



STAFF REPORT

DATE: April 3, 2018

REGULAR

ITEM #: 16

MOTION

TO: City Council
FROM: Ben Prchal, City Planner
AGENDA ITEM: Mountain Biking – Reid Park
REVIEWED BY: Emily Becker, Planning Director

BACKGROUND:

Reid Park has expanded in size over the last few year due to development in the city. Previously Reid Park was 30 acres in size but with the park dedication lands from the Easton Village, Northport and North Star at Legacy developments the park has grown to over 45 acres. In addition, the City also owns land to the north of Reid Park that is partially used for an infiltration basin.

The topic of mountain biking at Reid Park has been brought up several times to the Parks Commission over the last few years.

June 2015

The parks commission started a preliminary discussion around Reid Park. During this discussion they created a wish list of items that they would like to see in the park, one such items was mountain bike trails "...mountain bike trail on the north side where the topography changes..." The commission then met at Reid Park for their July 20th meeting to further the development discussion.

April 2016

The parks commission had set goals for future discussion which included a connection from Easton Village, and the possibility for bike and walking trails.

May 2016

For the May meeting goals for future discussion were set to include:

Prepare for planning, use to-scale map method to look at land dedications, review notes from last public comments, and discuss access to Reid Park from Old Village and a connection from Easton Village, and the possibility for bike and walking trails.

June 2016

The parks commission had a discussion about the desired improvements to Reid Park. The first improvement listed was mountain biking trails.

"Motion by Weis, seconded by Nelson to recommend approval of PR-006 as amended. The Parks Commission voted and recommended that \$50,000 to construct mountain biking trails be procured from grants in 2018 and that \$134,250 be dedicated from the Parks Fund for other above-described improvements in 2019. A priority ranking of 3 (Important) was assigned to this project. Motion passed 6-0."

Also during the Parks Commission workshop a tentative cost to develop trials was presented.

June 2016

Finance Committee reviewed the 2017-2021 Capital Improvement Plan (CIP) which included the Parks Commissions June 8th recommendations regarding Reid Park.

August 2016

Finance Committee reviewed the 2017-2021 Capital Improvement Plan (CIP) which included the Parks Commissions June 8th recommendations regarding Reid Park.

November 2016

Planning Commission held public hearing on 2017-2021 CIP. No public comments were made. Some commissioners expressed concern about mountain biking at Reid Park and whether there was a need for it. Recommendation to Council included the Parks Commission recommendation for Reid with no amendments.

December 2016

City Council reviewed the 2017-2021 CIP at both December meetings. Council approved the 2017-2021 CIP as recommended by Finance Committee. This included the mountain biking proposal for Reid Park for 2018.

February 2017

Hank Grey, who at the time was secretary of Stillwater Area Scholastic Cycling Advocates came to speak about the riding team. Hank had requested that the city allow them to use the park for mountain biking, stating that they had used it last year (2016) but wanted permission for further use. The commission had requested staff to report back if mountain biking was allowed within the park.

May 2017

The presentation to the parks commission for the 2018-2022 CIP had indicated that \$50,000 could be received for donations to build mountain biking trails. Recommendation include modifications to PR-006, Reid Park Improvements due to concerns about park dedication funding levels. PR-006, Reid Park Improvements for \$50,000 in 2018 (this would be a grant or in-kind donation for mountain bike trails) and \$25,000 for widening the walking trails. In 2019 (tot lot, outdoor gym stations, bleachers), extending fencing, and elimination of basketball court (Phase II) for \$34,250

June, July and September 2017

Finance Committee reviewed the 2018-2022 CIP which included the revised PR-006 project description as recommended by the Parks Commission.

November 2017

The conversation continued about mountain bike trials at the Parks Commission. Staff had been directed to reach out to 3rd parties, requesting that they identify which of the Lake Elmo parks would be best suited for trials. Both of the organizations which were contacted said Reid and Sunfish.

The Planning Commission held the public hearing on the 2018-2022 CIP. No public comments. Planning Commission recommended approval of the 2018-2022 CIP with the Reid Park Improvements as recommended by the Parks Commission.

December 2017

City Council approved 2018-2022 CIP which included the Reid Park Improvements, PR-006.

January 2018

Presented SASCA proposal and MOU.

February 2018

The proposal and MOU was approved as is by the Parks Commission.

PROPOSAL:

Use:

As indicated in the attached proposal SASCA would like to install 2+ miles of mountain bike trails within Reid Park. Though the primary design for the trails would be focused around the use of mountain biking, other groups could use the trails as well. Such as hikers, walkers, trail runners, and winter users such as snow shoeing and fat tire biking.

Some things to keep in mind.

- They will not use machine equipment to build the trails. Only that which can be handheld will be used.
- They will be developing the trail with volunteer labor.
- No trees over 4 inches at the base will be cut.
- They will be using/following the International Mountain Bicycling Association (IMBA) guidelines when it comes to the design and building of the trails.
- The proposed map needs to be looked at with flexibility. The route may change due to trees (the trail will be routed around mature trees), low spots, or other features that may hinder rider and other user experience.
- As with all parks it is the responsibility of the Public Works Department to maintain all amenities within the parks system. However, in this case SASCA has agreed to specifically maintain the mountain bike trails.

Wetlands:

Reid Park has two bodies of water that reside within the park. Neither of the lakes are located in the table within the City's shoreland ordinance nor do they appear on the DNR's lake finder search. Though there is a wetland within the park that does not mean biking would be restricted.

In previous conversations flooding in the park was presented as a potential issue for the trail system. Based off what we know today Reid is a natural low area with no outlet, it is expected to hold water until the pond drains naturally. The runoff from the neighboring developments adjacent to Reid were designed to flow away from the park, not into it. Beyond that, it is unknown at this time how or if flooding will affect the proposed trails.

Impact on surrounding properties:

The park is predominately surrounded by residential properties except for the northern portion of the park. The majority of the trail is kept internal and within the tree line to avoid running along the neighboring property lines. This will also help mitigate any visual impacts. With that said staff does not anticipate bikers would cause more of a nuisance than other users within the park.

There is a pedestrian entrance from Easton Village which those residents more than likely would use as access to the park as opposed to the main entrance. There is an established entrance with a parking lot which we would ask the riding team to use when they are building the trail as well as practicing together. Staff does not anticipate users to fill the lot except on a few occasions when the park is reserved or an event is taking place.

Impact to other users:

With the added amenity it is anticipated that the number of users in the park will increase. With the user type expected to vary the majority of the proposed trail is designed to mitigate the number of times it will cross over

into another use (walking trails). The design of the trail is predominately located in areas which do not have an established use, thus not actively used. It is important that the park be a safe and useful amenity for all residents and visitors, though incidents may occur as with any use, staff feel that the proposed design is appropriate. Staff also spoke with Oak Park Heights who had trails built by SASCA and the City of Woodbury, who used other resources to build their trails. Neither municipality mentioned any notable issue with different users. Though Woodbury did say they had to rework some intersections to promote a better sightline.

Signage:

Where intersections occur trails would be marked displaying the direction of travel and expectations. SASCA has agreed to provide these intersection markers. The signs would be on both the walking trail as well as the bike trail. Furthermore, if the City would like to make an investment for the trail, signage may be placed at the entrance to further inform users of expectations as well as conditions of trails after rain events. Such as: “Riders must wait 2 hours after a rain event before trail use” and “Be good stewards remove all trash”. This type of sign is not being proposed by SASCA but instead may be an addition down the road.

Because SACA relies on donation they did not feel comfortable committing to any additional features (Signs or other) within the park.

Lighting:

There is no proposal of lighting and the regular hours of park use would still apply.

Liability:

After communication with the City insurance carrier, there would be no increase of cost by adding this amenity to the parks system. SASCA has provided proof of insurance and will include the City onto their policy.

FISCAL IMPACT:

Currently there would be no cost or increase in costs to the City. Funds would only be expended if the City would choose to make further investments into the park.

PARKS COMMISSION AND STAFF RECOMMENDATION:

Staff Comments: Given the current condition and manner in which the amenity will be added to the park, there appears to be minimal to no risk for the City financially or otherwise. The development would also provide a promising opportunity for community involvement and connection to the Stillwater School District. Also with its proximity to Easton Village and Northport it provides an opportunity for those children to have safe access to an active park. Both staff and public works, who would oversee the general maintenance and installment for the park, agree that over its lifetime this added use will not demand an increase on workload.

Though the motion passed with no amendments, comments made during the meeting led staff to include two additions to the MOU. The additions to the MOU include an annual audit which will be conducted by the City and the City will determine what the standards are for the trials. Also keep in mind the MOU which has been presented to you has been reviewed and improved by the City’s attorney.

The Parks Commission as well as Staff recommends approving SASCA’s proposal and MOU to develop mountain bike trails within Reid Park. After the presentation of the project at the February 21st meeting the Parks Commission voted to approve the proposal as is with no amendments to the plan or MOU.

Voting Outcome: 4 for yes, 2 for no, and 1 no vote.

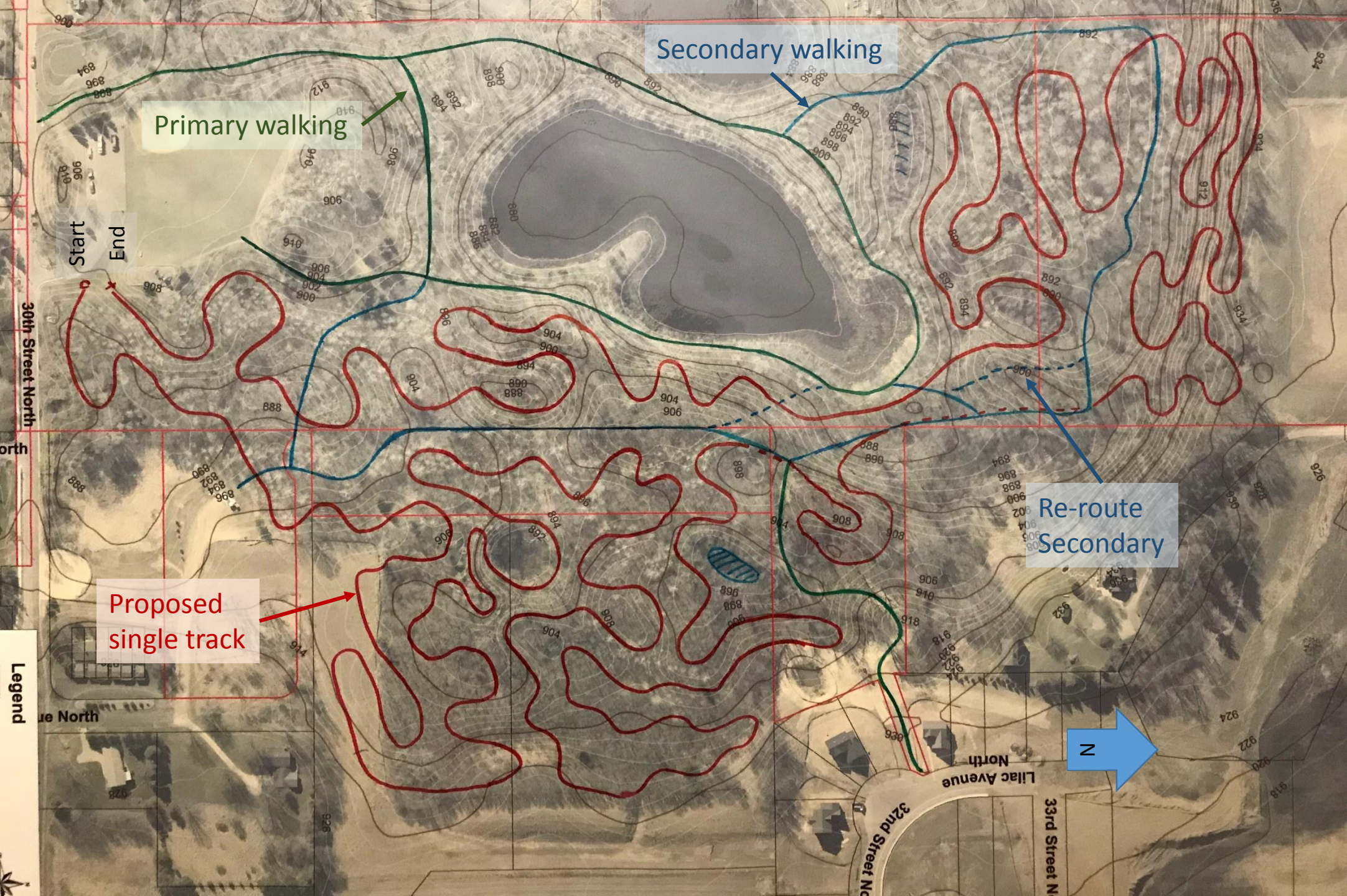
“Motion to adopt Resolution 2018-036 approving the design and construction of mountain bike trails within Reid Park.”

OPTIONS:

- 1) Approval of trail development as proposed by SASCA as well as the MOU
- 2) Deny trail development as proposed by SASCA.
- 3) Amend the proposal and recommend approval of SASCA proposal and MOU.

ATTACHMENTS:

- Concept Map
- Memorandum of Understanding (MOU)
- Proof of insurance
- Costs
- Woodbury comments relating to their trail in Carver Park
- Letter(s) from the public
 - Stillwater Activities Director and Assistant Principal



MEMORANDUM OF UNDERSTANDING

BETWEEN THE

Stillwater Area Scholastic Cycling Advocates

AND THE

City of Lake Elmo

Reid Park – Lake Elmo, MN

This Memorandum of Understanding (“MOU”), dated as of this ____ day of _____, 2018 is entered into by and between the City of Lake Elmo, a Minnesota municipal corporation and Stillwater Area Scholastic Cycling Advocates, a Minnesota non-profit corporation (“SASCA”).

SECTION 1 - INTRODUCTION AND PURPOSE

SASCA and the City are interested in promoting mountain biking as an outdoor recreation and fitness activity and in developing and maintaining quality trails for beginner to intermediate ability levels within Reid Park which is owned and operated by the City.

This MOU identifies specific projects, including the design and construction of mountain bike park trails, features, maintenance, and patrol activities, which SASCA volunteers have agreed to provide as a volunteer service to the City in Reid Park. This MOU also establishes the responsibilities and conditions under which SASCA’s volunteer service will be provided and delineates the responsibilities of the City.

SECTION 2 – OWNERSHIP OF IMPROVEMENTS

All improvements constructed in Reid Park by the City or by SASCA shall be, and remain the property of the City. All plans and documents including records, data, and other information acquired, developed or documented under this MOU shall be the property of the originating party, unless otherwise mutually agreed upon by both parties.

SECTION 3 – TERM OF MOU

The term of this MOU shall commence on March 1, 2018, and end on February 28, 2020. The City and SASCA may agree to extend this MOU for additional one year terms upon the written approval of both parties.

SECTION 4 - SASCA VOLUNTEERS

Volunteers assigned to perform the work under this MOU at Reid Park will be considered volunteers of SASCA and will be covered under the policies and procedures of SASCA in relation to volunteer organization and management. SASCA volunteers are not employees or volunteers of the City, however, they will receive training by SASCA enabling them to represent the relationship between SASCA and the City.

SECTION 5 - SASCA RESPONSIBILITIES

SASCA shall be responsible for the following at no cost to the City:

- a. Assisting the City with mountain bike trail design, construction, and maintenance in Reid Park. Trail development must conform to International Mountain Bike Association (“IMBA”) guidelines and City approved designs. The standards for trail design, construction, and maintenance shall be ultimately determined by the City. SASCA shall be responsible for designing, constructing, and maintaining the approved trails. Trail construction and maintenance may include sculpting or removing dirt as needed throughout the mountain bike park. SASCA must obtain approval from the Public Works Director prior to using any chemical treatments in Reid Park.
- b. Providing technical support to the City in determining the location and design of technical features on the mountain bike trails. Technical features must conform to IMBA guidelines and City approved designs and must be approved by the City.
- c. Providing and supervising volunteers for mountain bike trail construction, maintenance, inspection, and construction of technical features. SASCA must train and supervise all volunteers in appropriate trail construction, inspection, and maintenance techniques in accordance with IMBA guidelines. SASCA volunteers must use Reid Park’s established main entrance and parking lot.
- d. Providing its volunteers with tools and equipment. SASCA will coordinate with Public Works to determine when it is acceptable to use power tools that may be heard by neighbors. The City may make hand tools available to SASCA and its volunteers upon request through the Public Works Director.
- e. Identifying a crew leader and providing that person’s name and contact information to the City Planner.
- f. Coordinating volunteer work schedules and on-site public notification, when needed, with the City Planner and Public Works Director. If mountain bike trail construction or maintenance work will be done on the weekends, SASCA must notify the Public Works Department at least 48 hours in advance. In the event that larger equipment is needed for the trail work, notice must be given to the Public Works Department at least three days in advance.
- g. Planning and testing of mountain bike trails and technical features. SASCA volunteers may use bikes in the on-site planning and testing of technical features and trails prior to opening features to the public.

- h. In the event that SASCA is unable to safely and promptly address an identified issue with a mountain bike trail that may create an unsafe situation, the SASCA volunteer must immediately notify the City Public Works Director.
- i. Submitting recommendations to the City for any significant mountain bike trail alignment changes that may be contemplated by SASCA in carrying out its volunteer duties as outlined in this MOU.
- j. Recommending to the City for consideration the types of mountain bike trails, the locations of the trails, and types of trail signs to be used (directional, cautionary, and informational signs).
- k. Installing trail signs (if requested by City).
- l. Making recommendations to the City Planner and Public Works Director as to when to close and re-open mountain bike trails due to poor conditions or other unforeseen circumstances observed during bike patrol or maintenance activities.
- m. Providing volunteers identified and trained by SASCA as trail stewards to ride, patrol, and monitor the mountain bike trails.
- n. Reporting emergencies and non-emergency situations that occur in the mountain bike park such as suspicious activities, uncooperative behaviors, and unauthorized mountain bike park use. SASCA representatives should call 911 for emergency assistance. SASCA should contact the Washington County Sheriff's Office at 651-439-9381 for non-emergency situations.

SECTION 6 - CITY RESPONSIBILITIES

The City shall be responsible for the following:

- a. Reviewing and approving mountain bike trail designs and implementation plans for all agreed to SASCA volunteer activities.
- b. Conducting an annual audit of the mountain bike trail facilities for trail quality. The City shall share the results of the audit with SASCA so that any necessary changes can be made to improve the quality of the mountain bike trails.
- c. Purchasing materials, if needed, to be used by SASCA for maintenance and upkeep of approved technical features and trail development.
- d. Loaning hand tools to SASCA for its mountain bike trail construction and maintenance activities in Reid Park, upon request and approval of the Public Works Director.

- e. Providing support for approved work on a schedule agreed to by the City Planner and Public Works Director.
- f. Removing and disposing of yard waste (i.e. large quantities of buckthorn) generated during the construction of the mountain bike trail in Reid Park. SASCA must coordinate, in advance, with the Parks Department where and when to leave the waste.
- g. Reviewing and approving recommended technical features, trail construction schedules, and trail maintenance schedules.
- h. Recognizing SASCA's contributions for mountain bike trail design, construction, and maintenance by placing appropriate signage at a location approved by the City Planner.
- i. Notifying SASCA of mountain bike park closures or events in Reid Park which affect the use of the mountain bike park so that SASCA may post this information on its web site.

SECTION 7 – INDEMNIFICATION AND INSURANCE

SASCA and the City each agree that they will be responsible for their own acts and the results thereof and shall not be responsible for the acts of the other party and the results thereof. Each party, therefor, agrees that it will assume all risk and liability to itself, its agents, officials, volunteers, and employees, for the injury to persons or property resulting in any manner from the conduct of its own operations and its accepted responsibilities found in this MOU.

The City does not provide any warranty or certification that Reid Park is best suited for the planned uses by SASCA.

SASCA shall provide the City with a certificate of commercial general liability insurance evidencing coverage of at least \$1,000,000 of combined single limits covering claims that might be brought against SASCA or the City that arise out of the uses authorized by this MOU. SASCA must name the City as an additional insured on its policy with respect to the commercial general liability insurance. The certificate of insurance must be provided to the City Administrator prior to any trail construction commencing and subsequently not later than April 1st of each calendar year.

SECTION 8 – COMPLIANCE WITH LAWS

SASCA and its activities under this MOU must not interfere with the public's enjoyment of Reid Park. SASCA agrees that it will abide by all applicable laws and regulations, including, but not limited to, City ordinances.

SECTION 9 – TERMINATION

This MOU may be terminated by either party upon delivery of 30 day written notice to the other party.

SECTION 10 – AMENDMENT OR ASSIGNMENT OF MOU

This MOU shall not be altered, changed, or amended except by written mutual agreement of the parties. This MOU shall not be assigned by either party without the written permission of the other party. All prior agreements, resolutions, understandings, representations, whether consistent or inconsistent, verbal or written, concerning this MOU or the recreational facilities subject to this MOU are merged into and superseded by this MOU.

SECTION 11 - NOTIFICATIONS

Except as otherwise expressly provided in this MOU, a notice or other communication required by this MOU shall be delivered to the contact persons at the email addresses and phone numbers listed below:

SASCA Contacts:

Calvin Jones
SASCA Board of Director
651-472-7187
StillwaterMTB@gmail.com

Matt Lehmann
SASCA Board Member
651-387-8508
mattlehmann218@gmail.com

City of Lake Elmo Contacts:

Ben Prchal
City Planner
651-747-3911
bprchal@lakeelmo.org

Rob Weldon
Public Works Director
651-747-3941
rweldon@lakeelmo.org

SECTION 12 – EMPLOYEES

Nothing herein is intended or should be construed in any manner as creating or establishing the relationship of co-partners or a joint venture between the parties hereto or as constituting one of the parties as an agent, representative or employee of the other party for any purpose or in any manner whatsoever. Personnel assigned to perform work on the recreational facilities subject to this MOU by one of the parties shall not be considered temporary or permanent employees of the other party for any purpose whatsoever or be entitled to any rights or benefits by way of workers' compensation, unemployment insurance, medical and hospital care, sick and vacation leave, severance pay, PERA, or any other right or benefit of the other party.

SECTION 13 – SEVERABILITY

If any portion of this MOU is for any reason held by a court of competent jurisdiction to be invalid, such decision shall not affect the validity of the remaining portions of the MOU.

**STILLWATER AREA SCHOLASTIC
CYCLING ADVOCATES**

By: _____

Its: _____

CITY OF LAKE ELMO

By: _____

Mike Pearson

Its: Mayor

By: _____

Julie Johnson

Its: City Clerk



ATTACHMENT C – *Optional trail enhancements*

Option	Line item	Cost
Signage	Map at entrance	\$460
	Rules sign	\$460
	Support materials	\$150
Trail side work station	Tool stand	\$800
	Pump	\$400

All expenses shown are estimates. Options will be pursued with the Cities guidance provided funding is available either from fundraising, third party donations or directly from the City.

Below is a dialog of comments which came from Woodbury's Recreation Manager regarding Carver Lake Park, their only park with multi use trails (purpose built for mountain bikes)

Woodbury's Carver Lake Park has multiple amenities such as volleyball courts, beach, playground, and picnic areas. The park also contains 6 miles of multi-use trails which have been specifically designed for mountain bike use. With the trails being focused towards mountain bikers, all other trail users yield to them. With the trail being a one way single track, there needs to be a level of respect between riders and other trail and park users. The trails receive a wide range of cyclists from families with young kids to more mature riders. It was indicated that the majority of riders are mature professionals between the age of 30 and 40. Although there are more and more families and youth riding every year. It's also a hot spot for the HS league teams to practice and train.

It is to be understood that there could be some conflict between users especially when the trail crosses over a paved walking trail. After the trail construction they have gone back to rework the intersections to improve upon the safety and line of sight. Initially there were complaints and some are still received on occasion but they are shadowed by the amount of compliments which are received by users. Now that it has grown in popularity the park hosts youth and adult camps and clinics and one winter bike race each year.

One note (added by Woodbury staff)– This is simply and briefly explaining Woodbury's experience with our off-road cycling trail and park users. By no means are we recommending that Lake Elmo build a trail. It has to be a good fit for your community and we are not suggesting that you build or not build an off-road cycling trail.



3.16.18

Mayor Mike Pearson and City Council
3800 Laverne Ave. N.
Lake Elmo, MN 55042

RE: Stillwater/Lake Elmo Area Multi-Use Trail Development Support

To Whom It May Concern,

On behalf of the students, families, and activities hosted at Stillwater Area High School, we would like to offer our support regarding new trail development in the Stillwater area both by the County and City municipalities. The proposed multi-use trail system being considered for Reid Park located in Lake Elmo Minnesota as well as the Washington County trail connection planning that is currently being considered are all options that are exciting and meet needs specific to our students and families. Additionally with the advent of the highway 36 bridge, additional trail is being actualized, further making the Stillwater area a family destination, with trail access playing a large role. These trail development activities offer safe access to our students and provide greater opportunity for our school activities. Developing future citizens as a community school requires safe access to healthy lifestyle options which is partially answered in providing excellent access to parks and recreation areas.

What we know about healthy communities, is that more trail systems and access to parks is a priority. Specifically at Stillwater Area High School, these trail planning initiatives play a critical role in the safety and level of opportunities available to our students. Cross Country Running, Track and Field, Cross Country Skiing and the Mountain Bike Team all access and utilize trails to safely practice. All of these activities have a long standing reputation for excellence including multiple state championships over the span of 100 years. These activities serve hundreds of students annually, and increased trail and park access is viewed as a benefit to their continued vitality.

Specific to Lake Elmo, Reid Park potentially offers an additional safe venue for these teams, as well as the future development of the County trail system. Furthermore, the families (many are residents of Lake Elmo) of these students and the entire community profit through these activities as the trail maintenance in Reid Park would be completed by volunteer organizations that promote lifelong sports with little cost to the city.

It is our hope that continued development of trail systems is fully considered and embraced to foster safe, healthy communities and lifelong activities. In this light we support the development of additional trail opportunities in and around Stillwater Area High School as the benefits are cross generational.

Sincerely,

Mr. Ricky Michael
Stillwater Area High School
Activities Director

Dr. Aaron M. Drevlow Ed.D.
Stillwater Area High School
Assistant Principal