

Appendix D
Non-Motorized Multiuse Trails
Heart of the Lakes Area Recreation Plan

Jackson County Regional Trailway Study 2002

The Jackson County Trailway Committee (JCRTC) was initiated by residents of Jackson County active in the development of trails. The JCRTC consisted of members from the community who saw the need to assist in the coordination of trail development efforts of the Jackson County Parks Department, the City of Jackson's Parks Department, Summit Township, Blackman Township, Spring Arbor Township, the Falling Waters Trail Committee and the Lakelands Trail effort. The committee acquired funds through donations from the Weatherwax Foundation, Region 2 Planning Commission, Foundation for a Healthy Community (an umbrella organization of Foote Hospital), and a private donation to hire Lansing based Landscape Architects and Planners, Inc. (L.A.P.) to help guide the community in the development of a county wide vision plan for trails.

The Trailway Vision Plan is a map of Jackson County showing the potential trail routes. The process of developing the Plan began with two public meetings. Both meetings provided information to the public and were intended to gain input to guide the vision plan. A preliminary Plan was presented at three public meetings. This allowed the community additional opportunities to comment on the plan and participate in its development. The Plan was then presented to the JCRTC for final comments. The final Plan has been included in this report.

The following goals and objectives represent the JCRTC's vision for trails and its past experience in trail development. These goals and objectives will guide the planning approach in development of the Jackson Regional Trailway Study:

- ✘ Provide a basis for potential greenways/trails development by researching and furnishing technical data, thus identifying connections to natural, cultural, and scenic features (including ecological habitat, historical landmarks and aesthetic elements).
- ✘ Work collaboratively with the JCRTC, local interest groups, planning officials, and the general public in developing greenways/trails plan which provides a rational base for the best trail route(s).
- ✘ Propose the safest trails, roadways, river routes, and crossings.
- ✘ Communicate the pros and cons of the potential route(s) for the greenways/trails.
- ✘ Plan for access points (trail heads), rest rooms, parking lots, and other support facilities.
- ✘ Recommend operations/maintenance systems for the greenways/trails.
- ✘ Recommend development standards for the greenways/trails.

Lakelands Trail – 15.4 Miles

“The Lakelands Trail will serve as a connection between the City of Jackson and Jackson County and the counties of Ingham, Livingston, and Washtenaw. This trail will be an extension of the existing Lakelands Trail that runs through Livingston County.

The Lakelands Trail will be developed on an abandoned railroad bed. A trail head is proposed at the beginning of this trail . . . [at] the City of Jackson’s Waste Water Treatment Plant. This trail is envisioned to connect the townships in northeast Jackson County, forming linear parks and walking loops.”

Henrietta Loop – 19.9 Miles

“This trail will improve an existing bike route in Henrietta Township. The proposed route has multiple stops along the way, including Pleasant Lake County Park, [the] Munith Picnic Area, and many restaurants and stores. Pleasant Lake County Park is a potential trail head.”

Portage Lake Trail – 6.5 Miles

“The Portage Lake Trail branches off of the Lakelands Trail. It would improve an existing bicycle route, which offers a pleasant ride through some of the Waterloo State Recreation Area. It also passes the Portage Lake County Park, which may serve as a trail head.”

North Trail – 7.6 Miles

“This trail is proposed to tie into the Lakelands Trail and head north along the Grand River up to Lansing Avenue, just south of Losey Road. From this point, the trail would travel north along Lansing Avenue to Ingham County. . . . [Possible] trailheads could be located at the Maple Grove Bridge Access Site.”

Blackman Township Loop – 8 Miles

“This trail system is designed as a loop within the Township. The loops will connect the residential areas with the natural area north of I-94. The property is part of the flight zones of Reynolds Municipal Airport, which cannot be developed. This trail will also have the potential to connect to the North Trail, Lakelands Trail, Jackson Inter-City Trail, and the Airport Trail.”

Inter-City Trail – 7.5 Miles

“The trail starts at Weatherwax Drive and runs [northeast] along an abandoned railroad right-of-way. The trail continues through the Martin Luther King Center grounds and then heads northwest along Airline Drive toward the Central Business District (CBD). This trail connects the CBD with the city’s parks, schools, and neighborhoods. The trail crosses the new Consumer’s Energy headquarters along the south bank of the Grand River. The Trail continues along the Grand River to the Farmer’s Market, the Jackson County Fairgrounds and the National Guard [Armory (old State Prison)]. After crossing North Street a pedestrian bridge will cross the Grand River to connect to Lions Park and the Lakelands Trail.”

Airport Trail – 5.5 Miles

“The Airport Trail serves as a connection from Blackman Township to the Falling Waters Trail. This trail loops around the airport then heads south towards the Falling Waters Trail. It passes through multiple residential areas, Lumen Christi High School, and the Cascades Golf Course. It also joins with the Jackson Intercity Trail, which joins a potential route to Ella Sharp Park.”

Falling Waters Trail – 11.5 Miles

“The Falling Waters Trail is the gateway to the west . . . [connecting] to the southwest end of the Intercity Trail and [traveling] west through Summit and Spring Arbor Townships to the Village of Concord. . . . An arm of the trail could connect the [settlement of] Spring Arbor to the north. Another arm of the trail could make the connection to Swains Lake County Park in Concord by using the existing trail along Pulaski Road. . . . It is our understanding that future trails are envisioned in Calhoun County to the west. It would be possible to connect these trails to provide a route to Albion and the City of Battle Creek.”

Hanover Trail – 8.9 Miles

“This trail is designed on an abandoned railroad bed much like the Falling Waters and Lakelands Trails. However, this is suggested as an alternate trail because land ownership along the rail bed has reverted back to private owners. To gather these properties into a single public ownership would be a challenging task. A possible trail head for this trail could be [the Alfred A.] Snyder County Park in Horton.”

Summit Township Loop – 7.2 Miles

“The Summit Township Loop serves as a major connector linking multiple features and neighborhoods within Summit Township. This trail would start and finish in Ella Sharp Park and have connections to the Dahlem Nature Center, the Jackson Community College Campus, the Jackson Intermediate School District Complex, . . . and Vandercook Lake County Park. There is also a potential connection to the South Trail and the Falling Waters Trail. Jackson Community College is a good location for a potential trail head.”

Ella Sharp Park Trail and Sparks Foundation County Park – 4.4 Miles

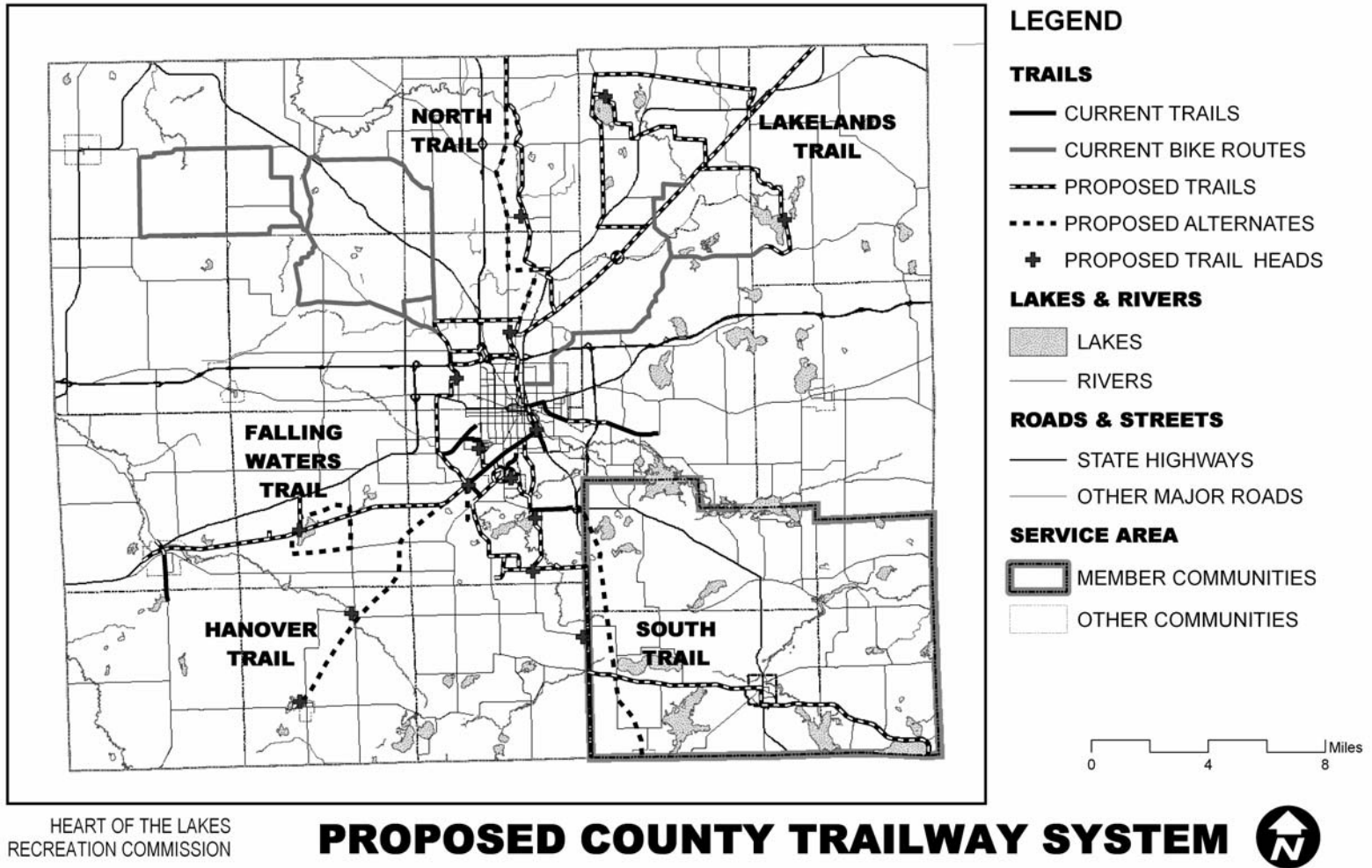
“This trail loops around many areas within Ella Sharp Park and is needed to separate vehicular traffic from pedestrian traffic. It will also use part of the Intercity Trail to [Sparks Foundation (Cascades) County Park]. Both of these parks have the potential to be used as trail heads.”

South Trail – 19.5 Miles

“The South Trail is proposed to run parallel to U.S. 127 within the right-of-way of the highway. The trail would be designed to use previously built but now abandoned highway bridges and road bed. These areas will accommodate a proposed trail. Austin Blair Roadside Park might be a possible trail head, with approval of the Michigan Department of Transportation (MDOT). . . . The main route has an arm that stretches from U.S. 127 through Brooklyn to the W.J. Hayes State Park [via Jefferson Road and M-124 (the existing Mark Harrison Trail)]. This trail has the potential of connecting to the River Raisin Greenway, currently under development, in Tecumseh, Michigan.”

Connection to Existing Trail on Page Avenue - .3 Miles

“Page Avenue has an existing [8-foot] wide trail. The proposed trail would cross U.S. 127 and connect with the City of Jackson. A route could be developed from the existing trail into the River Raisin Greenway in Tecumseh. Though a route for this connection has not yet been planned, it could potentially tie into the Sharonville State Wildlife Management Area before entering Washtenaw County.”



Provisions for Non-Motorized Transportation in ‘Act 51’

Act No. 51 of the Public Acts of 1951, and commonly referred to as ‘Act 51,’ created the Michigan Transportation Fund (MTF) which is the mechanism for distributing the state gas tax to eligible transportation agencies (e.g., the Michigan Department of Transportation (MDOT); county road commissions; and city and village departments of public works (townships are served through road commissions)). ‘Act 51’ also contains Michigan’s legal system for classifying roads¹:

- ✦ state trunklines (e.g., Interstate (I), United States (US), and Michigan (M) routes);
- ✦ county primary roads and city and village major streets; and
- ✦ county, city, & village local roads and streets).

Non-Motorized Provisions in ‘Act 51’ (Sec. 10k)

‘Act 51’ requires that a reasonable amount—or at least a value not less than 1%—of an agency’s annual MTF allocation shall be expended on the construction or improvement of non-motorized services and facilities. However, funds can be spent over a period not to exceed 10 years. ‘Act 51’ also states that non-motorized facilities may be established in conjunction with or separate from already existing highways, roads and streets; new road construction; and road reconstruction and that those facilities shall be established when a highway, road or street is being constructed, reconstructed or relocated.

‘Act 51’ provides a potential funding source for the development of non-motorized facilities which the Heart of the Lakes Recreation Commission should explore. However, since ‘Act 51’ was passed into law in order to facilitate mobility (i.e., transportation and economic development), only projects which can fulfill a transportation need as well as a recreation opportunity are eligible for this funding. It should also be pointed out that only the Village of Brooklyn receives ‘Act 51’ funds directly and that funding is modest; townships are served by the Jackson County Road Commission.

¹ State trunklines, county primary roads, and village and city streets are all MTF-eligible facilities. However, this is not true for all local streets and roads.

Work creditable against the Sec. 10k expenditure requirement

Description of Work	Creditable Work	Eligible Costs	
		Eng.	Const.
	Non – Road Facilities		
Shared Use Paths (as a project)	All engineering / construction	100%	100%
Shared Use Paths (as part of a road project)	1) All path related construction; 2) Non-path work in the road project, necessitated by the path component (e.g. extra fill, culvert extension, etc); and 3) Prorated engineering costs.	Prorated ¹	100% of 1) & 2)
Shared Use Structures	All engineering/construction	100%	100%
Bicycle Parking	Acquisition and Installation	100%	100%
Sidewalks, ramps & curb cuts	All engineering/construction	100%	100%
Signs, Pavement Markings, & Signals	All work specifically associated with the non-motorized facility and its pedestrian/non-motorized users	100%	100%
	Road Facilities		
Bike Lanes and associated signage / pavement markings	That portion of the engineering and construction that can be attributed to the bike lane	Prorated	Prorated ²
Shoulder Paving (as a project)	All Engineering/construction	100%	100%
Shoulder Paving (as a part of other road/bridge construction, reconstruction, resurfacing, or widening work)	That portion of the engineering and construction that can be attributed to the paving shoulder portion of the work	Prorated	Prorated ²
Road & bridge construction or reconstruction, resurfacing, & widening	That portion of the outside land width in excess of the minimum design width for motor vehicles	Prorated	Prorated

¹ Proration: $E_{nm} = (C_{nm} / C_{tot}) \times E_{tot}$, Where E=engineering \$s & C=construction \$s

² Proration: $C_{nm} = (W_{nm} / W_{tot}) \times C_{tot}$ where W=width of roadway and C-construction \$s

Note: Only road/bridge projects or items which include the non-motorized width in the width proration

Project Eligibility

Eligible non-motorized facility improvements include but are not limited to:

- ✘ On-road facilities — non-motorized accommodations built in a roadway (e.g., shoulder paving; a share of road/bridge construction, reconstruction, resurfacing, or widening, and striped bicycle lanes);
- ✘ Off-road facilities — are accommodations which occur off the edge of a road or street although they may still be within its right-of-way (e.g., ramps and curb-cuts where paths or sidewalks cross roadways, bicycle parking facilities; and signs, pavement markings, and signals); and
- ✘ Sidewalks.

'Act 51' states that the 1% set-aside may not be attributed to a non-motorized project when:

- ✘ the cost of establishing the non-motorized facilities would be disproportionate to needs;
- ✘ where the establishment of non-motorized facilities would be contrary to public safety;
- ✘ where adequate non-motorized facilities already exist;
- ✘ where local matching funds are not available (e.g. projects using federal funds); or
- ✘ where previous expenditures and projected expenditures for non-motorized facilities exceed 1% of the agency's MTF allocation, thus making additional expenditures discretionary.

Since MTF funding can only be spent on eligible roads and streets, the 1% set-aside can only be attributed to eligible roads and streets in the case of on-road facilities. It should also be pointed out that all improvements must meet established design criteria for non-motorized facilities. 'Act 51' also requires agencies to consult with their MDOT development region in the preparation & submittal of a 5-year program of non-motorized projects. However, this requirement has yet to be clarified by MDOT.

Non-Motorized Facility Safety Standards

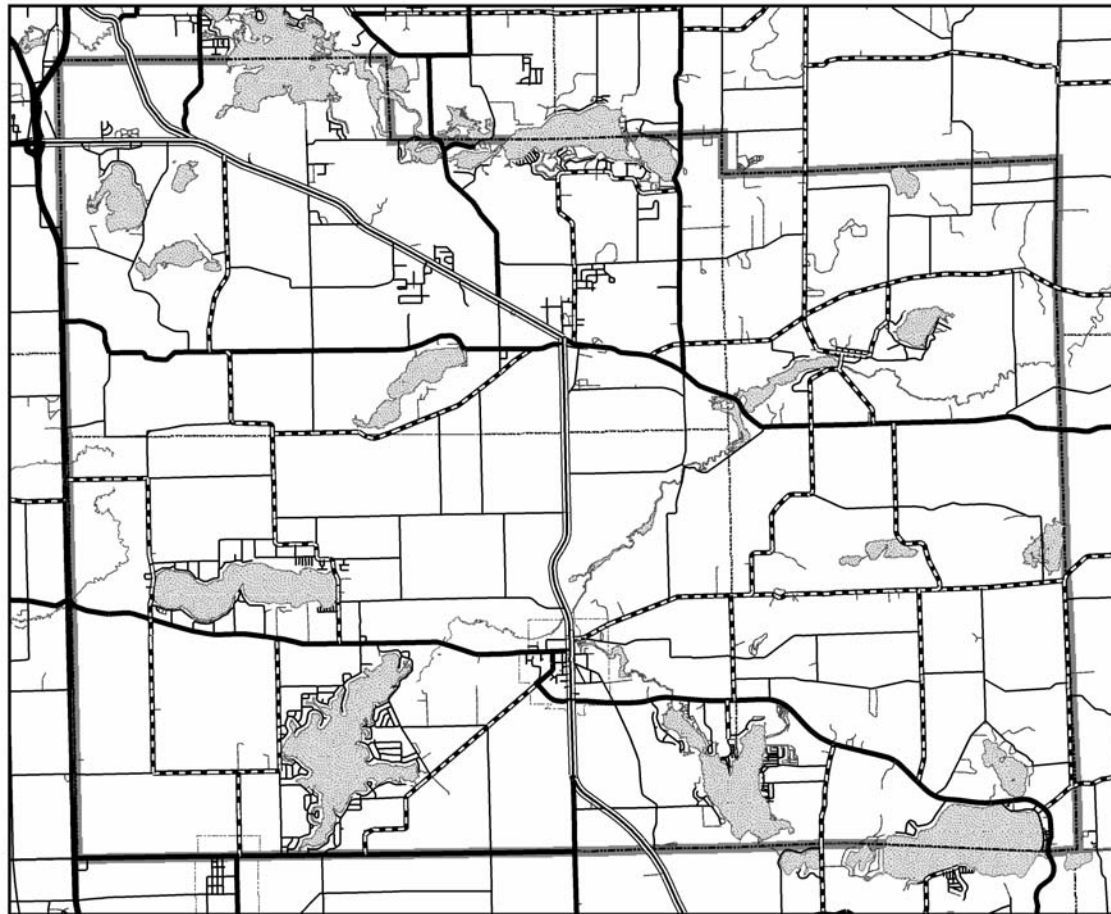
Safety is a concern when designing non-motorized facilities. What should be the minimum standard for the type of non-motorized facility to build given the type of roads or streets they augment? The National Functional Classification (NFC) System classifies roads according to their importance (i.e., how busy they are):

- ✦ **Principal Arterials** — interstates and other freeways, state (e.g., US and M) routes between large cities, and important surface streets in large cities
- ✦ **Minor Arterials** — state routes between smaller cities; medium-important surface streets in large cities; and important surface streets in smaller cities
- ✦ **Collectors** — county farm-to-market roads (major and minor) and various connecting streets in large and smaller cities (urban)
- ✦ **Local Roads/Streets** — residential streets and lightly traveled county roads; and
- ✦ **Private Roads/Streets** — local roads streets that are owned and maintained privately.

The Heart of the Lakes Area hosts minor arterials, collectors (urban/major, and minor), local roads/streets, and private streets. The following non-motorized standards are encouraged based upon those types of roadways:

Recommended Non-Motorized Standards

Road/Street Type	Facility Type(s)
Principal Arterials	Multiuse Paths
Minor Arterials	Sidewalks/Multiuse Paths
Urban/Major Collectors	Sidewalks and bike lanes/Multiuse Paths
Minor Collectors	Sidewalks and bike lanes
Local Roads/Streets	Sidewalks
Private Roads/Streets	Sidewalks



LEGEND

ROADS & STREETS

- PRINCIPAL ARTERIALS
- == MINOR ARTERIALS
- MAJOR/URBAN COLLECTORS
- - - MINOR COLLECTORS
- LOCAL ROADS/STREETS
- PRIVATE ROADS/STREETS

LAKES & RIVERS

- LAKES
- RIVERS

SERVICE AREA

- MEMBER COMMUNITIES



HEART OF THE LAKES
RECREATION COMMISSION

ROAD/STREET SYSTEM