Business Item

Metropolitan Parks and Open Space Commission



Metropolitan Parks and Open Space Commission: March 6, 2025

Community Development Committee: March 17, 2025

Metropolitan Council: March 26, 2025

Business Item: 2025-69

Midtown Greenway Regional Trail Long-Range Plan, Minneapolis Park and Recreation Board (MPRB)

District(s), Member(s):	District C, Tess Bouska
	District 6, Robert Lilligren
Policy/Legal Reference:	Minnesota Statutes § 473.313; <i>2040 Regional Parks Policy Plan</i> : Chapter 5, Planning Strategy 1
Staff Prepared/Presented:	Colin Kelly, Planning Analyst, 651-602-1361 Zoey Mauck, Senior Planner, 651-602-1398
Division/Department:	Community Development / Regional Planning

Proposed Action

That the Metropolitan Council:

- 1. Approve Minneapolis Park and Recreation Board's Midtown Greenway Regional Trail Long-Range Plan.
- 2. Require MPRB, prior to initiating any construction, to send preliminary plans to the Metropolitan Council Environmental Services Interceptor Engineering Assistant Manager.

Background

The Minneapolis Park and Recreation Board (hereinafter referred to as MPRB) has submitted a long-range plan for the Midtown Greenway Regional Trail for Council review. The Midtown Greenway, an existing 5.9-mile bicycle and pedestrian trail corridor, is located near the center of the Regional Parks and Trails System in Hennepin County and the City of Minneapolis (Figure 1). The Midtown Greenway connects to Cedar Lake Regional Trail and Minneapolis Chain of Lakes Regional Park to the west, and Mississippi Gorge Regional Park to the east (Figure 2). The easternmost portion of the regional trail corridor is within the Mississippi River Corridor Critical Area. Current planning efforts are exploring an expansion of the trail over the Mississippi River.

Established in 2000, the trail has an uninterrupted route mostly free from car traffic thanks to grade separation provided by a former commercial railway trench, creating a key east/west connection across Minneapolis between St. Louis Park and the Mississippi River. Over a million visits annually attest to the trail's popularity¹. Looking ahead, the Hennepin County Regional Railroad Authority

¹: U.S. Department of Transportation, Federal Highway Administration: A Crown Jewel of Bikeways: https://highways.dot.gov/publicroads/novemberdecember-2016/crown-jewel-bikeways

(HCRRA) will continue to be the primary landowner, and the City of Minneapolis will continue to operate the trail. This plan lays the foundation for Minneapolis Park and Recreation Board to bring the Midtown Greenway into the regional trail system. A Cooperative Agreement between HCCRA, the City of Minneapolis, and MPRB specifies the roles and responsibilities of the three entities with regard to ownership, operations, and maintenance of the trail corridor.

The Midtown Greenway Regional Trail Long-Range Plan will direct policy and design for parkland along the trail for the next 20-30 years. Implementation of this plan aims to improve trail user experience, safety, and accessibility based on ideas that emerged from community-driven efforts and advocacy. This plan will also guide how regional capital funding will be spent throughout the entire regional trail boundary in accordance with the Cooperative Agreement.

The MPRB Board of Commissioners approved the Midtown Greenway Regional Trail Long-Range Plan on December 4, 2024, prompting the submission of this plan to the Metropolitan Council for review.

Rationale

The Midtown Greenway Regional Trail Long-Range Plan is consistent with the requirements of the 2040 Regional Parks Policy Plan, particularly Planning Strategy 1 and other Council policies. While the 2050 Regional Parks and Trails Policy Plan was adopted ahead of the creation of this business item (February 12, 2025), the Midtown Greenway Trail Long-Range Plan was submitted for review prior to adoption.

Thrive Lens Analysis

The Midtown Greenway Regional Trail Long-Range Plan advances the Thrive outcome of Livability by increasing access to nature and outdoor recreation, which enhances quality of life in the region.

Funding

The total estimated project cost associated with the Midtown Greenway Regional Trail Long-Range Plan is \$2,469,100.

Acquisition of two parcels is proposed within this long-range plan. Formal appraisals have not been completed for either parcel at this time. Any related grant awards for acquisition will be reviewed under future separate business items.

Analysis

Planning Strategy 1 of the *2040 Regional Parks Policy Plan* requires long-range plans for regional linking trails to 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 Mississippi River Corridor Critical Area (where applicable). The following analyzes the trail plan against those requirements.

Boundaries

The existing 5.9-mile-long Midtown Greenway trail corridor follows a former commercial railway trench from the eastern to western boundary of Minneapolis. The trail boundary includes five existing city park areas that are immediately adjacent to the trail, including The Mall, Soo Line Garden, Cepro Site, the ramp connecting to Brackett Park, and a small part of West River Parkway at the eastern terminus of the trail. The trail connects to Mississippi Gorge Regional Park to the east and to Cedar Lake Regional Trail and the Minneapolis Chain of Lakes Regional Park to the west, both in Hennepin County. These parks include numerous existing and planned future amenities for Midtown Greenway users, including seating, shade, public art, and more. A small transfer of land from Mississippi Gorge Regional Park to the Midtown Greenway Regional Trail is proposed to improve access to the Midtown Greenway from West River Parkway.

The easternmost portion of the regional trail corridor is within the Mississippi River Corridor Critical Area.

Acquisition Costs

To maximize park site control along the Greenway corridor, several existing park properties along the route have been incorporated into the regional trail boundary and two areas of land not currently owned or managed by MPRB were identified as future acquisition sites. MPRB would like to gain site control over these areas for future improvements. Formal appraisals have not been completed for either area at this time, and there is currently no timeline for acquisition.

The first proposed acquisition area, which does not currently have a parcel ID number, is a 0.55acre plot of land adjacent to the project area, located on the north side of the Midtown Greenway, adjacent to West River Parkway and East 26th Street (shown in Figure 11). This land is currently owned by the City of Minneapolis. If site control is obtained, this land may provide a new access point to the Midtown Greenway from the northern side of the trail. This new access point would provide enhanced access for neighborhood and park users coming from the neighboring Mississippi Gorge Regional Park.

The second proposed acquisition area is Parcel ID number 3602924310039, 5.02 acres of land on the east side of Hiawatha Avenue next to the Martin Olav Sabo bridge (shown in Figure 14). The parcel is currently owned by the Metropolitan Council and contains a portion of the existing Midtown Greenway trail along with a connection to the Hiawatha LRT Trail. If site control is obtained by MPRB, this land may provide an opportunity to create an expanded amenity zone area and additional park features for the Hiawatha Avenue Amenity Zone located within this parcel. More information on amenity zones may be found in the Development Concept section. The Council and the MPRB are in ongoing discussion regarding the potential for this acquisition, but as of the writing of this report, those discussions have not been complete. Any Council disposition of the land or portion thereof would be brought forward to the Council as a separate item for Council review and approval.

Acquisition of each parcel of land will be pursued following the adoption of this plan.

Demand Forecast

The City of Minneapolis is forecasted to grow by roughly 5% between 2020 and 2030, and roughly 7.5% between 2030 and 2040 (Table 1). Additionally, regional forecasts show the population increasing from 2,850,000 in 2010 to 3,820,000 by 2050, indicating a growth of about 25%. Concurrently, annual visits to regional parks and trails have shown a consistent upward trend. Among the region's celebrated bicycle network, the Midtown Greenway stands out as a crucial

connector trail, currently estimated at one million annual visits². As trails have gained increasing popularity for recreationalists and commuters both regionally and nationally, the Midtown Greenway has emerged as a vital resource. With the predicted growth and to better accommodate the diverse population adjacent to the trail, park-like amenities are proposed along the corridor to enhance the overall user experience.

Metropolitan Council Forecasts for City of Minneapolis			
Year	2030	2040	
Population	429,956	451,354	484,847
Households	187,671	203,087	218,020
Employment	294,467	323,631	332,116

Table 1: Metropolitan Council Forecasts for the City of Minneapolis

Development Concept

Improvements along the 5.9-mile Midtown Greenway will be added both along the length of the regional trail corridor and in 11 focused amenity zones. Proposed improvements are grouped into four key areas: wayfinding/signage, accessibility/safety, transit connections, and ecological enhancement areas. Figure 3 displays the full regional trail corridor and highlights the approximate location of each planned amenity zone.

Each amenity zone is displayed in more detail in Figures 4-14; these figures highlight the placement of different proposed improvements along the corridor as well as the key amenity zones. Within each amenity zone, low-cost elements like bike racks, ecological enhancements, informational and wayfinding signage, trash and recycling bins, and benches will be added. Exact placement of amenities within an amenity zone will be determined upon implementation. The eleven Amenity Zone locations are described below:

- West Lake: Includes an area on the south side of the trail by an entrance that is close to the Kenilworth Regional Trail (Figure 4).
- **The Mall**: Includes an area where Humboldt Avenue South intersects with an internal park road in The Mall Park (Figure 6).
- Soo Line Garden: Includes the area where the garden connects to the trail (Figure 7).
- **Nicollet Avenue and 1st Avenue South**: Includes the area at the top of a proposed ramp that would connect the trail to 1st Avenue South instead of Nicollet Avenue. This proposed ramp is part of the New Nicollet Redevelopment project led by the City of Minneapolis. This project is the planning stages and the exact location for this amenity zone will adjust, as needed, to align with the final project plans (Figure 8).
- **5th Avenue South**: Includes an area of the trail just to the east of 5th Avenue South (Figure 9).
- **Cepro Site**: Includes an area where the paths through the Cepro Site connect to the primary paved trail (Figures 9 and 10).
- **Bloomington Avenue**: Includes an area at the top and bottom of a planned ramp that would connect to the trail on the north side. The proposed ramp falls outside of the amenity zone and is not eligible for regional funding at this time but could be implemented in other ways in the future (Figure 10).
- East 28th Street: Includes an area on the west side of the Martin Olav Sabo bridge where

the trail branches to cross Hiawatha Avenue via the Martin Olav Sabo bridge as well as along East 28th Street at grade (Figure 11).

- **Hiawatha Avenue**: Includes an area on the east side of the Martin Olav Sabo bridge where the trail branches to cross Hiawatha Avenue via the Martin Olav Sabo bridge as well as straight across Hiawatha Avenue connecting to the trail segment along East 28th Street (Figure 11).
- **Brackett Field**: Includes the area located at the top of the entrance ramp from Brackett Field Park (Figure 13).
- West River Parkway: Includes the area between the two West River Parkway segments that intersect East 27th Street (Figures 13 and 14). It is important to note that the Midtown Greenway Trail Expansion Planning Project is an inprogress project as directed by the State Legislature via its 2023 Omnibus Transportation Finance Bill. This project will develop a conceptual implementation plan for extending the Greenway across the Mississippi River to provide a new regional transportation connection between the Twin Cities and an enhanced recreational opportunity for the region. This planning project includes exploring options to retrofit or replace the Short Line rail bridge which may inform the future function, ownership, and operations of the bridge. This planning project may lead to future amenity zone additions once implemented, and the proposed bridge will ultimately connect with the City of Saint Paul's Midtown Greenway Extension Search Corridor that was added in December 2020.

Cost estimates are for lower-cost amenity zone improvements, wayfinding/signage, and ecological enhancements throughout the entire regional trail boundary, and are based on previous estimates and recent similar project work performed locally. Estimates are intended to serve as a baseline for project planning and reflect generalities based on known information as of spring of 2024, and do not include maintenance and operations. As projects move into design and construction, they will require further design, engineering, or study, and all projects are subject to MPRB purchasing agreements.

As directed by the MPRB Board of Commissioners during the Midtown Greenway planning process (Resolution 2023-127), higher-cost trail corridor improvements, such as new ramp infrastructure, lighting, permanent restrooms, trail repaving, and trail expansions will be funded by the HCRRA or City of Minneapolis and not by regional capital funding from MPRB. Therefore, these elements are not included in the long-range plan. Table 2 illustrates examples of the types of projects that eligible and ineligible for regional funding.

Total estimated costs for all projects are about \$2,469,100. Of the total cost, the average cost per amenity zone is approximately \$120,100. Improvements will be implemented incrementally over the course of several years as capital improvement program allocations from MPRB are determined. All amenities funded by MPRB will need to be maintained in accordance with regional trail requirements.

Eligible	Not Eligible (To be funded by HCRRA or City of Minneapolis)
 Wayfinding/signage Ecological enhancements Lower-cost amenity zone improvements 	 New ramp infrastructure Lighting Permanent Restrooms Trail repaving Trail expansions

Table 2: Midtown Greenway Regional Funding Eligibility Examples

Conflicts

Conflicts and partnership coordination on implementation, management, and maintenance of the Midtown Greenway are outlined in the Cooperative Agreement between the City, HCRRA, and MPRB as well as the Operations Permit between the City and HCRRA. For areas where MPRB is

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the owner and operator, MPRB will coordinate efforts on projects. Depending on the location, projects may involve coordination with agencies beyond what's outlined in the Cooperative Agreement. For example, transit services will require coordination with Metro Transit and/or the Metropolitan Council.

The Midtown Greenway is located on property acquired by HCRRA for transportation purposes including potential future rail transit use, though there is not yet a timeline or details related to mode of the future transit corridor. The classification of the Midtown Greenway as a regional trail does not rule out future use by HCRRA; a regional trail and transit corridor can coexist and will require a commitment to ongoing coordination by the City of Minneapolis, HCRRA, Metro Transit, and MPRB.

Several land use-related projects may need some level of coordination in the future, including the following related planning efforts:

- Prior Midtown Greenway planning and community driven initiatives between 1999-2022 (see Public Engagement section below)
- MPRB Park and System-Wide Plans (2016-2023)
- New Nicollet Redevelopment (in progress)
- Midtown Greenway Trail Expansion Planning Project (Including exploration of the use of the Short Line Bridge) (in progress)
- Metropolitan Council-owned property along the trail corridor on the western end near the West Lake light rail station and on the eastern half of the corridor near the Sabo Bridge and Hiawatha Avenue/Highway 55
- If HCRRA became interested in conveying land within the regional trail boundary and/or trench to MPRB or another entity

Public Services

Recommendations in the Plan can mainly be achieved with the existing non-recreational public services and facilities. Extensions to existing utilities in some areas may be needed to accommodate future visitor amenities along the trail such as drinking fountains. MPRB will coordinate with the City of Minneapolis, Hennepin County, HCRRA, Metro Transit, and other agencies and organizations, as applicable, for intersection and trail improvements and connections to other transportation infrastructure as applicable. It will continue to be important to coordinate with the Metropolitan Council as the Southwest Light Rail project nears completion and with Metro Transit as new or improved Bus Rapid Transit (BRT) stations are planned, as well as any future regional transportation access points within or adjacent to the regional trail

Operations

For land owned by MPRB along the Midtown Greenway, there is an adopted code of ordinances that include park rules and regulations for the Minneapolis park system. These policies and procedures are available online through MPRB's website. Information is also posted throughout the park system and includes park hours, fees, permitted and prohibited activities, maps, and emergency contact information. Emergency services for the Midtown Greenway are currently provided by the City and HCRRA.

Ownership and operations responsibilities for the Midtown Greenway are outlined between the City and HCRRA in their operations permit, which includes things like maintenance throughout the seasons and security. For land that's not owned by MPRB, maintenance of capital-only low-cost amenities constructed by MPRB will be the responsibility of other agencies. Before detailed design and construction of an amenity zone outside of park property occurs, ownership and maintenance responsibilities will need to be assigned. The process for determining ownership and operations responsibilities for these amenities within the regional trail boundary is outlined in the Cooperative Agreement.

Portions of the Midtown Greenway Regional Trail fall on MPRB land (e.g., The Mall, Soo Line Garden, Cepro Site, ramp connecting to Brackett Park, a small portion of West River Parkway) and are maintained and operated by MPRB, which supplies equipment and staffing resources

necessary to maintain and operate these areas year-round. On MPRB land within the regional system, annual operations, maintenance, and public safety costs are funded through MPRB's budget and the Metropolitan Council's operations and maintenance funds, as funding allows. The budget is administered by MPRB's Superintendent and approved annually by the MPRB Board of Commissioners.

Land ownership is highlighted in Figures 4-14.

By state statute, 40% of MPRB operations costs for regional facilities should be borne by the State of Minnesota. The state's obligation has never been met, thereby shifting maintenance burden to local taxpayers. This will continue to strain local budgets and may result in level of service shortfalls and a likely backlog of maintenance projects throughout the regional system.

Partner Engagement

The Metropolitan Council designated the Midtown Greenway as a Regional Trail Search Corridor in the 2020 Amendment to the 2040 Regional Parks Policy Plan, which was a step toward achieving regional trail designation and opening up new funding and improvement opportunities for the trail corridor. As the only eligible regional park implementing agency for regional parks and trails within Minneapolis, MPRB led the development of a regional trail long-range plan.

Most of the Midtown Greenway is on land owned by HCRRA, and HCRRA and the City are the primary operators of the HCRRA owned segments. There are also a few properties owned and operated by MPRB that are included in the regional trail boundary (see Boundaries section above).

To align with MPRB Resolution 2023-127, regional funding will only be used for low-cost capital improvements. Any low-cost capital improvements constructed by MPRB located on land not owned by MPRB must be maintained by other agencies. To clearly identify the roles and responsibilities between the City, HCRRA, and MPRB for the Midtown Greenway, a Cooperative Agreement was developed between the agencies focused on ownership, operations, and use of regional funding. This agreement is in addition to the existing operations permit agreement between the City and HCRRA.

Three advisory committees were also established during the regional trail planning process:

- Project Advisory Committee (PAC): Made up of MPRB staff representatives from departments across the organization who provided insight and expertise about existing conditions, maintenance, and programming within the project area and shared feedback on draft materials.
- Technical Advisory Committee (TAC): Made up of staff from different agencies and organizations that have a connection to the project area and provided feedback on the draft materials and how their work may overlap or require future coordination.
- Operations Workgroup: Made up of staff from the City, HCRRA, and MPRB that have a direct role in operations and ownership of the Midtown Greenway. The workgroup focused on the details, roles, and responsibilities related to operations of the Midtown Greenway.

The Midtown Greenway Regional Trail Long-Range Plan was adopted by MPRB Board of Commissioners on December 4, 2024 (Attachment 1) with support from the Midtown Greenway Coalition (Attachment 2).

Public Engagement and Participation

Since MPRB does not own or operate the majority of the Midtown Greenway and a number of previous related plans have already been developed [including Lake Street Midtown Greenway Corridor Framework Plan (1999), Bikeway Report (2000), Chicago Milwaukee and St. Paul Railroad Grade Separation Historic District (2005), Greenways Alternative Analysis (2014), Making the Connection: Midtown - Greenway to Lake Street (2016), Midtown Greenway Reevaluation (2017), Midtown Greenway Community Safety Design (2020), Creative CityMaking (2020), Wayfinding Inventory (2020), Lake Street Alignment (2021), Truth and Repair on Lake Street (2021), Lake Street Recovery (2022)], many of the conversations for this project were focused with community and agency partners.

The project team developed a draft plan building off the foundation of these plans, which provided strong context, analysis, community engagement, and recommendations. These plans were used as a starting point to recognize that the community around the Midtown Greenway has been engaged in numerous planning efforts since the trail's inception, and this plan could utilize the feedback and recommendations to honor those community members who participated in previous planning processes. The draft plan also included information provided through the project's advisory committees and operations workgroup (described above in the Partner Engagement section) along with community feedback gathered to date.

Engagement for this plan focused on the Amenity Zones, wayfinding, and ecological enhancements throughout the regional trail boundary to align with Park Board of Commissioner direction in fall of 2023. The focus on Amenity Zones created a structure for feedback on low-cost amenities.

Some themes that emerged during the public engagement process included:

- Support for the plan.
- Suggestion to improve safety through lighting, staffing, cameras, maintenance, and other means.
- Suggestion to prioritize trail user safety at vehicle crossings.
- Suggestion related to wayfinding form and content.
- Suggestion to add drinking fountains along the Greenway.
- Suggestion to add or relocate amenity zones.
- Suggestions related to Soo Line Garden future improvements.
- Support for Greenway extension across the river.

Equity Analysis

Project Data

The Midtown Greenway serves as a vital connection within a diverse community, spanning a wide range of ethnicities and economic backgrounds. According to the long-range plan, 42% of the Midtown Greenway Adjacent Neighborhood Area's population is between 25 and 45 years of age. People of color make up 47% of the area's population and people that speak a language other than English make up 29%. Additionally, 18% of people in the area live below the poverty line, 18% do not own a car, and only 63% drive to work. These numbers were compared with Minneapolis as a whole, and indicated that areas along the corridor are more diverse than greater Minneapolis, with larger percentages of people of color, non-English speakers, people that live below the poverty line, and people that do not own a car or drive to work living in the area, with the central portion of the corridor showing the most diversity.

Public Engagement

The project team developed an initial draft plan document that built on the previous plans (as noted above in the Public Engagement and Participation section), which provided a wealth of context, analysis, community engagement, and recommendations. Once completed, the draft document was shared for public review and comment from June 20, 2024, to August 5, 2024. During the public comment period, there was extensive engagement to share the plan document with a number of stakeholders groups to ensure the plan reflected a diversity of voices. Involving a diverse range of stakeholders, encompassing local residents, community organizations and advocates, planners, government officials, and business leaders, ensured a comprehensive and community-driven approach to the project's success.

The engagement for the long-range plan focused on the Amenity Zones, wayfinding, and ecological enhancements throughout the regional trail, and the regional trail boundary to align with Park Board of Commissioner direction in fall of 2023. The focus on Amenity Zones created a structure for feedback on low-cost amenities.

The following engagement strategies were used:

• Sharing the draft plan online with an online survey in Spanish, Somali, and English.

- Distributing printed copies of the plan to area recreation centers.
- Posting lawn signs along the Midtown Greenway advertising the plan and comment period.
- Slow Roll bike rides along the Midtown Greenway hosted by the Cultural Wellness Center and Melanin in Motion.
- Somali and Spanish language focus groups hosted by the Midtown Greenway Coalition.
- Two online open houses hosted by MPRB staff and the project's Operations Workgroup staff.
- Outreach to neighborhood organizations, project email list, and media advisory.
- Presentations to the City of Minneapolis Bicycle and Pedestrian Advisory Committees and Hennepin County Active Transportation Committee.
- Meetings with the Project Advisory Committee, Technical Advisory Committee, and Operations Workgroup.

Some themes that emerged during the Spanish language focus group included:

- Suggestion to improve safety on the Greenway through lighting, staffing, cameras, maintenance, and other means.
- Suggestion to add restrooms along Greenway.
- Concern related to safety on the Greenway.
- Suggestion for additional trash cans.
- Suggestion to add picnic tables.

Similar themes emerged during the Somali language focus group. They included:

- Suggestion to improve safety on the Greenway through lighting, staffing, cameras, maintenance, and other means.
- Suggestion to add restrooms along Greenway.
- Suggestion to add drinking fountains along the Greenway.
- Suggestion related to Greenway trail design.
- Suggestion to add or relocate amenity zones.
- Suggestion related to wayfinding form and content.

Evaluation Summary

At the close of the public comment period, MPRB staff compiled and reviewed all comments. Feedback that aligned with the focused engagement for this plan was used to revise the plan as warranted. Feedback for other agencies or projects was shared accordingly. A few things that changed as a result of this engagement period include:

- Adding additional amenity zones, with a particular focus on the eastern end of the trail.
- Incorporating funding for some additional low-cost amenities into the cost estimates for each amenity zone.
- Expanding the guiding principles to support design and implementation.

To ensure that engagement efforts will create better outcomes for the Midtown Greenway, MPRB will circle back with the public and project stakeholders by placing the final plan online once it is adopted by the Metropolitan Council. As the plan is implemented, MPRB will engage stakeholder groups to help complete the next level of design development or construction. Community engagement will continue to follow MPRB equity standards set forth in the Community Engagement Policy, and staff will continue to adapt engagement strategies to engage a broad audience through virtual and in-person opportunities.

Public Awareness

Public awareness efforts, including communications and marketing, are important factors in encouraging use of the Regional Parks and Trails System. Awareness of existing MPRB programs, facilities, and services is currently communicated through MPRB's public website, posted on MPRB kiosks within the project area and connecting trails, and through gateway and trail signage.

The Midtown Greenway Regional Trail project was communicated via a project web page on the public MPRB website with information about the trail, email announcements via GovDelivery, direct communication with the general public at meetings and through virtual inquiries, lawn signs within the project area, and amenity zone graphics included in multiple languages used during the public comment period.

There is also proposed transit connectivity between the Midtown Greenway corridor and both Light Rail Transit (LRT) and bus lines, improving accessibility to and knowledge of the Midtown Greenway Regional Trail for transit users.

Accessibility

While safety and accessibility are critical to examine individually, they have been coupled to provide greater flexibility for implementation since a portion of these amenities will have to be funded by sources other than regional trail capital funding from MPRB. Safety on the Midtown Greenway refers to measures and infrastructure proposed in previous planning efforts to ensure the well-being of users. Safety improvements include well-maintained paths, clear signage, proper lighting, and measures to prevent accidents or conflicts between different modes of transportation. Safety also encompasses efforts to create a secure environment, such as the presence of emergency call boxes and community patrols, fostering a sense of security for those utilizing the Midtown Greenway. These safety measures will need to be funded by sources other than the regional trail capital funding from the Park Board, as directed by the Board of Commissioners during the regional trail planning process (Resolution 2023-127).

The Midtown Greenway aims to provide accessibility with features and accommodations that enable individuals of varying physical abilities to enjoy the pathway. The shared commitment to accessibility between owners and operators along the corridor not only enhances the overall user experience but also promotes the Greenway as an inclusive public space that encourages active transportation and recreation for all members of the community.

Mississippi River Corridor Critical Area

The 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. MRCCA Administrative Rules establish standards and guidelines for all plans, regulations, capital improvements, and public facilities for the MRCCA. These guidelines and standards apply to public facilities, private facilities, vegetation management, land alteration and stormwater management, subdivision and land development, and exemptions.

The purpose of the MRCCA is to:

- 1. Protect and preserve the Mississippi River and adjacent lands that the legislature finds to be unique and valuable state and regional resources for the benefit of the health, safety, and welfare of the citizens of the state, region, and nation.
- 2. Prevent and mitigate irreversible damages to this state, regional, and natural resources.
- 3. Preserve and enhance the natural, aesthetic, cultural, and historical values of the Mississippi River and adjacent lands for public use and benefit.
- 4. Protect and preserve the Mississippi River as an essential element in the national, state, and regional transportation, sewer and water, and recreational systems; and
- 5. Protect and preserve the biological and ecological functions of the Mississippi River corridor.

The Midtown Greenway Regional Trail Long-Range Plan acknowledges that all future development of the regional trail within the MRCCA will need to comply with all applicable MRCCA standards and guidelines.

Consistency with Other Council Policies and Systems

Council staff have reviewed and found the proposed long-range plan to be consistent with the other plans and policies of the Council, including *Thrive MSP 2040*, the *Water Resources Policy Plan*, the *Transportation Policy Plan*, and the *Housing Policy Plan*. Additional review comments are included below.

<u>Community Development – Forecasts</u> (Todd Graham, 651-602-1322) – The long-range plan is complete and consistent with policy. MPRB provides a demand forecast analysis and the analysis includes Met Council's Imagine 2050 forecast.

<u>Community Development – Solar</u> (MacKenzie Young-Walters, 651-602-1373) - There are no explicit requirements for long range plans to address planning for the protection and development of access to direct sunlight for solar energy systems in the Regional Parks and Trails System. As such, these comments are purely advisory: Council staff encourage consideration of integrating solar panels into Cepro Site amenities to help meet onsite energy needs.

<u>Metro Transit</u> (Mark Christianson, 651-602-1756) – From a fixed route transit perspective, there are significant benefits to enhancing the amenities and growing the use of the Midtown Greenway.

Users of the trail may access it via various transit options and will benefit from the numerous connection points along the trail. Opportunities to enhance wayfinding and including information about nearby transit options will likely strengthen awareness of transit routes individuals can take use of. It will be important for coordination with Metro Transit Service Development to ensure future materials accurately display transit routes available at the time of posting, as well as updating materials as new Arterial Bus Rapid Transit (ABRT) routes begin, and routes change as a part of Network Now, which is Metro Transit's vision for future transit service. It is also beneficial that the actions outlined in this plan do not preclude opportunities for future transit use in the Midtown Greenway corridor if those options are pursued at a later date.

Finally, opportunities to enhance safety and accessibility on the trail will also benefit Metro Transit as these are key principles of operating our service. Ensuring that existing and future transit riders can access the Midtown Greenway in a safe and accessible manner will provide numerous benefits for strengthening the overall connectivity of the area.













SHARED USE TRAIL	—	EXISTING ACCESS POINTS	•
SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	
REGIONAL TRAIL BOUNDARY		PHOPOSED IMPROVEMENTS:	- 2
OTHEN BIKEWAY		WAYFINDING	•
PARCEL BOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	
HCRRA PROPERTY IN REGIONAL BOUNDARY		AMENITY ZONES	0
HCARA PROPERTY OUTSIDE BEBIONAL	-	ECOLODICAL ENHANCEMENT AN	AS: Ō
BOUNDARY		PRAINIE PLANTING	1000
MPAB PROPENTY Met council property		SAVANNA PLANTING	1111.
		ADOPTED PARK PLAN AREA OR	1111
CITY OF MINNEAPOLIS PROPERTY		PLANNING IN PROGRESS	1111
WATER BODY			
BUILDINGS			



SHARED USE THAIL	-	EXISTING ACCESS POINTS	•
SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	
REGIONAL TRAIL BOUNDARY		PROPOSED IMPROVEMENTS:	_
OTHER BIKEWAY		WAYFINDING	
PARCEL DOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRBA PROPERTY IN REGIONAL BOUNDARY		AMENITY ZONES	0
HCRNA PROPERTY OUTSIDE REGIONAL		ECOLOGICAL ENHANCEMENT AR	EAS: 🔿
BOUNDARY		PRAIRIE PLANTINB	15000
MPRB PROPERTY Met council property		SAVANNA PLANTING	¥////.
CITY OF MINNEAPOLIS PROPERTY		ADOPTED PARK PLAN AREA OR Planning in progress	1111
WATER BODY		L'ANUNO IN LUCACOS	
BUILDINGS	1		







PRAIRIE PLANTING AREA: NORTH SIDE OF TRAIL, HENNEPIN TO GIRARD



SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, FREMONT TO EMERSON

SHARED USE TRAIL	1
SHARED USE TRAIL - PROPOSED EXTENSION	
REGIONAL TRAIL DOUNDARY	
OTHEN BIKEWAY	
PARCEL BOUNDARY	
STREETS	
HCARA PROPERTY IN REGIONAL DOUNDARY	-
HÇARA PROPERTY OUTSIDE HEBIONAL Boundary	
MPRB PROPERTY	
MET COUNCIL PROPERTY	
CITY OF MINNEAPOLIS PROPERTY	
WATER BODY	
BUILDINGS	

EXISTING ACCESS POINTS	
EXISTING PUBLIC ART PROPOSED IMPROVEMENTS:	
WAYFINDING 📃	
SAFETY/ACCESSIBILITY	
TRANSIT CONNECTIVITY	
AMENITY ZONES 💛	
ECOLODICAL ENHANCEMENT AREAS: 🔘	
PRAIDIE PLANTING 25001	
SAVANNA PLANTING	
ADDPTED PARK PLAN ANEA DR	

17

Metropolitan Council

Figure 7: Midtown Greenway Regional Trail, Segment 4 (LRP pg. 37)



KEY



PRAIRE PLANTING AREA: SOUTH SIDE OF TRAIL, DUPONT TO COLFAX



PRAFIE PLANTING AREA: SOUTH SIDE OF TRAIL, GARFIELD TO GRAND

SHARED USE TRAIL	_	EXISTING ACCESS POINTS	•
SHANED USE THAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	
REGIONAL THAIL BOUNDARY		PROPOSED IMPROVEMENTS:	
OTHER BIKEWAY		WAYFINDING	
PARCEL DOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRBA PROPERTY IN REGIONAL BOUNDARY		AMENITY ZONES	0
HCRNA PROPERTY OUTSIDE REGIONAL		ECOLOBICAL ENHANCEMENT ARE	EAS: O
BÓUNDARY	_	PRAIRIE PLANTINB	1000
MPRE PROPERTY Met council property	_	SAVANNA PLANTING	1///
		ADOPTED PARK PLAN AREA OR	1111.
CITY OF MINNEAPOLIS PROPERTY		PLANNING IN PROBIESS	1111
WATER BODY		- Englished in a House	



SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, HARRIET TO GRAND

Figure 8: Midtown Greenway Regional Trail, Segment 5 (LRP pg. 38)





SAVANNA PLANTING AREA: NORTH SIDE OF TRAL, 2ND TO SRD



PRARIE PLANTING AREA: NORTH SIDE OF TRAIL, CLINTON TO PORTLAND

KEY

SE TRAIL EX	ß
SE TRAIL - PROPOSED EXTENSION EX	(5
TRAIL BOUNDARY PE	IOP
EWAY	W
IUNDARY	SA
	TR
OPERTY IN REGIONAL BOUNDARY	A
PERTY OUTSIDE HEBIONAL	EC
PENTY	
CIL PROPERTY	
DY	LAID
CIL PROPERTY NNEAPOLIS PROPERTY Pi Dy	

EXISTING ACCESS POINTS	
EXISTING PUBLIC ART	
PHOPOSED IMPROVEMENTS:	
WAYFINDING	•
SAFETY/ACCESSIBILITY	
TRANSIT CONNECTIVITY	-
AMENITY ZONES	O
ECOLODICAL ENHANCEMENT AREAS:	ō
PRAIDIE PLANTINO	1000
SAVANNA PLANTING	////.
ADOPTED PARK PLAN ABEA OR Planning in progress	1111.







PRAIRE PLANTING AREA: SOUTH SIDE OF TRAIL, 6TH TO 13TH

SHARED USE TRAIL	_	EXISTING ACCESS POINTS	•
SHARED USE TRAIL - PROPOSED EXTENSION Regional trail boundary		EXISTING PUBLIC ART Proposed improvements:	•
OTHER BIKEWAY		WAYFINDING	•
PARCEL BOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRBA PROPERTY IN REGIONAL BOUNDARY		AMERITY ZONES	0
HCRUA PROPERTY OUTSIDE REGIONAL		ECOLOBICAL ENHANCEMENT ARE	EAS: O
BOUNDARY Mode Deadersty		PRAIRIE PLANTINB	350
MPRB PROPERTY Met council property	_	SAVANNA PLANTING	V////.
MET COUNCIL PROPERTY City of Minneapolis Property Water Body		ADOPTED PARK PLAN AREA OR Planning in progress	1111.
BUILDINGS			

Figure 10: Midtown Greenway Regional Trail, Segment 7 (LRP pg. 40)





SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, 11TH TO 13TH



SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, EAST SIDE OF 14TH

KEY Shared USE TRAIL Shared USE TRAIL - PROP(Regional Trail Dounday)

SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	
REGIONAL TRAIL DOUNDARY		PHOPOSED IMPROVEMENTS:	-
OTHEN BIKEWAY	<u></u>	WAYFINDING	•
FARCEL BOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRRA PROPERTY IN REGIONAL BOUNDARY		AMENITY ZONES	0
HCARA PROPERTY OUTSIDE REGIONAL		ECOLODICAL ENHANCEMENT AREA	S: O
BOUNDARY		PRAIDIE PLANTINO	10000
MPRB PROPERTY		SAVANNA PLANTING	2///.
MET COUNCIL PROPERTY City of Minneapolis Property Water Body		ADDPTED PARK PLAN ABEA OR Planning in progress	1111
BUILDINGS			

EXISTING ACCESS POINTS



SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, 17TH TO 18TH

Figure 11: Midtown Greenway Regional Trail, Segment 8 (LRP pg. 41)





SAVANNA PLANTING AREA: NORTH SIDE OF TRAIL, CEDAR TO 28TH



SAVANNA PLANTING AREA: BOTH SIDES OF TRAIL, 28TH TO HIAWATHA

SHARED USE TRAIL **EXISTING ACCESS POINTS** SHARED USE TRAIL - PROPOSED EXTENSION ----Regional trail boundary ----EXISTING PUBLIC ART Proposed improvements: ----OTHER BIKEWAY WAYFINDING SAFE TY/ACCESSIBILITY PARCEL BOUNDARY STREETS TRANSIT CONNECTIVITY HCRRA PROPERTY IN REGIONAL BOUNDARY Ο AMENITY ZONES HCRRA PROPERTY OUTSIDE REGIONAL BOUNDARY ECOLOGICAL ENHANCEMENT AREAS: 🔿 PRAIRIE PLANTING MPRB PROPERTY SAVANNA PLANTING 1111. MET COUNCIL PROPERTY ADOPTED PARK PLAN AREA OR Planning in progress 1111 CITY OF MINNEAPOLIS PROPERTY WATER BODY



SAVANNA PLANTING AREA: BOTH SIDES OF TRAIL, EAST SIDE OF HIAWATHA





SHARED USE TRAIL	—	EXISTING ACCESS POINTS	•
SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	•
REGIONAL TRAIL DOUNDARY		PHOPOSED IMPROVEMENTS:	-
OTHEN BIKEWAY		WAYFINDING	
PARCEL BOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRRA PROPERTY IN REGIONAL BOUNDARY		AMENITY ZONES	0
HCRRA PROPERTY OUTSIDE BEGIONAL		ECOLODICAL ENHANCEMENT AREAS:	0
BOUNDARY		PRAIRIE PLANTING	1000
WPRB PROPERTY		SAVANNA PLANTING	2////
MET COUNCIL PROPERTY			
CITY OF MINNEAPOLIS PROPERTY		ADDPTED PARK PLAN ABEA DR. Planning in progress	1111.
WATER BODY			
BUILDINGS			

Figure 13: Midtown Greenway Regional Trail, Segment 10 (LRP pg. 43)



KEY

SHARED USE THAIL	_	EXISTING AC
SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PU
REGIONAL TRAIL BOUNDARY		PROPOSED IN
OTHER BIKEWAY		WAYFINDI
PARCEL BOUNDARY		SAFETY/A
STREETS		TRAMSIT C
HCRBA PROPERTY IN REGIONAL BOUNDARY		AMERITY 2
HCRNA PROPERTY OUTSIDE REGIONAL Boundary		ECOLOGIC/ PRAIRIE
MPRB PROPERTY		SAVAN
MET COUNCIL PROPERTY		
CITY OF MINNEAPOLIS PROPERTY		ADOPTED PA Planning in
WATER BODY		
BUILDINGS		

-	EXISTING ACCESS POINTS	•
-	EXISTING PUBLIC ART	
-	PROPOSED IMPROVEMENTS:	
-	WAYFINDING	
	SAFETY/ACCESSIBILITY	
	TRANSIT CONNECTIVITY	-
	AMENITY ZONES	0
	ECOLOBICAL ENHANCEMENT ARI	AS: 🔿
2	PRAIRIE PLANTINB	1000
	SAVANNA PLANTING	1///
	ADOPTED PARK PLAN AREA OR Planning in progress	1111.
1		



SHARED USE TRAIL		EXISTING ACCESS POINTS	•
SHARED USE TRAIL - PROPOSED EXTENSION		EXISTING PUBLIC ART	
REGIONAL TRAIL DOUNDARY		PROPOSED IMPROVEMENTS:	-
OTHEN BIKEWAY		WAYFINDING	
PARCEL BOUNDARY		SAFETY/ACCESSIBILITY	
STREETS		TRANSIT CONNECTIVITY	-
HCRRA PROPERTY IN REGIONAL DOUNDARY		AMENITY ZONES	0
HCARA PROPERTY OUTSIDE REGIONAL		ECOLODICAL ENHANCEMENT AREAS:	0
BOUNDARY		PRAIRIE PLANTING	1000
MPRB PROPERTY		SAVANNA PLANTING	
MET COUNCIL PROPERTY			
CITY OF MINNEAPOLIS PROPERTY	· · · · · ·	ADDPTED PARK PLAN ABEA DR Planning in progress	1111.
WATER BODY		L'INNINA M LUNAVE??	
BUILDINGS	-		
DAILTHIGS			

MINNEAPOLIS PARK AND RECREATION BOARD

AN ACTION, RESOLUTION OR ORDINANCE

In accordance with Article VI, Section 6.2(j), of the City Charter, there is herewith submitted to you, the Mayor of the City of Minneapolis, an action, resolution or ordinance adopted by the Minneapolis Park and Recreation Board which you may approve by affixing your signature herein below or if you disapprove of same to return to the Board, with your objection thereto, by depositing the same with the Secretary of the Board to be presented to the Board at their next meeting where the question of its passage will be put again before the Board.

XI.A.2.

Resolution 2024-224

RESOLUTION ADOPTING THE MINNEAPOLIS PARK AND RECREATION BOARD MIDTOWN GREENWAY REGIONAL TRAIL PLAN

PASSED <u>December 4, 2024</u>	 Secretary of the Board
APPROVED	Mayor

Resolution 2024-224

Offered by: Cathy Abene

Seconded by: Stelling Musich

Resolution 2024-224

RESOLUTION ADOPTING THE MINNEAPOLIS PARK AND RECREATION BOARD MIDTOWN GREENWAY REGIONAL TRAIL PLAN

Whereas, The Minneapolis Park and Recreation Board (MPRB) is the steward of Minneapolis parks;

Whereas, MPRB is identified by the Metropolitan Council (The Council) as the Implementing Agency responsible for regional parks and trails within Minneapolis;

Whereas, The Council established the Midtown Greenway as a Regional Trail Search Corridor in the 2040 Regional Parks Policy Plan, adopted in 2020;

Whereas, Hennepin County Regional Railroad Authority (HCRRA) or the City of Minneapolis (The City), depending on the trail segment, is the underlying landowner of the Midtown Greenway, and the City operates the trail;

Whereas, MPRB launched a regional trail planning process in 2022 to fulfill an administrative requirement to bring the Midtown Greenway into the regional park system;

Whereas, A long-range plan, in addition to an agreement between owner, operator, and the implementing agency is required for regional status approval by The Council;

Whereas, On March 15, 2023, MPRB staff presented initial findings to the Board of Commissioners related to the regional trail planning process for the Midtown Greenway;

Whereas, On July 5, 2023, the Board of Commissioners directed staff to continue work to prepare and submit for appropriate approvals a regional trail plan and a "capital-only Joint Powers Agreement" for the Midtown Greenway that defines how funding would be allocated and used to implement capital projects, in alignment with MPRB's community engagement policy;

Whereas, On March 20, 2024, the Board of Commissioners approved a joint powers agreement (Agreement) between MPRB, City, and HCRRA for the Midtown Greenway pending designation as a Metropolitan Parks regional trail;

Whereas, The Agreement has been approved through the City and the HCRRA approval processes;

Whereas, MPRB staff have worked in collaboration with staff from the City and HCRRA to develop the MPRB Midtown Greenway Regional Trail Plan (The Plan);

Whereas, The Plan includes narrative and graphics that describe future improvements and fulfills regional plan requirements outlined by The Council;

Whereas, The Plan builds on the design, community engagement, analysis, recommendations, and

Resolution No. 2024-224 Page 1 of 2 completed projects by other agencies, organizations, and the community since the inception of the Midtown Greenway;

Whereas, MPRB community engagement for The Plan focused on definition of the regional trail boundary, amenity zones and the lower cost capital amenities within them, and wayfinding and ecological enhancements shown throughout the whole regional trail boundary;

Whereas, The Midtown Greenway regional trail boundary (Regional Trail Boundary) includes land owned by MPRB adjacent to the paved Midtown Greenway trail, in which cases these properties would retain their current eligibility for local funding where applicable, while also being part of the regional park and trail system;

Whereas, The MPRB project team has refined The Plan based on comments received from MPRB staff, stakeholders, and from the general public during a comment period that concluded on August 5, 2024;

Whereas, A public hearing has been scheduled to allow additional public comment on the final Plan; and

Whereas, This resolution is supported by the MPRB 2021-2036 Comprehensive Plan under Goal 4: "Work from our strengths and determine our role in partnerships" and Goal 5: "Expand focus on health equity;"

RESOLVED, That the Board of Commissioners adopts the MPRB Midtown Greenway Regional Trail Plan; and

RESOLVED, That the President of the Board and Secretary to the Board are authorized to take all necessary administrative actions to implement this resolution.

Adopted by the Minneapolis Park and Recreation Board In formal meeting assembled on December 4, 2024

Commissioner	Aye	Nay	Abstain	Absent
Forney	X			
Cruchup Racher				4
Olsen	٩			
Menz		q		
Thompson	9			
Alper	Y			
Shaffer	۲			
Musich	9			
Abene	9			

ennifer B. Ringold Secretary

Mayor Action:

DEC 10 2024 APPROVED □ VETOED Jacob Frey, Mayor Date

Resolution No. 2024-224 Page 2 of 2 Attachment 2: Midtown Greenway Coalition Letter of Support for the Midtown Greenway Regional Trail Plan

