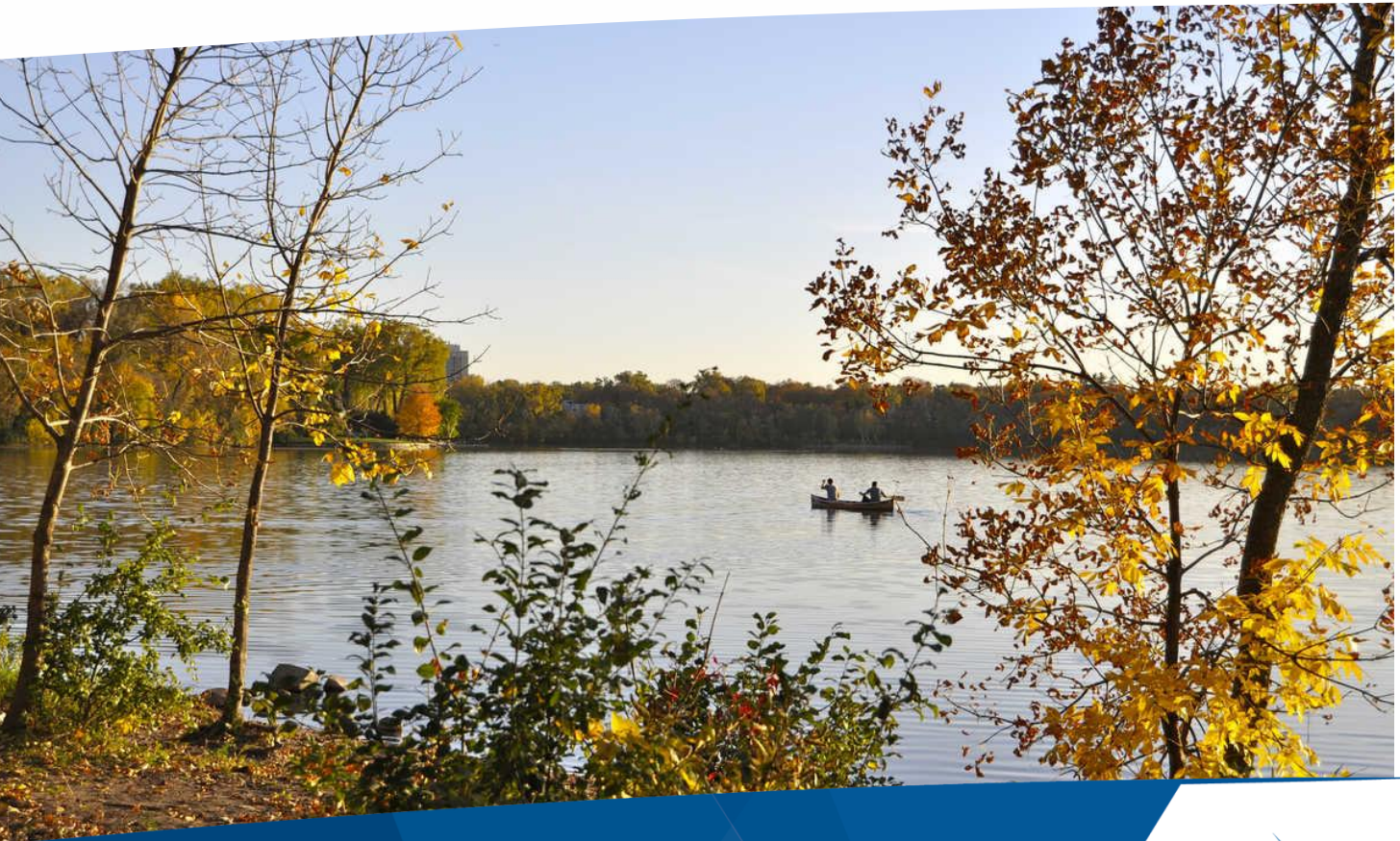


# 2040 REGIONAL PARKS POLICY PLAN

This document is the strike-through markup. It shows changes made to the plan as a result of public comments. It compares the final plan recommended for adoption with the draft plan that was released for public comment in July 2018



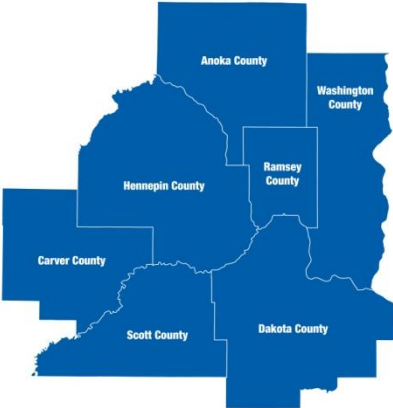
# The Council’s mission is to foster efficient and economic growth for a prosperous metropolitan region

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The Metropolitan Council is the regional planning organization for the seven-county Twin Cities area. The Council operates the regional bus and rail system, collects and treats wastewater, coordinates regional water resources, plans and helps fund regional parks, and administers federal funds that provide housing opportunities for low- and moderate-income individuals and families. The 17-member Council board is appointed by and serves at the pleasure of the governor.

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# 1 Chapter One: Planning for the Twin Cities Region

## 2 *Thrive MSP 2040*

3 Our region is anchored by three great rivers, dotted by hundreds of lakes, and endowed with wide  
4 expanses of green space, giving our residents beautiful landscapes that inspire and renew. Its largest  
5 river – the Mississippi – gave birth to two frontier settlements – Minneapolis and Saint Paul. Since then,  
6 our region has grown and prospered, and is now well-known for its high quality of life, its strong,  
7 resilient economy, and many other assets:

- 8 • Vibrant arts, music and theatre communities, and professional sports teams
- 9 • Rich cultural diversity
- 10 • Abundant parks, recreational trails, conserved open space, fertile agricultural land, and natural  
11 resources
- 12 • A civic tradition of shared action

13 Today, the Twin Cities metropolitan area – the jurisdiction of the Metropolitan Council – is a thriving  
14 region of over three million people living in 186 communities across the seven counties of Anoka,  
15 Carver, Dakota, Hennepin, Ramsey, Scott, and Washington. The region has emerged as a world-class  
16 metropolitan area – a great place to live, work, play, and do business.

17 As ~~we plan~~[the region plans](#) for ~~our~~[the](#) next 30 years, key challenges lie ahead – constrained fiscal  
18 resources, new demands stemming from demographic shifts, emerging environmental challenges, new  
19 regional planning priorities, and the increasing necessity of regional economic cooperation.

20 Under state law, the Metropolitan Council is responsible for preparing a comprehensive development  
21 guide for the seven-county Twin Cities metropolitan area. ~~The Council's~~ *Thrive MSP 2040*, adopted in  
22 May 2014, provides a framework for a shared vision for the future of the region over the next 30 years.  
23 *Thrive* establishes the policy foundation used by the Council to develop its regional systems and policy  
24 plans, as well as development policies and implementation strategies. Taken together, these constitute  
25 the comprehensive development guide that guides the orderly and economical development of the  
26 region. State statute specifies three metropolitan systems plans:

- 27 • Transportation Policy Plan (including Aviation)
- 28 • Water Resources Policy Plan
- 29 • Regional Parks Policy Plan

30 In addition to the three statutory metropolitan systems plans, the Council has adopted a Housing Policy  
31 Plan that provides an expanded policy framework to inform the Council's review of housing elements  
32 and implementation programs in local comprehensive plans as required in statute.

33 *Thrive* is the result of extensive engagement with the region's residents, civic, non-profit, and business  
34 leaders, and ~~governmental~~[government](#) officials. - As a regional plan, *Thrive* addresses issues greater  
35 than any one neighborhood, city, or single county can tackle alone to build and maintain a thriving  
36 metropolitan region. Using an outcomes-based approach, *Thrive* outlines five outcomes and three

1 principles as the foundation of a prosperous, equitable, and livable region for today and generations to  
2 come.

### 3 *Thrive Outcomes*

4 *Thrive's* regional vision includes five desired outcomes: stewardship, prosperity, equity, livability, and  
5 sustainability. While each outcome is described below, it is important to note that the five outcomes  
6 reinforce and support one another to produce greater benefits than any single outcome alone. The  
7 outcomes provide policy direction for this *2040 Regional Parks Policy Plan*.

### 8 **Stewardship**

9 Stewardship advances the Council's longstanding mission of orderly and economical development by  
10 responsibly managing the region's natural and financial resources, and making strategic investments in  
11 our region's future. Stewardship means:

- 12 • Responsibly managing our region's finite resources, including natural resources—such as lakes,  
13 rivers, streams, wetlands, groundwater, high quality natural habitats, and agricultural soils—  
14 financial resources, and our existing investments in infrastructure
- 15 • Pivoting from expanding to maintaining our region's wastewater and highway infrastructure
- 16 • Leveraging transit investments with higher expectations of land use

### 17 **Prosperity**

18 Prosperity is fostered by investments in infrastructure and amenities that make our region competitive  
19 in attracting and retaining successful businesses, a talented workforce, and strong economic  
20 opportunities. Regional economic competitiveness results from our strategic, long-term public and  
21 private decisions that build on and grow our region's economic strengths relative to other regions.  
22 Advancing prosperity includes:

- 23 • Fostering conditions for shared economic vitality by balancing major investments across the  
24 region
- 25 • Protecting natural resources that are the foundation of prosperity
- 26 • Planning for and investing in infrastructure, amenities, and quality of life needed for economic  
27 competitiveness
- 28 • Encouraging redevelopment and infill development

### 29 **Equity**

30 Equity means connecting all residents to opportunity and creates viable housing, transportation, and  
31 recreation options for people of all races, ethnicities, incomes, and abilities so that all communities  
32 share the opportunities and challenges of growth and change. For our region to reach its full economic  
33 potential, all our residents must be able to access opportunity. Our region is stronger when all people  
34 live in communities that provide opportunities for success, prosperity, and quality of life. Promoting  
35 equity includes:

## Chapter One: Planning for the Twin Cities Region

- 1 • Using the Council’s influence and investments to build a more equitable region
- 2 • Creating real choices in where we live, how we travel, and where we recreate for all residents,
- 3 across race, ethnicity, economic means, and ability
- 4 • Investing in a mix of housing affordability along the region’s transit corridors
- 5 • Engaging a full cross-section of the community in decision-making

### 6 **Livability**

7 Livability focuses on the quality of our residents’ lives and experiences in the region, and how places  
8 and infrastructure create and enhance the quality of life that makes our region a great place to live.  
9 With abundant and beautiful open space, an active arts community, a range of housing options, and a  
10 reasonable cost of living, the Twin Cities region is widely recognized for its high quality of life.  
11 Enhancing livability means:

- 12 • Increasing access to nature and outdoor recreation through regional parks and trails
- 13 • Providing transportation choices for a range of demographic characteristics and economic
- 14 means
- 15 • Supporting bicycle facilities to promote bicycling for transportation, recreation, and healthy
- 16 lifestyles
- 17 • Aligning resources to support transit-oriented development and walkable places
- 18 • Promoting healthy communities and active living through land use, planning, and investments

### 19 **Sustainability**

20 Sustainability means protecting our regional vitality for generations to come by preserving our capacity  
21 to maintain and support our region’s well-being and productivity over the long term. The region’s  
22 investments in prosperity, equity, and livability will fall short over the long term if the region exhausts its  
23 resources without investing in the future. Planning for sustainability means:

- 24 • Promoting the wise use of water through expanding water conservation and reuse, increasing
- 25 groundwater recharge, and optimizing surface water and groundwater use
- 26 • Providing leadership, information, and technical assistance to support local governments’
- 27 consideration of climate change mitigation, adaptation, and resilience
- 28 • Operating the region’s wastewater treatment and transit systems sustainably

### 29 *Thrive Principles*

30 *Thrive* identifies the principles of integration, collaboration, and accountability to carry out the Council’s  
31 work. These three principles reflect the Council’s efforts to integrate policy areas, support local  
32 governments and regional partners, and promote and implement the *Thrive* regional vision.



1 **Integration**

2 Integration is the intentional combining of related activities to achieve more effective results and  
3 leveraging multiple policy tools to address complex regional challenges and opportunities. The *Thrive*  
4 outcomes described above are lofty ideals that cut across the Council’s functions and responsibilities.  
5 Pursuing them demands that the Council use its full range of authorities and activities in more  
6 coordinated ways. Achieving integration involves moving beyond organizational silos and coordinating  
7 effectively with partners and stakeholders across and throughout the region.

8 **Collaboration**

9 Collaboration recognizes that shared efforts advance our region most effectively toward shared  
10 outcomes. Addressing the region’s issues requires collaboration because no single entity has the  
11 capacity or authority to do the work alone. For the Council, acting collaboratively means being open to  
12 shared strategies, supportive partnerships, and reciprocal relationships. It also represents convening  
13 the region’s best thinkers, experts, and stakeholders to address complex regional issues beyond the  
14 capacity or authority of any single jurisdiction or institution. Additionally, it involves providing technical  
15 assistance and enhanced information to support local planning and decision-making.

16 **Accountability**

17 For the Council, accountability includes a commitment to monitor and evaluate the effectiveness of our  
18 policies and practices toward achieving shared outcomes and a willingness to adjust course to improve  
19 performance. Acting accountably means: a) adopting a data-driven approach to measure progress, b)  
20 creating and learning from *Thrive* indicators, c) providing clear, easily accessible information, and d)  
21 fulfilling the Council’s mission.

22 ***Additional Direction from Thrive MSP 2040 for the 2040 Regional Parks Policy***  
23 ***Plan***

24 *Thrive* articulates a long-range vision for the region. The vision aims to foster and contribute to the five  
25 desired outcomes through the use of the three principles described in the previous section. While the  
26 focus in *Thrive* is on the overarching vision for the region, *Thrive* provides direction for the *2040*  
27 *Regional Parks Policy Plan*. *Thrive* specifies that the Council will collaborate with the Metropolitan  
28 Parks and Open Space Commission, regional park implementing agencies, and state partners to:

- 29
- 30 • Expand the Regional Parks System to conserve, maintain, and connect natural resources  
31 identified as being of high quality or having regional importance, as identified in the *2040*  
32 *Regional Parks Policy Plan*.
  - 33 • Provide a comprehensive regional park and trail system that preserves high-quality natural  
34 resources, increases climate resiliency, fosters healthy outcomes, connects communities, and  
35 enhances quality of life in the region.
  - 36 • Promote expanded multimodal access to regional parks, regional trails, and the transit network,  
where appropriate.

- Strengthen equitable usage of regional parks and trails by all our region’s residents, ~~such as~~ across age, race, ethnicity, income, national origin, and ability.

### *Regional Growth and Demographics*

By 2040, the region is projected to be home to more than 3.7 million people, a gain of 888,000 residents from 2010 (Table 1-1.). Such robust growth is a sign of the region’s economic health and vitality.

*Table 1-1. Population, Households and Employment for the 7-County Region (2010-2040)*

	2010	2020	2030	2040
Population	2,849,567	3,160,000	3,459,000	3,738,000
Households	1,117,749	1,264,000	1,402,000	1,537,000
Employment	1,543,872	1,828,000	1,910,000	2,039,000

In addition, the population is changing in ways that will influence how the region develops and redevelops:

- The region is aging rapidly. More than one in five residents will be age 65 and older in 2040, compared to one in nine in 2010.
- The region will gain 419,000 new households by 2040.
- By 2040, 39% of the population will be people of color, compared to 24% in 2010. The share of people of color increases among younger age groups; 53% of residents younger than age 18 will be people of color in 2040.

While the rich and growing racial and ethnic diversity is an asset to continued economic vitality, the region has some of the largest disparities by race and ethnicity of any large metropolitan area in the nation. Importantly, these disparities and shifting demographics have implications for nature-based outdoor recreation providers. Broad based trends consistently indicate that recreation participation is far greater for white and non-Latinx populations within the state and the nation than for people of color. [see Minnesota’s State Comprehensive Outdoor Recreation Plan (SCORP), 2014].

In addition, SCORP cites several studies showing that involvement in nature-based outdoor recreation among young adults and their children has decreased since the 1990s. The relative participation of different segments of the population in nature-based outdoor recreation, together with their respective population growth rates, create significant challenges ahead in terms of park and trail utilization, as well as, maintaining broad-based public support for park and trail investments. To this end, the *2040 Regional Parks Policy Plan* incorporates specific aims to strengthen equitable usage of regional parks and trails by all our region’s residents.

## 1 *Community Designations*

2 The seven-county region contains a wide range of communities, from agricultural townships to densely  
3 developed downtown neighborhoods. Recognizing that one size does not fit all, the Council uses  
4 community designations to group communities with similar characteristics to implement regional policy  
5 at the local level through comprehensive plans (See Figure 1-1). Community designations fall within  
6 two main categories, the Metropolitan Urban Service Area and the Rural Service Area.

### 7 **Metropolitan Urban Service Area**

8 The Metropolitan Urban Service Area constitutes about half of the land in the region, but accounts for  
9 more than 90% of the region's population. The Council supports the Metropolitan Urban Service Area  
10 through investments such as regional wastewater services, regional highways, transit service, the  
11 Regional Parks System, and programs that support redevelopment. Some of the region's most popular  
12 regional parks are located in the Metropolitan Urban Service Area, including Como Regional Park, Zoo  
13 and Conservatory; Minnehaha Regional Park; and Hyland-Bush-Anderson Lakes Park Reserve. Trails  
14 including the Bruce Vento and North Cedar Lake Regional Trails, connect people to regional parks and  
15 local amenities. The Metropolitan Urban Service Area is divided into five community designations:

- 16 • Urban Center
- 17 • Urban
- 18 • Suburban
- 19 • Suburban Edge
- 20 • Emerging Suburban Edge

21 *Thrive* forecasts project that over the next 30 years growth and redevelopment will occur throughout the  
22 region. Not only will growth continue to occur in the Suburban Edge and Emerging Suburban Edge  
23 communities, but the Council also forecasts a significant shift of growth back into Urban and Urban  
24 Center communities. Forces driving this change are the region's aging population, new residential  
25 preferences among younger households, and increasing interest in sustainable lifestyles. Demographic  
26 changes, emerging preferences, and shifting development patterns are elevating the importance of  
27 maintaining and expanding regional parks and trails serving the most developed parts of the region.

### 28 **Rural Service Area**

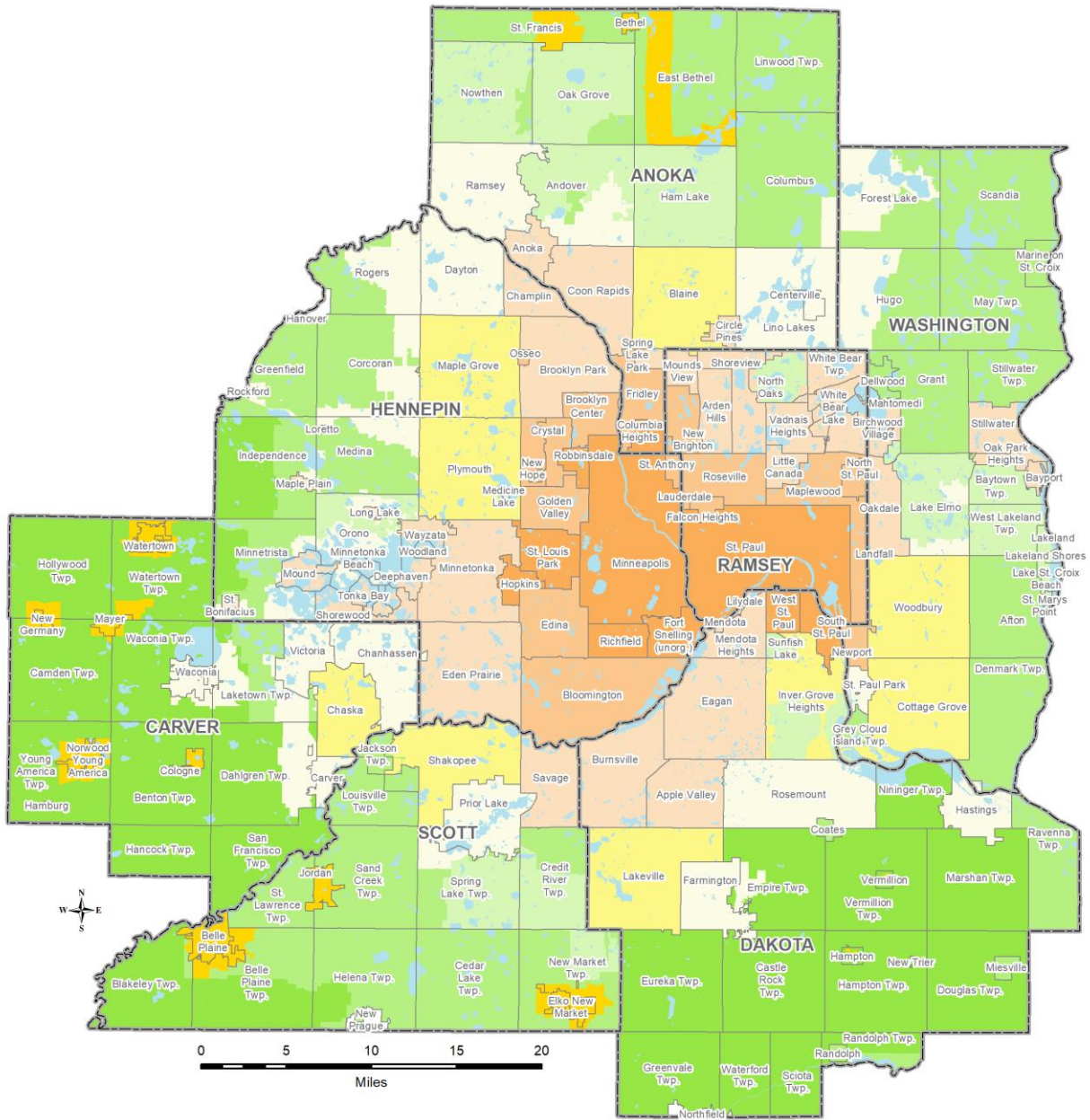
29 About half of the land in the Twin Cities region is in the Rural Service Area. This area includes a range  
30 of land uses, including cultivated farmland, vineyards, hobby farms, gravel mines, woodlands, small  
31 towns, scattered and clustered housing, open spaces, and significant expanses of the region's natural  
32 resources. Aside from the Regional Parks System, investments in regional service and infrastructure  
33 are limited in the Rural Service Area. The Rural Service Area is divided into four community  
34 designations:

- 35 • Rural Center
- 36 • Rural Residential
- 37 • Diversified Rural

## Chapter One: Planning for the Twin Cities Region

- 1       • Agricultural
- 2   The Rural Service Area contains some of the Regional Parks System's large park reserves, including
- 3   Crow Hassan and Big Marine Park Reserves.

1 *Figure 1-1. Thrive MSP 2040 Community Designations*



**Thrive MSP 2040 Community Designations**

- |   |   |
|---|---|
| <span style="display:inline-block; width:15px; height:15px; background-color:#008000; border:1px solid black;"></span> Agricultural           | <span style="display:inline-block; width:15px; height:15px; background-color:#FF8C00; border:1px solid black;"></span> Urban                              |
| <span style="display:inline-block; width:15px; height:15px; background-color:#90EE90; border:1px solid black;"></span> Rural Residential      | <span style="display:inline-block; width:15px; height:15px; background-color:#FF4500; border:1px solid black;"></span> Urban Center                       |
| <span style="display:inline-block; width:15px; height:15px; background-color:#3CB371; border:1px solid black;"></span> Diversified Rural      | <span style="display:inline-block; width:15px; height:15px; background-color:#FFFFFF; border:1px solid black;"></span> Outside Council planning authority |
| <span style="display:inline-block; width:15px; height:15px; background-color:#FFD700; border:1px solid black;"></span> Rural Center           | <span style="display:inline-block; width:15px; height:15px; border:2px solid black;"></span> County Boundaries  |
| <span style="display:inline-block; width:15px; height:15px; background-color:#FFFACD; border:1px solid black;"></span> Emerging Suburban Edge | <span style="display:inline-block; width:15px; height:15px; border:1px solid black;"></span> City and Township Boundaries                                 |
| <span style="display:inline-block; width:15px; height:15px; background-color:#FFFF00; border:1px solid black;"></span> Suburban Edge          | <span style="display:inline-block; width:15px; height:15px; background-color:#ADD8E6; border:1px solid black;"></span> Lakes and Rivers                   |
| <span style="display:inline-block; width:15px; height:15px; background-color:#FFDAB9; border:1px solid black;"></span> Suburban               |   |

## 1 *Local Comprehensive Plans*

2 The policy direction from *Thrive* and the Council's systems and policy plans – including this *2040*  
3 *Regional Parks Policy Plan* – provides guidance to local governments in planning for local growth.  
4 Under state law, each county, city, and township in the seven-county metropolitan area must review  
5 and, if necessary, amend its local comprehensive plan at least every 10 years to ensure that the local  
6 plan – and local fiscal devices and official controls – conforms with the Council's metropolitan system  
7 plans (Minnesota Statutes 473.864). Following the decennial adoption of the *2040 Regional Parks*  
8 *Policy Plan* and once the Council issues system statements, as required under the Metropolitan Land  
9 Planning Act, local communities have three years to update their local comprehensive plan. If the  
10 Council issues system statements based on a future amendment to the *2040 Regional Parks Policy*  
11 *Plan*, local communities have nine months to amend their comprehensive plans (Minnesota Statutes,  
12 section 473.856).

13 Local comprehensive plans are reviewed by the Council based on three primary criteria:

- 14 • Conformance with metropolitan system plans
- 15 • Consistency with Council policies
- 16 • Compatibility with adjacent and affected governmental units

17 When a plan meets these criteria, the Council authorizes it to be placed into effect. If a plan does not  
18 meet the review standards, the Council may require the jurisdiction to modify its plan to conform to the  
19 Council's system plans.

## 20 **Conformance**

21 A local comprehensive plan will conform to the metropolitan system plans if the local plan:

- 22 • Accurately reflects the components of the metropolitan system plans
- 23 • Integrates public facilities plan components
- 24 • Addresses land use policies, plans for forecasted growth, meets density standards, and  
25 maximizes the efficiency and effectiveness of the regional systems

26 In their local comprehensive plans, communities need to acknowledge and plan for the Regional Parks  
27 System facilities in their jurisdiction as identified in the *2040 Regional Parks Policy Plan*. The Council  
28 will review local plans to ensure they will not cause detrimental impacts to Regional Parks System  
29 facilities and that the plans do not preclude or substantially limit the future acquisition of lands officially  
30 identified for the Regional Parks System in the *2040 Regional Parks Policy Plan*.

## 31 **Consistency**

32 Consistency is generally achieved if the local plan:

- 33 • Addresses the community role for the land use policies contained in *Thrive*, including:
  - 34 ○ Natural Resource Protection: Conserve, restore, and protect the region's natural
  - 35 resources to ensure their ongoing availability, to support public health, and to maintain a
  - 36 high quality of life.

## Chapter One: Planning for the Twin Cities Region

- 1           ○ Access, Mobility and Transportation Choice: Sustain and improve a multimodal  
2           transportation system to support regional growth, maintain regional economic  
3           competitiveness and provide choices and reliability for the system’s users. To help meet  
4           this policy, local communities are encouraged to plan and develop local trail connections  
5           to regional trails as identified in the *2040 Regional Parks Policy Plan* and to plan for and  
6           connect to the Regional Bicycle Transportation Network as identified in the *2040*  
7           *Transportation Policy Plan*, where appropriate.
- 8           • Addresses the linkage of local land uses to local parks and open space, as well as the Regional  
9           Parks System.
- 10          • Includes an implementation plan describing public programs, fiscal devices, and other specific  
11          actions (sequencing and staging activities) that implement the comprehensive plan and ensure  
12          conformance with regional system plans.
- 13          • Addresses official controls and includes a capital improvement program (sewers, parks,  
14          transportation, water supply and open space) that supports planned growth and development.

### 15 **Compatibility**

16          Compatibility with adjacent and affected governmental units is generally achieved if the local plan  
17          adequately documents that it has addressed the concern(s) of all adjacent and affected jurisdictions,  
18          based on comments or concerns from these entities.

19          As local communities update their comprehensive plans, the Council encourages them to identify  
20          locally important natural areas for protection through acquisition, conservation easements, and  
21          conservation-sensitive development practices. In addition to planning for the recreational needs of its  
22          residents, the Council encourages communities to plan local trail connections to the Regional Parks  
23          System. Together, the region, the regional park implementing agencies, local communities, nonprofit  
24          organizations, and the private sector can preserve natural areas and enhance multimodal access to  
25          regional parks and trails.

## 1 Chapter Two: Overview of the Regional Parks System and the 2040 2 Regional Parks Policy Plan

### 3 *Introduction*

4 The benefits of parks have been extensively documented<sup>1</sup>. Parks and open space positively contribute  
5 to human health and well-being. Benefits to physical well-being include increased physical activity and  
6 reduced risk of various chronic illnesses, as well as obesity. Benefits to psychological well-being  
7 include stress reduction, attention restoration, and improved cognitive functioning. Social well-being  
8 benefits include increased social capital, family bonding, and social integration. Parks and open green  
9 space also contribute many environmental benefits including assisting in the management of  
10 stormwater, helping to ameliorate the effects of urban heat islands, conserving the diversity of flora and  
11 fauna in the region, and filtering the air we breathe.<sup>2</sup>

12 The benefits afforded by the Regional Parks System, illustrated above, help to keep the region at the  
13 top of national livability rankings. The Twin Cities area's [6364](#) regional parks, park reserves, and  
14 special recreation features, plus more than 389 miles of regional trails [open to the public](#), showcase the  
15 unique landscapes of the region and provide year-round recreation. The region's residents have  
16 consistently singled out the region's parks, trails, and natural environment as the most attractive feature  
17 of the region. Drawing more than 58 million annual visits in 2017, the Regional Parks System provides  
18 access to natural space that contributes to physical and emotional well-being. Many of the region's  
19 most well-known and iconic sites are part of the Regional Parks System – the Minneapolis Chain of  
20 Lakes, Como Park Zoo and Conservatory, Lebanon Hills Regional Park, Bunker Hills Regional Park,  
21 Elm Creek Park Reserve, and Lake Elmo Park Reserve.

22 The *2040 Regional Parks Policy Plan* advances the *Thrive MSP 2040* outcomes of Stewardship,  
23 Prosperity, Equity, Livability, and Sustainability by striving to:

- 24 • Expand the Regional Parks System to conserve, maintain, and connect natural resources  
25 identified as being of high quality or having regional importance, thereby improving climate  
26 resilience and enhancing the quality of life for the region's residents
- 27 • Provide a comprehensive regional park and trail system that balances the conservation and  
28 restoration of natural resources with the provision of nature-based recreational opportunities

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<sup>1</sup> Dinnie, E., Brown, K.M., Morris, S. (2013). Negotiating the social well-being benefits of urban green space. *Landscape and Urban Planning*, 112, 1-9.

Wolch, J.R., Byrne, J., & Newell, J.P. (2014). Urban green space, public health, and environmental justice: The challenge of making cities 'just green enough'. *Landscape and Urban Planning*, 125, 234-244.

<sup>2</sup> Gómez-Baggethun, E. & Gren, A. (2013). Urban ecosystem services. In T. Elmqvist et al. (eds.), *Urbanization, Biodiversity and Ecosystem Services: Challenges and Opportunities: A Global Assessment*, pp. 175-251.



## Chapter Two: Overview of the Regional Parks System and the 2040 Regional Parks Policy Plan

- 1 • Expand access to regional parks and trails by connecting them with local, state, and federal  
2 parks, trails, other lands, and transportation networks, including transit, bicycle, and pedestrian  
3 systems
- 4 • [Promote/Strengthen](#) equitable usage of regional parks and trails by all our region's residents  
5 across [age](#), race, ethnicity, income, [national origin](#), and ability, inspiring a legacy of stewardship  
6 that [also](#) strengthens friendships, families, health, and spirit.

7 The Regional Parks System plays a key role in providing parks and open space for the metropolitan  
8 area. But by itself, it cannot and was never intended to provide all the metropolitan area's recreational  
9 opportunities. The Regional Parks System is one component of the greater recreation and open space  
10 system for the metropolitan area that includes local, state, and federal parks and open space areas, as  
11 well as private sector facilities, including new ownership models such as privately owned public spaces.  
12 All these other facilities and services complement those of the Regional Parks System.

13 [Additionally, the Regional Parks System plays a role addressing climate change in the region.  
14 Conserving, maintaining, and enhancing the Regional Parks System through proactive planning and  
15 asset management can increase the resilience of the region and reduce the impacts associated with  
16 climate change. The Regional Parks System provides carbon sequestration and other benefits  
17 including stormwater management, urban heat island mitigation, biodiversity enhancement and  
18 improvements to air and water quality. Working with partners, the Council is committed to quantifying  
19 these ecological benefits as well as developing regional policies that build resilience.](#)

20 This chapter provides an overview of the Regional Parks System and the *2040 Regional Parks Policy  
21 Plan*. These concepts are explored in more detail in subsequent chapters of this plan.

### 22 *The Regional Parks System*

23 The Regional Parks System, supported by the Council in partnership with cities, counties, and special  
24 park districts, was established in 1974. At that time, the Legislature found that:

25 “The pressure of urbanization and development threatens the most valuable remaining large  
26 recreational open spaces in the metropolitan area at the same time as the need for such areas is  
27 increased. Immediate action is therefore necessary to provide funds to acquire, preserve, protect and  
28 develop regional recreational open space for public use.” (Minnesota Statutes, section 473.302)

29 In response to state legislation, about 31,000 acres of existing parks were designated as “regional  
30 recreation open space.” The newly designated regional parks had about five million visits in 1975. Over  
31 the past 40 years, the Council has invested state and regional funds to help local park agencies  
32 develop those first designated regional parks, as well as to acquire and develop new parks and trails for  
33 the growing metropolitan population. The Regional Parks System strives to build upon the world class  
34 system of interconnected parks and natural areas first established in Minneapolis by such visionaries  
35 as Horace Cleveland and Theodore Wirth and extend that model throughout the region.

36 As of 2018, the Regional Parks System includes:

- 37 • 54,370 acres open for public use

- 1 • [5556](#) regional parks and park reserves
- 2 • Eight special recreation features, such as the zoo and conservatory at Como Regional Park
- 3 • [5149](#) regional trails, with 389 miles currently open to the public
- 4 • More than 58 million visits in 2017
- 5 • An investment of more than \$658 million in state and regional dollars since inception, with an
- 6 additional \$163 million of state funds to partially finance operation and maintenance of the
- 7 Regional Parks System

8 Regional parks contain significant regional natural resources such as lakeshore, wetlands, hardwood  
9 forests, native prairies, and groundwater recharging areas. If you were to visit one regional park, park  
10 reserve or special recreation feature each weekend – not even counting the trails, it would take you  
11 more than a year to get to them all. It’s an amazing system, one that has few rivals anywhere in the  
12 world. It demonstrates the importance of natural spaces and outdoor recreation to Minnesotans,  
13 including those living in the metropolitan area. The Regional Parks System is comprised of four main  
14 components: regional parks, park reserves, regional trails, and special recreation features.

## 15 **Regional Parks**

16 Regional parks most notably contain a diversity of nature-based resources, either naturally occurring or  
17 human-built, and are typically 200-500 acres in size. Regional parks accommodate a variety of outdoor  
18 recreation activities. In 2018, a total of [4344](#) regional parks were open to the public. Examples of  
19 regional parks include:

- 20 • Battle Creek-Indian Mounds Regional Park (City of Saint Paul and Ramsey County)
- 21 • Lake Waconia Regional Park (Carver County)
- 22 • Lebanon Hills Regional Park (Dakota County)
- 23 • Theodore Wirth Regional Park (Minneapolis Park and Recreation Board)
- 24 • Spring Lake Regional Park (Scott County)

## 25 **Park Reserves**

26 Park reserves, like regional parks, provide for a diversity of outdoor recreation activities. One major  
27 feature that distinguishes the park reserve from a regional park is its size. The minimum size for a park  
28 reserve is 1,000 acres. Additionally, regional park implementing agencies are required to manage at  
29 least 80% of the park reserve as natural lands that protect the ecological functions of the native  
30 landscape. As of 2018, a total of 12 park reserves were open to the public. Examples of park reserves  
31 include:

- 32 • Hyland-Bush-Anderson Lakes Park Reserve (City of Bloomington and Three Rivers Park  
33 District)
- 34 • Lake Elmo Park Reserve (Washington County)
- 35 • Rice Creek Chain of Lakes Park Reserve (Anoka County)

## 1 **Regional Trails**

2 The Council has defined two major types of trails to serve the region: destination or greenway trails and  
3 linking trails. Destination or greenway trails typically follow along routes with high-quality natural  
4 resources that make the trail itself a destination. Examples of destination or greenway trails include:

- 5 • Minnehaha Parkway Regional Trail (Minneapolis Park and Recreation Board)
- 6 • Rush Creek Regional Trail (Three Rivers Park District)

7 Linking trails, on the other hand, are predominately intended to provide connections between various  
8 Regional Parks System units, most notably regional parks, or park reserves. Examples of linking trails  
9 include:

- 10 • East Anoka County Regional Trail (Anoka County)
- 11 • Highway 96 Regional Trail (Ramsey County)

12 As of 2018, [5449](#) regional trails totaling approximately 389 miles were open for public use.

## 13 **Special Recreation Features**

14 Special recreation features are defined as Regional Parks System opportunities not generally found in  
15 the regional parks, park reserves, or trail corridors. Special recreation features often require a unique  
16 managing or programming effort. As of 2018, there were eight special recreation features open to the  
17 public. Examples of special recreation features include:

- 18 • Como Park Zoo (City of Saint Paul)
- 19 • Gale Woods Farm (Three Rivers Park District)
- 20 • Square Lake (Washington County)

21 Additional information on Regional Parks System facilities is provided in Chapter 3.

## 22 *Regional Parks System Management Structure*

23 The organizational structure of the Regional Parks System is unique. It is built upon a strong  
24 partnership among the Council and several governmental agencies, including cities, counties, and  
25 special park districts. While each agency has a role in the Regional Parks System, collaboration is the  
26 cornerstone and the strength of the Regional Parks System.

## 27 **Regional Park Implementing Agencies' Role**

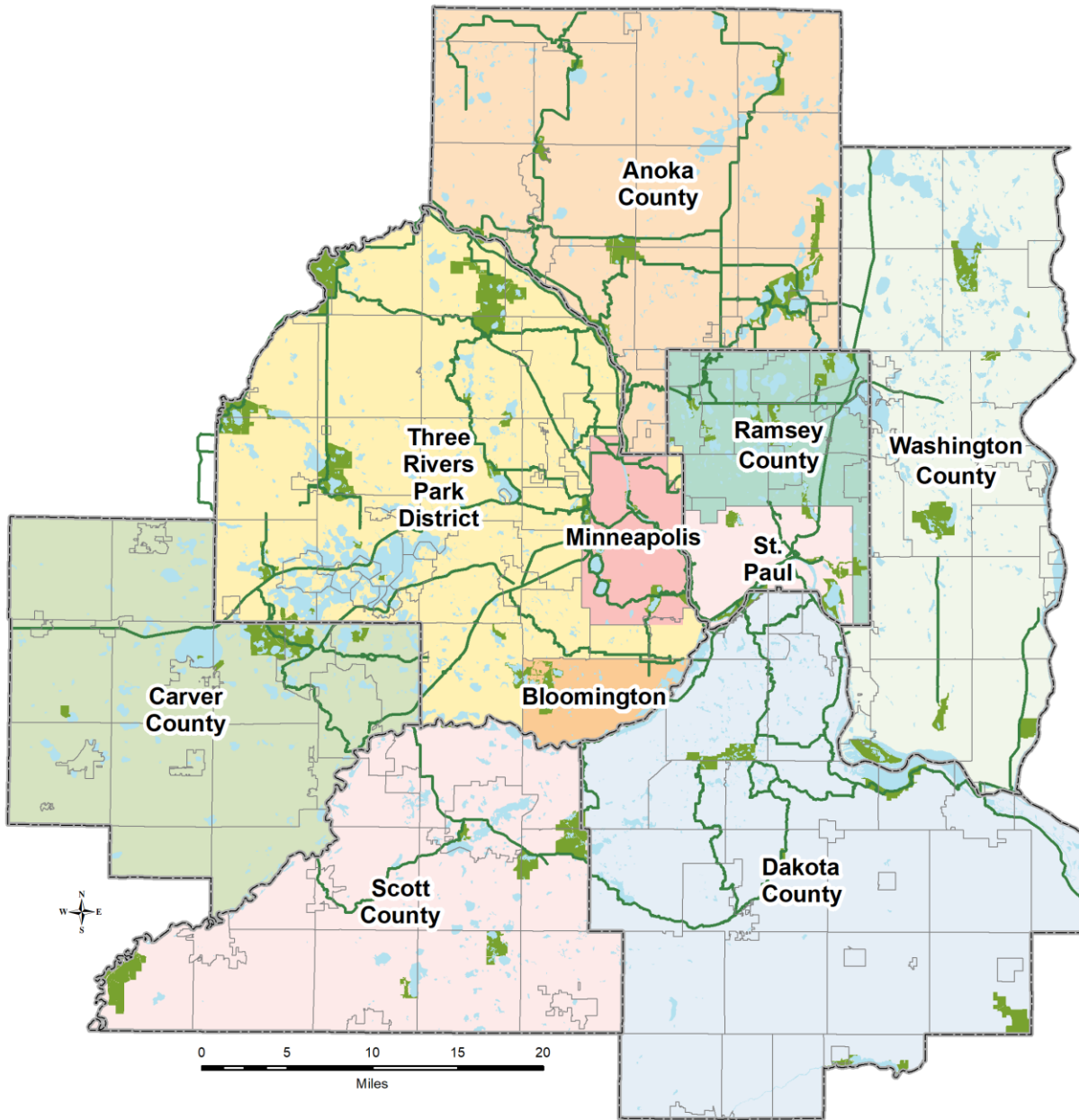
28 Cities, counties, and special park districts own and operate regional parks and trails – the Minneapolis  
29 Chain of Lakes' facilities, paths and activities are the responsibility of the Minneapolis Park and  
30 Recreation Board, for example – but once a park becomes part of the Regional Parks System, the  
31 Council supports it with coordinated regional planning, funding, system protection, information,  
32 marketing, and advocacy. The agency partners that own and operate the Regional Parks System are  
33 called regional park implementing agencies. –A map of the regional park implementing agency areas is  
34 shown in Figure 2-1.

## Chapter Two: Overview of the Regional Parks System and the 2040 Regional Parks Policy Plan

- 1 The regional park implementing agencies are:
- 2     • Anoka County
- 3     • City of Bloomington
- 4     • Carver County
- 5     • Dakota County
- 6     • Minneapolis Park and Recreation Board
- 7     • Ramsey County
- 8     • City of Saint Paul
- 9     • Scott County
- 10    • Three Rivers Park District
- 11    • Washington County

1 *Figure 2-1. Regional Park Implementing Agencies*

2



3

1 **Metropolitan Council Role**

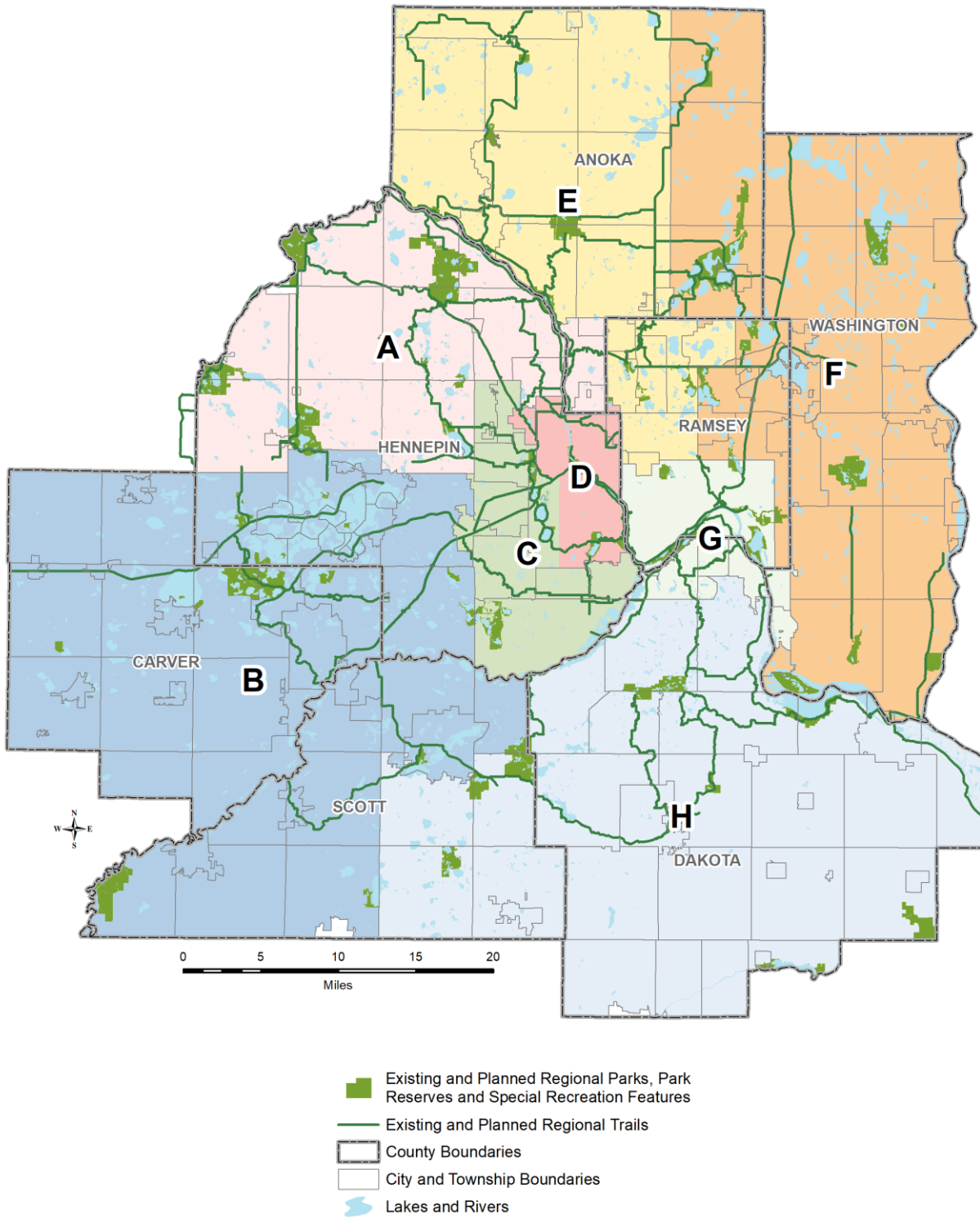
2 Regional Parks System legislation directs the Council to take the lead role in providing for a Regional  
3 Parks System that will complement the recreational open space opportunities provided in the area by  
4 the federal, state, and local units of government. State law directs the Council to determine which parks  
5 and trails in the seven-county area are included in the Regional Parks System and to generally identify  
6 areas that should be acquired for the Regional Parks System. The Council is charged with determining  
7 whether these lands are regionally important and would collectively provide a balanced system of  
8 outdoor recreation for the region. See page 23 later in this Chapter for an overview of key Minnesota  
9 legislation.

10 As described in the next section, the Council also contributes and administers funding to the regional  
11 park implementing agencies to acquire, develop, and operate the Regional Parks System.

12 **Metropolitan Parks and Open Space Commission Role**

13 The Metropolitan Parks and Open Space Commission, appointed by the Council, uses its expertise to  
14 advise the Council on the review of regional park and trail master plans, and grants for land acquisition  
15 and capital improvements. It also provides recommendations on updates and amendments to the  
16 Regional Parks Policy Plan. The commission consists of eight volunteer members, who represent  
17 specific districts throughout the region and a chair who is appointed at large. A map of the districts is  
18 shown in Figure 2-2.

1 *Figure 2-2. Metropolitan Parks and Open Space Commission Districts*



2

## 1 ***Regional Parks System Funding***

2 As previously noted, the Council contributes and administers funding to the regional park implementing  
3 agencies. Funding for the Regional Parks System currently consists of four main grant programs. Each  
4 grant program is intended for different purposes and is composed of various funding sources. Only  
5 regional park implementing agencies, listed above, qualify for the grant programs. -Each grant program  
6 is highlighted briefly below. Additional [information is in the Regional Parks System Fund Distribution  
7 Policy, adopted annually by the Council upon the recommendation of the Metropolitan Parks and Open  
8 Space Commission. More detailed information can be found in the Program Guide, and instructions on  
9 eligible costs, processes, terms, schedules and procedures for each grant administration manual for  
10 regional park implementing agencies that accompanies this plan. program will be in the Regional Parks  
11 System sub-recipient administrative guide to be developed in 2019.](#)

## 12 **Regional ParkParks Bonding Program**

13 The Regional ~~ParkParks~~ Bonding Program is intended for Regional Parks System acquisition,  
14 development, and redevelopment projects. The fund is financed by state [bonds](#) and Council  
15 ~~bonds~~[funds](#); the Council matches every \$3 of state bonds with \$2 of Council ~~bonds~~[funds](#). The amount  
16 of funds each regional park implementing agency receives is based on a formula specified in Chapter  
17 8: [Finance – Strategy 2](#).

18 In addition to its Regional ~~ParkParks~~ Bonding Program, the Council is committed to creating a grant  
19 program using Council bonds to promote equitable use of regional parks and trails. Because of existing  
20 constraints on Council bonds, the bond-funded grants will provide funding for acquisition, development,  
21 or redevelopment projects in the Regional Parks System.

## 22 **Parks and Trails Legacy Fund Program**

23 The Parks and Trails Legacy Fund program was created after the statewide passage of the  
24 Minnesota’s Clean Water Land and Legacy Amendment in 2008. Along with state and Greater  
25 Minnesota regional parks and trails, the Council receives a portion of the Parks and Trails Legacy  
26 appropriations for the Regional Parks System.

27 The Council administers the Parks and Trails Legacy funds to regional park implementing agencies The  
28 Minnesota Department of Natural Resources’ *Parks and Trails Legacy Plan* provides high-level  
29 guidance for use of the funds.

30 Each regional park implementing agency’s share of the funds is based on a formula specified in state  
31 statute (Minnesota Statutes, section 85.53, subd 3). This statute requires that 10% of the total Parks  
32 and Trails Legacy appropriations be set aside for land acquisition.

## 33 **Park Acquisition Opportunity Fund Grant Program**

34 The Park Acquisition Opportunity Fund ~~(PAOF) Grant~~ program is organized into two separate [sub-  
35 programs, programs](#), corresponding to different funding sources. The two [funding sources](#)~~programs~~ are  
36 the Parks and Trails Legacy Fund ~~(PTLF)~~ and the Environment and Natural Resources Trust Fund  
37 ~~(ENRTF)~~. As noted above, 10% of the Parks and Trails Legacy Fund appropriations are set aside for



1 land acquisition through the first Park Acquisition Opportunity Fund Grant sub-program Program  
2 (PAOF). Direct appropriations for land acquisition from the The ENRTF Environment and Natural  
3 Resources Trust Fund, which are made acquisition opportunity grant fund is comprised of direct  
4 appropriations received by Legislative-Citizen Commission on Minnesota Resources, are allocated to  
5 the second Park Acquisition Opportunity Fund sub-program. (LCCMR) for land acquisition.

6 The Council matches every \$3 in state funding from the Parks and Trails Legacy Fund with \$2 from  
7 Council bonds funds for the PAOF Park Acquisition Opportunity Fund program, as required by  
8 Minnesota Statutes, section 85.53, subd. 3. requires the match for For consistency, the Council has  
9 chosen to make the same match acquisition funding from the Parks and Trails Legacy Fund; the  
10 Council has chosen to match for ENRTF Environment and Natural Resources Trust Fund funding for  
11 park acquisition. consistency. Additional information is in the Regional Parks System Fund Distribution  
12 Policy, adopted annually by the Council upon the recommendation of the Metropolitan Parks and Open  
13 Space Commission.

14 The Council's Park Acquisition Opportunity Fund Grant program is non-competitive and awarded based  
15 on funding availability, among other considerations detailed in subsequent chapters.

## 16 **Operation and Maintenance**

17 The Council administers state funds to regional park implementing agencies to pay for a portion of their  
18 operations operation and maintenance costs. The share each regional park implementing agency  
19 receives is based on a formula specified in state statute (Minnesota Statutes, section 423 473.351).

## 20 **Direct Pass-through Appropriations**

21 In addition to the four grant programs highlighted above, the Council also administers pass-through  
22 appropriations from the state to regional park implementing agencies. These dollars are legislatively  
23 earmarked for a particular regional park implementing agency or park and trail unit.

## 24 **Total System Investment**

25 In sum, the total investment the state and Council have made toward the Regional Parks System  
26 between state fiscal years 1974 and 2017 totals \$910 million (Table 2-1).

1 *Table 2-1. 40-year Regional Parks System State and Regional Funding Investments, 1974-*  
 2 *2017*

Program	Funding source(s)	Investment totals, 1974-2017 (millions)
Regional Parks Bonding	State and Council bonds, Environment and Natural Resources Trust Fund, interest (through 1984)	\$422.5
Parks and Trails Legacy Fund	0.038% general state sales and use tax, as per Minnesota Constitution, Article XI, Section 15	\$115.9
Park Acquisition Opportunity Fund	Parks and Trails Legacy Fund	\$12.9
	Environment and Natural Resources Trust Fund	\$10.0
	Council bonds	\$26.0
Operation and Maintenance	State General Fund and Lottery-in-Lieu of Sales Tax, as per Minnesota Statutes, section 297A.65	\$188.3
Pass-Through Appropriations	Various state funds	\$120.1
Other Investments	State and Council funds	\$14.3
	Totals	\$910.0

3

4 About ~~eight-tenths of a percent (0.82%)~~ 7% of the total state and local taxes paid by a household in the  
 5 region go to support the Regional Parks System. For the owner of a \$250,000 home in the seven-  
 6 county metropolitan area, the average annual cost of the Regional Parks System is ~~\$6770~~ – including  
 7 ~~\$2619~~ in state income and sales taxes and ~~\$4451~~ in regional and local property taxes.

8 The investments and funding sources described above are not the only funding sources for the  
 9 Regional Parks System. Each regional park implementing agency provides their own mix of funding for  
 10 their respective regional parks and trails. Other funding sources also exist, including federal grants,  
 11 public-private partnerships, and private donations.

12 *Role of the Regional Parks Policy Plan*

13 Managing a Regional Parks System that involves a number of different local entities, in addition to the  
 14 Council, requires coordinated policies and strategies. The *2040 Regional Parks Policy Plan* lays out the  
 15 goals for the development of the Regional Parks System and the strategies designed to meet these  
 16 goals.

17 Over the past 40 years, the Regional Parks System partnership have made significant strides toward  
 18 achieving the *Thrive* outcomes of stewardship, prosperity, livability, and sustainability. By protecting  
 19 high quality natural resources and providing a world-class system of recreational opportunities, the  
 20 Regional Parks System has contributed significantly to the high quality of life in the region. The policies  
 21 laid out in the *2040 Regional Parks Policy Plan* reflect the Council’s commitment to support and protect  
 22 the Regional Parks System.

1 The equity outcome as described in *Thrive* remains an important direction for the Council. The regional  
2 park implementing agencies have various programs and practices to help reach and serve their diverse  
3 base of users. The *2040 Regional Parks Policy Plan* strives to build upon the good work that the  
4 regional park implementing agencies have been doing to advance equity. The Council seeks to  
5 enhancestrengthen equitable usage of the Regional Parks System, which is a key theme of this plan.

6 Results matter. For the Council, accountability, a core principle adopted with *Thrive MSP 2040*,  
7 includes a commitment to monitor and evaluate the effectiveness of the policies and procedures  
8 governing the Regional Parks System. Prior to the adoption of the next update to the Regional Parks  
9 Policy Plan, the Council will work with the Metropolitan Parks and Open Space Commission, the  
10 regional parks implementing agencies, and other parks stakeholders to develop a set of Regional Parks  
11 Policy Plan indicators that quantitatively assess progress on the outcomes, goals, and strategies in this  
12 plan. Which policies are working well? How might we revise policies where performance is lower than  
13 expectations? Indicators might address key priorities such as strengthening equitable usage, managing  
14 natural resources within the Regional Parks System, and the contributions of the Regional Parks  
15 System toward climate resilience. The Council will then work with the Metropolitan Parks and Open  
16 Space Commission, the regional parks implementing agencies, and other parks stakeholders to use the  
17 Regional Parks Policy Plan indicators as a foundation for continuous improvement and public  
18 accountability as well as a source of insight for future policy updates. These conversations could  
19 include convenings on how the partners in the Regional Parks System collectively work together to  
20 move the trajectory of specific Indicators.

## 21 **Planning for 2040**

22 The metropolitan area has historically made a substantial investment in conserving green spaces by  
23 establishing regional parks, park reserves, and trails. Federal, state, and local governments have  
24 invested in parks, natural areas, and wildlife refuges that provide additional habitat and recreational  
25 activities. Local communities have invested millions of dollars in community and neighborhood parks  
26 and recreation areas.

27 Protecting remaining high quality natural resource lands in the metropolitan area builds on past  
28 investments and offers an excellent opportunity for further investment in the Regional Parks System as  
29 the region grows by 888,000 more people from 2010 to 2040. To that end, the vision for the Regional  
30 Parks System includes expanding it to nearly 70,000 acres and tripling the trail system from 389 miles  
31 today to more than 1,100 miles by 2040. New regional trails and greenway corridors will link regional  
32 parks and park reserves. Also proposed are two additional regional parks in Carver County and a  
33 regional park in the northwest corner of Anoka County – an area that has been identified as a potential  
34 park since 1974. These planned regional parks and trails will enable residents to enjoy a variety of new  
35 park experiences throughout the region.

36 In the 1880s, Horace Cleveland, a founding father of the Minneapolis parks system, said:

37 “Look forward for a century, to the time when the city has a population of a million, and  
38 think what will be their wants. They will have wealth enough to purchase all that money  
39 can buy, but all their wealth cannot purchase a lost opportunity, or restore natural  
40 features of grandeur and beauty, which would then possess priceless value...”

1 This sentiment still rings true. Preserving natural areas with an eye toward the future is critical to the  
2 region’s livability, sustainability, stewardship, and prosperity. The Regional Parks System represents a  
3 major, well-established conservation effort for land and water resources. The area’s growing population  
4 will need additional large-scale park and open space lands with interconnected trails in the future. The  
5 region needs to identify natural areas that could be added to the Regional Parks System and make  
6 plans for their acquisition before the opportunity is lost.

## 7 **System Plan**

8 The Council has the responsibility to prepare a system plan for the Regional Parks System. The system  
9 planning process begins with the Council identifying “generally the areas which should be acquired,” as  
10 required by the 1974 Metropolitan Parks Act. The Regional Parks Policy Plan includes the system plan,  
11 which identifies the regional parks and trails that are included in the Regional Parks System.

12 The Council reviews the system plan portion of the Regional Parks Policy Plan every four years as part  
13 of the policy plan revision process and may add or delete planned elements to the system. Additions or  
14 deletions to the system proposed outside the regular plan review process are substantial revisions to  
15 the policy plan. Identification of specific boundaries and detailed planning for individual units of the  
16 system are addressed in master plans for each unit. The master plans are prepared by the regional  
17 park implementing agencies.

## 18 **Amending the Policy Plan**

19 The Council will amend the *2040 Regional Parks Policy Plan* only for a substantial revision. A  
20 substantial revision is defined by the Council as (1) a proposed revision that is intended to or could  
21 have the effect of changing the direction or intent of adopted Council policy, (2) addition or deletion of a  
22 policy, or (3) addition or deletion of a system element.

23 An amendment request initiated by the Metropolitan Parks and Open Space Commission should  
24 include documentation to substantiate that it constitutes a substantial revision as defined here. A  
25 Council decision to amend the plan on its own initiative or that of the Commission will be preceded by a  
26 finding that a substantial revision is proposed. When amending the policy plan, the Council will conduct  
27 a public hearing in accordance with Minnesota Statutes, section 473.147 and adopted Council policy.

## 28 **Updating the Policy Plan**

29 Minnesota law requires the Council to conduct a comprehensive review of the Regional Parks Policy  
30 Plan at least every four years (Minnesota Statutes, section 473.147). However, over a four-year period,  
31 changes occur in population, acquisition, development, and system use. Updating the data and factual  
32 information to keep the policy current with new trends and conditions is not a substantial revision to the  
33 policy plan and will be accomplished through the ordinary process of consideration and approval by the  
34 Metropolitan Parks and Open Space Commission, the appropriate Council committee, and the full  
35 Council. The regional park implementing agencies will receive formal notice of any proposed update  
36 prior to consideration by the Metropolitan Parks and Open Space Commission.

1 **Key Minnesota Legislation for the Regional Parks System**

2 *Regional Recreation Open Space System (Minnesota Statutes, section 473.302)*

3 “The legislature finds that the pressure of urbanization and development threatens valuable recreational  
4 open space areas in the metropolitan area at the same time as the need for such areas is increased.  
5 Immediate action is therefore necessary to provide funds to acquire, preserve, protect and develop  
6 regional recreational open space for public use.”

7 *Regional Recreation Open Space (Minnesota Statutes, section 473.121, subd. 14)*

8 “Regional recreation open space’ means land and water areas, or interests therein, and facilities  
9 determined by the Metropolitan Council to be of regional importance in providing for a balanced system  
10 of public outdoor recreation for the metropolitan area, including but not limited to park reserves, major  
11 linear parks and trails, large recreation parks, and conservatories, zoos, and other special use  
12 facilities.”

13 *Regional Recreation Open Space System Policy Plan (Minnesota Statutes, section 473.147,*  
14 *subd. 1)*

15 “The policy plan shall identify generally the areas which should be acquired by a public agency to  
16 provide a system of regional recreation open space comprising park district, county and municipal  
17 facilities which, together with state facilities, reasonably will meet the outdoor recreation needs of the  
18 people of the metropolitan area and shall establish priorities for acquisition and development.”

19 “The policy plan shall include a five-year capital improvement program, which shall be revised  
20 periodically, and shall establish criteria and priorities for the allocation of funds for such acquisition and  
21 development.”

22 *Grants for Recreation Open Space (Minnesota Statutes, section 473.315, subd. 1)*

23 “The Metropolitan Council with the advice of the commission may make grants, from any funds  
24 available to it for recreation open space purposes, to any implementing agency, as defined in section  
25 [473.351,473.351](#), to cover the cost, or any portion of the cost, of acquiring or developing regional  
26 recreation open space in accordance with the policy plan; and all such agencies may enter into  
27 contracts for this purpose or rights or interests therein.”

28 *Metropolitan Area Regional Parks Funding (Minnesota Statutes, section 473.351, subd. 1a.)*

29 “Implementing agency’ means the counties of Anoka, Washington, Ramsey, Scott, Carver, Dakota, the  
30 city of Saint Paul, the city of Bloomington, the Minneapolis Park and Recreation Board, and the Three  
31 Rivers Park District.”

32 *Park and Trails Fund (Minnesota Statutes, section 85.53)*

33 “Grants funded by the parks and trails fund must be implemented according to section [16B.98](#)”

1 *Grant Management Process (Minnesota Statutes, section 16B.98, subd.6)*

2 “A granting agency shall diligently administer and monitor any grant it has entered into.”

3 *Metropolitan Parks Interest Earnings (Laws of Minnesota 2015, First Special Session, Chapter*  
4 *4, Article 4, Section 138)*

5 “...the Metropolitan Council shall use the interest earnings in Laws 1985, First Special Session chapter  
6 15, section 5, subdivision 2, for the use and betterment of all regional recreational open space lands  
7 under the jurisdiction of the Metropolitan Council.”

8 Session law also provides important directives. For instance, the Omnibus Legacy Bill, updated  
9 biennially, provides additional guidance and requirements related to Parks and Trails Legacy Fund  
10 spending.

11 *Applicable Funding Formulas*

12 **Parks and Trails Fund (Minnesota Statutes, section 85.53, subd. 3):**

13 “(1) 45 percent of the money must be disbursed according to the allocation formula in section 473.351,  
14 subdivision 3, to each implementing agency; (2) 31.5% of the money must be distributed based on  
15 each implementing agency’s relative share of the most recent estimate of the population of the  
16 metropolitan area; (3) 13.5 percent of the money must be distributed based on each implementing  
17 agency’s relative share of nonlocal visits based on the most recent user visitation survey conducted by  
18 the Metropolitan Council; and (4) 10 percent of the money must be distributed as grants to  
19 implementing agencies for land acquisition within Metropolitan Council approved regional parks and  
20 trails master plan boundaries under the council’s park acquisition opportunity grant program.”

21 **Operation and Maintenance Funds (Minnesota Statutes, section 473.351, subd. 3)**

22 “The Metropolitan Council shall distribute the operation and maintenance money as follows: (1) 40  
23 percent based on the use that each implementing agency’s regional recreation open space system has  
24 in proportion to the total use of the metropolitan regional recreation open space system; (2) 40 percent  
25 based on the operation and maintenance expenditures made in the previous year by each  
26 implementing agency in proportion to the total operation and maintenance expenditures of all the  
27 implementing agencies; and (3) 20 percent based on the acreage that each implementing agency’s  
28 regional recreation open space system has in proportion to the total acreage of the metropolitan  
29 regional recreation open space system.”

## 1 **Chapter Three: System Plan**

### 2 *Introduction*

3 The overarching outdoor recreation system in the region consists of lands owned or managed by  
4 federal, state, and local governments, as well as lands privately owned by nonprofit or for-profit  
5 agencies. All play an important role in supporting and protecting the outdoor recreation system. The  
6 system is designed to meet the recreational needs and the natural resources protection goals of the  
7 region. The outdoor recreation system consists of a wide range of facilities, from state parks to regional  
8 trails to neighborhood playgrounds to private nature centers. The Regional Parks System is one part of  
9 this well-rounded system of outdoor recreation.

10 The Regional Parks System primarily consists of lands located in a high-quality natural resource setting  
11 that are contiguous to lakes, rivers, or other water bodies. Natural resource restoration and protection is  
12 a key objective in the Regional Parks System. Regional parks and park reserves include large areas of  
13 land or water that often extend into multiple political jurisdictions. Regional trails may traverse several  
14 communities and provide connections between regional parks, park reserves, and the greater trail  
15 network in the region. Regional parks and trails draw visitors from across the region and beyond.

16 Recreational parks and open space provided by the federal and state government generally serve  
17 similar recreational demands as the Regional Parks System. Local recreational open space facilities  
18 provide active recreation, such as playgrounds, athletic fields, courts, and aquatic centers. Private  
19 operations also make substantial contributions to the development of facilities and the provision of  
20 services and include golf courses, riding facilities, marinas, day camps, and downhill ski areas, as well  
21 as privately owned public spaces.

### 22 **National Parks and Federal Lands**

23 The Twin Cities region includes the Minnesota Valley National Wildlife Refuge as well as two national  
24 parks--the Mississippi National River and Recreation Area and the St. Croix National Scenic Riverway.

#### 25 *Minnesota Valley National Wildlife Refuge*

26 The Minnesota Valley National Wildlife Refuge is a corridor of land and water along the Minnesota  
27 River that stretches from Bloomington to Henderson and is managed by the U.S. Fish and Wildlife  
28 Service. The refuge was established in 1976 to provide habitat for many migratory waterfowl, fish, and  
29 other wildlife species threatened by commercial and industrial development, and to provide  
30 environmental education, wildlife recreational opportunities, and interpretive programming for Twin  
31 Cities residents.

#### 32 *Mississippi National River and Recreation Area*

33 The 54,000-acre Mississippi National River and Recreation Area was established in 1988 and is a unit  
34 of the National Park Service. The National Park Service owns very little land within its borders but  
35 partners with local governments, state agencies, and organizations to protect the significant resources  
36 along the 72-mile stretch of river running through the region. Several regional parks and trails, which

1 are owned and operated by regional park implementing agencies, are located within the corridor.  
2 Additionally, 72 miles of the Mississippi River and four miles of the Minnesota River have been  
3 designated as the Mississippi National River and Recreation Area Water Trail, a national recreational  
4 amenity.

### 5 *St. Croix National Scenic Riverway*

6 A portion of the St. Croix National Scenic Riverway is within the region. The St. Croix National Scenic  
7 Riverway is a unit of the National Park Service located on the St. Croix River and the Namekagon River  
8 in Wisconsin. The National Riverway includes the two rivers and their riparian areas and occupies the  
9 boundary between Wisconsin and Minnesota. The St. Croix National Scenic Riverway is maintained  
10 and managed by the National Park Service and the Minnesota and Wisconsin Departments of Natural  
11 Resources.

### 12 **State Parks, Lands, and Trails**

13 The Minnesota Department of Natural Resources (DNR) manages state parks, lands and trails in the  
14 region, including Afton, Fort Snelling, and William O'Brien state parks; the Minnesota Valley State  
15 Recreation Area; and the Brown's Creek, Gateway, Luce Line, and Minnesota Valley state trails. The  
16 DNR also provides wildlife management areas for hunting, trapping, fishing, wildlife viewing and other  
17 compatible recreational uses. Scientific and natural areas are open to the public for nature observation  
18 and education, but are not meant for intensive recreational activities.

19 There are six state water trails and their attendant system of boat and canoe launches that travel  
20 through the metropolitan area along the Cannon, Crow, Minnesota, Mississippi, St. Croix, and Rum  
21 rivers. The DNR and its local unit of government partners actively manage the state water trails for  
22 canoeing, kayaking, boating and camping.

### 23 *Planning Protections for National and State Parks*

24 Federal and state agencies are encouraged, but not required, to submit master plans for recreational  
25 open space units within the seven-county region to the Council for its review. To the extent these  
26 master plans indicate that facilities will fulfill regional recreation open space objectives and are  
27 consistent with the *2040 Regional Parks Policy Plan*, the Council will provide these lands protection  
28 under the Metropolitan Significance Review regulations and the Metropolitan Land Planning Act, as  
29 described in the System Protection Policy found in Chapter 6. However, the Council does not grant  
30 regional funds to state or federal agencies for capital improvements or for operation and maintenance  
31 of these facilities. Figure 3-1 depicts the national, federal and state recreation lands and corridors in the  
32 region.

### 33 **Local Parks**

34 Local recreational open space facilities provide for a very large number and variety of recreational  
35 activities that occur in the metropolitan area. Local parks are often more intensely developed than  
36 regional parks and provide facilities for active recreation, such as playgrounds, athletic fields, courts,  
37 and aquatic centers. Local parks are designed to serve a neighborhood or community and are  
38 frequently located in residential areas.



1 Local parks are usually much smaller than regional parks and are located and designed to serve the  
2 local population, rather than primarily based on natural resource amenities. Local trails typically provide  
3 connections between community destinations, such as schools, libraries, and community centers.  
4 Although local recreational open space areas are not covered by this plan, the facilities and services  
5 they offer are taken into consideration when master plans of the regional system are prepared and  
6 reviewed.

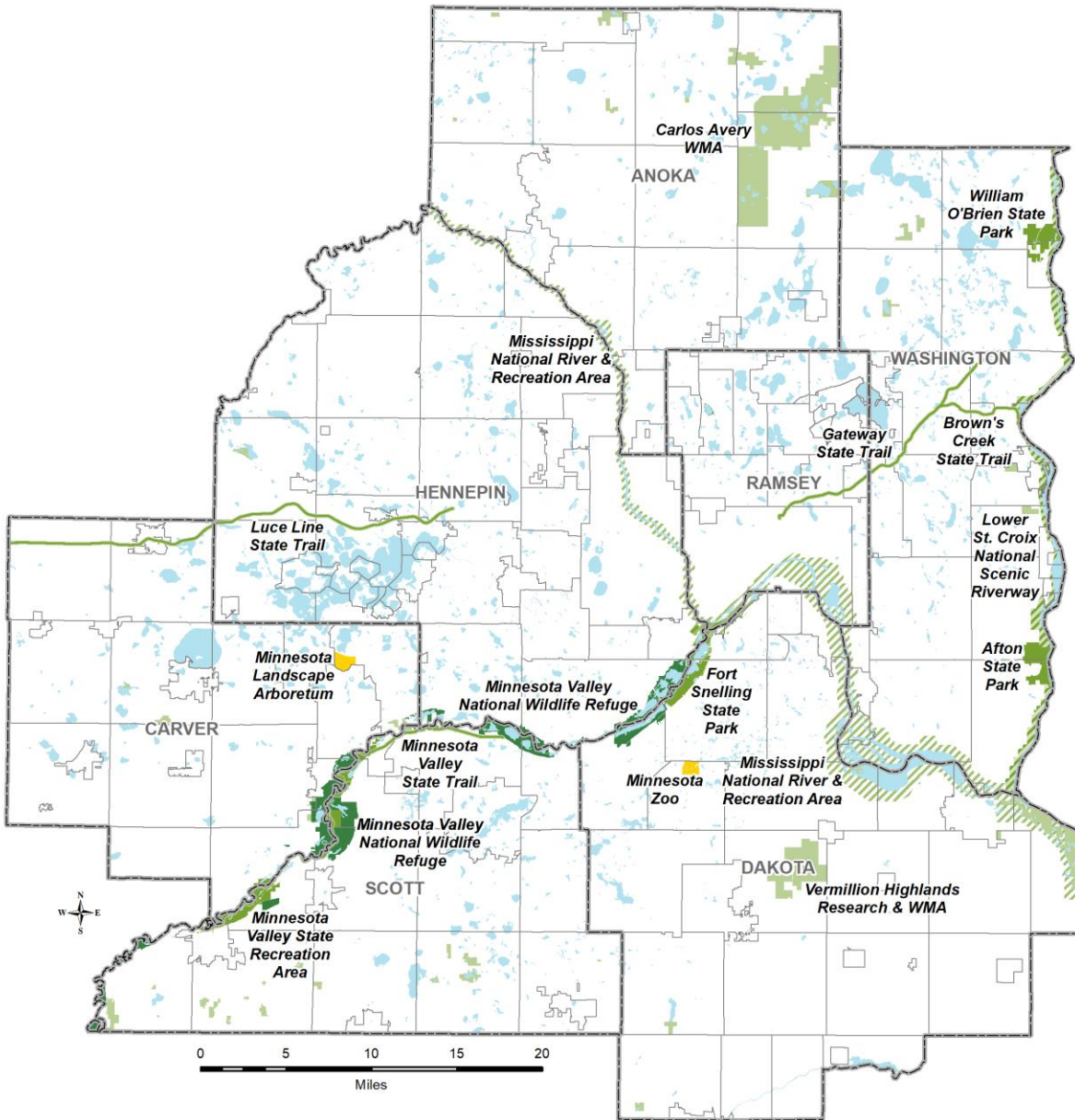
### 7 **Private Recreation**

8 Public recreational open space facilities do not meet all the demands for such recreation required by  
9 the area's residents. Private operations also make substantial contributions to the development of  
10 facilities and the provision of services. The most prominent facilities provided by the private sector are  
11 golf courses, riding facilities, gun clubs, marinas, day camps, and downhill ski areas. There are also  
12 multiple recreational open space areas owned and operated by corporations, employees' associations,  
13 benevolent associations, and nonprofit social agencies. These private facilities reduce the burden on  
14 the public sector, provide additional opportunities, and help to preserve thousands of acres of land in  
15 open space. They complement activities and experiences offered by the public sector.

### 16 **Nonprofit Partners**

17 Nonprofit organizations, such as the Parks and Trails Council of Minnesota, the Trust for Public Land,  
18 and the Nature Conservancy, have a long history of supporting the outdoor recreation system in the  
19 region by protecting and restoring natural areas and wetlands, helping acquire park land, and  
20 advocating for the importance of recreation and open space.

1 *Figure 3-1. National, Federal, and State Recreation Lands in the Region*



2

3

*Components of the Regional Parks System*

Not all recreation facilities warrant regional status. Table 3-1 provides a classification system for local and regional facilities.

*Table 3-1. Classification System for Local and Regional Park Facilities*

Local Facilities					
Component	Use	Service Area	Size	Site Attributes	Site Location
Mini-park	Specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens	Less than 1/4-mile radius	< 1 acre		May be publicly or privately owned and/or incorporated into a development site, such as apartment, townhouse, or condominium complexes, or commercial centers.
Neighborhood park/playground	Area for intense recreational activities such as field games, court games, crafts, apparatus area, skating, and neighborhood centers.	¼ to ½ mile radius to serve a population of 4,000 – 5,000 (one neighborhood)	< 25 acres	Physical geography suited for intense development.	Proximity to elementary schools or residential neighborhoods.
Community playfield	Area for intense recreational facilities such as athletic fields and swimming pools; could include a neighborhood use.	3 - 5 neighborhoods or one community	25 - 50 acres	Physical geography suited for intense development.	Proximity to secondary schools and other public facilities.

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Local Facilities					
Component	Use	Service Area	Size	Site Attributes	Site Location
Community park	Area of natural or ornamental quality for outdoor recreation such as walking, viewing, sitting, picnicking; could have some field and court games.	3 - 5 neighborhoods or one community	25 - 100 acres	Affords natural features with varied physical geographic interest.	Proximity to community facilities and resources.
County park	Area of natural or ornamental quality for outdoor recreation such as walking, viewing, sitting, picnicking; could have some field and court games.	County	25 - 100 acres	Affords natural features with varied physical geographic interest.	Proximity to community facilities and resources and/or where resource occurs.
Conservancy lands	Area of natural quality such as watercourses and wetlands that are preserved for environmental or aesthetic benefits to the community and/or because of the negative environmental or economic effects of development in them.	Municipality, township, county	Variable, based on extent of resources	Natural resources that merit preservation and that would be negatively affected by development.	Where resource occurs.

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Local Facilities					
Component	Use	Service Area	Size	Site Attributes	Site Location
Local linear parks, trail, corridors, and parkways	Area developed for one or more varying modes of recreational travel such as hiking, biking, snowmobiling, horseback riding, cross-country skiing, canoeing, and driving.	A neighborhood or several neighborhoods in a city or township	Contained within one city or township. Width and length minimums vary by locality.	On or off-road trails that may or may not traverse scenic areas while assuring the trail treadway has no adverse effect on the natural resource base.	Where needed to link neighborhoods to components of the local or regional recreation system and/or community facilities such as schools, libraries, commercial areas and to link to adjacent municipalities.
County linear parks, trail, corridors, and parkways	Area developed for one or more varying modes of recreational travel such as hiking, biking, snowmobiling, horseback riding, cross-country skiing, canoeing, and driving.	Several cities and/or townships in a county.	Traverses one or more municipalities. Width and length minimums vary by county.	On or off-road trails that may or may not traverse scenic areas while mitigating impacts to assuring the trail treadway has no adverse effect on the natural resource base.	Often found adjacent to major roadways within the county. Other locations where needed to link cities to components of the local or regional recreation system and/or community facilities such as schools, libraries, commercial areas and to link to adjacent counties.

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Regional Facilities					
Component	Use	Service Area	Size	Site Attributes	Site Location
Regional park	Area of natural or ornamental quality for nature-oriented outdoor recreation such as picnicking, boating, fishing, swimming, camping, and trail uses.	3 - 5 communities	200 - 500 acres (100 minimum)	Complete natural setting contiguous to water bodies or watercourses where possible.	Where natural resource occurs-- particularly water.
Regional park reserve	Area of natural quality for nature-oriented outdoor recreation such as viewing and studying nature, wildlife habitat, conservation, swimming, picnicking, hiking, boating, camping, and trail uses.	County, multi-county area	1,000+ acres; sufficient area to encompass the resource envisioned for preservation.	Diversity of unique resources, such as topography, lakes, streams, marshes, flora, fauna.	Where natural resource occurs.
Regional destination trail	Area developed for one or more varying modes of nonmotorized recreational travel such as hiking, biking, horseback riding, cross-country skiing, and canoeing.	The entire metropolitan region	Sufficient corridor width to protect natural resources and can safely accommodate trail use. Sufficient length to be a destination itself, or to serve as a link between Regional Parks System units.	When feasible, off-road trails that utilize human made and/or natural linear resources such as utility corridors, railroad and highway rights of way, stream / river valleys, or at the edges of forest or prairie. On-road trails are acceptable when off-road trails are not feasible.	Preferably adjacent to high quality natural areas. The trail treadway should be placed where it has no adverse impact on the natural resource base.

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Regional Facilities					
Component	Use	Service Area	Size	Site Attributes	Site Location
Regional linking trail	Area developed for one or more varying modes of nonmotorized recreational travel such as hiking, biking, horseback riding, cross-country skiing, and canoeing.	The entire metropolitan region	Sufficient corridor width to protect natural resources and can safely accommodate trail use. Sufficient length to link Regional Parks System units.	When feasible, off-road trails that utilize human made and/or natural linear resources such as utility corridors, railroad and highway rights of way, stream / river valleys, or at the edges of forest or prairie. On-road trails are acceptable when off-road trails are not feasible.	Linkages between components of the Regional Parks System. When feasible, linking trails should attempt to connect to population, economic and social centers along its route. The trail treadway should be placed where it will have no adverse impact on the natural resource base.
Special recreation feature	Area that preserves, maintains, and provides specialized or single-purpose recreational activities, such as nature center, marina, zoo, conservatory, arboretum, display gardens, hunter training education facilities, downhill ski area, sites of historic or archeological significance, and bridging facilities.	Regional-(metropolitan area)	Specific standard applicable to desired feature.	Appropriate to particular special recreation feature.	Where most advantageous for the special recreation feature and the overall park system.

Components of the Regional Parks System are categorized into four major components. These four components are regional parks, park reserves, regional trails, and special recreation features.

### **Regional Parks**

Areas selected for regional parks should contain a diversity of nature-based resources, either naturally occurring or human-built. The recreational quality of a regional park is measured by the presence or absence of outstanding natural resources and the ability to provide adequately for a wide range of natural resource-related recreational opportunities. Access to water bodies suitable for recreation – such as swimming, boating, and fishing – is particularly important and most of the regional parks are focused on lakes, rivers, or streams.

A regional park should be large enough to accommodate a variety of activities, preserve a pleasant natural aspect, and buffer activity areas from each other and from surrounding areas. This is interpreted as requiring 200 to 500 acres of land. Occasionally, because of the quality of the resource, an exception may be made, and a regional park may be as small as 100 acres. Experience has shown this to be the minimum size acceptable for the range and type of activities expected to be accommodated.

As of 2018, there are [4344](#) regional parks developed and open to the public. These regional parks are listed in Table 3-2 and shown on Figure 3-2.

*Table 3-2. Regional Parks Open to the Public (2018)*

Regional Park Implementing Agency	Regional Park	Map #
Anoka County	Anoka County Riverfront Regional Park	P1
Anoka County	Bunker Hills Regional Park	P2
Anoka County	Coon Rapids Dam Regional Park	P3
Anoka County	Lake George Regional Park	P4
Anoka County	Martin-Island-Linwood Lakes Regional Park	P5
Anoka County	Mississippi West Regional Park	P6
Anoka County	Rum River Central Regional Park	P7
Carver County	Baylor Regional Park	P8
Carver County	Lake Minnewashta Regional Park	P9
Carver County	Lake Waconia Regional Park	P10
Dakota County	Lake Byllesby Regional Park	P11
Dakota County	Lebanon Hills Regional Park	P12
Dakota County	Whitetail Woods Regional Park	P13
Minneapolis Park & Recreation Board	Above the Falls Regional Park	P14
Minneapolis Park & Recreation Board	Central Mississippi Riverfront Regional Park	P15
Minneapolis Park & Recreation Board	Minneapolis Chain-of-Lakes Regional Park	P16



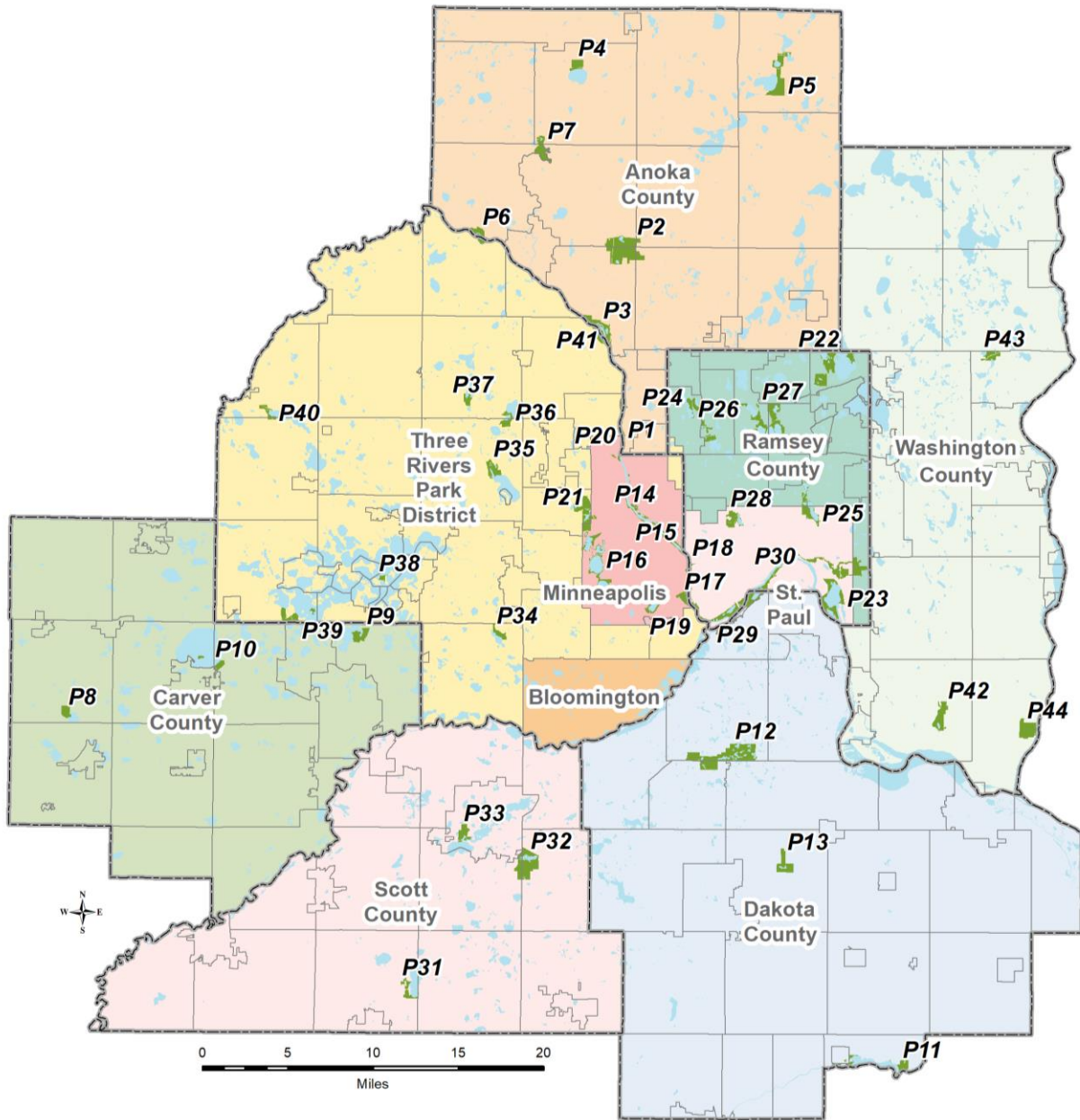
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Regional Park Implementing Agency	Regional Park	Map #
Minneapolis Park & Recreation Board	Minnehaha Regional Park	P17
Minneapolis Park and Recreation Board/Saint Paul	Mississippi Gorge Regional Park	P18
Minneapolis Park & Recreation Board	Nokomis-Hiawatha Regional Park	P19
Minneapolis Park & Recreation Board/Three Rivers Park District	North Mississippi Regional Park	P20
Minneapolis Park & Recreation Board	Theodore Wirth Regional Park	P21
Ramsey County	Bald Eagle-Otter Lake Regional Park	P22
Ramsey County/Saint Paul	Battle Creek & Indian Mounds Regional Park	P23
Ramsey County	Long Lake Regional Park	P24
Ramsey County/Saint Paul	Phalen-Keller Regional Park	P25
Ramsey County	Tony Schmidt Regional Park	P26
Ramsey County	Vadnais-Snail Lake Regional Park	P27
Saint Paul/Ramsey County	Battle Creek & Indian Mounds Regional Park	P23
Saint Paul	Como Regional Park	P28
Saint Paul	Hidden Falls-Crosby Farm Regional Park	P29
Saint Paul	Lilydale-Harriet Island & Cherokee Heights Regional Park	P30
Saint Paul/Minneapolis Park & Recreation Board	Mississippi Gorge Regional Park	P18
Saint Paul/Ramsey County	Phalen-Keller Regional Park	P25
Scott County	Cedar Lake Farm Regional Park	P31
Scott County/Three Rivers Park District	Cleary Lake Regional Park	P32
Scott County	Spring Lake Regional Park	P33
Three Rivers Park District	Bryant Lake Regional Park	P34
Three Rivers Park District/Scott County	Cleary Lake Regional Park	P32
Three Rivers Park District	Clifton E. French Regional Park	P35
Three Rivers Park District	Eagle Lake Regional Park	P36
Three Rivers Park District	Fish Lake Regional Park	P37
Three Rivers Park District	Lake Minnetonka Islands Regional Park	P38
Three Rivers Park District	Lake Minnetonka Regional Park	P39
Three Rivers Park District	Lake Sarah Regional Park	P40

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Regional Park Implementing Agency	Regional Park	Map #
<a href="#">Three Rivers Park District</a>	<a href="#">Coon Rapids Dam Regional Park/Mississippi Gateway Regional Park</a>	<a href="#">P41</a>
Three Rivers Park District/Minneapolis Park & Recreation Board	North Mississippi Regional Park	P20
Washington County	Cottage Grove Ravine Regional Park	P42
Washington County	Pine Point Regional Park	P43
Washington County	St. Croix Bluffs Regional Park	P44

Figure 3-2. Regional Parks Open to the Public (2018)



Numbers Correspond to List in Table 3-2

-  Regional Parks Open to the Public
-  County Boundaries
-  City and Township Boundaries
-  Lakes and Rivers

**Park Reserves**

Park reserves, like regional parks, are expected to provide for a diversity of outdoor recreational activities. The major feature that distinguishes the park reserve from a regional park is that the park reserve is also intended to provide, protect, and manage representative areas of the original major landscape types in the metropolitan area and enable appreciation and enjoyment of the natural resources that influenced the region’s development.

Park reserves are substantially larger than regional parks because they are to contain a diversity of natural resources with adequate space to protect and manage natural resources and provide for the compatible outdoor activities. The minimum size for a park reserve is 1,000 acres, but larger park reserves are desirable. To establish and maintain an uncompromised sense of nature and protect high-quality natural resources, at least 80% of each park reserve should be managed as wild lands that protect the ecological functions of the native landscape. This would permit up to 20% of a park reserve to be developed for compatible recreational activities.

The eight regional landscape types that have been used in selecting areas for park reserves are:

- |                           |                          |
|---------------------------|--------------------------|
| Sand Plains               | Lightly Glaciated Area   |
| St. Croix Ground Moraine  | Mississippi River Valley |
| Des Moines Ground Moraine | Minnesota River Valley   |
| Terminal Moraine          | St. Croix River Valley   |

As of 2018, the Regional Parks System included 12 park reserves developed and open to the public, which are listed in Table 3-3 and shown in Figure 3-3.

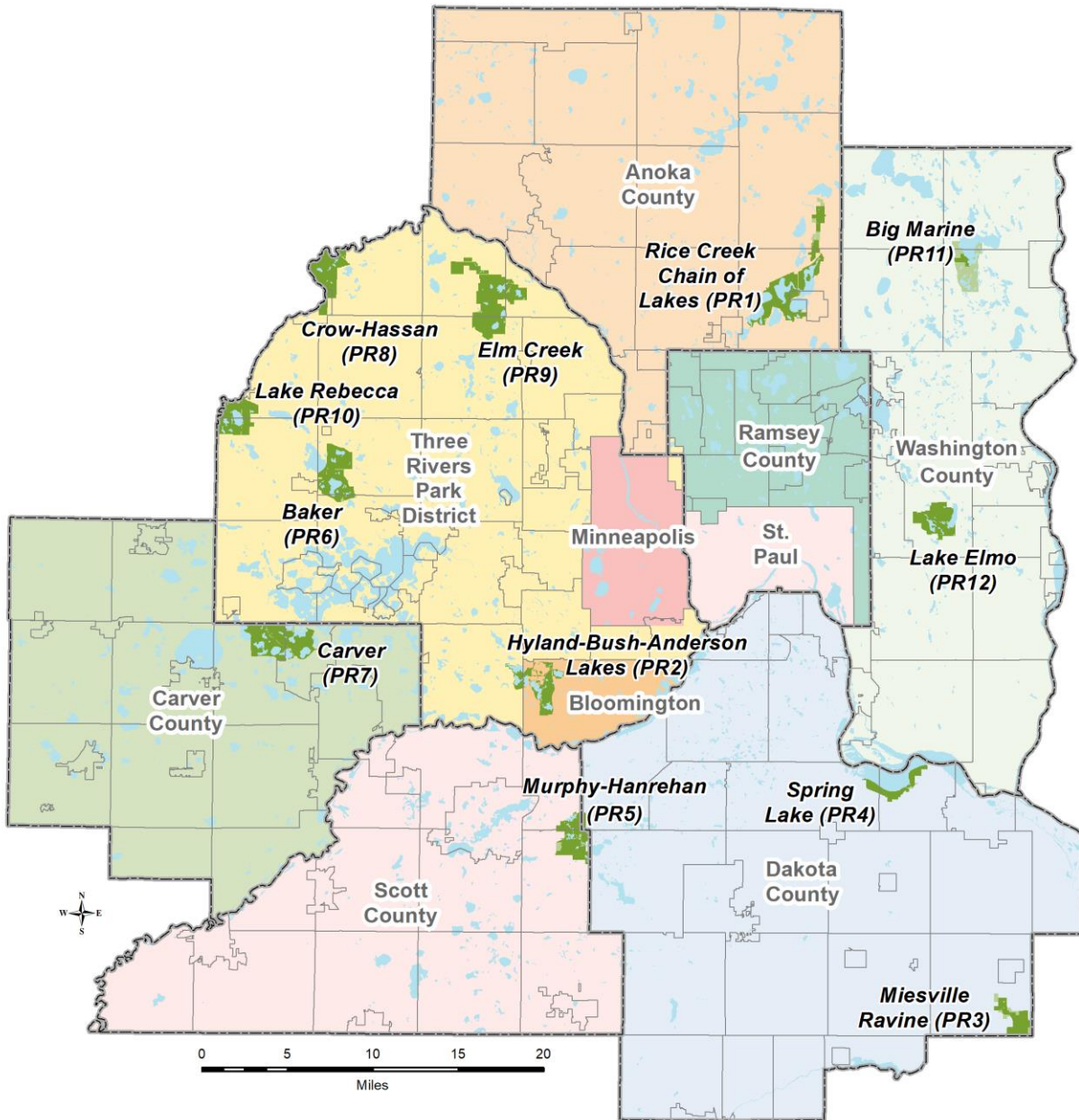
*Table 3-3. Park Reserves Open to the Public (2018)*

Regional Park Implementing Agency	Park Reserves	Map #
Anoka County	Rice Creek Chain-of-Lakes Park Reserve	PR1
Bloomington/Three Rivers Park District	Hyland-Bush-Anderson Lakes Park Reserve	PR2
Dakota County	Miesville Ravine Park Reserve	PR3
Dakota County	Spring Lake Park Reserve	PR4
Scott County/Three Rivers Park District	Murphy-Hanrehan Park Reserve	PR5
Three Rivers Park District	Baker Park Reserve	PR6
Three Rivers Park District	Carver Park Reserve	PR7
Three Rivers Park District	Crow-Hassan Park Reserve	PR8
Three Rivers Park District	Elm Creek Park Reserve	PR9
Three Rivers Park District/Bloomington	Hyland-Bush-Anderson Lakes Park Reserve	PR2
Three Rivers Park District	Lake Rebecca Park Reserve	PR10

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Three Rivers Park District/Scott County	Murphy-Hanrehan Park Reserve	PR5
Washington County	Big Marine Park Reserve	PR11
Washington County	Lake Elmo Park Reserve	PR12

Figure 3-3. Park Reserves Open to the Public (2018)



Numbers Correspond to List in Table 3-3

- Park Reserves (Open to the Public)
- Park Reserves (Not Open to the Public)
- County Boundaries
- City and Township Boundaries
- Lakes and Rivers

1 **Regional Trails**

2 Regional trail corridors provide recreational opportunities along linear pathways throughout the  
 3 metropolitan area. There are two broad types of regional trails: destination trails (also known as  
 4 greenway trails) and linking trails. Destination trails provide high-quality natural resource-based  
 5 experiences. They provide a scenic setting and a compelling sense of place. They often follow natural  
 6 or linear features that traverse areas of scenic appeal and/or historical, architectural, and  
 7 developmental interest. Linking trails are selected to pass through or provide connections among  
 8 components in the Regional Parks System. Regional parks and park reserves perform the important  
 9 function of providing places for parking, comfort facilities and safe water supplies. Linking trails may  
 10 also connect to other local, state, and federal recreational facilities as well as other significant natural  
 11 resource areas

12 Trails also are selected for their ability to intersect with local trail networks, with the regional trails  
 13 functioning much like regional highways that interconnect with more local arterials and local streets.  
 14 Parts of the regional trail network, especially in the urban areas, may serve as commuting routes for  
 15 bicyclists in addition to serving recreational purposes. As the regional trail and transit systems expand,  
 16 opportunities to provide connections between these forms of travel should be explored. People can ride  
 17 the bus or light rail to access a regional trail, and conversely, people can use regional trails to access  
 18 transit.

19 Regional trails can also be developed as greenways, or linear parks, where the trail itself is a  
 20 destination. These greenways typically include wide corridors that provide opportunities for improving  
 21 wildlife habitat, protecting natural resources, and providing recreational opportunities.

22 The 2016 Visitor Study found that ~~visits to trails were significantly~~ trail users are more solitary than for  
 23 parks (63% go likely to visit a regional trail alone vs. than park visitors are to visit a regional park alone  
 24 (63% visit trails alone verses 45% for visit parks alone). Trails had a higher frequency of visits across  
 25 seasons and significantly higher summer visits than parks, but less time spent per visit.

26 As of 2018, there were 5149 regional trail corridors, with a total of 389 miles open to the public, listed in  
 27 Table 3-4 and Figure 3-4. Many trails are constructed in phases, some as part of roadway improvement  
 28 projects or local development. Therefore, although a trail is listed as being open, some portions of the  
 29 trail corridor may be developed in the future and are not yet open to the public.

30 **Table 3-4. Regional Trails Open to the Public (2018)**

Regional Park Implementing Agency	Regional Trails	Map #
Anoka County	Bunker Hills-Chain of Lakes Regional Trail	T1
Anoka County	Central Anoka Regional Trail	T2
Anoka County	Chain of Lakes-Otter Lake Regional Trail	T3
Anoka County	Coon Creek Regional Trail	T4
Anoka County	East Anoka County Regional Trail	T5
Anoka County/Dakota County	Mississippi River Regional Trail	T6

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Regional Park Implementing Agency	Regional Trails	Map #
Anoka County/Ramsey County	Rice Creek North Regional Trail	T7
Anoka County/Ramsey County	Rice Creek West Regional Trail	T8
Anoka County	Rum River Regional Trail	T9
Anoka County	Sugar Hills Regional Trail	T10
Bloomington/Three Rivers Park District	Nokomis-Minnesota River Regional Trail	T11
Carver County/Three Rivers Park District	Dakota Rail Regional Trail	T12
Carver County/Scott County/Three Rivers Park District	Minnesota River Bluffs LRT Regional Trail/Minnesota River Bluffs Regional Trail	T13
Carver County	Southwest Regional Trail	T14
Dakota County	Big Rivers Regional Trail	T15
<a href="#">Dakota County</a>	<a href="#">Mendota-Lebanon Hills Greenway, Highway 62 Segment</a>	<a href="#">T16</a>
Dakota County	Minnesota River Greenway	T17
<a href="#">Dakota County</a>	<a href="#">Mississippi River Regional Trail</a>	
Dakota County/Anoka County	Mississippi River Regional Trail	T6
Dakota County	North Creek Greenway Regional Trail	T18
Dakota County	River to River Greenway	T19
Minneapolis Park & Recreation Board/Three Rivers Park District	Cedar Lake Regional Trail	T20
Minneapolis Park & Recreation Board	Columbia Parkway Regional Trail	T21
Minneapolis Park & Recreation Board	Kenilworth Regional Trail	T22
Minneapolis Park & Recreation Board/Three Rivers Park District	Luce Line Regional Trail	T23
Minneapolis Park & Recreation Board	Minnehaha Parkway Regional Trail	T24
Minneapolis Park & Recreation Board/Three Rivers Park District	Northeast Diagonal Regional Trail	T25
Minneapolis Park & Recreation Board	Ridgway Parkway Regional Trail	T26
Minneapolis Park and Recreation Board/Three Rivers Park District	Shingle Creek Regional Trail	T27
Minneapolis Park & Recreation Board	St. Anthony Parkway Regional Trail	T28
Minneapolis Park & Recreation Board	Victory Memorial Parkway Regional Trail	T29
Ramsey County	Birch Lake Regional Trail	T30
Ramsey County/Saint Paul	Bruce Vento Regional Trail (w/Vento Sanctuary)	T31
Ramsey County	Highway 96 Regional Trail	T32
Ramsey County/Washington County	Lake Links Regional Trail	T33
Ramsey County/Anoka County	Rice Creek North Regional Trail	T7
Ramsey County/Anoka County	Rice Creek West Regional Trail	T8

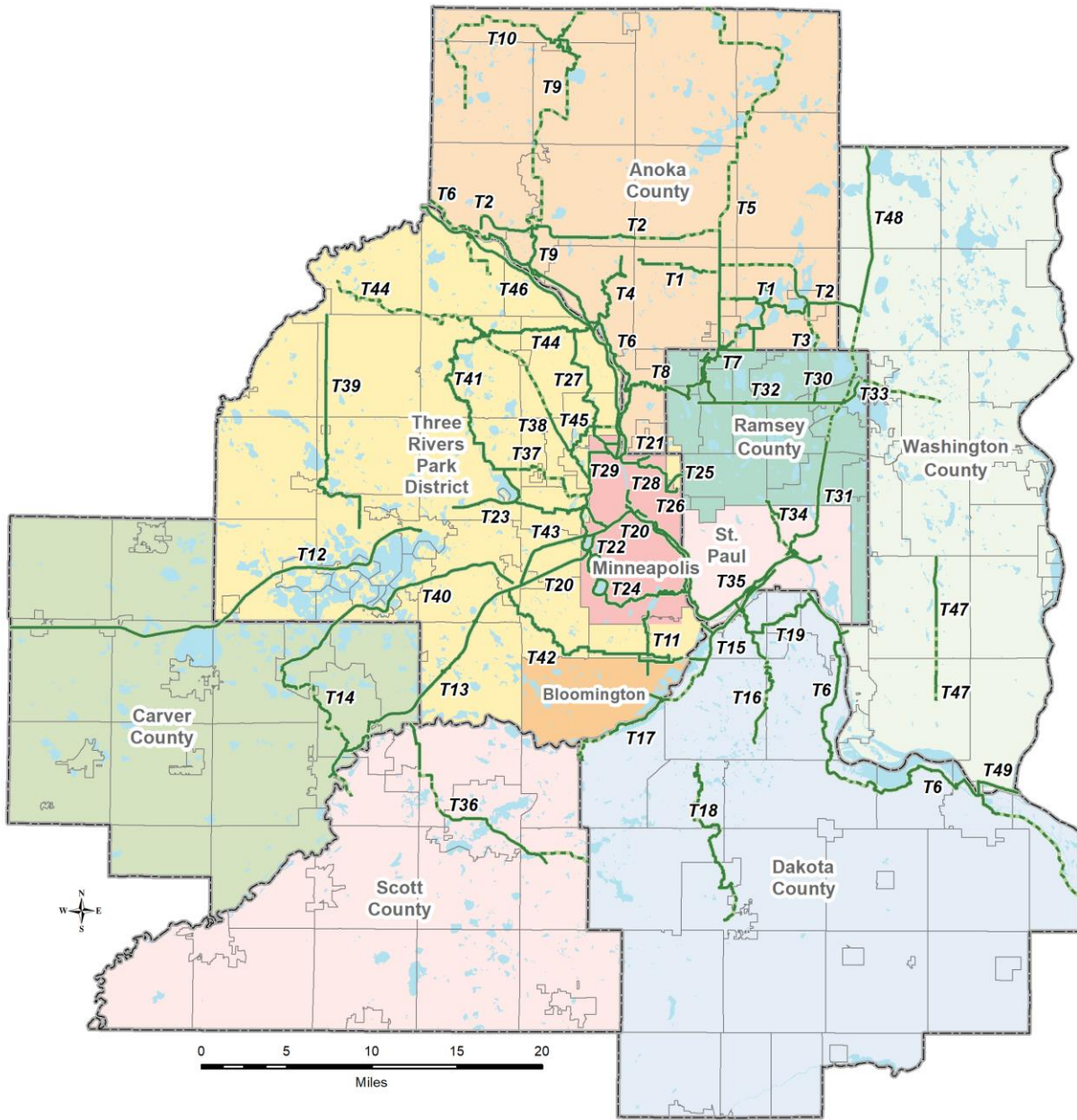


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Regional Park Implementing Agency	Regional Trails	Map #
Ramsey County/Saint Paul	Trout Brook Regional Trail	T34
Saint Paul/Ramsey County	Bruce Vento Regional Trail (w/Vento Sanctuary)	T31
Saint Paul	Samuel Morgan Regional Trail	T35
Saint Paul/Ramsey County	Trout Brook Regional Trail	T34
<a href="#">Saint Paul</a>	<a href="#">Trout Brook Regional Trail</a>	
Scott County/Three Rivers Park District/Carver County	Minnesota River Bluffs LRT Regional Trail/Minnesota River Bluffs Regional Trail	T13
Scott County	Scott County Regional Trail	T36
Three Rivers Park District	Bassett Creek Regional Trail	T37
Three Rivers Park District/Minneapolis Park and Recreation Board	Cedar Lake Regional Trail	T20
<a href="#">Three Rivers Park District</a>	<a href="#">Cedar Lake Regional Trail</a>	
Three Rivers Park District	Crystal Lake Regional Trail	T38
Three Rivers Park District/Carver County	Dakota Rail Regional Trail	T12
Three Rivers Park District	Lake Independence Regional Trail	T39
Three Rivers Park District	Lake Minnetonka LRT Regional Trail	T40
Three Rivers Park District/Minneapolis Park and Recreation Board	Luce Line Regional Trail	T23
Three Rivers Park District	Medicine Lake Regional Trail	T41
Three Rivers Park District/Carver County/Scott County	Minnesota River Bluffs LRT Regional Trail/Minnesota River Bluffs Regional Trail	T13
Three Rivers Park District	Nine Mile Creek Regional Trail	T42
Three Rivers Park District/Bloomington	Nokomis-Minnesota River Regional Trail	T11
Three Rivers Park District	North Cedar Lake Regional Trail	T43
Three Rivers Park District/Minneapolis Park and Recreation Board	Northeast Diagonal Regional Trail	T25
Three Rivers Park District	Rush Creek Regional Trail	T44
Three Rivers Park District/Minneapolis Park and Recreation Board	Shingle Creek Regional Trail	T27
Three Rivers Park District	Twin Lakes Regional Trail	T45
Three Rivers Park District	West Mississippi River Regional Trail	T46
Washington County	Central Greenway Regional Trail – South Segment	T47
Washington County	Hardwood Creek Regional Trail	T48
Washington County/Ramsey County	Lake Links Regional Trail	T33
Washington County	Point Douglas Regional Trail	T49

1

1 *Figure 3-4. Regional Trails Open to the Public (2018)*



Numbers Correspond to Regional Trails Listed in Table 3-4

- Regional Trails (Open to the Public)
- - - Regional Trails (Not Open to the Public)
- County Boundaries
- City and Township Boundaries
- Lakes and Rivers

2  
3

**Special Recreation Features**

Special recreation features, which are called for in state legislation (Minnesota Statutes, section 473.121, subd. 14), are defined as Regional Parks System opportunities not generally found in the parks, the park reserves or the trail corridors. Special recreational features often require a unique managing or programming effort on the part of the regional park implementing agency.

As of 2018, there are eight special recreation features developed and open to the public:

- ~~Como Park Zoo at Como Regional Park in Saint Paul~~
- ~~Marjorie McNeely Conservatory at Como Regional Park, in Saint Paul~~
- ~~Gale Woods Farm on the shore of Whaletail Lake in Minnetrista~~
- ~~Kingswood, on the shore of Little Long Lake in Minnetrista~~
- ~~The Landing, along the Minnesota River in Shakopee~~
- ~~Noerenberg Gardens on the northwest side of Lake Minnetonka~~
- ~~Silverwood on the shore of Silver Lake in the City of St. Anthony~~

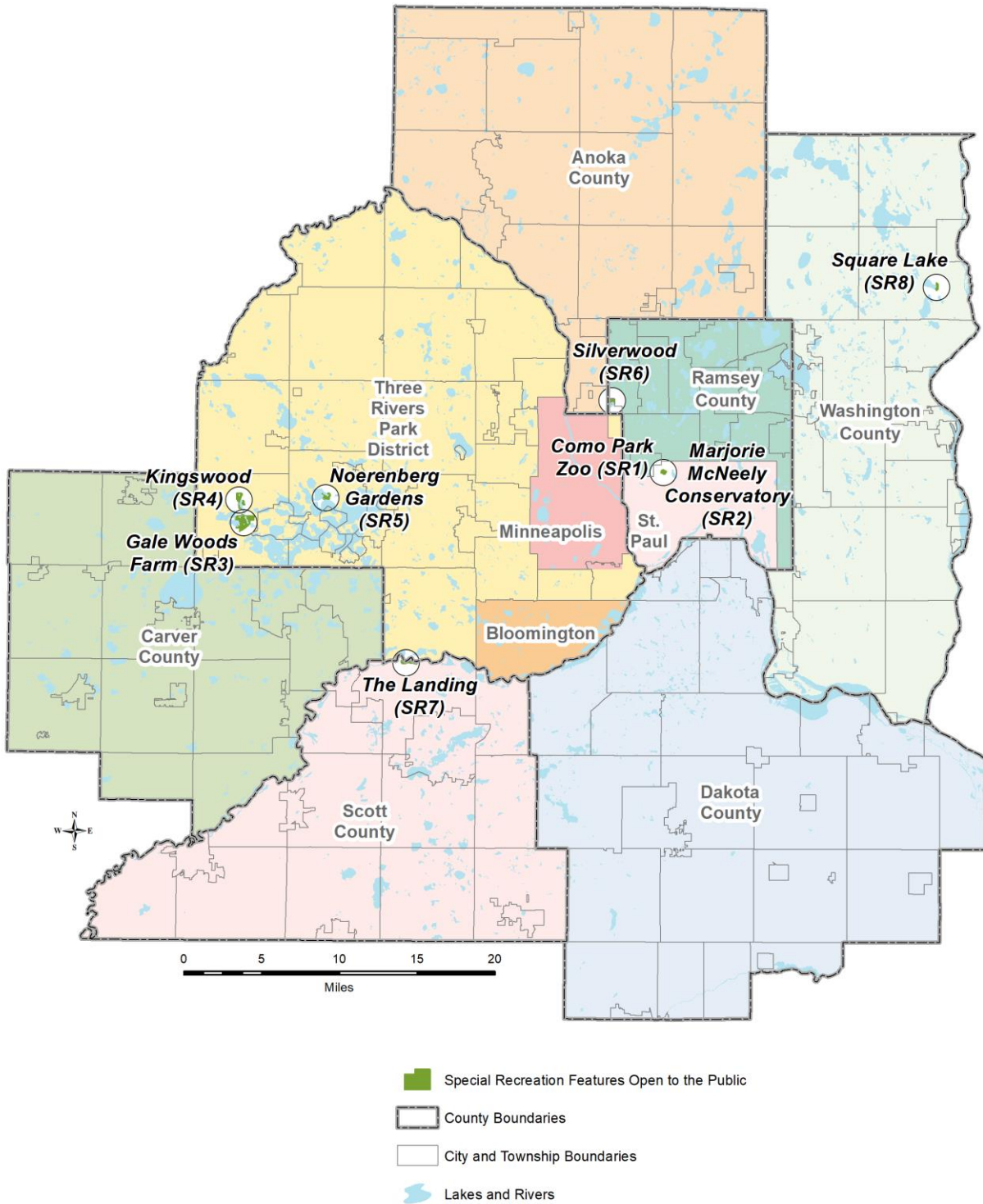
Square Lake in

<u>Regional Park Implementing Agency</u>	<u>Special Recreation Feature</u>	<u>Map #</u>
<u>Saint Paul</u>	<u>Como Park Zoo</u>	<u>SR1</u>
<u>Saint Paul</u>	<u>Marjorie McNeely Conservatory</u>	<u>SR2</u>
<u>Three Rivers Park District</u>	<u>Gale Woods Farm</u>	<u>SR3</u>
<u>Three Rivers Park District</u>	<u>Kingswood</u>	<u>SR4</u>
<u>Three Rivers Park District</u>	<u>Noerenberg Gardens</u>	<u>SR5</u>
<u>Three Rivers Park District</u>	<u>Silverwood</u>	<u>SR6</u>
<u>Three Rivers Park District</u>	<u>The Landing</u>	<u>SR7</u>
<u>Washington County</u>	<u>Square Lake</u>	<u>SR8</u>

The Como Park Zoo and Marjorie McNeely Conservatory are managed within Como Regional Park. Gale Woods Farm provides opportunities for visitors to learn about agriculture, food production, and land stewardship. Kingswood provides nature-based service learning programs to preserve the unique and significant natural resources of the site. The Landing provides a historical representation of life in a river town in the 1800s. Noerenberg Gardens was given to Three Rivers Park District with the understanding that it was a unique and regional-level attraction with stunning floral gardens. Silverwood integrates arts, environmental education, and gardens to serve as a center for arts and the environment. Square Lake provides beach and boat access to one of the clearest lakes in the metropolitan area and attracts scuba divers from across the region.

New special recreation features need to be complementary to the rest of the Regional Parks System and not be a financial burden to the system. Special recreation features are highlighted in Figure 3-5.

1 *Figure 3-5. Special Recreation Features Open to the Public (2018)*



2

3

1 *Regional Parks System Plan*

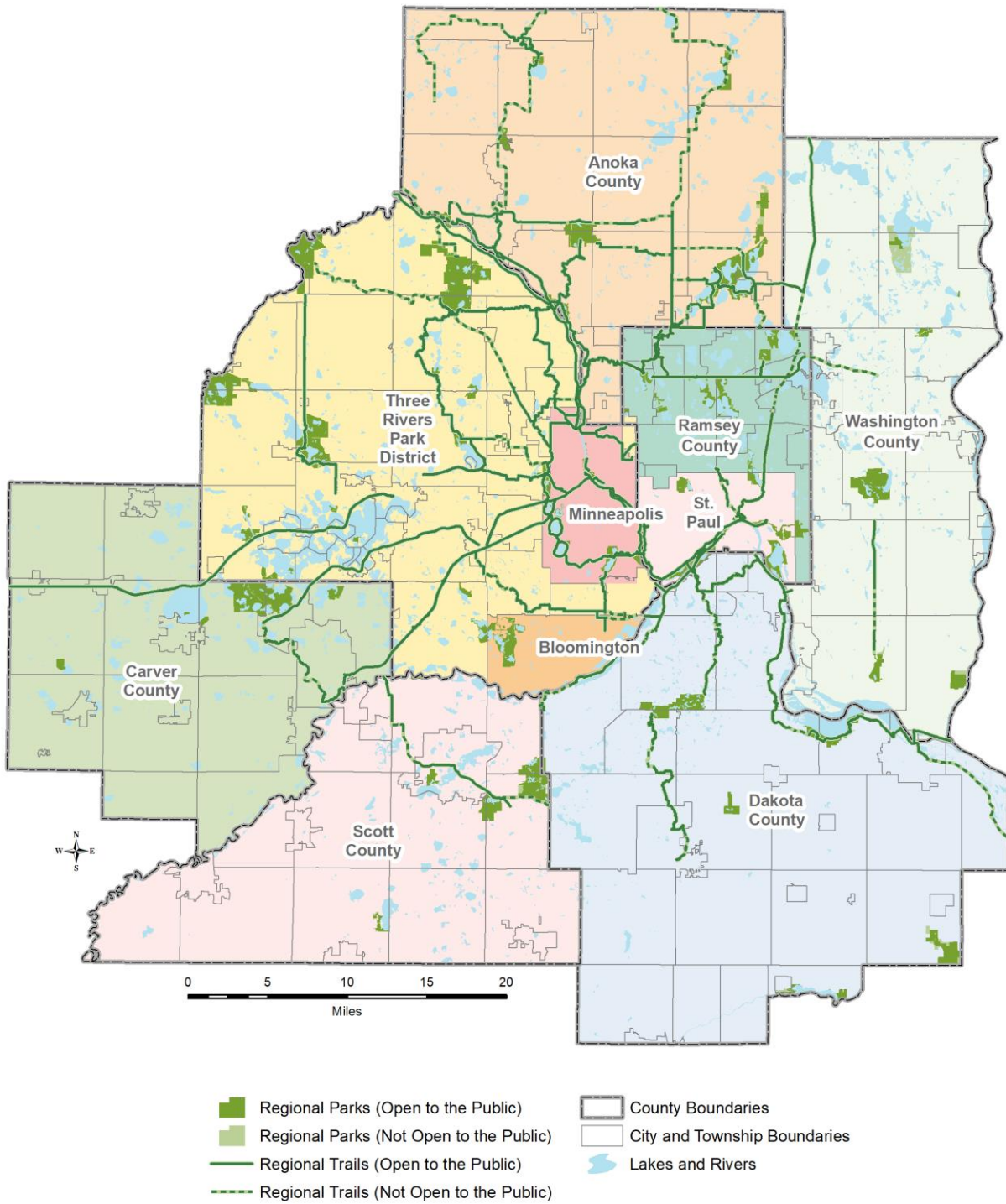
2 There are six components that make up the System Plan, which all together comprise the vision for the  
3 Regional Parks System in 2040:

- 4 • Existing Regional Parks System facilities
- 5 • Planned Regional Parks System facilities that are not yet open to the public
- 6 • Regional Parks System Boundary Adjustments
- 7 • Regional Park Search Areas
- 8 • Regional Trail Search Corridors
- 9 • 2040 System Additions

10 **Existing Regional Parks System Facilities**

11 As described in the previous section, the Regional Parks System as of 2018 includes [4344](#) regional  
12 parks, 12 park reserves, [5149](#) regional trails, and 8 special recreation features that are open for public  
13 use. These Regional Parks System facilities have a total land area of about 54,370 acres that have  
14 been acquired by the regional park implementing agencies, with 4,541 acres of inholdings within the  
15 boundaries of these parks and trails that have not yet been acquired. Figure 3-6 shows the Regional  
16 Parks System facilities that are open to the public as of 2018.

1 *Figure 3-6. Existing Regional Parks System Facilities (2018)*



2

3

1 **Planned Regional Parks System Facilities**

2 In addition to the facilities that are open to the public, there are two regional parks and one park reserve  
 3 that have Council-approved master plans, but have not yet been developed. These facilities are listed  
 4 in Table 3-5 and shown in Figure 3-7. Approximately 1,414 acres have been acquired for these three  
 5 planned Regional Parks System facilities, with an additional 3,529 acres to be acquired in the future.

6 *Table 3-5. Planned Regional Parks and Park Reserves Not Open to the Public*

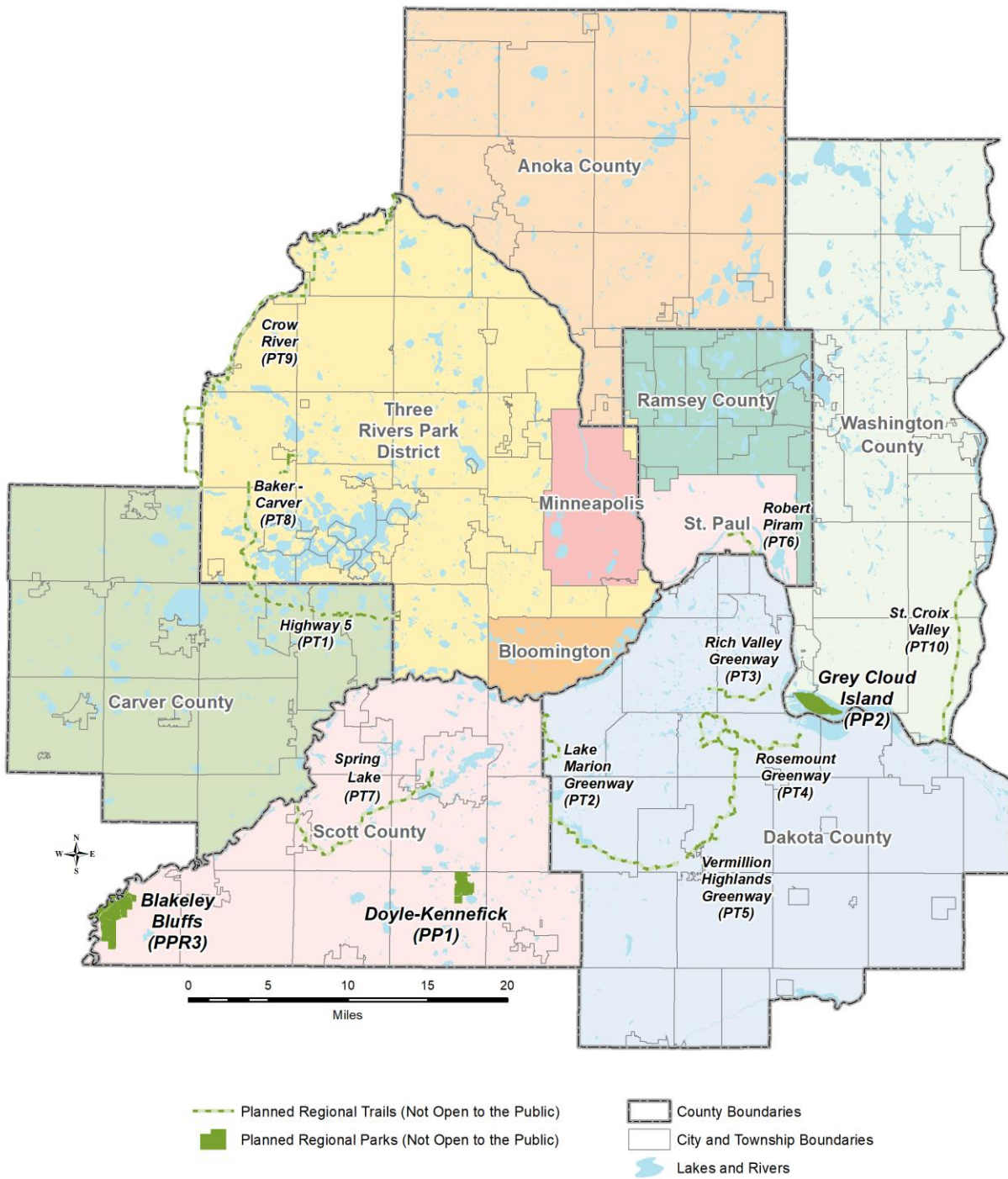
Regional Park Implementing Agency	Regional Park or Regional Trail	Map #
Scott County	Doyle-Kennefick Regional Park	PP1
<del>Scott County</del>	<del>Blakeley Bluffs Park Reserve</del>	
Washington County	Grey Cloud Island Regional Park	PP2
<u>Regional Park Implementing Agency</u>	<u>Park Reserve</u>	<u>Map #</u>
<u>Scott County</u>	<u>Blakeley Bluffs Park Reserve</u>	<u>PPR3</u>

7 ~~Eleven~~Ten regional trails, totaling ~~455~~116 miles, have Council-approved master plans, but are not yet  
 8 developed or open to the public, as listed in Table 3-6 and shown in Figure 3-7.

9 *Table 3-6. Planned Regional Trails Not Open to the Public*

Regional Park Implementing Agency	Regional Park or Regional Trail	Trail Mileage	Map #
Carver County	Highway 5 Regional Trail	8.9	PT1
Dakota County	Lake Marion Greenway Regional Trail	20	PT2
Dakota County	Rich Valley <u>Greenway</u> Regional Trail	5	PT3
<del>Dakota County</del>	<del>Mendota-Lebanon Hills Greenway Regional Trail</del>		<del>8.5</del>
Dakota County	Rosemount Greenway Regional Trail	13	PT4
Dakota County	Vermillion Highlands Greenway Regional Trail	13	PT5
<del>Scott County</del>	<del>Spring Lake Regional Trail</del>		<del>13.5</del>
Saint Paul	Robert Piram Regional Trail	3.4	PT6
<u>Scott County</u>	<u>Spring Lake Regional Trail</u>	<u>12.5</u>	<u>PT7</u>
Three Rivers Park District	Baker-Carver Regional Trail	<del>4</del> 11.4	PT8
Three Rivers Park District	Crow River Regional Trail	<del>3</del> 11.6	PT9
Washington County	St. Croix Valley Regional Trail	<del>20</del> 517.4	PT10

1 *Figure 3-7. Planned Regional Parks and Trails Not Yet Open to the Public*



2

3



1 **Regional Park Boundary Adjustments**

2 The 2040 Regional Parks Policy Plan recommends Master Plan Boundary Adjustments for one park  
 3 ~~reserve, one regional park, and one regional trail. The proposed adjustments to existing regional parks~~  
 4 ~~and trails were identified~~ to protect ~~areas of~~ high-quality natural resources and/or provide recreational  
 5 opportunities.

6 The proposed boundary adjustment is included in the 2040 System Plan and described in Table 3-7.

7 *Table 3-7. Master Plan Boundary Adjustments*

Regional Park Implementing Agency	Regional Parks System Unit	Estimated Acreage	Description	Map #
<del>Anoka County</del>	<del>Rice Creek Chain of Lakes Park Reserve</del>	<del>250</del>	<del>Add area adjacent to the northeast side of the park reserve that includes wetland that could be protected</del>	
Carver County	Baylor Regional Park	100	Acquire approximately 100 acres of land adjacent to Eagle Lake, including lakeshore	BA1
<del>Ramsey County</del>		<del>7</del>	<del>Add 6.8 acres of land to the trail corridor that is adjacent to the Minnesota Department of Transportation Training and Conference Center in Arden Hills to help buffer Rice Creek and the adjacent floodplain.</del>	

8

9

1 **Regional Park Search Areas**

- 2 Three regional park search areas, totaling approximately 3,200 acres, are described in Table 3-8.  
 3 Figure 3-8 shows a map of the regional park boundary adjustment and regional park search areas.

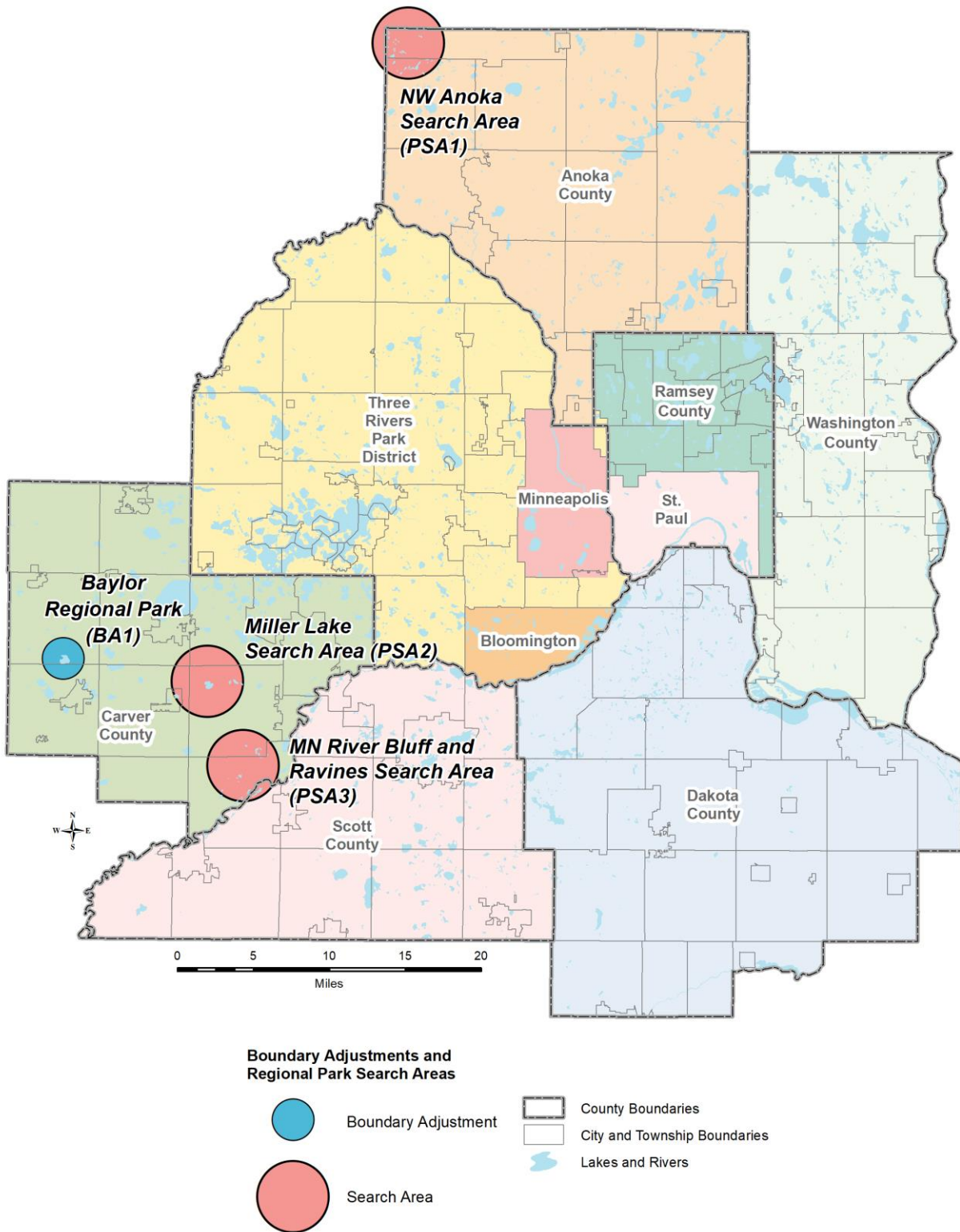
4 *Table 3-8. Regional Park Search Areas*

Regional Park Implementing Agency	Regional Park Search Area	Estimated Acreage	Description	Map #
Anoka County	Northwest Anoka County Regional Park Search Area	2,500	Very high-quality natural resource area unique in Anoka County.	PSA1
Carver County	Miller Lake Regional Park Search Area	200	Very attractive lake resource and appropriate setting for a regional park	PSA2
Carver County	Minnesota Bluffs and Ravines Regional Park Search Area	500	Large areas of regionally significant natural resources, excellent recreation potential.	PSA3

5

6

1 *Figure 3-8. Regional Park Boundary Adjustments and Search Areas*



2

1 **Regional Trail Search Corridors**

2 There are [4845](#) proposed regional trails without Council-approved master plans that identify the trail  
 3 alignments. Many of these trails have been considered part of the Regional Parks System for several  
 4 years and were mapped in previous Regional Parks Policy Plans as proposed trails showing a tentative  
 5 alignment. Since alignments for these trails have not yet been approved by the Council as part of a  
 6 master plan and are therefore not eligible for Regional Parks System funding for acquisition and  
 7 development, they are being shown as regional trail search corridors. The estimated mileage of these  
 8 regional trail search corridors is [514525](#) miles. Regional park implementing agencies are encouraged to  
 9 prepare master plans for these trails. The regional trail search corridors are listed in Table 3-9 and  
 10 shown in Figure 3-9.

11 *Table 3-9. Regional Trail Search Corridors*

Regional Park Implementing Agency	Regional Trail Search Corridor	Est. Miles	Map #
Anoka County	North Anoka County	<a href="#">2230</a>	TSC1
Bloomington/Three Rivers Park District	CP Rail	<a href="#">95</a>	TSC2
Bloomington/Three Rivers Park District	Progressive Rail	<a href="#">449</a>	TSC3
Carver County	County Road 10	19	TSC4
Carver County	County Road 61	1	TSC5
Carver County	Highway 41	<a href="#">7.53</a>	TSC6
Carver County/Three Rivers Park District	Highway 101	<a href="#">92</a>	TSC7
Carver County	Lake Waconia	6	TSC8
Carver County	Lake Waconia-Carver	<a href="#">4317</a>	TSC9
Carver County	Minnesota River Bluffs LRT Extension	6	TSC10
Carver County	Twin Cities & Western	25	TSC11
Carver County	Western Carver County	17	TSC12
Dakota County	Chub Creek Greenway	20	TSC13
Dakota County	Lebanon Hills-Big Rivers Greenway	7	TSC14
Dakota County	Lebanon Hills-Lake Marion Greenway	7	TSC15
Dakota County	Vermillion River Greenway	17	TSC16
Minneapolis Park & Recreation Board	Grand Rounds Missing Link	4	TSC17
Ramsey County/Washington County	Afton Bluffs	<a href="#">473</a>	TSC18
Ramsey County/Saint Paul	Lexington Avenue/Parkway	9	TSC19
Ramsey County	St. Anthony RR Spur	10	TSC20

Chapter 3: System Plan

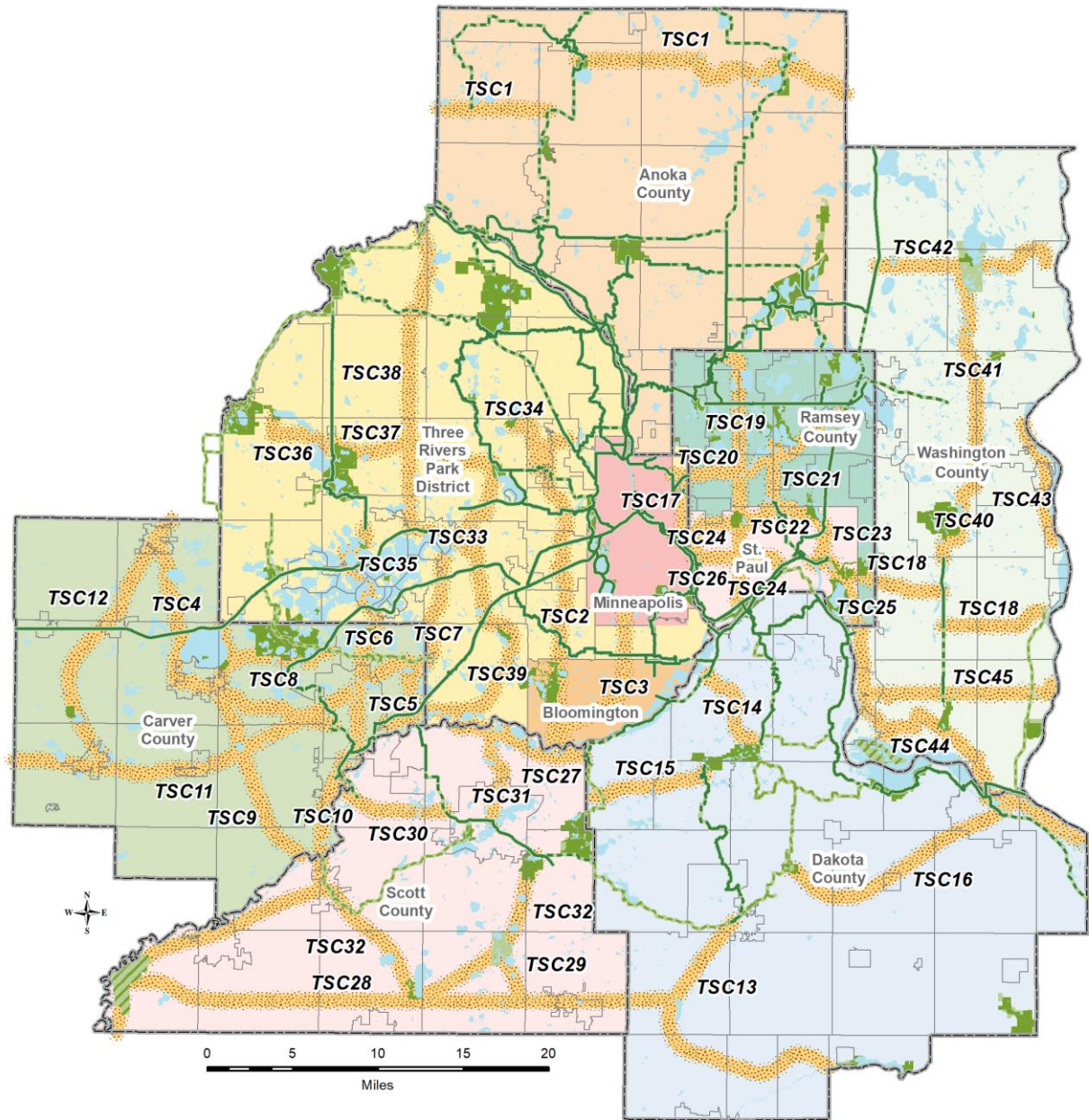
Regional Park Implementing Agency	Regional Trail Search Corridor	Est. Miles	Map #
Ramsey County	Trout Brook Extension	4	TSC21
Saint Paul	Como-Phalen (Wheelock Parkway)	6	TSC22
Saint Paul	Johnson Parkway	2	TSC23
Saint Paul/Ramsey County	Lexington Avenue/Parkway	6	TSC19
Saint Paul	Mississippi-Como	4	TSC24
Saint Paul	Point Douglas (Bruce Vento-Washington County)	4	TSC25
Saint Paul	Summit Avenue	4.91	TSC26
Scott County	Big Rivers Extension	5	TSC27
Scott County	Elko New Market-Blakeley-Doyle Kennefick	32	TSC28
Scott County	Elko New Market-Doyle Kennefick	5	TSC29
Scott County	Louisville	5	TSC30
Scott County	Prior Lake Outlet	6	TSC31
Scott County	Southern Scott	35	TSC32
Three Rivers Park District/Bloomington	CP Rail	5.521	TSC2
<del>Three Rivers Park District</del>	<del>CP Rail Extension</del>	<del>5.5</del>	
Three Rivers Park District	Dakota Rail Extension	2	TSC33
Three Rivers Park District	Eagle Lake-Bassett Creek	4	TSC34
Three Rivers Park District/Carver County	Highway 101	5	TSC7
Three Rivers Park District	Lake Independence Extension	7	TSC35
Three Rivers Park District	Lake Sarah	6	TSC36
Three Rivers Park District	Lake Sarah Extension	10	TSC37
<del>Three Rivers Park District</del>	<del>Minnetrista</del>	<del>9</del>	
<del>Three Rivers Park District</del>	<del>Minnetrista Extension</del>	<del>2.2</del>	
Three Rivers Park District	North-South 1	28	TSC38
Three Rivers Park District	North-South 2	20	TSC39
Three Rivers Park District/Bloomington	Progressive Rail	10	TSC3
Washington County/Ramsey County	Afton Bluffs	10	TSC18
Washington County	Central Greenway Regional Trail – Lake Elmo Segment	7.78	TSC40
Washington County	Central Greenway Regional Trail – North Segment	4216	TSC41
Washington County	Glacial Hills	12	TSC42
Washington County	Middle St. Croix Valley	8	TSC43
Washington County	Mississippi River	4317	TSC44

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Regional Park Implementing Agency	Regional Trail Search Corridor	Est. Miles	Map #
Washington County	Prairie View	9	TSC45

1

1 *Figure 3-9. Regional Trail Search Corridor Map*



Numbers Correspond to List in Table 3-9

- |  |  |
|--|--|
|  Regional Trail Search Corridors                  |  County Boundaries            |
|  Regional Parks (Open to the Public)              |  City and Township Boundaries |
|  Regional Parks (Not Open to the Public)          |  Lakes and Rivers             |
|  Planned Parks (Not Open to the Public)           |  |
|  Regional Trails (Open to the Public)             |  |
|  Regional Trails (Not Open to the Public)         |  |
|  Planned Regional Trails (Not Open to the Public) |  |

2

1 **Revisions to the Regional Parks System Plan**

2 Minnesota Statutes, section 473.147, subd. 1, states that:

3 The Metropolitan Council, after consultation with the [Metropolitan] Parks and Open Space  
4 Commission...and after appropriate public hearings, shall prepare and adopt a long-range system  
5 policy plan for regional recreation open space as part of the Council’s Metropolitan Development  
6 Guide...The policy plan shall identify generally the areas which should be acquired by a public agency  
7 to provide a system of regional recreation open space comprising park district, county and municipal  
8 facilities, which together with state facilities, reasonably will meet the outdoor recreation needs of the  
9 people of the metropolitan area and shall establish priorities for acquisition and development.

10 Minnesota Statutes, section 473.121, subd. 14 defines “regional recreation open space” as:

11 ...land and water areas, or interests therein, and facilities determined by the Metropolitan Council to be  
12 of regional importance in providing for a balanced system of public outdoor recreation for the  
13 metropolitan area, including but not limited to park reserves, major linear parks and trails, large  
14 recreation parks, and conservatories, zoos, and other special use facilities.

15 Consistent with these laws, the Council will evaluate proposed additions to the Regional Parks System  
16 to determine whether the general areas are of regional importance and will help provide a balanced  
17 system of public outdoor recreation for the metropolitan area. Additionally, the proposed additions must  
18 meet the applicable criteria described in Chapter 4 for regional parks, park reserves, special recreation  
19 features, or regional trails.

20 *Regional Park Study Areas*

21 Typically, new regional parks are proposed as search areas that have been identified based on high-  
22 quality natural resources located in portions of the region where population growth is expected.  
23 However, there are times when a regional park implementing agency may want to propose including  
24 existing parks into the Regional Parks System. In an effort to make an informed decision, further study  
25 is required to assess whether the proposed addition is of regional significance. The proposed area for  
26 consideration is called a Regional Park Study Area. Designation as a Regional Park Study Area does  
27 not guarantee that a park will become part of the Regional Parks System. It acknowledges that studies  
28 would need to be conducted to determine whether the facility warrants regional status. Once these  
29 studies are complete, the information would be presented to the Metropolitan Parks and Open Space  
30 Commission and the Council for evaluation.

31 The Council conducts regularly scheduled visitor use studies to understand, among other things, visitor  
32 use patterns. The most recent study conducted in 2016 shows that the number of non-local visits (visits  
33 to regional parks made by people who do not live in the jurisdiction of the respective regional park  
34 implementing agency where the park is located) are declining. The Council will watch this important  
35 trend in the coming years. For now, study areas must meet a 40% non-local visitor threshold to qualify  
36 for regional park designation. Non-local visitation is determined through collecting data from existing  
37 visitors in the proposed park.



1 *2040 Regional Parks System Plan Summary*

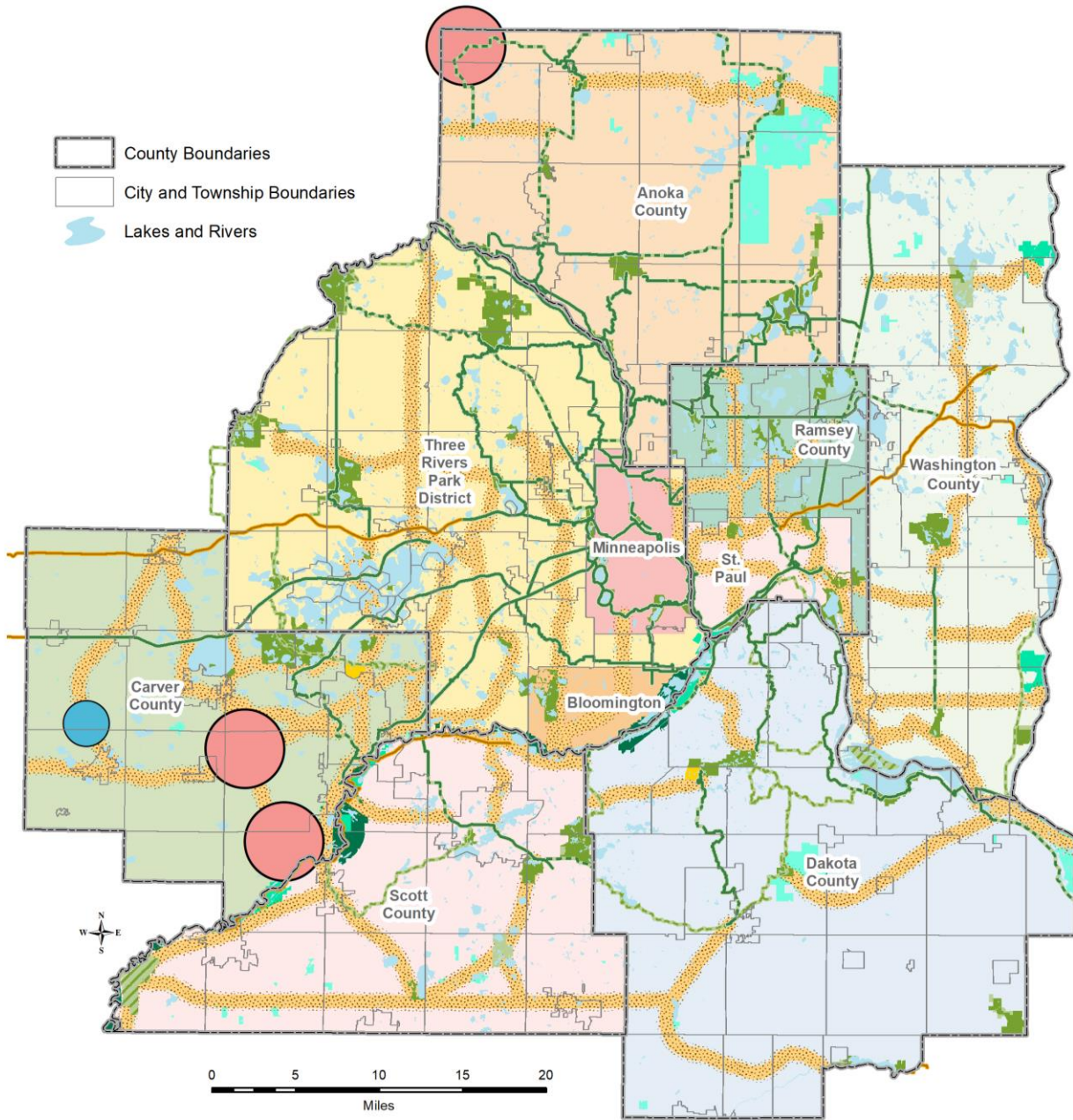
2 As Figure 3-11 illustrates, the updated 2040 System Plan includes:

- 3 • Regional Parks System facilities open to the public (2018)
  - 4 - ~~4344~~ regional parks
  - 5 - 12 park reserves
  - 6 - 8 special recreation features
  - 7 - ~~5149~~ regional trails, consisting of 389 miles
- 8 • Planned Regional Parks System facilities that are not yet open to the public
  - 9 - 2 regional parks
  - 10 - 1 park reserve
  - 11 - ~~4110~~ regional trails, consisting of approximately ~~455116~~ miles
- 12 • Regional Parks System Boundary Adjustments
  - 13 - 1 regional parks
  - 14 - ~~1 park reserves~~
  - 15 - ~~1 regional trail corridor~~
- 16 • Regional Park Search Areas
  - 17 - 3 regional park search areas
- 18 • Regional Trail Search Corridors
  - 19 - ~~4845~~ regional trail search corridors, with approximately ~~514525~~ miles
- 20 • 2040 Update System Additions<sup>3</sup>
  - 21 - System additions were not considered as part of this update
  - 22





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<sup>3</sup> 2040 Update System Additions may be added at a later date with consultation from [our](#) partners and community stakeholders.

1 *Figure 3-10. 2040 Regional Parks System Plan Map*



**Regional Park Search Areas and Regional Trail Search Corridors**

-  Park Boundary Adjustments
-  Park Search Areas
-  Regional Trail Search Corridors
-  Existing State Trails

-  Regional Parks (Open to the Public)
-  Regional Parks (Not Open to the Public)
-  Planned Parks (Not Open to the Public)
-  Regional Trails (Open to the Public)
-  Regional Trails (Not Open to the Public)
-  Planned Regional Trails (Not Open to the Public)
-  State Wildlife Management Areas
-  State Parks
-  MN Valley National Wildlife Refuge
-  Minnesota Valley State Trail and Recreation Area
-  Special State Recreation Features

1 **Introduction to the Policy and Strategy Framework of the Regional Parks**  
2 **System**

- 3  
4 Chapter Four: Siting and Acquisition  
5 Chapter Five: Planning  
6 Chapter Six: System Protection  
7 Chapter Seven: Recreation Activities and Facilities  
8 Chapter Eight: Finance

9 The next five chapters provide the policy and strategy framework under which the Regional Parks  
10 System operates. These chapters identify the kind of regional recreation open space facilities and  
11 services the region needs to acquire, develop, and operate in the future. The policies provide direction  
12 to ongoing efforts to plan, develop, operate, and protect the system.

13 The strategies are short- to medium-term actions that will advance the policies. Some of the strategies  
14 represent actions that the Council will take in developing the system or responding to conditions. Other  
15 strategies are directed to the regional park implementing agencies involved in implementation of the  
16 plan. The strategies are accumulative actions; each contributes to achieving the Council's policies.

17 ~~Guidelines for implementation and administration are found in the new Grant Program Guide that is the~~  
18 ~~operational companion to this Policy Plan.~~ Additional information about the Regional Parks System  
19 funding is in the Regional Parks System Fund Distribution Policy, adopted annually by the Council upon  
20 the recommendation of the Metropolitan Parks and Open Space Commission.

# Chapter Four: Siting and Acquisition Policy and Strategies

## Siting and Acquisition Policy

**Identify lands with high-quality natural resources that are desirable for Regional Parks System activities and put these lands in a protected status, so they will be available for recreational uses and conservation purposes in perpetuity.**

### Process and Criteria Overview for System Additions

The legislative charge to the Council is to prepare a policy plan that "...shall identify generally the areas which should be acquired by a public agency to provide a system of regional recreation open space comprising park district, county and municipal facilities, which, together with state facilities, reasonably will meet the outdoor recreation needs of the people of the metropolitan area and shall establish priorities for acquisition and development" (Minnesota Statutes, section 473.147, subd. 1).

Adding a unit to the Regional Parks System, outside of a Regional Parks Policy Plan update, requires that the Council conduct a formal Regional Parks Policy Plan amendment process that includes a public hearing- [conducted under the requirements of Minnesota Statutes, section 473.147](#). In 2019, the Council will convene a region-wide discussion about system additions.

The Council's role in this effort is to convene an evaluation process where the proposed idea may be considered within a larger regional context-, [recognizing that all system additions increase the total cost to complete the Regional Parks System, as outlined in Chapter 8: Finance – Strategy 9](#).

The following Regional Parks System criteria provide an overview of the decision-making framework to use when considering an addition to the system. The framework is broad enough to cover the predominant factors critical to each of the Regional Parks System units – Regional Parks, Park Reserves, Regional Trails, and Special Recreation Features – yet it is limited enough to be manageable and focus the conversation on the critical elements that matter most.

*Table 4-1 Regional Parks System: General Criteria*

Regional Parks Units must meet all criteria	Park Reserves Units must meet all criteria	Special Recreation Features * Required
Draws visitors from across the region	Draws visitors from across the region	Draws visitors from across the region
Provides for geographic balance	Provides for geographic balance	Provides for geographic balance
Conserves a diversity of high-quality natural resources, either naturally occurring or human built, that support outdoor recreation activities	Conserves a diversity of high quality natural resources that support outdoor recreation activities	* Provides a unique high-quality outdoor recreation experience

Chapter Four: Siting and Acquisition Policy and Strategies

Regional Parks Units must meet all criteria	Park Reserves Units must meet all criteria	Special Recreation Features * Required
At least 100 acres; typically, 200-500 acres	At least 1,000 acres	* Provides a natural resource-based and scenic setting offering a compelling sense of place
Accommodates a variety of outdoor recreation activities	80% of unit managed as natural lands that protect the ecological functioning of a native landscape	* Demonstrates the existence or potential for drawing a regional audience
		Serves as a bridging facility, intended to attract and introduce new outdoor recreation users to the Regional Parks System
		Has a unique managing or programming effort
		* Complements the Regional Parks System

1

2 *Table 4-2 Regional Parks System: Regional Trails Criteria*

Regional Trails: General * Required	Regional Trails: Destination (also known as Greenways) * Required	Regional Trails: Linking * Required
<del>* Serves a regional audience based on visitor origin and service-area research on regional trails</del> <u>Draws visitors from across the region</u>	<del>* Provides high-quality natural resource-based “destination” trail experience</del> <u>Draws visitors from across the region</u>	<del>Links two or more units of the Regional Parks System</del> <u>Draws visitors from across the region</u>
* Benefits the regional trail system and does not duplicate an existing trail	* <del>Highly scenic and/or</del> <u>Provides high-quality natural setting</u> <del>resource-based “destination” trail experience</del>	<del>Links to or complements national, state, regional, and/or other local trails</del> <u>Links two or more units of the Regional Parks System</u>
Connects two or more units of the Regional Parks System	* <u>Highly scenic and/or natural setting</u> <del>* Extensively visually separated from road system (more than 50% off road)</del>	Links to or complements <del>federal</del> <u>national</u> , state, regional, <u>and/or multiple other</u> local <u>parks, recreation facilities, and natural resource area</u> <u>trails</u>

Chapter Four: Siting and Acquisition Policy and Strategies

Regional Trails: General * Required	Regional Trails: Destination (also known as Greenways) * Required	Regional Trails: Linking * Required
Serves as backbone to local trail network, with regional trail functioning much like regional highway that interconnects with more local arterials and local streets	<u>* Extensively visually separated from road system (more than 50% off-road)</u> <del>No spacing minimums</del>	<u>Links to or complements federal, state, regional, or multiple local parks, recreation facilities, and natural resource areas</u> <del>* Should be at least 1.5 miles apart so as not to overlap the localized service area of those trails. There are times when meandering linking trails will come in closer proximity to one another, but broadly speaking are not parallel</del>
* Fills a gap in the regional recreation system	<del>No spacing minimums</del> <u>* Provides opportunities to conserve, enhance, or restore natural resources</u>	<u>* Should be at least 1.5 miles apart so as not to overlap the localized service area of those trails. There are times when meandering linking trails will come in closer proximity to one another, but broadly speaking are not parallel</u> <del>May be on-road separated roadway</del>
Connects to multiple public interest destinations such as schools, job centers, tourist destinations, historical, cultural, and architectural buildings and sites, and commercial districts	<u>* Provides opportunities to conserve, enhance, or restore natural resources</u> <del>May contain natural features in the greenway or adjacent to the trail roadway that provides important ecological services</del>	<u>May be on-road separated roadway</u>
May utilize surface rights of utility corridors such as large sewer lines	<u>May contain natural features in the greenway or adjacent to the trail roadway that provides important ecological services</u>	

- 1 **Siting and Acquisition – Strategy 1: Priorities**
- 2 ***Lands with natural resource features, access to water, and/or restoration potential will***
- 3 ***be a priority for the Regional Parks System.***
- 4 Future Council designation of lands for the Regional Parks System should emphasize important natural
- 5 resource features, access to water bodies, and natural resource features that enhance outdoor
- 6 recreation.

## Chapter Four: Siting and Acquisition Policy and Strategies

1 Water is a major attraction in almost every park unit of the Regional Parks System and an amenity  
2 along many regional trails. Most surface water is publicly held, with the waterbeds owned by the state,  
3 so it is a critical function of the Regional Parks System to provide this access.

4 Major considerations in deciding which lands should be brought into the Regional Parks System are:

- 5 • Acquiring lands with natural qualities most desirable for ~~the~~ outdoor recreational activities
- 6 • Protecting an important natural resource feature, such as linking other natural resource areas or  
7 water bodies together, which in turn provide a larger natural habitat opportunity; help protect or  
8 improve water quality, or provide habitat for protected or endangered species
- 9 • Ensuring regional park facilities are evenly distributed around the metropolitan area or  
10 distributed in proportion to the existing and forecasted urban development

11 Past acquisition activity has tended to favor lands with high-quality natural resources over even  
12 geographic distribution. As the Regional Parks System matures, and available land with high-quality  
13 natural resources becomes more scarce, acquisition of lands with restoration potential have increased  
14 in importance. For example, lands with restoration potential include agricultural lands that were formerly  
15 prairie and naturalizing channelized streams.

16 The restoration of urban areas that include natural resource features (for example, Above the Falls  
17 Regional Park and the Bruce Vento Regional Trail and Nature Sanctuary) have provided opportunities  
18 to create regional park sites or regional trails in urban areas that have been home to a range of uses,  
19 including industrial ones.

### 20 **Siting and Acquisition – Strategy 2: Geographic balance**

21 ***Geographic balance or proportionate distribution tied to population distribution***  
22 ***patterns shall be a consideration when exploring system additions.***

23 Geographic balance or proportionate distribution tied to population distribution patterns will be an  
24 important consideration when exploring system additions. There are other considerations that factor  
25 into system additions, including supply of regional recreation opportunities, access to natural amenities,  
26 among other things.

27 Regional recreation open space is defined as "...land and water areas, or interests therein, and  
28 facilities determined by the Council to be of regional importance in providing for a balanced system of  
29 public outdoor recreation for the metropolitan area, including but not limited to park reserves, major  
30 linear parks and trails, large recreation parks, and conservatories, zoos, and other special use facilities"  
31 (Minnesota Statutes, section 473.121, subd. 14).

32 The legislative directive is clear that regional parklands should be of "regional importance." Regional  
33 importance is not directly defined in the law, but the legislative directive requires that regional  
34 parklands, plus state facilities, should reasonably meet the outdoor recreation needs of the people of  
35 the metropolitan area. Therefore, lands of "regional importance" would be comparable in size, draw  
36 users from rather large geographic areas, and contain natural resources similar to the state parks and

1 trails in the metropolitan region. Lands that serve only a municipality or neighborhood are not  
2 considered to have “regional importance.”

### 3 **Siting and Acquisition – Strategy 3: Council-approved master plans**

#### 4 ***Priorities for land acquisition are set by regional park implementing agencies in*** 5 ***Council-approved master plans.***

6 Priorities for acquiring park and park reserve lands identified in Council-approved master plans are  
7 lands that are available for purchase now, which would be lost to the Regional Parks System if timely  
8 action is not taken, and that are:

- 9 • Essential to protect the natural resources that define a park or park reserve and make it usable  
10 to the public as planned-
- 11 • Essential for the park or park reserve to reach its full-service potential for regional natural  
12 resource-based outdoor recreation as defined in the Council’s Regional Parks System plan and  
13 the park unit’s master plan-

14 Most master plans provide for a range of recreational activities and developments that require lands in  
15 addition to those strictly needed to protect and enjoy the prime natural resource base. The full intent of  
16 the master plan will not be realized until these additional lands have been acquired for the system.

17 All privately-owned parcels within a Council-approved master plan boundary are “inholdings” until they  
18 are acquired. Some parcels have homes on them and are called “residential inholdings.” The  
19 acquisition of inholding parcels – especially those containing homes or those likely to be developed for  
20 residential or other urban uses – should be protected by first-right options to purchase, official mapping,  
21 life estates or other means. It is imperative that efforts are made to acquire these parcels because  
22 every time the land is sold to another private party, the land remains unavailable for Regional Parks  
23 System purposes. If once-vacant land is developed for housing or other uses, it may become  
24 unreasonably expensive to acquire and is essentially lost to the Regional Parks System.

25 The Council, with the advice of the Metropolitan Parks and Open Space Commission, will work with  
26 regional park implementing agencies to systematically review inholding parcels that have been  
27 developed to determine whether the land is essential to protect the natural resources that define the  
28 park and make it usable to the public as planned, or whether the land is essential for the park or park  
29 reserve to reach its full service potential for regional natural resource-based outdoor recreation as  
30 defined in this policy plan and the park unit’s master plan. The results of that review may conclude that  
31 some parcels or a portion of a parcel no longer meet those requirements and should be removed from  
32 the park’s boundary through a master plan amendment. For example, historically small parcels with  
33 homes on the edge of parks have either been removed from the park boundary or subdivided, with the  
34 undeveloped land acquired for the park and the home removed from the park boundary.

35 Because of strong public attraction to water resources, acquisition of any additional public water  
36 frontage identified in a Council-approved master plan should be given a very high priority. The high  
37 demand and rapidly escalating value of water frontage will only make those lands costlier in the future.  
38 The priority is to acquire water frontage lands when they are most affordable – when they are



1 undeveloped or, at least, developed with less expensive homes. Trying to convert land with water  
2 frontage to public use after it has been fully developed can be difficult and expensive.

3 **Siting and Acquisition – Strategy 4: New regional trails**

4 ***New regional trails must serve a regional audience and provide connections between***  
5 ***regional parks, park reserves, and regional trails without duplicating an existing trail.***

6 To qualify for regional trail status, an existing or proposed trail:

- 7     • Must serve a regional audience, based on visitor origin and service-area research on regional  
8 trails,  
9     • Should not duplicate an existing trail,  
10     • Should connect two or more units of the Regional Parks System, and/or  
11     • Should connect state or federal recreational units

12 The trail may include part of an existing county or local trail if it is a destination itself, providing a high-  
13 quality recreation experience that traverses significant natural resource areas, and it links two or more  
14 units of the Regional Parks System.

15 The regional trail system in the metropolitan area is like the highway system, with regional and local  
16 components. The regional component consists of trails in the regional trail system and state  
17 administered trails. These trails are complemented by shorter, local trails, which may eventually feed  
18 into units of the regional trail system. The opportunities for interesting regional trail recreation  
19 experiences are substantially enhanced where local trails intersect with or are reached by elements of  
20 the regional system.

21 Visitor origin data from the Council's *2016 Regional Parks and Trails Survey* indicate that regional trails  
22 in the metropolitan area are used most by people who live nearby or can reach the trail in a short  
23 bicycle trip or drive. With more than 90% of the region's population living inside the Metropolitan Urban  
24 Service Area, the priority is to develop trail corridors in this area. Some of the metropolitan area's inner-  
25 ring suburbs are not close to regional parks and do not have large tracts of land that would be available  
26 for future development of parks for the regional system. Regional trail development should be pursued  
27 in these suburbs when the need has been identified, to help achieve geographic balance of Regional  
28 Parks System facilities.

29 Occasionally, existing corridors previously used for railroad or road transportation become available for  
30 new uses. This is particularly true of railroad rights-of-way that are no longer required for service. The  
31 most likely new uses for these corridors are either recreational trails or transitways such as light-rail  
32 transit, commuter rail, or bus rapid transit.

33 The availability of these corridors may offer excellent opportunities for the regional trail system to  
34 expeditiously acquire links that would otherwise have to be assembled on a parcel-by-parcel basis. All  
35 surplus corridors put on the market should be evaluated for their suitability as additions to the regional  
36 trail system. If an available corridor traverses an area with high-quality natural resources, or if it  
37 constitutes part of a link in the regional trail system, the corridor should be considered for trail use as

## Chapter Four: Siting and Acquisition Policy and Strategies

1 part of the Regional Parks System. In some cases, available corridors do not provide any linkages or  
2 offer any potentially interesting trail recreation experience. In these cases, the corridors are not suitable  
3 for inclusion in the Regional Parks System.

4 If a surplus corridor is wide enough to accommodate permanent use both as a transitway and for  
5 recreational trail purposes, both uses should be explored. If a corridor can accommodate either transit  
6 or trail recreation, but not both, then recreational uses should be explored on a temporary basis.  
7 However, no significant long-term recreation investment will be made in the facility unless it will be in  
8 operation for its useful design life of 10 years or more.

9 The Council has defined two major types of trails to serve the region: 1) destination or greenway trails  
10 and 2) linking trails. Destination or greenway trails typically follow routes with high-quality natural  
11 resources, which make the trail itself a destination. Linking trails, on the other hand, are predominately  
12 intended to provide linkages between various Regional Parks System units, most notably regional  
13 parks, or park reserves, as well as other regional trails, and state and federal lands.

14 **Destination Regional Trails or Greenways** should be located to reasonably maximize the amount of  
15 high-quality natural resources within the trail corridor boundaries. For destination regional trails or  
16 greenways, there should be no spacing minimums or maximums between them; instead, the decision  
17 to locate the trail should be based on the availability of existing high-quality natural resources or the  
18 opportunity to restore, enhance, protect, or re-create natural resources.

19 The main criterion used to define regional parks and park reserves – the presence of high-quality  
20 natural resources – is also relevant to the location of a destination regional trail or greenway. Attractive  
21 settings contribute strongly to the quality of trail recreational experience. Since trails or greenways are  
22 linear elements, areas along rivers and streams or chains of lakes are excellent candidates for  
23 incorporation into the regional trail system.

24 Natural features in the greenway or adjacent to the trail treadway serve ecological and environmental  
25 educational purposes, too. Restoration and management practices emphasizing native species can  
26 maintain and enhance the aesthetic, habitat, and other resource values of these areas.

27 **Linking Regional Trails** connect Regional Parks System units with each other, with other regional  
28 trails, state and federal lands, and with other regional destinations. As such, linking trails are more likely  
29 to be located within the Metropolitan Urban Service Area, as described in Chapter 1. Linking trails often  
30 overlap with the Regional Bicycle Transportation Network, described in the Recreation Activities and  
31 Facilities Chapter, as they may serve an important transportation function. For linking regional trails,  
32 any two trails running parallel to each other, and not separated by natural or human-built barriers,  
33 should be at least 1.5 miles apart so as not to overlap the localized service area of those trails.  
34 Whenever possible, linking regional trails should be located to reasonably maximize inclusion of high-  
35 quality natural resources and connections to local trails, areas of lifecycle and affordable housing, the  
36 transit network, and areas of infill and redevelopment.

37 In the Metropolitan Urban Service Area, the siting of linking regional trails should consider both high-  
38 quality natural resources and to major human-built or developed resources in the fully developed areas.  
39 Interesting human-built resources include historical and architectural buildings and sites, education

1 facilities, cultural facilities, and major public and private buildings. Utilizing the surface rights of  
2 underground utility corridors, such as large sewers, for trail purposes protects the utility for  
3 access/maintenance and provides a linear corridor for the trail.

4 When determining the boundaries of regional trail corridors, regional park implementing agencies  
5 should consider high-quality natural resource lands adjacent to the trail treadway to enhance the  
6 natural resource values of the trail. This is especially appropriate when the trail treadway is primarily an  
7 abandoned rail bed, in a power line corridor, or along a highway. These pockets of natural areas not  
8 only enhance the recreational experience of the trail user but also enhance the values of the primary  
9 land near the entire trail. Retaining these areas in their natural condition is the best use of the land,  
10 especially if it would be difficult to develop them for other land uses. An example would be including  
11 wetlands adjacent to the trail within the trail boundary. The wildlife habitat, water-quality values, plus the  
12 aesthetic values of the wetlands enhance the trail user's experience and encourage best land-use  
13 practices, since the wetland could not be developed economically compared to "dry" land.

14 Regional trails may pass through local parks along their route. The regional trails can enhance access  
15 to these local parks, and the parks may provide amenities for trail users. Because of this synergy, there  
16 may be a desire to incorporate these local parks into the regional trail corridor. However, these local  
17 parks may not be regionally significant and may only serve a local audience. In determining whether an  
18 existing local park should become part of the regional trail corridor, the Council will evaluate the request  
19 in terms of its regional importance and whether the park itself serves a regional or local audience.

20 As described in Chapter 3, the 2040 Regional Parks System Plan Map includes [overmore than](#) 700  
21 miles of planned regional trails and regional trail search corridors throughout the region. Regional trails  
22 are one component of a more comprehensive bicycle and pedestrian network, which serves recreation  
23 and transportation purposes. To that end, future regional trail proposals need to be evaluated within a  
24 comprehensive, region-wide framework, most notably within the context of the Regional Bicycle  
25 Transportation Network. This framework will ensure that regional facilities are not duplicated.

26 The Council will work with all the regional park implementing agencies to better integrate the regional  
27 trail network across jurisdictions and to assess the role of proposed regional trails with respect to the  
28 Regional Bicycle Transportation Network. Additionally, efforts will include a comprehensive evaluation  
29 of funding for the regional trail system.

### 30 **Siting and Acquisition – Strategy 5: Special recreation features**

31 ***Special recreation features must enhance services and facilities already offered, not***  
32 ***compete with, or duplicate them.***

33 Special recreation features proposed for inclusion in the Regional Parks System must:

- 34 • Be unique and complement or enhance the services already offered by the regional system
- 35 • Provide a natural resource-based and scenic setting offering a compelling sense of place
- 36 • Be capable of functioning within the existing management structure of the Regional Parks
- 37 System

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- 1 • Not duplicate or compete with recreation facilities adequately provided by the public or private
- 2 sector
- 3 • Not deplete funds from other facilities in the system either because they have an existing or
- 4 committed financial base or because a prior agreement for a public subsidy has been reached
- 5 that is in the public’s interest
- 6 • Demonstrate the existence or potential for drawing a sizable number of people from throughout
- 7 the metropolitan area
- 8 • Be approved by the Council through the master plan process

9 Regional Parks System legislation indicates that the system should contain parks, park reserves and  
 10 trails, and zoos, conservatories, and “other special-use facilities” ([Minn. Stat., Minnesota Statutes,](#)  
 11 [section 473.121](#), subd. 14). The term “other special-use facilities” is not defined in legislation. This  
 12 policy plan refers to them as a special recreation feature, which is defined to be a facility that preserves,  
 13 maintains, and provides specialized or single-purpose recreational activities, such as:

Nature centers	Marinas
Zoos	Downhill ski areas
Conservatories	Arboretums
Display gardens	Hunter training education facilities
Sites of historic or archeological significance	Bridging facilities

14 Bridging facilities are specialized or single-purpose special recreation features that are intended to  
 15 attract and introduce new outdoor recreation users to the Regional Parks System. As of 2018, there are  
 16 no bridging facilities in the Regional Parks System. As such, this may be an area for innovation,  
 17 creativity and partnership for the Council, regional park implementing agencies, and community  
 18 members. Bridging facilities may offer an opportunity to prototype a new idea that advances equitable  
 19 usage of the system by focusing on groups who are underusing the Regional Parks System.

20 Furthermore, special recreation features must:

- 21 • Contribute to the inventory of available and needed recreation opportunities
- 22 • Contain distinctive developments and/or unique natural landscapes not commonly found in the
- 23 parks, park reserves, and trails
- 24 • Require special programming or management

25 As of 2018, there are eight special recreation features open to the public:

Como Park Zoo	Kingswood	Silverwood
Como Conservatory	The Landing	Square Lake
Gale Woods Farm	Noerenberg Gardens	

## 1 Chapter Five: Planning Policy and Strategies

### 2 *Planning Policy*

3 **Promote master planning and help provide integrated resource planning across**  
4 **jurisdictions.**

### 5 **Planning – Strategy 1: Master plan requirements**

6 *Regional park implementing agencies are required to prepare a master plan for each*  
7 *Regional Parks System facility they own and/or operate.*

8 Minnesota Statutes, section 473.313 requires a master plan to be developed by each regional park  
9 implementing agency in consultation with all affected municipalities. While the statute requires only one  
10 master plan per regional park implementing agency, the Council requires individual master plans for  
11 each regional park, park reserve, regional trail, and special recreation feature. Master plans prepared  
12 by the regional park implementing agencies are critical in defining the specifics of acquisition,  
13 development, and operation of regional facilities.

14 The plans include the regional park implementing agency's estimates of use and costs. The master  
15 plan process allows residents to participate in the development of the plan and other units of  
16 government to know what is planned for a park and how it affects them. Collectively, these master  
17 plans form the regional park implementing agencies' part of the regional system plan. The Council  
18 reviews master plans for consistency with this Regional Parks Policy Plan and other Council policy  
19 plans. Inconsistent plans will be returned with comments to the regional park implementing agency,  
20 which must revise and resubmit their plans to the Council. For a regional park implementing agency to  
21 receive a grant for acquisition or development through the Regional Parks [Capital Improvement Bonding](#)  
22 Program, the proposed project must be consistent with a Council-approved master plan.

23 [To inform demand forecasts, public engagement and equity analyses, the Council will provide agencies](#)  
24 [contextual information such as demographic data for the region and their jurisdictions, disaggregated](#)  
25 [by race and ethnicity, household income, ability, age, educational attainment, and gender. This](#)  
26 [information will help identify communities who may be underserved by the Regional Parks System.](#)

### 27 *Master Plan Content Requirements*

28 Each master plan for regional parks, park reserves, and special recreation features must include  
29 information for each of these items:

- 30 • **Boundaries and acquisition costs.** A list of parcels to be acquired and the estimated total cost  
31 and schedule for their acquisition, and information on natural resources, site suitability, special  
32 assessments, potential contamination based on data from the Minnesota Pollution Control  
33 Agency and other conditions that affect acquisition of the site or location of the boundaries.

- 1 • **Stewardship plan:** A program for managing park property, including activities, expenses, and  
2 anticipated revenue prior to developing the property for recreation purposes. Planned non-  
3 recreation uses and disposition of revenue from such use should be detailed.
- 4 • **Demand forecast:** The recreational demand to be met by the site as identified by the Council,  
5 the regional park implementing agency, or other sources.
- 6 • **Development concept:** A plan for recreational development and natural resource management  
7 that should include:
  - 8 ○ Description and location of planned development and natural resources management  
9 projects.
  - 10 ○ Approximate capacity of each facility.
  - 11 ○ Mapping of existing and planned local and regional trail connections to the site and  
12 information on how they relate to development within the park.
  - 13 ○ Wayfinding signage plan, indicating the types of signs and general locations within the  
14 park.
  - 15 ○ Information on the source and location of drinking water that is adequate for the  
16 recreational uses of the park.
  - 17 ○ Schedule and cost estimates for each project.
  - 18 ○ Conflicts between recreational and natural-resource management needs in developing  
19 the park/trail unit should be addressed and resolved. ~~Amendments to an acquisition-~~  
20 ~~phase master plan should be made prior to funding recreation and visitor support~~  
21 ~~facilities if there is insufficient detail on the scale and cost of the facility. Alternatively, the~~  
22 ~~final design/engineering phase of a proposed facility should be funded first, with~~  
23 ~~construction funding provided in a separate capital improvement grant.~~
- 24 • **Conflicts:** Identification of conflicts with other existing or proposed projects or land uses  
25 affecting the park/trail unit, including steps necessary for their resolution.
- 26 • **Public services:** A description of any non-recreational public services and facilities, such as  
27 roads or sewers, needed to accommodate the proposed recreational use, including the timing of  
28 these services and the arrangements necessary to provide them. Regional park implementing  
29 agencies are encouraged to include transportation and transit planners in the development of a  
30 master plan.
- 31 • **Operations:** Rules, regulations or ordinances affecting the site, including estimated  
32 ~~operations~~operation and maintenance costs and sources of revenue to operate and maintain  
33 recreation facilities and to manage natural resources in the park/trail unit. The operations plan  
34 should indicate how energy to operate and maintain the park unit is being managed and  
35 conserved. The plan should also state how solid waste from park users is recycled and  
36 disposed of consistent with applicable laws.
- 37 • **Partner engagement:** A process to involve affected agencies, local units of government, and  
38 local, state, and federal recreation providers in the development of the master plan or plan  
39 amendment. A master plan must describe the process undertaken to engage those mentioned  
40 above. The regional park implementing agency shall present the master plan and planned  
41 master plan amendments to all affected agencies, local units of government, and local, state,  
42 and federal recreation providers and address their concerns prior to submitting the plan to the

1 Council. The master plan submitted to the Council shall include a summary of comments  
2 received that identifies issues raised and content resulting from engagement efforts.

- 3 • **CommunityPublic engagement and participation:** A process to engage the public in the  
4 development of the master plan or plan amendment. The public engagement process must seek  
5 to mitigate existing racial, ethnic, cultural, or linguistic barriers and include people of diverse  
6 ages, races, ethnicities, classes, ages, abilities, and incomes, national origins, and abilities. A  
7 master plan must include the communitypublic engagement plan and describe the process  
8 undertaken to engage those mentioned above. The process must include opportunity for the  
9 public to be heard and to have influence over the contents in the master plan. ~~The Council will  
10 provide staff assistance, where appropriate, providing agencies with population distributions for  
11 their jurisdictions by race, ethnicity, ability, and income, thereby helping identify those  
12 communities who may be underserved by the Regional Parks System.~~ The regional park  
13 implementing agency shall address public concerns prior to submitting the plan or amendment  
14 to the Council. The master plan submitted to the Council shall include a summary of comments  
15 received that identifies issues raised and content resulting from engagement efforts.
- 16 • Equity analysis: An examination of who benefits and who is affected by the development of the  
17 resource considering race, ethnicity, national origin, income, ability, age and other pertinent  
18 characteristics, to identify communities that may be underserved by the Regional Parks System,  
19 and the impacts on these communities. In 2019, Council staff will convene a collaborative  
20 process that includes implementing agency staff, equity partners and advisors to define tools  
21 and approaches for the master plan equity analysis.
- 22 • **Public awareness:** Plans for making the public aware of services available when the regional  
23 park is open, including how to access the park by transit, if applicable.
- 24 • **Accessibility:** A plan that addresses accessibility, affordability, and other measures designed  
25 to ensure that the facility can be used by people with limited mobility. -All new and updated  
26 master plans for the Regional Parks System must address compliance with ADA. As stated in  
27 Chapter 7, Recreation Activities and Facilities, regional park implementing agencies are  
28 encouraged to use U.S. Access Board guidelines for Outdoor Developed Areas as a minimum  
29 standard of accessibility on all new or substantially altered capital projects within the Regional  
30 Parks System.
- 31 • **Natural resources:** As part of the master plan, there should be a natural-resource management  
32 component that includes:
  - 33 ○ A Natural Resources Inventory (NRI) as a part of the master plan process. An NRI  
34 should include a land cover inventory that is consistent with the Minnesota Land Cover  
35 Classification System developed by the Minnesota Department of Natural Resources  
36 and the MetroGIS – a consortium of government entities in the region that create,  
37 manage, and share digital geographic-based data in a geographic information system  
38 (GIS). The natural resource inventory should include native plant communities mapped  
39 in the Minnesota County Biological Survey and listed species (rare, endangered, and  
40 threatened) that are documented in the Natural Heritage Information System. The  
41 natural resource inventory may include other land-based information.  
42 The Natural Resource Inventory should be a basis for projects/proposals to restore  
43 degraded resources and maintain high-quality natural resource features, including the

1 estimated capital costs of natural resource restoration projects. Regional park  
2 implementing agencies should consult with natural resource professionals in the design  
3 and final construction of park facilities, especially trails, that are adjacent to or cross over  
4 natural resource areas. The final design and construction should allow the public to view  
5 and enjoy these natural habitats with minimal adverse impact on that habitat.

- 6 ○ Information on how surface water and groundwater resources in the unit, including  
7 wetlands, will be protected. This should include standards and requirements that are  
8 consistent with the Minnesota Pollution Control Agency's best management practices for  
9 ~~storm water~~[stormwater](#) management. The master plan should include provisions to, first,  
10 avoid wetland impacts; second, minimize impacts; and, finally, mitigate impacts when no  
11 other options are available.
- 12 ○ Information on how vegetation will be managed.
- 13 ○ For regional parks, park reserves, and special recreation features located in part or  
14 wholly within the Mississippi River Corridor Critical Area (MRCCA), master plans must  
15 also address the following:
  - 16 ▪ Acknowledge the purposes of the MRCCA designation as detailed in Minnesota  
17 Statutes, section 116G.15, subd. 1~~.~~
  - 18 ▪ Acknowledge the standards and criteria for the preservation, protection, and  
19 management of lands within the ~~MRRCA~~[MRCCA](#) in Minn. Rule Chapters  
20 6106.0010 – 6106.0180~~.~~
  - 21 ▪ Map the location of the parkland and its relationship with the MRCCA boundary
  - 22 ▪ Recognize that the design and construction of park facilities must comply with the  
23 standards contained in Minn. Rules 6106.0130~~.~~
  - 24 ▪ Plan, design, and construct facilities and projects in a manner that protects  
25 primary conservation areas and public river corridor views identified by local units  
26 of government in their comprehensive plans.

27 The effective date for these master plan requirements is ~~November 28, 2018~~[May 1, 2019](#), in  
28 acknowledgement of regional park implementing agency planning processes that may be underway  
29 when the *2040 Regional Parks Policy Plan* is adopted.

### 30 *Master plans for regional linking trails:*

31 Each master plan for a regional linking trail must include information for each of these items:

- 32 ● **Boundaries and acquisition costs:** A list of parcels to be acquired and the estimated total cost  
33 and schedule for their acquisition, and information on natural resources, site suitability, special  
34 assessments, potential contamination based on data from the Minnesota Pollution Control  
35 Agency, and other conditions that affect acquisition of the site or location of the boundaries
- 36 ● **Demand forecast:** The recreational demand to be met by the trail, as identified by the Council,  
37 the regional park implementing agency, or other sources.
- 38 ● **Development concept:** A plan for development, including schedule and cost estimates for the  
39 project. The plan should include:
  - 40 ○ Mapping of existing and planned local and regional trail connections to the trail corridor



- 1           ○ Wayfinding signage plan, indicating the types of signs and general locations along the
- 2           trail corridor
- 3           ● **Conflicts:** Identification of conflicts with other existing or proposed projects or land uses
- 4           affecting the park/trail unit, including steps necessary for their resolution
- 5           ● **Public services:** A description of any non-recreational public services and facilities, such as
- 6           roads or sewers, needed to accommodate the proposed trail, including the timing of these
- 7           services and the arrangements necessary to provide them.
- 8           ● **Operations:** Rules, regulations or ordinances affecting the trail, including estimated
- 9           ~~operations~~operation and maintenance costs and sources of revenue to operate and maintain
- 10          the trail.
- 11          ● ~~PublicPartner engagement and participation:~~ A process to ~~engage the public and~~ involve
- 12          affected agencies, local units of government, and local, state, and federal recreation providers in
- 13          the development of the master plan or plan amendment. A master plan must describe the
- 14          process undertaken to engage those mentioned above. The regional park implementing agency
- 15          shall present the master plan and planned master plan amendments to all affected agencies,
- 16          local units of government, and local, state, and federal recreation providers and address their
- 17          concerns prior to submitting the plan to the Council. The master plan submitted to the Council
- 18          shall include a summary of comments received that identifies issues raised and content
- 19          resulting from engagement efforts.
- 20          ● ~~Public engagement and participation:~~ A process to engage the public in the development of
- 21          a master plan or plan amendment. The public engagement process must seek to mitigate
- 22          existing racial, ethnic, cultural, or linguistic barriers and include people of diverse ages, races,
- 23          ethnicities, ~~classes, ages, abilities, and incomes,~~ national origin, and abilities. A master plan
- 24          must include the public engagement plan and describe the process undertaken to engage those
- 25          mentioned above. The process must include opportunity for the public to be heard and to have
- 26          influence over the contents in the master plan. ~~The Council will provide staff assistance, where~~
- 27          ~~appropriate~~The regional park implementing agency shall address public concerns prior to
- 28          submitting the plan or amendment to the Council. The master plan submitted to the Council
- 29          shall include a summary of comments received that identifies issues raised and content
- 30          resulting from engagement efforts.
- 31          ~~Regional park implementing agencies are encouraged to include transportation and transit~~
- 32          ~~planners in the development of a master plan, when appropriate.~~
- 33          ● ~~The regional park implementing agency shall present the master plan and planned~~ **Equity**
- 34          analysis: An examination of who benefits and who is affected by the development of the
- 35          resource considering race, ethnicity, national origin, income, ability, age and other pertinent
- 36          characteristics, to identify communities that may be underserved by the Regional Parks System,
- 37          and the impacts on these communities. In 2019, Council staff will convene a collaborative
- 38          process that includes implementing agency staff, equity partners and advisors to define tools
- 39          and approaches for the master plan equity analysis.
- 40          ● ~~amendments to all affected agencies, local units of government, and local, state, and federal~~
- 41          ~~recreation providers and address their concerns prior to submitting the plan to the Council. The~~
- 42          ~~master plan submitted to the Council shall include a summary of comments received that~~
- 43          ~~identifies issues raised and content resulting from engagement efforts.~~

- 1 • **Public awareness:** Plans for making the public aware of services available when the regional  
2 trail is open, including how to access the trail by transit, if applicable.
- 3 • **Accessibility:** A plan that addresses accessibility, affordability, and other measures designed  
4 to ensure that the facility can be used by people with limited mobility.
- 5 • **Mississippi River Corridor Critical Area:** For linking trails located in part or wholly with the  
6 Mississippi River Corridor Critical Area master plans must also address the requirements  
7 outlined in below in the destination trail master plan section.

8 The effective date for these master plan requirements is ~~November 28, 2018~~May 1, 2019 in  
9 acknowledgement of regional park implementing agency planning processes that may underway  
10 when the *2040 Regional Parks Policy Plan* is adopted.

### 11 *Master plans for regional destination trails or greenways:*

12 Master plans for regional destination trails or greenways shall include all the elements outlined above  
13 for regional linking trails as well as a stewardship plan and natural resource inventory:

- 14 • **Stewardship plan:** A program for managing the surrounding greenway areas and natural  
15 resource features.
- 16 • **Natural resources:** As part of the master plan, the natural resource management component  
17 should include:
  - 18 ○ A Natural Resources Inventory (NRI) as a part of the master plan process. An NRI  
19 should include a land cover inventory that is consistent with the Minnesota Land Cover  
20 Classification system developed by the Minnesota Department of Natural Resources and  
21 Metro GIS – a consortium of government entities in the region that create, manage, and  
22 share digital geographic-based data in a geographic information system (GIS).  
23 Using the same NRI format will ensure compatibility with other natural resource  
24 inventories that have been completed or will be done in the metropolitan region. The  
25 natural resource inventory should include native plant communities mapped in the  
26 Minnesota County Biological Survey and listed species (rare, endangered, and  
27 threatened) that are documented in the Natural Heritage Information System.  
28 The Natural Resource Inventory should be a basis for projects/proposals to restore  
29 degraded resources and maintain high-quality natural resource features, including the  
30 estimated capital costs of natural resource restoration projects. Regional park  
31 implementing agencies should consult with natural resource professionals in the design  
32 and final construction of the trail/greenway that are adjacent to or cross over natural  
33 resource areas. The final design and construction should allow the public to view and  
34 enjoy these natural habitats, balancing conservation of natural resources with the  
35 provision of recreational opportunities.
  - 36 ○ Information on how surface water and groundwater resources in the unit, including  
37 wetlands, will be protected. If appropriate, this should include standards and  
38 requirements that are consistent with the Minnesota Pollution Control Agency's best  
39 management practices for stormwater management. The master plan should include

1 provisions to, first, avoid wetland impacts; second, minimize impacts; and, finally,  
2 mitigate impacts when no other options are available.

- 3 ○ Information on how vegetation will be managed.
- 4 ○ For trails located in part or wholly within the Mississippi River Corridor Critical Area,  
5 master plans must also address the following:
  - 6 ▪ Acknowledge the purposes of the MRCCA designation as detailed in Minnesota  
7 Statutes, section 116G.15, subd. 1
  - 8 ▪ Acknowledge the standards and criteria for the preservation, protection, and  
9 management of lands within the [MRCCA-MRCCA](#)
  - 10 ▪ Map the location of the trail corridor and its relationship with the MRCCA  
11 designation-
  - 12 ▪ Recognize that the design and construction of trail facilities must comply with the  
13 standards contained in Minn. Rules 6106.0130-
  - 14 ▪ Plan, design, and construct facilities and projects in a manner that protects  
15 primary conservation areas and public river corridor views identified by local units  
16 of government in their comprehensive plans-

17 The effective date for these master plan requirements is ~~November 28, 2018~~[May 1, 2019](#), in  
18 acknowledgement of regional park implementing agency planning processes that may underway when  
19 the *2040 Regional Parks Policy Plan* is adopted.

### 20 [Acquisition Master Plans](#)

21 [In some cases, a regional park implementing agency has an opportunity to acquire – or protect under  
22 an option to purchase – land that is not currently designated as regional recreation open space by the  
23 Council in the 2040 Regional Parks Policy Plan. In addition to informing the Council in writing of the  
24 land acquisition or option to purchase before it occurs, the regional park implementing agency is  
25 responsible for drafting an acquisition master plan or master plan amendment that focuses solely on  
26 the land required to establish the unit or adjust an existing Council-approved master plan boundary.  
27 The Council must approve the acquisition master plan prior to acquisition. Acquisition master plans  
28 shall include:](#)

- 29 • [A demonstration of the proposed regional park system unit’s consistency with Chapter 4: Siting  
30 and Acquisition – Strategy 1, including size/service area requirements](#)
- 31 • [Boundaries and acquisition costs: A list of parcels to be acquired and the estimated total cost  
32 and schedule for their acquisition, and information on natural resources, site suitability, special  
33 assessments, potential contamination based on data from the Minnesota Pollution Control  
34 Agency and other conditions that affect acquisition of the site or location of the boundaries](#)

35 [Before any development occurs or the Council provides any other financial assistance to the new or  
36 existing regional park system unit, agencies must gain a Council-approved development master plan  
37 that includes all of the additional required elements outlined above.](#)

### 38 [Design Considerations for Master Plans](#)

39 The *2040 Regional Parks Policy Plan* incorporates the policy direction provided by *Thrive MSP 2040* to:

## Chapter Five: Planning Policy and Strategies

- 1 • Promote expanded multimodal access to regional parks, regional trails, and the transit network,  
2 where appropriate
- 3 • Strengthen equitable usage of regional parks and trails by all our region’s residents, such as  
4 across age, race, ethnicity, income, national origin, and ability

5 To respond to these goals, regional park implementing agencies are encouraged to consider the  
6 following design elements in a regional park or trail master plan.

7 Promote expanded multimodal access:

- 8 • Provide connections to transit stops or park-and-rides when designating the alignment of a  
9 regional trail, where appropriate
- 10 • Provide bike racks and lockers located near activity areas in regional parks so visitors can  
11 safely store their bikes as they recreate
- 12 • Design multiple entrance points to a regional park to make it easier for bicyclist or pedestrian to  
13 access the park, where appropriate

14 Strengthening equitable usage:

- 15 • Provide amenities suited for the aging population and/or those with limited mobility, such as:
  - 16 ○ Siting picnic areas or short, looped trails close to parking lots or points of access
  - 17 ○ Providing benches as appropriate intervals along trails
- 18 • Designing non-fee picnic areas that accommodate mid-sized groups (for example, 15-25  
19 people), which would allow for spontaneous gatherings:
  - 20 ○ Does not need to be a formal picnic shelter – could be several picnic tables grouped  
21 together
  - 22 ○ Would not require an advance reservation
  - 23 ○ Does not replace picnic areas that require reservations – both options may be offered
- 24 • Clustering of amenities for multigenerational family gatherings, such as picnic areas near  
25 playgrounds and open ball fields

### 26 *Amending a master plan*

27 *Minnesota Statutes, section 473.313* requires master plans be developed by the park implementing  
28 agencies consistent with this [Planplan](#); however, it does not specify when revisions are necessary. The  
29 regional park implementing agency will submit a master plan amendment to the Council to change its  
30 original proposal for acquisition and/or development, or when the agency has developed significant  
31 additional details that needs to be reflected in the master plan. The Council may approve or reject the  
32 master plan amendment for cause and return the plan to the regional park implementing agency for  
33 revisions to address the Council’s concerns.

34 Regional park implementing agencies must provide an opportunity for the general public and affected  
35 local units of government nearby the particular park or trail to participate in the process to amend a  
36 master plan. With regard to financing the construction of recreation and visitor support facilities  
37 proposed in a master plan, it is important that there is sufficient detail about the facility in the master

1 plan and that the regional park implementing agency is ready to construct the facility when funds  
2 become available. If a master plan amendment is needed before funding the construction of a facility,  
3 the regional park implementing agency must provide the general public and affected local units of  
4 government an opportunity to participate in the process, as well.

5 There are several reasons when master plan amendments are required to demonstrate how changes to  
6 the Regional Parks System remain consistent with the Council's expectations as outlined in this  
7 [Planplan](#). They include:

- 8 • Improvements that substantially differ in type, size, scale or cost from those in the Council-  
9 approved master plan and the adopted capital improvement program to meet expanded local  
10 recreational demands or satisfy above-average quality standards (see Planning – Strategy 4,  
11 later in this chapter)
- 12 • Changes to a park or trail boundary
- 13 • Significant changes or additions to a regional park concessioners agreement (see Chapter 7:  
14 Recreation Activities and Facilities – Strategy 1)
- 15 • Proposals for placement of telecommunications towers on Regional Parks System land (see  
16 Chapter 6: System Protection – Strategy 5)

17 The Metropolitan Parks and Open Space Commission and Council will then review the master plan  
18 amendment for consistency with the conditions of this policy and either approve, modify, or reject the  
19 master plan amendment.

## 20 **Planning – Strategy 2: Enhanced multimodal access**

### 21 ***Promote enhanced multimodal access to regional parks, regional trails, and the transit*** 22 ***system, where appropriate.***

23 The Regional Parks System plays a key role in advancing the livability of the region by increasing  
24 access to nature and outdoor recreation, thereby supporting healthy lifestyles and active living. The  
25 Council has a unique opportunity to help achieve this objective, through its roles in planning and  
26 operating the transit system as well as planning for the Regional Parks System. In addition to design  
27 considerations for master plans discussed in the previous section, regional park implementing agencies  
28 are encouraged to:

- 29 • Provide transit schedules and information at regional parks that are served by transit
- 30 • Include information on how to access a regional park or trail by transit on their agency's website,  
31 where applicable
- 32 • Improve wayfinding signage
- 33 • Promote regional trails with existing Transportation Management Organizations (TMOs). A TMO  
34 is a public-private partnership that provides marketing and advocacy to promote multi-modal  
35 options for daily commutes
  - 36 ○ Commute Solutions: serves Anoka County
  - 37 ○ Commuter Connection: serves downtown Minneapolis

## Chapter Five: Planning Policy and Strategies

- 1           ○ Commuter Services: serves Bloomington, Eden Prairie, Edina, Minnetonka, and
- 2           Richfield along the Interstate 494 corridor
- 3           • Coordinate with local jurisdictions to identify and plan for local trail connections to regional parks
- 4           and trails as well as last mile connections from transit
- 5           • Collaborate with bike-share programs to site bike stations near regional parks and trails

6 The Council will explore the following projects:

- 7           • Collaborate with local agencies to develop a Bicycle and Pedestrian Wayfinding Best Practices
- 8           Guide
- 9           • Collaborate with Metro Transit or local transit providers to determine the feasibility of the
- 10          following actions:
  - 11           ○ Promoting regional parks at bus stops
  - 12           ○ Exploring options for siting new park-and-rides near or adjacent to regional parks, or
  - 13           new regional trails near park-and-rides or fixed-route transit lines
  - 14           ○ Promoting a transit day pass or family pass to regional parks
  - 15           ○ Providing free rides to large special events in regional parks
  - 16           ○ Adding transit stops that are convenient to regional parks and trails

### 17 **Planning – Strategy 3: Joint powers agreements**

#### 18 ***Joint powers agreements for regional trailsparks system units are encouraged.***

19 Regional park implementing agencies are encouraged to enter into joint\_powers agreements with local  
20 governments regarding the acquisition, use, and operations/operation and maintenance effor focused  
21 improvements within regional trails-parks system units.

22 Joint\_powers agreements need not be identical, but regional park implementing agencies are  
23 encouraged to negotiate arrangements that:

- 24           • ~~address the primary issue of how trail land ownership is controlled and how the trail is going to~~  
25           be managed, and
- 26           • ~~ensure~~ Address who owns, controls, and manages the land under the parks system unit  
27           improvement
- 28           • Ensure that the trailsparks system unit improvement will be open to all people (not restricted by  
29           residence).]

30 The trailsparks system unit improvement should be ~~treated as~~ a truly regional facility, since it will be  
31 eligible for regional and state funds to finance its acquisition, use, development, and  
32 operations/maintenance once the Council has approved a master plan for the regional trail-parks  
33 system unit.

34 The duration of the joint\_powers agreements should last the expected life of the trailsparks system unit  
35 improvement and should be included in the trailsparks system unit master plans submitted to the Council

1 as an assurance that any funds provided by the Council for the [trail/park unit improvement](#) would be  
2 spent consistent with the Council-approved [trail](#) master plan.

3 Regional trails usually extend through several communities. ~~Unlike requiring coordination for segment~~  
4 ~~implementation. Regional parks, park reserves, and special recreation features may coordinate with~~  
5 ~~one or two local governments on specific facility improvements to enhance a Council-approved master~~  
6 ~~plan. If an improvement to a regional parks, where system unit occurs on land owned by a local~~  
7 ~~government instead of the regional park implementing agency owns the park and usually coordinates~~  
8 ~~with one or two local governments, regional trails affect several local governments and the land on~~  
9 ~~which the regional trail travels may not be owned by, the regional park implementing agency. The~~  
10 ~~regional park implementing agency~~ may lease the [trail/park unit](#) land and manage it through a joint-  
11 powers agreement with [the](#) local jurisdiction.

12 Regional park implementing agencies should include a copy of any joint- ~~powers~~ agreements as part of  
13 the regional [trail/parks system unit](#) master plan. This assures the Council that any funds it provides or  
14 passes on for the [trail/parks system unit's](#) acquisition, development, [use](#), or [operations/operation and](#)  
15 maintenance will be consistent with the Council-approved master plan.

#### 16 **Planning – Strategy 4: Cost sharing**

17 ***Projects may share costs, if they are consistent with a Council-approved master plan.***

18 A regional park implementing agency may wish to make improvements that substantially differ in type,  
19 size, scale, or cost from those in the Council-approved master plan and the adopted capital  
20 improvement program, to meet expanded local recreational demands or satisfy above-average quality  
21 standards. These improvements are subject to Council approval of an amended master plan.

22 Projects that are consistent with a Council-approved master plan, but exceed regional need as  
23 determined by the Council may proceed on a cost-sharing basis. Regional park implementing agencies  
24 must obtain Council approval in advance of undertaking cost-shared developments.

25 The master plan must include a funding proposal under which regional funds will be used only for the  
26 regional service facilities, not for facilities intended to serve local needs. In fairness to other regional  
27 park implementing agencies, it is necessary for the Council to limit funds to what is necessary to cover  
28 average improvements that will deliver adequate services, and not to pay for excessively ornate or  
29 elaborate facilities.

30 Even if all of the improvement funds come from regional park implementing agency sources or are  
31 raised through cost-sharing arrangements with other governments or the private sector, the regional  
32 park implementing agency must secure Council approval of a master plan amendment. All Regional  
33 Parks System lands must be committed to specific long-term planned uses. These lands must be  
34 protected from the intrusion of activities and developments that are incompatible with the planned uses  
35 of the regional parks, park reserves, and trails, regardless of how the development was funded.

36 The regional park implementing agency may be required to pay the full amount or the extra portion of  
37 the project cost when the regional park implementing agency wants to develop a facility sooner than the

## Chapter Five: Planning Policy and Strategies

- 1 Council has determined that it is needed to meet regional demand, or at a scale greater than regional  
2 demand warrants, or at a higher cost than the Council finds necessary to serve the regional interest.  
3 The following conditions apply to projects funded on a cost-sharing basis:
- 4 • The project must meet the same requirements of master planning and Council approval as any  
5 other Regional Parks System projects.
  - 6 • Costs incurred by the regional park implementing agency as the local share of the project are  
7 not reimbursable.
  - 8 • Where funds are available from private sources or sources other than the regional park  
9 implementing agency to share in project costs, the Council will work directly with the affected  
10 regional park implementing agency.



1 **Chapter Six: System Protection Policy and Strategies**

2 *System Protection Policy*

3 **Protect public investment in acquisition and development by assuring that every**  
4 **component in the system is able to fully carry out its designated role as long as a need**  
5 **for it can be demonstrated.**

6 The Council has in place several mechanisms that protect the integrity of the Regional Parks System  
7 and of individual parts of the system:

- 8 • **Master plans:** The master plan defines acceptable activities within a system unit. The regional  
9 park implementing agencies must receive Council approval before proceeding with any activities  
10 inconsistent with the existing Council-approved master plan.
- 11 • **Restrictive covenants:** Regional park implementing agencies are required to record restrictive  
12 covenants on lands purchased with regional funds, to ensure that the land remains in regional  
13 recreation open space use in perpetuity, unless the Council agrees to a change.
- 14 • **Metropolitan Land Planning Act:** Proposed plans of local governments that have a substantial  
15 impact on or represent a substantial departure from the Regional Parks System Plan may be  
16 subject to a required plan modification by the Council to ensure that the system is protected.
- 17 • **Metropolitan significance:** Proposed development projects that have a substantial impact on  
18 or represent a substantial departure from the Regional Parks System Plan may be required to  
19 undergo a review for metropolitan significance, with up to a one-year delay in development if the  
20 project is found to adversely affect the system.

21 These standards in the metropolitan significance rules and in the plan amendment guidelines are  
22 currently used to determine an effect on or a substantial departure from the Regional Parks System:

- 23 • Impacts on the use of Regional Parks System facilities include, but are not limited to traffic,  
24 safety, noise, visual obstructions (for example, to scenic overlooks), impaired use of the facilities  
25 or interference with the operation or maintenance of the facilities.
- 26 • Impacts on natural resources include, but are not limited to, the impact on the level, flow, or  
27 quality of a facility's water resources (lakes, streams, wetlands, groundwater) and impact on a  
28 facility's wildlife populations or habitats (migration routes, breeding sites, plant communities).
- 29 • A proposed project is considered to have an impact on the system if it may preclude or  
30 substantially limit the future acquisition of land in an area identified in the system plan of the  
31 Council's Regional Parks Policy Plan.

32 **System Protection – Strategy 1: Local Comprehensive Plans**

33 *Local comprehensive plans may need to be changed if planned land uses would have a*  
34 *negative impact on current or planned regional park lands or facilities.*

35 The Council may require plan modifications to local comprehensive plans, updates, or amendments if  
36 they:

## Chapter Six: System Protection Policy and Strategies

- 1 • Will more likely than not have adverse and substantial impacts on the current or future intended  
2 uses of the Regional Parks System lands or facilities; or
- 3 • Are likely to have adverse and substantial impacts on lands that are officially recommended for  
4 acquisition in an adopted policy plan.

5 There is a strong case for intervention in situations where potentially adverse land uses are proposed  
6 after a site for a Regional Parks System facility has been adopted by the Council in the System Plan  
7 section of this policy plan. Local governments will be notified of any changes to the *2040 Regional*  
8 *Parks Policy Plan* following Council adoption of the changes and will be given nine months to bring  
9 local plans and ordinances into conformance with the Council's plan.

10 The Council will review local comprehensive plan amendments and environmental documents to  
11 ensure that Regional Parks System sites and facilities are protected from land uses or projects that:

- 12 • Represent substantial departures from the Regional Parks System Plan, or are likely to have a  
13 substantial impact on the Regional Parks System

14 Substantial departures from the Regional Parks System Plan or impacts on the Regional Parks System  
15 may include, but are not limited to:

- 16 • Plans that don't acknowledge the presence of the Regional Parks System unit
- 17 • Projects that create safety issues for Regional Parks System users
- 18 • Projects that impair the use and enjoyment of the Regional Parks System unit due to excessive  
19 noise, air pollution or water pollution, and
- 20 • Projects that interfere with the operation and maintenance of the Regional Parks System unit

21 Where appropriate, the Council will initiate or accept for initiation a metropolitan significance review of  
22 specific projects if it is necessary to help protect the Regional Parks System. A project that is consistent  
23 with a Council-approved local comprehensive plan is exempt from metropolitan significance reviews for  
24 metropolitan system effects.

25 In accordance with the Council's *Thrive* approach, increasing population densities in urban areas is  
26 preferable to scattered developments throughout the rural and agricultural areas of the metropolitan  
27 region. Increasing population densities adjacent to urban Regional Parks System units is not a  
28 detriment to those units if the urban development is designed in ways that are sensitive to areas that  
29 enjoy scenic views and the natural features of the Regional Parks System unit, and do not interfere with  
30 the operation and maintenance of the unit. The Council will work cooperatively with local governments  
31 to help ensure urban development and land uses in areas adjacent to Regional Parks System units  
32 occur in ways that preserve the integrity of the Regional Parks System.

### 33 **System Protection – Strategy 2: Conversions**

34 ***Conversion of Regional Parks System lands to other uses is allowed only in limited***  
35 ***circumstances and with approval of the Metropolitan Council.***

36 Lands in the Regional Parks System will only be converted to other uses if approved by the  
37 Metropolitan Council through an equally valuable land or facility exchange as defined below:

1 **“Equally valuable land”** is defined as land that:

- 2 • Is contiguous to the Regional Parks System unit containing the land proposed to be exchanged
- 3 (within the same park/trail unit)
- 4 • Has comparable or better natural resource characteristics, ~~and~~
- 5 • Could provide comparable or better recreation opportunities than the land being released from
- 6 the covenant

7 In exceptional circumstances, the Metropolitan Council may accept as equally valuable land the

8 addition of land to another unit of the Regional Parks System where:

- 9 • The replacement land has comparable or better natural resource characteristics
- 10 • The replacement land has comparable or better recreation opportunities than the land being
- 11 converted, ~~and~~
- 12 • No other reasonable alternative exists and where all other provisions of this policy can be met

13 **“Equally valuable facility”** is defined as an exchange of land for facilities when recreational benefits

14 and/or natural resource benefits are increased as a result of the exchange. For example, some land

15 within a regional trail corridor may be exchanged to widen a highway if a highway department

16 constructs a trail overpass or underpass of the widened road at no cost to the regional park

17 implementing agency.

18 The Metropolitan Council will consider conversion of regional park land to other uses only if the

19 conversion will not harm the Regional Parks System. The following criteria will be used to determine

20 whether Regional Parks System lands may be exchanged for other land or a facility:

21 *Issues with respect to the existing park system unit:*

- 22 • Whether the regional park system unit can continue to meet Council standards for sites and site
- 23 attributes established for the particular type of park system unit (regional park, park reserve, trail
- 24 greenway or special recreation feature)
- 25 • Whether the regional park system unit will continue to function as originally planned
- 26 • Whether environmental features (wildlife habitat, water quality) will be adversely affected and
- 27 can be protected with the new use
- 28 • Whether the loss of site or function will be made up through acquisition of a site with
- 29 comparable characteristics adjacent to or in the immediate area of the current location
- 30 • Whether the regional park system unit benefits from a facility in exchange for the parkland
- 31 • Whether the need for the conversion, as in the instance of transportation improvements, is
- 32 generated by the recreational park system unit

33 *Issues with respect to the alternative use:*

- 34 • The land area needs of the proposed project
- 35 • Whether the specific site requirements for the proposed project are unique to the area proposed
- 36 for conversion
- 37 • Whether the proposed project is consistent with Council policies

- Whether the proposed project is of greater benefit to the region than having the [Regional Parks System](#) regional park system unit remain in place

For those changes that represent a potential system impact, the Council will use a process comparable to the review period for policy plan amendment that have a potential impact on the regional system. The Council will use an expedited review for conversions such as small exchanges of land to provide right-of-way for access.

Lands in the Regional Parks System may be subject to proposals for converting their use for a number of reasons. Some very limited conversions may be accommodated and still not affect the ability of the remaining area to offer the facilities and services planned. A well-designed transit waiting station, or a properly located and operated yard waste compost site could be of positive value to the regional system and can be worked out between the proposing parties, the implementing agencies, and the Council in accordance with the system management guidelines.

However, most conversions are likely to detract from the ability to provide the type and quality of outdoor recreation experiences promised in the master plan. Some of the undesirable conversion impacts will be obvious and direct, such as unsightly landscapes or structures, barriers to movement, loud noises, and night light or obnoxious odors. Other conversion impacts are more indirect, such as those that affect water quality and plant and animal life. In addition to adversely affecting the Regional Parks System's ability to deliver service, removal of lands for non-recreation open space uses also sets a bad precedent.

#### *Restrictive covenants:*

The Metropolitan Council requires that a restrictive covenant ~~must~~ be recorded on all land that has been acquired for the Regional Parks System using regional funds. The restrictive covenant ensures the parkland is used in perpetuity for Regional Parks System purposes and ensures that there is no sale, lease, mortgage of the parkland or other conveyance, restriction or encumbrance filed against the property unless the Council approves the action in writing and the Council's approval is recorded against the parkland.

The only restrictive covenant amendments approved by the Council in which no land was exchanged were for small strips of land needed for public highway improvements. The land was needed to make roads safer and there was no alternative. These projects also improved access to the adjacent Regional Parks System unit.

### **System Protection – Strategy 3: Reimbursement for contamination**

#### ***The Council will reimburse regional park implementing agencies for contamination cleanup under certain conditions.***

The Council will consider using Regional Parks System funds for soil contamination cleanup (remediation) or capping abandoned wells that have contaminated their groundwater aquifer on Regional Parks System land.

1 *For lands already under regional park implementing agency control:*

2 A regional park implementing agency may use its share of regional park capital improvement funds for  
3 financing soil contamination remediation or capping abandoned wells that have contaminated their  
4 ground-water aquifer on regional park land if the following conditions are met:

- 5 • The land is already under ownership or control of a regional park implementing agency through  
6 a joint powers agreement or lease, and was acquired or was under the regional park  
7 implementing agency's control before Phase 1 environmental assessments were required.
- 8 • The land is essential to make the regional park or trail function as intended according to a  
9 Council-approved master plan, and no reasonable alternative exists to relocate the park or trail  
10 facilities elsewhere.
- 11 • The park or trail is essential in contributing to strengthening neighborhood livability consistent  
12 with *Thrive MSP 2040*.
- 13 • The cost of cleanup does not qualify for federal or state soil contamination cleanup funds or  
14 abandoned well-capping funds from any other program, or funding has been denied.
- 15 • The regional park implementing agency has an agreement with the party that will  
16 remediate/clean up the contamination or cap an abandoned well that absolves the regional park  
17 implementing agency from any future liability of pollution caused by the contaminated soil or  
18 contaminated groundwater.

19 *For lands proposed to be acquired by a regional park implementing agency:*

20 A regional park implementing agency may request a Park Acquisition Opportunity Fund grant to  
21 partially finance soil contamination cleanup (remediation) or capping abandoned wells that have  
22 contaminated their ~~ground-water~~groundwater aquifer on land that is proposed for acquisition. [See the  
23 Program Guide for further](#)More detailed information- [about eligible costs and procedures will be in the  
24 Regional Parks System sub-recipient administrative guide to be developed in 2019.](#)

25 **System Protection – Strategy 4: Environmental Site Assessments**

26 ***Environment Site Assessments must be conducted for land that may be contaminated  
27 or may have abandoned wells prior to seeking regional parks funding for acquisition.***

28 Regional park implementing agencies must conduct Phase 1 Environmental Site Assessments on land  
29 that is suspected to be contaminated or land suspected to have abandoned wells as part its due  
30 diligence process for land acquisition. The Phase 1 Environmental Site Assessment will determine the  
31 likelihood of soil contamination or abandoned wells, including the likelihood of contaminated  
32 groundwater aquifers. The findings of the site assessments should be included in the grant request  
33 submitted to the Council. If the results of the Phase 1 Site Assessment identify a need for further  
34 investigation, it may be necessary for the park implementing agency to proceed to a Phase 2  
35 Environmental Site Assessment.

36 The costs of the Phase 1 and Phase 2 Environmental Site Assessments are eligible for reimbursement  
37 as an acquisition cost. [For more](#)More detailed information about [eligibility and associated](#)

~~acquisition eligible costs, see and procedures will be in the Park Acquisition Opportunity Fund section of the Program Guide. Regional Parks System sub-recipient administrative guide to be developed in 2019.~~

Prior to the Council determining whether the contaminated land, including lands with abandoned wells, should be part of the regional park or trail corridor, the Council will make findings of fact regarding the following factors:

- The likelihood and extent of the contamination
- Whether the land is essential to make the regional park or trail function as intended according to a Council-approved master plan and the existence of a reasonable alternative to relocate the park or trail facilities elsewhere
- Whether responsible parties have been identified who will remediate the site
- Whether the estimated costs to clean up the contamination or cap the abandoned well(s) outweigh the need versus the recreational, economic, and social benefits the regional park or trail would provide

If the Council concludes that the land should be added to the Regional Parks System, it does not guarantee that the contamination remediation will be funded through the Regional Parks System funding.

### **System Protection – Strategy 5: Telecommunication towers**

***Telecommunication towers will only be allowed in regional parks or reserves if there is no alternative site and if mitigation efforts are made to minimize the impact on Regional Parks System lands and users.***

The growth in wireless cellular and broadband systems and implementation of the regional public safety radio system has resulted in requests that Regional Parks System land be leased for antenna towers or that towers be located on or near Regional Parks System lands. Each of these radio frequency communication systems relies on a grid placement of towers. Co-location of antennas on fewer towers is not always possible, however, because the size of a particular grid varies from one system to another. In addition, co-location of antennas on one tower may not be possible if it causes frequency interference between the antennas. Federal laws allow local governments to regulate the placement of towers as long as there is no ban preventing reasonable market access for that communication system.

Antenna towers for telecommunication services and the regional public safety radio system are generally prohibited on lands within the Council-approved master plan boundaries of a Regional Parks System unit unless:

- The communication system is not able to function without placement of the tower on Regional Parks System land. All other alternatives must be considered for placement within the grid in order to avoid placing any tower on Regional Parks System land. The communication service provider must demonstrate that this criterion is satisfied in requesting approval by the Council and regional park implementing agency to place a tower on Regional Parks System land. The only exception to this condition is that a tower for the Metropolitan Emergency Radio System may be placed on Regional Parks System land even if it could be placed on private land instead, upon meeting the following mitigation conditions:

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- 1           ○ If there is no feasible alternative to placing the tower on park land, the tower's impact on  
2           the Regional Parks System land must be minimized.
- 3           ○ The tower must be screened from view of regional park/trail users as much as possible  
4           through tower placement and design features agreed to by the regional park  
5           implementing agency.
- 6           ○ The tower must be located on land that has already undergone regional park or trail  
7           development and is accessible through the existing park road system. Land in park  
8           reserves or regional parks conserved for habitat restoration and interpretation must be  
9           avoided.
- 10          • Co-location of antennas on one tower is preferred over constructing several towers if co-location  
11          has less visual and other environmental impacts on Regional Parks System land. The only  
12          exception to this condition is if co-location would result in frequency interference between  
13          antennas.
- 14          • Payments for placing telecommunication towers in regional parks or park reserves should be  
15          dedicated to the regional park implementing agency that owns the land for acquisition,  
16          redevelopment, development, or [operations/operation](#) and maintenance of its Regional Parks  
17          System units.

18 Regional park implementing agencies must submit a master plan amendment to the Council for review  
19 that proposes a tower placement. The master plan amendment should state how the conditions listed  
20 above have been met. The Metropolitan Parks and Open Space Commission and the Council will then  
21 review the master plan amendment for consistency with the conditions of this policy and either approve,  
22 modify, or reject the master plan amendment.

23 If the land for the tower's location has a restrictive covenant on it (required for land acquired with  
24 regional funds), the regional park implementing agency shall amend the covenant to recognize the  
25 temporary use of the tower with any conditions required for the tower's lease and submit the amended  
26 covenant to the Council as part of the master plan amendment.

27 The Council will consider the master plan amendment and the restrictive covenant amendment  
28 concurrently and either approve or disapprove them, based on whether the tower will negatively affect  
29 the Regional Parks System unit. If a regional park implementing agency believes that a tower should  
30 not be placed on Regional Parks System land because the tower could not meet the conditions of this  
31 policy, the regional park implementing agency has the authority to deny the application.

32 Tower placement on Regional Parks System land shall be considered a temporary non-recreation use.  
33 As stated previously, any lease revenues for the tower easement must be used by the regional park  
34 implementing agency to further the acquisition, redevelopment, development, or [operations/operation](#)  
35 [and](#) maintenance of that regional park implementing agency's portion of the Regional Parks System.  
36 The regional park implementing agency must report the annual lease revenues to the Council and how  
37 the revenues were spent if they exceed \$2,500 per year. Regional park implementing agencies are  
38 encouraged to charge "at cost" fees for public safety radio equipment on towers located on Regional  
39 Parks System land.

1 **System Protection – Strategy 6: Placement of ~~wastewater facilities~~utilities**

2 ***Regional wastewater infrastructure and other utilities on Regional Parks System lands***  
3 ***should be placed in ways that minimize negative ~~impact~~impacts on the regional park, its***  
4 ***facilities, and its users.***

5 To provide sanitary sewer services to Regional Parks System facilities and/or to implement the regional  
6 wastewater system plan, the Council’s Environmental Services Division will work cooperatively with  
7 regional park implementing agencies to locate regional wastewater conveyance facilities on Regional  
8 Parks System lands in a manner that minimizes the impact on existing and planned park system  
9 facilities and natural resources.

10 If the Council is maintaining regional wastewater infrastructure on existing Regional Parks System land  
11 without an easement, the Council shall have the option to negotiate the terms of an easement. For new  
12 Regional Parks System facilities, the Council reserves the option to include an easement for a future  
13 regional wastewater infrastructure as a condition of a Council grant used to acquire land, provided that  
14 the conveyance is consistent with the Council-approved master plan. ~~If the Council requires an~~  
15 ~~easement for a future regional wastewater infrastructure as a condition of its park acquisition grant, the~~  
16 ~~Council will fairly compensate the regional park implementing agency. For wastewater infrastructure~~  
17 ~~located in existing Regional Parks System facilities, the Council shall have the option to purchase an~~  
18 ~~easement or a license.~~

19 To distribute electricity, natural gas, oil ~~and~~, drinking water, and other utilities, it may be necessary to  
20 place underground conduits/pipes or aboveground transmission poles/towers on Regional Parks  
21 System lands. Such utilities may be needed to serve visitors at that Regional Parks System unit, and to  
22 serve other land. Regional park implementing agencies should collaborate with the utility provider to  
23 determine where these utilities should be placed that minimizes impacts on the Regional Parks System  
24 unit’s natural resources and on its existing and future recreation and visitor support facilities, while  
25 providing reasonable access to the utility line for repair and maintenance.

26 Regional park implementing agencies may either sell or grant an easement or a license to the utility  
27 provider that specifies where the utility may be located, conditions for access to the utility, how impacts  
28 to the park by placement, repair or relocation of the utility will be mitigated and any time limit on the  
29 easement or permit. The utility provider may have to pay for the easement or permit based on the  
30 benefit the utility provides to the Regional Parks System unit.



1 **Chapter Seven: Recreation Activities and Facilities Policy and Strategies**

2 *Recreation Activities and Facilities Policy*

3 **Provide a regional system of recreation opportunities for all residents and visitors while**  
4 **conserving the integrity of the natural resource base within the Regional Parks System**  
5 **on which these opportunities depend.**

6 **Recreation Activities and Facilities – Strategy 1: Balance conservation and recreation**

7 *Activities in regional parks should balance the conservation and restoration of natural*  
8 *resources with the provision of recreational opportunities.*

9 [Minnesota Statutes, section 473.147](#) requires the Council to prepare a policy plan that “...shall identify  
10 generally the areas which should be acquired by a public agency to provide a system of regional  
11 recreation open space comprising park district, county and municipal facilities, which, together with  
12 state facilities, reasonably will meet the outdoor recreation needs of the people of the metropolitan area  
13 and shall establish priorities for acquisition and development.”

14 [Minnesota Statutes, section 473.121](#), subd. 14 defines regional recreation open space as “...land and  
15 water areas, or interests therein, and facilities determined by the Council to be of regional importance in  
16 providing for a balanced system of public outdoor recreation for the metropolitan area, including but not  
17 limited to park reserves, major linear parks and trails, large recreation parks, and conservatories, zoos,  
18 and other special use facilities.”

19 Based on the legislative direction and definition of “regional recreation open space,” activities and  
20 facilities in the Regional Parks System should meet the following criteria:

- 21 • Be tied to high-quality natural resources and to the balanced distribution of these resources  
22 around the area-
- 23 • Require land acreage to serve a regional scale audience
- 24 • Avoid or minimize adverse environmental effects and restore and enhance environmental  
25 quality
- 26 • Be compatible with the other uses and activities, minimizing user conflicts and preserving user  
27 experiences. ~~These – these~~ uses should be consistent with current master plan or other  
28 regional park implementing agency policy board decisions.
- 29 • Help conserve, enhance, and/or restore the natural-resource base while balancing user access  
30 through facility development-
- 31 • Remove or reduce barriers that prevent use of the regional system such as safety and access  
32 concerns, cost, transportation, and lack of information about programming and facilities-
- 33 • Meet the changing recreational preferences to increase use of the Regional Parks System by all  
34 the residents of the region, across [age](#), race, ethnicity, income, [national origin](#), and ability-

## Chapter Seven: Recreation Activities and Facilities Policy and Strategies

1 The above criteria provide a framework to ensure the Regional ~~Park~~Parks System can remain  
2 responsive to changing recreational needs while protecting the underlying character of each unit's  
3 natural environment.

4 The following activities meet the above criteria and have served as the base of the Regional Parks  
5 System's activities since its inception in the early 1970's:

Boating	Horseback riding
Bicycling	Nature appreciation
Camping	Picnicking
Cross country skiing	Snowshoeing
Cultural or historical interpretation	Snowmobiling (in some cases)
Fishing	Swimming
Hiking/walking/trail running	Wildlife viewing

6

7 This list of activities describes primary activities of the regional parks system. Secondary or support  
8 activities and/or facilities should complement the primary use. Support facilities could serve specific  
9 users and communities, ~~augmenting~~enhancing the desirability of the primary facility. Water-based  
10 facilities are an example of this relationship. Swimming is a primary activity in the ~~regional parks~~  
11 ~~system-~~Regional Parks System. Development of a water feature support facility could meet a targeted  
12 need while, if planned, designed, and implemented well, maintain the integrity of the system. ~~Further~~  
13 ~~study and development of performance criteria to encourage both innovation and preservation of~~  
14 ~~character is an ongoing commitment by~~The Metropolitan Council ~~staff in coordination will further study~~  
15 ~~and develop~~ with ~~input from regional~~ park ~~implementing~~ agencies, other partners, and stakeholders-  
16 ~~performance criteria for secondary or support activities. This work should encourage innovation to meet~~  
17 ~~future emerging activity and facility needs while preserving the natural character of the system.~~

18 The regional activities listed above tend to require large tracts of land, or land endowed with unique  
19 natural resources, or both. The land needs are easier to meet at the regional level than at the municipal  
20 level and the associated activities are more likely to be developed or provided at a regional level than  
21 by cities and townships.

22 When it was established in the 1970s, the Regional Parks System included several existing parks that  
23 had activities not currently considered appropriate for inclusion in the regional system. Many of these  
24 activities continue to operate legitimately today, such as ball diamonds and tennis courts, but they are  
25 not eligible for regional funding for improvement or expansion.

26 The regional park implementing agencies acquire land for the Regional Parks System with the intent  
27 that it may eventually be developed to provide for the recreational activities listed above. The list of  
28 activities above has served the regional system well over the last 40 years and has helped to fend off  
29 efforts to acquire and develop Regional Parks System lands for other ventures.

30 Regional park implementing agencies are responsible for the initial evaluation as to whether a new  
31 activity not included in this plan's list of primary activities can and should be accommodated in the  
32 Regional Parks System. When considering whether to accommodate a new activity, the regional park

## Chapter Seven: Recreation Activities and Facilities Policy and Strategies

1 implementing agency must first assess how well the proposed activity meets the criteria described  
2 above. To accommodate new recreation activities that meet these standards, the agency will need to  
3 assess whether to incorporate any needed physical changes to the Regional Parks System landscape,  
4 which requires a master plan amendment (see [Chapter 5: Planning Chapter 5– Strategy 1](#)). For  
5 example, mixing motorized and non-motorized trail uses, such as snowmobiling and hiking, requires  
6 appropriate trail design and possibly speed controls and signage to safely accommodate both uses.  
7 Regional park implementing agencies are encouraged to engage the public to develop solutions to any  
8 multi-use trail conflicts. In some instances, there may be no need for any physical change to the  
9 regional park or trail unit, but a change in visitor or park management rules or policies may be  
10 necessary, such as allowing off-leash dog use on a trail, for example. Such park and trail management  
11 issues should be resolved by the regional park implementing agency’s policy board after appropriate  
12 public input and consideration of how these management changes affect the regional [park’s systems](#)  
13 [park unit’s](#) environment, users, and the adjacent property.

14 [If including a new activity in the Regional Parks System requires physical changes or facility](#)  
15 [construction beyond adjustments to visitor or park management rules or policies, the regional park](#)  
16 [implementing agency shall pursue one of two paths: 1\) For a new activity or facility proposal not in the](#)  
17 [current Regional Parks System master plan, amend the unit master plan or 2\) \) For a new activity or](#)  
18 [facility proposal included in a master plan updated within the last three years, an implementing agency](#)  
19 [may seek Metropolitan Parks and Open Space Commission \(MPOSC\) and Metropolitan Council](#)  
20 [approval of the proposed design through a formal request including:](#)

- 21 • [Description of the request](#)
- 22 • [How request fits within the Regional Parks System and unit](#)
- 23 • [How request meets the above criteria for recreation activities and facilities](#)
- 24 • [Detailed development concept and schematic design](#)
- 25 • [Identification of conflicts and steps necessary for their resolution](#)
- 26 • [Community engagement](#)
- 27 • [Equity analysis](#)
- 28 • [Known opposition](#)

29 [MPOSC and the Council may approve the proposal, require improvements, or reject the proposal. If](#)  
30 [both MPOSC and the Council find the proposed new activity or facility consistent with the above criteria](#)  
31 [and Regional Parks System character, then the Council will approve the master plan/request without](#)  
32 [conditions. If either MPOSC or the Council finds the activity or facility incompatible with the above](#)  
33 [criteria and the character of the Regional Parks System, the Council may ask the regional park](#)  
34 [implementing agency to go back to modify or improve the approach or design. If both MPOSC and the](#)  
35 [Council ultimately deem a new activity or facility incompatible with the above criteria and the character](#)  
36 [of the Regional Parks System, then the Council reserves the right to exclude the activity or facility from](#)  
37 [regional funding, including calculations of the annual parks use estimates and the agency’s acreage](#)  
38 [total, similar to the treatment of incompatible facilities that pre-dated the Regional Parks System.](#)

39 There has been a demand for organized amateur athletic facilities that serve several municipalities or  
40 organized league play within a municipality. Municipal recreation departments and/or school districts  
41 provide these athletic field complexes. The Minnesota Amateur Sports Commission ([MASC](#)) is  
42 responsible for elevating the social and economic benefits of sports to enrich the lives of all

## Chapter Seven: Recreation Activities and Facilities Policy and Strategies

1 Minnesotans. Grants for such facilities go through the [MASC sports commission](#), not the Council. Such  
2 athletic field complexes do not require a high-quality natural-resource land base; they are easier to  
3 develop on formerly disturbed lands. As such, athletic field complexes are inappropriate for  
4 development on Regional Parks System lands. However, informal ball fields that can be used for a  
5 variety of pickup games are encouraged in the Regional Parks System. The concept of an informal ball  
6 field encourages recreational use in this manner, but is not intended for programmed or league sports,  
7 since those services are offered in other recreational settings.

8 Off-road vehicles (~~ORVs~~) are defined as all-terrain vehicles (ATVs), off-road motorcycles (~~ORMs~~) and  
9 four-wheel-drive vehicles being used off designated roads. For this *2040 Regional Parks Policy Plan*,  
10 snowmobiles are not considered to be [ORVs-off-road vehicles](#). Snowmobiles have been permitted on  
11 regional trails and in some regional parks when local ordinances and the regional park implementing  
12 agency have authorized such use. Local units of government in the rural areas of the region also work  
13 with the Minnesota Department of Natural Resources and snowmobile clubs to provide rights-of-way for  
14 snowmobile trails that link to other trails outside the region. The Council acknowledges that the  
15 Minnesota Department of Natural Resources (DNR) has statutory authority under Minnesota Statutes,  
16 section 84.03 to provide for regulated use of off-road vehicles through its management of several  
17 legislatively dedicated accounts that contain license receipts and a portion of Minnesota gas tax  
18 revenues from the use of these vehicles. Siting and managing an off-road vehicle use area in the region  
19 that doesn't adversely affect nearby land uses and natural resources will require cooperation between  
20 the affected local unit of government and the DNR. Regional park implementing agencies may  
21 participate in siting an off-road vehicle use area, but the lead responsibility for siting and funding the  
22 area will be provided by the DNR under the authority it is granted in statute.

23 Regional park concessioners may operate within the Regional Parks System if the appropriate  
24 approvals from the regional park implementing agency have been obtained, as each agency may have  
25 different policies and procedures in place. Concessioners must provide park related amenities and  
26 services to park visitors without negatively impacting the natural resources of the regional park.  
27 Regional park implementing agencies must contact the Council to determine whether a master plan  
28 amendment is required to accommodate the concessioners.

29 ~~In summary, the initial decision as to whether a new activity can and should be accommodated is~~  
30 ~~determined by the regional park implementing agency responsible for the regional park, park reserve,~~  
31 ~~special recreation feature, and regional trail. The Council will become involved if the regional park~~  
32 ~~implementing agency decides it would like to accommodate a new activity, but the Council deems the~~  
33 ~~use incompatible with the nature-based system or finds that a master plan amendment is necessary~~  
34 ~~before the new activity can be accommodated.~~

35 [Regional parks, park reserves, and special features may contain enterprise-fund recreation facilities](#)  
36 [that are compatible with the natural-resource base of the unit and do not conflict with the primary](#)  
37 [recreation uses of the park unit. Enterprise-fund recreation facilities include any facility that is expected](#)  
38 [to generate sufficient revenues to pay its own costs, such as golf courses, downhill ski areas, and water](#)  
39 [parks. These facilities are not eligible for regional park funds from the Council because enterprise-fund](#)  
40 [recreation facilities are expected to raise money for their development and operation in the same way](#)  
41 [as their private sector counterparts.](#)

1 **Recreation Activities and Facilities – Strategy 2: Range of recreation opportunities**

2 *The Regional Parks System provides a range of outdoor recreation opportunities, from*  
3 *developed to rustic. Regional park implementing agencies should focus heavy*  
4 *recreational use in the more developed parts of the system and lower impact uses in the*  
5 *more natural parts of the system.*

6 The Regional Parks System offers a range of recreational opportunities that support a wide array of  
7 user experiences from active pursuits like bicycling and swimming to more passive activities like bird  
8 watching and nature study. The residents of the region are best served when the individual units that  
9 make up the system play to their strengths rather than trying to be all things to all people. As part of the  
10 upcoming system addition discussion that will commence in 2019, the Council will work with the 10  
11 regional park implementing agencies and other stakeholders to explore the potential benefits of a  
12 classification system to help ensure the region meet the evolving needs of the residents while  
13 continuing to conserve the natural resources that serve as the foundation of the system. A classification  
14 system would help differentiate the Regional Parks System units by more clearly articulating how  
15 different units provide different kinds of amenities and opportunities, ranging from more natural  
16 experiences to more developed and programmed parks. This richer understanding of the variation  
17 available should optimize the recreational options available to the residents of the region and the  
18 advantages of having a truly regional system.

19 Facilities that attract many users require large capacity roads and connection to a municipal sewage  
20 treatment system. These facilities should be confined to regional parks and park reserves located in the  
21 region’s Metropolitan Urban Service Area, as defined in Chapter 1, unless the demands for heavily  
22 used services cannot be adequately met at Regional Parks System units in those areas. If facilities  
23 need to be developed in the Rural Service Area, the master plan should justify facilities that will attract  
24 large numbers of users and indicate how support services and facilities, such as roads and sewers, will  
25 be provided.

26 Many regional parks and park reserves are located in the Rural Service Area because undeveloped  
27 high-quality natural resources, a major criterion for determining lands that are appropriate for the  
28 Regional Parks System, are more common in the less developed parts of the region. Many of the rural  
29 park reserves were existing parks that were designated as regional recreation open space when the  
30 Regional Parks System was established in 1974. In order to build up a large recreational land reserve  
31 to be used for future population growth, the Regional Parks System has acquired land in the Rural  
32 Service Area.

33 Much of the demand for recreational facilities, especially those that attract large numbers of users, can  
34 be adequately accommodated at properties in the Metropolitan Urban Service Area. Some activities,  
35 such as nature study, camping, and water recreation, are more likely at parks or park reserves located  
36 in the Rural Service Area. Intense developments at parks and park reserves in the Rural Service Area  
37 should be the exception rather than the rule and should be considered on a project by project basis.  
38 Developments intended to enhance the protection and preservation of natural resources, whether in the  
39 Metropolitan Urban Service Area or the Rural Service Area, advance the strong conservation role of the  
40 Regional Parks System, particularly park reserves.

1 **Recreation Activities and Facilities – Strategy 3: Equitable use**

2 ***Promote***Strengthen equitable use of regional parks and trails by all our region's  
3 ***residents, such as across age, race, ethnicity, income, national origin, and ability.***

4 The regional park implementing agencies provide outstanding facilities, amenities, staffing, and  
5 programming to offer a welcoming environment. Activities hosted within the Regional Parks System  
6 include a breadth of opportunities for visitors, such as movies and music in the park, day camps,  
7 festivals, nature programming, among others. The benefits of park use are numerous, including  
8 improvements to physical health, well-being, learning, family bonding, and community building, inspiring  
9 a legacy of stewardship that strengthens friendships, families, health, and spirit. All residents should  
10 have the opportunity to enjoy the bountiful resources the Regional Parks System provides.

11 The regional park implementing agencies should act to remove or reduce barriers which prevent use of  
12 the regional system. Barriers may include safety concerns, cost, transportation, and lack of information  
13 about programming and facilities. If needed, new facilities and/or programs (including marketing  
14 programs) should be designed to increase use of the Regional Parks System by all the residents of the  
15 region, across age, race, ethnicity, income, national origin, and ability.

16 The Regional Parks System has been designed and developed to provide outdoor recreation  
17 opportunities for all the residents of the arearegion, with facilities and services geared to meet the  
18 demands and abilities of the general population. To accommodate people of all abilities, regional park  
19 implementing agencies should construct facilities using universal design principles, to ensure  
20 reasonable access. The Americans with Disabilities Act (ADA), passed by the U.S. Congress in 1990,  
21 has created specific requirements for development and rehabilitation projects in the Regional Parks  
22 System. All new projects and updated master plans for the system include ADA review. Regional park  
23 implementing agencies should use U.S. Access Board's *Final Guidelines for Outdoor Developed Areas*  
24 as a minimum standard of accessibility on all new or substantially altered capital projects within the  
25 Regional Parks System. Additionally, regional park implementing agencies are encouraged to provide  
26 participants with physical disabilities similar park and trail experiences through better design, accessible  
27 facilities, and adaptive programs.

28 Findings from the 2016 Regional Parks Visitor Study found that the relative proportion of visits from  
29 people of color to the Regional Parks System increased since the 2008 study. However, more work  
30 remains and the Council and regional park implementing agencies are committed to continue  
31 increasing the equitable use of system.

32 In 2014, the Council released its research findings on Regional Parks System use among select  
33 communities of color. The Council held 16 focus groups throughout the metropolitan region to assess  
34 recreational preferences, barriers to recreation participation, and suggestions to enhance participation.  
35 In sum, 263 individuals participated in the focus groups and self-reported diverse racial, ethnic, and  
36 cultural backgrounds. Study findings revealed the most preferred outdoor recreational activities  
37 included walking, picnicking or barbecuing, and playground use. In terms of barriers to using the  
38 Regional Parks System, the most frequently identified barriers were lack of awareness, available time,  
39 fear or safety concerns, language barriers, and weather. Focus group participants identified key  
40 suggestions to enhance park use, including:

## Chapter Seven: Recreation Activities and Facilities Policy and Strategies

- 1 • Increasing awareness
- 2 • Addressing safety
- 3 • Enhancing capacity of gathering spaces
- 4 • Creating a regional park ambassador program
- 5 • Increasing and diversifying programming
- 6 • Providing more events in regional parks
- 7 • [Creating a welcoming environment](#)

8 In addition to the study noted above, the Council invited feedback from around the region to identify  
9 strategies that would have the greatest impact on strengthening equitable use of the Regional Parks  
10 System. Based on the insights provided by more than 400 individuals, the Council identified and began  
11 to implement a suite of strategies to enhance equitable use.

12 In 2017-2018, the Council conducted additional community engagement to inform this *2040 Regional*  
13 *Parks Policy Plan* update. Engagement included a) follow up conversations with [nine](#) equity advocates  
14 and park partners who informed the plan in 2014, b) focus groups with a total of 67 individuals from  
15 communities underrepresented in regional parks, and c) surveys of 92 current parks visitors. Findings  
16 from the focus groups and surveys support findings on preferred activities from the 2014 study and  
17 provide additional information to inform policies on recreational activities and spending priorities.  
18 Walking remains the most frequently mentioned favorite activity for both groups. Notably, hiking/trails,  
19 camping, and dog walking were rarely mentioned by focus group members—the group from  
20 underrepresented communities—who more frequently named a desire for water activities, child-friendly  
21 spaces, playgrounds, family gathering and organized play spaces, and promotions and discounts to  
22 attract users.

23 Findings from 2017-2018 community engagement informed staff and policymaker review of the suite of  
24 strategies to enhance equitable use. Findings were also incorporated in an updated list of strategies,  
25 highlighted below. Each bulleted item is further described in the Finance Chapter 8 section that follows.  
26 To summarize, to enhance equitable usage of the Regional [ParkParks](#) System, the Council will:

- 27 • Create a [Park-Equity set-aside competitive equity](#) grant program for capital projects before the  
28 end of 2019, specifically targeted toward projects that would enhance equitable usage of the  
29 Regional Parks System.
- 30 • Continue working together with regional park implementing agencies to achieve the Parks and  
31 Trails Legacy Plan's intent to "connect people to the outdoors" ["\\_"](#)
- 32 • Work with regional park implementing agencies to understand and document how funding  
33 requests advance equitable usage.
- 34 • Conduct studies to inform Regional Parks System planning and management. [Such efforts will](#)  
35 [include, including:](#)
  - 36 ○ A region-wide visitor survey every five years to monitor changes in Regional Parks  
37 System use with the next Visitors Study in 2020.
  - 38 ○ Targeted studies to better understand and provide for the outdoor recreational needs  
39 and preferences across social classes, age groups, racial, ethnic, and educational  
40 backgrounds, and ability status.

- 1 • Continue implementation of the Regional Parks System ambassador program to assist with  
2 expanding awareness of the Regional Parks System and bring parks to the people.
- 3 • Continue and expand convening stakeholder meetings with regional park implementing  
4 agencies, partners, community-based organizations, and advocacy groups to enhance  
5 knowledge and continuous improvement:
  - 6 ○ Information shared will be systematically collected and shared electronically
- 7 • Require regional park implementing agencies to incorporate a public engagement process that  
8 includes involvement from individuals representing diverse ages, races, ethnicities, classes,  
9 ages, incomes, national origins, and abilities, and national origin when developing or amending  
10 master plans for regional parks or regional trails:
  - 11 ○ To that end, the Council will provide technical assistance and capacity-building.
- 12 • Encourage regional park and trail design that meets changing recreational preferences.  
13 Examples of recreational preferences include, including:
  - 14 ○ Amenities suited for the aging population and those with limited mobility.
  - 15 ○ Provide free-of-charge picnic areas that accommodate mid-sized groups (for example,  
16 15-25 people).
  - 17 ○ Clustering of amenities for multigenerational family gatherings.
  - 18 ○ Informal ball fields for pick-up games.
  - 19 ○ Playgrounds, restrooms and water activities suitable for families with small children.

## 20 Recreation Activities and Facilities – Strategy 4: Trail System Coordination

### 21 *Bicycle and pedestrian facilities should be coordinated between the Regional Parks* 22 *System and the transportation system.*

23 Safe, high-quality, continuous, barrier-free bicycle and pedestrian facilities shall be developed,  
24 maintained, and improved to function as integral parts of the Regional Parks System and transportation  
25 system. The Council is responsible for planning regional transportation, including bicycle transportation  
26 facilities. Since many regional trails also serve as commuter bikeways, it is important that Regional  
27 Parks and transportation planners work together when developing trail and transportation plans.

28 A comprehensive network of trails and bikeways that serve both recreation and transportation needs is  
29 desirable. This network should link state, regional, county and local trails, and should be integrated with  
30 other transportation modes and networks, including the transit system.

31 Regional trails are primarily multi-use recreation trails. They may be used for walking in small or large  
32 groups, jogging, bicycling, and for other wheeled, human-powered activities (e.g., skateboards, in-line  
33 skates, roller skis). Most regional trails should be developed so they are off or away from roadways.  
34 However, in some instances it may be necessary for a short stretch of trail to be on, or adjacent to, a  
35 road to bypass natural or artificial barriers or private property.

36 Regional trails will primarily consist of these types of facilities:



- 1 • Roadway-separated, independent trails include trails that run along abandoned railroad  
2 corridors, or utility or private easements, and exist in their own independent rights-of-way.  
3 [These – these](#) trails are also known as the Regional Parks System’s Destination Trails.
- 4 • Road-adjacent, multiple-use trails that run along and are adjacent to public roadways, but not on  
5 the roadway itself. In urban areas these would be above the street curb. [These – these](#) trails are  
6 also known as the Regional Parks System’s Linking Trails.
- 7 • Occasional on-road protected bikeways designed exclusively for bicycles along streets, below  
8 the curb and separated by a barrier from vehicle traffic. [These – these](#) trails are also known as  
9 the Regional Parks System’s Linking Trails.

10 With respect to bicycling, regional trails serve:

- 11 • Pre-teen bicyclists who are often accompanied by a parent and need access to local schools,  
12 libraries, recreation facilities, shopping, and neighborhoods. These bicyclists have a strong  
13 preference for separation from motor vehicles on protected bikeways and trails.
- 14 • Adult and teenage bicyclists who may ride regularly for transportation but prefer comfortable  
15 access by a direct route on lower-speed or low-traffic streets. These bicyclists are more  
16 comfortable on designated bikeways such as roadway-adjacent or independent trails.
- 17 • Bicyclists who are willing to travel along most roadways but prefer the more natural  
18 surroundings that regional trails can offer. They value direct access to destinations and can ride  
19 at higher speeds than average cyclists. This group will often rely on roads for transportation but  
20 will use trails when they are direct and enjoyable.
- 21 • Highly experienced bicyclists who want direct access to destinations at maximum speed with  
22 minimum delays. These bicyclists primarily rely on the road system for routes, and value using  
23 roads like other vehicles for commuting, but occasionally enjoy independent trails if they are  
24 relatively continuous and not overly crowded.

25 *Minnesota Rules Chapter 8820* apply to a regional trail project if the implementing agency receives  
26 [State](#) or [Federal Transportation](#) funding. This rule requires that specific  
27 design standards be used, including variables such as design speed and expected users. When  
28 regional trails pass through a regional park, recreational standards should be given higher priority due  
29 to the natural and recreational context. Implementing [Agencies](#) should examine each situation  
30 carefully, identify potential conflicts between recreational and transportation needs, and engage  
31 interested stakeholders, including transportation planners and the larger community to come to a  
32 common solution.

### 33 *Regional Bicycle Transportation Network*

34 The Regional Bicycle Transportation Network (RBTN), established in the *2040 Transportation Policy*  
35 *Plan*, is intended to serve as a “backbone” arterial network for accommodating daily bicycle  
36 transportation needs by establishing an integrated and seamless network of on-street bikeways and off-  
37 road trails. The network prioritizes corridors and alignments for regional planning and transportation  
38 investment. Cities, counties, park agencies and the state are encouraged to plan and implement future  
39 bikeways and trails in support of the RBTN vision.

1 The RBTN is based on a *Regional Bicycle System Study* analysis and prioritization of potential bicycle  
2 corridors. The study incorporated factors such as bicycle trip demand, network connectivity, social  
3 equity, population density, regional job centers, major destinations (including highly-visited [Regional  
4 Parksregional parks](#)), and connections to transit. RBTN alignments are defined where there are existing  
5 or planned bikeways, or a consensus of which roadways and planned trails would most effectively meet  
6 the regional corridor’s intent. RBTN corridors are named where alignments have not yet been identified.  
7 The presence of corridors allows for local bike plans to determine an effective alignment that follows the  
8 corridor’s orientation and uses on-street bikeways and off-road trails to achieve an efficient facility  
9 route. Tier 1 corridors and alignments (highest priority) are planned in locations where they can attract  
10 the most riders and most effectively enhance mode choice in favor of biking, walking, and transit over  
11 driving alone.

12 Figure [47-1](#) shows the Regional Bicycle Transportation Network.

13 Many regional trails are included in the RBTN, such as the Cedar Lake, Samuel Morgan, Lake  
14 Minnetonka, and Bruce Vento Regional Trails. Figure [47-2](#) shows regional trails and the Regional  
15 Bicycle Transportation Network together to illustrate the overlap between bicycle recreation and bicycle  
16 transportation networks.

17 A more integrated and collaborative approach to regional trails and bicycle transportation planning is  
18 needed by the Council and its agency partners. Council staff will work to define opportunities for  
19 increased collaboration involving transportation and parks agency bicycle professionals and  
20 stakeholders and will incorporate those opportunities into future planning and implementation activities  
21 of the RBTN and regional trails networks.

22 Developers of trails that are included in both networks may need to resolve competing considerations  
23 such as design speed, needs of expected users, or protection of natural features.

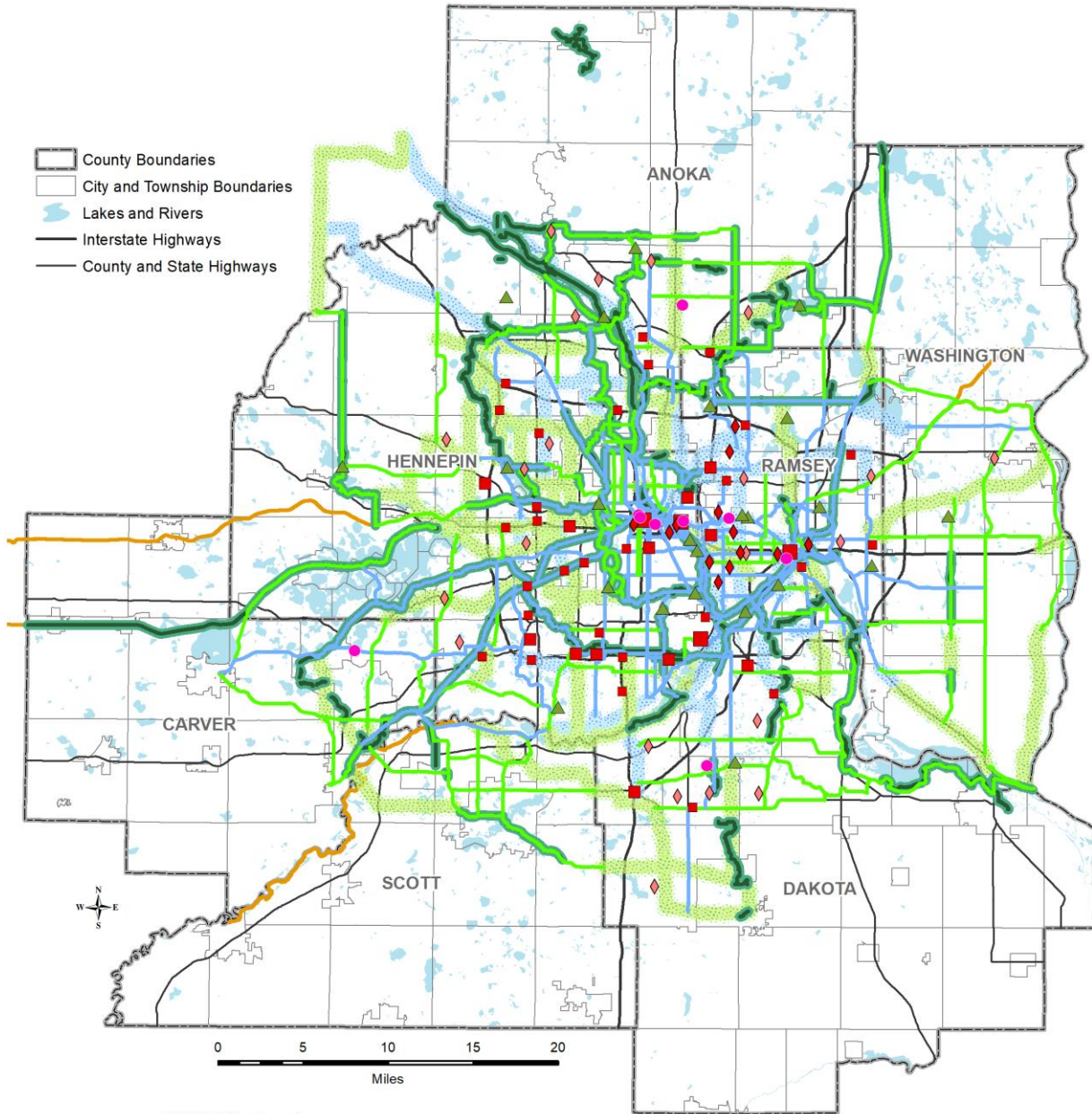
24 For more information on the Regional Bicycle Transportation Network, please refer to the *2040  
25 Transportation Policy Plan* updated in 2018.

### 26 [Relationship to Other Technical Guidance](#)

27 The *2040 Regional Parks Policy Plan* should be used in conjunction with the current versions of the  
28 *MnDOT Bikeway Facility Design Manual* and DNR’s *Trail Planning, Design, and Development  
29 Guidelines*.

30

1 *Figure 7-1 Regional Bicycle Transportation Network Vision Designations*



**RBTN Alignments**

- Tier 1
- Tier 2

**RBTN Corridors**

- Tier 1
- Tier 2

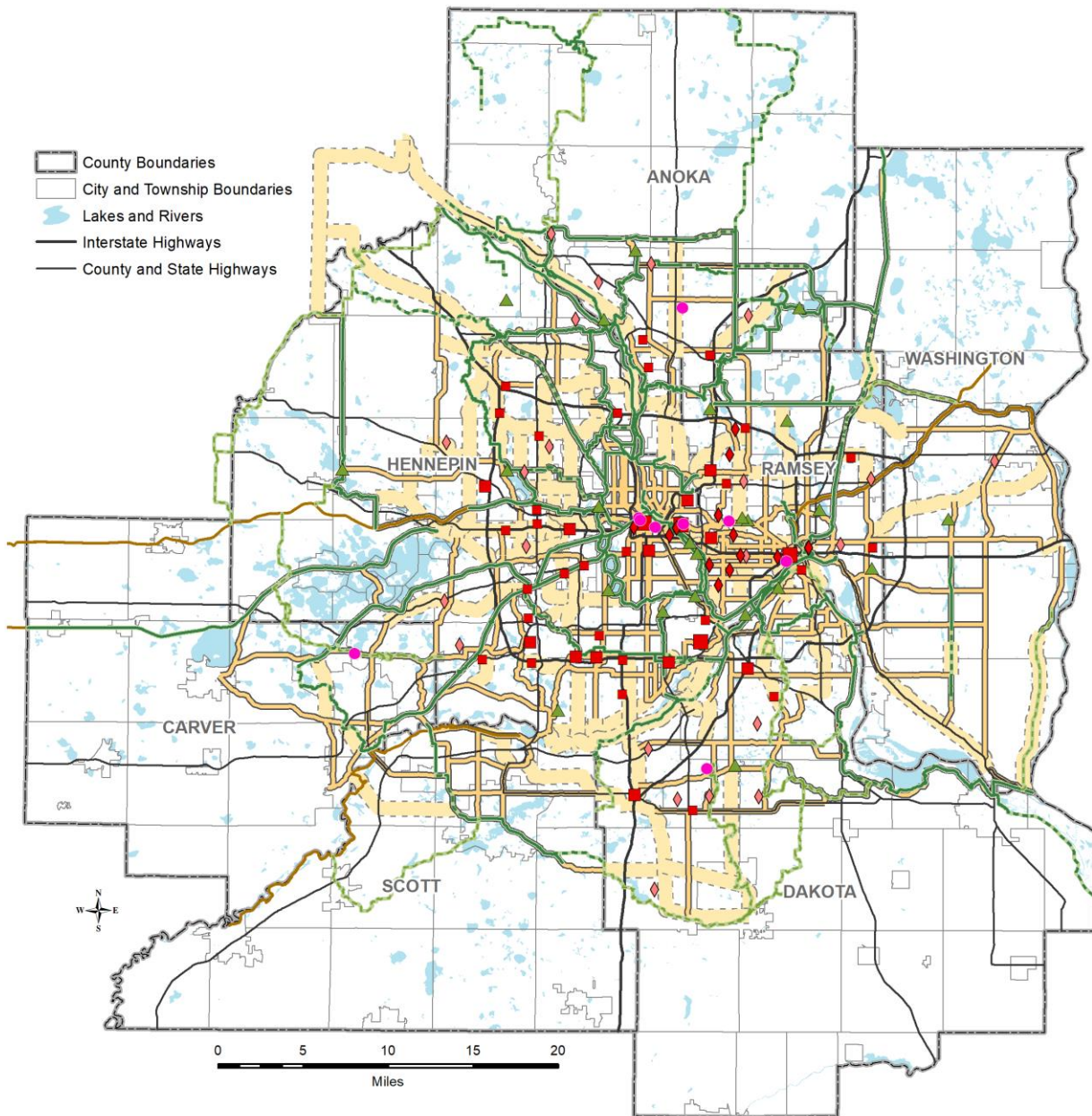
**Other Trail Systems**

- Regional Trails (Open to the Public)
- RBTN Tier 1 Alignments on Regional Trails
- RBTN Tier 2 Alignments on Regional Trails
- State Trails (DNR)

**Regional Destinations**

- Metropolitan Job Centers (>50,000 jobs)
- Regional Job Centers (15,000 to 50,000 jobs)
- Subregional Job Centers (7,000 to 15,000 jobs)
- ◆ Colleges & Universities
- ◆ Large High Schools (>2,000 students)
- Major Sport & Entertainment Centers
- ▲ Highly Visited Regional Parks (>400,000 visits/year)

1 *Figure 7-2 Regional Bicycle Transportation Network and Regional Trail System*



- RBTN Alignments
- RBTN Corridors (Alignments Undefined)
- Other Trail Systems**
- Regional Trails (Open to the Public)
- Regional Trails (Not Open to the Public)
- Planned Regional Trails (Not Open to the Public)
- State Trails (DNR)

**Regional Destinations**

- Metropolitan Job Centers (>50,000 jobs)
- Regional Job Centers (15,000 to 50,000 jobs)
- Subregional Job Centers (7,000 to 15,000 jobs)
- ◆ Colleges & Universities
- ◆ Large High Schools (>2,000 students)
- Major Sport & Entertainment Centers
- ▲ Highly Visited Regional Parks (>400,000 visits/year)

2

1 **Chapter Eight: Finance Policy and Strategies**

2 *Finance Policy*

3 **Provide adequate and equitable funding for the Regional Parks System units and**  
4 **facilities in a manner that provides the greatest possible benefits to the people of**  
5 **the region.**

6 Minnesota Statutes, section 473.315 authorizes the Council, with the advice of the Metropolitan  
7 Parks and Open Space Commission, to make grants from any funds available to it to the  
8 regional park implementing agencies to cover the cost, or any portion of the cost, of acquiring  
9 and developing the Regional Parks System in accordance with the parks policy plan.

10 **Finance – Strategy 1: Limited distribution of funds**

11 *Funds will be granted only to regional park implementing agencies.*

12 Any funds provided by or through the Council for the Regional Parks System will be granted  
13 only to regional park implementing agencies for projects consistent with Council-approved  
14 master plans, capital improvement programs, or state law. As previously noted in Chapter 2,  
15 and defined by Minnesota Statutes, section 473.351, the regional park implementing agencies  
16 are:

- 17 • Anoka County
- 18 • City of Bloomington
- 19 • Carver County
- 20 • Dakota County
- 21 • Minneapolis Park and Recreation Board
- 22 • Ramsey County
- 23 • City of Saint Paul
- 24 • Scott County
- 25 • Three Rivers Park District
- 26 • Washington County

27 **Finance – Strategy 2: Uses of bond funds**

28 *Bond funds are used for acquisition, development, redevelopment, and natural*  
29 *resource restoration within Regional Parks System units.*

30 Minnesota Statutes, section 473.147, subd. 1, requires the Council – after consultation with the  
31 Metropolitan Parks and Open Space Commission, municipalities, park districts and counties in  
32 the metropolitan area – to prepare and adopt a system policy plan for regional recreation open  
33 space as part of the Council’s development guide. The law also requires the Council to include

## Chapter Eight: Finance Policy and Strategies

1 a five-year capital improvement program plan in the parks policy plan, which should be revised  
2 periodically, and to establish criteria and priorities for allocating funds from the capital  
3 improvement program – referred to as the “Regional Parks CIP.”

4 Development in Regional Parks System units should be based on the principle of providing and  
5 maintaining quality public park areas and facilities primarily for residents of the metropolitan  
6 area. The eligibility criteria (not in any priority order) for development, rehabilitation and  
7 restoration of regional parks, park reserves, trails, and special recreation features are:

- 8 • Projects that provide new facilities, rehabilitate facilities, or increase capacity where  
9 there is documented existing or projected high use
- 10 • Projects continuing a phased high-priority project or one of relatively high priority that is  
11 timed with other public improvement projects to achieve significant economies in cost of  
12 construction
- 13 • A project providing a specific facility that meets a documented need, is currently not  
14 available, or is significantly under-represented in the system
- 15 • Regional trails that connect to other trails or regional facilities or extend existing trails
- 16 • Natural resource restoration, including transforming degraded lands into lands with more  
17 representative native species and historic vegetation patterns. For example, this work  
18 may entail the removal of invasive species, restoration of pastureland, or transforming  
19 industrial lands into a more diverse natural landscape.
- 20 • Acquisition of parkland parcels or reimbursement for parkland parcels
- 21 • Matching non-state and non-Council funds to develop/rehabilitate recreation facilities or  
22 restore natural resource areas is encouraged
- 23 • Projects that provide essential facility improvements and natural resource enhancements  
24 to allow for the initial public use of a regional park once there is adequate demand and  
25 acquisition base to support the development

26 Early efforts of the Regional Parks System program focused on acquiring desirable tracts of  
27 land and incorporating existing park facilities that are valuable to the region. Since the lands in  
28 question were being used, or were intended to be used, for some form of recreation, it was  
29 recognized that eventually the new lands would require development and the facilities in the  
30 older parks would have to be redeveloped through replacement or reconstruction.

31 Regional park implementing agencies are responsible for the development and rehabilitation  
32 needs for their units in the Regional Parks System. Each regional park implementing agency  
33 ranks its proposed development and rehabilitation projects for possible inclusion in the capital  
34 improvement program of the Council. All of the proposed development and rehabilitation  
35 projects may be desirable, but some – due to their location, their existing use or intended use –  
36 tend to be more valuable from a regional standpoint than others.

37 Adding recreational facilities to Regional Parks System units must be balanced with the  
38 conservation of natural resources, avoiding ~~adverse impacts as this is a recreational system that~~  
39 ~~is natural resource-based~~ or minimizing adverse environmental effects and restoring and  
40 enhancing environmental quality.

1 The Regional Parks Bonding Program must, in accordance with Minnesota Statutes, section  
2 473.147, include “criteria and priorities for the allocation of funds.” Capital projects proposed for  
3 funding must be consistent with a Council-approved master plan. Projects proposed by each  
4 regional park implementing agency are prioritized by that agency. Each [regional park](#)  
5 [implementing](#) agency has unique capital needs, which that [park](#)-agency can best determine.

### 6 *Regional and State Bond Funds*

7 State bonds have been appropriated to the Council since 1976 to help finance the Regional  
8 Parks System’s capital plans. Since 1994, the Council has financed the parks capital plans with  
9 a combination of state bonds and Council bonds; the Council matches every \$3 of state bonds  
10 with \$2 of Council [bonds](#)[funds](#). The premise for this mix of state and regional bonds is that  
11 people who live outside the seven-county metropolitan region visit and use the Regional Parks  
12 System and should therefore help finance its capital costs. Taxes collected statewide and within  
13 the region to pay off the bond debt are proportional to the share of visits to the park system  
14 made by people living within the region, and those who live outside the region. [Additional](#)  
15 [information is in the Regional Parks System Fund Distribution Policy, adopted annually by the](#)  
16 [Council upon the recommendation of the Metropolitan Parks and Open Space Commission.](#)

17 Minnesota Statutes, section 473.325 allows the Council to issue general obligation bonds for the  
18 acquisition and betterment of the Regional Parks System. No more than \$40 million of bond  
19 debt can be outstanding at any point in time. Since 1994, the Council has issued on average \$7  
20 million per year of short-term bonds (5 to 10 years) for grants to regional park implementing  
21 agencies for land acquisition and capital improvements to the park system.

22 Since 2008, the Metropolitan Council has used a formula to determine how much of the state  
23 and regional bonds would be allocated to each regional park implementing agency. The formula  
24 balances two factors:

- 25 • The population within the jurisdiction of each park implementing agency compared to the  
26 region’s total population. This factor is weighted 70%.
- 27 • The number of visits a [regional park](#) [implementing](#) agency hosted from people who live  
28 outside the [park](#) agency’s jurisdiction (non-local visits). This factor is weighted 30%.

29 The population factor recognizes the need to provide funds for park capital improvements to  
30 serve every person in the region relatively equally. Using non-local visits as a factor recognizes  
31 that these regional parks serve a regional and [state-wide](#)[statewide](#) population. Therefore, a  
32 combination of both factors is accounted for in the Regional Parks Bonding formula.

### 33 *Capital Improvement Plan*

34 As noted above, the *2040 Regional Parks Policy Plan* must include a five-year capital  
35 improvement plan (Table 8-1). The intent is to outline the funding strategy for the relative near  
36 term, such that regional park implementing agencies can use the information in their planning.  
37 These figures are subject to change based upon legislative action. The projections are provided  
38 by the Agencies in their plans and are based on their current estimate of funding levels.

1 **Table 8-1. Metropolitan Council Five-Year Parks Capital Improvement Plan, 2018-2022**  
 2 *(dollars in 1,000s)*

Use of Funds	2018	2019	2020	2021	2022	Total
Expansion	\$4,079,180	\$3,400,000	\$3,400,000	\$3,400,000	\$3,400,000	\$17,679,180
Improvements	\$29,875,435	\$25,449,002	\$20,280,861	\$24,004,993	\$21,723,831	\$121,334,122
Preservation	\$2,784,980	\$903,120	\$2,445,000	\$690,000	\$2,110,000	\$8,933,100
Total	\$36,739,595	\$29,752,122	\$26,125,861	\$28,094,993	\$27,233,831	\$147,946,402

3

Funding Source	2018	2019	2020	2021	2022	Total
Other	\$7,910,783	\$2,993,361	\$4,373,980	\$4,707,613	\$9,489,434	\$29,475,171
Regional	\$4,508,227	\$2,741,476	\$2,210,924	\$3,496,360	\$1,222,800	\$14,179,787
State	\$24,320,585	\$24,017,285	\$19,540,957	\$19,891,020	\$16,521,597	\$104,291,444
Totals	\$36,739,595	\$29,752,122	\$26,125,861	\$28,094,993	\$27,233,831	\$147,946,402

4

5 **Finance – Strategy 3: Uses of Parks and Trails Legacy Funds**

6 ***Parks and Trails Legacy Funds spending must conform to the statewide Parks***  
 7 ***and Trails Legacy Plan.***

8 In November 2008, Minnesota citizens approved a constitutional amendment, commonly called  
 9 the Clean Water, Land and Legacy Amendment. The amendment created a new 3/8ths cent  
 10 sales tax to be collected from July 2009-June 2034. Revenue from the sales tax is placed into  
 11 four dedicated accounts. One of those accounts is called the Parks and Trails Fund. The  
 12 constitutional amendment states: "...the parks and trails fund...may be spent only to support  
 13 parks and trails of regional or statewide significance.... The dedicated money under this section  
 14 must supplement traditional sources of funding for these purposes and may not be used as a  
 15 substitute." (Minn. Constitution, art. 11, sec. 15)

16 The Council is the fiscal agent responsible for administering appropriations from the Parks and  
 17 Trails Legacy Fund to the regional park implementing agencies. In this role, the Council will  
 18 ensure the Parks and Trails Legacy dollars are spent in the intended manner. To that end, the  
 19 Council will ensure regional park implementing agencies target the funds to projects that  
 20 capture the strategic direction outlined in the Parks and Trails Legacy Plan.



1 The Parks and Trails Legacy Plan specifies four strategic directions:

- 2 • Connect People and the Outdoors
  - 3 ○ Develop stewards of tomorrow through efforts to increase life-long participation in
  - 4 parks and trails
- 5 • Acquire Land, Create Opportunities
  - 6 ○ Create new and expanded opportunities to serve current and future users
- 7 • Take Care of What We Have
  - 8 ○ Provide safe, high-quality experiences through regular re-investment in
  - 9 infrastructure and natural resource management
- 10 • Coordinate among Partners
  - 11 ○ Enhance coordination among the network of public, private, and nonprofit park
  - 12 and trail partners

13 The strategic directions serve as the guideposts for how Parks and Trail Fund dollars should be  
14 invested. The Parks and Trails Legacy Plan should be consulted for additional information,  
15 specifically regarding particular activities (for example, investments) that are viewed as priorities  
16 to implement the Parks and Trails Legacy Plan.

17 Legislation enacted in 2009 directs how money appropriated from the Parks and Trails Fund to  
18 the Council is distributed to the regional park implementing agencies under a formula in the  
19 legislation (Laws of Minn. 2009, ch. 172, art. 5, sec. 6, subd. 3) The Council awards grants to  
20 the regional park implementing agencies based on that formula:

- 21 • 45% based on the [Operations/Operation](#) and Maintenance formula in Minnesota Statutes  
22 473.351, provided in the section above;
- 23 • 31.5% based on each agency's proportion of the population of the region;
- 24 • 13.5% based on each agency's proportion of total non-local visits to the Regional Parks  
25 System;
- 26 • 10% is allocated to land acquisition for the Regional Parks System.

## 28 **Finance – Strategy 4: Equity considerations**

### 29 ***Equity is a consideration in Regional Parks System funding and investment.***

30 *Thrive MSP 2040* states the Council will “strengthen equitable usage of regional parks and trails  
31 by all our region’s residents, such as across [age](#), race, ethnicity, income, [national origin](#), and  
32 ability.” *Thrive MSP 2040* also states that the Council will use equity as a lens to evaluate its  
33 operations, planning, and investments. An equity lens, also known as an equity toolkit, is a tool  
34 government agencies use to collect information related to their major activities. Many  
35 government agencies throughout the country are using an equity lens to inventory, monitor, and  
36 institutionalize equity principles. An equity lens consists of a short series of open-ended  
37 questions that clarify both the positive and adverse impacts a project may have on equity.

1 [The Council is strengthening requirements for incorporation of equity considerations in master](#)  
2 [plans. Planning – Strategy 1 requires that all master plans and master plan amendments](#)  
3 [include both inclusive community engagement and participation as well as an equity analysis](#)  
4 [that explicitly defines who is expected to benefit and be affected by the development of a](#)  
5 [regional parks system unit. Finance – Strategy 1 states that Regional Parks System funding will](#)  
6 [be granted only for projects consistent with Council-approved master plans. As a result, projects](#)  
7 [requesting Regional Parks System funding and investment will have gone through an extensive](#)  
8 [equity analysis as part of the master planning process.](#)

9 The Council developed an equity toolkit [for projects](#) during 2016, in collaboration with external  
10 partners and stakeholders, including the regional park implementing agencies. The purpose of  
11 this equity toolkit is to raise questions of equity in conversation with the regional park  
12 implementing agencies and their [Boardsboards](#) as they select and prioritize projects. The toolkit  
13 includes a short series of questions that regional park implementing agencies complete as a  
14 core part of their Parks and Trails Legacy project proposals, and Bonding project proposals. The  
15 toolkit helps identify populations that the project seeks to better serve.

16 ~~[The](#)~~[While the Council will not use these questions for project prioritization, the](#) information  
17 provides the Council with a mechanism to track and monitor efforts and progress toward  
18 strengthening equitable use of the Regional Parks System. ~~[The Metropolitan Parks and Open](#)~~  
19 ~~[Space Commission and Council will use the equity toolkit to review, assess and, on occasion,](#)~~  
20 ~~[shift the order of the prioritized list of capital projects submitted to the state for state and](#)~~  
21 ~~[regional bonds and other funding sources as appropriate and allowable, not including the Parks](#)~~  
22 ~~[and Trails Legacy projects. Reprioritization will in no way apply to regional park implementing](#)~~  
23 ~~[agency projects that serve as a match to Federal or State funds. The review of proposed](#)~~  
24 ~~[projects will in no way alter an agency's share of funding received from state and regional](#)~~  
25 ~~[bonds.](#)~~

26 Using Council bonds, the Council will create, fund, and administer a set aside, competitive  
27 equity grant program for projects explicitly aimed to strengthen equitable usage of the Regional  
28 Parks System. The purpose of this grant program, anticipated to be available no later than  
29 2019, will be to strengthen equitable use of the Regional Parks System. To develop this grant  
30 program, the Council will work in close collaboration with regional park implementing agencies,  
31 community-based organizations, advocacy groups, and other partners to formulate criteria and  
32 measures for awarding grants to regional park implementing agencies for capital projects for  
33 development and redevelopment aimed to strengthen equitable use.

#### 34 **Finance – Strategy 5: Reimbursement limitations**

35 ***The Council may reimburse regional park implementing agencies for the costs of***  
36 ***acquiring some lands before they have been made part of the Regional Parks***

1 ***System or for development projects undertaken before they can be financed***  
2 ***through the Parks Bonding Program.***

3 *Reimbursement for acquisition of land not currently designated in the 2040 Regional*  
4 *Parks Policy Plan*

5 Reimbursement will be considered for early acquisition of land that is not currently designated  
6 as regional recreation open space by the Council in the *2040 Regional Parks Policy Plan* under  
7 certain conditions. ~~For additional information about this practice, please see the administrative~~  
8 ~~companion to this plan, the Grant Program Guide.~~

9 ~~If land is acquired or protected under an option to purchase by a regional park implementing~~  
10 ~~agency, an agency or an entity under contract with that regional park implementing agency has~~  
11 ~~incurred costs to acquire land or protect it under an option to purchase while the Council~~  
12 ~~considers adding the land to the Regional Parks ~~Policy Plan via a public hearing~~~~  
13 ~~processSystem, the Council will consider reimbursing the ~~regional park implementing~~ agency for~~  
14 ~~acquisition costs after the ~~costs to acquire or protect~~ Council designates the land ~~via an option~~~~  
15 ~~to purchase as regional recreation open space through a plan amendment and approves an~~  
16 ~~acquisition master plan. For additional information about this practice, please see the~~  
17 ~~administrative companion to this plan, section on future reimbursement consideration in the~~  
18 ~~Grant Program Guide.~~

19 Regional Parks System Fund Distribution Policy.

20 *Reimbursement for development projects undertaken before they can be financed*  
21 *through the ~~Capital Improvement Plan~~ Parks Bonding Program*

22 Reimbursement will be considered for development projects provided that:

- 23 • ~~the~~The project is consistent in timing, scale, type, and cost with a Council-approved  
24 master plan
- 25 • ~~all~~All information required for the development grant is submitted to the Council prior to  
26 the regional park implementing agency undertaking the project, ~~and~~
- 27 • ~~the~~The Council approves the project.

28 For additional information about this practice, please see the ~~administrative companion to this~~  
29 ~~plan, the Program Guide, section on future reimbursement consideration in the Regional Parks~~  
30 ~~System Fund Distribution Policy.~~

31 **Finance – Strategy 6: Transit corridors**

32 ***Regional trail corridors that may be used for transit in the future are eligible for***  
33 ***Regional Parks System funding if it is clear the corridor will be used as a trail for***  
34 ***at least 10 years.***

35 Regional Parks System funds should only be used to acquire or develop a corridor identified for  
36 future transit use in a Council-approved transit implementation plan when there is a guarantee

1 that the trail facility will be operational for its useful design life, as negotiated by the transit  
2 provider and the regional park implementing agency. As defined by the Federal Highway  
3 Administration, the useful design life of a trail is 10 years or more. In cases where trail  
4 recreation is to be a permanent partner with transitways, within the corridor, Regional Parks  
5 System funds will be used only for that part of acquisition and development attributable to trail  
6 use.

## 7 **Finance – Strategy 7:- Use of Park Acquisition Opportunity Fund**

8 ***The Council will use the Park Acquisition Opportunity Fund (PAOF) as funding***  
9 ***mechanism for the acquisition of Regional Park lands.***

10 In 2001, the Council established ~~at~~the Park Acquisition Opportunity Fund ~~grant~~ program to assist  
11 regional park ~~implementing~~ agencies in acquiring land for the Regional Parks System.

12 The Park Acquisition Opportunity Fund consists of two accounts:

- 13 • The Environment and Natural Resources Trust Fund (~~ENRTF~~) acquisition account,  
14 which is financed with 60% state appropriations from the ~~ENRTF~~Environment and  
15 Natural Resources Trust Fund as recommended by the Legislative Citizen Commission  
16 on Minnesota Resources. The remaining 40% of the account is financed with ~~bonds~~  
17 ~~issued by the~~ Council funds.
- 18 • The Parks and Trails Legacy Fund (~~PTLF~~) acquisition account, which is financed with  
19 60% Parks and Trails Fund appropriations from the Land and Legacy Amendment. The  
20 remaining 40% is financed with Council bonds.

21 The Park Acquisition Opportunity Fund grant may finance up to 75% of the costs to acquire land  
22 and related costs, or up to \$1.7 million per acquisition account for each state fiscal year (July 1  
23 to June 30). The regional park implementing agency must finance at least 25% of the  
24 acquisition costs as a local match to the Park Acquisition Opportunity Fund grant. See the  
25 Regional Parks ~~Grant Program Guide~~Fund Distribution Policy for more information.

## 26 **Finance – Strategy 8: Use of Operation &and Maintenance**

27 ***The Council will distribute Operation and Maintenance appropriations to***  
28 ***Agencies***agencies.

29 Regional park implementing agencies raise funds to finance the costs to operate and maintain  
30 their portion of the Regional Parks System through the following sources:

- 31 • Fees collected from people using their parks. Examples include vehicle entrance fees,  
32 picnic shelter rentals, recreational equipment rentals, room rentals at visitor centers, and  
33 tuition for educational programs-
- 34 • Local property taxes-
- 35 • Local Government Aid payments from the State of Minnesota-

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1 In 1985, legislation was enacted that allowed state appropriations from the ~~General~~  
2 ~~Fund~~general fund to be disbursed to regional park implementing agencies to supplement  
3 funding for operating and maintaining their portion of the Regional Parks System (Minnesota  
4 Statutes, section 473.351).

5 State appropriations for Regional Parks System operation and maintenance are distributed to  
6 regional park implementing agencies according to the following formula:

- 7 • 40% based on each agency's proportion of total regional system visits;
- 8 • 40% based on each agency's proportion of total regional system operation and  
9 maintenance expenditures in the previous calendar year; ~~and,~~
- 10 • 20% based on each agency's proportion of total regional system acreage, with park  
11 reserve resource management lands divided by four.

12 In 2000, legislation was enacted that directed a portion of state lottery proceeds into a "natural  
13 resources fund," with the stipulation that a portion of the receipts deposited "may be spent only  
14 on metropolitan park and trail grants." This funding source is commonly called "lottery in lieu of  
15 sales tax" revenue (Minnesota Statutes, section 297A.94~~(eh)~~(3)). The Council disburses the  
16 appropriations from these two sources to the regional park implementing agencies based on the  
17 results of the formula contained in Minnesota Statutes, section 473.351.

### 18 **Finance – Strategy 9: Other funding**

#### 19 ***The Council will actively seek funding from the state and other sources.***

20 The Council will seek continued state funding for acquisition, development, rehabilitation, and  
21 restoration and management of natural resources for all components in the Regional Parks  
22 System. In partnership with the ~~ten~~10 regional park implementing agencies and partners, the  
23 Council will pursue other sources of funding where appropriate for the benefit of the entire  
24 Regional Parks System. The Regional Parks System has been funded through a combination of  
25 state and local funding sources over the last 40 years.

26 The Council will work with the park implementing agencies to ensure that all sources of funding  
27 are used appropriately and in accordance with all legal requirements.

28 The Council will work in partnership with the Legislative-Citizen Commission on Minnesota  
29 Resources (~~LCCMR~~) to explore expanding the use of the Environment and Natural Resources  
30 Trust Fund beyond the current acquisition of high-quality natural resources to include acquisition  
31 of lands with restoration potential. Additionally, the Council will explore other potential uses of  
32 this fund, including development, redevelopment and restoration.

33  
34 Funding for ~~operations~~operation and maintenance of the regional system has been provided  
35 primarily by regional park implementing agencies through local taxes available to them and, to a  
36 lesser extent, user fees. Since 1985, the state has provided some supplemental funding to  
37 regional park implementing agencies to help fund their operationsoperation and maintenance  
38 costs. Minnesota Statutes, section 473.351, subd. 3, states that:

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1 Each regional park implementing agency must receive no less than 40% of its actual  
2 operation and maintenance expenses to be incurred in the current calendar year budget  
3 as submitted to the Metropolitan Parks and Open Space Commission. If the available  
4 operation and maintenance money is less than the total amount determined by the  
5 formula, the implementing agencies will share the available money in proportion to the  
6 amounts they would otherwise be entitled to under the formula.

7 Between 1985 and 2014, state funding to support the operation and maintenance of the  
8 Regional Parks System has funded, on average, only 9.5% of the overall cost for  
9 [operationsoperation](#) and maintenance. Continued state supplemental support to finance 40% of  
10 operation and maintenance costs of the regional system will also be sought.

11 Importantly, any changes in the formula used to distribute state funds for [operationsoperation](#)  
12 and maintenance will require legislative action

### 13 **Estimated Costs to Complete the System**

14 State law requires that the *Regional Parks Policy Plan* estimate the cost of the recommended  
15 acquisitions and development of the park system, including an analysis of what portion of the  
16 funding is proposed to come from the state and Council levies, and other local government units  
17 (Minnesota Statutes, section 473.147, subd. 1). The following analysis is an estimate of funding  
18 required to complete the system.

19 ~~Cost estimates for regional parks and trails open to the public, planned regional parks and trails,  
20 regional park search areas, and regional trail search corridors are described below and shown  
21 in Table 5.3. Data was provided by the Council-approved master plans, 2040 Regional Parks  
22 Policy Plan (2015), and regional park implementing agencies. Contributing costs related to  
23 calculating acquisition and development costs were arrived at with input from the Implementing  
24 Agencies. Acquisition costs calculated park acreage to be acquired added with trail miles to be  
25 developed multiplied by the average cost to purchase land within or outside the Metropolitan  
26 Urban Service Area boundary. Development costs calculated the remaining acres or trail to be  
27 developed multiplied by the average park and trail mile development cost.~~

28 ~~The cost estimate for regional parks and trails open to the public include costs associated with  
29 acquisition of inholdings and future development. In order to produce the estimates, data were  
30 gathered from Council-approved master plans. In 2018, there is a total 3,146 acres and 173 trail  
31 miles. The estimate to acquire inholding properties for both parks and trails total \$406.1 million,  
32 while development costs total \$737.6 million. A total estimate for future acquisition and  
33 development of regional parks and trails opened to the public totals \$1.1 billion.~~

34 ~~The cost estimate for planned regional parks or trails – those park or trail units that have a  
35 Council-approved master plan but are not open to the public as of 2018 include costs  
36 associated with acquisition of inholdings and future development. In order to produce the  
37 estimates, data were gathered from Council-approved master plans. In 2018, inholding  
38 properties total 3,724 acres and 137 trail miles. The estimate to acquire inholding properties for  
39 both parks and trails total \$220 million, while development costs total \$279 million. A total~~

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1 estimate for future acquisition and development of planned regional parks or trails totals \$499  
2 million.

3 The cost estimate for regional park search areas includes costs associated with acquisition of  
4 inholdings and future development. The estimates for these were gathered from the 2040  
5 *Regional Parks Policy Plan*. Inholding properties totaled 3,300 acres, with an associated  
6 acquisition cost of \$121.9 million. The estimated costs to develop the regional park search  
7 areas total \$99 million. A total estimate for future acquisition and development of regional parks  
8 search areas is \$220.9 million.

9 The cost estimate for regional trail search corridors were gathered from 2040 *Regional Parks*  
10 *Policy Plan* and provided by the regional park implementing agencies. Inholding properties  
11 totaled 1890 acres and 525 trail miles, with an associated acquisition cost of \$275.5 million. The  
12 estimated costs to develop the Regional Park Search Areas total \$482.9 million. A total estimate  
13 for future acquisition and development of regional trail search corridors is \$758.5 million.

14 System additions were not considered for this update of the 2040 *Regional Parks Policy Plan*.  
15 The cost estimate for the 2040 additions to the system will be calculated based on data  
16 provided by the regional park implementing agencies.

17 The entire system as completed—including inholdings, planned regional parks and trails,  
18 regional park search areas, and regional trail search corridors—would require an additional  
19 12,059 acres to be acquired and 835 trail miles. The associated costs are estimated to be \$1  
20 billion for acquisition and \$1.6 billion for development, totaling \$2.6 billion to complete the  
21 system.

22 The estimated cost to complete the existing Regional Parks System is \$2.1 billion, including  
23 \$540 million in acquisition costs and \$1.6 billion in development costs (Table 8-2).

24 Table 8-2. Estimated Acquisition and Development Costs to Complete the Regional  
25 Parks System

*Table 5-3. Estimated Acquisition and Development Costs for Regional Parks System 2018–  
2040 (2018 dollars)*

Category	Acquisition Cost	Development Cost	Total Cost
Regional Parks and Trails Open to the Public (acquisition of inholdings and future development) <sup>a</sup> <u>Unbuilt portions of existing regional parks and trails</u>	3,146 <u>\$274,634,196</u>	173 <u>\$717,038,793</u>	\$406.1 M <u>\$991,672,989</u>
Planned Regional Parks regional parks and Trails (Council approved	<u>\$137,600,067</u>	\$220 M <u>\$255,077,600</u>	\$279 M <u>\$392,677,667</u>

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<u>master plan, not yet open to the public)</u> <sup>a</sup> <u>trails</u>			
<u>Regional Boundary Adjustments, Park Search Areas</u> <sup>b,c</sup> <u>Areas and Corridors</u>	<u>-\$121.9 M, 948,200</u>	<u>-\$99 M, 000,000</u>	<u>\$220.9 M, 948,200</u>
<u>Regional Trail Search Corridors</u> <sup>b,c</sup> <u>Corridors</u>	<u>1890 \$6,259,614</u>	<u>-\$482.9 M, 944,800</u>	<u>\$758.5 M \$489,209,414</u>
<u>GRAND TOTAL</u> <u>Total</u>	<u>12,059 \$540,442,077</u>	<u>-\$1 B, 554,061,193</u>	<u>\$2.6 B, 094,503,270</u>

1

2 M = million

3 B = billion

4 **Purpose and Use**

5 This estimate is intended to fulfill the state requirement for a metro-wide cost to complete the  
 6 Regional Parks System. It should also be useful to support overall discussion of financial  
 7 aspects of the Regional Parks System, including:

- 8 • Availability and sources of funding for acquisition, development, and ongoing operation  
 9 and maintenance
- 10 • Implications of adding new units to the system
- 11 • The value of regional parks to the region

12 The estimate is not intended to indicate costs for any single project or implementing agency.

13 **Methodology**

14 The Council developed a new approach to the estimate for the 2018 update, intended to be  
 15 transparent and replicable over time. The Council worked with implementing agencies to identify  
 16 and confirm the cost components, data sources, assumptions and results. Previous Regional  
 17 Parks Policy Plans provided estimated costs to complete the System, but the underlying  
 18 assumptions and calculations were unclear.

19 The Regional Parks System Plan includes regional parks, park reserves, special recreation  
 20 features, and regional trails in various degrees of completion:

- 21 • Already in use (which may include additional unbuilt or unacquired elements)
- 22 • Planned or acquired but not yet open to the public
- 23 • Search areas yet to be acquired and developed

24 The estimate uses the following components to accommodate this variety: acreages, acquisition  
 25 costs, and development costs. These assumptions were developed in cooperation with  
 26 implementing agency staff and compared to recent projects and master plans. Regional park  
 27 implementing agencies provided and verified many of the underlying data in the estimate  
 28 including:



- Data for total acres within the Council-approved master plan, acquisition acreage needed, trail miles needed, and the percent complete each Council-approved master plan is developed
- Refinements to boundary adjustments, park search areas, and regional trail search corridors
- Real-time development cost minimums and maximums for regional parks and trails
- Field-verified regional trail corridor width minimums and maximums

### Acreages

For parks and trails with Council-approved master plans, Council staff used acreages taken directly from those plans and confirmed with implementing agency staff.

For park and trail search areas where acreages are unknown, assumptions were applied. Trail corridors were assumed to be 30 feet wide and implementing agencies provided park acreages.

### Acquisition Costs

Land acquisition costs were taken from a 2016 Council analysis of land values throughout the metropolitan area. Two costs were used: inside the Metropolitan Urban Services Area, or MUSA (\$256,750 per acre), and outside the MUSA (\$36,950 per acre). See Figure 8-1. This analysis likely understates the actual cost of land with prime natural features and is noted as a topic for future refinement.

### Development Costs

Development costs include the cost of the facilities created on acquired land (such as buildings, parking, trails, and natural restoration and planting).

Average development costs for parks (\$30,000 per acre) were derived from recent (2013 to 2018) Council-approved master plans and compared with actual recent construction costs.

Average development costs for trails (\$256,000 per acre, or \$920,000 per mile) were also derived from recent (2013-2018) Council-approved master plans and compared with actual recent construction costs. The higher per-acre cost of trails than parks is due to their smaller acreage and greater percentage of built elements.

For existing parks and trails that are partially completed, implementing agencies provided an estimated percentage of completion to calculate remaining development costs. The average development costs listed above were multiplied by the percentage to be completed.

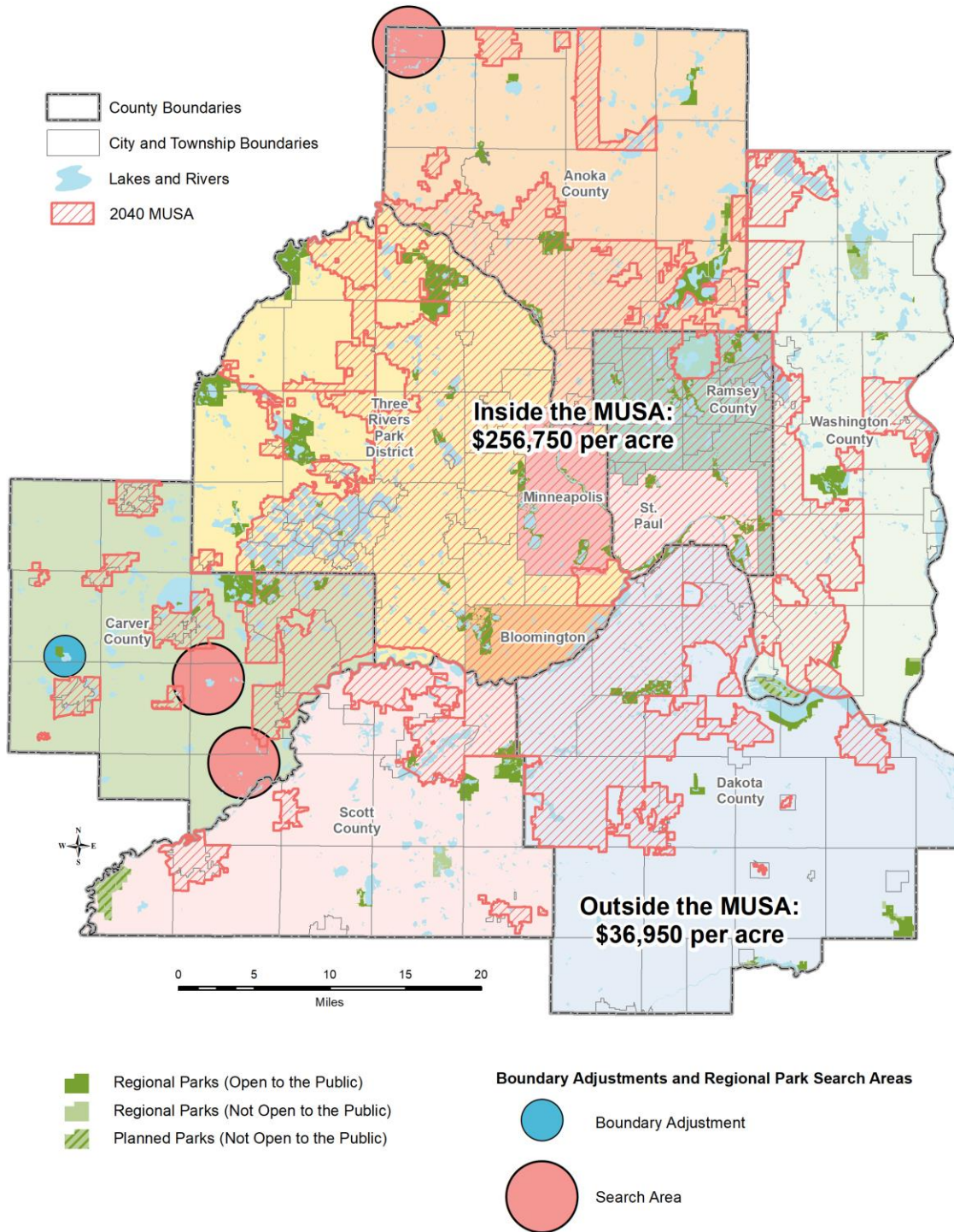
### Limitations

The estimate is intended for use only at a region-wide level. Because it uses average per-acre costs, application to an individual project or single implementing agency is inappropriate. Actual costs for individual projects will vary depending on the location and complexity of each project. The method likely underestimates costs in highly-developed areas of the region and

## Chapter Eight: Finance Policy and Strategies

- 1 [overestimates costs in less-developed areas of the region. Refer to master plans, project](#)
- 2 [funding applications, and recent construction for more information on project costs.](#)
- 3 [The estimate assumes that all needed land will be purchased at market value.](#)
- 4 [Park search areas, park boundary adjustments, and regional trail search corridors are shown in](#)
- 5 [the plan for planning purposes only. The data provided by the implementing agencies varied](#)
- 6 [from agency to agency.](#)

1 Figure 8-1. Assumed Land Costs for Regional Parks System Acquisition, by  
 2 Metropolitan Urban Services Area (MUSA) Location



1 Analysis

2 Total acquisition and development costs to complete the Regional Parks System is \$2.1 billion  
 3 including slightly less than \$1 billion for the unbuilt portions of the existing parks and trails  
 4 (Figure 8-2), slightly less than \$400 million for planned units (Figure 8-3), and slightly more than  
 5 \$700 million for search areas and corridors Figure 8-3). Table 8-3 shows acreage, mileage and  
 6 costs associated with each category.

7 Table 8-3. Combined Total Costs for System Completion (Existing Parks and Trails,  
 8 Planned Units, and Search Areas and Corridors)

<u>Category</u>	<u>Park Acreage</u>	<u>Trail Acreage</u>	<u>New Trail Mileage</u>	<u>Acquisition Cost</u>	<u>Development Cost</u>	<u>Total Cost</u>
<u>Unbuilt Portions of Existing Regional Parks, Park Reserves, Special Recreation Features, and Regional Trails (Figure 8-2)</u>	<u>3,006</u>	<u>140</u>	<u>173</u>	<u>\$275 million</u>	<u>\$717 million</u>	<u>\$992 million</u>
<u>Planned Regional Parks, Park Reserves, Special Recreation Features, and Regional Trails (Council-approved master plan, not yet open to the public) (Figure 8-3)</u>	<u>3,529</u>	<u>70</u>	<u>116</u>	<u>\$138 million</u>	<u>\$255 million</u>	<u>\$393 million</u>
<u>Regional Park Search Areas and Boundary Adjustments (Figure 8-4) <sup>b.c.</sup></u>	<u>3,300</u>	<u>N/A</u>	<u>N/A</u>	<u>\$122 million</u>	<u>\$99 million</u>	<u>\$221 million</u>
<u>Regional Trail Search Corridors (Figure 8-4) <sup>b.c.</sup></u>	<u>N/A</u>	<u>24</u>	<u>525</u>	<u>\$6 million</u>	<u>\$483 million</u>	<u>\$489 million</u>
<u>GRAND TOTAL</u>	<u>9,835</u>	<u>234</u>	<u>814</u>	<u>\$540 million</u>	<u>\$1.6 billion</u>	<u>\$2.1 billion</u>

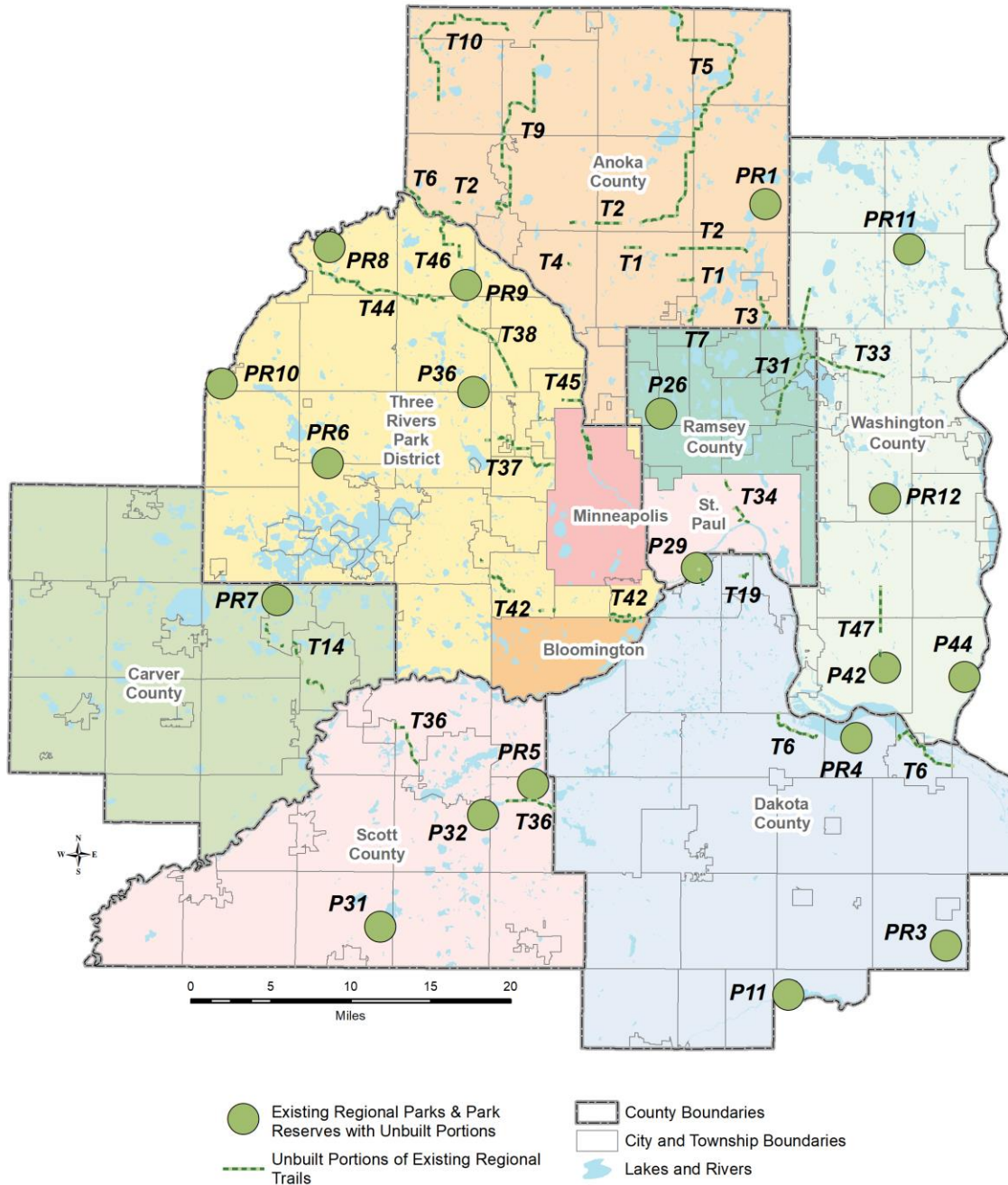
9 Data Source:

10 <sup>a</sup> Council approved master plans

11 <sup>b</sup> 2040 Regional Parks Policy Plan (2015)

12 <sup>c</sup> Estimates from regional park implementing agencies

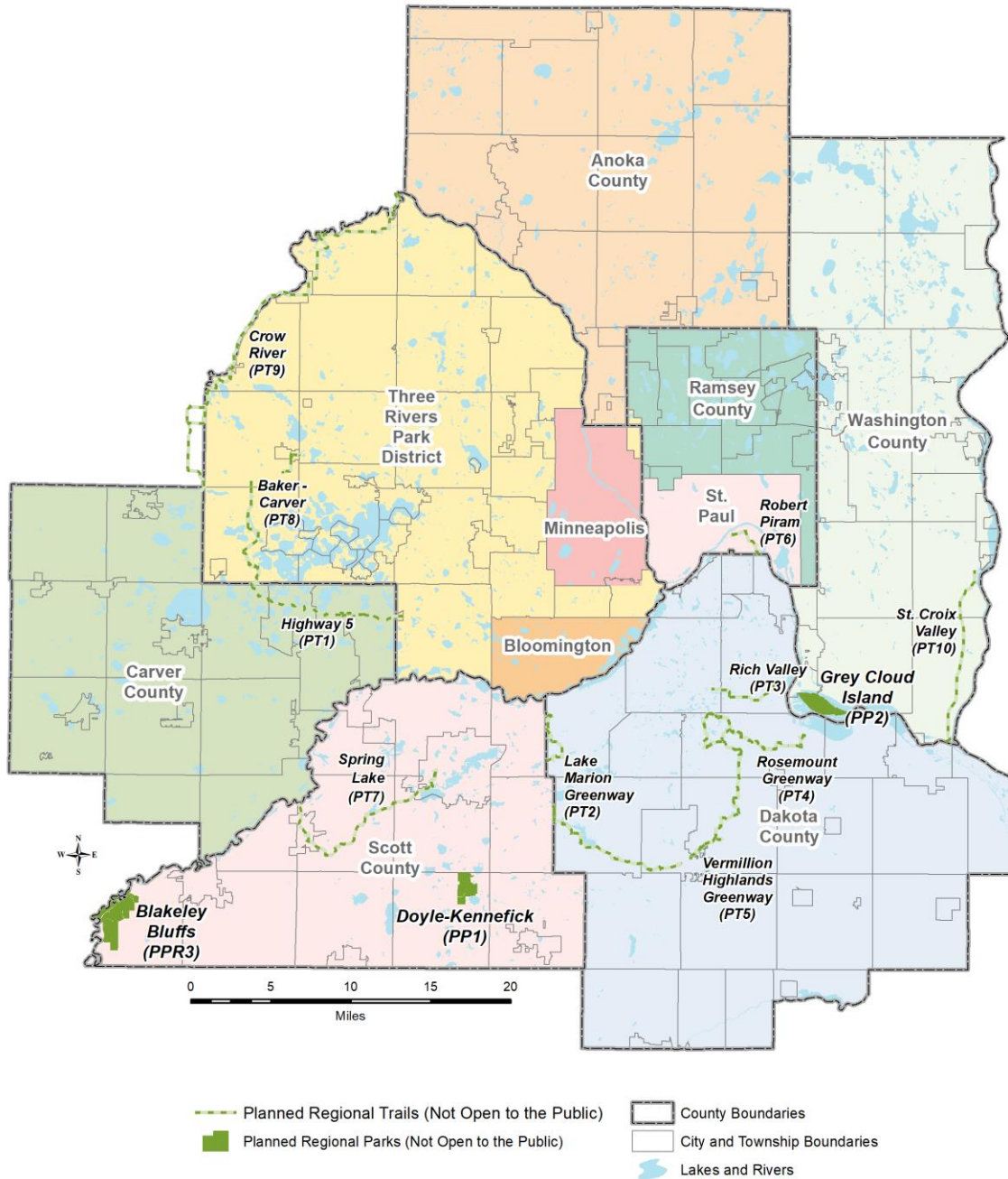
1 *Figure 8-2. Unbuilt Portions of Existing Regional Parks, Park Reserves, Special*  
 2 *Recreation Features, and Regional Trails*



3

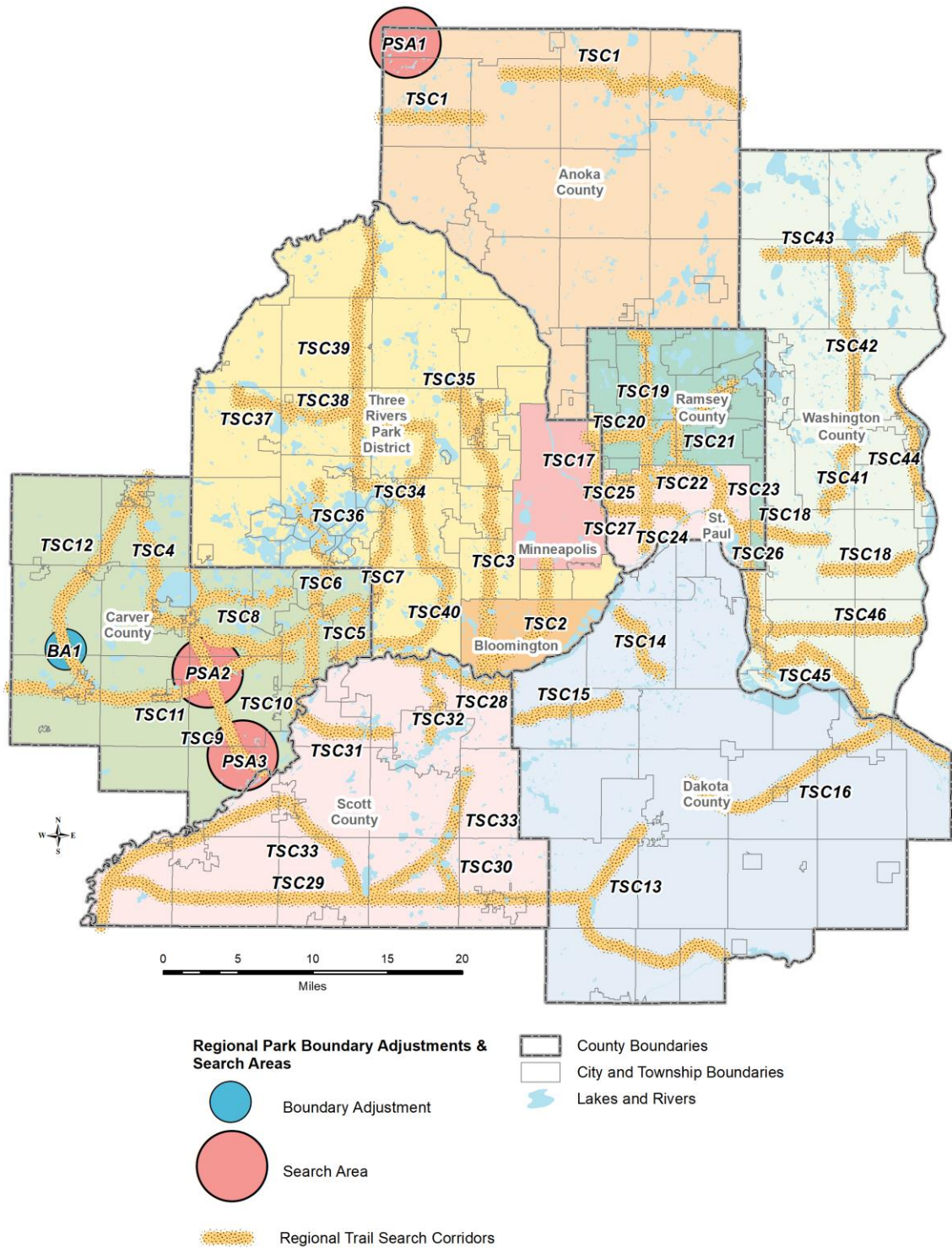
1 *Figure 8-3. Planned Regional Parks, Park Reserves, Special Recreation Features, and*  
 2 *Regional Trails (Council-approved master plan, not yet open to the public)*

3



4

- 1 *Figure 8-4. Regional Park Search Areas, Regional Park Boundary Adjustments, and*
- 2 *Regional Trail Search Corridors Map*



1 Changes in the 2018 Estimate

2 The 2018 estimate to complete the Regional Parks System is significantly higher than the  
3 estimate in the 2015 plan. The change in the estimate comes from a higher level of accuracy,  
4 data refinement, and a consistent approach that involved staff from the regional park  
5 implementing agencies.

6 A higher level of accuracy was achieved through working with park and trail master plans and  
7 including the regional park implementing agencies on real-time development costs and average  
8 acreage costs for trails and search corridors.

9 Data refinement included working with the regional park implementing agencies on accurate  
10 search area, corridors and boundary adjustments. Search units are at the beginning stages of  
11 planning and are subject to changes based on factors including development climate, long-term  
12 planning, and political will.

13 And finally, a consistent approach to determining acquisition and development costs was taken  
14 to achieve continuity between projects with grand visions and projects with modest goals. This  
15 approach applied the same set of cost average figures for land acquisition and development  
16 across the entire metro.

17 Funding the System

18 The Regional Parks System receives funding from local governments, State of Minnesota,  
19 Metropolitan Council, the U.S government, and private donors. Since the Regional Parks  
20 System was created in 1974, the Regional Parks System has received state bond funds that  
21 were matched with Council funds. The state provides funds to earmarked projects, a portion of  
22 Clean Water Land and Legacy Act Amendment funds and Environment and Natural Resource  
23 Trust Fund dollars. Over the years the fund mix has changed from state bonds and Council  
24 funds (prior to 2008) to use of Legacy funds, earmarks and Environment and Natural Resource  
25 Trust Fund dollars. State and Council funds vary yearly and are not guaranteed to be granted.

26 The policy plan includes a five-year capital improvement budget to outline a funding strategy for  
27 the relative near term, so regional park implementing agencies can use the information in their  
28 planning. Since these figures are subject to change based upon legislative action, agencies are  
29 conservative in their reporting.

30 Minnesota Statutes, section 473.147, subd. 1 also requires an analysis of what portion of the  
31 funding is proposed to come from the state and Council levies, and other local government  
32 units. This analysis is yet forthcoming in 2019 as part of a broader assessment of the funding for  
33 the Regional Parks System.



1 **Chapter Nine: 2019 – 2022 Workplan for the Regional Parks Policy**  
 2 **Plan**

3 The following workplan summarizes commitments made by the Metropolitan Council in the  
 4 earlier chapters of this update to the 2040 Regional Parks Policy Plan. These items will evolve  
 5 and change as the Council works with regional park implementing agencies, other partners, and  
 6 stakeholders on implementation.

7 Table 9-1 2019 – 2022 Workplan for the 2040 Regional Parks Policy Plan

<u>Project</u>	<u>Timeframe</u>	<u>Location in Policy Plan</u>
<u>1. Develop Regional Parks System indicators</u>	<u>2020</u>	<u>Chapter 2</u>
<u>2. Develop the Regional Parks System sub-recipient administrative guide</u>	<u>2019</u>	<u>Chapter 2</u>
<u>3. Determine how to use Regional Parks System interest earnings and amend appropriate policy documents as necessary</u>	<u>2019 and potentially annually beyond</u>	<u>Chapter 2</u>
<u>4. Convene system addition discussion, including defining geographic balance and assessing the value of establishing a Regional Parks System classification system.</u>	<u>2019-2020</u>	<u>Chapter 4, Strategy 2; Chapter 7, Strategy 2</u>
<u>5. Develop equity analysis tool for use with Regional Parks System master planning</u>	<u>2019</u>	<u>Chapter 5, Strategy 1</u>
<u>6. Develop performance criteria for secondary or support facilities</u>	<u>2020-2021</u>	<u>Chapter 7, Strategy 1</u>
<u>7. Develop and implement Equity Grant Program</u>	<u>2019</u>	<u>Chapter 7, Strategy 3; Chapter 8, Strategy 4</u>
<u>8. Begin discussion of long-term sustainable funding for the Regional Parks System</u>	<u>2019</u>	<u>Chapter 8, Strategy 9</u>
<u>9. Update the methodology for and implement the 2020 Regional Parks System Visitor Study</u>	<u>2019-2020</u>	<u>Not included</u>

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