

## MINNESOTA STATE TRAILS: IMPROVEMENTS FOR THE FUTURE

# **MINNESOTA'S STATE TRAILS: IMPROVEMENTS FOR THE FUTURE**

**A REPORT SUMMARIZING A SERIES OF  
ELEVEN STAKEHOLDER MEETINGS**

**TRAILS AND WATERWAYS UNIT  
MINNESOTA DEPARTMENT OF NATURAL RESOURCES**

January 10, 1992

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Copies of this report and its Appendices are available upon request from the Minnesota Department of Natural Resources, Trails and Waterways Unit, 500 Lafayette Road, St. Paul, Minnesota 55155-4052. Or call (612) 297-1151. Toll Free (in MN) 1-800-766-6000, TDD 1-800-657-3929 or (612) 296-5484 in the Metro Area.

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## **SECTION I**

### **INTRODUCTION**

## **I. BACKGROUND**

The acquisition and preservation of abandoned railroad rights-of-way for public trail use presents a continuing challenge. The increased pace of recent rail abandonments calls for timely and coordinated efforts on behalf of trail providers. In Minnesota, rail trackage peaked at 9,400 miles in 1930. Now barely 50 percent of these corridors remain. Another 800 to 1,000 miles of track may be abandoned within the next decade. Coordinated, timely action by trail providers, trail user groups and private sector supporters is needed to retain these corridors for recreational use.

A substantial new interest has been shown in public trails both for their recreation and travel potential, and because trail users can spur local economic growth and increased tourism. This report focuses on one specific component of the complex trails issue: that of preserving linear (often rail-trail) corridors for the development of long-distance recreational trails. The report specifically addresses options for future development of Minnesota's State Trail system. The plan does not discuss, in any detail, the Department of Natural Resources' Unit Trail System or Grant-In-Aid Trails Programs. Nor does it address Minnesota Bikeways (MN/DOT-administered trails) or the state's various private or locally-administered public trails.

## **II. PURPOSE AND SCOPE**

Laws of Minnesota, 1989, Chapter 335, Article 1, Section 29, subdivision 3(k) directed the Commissioner of Natural Resources to:

"Prepare a statewide trail plan that coordinates the appropriate agencies, including the Department of Transportation rail banking program, and addresses the issue of acquisition and development priorities, procedures, and responsibilities for linear corridor opportunities."

This charge grew out of legislative interest in and support for the development of former railroad grades as multiple-use public trails. Legislators sensed the tremendous once-in-a-lifetime opportunity now before the State of Minnesota to preserve abandoned rail grades throughout the state for recreational use. From the outset, the Department

welcomed this mandate and saw the need to respond to this Legislative call for acquisition and development priorities. The DNR also recognized the opportunity to set into place a mechanism for continued dialogue with rail-trail interests (i.e., trail users and transportation interests) far into the future. Such groups have become increasingly outspoken in their calls for additional trail opportunities.

This report and its appendices summarize the results of eight trail user group meetings, a trail user group congress, an interagency strategy session and, a two-day meeting of DNR Trails and Waterways staff to identify State Trail acquisition and development opportunities. The meetings were facilitated by consultants from the State Department of Administration's Management Analysis Division. Funding support was provided by the Legislative Commission on Minnesota Resources.

This process was intended to secure broad stakeholder involvement in the identification of potential trail acquisition and development opportunities. For the first time, both trail users and trail providers were challenged to join in developing a shared trails agenda for Minnesota. Information generated as a result of this innovative exercise will be used by participants and other trail interests to pursue trail planning and development goals.

It is important to note that operational issues, such as trail maintenance and trail management (including enforcement issues), were not addressed as part of this planning exercise. Such concerns are, however, discussed in considerable detail during the master planning and site development process, which follows legislative authorization and the acquisition of State Trail right-of-way. Only then can trail planning proceed according to the original enabling legislation and within the existing framework of policies, administrative rules, and environmental guidelines that routinely apply to all DNR activities. Public participation and comment is invited at each stage of the State Trail planning process.

For a strategic vision which encompasses all of Minnesota's recreational trails, please consult the Minnesota DNR Trail Plan (1983). This comprehensive report, prepared by the DNR Trails and Waterways Unit, discusses a wide variety of trail needs and opportunities on a statewide basis. It sets forth a strategic vision for the state's recreational trail system, and it suggests strategies and actions needed to resolve major issues and to improve and enhance trail opportunities.

### **III. PLANNING PROCESS AND PARTICIPANTS**

This report documents the results of three distinct development components:

#### **COMPONENT 1: Trail User Group Meetings**

This component was designed to gather the widest possible range of opinion from eight major trail user groups:

- all-terrain vehicle drivers
- bicyclists
- cross-country skiers
- hikers
- horse riders and carriage drivers
- off-road motorcyclists
- off-road four-wheel drivers
- snowmobilers

Each user group met for two days between May 31 and June 26, 1990. A total of 110 persons represented these eight groups. Each group identified a long-term practical vision, assessed the obstacles blocking that vision, and identified strategies that could help achieve short-term goals. These sessions were intended to assist the eight user groups, by clarifying expectations and challenges, and by assuring that the trail planning process was an open, participative process. The results of the user group sessions is summarized in Appendices F - M.

As a follow-up to the individual meetings the eight trail user-groups were brought together to consider the challenges each had in common. Together, they examined the issues which would become part of the shared public trails agenda. This session, held September 27-28, 1990, resulted in the independent formation of the Minnesota Recreational Trail Users Association (MRTUA). A summary of the 1990 MRTUA Congress is contained in Appendix N.

## **COMPONENT II: Inter-Agency Strategy Session**

In November 1990, key government agencies were brought together by the DNR, Trails and Waterways Unit to develop a common strategy for preserving former rail grades for public recreational trails. Issues addressed extended beyond trail concerns and also included a discussion of inter-agency coordination needs and opportunities.

Participants represented the Department of Natural Resources, the University of Minnesota, the Metropolitan Council, the Department of Transportation, the Department of Trade and Economic Development, the State Planning Agency, the Chippewa National Forest, the City of Minneapolis, the Regional Transit Board, Minnesota Association of Regional Development Organizations and the Iron Range Resources and Rehabilitation Board. During this session, the group discussed its long-term vision, identified major barriers to attaining this vision, identified a series of priorities and made several implementation recommendations. This information is summarized in Appendix O.

## **COMPONENT III: Trails and Waterways Planning Session**

This component brought together elements of the previous discussions as the DNR's Trails and Waterways Unit sifted through the issues related to trail acquisition, development, maintenance and operations. The Unit held a two-day strategy session on March 14 and 15, 1991. This session formed the basis for the State Trail acquisition and development lists contained in this report. The session is summarized in Appendix P.

It is hoped that this planning process will help initiate a continuing dialogue between trail users and trail providers, and provide a forum for change and cooperation. Periodic plan updates will be needed depending on several factors, including the rate of rail abandonments, funding for acquisition and development, and the rail-trail activities of other governmental agencies and private organizations.

## **FOR MORE INFORMATION**

For more information about this planning process, or for copies of technical reports which led to the development of this plan, please call or write:

Minnesota Department of Natural Resources  
Trails and Waterways Unit  
500 Lafayette Road  
St. Paul, Minnesota 55155-4052  
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(612) 296-5484 in the Metro Area.

## **SECTION II**

### **RESULTS**

## **COMPONENT 1: DESCRIPTION OF THE TRAIL USER GROUPS AND THE PERSPECTIVES THEY HAVE IDENTIFIED**

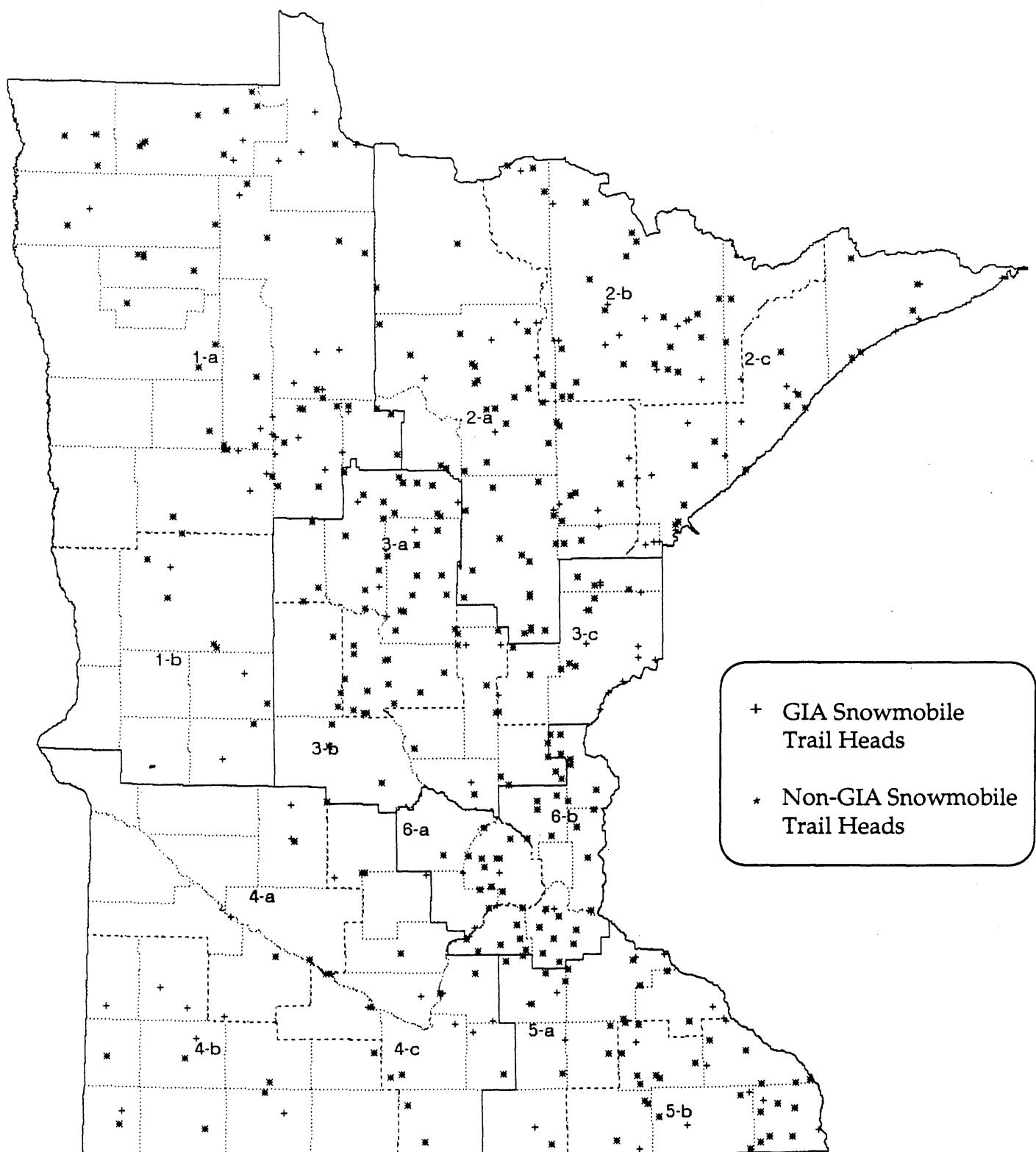
**Snowmobiling** - About 300 Minnesota trails totalling 14,100 miles are now designated as public snowmobile trail. About 12,000 miles of this total were developed through DNR grants to local units of government. The average length of these public snowmobile trails is about 45 miles. In addition to the 14,100 miles of designated snowmobile trail, provisions exist in law that provide for ditch riding and the use of frozen public waters. Records show about 191,000 snowmobiles were registered as of June 1991. This marks the fourth year of increased registrations. Single year snowmobile registrations peaked at 292,000 in 1976. Snowmobilers are very interested in trail connections and various landowner liability issues. Appendix F describes their strategic vision, as well as strategies for attaining this vision. Figure 1 illustrates the distribution of snowmobile trails statewide.

**All-Terrain Vehicle Riding** - Because of the national restriction upon three-wheeler sales and due to liability issues, the 1985 funding of ATV trails has resulted in just 58 miles of designated trail at six sites. However, 1990 did mark the first year that grants were distributed to local units of government. About 42,000 ATVs were registered with the DNR in December 1990. This is the largest number since registration began.

Like snowmobiles, ATVs may legally ride the back-slopes of public roads and on frozen public water. ATV use is, however, somewhat restricted within the Southern Minnesota Agricultural Zone between April 1 and August 1 each year. The June 1990 meetings indicated that ATV riders are most concerned about their lack of designated trails and about certain liability issues. Appendix G outlines the vision and strategies developed by ATV users in their planning session.

**Cross-Country Skiing** - The Great Minnesota Ski Pass now is required at 222 sites with over 3,000 kilometers of maintained trail. Although only about 60,000 people per year buy Ski Passes, nearly one million Minnesotans consider themselves cross-country skiers. The Ski Pass is required on about two thirds of the 320 designated public ski trails. The average length of a public ski trail is about 8 miles. The June 1990 meetings indicated that cross-country skiers are very interested in building a stronger statewide organization

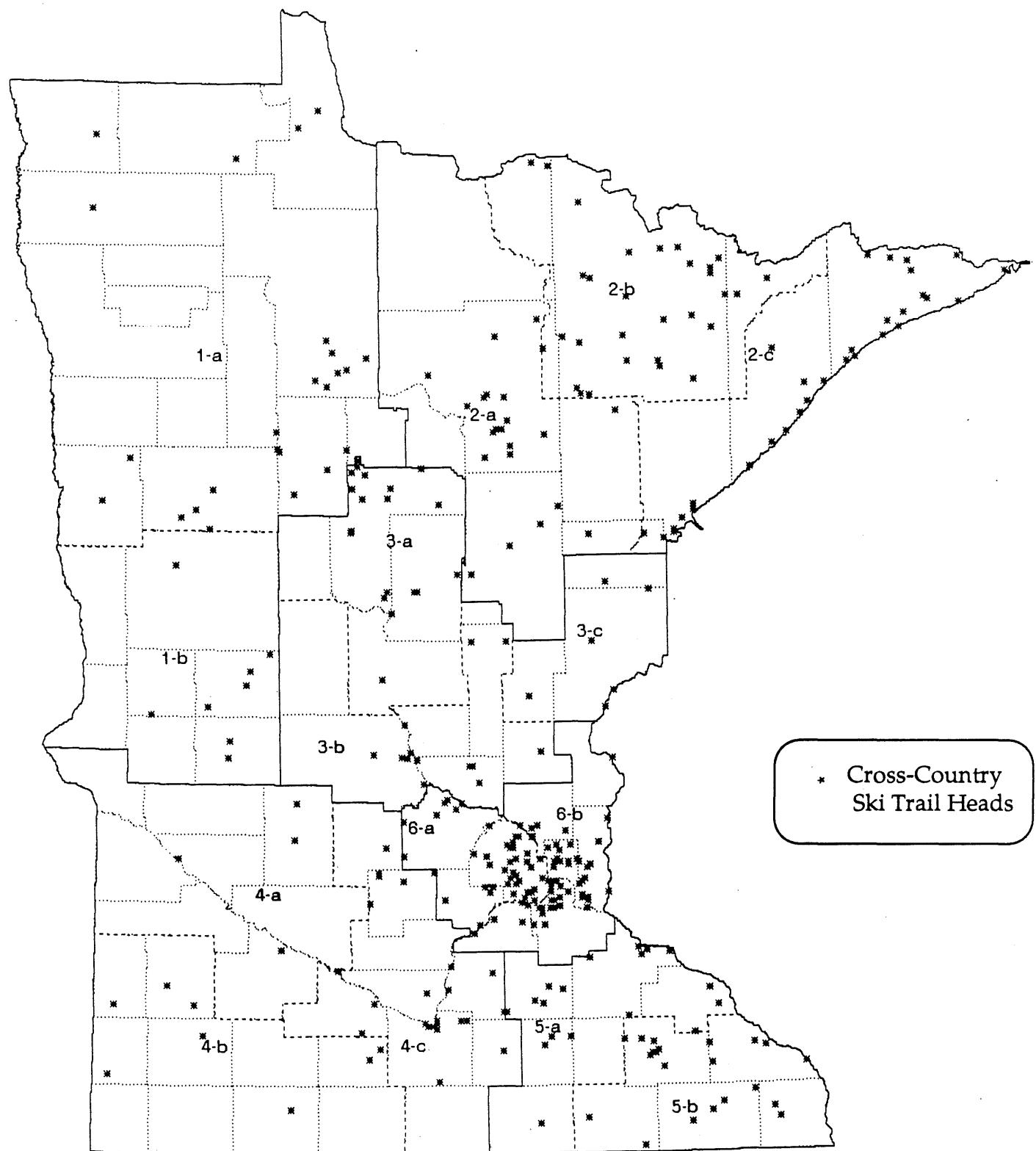
Figure 1. Public Snowmobile Trail Heads, 1991



Source: MN-DNR Office of Planning REFAC Data Base, 7-15-91

Note: Base map includes DNR T&W Region/Area boundaries and county lines.

Figure 2. Public Cross-Country Ski Trail Heads, 1991



Source: MN-DNR Office of Planning REFAC Data Base, 7-15-91

Note: Base map includes DNR T&W Region/Area boundaries and county lines.

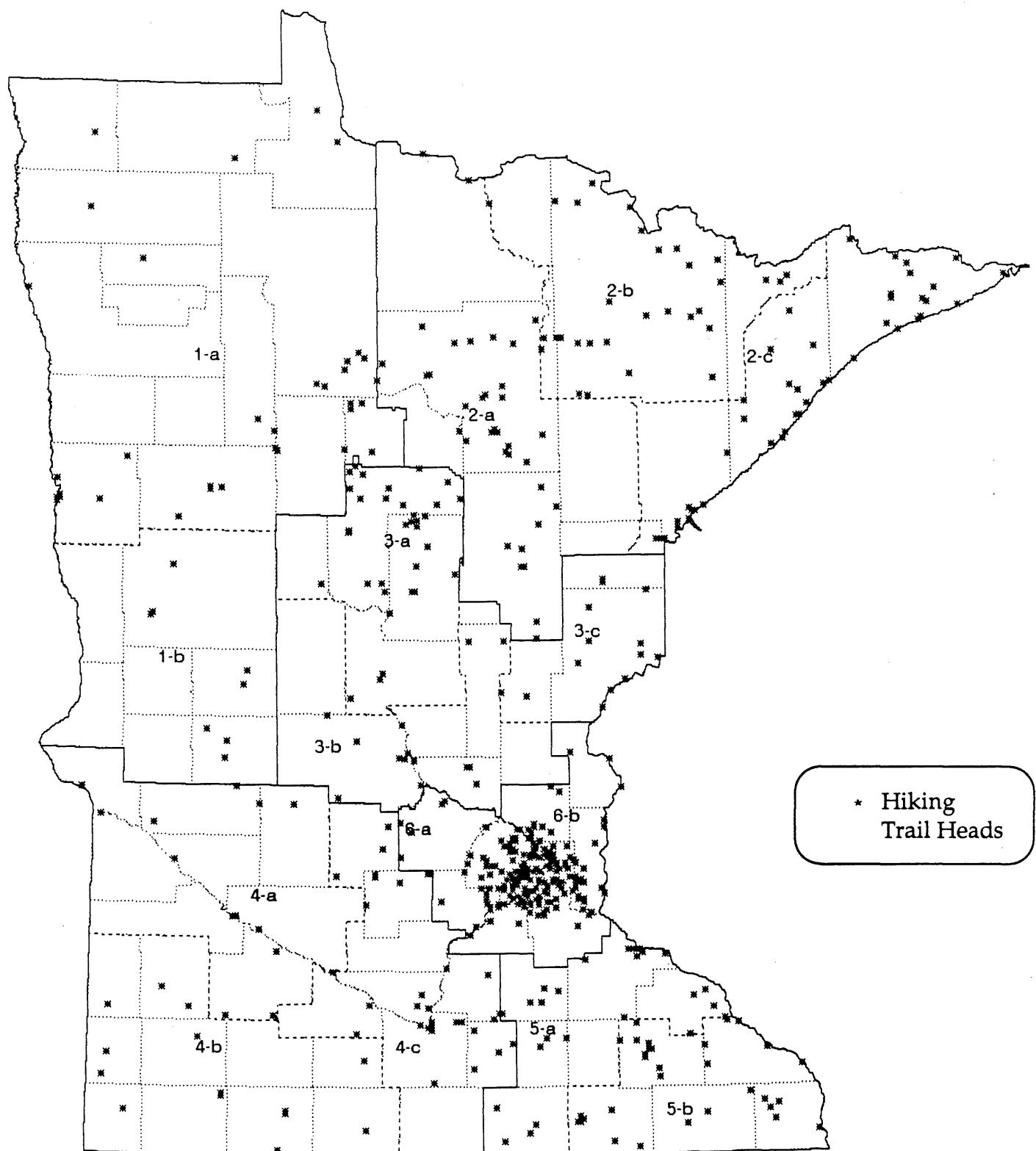
and in developing better ski trails. Figure 2 illustrates how ski trails are concentrated in the Twin Cities metro area where the largest portion of the population can access them within one-half hour drive. Appendix K presents the results of the cross-country skiers strategy session.

**Hiking** - Minnesota boasts some 550 trails totalling nearly 3,500 miles designated for public hiking. About 54 percent of this mileage is provided by DNR, 23 percent by local units of government and 13 percent is provided by federal units. The average length of hiking trails is about six miles. Hiking is second only to bicycling on State Trails. Hikers are calling for a better organization and the development of better hiking trails. Figure 3 illustrates how hiking trails are concentrated in the Twin Cities metro area where roughly half of the states population resides. Appendix H presents the results of the hikers strategy session.

**Horseback Riding** - There are 85 designated public horse trails totalling 1,200 miles in Minnesota. The average length of these trails is about 14.5 miles. Ten percent of these trails are administered locally, and two thirds of them are administered by DNR. Of the 750 miles of DNR trail, State Parks operate over 500 miles, none of which are designated specifically for draught vehicles. Horse trails also exist in certain State Forest areas under the multi-use policies of forest units. These trails are designated, signed, inventoried and are often linked to day-use recreation facilities. They receive heavy use and are very popular with equestrians. Key issues include the use of horse-drawn vehicles and the development of trails compatible for a variety of different trail uses. Figure 4 illustrates how the distribution of public horse trails coincides with the location of State Parks and State Forests. Appendix J presents the outcome of the equestrian strategy session.

**Bicycling** - In 1989, Surveys revealed that 80 percent of all Minnesota households own a bike, with 75 percent riding it in that year, and 9 percent commuting to work ten or more times per year. Minnesota offers 230 trails totalling about 730 miles of public off-road bicycle trail. Less than 250 of these miles are located on converted rail grades. In addition, about 25,000 miles of good to fair "bikeable" roads are designated on Mn/DOT's statewide bike maps. Figure 5 illustrates how public, off-road bicycle trails are concentrated in the Twin Cities metro area where population density necessitates safe and convenient trails for bicycle use. Among bicyclists, the key issues are better organization and the need to bring bicycling into the mainstream of the state's public

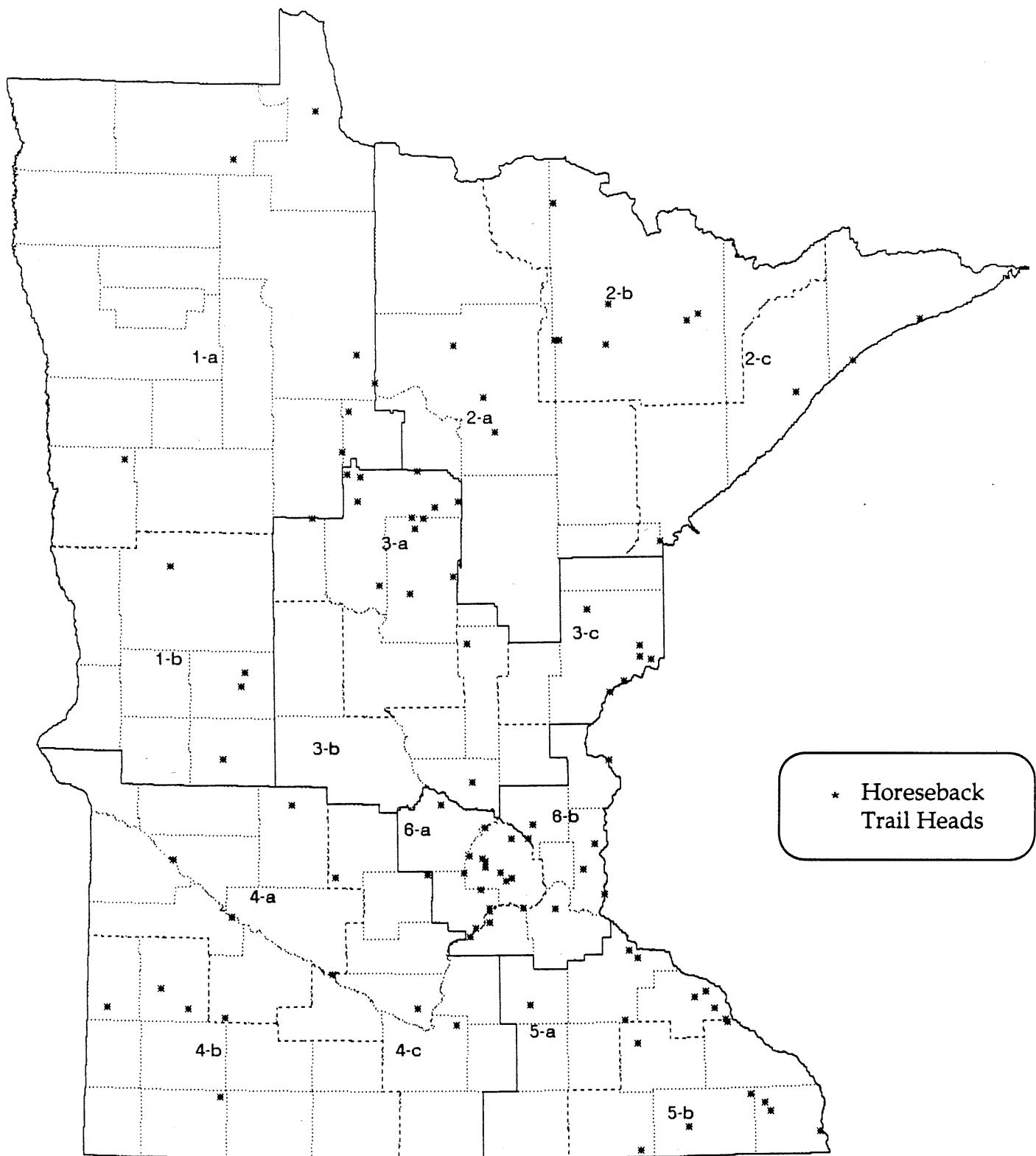
Figure 3. Public Hiking Trail Heads, 1991



Source: MN-DNR Office of Planning REFAC Data Base, 7-15-91

Note: Base map includes DNR T&W Region/Area boundaries and county lines.

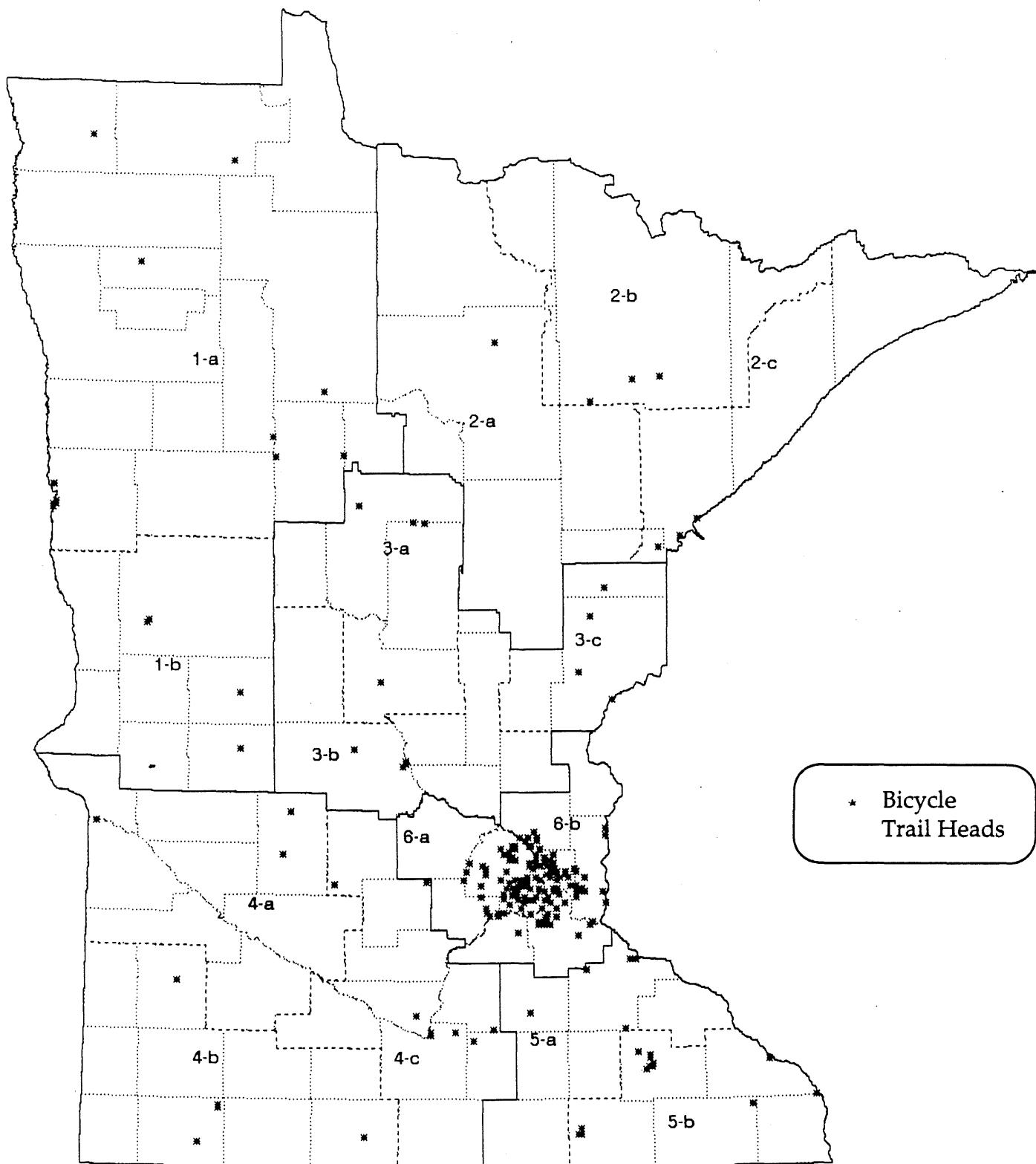
Figure 4. Public Horseback Trail Heads, 1991



Source: MN-DNR Office of Planning REFAC Data Base, 7-15-91

Note: Base map includes DNR T&W Region/Area boundaries and county lines.

Figure 5. Public Off-Road Bicycle Trail Heads, 1991



Source: MN-DNR Office of Planning REFAC Data Base, 7-15-91

Note: Base map includes DNR T&W Region/Area boundaries and county lines.

transportation discussions. Appendix L presents the results of the bicycling strategy session.

**Off-Road 4 X 4 Driving** - The state has no designated trail program for this group. Much of their currently activity takes place on forest roads, of which the DNR manages about 2,000 miles. Lesser-used portions of township roads are also commonly used. The state's township road system totals about 55,000 miles.

Issues identified by this group include the need for better organization, the loss of traditional riding areas, and the pursuit of legislation to provide for designated trails and riding areas. Appendix M presents the results of the 4 X 4 strategy session.

**Off-Road Motorcycling** - The state has no designated trail program for this group. The current use areas are similar to those used by the 4 X 4 group. This group wishes to explore possible legislation to provide designated trails and riding areas for off-road motorcyclists. Appendix I presents the results of the Off-Road Motorcycling strategy session.

## **COMPONENT II: RESULTS OF THE INTER-AGENCY STRATEGY SESSION**

An interagency meeting was held in order to put recreation and transportation needs side by side. Roles and responsibilities were sorted out on an agency-by-agency basis. This meeting not only identified areas of consensus, but it also illustrates the great task that remains. Future discussions will need to draw in landowners, legislators and agricultural interests into a broadened stakeholder discussion of corridor preservation issues. Trail users must also join in crafting a win-win strategy that capitalizes on this unique land-use opportunity. The following inter-agency strategies and recommendations were proposed in order to move the rail-trail agenda forward in a coordinated and responsible way. For more information regarding the interagency meeting consult Appendix O.

## **KEY STRATEGIES:**

### **1. Creating a more focused and participative preservation effort calls for:**

- Building stakeholder support through increased communication and collaboration.
- More clearly defining stakeholder roles and responsibilities.
- Developing an interagency plan to address corridor preservation issues and opportunities in a timely fashion.

### **2. Obtaining the needed authority and financial resources will require:**

- Expanding the Minnesota Rail Bank Program.
- Developing an advocacy strategy for working with key rail-trail interests.
- Diverse funding strategies, interim acquisition funding mechanisms, and presentation of cost/benefit data on proposed trail acquisitions to the legislature.
- Assembling relevant data, analysis and documentation in order to clarify issues.

### **3. Developing effective collaboration mechanisms will require:**

- Recognition of the complexities of corridor preservation in developing a statewide, long-term management and problem-solving strategy.
- Establishing acquisition priorities and communicating them to all stakeholders based on agreed upon plans and methods.
- A clearer definition of what "multiple-use" actually means in terms of trail maintenance, development, management and permitted trail uses.

## **KEY RECOMMENDATIONS:**

1. Develop an interagency agreement on corridor preservation (to include DNR, Mn/DOT, Metropolitan Council, Regional Transit Board and State Office of Strategic and Long-Range Planning).
2. Develop a legislative issues paper and conduct a public information forum to inform and update legislators and other non-governmental stakeholders on options for corridor preservation.
3. Sponsor a seminar on the railroad abandonment process for all identified trail providers, interested trail users and impacted landowners.
4. Collaborate on the development of a more detailed inter-agency Rail-Trail Plan. Seek local, state and federal agency input into the planning process.
5. Set up a "quick-response" mechanism to facilitate the preservation of corridors. Clarify agency roles and responsibilities.
6. Commission the University of Minnesota's Center for Transportation Studies to produce a paper addressing the economic value of existing trail corridors, including an historical prospective, a definition of agency roles, and a proposed policy statement for rail-trails development.

## **COMPONENT III: RESULTS OF THE DNR TRAILS AND WATERWAYS PLANNING SESSION**

### **1. VISION FOR THE STATE TRAIL SYSTEM**

Consistent with the Outdoor Recreation Act (MN Stat. 86A), the DNR will extend, link and upgrade existing trails where needed to further tie together the various units of the state's Outdoor Recreation System. A completed, fully connected trail system offers the maximum sustainable service to the public.

The following five key considerations will guide planning for and the development of Minnesota's State Trail system over the next five to seven years. None of these elements is exclusive of the others; rather they complement one another and none are intended to stand alone.

1. **Completeness** - Priority was given to those projects that extend, link or upgrade existing trails to make these trails more meaningful and complete.
2. **Destination** - Priority was given to those projects that provide connections between major population or service centers.
3. **Opportunity** - Priority was given to those projects that take full advantage of local political support, that leverage available funds, that harness trail user support, that build upon other desirable projects or partnerships, and those projects that are developed in response to pending rail abandonments.
4. **Tourism** - Priority was given to those projects that encourage increased local tourism and spur desirable economic development.
5. **Landscape/Aesthetics** - Priority was given to those projects that showcase Minnesota's diverse landscapes and provide exposure to significant cultural and historic features, without damaging natural plant and animal communities.

Together these elements define the shared vision for the state trail system over the next 5-7 years. It calls for trail providers to fully implement existing plans and development proposals to bring trail systems to completion. Trails should take you to a desireable destination and connect to other trails, facilities, services or amenities. Above all, trails should offer connectivity and linkage. The manner in which the five vision elements were used to rank trail opportunities is described in Appendix A.

**TABLE 1: STATE TRAIL ACQUISITION OPPORTUNITIES, 1991**

A total of approximately 2,500 miles of potential new or connecting rail-trails have been identified. These "nominations" fall into the following geographic categories:

**TABLE 1. Summary of State Trail Acquisition Opportunities. Source: DNR, Trails and Waterways, 1991.**

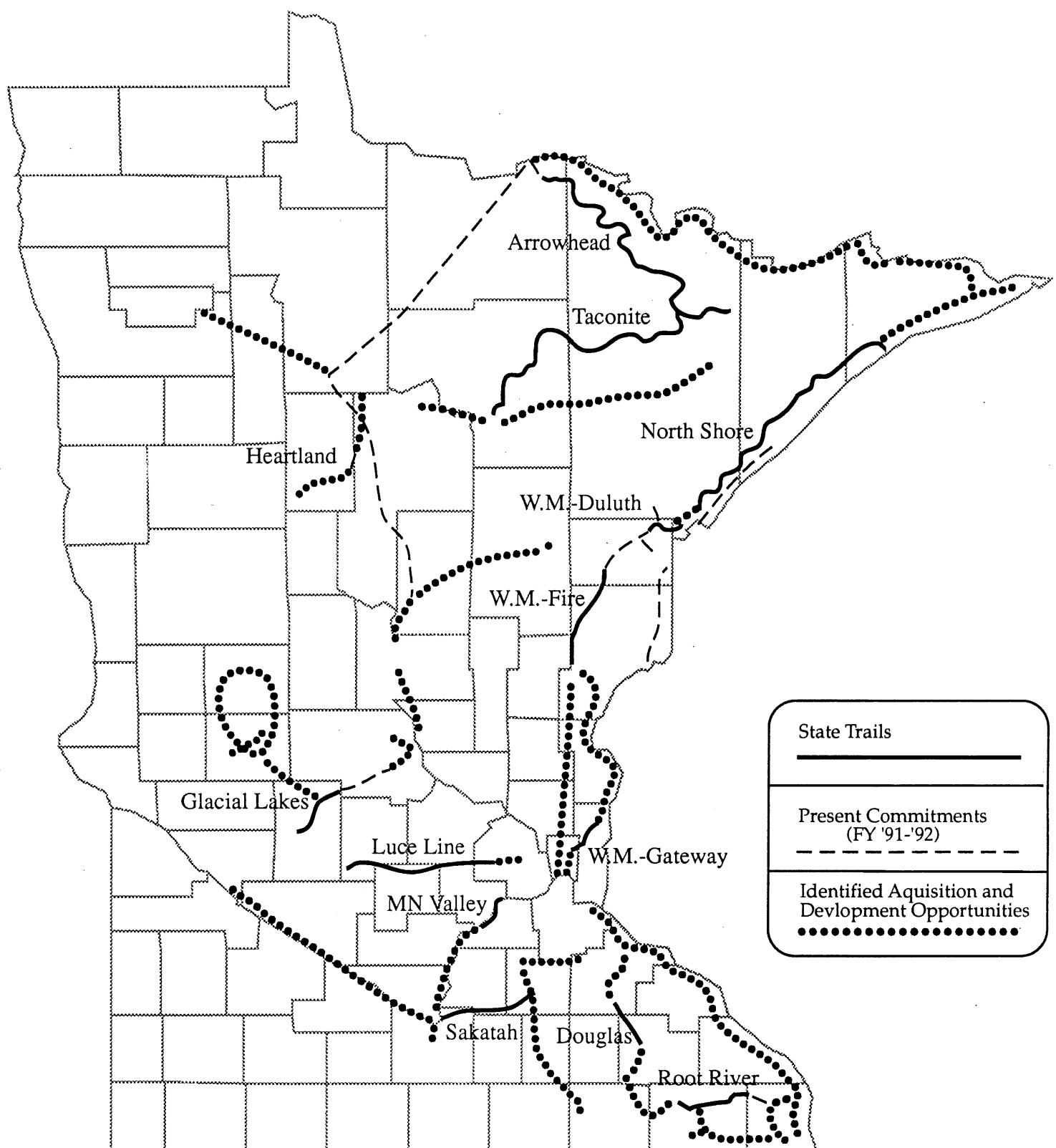
<u>Region</u>	<u>Approximate Mileage</u>
Central Minnesota	550
Twin Cities Metro	175
Northwestern Minnesota	350
Northeastern Minnesota	560
Southwestern Minnesota	215
Southeastern Minnesota	478
St. Croix River Basin	<u>160</u>
 TOTAL	2488 Miles

The proposed rail-trail alignments fall into the following general categories:

<u>Proposed Alignment</u>	<u>Approximate Mileage</u>
Abandoned rail corridors (status undefined)	650
Pending/potential railroad abandonments	260
Active and low use rail corridors	450
Unidentified alignments	<u>1128</u>
 TOTAL	2488 Miles

The following projects have been selected based upon the previously described vision for State Trails. See Appendix A for a more detailed description of project evaluation and selection methodology. The majority involve the use of abandoned railroad grades. Some of these alignments have been abandoned for many years, others are still pending, while others remain active rail corridors which are likely to be important transportation routes well into the future. Consult Appendix B to determine rail grade status. Appendix D describes all known existing rail-trail segments.

Figure 6. Summary of State Trail Acquisition Opportunities  
(supported by acquisition summary chart)



Source: MN-DNR Trails & Waterways Unit, 1991.

Table 2.  
IDENTIFIED STATE TRAIL ACQUISITION OPTIONS

Trail Nominees	Counties	DNR Region	Miles	Completeness	Destination	Opportunity	Tourism	Landscape	Status
Bemidji to Oklee	Beltrami	1	50						No feasibility study, potential RR aband.
New London-three St. Parks,(Glacial Lakes)	Douglas, Pope, Kandiyohi	1,4	140				■		Sibley St. Park- New London study started
Villard to Starbuck	Pope	1	15				■		No feasibility study, some railbanking
Willard Munger State Trail through Duluth	St. Louis	2	8	■	■	■	■	■	No feasibility study
Superior Vista, Duluth to Two Harbors	St. Louis, Lake	2	29		■	■	■	■	DNR Plan due spring'93
Grand Rapids to Schley	Itasca, Cass	2,3	34	■			■		No feasibility study
Brainerd to McGregor	Aitkin, Crow Wing	2,3	50	■					No feasibility study
Grand Marais-Canada (North Shore Trail)	Cook	2	40				■		Specific alignment needs to be identified
Grand Rapids to Coleraine	Itasca	2	7			■	■		No feasibility study
Coleraine to Babbitt	Itasca	2	80			■	■		No feasibility study
Grand Portage to International Falls	Cook, Lake, St. Louis, Kooch.	2	220				■		No feasibility study
St. Paul Gateway-Hinckley via the St. Croix	Washington, Chisago, Pine	3,6	85	■	■		■	■	Need to identify alignment
Cold Spring to St. Cloud (Glacial Lakes)	Stearns	3	15			■	■		No feasibility study
North Branch to Hinckley (Munger State Trail)	Chisago, Pine	3,6	35			■			No feasibility study
Collegeville to St. Cloud	Stearns	3	12			■	■		No feasibility study
Little Falls to St. Cloud	Benton, Morrison	3	30			■			No feasibility study
Brainerd to Camp Ripley	Crow Wing	3	20			■			No feasibility study
Red Jacket Trail, Mankato	Blue Earth, Brown	4	7		■		■		Part of County Plan
Mankato to New Ulm (MN Valley Trail)	Blue Earth, Brown	4	25			■	■		No feasibility study
Belle Plaine to LeSueur (MN Valley Trail)	LeSueur, Scott	4	16		■		■		No feasibility study
Mankato to LeSueur (MN Valley Trail)	Blue Earth, LeSueur	4	15			■	■		No feasibility study
New Ulm to Granite Falls (MN Valley Trail)	Brown, Redwood, Yellow Med.	4	70			■	■		No feasibility study
Pine Island to Red Wing (Douglas St. Trail)	Olmsted, Goodhue	5	32	■		■	■		14 miles now in DNR ownership
Isinours to Harmony (SE Bluffland Trails)	Fillmore	5	14			■	■	■	Local land donations likely
Northfield-Cannon Falls (Cannon Valley Trail)	Goodhue, Dakota, Rice	5	15	■		■	■		No feasibility study
Mississippi River Trail, St. Paul-La Crescent	Dak.,Good.,Wab.,Wino.,Hous.	5,6	140		■	■	■	■	No feasibility study
Northfield to Fairbault (Sakatah State Trail)	Rice	5	13	■					Locally initiated feasibility study
Fairbault to Blooming Prairie (Sakatah St. Trail)	Rice, Steele	5	34	■			■		No feasibility study, potential RR aband.
Root River Trail into Fountain (SE Blufflands)	Fillmore	5	1			■	■	■	No feasibility study
Rochester to Stewartville (Douglas State Trail)	Olmsted	5	13	■			■		Legal impediments to use of former RR
Beaver Creek Trail (Houston-Caledonia (SE)	Houston	5	14			■	■	■	No feasibility study
LaCresent-Harmony Trail (SE Blufflands)	Fillmore, Houston	5	50			■	■	■	No feasibility study
Forestville Trail, Preston-Forestville (SE)	Fillmore	5	9			■	■	■	No feasibility study
Houston to Hokah Flats (SE Bluffland Trail)	Houston	5	12.5			■			Legal impediments to use of former RR
Hokah Flats-La Crescent (SE Bluffland Trail)	Houston	5	5.5				■		Legal impediments to use of former RR
Fountain to Spring Valley (Root River Trail)	Fillmore	5	14	■		■			Legal impediments to use of former RR
Blooming Prairie to Austin	Mower	5	15				■		No feasibility study
Lanesboro-Brightsdale Unit (Root River Trail)	Fillmore	5	3			■		■	No feasibility study
Spring Valley to Stewartville	Fillmore, Mower, Olmsted	5	12	■					Legal impediments to use of former RR
St. Paul-Swede Hollow	Ramsey	6	7	■	■	■	■	■	Priority RTA, Cty, City Parks, Miss. R. plan
Gateway St. Trail to Wm. O'Brien State Park	Washington	6	11	■	■		■	■	Alignment needs to be identified
Gateway State Trail to Downtown St. Paul	Ramsey	6	3	■	■	■	■	■	Identified alignment, links Miss.R.plan
Luce Line to Theodore Wirth Park, Mpls.	Hennepin	6	6	■	■		■	■	Priority for Henn./Plymouth/Met Council
Maplewood through White Bear Lake-Hugo	Ramsey, Washington	6	8		■	■	■		No feasibility study, potential RTA route
Forest Lake to Hugo	Washington	6	7	■	■				No feasibility study, potential RTA route

Table 3. STATE TRAIL DEVELOPMENT PRIORITIES

Trail	Mi.	Counties	Reg.	Status
Gateway-Wild River State Park	30	Chisago, Washington	6	Master plan done; alignment needs to be identified
Emergency/disaster		Statewide	all	Presently serious service delays after disruption
Willmar-Hawick	21	Kandiyohi	4	Plan under development
Luce Line, Winsted to Cosmos	34	McLeod, Meeker	4	Severances and missing bridges
Arrowhead, Ericsburg-International Falls	7	Koochiching	2	No feasibility study.
Brainerd-Bemidji	92	Cass, Crow Wing, Beltrami	1,3	DNR made purchase offer 4-91
Root River Trail-Fountain	1	Fillmore	5	DNR owned, plan under development
Tomahawk snowmobile trail	85	Lake	2	Upgrade to state trail status
Walker-Cass Lake (pavement)	16	Cass	2	

Table 4. STATE TRAILS - PRESENT COMMITMENTS (Fiscal Years '91 & '92 appropriations)

ACQUISITIONS				
Trail	Mi.	Counties	Reg.	Status
Barnum to Carlton to Wrenshall	22	Carlton	2	Purchase appraisal in progress
Paul Bunyan State Trail	92	Cass, Crow Wing, Beltrami	1,2,3	DNR purchase completed 1-'92
Hawick to 2 miles east of Richmond	19	Kandiyohi, Stearns	4	Deed review pending
Money Creek - Houston	4.3	Houston	5	Plan initiated winter '92
Walker RR grade, May Lake-Kabekona	2.6	Cass	2	DNR acquisition pending
Cloquet to Saginaw	9.9	St. Louis	2	Potential DNR acquisition
DEVELOPMENT				
Gateway, Hwy. 694- Pine Point Park	9	Washington	6	To be completed fall '92

Table 5. STATE TRAIL REDEVELOPMENT OPTIONS

Trail	Mi.	Counties	Reg.	Status
Heartland (Park Rapids-Walker only)	28	Cass, Hubbard	1	resurface asphalt
Luce Line (Plymouth-Winsted only)	30	Carver, Hennepin	4,6	asphalt 30 miles
Sakatah Singing Hills	37	Blue Earth, LeSueur, Rice	4,5	asphalt 37 miles over present limestone

Table 6. SELECT TRAILS MANAGED BY OTHER THAN DNR T&W

Trail	Mi.	Counties	Reg.	Status
Gandy Dancer	30.4	Carlton, Pine	2	Soo Line aband.'86, managed-DNR Forestry
Bemidji -International Falls	100	Beltrami, Itasca, Koochiching	1	BN abandoned '85, MnDot railbank
D, W & P grade in Duluth	10.5	St. Louis	2	abandoned 1981, owned by City of Duluth
Moose Lake to Schley	104	Aitkin, Carlton, Cass	2,3	Soo Line aband.'87, managed by counties & USFS
Cannon Valley, State \$/local managed	30	Goodhue	5	complete asphalt on remaining limestone surfaces
Wisconsin Line-Moose Lake-Genola	103	Carlton	2,3	103 miles aband. by Soo Line in '90, mgd. by counties
Fergus Falls to Collegeville	98	Doug, Grant, Otter T., Ster, Todd	1,3	Otter Tail Valley RR aband. in '91, MnDOT Railbank
Superior Hiking Trail	130	Cook, Lake, St. Louis	2	dev. by DNR, Duluth-Grand Marais/managed-SHTA

Source: MN- DNR Trails & Waterways Unit, 1991.

**APPENDIX A**

## **APPENDICES**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

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## **APPENDIX A:**

### **CRITERIA FOR EVALUATING TRAIL ACQUISITION AND DEVELOPMENT PROJECTS**

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# CRITERIA FOR EVALUATING TRAIL ACQUISITION AND DEVELOPMENT PROJECTS

## PROJECT EVALUATION AND SELECTION CRITERIA

The following five key considerations will guide planning and the development of Minnesota's State Trail system over the next five to seven years. None of these descriptions is exclusive of the others; rather they complement one another and none are intended to stand alone. These five important vision elements have been ranked from first (most important) to fifth (least important) by Trails and Waterways staff. Each is described below.

The criteria were used to evaluate proposed trail acquisition, development and operations projects and to establish relative project priorities.

Maximum  
Points:

30

1. **Trail Completeness** (for a more complete trail system).

- Does this project link trails or trail segments (30 pts.), extend (20 pts.) or upgrade (20 pts.) the services of an existing trail?
- Does this project provide a significant improvement in user safety (20 pts.)?
- Does this project contribute to a backbone or border-to-border trail system for the intended trail users (10 pts.)?
- Free-standing, non-linking trail (0 pts.).

25

2. **Destination** (for a more destination-oriented trail system).

- Does this project improve the connections between or service to population centers? (Twin Cities link=25; Duluth=20; regional centers=15; small cities=10; no town or very small towns=0).

20

3. **Opportunity** (for a more opportunistic trail system).

- What is the level of support from local and/or state elected officials? (Strong local support, existing funding=20 pts.; some local support=15 pts.; unknown support=10 pts.; some known opposition/portions sold off=5 pts.; strong opposition=0 pts.)
- Will this project leverage any outside funds?
- Is this project part of a commitment to other projects (public or private)?
- Does this project take advantage of another project being implemented in the same place at the same time?
- Will this project stabilize or reverse any deterioration in the quality of the surrounding land use or natural habitat?
- Can this project show the timely and proper use of any user-group's user-fee revenues?

4. **Tourism** (for a more tourism-oriented trail system).

- Does this project improve connections with visitor-attracting facilities?
- Does this project encourage more over/night stays for trail users?
- Strong links=15; marginal links=10; unknown links=5; does nothing=0.

5. **Landscape/Aesthetics** (for a diverse landscape trail system).

- Does this project offer improved access to grand vistas (i.e. bluff lines, ridgelines and water bodies)?
- Does this project improve access to structures or buildings listed in, or eligible for listing in, the National Register of Historic Places?
- Does this project improve access to contrasting landscapes (i.e. open versus enclosed views of the land; natural versus built views of the land)?
- Clearly extends or links significant areas=10; unclear relationship=5; does nothing=0.

## TOTAL POINTS

**Additional Considerations:**

- **User Safety**
  - Will this action keep our clients alive?
  - Will this safety measure increase trail enjoyment?
- **Satisfy User Needs**
  - Will it meet an established need?
  - Will it contribute to better management guidelines for diverse areas?
  - Will the system work better as a result (provide a better user experience)?
  - Will it conserve and improve our facilities?
  - Will this be valuable to the general public as well as the user?
- **Cost/Benefit**
  - Will it improve maintenance efficiency?
  - Does it benefit the most people possible?
  - Does it benefit the most uses possible?
  - Is it the most cost-effective use of funds?
  - How will it protect the original investments?
- **Sole Source Potential Provider**
  - Is there anyone else likely to provide this service to the public?
- **Provide Quality Experience**
  - Will it help to be able to withstand heavier use?
  - Will it protect the resource for future use satisfaction?

- Resources to Support the Decision
  - Will maintenance personnel also be hired?
  - How will this impact upon staff morale?
  - Will it create a safer staff environment?
- Will it Advance Public Awareness?
- Consistent, Adequate Maintenance
  - Will it help us achieve a standard level of service?
  - Will our service be more consistent?
  - Will this maintenance standard meet user needs?

For additional information regarding the method used to evaluate and prioritize trails projects please consult Appendix P of this report.







## **APPENDIX B:**

### **REGIONAL TRAIL ACQUISITION AND DEVELOPMENT PRIORITIES**

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## STATE TRAIL ACQUISITION AND DEVELOPMENT OPPORTUNITIES

A total of approximately 2,500 miles of potential new or connecting rail-trails were identified by MN-DNR Trails and Waterways staff in their two-day strategy session which took place March 14 - 15, 1991. These "nominations" fall into the following geographic categories:

**TABLE 1. Summary of State Trail Acquisition Opportunities. Source: DNR, Trails and Waterways, 1991.**

<u>Region</u>	<u>Approximate Mileage</u>
Central Minnesota	550
Twin Cities Metro	175
Northwestern Minnesota	350
Northeastern Minnesota	560
Southwestern Minnesota	215
Southeastern Minnesota	478
St. Croix River Basin	<u>160</u>
 TOTAL	2488 Miles

The proposed rail-trail alignments fall into the following general categories:

<u>Proposed Alignment</u>	<u>Approximate Mileage</u>
Abandoned rail corridors (status undefined)	650
Pending/potential railroad abandonments	260
Active and low use rail corridors	450
Unidentified alignments	<u>1128</u>
 TOTAL	2488 Miles

The following projects were selected based upon the previously described vision for State Trails (Appendix A). The majority involve the use of abandoned railroad grades. Some of these alignments have been abandoned for many years, others are still pending, while others remain active rail corridors which are likely to be important transportation routes well into the future. Consult Appendix D to determine rail grade status. Trail acquisition opportunities are listed first, followed by State Trail development priorities and trail operations and program needs.



# REGIONAL LISTING OF IDENTIFIED TRAIL ACQUISITION OPPORTUNITIES

(Key to abbreviations: CNW = Chicago North Western Railroad, CMSTP&P = Chicago, Milwaukee, St. Paul and Pacific Railroad, BN = Burlington Northern Railroad)

## 1. SOUTHEAST MINNESOTA (estimated 435 miles)

- Root River State Trail Extensions: (123 miles)
  - Money Creek to Houston (4.3 miles - along river bank). The following segments are part of the SE Blufflands Trail System proposal:
    - Houston to Hokah Flats (12.5 miles of 1980 abandonment of Milwaukee Road)
    - Hokah Flats to LaCrescent (5.5 miles, abandoned 1980 by Milwaukee Road)
    - Lanesboro to Brightsdale Unit (3 miles?)
    - Fountain to Spring Valley = (14 miles abandoned 1980 by Milwaukee Road)
    - Isinours Junction to Preston to Harmony (14 miles, abandoned 1976 by Milwaukee Road; some land donated by communities)
    - Root River Trail into Fountain (1.0 mile; alignment undefined)
    - Beaver Creek Trail (14 miles Houston to Caledonia; alignment undefined)
    - LaCrescent to Harmony Trail (50 miles; alignment undefined)
    - Forestville Trail (9 miles; Preston to Forestville; alignment undefined)
- Connect Douglas State Trail and Cannon Valley Trail (19 miles additional acquisition; 32 miles Pine Island to Red Wing; 1966 Chicago Great Western Railroad abandonment; 13 miles already owned by DNR)
- Sakatah Singing Hills State Trail Extensions (100 miles):
  - a. Faribault to Austin: (49 miles)
    - Faribault to Blooming Prairie (34.4 miles - potential Soo Line abandoned)
    - Blooming Prairie to Austin (14.8 miles - active Soo Line)
  - b. Austin to Manley (Lyle, on Iowa line; 11 miles; 1981 CNW abandonment)
  - c. Austin to LeRoy (26.3 miles; CMSTP&P abandonment)
  - d. Mankato to LeSueur (15 miles; Mankato to Kasota, 4.6 miles CNW grade abandoned 1937; Kasota to LeSueur 10.4 miles active CNW grade)
- Mississippi River Trail (140 miles; St. Paul to Iowa Border; St .Paul to Winona)
  - Black Bird Junction (south of Hastings) to Island Siding (Red Wing); 11.5 miles, CMSTP&P abandoned 1943); approx. 3 miles administered by DNR.

## TRAIL ACQUISITION OPPORTUNITIES (continued)

- Connect Douglas State Trail to Root River State Trail (39 miles; Rochester to Fountain)
  - Fountain to Spring Valley (14.3 miles; 1980 Milwaukee Road abandonment)
  - Spring Valley to Stewartville (12.3 miles; 1977 CNW abandonment)
  - Stewartville to Rochester (12.6 miles; 1979 CNW abandonment)
- Connect Sakatah-Singing Hills State Trail and Cannon Valley Trail (27 miles; Faribault to Cannon Falls)
  - Faribault to Dundas (9.9 miles; 1978 CNW abandonment)
  - Northfield to Dundas (2.4 miles; 1981 CNW abandonment)
  - Northfield to Cannon Falls (14.7 miles; 1918 CMSTP&P abandonment)
- Spring Valley to Ramsey to Blooming Prairie (41 miles)
  - Spring Valley to Ramsey (29.4 miles abandoned 1980 by Milwaukee Road - includes 4.8 miles of Wild Indigo SNA)
  - Ramsey to Blooming Prairie (11.8 miles active Soo Line)

### 2. ST. CROIX RIVER BASIN (estimated 160 miles)

- Willard Munger State Trail Extensions: (160 miles)
  - a. Acquire Barnum to Carlton (1980 BN abandoned) to Wrenshall (1984 BN abandoned) both these sections total 22.4 miles
  - b. Cornelian Junction to Hinckley (St. Croix Valley) est. 85 miles (plus 20 miles within St. Croix State Park)
    - Only abandoned RR = 2.4 miles Franconia to Taylor's Falls (Northern Pacific 1948)
  - c. Hinckley to Hugo (59 miles)
    - Hugo to Forest Lake (7.4 miles; abandoned BN railway 1987)
    - Forest Lake to North Branch (17 miles abandoned 1989 BN)
    - North Branch to Hinckley (35 miles; active BN)

### 3. CENTRAL MINNESOTA (estimated 550 miles)

- Glacial Lakes State Trail Extensions: (174 miles)
  - Hawick to Cold Springs (19 miles, 1988 BN abandonment)
  - Cold Springs to St. Cloud (14.7 miles, active BN grade)
  - New London to Sibley, Glacial Lakes and Lake Carlos State Parks - about 140 miles; no alignment defined; non-motorized proposed by Glacial Lakes Trail Association; Douglas County = 47 miles, Pope County = 56 miles, Kandiyohi County = 16 miles)

## TRAIL ACQUISITION OPPORTUNITIES (continued)

- St. Cloud to Fergus Falls: (110 miles)
  - Fergus Falls to Avon (94 miles) abandonment pending, Ottertail Valley RR
  - Avon to Collegeville (4 miles) abandonment pending, Ottertail Valley RR
  - Collegeville to St. Cloud (11.6 miles active BN line)
- Brainerd to St. Cloud (51 miles)
  - Brainerd to Camp Ripley (20 miles; 1981 BN abandonment)
  - Camp Ripley to Little Falls (9 miles active BN grade)
  - Little Falls to St. Cloud (30 miles; active BN transcontinental route)
- Brainerd to McGregor (50 miles active BN grade; linking future Paul Bunyan State Trail and Soo Line, i.e. Moose Lake to Schley).
- Little Falls to Sauk Center (37 miles abandoned by BN 1972)
- Sauk Center to Starbuck (29 miles)
  - Sauk Center to Villard (14 miles abandoned by BN 1972)
  - Villard to Starbuck (15 miles abandoned by BN 1981; includes some MnDOT railbanking)
- Willmar to Granite Falls (33 miles active BN grade)
- Brooten to Genola (potential 63 mile Soo Line abandonment)
  - would link to the 103 mile Soo Line abandonment of 1990 (Genola to Wisconsin Line) purchased by rail authority

### 4. NORTHEASTERN MINNESOTA (estimated 560 miles)

- Iron Range Trail: (87 miles)
  - Coleraine to Babbitt (80 miles total; 23 miles from Hibbing to Virginia identified on BN abandonment)
  - to Grand Rapids: additional 7 miles
- Acquire to allow for multiple use on the west end of Taconite State Trail
- Continuous trail through Duluth (18.5 miles; Munger State Trail to French River along shore within city limits)
- Duluth to Two Harbors "Superior Vista Trail" (29.4 mile grade; 1986 Duluth, Missabe and Iron Range Railroad abandonment; acquired by rail authority; and in use presently by tourism train; study authorized by MN Laws 1991, Chapter 254, Art. 2, Section 13.)
- Duluth By-Pass (est. 30 miles; to link Duluth-region by GIA snowmobile trails)
  - north of the built-up Duluth area
- Cloquet to Saginaw (9.9 miles; 3-91 Duluth and Northeastern Railroad abandonment)
- Grand Marais to Canada (est. 40 miles; extension of North Shore State Trail)

## TRAIL ACQUISITION OPPORTUNITIES (continued)

- Canadian Border Trail (est. 220 miles; Grand Portage to International Falls)
- Upgrade, acquire Tomahawk Trail to state trail status (85 miles)
- ORV Park near Babbitt
- Grand Rapids to Schley (34 miles; currently an active BN main line)
- North Shore State Trail ("right to occupy" issues arising on certain parcels)
- Taconite State Trail ("right to occupy" issues arising on certain parcels)

### 5. SOUTHWESTERN MINNESOTA (estimated 215 miles)

- Acquire railroad R.O.W. from Worthington to South Dakota border if ever abandoned (this 43 mile grade is currently an active railroad of Buffalo Ridge Rail Authority)
- Accept gift of R.O.W. from Ormsby to St. James; a 9.4 mile CNW grade abandoned in 1969 (managed by Section of Wildlife; willing to transfer it)
- Mankato to New Ulm (25 miles; Sakatah-Singing Hills State Trail extension in Minnesota River Valley).
- Pipestone to Lake Shetek State Park (45 miles; part of Casey Jones State Trail; 12 miles acquired in 1968 from 1962 abandonment of CNW rail grade; other portions held by DNR-Division of Fish and Wildlife; currently used as GIA snowmobile trail; no master plan)
- Minnesota River Valley (70 miles est. New Ulm to Granite Falls)
- Red Jacket Trail (7 miles; Mankato to Rapidan abandoned by Milwaukee Road 1978) present landowners now interested in such a trail; one severance at Mt. Kato Ski Area.
- Marshall to Lynd (6.6 miles active BN grade).
- Worthington to Pipestone
  - Worthington to Lismore (21 miles Rock Island Railroad abandoned in 1982; alignment mostly sold and obliterated).
- Pipestone to Lismore (31 miles, abandoned by Rock Island Railroad in 1969).

### 6. NORTHWESTERN MINNESOTA (est. 350 miles)

- Bemidji to East Grand Forks (105 miles):
  - Bemidji to Plummer = 58.4 miles (50 miles. Bemidji to Oklee = potential abandonment)
  - Plummer to Red Lake Falls = 12 miles (no RR alignments)
  - Red Lake Falls to Key West = 24.6 miles abandoned by BN in 1972 (status of ownership unknown)

## TRAIL ACQUISITION OPPORTUNITIES (continued)

- Key West to East Grand Forks = 9.5 abandoned by BN in 1982 (status of ownership unknown)
- Detroit Lakes to Moorhead (47.6 miles; active BN grade).
- Paul Bunyan Trail (92 miles; Brainerd to Bemidji; 1985 BN abandonment; 1-91 acquisition negotiations with DNR in progress)
- Little Fork to Baudette to Upper Red Lake; est. 100 miles

### 7. TWIN CITIES METRO MINNESOTA (estimated 160 miles)

- Almost all abandoned railroad grades in metro area (estimated 100 miles of alternate/shared use corridors).
  - Metro Council is currently studying rail traffic flow patterns.
  - St. Paul (Swede Hollow) to Maplewood = 6.5 miles abandoned by BN in 1987 (acquisition by county and city pending; potential light rail transit route; would cross Munger State Trail)
  - Maplewood to White Bear Lake to Hugo (active BN est. 8 miles; potential light rail transit route).
  - Forest Lake to Hugo (7.4 miles abandoned 1987 BN).
- Princeton to Elk River (18.7 miles 1984 BN abandonment).
- Willard Munger State Trail Extensions (14 miles).
  - Complete Gateway Segment (Carnelian Junction to William O'Brien State Park; 11 miles, no tentative alignments)
  - Extend Gateway Segment to downtown St. Paul (3 miles; alignment not defined)
- Acquire trail right of way east of existing Luce Line State Trail (east of I-494 in Plymouth) to bring trail to Theodore Wirth Regional Park in Golden Valley (6.3 miles active, but low-use CNW grade).
- Minnesota Valley State Trail Extension (16 miles).
  - Belle Plaine to LeSueur



# REGIONAL LISTING OF STATE TRAIL DEVELOPMENT PRIORITIES

(Abbreviations: WMA = Wildlife Management Area, BN = Burlington Northern Railroad, GIA = Grants-in Aid)

## 1. SOUTHEASTERN MINNESOTA (undetermined mileage)

- Non-motorized and limited motorized trails in Whitewater WMA
- Root River State Trail (one mile extension from Fountain east along Co. Road 8 to trailhead)
- Committed to developing portions of Pine Island to Red Wing grade; partly DNR owned and operated as snowmobile trail.

## 2. ST. CROIX RIVER BASIN MINNESOTA (30 miles)

- Wild River State Park to Gateway Segment of Munger State Trail
  - About 30 miles, with no clearly defined alignment proposed.

## 3. CENTRAL MINNESOTA (223 miles)

- Glacial Lakes State Trail (Willmar to Hawick 20.7 miles treadway development)
- Glacial Lakes State Trail (Hawick to Cold Spring)
  - This 18.7 mile BN grade was abandoned in 1988 and is currently being appraised for purchase.
- Develop/Complete Luce Line State Trail - (34 miles; bridges and treadway (between Winsted and Cosmos)
- St. Cloud to Fergus Falls (98 miles Fergus Falls to Avon - pending abandonment by Ottertail Valley Railroad; 14.6 miles Avon to St. Cloud - active BN grade)
- Sakatah-Singing Hills State Trail (37 miles repaved with bituminous - replacing crushed limestone from Mankato to Faribault)

## 4. NORTHEASTERN MINNESOTA (266 miles)

- Barnum to Carlton Grade (not yet acquired; treadway development; extension of Munger State Trail); 17.5 mile BN grade abandoned in 1980)
- Complete Arrowhead State Trail (5 to 8 miles; to minimum standards; complete alignment into International Falls)
- Grand Marais to Grand Portage and Canada (North Shore State Trail extension)
  - 40 miles developed for snowmobiling
- Pengilly to Alborn treadway development (38.5 miles Duluth, Missabe and Iron Range Railroad grade abandoned in 1977, used as GIA snowmobile trails, title cleared by DNR in 1991).

## **TRAIL DEVELOPMENT PRIORITIES (continued)**

- Link former Duluth, Winnipeg and Pacific grade with Munger State Trail in Duluth (to form a loop trail; probably an asphalt treadway)
  - 10.5 miles of the DW&P (including a tunnel) were abandoned in 1981; City of Duluth now owns the R.O.W.
- Upgrade 85 mile Tomahawk Trail (GIA snowmobile) to state trail status

### **5. SOUTHWESTERN MINNESOTA (undetermined mileage)**

- Develop an interconnecting GIA snowmobile system in Area 4B (mileage unknown; extreme SW Minnesota)
- Develop Casey Jones State Trail (11 miles; Pipestone to Woodstock; no master plan exists).

### **6. NORTHWESTERN MINNESOTA (266 miles)**

- Paul Bunyan Trail (Brainerd to Bemidji; blacktop Brainerd to Pequot Lakes; treadway and bridges entire length; add staff for increase in workload) (DNR purchase of this 92 mile BN grade abandoned in 1985 is pending)
- Bridges/Culverts for Blue Ox and Voyageur Trails - (Bemidji to International Falls; entire 107 mile length is currently in the railbank program)
- Heartland State Trail - (16 miles paved from Walker to Cass Lake; in conjunction with the proposed 92 mile Paul Bunyan Trail)
- Fund cross-linkage between Paul Bunyan Trail and existing GIA snowmobile trails (mileage unknown).
- Baudette to International Falls (proposed 60 mile GIA snowmobile trail)
- Walker railroad grade (2.6 miles Heartland State Trail extension from May Lake to Kabekona Bay; 1985 BN abandonment).

### **7. TWIN CITIES METRO MINNESOTA (49 miles)**

- Luce Line State Trail (32 miles; Plymouth to Winsted - asphalt pavement); pending outcome of public hearing on its desirability.
- Gateway Segment Munger State Trail (St. Paul to Pine Point Park) (westernmost 1.6 miles are now paved with asphalt, 17 miles to be paved within one year)

## **TRAIL OPERATIONS AND PROGRAM NEEDS**

### **1. SOUTHEASTERN MINNESOTA**

- Nothing identified uniquely to this area.

### **2. ST. CROIX RIVER BASIN**

- Adequate Area Buildings/Offices Moose Lake

### **3. CENTRAL MINNESOTA**

- Continue Up-Grading of Pillsbury State Forest Trails

### **4. NORTHEASTERN MINNESOTA**

- ATVs on Taconite State Trail
- Interpretive Program for Taconite State Trail
- Complete Rehabilitation of the Heartland State Trail, Especially Surface & Bridges
- Improve North Shore State Trail
  - reconstruct bridges
  - get a second state groomer
  - finish the trail
  - hire a trail manager

### **5. SOUTHWESTERN MINNESOTA**

- Provide Funds for Maintenance & Operations in Area 4B for Casey Jones State Trail (extreme SW Minnesota)

### **6. NORTHWESTERN MINNESOTA**

- Nothing identified uniquely to this area.



## TRAIL OPERATIONAL PROGRAM NEEDS (continued)

### 7. TWIN CITIES METRO MINNESOTA

- Adequate Area Buildings/East and West Metro
- Staff & Equipment - Full Staff in Metro Area

### 8. STATEWIDE CONCERNS

- Treadway Preservation (save the blacktop)
- Additional Money for an Expanded Maintenance Program on Existing Trails (i.e., Luce Line bridges, horse trail, etc.)
- Enhanced Summer Maintenance (on all state trails - non-motorized users)
- Assess Multi-Use Opportunities on Existing Trails - Implement Where Feasible
- Statewide Trail Conference
- Groomer Replacement Rotation
- Provide Trail Managers for State Trails
- Implement a Vegetation Management Program
- Statewide Trail Coordinator Position
- Nonmotor (Bike) Funds
- Emergency/Disaster Fund
- Trail Maintenance & Improvement Funds for All State Trails
- Statewide Interpretive Improvements/Materials (especially on Luce Line)
- Adequate Operational Staffing
- Trail Managers promoted to Spec I level or higher
- Certain Personnel Issues Should be Addressed
- Adequate Field Offices & Buildings
- Statewide Snowmobile Signing
- Complete the Remaining Issues of Trail Explorer for Full State Coverage
- Equipment in Place
- Accelerate Visitor Services Efforts
- Provide Operations Buildings/Facilities for State Trails
- Bridge Maintenance Program







**APPENDIX C:**  
**EXTERNAL COMMUNICATION NETWORK**

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## EXTERNAL COMMUNICATION NETWORK

### I. TRAIL USER NETWORKS

This strategy focuses upon user organizations, publishers, non-state agencies and businesses.

Objectives: To facilitate trail user participation in the trail plan process; to enable the active, positive participation in the trail user's own future; to create a connected, on-going working relationship between trail users and the Department of Natural Resources (DNR).

#### Components of Implementation:

1. Identify editors of all user publications.
2. Write for individual user group interests.
3. Report to June meeting participants/contacts.
4. User-group trail congress report to editors and participants.
5. Feedback built into all phases of planning process.
6. Develop a press event for editors of user-group publications.
7. Technical assistance from DNR's Bureau of Information and Education.
8. Press release on trail congress.

#### A. Snowmobiling/Dogsledding

##### 1. Organizations

- a. Mr. Doug Swenson, President  
International Snowmobile Association  
1525 East 39 Street  
Hibbing, Minnesota 55746
- b. Dr. Bill Kullberg, President  
Minnesota United Snowmobilers Association  
5245 Edsall Road  
Mound, Minnesota 55364
- c. Mr. Roy W. Muth, President and Chief Executive Officer  
International Snowmobile Industry Association  
3975 University Drive - Suite 310  
Fairfax, Virginia 22030
- d. John Beargrease Sled Dog Marathon Headquarters  
Box 500  
Duluth, Minnesota 55801

##### 2. Publications

- a. Snowmobile Magazine  
Ehler Publishing Group, Inc.  
319 Barry Avenue South - Suite 110  
Wayzata, Minnesota 55391

- b. SnoWest Magazine  
Harris Publishing, Inc.  
520 Park Avenue  
Idaho Falls, Idaho 83402
- c. Minnesota Snowmobiling  
Bulls Eye Communications  
19285 Highway 7 - Suite 4  
Excelsior, Minnesota 55331
- d. American Snowmobiler  
Recreational Publications, Inc.  
P.O. Box 25182  
7582 Currell Boulevard - Suite 212  
Saint Paul, Minnesota 55125

### 3. Retail Sector

- a. Waldoch Sports Inc.  
Mr. John Waldoch  
13824 Lake Drive  
Forest Lake, Minnesota 55025  
(612) 464-5776 - work
- b. Garceau Hardware  
Mr. Dave Garceau  
3429 Centerville Road  
Vadnais Heights, Minnesota 55127  
(612) 483-0292 - work

## B. Hiking/Backpacking

### 1. Organizations

- a. American Youth Hostels (AYH)  
YMCA Building - Room 203  
30 South Ninth Street  
Minneapolis, Minnesota 55402
- b. Carpenter Saint Croix Valley Nature Center  
12805 Saint Croix Trail  
Hastings, Minnesota 55033  
(612) 427-4359
- c. Environmental Trekking Program  
American Lung Association of Hennepin County  
1829 Portland Avenue  
Minneapolis, Minnesota 55404  
(612) 871-7332

- d. Iowa Trails Council Inc.  
Mr. Tom F. Neenan  
1201 Central Avenue  
Center Point, Iowa 52213  
(318) 849-1844
- e. Minneapolis Hiking Club  
Ms. Linda Larson, Executive Secretary  
Minneapolis Park Board  
310 Fourth Avenue South  
Minneapolis, Minnesota 55415  
(612) 348-2226
- f. Minnesota Rovers Outing Club  
P.O. Box 14133 University Station  
Minneapolis, Minnesota 55414

OR

- Mr. Ed Solstad  
3701 Pillsbury Avenue South  
Minneapolis, Minnesota 55409  
(612) 822-0569 - home  
(612) 635-7784 - work
- g. Minnesota State Council on Disability  
Ms. Margot Imdieke  
145 Metro Square  
Seventh Place and Jackson Street  
Saint Paul, Minnesota 55101  
(612) 296-6785 (Voice and TDD)
- h. Single Sierrans  
Mr. Bruce Nelson  
1313 Fifth Street Southeast - Suite 323  
Minneapolis, Minnesota 55414  
(612) 871-8534 - home
- i. Superior Hiking Trail Association  
Mr. Tom Martinson, President  
P.O. Box 2157  
Tofte, Minnesota 55615  
(218) 724-4816
- j. Voyageur Outward Bound School  
10900 Cedar Lake Road  
Minnetonka, Minnesota 55343  
(612) 542-9255
- k. Minnesota Volkssport Association  
Mr. David Hunt, President  
221 - 26 Avenue North  
Saint Cloud, Minnesota 56303  
(612) 253-4762

1. North Country Trail Association  
Mr. Rod MacRae  
1210 West 22 Street  
Minneapolis, Minnesota 55405  
(612) 377-0130 - home  
(612) 941-8336 - work
- m. Wilderness Inquiry  
1313 Fifth Street Southeast  
Suite 327  
Minneapolis, Minnesota 55414  
(612) 379-3858 (voice or TTY)
- n. Courage Center  
3915 Golden Valley Road  
Golden Valley, Minnesota  
(612) 520-0520
- o. Wilder, Amherst H., Foundation  
14189 Ostlund Trail North  
Marine-on-Saint Croix, Minnesota 55047  
(612) 433-5198
- p. Appalachian Mountain Club  
Mr. Reuben Rajala, Trails Supervisor  
Northern New England Regional Office  
Pinkham Notch Camp  
Gorham, New Hampshire 03581  
(603) 466-2721

## 2. Publications

- a. Appalachian Trailway News  
Appalachian Trail Headquarters  
1718 N Street Northwest  
Washington, DC 20036  
(202) 638-5306
- b. Silent Sports Magazine  
Mr. Phil VanValkenberg  
Box 23497  
Richfield, Minnesota 55423  
(612) 861-3735
- c. Walking Magazine  
Ms. Jacqueline Lapidus, Articles Editor  
Walking, Inc.  
711 Boylston Street  
Boston, Massachusetts 02116  
(617) 236-1885

d. Backpacker: The Magazine of Wilderness Travel

Mr. Peter Spiers, Publisher  
Rodale Press, Inc.  
33 East Minor Street  
Emmaus, Pennsylvania 18098  
(215) 967-5171  
(215) 967-6069 - FAX

e. Adventure Trails

Bulls Eye Communications  
19285 Highway 7 - Suite 4  
Excelsior, Minnesota 55331  
(612) 470-0600

3. Retail Sector

a. Schultz's Shoes and Sporting Goods

Mr. Jerry Schultz  
621 Marie Avenue  
South Saint Paul, Minnesota  
(612) 451-7022

b. Recreational Equipment, Inc. (REI)

Mr. Richard Ness  
710 West 98 Street  
Bloomington, Minnesota 55430  
(612) 884-4315 - home

C. Bicycling

1. Organizations

a. AYH, Inc.--Minnesota Chapter  
YMCA Building - Room 203  
30 South Ninth Street  
Minneapolis, Minnesota 55402

b. Midwest Bike Association  
Mr. Ron Moffitt  
2509 Pearl Court Southeast  
Rochester, Minnesota 55904  
(507) 282-8274

c. Minnesota Bike Board/Minnesota Coalition of Bicyclists  
Mr. Duke Addicks, Vice Chair  
500 Calhoun  
Lanesboro, Minnesota 55949  
(507) 467-2621

d. Wisconsin Department of Transportation  
Mr. Arthur Ross, Bike Coordinator  
P.O. Box 2986  
Madison, Wisconsin 53701

- e. Bike America  
Mr. Don Haugo  
Box 29  
Northfield, Minnesota 55057
- f. Big River Bicycle Club  
Ms. Mary Clark  
P.O. Box 1157  
Winona, Minnesota 55987
- g. Mississippi Women's Bike Club  
Ms. Lois DeGonda  
6300 Humboldt Avenue South  
Richfield, Minnesota 55423  
(612) 861-3575
- h. Cannon Valley Trail  
Mr. Bruce Blair, Manager  
City Hall  
Cannon Falls, Minnesota 55009
- i. Worldwatch Institute  
Ms. Marcia Lowe  
1776 Massachusetts Avenue Northwest  
Washington, DC 20036
- j. Minnesota Multiple Sclerosis Society  
Mr. Willard Munger, Jr., Executive Director  
2344 Nicollet Avenue South  
Minneapolis, Minnesota 55404
- k. Minnesota Parks and Trails Council and Foundation  
Ms. Judy Erickson  
265 Metro Square Building  
Saint Paul, Minnesota 55101
- l. Mississippi Valley Womens Cycling Association  
Ms. Ann Elliott  
6539 Third Avenue South  
Richfield, Minnesota 55423

## 2. Publications

- a. NORBA News  
National Off-road Bicycle Association (NORBA)  
P.O. Box 1901  
Chandler, Arizona 85244  
(602) 961-0635
- b. Bicycle Minnesota  
Ms. Kim Scannell, Editor  
Minnesota Coalition of Bicyclists  
P.O. Box 75452  
Saint Paul, Minnesota 55175

- c. Bicycle Forum  
Bicycle Forum, Inc.  
P.O. Box 8308  
Missoula, Montana 59807-8311  
(406) 721-1776
- d. Home and Away Magazine  
American Automobile Association  
Ms. Jill Carstens  
P.O. Box 3535  
Omaha, Nebraska 68103  
(402) 390-1000
- e. Bicycle Federation of America, Inc.  
1818 R Street Northwest  
Washington, DC 20009  
(202) 332-6986  
(202) 332-6989 - FAX
- e. KARE 11 Bike Classic  
Mr. Scott Nelson  
333 North Smith  
Saint Paul, Minnesota 55104

### 3. Retail Sector

- a. Rollerblade, Inc.  
Mr. Joe Janasz  
9700 West 76th Street  
Eden Prairie, Minnesota 55344  
(612) 943-2974  
(612) 943-2983 - FAX
- b. Freewheel Bicycle  
Mr. Robert Visina  
1812 South Sixth Street  
Minneapolis, Minnesota 55454
- c. Superlatives/World Recreation Bike Trek  
Mr. Dan Buettner  
2529 East 22nd Street  
Minneapolis, Minnesota 55406
- d. Hatcher Cycle  
Mr. Evan Hatcher  
2312 West 50 Street  
Minneapolis, Minnesota 55410  
(612) 922-0455
- e. Penn Cycle  
Mr. Phil Taylor  
3916 West Old Shakopee Road  
Bloomington, Minnesota 55437  
(612) 888-1427

- f. Blaine Velo Sports  
Mr. Jerry Hiniker  
10495 University Avenue Northeast  
Blaine, Minnesota 55434
- g. Minnesota Asphalt Institute  
Mr. Dave Holt  
155 South Wabasha  
Saint Paul, Minnesota 55107
- h. Blue Highways, Inc.  
Mr. John Legins  
408 Wellington Crescent  
Winnipeg, Manitoba  
CANADA R3M 0B7  
(204) 453-1476

#### D. Cross-country Skiing

##### 1. Organizations

- a. Bemidji Area Touring Club  
Mr. John Tibstra  
Home Place - 431 Bunyan Drive SE  
Bemidji, Minnesota 56601  
(218) 751-3456
- b. Gunflint Ski Trail Association  
Ms. Nancy Thompson  
Gunflint Trail - Box 102  
Grand Marais, Minnesota 55604  
(218) 388-2233
- c. Cuyuna Range Cross-Country Ski Club  
Mr. Lansin Hamilton, Admin  
Land Department - Court House  
Brainerd, Minnesota 56401  
(218) 828-3963
- d. Minnesota Rovers  
Mr. Edward K. Solstad  
P.O. Box 14133 - Dinkytown Sta.  
Minneapolis, Minnesota 55414  
(612) 822-0569
- e. North Star Ski Touring Club  
Mr. Ron Brand, President  
P.O. Box 4275  
Saint Paul, Minnesota 55104  
(612) 642-1903

- f. Voyageur Outward Bound School  
Ms. Kubda Larson, Marketing Manager  
10900 Cedar Lake Road  
Minnetonka, Minnesota 55343  
(612) 542-9255
- g. Wilderness Inquiry II, Inc.  
Mr. Greg Lais, Director  
1313 Fifth Street Southeast - Suite 327A  
Minneapolis, Minnesota 55414  
(612) 379-3858
- h. Itascatur Ski Club  
Mr. Kare Lid  
Itasca Star Route  
Park Rapids, Minnesota 56470  
(218) 732-9680
- i. Blueberry Hills Ski Club  
Mr. Ric Petrich, Coordinator  
Rural Route 1 - Box 363A  
Deer River, Minnesota 56636  
(218) 246-2321
- j. Mora Vasaloppet, Inc.  
Mr. Robert Beck  
P.O. Box 22  
Mora, Minnesota 55051  
(612) 679-2661
- k. Glacial Ridge Cross-Country Ski Club  
Ms. Coralie Jacobson  
6278 - 193 Avenue Northeast  
New London, Minnesota 56273  
(612) 354-2502
- l. Polar Polers  
Mr. Jerry Snyker, President  
901 Third Avenue  
International Falls, Minnesota 56649  
(218) 283-9440
- m. Northwoods Ski Touring Club  
Mr. Jon Mattila  
P.O. Box 52  
Silver Bay, Minnesota 55614  
(218) 226-4436
- n. Friends of Northwoods  
Mr. Mike Link  
Northwoods Audubon Center  
Sandstone, Minnesota 55072  
(612) 245-2648

- o. Ashawa Ski Trail Club  
Mr. John Kuyava  
U.S. Forest Service - Box 1085  
Cook, Minnesota 55723  
(218) 666-5251
- p. Duluth Ski Touring Club  
Mr. Kurt Soderberg  
4025 Pitt  
Duluth, Minnesota 55804  
(218) 525-2897
- q. Central Minnesota Cross-Country Ski Club  
Ms. Meg Lindberg  
3020 - 18th Street South  
Saint Cloud, Minnesota 56301  
(612) 251-4410
- r. Hennepin Technical Institute Ski Club  
Mr. Wayne Skibicki  
9200 Flying Cloud Drive  
Eden Prairie, Minnesota 55344  
(612) 944-2222
- s. Control Data Ski Club  
Mr. Steve Boike  
1295 Ingerson Road  
Arden Hills, Minnesota 55112  
(612) 633-3254
- t. Power Skiers Club  
Ms. Mae Johnson  
30 West Superior Street  
Duluth, Minnesota 55802  
(218) 724-2133

## 2. Publications

- a. Jack Pine Journal  
Minnesota Finlandia  
P.O. Box 771  
Third Street and Bemidji Avenue  
Bemidji, Minnesota 56601  
(218) 751-0041
- b. Cross-Country Skier Magazine  
Ms. Karen Weium  
Ehlert Publishing Group, Inc.  
319 Barry Avenue South  
Wayzata, Minnesota 55391  
(612) 476-2200

- c. Hosteler  
American Youth Hostels, Inc.  
Minnesota Council  
YMCA Building - Room 203  
30 South Ninth Street  
Minneapolis, Minnesota 55402  
(612) 375-1904
- d. Minnesota Skier  
Ms. Alice Williamson  
Director and General Editor  
Minnesota Ski Council  
1215 Goose Lake Road  
White Bear Lake, Minnesota 55110  
(612) 429-6606
- e. Løype  
Ms. Rita Wetzel, Editor  
North Star Ski Touring Club  
P.O. Box 4275  
Saint Paul, Minnesota 55104  
(612) 869-7594 - home
- f. Ski Business  
Ms. Barb Brewster  
RFD 1 - Box 449  
Brattleboro, Vermont 05301  
(802) 254-5866

### 3. Retail Sector

- a. United Ski Industries Association  
Ms. Julann Velvin  
Midwest Regional Coordinator  
7101 York Avenue South  
Edina, Minnesota 55435  
(612) 921-3373

## E. All-terrain Vehicle Riding

### 1. Organizations

- a. All-Terrain Vehicle Association of Minnesota  
Mr. Don Kaselau, President  
1052 Como Place  
Saint Paul, Minnesota 55103  
(612) 488-9197 - home  
(612) 645-3451 - work (messages only)
- b. Specialty Vehicle Institute of America  
1235 Jefferson Davis Highway  
Suite 600  
Arlington, Virginia 22202

2. Publications

- a. Minnesota Three-Wheeling News  
Ms. Jan Gillen, Editor  
J and F Enterprises  
Route 4 - Box K41  
Pine City, Minnesota 55063  
(612) 629-2783

3. Retail Sector

- a. Saint Paul Honda  
Mr. Danny Lancette  
841 Hudson Road  
Saint Paul, Minnesota 55106  
(612) 774-2050 - work  
(612) 778-1937 - home
- b. Moose Lake Implement Company  
Mr. Jim Gassert  
504 Industrial Road  
Moose Lake, Minnesota 55767  
(218) 485-4486 - work
- c. Mr. Ray Trahan  
1327 Hulett Avenue  
Faribault, Minnesota 55021  
(507) 332-8901 - home/work

F. Horse Riding and Driving

1. Organizations

- a. Minnesota Horse Council  
Box 75481  
Saint Paul, Minnesota 55175
- b. Minnesota Horse Council  
Mr. Roy Shumway  
7530 - 163 Lane Northwest  
Ramsey, Minnesota 55303  
(612) 544-1234, ext. 235 - work  
(612) 753-4392 - home
- c. Saint Croix Horse and Carriage Society  
Ms. Marcia Ukura, President  
526 Portland Avenue  
Saint Paul, Minnesota 55102  
(612) 291-7793

- d. Southeast Minnesota Trail Riders Association  
Mr. Dennis Crowley  
Rural Route 1 - Box 157  
Theilman, Minnesota 55978  
(612) 565-4301 - home  
(612) 565-3420 - home/work
- e. Western Saddle Club Association  
Ms. Lee Weissenfluh  
3850 Plymouth Boulevard - #224  
Plymouth, Minnesota 55446  
(612) 559-2519
- f. Minnesota Trail Riders Association  
Ms. Terry Hendriksen  
15631 Ramsey Boulevard  
Ramsey, Minnesota 55303  
(612) 851-2060 - days  
(612) 427-8352 - home

## 2. Publications

- a. Quarterly  
Minnesota Horse Council  
P.O. Box 75481  
Saint Paul, Minnesota 55175

## 3. Retail Sector

- a. Stillwater Veterinary Clinic  
9550 North 60 Street  
Grant Township  
Saint Paul, Minnesota 55109  
(612) 770-6166
- b. Johmar Farms  
Mr. John Block  
14330 Ostrum Trail North  
Marine-on-Saint Croix, Minnesota 55047  
(612) 433-5312

## G. Off-road Motorcycling

### 1. Organizations

- a. American Motorcyclist Association  
Mr. Dale Greenwald  
Cass Screw Machine Products  
4748 France Avenue North  
Brooklyn Center, Minnesota 55429  
(612) 533-9105 - home  
(612) 535-0501 - work

### 2. Publications

- a. District 23 Newsletter  
Mr. Ken Warwick, Chair  
American Motorcyclist Association  
District 23  
1351 Danforth Street  
Saint Paul, Minnesota 55117  
(612) 487-3684 - home

### 3. Retail Sector

- a. Minnesota Motorcycle Dealer's Association  
Mr. Mike Larson  
Larson Cycle  
Route 3 - Box 92A  
Cambridge, Minnesota 55008  
(612) 689-5589 - work

## H. Off-road 4 x 4 Driving

### 1. Organizations

- a. Minnesota 4 x 4 Association  
Mr. Scott Jones, President  
6688 - 84th Court North  
Brooklyn Park, Minnesota 55445  
(612) 425-0619
- b. Midwestern Four-Wheeler Association  
Mr. John Schulte, President  
RFD 2 - Box 70  
Lake Crystal, Minnesota 56055  
(507) 726-2598

### 2. Publications

- a. Midwestern Four-Wheeler Newsletter  
Ms. Pattie LaCroix, Editor  
522 Broadway Avenue North  
Wayzata, Minnesota  
(612) 476-1253
- b. Minnesota 4 x 4 Association Newsletter  
Mr. Scott Jones, Editor  
6688 - 8th Court North  
Brooklyn Park, Minnesota 55445  
(612) 425-0619
- c. Petersen's 4-Wheel and Off-Road  
Mr. Steve Campell, Editor  
8490 Sunset Boulevard  
Los Angeles, California 90069

### 3. Retail Sector

a. Ray Elliot Chevrolet  
Mr. Steve Fowler  
1010 West Lake Street  
Minneapolis, Minnesota 55408  
(612) 825-4441 - work

## I. General Trail Use

### 1. Organizations

- a. Minnesota Recreation and Park Association, Inc.  
Mr. Cliffont French, Executive Director  
1111 North Douglas Drive  
Golden Valley, Minnesota 55422  
(612) 544-1592
- b. Friends of Saint Paul and Ramsey County Parks  
Ms. Peggy Lynch  
1621 Beechwood Avenue  
Saint Paul, Minnesota 55116
- c. American Recreation Coalition  
Mr. Derrick A. Crandall  
President and Chief Executive Officer  
1901 L Street Northwest - #700  
Washington, DC 20036  
(202) 466-6870
- d. Tread Lightly!  
Mr. Cliff Blake  
U.S. Forest Service  
Department 4-WOR  
324 - 25th Street  
Ogden, Utah 84401  
(801) 625-5162
- e. Rails-to-Trails Conservancy  
Mr. Peter Harnick  
Director of Programs  
1400 - 16 Street Northwest - Suite 300  
Washington, DC 20036  
(202) 797-5426
- f. Minnesota Parks and Trails Council and Foundation  
Ms. Judy Erickson  
East 1311 First National Bank Building  
Saint Paul, Minnesota 55101  
(612) 291-8719
- g. Blue Ribbon Coalition Office  
Mr. Clark Collins, Executive Director  
P.O. Box 5449  
Pocatello, Idaho 83202  
(208) 237-1557

## II. SPECIAL INTEREST NETWORKS

Objectives: To achieve substantial agreement on a course of action; to develop informed consent; to reduce the level of opposition; to obtain active support into the 1990s for trail travel and recreation.

### Components of Implementation:

1. Identify special interests and their publications/editors.
2. Establish dialogue.
3. Provide general information to members.
4. Write tailored to special interests.

#### A. Stakeholder Institutions

##### 1. Agri-business

a. Minnesota Farm Bureau  
Mr. John Berg  
1976 Wooddale Drive  
P.O. Box 64370  
Saint Paul, Minnesota 55164  
(612) 739-7200

b. Minnesota Farmers Union  
Mr. Willis Eken, President  
600 County Road D West - Suite 14  
New Brighton, Minnesota 55112  
(612) 639-1223

##### 2. Minerals

a. Lake Superior Industrial Bureau  
Mr. Alfred France  
1408 Alworthy Building  
Duluth, Minnesota 55802  
(218) 722-7724

##### 3. Forestry

a. Minnesota Forest Industries, Inc., and  
Minnesota Timber Producers Association  
Mr. Bruce Barker, Assistant Vice President  
208 Phoenix Building  
Duluth, Minnesota 55802-1679  
(218) 722-5013

b. Minnesota Forestry Association  
Mr. Wayne Brandt, Executive Director  
220 First Avenue Northwest - Room 210  
Grand Rapids, Minnesota 55744  
(218) 326-1239

c. Association of Contract Loggers  
2010-1 Highway 37  
Eveleth, Minnesota 55734  
(218) 744-5633

4. Railroads

a. Burlington Northern Railroad Company  
Ms. Rosemary Wilson, Director of Government Affairs  
4105 North Lexington Avenue  
Arden Hills, Minnesota 55126  
(612) 490-6125  
(612) 490-6040 (FAX)

b. Soo Line Railroad Company  
Mr. Larry Long, Vice President of Government Affairs  
Box 530  
Minneapolis, Minnesota 55440  
(612) 347-8271

c. Chicago and North Western Transportation Company  
Mr. Mike Payette  
Assistant Vice President of Government Affairs  
1 Northwest Center  
165 North Canal Street  
Chicago, Illinois 60606  
(312) 633-4310

5. Utilities

a. Electrical Transmission

1. Northern States Power Company  
Mr. Brad M. Weidenfeller, Supervisor  
Transmission Maintenance Substation, Transmission  
Land and Right-of-Way Services  
414 Nicollet Mall  
Minneapolis, Minnesota 55401  
(612) 330-6874
2. Otter Tail Power Company  
Mr. Verlin Menze  
215 South Cascade Street  
Fergus Falls, Minnesota 56537  
(218) 739-8409
3. Cooperative Power Association  
Mr. William R. Kaul, Manager  
Environmental Affairs Department  
14615 Lone Oak Road  
Eden Prairie, Minnesota 55344-2287  
(612) 937-8599

4. Minnesota Power  
Mr. Dave Kreager  
Environmental Services  
30 West Superior Street  
Duluth, Minnesota 55802  
(218) 722-2641, extension 3318

b. Gas and Oil Transmission

1. Williams Pipeline Company  
Mr. Chuck Danchertsen, District Manager  
Northern Division  
2500 - 39th Avenue Northeast - Suite 246  
Minneapolis, Minnesota 55421  
(612) 633-1555
2. Amoco Pipeline  
Mr. Carl Myer, Right-of-Way Agent  
1 Mid America Plaza  
Oak Brook Terrace, Illinois 60181  
(708) 990-3737
3. Northern Natural Gas  
Mr. Dennis Werkmeister, Right-of-Way Agent  
7901 Xerxes Avenue South - Suite 209  
Minneapolis, Minnesota 55431  
(612) 887-1700
4. Koch Pipeline  
Mr. Paul Kessel, Right-of-Way Agent  
P.O. Box 67  
Cottage Grove, Minnesota 55016  
(612) 459-2424

B. Conservation Concerns

1. Outdoor News: The Sportsman's Weekly  
Mr. Dave Greer, Editor  
P.O. Box 27145  
Golden Valley, Minnesota 55427  
(612) 546-4251
2. Minnesota Out-of-Doors  
Mr. Don J. Dinndorf, Editor  
Minnesota Conservation Federation  
1036-B Cleveland Avenue South  
Saint Paul, Minnesota 55116  
(612) 690-3077

C. General Recreation Interests

1. Parks and Recreation Magazine

Ms. Pamela Leigh, Editor  
National Recreation and Park Association  
3101 Park Center Drive  
Alexandria, Virginia 22302  
(703) 820-4940

PEN/jls/trlpln-060491







## **APPENDIX D:**

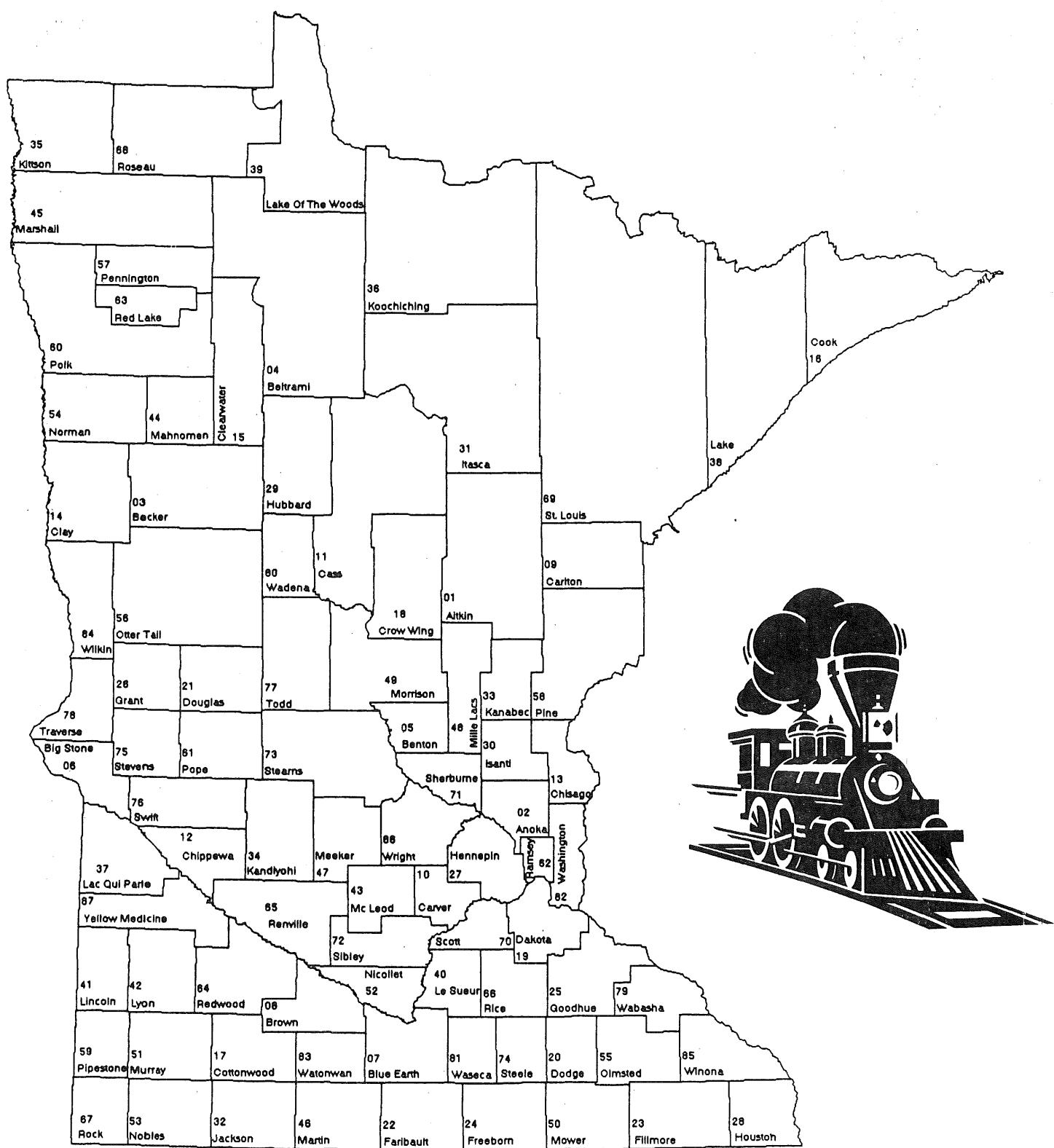
### **RAIL-TRAIL INVENTORY**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



\*\*\* TRAILS - ON - RAILROAD GRADE REPORT \*\*\* RECFAC Data Base Printed 03/12/1991  
(sc100-101directions, sc550-569RR history)





Facility Name GRADE: Grade types: Narrative Description:

MUNGER TRL-GATEWAY SGMT 1.6 abandoned Railrd  
CASE- 621014 MAC- 0 of -  
ADMN- 37 AGEN- 000602 1.6 -  
Date of Info - 08/03/91 totm -

This rail grade was built in two segments from Gloster (junction with former Northern Pacific grade just north of Lake Phalen). In 1884 the Minnesota, St Croix and Wisconsin Railroad built east from Gloster to Cornelian Junction (just east of Stillwater). In 1888 the St Paul and St Croix Falls Railroad built west from Gloster to Trout Brook junction in St Paul (just north of the present K-Mart store on Maryland Ave). The Wisconsin Central Railway Co acquired the two rail segments in 1888 and was in turn controlled by the Mpls, St Paul & Sault Ste Marie Railway in 1909. This company became the Soo Line Railway in 1961. The Oakdale to Cornelian Jct section was abandoned in 1980 and Trout Brook to Oakdale was abandoned in 1982.

VIRGINIA TRAILS .3 Alignment cut

CASE- 693201 MAC- 0 of abandoned Railrd in Virginia, north of intersection of 6th Ave W and 3rd St N.  
ADMN- 80 AGEN- 137440 1.0 -  
Date of Info - 03/05/91 totm -

A 0.3 mile portion of former Great Northern Railway track on the south side of Bailey's (Virginia) Lake is a hike/bicycle trail.

TH 95 AFTON-LAKELAND TRL 2.2 Alignment cut

CASE- 821020 MAC- 0 of abandoned Railrd 1 mi S of I-94 in Lakeland.  
ADMN- 50 AGEN- 0 3.4 -  
Date of Info - 01/01/82 totm -

2.2 miles on RR grade in sections 11 and 14 of Afton Township on E side of MN Hwy 95. Grade built and operated by Milwaukee & St Paul Railway from 1882 to 1978. Part of 22.5 mile Hastings to Stillwater line.

TURTLE MOUND HIKE TRAIL .2 Alignment cut

CASE- 312041 MAC- 00939 of abandoned Railrd from Deer River 18 mi NW on MN Hwy 46 to Co Rd 35, 1 mi E of Cut Foot Sioux.  
ADMN- 02 AGEN- 0 .5 abandoned road  
Date of Info - 08/09/83 totm -

At two points trail crosses a spur of the Backus and Brooks International Lumber Company's Minnesota, Dakota and Western Railroad. It operated out of International Falls and extended into this area between 1922 and 1932.

BEAR ISLAND-LAKE TRAIL 5.0 abandoned Railrd

CASE- 694035 MAC- 10342 of Alignment cut from Tower 6 mi E down the Taconite State Trail in Bear Island State Forest.  
ADMN- 20 AGEN- 000245 13.0 State pk/for rd  
Date of Info - 08/02/91 totm -

On 5 miles of Tower Logging Company Railway between Skeleton and Island Lakes operating out of Murphy between 1895 and 1905 in mature white pine stands. Operated four engines and 140 cars on 22.5 miles of track.

CLOQUET VALLEY TRAIL 4.5 Alignment cut

CASE- 692031 MAC- 10429 of State pk/for rd from Duluth 25 mi N on Co Rd 4 in Cloquet Valley State Forest.  
ADMN- 20 AGEN- 000252 29.0 abandoned Railrd  
Date of Info - 08/01/91 totm abandoned road

Turn-of-the-century logging railroad is now snowmobile trail immediately south of Whiteface Reservoir.

\*\*\* TRAILS - ON - RAILROAD GRADE REPORT \*\*\* RECFAC Data Base Printed 09/19/1991  
 (sc100-101directions, sc550-569RR history)

Facility Name	GRADE: Grade types:	Narrative Description:	Subj Code:
CIRCLE L TRAIL	2.0 abandoned Railrd of Alignment cut	from Effie 15 mi E on MN Hwy 1 in George Washington State Forest.	(100)
CASE- 313120 MAC- 10512	ADMN- 20 AGEN- 000223	24.8 -	
Date of Info - 08/01/91	totm -	2 miles of trail northeast of Larson Lake on former grade of Holmstrom Branch of Minnesota, Dakotah and Western Railway serving International Lumber Company from 1909 to abandonment in 1939. Raihla Logging Camp on SW side of Larson Lake.	(550) (551) (552) (553)
CIRCLE T TRAIL	3.0 abandoned Railrd of Alignment cut	from Nashwauk 29 mi N of US Hwy 169 on MN Hwy 65, then 4 mi NE on Co Rd 551 to parking in George Washington State Forest.	(100) (101)
CASE- 313122 MAC- 10513	ADMN- 20 AGEN- 000223	39.5 -	
Date of Info - 08/01/91	totm -	Trail south of MN Hwy 1 and for 3 miles east from northernmost shelter on former grade of Holmstrom branch of the Minnesota, Dakotah and Western Railway serving the International Lumber Company from 1909 to abandonment in 1939.	(550) (551) (552) (553)
HAY CREEK UNIT	4.0 abandoned Railrd of Alignment cut	from Red Wing 4 mi S on MN Hwy 58 to the Village of Hay Creek, then 1.5 mi N on Twp Rd.	(100) (101)
CASE- 251012 MAC- 10631	ADMN- 20 AGEN- 000530	20.0 Township road	
Date of Info - 08/02/91	totm abandoned road	Four miles of the 1889 Duluth, Red Wing and Southern Railroad, between Red Wing and Zumbrota, are part of the snowmobile trail. The grade was abandoned by the Chicago Great Western Railway in 1966.	(550) (551) (552)
AFTON STATE PARK	2.3 abandoned road of abandoned Railrd	from downtown St Paul 8 mi E on I-94, then 7 mi S on Co Rd 15, then 3 mi E on Co Rd 20 (70th St).	(100) (101)
CASE- 821010 MAC- 50100	ADMN- 40 AGEN- 000006	18.0 -	
Date of Info - 08/01/91	totm -	Trail along riverbank on 2.3 miles of grade built and operated by Milwaukee & St Paul Railway. Part of 22.5 mile Hastings to Stillwater line, operated from 1882 to 1978.	(550) (551) (552)
BANNING STATE PARK	1.5 Alignment cut of State pk/for rd	from Sandstone 4 mi N on I-35, then E on MN Hwy 23.	(100)
CASE- 582070 MAC- 50103	ADMN- 40 AGEN- 000003	17.1 abandoned Railrd	
Date of Info - 08/02/91	totm -	In 1891-92 a spur of the St Paul and Duluth Railroad was extended 4.7 miles from Groningen to William Henry Grant's sandstone quarry along the Kettle River at Banning. The quarry operated from 1882 until 1905. The line was abandoned by the Northern Pacific in 1918. 1.5 miles of snowmobile and hike/ski trails, all parallel to the Kettle River, are on the original grades.	(550) (551) (552) (553) (554) (555)
SPLIT ROCK LIGHTHOUSE SP	1.0 Alignment cut of abandoned Railrd	from Beaver Bay 5 mi S on US Hwy 61 to park trail center.	(100)
CASE- 381015 MAC- 50266	ADMN- 40 AGEN- 000002	8.0 abandoned road	
Date of Info - 08/09/90	totm -	The Split Rock & Northern Railroad had its terminus at a logging camp at the mouth of Split Rock River. It operated for the Split Rock Lumber Company, which was in turn owned by Merrill & Ring Lumber Company of Duluth. The railroad operated between 1899 and 1906, with 2 miles of main track and 10 miles of branch line (It had one rod and two gear-driven locomotives and 62 cars. The railroad linked with the Nestor Railroad and the Duluth & Northern Minnesota's Alger-Smith main line.) One mile of the nearly four miles of grade in the park are now hike trail. These trail segments are parallel to Split Rock River (SW bank) and parallel to US Hwy 61, thence north, crossing Split Rock Creek at the park boundary.	(550) (551) (552) (553) (554) (555) (556) (557) (558) (559) (560)

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Facility Name      GRADE: Grade types: Narrative Description:

NORTH SHORE STATE TRAIL	20.0	Alignment cut		
CASE- 381023 MAC- 50701	of	abandoned Railrd from Two Harbors 9 mi N on Co Rd 2.		(100)
ADMN- 37 AGEN- 000203	50.0	County for road		
Date of Info - 08/01/91	totm	-		
		The entire length of this trail from Duluth to Grand Marais is 146 miles.	(550)	
			(551)	
		Trail is on or parallel original Duluth & Northern Minnesota RR (for Alger-Smith Lumber Co) between 1898 to 1923 from Knife River to Cramer. Mainline was 100 miles long with 350 miles of branches, 15 engines and 500 cars. Five miles of original grade 9 mi NE of Gooseberry Falls State Park along Co Rd 3. Additional 15 mi of grade south of Reserve Mining RR available summer only.	(552)	
			(553)	
			(554)	
			(555)	
			(556)	
			(557)	
TACONITE STATE TRAIL	2.0	Alignment cut		
CASE- 694034 MAC- 50702	of	abandoned Railrd in Grand Rapids at county fairgrounds (western access) and on SE side of Ely at athletic fields (eastern access).	(100)	
ADMN- 37 AGEN- 000202	31.0	-		(101)
Date of Info - 08/02/91	totm	-		
		Entire length of this trail from Grand Rapids to Ely is 168 miles.	(550)	
		On 2 miles of Tower Logging Company Railway, crossing between Skeleton and Little Skeleton Lakes; operated out of Murphy between 1895 and 1905 in mature white pine stands. Operated four engines and 140 cars on 22.5 miles of track.	(551)	
			(552)	
			(553)	
			(554)	
ARROWHEAD STATE TRAIL	4.5	abandoned Railrd		
CASE- 695054 MAC- 50704	of	-	from Tower 5 mi W on MN Hwy 1, or 10 mi W from Tower on Taconite State Trail.	(100)
ADMN- 37 AGEN- 000202	64.5	-		(101)
Date of Info - 08/09/90	totm	-		
		The entire length of this trail from Tower to International Falls is 120 miles. 4.5 miles between Myrtle Lake and Elephant lake Road on grade of Virginia and Rainy Lake Railroad, operating between 1911 and 1930.	(550)	
			(551)	
			(552)	
			(553)	
ARROWHEAD STATE TRAIL	.5	Alignment cut		
CASE- 697047 MAC- 50704	of	abandoned Railrd from International Falls 22 mi SE on US Hwy 53, then 0.5 mi N on Co Rd 122.	(100)	
ADMN- 37 AGEN- 000202	30.2	-		(101)
Date of Info - 08/09/90	totm	-		
		The entire length of this trail from Tower to International Falls is 120 miles. 0.5 miles in T67N, R20W, sec 36 on grade of Virginia and Rainy Lake Railroad. This section operated from 1908 to 1910.	(550)	
			(551)	
			(552)	
			(553)	
DOUGLAS STATE TRAIL	.5	abandoned Railrd		
CASE- 251035 MAC- 50712	of	-	in Pine Island at Co Rd 11.	(100)
ADMN- 37 AGEN- 000501	.5	-		
Date of Info - 08/01/91	totm	-		
		The entire length of this trail from Rochester to Pine Island is 12.5 miles. This former rail grade was built from Rochester to Zumbrota in 1902-03, where it met the 1889 grade to Red Wing, built by the Duluth, Red Wing & Southern RR. Abandoned by CNW in 1972.	(550)	
			(551)	
			(552)	
			(553)	
DOUGLAS STATE TRAIL	12.0	abandoned Railrd		
CASE- 551021 MAC- 50712	of	-	in Rochester 1 mi W of US Hwy 52 on 55th St NW to 41st Ave NW, then 1.5 mi S to Co Rd 4 (Valley High Dr), then 0.3 mi E to trailhead.	(100)
ADMN- 37 AGEN- 000502	12.0	-		(101)
Date of Info - 08/01/91	totm	-		
		The entire length of this trail from Rochester to Pine Island is 12.5 miles. This former rail grade was built from Rochester to Zumbrota in 1902-03, where it met the 1889 grade to Red Wing, built by the Duluth, Red Wing & Southern RR. Abandoned by CNW in 1972.	(550)	
			(551)	
			(552)	
			(553)	

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ON RR  
 Facility Name GRADE: Grade types: Narrative Description: Subj  
 Code:

HEARTLAND STATE TRAIL 14.0 abandoned Railrd  
 CASE- 112100 MAC- 50718 of - from Walker S along W shore of May Lake and Long Lake (N of MN Hwy 34 (100)  
 ADMN- 37 AGEN- 000301 14.0 - toward Park Rapids) or along MN Hwy 371 to Cass Lake. (101)  
 Date of Info - 08/02/91 totm -

The entire length of this trail from Park Rapids to Cass Lake is 51.0 (550) miles. Trail is on the original grade of the 1897-98 Park Rapids and (551) Leech Lake Railway, between Park Rapids, Nevis, Akeley, Walker and (552) Cass Lake. This grade was abandoned by the BN in 1972. (553)

HEARTLAND STATE TRAIL 16.0 abandoned Railrd  
 CASE- 114127 MAC- 50718 of - in Walker 3/4 mi W of MN Hwy 371, on Co Rd 12. Accessable at Park (100)  
 ADMN- 37 AGEN- 000201 16.0 - Rapids, Dorset, Nevis and 1.5 mi S of Cass Lake on MN Hwy 371. (101)  
 Date of Info - 08/02/91 totm -

The entire length of this trail from Park Rapids to Cass Lake is 51.0 (550) miles. Trail is on the original grade of the 1897-98 Park Rapids and (551) Leech Lake Railway, between Park Rapids, Nevis, Akeley, Walker and (552) Cass Lake. This grade was abandoned by the BN in 1972. (553)

HEARTLAND STATE TRAIL 21.0 Alignment cut  
 CASE- 291085 MAC- 50718 of abandoned Railrd in Walker 3/4 mi W of MN Hwy 371, on Co Rd 12. Accessable at Park (100)  
 ADMN- 37 AGEN- 000101 21.0 - Rapids, Dorset, Nevis and 1.5 mi S of Cass Lake on MN Hwy 371. (101)  
 Date of Info - 08/02/91 totm -

The entire length of this trail from Park Rapids to Cass Lake is 51.0 (550) miles. Trail is on the original grade of the 1897-98 Park Rapids and (551) Leech Lake Railway, between Park Rapids, Nevis, Akeley, Walker and (552) Cass Lake. This grade was abandoned by the BN in 1972. (553)

LUCE LINE STATE TRAIL 12.7 abandoned Railrd  
 CASE- 101055 MAC- 50721 of - in Watertown on S side on MN Hwy 25. (100)  
 ADMN- 37 AGEN- 000601 12.7 -  
 Date of Info - 08/02/91 totm -

Entire length of trail from Plymouth to Cosmos is 63.5 miles. On (550) former grade of the Electric Short Line Railway, built between 1913 (551) and 1927 from Minneapolis to Gluek, Minnesota. Abandoned by the CNW (552) west of Hutchinson in 1967, and east of Hutchinson in 1970. (553)

LUCE LINE STATE TRAIL 14.8 abandoned Railrd  
 CASE- 271016 MAC- 50721 of - in Plymouth 0.8 mi N of Co Rd 15 on Vicksburg Ln for ski/horse/hike; (100)  
 ADMN- 37 AGEN- 000601 14.8 - snowmobiles enter 7 mi further W at parking lot on Stubbs Bay Rd. (101)  
 Date of Info - 08/02/91 totm -

Entire length of trail from Plymouth to Cosmos is 63.5 miles. On (550) former grade of the Electric Short Line Railway, built between 1913 (551) and 1927 from Minneapolis to Gluek, Minnesota. Abandoned by the CNW (552) west of Hutchinson in 1967, and east of Hutchinson in 1970. (553)

LUCE LINE STATE TRAIL 24.8 abandoned Railrd  
 CASE- 431037 MAC- 50721 of - in Plymouth 0.8 mi N of Co Rd 15 on Vicksburg Ln for ski/horse/hike; (100)  
 ADMN- 37 AGEN- 000403 24.8 - snowmobiles enter 7 mi further W at parking lot on Stubbs Bay Rd. (101)  
 Date of Info - 08/02/91 totm -

Entire length of trail from Plymouth to Cosmos is 63.5 miles. On (550) former grade of the Electric Short Line Railway, built between 1913 (551) and 1927 from Minneapolis to Gluek, Minnesota. Abandoned by the CNW (552) west of Hutchinson in 1967, and east of Hutchinson in 1970. (553)

Facility Name      GRADE: Grade types: Narrative Description:

LUCE LINE STATE TRAIL      11.2 abandoned Railrd  
CASE- 471058 MAC- 50721      of -      from Cosmos, trail goes W to Thompson Lake County Park. (100)  
ADMN- 37 AGEN- 000403 11.2 -  
Date of Info - 08/02/91 totm -

Entire length of trail from Plymouth to Cosmos is 63.5 miles. On former grade of the Electric Short Line Railway, built between 1913 and 1927 from Minneapolis to Gluek, Minnesota. Abandoned by the CNW west of Hutchinson in 1967, and east of Hutchinson in 1970. (550)  
(551)  
(552)  
(553)

MINN VALLEY STATE TRAIL      2.7 abandoned Railrd  
CASE- 702044 MAC- 50724      of -      in Shakopee at junction of US Hwy 169 and MN Hwy 101, west along Minnesota River. (100)  
ADMN- 37 AGEN- 000602 3.3 -  
Date of Info - 08/01/91 totm -

2.7 miles of this 25.9 mile trail between Shakopee and Belle Plaine are on the 1871 grade of the Hastings and Dakota Railway, including an existing hand-operated swing bridge constructed in 1867. This grade was part of a 12.5 mile abandonment between Shakopee and Cologne. Abandoned by Chicago, Milwaukee, St Paul and Pacific Railway in 1978. (550)  
(551)  
(552)  
(553)  
(554)  
(555)

MUNGER TRL-BOUNDARY SGMT      6.0 Alignment cut  
CASE- 091051 MAC- 50727      of abandoned Railrd in Wrenshall, E to Wisconsin line; also a portion in Nemadji State Forest. (100)  
ADMN- 37 AGEN- 000303 10.0 -  
Date of Info - 08/01/91 totm -

6 miles of this trail are on the 1882 grade of the Northern Pacific Railway between Northern Pacific Junction (Carlton) and Superior, Wisconsin. Abandoned by Burlington Northern in 1975. (550)  
(551)  
(552)

MUNGER TRL-HINCKLEY SGMT      8.0 abandoned Railrd  
CASE- 091052 MAC- 50728      of -      from Barnum, adjacent to the W side of Co Rd 61 going S. (100)  
ADMN- 37 AGEN- 000303 8.0 -  
Date of Info - 08/01/91 totm -

Trail follows 38 miles of the original 1870 Lake Superior and Mississippi Railroad escape route during the Hinckley Fire of 1894 and the Moose Lake/Cloquet Fire of 1918. Abandoned by Burlington Northern in 1977. (550)  
(551)  
(552)  
(553)

MUNGER TRL-HINCKLEY SGMT      3.0 Alignment cut  
CASE- 581024 MAC- 50728      of abandoned Railrd from Hinckley 0.5 mi W and parallel to Co Rd 61, going N. (100)  
ADMN- 37 AGEN- 000303 3.0 -  
Date of Info - 08/01/91 totm -

This former rail grade was begun in St Paul in 1868 and completed to Duluth in 1870. This, the Lake Superior & Mississippi Railroad, ran its first train on August 1, 1870, taking 16 hours. The line became the St Paul & Duluth Railroad in 1877. It was a major evacuation route during the Great Hinckley Fire of 1894. In 1900 the route was acquired by Northern Pacific Railway. The Northern Pacific merged to form the Burlington Northern in 1970. The 38 mile Hinckley to Moose Lake portion of the line was abandoned in 1977. (550)  
(551)  
(552)  
(553)  
(554)  
(555)  
(556)  
(557)

MUNGER TRL-HINCKLEY SGMT      27.0 Alignment cut  
CASE- 582035 MAC- 50728      of County for road      from Moose Lake 0.5 mi S; parallel to and west of Co Rd 61; or in Hinckley on Co Rd 61, then 0.3 mi W on Co Rd 18 to parking lot. (100)  
ADMN- 37 AGEN- 000303 27.0 State pk/for rd  
Date of Info - 08/01/91 totm abandoned Railrd

This former rail grade was begun in St Paul in 1868 and completed to Duluth in 1870. This, the Lake Superior & Mississippi Railroad, ran its first train on August 1, 1870, taking 16 hours. The line became the St Paul & Duluth Railroad in 1877. It was a major evacuation route during the Great Hinckley Fire of 1894. In 1900 the route was acquired by Northern Pacific Railway. The Northern Pacific merged to form the Burlington Northern in 1970. The 38 mile Hinckley to Moose Lake portion of the line was abandoned in 1977. (550)  
(551)  
(552)  
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(555)  
(556)  
(557)

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Facility Name	GRADE:	Grade types:	Narrative Description:	Subj Code:
ROOT RIVER STATE TRAIL	30.0	abandoned Railrd		
CASE- 231015 MAC- 50730	of -		in Lanesboro, at Lanesboro Trail Center on Main St.	(100)
ADMN- 37 AGEN- 000502	30.0 -			
Date of Info - 08/02/91	totm -		Trail follows the original 1866-70 grade of the Southern Minnesota Railroad, abandoned by the Chicago, Milwaukee, St Paul & Pacific Railroad in 1980 between LaCrescent and Ramsey.	(550) (551) (552)
ROOT RIVER STATE TRAIL	5.3	abandoned Railrd		
CASE- 281037 MAC- 50730	of -		in Lanesboro at Lanesboro Trail Center on Main Street.	(100)
ADMN- 37 AGEN- 000502	5.3 -			
Date of Info - 08/02/91	totm -		Trail follows the original 1866-70 grade of the Southern Minnesota Railroad, abandoned by the Chicago, Milwaukee, St Paul & Pacific Railroad in 1980 between LaCrescent and Ramsey.	(550) (551) (552)
SAKATAH SING HILLS ST TR	12.3	abandoned Railrd		
CASE- 071054 MAC- 50733	of -		in Mankato immediately NW of MN Hwy 22 and US Hwy 14 on Lime Valley Rd or in Faribault at intersection of MN Hwy 60 and Interstate 35.	(100) (101)
ADMN- 37 AGEN- 000403	12.3 -			
Date of Info - 08/02/91	totm -		Originally the Wisconsin, Minnesota and Pacific's Red Wing to Mankato connection, built between 1882 and 1887. Abandoned in sections by CNW (1971-1976).	(550) (551) (552)
SAKATAH SING HILLS ST TR	12.3	abandoned Railrd		
CASE- 401082 MAC- 50733	of -		in Mankato immediately NW of MN Hwy 22 and US Hwy 14 on Lime Valley Rd or in Faribault at intersection of MN Hwy 60 and Interstate 35.	(100) (101)
ADMN- 37 AGEN- 000403	12.3 -			
Date of Info - 08/02/91	totm -		Originally the Wisconsin, Minnesota and Pacific's Red Wing to Mankato connection, built between 1882 and 1887. Abandoned in sections by CNW (1971-1976).	(550) (551) (552)
SAKATAH SING HILLS ST TR	12.0	abandoned Railrd		
CASE- 661051 MAC- 50733	of -		in Mankato immediately NW of MN Hwy 22 and US Hwy 14 on Lime Valley Rd or in Faribault at intersection of MN Hwy 60 and Interstate 35.	(100) (101)
ADMN- 37 AGEN- 000501	12.0 -			
Date of Info - 08/02/91	totm -		Originally the Wisconsin, Minnesota and Pacific's Red Wing to Mankato connection, built between 1882 and 1887. Abandoned in sections by CNW (1971-1976).	(550) (551) (552)
MUNGER TRL-DULUTH SGMT	6.5	Alignment cut		
CASE- 091050 MAC- 50735	of -		of abandoned Railrd in Carlton, at intersection of 3rd St and North St; in Duluth, 1 blk S of Grand Av at 75th Av West.	(100) (101)
ADMN- 37 AGEN- 000203	6.5 -			
Date of Info - 08/01/91	totm -		This 14.5 mile former rail grade was built in 1888 by Duluth Short Line Railway and was abandoned by the BN in 1976.	(550) (551)
MUNGER TRL-DULUTH SGMT	8.0	abandoned Railrd		
CASE- 692063 MAC- 50735	of -		in Carlton at junction of 3rd St and North St; in Duluth, 1 block S of Grand Av at 75th Av W.	(100) (101)
ADMN- 37 AGEN- 000203	8.0 -			
Date of Info - 08/01/91	totm -		This 14.5 mile former rail grade was completed in 1888 by the Duluth Short Line Railway. The grade connected the Grassy Pointe drawbridge in Duluth with the St Paul & Duluth Railroad in Thomson. This grade was built to provide a gradual descent into Duluth, replacing the St Paul & Duluth line along the St Louis riverbank that climbed at a rate of 103 feet per mile. The new grade was 2 1/2 miles shorter and had a grade of only 52 feet per mile. The track was acquired in 1898 by the St Paul & Duluth Railroad which was in turn acquired by the Northern Pacific Railway in 1900. This became the Burlington Northern in 1970. The line was abandoned in 1976.	(550) (551) (552) (553) (554) (555) (556) (557) (558) (559)

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Facility Name	GRADE:	Grade types:	Narrative Description:	Subj Code:
GLACIAL LAKES STATE TRL	17.6	abandoned Railrd		
CASE- 341068 MAC- 50740	of -		NE of Willmar at Willmar Civic Center at junction of Co Rd 9 & Civic	(100)
ADMN- 37 AGEN- 000401	17.6 -		Center Rd.	(101)
Date of Info - 08/02/91	totm -		This trail is on the original 1885-86 St Cloud, Mankato & Austin Railroad grade between St Cloud and Willmar. It was abandoned by the BN in 1985. The trail extends from Willmar to Hawick.	(550) (551) (552)
SUPERIOR HIKE TRAIL	.7	Alignment cut		
CASE- 381012 MAC- 50745	of abandoned Railrd	Extending 0.7 miles north of Split Rock Lighthouse State Park along	(550)	
ADMN- 37 AGEN- 000203	56.0 -	east bank of Split Rock Creek on former grade of Split Rock Creek & Northern Railroad (1899 to 1906). Operated for Split Rock Lumber Company, owned by Merrill & Ring Lumber Company of Duluth. The hummocks between the rail ties are still visible.	(551) (552) (553) (554)	
Date of Info - 02/13/91	totm -			
WILD INDIGO SNA	4.8	abandoned Railrd		
CASE- 501005 MAC- 50961	of -	in a 12 mile long strip of abandoned railroad right-of-way between Ramsey and Dexter.	(100)	
ADMN- 30 AGEN- 0	4.8 -		(101)	
Date of Info - 08/11/89	totm -			
CARVER PARK RESERVE	1.0	abandoned Railrd		
CASE- 102085 MAC- 60160	of Alignment cut	from Victoria 1.5 mi NW of MN Hwy 5 on Co Rd 11.	(100)	
ADMN- 77 AGEN- 000099	15.0 -			
Date of Info - 08/02/91	totm -	From Victoria eastward for one mile on original grade of Minneapolis and St Louis Railway, abandoned by Chicago & North Western in 1980.	(550) (551)	
SOO LINE TRAIL (AITKIN)	12.6	abandoned Railrd		
CASE- 011105 MAC- 70123	of -	in townsites of McGregor, Lawler, Palisade and Swatara in Aitkin County.	(100)	
ADMN- 72 AGEN- 000001	12.6 -		(101)	
Date of Info - 08/01/91	totm -	On 1909 - 1910 grade of Minneapolis, St Paul & Sault Ste Marie Railway between Moose Lake and Plummer, Minnesota. The 112 mile portion between Moose Lake and Schley was abandoned by the Soo Line in 1987. The 8.5 miles between Schley and Cass Lake were abandoned in 1956. 400 ft span crosses Mississippi River, 200 ft span across Willow River.	(550) (551) (552) (553) (554) (555)	
SOO LINE TRAIL (AITKIN)	35.0	abandoned Railrd		
CASE- 012102 MAC- 70123	of -	in townsites of McGregor, Lawler, Palisade and Swatara in Aitkin County.	(100)	
ADMN- 72 AGEN- 000001	35.0 -		(101)	
Date of Info - 08/01/91	totm -	On 1909 - 1910 grade of Minneapolis, St Paul & Sault Ste Marie Railway between Moose Lake and Plummer, Minnesota. The 112 mile portion between Moose Lake and Schley was abandoned by the Soo Line in 1987. The 8.5 miles between Schley and Cass Lake were abandoned in 1956. 400 ft span crosses Mississippi River, 200 ft span across Willow River.	(550) (551) (552) (553) (554) (555)	
HAYPOINT TRAIL	15.6	State pk/for rd		
CASE- 012114 MAC- 70124	of abandoned Railrd	in Hill City at NE corner of MN Hwy 200 and US Hwy 169.	(100)	
ADMN- 72 AGEN- 000001	140.0 Private road			
Date of Info - 08/02/91	totm County for road	Includes entire length of 1910-built Mississippi, Hill City and Western Railway between Hill City and Mississippi River. Abandoned by Great Northern Railway in 1935 (ties still in place). Sold to Aitkin County in 1964. In Itasca County, on 15.6 miles of original bed of logging railroad operated for Pine Tree Manufacturing (1910 - 1916). Also links 18 miles of Soo Line Trail.	(550) (551) (552) (553) (554) (555)	

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HAYPOINT TRAIL	6.0	abandoned Railrd of Alignment cut	in Hill City at NE corner of MN Hwy 200 and US Hwy 169.	(100)
CASE- 311078 MAC- 70124	17.0	-		
ADMN- 72 AGEN- 000001	totm	-	Includes entire length of 1910-built Mississippi, Hill City and Western Railway between Hill City and Mississippi River. Abandoned by Great Northern Railway in 1935 (ties still in place). In Itasca County, on 6 miles of the original bed of logging railroad operated for Pine Tree Manufacturing (1910 - 1916). Also links 18 miles of Soo Line Trail.	(550) (551) (552) (553) (554) (555)
BLUE OX TRAIL	32.1	abandoned Railrd of Alignment cut	in Bemidji at SE shore of Lake Bemidji; links with Northome, Big Falls and International Falls.	(100) (101)
CASE- 041137 MAC- 70241	32.1	-		
ADMN- 72 AGEN- 000004	totm	-	On original grade of 1901-02 Minnesota & International Railway between Bemidji and Northome (41.4 miles). Between Northome and Grand Falls on the 1905 grade of Big Fork & Northern Railway (32.3 miles). Abandoned by BN in 1985. All part of a continuous grade between Bemidji and International Falls (107.3 miles).	(550) (551) (552) (553) (554)
BLUE OX TRAIL	7.6	abandoned Railrd of :	in Bemidji at SE shore of Lake Bemidji; links with Northome, Big Falls and International Falls.	(100) (101)
CASE- 312175 MAC- 70241	7.6	-		
ADMN- 72 AGEN- 000004	totm	-	On original grade of 1901-02 Minnesota & International Railway between Bemidji and Northome (41.4 miles). Between Northome and Grand Falls on the 1905 grade of Big Fork & Northern Railway (32.3 miles). Abandoned by BN in 1985. All part of a continuous grade between Bemidji and International Falls (107.3 miles).	(550) (551) (552) (553) (554)
BLUE OX TRAIL	36.5	abandoned Railrd of Alignment cut	in Bemidji at SE shore of Lake Bemidji; links with Northome, Big Falls and International Falls.	(100) (101)
CASE- 361023 MAC- 70241	36.5	-		
ADMN- 72 AGEN- 000004	totm	-	On original grade of 1901-02 Minnesota & International Railway between Bemidji and Northome (41.4 miles). Between Northome and Grand Falls on the 1905 grade of Big Fork & Northern Railway (32.3 miles). Abandoned by BN in 1985. All part of a continuous grade between Bemidji and International Falls (107.3 miles).	(550) (551) (552) (553) (554)
NORTH COUNTRY SNOW TRAIL	3.0	Ditch of abandoned Railrd in Bemidji, trailhead at Holiday Inn on US Hwy 2.		(100)
CASE- 114165 MAC- 70242	3.0	Township road		
ADMN- 72 AGEN- 000004	totm	Ice on lk/river	For 3 miles west from Cass Lake on 1909 grade of St Paul & Sault Ste Marie Railway, abandoned in 1956.	(550) (551)
NORTH COUNTRY SNOW TRAIL	3.0	Ditch of abandoned Railrd in Bemidji, trailhead at Holiday Inn on US Hwy 2.		(100)
CASE- 291116 MAC- 70242	8.0	Township road		
ADMN- 72 AGEN- 000004	totm	Ice on lk/river	For 3 miles south of Midge Lake on 1909 grade of St Paul & Sault Ste Marie Railway, abandoned in 1956.	(550) (551)

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Facility Name	GRADE:	Grade types:	Narrative Description:	
BLUE EARTH RIVER I TRAIL	2.0	Alignment cut		
CASE- 071081 MAC- 70311	of abandoned Railrd	from W side of Mankato, 20 mi S of MN Hwy 60 on US Hwy 169 to Amboy; (100)		
ADMN- 72 AGEN- 000007	48.8	-	park at Blue Earth County Service Company at junction with MN Hwy 30. (101)	
Date of Info - 08/01/91	totm	-		
			For 2 mi S of Amboy on 1880 grade of St Paul & Sioux City Railroad, (550)	
			abandoned by CNW in 1979. (551)	
SOO LINE TRAIL (CARLTON)	14.5	abandoned Railrd		
CASE- 091079 MAC- 70353	of	-	in Moose Lake, 1.3 mi W on MN Hwy 27/73 to start of trail. (100)	
ADMN- 72 AGEN- 000009	14.5	-		
Date of Info - 08/02/91	totm	-	1909 - 1910 grade of Minneapolis, St Paul & Sault Ste Marie Railway (550)	
			between Moose Lake and Plummer, Minnesota. The 112-mile portion (551)	
			between Moose Lake and Schley was abandoned by Soo Line in 1987. The (552)	
			8.5 mile portion between Schley and Cass Lake was abandoned in 1956. (553)	
SOO LINE TRAIL (CASS)	20.4	abandoned Railrd		
CASE- 113122 MAC- 70426	of	-	in Remer with parking along the abandoned railroad right-of-way. (100)	
ADMN- 72 AGEN- 000011	20.4	-		
Date of Info - 08/02/91	totm	-	1909 - 1910 grade of Minneapolis, St Paul & Sault Ste Marie Railway (550)	
			between Moose Lake and Plummer, Minnesota. The 112-mile portion (551)	
			between Moose Lake and Schley was abandoned by Soo Line in 1987. The (552)	
			8.5 mile portion between Schley and Cass Lake was abandoned in 1956. (553)	
SOO LINE TRAIL (CASS)	30.0	abandoned Railrd		
CASE- 114163 MAC- 70426	of	-	in Remer with parking along the abandoned railroad right-of-way. (100)	
ADMN- 72 AGEN- 000011	30.0	-		
Date of Info - 08/02/91	totm	-	1909 - 1910 grade of Minneapolis St Paul & Sault Ste Marie Railway (550)	
			between Moose Lake and Plummer, Minnesota. The 112-mile portion (551)	
			between Moose Lake and Schley was abandoned by Soo Line in 1987. The (552)	
			8.5 mile portion from Schley to Cass Lake was abandoned in 1956. 50 (553)	
			miles of branching track at Remer harvested virgin timber for Pine (554)	
			Tree Manufacturing (1910 - 1916). (555)	
SNOWAY #1 TRAIL	8.0	abandoned Railrd		
CASE- 111067 MAC- 70436	of abandoned road		from Pine River 10.5 mi W on Co Rd 2 to shelter, parking and toilet. (100)	
ADMN- 72 AGEN- 000011	27.0	Alignment cut		
Date of Info - 08/01/91	totm	-	Between Co Rd 24 W of Pequot Lakes and Spider Lake for about 8 miles (550)	
			on grade of Gull Lake & Northern Railroad (1890-94) operated by (551)	
			Northern Mill Company of Lake Hubert. 40 logging cars on Minnesota's (552)	
			only narrow-gauge logging railroad. (553)	
BORDER RT-PIGEON RIV TRL	7.0	Alignment cut		
CASE- 163051 MAC- 70571	of abandoned Railrd	from Hovland 10 mi N on Co Rd 16 (Arrowhead Trail) to Otter Lake Rd (100)		
ADMN- 72 AGEN- 000016	42.8	-	or McFarland Lake. (101)	
Date of Info - 08/01/91	totm	-	On 5 miles of Alger-Smith Lumber Company Railroad between Clearwater (550)	
			and Rose Lakes along the Canadian border. Operated by General (551)	
			Logging Company between 1927 and 1938. Another spur trail is on 6.5 (552)	
			miles of the 1892 Port Arthur, Duluth and Western Railway, connecting (553)	
			North Lake and Magnetic Lakes on the Canadian shore of Gunflint Lake. (554)	
			Its westernmost segment of an 86-mile line from Thunder Bay, Ontario (555)	
			built to meet a rail grade which was never completed on the U S side (556)	
			of border. Line went to Gunflint Mine. Tracks removed 1915. (557)	
			This portion of the line was abandoned in 1904. Commodities carried (558)	
			were timber, iron ore, and some gold and silver. On the east end of (559)	
			Gunflint Lake this rail grade meets a 2 mile spur trail south to (560)	
			Bridal Veil Falls on the bed of the 1924-25 Northwest Paper Company (561)	
			114 mile Hornby to Rose Lake Line, taken up in 1940. (562)	

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Facility Name GRADE: Grade types: Narrative Description:

GUNFLINT SNOWMOBILE TRL	2.0 Alignment cut		
CASE- 161118 MAC- 70582	of abandoned Railrd from Grand Marais 3 mi N on Gunflint Trail (Co Rd 12), then 3 mi N	(100)	
ADMN- 72 AGEN- 000016	20.0 - on Co Rd 8 and 1 mi NE on Co Rd 18 to Skyport Resort.	(101)	
Date of Info - 08/02/91	totm -		
	On 18 miles of RR bed between Two Island Lake and Clearwater Lake	(550)	
	operated between 1928 and 1938 by General Logging Company. Much of	(551)	
	grade now Forest Service Road. Rail trestle pilings visible at Pine	(552)	
	Lake. Original bed visible between Co Rd 12 and Clearwater Lake.	(553)	
GUNFLINT SNOWMOBILE TRL	16.0 abandoned Railrd		
CASE- 163047 MAC- 70582	of -	from Grand Marais 3 mi N on Gunflint Trail (Co Rd 12), then 3 mi N	(100)
ADMN- 72 AGEN- 000016	85.0 -	on Co Rd 8 and 1 mi NE on Co Rd 18 to Skyport Resort.	(101)
Date of Info - 08/02/91	totm -		
	On 18 miles of RR bed between Two Island Lake and Clearwater Lake	(550)	
	operated between 1928 and 1938 by General Logging Company. Much of	(551)	
	grade now Forest Service Road. Rail trestle pilings visible at Pine	(552)	
	Lake. Original bed visible between Co Rd 12 and Clearwater Lake.	(553)	
CUYUNA TRAIL	18.8 abandoned Railrd		
CASE- 182146 MAC- 70625	of Alignment cut	in Crosby at Crosby Memorial Park on Serpent Lake; in Deerwood at	(100)
ADMN- 72 AGEN- 000018	79.4 -	public ball field near school.	(101)
Date of Info - 08/02/91	totm -		
	On former 1914 Soo Line grade west of Iron Hub (3 miles) and on 15.8	(550)	
	miles of Cuyuna Northern Railway (1912-1915) and Mpls St Paul & Sault	(551)	
	Ste Marie Railway (1915) between Deerwood and Tromald (9.83 mi),	(552)	
	Huntington Jct and Riverton (2.3 mi) and Ironton and Cuyuna	(553)	
	(4.77 mi); all abandoned in 1987 by the BN and Soo Line Railway.	(554)	
	Iron ore tailings piles over look Huntington Pit, abandoned in the	(555)	
	1950's.	(556)	
LARSON LAKE MEM FOREST	.2 abandoned Railrd		
CASE- 182161 MAC- 70647	of Alignment cut	in Deerwood 0.5 mi S on MN Hwy 6 from MN Hwys 210 and 6, then 1.5 mi	(100)
ADMN- 72 AGEN- 000018	13.0 -	E on Co Rd 10 to Larson Lake.	(101)
Date of Info - 08/01/91	totm -		
	Trail twice crosses former 1914 grade of Mpls, St Paul and Sault Ste	(550)	
	Marie Railway from Iron Hub to Orlane Mine; only one load of iron ore	(551)	
	taken on this line for the war effort of WW I.	(552)	
DAKOTA TRAIL	1.5 abandoned Railrd		
CASE- 191026 MAC- 70665	of Alignment cut	in Burnsville 3 mi E on Co Rd 42 (150th St) from I-35E, then S for	(100)
ADMN- 72 AGEN- 000019	40.0 -	0.6 mi on Co Rd 23 (Cedar Av) to parking lot (E of road).	(101)
Date of Info - 08/02/91	totm -		
	On 1886 grade of Minnesota & North Western Railroad (St. Paul to	(550)	
	Lyle) for 5.5 miles between 145th St and 200th St (W of US Hwy 52).	(551)	
	Abandoned by Chicago & North Western Railway in 1984.	(552)	
DAKOTA TRAIL	4.0 abandoned Railrd		
CASE- 192186 MAC- 70665	of Alignment cut	in Burnsville 3 mi E on Co Rd 42 (150th St) from I-35E, then S for	(100)
ADMN- 72 AGEN- 000019	67.0 -	0.6 mi on Co Rd 23 (Cedar Av) to parking lot (E of road).	(101)
Date of Info - 08/02/91	totm -		
	On 1886 grade of Minnesota & North Western Railroad (St. Paul to	(550)	
	Lyle) for 5.5 miles between 145th St and 200th St (W of US Hwy 52).	(551)	
	Abandoned by Chicago & North Western Railway in 1984.	(552)	

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Facility Name      GRADE: Grade types: Narrative Description:

RANDOLPH TRAIL	3.0 abandoned Railrd		
CASE- 661058 MAC- 70671	of Alignment cut	in Northfield 1 mi SW of MN Hwy 19 on Armstrong Rd to Sechler Park.	(100)
ADMN- 72 AGEN- 000019	15.9 abandoned road	Access point also in Dennison.	(101)
Date of Info - 08/01/91	totm -	Between Dennison and MN Hwy 19 on 3 miles of original 1886 grade of Minnesota & North Western Railroad (St Paul to Lyle) abandoned by CNW	(550) (551)
DATA TRAIL	12.0 abandoned Railrd		
CASE- 611094 MAC- 70720	of Alignment cut	in Glenwood 0.5 mi S of intersection of MN Hwys 55 and 29.	(100)
ADMN- 72 AGEN- 000021	88.0 -	About 12 miles of trail on original 1882 grade of the Little Falls and Dakota Railroad. Abandoned by BN in segments in 1972, 1981.	(550) (551)
Date of Info - 08/01/91	totm -	Railbanked between Starbuck and Glenwood. Private ownership between Glenwood and Westport.	(552) (553)
SNO ROVER TRAIL	4.0 abandoned Railrd		
CASE- 221044 MAC- 70753	of Alignment cut	in Blue Earth 1.5 mi S of I-90; parking at intersection of 14th St. and Main St.	(100) (101)
ADMN- 72 AGEN- 000022	27.0 -	Along US Hwy 169 to Elmore, trail on 4 mi of 1880 grade of St Paul & Sioux City RR, abandoned in 1975 by CNW.	(550) (551)
Date of Info - 08/01/91	totm -		
CANNON VALLEY TRAIL	19.7 abandoned Railrd		
CASE- 251069 MAC- 70820	of -	in Red Wing on Old W Main St 1/2 mi W of Red Wing Pottery and Nybo's Landing; in Cannon Falls, follow signs on MN Hwy 19, E of downtown.	(100) (101)
ADMN- 72 AGEN- 000025	19.7 -	On 1881 grade of the Minnesota Central Railroad between Red Wing and Cannon Falls. Former route of Chicago Great Western's Blue Bird, an early gas-electric, streamlined locomotive. Abandoned by the CNW in 1982.	(550) (551) (552) (553)
Date of Info - 08/02/91	totm -		
RUM-BOCK-BLUE LAKE TRAIL	2.0 Alignment cut		
CASE- 481069 MAC- 71014	of abandoned Railrd	6.5 mi NE from Milaca on MN Hwy 23.	(100)
ADMN- 72 AGEN- 000030	10.0 -	Built by the Mpls & St Cloud Railroad between East St Cloud and Hinckley in 1882, abandoned by BN in 1983. 2 miles along north side of MN Hwy 23.	(550) (551) (552)
Date of Info - 08/02/91	totm -		
GREENWAY TRAIL	10.8 Alignment cut		
CASE- 311082 MAC- 71050	of abandoned Railrd	from Calumet 4 mi SE on Co Rd 12 to parking area.	(100)
ADMN- 72 AGEN- 000031	83.5 -	4.3 miles of trail on 1906 Alborn to Coleraine branch of the Duluth, Missabe and Northern Railway (in 1937, became the D, M & IR Railway); abandoned in 1977. Another 6.5 mile portion of trail between Swan River and Goodland on former grade of Swan River Logging Company's Duluth, Mississippi River and Northern Railroad, built between the Mississippi River and Bengal Lake (1895). Great Northern abandoned line from Swan River north in 1959.	(550) (551) (552) (553) (554) (555) (556)
Date of Info - 08/01/91	totm -		

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GREENWAY TRAIL	8.5 abandoned Railrd		
CASE- 691073 MAC- 71050	of -	from Duluth, NW on US Hwy 53 to Independence, then 6 mi W on Co Rd 47 (100)	
ADMN- 72 AGEN- 000031	10.5 -	to Alborn. (101)	
Date of Info - 08/01/91	totm -	8.5 miles on 1906 Alborn to Coleraine branch of the Duluth, Missabe (550) and Northern Railway (became D, M & IR Railway in 1937). This grade (551) was abandoned by the D, M & IR Railway in 1977. (552)	
GREENWAY TRAIL	1.0 abandoned Railrd		
CASE- 693120 MAC- 71050	of -	from Duluth, NW on US Hwy 53 to Independence, then 6 mi W on Co Rd 47 (100)	
ADMN- 72 AGEN- 000031	1.0 -	to Alborn. (101)	
Date of Info - 08/01/91	totm -	Entire segment of 1 mile on 1906 Alborn to Coleraine branch of (550) Duluth, Missabe and Northern Railway (1937 became D, M & IR Railway). (551) This grade was abandoned by the D, M & IR Railway in 1977. (552)	
DRIFTSKIPPER TRAIL	2.0 abandoned Railrd		
CASE- 311083 MAC- 71051	of Alignment cut	in Grand Rapids at Co Fairgrounds; 3 mi E from Hill City on N side (100)	
ADMN- 72 AGEN- 000031	60.6 -	of MN Hwy 200. (101)	
Date of Info - 08/01/91	totm -	West end of trail meets Haypoint Trail on 2 miles of abandoned (550) logging railroad grade of Pine Tree Manufacturing Company of Remer, (551) operating between 1910 and 1916 for a sawmill in Little Falls. (552)	
KEYSTONE TRAIL	1.5 abandoned Railrd		
CASE- 311087 MAC- 71052	of Alignment cut	at south Bovey city limits at junction of Co Rd 10 and US Hwy (100)	
ADMN- 72 AGEN- 000031	15.1 abandoned road	169 (at parking lot). (101)	
Date of Info - 08/02/91	totm Other grade type	On 1.5 mile portion of 1906 grade of the Alborn to Coleraine (550) extension of the Duluth, Missabe and Northern Railway (1937 became (551) D, M & IR Railway); also view of open pit mines and tailings basin (552) dike. Trail on former rail grade to USS Trout Lake Concentrator (553) abandoned in 1960's. (554)	
DAY BROOK TRAIL	.0 abandoned Railrd		
CASE- 313212 MAC- 71056	of Alignment cut	from Nashwauk 12 mi N on MN Hwy 65 to junction of Co Rd 55 (parking (100)	
ADMN- 72 AGEN- 000031	45.0 Ditch	lot). (101)	
Date of Info - 08/02/91	totm -		
MARCELL TRAIL	11.0 Alignment cut		
CASE- 313215 MAC- 71058	of Fed forest road	from Grand Rapids city limits, 28 mi N on MN Hwy 38 to parking lot at (100)	
ADMN- 72 AGEN- 000031	36.0 abandoned Railrd	Marcell Recreation Center. (101)	
Date of Info - 08/01/91	totm -	Between Marcell and Big Fork on 11 miles of original Minneapolis and (550) Rainy River RR, built 1897 for Itasca Lumber Company of Deer River, (551) abandoned 1932. Features 60-foot high bridge over Star Lake. (552)	
VOYAGEUR WEST TRAIL	31.1 abandoned Railrd		
CASE- 364034 MAC- 71181	of Alignment cut	in International Falls at intersection of US Hwy 53 and 11th St. (100)	
ADMN- 72 AGEN- 000036	31.1 -		
Date of Info - 08/02/91	totm -	On original grade of 1907 Grand Falls to International Falls Railway (550) (33.6 miles). Abandoned by BN in 1985. All part of a continuous (551) grade between Bemidji and International Falls (107.3 miles). (552)	

Facility Name	GRADE:	Grade types: Narrative Description:	
FLATHORN-GEGOKA TRAIL	2.5 Alignment cut		
CASE- 382118 MAC- 71240	of abandoned Railrd from Isabella 7.5 mi W on MN Hwy 1.		(100)
ADMN- 72 AGEN- 000038	29.0 abandoned road		
Date of Info - 08/02/91	totm -	Ski trail on 2.5 miles of turn-of-the-century logging railroad grade between Gegoka Lake and Fishtrap Lake.	(550) (551)
SAW TOOTH TRAIL	2.0 abandoned Railrd		
CASE- 382117 MAC- 71244	of Alignment cut	from Silver Bay 2.5 mi NE on US Hwy 61, parking lot in Tettegouche State Park.	(100) (101)
ADMN- 72 AGEN- 000038	14.0 -		
Date of Info - 08/01/91	totm -	Two miles of trail south of Finland on logging railroad grade operated between 1898 and 1923 by Duluth & Northern Minnesota RR for Alger-Smith Lumber Company from Knife River to Cramer.	(550) (551) (552)
TOMAHAWK TRAIL	6.0 Alignment cut		
CASE- 382115 MAC- 71248	of Fed forest road	in Ely 0.3 mi S of intersection of MN Hwys 1 and 169 at old Ely	(100)
ADMN- 72 AGEN- 000038	65.0 abandoned Railrd	airport (north end) and Crooked Lake Resort (south end).	(101)
Date of Info - 08/01/91	totm -	For 6 miles between Crooked and Bluebill Lakes on former Duluth and Northern Minnesota RR bed, operated by General Logging Company 1917-1930. Part of 114 mile railroad between Cascade Junction on the Duluth and Iron Range Railway and Clearwater lake near Canada. Also on 2 miles of abandoned logging railroad southeast of Isabella and on 1 mile of former grade east of Isabella Station on Duluth, Missabe & Iron Range Railway (1948-1983).	(550) (551) (552) (553) (554) (555) (556)
RED DOT TRAIL	1.5 abandoned Railrd		
CASE- 381051 MAC- 71249	of Alignment cut	from Silver Bay 2 mi NE on US Hwy 61 at Baptism River Lodge; also downtown Silver Bay and Beaver Bay.	(100) (101)
ADMN- 72 AGEN- 000038	29.7 -		
Date of Info - 08/01/91	totm -	For 1.5 miles west of Lax Lake on original Duluth & Northern Minnesota RR (for Alger-Smith Lumber Co.) between 1898 and 1923 from Knife River to Cramer.	(550) (551) (552)
LONE EAGLE TRAIL	3.0 Alignment cut		
CASE- 491057 MAC- 71490	of abandoned Railrd	from downtown Little Falls 12 mi W on MN Hwy 27 to parking lot at Twelve-Mile Tavern.	(100)
ADMN- 72 AGEN- 000049	17.4 -		(101)
Date of Info - 08/02/91	totm -	Near Swanville, for three miles trail is on original 1882 bed of Little Falls and Dakota Railroad connecting to Morris. Abandoned by BN in 1972.	(550) (551) (552)
LONE EAGLE TRAIL	1.5 Ditch		
CASE- 771084 MAC- 71490	of abandoned Railrd	1 mi W from Little Falls on MN Hwy 27, then 2.5 mi S on MN Hwy 238, then 12.5 mi W on Co Rd 14 to Swanville; parking on SE side of town.	(100) (101)
ADMN- 72 AGEN- 000049	2.6 -		
Date of Info - 08/02/91	totm -	On 1.5 mi of abandoned railroad grade SW from Swanville. Part of the 1882 grade of the Little Falls and Dakota Railroad connecting to Morris. Abandoned by BN in 1972.	(550) (551) (552)

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MOWER TRAIL 3.5 Alignment cut  
 CASE- 501029 MAC- 71511 of abandoned Railrd in Austin at 11th Drive NE exit on I-90 (Union 76 truck stop) or (100)  
 ADMN- 72 AGEN- 000050 182.0 : Oakland Ave exit on I-90 (W side-Big Steer Restaurant.) (101)  
 Date of Info - 08/01/91 totm :

3.5 miles of trail between Dexter and Brownsdale on 1870 grade of the (550)  
 Southern Minnesota RR. Abandoned by Chicago, Milwaukee, St Paul & (551)  
 Pacific Railroad in 1980 between LaCrescent and Ramsey (100 miles). (552)

BEAVER CREEK TRAIL 6.0 Alignment cut  
 CASE- 511131 MAC- 71539 of abandoned Railrd in Slayton at junction of US Hwy 59 and MN Hwy 30, at Country Host (100)  
 ADMN- 72 AGEN- 000051 95.0 : Cafe (southeast corner). (101)  
 Date of Info - 08/02/91 totm :

2 miles of trail for 1 mile E and 1 mile W of MN Hwy 267 in Iona, on (550)  
 1878-80 grade of the Southern Minnesota Railroad, abandoned by the (551)  
 Chicago, Milwaukee, St Paul & Pacific Railroad in 1980. 4 additional (552)  
 miles from Slayton to Hadley on the 1879 grade of St Paul & Sioux (553)  
 City RR, abandoned in 1980. (554)

WAPITI TRAIL 17.0 abandoned Railrd  
 CASE- 571008 MAC- 71683 of Alignment cut in Thief River Falls, parking at bridge over Thief River. (100)  
 ADMN- 72 AGEN- 000057 27.5 : Between Thief River Falls and Goodridge on grade of 1914 Minnesota (550)  
 Northwestern Electric Railway Company's intercity line which operated (551)  
 gasoline motor cars between these points until abandonment in 1940. (552)  
 Right-of-Way was owned by Soo Line Railway. (553)  
 Date of Info - 08/02/91 totm :

SNO BLAZER TRAIL 13.4 Alignment cut  
 CASE- 591056 MAC- 71727 of abandoned Railrd in Pipestone on MN Hwy 30, parking on both east and west edge of (100)  
 ADMN- 72 AGEN- 000059 102.0 : town and at junction of MN Hwy 23 and US Hwy 75. (101)  
 Date of Info - 08/01/91 totm :

2.4 miles of trail on 1878-80 grade of the St Paul & Sioux City RR (550)  
 between Lake Wilson and Pipestone (18.5 miles). Abandoned by the (551)  
 CNW RR in 1962. 11 miles on Casey Jones State Trail. (552)

ALBORN-PENGINN TRAIL 23.0 abandoned Railrd  
 CASE- 691079 MAC- 71994 of - from Duluth 18 mi NW on US Hwy 53 to Independence, then 6 mi W on Co (100)  
 ADMN- 80 AGEN- 137010 23.0 : Rd 47 to Alborn. (101)  
 Date of Info - 08/02/91 totm :

23 miles on 1906 grade of the Alborn to Coleraine extension of the (550)  
 Duluth, Missabe and Northern Railway (1937 became D, M & IR Railway); (551)  
 abandoned in 1977. (552)

VOYAGEUR-CRANE LAKE TRL 8.0 Alignment cut  
 CASE- 697054 MAC- 71998 of abandoned Railrd 25 mi S of International Falls on US Hwy 53, then 1 mi N on Co Rd 122 (100)  
 ADMN- 72 AGEN- 000069 25.4 : to trail. (101)  
 Date of Info - 08/09/90 totm :

From Moose Bay on Namakan Lake, trail parallels Moose River for 8 (550)  
 miles on grade of Virginia and Rainy lake Railroad (1908-1910) (551)  
 operated by Minnesota Land & Construction Company. (552)

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Facility Name: ON RR GRADE: Grade types: Narrative Description: Subj: Code:

IRON ORE TRAIL .6 abandoned Railrd  
CASE- 694099 MAC- 71999 of - in Tower, parking at Taconite State Trail lot on MN Hwy 135, then S (100)  
ADMN- 72 AGEN- 000069 .6 - from south side of town to trail. (101)  
Date of Info - 08/02/91 totm -

in Tower, parking at Taconite State Trail lot on MN Hwy 135, then s (100)  
from south side of town to trail. (101)

Trail follows 0.6 miles of 1884 grade of the Duluth and Iron Range Railroad from the Soudan Mine to Two Harbors; abandoned by Duluth, Missabe and Iron Range Railway in 1982. (550) (551) (552)

Trail follows 0.6 miles of 1884 grade of the Duluth and Iron Range Railroad from the Soudan Mine to Two Harbors; abandoned by Duluth, Missabe and Iron Range Railway in 1982. (550) (551) (552)

IRON ORE TRAIL 13.0 abandoned Railrd  
CASE- 696099 MAC- 71999 of - in Tower, parking at Taconite State Trail lot on MN Hwy 135, then S (100)  
ADMN- 72 AGEN- 000069 14.4 - from south side of town to trail. (101)  
Date of Info - 08/02/91 totm -

in Tower, parking at Taconite State Trail lot on MN Hwy 135, then S (100)  
from south side of town to trail. (101)

Trail follows 13 miles of 1884 grade of the Duluth and Iron Range Railroad from the Soudan Mine to Two Harbors; abandoned by Duluth, Missabe and Iron Range Railway in 1982. (550) (551) (552)

Trail follows 13 miles of 1884 grade of the Duluth and Iron Range Railroad from the Soudan Mine to Two Harbors; abandoned by Duluth, Missabe and Iron Range Railway in 1982. (550) (551) (552)

CHISHOLM TRAIL 8.5 Alignment cut  
CASE- 693118 MAC- 72074 of abandoned Railrd in Chisholm 0.5 blks W of US Hwy 73 on SW 3rd St to Scottwood Motel. (100)  
ADMN- 72 AGEN- 000069 21.3 abandoned road  
Date of Info - 08/02/91 totm - Part of this trail is on 8.5 miles of the 1893 Duluth, Mississippi (550)

Part of this trail is on 8.5 miles of the 1893 Duluth, Mississippi River, and Northern Railroad along Chippewa River valley between (550) (551)

River and Northern Railroad along Shannon River valley between Chisholm and Dewey Lake. This segment was leased to the Swan River Logging Company from 1899 to 1909, and then sold to them. Swan River Company removed the line in about 1910. (551) (552) (553) (554)

Chisholm and Dewey Lake. This segment was leased to the Swan River Logging Company from 1899 to 1909, and then sold to them. Swan River Company removed the line in about 1910.

SCOTT TRAIL 5.5 Alignment cut  
CASE- 702090 MAC- 72086 of abandoned Railrd in Shakopee, Prior Lake, St Patrick, New Market and Marystown. (100)  
ADMN- 72 AGEN- 000070 111.0 -

On 5.5 miles of former 1869 grade of Hastings & Dakota Railway along (550)

Date of Info - 08/02/90 totm - On 5.5 miles of former 1869 grade of Hastings & Dakota Railway along Credit River Rd and N boundary of Cleary Lake Regional Park. 23.5 miles between Farmington and Shakopee abandoned by the Chicago, Milwaukee, St Paul & Pacific Railway in 1980. (550) (551) (552) (553)

Credit River Rd and N boundary of Cleary Lake Regional Park. 23.5 miles between Farmington and Shakopee abandoned by the Chicago, Milwaukee, St Paul & Pacific Railway in 1980. (551) (552) (553)

STAR TRAIL 2.0 abandoned Railrd  
CASE- 821030 MAC- 72420 of Alignment cut from Hastings 2 mi N on US Hwy 61 to parking lot at junction with US (100)  
ADMN- 72 AGEN- 000082 80.0 Ditch Hwy 10. (101)  
Date of Info - 08/01/91 totm -

From junction of MN Hwy 25 and Co Rd 21, go 2 miles north to Hwy 10 (101).

LAKEVILLE TRAIL 1.2 abandoned Railrd  
CASE- 191024 MAC- 76404 of Alignment cut in Lakeville at intersection of Dodd Rd (Co Rd 9) and 202nd St W (100)  
ADMN- 80 AGEN- 037080 27.0 - (Co Rd 64). (101)  
Date of Info - 08/02/91 totm -

in Lakeville at intersection of Dodd Rd (Co Rd 9) and 202nd St W (Co Rd 64). (100) (101)

\*\*\* TRAILS - ON - RAILROAD GRADE REPORT \*\*\* RECFAC Data Base Printed 09/19/1991  
 (sc100-101directions, sc550-569RR history)

ON RR

Subj  
Code:

Facility Name	GRADE:	Grade types:	Narrative Description:	
SOUTHWEST TRAIL	4.0	abandoned Railrd of Alignment cut	in Chanhassen at intersection of MN Hwys 101 and 5. Park at American Legion or Chanhassen Bowl.	(100) (101)
CASE- 102071 MAC- 78429	24.0	-		(550) (551) (552)
ADMN- 80 AGEN- 053056	totm	-	Between Victoria and Excelsior on 4 miles of former 1879 Hopkins Junction to Winthrop line of Minneapolis and St. Louis Railway - Pacific Extension. Abandoned by Chicago & North Western in 1980.	
Date of Info - 08/01/91				
SOUTHWEST TRAIL	2.5	abandoned Railrd of Alignment cut	in Chaska at intersection of US Hwy 212 and Co Rd 17.	(100)
CASE- 271040 MAC- 78429	10.0	-		(550) (551) (552)
ADMN- 80 AGEN- 053056	totm	-	Between Victoria and Excelsior on 2.5 miles of former 1879 Hopkins Junction to Winthrop line of Minneapolis and St Louis Railway - Pacific Extension. Abandoned by Chicago & North Western in 1980.	
Date of Info - 08/01/91				
TRAILBLAZERS PATH	2.0	abandoned Railrd of Alignment cut	in Hibbing at 24th St and 5th Av W.	(100)
CASE- 693206 MAC- 85295	10.0	-		(550) (551)
ADMN- 80 AGEN- 137235	totm	-	On 2 miles of a 1900-era spur of the Duluth Mississippi River and Northern RR operating for the Swan River Logging Company.	
Date of Info - 08/01/91				

Facility Name and Page:	Facility Name and Page:	Facility Name and Page:
AFTON STATE PARK 2	SPLIT ROCK LIGHTHOUSE SP 2	
ALBORN-PENGIN TRAIL 14	STAR TRAIL 15	
ARROWHEAD STATE TRAIL 3	SUPERIOR HIKE TRAIL 7	
ARROWHEAD STATE TRAIL 3	TACONITE STATE TRAIL 3	
BANNING STATE PARK 2	TH 95 AFTON-LAKELAND TRL 1	
BEAR ISLAND-LAKE TRAIL 1	TOMAHAWK TRAIL 13	
BEAVER CREEK TRAIL 14	TRAILBLAZERS PATH 16	
BLUE EARTH RIVER I TRAIL 9	TURTLE MOUND HIKE TRAIL 1	
BLUE OX TRAIL 8	VIRGINIA TRAILS 1	
BLUE OX TRAIL 8	VOYAGEUR WEST TRAIL 12	
BLUE OX TRAIL 8	VOYAGEUR-CRANE LAKE TRL 14	
BORDER RT-PIGEON RIV TRL 9	WAPITI TRAIL 14	
CANNON VALLEY TRAIL 11	WILD INDIGO SNA 7	
CARVER PARK RESERVE 7		
CHISHOLM TRAIL 15		
CIRCLE L TRAIL 2		
CIRCLE T TRAIL 2		
CLOQUET VALLEY TRAIL 1		
CUYUNA TRAIL 10		
DAKOTA TRAIL 10		
DAKOTA TRAIL 10		
DATA TRAIL 11		
DAY BROOK TRAIL 12		
DOUGLAS STATE TRAIL 3		
DOUGLAS STATE TRAIL 3		
DRIFTSKIPPER TRAIL 12		
FLATHORN-GEGOKA TRAIL 13		
GLACIAL LAKES STATE TRL 7		
GREENWAY TRAIL 11		
GREENWAY TRAIL 12		
GREENWAY TRAIL 12		
GUNFLINT SNOWMOBILE TRL 10		
GUNFLINT SNOWMOBILE TRL 10		
HAY CREEK UNIT 2		
HAYPOINT TRAIL 7		
HAYPOINT TRAIL 8		
HEARTLAND STATE TRAIL 4		
HEARTLAND STATE TRAIL 4		
HEARTLAND STATE TRAIL 4		
IRON ORE TRAIL 15		
IRON ORE TRAIL 15		
KEYSTONE TRAIL 12		
LAKEVILLE TRAIL 15		
LARSON LAKE MEM FOREST 10		
LONE EAGLE TRAIL 13		
LONE EAGLE TRAIL 13		
LUCE LINE STATE TRAIL 4		
LUCE LINE STATE TRAIL 4		
LUCE LINE STATE TRAIL 4		
LUCE LINE STATE TRAIL 5		
MARCELL TRAIL 12		
MINN VALLEY STATE TRAIL 5		
MOWER TRAIL 14		
MUNGER TRL-BOUNDARY SGMT 5		
MUNGER TRL-DULUTH SGMT 6		
MUNGER TRL-DULUTH SGMT 6		
MUNGER TRL-GATEWAY SGMT 1		
MUNGER TRL-HINCKLEY SGMT 5		
MUNGER TRL-HINCKLEY SGMT 5		
MUNGER TRL-HINCKLEY SGMT 5		
NORTH COUNTRY SNOW TRAIL 8		
NORTH COUNTRY SNOW TRAIL 8		
NORTH SHORE STATE TRAIL 3		
RANDOLPH TRAIL 11		
RED DOT TRAIL 13		
ROOT RIVER STATE TRAIL 6		
ROOT RIVER STATE TRAIL 6		
RUM-BOCK-BLUE LAKE TRAIL 11		
SAKATAH SING HILLS ST TR 6		
SAKATAH SING HILLS ST TR 6		
SAKATAH SING HILLS ST TR 6		
SAW TOOTH TRAIL 13		
SCOTT TRAIL 15		
SNO BLAZER TRAIL 14		
SNO ROVER TRAIL 11		
SNOWAY #1 TRAIL 9		
SOO LINE TRAIL (AITKIN) 7		
SOO LINE TRAIL (AITKIN) 7		
SOO LINE TRAIL (CARLTON) 9		
SOO LINE TRAIL (CASS) 9		
SOO LINE TRAIL (CASS) 9		
SOUTHWEST TRAIL 16		
SOUTHWEST TRAIL 16		



## PUBLIC TRAILS ON ABANDONED RAILROAD GRADE

09/19/1991

## DNR REGION 1

Facility Name	Administrator	Map Code and County	Total Miles	RR Grade Miles	Ski	Horse	Bike	Snowmobile	Date Info
MN DEPT NATL RESOURCES:									
HEARTLAND STATE TRAIL	DNR Trails & Waterways	29-1 Hubbard	21.0	21.0	-	21.0	21.0	21.0	08/02/91
Region 1 subtotal for DNR Trails & Waterways		-	21.0	21.0	-	21.0	21.0	21.0	
Region 1 subtotal for MN DEPT NATL RESOURCES		-	21.0	21.0	-	21.0	21.0	21.0	

## COUNTY ADMINISTERED:

BLUE OX TRAIL	Beltrami Co. GIA	04-1 Beltrami	32.1	32.1	-	-	-	32.1	08/02/91
NORTH COUNTRY SNOW TRAIL	"	29-1 Hubbard	8.0	3.0	-	-	-	8.0	08/02/91
DATA TRAIL	Douglas Co. GIA	61-1 Pope	88.0	12.0	-	-	-	88.0	08/01/91
WAPITI TRAIL	Pennington Co. GIA	57-1 Penngton	27.5	17.0	-	-	-	27.5	08/02/91
Region 1 subtotal for County (Grant-In-Aid)		-	155.6	64.1	-	-	-	155.6	
Region 1 subtotal for COUNTY ADMINISTERED		-	155.6	64.1	-	-	-	155.6	
REGION 1 TOTALS FOR ALL ADMINISTRATIVE LEVELS		-	176.6	85.1	.0	21.0	21.0	176.6	

## P U B L I C T R A I L S O N A B A N D O N E D R A I L R O A D G R A D E

09/19/1991

## DNR REGION 2

Facility Name	Administrator	Map Code and County	Total Miles	RR Grade Miles	Ski	Horse	Bike	Snowmobile	Date Info
<b>FEDERAL:</b>									
TURTLE MOUND HIKE TRAIL	Chippewa Nationl Forest	31-2 Itasca	.5	.2	-	-	-	-	08/09/83
Region 2 subtotal for U S D A Forest Service	-	-	.5	.2	-	-	-	-	-
Region 2 subtotal for FEDERAL	-	-	.5	.2	-	-	-	-	-
<b>MN DEPT NATL RESOURCES:</b>									
BEAR ISLAND-LAKE TRAIL	MN DNR Div of Forestry	69-4 St Louis	13.0	5.0	-	-	-	13.0	08/02/91
CIRCLE L TRAIL	"	31-3 Itasca	24.8	2.0	-	-	-	24.8	08/01/91
CIRCLE T TRAIL	"	31-3 Itasca	39.5	3.0	-	-	-	39.5	08/01/91
CLOQUET VALLEY TRAIL	"	69-2 St Louis	29.0	4.5	-	-	-	29.0	08/01/91
Region 2 subtotal for MN DNR Div of Forestry	-	106.3	14.5	-	-	-	106.3	-	-
ARROWHEAD STATE TRAIL	DNR Trails & Waterways	69-5 St Louis	64.5	4.5	-	42.0	-	64.5	08/09/90
ARROWHEAD STATE TRAIL	"	69-7 St Louis	30.2	.5	-	27.0	-	30.2	08/09/90
MUNGER TRL-BOUNDARY SGMT	"	09-1 Carlton	10.0	6.0	-	-	-	10.0	08/01/91
MUNGER TRL-DULUTH SGMT	"	09-1 Carlton	6.5	6.5	-	-	-	6.5	08/01/91
MUNGER TRL-DULUTH SGMT	"	69-2 St Louis	8.0	8.0	-	-	-	8.0	08/01/91
MUNGER TRL-HINCKLEY SGMT	"	09-1 Carlton	8.0	8.0	-	-	-	8.0	08/01/91
NORTH SHORE STATE TRAIL	"	38-1 Lake	50.0	20.0	-	-	-	50.0	08/01/91
SUPERIOR HIKE TRAIL	"	38-1 Lake	56.0	.7	-	-	-	-	02/13/91
TACONITE STATE TRAIL	"	69-4 St Louis	31.0	2.0	-	31.0	-	31.0	08/02/91
Region 2 subtotal for DNR Trails & Waterways	-	264.2	56.2	-	100.0	21.5	208.2	-	-
SPLIT ROCK Lighthouse SP	DNR Parks & Recreation	38-1 Lake	8.0	1.0	8.0	-	-	-	08/09/90
Region 2 subtotal for DNR Parks & Recreation	-	8.0	1.0	8.0	-	-	-	-	-
Region 2 subtotal for MN DEPT NATL RESOURCES	-	378.5	71.7	8.0	100.0	21.5	314.5	-	-
<b>COUNTY ADMINISTERED:</b>									
HAYPOINT TRAIL	Aitkin Co. GIA	01-2 Aitkin	140.0	15.6	-	-	-	140.0	08/02/91
HAYPOINT TRAIL	"	31-1 Itasca	17.0	6.0	-	-	-	17.0	08/02/91
SOO LINE TRAIL (AITKIN)	"	01-1 Aitkin	12.6	12.6	-	-	-	12.6	08/01/91
SOO LINE TRAIL (AITKIN)	"	01-2 Aitkin	35.0	35.0	-	-	-	35.0	08/01/91
BLUE OX TRAIL	Beltrami Co. GIA	31-2 Itasca	7.6	7.6	-	-	-	7.6	08/02/91
BLUE OX TRAIL	"	36-1 Koochich	36.5	36.5	-	-	-	36.5	08/02/91
SOO LINE TRAIL (CARLTON)	Carlton Co. GIA	09-1 Carlton	14.5	14.5	-	-	-	14.5	08/02/91
BORDER RT-PIGEON RIV TRL	Cook Co. GIA	16-3 Cook	42.8	7.0	42.8	-	-	-	08/01/91
GUNFLINT SNOWMOBILE TRL	"	16-1 Cook	20.0	2.0	-	-	-	20.0	08/02/91
GUNFLINT SNOWMOBILE TRL	"	16-3 Cook	85.0	16.0	-	-	-	85.0	08/02/91
DRIFTSKIPPER TRAIL	Itasca Co. GIA	31-1 Itasca	60.6	2.0	-	-	-	60.6	08/01/91
GREENWAY TRAIL	"	31-1 Itasca	83.5	10.8	-	-	-	83.5	08/01/91
GREENWAY TRAIL	"	69-1 St Louis	10.5	8.5	-	-	-	10.5	08/01/91
GREENWAY TRAIL	"	69-3 St Louis	1.0	1.0	-	-	-	1.0	08/01/91
KEYSTONE TRAIL	"	31-1 Itasca	15.1	1.5	-	-	-	15.1	08/02/91
MARCELL TRAIL	"	31-3 Itasca	36.0	11.0	-	-	-	36.0	08/01/91
VOYAGEUR WEST TRAIL	Koochiching Co. GIA	36-4 Koochich	31.1	31.1	-	-	-	31.1	08/02/91
FLATHORN-GEGOKA TRAIL	Lake Co. GIA	38-2 Lake	29.0	2.5	29.0	-	-	-	08/02/91
RED DOT TRAIL	"	38-1 Lake	29.7	1.5	-	-	-	29.7	08/01/91
SAW TOOTH TRAIL	"	38-2 Lake	14.0	2.0	-	-	-	14.0	08/01/91
TOMAHAWK TRAIL	"	38-2 Lake	65.0	6.0	-	-	-	65.0	08/01/91
CHISHOLM TRAIL	St. Louis Co. GIA	69-3 St Louis	21.3	8.5	-	-	-	21.3	08/02/91
IRON ORE TRAIL	"	69-4 St Louis	.6	.6	-	-	-	.6	08/02/91
IRON ORE TRAIL	"	69-6 St Louis	14.4	13.0	-	-	-	14.4	08/02/91
VOYAGEUR-CRANE LAKE TRL	"	69-7 St Louis	25.4	8.0	-	-	-	25.4	08/09/90
Region 2 subtotal for County (Grant-In-Aid)	-	848.2	260.8	71.8	-	-	-	776.4	-
Region 2 subtotal for COUNTY ADMINISTERED	-	848.2	260.8	71.8	-	-	-	776.4	-

## P U B L I C   T R A I L S   O N   A B A N D O N E D   R A I L R O A D   G R A D E

09/19/1991

## DNR REGION 2

Facility Name	Administrator	Map Code and County	Total Miles	RR Grade Miles	Ski	Horse	Bike	Snow- mobile	Date Info	
MINOR CIVIL DIVISION:										
VIRGINIA TRAILS	Virginia City non-GIA	69-3 St Louis	1.0	.3	-	-	-	1.0	-	03/05/91
Region 2 subtotal for City/Township (non-GIA) -			1.0	.3	-	-	-	1.0	-	
ALBORN-PENGLLY TRAIL	Alborn Twp GIA	69-1 St Louis	23.0	23.0	-	-	-	23.0	08/02/91	
TRAILBLAZERS PATH	Hibbing Village GIA	69-3 St Louis	10.0	2.0	-	-	-	10.0	08/01/91	
Region 2 subtotal for City/Twp (Grant-In-Aid) -			33.0	25.0	-	-	-	33.0		
Region 2 subtotal for MINOR CIVIL DIVISION -			34.0	25.3	-	-	1.0	33.0		
REGION 2 TOTALS FOR ALL ADMINISTRATIVE LEVELS -			1261.2	358.0	79.8	100.0	22.5	1123.9		

## P U B L I C T R A I L S O N A B A N D O N E D R A I L R O A D G R A D E

09/19/1991

## DNR REGION 3

Facility Name	Administrator	Map Code and County	Total Miles	RR Grade Miles	Ski	Horse	Bike	Snowmobile	Date Info
MN DEPT NATL RESOURCES:									
HEARTLAND STATE TRAIL	DNR Trails & Waterways	11-2 Cass	14.0	14.0	-	14.0	7.0	14.0	08/02/91
HEARTLAND STATE TRAIL	"	11-4 Cass	16.0	16.0	-	16.0	-	16.0	08/02/91
MUNGER TRL-HINCKLEY SGMT	"	58-1 Pine	3.0	3.0	-	-	3.0	3.0	08/01/91
MUNGER TRL-HINCKLEY SGMT	"	58-2 Pine	27.0	27.0	-	11.0	27.0	27.0	08/01/91
Region 3 subtotal for DNR Trails & Waterways			60.0	60.0	-	41.0	37.0	60.0	
BANNING STATE PARK									
BANNING STATE PARK	DNR Parks & Recreation	58-2 Pine	17.1	1.5	12.2	-	-	2.8	08/02/91
Region 3 subtotal for DNR Parks & Recreation			17.1	1.5	12.2	-	-	2.8	
Region 3 subtotal for MN DEPT NATL RESOURCES			77.1	61.5	12.2	41.0	37.0	62.8	
COUNTY ADMINISTERED:									
NORTH COUNTRY SNOW TRAIL	Beltrami Co. GIA	11-4 Cass	3.0	3.0	-	-	-	3.0	08/02/91
SNOWAY #1 TRAIL	Cass Co. GIA	11-1 Cass	27.0	8.0	-	-	-	27.0	08/01/91
SOO LINE TRAIL (CASS)	"	11-3 Cass	20.4	20.4	-	-	-	20.4	08/02/91
SOO LINE TRAIL (CASS)	"	11-4 Cass	30.0	30.0	-	-	-	30.0	08/02/91
CUYUNA TRAIL	Crow Wing Co. GIA	18-2 Crow Wng	79.4	18.8	-	-	-	79.4	08/02/91
LARSON LAKE MEM FOREST	"	18-2 Crow Wng	13.0	.2	13.0	2.0	-	-	08/01/91
RUM-BOCK-BLUE LAKE TRAIL	Isanti Co. GIA	48-1 Mlle Lcs	10.0	2.0	-	-	-	10.0	08/02/91
LONE EAGLE TRAIL	Morrison Co. GIA	49-1 Morrison	17.4	3.0	-	-	-	17.4	08/02/91
LONE EAGLE TRAIL	"	77-1 Todd	2.6	1.5	-	-	-	2.6	08/02/91
Region 3 subtotal for County (Grant-In-Aid)			202.8	86.9	13.0	2.0	-	189.8	
Region 3 subtotal for COUNTY ADMINISTERED			202.8	86.9	13.0	2.0	-	189.8	
REGION 3 TOTALS FOR ALL ADMINISTRATIVE LEVELS			279.9	148.4	25.2	43.0	37.0	252.6	

## PUBLIC TRAILS ON ABANDONED RAILROAD GRADE

09/19/1991

## DNR REGION 4

Facility Name	Administrator	Map Code and County	Total Miles	RR Miles	Grade	Ski	Horse	Bike	Snowmobile	Date Info
MN DEPT NATL RESOURCES:										
GLACIAL LAKES STATE TRL	DNR Trails & Waterways	34-1 Kndiyohi	17.6	17.6	-	-	-	-	17.6	08/02/91
LUCE LINE STATE TRAIL	"	43-1 Mc Leod	24.8	24.8	-	24.8	24.8	24.8	24.8	08/02/91
LUCE LINE STATE TRAIL	"	47-1 Meeker	11.2	11.2	-	11.2	.7	11.2	11.2	08/02/91
SAKATAH SING HILLS ST TR	"	07-1 Blu Erth	12.3	12.3	6.0	5.0	12.3	12.3	12.3	08/02/91
SAKATAH SING HILLS ST TR	"	40-1 Le Sueur	12.3	12.3	-	-	12.3	12.3	12.3	08/02/91
Region 4 subtotal for DNR Trails & Waterways		-	78.2	78.2	6.0	41.0	50.1	78.2	-	-
Region 4 subtotal for MN DEPT NATL RESOURCES		-	78.2	78.2	6.0	41.0	50.1	78.2	-	-

## COUNTY ADMINISTERED:

BLUE EARTH RIVER I TRAIL	Blue Earth Co. GIA	07-1 Blu Erth	48.8	2.0	-	-	-	-	48.8	08/01/91
SNO ROVER TRAIL	Faribault Co. GIA	22-1 Fribault	27.0	4.0	-	-	-	-	27.0	08/01/91
BEAVER CREEK TRAIL	Murray Co. GIA	51-1 Murray	95.0	6.0	-	-	-	-	95.0	08/02/91
SNO BLAZER TRAIL	Pipestone Co. GIA	59-1 Pipeston	102.0	13.4	-	-	-	-	102.0	08/01/91
Region 4 subtotal for County (Grant-In-Aid)		-	272.8	25.4	-	-	-	-	272.8	-
Region 4 subtotal for COUNTY ADMINISTERED		-	272.8	25.4	-	-	-	-	272.8	-
REGION 4 TOTALS FOR ALL ADMINISTRATIVE LEVELS		-	351.0	103.6	6.0	41.0	50.1	351.0	-	-

## PUBLIC TRAILS ON ABANDONED RAILROAD GRADE

09/19/1991

## DNR REGION 5

Facility Name	Administrator	Map Code and County	Total Miles	RR Miles	Grade	Ski	Horse	Bike	Snowmobile	Date Info
MN DEPT NATL RESOURCES:										
HAY CREEK UNIT	MN DNR Div of Forestry	25-1 Goodhue	20.0	4.0	.5.8	20.0	-	-	12.5	08/02/91
		Region 5 subtotal for MN DNR Div of Forestry	-	20.0	4.0	5.8	20.0	-	12.5	
WILD INDIGO SNA	MN DNR Fish & Wildlife	50-1 Mower	4.8	4.8	-	-	-	-	-	08/11/89
		Region 5 subtotal for MN DNR Fish & Wildlife	-	4.8	4.8	-	-	-	-	
DOUGLAS STATE TRAIL	DNR Trails & Waterways	25-1 Goodhue	.5	.5	.5	.5	.5	.5	.5	08/01/91
DOUGLAS STATE TRAIL	"	55-1 Olmsted	12.0	12.0	12.0	12.0	12.0	12.0	12.0	08/01/91
ROOT RIVER STATE TRAIL	"	23-1 Fillmore	30.0	30.0	28.5	1.0	30.0	-	6.5	08/02/91
ROOT RIVER STATE TRAIL	"	28-1 Houston	5.3	5.3	-	5.3	-	-	2.0	08/02/91
SAKATAH SING HILLS ST TR	"	66-1 Rice	12.0	12.0	4.0	4.0	12.0	12.0	12.0	08/02/91
		Region 5 subtotal for DNR Trails & Waterways	-	59.8	59.8	45.0	22.8	54.5	33.0	
		Region 5 subtotal for MN DEPT NATL RESOURCES	-	84.6	68.6	50.8	42.8	54.5	45.5	
COUNTY ADMINISTERED:										
RANDOLPH TRAIL	Dakota Co. GIA	66-1 Rice	15.9	3.0	-	-	-	-	15.9	08/01/91
CANNON VALLEY TRAIL	Goodhue Co. GIA	25-1 Goodhue	19.7	19.7	19.7	-	19.0	-	-	08/02/91
MOWER TRAIL	Mower Co. GIA	50-1 Mower	182.0	3.5	-	-	-	-	182.0	08/01/91
		Region 5 subtotal for County (Grant-In-Aid)	-	217.6	26.2	19.7	-	19.0	197.9	
		Region 5 subtotal for COUNTY ADMINISTERED	-	217.6	26.2	19.7	-	19.0	197.9	
		REGION 5 TOTALS FOR ALL ADMINISTRATIVE LEVELS	-	302.2	94.8	70.5	42.8	73.5	243.4	

## PUBLIC TRAILS ON ABANDONED RAILROAD GRADE

09/19/1991

## DNR REGION 6

Facility Name	Administrator	Map Code and County	Total Miles	RR Miles	Grade	Ski	Horse	Bike	Snowmobile	Date Info
MN DEPT NATL RESOURCES:										
LUCE LINE STATE TRAIL	DNR Trails & Waterways	10-1 Carver	12.7	12.7	-	12.7	12.7	12.7	12.7	08/02/91
LUCE LINE STATE TRAIL	"	27-1 Hennepin	14.8	14.8	7.0	14.8	14.8	7.8	7.8	08/02/91
MINN VALLEY STATE TRAIL	"	70-2 Scott	3.3	2.7	-	-	3.3	3.3	3.3	08/01/91
MUNGER TRL-GATEWAY SGMT	"	62-1 Ramsey	1.6	1.6	-	-	1.6	-	-	08/03/91
Region 6 subtotal for DNR Trails & Waterways			32.4	31.8	7.0	27.5	32.4	23.8		
AFTON STATE PARK	DNR Parks & Recreation	82-1 Wshngton	18.0	2.3	18.0	5.0	4.0	-	-	08/01/91
Region 6 subtotal for DNR Parks & Recreation			18.0	2.3	18.0	5.0	4.0	-	-	
Region 6 subtotal for MN DEPT NATL RESOURCES			50.4	34.1	25.0	32.5	36.4	23.8		
OTH STATE-ADMINISTERED:										
TH 95 AFTON-LAKELAND TRL	MN Dept Transportation	82-1 Wshngton	3.4	2.2	-	-	3.4	-	-	01/01/82
Region 6 subtotal for MN Dept Transportation			3.4	2.2	-	-	3.4	-	-	
Region 6 subtotal for OTH STATE-ADMINISTERED			3.4	2.2	-	-	3.4	-	-	
COUNTY ADMINISTERED:										
DAKOTA TRAIL	Dakota Co. GIA	19-1 Dakota	40.0	1.5	-	-	-	40.0	40.0	08/02/91
DAKOTA TRAIL	"	19-2 Dakota	67.0	4.0	-	-	-	67.0	67.0	08/02/91
SCOTT TRAIL	Scott Co. GIA	70-2 Scott	111.0	5.5	-	-	-	111.0	111.0	08/02/90
STAR TRAIL	Washington Co. GIA	82-1 Wshngton	80.0	2.0	-	-	-	80.0	80.0	08/01/91
Region 6 subtotal for County (Grant-In-Aid)			298.0	13.0	-	-	-	298.0		
Region 6 subtotal for COUNTY ADMINISTERED			298.0	13.0	-	-	-	298.0		
HENN CO PK RES DISTRCT:										
CARVER PARK RESERVE	Hen Co PRD Grant-In-Aid	10-2 Carver	15.0	1.0	12.7	6.0	7.5	5.0	5.0	08/02/91
Region 6 subtotal for HenCoPRD (Grant-In-Aid)			15.0	1.0	12.7	6.0	7.5	5.0		
Region 6 subtotal for HENN CO PK RES DISTRCT			15.0	1.0	12.7	6.0	7.5	5.0		
MINOR CIVIL DIVISION:										
SOUTHWEST TRAIL	Eden Prairie City GIA	10-2 Carver	24.0	4.0	-	-	-	24.0	24.0	08/01/91
SOUTHWEST TRAIL	"	27-1 Hennepin	10.0	2.5	-	-	-	10.0	10.0	08/01/91
LAKEVILLE TRAIL	Lakeville Village GIA	19-1 Dakota	27.0	1.2	11.2	-	-	27.0	27.0	08/02/91
Region 6 subtotal for City/Twp (Grant-In-Aid)			61.0	7.7	11.2	-	-	61.0		
Region 6 subtotal for MINOR CIVIL DIVISION			61.0	7.7	11.2	-	-	61.0		
REGION 6 TOTALS FOR ALL ADMINISTRATIVE LEVELS			427.8	58.0	48.9	38.5	47.3	387.8		
**** GRAND TOTALS ****			2798.7	847.9	230.4	286.3	251.4	2535.3		

## DISTRIBUTION OF PUBLIC TRAIL MILES ON RAIL GRADE BY DNR REGION

09/19/1991

Region		Total Miles	RR Grade Miles	Ski	Horse	Bike	Snowmobile
1	Public	176.6	85.1	-	21.0	21.0	176.6
2	Public	1261.2	358.0	79.8	100.0	22.5	1123.9
3	Public	279.9	148.4	25.2	43.0	37.0	252.6
4	Public	351.0	103.6	6.0	41.0	50.1	351.0
5	Public	302.2	94.8	70.5	42.8	73.5	243.4
6	Public	427.8	58.0	48.9	38.5	47.3	387.8
		2798.7	847.9	230.4	286.3	251.4	2535.3

## DISTRIBUTION OF TRAIL MILES BY ADMINISTRATIVE LEVEL - 09/19/1991

Administrative Level		Total Miles	RR Grade Miles	Ski	Horse	Bike	Snowmobile
FEDERAL	U S D A Forest Service	.5	.2	.0	.0	.0	.0
		-----	-----	-----	-----	-----	-----
		.5	.2	.0	.0	.0	.0
MINN DNR	MN DNR Div of Forestry	126.3	18.5	5.8	20.0	.0	118.8
	MN DNR Fish & Wildlife	4.8	4.8	.0	.0	.0	.0
	DNR Trails & Waterways	515.6	307.0	58.0	253.3	216.5	424.2
	DNR Parks & Recreation	43.1	4.8	38.2	5.0	4.0	2.8
		-----	-----	-----	-----	-----	-----
		689.8	335.1	102.0	278.3	220.5	545.8
OTHER	MN Dept Transportation	3.4	2.2	.0	.0	3.4	.0
		-----	-----	-----	-----	-----	-----
		3.4	2.2	.0	.0	3.4	.0
COUNTY	* County (Grant-In-Aid)	1995.0	476.4	104.5	2.0	19.0	1890.5
		-----	-----	-----	-----	-----	-----
		1995.0	476.4	104.5	2.0	19.0	1890.5
HCPRD	* HenCoPRD (Grant-In-Aid)	15.0	1.0	12.7	6.0	7.5	5.0
		-----	-----	-----	-----	-----	-----
		15.0	1.0	12.7	6.0	7.5	5.0
CITY/TWP	City/Township (non-GIA)	1.0	.3	.0	.0	1.0	.0
	City/Twp (Grant-In-Aid)	94.0	32.7	11.2	.0	.0	94.0
		=====	=====	=====	=====	=====	=====
		95.0	33.0	11.2	.0	1.0	94.0
	STATE GRAND TOTALS -	2798.7	847.9	230.4	286.3	251.4	2535.3
	* GRANT-IN-AID TOTALS -	2104.0	510.1	128.4	8.0	26.5	1989.5

\* The Grants-in-Aid (GIA) program is used to develop and maintain cross-country skiing and/or snowmobiling trails. Any other use of these trails is incidental.

Motorized use of GIA ski trails is prohibited under MN Statute 85.018 Subd 4.

Motorized use of GIA snowmobile trails by vehicles other than snowmobiles is prohibited under MN Statute 85.018 Subd 5.

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BEAVER CREEK TRAIL pg 5		
BLUE EARTH RIVER I TRAIL pg 5		
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AFTON STATE PARK	7	6	Wshngton	821010	40	000006	50100	50100	DNR Parks & Recreation	18.0	.0	2.3	08/01/91	
ALBORN-PENGINN TRAIL	3	2	St Louis	691079	80	137010	71994	71994	Alborn Twp GIA	23.0	23.0	23.0	Y	08/02/91
ARROWHEAD STATE TRAIL	2	2	St Louis	695054	37	000202	50704	50704	DNR Trails & Waterways	64.5	64.5	4.5	08/09/90	
ARROWHEAD STATE TRAIL	2	2	St Louis	697047	37	000202	50704	50704	DNR Trails & Waterways	30.2	30.2	.5	08/09/90	
BANNING STATE PARK	4	3	Pine	582070	40	000003	50103	50103	DNR Parks & Recreation	17.1	2.8	1.5	08/02/91	
BEAR ISLAND-LAKE TRAIL	2	2	St Louis	694035	20	000245	10004	10342	MN DNR Div of Forestry	13.0	13.0	5.0	08/02/91	
BEAVER CREEK TRAIL	5	4	Murray	511131	72	000051	71539	71539	Murray Co. GIA	95.0	95.0	6.0	Y	08/02/91
BLUE EARTH RIVER I TRAIL	5	4	Blu Erth	071081	72	000007	70311	70311	Blue Earth Co. GIA	48.8	48.8	2.0	Y	08/01/91
BLUE OX TRAIL	1	1	Beltrami	041137	72	000004	70241	70241	Beltrami Co. GIA	32.1	32.1	32.1	Y	08/02/91
BLUE OX TRAIL	2	2	Itasca	312175	72	000004	70241	70241	Beltrami Co. GIA	7.6	7.6	7.6	Y	08/02/91
BLUE OX TRAIL	2	2	Koochich	361023	72	000004	70241	70241	Beltrami Co. GIA	36.5	36.5	36.5	Y	08/02/91
BORDER RT-PIGEON RIV TRL	2	2	Cook	163051	72	000016	70571	70571	Cook Co. GIA	42.8	.0	7.0	Y	08/01/91
CANNON VALLEY TRAIL	6	5	Goodhue	251069	72	000025	70820	70820	Goodhue Co. GIA	19.7	.0	19.7	Y	08/02/91
CARVER PARK RESERVE	7	6	Carver	102085	77	000099	60160	60160	Hen Co PRD Grant-In-Aid	15.0	5.0	1.0	Y	08/02/91
CHISHOLM TRAIL	2	2	St Louis	693118	72	000069	72074	72074	St. Louis Co. GIA	21.3	21.3	8.5	Y	08/02/91
CIRCLE L TRAIL	2	2	Itasca	313120	20	000223	10021	10512	MN DNR Div of Forestry	24.8	24.8	2.0	08/01/91	
CIRCLE T TRAIL	2	2	Itasca	313122	20	000223	10021	10513	MN DNR Div of Forestry	39.5	39.5	3.0	08/01/91	
CLOQUET VALLEY TRAIL	2	2	St Louis	692031	20	000252	10013	10429	MN DNR Div of Forestry	29.0	29.0	4.5	08/01/91	
CUYUNA TRAIL	4	3	Crow Wng	182146	72	000018	70625	70625	Crow Wing Co. GIA	79.4	79.4	18.8	Y	08/02/91
DAKOTA TRAIL	7	6	Dakota	191026	72	000019	70665	70665	Dakota Co. GIA	40.0	40.0	1.5	Y	08/02/91
DAKOTA TRAIL	7	6	Dakota	192186	72	000019	70665	70665	Dakota Co. GIA	67.0	67.0	4.0	Y	08/02/91
DATA TRAIL	1	1	Pope	611094	72	000021	70720	70720	Douglas Co. GIA	88.0	88.0	12.0	Y	08/01/91
DOUGLAS STATE TRAIL	6	5	Goodhue	251035	37	000501	50712	50712	DNR Trails & Waterways	.5	.5	.5	08/01/91	
DOUGLAS STATE TRAIL	6	5	Olmsted	551021	37	000502	50712	50712	DNR Trails & Waterways	12.0	12.0	12.0	08/01/91	
DRIFTSKIPPER TRAIL	2	2	Itasca	311083	72	000031	71051	71051	Itasca Co. GIA	60.6	60.6	2.0	Y	08/01/91
FLATHORN-GEOKA TRAIL	2	2	Lake	382118	72	000038	71240	71240	Lake Co. GIA	29.0	.0	2.5	Y	08/02/91
GLACIAL LAKES STATE TRL	5	4	Kndiyohi	341068	37	000401	50740	50740	DNR Trails & Waterways	17.6	17.6	17.6	08/02/91	
GREENWAY TRAIL	2	2	Itasca	311082	72	000031	71050	71050	Itasca Co. GIA	83.5	83.5	10.8	Y	08/01/91
GREENWAY TRAIL	2	2	St Louis	691073	72	000031	71050	71050	Itasca Co. GIA	10.5	10.5	8.5	Y	08/01/91
GREENWAY TRAIL	2	2	St Louis	693120	72	000031	71050	71050	Itasca Co. GIA	1.0	1.0	1.0	Y	08/01/91
GUNFLINT SNOWMOBILE TRL	2	2	Cook	161118	72	000016	70582	70582	Cook Co. GIA	20.0	20.0	2.0	Y	08/02/91
GUNFLINT SNOWMOBILE TRL	2	2	Cook	163047	72	000016	70582	70582	Cook Co. GIA	85.0	85.0	16.0	Y	08/02/91
HAY CREEK UNIT	6	5	Goodhue	251012	20	000530	10033	10631	MN DNR Div of Forestry	20.0	12.5	4.0	08/02/91	
HAYPOINT TRAIL	2	2	Aitkin	012114	72	000001	70124	70124	Aitkin Co. GIA	140.0	140.0	15.6	Y	08/02/91
HAYPOINT TRAIL	2	2	Itasca	311078	72	000001	70124	70124	Aitkin Co. GIA	17.0	17.0	6.0	Y	08/02/91
HEARTLAND STATE TRAIL	1	1	Hubbard	291085	37	000101	50718	50718	DNR Trails & Waterways	21.0	21.0	21.0	08/02/91	
HEARTLAND STATE TRAIL	4	3	Cass	112100	37	000301	50718	50718	DNR Trails & Waterways	14.0	14.0	14.0	08/02/91	
HEARTLAND STATE TRAIL	4	3	Cass	114127	37	000201	50718	50718	DNR Trails & Waterways	16.0	16.0	16.0	08/02/91	
IRON ORE TRAIL	2	2	St Louis	694094	72	000069	71999	71999	St. Louis Co. GIA	.6	.6	.6	Y	08/02/91
IRON ORE TRAIL	2	2	St Louis	696099	72	000069	71999	71999	St. Louis Co. GIA	14.4	14.4	13.0	Y	08/02/91
KEYSTONE TRAIL	2	2	Itasca	311087	72	000031	71052	71052	Itasca Co. GIA	15.1	15.1	1.5	Y	08/02/91
LAKEVILLE TRAIL	7	6	Dakota	191024	80	037080	76404	76404	Lakeville Village GIA	27.0	27.0	1.2	Y	08/02/91
LARSON LAKE MEM FOREST	4	3	Crow Wng	182161	72	000018	70647	70647	Crow Wing Co. GIA	13.0	.0	.2	Y	08/01/91
LONE EAGLE TRAIL	4	3	Morrison	491057	72	000049	71490	71490	Morrison Co. GIA	17.4	17.4	3.0	Y	08/02/91
LONE EAGLE TRAIL	4	3	Todd	771084	72	000049	71490	71490	Morrison Co. GIA	2.6	2.6	1.5	Y	08/02/91
LUCE LINE STATE TRAIL	5	4	Mc Leod	431037	37	000403	50721	50721	DNR Trails & Waterways	24.8	24.8	24.8	08/02/91	
LUCE LINE STATE TRAIL	5	4	Meeker	471058	37	000403	50721	50721	DNR Trails & Waterways	11.2	11.2	11.2	08/02/91	
LUCE LINE STATE TRAIL	7	6	Carver	101055	37	000601	50721	50721	DNR Trails & Waterways	12.7	12.7	12.7	08/02/91	
LUCE LINE STATE TRAIL	7	6	Hennepin	271016	37	000601	50721	50721	DNR Trails & Waterways	14.8	7.8	14.8	08/02/91	
MARCELL TRAIL	2	2	Itasca	313215	72	000031	71058	71058	Itasca Co. GIA	36.0	36.0	11.0	Y	08/01/91
MINN VALLEY STATE TRAIL	7	6	Scott	702044	37	000602	50724	50724	DNR Trails & Waterways	3.3	3.3	2.7	08/01/91	
MOWER TRAIL	6	5	Mower	501029	72	000050	71511	71511	Mower Co. GIA	182.0	182.0	3.5	Y	08/01/91
MUNGER TRL-BOUNDARY SGMT	2	2	Carlton	091051	37	000303	50727	50727	DNR Trails & Waterways	10.0	10.0	6.0	08/01/91	
MUNGER TRL-DULUTH SGMT	2	2	Carlton	091050	37	000203	50735	50735	DNR Trails & Waterways	6.5	6.5	6.5	08/01/91	
MUNGER TRL-DULUTH SGMT	2	2	St Louis	692063	37	000203	50735	50735	DNR Trails & Waterways	8.0	8.0	8.0	08/01/91	
MUNGER TRL-GATEWAY SGMT	7	6	Ramsey	621014	37	000602	50727	50727	DNR Trails & Waterways	1.6	.0	1.6	08/03/91	
MUNGER TRL-HINCKLEY SGMT	2	2	Carlton	091052	37	000303	50728	50728	DNR Trails & Waterways	8.0	8.0	8.0	08/01/91	
MUNGER TRL-HINCKLEY SGMT	4	3	Pine	581024	37	000303	50728	50728	DNR Trails & Waterways	3.0	3.0	3.0	08/01/91	
MUNGER TRL-HINCKLEY SGMT	4	3	Pine	582035	37	000303	50728	50728	DNR Trails & Waterways	27.0	27.0	27.0	08/01/91	
NORTH COUNTRY SNOW TRAIL	1	1	Hubbard	291116	72	000004	70242	70242	Beltrami Co. GIA	8.0	8.0	3.0	Y	08/02/91
NORTH COUNTRY SNOW TRAIL	4	3	Cass	114165	72	000004	70242	70242	Beltrami Co. GIA	3.0	3.0	3.0	Y	08/02/91
NORTH SHORE STATE TRAIL	2	2	Lake	381023	37	000203	50701	50701	DNR Trails & Waterways	50.0	50.0	20.0	08/01/91	
RANDOLPH TRAIL	6	5	Rice	661058	72	000019	70671	70671	Dakota Co. GIA	15.9	15.9	3.0	Y	08/01/91
RED DOT TRAIL	2	2	Lake	381051	72	000038	71249	71249	Lake Co. GIA	29.7	29.7	1.5	Y	08/01/91
ROOT RIVER STATE TRAIL	6	5	Fillmore	231015	37	000502	50730	50730	DNR Trails & Waterways	30.0	6.5	30.0	08/02/91	
RUM-BOCK-BLUE LAKE TRAIL	4	3	Houston	281037	37	000502	50730	50730	DNR Trails & Waterways	5.3	2.0	5.3	08/02/91	
SAKATAH SING HILLS ST TR	5	4	Mlle Lcs	481069	72	000030	71014	71014	Isanti Co. GIA	10.0	10.0	2.0	Y	08/02/91
SAKATAH SING HILLS ST TR	5	4	Blu Erth	071054	37	000403	50733	50733	DNR Trails & Waterways	12.3	12.3	12.3	08/02/91	
SAKATAH SING HILLS ST TR	5	4	Le Sueur	401082	37	000403	50733	50733	DNR Trails & Waterways	12.3	12.3	12.3	08/02/91	
SAKATAH SING HILLS ST TR	6	5	Rice	661051	37	000501	50733	50733	DNR Trails & Waterways	12.0	12.0	12.0	08/02/91	
SAW TOOTH TRAIL	2	2	Lake	382117	72	000038	71244	71244	Lake Co. GIA	14.0	14.0	2.0	Y	08/01/91
SCOTT TRAIL	7	6	Scott	702090	72	000070	72086	72086	Scott Co. GIA	111.0	111.0	5.5	Y	08/02/90
SNO BLAZER TRAIL	5	4	Pipeslon	591056	72	000059	71727	71727	Pipeslon Co. GIA	102.0	102.0	13.4	Y	08/01/91
SNO ROVER TRAIL	5	4	Fribault	221044	72	000022	70753	70753	Faribault Co. GIA	27.0	27.0	4.0	Y	08/01/91
SNOWAY #1 TRAIL	4	3	Cass	111067	72	000011	70436	70436	Cass Co. GIA	27.0	27.0	8.0	Y	08/01/91
SOO LINE TRAIL (AITKIN)	2	2	Aitkin	011105	72	000001	70123	70123	Aitkin Co. GIA	12.6	12.6	12.6	Y	08/01/91
SOO LINE TRAIL (AITKIN)	2	2	Aitkin	012102	72	000001	70123	70123	Aitkin Co. GIA	35.0	35.0	35.0	Y	08/01/91
SOO LINE TRAIL (CARLTON)	2	2	Carlton	091079	72	000009	70353	70353	Carlton Co. GIA	14.5	14.5	14.5	Y	08/02/91
SOO LINE TRAIL (CASS)	4	3	Cass	113122	72	000011	70426	70426	Cass Co. GIA	20.4	20.4	20.4	Y	08/02/91
SOO LINE TRAIL (CASS)	4	3	Cass	114163	72	000011	70426	7						

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Facility Name	Page	DNR	County	Case	Ad	Agen	mas	MAC	Administrator	Totm	Snom	Rail	GIA	Date
SUPERIOR HIKE TRAIL	2	2	Lake	381012	37	000203	50745	50745	DNR Trails & Waterways	56.0	.0	.7	02/13/91	
TACONITE STATE TRAIL	2	2	St Louis	694034	37	000202	50702	50702	DNR Trails & Waterways	31.0	31.0	2.0	08/02/91	
TH 95 AFTON-LAKELAND TRL	7	6	Wshngton	821020	50	0	60900	0	MN Dept Transportation	3.4	.0	2.2	01/01/82	
TOMAHAWK TRAIL	2	2	Lake	382115	72	000038	71248	71248	Lake Co. GIA	65.0	65.0	6.0	Y 08/01/91	
TRAILBLAZERS PATH	3	2	St Louis	693206	80	137235	85295	85295	Hibbing Village GIA	10.0	10.0	2.0	Y 08/01/91	
TURTLE MOUND HIKE TRAIL	2	2	Itasca	312041	02	0	00700	00939	Chippewa Nationl Forest	.5	.0	.2	08/09/83	
VIRGINIA TRAILS	3	2	St Louis	693201	80	137440	0	0	Virginia City non-GIA	1.0	.0	.3	03/05/91	
VOYAGEUR WEST TRAIL	2	2	Koochich	364034	72	000036	71181	71181	Koochiching Co. GIA	31.1	31.1	31.1	Y 08/02/91	
VOYAGEUR-CRANE LAKE TRL	2	2	St Louis	697054	72	000069	71998	71998	St. Louis Co. GIA	25.4	25.4	8.0	Y 08/09/90	
WAPITI TRAIL	1	1	Penngton	571008	72	000057	71683	71683	Pennington Co. GIA	27.5	27.5	17.0	Y 08/02/91	
WILD INDIGO SNA	6	5	Mower	501005	30	0	50961	50961	MN DNR Fish & Wildlife	4.8	.0	4.8	08/11/89	





## **APPENDIX E:**

### **SHARED TRAILS/UTILITY CORRIDORS LIST**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



## SHARED CORRIDORS - PETROLEUM PRODUCTS

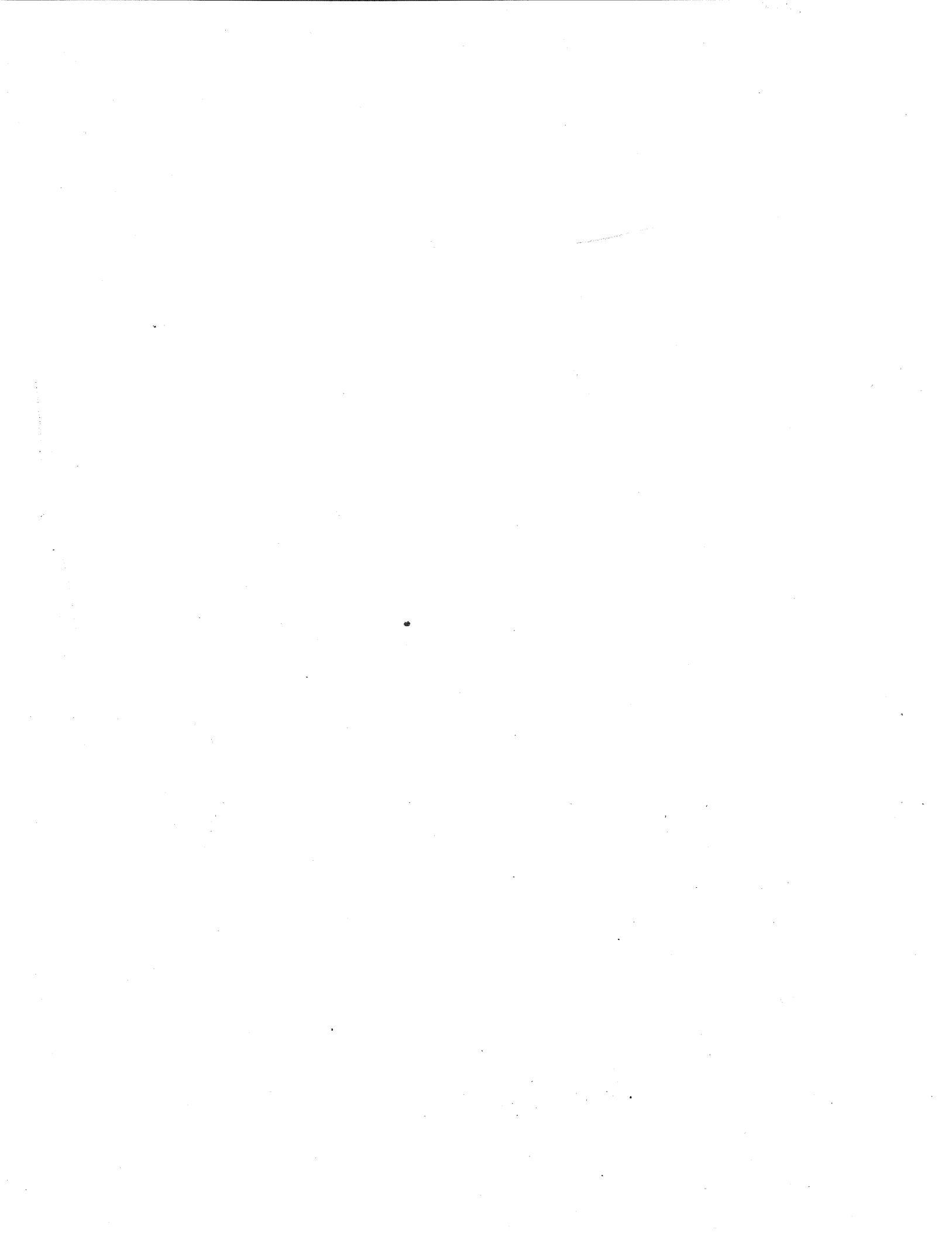
COUNTY:	TRAIL NAME:	MILES:
Clearwater	Trailblazer Trail	12.0 miles
Clearwater	North Country SM Trail	1.0 mile
Aitkin	Greenway Trail	0.5 mile
Itasca	Greenway Trail	<u>5.0 miles</u>
		<b>TOTAL</b>
		<b>18.5 miles</b>

## SHARED CORRIDORS - ELECTRIC TRANSMISSION

COUNTY:	TRAIL NAME:	MILES:
Chisago	Wild River Trail	2.0 miles
Crow Wing	Baxter Trail	9.0 miles
Crow Wing	Cuyuna Trail	0.5 mile
Dakota	Dakota Trail	3.2 miles
Douglas	DATA Trail	1.5 miles
Hennepin	No. Hennepin Reg. Trail	4.5 miles
Hennepin	Luce Line State Trail	9.5 miles
Itasca	Clearwater Trail	9.0 miles
Itasca	Lawron Trail	3.0 miles
Roseau	S11/89-C4/5 Trail	14.0 miles
St. Louis	Alborn Loop Trail	2.5 miles
St. Louis	Alborn-Pengilly Trail	14.0 miles
St. Louis	Greenway Trail	9.0 miles
St. Louis	Taconite Spur Trail	<u>10.6 miles</u>
		<b>TOTAL</b>
		<b>92.3 miles</b>



**APPENDIX F**



## **APPENDIX F:**

### **SNOWMOBILING STRATEGY DOCUMENT**

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# **SNOWMOBILING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

**Sue Laxdal, Consultant  
Jeff Rathermel, Consultant**

**May 31 and June 1, 1990**



# INTRODUCTION

## NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For the *first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. The *second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. A *third phase* will involve government agencies in the development of a process for continued cooperation and planning. The *fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

### **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

### **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

#### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place in  
five to seven years for snowmobilers?**



Trail Planning Process  
Snowmobiling

'FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
May 31 and June 1, 1990

POSITIVE IMAGE FOR SNOW-MOBILING A.	IMPLEMENTED TOURISM PLAN B.	EDUCATIONAL SAFETY PROGRAM C.	MULTI-USER COOPERATION D.	QUALITY, CONNECTING TRAIL SYSTEM E.	ADEQUATE, PROTECTED FUNDING F.	ADEQUATE & COMPREHENSIVE LIABILITY PROTECTION G.	UNIFORM & STREAMLINED LICENSING & REGISTRATION H.	MAINTAIN & EXPAND VOLUNTEERISM I.	ANNUAL MEETINGS OF TASK FORCE J.	
Positive Media Exposure	Tourism Actively Promoting Snow-mobiling	Snowmobiler Safety Education	Unified User-group Trail System	Develop A Complete Trail System	Equitable & Fair Funding 18.	Liability Protection	Licensing Reciprocity	Recognition of Volunteers	Annual Revisiting of This Task Force	
					Statewide Economic Impact Study 19.	25.	29.			
					Increased, More Secure Funding 20.	Statewide Insurance of Trails	Easily Identifiable License Numbers			
					Dedicated Account Integrity 21.	26.	30.			
					Annual Priority List for Legislature 22.	User Liability	Immediate, Online Titling & Licensing System			
	Chamber & Business Involvement	Increased Role of Manufacturers	Comprehensive Multi-user Development Plan	Quality Trails	Trail Ranking & Prioritizing 23.	27.	31.	Volunteer System Expanded		
					Realistic Goal for Total Trails 24.	Comprehensive Liability Law Covering Landowners	Fast Online Registration System			
					Alternative Funding Sources 25.	28.	32.			
					13.	17.	34.			
					10.	14.	35.			
Increase Manufacturing Involvement in Promotion of Family Image	More Lodging Facilities in Northern Minnesota	Funding from Other Users	Map Design Updated & Correct		21.	User Liability	Immediate, Online Titling & Licensing System	Volunteer System Expanded		
					22.	27.	31.			
					23.	28.	32.			
					24.	34.	35.			
					13.	17.	35.			







# **SNOWMOBILING**

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**May 31 and June 1, 1990**

## ***FIVE - TO SEVEN - YEAR VISION ELEMENTS***

### **A. POSITIVE IMAGE FOR SNOWMOBILING**

1. Positive media exposure
  - a. Media visibility on positive snowmobile impacts
2. Increase manufacturing involvement in promotion of family image

### **B. IMPLEMENTED TOURISM PLAN**

3. Tourism actively promoting snowmobiling
  - a. Tourism development
  - b. More out-of-state guests staying overnight
4. Chamber and business involvement
5. More lodging facilities in northern Minnesota
6. Broad-based economic study

### **C. EDUCATIONAL SAFETY PROGRAM**

7. Snowmobiler education: safety and rider training for all
  - a. Better education for all ages
  - b. Consistent education program including adult education
8. Increased role of manufacturers
9. Better enforcement of law on road traveling
  - a. Limitation of speed on trails, both grants-in-aid and state trails

### **D. MULTI-USER COOPERATION**

10. Unified user-group trail system with clearly defined rules

11. Comprehensive multi-user development plan using the rails-to-trails concept
12. Funding from other users (multi-use trails)
  - a. Fair and equitable user pay for all
13. Cohesiveness of user groups increased

#### **• QUALITY, CONNECTING TRAIL SYSTEM**

14. Develop a complete trail system
  - a. Super trails (like Taconite State Trail)
  - b. Paul Bunyan and Munger trails complete (more funding)
  - c. Interconnecting, intrastate trails to enlarge the existing system
  - d. Advanced trail system that allows multiple-day trips (5-7 days)
  - e. Trail alongside Camp Ripley
15. Quality trails
  - a. Inspection of trails to enforce signing and grooming standards with enforcement teeth
  - b. Proper placement of state groomers around the state
  - c. Improved grooming on state trails
  - d. Adequately designed trails marked and maintained for modern snowmobiles
16. Map design updated and correct
  - a. Statewide trail map with uniform signing
17. Realistic goal for total trails
  - a. Continued and improved access to Federal and State land
  - b. Set goal for miles of total trails in Minnesota

#### **F. ADEQUATE, PROTECTED FUNDING**

18. Equitable and fair funding
  - a. Power unit as well as grooming unit must be adequate
  - b. Equitable funding between grants-in-aid and state system (per-mile cost)

19. Statewide economic impact study for snowmobiles
20. Increased and more secure funding system
21. Maintain the integrity of the dedicated account
22. Annual spending priority list for Legislature
23. Trail ranking and prioritizing for effective use of funding
  - a. Affordable groomers/grooming mechanisms
24. Alternative funding sources
  - a. Non-refunded federal gas tax
  - b. Recreation as a lawful purpose/use of lawful gambling money for trails
  - c. New funding sources that recognize our input into the state economy
  - d. Increase license fee

#### **G. ADEQUATE AND COMPREHENSIVE LIABILITY PROTECTION**

25. Liability protection
26. Statewide self-insurance for all trails
  - a. Insurance for grants-in-aid system
27. User liability: liability as the user's responsibility
  - a. Legislation for more responsibility on users
28. Comprehensive liability law covering administrating landowners

#### **H. UNIFORM AND STREAMLINED LICENSING AND REGISTRATION**

29. Licensing reciprocity like sales tax reciprocity with other states
30. Easily identifiable license numbers
  - a. Uniform placement
31. Titling, licensing system immediate and online
32. Fast on-line snowmobile registration system

**I. MAINTAIN AND EXPAND VOLUNTEERISM**

- 33. More recognition of volunteers and less hassle for grants-in-aid volunteers
- 34. Volunteer system expanded and improved

**J. ANNUAL MEETINGS OF TASK FORCE**

- 35. Annual revisiting of this task force, continuing action of group

## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



## Trail Planning Process Snowmobiling

## OBSTACLES

Department of Natural Resources  
May 31 and June 1, 1990



# SNOWMOBILING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

May 31 and June 1, 1990

## *OBSTACLES*

### **A. INADEQUATE VOLUNTEER RESOURCES**

1. Limited staff
  - a. Complacency by non-volunteers when things are going well
  - b. Young persons not involved
2. Volunteers not rewarded or recognized
  - a. Need DNR recognition policy
3. Overworking volunteers
  - a. Time restrictions
4. Clubs are private sector
5. Totally volunteer organization
6. Personal liability
7. Lack of training for volunteers

### **B. REACTIVE, FRAGMENTED COMMUNICATION**

1. Integrity of dedicated funds
  - a. Visibility and accountability for fund expenditure
  - b. Legislators not educated on funds
  - c. Legislators think funding account is fat
2. user group complacency
  - a. Legislative process comprehension
  - b. Haven't gone after funding from other sources
3. Legislative understanding of economic importance
4. Unfunded project assignment

5. Inadequate communication between DNR and user groups
6. Lack of DNR leadership in fund protection
  - a. Legislative changes without appropriation

### **C. PUBLIC IMAGE**

1. Media bias against snowmobiling
  - a. Tendency to report negative news
  - b. Low awareness by media of snowmobiling
  - c. How to reach rebels who don't register
2. Negative winter sport image
3. Low awareness by general public
4. Make business aware of volunteerism
5. No snowmobile public relations plan
  - a. Outdated tools for education
6. Continued excessive drinking and riding

### **D. NO PLAN**

1. No definition for adequate system
  - a. No plan for system
2. Who is responsible to implement the plan? What are the roles of different players who would do an economic impact study?
  - a. No accountability
3. Funding
  - a. Identify and obtain other funding sources
  - b. No funding for economic impact study
  - c. Shifting of dedicated funds
  - d. No funding for education and training
4. No timetable for a plan
5. No priority for completion of plan

## **E. INCOMPLETE TRAILS SYSTEMS**

1. Inconsistent maintenance
  - a. Spotty inspection
2. Trail acquisition costs
  - a. Inconsistent trail funding
3. Volunteers decide trail locations, which makes it hard to develop a system
4. Resistance of landowners in developing rails to trails
5. Local political resistance

## **F. INSUFFICIENT LIABILITY PROTECTION**

1. Chapter 87 not challenged in court
  - a. Out-of-court settlement (liability laws untested)
  - b. Conservative attorney general
2. Lack of laws
3. Corporate landowners want county indemnification
4. Liability insurance costs are prohibitive
5. People are “sue happy”

## **G. MULTI - USE CONFLICT**

1. No system for cooperation
2. Different trail needs for users
3. Multi-user cooperation conflicts regarding safety
  - a. There is a group that doesn't want to be educated. How do we reach them?

## **H. INSUFFICIENT MARKETING SUPPORT**

1. No unified effort to involve tourism organization
2. Unrecognized importance by Office of Tourism
  - a. No one from Tourism responsible to snowmobiles

3. Unrecognized economic value by tourism groups, chambers, and businesses
  - a. Fragmented promotion efforts

#### **I. COMMITMENT TO TASK FORCE**

1. Same group may not be available
2. Lack of money for task force
3. Task force may meet with resistance

#### **J. INADEQUATE LICENSE SYSTEM**

1. Dealer resistance; dealers don't want to register titles
2. Bureaucratic system for licensing and registration
  - a. Not high on DNR priority list
  - b. Why does it take so long to get a number?

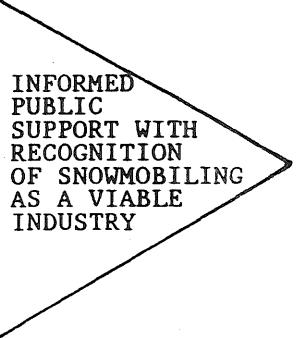
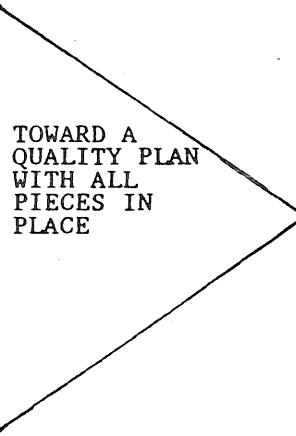
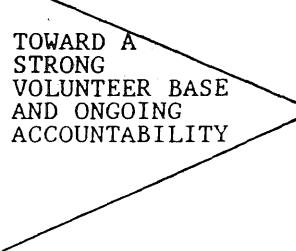
## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

**What strategies do snowmobilers need to accomplish  
the long-range objectives and to remove the major  
obstacles to success?**



<p><b>A. MARKETING WITH TOURISM COLLABORATION</b></p> <ol style="list-style-type: none"> <li>1. Develop Joint Marketing Plan</li> <li>2. Regular User/Agency Planning</li> <li>3. Help Tourism Get Funding</li> </ol>	<p><b>B. EDUCATE AND INFLUENCE PUBLIC AND USERS</b></p> <ol style="list-style-type: none"> <li>4. Centralize Communication Center</li> <li>5. Road Show Forums</li> <li>6. Collaborate on Informing Public and Users</li> <li>7. Educate and Coordinate All Market Segments</li> <li>8. Educate Those Who Benefit From Snowmobiling</li> <li>9. Do Statewide Economic Impact Study</li> </ol>	<p><b>C. TOWARD AN IMPROVED PUBLIC IMAGE</b></p> <ol style="list-style-type: none"> <li>10. Eventful Media Cultivation</li> <li>11. Public Image Improvement Campaign</li> <li>12. Visualize Benefits to All Interested Parties</li> </ol>	 <p>INFORMED PUBLIC SUPPORT WITH RECOGNITION OF SNOWMOBILING AS A Viable INDUSTRY</p>
<p><b>D. TOWARD A NEW LICENSING SYSTEM</b></p> <ol style="list-style-type: none"> <li>13. User/Agency Work Group to Eliminate Licensing Problems</li> <li>14. Licensing Registration Policy Review</li> <li>15. Develop New System</li> </ol>	<p><b>E. COMPREHENSIVE TRAIL AND FUNDING PLAN</b></p> <ol style="list-style-type: none"> <li>16. Selective Railroad Grade Acquisition</li> <li>17. Present a United Front - All Trail Users</li> <li>18. Continued Interaction between DNR and User Groups</li> <li>19. Explore User Compatibility (multi-use)</li> <li>20. Trail Funding Plan</li> <li>21. Trail Standards Development</li> <li>22. Plan Development</li> <li>23. Priority Trails</li> <li>24. Demonstrate Economic Impact</li> <li>25. Validate Course of Action (with task force)</li> </ol>	<p><b>F. LIABILITY LEGISLATION</b></p> <ol style="list-style-type: none"> <li>26. User Responsibility (education and law)</li> <li>27. Need a Court Test to Define Present Liability Coverage</li> <li>28. Research Other States' Laws</li> <li>29. Government Liability Protection</li> <li>30. Volunteer Liability Legislation</li> </ol>	 <p>TOWARD A QUALITY PLAN WITH ALL PIECES IN PLACE</p>
<p><b>G. CONTINUED SNOWMOBILER INVOLVEMENT AND ACCOUNTABILITY</b></p> <ol style="list-style-type: none"> <li>31. Focus on Process Rather Than on Personalities</li> <li>32. Update Task Force Members (i.e.: mailings)</li> <li>33. Open Review of Trail Report</li> <li>34. Governor and Commissioner of DNR Committed to Task Force</li> <li>35. Member Commitment</li> <li>36. Follow-up Meetings</li> </ol>	<p><b>H. RECRUIT AND RETAIN VOLUNTEERS</b></p> <ol style="list-style-type: none"> <li>37. Volunteer Recognition Program Initiated</li> <li>38. Volunteer Education</li> <li>39. Grass Roots Involvement</li> <li>40. Create a Positive Volunteer Image</li> </ol>		 <p>TOWARD A STRONG VOLUNTEER BASE AND ONGOING ACCOUNTABILITY</p>



# **SNOWMOBILING**

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**May 31 and June 1, 1990**

## ***TWO - TO THREE - YEAR STRATEGY COMPONENTS***

### **A. MARKETING WITH TOURISM COLLABORATION**

1. Develop joint marketing plan
  - a. Tourism agency support for resources; users support tourism groups; support system enhancement/preservation rather than just economic beneficiaries
  - b. Tourism employee assigned to snowmobiles year-round
2. Regular user/agency planning
3. Help tourism get funding

### **B. EDUCATE AND INFLUENCE PUBLIC AND USERS**

4. Centralize communication center
  - a. Public image
5. Road show forums
6. Collaborate on informing public & users
7. Educate and coordinate all market segments
8. Educate those who benefit from snowmobiling
9. Do a statewide economic impact study

### **C. TOWARD AN IMPROVED PUBLIC IMAGE**

10. Eventful media cultivation
  - a. Involve media in fund-raising event
  - b. Media events
  - c. Public relations people at meetings
  - d. Understand the media: find out more about what they want

11. Public image improvement campaign
  - a. Show people the sport is a safe and fun sport
  - b. Celebrate our successes

12. Visualize benefits to all interested parties

#### **D. TOWARD A NEW LICENSING SYSTEM**

13. User/agency work group to eliminate licensing problems
14. Licensing registration policy review
15. Develop new system
  - a. Standard national system
  - b. User-acceptable license plate: consider what enforcement desires

#### **E. COMPREHENSIVE TRAIL AND FUNDING PLAN**

16. Selective railroad grade acquisition
17. Present a united front - all trail users
18. Continued interaction between DNR and user groups
19. Explore user compatibility (multi-use)
20. Trail funding plan
  - a. Identify sources of funding
  - b. Program flexibility; transfer of funding
  - c. User-pay concept for all
21. Trail standards development
  - a. User and agency planning to develop, maintain and enforce standards of the trail system
  - b. Collaborate with businesses
  - c. Trail report card for users (to get feedback)
22. Plan development
  - a. Identify and implement plan
  - b. Funding needs, trail prioritization, regional input

23. Priority trails
  - a. Trail system - make an agenda for good trails
  - b. Trail system - limit focus to two key trails (e.g., Paul Bunyan)
24. Demonstrate economic impact
25. Validate course of action (present actions with Task Force)

#### **F. LIABILITY LEGISLATION**

26. User responsibility (education and law)
27. Need a court test to define present liability coverage
28. Research other states' laws
29. Government liability protection
30. Volunteer liability legislation
  - a. Lobby to change laws

#### **G. CONTINUED SNOWMOBILER INVOLVEMENT AND ACCOUNTABILITY**

31. Focus on process rather than on personalities
32. Update task force members (i.e., mailings)
33. Open review of trail report
34. Governor and commissioner of DNR committed to task force
35. Member commitment
36. Follow-up meetings

#### **H. RECRUIT AND RETAIN VOLUNTEERS**

37. Volunteer recognition program initiated
  - a. Local recognition
38. Volunteer education
39. Grass roots involvement
40. Create a positive volunteer image



**SECTION 4.**  
**CLOSING CONVERSATION**



# SNOWMOBILING

A Component of the  
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Trail - planning Process

May 31 and June 1, 1990

## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. These sessions are a giant first step
2. We have the start of a good plan
3. Cohesive group thinking
4. We developed a vision for the future
5. Differing views were used as a basis for improving trails
6. We looked at the broad issues first
7. We prioritized issues
8. We developed a group vision
9. We have a sense of being heard

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. A more streamlined, bonafide, realistic plan
2. Users are involved in an agency plan
3. Better experience for user groups
4. The possibility of greater economic impact
5. Increased user involvement
6. Connectedness between users and providers
7. Positive image
8. More visibility
9. Joint planning
10. Communication with all interested

11. There is a lot of work ahead for us
12. We may lose some autonomy
13. Increased membership
14. Increased enjoyment
15. We will need more coordinated effort

## **NEXT STEPS**

1. Coordinating the Department of Natural Resources with user groups
2. Develop specific tasks to implement
3. Continued effort from the coalition
4. Negotiated peace between user groups
5. Define and establish work groups
6. A timetable for implementation
7. Annual review and biannual update
8. We need to support acceptance
9. We need to inform constituency
10. A planning process to implement at local level
11. Bring others up to speed and get them involved

## **POTENTIAL BENEFITS**

1. Better recreation
2. Increased economic benefits for the state
3. A complete, quality trail plan
4. Continued cooperation between Department of Natural Resources and users
5. Clear focus on where to concentrate
6. Broader perspective on issues
7. Seems like everyone is on the same wave length

## WHAT MUST BE GIVEN UP

1. Negative images
2. Time
3. Sacrificing other interests
4. Some small trails/spurs
5. Some personal income
6. Some individuality
7. Adversarial role toward government
8. Complaining
9. Exclusive solutions



**SECTION 5.**  
**PRIORITIES**



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Trail - planning Process

May 31 and June 1, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in brackets)

### VISION

- [ 50 ] Quality, connecting trail system
- [ 44 ] Adequate, protected funding
- [ 33 ] Adequate/comprehensive liability protection
- [ 11 ] Maintain and expand volunteerism
- [ 10 ] Positive image for snowmobiling
- [ 10 ] Annual meetings of task force
- [ 10 ] Educational safety program
- [ 7 ] Implemented tourism plan
- [ 6 ] Multi-user cooperation
- [ 2 ] Uniform and streamlined licensing and registration

### OBSTACLES

- [ 39 ] Incomplete trails system
- [ 33 ] Reactive, fragmented communication
- [ 33 ] Insufficient liability protection
- [ 26 ] No plan
- [ 19 ] Public image
- [ 6 ] Inadequate volunteer resources
- [ 4 ] Multi-use conflict
- [ 3 ] Inadequate license system
- [ 2 ] Insufficient marketing support
- [ 1 ] Commitment to task force

### STRATEGIES

- [ 43 ] Comprehensive trail and funding plan
- [ 29 ] Educate and influence public and users
- [ 27 ] Liability legislation
- [ 17 ] Continued snowmobiler involvement and accountability
- [ 16 ] Recruit and retain volunteers
- [ 14 ] Toward an improved public image
- [ 10 ] Toward a new licensing system
- [ 4 ] Marketing with tourism collaboration



**SECTION 6.**  
**PARTICIPANT LIST**



# SNOWMOBILING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

May 31 and June 1, 1990

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## **APPENDIX G:**

### **ALL-TERRAIN-VEHICLE STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **ALL - TERRAIN - VEHICLE RIDING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

**Sue Laxdal, Consultant  
Judy Plante, Consultant**

**June 4 and 5, 1990**



# INTRODUCTION

## NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

## **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

## **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place in  
five to seven years for all-terrain-vehicle riders?**



Trail Planning Process  
All-terrain-vehicle Riding

Department of Natural Resources  
June 4 and 5, 1990

ATV TOURISM A.	UNIFIED VOICE B.	EFFECTIVE RIDER TRAINING PROGRAM C.	EQUALLY ENFORCED LAWS D.	STABLE, ADEQUATE FUNDING E.	REDUCED EXPOSURE TO LIABILITY F.	TRAIL NETWORK SYSTEM G.
1. Trail Long Enough for Six- hour Rides	Strong State Association 5.	Mandatory Safety Training 9.	Law Enforcement 14.	Stable, Advanced Funding 19.	Liability Law Changes 23.	Snowmobile/ ATV Trails 26.
		Mandatory Training Certificate 10.	Informed Enforcement 15.	Equitable User Funding System 20.	Liability with Grantor 24.	DNR Policy Includes ATVs 27.
2. Trail Service Areas	Volunteer Upkeep of Trails 6.	Mandatory Hands-on Operator's License 11.	Mandatory Brake Lights 16.	Equitable Grant-in-aid Funding for Trails 21.	Connecting Trail System 28.	Good Information and Signs 29.
		Age-based Permitting 12.	Uniform License Plates 17.	All Vehicles Registered 22.	State-paid Recreation Insurance 25.	Experimental Multi-use Area 30.
3. User Information	Family Sport Image 7.	Training at Use Area 13.	Regulation Reciprocity among States 18.			Controlled Environmental Impact 31.
4. Year-round Tourism	100 New Clubs 8.					



# ALL - TERRAIN - VEHICLE RIDING

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## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. ATV TOURISM**

1. Trail long enough for a six-hour ride, with places to stay over
  - a. Touring trails
  - b. A two-day trail experience
2. Trail service areas
  - a. Service areas on or near trails
  - b. Trails with access to service areas
3. User information
  - a. User information regarding trails
4. Year-round tourism

### **B. UNIFIED VOICE**

5. Strong state association
6. Volunteer upkeep of trails
7. Family sport image
8. 100 new clubs

### **C. EFFECTIVE RIDER TRAINING PROGRAM**

9. Mandatory safety training for license
  - a. 75% of riders attending a certification course
10. Mandatory training certificate (50 % of riders getting certified training)
11. Mandatory hands-on operator's license

12. Age-based permitting
  - a. Training/certification for young riders: hands-on
13. Training at use area
  - a. Training available at use area

#### **D. EQUALLY ENFORCED LAWS**

14. Law enforcement (enforcement of existing laws would go a long way towards pacifying anti-ATV sentiment as well as controlling use)
  - a. Laws to control renegade riders
  - b. Noise restrictions
  - c. Noise standards enforced
15. Informed enforcement
  - a. Simple concise laws
  - b. Law enforcement education: authorities and riders
  - c. Consistent enforcement roles among all peace officers
16. Mandatory brake lights
17. Uniform license plates
  - a. Rather than the state suggesting the type of license configuration, state should provide a uniform, standard plate
  - b. Standard location for plate
18. Standard regulation among states (reciprocity)

#### **E. STABLE, ADEQUATE FUNDING**

19. Stable, advance funding
20. Equitable user funding system
  - a. All users pay for trail
21. Equitable grant-in-aid funding for trails
22. All vehicles registered
  - a. Point-of-sale registration
  - b. 100% registration

#### **F. REDUCED EXPOSURE TO LIABILITY**

23. Liability law changes (liability law changed to be more conducive to ATV, hold individuals responsible)

24. Liability with grantor
25. State-paid recreation insurance on all grant-in-aid trails

## **G. TRAIL NETWORK SYSTEM**

26. Snowmobile/ATV trails
  - a. Flexible multi-user trails with up to 3 lanes of traffic
  - b. Joint use of trails (2000 miles of trail that are available to snowmobiles and ATVs being used year-round)
  - c. Trail user cooperation
  - d. Joint trail development
  - e. Year-round ATV trails
27. DNR policy fully including ATVs
  - a. Selected segments of state trails open to ATVs
  - b. ATV/snowmobile trails in state parks
  - c. Upgraded snowmobile trails open to ATVs
28. Connecting trail system
  - a. 10,000 miles of ATV trails (similar trail mileages for ATVs that are now available to snowmobiles)
  - b. Joint rail-trails
29. Good information and signs
  - a. Uniform signs
  - b. Agriculture-zone signing
  - c. Well marked trails
  - d. Review process for signing
  - e. Signing standard for ATVs
  - f. Maps clearly depicting trails with laws on the back side
30. Experimental multi-use area
  - a. Multi-use ORV area (also, use for safety training)
  - b. Defined riding areas
  - c. Scramble area
  - d. ATV parks
31. Controlled environmental impact



## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



Trail Planning Process All-terrain-vehicle Riding		OBSTACLES			Department of Natural Resources June 4 and 5, 1990	
NO PROGRAM TO PROMOTE A.	LEGAL PARALYSIS B.	ENVIRONMENTAL IMPACT C.	INCONSISTENT ENFORCEMENT D.	SAFETY TOUGH TO SELL E.	UNRESOLVED MULTI-USE ISSUES F.	NON-DISTRIBU- TION OF EXISTING DOLLARS G.
Update maps and distribution of information	Hazardous nature of ATVs	Trail maintenance knowledge needed	Who is the enforcer?	No system for cooperation	Encroachment on others' established trails	Limited funds to start development
Acceptance limited by local population	Fragmented Communication: DNR/AG's office	Damage to environment	Enforcement - how to catch violator	Different trail needs for users	Resentment by differing groups	Unequal DNR distribution
Insignificant ATV tourism	Liability/ litigation fear	Restrictions in ag. zone	Unauthorized use of trails	Concerns regarding safety	Combined use has hazards	Cost of trail network
Resort property doesn't connect with riding areas	Current liability laws need changing	Hay production loss from dirt riding	Inconsistent enforcement	Facilities for hands-on license testing	Upkeep of trails	Only 3 user groups have funding
Not a travel-destination sport	Lack of personal responsibility	Standards for trail developm't are not known	Decibel level enforcement	Signs made specific to ATV	Goal conflicts between groups	
Lack of parking for ATV rigs	Unaffordable insurance	Landowners not allowing ATV use	No one's tried to initiate license plates	Who will be responsible for ATV training?		
Little education re: ATVs	Perception for liability		Little knowledge of environmental costs	DNR enforcement-limited interest	Legislative reluctance re: adult training	
Laws are not known by the users	Unrealistic CPSC age limits					
Reg. for users on private property	AG's Office resists ATVs					
License confusion between agri and public use	DNR policy changes					
No reason to form clubs						
Getting information to start new clubs						
Limited number of experienced club starters						
Getting new club members is hard						
Resorts don't know ATV's potential						
Non-current info						



# ALL - TERRAIN - VEHICLE RIDING

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## *OBSTACLES*

### **A. NO PROGRAM TO PROMOTE**

1. Update maps and distribution of information
2. Acceptance of ATV by local population is limited
3. Insignificant ATV tourism
4. Resort property doesn't connect with riding areas
5. Not a travel-destination sport
6. Lack of parking for ATV trucks/trailers
7. Little education regarding ATVs to general public
8. Laws are not known by the users
9. Registration for users on private property
10. Confusion between agricultural licensing and public-use licensing
11. No reason to form clubs
12. Getting information to start new clubs
13. Limited number of experienced club starters
14. Getting new club members is hard
15. Resorts don't know ATV's potential
16. Non-current information: it's hard to keep information current

### **B. LEGAL PARALYSIS**

1. Hazardous nature of ATVs
  - a. ATVs can be hazardous if not operated properly
2. Fragmented communication between DNR and Attorney General's office

3. Liability/litigation fear
4. Current liability laws need changing to limit exposure
5. Lack of personal responsibility
6. Unaffordable insurance
7. Perception for liability
8. Unrealistic Consumer Products Safety Commission age limits
9. Past resistance of Attorney General's office
10. DNR policy changes

#### **C. ENVIRONMENTAL IMPACT**

1. Trail maintenance knowledge needed
2. Damage to environment: ATVs can inflict damage
3. Scrambled eggs in agriculture zone: ditch riding during wildlife hatching season
4. Hay production loss from dirt riding
5. Standards for trail development aren't known
6. Landowners not allowing ATV use because of agricultural concerns and liability
7. Little knowledge of environmental costs to maintain an area

#### **D. INCONSISTENT ENFORCEMENT**

1. Who is the enforcer?
2. Enforcement: How to catch violators and how to monitor?
3. Unauthorized use of trails
4. Inconsistent enforcement
5. Decibel-level enforcement
6. No one's responsible to initiate license plate effort
7. Limited guidance for DNR enforcement people

#### **E. SAFETY TOUGH TO SELL**

1. No system for cooperation
2. Different trail needs for users
3. Concerns regarding safety with other off-road vehicles
4. Facilities for hands-on license testing
5. Signs made specific to ATV
6. Who will be responsible for doing training
7. Legislative reluctance to deal with adult training

#### **F. UNRESOLVED MULTI - USE ISSUES**

1. Encroachment on others' established trails: development time and money has already been spent by other user groups on their own trails
2. Resentment or rivalry by differing groups
3. Combined use has some hazards
4. Upkeep of trails
5. Conflicts between users of the same areas; they each have different goals

#### **G. NON - DISTRIBUTION OF EXISTING FUNDS**

1. Limited funds to start development
2. Unequal money distribution within DNR
3. Cost of a statewide network of trails
4. Only three user groups have earmarked funding: cross-country skiing, ATVs, and snowmobiles



## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

**What strategies do all-terrain-vehicle riders need to accomplish  
the long-range objectives and to remove the major  
obstacles to success?**



A. MULTI-USE RELATIONSHIPS

1. Communication with Other Users
2. User Cooperation
3. Mediation of Trail Goals
4. Combined Efforts and Funds from User Groups
5. Equitable User-fee System, All Users
6. Equitable User/Operators Licensing System
7. Funds Used by User's Group Who Paid the Funds

B. POSITIVE PUBLIC AWARENESS

8. Public Education and Promotion Campaign
9. Enforcement Education Campaign
10. "Make Safety Fashionable" Campaign
11. Positive Information to Landowners

POSITIVE  
IMAGE AND  
RELATIONSHIPS

C. REDUCED EXPOSURE TO LIABILITY

12. Change Liability Legislation
13. Insurance Commissioner to Solicit Bids on Liability Insurance
14. Blanket Insurance, Group Insurance Policy
15. Document Landowner Liability History and Status

D. SUPPORTIVE SYSTEM OF RULES AND REGULATIONS

16. Comprehensive Operation and Safety Training Included with Licensing
17. Finish and Distribute Rules and Regulations
18. Easily Available Condensed Laws
19. Establish Policy of DNR/Club Cooperation on Youth Training
20. Mandatory ATV Helmet Law

REDUCED  
LIABILITY  
THROUGH  
ENFORCEMENT

E. SHORT-TERM TRAIL FUNDING

21. DNR Release ATV Account Funds
22. Experimental Trails and Areas
23. Keep Cost Down to Start
24. Grants Plan
25. State Trail Plan
26. Define Use in Multi-user Areas
27. Fund Enforcement Program

F. EFFECTIVE USER/DNR MANAGEMENT STRUCTURE

28. DNR/ATV Coordinator/Liaison
29. Trail Sign Standards with Regional/National Coordination
30. Trail Board: Experienced Trail Builders and Maintenance People to Avoid Environmental Damage

DEVELOPMENT  
OF ATV USER  
SYSTEM



# ALL - TERRAIN - VEHICLE RIDING

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## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. MULTI - USE RELATIONSHIPS**

1. Communication with other users
  - a. Take position on rail-trail options
  - b. Work with local clubs
  - c. Meetings between snowmobiles and ATV groups
  - d. Communication with other user groups
  - e. Ongoing multi-user dialogue
2. User cooperation
  - a. Be open-minded (flexible)
  - b. Understand, respect background
3. Mediation of trail goals (groups are going to have to work toward a final goal by working together, not against each other)
  - a. ATV and snowmobile trail signs to be the same on multi-use trails (the signs could be the same on the snowmobile/ATV trail)
4. Combined efforts and funds from user groups
5. Equitable user-fee system, all users
6. Equitable user/operators licensing system
7. Funds used by user's group who paid the funds

### **B. POSITIVE PUBLIC AWARENESS**

8. Public education and promotion campaign
  - a. Public acknowledgment campaign
  - b. Public relations program regarding potential benefit to local economy
  - c. Charity rides
  - d. Quantify tourism impact potential
  - e. User marketing coordinator for tourism/DNR/industry

- f. Get state tourism help
- g. More public awareness of ATV riding opportunities
- h. Get state or private agency help to extend limited time and funds of ATV Association of Minnesota to locate resorts, trails to use

9. Enforcement education campaign (extensive media campaign to spread information regarding do's and don'ts to public and to enforcement officials)
  - a. Lobby at peace officers' convention to educate and encourage them to do good enforcement
  - b. Contact law enforcement to be able to get information
10. "Make Safety Fashionable" campaign
  - a. Educate public safety/public relations
11. Positive information to landowners (ways to improve environment with trail use)

#### **C. REDUCED EXPOSURE TO LIABILITY**

12. Change liability legislation (change liability laws to further limit exposure to liability by state and others)
  - a. Research on how other states with ATV/ORV trails handle liability; perhaps model legislation after what they have
  - b. Legal system that is organized to help users and landowners with liability
13. Request that the insurance commissioner solicit bids on liability insurance
  - a. Contact commissioner on insurance (to get facts on insurance)
14. Blanket insurance, group insurance policy
15. Document landowner liability history and status (so we can educate ourselves and them)

#### **D. SUPPORTIVE SYSTEM OF RULES AND REGULATIONS**

16. Comprehensive operation and safety training included with licensing
  - a. Age-based operator license that allows some riding under age 16
  - b. Require training for youth license (i.e., similar snowmobile, ATV, motorcycle youth license; there may be a Department of Public Safety problem with motorcycles)

- c. Educate potential operators or trail users
  - d. Mandatory training from manufacturer
  - e. Safety program at dealer level
- 17. Finish and distribute rules and regulations
  - a. Mandate and enforce safety training
  - b. Publish synopsis of laws and rules
  - c. Rules and regulations published
  - d. Finish rules and regulations (rules and regulations finished will mean all registered owners will receive a copy of rules to know what the laws are)
- 18. Easily available condensed laws
  - a. Users' talk to violators could help
  - b. Laws enforced uniformly by some agency; easily understood so users can police themselves
  - c. Condensed laws with registration and sale (make the laws known and available to all owners and potential owners)
- 19. Establish policy of DNR/Club cooperation on youth training
- 20. Mandatory ATV helmet law

#### **E. SHORT - TERM TRAIL FUNDING**

- 21. DNR release ATV account funds
  - a. Designate mapping funding (from current funds available)
- 22. Experimental trails and areas
  - a. Club-operated scramble area in metro region
- 23. Keep cost down to start
  - a. Spend what is available
  - b. If existing funds are not spent, legislature may think we don't want or need more funding
- 24. Grants plan
  - a. Volunteerism (adequate funding is available in the short term - increased volunteerism would assist public image)
  - b. Funds granted to at least six ATV-only trails this year
  - c. Funds granted to at least three snowmobile/ATV trails within this year
- 25. State trail plan - consider state trails for ATV riding
- 26. Define use in multi-user areas

27. Fund enforcement program: we can expect and require results if funding for enforcement is provided

**F. EFFECTIVE USER/DNR MANAGEMENT STRUCTURE**

28. DNR/ATV coordinator/liaison

- a. Advisory council
- b. Need to find bureaucratic facilitator (advisory council?)
- c. Distribute laws to enforcers
- d. Fiscal reporting - trail inventory

29. Trail sign standards with regional/national coordination

- a. Current ATV trails should experiment with trail signing
- b. Investigate progress of signing program

30. A board of experienced trail builders and a maintenance group should avoid environmental damage before it's a problem

- a. Set maintenance standards (control the amount of environmental degradation)
- b. All users pay (standards are maintained by all users from their own accounts)
- c. Users responsible for upkeep
- d. Standard, workable stream crossing designs should be developed so we can choose with confidence

**SECTION 4.**  
**CLOSING CONVERSATION**



# ALL - TERRAIN - VEHICLE RIDING

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## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Solid foundation to benefit all-terrain-vehicle riding
2. Priorities established
3. Strategies
4. Workable trail program
5. Explored the issues
6. Brainstormed; involved cross-section of users; developed strategies to overcome obstacles
7. Created a solid base for our needs
8. Moved toward reduced liability
9. Listed and ranked obstacles, five-year goals and three-year goals
10. Completed an overview of ATV trail riders' needs; railroad beds are a good starting place
11. Established a consensus on what should be done to order and maintain ATV trails and recreation trails in general
12. Clarified issues and laid a plan to accomplish goals
13. Strong move toward a working ATV program
14. Dialogue is a beginning

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. We started a program to help agencies understand and justify ATV use
2. We have a plan to back up mandates
3. We should be able to assure trail users of a program in the future

4. We need the involvement of all groups
5. We will need larger meeting rooms for club meetings
6. We tried to accommodate other groups as well as ours
7. Government agencies need to find ways to reduce liability through education
8. Legislators have charged DNR with rules and regulations - we need compliance in timely manner
9. Potential liability reduction would imply encouraging sponsorship easements on private land and reduce machine costs
10. Increased likelihood of ATV participation in the future trail acquisitions
11. Increased possibility of state releasing Grant-in-aid money

## **NEXT STEPS**

1. Sell patience to members
2. Identify and involve those who can make these things happen
3. Encourage and lobby for legislation to reduce liability
4. Merge with other users
5. Apply for and monitor grants
6. Hard work
7. Select specific tactics to start
8. Meeting with other clubs on how we are going to set up and sign trails
9. Set a DNR meeting to work on rules to permit ATVs on state trails

## **POTENTIAL BENEFITS**

1. Improved state and local economy
2. Enhanced recreation opportunities
3. Increased sales of ATVs
4. Increased employment opportunities for those involved with ATVs
5. A lot less road riding - less law enforcement
6. Reduced road right-of-way erosion and accidents

## **WHAT MUST BE GIVEN UP**

1. Time and energy
2. Some of what we hope for
3. Resentments of past failures
4. Exclusive prerogatives
5. Preconceived notions
6. Resistance to resource management standards



## **SECTION 5.**

### **PRIORITIES**



# ALL - TERRAIN - VEHICLE RIDING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 4 and 5, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in Brackets)

### VISION

- [ 34 ] Reduced exposure to liability
- [ 33 ] Trail network system
- [ 16 ] Effective rider training program
- [ 13 ] Equally enforced laws
- [ 12 ] Stable, adequate funding
- [ 7 ] ATV tourism
- [ 4 ] Unified voice

### OBSTACLES

- [ 23 ] Environmental impact
- [ 20 ] No program to promote
- [ 15 ] Non-distribution of existing dollars
- [ 9 ] Inconsistent enforcement
- [ 8 ] Unresolved multi-use issues
- [ 6 ] Safety tough to sell
- [ 0 ] Legal paralysis

### STRATEGIES

- [ 35 ] Reduced exposure to liability
- [ 22 ] Multi-use relationships
- [ 22 ] Short-term trail funding
- [ 21 ] Positive public awareness
- [ 18 ] Supportive system of rules and regulations
- [ 15 ] Effective user/DNR management structure



**SECTION 6.**  
**PARTICIPANT LIST**



# ALL - TERRAIN - VEHICLE RIDING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 4 and 5, 1990

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**APPENDIX H:**  
**HIKING STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **HIKING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**  
Sue Laxdal, Consultant  
Judy Plante, Consultant  
Jeff Rathermel, Consultant

**June 7 and 8, 1990**



# INTRODUCTION

## NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

### **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

### **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place  
in five to seven years for hikers?**



Trail Planning Process  
Hiking

FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
June 7 and 8, 1990

ONGOING MARKETING PROGRAM	EQUAL ACCESS	QUALITY TRAIL EXPERIENCE	PLANNED TRAIL DEVELOPMENT	QUALITY MAINTENANCE MECHANISM	STAKEHOLDER COOPERATION	EFFECTIVE VOLUNTEER PROGRAMS
A.	B.	C.	D.	E.	F.	G.
Weekend Trail Vacations 1.	Public Transit Access	Opportunities to View Wildlife 11.	Potential, Suitable Trails Iden- tified 19.	Quality Maintenance Mechanism 26.	Partnerships for Maximum Opportunities	Volunteer Training Program 38.
			Diverse Trails 20.	Intensive Use Maintenance 27.	Process for Deciding Who Leads 34.	
Inn-to-Inn Hiking 2.	Improved Access for Disabled	Minimum- impact Education 12.	Trails Throughout State 21.	User-based Funding 28.	Volunteer Recruitment System 39.	Volunteer Recruitment System 39.
			Clear, Regulatory Signing 13.	Volunteer Maintenance Program 29.	Non- antagonistic Trail Sharing 35.	
Better Trails Publicity 3.	Opportunities to View Wildlife	Trail Classi- fication System 14.	Reclaimed Railroad & Abandoned Trails 22.	Corridor Trail Maintenance 30.	Balance between Metro and Greater Minnesota Trails 36.	Retention of Volunteers 40.
			Descriptive Trail Guidebook 15.	Integrated Urban Greenway Trails 23.	Cost to Set Maintenance Priorities 31.	
Aggressive Marketing of Trail Resources 4.	Accessibility through Promotion of Hiking Clubs	Spur Trails to Service Areas 16.	Connecting Trails 24.	Erosion Control 32.	Explore Trail Lease Options 37.	Volunteer Clearinghouse Program 41.
			Quality of Experience Maintained 17.	Preserve Natural Areas 25.		
Promote Minnesota Trails Overseas 5.	Trail Shuttle Service	Quality Interpreta- tion 18.				



# HIKING

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## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. ONGOING MARKETING PROGRAM**

1. Weekend trail vacations
2. Inn-to-inn hiking
3. Better trails publicity
4. Aggressive marketing of trail resources
5. Promote Minnesota trails overseas

### **B. EQUAL ACCESS**

6. Public transit access
7. Improved access for disabled
8. Opportunities to view wildlife
9. Accessibility through promotion of hiking clubs
10. Trail shuttle service

### **C. QUALITY TRAIL EXPERIENCE**

11. Opportunities to view wildlife
12. Minimum-impact education
13. Clear, regulatory signing
14. Trail classification system
15. Descriptive trail guidebook
16. Spur trails to service areas
17. Quality of experience maintained
18. Quality interpretation

## **D. PLANNED TRAIL DEVELOPMENT**

19. Potential, suitable trails identified
  - a. Potential, suitable trail inventory
  - b. Heavy traffic areas identified
20. Diverse trails
  - a. User-specific trails (that are specific to user group, special physical needs included)
  - b. Range of opportunities (define user needs and address them)
  - c. Diverse landscapes
  - d. Assure primitive hiking opportunities
  - e. Develop secluded campsites
21. Trails throughout state
  - a. More non-North Shore trails
  - b. More opportunities in southeast and west central Minnesota
  - c. Superior Hiking Trail finished
  - d. Supertrail
  - e. Completion of a trail circling Lake Superior
22. Reclaimed railroad and abandoned trails
  - a. Redevelop abandoned trails
  - b. Railroad multi-use trails
  - c. Share abandoned railroad rights of way
  - d. Enhanced rail trails
23. Integrated urban greenway trails
  - a. Urban routes to walk, for example, with historical description
  - b. Specialized urban trails
  - c. Urban hiking trails
24. Connecting trails
  - a. Loop trails
25. Preserve natural areas

## **E. QUALITY MAINTENANCE MECHANISM**

26. Quality maintenance mechanism
  - a. Trail maintenance schedules
27. Intensive use maintenance
  - a. Urban trail maintenance

28. User-based funding
  - a. Trail user fees
29. Volunteer maintenance program
30. Corridor trail maintenance
31. Cost information to set maintenance priorities
32. Erosion control

#### **F. STAKEHOLDER COOPERATION**

33. Partnerships for maximum opportunities
34. Process for deciding who leads
35. Non-antagonistic trail sharing
36. Balance between metro and Greater Minnesota trails
37. Explore trail lease options

#### **G. EFFECTIVE VOLUNTEER PROGRAMS**

38. Volunteer training
39. Volunteer recruitment
40. Retention of volunteers
41. Volunteer clearinghouse program
  - a. Volunteer clearinghouse
  - b. State coordinator of volunteer systems
  - c. Volunteer trail program



## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



Trail Planning Process  
Hiking

OBSTACLES

Department of Natural Resources  
June 7 and 8, 1990

CONFICTING LAND MANAGEMENT A.	LACK OF UNIFIED GOALS B.	UNSECURED FUNDING C.	UNINFORMED VOLUNTEER PROGRAM D.	POOR MAINTENANCE E.	SHORT-SIGHTED PLAN F.	DON'T HAVE SUPPORT BASE G.	LIABILITIES H.
Opposition of farm/forest interests	Poor accessibility decisions	No overall maintenance funding	Poor rewards for helping	More people, less wilderness	Changing leisure-time activities	No organized support for special needs	Liabilities; fear of being sued
Access to info on parcels for acquisition	Trail use and conflicts	Limited acquisition of funds	Uncoordinated volunteer recruitment	Too much to manage w/ too little staff	Limited engineering help	Personal versus group activity	Liability issues
Access refusal	Who is in charge?	Nonsupport for user-dependent funding	Shortage of trained personnel	Difficulty in establishing a good data base	Limited information sources	Poor grassroots support	
Access closures break up trails	Unidentified stakeholders and players	Funding needs undocumented	Program understaffed	Difficulty of tracing maintenance sched.	Many potential planning pitfalls		
Acquiring desirable land	Stakeholder wrangling	Changing political priorities	Volunteers with nowhere to volunteer	Over-use impacts			
Lease, easement permit issues	Getting someone to take the lead	Funding sources not identified	Volunteers too time-consuming to manage	Maintenance program not designed			
Harvest of wild edibles is threatened	Different organizational skills	Low economic impact	Poor placement of volunteers	Poor maintenance			
Commercial development (sprawl)	Diverse interests/values of stakeholders						
Unavailable lands for trails	Conflicts amongst various users						
Conflicting "road" use policies	Lack of support from multi-users						
Easements costly, but acceptable							
Conflicting land rights							



# HIKING

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## *OBSTACLES*

### **A. CONFLICTING LAND MANAGEMENT**

1. Opposition of farm and forest interests
2. Access to information on parcels for acquisition
3. Access to land for trails refused
4. Access closures break up trails
5. Acquiring desirable land
6. Lease/easement permit issues
7. Harvest of wild edibles is threatened
8. Commercial development (sprawl)
9. Unavailable lands for trails
10. Conflicting "road" use policies
11. Easements costly, but acceptable
12. Conflicting land rights

### **B. LACK OF UNIFIED GOALS**

1. Poor accessibility decisions
2. Trail use and conflicts
3. Who is in charge?
4. Unidentified stakeholders and players
5. Stakeholder wrangling
6. Getting someone to take the lead
7. Different organizational skills

8. Diverse interests and values of stakeholders
9. Conflicts amongst various users
10. Lack of support from multi-users

#### **C. UNSECURED FUNDING**

1. No overall maintenance funding
2. Limited acquisition of funds
3. Non-support for user-dependent funding
4. Funding needs undocumented
5. Changing political priorities
6. Funding sources not identified
7. Perceived low economic impact of hiking

#### **D. UNFORMED VOLUNTEER PROGRAM**

1. Poor rewards for helping
2. Uncoordinated volunteer recruitment
3. Shortage of trained personnel
4. Program understaffed
5. Volunteers with nowhere to volunteer
6. Volunteers are seen as too time-consuming to manage
7. Poor placement of volunteers

#### **E. POOR MAINTENANCE**

1. More people, less wilderness
2. Too much to manage with too little staff
3. Difficulty in establishing a good data base
4. Difficulty of tracing maintenance schedule
5. Overuse impacts
6. Maintenance program not designed
7. Poor maintenance

#### **F. SHORT - SIGHTED PLAN**

1. Changing leisure-time activities
2. Limited engineering help
3. Limited information sources
4. Many potential planning pitfalls

#### **G. DON'T HAVE SUPPORT BASE**

1. No organized support for special needs
2. Hiking is a personal versus a group activity
3. Poor grassroots support

#### **H. LIABILITIES**

1. Liabilities; fear of being sued
2. Liability issues



## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

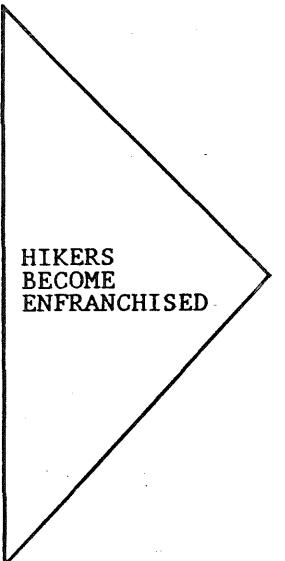
#### **FOCUS QUESTION:**

**What strategies do hikers need to accomplish  
the long-range objectives and to remove  
the major obstacles to success?**

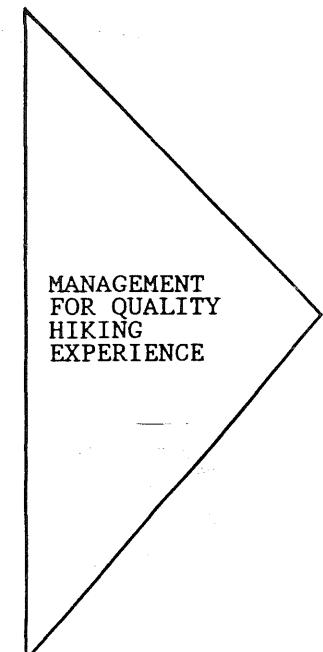


TWO- TO THREE-YEAR STRATEGIES

A. ORGANIZE PUBLIC SUPPORT	B. COOPERATIVE DECISION MAKING	C. SECURE FUNDING
<ol style="list-style-type: none"> <li>1. Organize Hikers           <ol style="list-style-type: none"> <li>a. Recognize and focus on permanent interest in hiking plan</li> </ol> </li> <li>2. Promote, Publicize and Educate the Public</li> <li>3. Clearly Identify Needs of Different Types of Hikers</li> <li>4. Join With Other Trail Users e.g., horse, snowmobile, ski</li> <li>5. Ongoing Consumer Involvement</li> </ol>	<ol style="list-style-type: none"> <li>6. Forums For Planning &amp; Advice</li> <li>7. Shorter-Term Plan; Retain Institutional Flexibility</li> <li>8. Information Sharing Among Planners</li> <li>9. Develop Policy for Less Than Acquisition Procedure</li> <li>10. Impartial Leadership Style</li> <li>11. Landowner Relations Program</li> </ol>	<ol style="list-style-type: none"> <li>12. Document All Costs</li> <li>13. Secure Foundation and Government Support</li> <li>14. Dedicated Funding Source: User-based, Pre-allocated monies</li> <li>15. Survey Recreational Trail Use</li> </ol>



D. SOLICIT & UTILIZE VOLUNTEERS	E. EFFECTIVE HIKING TRAIL MGMT	F. MANAGE LIABILITY
<ol style="list-style-type: none"> <li>16. Coordinated Volunteer Efforts</li> <li>17. Establish a Pool of Volunteer Engineers and Planners</li> <li>18. Well Organized Volunteer Maintenance Help</li> <li>19. A Cooperative as Opposed to Strict Volunteerism</li> <li>20. Broad-based Recruiting in Media</li> <li>21. Research Good Voluntary Organization</li> <li>22. Identify Trail Worker Rewards</li> <li>23. Fund State Trail Volunteer Coordinator</li> </ol>	<ol style="list-style-type: none"> <li>24. Formation of Trail Information Coordinator "Clearinghouse"</li> <li>25. Clear Regulations and Trail Signing</li> <li>26. Identify Priority Trails and Maintain Them Well</li> <li>27. Manage Land-use Conflicts</li> <li>28. Personnel Clearinghouse</li> <li>29. Plans for High-Use Maintenance</li> <li>30. Establish Statewide Trail Data Base</li> </ol>	<ol style="list-style-type: none"> <li>31. Manage Risks           <ol style="list-style-type: none"> <li>a. Information and education on risks, requirements</li> <li>b. Insurance</li> </ol> </li> <li>32. Hikers Waive Liability</li> <li>33. Develop Recreational Liability Limitation Laws</li> </ol>





# HIKING

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## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. ORGANIZE PUBLIC SUPPORT**

1. Organize hikers
  - a. Recognize and focus on permanent interest in hiking plan
  - b. Organize and rally local interests to get started
  - c. Hikers of the world unite!
  - d. Improve hiker's network
  - e. Do planned events
  - f. Accessible contact people
  - g. Support information for outing groups
  - h. Initiate hikers' associations
  - i. Actively pursue goals
  - j. Work hard
2. Promote, publicize and educate the public
  - a. Environmental awareness education
  - b. Hiking newsletter
  - c. Publicize issues
  - d. Promote trail systems in the media and contact special-use groups
3. Clearly identify needs of different types of hikers
  - a. Recognize diversity of hikers and champion this diversity
4. Join with other trail users, that is, horse, snowmobile, and ski
5. Ongoing consumer involvement
  - a. Recognize and focus on permanence of interest in hiking plan

### **B. COOPERATIVE DECISION MAKING**

6. Forums for planning and advice
  - a. Long-range planning meetings among hikers themselves
  - b. Combined-interest task force
  - c. Ongoing, open decision process
  - d. Complete, concise regulations regarding trail use
  - e. Regional advisory boards
  - f. Invite (include) others to decision process

- g. Participate in management decisions
- h. Assist trail management efforts
- i. Call meeting of conflicting groups

7. Shorter-term plan; retain institutional flexibility
8. Information sharing among planners
  - a. Public informational meetings on planning of development
9. Develop policy for less than acquisition procedure
10. Impartial leadership style
11. Landowner relations program
  - a. Communicate benefits to landowners
  - b. Trails delegates (scouts) to landowners
  - c. Cooperative landowners group

#### **C. SECURE FUNDING**

12. Document all costs
  - a. Identify funding needs
13. Secure foundation and government support
  - a. Identify possible funding sources
14. Dedicated funding source that is user-based and pre-allocated for needs
  - a. Form dedicated fund sources
  - b. Intergroup committees to develop and present priorities
15. Survey recreational trail use
  - a. Economic study of hikers' impact

#### **D. SOLICIT AND UTILIZE VOLUNTEERS**

16. Coordinated volunteer efforts
  - a. Fund a local coordinator
  - b. Publicize volunteer opportunities
  - c. Identify labor (volunteer) needs
  - d. Intergroup committees to promote and recruit volunteers
  - e. Produce manual for volunteer operations
  - f. Develop volunteer data base with distribution system

17. Establish a pool of volunteer engineers and planners
  - a. Recruit construction industry consultants
18. Well organized volunteer maintenance help
19. A cooperative as opposed to strict volunteerism
20. Broad-based recruiting in media
21. Research and networking, regarding good voluntary organization
  - a. Conference on Minnesota volunteerism
  - b. Study the Minnesota Environment and Education Board organization (built on volunteerism)
22. Identify trail worker rewards
  - a. Awards for volunteer service
23. Fund state trail volunteer coordinator
  - a. Support Legislative Commission on Minnesota Resources volunteerism coordinator

#### **E. EFFECTIVE HIKING TRAIL MANAGEMENT**

24. Formation of trail information coordinator "clearinghouse"
  - a. Increase information data base
25. Clear regulations and trail signing
  - a. Separate system where appropriate
  - b. Multi-use regulations
26. Identify priority trails and maintain them well
  - a. Commitment of state to trail maintenance
27. Manage land-use conflicts
  - a. Zoning
  - b. Limitation of commercial development
  - c. Right of condemnation
  - d. Eminent domain
28. Personnel clearinghouse, like the forestry "fire desk" for daily assignments
  - a. Develop local maintenance policy that is more efficient

29. Plans for high-use maintenance
  - a. Develop plan to assess (predict?) areas of high use and allocate resources
  - b. Monitor use and promote accordingly
  - c. User quotas for trails to prevent overuse
  - d. Group size limits
30. Establish statewide trail data base (except grants-in-aid trails)
  - a. Define a trail maintenance data file
  - b. Identify maintenance needs

#### **F. MANAGE LIABILITY**

31. Manage risks
  - a. Develop recreational liability limitation laws
  - b. Information/education on risks and requirements
  - c. Inform users of risks and requirements
  - d. Informational meeting on legal liabilities
  - e. Required personal equipment
  - f. Insurance
32. Hikers waive liability
33. Develop recreational liability limitation laws
  - a. Pass a "hold harmless" law

**SECTION 4.**  
**CLOSING CONVERSATION**



# HIKING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 7 and 8, 1990

## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Formed a fairly clear picture of our vision
2. Ideas have crystallized
3. There is an implicit agenda
4. Crystallized how essential volunteerism is to hiking if we didn't know before
5. Decided which priorities we think are important
6. Confirmed things we knew and the need for stakeholders management
7. We do have some trails completed and operating
8. There is more to do
9. Hiking has been discussed at the same level as other trail uses
10. Hikers from diverse groups have shared information; this hardly ever happens
11. Opportunity to hear different viewpoints
12. Experienced that DNR cares a bit above what we previously felt
13. Identified comprehensive and concrete list of issues

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. Establish goals
2. Identify the hiking market
3. Get this plan out to wider audience with feedback
4. Diverse hiking experiences
5. Recognize current trail volunteers

6. There should be meetings of various user groups
7. Develop a mailing list of hikers to communicate issues of common interest
8. Reestablishing the list of who's mailed to: it is no longer maintained
9. Describe economic impact of hiking statewide
10. Tabulate sales volume with retailers
11. Convince trail planner that hiking is integral part of the trail plan
12. Assure trail plan is implemented
13. DNR needs to get its act together for volunteers
14. DNR should be used as an information clearinghouse
15. Clarify what is state vs. regional/local role
16. Maintenance of trails is an important DNR issue
17. Clarification of who is maintaining certain trails
18. What is the maintenance criteria for any given trail?
19. State should protect development dollars
20. Evaluation of existing system in terms of vision (quality)
21. Perhaps an inventory of existing trails is needed
22. What about hikers?
23. Retailers should support the formation of hiking clubs
24. Technical support from DNR for local trail development
25. Hikers should ally themselves with other recreationists, such as canoeists

#### **POTENTIAL BENEFITS**

1. Produced a vision
2. Seeds may be sown for some kind of organized form
3. Justification for taking personal action

## WHAT MUST BE GIVEN UP

1. Time
2. Money
3. A certain kind of independence characteristic of hikers
4. A degree of freedom
5. Giving up some ego in order to get along with other users
6. May have to give up some trails if we rationalize trail maintenance
7. Some solitude
8. Preconceived notions about hiking
9. May share some trails with horses, mountain bikes



**SECTION 5.**  
**PRIORITIES**



# HIKING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 7 and 8, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in Brackets)

### VISION

- [ 35 ] Quality maintenance mechanism
- [ 20 ] Planned trail development
- [ 18 ] Quality trail experience
- [ 17 ] Stakeholder cooperation
- [ 15 ] Effective volunteer programs
- [ 12 ] Equal access
- [ 11 ] Ongoing marketing program

### OBSTACLES

- [ 29 ] Don't have support base
- [ 23 ] Conflicting land management
- [ 19 ] Uninformed volunteer program
- [ 16 ] Lack of unified goals
- [ 14 ] Unsecured funding
- [ 12 ] Poor maintenance
- [ 9 ] Short-sighted plan
- [ 0 ] Liabilities

### STRATEGIES

- [ 27 ] Solicit and utilize volunteers
- [ 26 ] Cooperative decision making
- [ 26 ] Organize public support
- [ 25 ] Secure funding
- [ 24 ] Effective hiking trail management
- [ 3 ] Manage liability



**SECTION 6.**  
**PARTICIPANTS LIST**



# HIKING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 7 and 8, 1990

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**APPENDIX I:**  
**OFF-ROAD MOTORCYCLING**  
**STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **OFF - ROAD MOTORCYCLING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:** **DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**  
Sue Laxdal, Consultant  
Judy Plante, Consultant  
**June 11 and 12, 1990**



## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place in  
five to seven years for off-road motorcyclists?**



Trail Planning Process  
Off-road Motorcycling

FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
June 11 and 12, 1990

OFF-ROAD PARKS	PLANNING & ADMINISTRATIVE SYSTEM IN PLACE	OFF-ROAD MOTORCYCLE TRAIL SYSTEM	REGISTRATION & ENFORCEMENT	OFF-ROAD RIDER EDUCATION PROGRAM	ORGANIZED FOR INFLUENCE
A.	B.	C.	D.	E.	F.
Off-road Parks for Play and Competition	Ongoing Planning for Continued Development	Trail Network Established	Effective Rule Compliance	Off-road Rider Education Program	Public Acceptance and Understanding
	Dedicated Registration Funds	Grant-in-aid Trail System	Off-road Motorcycle Registration in Place	22.	
Riding Park(s) Within 50 Miles of the Twin Cities	Volunteer Programs for Trails	Establish Parking and Camp Areas	Equipment Standards for Registration	Education in Place to Eliminate Abuse	26.
	DNR Contact Person	Maps & Marked Trail Information	Legitimate, Limited Road Use for Off-road Motorcycles	23.	
Pay/Use Parks	Guidelines for Trail Administrators and Users	Cooperative Effort Between Motor & Non-motor groups	"Open Unless Posted Closed" Policy	Permit for Persons 16 Years Old and Under	Be a Strong Political Force (for getting our needs met)
	Become a Model State for Off-road Motorcycle Use	Sharing Existing Trails	Off-road Motorcycle Rules & Regulations for Land Use	Establish Safety Course	



# OFF - ROAD MOTORCYCLING

A Component of the  
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June 11 and 12, 1990

## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. OFF-ROAD PARKS**

1. Off-road parks for play and competition
  - a. Viable, effective control measures
2. Riding park(s) within 50 miles of the Twin Cities
  - a. Small areas near metro for evening riding
  - b. Public owned and operated
3. Pay/use parks
  - a. User fee per use for metro area parks

### **B. PLANNING AND ADMINISTRATIVE SYSTEM IN PLACE**

4. Ongoing planning process for continued development
  - a. Develop innovative techniques for multi-use
5. Dedicated registration funds
  - a. Affordable registration costs: registration costs low enough to get compliance
  - b. All funds from sale of permits should be dedicated
  - c. Sufficient registration funds
  - d. Permit money sufficient to fund a program
6. Volunteer programs to help develop, maintain, and monitor trails
7. Department of Natural Resources contact person
  - a. Within DNR, an individual or group contact for motorized vehicles with some power or clout
8. Guidelines for trail administrators and users
9. Become a model state for off-road motorcycle use

## **C. OFF-ROAD MOTORCYCLE TRAIL SYSTEM**

10. Trail network established
  - a. Trail network funded and maintained by users
  - b. 1,000 miles multi - 300 miles single trails
  - c. Loops of different lengths for varying skill levels
  - d. Public land off-road motorcycle trails
  - e. Identify specific off-road motorcycle areas; prioritized plan to implement
  - f. Statewide trails
  - g. Several state-designated trails dispersed around state
  - h. 20% trails for novices/family riders
  - i. 80% single-track unimproved trails
11. Grant-in-aid trail system
  - a. Promote local clubs
  - b. Like snowmobiles
12. Establish parking and camp areas
  - a. Planned parking areas, camping facilities planned for motorized use, separate from non-motorized
13. Maps and marked trail information
  - a. Printed trail maps available for public use
  - b. Map/reference trail markers
  - c. Directional trail markers
14. Cooperative effort between motor and non-motor groups regarding environmental use
  - a. Harmonious relationships with user groups and environmental groups
15. Sharing existing trails

## **D. REGISTRATION AND ENFORCEMENT**

16. Effective rule compliance
  - a. Punishment “teeth” in rider rules to deal with a small number of abusers
17. Off-road motorcycle registration in place
  - a. Off-road motorcycle registration within five years

18. Equipment standards for registration
  - a. Spark arrestors
  - b. Noise level limits
19. Legitimate, limited road use for off-road motorcycles
  - a. Solution to on-road, off-road legal questions
  - b. Authorized limited road use to connect to trails such as all-terrain-vehicle riders have now
20. "Open unless posted closed" policy
21. Off-road motorcycle rules and regulations for land use on all public land

**E. OFF-ROAD RIDER EDUCATION PROGRAM**

22. Off-road rider education program
23. Education in place to eliminate abuse
  - a. Instruction program on safety issues
24. Permit for persons 16 years old and under
25. Establish safety course

**F. ORGANIZED FOR INFLUENCE**

26. Public acceptance and understanding
  - a. Educate users and public
  - b. Publications available on use areas
27. Be a strong political force (for getting our needs met)
  - a. Strong organization from clubs
  - b. Off-road motorcycles as a key outdoor recreation
  - c. Promoted through Tourism



## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the identified five- to seven-year objectives?**



Trail Planning Process  
Off-road Motorcycling

OBSTACLES

Department of Natural Resources  
June 11 and 12, 1990

OFF-ROAD MOTOR-CYCLE ENVIRONMENTAL IMPACT A.	SLOW EROSION OF OPPORTUNITIES B.	NO PERCEIVED NEED C.	UNDEFINED NEED FOR RESOURCES D.	EXISTING PREJUDICES E.	CONFLICTING VALUES F.	UNCLEAR ROLES & RESPONSIBILITIES G.
Competition for land use	Complexity and cost of regulating law	No existing criteria for riding areas	Need for paid staff	Commission not appointed	Few users interested in sharing trails	Undefined maintenance responsibilities
Incompatible grant-in-aid systems on farm lands	Noncompliance of users	Source of machines for training	Sources of funding	Legislative priority - not a big enough issue?	All-terrain-vehicle opposition	Possible enforcement problems
"Greater public needs" attitude	Leadership continuity in volunteer groups	Small course sizes required	Appropriation of funds (mechanism)	Apathy (users, legislators, industry)	Competing user attitudes	Who's responsible for enforcement?
Land use zoning restrictions	Cost of registration	Education mandatory or voluntary	Inadequate funding	Conflict with Department of Transportation	"Attitude" that motorized use ethically wrong	Organization of enforcement
Few identified appropriate areas	Rider apathy regarding volunteers	Teach citizenship with safety	Enough users to generate funds	MNDOT opposition to limited road use	Other users' hostilities	
Environmental and natural resources concerns	Riders are individualists	Attracting older riders	Limited person-power to build trails	Off-road commission needed	Past antagonism with all-terrain-vehicles	
Environmental concerns/high degree of impact	Lack of volunteer incentives	Who is certified to teach?	Who will administer?	Bureaucratic delays of registration and rules process		
Trail abusers seldom caught	Time required to volunteer	Who is qualified to teach?	Qualified, dedicated personnel needed			
Noise	Off-road motorcyclers not prepared to work with system					
Limited awareness/understanding	Few clubs in state					
Different ideas of appropriate use	Avenue for user input					
Location not in my back yard						
Permission not there for use of land						
Liability on public and private land						



# OFF - ROAD MOTORCYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 11 and 12, 1990

## *OBSTACLES*

### **A. OFF-ROAD MOTORCYCLE ENVIRONMENTAL IMPACT**

1. Competition for land use
2. Grants-in-aid snowmobile trails are on farm lands and are used for livestock and grain; these may truly be incompatible
3. "Greater public needs" attitude
4. Land use zoning restrictions
5. Few identified appropriate areas
6. Natural resource/environmental concerns
7. Environmental concerns regarding high degree of impact
8. Trail abusers are seldom caught
9. Noise
10. Limited awareness and understanding
11. People currently in control of land use don't understand or share ideas of what is appropriate use
12. Don't locate the trail in my backyard
13. Permission not there
14. Liability on private and public land

### **B. SLOW EROSION OF OPPORTUNITIES**

1. Complexity and cost of introducing and passing law
2. Noncompliance of users
3. Leadership continuity in volunteer groups

4. Expense of registration perceived to be high
5. Rider apathy (re: volunteer program)
6. Off-road motorcyclists are individualists
7. Lack of incentives for volunteers
8. Time commitment required to volunteer
9. Off-road motorcycle organizations not prepared to work with the system
10. Currently few clubs in state
11. Need avenue for input (for users)

#### **C. NO PERCEIVED NEED**

1. No existing criteria for riding areas
2. Source of machines for training purposes
3. Small course sizes required
4. Education - mandatory or not?
5. How to be sure "citizenship" gets taught (environment, etc.) along with safety
6. How to attract older riders to this?
7. Who is certified to teach?
8. Who is qualified to teach?

#### **D. UNDEFINED NEED FOR RESOURCES**

1. Need for paid staff
2. How would this be funded?
3. How funds are divided and appropriated
4. Funds available/inadequacy
5. Are there enough users to generate adequate funds?
6. Limited person-power to build trails
7. What personnel will administer?
8. Qualified, dedicated personnel needed

## **E. EXISTING PREJUDICES**

1. Resistance of governor - not appointing commission on off-road motorcycles
2. Large legislative issues swallow legislation
3. Apathy of industry, legislators, riders (limited support)
4. Potential conflict with Department of Transportation
5. Gaining access to limited road use (MNDOT lobby)
6. Off-road commission needed
7. Bureaucratic delays of registration and rule-making process

## **F. CONFLICTING VALUES**

1. Few users interested in sharing trails
2. All-terrain-vehicle opposition
3. Competing user attitudes
4. Some view motorized use as ethically wrong
5. Hostile attitudes from other users
6. Past antagonism with all-terrain vehicles

## **G. UNCLEAR ROLES AND RESPONSIBILITIES**

1. Undefined maintenance responsibilities
2. Possible enforcement problems
3. Who is responsible for enforcement?
4. Organization of enforcement



## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

**What strategies do off-road motorcyclists need to accomplish  
the long-range objectives and to remove the major  
obstacles to success?**



A. RIDER EDUCATION AND INFORMATION

1. Education Automatic with New Sales and at Dealers
2. "How to Be a Good Citizen" Education
3. Develop User Participation Program
4. Implement Special Education Curriculum
5. Increase User Awareness

B. IMAGE ENHANCEMENT

6. Survey Prejudice
7. Public Relations Campaign Directed at Non-users
8. Make Public Aware of Our Need
9. Public Relations Action Plan

IMPROVED BASE  
OF SUPPORT

C. MANAGEMENT COMMUNICATION STRUCTURE

10. Better Organization amongst Clubs
11. Develop Liaison with DOT and DNR
12. Off-road Motorcycle Council to Keep Focus
13. Information Clearinghouse for Off-road Motorcycle Users
14. Trail Coordinator
15. Coordinated Inventory Proposal by Off-road Motorcycle Clubs

D. TRAIL DEVELOPMENT AND MANAGEMENT

16. Resource, Research and Planning
17. Encourage "No Intended Fault" Liability Protection
18. Establish Responsibilities
19. Involvement with DNR Plan and Policy-Making
20. Determine Maintenance Needs
21. Identify Funding Requirements

E. REGULATION AND ENFORCEMENT

22. Legislation - Who Does Enforcement?
23. Legislate Off-road Motorcycle Registration
24. Define Enforcement Needs

RECOGNIZED TRAIL  
SYSTEM

E. WIN - WIN COOPERATION

25. Define Opposition Objections
26. Involve Everyone in Planning Stage - All Clubs and Organizations That Are Affected
27. Ethical Approach
28. Seek Joint Solutions on Environment
29. Show Compatibility between Trail User Groups

MUTUAL BENEFIT



# OFF - ROAD MOTORCYCLING

A Component of the  
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June 11 and 12, 1990

## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. RIDER EDUCATION AND INFORMATION**

1. Education automatic with new sales and at dealers
  - a. Safety and use information and public relations to users and the public
  - b. Off-road motorcycle safety law
2. "How to be a good citizen" education
  - a. "Ten commandments" of good riding citizenship; promote at events
  - b. Make education easy to get
  - c. Trail-rider ethics education law
  - d. Education a fun experience
3. Develop user participation program
  - a. Demonstrate responsible position
  - b. Set good examples
4. Implement special education with available materials
  - a. Create safety education curriculum
5. Increase user awareness
  - a. Create user needs for education
  - b. Education not needed
  - c. Decide if we need special education
  - d. Off-road motorcycle club support for education program

### **B. IMAGE ENHANCEMENT**

6. Evaluate levels of anti-motorized sentiment with a user survey
7. Public relations campaign directed at non-users
  - a. Demonstrate public service
  - b. Dealer involvement for information

8. Make public aware of our need
  - a. I-Team review of off-road motorcycles:
    - o as a sport
    - o safety
    - o public perception
9. Public relations action plan
  - a. Public image-building events
  - b. Show public responsible action
  - c. Promote positive awareness
  - d. Positive exposure to media
  - e. Non-offensive articulation of off-road motorcycle motives
  - f. Create more interest in off-road motorcycling
  - g. Hold public information meetings

### **C. MANAGEMENT COMMUNICATION STRUCTURE**

10. Better organization amongst clubs
  - a. Develop more clubs or more people within clubs
  - b. Form strong club organizations
  - c. Elect qualified representatives (organizations)
  - d. Recognize and organize noncompetitive off-road motorcycle users
11. Develop (further) liaison with Department of Transportation and Department of Natural Resources
  - a. Hands-on orientation to off-road motorcycling for Department of Natural Resources employees
12. Off-road motorcycle council to keep focus
13. Information clearinghouse for off-road motorcycle users
  - a. Share progress and goals with off-road motorcycle users
14. Trail coordinator
15. Coordinated inventory proposal by off-road motorcycle clubs
  - a. Identify off-road motorcycle trails
  - b. Identify what the users' needs are

### **D. TRAIL DEVELOPMENT AND MANAGEMENT**

16. Resource, research and planning
  - a. Devise research plan and project (for funding)
  - b. Consider mining areas as use areas

17. Encourage "no intended fault" liability protection
  - a. Liability waivers in use areas
18. Establish responsibilities
19. Involvement with Department of Natural Resources plan and policy-making
  - a. Involvement will arrest erosion of opportunity
20. Determine maintenance needs
  - a. Define maintenance needs
  - b. Maintenance plan and budget proposal
  - c. Maintenance volunteers (adopt-a-trail)
21. Identify funding requirements
  - a. Define resource needs *if* network established
  - b. Establish objective use levels and money for state
  - c. Establish expected state revenue (tourism, taxes, etc.)
  - d. Establish objective user levels (proof by numbers; add total state and region expected use)

#### **E. REGULATION AND ENFORCEMENT**

22. Legislation - who does enforcement?
  - a. Establish rules and regulations
23. Legislate off-road motorcycle registration
  - a. Sell ourselves on registration (organization and public relations)
24. Define enforcement needs
  - a. Identify problems
  - b. Determine needs and authority of enforcement
  - c. Reduce noise levels through education and enforcement

#### **F. WIN - WIN COOPERATION**

25. Define opposition objections
  - a. Assess whether they are perceptions or real
26. Involve everyone in planning stage - all clubs and organizations that are affected
  - a. Seek beneficial relationships with non-trail forest users

27. Ethical approach

- a. Be open-minded
- b. Walk in their shoes
- c. Imagine all possibilities
- d. Meet opponents with win-win
- e. Play fair
- f. Give more than you take

28. Seek joint solutions on environment

- a. "Give" a little to achieve goals

29. Show compatibility between trail user groups

- a. Show common needs
- b. Establish forum for discussion with all-terrain-vehicle and off-road 4 x 4 drivers
- c. Establish dialogue with sensible non-motorized people

**SECTION 4.**  
**CLOSING CONVERSATION**



# OFF - ROAD MOTORCYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 11 and 12, 1990

## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. More visual goals
2. More thorough airing of issues and complexities - hearing at same time in same room
3. We started working on relationship with DNR
4. A better understanding of registration effort Don Youngdahl has been working on
5. This approach is not "head in the sand," but aboveboard and more progressive
6. A willingness to work with different groups to accomplish trail goals
7. DNR heard what this user group needs and charted a course that will bring the vision into reality
8. The very beginnings of a support network
9. Common document to use as reference in the future
10. A first step toward supporting a user network

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. The potential of losing some riding areas through further restrictions
2. Off-road motorcycles have a negative reputation
3. One informed voice for legislature
4. We'll have to work together with users if we are successful
5. We as group are entitled to use state lands
6. Now we have spoken with some consensus and can speak to the legislature/bureaucracy

7. We each have the responsibility to do something
8. We will have to be a lot more active to get an off-road motorcycle registration bill passed

#### **POTENTIAL BENEFITS**

1. Access to trails
2. Certainty of continuation
3. Feeling of trail users who “belong” on the trail
4. Voice in planning and land management process
5. Helping to define statewide direction
6. More opportunity for women to be in the sport

#### **WHAT MUST BE GIVEN UP**

1. Some control and limitations will be required
2. Abusers can no longer abuse the trails
3. We will need to be more regulated
4. Some degree of individualism must be given up

**SECTION 5.**  
**PRIORITIES**



# OFF - ROAD MOTORCYCLING

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June 11 and 12, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

*(Number of Votes in Brackets)*

### **VISION**

- [ 60 ] Off-road motorcycle trail system
- [ 38 ] Registration and enforcement
- [ 30 ] Planning and administrative system in place
- [ 16 ] Off-road parks
- [ 9 ] Organized for influence
- [ 9 ] Off-road rider education program

### **OBSTACLES**

- [ 45 ] Off-road motorcycle environmental impact
- [ 38 ] Conflicting values
- [ 22 ] Existing prejudices
- [ 20 ] Slow erosion of opportunities
- [ 10 ] Unclear roles and responsibilities
- [ 6 ] Undefined need for resources
- [ 3 ] No perceived need

### **STRATEGIES**

- [ 39 ] Regulation and enforcement
- [ 33 ] Win-win cooperation
- [ 28 ] Trail development and management
- [ 28 ] Management communication structure
- [ 15 ] Rider education and information
- [ 14 ] Image enhancement



**SECTION 6.**  
**PARTICIPANT LIST**



# OFF - ROAD MOTORCYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 11 and 12, 1990

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APPENDIX J



**APPENDIX J:**  
**EQUESTRIAN STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **HORSE RIDING AND DRIVING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

Sue Laxdal, Consultant  
Judy Plante, Consultant  
Jeff Rathermel, Consultant

**June 14 and 15, 1990**



## INTRODUCTION

### NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

### **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

### **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place  
in five to seven years for horse riders and drivers?**



Trail Planning Process  
Horse Riding and Driving

FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
June 14 and 15, 1990

EFFECTIVE LOCAL ENFORCEMENT	COMPREHENSIVE TRAIL NETWORK	DIVERSE TRAIL SYSTEM	QUALITY CAMP LAYOUTS	RECLAIMED RIDER ACCESS	MINIMAL DISRUPTION	STATEWIDE PARTNERSHIP IN TRAILS	ESTABLISHED FUNDING MECHANISM	USER NETWORK	
	A.	B.	C.	D.	E.	F.	G.	H.	I.
Rule Enforcement	Connecting Trail Network	Rustic Trails Development	More Horse Campsites	Regained Riding Opportunities	Natural Surface Trails	Cooperation Within DNR	New Funding for Horse Trails	Statewide Horse-trail Information Network	
	3.	7.	11.	16.	19.	23.			27.
Give Power to Trail Managers	More Metro Trails	More Carriage Trails	Better Campsite Amenities	14.	Trail Erosion Control	DNR Environmental Review Team	Grant-in-aid System for Horse Trails	Coordination Among Multi-users of Trails	
	1.	4.	8.	14.	20.	24.			28.
	Commercial Stables Near Parks	Improved Trail Facilities	12.	17.	Statewide Plan for Horse Trails	Trail Maintenance Funding System		Participation in Planning	
	5.	9.	12.	17.	21.	25.			
	Increased Number of Multiple-use Trails	Trail Rating System	Easier Campsite Access	Wildlife Land Access	Parallel Trail Surfaces	DNR Receptive to Horse Groups	Acquisition Plan with Funding		
	2.	6.	10.	13.	15.	18.	22.		26.



# HORSE RIDING AND DRIVING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 14 and 15, 1990

## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. EFFECTIVE LOCAL ENFORCEMENT**

1. Rule enforcement
  - a. Policing of trails
2. Give power to trail managers
  - a. Give power to trail managers
  - b. Handle local problems at local level

### **B. EXPANDED TRAIL NETWORK**

3. Connecting trail network
  - a. Connecting smaller blocks of trails through summer-only local grants program
  - b. Connecting trails to Hennepin County Park Trails
  - c. Connecting trails to all county parks
  - d. Additional trails
  - e. Lengthen trails - loop trails
  - f. Trails that connect to others, providing long and short rides as desired
  - g. Trails that are safe from auto traffic
4. More metro trails
  - a. More metro trails
  - b. More multi-use trails
5. Commercial stables near parks
  - a. More private stables
6. Increased number of multiple-use trails
  - a. Plan and implement system of trails using the North Country National Scenic Trail and other trails
  - b. Majority of all trails be all-user trails
  - c. Multiple use of trails
  - d. Railroad corridors purchased by state for multiple use
  - e. Devise statewide multi-use plan for trails that combines non-conflicting uses

## **C. DIVERSIFIED TRAIL SYSTEM**

7. Rustic trails development
  - a. More rustic trails (with minimal development)
  - b. Change engineering standards to allow rustic trails
  - c. Three-day event courses
8. More carriage trails
  - a. More carriage trails needed
  - b. Carriage designations where appropriate on existing trails
  - c. Carriages considered in future planning
  - d. Dual trails for both riding and driving
  - e. Longer trails for carriage use
  - f. Carriage trails dedicated on local roads as needed
9. Improved trail facilities
  - a. Parking facilities for trailer; large, with enough space for turnarounds
  - b. Trails that accommodate overnight pack-in groups
  - c. Good facilities at trail heads and along the way (for example: water, restrooms, shelter for people and horses)
  - d. Frequent access to water
10. Trail rating system
  - a. System of trails - rated for difficulty
  - b. Signing for difficulty of the trails in state forests

## **D. QUALITY CAMP LAYOUTS**

11. More horse campsites
  - a. Horse campsites with other aspects for other family members (fishing, etc.) with a family orientation and access to showers
  - b. Overnights at parks with over X (an established number) miles of horse trails
  - c. Better planned campsites through consultation with the users themselves
12. Better campsite amenities
13. Easier campsite access
  - a. Advance reservation system
  - b. Reservation system for parks
  - c. Handicapped accessible

## **E. RECLAIMED RIDER ACCESS**

14. Regained riding opportunities
  - a. Resolve winter prohibitions against horses in parks that favor snowmobiles
  - b. Winter riding
  - c. Night riding
  - d. Reopening other trails that have been closed to riders
15. Wildlife land access
  - a. Reopen hunting of upland game from horseback
  - b. Open Minnesota wildlife lands to bird dog trailing from horseback 7/15 to 4/15
  - c. Open wildlife lands to horseback riding

## **F. MINIMAL DISRUPTION**

16. Natural surface trails
  - a. Metro trails kept in natural surfaces
  - b. Some non-blacktopped corridor trails
  - c. Trail surfaces kind to hooves and in good repair
  - d. Balance between blacktop and other surface types
17. Trail erosion control
  - a. Erosion control should not include the elimination of hilly trails
  - b. Trails environmentally nondisruptive
18. Parallel trail surfaces
  - a. Horse trails alongside other trails

## **G. STATEWIDE PARTNERSHIP IN TRAILS**

19. Cooperation within DNR
  - a. More cooperation between divisions of DNR, for example, Forestry and Wildlife in trail efforts
20. DNR environmental review team
  - a. Team to supersede in trail development issues
21. Statewide plan for horse trails

22. DNR receptive to horse groups
  - a. Minnesota parks people should be more aware of and responsive to horse groups
  - b. DNR remain receptive and stop stereotyping horse people
  - c. More leniency on National Park Service rules to make it easier to make trails where land is impassable

## **H. ESTABLISHED FUNDING MECHANISM**

23. New funding for horse trails
  - a. Bridle tax or other annual money source for trail support
  - b. Mechanism for making it easier to donate and know that it stays where it is intended
24. Grant-in-aid system for horse trails
25. Trail maintenance funding system
  - a. Means of funding horse trails should be in place
26. Acquisition plan with funding
  - a. Five-year goals

## **I. USER NETWORK**

27. Statewide Horse-trail Information Network
  - a. Publication of newsletter to communicate needs for trail development and let us know where trails are being built or expanded
  - b. Good horse information network at state and county level
28. Coordination among multi-users of trails
  - a. Educate users to each other
29. Participation in planning
  - a. Periodic meetings with horse people and agencies
  - b. More participation by horse people and others in planning and development of trails
  - c. Process for multi-users to meet and solve problems

## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



Trail Planning Process  
Horse Riding and Driving

Department of Natural Resources  
June 14 and 15, 1990

OBSTACLES									
INCREASED DEMAND ON LIMITED RESOURCES	FUNDING INERTIA	WEAK OWNERSHIP OF RESPONSIBILITY	UNIDENTIFIED USER-GROUP GOALS	COMPETITION FOR SPACE RESOURCES	MANY VOICES	REAL AND PERCEIVED VIOLATIONS	CONSERVATION DOWNFALLS	FEAR OF LIABILITY	
A.	B.	C.	D.	E.	F.	G.	H.	I.	
Politics within DNR	Money constraints	Differing specifications of trail user groups	Diversity of trail needs and demands	Rail line disappearance	Decision-making process unclear	Local officials hate horses	Loops seen as environmentally disruptive	Worries about winter and night riding	
Too much work, too few people	No long-term budgeting	Little cooperation between trail groups	No consensus on trail desires	Availability of metro land	Legislators are not experts	Funds unavailable for enforcement	Perceived disruption of wildlife areas	High insurance and commercial costs	
Nonflexible agency rules	No long-range plan	Users' reluctance to assume burden	Means of travel changed	False belief regarding wide/level paths	Original reasons for change unclear	Inadequate enforcement training	Existing terrain is too narrow	Liability concerns	
Use of opinions rather than research	Money goes elsewhere (legislature not allocating money)	All groups have non-trail priorities	Inconsistent, fragmented description of needs	Space and location limits	DNR unaware of number of users	Vandalism	Concern by landowner of negative impact on property	Emergency access	
Inability to obtain easements from land-owners	Competition for money between DNR divisions	Fragmented discussions between DNR and user groups	Lack of horse knowledge by the public	Availability of areas to reclaim	Design and use conflicts	Poor trail etiquette			
Unresponsive agency leadership	No dedicated funds	Horse rider apathy	No clear specifications of what is a desirable trail	Campers' dislike of horses	Horse riders are a minority	Unenforceable (ambiguous) regulations			
Development process is slow	Development brings heavy use	Show-horse people won't lobby for funding	Increased pressure on highly used resources	Location for trails					
Conflict avoided by closing trails	Operations and maintenance costs	User-group tunnel vision	Wide gamut of wants and needs						
Building for the sake of building	No history for multi-source funds								







# HORSE RIDING AND DRIVING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 14 and 15, 1990

## *OBSTACLES*

### **A. INCREASED DEMAND ON LIMITED RESOURCES**

1. Politics within DNR
  - a. Turf battles
  - b. No division consensus between Wildlife, Forestry, etc.
  - c. Narrow focus by divisions on single discipline, purpose
  - d. Differences in agency guidelines
2. Too much work, too few people
  - a. DNR personnel misassigned - understaffing
3. Nonflexible agency rules
  - a. Government cooperation gap between units of government
4. Use of opinions, rather than research
  - a. Unrecognized latent demand
  - b. State planning based on usage of data which favors the majority
  - c. Single-user preference
  - d. Negative policy regarding horse trails
5. Inability to obtain easements from landowners
  - a. Restrictive zoning laws
6. Unresponsive agency leadership
  - a. Communication breakdown
  - b. Official deafness to concerns
  - c. Agency and managers' bias or preference
  - d. Agency bureaucracy
  - e. Poor public image of DNR by users
7. Development process is slow
8. Conflict avoided by closing trails
9. Building for the sake of building takes money from maintenance

## **B. FUNDING INERTIA**

1. Money constraints
2. No long-term budgeting; trails are victims of annual budget
3. No long-range plan
4. Money goes elsewhere; legislature not allocating money to trail development
5. Competition for money between DNR divisions
6. No dedicated funds
7. Development brings heavy use
8. Increased operations and maintenance costs
  - a. Money for maintenance
9. No history for multi-source funds
  - a. Single-source funding

## **C. WEAK OWNERSHIP OF RESPONSIBILITY**

1. Differing specifications of trail user groups regarding design and use
2. Little cooperation between trail groups
3. Users' reluctance to assume burden
4. All groups have other non-trail-related priorities
5. Fragmented user discussions between DNR and user groups
6. Horse rider apathy
7. Show-horse people won't lobby for funding
8. User groups have tunnel vision

## **D. UNIDENTIFIED USER-GROUP GOALS**

1. Diversity of trail needs and demands
2. No consensus on trail desires
3. Means of travel changed with age
4. Inconsistent, fragmented description of what is needed for trails

5. Lack of horse knowledge by the public
6. No clear specifications of what is a desirable trail
7. Increased pressure on highly used resources
8. Wide gamut of wants and needs in the same area

#### **E. COMPETITION FOR SPACE RESOURCES**

1. Rail line disappearance
2. Availability of metro land
3. False belief regarding hikers' and others' needs of wide, level paths
4. Space and location limits
  - a. Limited space in camp areas
5. Availability of areas to reclaim is not known
6. Campers' dislike of horses
7. Location for trails (where can they go?)

#### **F. MANY VOICES**

1. Decision-making process unclear
  - a. Others' heavy use, plus money generated
  - b. Low on general public agenda
  - c. Squeaky wheel gets the grease
  - d. Other users' voter-strength
  - e. Some legislators more sympathetic to non-horse trails
2. Legislators are not experts
  - a. Legislature unaware of need
3. Original reasons for change unclear
4. DNR unaware of number of users
5. Design and use conflicts
  - a. Disrespect for recreation choices
  - b. Competition on existing trails
  - c. Conflict of usage
6. Horse riders are a minority

## **G. REAL AND PERCEIVED VIOLATIONS**

1. Local officials hate horses
  - a. Prejudice against horses
  - b. Other higher priorities
  - c. Problem? Who to contact?
2. Funds unavailable for enforcement
  - a. Getting funds to local level
3. Inadequate enforcement training
4. Vandalism
  - a. Fear of damage to the environment by horses
5. Poor trail etiquette
  - a. Rider noncompliance
  - b. Careless horsemanship
  - c. Poor public image of user group with public and agency
6. Unenforceable (ambiguous) regulations
  - a. Insufficient regulations
  - b. Unsympathetic court system

## **H. CONSERVATION DOWNFALLS**

1. Loops may be viewed as environmentally disruptive
2. Perceived disruption of wildlife areas
3. Existing terrain is too narrow
4. Concern by landowner of negative impact on property

## **I. FEAR OF LIABILITY**

1. Worries about winter and night riding
2. High insurance and commercial costs
3. Liability concerns
4. Emergency access for rustic trails

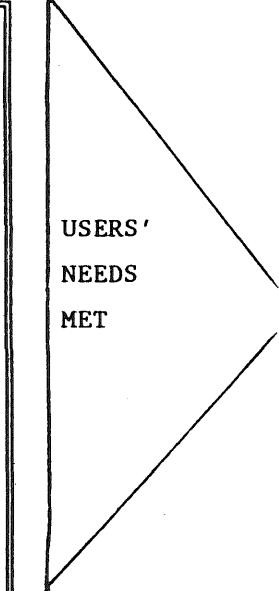
## **SECTION 3.**

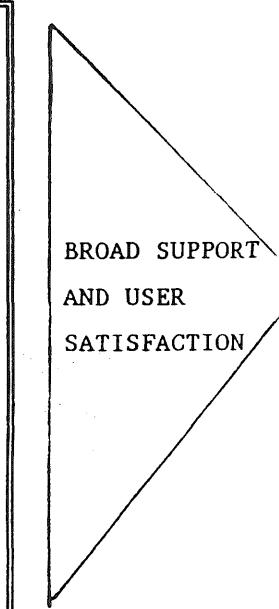
### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

**What strategies do horse riders and drivers need  
to accomplish the long-range objectives  
and to remove the major obstacles to success?**



<p><b>A. DEVELOP ALTERNATIVE FUNDING SOURCES</b></p> <ol style="list-style-type: none"> <li>1. Comprehensive Economic Impact Study</li> <li>2. Funding Planning Participation</li> <li>3. Convert Self-service into Public Service</li> <li>4. Dedicated Bridle Tax</li> <li>5. Prepare Funding Plan</li> <li>6. Research Possible Methods</li> <li>7. Work Politically with DNR</li> </ol>	<p><b>B. MAINTAIN EXISTING AND DEVELOP NEW ALTERNATIVE TRAILS AND FACILITIES</b></p> <ol style="list-style-type: none"> <li>1. Identify Immediate Action: Define Changes That Can Occur Now with Little Cost or Effort</li> <li>2. New Trail Standards (Rustic Trail) in State Parks and Wildlife Management Areas</li> <li>3. Identify Range of Acceptable Designs</li> <li>4. Environmental Impact Statements</li> </ol>	<p><b>C. IDENTIFY AND IMPLEMENT POLICIES</b></p> <ol style="list-style-type: none"> <li>1. Adopt and Publish Rules</li> <li>2. Seek Liability Limits</li> <li>3. Review and Recommend Policies</li> <li>4. Task Force to Prioritize Needs</li> <li>5. Uniform Enforcement Capabilities</li> </ol>	 <p>USERS' NEEDS MET</p>
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<p><b>D. FORMULATION OF INFORMATION AND EDUCATION PROGRAM</b></p> <ol style="list-style-type: none"> <li>1. Alleviate Landowner Liability Concerns</li> <li>2. Peer Pressure Conduct</li> <li>3. Educate Our Users</li> <li>4. Publicize Activities</li> <li>5. Information and Education Flow Between State and Users</li> <li>6. Information Clearinghouse - Perhaps Minnesota Horse Council</li> <li>7. Provide Statistics and Information to DNR</li> </ol>	<p><b>E. UNITED VOICE IN ACTION</b></p> <ol style="list-style-type: none"> <li>1. Communication Between Agencies and Users</li> <li>2. Communication with Other User Groups</li> <li>3. Cultivate Local Officials</li> <li>4. Early Identification of Opportunities</li> </ol>	<p><b>F. IMAGE ENHANCEMENT</b></p> <ol style="list-style-type: none"> <li>1. Publicity and Outreach</li> <li>2. Sponsor More Inter-breed Events</li> <li>3. Provide Support for Leadership</li> <li>4. Show Good Horsemanship</li> </ol>	 <p>BROAD SUPPORT AND USER SATISFACTION</p>
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# HORSE RIDING AND DRIVING

A Component of the  
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Trail - planning Process

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## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. DEVELOP ALTERNATIVE FUNDING SOURCES**

1. Comprehensive economic impact study
2. Funding planning participation
  - a. Enlist horse groups with money, show barns, etc.
  - b. Cut red tape so money can be where needed when needed
  - c. Establish citizen overview of budget requests
  - d. Supply horse people/organization with money to develop trails
  - e. Purchase more land in southeastern Minnesota
3. Convert self-service into public service
  - a. Participate in trail construction events
  - b. Post-event feedback with unit mangers
4. Dedicated bridle tax
  - a. Help DNR collect money
  - b. Help DNR spend the money
5. Prepare funding plan
  - a. Prepare and implement comprehensive plan
  - b. Legislate long-term budget
  - c. Long-range planning
6. Research possible methods
  - a. Explore possible tax write-offs
7. Work politically with DNR
  - a. For increased manpower, materials, lands and trails
  - b. Users find ways to contribute more time and person power, for example, for horse patrol, or enforcement

**B. MAINTAIN EXISTING AND DEVELOP NEW ALTERNATIVE TRAILS/FACILITIES**

1. Identify immediate action:
  - a. Define changes that can occur now - with little cost or effort
2. New trail standards
  - a. In State parks and wildlife management areas for rustic trails
  - b. Experiment to prove effectiveness of new trails
3. Identify range of acceptable designs
  - a. Plan detailing what horse user group wants/will settle for
  - b. Define and educate on different land designs
  - c. Lay of land may designate usage/possibilities
  - d. Work with city planners to preserve corridors through developed areas
  - e. Look at each situation for specific possibilities
  - f. Define what's working in the system
4. Environmental impact statements
  - a. Mitigation of harmful impacts
  - b. Work with DNR on trail work
  - c. Inspect potential sites
  - d. Environment relations effort
  - e. Use simple paths
  - f. Always scoop it up (poor sanitation irritates others)
  - g. Restrict use

**C. IDENTIFY AND IMPLEMENT POLICIES**

1. Adopt and publish rules
  - a. Actual legislative involvement
2. Seek liability limits
  - a. Horse groups carry liability
  - b. State self insured
3. Review and recommend policies
  - a. Rewrite policies
  - b. Cultivate city council relations
  - c. Acceptance of risk
4. Task force to prioritize needs
  - a. Reform goals
  - b. Research current policy (is it reasonable?)

5. Uniform enforcement capabilities

- a. State parks and state forests should have standard enforcement

**D. FORMULATION OF INFORMATION AND EDUCATION PROGRAM**

1. Alleviate landowner liability concerns

- a. Compensate with money (landowners)
- b. Resolve fear by confidence in goal

2. Peer pressure conduct

- a. Publicize slob behavior

3. Educate our users

- a. Educate persons involved
- b. Educate users and managers
- c. Newsletter for trail users

4. Publicize activities

- a. Publicize local activities for involvement
- b. Keep going

5. Information and education flow between State and users

- a. Information and education
- b. Survey user-group wants and needs
- c. Systematically identify spatial needs (location)
- d. Identify activity type
- e. Develop ways to determine needs of all users -- surveys
- f. Identify spokesperson for horse groups

6. Information clearinghouse - perhaps Minnesota Horse Council

- a. Perhaps Minnesota Horse Council
- b. Social meetings to increase understanding
- c. Educate parties involved
- d. Educate users
- e. Educate legislator(s) on horse issues
- f. Provide information at major events
- g. Publicize successful trail development

7. Provide statistics and information to DNR

- a. User surveys
- b. Provide DNR with necessary statistics
- c. Investigation of what's fact/fiction concerning liability
- d. Find out what liability is and who is responsible
- e. Survey of people involved in trail management to see what their worries are

## **E. UNITED VOICE IN ACTION**

1. Communication between agencies/users
  - a. Communication: Gain knowledge of how others work
  - b. Horse user group should get more coordinated and speak with "one voice" to make government listen
  - c. Develop improved ways of communicating needs to trail developers
  - d. Liaison horse people organizations desiring to develop trails
  - e. Involve local groups in action
2. Communication with other user groups
  - a. Establish formal linkage to other users
  - b. Education of user groups - realization that others share the resource
  - c. Band with compatible users
  - d. Better group/users organization
  - e. Communication with other user groups to get consensus of what everyone will accept
3. Cultivate local officials
  - a. Keep in touch with local officials
  - b. Educate our people as to who's who locally
4. Early identification of opportunities
  - a. More responsive government - quicker response time

## **F. IMAGE ENHANCEMENT**

1. Publicity and outreach
  - a. Supervise tethering of horses in public areas to reduce the public's fear of horses
  - b. Create forums to discuss concerns
  - c. Stress positive influences
  - d. Celebrate the historical significance of horses in our society
2. Sponsor more interbreed events
  - a. Reinstate governor's trail ride (bipartisan)
3. Provide support for leadership
  - a. Horse groups should pick a spokesperson to communicate with DNR
  - b. Horse liaison person for public events to coordinate horse cooperation

4. Show good horsemanship

- a. Demonstrate good horsemanship to the general public
- b. Offer mounted crowd patrols
- c. Build understanding of horses through education



**SECTION 4.**  
**CLOSING CONVERSATION**



# HORSE RIDING AND DRIVING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 14 and 15, 1990

## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Developed definite guidelines for DNR on needs
2. Looked at different aspect of horse industry; broad overview instead of specifics
3. Identified goals
4. Expectations were identified
5. Good interchange between horse users and state employees
6. Stumbling blocks identified
7. Have gotten horse people together for one cause
8. Identified some steps to solve problems
9. Place carriage riding in matrix of horse needs
10. Excellent chance to give DNR a wide range of trails
11. Meeting with group of interesting, active and optimistic people gives hope
12. Clarified the intensity of demands
13. Placed all horse issues into their relative importance
14. DNR is listening; it is important to know this

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. We've learned there are some limitations
2. There are a lot of things that need to change and new ideas that need to be accepted
3. We should see short-term and long-term movement
4. Recorded concerns and issues which moved a step toward understanding the realities of horse trails

5. Accept goal to work together toward what would be difficult for each alone
6. Clarified and condensed ideas into a more workable program
7. Not every horse organization had its top leadership present here
8. A lot of what's needed is strong leadership to overcome the obstacles; a determined effort requires a determined leadership
9. The Horse Council can do a lot to help to forward the action; Roy needs more of our support
10. When positive things are brought about, positive things can happen
11. We are now aware of needs beyond only those of the horse user
12. Opportunity for give and take: the door is open
13. Need improved information and facilities
14. The assembly of ideas is the key

#### **IMPLICATIONS FOR USERS, STAKEHOLDERS AND HORSE RIDERS AND DRIVERS**

1. Potential to create interesting variety of trails and views for users to enjoy
2. See an increase in the number of users
3. Stakeholders will need to lift horizons above desktops in order to prevent the "natives from becoming restless"
4. Use of trails must be carved out in a responsible fashion
5. Scoop manure (don't allow your horse to irritate the general public)
6. They (stakeholders) need to get involved
7. We need to motivate others for change
8. Others need to actively solicit horse people and make them feel welcome
9. Positive change
10. We are a growing sport
11. Easier to respond to a united set of needs
12. Legislature may make it easier to get money if we are united

## POTENTIAL BENEFITS

1. Better trails
2. More trails
3. Horse businesses will make more money
4. Multi-use approach can support families who have different uses
5. Increasing level of family activities
6. Maintain more natural areas in the metro area
7. Keep some businesses in business and promote new ones
8. Prevent vacation dollars from leaving Minnesota
9. Opportunity to attract out-of-state dollars
10. Allow transition of trails from some uses to other uses peacefully

## WHAT MUST BE GIVEN UP

1. Some money
2. Isolation of sport from other trail users
3. Narrower perspective
4. Single-user exclusiveness
5. Idea that you can go anywhere
6. Idea that anything is possible
7. Notion of perfection on any trail
8. Fear of horses, prejudice
9. Time to contribute to effort
10. "Footloose and fancy free" riding
11. Horse people's feeling that animals are pets and people shouldn't be afraid
12. Others will have to give up sites for other use priorities



**SECTION 5.**  
**PRIORITIES**



# HORSE RIDING AND DRIVING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 14 and 15, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in Brackets)

### **VISION**

- [ 28 ] Diversified trail system
- [ 26 ] Expanded trail network
- [ 25 ] Established funding mechanism
- [ 17 ] Statewide partnership in trails
- [ 12 ] Reclaimed rider access
- [ 10 ] User network
- [ 5 ] Quality camp layouts
- [ 4 ] Effective local enforcement
- [ 3 ] Minimal disruption

### **OBSTACLES**

- [ 25 ] Increased demand on limited resources
- [ 19 ] Funding inertia
- [ 16 ] Unidentified user-group goals
- [ 14 ] Many voices
- [ 14 ] Real and perceived violations
- [ 13 ] Conservation downfalls
- [ 13 ] Competition for space resources
- [ 12 ] Weak ownership of responsibility
- [ 10 ] Fear of liability

### **STRATEGIES**

- [ 48 ] Maintain existing and develop new alternative trails and facilities
- [ 25 ] Develop alternative funding sources
- [ 21 ] United voice in action
- [ 18 ] Formulation of information and education program
- [ 17 ] Identify and implement policies
- [ 6 ] Image enhancement



**SECTION 6.**  
**PARTICIPANTS LIST**



# HORSE RIDING AND DRIVING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 14 and 15, 1990

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**APPENDIX K**



**APPENDIX K:**  
**CROSS-COUNTRY SKIING**  
**STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **CROSS - COUNTRY SKIING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

**Sue Laxdal, Consultant  
Linda Hennum, Consultant**

**June 18 and 19, 1990**



# INTRODUCTION

## NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

## **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

## **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place in  
five to seven years for cross-country skiers?**



Trail Planning Process  
Cross-Country Skiing

FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
June 18 and 19, 1990

EXPANDED QUALITY AND DIVERSITY OF TRAILS A.	QUALITY MANAGEMENT SYSTEM B.	EFFECTIVE VOLUNTEER GROUPS C.	STABLE AND GROWING FUNDING D.	ORGANIZE STATE-WIDE FOR INCREASED INFLUENCE E.	EXPANDED AWARENESS OF EXCELLENT SKIING F.
Funds for Improvements 1.	Maintain Trails During Off-season 8.	User Involvement 15.	Ski Trails Foundation 21.	Timely, Accurate Trail Information System 27.	Improved Image of Skiers and Skiing 35.
Race Training Trails 2.	Reduced Bureaucracy in Grants System 9.	"Friends of Trails" Patches 16.	Consolidate Facilities and Travel 22.	User-based Funding 28.	Statewide Cross-country Ski Atlas 36.
Day and Evening Staffed Metro Parks 3.	Some Wider Trails 10.	Ski Clubs Care for Trails 17.	More Effective Lobbying at State and Local Levels 23.	Ski Trail Foundation 29.	Information Dissemination System 37.
Public Transportation to Ski Trails 4.	Uniform Enforcement Policy for Ski Pass 11.	Use Volunteers to Increase Ski Pass Sales 18.	Affordable Grooming 24.	Advisor Groups to DNR 30.	Local Support For Trails 38.
Hut-to-Hut Wilderness System 5.	Guidelines for Trail Design and Grooming 12.	Leadership Training Opportunities 19.	Large Non-motorized User Alliance 31.	Large Non-motorized User Alliance 31.	Instruction Increases Enjoyment 39.
Integrate Government & Private Trail Development 6.	Low-Cost Snowmaking Techniques 13.	Viable Hybrid Funding Sources 25.	Organized Skier Groups 32.	Organized Skier Groups 32.	Descriptive Annual Ski Club Roster 40.
Linear Trails 7.	Increased Usage of Groomers, Nights and Weekends 14.	Technical Help for Ski Clubs 20.	Local/Statewide Trail Partnership 33.	Canada/United States Partnership 34.	Promote Skiing on Certain Holidays 41.



# CROSS - COUNTRY SKIING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 18 and 19, 1990

## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. EXPANDED QUALITY AND DIVERSITY OF TRAILS**

1. Funds for improvements (facilities, better groomers, improved trails)
  - a. Man-made snow and lighted trails
2. Race training trails
  - a. Recognize impact of high school skiers' usage and dollars for more trails for skate skiing
3. Day and evening staffed metro parks
  - a. Staffed park in metro center (centrally located park in metro area which is constantly staffed)
  - b. Urban and neighborhood trails
4. Public transportation to ski trails (integrate public transportation with ski trails) - Lodge to linear trail head
5. Hut-to-hut wilderness system
6. Integrate government and private trail development - better integration of government and private landowners to develop ski trails, from federal down to the local level
  - a. Integrate lodges with trails
7. Linear trails
  - a. 100K ski trail system
  - b. Multi-use trails - link towns and cities

### **B. QUALITY MANAGEMENT SYSTEM**

8. Maintain trails during off-season (wildlife promotion and erosion control)
  - a. Uniform enforcement policy for ski pass
  - b. Safe design and maintenance of trails

9. Reduced bureaucracy in grants system
10. Some wider trails
11. Uniform enforcement policy for ski pass
12. Guidelines for trail design and grooming - emphasis on one-way traffic
13. Low-cost snowmaking techniques
  - a. Use downhill perimeters for lighted snowmaking cross country ski trails - example: Afton Alps
  - b. Lighted trails
14. Increased usage of groomers, nights and weekends
  - a. Shared grooming equipment

#### **C. EFFECTIVE VOLUNTEER GROUPS**

15. User involvement (continued user involvement in providing trails, not just government involvement)
16. "Friends of trails" patches
17. Ski clubs care for trail
18. Use volunteers to increase ski pass sales
19. Leadership training opportunities
20. Technical help for ski clubs

#### **D. STABLE AND GROWING FUNDING**

21. Ski trails foundation to promote/manage private and public resources, collect money
22. Consolidate facilities and travel
23. More effective lobbying at state and local levels
24. Affordable grooming
25. Viable hybrid funding sources
  - a. Constant funding source in poor snow years
  - b. Access gambling dollars
  - c. Link ski equipment sales with ski pass
  - d. Reward skiers for not using gasoline
  - e. Hotel room tax in resort areas to support all trails and other facilities; precedent is western downhill ski areas and Europe

26. Comprehensive economic impact statement
  - a. Study of importance of skiing

#### **E. ORGANIZE STATEWIDE FOR INCREASED INFLUENCE**

27. Timely, accurate trail information system
  - a. 24-hour phone for trail information
  - b. Accurate snow trail reports through media
28. User-based funding
  - a. Non-motorized mileage club
29. Ski trail foundation
30. Advisor groups to DNR
31. Large non-motorized user alliance
32. Organized skier groups
33. Local/statewide trail partnership
34. Canada/United States partnership

#### **F. EXPANDED AWARENESS OF EXCELLENT SKIING**

35. Improved image of skiers and skiing
  - a. Promoting family aspects of cross-country skiing
36. Statewide cross-country ski atlas
37. System to disseminate information to skiers (exercise, waxing, grooming)
  - a. Increased promotion of cross-country skiing in Minnesota
  - b. Minnesota skiing is good business and environmentally friendly
38. Local support for trails (private and government promotion and operation)
39. Instruction increases enjoyment
40. Annual ski roster that describes state ski clubs
  - a. Media attention to sport
41. Promote skiing on certain holidays

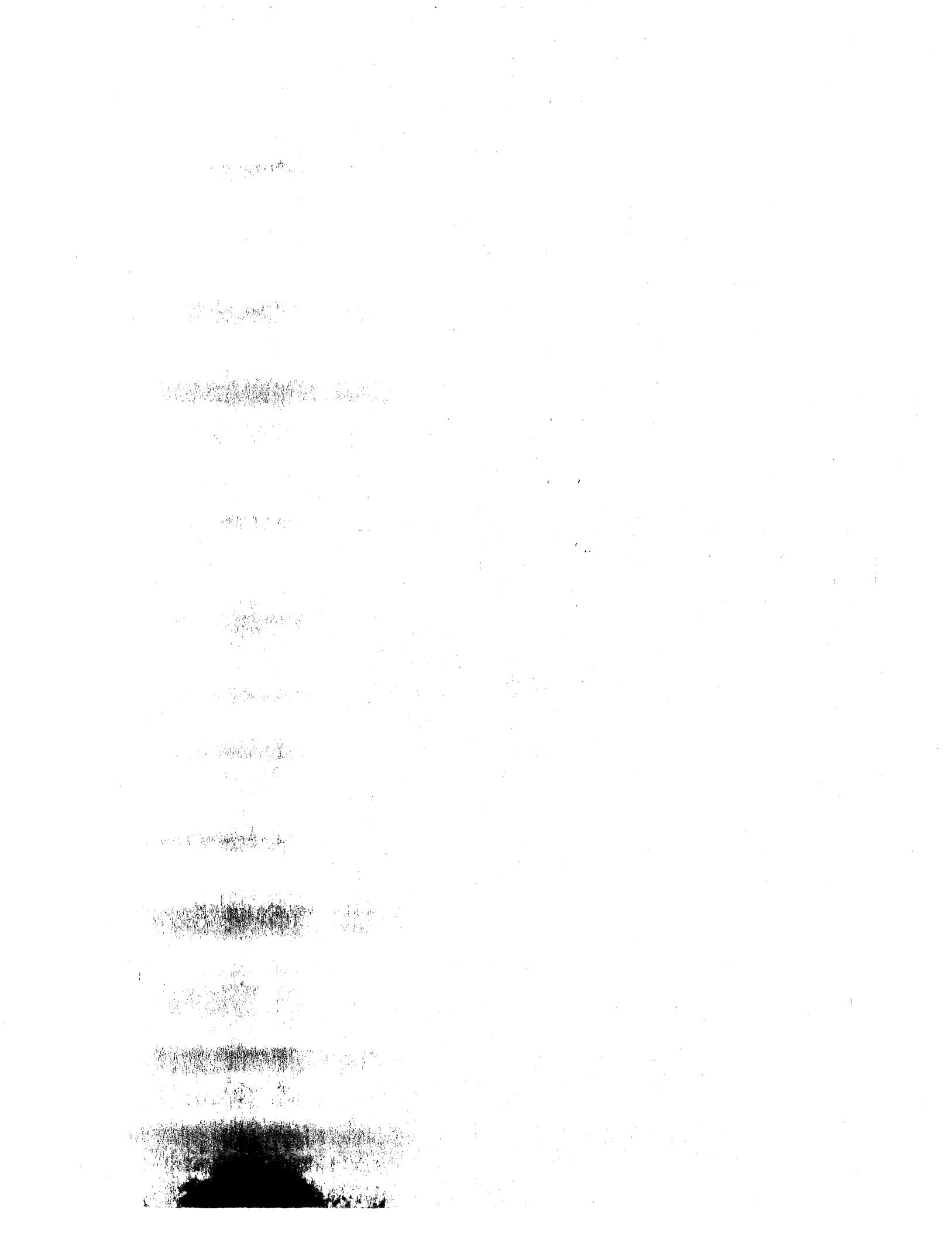


## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



Trail Planning Process  
Cross-country Skiing

Department of Natural Resources  
June 18 and 19, 1990

OBSTACLES						
A.	B.	C.	D.	E.	F.	G.
OUTDATED, INACCURATE PERCEPTIONS	INSUFFICIENT BUSINESS & POLI- TICAL INFLUENCE	RELATIVELY NEW SPORT	UNPREDICTABLE WEATHER AFFECTS CASH FLOW AND ACCESS	LITTLE COMMON PURPOSE	SKIING IS AN INDEPENDENT RECREATION	CUMBERSOME INFORMATION SYSTEM
Perceived diffi- culty of skiing, e.g., waxing	Short of funds	No plan	Short winter daylight	Metro vs. out- state; interests cancel out	User apathy	Difficult to get information
Sport not part of culture	Low priority with legislature	New sport not evolved	Unreliable weather/climate	Business competition: ourselves and government	Fragmented volunteer network	
Perception that cross-country skiing is free	Politically ineffective approaches	No agreement on standards	Short season	Resistance of groups to work together	No statewide coordinator	
Skiers alienate businesses	Debt load on underused equipment during snowless winters	No standards for defining quality trails	No snow, no ski passes sold	Clubs have little energy beyond their own area	No input process into system for improvement suggestions	
Lack of drama: unequal media attention	Judges may dis- agree on citation enforcement	Non-accessible land	Unreliable snowfall	Ski clubs isolated	Someone must initiate organization	
Perception that skiers and snowmobilers can use same trail	Lack of business support due to nature of sport	Debate over trail lighting system	Good funding torpedoed by weather	Little statewide ownership in local system	Skiers are multi-sport	
Media thinks public is uninterested	Competition for general funding to area	Snowmaking untested and expensive	Weather-dependent sport	Fragmented statewide organizations		
Amenities don't exist	Not vocal enough	Unexplored alternate methods of funding				
R.R. corridors fragmented, borrrrrring!	Poor economic incentives	Shared grooming equipment is NO equipment				
Image of skiing as work! Wide trails boring	No enforcement					
Esoteric sport	Organizational differences btwn DNR and Tourism					
Esoteric image						



# CROSS - COUNTRY SKIING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 18 and 19, 1990

## *OBSTACLES*

### **A. OUTDATED, INACCURATE PERCEPTIONS**

1. Perceived difficulty of skiing, e.g., waxing
2. Sport not part of culture (like in Scandinavia)
3. The perception is that cross-country skiing is free
4. Skiers alienate businesses because they don't spend
5. Perceived lack of drama results in unequal media attention
6. Perception that skiers and snowmobilers can use same trail
7. Media thinks public is uninterested
8. Amenities don't exist
9. Railroad corridors fragmented, borrrrrring!
10. Image of skiing as work! Wide trails boring
11. Esoteric sport
12. Esoteric image

### **B. INSUFFICIENT BUSINESS AND POLITICAL INFLUENCE**

1. Short of funds
2. Low priority with legislature
3. Politically ineffective approaches
4. Debt load on underused equipment during snowless winters
5. Judges may disagree on citation enforcement
6. Lack of business support due to nature of sport
7. Competition for general funding to area
8. Not vocal enough (not enough of us speaking)

9. Poor economic incentives for business to take an interest
10. No enforcement
11. Organizational differences between DNR and Minnesota Office of Tourism

#### **C. RELATIVELY NEW SPORT**

1. No plan
2. New sport not evolved
3. No agreement on standards
4. No standards for defining quality trails
5. Non-accessible land
6. Debate over trail lighting system
7. Snowmaking untested and expensive
8. Unexplored alternate methods of funding
9. Shared grooming equipment is NO equipment

#### **D. UNPREDICTABLE WEATHER AFFECTS CASH FLOW AND ACCESS**

1. Short winter daylight
2. Unreliable weather/climate
3. Short season
4. No snow, no ski passes sold
5. Unreliable snowfall
6. Good funding torpedoed by weather
7. Weather-dependent sport

#### **E. LITTLE COMMON PURPOSE**

1. Metro vs. outstate; interests cancel out
2. Business competition with ourselves and government providers
3. Resistance of groups to work together
4. Clubs have little energy beyond their own area

5. Ski clubs isolated
6. Little statewide ownership in local system
7. Fragmented statewide organizations

#### **F. SKIING IS AN INDEPENDENT RECREATION**

1. User apathy
  - a. Skiers are apathetic
  - b. Many people will stand back and watch
2. Fragmented volunteer network
  - a. Inadequate volunteerism to build a working network
  - b. Lack of volunteer leadership
  - c. Skiers are too diverse in their interests
  - d. Skiers tend to be independent and anti-organizations
3. No statewide coordinator
4. No input process into system for improvement suggestions
5. Someone must initiate organization
  - a. Lack of organizing expertise
6. Skiers are multi-sport

#### **G. CUMBERSOME INFORMATION SYSTEM**

1. Difficult to get information



## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION**

**What strategies do cross-country skiers need to accomplish  
the long-range objectives and to remove the major  
obstacles to success?**



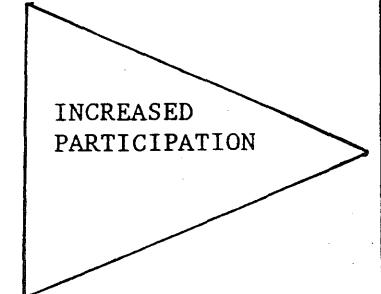
TWO- TO THREE-YEAR STRATEGIES

A. EFFICIENT, ACCURATE INFORMATION EXCHANGE

1. Clubs as Information Network
2. Customer-oriented Information Service Systems
3. Information System for Trail Operations
4. Expand State Snow Report Network
5. Ski Tourers Advisory Group to Trail Providers
6. Involve User in Agency Meetings & Strategy Formation

B. PROMOTE FUN AND FITNESS

7. Youth Education
8. Statewide Physical Fitness Program for Adults
9. Encourage Substitute or Related Activities
10. Adult Beginning and Advanced Lessons at Parks



INCREASED  
PARTICIPATION

C. MAINSTREAM CROSS-COUNTRY SKIING

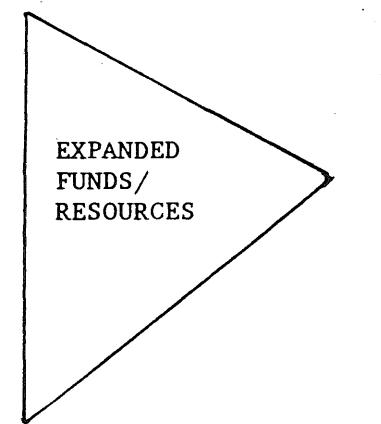
11. Grass Roots Introduction
12. Create Cross-country Lottery
13. Stakeholder Awareness
14. Link Skiing Trails to Something Bigger
15. Leave People Alone Who Don't Want to Ski
16. Special Events
17. Statewide Marketing Plans

D. POSITIVE POLITICAL PERSUASION

18. Local Political Activity
19. Shared Volunteer Recruitment
20. Published, Uniform Sentencing/Fines
21. "Soup Groups" Trail Committees in Every Town
22. Legislator as Counselor
23. Legislative Promotion

E. BROAD ORGANIZED SUPPORT

24. Snow Information Alliance with Snowmobilers
25. Descriptive Statewide Annual Club Roster
26. Alliances
27. United Ski-Tourers of Minnesota
28. Study Others' Success
29. Policy to Encourage Clubs as 3rd Partner
30. Create Umbrella Organization



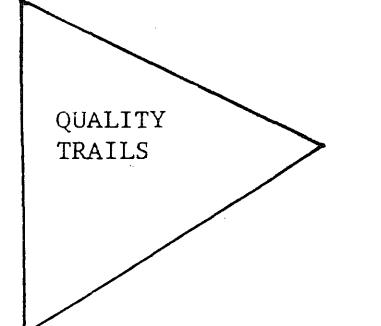
EXPANDED  
FUNDS/  
RESOURCES

F. EXPANDED OPPORTUNITIES

31. Create Snow
32. Lighted Trails
33. Study Possibilities of Snowmaking and Lighted Trails
34. Encourage Collegiate Programs and Participation
35. Flex-time Work Schedules to Allow for Daylight Skiing

G. INCREASED INDIVIDUAL INVESTMENT

36. Adopt-a-trail Program
37. Clubs as Third Partner - Public, Private, Voluntary
38. Volunteer Incentives for Trails



QUALITY  
TRAILS



# CROSS - COUNTRY SKIING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

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## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. EFFICIENT, ACCURATE INFORMATION EXCHANGE**

1. Clubs as an information network
  - a. Expand the role of the North Star Ski Touring Club
  - b. Volunteer organization for information
2. Customer-oriented information service systems
  - a. What information do we need? Study, then act.
  - b. Analyze functions needed
  - c. Utilize Nova Scotia model - a quick response to the public
  - d. Sell information as a product (separate from monitoring)
3. Information system for trail operations
4. Expand state snow report network (All TV weather stations report snow conditions visually with mapping, published on Wed./Thurs.)
  - a. Snow-depth report on Thursdays instead of Wednesdays
  - b. Challenge state for accurate information output (grooming report)
5. Ski tourers advisory group to providers (users advise trail providers/resorters what they want as sport changes)
  - a. User organizations
  - b. Research and development; training and innovation
  - c. Trail technology clearinghouse
  - d. Relatively new sport
6. Involve user in agency meetings and strategy formation
  - a. Hire out development of an information system

### **B. PROMOTE FUN AND FITNESS**

7. Youth education
  - a. Ski instruction in school with quality equipment
  - b. Concentrate on children's programs
  - c. Cross-country skiing in all schools K-12

8. A statewide physical fitness program for adults (which includes cross-country skiing)
9. Encourage substitute or related activities
  - a. Develop summer training and related events
  - b. Explore alternatives to skiing on natural snow (ski indoors)
  - c. Emphasize related conditioning when weather is uncooperative
10. Adult beginning and advanced lessons at parks

**C. MAINSTREAM CROSS - COUNTRY SKIING**

11. Grass roots introduction
  - a. One-on-one experience; take someone skiing
  - b. Rental skis free one night per week at parks
  - c. Adopt a couch potato program (to take cross-country skiing one year)
12. Create cross-country lottery from pass sales/equipment sales
13. Stakeholder awareness
  - a. Syndicated sports column on cross-country skiing
  - b. Tie radio/TV advertising to cross-country skiing activity (to broaden exposure)
  - c. Skiers - spend more money
14. Link skiing trails to something bigger
15. Leave people alone who don't want to ski
  - a. Be content with current situation
16. Special events
  - a. National state holiday (each skier take a new skier out for one day and show them a good time)
  - b. Get political leaders, movie & sports stars on skis = media attention
  - c. Create excitement for media
  - d. Cross-country ski festival
  - e. Olympic cross-country skiing, biathlon Nordic combined
  - f. Media focus on Minnesota High School cross-country championships
  - g. Award excellence
17. Statewide marketing plans
  - a. Tell story of the evolution of the ski pass
  - b. Emphasize unique opportunity (Minnesota has something many other states don't and we can be a national leader)

#### **D. POSITIVE POLITICAL PERSUASION**

18. Local political activity
  - a. Lobby local park board for improvements
19. Shared volunteer recruitment
20. Published, uniform sentencing/fines for increased compliance (passes, trail use/abuse)
21. "Soup groups" trail committees in every town (local organizing)
22. Legislator as counselor
  - a. Have politicians work for us, not the other way around
23. Legislative promotion
  - a. "Take a legislator skiing" day
  - b. Hire a lobbyist
  - c. Hire state lobbyist
  - d. Present a petition to legislature with all 100,000 signatures
  - e. Vocal skiers use their influence
  - f. Combine lobbying forces with other groups, e.g., snowmobilers

#### **E. BROAD ORGANIZED SUPPORT**

24. Form snow information alliance with snowmobilers
  - a. What can we learn from snowmobilers?
25. Descriptive statewide annual club roster
  - a. Roster of all clubs with descriptions of activities
26. Alliances (MN United Snowmobile Assn; All Terrain Vehicle Association of Minnesota; Parks and Trails Foundation; Range Delegation; MN Forestry Assn; American Medical Assn - MN; Athletic retailers)
27. United Ski-Tourers of Minnesota (independent recreation - representing clubs, individuals, resorts, manufacturers, retailers - the entire industry focusing on each perspective toward more/better ski trails)
28. Study others' success
29. Policy to encourage clubs as third partner

30. Create a statewide umbrella organization
  - a. State cross-country activity coordinator
  - b. Minnesota federation of skiers (multiple leadership, regional representation, annual convention, chapter delegates, newsletter)
  - c. Form coalition of skiers, shops, resorts, manufacturers
  - d. Statewide user organization

#### **F. EXPANDED OPPORTUNITIES**

31. Create snow
  - a. Artificial means of making snow
  - b. Get government (e.g., National Guard) help moving snow
  - c. Develop snowmaking (cost-effective)
32. Lighted trails
33. Study possibilities of snowmaking and lighted trails
34. Encourage collegiate programs and participation
35. Flex-time work schedules (to allow for daylight cross-country skiing)

#### **G. INCREASED INDIVIDUAL INVESTMENT**

36. Adopt-a-trail program
  - a. Club work exchange program
37. Clubs as third partner (public, private, voluntary)
38. Volunteer incentives for trails
  - a. Concrete recognition for volunteers

**SECTION 4.**  
**CLOSING CONVERSATION**



# CROSS - COUNTRY SKIING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 18 and 19, 1990

## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Brought a variety of views together to develop integrated approach to solving problems of cross-country skiing
2. Found consensus on issues important to cross-country skiing
3. Networking, information exchange, problem identification
4. Identified problems, visions and strategies to improving cross-country skiing
5. Defined where we want to be, using now as a base; increased participation as a main goal
6. Formulated basis for long-range accomplishment
7. Defined and prioritized set of goals for cross-country skiing
8. Better understanding of high school cross-country and of why participation is not higher in 20- to 30-year-old group
9. Identified problems and potential solutions; arrived at consensus, modified personal viewpoints
10. Identified goals directing the future of ski touring in Minnesota
11. Recognized and rated a variety of problems and solutions for cross-country in next several years
12. Gained clarity of vision and strategy for ski trail and recreation
13. The group achieved consensus of our thoughts, hopefully of all skiers
14. Discovered a relatively upbeat self image
15. Got a sense of who we could align with and for what purpose

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. Increased organizational work and the investment required - investment will need to be persuasive if it is to get done

2. More skiing opportunities
3. DNR should pursue better understanding of user need and should be able to use and receive support from users to achieve goals
4. Improved intergroup cooperation
5. Cross-country skiers need to move into mainstream of winter recreation
6. DNR may be too limited a focus for our needs
7. Cross-country skiers should relate to other agencies
8. Need to keep identifying feasible solutions
9. We now have a basis for evaluating proposed tactics
10. We should be capable of sending clear messages to legislature, other government agencies
11. Recognize own priorities
12. Strong need for hybrid funding
13. We must learn from other climate/weather-dependent industries
14. Redefine who we are as skiers
15. More quality trails mean more sales and vice versa
16. If we follow through we'll have more skiers on better trails

#### **NEXT STEPS**

1. Create umbrella organization
2. We need to flesh out our tactics
3. Roster of clubs must be updated
4. Don't be afraid to speak up
5. Ask who is going to do this and when
6. Press release for club newsletters/media
7. Final report distribution
8. Don't be afraid to talk to industry/business
9. Update necessary lists
10. Blandin Foundation grant for further development or some other Minnesota foundation

## **POTENTIAL BENEFITS**

1. More cross-country skiers
2. Local economies will benefit
3. Sporting good shops could have more business
4. State economy could improve
5. Bureau of Criminal Apprehension would get more business if enforcement were increased
6. Political candidates (some) will benefit from our support
7. State as a whole, in terms of an improved image
8. Trails and waterways will look good
9. Health insurance companies can benefit from healthier population
10. Year-long cash flow for businesses
11. Mental and physical fitness
12. Lot of people and fun
13. Retain best high school students for Minnesota college ski athletics
14. Attract people to Minnesota
15. Attract international business to state

## **WHAT MUST BE GIVEN UP**

1. Political security
2. Preconceptions, or misconceptions, or cherished attitudes
3. Some dollars
4. Time, effort
5. Accept more diversity in group



**SECTION 5.**  
**PRIORITIES**



# CROSS - COUNTRY SKIING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 18 and 19, 1990

## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in Brackets)

### VISION

- [ 45 ] Stable and growing funding
- [ 30 ] Organize statewide for increased influence
- [ 22 ] Expanded quality and diversity of trails
- [ 19 ] Expanded awareness of excellent skiing
- [ 14 ] Quality management system
- [ 9 ] Effective volunteer groups

### OBSTACLES

- [ 29 ] Unpredictable weather affects cash flow and access
- [ 28 ] Insufficient business and political influence
- [ 24 ] Skiing is an independent recreation
- [ 20 ] Little common purpose
- [ 16 ] Outdated, inaccurate perceptions
- [ 8 ] Relatively new sport
- [ 2 ] Cumbersome information system

### STRATEGIES

- [ 33 ] Expanded opportunities
- [ 30 ] Positive political persuasion
- [ 29 ] Broad organized support
- [ 22 ] Mainstream cross-country skiing
- [ 10 ] Promote fun and fitness
- [ 9 ] Increased individual investment
- [ 7 ] Efficient, accurate information exchange



**SECTION 6.**  
**PARTICIPANT LIST**



# CROSS - COUNTRY SKIING

A Component of the  
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June 18 and 19, 1990

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APPENDIX L



**APPENDIX L:**  
**BICYCLING STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **BICYCLING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

**Sue Laxdal, Consultant  
Gail Dekker, Consultant**

**June 21 and 22, 1990**



## INTRODUCTION

### NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

## **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

## **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place  
in five to seven years for bicyclists?**



Trail Planning Process  
Bicycling

FIVE- TO SEVEN-YEAR VISION

Department of Natural Resources  
June 21 and 22, 1990

INCREASED BICYCLE USAGE	SUFFICIENT, SAFE AND SE- CURE BICYCLE FACILITIES	NO INCREASE IN BICYCLE INJURIES	"TWO-WHEEL" HIGHWAY SYSTEM	INTER- CONNECTED, MAINTAINED TRAIL SYSTEM	COORDINATED BICYCLE PLANNING EFFORTS	PRESERVATION OF EXISTING RIGHTS OF WAY	STABLE FUND- ING SOURCES FOR TRAIL DEVELOPMENT
A.	B.	C.	D.	E.	F.	G.	H.
Internat'l Bike MN Promotion 1.	Bike Facilities at All Public Buildings 6.	No Increase In Trail Accidents 10.	Road Race Training Route 15.	Identify Off-road Bike Trails 20. Intercon- nected Trail Systems 21.	Coordinate Bicycle Interests 27. Civil Engineer Promotional Speakers Bureau 28.	Acquire All Rights of Way Intact 32.	User- generated Source of Revenue 35.
Seminars by Regions to Share Resources 2.	Bike- Friendly Mass Transit 7.	Regulation and Enforcement on Trails 11.	Safe Commuter Corridors 16.	Safe/Urban Countryside Access (all towns) 22. Emergency System on Trails 12.	Directory of Services and Information 29.	Research Other Rights-of- Way Poss- ibilities 33.	Income Tax Checkoff 36.
"Biking is Safe" Promotion 3.	Cyclist- only Campsites 8.	Statewide Uniform Bicycle Signing 12.	Statewide Uniform Bicycle Signing 17.	Eliminate Trail Con- flict 23. More Multi- use Trails 24.	Common Agency Bike Goals 30.	Public Ownership of Railroad Beds 34.	Identify Economic Benefit (Compared to Cars) 37.
Trail Promoters, Sponsors 4.	State Helmet Subsidy Program 13.	State Helmet Subsidy Program 13.	Reallocate Road Space 18.	More Access- ible, Exist- ing Biking Facilities 25. Accommodate Bicycles on All Road Improvements 14.	Market Bicycle Expertise 26.		
Aggressive Publicity Campaign Yearly 5.	State Bike Parking Law 9.	Trail Group Education 14.	Grading System for Trail Diffi- culty 19.				



# BICYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 21 and 22, 1990

## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. INCREASED BICYCLE USAGE**

1. International Bike Minnesota promotion
  - a. Develop an international marketing plan to bring bicyclists to Minnesota
2. Seminars by regions to share resources
3. "Biking is safe" promotion
  - a. Cycling in wellness programs
4. Trail promoters, sponsors
  - a. Have a "friends of the trail" or "chamber of commerce" for each trail segment
  - b. Family sport advertisement
5. Aggressive publicity campaign yearly
  - a. One-million-dollar publicity campaign yearly to increase image/appeal of biking
  - b. Coordinated speakers bureau for community leaders

### **B. SUFFICIENT, SAFE AND SECURE BICYCLE FACILITIES**

6. Bike facilities at all public buildings
  - a. Bike lockers, racks and showers at all government and public buildings
  - b. Parking by all hotels
  - c. Full development facilities
7. Bike-friendly mass transit
  - a. Mass transit with capability to carry bikes and locking facilities at transit stops
  - b. Inter-modal support/education; personnel of various parts of transit industry

8. *Cyclist-only* campsites
  - a. Campsites at parks and trail locations reserved for cyclists
9. State bike parking law

**C. NO INCREASE IN BICYCLE INJURIES**

10. No increase in trail accidents
  - a. Keep number of trail accidents at 1990 levels, despite increases in use
11. Regulation and enforcement on trails
  - a. City, county, state employee education program
12. Emergency system on trails
13. State helmet subsidy program
14. Trail group education
  - a. Safety and education program for all trail users
  - b. Cyclist rights education
  - c. Increase promoting of safety gear to counteract the "looks dumb" syndrome (i.e., towards helmets)

**D. "TWO - WHEEL" HIGHWAY SYSTEM**

15. Road-race training route
16. Safe commuter corridors
17. Statewide uniform bicycle signing
  - a. Uniform bicycle signing across the state
  - b. Signs informing motorists of bikers on roads, especially near the cities
  - c. Standardized signing on the ground and supported by maps
18. Reallocate road space
  - a. Designate one lane of two-lane roads for bike commuting in the cities
  - b. Bike lane on freeways
  - c. "Go anywhere" bike routes
19. Accommodate bicycles on all road improvements
  - a. Mandatory accommodation of bicycles on all new road investments
  - b. Shoulders on all new highway construction
  - c. Quality paved shoulders (paved shoulders same quality as roadbed)

## **E. INTERCONNECTED, MAINTAINED TRAIL SYSTEM**

20. Identify off-road bike trails
  - a. Identify amount of off-road trails needed to accommodate demand
  - b. Mountain bike trails in all state parks
  - c. Primary destination - quality mountain bike trail in Superior National Forest
  - d. Race-training areas
  - e. "Spectacular" off-road trail; world-class off-road bike trail (on North Shore) with the draw of Disneyworld
21. Interconnected trail systems (on- and off-road)
  - a. North Shore bike trail
  - b. Connect Minnesota's trails and other state's trails
  - c. Single off-road trail (Minnesota, Wisconsin, Iowa)
  - d. 2000-mile paved trail network: 2000 miles of interconnected, paved local and state trails
22. Safe/urban countryside access (all towns)
  - a. Downtown off-road access for all towns over 25,000 population
  - b. Mass transit bike corridors (bikers are able to use mass transit corridors)
23. Eliminate trail conflict
  - a. Resolve multiple-use conflicts on trails
  - b. Cross-usage permits for the mobility impaired
24. More multi-use trails
25. Make existing biking facilities more accessible, easier
  - a. Multi-use accessibility include parking
  - b. Barrier-free parking at all trail heads
  - c. Mechanism of permits for mobility-limited users
26. Grading system for trail difficulty

## **F. COORDINATED BICYCLE PLANNING EFFORTS**

27. Coordinate bicycle interests
  - a. Someone take the lead in coordinating all bicycle interests
  - b. Someone to take lead in coordinating all metro bike interests
28. Civil engineer promotional speakers bureau
29. Directory of services and information by region for riding, advocacy, trails, clubs and tours

30. Common agency bike goals
  - a. State agencies (DNR, Transportation, Public Safety) should adopt similar, if not the same, bicycle-related goals
31. Market bicycle expertise to other states

**G. PRESERVATION OF EXISTING RIGHTS OF WAY**

32. Acquire all rights of way intact
  - a. Acquire all future railroad abandonments intact
33. Research other rights-of-way possibilities
  - a. Utility or other rights of way
34. Public ownership of railroad beds
  - a. Public ownership of all future abandoned railroad beds

**H. STABLE FUNDING SOURCES FOR TRAIL DEVELOPMENT**

35. User-generated source of revenue established for towns over 25,000
36. Income tax checkoff
37. Identify economic benefit: compared to cars

## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the  
identified five- to seven-year objectives?**



Trail Planning Process  
Bicycling

OBSTACLES

Department of Natural Resources  
June 21 and 22, 1990

UNORGANIZED COMMUNITY EFFORTS FOR FUNDING	ISOLATED, UNCOORDINA- TED DEVELOP- MENT	POORLY INFORMED PUBLIC	PERCEIVED THREATS TO PUBLIC/PRIV. INTERESTS	PRO-CAR ATTITUDE	NO OVERALL SENSE OF DIRECTION	HIT-AND-MISS BIKER EDUCATION	FRACTURED VISION WITHIN BIKING	COMPETITION FOR LAND USE
Users unwilling to pay for trails	Isolated agencies	People resist change	Local opposition to new trails	National commitment to one mode	No state bike plan	Existing safety rules not enforced	Diverse interests	Trails disrupt highway rights of way
Number of people needed	Isolated communities	Bikes aren't seen or used as vehicles	Littering by bicyclists	Motorists don't accept bicyclists	Poor designs dangerous/costly maint	Safety info not well distributed	Urban and suburban differences	City parking gets rights of way
Cost of info directory, delivery	Difference metro/non and what's avail	Attitude that biking is for kids	Too many bums will use trails	Short-sighted policy	Street congestion	Increased number of bicyclists	Diverse bike community	Key parcels not for sale
Legislation needed for dedicated accounts	Coordination by whom?	Perception that few people bike	Seen as toy unworthy of accommodation	Commitment lacking/low priority	Lack of integrated system	Ignorance of safety skills	Apathy	Adjoining landowner's resistance
Less federal recreation funding	No speakers bureau volunteers	"Speedy" lifestyle	Fear of trouble	Vested interest in cars	Trails too far for non-street riders	Bikers don't wear helmets	Finding volunteer time	Conflicting uses/rights of way
Convince legisl. to approp. money	Turf issues in different agencies	Low perceived need	Destroy landowner privacy	Pro-car public policy	Bicycling information lacking	Increasing multi-use pressure		
Depending on existing money source	Poor inter/intra agency communicat'n	Lack of public awareness	Public/local liability issues	Bikers as second-class road users!	Divided opinion re: bike plans			
Who funds?	Lack of interagency coordination	Biking seen as unsafe	Liability questions on priv. storage and parking	Ease of auto use	Poor planning at the start of new trails			
Competing demand for money	Resistance by municipalities to support state bike-way plan	Bike racks are unsightly						
Promotion costs money	Cooperation btwn trail sponsors	Cost/benefit ratio						
Unstable funding due to economic downturn	Who decides how much opportunity?	Perception of bikers as jocks						



# BICYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 21 and 22, 1990

## *OBSTACLES*

### **A. UNORGANIZED COMMUNITY EFFORTS FOR MONEY**

1. Users unwilling to pay for trails
2. Number of people needed to support facility development
3. The cost of setting up information directory and delivery
4. Legislation needed for dedicated accounts
5. Less federal recreation funding
6. Convince legislature to appropriate money
7. Continuing dependence on federal (or other) money instead of seeking new sources
8. Who funds?
9. Competing demand for money
10. Promotion costs money
11. Economic downturn could prevent funding stability

### **B. ISOLATED, UNCOORDINATED DEVELOPMENT**

1. Isolated agencies
2. Isolated communities
3. Difference between metro/non metro and what's available
4. Coordination: voluntary and governmental. Who does it? Who funds it?
5. No speakers bureau volunteers
6. Turf issues in different agencies
7. Poor inter/intra agency communication
8. Lack of interagency coordination

9. Resistance by municipalities to support state bikeway plan
10. Cooperation between trail sponsors
11. Who will decide how much bike opportunity is needed?

#### **C. POORLY INFORMED PUBLIC**

1. People resist change
2. Bikes are not perceived or used as vehicles
3. Attitude that biking is for kids
4. Perception that few people bike
5. "Speedy" life-style, two-wage-earner life-style
6. Low perceived need
7. Public is unaware of existing trail system
8. Biking perceived as not safe
9. Bike racks are unsightly
10. Marginal benefit for the additional cost of adding bike shoulder to highways
11. Perception of bikers as jocks

#### **D. PERCEIVED THREATS TO PUBLIC AND PRIVATE INTERESTS**

1. Local opposition to new trails
2. Littering by bicyclists
3. Too many bums will use trails
4. Bicycle viewed as a child's toy unworthy of being provided for in road design
5. Fear of trouble
6. Trails will destroy landowner privacy
7. Public and local liability issues
8. Liability questions on private storage and parking

#### **E. PRO-CAR ATTITUDE**

1. National commitment to only one mode
2. Motorists' nonacceptance of bicyclists
3. Tyranny of majority results in short-sighted public policy
4. Lack of commitment to planning; bikes are a low priority
5. Too many vested interests depend upon automobiles
6. Pro-car, anti-bike policies direct public policy
7. Bikers are second-class road users!
8. Too cheap and easy to drive a car and too hard to ride a bike

#### **F. NO OVERALL SENSE OF DIRECTION**

1. No fully implemented plan for state bikeway system
2. Poorly designed trails and roadways result in accidents, overcrowding and costly maintenance
3. Street congestion restricts bicyclists
4. All the pieces of an integrated bike system are not in place and therefore the system doesn't function well
5. If you don't like street riding, it's a long trip to the bike trails
6. Lack of information about bicycle opportunity
7. Divided opinion about bike plans
8. Poor planning at the start of new trail projects

#### **G. HIT-AND-MISS BIKER EDUCATION**

1. Existing safety rules not enforced
2. Safety information is not well distributed
3. Giant increase in number of riders may lead to increase in injuries
4. Ignorance of safety skills
5. Bikers don't wear helmets
6. Increasing of mixed use on paved trails may increase trail user conflicts

## **H. FRACTURED VISION WITHIN BIKING**

1. Diverse kinds of biking interests
2. Urban and suburban differences in biking needs
3. Diverse bike community
4. Apathy of bikers and non-bikers alike (overcoming a "standstill")
5. Finding time to volunteer

## **I. COMPETITION FOR LAND USE**

1. Disruption of highway rights-of-way by trail crossings
2. City parking taking over former railroad rights of way
3. Key parcels of trail alignments not for sale
4. Adjoining landowners resistant to trails
5. Conflicting uses of rights of ways

## **SECTION 3.**

### **TWO - TO THREE - YEAR STRATEGIES**

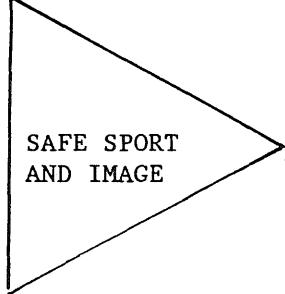
#### **FOCUS QUESTION:**

**What strategies do bicyclists need to accomplish  
the long-range objectives and to remove  
the major obstacles to success?**



A. MAXIMIZE SAFETY

1. Enforcement Education
2. Safety Through Education
3. Ongoing Helmet Campaign
4. Enforcement of Trail Etiquette
5. Mandatory Testing
6. Form Coalitions
7. Statewide Safety Program



SAFE SPORT  
AND IMAGE

B. PUBLIC SUPPORT FOR BIKING

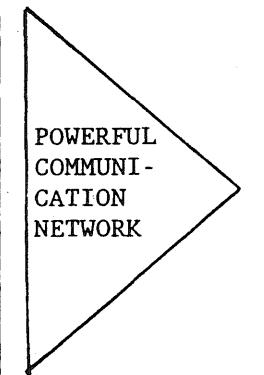
1. Corporate Promotions
2. Education and Promotion
3. Introductory Bike Events
4. Talk up Rights-of-way Values
5. Market Trail Benefits and Responsibilities
6. Inclusive Bike Conference
7. Media Promotion
8. Promotion of Biking

C. COORDINATED PLANNING & IMPLEMENTATION

1. Expand and Empower State Board
2. Conduct a Study of Bicycling
3. Coordinated Government Implementation
4. Develop Rights-of-way Plan
5. Centralized State Planning
6. Statewide Communications Network

D. UNIFIED VOICE

1. Strengthen Minnesota Coalition of Bicyclists
2. All-inclusive Statewide Bicycle Organization
3. Unified Goals for Bike Community
4. Grass Roots Support
5. Consistent, Visible Commitment within Bike Community



POWERFUL  
COMMUNI-  
CATION  
NETWORK

E. EXPANDED & MAINTAINED TRAILS

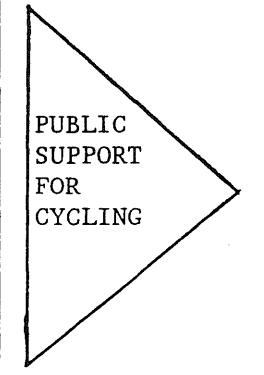
1. Black-and-white Answers on Liability Questions
2. Well Designed Bike Facilities
3. Provide Infrastructure, Then Promote
4. Prioritize Right-of-way Acquisitions
5. Accommodate Diversity

F. AGGRESSIVE PRO-BIKE PUBLIC POLICY

1. Put Teeth into 1976 Bicycle Law
2. Bicycle Lobby
3. Community Development (Projects that Include Biking)
4. Eliminate Subsidies to Auto-only Transportation Solutions

G. EXPANDED & DIVERSIFIED FUNDING

1. Local Funding Initiatives
2. Statewide Funding System
3. Funding Sources Improved and Speedier



PUBLIC  
SUPPORT  
FOR  
CYCLING



# BICYCLING

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

June 21 and 22, 1990

## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. MAXIMIZE SAFETY**

1. Enforcement education
  - a. Statewide education program for informing state, county and city government people of their part in the whole picture
  - b. "Cop on a cop;" make it easy for bicyclists who see police officers who ignore serious violations to communicate concern to the police chief and city council
2. Safety through education
  - a. Support safe riding to convince the non-riders that biking is viable
  - b. Comparison of car accident statistics and bike statistics
  - c. School education programs
  - d. Include bicycle information in driver's education
3. Ongoing helmet campaign
  - a. Fund helmet research (fund research for cheaper helmets)
  - b. Publish helmet success
  - c. All bike ads to show helmets
4. Enforcement of trail etiquette
5. Mandatory testing
  - a. Road tests for safety and traffic rules with prize incentives for adults too
  - b. Mandatory third-grade test on bike safety; develop bike safety test that is legislatively required
  - c. Manuals regarding bike safety; manual passed out at schools directed to children
6. Form coalitions between bicyclists and other recreation and environmental groups
  - a. Coalition with environmental education groups
  - b. Coalition with other groups, such as environmental and outdoor interests on rail trails

7. Statewide safety program

- a. Helmet subsidy established, program-certified instructors
- b. Public program by police; have police periodically announce enforcement of laws
- c. Effective cycling education program by school district
- d. School programs on safe riding habits could be part of a statewide policy
- e. Increase American Youth Hostels in Greater Minnesota
- f. Bike rules and regulations added to the state driver's manual

**B. PUBLIC SUPPORT FOR BIKING**

1. Corporate promotions

- a. Promoting bicycling within major corporations such as 3M, General Mills, etc.

2. Education and promotion

- a. State "bike-a-thon" for education
- b. High school, junior high school, educational workshops regarding pro-bike vs. pro-car

3. Introductory bike events

- a. Promote bike events
- b. Get more people biking
- c. Obvious safe-biking opportunities
- d. Focus on beginner bicycling

4. Talk up the importance of retaining the use of rail rights of way

- a. Rail-trail articles in railroad history magazines
- b. Railroad nostalgia campaign
- c. Promote a railroad history writer's guild

5. Market trail benefits and responsibilities

- a. Market trails so that landowners see the benefits and trail users regard landowners as hosts to be respected
- b. Public relations program to market trail benefits
- c. More public meetings with informed speakers using past case scenarios as examples for future development
- d. Public information sessions to help dispel bad rumors
- e. Speakers sent to worried landowners from areas where there are successful trails
- f. Recruit happy landowners as speakers at town meetings about new trails
- g. Publish trail success stories from elsewhere

6. Inclusive bike conference

- a. Hold state bike convention
- b. Events that attract all facets of the bicycling community
- c. Coalition-building meetings with bikers
- d. Focus on overall common issues at bike conference

7. Media promotion

- a. Good media coverage of bicycle issues
- b. Create public awareness of bike usage by talking with various civic groups, or law enforcement agencies
- c. Demonstrate that bicycles are fast and efficient in metro areas
- d. More media campaigns
- e. Create a bicycle "meister"
- f. Pro-bike public information campaign

8. Promotion of biking

- a. Promote wellness by riding
- b. Promote the image of persons enjoying biking
- c. Bike dealers and manufacturers promote biking
- d. More bike events for families and new bikers
- e. Wider distribution of information about safe places to ride
- f. Personal promotion of bicycling
- g. See persons biking safely
- h. Image advertising campaign
- i. Fund statewide good biking promotion
- j. Standardize bike public relations, television, papers, speakers, training sessions, easier to obtain

**C. COORDINATED PLANNING AND IMPLEMENTATION**

1. Expand and empower the state board

- a. Interagency review committee equally represented in meetings to discuss want and needs
- b. Add agencies to bike board and integrate board duties into position descriptions, structure meeting and reporting format
- c. Increase authority of agency board members
- d. Full staff for state bike coordinator
- e. State department-level responsible for long-range plan and coordination of development

2. Conduct a study of bicycling

- a. Statistics on bike use, trail use; help show that trails do work, but by using statistics
- b. Collect and disseminate vital statistics and economic incentives data

3. Coordinated government implementation
  - a. Create state bike department in government
  - b. Bike board reflects all bike interests
  - c. Plan for heavy use - put enough facilities in from beginning
4. Develop a rights-of-way plan
  - a. Legislate rails to trails
  - b. Eminent domain for bike trails
  - c. Fair distribution of land
5. Centralized state planning
  - a. Frequent state bike planning meetings
  - b. Strong statewide organization
  - c. A state bike board reflecting all uses
  - d. Develop common goals
  - e. Sponsor bike-day events for civil engineering
  - f. Hire more staff for the bicycle coordinator
  - g. Develop more planning information
6. Statewide communications network
  - a. List of names and agencies to help with a related problem
  - b. Publish plans by regions; as plans are made, have a listing available for request or purchase; get knowledge how? -- permits, grant requests, etc.

## D. UNIFIED VOICE

1. Strengthen Minnesota Coalition of Bicyclists
  - a. Minnesota bicycle magazine
  - b. Release Dustrude video to media as part of media campaign
  - c. State event calendar to help prevent overlapping of events
  - d. Democratic bicycle government, pattern after other successful organizations
2. All-inclusive statewide bicycle organization
  - a. Strong statewide organization
  - b. Focus efforts
  - c. One umbrella group for biking community
  - d. Form coalitions
  - e. Collaborative newsletters
  - f. More communication amongst bikers (Minnesota Coalition of Bicyclists newsletter)
  - g. Goals (and ethics?) statement for bike community
  - h. Statewide questionnaire, "Who are we? What do we want?"
  - i. Get volunteer groups involved

3. Unified goals for the bike community
  - a. Centralize bike planning groups
  - b. Get more members in the Minnesota Coalition of Bicyclists (umbrella group)
  - c. Statewide questionnaire/dialogue regarding "Where are we going?"
  - d. Involve all groups in plan stage
  - e. Promote the state conference even stronger
  - f. Focus on bike community unity at bike conference
4. Grass roots support
5. Consistent and visible commitment within bike community

#### **E. EXPANDED AND MAINTAINED TRAILS**

1. Black-and-white answers on liability questions
  - a. Is there an answer now? Make a decision and legislate it
2. Well designed bike facilities
  - a. More bike racks designed by landscape architects or metal sculptors (e.g., Alex Calder)
3. Provide infrastructure, then promote
  - a. Make intercity transportation convenient, then promote it
  - b. Increase in public bike facilities, example: bike racks
  - c. More rental bikes
4. Prioritize rights-of-way acquisitions
5. Accommodate diversity
  - a. Wider trails
  - b. Separate facilities

#### **F. AGGRESSIVE PRO - BIKE PUBLIC POLICY**

1. Put teeth into 1976 bicycle law; example: require bike improvements, require 2% highway trust fund for bikes
  - a. Laws for business compliance
2. Bicycle lobby
  - a. Hire a lobbyist
  - b. Unified legislative lobby
  - c. Bike lobby organized; all involved groups work together to obtain same end

- d. Educate lawmakers
- e. Educate about the economic gains/savings available with biking

3. Community development projects that include biking
  - a. Include trails and biking in city and in financial aid packages
4. Eliminate subsidy
  - a. Eliminate direct and indirect subsidies of the auto and truck transportation system that have adverse effects on bicycling

## **G. EXPANDED AND DIVERSIFIED FUNDING**

1. Local funding initiatives
  - a. Use part of dues for local trails, making sure money spent in area is used in same area
  - b. Local dues support state trails; find donations through local clubs for state slush fund; benefit those with low local support
2. Statewide funding system
  - a. Mandatory registration
  - b. Child-exempt user fee
  - c. Tax on bicycles and accessories
3. Funding sources improved with speedier access to them

**SECTION 4.**  
**CLOSING CONVERSATION**



# BICYCLING

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## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Awareness of the larger biking community and introduction to them
2. That we agree on major bike issues and are bringing them to DNR
3. Clarified cycling goals
4. Focused on what needs to be done first
5. Identified needs and wants for future of biking in Minnesota
6. Brought to light that mountain bikes are a viable part of the biking community
7. Provided mechanisms to focus needs and priorities and emphasized owning the action
8. Everyone had their say and still arrived at a consensus
9. Identified issues and problems and ways to attack them; offered ideas to improve biking in Minnesota
10. Awareness was generated about special user groups and adaptive equipment

### **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. For cyclist - focused on major ideas and is first step toward a unified voice
2. As civil servant - given a renewed sense of direction
3. Adds strength to movement
4. Increased sense that effective organization is just around the corner
5. Identified need for future recreation areas
6. Made suggestions for relieving landowner fears

7. General public will reap benefits that occur from increased bike use
8. For mountain bikers - more support than we thought
9. Provided motivation to do more to promote biking as an alternative exercise that transcends problems of limited mobility
10. Think bike on every road development project
11. Increased networking and resource gathering
12. Opportunity extended for constructive response from other stakeholders
13. By discussing specifics we got a sense of the larger picture for bicycling
14. Sense of responsibility to go to my organization and work towards goals

## **NEXT STEPS**

1. Get information out through bike community so they can act
2. Taking draft to the Board and Department of Transportation
3. Inform groups we represent
4. Look at integrating bicycling into broader transportation issues
5. See Council members about biking issues
6. Encourage Bike Board and coalition to take on more - they have the support
7. Preliminary steps of looking at funding
8. Make sure the Bike Board and Minnesota Coalition of Bicyclists are on the mailing list
9. Determine what DNR's role is for bicycling
10. Bike clubs and groups need to support cooperative action

## **POTENTIAL BENEFITS**

1. Increased options for biking
2. More visibility
3. Ease of accessibility to riding experiences

4. Life-style change
5. Some people won't have to make a life-style change to ride
6. Positive public awareness
7. Better environment
8. Informed bikers will know what they can do for biking
9. Economic benefit
10. More abandoned rights-of-way will be retained for public use
11. More biking will take place

#### **WHAT MUST BE GIVEN UP**

1. Being George (giving up the "let George do it" attitude)
2. A certain amount of anonymity
3. Lose some of the individuality of the sport
4. The idea that we can just move ahead and accomplish without thinking through
5. Delegate authority or the work won't get done
6. Leadership in some organizations will have to let go of some power to have more centralized direction
7. Get off our bikes and help support the sport



**SECTION 5.**  
**PRIORITIES**



# BICYCLING

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## *PRIORITIZATION OF VISION, OBSTACLES AND STRATEGIES*

(Number of Votes in Brackets)

### VISION

- [ 33 ] Interconnected, maintained trail system
- [ 24 ] "Two-wheel" highway system
- [ 18 ] Stable funding sources for trail development
- [ 18 ] Preservation of existing rights of way
- [ 12 ] Coordinated bicycle planning efforts
- [ 6 ] No increase in bicycle injuries
- [ 6 ] Sufficient, safe and secure bicycle facilities
- [ 1 ] Increased bicycle usage

### OBSTACLES

- [ 20 ] Pro-car attitude
- [ 19 ] No overall sense of direction
- [ 16 ] Fractured vision within biking
- [ 15 ] Isolated, uncoordinated development
- [ 15 ] Unorganized community efforts for funding
- [ 12 ] Poorly informed public
- [ 9 ] Competition for land use
- [ 8 ] Perceived threats to public and private interests
- [ 4 ] Hit-and-miss biker education

### STRATEGIES

- [ 31 ] Coordinated planning and implementation
- [ 22 ] Unified voice
- [ 19 ] Expanded and diversified funding
- [ 17 ] Aggressive pro-bike public policy
- [ 15 ] Expanded and maintained trails
- [ 10 ] Public support for biking
- [ 5 ] Maximize safety



**SECTION 6.**  
**PARTICIPANT LIST**



# BICYCLING

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**APPENDIX M:**  
**OFF-ROAD FOUR-BY-FOUR VEHICLE**  
**STRATEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **OFF - ROAD FOUR - BY - FOUR DRIVING**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

Sue Laxdal, Consultant  
Judy Plante, Consultant  
Jeff Rathermel, Consultant

**June 25 and 26, 1990**



## INTRODUCTION

### NEW TRAIL PLAN

The Department of Natural Resources is taking the lead for the state in developing a trail planning process that can direct the decisions and work of the Trails and Waterways Unit for the next ten years. For *the first phase* of the planning process, the Department used a structured participation process to gather a broad base of information from which to develop a plan. *The second phase* will bring users together with results from the process to refine them and to recommend actions to the Department. *A third phase* will involve government agencies in the development of a process for continued cooperation and planning. *The fourth phase* will be the completion of an overall Trail Plan for the Department of Natural Resources in early 1991.

### PHASE I: USER GROUP MEETINGS

The first phase, the participation process for trail user groups, is complete. Between May 31 and June 26, 1990, each user group met to develop its own plan regarding trails in the future. A total of 110 persons represented different perspectives on trail use. The user group perspectives represented were snowmobiling, all-terrain-vehicle riding, hiking, off-road motorcycling, horse riding and driving, cross-country skiing, bicycling and off-road four-by-four driving.

### USER GROUP MEETING DESIGN

Each user group met for two days to identify a long-term practical vision, to assess the obstacles to accomplishing those goals, and to identify strategies that could support their goals. These planning sessions were intended to assist the eight groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture over the next ten years.

### MEETING PARTICIPANTS

Participants were selected for the meetings to represent a diversity of perspectives within each user group. For example, some persons were recruited by club affiliation, some were from related businesses, and some were chosen by location within the state. Consideration was also given to age, and physical ability, gender and different types of activity within each group, for example, racing versus family use.

### PHASE II: JOINT SEPTEMBER MEETING

In September 1990, representatives from the eight groups will meet, bringing the products of their two-day planning sessions. They will discuss common long- and short-range goals and identify the areas of disagreement or difficulty that must be resolved in the coming years. They will also make recommendations regarding long- and short-term priority issues.

### **PHASE III: OCTOBER AGENCIES MEETING**

A meeting of the government entities with an interest in trail development in the state will be held in October. This meeting will develop and plan a process for ongoing communication and problem-solving, using the information from the June and September meetings as a guide. The Department of Natural Resources, the Department of Transportation, the Department of Public Safety, the Metropolitan Council and local governments and federal agencies will be involved.

### **PHASE IV: TRAIL PLAN**

Using the information from all three phases, the Trails and Waterways Unit will prepare a plan to guide trail acquisition and development decisions within the department.

### **HOW TO READ THIS DOCUMENT**

In addition to this introduction, there are six sections to this document:

1. Five- to Seven-year Vision
2. Obstacles to Accomplishing the Vision
3. Two- to Three-year Strategies
4. Closing Conversation
5. Priorities
6. Participant List

The first three sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on three focus questions.

Each of the first three sections has two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

It is important to distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas that contributed to the discussion and consensus but that were not individually agreed on.

The closing conversation is a summary of a discussion that provided an opportunity for the user groups to share their thoughts on the meeting and its implications. Many of the individuals in the groups had not met before and appreciated the opportunity to discuss important concerns together.

The priority list is an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.

The tone of these meetings was one of disciplined participation, cooperation and interest in a common goal -- the best possible trail resource in Minnesota. Each participant contributed greatly to this effort. Thank you all.

**Sue Laxdal**

## **SECTION 1.**

### **FIVE - TO SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

**What results would you like to see in place in  
five to seven years for off-road four-by-four drivers?**



Trail Planning Process Off-road Four-by-four Driving					FIVE- TO SEVEN-YEAR VISION			Department of Natural Resources June 25 and 26, 1990	
PERMANENT FUNDING	COORDINATED COMPREHENSIVE POLICY	REAL RECREATIONAL OPPORTUNITIES	WORKING TOGETHER	COOPERATIVE RELATIONSHIP WITH DNR	INFORMED OFF-ROAD USERS	RULES TO HAVE FUN BY	OFF-ROAD 4 X 4 DRIVING IS OKAY		
A.	B.	C.	D.	E.	F.	G.	H.		
Funding that Supports the Needs of 4 x 4 Driving	1. Coordinated Comprehensive Approach	Legal Status in Policy that Requires Government Regulation	Forest Reservation System for Multi-day Events	User- group Cooperation	Ways to Help DNR	Education of Users	Statewide Rules and Regulations of Land	Non-user Education/ Awareness	
					15.	21.	26.		
		3. Motor Sports Park	7.	Permanent Director	11. Clear Direction from DNR re: 4x4 uses	16.	Enforcement of Regulations	32.	
					Proper Management to Accommodate Users and Environmental Standards	17.	22.		
					12.	23.	Address Liability Concerns		
	2. Funding for Development of Facilities	Coordinated Areas for User Development	8.	Partnerships with Environmental Groups	DNR Off- highway- vehicle Person	28.	Positive Promotion Program Regarding 4x4s	33.	
					18.	29.	Statewide Signed System		
		4. Multi-use Trail System	9.	13.	User Groups Notified When Lands Become Available	24.	National Trail Information Compatibility	34.	
					19.	25.	Recognition for 4x4 Work Done		
					20.	31.	Information Networking Between States		



# OFF - ROAD FOUR - BY - FOUR DRIVING

A Component of the  
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Trail - planning Process

June 25 and 26, 1990

## *FIVE - TO SEVEN - YEAR VISION ELEMENTS*

### **A. PERMANENT FUNDING**

1. Funding that supports the needs of 4 x 4 driving
2. Funding for development of facilities

### **B. COORDINATED COMPREHENSIVE POLICY**

3. Legal status in policy that requires government recognition
4. Coordinated comprehensive approach
  - a. DNR/State 4 x 4 policy in place
5. 4 x 4/motor sports recognized as an official sport

### **C. REAL RECREATIONAL OPPORTUNITIES**

6. Forest reservation system for multi-day events
7. Motor sports park
  - a. Motor sports park pilot: like the Washington State model
  - b. Camping in adjoining parks with other recreation opportunities
  - c. Permanent multi-use facility
  - d. A facility for more than trail riding
8. Designated areas for user development
9. Multi-use trail system
10. Safe areas near home

### **D. WORKING TOGETHER**

11. User-group cooperation
  - a. Cooperation with other groups
  - b. All user groups cooperative, friendly and working together

12. Permanent director
13. Partnerships with environmental groups
14. Good relationship with snowmobiles
  - a. Demonstrate that we are on their side

#### **E. COOPERATIVE RELATIONSHIP WITH DNR**

15. Ways to help DNR
  - a. Pulling together
  - b. Adopt-a-trail program
16. Clear direction from DNR regarding 4 x 4 uses
  - a. Clearly delineated 4 x 4 use areas supported by a signing system
17. Proper management of the trail system so both users and reasonable environmental standards can be accommodated
  - a. 4 x 4 task force with DNR, landowners and other stakeholders
  - b. User, DNR, land management team, Department of Transportation and Environmental Protection Agency working together
18. DNR off-highway-vehicle person: permanent director
19. User groups notified when lands become available
20. Relationship established with land managers
  - a. Clear understanding of problems of land managers re: 4 x 4 and other users

#### **F. INFORMED OFF - ROAD USERS**

21. Education of users on how to treat the land, provided with drivers' education
  - a. Safety and environmental education
  - b. Trail user education
22. Trail survey to identify existing trail that is suitable for use now
23. Trail system promotion and marketing
  - a. Trail mapping: current and consistent
24. Information on camping and hookups available
25. State park/forest facility coordination

## **G. RULES TO HAVE FUN BY**

26. Statewide rules and regulations of land
  - a. Regulation for off-road activity
  - b. Recreation use rules that allow activity to take place in state forests, yet conserve resources
27. Enforcement of regulations in populated areas
  - a. Trail enforcement program
  - b. Control of offenders
  - c. Regulation regarding vehicle modification
28. Address liability concerns
  - a. Insurance liability for land damage, person's vehicle
  - b. Reasonable insurance rates
29. Statewide signed system
  - a. Uniform regulations and signing
  - b. Trail difficulty ranking system
30. Trail information and mapping compatible with national standards
31. Information networking between states

## **H. OFF - ROAD FOUR - BY - FOUR DRIVING IS OKAY**

32. Non-user education/awareness
33. Positive promotion program regarding 4 x 4s
  - a. Improved image
34. Recognition for 4 x 4 work done



## **SECTION 2.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the identified five- to seven-year objectives?**



## Trail Planning Process Off-road Four-by-four Driving

Department of Natural Resources  
June 25 and 26, 1990



# OFF - ROAD FOUR - BY - FOUR DRIVING

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## *OBSTACLES*

### **A. DISORGANIZATION OF ORV ENTHUSIASTS**

1. Who has expertise regarding government?
2. Working together
3. Lack of education of users and non-users
4. Poor communication
  - a. People don't listen
5. No established priorities
6. Scheduling 4 x 4 events
7. Time and effort to implement
8. Less-than-helpful style people use to communicate
9. Communication with environmental groups is hostile
10. Lack of money, land, and organization
11. Coordination with user group
12. Competition among user groups
13. Undecided on what is wanted
14. Groups not understood by land managers

### **B. UNTRAINED, UNREGULATED USERS**

1. Abuse of parks and trails
2. Mavericks, renegades
3. Some people neglect rules

4. Not all think education important
5. Applying wrong information
6. Lack of education
7. Piecemeal education, safety, stewardship
8. Don't know or practice safety
9. Can't reach necessary people
10. Not following the rules
11. Nonacceptance of education
12. No funding for education
13. Weak dealer support

**C. GROWTH HAS OUTSTRIPPED SYSTEM RESPONSE**

1. DNR not good with non-traditional users
2. Agency consent; easier to say "No"
3. Regulation of 4 x 4s too strict
4. Difficulty of consistent rules
5. Amount of time available from DNR staff
6. No single DNR contract (ORV person)
7. Foresters' personal decisions
8. Many demands on DNR
9. Internal DNR policy questions
10. No responsibility or accountability established

**D. UNSUPPORTED LEGISLATIVE ATTEMPTS**

1. Non-user apathy (not my sport)
2. Legislative sponsors
3. No legislative program established
4. Vehicle types undefined

5. Definition of user groups
6. Living policy documents needed
7. No 4 x 4 window sticker fee system
8. No comprehensive legislation

#### **E. FUNDING JUSTIFICATION UNDEFINED**

1. Funding from where?
2. Funding source
3. No gas tax funds
4. Costly to promote
5. No expertise to get money
6. No DNR ORV position funded
7. Asking knowledge
8. Dual-purpose vehicles

#### **F. COMPLEXITY OF LAND ISSUES**

1. Many entities to deal with
2. Many bureaucratic layers
3. Urban fringe restricted/expensive
4. Public/private ownership checkerboard
5. Interdepartmental differences
6. Too many civil jurisdictions
7. No tax-forfeiture notification of available lands

#### **G. NEGATIVE PERCEPTIONS OF SPORT**

1. Negative experiences
2. Image (we're doing all the damage)
3. Preconceived ideas (negative)
4. Non-user education

5. Service projects unknown by general public
6. Media bias

#### **H. UNCOMMUNICATED VISION**

1. No uniform policy regarding use
2. ORV issues too broad
3. No single voice
4. Lack of manpower
5. Organize to improve effectiveness

#### **I. DIFFICULT DATA ACCESS**

1. Expertise to use existing data
2. Number of off-road 4 x 4s unknown
3. Research results unknown
4. Weak dealer support

## **SECTION 3.**

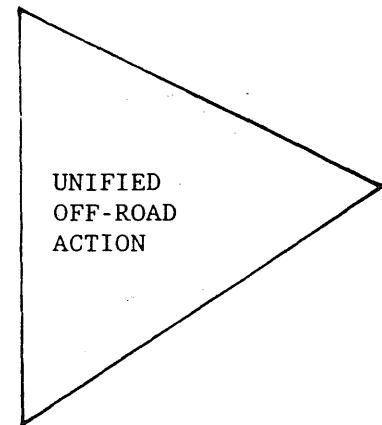
### **TWO - TO THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

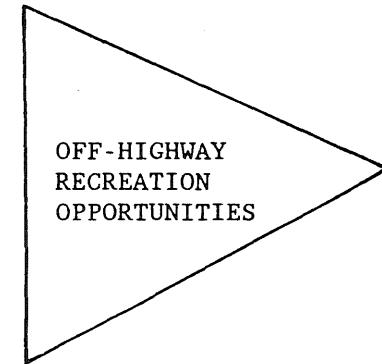
**What strategies do off-road four-by-four drivers need to accomplish the long-range objective and to remove the major obstacles to success?**



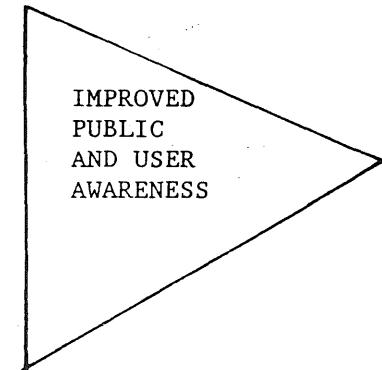
A. FIRST STAGE: ORGANIZATION	B. INFLUENTIAL EMPOWERED ORGANIZATION
<ol style="list-style-type: none"><li>1. Don't Give Them a Reason to Say "No"</li><li>2. Create a User Data Base</li><li>3. Demonstrate Support</li><li>4. Get Educated</li><li>5. Learn the system</li></ol>	<ol style="list-style-type: none"><li>1. Form an Umbrella Association</li><li>2. Coordinated User Support</li><li>3. Establish Priorities and Issues</li><li>4. Better Communication/Teamwork</li><li>5. Coalition with Other Motorized Users</li><li>6. Find People with Needed Expertise</li><li>7. Common Projects and Gatherings</li></ol>



C. POSITIVE 4 X 4 PROGRAM	D. PARTNERSHIP WITH DNR
<ol style="list-style-type: none"><li>1. Work toward Legislation to Improve Land Issues for All Users</li><li>2. User-Fee structure</li><li>3. Simplify Land Sale/Transfer Process</li><li>4. Get Views to Legislature</li><li>5. Simplify and Prioritize Legislation</li><li>6. Formal Legislative Lobbying Efforts</li></ol>	<ol style="list-style-type: none"><li>1. Get Involved with Planning</li><li>2. Establish DNR Contacts</li><li>3. Work with DNR Toward Traditional User Status</li><li>4. DNR Trails Coordination</li><li>5. Streamlined Action Process within DNR for Faster Funding</li></ol>



E. POSITIVE IMAGE
<ol style="list-style-type: none"><li>1. Public Awareness Plan</li><li>2. Education and Certification Course</li><li>3. Dealer Training of New Owners</li><li>4. Public Awareness Campaign</li><li>5. Information/User Communication System for Non-organized Users</li><li>6. Organized Dealer Network</li><li>7. Continue Sending Positive Information to Media</li><li>8. Increase Creativity Service Projects</li><li>9. Promote Locally Based Trail Initiatives</li></ol>





# OFF - ROAD FOUR - BY - FOUR DRIVING

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June 25 and 26, 1990

## *TWO - TO THREE - YEAR STRATEGY COMPONENTS*

### **A. FIRST STAGE: ORGANIZATION**

1. Don't give them a reason to say "No"
  - a. Show need with facts, figures
2. Create a user data base
  - a. Buy mailing lists
  - b. Determine information needed
  - c. Improved record keeping by users and manufacturers
3. Demonstrate support
  - a. Must show numbers
  - b. Facts/figures support
4. Get educated
  - a. Check other state programs for good ideas
  - b. Find how snowmobilers and ATVs got gas tax
  - c. Pull together in one place what data we have
  - d. Identify information readily available
5. Learn the system
  - a. Training on land issues
  - b. Find out as exactly as possible what entities are involved

### **B. INFLUENTIAL EMPOWERED ORGANIZATION**

1. Form an umbrella association
  - a. Coordinator to put it together
  - b. Organizational meeting - letters, phone calls
  - c. Meet with other off-highway-vehicle groups
  - d. Accessible, but not mandatory, membership and cooperation
  - e. Umbrella association budget to assure a lasting organization

2. Coordinated user support
  - a. Planner/coordination
  - b. Organize the unorganized
  - c. More user involvement
  - d. Workshop of groups to get organized
3. Establish priorities and issues
  - a. Develop a plan with vision, enthusiasm, direction
  - b. Make a commitment to longevity
  - c. Define issues as users want them
  - d. Gain acceptance of vision by clubs and associations
  - e. Spell out problems
4. Better communication/teamwork
  - a. Communicate our needs to members and DNR
  - b. Build a diverse, new mailing list
  - c. Develop broad-based newsletter
5. Coalition with other motorized users
6. Find people with needed expertise
7. Common projects and gatherings

#### **C. POSITIVE 4 x 4 PROGRAM**

1. Work toward legislation to improve land issues for all users
  - a. Enabling legislation on policy direction
  - b. Legislation to smooth jurisdiction cooperation
  - c. Develop statewide policy
  - d. Develop consistent strategy for dealing with entities
2. User-fee structure
  - a. Public grant funds
  - b. Establish gas tax percentage
3. Simplify land sale/transfer process
  - a. Define scope of information needs
4. Get views to legislature
  - a. List of our expectations (what we expect from them)
  - b. Register ideas for new legislation
5. Simplify and prioritize legislation
  - a. Rules with enforcement teeth
  - b. Need to have the threat of tagging offenders

6. Formal legislative lobbying efforts

- a. "Stay with it" on legislation
- b. Try, try again
- c. Identify sources of assistance

**D. PARTNERSHIP WITH DNR**

1. Get involved with planning

- a. Form ongoing task force with DNR
- b. Identify growth rate of participation

2. Establish DNR contacts

- a. Set up liaison with DNR

3. Work with DNR toward traditional user status

- a. Develop volunteer maintenance clearinghouse
- b. Blanket policy to encourage new resource uses
- c. Educate DNR Forestry personnel

4. DNR trails coordination

- a. Hire a special DNR coordinator

5. Streamlined action process within DNR for faster funding

**E. POSITIVE IMAGE**

1. Public awareness plan

- a. Determine information distribution channels
- b. Invite media to events
- c. Organize against bad publicity
- d. Off-road 4 x 4s need public relations person

2. Education and certification course

- a. Classes
- b. Off-road driving course

3. Dealer training of new owners

4. Public awareness campaign
  - a. Campaign slogan information
  - b. Invite public to classes or clinics
  - c. Set a good example
  - d. Public awareness campaign by direct mail, television, magazine articles, newspaper
5. Information and user communication system for non-organized users
  - a. Physical and mental contact
  - b. Form a quick-teaching course
6. Organized dealer network
  - a. Closer contact with manufacturers and dealers
  - b. Use all available data to increase dealer support
  - c. Club information with sale of all new vehicles
7. Continue sending positive information to media
  - a. Use media to "hype" good deeds
  - b. Publicize service projects
  - c. Focused press releases
8. Increase creative service projects
  - a. Continue high-visibility "good" projects
  - b. Dedication to public service projects
9. Promote locally based trail initiatives
  - a. Boost adopt-a-trail efforts

**SECTION 4.**  
**CLOSING CONVERSATION**



# OFF - ROAD FOUR - BY - FOUR DRIVING

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## *CLOSING CONVERSATION*

### **ACCOMPLISHMENTS OF THIS MEETING**

1. Realized we are very disorganized; before we can do anything we have to become closely knit
2. A way out of a potential deadlock
3. Here we have been able to explain our point of view to DNR
4. We got to know some of the users who are mostly voices on the phone
5. Identified specifically from a lot of angles what will stand in our way
6. Identified biggest problem as the lack of organization
7. Humanized DNR to me and vice versa
8. Clarified thinking - now we can throw out specific issues for discussion
9. Furthered 4 x 4 driving a bit more
10. Realized our weakness and strengths
11. We have the beginning of a direction, with goals and obstacles that stand in our way (genesis)
12. It was good getting to hear from DNR
13. Realized common goals with other ORVers
14. We need to get organized amongst ourselves
15. What's been astounding is finding out how much more organized we need to be
16. An excellent exchange of information, perceptions and problems and a better understanding of each others' problems

## **IMPLICATIONS FOR USERS AND OTHER STAKEHOLDERS**

1. Better climate for off-road vehicles
2. Hopeful
3. There is hope *if* we follow up on this
4. I see organization as the key; we must look at what we can do to promote it
5. Safer, more sound use
6. Need to be willing to accept 4 x 4s and operate a program
7. Begun resolution of lingering questions on "who are they?"
8. A role was defined for dealers
9. Agencies will get definitive help from us
10. Discovered a group of fence-sitting people who will jump when they see some action
11. Happier general public regardless of their position
12. Lots of votes for people who will help us
13. We are closer to organization
14. Discovered we want to work with others
15. Users must organize and state (public) managers must prepare for what is coming

## **NEXT STEPS**

1. 4 x 4 group must organize, integrate with other users and cultivate relationships with all land managers

## **POTENTIAL BENEFITS**

1. Trails and roads for 4 x 4s
2. Positive public image
3. Positive 4 x 4 program
4. Improved, stronger organization
5. Focused vision

6. Inspiration
7. As with other user groups, this should help bring about better cooperation and coordination

#### **WHAT MUST BE GIVEN UP**

1. Some organizations will feel like they are losing power
2. Some individuality of unorganized 4 x 4s
3. Chair, newspaper, TV (time)
4. Personal time - it's valuable
5. Money, fees, dues, etc.
6. Travel costs
7. "We are right and you are wrong" attitude
8. Free-wheeling ("Do anything I want to")
9. Beyond the trail
10. Negative attitude
11. Individualism of 4 x 4 drivers
12. Land managers - past perceptions and biases



**SECTION 5.**  
**PRIORITIES**



# OFF - ROAD FOUR - BY - FOUR DRIVING

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## *PRIORITIZATION OF VISION, OBSTACLE AND STRATEGY ELEMENTS*

(Number of Votes in Brackets)

### VISION

- [ 25 ] Working together
- [ 23 ] Cooperative relationship with DNR
- [ 23 ] Real recreational opportunities
- [ 14 ] Permanent funding
- [ 14 ] Coordinated, comprehensive policy
- [ 11 ] Informed off-road users
- [ 11 ] Rules to have fun by
- [ 10 ] Off-road 4 x 4 driving is okay

### OBSTACLES

- [ 38 ] Disorganization of ORV enthusiasts
- [ 21 ] Negative perceptions of sport
- [ 20 ] Unsupported legislative attempts
- [ 12 ] Complexity of land issues
- [ 10 ] Uncommunicated vision
- [ 9 ] Untrained, unregulated users
- [ 9 ] Funding justification undefined
- [ 7 ] Growth has outstripped system response
- [ 4 ] Difficult data access

### STRATEGIES

- [ 38 ] Influential, empowered organization
- [ 30 ] Partnership with DNR
- [ 24 ] First stage: organization
- [ 23 ] Positive image
- [ 19 ] Positive 4 x 4 program



**SECTION 6.**  
**PARTICIPANT LIST**



# OFF - ROAD FOUR - BY - FOUR DRIVING

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**APPENDIX N:**  
**TRAIL USER GROUP CONGRESS REPORT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.





# **TRAIL USER GROUP CONGRESS**

**A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process  
September 27 and 28, 1990**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

Sue Laxdal, Consultant  
Judy Plant, Consultant  
Mirja Hanson, Consultant



# TRAIL USER - GROUP CONGRESS

## 1991 DEPARTMENT OF NATURAL RESOURCES TRAIL PLAN

**Civic Center Inn, Saint Paul, Minnesota**

**Thursday, September 27, and Friday, September 28, 1990**

**The pizza coalition: *What are the required ingredients?***

### **UNIQUE TOPPING: Eight-part "House Special"**

This pizza has eight separate and unique toppings, each contributing its own distinctive flavor to using trails. A "house special" addresses the greatest variety of tastes.

### **COMMON CRUST**

We have only one crust, only one environmental foundation, and that is the earth itself. It must be handled appropriately. The crust is tender, but does have some resiliency.

### **COMMON SAUCE**

The sauce of funding must be adequate to spread evenly over the crust. It should be properly spiced with the use of certain dedicated funds to balance between acquisition, development and maintenance.

### **COMMON CHEESE**

A common goal and spirit. This cheese may have to stretch a bit or it may be very chewy, but ultimately it must hold everything together.

This two-day session will attempt to put together a unique, eight-faceted view of trail use. One based **not** upon eight combined uses of each treadway, but one based upon:

- o Sharing of treadways only where agreeable and safe from a user's point of view
- o Sharing of organizational frameworks where possible
- o Sharing of a broadened political base
- o Sharing of information on trail partnerships which advance a common public trails agenda



MINNESOTA TRAILS HISTORY					
PHASES	THE ERA CHAOS AND EVERYBODY DOING THEIR OWN THING (uniform trespassing)	THE ERA ORGANIZATION, GROWTH, SPECIALIZATION (legislation/regulation/trail closure)	THE ERA COOPERATION, MULTI-USE AND COALITION (legal, informal and social contracts/communication/contacts)		
	Pre '60s	'60s	'70s	'80s	'90s
ATV		Land management	1970 - first national trail symposium MN-WI boundary trail (Willard Munger) Hard surface bike-oriented trails 1970 - First ATV manufactured 1970 - 50 Honda ATCs in MN	Forestry (DNR) Area Plans (multi-use) 1985 - ongoing Local and national magazines 1982 - MN 3-Wheels Association 1983 - HGF Ride charity 1984 - ATVs Capitol steps 1984 - Moose Lake 10-year plan (trial use of trails) 1985 - ATV bill passed 1985 - ATV registration 1985 - Loss of sand dunes forest use 1988 - ATV Association of MN 1988 - CPSC 3-wheel ban 1989 - DNR accepts ASI safety training	1990 - DNR Trail Plan meets DNR gets participation of user group Trail Task Force 1990 - No rules and regulations after five years 1990 - 40,000 total ATVs registered
BICYCLE	U.S. Forest Service concept of multiple-use since Pinchot 1890 1902-1913 - bicycle user-fee for bike paths Cycling coalitions in 1900s Good roads movement in 1890s		1970s - Minneapolis trails - first in Minnesota 1976 - Bicycle registration 70s - Adult use	80s - Mountain bike becomes popular Cycling coalitions -80s Trails are closed to mountain bikes - 80s NORBA formed 1985 - Polaris makes first ATV Techno-weenie innovations - indexed shifting, gel seats, disk wheels, etc. 1989 - 9% of all MN households commute to work 10+ times Greg Lemond wins Tour de France	
4 x 4	1946 - first civilian jeep	Formation of clubs Enthusiast magazines; media (adv.)	Organization through state, region and nation Explosion in vehicle availability (societal)	Recognition by Federal Fish and Wildlife Recognition by federal, forestry and BLM Recognition by DNR and legislature Televised competition Monster trucks Trail legislation presented	Trail legislation LCMR funding for motorsports park MN DNR Trail Plan 1991 User Group Meetings

**MINNESOTA TRAILS HISTORY**

PHASES	THE ERA CHAOS AND EVERYBODY DOING THEIR OWN THING (uniform trespassing)		THE ERA ORGANIZATION, GROWTH, SPECIALIZATION (legislation/regulation/trail closure)		THE ERA COOPERATION, MULTI-USE AND COALITION (legal, informal and social contracts/communication/contacts)	
	Pre '60s	'60s	'70s	'80s	'90s	
HIKING	100,000 B.C. - first hiker Wilderness ethics Border route trail	Urbanization of state/country	1978 - Nike Lava Dome - 1st vibram-soled hiking shoe	Growth of tourism 1989 - 83% of all state park visitors expect hiking trails		
SKIING	1204 - Norway King Hakon first Birkebeiner 1906 - Admudson beat Scott to the South Pole WWII Ski Troops	North Star Ski Touring Club	BWCA recognized cross-country skiing National magazines Birkie Regional Tourism Association Waxless skis 1977 - First ski pass proposed	Ski to North and South Pole Ski pass grant-in-aid Bill Koch - Olympic medal Minnesota Tour Coalition Cross-country winter resorts profitable	1990 - Ski pass offers 220 sites; > 3,000 K of trail DNR - Tourism marketing jointly	
MOTOR-CYCLING	Advent of organized off-road competition - Enduro - pre '60s Moto-cross - late '60s	1960 - Honda dirtbike enters United States Mid '60s - development of specialized off-road motorcycles	Formation of ARMCA - Amateur Riders Competition Association Early '70s - surge in off-road motorcycling Restriction on on-road registration mid-1980s John Martin (Zumbro Falls) 1984 National Hare Scrambles Champion DNR change in attitude, to manage ORMs, late '80s Land closures: Sand Dunes State Forest 1982; 1988 Burnett Co. Wisc. Late '80s -ORM Riders support for registration	1990 - ORM registration Legislation introduced Donny Schmidt 1990 world champion (Burnsville, MN)		
SNOW-MOBILE	1954 - First snowmobile invented Beginning of organized snowmobiling	1960 - Artic Cat Formed 1967 - First DNR Rail Trail acquired 1968 - Snowmobile registration began with 23,000 1,000-mile trip across Alaska First I-500 race Ralph Plaisted trip to North Pole 1967 - International Snowmobiling Industry Association (ISIA)	Machine reliability Grooming technology improved Two major manufacturers in Minnesota 1973 - Snowmobile sound level legislation 132 snowmobile manufacturers went in and out of business 1971 - Pilot grant-in-aid program for trail grants 1976 - snowmobile registration peaks at 292,000 1978 - Minnesota USA formed First snowmobile magazine formed Development of 10,000 miles of snowmobile trails	'60s, '70s, '80s, - Many charity rides Public service announcements 1983 - International Snowmobile Congress formed 1980 - Independent front suspension invented 1986 - Longest trail opens: Taconite State Trail	1990 - 12,000 miles of snowmobile trails 1990 - 190,000 snowmobiles registered 1990 - Pilot economic impact study (N.E. MN)	

**MINNESOTA TRAILS HISTORY**

PHASES	THE ERA CHAOS AND EVERYBODY DOING THEIR OWN THING (uniform trespassing)		THE ERA ORGANIZATION, GROWTH, SPECIALIZATION (legislation/regulation/trail closure)		THE ERA COOPERATION, MULTI-USE AND COALITION (legal, informal and social contracts/communication/contacts)
	Pre '60s	'60s	'70s	'80s	'90s
HORSES	2,000 B.C. - Mesopotamian chariots for horses 4500 B.C. First horse bit 1936 - MN Horse Council		MN Horse Council over \$10,000 1974 - Minnesota Valley Trail 1970s - International buying and selling horses 1979 - MTRA (Minnesota Trail Rider Association)	1980 - Rated second in nation 1980 - Camp Courage Wagon Train 1980s - Loss of White Water State Park Trails 1982 - Minnesota Horse Expo 1982 - 1,000 Horse Trail Ride 1985 - Horse Racing Canterbury Downs opens	1990 - Horse Olympics
OTHER USERS					Trails getting closed to other users Rollerblade use increases
DNR	1957 - C.O. Joe Alexander got a used snowmobile	1962 - President's Commission on recreation starts SCORP (1965) 1964 - Wilderness Act 1965 - Wisconsin Elroy - Sparta First Rail Trail in the U.S.	1971 - State Trails Program created 1971 - Trails coordination 1971 - Legislative Commission on Minnesota Resources formed 1975 - MN Outdoor Recreation Act 1979 - Trails Programs placed in Trails and Waterways	North Shore State Trail 1990 - SCORP	
SOCIETY		1960s - Fitness movement			Winter tourism



# **VISION**



COMMUNICATION AND INFORMATION NETWORK								COOPERATIVE, FLEXIBLE, INCLUSIVE IMPLEMENTED TRAIL PLAN		EFFECTIVE PERMANENT RESOURCES				
COOPERATIVE NETWORK	ORGANIZED VOLUNTEER-ISM	EFFECTIVE PROGRAM EDUCATION AND SAFETY	POSITIVE EXTERNAL AND INTERNAL PUBLIC RELATIONS	EXPANDED QUALITY TRAIL SYSTEM	EFFECTIVE COORDINATED MANAGEMENT	ADEQUATE, PROTECTED FUNDING	EFFECTIVE, EQUAL ENFORCEMENT	COLLECTIVE TASK FORCE POLITICAL INFLUENCE	LIABILITY PROTECTION					
A.	B.	C.	D.	E.	F.	G.	H.	I.	J.					
Multi-user Cooperation	Effective Volunteer Groups	Informed Off-road Users	Increased Bicycle Usage	ORM Trail System ORM 23.	Minimal Disruption	Permanent Funding	Rules to Have Fun By	Organize Statewide for Increased Influence	Adequate and Comprehensive Liability Protection					
SNW	1.	XCS	5.	BIK 15.	Maintained Trail System BIK 24.	4X4 46.	4X4 52.							
Working Together	Maintain and Expand Volunteerism	Off-road Rider Education Program	Ongoing Marketing Program	Quality Connected Trail System SNW 25.	Reclaimed Rider Access HRS 38.	Stable, Adequate Funding	Uniform and Streamlined Licensing and Registration	XCS 57.						
ORM	2.	SNW	6.	HIK 10.	Planned Trail Devlpmt HIK 26.	ATV 47.	SNW 53.							
Cooperative Relationship with DNR	Unified Voice	Educational Safety Program	Expanded Awareness of Excellent Skiing	Quality & Diversity of Trails XCS 30.	Quality Maintenance Mechanism	Stable Funding Sources for Trail Development	SNW 53.	XCS 57.						
ORM	3.	ATV	7.	XCS 12.	Exp Quality & Diversity of Trails XCS 30.	BIK 48.	BIK 48.							
Stakeholder Cooperation	Effective Volunteer Programs	Effective Rider Training Program	Implemented Tourism Plan	"Two-wheel" Highway System BIK 31.	Coordinated Bicycle Planning Efforts BIK 42.	ATV 54.	ATV 54.							
HIK	4.	HIK	8.	SNW 19.	Trail Network ATV 32.	XCS 49.	XCS 49.							
				Statewide Partnership HRS 33.	Planning and Administrative System in Place ORM 43.	ORM 55.	ORM 55.							
				Off-road parks ORM 34.	Adequate Protected Funding	SNW 50.	SNW 50.							
				Real Recreatn'l Opport. 4X4 35.	Established Funding Mechanism	HRS 51.	HRS 51.							
				Comprehensive Trail Network HRS 36.	Preserve Existing R.O.W. BIK 45.	ATV 61.	ATV 61.							



# TRAIL USER GROUP CONGRESS

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## *VISION ELEMENTS*

### **A. COOPERATIVE NETWORK**

1. Multi-user cooperation - SNW
  - a. Unified user-group trail system
  - b. Comprehensive multi-user development plan
  - c. Funding from other users
  - d. Cohesiveness of user groups increased
2. Working together - ORM
  - a. User group cooperation
  - b. Permanent director
  - c. Partnerships with environmental groups
  - d. Good relationship with snowmobilers
3. Cooperative relationship with DNR - ORM
  - a. Ways to help DNR
  - b. Clear direction from DNR regarding four-by-four users
  - c. Proper management to accommodate users and environmental standards
  - d. DNR off-highway-vehicle person
  - e. User groups notified when lands become available
  - f. Relationship established with land managers
4. Stakeholder cooperation - HIK
  - a. Partnerships for maximum opportunities
  - b. Process for deciding who leads
  - c. Non-antagonistic trail sharing
  - d. Balance between metro and Greater Minnesota trails
  - e. Explore trail lease options

### **B. ORGANIZED VOLUNTEERISM**

5. Effective volunteer groups - XCS
  - a. User involvement
  - b. "Friends of Trails" patches
  - c. Ski clubs care for trails

- d. Use volunteers to increase ski pass sales
  - e. Leadership training opportunities
  - f. Technical help for ski clubs
- 6. Maintain and expand volunteerism - SNW
  - a. Recognition of volunteers
  - b. Volunteer system expanded
- 7. Unified voice - ATV
  - a. Strong state association
  - b. Volunteer upkeep of trails
  - c. Family sport image
  - d. 100 new clubs
- 8. Effective volunteer programs - HIK
  - a. Volunteer training program
  - b. Volunteer recruitment system
  - c. Retention of volunteers
  - d. Volunteer clearinghouse program

### **C. EFFECTIVE PROGRAM EDUCATION AND SAFETY**

- 9. Informed off-road users - 4X4
  - a. Education of users
  - b. Trail survey: existing trail for use now
  - c. Trail system promotion and marketing
  - d. Information on camping and hookups available
  - e. State Park/Forest Facility coordination
- 10. Off-road rider education program - ORM
  - a. Off-road rider education program
  - b. Education in place to eliminate abuse
  - c. Permit for persons sixteen years old and under
  - d. Establish safety course
- 11. Quality trail experience - HIK
  - a. Opportunities to view wildlife
  - b. Minimum impact education
  - c. Clear regulatory signing
  - d. Trail classification system
  - e. Descriptive trail guidebook
  - f. Spur trails to service areas
  - g. Quality of experience maintained
  - h. Quality interpret
- 12. Educational Safety Program -SNW

- a. Snowmobiler education: safety and rider training for all
- b. Increased role of manufacturers
- c. Better enforcement of law on road traveling

13. Effective Rider Training Program - ATV

- a. Mandatory safety training for license
- b. Mandatory training certificate (50% of riders getting certified training)
- c. Mandatory hands-on operator's license
- d. Age-based permitting
- e. Training at use area

14. No increase in bicycle injuries - BIK

- a. No increase in trail accidents
- b. Regulation and enforcement on trails
- c. Emergency system on trails
- d. State helmet subsidy program
- e. Trail group education

#### **D. POSITIVE EXTERNAL AND INTERNAL PUBLIC RELATIONS**

15. Increased bicycle usage - BIK

- a. International Bike Minnesota Promotion
- b. Seminars by regions to share resources
- c. "Biking is Safe" promotion
- d. Trail promoters, sponsors
- e. Aggressive publicity campaign

16. Ongoing marketing program - HIK

- a. Weekend trail vacations
- b. Inn-to-Inn hiking
- c. Better trails publicity
- d. Aggressive marketing of trail resources
- e. Promote Minnesota trails overseas

17. User network - HRS

- a. Statewide horse-trail information network
- b. Coordination among multi-users of trails
- c. Participation in planning

18. Off-road four-by-four driving is okay - 4X4

- a. Non-user education awareness
- b. Positive promotion program regarding four-by-fours
- c. Recognition for four-by-four work done

19. Expanded awareness of excellent skiing - XCS

- a. Improved image of skiers and skiing

- b. Statewide cross-country ski atlas
  - c. System to disseminate information to skiers
  - d. Local support for trails
  - e. Instruction increases enjoyment
  - f. Annual ski roster that describes state ski clubs
  - g. Promote skiing on certain holidays
- 20. Implemented tourism plan - SNW
  - a. Tourism actively promoting snowmobiling
  - b. Chamber and business involvement
  - c. More lodging facilities in northern Minnesota
  - d. Broad-based economic study
- 21. Positive image for snowmobiling - SNW
  - a. Positive media exposure
  - b. Increase manufacturing involvement in promotion of family image
- 22. ATV tourism - ATV
  - a. Trail long enough for six-hour rides
  - b. Trail service areas
  - c. User information
  - d. Year-round tourism

#### **E. EXPANDED QUALITY MULTI-USE TRAIL SYSTEM**

- 23. Off-road motorcycle trail system - ORM
  - a. Trail network established
  - b. Grant-in-aid trail system
  - c. Establish parking and camp areas
  - d. Maps and marked trail information
  - e. Cooperative effort between motor and non-motor groups
  - f. Sharing existing trails
- 24. Interconnected, maintained trail system - BIK
  - a. Identify off-road bike trails
  - b. Interconnected trail systems
  - c. Safe/urban countryside access (all towns)
  - d. Eliminate trails conflict
  - e. More multi-use trails
  - f. More accessible existing biking facilities
  - g. Grading system for trail difficulty
- 25. Quality connecting trail system - SNW
  - a. Develop a complete trail system
  - b. Quality trails
  - c. Map design updated and correct
  - d. Realistic goal for total trails

26. Planned trail development - HIK
  - a. Potential suitable trails identified
  - b. Diverse trails
  - c. Trails throughout state
  - d. Reclaimed railroad and abandoned trails
  - e. Integrated urban greenway trails
  - f. Connecting trails
  - g. Preserve natural areas
27. Equal access - HIK
  - a. Public transit access
  - b. Improved access for disabled
  - c. Opportunities to view wildlife
  - d. Accessibility through promotion of trail shuttle service
28. Quality camp layouts - HRS
  - a. More horse campsites
  - b. Better campsite amenities
  - c. Easier campsite access
29. Diverse trail system - HRS
  - a. Rustic trails development
  - b. More carriage trails
  - c. Improved trail facilities
  - d. Trail rating system
30. Expanded quality and diversity of trails - XCS
  - a. Funds for improvements
  - b. Race training trails
  - c. Day and evening staffed metro parks
  - d. Public transportation to ski trails
  - e. Hut-to-hut wilderness system
  - f. Integrate government and private trail development
  - g. Linear trails
31. "Two-wheel" highway system - BIK
  - a. Road race training route
  - b. Safe commuter corridors
  - c. Statewide uniform bicycle signing
  - d. Reallocate road space
  - e. Accommodate bicycles on all road improvements
32. Trail network system - ATV
  - a. Snowmobile/ATV trails
  - b. DNR policy includes ATVs
  - c. Good information and signs
  - d. Experimental multi-use area
  - e. Controlled environmental impact

33. Statewide partnership in trails - HRS
  - a. Cooperation within DNR
  - b. DNR Environmental Review Team
  - c. Statewide plan for horse trails
  - d. DNR receptive to horse groups
34. Off-road parks - ORM
  - a. Off-road parks for play and competition
  - b. Riding park(s) within 50 miles of the Twin Cities
  - c. Pay/use parks
35. Real recreational opportunities - 4X4
  - a. Forest reservation system for multi-day events
  - b. Motor sports park
  - c. Designated areas for user development
  - d. Multi-use trail system
  - e. Safe areas near home
36. Comprehensive trail network - HRS
  - a. Connecting trail network
  - b. More metro trails
  - c. Commercial stable near parks
  - d. Increased number of multiple-use trails

## **F. EFFECTIVE COORDINATED MANAGEMENT**

37. Minimal disruption - HRS
  - a. Natural surface trails
  - b. Trail erosion control
  - c. Parallel trail surfaces
38. Reclaimed rider access - HRS
  - a. Regained riding opportunities
  - b. Wildlife land access
39. Quality maintenance mechanism - SNW
  - a. Quality maintenance mechanism
  - b. Intensive use maintenance
  - c. User-based funding
  - d. Volunteer maintenance program
  - e. Corridor trail maintenance
  - f. Cost to set maintenance priorities
  - g. Erosion control

40. Quality management system - XCS
  - a. Maintain trails during off-season
  - b. Reduced bureaucracy in grants system
  - c. Some wider trails
  - d. Uniform enforcement policy for ski pass
  - e. Guidelines for trail design and grooming
  - f. Low-cost snowmaking techniques
  - g. Increased usage of groomers, nights and weekends
41. Coordinated comprehensive policy - 4X4
  - a. Legal status in policy that requires government regulation
  - b. Coordinated comprehensive approach
  - c. Four-by-four/motor sports recognized as an official sport
42. Coordinated bicycling planning efforts - BIK
  - a. Coordinated bicycle interests
  - b. Civil engineer promotional speakers bureau
  - c. Directory of services and information
  - d. Common agency bike goals
  - e. Market bicycle expertise
43. Planning and administrative system in place - ORM
  - a. Ongoing planning for continued development
  - b. Dedicated registration funds
  - c. Volunteer programs for trails
  - d. DNR contact person
  - e. Guidelines for trails administrators and users
  - f. Become a model state for off-road motorcycle use
44. Sufficient safe and secure bicycle facilities - BIK
  - a. Bike facilities at all public buildings
  - b. Bike-friendly mass transit
  - c. Cyclist-only campsites
  - d. State bike parking law
45. Preservation of existing rights of way - BIK
  - a. Acquire all rights of way intact
  - b. Research other rights-of-way possibilities
  - c. Public ownership of railroad beds

## **G. ADEQUATE PROTECTED FUNDING**

46. Permanent funding - 4X4
  - a. Funding that supports the needs of four-by-four driving
  - b. Funding for development of facilities

47. **Stable, adequate funding - ATV**
  - a. Stable, advanced funding
  - b. Equitable user funding system
  - c. Equitable grant-in-aid funding for trails
  - d. All vehicles registered
48. **Stable funding sources for trail development - BIK**
  - a. User-generated source of revenue
  - b. Income tax checkoff
  - c. Identify economic benefit (compared to cars)
49. **Stable and growing funding - XCS**
  - a. Ski trails foundation
  - b. Consolidate facilities and travel
  - c. More effective lobbying at state and local levels
  - d. Affordable grooming
  - e. Viable hybrid funding sources
  - f. Comprehensive economic impact statement
50. **Adequate protected funding - SNW**
  - a. Equitable and fair funding
  - b. Statewide economic impact study
  - c. Increased, more secure funding
  - d. Dedicated account integrity
  - e. Annual priority list for legislature
  - f. Trail ranking and prioritizing
  - g. Alternative funding sources
51. **Established funding mechanism - HRS**
  - a. New funding for horse trails
  - b. Grant-in-aid system for horse trails
  - c. Trail maintenance funding system
  - d. Acquisition plan with funding

## **H. EFFECTIVE EQUAL ENFORCEMENT**

52. **Rules to have fun by - 4X4**
  - a. Statewide rules and regulations of land
  - b. Enforcement of regulations
  - c. Address liability concerns
  - d. Statewide signed system
  - e. National trail information compatibility
  - f. Information networking between states
53. **Uniform and streamlined licensing and registration - SNW**
  - a. Licensing reciprocity
  - b. Easily identifiable license numbers

- c. Immediate on-line titling and licensing system
  - d. Fast on-line registration system
- 54. Equally enforced laws - ATV
  - a. Law enforcement
  - b. Informed enforcement
  - c. Mandatory brake lights
  - d. Uniform license plates
  - e. Regulation reciprocity among states
- 55. Registration and enforcement - ORM
  - a. Effective rule compliance
  - b. Off-road motorcycle registration in place
  - c. Equipment standards for registration
  - d. Legitimate, limited road use for off-road motorcycles
  - e. "Open unless posted closed" policy
  - f. Off-road motorcycle rules and regulations for land use
- 56. Effective local enforcement - HRS
  - a. Rule enforcement
  - b. Give power to trail managers

## I. COLLECTIVE TASK FORCE POLITICAL INFLUENCE

- 57. Organize statewide for increased influence - XCS
  - a. Timely, accurate trail information system
  - b. Ski trail foundation
  - c. Advisor groups to DNR
  - d. Large non-motorized user alliance
  - e. Organized skier groups
  - f. Local/statewide trail partnership
  - g. Canada/United States partnership
- 58. Annual meetings of task force - SNW
  - a. Annual revisiting of this task force
- 59. Organized for influence - ORM
  - a. Public acceptance and understanding
  - b. Be a strong political force (for getting our needs met)

## J. LIABILITY PROTECTION

- 60. Adequate and comprehensive liability protection - SNW
  - a. Liability protection
  - b. Statewide insurance of trails

- c. User liability
  - d. Comprehensive liability law covering landowners
- 61. Reduced exposure to liability - ATV
  - a. Liability law changes
  - b. Liability with grantor
  - c. State-paid recreation insurance

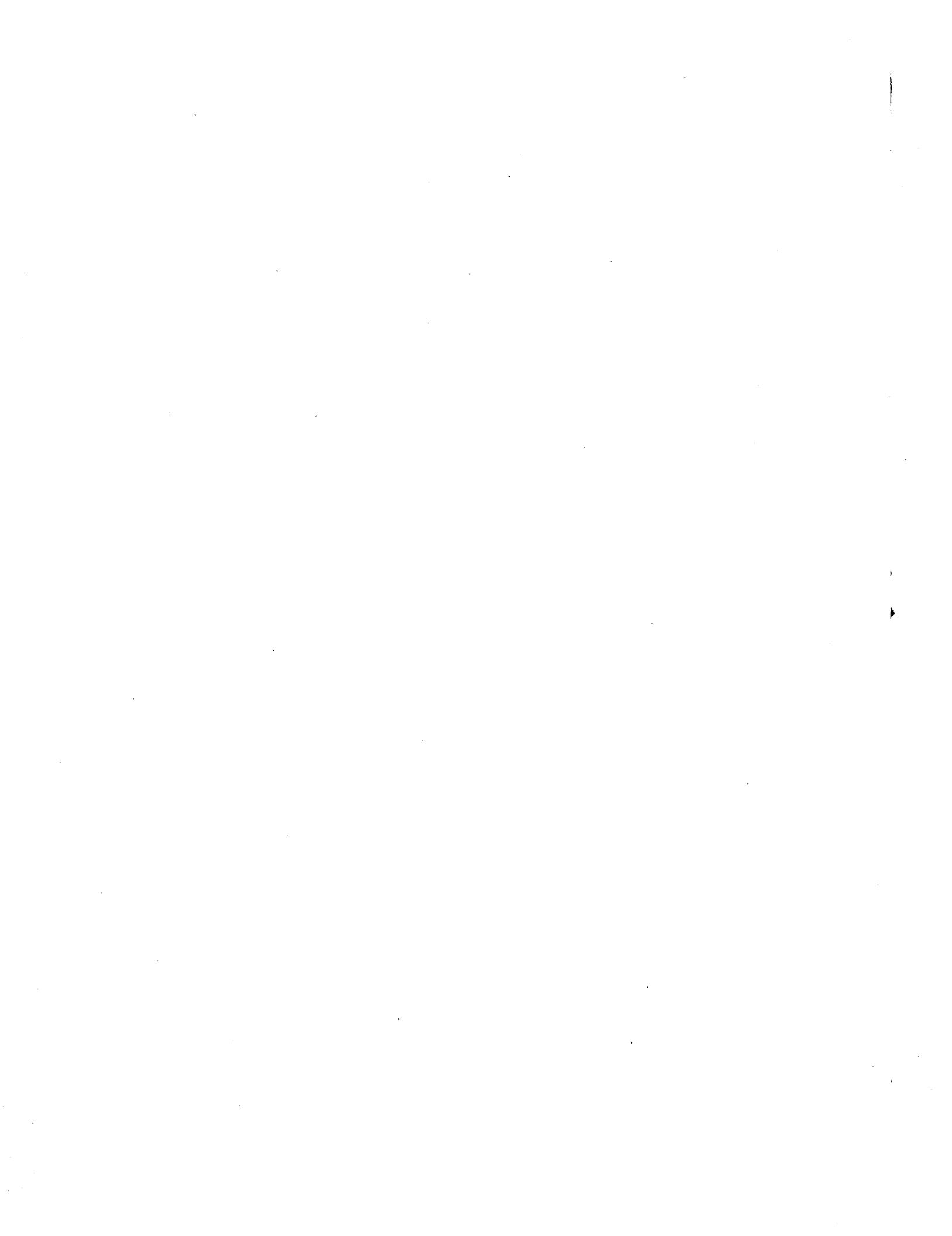
## **OBSTACLES**



## Trail Planning Process Trail User Group Congress

## OBSTACLES

Department of Natural Resources  
September 27 and 28, 1990



# TRAIL USER GROUP CONGRESS

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

September 27 and 28, 1990

## *OBSTACLES*

### A. USERS' DIVERSE AGENDAS

1. Little common purpose - XCS
  - a. Metro vs. outstate; interests cancel out
  - b. Business competition with ourselves and government providers
  - c. Resistance of groups to work together
  - d. Clubs have little energy beyond their own area
  - e. Ski clubs isolated
  - f. Little statewide ownership in local system
  - g. Fragmented statewide organizations
2. Inadequate volunteer resources - SNW
  - a. Limited staff
  - b. Volunteers not rewarded or recognized
  - c. Overworking volunteers
  - d. Clubs are private sector
  - e. Totally volunteer organization
  - f. Personal liability
  - g. Lack of training for volunteers
3. Uninformed volunteer program - HIK
  - a. Poor rewards for helping
  - b. Uncoordinated volunteer recruitment
  - c. Shortage of trained personnel
  - d. Program understaffed
  - e. Volunteers with nowhere to volunteer
  - f. Volunteers are seen as too time-consuming to manage
  - g. Poor placement of volunteers
4. Unidentified user-group goals - HRS
  - a. Diversity of trail needs and demands
  - b. No consensus on trail desires
  - c. Means of travel changed with age
  - d. Inconsistent, fragmented description of what is needed for trails
  - e. Lack of horse knowledge by the public
  - f. No clear specifications of what is a desirable trail
  - g. Increased pressure on highly used resources
  - h. Wide gamut of wants and needs in the same area

5. Fractured vision within biking - BIK

- a. Diverse kinds of biking interests
- b. Urban and suburban differences in biking needs
- c. Diverse bike community
- d. Apathy of bikers and non-bikers alike (overcoming a "standstill")
- e. Finding time to volunteer

6. No overall sense of direction - BIK

- a. No fully implemented plan for state bikeway system
- b. Poorly designed trails and roadways result in accidents, overcrowding and costly maintenance
- c. Street congestion restricts bicyclists
- d. All the pieces of an integrated bike system are not in place and therefore the system doesn't function well
- e. If you don't like street riding, it's a long trip to the bike trails
- f. Lack of information about bicycle opportunity
- g. Divided opinion about bike plans
- h. Poor planning at the start of new trail projects

7. Disorganization of ORV enthusiasts - 4X4

- a. Who has expertise regarding government?
- b. Working together
- c. Lack of education of users and non-users
- d. Poor communication
- e. No established priorities
- f. Scheduling 4 x 4 events
- g. Time and effort to implement
- h. Less-than-helpful style people use to communicate
- i. Communication with environmental groups is hostile
- j. Lack of money, land, and organization
- k. Coordination with user group
- l. Competition among user groups
- m. Undecided on what is wanted
- n. Groups not understood by land managers

8. Relatively new sport - XCS

- a. No plan
- b. New sport not evolved
- c. No agreement on standards
- d. No standards for defining quality trails
- e. Non-accessible land
- f. Debate over trail lighting system
- g. Snowmaking untested and expensive
- h. Unexplored alternate methods of funding
- i. Shared grooming equipment is NO equipment

9. Uncommunicated vision - 4X4

- a. No uniform policy regarding use
- b. ORV issues too broad
- c. No single voice
- d. Lack of manpower
- e. Organize to improve effectiveness

10. Lack of unified goals - HIK

- a. Poor accessibility decisions
- b. Trail use and conflicts
- c. Who is in charge?
- d. Unidentified stakeholders and players
- e. Stakeholder wrangling
- f. Getting someone to take the lead
- g. Different organizational skills
- h. Diverse interests and values of stakeholders
- i. Conflicts amongst various users
- j. Lack of support from multi-users

11. Commitment to task force - SNW

- a. Same group may not be available
- b. Lack of money for task force
- c. Task force may meet with resistance

12. Don't have support base - HIK

- a. No organized support for special needs
- b. Hiking is a personal versus a group activity
- c. Poor grassroots support

13. Real and perceived violations - HRS

- a. Local officials hate horses
- b. Funds unavailable for enforcement
- c. Inadequate enforcement training
- d. Vandalism
- e. Poor trail etiquette
- f. Unenforceable (ambiguous) regulations

14. Slow erosion of opportunities - ORM

- a. Complexity and cost of introducing and passing law
- b. Noncompliance of users
- c. Leadership continuity in volunteer groups
- d. Expense of registration perceived to be high
- e. Rider apathy (re: volunteer program)
- f. Off-road motorcyclists are individualists
- g. Lack of incentives for volunteers
- h. Time commitment required to volunteer
- i. Off-road motorcycle organizations not prepared to work with the system
- j. Currently few clubs in state
- k. Need avenue for input (for users)

## B. NO CHANNELS FOR COOPERATION

15. Growth has outstripped system response - 4X4
  - a. DNR not good with non-traditional users
  - b. Agency consent; easier to say "No"
  - c. Regulation of 4 x 4s too strict
  - d. Difficulty of consistent rules
  - e. Amount of time available from DNR staff
  - f. No single DNR contract (ORV person)
  - g. Foresters' personal decisions
  - h. Many demands on DNR
  - i. Internal DNR policy questions
  - j. No responsibility or accountability established
16. Non-distribution of existing funds - ATV
  - a. Limited funds to start development
  - b. Unequal money distribution within DNR
  - c. Cost of a statewide network of trails
  - d. Only three user groups have earmarked funding: cross-country skiing, ATVs, and snowmobiles
17. Short-sighted plan - HIK
  - a. Changing leisure-time activities
  - b. Limited engineering help
  - c. Limited information sources
  - d. Many potential planning pitfalls
18. Isolated, uncoordinated development - BIK
  - a. Isolated agencies
  - b. Isolated communities
  - c. Difference between metro/non metro and what's available
  - d. Coordination: voluntary and governmental. Who does it? Who funds it?
  - e. No speakers bureau volunteers
  - f. Turf issues in different agencies
  - g. Poor inter/intra agency communication
  - h. Lack of interagency coordination
  - i. Resistance by municipalities to support state bikeway plan
  - j. Cooperation between trail sponsors
  - k. Who will decide how much bike opportunity is needed?
19. Inconsistent enforcement - BIK
  - a. Who is the enforcer?
  - b. Enforcement: How to catch violators and how to monitor?
  - c. Unauthorized use of trails
  - d. Inconsistent enforcement
  - e. Decibel-level enforcement
  - f. No one's responsible to initiate license plate effort
  - g. Limited guidance for DNR enforcement people

20. No plan - SNW
  - a. No definition for adequate system
  - b. No plan for system
  - c. Who is responsible to implement the plan? What are the roles of different players who would do an economic impact study?
  - d. No accountability
  - e. Funding
  - f. No timetable for a plan
  - g. No priority for completion of plan
21. Unclear roles and responsibilities - ORM
  - a. Undefined maintenance responsibilities
  - b. Possible enforcement problems
  - c. Who is responsible for enforcement?
  - d. Organization of enforcement
22. Increased demand on limited resources - HRS
  - a. Politics within DNR
  - b. Too much work, too few people
  - c. Nonflexible agency rules
  - d. Use of opinions, rather than research
  - e. Inability to obtain easements from landowners
  - f. Unresponsive agency leadership
  - g. Development process is slow
  - h. Conflict avoided by closing trails
  - i. Building for the sake of building takes money from maintenance
23. Complexity of land issues - 4X4
  - a. Many entities to deal with
  - b. Many bureaucratic layers
  - c. Urban fringe restricted/expensive
  - d. Public/private ownership checkerboard
  - e. Interdepartmental differences
  - f. Too many civil jurisdictions
  - g. No tax-forfeiture notification of available lands
24. Insufficient marketing support - SNW
  - a. No unified effort to involve tourism organization
  - b. Unrecognized importance by Office of Tourism
  - c. Unrecognized economic value by tourism groups, chambers, and businesses
25. Cumbersome information system - XCS
  - a. Difficult to get information
26. Difficult data access - 4X4
  - a. Expertise to use existing data
  - b. Number of off-road 4 x 4s unknown

- c. Research results unknown
- d. Weak dealer support

## C. FRAGMENTED, INEFFECTIVE RECREATIONAL USERS PUBLIC RELATIONS

### 27. Poorly informed public - BIK

- a. People resist change
- b. Bikes are not perceived or used as vehicles
- c. Attitude that biking is for kids
- d. Perception that few people bike
- e. "Speedy" life-style, two-wage-earner life-style
- f. Low perceived need
- g. Public is unaware of existing trail system
- h. Biking perceived as not safe
- i. Bike racks are unsightly
- j. Marginal benefit for the additional cost of adding bike shoulder to highways
- k. Perception of bikers as jocks

### 28. Negative perceptions of sport - 4X4

- a. Negative experiences
- b. Image (we're doing all the damage)
- c. Preconceived ideas (negative)
- d. Non-user education
- e. Service projects unknown by general public
- f. Media bias

### 29. Pro-car attitude - BIK

- a. National commitment to only one mode
- b. Motorists' nonacceptance of bicyclists
- c. Tyranny of majority results in short-sighted public policy
- d. Lack of commitment to planning; bikes are a low priority
- e. Too many vested interests depend upon automobiles
- f. Pro-car, anti-bike policies direct public policy
- g. Bikers are second-class road users!
- h. Too cheap and easy to drive a car and too hard to ride a bike

### 30. Outdated, inaccurate perceptions - XCS

- a. Perceived difficulty of skiing, e.g., waxing
- b. Sport not part of culture (like in Scandinavia)
- c. The perception is that cross-country skiing is free
- d. Skiers alienate businesses because they don't spend
- e. Perceived lack of drama results in unequal media attention
- g. f. Perception that skiers and snowmobilers can use same trail
- h. Media thinks public is uninterested
- i. Amenities don't exist
- j. Railroad corridors fragmented, borrrrrring!
- k. Image of skiing as work! Wide trails boring
- l. Esoteric sport
- m. Esoteric image

31. Perceived threats to public/private interests - BIK

- a. Local opposition to new trails
- b. Littering by bicyclists
- c. Too many bums will use trails
- d. Bicycle viewed as a child's toy unworthy of being provided for in road design
- e. Fear of trouble
- f. Trails will destroy landowner privacy
- g. Public and local liability issues
- h. Liability questions on private storage and parking

32. Skiing is an independent recreation - XCS

- a. User apathy
- b. Fragmented volunteer network
- c. No statewide coordinator
- d. No input process into system for improvement suggestions
- e. Someone must initiate organization
- f. Skiers are multi-sport

33. No program to promote - ATV

- a. Update maps and distribution of information
- b. Acceptance of ATV by local population is limited
- c. Insignificant ATV tourism
- d. Resort property doesn't connect with riding areas
- e. Not a travel-destination sport
- f. Lack of parking for ATV trucks/trailers
- g. Little education regarding ATVs to general public
- h. Laws are not known by the users
- i. Registration for users on private property
- j. Confusion between agricultural licensing and public-use licensing
- k. No reason to form clubs
- l. Getting information to start new clubs
- m. Limited number of experienced club starters
- n. Getting new club members is hard
- o. Resorts don't know ATV's potential
- p. Non-current information: it's hard to keep information current

34. Untrained, unregulated users - 4X4

- a. Abuse of parks and trails
- b. Mavericks, renegades
- c. Some people neglect rules
- d. Not all think education important
- e. Applying wrong information
- f. Lack of education
- g. Piecemeal education, safety, stewardship
- h. Don't know or practice safety
- i. Can't reach necessary people
- j. Not following the rules
- k. Nonacceptance of education
- l. No funding for education
- m. Weak dealer support

35. Public image - SNW

- a. Media bias against snowmobiling

**D. FRAGMENTED APPROACH TO LEGISLATURE**

36. Incomplete trail system - SNW

- a. Inconsistent maintenance
- b. Trail acquisition costs
- c. Volunteers decide trail locations, which makes it hard to develop a system
- d. Resistance of landowners in developing rails to trails
- e. Local political resistance

37. Reactive, fragmented communication - SNW

- a. Integrity of dedicated funds
- b. user group complacency
- c. Legislative understanding of economic importance
- d. Unfunded project assignment
- e. Inadequate communication between DNR and user groups
- f. Lack of DNR leadership in fund protection

38. Fear of liability - HRS

- a. Worries about winter and night riding
- b. High insurance and commercial costs
- c. Liability concerns
- d. Emergency access for rustic trails

39. Legal paralysis - ATV

- a. Hazardous nature of ATVs
- b. Fragmented communication between DNR and Attorney General's office
- c. Liability/litigation fear
- d. Current liability laws need changing to limit exposure
- e. Lack of personal responsibility
- f. Unaffordable insurance
- g. Perception for liability
- h. Unrealistic Consumer Products Safety Commission age limits
- i. Past resistance of Attorney General's office
- j. DNR policy changes

40. Insufficient liability protection - SNW

- a. Chapter 87 not challenged in court
- b. Lack of laws
- c. Corporate landowners want county indemnification
- d. Liability insurance costs are prohibitive
- e. People are "sue happy"

41. **Liabilities - HIK**

- a. Liabilities; fear of being sued
- b. Liability issues

42. **Unsupported legislative attempts - 4X4**

- a. Non-user apathy (not my sport)
- b. Legislative sponsors
- c. No legislative program established
- d. Vehicle types undefined
- e. Definition of user groups
- f. Living policy documents needed
- g. No 4 x 4 window sticker fee system
- h. No comprehensive legislation

43. **Many voices - HRS**

- a. Decision-making process unclear
- b. Legislators are not experts
- c. Original reasons for change unclear
- d. DNR unaware of number of users
- e. Design and use conflicts
- f. Horse riders are a minority

44. **Existing prejudices - ORM**

- a. Resistance of governor - not appointing commission on off-road motorcycles
- b. Large legislative issues swallow legislation
- c. Apathy of industry, legislators, riders (limited support)
- d. Potential conflict with Department of Transportation
- e. Gaining access to limited road use (MNDOT lobby)
- f. Off-road commission needed
- g. Bureaucratic delays of registration and rule-making process

**E. INADEQUATE, UNPROTECTED FUNDING**

45. **Undefined need for resources - ORM**

- a. Need for paid staff
- b. How would this be funded?
- c. How funds are divided and appropriated
- d. Funds available/inadequacy
- e. Are there enough users to generate adequate funds?
- f. Limited person-power to build trails
- g. What personnel will administer?
- h. Qualified, dedicated personnel needed

46. **Insufficient business and political influence - XCS**

- a. Short of funds
- b. Low priority with legislature
- c. Politically ineffective approaches

- d. Debt load on underused equipment during snowless winters
  - e. Judges may disagree on citation enforcement
  - f. Lack of business support due to nature of sport
  - g. Competition for general funding to area
  - h. Not vocal enough (not enough of us speaking)
  - i. Poor economic incentives for business to take an interest
  - j. No enforcement
  - k. Organizational differences between DNR and Minnesota Office of Tourism
- 47. Inadequate license system - SNW
  - a. Dealer resistance; dealers don't want to register titles
  - b. Bureaucratic system for licensing and registration
- 48. Unsecured funding - HIK
  - a. No overall maintenance funding
  - b. Limited acquisition of funds
  - c. Non-support for user-dependent funding
  - d. Funding needs undocumented
  - e. Changing political priorities
  - f. Funding sources not identified
  - g. Perceived low economic impact of hiking
- 49. Funding justification undefined - 4X4
  - a. Funding from where?
  - b. Funding source
  - c. No gas tax funds
  - d. Costly to promote
  - e. No expertise to get money
  - f. No DNR ORV position funded
  - g. Asking knowledge
  - h. Dual-purpose vehicles
- 50. Unorganized community efforts for money - BIK
  - a. Users unwilling to pay for trails
  - b. Number of people needed to support facility development
  - c. The cost of setting up information directory and delivery
  - d. Legislation needed for dedicated accounts
  - e. Less federal recreation funding
  - f. Convince legislature to appropriate money
  - g. Continuing dependence on federal (or other) money instead of seeking new sources
  - h. Who funds?
  - i. Competing demand for money
  - j. Promotion costs money
  - k. Economic downturn could prevent funding stability
- 51. Unpredictable weather affects cash flow/access - XCS
  - a. Short winter daylight
  - b. Unreliable weather/climate

- c. Short season
- d. No snow, no ski passes sold
- e. Unreliable snowfall
- f. Good funding torpedoed by weather
- g. Weather-dependent sport

52. Funding inertia - HRS

- a. Money constraints
- b. No long-term budgeting; trails are victims of annual budget
- c. No long-range plan
- d. Money goes elsewhere; legislature not allocating money to trail development
- e. Competition for money between DNR divisions
- f. No dedicated funds
- g. Development brings heavy use
- h. Increased operations and maintenance costs
- i. No history for multi-source funds

**F. NO FORUM FOR COMMUNICATION AND PLANNING**

53. Conflicting values - ORM

- a. Few users interested in sharing trails
- b. All-terrain-vehicle opposition
- c. Competing user attitudes
- d. Some view motorized use as ethically wrong
- e. Hostile attitudes from other users
- f. Past antagonism with all-terrain vehicles

54. Weak ownership of responsibility - HRS

- a. Differing specifications of trail user groups regarding design and use
- b. Little cooperation between trail groups
- c. Users' reluctance to assume burden
- d. All groups have other non-trail-related priorities
- e. Fragmented user discussions between DNR and user groups
- f. Horse rider apathy
- g. Show-horse people won't lobby for funding
- h. User groups have tunnel vision

55. Unresolved multi-use issues - ATV

- a. Encroachment on others' established trails: development time and money has already been spent by other user groups on their own trails
- b. Resentment or rivalry by differing groups
- c. Combined use has some hazards
- d. Upkeep of trails
- e. Conflicts between users of the same areas; they each have different goals

56. Multi-use conflict - SNW

- a. No system for cooperation
- b. Different trail needs for users
- c. Multi-user cooperation conflicts regarding safety

**G. COMPETITION FOR FINITE RESOURCES**

57. Competition for space resources - HRS

- a. Rail line disappearance
- b. Availability of metro land
- c. False belief regarding hikers' and others' needs of wide, level paths
- d. Space and location limits
- e. Availability of areas to reclaim is not known
- f. Campers' dislike of horses
- g. Location for trails (where can they go?)

58. Conflicting land management - HIK

- a. Opposition of farm and forest interests
- b. Access to information on parcels for acquisition
- c. Access to land for trails refused
- d. Access closures break up trails
- e. Acquiring desirable land
- f. Lease/easement permit issues
- g. Harvest of wild edibles is threatened
- h. Commercial development (sprawl)
- i. Unavailable lands for trails
- j. Conflicting "road" use policies
- k. Easements costly, but acceptable
- l. Conflicting land rights

59. Poor maintenance - HIK

- a. No overall maintenance funding
- b. Limited acquisition of funds
- c. Non-support for user-dependent funding
- d. Funding needs undocumented
- e. Changing political priorities
- f. Funding sources not identified
- g. Perceived low economic impact of hiking

60. Competition for land use - BIK

- a. Disruption of highway rights-of-way by trail crossings
- b. City parking taking over former railroad rights of way
- c. Key parcels of trail alignments not for sale
- d. Adjoining landowners resistant to trails
- e. Conflicting uses of rights of ways

## **H. MEETING ENVIRONMENTAL CONCERNS**

### **61. Conservation downfalls - HRS**

- a. Loops may be viewed as environmentally disruptive
- b. Perceived disruption of wildlife areas
- c. Existing terrain is too narrow
- d. Concern by landowner of negative impact on property

### **62. Off-road motorcycle environmental impact - ORM**

- a. Competition for land use
- b. Grants-in-aid snowmobile trails are on farm lands and are used for livestock and grain; these may truly be incompatible
- c. "Greater public needs" attitude
- d. Land use zoning restrictions
- e. Few identified appropriate areas
- f. Natural resource/environmental concerns
- g. Environmental concerns regarding high degree of impact
- h. Trail abusers are seldom caught
- i. Noise
- j. Limited awareness and understanding
- k. People currently in control of land use don't understand or share ideas of what is appropriate use
- l. Don't locate the trail in my backyard
- m. Permission not there
- n. Liability on private and public land

### **63. Environmental impact - ATV**

- a. Trail maintenance knowledge needed
- b. Damage to environment: ATVs can inflict damage
- c. Scrambled eggs in agriculture zone: ditch riding during wildlife hatching season
- d. Hay production loss from dirt riding
- e. Standards for trail development aren't known
- f. Landowners not allowing ATV use because of agricultural concerns and liability
- g. Little knowledge of environmental costs to maintain an area

## **I. HIT - AND - MISS SAFETY EDUCATION**

### **64. No perceived need - ORM**

- a. No existing criteria for riding areas
- b. Source of machines for training purposes
- c. Small course sizes required
- d. Education - mandatory or not?
- e. How to be sure "citizenship" gets taught (environment, etc.) along with safety
- f. How to attract older riders to this?
- g. Who is certified to teach?
- h. Who is qualified to teach?

65. Hit-and-miss biker education - BIK

- a. Existing safety rules not enforced
- b. Safety information is not well distributed
- c. Giant increase in number of riders may lead to increase in injuries
- d. Ignorance of safety skills
- e. Bikers don't wear helmets
- f. Increasing of mixed use on paved trails may increase trail user conflicts

66. Safety tough to sell - ATV

- a. No system for cooperation
- b. Different trail needs for users
- c. Concerns regarding safety with other off-road vehicles
- d. Facilities for hands-on license testing
- e. Signs made specific to ATV
- f. Who will be responsible for doing training
- g. Legislative reluctance to deal with adult training

## **STRATEGIES**



PRIORITY STRATEGIES FOR 1990-1992

A. IMPLEMENT CONSISTENT ENFORCEMENT

1. Toward a New Licensing System - SNW
2. Maximize Safety - BIK
3. Identify and Implement Policies - HRS
4. Supportive System of Rules and Regulations - ATV
5. Regulation and Enforcement - ORM

B. ORGANIZE A UNIFIED TRAIL LOBBY

6. First stage: Organization - 4X4
7. Influential Empowered Organization - 4X4
8. Unified Voice - BIK
9. Positive Four-by-four Program - 4X4
10. Positive Political persuasion - ORM
11. Aggressive Pro-Bike Public Policy - HIK

C. INCREASE INDIVIDUAL AND VOLUNTEER LIABILITY PROTECTION

12. Reduced Exposure to Liability - SNW
13. Liability Legislation - ATV
14. Manage Liability - BIK

EFFECTIVE GOVERNMENT-SUPPORTED RECREATIONAL USER PARTNERSHIP

D. SECURE AND PROTECT EXPANDED FUNDING

15. Expanded and Diversified Funding - BIK
16. Secure Funding - HIK
17. Short-term Trail Funding - ATV
18. Mainstream Cross-country Skiing - XCS
19. Develop Alternative Funding Sources - HRS

E. IMPLEMENT ALL-USER TIMELY, USER-FRIENDLY TRAIL DEVELOPMENT

20. Expanded Opportunities - SNW
21. Trail Development and Management - SNW
22. Effective Hiking Trail Management - ATV
23. Maintain Existing and Develop New Alternative Trails and Facilities - ORM
24. Comprehensive Trail and Funding Plan - BIK
25. Effective User and DNR Management Structure - SNW
26. Expand & Maintain Trails - HIK

F. COORDINATE WIN-WIN MULTI-USE COOPERATION

27. Win-Win Cooperation - HIK
28. Broad Organized Support - HRS
29. Organize Public Support - HRS
30. Multi-use Relationships - XCS
31. Continued Snowmobiler Involvement and Accountability - BIK
32. Coordinated Planning and Implementation - ATV

RECREATION AND MULTI-USE TRAIL DEVELOPMENT AND RESOURCE MANAGEMENT STRATEGY

G. FORMALIZE AND EXPAND SERVICE-ORIENTED INFORMATION AND COMMUNICATION

33. Management Communication Structure - ORM
34. Efficient, Accurate Information Exchange - XCS
35. Increased Individual Investment - XCS
36. Cooperative Decision Making - HIK
37. Formulation of Information and Education Program - HRS
38. United Voice in Action - HRS
39. Partnership with DNR - 4X4
40. Rider Education and Info - ORM
41. Marketing with Tourism Collaboration - SNW

H. PROMOTE POSITIVE USER IMAGE

42. Toward an Improved Public Image - SNW
43. Educate and Influence Public and Users - SNW
44. Image Enhancement - ORM
45. Public Support for Biking - HIK
46. Image Enhancement - HRS
47. Positive Public Awareness - ATV
48. Promote Fun and Fitness - XCS
49. Positive Image - 4X4

I. SOLICIT AND UTILIZE VOLUNTEERS

50. Solicit and Utilize Volunteers - HIK
51. Recruit and Retain Volunteers - SNW

CREATE POSITIVE CITIZEN-SUPPORTED INFORMATION NETWORK



# TRAIL USER GROUP CONGRESS

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## *PRIORITY STRATEGIES FOR 1990 - 1992*

### **A. IMPLEMENT CONSISTENT ENFORCEMENT**

1. Toward a new licensing system - SNW
  - a. User/agency work group to eliminate licensing problems
  - b. Licensing registration policy review
  - c. Develop new system
2. Maximize safety - BIK
  - a. Enforcement education
  - b. Safety through education
  - c. Ongoing helmet campaign
  - d. Enforcement of trail campaign
  - e. Mandatory testing
  - f. Form coalitions
  - g. Statewide safety program
3. Identify and implement policies - HRS
  - a. Adopt and publish rules
  - b. Seek liability limits
  - c. Review and recommend policies
  - d. Task force to prioritize needs
  - e. Uniform enforcement capabilities
4. Supportive system of rules and regulations - ATV
  - a. Comprehensive operation and safety training included with licensing
  - b. Finish and distribute rules and regulations
  - c. Easily available condensed laws
  - d. Establish policy of DNR/Club cooperation on youth training
  - e. Mandatory ATV helmet law
5. Regulation and enforcement - ORM
  - a. Legislation - Who does enforcement?
  - b. Legislate off-road motorcycle registration
  - c. Define enforcement needs

## **B. ORGANIZE A UNIFIED TRAIL LOBBY**

6. First stage: Organization - 4X4
  - a. Don't give them a reason to say "no"
  - b. Create a user data base
  - c. Demonstrate support
  - d. Get educated
  - e. Learn the system
7. Influential empowered organization - 4X4
  - a. Form an umbrella organization
  - b. Coordinated user support
  - c. Establish priorities and issues
  - d. Better communication/teamwork
  - e. Coalition with other motorized users
  - f. Find people with needed expertise
  - g. Common projects and gatherings
8. Unified voice - BIK
  - a. Strengthen Minnesota Coalition of Bicyclists
  - b. All-inclusive statewide bicycle organization
  - c. Unified goals for bike community
  - d. Grass-roots support
  - e. Consistent, visible commitment within the bike community
9. Positive four-by-four program - 4X4
  - a. Work toward legislation to improve land issues for all users
  - b. User-fee structure
  - c. Simplify land sale/transfer process
  - d. Get views to legislature
  - e. Simplify and prioritize legislation
  - f. Formal legislative lobbying efforts
10. Positive political persuasion - ORM
  - a. Local political activity
  - b. Shared volunteer recruitment
  - c. Published, uniform sentencing/fines
  - d. "Soup Groups" trail committees in every town
  - e. Legislator as counselor
  - f. Legislative promotion
11. Aggressive pro-bike policy - HIK
  - a. Put teeth into 1976 bicycle law
  - b. Bicycle lobby
  - c. Community development (projects that include biking)
  - d. Eliminate subsidies to auto-only transportation solutions

## **C. INCREASE INDIVIDUAL AND VOLUNTEER LIABILITY PROTECTION**

12. Reduce exposure to liability - SNW
  - a. Insurance commissioner to solicit bids on liability insurance
  - b. Blanket insurance, group insurance policy
  - c. Document landowner liability history and status
13. Liability legislation - ATV
  - a. User responsibility (education and law)
  - b. Need a court test to define present liability coverage
  - c. Research other states' laws
  - d. Government liability protection
  - e. Volunteer liability legislation
14. Manage liability - BIK
  - a. Manage risks
  - b. Hikers waive liability
  - c. Develop recreational liability limitations law

## **D. SECURE/PROTECT DIVERSE EXPANDED FUNDING**

15. Expanded and diversified funding - BIK
  - a. Local funding initiatives
  - b. Statewide funding system
  - c. Funding sources improved and speedier
16. Secure funding - HIK
  - a. Document all costs
  - b. Secure foundation and government support
  - c. Dedicated funding source: user-based, pre-allocated monies
  - d. Survey recreational trails use
17. Short-term trail funding - HRS
  - a. DNR release ATV account funds
  - b. Experimental trails and areas
  - c. Keep cost down to start
  - d. Grants plan
  - e. State trail plan
  - f. Define use in multi-user areas
  - g. Fund enforcement program
18. Mainstream cross-country skiing - 4X4
  - a. Grass-roots introduction
  - b. Create cross-country lottery
  - c. Stakeholder awareness

- d. Link skiing trails to something bigger
- e. Leave people alone who don't want to ski
- f. Special events
- g. Statewide marketing plans

19. Develop alternative funding sources - XCS

- a. Comprehensive economic impact study
- b. Funding planning participation
- c. Convert self-service into public service
- d. Dedicated bridle tax
- e. Prepare funding plan
- f. Research possible methods
- g. Work politically with DNR

**E. IMPLEMENT ALL - USER - FRIENDLY, USER - TIMELY TRAIL DEVELOPMENT**

20. Expanded opportunities - SNW

- a. Create snow
- b. Lighted trails
- c. Study possibilities of snowmaking and lighted trails
- d. Encourage collegiate programs and participation
- e. Flex-time work schedules to allow for daylight skiing

21. Trail development and management - SNW

- a. Resource, research and planning
- b. Encourage "no intended fault" liability
- c. Establish responsibilities
- d. Involvement with DNR plan and policy making
- e. Determine maintenance needs
- f. Identify funding requirements

22. Effective hiking trail management - ATV

- a. Formation of trail information coordinator "clearinghouse"
- b. Clear regulations and trail signing
- c. Identify priority trails and maintain them well
- d. Manage land-use conflicts
- e. Personnel clearinghouse
- f. Plans for high-use maintenance
- g. Establish statewide trail data base

23. Maintain existing and develop new alternative trails - ORM

- a. Identify immediate action: define changes with little cost or effort
- b. New trail standards in state parks and wildlife management areas
- c. Identify range of acceptable designs
- d. Environmental impact statements

24. Comprehensive trail and funding plan - BIK
  - a. Selective railroad grade acquisition
  - b. Present a united front - all trail users
  - c. Continued interaction between DNR and user groups
  - d. Explore user compatibility
  - e. Trail funding plan
  - f. Trail standards development
  - g. Priority trails
  - h. Demonstrate economic impact
  - i. Validate course of action
25. Effective user/DNR management structure - SNW
  - a. DNR/ATV coordinator/liaison
  - b. Trail sign standards with regional/national coordination
  - c. Trail Board: experienced trail builders and maintenance people to avoid environmental damage
26. Expand and maintain trails - HIK
  - a. Black-and-white answers on liability questions
  - b. Well-designed bike facilities
  - c. Provide infrastructure, then promote
  - d. Prioritize right-of-way acquisitions
  - e. Accommodate diversity

## F. COORDINATE WIN - WIN MULTI - USE COOPERATION

27. Win-win cooperation - HIK
  - a. Define opposition objections
  - b. Involve everyone in planning stage - all clubs or organizations that are affected
  - c. Ethical approach
  - d. Seek joint solutions on environment
  - e. Show compatibility between trail user groups
28. Broad organized support - HRS
  - a. Snow information alliance with snowmobiles
  - b. Descriptive statewide annual club roster
  - c. Alliance
  - d. United Ski-Tourers of Minnesota
  - e. Study others' success
  - f. Policy to encourage clubs as third partner
  - g. Create umbrella organization
29. Organize public support - HRS
  - a. Organize
  - b. Promote, publicize, educate public
  - c. Clearly identify needs of hikers
  - d. Join with other trail users
  - e. Ongoing consumer involvement

30. Multi-use relationships - XCS

- a. Communication with other users
- b. User cooperation
- c. Mediation of trail goals
- d. Combined efforts and funds from user groups
- e. Equitable user-fee system, all users
- f. Equitable user/operator's licensing system
- g. Funds used by user's group who paid the funds

31. Continued snowmobiler involvement and accountability - BIK

- a. Focus on process rather than on personalities
- b. Update task force members
- c. Open review of trail report
- d. Governor and commissioner of DNR committed to task force
- e. Member commitment
- f. Follow-up meetings

32. Coordinated planning and implementation - ATV

- a. Expand and empower state board
- b. Conduct a study of bicycling
- c. Coordinated government implementation
- d. Develop rights-of-way plan
- e. Centralized state planning
- f. Statewide communications network

**G. FORMALIZE AND EXPAND SERVICE - ORIENTED INFORMATION AND COMMUNICATION**

33. Management communication structure - ORM

- a. Better organization amongst clubs
- b. Develop liaison with DOT and DNR
- c. Off-road motorcycle council to keep focus
- d. Information clearinghouse for off-road motorcycle users
- e. Trail coordinator
- f. Coordinated inventory proposal by off-road motorcycle clubs

34. Efficient, accurate information exchange - XCS

- a. Clubs as information network
- b. Customer-oriented information service systems
- c. Information system for trail operations
- d. Expand state snow report network
- e. Ski tourers advisory group to trail providers
- f. Involve user in agency meetings and strategy information

35. Increased individual investment - XCS

- a. Adopt-a-trail Program
- b. Clubs as third partner - public, private and voluntary
- c. Volunteer incentives for trails

36. Cooperative decision making - HIK
  - a. Forums for planning and advice
  - b. Shorter-term plan; retain institutional flexibility
  - c. Information sharing among planners
  - d. Develop policy for less than acquisition procedure
  - e. Impartial leadership among planners
  - f. Landowners relations program
37. Formulation of information and education program - HRS
  - a. Alleviate landowner liability concerns
  - b. Peer pressure conduct
  - c. Educate our users
  - d. Publicize activities
  - e. Information and education flow between state and users
  - f. Information clearinghouse - perhaps Minnesota Horse Council
  - g. Provide statistics and information to DNR
38. United voice in action - HRS
  - a. Communication between agencies and user
  - b. Communication with other user groups
  - c. Cultivate local officials
  - d. Early identification of opportunities
39. Partnership with DNR - 4X4
  - a. Get involved with planning
  - b. Establish DNR contacts
  - c. Work with DNR toward traditional user status
  - d. DNR trails coordination
  - e. Streamlined action process within DNR for faster funding
40. Rider education and information - ORM
  - a. Education automatic with new sales and dealers
  - b. "How to be a good citizen" education
  - c. Develop user participation program
  - d. Implement special education curriculum
  - e. Increase user awareness
41. Marketing with tourism collaboration - SNW
  - a. Develop joint marketing plan
  - b. Regular user/agency planning
  - c. Help Tourism get funding

## H. PROMOTE POSITIVE USER IMAGE

42. Toward an improved public image - SNW
  - a. Eventful media cultivation
  - b. Public image improvement campaign
  - c. Visualize benefits to all interested parties

43. Educate and influence public and user - SNW

- a. Centralize communication center
- b. Road show forums
- c. Collaborate on informing public and user
- d. Educate and coordinate all market segments
- e. Educate those who benefit from snowmobiling
- f. Do statewide economic impact study

44. Image enhancement - ORM

- a. Survey prejudice
- b. Public relations campaign directed at non-users
- c. Make public aware of our need
- d. Public relations action plan

45. Public support for biking - BIK

- a. Corporate promotions
- b. Education and promotion
- c. Introductory bike events
- d. Talk up right-of-way values
- e. Market trail benefits and responsibilities
- f. Inclusive bike conference
- g. Media promotion
- h. Promotion of biking

46. Image enhancement - HRS

- a. Publicity and outreach
- b. Sponsor more interbreed events
- c. Provide support for leadership
- d. Show good horsemanship

47. Positive public awareness - ATV

- a. Public education and promotion campaign
- b. Enforcement education campaign
- c. "Make safety fashionable" campaign
- d. Positive information to landowners

48. Promote fun and fitness - XCS

- a. Youth education
- b. Statewide physical fitness program for adults
- c. Encourage substitute or related activities
- d. Adult beginning and advanced lessons at parks

49. Positive image - 4X4

- a. Public awareness plan
- b. Education and certification course
- c. Dealer training of new owners
- d. Public awareness campaign

- e. Information/user communication system
- f. Organized dealer network
- g. Continue sending positive information to media
- h. Increase creativity service projects
- i. Promote locally based trail initiatives

## I. SOLICIT AND UTILIZE VOLUNTEERS

### 50. Solicit and utilize volunteers - HIK

- a. Coordinated volunteer efforts
- b. Establish a pool of volunteer engineers and planners
- c. Well organized volunteer maintenance help
- d. A cooperative as opposed to strict volunteerism
- e. Broad-based recruiting in media
- f. Research good voluntary organization
- g. Identify trail worker rewards
- h. Fund state trail volunteer coordinator

### 51. Recruit and retain volunteers - SNW

- a. Volunteer recognition program initiated
- b. Volunteer education
- c. Grass-roots involvement
- d. Create a positive volunteer image



## **MEETING CALENDAR**

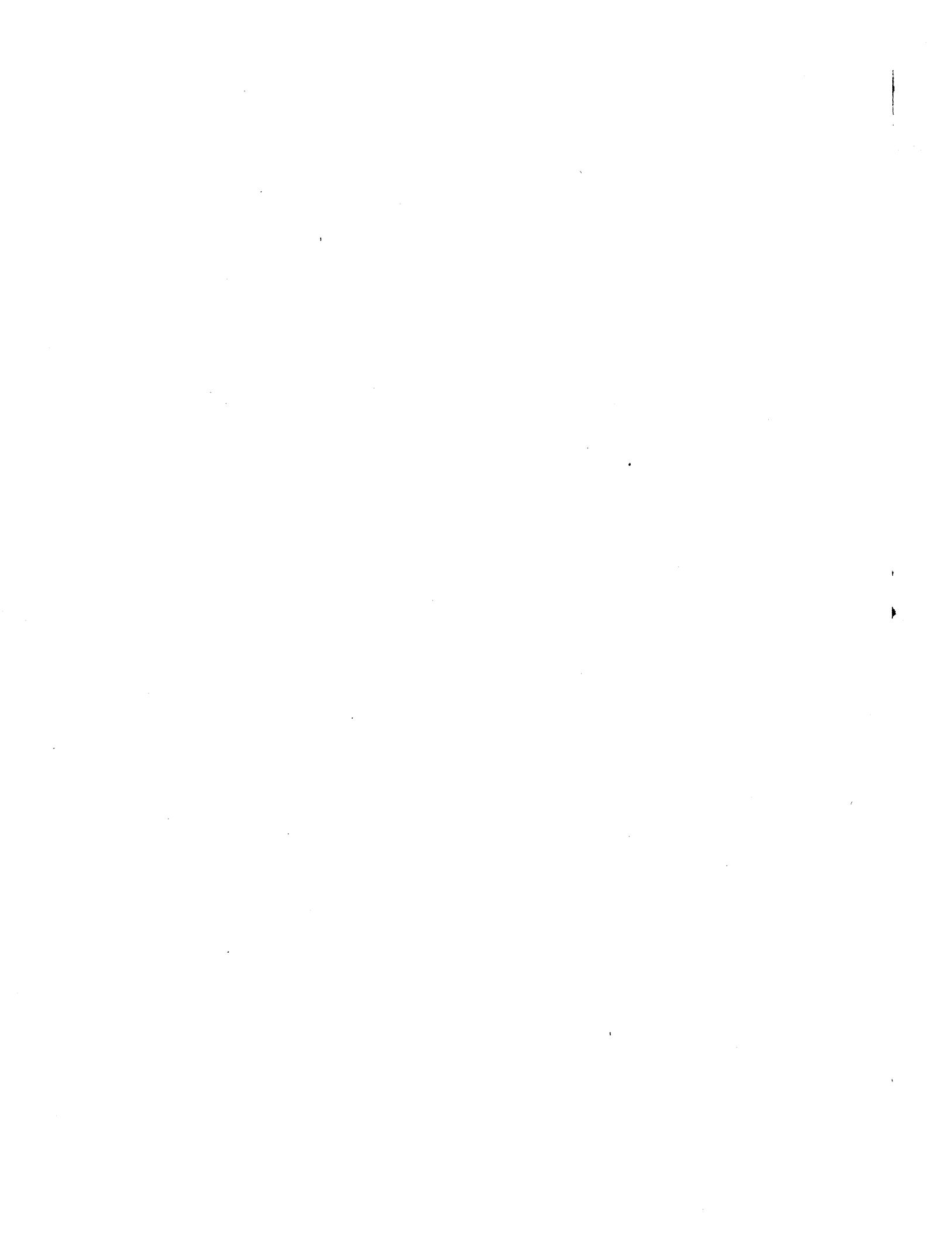


## Trail Planning Process

## TRAIL USER GROUP MEETING CALENDAR

September 27 and 28, 1990

	URGENT - NEXT SIX MONTHS	SOON - ONE TO TWO YEARS	LATER - MORE THAN TWO YEARS
Communication and Cooperation	<p>Set date for this group to meet again</p> <p>1991 legislative plan</p> <p>Establish user group partnership</p> <p>User group review involvement monitoring DNR Trail Plan</p>	<p>Cross-user-group communication plan (regional and statewide)</p> <p>Learning and planning trail-use cooperation</p>	
Multi-use Coexistence	<p>Complete rules and regulations</p> <p>Organization and communication</p> <p>Mapping baseline trail information</p> <p>Public relations/relationship building</p> <p>Baseline user and compatibility data</p> <p>Legislative approach</p>	<p>Ongoing marketing study</p> <p>Secure funding</p> <p>Signage</p> <p>Updated inventory</p>	<p>Polished publications (maps, etiquette)</p> <p>Economic impact study</p>
Development and maintenance Resources	<p>Positive publicity through club newsletters</p> <p>"Constituencies' contributions" task force</p> <p>Reports to legislators</p> <p>Two meetings</p> <p>Draft and adopt mission statements with detail and address doubts</p>	<p>Get to land managers and work to reopen trails</p> <p>Inventory of resources (human, financial, etc.)</p> <p>Emerging group strategy</p> <p>Fund raising for trail development</p> <p>Recognize and continue existing/past positive cooperation between groups/agencies</p>	<p>Adopt-a-trail</p> <p>Identify and begin work on specific joint projects</p>



# TRAIL USER GROUP CONGRESS

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## *MEETING CALENDAR BACKUP LIST*

**Key Terms:** **PSU** = Problem Solving Unit

**T/F** = Task Force

**TUG** = Trail User Group

**ITUG** = Individual Trail User Group

## **URGENT - NEXT SIX MONTHS**

### **I. Communication and Cooperation**

1. Set date for this group to meet again - PSU
  - a. Set up organizational meeting soon
  - b. Agree to meet again to keep talking
  - c. Schedule a meeting of this group soon!
  - d. Inform trail user groups' members of happenings - ITUGs
  - e. Develop group identity and organization
2. 1991 Legislative Plan - T/F
  - a. Identify immediate concerns vis-a-vis spring legislative session
  - b. Each group identify urgent issues of their sport
  - c. Two to five representatives to the legislative session and others, e.g., LCMR
  - d. Inform representatives and get backing for this group
  - e. Support DNR trails administrative funding - T/F
3. Establish user group partnership - PSU
  - a. Develop guidelines for agreeing and disagreeing (group norms)
  - b. Socialize together often
  - c. Appoint representative to the "pizza coalition"
  - d. Use legislative network as model
4. User group review involvement monitoring DNR Trail Plan - T/F
  - a. Follow status of DNR trail plan and funding decisions; someone keep tabs
  - b. Schedule uses to be part of next steps in Trail Plan

## **II. Multi-use Coexistence**

1. Complete rules and regulations - DNR
2. Organization and communication - individual groups/coalition
3. Mapping baseline trail information - individual groups, DNR and coalition
  - a. Identify organizations to review trail inventory
  - b. Review existing trail inventory - T/F
  - c. Combined trail map available to TUGs - P
4. Public relations/relationship building - coalition and DNR
  - a. Sell to future - DNR and P
5. Baseline user and compatibility data - PSU, individual groups and coalition
  - a. Compilation of trail user group desires and needs - TUGs
  - b. Comparison of needs for trails - PSG
  - c. Determine where compatible and where not
  - d. Expected behaviors expressed - ITUGs
6. Legislative approach - coalition
  - a. Support DNR trails administrative funding

## **III. Development and maintenance resources**

1. Positive publicity through club newsletters and public service announcements - ITUGs
  - a. Consent of user group and organization of user groups
  - b. User individual attitude education
    - be up front
    - get excited about it
  - c. Cooperative effort for mailing list - use volunteers for time
2. "Constituencies' contributions" task force established
  - a. Share eight groups' expectations
3. Reports to legislature
  - a. Everybody report back (on this) to your group's legislators
4. Two meetings
  - a. Multi-user core - four meetings a year in a central location
  - b. Coordination initiation through DNR

5. Draft and adopt mission statements with detail and address doubts - T/F
  - a. Getting user group buy-in - user cores

## **SOON: ONE TO TWO YEARS**

### **I. Communication and Cooperation**

1. Cross-user-group communication plan (regional and statewide) - T/F
  - a. Sell idea of recreation as economic development
  - b. Activity description (what the sport is about and what is involved)
  - c. Public service announcement, both individual and collective (video/other)
  - d. Regional information/two-way feedback
  - e. Area/regional user group meeting information on what happens in area
  - f. Central information center referrals
  - g. Have different area detail description (map) - what's good, where and why
  - h. Market the recommendations
2. Learning and planning trail-use cooperation (research and plan) - core
  - a. Identify models of multi-use that are acceptable to all
  - b. Establish timetables for individual user group/cross-user group maintenance workshops
  - c. Understanding each others' sport, i.e., what does each group need in a trail?
  - d. Identify trails for potential added uses - P
  - e. Trail user group review of design standards - P
  - f. Obtain support of plan implementors - DNR and P

### **II. Multi-use Coexistence**

1. Ongoing marketing study - DNR and coalition
  - a. Complete market segmentation studies for trail user groups - DNR and P
2. Secure funding - individual groups, T/F, DNR and coalition
  - a. Recreation trail acquisition in environmental trust fund - DNR and P
  - b. Legislative authority to provide programs - P
  - c. Fund multi-trail comprehensive inventory - P
3. Signage - DNR groups
  - a. Sign existing trails for trail user groups allowed - DNR
  - b. Nemadji multi-use signing permission - DNR and ARMCA

4. Updated inventory - DNR/coalition
  - a. Ongoing updating of inventory - DNR

### **III. Development and Maintenance Resources**

1. Get to land managers and work to reopen trails - PSG
2. Inventory of resources (human, financial, etc.) - T/F
3. Emerging group strategy - PSG
  - a. Identify trails for potential added uses - P
  - b. Trail user group review of design standards
4. Fund raising for trail development - multi-use core
  - a. Funds obtained to implement
  - b. Develop user pay strategy - T/F
5. Recognize and continue existing/past positive cooperation between groups/agencies - multi-use core
  - a. Use local clubs for help to organize ourselves - T/F and local cores
  - b. Political action training - PSG

## **LATER - MORE THAN TWO YEARS**

### **I. Communication and Cooperation**

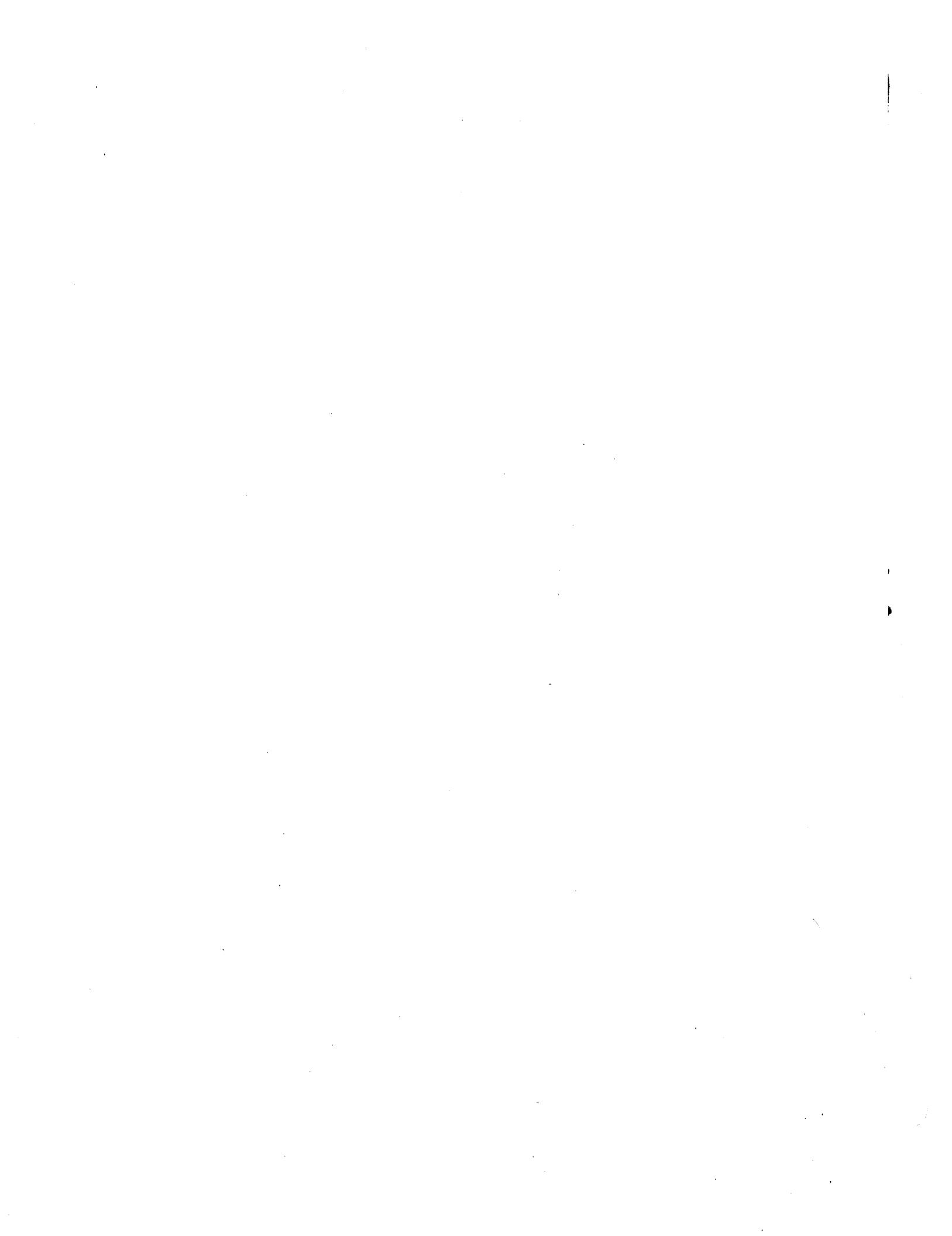
### **II. Multi-use Coexistence**

1. Polished publications (maps, etiquette) - DNR and coalition
  - a. "Where to ride guide"
  - b. Finished map for public use and information - DNR
  - c. Handbook of etiquette for trail users - P and DNR
2. Economic impact study - DTED?

### **III. Development and Maintenance Resources**

1. Adopt-a-trail (within an area) - local core
2. Identify and begin work on specific joint projects - local cores

## **PARTNERSHIPS**



# TRAIL USER GROUP CONGRESS

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

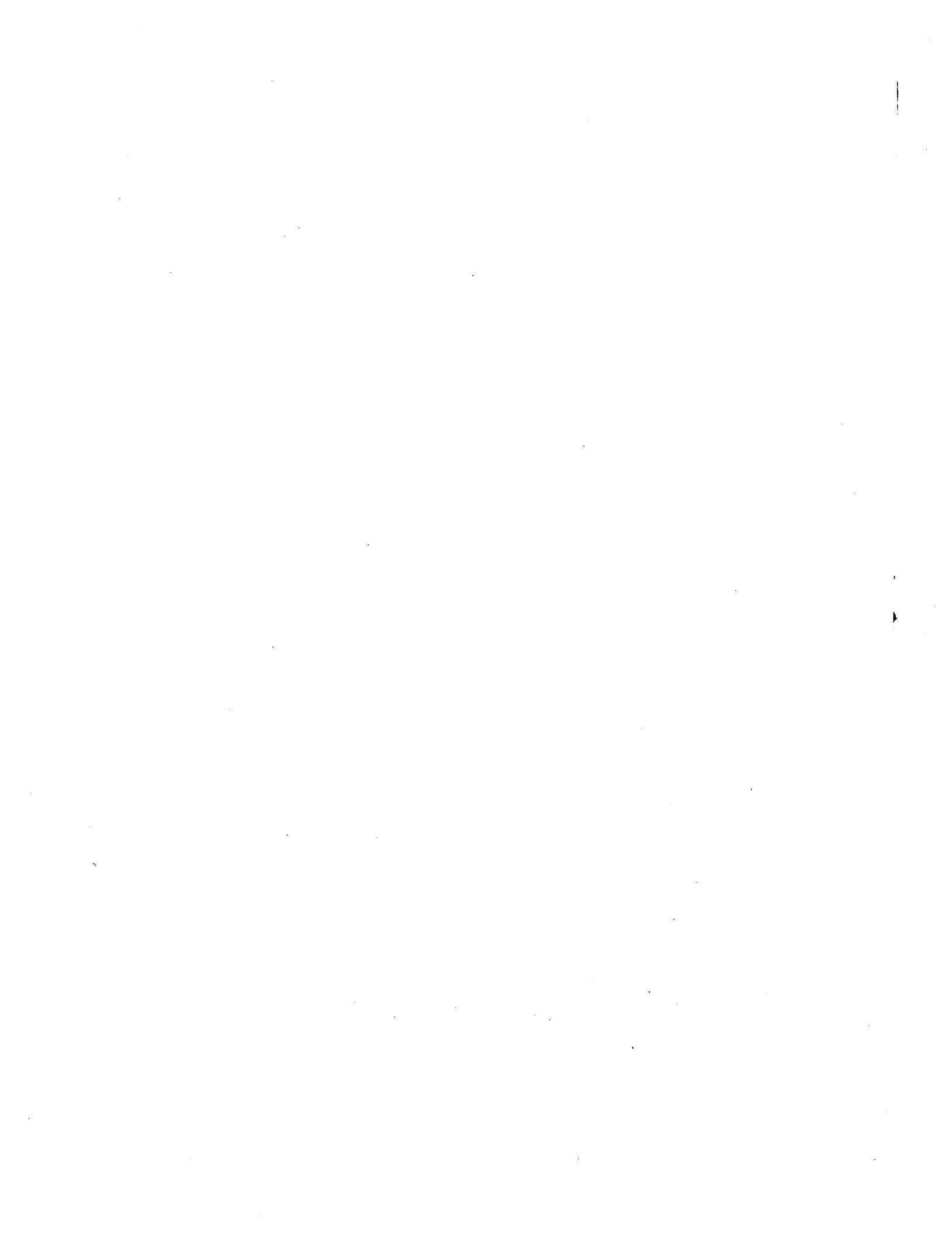
September 27 and 28, 1990

## KEY CHARACTERISTICS OF GOOD PARTNERSHIPS

1. Open-mindedness
2. Ability to disagree without taking it personally
3. It is important to say how you feel and get out the opinions in order to hash things out and deal with them in the open
4. Need to have common goals
5. Developing friendship within the group helps
6. Each partner needs to have an important role
7. There needs to be trust; we need to say what we are going to do and not go back on our word
8. Accept and work to build bridges between diverse expectations and commitments
9. Keep talking and communicating
10. Although busy people usually are most reliable and able, it is good to avoid too much work falling on a few people

## THE SIX COMMANDMENTS FOR PARTNERSHIPS

1. Don't go around with a chip on your shoulder
2. There are three kinds of people: those who make things happen, those who watch things happen and those that wonder what happened. Be the ones who make things happen, but don't knock those who, for whatever reasons, have chosen for the time being to be in the other groups.
3. Respect each other's recreational use choices
4. Hear both sides of a story before making a judgment
5. To be successful, get it started by taking the first step; need to stand before you walk, walk before you run and run before you drive
6. Set goals that are realistic



## **ACTION STATEMENTS**



# TRAIL USER GROUP CONGRESS

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

September 27 and 28, 1990

## *ACTION STATEMENTS*

### **ASSURING COMMUNICATION AND COOPERATION**

What are the most effective approaches for assuring communication and cooperation on trail development and maintenance between DNR and various trail users?

In the area of assuring communication and cooperation on trail maintenance and development between trail user groups and DNR, the intent is to form a partnership of Minnesota trail user groups in order to establish a mutually agreed upon direction assuring effective private and voluntary sector participation in trail planning, development and management.

Our anticipated victories are to have user-group recommendations adopted by DNR in the 1991 Trail Plan which will list user-group referrals in an appendix and generate a coalition of user groups that presents a unified voice and meets with governmental bodies on a timely and ongoing basis.

### **ASSURING RESOURCES FOR TRAILS**

How can all users meaningfully contribute to the maintenance of existing trails and the development of new trails?

What are the ingredients of successful long-distance trails and how do railroad corridors factor into those?

In the area of resources for the maintenance and development of trails, the intent is to improve trail maintenance and expand trail networks through cooperation.

Our anticipated victories are to have two meetings in the next six months and to make the legislators aware of our multi-use group and its concepts and our support of dedicated funds for trails.

### **ASSURING EFFECTIVE MUTUAL COEXISTENCE STRATEGIES**

What are the most effective mutual coexistence strategies for multiple-use trails?

In the area of multiple-use trails, the intent is to develop a multi-use strategy to create trail programs based on the characteristics of the users involved. These trails must maintain the integrity of the original developer while being practical, safe and adequately signed. Multiple use will work only with the cooperation of the various users.

Our anticipated victories for the next six months are that existing trails have been reviewed to create a beginning inventory as a base point, and that, as individual groups, we have defined our wants and needs (specifications for widths, grades, terrain) as well as what is needed from the trail "system" (user groups, trails and management groups), and, finally, we have defined what is valued/desired from the trail experience.

**Liability issues critical to the user groups:**

Protected funding

Mechanism for dispute resolution

## **SUMMARY DISCUSSION**



# TRAIL USER GROUP CONGRESS

A Component of the  
Minnesota Department of Natural Resources  
Trail - planning Process

September 27 and 28, 1990

## *SUMMARY DISCUSSION*

### **RECOMMENDATIONS TO USER GROUPS FROM USER GROUPS**

1. Realize we control our own destiny; we must share lands and funds available and find ways to cooperate
2. User pay concept: we must pay our fair share
3. Within groups, get our own groups to support
4. Unify user groups
5. We have to work with other groups and compromise
6. We have to have a good attitude
7. We must support and pass ORM registration bill
8. Exchange workable ideas

### **RECOMMENDATIONS ACROSS USER GROUPS**

1. Compatible system
2. Don't cry wolf when others want to develop - be supportive of other groups
3. Statewide user organization - formally with officers
4. See if DNR would like to get involved in statewide user organization
5. PSAs promoting compatibilities and this group
6. See other user groups be more conservation and environmentally minded
7. Everyone has their own ideas on maintenance of trails
8. Organization of 8 groups to iron out differences - cross reference
9. Open communication between groups
10. Advisory group for trail development - technical

11. Join together on economic importance of recreation/quality of life
12. Get in public eye and stay there
13. Develop a strategy for what to do when new user groups come
14. As an organized group go for state user group insurance policy
15. Promote the concept of using use group organizations as a source of information, expertise, volunteers, and political support

#### **RECOMMENDATIONS TO DNR**

1. Investigate cooperation with Tourism
2. Work within DNR instead of internal fights
3. Continue state forest multi-use unless there are specific reasons not to
4. Multiple use expanded to trails within state parks
5. Multi-use within state parks as a goal
6. Increased DNR enforcement
7. Coalition of agencies to deal with trails
8. Facilitate, educate, then regulate
9. Cooperation with the federal government on land
10. Host things like this on an extremely regular basis
11. Restructure to be more service and user oriented
12. Encourage and support formation of a statewide organization
13. Define recreation policy
14. Make it easy to access DNR
15. Have an internal facilitator

## **OVERALL REFLECTION ON THE TWO DAYS**

**What was accomplished during these two days?**

1. We were successful in understanding the other groups
2. We have opened doors for the future
3. We have a lot of the same problems to overcome
4. We have the same overall goals
5. We demonstrated a need for a group to exist

**What implications arise from these two days?**

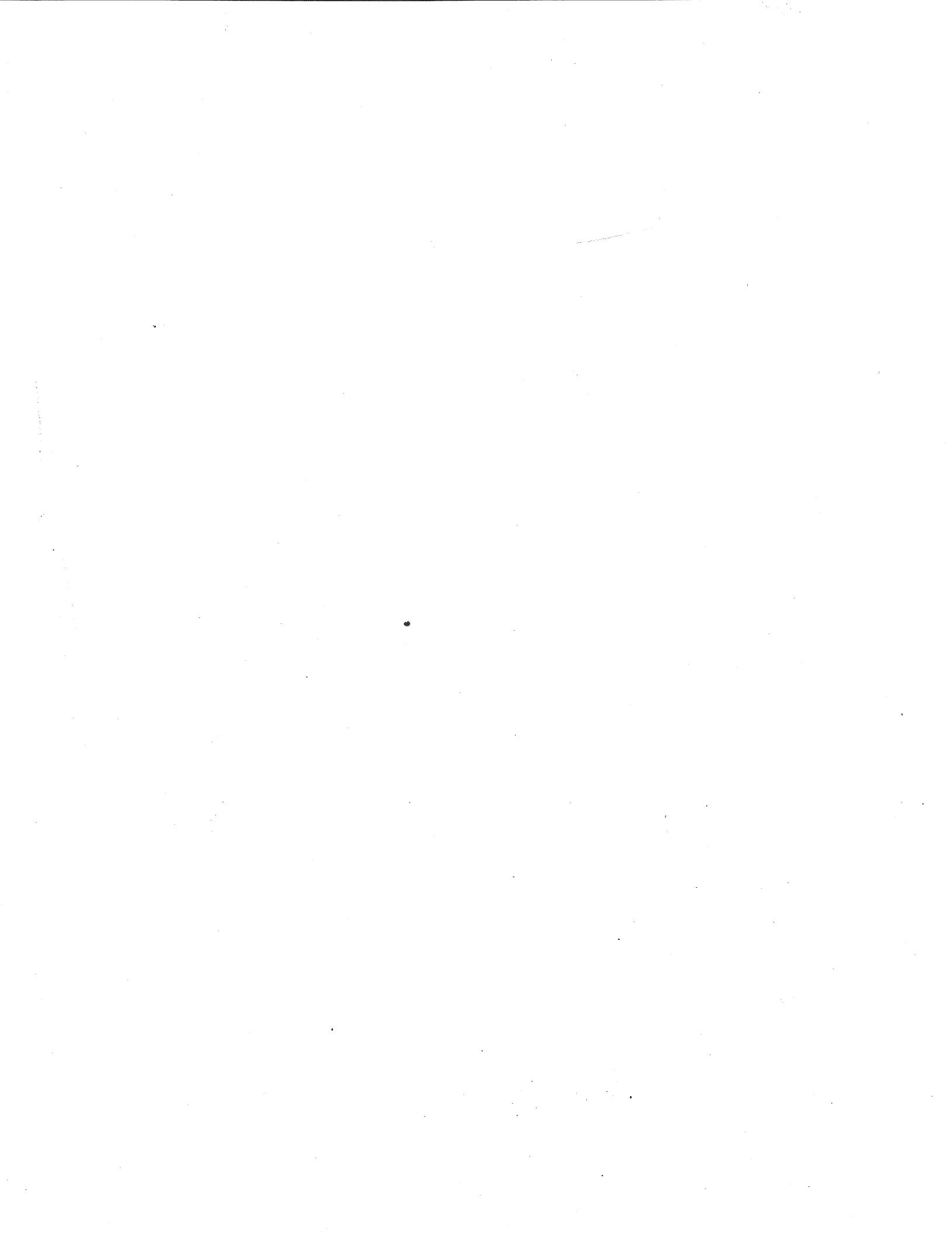
1. We are potent
2. We have hope
3. We have been listened to
4. It can benefit the DNR to support the group
5. We need to inform the general public
6. We all have broadened our horizons

**What will we have to give up?**

1. We can't blame the other sports
2. Some of our existing freedom
3. Time - there are at least two meetings to come
4. We might lose the environmentalists







**APPENDIX O:**  
**INTER-AGENCY RAIL TRAIL  
STRAGEGY DOCUMENT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.



# **DEPARTMENT OF NATURAL RESOURCES**

**Trail Planning Process**

**November 15 and 16, 1990**

## **PRESERVING CORRIDORS FOR FUTURE PUBLIC OPTIONS**

**FACILITATED BY:**

**DEPARTMENT OF ADMINISTRATION  
MANAGEMENT ANALYSIS DIVISION**

Sue Laxdal, Consultant  
Judy Plante, Consultant  
Mirja Hanson, Consultant



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

### November 15 and 16, 1990

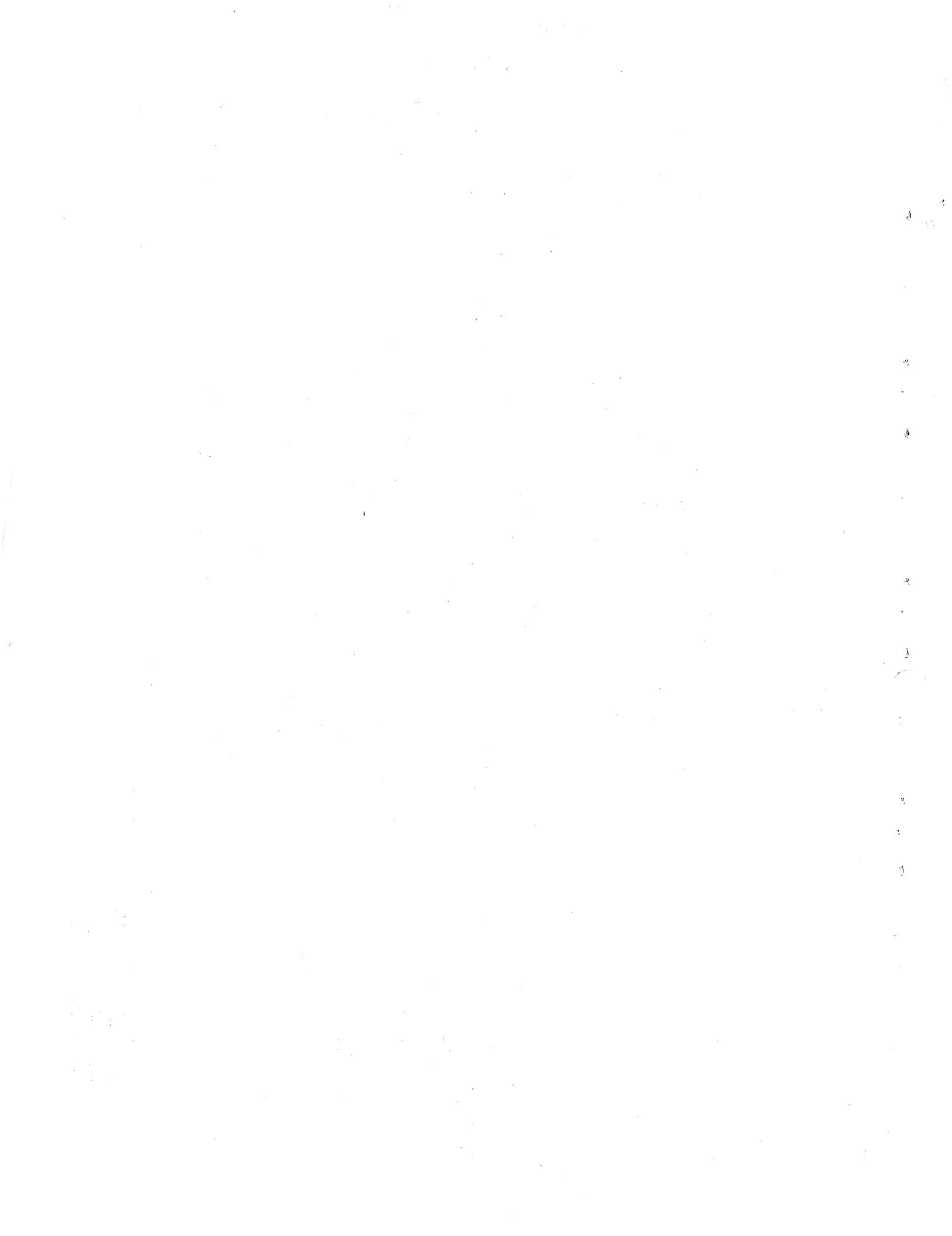
#### *BACKGROUND*

The Trails and Waterways Unit of the Department of Natural Resources was asked by the 1989 Legislature to prepare a staggered trail plan. Part of this effort has included a broad-based discussion of railroad abandonment and of future utilization of these as well as other corridors. Toward this end, the Trails and Waterways Unit has been conducting an inventory of corridors that are former rail beds or are trails shared with utilities.

One part of the corridor utilization study was to cooperate with other agencies in considering ways of preserving corridors and to develop some level of consensus on new initiatives needed to support such an effort. In November 1990, a two-day multi-agency think tank was held for the purpose of addressing the question, "What strategies will encourage the preservation of corridors for future public options?"

Participants included the University of Minnesota, the Metropolitan Council, the Department of Transportation, the Department of Trade and Economic Development, the State Planning Agency and other units of federal and local government, such as Chippewa National Forest, the City of Minneapolis, the Regional Transit Board, Minnesota Association of Regional Development Organizations and the Iron Range Regional Resources and Rehabilitation Board. The meeting was facilitated by the Management Analysis Division of the Department of Administration.

During the session, the group discussed its long-term vision, identified the major barriers to preserving corridors, stated new initiatives for the next two years and identified priorities and made implementation recommendations for the next six months.



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## **SUMMARY**



# **SUMMARY**

## **THE VISION**

Participants identified three major areas of vision central to preservation of corridors:

- I. Developing an accepted plan identifying which lines to preserve, why and how;**
- II. Gaining the authority and resources to proceed;**
- III. Devising mechanisms for developing and maintaining corridor operations.**

Each of these areas has several long-term objectives, all viewed as important. Several are seen as the foundations to the success of all ten. These are starred below.

### **I. Developing an accepted plan for what lines to preserve**

- \* Development of cooperative working relationships with all the stakeholders, including agriculture, recreation, forestry, railroads, and non-motorized transportation interests.
- \* Establishment of priorities, a decision-making process, best-use criteria for corridors and resolution of liability issues.
- Development of the multiple-use concept through defining multiple-use strategies and shared-use policies, identifying regional railroad preservation consensus, and considering all aspects of potential multiple use.
- Coordination and cooperation with other states on acquisition and development of corridors.
- Creation of broad public/private participation through input processes and conflict resolution mechanisms.
- Establishment of a broadly recognized and supported plan through a comprehensive corridor study, a statewide plan for corridors, cooperative agreements and a legislative policy on corridors.

### **II. Gaining the authority and resources to proceed**

- \* Creation of a new and reliable fund and other funding mechanisms -- some local -- that will enable the acquisition of railroad corridors in a timely manner.
- \* Legislative empowerment through legislation authorizing condemnation authority, mandated appropriate joint use and the formation of a policy commission.

### **III. Development and maintenance of corridors**

- \* Establishment of the mechanism and processes that will allow effective, expedient acquisition of all available corridors including a cross-agency group that can facilitate resources and generate public support.
- \* Formulation of a Corridor Operational Management Plan that can provide a coordinated approach to maintenance of corridors, liability decisions, railroad communication and cooperation and priority setting on maintenance and amenities.

## **MAJOR BARRIERS TO PRESERVATION GOALS**

Discussions regarding the major difficulties in moving toward the identified objectives described thirteen complex barriers to successfully preserving corridors.

### **A. FOCUSED ADVOCACY MISSION**

Currently, responsibility for advocacy efforts on behalf of preserving corridors is fragmented and largely uncoordinated, with overlapping authorities and no mechanism for resolving the unclear roles of various stakeholders.

### **B. PRESERVATION IS BACK-BURNER ISSUE**

Preserving corridors is seen as a back-burner issue for most stakeholders, such as the railroads that are abandoning them and the citizens who do not understand the urgency in light of potential competing uses and the needs for the resource protection.

### **C. PREDOMINANT SELF-INTEREST**

The task of preserving corridors is viewed narrowly by many citizens, who see the preservation of corridors for future public options as limiting individual rights and freedoms, and by public officials, who see single uses for corridors or view corridor preservation as a locally unpopular issue with farmers and communities.

### **D. RELUCTANCE TO TRY MULTIPLE-USE**

Cross-agency efforts aimed at preservation for multiple-use applications have many potential conflicts, and few policies and goals for cross-agency and multiple use. There is reluctance to test preservation due to liability concerns and the fear that interim uses could establish a precedent difficult to override.

## **E. LOW LEGISLATIVE PRIORITY**

Preserving corridors is seen as a low legislative priority and the issue of preservation lacks strong leadership from agencies. Potential uses of corridors are often for a long term, thus calling for legislation such as condemnation authority.

## **F. NO SECURE SOURCE OF FUNDS**

There is no ready or reliable source of funding that will provide a basis for acquiring corridors as they become available on a short- or long-term basis.

## **G. NO CONSENSUS ON LOCAL BENEFIT**

There is no public consensus that corridor preservation benefits local communities and citizens. Benefits are hard to demonstrate because many are long term and may take years to develop.

## **H. LIMITED ABILITY FOR TIMELY RESPONSE**

Two major factors limiting timely acquisition are the lack of time and resources for developing public consensus, and piecemeal abandonment requiring relatively quick response for acquisition.

## **I. INCONSISTENT POLITICAL PHILOSOPHY**

National and state political philosophies on outdoor recreation are inconsistent, frustrating attempts to build long-term programs that are consistent and reliable.

## **J. NO WAYS TO ESTABLISH BEST USE**

Currently there are no trustworthy mechanisms for bringing competing and often adversarial stakeholders together to resolve problems and make decisions.

## **K. GEOGRAPHICAL DISPARITY AND DIVERSITY**

Differences in metropolitan and Greater Minnesota land availability and disparate needs of the regions make it difficult to establish priorities and best-use scenarios.

## **L. CONFLICTING AGENCY RESPONSIBILITY**

Agency priorities, purposes and policies are viewed as competing and conflicting, limiting communication and creating mistrust.

## **M. UNCLEAR FEDERAL ROLE**

The congressional delegation is not well informed on the importance of the corridor issue and how it can support state efforts in preserving them.

## **TWO-YEAR STRATEGIES TOWARD PRESERVING CORRIDORS**

Eight two-year strategies have been identified and proposed as necessary and important to meet the goal of preserving corridors for future public options.

**There are three major directions suggested:**

- I. Creating a focused effort across interests and agencies;**
- II. Identifying and expanding the resources needed to preserve corridors;**
- III. Developing the mechanisms for collaboration across agency lines.**

### **I. Creating a focused effort includes two strategies:**

- Gain Stakeholder Support  
Identify, communicate and collaborate where possible with all stakeholders toward a more unified effort.
- Define Roles and Concepts  
Create an interagency plan with roles and concepts such as defining highest and best use.

### **II. Identifying and expanding essential resources includes three strategies:**

- Expand Current Functions  
Empower current mechanisms for preserving corridors such as the rail-bank program, and develop an advocacy strategy for working with the legislature and the Interstate Commerce Commission.
- Establish Funding Sources  
Diversify funding strategies, establish interim acquisition funding mechanisms and provide the essential economic data on the acquisition issues to the legislature.
- Clarify Issues  
Acquire trustworthy data and information for use with the public and the legislature. Cost/benefit, the need for quick response for acquisitions and liability issues are all examples needing objective analysis and documentation.

### III.

### **Developing collaboration mechanisms includes three strategies:**

- **Problem-Solving Mechanisms**

Create systems and mechanisms that acknowledge the complex multi-agency responsibilities that must be facilitated and coordinated in order to preserve corridors as part of a statewide, long-term land management and problem-solving strategy.

- **Quick Response Structure**

Establish acquisition priorities and communicate them to all stakeholders based on a long-term/short-term plan to have the capacity to respond in a timely fashion to acquisition opportunities.

- **Multiple-use Management**

Multiple use of corridors requires careful management that includes definitions of “appropriate” multiple use, managed demonstration or experimental sites, and a strategic link between multiple use as part of a statewide system.



## **VISION ELEMENTS**



VISION										Department of Natural Resources November 15 and 16, 1990	
II. AUTHORITY AND RESOURCES TO PROCEED		I. ACCEPTED PLAN FOR WHAT LINES TO PRESERVE AND WHY AND HOW; BLUEPRINT FOR ACTION PLANNING							III. DEVELOPED, MAINTAINED CORRIDOR OPERATIONS		
EMPOWERING LEGISLATIVE AUTHORITY *A.	RELIABLE FUNDING SOURCE *B.	RECOGNIZED CORRIDOR MISSION *C.	BROAD PUBLIC-PRIVATE PARTICIPATION *D.	BRIDGE-BUILDING BETWEEN DIFFER-ING INTERESTS & ATTITUDES *E.	ESTABLISHED PRIORITY, DECISION PROCESS *F.	MULTIPLE-USE CONCEPT DEVELOPMENT *G.	INTERSTATE AND FEDERAL COORDINATION *H.	EFFECTIVE, EXPEDIENT ACQUISITION METHOD *I.	CORRIDOR OPERATIONAL MANAGEMENT PLAN *J.		
Mandated Joint Use 1.	Rail Bank Land Management Fund 5.	Comprehensive Corridor Use Study 9.	Conflict Resolution Forum 14.	Recognized Agriculture Interests 18.	Priority for Corridors	Multi-use Strategy Defined	Interstate Acquisition Coordination	Quick Access Funds Authorized 33.	Cooperative Railroad Participation 37.		
				Recognized Recreation Interests 19.							
Necessary Legislation in Place 2.	All Rights of Way Purchased 6.	Corridors Matched to Plan 10.	Public/private Cooperation 15.	Forestry Management Interests 24.	State Policies Established	Statewide Multi-use Policies 28.	Cross-agency "Hit Squad"	Appropriate Amenities for Use 34.	38.		
Legislative Policy Commission 3.	Local Funding Sources 7.	Statewide Comprehensive Corridor Plan 11.	Public Input Process 20.	Best Use Criteria Identified 25.	Inclusive Multi-use Consideration	Multi-state Coordination of Efforts	Increased Public Support 35.	Coordinated Operation and Management Plan 39.			
State Condemnation Authority on Abandoned RR Grades 4.	Acquisition Funds Not Tied to Uses 8.	Cooperative Agreements With State Departments 12.	Protect Public Interest 17.	Recognition of Nonmotorized Modes as Transportation 22.	Liability Issues Resolved	Regional Preservation Consensus	Acquire All Abandoned Grades 36.	Liability Issues Considered 40.			



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

November 15 and 16, 1990

### *VISION ELEMENTS*

#### **A. EMPOWERING LEGISLATIVE AUTHORITY**

1. Mandated joint use
2. Necessary legislation in place
3. Legislative policy commission needed
4. State condemnation authority needed on abandoned railroad grades

#### **B. RELIABLE FUNDING SOURCE**

5. Rail bank land management fund
  - a. Controlling the "attractive nuisance" problem
6. All rights of way purchased
  - a. For public use if not needed for railroad
7. Local funding sources needed
8. Acquisition funds not tied to uses
  - a. Acquisition funds for corridors not tied to future uses of corridors

#### **C. RECOGNIZED CORRIDOR MISSION**

9. Comprehensive corridor use study
  - a. Determine demand, implications
  - b. Conduct a study to determine demand for facility/use of corridors, feasibility, costs, etc.
  - c. Corridor impact analysis
  - d. Statewide economic corridor study
  - e. Importance of state trail system - capabilities of all levels of government
  - f. Conduct economic impact on existing protected corridors
  - g. Develop a centralized accessible data bank for all outdoor - recreation facilities
  - h. Linear corridors in state plan
  - i. Comprehensive trail plan (statewide, lines on a map)

10. Corridors matched to plan
  - a. Revitalize utility of existing grades
  - b. Additions to LRT system
  - c. Match corridors to demand (plan)
  - d. Regional corridor additions/revisions
  - e. Identify transportation corridors
  - f. Specific corridors identified primarily for transportation
11. Statewide comprehensive corridor plan
  - a. Develop state plan, policy
  - b. System plan for linear corridors that has state, regional and local components
  - c. Common vision in state for corridor usage
  - d. Organize method for doing state plan/policy
12. Cooperative agreements with state departments
  - a. Cooperative agreements among state departments
  - b. Promote touring opportunities
  - c. Linking relationship between DOT rail-bank and DNR
  - d. Enhanced development and promotion of touring and extended trips
  - e. Common vision for usage statewide
  - f. Recreational/agricultural interests reconciliation
13. Legislative corridor policy
  - a. Multi-government state system
  - b. Deal with fundamental questions related to abandonment (part A)
  - c. Protect environment concerns (native grasses, prairies, etc.)
  - d. Forestry management needs considered

#### **D. BROAD PUBLIC - PRIVATE PARTICIPATION IN DECISIONS**

14. Conflict resolution forum
  - a. Adjacent landowners at peace; strong base of public support; acceptance of others of shared purposes
  - b. Multiple-use conflicts
15. Public - private cooperation
  - a. Cooperation in developing, using and maintaining
  - b. Cooperation between public and private
  - c. Define public and private roles
16. Public input process
  - a. Broader statewide constituency to help define public good beyond single issues
  - b. Public involvement in usage of abandoned right of way
  - c. Allow for public input in process
  - d. Increased public awareness of impacts

17. Protect public interest
  - a. Take action to protect the public's interest in corridors and associated abandoned lands, especially from other development (private) interests
  - b. Protect the public's interest

#### **E. BRIDGE - BUILDING BETWEEN DIFFERING INTERESTS AND ATTITUDES**

18. Recognized agriculture interests
  - a. Recognize that economic development includes agriculture
  - b. Recognition of agricultural interests
19. Recognized recreational interests
  - a. Recreational uses are part of transportation
  - b. Interest sensitivity in recreational/resource value
20. Forestry management interests acknowledged
  - a. Forestry management consideration needs
21. Cooperation from railroads
  - a. Cooperation and communication from railroads
  - b. Interest sensitivity by abandoning authority
22. Recognition of nonmotorized modes as transportation
  - a. Recognition of nonmotorized modes as transportation

#### **F. ESTABLISHED PRIORITY, DECISION PROCESS**

23. Priority for corridors
  - a. Prioritization of corridor usage
  - b. Priority to acquire rights of way
  - c. Corridor evaluation procedure
  - d. Rely on demographic statistical data
  - e. "Hit squad" has criteria to evaluate future uses of corridors
  - f. Establish priority for corridors
  - g. Rationale for acquisition of rights of way
  - h. Evaluation process for all potential corridors that may be abandoned
24. State policies established
  - a. State policy to acquire abandoned rights of way
  - b. Interim use policy
  - c. State policy for interim use of railroad rights-of-way
  - d. Lead agency clarification between various public agencies

25. Best use criteria identified
  - a. Recognize agricultural interests
  - b. How much is needed for "what" and "where"
  - c. Future uses criteria
  - d. Highest and best use determined in an analytical, nonpartisan way
  - e. Which reuses are really feasible?
26. Liability issues resolved
  - a. Liability issues
  - b. Identify opportunities and constraints

#### **G. MULTIPLE - USE CONCEPT DEVELOPMENT**

27. Multi-use strategy defined
  - a. Joint LRT use important in metro area
  - b. Multipurpose use
  - c. Multiple-use rights of way
  - d. Sharing of resource
  - e. Multi-use fiber optics/trails/natural habitat
28. Statewide multi-use policies
  - a. Corridors be multi-use: compatible with recreational use
  - b. Statewide shared-use policy
  - c. Variety of purposes
  - d. Conservation corridors
29. Inclusive multi-use consideration
  - a. Agriculture is economic development; acknowledge farmers' rights
  - b. Forestry management needs considered
  - c. Recreational/agricultural interests considered
  - d. Conservation corridor - protecting linearity in/for many diversions - expand to endangered
  - e. Inventory, identification and preservation of native prairie
  - f. Inventory native prairie
30. Regional preservation consensus
  - a. Develop consensus between regional policymakers on the need for corridor preservation
  - b. Regional railroad preservation consensus

#### **H. INTERSTATE AND FEDERAL COORDINATION**

31. Interstate acquisition coordination
32. Multi-state coordination of efforts
  - a. Build plan with considerations of neighboring states

## **I. EFFECTIVE, EXPEDIENT ACQUISITION METHOD**

33. Quick access funds authorized
  - a. Short window of opportunity - seek funds for present needs
  - b. Legislature would recognize brief window of opportunity; correct things in funding/authority
  - c. Funding and administrative support needed to support the acquisition process
34. Cross-agency "hit squad"
  - a. Corridor acquisition unit
  - b. "Hit squad"
  - c. Agency awareness process
  - d. Team of agency representatives and other key people all set up to mobilize and make recommendations as soon as necessary
35. Increased public support
  - a. Better public awareness
  - b. Public more aware opportunity is escaping
36. Acquire all abandoned grades
  - a. Abandoned rights of way automatically public
  - b. All newly abandoned rights of way become public-owned

## **J. CORRIDOR OPERATIONAL MANAGEMENT PLAN**

37. Cooperative railroad participation
  - a. Railroad companies communicate openly
  - b. Cooperative railroads
  - c. Participants in corridor development
38. Appropriate amenities for use
  - a. Amenities along corridor to reflect a number of user needs
  - b. Development of amenities
39. Coordinated operation and management plan
  - a. Prioritization of corridor usage (using demo, statistical data)
  - b. Volunteer development, installation and maintenance of developed corridors
  - c. Establish priority (ies) for corridor maintenance
  - d. Coordinated maintenance of corridors (as opposed to competitive or uncoordinated)
40. Liability issues considered
  - a. Liability issues clarified and/or resolved



## **OBSTACLES**



Strategic Planning Preserving Corridors			OBSTACLES			Department of Natural Resources November 15 and 16, 1990	
FOCUSED ADVOCACY MISSING	BACK-BURNER ISSUE	PREDOMINANT SELF-INTEREST	RELUCTANCE TO TRY MULTI-USE	LOW LEGISLATIVE PRIORITY	NO SECURE SOURCE OF FUNDS		
A.	B.	C.	D.	E.	F.		
Overlapping agency authority	Railroads unwilling to cooperate	Not in my back yard (NIMBY!)	Inherent conflicts in multi-use	No evident leadership	State financial problems		
Lack of willingness to implement	Apathy	Lost opportunity to preserve corridor	Conflicting purposes	Disposal to jurisdiction differences	Conflicting funding demands		
Jurisdiction	Lack desire to establish process	No statewide land-use policy	Goals undefined	No legislative priorities	Lack of funding		
No provision or synergy	Unlimited oil supply	Historical biases	Conflicting multi-use policies	Low legislative priority	Objection to dedicated funds		
Operation/maintenance responsibilities not assigned	Communication always inadequate	Not in my term of office (NIMTO!)	Liability	Our legislative act not together	Reluctance to alternative money sources		
No forum for interstate coordination	No need for corridors	Too much preoccupation with self-interest	Managing expectations	Legislative resistance to condemnation	Federal funds in short supply		
Nobody charged with participation process	Private-sector nonparticipation	Single-interest politics	Interim use hard to undo	Short-term legislative horizon			
No empowered leader	This issue not seen as important	Perception of individual freedom					
Public perception legal authority are "heavies"	Public awareness promotes opposition						
No precedent for process							
No coordinated demand for leadership							
Undefined process/no responsibility							
Legal authority - who?							



Strategic Planning Preserving Corridors							Department of Natural Resources November 15 and 16, 1990			
NO CONSENSUS ON LOCAL BENEFIT		LIMITED ABILITY FOR TIMELY RESPONSE		INCONSISTENT POLITICAL PHILOSOPHY		NO WAYS TO ESTABLISH HIGHEST AND BEST		GEOGRAPHICAL DISPARITY AND DIVERSITY	CONFICTING AGENCY RESPONSIBILITY	UNCLEAR FEDERAL ROLE
G.	H.	I.	J.	K.	L.	M.				
Lack public support		Lack of time, data, resources		Hold on Americans out-of-doors		Area vs. system interests, including international		Regional and area differences	Conflicting agency priorities	Poor relationship with D.C. interest groups
No public consensus		Limited time and money for public participation		Unexplored relations with new governor		Uncoordinated competing users		Seven county/ outstate land availability	Agencies differ on purpose/ vision	Uninformed congressional delegation
Local government opposition		No communicable vision		Emphasis on recreation changeable		Competing buyers		Geographic differences	Fighting between state agencies	
Benefits hard to demonstrate		Short timeframe for abandonment		Change in management		Stakeholders are adversaries		Urban/rural/ regional differences		
Private property "taking issues"		Piecemeal abandonment		Political considerations						



**DEPARTMENT OF NATURAL RESOURCES**  
**Preserving Corridors**  
**November 15 and 16, 1990**

*OBSTACLES*

**A. FOCUSED ADVOCACY MISSING**

1. Overlapping agency authority
2. Lack of willingness to implement
  - a. Lots of ideas, but no one to do it
3. Jurisdiction
4. No provision or synergy - funding for combined weight
5. Operation and maintenance responsibilities not assigned
6. No forum for interstate coordination
  - a. Conflicting interstate purposes
7. Nobody charged with participation process
8. No empowered leader
  - a. Nobody wants to take the lead
9. Public perception that legal authority are the "heavies"
10. No precedent for process
11. No coordinated demand for leadership
12. Undefined process and no responsibility for defining
  - a. No clearinghouse for decision making between agencies
13. Legal authority - who?

**B. BACK - BURNER ISSUE**

1. Railroads unwilling to cooperate

2. Apathy
  - a. Silent supporters - vocal opposition
  - b. Need for corridors not seen as urgent
3. Lack desire to establish process
4. Unlimited oil supply
5. Communication always inadequate
  - a. Inadequate communication network
6. No need for corridors
  - a. Lack of recognition of need; apathy (61-90%)
7. Private-sector nonparticipation
  - a. Private sector may take advantage of process
8. This issue not seen as important
9. Public awareness promotes opposition

#### **C. PREDOMINANT SELF - INTEREST**

1. Not in my back yard (NIMBY!)
  - a. Neighborhoods
2. Lost opportunity to preserve corridor
  - a. Ongoing loss of corridors while we plan
3. No statewide land-use policy
4. Historical biases
5. Not in my term of office (NIMTO!)
6. Too much preoccupation with self-interest
  - a. Maintaining status quo (some stakeholders)
7. Single-interest politics
  - a. Lobbying of special-interest groups
  - b. Single-interest voters
  - c. Elected officials respond to vocal opposition
8. Perception of individual freedom

**D. RELUCTANCE TO TRY MULTI - USE**

1. Inherent conflicts in multi-use
2. Conflicting purposes
  - a. Conflicting regulation policies regarding multiple-use
3. Goals undefined
4. Conflicting multi-use policies
5. Liability
6. Managing expectations
7. Interim use hard to undo

**E. LOW LEGISLATIVE PRIORITY**

1. No evident leadership
2. Disposal to jurisdiction differences
3. No legislative priorities
  - a. Legislature hasn't agreed on priorities
4. Low legislative priority
  - a. Need to convince legislature of importance
5. Our legislative act not together
6. Legislative resistance to condemnation
  - a. Difficulty of disposing land (to other jurisdictions)
7. Short-term legislative horizon
  - a. Need for coordinated user power base

**F. NO SECURE SOURCE OF FUNDS**

1. State financial problems
  - a. New legislature and budget year
2. Conflicting funding demands
3. Lack of funding

4. Objection to dedicated funds
5. Reluctance to alternative money sources
6. Federal funds in short supply

**G. NO CONSENSUS ON LOCAL BENEFIT**

1. Lack public support; key support missing
2. No public consensus
3. Local government opposition
4. Benefits hard to demonstrate
5. Private property "taking issues"

**H. LIMITED ABILITY FOR TIMELY RESPONSE**

1. Lack of time, data and resources
2. Limited time and money for public participation
3. No communicable vision
4. Short timeframe for abandonment
5. Piecemeal abandonment

**I. INCONSISTENT POLITICAL PHILOSOPHY**

1. Perceived White House hold on Report from Commission on Americans Outdoors
2. Unexplored relations with new governor
3. Emphasis on recreation changeable
4. Change in management
  - a. New governor - unclear of positions
5. Political considerations
  - a. Political/turf control, city, county, agency, etc./role

**J. NO WAYS TO ESTABLISH HIGHEST AND BEST**

1. Area vs. system interests, including international

2. Uncoordinated competing users
3. Competing buyers
4. Stakeholders are adversaries

**K. GEOGRAPHICAL DISPARITY AND DIVERSITY**

1. Regional and area differences
2. Seven-county and outstate land availability
3. Geographical differences
  - a. Unequal distributed interest; depends on geography
4. Urban, rural and regional differences

**L. CONFLICTING AGENCY RESPONSIBILITY**

1. Conflicting agency priorities
  - a. Bureaucratic policies between agencies prevent working together
2. Agencies differ on purpose and vision
3. Fighting between state agencies - turf
  - a. Communication flow between levels of government

**M. UNCLEAR FEDERAL ROLE**

1. Poor relationship with Washington, D.C., interest groups
2. Uninformed congressional delegation



## **TWO - YEAR STRATEGIES**



Strategic Planning  
Preserving Corridors

Department of Natural Resources  
November 15 and 16, 1990

TWO-YEAR STRATEGIES				COLLABORATION MECHANISMS III.				
ESSENTIAL RESOURCES II.		FOCUSED EFFORT I.			COLLABORATION MECHANISMS III.			MULTIPLE- USE MANAGEMENT H.
EXPAND CURRENT FUNCTIONS A.	ESTABLISH FUNDING SOURCES B.	ISSUE CLARIFICATION C.	GAIN STAKEHOLDER SUPPORT D.	CLEARLY DEFINE ROLES E.	PROBLEM-SOLVING MECHANISM F.	QUICK RESPONSE STRUCTURE G.		
Expand Rail Bank	Diversify Funding Alternatives	Communicate Cost Benefits and Urgency	Identify and Include Stakeholders	Highest Benefit and Best Use	Statewide Scope and Strategy	Establish Kwik Response Team	Define and Manage Multi-use 1.	1.
		1.	1.	1.	1.	1.		
Expand Rail Bank Mission	Interim Acquisition Funding	Resolve Liability Issues	Unify Legislative Communication	Legislative Role Authorization	Cast Rights of Way as Problem Solvers	Establish Action Priorities and Plan	Multi-use Experiment 2.	2.
		2.	2.	2.	2.	2.		
Advocacy Strategy	Educate the Legislature	Think Tanks	Address Concerns and Differences	Clarify Interagency Plan and Roles	Create Conflict Resolution Forum	Stakeholder Lobbying Coalition	Promote Interdependent Statewide System 3.	3.
		3.	3.	3.	3.	3.		
		White Paper Studies	Promote Grass-roots Partnership	Clarify Federal Role	Establish Acquisition Procedure			
		4.	4.	4.	4.	4.		

CENTRAL FOCUS



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

November 15 and 16, 1990

### *TWO - YEAR STRATEGIES*

#### **A. EXPAND CURRENT FUNCTIONS**

1. Expand rail bank
2. Expand rail bank mission
3. Advocacy strategy
  - a. Lobby legislature
  - b. Expand ICC role to include recreation

#### **B. ESTABLISH FUNDING SOURCES**

1. Diversify funding alternatives
  - a. Funding and incentives
  - b. Identify funding sources
  - c. Coalition of funding sources
  - d. Expand duration of funding
2. Interim acquisition funding
  - a. Immediate intervention
  - b. Initiate process
  - c. Emergency foundation
3. Educate the legislature
  - a. Cost effectiveness
  - b. Window of opportunity
  - c. Economic study on cost of loss
  - d. Support group aid

#### **C. ISSUE CLARIFICATION**

1. Communicate costs benefits and urgency
  - a. Information strategy on the cost of reconstructing lost corridors
  - b. Interagency issues paper to legislature this session; outline reasons for quick action

2. Resolve liability issues
  - a. Manage financial and other liabilities
3. Think tanks
  - a. Assign to think tanks
  - b. U of M
    - o Center for Urban and Regional Affairs
    - o Ag Extension
    - o Center for Transportation Studies
    - o Institute of Technology
    - o Independent consultant
  - c. Bring findings together in a conference
  - d. Gather stakeholder input and information
4. White paper studies

#### **D. GAIN STAKEHOLDER SUPPORT**

1. Identify and include stakeholders
  - a. Search for more allies
  - b. Identify self-interest groups
2. Unify legislative communication
  - a. Lobby legislature, legislative commission
  - b. Communicate with federal legislators
3. Address concerns and differences
  - a. De-mything uses of corridors
  - b. Recognize regional differences in plan
  - c. Address self-interest concerns
4. Promote grass-roots partnership

#### **E. CLEARLY DEFINE ROLES**

1. Highest benefit and best use
  - a. Use legislative commission to find way to establish highest and best use
  - b. Establish legislative corridor commission
2. Legislative role authorization
  - a. Develop legislation
3. Clarify interagency plan and roles
  - a. Pass legislation
  - b. Interagency agreement to develop statewide plan
  - c. Reduce number of agencies

4. Clarify federal role
  - a. Clear understanding of federal jurisdiction

**F. PROBLEM - SOLVING MECHANISM**

1. Statewide scope and strategy
  - a. Demonstrate statewide mission
2. Cast rights of way as problem solvers
3. Create conflict resolution forum
4. Establish acquisition procedure
  - a. Get legislative authority and revolving fund and improved purchase method

**G. QUICK RESPONSE STRUCTURE**

1. Establish kwik response team
2. Establish action priorities and plan
  - a. Develop immediate agency work plan priorities
  - b. Establish action plan; quick response utilizing a decision tree blueprint and a state corridor plan
3. Stakeholder lobbying coalition
  - a. Identify key lobbying interests; build coalition of stakeholders for lobbying - utilities, pipelines, railroad, agri-business, trail groups and rail authorities

**H. MULTIPLE - USE MANAGEMENT**

1. Define and manage multi-use
2. Multi-use experiment
  - a. Establish multiple-use programs
3. Promote interdependent statewide system



## **THE EIGHT IMPLEMENTATION BRIEFS**



JAN FEB MAR APR MAY JUN JUL AUG SEP OCT

39

1. CONTACT FEDS  
(DNR/DOT)
2. DISTRIB. IMPACT  
STUDY (DNR/DOT/MET)
3. ISSUE PAPER TO  
LEGISLATURE
4. GET DIRECTION AND  
MONEY FROM  
LEGISLATURE
5. STAKEHOLDER I.D.  
(DNR/DOT)
6. ESTABLISH LEG.  
DIALOGUE  
(DNR/DOT)
7. CORRIDOR IMPACT  
STUDY/WHITE PAPER  
BEGINS (U OF M  
TRANSPORTATION  
CENTER)
8. ACTION PLAN (task  
force)
9. DRAFT ISSUE PAPER  
APPROVED (DNR/DOT)
10. BEGIN LONG-TERM  
INTERAGENCY  
AGREEMENT (DNR,  
DOT, MET, RTB, SPA)
11. SOLICIT  
NON-GOVERNMENT  
STAKEHOLDER BUY-IN  
(DNR/DOT)



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

### November 15 and 16, 1990

#### *THE EIGHT IMPLEMENTATION BRIEFS*

**WHAT:** **Prepare for legislature by:**

1. Identifying government stakeholder agencies (by 1/91) - DNR and Mn/DOT to initiate
2. Achieving agency buy-in into concept of preparing legislative issue paper (send letter of invitation)
3. Drafting paper and receiving agency approval (4/1/91)
4. Soliciting nongovernment stakeholder (lobbyists) buy-in (7/1/91)
5. Bringing paper before **joint** natural resource/transportation committee interim hearing (9/1/91)
6. Getting direction and money (4/92)

**WHO:** Linear corridor interagency task force (present)

**INTENT:** To develop paper to be used to educate the legislature and other nongovernmental stakeholders

**BENEFIT:** Increased funding

**WHAT:** **Clear understanding of federal jurisdiction**

**WHO:** DNR Trails and Waterways unit assistance from rails to trails conservancy in providing a seminar on rail abandonment process

**INTENT:** To educate identified stakeholders

**BENEFIT:** **All stakeholders would have clear understanding of the federal role and process**

**WHAT:** Contact U.S. Forest Service, National Park Service, Fish and Wildlife Service and other federal agencies for input

**WHO:** DNR will facilitate

**WHEN:** By 7/1/91

**INTENT AND BENEFIT:** Same

**WHAT:** **Commission white paper**

**WHO:** Mn/DOT, DNR and Met Council

**WHEN:** 2/1/91 (to initiate)

**WHERE:** Center for Transportation Studies

**HOW:** To be accomplished on the academic level (e.g., urban affairs, ag, landscape architecture, geography, natural resources, economics)

**INTENT:** To produce paper which addresses such issues as:

Economic value of existing corridors (including reconsolidation cost), historical perspective, agency roles (local, state, federal), and a policy statement (supported by a vision and mission statement)

**BENEFIT:** **Dispassionate, disinterested analysis of a complex topic.**  
**Provides initiatives for actions (A.K.A. egg-breakers, paradigm shifters)**

**WHAT:** **Distribution of white paper**

**WHO:** Mn/DOT, DNR, Met Council

**WHERE:** Interagency task force attendees - all present for this session

**WHEN:** 8/91

**INTENT:** To ratify approval to proceed, recommend implementation to Mn/DOT, DNR, Met Council, and others

**BENEFIT:** An action plan

**WHAT:** Establish an Action Plan

**WHO:** Today's group (interagency)

**WHERE:** DNR/Mn/DOT

**WHEN:** First quarter of 1991: 2/1

**INTENT:**

- o To recognize statewide geographic diversity/disparity
- o To enter into interagency agreement (memo)
- o To formalize the coordination between agencies (rules and responsibilities)
- o To set up mechanism for quick response for right-of-way preservation
- o To clarify/agree on issues, objectives and strategies (actions)

**BENEFITS:**

- o Framework for interagency agreement
- o Clear, united voice for rights of way (to legislature)
- o Highlighting of the issues
- o Allow interim action to preserve

**WHAT:** Long-term interagency agreement (for lobbying, studies, legislature, preservation)

**WHO:** DNR, Mn/DOT, Met Council, RTB and SPA

**WHERE:** DNR/Mn/DOT

**WHEN:** Second quarter of 1991: 5/1

**INTENT:** To begin the agreement process

- o Formalized coordination of roles of agencies
- o Facilitate development of statewide policy, plans and programs for linear corridors

**BENEFITS:**

- o Raised level of awareness of the issue of corridors
- o Improved cooperation, coordination and communication
- o Improved response time

**WHAT:** Forum for this legislature: continued dialogue

**WHO:** Agencies, those present here

**WHERE:** (Lead) DNR/Mn/DOT

**WHEN:** 1/15

**INTENT:**

- o To convey urgency
- o To establish lines of communication
- o To build consensus
- o To prepare agencies for session

## **TIMELINE**



Strategic Planning  
Preserving Corridors

TIMELINE

Department of Natural Resources  
November 15 and 16, 1990

URGENT (6 months)	SOON (7 to 18 months)	LATER (more than 18 months)
<p>1. Advocacy strategy (lobbyist)</p> <p>2. Interagency issues paper to legislature this session</p> <p>3. Identify key lobbying interests</p> <p>4. Lobby legislature (legislative commission)</p> <p>5. Interagency agreement to develop statewide plan</p> <p>6. Clear understanding of federal jurisdiction</p> <p>7. Interim funding source</p> <p>8. Initiate white paper; would deal with active corridors, history, problem definition</p> <p>9. Study of economic value of existing corridors</p> <p>10. Demonstrate statewide mission</p> <p>11. Assign to think tanks</p> <p>12. Define agency role</p> <p>13. Recognize regional differences in plan</p> <p>14. Expand continuing dialogue</p> <p>15. Establish action plan</p>	<p>1. Develop immediate agency work plan priorities</p> <p>2. Cast rights of way as problem solvers</p> <p>3. Create forum/method to deal with conflicts</p> <p>4. Establish acquisition procedure</p> <p>5. Protection study for market links</p> <p>6. De-mystifying use issues</p> <p>7. Pass legislation</p> <p>8. Gather stakeholder input and information</p> <p>9. Establish kwik response team</p> <p>10. Promote interdependent statewide system</p> <p>11. Promote grass-roots partnerships</p> <p>12. Establish legislative corridor commission</p> <p>13. Use legislative commission</p> <p>14. Coalition of money sources</p> <p>15. Expand duration of funding</p> <p>16. Enlarge railbank's mission</p> <p>17. Identify self-interest groups</p> <p>18. Address self-interest concerns</p> <p>19. Identify funding sources</p> <p>20. Lobby legislature</p>	<p>1. Search for more allies</p> <p>2. Communicate with federal legislators</p> <p>3. Expand rail bank</p> <p>4. Expand ICC role to include recreation</p> <p>5. Reduce number of agencies</p> <p>6. Consolidate organizational functions</p> <p>7. Information strategy of reconstructing</p> <p>8. Experimental project</p> <p>9. Establish multiple-use programs</p> <p>10. Define and manage multi-use</p> <p>11. Funding and incentives</p> <p>12. Manage financial and other liability issues</p> <p>13. Lobby legislature</p>



## **CLOSING CONVERSATION**



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

November 15 and 16, 1990

### *CLOSING CONVERSATION*

#### **WHAT HAS BEEN ACCOMPLISHED**

1. Put recreation, transportation next to each other
2. Began to sort out roles and responsibilities for linear corridors
3. Representation that says we should be working together
4. There is an implied sense of value of corridors
5. There is a sense of need to act or lose opportunities
6. We can have hope for the future
7. We began to flesh out a working network

#### **WHAT WORK HAS YET TO BE DONE**

1. We need to create an action plan
2. We need to develop consensus or agreement on goals and issues (many issues)
3. Pursue working relationships with new governor
4. There is continued uncertainty regarding landowners
5. Including agriculture in the discussion next time
6. Didn't have a county delegate - need to include one next time

#### **WHAT THE IMPLICATIONS OF THIS MEETING ARE**

1. We are moving toward a feasible plan
2. We have initiated a dialogue on the future that's important
3. We now have some additional missionaries
4. A change in priorities
5. There is more work to do

## **BENEFITS OF HAVING THIS MEETING**

1. There is increased interest
2. There is a possibility of truly working in teamwork mode
3. We may be more able to preserve options for the future
4. We have taken the first step in defining process
5. The possibility of dramatically lessened cost of future linear projects has been established
6. We have done some issue debating and discussing in private instead of legislature; learning to tackle and anticipate issues
7. We may attract the positive interest of the new governor regarding interagency cooperation

## **WHAT MUST BE GIVEN UP IN ORDER TO MOVE AHEAD**

1. Some independence
2. Lead agency staff time and key people
3. The power to produce for a particular stakeholder
4. The scapegoat is gone; no more scapegoating

## **CONCERNS**

1. Want a list of participants
2. New faces need to be at the next meeting
3. We must now communicate with supervisors about what has occurred

## **PARTICIPANTS LIST**



# DEPARTMENT OF NATURAL RESOURCES

## Preserving Corridors

November 15 and 16, 1990

### *PARTICIPANTS LIST*

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**APPENDIX P**



**APPENDIX P:**  
**TRAILS AND WATERWAYS UNIT PLANNING**  
**SESSION REPORT**

Technical report prepared by MN-DNR, Trails and Waterways as part of the development of the report entitled: "Minnesota's State Trails: Improvements for the Future" (1991). For copies of the primary document or other appendices please contact MN-DNR, Trails and Waterways, 500 Lafayette Road, St. Paul, MN 55155-4052. Or call (612) 297-1151, Toll Free 1-800-766-6000. Telecommunications Device for the Deaf 1-800-657-3929 or (612) 296-5484 in the Metro Area.

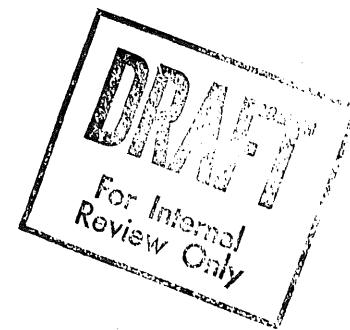
Funding for this project approved by the Minnesota Legislature (M.L. 1989, Chap. 335, Art. 1, Section 29, Subd. 3(k) as recommended by the Legislative Commission on Minnesota Resources from the Minnesota Future Resources OR the Minnesota Environment and Natural Resources Trust Fund.





**DRAFT**

**DNR TRAIL PLAN  
STRATEGY  
SESSIONS**



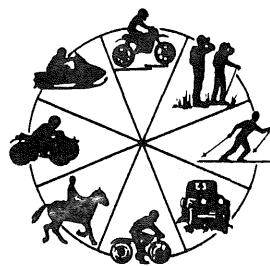
A Component of the  
Minnesota Department of Natural Resources  
Trail-planning Process  
March 14 and 15, 1991

Facilitated By:

Department of Administration  
Management Analysis Division  
Sue Laxdal, Consultant  
Judy Plante, Consultant  
Barbara Deming, Consultant



## INTRODUCTION



### NEW TRAIL PLAN

Laws of Minnesota, 1989, Chapter 335, Article 1, Section 29, subdivision 3(k) called for a statewide trail plan. This plan will result in a trail planning process that can direct the decisions and work of the Trails and Waterways Unit throughout the 1990's. This plan is developing in four phases, to be completed by July 1, 1991.

#### PHASE I: User Group Meetings

This phase was designed to gather the widest possible range of opinion concerning the following eight trail user groups:

- all-terrain vehicle drivers
- bicyclists
- cross-country skiers
- hikers
- horse riders and carriage drivers
- off-road motorcyclists
- off-road 4-wheel drivers
- snowmobilers

Each user group met for two days between May 31 and June 26, 1990. A total of 110 persons represented these eight groups. The user groups each identified a long-term practical vision, assessed the obstacles blocking that vision, and identified strategies that could achieve short-term goals as articulated in their vision of the future.

These planning sessions were intended to assist the eight user groups through clarifying expectations and challenges, so that the trail planning process of the state can be a joint government and citizen venture.

#### PHASE II: Trail User Group Congress

This phase was designed to bring the eight trail user-groups together to consider what challenges they had in common. They examined the issues which could become part of the shared public trails agenda. This session was held September 27 - 28, 1990. A spin-off of this session was the independent formation, on November 18, 1990, of Minnesota Recreation Trail Users Association (MRTUA).

The stated purposes of MRTUA are as follows:

- To inform and educate the public about trail opportunities in Minnesota.
- To identify and assess needs of trail users.
- To identify and assess common grounds among trail users.
- To consider plans for multi-use possibilities, including trail etiquette, cross-seasonal use, and shared responsibilities.

### **PHASE III:**

This phase was designed to bring key government agencies together to develop a common vision for the biggest trail-impacting public policy issue of the 1990s: preserving corridors for future public options. In particular, this session addressed common strategies for the public acquisition of former rail grades. This inter-agency meeting convened by the Trails and Waterways Unit, was held on November 15 and 16, 1990. The issues addressed expanded well beyond just trail concerns.

Participants for this session included the University of Minnesota, the Metropolitan Council, the Department of Transportation, the Department of Trade & Economic Development, the State Planning Agency and other units of federal and local government, such as Chippewa National Forest, the City of Minneapolis, the Regional Transit Board, Minnesota Association of Regional Development Organizations and the Iron Range Resources and Rehabilitation Board.

During this session, the group discussed its long-term vision, identified the major barriers to preserving corridors, stated new initiatives for the next two years and identified priorities and made implementation recommendations.

### **PHASE IV:**

This phase will bring all previous discussions together as the Trails and Waterways Unit develops its own vision of how trail acquisition, development and various other programs, including maintenance should be funded in the 1990's. The unit held an internal strategizing session on March 14 and 15, 1991. With this session complete, the synthesis of all ten focus meetings will bring about the final trail plan. It will include a vision for the department as well as specific actions to be taken in the short and long term.

## HOW TO READ THIS DOCUMENT

In addition to this introduction, nine sections comprise this document:

1. Vision Statements
2. Five- to Seven-year Vision
3. Obstacles to Accomplishing the Vision
4. Two- to Three-year Strategies
5. Accomplishments of these Discussions
6. Next Steps
7. Evaluation Criteria
8. Action Priorities for Acquisition, Development & Program Initiatives
9. Summaries From the Eight Trail User-Groups
10. Participant List

The first four sections document the results of three half-day disciplined workshops, which included small-group and then total-group thinking on the following question: "What is your personal vision for the next 5 to 7 years in the areas of trail acquisition, development and program initiatives (which are programs, maintenance and operations)?"

Sections 2, 3 and 4 have two parts:

1. A chart summarizing the complete discussion and representing an initial consensus on the long-range goals, major obstacles and strategies.
2. A detailed list of all items brought up in the small- and large-group discussions, organized in the same way as the chart.

Please distinguish between the charts, which reflect an initial consensus, and the lists, which include participant ideas the contributed to the discussion and consensus but that were not individually agreed upon.

The "accomplishments" is a summary of a discussion that provided an opportunity for the participants to share their thoughts on the meeting and its implications.

The priority listings are an indication of the group's ranking of their ideas and helped bring the busy two-day meeting to a close.



**VISION STATEMENTS**

**SECTION 1.**



## VISION STATEMENTS

Trails and Waterways personnel listed eleven vision statements indicating what they would like to see in the next five to seven years. These are listed in order of importance.

I. **In the area of uniform quality of trail management** the vision for Minnesota trail acquisition, development and program initiatives is *to provide a coordinated and integrated trail system that is managed for a specific standard of quality.*

**This objective** includes the following components:

1. Multiple-use when possible.
2. Statewide uniformity with recognized standards.
3. Provide a system that is responsive to users.

**The benefits of this vision** for Minnesota trails includes user expectation which is consistent statewide.

II. **In the area of an adequate funding system** the vision for Minnesota trail acquisition, development and program initiatives is *to secure funding for the Minnesota trail system.*

**This objective** includes the following components:

1. Consistent, dedicated funding sources.
2. Complete funding for all aspects of trails.
3. Variety of sources (all users help pay).
4. Cooperative funding (inter-agency & inter-government).

**The benefits of this vision** for Minnesota trails includes increased trail-user opportunity, more consistent trail management, satisfied users and more user support for Trails & Waterways.

III. **In the area of increased user satisfaction** the vision for Minnesota trail acquisition, development and program initiatives is *to have informed users contacted through a marketing program and to have an improved trail information system and environmental education program.*

**This objective** includes the following components:

1. Satisfied user wants and needs.
2. Improved marketing strategies.
3. Improved trail information system.
4. Environmental education.

**The benefits of this vision** for Minnesota trails are to have more satisfied users.

IV. **In the area of an acquisition and development priority system** the vision for Minnesota trail acquisition, development and program initiatives is *to have a systematic approach to prioritizing all projects.*

**This objective** includes these components:

1. Retention and preservation of abandoned railroad right-of-ways.
2. Understandable and workable criteria for both priority setting and evaluation of opportunities.

**The benefits of this vision** for Minnesota trails includes better direction and increased public support, both of which will result from proper criteria and better efficiency.

V. **In the area of completion of existing trails** the vision for Minnesota trail acquisition, development and program initiatives is *to concentrate on the capital investments that have already been made.*

**This objective** includes the following components:

1. Development of the trails in the order they were acquired.
2. Focus on completing trails.
3. Completion of pending projects.
4. Development of networks of trails.

**The benefits of this vision** for Minnesota trails includes realizing the impacts of today's decisions upon those now living.

VI. **In the area of partnerships in providing trail services** the vision for Minnesota trail acquisition, development and program initiatives is *to have cooperation from all stakeholders/service providers in providing comprehensive trail services.*

**This objective** includes the following components:

1. Partnerships with cities, counties, local units of government.
2. Partnerships with the private sector (includes industry).
3. Partnerships with trail user groups.

**The benefits of this vision** for Minnesota trails includes less potential for duplication of services and improved overall services.

VII. **In the area of effective volunteerism** the vision for Minnesota trail acquisition, development and program initiatives is *active user involvement.*

**This objective** includes the following components:

1. Adopt-A-Trail Program.
2. Greater volunteer participation in maintenance and development.
3. Using volunteer skills to match our needs.
4. Using retired people.

**The benefits of this vision** for Minnesota trails includes more efficient, cost effective management, a sense of ownership by volunteers, natural and recreational resource awareness, and reduced vandalism.

VIII. **In the area of defined roles and responsibilities** the vision for Minnesota trail acquisition, development and program initiatives is *to clearly understand the roles and responsibilities of both the providers and users of the trail system.*

**This objective** includes the following components:

1. Clearly defined responsibilities within Trails & Waterways for acquisition, development and operational programs.
2. Clearly defined Trails & Waterways roles within the DNR and between the other agencies.
3. Clearly defined roles within the statewide trails system.
4. Develop and maintain credibility internally as well as with users and other agencies.

**The benefits of this vision** for Minnesota trails includes a credible, integrated trail system.

IX. **In the area of responsiveness to emerging uses** the vision for Minnesota trail acquisition, development and program initiatives is *to develop a system for responding to new situations.*

**This objective** includes the following components:

1. Determining if the use is recognized as a legitimate use by interested agencies and groups.
2. Analyze the needs of the user group.
3. Determine an action plan for meeting those needs.
4. Implement, monitor and continue to communicate with the users.

**The benefits of this vision** for Minnesota trails includes responsible resource management, responsiveness to the public and user-group support.

X. **In the area of increased user responsibility**, the vision for Minnesota trail acquisition, development and program initiatives is *to reduce the liability exposure for landowners and trail providers.*

**This objective** includes the following key component:

- Improved liability protection for providers.

**The benefits of this vision** for Minnesota trails allows us to provide more trails, meet higher demands, and spread dollars more effectively.

XI. **In the area of trails for transportation**, the vision for Minnesota trail acquisition, development and program initiatives is *to provide for transportation as well as recreation.*

**This objective** includes the following components:

1. Trails should be integrated into an over-all transportation system.
2. Providers should recognize transportation needs when providing trails.

**The benefits of this vision** for Minnesota trails includes an increased service to all our user groups.

## **SECTION 2.**

### **FIVE - TO - SEVEN - YEAR VISION**

#### **FOCUS QUESTION:**

What results would you like to see in place in five to seven years for Minnesota trail acquisition, development and program initiatives?



CLEARLY DEFINED TRAILS & WATERWAYS ROLES										COMPREHENSIVE TRAIL MANAGEMENT APPROACH			PARTNERSHIPS AND COOPERATION								
TRAILS FOR TRANSPORTATION	INCREASED USER RESPONSIBILITY	DEFINE ROLES & RESPONSIBILITIES	COMPLETION OF EXISTING TRAILS	ADEQUATE FUNDING SYSTEM	UNIFORM QUALITY OF TRAIL MANAGEMENT	INCREASED USER SATISFACTION	ACQUISITION & DEVELOPMENT PRIORITY SYSTEM	PARTNERSHIPS IN PROVIDING TRAIL SERVICES	EFFECTIVE VOLUNTEERISM	RESPONSIVENESS TO EMERGING USES	A	B	C	D	E	F	G	H	I	J	K
Integrate Trails and Roads	Improved Liability Protection for Providers	Clearly Defined Trails & Waterways Roles Internally	Sequential Development of Acquisitions	Consistent, Dedicated, Funding Sources	Multiple Use When Possible	Satisfied User Wants and Needs	With Cities, Counties, Local Units	Adopt-A-Trail Program	Is it a Legitimate Use?												
										1	3	4	8	12	16	19	25	28	32		
		Clearly Defined Roles within DNR	Statewide Trail System Linkage	Complete Funding (all trail aspects)	Uniformity with Recognized Standards	Improved Marketing Strategies	Retention/Preservation of Abandoned Railroads	With Private Sector (including Industry)	Volunteers for Maintenance/Development Projects	Analyze User Group Needs											
											5	9	13	17	20	23	26	29	33		
											6	10	14	18	21	24	27	30	34		
	Recognize Transportation Needs	Clearly Defined Roles in State Trails System	Completion of Pending Projects	Diverse Funding (from all users)	Trail System Responsive to Users	Improved Trail Information System	Criteria for Priorities and Evaluations	With User Groups	Use Skills to Match Needs	Action Plan for Needs											
											7	11	15	19	22	25	28	31	35		
		Continuing Internal/External Credibility	Focus Upon Completing Trails	Cooperative Funding (Multi-Agency)	Environmental Education	Retired People Utilized	Communicate with Users	Adopt-A-Trail Program	Analyze User Group Needs	Action Plan for Needs											
											8	12	16	20	23	26	29	32	36		
											9	13	17	21	24	27	30	33	37		



## **FIVE-TO-SEVEN YEAR VISION ELEMENTS**

### **A. TRAILS FOR TRANSPORTATION**

1. Integrate trails and roads
  - Mainstream practical bicycling
2. Recognize transportation needs

### **B. INCREASED USER RESPONSIBILITY**

3. Improved liability protection for providers
  - a. Liability free recreation
  - b. Provider liability protection

### **C. DEFINE ROLES & RESPONSIBILITIES**

4. Clearly defined Trails & Waterways roles internally
  - Trails & Waterways Unit integrity
5. Clearly defined roles within DNR
  - Role in integrated resource management
6. Clearly defined roles in state trails system
  - Recreation roles defined
7. Continuing internal/external credibility

#### **D. COMPLETION OF EXISTING TRAILS**

8. Sequential development of acquisitions
  - Existing facilities developed prior to new acquisition development
9. Statewide system linkage
  - Inclusive coordinated systems that meet all user needs and utilize all providers
10. Completion of pending projects
  - All state trail corridors should be fully acquired (right to occupy)
11. Focus upon completing trails
  - a. Statewide system linkage
  - b. Completion of pending projects (Paul Bunyan, Glacial Lakes, Barnum-Carlton-Wrenshall)
  - c. Completed operational trails (full staffing, full bridge inspection, full policy, full interpretive program)

#### **E. ADEQUATE FUNDING SYSTEM**

12. Consistent dedicated funding sources
  - Non-motorized funding source
13. Complete funding (all trail aspects)
  - a. Reliable funding sources (stable, multi-use, including bike user fee)
  - b. Trail trust fund (for presently non-funded activities)
  - c. Federal rail grade acquisition assistance
  - d. Stable/increasing funding (to maintain and expand)
  - e. Dedicated maintenance funding (from easements and leases which have been computed by market values)
  - f. Operation and maintenance addressed simultaneously with the trail acquisition costs
14. Diverse funding (from all users)
15. Cooperative funding (multi-agency)

## **F. UNIFORM QUALITY OF TRAIL MANAGEMENT**

16. Multiple use when possible
  - Shared use trails
17. Uniformity with recognized standards
  - a. Consistent/applicable maintenance standards
  - b. Consistent signing statewide
  - c. Accurate ownership inventory (updated maps and records)
  - d. Coordinated, integrated trail system (between all units of government)
  - e. Trail identification system
18. Trail system that is responsive to users
  - a. Identify trespass policy
  - b. Decisions/management on market information
  - c. Statewide trespass policy

## **G. INCREASED USER SATISFACTION**

19. Satisfied user wants and needs
  - a. Determine user needs
  - b. Satisfied users
  - c. User-group opportunity plan (within 30 miles of population centers)
  - d. Continuous communication with users
20. Improved marketing strategies
  - Information marketing system
21. Improved trail information system
  - a. Information that is user friendly
  - b. Advertising to increase trail awareness
22. Environmental education
  - Taking the opportunity to inform on natural resource issues

## **H. ACQUISITION & DEVELOPMENT PRIORITY SYSTEM**

23. Retention and preservation of abandoned railroads
  - a. DOT/DNR partnership on rail banking
  - b. Coordinated preservation of railroad rights of way
  - c. Public rail rights-of-way retention
  - d. Abandoned railroads preserved by government acquisition
24. Criteria for priorities and evaluations
  - a. Acquisition and development priorities (allowing timely action)
  - b. Clear acquisition priority
  - c. Opportunity & priority criteria
  - d. Accessible quality experiences

## **I. PARTNERSHIPS IN PROVIDING TRAIL SERVICES**

25. Cooperative trail partnerships with counties and local units
  - Grants-in-aid reforms
26. Cooperative trail partnerships with private sector (including industry)
  - a. Cooperative multi-use management (to provide trail networks)
  - b. Innovative use of public land for trails
27. Cooperative trail partnerships with user groups

## **J. EFFECTIVE VOLUNTERISM**

28. Adopt-A-Trail program
29. Greater volunteer participation in maintenance and development projects
30. Using volunteer skills to match our needs
31. Using retired people
  - Active user involvement

## **K. RESPONSIVENESS TO EMERGING USES**

32. Is it legitimate use?
33. Analyze user-group needs
34. Action plan for needs
  - a. Inner city residents of limited means or mobility
  - b. Service to off-road vehicles (ATV, ORM, 4X4)
35. Communicate with users

vision.outline



## **SECTION 3.**

### **OBSTACLES TO ACCOMPLISHING THE VISION**

#### **FOCUS QUESTION:**

**What are the major obstacles to the identified  
five-to-seven-year objectives?**



## Trail Planning Process DNR Trail Plan Strategy Sessions

#### OBSTACLES BLOCKING THE VISION

Department of Natural Resources  
March 14 and 15, 1991



## OBSTACLES BLOCKING THE VISION

### A. MANY DIFFERENT VISIONS

1. My Turf
  - "Get off my turf" attitude.
  - Lack of support from other divisions/agencies.
2. Conflicting Purposes
  - Conflict even if goal is the same.
3. Personality Differences
  - Within the DNR, each unit has its own "culture".
4. Kingdom Building
  - Turf protection.
5. Selective Group Support
  - Some interest groups form opposition to DNR, others support DNR only on favorite projects.
6. Conflicting Demands on Resources
  - Too many users pressing independent agendas.
7. Confused Mission
  - Differing visions working at cross-purposes.
8. Non-Motor Attitude
  - DNR people usually predisposed to non-motorized recreation.
9. Excluding Volunteers
  - Volunteers never see those "pet" DNR projects.
10. Unwilling Locals
  - May be unwilling to participate.
11. Fear of Change
  - Fear of land-use change.
12. Tunnel Vision
  - Some narrowly defined tasks may overshadow our common trails vision.

13. I.C.C. Rules Bent
  - Rail abandonment process may be circumvented for quicker sale of properties so that providers may never become aware of rail beds that may have great value for trails.
14. Conflicting Priorities
  - Different priorities of other divisions and local units.
15. Lack of Cooperation
  - Lack of cooperation between users and agencies.
16. Conflicting Attitudes
  - Goals may be the same, but attitudes differ.

## **B. REACTIVE MANAGEMENT CULTURE**

1. Increased User Expectations
2. Need Volunteer Supervision
  - Volunteers eat up staff time and commitment.
3. Volunteers Eat Up Too Much Time
  - Volunteers require supervision, pre-planning, recruitment, skills matching and training.
4. Inadequate Staff Time
  - Too much work, too little staff.
5. Poor Marketing
  - No expertise in selling trail benefits.
6. Can't Say No!
  - We try to do it all.
  - Limited time and experience of staff.
7. Newcomers Inexperienced with Government
8. Inadequate Staff Time
  - Too bogged down in daily activities.
9. Inadequate Information Exchange
  - Rumors, mistrust, lack of education.
10. Unorganized User Groups
  - Apathetic groups fail to lobby their trails.

11. Users Aren't Organized
12. New User Groups Lack Networks
13. Can't Determine User Needs
  - Accurate user feedback rare.
  - Needs assessment is next to impossible to get.

### **C. LOWER PRIORITY PROGRAM**

1. Value Setting is Difficult
2. Budget Process is Difficult
3. New Users Stretch the Resource
  - New users never come with an expanded resource base.
4. Can't Pay Qualified Staff
5. Geographic Information System (GIS) Not Yet Useable
  - This management tool is still 5-7 years away.
6. Joint Agency Purchase Messy
  - We have no vehicle for this kind of effort.
7. Inadequate Funding
  - too much competition for scarce dollars.
8. Funding Shortages
  - Dollars allocated for differing wants and needs.
9. Lack of Funds
  - Lack of DNR staff time and equipment.
10. Expensive Signs
  - Trail identification signs must be customized and this would be expensive (i.e., "You are Here" signs).
11. Inadequate Funding Sources
  - An adequate, dedicated non-motorized account does not exist.
12. Existing Funds Diverted
  - Funds become rapidly depleted when special assessments are made against the account.

13. Required Equipment and Funding

**D. POLITICALLY POLARIZED PRIORITIES**

1. No Tools for Quick Acquisition
  - Our methods are too slow to compete in the market place.
2. No Priorities for Acquisition
3. No Risk "Turtle" Posture!
  - Unable to take risks.
4. Availability vs. Priority System
  - They are different.
5. No Criteria for Prioritization
  - Difficult to set priorities for lack of a good inventory of possibilities.
6. Need Full Program
  - We don't have a program specific to Trails and Waterways.
  - We need to coordinate with volunteers.
7. Bureaucratic Inability to Respond
  - Bureaucrats seem slow to adapt.
8. Trail Vision Restrictive
  - Trail vision for former rail grades is very narrow.
  - Existing trails inaccessible to inner-city people.
9. No Development \$\$
10. MN/DOT Wary of DNR Intentions
  - Development money may not get spent for acquisition (when development money may be easier to get).

**E. NOT POSITIONED IN POLITICAL ARENA**

1. Uninformed Local Opposition
2. Apathetic, Affluent Society

3. Public Attitudes
  - Public not yet convinced that the bicycle has implications for transportation.
4. Not on Legislative Agendas
5. Politics and/or Legislature
6. No Private Tax Incentives
7. No Funding Sources
8. Big Oil Controls Us
  - Our thinking is dominated by oil supplies.
9. Political Priorities Only!
  - This frequently is the only criteria.
  - New trail projects detract from the funding of existing trail needs.
10. Unrealistic Providers
11. Pork Barrel Projects
  - Criteria is political rather than objective.
12. Landowner Concerns
  - Adjacent landowners and politicians sometimes are the only voice.

## **F. INADEQUATE LIABILITY POLICIES**

1. Litigious Society
  - We are too "sue happy".
2. Risk Management
  - Liability and workers compensation issues.
3. Tort Laws Benefit Plaintiff
  - Laws benefit those who begin the suit.
4. Landowners Victimized
  - Uninvolved landowners feel victimized.
5. Users Not Responsible
6. Multiple Use/Multiple Risk

7. Public "Deep Pockets"
  - Sue the government for personal gain.
8. Weak Statutes
  - Untested existing liability laws.
9. Can't Shed Liability
10. Liability Fear

#### **G. FAILURE TO ACCEPT RESPONSIBILITY**

1. Who's the Leader?
  - No clarification of who is responsible.
2. No Directives to Field Staff
3. Blurred Leadership
  - Division roles are not clearly defined.
4. Inconsistent Commitment
  - The commitment to quality wavers.
5. Lack of Vision
  - Lack of long-range thinking/vision in the areas of legislation, relation to other divisions of DNR, and to user groups.

#### **H. UNANTICIPATED COSTS**

1. Discovery/Protection of Cultural Resources
  - Discovery of these sites (including archaeological sites) may prevent uniform development of all trails.
2. Regional Cost Difference
  - Differences based upon local availability of construction materials.
3. Unanticipated Environmental Costs

#### **I. MANAGING FOR DIVERSE USER NEEDS**

1. Personal Values Hard to Prioritize

2. User Compatibility
  - Various activities require differing management.
  - Need criteria to determine compatibility.
  - Multi-use may reduce standards.
  - Some user-groups have wants which are mutually exclusive of one another.
  
3. New User Conflict
  - New uses may conflict with existing uses.

## **J. VOLUNTEERISM IS OF LOWER VALUE**

1. Volunteers Not Available
  - Sometimes the problem is apathy, other times there is no pool of volunteers in the area where they are needed.
  
2. Union Concerns
  - Union workers and contractors may become displaced by volunteers.

## **K. FUZZY REGULATIONS**

1. Inconsistent Enforcement
  
2. No Policy Guidelines
  
3. Conflicting Goals
  - Conflicting laws, rules and regulations.



## **SECTION 4.**

### **TWO - TO - THREE - YEAR STRATEGIES**

#### **FOCUS QUESTION:**

What strategies does Trails & Waterways Need to accomplish the long-range objectives and to remove the major obstacles to success?



TWO-TO-THREE-YEAR STRATEGIES

<p><b>A. CLIENT FOCUSED IMPLEMENTATION</b></p> <ol style="list-style-type: none"> <li>1. Identify Actual User Need</li> <li>2. Periodically Assess Need</li> <li>3. Know Your Market</li> <li>4. Monitor Use</li> <li>5. Comprehensive User Planning</li> </ol>	<p><b>B. INCREASING OUR PROFILE</b></p> <ol style="list-style-type: none"> <li>6. Total Marketing Plan</li> <li>7. Identify Self and Unit with Successful Projects</li> <li>8. Present Our Message</li> <li>9. Assert Leadership Role</li> <li>10. Lead Intra &amp; Inter Agency Coordination</li> </ol>	<p><b>C. FOCUSED RESPONSIVE ORGANIZATION</b></p> <ol style="list-style-type: none"> <li>11. Determine Trails and Waterways Vision</li> <li>12. Set a Clear Course</li> <li>13. Define Trails and Waterways Role</li> <li>14. Flexible Planning Capacity</li> <li>15. Establish Clear Priorities</li> <li>16. Do Systematic Resource Checklist</li> <li>17. Develop Structured Procedures</li> <li>18. Proactive Process for Proposals</li> <li>19. Management Accountability Enforced</li> <li>20. Clear Line of Authority for Duties</li> <li>21. Expand Field Level Responsibility</li> <li>22. Encourage Risk Taking and New Ideas</li> <li>23. Team Support for Decisions</li> <li>24. Know Our Limits</li> </ol>	<p><b>D. RISK MANAGEMENT APPROACH</b></p> <ol style="list-style-type: none"> <li>25. Increased User Responsibility</li> <li>26. Test Liability Laws</li> <li>27. Risk Taking</li> <li>28. Understand Laws</li> <li>29. Educate Users</li> </ol>
<p><b>E. BROADENING FUNDING BASE</b></p> <ol style="list-style-type: none"> <li>30. Contingency Fund</li> <li>31. Increase Existing User Fees</li> <li>32. Explore New User Fees</li> <li>33. Explore Alternative Funding Sources</li> </ol>	<p><b>F. BUILDING BRIDGES</b></p> <ol style="list-style-type: none"> <li>34. All-Agency Consistent Regulations</li> <li>35. Cooperation From Enforcement</li> <li>36. Explain Inconsistent Regulations to Lawmakers</li> <li>37. Recognize Organizations</li> <li>38. Build Bridges with Other Providers</li> <li>39. Judicial Support</li> <li>40. Solicit Partnerships</li> <li>41. Interagency Cooperation for Providing Facilities</li> <li>42. Build Legislative Support</li> <li>43. Develop Legislative Approach</li> <li>44. Effective Legislative Lobbying</li> <li>45. User Group Interaction, Education</li> <li>46. User Education Program</li> <li>47. Sell What Sells</li> </ol>	<p><b>G. INCREASED CAPACITY THROUGH VOLUNTEERS</b></p> <ol style="list-style-type: none"> <li>48. Adequate Staffing and Time Commitment</li> <li>49. Promote Positives of Volunteers</li> <li>50. Partnerships with Unions</li> <li>51. Appropriate Tasks &amp; Roles</li> </ol>	



## **TWO-TO-THREE-YEAR STRATEGIES**

### **A. CLIENT FOCUSED IMPLEMENTATION**

1. Identify Actual User Need
  - Management decisions based upon actual needs.
  - Identify user groups that can advance trail interests.
2. Periodically Assess Need
  - Assessment of the needs of differing groups.
3. Know Your Market
  - Empower a marketing approach.
  - Utilize a general DNR issues forum.
  - Understand your market.
  - Have a marketing strategy.
4. Monitor Use on the Trails
5. Comprehensive User Planning
  - Develop a planned approach to managing diverse user needs.
  - Have knowledge of new technologies and new uses.

### **B. INCREASING OUR PROFILE**

6. Total Marketing Plan
  - Do public service announcements on the media.
  - Cultivate the legislature.
  - Promote trail facilities.
7. Identify Self and Unit with Successful Projects
  - Connect with the winners.
8. Present Our Message
  - Tell people what we are doing and why.
9. Assert Leadership Role
  - Publicize our accomplishments for building a better image.
  - Aggressively promote our vision for trails.
  - Get your offense on the field.
10. Lead Intra & Inter Agency Coordination
  - Trails and Waterways should take the lead role in advancing the public trails agenda.

## **C. FOCUSED RESPONSIVE ORGANIZATION**

11. Determine Trails and Waterways Vision
  - Vision adopted by staff.
  - Develop statewide acquisition priorities.
  - Develop a set of focused directions.
12. Set a Clear Course
  - Improve credibility.
  - Hammer out the vision.
  - Get the help of a consultant.
  - Get DNR consensus on acquisition criteria.
  - Set realistic goals.
13. Define Trails and Waterways Role
  - Clarified role within DNR for the Unit.
14. Flexible Planning Capacity
  - One that anticipates change.
  - One that flexes with changing politics.
15. Establish Clear Priorities
  - Approach to funding acquisition versus development versus maintenance and other projects.
16. Do Systematic Resource Checklist
  - Include review of cultural resources, hazardous waste, wetlands, etc.
17. Develop Structured Procedures
  - To deal with unanticipated costs, or to fast-track certain projects.
18. Proactive Process for Proposals
  - Forum within Trails and Waterways for new proposals (to develop our position).
19. Management Accountability Enforced
  - Introduce management level accountability.
20. Clear Line of Authority for Duties
21. Expand Field Level Responsibility
22. Encourage Risk Taking and New Ideas
23. Team Support for Decisions

24. Know Our Limits
  - Consider facilitating rather than championing.
  - Understand we can't do everything.

#### **D. RISK MANAGEMENT APPROACH**

25. Increased User Responsibility
26. Test Liability Laws (We have always settled before trial)
27. Risk Taking
  - An example of this would be to allow ATVs on a state trail.
28. Understand Laws
  - Keep current with new laws.
29. Educate Users

#### **E. BROADENING FUNDING BASE**

30. Contingency Fund
31. Increase Existing User Fees
32. Explore New User Fees
  - A dedicated surcharge (excise tax).
  - Trail user fee.
33. Explore Alternative Funding Sources
  - Investigate private sector funding.

#### **F. BUILDING BRIDGES**

34. All-Agency Consistent Regulations
35. Cooperation from Enforcement
  - Develop regular communication.
  - Develop partnerships.
  - Be involved with officer training.
36. Explain Inconsistent Regulations to Lawmakers

37. Recognize Organizations
  - Support national memberships.
  - Recognize input from local organizations.
38. Build Bridges with Other Providers
  - Consider their views of "public good".
  - Look at vision of other providers.
39. Judicial Support
  - Educate and solicit their local support.
40. Solicit Partnerships
  - Stress value of recreation.
  - Build consensus with other agencies and local units.
  - Strategize with MN/DOT to define "public good".
41. Interagency Cooperation for Providing Facilities
42. Build Legislative Support
  - Let politicians know our concerns in a timely fashion.
  - Build closer ties to legislators.
  - Share long-range goals with legislators.
43. Develop Legislative Approach
  - Develop internal action plan.
  - Increase staff level knowledge of how to effect political change.
  - Document a planned approach for legislature.
  - Cultivate strong leadership to present our plan.
44. Effective Legislative Lobbying
  - Get political leaders and user groups together.
  - Develop closer media ties.
  - Work with lobbyists.
45. User Group Interaction, Education
  - Meet and work together with user groups.
  - Communicate with and schedule joint activities between user groups.
46. User Education Program
  - Develop a mandatory user education program for certain trail users.
47. Sell What Sells
  - Develop politically astute criteria.
  - Aggressively pursue priorities and allow other stakeholders to "ride along".
  - Raise the profile of our agency.

## **G. INCREASED CAPACITY THROUGH VOLUNTEERS**

48. Adequate Staffing and Time Commitment
  - Commit more time to solicit and honor volunteers
  - Adequate level of staffing to allow us to deal with volunteers.
49. Promote Positives of Volunteers
  - Promote the positive to both the unions and the general public.
  - Develop a volunteers marketing plan.
50. Partnerships with Unions
  - Begin constructive negotiation with unions.
  - Achieve a partnership with unions.
51. Appropriate Tasks & Roles (for volunteers)



## **ACCOMPLISHMENTS**

### **SECTION 5.**



## ACCOMPLISHMENTS OF THESE DISCUSSIONS

1. We have grasped the magnitude of the opportunities for acquisition.
2. We have general consensus on the future of trails.
3. We have identified obstacles that keep us from achieving our vision.
4. We have an overall understanding of what we think about trails in our unit.
5. We have grouped ideas into more unified thoughts.
6. We have identified the need for increased marketing efforts.
7. We have developed broader vision for what we do.
8. We have identified our objectives.
9. We have established the need for more legislative support.
10. We have focused upon common vision issues.
11. We have focused on areas where we can take action to do the most good.
12. We have more focus on what needs to be done.
13. We have developed a composite of the unit's opinions.
14. We have identified trails most in need of development.
15. We have synthesized information and opinion.
16. We have established evaluation criteria.
17. We have general consensus on our needs and direction.
18. We have a better understanding of the broad and the narrow picture.
19. Good strategies have been identified.
20. We have identified the programs necessary to accomplish some of our goals.
21. We have prioritized our values.
22. We saw the forest through the trees.

23. We have identified a focus for where we should be heading.
24. We have become aware of the volume of our task - we must take it one step at a time.
25. This has been the first systematic articulation of our hope for the state's trails.

**NEXT STEPS**

**SECTION 6.**



## **NEXT STEPS: WHERE WE NEED TO GO FROM HERE**

1. We must require commitment and performance to and for our vision.
2. We should make good use of all the information we have.
3. We should attempt to categorize workable policies, promote funding and encourage necessary legislation.
4. We should solicit the vision of local chambers of commerce and related associations.
5. We should begin the necessary problem solving processes.
6. We should refine the trail plan outline and identify steps to be used to achieve final results.
7. We must weigh the identified criteria and apply them to project lists.
8. We should focus on remaining weaknesses in our efforts.
9. We should reconcile our goals with user-group goals.
10. We should find the common approaches to overcoming the majority of our obstacles.
11. We should draw our data into an action plan.
12. We should define our goals and prioritize them.
13. We should place a focus upon developing a useful trail plan.
14. We should translate our initiatives into a work plan.
15. We should put information together into useful form.
16. We must digest all our trail data.
17. We should determine the use of time and money in the most effective manner.
18. We should summarize these discussions so that they can be utilized.
19. We should develop an action plan with realistic goals.

20. We should develop a priority system somewhat like the water access priority system.
21. We should document our entire list of trail projects.
22. We should develop a field review of this plan.
23. Supervisors of Water Access and Trails (SWAT) should help digest details of the plan.
24. A plan should be drafted to weigh the evaluation criteria.
25. A review of the plan must be done by the Commissioner's Technical Advisory Group.
26. The U.S. Forest Service may desire to review the plan.
27. We should complete a work plan for the next 90 days, including who communicates with whom.
28. We should develop a calendar.

**SECTiON 7.**  
**EVALUATiON**      **CRITERiA**



## QUESTIONS WHICH EVALUATION CRITERIA SHOULD ANSWER

1. What is the need for this project?
2. Do we have a prior commitment to this project?
3. What demand does this project meet?
4. What is the local and regional public support for this project?
5. Will this project make us more effective?
6. Is this trail opportunity worth traveling on?
7. What else might not get done because of this project?
8. How does this project rank on a statewide basis?
9. Will this project help assure a quality resource for my children?
10. Are safety issues involved in this project?
11. Are any unusual cost factors involved in this project?
12. How is the trail system better for making the initiative?
13. Does this proposal have the ingredients for quality trail management?
14. How well will this project protect the state's investment?
15. Does this project pass the "common sense" rule?
16. Will this project make my job more enjoyable?
17. Is the timing correct for this project?
18. How does this project relate to what is being done in other states?
19. How does this project relate to where people live?
20. Will this project make our programs more visible to the public?
21. Is this project fair to all parties?
22. What problems is this project going to solve?

## CRITERIA FOR EVALUATING ACQUISITION PROJECTS

- Political and Public Support  
(What is the need shown by local support?)
- Most Effective Use of \$\$  
(How "affordable" is it?)
- Increase Safety
- Potential Use
  - How high will the use be?
  - Will it provide the most benefit to the most people?
  - How accessible will it be?
- Anyone Else Willing to do it
- Is it Long Enough
- Link To Population Centers, Scenic Opportunities
  - How many connections will it make?
  - Will it connect population centers?
  - Does it link or otherwise improve existing trails?
  - Does it fit into the existing system (either within or outside the state)?
  - Does it connect other recreation units (private, city, township, state)?
- Will the Alignment Ever Change?
- Window of Opportunity  
(Is the resource about to be lost forever?)
- State Significance
  - Is it in an under-represented landscape region?
  - Does it have outstanding scenic quality?
  - Does it have unique geographic elements?

## CRITERIA FOR EVALUATING DEVELOPMENT PROJECTS

- Responsibility to Larger Community
  - How does it contribute to economic growth?
  - How does it form local community partnerships?
  - Is it responsive to adjacent landowner concerns?
- Development Cost Balanced with Use
  - What is the balance between the costs and the benefits?
  - Is it the most effective use of funds?
- Would it Serve a Large Number of Users?
  - Is it the area of greatest need?
  - Does the public demand this?
  - Will it meet the public need?
- Fulfills Big Picture Goals
  - Does it complete an existing trail?
  - Does it connect other systems?
- Is the Timing Right?
  - How long since acquisition has it been undeveloped?
- Monetary Support from Users
- User Safety
  - Does it improve public safety?

## CRITERIA FOR EVALUATING PROGRAM INITIATIVES

- User Safety
  - Will this action keep our clients alive?
  - Will this safety measure increase trail enjoyment?
- Satisfy User Needs
  - Will it meet an established need?
  - Will it contribute to better management guidelines for diverse areas?
  - Will the system work better as a result (provide a better user experience)?
  - Will it conserve and improve our facilities?
  - Will this be valuable to the general public as well as the user?
- Cost/Benefit
  - Will it improve maintenance efficiency?
  - Does it benefit the most people possible?
  - Does it benefit the most uses possible?
  - Is it the most cost-effective use of funds?
  - How will it protect the original investments?
- Sole Source Potential Provider
  - Is there anyone else likely to provide this service to the public?
- Provide Quality Experience
  - Will it help to be able to withstand heavier use?
  - Will it protect the resource for future user satisfaction?
- Resources to Support the Decision
  - Will maintenance personnel also be hired?
  - How will this impact upon staff morale?
  - Will it create a safer staff environment?
- Will it Advance Public Awareness?
- Consistent, Adequate Maintenance
  - Will it help us achieve a standard level of service?
  - Will our service be more consistent?
  - Will this maintenance standard meet user needs?

## **ACTION PRIORITIES**

### **SECTION 8.**

- Acquisition
- Development
- Program Initiatives



## TOP PRIORITIES FOR ACQUISITION

- "Gloves for Larry's Secretary" upgrading of substandard conditions in certain area offices
- Money Creek to Hokah Flats (Root River State Trail Extensions)
- Complete Gateway Segment of Munger Trail to William O'Brien State Park
- Complete Acquisition Glacial Lakes State Trail to St. Cloud (BN abandonment)
- St. Cloud to Fergus Falls (BN abandonment)
- Iron Range Trail (thru towns; BN abandonment)
- Acquire to allow for multiple use on the west end of Taconite State Trail
- Acquire railroad R.O.W. from Worthington to South Dakota border (this is currently an active railroad)
- Expand Root River State Trail to include railroad grades from Preston to Harmony to Houston (communities are donating land)
- Acquire Barnum to Carlton to Wrenshall (Munger State Trail Extensions; BN abandonment)
- Acquire Barnum to Carlton (Munger State Trail Extension; BN abandonment)
- Acquire trail ROW east of existing Luce Line to bring it directly into Minneapolis
- Paul Bunyan Trail (Brainerd to Bemidji; BN abandonment) (3X)
- New Ulm to Mankato (Sakatah State Trail extension)
- North Shore State Trail (right to occupy)
- Glacial Lakes State Trail (Hawick to Cold Spring and New London to Starbuck extensions)
- Bemidji NE towards Red Lake Falls (potential Soo Line Abandonment)
- Connect Douglas State Trail and Cannon Valley Trail (Pine Island to Red Wing; railroad abandonment) (2X)
- Taconite State Trail (right to occupy)

## OTHER PRIORITIES FOR ACQUISITION

- Fergus Falls to Avon to St. Cloud (BN abandonment) (3X)
- Faribault to Austin (potential railroad abandonment)
- Mankato to LeSueur (Sakatah Singing Hills State Trail extension into Minnesota Valley)
- Hawick to Cold Spring (Glacial Lakes State Trail extension)
- Iron Range Trail (Hibbing to Eveleth)
- Pine Point Park to Pine County (Gateway Segment - Munger State Trail extension)
- Mississippi River Trail (St. Paul to Iowa Border; St .Paul to Winona) (2X)
- Luverne to Sioux Falls, South Dakota
- Walker railroad grade (Heartland State Trail extension through town)
- Brainerd to St. Cloud (abandoned railroad)
- Rushford to LaCrescent and Brightsdale Unit (Root River State Trail extension) (6X)
- Pine Island to Red Wing (Douglas State Trail extension) (2X)
- Continuous trail through Duluth
- Richmond to St. Cloud (Glacial Lakes State Trail extension)
- Accept gift of R.O.W. from Ormsby to St. James (it belongs to Section of Wildlife and they don't want it)
- Cloquet to Saginaw (3-91 DNE abandonment)
- St. Cloud to Mora (former BN abandonment) (2X)
- Glacial Lakes State Trail (Pope County connection)
- Starbuck to Sauk Center (BN abandonment - part railbanked, part sold off)
- Complete Gateway Segment to downtown St. Paul (extension of Munger State Trail)
- Glacial Lakes State Trail from New London to Sibley State Park

## OTHER PRIORITIES FOR ACQUISITION (continued)

- Hawick to St. Cloud (Glacial Lakes State Trail extension)
- Barnum to Wrenshall (Munger State Trail extension) (2X)
- Barnum to Carlton (Munger State Trail extension)
- Connect Douglas Trail to Root River Trail (Rochester to Fountain)
- Connect Sakatah Singing Hills State Trail and Cannon Valley Trail (Faribault to Cannon Falls)
- Mississippi Bluff Trail (St. Paul to Reno)
- Brooten to Genola (potential Soo Line abandonment)
- Swede Hollow (BN abandonment - Mississippi River to Maplewood Mall)
- Minnesota River Valley (New Ulm to Granite Falls)
- Iron Range Trail (Hibbing to Eveleth; Grand Rapids to Virginia) (2X)
- Almost all abandoned railroad grades in metro area
- Paul Bunyan Trail (Brainerd to Bemidji; BN abandonment) (2X)

## TOP PRIORITIES FOR DEVELOPMENT

- Develop/Complete Luce Line State Trail - (Winsted to Cosmos; Rehab east of Winsted) (4X)
- Bridges/Culverts for Blue Ox and Voyageur Trails - (Bemidji to International Falls)
- Paul Bunyan Trail (Brainerd to Bemidji; blacktop Brainerd to Pequot Lakes; add staff for increase in workload) (5X)
- Barnum to Carlton Grade (after acquisition - extension of Munger State Trail) (2X)
- Complete Arrowhead State Trail (to minimum standards; complete into International Falls)
- Gateway Segment Munger State Trail (St. Paul to Washington County and beyond)
- St. Cloud to Fergus Falls (Burlington Northern abandonment)
- Develop an Interconnecting GIA Snowmobile System in Area 4B (extreme SW Minnesota)
- Glacial Lakes State Trail (Willmar to New London)
- Heartland State Trail - (Walker to Cass Lake; in conjunction with Paul Bunyan Trail)
- Non-motorized and limited motorized trails in Whitewater WMA
- Sakatah-Singing Hills State Trail (paved with bituminous from Mankato to Faribault)
- Grand Marais to Grand Portage and Canada (North Shore State Trail extensions)
- Root River State Trail (extension from Fountain to Co. Road #8)
- Glacial Lakes State Trail (Hawick to Richmond)

## **OTHER PRIORITIES FOR DEVELOPMENT**

- Pengilly to Alborn (former railroad grade owned by DNR, now managed as GIA snowmobile trails)
- Fund cross-links between Paul Bunyan Trail and existing GIA snowmobile trails
- Wild River State Park to Gateway Segment of Munger State Trail
- Baudette to International Falls (proposed GIA snowmobile trail)
- Paul Bunyan Trail (Brainerd to Bemidji; BN abandonment)
- Develop Luce Line West (Winsted to Hutchinson) (3X)
- Full development of Gateway Segment - Munger State Trail
- Trails & Waterways Offices at Moose Lake and on Luce Line State Trail
- Link former Duluth, Winnipeg and Pacific grade with Munger State Trail in Duluth (to form a loop trail)
- Upgrade Tomahawk Trail (GIA snowmobile) to state trail status

## **TOP PRIORITIES FOR PROGRAM INITIATIVES**

- Adequate Area Buildings/Offices (especially East and West Metro and Moose Lake)
- ATVs on Taconite State Trail
- Interpretive Program for Taconite State Trail
- Fully Funded Interpretive Program (2X)
- Provide Funds for Maintenance & Operations in Area 4B for Casey Jones State Trail (extreme SW Minnesota)
- Treadway Preservation (save the blacktop)
- Additional Money for an Expanded Maintenance Program on Existing Trails (i.e., Luce Line bridges, horsetrail, etc. etc. etc.)
- Continue Up-Grading of Pillsbury State Forest Trails
- Summer Maintenance (all State Trails - non-motor)
- Assess Multi-Use Opportunities on Existing Trails - Implement Where Feasible
- Statewide Trail Conference
- Groomer Replacement Rotation
- Provide Trail Managers for State Trails (3X)
- Staff & Equipment (3X) - Full Staff in Metro Area (2X)
- Complete Rehabilitation of the Heartland State Trail, Especially Surface & Bridges

## OTHER PRIORITIES FOR PROGRAM INITIATIVES

- Implement a Vegetation Management Program (2X)
- Statewide Trail Coordinator Position
- Operational Staffing
- Nonmotor (Bike) Funds
- Emergency/Disaster Fund
- Trail Maintenance & Improvement Funds for All State Trails (3X)
- Statewide Interpretive Improvements/Materials (especially on Luce Line)
- Adequate Operational Staffing
- Trail Managers promoted to Spec I level or higher
- Personnel
- Adequate Field Offices & Buildings
- Statewide Snowmobile Signing
- Complete Trail Explorer Editions
- Improve North Shore State Trail
  - reconstruct bridges
  - get a second state groomer
  - finish the trail
  - hire a trail manager
- Equipment in Place
- Accelerate Visitor Services Efforts
- Provide Operations Buidlings/Facilities for State Trails
- Bridge Maintenance Program



USER-GROUPS  
EIGHT TRAIL  
SUMMARIES FROM THE  
SECTION 9.



**DEPARTMENT OF NATURAL RESOURCES  
TRAIL PLAN STRATEGY SESSIONS  
DAYS INN - ST. PAUL NORTH  
THURSDAY - FRIDAY, MARCH 14-15, 1991**

The following are encapsulated descriptions of the views of the eight trail user groups which met last June. For in-depth discussion of user-group viewpoints, consult any of the eight user-group documents from June 1990 or the trail user-group congress report from September 1990. For our purposes in Trails and Waterways, we will look at the following question:

**What does this user group expect of the DNR, and in particular, Trails and Waterways? What demands, requests and hopes are being expressed?**

- What do these expectations mean in a statewide context?
- What do these expectations mean in the areas of acquisition, development and initiatives (programs, maintenance and operations)?

**A. SNOWMOBILING** (Summarized by Les Ollila, who was a participant in this June discussion. NOTE: This focus group was initially called together as the Governor's Snowmobile Task Force. This group took their findings from the June meeting and reconvened in mid-November. The resulting product was a set of thirteen recommendations for action that were given to the Governor in February 1991.)

1. The past experience of snowmobilers has been that, because they have developed their own funding, they have found themselves funding other trail-using groups as well.
2. Snowmobilers are highly organized. The issues they discussed were considered in depth. They see themselves as potential leadership models for all other trail user groups.
3. This group has high expectations for what it will do on its own behalf.
4. The number one issue is the completion of a quality connecting trail system. (GIA assistance will be a component).

5. Snowmobilers are looking for an advisory role. Snowmobilers are especially interested in the area of long-distance trail planning. They are also interested in trail fund equitability.
6. Snowmobilers are concerned that their existing funding may not be sufficiently protected for use only on trail-related expenses.
7. Liability protection continues to be an issue both for landowners and for trail volunteers.
8. Snowmobiler's general areas of concern are with having a sufficiently large trail system, a quality system, a well mapped system, and a system that realizes its great tourism potential.

**B. ALL-TERRAIN VEHICLE RIDING (Summarized by Butch Belcher).**

1. This group is patterned closely to the way the snowmobile program has been designed.
2. This group has a GIA mechanism in place, but now wants funds released so more trails can be built. The present situation has made them feel held back.
3. The biggest single issue: more trails (funds are there, but trails are not!)
  - components of this issue:
    - a.) Implement and enforce existing laws (a big need here).
    - b.) Boost safety training efforts.
    - c.) Seek relief from liability for both the landowner and the trail worker.
  - 4. They desire better cooperation between themselves and other trail groups.
  - 5. They have an interest in meeting with DNR on rail-trail, multi-use issues.
  - 6. They are interested in a mandatory helmet law.
  - 7. ATVers desire better public relations and better involvement with local communities.
  - 8. DNR and ATVers have an intense but uncertain relationship.

C. **HIKING** (Summarized by Gordon Kimball who was a participant in this June discussion).

1. "Take a hike" truly means many different things.
2. Hikers are not organized at all (they are generally very solitary.)
3. These discussions did not address issues concerning hunter/walking trails nor volksmarching.
4. Hikers make no distinction between trails provided by Trails and Waterways, Parks or Forestry. Therefore it is of utmost importance that we coordinate and plan together with them. This is particularly true because other units of DNR provide more hiking than does Trails and Waterways).
5. Hikers don't have specific acquisition, development and initiative expectations from DNR - perhaps because they see hiking as a basic provision of all outdoor recreation. Hikers in general have no clear concept of the importance of "funding" issues.
6. Hikers see an erosion of hiking opportunity which is considered a basic provision of any outdoor activity.
7. The physically challenged person is often very interested in being out of doors, if even just to hike around the block. Vehicle traffic then becomes a major obstacle.
8. Good trail information is not available - particularly information addressing the various different hiking specializations. Hikers are very quality-oriented in their trail expectations. They may ask questions like "Where do I go for a wilderness hike?"
9. Volunteerism is an important factor for hikers.  
(The model for this is the operation of the Appalachian Trail out East).

D. **OFF-ROAD MOTORCYCLING** (Summarized by Tom Danger)

1. ORMs want a program patterned after snowmobiling or ATVs.
2. They are interested in a Twin Cities region motor park (within 50 miles).
3. They would like a dedicated account with a GIA provision.

4. They are very interested in good enforcement and safety training. They are interested in rider education. They feel they have gotten a bad rap from maverick riders.
5. They see major obstacles being competition for land, zoning and restrictions and erosion. They are also concerned about wrong attitudes, both on the part of users and non-users. They see themselves as being rather unorganized. They do see existing conflict with other user groups.
6. They are interested in DNR unit trails in all parts of the state.
7. They would like to see 1,000 miles of multi-use trail and 300 miles of ORM-only trails (ORM trails with varying skill levels). They mention what they say are successful ORM programs in Michigan, Wisconsin and certain Western states.
8. They have an interest in camping areas.
9. They want good signing and public information.
10. They would like to discuss their program proposals with a single DNR liaison.

**E. HORSE RIDING/CARRIAGE DRIVING (Summarized by Craig Mitchell)**

1. A considerable interest exists in commercial stables. This relationship between DNR and private industry needs to be defined.
2. It is striking how diverse this group is.
3. They have a clear desire to establish a funding mechanism.
4. They would like their diversity reflected in a trail system with diverse options.
5. Horse riding trails need funding the most. Grants and excise taxes were discussed.
6. Horse trail maintenance is intensive and this will make a diverse system difficult to deliver.

7. Horse people don't appear to have great consensus as to what they want. (For example: wide trails vs. narrow trails, etc.). An interest exists in rustic as well as loop trails. Long-distance trails did not appear to be the greatest need. Other facilities desired were those accommodating day rides. Adequate parking and campsites are also desired.
8. In the areas of acquisition, development and initiatives:
  - a. Interest in a GIA program.
  - b. They want to be included in corridor acquisition discussions.
  - c. The need for carriage driving trails is a new twist.

F. **CROSS-COUNTRY SKIING** (Summarized by Tim Browning who attended the June meeting).

1. This group very clearly indicated that their number one dream is to have funding that is not on a roller coaster, but rather is expanding. Could lottery money be the answer?
2. Noteworthy is the fact that no statewide umbrella organization exists for cross-country skiers.
3. Cross-country skiers want improved quality and diversity of trails.
4. Cross-country skiers want to upgrade snow depth reporting in the media and make the reporting a little closer to the weekend. It was somewhat of a surprise to see how skiers wanted very accurate information for trip planning purposes.
5. Another surprise was the relative level of trust existing between this group and motorized groups - especially snowmobiling.
6. Cross-country skiers want to step-up youth education to increase recruitment into the sport.
7. Cross-country skiers want to make it more of a popular way of life in the state. This presented some frustrations to them, but they were optimistic about their future. Some suggested working split shifts, to allow skiing during the daylight portion of the day. Others thought lighted trails may be the solution.

8. Cross-country skiers would like to expand opportunity by using snow making equipment and lighted trails.
9. Some would like an adopt-a-trail program.
10. Some cross-country skier desires cannot be met by DNR.
11. Cross-country skiers are very environmentally conscious.
12. This tends to be an individual pursuit.

G. **BICYCLING** (Summarized by Dan Collins)

1. This is not a leisure group, but rather a transportation group - one not yet respected by traffic engineers. The message coming from bicyclists concerning their "fair shake" is that "We are a legitimate player."
2. DNR delivers only a small portion of the total bicycle opportunity in the state.
3. Bicyclists have an interest in developing interstate trails.
4. They have interests in increasing commuter trail opportunities.
5. DOT engineers need to be building bicycle needs into their highways.
6. A stable bicycle funding source is needed.
7. All rights of way need to be preserved for public purposes, including bicycling.
8. Physical needs:
  - a.) Bicycle-only campsites.
  - b.) Uniform signing.
  - c.) Trail difficulty grading system needed.

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H. **OFF-ROAD 4 X 4 DRIVING** (Summarized by Paul Nordell who attended the June meeting)

1. This group see themselves as an environmentally concerned group that enjoys observing nature. They enjoy family camping, outings and camaraderie. They also enjoy the mechanical aspects of their pursuit.
2. Developing a cooperative working relationship with DNR is near the top of the list of dreams among 4 X 4 drivers.
3. 4 X 4 people are interested in a motor sports park.
4. Permanent funding is important.
5. The 4 X 4 people would like a single DNR contact person who can broker all of their inquiries and be the DNR spokesperson.
6. 4 X 4 people are interested in offering help in very practical ways, such as the use of heavy equipment.

DEPARTMENT OF NATURAL RESOURCES TRAILS AND WATERWAYS UNIT  
REPRESENTATION IN JUNE: (n = 11) In addition, Paul Nordell attended all sessions.

Snowmobiling:      Bruce Highland  
                         Bob Kaul  
                         Les Ollila  
                         Dave Wolff\*

All-Terrain Vehicle Riding: Greg Murray  
                                 Ron Potter

Hiking:      Angela Anderson  
                         Owen Caddy  
                         Gordon Kimball\*

Off-Road Motorcycling: Sam Johnson

Horse Riding/Carriage Driving: none

Cross-Country Skiing: Tim Browning  
                                 Bob Chance

Bicycling: none

Off-Road 4 X 4 Driving: none

Total participants from the DNR = 22 (plus Nordell)

(\*) Also an agency advisor for combined user-group trail congress held Thursday, September 27 and Friday, September 28, 1990.

**NOTE:** Personal views were being expressed rather than organizational views, i.e., "What do you like best as a trail user?"

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**PARTICIPANT LIST**

**SECTION 10.**



**DNR TRAIL PLAN STRATEGY SESSION PARTICIPANTS**  
**DAYS INN - ST. PAUL NORTH**  
**THURSDAY - FRIDAY, MARCH 14 - 15, 1991**

1. Butch Belcher, Regional Supervisor, Region I
2. Dick Kimball, Area Supervisor, Region I
3. Bruce Winterfeldt, Area Supervisor, Region I
4. Les Ollila, Regional Supervisor, Region II
5. Ron Potter, Area Supervisor, Region II
6. Bruce Highland, Area Supervisor, Region II
7. Bob Moore, Area Supervisor, Region II
8. Sam Johnson, Assistant Area Supervisor, Region II
9. Tim Browning, Regional Supervisor, Region III
10. Forrest Boe, Area Supervisor, Region III
11. Kevin Arends, Area Supervisor, Region III
12. Scott Schroeder, Area Supervisor, Region III
13. John Voelker, Assistant Area Supervisor, Region III
14. Dave Wolff, Regional Supervisor, Region IV
15. Bob Kaul, Area Supervisor, Region IV
16. Bob Chance, Area Supervisor, Region IV
17. Gregg Soupir, Area Supervisor, Region IV
18. Craig Mitchell, Regional Supervisor, Region V
19. Craig Blommer, Area Supervisor, Region V
20. Joel Wagar, Area Supervisor, Region V
21. Gordon Kimball, Regional Supervisor, Region VI
22. Martha Reger, Area Supervisor, Region VI
23. Larry Killien, Area Supervisor, Region VI
24. Paul Nordell, DNR Trail Plan Coordinator
25. Cindy Wheeler, Field Operations Manager
26. Tom Danger, Trail Operations Supervisor
27. Dan Collins, Trail Programs Supervisor
28. Grant Scholen, Research Coordinator
29. Laurie Young, Visitor Services Coordinator
30. Angela Anderson, Trail Planner
31. Del Barber, Trail Program Coordinator

resources needed to preserve corridors; and 3) developing the mechanisms needed to ensure collaboration across agency lines.

For a more complete discussion of this essential portion of the future of trails, please refer to Chapter VI of this report. The report from the strategy session itself is in Appendix Q.

#### D. TRAILS AND WATERWAYS UNIT'S VISIONS, STRATEGIES AND ACTIONS FOR THE 1990'S

In March, 1991, the Trails and Waterways Unit developed its own vision of how state trail acquisition, development, maintenance and operation should be funded in the future. Meeting participants were briefed on the views of ~~the~~ eight trail user groups as well as on rail-trail issues in the state. The report from this session is in Appendix P.

This unit-wide trail strategy session produced the following eleven goal statements:

1. **Trail Management** - the goal is *to provide a coordinated and integrated trail system that is managed for an appropriate standard of quality.*

**Related objectives** include the following:

1. Develop multiple-use trails whenever possible.
2. Conform to recognized standards whenever possible.
3. Provide a trail system that is responsive to user needs and experiences.

2. **Trail Funding** - the goal is *to secure stable and reliable funding for the Minnesota trail system.*

**Related objectives** include the following:

1. Secure a consistent, dedicated funding source.
2. Secure funding for acquisition, development, maintenance and operations.
3. Ensure a diverse funding mix whereby all trail users contribute.
4. Pursue cooperative trail funding (inter-agency & inter-government) strategies.

3. **User Satisfaction** - the goal is *to have informed users contacted through a marketing program, an improved trail information system, and via an environmental education program.*

**Related objectives** include the following:

1. Strive to satisfy user needs and expectations.
2. Refine and improve marketing strategies.
3. Improved trail information system.
4. Provide opportunities for environmental education.

4. **Trail Acquisition and Development Priorities** - the goal is *to develop and employ a systematic approach to prioritizing all trail projects.*

**Related objectives** include the following:

1. Retain and preserve abandoned railroad right-of-ways for trail use.
2. Employ understandable and workable criteria for both priority setting and evaluation of opportunities.
3. Clearly communicate trail acquisition and development priorities.

5. **Completion of Existing Trails** - the goal is *to concentrate on capital investments that have already been made.*

**Related objectives** include the following:

1. Develop trails in the order they were acquired, in most cases.
2. Focus on completing existing unfinished trails.
3. Complete pending projects.
4. Strive to develop trail networks.

6. **Trail Partnerships** - the goal is to *obtain cooperation from all stakeholders/service providers in providing comprehensive trail services.*

**Related objectives** include the following:

1. Develop partnerships with cities, counties, federal and local units of government.
2. Develop partnerships with the private sector (includes industry).
3. Develop partnerships with trail user groups.

7. **Volunteerism** - the goal is to *obtain active user involvement and support.*

**Related objectives** include the following:

1. Undertake Adopt-A-Trail Program.
2. Secure greater volunteer participation in maintenance and development activities.
3. Obtain volunteer skills to match our needs and complement our strengths.
4. Place special emphasis on recruiting retired persons.
5. Foster a sense of awareness and ownership in volunteers.

8. **Roles and Responsibilities** - the goal is to *clearly understand and articulate the roles and responsibilities of both the trail providers and trail users.*

**Related objectives** include the following:

1. Clearly define responsibilities within Trails & Waterways for acquisition, development and operational programs.
2. Clearly define roles within the DNR and between DNR and other agencies.
3. Clearly define roles with regard to development and operation of the statewide trails system.
4. Seek to enhance relationships with DNR, and with trail users and other trail providers (external to DNR).

9. **Responsiveness** - the goal is to *develop a system capable of responding to new and changed situations.*

**Related objectives** include the following:

1. Determine and define legitimate trail uses in concert with trail users and trail providers.
2. Assess the needs of each user group.
3. Develop an action plan for meeting user group needs.
4. Implement and monitor action plans together with users.

10. **Trail User Responsibilities** - the goal is to *reduce the liability exposure for both landowners and trail providers.*

**Related objectives** include the following:

1. Improve liability protection for trail providers and private landowners.
2. Minimize risk to trail providers and landowners.

11. **Transportation** - the goal is to *provide for transportation as well as recreation, recognizing that trail use for recreation or transportation purposes is indistinguishable.*

**Related objectives** include the following:

1. Recreational trails should be integrated into an over-all transportation system plan.
2. Trail providers should recognize and consider potential transportation needs when providing recreation trails.

The Trails and Waterways Unit, after developing it's vision for the future of public trails, examined the obstacles blocking that vision, and then offered strategies for overcoming those obstacles.

Fifty-one strategies were identified and grouped as follows:

## I. For a More Focused, Responsive Organization

- A. **Client Focused Implementation**
  - 1. Identify Actual User
  - 2. Periodically Access Need
  - 3. Know Your Market
  - 4. Monitor Use
  - 5. Comprehensive User Planning
- B. **Increasing Our Profile**
  - 6. Total Marketing Plan
  - 7. Identify Self and Unit with Successful Projects
  - 8. Present Our Message
  - 9. Assert Leadership Role
  - 10. Lead Intra & Inter Agency Coordination

<b>C. Focused Responsive Organization</b>		
11. Determine Trails and Waterways Vision	18.	Proactive Process for Proposals
12. Set a Clear Course	19.	Management Accountability Enforced
13. Define Trails and Waterways Role	20.	Clear Line of Authority for Duties
14. Flexible Planning Capacity	21.	Expand Field Level Responsibility
15. Establish Clear Priorities	22.	Encourage Risk Taking and New Ideas
16. Do Systematic Resource Checklist	23.	Team Support for Decisions
17. Develop Structured Procedures	24.	Know Our Limits
<b>D. Risk Management Approach</b>		
25. Increased User Responsibility	28.	Understand Laws
26. Test Liability Laws	29.	Educate Users
27. Risk Taking		

## II. For an Organization Leveraged for Mission

<b>E. Broadening Funding Base</b>		
30. Contingency Fund	32.	Explore New User Fees
31. Increase Existing User Fees	33.	Explore Alternative Funding Sources
<b>F. Building Bridges</b>		
34. All-Agency Consistent Regulations	40.	Solicit Partnerships
35. Cooperation Between Enforcement Authorities	41.	Intra/Interagency Cooperation for Providing Facilities
36. Explain Inconsistent Regulations to Lawmakers	42.	Build Legislative Support
37. Recognize Organizations	43.	Develop Legislative Approach
38. Build Bridges with Other Providers	44.	Providing Legislative Support
39. Judicial Support	45.	User Group Interaction, Education
	46.	User Education Program
	47.	Sell What Sells
<b>G. Increased Capacity Through Volunteers</b>		
48. Adequate Staffing and Time Commitment	50.	Partnerships with Unions
49. Promote Positives of Volunteers	51.	Appropriate Tasks & Roles

The above areas were examined to determine the type of actions which most effectively accomplish more than one objective at a time. The following five recommendations resulted:

**Recommendation 1.** A biennial statewide trail conference should be planned and organized by Department of Natural Resources with considerable cooperation by Minnesota Recreation Trail Users Association (MRTUA). The Minnesota Parks and Trails Council and Foundation, Minnesota Recreation and Park Association, National Park Service, U.S. Forest Service, Minnesota Department of Transportation and various user groups as appropriate.

Such a conference would establish an on-going opportunity for dialogue with our clientele. It would also give DNR an opportunity to build bridges with other service providers. Finally, it would increase the Unit's visibility and provide a forum within which to showcase trails accomplishments to legislators and the public.

**Recommendation 2.** A written communication plan should be developed and implemented. Elements of this plan could include: target market promotion (bike stores, snowmobile dealers, user organizations, etc.); distribution of *Trails and Waterways* brochures and printed materials; an annual press release plan (content and frequency to be established); development of new information materials; a quarterly *Trails and Waterways Newsletter*; (intended for external consumption); a return of the *Trail Explorer*; the return of our internal *Trails and Waterways Newsletter*; and a suggested schedule for periodic contributions to the DNR. This action recognizes the importance of getting the word out effectively and continuously, thus increasing *Trails and Waterways*'s public profile. Its intent would be to build bridges with various agencies, organizations, legislators, and user groups. It would also give us the opportunity to help shape public perceptions concerning the Unit's activities and accomplishments.

**Recommendation 3.** An Initiative Fund should be established for innovative projects around the state.

This action would speak to the need for flexibility within our operation. It would visibly signal the Unit's encouragement of risk-taking and new ideas. This would advance the strategies within two areas: "focused responsive organization" and "risk management approach".

**Recommendation 4.** Visitor services programs should be increased statewide. Areas of concentration include signing for trail etiquette, legal obligations, increased area services and added interpretive information.

This action speaks to the need to "educate" users. Such efforts establish and maintain the necessary dialogue with our clientele.

**Recommendation 5.** Trails and Waterways personnel should be assigned to address organizational issues facing the Unit. Examples include the need to determine the Trails and Waterways vision for public trails; define the Trails and Waterways role and limits in providing public trails; establish a procedure for clear priority setting; identify the need for a systematic check list of resources and resource needs; and better structure and define Trails and Waterways policies and procedure guidelines.

This action would enable Trails and Waterways to move forward in the creating a more focused, responsive organization.

## **#6 MAINTENANCE AND OPERATIONS ISSUES**

### **IV. FUTURE TRAIL ALTERNATIVES**

Certain specific actions will be necessary during the 1990's in order for the DNR to build towards its vision of an optimum trail system. Because a great variety of possible projects could be pursued, a criteria-driven selection process will assist in this evaluation of potential trail projects. Trail initiatives have been divided into three categories: acquisition projects, development projects and operational needs. The full list of projects is contained in Appendix Q.

#### **A. FUTURE TRAIL ACQUISITION OPTIONS**

Approximately 2,500 miles of potential new or connecting trails have been identified in Trails and Waterways brainstorming sessions. These "nominations" fall into the following geographic categories:

