

Northwest Michigan Regional Non-Motorized Strategy

2008

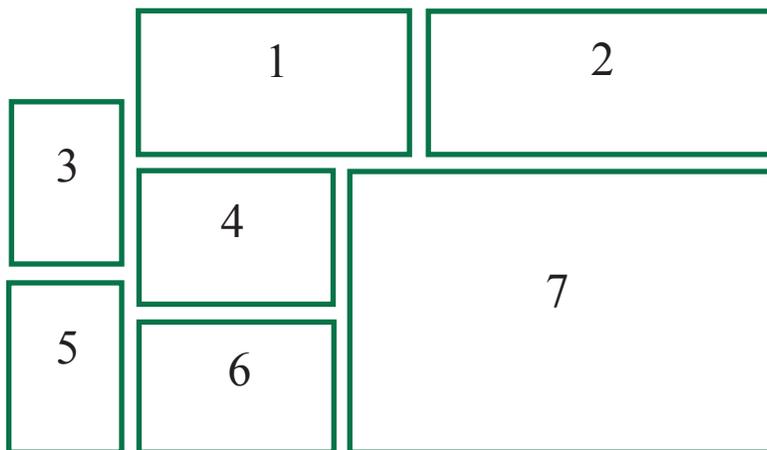


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3. Traverse Area Recreation Trail (TART)
Boardman Lake Trail

4. Traverse Area Recreation Trail (TART)
VASA Trail

5. Traverse Area Recreation Trail (TART)
Leelanau Trail

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Boardman Lake Trail

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I. Project Description

Statement of Need

Currently, no formal framework or plan exists to encourage greater than local discussions or empower the implementation of non-motorized transportation solutions in the 13 county region. Due to the lack of coordination between units of government and some of the various private nonprofit groups in the region, agencies have continued to implement initiatives based on individual strategies and priorities. But how do their initiatives fit into a regional picture? The result is fragmented planning in the Michigan Department of Transportation's North Region (MDOT) for one of the region's greatest assets – its unparalleled recreation and outdoor amenities and resources.

There are some notable exceptions to this fragmentation and lack of coordination which include the recreational authority between Garfield Township and the City of Traverse City in Grand Traverse County; partnerships forged between the Top of Michigan Trails Council and local governments for the Petoskey to Charlevoix Trail; and between the Traverse Area Recreation and Transportation (TART) Trails, Inc., the City of Traverse City, Garfield Township, and Grand Traverse County. A survey by New Designs for Growth in five of the thirteen counties in the Grand Traverse region indicated that local units of government are open to pursuing recreation planning on a regional level.

Since the early 1990s, the Northwest Michigan Council of Governments has played a leadership role in regional non-motorized transportation and recreation planning and environmental management. In 1999 and again in 2001, the Council of Governments co-hosted successful Northern Michigan Trail Summits and has since partnered with TART Trails, Inc. to conduct regional visioning and planning exercises. As the designated regional planning agency, the Council of Governments is also a liaison between the Michigan Department of Transportation and local units of government. The Council of Governments has managed transportation studies, corridor management projects, and heritage routes, and has demonstrated success as a neutral convener and project manager in intergovernmental and public/private projects related to land use planning, transportation planning, solid waste management, watershed management, economic development, and workforce development.

Project

The Northwest Michigan Council of Governments with the Michigan Department of Transportation has developed a comprehensive, regional non-motorized transportation facilities strategy for the thirteen counties in the northwest, lower Michigan region. The thirteen counties include Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Lake, Leelanau, Manistee, Mason, Missaukee, Osceola, and Wexford. The Michigan Department of Transportation (MDOT) North Region Office felt that this project region is the most active area for non-motorized transportation project implementation. The identification of priority non-motorized transportation facilities projects within this region will help guide MDOT's investment in the region's future non-motorized transportation system.

Activities of the project:

- Individual maps were created for each county that illustrate existing infrastructure assets and natural features information utilizing the data already gathered by the Northwest Michigan Council of Governments during the Michigan Department of

Transportation funded *Northwest Region Road and Trail Bicycling Guide* mapping project from 2006.

- County exploratory meetings were held with local elected and appointed officials from the governmental units in the 13-county area to propose non-motorized transportation facilities for their county.
- Sub-regional exploratory meetings were held with the non-profit organizations and stakeholders who manage or have an interest in regional non-motorized transportation and recreation infrastructure and suggested proposed non-motorized transportation facilities were added.
- Proposed non-motorized transportation facilities maps were developed and placed on the Northwest Michigan Council of Governments' website for review and comment at www.nwm.org/nonmotorizedstra.asp.
- Public review and input sessions were held around the thirteen counties to educate the participants about the project, review the draft maps of the proposed non-motorized transportation facilities for each of the counties; add any suggestions that were missing; and to prioritize those trails for future projects for MDOT.
- Prioritized non-motorized transportation facilities maps were created and also placed on the Northwest Michigan Council of Governments' website for review and comment.
- A Regional Non-Motorized Transportation Facilities Summit was held on February 27, 2008 to learn from and network with MDOT Non-Motorized Transportation staff, trail organizations, local government representatives, stakeholders, and interested citizens; and to present the draft strategy document for comment and review.

II. FRAMEWORK FOR NON-MOTORIZED TRANSPORTATION IN MICHIGAN

The State of Michigan has many non-motorized transportation facilities that are beneficial to the economy, the health of the citizens, and that can increase tourism. The following descriptions detail what work is being done to promote collaboration between the different state entities.

A. Michigan Trails at the Crossroads

On July 18, 2006, Governor Jennifer M. Granholm announced that the state will work with the Michigan Natural Resources Trust Fund to link Michigan's trail system by building new trails and upgrading existing trails throughout the state.

The Governor's vision of a statewide network of interconnected trails by 2009, builds upon the significant foundation already in place both on the ground and institutionally. Michigan is a national leader in trail development. These existing trail assets reflect significant past investment from a variety of public and private sources, including federal and state natural resource and transportation programs, local units of government, private donors, for-profit and non-profit organizations and foundations. The trails and support systems already in place provide a commanding platform upon which to create a unified approach to connecting and extending Michigan's trails.

To achieve an interconnected statewide system in a more systematic, focused, and efficient way, coordinated and concerted action at a statewide level among the many organizations pursuing trail development will be necessary. Achieving this vision will require connectivity in infrastructure, financial, programmatic, stakeholder support, design and technical assistance, maintenance, legal defense, and most of all a unified commitment and leadership.

It is clear from the data that has been collected over the years that by achieving the Governor's vision of a connected Michigan Trail System, Michigan will enhance its attractiveness to tourists, and to businesses and employers seeking to locate in areas with exceptional quality of life amenities. Beyond the transportation, economic, and recreational benefits are the additional opportunities to improve the health and fitness of the state's citizenry, and the potential thereby to reduce demands on our health care system.

The trail mileage already in place and operating today represents the cumulative results of an array of public and private interests responding to opportunities to acquire, develop, and operate trail segments. To achieve an interconnected statewide system in a more systematic, focused, and efficient way, coordinated and concerted action at a statewide level among the many organizations will be necessary. Effectiveness has been limited thus far by the following realities:

- Differences among state and federal funding sources requirements.
- Differences among involved agencies in statutory, policy, and regulatory parameters governing their participation in trail acquisition and ownerships.
- Administrative challenges for trail management and operation among state and local trail owners and operators.
- The real or perceived conflicts among the specific interests of trail user groups.

- Balancing natural resources and land management objectives when considering development of trails of various types, with each other, and within their environments.

Another reality is the recent legal challenges to state owned trails on former railroad corridors that pose a critical threat to the objectives of trail connectivity, and the future of rail-trails if these disputes are not resolved in the state’s favor.

Proposed Actions from the Governor:

1. Creation of a unified system of Michigan trails that connect natural, tourist, and urban destinations: “Discover Michigan Trails”. This could be accomplished by amending the scope and charge of the Michigan Trailways Act.
2. Designation of the initial set of “Discover Michigan Trails”.
3. Appointment of a “Discover Michigan Trails” Council with these priority responsibilities:
 - a. Creation of a strategy and action plan.
 - b. Identification and adoption of guiding principles for public trail investments.
 - c. Coordination of public participation in, and serve as advising body in the creation of the statewide “Discover Michigan Trails” network plan.
 - d. Assessment of needs and development of recommendations to the Governor, Michigan Natural Resources Commission, and Michigan Transportation Commission with legislative, administrative, and policy changes.
 - e. Annual reporting.
4. Creation of a dedicated, protected funding source for multi-use, nonmotorized trail acquisition, development, operation, and maintenance.

Synergy with Current Efforts

The Governor’s initiative would energize and enhance collaboration already underway among state agencies committed to trail development. The Department of Natural Resources and Department of Transportation will continue to lead their initiative to cooperatively acquire, develop, and maintain trails. Within this framework, collaboration with other state agencies and key stakeholders will continue to initiate specific priority projects and develop strategies.

Priority decisions for projects:

- Connections among population centers
- Ties to regional trail systems
- Links to state parks and state forest lands
- Connections to designated heritage routes
- Enhancements to tourism
- Enhancement to economic development
- Improved access to Michigan’s Great Lakes shoreline and natural resources
- Synergy with the objectives of Cool Cities, Cities of Promise, Michigan Steps Up, Safe Routes to School, and other priority gubernatorial initiatives.
- Engagement of stakeholders in decision regarding priority trail corridor investments

- Sustainability of trail systems
- Preservation of inactive railroad corridors for future railroad use with interim trail use

B. Michigan Department of Transportation

The Michigan Department of Transportation (MDOT) has been working to address non-motorized transportation in a consistent and effective way, within the context of its overall mission, goals and objectives.

MDOT activity is guided by its Strategic Plan and Five Year Plan. Within the State Long-Range Transportation Plan for 2005-2030 that was developed in March 2007 with assistance from Wilbur Smith Associates, a *Non-motorized Technical Report* was developed and incorporated. The definition for non-motorized traveler is anytime a person bypasses a car, the bus, a plane, a train, or other motorized transportation. This may include walking, bicycling, jogging, and rollerblading to a destination. These trips take place on a variety of different facilities, some reserved exclusively for non-motorized users, while others take place on multi-function transportation facilities. Non-motorized facilities also provide mobility to segments of the population including children, senior citizens, disabled people, economically disadvantaged, and others who cannot or choose not to use automobiles. Other benefits of bicycling and walking include economic, environmental, recreational, and health.

Categories that are specifically associated with non-motorized transportation facilities include:

1. Provision of facilities for pedestrians and bicycles.
2. Provision of safety and educational activities for pedestrians and bicycles.
3. Preservation of abandoned railway corridors (including their interim use for non-motorized transportation facilities).
4. Long term maintenance responsibilities.

Non-motorized facilities can be grouped by On-Road or Off-Road and even broken down further:

- **Bicycle facilities on-road:** These can be as simple as a wider than normal travel lane (12 to 14 feet), or a wide paved shoulder that is 4 foot or greater. These can be marked and designated, or marked and undesignated, or simply unmarked.
- **Sidewalks:** These are the most common pedestrian facilities and might be adjacent to the roadway, or separated from the travel lanes by green space, parking, or a utility and furniture zone. Most sidewalks are included as part of the street right-of-way.
- **Shared-use off road paths:** These frequently follow green space, abandoned rail beds, or might be adjacent to natural features like rivers. They provide a popular alternative since they are separated from vehicular traffic.
- **Side paths:** These are another type of shared-use, off-road facilities only appropriate in areas with minimal conflicts from driveway access and intersections.

The following is a summary of the Michigan Department of Transportation principles for addressing non-motorized transportation:

1. MDOT is committed to the development of non-motorized transportation facilities as an important element of Michigan's balanced transportation system.
2. MDOT, through its Transportation Service Centers (TSCs) and Regional Offices, partners with local governments, counties and county road commissions, transit agencies, Metropolitan Planning Organizations and state planning regions, and the private sector in planning and developing non-motorized transportation facilities. The Michigan Department of Transportation North Region works to integrate non-motorized community priorities into their planning and programming activities.
3. For state highway/bridge/safety projects that construct, reconstruct, or relocate a roadway, bridge, or intersection, MDOT is committed to the following:
 - Consider and assess the need for non-motorized transportation accommodation early in the project development/definition/scoping process.
 - Incorporate needed accommodations into the project definition and scope.
 - Construct the accommodations as part of the road work, if funding permits and local agencies agree to maintain the facility.
4. MDOT Regions and TSCs make the decisions required to balance non-motorized accommodations with the other objectives for the highway program.
5. MDOT optimizes the use of various fund sources to finance the highest priority non-motorized transportation projects while continuing to meet its highway system condition goals. An example is the creation of paved shoulders for non-motorized transportation.

Partnerships

There have been many productive, non-traditional partnerships between MDOT and other state agencies and non-profit organizations and some of them include:

- Michigan Department of Community Health
- Michigan State Police/Office of Highway Safety Planning
- Department of Natural Resources
- Department of Labor and Economic Growth
- Michigan Trails and Greenways Alliance
- League of Michigan Bicyclists
- Michigan Mountain Bike Association
- Governor's Council on Physical Fitness, Sports and Health
- Michigan Universities and Colleges
- Local units of government
- Local transit agencies

Coordination is also essential to an integrated and connected multi-modal transportation system at the local, regional, and statewide level. MDOT and the partners should look for opportunities within all projects to be context sensitive. Coordination between jurisdictions is also critical to ensure user safety and to maximize the efficiency of the non-motorized system. This can take place at many different levels including planning, funding, design, construction and maintenance of the built facility.

Coordination of facility use among various user groups is important to maximize the efficiency of investments and to ensure user safety. This is most apparent with off-road shared-use paths. The three primary user groups are those on wheels (bicycles, in-line skates, wheelchairs, etc.); those on foot (runners, walkers); and those on horseback. For on-road facilities, it is critical to have coordination between automobile drivers and non-motorized users. In all situations, motorists and non-motorized users must be attentive and abide by the applicable laws and share the road.

Barriers and Opportunities

There are a number of barriers limiting the participation of the public in the amenities, markets, and services available by non-motorized transportation.

Disconnected Routes

Disconnected sidewalks, trail systems or bicycle networks cause a barrier for access; can cause interaction with roadway traffic; and the activity becomes much less attractive. At the local and regional level, trails that are disconnected make it less attractive for those who would like to walk or bike to work. On the regional level, disconnected facilities are also less attractive destinations for tourists seeking long-distance cycle experiences or hiking trails. Identifying and filling these gaps will increase the useability and attractiveness of these facilities for all users.

Modal Disconnects

If parking, transit, pick-up/drop-off access, residential connections, and connections to business districts are not provided to areas served by non-motorized systems, the distinct advantages of non-motorized systems are greatly diminished. Efforts should be made to make these connections to enhance useability.

Incompatible Land Use Environments

Comprehensive land use planning, retrofitting, mixed-use zoning, and strategies such as smart growth may offer solutions for communities to overcome the lack of walkability and other modes of non-motorized transportation.

Creating Better Communities: Stronger local economies, a cleaner environment, greater social equity, increased safety, enhanced community connections.

Incorporating non-motorized facilities into an active community design makes good economic sense. Physical inactivity can cost the state of Michigan almost \$9 billion annually, through higher health insurance premiums, lost productivity, and increased state-funded Medicaid payments (Chenoweth, 2003). In addition, transportation expenses consume an average of 19% of a family's budget and may be more due to the rising cost of gasoline. Fewer driving trips adds up to immediate savings. Walkability also increases property values with houses selling faster if they are located next to a trail or within a walkable neighborhood. Active community design can attract new employers and provide a perk that interests prospective employees. The active community design also supports a cleaner environment with less greenhouse gas emissions, less common air pollution, less toxic air pollution, and less toxic water pollution.

Convenient and safe opportunities for transportation and physical activity should be provided to all citizens. Viable options for walking and biking provide affordable access to the places

people need to go. Rails-to-trails that often run through towns provide all residents with opportunities for healthy physical activity.

Rural Communities

Typical rural homes exist on two-lane country roads with fast traffic and minimal or no shoulders for safe use by pedestrians or bicyclists. Rural communities can take several key steps to enhance possibilities for active living:

- Make roads more friendly to non-automotive users by providing wide shoulders on heavily traveled, paved county roads. Wide shoulders also reduce maintenance costs.
- When possible, locate new developments so they adjoin existing village centers or other residential areas.
- Require new rural subdivisions to have sidewalks even if the streets have no curbs.
- Reduce motor vehicle traffic lane widths on paved road to calm fast-moving traffic, and increase shoulder width to make room for bicyclists.
- Use cluster zoning that sets aside land as open space and groups homes on a portion of the property; allow mixed land uses in new developments.
- Develop trails, particularly shared-use trail networks that link the rural area to other trails and destinations.
- Limit zoning for large-lot residential and highway commercial development.
- Protect large blocks of farmland and open space.

Please also see **Appendix A. Reasons for Highway Shoulders**

C. Michigan Department of Natural Resources

The Michigan Department of Natural Resources (MDNR) offers hundreds of miles of trails and pathways used primarily for bicycling, hiking and cross country skiing (some also allow horseback riding and snowmobiling).

The Michigan Department of Natural Resources has a trail classification system which is outlined as:

- **Biking:** A developed trail of varied widths surfaced with blacktop or compacted stone on flat to rolling terrain.
- **Mountain Biking:** A designated, rugged, natural surfaced, single track trail that offers a range of riding opportunities.
- **Cross-country skiing:** A groomed trail or pathway, or un-groomed trail open to cross-country skiing.
- **Hiking:** Natural or hard surfaced trails or pathways of varying widths that provide a variety of hiking challenges.
- **Equestrian Trails:** A designated trail open to horseback riding.
- **Pathways:** A pathway is a non-motorized trail ranging in length from less than one quarter of a mile to scenic overlooks to pathways hundreds of miles long that provide opportunities for biking, hiking and skiing. Sixty-six state forest pathways stretch a total of 880 miles.
- **Multi-Use Trails:** Trail opportunities consist of both designated non-motorized trail activities such as hiking, mountain biking, jogging, rollerblading, horseback riding and

cross-country skiing, to motorized trail uses such as snowmobiling and off-road vehicles.

- **Linear Trail Parks:** Linear parks are converted from abandoned railroad corridors and are the only State Parks that do not require a motor vehicle permit. User fees may be collected at some of the linear parks by the parties maintaining the them.
- **Accessible (hiking):** Trailheads comply with Americans with Disabilities Act Accessibility Guidelines (ADAAG) standards. Trail slopes and widths are in compliance with proposed Recommendations for Accessibility Guidelines – Outdoor Developed Areas for hiking trails. Surfacing materials are blacktop, concrete, boardwalk, or firm gravel, limestone, slag, or soils. If provided, sanitary facilities and drinking water source are compliant with ADAAG standards.

Connection to these MDNR facilities will enhance the use of the northwest lower Michigan facilities and access to Michigan's great systems of state parks, forests, recreation areas and unique natural features.

Michigan Trailway System

The 1993 Michigan Trailways legislation called for a statewide system of land corridors passing through Michigan's communities and countryside, featuring broad, smooth-surfaced trails perfect for many activities and accessible to everyone. Trailways follow inactive railroad lines, shorelines and other corridors. Linking together wherever possible, the statewide network of trailways connect our communities, parks, public lands and natural resources. But trailways are more than just a way to get from place to place. Open to many modes of travel, they take you through the entire range of Michigan environments including forests, wetlands, river and lake shorelines, farmlands, shopping areas, residential areas and even industrial areas.

Benefits of a Michigan Trailway Designation:

- The State and its cooperators will promote and publicize the trailway as part of the system. The increased use, particularly by non-residents will encourage visitation to the communities along the trail, bringing in new dollars that bolster the local economy.
- The Michigan Trailway "seal of approval" by the Natural Resources Commission, will mean the public can be confident that the trailway meets appropriate design standards, with all trails having similar benefits and features.
- Michigan residents will become more aware of the exciting opportunities this system offers for enjoyable, healthful recreation, and for an alternative transportation network.
- Financial assistance from the Michigan Trailways Fund may be available for development and management of the trail.
- As the Michigan Trailway system expands and becomes more widely known, Michigan's image as a leader for quality outdoor recreation will improve, drawing more visitors who will benefit our state's tourism economy.

In order to be designated a Michigan Trailway, a trail must be:

1. Multi-use and accessible to people with disabilities.
2. Designed with a smooth, firm and stable surface to accommodate most recreation traffic.

3. Designed with infrequent intersections with streets, roads and driveways.
4. Capable of attracting a substantial share of users from beyond the local area.
5. Responsive (through managing entities) to concerns of adjacent landowners.

For more information, contact the Michigan Department of Natural Resources at 517-373-1275 or visit the website at www.michigan.gov/dnr.

D. Connecting Michigan: A Statewide Trailways Vision and Action Plan

The Michigan Trails and Greenways Alliance (MTGA) is an active and vital partnership that promotes the on-going development of Michigan's trailways. In 2006, MTGA launched *Connecting Michigan* to champion sustainable change by being committed to a statewide trailways vision and an action plan to bring that vision to life.

The trailways vision and action plan includes helpful information under pertinent topic headings that can be useful to the northwest Michigan regional non-motorized transportation plan and investment strategy. The following is a snapshot of goals for a statewide trailways network that were developed by specific task forces.

1. Trailway Funding

Financial requirements for acquiring and constructing trailways are greater than the primary federal and state funding resources.

- Estimate annual costs of completing, maintaining, and operating.
- Shift existing funding towards allocating more resources to trailways.
- Identify and/or develop new funding sources for trailways and finance the Michigan Trailways Fund.
- Develop a strategy for securing legislative action to increase trailway funding.
- Support and empower the trailway advocacy and management community by ensuring complete access information, expertise, best practices, and resources for acquisition, construction, maintenance, and operations.

2. Property Issues

Michigan's trailway system development opportunities are often delayed, stymied, or lost because of the lack of capacity, knowledge, and expertise necessary to effectively complete a complex property acquisition.

- The greatest opportunity for trail system development lies in corridors already prepared for other purposes such as active and abandoned railroad rights of way, utility corridors, and road rights of way.
- Address and monitor current and emerging trail property issues.
- Develop standard guidelines for trail development on privately owned land.
- Coordinate the state trail plan with utility companies, railroads, and road agencies.

3. Linking the Trailways

Michigan's growing trailway network is not well connected from trailway to trailway and/or trailway to destination.

- Raise awareness of state and local transportation officials on how non-motorized on-road connections can be used to complete connections between trails.
- Increase the number of long distance non-motorized transportation routes, which will encourage increased trailway use and tourism.
- Showcase non-motorized transportation networks so that municipalities, transportation planners, and public officials regularly incorporate non-motorized transportation into their planning, programming, and development.
- Improve Michigan's policies and budget support for a statewide interconnected non-motorized transportation system.
- Improve coordination of non-motorized transportation planning across jurisdictional boundaries to promote developing interconnected non-motorized transportation networks.

4. Building Trailways Support

Because of a lack of widespread awareness, non-motorized transportation and trailway planning, development, and maintenance are not considered essential.

- Increase the awareness of the many benefits of trailways and non-motorized transportation among the public, private and governmental sectors.
- Enhance the capability of key trailway advocates, planners, and managers to develop more trailways and trailway connections.
- Raise awareness that non-motorized transportation is essential and thus is incorporated into all levels of planning, programming, budgeting, and management.

5. Overcoming Boundaries

A lack of open communication, cooperation, and sharing of resources among communities serves to discourage regional and statewide collaboration.

- Increase collaboration between local units of government on trailway development across jurisdictional boundaries.
- Encourage the formation of more multi-jurisdictional partnerships for trail development and management.
- Improve the understanding of local units of government, so they become willing to partner on trailway projects.

6. Multi-Use Trails and Design

A comprehensive resource with consistent guidelines for different types of trailways does not exist, covering elements such as design options, intended use and flexibility, costs vs. benefits, and pros vs. cons.

- Create a statewide Trail Classification System for Multi-Use Trailways in Michigan.
- Make available a comprehensive information clearinghouse on trailway design, engineering, construction, and cost estimates for use by state and local agencies and trailway organizations.
- Generate a coordinated information and marketing program.

The Michigan Trails and Greenways Alliance (MTGA) developed a resolution for county governments to support the Connecting Michigan Statewide Trailways Vision and Action Plan.

The Northwest Michigan Council of Governments approved the resolution in 2007. Please see **APPENDIX B** the sample resolution.

The organization also has a new Michigan Trails Finder which is as a product of the Connecting Michigan Project. It was part and parcel of the Geographic Information Systems (GIS) Trails Database and Website Task Force and the Michigan State University Remote Sensing (RS) and GIS who carried out the work of setting it up. This is an online resource for both single and shared-use trails, linked with essential information for planning trail adventures. It includes: Length; Surface; Allowed Trail Uses; Interactive Links to Individual Trail Websites; and GPS coordinates (where available). This is all interfaced with Google navigation to help. The website address is www.michigantrails.org.

III. Project Methodology Utilized

The planning process for this project was undertaken in 2007 to analyze current and needed non-motorized transportation facilities in the thirteen counties of northwest, lower Michigan – Emmet, Charlevoix, Antrim, Kalkaska, Grand Traverse, Leelanau, Benzie, Manistee, Wexford, Missaukee, Osceola, Lake, and Mason. Northwest Michigan Council of Government staff developed non-motorized transportation base maps for each county from the Michigan Department of Transportation’s *Northwest Region Road and Trail Bicycling Guide* from 2006 to utilize at the proposed non-motorized transportation facilities work sessions. The project consisted of work sessions for local governments, work sessions for the stakeholders, and regional public input sessions. These sessions were designed to ensure that non-motorized planning decisions reflected local needs and priorities.

At each session, the participants were encouraged to place on the maps proposed non-motorized transportation facilities to be developed. They were instructed to look at connections with other major facilities; connections to recreational areas; and connections between population centers even across county boundaries. The suggested facilities also would utilize public lands instead of private property such as state and federal forest lands, railroad right-of-ways, and road right-of-ways because of potential budget constraints. All of the project proposed facilities are only recommendations and considered non-binding.

Copies of the draft Northwest Michigan Non-Motorized Transportation Strategy 2008 were presented at the Northwest Michigan Non-Motorized Transportation Summit on February 27, 2008 in Traverse City. The Summit participants were asked to review the draft and submit comments to finalize the Strategy.

1. Work Sessions with Local Government Elected and Appointed Officials

The following work sessions were held to review existing non-motorized transportation facilities on the maps of each county and to propose new facilities, looking for connectivity throughout the 13-county region. Invitations were mailed to each county, township, city, and village governmental office and county road commissions. The attendees gathered around the maps and placed the proposed non-motorized transportation facilities directly on the them.

Grand Traverse County

May 22, County Trails Summit in Traverse City

Attendees included representatives from local governments in Grand Traverse County, Traverse Area Recreation and Transportation (TART) Trails, North Country Trail, Cherry Capital Cycling, snowmobile groups, and interested citizens.

Leelanau County

Wednesday, May 30 at the County River Office in Leland

Representatives from Leelanau County government.

Emmet County

Tuesday, June 12 at the Petoskey City Hall in Petoskey

Representatives from the City of Petoskey, Village of Alanson, and interested consultant.

Antrim County

Tuesday, June 19 at the Board of Commissioners Meeting Room in Bellaire County government staff, county planning commission, and interested citizens.

Benzie County

Monday, June 25 at the Benzonia Township Hall in Benzonia Benzie County Planning Commission members, Benzie County staff

Missaukee County

Tuesday, June 26 at the Missaukee County Courthouse Annex in Lake City Missaukee County Planning, Missaukee County Conservation District

Manistee County

Thursday, June 28 at the Manistee County Courthouse in Manistee Manistee County Planning Commission, Manistee Economic Development Corporation, City of Manistee staff

Charlevoix County

Monday, July 16 at the Boyne City Hall in Boyne City Charlevoix County Planning Commission, Charlevoix County Planning staff

Mason County

Wednesday, July 18 at the Mason County Courthouse, in Mason Mason County administration, Mason County Planning Commission, township officials, Ludington Area Convention and Visitors Bureau, North Country Trail

Lake County

Thursday, July 19 at the Lake County Department of Human Services Building in Baldwin National Forest Service, County Commissioner, North Country Trail representative

Osceola County

Monday, July 23 at the Osceola County Board of Commissioners Meeting Room in Reed City Reed City administration; city council, parks and recreation commission

Kalkaska County

Tuesday, July 24 at the Kalkaska County Board of Commissioners in Kalkaska Village of Kalkaska administration, Kalkaska Conservation District

Wexford County

Monday, July 30 in the County Meeting Room in Cadillac Wexford County commissioners, City of Cadillac staff, township representatives, interested citizens

2. Work Sessions with Stakeholder Groups

The following work sessions were held to review existing non-motorized transportation facilities on the county maps in their service areas, proposed facilities from the local governments, and to propose new facilities while looking for connectivity throughout the 13 county region. The

attendees gathered around the maps of their region and placed their proposed non-motorized transportation facilities directly on them.

Media releases for each work session were sent to the local media in each subregion and invitations to the stakeholder groups, the Michigan Department of Transportation Service Centers, and the Michigan Department of Natural Resources offices were distributed.

Grand Traverse Region

Tuesday, August 21 at the Traverse Area District Library in Traverse City
TART Trails, North Country Trail, Elk Rapids trails promoter, KART, Betsie Valley Trail, Grand Traverse County, Michigan Department of Transportation Service Center Traverse City staff, Michigan Snowmobile Association, Grand Traverse Hiking Club, Cherry Capital Cycling Club, interested citizens

Manistee, Wexford, Missaukee, Osceola Area

Thursday, August 23 at the U.S. Forest Service Office in Cadillac
National Forest Service staff, Little River Band of Ottawa Indians, Missaukee Conservation District

Emmet, Charlevoix and Antrim Area

Monday, September 10 at the North Central Michigan College in Petoskey
Top of Michigan Trails Council members, interested citizens

Osceola, Lake, Mason, and Manistee Area

Tuesday, September 11 at the Pleasant Plains Township Hall in Baldwin
No attendees – they had attended the governmental meetings.

3. Public Review and Input Meetings

The following meetings were held to review the proposed non-motorized transportation facilities maps for each county that were developed from the local governments and stakeholders sessions, and to prioritize by consensus 1-5 facilities in each county. Media releases for each meeting were sent to the local media in the 13 county region and notices were distributed to each participant from the previous work sessions.

The participants at each meeting reviewed the map of their region and wrote down which proposed non-motorized transportation facilities were of highest priority, then the group decided by consensus the top five priority routes.

October 8th: **Emmet County**
Petoskey Public Library Carnegie in Petoskey
Emmet County staff, Top of Michigan Trails Council, interested citizens

October 10th: **Charlevoix County/Antrim County North**
Boyne City Office Building in Boyne City
Lake Charlevoix Association, City of Boyne City, North County Bike Club,
Charlevoix County, interested citizens

- October 22nd:** **Benzie County**
Benzie County Government Building in Beulah
Village of Honor, Betsie Valley Trail, Homestead Township, interested citizens
- October 24th:** **Manistee, Mason, Lake Counties**
Technical Center Building, West Shore Community College near Scottville
No attendees – they had attended the other meetings held earlier.
- October 25th:** **Grand Traverse, Leelanau, Kalkaska, Antrim South Counties**
Traverse Area District Library in Traverse City
TART, Grand Traverse County, Garfield Township, interested citizens
- October 30th:** **Wexford, Missaukee, Osceola Counties**
Wexford County Office Building in Cadillac
Wexford County, Missaukee Conservation District, Cadillac Area Health Coalition, Friends of the White Pine Trail, Cadillac Pathway, interested citizens

IV. Findings and Results from the Work Sessions, Public Review and Input, and the Regional Workshop

A. Proposed Non-Motorized Transportation Facilities Maps

The following two sets of maps – Proposed Non-Motorized Transportation Facilities and the Priority Non-Motorized Transportation Facilities - are the result of the work sessions that were held with local government elected and appointed officials from each of the thirteen counties, the work sessions with the regional groups and stakeholders, and the public review and input sessions. Multiple non-motorized transportation facilities routes were identified for each county while looking at connections across political boundaries. Written comments were also received from the Torch Lake Association, consultants, and interested citizens who were unable to attend the sessions.

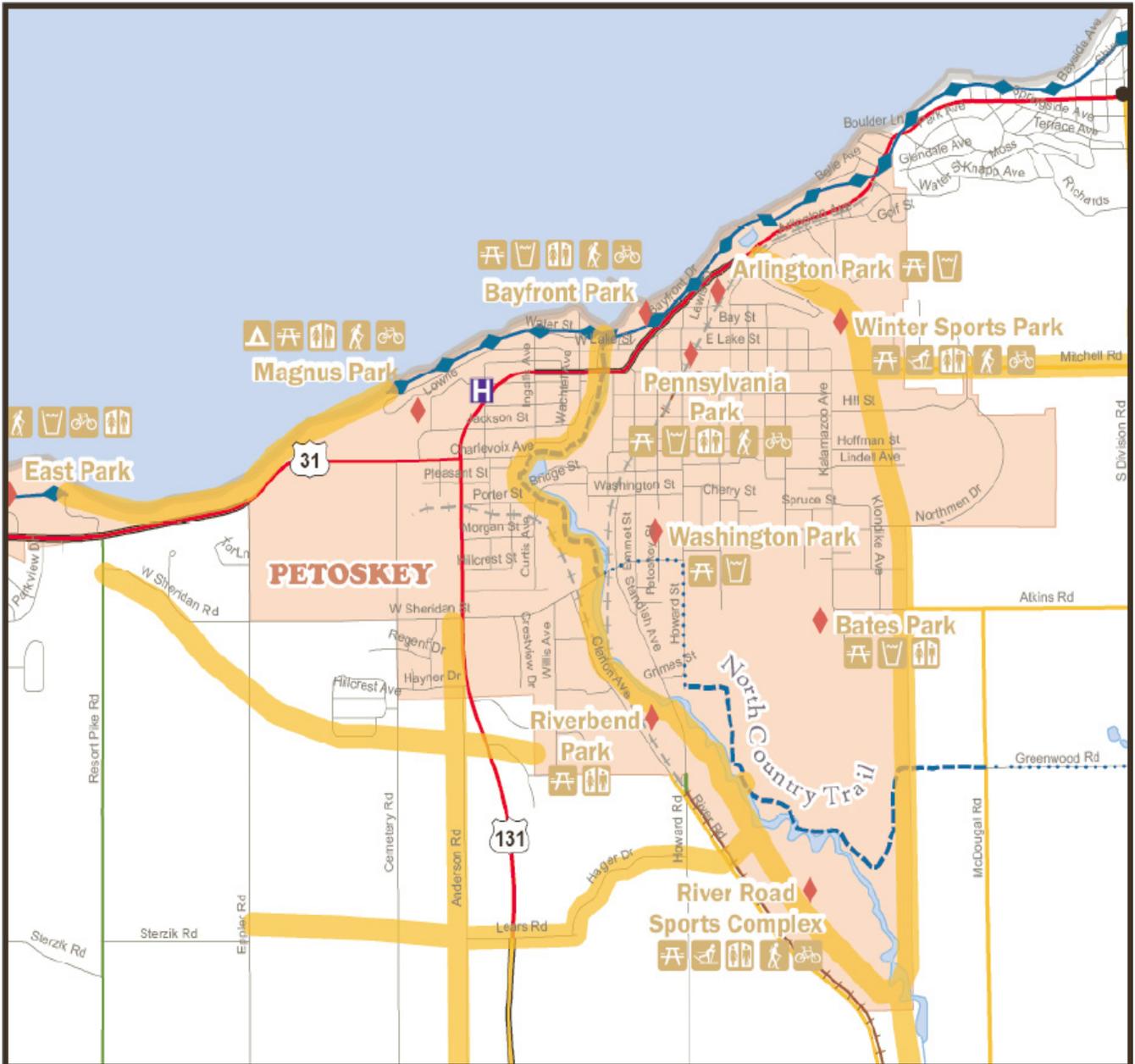
The facilities that were proposed (highlighted in yellow) throughout the process were based on connecting existing non-motorized transportation facilities (on-road and off-road), population centers, recreational and tourist areas and points of interest, and to utilize for transportation purposes.

These maps were created by the Northwest Michigan Council of Governments staff and can be viewed on the Northwest Michigan Council of Governments website at www.nwm.org/nonmotorizedstra.asp, where the viewer may zoom in on specific non-motorized transportation facilities of interest.

Map Legend to refer to for each map:

| | | | |
|---|--|---|---|
| <h3>Road Network</h3> <p>Vehicle Traffic Volume* (Vehicles per day)</p> <p>Low (Under 2,500)</p> <p>Medium (2,500 to 10,000)</p> <p>Heavy (Above 10,000)</p> <p>Minor Roads (No Data)</p> <p>Limited Access Roads</p> <p>Rail Lines</p> <p><i>*Traffic volumes are estimated based on an average 24-hour period. Peak hour (peak period) traffic volume can be much greater than at other times of the day. Traffic volumes also vary by season and day of week.</i></p> | | <p>Unpaved</p> <p>Paved</p> <p>Paved & 4' or greater paved shoulder</p> <p>Interchanges</p> <p>Active</p> <p>Inactive</p> | <h3>Points of Interest</h3> <p>Hospitals</p> <p>Summits</p> <p>Other Points of Interest</p> <p>Places</p> |
| <h3>Trails</h3> <p>Unpaved Multi-Use Trail</p> <p>Paved Multi-Use Trail</p> <p>North Country Trail Temporary Connectors</p> <p>Proposed Non-Motorized Routes</p> | | | <h3>Services</h3> <p>PLACE NAME Full Service (food, restrooms, and lodging)</p> <p>Place Name Some Services (food, restrooms)</p> <p>Place Name No Services</p> |
| <h3>Recreational Facilities & Amenities</h3> <p>Park/Public Recreation Area</p> <p>Camping</p> <p>Picnic Facilities</p> <p>Drinking Water</p> <p>Restrooms/Port-A-Johns</p> <p>Swimming</p> <p>Showers</p> <p>Hiking/Trailhead</p> <p>Biking</p> <p>Nordic Skiing</p> | | | <h3>Land Use</h3> <p>Lakes & Ponds</p> <p>Rivers & Streams</p> <p>County Boundaries</p> <p>Cities & Villages</p> <p>Federal Lands</p> <p>State of Michigan Lands</p> <p>State Military Land</p> |

Petoskey



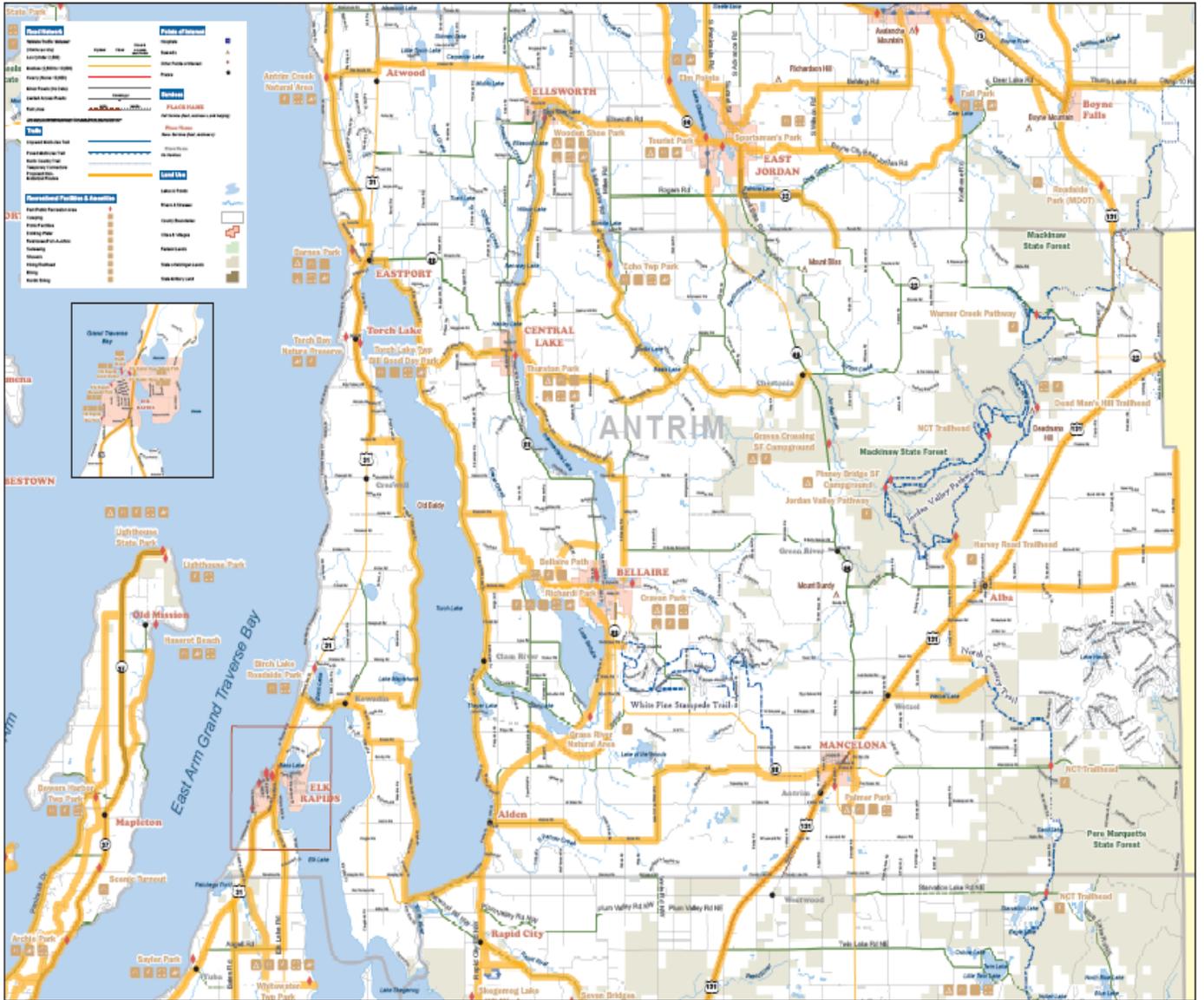
Charlevoix County



Boyer City



Antrim County



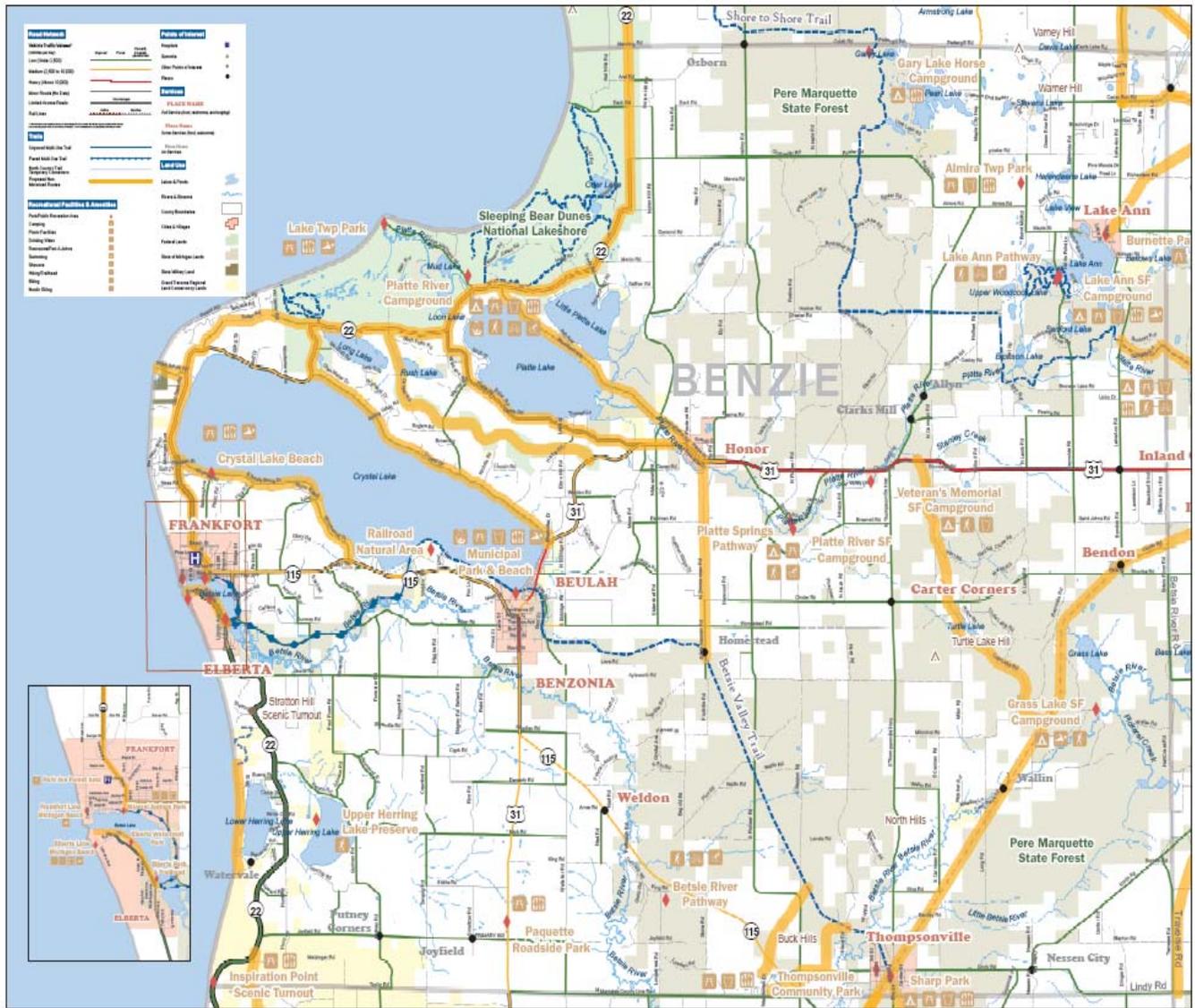
Village of Elk Rapids



Traverse City



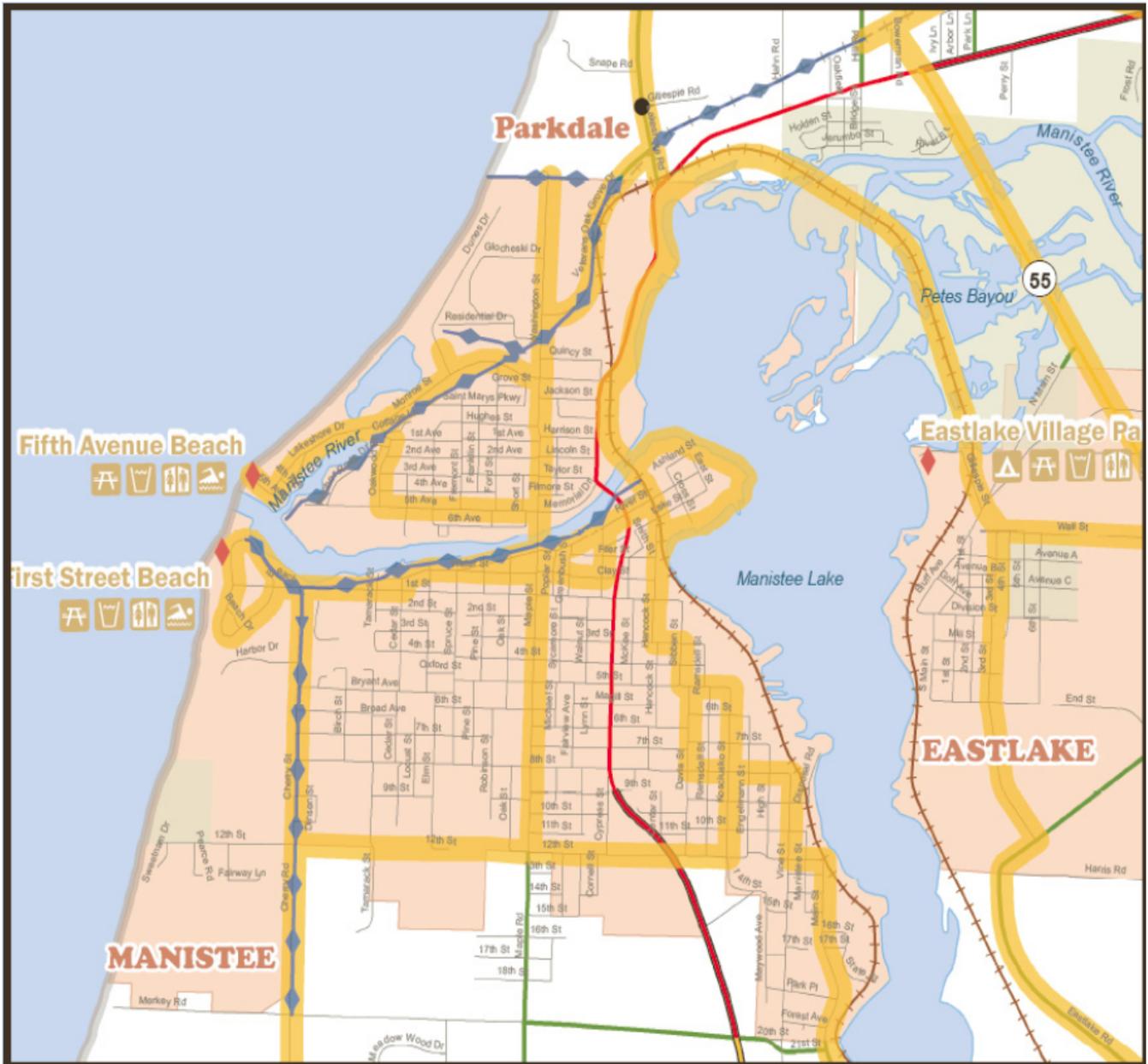
Benzie County



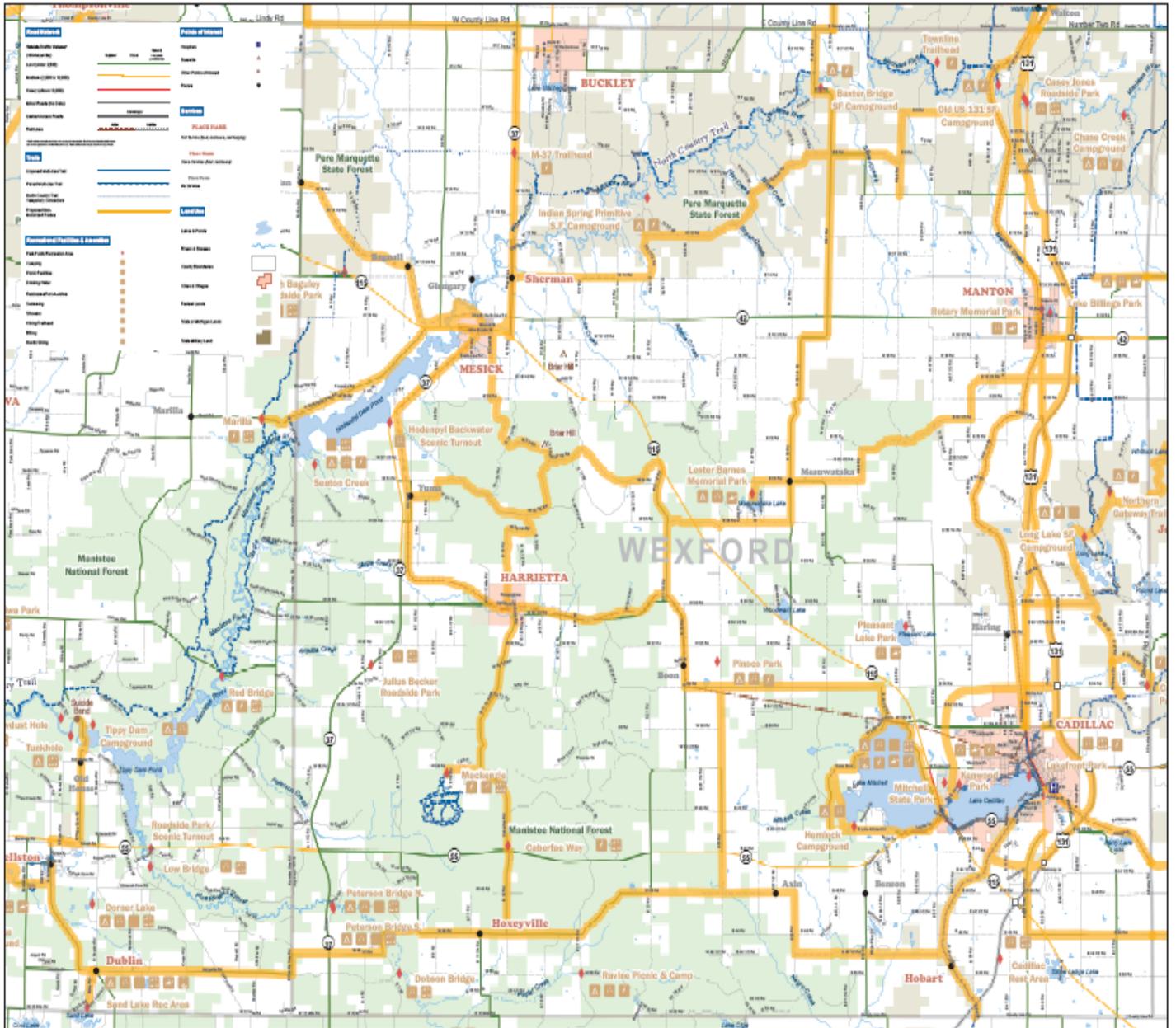
Frankfort



City of Manistee



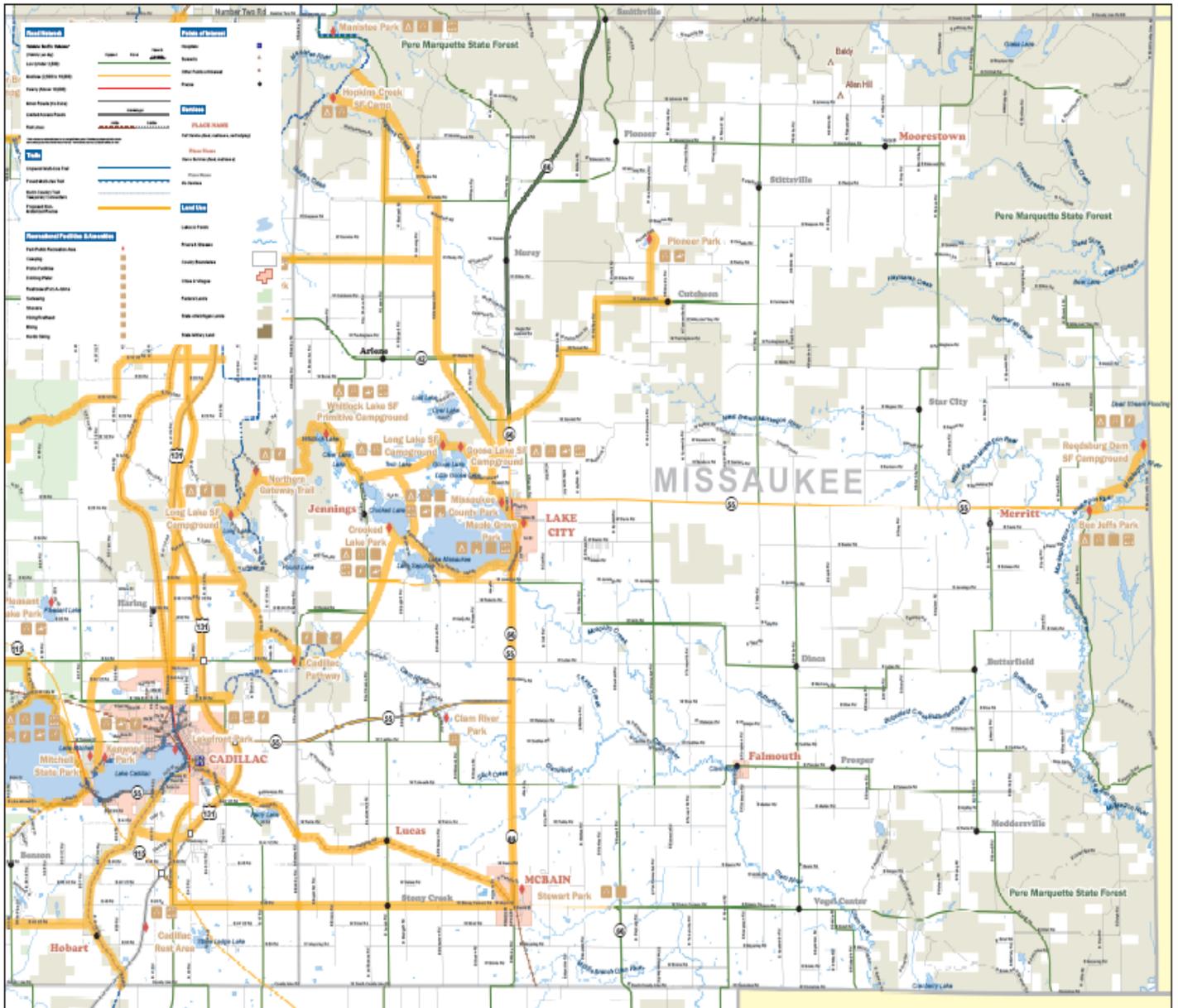
Wexford County



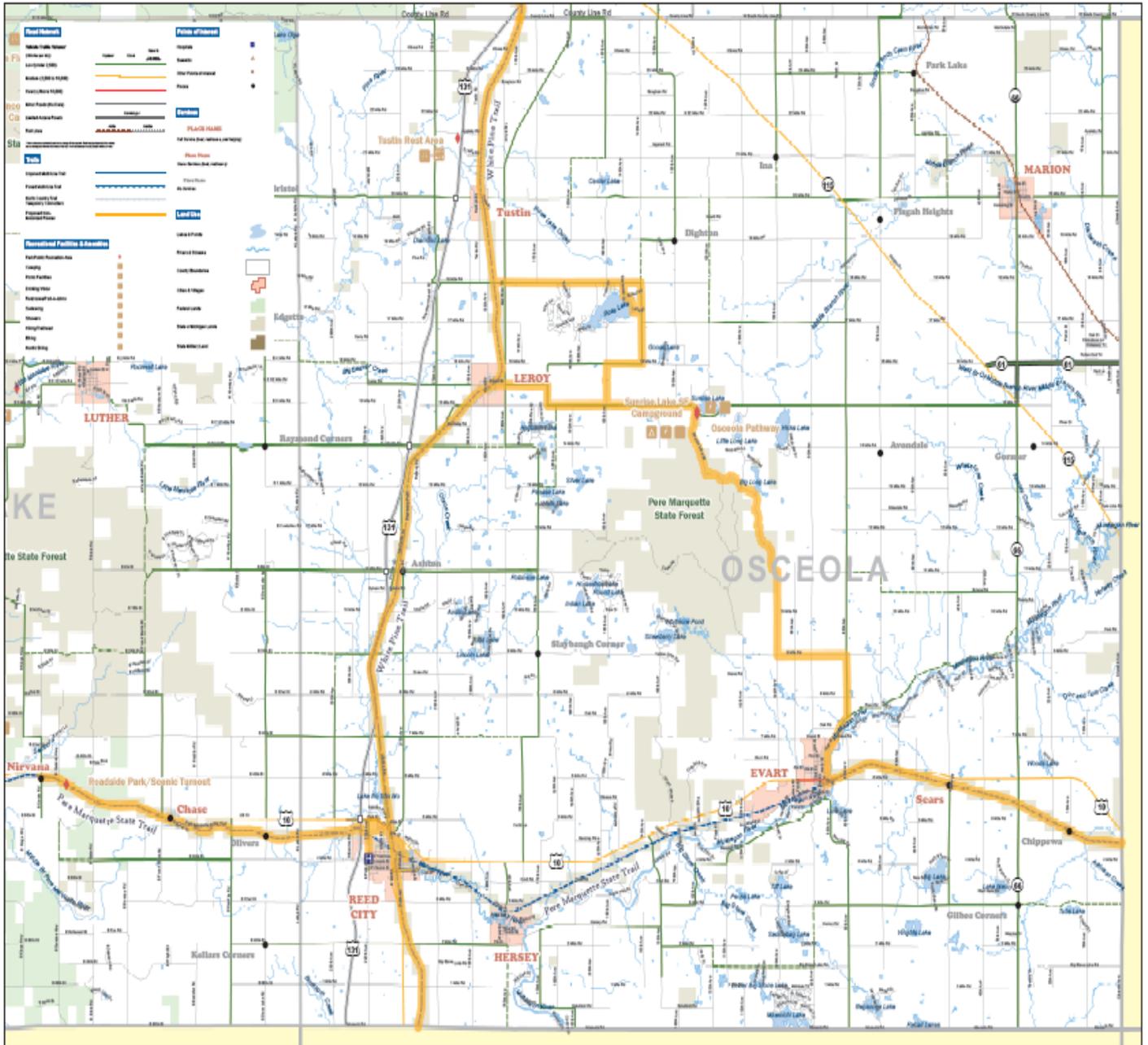
Cadillac



Missaukee County

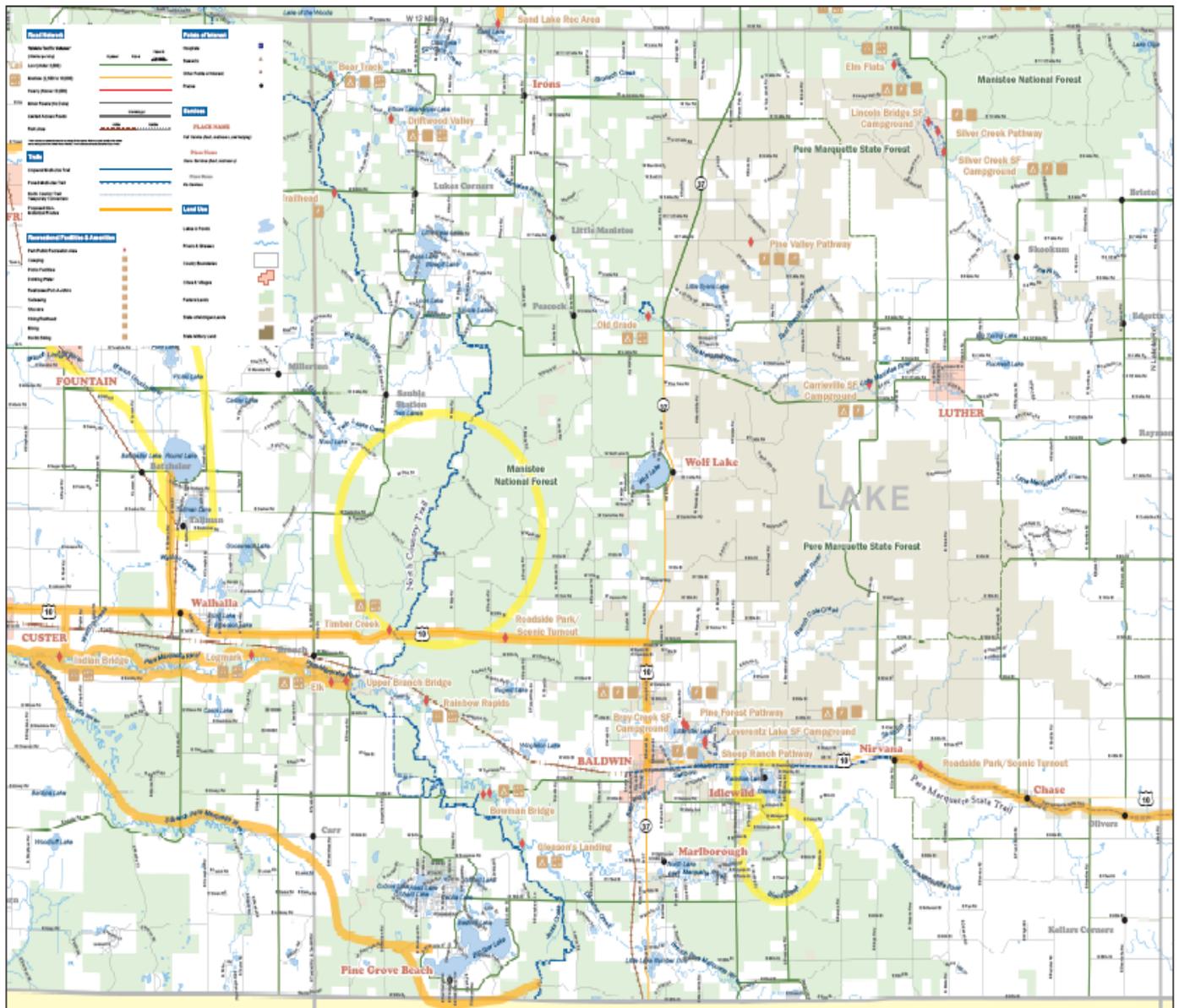


Osceola County



Lake County

The circled areas on this map reflect the U.S. Forest Service projects for proposed trails that may be connected to in the future.



B. Proposed Priority Trail Maps from the Public Input Meetings

Northwest Michigan Council of Governments staff created the following maps from the proposed multiple non-motorized transportation facilities routes (highlighted in yellow) maps where the participants refined and prioritized the routes by consensus. Public comments that were received by correspondence were also taken into consideration.

The costs for design, engineering, construction and maintenance for each priority trail in each county may vary because of the number of proposed non-motorized transportation facilities, the types facilities that would be designed such as on-road or off-road, the types of surfaces to be utilized, and the possible location of the facilities. Each project needs to have the specific route locations chosen with suggested surface types to calculate the estimate of the possible costs. For projects in the future, planning, design, and engineering services, construction, and surface type costs and increases need to be figured in any calculations.

These proposed, priority non-motorized transportation facilities maps can be viewed on the Northwest Michigan Council of Governments website at www.nwm.org/nonmotorizedstra.asp where the viewer may zoom in on specific non-motorized transportation facilities of interest.

Emmet County Priority Routes

- 1.** Complete the portion of the Little Traverse Wheelway from Magnus Park to East Park.

A new link in the Little Traverse Wheelway will be the construction of the trail link between Petoskey's Magnus Park and Resort Township's East Park near Bay Harbor off of US 31.

- 2.** Extend the Little Traverse Wheelway to the north from Pleasant View Road to Harbor Springs

The final link in the Charlevoix to Harbor Springs recreation trail is now expected to be completed by Harbor Area Regional Board of Resources (HARBOR Inc.). The construction of the three mile segment of the Little Traverse Wheelway between Pleasantview Road and the eastern edge of Harbor Springs will start in the fall of 2008 and conclude in 2009. The trail, used for non-motorized recreation such as bicycling, running, walking and inline skating, currently runs from the northern outskirts of Charlevoix through Petoskey to the intersection of M-119 and Pleasantview Road in Little Traverse Township. The construction is being funded with nearly a million dollars from the Federal Transportation Enhancement Act and Michigan Department of Transportation matching funds.

- 3.** Create the Mackinaw to Petoskey Trail (crushed limestone) – non-motorized in the summer; snowmobiles in the winter; complete west side of US 31 with paving.

The Petoskey to Mackinaw City railroad grade is owned by the Michigan Department of Natural Resources but it is not developed. This is listed as a top priority for the Top of Michigan Trails Council and there is a local group advocating for it to be developed. It is in the Emmet County Recreation Plan. This trail (connecting to other existing trails) would connect every incorporated entity in Emmet County.

- 4.** Create an Indian River connection to Alanson utilizing Powers Road to Hathaway Road to M-119; complete and pave Alanson and Pellston streetscapes.

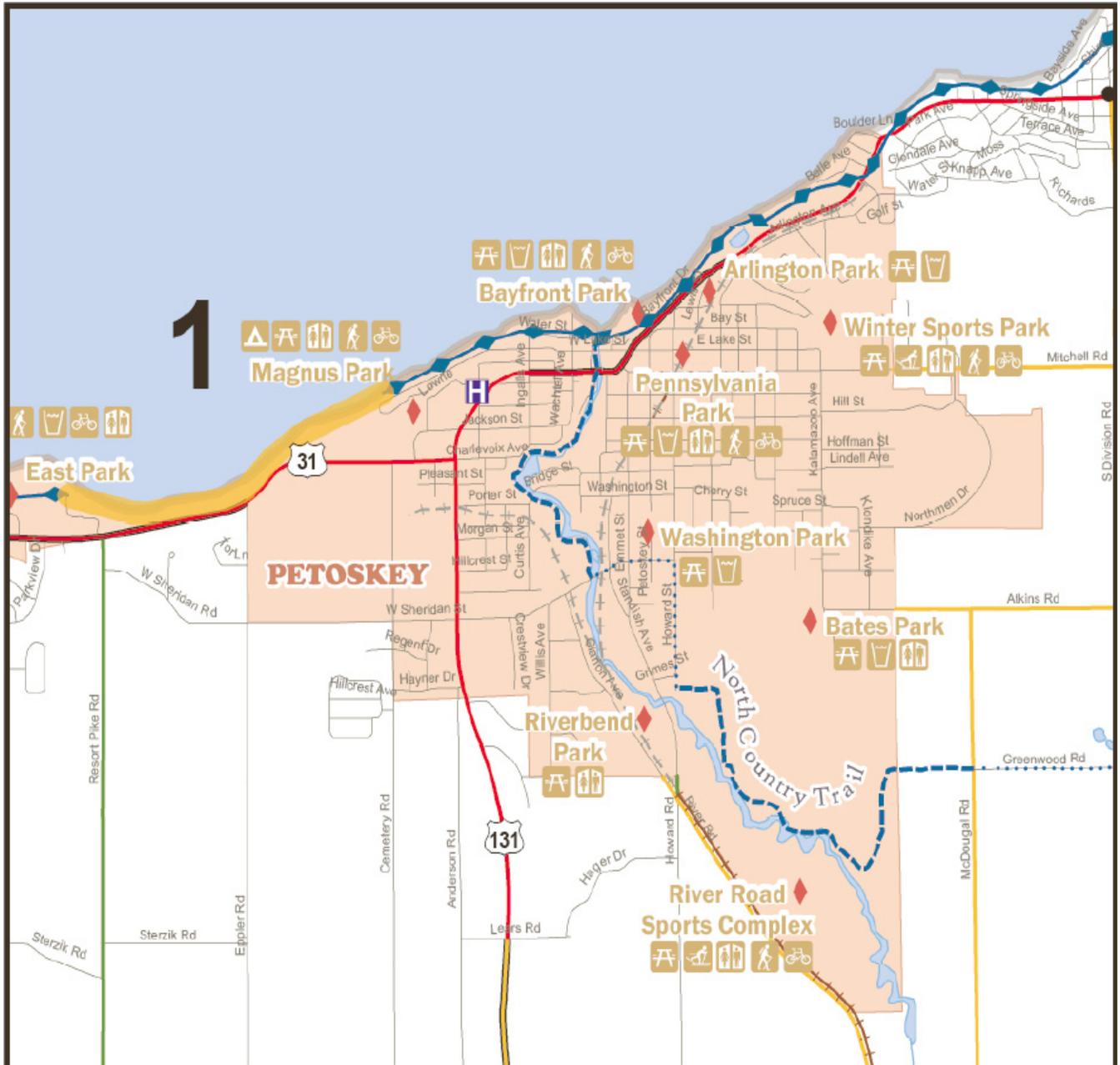
- 5.** Create a trail along River Road south to connect to Walloon Lake by the railroad right-of-way or paved shoulder.

Other priorities added due to #1 and #2 being funded after the priority work sessions:

- Off road pathway parallel to Pleasant View Road from M-119 north to Mackinaw City
- On road bike path along State Road from M-119 north to Cross Village



Petoskey



Charlevoix County Priority Routes

1. Create a trail on the Boyne City Charlevoix Road from Boyne City to US 31/Charlevoix through Horton Bay to connect to the Petoskey to Charlevoix Trail

Local groups are working on fundraising opportunities to have the funding in place to construct the trail when the road is fixed.

2. Create a trail to connect Boyne Falls and Boyne Mountain to Boyne City

3. Create a trail from Advance to North Peninsula Road

4. Create a trail from the Norwood area to Charlevoix

5. Create a trail from East Jordan to Charlevoix then East Jordan to Boyne City

Boyer City

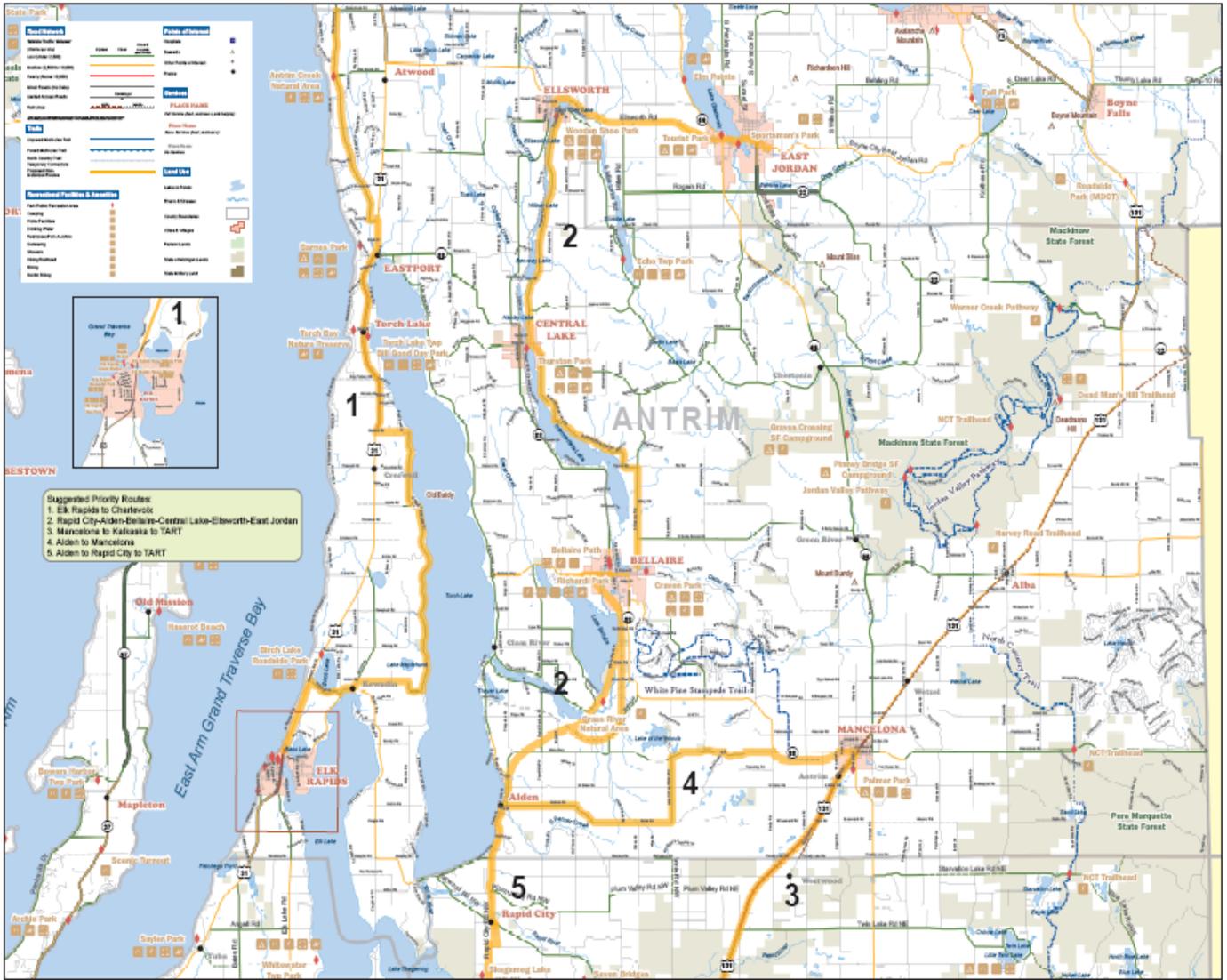


Antrim County Priority Routes

- 1.** Create a trail separate from US 31 or paved shoulders from Elk Rapids to Charlevoix
- 2.** Create a connecting trail from Rapid City to Alden to Bellaire to Central Lake to Ellsworth to East Jordan
- 3.** Create a trail from Mancelona to Kalkaska and then connect to the Traverse Area Recreation and Transportation (TART) Trails
- 4.** Create a trail from Alden to Mancelona
- 5.** Create a trail from Alden to Rapid City to the TART Trails

Suggestion from comments:

****TART Trails to Elk Rapids**



Kalkaska County Priority Routes

1. Create a trail from Fife Lake to Mancelona through Kalkaska
2. Create a trail from Kalkaska to Rapid City through the Seven Bridges Natural Area

Comments:

A. The lands and shoreline have been preserved and is known as the Skegemog Lake Wildlife Area. As the Grand Traverse Audubon Environmental Vice President and the club's representative on the Skegemog Wilderness Area Stewardship Committee, I am concerned that there not be a "downside" to the proposed inclusion of the "Skegemog Railroad Pathway" in this new larger recreational trail. Continued use of this "railroad bed" to access the plant and animal wildlife amenities afforded by Skegemog Lakes Wildlife Area is definitely desirable. However, excess use for mountain biking, any motorized use (such as 4 wheelers or snowmobiles), and any plans for utilization as a "transportation corridor", particularly a paved or asphalted one, raises red flags. The latter three would likely be deemed "violations" of the understandings held by those who contributed monetarily to preservation primarily for the beauty and benefit of the varied species that inhabit this special place.

B. This letter is in response to the proposal regarding the Kalkaska Area Regional Trail (KART). KART plans to route to the future TART connector trail through the Skegemog Natural Area. The Grand Traverse Regional Land Conservancy co-manages the Skegemog Natural Area with the MDNR and an active community friends group. From its inception, the purchase and acquisition intent of the Skegemog Natural Area was to prioritize the protection of the rare sensitive habitat keeping public recreation to a minimal, passive level. Thus, we feel that all parties involved with the property need to know there are concerns regarding the viability of a developed trail through the Skegemog Natural Area. We look forward to a successful working relationship with all parties involved.

Please see **Appendix C**.

3. Create a trail from Kalkaska to Williamsburg to the TART Trails
Same comments as above.
4. Create a trail from Kalkaska to the Michigan Department of Natural Resources Sand Lakes Quiet Area to VASA Trail (TART Trails)
5. Create a trail from Wilhelm Road south to M-72 on the railroad right-of-way

Grand Traverse County Priority Routes

- 1.** Create a trail from the TART Trail north to Elk Rapids
- 2.** Complete a trail on the West Side of Boardman Lake to connect the completely around the lake and to the TART Trails
- 3.** Work on creating a trail from Cadillac to Traverse City via Kingsley
- 4.** Create a trail as a Lake Ann connector to west side of Traverse City and then to the TART Trails
- 5.** Work on a connection to the Betsie Valley Trail through Interlochen to Traverse City (TART Trails)



Traverse City



Leelanau County Priority Routes

- 1.** Complete the paving of the Leelanau Trail through Bingham Township (TART Trails)
- 2.** Work on and complete the proposed Leelanau Scenic Heritage Route Trailway project along M-22 and M-109 through the Sleeping Bear Dunes National Lakeshore
- 3.** Create a connector trail from Traverse City to the Village of Empire (TART Trails)
- 4.** Create a trail along M-204 and M-22 from Suttons Bay (TART Trails) to Leland
- 5.** Continue the Leelanau Trail (TART Trails) from Suttons Bay to Lighthouse through Northport



Benzie County Priority Routes

1. Create a trail from Honor to connect to the Betsie Valley Trail
2. Complete the non-motorized route around Platte Lake
3. Complete a non-motorized route around Crystal Lake
4. Create a trail from Thompsonville (Crystal Mountain) to Bendon to Interlochen to Traverse City (TART Trails)

Manistee County Priority Routes

1. Complete the route in the City of Manistee and connect with route around Manistee Lake
2. Create a trail from Manistee to Onekama
3. Create a trail from the High Bridge to Thompsonville through Kaleva with a link to Copemish
4. Create a trail from Onekama to Arcadia
5. Create a trail from the Manistee Lake area/Eastlake to High Bridge

City of Manistee



Wexford County Priority Routes

- 1.** Create a trail from Cadillac (White Pine Trail) to Manton and then north (Kingsley to TART Trails or to Fife Lake)
- 2.** Create a trail from Manton to Meuwataka to Harrietta
- 3.** Create a trail from the Old US 131 State Forest Campground to Mesick through Sherman
- 4.** Work to pave the White Pine Trail from Cadillac south to county line (Osceola/Reed City)

Missaukee County Priority Routes

1. Create a trail from Lake City to Cadillac to connect to the White Pine Trail
2. Create a trail from McBain to Lake City
3. Create a trail from Lake City to Manistee Park
4. Create a trail from McBain to Cadillac

Osceola County Priority Routes

1. Work to pave the White Pine Trail from Reed City to Cadillac.
2. Develop existing Department of Natural Resources owned Pere Marquette Trail into a year round trail surface since it is publicly owned and connects communities.
3. Create a trail from Ewart to Leroy and connect to the White Pine Trail.

Lake County Priority Routes

1. Create a trail from Baldwin west to county line to connect to Mason County/Ludington
2. Develop existing Department of Natural Resources owned Pere Marquette Trail into a year round trail surface since it is publicly owned and connects communities.

Lake County has a lot of US Forest Service trails both motorized and non-motorized.

Mason County Priority Routes

1. Walhalla to Ludington
2. Freesoil south to Fern through Custer
3. Link the Lake Michigan Recreation Area to the North Country Trail
4. Ludington to Bass Lake

C. Non-Motorized Transportation In Northwest Lower Michigan: *Planning and Prioritizing Projects Summit*

A regional summit was held on February 27, 2008 in Traverse City. Invitations to the Summit were distributed to the Michigan Department of Transportation Service Centers, local governments, county road commissions, local groups and organizations, and the participants at each of the work sessions, and public review and input sessions. Also, a press release was sent to all media entities in the thirteen county project region.

The Summit brought together federal, state, county, and local government officials and staff, organizations, groups, stakeholders, and citizens to hear presentations by the Michigan Department of Transportation Non-Motorized Transportation staff, non-motorized organizations, and the Northwest Michigan Council of Governments. Copies of the draft strategy were distributed to the participants.

AGENDA

- I. Welcome and Introductions
- II. Michigan Department of Transportation Non-Motorized Technical Report
Josh DeBruyn, Bicycle/Pedestrian Coordinator who serves as the statewide liaison for the MDOT with federal and state agencies, local communities, non-profits, and other partners to develop and implement bicycle, pedestrian, and other non-motorized transportation plans and resources.
- III. Connecting Michigan Update
Barbara Nelson Jameson, National Parks Service Rivers, Trails, and Conservation Assistance Program Coordinator who provides guidance and assistance to many community groups who are engaged in greenways and parks planning, open space preservation, and trail ways.

Presented information on Michigan trails initiatives: Governor Jennifer Granholm's and the Michigan Trails and Greenways Association (MTGA). MTGA has a trails finder on their website and are working on a trailway toolkit. The MTGA held the first statewide Trails Forum in Traverse City and these recommendations came out of that Forum:
 1. Combine forces for a new fee structure for trails through a license plate/registration fee (voluntary)
 2. Open dialogue for shared use and develop a Trails Council
 3. Work collectively to share new and existing trails for connection and funding
 4. Create collaborations/partnerships
 5. Coordinated tourism and promotion
- IV. Non-Motorized Transportation Organizations Presentations
 - A. Top of Michigan Trails Council – Anne McDevitt
 - B. Kalkaska Area Recreational Trails (KART) – Russ LaRowe
 - C. TART – Bob Wick
 - D. Betsie Valley Trail – Bill Olsen
 - E. White Pine Trail – Bill Manson, Bill Lucas

V. Presentation of the Draft Non-Motorized Strategy
Project and Strategy Overview

A. Framework for Non-motorized Transportation in Michigan:

1. Michigan Trails at the Crossroads – Governor Jennifer Granholm
2. Michigan Department of Transportation
3. Michigan Department of Natural Resources Program
4. Connecting Michigan: A Statewide Trailways Vision and Action Plan by the Michigan Trails and Greenways Association
5. Local Governments
6. Trail Organizations and Groups

B. Project Methodology

C. Proposed Priority Non-Motorized Transportation Facilities

D. Future of the Strategy: Michigan Department of Transportation North Region Plans; County Road Commission Plans; Trail Organizations; Collaboration.

E. Investment Strategy: Planning Process to look at surface types, federal funding sources, state funding sources, local funding sources, alternative funding sources, maintenance.

VI. Actions/Next Steps – Review the draft Strategy looking at the following topics and submit comments to Patty O'Donnell, NWMCOG.

- A. Priority Trails
- B. Collaboration
- C. Networking
- D. Funding
- E. MDOT Planning

Representation at Summit (some had more than one person attending):

Traverse Area Recreation and Transportation Trails, Inc. (TART Trails)

Kalkaska Area Recreation and Transportation (KART)

Betsie Valley Trail

Grand Traverse Hiking Club

Acme Township

Petoskey News Review

City of Traverse City

Elk Rapids Rotary

Missaukee County

Missaukee Conservation District

Grand Traverse Conservation District

North Country Trail

Elk Rapids

Grand Traverse County

Norwood Township, Charlevoix County

Charlevoix County

Cherry Capital Cycling Club

Benzie County

City of Charlevoix
Kalkaska County
SEEDS Inc.
Top of Michigan Trails Council
Friends of the White Pine Trail
Grand Traverse Regional Land Conservancy
Manistee County Convention and Visitor's Bureau
Sleeping Bear Dunes National Lakeshore
Garfield Township, Grand Traverse County
Grand Traverse County Road Commission
Consultants
Businesses
General Public

A request for comments on the Draft Northwest Michigan Non-Motorized Transportation Strategy was sent after the Summit to the 150 participants from the work sessions, public review and input session, and the Regional Summit. It was noted that the strategy and maps were also available online. Six responses were submitted.

V. Future Non-Motorized Transportation Strategies

The future non-motorized transportation plans and projects for the thirteen county region were gathered from the Michigan Department of Transportation Service Centers, county road commissions, and groups and organizations which listed and described what actions are being taken to increase non-motorized transportation opportunities.

On-Road Bike Facilities

On-road bike facilities are a win-win situation affecting:

- Economics
- Traffic calming effect
- Transportation options
- Healthier, more environmental
- Improve walking conditions and safety
- Makes trails more successful
- Safety

Each government or non-governmental entity can consider the following in the development of on-road bike facilities:

1. Consider implementation of 4 to 3 lane conversions with the addition of bike lanes on roads with Annual Daily Traffic (ADT) counts less than 20,000. Roads with ADT less than 18,000 should receive greater consideration (can reduce traffic speeds).
2. Consider reducing lane widths or widen roads to free up space to add bike lanes (can reduce traffic speeds).
3. Include bike parking in parks, trail heads, retail/commercial locations, etc.
4. Construct paved shoulders along high priority corridors and areas where sight distances may create safety problems (non-perpendicular rail road crossings, vertical and horizontal curves).
5. Wide curb lanes 14 feet wide or wider can be accompanied with a shared lane marking.
6. Signage – warning and/or directional
7. Bridges and overpasses – pinch points. New construction should include non-motorized facilities.
8. Identify significant on-road non-motorized corridors and major bike ride routes.
9. Evaluate each road/trail crossing; these are potential access points.

Pedestrian Facilities

Each government or non-governmental entity can consider the following in the development of pedestrian facilities:

- Intersection improvements and design
 1. Make Americans with Disabilities Act compliant
 2. Reduced curb radii
 3. Curb extensions
 4. Crossing islands and medians
 5. Channelized right turn slip lanes
 6. Crosswalks
 7. Pedestrian signals
- Roundabouts
- Mid-block crossings

- Require sidewalks as part of new road projects in urban areas, and as part of all new development.

A. Michigan Department of Transportation North Region Plans

**Grayling Transportation Service Center
Emmet County**

Fall 2008: Working on the pathway from Pleasantview Road to the City of Harbor Springs; and the City of Petoskey project at Resort Bluffs for the Petoskey to Charlevoix trail.

**Traverse City Transportation Service Center
Charlevoix, Antrim, Kalkaska, Grand Traverse, Leelanau and Benzie Counties**

| Description | Letting |
|---|------------|
| 2008 | |
| M-113, Kingsley west PRL (TCL) Grand Traverse County | 01/04/2008 |
| Empire Streetscape Leelanau County | 03/07/2008 |
| 2009 | |
| US-131, Downtown Mancelona Antrim County | 02/06/2009 |
| Glen Lake Narrows Bridge Leelanau County | 09/05/2008 |
| 2010 | |
| US-31, Elk Rapids North Antrim County | 12/04/2009 |
| M-168, Entire length in Elberta Benzie County | 01/08/2010 |
| M-22, Benzie County Line to Empire Leelanau County | 03/05/2010 |
| 2012 | |
| M-115, Frankfort to Township Line Benzie County | 01/06/2012 |
| M-75, Old State Road NW 2 miles Charlevoix County | 02/03/2012 |
| US-31, Beulah Bridge to M-115 Benzie County | 03/02/2012 |

**Cadillac Transportation Service Center
Missaukee, Wexford, Manistee, Mason, Lake, Osceola**

No non-motorized transportation projects at this time have been planned.

B. County Road Commission Plans

Emmet County

The Commission staff stated that they do not have anything planned from 2008 to 2013 as far as paving shoulders. They have not been approached in quite awhile as far as sponsoring/developing any non-motorized transportation facilities.

Charlevoix County

The Road Commission is working on a proposed millage for primary roads which will be 61.5 miles from 2008 to 2018, and will be applying for Transportation Enhancement funds for five foot paved shoulders for those projects. They are also looking into repaving the Boyne City-Charlevoix Road and including paved shoulders for non-motorized travel.

Antrim County

No non-motorized transportation projects at this time or planned from 2008 to 2013.

Kalkaska County

Did not respond to the requests by email and phone.

Grand Traverse County

All road projects in their future plans from 2008 to 2013 will include paved shoulders and the roads include: Hammond, Keystone, Garfield, Cedar Run, Gray, continuation on Three Mile Road. The Road Commission is working on a bike path on South Long Lake Road with the Long Lake Association. They are also waiting to hear on Bureau of Indian Affairs funding which would include paved shoulders on Lautner and Bates Roads. The Commission completed the repaving of River Road in 2007 which includes six miles of paved shoulders and worked on Karlin Road between M-37 and Nesson City Road.

Leelanau County

The Road Commission reported that they have paved shoulders on many roads, but the typical shoulder paving is a three foot wide ribbon just outside of the white line which does not strictly meet the AASHTO (American Association of State Highway Transportation Officials) guidelines. They have paved three foot wide shoulders on County Road (CR) 616 in 2007 from CR 675 to CR 669; and on CR 669 from CR 616 to M-22. Also, CR 641 from Bingham to M-204. These shoulders were paved as part of full-width resurfacing projects.

In the spring of 2008, the Road Commission will be doing full-width resurfacing projects with three foot paved shoulders on CR 633 from CR 618 to Otto Road.

Benzie County

The Road Commission completed a repaving of Platte Road between M-22 and US 31 in 2007 with the addition of five foot paved shoulders. There are no other non-motorized projects scheduled until 2011 when Grace Road will be repaved with three foot paved shoulders.

Manistee County

The Road Commissioner reported that they worked on a section of Seaman Road in 2007 with paved shoulders.

Wexford County

The Road Commission does not have any projects scheduled in 2008 to 2013, but if one came through with funding they would consider it. Completed a project around Lake Mitchell of repaving the road with three foot paved shoulders.

Missaukee County

The Road Commission reported that they have plans for 2008 to widen 3 miles, to include 4 foot shoulders in Richland Township beginning at M-66 thence west on Falmouth Road 1.5 miles thence north on Hilbrand Road 1.0 miles thence west on Cadillac Road 0.5 miles. This will connect with Cadillac Road which has an existing paved shoulder ribbon.

Osceola County

The Osceola County Road Commission did not have or will have any separate non-motorized transportation facilities that will be constructed.

There were no paved shoulders of four feet or more projects and there appears that there will not be future projects from 2008-2013. The Road Commission typically repaves larger projects at twenty-eight feet which would be three foot paved shoulders.

Regarding the paving of gravel roads - in 2007, the Road Commission paved 140th Avenue from 18 Mile to 19 Mile Road, a distance of one mile. In 2008, there are plans to pave 100th Avenue from 20 Mile Road to 21 Mile Road, a distance of one mile, and 21 Mile Road from 70th Avenue to 80th Avenue, also a distance of one mile.

Lake County

The Road Commission completed a project in 2007 that included the complete reconstruction of the Fox Bridge over the Little Manistee River. This project included a safer, more convenient, non-motorized traffic facility across the bridge by increasing the width of the bridge and adding an extra handrail. Also, their chipseal program sprays the roads at a width that allows for non-motorized traffic.

In 2008, they plan on beginning the reconstruction of Old M-63 to make it an all season route which will reconstruct 15 miles of road from M-37 to the eastern county line to meet Class A specifications. The specifications call for a 24 foot HMA top which allows for 4 foot paved shoulders for non-motorized traffic. This project will extend well past the next 5 years.

Mason County

The Road Commission completed a project in 2007 on Jagger Road that was a street reconstruction that included paved shoulders to be used for non-motorized traffic.

In 2008, they will have a project on Lake Shore Drive that is a safety project which will include five foot paved shoulders, and they have a continuation of the 2007 Jagger Road project planned.

C. Trail Organizations

The trail organizations in northwest, lower Michigan are driving forces to promote, plan, fundraise, and develop non-motorized transportation facilities in collaboration with governmental entities.

Top of Michigan Trails Council

445 E. Mitchell
Petoskey MI 49770
231-348-8280
info@trailsCouncil.org
www.trailsCouncil.org

The Trails Council is a 501(c)3 incorporated volunteer organization and is governed by a fifteen (15) member Board of Directors.

The Council's Mission is to "Advocate and Facilitate the development of a network of multi-purpose recreational trails in Northern Lower Michigan" and operates in the counties of Antrim, Charlevoix, Emmet, Cheboygan, Presque Isle, Alpena, Otsego, and Montmorency.

Local Committee Affiliates:

- Charlevoix Trail Committee
- Cheboygan-Mackinaw City Trail Committee
- Little Traverse Wheelway Committee
- Boyne City-Boyne Falls-East Jordan Area Committee

Other Committees needed and/or in the Planning/Organizing Stage:

- Alanson-Pellston-Indian River Area
- Alpena Area
- Rogers City Area
- Gaylord Area

The Trails Council works closely with the Michigan Departments of Natural Resources, Transportation, and Environmental Quality to plan and acquire trail routes and obtain Federal and State grants for trail development. The Council has been instrumental in acquiring over one hundred (100) miles of trail right of way in the 180 mile, eight (8) county trail system.

The trail network is composed of eleven (11) major segments:

1. Charlevoix to Bay Shore
2. Bay Harbor Segment
3. Bay Harbor to Petoskey
4. Petoskey to Harbor Springs
5. Petoskey to Mackinaw City
6. Mackinaw City to Cheboygan
7. Cheboygan to Gaylord
8. Cheboygan to Hawks
9. Boyne City to Charlevoix (being planned)
10. North Country Trail
11. Alpena-Rogers City-Hawks-Hillman Segment

Traverse Area Recreation and Transportation (TART) Trails Inc.

PO Box 252

Traverse City MI 49685

231-941-4300

info@traversetrails.org

www.traversetrails.org

TART Trails is a not-for-profit organization that builds trails, advocates for active living and outdoor recreation. The work includes negotiating easements, hosting annual events and defending cyclist and pedestrian interests.

Mission: *Enriching the Traverse area by providing an interconnected network of trails, bikeways and pedestrian ways; and encouraging their use.*

To fulfill this mission, TART Trails has established the following goals:

1. Provide safe and accessible trails for walking, biking, running, cross-country skiing, inline skating and nature study for all ages and abilities.
2. Expand the network of trails and interconnected bikeways, local roads and pedestrian ways.
3. Promote the health, environmental, and transportation benefits of walking and biking to work, school, and other purposeful destinations.
4. Provide trails to enhance the local economy by serving as a destination for outdoor recreational activities by residents and tourists alike.
5. Preserve public corridors to maintain ecological "greenways".
6. Coordinate maintenance and management activities with various user groups and governmental organizations.

TART Trails is dedicated to providing recreation and transportation opportunities as well as preserving open space corridors through a network of trails. It is estimated that the 55 miles of trails serve over 200,000 users annually. TART also hosts two events, Smart Commute Week and Tour de TART. The goal of Smart Commute Week is to promote alternative ways to get to work which includes bicycling, walking, carpooling or taking Bay Area Transportation Association (BATA). Tour de TART is a 19-mile bike ride from Traverse City to Suttons Bay.

Leelanau Trail

Stretching over 15 miles through the last of former Leelanau County's railroad corridor, the Leelanau Trail connects Traverse City and Suttons Bay. The route bends through rolling hills, lush forests, picturesque orchards, peaceful meadows, and an aquatic medley of streams, lakes, and ponds.

TART Trail

The 11 mile long trail is a paved urban transportation corridor that offers accessibility to Grand Traverse Bay, Traverse City, marinas, and museums.

Boardman Lake Trail

This trail of 2 miles is an intimate trail right on the lake. The north half is paved with the remaining trail surface of crushed limestone and boardwalk. This trail will be expanded around the lake and will connect to the TART Trail, library, and the Grand Traverse Nature Education Preserve trail system that parallels the Boardman River.

VASA Pathway

Managed under agreement with TART Trails, Michigan Department of Natural Resources and Grand Traverse County the VASA Trail is utilized by cross-country skiers, mountain bikers, walkers, snowshoers and nature lovers. It is amid the pristine beauty of the Pere Marquette State Forest and features a series of loops and trails: 3 K, 5 K, 11K, and 25K.

Three Mile Road Trail 2 miles

Grand Traverse Mall Trail 2 miles

Five Year work Plan 2005-2010:

1. Finish existing projects
 - A. Complete development of Leelanau Trail: Pave Lakeview to Revold
 - B. Extend TART Trail remaining 5.5 miles to Williamsburg
 - C. Complete Westside 2.5 miles of the Boardman Lake Trail
 - D. Extend Leelanau Trail 1.0 mile north of Suttons Bay
2. Create trail and non-motorized connections in Grand Traverse and Leelanau Counties
 - A. Assess and prioritize gaps
 - B. Boardman River/Kingsley trail expansion
3. Create trail connects to Benzie, Wexford, Kalkaska and Antrim/Charlevoix

Kalkaska Area Recreation and Transportation (KART) Trails

Kalkaska Conservation District
604 Birch
Kalkaska MI 49646
231-258-3307

KART has one trail of 10,000 lineal feet (2 miles) with 28 Landscape beds installed where 250 trees, 200 shrubs, and 1,100 perennials have been planted.

There are 34 engraved stones with donor names that helped with the cost of the project. The total construction cost of \$255,000 with \$75,000 raised locally, and \$180,000 through the Transportation Enhancement program of the Michigan Department of Transportation.

Betsie Valley Trail

Friends of the Betsie Trail
PO Box 474
Beulah MI 49617
www.betsievalleytrail.org

The Betsie Valley Trail is 22 miles long and extends from Frankfort through Elberta and Beulah to Thompsonville in Benzie County. From Frankfort to Beulah it is non-motorized. All of it is excellent for bicycles and pedestrian use. The 6 miles from Frankfort to Mollineaux Road is asphalt and from Beulah to Thompsonville it is compacted aggregate and open to snowmobiles from December through March.

The Trail is owned by the Michigan Department of Natural Resources (MDNR) and is managed by the Betsie Valley Trail Management Council of which the State MDNR is a member. The Friends of the Betsie Valley Trail is a non-profit corporation formed in 1993 “to advocate, promote and encourage the development and successful operation of a recreational trail on the former Ann Arbor Railroad corridor in Benzie County” and supports the efforts of the DNR and Benzie County. The Friends of the Betsie Valley Trail provides many volunteer hours to maintain it throughout the summer months from mowing, sweeping the surface, etc.

The Friends of the Betsie Valley Trail have worked since 1988 to plan, design, and build this trail. There are still some projects to be funded and completed:

- Benches and kiosks
- Parking facilities and trailheads
- The Trail from M-22 to the Elberta Lake Michigan beach
- The non-ending job of trail maintenance

White Pine Trail

Friends of the White Pine
6093 M-115
Cadillac MI 49601
231-775-7911

The Fred Meijer White Pine Trail is a linear trail state park and is 92 miles long, open from Cadillac to Comstock Park. The trail surface is natural ballast and hard packed gravel, with 13 miles of asphalt pavement from Reed City to Big Rapids. The Michigan Department of Natural Resources currently provides only emergency maintenance services and seeks governmental agencies to operate and maintain its linear park trails.

The Reed City Downtown Development Authority with the Reed City Area Chamber of Commerce and the city of Reed City are recreating a former depot with a new building at the “Crossroads” of the White Pine Trail State Park and the Pere Marquette State Forest Trail, on two acres of city-owned property. The staging area will provide bikers and pedestrians with a safe place to park motorized vehicles; facilities to eat, rest, and obtain water; and provide information about the trails and the community. Improvements include restrooms, parking, lighting, bike racks, picnic tables, landscaping, and other items.

Pere Marquette State Forest Trail

This trail runs from the west of Clare through Reed City in Osceola County to the Village of Baldwin in Lake County. It is a multi-use, state rail-trail open to all uses except wheeled motor vehicles. The Department of Natural Resources has improved the trail with a parking area in Baldwin and trail drainage.

The Reed City Downtown Development Authority with the Reed City Area Chamber of Commerce and the city of Reed City are recreating a former depot with a new building at the “Crossroads” of the White Pine Trail State Park and the Pere Marquette State Forest Trail on two acres of city-owned property. The staging area will provide bikers and pedestrians with a safe place to park motorized vehicles; facilities to eat, rest, and obtain water; and provide

information about the trails and the community. Improvements include restrooms, parking, lighting, bike racks, picnic tables, landscaping, and other items.

North Country Trail Association

229 E. Main Street

Lowell MI 49331

1-866-445-3648

www.northcountrytrail.org

The North Country National Scenic Trail is an 875-mile linear route across the state, which is part of a national scenic trail from New York to North Dakota. The Trail links outstanding scenic, natural, recreational, historic, and cultural areas in seven northern States. Some portions of the trail invite easy walking, while others provide challenge, but everywhere the trail offers adventure.

The trail enters Michigan near Morenci in the southeastern corner of the state. From there it heads northwest through both urban and rural settings toward certified trail segments in the Manistee National Forest. It then takes a decided turn northward through the Jordan Valley and then Wilderness State Park to cross the Straits of Mackinac.

Cherry Capital Cycling Club

PO Box 1807

Traverse City MI 49685

231-941-BIKE (2453)

www.cherrycapitalcyclingclub.org

The Cherry Capital Cycling Club (CCCC) is comprised of over 500 members of all ages and abilities – from beginner to racing level.

Purpose and Objectives

The mission is to encourage the use of bicycles; promote bicycle safety; advance, defend, and protect the rights of bicyclists; cooperate with public authorities in the observance of all traffic regulations; offer instruction in the care and proper use of bicycles; provide opportunities for members to socialize with others who have an interest in bicycles; and support local and national biking issues through funding and participation. The Cycling Club has created a map of the Club's preferred road routes in the Grand Traverse Region.

Tours

The Club offers bicycle tours in Northern Michigan - Ride Around Torch (RAT) in July and the Leelanau Harvest Tour (LHT) in September. The funds generated by RAT meet our operational needs while LHT supports our local trail system.

Michigan Mountain Biking Association

www.mmba.org

- Typical mountain bike trails are narrow, rustic, multi-use (e.g. shared with hikers) and with a natural surface.

- Trails are typically loop systems within a park or forest.
- Trails offer a variety of physical challenges (e.g. hills, logs, and other technical features)
- Trails are well distributed throughout the state except for the thumb area and in coastal areas with very sandy soils.
- Total mountain bike trail mileage in Michigan is approximately 2,000 miles.

Michigan Horse Council

www.michiganhorsecouncil.com

Provide individuals and organizations with a voice to support, encourage, supplement, and coordinate the efforts of those presently engaged in the active conservation, development and promotion of the horse industry and horse community in the State of Michigan. To educate and inform individuals and organizations through all available media, educational programs and cooperation.

Michigan Shore to Shore

The Shore-to-Shore Trail was completed in the early 1960s with the assistance of the Michigan Department of Natural Resources by stringing together and marking a series of trails, two tracks and forest roads. The first ride on the Michigan riding and hiking trail took place in 1963 and that was the year that the Michigan Trail Riders Association was born. This organization has worked hard to establish the trail and even harder to maintain it. Work bees are scheduled two to three times each year during which members donate time, bring equipment, and work to keep the trail in top condition. The trail begins at Lake Michigan in Empire on the west side of the state and ends at Lake Huron near Oscoda on the eastern side.

Around Traverse City, the trail cuts through Lake Dubonnet, Muncie Lakes, the Sand Lakes Quiet Area and then heads north of Kalkaska before continuing eastward. There is also a southern spur that goes down to Cadillac and a northern spur that ends east of Indian River. The trail features campgrounds, complete with privies and wells, at approximately 18 to 25 mile intervals. Most of the camps overlook lakes or rivers.

D. Collaboration

Local governments can integrate the Michigan Department of Transportation's and the state, regional or local non-motorized transportation organizations and stakeholders' plans and projects into their master plans, comprehensive plans, parks and recreation plans, and transportation plans, and vice versa to create a comprehensive working relationship.

Sample projects, plans, and activities include:

- Grand Vision: Land Use and Transportation Study which includes the six counties of Grand Traverse, Antrim, Kalkaska, Wexford, Leelanau, and Benzie
Proposed and priority routes will be shared with the Study consultants
- Petoskey Roads Study and Implementation in Emmet County
Proposed route maps were given to the Study Consultant

- Land Trusts/Conservancies:
 1. Grand Traverse Regional Land Conservancy
 2. Leelanau Conservancy
 3. Cadillac Area Conservancy
 4. Little Traverse Conservancy
- Michigan Heritage Routes:
 1. Leelanau Scenic Heritage Route
 2. Old Mission Peninsula Scenic Heritage Route
 3. M-119 Tunnel of Trees Scenic Heritage Route
- New Designs for Growth – Northwest Michigan Council of Governments and Traverse City Chamber of Commerce
- Connecting local systems to regional systems
- Funding priorities
- Corridor enhancement projects
- Implement best management practices, guidebooks and guidelines, walkable communities, alternative transportation
- Education of residents, motorists, law enforcement that bicycles do belong on all roads where they are permitted.
- Create friends groups
- Recreational Authorities. Please see **Appendix D**.

VII. Non-Motorized Transportation Investment Funding

General information on types of non-motorized transportation facilities and estimated potential costs:

Non-Motorized Transportation Facility Design Standards and Evaluation Criteria

Native or Natural Rail Surface

This surface consists of the sub-base once the steel rails, ties and large ballast are removed. This underlying base material would be a combination of well drained fines and gravel cinder.

Positives: Raised surface from neighboring land, under 2% slope.

Negatives: Soft, un-compacted surface, vegetation and erosion issues and hard to maintain Americans with Disabilities Act (ADA) requirements.

Costs: Extensive maintenance costs due to the raised grade made of well drained fines, surface will be rugged, and rutted. Limited development costs if used as passive trail in rugged conditions.

Linear Trail or Utility Corridors

These vary in width and provide greenbelts for native plant life and wildlife habitats. The width of some corridors allow for off grade side multi-use paths for runners, equestrian or snowmobile use.

Positives: Utilizes native soils, takes advantage of any topography changes in the corridor, and would be maintained by clearing, brushing or by mower.

Negatives: Not a compacted surface, vegetation and erosion issues, hard to maintain ADA requirements.

Costs: Limited, if only a path is mowed or maintained as a passive greenbelt or habitat corridor.

On-Road Bike Facilities

Each government or non-governmental entity can consider the following in the development of on-road bike facilities:

1. Consider implementation of 4 to 3 lane conversions with the addition of bike lanes on roads with Annual Daily Traffic (ADT) counts less than 20,000. Roads with ADT less than 18,000 should receive greater consideration (can reduce traffic speeds).
2. Consider reducing lane widths or widen roads to free up space to add bike lanes (can reduce traffic speeds).
3. Include bike parking in parks, trail heads, retail/commercial locations, etc.
4. Construct paved shoulders along high priority corridors and areas where sight distances may create safety problems (non-perpendicular rail road crossings, vertical and horizontal curves).
5. Wide curb lanes 14 feet wide or wider can be accompanied with a shared lane marking.
6. Signage – warning and/or directional
7. Bridges and overpasses – pinch points. New construction should include non-motorized facilities.
8. Identify significant on-road non-motorized corridors and major bike ride routes.
9. Evaluate each road/trail crossing; these are potential access points.

Soft or Installed Surface

Application would consist of compacted gravel, limestone, steel slag or it could consist of a sub-base of compacted gravel, with a finish base of limestone or slag over the existing sub-base.

- Positives:** Provides a “soft” surface for runners, joggers, wide-wheeled bikes and strollers, meets ADA requirements, is stable and compacted. Surface can be re-graded and compacted as needed in the season, compatible with snowmobile use. Limestone can repel some invasive vegetation.
- Negatives:** Dust issues during dry seasons and a little mushy during the wet seasons, not compatible with inline skaters and narrow wheel road bikes. Needs seasonal grading.
- Costs:** \$60,000 to \$80,000 per mile depending on surface materials; this figure does not include culvert repairs, bridge work and road crossings.

Hard Surface, Asphalt

This surface would consist of a single 2-inch lift or two (1.5” lifts) of MDOT 13A material over a 6” aggregate base with 2 foot wide gravel shoulders installed over the existing sub-base.

- Positives:** Meets the needs of all varieties of wheeled trail users. Provides a well-drained surface, easy to brush clean and maintain.
- Negatives:** Root or plant damage, linear cracks and asphalt separation along the trail edge. Snowmobile stud damage.
- Costs:** The estimate to asphalt pave a section is between \$150,000 to \$180,000 per mile.

Hard Surface, Concrete

Surface would consist of a single 4” thick run of concrete over a graded and compacted railroad sub-base. There is little history available for use on linear trails. Municipalities have used concrete for sidewalks for years.

- Positives:** Meets the needs of all varieties of wheeled trail users. Provides a well-drained surface, easy to brush clean and maintain.
- Negatives:** Limited history on this surface for linear trail, and how the surface responds to winter snowmobile stud use. Troweled expansion joints can make the surface bumpy and should be installed using a saw cut.
- Costs:** The estimate for this surface type is \$200,000 per mile.

Evaluation Criteria

For non-motorized transportation facility criteria, the following entities can be accessed:

- **American Association of State Highway Transportation Officials (AASHTO)**
www.fhwa.dot.gov/context/aashto.cfm
800.231.3475

Guide for the Development of Bicycle Facilities, 3^d Edition

Designed to provide information on the development of facilities to enhance and encourage safe bicycle travel.

Guide for the Planning, Design, and Operation of Pedestrian Facilities (June 2004)
This manual provides guidance on the planning, design, and operation of pedestrian facilities along streets and highways.

- **Michigan Department of Transportation**
- **County Road Commissions**

Northwest Michigan Regional Non-Motorized Priority Projects and Estimated Costs

The costs for design, engineering, construction and maintenance for each priority trail in each county vary because of the number of proposed non-motorized transportation facilities, the types facilities that would be designed such as on-road or off-road, the types of surfaces to be utilized, and the possible location of the facilities. Each project needs to have the specific locations chosen with suggested surface type to calculate the estimate of the possible costs. For projects in the future, planning, design, and engineering services, construction, and surface type costs and increases need to be figured in the calculation.

FUNDING FOR DEVELOPMENT OF NON-MOTORIZED TRANSPORTATION FACILITIES

Funding for non-motorized facilities is limited with many more needs than there are funds. A big consideration is how to get non-motorized accommodations fully integrated into the project scoping and design process so that the investments are considered up front in project cost estimates and not as late add-ons that contribute to an appearance of cost escalation.

Funding for the planning, development and maintenance of non-motorized facilities is obtained through a number of local, state, federal, and non-governmental sources. Non-motorized transportation groups and stakeholders need to recognize that there are real budget limitations to be considered. For ease of implementation, priority should be given to those projects where the purchase of property or easements is not necessary, to reduce project costs. The region needs to focus funding priorities with demonstrated needs and consider a tiered approach. County and city road agencies should be encouraged to share their Capital Improvement Plans and current/proposed Transportation Improvement Plans to look for funding opportunities there as well.

Federal funding sources:

1. SAFETEA-LU

Bicycle and pedestrian projects are broadly eligible for most federal surface transportation funding categories, including federal-aid, highway, transit, safety, and other programs. A list of the opportunities is located in the MDOT State Long-Range Transportation Plan. SAFETEA-LU also includes funding of non-motorized High Priority (HPP) earmarked projects which are primarily for off-road trail projects.

2. Transportation Enhancement Program (TE) www.michigan.gov/tea

This program is a federally-designated category of funding that allows for the development and construction of non-motorized facilities, among other eligible expenditures. The TE program

has been the primary funding source for non-motorized facility development at the local, regional, and state levels in Michigan.

MDOT takes into consideration the demonstration of local support for non-motorized facilities in its review of Transportation Enhancement applications. It is helpful for the community to develop a non-motorized facilities plan and adopt zoning ordinances and site plan review procedures that address the provision of non-motorized facilities. This includes using a zoning ordinance as a tool to require new developments, or the redevelopment of an area, to provide sidewalks, street furniture, multi-use paths, parking area for bicycles, higher densities, or undeveloped green space, all of which can enhance non-motorized transportation.

3. Congestion Mitigation and Air Quality Improvement Program (CMAQ)

The primary goal of this program is to reduce traffic congestion and enhance air quality. These funds can be used for either the construction of bicycle transportation facilities and pedestrian walkways, or non-construction projects such as maps, brochures, and public service announcements related to safe bicycle use. Funds are available to counties designated as non-attainment areas for air quality, based on federal standards – Benzie and Mason.

4. Highway Safety Programs

For the State and Community Highway Safety Grants, pedestrian and bicycle safety remain priority areas.

5. Safe Routes to School (SR2S) www.saferoutesmichigan.org

Under SAFETEA-LU, funding was allocated for a new national Safe Routes to School program to construct new bike lanes, pathways, and sidewalks, and education and promotion campaigns in elementary and secondary schools.

6. National Scenic Byways Program

These funds may be used for “construction of a facility for pedestrians and bicyclists along a scenic byway”.

7. Recreational Trails Program

Of the funds apportioned to the state, 30% must be used for motorized trail use, 30% for non-motorized trail uses, and 40% for diverse trail uses (any combination).

Federally-funded transportation facilities for pedestrians must meet the requirements of the Americans with Disabilities Act Accessibility Guidelines (ADAAG) standards.

Existing State funding sources:

1. Michigan Transportation Fund:

Created by Public Act 51 of 1951, this is where all state fuel taxes and license plate fees are deposited. This revenue is shared among city, county and state transportation agencies for construction, maintenance, and operation of Michigan’s transportation systems. The state transportation law (MCLA 247.660k) requires a minimum of 1% of state transportation funds be spent for non-motorized transportation.

2. Michigan Natural Resources Trust Fund (MNRTF)

This fund provides grants to local units of government and the state for acquisition and development of lands and facilities for outdoor recreation or the protection of Michigan's significant natural resources. Funds can only be used for off-road trails or trails separated from a community's road network. The MNRTF is administered by the Michigan Department of Natural Resources (MDNR) and requires applicant communities to have on file with them a 5 year recreation plan identifying projects they wish to receive funding for and justified as being a high priority within their community.

3. Recreation Improvement Fund

Administered by the Michigan Department of Natural Resources (DNR), this fund can be used for the renovation and development of recreational trails and trail related facilities for both non-motorized and motorized recreational trail uses.

Potential State funding sources and levels:

1. Allocate a Portion of the Vehicle Title Fee

This creates a steady stream of funds but there may be a big fight with other interests.

2. Allocate a Portion of the Gas Tax

This would be a steady stream of funds but there may be a big fight with other interests.

3. Lottery Funds

Steady stream of funds but there may be a big fight with education interests.

4. Special Initiative Campaign – Develop a Michigan Trailways Fund

The bicycling community could develop and campaign. Similar work is being done in southeast Michigan through their Trust that they created.

5. Develop a Non-motorized Fee

Local funding:

1. Millages

Local communities may have dedicated millages for sidewalks or other non-motorized facilities. These dedicated funding sources ensure the development and continued expansion of a non-motorized network within a community and also ensure that it will be properly maintained over time.

2. Act 51 Funding

A few communities have adopted the goal of using up to 5% of Act 51 funding for non-motorized expenditures well above the legally-mandated 1% minimum.

3. Pay Boxes on Trails

Each trail gets its own dollars but there is the maintenance of the boxes, and lightly used trails might not collect enough funds. There is potential vandalism of the boxes.

4. Licensing Fee for Bicycles

Credibility from users paying their own way. It would increase the cost of bicycles in Michigan but would be a steady stream of funds. There are a number of unanswered questions with this approach such as: Who would collect the fees? Who would receive the fees? Who would enforce?

5. Establish Recreational Authorities

Steady stream of funds but it would take time to push local legislation through and then the time it would take to advocate for increases in future years. Please see Appendix B.

6. Local Option Resort Tax/Statewide Tax

Towns with many tourists can charge sales tax on meals, lodging, entertainment, and recreation. Steady stream of funds but it would take time to push local legislation through and then the time it would take to advocate for increases in future years. Hotel room tax would require a change in state law.

7. Distance Surcharge Fee

Sliding scale system creates economic incentives for developers to locate projects closer to town centers, and facilities fee for new users who come because of new development. Steady stream of funds in areas of high use but it would take time to push local legislation through and then the time it would take to advocate for increases in future years.

Alternative funding sources:

1. Foundations

Local, statewide and national foundations that include health promotion, recreation, or environment may be an alternative funding source for planning and development of non-motorized facilities and maintenance. Each foundation has particular requirements and procedures that must be followed to acquire their funding and services. There are lists available to see what foundations may provide funding for non-motorized projects.

2. Non-profit organizations

Local, statewide and national non-profits provide funding specifically for non-motorized related activities. Each non-profit has particular requirements and procedures that must be followed to acquire their funding and services. There are lists available to see what non-profits may provide funding for non-motorized projects.

3. Endowment Fund

Create an endowment fund for the trail at a local community foundation. Local funding keeps control local. Richer communities could use this but it might leave out poorer and/or less populated communities. Example: Midland County Parks Commission's Pere Marquette Rail-Trail Maintenance Endowment Funds; Department of Parks and Recreation; 220 W. Ellsworth Street; Midland MI 48640-5194; 989-832-6874.

MAINTENANCE OF NON-MOTORIZED TRANSPORTATION FACILITIES

The process of planning and constructing non-motorized facilities needs to detail maintenance plans and schedules with an agreement usually between partners, and possibly with a dedicated maintenance fund such as an endowment fund. Trail maintenance practices vary by use, surface type, location, primary uses of the trail – biking, walking, rollerblading, snowmobiling in the winter, user demand, user/community expectations for the level of maintenance which leads to different priorities for different trails for maintenance. Many facilities that were built more than 10 years ago are nearing their useful life span which is typically 15 to 20 years, and will need to be rebuilt. There is limited funding and an increasing demand for new facilities.

Non-motorized transportation facilities' maintenance budgets are often a part of municipal, county, or state budgets or funding through a nonprofit organization, and volunteers. For any Transportation Enhancement funded projects, there is a mandatory local responsibility for maintenance activities and maintenance plans and agreements have to be in place to receive the funding. The data for trail maintenance expenditures is not consistent across the state and some expenditures, such as for patrolling, mowing, or trash removal, are buried within other budgets.

Typical Maintenance Issues to Include in the Maintenance Program and/ or Agreement:

Trail maintenance activities

- Asphalt Surfaces – pothole and crack repair, surface cleaning, coating or sealing, pavement markings maintenance and replacement, snow removal, repaving, deck replacement on bridges
- Non-asphalt Surfaces – keep trail side land clear of trash and debris, grading, pothole repair and other patches, resurface, surface cleaning, snow removal
- Adjacent land and vegetation – mowing, tree pruning, litter cleanup, invasive species removal, tree and shrub planting, flower and ground cover planting, leaf removal, snow removal, dealing with illegal dumping

Personnel who perform trail maintenance

Municipal governments, county government employees, nonprofit organizations, volunteer groups, Adopt-a-Trail participants, government funded contractors, government funded trail management agency.

Maintenance equipment

Borrow or rent via relationships with contractors, volunteers, other agencies, or units of government. Sample Equipment that may be owned or rented: pickup truck; front-end loader; dump truck; light tractor; backhoe; heavy tractor; medium tractor; commercial sized chipper; towed rotary broom; stake body truck; street sweeper; bobcat; grader; steam roller; towed roller; paver.

Trail features and amenities

Many trails include features and amenities to accommodate the users and make their trail experience more enjoyable. Some common amenities include:

- Parking – asphalt, crushed stone, or dirt lots

- Trailheads
- Sanitation – toilet facility
- Informal access points
- Picnic tables, benches
- Informational kiosks
- Commercial concessions, vending machines
- Water fountains

Signs, access control, and public safety

Michigan trails use a variety of means to ensure the safety of their users and while these accommodations are useful, it is important to consider the who, what, when, and how they will be maintained.

- Signage – traffic control signage for trail users; mile markers at either 0.5 or 1 mile increments; directional; interpretive; mileage to upcoming destinations; property boundary; trail identification; trail rules and regulations.
- Patrolled by an official policing authority – police, park or trail rangers or staff or combination of both. Volunteer or non-police groups – neighborhood watch group, volunteer trail patrol, Junior Explorers. Daily, randomly
- Cars have the right of way at grade crossings with roads.
- Forms of traffic control at road crossings – most common is a pedestrian/bike crossing sign; flashing signal when trail users present; pedestrian activated crossing signal; road striping; stop sign for trail users; traffic signal; yield sign for trail users; yield sign for road users; truck crossing.

Management and Maintenance Agreements

Intergovernmental Agreements for shared maintenance and trail commission administration are essential to ensuring trail maintenance is consistent across jurisdictions. If each unit of government has their own maintenance plan, then at a minimum it should be shared with the adjoining agency so activities are coordinated. An example of a maintenance agreement can be found in **Appendix E**. The TART Trails, Inc. Safety, Operation and Maintenance Responsibilities Table can be found in **Appendix F**.

LIABILITY

Similar to providing roadways for motorized vehicles, the provision of biking and walking facilities does carry a certain risk, although they can be mitigated by following nationally accepted standards and guidelines to maximize safety of pedestrian and bicycle facilities.

Costs for insurance is usually embedded in municipal, county, or state insurance policies and are not a specific budget line-item that is managed by the trails themselves.

VIII. APPENDICES

APPENDIX A

REASONS FOR HIGHWAY SHOULDERS

Prepared by Michael Ronkin, Bicycle and Pedestrian Program Manager
And Members Unit of the Preliminary Design Unit
Oregon Department of Transportation

The following reasons are what AASHTO has to say about the benefits of shoulders in three important areas: safety, capacity and maintenance. Most of these benefits apply to both shoulders on rural highways and to marked, on-street bike lanes on urban roadways.

Safety – highways with paved shoulders have lower accidents rates, as paved shoulders:

- Provide space to make evasive maneuvers;
- Accommodate driver error;
- Add recover area to regain control of a vehicle, as well as lateral clearance to roadside objects such as guardrail, signs and poles (highways require a “clear zone,” and paved shoulders give the best recoverable surface);
- Provide space for disabled vehicles to stop or drive slowly;
- Provide increased sight distance for through vehicles and for vehicles entering the roadway;
- Contribute to driving ease and reduced driver strain;
- Reduce passing conflicts between motor vehicles and bicyclists and pedestrians;
- Make the crossing pedestrian more visible to motorists; and
- Provide for storm water discharge farther from the travel lanes, reducing hydroplaning, splash and spray to following vehicles, pedestrians and bicyclists.

Capacity – highways with paved shoulders can carry more traffic, as paved shoulders:

- Provide more intersection and safe stopping sight distance;
- Allow for easier exiting from travel lanes to side streets and roads (also a safety benefit);
- Provide greater effective turning radius for trucks;
- Provide space for off-tracking of truck’s rear wheels in curved sections;
- Provide space for disabled vehicles, mail delivery and bus stops; and
- Provide space for bicyclists to ride at their own pace.

Maintenance – highways with paved shoulders are easier to maintain, as paved shoulders:

- Provide structural support to the pavement;
- Discharge water further from travel lanes, reducing the undermining of the base and subgrade;
- Provide space for maintenance operations and snow storage;
- Provide space for portable maintenance signs;
- Facilitate painting of fog lines.

APPENDIX B

**Resolution of Endorsement for the
Connecting Michigan Statewide Trailways Vision and Action Plan**

WHEREAS there is general recognition statewide of the many benefits of multi-use trailways, not the least of which is improving health, economic benefits, alternative transportation, access to the environment and natural areas, recreational opportunities, tourism and multi-jurisdictional cooperation; and

WHEREAS, the “Connecting Michigan Statewide Trailways Vision and Action Plan” released on May 15, 2007 is a comprehensive set of recommendations for completing a an interconnected statewide system of trailways in Michigan; and

WHEREAS, the plan is the result of the year-long work of over 100 task force members, working on the following 10 topics: Funding for acquisition, construction, maintenance and operation; Developing a statewide GIS trailway database and website; Property issues: easements and titles; Trailways usage: programming and promotions; On-road connections: linking the trailways; Building trailways support: education and advocacy; Overcoming boundaries: gaining cooperation; Coordinating Resources: technical assistance for funding, planning, design; Multi-Use Trails & Design: guidelines and information; and Envisioning a Statewide Trailways Network: opportunities and priorities; and

WHEREAS, the task force members included official participation from the National Park Service, Michigan Departments of Natural Resources, Transportation, Community Health, the Governor’s Council on Physical Fitness, Health, and Sports, and Travel Michigan, Michigan Recreation and Park Association, various regional representatives from health, transportation, economic development agencies and regional trail groups and local representatives from county, municipal, and township jurisdictions, as well as individual trail advocates and statewide and local nonprofit groups; and

WHEREAS, the “Connecting Michigan Statewide Trailways Vision and Action Plan” contains 39 goals on the previously identified topics and 109 action steps that will be acted upon over the next several years by a number of involved partners who have agreed to continue to collaborate; and

WHEREAS, the “Connecting Michigan Statewide Trailways Vision and Action Plan” works in conjunction with Governor Granholm’s recently released state trails initiative, “Michigan Trails at the Crossroads: A Vision for Connecting Michigan”;

NOW THEREFORE BE IT RESOLVED, that we the undersigned, attest to our endorsement of the Connecting Michigan Vision to complete an interconnected statewide trail system, and commit to participating with each other and our many partners in a collaborative effort to carry out the action steps necessary to achieve the Vision.

Signature Date

Resolved by: _____

on _____ at _____, State of Michigan
(date) (County)

APPENDIX C

Comments Correspondence

March 8, 2008

Skegemog Concerns

At a recent Regional Non-Motorized Transportation Summit held in Traverse City at the NMC Hagerty Center on February 27, 2008, in describing potential plans for Kalkaska Area Recreational Trails, it was revealed that the 3.5 mile abandoned railroad bed that serves as the main eastern access route to Skegemog's natural wonders/assets is being considered for incorporation into a recreational trail route that would extend from Kalkaska to Seven Bridges, to Rapid City, and then from Rapid City to Skegemog utilizing the 3.5 mile railroad bed within Skegemog from Schneider Rd. to reach M-72 by the Barker Creek Nursery.

In 1972, the Grand Traverse Audubon Club, then known as the Walter Hastings Audubon Club, was part of the coalition of concerned citizens (The Nature Conservancy, Elk-Skegemog Lakes Association), that came together to preserve the lands and shoreline now known as the Skegemog Lake Wildlife Area. This, in some degree, was a landmark event that then led to the preservation of "Seven Bridges" and the formation of the Grand Traverse Regional Land Conservancy.

As an avid biker, rollerblader, and hiker, I am a strong supporter of recreational and transportation trails and "Smart Growth" principles. As G.T. Audubon Environmental VP and our club's representative on the Skegemog Wilderness Area Stewardship Committee, I am concerned that there not be a "downside" to the proposed inclusion of the "Skegemog Railroad Pathway" in this new larger recreational trail.

Continued use of this "railroad bed" to access the plant and animal wildlife amenities afforded by Skegemog Lakes Wildlife Area is definitely desirable.

However, excess use for mountain biking, any motorized use (such as 4 wheelers or snowmobiles), and any plans for utilization as a "transportation corridor", particularly a paved or asphalted one, raises red flags. The latter three would likely be deemed "violations" of the understandings held by those who contributed monetarily to preservation primarily for the beauty and benefit of the varied species that inhabit this special place.

~bob carstens

March 13, 2008

Patty O'Donnell
Northwest Michigan Council of Governments
PO Box 506
Traverse City, Mi 49685

Re: Non-Motorized Trail Input

Dear Patty,

I was in attendance for at The Regional Non-Motorized Trail Summit held on February 27, 2008 representing The Grand Traverse Regional Land Conservancy. The event was well organized and informative and I would like to thank you for your efforts.

This letter is in response to the public feedback that is due by March 17, 2008 for the proposal regarding the Kalkaska Area Regional Trail (KART). KART plans to route to the future TART connector trail through the Skegemog Natural Area. The Grand Traverse Regional Land Conservancy co-manages the Skegemog Natural Area with the MDNR and an active community friends group. From its inception, the purchase and acquisition intent of the Skegemog Natural Area was to prioritize the protection of the rare sensitive habitat keeping public recreation to a minimal, passive level. Thus, we feel that all parties involved with the property need to know there are concerns regarding the viability of a developed trail through the Skegemog Natural Area. We look forward to a successful working relationship with all parties involved.

Sincerely,

Tray Posavatz
Grand Traverse Regional Land Conservancy
Land Use Steward
3860 N Long Lake Rd. Suite D
Traverse City, Mi 49684
231-929-7911
tposavatz@gtrlc.org

APPENDIX D

RECREATIONAL AUTHORITIES ACT Act 321 of 2000

AN ACT to provide for the establishment of recreational authorities; to provide powers and duties of an authority; to authorize the assessment of a fee, the levy of a property tax, and the issuance of bonds and notes by an authority; and to provide for the powers and duties of certain government officials.

History: 2000, Act 321, Eff. Dec. 1, 2000.

The People of the State of Michigan enact:

123.1131 Short title.

Sec. 1. This act shall be known and may be cited as the "recreational authorities act".

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1133 Definitions.

Sec. 3. As used in this act:

- (a) "Articles" means the articles of incorporation of an authority.
- (b) "Authority" means a recreational authority established under section 5.
- (c) "Board" means the board of directors of the authority.
- (d) "District" means a portion of a municipality having boundaries coterminous with those of a precinct used for general elections.
- (e) "Electors of the authority" means the qualified and registered electors of the participating municipalities who reside within the territory of the authority.
- (f) "Largest county" means, of those counties in which a participating municipality is located, the county having the greatest population.
- (g) "Municipality" means a city, county, village, or township.
- (h) "Park" means an area of land or water, or both, dedicated to 1 or more of the following uses:
 - (i) Recreational purposes, including, but not limited to, landscaped tracts; picnic grounds; playgrounds; athletic fields; camps; campgrounds; zoological and botanical gardens; living historical farms; boating, hunting, fishing, and birding areas; swimming areas; and foot, bicycle, and bridle paths.
 - (ii) Open or scenic space.
 - (iii) Environmental, conservation, nature, or wildlife areas.
- (i) "Participating municipality" means a municipality or district that is named in articles of incorporation or proposed articles of incorporation as joining in the original establishment of an authority, or a municipality or district that joins an existing authority and is added to the articles of incorporation, and that has not withdrawn from the authority.
- (j) "Public historic farm" means a parcel of public land and its buildings that are accessible to the public, and provides, but is not limited to, agricultural and historical programs, farming activities and animal husbandry, community recreation activities and events, programs held in common areas, meeting rooms, and community gardens, and access to surrounding parkland.
- (k) "Swimming pool" includes equipment, structures, areas, and enclosures intended for the use of individuals using or operating a swimming pool, such as equipment, dressing, locker, shower, and toilet rooms.
- (l) "Territory of the authority" means the combined territory of the participating municipalities that is served by an authority.

History: 2000, Act 321, Eff. Dec. 1, 2000;—Am. 2003, Act 135, Imd. Eff. Aug. 1, 2003.

123.1135 Recreational authority; establishment; articles of incorporation; adoption; applicability of subsection (3); publication; filing copy with secretary of state; effect.

Sec. 5. (1) Two or more municipalities or districts may establish a recreational authority. A recreational authority is an authority under section 6 of article IX of the state constitution of 1963.

(2) To initiate the establishment of an authority, articles of incorporation shall be prepared. The articles of incorporation shall include all of the following:

- (a) The name of the authority.
- (b) The names of the participating municipalities.
- (c) A description of the territory of the authority.
- (d) The size of the board of the authority, which shall be comprised of an odd number of members; the qualifications, method of selection, and terms of office of board members; and the filling of vacancies in the

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□□Legislative Council, State of Michigan [Courtesy of www.legislature.mi.gov](http://www.legislature.mi.gov)

office of board member. If board members are elected in at-large elections by the qualified and registered electors of the participating municipalities, voting collectively, the election of board members shall be conducted pursuant to the same procedures that govern an election for a tax under sections 13 to 17.

(e) The purposes for which the authority is established, which shall be the acquisition, construction, operation, maintenance, or improvement of 1 or more of the following:

(i) A public swimming pool.

(ii) A public recreation center.

(iii) A public auditorium.

(iv) A public conference center.

(v) A public park.

(vi) A public museum.

(vii) A public historic farm.

(f) The procedure and requirements for a municipality or district to become a participating municipality in, and for a participating municipality to withdraw from, an existing authority or to join in the original formation of an authority. For a municipality or district to become a participating municipality in an existing authority or to join in the original formation of an authority, a majority of the electors of the municipality or district proposed to be included in the territory of the authority and voting on the question shall approve a tax that the authority has been authorized to levy by a vote of the electors of the authority under section 11. A municipality or district shall not withdraw from an authority during the period for which the authority has been authorized to levy a tax by the electors of the authority.

(g) Any other matters considered advisable.

(3) The articles shall be adopted and may be amended by an affirmative vote of a majority of the members serving on the legislative body of each participating municipality. If a participating municipality is a district, the articles shall be adopted and may be amended by an affirmative vote of a majority of the members serving on the legislative body of the entire municipality. Unless the articles provide otherwise, the requirements of this subsection do not apply to an amendment to the articles to allow a municipality or district to become a participating municipality in, or to allow a participating municipality to withdraw from, an existing authority.

(4) Before the articles or amendments to the articles are adopted, the articles or amendments to the articles shall be published not less than once in a newspaper generally circulated within the participating municipalities. The adoption of articles or amendments to the articles by a municipality or district shall be evidenced by an endorsement on the articles or amendments by the clerk of the municipality.

(5) Upon adoption of the articles or amendments to the articles by each of the participating municipalities, a printed copy of the articles or the amended articles shall be filed with the secretary of state by the clerk of the last participating municipality to adopt the articles or amendments.

(6) The authority's articles of incorporation, or amendments to the articles, take effect upon filing with the secretary of state.

History: 2000, Act 321, Eff. Dec. 1, 2000;□Am. 2003, Act 135, Imd. Eff. Aug. 1, 2003.

123.1137 Board of directors; vacancy; quorum; voting; reimbursement for expenses; conduct of public meeting; availability of writing; election of officers; adoption of bylaws.

Sec. 7. (1) A vacancy occurs on the board on the happening of any of the events set forth in section 3 of 1846 RS 15, MCL 201.3. Appointed members of the board, if any, may be removed by the appointing authority for good cause after a public hearing. Vacancies shall be filled in the same manner as the original appointment for the unexpired term.

(2) A majority of the members of the board constitutes a quorum for the purpose of conducting business and exercising the powers of an authority. Official action may be taken by an authority upon the vote of a majority of the board members present, unless the authority adopts bylaws requiring a larger number.

(3) A member of the board shall not receive compensation for services as a member of the board but is entitled to reimbursement for reasonable expenses, including expenses for travel previously authorized by the board, incurred in the discharge of his or her duties.

(4) The business that an authority may perform shall be conducted at a public meeting of the authority held in compliance with the open meetings act, 1976 PA 267, MCL 15.261 to 15.275. Public notice of the time, date, and place of the meeting shall be given in the manner required by the open meetings act, 1976 PA 267, MCL 15.261 to 15.275.

(5) A writing prepared, owned, or used by an authority in the performance of an official function shall be made available in compliance with the freedom of information act, 1976 PA 442, MCL 15.231 to 15.246.

(6) At its first meeting, a board shall elect a chairperson, a secretary, a treasurer, and any other officers it considers necessary. A board shall meet at least quarterly.

(7) A board may adopt bylaws to govern its procedures.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1139 Powers of authority.

Sec. 9. An authority may do 1 or more of the following:

(a) Acquire and hold, by purchase, lease with or without option to purchase, grant, gift, devise, land contract, installment purchase contract, bequest, or other legal means, real and personal property inside or outside the territory of the authority. The property may include franchises, easements, or rights of way on, under, or above any property. The authority may pay for the property from, or pledge for the payment of the property, revenue of the authority.

(b) Apply for and accept grants or contributions from individuals, the federal government or any of its agencies, this state, a municipality, or other public or private agencies to be used for any of the purposes of the authority.

(c) Hire full-time or part-time employees and retain professional services.

(d) Provide for the maintenance of all of the real and personal property of the authority.

(e) Assess and collect fees for services provided by and expenses incurred by the authority.

(f) Receive revenue as appropriated by the legislature of this state or a participating municipality.

(g) Enter into contracts incidental to or necessary for the accomplishment of the purposes of the authority.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1141 Tax levy; ballot proposal; vote; authorization; number of elections.

Sec. 11. (1) An authority may levy a tax of not more than 1 mill for a period of not more than 20 years on all of the taxable property within the territory of the authority for the purposes of acquiring, constructing, operating, maintaining, and improving a public swimming pool, public recreation center, public auditorium or conference center, or public park. The authority may levy the tax only upon the approval of a majority of the electors in each of the participating municipalities of the authority voting on the tax on November 6, 2001 or, thereafter, at a statewide general or primary election. The proposal for a tax shall be submitted to a vote of the electors of the authority by resolution of the board.

(2) A ballot proposal for a tax shall state the amount and duration of the millage and the purposes for which the millage may be used. A proposal for a tax shall not be placed on the ballot unless the proposal is adopted by a resolution of the board and certified by the board not later than 60 days before the election to the county clerk of each county in which all or part of the territory of the authority is located for inclusion on the ballot. The proposal shall be certified for inclusion on the ballot at the next eligible election, as specified by the board's resolution.

(3) If a majority of the electors in each of the participating municipalities of the authority voting on the question of a tax approve the proposal as provided under subsection (1), the tax levy is authorized. Not more than 2 elections may be held in a calendar year on a proposal for a tax authorized under this act.

History: 2000, Act 321, Eff. Dec. 1, 2000;□Am. 2003, Act 135, Imd. Eff. Aug. 1, 2003.

123.1143 Tax election; ballots provided by county election commission; conduct; list of qualified electors.

Sec. 13. (1) The county election commission of each county in which all or part of a participating municipality is located shall provide ballots for an election for a tax under section 11 for each participating municipality or part of a participating municipality located within the county.

(2) An election for a tax shall be conducted by the city and township clerks and election officials of the municipalities located within the territory of the authority.

(3) If an election on a proposal for a tax is to be held in conjunction with a general election or state primary election and if a participating village is located within a nonparticipating township, the township clerk and election officials shall conduct the election. Not later than 45 days preceding the election, the village clerk shall provide to the township clerk a list containing the name, address, and birth date of each qualified and registered elector of the village residing in the territory of the authority. Not later than 15 days before the election, the village clerk shall provide to the township clerk information updating the list as of the close of registration. A person appearing on the list as updated is eligible to vote in the election by special ballot.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1145 Notices of close of registration and election; publication; certification of election results.

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□□Legislative Council, State of Michigan [Courtesy of www.legislature.mi.gov](http://www.legislature.mi.gov)

Sec. 15. (1) If an election for a tax under section 11 is to be held in conjunction with a general election or a state primary election, the notices of close of registration and election shall be published as provided for by the state election laws. Otherwise, the county clerk of the largest county shall publish the notices of close of registration and election. The notice of close of registration shall include the ballot language of the proposal. (2) The results of an election for a tax shall be canvassed by the board of county canvassers of each county in which a participating municipality is located. The board of county canvassers of a county in which a participating municipality is located and that is not the largest county shall certify the results of the election to the board of county canvassers of the largest county. The board of county canvassers of the largest county shall make the final canvass of an election for a tax based on the returns of the election inspectors of the participating municipalities in that county and the certified results of the board of county canvassers of every other county in which a participating municipality is located. The board of county canvassers of the largest county shall certify the results of the election to the board of the authority.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1147 Tax election; costs; reimbursement; basis.

Sec. 17. (1) A county clerk shall charge the authority and the authority shall reimburse the county for the actual costs the county incurs in an election for a tax under section 11 that occurs on November 6, 2001. (2) If a participating municipality conducts an election for a tax, the clerk of that participating municipality shall charge the authority and the authority shall reimburse the participating municipality for the actual costs the participating municipality incurs in conducting the election if the election is not held in conjunction with a regularly scheduled election in that municipality. (3) In addition to costs reimbursed under subsection (1) or (2), a county or municipality shall charge the authority and the authority shall reimburse the county or municipality for actual costs that the county or municipality incurs and that are exclusively attributable to an election for a tax authorized under this act. (4) The actual costs that a county or municipality incurs shall be based on the number of hours of work done in conducting the election, the rates of compensation of the workers, and the cost of materials supplied in the election.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1149 Collection and distribution of tax.

Sec. 19. The tax shall be collected with county taxes and distributed by the local tax collecting unit under the provisions of the general property tax act, 1893 PA 206, MCL 211.1 to 211.157.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1151 Borrowing money or issuing bonds or notes.

Sec. 21. (1) An authority may borrow money and issue bonds or notes to finance the acquisition, construction, and improvement of a public swimming pool, a public recreation center, a public auditorium, a public conference center, or a public park, including the acquisition of sites and the acquisition and installation of furnishings and equipment for these purposes. (2) An authority shall not borrow money or issue bonds or notes for a sum that, together with the total outstanding bonded indebtedness of the authority, exceeds 2 mills of the taxable value of the taxable property within the district as determined under section 27a of the general property tax act, 1893 PA 206, MCL 211.27a. (3) Bonds or notes issued by an authority are a debt of the authority and not of the participating municipalities. (4) A tax levied to pay a bond or note obligation by a recreational authority under this act shall not exceed 5 years without the approval of a majority of the electors in each of the participating municipalities of the authority. (5) All bonds or notes issued by a recreational authority under this act are subject to the revised municipal finance act, 2001 PA 34, MCL 141.2101 to 141.2821.

History: 2000, Act 321, Eff. Dec. 1, 2000;□Am. 2002, Act 233, Imd. Eff. Apr. 29, 2002;□Am. 2003, Act 135, Imd. Eff. Aug. 1, 2003.

123.1153 Issuance of general obligation unlimited tax bonds; submission of proposal for vote; ballot language; conduct of election; authorization and levy of tax.

Sec. 23. (1) An authority may issue general obligation unlimited tax bonds upon approval of a majority of the electors in each of the participating municipalities of the authority voting on the question of issuing the bonds. The proposal to issue general obligation unlimited tax bonds shall be submitted to a vote of the

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 Legislative Council, State of Michigan [Courtesy of www.legislature.mi.gov](http://www.legislature.mi.gov)
electors of the authority by resolution of the board.

(2) The language of the ballot proposal shall be in substantially the following form:

"Shall [name of authority], formed by [names of participating municipalities], borrow the sum of not to exceed _____ dollars (\$ _____) and issue its general obligation unlimited tax bonds for all or a portion of that amount for the purpose of _____?"

This is expected to result in an increase of _____ in the tax levied on property valued at _____ for a period of _____ years.

Yes [] No []".

(3) The election shall be conducted in the manner provided in sections 11 to 17 for an election for a tax. Not more than 2 elections on the question of issuing general obligation unlimited tax bonds may be held in a calendar year.

(4) If an authority issues general obligation unlimited tax bonds under this section, the board, by resolution, shall authorize and levy the taxes necessary to pay the principal of and interest on the bonds.

History: 2000, Act 321, Eff. Dec. 1, 2000; Am. 2003, Act 135, Imd. Eff. Aug. 1, 2003.

123.1155 Refunding outstanding debt obligations.

Sec. 25. (1) An authority may borrow money and issue its negotiable bonds and notes for the purpose of refunding outstanding debt obligations of the district by resolution of the board, without submitting the question to the electors of the authority.

(2) Refunding bonds or the refunding part of a bond issue shall be considered to be within the 2-mill limitation of section 21(2).

(3) An authority may borrow money and issue bonds or notes for refunding all or part of existing bonded or note indebtedness only if the net present value of the principal and interest to be paid on the refunding bonds or notes, excluding the cost of issuance, will be less than the net present value of the principal and interest to be paid on the bonds or notes being refunded, as calculated using a method approved by the department of treasury.

History: 2000, Act 321, Eff. Dec. 1, 2000.

123.1157 Annual audit; preparation of budgets and appropriations acts; powers, duties, and immunities; filing financial plan to correct deficit condition; investment or deposit of funds.

Sec. 27. (1) A board shall obtain an annual audit of the authority, and report on the audit and auditing procedures, in the manner provided by sections 6 to 13 of the uniform budgeting and accounting act, 1968 PA 2, MCL 141.426 to 141.433. The audit shall also be in accordance with generally accepted government auditing standards as promulgated by the United States general accounting office and shall satisfy federal regulations relating to federal grant compliance audit requirements.

(2) An authority shall prepare budgets and appropriations acts in the manner provided by sections 14 to 19 of the uniform budgeting and accounting act, 1968 PA 2, MCL 141.434 to 141.439.

(3) The state treasurer, the attorney general, a prosecuting attorney, bank, certified public accountant, certified public accounting firm, or other person shall have the same powers, duties, and immunities with respect to the authority as provided for local units in sections 6 to 20 of the uniform budgeting and accounting act, 1968 PA 2, MCL 141.426 to 141.440.

(4) If an authority ends a fiscal year in a deficit condition, the authority shall file a financial plan to correct the deficit condition in the same manner as provided in section 21(2) of the Glenn Steil state revenue sharing act of 1971, 1971 PA 140, MCL 141.921.

(5) The board may authorize funds of the authority to be invested or deposited in any investment or depository authorized under section 1 of 1943 PA 20, MCL 129.91.

History: 2000, Act 321, Eff. Dec. 1, 2000.

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APPENDIX E

MANAGEMENT AGREEMENT FOR GREENE COUNTY GREENWAYS

WHEREAS the following jurisdictions have participated in ownerships, planning, and developing of recreational trails in Greene County, Ohio, hereafter known as GreeneWays, and

WHEREAS the Green County Recreation, Parks and Cultural Arts Department (GCRPCA) has taken the responsibility and lead in the construction and management of the trails as an agent of the Greene County Commission, and

WHEREAS the initiating agreement organizing and maintaining the GreeneWays expires on September 14, 2000,

THEREFORE, BE IT RESOLVED that the City of Beavercreek, City of Fairborn, City of Xenia, Beavercreek Township, Village of Cedarville, Village of Yellow Springs, and the Greene County Park District and Greene County enter into this five year renewable agreement for management of 50.78 miles of trail (GreeneWays) corridors, plus connecting spurs, as documented September 1999 with the county-wide Trails Maps and any approved additions by the Greene County Commissioners and the GCRPCA; effective September 15, 2000 through September 14, 2005 with annual renewal beyond the termination date being automatic unless acted upon otherwise by the parties listed.

Any jurisdictions who violate either the management agreement or the policies of Greene County GreeneWays may be subject to fines for recovery of damages to the trails and/or loss of voting status on the Management Committee.

Prior agreements entered into for the planning and development of trails between the Greene County Park District and the Federal Highway Administration remain in effect and on file with the Greene County Parks Office.

Prior management agreements among jurisdictions are nullified by this agreement, and this agreement supercedes all previous agreements for the administration, management, maintenance and patrol of trails.

I. Administration

A. Administration of the GreeneWays corridors will be the responsibility of the Board of Greene County Commissioners using their agents: Greene County Recreation, Parks and Cultural Department; and the Greene County Park District.

B. A Management Committee of representatives from the participating jurisdictions shall discuss and decide future use of the corridors including utilities and occupations and will establish policies affecting the trails. This Committee will meet on a quarterly basis at minimum. Special meetings may be called as needed. Actions concerning Greene County GreeneWays will be regulated by a separate policy handbook which will be the responsibility of the Management Committee.

C. The Management Committee consists of the following representatives:

- Greene County Administrator
- Greene County Board of Park District Commissioners, President
- Greene County Recreation, Parks and Cultural Department, Director
- Greene County Recreation, Parks and Cultural Department, Trail Manager
- City of Xenia, City Manager
- City of Fairborn, City Manager
- Beavercreek Township Trustees
- Village of Yellow Springs, Village Manager
- Village of Cedarville, Mayor

These individuals or their designees shall serve and meet as indicated.

D. Business may be enacted by a majority vote of members present at a regularly called meeting or special meeting.

E. Future jurisdictions, or additional acquisitions for proposed trail corridors, wishing to participate in GreeneWays and be included on the committee must petition for membership and receive a majority vote of the Management Committee.

F. Regular operations of the GreeneWays shall be governed by the Policy Manual.

II. Maintenance

A. Maintenance of GreeneWays shall be the responsibility of the Greene County Recreation, Parks and Cultural Department.

GreeneWays Corridors within the agreement include:

(List trails, where they are located and how many miles)

**AGREEMENT FOR FUNDING LONG-TERM CARE AND MAINTENANCE OF
TRAILS IN GREENE COUNTY, OHIO**

This agreement, made the 15th day of November, 2001 between the City of Xenia, City of Beavercreek, Beavercreek Township, Greene County Park District, City of Fairborn, Village of Yellow Springs, Village of Cedarville, Greene County Engineer (hereinafter "participants") and the Board of Greene County Commissioners through the Greene County Recreation, Parks and Cultural Arts Department, as agent for the Board of Greene County Commissioners and trail management agency (hereinafter "the County"):

WITNESSETH:

WHEREAS, Section 307.15 of the Ohio Revised Code states, in part... "The board of county commissioners may enter into an agreement with the legislative authority of any municipal corporation, township, ... park district ..., or other taxing district or with the board of any other county, and such legislative authorities may enter into agreements with the board, whereby such board undertakes and is authorized by the contracting subdivision to exercise any power, perform any function or render any service, on behalf of the contracting subdivision or its legislative authority ..." and,

WHEREAS, a Trail Management Agreement was entered into to facilitate the maintenance, management, and improvement of the trails in Greene County, Ohio, and

WHEREAS, the County has established a special fund to receive moneys for the maintenance and management of the trails, and

WHEREAS, the trails contain occupations of public utilities, communications and various other occupations for which fees may be paid.

NOW THEREFORE, IN CONSIDERATION OF THE MATTERS DESCRIBED IN THE ABOVE RECITALS AND IN SEPARATE AND INDEPENDENT CONSIDERATION OF THE PROMISES SET FORTH BELOW, THE PARTIES AGREE AS FOLLOWS:

1. Participant agrees to deposit all current and future moneys derived from rents and/or occupations into the fund established by the Greene County Auditor and administered by the Board of Greene County Commissioners to provide for the long-term care and maintenance of the trails.
2. Participants will sign necessary consent legislation as required to permit the Board of Greene County Commissioners to utilize these funds for the long-term care and maintenance of the trails.
3. Long-term care and maintenance shall be defined as replacement of trees, shrubs, signs and other trail amenities, planting of additional trees and shrubs, the addition of supplemental signage and fencing; sealcoating, repaving and restriping and other maintenance and amenities that provide for the safety, enjoyment and benefit of trail users.
4. The Trail Manager, as agent for the County, will provide cost estimates to participants in advance of any proposed expenditure, along with a benefit analysis by jurisdiction of the work to be performed. Proposed projects for improvements or maintenance will be submitted to the management committee for approval in advance of the work being performed. The Trail Manager will develop bid specifications and contracts as required for the conduct of all work under the requirements of the Ohio Revised Code for such work. Expenditures from the Trail Management Fund will be approved annually by the Trail Management Committee and the Greene County Board of Commissioners.
5. Specific infrastructure repairs and requests for additional services, not covered by this agreement are the responsibility of the local jurisdictions, unless agreed to unanimously by all other participants.
6. This agreement is contingent upon approval and authorization by all parties.

NOW, THEREFORE, BE IT RESOLVED that the City of Xenia, City of Beavercreek, City of Fairborn, Village of Yellow Springs, Village of Cedarville, Beavercreek Township, Greene County Engineer, Greene County Park District, Board of Park District Commissioners and Board of County Commissioners of Greene County, Ohio enter into this Agreement for the Long-Term Care and Maintenance of Trails within Greene County, Ohio.

Signatures.....

APPENDIX F

TART Trails, Inc.

Safety, Operation and Maintenance Responsibilities

| Trail | Surface repair | Boardwalk & bridge repair | Mowing | Sweeping | Tree and bush trimming (1) | Downed tree removal | Wayfinding signage | Traffic control signage | Snow removal | Ski grooming |
|------------------------------------|-----------------------------|--------------------------------------|-----------------------------|---------------------------|-----------------------------------|----------------------------|---------------------------|--------------------------------|--|---------------------|
| Leelanau 15 miles | TART | TART | TART | TART | TART | TART | TART | TART | SB Village (depot to 4 th) | TART |
| TART (5 miles in City) | *City/ GTCRC | City | City (TART N of M-72) | City Once in spring | City (TART N of M-72) | City | TART to research | City | City | N/A |
| TART (5 miles in County) | GTCRC | GTCFM (minor repairs) | GTCFM | TART/ GTCRC | GTCFM & TART | GTCF M & TART | TART to research | GTCR C | N/A | N/A |
| Three Mile Trl | ? | ? | ? | TART/ GTCRC | TART | ? | ? | ? | ? | N/A |
| BLT (1 mile in City) | City, as needed basis | N/A | City | TART | TART | City | TART to research | City/ TART | N/A | TART to research |
| BLT (1 mile in County) | ? | GTCFM (minor repairs) | N/A | TART | TART | GTCF M & TART | TART to research | N/A | N/A | TART to research |
| Vasa 25 miles | TART | TART | TART | N/A | TART | TART | TART (2) | TART (2) | Never! (4) | TART (3) |
| Mall Trail | ? | N/A | City- up to Fitzhugh | City- up to Fitzhugh | N/A | N/A | ? | ? | City- Up to Meijer | N/A |

*For the portion of the TART Trail parallel to the railroad tracks, the GTCRC handles the pavement.

1. Trimming to maintain clear vision at intersections, and maintain vertical and horizontal clearance.
2. MDNR provides signs for Vasa Pathway, installed and maintained by TART.
3. TART grooms the Vasa Pathway through a contract with the MDNR.
4. GTCFM plows trailhead parking lot.

Acronyms: GTCRC-Grand Traverse County Road Commission, GTCFM-Grand Traverse County Facilities Management Updated 2/21/2008

APPENDIX G

REFERENCES

Aliamo, Katherine; Bassett, Ellen; Wilkerson, Risa; Smiley, Melissa; Warbach, John; Hines, Adam; Guzman, Lily; Krupp, Cynthia; Mosack, Jennifer; Petersmarck, Karen, 2006; *Design Guidelines for Active Michigan Communities: Imagining, Creating, and Improving Communities for Physical Activity, Active Living, and Recreation*.

Michigan Department of Natural Resources website, www.michigan.gov/dnr.

Michigan Department of Transportation and Wilbur Smith Associates, March 2007; *State Long-Range Transportation Plan 2005-2030, Non-Motorized Technical Report*.

Michigan Department of Transportation website, www.michigan.gov/mdot.

Michigan Trails and Greenways Alliance, May 2007; *Connecting Michigan: A Statewide Trailways Vision and Action Plan. Long Term Maintenance of Greenways in Michigan, Possible Funding Sources*, May 8, 2007.

Michigan Trails and Greenways Alliance, *Statewide Greenways Maintenance Inventory and Case Studies*; prepared by Public Sector Consultants Inc., March 2007.

APPENDIX H

RESOURCES

Federal Government:

American Association of State Highway Transportation Officials (AASHTO)

800.231.3475; <https://bookstore.transportation.org/home.aspx>

Guide for the Development of Bicycle Facilities, 3rd Edition

Designed to provide information on the development of facilities to enhance and encourage safe bicycle travel.

Guide for the Planning, Design, and Operation of Pedestrian Facilities (June 2004)

This manual provides guidance on the planning, design, and operation of pedestrian facilities along streets and highways.

U.S. Access Board: A Federal Agency Committed to Accessible Design

<http://www.access-board.gov/prowac/index.htm>

U.S. Department of Transportation Federal Highway Administration

Pedestrian and bicycle research safety Website provides information on issues and research related to improving pedestrian and bicyclist safety.

www.tthrc.gov/safety/pedbike/pedbike.htm

http://safety.thwa.dot.gov/programs/ped_bike.htm

State of Michigan:

Governor Jennifer M. Granholm

Michigan Trails at the Crossroads

July 18, 2006

Michigan Department of Transportation -

Bicycle and Pedestrian Program

www.michigan.gov/mdot-biking

Joshua DeBruyn, AICP, Bicycle and Pedestrian Coordinator

Bureau of Transportation Planning

517.335.2918

DeBruynJ@michigan.gov

Cindy Krupp

Bureau of Transportation Planning

On Road Non-Motorized Connections, January 8, 2008

517.335.2923

kruppc@michigan.gov

Transportation Summit

The purpose was to identify key issues that need to be addressed to create a vision of Michigan's transportation system that will support Michigan as a magnet for jobs, growth, people and economic activity.

www.michigan.gov/transportationsummit

Michigan Department of Community Health -

Promoting Active Communities: Community Self-Assessment Tool

www.mihealthtools.org/communities

Organizations:

Association of Pedestrian and Bicycle Professionals

www.apbp.org

League of Michigan Bicyclists

Statewide organization working to improve conditions for bicycling in Michigan.

888.642.4537; www.lmb.org

Michigan Trails and Greenways Alliance

Fosters and assists local efforts in creating rails-trails.

Connecting Michigan: A Statewide Trailways Vision and Action Plan

517.485.6022; <http://www.michigantrails.org>

National Center for Bicycling and Walking

202.463-6622; <http://www.bikewalk.org>

Pedestrian and Bicycle Information Center

A clearinghouse for information about health and safety, engineering, advocacy, education, enforcement and access and mobility.

919.962.2203; www.pedbikeinfo.org