

DECEMBER 2010

DULUTH

Parks and recreation

master Plan



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BAYFRONT FESTIVAL PARK

DULUTH

Parks and Recreation master Plan



CHAPTER 1

introduction

Duluth attracts outdoor-oriented people to live, work, play and visit.

(2)



Duluth is blessed with an incredible system of park lands and people who value nature and recreation. Those natural, park and recreational lands and motivated volunteers, staff, officials, partners and organizations will allow Duluth to create a world class park, trail and recreation system.

This Master Plan focuses on pragmatic actions to improve the parks and recreation system in the near term while recommending principles to guide long-term direction. This approach is based on the reality that investment in Duluth's parks, recreation, nature and trails will pay dividends in the form of increased tourism, jobs, and quality of life.

The plan recommends new sources of funding be dedicated to Duluth Parks and Recreation and that those funds be invested in:

Park maintenance and stewardship - Duluth is fortunate to have a large and diverse network of park lands. Acquiring park land is often the most difficult and costly part of creating a park and recreation system. With the park land system largely in place, the City and its partners can focus on park improvements, upkeep and stewardship of parks and natural resources.

Trail and bikeway connections – Duluth has several of the most important trails and parkways in Minnesota, but needs connections and enhancements to realize the potential of these gems. The Lakewalk, Munger Trail, Superior Hiking Trail and Skyline Parkway are wonderful assets that can form the backbones of a future trail and bikeway network. Trails are the most popular recreation feature and attract tourist and locals alike.

Recreation facilities and programs – Convenient and equitable access to recreation facilities and programs is a hallmark of a healthy and vital community. Fully utilizing schools as community places and targeting city investment in people and sustainable recreation facilities will foster community, family and individual health.

Realization of this vision will take time, dedication and funding, but it will result in a park, trail and recreation system that will help drive economic growth and enhance quality of life for decades to come.

Duluth was voted by OUTSIDE MAGAZINE as "One of the Top Ten Dream Towns."

PLAN CONTEXT

The confluence of Lake Superior and the St. Louis River is the reason for the founding of the city and the stunning lake side setting and proximity to nature have been enduring elements throughout Duluth's history. Tourism, health care and education have replaced transport and resource extraction as Duluth's economic engine. Parks, trails, recreation and nature are vital to resident's quality of life and to Duluth's new economy. Duluth's scenic qualities, parks, recreation opportunities, access to nature and the Lakewalk attract people to move to Duluth as well as to visit Duluth.

Duluth has an exceptional system of parks, open spaces, trails and recreation attractions. The Duluth park and open space system includes over 11,000 acres of land providing a diverse mix of neighborhood, community, nature and athletic parks. The system includes specialized facilities such as golf courses, and unique attractions such as the Lake Superior Zoo and Spirit Mountain Recreation/Ski Area. Amenities such as the Lakewalk, Bayfront Festival Park, Park Point, the Rose Garden, Skyline Parkway, Hawk Ridge and Chester Bowl attract visitors and locals alike and help define the identity of the City. The Superior Hiking Trail links the City and the entire North Shore.

Duluth's parks host national, community, and neighborhood scale events. Events such as Grandma's Marathon, the Tall Ship's Festival, Bentleyville 'Tour of Lights', and the Homegrown Music Festival attract visitors and are key factors in the economic, social, and cultural health of the community.

Like most cities in Minnesota, Duluth's municipal budget has been shrinking and the City has had to take actions to respond to reduced funding. Duluth's Parks and Recreation Division has faced challenges and reduced staff resources; cut backs in the frequency of park and facility maintenance; and less funds for replacement of park and recreation facilities and new park improvements. Many recreation buildings are closed due to deteriorated conditions and the changing needs of the users. City recreation programs have been eliminated. Volunteers and

partner groups have stepped up to help deliver recreation services and to assist with upkeep.

The importance of parks, nature and recreation to Duluth means that a strategic approach to achieving efficiency is needed now to help weather the current budget crisis and to prioritize use of limited resources. Equally important is a plan for the future to maximize the benefits of the parks and recreation system and to create a system that is flexible and resilient. The plan for the future needs to include an approach and action plan to achieve the vision of a high performing and efficient park, recreation and trail system. It will take funding, staff resources, public partnerships, political support, volunteers, and new ways of thinking and acting to fully achieve the benefits of this legacy of parks, trails and recreation.

PLAN PURPOSE

Blueprint for a High Performing, Resilient, and Efficient System

This plan establishes a blueprint to achieve an economically sustainable park and recreation system. The Guiding Principles and the action plans of this Master Plan set a course to: reduce operating and capital costs, enhance efficiency, improve parks, strengthen partnerships, connect the city with trails, increase access to nature, increase and stabilize funding, create equitable access to healthy recreation, and enhance stewardship.

Countless studies show that great cities have a vital, well-cared-for park and trail system. Indeed, most new development and redevelopment in the last 10 years occurred next to park and recreation amenities (parks, plazas, trails, greenways, waterfronts, etc.). In economically challenging times, development and redevelopment becomes less frequent and people desire to recreate closer to home, making quality park and recreation experiences and facilities even more important.

The last Duluth park and recreation plan was prepared in 1997. Over the years Duluth Parks and Recreation has been challenged



Lift and Bridge from Skyline Parkway, ca. 1930; Minnesota Historical Society Photograph Collection

to maintain services at its parks and community centers due to reduced resources, manpower, and population. Another challenge is that many people value close to home parks and recreation centers while the city's ability to maintain and operate these local facilities is significantly reduced. The City has taken many actions to reduce costs (reduced maintenance frequency of some parks, staff reductions, eliminating city-operated recreation programs, utilizing partners and volunteers, etc.) and wants a guide to actions that would make the park and recreation system more sustainable and resilient while meeting community needs. This Plan recommends short term and long term actions to make the park system more sustainable, more relevant in people's lives, more cost efficient and balanced with adequate funding in the long term. This Master Plan contains recommendations and plans for existing parks, park maintenance, recreation centers, recreation programs, trails and connectivity, funding, operations, resource stewardship, partnerships, and volunteerism. The Plan establishes a framework for the city-wide park and recreation system. It is envisioned that more detailed plans and community outreach will occur to implement the recommended action and principles. This Plan also includes recommendations for priority actions and standards to help guide future facility development and improvement.

A System-Wide Approach

This Master Plan urges thinking about recreation activity needs first, then analyzing the best method to deliver that service. Building a new facility is not always the only solution to meeting a recreation need. Appropriate facilities may be available already through a potential partner or in another location and the solution is connecting users to that facility.

Systems thinking looks at parks and recreation in Duluth as one system operated by the City, the School District, other schools, service and recreation groups, private businesses, volunteers and others. As a City and as a society we cannot afford to have school facilities idle during non-school hours, city parks not serve school uses, maximize cooperation between the public and private sector and maximize the role of talented and committed volunteers.

PLAN PROCESS

This Master Plan is based on input from the community, stakeholders, staff and city officials gathered in 2009-2010. The Plan represents their collective wisdom expressed through surveys, meetings, focus groups, hands-on exercises, park and community tours, and brainstorming. It also used the expertise of the consultant team, benchmark data, a system-wide evaluation by staff and the consultants, standards from the National Recreation and Parks Association and best practices from other communities across the nation.

BACKGROUND

Relationship with the Comprehensive Land Use Plan

The Duluth Comprehensive Land Use Plan was adopted in 2006. The Comprehensive Plan is the policy guide and foundation upon which Duluth's regulatory tools (zoning, subdivision, shoreland, floodplain and other ordinances) and Duluth's capital improvement programs rest. The Comprehensive Plan contains guidance for governing principles, future land use, policies and implementation and defines how development, redevelopment, and preservation decisions are made. In addition, the Comprehensive Plan describes ten other areas of interest that need to be addressed in the decision-making process, which include demographics, historic development patterns, natural systems & the natural resource assessment, land use, transportation, public utilities/services, parks & recreation, economics, housing, and schools. The Plan's parks and recreation chapter recommends that the City classify and standardize existing parks, set access standards for different park classifications; as well as tax forfeited lands, in order to reflect their value as park or natural areas additions to Duluth's park system. The Plan recognizes that setting access standards will allow clear evaluation of the need for park dedications in new developments or redevelopment areas, and allow for trail and natural area linkages to be created within the development process. The City's neighborhoods are defined by

stream corridors, bluff lines, and other natural and man-made features. The Comprehensive Plan recommends, as part of new development and redevelopment activities, creating integrated connections defined by natural features to make a trail and pedestrian network that not only links neighborhoods, parks, and open spaces, but connects to the City's numerous cultural resources and destination businesses. The Plan also supports redevelopment efforts and recognizes that restrictions on infill development can push development into areas that lead to water quality problems, habitat loss, and nonpoint source pollution.

This Parks and Recreation Master Plan builds on the Comprehensive Plan recommendations with an intent to provide equitable access to parks and recreation facilities - that are appropriate, integrated, and sustainable - for all residents. This Plan must address the challenge of providing and maintaining a park system that, for cities the size of Duluth, is one of the most extensive in the nation while providing residents with a diverse range of recreational programs and special events all balanced within available capital, staff, volunteer and partner resources.

Duluth School District Changes

Faced with declining enrollment and an excess of schools, the Duluth School District 709 foresaw significant changes. After twenty-five years with virtually no improvements, all of Duluth's schools were in need of significant investments if the City was to provide students the 21st century education they need. In 2006, the Duluth community came together to discuss the future of their school district. In the Spring of 2006 a series of nine workshops were held with key stakeholder groups including the school board, principals, school administrators, teachers, parents, students, representatives of maintenance, food service, and educational assistant unions as well as the special education, desegregation/integration and citizen's advisory groups.

The Long Range Facilities Plan underpins two fundamental goals for the Duluth Public Schools: providing today's students with an education that competes with the best Minnesota has to offer, and attracting tomorrow's families with the best possible schools

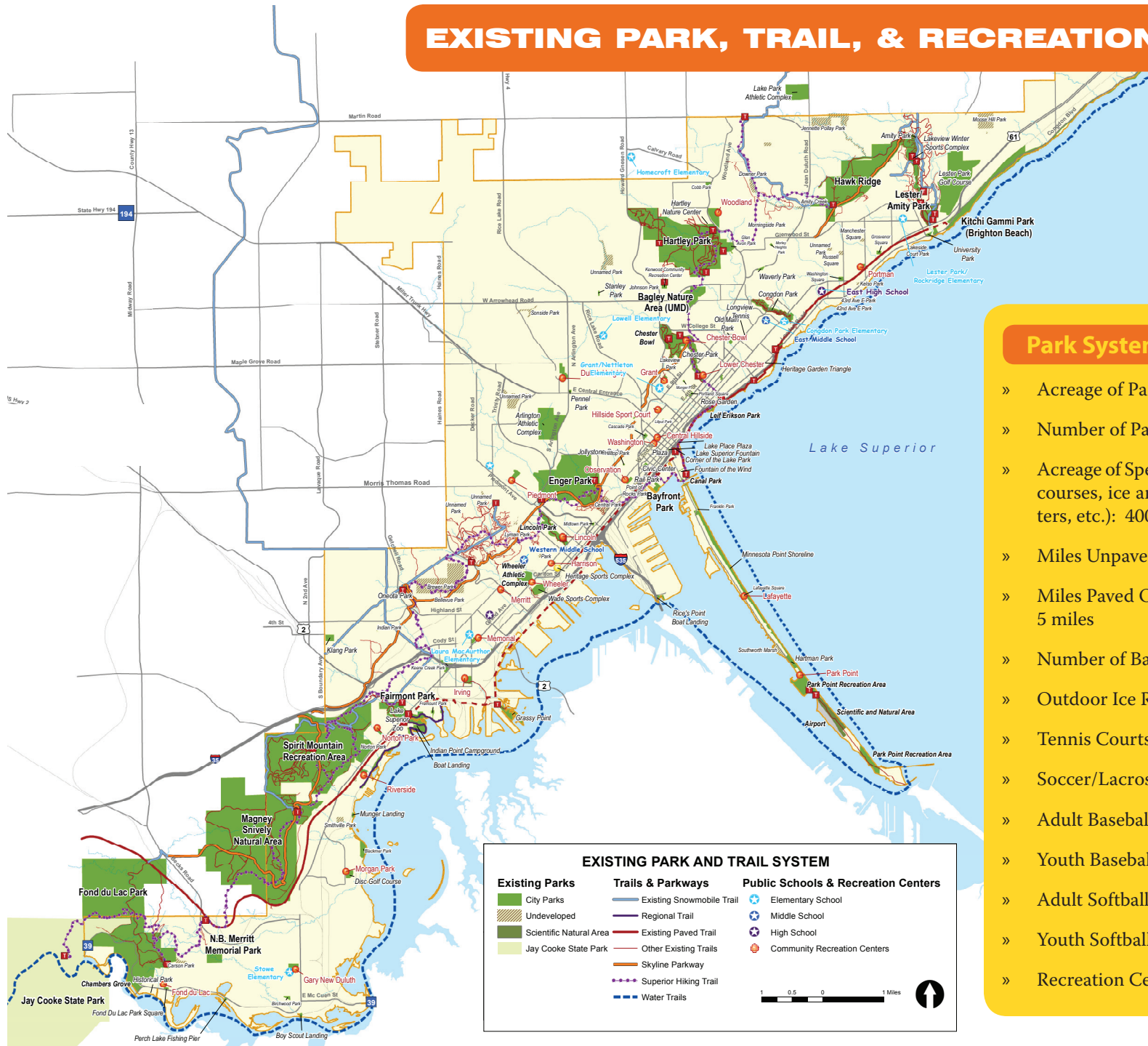
so Duluth can remain a growing, vibrant community. Intended to improve and replace the district's aging facilities, the Long Range Facilities Plan takes Duluth from 19 to 13 schools. The entire plan is expected to be complete by 2013. The Facilities Plan includes several key changes that will allow Duluth Public Schools to better serve its students and the community, including:

- Close some schools: Consolidating from three high schools to two, four middle schools to two, and eleven elementary schools to nine. Closing these schools will save the district over \$4.5 million per year. This money will then be reinvested in newer, better facilities that offer 21st century resources and safety features.
- Build and upgrade other schools: The Facilities Plan will rebuild or refurbish the remaining schools to bring them to modern safety and learning standards. Not only will these schools provide the best possible learning environments for current students, they will attract new families to Duluth.
- Go green: Many unique elements of the Facilities Plan, from energy efficiency features to a streamlined bus system, will make Duluth's schools the most efficient and environmentally friendly in the state. For example, reductions in utility costs, as well as eliminating 500,000 square feet of no longer needed space, will save over \$800,000 each year.

(From the Long Range Facilities Plan)

An important part of approval of the Long Range Facility Plan was the creation of schools that are truly community-wide resources. This means that the schools will function as places of community gathering and recreation in addition to education. For Duluth Park and Recreation that means counting on effective partnerships with the School District to assure appropriate public access to facilities such as gyms, auditoriums, meeting rooms and outdoor recreation facilities and partnering with schools for efficient provision of recreation facilities, community centers, parks, athletic fields and programs.

EXISTING PARK, TRAIL, & RECREATION SYSTEM



Park System at a Glance:

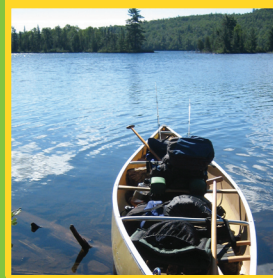
- » Acreage of Parkland: 11,600 acres
- » Number of Parks: 105
- » Acreage of Special-Use Facilities (golf courses, ice arenas, community centers, etc.): 400 acres
- » Miles Unpaved Trails: 100 miles
- » Miles Paved Off-Road Trails: 5 miles
- » Number of Basketball Courts: 20
- » Outdoor Ice Rinks: 15
- » Tennis Courts: 16
- » Soccer/Lacrosse/Football Fields: 11
- » Adult Baseball Fields: 1
- » Youth Baseball Fields: 15
- » Adult Softball Fields: 4
- » Youth Softball Fields: 10
- » Recreation Center Buildings: 22

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CHAPTER 2

trends

...HOW WE SEE THINGS CHANGING

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Recreation, like nature,
is constantly evolving.

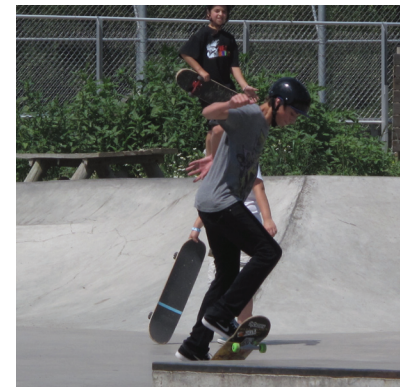
The City, recreation, and our environment are changing and dynamic. It is important to anticipate trends and plan for the future. The following chapter outlines key trends that we see influencing parks and recreation in Duluth.

Recreation is constantly evolving. New technologies, trends, cultures, and activities bring changing facility and program needs. Duluth Parks and Recreation must keep pace with these changing needs. By building flexibility into park and recreation facilities, the city will be able to adapt to new needs without expensive changes.

Recreation participation is influenced by changing demographics, the popularity of sports or activities on television, the emergence of new sports from other cultures, and recreation technology (like in-line skates, mountain bikes, GPS, etc.).

Visit Duluth describes the city as “a mecca for outdoor enthusiasts”

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*The Skate Park at Wheeler
Athletic Complex*



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Recreation Trends

Recreation trends change over time as a result of demographic, social, economic, environmental, and cultural changes. Changes in recreation affect park and recreation facility wants and needs. There are significant recreation trends that may affect change in the City of Duluth including:

MORE MOBILE

Trails are the number one desired recreation amenity. Trails can be used by people of all ages and abilities. Many people are interested in passive and natural resource based recreation such as hiking, nature study, bird watching and fishing that demand more recreational/leisure space and locations that will also cater to specific demographic factions.

- » According to the 2009 National Citizen Survey of Duluth, only 42% of citizens felt that the ease of bicycle travel was good or excellent; this is below the national benchmark.

NON-TRADITIONAL SPORTS

Non-traditional recreation and individual activities - such as skateboarding, in-line skating, off road biking, geocaching, and disc golf are increasing in popularity and are competing for recreation time and facilities.



HEALTH CONSCIOUS

All age groups are seeing an increase in obesity rates, along with associated health risks, such as heart disease, high blood pressure, and diabetes. Analysis has found a connection between urban living and health – residents living in sprawling communities tend to weigh more than their urban equivalents. Promoting walkability, active recreation, and healthy food choices will be beneficial to all demographics. There will be a higher demand for more fitness and trail opportunities, increased active living opportunities, and a seamless integration of body and mind that are part of a quality lifestyle. City residents and visitors will also be seeking locally grown food and the opportunity to grow their own food within community gardens, perhaps on city land.

- » Community-wide brainstorming sessions that focused on creating a viable community in Duluth have led to a new program called Seeds for Success. Program interns claim that the demand in Duluth for locally produced food far outstrips the supply.



DOG-CENTRIC

A 2009 study (Lifestyle Market Profile) showed that there are more households with dogs (36%) than households with children (26%) in the Twin Cities Metro Area. A high level of dog ownership is likely in Duluth as well. Off-leash dog parks and dog walking are very popular activities now and into the future. This increase in dog ownership also brings a greater need to control off-leash dogs in unauthorized areas.

Demographic Trends

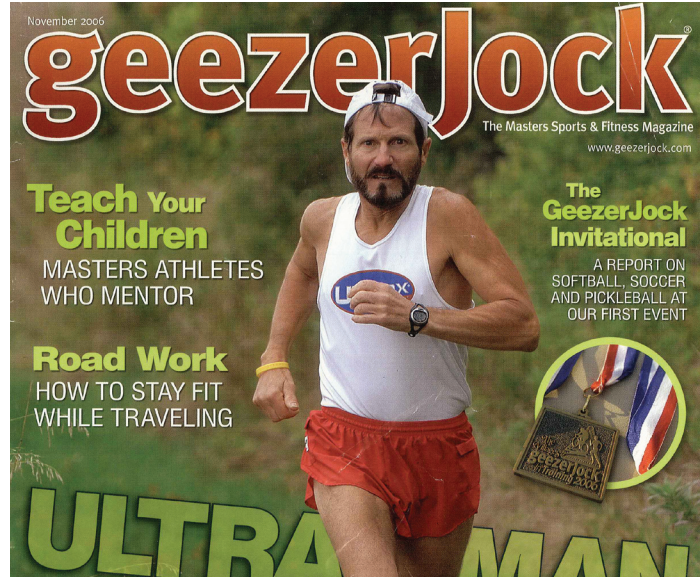
A review of Duluth's existing and projected population is important in determining future park and recreation needs. Comparing the past to the 2000 census provides some clues about future demographic trends, but probably under represents the degree of demographic change that has occurred in Duluth in the last 10 years and the likely change in the future. Significant demographic trends that have and will likely continue to affect change are:



INCREASINGLY DIVERSE

The U.S. is the only major industrial country with an expanding population fueled primarily by immigrants. Along with increased racial and ethnic diversity, trends are showing an increased desire for multi-age interactions and exchanges.

- » Duluth's minority population, while quite small relative to the total population, is increasing and is concentrated in a few areas within the City. The 2003 Demographic Analysis noted that the Central Hillside, East Hillside, Lincoln Park, Central Business Area, and Park Point neighborhoods have the highest concentration of minorities in the city with the East Hillside neighborhood being the highest at 18% of the total district population as a whole (2006 Comprehensive Plan).
- » The locations where minority populations appear to be concentrated are also the areas of the City with the oldest housing, including the only neighborhood in the City in which the under-18 population increased between 1990 and 2000. These locations are also those areas where college-aged population is concentrated (2006 Comprehensive Plan).



REDEFINING FAMILY

It is estimated that only twelve percent of new households over the next twenty years will have children. The traditional family, two parents with kids, occupies a minority of households.

- » Duluth's natural increase (births minus deaths) is near zero. This is a sign of an aging population and a small number of families in their child-bearing years present in Duluth (a decrease in residents between the ages of 25-40) (2006 Comprehensive Plan).
- » The 2003 Demographics report similarly showed that the under 18 population dropped in every neighborhood, except the neighborhoods of Central Hillside, Central Business Area and Park Point, between 1990 and 2000 (2006 Comprehensive Plan).
- » In 1990, married couple families (one type of 'family' household) comprised 47% of all Duluth households. In 2000 that number had dropped to 41%. Duluth is seeing an increasing number of 1-person households, and an increase in 'non family' multi-person households (2006 Comprehensive Plan).

AGING ACTIVELY

The 65-and-older population is expected to grow by 147% from 2000-2050. Many in our aging population group seek changes in lifestyle to reflect their lack of child-care responsibilities and often expanded recreation, educational and cultural interests. As baby boomers reach retirement age, they are aging more actively. The word "active" refers to continued participation in social, economic, cultural, spiritual and civic affairs, not just the ability to be physically active or to participate in the labor force. Therefore, the City of Duluth will need to provide an environment that fosters participation in economic and civic affairs; cultivates spiritual, social, and cultural enrichment; and offers a broad range of outdoor and active recreation choices.

- » The most rapidly growing age group in Duluth consists of people in their "empty nester" and pre-retirement years (ages 40-60). These middle-age cohorts are not only the fastest growing segment of the population, but also the second most populated cohorts in the city (2006 Comprehensive Plan).



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environmental trends

Changes in our physical environment - climate, geography, geology, wildlife, plant life, etc. - affect our day-to-day and long term recreation habits and opportunities and are often distinctly tied to our social health and wellbeing. Environmental trends that have and will likely continue to affect change are:

CHANGING CLIMATE

While there is no agreement about the causes, there is an understanding that global warming and other climate changes are occurring. The warm winters and variable precipitation rates of the past decade have negatively affected winter sports like ice skating, hockey, and cross country skiing; causing a reconsideration of certain park uses. The early warm weather of Spring, 2010, caused a surge in use of Duluth's parks and recreation facilities before seasonal staff were available to help with maintenance and upkeep. Climate change has also increased people's interest in environmental sustainability and energy efficiency. Rising energy

costs will put a greater emphasis on local recreation options and will increase demand for trail and bikeway connections. Wise use of water, energy, and natural resources are at the forefront of decision making and support community sustainability.

Concerns of global warming and the pressure to make sustainable living decisions surround us everyday. NASA research suggests that CO2 emissions will need to be reduced dramatically if humanity wishes to preserve civilization on Earth. Society is becoming more environmentally conscious and is seeking urban areas that offer mass transit, denser living, green development and walkable neighborhoods where they can make a difference by living more sustainably. Wise planning would indicate a need to provide a bicycle and pedestrian network that is safe, easy to use and understandable for all types of users. Bike routes, trails, bike lanes, and complete streets will all be important tools for building a sustainable network for walking and biking within Duluth.



INTEREST IN NATURE

Increased sensitivity to ecological issues and the benefits of a healthy ecosystem have people demanding more natural experiences from parks and recreation. There is increased interest and opportunities to engage local citizens and groups in environmental stewardship activities such as stream and riparian zone restoration and the removal of invasive species. In addition, people desire more educational or interpretive programs, are seeking a better balance of environment and recreation, are looking for more passive open space, and have an amplified interest in aesthetics and gardens.

- » This is especially true in Duluth as many residents cite proximity to nature and the outdoors as a major reason for living in Duluth.
- » A large proportion of Duluth's Park System are nature and open space lands. Proper management of these natural areas is important for current and future generations.



FOUR-SEASON RECREATION

As a northern city, Duluth must offer recreation opportunities across a range of seasons. Four-season recreation requires a broader range of facilities and experiences and presents additional challenges for maintenance and operations - making ice-skating (and assisting community groups with skating sites), grooming trails for cross country skiing, plowing paved trails for winter use, holding events and providing indoor recreation space (gyms, ice arenas, etc.) are all part of a balanced winter recreation system.



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economic Trends

Economic conditions change over time and affect the City's ability to provide park and recreation services. Duluth Park and Recreation services are also influenced by the local and regional economic growth trends. Some of these economic trends that may affect change in the City of Duluth include:

FISCALLY CHALLENGED

Reduced revenue from the State of Minnesota to local governments and schools, rising health care costs, anti-tax sentiments, and increasing fuel and material costs, are reducing the resources available for park and recreation improvements and upkeep. There is an increased need for partnerships, volunteers, creative funding sources and a renewed focus on quality over quantity. There is also the need to seek new sources of funding.

EXPERIENCE ECONOMY

Studies show that people receive more enduring pleasure and satisfaction from investing in quality experiences than material possessions; and recent trends show, even during a recession, people still seek quality experiences while cutting back on other necessities. This will put a focus on the importance of positive experiences in public spaces and parks as a driving force for the draw of tourists and for the satisfaction of residents alike. With it's wealth of parks, trails and recreation places, Duluth is well positioned to take advantage of this emphasis on experience if the parks and places are safe, well maintained, connected and pleasing.

» Research conducted by the Minnesota Department of Employment and Economic Development (DEED), as well as surveys conducted by Minnesota Department of Natural Resources, indicates that the Duluth area consistently ranks at the top of Minnesotans' spring/summer travel destinations. Similarly, Duluth ranks immediately after Minneapolis and St. Paul as a travel destination among non-residents (2006 Comprehensive Plan).



CRAVING CULTURE & THE OUTDOORS

Living in Minnesota, where 57,000 jobs are related to the outdoor recreation economy, it is hard for us to overlook the important role played by our interactions with nature and the environment. In addition, culture tourism is the fastest growing form of tourism and visitors tend to spend more and stay longer than other tourists. As the trend for outdoor recreation increases, Duluth should be prepared to offer recreation and interpretation opportunities that balance sensitivity to the ecological and cultural world while capitalizing on adventure sporting opportunities.

- » A study conducted by the University of Minnesota Extension Service/Minnesota Sea Grant Program in 1998 estimated that tourism and related activities had an economic impact on the Greater Duluth Area of \$395 million (2006 Comprehensive Plan).
- » Attendance reported by tourist and cultural (e.g., museum) attractions located in Duluth increased from 1.3 million in 1991 to over 2.6 million in 2000 – a 90 percent increase (2006 Duluth Comprehensive Plan)

HEALTH CARE COSTS & SEDENTARY LIVES

One of the biggest challenges facing our country and region is health care and rising health care costs. We can provide excellent care, but the lack of activity in most American's lives more than offsets our health care technology. The result is the most expensive health care in the world with only middle of the road results in term of personal health, longevity and infant mortality. We can do better. It is time that we acknowledge that parks, recreation, trails and active lives are a key to our personal and community health. Duluth can be a leader in active living and creating a healthy community, through expanded bicycle and walking connections, use of complete streets, promotion of active lifestyles and physical activity and commitment to creating a walkable community. Duluth has a strong base of existing parks and trails, a population committed to recreation and nature and motivated school, government and health care organizations that can band together to fully realize the benefits of a complete park and recreation system.



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CHAPTER 3

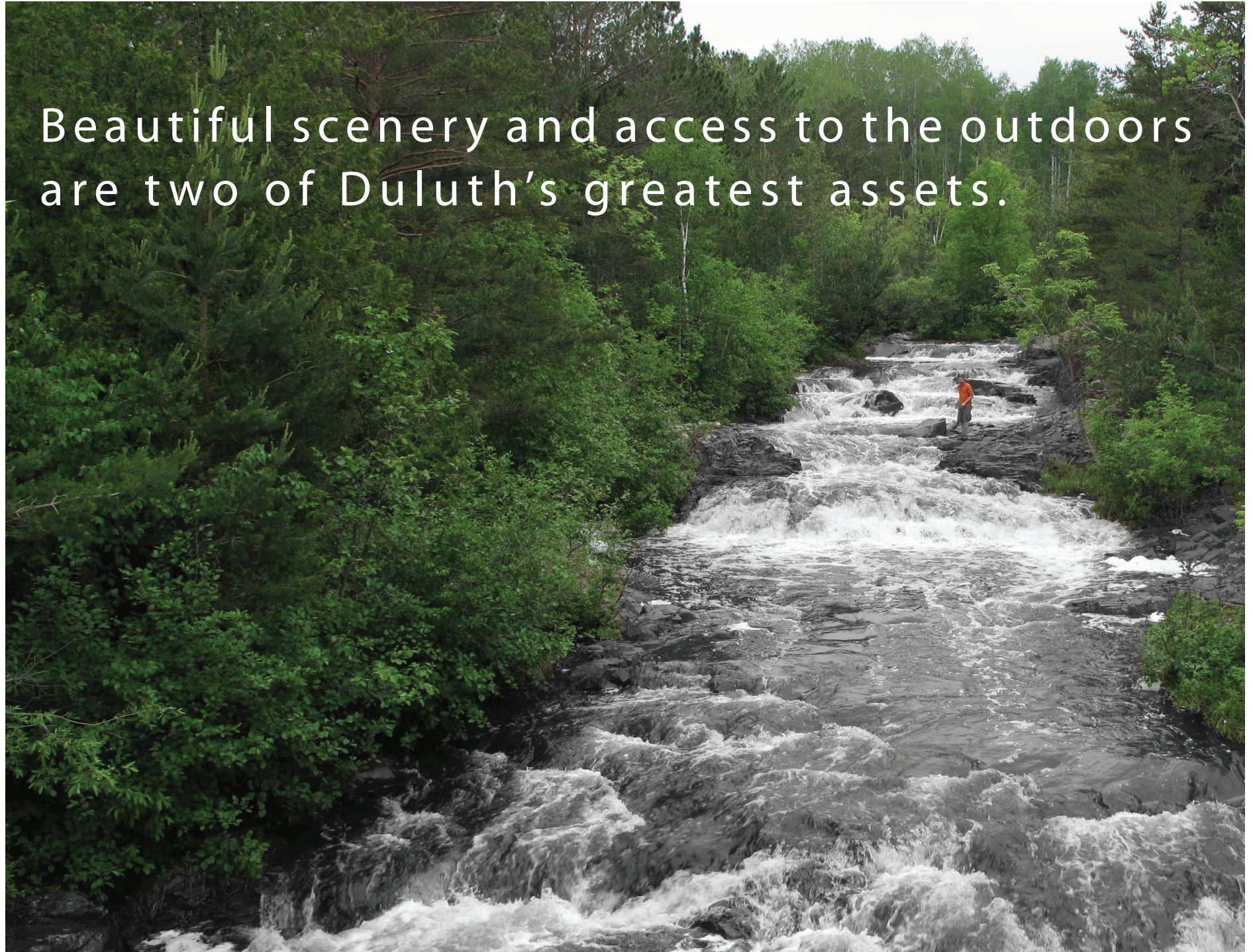
THE state OF the system

...where we are today

One of the ways to bring about change is to know where you are relative to where you want to be...

Beautiful scenery and access to the outdoors
are two of Duluth's greatest assets.

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It is immediately apparent upon viewing Duluth's well-loved park system that is a defining element of the community for many residents and visitors. Analysis of the park system, input from public open houses, and staff meetings, illuminated Duluth's unique position as a city with tremendous natural resources, but also shed light on the park and recreation system's issues of sustainability.

Duluth's parks are well positioned for the future, but recreation buildings are deteriorating and closed, and maintenance of many parks is not meeting residents' expectations. Due to budget constraints, funding for park maintenance, recreation programs and facility replacement has been cut back and parts of the system are suffering from neglect. Some parks, trails and facilities are underutilized and in need of repair and recreation opportunities are not available to all residents. Improvements, changes and additional resources are needed to assure a positive future and to realize the potential of the park, trail and recreation system. There is a need for adequate and sustainable funding for parks and recreation.

Community Input:

The City wanted to make sure this Plan was informed by community and stakeholder input. To accomplish that a number of methods were used to gather community input (reference side bar at right). The full results of the community input is summarized in a separate companion document: *the Duluth Parks and Recreation Needs Assessment Background*. Key points and community, stakeholder, staff, and parks commission guidance is permeated throughout this chapter and is recognizable by the headings:

✓ what we saw

✓ what we heard

The Needs Assessment Process:

- A field evaluation of the park system and distribution analysis of access to existing parks and trails.
- A review of existing City and agency plans, such as the Duluth Comprehensive Land Use Plan, the 1997 Park Master Plan, the Skyline Parkway Corridor Plan, etc.
- Parks and Recreation Commission Input: Regular meetings with the Commission were held throughout the process to help shape the plan.
- Focus Group Meetings: Focus group sessions were held with stakeholders covering the following topics - Youth Recreation, Trails, Partner Organizations and City staff.
- Community Meetings: A series of four meetings were held across the City in December, 2009. Approximately 130 people attended the meetings and provided suggestions and ideas for improvement. Additional meetings were held in August 2010 to gather input on the Draft Plan and in November 2010 to gather input on the Final Plan.
- Community Survey: In November 2009, 439 Duluth households completed a mailed survey regarding use of the park system and opinions and priorities for the future.
- On-line Survey: In November and December 2009 80 people completed an on-line questionnaire regarding park and recreation needs and ideas for the future.
- Community Benchmark Comparisons: Duluth's parks and recreation system was compared to ten other similarly sized cities in Minnesota.

what we saw

- ✓ Good park coverage overall.
- ✓ Most Duluth residents are within 1/2 mile of a City park.
- ✓ Busy roads, railroads, and creeks inhibit easy access to parks for some residents.
- ✓ There are needs for :

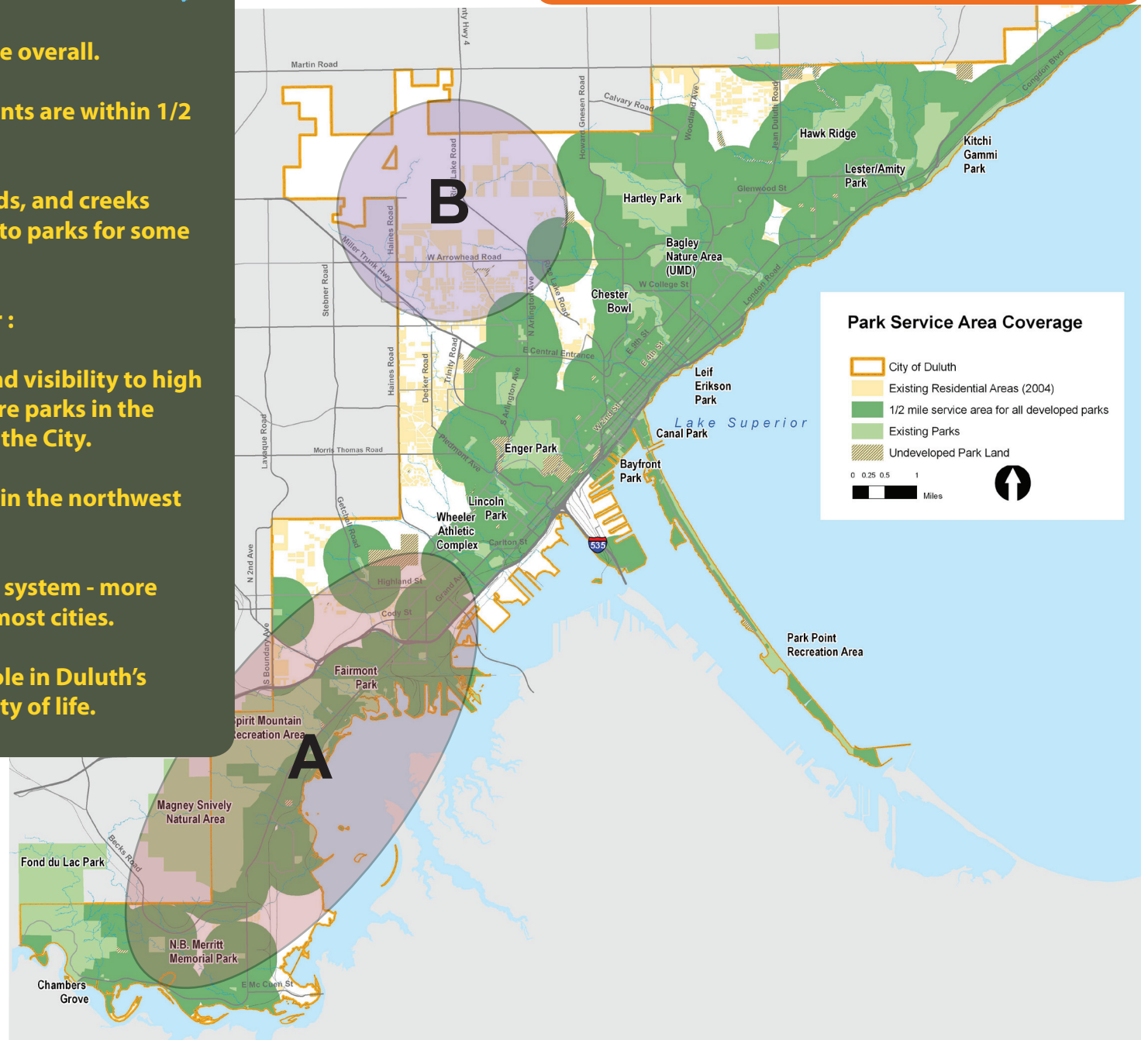
A Better access and visibility to high quality/signature parks in the western part of the City.

B Access to parks in the northwest part of the City.

- ✓ An extensive parks system - more parks/capita than most cities.
- ✓ Parks play a vital role in Duluth's economy and quality of life.

FOR CONTEXT:
Number of Parks: 105
Acreage of Parkland:
11,600 acres

PARK COVERAGE AND GAPS



what we saw

LOW MOBILITY AREAS

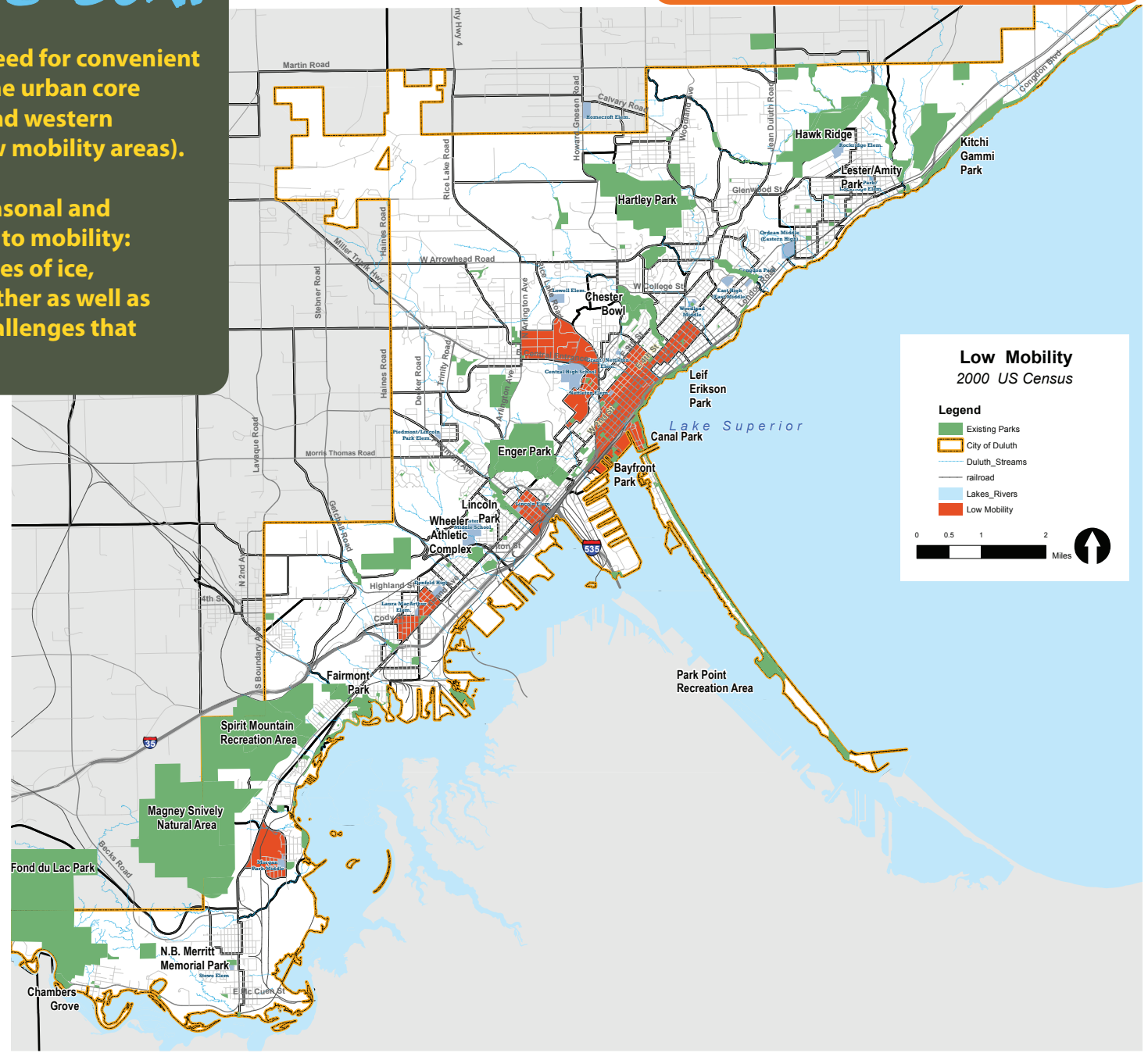
- ✓ There is a greater need for convenient access to parks in the urban core and some central and western neighborhoods (low mobility areas).
- ✓ Duluth has both seasonal and physical challenges to mobility: The winter challenges of ice, snow, and cold weather as well as the topographic challenges that hinder mobility.

The low mobility analysis focuses on individuals with limited mobility: children (5-14), the elderly (65+), those in poverty and those in households without cars.

Low mobility is calculated in two ways - based on the percentage of the total population in a census block group and based on the density of these population groups.

Dark orange color indicates areas where the percentage or density of people with low mobility is high compared to other areas of Duluth.

Data source: 2000 census data by block group. Modeled after work done by the Metropolitan Design Center for the Trust for Public Land Minnesota in June 2005.



what we saw

- ✓ There is a large gap in the ability to adequately maintain the system.
- ✓ Many park buildings are closed.
- ✓ Facilities are in disrepair.
- ✓ There is a large variance in quality of upkeep.
- ✓ Signature Parks (Chambers Grove, Lincoln Park, Brighton Beach, Chester Bowl, Enger Park, Leif Erikson, Rose Garden, Bayfront Festival Park, and Park Point) are well-maintained, while maintenance and repair of some neighborhood parks is lacking.

(26)

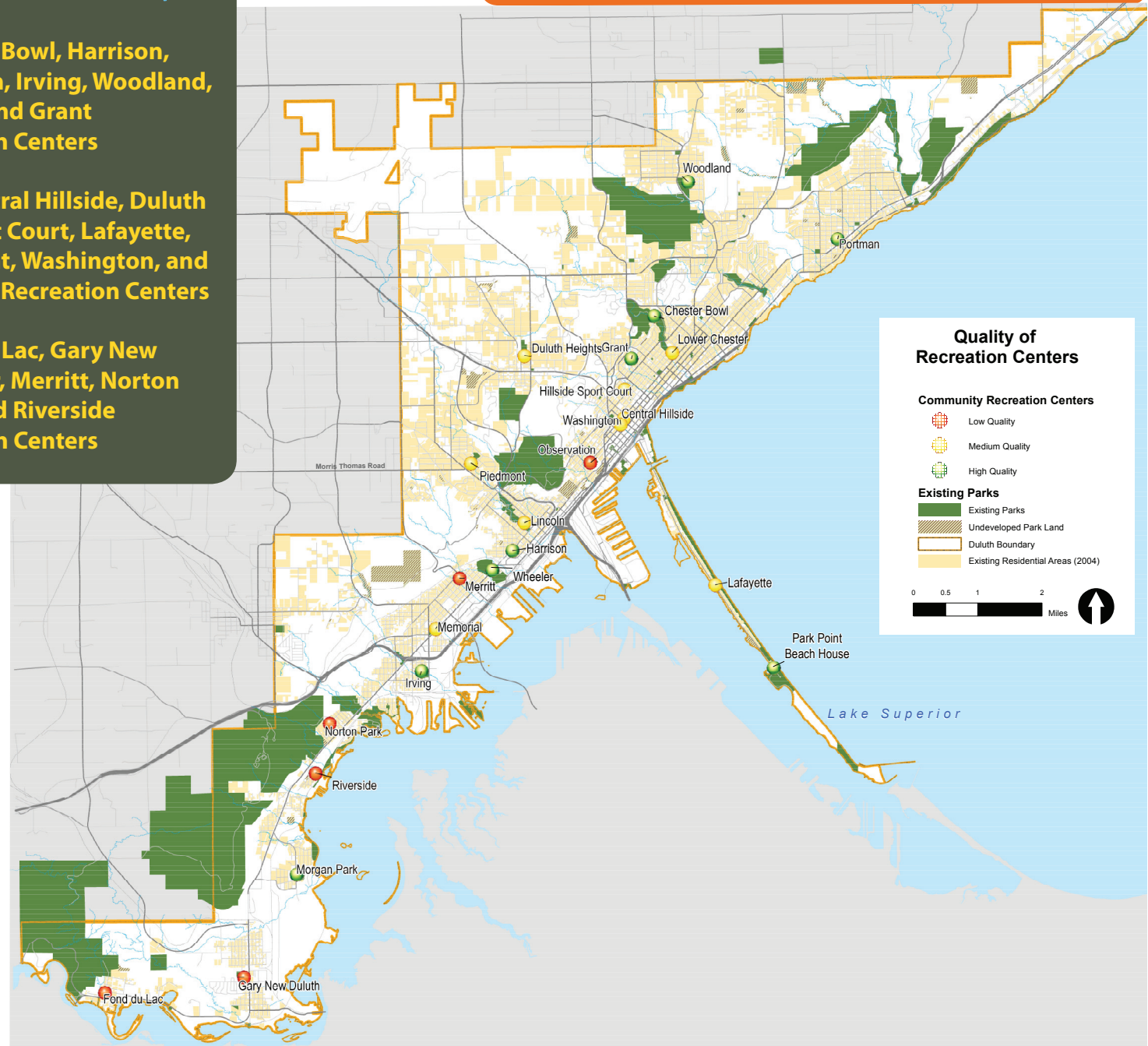
SYSTEM CONDITION



what we saw

- ✓ **High Quality:** Chester Bowl, Harrison, Morgan Park, Portman, Irving, Woodland, Wheeler, Park Point, and Grant Community Recreation Centers
- ✓ **Medium Quality:** Central Hillside, Duluth Heights, Hillside Sport Court, Lafayette, Lincoln Park, Piedmont, Washington, and Memorial Community Recreation Centers
- ✓ **Low Quality:** Fond Du Lac, Gary New Duluth, Lower Chester, Merritt, Norton Park, Observation, and Riverside Community Recreation Centers

RECREATION CENTER QUALITY



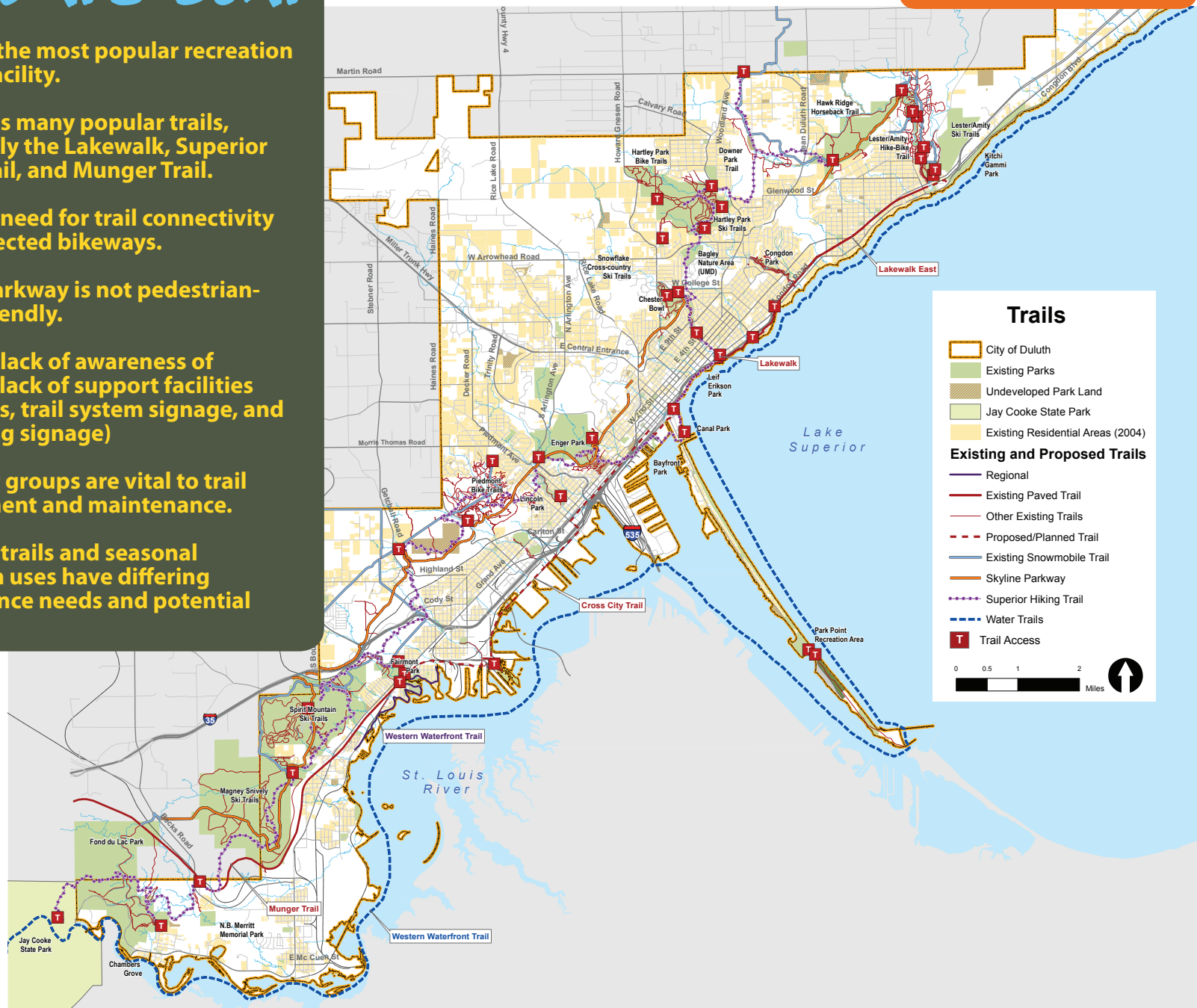
The quality rating of the Community Recreation Centers reflects more than just the structure of the building. It explores a number of criteria, including:

- » Condition of Structure
- » Location of Structure
- » Proximity to Other Facilities/ Opportunities for Centralization
- » Usage
- » Operating Cost
- » Programming
- » Site Factors

what we saw

- ✓ Trails are the most popular recreation activity/facility.
- ✓ Duluth has many popular trails, particularly the Lakewalk, Superior Hiking Trail, and Munger Trail.
- ✓ There is a need for trail connectivity and connected bikeways.
- ✓ Skyline Parkway is not pedestrian-bicycle friendly.
- ✓ There is a lack of awareness of trails and lack of support facilities (trailheads, trail system signage, and wayfinding signage)
- ✓ Volunteer groups are vital to trail development and maintenance.
- ✓ Multi-use trails and seasonal recreation uses have differing maintenance needs and potential conflicts.

TRAIL NEEDS



what we heard

Maintenance and Upkeep

- ✓ Better upkeep of parks, community centers and facilities is needed
- ✓ Have more bathrooms and year round access to bathrooms

Funding

- ✓ More funding for staff and maintenance
- ✓ Look at options for park taxing authority

Partnerships

- ✓ Enhanced coordination and actions with schools, groups, clubs, and non-profits
- ✓ Better utilization of and communication with volunteers is needed

Equity

- ✓ Make facilities and programs accessible to all

Connectivity

- ✓ Connect parks and the community with trails and bikeways

- ✓ Connect the trails

- ✓ Make Skyline Parkway safer for pedestrians and bicyclists

Natural Areas

- ✓ Preserve park land and natural areas and manage natural lands
- ✓ Get County tax forfeited land used for trails into the City park system

Programs

- ✓ More youth programs are needed
- ✓ More affordable programs are needed

Facilities

- ✓ Focus on quality over quantity
- ✓ Consolidate and improve recreation centers - fewer but better buildings
- ✓ Renovate neighborhood parks
- ✓ Provide specialized facilities (dog parks, boat club, etc.)
- ✓ Schools must be community places

community meetings



Approximately 130 people attended four community open house meetings held in December 2009 to gather input on parks and recreation needs and ideas for the future. Attendees were given three ways to provide input:

- » Participation in Favorite Places Exercise where they were asked to identify their favorite parks and parks where improvements are needed.
- » A board where they could post ideas and suggestions.
- » A written questionnaire on needs and ideas for the future.

In August 2010 approximately 40 people attended an open house meeting to preview the Draft Park and Recreation Master Plan. Input can be viewed in the Needs Assessment Document.

what we heard

survey results:

- ✓ 94% of respondents strongly agree or agree that Duluth's parks, trails, recreation opportunities, and public open spaces are key elements in quality of life and the quality of the community.
- ✓ 74% are in favor of renovating and re-opening some recreation centers and closing others.
- ✓ 21% feel that there are gaps in recreation programs or activities needs that are not currently being met.
- ✓ 28% feel that reduction in park maintenance services and recreation facility replacement has negatively affected them.

Below is what we heard in response to the question: *Which of the following improvements/additions to the Duluth parks and recreation system would you be willing to support? i.e. through a temporary or permanent tax increase?*

Great and Marginal Support	Great support	Marginal support	No support	Improvement Priority Category
86%	188	170	59	Expanded park maintenance
85%	182	168	61	Renovation of existing neighborhood parks
82%	212	136	74	Additions to and extension of bike/walk trails
79%	113	214	87	Renovation of existing community center buildings
78%	138	186	89	Improvements to existing passive, nature parks
77%	122	194	93	City sponsored recreation programs and activities
69%	82	203	127	Improvements to existing athletic fields

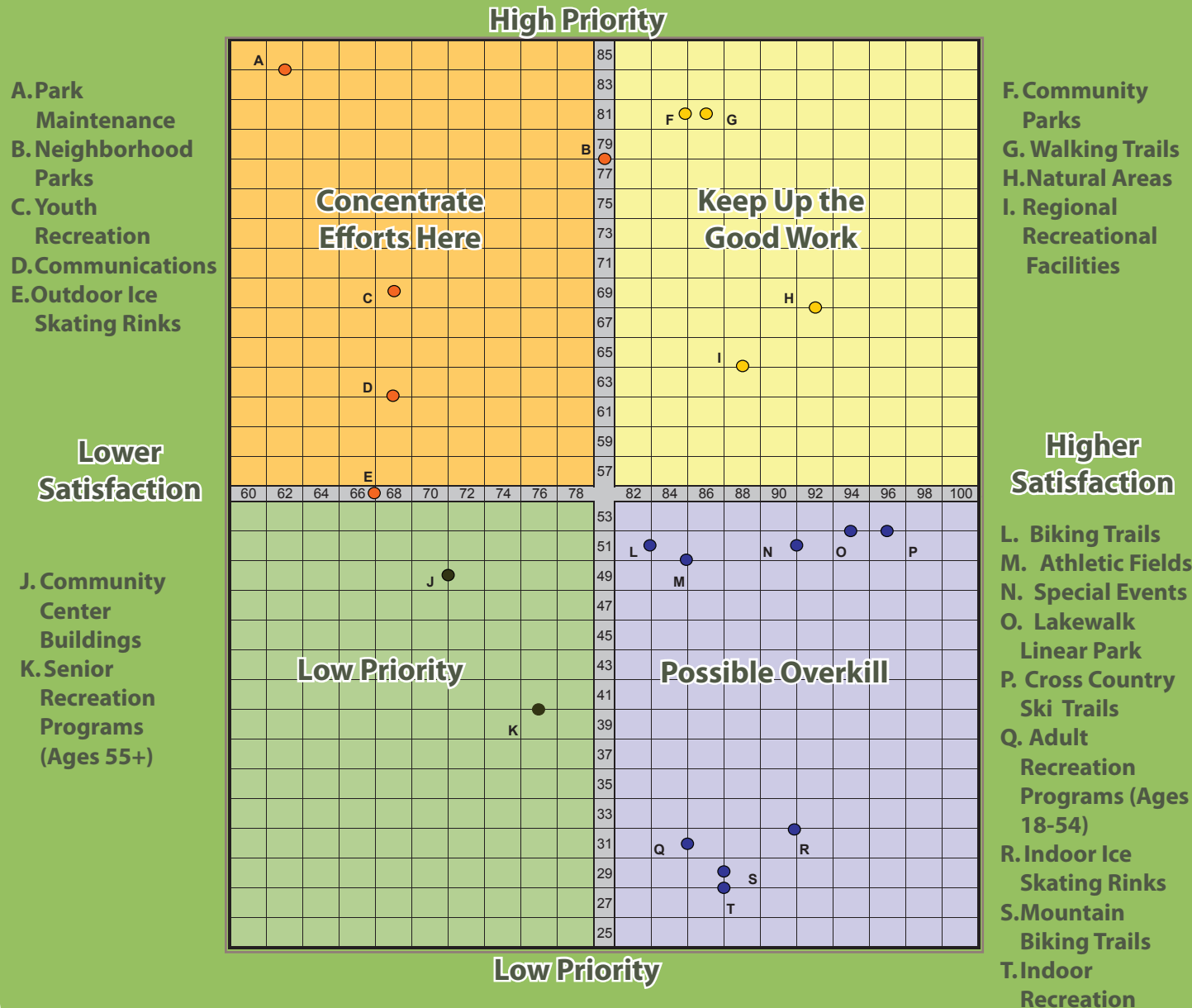
The City of Duluth conducted a statistically valid survey of residents in November 2009 to gather opinions about parks and recreation issues and priorities for the future. Survey questionnaires were mailed to 3,500 randomly selected Duluth households. 439 completed surveys were returned for a response rate of 13%. The survey has a margin of error of +/- 5% at a confidence level of 95%. A summary of the survey results is continued in the Needs Assessment document.

what we heard

survey results.

Below is what we heard in response to the question:
How satisfied are you with the following elements of the Duluth parks and recreation system and what priority does the element hold for your household in the future?

2009 community survey



(31)

The satisfaction and priority ratings of survey respondents can be compared to indicate potential policy direction. The chart plots survey responses for the park and recreation facilities, programs and activities into four policy quadrants. The two axis intersect at the average satisfaction rating and the average priority ranking.

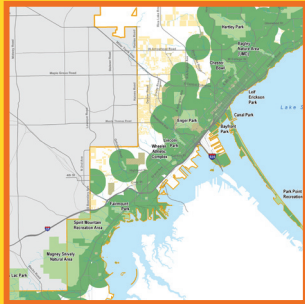
DULUTH PARKS: IMPRESSIVE AND IN SAD SHAPE

How can this seemingly conflicting statement be true? Duluth has an exceptional park system with great preserved open spaces and premier places like the Lakewalk, Bayfront Festival Park, Chester Bowl and others, but at the same time, some parks are deteriorating, recreation buildings are closed, city recreation programs have been eliminated, some residents lack access to quality parks and are not satisfied with basic services within the park, such as trash collection, mowing and bathrooms. Duluth parks should be clean, safe, fun and inviting. Some parks are all that and more, but others are not in acceptable condition due to cuts in maintenance and lack of funds for facility replacement. The intent of this Master Plan is to guide actions and investment initially to best respond to the current budget crisis and to set in motion a long-term plan to allow Duluth residents, businesses and visitors to fully realize the benefits of the parks and recreation. Both the short-term and long-term strategies and recommendations are designed to make the park and recreation system and the community more sustainable in terms of economics, operations and the environment.

To achieve a healthy, sustainable future will take time, cooperation, change and additional resources. This Master Plan helps set the stage for that positive future to occur through actions and strategies to enhance parks, increase access to recreation, connect the community and empower partners and volunteers.

The Good News

- Great extensive park system; well distributed
- Well loved by residents & visitors alike
- Committed and passionate recreation groups & volunteers
- Excellent nature-oriented parks & city setting
- Parks/trails of state & national significance



(33)

The Bad News

- Lack of a connected trail system and bikeways
- Budgets, staffing, recreation programs, and maintenance, and have been significantly reduced
- Large annual maintenance commitment and regular replacement requirements
- City resources are needed to maximize benefit of volunteers and partner organizations
- Park maintenance needs exceed budget and staff resources - resulting in reduced maintenance and upkeep of some parks





DULUTH

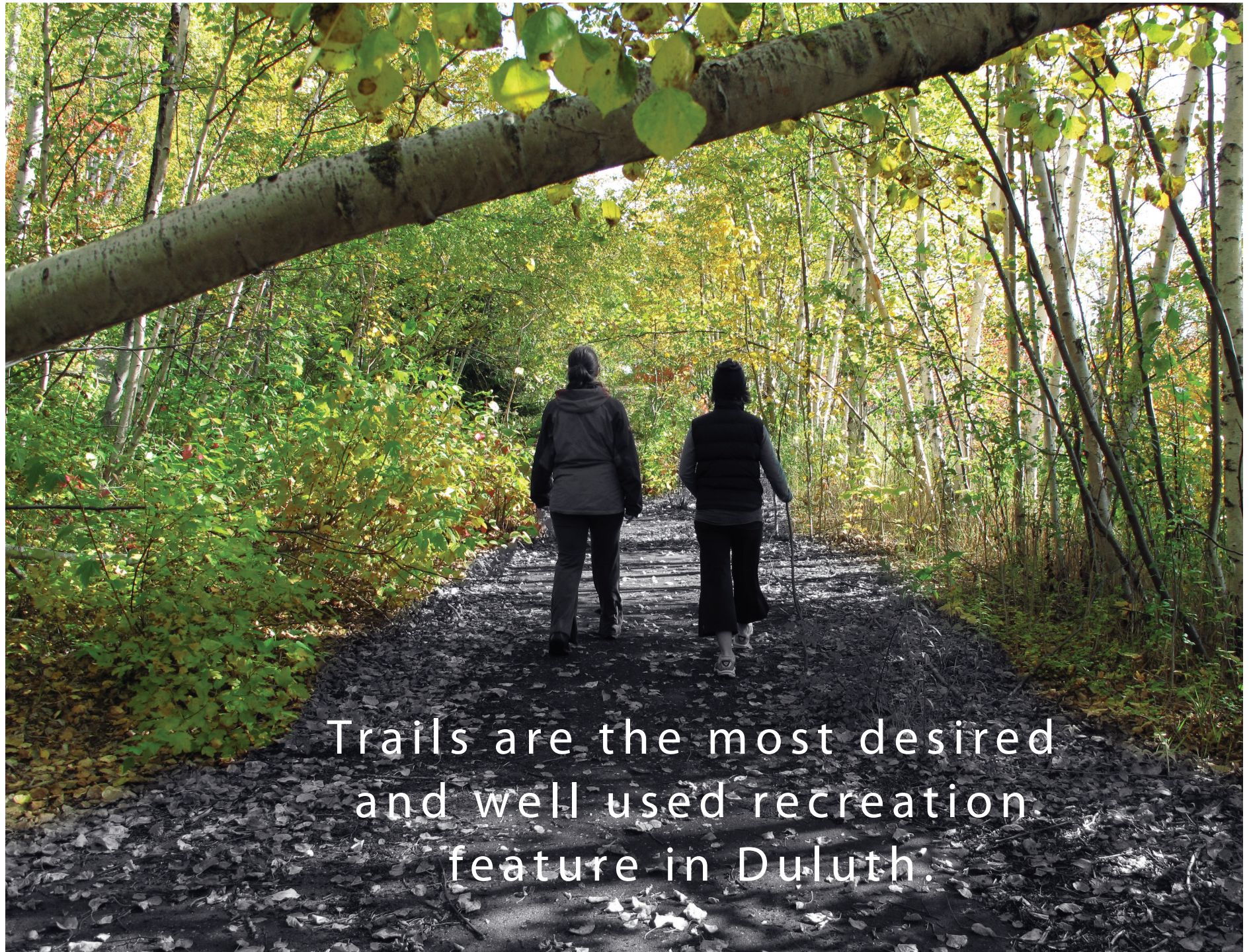
Parks and Recreation master Plan



CHAPTER 4

Principles and Objectives

... the Path to 2030



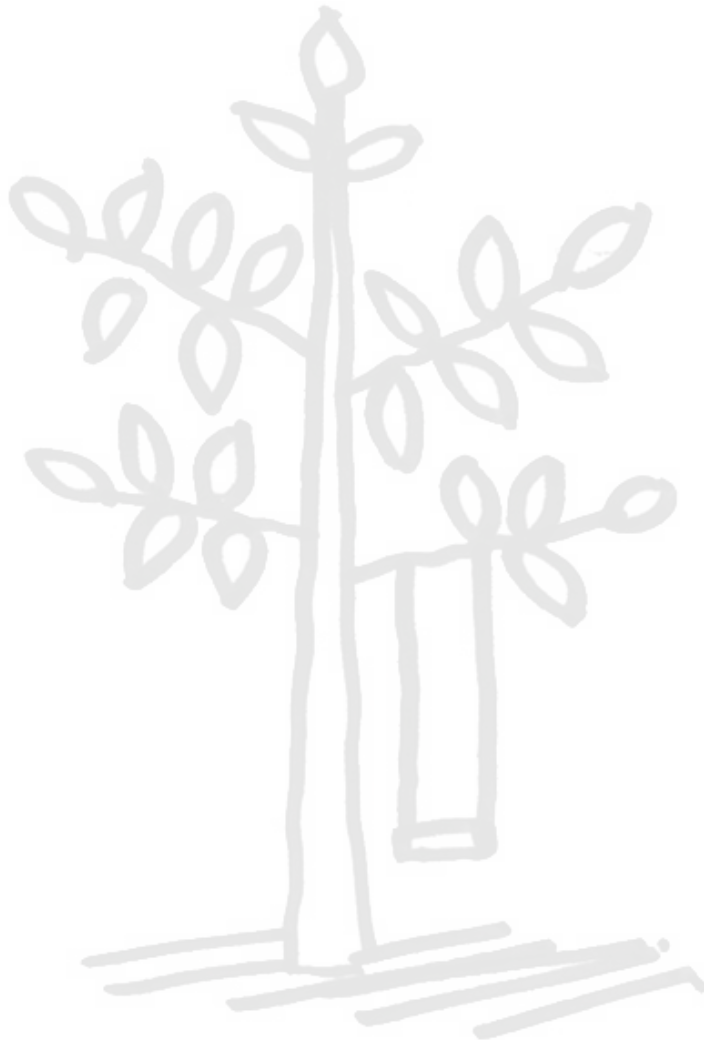
Trails are the most desired
and well used recreation
feature in Duluth.

The Duluth Park and Recreation Master Plan's subtitle - The Path to 2030 represents a path to follow to realize the potential of the Duluth parks and recreation system. Much of the plan recommendations revolve around connections - not only connecting the community physically with paths and trails, but strengthening connections socially, economically and environmentally.

The Master Plan recommendations focus on eight basic principles for the Duluth parks and recreation system (parks, funding, partnerships, equitable access, trails, nature, recreation, and sustainability) that will help build Duluth as a more connected community. These principles and the associated objectives are based on community and stakeholder input, current plans such as the Duluth Comprehensive Plan, and a detailed evaluation of the tremendous opportunities and the pressing challenges facing parks and recreation in Duluth.



Principle 1



(38)

1. Provide Safe, Clean, Fun and Beautiful Parks

A fundamental municipal role is to provide parks that are safe, clean and user friendly. Due to budget constraints the conditions of some Duluth parks are not meeting residents expectations. Maintenance and renovation of park infrastructure is of fundamental importance to user safety and satisfaction and to maximize the benefits of the public investment in facilities.

Objective 1

- » **Park access and upkeep** - Increase the level of upkeep and improve the frequency of mowing and trash collection in parks. Improve access to bathrooms. Where appropriate, increase lighting in parks for safety and ease of access. Formalize maintenance expectations and expand outreach to volunteer groups for maintenance.

Objective 2

- » **Invest, not expand** - For park facilities, favor maintenance and reconstruction of existing infrastructure over infrastructure expansion.

Objective 3

- » **Park investment** - Prepare an asset management plan identifying priority renovation needs, schedules and funding for replacement and improvements.

Objective 4

- » **Enforcement and regulation** - Improve awareness and enforcement of park regulations.

Objective 5

- » **Four-season use** - Ensure year-round use of parks and recreation facilities.

2. Ensure Adequate and Stable Funding

Appropriate funding and re-investment is needed to realize the benefits of the park system and to assure resident satisfaction. This includes maximizing the efficiency of the park and recreation system to help reduce operating and management costs and creating new sources of dedicated funds for parks.

objective 1

- » **Ensure stable and adequate funding** to meet system goals. Restore funding for system upkeep and for modest expansion to meet community expectations/needs.

objective 2

- » **Diversify funding sources** - Potential sources include creation of a park entity with its own taxing authority; park, trail and open space dedication requirements; State Legacy funding; Coastal grants; DNR grants; local foundation grants; direct donations/gifts from users; bequeaths from benefactors; etc.

objective 3

- » **System approach** - Make the recreation system more sustainable by reducing operating costs through a revised system of community recreation centers and prioritizing system investment through an asset management plan. This includes evaluating life-cycle cost when making facility decisions.
- » **Continue to create efficiencies** in the delivery of services and facilities, through partnerships, volunteers and sustainable practices.



(39)

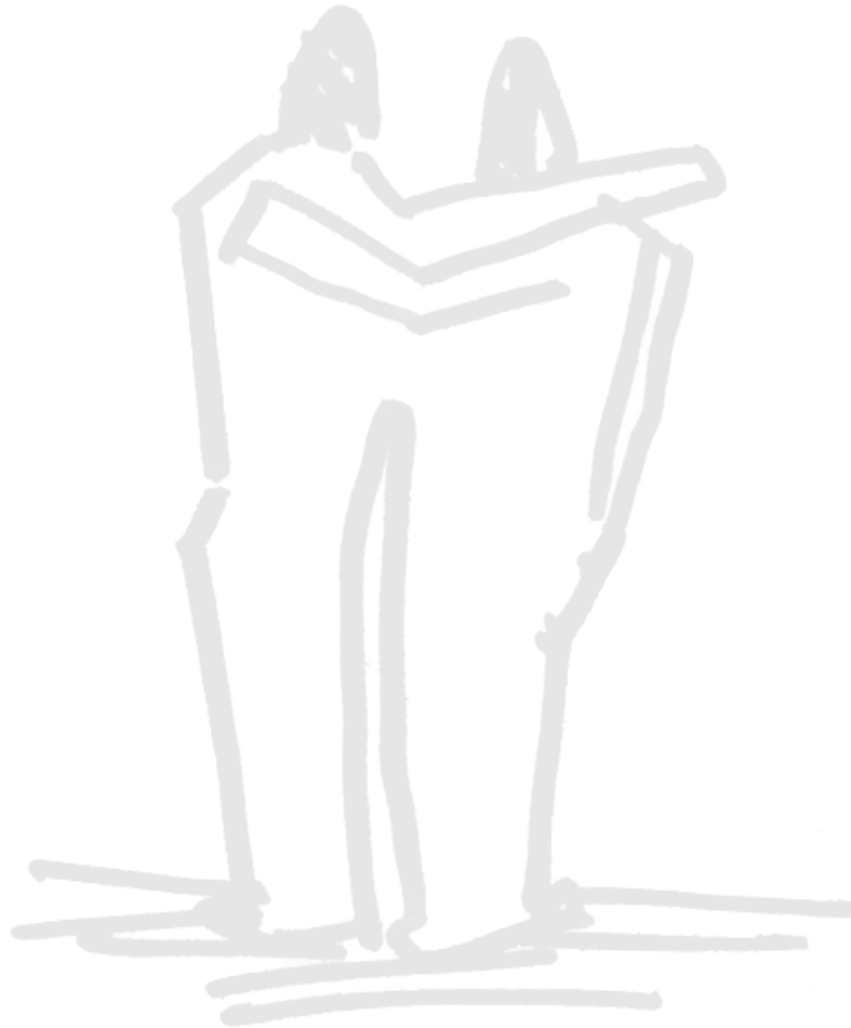
Principle 2



Principle 3



(40)



3. Build Partnerships

Duluth has an involved community of organizations, groups and individuals who support parks and recreation. Maximizing the benefits of their efforts is a key to a successful park and recreation system. Additional City resources are needed to fully utilize partner and volunteer efforts.

Objective 1

- » **Empower volunteers** - Through an intentional, consistent effort to recruit, coordinate and recognize their efforts, volunteers should be utilized for park and trail maintenance, vigilance, and upkeep.

Objective 2

- » **Partner with others** - Continue to build effective partnerships with Duluth Schools, Colleges, Universities, and neighboring communities that foster system goals. The School District's Long Range Facilities Plan presents the opportunity to forge effective school-City partnerships for fields, buildings, facilities, and programs. Reach out to businesses for expanded sponsorships and partnerships.

Objective 3

- » **Share information** - Enhance access to information and increase communications with groups, schools, businesses and residents.

Objective 4

- » **Collaborate on promotion** - Expand promotion of Duluth parks for tourism, quality of life and economic development.

4. Ensure Equitable Access

Duluth has an extensive system of parks and recreation facilities that serve most residents well. However, There are gaps in the location of high quality parks and indoor recreation. There is a need to address not just physical access to parks and trails, but also address access to programs. In addition there is a need to provide access to large numbers of the non-traditional populations.

Objective 1

- » **Overcome economic limitations** - Partner with the School District and non-profits to fill recreation program gaps. Address socio-economic barriers as well as gaps in youth and senior program offerings and delivery.

Objective 2

- » **Address geographic gaps** - Insure equitable access to parks and recreation facilities by working to meet level of services standards in undeserved areas. Fill the recreation facility gap in the central part of the City and the gaps in park service coverage in the northwest part of the City.

Objective 3

- » **Ensure quality facilities** - Assure reasonable access to high quality parks and recreation facilities in all areas of the City. This will entail improving existing parks in areas without premier signature facilities (such as west Duluth) and enhancing access to community scale indoor recreation (gyms/pools/recreation program space).

Objective 4

- » **Overcome physical limitations** - Provide physical access to parks and trails for people with disabilities and/or health limitations. This will require accessible park and trail evaluation, and a reallocation of resources that supports universal design, ADA accessibility, and access to parks trails for users of all ages and abilities.

Objective 5

- » **Provide for multiple cultures** - Provide education and support of multi-cultural involvement in the planning and organization of park and trail activities in Duluth. Connectivity between trails and between trails and parks needs to be made more accessible and familiar to all types of users.

Principle 4



(41)

Principle 5



5. Connect the Community

Duluth has many trails, but lacks a connected trail network. Facilities, as well as safe and pleasant routes for bicycle riding are lacking. Trails are the most popular recreation facility and warrant continued City investment.

objective 1

- » **Premier trail city** - Adopt a City-wide Trail Plan to make Duluth known as the premier trail city in the Midwest. Realize the potential of existing trails, stream corridors and Skyline Parkway with new connections, pedestrian and bicycling enhancements, trailheads and trail way-finding signage.

objective 2

- » **Hiking/walking** - Create an interconnected multi-use trail network and an interconnected hiking/walking trail network. Connect the Lakewalk to the Munger Trail and complete the Lakewalk connection east to Kitchi Gammi Park.

objective 4

- » **Biking** - Make the City bicycle friendly by creating “complete streets” (streets that function well for all users not just vehicles) and adding bike lanes and sharrows (shared marked bike lanes). Have a goal of Duluth becoming certified by the League of American Bicyclists as a Bicycle Friendly Community (national designation). Utilize the 2010 Comprehensive Bicycle Assessment Plan and trail groups; and make priorities for implementation.

objective 5

- » **Parkway** - Enhance the continuity of Skyline Parkway and foster implementation of the Skyline Parkway Corridor Management Plan to make the Parkway safe and friendly for bicyclists and pedestrians. Skyline Parkway has the potential to be a true parkway connecting the community and providing recreation for walkers, runners and bicyclists as well as drivers.

objective 6

- » **Partner on maintenance** - Improve trail conditions by enhancing maintenance, making trails more durable, and improving management of trail use. Trail groups and volunteers should be utilized to maximize the benefits.

6. Connect with Nature

Duluth is defined by its natural resources and scenic views. Nature is an amenity that attracts residents and visitors to the City. Continuing to enhance access to nature will improve livability and attract residents, businesses and visitors.

Objective 1

- » **Manage it** - Emphasize management and improvement of access to existing natural resource-oriented parks for outdoor recreation (hiking, biking, cross country skiing, horseback riding, birding, rock climbing, boating, snowmobiling, etc.) Enhance recreation opportunities along and on the St. Louis River. Fully utilize the potential of existing natural resource park lands such as Magney-Snively, Fond du Lac, Enger, etc.

Objective 2

- » **Preserve it** - Preserve and protect priority natural areas such as stream corridors, the lake front, the St. Louis River, Park Point, and other significant woodlands and hillside areas.

Objective 3

- » **Coordinate and partner** - Work with the County to coordinate the preservation of the tax-forfeited lands identified as high priorities for recreation or natural resource protection (based on the Mayor's Task Force for Recommending the Re-Use and Development of City Land and Protection of Parcels of Public Significance study). Coordinate to use volunteers to enhance natural resources.

Principle 6



7. Continue to Meet Evolving Recreation Needs

The City of Duluth and its partners do a good job providing a diverse range of recreation opportunities, but there are some facilities that need improvement. Efforts should focus on creating a high quality indoor recreation system, better facilities and management of off-leash dog use, improving athletic fields and continuing to provide quality ice skating.

objective 1

- » **Indoor recreation** – Gymnasiums and indoor recreation spaces are key elements of a balanced recreation system, especially in a winter city like Duluth. Create a viable and efficient system of indoor community recreation facilities emphasizing quality over quantity. Partner with the School District to assure that elementary and middle schools are community recreation places. Supplement school sites, as needed, with City recreation center buildings or other partnership facilities to assure reasonable access across the community to indoor recreation. Seek opportunities for multi-use community recreation places, where feasible, by blending parks, schools, libraries and private enterprises. Evaluate the cost-benefit of enhancing Washington Center to meet community indoor recreation needs.

objective 2

- » **Athletic fields** – Plan for projected multi-use turf field needs (soccer, Lacrosse, rugby, etc.). Improve the durability and use of existing high use turf fields through the addition of irrigation and lighting. Evaluate the need for additional City fields based on shared use of proposed new school fields. Study the viability and future use of Wade Stadium and determine a strategic plan for use of the property.

objective 3

- » **Manage off-leash dog use** – Establish off leash dog park operating criteria to minimize City maintenance needs and provide sustainable facilities. Add additional off leash dog parks to serve the east and central parts of the City. Improve compliance with leash laws in other parks and trails.

objective 4

- » **Outdoor ice skating** – Continue to assist community and user groups to provide ice skating sites. Provide a high quality community skating rink at Bayfront Festival Park.

objective 5

- » **Recreation programs** - Improve access to recreation programs in underserved areas -East Hillside, Central Hillside, Duluth Heights and the east side; and to underserved populations - summer youth programs, winter skating and seniors in areas without active community programs.

objective 6

- » **Self directed recreation** - Emphasize supporting facilities for self directed recreation such as walking, bicycling, hiking, bird watching, fishing, picnicking, etc.

(44)

Principle 7



8. Be Sustainable

A sustainable park and recreation system is one where the economic, equity and environmental aspects of recreation and stewardship are balanced with available resources to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Part of sustainability is the resilience to adapt to changing conditions, trends and needs. Duluth Parks and Recreation and the community at large have shown remarkable resilience and flexibility in the way that they have adapted to budget and service cutbacks. However, the long term effect of reduced park maintenance and facility replacement will compromise future generation's enjoyment and access to parks and recreation and natural resources. A renewed commitment to management of natural resources, energy efficiency, facility upkeep, and stewardship is needed.

objective 1

- » **Park stewardship program** - Active engagement in the care of parklands leads to a deeper appreciation of their value. A formal Park Stewardship Program is recommended where community and youth groups learn about the importance of public lands, while enhancing natural resources and using the park and trail lands as hands-on experiential classrooms. In addition to park and trail groups, Duluth colleges and high schools are excellent sources of motivated participants in natural resources management projects.

objective 2

- » **Sustainable trails** - Improve existing trails with erosion or surface quality issues. Construct new trails using sustainable standards.

objective 3

- » **Resource management** – Proactively manage natural resource areas.

objective 4

- » **Awareness and education** – Be the stewards and set positive examples of wise resource use.

objective 5

- » **Community gardens** – Encourage establishment of community gardens in suitable park sites.

Principle 8



(45)



DULUTH

Parks and Recreation master Plan



CHAPTER 5

strategies and actions

...making the vision a reality

A gradual transition to take Duluth's parks, trails and recreation from good to great starts with distinct strategies and actions.

(48)



This chapter of the Master Plan lays out strategies, actions and plans to revitalize the Duluth Parks and Recreation system, make it more economically sustainable and more relevant to residents and visitors. The strategies and actions are designed to implement the Guiding Principles of Chapter 4, but are arranged around functional categories - Parks, Recreation Center Buildings, Trails & Connectivity, Funding, Park Maintenance, Marketing & Communications, Partnerships & Volunteers, Stewardship and Recreation Programs. Realization of this Plan will take the on-going commitment and support of officials, staff, partners, volunteers and the public.

Park and Recreation Benefits



The benefits of parks, trails, and open space stretch far beyond the users of the park and recreation system. Parks and trails improve our physical and mental health, strengthen our communities, make our cities and states more attractive places to live, work, and visit; and protect the environment.

Key benefits of parks and recreation, along with statistics highlighting the importance of parks and trails to residents, locally and nation wide, are permeated throughout this chapter and can be recognizable by the heading and the subheadings to the left.

Imagine...what it COULD Be....

Many strategies and actions are outlined in the following chapter, some of which are explored further under the heading “imagine...what it could be”. These concept explorations address some of the current issues facing Duluth Parks - such as connectivity gaps, lack of revenue generating facilities, a need for multi-purpose park space, and the desire for more relevant recreation opportunities. These concepts explore one way, but by no means the only way, to re-design a park/recreation facility and are meant to spark ideas and foster action to improve the park and recreation system. These are ideas only. If these projects move forward a community process would occur to prepare an actual design plan.

PARKS

Strategies

Improve Park Quality - Duluth has an excellent supply and distribution of parks. Over 90% of Duluth's population is located within ½ mile of an existing park. However, park quality ranges from exceptional – (Lakewalk, Bayfront, Chester Bowl, etc.) to dismal - (Observation, Riverside Community Center, etc.). The premier high use parks are well maintained and high quality. Some neighborhood parks have not seen reinvestment, have had reduced maintenance, and are lower quality. Park maintenance and facility updates at neighborhood parks need to occur to bring quality up to an acceptable level. This will take increased funding for additional park maintenance staff and funds for capital replacements and renovation. Quality neighborhood parks will improve neighborhood quality, enhance quality of life and improve property values.

Improve Access to Parks - The large range in the quality and condition of parks across the system equates to inequitable access to premier facilities. In general, the higher quality signature parks (Chester Bowl, Hartley, Lester/Amity, Kitchi Gammi and Lakewalk, etc.) are located east of downtown. The western portion of Duluth has large areas of natural park land (Fond du Lac, Magney-Snively and parts of Spirit Mountain Recreation Area), but lacks convenient access to signature community parks. Chambers Grove and Lincoln Park are the two quality community parks in the west part of the City.

There is also a lack of access to quality parks and recreation facilities in the central part of the City. This is a particular concern due to the lower mobility of some residents in this area. Areas of lower mobility have higher concentrations of seniors, youth under 16, and households without cars. Not all people can drive to parks or recreation facilities located across town.

There is a need for more access to gymnasiums for indoor recreation. New and remodeled Duluth Schools can help fill the indoor recreation gap by providing additional public access to schools and school gyms. Middle schools and elementary schools offer the best opportunities for community use. Community use of schools is a fundamental element of the School District's

Long Range Facility Plan. The City and School District should continue to work together to assure the best community use of schools and parks.

There is a large need for handicapped accessibility (ADA) improvements within the parks and at recreation center buildings. Prioritize accessibility improvements. Seek MnDNR grants for accessibility improvements to outdoor recreation facilities such as docks, trails and play areas. Use Universal Design principles in renovations and new construction.

Enhance Planning for Park Point - Park Point is a unique area within Duluth, which attracts a wide variety of users. It has significant park, recreation and natural resources such as, but not limited to, Park Point Recreation Area, Park Point Beach House, Lafayette Recreation Center and a MnDNR Scientific and Natural Area. There has been interest in the use and management of the recreation buildings and park area as well as water oriented uses and other issues. There is also a need for year-round restroom access. The peninsula also has one point of access and one primary road so there can be circulation challenges. An area park planning process and management strategy is warranted.

Lake Park Athletic Complex Building - Lake Park is a significant City owned regional athletic park located just north of the City boundary in Rice Lake Township. It is well used by Duluth residents and residents from surrounding townships and cities. With partner funding support, future investment is recommended for Lake Park including a new shelter and storage building. The City should work with surrounding communities to obtain funding and operational support for this regional facility.

Plan for Tax Forfeited and Undeveloped City Park Lands - St. Louis County owns a large number of tax forfeited parcels in Duluth. Some of the properties such as land next to Amity Park and land in Piedmont Park contain existing trails, including portions of the Superior Hiking Trail, which are well used by the public. These lands should become part of the City park system.

There is also tax forfeited land next to Oneota Park, land in the Trinity Road area (south of Central Entrance) and lands just north

and south of W. Arrowhead Road (west of Arlington Ave. N.) that may be good sites to reserve for neighborhood parks, to serve future residential development.

There are other tax forfeited lands which contain high quality natural resources. The significant natural resources sites (as defined by the Mayor's Taskforce for Recommending the Re-use and Development of City Land and Protection Parcels of Public Significance) should be protected through conservation easements or other suitable protection methods by either the City or the County. While the County is looking to gain revenue from the sale of these tax forfeited lands it should recognize that Duluth is part of St. Louis County and by preserving public lands it is serving County residents in Duluth and the rest of the county who enjoy Duluth's parks, trails and open space. The City owns undeveloped park lands which range in size from small, 1 acre squares to large, + 200 acre tracts of natural land. Most of the undeveloped land has a logical use (such as preserving open space, steep slopes or stream corridors) and some undeveloped

park properties are likely candidates for neighborhood park use when future development occurs. The City should consider the recreation benefit and evaluate the potential to sell some undeveloped open space land such as Manchester Square, Russell Square, Scott Keenan Park, portions of Brewer-Bellvue open space.

Playground Replacement Plan - Playgrounds have a life of around 15-20 years and have strict safety requirements which are difficult to meet as play equipment reaches its life cycle. The City has 38 existing playgrounds. With a lifecycle of 20 years a prudent management and safety strategy should be to budget for and replace two playgrounds per year. This means budgeting approximately \$125,000 - \$175,000 per year (2010 dollars) for two play equipment installations with a new safety surfacing, edge containers and ADA access paths.

Priority Playground Replacement Sites:

The following playgrounds with their installation date noted in parenthesis (19XX), are priority replacement sites:

- » Brighton Beach (removed in 2007)
- » Chambers Grove - removed in 2007
- » Grosvenor Square (1990)
- » Lester (1990)

(51)

health



- ✓ Quality of Life
- ✓ Bonding with Family and Friends
- ✓ Physical Activity
- ✓ Mental Health
- ✓ Active Living

Nine out of ten state park users go to parks to spend time with family (Kelly, 2008).

90% of Americans mostly or strongly agree that outdoor recreation is the best way to be physically active (ARC, 2000).

Just one additional day of physical activity per week has been found to reduce medical charges by 4.7% (Pronk, Goodman, O'Connor & Martinson, 1999).

Park and Recreation Benefits

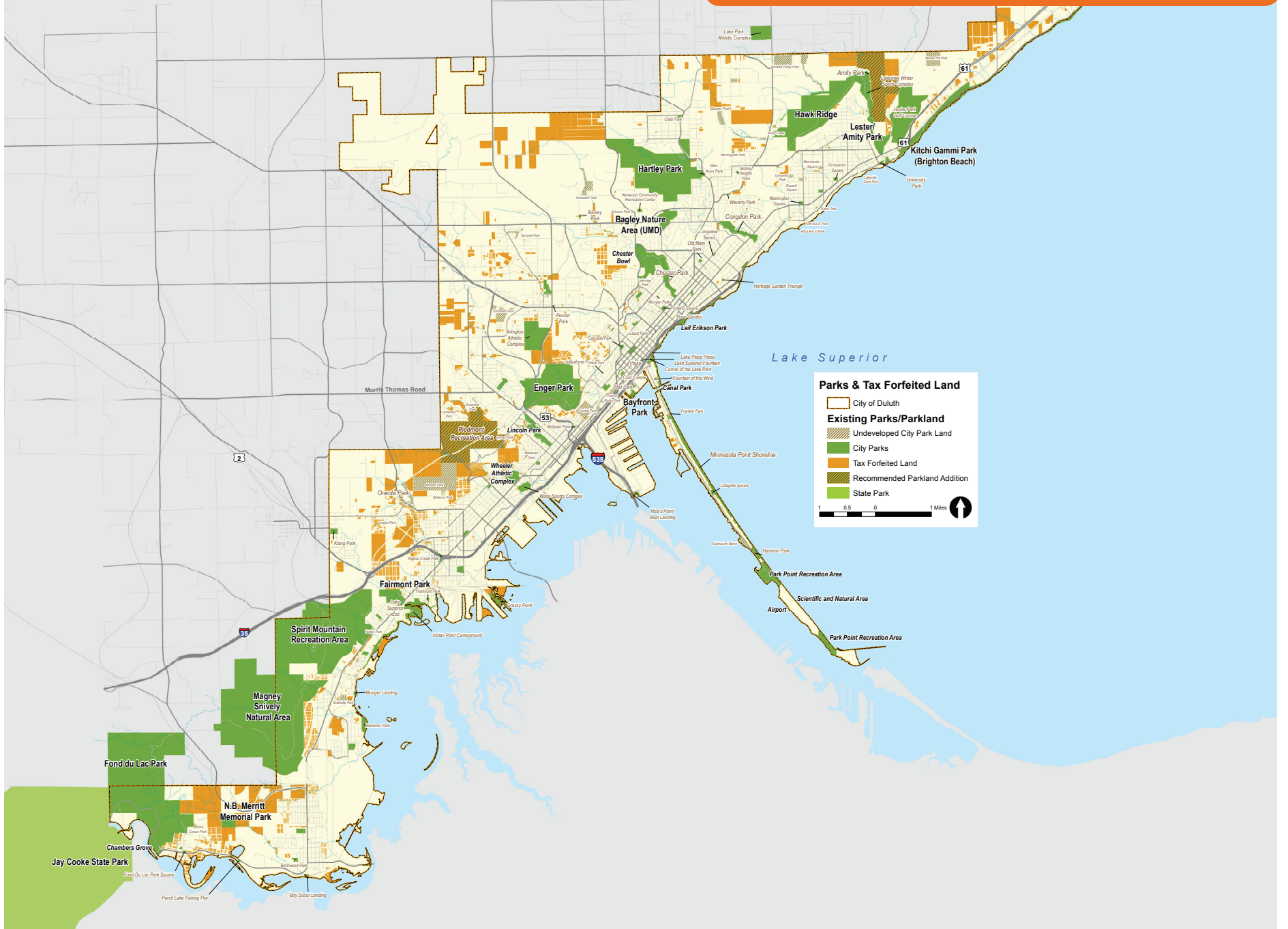
Actions

1. Insure equitable access to quality parks and recreation facilities by working to meet level of services standards in underserved areas such as:
 - A. West Duluth - Enhance existing parks such as Chamber's Grove and Blackmer Park and connect and enhance access to Magney-Snively and Fond du Lac to create premier signature parks in the west Duluth area. Continue to enhance park and recreation opportunities along and on the St. Louis River between Munger Landing and Boy Scout Landing, including a continuous waterfront trail.
 - B. Fill the gap in park service coverage in the northwest part of the City, through dedication of park land as new development occurs in the area and development of the new neighborhood park.
 - C. Improve safety, attractiveness and use of parks in the central part of the City. Prepare park master plans for Duluth Central Park (at Central Hillside/Washington Center), Chester Bowl, and Observation Park. Prepare a Park Plan for Park Point. See the attached concept plans for Central Hillside and Observation Parks for guidance.
2. Work with the Duluth School District to make sure that City parks near school sites also serve school recreation needs (Memorial, Wheeler Athletic Complex, Longview Tennis, etc.).
 - A. Adopt a master joint powers agreement between the School District and City to define the overall cooperative approach to community use and shared use and staffing of facilities.
 - B. Adopt detailed use agreements for each school site and associated parks that would document access, maintenance, staffing and programming details.
 - C. Designate staff representatives from both the City and School District to prepare the joint powers and use agreements.
3. Preserve and protect priority natural areas such as stream corridors, the lake front, the St. Louis Riverfront and significant woodlands and hillside areas. Secure land along the natural areas with restrictive covenants, and require developers to protect lands along these corridors. Have a higher level of protection for trout streams.
4. Work with St. Louis County to coordinate the preservation of the tax-forfeited lands currently used for recreation (Piedmont, Amity, etc.) and lands identified as high priorities for recreation or natural resource protection.
5. Consider the recreational benefit and evaluate the potential to sell some undeveloped open space land such as Manchester Square, Russell Square, Scott Keenan Park, and portions of Brewer-Bellvue open space.
6. Evaluate the need for additional City fields based on shared use of proposed new school fields. Plan for projected multi-use turf field needs (soccer, Lacrosse, football, rugby, etc.) by reserving flat land for future turf field development.
 - A. Improve the durability and use of existing high use turf fields through the addition of irrigation and lighting.
7. Prepare a court replacement plan and evaluate the distribution of courts based on need and use. For example, consider replacing the single tennis court at Park Point with a double court.
8. Study the viability and future use of Wade Stadium/fields and determine a strategic plan for use of the property. Include the potential to enhance the pedestrian connection between Heritage Center, Wheeler Athletic Complex, Wade Stadium fields and Western Middle School. See the attached concept plan for Wheeler area connections.
9. Add additional off leash dog parks to serve the east and central parts of the City.
10. In keeping with the regional use of Lake Park Athletic Complex, work with surrounding communities to obtain their funding support for operations and capital improvements.

In general, Duluth does not need more parks. Duluth needs to increase the quality and condition of some parks and better connect people to parks via trails, signage, park maps, web information, etc.*

* There is a gap in park coverage in northwest Duluth, some County tax forfeited lands currently used for parks and trails should become part of the City park system and additional park land will be needed as residential growth occurs, but the existing park lands can meet Duluth's current needs.

PARKS & TAX FORFEITED LAND



(53)

CONNECT WADE STADIUM / WHEELER ATHLETIC COMPLEX / WESTERN MIDDLE SCHOOL

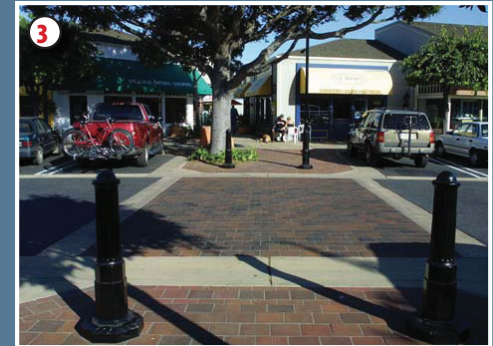
These three community facilities border each other and can benefit by shared use of parking, circulation and facilities. This illustration shows ideas of how Wade, Wheeler and the Middle School could potentially have direct and safe pedestrian, bicycle and vehicle connections.



Multi-use Trail and Park Drive



Landscaped Walkways



Pedestrian Crossing



Traffic Signal



"Green" Parking



Pervious Parking



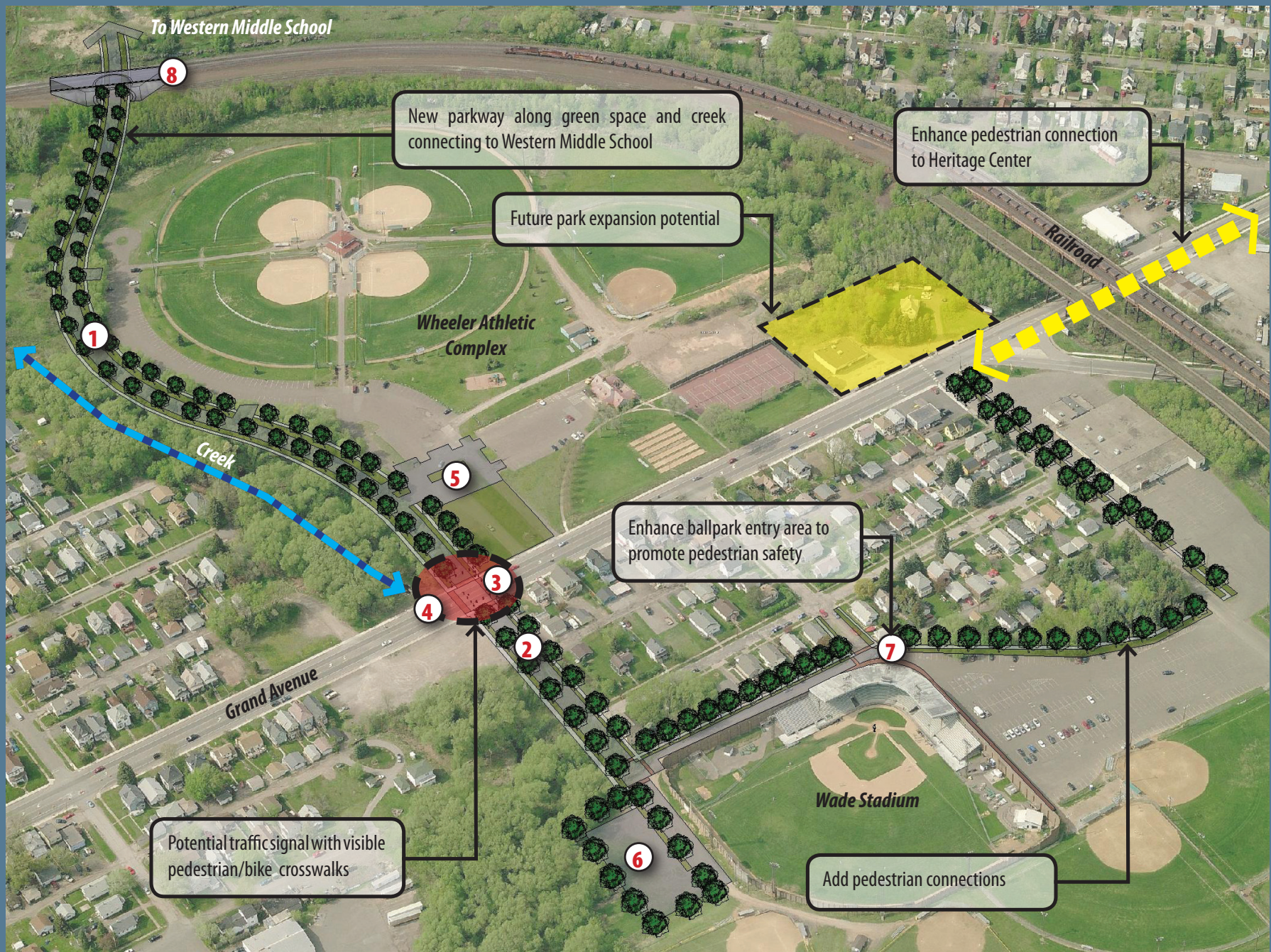
Pedestrian Entry



Driveway under Tracks



Pervious Parking



The new recreation center approach will provide community recreation services across the city that act as hubs for delivery of recreation services and programs at other locations.

(56)

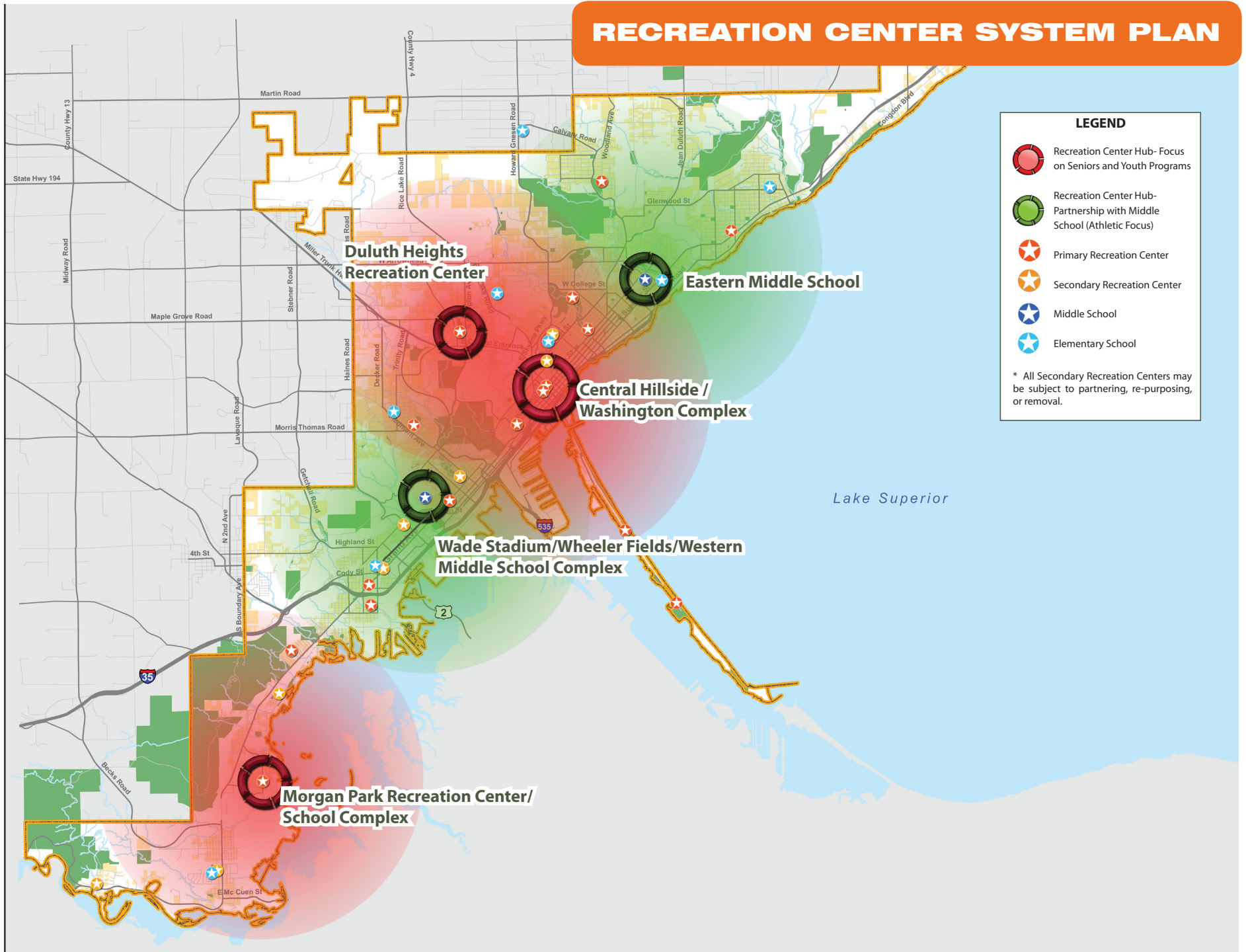
RECREATION CENTER BUILDINGS

Duluth currently has 22 recreation center buildings that vary in quality and performance from closed, deteriorating structures to newer, well used buildings. Many buildings are not handicapped accessible and are not functional for today's community and recreation needs. Buildings are one of the most costly elements of the Duluth parks and recreation system as they require cleaning, utilities, security, general maintenance, and capital repairs. They also require staff to deliver recreation programs or to administer community delivery of recreation. The priority of the recreation buildings needs to be on quality not quantity. Some deteriorated buildings need to be removed, some buildings need to be upgraded and elementary and middle public school buildings need to function as community centers. The restructuring, consolidation, and improvement of District 709 school buildings offers an opportunity to use schools as community gathering and recreation places as promised in the Long Range Facilities Plan. The following recommendations are designed to create a cost effective system of high quality recreation centers to serve the community in an equitable manner. There will be fewer centers resulting in lower capital and operating costs. Those lower costs allow for reinvestment in the remaining centers. Increased community access to schools will be a huge benefit of the school restructuring and improvement.

Strategies

The use of a recreation center hub network will allow a reduction in the number of City recreation center buildings and a reduction in both operating and capital costs. The recreation center building hubs will be high quality facilities offering access to meeting rooms, restrooms, and recreation program space. The hubs will be staffed by the City or by community groups. The hubs will provide community recreation services across the city and can act as hubs for delivery of recreation services and programs at other locations. Five primary recreation center hubs located evenly across the city are recommended.

RECREATION CENTER SYSTEM PLAN



(57)

Recreation Center Categories

Primary – Key recreation buildings where, over time, the City will make the investments necessary (subject to funding availability) to assure a quality, functioning space accessible for public use. Primary buildings can be used by athletic and community groups with the expectation that those groups cover the operating costs of the building (utilities and cleaning).

Hubs - Locations where city-wide recreation programming by partner groups and the city will be focused (pending staff and resource availability). Hub locations include city buildings and Middle School buildings spread geographically across the City.

Secondary – Buildings that would eventually be removed from the City system or replaced with smaller buildings. These include city buildings on school property that will be returned to the District, city recreation buildings that are currently closed due to deteriorated conditions and lower quality buildings near higher quality school or city recreation buildings. Some sites which are used for ice skating warrant a temporary (seasonal portable building) or a permanent warming building.

Proposed recreation center hub sites are:

- » Morgan Park Recreation Center/School Complex
- » Wade Stadium/Wheeler Fields/Western Middle School Complex
- » Central Hillside/Washington Center Complex
- » Duluth Heights Recreation Center
- » East Middle School

Duluth Schools would complement the recreation hubs. Schools with the potential to be excellent community center and recreation places are:

- » East Middle School
- » West Middle School
- » Lester Park/Rockridge Elementary School
- » Congdon Park Elementary School
- » Grant/Nettleton Elementary School
- » Homecroft Elementary School
- » Lowell Elementary School
- » Laura MacArthur Elementary School
- » Stowe Elementary School
- » Historic Old Central High School

The City of Duluth relies on partner and volunteer organizations to run youth, senior and community recreation programs. Some youth athletic associations and community groups use City recreation center buildings to deliver recreation programs. Buildings are essential for some programs such as ice skating and senior recreation and many groups use City buildings for storage, bathrooms, concessions and meetings. While the current number of City recreation buildings is not economically sustainable, a core number of recreation buildings are needed to support recreation activities. This Plan recommends a three tiered approach to recreation center buildings. The categories are described in the side-bar to the left and shown on the map on the facing page.

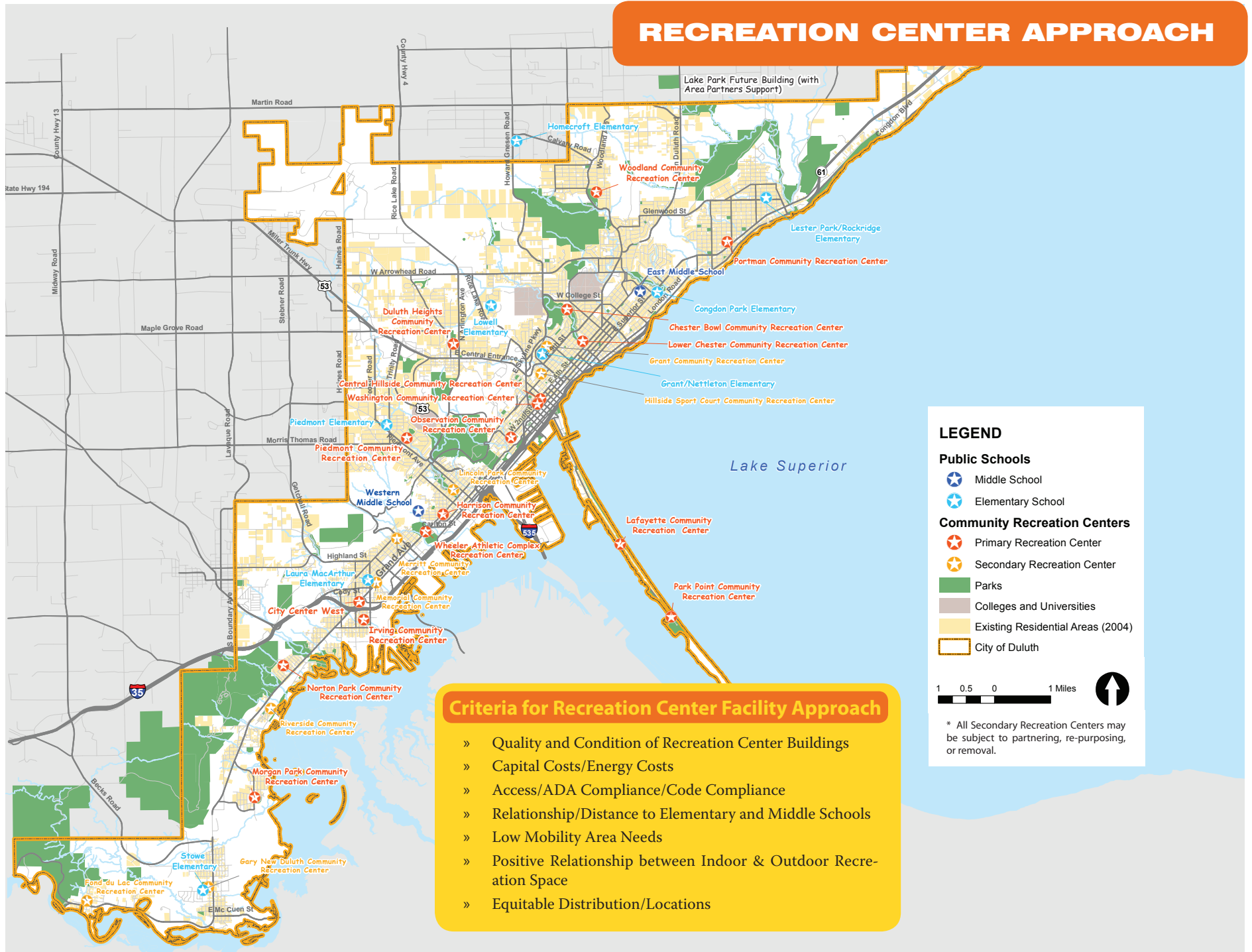
Some recreation buildings are in such deteriorated condition and have other buildings nearby that can serve the area (Fond du Lac, Riverside, Merritt, Observation, and Hillside Sport Court) that they should be removed and replaced with other appropriate park features, such as a picnic shelter, native landscaping,

turf play space, restrooms, etc (See Chapter 6 - Replacement Facilities). The Gary New Duluth building should be removed, a new warming building constructed, and the park land be turned over to the School District. The Grant building should be turned over to the School District. The Memorial building should be removed in conjunction with the Memorial Park - Laura MacArthur School project. Removing these buildings from the City recreation system will save \$2 million - \$3 million in renovation and replacement costs and will result in a reduction of over \$30,000 per year in utility costs.

Actions

11. Use Memorial Park/Laura MacArthur Elementary School as a model for joint use of schools and park sites and for school-city collaboration on facilities and staffing. Enter into a Joint Powers Agreement between the City and School District for community use of schools and school use of parks. Use site specific agreements for use, access, maintenance, and staffing details.
12. Continue to seek opportunities for multi-use community recreation places, where feasible, by blending parks, schools, libraries and private enterprises.
13. Evaluate enhancing Washington Center to meet community indoor recreation needs. Options include: Adding a second gymnasium. Convert the existing old pool space to community meeting space. Closing Lake Avenue between 3rd Street and 4th Street to create park and green space connection to a renovated Central Hillside Park. See the attached concept plan for an illustration of the Central Hillside Washington Center possibilities.
14. Make energy and weatherization improvements and handicapped access improvements to the hub and primary recreation buildings.
15. Emphasize quality over quantity in recreation centers by having fewer, but better recreation center buildings. Remove non-viable buildings and replace them with lower maintenance recreation amenities such as picnic shelters, restrooms, natural plantings, open turf play space, etc. Make the remaining recreation centers viable and relevant places and assure that public schools function as public recreation centers. Recommended building actions are listed on the following pages.

RECREATION CENTER APPROACH



Emphasize quality over quantity in recreation centers by having fewer, but better recreation center buildings.

Fond du Lac

Fond du Lac Recreation Center is currently not open for Parks and Recreation programming. This plan recommends that the building be officially closed and removed. A community process should be held to define new replacement features. The park space will remain green space that can be utilized for outdoor recreation activity and will be flexible for future neighborhood needs. Improvements to Morgan Park Recreation Center are planned. Morgan Park Recreation Center, in conjunction with Stowe Elementary, can help meet the indoor recreation and programming needs of the Fond du Lac neighborhood.

Gary-New Duluth

The Gary New Duluth Recreation Center, located next to Stowe Elementary School, is no longer open for Parks and Recreation purposes. This plan recommends that the City remove the existing deteriorated building, construct a new warming room building, and consider transferring the land to the School District. Improvements to Morgan Park Recreation Center, in conjunction with Stowe Elementary, will accommodate the indoor recreation and programming needs of the Gary-New Duluth neighborhood and the new warming building will allow continuation of ice skating.

Morgan Park

This plan recommends that the Morgan Park recreation center building be remodeled and renovated in order to serve as a community center hub. Currently Morgan Park Recreation Center serves as a primary Senior Center, as well as Youth Center. The City should consider creating a community center complex between Morgan Park Recreation Center and the former Morgan Park Middle School. The former Morgan Park Middle School has a pool and gym that have re-use potential.

Riverside

Riverside Recreation Center is currently not open to the public and is in poor condition. This Plan recommends that the building be removed. A community process should be held to define new replacement features. The playground, which is in good condition, should remain as a neighborhood amenity. The Cross City Trail is proposed to run through Riverside Park. Future trail planning should evaluate the potential need and location of a 3-season picnic shelter with bathrooms and storage and/or trail head within Riverside Park.

Assessments should consider the planning of the entire trail stretch and the appropriateness for such amenities within Riverside Park.

Norton Park

Norton Recreation Center is currently run by community groups and neighborhood residents. The City does general maintenance but does not staff the building. The building needs to be evaluated for accessibility and code requirements. A community process should be held to define buildings renovation/replacement needs.

Irving

Currently Irving Recreation Center has an active organization that uses the building and they are working towards taking over the payment of utilities. The building was recently renovated and updated and the Community Development Block Grant (CDBG) is currently funding a master planning process that is addressing the recreation center, creek, and neighborhood.

City Center West

While not technically a recreation center, City Center West serves an important community role and is an active site for senior recreation. City Center West is a multi-use building and facility containing Evergreen Senior Center, City Center West Library and a fire hall. The building is in good condition and the senior citizen center is well used. City Center West has the potential to be a site for expanded intergenerational programming and activities.

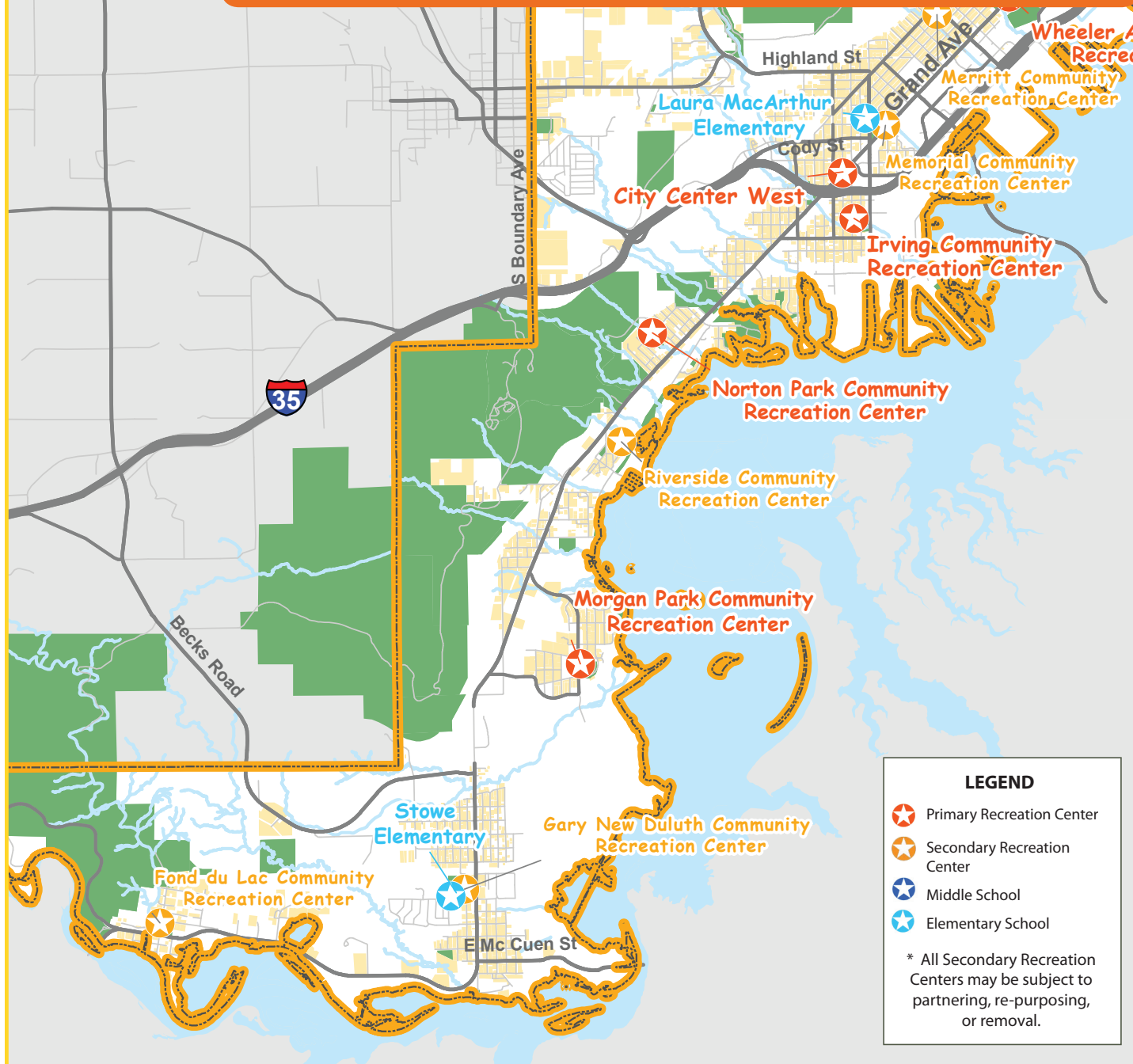
Memorial

This plan recommends that the building at Memorial Park be demolished and replaced with a 3-season picnic shelter with bathrooms and storage. The green space will be shared by the community and the new Laura Mac Arthur School, which will also house the community center for the neighborhood.

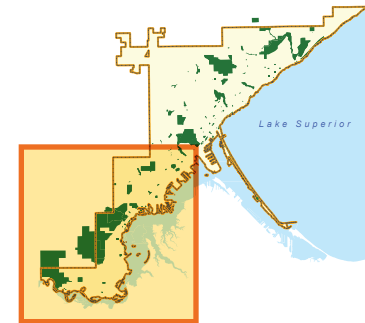
Merritt

This plan recommends that the Merritt Recreation Center building be removed and replaced with a smaller multi-use building with bathrooms and storage. Consider including a new smaller multi-use building at Merritt as part of a potential 2011-2012 Park and Recreation Enterprise Fund package of improvements. The Western Middle School is a great opportunity for shared recreation programming with the City. The outdoor park space, which is currently used for horseshoes, softball, and pick-up hockey/broomball games, will remain.

RECREATION CENTER RECOMMENDATIONS



WEST



(61)

Wheeler

Wheeler recreation center is an older well used building in a very active athletic park. A recreation center building here is vital, but the current building needs upgrading or replacement. This location is identified as a recreation center hub due its central location and high level of use. Future building replacement/renovation is recommended.

Harrison

Recent renovations have been made to Harrison Recreation Center and it is currently in good condition. Harrison Recreation Center will remain and in the near future will also accommodate the addition of a Miracle Field (a handicap accessible softball field).

Lincoln

A community process is recommended to be held in conjunction with planning for use of the adjacent Lincoln School building to determine building needs at Lincoln Park. Harrison recreation center building is five blocks away and the use of Harrison Recreation Center and Lincoln School may influence building needs at Lincoln Park. Community members and VCAP expressed a desire for retaining and renovating the existing building at Lincoln Park for skating and community use. If a new or remodeled building is warranted, consider including it as part of a potential 2011-2012 Park and Recreation Enterprise Fund. The Park will continue providing casual green space and the use of the band shell. The park also has potential to be a new trailhead location.

Piedmont

Because of the condition of the building and its current inefficient nature, this Plan recommends that the existing building at Piedmont be removed. The building is used by community groups and athletic associations. A community process is recommended to be held to determine building needs at Piedmont Park. Consider including a new building as part of a potential 2011-2012 Park and Recreation Enterprise Fund.

Duluth Heights

The Duluth Heights Recreation Center building is in poor condition and is not sustainable under current circumstances. Because of recreation need in the Duluth Heights neighborhood, this plan recommends the study and concept planning for a new Duluth Heights Recreation Center. A new Duluth Heights building will function as a community recreation hub. Consider including a new Duluth Heights building as a part of a Park and Recreation Enterprise Fund package of improvements.

Observation

Observation Recreation Center is located on a park site with great views. The park and the recreation center building are in poor condition. This plan recommends that the building be demolished and a community process be held to prepare a park improvement plan. Because of the great view the site has the potential to be event space for weddings, meetings, and conferences. It could serve as a multi-purpose space that would be a community resource for the neighborhood and a revenue generating site for the City.

Washington and Central Hillside

Washington Recreation Center and Central Hillside Recreation Center provide complimentary services for the neighborhood and the community. This plan recommends renovations to Washington Center, including the evaluation of the potential to make Washington and Central Hillside, along with the park, a campus like space by vacating Lake Avenue and making better pedestrian connections between the buildings. Other recommendations include a gym addition, remodeling of existing pool into a multi-purpose meeting space, and redesign of the parking area. Consider including the renovation as part of a Park and Recreation Enterprise Fund package of improvements. The existing indoor pool is in poor condition and has been closed for some time. The pool does not meet current safety or operational standards. Rebuilding the pool is not cost effective. New indoor pools in the East Middle School and Western Middle Schools will improve community access to swimming. Central Hillside/Washington Center will be a community recreation hub.

Lafayette




Recent renovations have been made to the Lafayette Recreation Center building and it is currently in good condition. Lafayette Recreation Center will remain.

Park Point

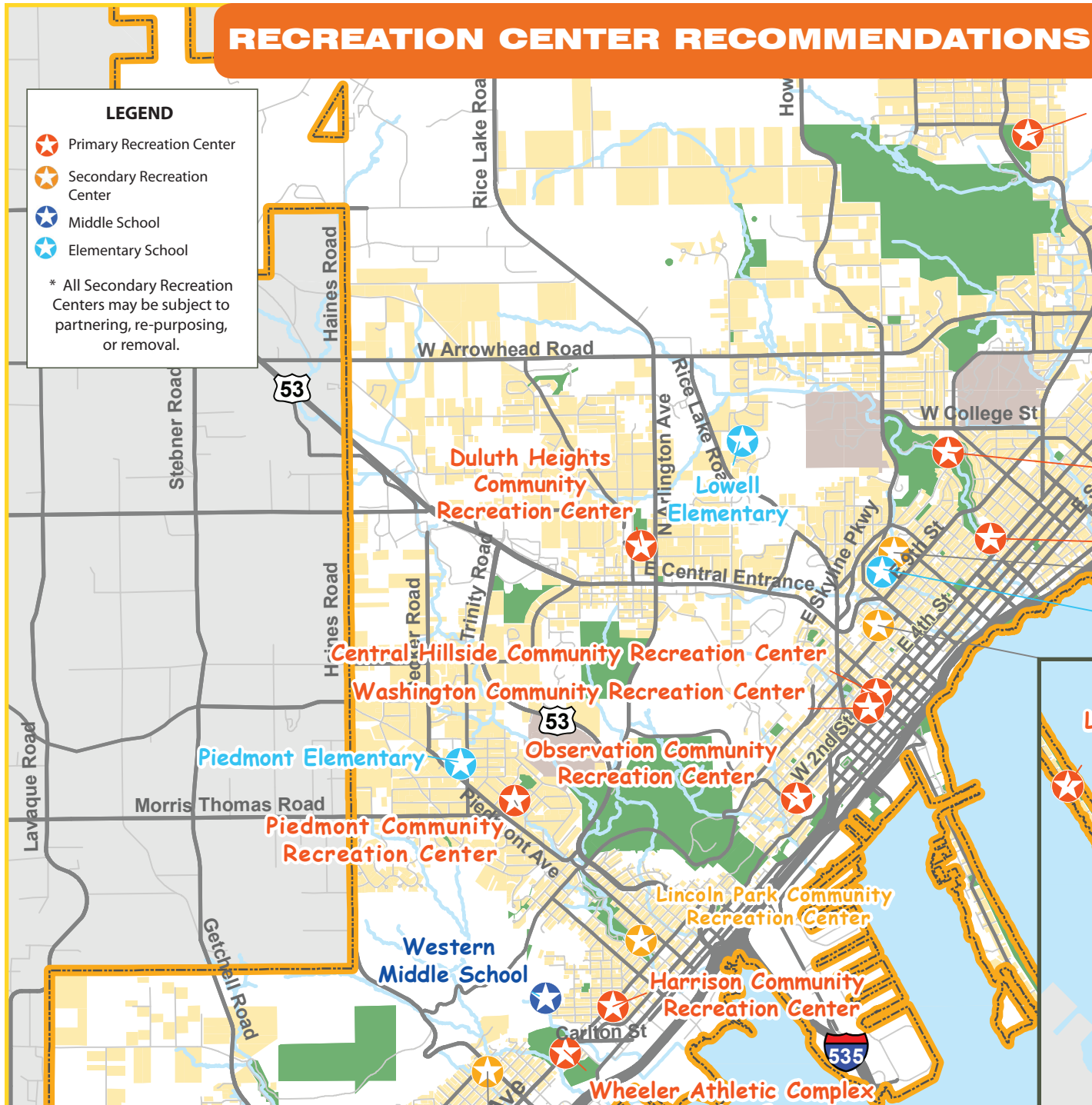
The Park Point Beach House itself is in relatively good condition, but it is not insulated so it functions only for summer uses. The deck, ramp and stairs leading to the building are in need of renovation or replacement. Park Point users expressed a desire for better and expanded access to the buildings restrooms. Given the high volume of park use, renovation of the deck, ramp and stairs is recommend along with weatherization of the building to allow three season use. Consider including renovation of the Park Point building as part of a Park and Recreation Enterprise Fund package of improvements.

RECREATION CENTER RECOMMENDATIONS

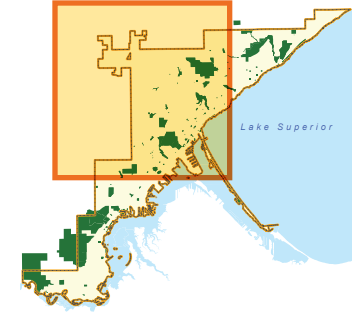
LEGEND

-  Primary Recreation Center
-  Secondary Recreation Center
-  Middle School
-  Elementary School

* All Secondary Recreation Centers may be subject to partnering, re-purposing, or removal.



CENTRAL



(63)

Hillside Sport Court

Hillside Sport Court building has been closed for programming for over two years and is temporarily used only for basketball storage. This plan recommends that the building be demolished and replaced with a 3-season picnic shelter with portable toilet screens and storage. It is recommend that a community process be held to define new replacement features and remove the Hillside Sport Court building in 2011-2012.

Grant

Currently the school owns the property on which the Grant Recreation Center building is located. The plan recommends that the City return the building ownership, programming, and responsibility to Grant/Nettleton Elementary School.

Lower Chester

Currently Lower Chester Recreation Center building is managed by Friends of the Park as a city-wide garden club building, with a long term plan of providing community gardens for the neighborhood and City. An agreement with Friends of the Park for building use is designed to assure the Friends Group's liability, and transition building responsibility, programming, and maintenance obligations. The park also has a paved hockey rink which allows summer in-line skating. The City should also evaluate the potential opportunity for a trailhead into Chester Park.

Chester Bowl

Chester Bowl, although not technically considered a Recreation Center, provides community recreation for the neighborhood and City. The building is in need of renovations to make it accessible and up-to-code. This plan recommends that the City pursue a concept plan for creating a larger seating area within the natural bowl, a hub for trails, a new or improved building, and an improved stage that would operate more as a pavilion. The City should pursue opportunities for partnering with UMD, St. Scholastica, and others for shared use of facilities, management and investment in the improvements. Seek partner funding for renovation of Chester Bowl, with a city contribution to potentially

come from a Park and Recreation Enterprise Fund package of improvements.

Woodland

Woodland Recreation Center building is currently managed by the YMCA and includes three outdoor ball fields and active hockey use. This plan recommends that the City enter into an agreement with the YMCA for building use and that the agreement define the YMCA's responsibilities for building operations and costs. There is a desire to improve the ice skating rinks.

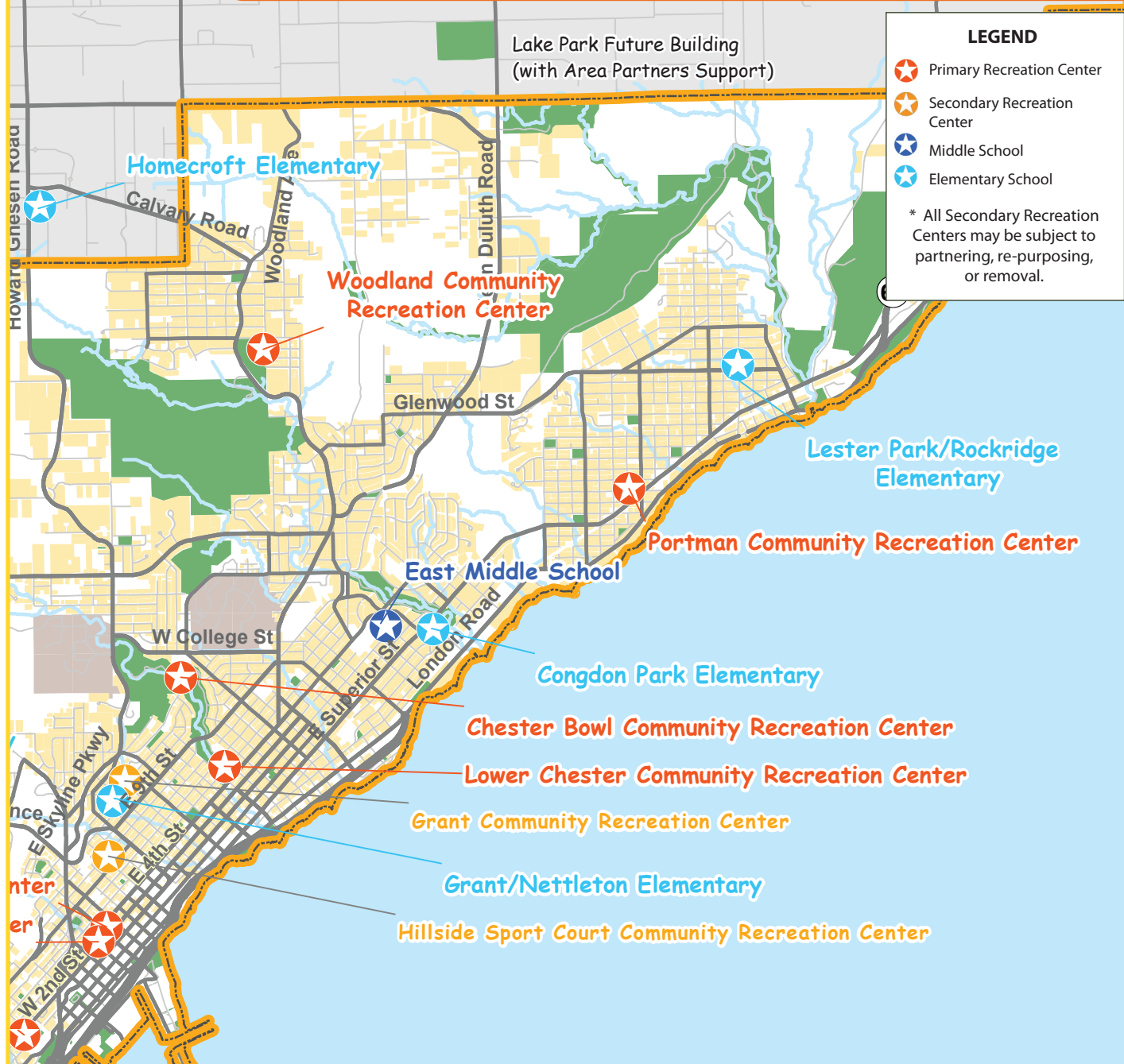
Portman

The Portman Recreation Center building is actively used for senior recreation and youth athletics. While the building is generally in good condition, there is a need for improvements to accessibility and energy efficiency. Portman will remain as a Recreation Center and continue to function as a premier facility for seniors and the community on the East side.

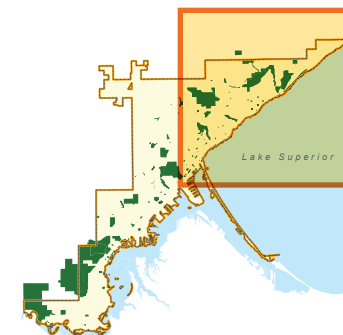
Lake Park

Currently Lake Park (Jean Duluth Fields) is a Regional Athletic Field Complex. This plan recommends the future expansion of the Athletic Field Complex to include a recreation building. Because of the regional use of the park, this Plan recommends working with regional partners to fund a future shelter and storage building and to obtain their operations support at Lake Park.

RECREATION CENTER RECOMMENDATIONS



EAST



(65)

Specialty Recreation Facilities

Duluth has a number of unique parks and places that offer specialized recreation. These facilities attract visitors from beyond Duluth's borders as well as Duluth residents. Many of these facilities are operated by separate entities on land owned by the City of Duluth and under a management agreement with the City. A few specialty recreation facilities are City owned and operated.

Examples of recreation sites owned by the City and operated by others are:

- » Spirit Mountain Recreation Area
- » Lake Superior Zoo
- » Enger and Lester Golf Courses
- » Hartley Nature Center
- » Hawk Ridge
- » Indian Point Campground
- » Longview Tennis Center
- » Fryberger Arena

City owned and operated specialty recreation facilities are:

- » Wade Stadium
- » Lakewalk
- » Bayfront Festival Park
- » Wheeler Athletic Complex
- » City Center West - Library and Evergreen Senior Center
- » Gary Senior Center

In addition, private and college recreation facilities, such as ice arenas, gymnasiums, nature centers, and health clubs, complement city facilities. Examples of these facilities include:

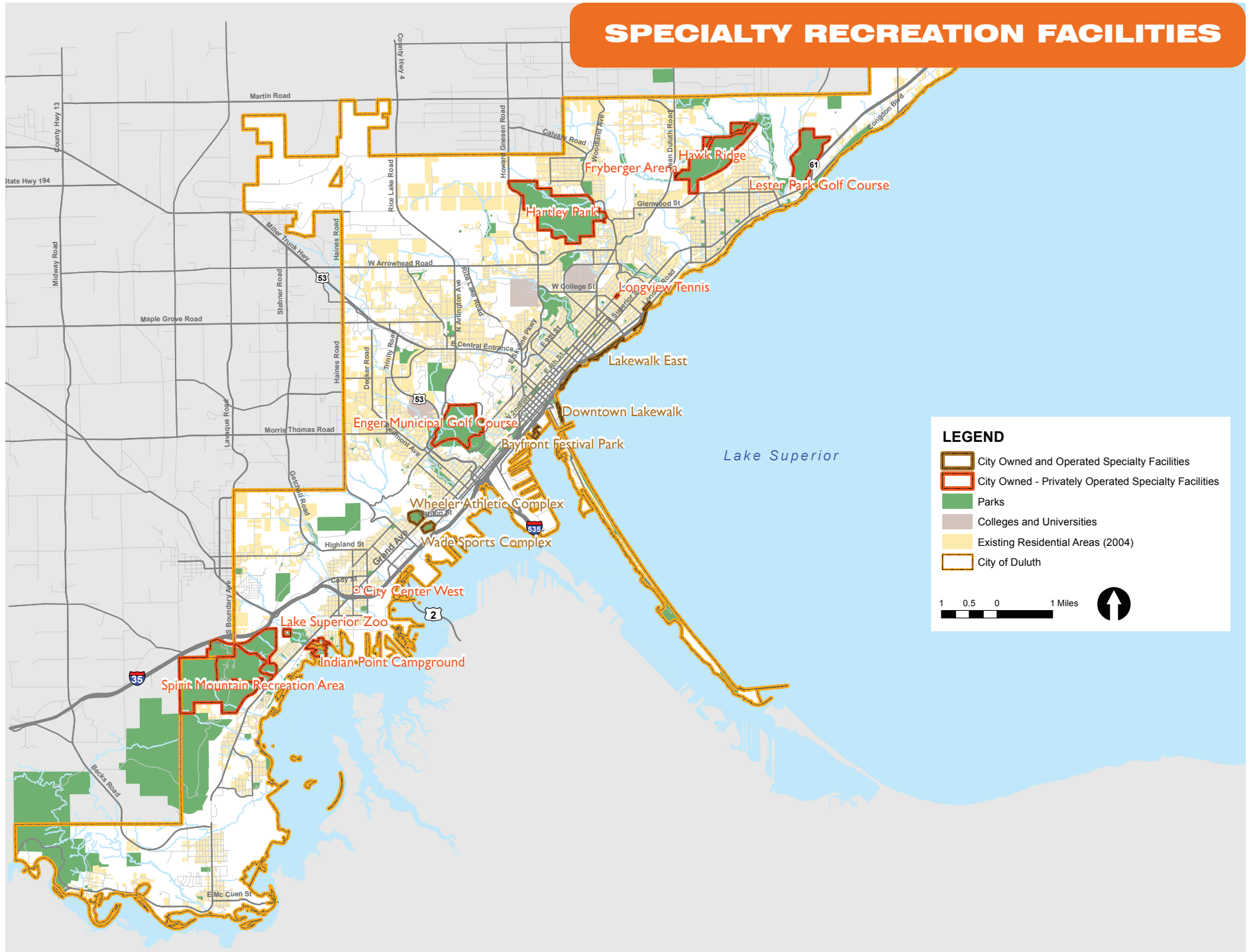
- » MARS Lakeview Arena
- » Heritage Sports Center
- » Bagley Nature Center (UMD)
- » DECC Amzoil Ice Arena
- » Snowflake Nordic Center

All of these facilities perform an important function for Duluth and the region attracting visitors while providing specialized recreation for residents. The facilities on City land operate under management and operational agreements with the City and several, including Lake Superior Zoo and Spirit Mountain, have their own master plans, which guide future development.

Actions

16. Continue to monitor and support management partners. Review and update use agreements to assure appropriate return to the City and delivery of quality recreation services.

SPECIALTY RECREATION FACILITIES



(67)

CENTRAL HILLSIDE / WASHINGTON PARK & COMMUNITY CENTER

These plans and photos show potential ideas for creating a park campus in downtown by closing and greening a block of Lake Avenue and enhancing both Central Hillside Park and Washington Center to enhance community recreation, safety and social gathering.



1 Landscaped Water Feature



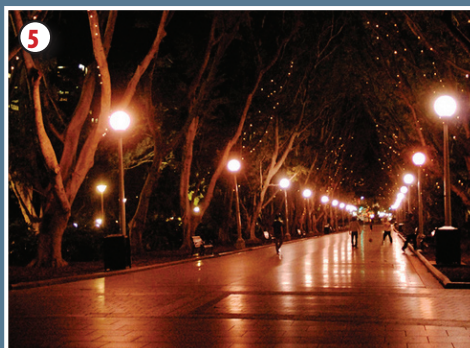
2 Climbing Wall



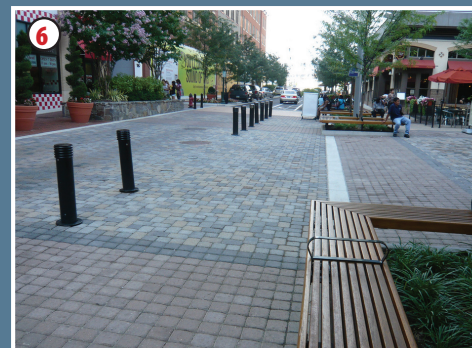
3 Walking Paths



4 Picnic Shelter



5 Park Lighting



6 Pedestrian Plaza



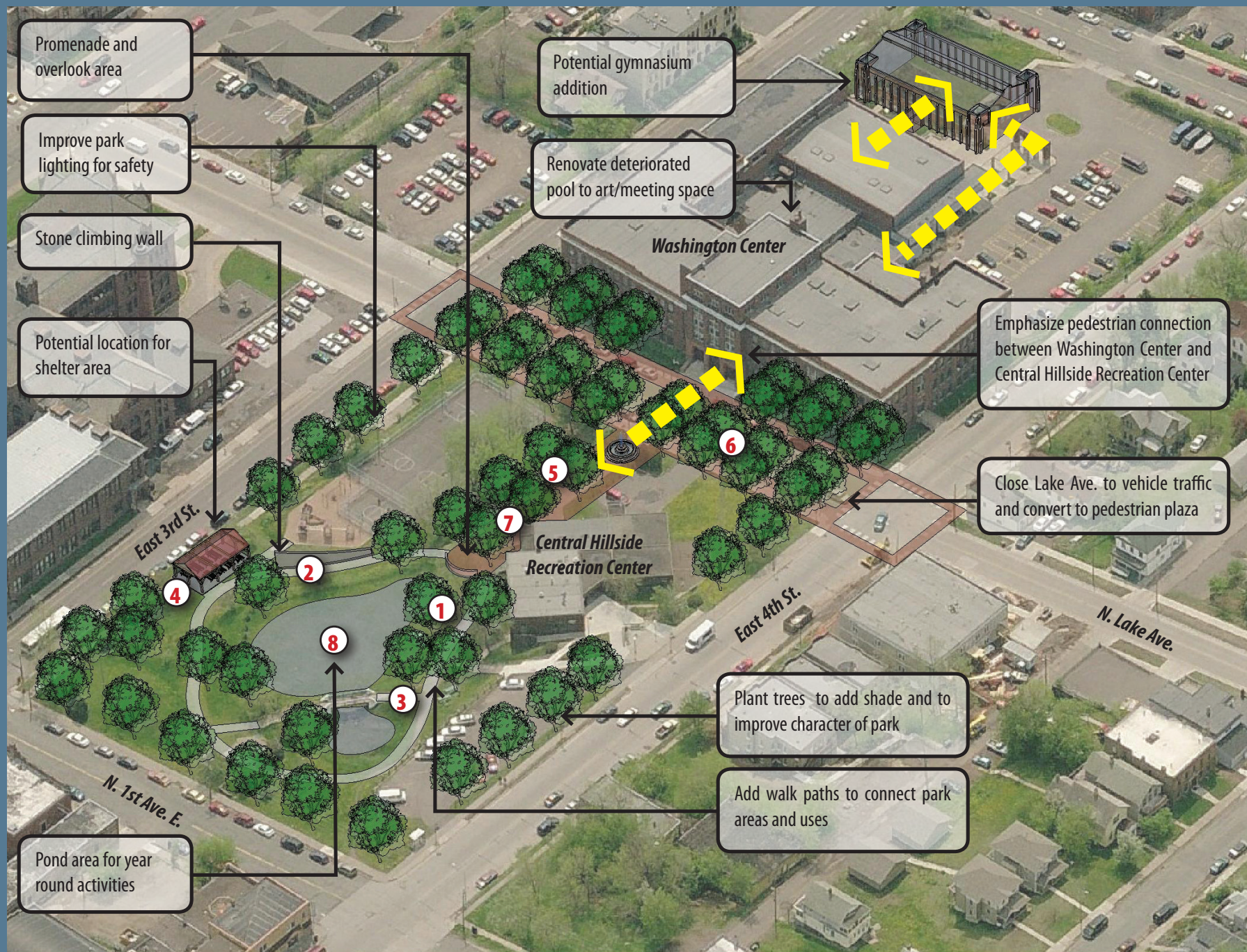
7 Outdoor Seating



8 Summer - Pond



Winter - Ice Skating



TRAILS AND CONNECTIVITY

Strategies

Improve Overall Trail and Bikeway Connectivity - Trails, bikeways, and walkways are desirable recreation features that connect the community. They are also important to the economy and tourism. Trails were the number one desired recreation amenity in Duluth (based on the results from the 2009 Duluth Parks and Recreation Community Survey). Duluth has some excellent trails such as the Lakewalk, Superior Hiking Trail, Hartley Park and Amity Park; but lacks a connected network of trails. Also, Duluth's roads are not bicycle friendly. Winter conditions and topography are challenges and opportunities for the trail and bikeway system. The following actions are designed to connect the city and build a comprehensive network of trails, bikeways, and support facilities.

Improve Connectivity for Users of All Abilities -The comprehensive trail and bikeway network must account for universal design and connectivity between trails and between trails and parks. Universal design means designing the walk-bike network to be usable by all people, regardless of age or ability to the greatest extent possible. Good pedestrian and bicycle system design must account for the needs of all ages, including the young and old and those with physical or mental limitations. If the system is designed for the most vulnerable populations, it will better meet the needs of all users. The support of multi-cultural involvement in the planning and organization of park and trail activities is important.

Complete Streets - Duluth has recently adopted a Complete Streets Policy. Complete streets are designed and operated to enable safe, attractive, and comfortable access for all users and modes of travel. The policy encourages appropriate streets to be built or reconstructed to accommodate pedestrians, bicyclists, motorists and transit users of all ages and abilities to safely and comfortably move along and across a complete street. This policy supports bikeway and trail development and pedestrian and bicyclist connectivity.

Enhance Waterfront Connectivity - As future waterfront development occurs, the City should require dedication of public land or trails along the waterfront with the goal of having a continuous linear trail and public space connection along the lake front. New parks and/or privately owned recreation facilities (such as children's play areas) may also be needed for larger residential developments.

Skyline Parkway - Implement the Skyline Parkway Management Plan and consider reducing the speed limit on Skyline Parkway to 25 MPH. This will provide immediate safety and usability improvements. Create/restore the continuity and historic character of the Parkway. Obtain National Scenic Byway status to assist with funding for Parkway improvements. Work within space limitations to enhance pedestrian and bicycle use and safety. Add the pedestrian and bicycle enhancements in a continuous section of the Parkway with adequate right of way and topography to demonstrate the non-motorized use potential. Implement the Vegetation Management recommendations of the Skyline Parkway Management Plan.

Actions

17. Prepare a Duluth Trail and Bikeway Plan. – Work with the public and stakeholder groups to create a plan to realize the potential of existing trails, stream corridors, and Skyline Parkway with new trail and bikeway connections, trailheads and trail way-finding signage.
 - A. Create an interconnected multi-use trail system with off road paved trails, an on-street bikeway network, and an interconnected hiking/walking trail network. Utilize the trail and pedestrian policies and implementation items of the 2006 Duluth Comprehensive Plan. Have all trails be multi-use if the terrain supports it, except for Superior Hiking Trail, which was purposefully built for hiking. The addition of bikeways and sidewalks is supported by the Duluth Complete Streets policy. Have a goal of Duluth becoming certified by the League of American Bicyclists as a Bicycle Friendly

LEGEND

- Existing Munger and Lakewalk Trails (paved)
- Planned Trail (paved)
- Other Existing Trails
- Skyline Parkway as proposed
- Superior Hiking Trail
- Proposed mountain bike trail connections - across top of ridge
- Proposed trail connections - along waterfront and uphill
- Parks

The map displays the city of Duluth, Minnesota, and its proximity to Lake Superior. It highlights various trails and proposed connectivity projects. Key streets shown include Rice Lake Road, Miller Turnpike, Haines Road, W Arrowhead Road, N Arrowhead Road, N Arlington Ave, E Central Entrance, W College St, Superior St, E Superior St, W 2nd St, Highland St, Grand Ave, and E Mc Cusker St. The map also shows the Superior Hiking Trail, Skyline Parkway, and various proposed connections along the waterfront and uphill. The Lake Superior shoreline is visible on the right side of the map.

(71)



Superior Hiking Trail Association

The Superior Hiking Trail Association is a Minnesota non-profit corporation whose members are dedicated to the completion, preservation, and promotion of

the Superior Hiking Trail. The Superior Hiking Trail is a 277-mile footpath that largely follows the rocky ridgeline above Lake Superior on Minnesota's North Shore from Duluth to the Canadian border. Most of the Trail was built by crews hired from the local communities and from the Minnesota Conservation Corps (MCC). Trail maintenance is provided largely, in part, through a system of volunteers - either individually or in groups such as scout troops, outdoor clubs and other organizations.

The Superior Hiking Trail Association builds, maintains, and manages the trail with the help of hundreds of volunteers. Today membership has grown to over 3200 people, including members in 26 states and Canada.



Community (see www.bikeleague.org/programs/bicyclefriendlyamerica/).

- B. Connect the Lakewalk to the Munger Trail (Cross City Trail planning is underway) and complete the Lakewalk connection east to Kitchi Gammi Park. Signs should be installed to delineate where wheels are allowed, versus foot traffic on the Lakewalk.
- C. Increase the City's paved trail system to allow for better connectivity between residents and parks, parks and school, and between parks.
- D. Consider merging Magney-Snively and Spirit Mountain cross country ski trails so that both are in the city trail system. Improve grooming of Spirit Mountain Trails.
- E. Evaluate adding lighted ski trail loops with snow making at Spirit Mountain Campground loop and around the Chester Bowl athletic fields. Consider adding warming shelters at popular cross-country ski trail locations.
- F. Work to formalize a multi-use trail connection between Fond du Lac Park and Magney Snively Park. Part of the connection would be outside of City boundary so a cooperative approach with Midway Township and area land owners would be needed.
- G. Connect the Pine City Trail to other City trails.
- H. Work to minimize trail conflicts and foster trail etiquette through media and signage.
- I. Utilize the DWP Railroad grade as multi-use gravel surface trail from West Duluth to the north side of I-35.
- J. Plan for and support a continuous waterfront trail in west Duluth.
- K. Improve biking and walking in the Mall area.



2010 Comprehensive Bicycle Assessment - Prepared by Fit City Duluth

Fit City Duluth is a public/private community initiative designed to change the social and physical environment of Duluth to encourage active, healthy lifestyles.

Through information and advocacy, they aim to prevent and reduce chronic health issues and to facilitate healthy built environments that reinforce human powered and public transportation.

This report has three main goals:

- » To recognize the current barriers to bicycling
- » To explore possible solutions to those barriers
- » To identify which routes are the most favorable for bicycle transportation

In addition to these three goals, this report also identifies ideal bike rack locations, destinations that should be included on future bike route signs and the most favorable bike routes for recreational purposes.

When polled about the question: "What specific destinations would a bicyclist who is riding through your neighborhood find interesting?" the top five answers were as following:

1. Skyline Parkway
2. Chester Park
3. Hartley Park
4. Lakewalk
5. UMD

When asked the statement: "Describe the main problems you have with bicycling, if any, and describe possible solutions to these problems," the participants top three responses were:

1. Motorists/Traffic
2. Road Condition
3. Roads Without Space for Bikes

Cyclists of Gitchee Gumee Shores (COGGS)

Started in 1994 when the Superior Bikers and the North Star Bike Club combined, Cyclists of Gitchee Gumee Shores (501 C3 organization) is a cycling club dedicated to serving the needs of the bicycling community in Northern Minnesota and Wisconsin. COGGS is a non/profit incorporated club. They are involved in the Duluth Trail System and are instrumental in creating and maintaining the Twin Ports trail system, among others.

COGGS is also an important community service provider for the City of Duluth - participating in the yearly Superior Housing Authority Kids Bike Rodeo each June and partaking in Munger Trail Clean-up twice a year. To date they have given away almost 1,000 bike helmets to needy kids.





The Duluth Cross Country Ski Club (DXC):

DXC, a 501(c) 3 organization, was founded in 2004 “to promote health, fitness, and fun through cross-country skiing.” DXC works toward this mission by providing opportunities for skiers of all ages and abilities, maintaining and enhancing local ski trails, and serving as a hub for resources and information about cross-country skiing through their website. Their membership database includes more than 450 households, and they currently have over \$20,000 in assets.

The Duluth Parks system includes five cross-country ski trails of varying length and difficulty: Lester, Hartley, Chester, Piedmont, and Magney-Snively (40 kilometers/25 miles total, including a 4k lighted loop and a 3k skijoring trail, both at Lester). Skis can be rented from Hartley Nature Center and from local ski shops. A Great MN Ski Pass is required. In the “off-season” Duluth ski trails are used for hiking and/or mountain biking.

Spirit Mt. Nordic Center, operated by the Spirit Mt. Recreation Authority (SMRA), has 22k of trails that connect to the Magney-Snively trail. Spirit has a small warming building, rental skis, and a 1k lighted loop. High School and college teams and the Nordic Spirit Youth Ski League practice at Spirit. Interscholastic and citizen races are held there, including DXC’s Nordic Spirit Ski Race. A daily or annual Spirit Mt. Nordic pass is required. Duluth is also home to Snowflake Nordic Center, a private ski area with a warming building, rental skis, and 15k of trails, including a 4k lighted loop. High school and college teams and the DXC KidSki program practice at Snowflake, and both interscholastic and citizen races are held there. Snowflake allows members’ dogs on its ski trails and hosts skijoring races. A daily or annual Snowflake pass is required. Bagley Nature Center on the UMD campus also offers 3k of groomed ski trails free to the public.

Ski Club Input: What improvements would Duluth skiers like to see on their trails?

- » Establish a system for coordinating trail work to avoid duplication of efforts
- » Prioritize trail enhancement projects (portable toilets, solar lights, warming hut) according to feasibility and cost/benefit; identify funding sources; implement projects
- » Purchase a snowmobile groomer to use in conjunction with the Bombardier
- » Merge Spirit Mt. Nordic trails with the City of Duluth Ski Trail System
- » Conduct feasibility and cost/benefit studies regarding replacing MN Ski Pass with Duluth Ski Pass

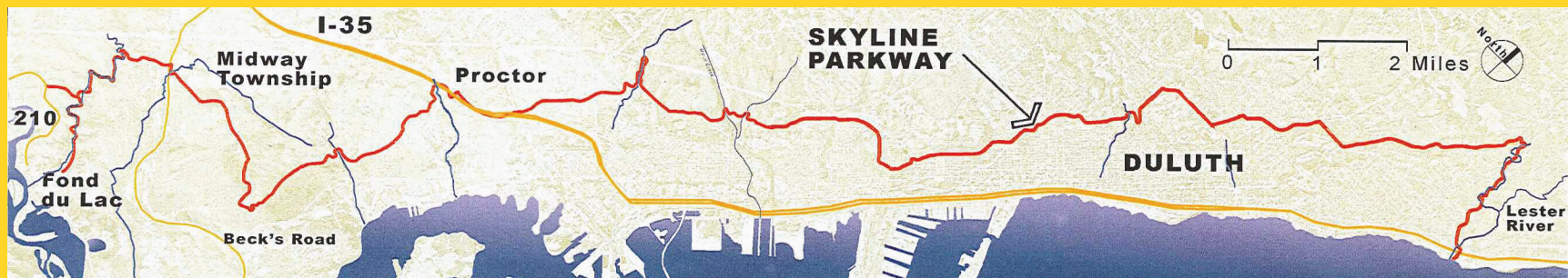
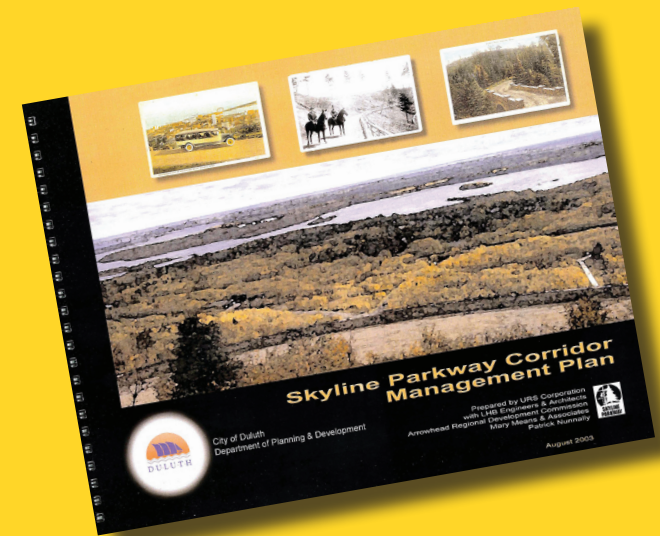


- L. Work with the County to strengthen the trail connections through tax forfeited land.
 - M. Work with COGGS on plans for the Grand Traverse Trail and a potential mountain bike park at Arlington Park.
18. Hire a Trail Coordinator/Trail Planner. Trails are the number one desired recreation feature in Duluth (2009 Duluth Parks and Recreation Survey). Trails are also a top visitor attraction and help connect the community. By being proactive on trail planning and construction, Duluth can become known as a national trail destination.
 19. There are many trail groups and volunteers that are passionate about trails in Duluth. Coordination is needed to fully realize the potential of the trail groups and to enhance and connect Duluth’s trails. Improve trail conditions by enhancing maintenance, making trails more durable, and improving management of trail use. Maximize the benefits of trail groups and volunteers.
 - A. Establish a system for coordinating cross-country ski trail upkeep that enables volunteers to expand the grooming of the trail system without duplicating efforts.
 21. Foster improvement of the Skyline Parkway in accordance with the Corridor Management Plan to make the Parkway less disjointed and to make it safe and enjoyable for pedestrians and bicyclists.
 22. Design a single wayfinding program for all city trails and install a coordinated and comprehensive set of trail wayfinding signs and maps at trail heads and at trail intersections. Create trailheads with parking and signage at key trail access locations. Add signage to direct people to trail heads. Expand awareness of existing park, trail, and recreation facilities through use of in park and at trailhead kiosks with park and trail system maps. Make trails easier to find, use and follow with new trailheads, way-finding signage and trail maps.

Skyline Parkway Corridor Management Plan

The Skyline Parkway, developed first in the 1880's, is a designed historic landscape that is both a state scenic byway and a historic road. Today, Skyline Parkway intends to operate under its original purpose – that of a system that enhances connectivity and experiences when viewed as a system, not as pieces and parts. However, its very essence as a single system is also one of its greatest challenges. The length and diversity of the Parkway make it difficult to manage as a single resource.

The Skyline Parkway Corridor Management Plan, prepared by the City of Duluth in conjunction with URS, LHB Engineers and Architects, Arrowhead Regional Development Commission, Mary Means & Associates, and Patrick Nunnally, is an excellent resource for the City. The Corridor Management Plan should be used as a resource as the City moves forward to foster improvement of the Skyline Parkway to make it less disjointed and to make it safe and enjoyable for pedestrians and bicyclists. The Plan outlines vegetation management, land use management, an interpretive framework plan, and improvements to the road for all types of travel, among many other valuable issues.



(75)

Parks Authority and Funding Options

(From information provided by Assistant City Attorney Steve Hanke)

There are no Minnesota Statutes expressly addressing a Parks Authority. However, Minnesota Statutes indicate that a City or City Parks Board has the power to create such an entity.

The City does not need to create a Parks Authority (or a Parks District) to either levy taxes or obtain funds specifically and expressly for Parks and Recreation purposes. The City already has that authority through a variety of options.

Most options are funded from a property tax levy, which is established on or around December 28 of the year preceding the year the levy will be paid by taxpayers. On or before five working days after December 20 of each year, the City Council must set the tax levy for the next year and send a certified copy to the county auditor.

Another option may be using a revenue bond financed by a special levy that would be used for maintenance and capital improvements to City parks.

Another option may be using a General Obligation (“GO”) bond, supported by voters, to fund City Park and Recreation programs. A GO bond is a municipal bond backed by the credit and “taxing power” of the City rather than the revenue from a given project.

FUNDING Strategies

This Master Plan recommends a two-stage approach for funding, park operations, and improvements. The current tight budget situation requires continued actions to achieve cost efficiency. In the longer term, additional funding and more stable funding sources are needed to allow for adequate maintenance, phased replacement of aging infrastructure, and adequate staffing. Non-general funding earmarked exclusively for Parks and Recreation is needed to provide funding stability. The short and long term goal is a sustainable, flexible and relevant park and recreation system. The objective of cost and operational efficiency goes hand-in-hand with increased and stable funding. Several funding and operational strategies were considered. The preferred funding sources listed below represent a comprehensive, feasible and balanced set of tools to increase funding for parks, trails, recreation and programs. Some funding actions could be implemented immediately while others have a two to four year planning and organizational lead time. Make sure there is public buy-in before funding or grants are sought for capital improvement projects.

Actions

23. Increase General Fund budget allocation to Parks and Recreation for increased park maintenance and recreation programming.
24. Hold a referendum (vote of the people) on formation and funding of a park and recreation enterprise fund in 2011. The park and recreation enterprise fund would be used for park and recreation improvements and maintenance and it would be funded by increased property taxes. While the amount and specific nature of a Park and Recreation Enterprise Fund will need to be determined, this Plan recommends use of the funds for:
 - » Capital Improvements to recreation center buildings and park renovation.
 - » Increased park maintenance (mowing, trash collection, natural resource management, etc.) and park infrastructure replacement and repair – (children’s play areas, handicapped accessibility improvements, etc.)
 - » Youth recreation programs in partnership with youth service organizations.

25. Identify a limited scope of excess undeveloped city lands and evaluate the feasibility and benefit of selling them with the profits going toward park improvement (See Action 5 for recommendations on undeveloped park land properties). Sale of land is limited by title constraints and requires a super-majority vote of the City Council.

26. Initiate and strengthen funding by:

- A. Holding fee-based special events (bike rides, 10K and 5K runs, concerts, etc.) with revenue dedicated to parks.
- B. Adding private concessions in parks (restaurants, vendor carts, etc.).
- C. Creating rental facilities (weddings, corporate events, family gatherings, etc.).
- D. Seeking donations and grants.
- E. Increasing business involvement, sponsorship, naming rights, etc. of parks, recreation facilities and events.

F. Designating signature parks and trails that serve a regional role as “regional parks and regional trails.” This will reflect their role in the community and region and enhance ability to obtain State Legacy funding for park and trail improvements.

G. Creating a parks foundation to focus on fund raising for park improvements.

27. Work with Duluth Friends of the Parks to raise funds, build advocacy, and carry out park and trail improvements.

28. Increase partnership and volunteer involvement when a City Volunteer/Agreement Coordinator position is established.

29. Prepare an asset management and replacement plan and fund the capital improvements identified in the plan. Consider renovation of whole parks with greater needs rather than a series of incremental improvements.

30. Evaluate on-going operational and life-cycle costs when making facility capital decisions.

(77)

economic



- ✓ **Economic Growth and Jobs**
- ✓ **Tourism Revenue**
- ✓ **Business acquisition and Retention**
- ✓ **Increased Property Values**

In 2001, spending associated with visiting the Minnesota State Park System was \$218 million and supported nearly 3400 jobs (MN DNR, 2002)

2008 trail users in Minnesota spent \$3.3 billion, contributed \$2.8 billion in local taxes and accounted for 43,000 jobs (Venegas, 2009).

Park and Recreation Benefits

OBSERVATION PARK/ EVENT FACILITY

Today, Observation Park is a deteriorated park with a “million dollar view”. This illustration shows the potential to create a community center and event facility that would take advantage of the view, create a revenue source from building rental and enhance the park.



Event / Community Building



Event / Community Building



Scenic Views



Gardens



Gardens



Water Feature



Children's Play Area



Rain Garden



"Green" Parking



(79)

Maintenance Tiers

Tier 1 - Premier Maintenance:

- » Amenities/materials/landscaping will reflect a priority on aesthetics and experience and higher on-going maintenance/life-cycle costs are acceptable.
- » City will perform most of the maintenance though volunteers may be used for special projects or select tasks.

Tier 2 - Standard Maintenance:

- » Some higher maintenance amenities will still be present, though on-going maintenance needs will be considered a priority when adding/replacing amenities. Landscaping can require a moderate amount of upkeep and gardens/planters may be present in select locations.
- » City will perform maintenance in conjunction with an Adopt-A-Park program or other volunteer group.

Tier 3 - Limited Maintenance:

- » Amenities are replaced/added with goal of minimal on-going maintenance needs and life-cycle costs (materials as well as types of amenities). Landscaping is low maintenance and mowed areas are limited.
- » Adopt-A-Park program or other volunteers are utilized for basic routine maintenance such as trash pick and landscape maintenance whenever feasible.

PARK MAINTENANCE Strategies

A primary issue influencing the current quality of Duluth's parks is reduced operating and capital budgets. Improved maintenance of parks is a primary desire of the community. Budget and staff reductions resulted in reduced maintenance and deferred park improvements. In a 2008 comparison of six of the larger cities in Minnesota, Duluth had the lowest spending on park maintenance and forestry operations of any of the six cities, yet had one of the largest park systems.

In response to budget issues, Duluth implemented a tiered maintenance program where some parks are well maintained and other parks receive minimal maintenance. Generally, the high use parks such as Lakewalk, Bayfront, Canal Park, Wade/Wheeler, and others are priority facilities and are well maintained. Under the three tiered maintenance program, maintenance occurs less frequently in neighborhood parks and on trails which resulted in poor condition parks and resident's low satisfaction rating of neighborhood parks (as reflected in the 2009 Duluth Parks and Recreation Survey). In the short-term, the public should be made aware of the tiered maintenance program and the Adopt-A-Park program through signage and web information. In the long term, funding and staff resources should be increased to be sufficient to bring the maintenance level of parks up to an acceptable level of quality and to allow deteriorated facilities to be removed and/or replaced. Increased funding for park maintenance should come from the annual General Fund and from a proposed Park and Recreation Enterprise Fund.

Due to uncertainty with the 2010 city budgets and the Youth Employment Services (YES) program, staff are presenting three scenarios for the services that Buildings and Grounds may provide for the parks using a 3-tier system of maintenance. These three scenarios are varied based on YES program staff availability for 2010, Sentence to Serve availability for 2010, regular staffing levels in Buildings and Grounds, and ability to hire seasonal workers.

When funding and adequate staff resources are available, the tiered maintenance program should be revised to increase park maintenance and equipment replacement in neighborhood parks.

Actions

31. As funding and staffing resources allow, increase the level of upkeep and improve the frequency of mowing and trash collection in parks. Improve access to bathrooms with portable toilets and over time add restrooms in high use parks.
32. Formalize and publicize the tiered maintenance policy in the parks and on the City web site to raise community awareness. Increase the level of upkeep and improve the frequency of mowing and trash collection in parks. Improve access to bathrooms. Formalize maintenance expectations and expand outreach to volunteer groups for maintenance.
33. Expand outreach to volunteer groups for maintenance and improvements. Work to expand the Adopt A Park/Adopt A Trail program. Continue Clean and Green Week. Note: this action is related to obtaining a new volunteer/agreement coordinator position and additional seasonal staff to guide volunteer efforts.
34. Prepare an asset management plan identifying priority renovation needs and funding for replacement and improvements. See initial recommendations for priority actions in Chapter 6.

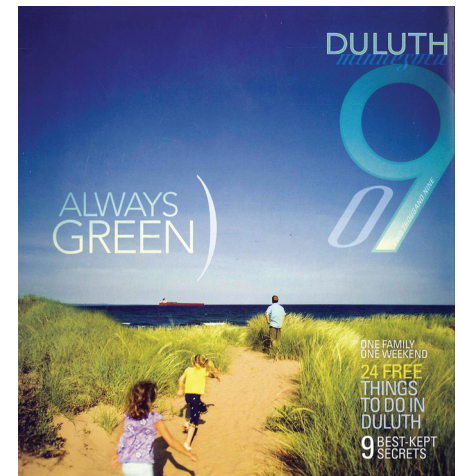
MARKETING AND COMMUNICATIONS

Duluth does a good job of informing residents and visitors of park and recreation resources using web, print and other media resources, but awareness and knowledge of existing opportunities can be even greater. Marketing and communications is a cost effective means of increasing use of existing facilities among residents and visitors.

Actions

35. Be the recreation information clearinghouse for all recreation programs and activities in Duluth. The City should function as the “go to” source for recreation programs, special events and facility information. Even though the City has cut its actual delivery of recreation programs it still functions as a coordinator, provider of facilities, and liaison to public and private groups that still deliver recreation programs to children, families, adults and groups. The City should build on the program facilitator role by being the trusted contact and conduit for recreation program and activity information. This can take the form of a web page and paper program guides. This may require redirection of existing staff resources or new staff to perform this vital service. Having one source of information for dozens of providers eases resident’s access to programs and improves participation in recreation programs. Provide current and regularly updated information on the website regarding programs, maps, and events. Ensure that the website is user-friendly.
36. Create maps of existing trails and planned major trails and post and distribute these maps through partners, business, at public places, etc. Note: trail maps should be coordinated with partner groups.
37. Work/team with neighboring communities to be aware of their recreation programs and marketing efforts, both locally and nationally.
38. Identify and tap into existing national organizations that foster parks and recreation programs.
39. Expand awareness of the benefits of parks and trails – community, individual, health, economic, and environmental. Promote Duluth Parks and Recreation at special events and festivals.

(81)



The Visit Duluth Guide is a great source for visitors and residents.

Friends of the Parks (FOTP)

Friends of the Parks (FOTP) was organized in 2009 and incorporated as a 501(c)3. The Master Plan's Guiding Principles will guide FOTP's direction and growth over the next twenty years. These principles (of providing safe, clean, fun and beautiful parks; of ensuring adequate funding; of building partnership; ensuring equitable access; of connecting the community; of connecting with the natural world; and to continue to meet evolving recreation needs) are in a very large part exactly why FOTP was created.

FOTP will become the go-to source for information about trails and parks. It will coordinate user groups and organizations across the city/region in a welcoming and well-structured stewardship program that sustains and improves trails and parks. FOTP will work side-by-side with the City of Duluth to coordinate volunteerism in the parks, to establish a foundation to raise money for parks and trails, and assist various park/trail user groups to coordinate capital improvement efforts.

PARTNERSHIPS AND VOLUNTEERS

Partnerships and volunteers are key elements of the current park and recreation system and are crucial to Duluth's future. Volunteers and partner groups provide a great service to the City. As cutbacks in City staffing and services occurred, the number of community groups and volunteers providing recreation services has increased greatly. These services include offering recreation programs, park clean up, trail maintenance and improvement, operating city buildings and facilities. This is a positive step, but there is a lack of coordination, oversight and recognition of these efforts. There are so many agreements between the City and groups for facility use, that tracking and oversight of these agreements is not occurring in a comprehensive manner. A City volunteer coordinator position should be created to fully realize the huge potential of partnerships and volunteers and to adequately track use agreements.

The City should focus on the recruitment, scheduling, administration and recognition of volunteers to maximize the benefits of volunteers and partners groups and to make each volunteer's experience efficient and rewarding. The process for partner and community groups to make improvements to parks and trails and recreation buildings should be streamlined. An agreement/memo of understanding for maintenance and operations responsibilities should accompany new specialized uses in public spaces.

Maximizing community use school buildings (especially middle school and elementary schools) and school use of City parks is a key strategy. Partnership and joint use agreements between the City of Duluth and the Duluth School District are vital to enhance efficiency for both organizations and to allow the public to realize the benefits of schools, parks, and public places.

For recreation activities, the City should consider the activity needs first and evaluate all options for meeting that need. It may mean that the activity can occur at existing City facilities, or at partner facilities and that new facilities may not be needed.

Actions

40. Hire a Volunteer/Agreement Coordinator. Duties to include:

- A. Focus on efficient and beneficial partnerships.
- B. Administer facility use agreements.
- C. Enhance customer service around partnerships.
- D. Improve recruitment, training, scheduling, and recognition of volunteers and volunteer groups.
- E. Implement School-City joint powers and site specific use agreements.

F. Work to minimize barriers, as reasonable, to non-profit organization facility use, such as insurance liability issues.

41. Improve and renovate existing hub recreation center buildings with the increased efficiency found in the school and community group partnering or closure of non-functional buildings.

42. Expand promotion of Duluth parks, trails, recreation attractions, and natural areas for tourism, quality of life and economic development. Potential partners include Visit Duluth, DEDA economic development, Explore Minnesota, Spirit Mountain, and Fit City Duluth.

A. Strengthen relationship with St. Louis County and the Arrowhead Regional Development Commission.

community



- ✓ Sense of Place
- ✓ Social Capital
- ✓ Community Trust and Pride
- ✓ Gathering Places
- ✓ Sense of Stewardship

Strong feelings about a park or trail help develop a sense of place and the building of social capital. Communities with high amounts of social capital tend to be more connected, more trusting of one another, and have a greater number of networks and groups that exist to enhance the quality of life for their community (Putman, 2000).

According to a Nationwide Study of the Perceptions of the American Public, 71% of non-users said they received some benefit from their communities' parks and recreational services.

A subset of Minnesotans value parks and trails because they provide a sense of security that the natural environment will not be lost (Anderson, et. al., 2008).

Park and Recreation Benefits

MORGAN PARK RECREATION CENTER COMPLEX

The closed Morgan Park Middle School contains a gymnasium and indoor pool that could potentially be accessible for public recreation. The illustration shows how the school and Morgan Park Recreation Center could function as a community recreation facility.

(84)



Picnic Shelter



Pedestrian Plaza



Speed Indicator



Pedestrian Crossing



Pedestrian Traffic Signal



"Green" Parking Lot



(85)

STEWARDSHIP

Strategies

Duluth's park system is founded on preservation and public enjoyment of natural areas. The majority of the park system is natural and open space lands. Stewardship of these lands and their natural resources is vital to their long term viability. Stewardship involves preserving, protecting, and restoring natural and cultural resources for current and future generations. Examples of stewardship actions are controlling invasive species, combating erosion, forest and water resource management. City park maintenance staff are assisted by volunteers, neighborhood and non-profit groups in park and site specific stewardship and natural resource management activities.

43. Prepare a tree replacement plan in order to minimize the impact of urban tree diseases and to increase the scale and quality of the urban forest.
44. Transition to more naturally functioning landscapes (native vegetation, rain gardens, community gardens, butterfly gardens, etc.) in all parks, regardless of their size, in order to improve water quality, increase habitat, and reduce maintenance.
45. Proactively manage natural resource areas and cooperate with others on aquatic resource management actions. Prioritize invasive species management actions. Stabilize steep slopes in park area and work to mitigate/correct storm water runoff issues as appropriate for the conditions and work to prevent erosion thorough education, enforcement, and management actions.
46. Promote the proper disposal of waste and the importance of recycling by providing adequate opportunities for recycling within parks - including properly signed and located recycling bins; and timely pick-up and removal.
47. Improve awareness and enforcement of park regulations including, but not limited to: dumping and littering, trail use (motorized use on no-motorized trails and in parks, bicycle use on pedestrian trails, and creation of unauthorized trails), off leash dogs on trails and in parks, and park land encroachments (private facilities built on public park land). Use park and trail signage, on-line, outreach, and the local press to inform people of regulations. Focus enforcement efforts on problems hot spots.
48. Improve existing trails with erosion or surface quality issues. Construct new soft surface trails to meet IMBA (International Mountain Bike Association) standards or other accepted sustainable trail standards. For paved trails, include a pavement management plan for regular seal coating, overlay and/or replacement.
49. Set the example for wise resource use by creating tangible demonstrations of rainwater gardens, pervious paving, native landscaping, recycling and re-use, erosion control, stream bank restoration, vegetative buffers, energy use and other appropriate practices.

environmental



- ✓ Ecosystem Services
- ✓ Environmental Protection
- ✓ Environmental Awareness
- ✓ Political/Community Involvement

Trails and parks help improve air and water quality. For example, communities with trails provide enjoyable and safe options for transportation, which reduces air pollution.

Greenways protect important habitat and provide corridors for people and wildlife.

RECREATION PROGRAMS

Strategies

Funding for City operated recreation programs was eliminated in 2008 and full time and seasonal recreation staff positions were also eliminated. Since that time, Duluth Parks and Recreation has focused its recreation efforts on assisting partners such as non-profit and neighborhood groups in delivering recreation programs to youth and seniors. Several groups such as the YMCA, the Boys and Girls Club, community clubs, Valley Youth, NYS and others offer recreation programs. There are recreation program gaps especially in the Duluth Heights and the eastern area of the City. Based on community feedback there is a need for summer youth programs and seasonal staff for ice skating. Options to address the program and geographic program gaps are additional funding for City recreation staff and seasonal staff and/or additional partner and neighborhood groups coming forward to operate youth and senior programs. Gaps in access to youth recreation programs have an impact on youth development, enrichment and community quality and safety. Senior recreation programs needs are likely to increase as the number of seniors increases in Duluth. Senior programming can be largely self-directed, but City organizational, logistics, communications, and building support are needed to assist senior groups. As funding and staffing allows, Duluth Parks and Recreation's partner and volunteer coordination role should be expanded and recreation programs offered to fill gaps in youth and senior programming. The goal should be full and equitable access to programs across the City, not just in areas where partners or community groups have stepped forward to fill the gap.

Duluth's winter outdoor recreation opportunities are vital to the community and to tourism. Continue to support Spirit Mountain, the Duluth Cross Country Ski Club, the unique skiing and skating programs at Chester Bowl and other winter recreation opportunities.

Actions

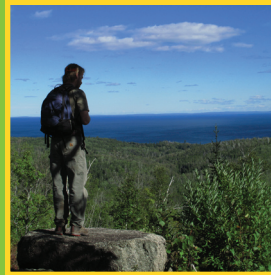
50. Fill gaps in youth and senior recreation programs through continued work with partner organizations for delivery of programs.
 - A. Work with cultural communities to define and address program needs.
 - B. Continue to work with and recruit community organizations to fill gaps in access to youth and senior recreation programs.
 - C. Create a mobile recreation program with youth service agencies to be able to flexibly and cost effectively deliver recreation programs and activities to youth in under-served areas of the City.
51. When additional City funding and staffing are available and/or through additional partner groups, offer youth and senior recreation programs at recreation hubs.
 - A. Restore summer youth program in areas with concentrations of youth. Offer and promote programs as collaborative effort between the City, schools and partners.
52. Formalize programs for assisting community groups and organizations at ice skating sites. Consider further enhancing ice skating at Bayfront Festival Park by adding a loop skating route. Enable more part time rink staffing.
53. Obtain more flexibility for use of part time staff through negotiation with the employee union.
54. Clarify field maintenance expectations for league and program use.

(87)



DULUTH

Parks and Recreation master Plan



CHAPTER 6

Implementation and Priorities

...FOLLOWING THROUGH



A high
performing
recreation
system
regularly
assesses
community
needs, measures
satisfaction and
responds to meet
those needs.

It is vital that initial actions be taken to begin the path to a better park and recreation system. Therefore, the following initiatives are recommended as priority actions to begin the process of system revitalization. This chapter includes Standards and Guidelines for use in subsequent park and recreation planning, and design. The chapter also emphasizes that this is a Living Plan that will need to be reviewed and updated to keep pace with the dynamic civic, economic and natural environment.

FACILITY REPLACEMENT



Native Landscaping



Community Gardens

RECREATION CENTER BUILDING REMOVAL AND RESTORATION

As deteriorated recreation centers are removed, the City should work with the Community to prepare plans for restoration or new park facilities. In many cases restoration will consist of establishing turf grass for open play space. Other restoration and facility options are: to add native landscaping, a rain garden, a community garden, expansion of a children's play area, a paved sport court, a shaded seating area, an open picnic shelter building, a portable toilet screen, etc.

Images of some potential restoration/replacement options are shown to the left and right.

Imagine...what it could be....

FACILITY REPLACEMENT



Special-Use Facilities



Open Play Area



Athletic Field Space



Children's Play Areas



Open Picnic Shelter Building with Restrooms

(93)

PRIORITY ACTIONS AND PROJECTS

TABLE 6.1

These recommendations are intended to be implemented by 2015 (if staff and funding resources allow).

Action	Description	Responsibility	Timing and Resources	Notes
Park Enterprise Fund	Adopt a park enterprise fund dedicated to park, recreation and trail funding. Funds would have to be approved by voters. Funding would come from increased property taxes.	Administration, Legal, Parks and Recreation, and Park Maintenance Divisions.	Target Fall, 2011 election Staff time and information for referendum	1. Define the fund scope and approach. 2. Hold public information sessions regarding the fund and referendum. 3. Hold a referendum to determine the annual reoccurring amount for the fund.
Trail Plan	Prepare a trail and bikeway plan	Multiple departments (Parks and Recreation, Maintenance, Planning and Public Works) and partner groups	By Summer 2011 Staff time and trail planning consultant	
School District – City Joint Powers Agreement	Enter into a joint powers agreement with the School District to shape School-City facility access and community use	Legal and Parks and Recreation Divisions, School District	By February, 2011 Staff time	Work with the School District to arrange community use of Eastern Middle School
Publicize the Tiered Park Maintenance Policy	Formalize and publicize the tiered maintenance policy	Administration and Parks and Recreation Division	By April, 2011 Staff time and signage	
Building Turnbacks, Closures and Removals	Remove non-viable recreation center buildings and turn back of buildings to the School District. Conduct a Community meeting to define replacement/restoration.	Parks and Recreation, Park Maintenance and City Architect and the School District	Phased over 2011 – 2012 Staff time and funds for demolition and restoration Demolition and restoration contractor	Bldg. Removals: Fond du Lac, Hillside Sport Court, Memorial, Merritt, Piedmont, Observation, Riverside Bldg. Turn Backs: Gary New Duluth/Stowe, and Grant to School District
Volunteer Coordinator	Hire a volunteer and agreement coordinator	Departmental budget item - Parks and Recreation	2011 depending upon budget	
Trail Coordinator	Hire a trail coordinator	Departmental budget item - Parks or Public Works	2011 depending upon budget	

Action	Description	Responsibility	Timing and Resources	Notes
Grand Traverse Trail	A multi-use mountain bike trail traversing the ridge top of the city from Lester Park to Mission Creek	Parks and Recreation, Park Maintenance and COGGS		Include in the city-wide Trail and Bikeway Plan
Asset Management Plan	Prepare and fund an asset management and replacement plan for park infrastructure such as play equipment, buildings, trails, parking lots, lighting, etc.	Parks and Recreation, Public Works, the City Architect, and Buildings and Grounds	Prepare in 2011 Adopt by 2012	Tie replacements and management actions to annual budget and Capital Improvement Plan
Recreation Information Clearinghouse	Become the recreation information clearinghouse for all recreation programs and activities in Duluth through web and printed materials	Parks and Recreation and partners		
Cross City Trail	Connect the Lakewalk to the Munger Trail	Parks and Recreation, Planning and Public Works		Define the alignment and right of way, secure funding, begin acquisition, build trail sections as right of way and funding is available.
Park Improvements	Phased improvements to parks	Parks and Recreation, the City Architect, and Buildings and Grounds	Staff time, plans and specifications, and construction contractors	Prepare park master plans for improvement of Lincoln Park, Munger Park, Observation Park, and Portman Park
Recreation Center Improvements	Planning and improvements to recreation hub buildings and energy and accessibility improvements to other primary recreation center buildings	Parks and Recreation, the City Architect, and Buildings and Grounds	Staff time, plans and specifications, and construction contractors	<p>Duluth Heights – Prepare a concept plan and cost estimate for a new recreation center building and associated park improvements.</p> <p>Morgan Park – Arrange for public use and preservation of Morgan Park Middle School gym and pool.</p> <p>Conduct a community process to determine Piedmont building needs.</p> <p>Conduct a community process to determine Lincoln Park building needs.</p> <p>Conduct a feasibility and cost study of Washington Center/Central Hillside expansion and renovation.</p> <p>Prepare a concept plan for the Chester Bowl chalet building and surrounding area.</p> <p>Energy and ADA improvements to Harrison, Irving, Lafayette, Morgan Park, Norton Park, and Portman.</p>

(95)

LIVING PLAN

Recreation is dynamic and evolves rapidly. Park and recreation facilities as well as recreation programs and activities must be responsive to changing recreation, demographic, and community needs. A high performing recreation system regularly assesses community needs, measures satisfaction and responds to meet those needs. Inherently this means flexible and adaptive facilities and programs. It also means regular community feedback with plan refinement. Recreation ten, even five years from now, will be different from today. New recreation activities and equipment emerge (in-line skates, the mountain bike, etc) and recreation trends ebb and flow. Duluth Parks and Recreation and the community at large must desire to continually revitalize the system and programs to maximize performance and efficiency.

PARK & RECREATION DELIVERY GUIDELINES

TABLE 6.2

The following guidelines provide direction regarding the public and geographic access to recreation activities. The delivery levels range from city scale to neighborhood scale and define the expectations for the quantity and general location of a particular facility. For example, golf and indoor ice arenas are specialized facilities that are used by residents from across the City, while children's play equipment and open grass play space should be accessible at a neighborhood level.

The first consideration should always be the need, appropriateness, and

current availability. The infrastructure (field, court, path, etc.) needed for the activity to occur is the second consideration. The physical facilities and programs needed for the activity may be best delivered, modified, or created by the City; or by other service providers alone or in partnership with the City. To be feasible over time, the infrastructure and on-going operational costs for an activity must be delivered at a sustainable rate.

Delivery Level	Recreation Focus	Facility Examples	Places	Trails/Bikeways	Service Area
Within the City	Family, adult and group recreation.	Golf courses, zoos, indoor ice arenas, stadiums, natural areas, lake and river accesses.	Regional Parks and Special Use Parks	The Lakewalk, regional trails and city-wide on-street bikeways. Large loop routes.	City-wide and the Region
Within an area of the city (east, central, west)	Family, adult and group recreation.	Dedicated athletic fields, aquatics, group picnic shelters, community gathering space, off-leash dog areas, natural areas, indoor recreation facilities (gyms, etc.) and activities which are new or emerging and need to be tested before further integration into the park system.	Regional Parks, Community Parks, Special Use Parks, and Schools	Citywide trails and regional trails. Links to adjacent jurisdictions' trails and bikeways. Loop trail and bikeway routes.	Within an area of the City (roughly 3).
Within a community (groups of 2-3 neighborhoods)	Activities appeal to a wide range of recreation interests, ages and abilities.	Organized outdoor athletic facilities (ball fields, turf fields), tennis courts, shared use fields, outdoor general skating rinks, and community use facilities.	Community Parks, Schools, Recreation Center Hubs	Local off-street trail links to city-wide and regional trails. Sidewalks and on-street bikeways connecting residential areas to parks and recreation centers	1-2 mile radius, generally encompassing 2-3 neighborhoods. ½ - 1 mile radius for low mobility areas.
Within a neighborhood	Children and youth activities.	Children's play equipment, informal turf play space, and community gardens.	Neighborhood Parks and Mini Parks	Shared trails/walks within parks. Sidewalks and bike lanes connecting residential areas to parks	Walkable distance, not more than ½ mile.

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ATHLETIC FACILITY STANDARDS

TABLE 6.3

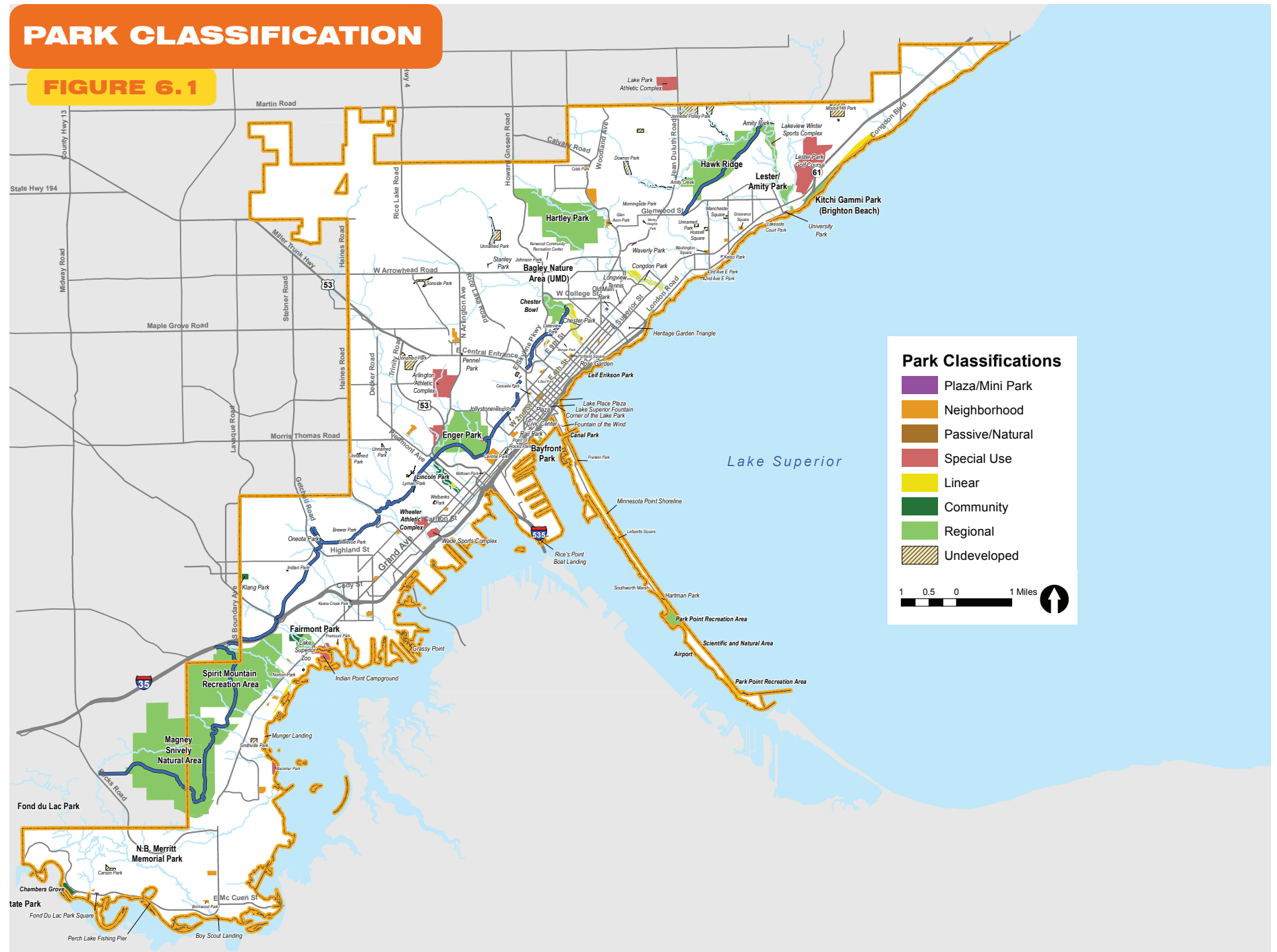
Activity/ Facility	Space Requirements	Recommended Size & Dimensions	Recommended Orientation	Minimum Number per Population	Minimum Service Area Radius	Notes
Outdoor Basketball	2,400-3,100 sq. ft.	Full court: 46' - 50' x 84' with 5' unobstructed space on all sides Half Court: 40' x 40'	Long axis north- south	Full Court: 1 per 5,000 Half Court: 1 per 3,000	½ -1 mile	Usually at a school or community park Half court typically in neighborhood parks
Hockey	22,000 sq. ft. including support area plus parking	Rink 85' x 200' (minimum 85' x 185') + additional support area Paved surface allows summer in-line skating use	Long axis north- south	Outdoor - 1/5,000 – 10,000 Indoor rinks influence demand for outdoor rinks.	Play 10-15 minutes travel time maximum	Lighted facility. Outdoor rinks usually include a general skating area. Number of rinks depends upon popularity and ability to maintain and staff
Free Skating	Minimum 20,000 SF	Varies flat terrain for ease of flooding	None	None	1-2 miles	Lighted facility
Tennis	Minimum of 7,200 SF single court	36' x 78' 12' clearance on both sides; 21' clearance on both sides	Long Axis north- south	1 court per 2,000 – 4,000	1 mile	Best in batteries of two or more. Usually concentrated at schools and community parks and/or spread throughout the city in neighborhood parks
Sand volleyball	Minimum of 2,000 SF	20' x 60' Minimum 6' clearance on all sides	Long Axis north- south	1 court per 7,500- 15,000	2 mile	Similar as other court activities (e.g., basketball, etc.) Sometimes associated with larger rental picnic shelters
Field Hockey Lacrosse	Minimum 1.5 AC	180' x 300' with a minimum of 6' clearance	long axis north to south	1 per 20,000 – 40,000	10-15 minutes travel time	Usually part of sports complex in community park or adjacent to high school

Activity/ Facility	Space Requirements	Recommended Size & Dimensions	Recommended Orientation	Minimum Number per Population	Minimum Service Area Radius	Notes
Football	Minimum 1.5 AC	160' x 360' with a minimum of 6' clearance on all sides	Same as field hockey	1 per 20,000	10-15 minutes travel time	Same as field hockey
Baseball Official	Minimum 3.0-3.85 AC	Base lines - 90' Pitching distance 60 ½' Foul lines min. 320' Center field 400'+	North northeast - South-southwest (home plate to center field)	1/city plus 1 per 5,000 -10,000plus lighted - 1 per 15,000-30,000	10-15 minute travel time	Lighted fields part of community athletic complex
Little League	Minimum 1.2 AC	Base lines - 60' Pitching distance 46' Foul lines 200' Center field 200'-250'		1 per 5,000 – 10,000	1-2 miles	
Softball	1.5 to 2.0 AC	Base lines 65' Pitching distance 50' -men, 40' - women. Fast pitch radius from plate - 225', Slow pitch 275'-320' (men) 265"-275' (women)	Same as baseball	adult fields 1/ 5,000-10,000 Youth fields 1 per 2,500 -5,000	1-2 miles 1 mile	Sight difference in dimensions for 16" slow pitch. May also be used for youth baseball
Indoor Gym Courts for Public use	10,000 SF	120' x 80'	NA	1 per 20,000	10-15 minute travel time	Usually in schools and/or community centers
Swimming Pools	Varies on size of pool & amenities. Usually ½ to 2 AC site + parking	Teaching - Min. 25' x 45' Competitive- min. 25m x 16m. Aquatic - varies. Usually has zero depth entry and spray/play feature	Indoor NA. Outdoor - None, but requires careful siting of life-guard stations in relation to afternoon sun	1 per 20,000 - 40,000 (pools should accommodate 3-5% of total population at a time)	15-30 minute travel time	Typically in a community park, school site or stand alone facility
Soccer 1 Full size 2. Age specific	1.7 to 2.1 AC	Full size: 195' to 225' x 300' to 360' with a 10' min. clearance on all sides, plus age appropriate size fields	long axis north to south	1/7,500 1/4,000 -6,000 people	1-2 miles	Number of fields depends on popularity. Multi-use opportunities with football, softball, baseball, etc Designated quality fields require irrigation or artificial turf.

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PARK CLASSIFICATION

FIGURE 6.1



PARK CLASSIFICATION & STANDARDS

TABLE 6.4

The park classifications define and clarify the intended use of each park type and indoor recreation facilities; and clarify the area served, the size, and ideal sites and maintenance expectations. Standards are particularly useful when planning for new parks within the community or when contemplating park rehabilitation projects.

The standards are not absolutes as conditions and needs vary, but they help guide investment to create a sustainable park system and to provide a reasonable level of access. These standards reflect the different levels of mobility found within Duluth. In lower mobility areas (areas with a high proportion of people aged 5-14 and 65+, households without cars, and households in poverty) the standards for access to recreation centers are based more on creating access within walking distance.

Park Classification	Use	Service Area	Size	Site/Acres	Potential Amenities	Parks in Duluth
Mini Parks and Plazas	Provides opportunities for recreation close to home, particularly where access to larger parks is limited/ not feasible. Includes plazas with limited recreational development.	1/4 mile.	Typically, less than 2 acres.	Easily accessible to neighborhood residents. Safe walking and/or biking access. Located in areas not served by larger parks or isolated areas with low population.	Outdoor - Play equipment, overlooks, court games, flexible open space, plazas, maintained landscape or natural areas. Buildings - none.	Civic Center, Ericson Place, Fond du Lac Park Square, Gateway Plaza, Historical Park (Jacob Astor), Jollystone Park, Lake Place Plaza, Liliput Park, Lost Park, Michael Colalillo Medal of Honor Park, Morley Heights Park, Morningside Park, Munger Park, Ordean Court, Pennel Park, Rev LF Merritt Memorial Park, Stanley Park, University Park, Waverly Park, Winnipeg Park
Neighborhood Park	The primary recreation facility for neighborhoods. Developed primarily for active recreation and neighborhood-scale gatherings close to home. May be the location for an existing recreation center building.	1/2 mile radius, free of major barriers such as major highways or steep topography.	2-15 acres.	Easily accessible to neighborhood residents. Safe walking and biking access.	Outdoor - Play equipment, field games, court games, and skating. Maintained landscape. Buildings - Limited number with community center buildings. Others with open shelter / rest rooms or no structures.	Birchwood Park, Cascade Park, Central Park, Central Hillside Park, Chester Park (lower), Cobb Park, Duluth Heights Community Rec Center, Endion Park, Fond du Lac Community Rec Center, Franklin Park, Fremont Park, Gary-New Duluth Community Rec Center, Glen Avon (Como) Park, Grant Community Rec Center, Grosvenor Square, Harrison Community Rec Center, Hillside Sport Court, Irving Community Rec Center, Lafayette Square, Lower Chester Community Rec Center, Memorial Community Rec Center, Merritt Community Rec Center, Morgan Park Community Rec Center, Norton Park Community Rec Center, Observation Community Rec Center, Old Main Park Piedmont Community Rec Center, Portland Square Park, Portman Community Rec Center, Riverside Community Rec Center, Washington Community Rec Center, Washington Square, Waterfront Park, Woodland Community Rec Center

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Park Classification	Use	Service Area	Size	Site/Acres	Potential Amenities	Parks in Duluth
Passive/ Natural	Open areas and natural areas that may include paths, mature trees, nature areas, gardens, and lawn areas.	Community - wide	Varies	Open spaces	Trails	Bardon's Peak Forest, Bellevue Park, Brewer Park, Colbyville Forest Park, Fond du Lac Forest Park, Greysolon Farms, Kenwood Forest Park, Lakeview Forest Park, Lester Forest Park, NB Merritt Memorial Park, Oneota Park, Southworth Marsh, Unnamed Park (Web Woods)
Special Use Park	Single-use areas such as athletic complexes, sports stadiums, ski areas, golf courses, zoo, etc.	Community - wide and regional use	Varies	Site specific.	Outdoor - sports stadium, athletic fields, tennis courts, golf course, skate park, off leash dog park. Buildings - varies with recreation use.	Arlington Athletic Complex, Blackmer Park, Boy Scout Landing, Canal Park, Enger Park Golf Course, Indian Point Campground, Keene's Creek Dog Park, Lake Park Athletic Complex (Jean Duluth Soccer), Lake View Sports Chalet, Lester Park Golf Course, Longview Tennis, Midtowne Park, Miller Creek Disk Golf Course, Munger Landing, Rail Park, Rice's Point Boat Landing, Twin Ponds, Wade Sports Complex, Wheeler Athletic Complex
Linear Parks	Narrow corridors of land that follow streams and include trails. Links neighborhood, community or other park categories.	NA	Varies	Follows natural resources, typically water.	Outdoor - Trails, trail head parking Buildings - None.	Amity Park Trail, Chester Park, Congdon Park Trail, 5th Ave Mall, 59th Ave W Park Grassy Point Trail, Hartley Park Trail Hartman Tract, Kingsbury Creek Trail, Knowlton Creek Boulevard, Lester Park Trail Lincoln Park Trail, Magney-Snively Trail, Minnesota Point Shoreline, Mission Creek Trail Mission Creek Boulevard, Park Point Trail, Piedmont Trail, Western Waterfront Trail
Community Park	Facilities that serve the entire community. May also serve visitors though this is not their primary function.	1-2 mile service radius or more	15+ acres	Site should be suited for community use, be easily accessible to the population it is intended to serve. Accessible by car, bike, walk, transit.	Outdoor - Large picnic grounds, programmed sport complexes; gardens, beach/lake access, natural areas, special features, etc. Buildings - Recreation center, maintenance buildings, rest rooms, picnic shelters, stage/band shell, etc.	Chambers Grove Park, Fairmont Park, Keene Creek Park, Klang Park, Lake Place Park, Lester Park, Lincoln Park, Strickland Park

Park Classification	Use	Service Area	Size	Site/Acres	Potential Amenities	Parks in Duluth
Regional Park	<p>Community-wide and tourist destination.</p> <p>Uses vary widely, but focus is on outdoor and natural resource based recreation and learning and/or community and visitor gathering.</p>	Region-wide (and beyond)	Varies	Site specific.	<p>Outdoor - Varies widely but can include natural areas, recreation facilities, trails, event space, etc.</p> <p>Buildings - varies maintenance buildings, rest rooms, picnic shelters, stage/band shell, etc.</p>	Amity Park, Bayfront Festival Park, Chester Bowl Park (upper), Enger Park, Lakewalk, Hartley Park, Hawk Ridge, Kitchi Gammi Park (Brighton Beach), Lake Superior Zoo, Leif Erikson Park, Magney-Snively Park, Park Point Recreation Area, Rose Garden, Spirit Mountain Recreation Area
Undeveloped Parks	City owned park land that is reserved for future use or will remain open space.	NA	Varies	Varies but may have limitations for recreation development such as steep topography or wetlands.	Decisions to add amenities will be undertaken on a case specific basis	42nd Ave E Park, 43rd Ave E Park, Bristol Beach Park, Buffalo Park, Carson Park, Downer Park, 40th Ave E & Jay St (Scott Keenan Park), Gasser Park, Hilltop Park, Indian Park, Janette Pollay Park, Johnson Park, Kelso Park, Lakeside Court Park, Lyman Park, Manchester Square, Moose Mountain Park, New Park, Pleasant View Park, Point of Rocks Park, Russell Square, Smithville Park, Vermillion Park, Wallbanks Park
Skyline Parkway	Driving, walking running, biking, in some locations horseback riding and snowmobile use.	City-wide	NA		Refer to Skyline Parkway Management Plan.	

