

## Metropolitan Parks and Open Space Commission Report

For the Community Development Committee meeting of April 15, 2019

**Subject:** Grant Project Scope Change, Mississippi River Regional Trail to Lake Byllesby Regional Park, Dakota County

### Proposed Action

That the Metropolitan Council approve a grant project scope change for Dakota County grant agreement SG-22058 to modify the project from the Mississippi River Regional Trail construction project to the Lake Byllesby Regional Park construction improvements.

### Summary of Commission Discussion/Questions

Sam Johnson, Grants Administrator, presented the staff report to the Metropolitan Parks and Open Space Commission at its meeting on April 4, 2019. Jeff Bransford, Senior Management Specialist for Dakota County Parks, was also in attendance.

Commissioner Kemery asked for clarification on when the grant funds being discussed would be made available for the Lake Byllesby Regional Park improvement project. Johnson responded that they would be made available upon approval of the scope change by the Metropolitan Council as the funds have already been appropriated by the State to the Metropolitan Council in 2017.

Commissioner Andreason asked what the Equity Toolkit Evaluation entailed for Lake Byllesby Regional Park. Johnson responded that Dakota County updated their toolkit responses for the new Lake Byllesby proposal, saying that several public engagement efforts were conducted including completing a park visitor survey, holding community open houses, providing online questionnaires to residents about improving the park, and holding several focus groups with community members, which included stakeholder interviews with underrepresented segments of the population and non-traditional user groups. Commissioner Andreason asked for further clarification on how Metropolitan Council staff evaluated the project with the Equity Toolkit. Emmett Mullin, Regional Parks Manager, responded that the Toolkit evaluation is used as a part of the evaluation process for the projects proposed by the park agencies for the Bonding Program and the Parks and Trails Legacy Program. Chair Yarusso offered that because the proposal before MPOSC was a scope change, the original toolkit evaluation was completed on the original Mississippi River Regional Trail project.

Councilmember Atlas-Ingebretson suggested that MPOSC spend time with staff in the future to better understand the Equity Toolkit and how it is used in the review of requests.

Commissioner Moeller asked if the Mississippi River Regional Trail project has been cancelled due to the complications and delays. Johnson responded that it has simply been delayed. Commissioner Moeller asked further if Dakota County would need more money to complete the project and if the delay meant a new master plan would be needed. Bransford responded that Dakota County plans to pursue this project in the future and will follow the standard program procedures. Additionally, Bransford said that the Master Plan guiding this trail dates back to 1998 and the county plans to update it in the future in order to make alignment adjustments.

Chair Yarusso asked if the trail project had been evaluated for equity and if it served the same audience as the Lake Byllesby improvements project. Bransford responded that both projects could be described as serving a similar audience

because both projects have broad appeal for the County and Region. The trail runs through a variety of urban, suburban, and rural landscapes, and it connects diverse audiences with outdoor recreation. Improvements planned at Lake Byllesby Regional Park are significant, and it is anticipated that the park will attract visitors from a wide area.

The Metropolitan Parks and Open Space Commission unanimously approved the proposed action at its meeting on April 4, 2019.

## Metropolitan Parks and Open Space Commission

Meeting date: April 4, 2019

## Community Development Committee

Meeting date: April 15, 2019

For the Metropolitan Council meeting of April 24, 2019

**Subject:** Grant Project Scope Change, Mississippi River Regional Trail to Lake Byllesby Regional Park, Dakota County

**MPOSC District(s), Member(s):** District H, Todd Kemery

**Council District(s), Member(s):** District 16, Wendy Wulff

**Policy/Legal Reference:** Minn. Stat. § 473.315

**Staff Prepared/Presented:** Sam Johnson, Grants Administrator (651-602-1757)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council approve a grant project scope change for Dakota County grant agreement SG-22058 to modify the project from the Mississippi River Regional Trail construction project to the Lake Byllesby Regional Park construction improvements.

### Background

Dakota County requests that the Metropolitan Council approve a grant project scope change for unexecuted parks grant SG-22058 to change the project from the Mississippi River Regional Trail construction project to the Lake Byllesby Regional Park construction improvements (see Attachment 1).

On July 26, 2017, the Council approved the quarterly budget amendment that included a 2017 state-bond-funded grant (SG-22058) to Dakota County for \$852,000 for Mississippi River Regional Trail Construction – Rosemount West Segment ([Business Item 2017-118](#)). On September 21, 2017, the Community Development Director authorized a minor project description change from “Mississippi River Regional Trail Construction – Rosemount West Segment” to “Mississippi River Regional Trail Construction – Rosemount” to include the entire trail. This project was originally submitted to the Legislature as part of the Council’s 2017 Regional Parks System State Bonding Program request.

The Metropolitan Council has not executed the grant agreement for SG-22058 with Dakota County. The County experienced numerous project complexities regarding trail acquisition, design, and engineering that delayed the project. As such, the County has not used funds connected with the original proposed trail construction project. The County now proposes to change the project scope to implement improvements at Lake Byllesby Regional Park. The components of the proposed improvements are comprehensively defined in the Lake Byllesby Regional Park Master Plan which the Council approved on May 23, 2018 in [Business Item 2018-114](#).

The proposed project description is:

“Construction and construction administration for improvements to increase access to Lake Byllesby and Cannon River; to provide trails and small gathering space(s) on Echo Point; to restore and re-naturalize the park with trees, shrubs and native perennials; to improve the layout

and/or capacity of the picnic ground and campground; and for other master plan approved improvements.”

### Rationale

Dakota County’s proposed change meets all of the relevant Metropolitan Council requirements. The proposed project– construction improvements at Lake Byllesby Regional Park – is consistent with the *2040 Regional Parks Policy Plan* and the Council-approved master plan for Lake Byllesby Regional Park, which was evaluated using the Regional Parks System Equity Toolkit.

The Dakota County Board approved the proposed project scope change and funding reallocation in its 2019 Capital Improvement Program plan on December 18, 2018 (Attachments 2 & 3).

### Thrive Lens Analysis

The Lake Byllesby Regional Park Master Plan supports the Thrive outcomes of stewardship and prosperity by recommending the management, restoration, and enhancement of natural resources within the park. The Thrive outcome of equity is supported by a community outreach process by Dakota County that engaged a cross-section of the community during the development of the master plan. Additionally, the master plan advances the Thrive outcome of livability through increasing access to nature and outdoor recreation.

### Funding

The Council approved the County’s grant SG-22058 for \$852,000 funded by 2017 State Bonding, authorized by Laws of Minnesota 2017, chapter 8, section 16, subdivision 2.

The 10-year total cost estimate provided with the Lake Byllesby Regional Park Master Plan in [Business Item 2018-114](#) for East Byllesby and West Byllesby are respectively \$8,919,300 and \$2,070,250, for a total of \$10,989,550.

Dakota County provided the below summary of other funding sources currently intended to be used for the Lake Byllesby Master Plan Improvements. The 2019 Legacy Funds subgrant (SG-05854) was approved by the Council on July 25, 2018 in Business Item No. [2018-195](#). The 2018 Regional Park Bonding was made available on March 6, 2019 through 2019 State Bonding, authorized by Laws of Minnesota 2019, chapter 2, section 5.

Table 1. Project Funding Sources, Lake Byllesby Master Plan Improvements

Revenue Source	Amount	Design / Engineering	Construction / Construction Admin.
Dakota County funds	\$2,570,345	x	X
2019 Legacy Funds (SG-05854)	\$1,122,255		X
2018 Regional Park Bonding (Approved)	\$425,009		X
2017 Regional Park Bonding (SG-22058)	\$852,000		X
<b>TOTAL</b>	<b>\$4,969,609</b>		

### **Known Support / Opposition**

The Dakota County Board of Commissioners adopted the Lake Byllesby Regional Park Master Plan on January 23, 2018. The Dakota County Board approved the proposed project scope change and funding reallocation in its 2019 Capital Improvement Program plan on December 18, 2018. There is no known opposition.



**Physical Development Division**

Dakota County  
Western Service Center  
14955 Galaxie Avenue  
Apple Valley, MN 55124-8579

952.891.7000  
Fax 952.891.7031

Environmental Resources  
*Land Conservation*  
*Groundwater Protection*  
*Surface Water*  
*Waste Regulation*  
*Environmental Initiatives*

Office of Planning

Parks, Facilities, and Fleet  
Management

Transportation  
*Highways*  
*Surveyor's Office*  
*Transit Office*

January 16, 2019

Emmett Mullin  
Manager of Regional Parks and Natural Resource Unit  
Metropolitan Council  
390 North Robert Street  
St. Paul, MN 55101

RE: Request to Modify SG-22058 to Implement Improvements to Lake Byllesby Regional Park

Dear Mr. Mullin:

Dakota County respectfully submits this letter to request a modification of our ML 2017 bonding allocation of \$852,000 (SG-22058) so that the funds may be used for the construction of master plan improvements at Lake Byllesby Regional Park.

Metro Regional Park State Bonding in 2017 included the \$852,000 allocation to Dakota County for construction of the Rosemount West segment of the Mississippi River Regional Trail. While development of the Mississippi River Regional Trail in Rosemount remains a high priority for the County, the project has experienced numerous complexities regarding acquisition, design, and engineering. At this time, the estimated completion date of the project is in 2022. This exceeds the term of the grant, which specifies a Completion Date of December 31, 2020.

In September 2017, the Metropolitan Council Community Development Director approved Dakota County's request to modify the unexecuted grant agreement to change the project description from the "Rosemount West" segment to "Rosemount," excluding the specification of the "West" segment, in order to allow funds to be used for the Rosemount segment overall. Since that time, the County has made efforts to advance the project; however, despite the modification, it is unlikely that the County will be in a position to complete the project within the term of the grant.

Dakota County requests that the unexecuted grant be modified to reallocate the \$852,000 to the implementation of improvements at Lake Byllesby Regional Park in accordance with the park master plan adopted by the Metropolitan Council on May 23, 2018. Design and engineering for this project is currently underway. The requested reallocation would be limited to construction and construction administration of the improvements, with the following proposed scope:

*Construction and construction administration for improvements to increase access to Lake Byllesby and Cannon River; to provide trails and small gathering space(s) on Echo Point; to restore and re-naturalize the park with trees, shrubs and native perennials; to improve the layout and/or capacity picnic ground and campground; and for other master plan approved improvements.*

This scope reflects the approved project description of the executed ML 2017 Parks & Trails

Legacy grant agreement (\$1,122,255; SG-05854) and the pending ML 2018 Regional Park Bonding grant allocation (\$425,009). The County is confident that the project will be completed prior to the expiration of the grant Completion Date of December 31, 2020.

This reallocation was approved by the Dakota County Board of Commissioners in the 2019-2023 adopted Parks Capital Improvement Plan (Resolution No. 18-655; December 18, 2018) and is therefore the approved policy direction of the agency. The relevant page from the adopted Parks Capital Improvement Plan is attached for your reference.

Thank you for your consideration.

Sincerely,



Steve Sullivan  
Director  
Dakota County Parks  
(952) 891-7088



Jeff Bransford  
Senior Management Specialist  
Dakota County Parks  
(952) 891-7168

Enclosure





**BOARD OF COUNTY COMMISSIONERS  
DAKOTA COUNTY, MINNESOTA**

December 18, 2018

Resolution No. 18-655

Motion by Commissioner Thomas A. Egan

Second by Commissioner Mary Liz Holberg

**Certification Of 2019 Property Tax Levy And Adoption Of Dakota County Budget And 2019-2023 Capital Improvement Program**

WHEREAS, the Dakota County Board of Commissioners has completed the 2019 budget process; and

WHEREAS, the Dakota County Board of Commissioners held budget hearings from November 6 through November 8, 2018.

NOW, THEREFORE, BE IT RESOLVED, That the Dakota County Board of Commissioners hereby adopt the 2019-2023 Capital Improvement Program in the amount of \$598,015,290; and

BE IT FURTHER RESOLVED, That the Dakota County Board of Commissioners hereby adopts the 2019 Dakota County budget as prepared, presented and set forth in the amount as follows:

Total Budget: \$409,469,873  
Property Tax Levy: \$140,614,675

Department	FTE's	Total Budget	Non-Levy Revenue	County Property Tax
<b>NON-DEPARTMENTAL(COUNTYWIDE)</b>	2.00	4,645,260	21,806,171	(17,160,911)
COUNTY ADMINISTRATION	11.00	1,957,975	138,026	1,819,949
COUNTY BOARD	7.00	838,789	4,503	834,286
COUNTY COMMUNICATIONS	8.00	934,656	16,374	918,282
EMPLOYEE RELATIONS	19.45	2,923,305	130,342	2,792,963
<b>Total Administration</b>	<b>45.45</b>	<b>6,654,725</b>	<b>289,245</b>	<b>6,365,480</b>
COMMUNITY SERVICES ADMIN	18.00	2,755,919	359,663	2,396,256
SOCIAL SERVICES	372.75	59,217,461	28,959,540	30,257,921
EMPLOYMENT & ECONOMIC ASST	267.20	32,548,624	23,844,763	8,703,861

**STATE OF MINNESOTA**  
County of Dakota

	YES		NO
Slavik	<u>  X  </u>	Slavik	_____
Gaylord	<u>  X  </u>	Gaylord	_____
Egan	<u>  X  </u>	Egan	_____
Atkins	<u>  X  </u>	Atkins	_____
Workman	<u>  X  </u>	Workman	_____
Holberg	<u>  X  </u>	Holberg	_____
Gerlach	<u>  X  </u>	Gerlach	_____

I, Jeni Reynolds, Clerk to the Board of the County of Dakota, State of Minnesota, do hereby certify that I have compared the foregoing copy of a resolution with the original minutes of the proceedings of the Board of County Commissioners, Dakota County, Minnesota, at their session held on the 18<sup>th</sup> day of December, 2018, now on file in the County Administration Department, and have found the same to be a true and correct copy thereof.

Witness my hand and official seal of Dakota County this 18<sup>th</sup> day of December, 2018.

*Jeni Reynolds*

Clerk to the Board

FINANCIAL SERVICES	28.00	2,933,911	124,117	2,809,794
BUDGET OFFICE	8.00	735,447	9,192	726,255
GIS ENTERPRISE	-	82,595	82,595	-
<b>Total Operations, Mgmt and Bdgt</b>	<b>125.90</b>	<b>23,839,176</b>	<b>5,181,379</b>	<b>18,657,797</b>
FLEET MANAGEMENT	14.00	2,845,033	613,700	2,231,333
CEP - FLEET MANAGEMENT	-	2,298,500	1,024,500	1,274,000
FACILITIES MANAGEMENT	51.00	12,301,311	772,777	11,528,534
PHYSICAL DEVELOPMENT ADMIN	25.35	2,996,051	304,689	2,691,362
TRANSPORTATION DEPARTMENT	98.00	8,116,329	6,935,204	1,181,125
PARKS AND OPEN SPACE	20.70	2,639,152	1,543,638	1,095,514
SOIL & WATER	-	324,806	-	324,806
ENVIRONMENTAL RESOURCES	34.00	9,758,483	9,322,307	436,176
CAPITAL PROJECT MANAGEMENT	-	-	-	-
BYLLESBY DAM	1.00	629,701	629,701	-
COUNTY LEGACY	-	75,256	75,256	-
<b>Total Physical Development</b>	<b>244.05</b>	<b>41,984,622</b>	<b>21,221,772</b>	<b>20,762,850</b>
<b>Total Operations</b>	<b>1,890.07</b>	<b>262,226,900</b>	<b>127,744,046</b>	<b>134,482,854</b>
DEBT SERVICE		-	-	-
CIP-COUNTY BUILDING		31,303,865	30,130,762	1,173,103
CIP-TRANSPORTATION		78,589,869	73,963,523	4,626,346
CIP-TRANSPORTATION SALES&USE TAX		4,743,113	4,743,113	-
CIP-PARKS		23,020,126	22,687,754	332,372
CIP-ENVIRONMENTAL RESOURCES		8,386,000	8,386,000	-
CIP-BYLLESBY DAM		-	-	-

**STATE OF MINNESOTA**  
County of Dakota

	YES		NO
Slavik	<u>  X  </u>	Slavik	_____
Gaylord	<u>  X  </u>	Gaylord	_____
Egan	<u>  X  </u>	Egan	_____
Atkins	<u>  X  </u>	Atkins	_____
Workman	<u>  X  </u>	Workman	_____
Holberg	<u>  X  </u>	Holberg	_____
Gerlach	<u>  X  </u>	Gerlach	_____

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*Jeni Reynolds*

\_\_\_\_\_  
Clerk to the Board

PUBLIC HEALTH	110.02	11,454,146	7,185,521	4,268,625
VETERANS SERVICES	7.00	747,182	22,500	724,682
COMMUNITY CORRECTIONS	176.92	20,447,226	7,780,234	12,666,992
EXTENSION	-	363,208	30,700	332,508
<b>Total Community Services</b>	<b>951.89</b>	<b>127,533,766</b>	<b>68,182,921</b>	<b>59,350,845</b>
PUBLIC SERVICE & REVENUE ADMIN	5.31	820,931	415,025	405,906
ASSESSING SERVICES	40.00	4,042,966	3,200	4,039,766
PROPERTY TAXATION AND RECORDS	34.30	3,817,497	3,822,000	(4,503)
SERVICE & LICENSE CENTERS	28.44	2,287,172	1,726,400	560,772
HISTORICAL SOCIETY	-	107,185	-	107,185
COUNTY FAIR	-	191,117	-	191,117
LIBRARY	130.48	13,510,192	765,500	12,744,692
ELECTIONS	5.00	616,139	46,000	570,139
<b>Total Public Services &amp; Revenue</b>	<b>243.53</b>	<b>25,393,199</b>	<b>6,778,125</b>	<b>18,615,074</b>
<b>SHERIFF</b>	<b>183.25</b>	<b>22,436,576</b>	<b>3,277,759</b>	<b>19,158,817</b>
<b>COUNTY ATTORNEY</b>	<b>94.00</b>	<b>8,005,800</b>	<b>946,827</b>	<b>7,058,973</b>
<b>MEDICAL EXAMINER</b>	<b>-</b>	<b>1,332,390</b>	<b>59,847</b>	<b>1,272,543</b>
<b>DISTRICT COURT</b>	<b>-</b>	<b>401,386</b>	<b>-</b>	<b>401,386</b>
<b>OMB ADMIN</b>	<b>-</b>	<b>154,113</b>	<b>69,336</b>	<b>84,777</b>
<b>OFFICE OF RISK MANAGEMENT</b>	<b>7.00</b>	<b>4,039,697</b>	<b>2,003,233</b>	<b>2,036,464</b>
<b>INFORMATION TECHNOLOGY</b>	<b>68.00</b>	<b>14,005,804</b>	<b>2,292,135</b>	<b>11,713,669</b>
<b>OFFICE OF PERFORMANCE &amp; ANALYSIS</b>	<b>8.00</b>	<b>834,926</b>	<b>25,000</b>	<b>809,926</b>
<b>CRIMINAL JUSTICE NETWORK</b>	<b>6.90</b>	<b>1,052,683</b>	<b>575,771</b>	<b>476,912</b>

**STATE OF MINNESOTA**  
County of Dakota

	YES		NO
Slavik	<u>  X  </u>	Slavik	_____
Gaylord	<u>  X  </u>	Gaylord	_____
Egan	<u>  X  </u>	Egan	_____
Atkins	<u>  X  </u>	Atkins	_____
Workman	<u>  X  </u>	Workman	_____
Holberg	<u>  X  </u>	Holberg	_____
Gerlach	<u>  X  </u>	Gerlach	_____

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Clerk to the Board