

# DULUTH

## Parks and Recreation master Plan



### CHAPTER 6

## Implementation and Priorities

...FOLLOWING THROUGH

A photograph of a paved road with yellow diagonal stripes and scattered dry autumn leaves. The text is overlaid in the center of the image.

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

**I**t 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
<b>Park Enterprise Fund</b>	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.
<b>Trail Plan</b>	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	
<b>School District – City Joint Powers Agreement</b>	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
<b>Publicize the Tiered Park Maintenance Policy</b>	Formalize and publicize the tiered maintenance policy	Administration and Parks and Recreation Division	By April, 2011  Staff time and signage	
<b>Building Turnbacks, Closures and Removals</b>	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
<b>Volunteer Coordinator</b>	Hire a volunteer and agreement coordinator	Departmental budget item - Parks and Recreation	2011 depending upon budget	
<b>Trail Coordinator</b>	Hire a trail coordinator	Departmental budget item - Parks or Public Works	2011 depending upon budget	

Action	Description	Responsibility	Timing and Resources	Notes
<b>Grand Traverse Trail</b>	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
<b>Asset Management Plan</b>	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
<b>Recreation Information Clearinghouse</b>	Become the recreation information clearinghouse for all recreation programs and activities in Duluth through web and printed materials	Parks and Recreation and partners		
<b>Cross City Trail</b>	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.
<b>Park Improvements</b>	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
<b>Recreation Center Improvements</b>	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.

(97)

# ATHLETIC FACILITY STANDARDS

TABLE 6.3

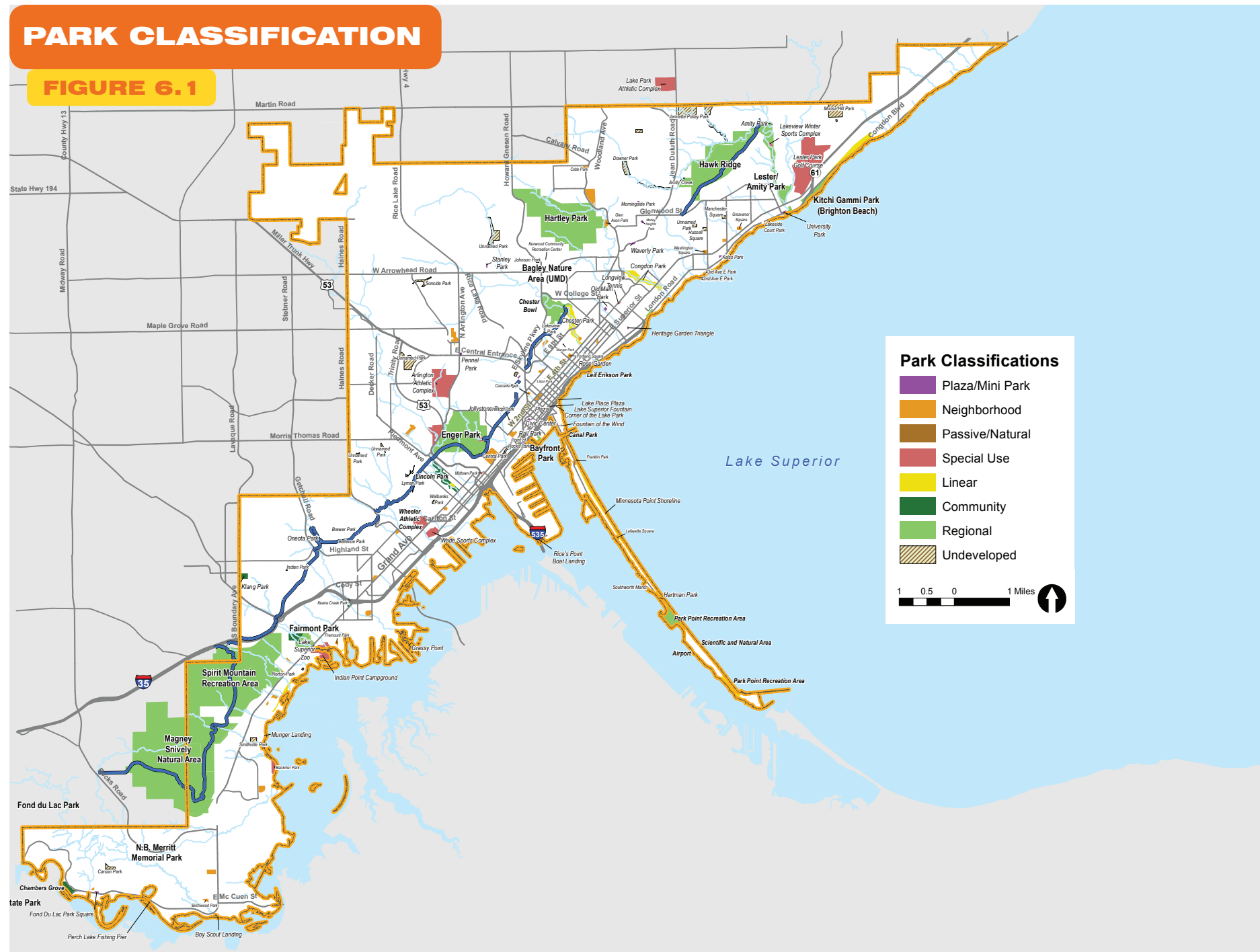
Activity/ Facility	Space Requirements	Recommended Size & Dimensions	Recommended Orientation	Minimum Number per Population	Minimum Service Area Radius	Notes
Outdoor Basketball	2,400-3,100 sq. ft.	Full court: 46' - 50' x 84' with 5' unobstructed space on all sides Half Court: 40' x 40'	Long axis north- 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.

(99)

# 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
<b>Mini Parks and Plazas</b>	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.	<b>Outdoor</b> - Play equipment, overlooks, court games, flexible open space, plazas, maintained landscape or natural areas. <b>Buildings</b> - 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
<b>Neighborhood Park</b>	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.	<b>Outdoor</b> - Play equipment, field games, court games, and skating. Maintained landscape. <b>Buildings</b> - 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

( 101 )

Park Classification	Use	Service Area	Size	Site/Acres	Potential Amenities	Parks in Duluth
<b>Passive/ Natural</b>	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)
<b>Special Use Park</b>	Single-use areas such as athletic complexes, sports stadiums, ski areas, golf courses, zoo, etc.	Community - wide and regional use	Varies	Site specific.	<b>Outdoor</b> - sports stadium, athletic fields, tennis courts, golf course, skate park, off leash dog park.  <b>Buildings</b> - 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
<b>Linear Parks</b>	Narrow corridors of land that follow streams and include trails. Links neighborhood, community or other park categories.	NA	Varies	Follows natural resources, typically water.	<b>Outdoor</b> - Trails, trail head parking  <b>Buildings</b> - 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
<b>Community Park</b>	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.	<b>Outdoor</b> - Large picnic grounds, programmed sport complexes; gardens, beach/lake access, natural areas, special features, etc.  <b>Buildings</b> - 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
<b>Regional Park</b>	Community-wide and tourist destination.  Uses vary widely, but focus is on outdoor and natural resource based recreation and learning and/or community and visitor gathering.	Region-wide (and beyond)	Varies	Site specific.	<b>Outdoor</b> - Varies widely but can include natural areas, recreation facilities, trails, event space, etc.  <b>Buildings</b> - varies maintenance buildings, rest rooms, picnic shelters, stage/band shell, etc.	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
<b>Undeveloped Parks</b>	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
<b>Skyline Parkway</b>	Driving, walking running, biking, in some locations horseback riding and snowmobile use.	City-wide	NA		Refer to Skyline Parkway Management Plan.	

