

Cross City Trail Master Plan

DULUTH, MN

COMMUNITY MEETING – FEB. 25, 2016

Tonight's Agenda

- ▶ **Welcome / Introductions**
- ▶ **Recap of Dec. 10th Community Meeting & Online Survey Results**
- ▶ **Discuss Mini-Master Plan Contents**
 - ▶ Vision & Guiding Principles
 - ▶ Trail Development & Program
 - ▶ Trail Access & Spur Connections
 - ▶ Wayfinding & Signage
 - ▶ Trail Amenities
- ▶ **Next Steps**

Recap of Dec. 10th Community Meeting & Online Survey Results

MIC Online Survey Summary

Graphic Summary of
comments on maps and
boards from Open House #1

Review Phase 2 Analysis

Cross City Trail "Phase 2 Gap" Route Survey

Thursday, January 13, 2016

388

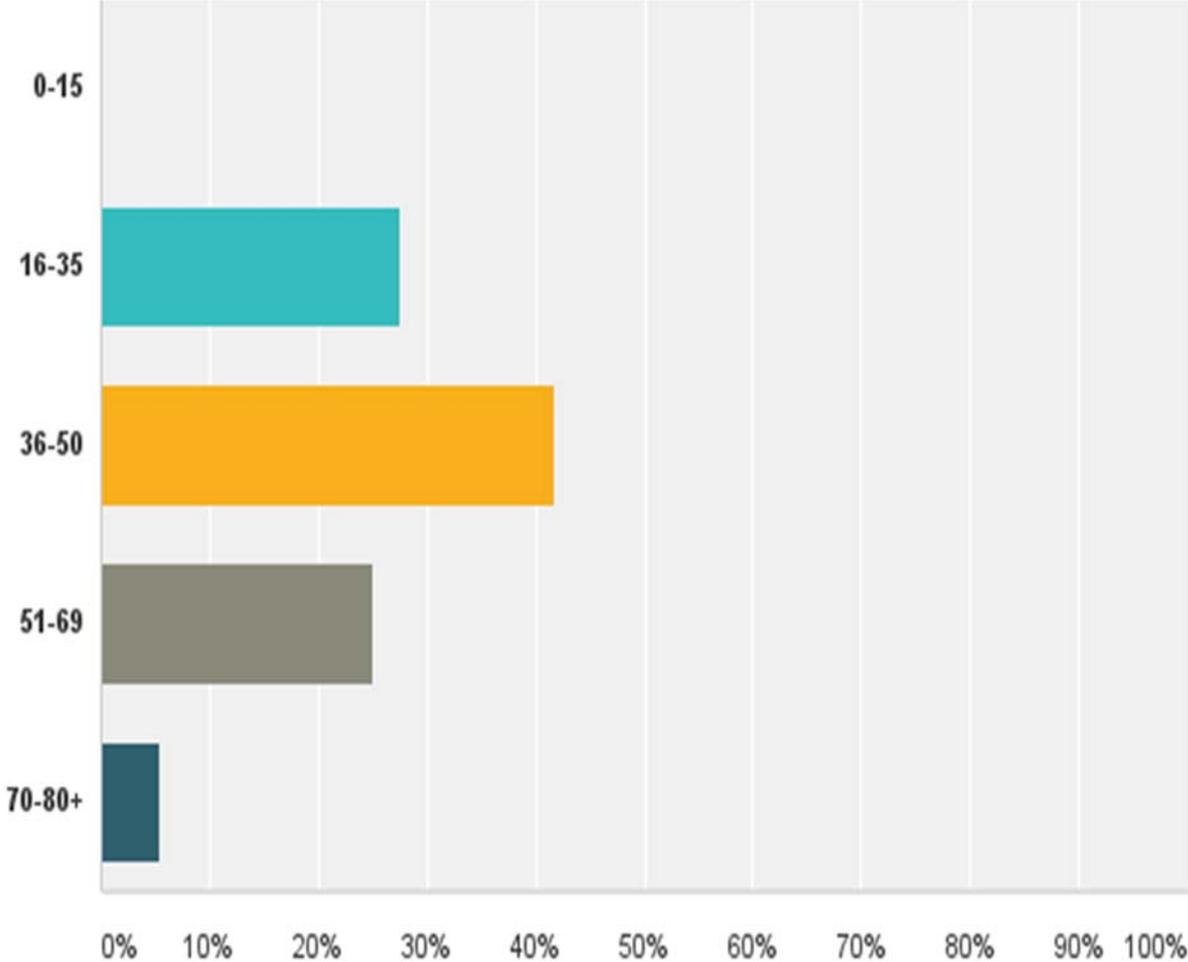
Total Responses

Date Created: Friday, November 20, 2015

Complete Responses: 223

Q1: What is your age?

Answered: 388 Skipped: 0



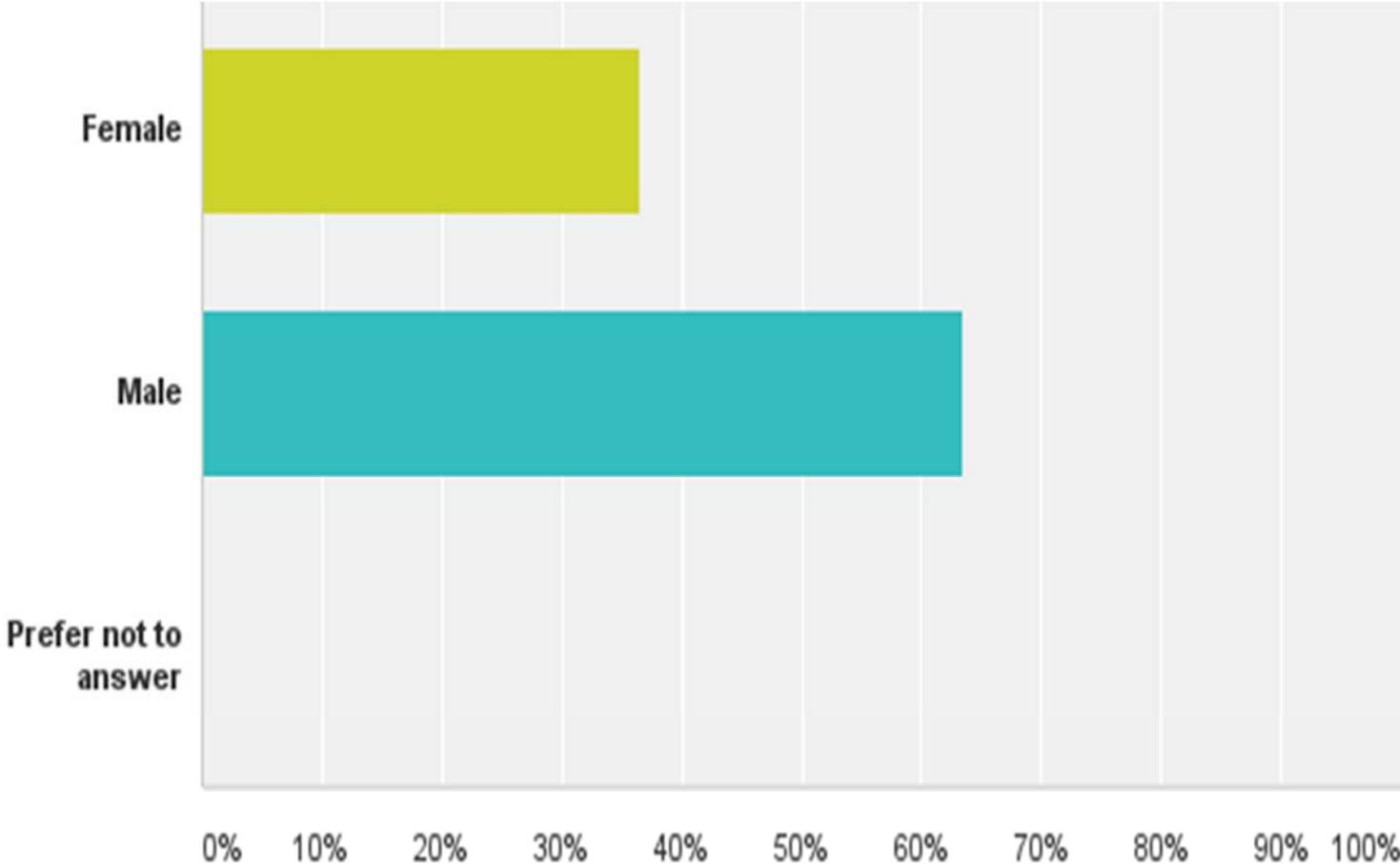
Q1: What is your age?

Answered: 388 Skipped: 0

Answer Choices	Responses
0-15	0.26% 1
16-35	27.58% 107
36-50	41.75% 162
51-69	25.00% 97
70-80+	5.41% 21
Total	388

Q2: With what gender do you identify?

Answered: 388 Skipped: 0



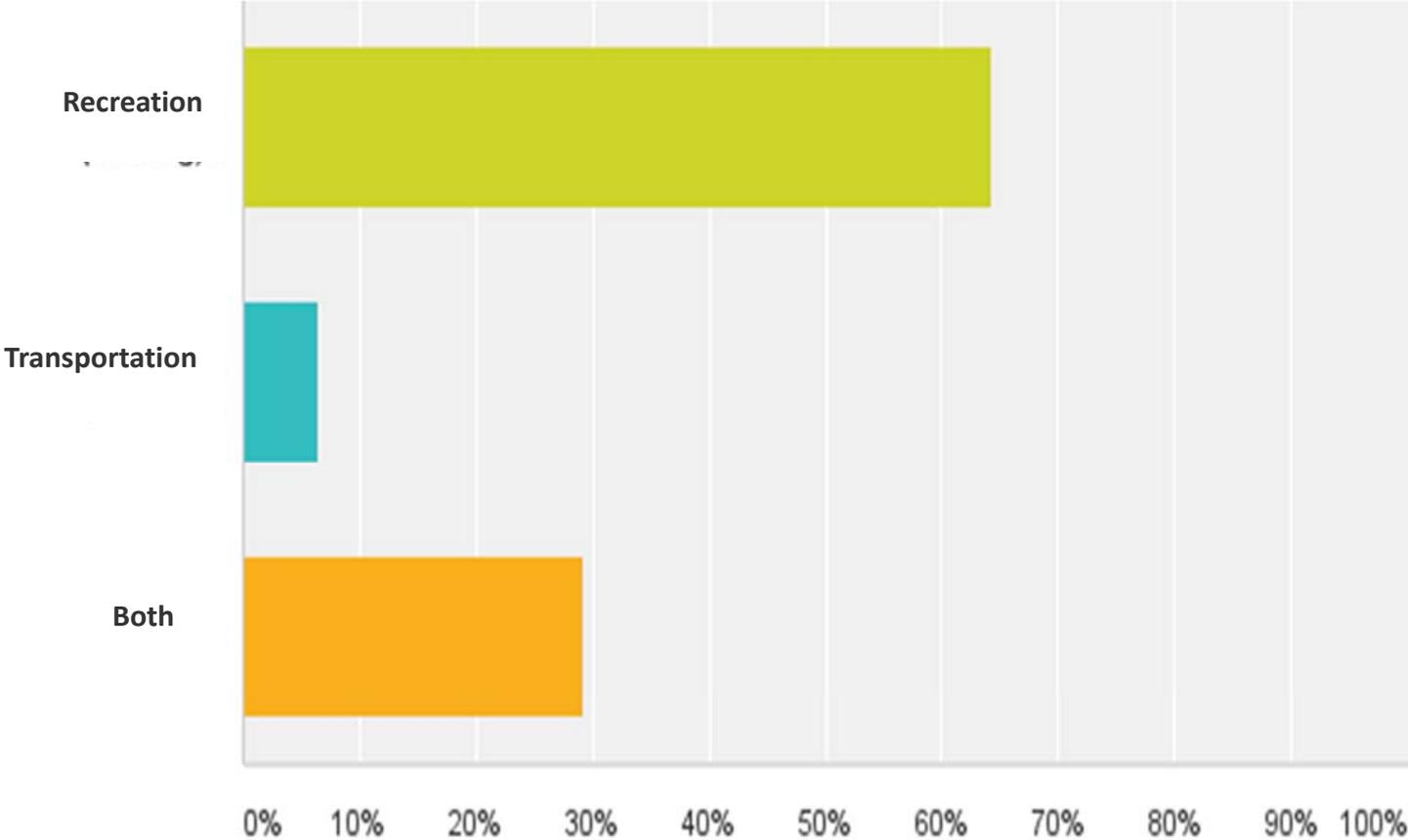
Q2: With what gender do you identify?

Answered: 388 Skipped: 0

Answer Choices	Responses	
Female	36.60%	142
Male	63.40%	246
Prefer not to answer	0.00%	0
Total		388

Q3: What would be your main reason for using the Cross City trail?

Answered: 381 Skipped: 7



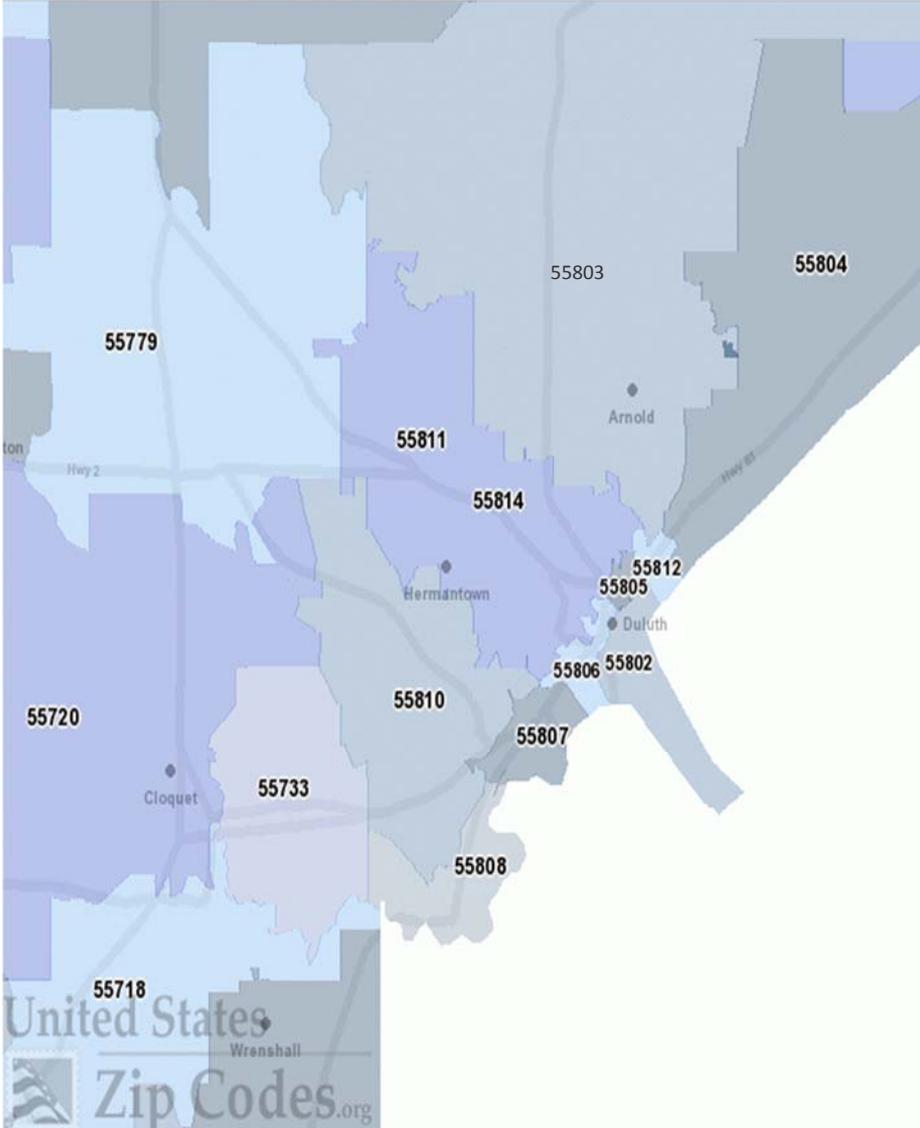
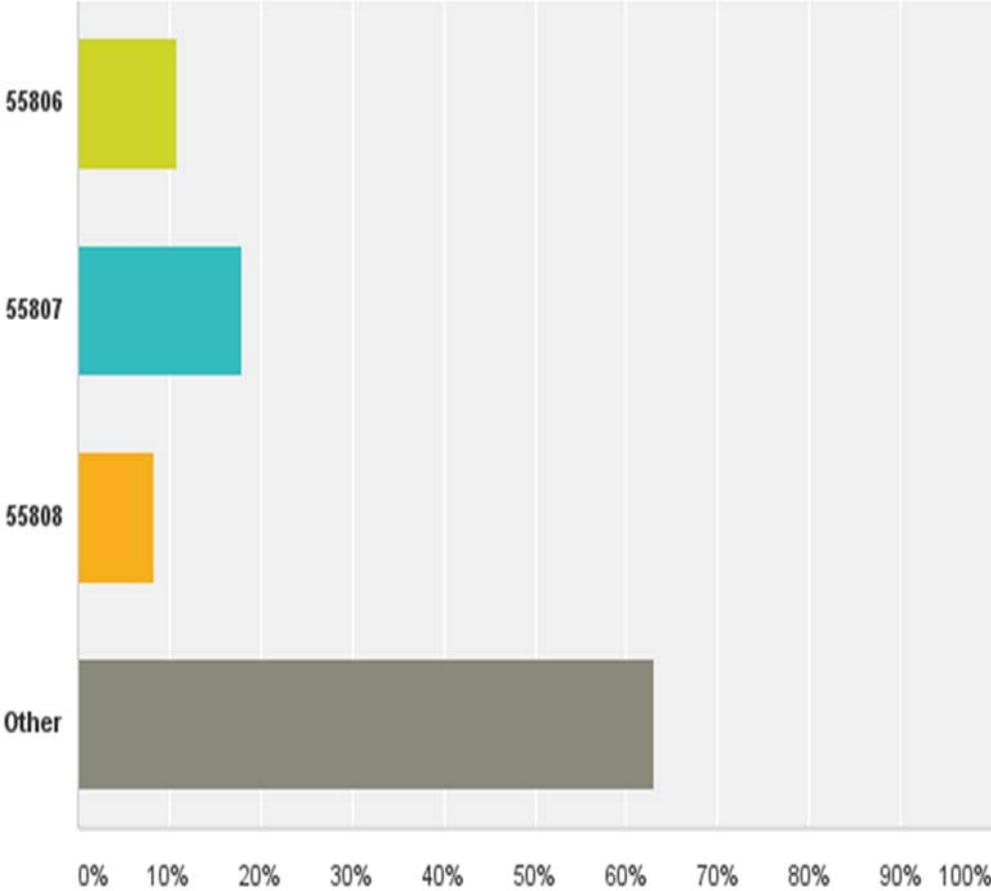
Q3: What would be your main reason for using the Cross City trail?

Answered: 381 Skipped: 7

Answer Choices	Responses	
Recreation (walking, biking, running, skating)	64.30%	245
Transportation (travel to work, school, shopping, friends)	6.56%	25
Both	29.13%	111
Total		381

Q4: What is your zip code? (check one)

Answered: 386 Skipped: 2



Q4: What is your zip code? (check one)

Answered: 386 Skipped: 2

Answer Choices	Responses
55806	10.88% 42
55807	17.88% 69
55808	8.29% 32
Other	62.95% 243
Total	386

55804 – 15%

55803 – 9.3%

55811 – 8.5%

55812 – 7.8%

55805 – 6.7%

55810 – 2.8%

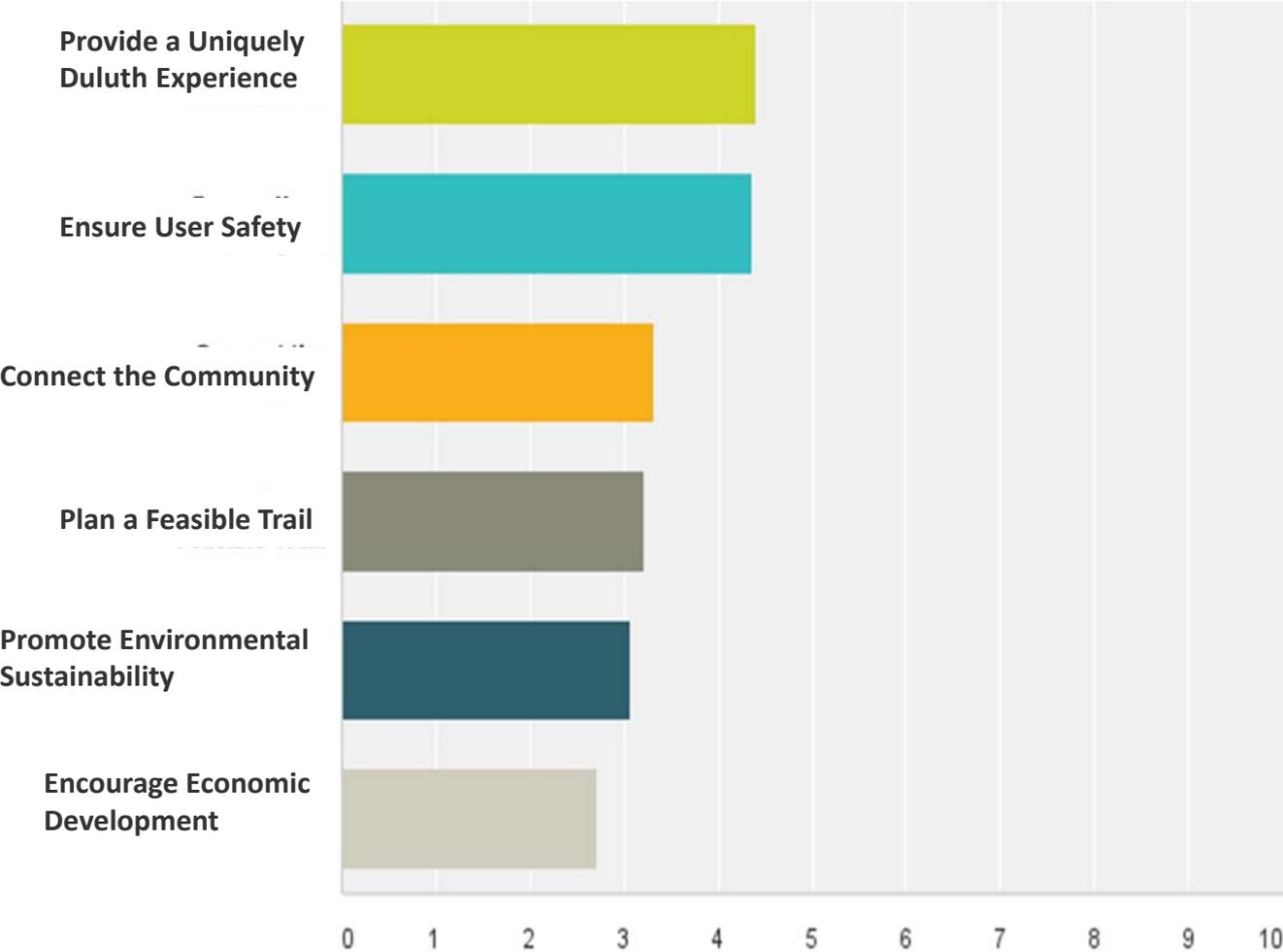
55802 – 2.3%

55720 – 1.3%

24 more zip codes
combined = 9.7%

Q6: Rank the below criteria in order of what you think is the most important.

Answered: 298 Skipped: 90



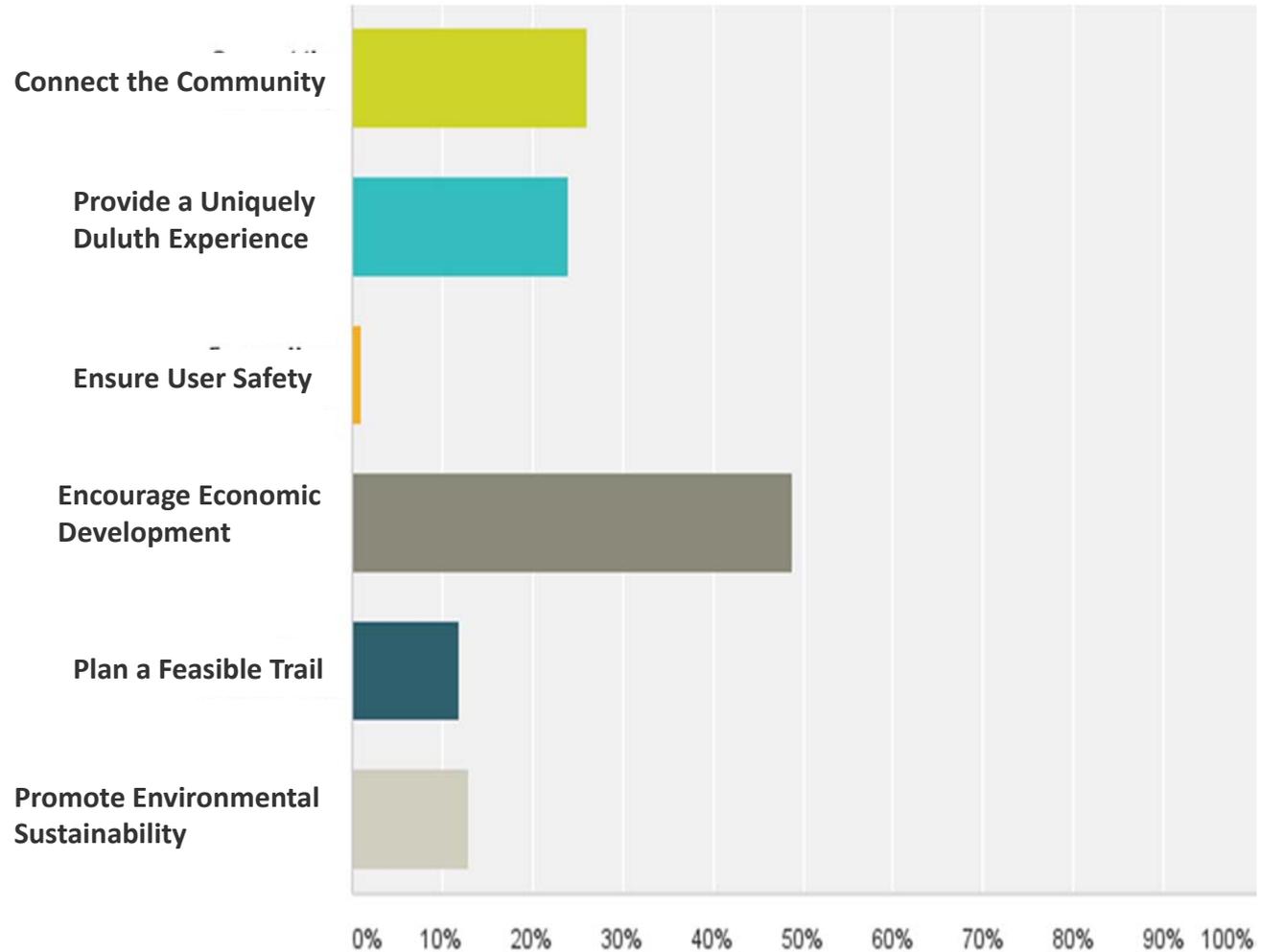
Q6: Rank the below criteria in order of what you think is the most important.

Answered: 298 Skipped: 90

Answer Options	1 (Most Important)	2	3	4	5	6 (Least Important)	Rating Average
Provide a Uniquely Duluth Experience - Physical setting (through natural and/or industrial areas, adjacent to road and/or residential lots); Scenic & natural features (parks, open spaces, water); Likelihood to meet Regional Trail Designation Criteria	126	51	27	30	28	33	4.40
Ensure User Safety - At-grade rail crossings; Total road crossings; Mid-block crossings; Arterial/Collector road crossings; Local road crossings; Driveway crossings	78	88	49	39	28	14	4.36
Connect the Community - # Households served within 3/4 mile and within 1/4 mile; Total trail length	35	49	46	53	57	50	3.32
Plan a Feasible Trail - Land use/ownership length; # of distinct private owners; Estimated costs to obtain easements and building obstructions; Estimated trail construction cost; Estimated length of time to realize trail	26	43	67	43	60	55	3.21
Promote Environmental Sustainability - Potential disturbance to soils, wetlands, creek shorelands and other natural systems	22	36	56	63	55	60	3.07
Encourage Economic Development - Connectivity to destinations such as schools, parks and retail areas	11	29	48	63	64	78	2.72

Q7: Are any of the evaluation criteria not necessary for the selection of the "Phase 2 Gap" route?

Answered: 92 Skipped: 296



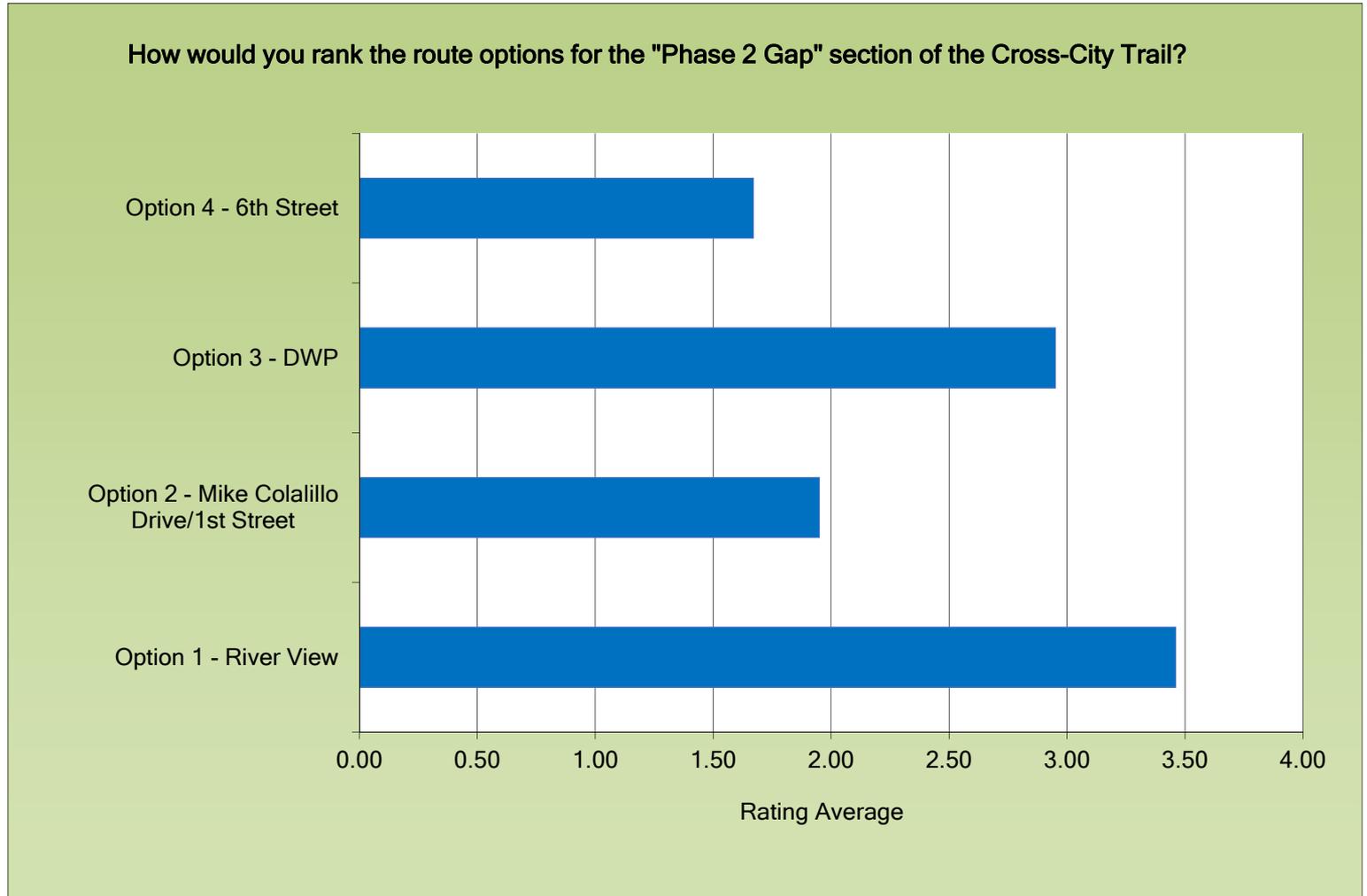
Q7: Are any of the evaluation criteria not necessary for the selection of the "Phase 2 Gap" route?

Answered: 92 Skipped: 296

Answer Choices	Responses
Connect the Community	26.09% 24
Provide a Uniquely Duluth Experience	23.91% 22
Ensure User Safety	1.09% 1
Encourage Economic Development	48.91% 45
Plan a Feasible Trail	11.96% 11
Promote Environmental Sustainability	13.04% 12
Total Respondents: 92	

Q13: How would you rank the route options for the "Phase 2 Gap" section of the Cross-City Trail?

Answered: 266 Skipped: 122



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Answered: 266 Skipped: 122

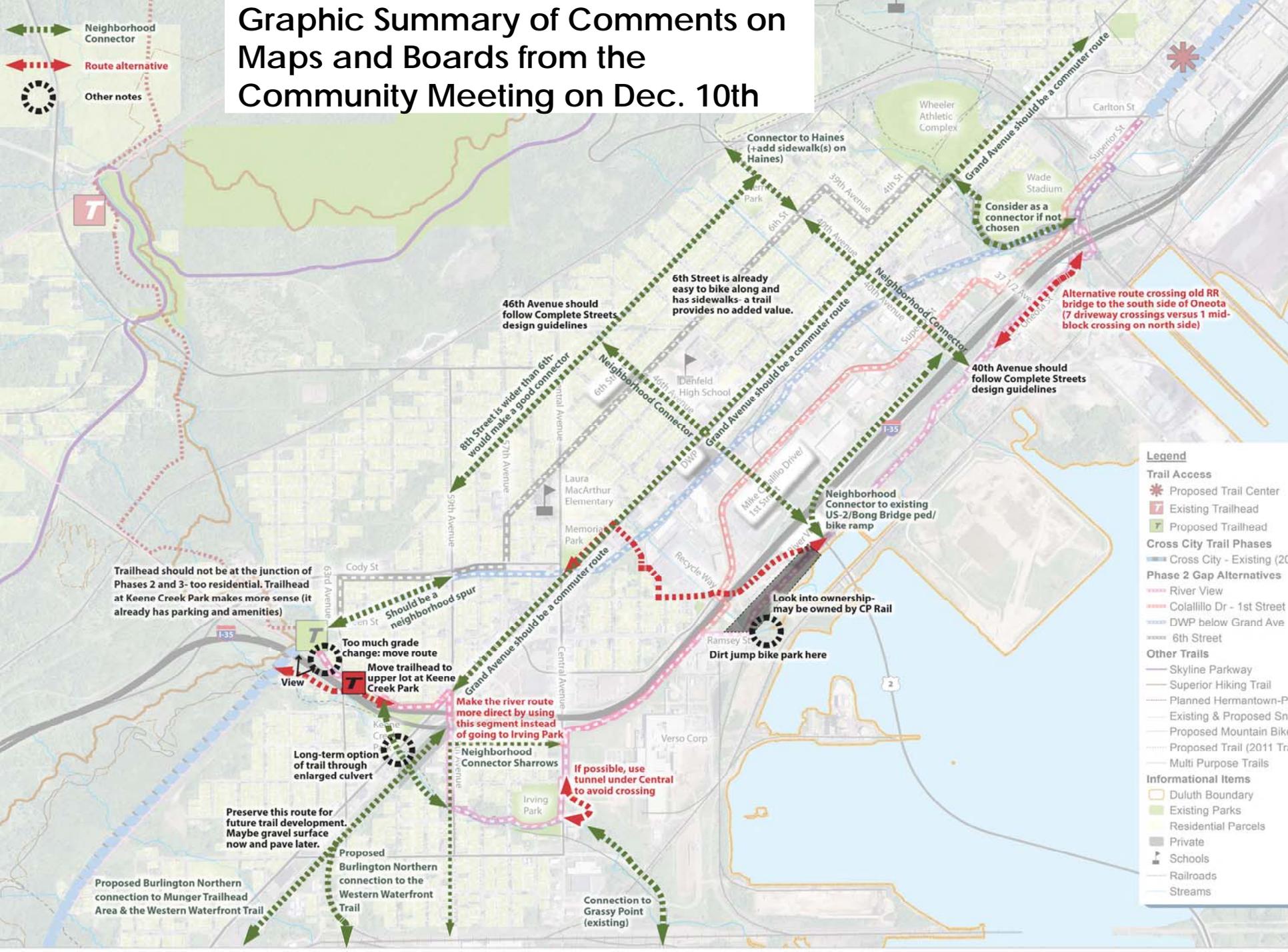
Route	1 (Favorite)	2	3	4 (Least Favorite)	Rating Average
Option 1 - River View	176	54	19	17	3.46
Option 2 - Mike Colalillo Drive/1st Street	8	60	104	88	1.95
Option 3 - DWP	71	119	48	18	2.95
Option 4 - 6th Street	11	27	86	134	1.67

Survey Comment Themes

- ▶ Direct connection to the existing Munger Trail terminus
- ▶ Enthusiasm/sense of urgency
- ▶ Safety/traffic separation
- ▶ Nature/scenic features
- ▶ Economic development potential
- ▶ Pro-River Route (1st choice for Phase 2 section)
- ▶ Pro-DWP Route (West DWP route and 2nd choice for Phase 2 section)
- ▶ Network solution needed (spurs/loops/connections)
- ▶ Reserve ROW/Easements for future trail development
- ▶ Specific suggestions (design, signage, lighting, etc.)

Graphic Summary of Comments on Maps and Boards from the Community Meeting on Dec. 10th

-  Neighborhood Connector
-  Route alternative
-  Other notes



- Legend**
- Trail Access**
 -  Proposed Trail Center
 -  Existing Trailhead
 -  Proposed Trailhead
 - Cross City Trail Phases**
 -  Cross City - Existing (2011)
 - Phase 2 Gap Alternatives**
 -  River View
 -  Colalillio Dr - 1st Street
 -  DWP below Grand Ave
 -  6th Street
 - Other Trails**
 -  Skyline Parkway
 -  Superior Hiking Trail
 -  Planned Hermantown-Park
 -  Existing & Proposed Sn
 -  Proposed Mountain Bike
 -  Proposed Trail (2011 Tr
 -  Multi Purpose Trails
 - Informational Items**
 -  Duluth Boundary
 -  Existing Parks
 -  Residential Parcels
 -  Private
 -  Schools
 -  Railroads
 -  Streams

T

46th Avenue should follow Complete Streets design guidelines

6th Street is already easy to bike along and has sidewalks - a trail provides no added value.

Consider as a connector if not chosen

Alternative route crossing old RR bridge to the south side of Oneota (7 driveway crossings versus 1 mid-block crossing on north side)

40th Avenue should follow Complete Streets design guidelines

8th Street is wider than 6th - would make a good connector

Grand Avenue should be a commuter route

Neighborhood Connector to existing US-2/Bong Bridge ped/bike ramp

Look into ownership - may be owned by CP Rail

Trailhead should not be at the junction of Phases 2 and 3 - too residential. Trailhead at Keene Creek Park makes more sense (it already has parking and amenities)

Too much grade change: move route

Move trailhead to upper lot at Keene Creek Park

Make the river route more direct by using this segment instead of going to Irving Park

Long-term option of trail through enlarged culvert

Preserve this route for future trail development. Maybe gravel surface now and pave later.

Proposed Burlington Northern connection to Munger Trailhead Area & the Western Waterfront Trail

Proposed Burlington Northern connection to the Western Waterfront Trail

Connection to Grassy Point (existing)

Summary of Route Options: Connecting the Community

Alternative 1: River View

Alternative 2: Colalillo Dr/1st St

Alternative 3: DWP

Alternative 4: 6th Street

CRITERIA	MEASUREMENT UNIT/ DESCRIPTOR	Alternative 1: River View	Alternative 2: Colalillo Dr/1st St	Alternative 3: DWP	Alternative 4: 6th Street
CONNECTING THE COMMUNITY					
Households served (generally within 3/4 mile of the trail corridor)	number of households	1,320 households	1,377 households	1,315 households	1,314 households
Households served (generally within 1/4 mile of the trail corridor)	number of households	420 households	356 households	396 households	591 households
Total Trail Length	length in miles/ lf	3.43 miles / 18,123 lf	3.05 miles / 16,091 lf	2.46 miles / 12,973 lf	2.89 miles / 15,266 lf

Summary of Route Options: Providing a Uniquely Duluth Experience

		Alternative 1: River View	Alternative 2: Colalillo Dr/1st St	Alternative 3: DWP	Alternative 4: 6th Street
CRITERIA	MEASUREMENT UNIT/ DESCRIPTOR				
PROVIDING A UNIQUELY DULUTH EXPERIENCE					
<i>Physical setting (e.g. through natural area, within power line corridor, adjacent to road, adjacent to residential lots, diversity of settings)</i>	<i>primary physical setting</i>	Diversity of settings: Adjacent to riverside industries: 0.5 mile Natural/scenic/open space: 1.2 miles Along Keene Creek/ Irving Park: 0.5 mile Residential/Low-volume streets: 0.7 mile Along I-35/ Verso Corp: 0.5 mile	Road adjacent through an industrial/office park setting	urban natural	Road adjacent through a residential neighborhood
<i>Scenic and natural features (such as parks, open spaces, and water features)</i>	<i>description</i>	Adjacent to river/ lagoon/estuary, wetlands. Wooded in spots. Travels along Keene Creek and Irving Park. Terminates in Keene Creek Park.	Terminates in Keene Creek Park.	DWP corridor is overgrown, but feels scenic at times.	Adjacent to Merritt Creek
<i>Likelihood to meet Regional Trail Designation Criteria</i>	<i>Has unique or compelling features; provides a high quality outdoor experience not available from other trails</i>	Industrial heritage & natural environment could be attractive to regional users: Segment could meet criteria on its own.	Could meet criteria if included with whole trail (not a high quality outdoor experience on its own)	Could meet criteria if included with whole trail (not a high quality outdoor experience on its own)	Could meet criteria if included with whole trail (not a high quality outdoor experience on its own)



Summary of Route Options: Ensuring User Safety

		Alternative 1: River View	Alternative 2: Colalillo Dr/1st St	Alternative 3: DWP	Alternative 4: 6th Street
CRITERIA	MEASUREMENT UNIT/ DESCRIPTOR				
ENSURING USER SAFETY					
<i>At-grade railroad crossings</i>	<i>number of crossings</i>	1	1	1	0
<i>Total Road Crossings</i>	<i>number of crossings</i>	10	14	16	23
<i>Mid-block Crossings</i>	<i>number of crossings</i>	3	6	5	1
<i>Arterial/Collector Road Crossings (not mid-block)</i>	<i>number of crossings</i>	4	4	6	5
<i>Local Road Crossings (not mid-block)</i>	<i>number of crossings</i>	3	4	5	17
<i>Driveway Crossings</i>	<i>number of crossings</i>	3	16	1	9

Summary of Route Options: Encouraging Economic Development

Alternative 1: River View

Alternative 2: Colalillo Dr/1st St

Alternative 3: DWP

Alternative 4: 6th Street

CRITERIA	MEASUREMENT UNIT/DESCRIPTOR				
ENCOURAGING ECONOMIC DEVELOPMENT					
Connectivity to destinations	destinations adjacent to trail (Schools, Parks, Retail Areas)	I-35 is a significant barrier to the number of access points. Connects to Irving Park, Keene Creek Park, Keene Creek Trail, Wade Stadium	Keene Creek Park, Wade Stadium	Wade Stadium, 1 block from: businesses on Grand, Laura MacArthur Elementary, and Memorial Park	Wheeler Athletic Complex, Wade Stadium, Denfeld High School, Laura MacArthur Elementary, near businesses on Grand at north end



Summary of Route Options: Feasibility

		Alternative 1: River View	Alternative 2: Colalillo Dr/1st St	Alternative 3: DWP	Alternative 4: 6th Street
CRITERIA	MEASUREMENT UNIT/DESCRIPTOR				
PLANNING A FEASIBLE TRAIL					
Land use/ownership	<i>length in miles and % of total on public land</i>	3.25 miles, 95%	3 miles, 98%	1.72 miles, 70%	2.71 miles, 94%
	<i>length in miles and % of total on private land</i>	0.18, 5%	0.05, 2%	0.74, 30%	0.18, 6%
Land use/ownership	<i># of private owners</i>	4	2	10	2
Cost of land acquisition	<i>Estimated value of a 16' wide easement through privately held parcels</i>	\$121,600	\$33,792	\$500,096	\$121,600
Cost of building obstructions	<i>Estimated value of building</i>	0	0	\$1,323,500	0
Subtotal of Property/Acquisition Cost (with contingency costs)	Estimated value of property/easement acquisition	\$133.8 K+	\$37.1 K+	\$2,005,956 M+	\$133.8 K+
Subtotal of Trail Construction Cost (with design/engineering and contingency costs)	Estimated construction cost, not including property acquisition	\$3.37 M+	\$3.67 M+	\$3,836,371 M+	\$2.52 M+
Total Estimated Cost*	Estimated construction cost, including property acquisition	\$3.5 M+	\$3.7 M+	\$5.8 M+	\$2.66 M+
Length of time to realize trail	<i>Based on property ownership and cost: Near-term (<10 years), Mid-term (10-25 years), Long-term (25+ years)</i>	Could be near-term depending on funding availability	Could be near-term depending on funding availability	Long-term. Property acquisition and building removal needed renders this option almost impossible.	Could be near-term depending on funding availability

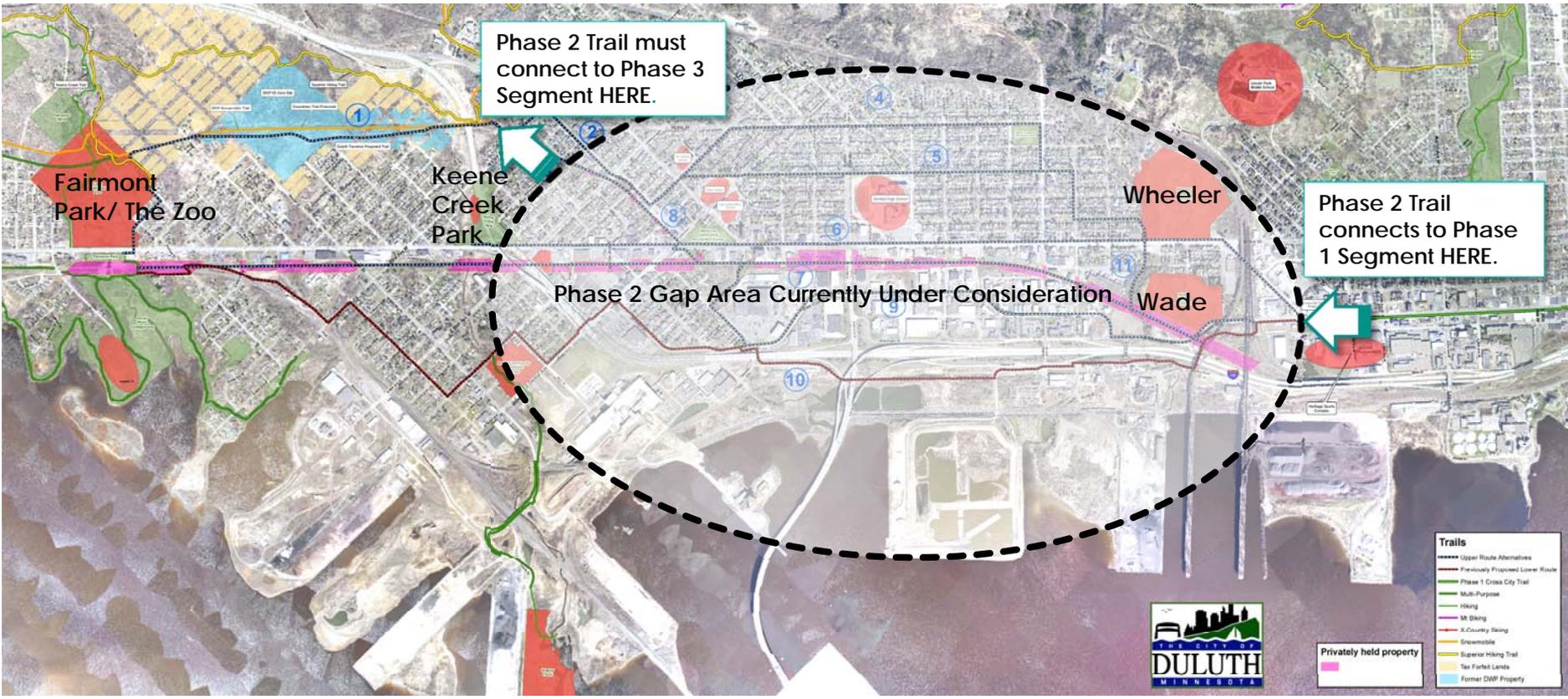
* Costs are planning level estimates and are subject to change based on unknowns such as utility relocation and other infrastructure needs.



Summary of Route Options: Sustainability

		Alternative 1: River View	Alternative 2: Colalillo Dr/1st St	Alternative 3: DWP	Alternative 4: 6th Street
CRITERIA	MEASUREMENT UNIT/DESCRIPTOR				
PROMOTING ENVIRONMENTAL SUSTAINABILITY					
<i>Potential disturbance to soils, wetlands, creek shorelands, slopes, or other natural systems</i>	<i>length of route crossing wetlands or other environmental impact areas</i>	Trail is adjacent to (but does not cut through) wetlands for about 0.25 mile- potential need for a boardwalk or additional trail engineering if wet soils are encountered. 175' section on the north side of Oneota where a retaining wall is likely needed.	350' segment will likely need a retaining wall to bypass underpass	No significant slope or wetland issues.	No significant slope or wetland issues

Current Phase 2 Gap Area



Connection of Munger Trail at Zoo to Phase 2 section



Munger Trail Connection



Discuss Mini-Master Plan Contents

Vision & Guiding
Principles

Trail Development &
Program

Trail Access

Neighborhood Connector Routes

Wayfinding & Signage

Trail Amenities

Purpose of the Master Plan

- ▶ Build consensus and clarify vision
- ▶ Provide strategic guidance for future trail development
- ▶ Identify alignment, design direction, trail uses
- ▶ Attract future outside funding, including Greater Minnesota Regional Parks and Trails funding
- ▶ Develop implementation strategies: land protection, phasing, capital and operational budgets
- ▶ Satisfy requirements for Greater Minnesota Regional Parks and Trails Commission Regional Trail Designation
- ▶ In order to be formally recognized as a Regional Trail (and be eligible for Legacy funding), an approved/adopted trail master plan is required

Greater MN Regional Parks & Trails Commission requirements

A trail is considered “regionally significant” if it:

- ▶ Provides a high-quality destination experience
- ▶ Connects to regional destinations
- ▶ Provides a unique experience not available anywhere else in the region
- ▶ Has been master planned



DRAFT Vision Statement

The Duluth Cross City Trail will be a one of a kind, off-road trail for non-motorized trail users of all ages and abilities. The trail will provide a connection from the Munger State Trail to the Duluth Lakewalk, offer safe access to distinctive natural areas in West Duluth, present exceptional views of the St. Louis River Corridor and estuary, and fill a gap in a significant state trail route from central Minnesota to the North Shore of Lake Superior.

DRAFT Guiding Principles

1. **Connect the community**

- ▶ Connect the community from west to east with a recreational trail that also increases non-motorized transportation options to link neighborhoods, schools, parks, and places of employment.

2. **Provide a high quality user experience that is unique to Duluth**

- ▶ Highlight routes that exemplify Duluth's cultural and natural heritage (river views, industrial river, railroad, northern Minnesota woods, St. Louis River Corridor and Estuary).

3. **Provide a safe trail experience for users of all ages and abilities**

- ▶ ADA accessible, off-road, minimize at-grade road crossings

4. **Ensure technical and economic feasibility**

- ▶ Route with eye for pragmatic implementation, while keeping in mind community benefit. Position project for outside funding and partnerships, plan for ongoing maintenance costs.

5. **Be environmentally sustainable**

- ▶ Construct using sustainable standards and best management practices.

6. **Promote economic development**

- ▶ Link to businesses, residential areas, and regional attractions; encourage future development.

Cross City Trail Legend

Trail Access

-  Proposed Trail Center
-  Proposed Private Trail Center
-  Existing Trailhead
-  Proposed Trailhead

Cross City Trail

-  Natural Surface
-  Paved

Interim Alternative Routes

-  Interim Cross City Trail (short-term alternative to preferred route)

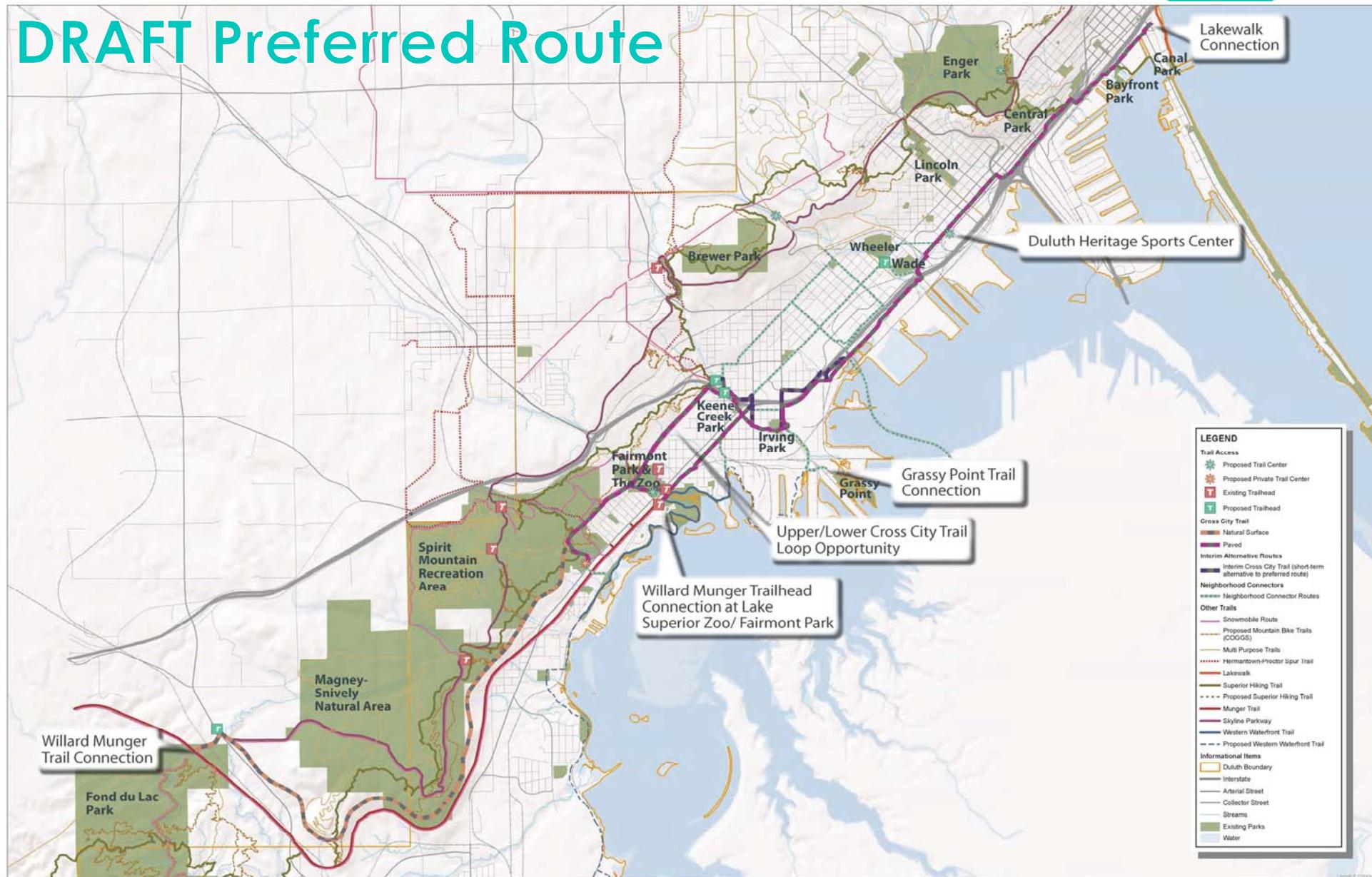
Neighborhood Connectors

-  Neighborhood Connector Routes

Other Trails

-  Snowmobile Route
-  Proposed Mountain Bike Trails (COGGS)
-  Multi Purpose Trails
-  Hermantown-Proctor Spur Trail
-  Lakewalk
-  Superior Hiking Trail
-  Proposed Superior Hiking Trail
-  Munger Trail
-  Skyline Parkway
-  Western Waterfront Trail
-  Proposed Western Waterfront Trail

DRAFT Preferred Route



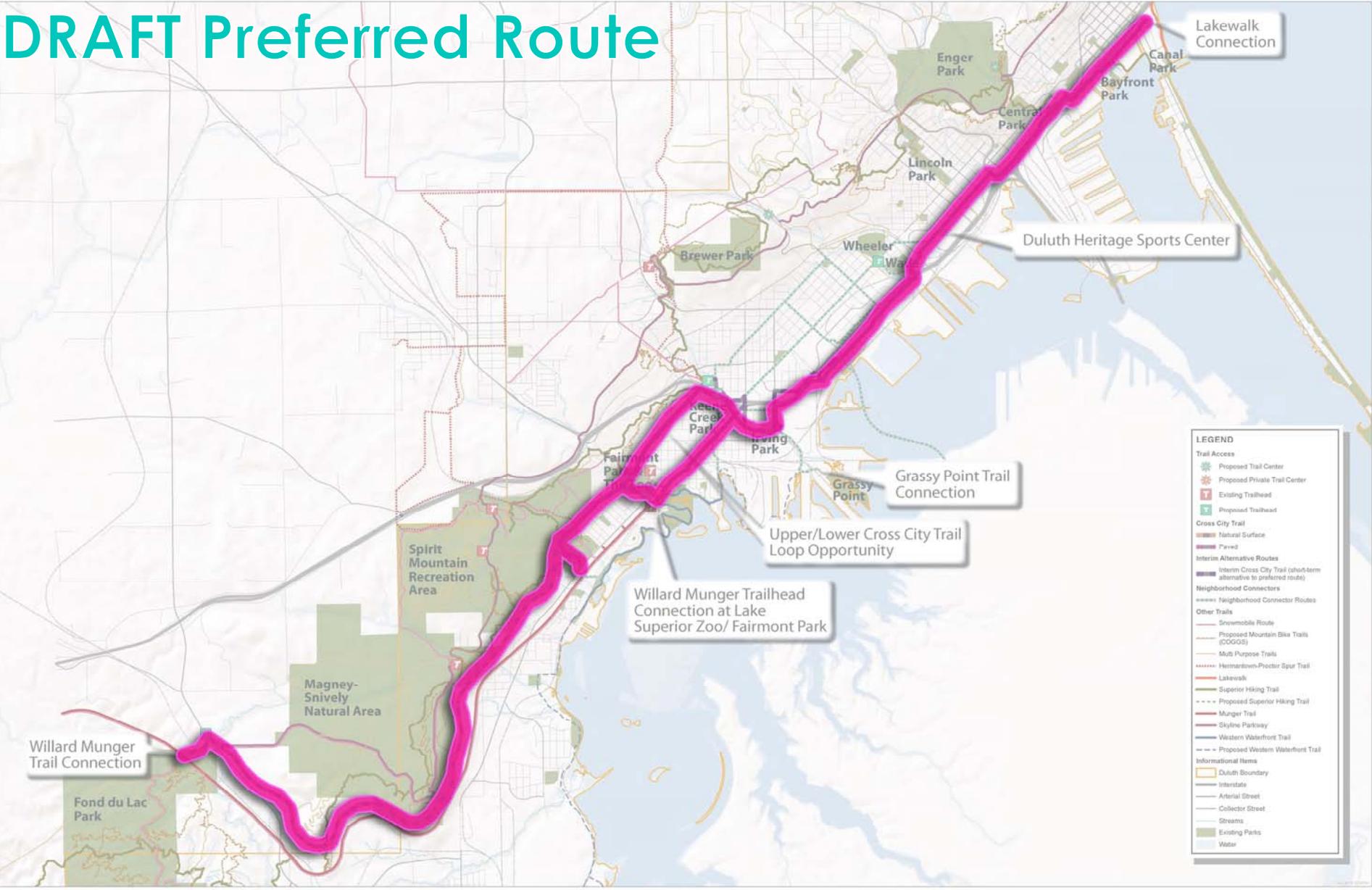
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- Informational Items**
- Duluth Boundary
- Interstate
- Arterial Street
- Collector Street
- Streams
- Existing Parks
- Water

Cross City Trail: Preferred Route



DRAFT Preferred Route



LEGEND

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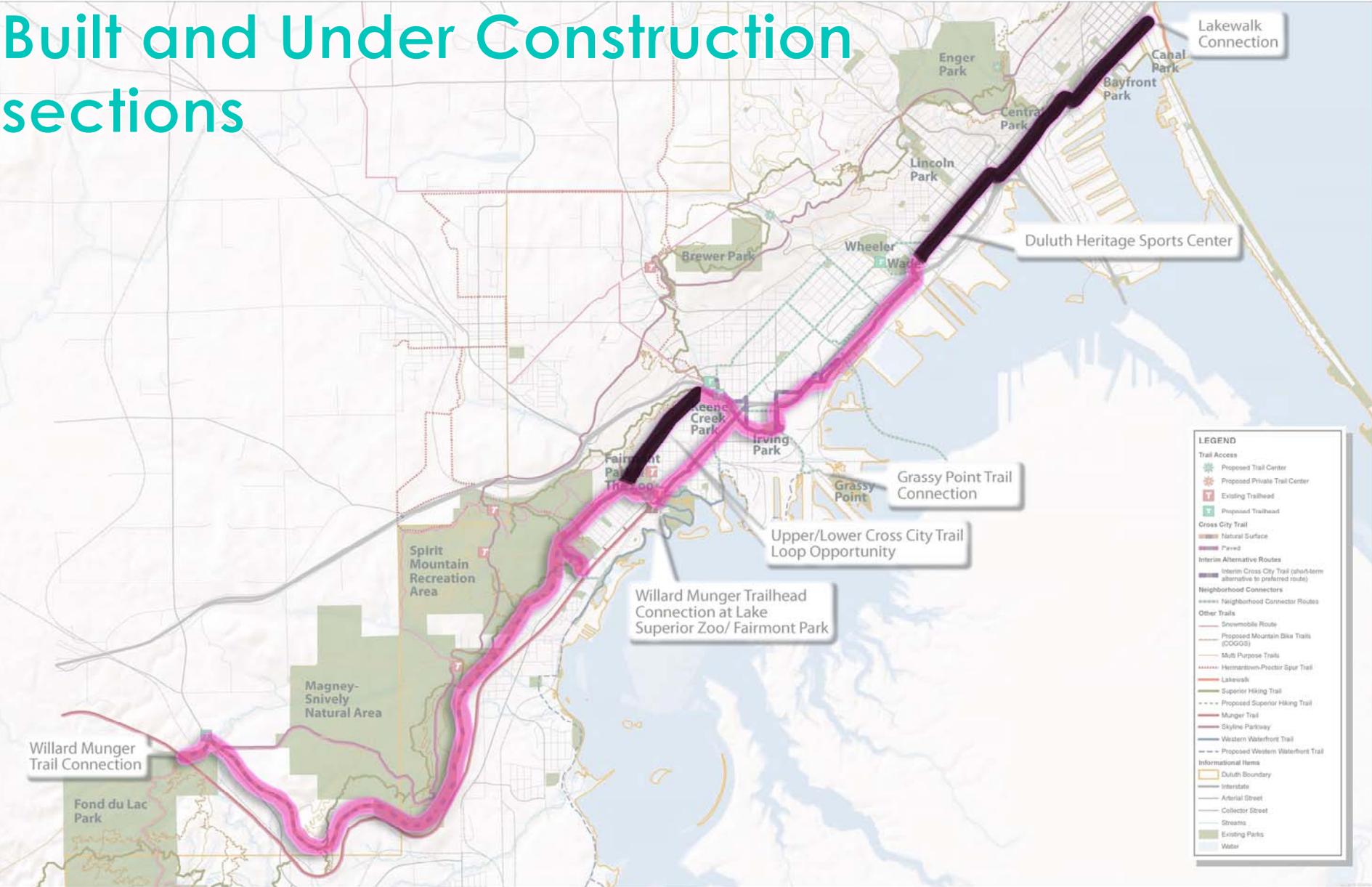
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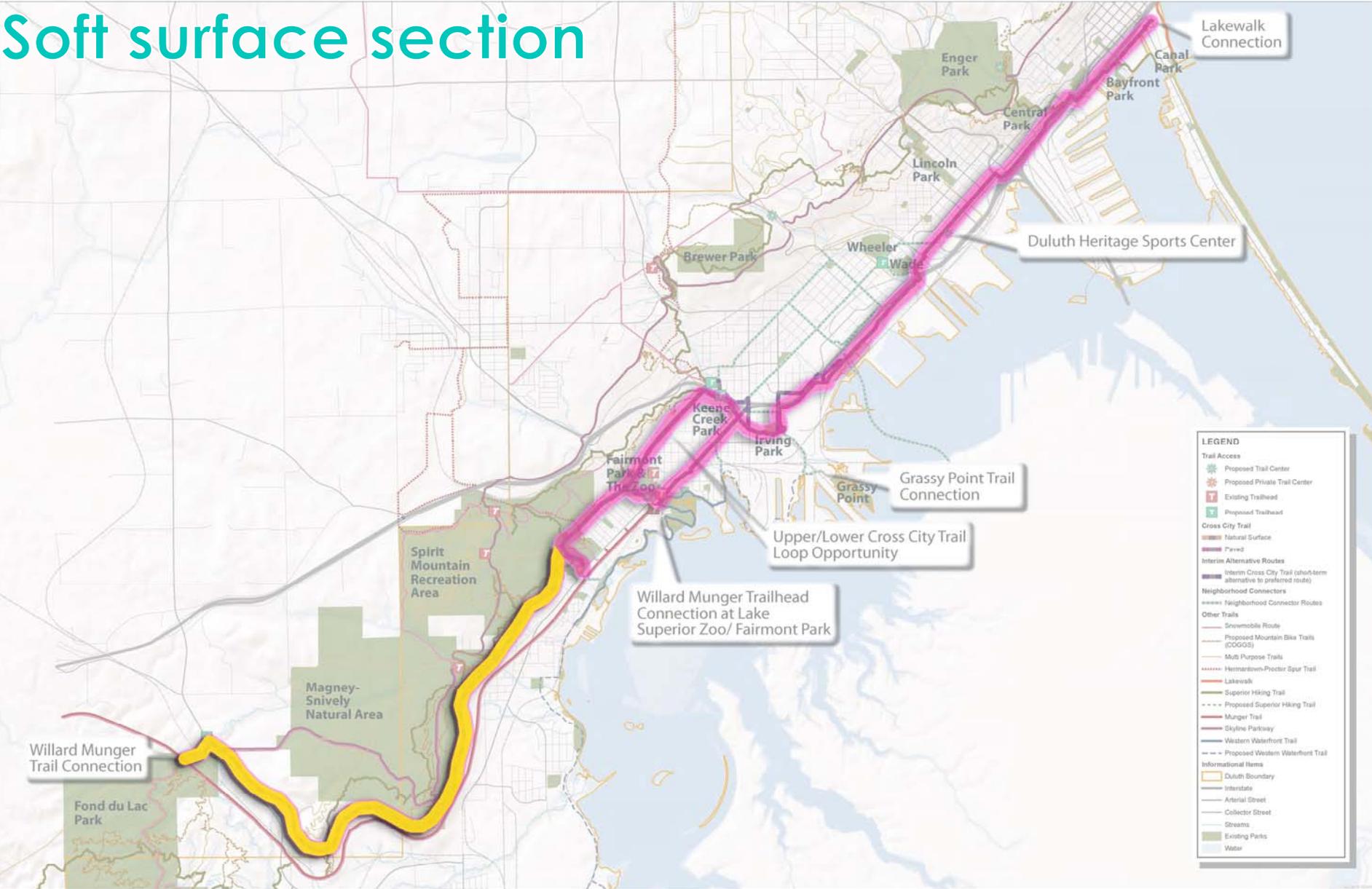
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Built and Under Construction sections



Soft surface section

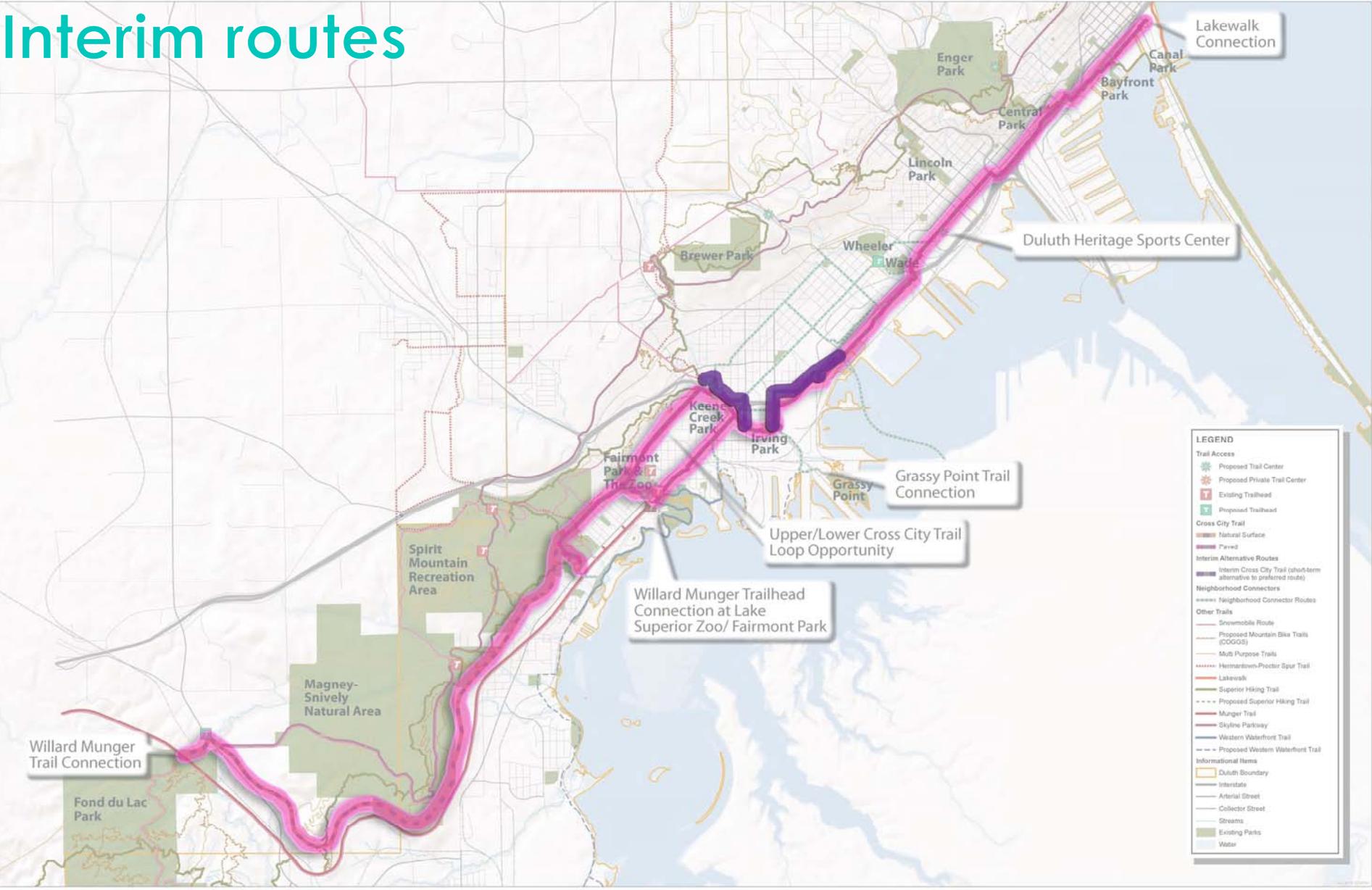


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Interim routes

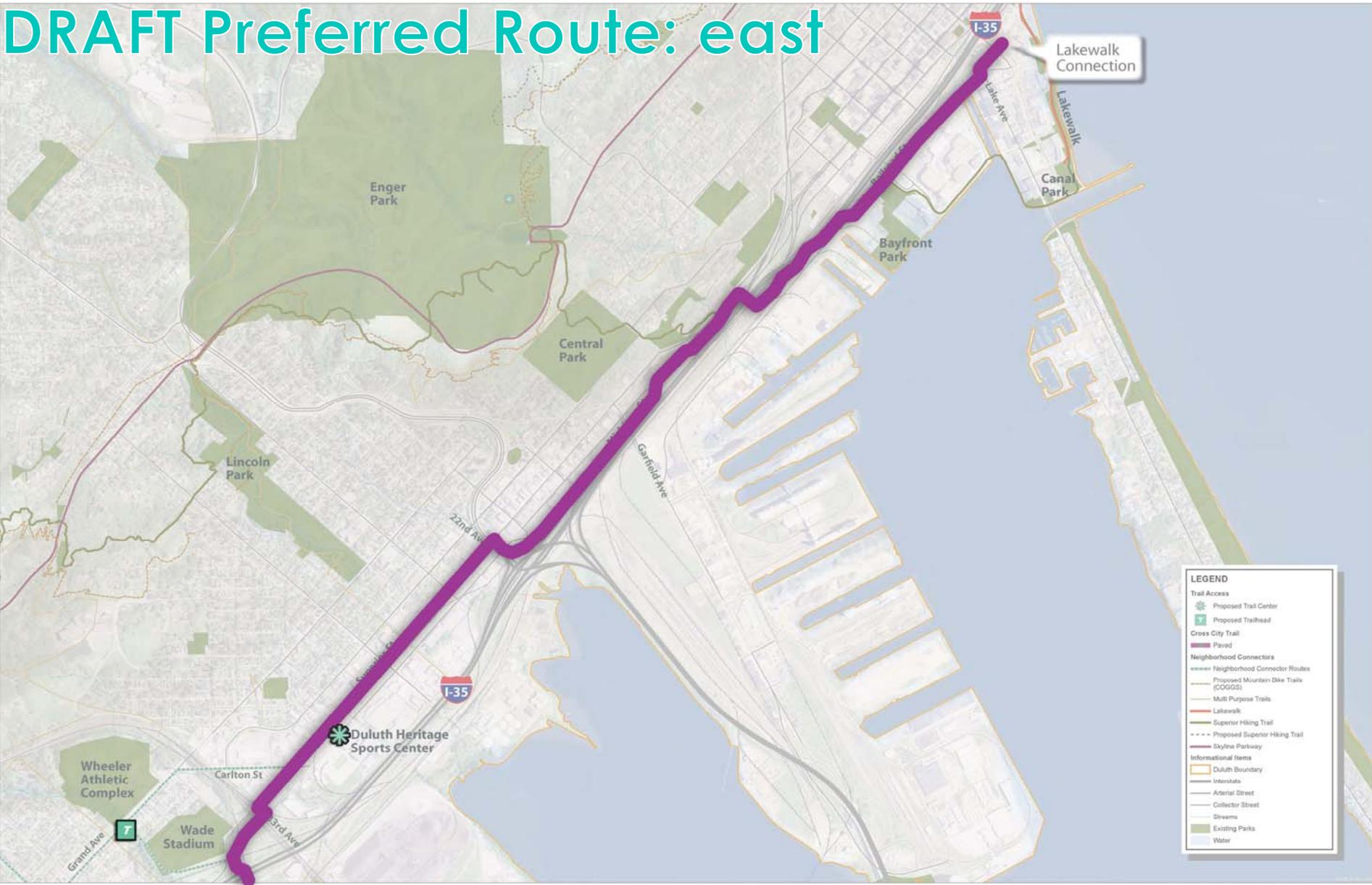


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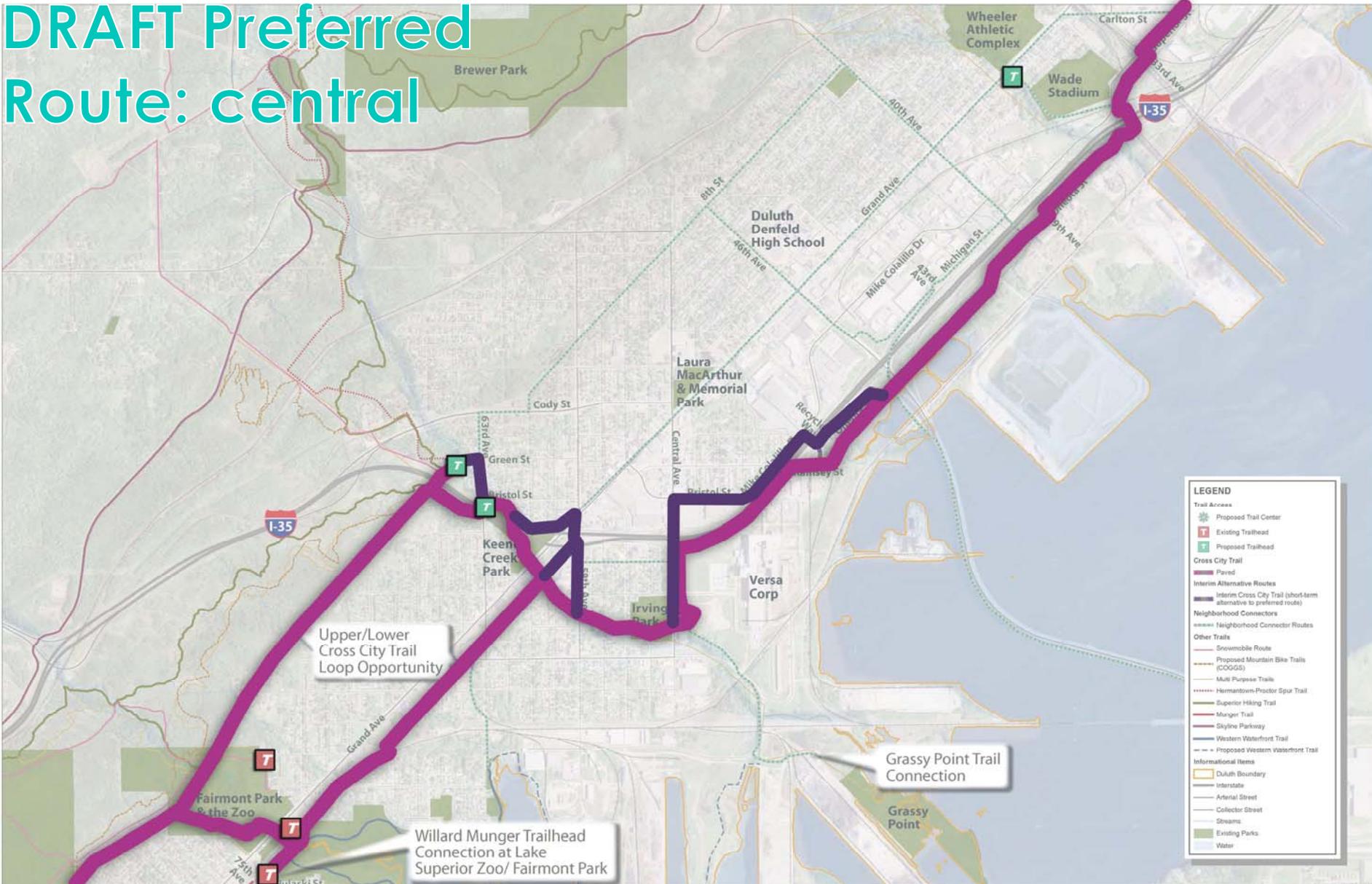
DRAFT Preferred Route: east



Preferred Route: Lakewalk to 33rd Avenue



DRAFT Preferred Route: central



Upper/Lower Cross City Trail Loop Opportunity

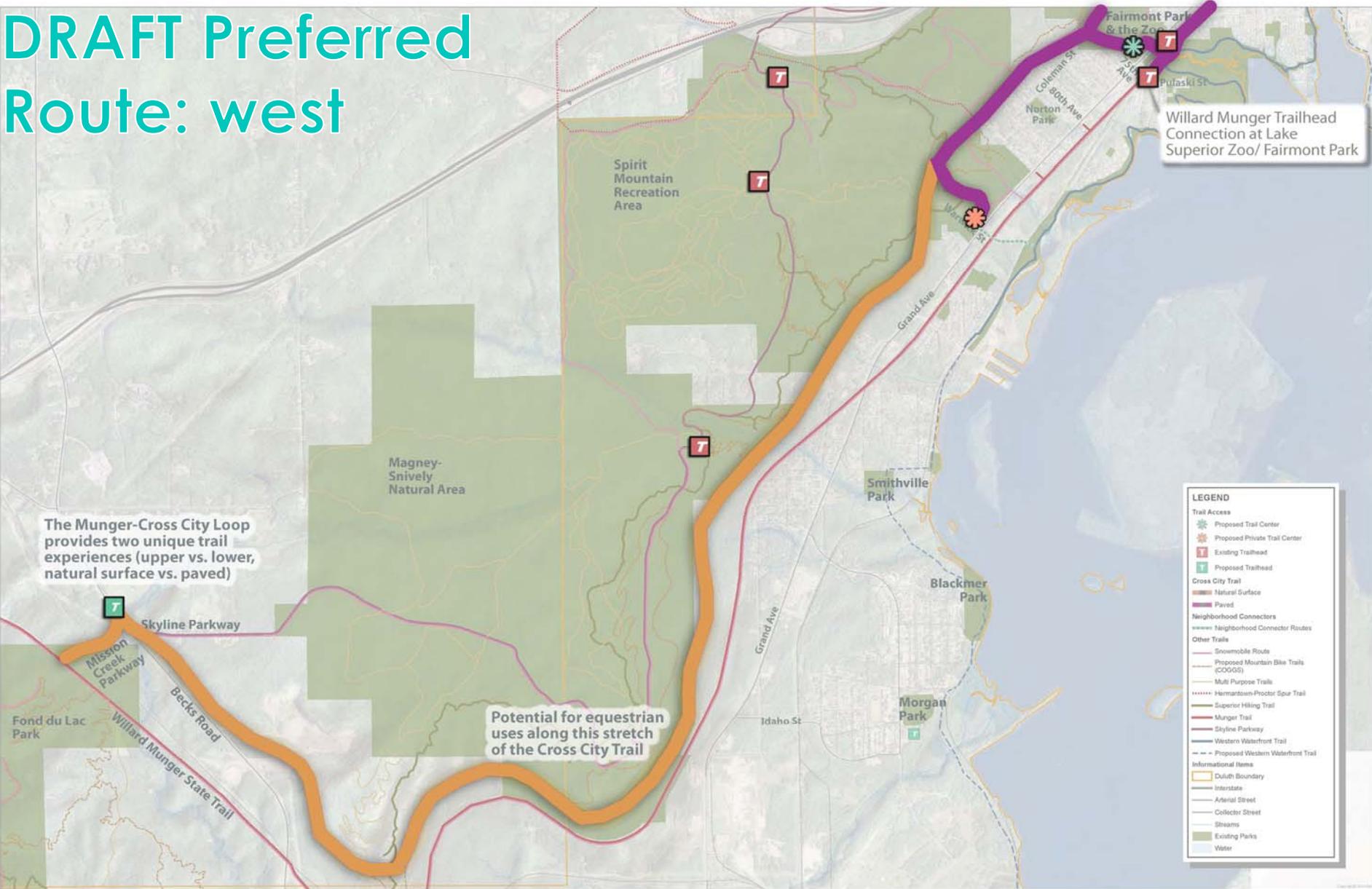
Willard Munger Trailhead Connection at Lake Superior Zoo/ Fairmont Park

Grassy Point Trail Connection

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Preferred Route: 33rd Avenue to the Willard Munger Trailhead 0 0.1 0.2 0.4 0.6 0.8 1 Miles

DRAFT Preferred Route: west



Preferred Route: The Willard Munger Trailhead to Mission Creek Parkway 0 0.1 0.2 0.4 0.6 0.8 1 Miles

Trail Development & Program



▶ Trail Program

- ▶ Destination trail for half day/day long trips
- ▶ Connect residents to parks and natural areas
- ▶ Potential for use by walking and running groups
- ▶ Running/Walking/Biking Events
- ▶ Commuter route for western Duluth residents

Trail Development & Program



▶ Trail Design & Users

- ▶ Cross City Trail will be designed for walkers, runners, bicyclists, roller bladers
- ▶ Snowmobiles on Munger Trail and on connecting snowmobile trails
- ▶ Horse trails potential as parallel trails to Upper DWP alignment only
- ▶ Mountain bike trails parallel to Upper DWP alignment
- ▶ ADA Accessible trails

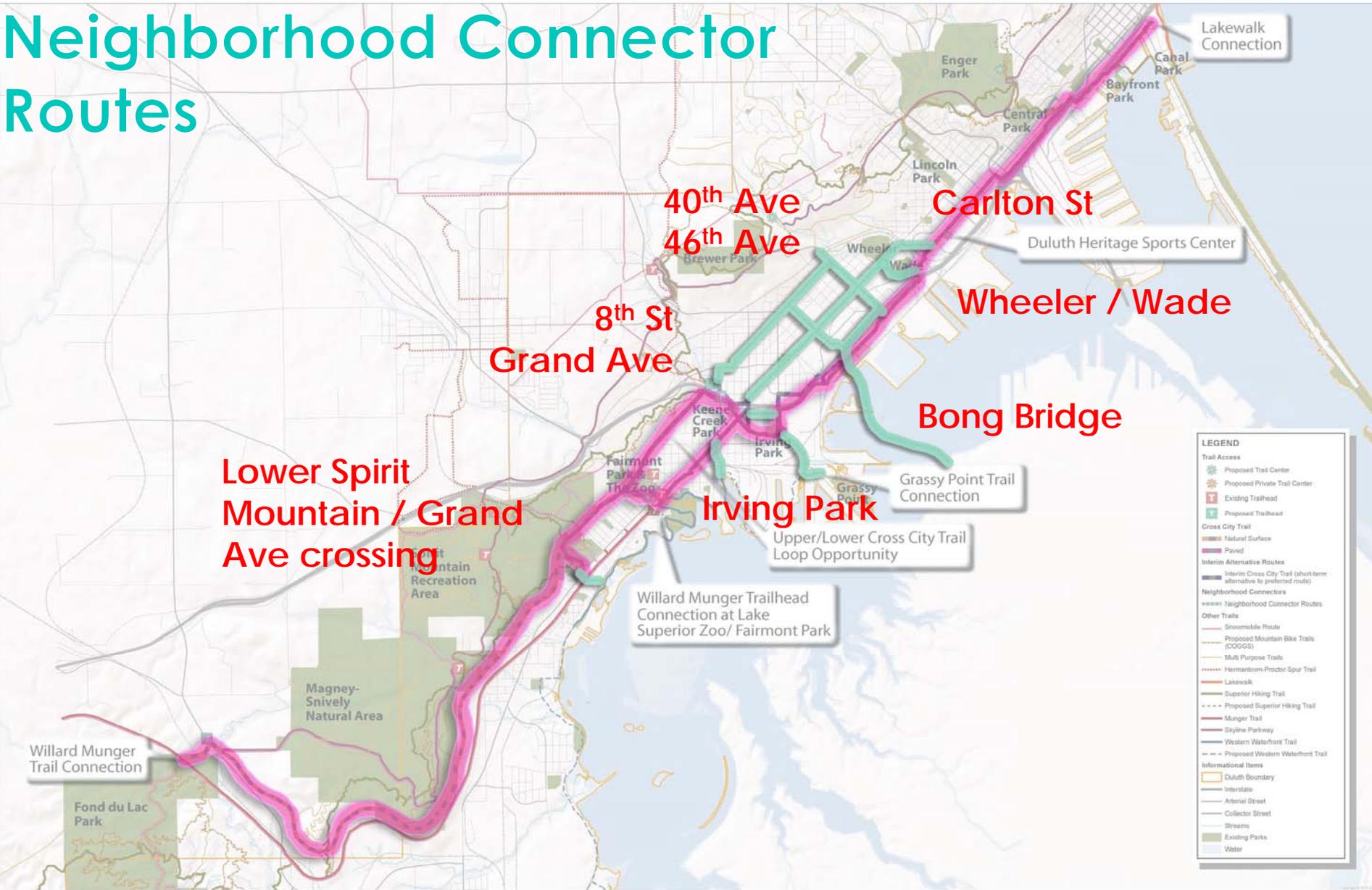
Neighborhood Connector Routes



▶ Connector Routes

- ▶ Provide local/neighborhood access to the Cross City Trail
- ▶ Potential types:
 - ▶ Bike sharrows
 - ▶ Bike lanes
 - ▶ Protected bikeways
 - ▶ Local trails
- ▶ Tie to Bike/Ped Planning

Neighborhood Connector Routes



Lower Spirit Mountain / Grand Ave crossing

**40th Ave
46th Ave**

**8th St
Grand Ave**

Carlton St

Wheeler / Wade

Bong Bridge

Irving Park

Willard Munger Trail Connection

Willard Munger Trailhead Connection at Lake Superior Zoo / Fairmont Park

Grassy Point Trail Connection

Duluth Heritage Sports Center

Lakewalk Connection

LEGEND	
	Proposed Trail Center
	Proposed Private Trail Center
	Existing Trailhead
	Proposed Trailhead
	Cross City Trail
	Natural Surface
	Paved
Interim Alternative Routes	
	Interim Cross City Trail (short-term alternative to preferred route)
Neighborhood Connectors	
	Neighborhood Connector Routes
Other Trails	
	Snowmobile Route
	Proposed Mountain Bike Trails (COGGIS)
	Multi Purpose Trails
	Hermantown-Proctor Spur Trail
	Lakewalk
	Superior Hiking Trail
	Proposed Superior Hiking Trail
	Munger Trail
	Skyline Parkway
	Western Waterfront Trail
	Proposed Western Waterfront Trail
Informational Items	
	Duluth boundary
	Interstate
	Arterial Street
	Collector Street
	Streams
	Existing Parks
	Water



Trail Access



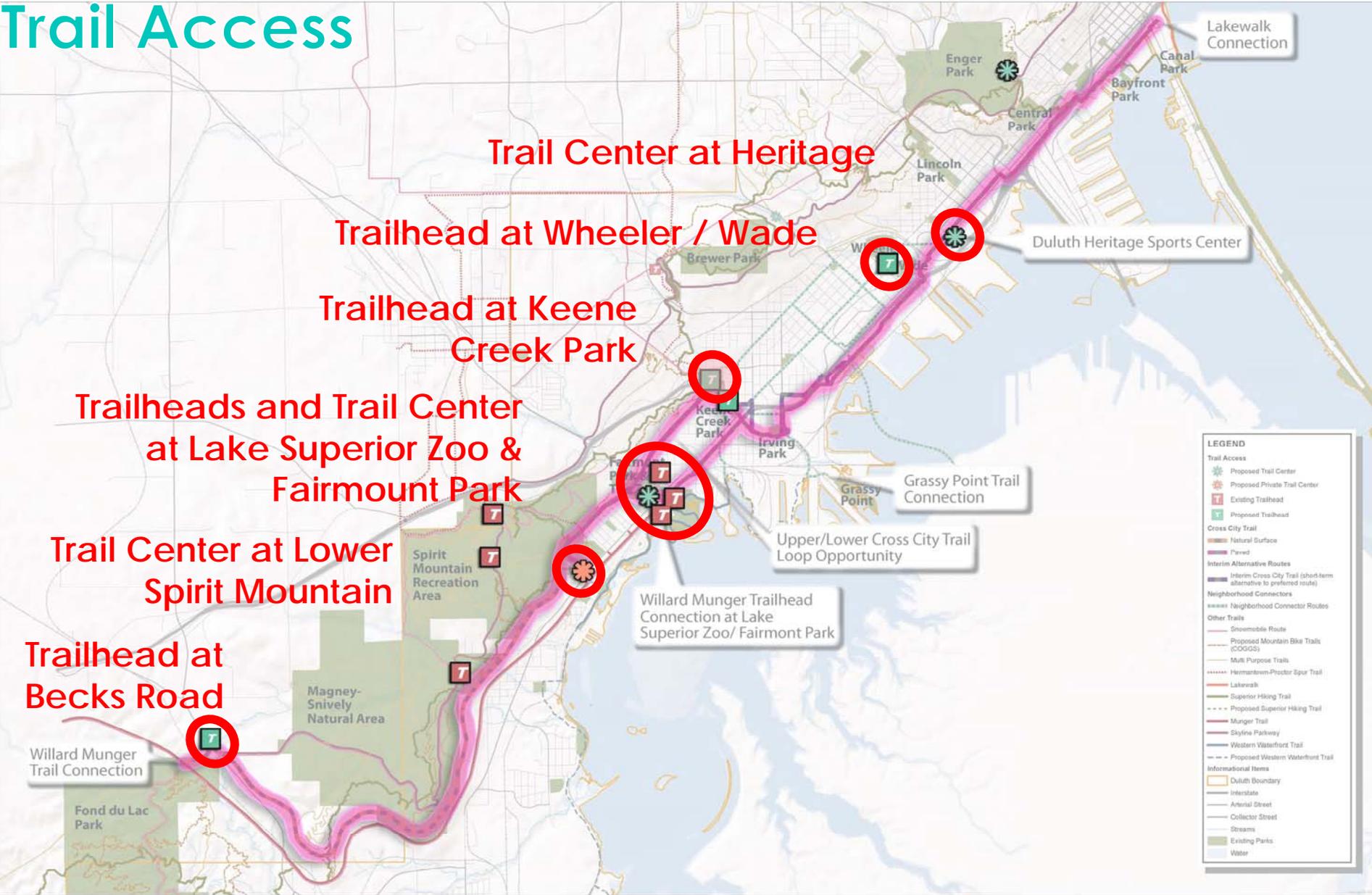
▶ Trail Centers

- ▶ Large, well-located trail system access points for visitors and residents
- ▶ Duluth park & trail system signage
- ▶ parking
- ▶ Restrooms + drinking water
- ▶ electrical plug-ins
- ▶ picnic tables + optional shelter

▶ Trailheads

- ▶ Local trail access points
- ▶ Duluth park & trail system signage
- ▶ parking
- ▶ optional restrooms, drinking water, and/or picnic tables

Trail Access



Trail Center at Heritage

Trailhead at Wheeler / Wade

Trailhead at Keene
Creek Park

Trailheads and Trail Center
at Lake Superior Zoo &
Fairmont Park

Trail Center at Lower
Spirit Mountain

Trailhead at
Becks Road

LEGEND

- Trail Access**
 - Proposed Trail Center
 - Proposed Private Trail Center
 - Existing Trailhead
 - Proposed Trailhead
- Cross City Trail**
 - Natural Surface
 - Paved
- Interim Alternative Routes**
 - Interim Cross City Trail (short-term alternative to preferred route)
- Neighborhood Connectors**
 - Neighborhood Connector Routes
- Other Trails**
 - Shoremobile Route
 - Proposed Mountain Bike Trails (20050)
 - Multi Purpose Trails
 - Hermanston-Proctor Spur Trail
 - Lakewalk
 - Superior Hiking Trail
 - Munger Trail
 - Skyline Parkway
 - Western Waterfront Trail
 - Proposed Western Waterfront Trail
- Informational Items**
 - Duluth Boundary
 - Interstate
 - Arterial Street
 - Collector Street
 - Streams
 - Existing Parks
 - Water



Trail Amenities



▶ Site Furnishings & Features

- ▶ Drinking water
- ▶ Parking
- ▶ Benches
- ▶ Bike repair stations
- ▶ Overlooks & Scenic views
- ▶ Restrooms
- ▶ Trash Cans
- ▶ Lighting
- ▶ *Where and how often should they be located?*

Wayfinding & Signage

▶ Signage Types

- ▶ Trail Identification
- ▶ Directional
- ▶ Maps
- ▶ Interpretation
- ▶ Etiquette Signs
- ▶ Located at Trailheads and Neighborhood Connector Route intersections



Master Plan Next Steps

- ▶ Provide input on the tables and boards tonight
- ▶ Finalize Cross City Trail Master Plan document in March
- ▶ Approvals by Park Board and City Council in April/May

CCT Planning & Construction Schedule

- ▶ 2015/2016
 - ▶ Mini Master Planning
 - ▶ I-35 to Zoo segment under construction
- ▶ 2016/2017
 - ▶ Zoo to Lower Spirit Mountain Chalet segment construction
- ▶ 2017/2018
 - ▶ Spirit Mt. Chalet across Grand Avenue to Munger Trail – to be completed by Developer
- ▶ 2017*
 - ▶ Spirit Mountain to Stewart Creek Bridge segment – *currently seeking funding
- ▶ Undetermined timeline:
 - ▶ Carlton to I-35 segment
 - ▶ Stewart Creek Bridge to Becks Road on DWP segment