



*Kosciusko County  
Greenway Proposal -  
A Blueprint for Success*

APRIL, 1995

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## Introduction

### PURPOSE / OBJECTIVE

"In the beautiful lakes region of Northern Indiana is one of the Midwest's best kept secrets . . . Kosciusko County" reads the introduction to the Chamber of Commerce information book on our county. It continues, "Over 100 lakes, parks, golf courses and some of the most beautiful natural areas in the Midwest offer year round recreational activities . . . In an area where commerce is growing and expanding it is a delightful surprise to find some of the most beautiful natural areas in the Midwest." All this is true, however it is amazing to find that we lag behind many other communities in planning and implementing greenways and multi-use trails. As of September 1994 there were 25 enhancement projects listed in the state Department of Transportation's production schedule<sup>(6)</sup> (see Appendix D). Most of these are pedestrian / bicycle trails, but the list also includes improvements intended to enhance the pedestrian environment, rail-to-trail conversions, and a fitness and nature trail for the blind. Four of these projects are in counties that are adjacent to Kosciusko County!

We are at a point in time when both federal and state agencies are emphasizing and providing funds and assistance for implementing non-motorized enhancement projects such as greenways and multi-use trails. Many local communities are taking advantage of these resources and improving the quality of life, economic development and desirability of their communities.

This proposal will 1) document the need for and benefits of establishing a greenway plan for Kosciusko County, 2) document other communities' successes and 3) propose the action steps required to develop and begin to implement a greenway / multi-use trail plan for Kosciusko County.

### THE NEED FOR ACTION

#### ***Kosciusko County Population Trends***

Kosciusko County's population grew by nearly 10% from 1980 - 1990. However, the development of available land has been increasing at a much greater pace. Building permits for new structures have increased by 93% during the same period and have increased by another 20% from 1990-1993.<sup>(7)</sup> (see Appendix B). This significant increase in development in the county increases the urgency with which greenway preservation and trail considerations should be undertaken. As each new development project is planned without these considerations, opportunities are lost to implement greenways and trails at the lowest possible cost and in some cases to be able to implement them at all.

## ***State and Federal Support***

We are at a point in time when there is an unusually high level of interest and funding available for implementing greenways, multi-use trails and other non-motorized transportation projects. There have been a number of federal policy statements and legislation passed in support of these projects within the last three years. In addition, there is currently a great deal of activity at the state level in support of these projects. This support is further documented later in this report.

## ***General Bicycle Use***

Nearly 100 million Americans own bicycles with this number increasing every year. Bicycle use increased by 36% between 1983 and 1991, with a growing number commuting during this time, representing an increase of 170%! (see Appendix C). More than half of the adults in this country age 18 and over have ridden a bicycle during the past year.<sup>(4)</sup>

A 1991 Harris Poll showed that 46% of those surveyed said they would sometimes commute to work if safe bicycle lanes were available and 53% said they would if they had safe, separate designated paths on which to ride.<sup>(12)</sup>

## The Function And Value Of Greenways / Multi-Use Trails

### WHAT IS A GREENWAY / MULTI-USE TRAIL?

The word "greenway" is a combination of the words greenbelt and parkway. William Whyte coined the word in 1959 when he wrote about greenways in his book, "The Last Landscape."

A greenway is a linear open space preserved for resource management, recreation and/or aesthetic benefits. It is typically a corridor of open land that provides one or more of the following benefits:

- Protection and management of natural and cultural resources
- Provision for recreational opportunities
- Enhancement of the quality of life and the aesthetic appeal of neighborhoods and communities

Multi-use trails are public paths that are ideal for many uses such as bicycling, walking, horseback riding, in-line skating, cross-country skiing, wheelchair recreation, jogging. They are generally flat or follow a gentle grade and are used as both recreation and transportation corridors. Multi-use trails are often a part of a greenway plan.

A common type of multi-use trail is the rail-trail which converts abandoned railroad corridors into a useable multi-use trail. To date 610 trails totaling more than 7,000 miles have been created in 45 states. An additional 650 rail-trail projects are in process in all 50 states. In 1993, 85 million Americans used rail-trails.<sup>(11)</sup>

### BENEFITS AND FUNCTIONS

Greenways and multi-use trails have many functions and can benefit the area in many ways. The key functions and benefits can be grouped into eight main categories. They are:

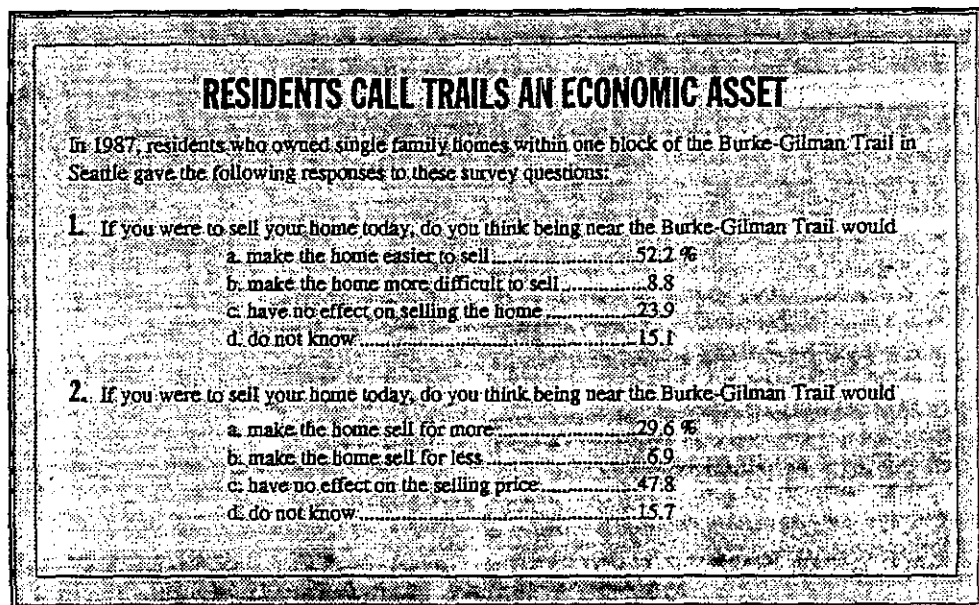
- ✓ Economic Development
- ✓ Recreation
- ✓ Transportation Opportunities
- ✓ Community Quality of Life
- ✓ Health and Fitness
- ✓ Environmental Conservation
- ✓ Historic Preservation
- ✓ Education

The following are some functions and benefits in these areas we feel could be realized in Kosciusko County.

### Economic Development

- Greenways provide economic benefits to the surrounding neighborhoods and communities. They can function positively to help achieve community and economic development objectives. Economic development benefits we could expect to see include:
  - ✓ Enhancing property values and referring to surrounding greenways and multi-use trails in marketing properties (see Burke-Gilman Trail survey results below in Figure 1)
  - ✓ Increasing spending by residents on local recreation activities
  - ✓ Supporting commercial uses such as bicycle rental, concessions and special events
  - ✓ Attracting visitors and supporting tourism
  - ✓ Influencing corporate location decisions where quality of life is a factor in the site selection process (almost always)
  
- Trail users spend money on food, beverages, camping, hotels, equipment, souvenirs and gasoline. Studies have shown that trail users can generate as much as \$1.25 million annually for the towns through which a trail passes.<sup>(13)</sup>
  
- Less than a year after dedicating the 11 mile Minuteman Trail in Massachusetts, a small store, sit-down restaurant, sandwich shop, bicycle shop and Ben and Jerry's ice cream store will have opened along the trail.<sup>(14)</sup>

Figure 1



## **Recreation**

- Greenways and multi-use trails can provide a means for satisfying the area's recreation needs and desires
- They can provide opportunities for walking, running, cross-country skiing, bicycling, fishing, canoeing, horseback riding and other activities
- A greenway can provide convenient and inexpensive recreation close to home that can be enjoyed by a wide range of people
- They can provide recreation opportunities for special populations such as the elderly and persons with disabilities

## **Transportation Opportunities**

- A well planned greenway / trail system can provide access between homes, shopping, schools, parks, recreational and community facilities
- Trails can provide safe travel away from traffic for children and senior citizens
- Providing safe travel areas can encourage commuting and reduce motorized vehicle traffic in our area

## **Quality of Life**

- Greenways and multi-use trails can increase the quality of life through expressions of community character and pride, aesthetics of local environment, access to the outdoors, opportunities for socialization and easy freedom of mobility<sup>(9)</sup>

## **Health and Fitness**

- The beneficial impact of regular physical activity on health is far reaching, and its role in the prevention and management of coronary heart disease, hypertension, obesity and depression is well established. Trails and greenways promote and provide an avenue to exercise through walking, bicycling, jogging and other activities.

## **Environmental Conservation**

- There are many potential environmental and conservation benefits to establishing a greenway in Kosciusko County. These benefits may include any or all of the following:
  - ✓ Provide protection of our natural and cultural resources
  - ✓ Assist in flood and stormwater management
  - ✓ Improve water quality and air quality



- ✓ Assist in preserving undeveloped lands in otherwise heavily developed areas
- Greenways and multi-use trails will promote environmental awareness in the community and may promote parkland development in the area

### **Historic Preservation**

- Kosciusko County is rich with history and historic sites. Often greenways and multi-use trails are developed to include these areas as an integral part of the overall plan. This helps educate and preserve important aspects of our area's history and culture.

### **Education**

- Educational benefits can be numerous. Greenways can be viewed as an "outdoor classroom" and may be utilized by educators, students and scientists for many educational opportunities.
  - ✓ Nature, Environment and Ecology
  - ✓ Recreation
  - ✓ Health and Fitness

## Success Stories

### SUCCESS STORIES - NATIONALLY

There are a multitude of success stories across the country and around the world. Minnesota, Florida, North Carolina and Oregon are states that have been recognized as having well established and effective programs.<sup>(9)</sup> Many local programs have also been extremely successful. The following are four national examples.

#### **Northeastern Illinois Regional Greenways Plan**

In September 1992 the Northeastern Illinois Regional Greenway Plan (NIRGP) was adopted by the Northeastern Illinois Planning Commission and Openlands Project. This plan:

- ✓ Creates a vision for a regional greenway network and provides a framework for coordinated greenway and trail preservation and development in Northeastern Illinois.
- ✓ Identifies greenway opportunities and priorities in the region
- ✓ Establishes implementation and action recommendations, priorities and costs
- ✓ Increases the level of understanding regarding the importance and value of greenways

As a result of this plan approximately 1000 miles of greenways were identified in the six county region. The area this plan covers is both densely populated and rural with some of the most productive agricultural lands in the state.

#### **Southwest Ohio**

In southwest Ohio a consortium of organizations has been working together for over ten years to provide the residents and visitors to this area an extensive system of 80 miles of trails to enjoy. These trails are made up of two parallel trails 26 miles apart.

As work progressed on these trails, two former railroad rights-of-way became available between these parallel corridors. Thirteen public, private and not-for-profit entities mobilized toward making this 26 mile linkage, to be known as the H-Connector, a reality.

Southwest Ohio is an excellent example of how the proper coordination of many groups can make a project like this successful and an enormous benefit to the communities in southwest Ohio's Greene and Montgomery counties.

## **Seattle's Burke-Gilman Trail**

Seattle's 19-mile Burke-Gilman Trail is widely considered a model for other rail-trails. Dedicated in 1978, the trail hosts an estimated one million users per year. It is popular among professional and Washington University commuters during the week, while on the weekends recreational users generate most of the traffic.

The paved 10 foot wide trail connects with the 10-mile Sammamish River trail and also links with the city's extensive, and highly acclaimed, bicycle system. Bicyclists, walkers, runners, skaters and other users can take the path straight into Seattle or around the other side of Lake Washington. One direction offers lovely scenery, while the other affords a practical means to take a jaunt into the city.

With proactive planning, the trail will continue to expand, although, according to Peter Lagerway, Coordinator of the Bicycle / Pedestrian program for Seattle, the Burke-Gilman "is like a freeway in that it will fit to whatever capacity that it will accomodate."<sup>(17)</sup>

## **Eugene, Oregon**

Communities in the Pacific Northwest are among the leaders in effective planning for bicycles.<sup>(21)</sup> Eugene is a good example. They have a bicycle advisory committee composed of citizens interested in biking issues and staff members representing key city departments. Eugene also has a bicycle coordinator who helps ensure that bicycle planning is integrated into transportation, parks and open space planning.

Eugene's bike facilities include a well-connected network of streets with bicycle lanes and 23 miles of off-street trails - much of it running along the Willamette River. According to Diane Bishop, Eugene's Bicycle and Alternative Modes Coordinator, the trails avoid the need for many street crossings. The city also seeks to encourage bicycle commuting by requiring commercial and industrial developments to provide bike parking, based on the ratio of one bike space for every ten auto spaces. Also, whenever arterial or collector streets are built or reconstructed, five to six foot wide bike lanes must be incorporated into the design.<sup>(21)</sup>

## **SUCCESS STORIES - INDIANA**

### **The Hoosier Bikeway System**

The Indiana Department of Natural Resources (DNR) created the only statewide network of bikeways in the state by connecting eighteen of the state's recreational properties, federal sites, and local parks via "lightly traveled roads through quiet towns and beautiful countryside."<sup>(5)</sup> The system consists of eleven

routes especially suitable for bicycle touring and recreation riding. The roads were selected to provide a combination of good riding surface, safety, services and scenery according to a DNR publication. Individual routes are distinguished by pavement markings and signs at staging areas and at the ends of each bike route. Individual route guidebooks are sold by the DNR to provide detailed maps and general information such as direction of travel, distances, and services.

### **Cardinal Greenway Project**

The Cardinal Greenway Project is the largest private rail-trail project in the United States. A joint effort involving citizens and businesses will convert miles of abandoned railways into rail-trails. This project has been assisted by funding through the Indiana Department of Transportation's Transportation Enhancement Program. The Cardinal Greenway is intended to provide "scenic, non-motorized routes for exercise and recreation, while preserving an important part of Indiana's history," according to the non-profit Cardinal Greenway Inc., owners and managers of the trail.

The greenway will convert 59 miles, connecting Marion, Muncie and Richmond (see Appendix E). Like most rail-trails, the Cardinal Greenway will offer natural habitat for wildlife and a natural setting for environmental education. Anticipated users of this facility include walkers, runners, bicyclists, equestrians, cross-country skiers, wheel chair users, skaters and hikers.<sup>(5)</sup>

### **Northwest Indiana**

The Northwest Indiana Regional Planning Commission (NIRPC) has been preparing a regional bikeway system plan for the three county area that includes over thirty municipalities. In March 1994 the NIRPC released the draft of the Regional Bikeway System map. The system is intended to "connect points of interest, provide a transportation alternative and use the existing system of utility easements, railroad rights-of-way, and municipal and county thoroughfares."

Northwest Indiana contains more miles of abandoned railroad than most parts of the state and leads the state in conversion to trail facilities.<sup>(5)</sup> The cities of Hammond and Portage already feature some rail-to-trail facilities, and many more miles are in the planning stages. When complete, the Oak-Savannah and Prairie Duneland Trail, a rail-to-trail conversion, will extend for 22 miles between Griffith in Lake County to Chesterton in Porter County (see Appendix E). Potential agreements with the Northern Indiana Public Service Company would also permit utility easements to be used for over 104 miles of bikeways in the three county area.

### **South Bend/Elkhart**

The Michiana Area Council of Governments (MACOG) began bicycle and pedestrian planning activities in the South Bend and Elkhart areas through research and establishing an inventory of current facilities. During the spring of 1993, individual committees were created for route planning in the two county

area. A public survey helped the communities draft these route plans to be incorporated in MACOG's 2015 Long-Range Plan.

There are numerous trail and bikeway type projects in the South Bend - Elkhart area. Some of these include one of the first locally-initiated bikelanes along a state highway in Elkhart,<sup>(5)</sup> rehabilitation of an exclusive bicycle/pedestrian bridge across the St. Joseph River, and purchase of right-of-way for the 17 mile Pumpkinvine Nature Trail from Goshen to Shipshewana. There is also activity to create a 35 mile bi-state trail linkage with Benton Harbor, Michigan by connecting some existing bicycle paths and converting an abandoned railroad bed.

### **Bloomington**

Bloomington is probably recognized as one of the most bicycle and pedestrian friendly communities in the state. The Bloomington Bicycle and Pedestrian Safety Commission published a safety-oriented map of preferred bike routes through the area. The Parks Master Plan identifies proposed linkages through Bloomington, and an effort is underway to obtain right-of-way in new developments to establish bikeways. The Public Works Department passed a "bicycle friendly" resolution that requires bicycling improvements to be considered in all road projects.

These are examples of the type of total community coordination and commitment that are required to make Greenways and bikeways an integral part of the community.

## Resources And Support Available

### LEGISLATIVE SUPPORT

As previously mentioned in the introduction, there have been a number of policy statements and studies performed under the direction of federal and state government recently. These statements and studies support increased planning and implementation of bicycle and pedestrian facilities.

The National Transportation Policy statement issued in 1990 by the U.S. Department of Transportation says,

*"It is federal transportation policy to: Promote increased use of bicycling, and encourage planners and engineers to accommodate bicycle and pedestrian needs in designing transportation facilities for urban and suburban areas."*

In May 1994, Rodney Slater, Administrator of the Federal Highway Administration (FHWA) issued a bicycle and pedestrian statement which said,

*The ISTEA (Intermodal Surface Transportation Efficiency Act) requires the development of statewide and metropolitan transportation plans. The inclusion of bicycle and pedestrian elements in the transportation plans is essential ... "*

In 1991 Congress directed the USDOT to conduct a national study. In April 1994, "The National Bicycling and Walking Study - Transportation Choices for a Changing America" was published. The specific goals established by this study are:

1. To double the percentage of total trips made by bicycling and walking in the United States - from 7.9 to 15.8 percent of all travel trips
2. To simultaneously reduce by 10 percent the number of bicyclists and pedestrians killed or injured in traffic crashes

The Indiana Department of Transportation's policy toward bicycle and pedestrian transportation was created in a joint effort involving the Department of Commerce, the Department of Natural Resources, the Indiana Bicycle Coalition, the Hoosier Rails-To-Trails Council and INDOT. The following policy statement was created:

*"INDOT will support non-motorized modes of travel as a means to increase system efficiency of the existing surface transportation network, reduce congestion, improve air quality, conserve fuel and promote tourism benefits. INDOT will work to remove unnecessary barriers to pedestrian and bicycle travel."*

The Indiana Trails 2000 Program is a comprehensive effort by the Indiana Department of Natural Resources (DNR) to define linear recreation corridors throughout the state. The mission of the program is "to provide direction for trail development efforts in Indiana at the local, regional and state levels." The planning process began in January 1993 and the following goals were identified by the program:

1. Acquire more land for trail use
2. Develop trail networks which allow for multiple uses and promote alternative transportation
3. Set and adhere to trail design, construction and maintenance standards
4. Provide information on trail systems
5. Ensure long-term trail management planning

Locally the only considerations for bicycles, pedestrians, greenways or multi-use trails that we could find were from the current Kosciusko County Comprehensive Plan - Transportation Planning Objectives,

*"9. To give attention to planning for pedestrian movement through trails and paths."*

and Land Use Policies,

*"13, The site should provide for the human element (pedestrian traffic, recreation space, bikeways)"*

### FUNDING ASSISTANCE

Recent ISTEA legislation has made substantial amounts of money available to state and local jurisdictions to construct facilities and to develop programs and materials for promoting bicycling and walking.

Specific sources of funding for these types of projects include the National Highway System (NHS) funds, Surface Transportation Program funds including set-aside Transportation Enhancement Activities (TEA) allocations, Federal Lands Highway funds, Scenic Byways Program funds, and the National Recreational Trails Fund, as well as Section 402 and Federal Transit Funding. A short description of these can be found in Appendix F.

In addition to ISTEA funding, there are other types of federal funding available. Included in these is the Land and Water Conservation Fund (LAWCON or LWCF) which is administered by the Department of the Interior. It is usually distributed by the state DNR and can be used as matching funds (50/50) with local funds for land / corridor purchase. Two other sources of funding are The Wallop-Breaux Fund and the Community Development Block Grant Program (CDBG).

There may be state and local funding similar to the federal funding available. At this time we have not thoroughly researched these areas. In addition to program funding, private donations / assistance is also a common type of local support that is utilized for these projects.

Many of these funds will only be available for a short time, and with the current focus in Washington on reducing expenditures, it is important for us to begin to take advantage of these resources as soon as possible.

### PLANNING AND IMPLEMENTATION ASSISTANCE

The research necessary to prepare this document produced an amazing amount of information and resources pertaining to the subject. The resources available for planning and implementation assistance are far too numerous to provide here. However, several of the major resources follow, with a more extensive list, including contact information, available in Appendix G.

- ✓ Indiana Bicycle Coalition
- ✓ Rails-to-Trails Conservancy
- ✓ American Greenways
- ✓ Indiana Bicycle / Pedestrian Coordinator
- ✓ American Hiking Society
- ✓ Local and Regional Planning Commissions
- ✓ Many, many books and other publications (Trails for the 21st Century, Secrets of Successful Rail-Trails)

It is clear that during any stage of the planning and implementation processes there are many publications, organizations and individuals willing to share their experiences and provide guidance.



## Action Steps

In order to develop and implement a Greenway / Multi-use trail plan in Kosciusko County, we recommend the following action steps:

- Gather information and inform community
  - ✓ This document is the beginning of this process
  - ✓ Meet with community leaders and civic organizations
  - ✓ Hold public meetings
- Promote bicycle awareness and safety
  - ✓ Implement a series of designated bicycle routes marked by street signs
  - ✓ Integrate the resources and ideas of the Warsaw Area Wheelers bicycle club into a plan for a series of designated bicycle routes
- Organize advisory committee with county-wide representation
- Seek guidance from state agencies, county and city planners, parks and recreation department, Warsaw Area Wheelers, and other interested citizens
  - ✓ Cooperatively develop coordinated land use and greenway / open space plans
- Incorporate bicycle, pedestrian and greenway considerations and requirements into the overall transportation and natural resource planning activities
- Identify public lands and potential destination points
  - ✓ Parks, Lakes, CCAC, other athletic fields
  - ✓ Historical Sites
  - ✓ Towns
  - ✓ Schools
  - ✓ Shopping
- Identify potentially involved property owners and bring into the planning process to develop support and encourage stewardship

- Develop a formal greenway / bikeway plan and map for Kosciusko County which would include
  - ✓ Locations
  - ✓ Priorities
  - ✓ Implementation plan
  - ✓ Resources required
  
- Implement plan
  - ✓ Fundraising
  - ✓ Easements are formally acquired
  - ✓ Major plan and specifications are prepared and approved
  - ✓ Construction

## Conclusion

While most people readily recognize the importance and value of parks and forest preserves, it is more difficult for people to visualize what a greenway can mean to a community and what the true benefits are of a linked system. It is our hope that this paper has helped clarify what a greenway / multi-use trail is, its functions and its many benefits to the community.

The success stories, both nationally and in our state, that have been documented as well as the vast amount of resources and support available give further credence to the value Kosciusko County can realize from implementing the recommended action plan. The link between a high quality environment and the ability to attract and maintain investment in communities is recognized by people outside of the "environmental community"<sup>(10)</sup>.

As land development continues in Kosciusko County, opportunities are being lost to integrate these areas into a comprehensive greenway / multi-use trail plan for the county. To facilitate greenway planning and implementation, there must be a greater public awareness of the benefits of well-planned greenways and trails, as well as greater public and private commitment to carrying out detailed, participatory planning.

This greenway proposal for Kosciusko County is only the beginning; providing background information, suggesting a basic framework and making recommendations for action. We hope this document can serve as an effective organizing tool for county-wide public and private greenway / bikeway activities.

## APPENDICES

- A. Glossary
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- I. Is Liability a Problem?
- J. Economic Benefits Study (Article)

## APPENDIX A

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### GLOSSARY

**BEST MANAGEMENT PRACTICES (BMP'S)** a general term for effective natural resource management practices accepted and promulgated by resource management agencies. BMP's are often identified for the purposes of managing storm water, soil erosion and sedimentation, and nonpoint source pollution.

**BIODIVERSITY** a measure of the variety of plant and animal species in a given area. Areas that are healthier ecologically usually are richer in species and support more "biodiversity."

**BIO-RESERVE** nature preserves, greenways and macro-sites, managed to preserve habitat and biodiversity; bio-reserves usually contain a core reserve area and surrounding buffer areas to protect against adverse impacts.

**CONSERVATION EASEMENT** a right or interest in land acquired by a public or private entity for purposes of limiting development and protecting resources.

**FILTER STRIPS** vegetated areas along streams and adjacent to lakes and wetlands, preferably of native vegetation, that help protect water quality and habitat conditions by intercepting and absorbing nonpoint pollution.

**FLOODPLAIN** land adjacent to a body of water at or below the 100-year frequency flood elevation.

**FLOODWAY** that portion of the floodplan required to store and convey the base flood; the area outside the floodway is known as the flood fringe or floodway fringe.

**GREENWAY** linear open space preserved for resource management, recreation and/or aesthetic benefits.

**INDIANA TRAILS 2000 PROGRAM** is a comprehensive effort by the Indiana Department of Natural Resources (DNR) to define linear recreation corridors throughout the state. The mission of the program is "to provide direction for trail development efforts in Indiana at the local, regional and state level."

**INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT (ISTEA)** the new federal transportation act that funds transportation planning and services/facilities (including pedestrian, bikeway/trail, and public transportation) as well as projects identified as "enhancements."

**MACRO SITES** large areas containing clusters of major open space and nature preserve sites where the creation of linkages and overall management strategies can help sustain the region's biodiversity.

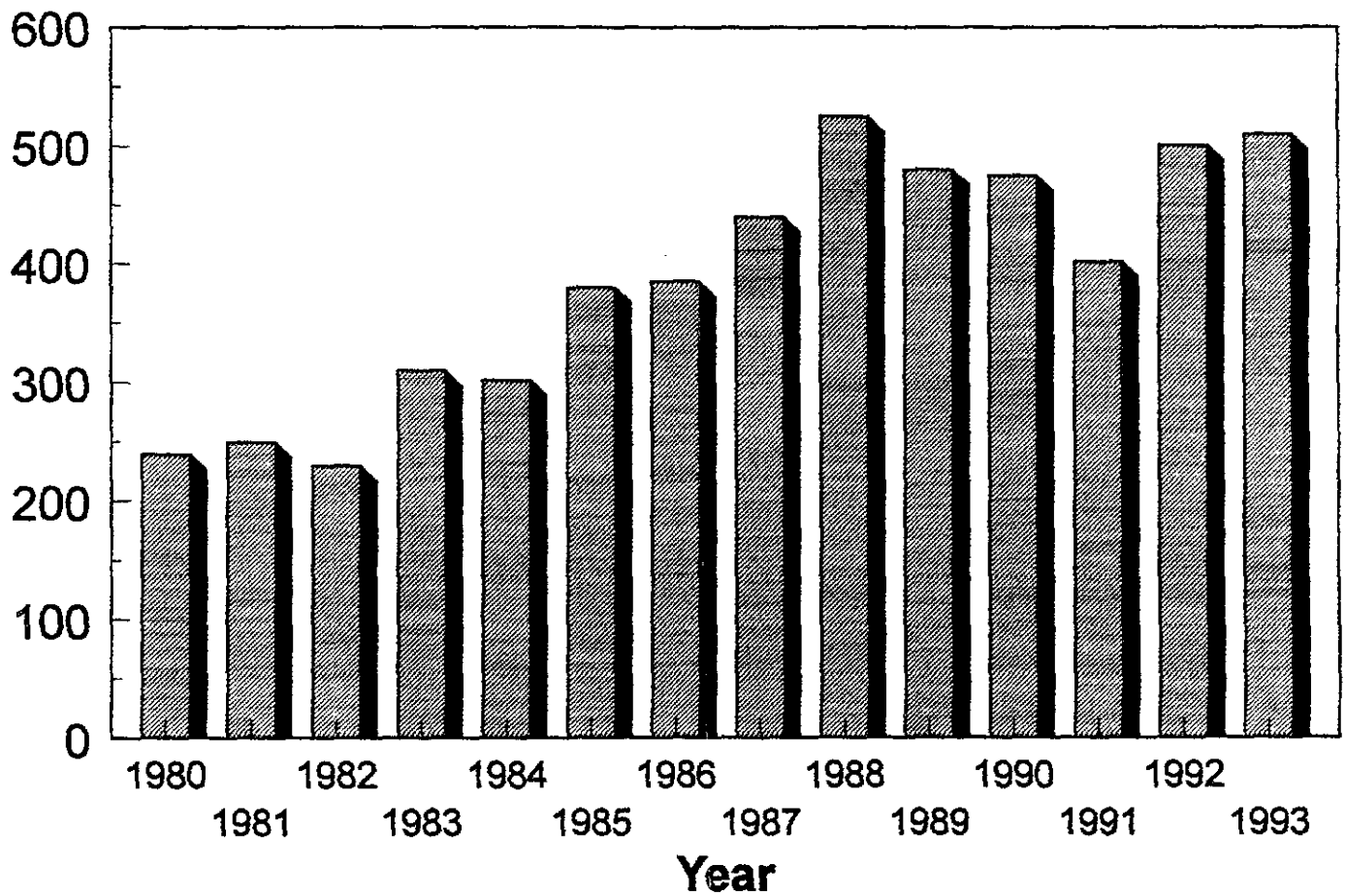
**RAILS TO TRAILS CONSERVANCY** first organized in 1985 with support from the National Wildlife Federation, League of American Wheelmen, National Parks and Conservation Association, American Hiking Society, and a number of other national recreation, conservation and trail groups.

**THE NATIONAL BICYCLING AND WALKING STUDY - TRANSPORTATION CHOICES FOR A CHANGING AMERICA** presents a plan of action for activities at the Federal, State and local levels for meeting the following goals: 1.) to double the current percentage (from 7.9% to 15.8%) of total trips made by bicycling and walking; and 2.) to simultaneously reduce by ten percent the number of bicyclists and pedestrians killed or injured in traffic crashes.

**URBAN PARK AND RECREATION RECOVERY PROGRAM** a federal program (currently unfunded) for the rehabilitation of urban parks and open space; administered directly through the U.S. Department of Interior.

# BUILDING PERMITS FOR NEW BUILDINGS/DEVELOPMENT

## KOSCIUSKO COUNTY 1980-1993



APPENDIX C

# BICYCLE USE IN THE U.S.A.

**Bicycle Use: 1983-1991 (in millions)**

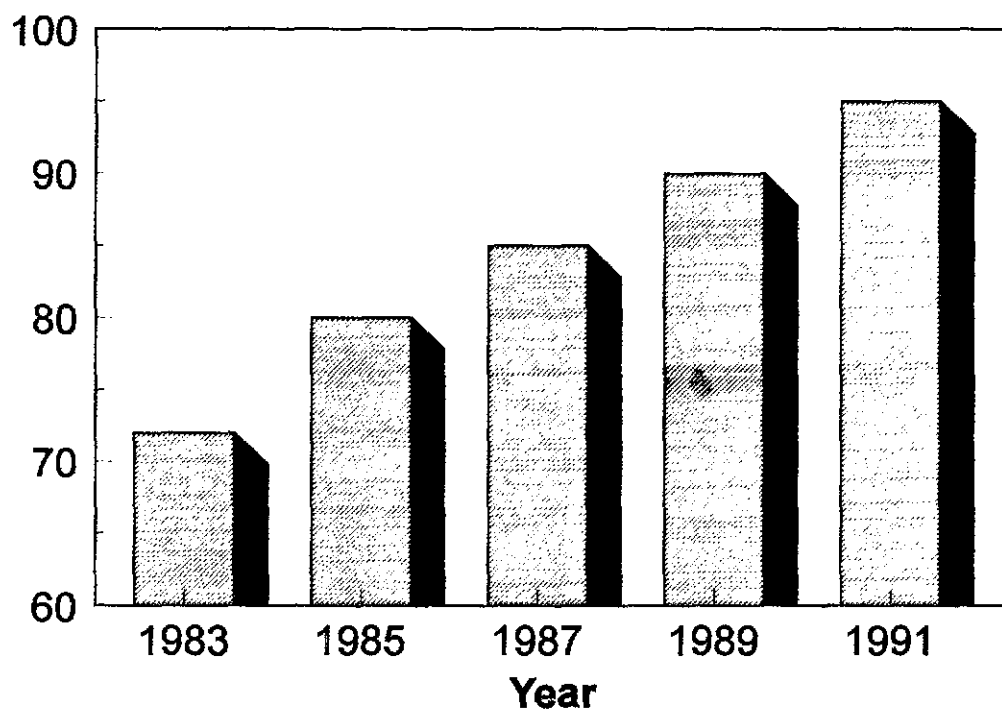


Chart from: Bicycle Institute of America  
Reference Book

# Bicycling: For Kids Only?

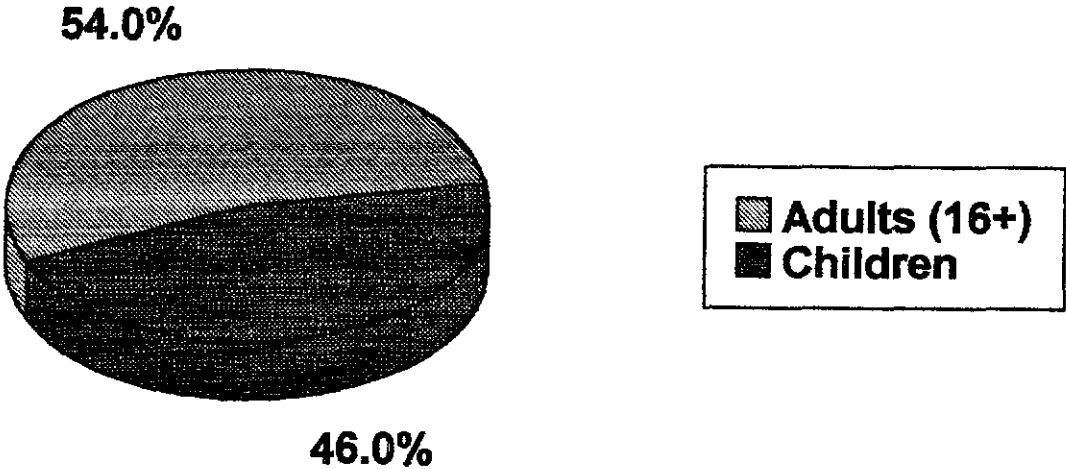
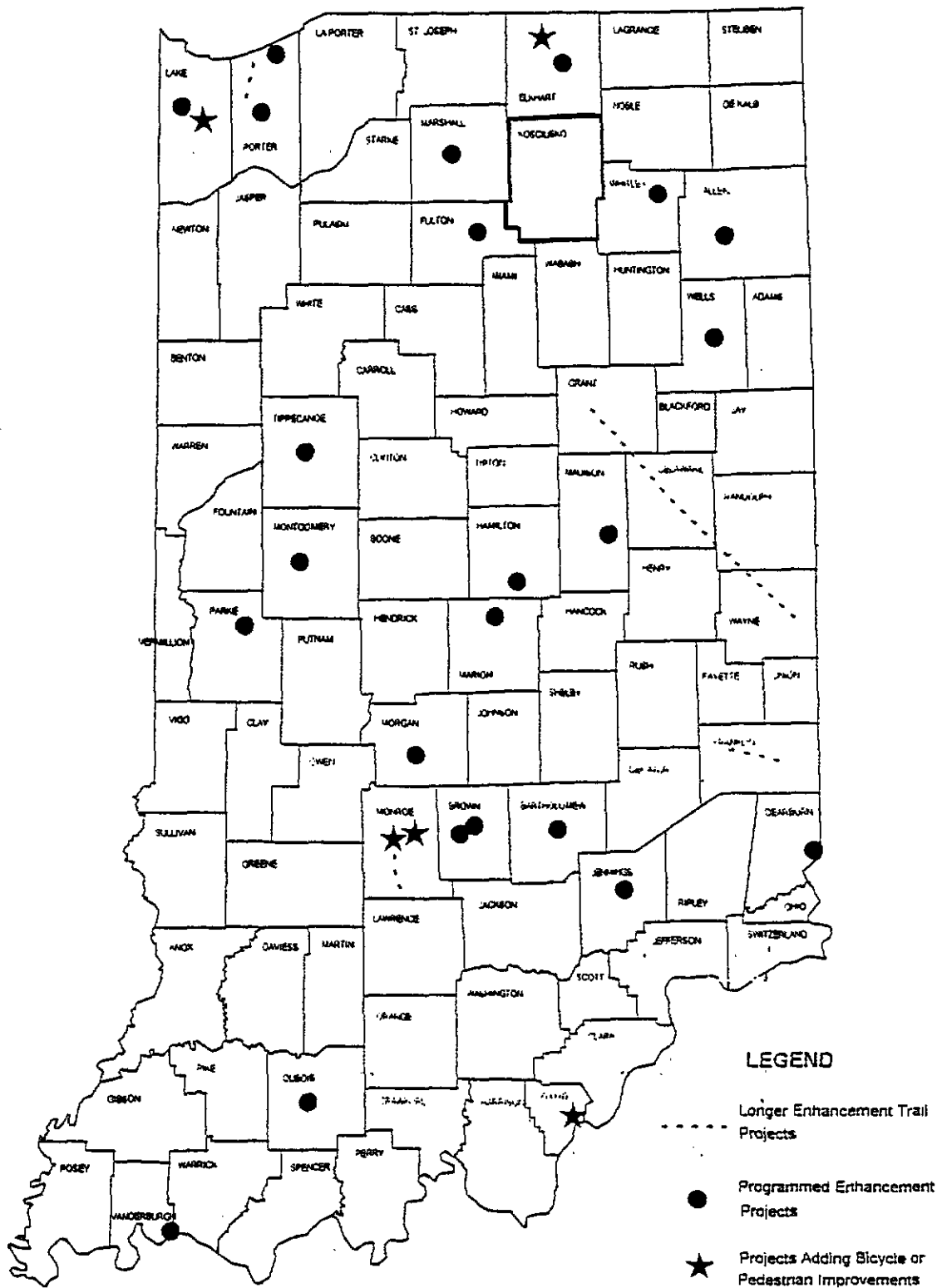


Chart from: Bicycle Institute of America  
Reference Book



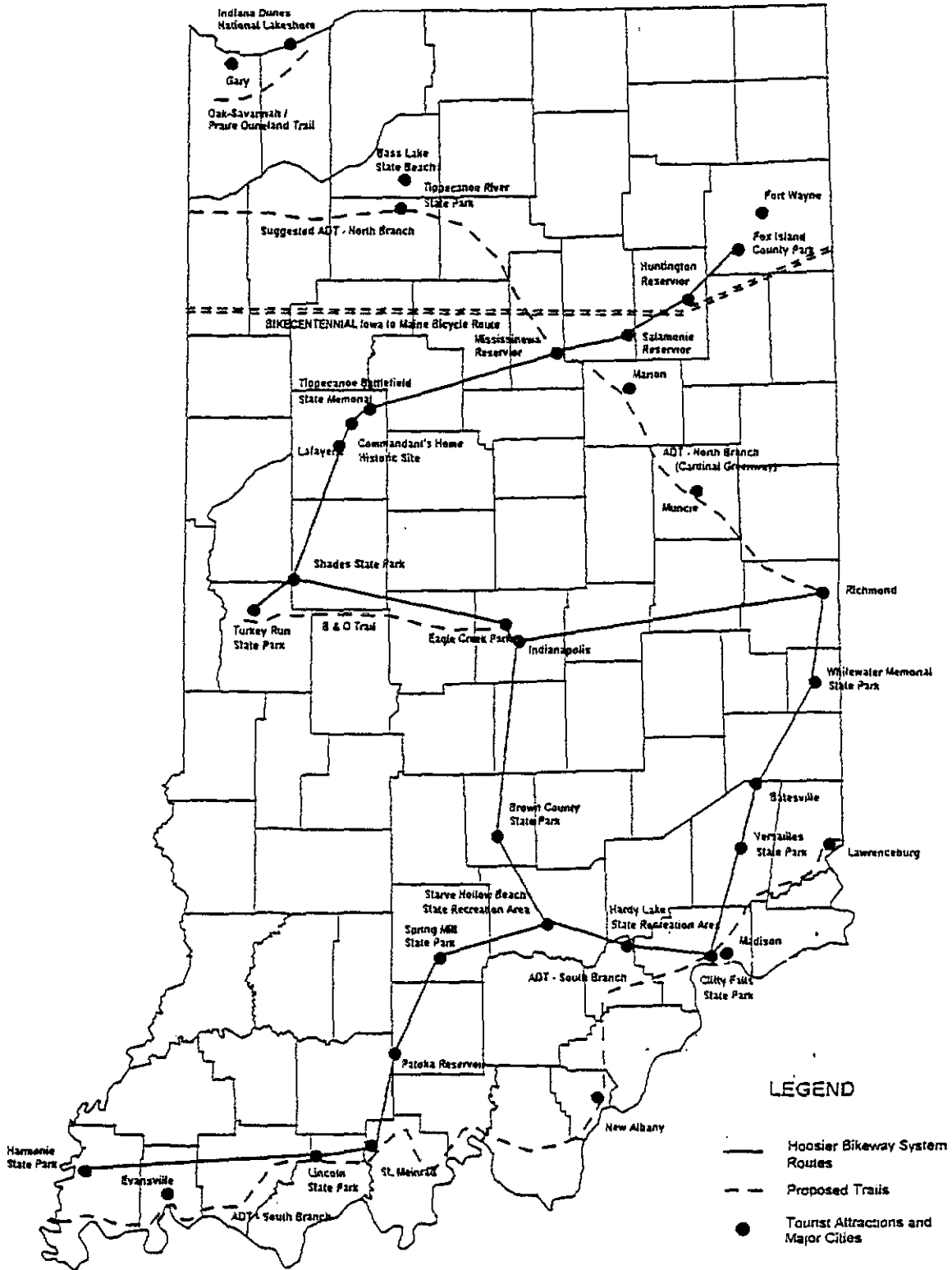
# APPENDIX D



Prepared by: INDOT, Transportation Planning Division, 1994.

## BICYCLE AND PEDESTRIAN IMPROVEMENT PROJECTS IN INDIANA

# APPENDIX E



Prepared by: INDOT, Transportation Planning Division, 1994.

Note: ADT stands for American Discovery Trail

## MAJOR BIKEWAY ROUTES AND TRAILS IN INDIANA

## APPENDIX F

### **ISTEA Funding Sources for Bicycle and Pedestrian Projects**

**National Highway System (NHS) Funds** (Section 1006) may be used to construct bicycle transportation facilities and pedestrian walkways on land adjacent to any highway on the National Highway System (other than the Interstate System).

**Surface Transportation Program (STP) Funds** (Section 1007) may be used for either the construction of bicycle transportation facilities and pedestrian walkways, or nonconstruction projects (such as brochures, public service announcements, and route maps) related to safe bicycle use. Ten percent of STP funds are used for "Transportation Enhancements" which include the provision of facilities for bicyclists and pedestrians.

**Congestion Mitigation and Air Quality Improvement (CMAQ) Program Funds** (Section 1008) may be used for either the construction of bicycle transportation facilities and pedestrian walkways, or nonconstruction projects (such as brochures, public service announcements, and route maps) related to safe bicycle use.

**Federal Lands Highway Funds** (Section 1032) may be used to construct pedestrian walkways and bicycle transportation facilities in conjunction with roads, highways, and parkways at the discretion of the department charged with the administration of such funds.

**Scenic Byways Program Funds** (Section 1047) may be used to construct facilities along scenic highways for the use of pedestrians and bicyclists.

**National Recreational Trails Fund** (Section 1302) monies may be used for a variety of recreational trails programs to benefit bicyclists, pedestrians, and other nonmotorized and motorized users. Projects must be consistent with a Statewide Comprehensive Outdoor Recreation Plan required by the Land and Water Conservation Fund Act.

**Section 402 Funding** Pedestrian and bicyclist safety remain priority areas for highway safety program funding. Title II, Section 2002, of the ISTEA addresses State and community highway safety grant program funds. The priority status of safety programs for pedestrians and bicyclists expedites the approval process for these safety efforts.

**Federal Transit Funding** Title III, Section 25 of ISTEA, continues to allow transit funds to be used for bicycle and pedestrian access to transit facilities, to provide shelters and parking facilities for bicycles in or around transit facilities, or to install racks or other equipment for transporting bicycles on transit vehicles.

## APPENDIX G

### CONTACT INFORMATION FOR PLANNING AND IMPLEMENTATION ASSISTANCE

#### National Organizations

American Greenways, 1800 North Kent Street, Suite 1120, Arlington, Virginia 22209

American Hiking Society, P.O. Box 20160, Washington D.C. 20041-2160 (703) 385-3272

Heritage Trails Fund, 5301 Pine Hollow Road, Concord, California 94521 (415) 672-5072

League of American Wheelmen, 190 West Ostend Street, Suite 120, Baltimore, Maryland 21230, (410) 539-3399

National Park Service, River Trails and Conservation Assistance Program Office, 1709 Jackson Street, Omaha, Nebraska 68102, Dean Alexander Chief, (402) 221-3483 - Ask for The Impact Of River-Trails Study

National Recreation and Park Association, 2775 South Quincy, Suite 300, Arlington, Virginia 22206 (703) 820-4940

Nature Conservancy, 1815 North Lynn Street, Arlington, Virginia 22209 (703) 841-5300

Open Lands Project, Suite 1880, 220 South State Street, Chicago, Illinois 60604 (312) 427-4256

Rails to Trails Conservancy, 1400 Sixteenth Street N.W., Suite 300, Washington D.C. 20036 (202) 797-5400

#### Publications

Analysis of Economic Impacts of the Northern Central Rail Trail, Maryland Greenway Commission, Tawes State Office Building, 580 Taylor Avenue, Annapolis, Maryland 21401, (410) 974-3589

The Economic Benefits of Rails-to-Trails Conversions to Local Economies, Rails-to-Trails Conservancy, 1989

Greenway Fact Sheets, 1-8, Scenic Hudson, Poughkeepsie, New York, 1991. (Pamphlets)

Greenways for America, Charles Little, John Hopkins University Press, 1990.

Greenways: Planning, Design and Development, Charles Little, John Hopkins University Press, 1994

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PLANNING AND IMPLEMENTATION ASSISTANCE (cont'd)**

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Greenways: A Guide to Planning, Design and Development. Charles Flink, Robert M. Searns, Loring Schwarz, Island Press and The Conservation Fund, 1993.

The Nine Point Blueprint for a State Rails-to-Trails Program. Rails-to-Trails Conservancy, 1990.

Secrets of Successful Rail Trails. Karen-Lee Ryan and Julie A. Winterich, Rails-To-Trails Conservancy, 1993

Trails for the Twenty-First Century. Karen-Lee Ryan, Island Press, 1993

***State Contacts***

Indiana Bicycle Coalition, Cliff Johnson Director (317) 251-8551

Indiana Department of Transportation, 100 North Senate Avenue, Indianapolis, Indiana 46204, Mike O'Laughlin, Bicycle Program Planning, (317) 232-5653

Other Area Planning Commissions

## APPENDIX H

### Indicators of Institutionalization

"Institutionalization" refers to the ongoing integration of bicycling and walking considerations into the routine working of all levels of government agencies or, in certain cases, the private sector. Institutionalization is brought about through the support of elected officials or agency heads and other professionals who make policy decisions and can positively influence others. This support is typically garnered through citizen activism and program staff influence.

Where bicycling and walking are more fully institutionalized, some indicators are:

1. **Program Staff** - The presence of a program manager (usually referred to as "coordinator") and sufficient number of staff typically defines the very existence of a formalized bicyclist/pedestrian "program." Many of the activities by which the institutionalization process takes place are best handled by a coordinator. Ideally, this person is a non-motorized transportation expert and advocate, an integral part of the government "team," and devotes 100 percent of effort to bicycling and walking issues.
2. **Citizen Involvement** - Citizens often play a vital role in helping to initiate, develop, sustain, and, in a sense, operate bicyclist and pedestrian programs. The input and efforts of volunteers are an acknowledged valuable resource for all aspects of non-motorized transportation and its institutionalization. Citizen involvement in the institutionalization process can take the form of a bicyclist-pedestrian advisory board created by ordinance or resolution, and advocacy groups.
3. **Supportive Elected Officials and Government Professionals** - The individuals who make policy and other decisions routinely consider the needs of non-motorized transportation.
4. **Funding** - Inclusion of bicyclist and pedestrian considerations in annual budget and capital improvements projects documents is necessary to ensure stable funding for the construction and maintenance of facilities, promotions, education, and enforcement initiatives, and, if applicable, the day-to-day operations of bicyclist and pedestrian program staff.
5. **Planning and Policy Documents** - State, regional, and local level documents which govern transportation, land use, growth management, urban design, the environment, recreation, and other topics that impact on bicycling and walking routinely provide for these modes. The ISTEA legislation establishes bicyclist and pedestrian planning requirements for both MPOs and States requesting Federal funding for non-motorized projects. This underscores the importance of careful planning at the local level where the projects are actually implemented.
6. **Legislative Authority** - Regulations, codes, and ordinances mandating bicyclist and pedestrian provisions, such as those requiring minimum levels of bicycle parking, sidewalks, or showers, help to ensure compliance with plans and policies.
7. **Roadway Design Manuals and Traffic Control Policies** - Bicycling and walking facility standards and user needs are incorporated into the documents that govern the process by which transportation facilities are designed and built, thus ensuring that provisions for these modes are included as routine features of new and reconstructed roads.
8. **Project Review Process/Boards and Commissions** - The concerns of bicyclists and pedestrians are routinely addressed during the project review process. Governments typically rely on a host of boards or commissions to provide policy direction and project review. Bicyclists and pedestrians are represented on these bodies.
9. **Training** - Courses, conferences, publications, and in-house training are regularly scheduled to educate transportation, urban design, land use, and other planning professionals who may never have had any formal training in bicyclist and pedestrian planning. Training is also offered for continuing education purposes.
10. **Transportation Demand Management** - Bicycling and walking considerations are routinely incorporated into overall TDM strategies.
11. **Maintenance** - Maintenance budgets, schedules, and standards routinely reflect the consideration of bicyclists and pedestrians in the transportation system. This includes routine maintenance such as debris sweeping, as well as the repair, resurfacing, or reconstruction of roads, at which time non-motorized needs are reassessed and possibly improved.
12. **Environmental Impact Statements** - Bicyclist and pedestrian improvements are frequently included in the EIS document as mitigation for environmental damage resulting from a project or as restorative requirements when a project involves the digging of linear trenches along public rights-of way.
13. **Requests for Proposal** - RFPs issued by government routinely include the requirement that experts in bicyclist and pedestrian planning be consulted.
14. **Interdepartment/Interagency Coordination** - Decisionmaking at this level of government routinely reflects non-motorized considerations.

*Adapted from Lagerwey, P. 1992 and Wilkinson, B. 1992a; Bicycle Federation of America, 1992.*

### Is Liability a Problem?

Occasionally trail skeptics and opponents claim that the liability risks posed by rail-trails are so great that the community cannot afford the insurance necessary to protect itself from lawsuits and legal judgments.

However, virtually all the managers of existing rail-trails dismiss the liability problem as negligible. Since most rail-trails are owned or operated by a public entity such as a county park and recreation agency or a state department of natural resources, the risks associated with the trail are folded into the overall insurance policy of the county or the state. When asked, most trail managers are not even able to identify what percentage of their insurance premium is due to the trail.

Liability is also a concern among landowners. They fear that a trail user will wander onto their property and injure themselves, and then hold the landowner liable. Fortunately, landowner liability relating to rail-trails has not been much of a problem, primarily because recreational use statutes are on the books in 49 states (all except Alaska and the District of Columbia). Under these statutes, no landowner is liable for recreation injuries resulting from mere carelessness. To recover damages, an injured person would need to prove that a landowner engaged in willful and wanton misconduct. Most landowners are unfamiliar with protection they receive under the recreational use statute, which does not apply if a fee is charged for access to a landowner's property.

Trails should be properly and safely designed. Bridges need adequate planking and standard-height railings, tunnels need protection from rock falls and trestles need certifications of safety. Within the spectrum of public facilities, trails are quite safe—often less risky than roads and safer than swimming pools, beaches and children's playgrounds.

However, some rail-trail groups have been negatively affected by the insurance crisis. One citizen group was effectively put out of business by a huge legal judgment (but the trail continues to be managed by the county). Another was forced to turn over its lease to the county, although the private group is retained as a consultant and functions as the trail's advocate. But these are isolated instances. In general, insurance amounts only to another budgeted cost in the development and maintenance of the trail—a cost that most communities realize is a small price to pay in return for an excellent community facility.

## APPENDIX J

### *New Study Offers More Great News about Economic Benefits*

The news about the economic benefits of rail-trails seems to keep getting better, with the latest study in Maryland showing a 20-mile trail generating more than \$3 million in economic activity.

*Analysis of Economic Impacts of the Northern Central Rail Trail*, released by the Maryland Department of Natural Resources, shows that the trail's direct economic input to the State of Maryland via tax revenues alone is \$303,750 and that the value of goods purchased because of the Northern Central Rail Trail is nearly \$3.4 million. The Baltimore County trail, which has an annual trail operating budget of \$191,893, supports an estimated 264 jobs statewide.

The study also shows that the popular trail has a loyal following. Of those surveyed during the study, 95 percent view the Northern Central as an asset to their community and 80 percent use the trail at least once a week. And, the trail's use has grown at a whopping 53 percent a year. When the trail opened in 1984, fewer than 10,000 visitors used the Northern Central; in 1993, more than 450,000 people used the trail.

*Copies of the study are available for \$10 each from the Maryland Greenways Commission, Tawes State Office Building, 580 Taylor Avenue, Annapolis, MD 21401, or by calling 410-974-3589.*



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