

# Metropolitan Parks and Open Space Commission

Meeting date: September 2, 2014

For the Community Development Committee meeting of September 15, 2014

For the Metropolitan Council meeting of September 24, 2014

**Subject:** Chain of Lakes-Otter Lake Regional Trail Master Plan, Anoka County  
**District(s), Member(s):** MPOSC District F, Sarah Hietpas  
**Policy/Legal Reference:** MN Statute 473.313  
**Staff Prepared/Presented:** Jan Youngquist, AICP, Planning Analyst (651-602-1029)  
**Division/Department:** Community Development, Regional Parks and Natural Resources

## Proposed Action

That the Metropolitan Council:

1. Approve the Chain of Lakes-Otter Lake Regional Trail Master Plan.
2. Require that prior to initiating development of the Chain of Lakes-Otter Lake Regional Trail, preliminary plans should be sent to Metropolitan Council Environmental Services for review in order to assess the potential impacts to the regional interceptor system.

## Background

Anoka County has submitted a master plan for the Chain of Lakes-Otter Lake Regional Trail, which will travel approximately three miles through Centerville and Lino Lakes, making a key connection between Rice Creek Chain of Lakes Park Reserve and Bald Eagle-Otter Lake Regional Park in Ramsey County.

## Rationale

The Chain of Lakes-Otter Lake Regional Trail Master Plan is consistent with the requirements of the *2030 Regional Parks Policy Plan* and other Council policies.

## Funding

The estimated cost to implement the master plan is \$3,504,600, which includes \$120,000 for land acquisition and \$3,384,600 for development.

Approval of this master plan makes the acquisition and development costs eligible for regional parks funding, but does not commit the Council to any funding. Future funding based on this master plan may be awarded through the Regional Parks Capital Improvement Program (CIP) and the Acquisition Opportunity Fund. Council action is required to approve the CIP and to approve specific grants to Anoka County.

## Known Support / Opposition

The Anoka County Board passed a resolution approving the Chain of Lakes-Otter Lake Regional Trail Master Plan. The master plan also includes resolutions of support from the Cities of Lino Lakes and Centerville. There is no known opposition to the master plan.

## Analysis

The 2030 Regional Parks Policy Plan requires that linking regional trail master plans address the nine items listed below.

## Boundaries and Acquisition

The Chain of Lakes-Otter Lake Regional Trail will be located in the southeast portion of Anoka County, and will travel through the Cities of Centerville and Lino Lakes along its 3 mile route. Figure 1 shows the regional trail location with Anoka County and Figure 2 shows the planned alignment of the regional trail.

Figure 1: Location of Chain of Lakes-Otter Lake Regional Trail within Anoka County

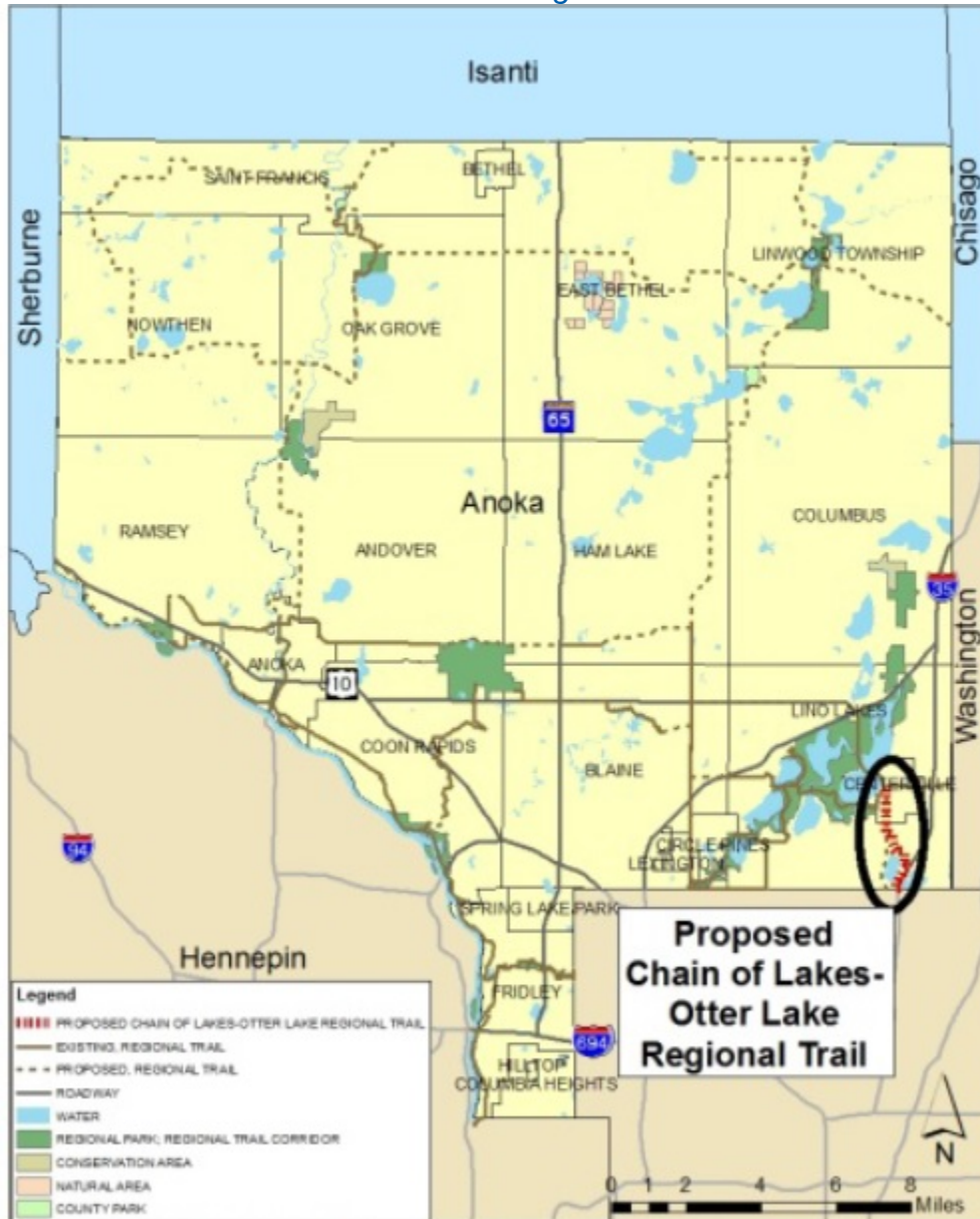


Figure 2: Chain of Lakes-Otter Lake Regional Trail Route

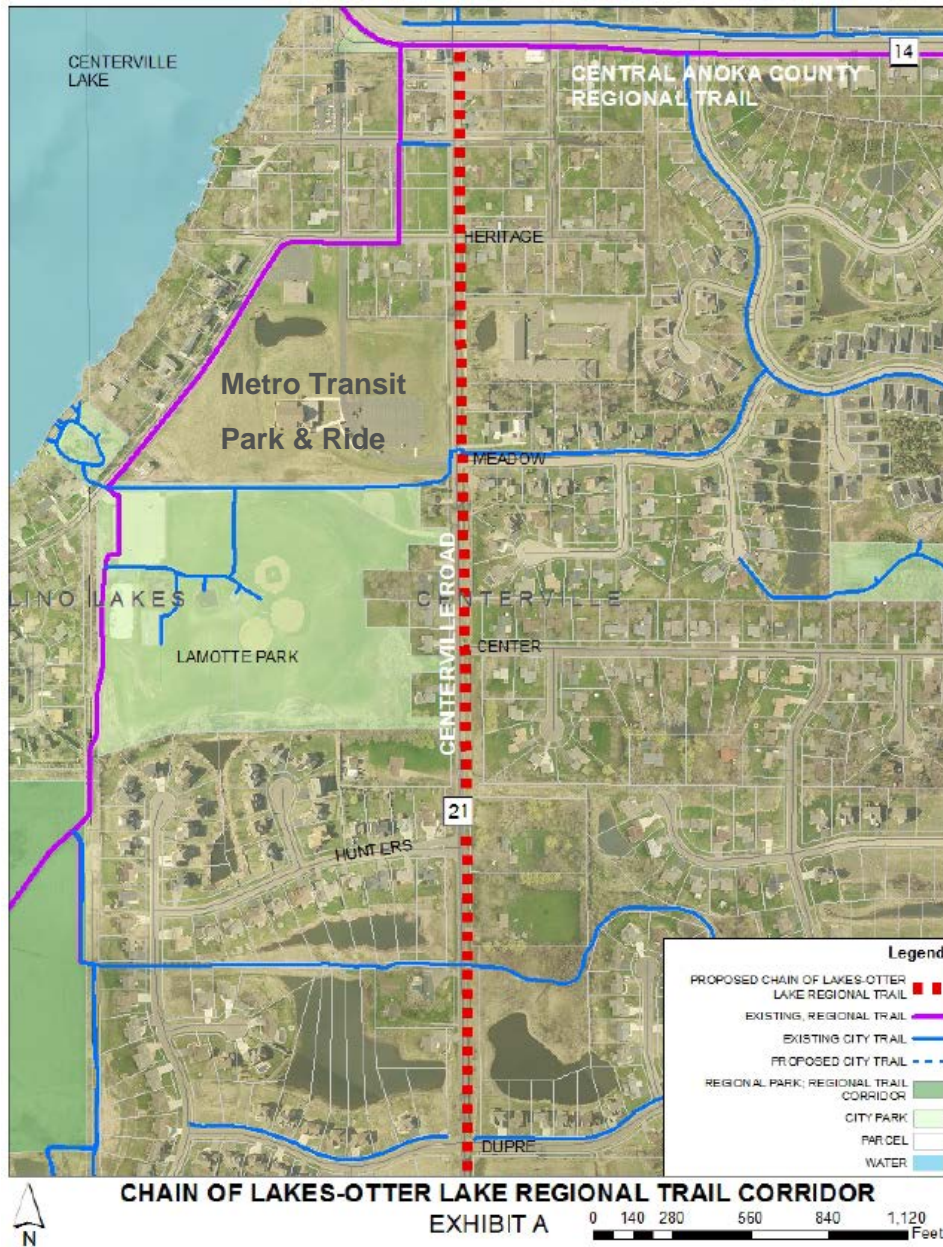


The regional trail will provide connections from Rice Creek Chain of Lakes Park Reserve, the Central Anoka County Regional Trail and the Bunker Hills-Chain of Lakes Regional Trail to the Otter Lake portion of Bald Eagle-Otter Lakes Regional Park in Ramsey County. The regional trail will connect with a bikeway in Ramsey County that leads to the Tamarack Nature Center and the Birch Lake Regional Trail. The Chain of Lakes-Otter Lake Regional Trail will also connect to local parks and trails along its route.

The northern portion of the regional trail will travel along the east side of Centerville Road (CSAH 21) from Main Street (CSAH 14) to Dupre Street, as shown in Figure 3. The regional trail will provide

connections to the Central Anoka County Regional Trail, the Bunker Hills-Chain of Lakes Regional Trail, a Metro Transit Park & Ride, a local park, and several local trails.

Figure 3: North Segment of Chain of Lakes-Otter Lake Regional Trail



The central segment of the regional trail will continue along the east side of Centerville Road (CSAH 21) to Birch Street. After crossing Birch Street, the trail will travel through the site of a future recreational facility that will be developed by the City of Lino Lakes. The central segment of the regional trail will connect to proposed local trails, as shown in Figure 4.

Figure 4: Central Segment of Chain of Lakes-Otter Lake Regional Trail



The southern segment of the regional trail will travel from the future Lino Lakes Recreation Facility to the west side of 20<sup>th</sup> Avenue (CSAH 54), then to County Road J, across Interstate 35E, to Otter Lake Road at the border of Anoka and Ramsey Counties. The southern segment of the trail is shown in Figure 5. The regional trail will connect to a proposed local trail around Amelia Lake.

Figure 5: Southern Segment of Chain of Lakes-Otter Lake Regional Trail



Anoka County will be constructing a portion of the northern segment of the regional trail between Heritage and Dupre Streets in Centerville as part of a road reconstruction project in 2015. Any additional right-of-way needed for this segment of the regional trail will be acquired as part of the roadway project, and the County will not seek Regional Parks System funding for land acquisition.

The remainder of the trail will be completed as adjacent roadways are reconstructed, or as adjacent land is developed. Acquisition of 20 foot wide right-of-way for the regional trail may affect 11 parcels. Anoka County estimates that the land acquisition costs to be approximately \$120,000 based on the most recent assessed value of the affected parcels. The County indicates that it will work closely with the cities to require dedicated right-of-way or trail easements as land develops, in order to reduce land acquisition costs.

## Demand Forecast

Outdoor recreational use patterns in the metropolitan area are steadily increasing. In 2013, there were an estimated 959,000 visits to regional trails in Anoka County, a 10 percent increase from 2012. As the population grows, the need for additional recreational opportunities and amenities grows as well. The population of the communities through which the regional trail will travel is projected to steadily increase to 2030, as shown in **Figure 6**.

*Figure 6: Projected Population of Communities along the Regional Trail Route*

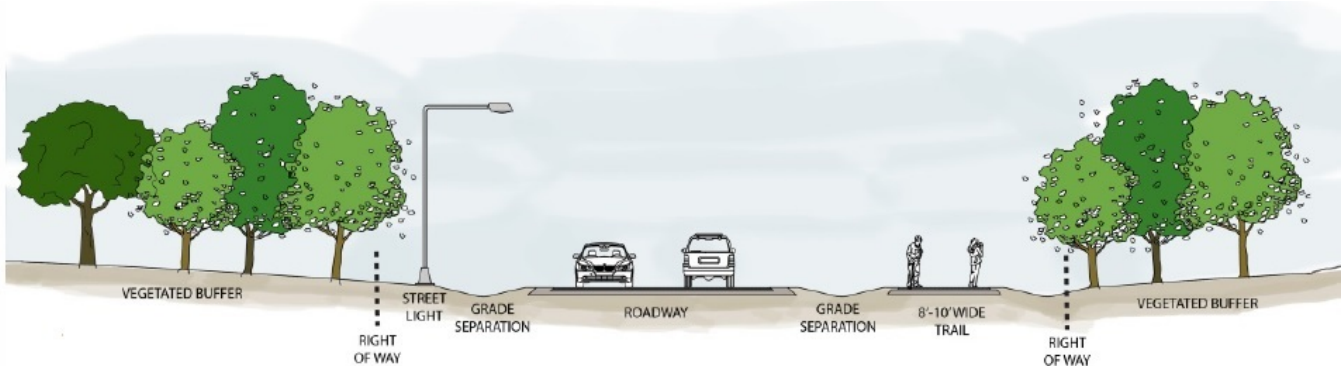
Year	Centerville	Lino Lakes	Anoka County
2010	3,792	20,216	330,844
2040	4,200	29,000	426,080
<b>Projected Increase 2010-2040</b>	<b>10.8%</b>	<b>43.5%</b>	<b>28.8%</b>

The historical increase in recreational visits to regional trails, coupled with the projected population growth of Anoka County and its communities, means that the demand for additional recreational facilities will increase, justifying the need for development of the Chain of Lakes-Otter Lake Regional Trail.

## Development Concept

The Chain of Lakes-Otter Lake Regional Trail will be an 8 to 10 foot wide paved trail within a 20 foot wide corridor, with the trail separated from the roadway. Figure 7 depicts a typical cross-section for the development of the Chain of Lakes-Otter Lake Regional Trail.

*Figure 7: Typical Cross-Section for Development of the Chain of Lakes-Otter Lake Regional Trail*



In order to facilitate the safe crossing of Interstate 35E, the master plan proposes that a trail crossing be included when a full interchange is constructed at I-35E and County Road J. If that is not feasible, or if demand dictates, the County is proposing that a separate bicycle/pedestrian bridge be constructed in partnership with Ramsey County to allow for safe connection between the two counties.

Trailhead signs will be provided at some of the major intersections along the trail. The County will work with the City of Lino Lakes to incorporate a trailhead at the City’s proposed recreational facility, which is approximately mid-point along the trail. Wayfinding directional signs will be posted along the regional trail as well.

The estimated development costs for the regional trail are approximately \$3,384,600, as shown in Figure 9.

*Figure 8: Estimated Development Costs of the Chain of Lakes-Otter Lake Regional Trail*

<b>Description</b>	<b>Estimated Cost</b>
Design/Engineering	\$300,000
Archeological Survey	\$50,000
Wetland Delineation	\$50,000
Wetland Mitigation	\$9,200
Topographic Survey/Construction Staking	\$100,000
Geotechnical Survey	\$50,000
Clearing and Grubbing	\$100,000
Utility Relocations, if required	\$75,000
Bituminous Trail Construction (\$40/lf)	\$691,800
Boardwalk	\$125,000
Pedestrian Bridge/I-35E Crossing	\$1,200,000
Trailhead Facility Development	\$100,000
Lighting	\$75,000
Landscaping and Restoration	\$75,000
Signage and Striping	\$40,000
Site Furnishings	\$25,000
Contingency	\$318,600
<b>TOTAL</b>	<b>\$3,384,600</b>

**Conflicts**

There are no major conflicts that will affect development of the regional trail. Adjacent land uses are primarily a mix of residential as well as an existing and a planned local park. Anoka County does not anticipate conflicts with regard to the trail, but will determine methods of mitigation if issues arise.



## **Public Services**

No new public services are needed for the development concept that is outlined in the master plan. Local and regional parks along the trail route will provide services for trail users, including parking, restrooms, drinking fountains and benches.

## **Operations**

The use of Anoka County's parks and trails is regulated through the Anoka County Park Ordinance, which is dated January 24, 2012. Education and enforcement along the trail will be provided by the Anoka County Park Rangers, Anoka County Sheriff and the local police departments.

Anoka County partners with local communities to maintain its regional trails. The County typically enters into a Joint Powers Agreement or a Memorandum of Understanding with the affected Cities. These partnership agreements describe the roles and responsibilities of each agency with regard to maintenance and capital improvements along the trail corridor. Anoka County will provide routine maintenance for portions of the regional trail that travel within county or regional parks. Maintenance activities will include mowing, sweeping, plowing, clearing and debris removal. The local city will provide general routine maintenance for the portions of the regional trail that are not within these parks. Anoka County will inspect the trail annually and will provide any necessary capital improvements or long term maintenance.

Annual maintenance costs for the Chain of Lakes-Otter Lake Regional Trail are estimated to be approximately \$10,000, which will include sign replacement, minor bituminous repair and crack-sealing. Annual operating costs are funded through Anoka County's budget, which receives its funding from picnic shelter rentals, room rentals, programs, park entrance fees and the County's general fund. Supplemental funding is received from the State of Minnesota as part of the Operations and Maintenance Fund allocation administered by the Metropolitan Council.

## **Citizen Participation**

Anoka County worked with regulatory agencies and local government to develop the master plan. Open houses were held on March 25 and June 24 to receive public input. The comments received and the County's responses were included in the master plan. Appropriate revisions were made to the master plan based on these comments.

The Cities of Lino Lakes and Centerville passed resolutions of support for the master plan. Additionally, the Anoka County Board of Commissioners unanimously approved the Chain of Lakes-Otter Lake Regional Trail Master Plan on August 12, 2014.

## **Public Awareness**

Anoka County promotes public awareness of its regional parks and trails through maps, websites, social media, brochures and publications.

## **Accessibility**

The regional trail and associated amenities will meet the requirements of the American with Disabilities Act. The northern portion of the trail corridor in Centerville is adjacent to bus stops and a park and ride

that are served by two Metro Transit express bus routes. The trail is accessible by transit and will also facilitate multimodal access to transit. There will not be a fee for use of the regional trail, which helps eliminate economic barriers for trail users.

### *Review by Other Council Divisions*

**Environmental Services – Sewers** (Roger Janzig 651-602-1119) – This proposed regional trail extends 3 miles through the communities of Lino Lakes and Centerville. The construction of any new or updating of existing trails may have an impact on multiple Metropolitan Council Interceptors in multiple locations. To assess the potential impacts to our interceptor system, prior to initiating any proposed projects, preliminary plans should be sent to Scott Dentz, Interceptor Engineering Manager (651-602-4503) at the Metropolitan Council Environmental Services for review and comment.

**Community Development – Environment and Surface Water Management** (Jim Larsen 651-602-1159) – Most if not all of the portion of the trail planned for construction in the near term in conjunction with the rehab of CSAH 21 will require water quality treatment of its runoff. That treatment can be provided by either an adjacent vegetative filter strip or by the same infrastructure that will be managing the roadway runoff, depending upon which way the trail runoff slope is constructed and the project designed. It would be helpful if a short section could be incorporated into the text of the master plan to indicate that respective watershed requirements will be followed, and what they will most likely entail, consistent with their existing management plan requirements.

#### *Anoka County response:*

Water quality treatment and stormwater management for the proposed trail is proposed to follow the requirements of the MN Department of Natural Resources, Army Corps of Engineers, Rice Creek Watershed District and other permitting and regulatory agency requirements at the time of construction. For example, water quality treatment can be achieved through a minimum of a five foot wide vegetated filter strip or vegetated open space located down-gradient of the trail according to the Rice Creek Watershed District.

Stormwater management for the Chain of Lakes-Otter Lake Regional Trail will vary depending on location. The section of trail to be constructed in the near future, from Heritage Street to Dupre Street, is being incorporated into the existing CSAH 21 roadway project and thus the design of water quality treatment and stormwater management facilities have been incorporated into that project as well.

The stormwater management plans for that project will utilize and expand existing systems within the project area. Currently, the system consists of vegetated swales, ditches and ponds. Those existing facilities will be expanded to accommodate the water quality treatment volume and store run-off for the roadway and trail project.

Stormwater management related to the remaining trail corridor will be designed to meet all regulatory agency requirements at the time of construction.

The ownership and maintenance of the stormwater management facilities will be the responsibility of Anoka County.

**Transportation Planning** (Russ Owen 651-602-1705) – No comments.

## Conclusions

1. The Chain of Lakes-Otter Lake Regional Trail Master Plan is consistent with the requirements of the *2030 Regional Parks Policy Plan* and other Council policies.
2. The estimated cost to implement the master plan is \$3,504,600, which includes \$120,000 for land acquisition and \$3,384,600 for development. However, approval of this master plan does not commit the Council to any funding at this time. Future funding based on this master plan may be issued through the Regional Parks Capital Improvement Program (CIP) and Land Acquisition Opportunity Fund. Council action is required to issue specific grants to Anoka County.
3. The regional trail route may have a potential impact on in multiple locations. In order to maintain the integrity of the regional sewer system, prior to initiating any projects, preliminary development plans for the regional trail should be submitted to Scott Dentz, Interceptor Engineering Manager (651-602-4503) at Metropolitan Council Environmental Services for review and comment.