

# BRIGHTON BEACH (KITCHI GAMMI PARK)

Revised 2019 Mini-Master Plan

Duluth, Minnesota

July 10, 2019

# DRAFT



Duluth Parks  
& Recreation

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# 01. BACKGROUND & HISTORY



>>Photo Credit: Lake Superior at Brighton Beach, Parks Staff

## History as Recreation Destination

The City of Duluth's first tourism camp was created at Brighton Beach in 1922. The lakeshore areas unofficially became known as Kitchi Gammi Park in 1926. Hugely successful as a Tourism Camp, Brighton Beach originally offered tent sites and water and toilet facilities for guests; eventually hosting a total of 20 cabins. The Tourism Camp operated until the late 1950s, with the majority of the land becoming the site of the Environmental Protection Agency's current Mid-Continent Ecology Division building.



>>Photo Credit: 1926 cabins at Brighton Beach, Zenithcity.com

### Brighton Beach today

Present user counts during mid-summer reflect an average use of 400 bicyclists, 975 pedestrians and 278 vehicles daily. Users visit to access Lake Superior or the park amenities, which include: a pavilion, historical fireplace building, picnic tables, grills, benches and wide and smooth beaches for launchings canoes, kayaks and paddleboards. Popular activities at Brighton Beach include:

outdoor yoga, worship, public meetings, weddings, family reunions, school field trips, recreational instruction, dog walking and more. Attendance for special events is nearly 3,000 persons annually. In 2012, the City of Duluth conducted a mini-master planning process for the park, resulting in a number of infrastructure and design recommendations.



## Brighton Beach Planning Limits

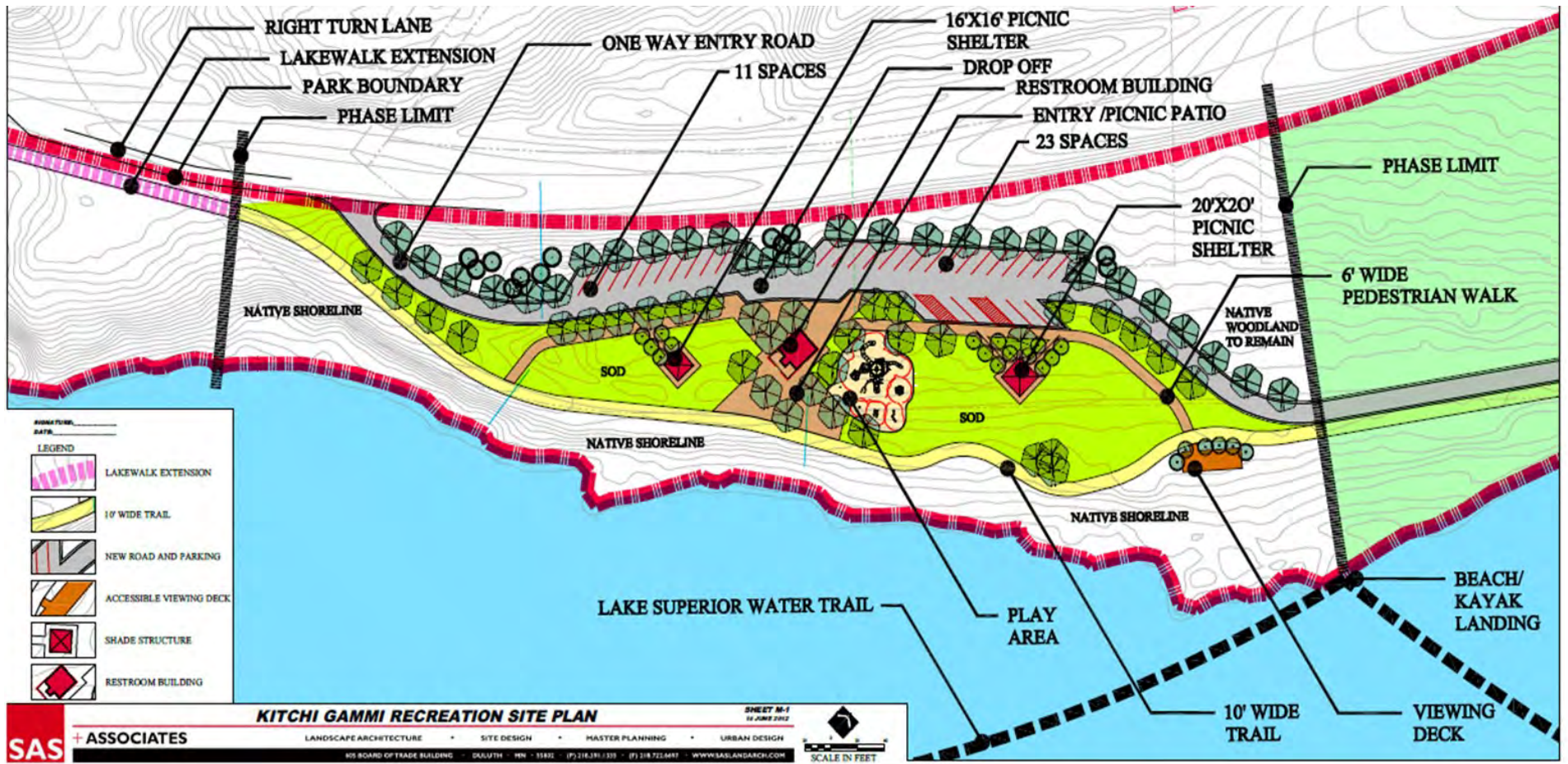


>>Image Credit: Project Limits, Duluth Engineering Staff



## 2012 Mini-Master Plan

The 2012 Brighton Beach (Kitchi Gammi Park) Mini-Master Plan provided a series of recommendations for the reconfiguration of the roadway and formalized parking areas. The recommendation calls for a 10 foot wide trail running adjacent to the rock shoreline edge, next to the road. The Plan also suggested placement of permanent restrooms. Planning efforts acknowledged the site's erosion issues and recognized the location as a Lake Superior Water Trail kayak/canoe launch "trailhead".



>>Image Credit: 2012 Mini-Master Plan Recommendations, SAS Associates



## 2015 Federal Transportation Alternatives Grant

In 2015, the City was awarded a Federal Transportation Alternatives (TAP) grant to support the final segment of the Lakewalk to be built in 2020. Currently, the motor vehicle lane is the only route within the boundaries of the park. The road serves conflicting modes of transportation; including motorists, bicyclists, in-line skaters, and pedestrians — all trying to access Lake Superior. The absence of designated pathways for park users creates a free-for-all mix of vehicles, pedestrians and bicyclists. In addition to conflicting modes of transportation, a network of informal parking areas and social trails exacerbates this dangerous mix of users and creates unstable, inaccessible routes to the lakeshore while further eroding the banks.

The 2012 Mini-Master Plan called for reconfiguration of the road, trail and parking areas and provided recommendations for green space improvements. Since 2017, significant shoreline erosion at Brighton Beach has necessitated the study of the road and trail location and its placement further from the shoreline. Determining the final trail alignment is necessary as the project must progress to design in winter 2019 for construction in 2020 in compliance with the TAP grant.



>>Photo Credit: Road erosion, Park Staff



>>Photo Credit: Informal Parking, Park Staff



## 2017/2018 Storm Damage



>>Photo Credit: 2017 and 2018 Storm Damage, Park Staff



## Historical Erosion



**1983**



>>Photo Credit: 1983 Archive Photos, Park Staff



**2001**



>>Photo Credit: 2001 Archive Photos, Park Staff



Current Conditions





## Project Scope

Revisions to the 2012 Mini-Master Plan will address the following goals:

1. Reduce City infrastructure within the DNR 10 ft. wave zone of the shoreline.
2. Increase circulation safety for all parks users – vehicular, bicycle, and pedestrian.
3. Increase shoreline resiliency by formalizing trails, access points and parking areas to minimize shoreline erosion.
4. Provide high quality experience for recreational access to the lake and adjacent green space.



>>Photo Credit: 2006 Brighton Beach, Parks Staff

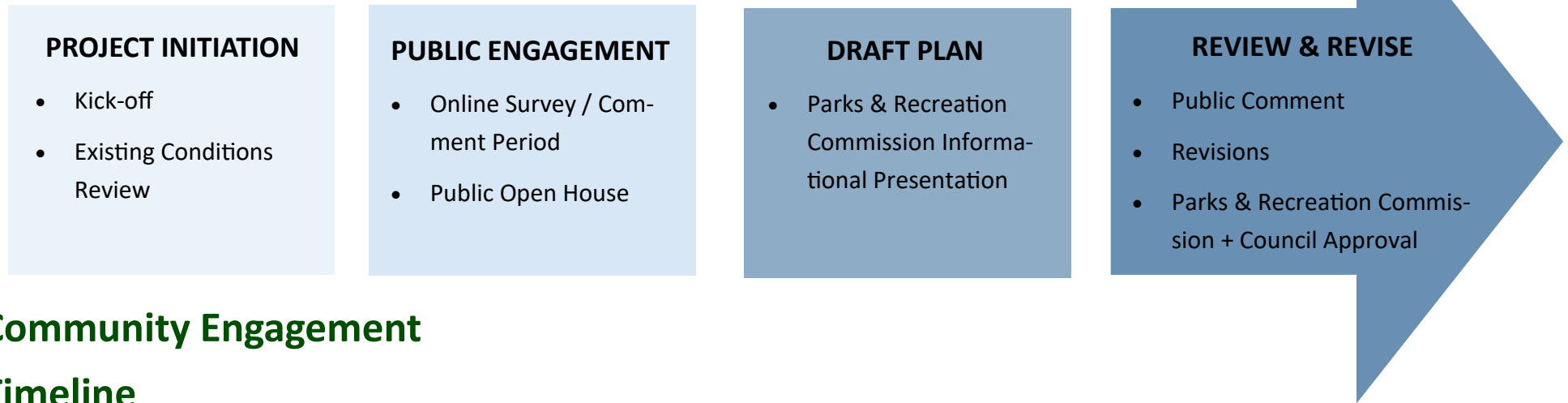


## 02. PLANNING PROCESS



>>Photo Credit: Lake Superior at Brighton Beach, Parks Staff





# Community Engagement Timeline

## City Interdepartmental Staff Meeting

Representatives from City Engineering, Parks & Recreation, Property Facilities Management and Community Planning began meeting in December 2017 to address failing infrastructure and determine future action.

## Existing Conditions Review

Condition assessments were compiled from disaster storm reporting and staff field visits. Most data was compiled over the summer/fall of 2018 and spring of 2019.

## Online Survey/Comment Period

24 survey responses received between May 28—June 7, 2019. 7 additional written comments received.

## Public Open House

Hosted by City Staff at Brighton Beach, 25 community members attended this meeting on June 3, 2019 from 5 to 7 p.m.

## Parks & Recreation Commission Informational Presentation

Draft plan presented to Parks and Recreation Commissioners on June 12, 2019.

## Public Comment

Open during planning process through email, phone and website comment form. Draft plan posted for comment from June 13 to 26, 2019.

## Plan Revisions: June 27—July 9, 2019

## Parks & Recreation Commission Approval

Final plan presented to Commissioners on July 10, 2019

## Council Approval- August 19, 2019.



# Open House & Public Survey

## Open House

25 Attendees

June 3, 2019

## Online Survey

24 Respondents

May 28 to June 7, 2019



>>Photo Credit: Public Open House June 3, 2019; Parks Staff

**Duluth Parks & Recreation**

### Help us improve Brighton Beach!

How do you typically get to Brighton Beach?

|       |                 |
|-------|-----------------|
| WALK  | BUS             |
| DRIVE | TAXI/ RIDESHARE |
| BIKE  | BOAT            |
| OTHER |                 |

What is your favorite season to visit Brighton Beach?

|        |        |
|--------|--------|
| SPRING | SUMMER |
| FALL   | WINTER |

What is your favorite thing to do at Brighton Beach?

WALK ✓✓✓  
 Observe fun beach  
 Throw rocks into the water ✓✓✓  
 Wade (kids) ✓✓✓  
 Listen to the waves crash on the shore ✓✓✓  
 Watch waves crash ✓✓

Meet friends/sit by lake ✓  
 WALK every day! ✓  
 walk on trails-spring flowers ✓  
 Picnic ✓✓✓  
 Enjoy ice forms ✓✓✓

sit by the lake, pick rocks w/ my kids ✓  
 come down on stormy days ✓✓  
 launch my canoe or kayak ✓

**Duluth Parks & Recreation**

### Help us improve Brighton Beach!

How could we make Brighton Beach even better?

Prinkiest Restrooms ✓  
 Minimal ✓  
 KAYAK/CANOE LAUNCH AREA ✓  
 Another Pavilion ✓  
 Move road well beyond lake wave action → not just 10' or 20' ✓  
 Paths to Lake/Beach - More accessible ✓  
 Separate walking from cars! ✓✓  
 Speed limits & CCTV to monitor crime/traffic ✓✓  
 1 way traffic ✓✓  
 more disposal bins for dog waste & signs about picking it up ✓  
 One entrance with roundabout Caldeson ✓  
 Restore Shoreland after moving Road away from lake ✓  
 Turn into a pedestrian park & parking @ entrance ✓  
 Native Play for Kiddos: 3 oaks ??  
 Diagonal parking

How old are you?

|          |       |       |       |       |     |
|----------|-------|-------|-------|-------|-----|
| Under 15 | 15-18 | 19-29 | 30-43 | 44-64 | 65+ |
|----------|-------|-------|-------|-------|-----|

What is your zip code?

55803 ✓  
 55803 ✓  
 55804 ✓✓✓  
 55804 ✓  
 55804 ✓✓✓✓✓



# Open House & Public Survey Findings

*“Brighton Beach is a true Duluth treasure!”*

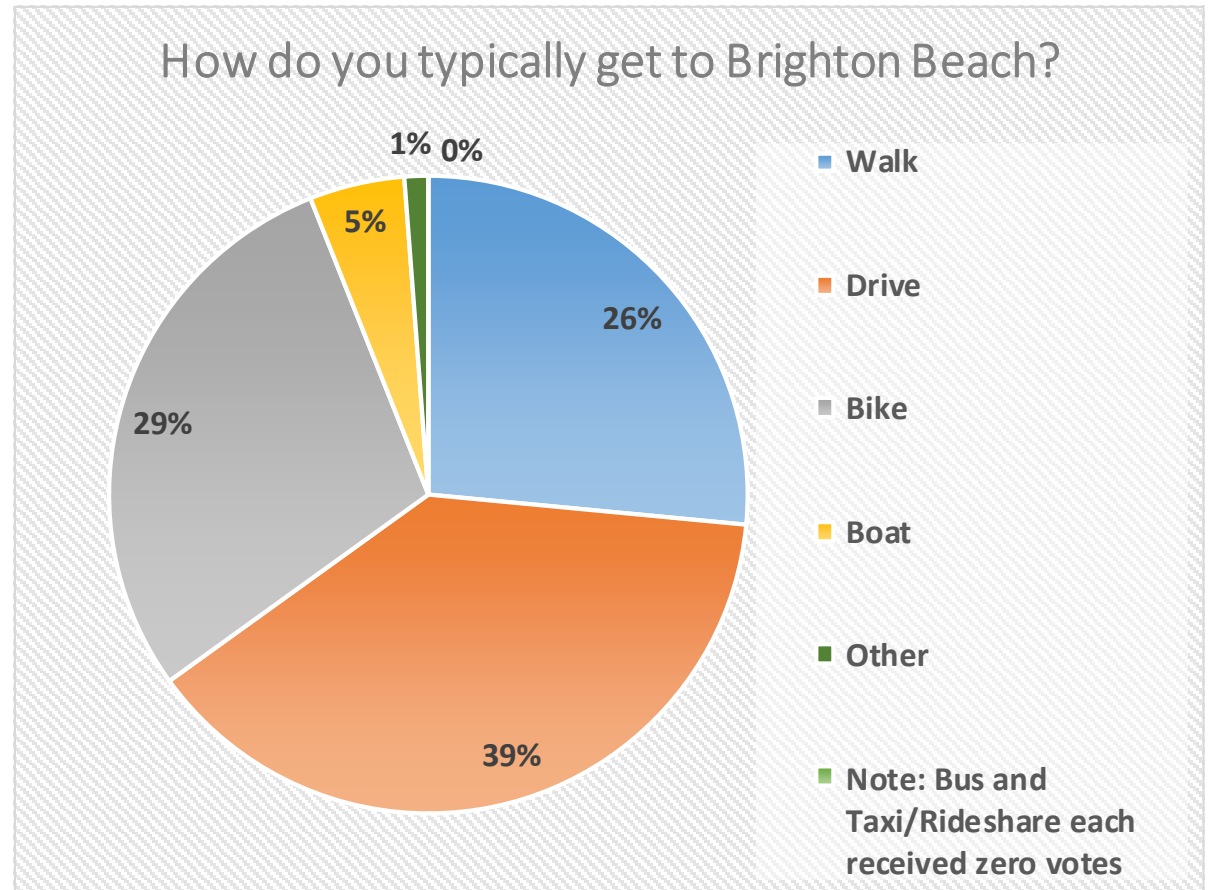
*- online survey respondent*

## Top 5 Activities

1. Walk
2. Observe from beach / observe waves / observe storms
3. Sit by lake
4. Beachcomb / throw rocks into the water
5. Enjoy ice formations

## Top 3 Suggestions

1. Separate walking areas from driving areas
2. Permanent restroom facilities
3. One-way traffic



*Detailed feedback summary available in Appendix A.*



## Strategic Alignment

### Open Space



#### Open Space Mission

Duluth will strive for a sustainable open space system that enriches the lives of all Duluthians. These open spaces will reflect the community's ecological, historical, cultural, and recreational values, and will contribute to its resilience to natural disasters.

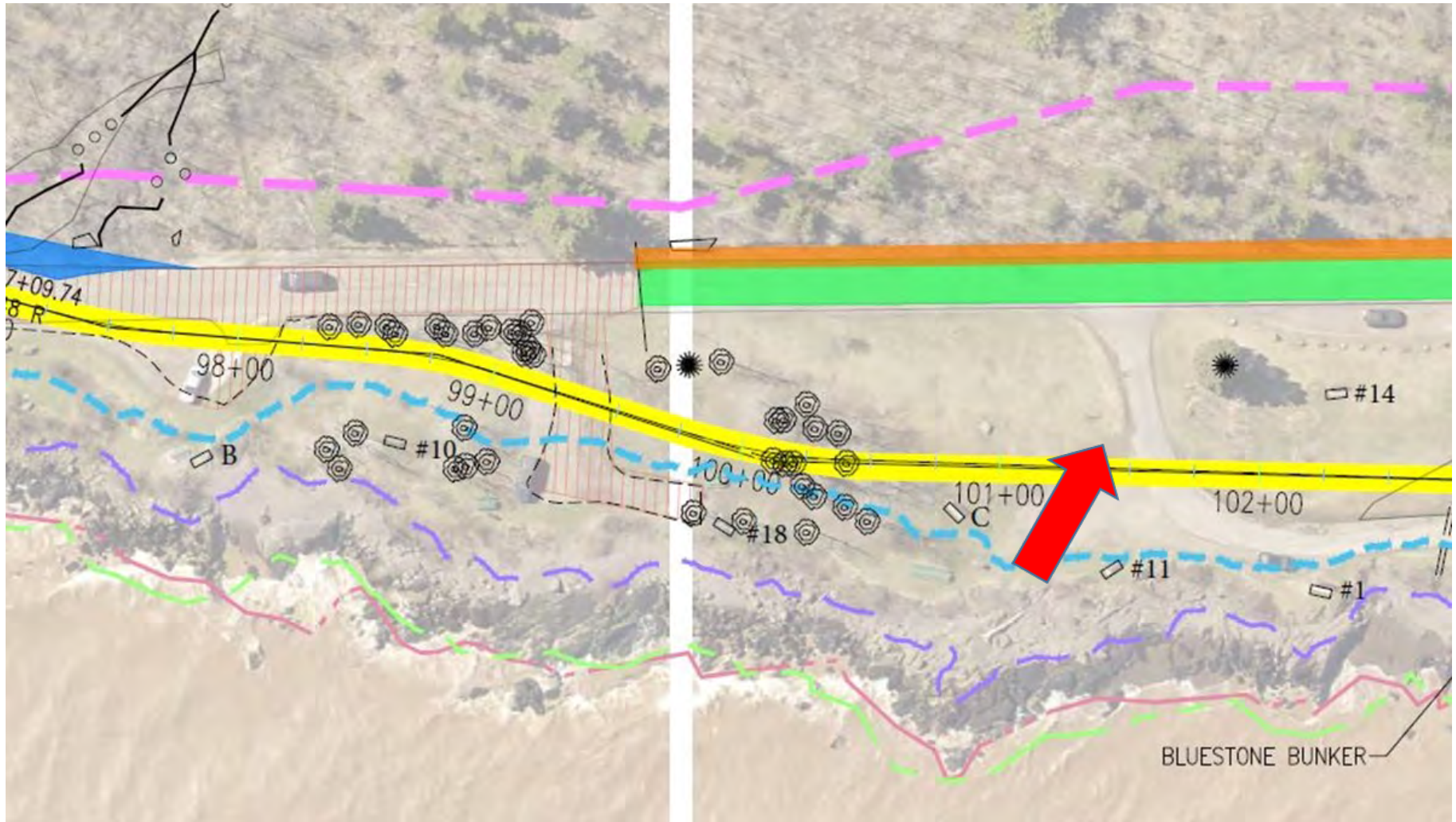


**Open Space Policy #1** – Improve Duluth's resiliency to flooding and natural disasters

**Open Space Policy #3** – Remove barriers to accessing parks and open space

# Memorial Bench Inventory

City Staff inventoried the number and locations of existing memorial benches in the project location as part of the planning process. The proposed Mini-Master Plan revision will accommodate retention of these benches, though relocation may be necessary to accommodate new design recommendations.

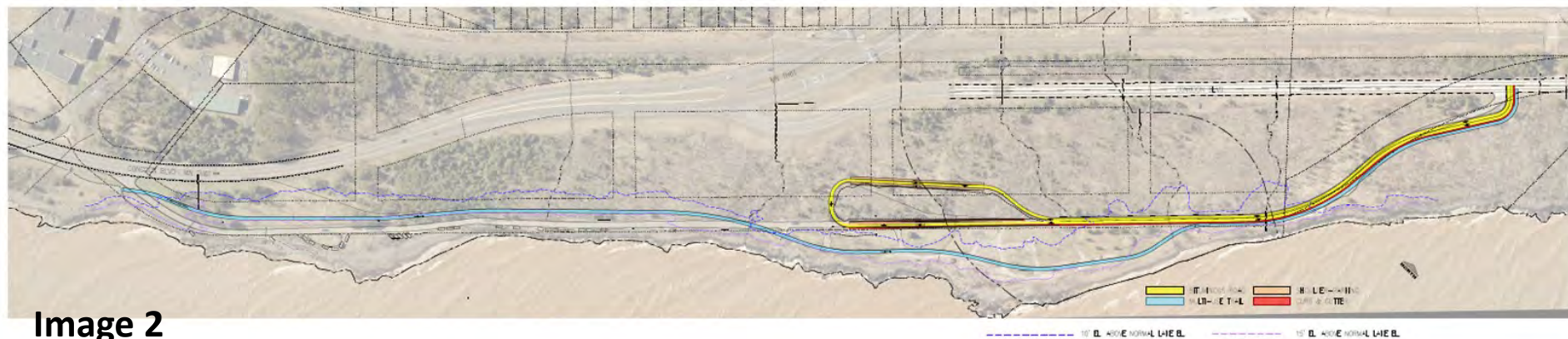
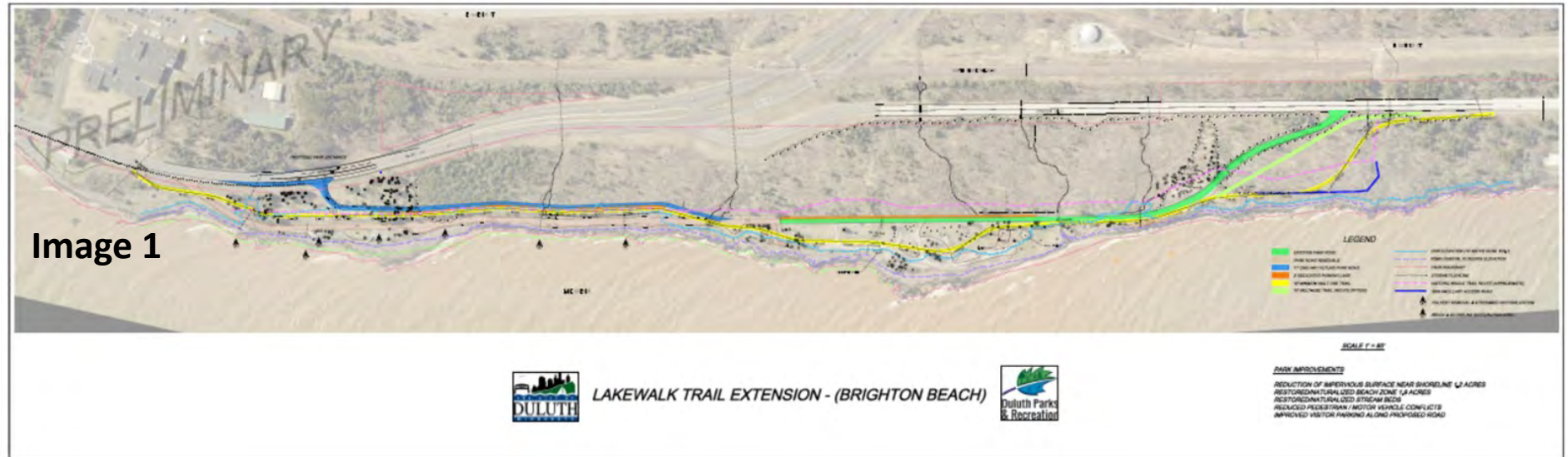


>>Image Credit: Memorial Bench Locations ; Parks Staff

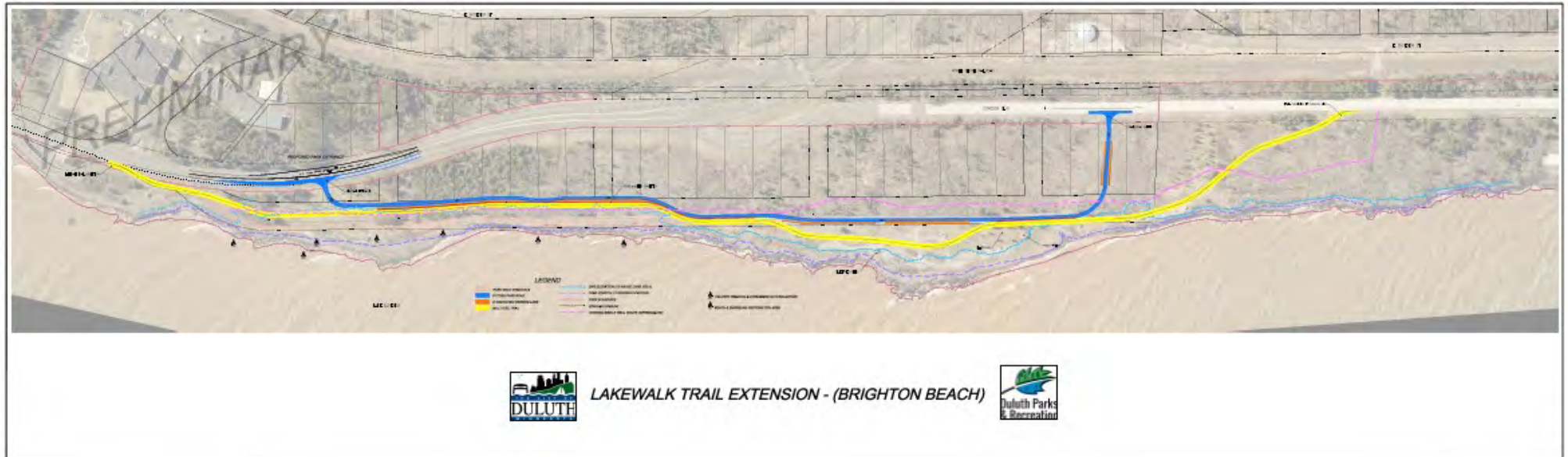


# Design Alternatives

Alternative design options were studied during the planning process and shared at the public open house (image 1 below). This option included a tight to shoreline condition at the north-west corner, which would have been costly based on failing banks and the desire for community retention of as much of the Lester School Forest as possible. Full closure of the western entrance of the park was also studied (image 2 below), but later dismissed because of the failing bank at the northwest corner as well as community input to keep a through road condition.

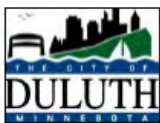
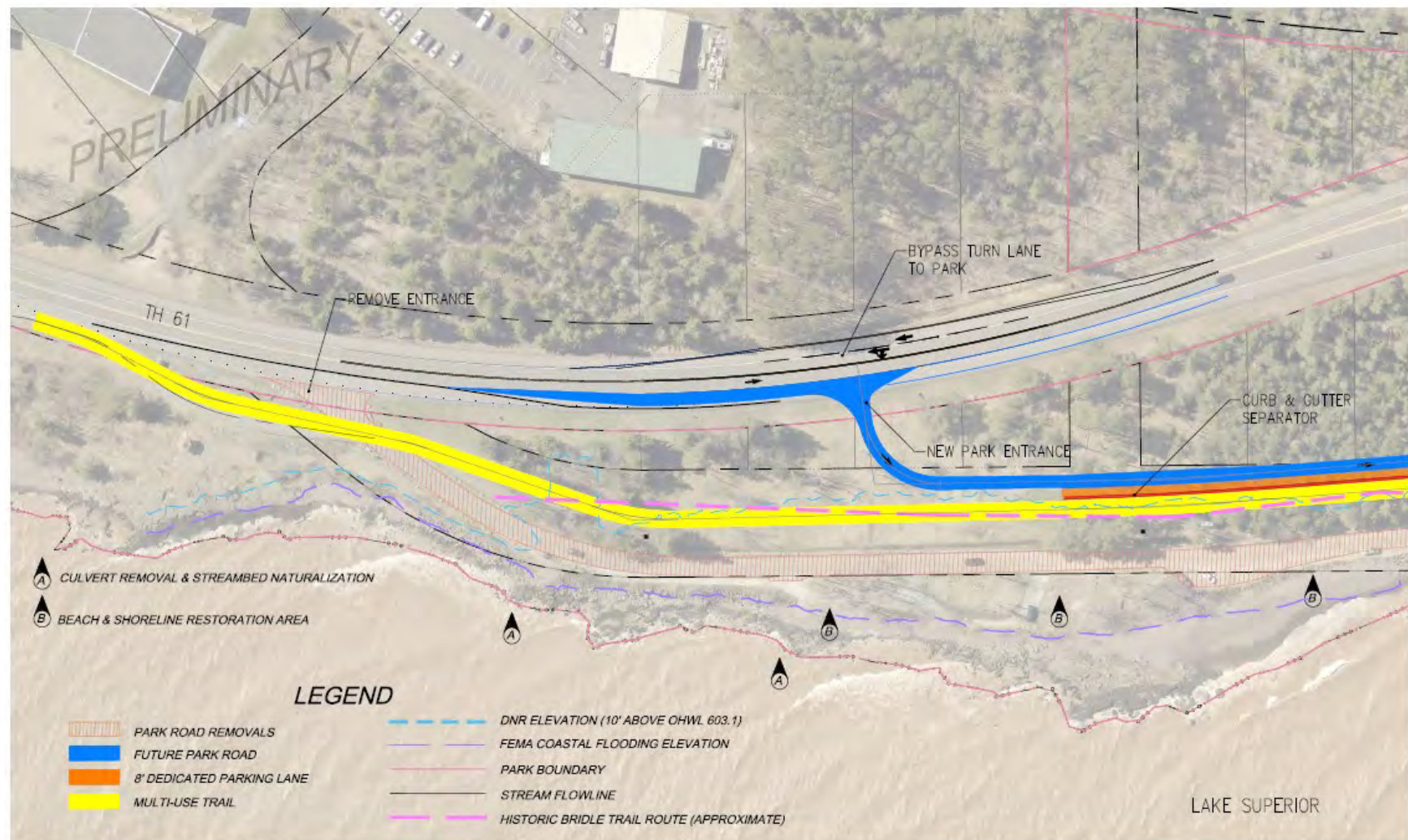


# 03. PROPOSED LAYOUT





# Road & Trail Alignment



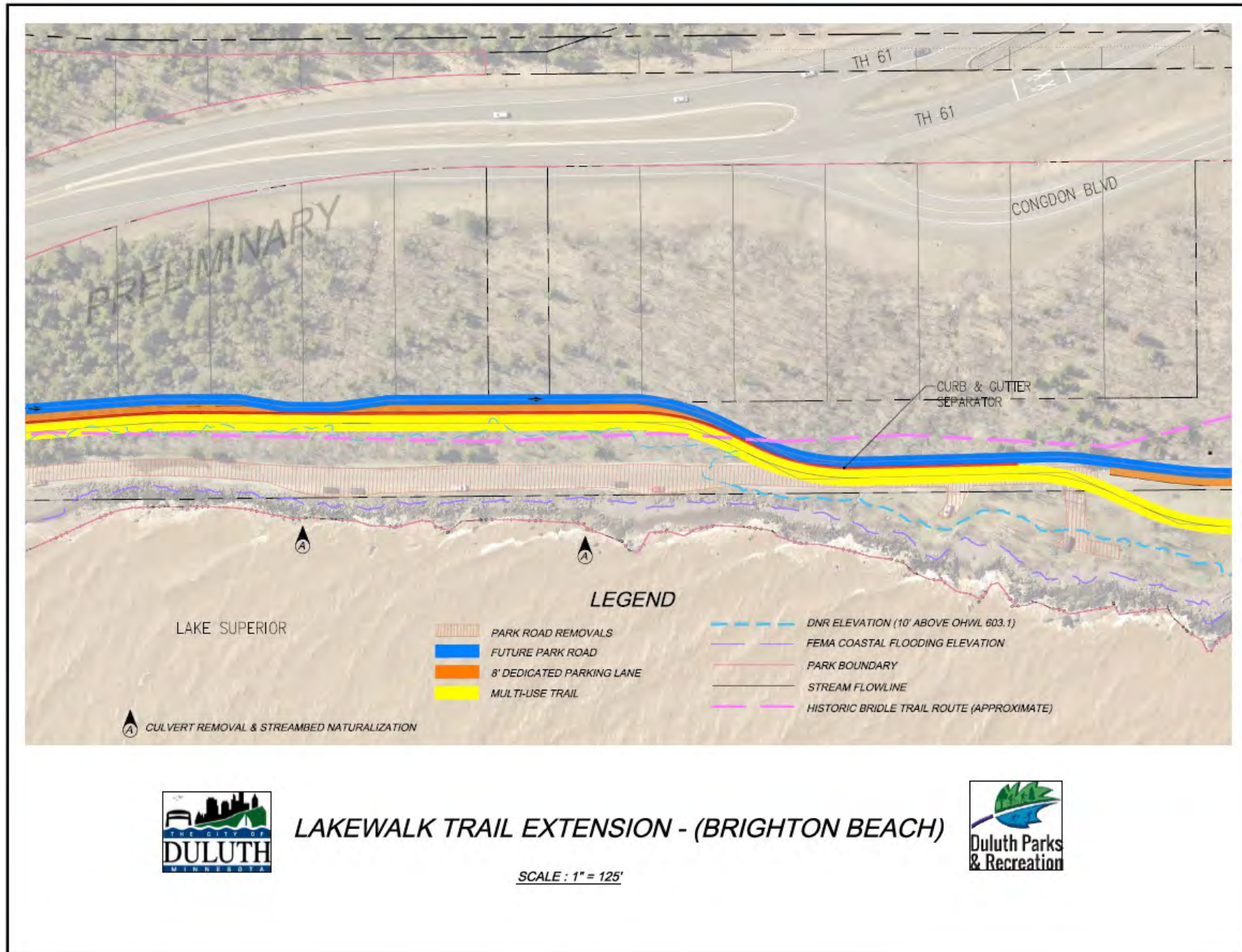
## LAKEWALK TRAIL EXTENSION - (BRIGHTON BEACH)

SCALE : 1" = 125'



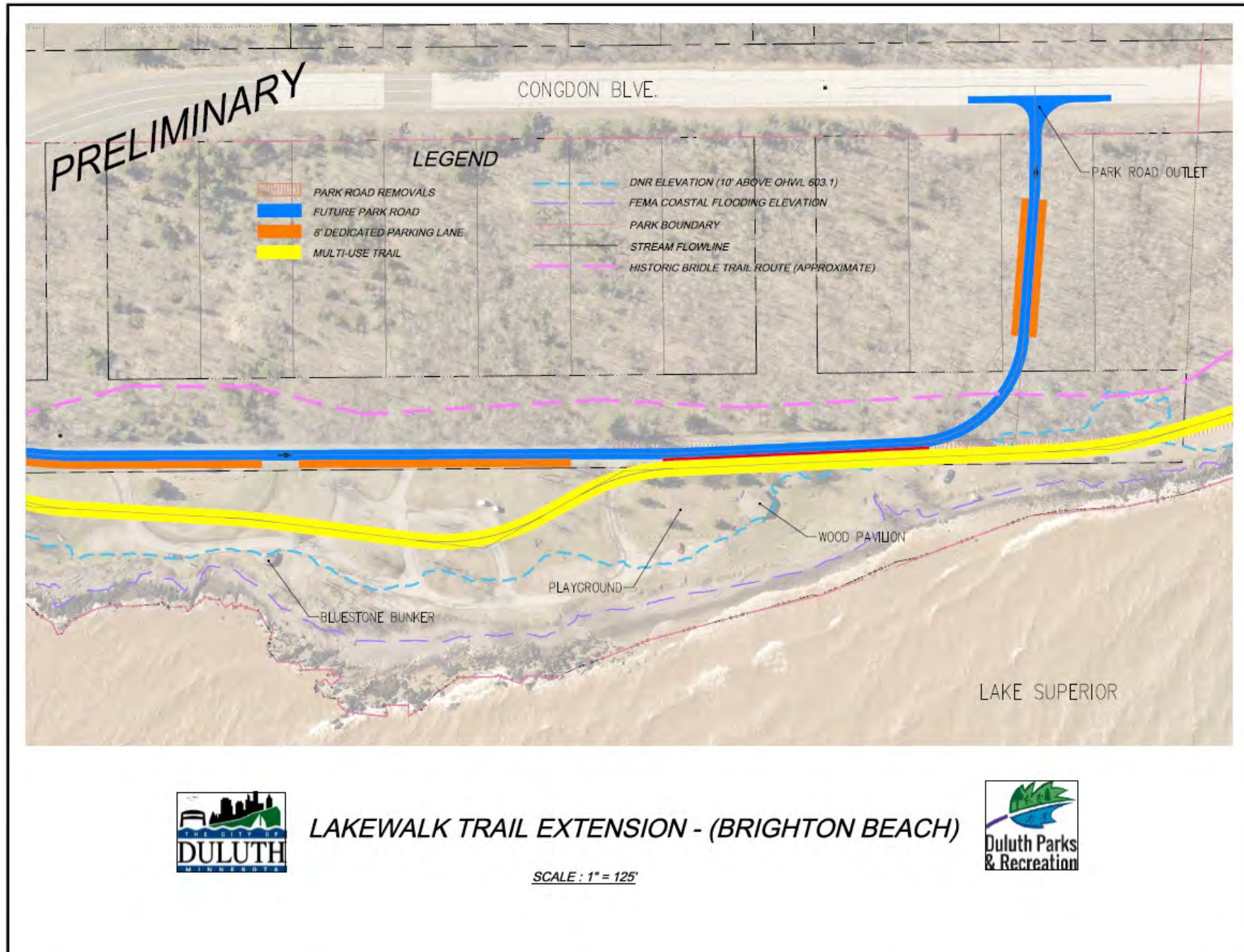


## Road & Trail Alignment Cont.



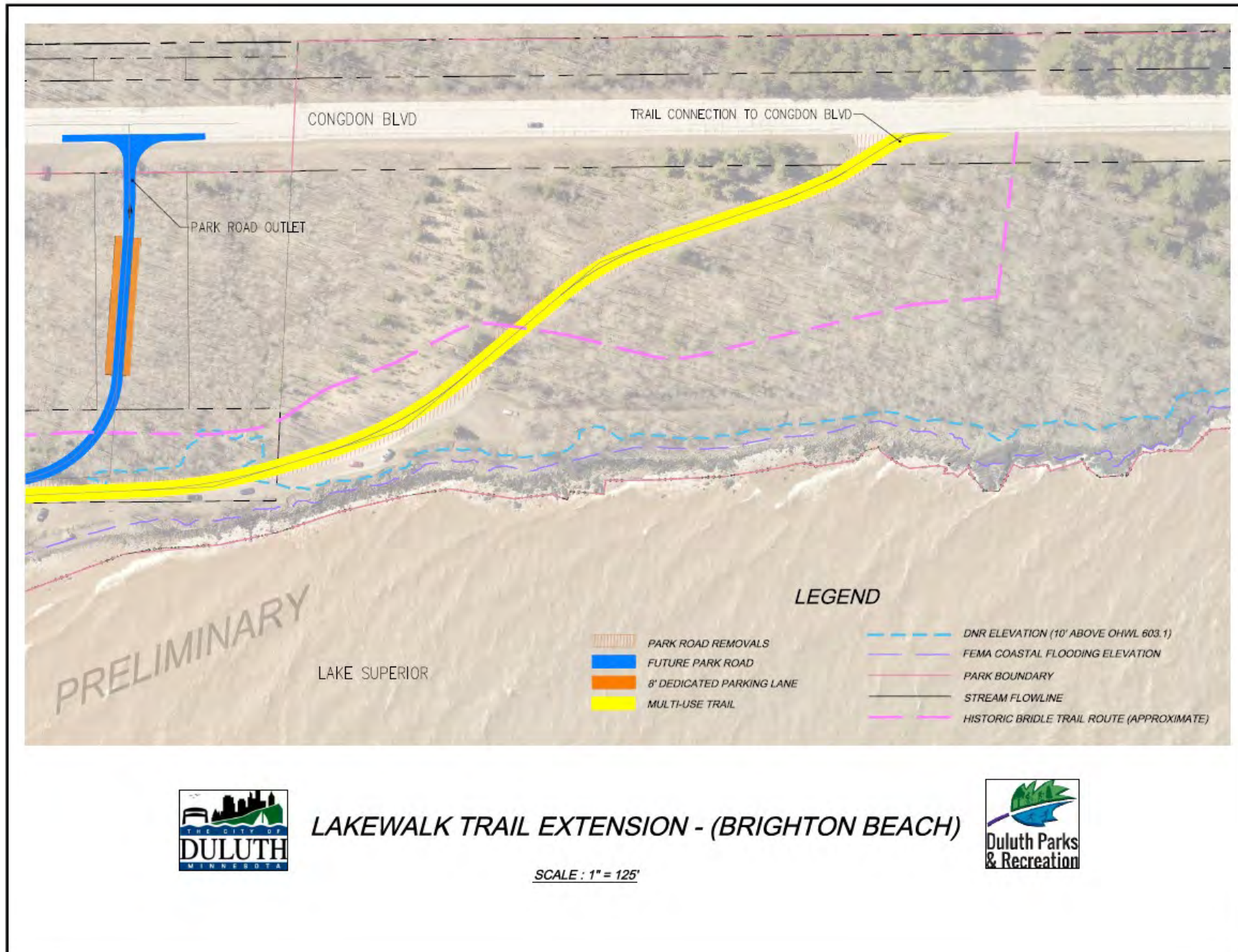


## Road & Trail Alignment Cont.



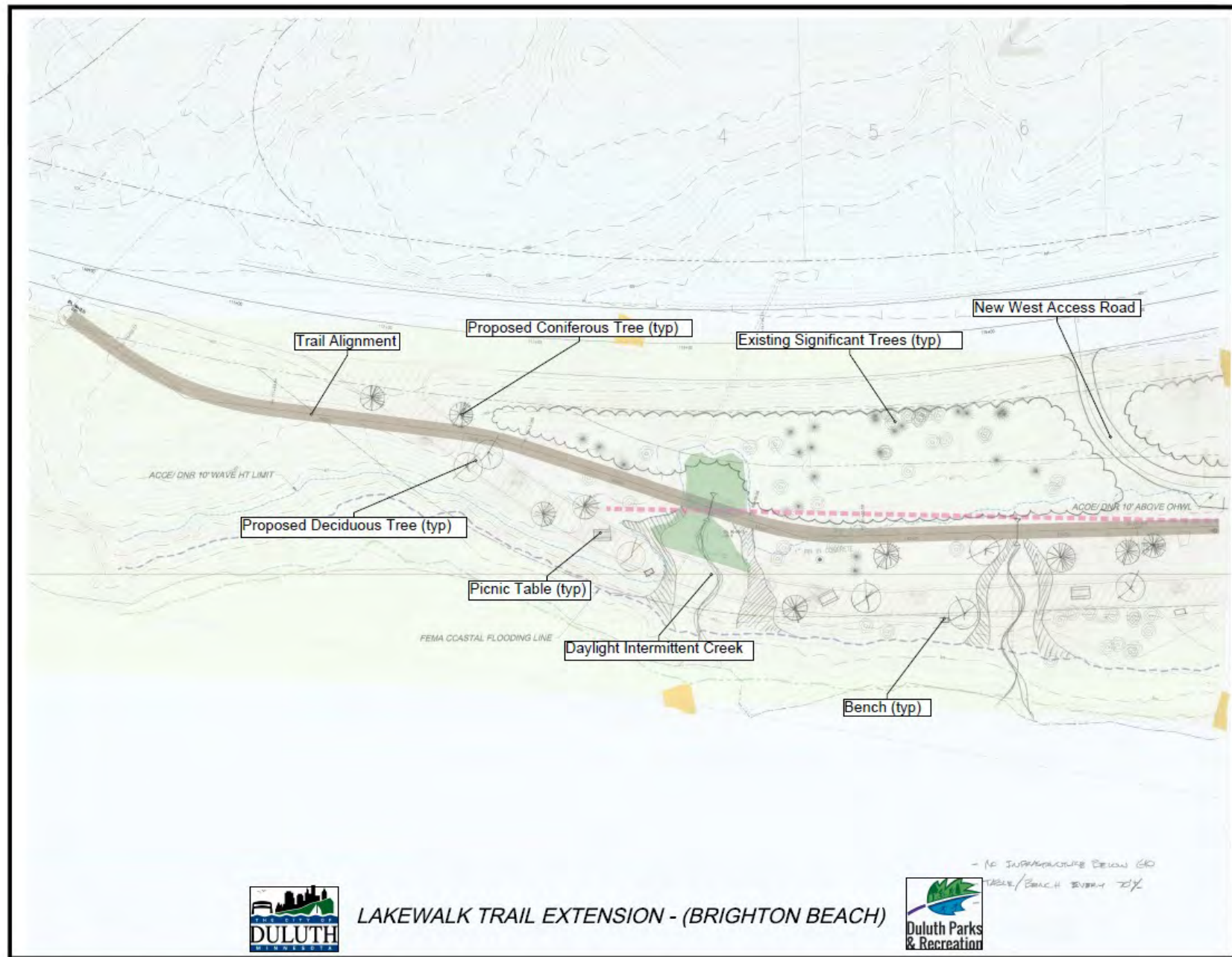


## Road & Trail Alignment Cont.

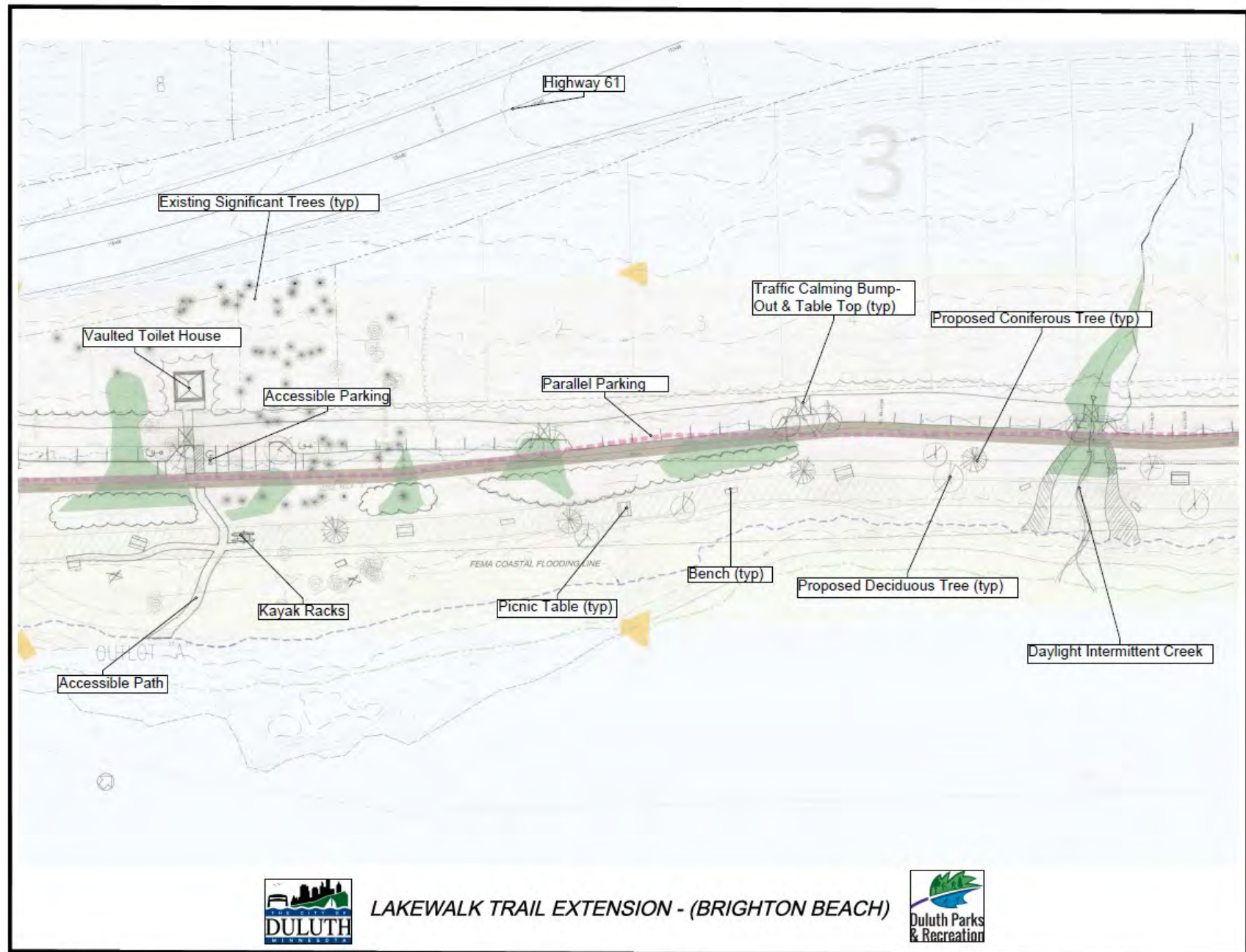




## Green Space Improvements

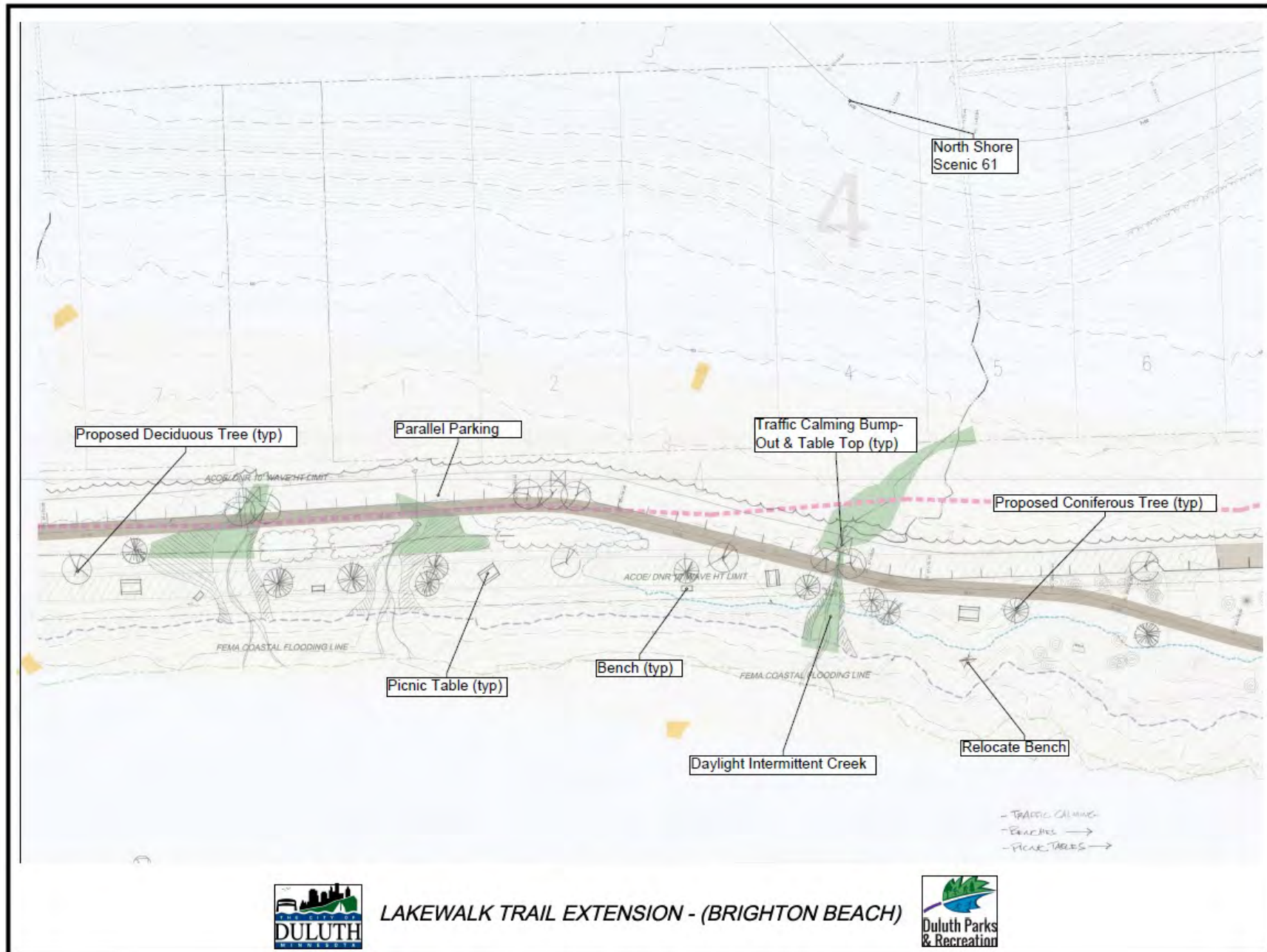


## Green Space Improvements Cont.

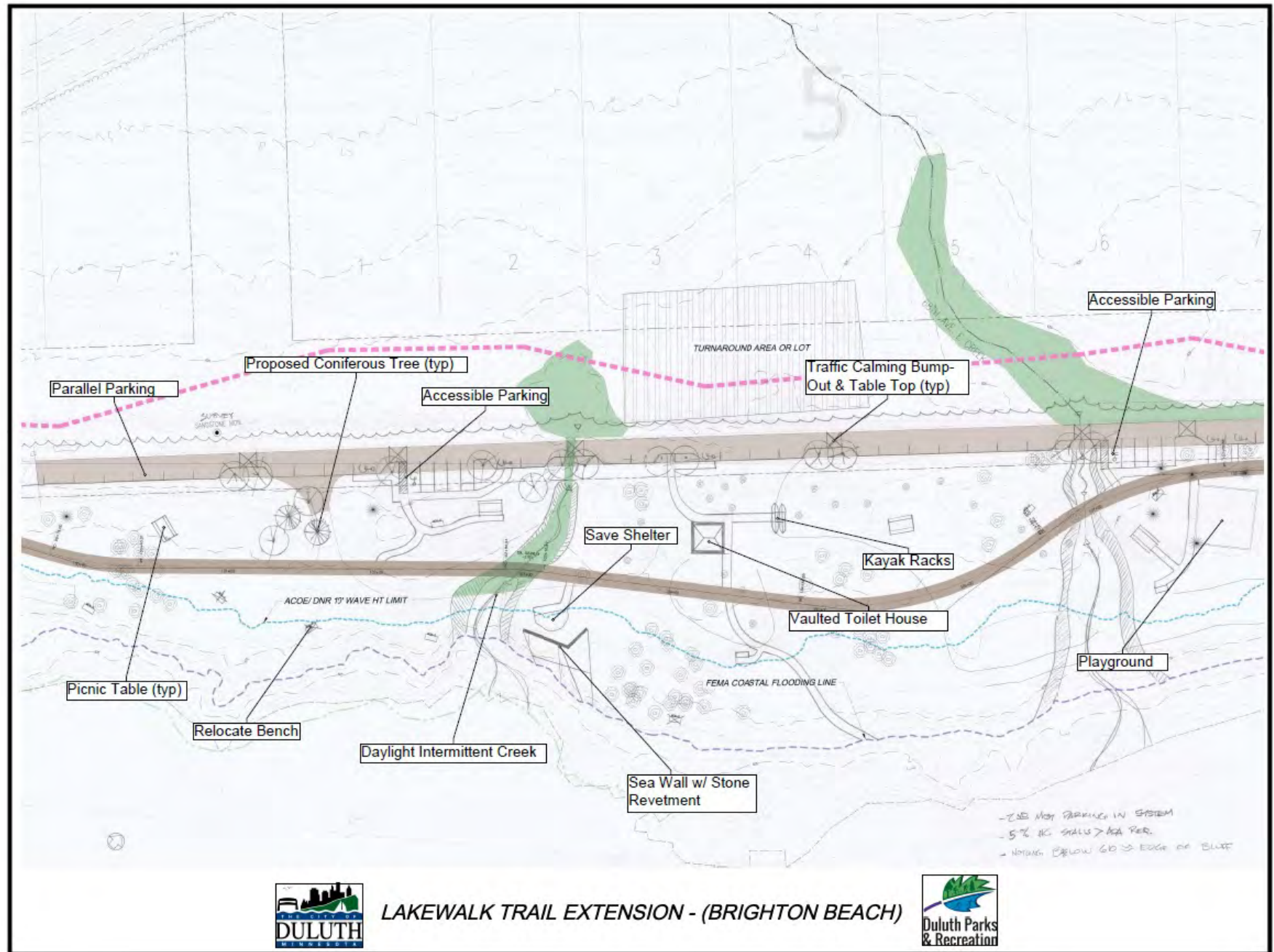




## Green Space Improvements Cont.

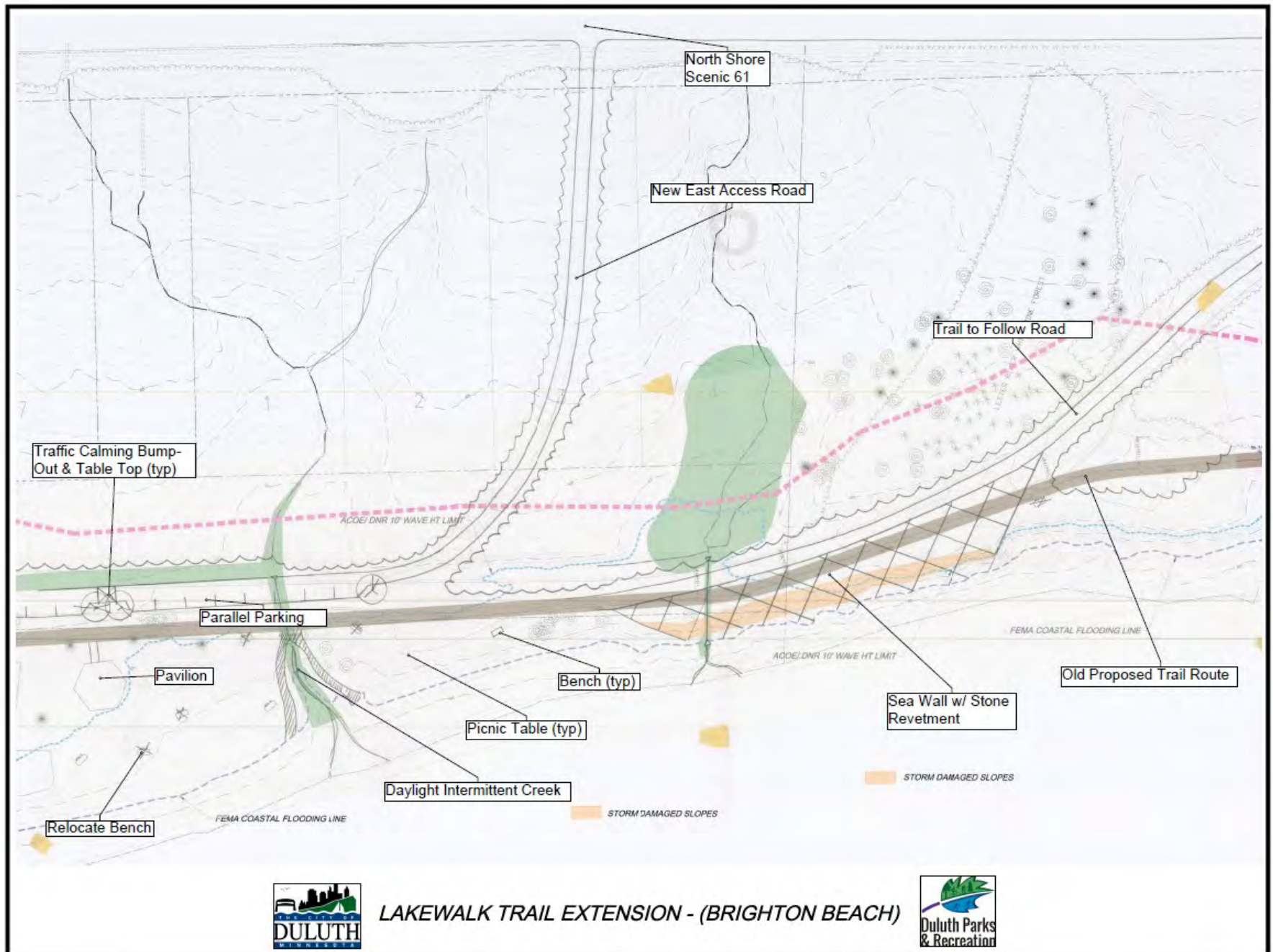


## Green Space Improvements Cont.





## Green Space Improvements Cont.





## 04. COST ESTIMATES



>>Photo Credit: Current Entrance Sign, Parks Staff



## Probable Cost Estimates

| Item Details                                      | Estimated Total Cost |
|---------------------------------------------------|----------------------|
| First 1440' x28' NEW ROAD                         | \$645,000            |
| 1260' x28' = 400SY RECLAIM ROAD                   | \$382,900            |
| LAST 500' x28' NEW ROAD                           | \$239,500            |
| Old Road Removal                                  | \$515,350            |
| Storm Shelter Revetment                           | \$75,000             |
| Park amenities — playscape, picnic tables, grills | 126,500              |
| Signage and wayfinding                            | \$50,000             |
| Restoration—Sod, seed, trees shrubs, top soil     | \$218,041            |
| Lakewalk Extension Trail (.82 miles)              | \$678,550            |
| <b>Construction Total</b>                         | <b>\$2,930,841</b>   |
|                                                   |                      |
| Design/Engineering/Construction Admin 10%         | \$293,084            |
| Construction Contingency                          | \$293,084            |
| <b>Total Project Cost</b>                         | <b>\$3,517,009</b>   |



>>Photo Credit: Storm Damage Shoreline, Parks Staff

# 05. NEXT STEPS & UPCOMING PROJECTS



>>Photo Credit: Shoreline at Brighton Beach Winter 2006, Parks Staff



## Next Steps

### **Parks & Recreation Commission Approval**

Final plan presented to Parks and Recreation Commission for approval on July 10, 2019.

### **City Council Approval-**

Final plan presented to City Council for approval on August 19, 2019.

### **Full Design—Trail Project**

City Staff will begin full design of the trail project beginning in September 2019, with estimated completion in November 2019.

### **State Water Access Grant**

City Staff will apply for a State Water Access Grant to support road construction and realignment in November 2019.

### **Trail Project Bid**

Construction will be competitively bid in winter 2020.

### **Trail Project Construction**

Trail construction anticipated to begin summer/fall 2020.



>>Photo Credit: Brighton Beach Gazebo, Parks Staff

# 06. ANNUAL MAINTENANCE



>>Photo Credit: Brighton Beach Gazebo, Parks Staff



# Annual Maintenance Estimates

| Item Details                                                                                                                                               | Estimated Total Cost | Responsible Party   |
|------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|---------------------|
| General Upkeep: Mowing, maps/signage/wayfinding updates, seeding eroded areas as necessary, trash removal and recovery from illegal acts vandalism/dumping | \$5,500              | Parks Maintenance   |
| Road maintenance and snow removal                                                                                                                          | n/a                  | Streets Maintenance |
| Maintenance of restroom facilities: cleaning, repairs                                                                                                      | \$2,500              | Parks Maintenance   |
| Lakewalk Trail: Snow removal, trail repair, tree trimming                                                                                                  | \$2,000              | Parks Maintenance   |
| <b>Total Parks Maintenance Cost</b>                                                                                                                        | <b>\$10,000</b>      |                     |



>>Photo Credit: Trash left at Brighton Beach, Parks Staff



# 07. APPENDIX A



>>Photo Credit: Rocky beach at Brighton, Parks Staff



## Brighton Beach feedback summary: online survey, public meeting, comment form, and emails

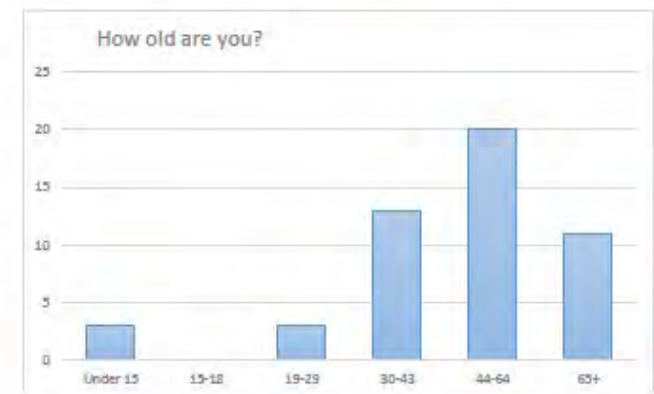
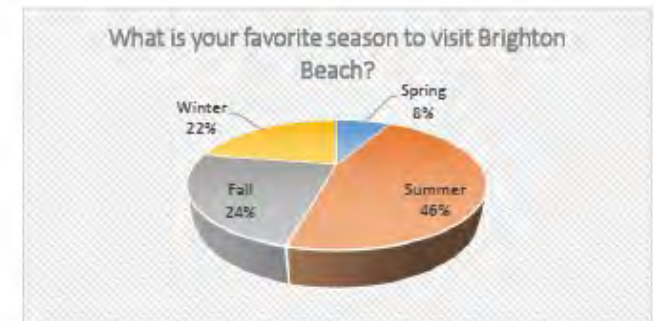
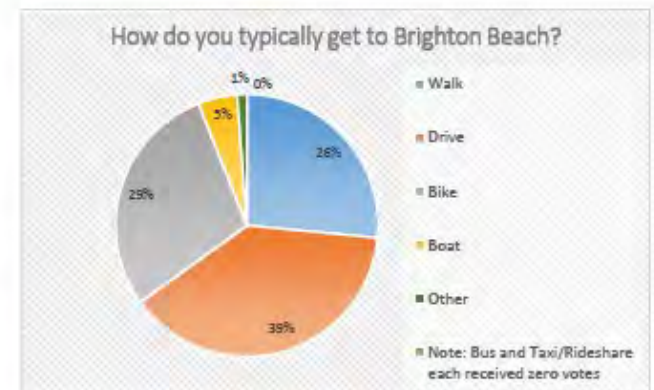
| "How do you typically get to Brighton Beach?"         | Total Responses | % Response  |
|-------------------------------------------------------|-----------------|-------------|
| Walk                                                  | 22              | 26.5060241  |
| Drive                                                 | 32              | 38.55421687 |
| Bike                                                  | 24              | 28.91566265 |
| Boat                                                  | 4               | 4.819277108 |
| Other                                                 | 1               | 1.204819277 |
| Note: Bus and Taxi/Rideshare each received zero votes | 0               | 0           |
| Bus                                                   | 0               | 0           |
| Taxi/Rideshare                                        | 0               | 0           |

| "What is your favorite season to visit Brighton Beach?" | Total Responses | % Response  |
|---------------------------------------------------------|-----------------|-------------|
| Spring                                                  | 5               | 7.936507937 |
| Summer                                                  | 29              | 46.03174603 |
| Fall                                                    | 15              | 23.80952381 |
| Winter                                                  | 14              | 22.22222222 |

| "How old are you?" | Total Responses | % Response |
|--------------------|-----------------|------------|
| Under 15           | 3               | 6          |
| 15-18              | 0               | 0          |
| 19-29              | 3               | 6          |
| 30-43              | 13              | 26         |
| 44-64              | 20              | 40         |
| 65+                | 11              | 22         |

| "What is your zip code?"                      | Total Responses | % Response  |
|-----------------------------------------------|-----------------|-------------|
| 55803                                         | 3               | 7.142857143 |
| 55804                                         | 33              | 78.57142857 |
| 55806                                         | 1               | 2.380952381 |
| 55807                                         | 1               | 2.380952381 |
| 55812                                         | 2               | 4.761904762 |
| 55616 (data consolidator's note: Two Harbors) | 1               | 2.380952381 |
| 55733 (data consolidator's note: Esko area)   | 1               | 2.380952381 |

| "What is your favorite thing to do at Brighton Beach?" | Total Responses |
|--------------------------------------------------------|-----------------|
| Walk                                                   | 17              |
| Observe from beach / observe waves / observe storms    | 15              |
| Sit by lake                                            | 11              |
| Beachcomb / throw rocks into the water                 | 9               |
| Enjoy the ice formations                               | 7               |
| Listen to the waves                                    | 6               |
| Picnic                                                 | 4               |
| Wade or swim in the water                              | 3               |
| See the spring flowers                                 | 2               |
| Run                                                    | 2               |
| Bike                                                   | 2               |
| Visit the art show                                     | 2               |
| Meet friends                                           | 1               |
| Launch canoe or kayak                                  | 1               |
| Play on the beach                                      | 1               |
| Photography                                            | 1               |
| Drive through                                          | 1               |
| Play on playground                                     | 1               |
| Yoga by the lake                                       | 1               |



| "How could we make Brighton Beach even better?"                                |    | Total Responses             |
|--------------------------------------------------------------------------------|----|-----------------------------|
| Permanent restroom facilities                                                  | 7  | theme: facility suggestions |
| Another picnic pavilion                                                        | 2  |                             |
| Canoe / kayak launch area                                                      | 2  |                             |
| More trash and dog waste disposal (& dog waste reminder signage)               | 3  |                             |
| More picnic tables and grills                                                  | 3  |                             |
| Changing tables in restrooms                                                   | 1  |                             |
| Water fountain                                                                 | 1  |                             |
| Bike racks                                                                     | 1  |                             |
| Put in a dog park                                                              | 1  |                             |
| Improve playground                                                             | 1  |                             |
| Nature play for kids                                                           | 1  |                             |
| Separate walking areas from driving areas                                      | 12 | theme: design suggestions   |
| One-way traffic                                                                | 7  |                             |
| Move road away from lake and restore shoreland                                 | 5  |                             |
| More parking                                                                   | 4  |                             |
| Turn into a pedestrian park w/parking on either end                            | 4  |                             |
| Diagonal parking                                                               | 3  |                             |
| Improve accessibility of paths to lake/beach                                   | 2  |                             |
| Widen road and designate a bike lane                                           | 2  |                             |
| Improve road surface                                                           | 2  |                             |
| Include pull-off viewing areas (don't need to leave car)                       | 1  |                             |
| Parking time limit                                                             | 1  |                             |
| One entrance with roundabout and cul-de-sac                                    | 1  |                             |
| Speed limits and CCTV to monitor crime/speeding                                | 1  |                             |
| Slower traffic                                                                 | 1  |                             |
| Speed bumps                                                                    | 1  |                             |
| Dedicate a bike/walking path that connects the Lakewalk to Congdon Blvd        | 1  |                             |
| Move E end of road to the W of the forest and keep road away from eroding area | 1  |                             |
| No change / minimal change                                                     | 3  | theme: general              |
| Keep green spaces                                                              | 2  |                             |
| Leash law / dog poop pick-up                                                   | 2  |                             |
| Keep the planted forest                                                        | 1  |                             |
| Cut the grass                                                                  | 1  |                             |



Online survey: "Do you have any other comments?"

We live in Lakeside and have loved family outings at Brighton Beach by bike and car for 20 years. Sad to see how the road has been so hard to keep up. Would like to see a more permanent solution to keeping it safe and nice for tourists as well as local visitors for years to come.

For the past 20 years I have walked Brighton beach about three times a week, regardless of weather. Each time I walk I notice how many people drive there to gaze out over the water and sky. I would like to see those that aren't very mobile to be able to continue to sit in their cars and enjoy the beauty. It brings so many people peace.,thank you for your efforts.

Please never use the word "resiliency" ever again

Brighton Beach is a true Duluth treasure!

Attention to graffiti--I was SO mad when someone painted that rock (on the right side of the road on the turn before you continue up the road to the eastern entrance) bright green--I was hoping the city would sandblast it, or turn it over so it didn't show.

Brighton Beach just needs to be safer for pedestrians and bikers while also allowing for people to drive thru. Designated paths and speed bumps might help

Could vehicle traffic be eliminated altogether with parking areas off Scenic 61 and wide paved accessible trails leading to the lakeshore?

This is a great area for family fun. Thank you for keeping it great

Thank you for asking!

The lake has been eroding the road for years; removing would reduce, significantly, costs of continual repair.

keep the redesign simple, so as not to interfere with the natural beauty of the shoreline

Looking forward to the improvements!

**Email: General comments**

Brighton Beach Suggestions: I have a few and will list them in no particular order. You have probably heard it a million times so I will not suggest parking, even though it is very important. 1. Splash pad for kiddos 2. Dog friendly grounds (trashies, maybe a fence, water filling stations) 3. An ice rink set up 4. Disc golf baskets 5. A small fish cleaning facility because so many people ice fish out of it. 6. A community garden 7. Landscaping with flowers to attract bees 8. Prevention against invasive plant species 9. Areas for picnic tables

Brighton Beach Feedback: Please leave the natural beauty of this park. Fix the road first. Widening if capable would be wonderful but I don't see a need for bike paths if it takes away from the beauty of the natural park. An added, simple, play area for kids would be wonderful but comes after the core need of a better roadway.

I would love to see Brighton beach road a lot more wide with a bike/run/walk lane

Ideas for brighten beach. First off the road needs to be wide enough for two vehicles to safely pass each other, a sidewalk and bike lane would be nice if only old highway 61 had a bike lane. Also redoing the parking lots and more grassy areas that are nice and groomed. Update the playground. Last thing but I see people having fires there all the time and I myself love to have beach fires so maybe some outside fire pits for fires on the beach? Tourists would really love all this just saying! Thanks

The current draft provides ample parallel parking spaces, but no pull off areas where people can turn in, park, and look out over the lake through their front windshield. I live within walking distance and have walked Brighton Beach year round for the last 20 years and each time I do I see people pulled into a turn off, gazing out at the lake. Many never leave their car, often due to inclement weather or the inability to navigate the shoreline on foot, but nevertheless, they are able to take in the magnificence of Lake Superior in all her changing moods. Please don't deprive those people of that opportunity. Construct full on viewing sites. It would be a travesty if the existing spots were all taken way and not replaced with viable options.

Re: Brighton Beach Is a breakwall / breakwater structure feasible in order to prevent that specific area of the road from continual corrosion? Continuous repair after storms and the broken down road asphalt mixing into Lake Superior both seem like issues that need to be mitigated. A restroom because I've seen the portable toilets tipped over many times there. The chemicals used in portable toilets waft downwind the smell of proprietary (secret) fragrance compounds like a glade plugin installed in our natural spaces. Biocides are built into the portable toilet liquid so wafting biocides in our wild spaces should also be mitigated. My ideas clearly depend upon budget. Thank you for your consideration.