.3 miles)	\$ 2,232,415	
Luce Line	Paved Pedestrian Trail: eastern segment between Cedar Lake Road and Van White	\$ 151,870	
Luce Line	Bridges: renovate 4 existing railroad bridges	\$ 911,220	
Luce Line	Bridges: 2 new bridges on Bryn Mawr spur	\$ 455,610	
Luce Line	Signalized trail crossing of BNSF corridor	\$ 227,805	
Luce Line	Miscl. signs, trees, furniture	\$ 81,477	
Luce Line	TOTAL	\$ 4,155,315	

SHINGLE CREEK REGIONAL TRAIL



INTRODUCTION

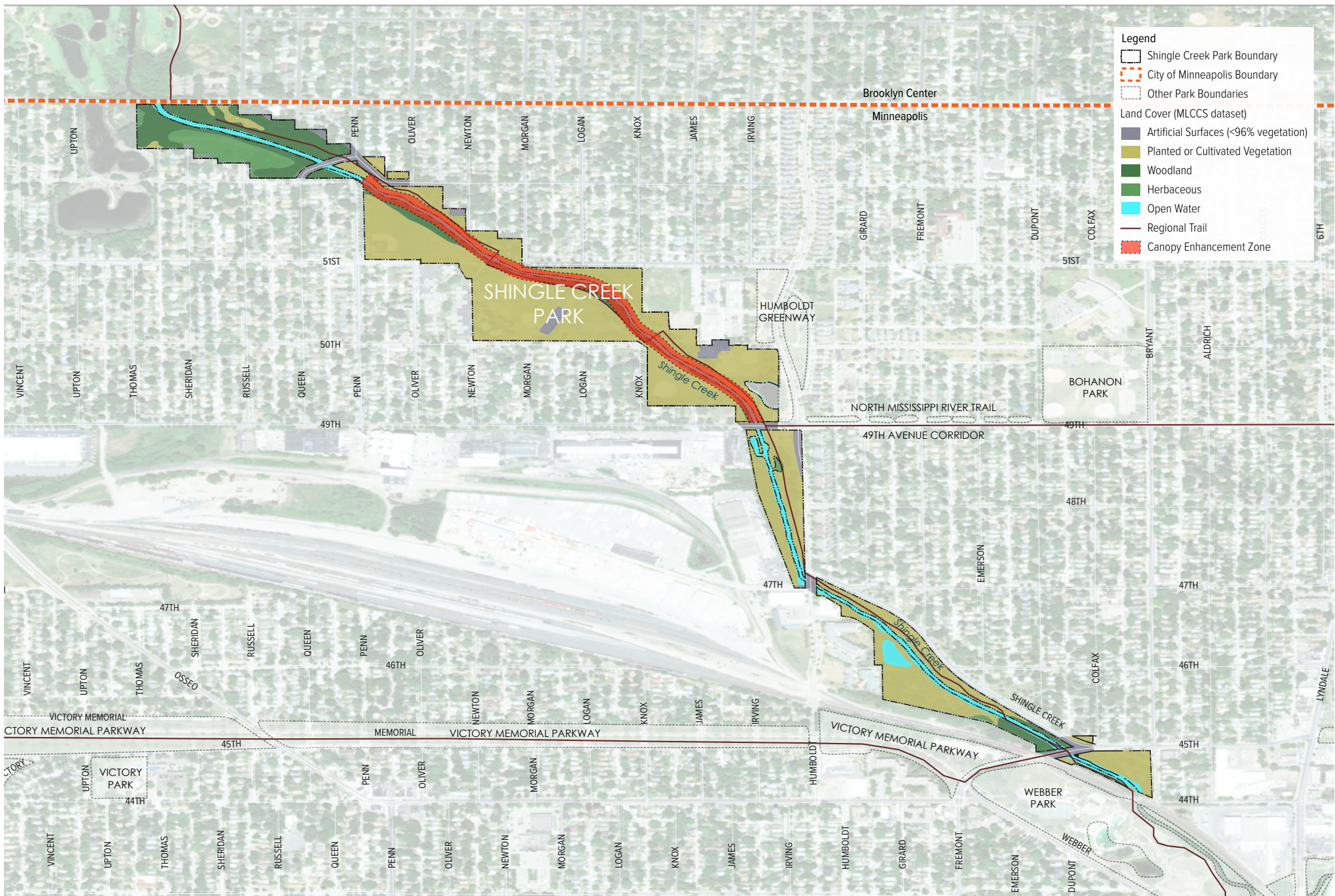
Shingle Creek Regional Trail runs approximately 2.52 miles through the very northernmost neighborhoods of the city. It connects to the Three Rivers Park District portion of the Shingle Creek Regional Trail at the northern city limit and travels southeasterly along Shingle Creek to North Mississippi Regional Park and Victory Memorial Parkway at Webber Park. It includes lands on either side of Shingle Creek, which cuts at an angle across the city grid, and a paved multi-use trail that crosses and recrosses the creek, using either roadway bridges or dedicated ped/bike bridges. Two major use areas feature more neighborhood-oriented facilities, but even these are within the regional trail boundary and so are covered in this master plan. Shingle Creek Regional Trail does not have an adopted regional trail master plan. For the purposes of this plan, Shingle Creek should be considered a “destination regional trail,” as it includes numerous facilities that draw people to it, and features land area beyond simply the trail corridor itself.

PARK HISTORY

The first petition from citizens for a park along Shingle Creek came to the park board in 1905, but that petition was targeted at land that later became Camden (Webber) Park. With the acquisition and development of Camden Park on the creek in 1908, there was little demand for more parks in the neighborhood for many years.

In 1930 the park board received a petition from residents of the area for plans and estimates for the acquisition and development of Shingle Creek from Webber Park to the city limits. The park board extended the concept, asking park superintendent Theodore Wirth to prepare plans for Shingle Creek from Webber Park to its source. In 1931 Wirth presented the requested plans and estimates—and that was the last heard of Shingle Creek for another fifteen years. In a discussion of a proposed Hennepin County park authority, however, Wirth did produce a map in the 1930 annual report that showed the possible park developments in northwest Minneapolis and the northwest suburbs. He marked Shingle Creek on that map as a proposed acquisition within the city of Minneapolis and recommended a parkway along the entire length of the stream to Eagle Lake.

The impetus to acquire Shingle Creek as a park eventually came not from the park board or residents of the neighborhood, but from the city sewer department and city council. Following World War II Minneapolis experienced a severe shortage of housing and one area of the city that had yet to be developed for housing was the area of northwest Minneapolis surrounding Shingle Creek. The area hadn't been developed because it was low, swampy land. The solution, in the eyes of city officials, was to lower the bed of Shingle Creek to drain the entire region and make it dry enough for housing construction. The city agency that could do it was the park board.



LAND COVER: SHINGLE CREEK REGIONAL

Although the acquisition and development of Shingle Creek was not on the park board's extensive "Postwar Progress" agenda, the park board went along with the city's request to acquire the land for storm-water drainage purposes. The city issued bonds to fund the project (in an amount greater than would be approved for all but a few park projects over the next fifteen years). The park board first designated for acquisition about seventy acres of land in a 300-foot-wide strip along two miles of the creek in 1946. The park board's annual report of 1947 announced that the acquisition of the land had been started but not completed. Finally in 1948 the park board concluded transactions to acquire slightly more than 55 acres for the park with a few more acres added the following year.

The park board's reticence to acquire the park in view of more urgent needs may have been responsible for the slow development of the creek as a park. Tentative plans for the park were not introduced until 1951 at which time park superintendent Charles Doell noted again that the principal objective of the project was drainage and that provisions for a park were incidental. It took another seven years before work on the creek began. With more bonds, augmented by an assessment on property in the area, the park board initiated the process of lowering the creek and grading the land around it. The board focused on the area between 50th and 52nd avenues north where it had developed plans for a playground in a joint project with the school board. Joint school and park developments had proven successful in the late

1940s and early 1950s at Waite Park, Armatage Park, and Kenny Park and the two boards pursued a similar strategy at Shingle Creek.

The creek bed was relocated, lowered, and widened, and ball fields, a wading pool and tennis courts were built at what was later named Creekview Park along the creek. Construction of a recreation shelter was begun in 1958 and completed in 1959 near the site where the school board built Floyd B. Olson Junior High School a couple of years later. The initial work at the creek lowered the creek bed by five feet. The lowering of the creek bed also required the relocation of the creek through Webber Park, which required moving some playground equipment, filling the old channel and slightly enlarging the lagoon. Work on the creek did not resume in earnest until 1962. In the annual report of that year the park board expressed its goal over the next five years: to produce an area along Shingle Creek "similar to Minnehaha Creek."

In 1977, during a construction boom in Minneapolis parks, the park board completed a new recreation center at Creekview Park attached to Olson Junior High (now a middle school) which allowed both park and school use of facilities in both buildings. In 1979 a pedestrian and bike pathway along the creek was financed by a state grant and city bonds, and that winter the park board developed a cross-country ski trail along the creek. A renovation of the playground at Creekview was funded in 1980. Further improvements were made to the trails along the creek in 1993 and in 1996 a "Children's Forest" of 150 trees was planted on the south

side of creek. In 1998 an arson fire damaged the Creekview Recreation Center, but it was reopened in 1999.

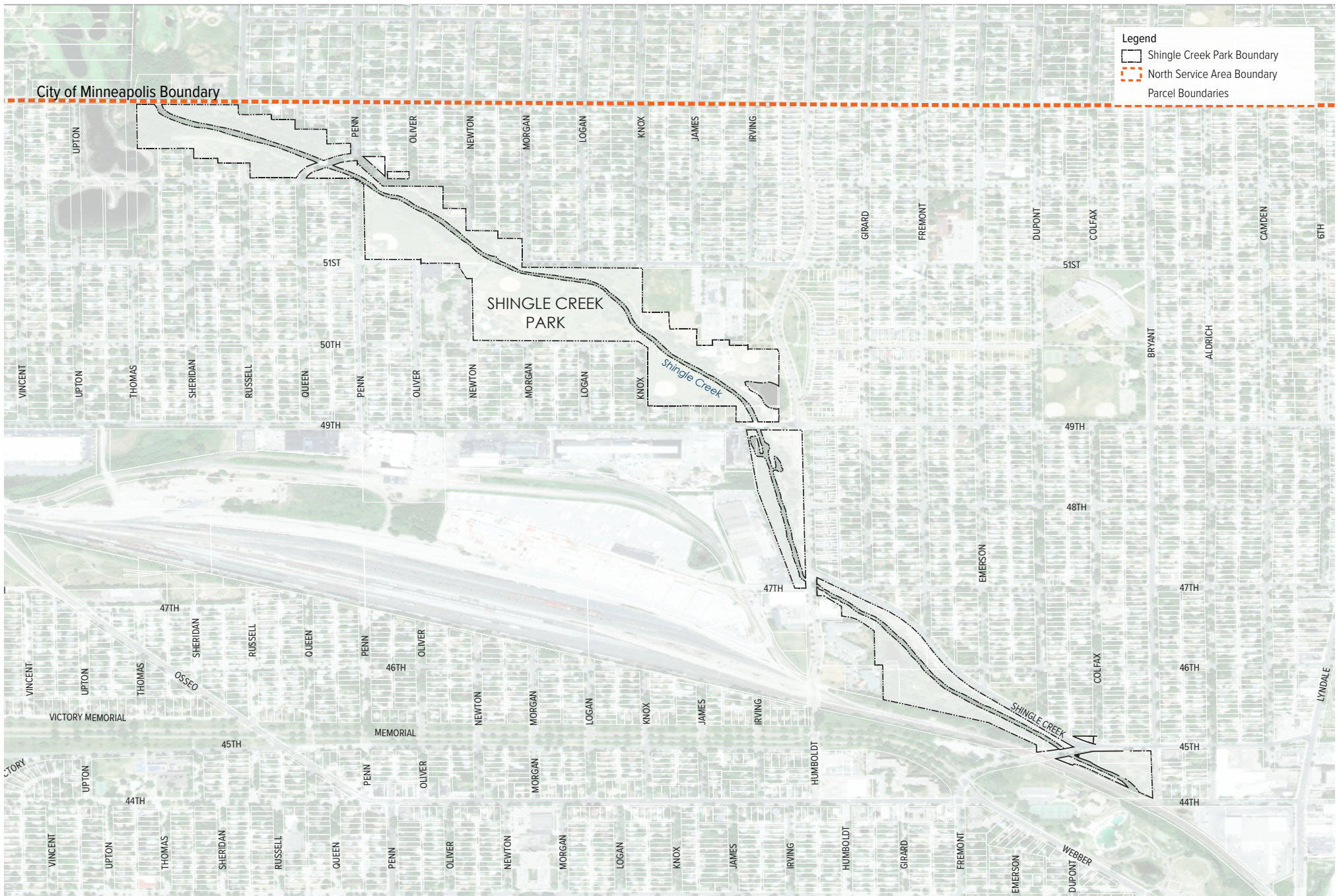
Extensive improvements were made to the playground at Creekview from 2005 to 2007. A skate park was built, a baseball field was upgraded with a grant from the Minnesota Twins, new playground equipment was installed, and a computer lab was created in the recreation center.

EXISTING CONDITIONS

Shingle Creek Regional Trail today does provide a connected creekside experience, on which users can continue seamlessly northward through suburban Hennepin County. The creek itself is a lovely feature, and it does create the same green corridor break in the city grid that Minnehaha Creek does. The park has three main use areas, which are described separately below and in the development concept later in this section: the creek corridor, the Creekview park area on the east side of the creek between 49th and 50th Avenues, and the Shingle Creek park area on the west side of the creek between 49th and 52nd Avenues.

Creek Corridor

Shingle Creek and its associated trails enter the city of Minneapolis at its northern boundary at 53rd Avenue. The trail entry from Three Rivers's trail of the same name is a tricky one, because it ducks behind a series of garages and then makes a hard 90-degree turn to follow the creek. Once past this pinch point, the trail follows the



PROPERTY OWNER MAP: SHINGLE CREEK REGIONAL

northern bank of the trail smoothly. Just west of this portion of the creek is a large complex of wetlands operated by the City of Minneapolis for stormwater purposes. Trails around these wetlands connect to the Shingle Creek trails, giving the impression this is part of the park.

The creek flows southeasterly and the trail follows it all the way to Creekview Recreation Center and 49th Avenue. Here it connects with the 49th Avenue corridor, part of North Mississippi Regional Park, which extends eastward to the river. The trail then turns nearly due south and follows Humboldt Avenue to 47th Avenue, then cuts back southeasterly and follows the creek very closely to 45th Avenue. Here, the trail again experiences a pinch point, as it follows 45th Avenue on-street across the creek and over an at-grade crossing of a railroad into Webber Park.

Along the route of the creek, several pedestrian bridges span the creek and provide connections to neighborhoods on the south side of the watercourse. A pedestrian underpass exists at 49th Avenue, though most crossings are at-grade.

Throughout the creek corridor the landscape features woodland along the creek, with heavy vegetation (some invasive) that prevents visibility of the creek itself. Few opportunities exist to interact with the creek, save for views from the pedestrian bridges.

Creekview Park Area

The area known as Creekview Park is located between 49th Avenue and 51st Avenue on the east side of the creek. The park is centered

around a neighborhood recreation center, which, though not a contributing nor allowable feature in the regional park, is located within the regional park boundary. The center is surrounded by play areas (one with a unique multi-level slide—wheel!), a multiuse ball diamond (without enough space for a true outfield), and a skate park. The skate park was one of the early implementations of this type of facility by MPRB and is not considered a high quality amenity. Adjacent to the recreation center is Olson Middle School, which has open green space land (not within the park boundary) between its building and the creek. At the south end of this area is an open water storm pond operated by the City of Minneapolis. An important pedestrian bridge connects this area to the Shingle Creek park area on the other side.

Shingle Creek Park Area

The area known as Shingle Creek Park is located on the west side of the creek, opposite Creekview, and stretches from 49th Avenue northwards to the intersection of Penn Avenue and 52nd. It consists generally of three triangle shaped areas created from the angles of the creek and street grid. The southernmost, just north of 49th Avenue, is home to a single multi-use diamond. The northernmost, between 51st and Penn, just north of Kipp Minnesota School, is home to a premier baseball diamond, complete with dugouts, scoreboard, and outfield fence. The middle triangle, adjacent to 50th Avenue, features the most amenities. It includes a play area, wading pool, restroom building, full-court basketball court, and two multi-use ball

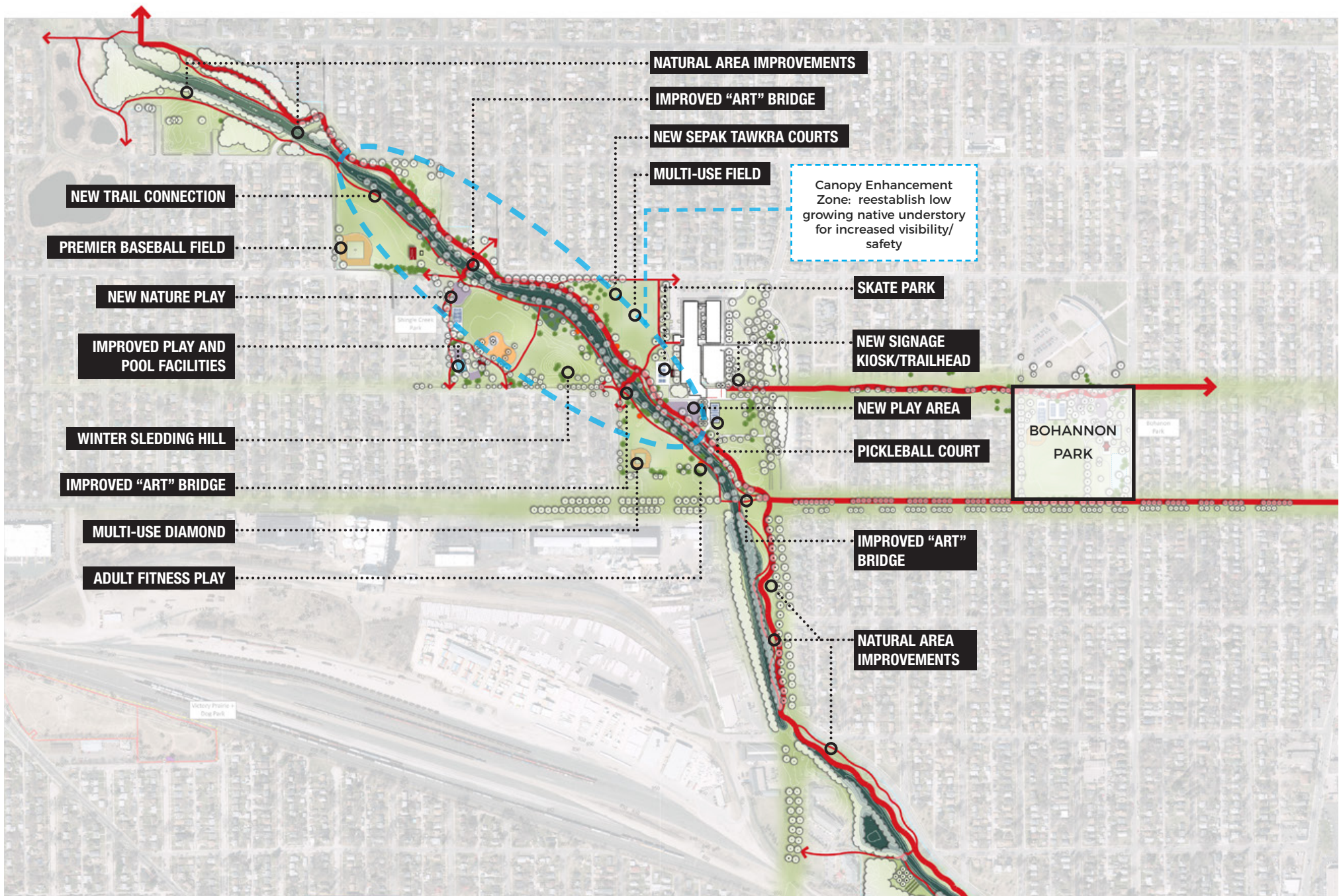
diamonds. A large hill in the eastern portion of the park is used regularly in winter for sledding. A pedestrian trail along the creek in this area connects the Creekview bridge to another bridge at 51st Avenue, but trails do not extend further on this side of the creek.

Overall, the Shingle Creek corridor provides important regional connections and local amenities. It has the bones—as in: property ownership—to become a truly marvelous corridor, but its not quite there yet. It lacks a few key connections and has several pinch points which make trail use less than comfortable. The creek itself is in need of continued water quality improvement, something that might be accomplished in part by alterations to the creek itself, such as with riffles and pools. Modification of the creek must be coordinated with the Shingle Creek Watershed Management Commission.

Furthermore, improved interaction with the creek itself is worthwhile. By creating areas where people can get down and touch the creek, the park can better fulfill its regional natural resource-based recreation goals. That in turn will instill a desire to further improve and protect the creek and its natural and recreational assets.

BOUNDARY AND ACQUISITION

No additional land acquisition is proposed in this regional trail master plan.



PROPOSED PLAN: SHINGLE CREEK REGIONAL

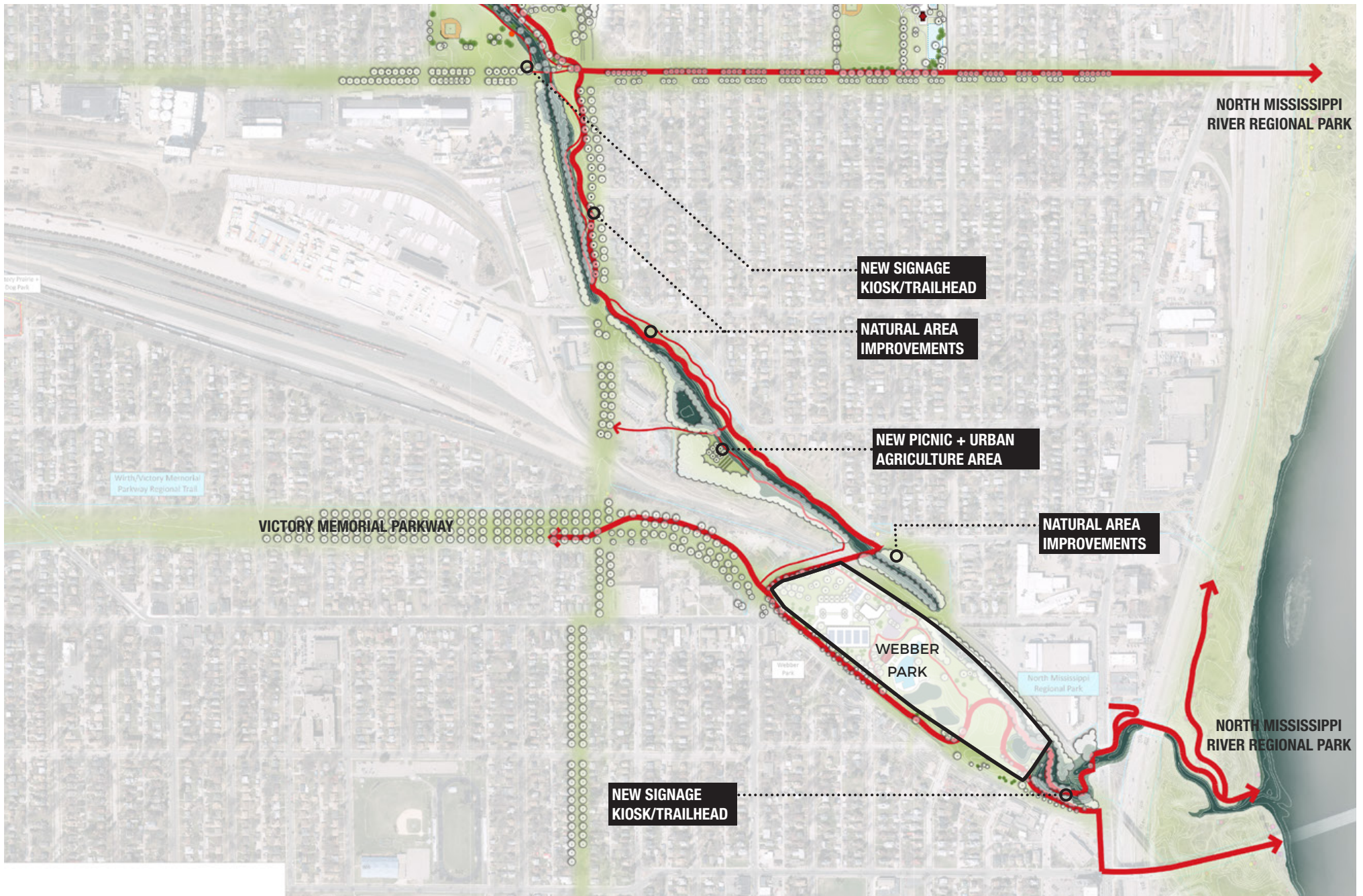
DEVELOPMENT CONCEPT (AND COSTS)

The overall concept for Shingle Creek Regional Trail makes some targeted changes in the three previously described use areas, without fundamentally changing the character of the park itself. In the description of the concept that follows, note that MPRB understands that some proposed elements may not be typical within regional facilities. However, Shingle Creek is a bit of a hybrid between a regional and a neighborhood facility (something also recognized by MPRB's capital equity metrics, which evaluate the regional park as a whole and also the Shingle Creek and Creekview park areas as separate neighborhood parks). These descriptions include all development proposed by MPRB, whether or not certain items would be allowable under regional or state funding. The vast majority of these items, of course, are regionally appropriate, and it is there that future regional and state funding will be focused. The development concepts for the park's three main use areas are described separately below.

Creek Corridor

The design for the creek corridor itself retains and improves the basic geography of the creekway and its adjacent trails. The development concept is described below, by categories of amenities:

1. Trails:
 - a. A new continuous pedestrian trail along the western side of the creek, from the city storm ponds to 49th Avenue
 - b. A new continuous pedestrian trail along the western side of the creek from 46th Avenue to 45th Avenue and Webber Park
 - c. Improvement of bicycle trail pinch points at the northern city limits, 51st Avenue and 52nd Avenue
 - d. Improvement of trail crossings at 52nd Avenue near the northern city limit, 49th Avenue, and 45th Avenue near Webber Park
 - e. Improved wayfinding signage throughout the trail corridor, especially at trail intersection nodes at the northern city limit, at Creekview Park/49th, and at Webber Park
 - f. Addition of trail mileage markers along the bicycle trail
 - g. Addition of a fitness circuit on the trails near Creekview and Shingle Creek
2. Bridges:
 - a. Reconstruction of existing bridges, especially those near the Creekview and Shingle Creek Park areas, as artistically inspired and designed bridges, which would serve not just as passages but as overlooks to the creek, places to stop and linger, and landmarks in the landscape.
 - b. A new creek crossing at the northern end of Penn Avenue
3. Creek and Vegetation:
 - a. Continued collaboration on water quality improvements throughout the watershed
 - b. Addition of in-creek water quality and aesthetic improvements, such as riffles and pools, especially in the vicinity of Creekview and Shingle Creek
 - c. A canopy enhancement zone stretching from 52nd Avenue to 49th Avenue, where more aggressive pruning and removal of opportunistic and invasive species would take place. This zone would be planted with low growing native understory in order to increase visibility to and across the creek for both aesthetic and safety reasons.
 - d. New touch-the-creek moments throughout the corridor, which may consist of stepping stones to the water's edge, accessible ramps to water's edge plaza spaces, or other simple interventions to allow more direct access to the water.



PROPOSED PLAN: SHINGLE CREEK REGIONAL

Creekview Park Area

The Creekview area of Shingle Creek Regional Trail will remain organized mainly as it is today, with the addition of a few specialized facilities meant to draw new users of underserved demographics to the park. The play area remains in its existing location. The skate park is relocated and expanded and improved to a location behind the recreation center and middle school. This facility would exist partly on park and partly on school property, but would undoubtedly serve the population attending the school. In a similar vein of coordination, the large multiuse field behind the school could be programmed collaboratively with MPRB and improved for that use.

The multi-use diamond is removed in favor of a bank of four pickle-ball specific courts. This sport is growing significantly in popularity among seniors, and this would be the first dedicated pickleball courts on the Minneapolis system. Their location at a regional trail hub will also encourage use from outside the city by people visiting by bicycle. A small open air shelter provides relaxation space for those using or watching both the play area and the courts.

Near 51st Avenue, within the park boundary, four new speak tawrka courts will invite a new user group into the regional park. This game is primarily played by Asian community members, and is essentially a type of volleyball played with the feet and body. Minneapolis has no such

courts, and the neighborhood in which this park sits has a high desire to have them. As with the pickleball courts above, the location of these courts along a regional trail will invite players to bike down from Brooklyn Park and elsewhere to play. A small open air picnic shelter provides shady relaxation space nearby.

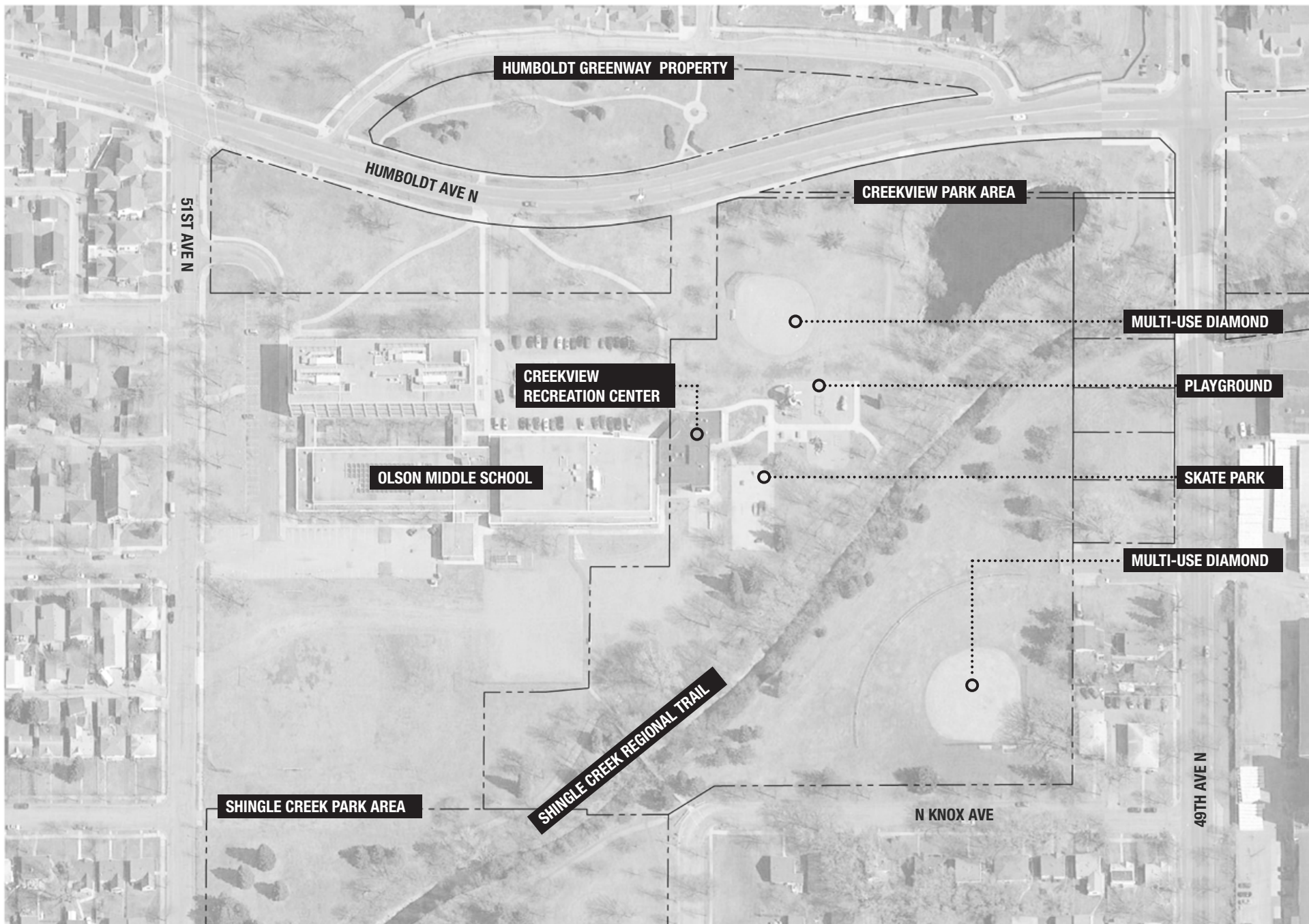
One key aspect of the Creekview plan is the possible expansion of the recreation center. The community's goal with this expansion is to create more community space and to also create space for a café or coffee shop. These food ventures could be successful due to the absence of any commercial uses in the entire northern tier of the city, and the fact that Creekview sits at a hub of trails on which bicyclists can make large interconnected loops in several directions, including up into adjacent cities. One interim option would be to create a food truck / coffee truck courtyard north of the recreation center to test the viability of a commercial venture.

This possible expansion is one of the four “big moves” in the NSAMP plan—visions that reach somewhat beyond the scope of the plan and potentially beyond the funding ability of MPRB. A commercial partnership would have to be carefully vetted by MPRB, and expansion of a recreation center does require additional analysis through the RecQuest project, and possible assistance with funding from community and/or private sources. That's not to say this isn't a viable and important vision that is

wholeheartedly supported by the community, just that MPRB must rely in part on community efforts to make it a reality

Shingle Creek Park Area

The Shingle Creek area will see minimal change under the proposed design. Both the northern and southern ball diamonds remain, and the wading pool, play area, and restroom building are refurbished in their current locations. The basketball court, being very popular, is expanded to include a half-court facility to allow multiple games and use by varying ages. A nature play area is added near the creek north of the basketball court. The winter sledding hill is unchanged. The two multi-use diamonds near the play areas are decommissioned in favor of simple open multi-use field space. The design for this part of the park invests in the existing facilities to ensure they provide a high quality park experience.

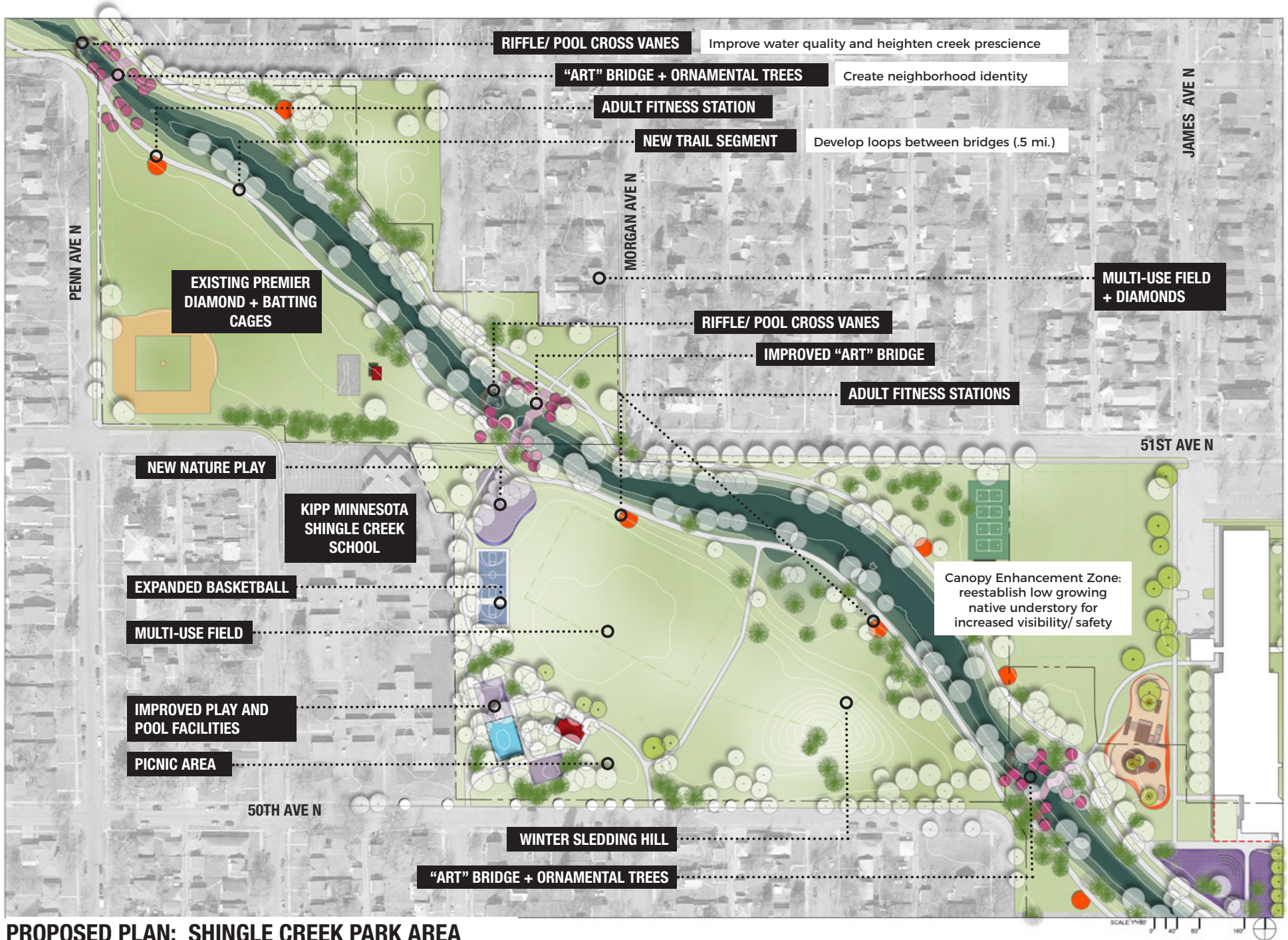


EXISTING CONDITIONS: CREEKVIEW PARK AREA





EXISTING CONDITIONS: SHINGLE CREEK PARK AREA



PROPOSED PLAN: SHINGLE CREEK PARK AREA

DEMAND FORECAST

Shingle Creek Regional Trail sees 146,000 visits per year, according to the 2017 Regional Parks System Use Estimate. This places Shingle Creek at the lower end of the spectrum among Minneapolis regional trails, and the lowest use among destination trails. Shingle Creek was originally envisioned as a northern version of Minnehaha Parkway Regional Trail (1,386,200 visits), but it currently lacks some of the same natural resource amenities and interconnections. If these were improved according to the development concept in this master plan, MPRB expects use will increase, potentially three- or four-fold. One of the main reasons Minnehaha Parkway sees almost ten times the visits as Shingle Creek is the former's connectivity to the rest of the Grand Rounds. Shingle Creek has this potential, too as it connects directly to Victory (Wirth) Memorial Parkway and North Mississippi Regional Park. As MPRB's trail and park network is extended southward through the gradual implementation of Above the Falls Regional Park, Shingle Creek will also achieve greater connectivity and therefore benefit. Furthermore, planned natural resource enhancements will draw additional interest and visits.

CONFLICTS

No known conflicts exist with other projects in the Shingle Creek Regional Trail area.

PUBLIC SERVICES

Shingle Creek is located in a developed urban area with extensive public services. No additional public services are necessary for the implementation of the development concept.

OPERATIONS

As an existing part of the well-established Minneapolis park system, Shingle Creek is already being maintained as part of MPRB's overall budget. This will continue under the new development concept. Due to some changes in the mix of amenities in the regional trail area (most notably the reduction of multi-use diamonds), it is expected that the overall maintenance cost will decline as the development concept is implemented (see "Operations Estimate"). However, the community has expressed significant desire for enhanced general and natural resource maintenance along the corridor, which is supported by the natural resource elements of the development concept. Should that enhanced maintenance occur, it will be funded through MPRB's annual budgeting process and departmental budgets (with appropriate reimbursement through MPRB's share of state O&M funding). All of MPRB's ordinances will apply within the regional trail, as they do today.

PARTNER AND PUBLIC ENGAGEMENT

Extensive community and partner engagement took place as part of the North Service Area Master Plan, the MPRB planning effort of which Shingle Creek was a part. The engagement process unfolded over more than 18 months and involved a wide variety of initiatives, more than 100 direct engagement events, and personal contacts with thousands of park users and area residents. The development plan was finally vetted in a series of public Community Advisory Committee (CAC) meetings in June and July of 2018, which resulted in a recommendation by the CAC to support the development concept. The summary of the engagement process is included on pages X to X in the project introduction section.

Within that overall process Shingle Creek constituted one of the targeted work groups. The Shingle Creek Work Group convened multiple times to help envision and design the entire park area. The community had direct involvement with the project throughout the design process.

Partner agencies were also consulted throughout the planning process and comments were incorporated into the development concept as it evolved over 18 months. Specifically, MPRB consulted with the City of Minneapolis (multiple departments including transportation, planning, and economic development), Shingle Creek Watershed Management Commission, and Three Rivers Park District.

EQUITY ANALYSIS

The North Service Area Master Plan as a whole, it must be noted, has equity—specifically racial equity—at its core. The overall plan includes guiding principles meant to ensure disparities are eliminated rather than reinforced, and extensive efforts were made to include under-represented communities in the planning process (see “Partner and Public Engagement” above, as well as the introductory process section of this plan).

Shingle Creek Regional Trail is the primary park amenity in the northernmost section of Minneapolis. This area is unique in skewing demographically older than other north side neighborhoods, and also in having a higher than average population of people of Asian descent. The specific equity considerations in the development concept address these two underserved groups, mainly through the introduction of new court facilities. Four pickleball-specific courts and four courts for sepak tawkra are proposed in the Creekview area of the park. Pickleball is rising significantly in popularity among active older adults—a demographic group that continues to grow in Minneapolis and the state. Minneapolis currently has no pickleball-specific courts, and these were a highly desired amenity among participants in the planning process for Shingle Creek. Sepak tawkra is a game like volleyball that is played with the feet and body. It is popular among Asian-Americans and recent Asian immigrants,

particularly Hmong and Lao people. No such courts exist in Minneapolis, and the location and design of these proposed courts arose from direct consultation with sepak players.

Another overarching equity consideration is to provide like facilities in different parts of the MPRB system, regardless of income levels near these parks. Parallels are easily made between Minnehaha and Shingle Creeks. However, the connectivity of trails, number of bridges, quality of natural environment, and other park amenities are not as pronounced at Shingle as they are at Minnehaha. Though incomes in the neighborhoods around Shingle Creek tend to be higher than the north side as a whole, they are still significantly lower than in those neighborhoods around Minnehaha Creek. By augmenting amenities at Shingle Creek, as called for in the development concept, MPRB can ensure equitable levels of service across its system, when considering roughly equivalent park types. Improving Shingle as called for in this master plan signals a commitment to quality parks regardless of relative income across the city.

Furthermore, Shingle Creek Regional trail continues northward through Brooklyn Center and Brooklyn Park—cities with significant racial diversity and areas of low income and wealth. The trail in these cities runs in a fairly narrow corridor with limited amenities. Because of the good overall trail connection, improvements in

the Minneapolis section can benefit underserved groups in multiple cities, making this a truly regional corridor.

PUBLIC AWARENESS

MPRB will make the public aware of improvements to Shingle Creek over time through e-notifications, press releases, direct communication with community engagement partners, and on-site signage. MPRB has a robust standard notification process and will apply this notification infrastructure to Shingle Creek. Furthermore, MPRB is initiating a project (funded by Parks and Trails Legacy dollars) to better connect transit riders to the regional parks. This project may include on-transit advertising and mapping, at-station information, and/or ambassadors. It is expected to roll out in 2019 and 2020.

ACCESSIBILITY

All new amenities in Shingle Creek will be constructed to meet or exceed ADA guidelines, and older facilities will be gradually upgraded. MPRB has an ADA Transition Plan that identifies all existing shortcomings, and has dedicated annual funding to improve accessibility throughout the system. Shingle Creek would be eligible for this funding, which is directed to projects year-by-year based on need and in coordination with other capital projects.

STEWARDSHIP PLAN

The natural resources within the boundary of Shingle Creek Regional Trail are and will continue to be managed by MPRB's environmental management, asset management, and forestry staff. Stewardship may occur in collaboration with partners including the City of Minneapolis and the Shingle Creek Watershed Management Commission and may also utilize MPRB's youth programs, like the Green Team.

Two efforts currently near completion will provide additional guidance for stewarding natural resources at Shingle Creek and throughout the system. The Ecological System Plan will provide system-wide guidance on improving environmental performance. It will identify management techniques, priorities for restoration and enhancement, and recommendations for habitat connectivity and other environmental factors. This plan is expected to be adopted by MPRB in the first half of 2019. A natural areas inventory and management plan, also with expected completion in 2019, will identify all natural landscapes by type and provide specific guidance for different maintenance regimes. This effort will evolve over time and can add or modify natural areas as restoration and enhancement takes place.

The Shingle Creek development concept specifically calls for a "canopy enhancement zone," which is both a restoration and safety effort. This area would see an opening of the creekside forest for visibility and the re-establishment of a lower-growing native

understory. The exact management of this area will be determined by MPRB forestry and environmental management staff under the guidance of this master plan.

NATURAL RESOURCES

Vegetation within Shingle Creek will be managed as described in the "stewardship plan" section. Water resources are a joint effort between MPRB, Shingle Creek Watershed Management Commission (SCWMC), and the City of Minneapolis. Because Shingle Creek is a relatively un-natural drainageway designed originally to dry out development areas in the vicinity, all three of these agencies have a hand in water health. Shingle Creek itself is currently impaired for chloride—the primary source being road salt. The greater Shingle Creek watershed includes an extensive roadway network that extends far beyond the boundaries on Minneapolis and MPRB jurisdiction. SCWMC's website describes the impairment as follows:

Shingle Creek was the first stream in the state to be designated an Impaired Water for excess chloride, found at the USGS monitoring station in 1996. Before that time, streams in Minnesota were rarely monitored for chloride, which is now found at high levels in numerous streams in the Metro area. The 2007 TMDL (total maximum daily load) required a 71% reduction in chloride, mostly from road salt. A 5 Year Review was completed in 2014, which found that while road salt use has been reduced, there has been no improvement in stream water quality.

Shingle Creek is also impaired for biotic integrity and dissolved oxygen. From the SCWMC website:

Water quality standards also include standards for aquatic life. The fish and macroinvertebrate communities in Shingle Creek and its tributary Bass Creek have been found to be impacted by several stressors, resulting in a lack of species diversity. One significant stressor is low dissolved oxygen, which aquatic organisms need to survive. Both streams have been straightened and widened to better carry flood flows. However, this reduces habitat like rocky riffles and deeper pools that aerate the water.

The development concept for Shingle Creek Regional Trail calls specifically for the implementation of riffles and pools in the Minneapolis portion of the creek, to help accomplish the TMDL plan for this factor.

Several stormwater management ponds flank the creek and are operated by the City of Minneapolis. One of these (near Creekview Recreation Center) exists on MPRB lands within the regional park boundary. These wetlands help improve water quality in the creek. Other than these features, no other wetlands exist within the regional park boundary. The development concept is therefore expected to have no wetland impacts.

No part of the Shingle Creek regional Trail boundary lies within the Mississippi River Corridor Critical Area.

PROCESSES

SHINGLE CREEK REGIONAL TRAIL

	1: General Input Spring-Fall 2017 <i>Input themes prior to initial concepts</i>	2: Initial Concepts Winter 2018 <i>Input themes on initial concepts</i>	3: The Preferred Concept Now <i>Key elements of the concept</i>
aquatics	no comments →	no comments →	No aquatic facilities planned for this park outside Shingle Creek active area
play	no comments →	no comments →	No play facilities planned for this park outside of active areas
athletics	no comments →	no comments →	No athletic facilities planned for this park outside of active areas
courts	no comments →	no comments →	No courts planned for this park outside of active areas
winter	no comments →	no comments →	No winter activities planned for this park outside of active areas
landscape	<p>Desire for preservation of natural space near creek</p> <p>Enhance the character and ecological quality of the creek itself; creek has been treated like a sewer →</p> <p>Desire for community garden</p>	no comments →	<p>New vegetation management plan to retain naturalized, wilder, more wooded character in portions of corridor, with more forested, campus-like area near the heavy use areas at Shingle Creek Neighborhood Area and Creekview Recreation Center</p> <p>Work to improve ecological function of creek through improved stormwater management and better maintenance</p>

SHINGLE CREEK REGIONAL TRAIL

	1: General Input Spring-Fall 2017 <i>Input themes prior to initial concepts</i>	2: Initial Concepts Winter 2018 <i>Input themes on initial concepts</i>	3: The Preferred Concept Now <i>Key elements of the concept</i>
other	<p>Concern about safety and security along creek, especially away from active use areas</p>	<p>Strong support for expanded walking trails along both sides of creek</p> <p>Connect to Northside Greenway</p> <p>Suggestion for mileage markers along trail</p> <p>Add more lighting on trails</p> <p>Support for art bridges</p>	<p>Expand trail network to span both sides of creek, to create walking loops "around" the creek</p> <p>New art-focused bridges at key trail crossings</p> <p>Improve connection to Three Rivers trail at northern end, and to Webber Park/North Mississippi at southern end</p> <p>Additional trail-hub kiosks and rest areas, especially at Creekview Recreation Center</p>

PROCESSES

SHINGLE CREEK REGIONAL: CREEKVIEW AREA and HUMBOLDT GREENWAY

	1: General Input Spring-Fall 2017 <i>Input themes prior to initial concepts</i>	2: Initial Concepts Winter 2018 <i>Input themes on initial concepts</i>	3: The Preferred Concept Now <i>Key elements of the concept</i>
aquatics	no comments →	Work on access to Olson pool →	No aquatic facilities planned for this park
play	Playground well liked →	no comments →	Traditional playground retained in same location
athletics	Baseball diamonds not used → Need soccer/football field; area west of school is underused	no comments →	Remove diamond in favor of courts and open lawn space Work with school to program multi-use field west of school
courts	Significant desire for pickleball → Neighborhood organization letter in support of sepak takraw → Desire for basketball courts	Support for pickleball Support for sepak takraw → Support for basketball court	Four new pickleball-only courts Four new sepak takraw courts Basketball provided in Shingle Creek active use area (across creek)
winter	no comments →	no comments →	No winter activities planned for this park
landscape	no comments →	no comments →	Enhance creekway and retention pond natural environment
other	→ Skate park considered a positive Desire for gathering/picnic shelters	Desire for recreation center expansion, with café/coffee shop → Concern about relocation of skate park away from Creekview recreation center →	Possible recreation center expansion with café, or food truck plaza as interim solution Skate park enhanced in same general location behind Creekview Recreation Center Two new gathering shelters, near court areas

PROCESSES

SHINGLE CREEK REGIONAL: SHINGLE CREEK PARK AREA			
	1: General Input Spring-Fall 2017 <i>Input themes prior to initial concepts</i>	2: Initial Concepts Winter 2018 <i>Input themes on initial concepts</i>	3: The Preferred Concept Now <i>Key elements of the concept</i>
aquatics	Desire for upgrades to the wading pool →	Improve wading pool, rather than include splash pad →	Improved wading pool in same location
play	no comments →	no comments →	Improved traditional play areas in same location
athletics	Ball diamonds are not accessible →	Preserve baseball fields →	Remove two multi-use diamonds in favor of multi-use open field space Retain two baseball diamonds north and south of main active area
courts	Need more basketball courts →	no comments →	Improve full-court basketball and add half-court
winter	Hill is great for sledding → Concern that former ice rink is no longer there	Sledding hill is important →	Impromptu sledding hill area retained free of obstructions Ice rink not included, but improved connections between Shingle Creek area and Bohannon
landscape	no comments →	no comments →	Enhance creekway natural environment
other	Great place to go for a walk, but need more walking paths → Lack of connection between parts of the park Bathroom building is in disrepair	Strong support for trail along creek → Support for skate park, some concern about secluded location	New trails along southern side of creek, to allow for walking loops "around" the creek New art-focused pedestrian bridges at key creek crossings Skate park located near Creekview Recreation Center

COST ESTIMATE

Park Name	Asset Type	Project	2019 ESTIMATED COST/PROJECT	NOTES
Shingle Creek	Aquatics	Wading Pool	\$ 854,268	
Shingle Creek	Play	Creekview Area: traditional play area in existing container	\$ 806,809	
Shingle Creek	Play	Shingle Creek Area: traditional play area in existing container	\$ 806,809	
Shingle Creek	Play	Creek Corridor: nature play area	\$ 403,404	
Shingle Creek	Athletics	Creekview Area: multi-use field	\$ 360,691	
Shingle Creek	Athletics	Shingle Creek Area: 2 premier diamonds, multi-use field area (2 decommissioned diamonds)	\$ 2,695,691	
Shingle Creek	Courts	Pickleball Court (4)	\$ 493,577	
Shingle Creek	Courts	Basketball Court (1 full court, 1 half court)	\$ 199,329	
Shingle Creek	Courts	Sepak Tawkra Court (4)	\$ 493,577	
Shingle Creek	Landscape	Naturalized areas	\$ 1,471,240	
Shingle Creek	Landscape	Enhancement of creek course, with riffles, pools, and access points	\$ 1,139,024	
Shingle Creek	Other	Adult Fitness stations along creek	\$ 47,459	
Shingle Creek	Other	Creekview Area: Building expansion	\$ -	Final building scope not determined under NSAMP; will be considered by RecQuest.
Shingle Creek	Other	Shingle Creek Area: renovate restroom building	\$ 569,512	
Shingle Creek	Other	Group picnic shelters: new shelter near courts areas	\$ 208,821	
Shingle Creek	Other	Skate Park	\$ 474,594	
Shingle Creek	Other	Renovate and add new walking paths and bicycle trails	\$ 6,563,059	

COST ESTIMATE (CONTINUED)

Shingle Creek	Other	Group picnic shelters: new shelter near courts areas	\$ 208,821	
Shingle Creek	Other	Renovate and add new walking paths and bicycle trails	\$ 6,563,059	
Shingle Creek	Other	Renovation of bridges as art-inspired overlooks	\$ 1,518,699	
Shingle Creek	Other	Reorganization of 45th Avenue intersection near Webber Park	\$ 474,594	
Shingle Creek	Other	Miscl. signs, trees, furniture	\$ 372,639	
TOTAL			\$ 19,479,205	

OPERATIONS ESTIMATE

SHINGLE CREEK (Includes Creekview)				
FACILITIES	Total Per Unit Operations Cost	△ Qty	△ Cost	
Nature Play	\$ 7,500	1	\$ 7,500	
Outdoor Fitness	\$ 2,500	1	\$ 2,500	
Multi-use Diamond	\$ 20,000	-3	\$ (60,000)	
Half Court Basketball	\$ 1,000	1	\$ 1,000	
Pickleball	\$ 1,000	4	\$ 4,000	
Sepak Tawkra	\$ 1,500	4	\$ 6,000	
Group Shelter	\$ 4,000	2	\$ 8,000	
Trail Additions	\$ 5,000	1	\$ 5,000	
Urban Agriculture	\$ 15,000	1	\$ 5,000	
Difference			\$ (21,000)	

THEODORE WIRTH PARKWAY



LOCATION, HISTORY, AND EXISTING CONDITIONS

Theodore Wirth Parkway is part of the historic Minneapolis Grand Rounds. It begins a curving, wooded journey at the northern end of Theodore Wirth Regional Park (at Golden Valley Road) and travels northward to Lowry Avenue, where the corridor straightens into the formal allees of Victory Memorial Parkway. Officially, within the Twin Cities metropolitan regional park system, this segment is a portion of the Victory (Wirth) Memorial Parkway Regional Trail. The Victory portion, which stretches north from Lowry and then east across the city to Webber Park, has an adopted master plan, but the Wirth portion does not—hence its inclusion in the NSAMP process. This guidance for Wirth Parkway will be considered, for Metropolitan Council purposes, to be an amendment to the Victory (Wirth) Memorial Parkway Regional Trail Master Plan.

Theodore Wirth parkway exists partly in the City of Golden Valley and partly within Minneapolis. It consists of a typical Minneapolis parkway road (limited access, pink surface, wide curb tops) and pedestrian and bicycle trails passing through a wide park corridor. The parkland here has fairly significant topographical change, especially at and north of 26th Avenue, where the land drops away steeply to the west. The landscape consists of intermixed areas of open lawns and wooded enclaves, with many of the conifer groupings that were a signature of Theodore Wirth's planting

style here and in the park that now bears his name.

The corridor features mostly separated bicycle and pedestrian pathways, though these two do merge into combined corridors occasionally. Few roadways enter the park and connect with the parkway. McNair Avenue crosses the corridor just north of Golden Valley Road, providing an important potential connection from the near north side. North 26th Avenue intersects the parkway at a famous spot known as “sunset hill.” Sledding is a favorite activity here in winter, and this intersection features a small parking lot, park kiosk, and public art. North 29th Avenue also crosses the parkway, though there are no services here. The most complicated and problematic intersection is the interchange at Lowry Avenue and Broadway Avenue/Bottineau Boulevard. The parkway intersects the former at grade, under the Broadway overpass. Exit ramps connect to the parkway just south of the overpass. The tight space here and multiple crossings create conflict points for pedestrians and bicyclists, and the exit ramps interrupt the flowing parkway experience for motorists.

BOUNDARY AND ACQUISITION

No additional land acquisition is proposed by this master plan amendment.



EXISTING CONDITIONS: THEODORE WIRTH PARKWAY

DEVELOPMENT CONCEPT (AND COSTS)

The concept for Wirth Parkway recognizes and affirms the deep history of this segment of the Grand Rounds, while enhancing natural resources, improving circulation, and adding a few amenities designed to increase use of the parkway. The development concept is described below (and shown in the accompanying graphic), organized by type of element.

1. Trails and Roadways:

- a. The parkway remains in its current location and configuration, with emphasis on the historic character of the roadway, including pavement color, special curbs, and limited access.
- b. The primary (bicycle) trail remains in its current location.
- c. The secondary (pedestrian) pathway that runs the length of the corridor remains in its current location
- d. Additional pedestrian linkages are proposed to provide improved connections to the surrounding neighborhood. These are proposed at McNair, 23rd, 24th, 27th, and 29th.
- e. The intersection between the new cross-town 26th Avenue Bikeway is enhanced with new bicycle routes traveling north and south along the parkway to connect to the primary bicycle trail.
- f. Mountain bike and cross-country ski trail loops are proposed in the core of the

parkway area. These would connect to the paved trail and provide direct access from other mountain bike trails within Wirth Park. The exact design of these trail loops is better determined in the field, but they will be constructed under the best practices already employed throughout the Minneapolis system for trail construction.

2. Intersections:

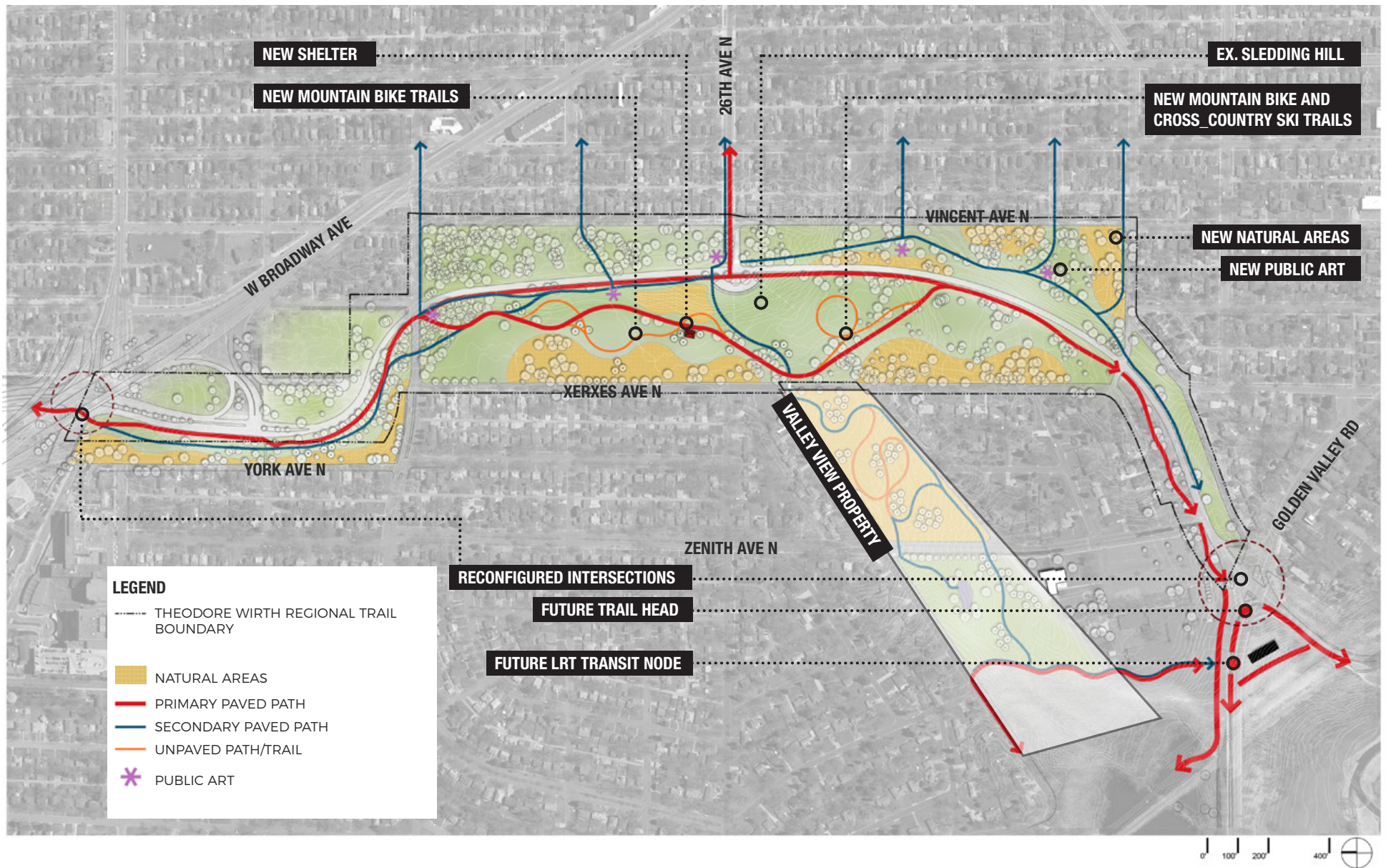
- a. The Golden Valley Road intersection with the parkway is planned to be improved along with the Blue Line Extension light rail project. The free-right turns will be eliminated in favor of a four-way stoplight-controlled intersection with high pedestrian and bicycle accommodation. MPRB has collaborated with Metro Transit on the design of this intersection. The proximity of this intersection to the proposed Golden Valley Road station and the proposed Bassett's Creek Regional Trail (by Three Rivers Park District) makes it likely to see high use. Intersection improvements here are warranted and necessary.
- b. The Parkway/Lowry/Broadway interchange must be rethought for improved pedestrian, bicycle, and parkway motorist experience. The final design will require collaboration with the Cities of Minneapolis and Robbinsdale and Hennepin County. Removal of the entrance/exit ramps should be considered.

3. Landscape and Natural Environment:

- a. Existing tree canopy should be preserved in practically all cases, and should be augmented through regular successional plantings as trees age. Increased species diversity is also important. Ongoing dedication to the Wirthian copses of conifers is also an important feature of the park that should be preserved and enhanced over time.
- b. The master plan proposes the addition of areas with naturalized groundcover, whether that be woodland floor, prairie, or savanna-type landscapes. The concept drawing shows the general areas where this should take place, though the exact extents and landscape types are better determined in the field at the time of restoration.

4. Other Amenities:

- a. The parking lot at 26th Avenue North is retained as is, without expansion. No other parking lots are planned in the park.
- b. A new open air shelter is located at the foot of the sunset hill, to provide shelter for those watching sledders or picnickers in summer. The shelter could be more substantial than a typical picnic pavilion, perhaps with an area to prepare food or a fireplace for warmth.



PROPOSED PLAN: THEODORE WIRTH PARKWAY

DEMAND FORECAST

The overall Victory (Wirth) Memorial Parkway Regional Trail sees 524,200 visits per year, according to the 2017 Regional Parks System Use Estimate. This places Victory/Wirth around the middle of the spectrum among Minneapolis regional trails. The estimate does not separately count the Wirth and Victory segments. Because the Wirth Parkway portion of the regional trail is already built and fully connected into the Minneapolis Grand Rounds, and because this amendment's development concept does not envision a significant modification of existing amenities, MPRB expects a fairly stable visitorship in the future.

CONFLICTS

No known conflicts exist with other projects in the Victory (Wirth) Parkway area, though coordination with the City of Minneapolis and Hennepin County will be necessary if the Broadway/Lowry intersection/overpass is ever reconsidered or redesigned.

PUBLIC SERVICES

Victory (Wirth) Parkway is located in a developed urban area with extensive public services. No additional public services are necessary for the implementation of the trail.

OPERATIONS

As an existing part of the well-established Minneapolis park system, Victory (Wirth) Parkway is already being maintained as part of MPRB's

overall budget. This will continue under the new development concept. Because the amenities envisioned in the development concept are generally the same as exist today, MPRB expects a generally similar maintenance need and cost. However, some minor changes will lead to a slight increase in operations cost at build-out (see "Operations Estimate"). Of these additions, the mountain bike trails is likely to be maintained in collaboration with MPRB's existing trail partners, and may not result in an actual increase. All of MPRB's ordinances will apply within the regional trail boundary, as they do today.

PARTNER AND PUBLIC ENGAGEMENT

Extensive community and partner engagement took place as part of the North Service Area Master Plan, the MPRB planning effort of which Theodore Wirth Parkway was a part. The engagement process unfolded over more than 18 months and involved a wide variety of initiatives, more than 100 direct engagement events, and personal contacts with thousands of park users and area residents. The development plan was finally vetted in a series of public Community Advisory Committee (CAC) meetings in June and July of 2018, which resulted in a recommendation by the CAC to support the development concept. The summary of the engagement process is included in chapter 2.

Partner agencies were also consulted throughout the planning process and comments were incorporated into the development concept as it evolved over 18 months. Specifically, MPRB consulted with the City of Golden Valley and MetroTransit.

EQUITY ANALYSIS

The North Service Area Master Plan as a whole, it must be noted, has equity—specifically racial equity—at its core. The overall plan includes guiding principles meant to ensure disparities are eliminated rather than reinforced, and extensive efforts were made to include under-represented communities in the planning process (see "Partner and Public Engagement" above, as well as the introductory process section of this plan).

The Theodore Wirth Parkway section of Victory (Wirth) Memorial Parkway Regional Trail has limited equity impact beyond its inherent connectivity with the overall Grand Rounds system. Its existence allows for an easy ride or walk between northside neighborhoods—which tend to have higher racial diversity and lower wealth than the city and region as a whole—and Wirth Park and other parks to the south, including the Minneapolis Chain of Lakes. The development plan proposes additional neighborhood connections to the park, but these adjacent neighborhoods tend to be average in terms of wealth, age, and racial diversity. The proposed addition of a group picnic and winter use shelter could encourage more families of color to use the park for large gatherings (as noted in the Metropolitan Council's 2014 study of park use among people of color), but without an explicit synergy of multiple uses, MPRB expects only minimal possible attraction of additional users of color.

The sledding hill is the largest draw to this park area, and is used by residents from across the north side. It may become even more popular

due to the recently completed 26th Avenue bikeway, which links eastward into many neighborhoods that do have lower economic indicators and higher percentages of people of color, but drawing these residents to the park will require additional communication and promotion.

In essence, Wirth Parkway's connectivity is key for the system as a whole. It provides the north side of Minneapolis—which is home to multiple underserved population groups—with a continuous recreational amenity. However, specific improvements that address equity will rely more on promotion of the park than on the amenities themselves.

PUBLIC AWARENESS

MPRB will make the public aware of improvements to Victory (Wirth) Parkway over time through e-notifications, press releases, direct communication with community engagement partners, and on-site signage. MPRB has a robust standard notification process and will apply this notification infrastructure to Victory (Wirth). Furthermore, MPRB is initiating a project (funded by Parks and Trails Legacy dollars) to better connect transit riders to the regional parks. This project may include on-transit advertising and mapping, at-station information, and/or ambassadors. It is expected to roll out in 2019 and 2020.

ACCESSIBILITY

All new amenities Victory (Wirth) Parkway will be constructed to meet or exceed ADA guidelines, and older facilities will be gradually upgraded. MPRB has an ADA Transition Plan that identifies all existing shortcomings, and has dedicated annual funding to improve accessibility throughout the system. Victory (Wirth) would be eligible for this funding, which is directed to projects year-by-year based on need and in coordination with other capital projects.

STEWARDSHIP PLAN

The natural resources within the boundary of the Theodore Wirth Parkway portion of Victory (Wirth) Memorial Parkway Regional Trail are and will continue to be managed by MPRB's environmental management, asset management, and forestry staff. Stewardship may utilize MPRB's youth programs, like the Green Team.

Two efforts currently near completion will provide additional guidance for stewarding natural resources in Theodore Wirth Parkway and throughout the system. The Ecological System Plan will provide system-wide guidance on improving environmental performance. It will identify management techniques, priorities for restoration and enhancement, and recommendations for habitat connectivity and other environmental factors. This plan is expected to be adopted by MPRB in the first half of 2019. A natural areas inventory and management plan, also with expected completion in 2019, will identify all natural

landscapes by type and provide specific guidance for different maintenance regimes. This effort will evolve over time and can add or modify natural areas as restoration and enhancement takes place.

NATURAL RESOURCES

Vegetation within the Theodore Wirth Parkway portion of Victory (Wirth) will be managed as described in the "stewardship plan" section. The landscape of this park is comprised of rolling hills with forested areas and groves of specimen trees. Some small areas of grassland vegetation have been restored in the park over the years. The development concept envisions additional grassland/prairie/savanna restoration. There are, however, no water resources in this park, and therefore no wetland impacts. No part of the Victory (Wirth) Memorial Parkway Regional Trail boundary lies within the Mississippi River Corridor Critical Area.

PROCESSES

	1: General Input Spring-Fall 2017 <i>Input themes prior to initial concepts</i>	2: Initial Concepts Winter 2018 <i>Input themes on initial concepts</i>	3: The Preferred Concept Now <i>Key elements of the concept</i>
aquatics	no comments →	no comments →	No aquatic facilities planned for this park
play	Suggestion for play area near 26th Ave, as a way to serve neighborhoods to the south east →	Possible playground near 26th →	No play facilities planned for this park; lack of play in neighborhoods to southeast is solved by Russell Triangle Extension
athletic	no comments →	no comments →	No athletic facilities planned for this park
courts	no comments →	no comments →	No court facilities planned for this park
winter	Sunset Hill sledding very well loved Add more lights to users can enjoy park after work, especially in winter →	Improve base of sledding hill with benches, fire ring, or shelter →	Sunset Hill sledding area remains obstacle free New group gathering/picnic shelter at base of Sunset Hill
landscape	no comments →	no comments →	Natural areas included throughout park, with a variety of possible landscape types, ranging from forest to prairie
other	→ Consider an off-leash dog area	Add an amphitheater or large picnic pavilion here Significant support for additional trail lighting Suggest a variety of trail types →	New group gathering/picnic shelter at base of Sunset Hill Improved trail connections to LRT station Revised trail connections and intersections at northern end at Lowry Overpass New mountain bike trail loops that connect with paved trails to Wirth Park No off-leash dog areas planned for this park

COST ESTIMATE

Park Name	Asset Type	Project	2019 ESTIMATED COST/PROJECT	NOTES
Wirth Parkway	Landscape	Naturalized areas	\$ 702,398	
Wirth Parkway	Landscape	Existing parking lot renovation	\$ 142,136	
Wirth Parkway	Landscape	Revise intersection: Golden Valley Road	\$ -	included as part of Bottineau LRT project
Wirth Parkway	Landscape	Revise intersection: Lowry/Broadway	\$ 722,784	
Wirth Parkway	Other	Group picnic shelters: new shelter near sports fields	\$ 104,411	
Wirth Parkway	Other	Renovate walking paths, incl. additional paths	\$ 2,733,659	
Wirth Parkway	Other	Mountain bike trails	\$ 23,730	
Wirth Parkway	Other	Miscl. signs, trees, furniture	\$ 88,582	
Wirth Parkway	TOTAL		\$ 4,517,699	

OPERATIONS ESTIMATE

THEODORE WIRTH PARKWAY			
FACILITIES	Total Per Unit Operations Cost	△ Qty	△ Cost
Bicycle Facility/Training Track	\$ 5,000	1	\$ 5,000
Group Shelter	\$ 4,000	1	\$ 4,000
Trail Additions	\$ 5,000	1	\$ 5,000
Difference			\$ 14,000