

## Community Development Committee Report

For the Metropolitan Council meeting of March 23, 2022

**Subject:** Point Douglas Regional Trail Master Plan, Saint Paul

### Proposed Action

That the Metropolitan Council:

1. Approve the Point Douglas Regional Trail Master Plan.
2. Require Saint Paul, prior to initiating any new development of the regional trail corridor, to send preliminary plans to the Metropolitan Council's Environmental Services Interceptor Engineering Assistant Manager.

### Summary of Committee Discussion/Questions

Tracey Kinney, Senior Planner, presented the staff report to the Community Development Committee at its meeting on March 7, 2022.

Council Member Vento complimented the City of Saint Paul for the planning of the trail, recognizing that this will be a beautiful urban trail within a suburban area. This trail will provide access to Battle Creek-Indian Mounds Regional Park, as well as the Fish Creek Open Space addition to Battle Creek Regional Park. Vento also complimented Chair Yarusso of the Metropolitan Parks and Open Space Commission, as well as the whole Commission itself, for their depth of understanding of the Regional Parks System. It is evident that they do their homework prior to the Commission meetings by the robust discussion that takes place.

Council Member Lindstrom seconded CM Vento's responses. Lindstrom recently visited Battle Creek Regional Park and experienced firsthand a range of wildlife including beavers and the high-quality environmental infrastructure at the park. The more that we can do to protect these natural resources, the better off we all will all be.

Council Member Muse complimented the City of Saint Paul for the creative approach they took to engage the Somali community through the trail planning process.

The Committee voted unanimously to approve the proposed actions.

## Metropolitan Parks and Open Space Committee Report

For the Community Development Committee meeting of March 7, 2022

For the Metropolitan Council meeting of March 23, 2022

**Subject:** Point Douglas Regional Trail Master Plan, Saint Paul

### Proposed Action

That the Metropolitan Council:

1. Approve the Point Douglas Regional Trail Master Plan.
2. Require Saint Paul, prior to initiating any new development of the regional trail corridor, to send preliminary plans to the Metropolitan Council's Environmental Services Interceptor Engineering Assistant Manager.

### Summary of Committee Discussion/Questions

Tracey Kinney, Senior Planner, presented the staff report to the Metropolitan Parks and Open Space Commission at its meeting on March 3, 2022. Brett Hussong, Lead Landscape Architect from Saint Paul Parks was in attendance.

Chair Yarusso asked if this trail includes an area that was previously affected by erosion. Kinney responded that erosion affects the interim alignment of Segment 1. A small part of the interim trail was rebuilt after disrepair due to erosion. A study was conducted for future erosion mitigation improvements for the overall interim trail.

Commission Peichel asked if the trail included connections to the Battle Creek Regional Park, Pigs Eye Unit restoration work. Hussong responded the Point Douglas master plan effort didn't engage Ramsey County in relation to connecting to the Pigs Eye Unit. Emmett Mullin, Parks Manager responded that the Pigs Eye restoration project is in a remediation phase so adding public opportunities to connect with the lake is being held off until this work is done. Hussong added that the regional trail is separated from the Pigs Eye Unit by a railroad. Access to the lake from the trail did not come into play.

Commissioner Dillenburg asked how inflation is being considered with master plan costs. Kinney responded that the costs are tracked in the master plan in 2022 dollars. Lisa Barajas, Community Development Director responded that the 2050 system plan update will need to consider inflation since it is becoming an important factor to estimate the cost to complete the Regional Parks System. Chair Yarusso added that this topic comes up from time to time. The Commission has discussed the disconnect between balancing rising land and construction costs with the ability to maintain the existing system.

Commissioner Peichel asked about the space available for hybrid facilities. Hussong responded that the trail is located in the road shoulder or is using wide road lanes. The master plan was limited and focused on the safety of the multi-use trail, so it did not consider any other uses.

Chair Yarusso asked about the master plan engagement with tribal communities. Hussong responded that the Tribal Historic Preservation Office was contacted; but their engagement was limited since it was a planning document. Saint Paul engaged with the Minnesota State Historic Preservation Office which identified cultural sites of significance. A geophysical study is needed in order to proceed with implementation of the master plan.

Chair Yarusso added that the regional trail includes a nice balance of trail and use of adjacent regional parks. It is a good improvement to the existing trail which was noted in past public comments for the need to improve it.

Council Member Vento added that the regional trail will be a great amenity and the neighbors will be thankful for it.

The Commission voted unanimously to approve the proposed action.

## Metropolitan Parks and Open Space Committee

Meeting date: March 3, 2022

For the Community Development Committee meeting of March 7, 2022

For the Metropolitan Council meeting of March 23, 2022

**Subject:** Point Douglas Regional Trail Master Plan, Saint Paul, Review File No. 50230-1

**MPOSC District, Member:** District G, Anthony Taylor

**Council District, Member:** District 13, Chai Lee

**Policy/Legal Reference:** Minn. Stat. § 473.313; *2040 Regional Parks Policy Plan*: Chapter 5, Planning Policy Strategy 1, Master Plans

**Staff Prepared/Presented:** Tracey Kinney, Senior Planner (651-602-1029)

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

### Proposed Action

That the Metropolitan Council:

1. Approve the Point Douglas Regional Trail Master Plan.
2. Require Saint Paul, prior to initiating any new development of the regional trail corridor, to send preliminary plans to the Metropolitan Council's Environmental Services Interceptor Engineering Assistant Manager.

### Background

Saint Paul's Point Douglas Regional Trail, formerly known as the Point Douglas (Bruce Vento-Washington Co.) Search Corridor, is located centrally within of the Regional Parks System (Figure 1) and the eastern part of the City of Saint Paul (Figure 2). This new 4-mile trail connects City of Saint Paul to the City of Newport in Washington County along the east side of Highway 61 between Burns Avenue and Bailey Road. The trail connects Battle Creek and Indian Mounds Regional Park, Samuel Morgan Regional Trail, and Grand Round North Regional Trail to Washington County's Afton Bluffs Regional Trail and Mississippi River Regional Trail Search Corridors. The trail is also within the Mississippi River Critical Corridor Area and is part of the Mississippi River Trail system (Figure 3).

This plan serves to establish a new master plan for, as well as change its name to Point Douglas Regional Trail.

### Rationale

The Point Douglas Regional Trail Master Plan is consistent with the requirements of the *2040 Regional Parks Policy Plan* (RPPP) including Chapter 5, Planning Policy Strategy 1.

### Thrive Lens Analysis

The Point Douglas Regional Trail Master Plan advances the Thrive outcome of Livability by increasing access to nature and outdoor recreation, which enhances the quality of life in the region.

### Funding

The total estimated cost to complete the Point Douglas Regional Trail is approximately \$9,825,000 including \$278,625 in acquisitions and \$9,546,000 for development. The annual cost to maintain the trail is \$36,800.

**Known Support / Opposition**

The Saint Paul City Council approved a Resolution of Support (22-49) for submission of the Point Douglas Regional Trail Master Plan to the Metropolitan Council on February 2, 2022 (Attachment 1).

Figure 1. Point Douglas Regional Trail located within the Regional Parks System

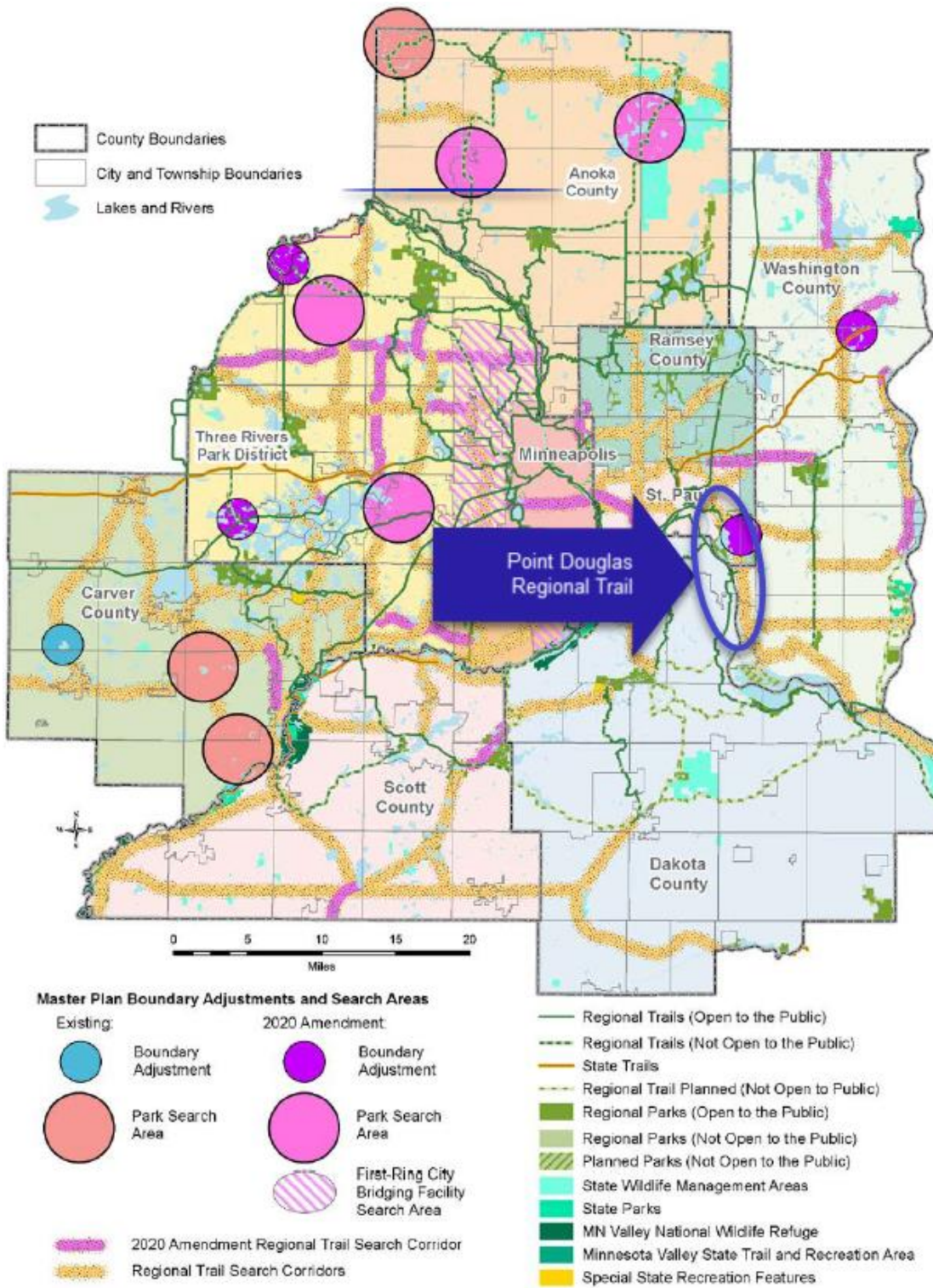
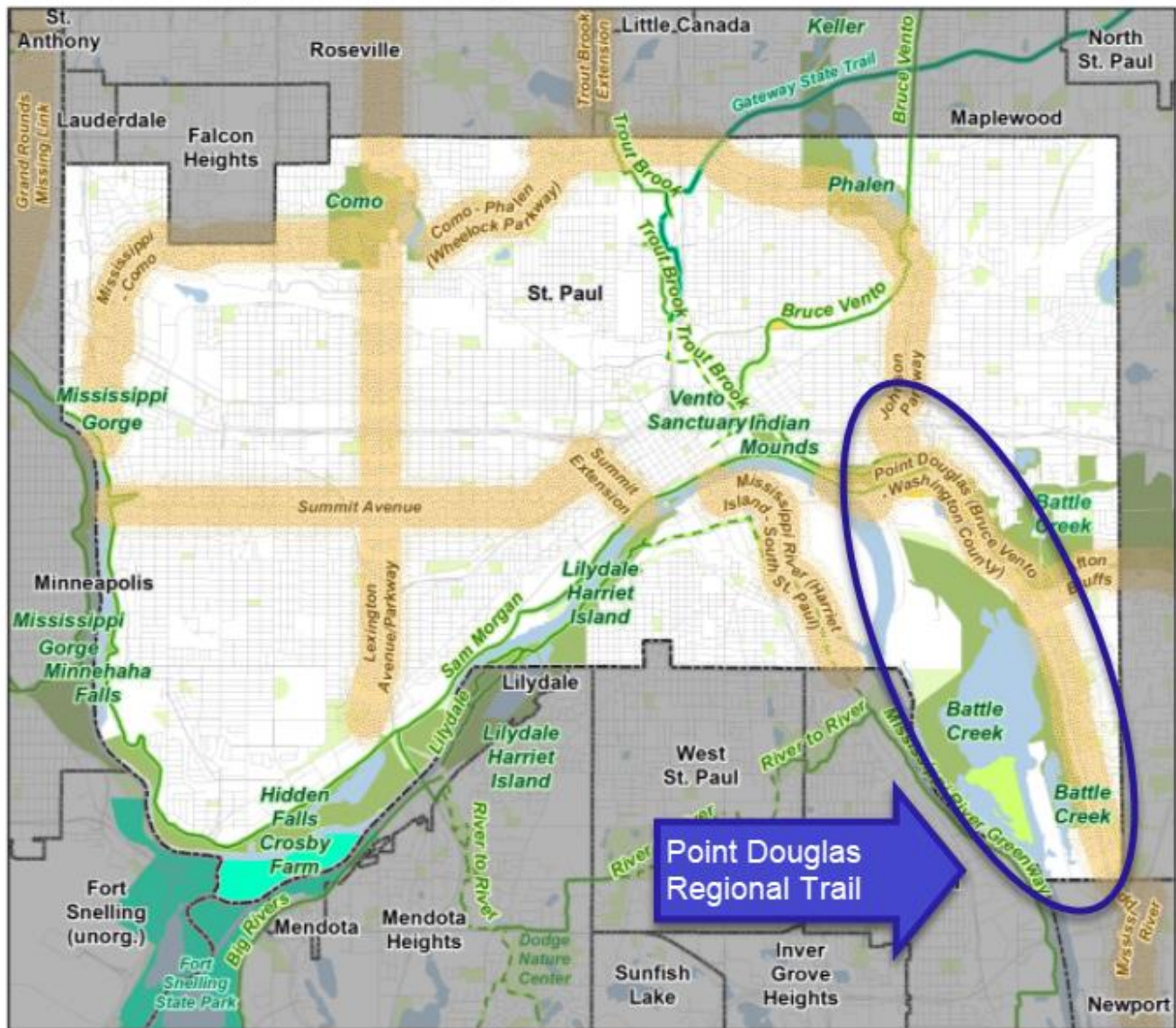




Figure 2. Search Corridor location in the City of Saint Paul

## Regional Parks System City of St. Paul, Ramsey County



### Regional Parks

- Existing
- In Master Plan
- Planned Parks and Reserves

### Regional Trails

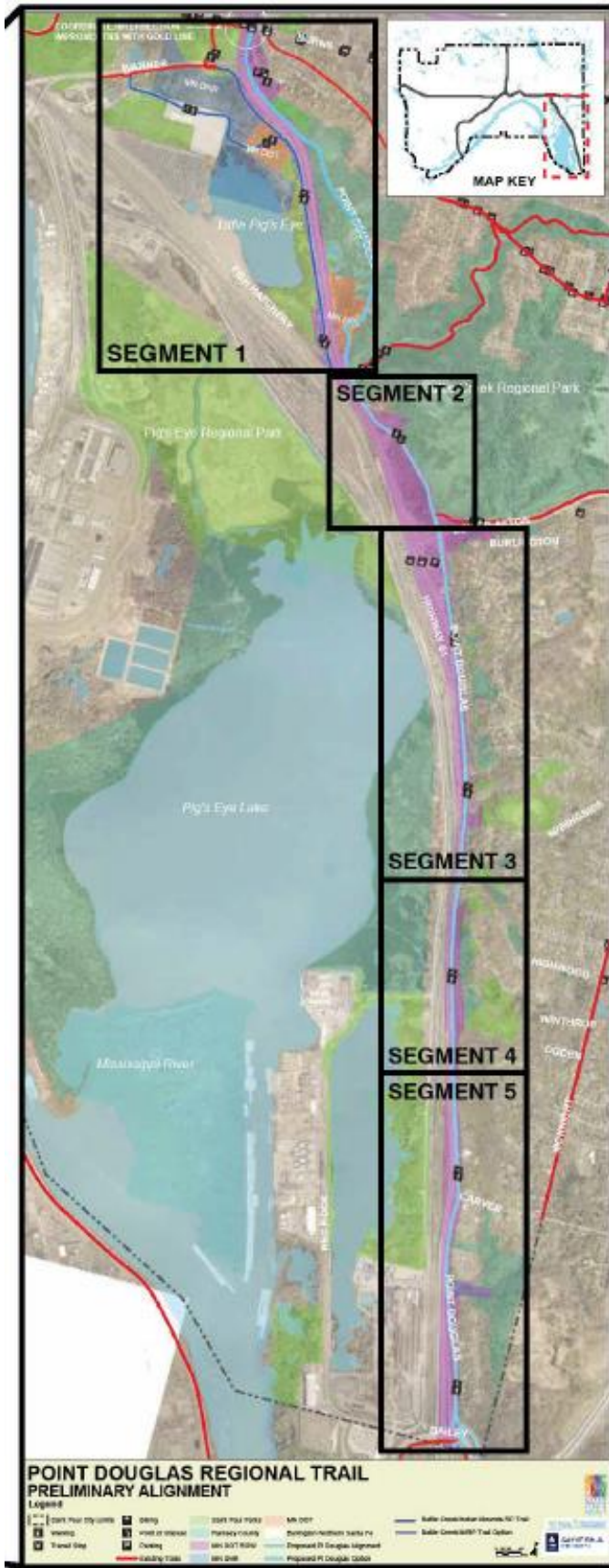
- Existing Regional Trails
- Planned Regional Trails
- Regional Trail Corridor Land

### Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustments
- Search Areas
- Regional Trail Search Corridors
- Regional Trails - 2040 System Additions

- Minnesota Valley National Wildlife Refuge
- State Parks
- State Wildlife Management Areas (Publicly Accessible)
- Scientific and Natural Areas (SNA)
- Other Parks and Preserves
- Existing State Trails
- Street Centerlines (NCompass)
- Lakes and Major Rivers

Figure 3. Point Douglas Regional Trail Master Plan





## Analysis

Planning Strategy 1 of the *2040 Regional Parks Policy Plan* requires that master plans for regional linking trails address 13 items: boundaries, acquisition costs, demand forecast, development concept, conflicts, public services, operations, partner engagement, public engagement and participation, equity analysis, public awareness, accessibility, and the Mississippi River Corridor Critical Area. The following report analyzes the master plan against those requirements.

### Boundaries

Saint Paul's Point Douglas Regional Trail connects the City of Saint Paul to the City of Newport in Washington County along the east side of Highway 61 between Burns Avenue and Bailey Road. The trail connects Battle Creek and Indian Mounds Regional Park, Samuel Morgan Regional Trail, and Grand Round North Regional Trail to Washington County's Afton Bluffs Regional Trail and Mississippi River Regional Trail Search Corridors. The trail is also within the Mississippi River Critical Corridor Area and is part of the Mississippi River Trail system (Figure 3).

### Acquisition Costs

The majority of the acquisitions for the trail are 10-year limited use permits within Minnesota Department of Transportation (MnDOT) road right-of-way. Securing these agreements are likely at the cost of preparing and executing the documents.

The long-term solution for Segment 3B includes one private acquisition and four private easements totaling \$278,625 to reconstruct a 0.25-mile section of road with a separated trail facility since the width is limited (Table 1).

Table 1. Private Acquisitions

Parcel ID/Location	Area	Conveyance	Cost
Private land	0.27 Acre	Fee title	\$200,800.00
Private land	772 Square Feet	Easement	\$11,558.00
Private land	362 Square Feet	Easement	\$8,785.00
Private land	969 Square Feet	Easement	\$14,950.00
Private land	3,086 Square Feet	Easement	\$45,672.00
Total	0.39 Acre		\$278,625.00*

\*Estimated costs reflect 2020 tax assessed values for the portion of parcel needed

### Demand Forecast

The Point Douglas Regional Trail will connect to the Samuel H. Morgan Regional Trail, which is the most used regional trail in the City of Saint Paul. Saint Paul is projecting that the use of the trail will be comparable to Bruce Vento Regional Trail, Samuel H. Morgan Regional Trail and Trout Brook Regional Trail ([Metropolitan Council's 2019 Use Estimate](#)).

Based upon [Saint Paul's 2020 Census data](#), the City's population was 311,527 and expected to total 344,100 by 2040, which is a 10% increase. In addition, the [2016 Metropolitan Council Visitor Study](#) reported that 70% of trail users live within 5 miles or less. Therefore, it is anticipated that population growth in Saint Paul will increase trail use of the Point Douglas Regional Trail.

Mississippi River Trail (MRT) development in Minnesota is supported by MnDOT as one component of their multi-modal transportation planning strategy. With its multiple connections to other riverfront trails and its close river proximity, it is expected that the Point Douglas Regional Trail will become an important segment of the existing MRT. The trail will also be part of the network of trails that lie in close proximity to the river and within the National Park System's Mississippi National River and Recreation Area (MNRRA). The trail will support a key NPS goal of increasing non-motorized access to the river for park visitors as part of the [MNRRA Alternative Transportation Plan](#).

### *Development Concept*

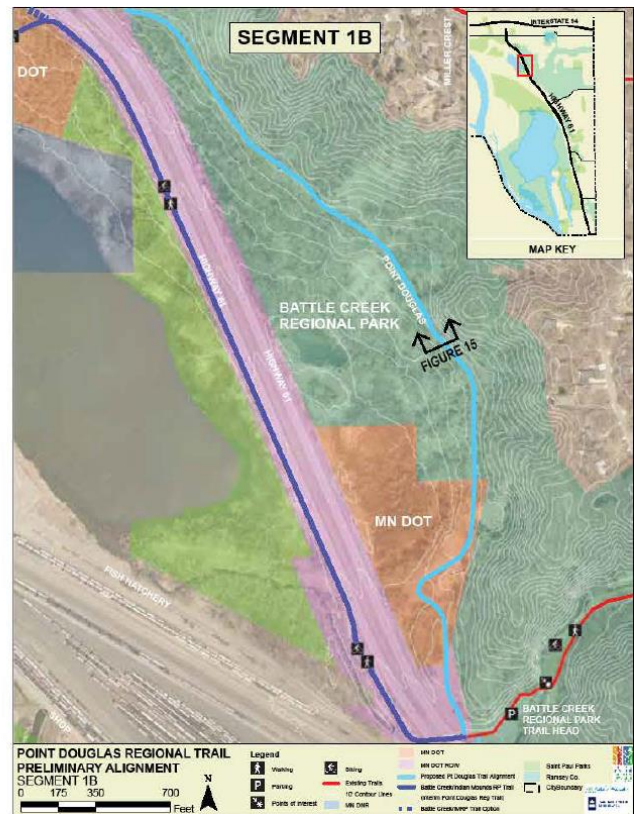
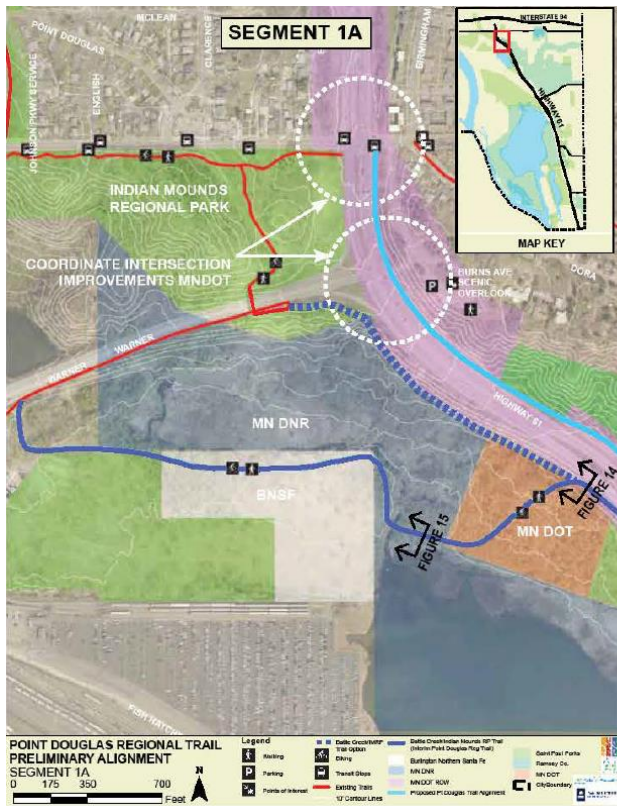
The 4-mile Point Douglas Regional Trail, comprised of 5 segments, is located along the east side of Hwy 61 mainly within the road right-of-way. Rest areas and amenities are strategically spaced every half to one mile along corridor. The Point Douglas Regional Trail will include wayfinding and interpretive signage from the City of Saint Paul Parks and Recreation comprehensive signage plan.

### **Segment 1**

Segment 1 is separated into Segments 1A and 1B. Segment 1A and 1B is a 0.68 mile stretch of separated trail located on the east side of Highway 61 road right-of-way. The trail follows the decommissioned Point Douglas Road through deciduous forest connecting to a Battle Creek Regional Park trailhead at Lower Afton Road. This trail alignment will require collaboration with MnDOT for future improvements at Burns Avenue and Warner Road intersection.

A 1.37-mile interim alignment for Segment 1A is located on the west side of Highway 61 following the existing Battle Creek and Indian Mounds Regional Park trail through MnDOT, Burlington Northern Santa Fe (BNSF) Railroad, Minnesota Department of Natural Resources (DNR) properties, and MnDOT road right-of-way along the west side of Highway 61. This existing trail connects to the Battle Creek Regional Park trailhead at Lower Afton Road via a MnDOT underpass. When the preferred alignment is constructed this interim trail alignment will remain since it is a park trail (Figure 4).

Figure 4. Segment 1 of the Point Douglas Regional Trail

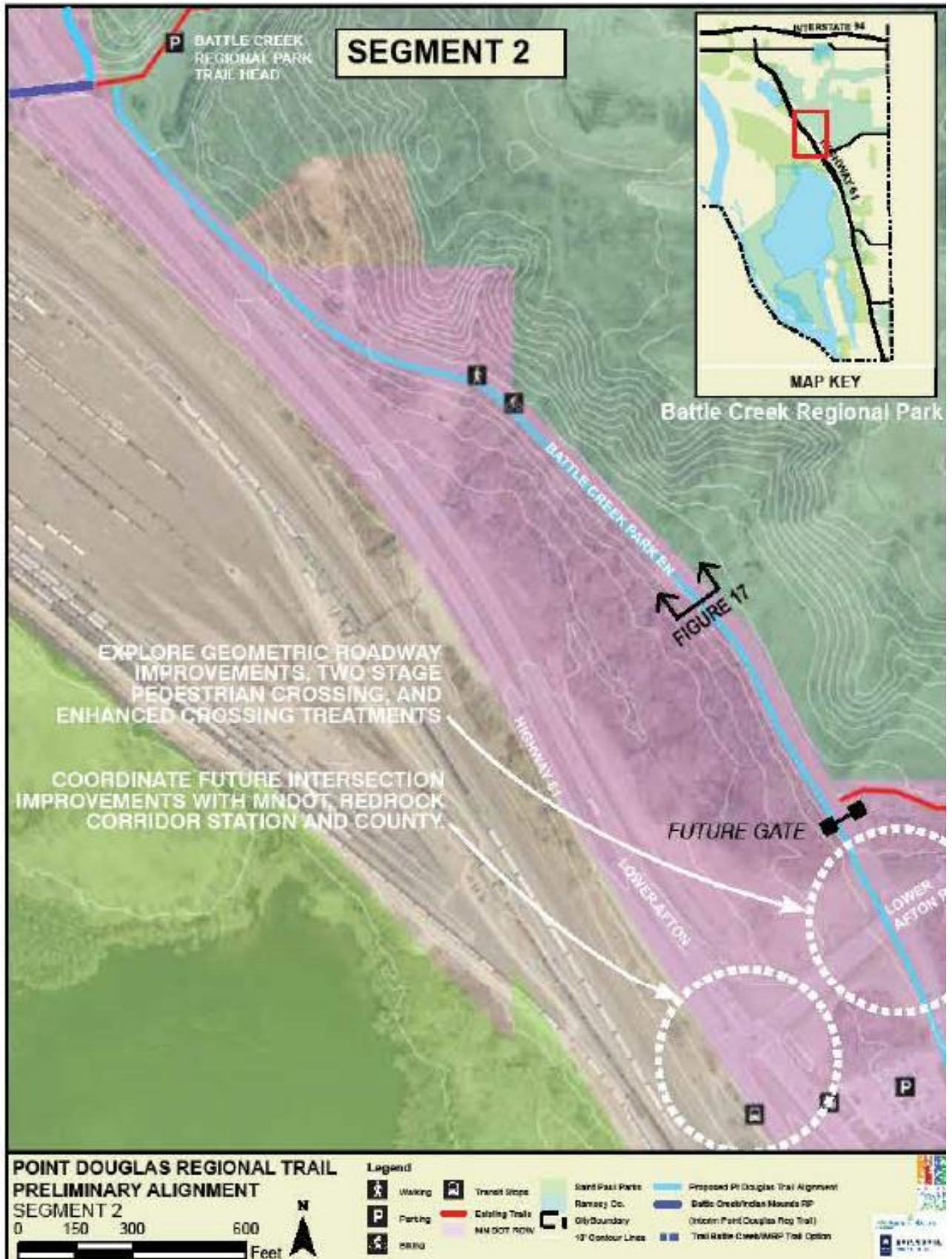


## Segment 2

Segment 2 is a 0.58 mile separated, off-street trail located on the Battle Creek Entrance Road. Steep grades south of Segment 1 and overhead utility poles will require curb and bike lane removal to achieve federal trail standards. The City and County will continue collaboration that may transfer ownership and maintenance of the entire Battle Creek entrance road from the City to the County and include installation of a vehicle barrier gate 200 feet north of Lower Afton Road. Segment 2 terminates at Lower Afton Road. Intersection improvements at Lower Afton Road are required due to steep grades, poor sightlines, high traffic speeds, and high traffic volumes (Figure 5).



Figure 5. Segment 2 of the Point Douglas Regional Trail

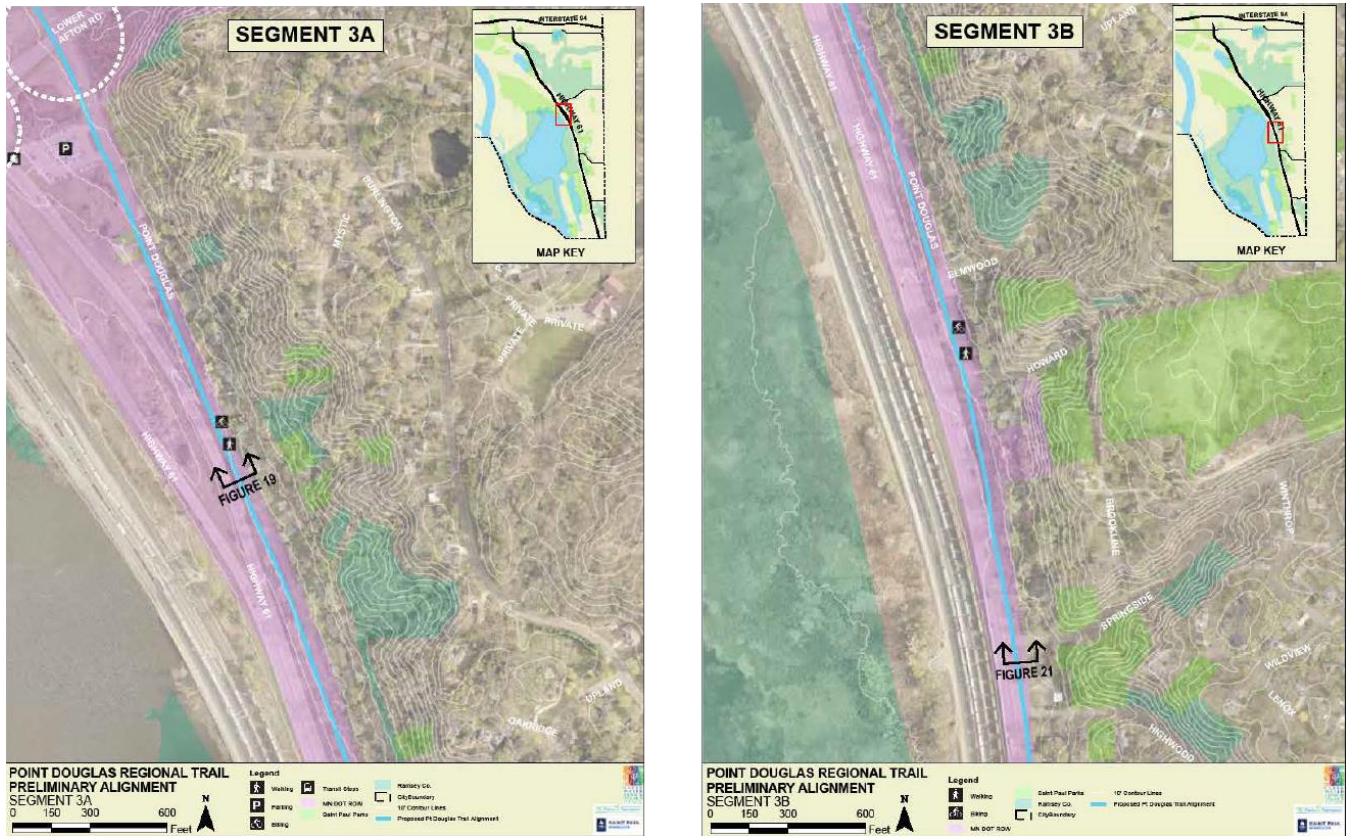




### Segment 3

Segment 3 is divided into Segments 3A and 3B. Segment 3A is located on the west side of Point Douglas Road within the road right-of-way separated from traffic by a boulevard, new curb, and tree plantings. Segment 3B continues on the west side of Point Douglas Road separated from vehicles by a boulevard, curb, and tree plantings. This segment includes a 0.25-mile portion that is narrow. The short-term solution is to build a narrower grade separated trail within the MnDOT road right-of-way. The long-term solution is to acquire private land and MnDOT road right-of-way to rebuild the Point Douglas Road with an integrated separated trail facility (Figure 6).

Figure 6. Segment 3 of the Point Douglas Regional Trail



### Segment 4

Segment 4 will utilize the existing protected, off-street trail between Highway 61 and the hillside. Due to the proximity to Highway 61, the community engagement process recommended shifting the trail closer to the hillside to allow for more vehicle separation while not affecting the hydrologic system. Geophysical analysis will be required during the design phase to determine the suitability of the bedrock to avoid impacts to the bluff. Coordination is needed with MnDOT to determine horizontal clear zones from the roadway edge (Figure 7).

Figure 7. Segment 4 of the Point Douglas Regional Trail





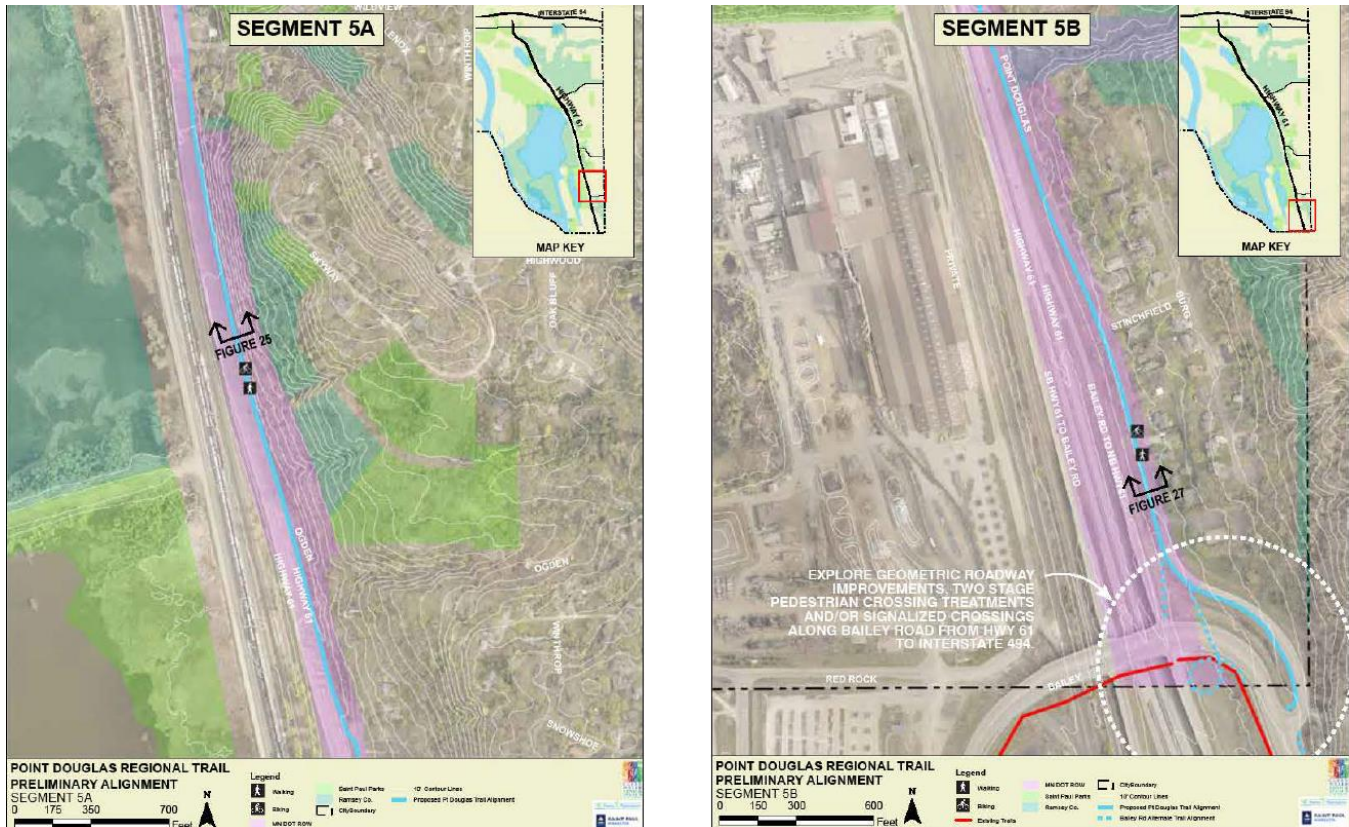
## Segment 5

Segment 5 is a 1.2-mile segment that includes Segments 5A and 5B.

Segment 5A returns to the Point Douglas Road right-of-way as a protected, off-street trail separated by a boulevard, curb, and tree plantings. Segment 5 continues on the Point Douglas Road right-of-way as a protected, off-street trail until Stinchfield Street at which point the roadway and available right-of-way narrows. This narrow section of the corridor will require a retaining wall on the west side of the trail and relocation of the western curb line to the east.

This segment terminates at Bailey Road with an at-grade crossing to Washington County. Other intersection improvements will be explored as the design develops (Figure 8).

Figure 8. Segment 5 of the Point Douglas Regional Trail



## Conflicts

There are a number of conflicts that the master plan has responded to including utility relocation, slope stabilization, and narrow road right-of-way.

## All Segments: Utilities

Utilities along Point Douglas Road are within the road right-of-way and typically located behind the curb. Some utilities such as water mains, storm and sanitary sewers will need to be relocated if the curb line is moved. Continued coordination with Saint Paul Public Works and private utility owners is needed.

## Interim Segment 1: Slope Stabilization

The interim trail along west side of Highway 61 was recently reconstructed due to slope failure. Subsurface drainage was determined to be the source of the slope instability and compacted free-

draining granular fill was recommended. Trail design along this interim segment will require geotechnical analysis and structural design.

### **Segment 2: Lower Afton Road**

Lower Afton Road is under Ramsey County's jurisdiction. The intersection at Point Douglas Road is a pedestrian and cyclist barrier because of high traffic speeds and high traffic volumes, steep grades from the east, obstructed sightlines, proximity to Highway 61, and crossing length. During the design process, this intersection was identified as one of the biggest barriers to use. Intersection improvements will be explored in a later phase of development. Continued coordination is needed with MnDOT and Ramsey County.

### **Segment 3B: Narrow Right-of-way**

Midway through Segment 3, the road right-of-way narrows because of a swale between Highway 61 and Point Douglas Road. A retaining wall will be required to accommodate a trail that meets MnDOT standards. Concrete jersey barriers separate Highway 61 from Point Douglas Road during this two-block segment. The trail alignment will require an easement on private land to relocate the roadway to the east.

### **Segment 5: Narrow Right-of-way**

Sufficient right-of-way begins to narrow along Segment 5 south of Stinchfield Avenue because of an existing drainage feature on the west side of the road. This narrow section of the corridor will require a retaining wall on the west side of the trail, relocating utilities, relocating the curb to the east, and a combination of parking restrictions and/or new parking bump-ins along the east curb. Continued collaboration is needed with Saint Paul Public Works to meet federal trail standards, the functional needs of the roadway, and functional needs of the stormwater system (swale). Finally, public engagement recommended to keep existing trees on the west side of Point Douglas to reduce industrial and vehicle pollution. A tree inventory, preservation, and removal plan will be required during the design phase to determine tree loss and replacements due to retaining wall installation.

### **Segment 5: Bailey Road Intersection Crossing**

Bailey Road is under jurisdiction of both MnDOT and Washington County. Similar to Lower Afton Road, the intersection at Bailey and Point Douglas is a pedestrian and cyclist barrier because of high traffic speeds, high traffic volumes, steep grades from the east that increase vehicle speeds, obstructed sightlines, and crossing length. Intersection improvements will be explored in a later phase of development. Continued coordination is needed with MnDOT and Washington County.

### ***Public Services***

Public services needed to implement the Point Douglas Regional Trail include utility relocations, road changes, and intersection improvements. Trail segments 2, 3, & 5 will affect existing regional wastewater, local water, and electrical utilities. In addition, the trail will shift the road alignment to the east in Segment 3. And lastly, intersection improvements are identified for safe trail crossings at Afton Road and Bailey Road.

### ***Operations***

The new trail will cost \$36,756 annually for maintenance. All regional trails within Saint Paul are included in the park operations and maintenance budget. This includes annual assessment of the trail conditions, repair, and renovation of the trail components as needed. The completed Point Douglas



Regional Trail will be included in the normal operations and maintenance cycle funded in part with Regional Park System Operation and Maintenance funding.

### *Partner Engagement*

The City involved a number of organizations in the development of the master plan, as discussed below; and there were no major concerns or opposition. The partners valued the need to improve the existing corridor. City of Saint Paul Parks and Recreation and Public Works Departments collaborated on the future improvements, and it was widely agreed to continue discussions to meet federal trail standards, functional needs of the roadway, and maintenance responsibilities.

DNR, BNSF, MnDOT: The existing interim trail alignment was constructed on both public and privately owned lands. The city is currently in the process of renewing or securing limited use permits from each landowner. In some cases, a limited use permit cannot be executed until design plans can be submitted. On-going collaboration is needed.

Ramsey and Washington County: Several agency meetings were held with Ramsey and Washington Counties to coordinate bicycle and pedestrian connections to multiple neighborhoods and intersection crossings. It was agreed by all agencies that continued collaboration is needed during the design process. Ramsey County also conducted a multi-year community input process during the development of the Battle Creek Master Plan and identified future trail connections to the Point Douglas Regional Trail. The City and County will continue collaboration that may transfer ownership and maintenance of the entire Battle Creek Entrance Road including a vehicle barrier gate 200 feet north of Lower Afton Road to the County. Additionally, Ramsey County is planning to make a boundary adjustment at Battle Creek Regional Park, which would potentially provide numerous connection points with the Point Douglas Regional Trail, including at Fish Creek Road. Washington County was aware of the process and provided review and comment of the draft master plan document.

Ramsey-Washington Metro Watershed: Implementation of the trail will likely require adherence to Ramsey-Washington Metro Watershed's best management rules and coordination on future grants.

Additionally, the trail alignment and master plan document was presented to and received approval from multiple boards as listed below.

- Southeast Community Organization (District 1)
- Saint Paul Transportation Commission
- Parks and Recreation Commission
- Saint Paul City Council

### *Public Engagement and Participation*

The master plan was developed in response to a robust public engagement process, as well as past planning engagement processes.

The City of Saint Paul started community engagement in March 2020 with a survey and interactive map. The project was delayed for 6 months due to the pandemic and community engagement resumed in October 2020 with two virtual presentations, two virtual focus group meetings, a door-to-door flyer distribution, and posting on social medial sites. A design advisory committee was also convened to represent residents, local stakeholders, and residents of District 1 and Ward 7.

The following are goals and objectives identified during the public planning process:

- Maintenance: Trail must accommodate winter snow removal.
- Safety: Improve intersection crossing at Warner, Lower Afton, Highwood, and Bailey roads.

- Safety/Security: Improve safety and security with lighting.
- Alignment: Trail corridor should be located on west side of Point Douglas Road versus east side.
- Signage: Improve wayfinding signs to major destinations and make local connections.

### *Equity Analysis*

Saint Paul Parks conducted an equity analysis as part of the master plan process for the trail. The analysis included information on the project data, public engagement and participation, and an evaluation summary.

### **Project Data**

The Point Douglas Regional Trail will connect the communities of District 1 (Southeast Community Organization) to local amenities, downtown, and Washington County. District 1's community general demographics include 56.3% people of color and 43.7% people who are white. The specific demographics of people of color are: 25.5% Black or African American, 22.4% Asian or Pacific Islander 8.8% Hispanic or Latino, 4.3% two or more races.

According to District 1's Equity Plan, 1 in 10 people were a person of color in 1990. Today, 6 in 10 people living in District 1 are people of color. This cultural and racial diversity is also expected to increase. In addition, the City of Saint Paul's 2040 Comprehensive Plan says District 1 has some of the highest percentages of children and people of color.

Saint Paul's comprehensive plan identifies a social equity priority to reduce barriers to Parks and Recreation facilities and create programming to address financial, physical, language and perception barriers. According to [Metropolitan Council's Adventure Close to Home: Connecting Youth with the Regional Park System](#) report present-day barriers include three types of safety concerns: nature and remoteness, strangers, and law enforcement. Of those barriers listed, remoteness, park inclusivity, and awareness are present-day barriers that can be identified along the Point Douglas Trail corridor for underserved populations. Specifically, the long, linear nature of trails can result in a feeling of remoteness, the lack of multilingual signs and cultural history can lead to inclusivity concerns, and the lack of a dedicated wayfinding and amenities can lead to awareness issues. Saint Paul's District 1 community expressed concerns regarding the disproportionate burden of this underinvestment in Parks including trail infrastructure. Additionally, a blog by the [National Recreation and Park Association: Understanding Equity in Parks and Recreation](#), documents similar cases of park usage and access by underserved communities because of underinvestment.

### **Public Engagement and Participation**

A new approach was developed by customizing a community engagement plan for the Somali community (Horn of Africa Community), teens (St. Paul Youth Commission), and students. The level of engagement was to "Involve" as identified by the International Association for Public Participation Spectrum. For example, participants commented on the proposed trail alignments and amenities.

Engagement opportunities consisted of physical mailings to residents immediately adjacent to the trail, pop-up meetings at public spaces in the community (trailheads & events), website updates, e-blasts, virtual meetings, and virtual presentations. The advice received during community engagement was summarized by the following stakeholder groups.

District 1's Somali community: One of the highest housing densities also corresponded to the highest percentages of children and people of color. The project planning team reached out to the Horn of Africa Community and local businesses. The project team learned that the Somali community primarily

communicates verbally compared to electronic means such as email, Facebook, or web pages. In coordination with the community group and local businesses, the project team distributed surveys door-to-door to known Somali homes and businesses. The survey was translated to Somali and the community leaders assisted with translation services (if needed). Survey responses revealed that even though the trail corridor is adjacent to many families of color, many people didn't know about the proposed trail. The community engagement process itself began to solve an unknown barrier which was the trail identity. Also, responses suggested future trail promotion, programming, and multilingual information is needed to encourage trail use, trail ownership, and to celebrate a shared amenity (grand opening).

**Saint Paul Youth Commission:** The Saint Paul Youth Commission consists of a diverse group of 10-12 youth between the grades of 9 and 12. The Youth Commission recommended the project team distribute an electronic survey to the nearby Harding High School. The survey responses reflected the District 1 demographics. A majority of the high school respondents said the lack of trail identity was the one of the biggest barriers to use. Many people did not know about the existing, interim trail. The results also suggested that site amenities such as benches, signage, and drinking fountains would entice them to use the trail.

### **Evaluation Summary**

Feedback received guided the development of the master plan and reinforced the need of the community to make the trail more safe, accessible, and accommodating. The following are recommendations from the community by theme:

- **Community:** Promote the proposed trail alignment and organize a grand opening to celebrate a shared public amenity.
- **Community:** Provide multilingual information (signs, maps) and provide interpretation of underrepresented groups (Dakota, Somali).
- **Infrastructure:** Increase safety by improving lighting, trail surfacing, and separation from vehicle traffic.
- **Infrastructure:** Increase access by improving connections across intersections and to local and regional destinations.
- **Amenities:** Increase demand by providing amenities such as shade, lighting, benches, multilingual signage, and drinking fountains.

The planning process identified District 1 has some of the highest percentages of children and people of color in Saint Paul. It also identified present-day barriers for underserved communities including underinvestment in recreation, lack of trail awareness and inclusivity concerns. To account for this disproportionate investment, the planning process developed strategies based upon feedback from community leaders including youth and the Somali community (Horn of Africa Community) to create a trail that is inclusive and equitable for people of all races, ages, and abilities

The lack of awareness of the existing interim alignment of the Point Douglas Regional Trail is a significant barrier that prevents underserved communities from identifying with their community, parks and recreational facilities. The proposed master plan's development concepts and public services seek to transform the corridor into a recreational amenity that feels safe, relates to community cultures, and creates a sense of place.

Feedback from public engagement informed the planning process by suggesting multilingual text, cultural interpretation, promoting the trail as a shared public amenity, increasing safety through a grade separated trail, and providing comfort amenities. Overall, the planning process helped to establish

relationships with students, residents, local government, and state agencies. The relationships developed will provide a conduit to relay future communication and project updates. Compared to previous planning studies, the project reached more individuals through virtual presentations on social media sites. This required the project team to increase project awareness by reengaging a broader demographic including people of color and low-income residents.

### *Public Awareness*

As part of the community engagement plan, the Point Douglas Regional Trail gained public awareness via social media, direct email, and postcard flyers. Once complete, the trail will be promoted through Saint Paul web pages, print brochures, and other trail related publications.

Additionally, the Point Douglas Regional Trail is located within the National Parks Service Mississippi National River and Recreation Area (MNRRA) The Point Douglas Regional Trail and surrounding amenities are identified in the *Mississippi River Companion*, a publication guide to navigate the MNRRA.

The National Park Service conducts a regular "Bike with a Ranger" event to learn and explore the MNRRA. Saint Paul may consider partnering with the NPS to program a "Bike with a Ranger" event in conjunction with the grand opening of the trail Mississippi River Trail.

MnDOT also continues to support and expand the Point Douglas Regional Trail as part of the Mississippi River Trail (MRT). This includes a commitment to support MRT improvement projects and to publicize the trail through the development of the Mississippi River Trail Bikeway Marketing Toolbox. The toolbox assists communities with bicycle tourism and to promote the route.

### *Public Services*

The proposed trail along segments 2, 3, & 5 will follow the curb line affecting existing sewer, water, and electrical utilities. In addition, the development concept proposes to shift the road alignment to the east in Segment 3. All of these utilities are included in the development cost and will occur at the beginning of the project, prior to the construction of the regional trail. Further utility coordination is needed with Saint Paul Water, Saint Paul Public Works, the Metropolitan Council Environmental Services, and MnDOT.

### *Accessibility*

All park facilities will be developed in accordance with the Americans with Disabilities Act (ADA). Other local guidelines, such as the DNR's Trail Planning, Design and Development resource book, and the MnDOT Bicycle Facility Design Manual will be used when developing accessible bicycle and pedestrian facilities including trail surfaces, street crossings, and the bridge connection in South Saint Paul.

The community highlighted several accessibility issues along the corridor including barriers to crossing intersections, uneven roadways currently used as a shared pedestrian/vehicle route and lack of directional wayfinding. A dedicated off-street multi-use trail will resolve these issues and transform Point Douglas into a pedestrian oriented corridor.

### *Mississippi River Corridor Critical Area*

The Point Douglas trail is located within Mississippi River Corridor Critical Area (MRCCA) is a State-designated land corridor along 72 miles of the Mississippi River in the Twin Cities Metropolitan Area. Several trail segments, most notably Segment 4, are located within the bluff impact zone. MRCCA design guidelines will be followed during the design process.



## Consistency with Other Council Policies and Systems

**Environmental Services – Sewers** (Roger Janzig, 651-602-1119) – The City of St. Paul has submitted the Saint Paul Point Douglas Regional Trail Master Plan for review. The construction of any new or updating of existing paths, trails, bridges, or any other construction project may have an impact on multiple Metropolitan Council Interceptors in multiple locations. To obtain an Encroachment Agreement Application, and to assess the potential impacts to our Interceptor System, contact Tim Wedin, Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services; and prior to initiating any project, preliminary plans should be sent for review.

**Metro Transit** (Steve Mahowald, 612- 349.7775 ) – Refer to the Metro Transit interactive map for updated bus locations (<https://www.metrotransit.org/schedules-maps>). Proposed future transit locations will need close collaboration between Saint Paul and Metro Transit.

**Environmental Services – Water Resources** (Maureen Hoffman, 651-602-1279) - Council Staff advise that during the planning and construction of the trail that the city cooperates with road authorities and that all stormwater requirements are met to the best extent possible.



# City of Saint Paul

## Signature Copy

Resolution: RES 22-49

City Hall and Court House  
15 West Kellogg Boulevard  
Phone: 651-266-8580

**File Number: RES 22-49**

Adopting the Point Douglas Regional Trail Master Plan (Laid over from January 19).

WHEREAS, the Saint Paul Parks and Recreation Commission and the Saint Paul Transportation Committee are appointed bodies established to advise the Mayor and City Council on long-range and city-wide matters related to the Department of Parks and Recreation; and

WHEREAS, the Metropolitan Council's Regional Parks Policy Plan (RPPP) identifies a regional trail search corridor along Point Douglas Road between Burns Avenue and Bailey Road, making that segment eligible for designation as a regional trail; and

WHEREAS, the Metropolitan Council requires an approved master plan conforming to the requirements of the RPPP to designate a regional trail; and

WHEREAS, the Saint Paul Department of Parks and Recreation assembled and facilitated a series of community and key stakeholder meetings, hired an engineering consultant, and worked across City and County agencies to develop a preferred alignment for the Point Douglas Regional Trail Master Plan; and

WHEREAS, the Saint Paul Parks and Recreation Commission recommended approval of the Point Douglas Regional Trail Master Plan in October 2021; and

WHEREAS, the City of Saint Paul Transportation Committee recommended approval of the Point Douglas Regional Trail Master Plan in October 2021; and

WHEREAS, the Saint Paul Bike Plan, the Great River Passage Master Plan, the Mississippi River Trail Bikeway, and Regional Bicycle Transportation Network have identified transportation and recreation trail system goals along the Point Douglas Road corridor; and

WHEREAS, designation as a regional trail will make the Point Douglas Regional Trail eligible for regional capital funding to construct all segments and for regional operations and maintenance funding to operate all segments open to the public; and

WHEREAS, the completed trail is expected to become an important part of the City's and the Metropolitan Council's Regional Trail System; Now, therefore, be it

RESOLVED, that the Council of the City of Saint Paul approves and adopts the Point Douglas Regional Trail Master Plan and is hereby authorized to submit said master plan to the Metropolitan Council for review and approval.

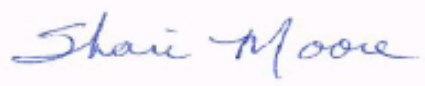
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At a meeting of the City Council on 2/2/2022, this Resolution was Passed.

Yea: 7 Councilmember Brendmoen, Councilmember Thao, Councilmember Tolbert, Councilmember Noecker, Councilmember Prince, Councilmember Jalali, and Councilmember Yang

Nay: 0

Vote Attested by  Date 2/2/2022  
Council Secretary Shari Moore

Approved by the Mayor  Date 2/8/2022  
Melvin Carter III