(Published in the Topeka Metro News ________ April 1, 2001 ________)

SHAWNEE COUNTY RESOLUTION NO. 2001-33

CITY OF TOPEKA ORDINANCE NO. 17662

A JOINT SHAWNEE COUNTY RESOLUTION AND CITY OF TOPEKA ORDINANCE
introduced by Mayor Joan Wagnon pertaining to an amendment to the text
and maps of the Topeka-Shawnee County Comprehensive Metropolitan
Plan, adopting an amended Regional Trails and Greenways Plan and
repealing City of Topeka Ordinance No. 17654.

BE IT RESOLVED by the Board of County Commissioners of the County of
Shawnee, Kansas, on this ___ day of ___ April ___, 2001.

BE IT ORDAINED by the Council of the City of Topeka, Kansas, on this ___ 20th___
day of ___ March ___, 2001;

Section 1. Chapter 5, Part D, of the Topeka-Shawnee County Comprehensive
Metropolitan Plan recognizes the need for greenways and linear parks in the region.
Chapter 2, Section 6, of the Topeka-Shawnee County Transportation Plan recognizes the
need for a regional trail system and the need to provide facilities for bicycle and pedestrian
transportation.

Section 2. The Topeka-Shawnee County Regional Trails and Greenways Plan
as amended, a copy of which is attached hereto and incorporated by reference as if fully
set forth herein, provides long-range guidance for the future growth and development of
the region's greenway and trail systems. The Trails and Greenways Plan is Part 1 of the
Parks and Open Space Element of the Comprehensive Metropolitan Plan. This Trails and
Greenways Plan is closely coordinated with the Topeka-Shawnee County Transportation
Plan which also addresses pedestrian and bicycle transportation issues and sets policy for
these forms on nonmotorized transport.
Section 3. The Topeka-Shawnee County Comprehensive Metropolitan Plan is hereby amended by the addition of the amended Topeka Shawnee County Regional Trails and Greenways Plan as Part 1 of the Parks and Open Space Element.

Section 4. City of Topeka Ordinance No. 17654 is hereby specifically repealed.

Section 5. This resolution/ordinance shall take effect and be in force from and after its passage, approval and publication in the official City and County newspaper.

PASSED and APPROVED by the Board of County Commissioners, Shawnee County, Kansas 

APR - 5 2001

BOARD OF COUNTY COMMISSIONERS
Shawnee County, Kansas

Vic Miller, Chairman
Meric Kane, Vice Chair

ATTEST:

Cynthia Beck, County Clerk

Ted Ensley, Member

PASSED and APPROVED by the City Council March 20, 2001

Joan Wagnon, Mayor

ATTEST:

Iris E. Walker, City Clerk

APPROVED AS TO FORM AND LEGALITY
DATE 3/16/2001 BY 2C2
TO BE CODIFIED 
NOT TO BE CODIFIED 

LMORD\TRAILS&GREENWAY
03/06/01

2
Topeka-Shawnee County Regional Trails and Greenways Plan

The Topeka-Shawnee County Regional Trails and Greenways Plan is Part 1 of the Parks and Open Space Element of the Topeka-Shawnee County Comprehensive Metropolitan Plan 2025

Prepared by:

Topeka-Shawnee County Metropolitan Planning Department/Topeka-Shawnee County Metropolitan Planning Organization in cooperation with,

City of Topeka Parks & Recreation Department and
Shawnee County Parks & Recreation Department

November 2000

Adopted: Topeka-Shawnee County Metropolitan Planning Commission/MPO, November 27, 2000
Adopted: Topeka City Council, February 20, 2001
Revised and Adopted: Shawnee County Board of Commissioners, March 1, 2001
Adopted as Revised: Topeka City Council, March 20, 2001
Revised:
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John Arnold, Chief Administrative Officer

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John Acalal – City Council District #2
James McClinton – City Council District #3
Betty Marie Dunn – City Council District #4
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Clark Duffy – City Council District #6
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Topeka-Shawnee County Regional Trails and Greenways Plan

Introduction

Across America, people’s zeal for trails and greenways is growing. Why? The key attribute in trails and greenways is in providing linkages. Trails are popular because they are different from other transportation and recreational opportunities. Trails take people somewhere. Greenways are popular because they link natural areas and open spaces to where people live and work.

Trails and greenways are often places where people can experience a bit of nature in the midst of an intensely built-up urban area. Many trails and greenways combine with other features, such as a riverfront or mountain, to create a “sense of place” for an area and to distinguish one urban area from another. All of these factors and more have made trail and greenway projects popular over the last two decades.

Trails are more than a means to get from place to place. Trails provide linkages between open space areas and provide public access to open spaces. In many instances, trails and greenways serve as linear areas of open space. Trails take users through a variety of environments, from forests, wetlands, river and lake shorelines, farms, shopping areas, residential areas, and even industrial areas. Trails also bring people into closer contact with nature, history, culture, and geography.

Greenways preserve ribbons of green densely vegetated areas often featuring native plants that provide unique wildlife habitats in the middle of town. Greenway development is a traditional and proven tool for managing our natural and cultural resources. Greenways can also be designed to slow stormwater runoff, reduce erosion, and improve water quality. By linking open spaces with natural corridors, greenways provide ecological, economic, and recreational benefits to a local community.

What are Trails and Greenways?

Trails
A generic term used to denote a route designed to be used by non-motorized forms of transportation and recreation. Trail users may include pedestrians, skaters, bicyclists and equestrians. This type of facility can be paved or unpaved. Trail users can vary from trail to trail depending on the design and construction of the trail.

Greenways
A generic term used for a wide variety of linear open spaces that provide connections and foster movement of some sort. Greenways can range in scope from areas left in a pristine natural state that provide routes for wildlife movements to landscaped linear urban parks that include shared use paths for bicyclists and pedestrians. A greenway can include a trail but does not have to.
Why Do We Need Trails and Greenways?

Quality of Life and Image Benefits
Trails and greenways enhance a community’s quality of life. Trails promote health and fitness by providing an enjoyable and safe place for walking, cycling, horseback riding, and other activities removed from the hazards of motor vehicles. Trails and greenways contribute to economic vitality and greater tourism. Trails and greenways educate people of all ages about the value and importance of the natural environment. Trails offer an alternative travel mode choice to motorized vehicles by connecting homes with schools, offices, shopping areas, and by contributing to a healthier environment, with cleaner air and less traffic. A trail system can also contribute significantly to a region’s positive first impression presented to visitors and potential investors.

Aesthetic and Land Use Benefits
Trails provide a wide range of benefits to trail users, local landowners, and local communities since they are multiple use, multiple benefit resources. Residents and visitors alike enjoy the aesthetic beauty and protected open space of trail corridors, while local communities receive benefits from tourism generated business and increased community pride.

Trail corridors can also be used to provide buffers between different land use districts, such as a light industrial use district on one side of a trail corridor and a residential district on the other. Having different types of uses along a trail corridor can make travel along the trail more interesting and reinforce the need for the trail to not only act as a travelway, but also as a buffer zone. Trail corridors can also improve the aesthetics of the edge of a district, such as an industrial district, that has not historically been associated with good looking development; and trails can help establish a smooth transition from a zone, such as a residential district, where aesthetic factors are important to a district where they may be less valued. Since many trails follow creeks, rivers, and railroads this aesthetic buffering role of trail corridors is often a welcomed aspect of trail system development in metropolitan areas.

Economic Benefits
Trails and greenways provide economic benefits. They can create jobs, enhance property values, expand local business and promote our community. Quality of life is an important factor in making business location decisions. Sites adjacent to trails can be more attractive to prospective tenants. Active well-maintained trail corridors can send a strong signal to prospective investors that a region is vibrant and populated by people that take pride in their region. Trails also portray a positive image of a community. Trails can help a community make a statement that it is concerned about quality in its built environment and that it wants to attract and retain high quality businesses. A region that presents this positive image is more likely to attract economic development, and a good trail system can help do that.
Recreation Benefits
Trails provide easily accessible and low cost outdoor recreation for an incredibly diverse
group of people. Walking, running, pushing a stroller, roller blading, bicycling, horseback
riding, bird watching, or studying nature are just a few of the things that can be done
along trail corridors. Trails often become locations where all age groups and social
classes interact socially and develop a common interest – enjoyment and protection of the
trail system.

Transportation Benefits
Trails provide safe, alternative transportation routes between work places, parks,
residential areas, shopping centers and schools. Unlike some modes of transportation,
trails are available to everyone, including children, seniors, and persons with disabilities.
Bicycling and walking require less space than motor vehicles, thus increased use of non-
motorized travel helps decrease roadway congestion and the space needed for
motorized transportation facilities. The development of a regional trail system that is
coordinated with the roadway and transit systems can enhance the entire regional
transportation system and provide many choices for mobility. Although the automobile
may be the only feasible mode choice for many longer trips in our region, the
development of a well connected regional trail system can provide a good nonmotorized
option for many of the shorter trips (≤ 3 miles) made by residents of our metropolitan
area.

Environmental Benefits
Increased use of trails and the availability of open space provide a significant
opportunity to help our environment. One of the greatest environmental benefits of
bicycling and walking is the decreased use of fossil fuels of which we have become so
dependent. This is a critical factor in many metropolitan areas that do not meet Federal
air quality standards. Although the Topeka Area is currently an attainment area for air
quality standards, it is still important to encourage non-motorized travel where possible so
that our region can more easily maintain our clean air quality.

Another environmental benefit from trails is that many trail corridors can be used to re-
establish places for stormwater management projects that can reduce erosion and river
siting as well as establishing urban wetlands that can help improve water quality. Trail
corridors can also discourage the illegal dumping that threatens the environment.

Wildlife Protection Benefits
Trails and open spaces provide the opportunities to protect habitat and wildlife while
providing a means for people to observe and learn about these species. Trail corridors
can also serve to maintain and/or re-establish wildlife habitat connectivity and by doing
so preserve the variety of wildlife in the urbanized parts of the region.

Heritage Awareness and Cultural Preservation Benefits
Trails provide ways to observe and protect our heritage. Trails give us the opportunity to
protect and preserve lands and buildings of historic and cultural interest which link us to
our past. Since much of our history was based on pedestrian, horse trail, and railroad
travel many trail corridors can serve to retain the paths used by historic figures and/or
pathways of historic significance in the region. Many times a trail will more closely follow
these historic paths than a nearby highway. Trail corridors can also be developed around
a historic theme, such as the Underground Railroad or the Westward Migration. Therefore, trail corridors can be both thematic and interpretive historical assets.

**Health and Physical Fitness Benefits**

Increased levels of trail use can result in significant benefits in terms of health and physical fitness, not only in the individual, but also for the community as a whole. Activities that build strength, endurance, balance, and flexibility have been shown to protect against injury and disability. A healthy population is typically a positive attribute for a region’s economy and quality of life.

**Land Use Planning and Street Design Benefits**

Trail systems can provide welcomed connections in and between neighborhoods so that people can easily walk or bicycle around their part of town instead of always having to jump in the car to make even short trips. The ability to easily make short trips (<3 miles) via a trail system instead of a motorized vehicle dominated road system can have tremendous impacts on neighborhood design and street network design. Trail systems can encourage some people to use their car less, buy fewer cars per household, and most importantly not assume that every trip must be taken by car.

Trail systems can also encourage the use of Traditional Neighborhood Development (TND) principles in redevelopment and newly developed areas. TND encourages the construction of houses without garage doors on the front façade (garages are hidden around back or on the side), and TND encourages the use of features that increase the “walkability” of neighborhoods.

Trails can have significant impacts on both land use and transportation system planning. Trails can help make land uses more enjoyable for residents in the area by providing aesthetically pleasing connections. Trails can help reduce public maintenance costs for streets by discouraging the overbuilding of local streets to standards desired to accommodate auto dependency rather than necessary property access and mobility.
Vision and Purpose Statement for the Regional Trails and Greenways Plan

Vision Statement

The vision of the future trails and greenways system in the Topeka-Shawnee County Region is that all Topekans live within one mile of a trail or greenway and that all residents of Shawnee County live within a 15 minute drive of a trail or greenway, and that all residents of the region use trails and greenways for mobility and for recreation. The Topeka-Shawnee County Metropolitan Area should have a regional trails and greenways system that is convenient and practical to use for both transportation and recreation, and that significantly improves both the transportation and recreation experiences of area residents.

Purpose Statement for the Regional Trails and Greenways Plan

It is the policy of the Topeka-Shawnee County Region to use design, funding, and scheduling guidelines to direct the creation of a series of trails linked to one another and to public parkland and recreational facilities, historical sites, and various neighborhoods throughout the region, in order to create a nonmotorized transportation network and recreational trails network throughout Topeka and Shawnee County.

Things Provided by the Regional Trails and Greenways Plan

The proposed trail and greenway links discussed in this Plan (text and map) and this Plan document itself will provide, but are not limited to, the following:

- Alternative transportation network
- Recreational choices featuring the use of trails and greenways
- Landscaped corridors
- Access to natural areas and historic sites
- Ties to open space recreational areas both inside Topeka and outside of the corporate boundaries of Topeka in adjacent communities and the unincorporated areas of Shawnee County.
- Time line for the development of trails in the region

The recreational uses provided by the trail linkages will focus on an extensive system of hike/bike trails that are joined with one another and to existing and proposed public parklands and facilities. The trails will be along natural drainageways, the flood dike system, abandoned rail beds, and existing roadways. Landscaping enhancements of open spaces along the trail corridors will, where feasible, be provided in conjunction with the development of the hike/bike trails.

A key benefit of the Plan is that City and County parkland, residential, and employment areas will be joined with one another, and with other public uses such as schools, Monroe School Historic Site, the Historic Ritchie House, Cedar Crest, State Historical Museum, the Great Overland Station and the Expocentre. The trails also integrate and help preserve natural areas such as the Warren Nature Area (east of Felker Park), the Kansas River, and the Shunganunga Creek.
Development Process for Trails and Greenways

The Trails and Greenways Plan will be used by the City Council, County Commission, and Metro Planning Commission in their review of all manner of site development proposals and capital improvements programming. This plan and its trail development guidelines will also assist in the zoning and platting process by helping to direct future land use planning in trail and greenway corridors.

The Trails and Greenways Plan will be reviewed annually thereafter to ensure that the Plan continues to reflect current City and County policy. Together, the Trails and Greenways Plan and the trail development guidelines will comprise a major part of the Parks and Open Space Element of the Comprehensive Metropolitan Plan, but it will also be used in conjunction with other parts of the Comprehensive Plan and local policy guides (e.g., Transportation Element, Land Use Element) in directing land development in the Topeka-Shawnee County Region.

Land Dedications for Trails and Greenways

The means for bringing about the proposed Trails and Greenways Plan is dependent upon landowners/developers, the Federal Government, the State of Kansas, Shawnee County, and the City of Topeka. The affected landowners/developers along the proposed trail routes will be encouraged to dedicate a permanent easement or fee simple title for the linkages as depicted on the Trail System Map. The City and County may also use other means to obtain trail right-of-way as needed. The City and County commitments are to prepare the necessary general concept planning and the individual site plans, install the landscaping, build the hike/bike trails, and maintain the trails and landscape easements once they are completed.

General Steps for Trails and Greenways Development

The general steps taken in acquiring, building and maintaining individual segments of the Regional Trail System are as follows:

1. Area shown for a trail linkage is identified and incorporated into the site planning for a preliminary plat, preliminary plan, rezoning or special use permit proposal.

2. The land identified on a preliminary site plan is dedicated to the City or County as a permanent easement or by fee simple title at the time of final plat or final development plan approval.

3. The City and/or County prepares the landscaping plan for the trail and/or greenway area.

4. The City and/or County designs and builds all hike/bike trails along the preserved corridor, and makes such improvements as required in accordance with the site's landscaping plans.

5. Once the trail is built, the City or County maintains all trail and landscape easements in the trail/greenway corridor.
Corporate and Volunteer Involvement in Trail Development

The partnerships created by corporate and volunteer involvement in trail development can enhance the trail development process by helping to raise funds, organizing volunteer labor and providing grass roots support for projects. As an example, Western Resources Green Team has shown an interest in helping with the Freedom Pathway and Landon Trail developments. As more trail mileage is developed in the region it is hoped that several groups will become interested in trails. This interest in trails may lead to an “Adopt a Trail” program in the region by which interested groups can agree to help local governments with the maintenance of specific trail segments.

Implementation Strategies

As discussed earlier, dedication of trail easements by private land developers will be encouraged as one way to develop the regional trails system. Another effective implementation tool is rail banking. As particular rail lines go off-line in the future, the opportunity could arise for the City and/or County to enter into agreements to use the abandoned rail beds. The Landon Trail is a prime example of this. Another implementation strategy would be to develop a policy by which the City and/or County would obtain trail easements at the same time as sewer easements are being secured. Joint easements that are wide enough to accommodate both sewer line installation and trail development may be used in the future. Finally, another strategy is the use of levee land or other public lands for trails.

Special Implementation Issues

Selected trail corridors using levee land or other public lands will need use agreements between the local government operating the trail (e.g. City of Topeka or Shawnee County) and the landowner/manager (e.g. US Army Corps of Engineers). Intergovernmental agreements may be needed for some trails and greenways. Selected trail segments using land controlled by railroads, crossing railroad rights-of-ways and/or near railroad traffic will also need to be developed in a coordinated fashion with railroad officials. Likewise, trail segments within or crossing highway rights-of-ways will have to be developed in coordination with Kansas Department of Transportation (KDOT) and/or other highway officials.

School/Trail Connections

Special consideration needs to be given to the location of trails in relation to schools in the region. Trails located in close proximity to schools provide an alternative transportation option by which children can safely bike or walk to school. Trail connections to schools also help reduce the number of car trips taken each day to transport children to and from school. All school/trail connections (e.g. crosswalks, etc.) should be designed for safety first, be intuitive for the children to use properly, and be easy to use. Special care needs to be taken to design trails near schools so that these trails can be used to encourage children to learn safe cycling practices and trail etiquette. Additional signage to inform children of these trail use rules may be appropriate in school vicinities. Trail segments near schools may be used in the future for bicycle safety and trail use education activities.
Trail Development Guidelines and Standards

Regional Trail System Map

The Trail System Map is a graphic display of the overall layout, individual locations, and types of designated trail linkages overlaid on a map of the Topeka-Shawnee County Region. The following map depicts the planned regional trails system, and this map sets the policy for trail locations in the region. Amendments to this map may be made without amending the text of this plan document.

Types of Trails

Concrete trails do exist in the region, such as the ones that currently make up the Shunga Trail. These existing trails are 8' wide concrete construction. The new standards require 10' minimum trail width. These trails are fully accessible and new sections will be designed to meet current Americans with Disabilities Act (ADA) Standards. Expected types of users: walkers, joggers, bicyclists, wheelchair users, and rollerbladers. This type of trail construction shall be used in parts of the region where nearby residential densities are at 4 dwelling units/acre or higher, where trail use is expected to be heavy, where the operation of graders or other heavy equipment needed for trail maintenance will be difficult, or where engineering factors indicate a need for a concrete surface. Other hard surfaces may also be used if the project engineer approves it.

Loose material trails are trails made up of limestone screening, gravel, asphalt milling, fly ash mixtures, and/or other loose materials that are typically spread and compacted on the trail. These trails shall also be 10' wide. Expected types of users: walkers, joggers, and bicyclists. Grades and access shall meet the ADA standards. This type of trail may be used on levee locations and in locations outside the urban core of the region where nearby residential densities are lower than 4 dwelling units/acre. Surfaces on these trails should be engineered to accommodate road bicycles with thin tires and wheelchairs under most weather conditions. These trails should be designed to be passable by walkers and mountain bike cyclists even in wet weather conditions.

Equestrian trails are planned to run parallel with selected hike/bike trails in designated areas. These equestrian trails will be constructed with much and dirt materials and designed for equestrian clearances. These equestrian trails may share some structures (e.g. bridges, roadway crossings) with nearby hike/bike trails.

Hiking/Walking Trails are trails that are primarily designed to accommodate pedestrian traffic but do not meet AASHTO shared use path standards necessary to officially designate them for bicycle use. Enhanced sidewalks may be developed as walking trail corridors in urban areas.

Shared Use Pathways are trails that meet the AASHTO standards for pathways designed and built for pedestrian and bicyclist use. These facilities are commonly referred to as bike paths.
Topeka-Shawnee County Regional Trail System Map of Potential and Existing Trails

<table>
<thead>
<tr>
<th>Trails</th>
<th>Approx. Miles</th>
</tr>
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<tbody>
<tr>
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<tr>
<td>Freedom</td>
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<td>KAW Reserve</td>
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<tr>
<td>Landon</td>
<td>3.70</td>
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<tr>
<td>Oregon</td>
<td>6.70</td>
</tr>
<tr>
<td>Potential Trails</td>
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<tr>
<td>Shunga</td>
<td>17.49</td>
</tr>
<tr>
<td>Soldier</td>
<td>4.61</td>
</tr>
<tr>
<td>Washburn Lane</td>
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<td>Washburn Lane ext.1</td>
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<tr>
<td>Washburn Lane ext.2</td>
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</tr>
<tr>
<td>Lake Shawnee</td>
<td>7.22</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>188.41</strong></td>
</tr>
</tbody>
</table>

*As of 8-31-00 existing and/or improved trails consisted of approx. 4.5 miles of the Shunga Trail, between Topeka Blvd. and Fairlawn Rd.; approximately 1.44 miles on the north and south ends of Lake Shawnee; about .6 miles of the Landon Trail between 15th and 20th streets; and about .91 miles of Shunga Trail between Oakland, Billiard and Santa-Fe Parks.
Bicycle Facility Standards and Trails

All trails that are noted for bicycle use and shown in this plan will be designed to meet the design standards set forth in the latest edition of the Guide for the Development of Bicycle Facilities published by the American Association of State Highway and Transportation Officials (AASHTO). KDOT and local governments use these AASHTO standards for bikeway projects funded by Federal programs. Trails that do not meet these standards will not be officially designated as bicycle use facilities. However, trails that do not meet these AASHTO standards may exist and be designated for pedestrian and/or equestrian use.

Trail Use Guidelines

The shared use of trails, utility corridors, abandoned rail lines, and other suitable routes by hikers, equestrians, bicyclists, and other non-motorized trail users is encouraged to the extent that public safety, environmental impacts, land management and ownership constraints, and user conflicts do not present overriding concerns. Environmental impact and public safety conditions on trails are affected by all trail use modes and are considered manageable situations. Education to reduce user conflict should promote trail ethics of courtesy and environmental responsibility.

Trail use problems should be resolved through planning and a management process that:
1) evaluates specific factors relating to safety, environmental impact, management constraints, and user conflicts
2) involves the public
3) mitigates adverse conditions or situations

Use prohibitions should be considered only as last resort when problems are found to be directly related to those uses.

Trail User Involvement in Management Issues

It is recognized that all forms of trail use result in some amount of trail degradation. Design and maintenance are important to effective trail management. Trail users must be involved in the development and maintenance of trails. Partnerships for trail design, development, and maintenance should be created. Activities that foster those partnerships may include, but are not limited to, the review of trail development plans by local trail interest groups, the creation of an “Adopt - A - Trail Program”, and support from various local groups for local government applications for discretionary funding for trail development.

Trail Etiquette and Safety

It’s easy to take for granted the clean and beautiful trails. Although no one likes rules, all trail users must follow certain guidelines to ensure the continued maintenance of trails and to exhibit respect for nature and each other. The following guidelines should be followed when using the trails.
In general
- Obey all trail-use rules posted at trailheads.
- Stay to the right except when passing.
- Pass slower traffic on their left; yield to oncoming traffic when passing.
- Give a clear warning signal when passing; for example, call out, “passing on your left”.
- Always look ahead and behind when passing.
- Travel at a reasonable speed.
- Keep pets on a leash and keep pets from depositing urine or feces on or directly adjacent to the trail riding surface.
- Move off the trail surface when stopped to allow others to pass.
- Yield to other trail-users when entering and crossing the trail.

Stay on the trail
Respect the property of the landowners adjacent to trail boundaries and the vegetation that grows there.

Do not litter
Trail users should carry all trash with them, if it is brought in, it should be brought out. If users see litter along the way, they should take a moment to pick it up, leaving the trail a nicer place than when they found it.

Respect wildlife
Do not harass any wild animals or remove any plants from the trail area.

Safety
It is the trail user’s responsibility to ensure his or her own safety and exercise caution while using trails. This includes knowing the limits of their own abilities and wearing a helmet when bicycling and following the rules specific to the trail they are on.

By design, trails accommodate a variety of trail users. While this is generally one of the many benefits of trails, it also can lead to occasional conflicts among trail users. Everyone should take responsibility to ensure trail safety by following a few simple trail etiquette guidelines. One of the most basic etiquette rules is, “Wheels yield to heels.” Generally, this means that trail users need to warn other users (to whom they are yielding) of their presence. If, as a bicyclist, a user fails to warn a walker that he or she is about to pass, the walker could step in front causing an accident that could have been prevented. Similarly, it is best to slow down and warn an equestrian when a trail user is about to pass. A horse can be startled by bicyclists making sudden movements or doing something unexpected, so it is important to make verbal contact with the rider and be sure it is safe to pass.

Bicyclists should also realize that trails with a variety of users are not built and operated to be high-speed freeways for cyclists. Moderate bicycle speed and interaction with
slower forms of traffic are common on trails. High speed bicycle movements are more appropriate on bike lanes in arterial roads than on trails that accommodate both wheeled and heeled traffic.

**Conflict Resolution**

Speed and surprise are important factors contributing to perceived trail user conflicts. Frequently, solutions to conflicts that address the differential in speed of trail use modes can be instrumental in resolving conflicts between trail users. Other factors contributing to trail use conflict can include:

- Overcrowding
- Unrealistic user expectations, such as exclusive use
- Poor trail design and/or maintenance
- Poor signage or no signage
- Lack of communication
- Agency management policies

Improved communication among all trail users and with land managers can help resolve many perceived conflicts. Trail users have a responsibility to educate themselves regarding trail etiquette and agency regulations as well as having sensitivity toward the needs and expectations of other trail users. Trail managers should assist the education process through personal contact, signs, informative printed materials, and use of the media.

Trail managers and users should encourage commercial providers of trail-related equipment and services to take additional action to educate their customers about responsible, ethical, and courteous trail use. Those commercial providers already involved in such programs should be recognized and encouraged to continue such policies.

**Planning Process for Trails and Greenways**

Government agencies and trail users should work together on planning for trails. Every effort should be made by agencies to involve all types of trail users when developing trail master plans or specific trail plans. Trail users need to make the effort to become aware of this planning process. Specific trail planning should evaluate the trail’s capability to accommodate various trail use modes and should identify trail management objectives that are appropriate to the trail’s condition and potential. Trails should be developed for all trail users through the process of evaluation, public involvement, and mitigation.

The trail system planning process should strive to create a trail system that has connectivity between different trails and between trails and other transportation facilities. This connectivity is needed in order for the regional trails system to enhance mobility for the region’s residents.

The trails planning process should include design and engineering elements that optimize the recreation experience for trail users, minimize maintenance requirements, eliminate potential obstacles when possible, and provide a network of interconnected trails with
sufficient signage to lead users on an enjoyable and informative journey. Trail planning and design should incorporate practices for developing trails that are less vulnerable to damage by specific trail use modes. Trail planning should also incorporate Crime Prevention Through Environmental Design (CPTED) principles and facility designs that incorporate vandal resistant features. These items will help reduce inappropriate behavior in trail corridors and keep maintenance costs low.

**Education and Enforcement of Trail and Greenway Rules**

Education should be used to assist in resolving user conflicts by helping trail users and land managers better understand each other. Education can reduce environmental impacts by stressing the importance of proper use and care of the trail to avoid damage. Finally, education can increase public safety by stressing the use of safety equipment, encouraging proper trip planning and preparation, identifying recommended routes and closed areas, and defining trail ethics.

Even with comprehensive educational efforts, there are some individuals, regardless of travel mode, who will bend or break rules. Effective rule enforcement and appropriate penalties must supplement even the best educational programs. The City of Topeka Police Department has a bike patrol as part of its service to the citizens of Topeka. Local police officials must be prepared to write tickets to bicyclists and pedestrians who disregard traffic and other rules on the streets, as well as on the trails in the region.

**Relationship and Connectivity of Trails and Greenways to Bikeways and Transit Routes in the Region**

In order to create a regional system of facilities that accommodates nonmotorized travel and provides the benefits of that travel to our region’s residents, the trails and greenways in the region need to be a part of a larger regional mobility system. The connections between trails to bike routes and bike lanes is one way in which the mobility system and the regional greenways/linear park system can effectively interact to both increase mobility options for people and provide people with access to greenways and natural/scenic areas in the region. Some of the trails in the region will be designed and built to serve as shared use pathways (bike paths) in the mobility system and those trails should become part of the regional bikeway system as that system develops. Other trails may not meet AASHTO bikeway standards but still be well-built walking paths that can provide greater pedestrian mobility. The trails not built to AASHTO standards should not be designated as bikeways, but they still may have an important role in the regional system of nonmotorized transportation facilities. Currently, there are no bike lane-trail connections in the region.

It is also possible that sometime in the future the Topeka Area will have transit services that are compatible with bicycle travel and the connections between trails and transit routes will become locations for intermodal travel. Bike racks have been mounted on the front of buses in some metropolitan areas and bike-bus commutes have been accommodated.

The main thing to understand is that since the trails in the region will increase the mobility choices for the area’s residents, the connections of trails to other transportation facilities
needs to be considered both when developing trails and when developing the other transportation systems. The most likely situation in which the regional trails will first interact in a meaningful way with other transportation facilities is the connection between signed shared roadways (bike routes) on local streets to nearby trails. This will facilitate the use of the trail by people living in adjacent neighborhoods and facilitate nonmotorized travel as well as recreation. The location of the bike routes will likely be influenced by the location of the trails, and these different types of facilities will reinforce the utility of each other. It is also likely that as the trail system and bikeway systems develop the region will have several locations where bike lanes on major collector and arterial roads connect to trails. These connections may also have transit routes running on those streets so the points where all of these forms of transportation come together could potentially become major transfer points for nonmotorized and alternative travel modes. All of these existing and potential connections need to be considered when planning and designing any of these facilities. Currently, there are no connections between bikeways, trails, and transit routes. However, there are many locations in the region that have this potential and may have those connections in the future as the trail and bikeway systems in the region develop.

Parts of the trails system will also become part of the bikeway system in the transportation-planning program. In other words, some trails will also be bikeways and vice versa. Both trails and bikeways need to be coordinated with the development of the regional roadway and transit route systems. All of the various transportation facilities and services need to be coordinated on a regional scale and in some instances on a state level too. This can be better accomplished by having all of those transportation facilities and services develop as part of the Comprehensive Metropolitan Plan for our region, and that is why both the trails and bikeways are included in elements of our region’s comprehensive plan. A series of studies to address bikeway system planning for our region and bikeway-trail relationships will be undertaken in the near future. This effort will lead to the future adoption of a regional bikeway system plan as part of the regional transportation planning process.

**Kansas River Crossings for Trails**

There are currently three bridges near Downtown Topeka that have pedestrian walkways on one side of the bridge. These are the Sardou Bridge, the Kansas Avenue Bridge, and the Topeka Boulevard Bridge. Historically, the Topeka Boulevard Bridge had walkways on both sides and stairway towers that allowed pedestrian traffic to travel from one riverbank to the other, but those towers have now been closed to pedestrian traffic. Pedestrians must now access this bridge at its ends at 2nd Street and Norris Street. This makes it a rather long walk to use this bridge to cross the river on foot. This also makes it difficult to use this bridge to connect trails that run along the levee tops.

Access and trail connections are similarly cumbersome at the Sardou and Kansas Avenue Bridges. Unfortunately, none of these three bridges are ideal for trail crossings of the Kansas River. However, these are the only facilities that now allow pedestrians to cross the river. The pedestrian sidewalks on these bridges do not meet AASHTO standards for a shared use path (bike path), but some bicycle traffic has been observed using these bridge sidewalks. For the short-term these bridge sidewalks will need to serve as trail connections across the river.
The Topeka Boulevard Bridge has a limited and foreseeable life span, and it is now in its final stage of usable life. It is anticipated that this bridge, which was originally built in 1933, will need to be replaced within the next twenty years. At the time this is done the new bridge should be designed to include a trail connection across the river. Another idea that has been raised is that a pedestrian/bikeway bridge should be built on the Kansas Avenue alignment to better connect the Great Overland Station and KAW Reserve Trail to Downtown Topeka. If this new bridge for nonmotorized traffic were built then it too would serve as a major river crossing on the trail system. The conversion of the Santa Fe Railroad Bridge to a trail bridge has also been mentioned as a possibility, but to date no formal discussions between the City and the Railroad have taken place.

There are several options for providing trail river crossings in Topeka, but all of them are quite expensive. In order to minimize cost and the number of structures put in the river, it may be best to place a trail crossing on an existing bridge or new replacement bridge. It may be prudent to do this when the Topeka Boulevard Bridge is replaced. On the other hand, the construction of a separate pedestrian/bikeway bridge that puts foot and pedal traffic closer to the water also has appeal and would connect well to trails and compliment riverfront park development. There is also the option of designing a trail bridge that hangs on the same towers as a highway bridge but is lower and closer to the water. The trail bridge could hang below the highway bridge on the same alignment.

It is now unclear what specific trail bridges in our region will be built in the future. A new trail bridge as part of replacing the aging Topeka Boulevard Bridge appears to be sensible, but it is not the only option. In the near-term trail users will have to use existing sidewalks on the existing three bridges near Downtown Topeka to switch from the Shunga, KAW Reserve and Oregon Trails.
Current Status of Trail System Development in the Region

The current inventory of trails in the region consists of a few miles of official trail segments operated and maintained by the region’s local governments. Other trail segments have been identified and legally exist as rights-of-way but have not been improved. The list below shows the existing (as of August 31, 2000) trail network in the region and the status of each trail segment.

<table>
<thead>
<tr>
<th>Trail Name</th>
<th>Location</th>
<th>Owner/Operator</th>
<th>Surface Type</th>
<th>Surface Width</th>
<th>Length (Approximate)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shunga</td>
<td>Fairlawn to Topeka Blvd.</td>
<td>City of Topeka</td>
<td>Concrete</td>
<td>8'</td>
<td>4.5 miles</td>
</tr>
<tr>
<td>Shunga</td>
<td>Santa Fe Park to Oakland Billard Park</td>
<td>City of Topeka</td>
<td>Concrete</td>
<td>8'</td>
<td>.9 miles</td>
</tr>
<tr>
<td>Lake Shawnee</td>
<td>South end of lake</td>
<td>Shawnee County</td>
<td>Concrete/Loose material with edging</td>
<td>8-10'</td>
<td>.75 miles</td>
</tr>
<tr>
<td>Lake Shawnee</td>
<td>On top of the dam</td>
<td>Shawnee County</td>
<td>Rock</td>
<td>8-10'</td>
<td>.5 miles</td>
</tr>
<tr>
<td>Landon</td>
<td>15th Street to Shunga Creek</td>
<td>City of Topeka</td>
<td>Graded RR bed</td>
<td>10' +</td>
<td>.6 miles</td>
</tr>
</tbody>
</table>

The following section portrays the short-term recommended development plan for trail system development in the region. This recommended development plan is a guide only and can be modified through the annual adoption of local capital improvement programs, the regional transportation improvement program and other budget documents.

The Shunga Trail

Location

Topeka Boulevard (by the Expocentre) east along the north side of the Shunganunga Creek to the Kansas River then back to Oakland Billard Park via the dike system. Currently this trail runs 4.6 miles from SW Fairlawn to the Expocentre, and .9 miles from Santa Fe Park to Oakland Billard Park.

Length
Planned completion length is 16 miles.

Design Factors
The next phase of this trail should be constructed in 2001 and consist of a concrete trail from the Expocentre to the Landon Trail. The next phase after that will extend the concrete trail further east to Ripley Park. At that point the trail could change surface type and be constructed with asphalt millings, fly ash or limestone screenings or a combination of these materials. All of the levee system east along the Shunganunga Creek from Ripley Park to the Oakland Billard Park could be paved with this type of material at a considerable cost savings over concrete. This portion of the trail system would likely have less traffic than the portions of the trail closer to Downtown Topeka. The region currently has $139,000 of City funds in the FY 2000 CIP for the next phase and Topeka received a Transportation Equity Act for the 21st Century (TEA-21) Enhancement award for $416,000 in Federal Funds. This funding will construct this trail through a difficult portion of constrained right-of-way just east of the Expocenter. This next eastward extension of the trail will include undercrosings of both Topeka Boulevard and Kansas Avenue.

This trail is also designed to connect to pedestrian facilities, such as the Swygart Street Pedestrian Bridge, which connects Oakland and East Topeka and facilitates student access to Scott Magnet School. This pedestrian bridge is now being designed for replacement and upgrades to pathway standards compatible with its connection to the Shunga Trail. Once that is done this pedestrian bridge (that will probably be relocated to the Market Street alignment) will become part of the regional trails system.

The west end of the Shunga Trail currently ends at Fairlawn Road. The trail could be extended to the west along the Shunga Creek and go under Interstate 470 and under 29th Street. This linkage would open up a number of large subdivisions to the trail system.

Another small extension would be a passage under 29th Street near Randolph and the Brookwood Shopping Center. This linkage will take advantage of the 29th Street crossing of the Shunga Creek. A bridge to replace the three large culverts at this location now has been designed, but funding has not been available to complete this project. This trail
undercrossing is planned for construction when the 29th Street Bridge over the creek is built in the foreseeable future.

Current CIP

There is funding for the Shunga Trail in the 2001-2006 CIP Schedule.

Shunga Trail – looking SW upstream from the Expo centre parking lot - shows trail crossing under the 21st Street Bridge. 10-1-99

Shunga Trail – looking downstream from the Expo centre parking lot - shows new Topeka Boulevard Bridge under construction. 10-1-99
Lake Shawnee Trail

Location
This trail is located along the perimeter of Lake Shawnee in Shawnee County, Kansas. Currently this trail runs approximately 3/4 mile along the south edge of Lake Shawnee. In addition, the top of the dam on the north end of the lake can be used as a pedestrian path to take advantage of the views it offers of Lake Shawnee. This portion of the Lake Shawnee Trail is approximately 1/2 mile.

Length
Planned completion length is approximately 7-1/2 miles.

Design Factors

The Lake Shawnee Trail takes advantage of the park land surrounding the lake. The trail will run along the perimeter of the lake. It is anticipated that the entire length of this trail will be surfaced with concrete. The easterly portion of this trail could be developed in conjunction with an ongoing sewer project. The Shawnee County Parks & Recreation Department is currently in the process of searching for additional funding to develop more segments of this trail.

Shawnee County Parks & Recreation is pursuing innovative ways to keep costs down for this trail development project. One idea that is being investigated is the use of obsolete county road bridges as bridges for the trail at Lake Shawnee. Shawnee County Parks & Recreation is in discussions with Shawnee County Public Works to acquire old road bridges as the Public Works Department replaces them with new bridges. The old road bridges, while no longer functional to carry vehicle traffic, could be converted for use as trail bridges. This is a good idea that will save money and recycles bridges that haven’t yet outlived their usefulness.

This trail is expected to have a wide variety of users including bicyclists, walkers, skateboarders, rollerbladers, etc. This trail, in conjunction with the Deer Creek Trail, will provide a major connection between the County and City parts of the regional trail system. This connection will make Lake Shawnee all the more accessible to residents of the City of Topeka.

Special Issues

The County operated trail at Lake Shawnee will need to connect to the City operated Deer Creek Trail. Therefore, the City and the County will need to coordinate trail designs. This trail will also cross creeks and other drainage channels leading to Lake Shawnee. The design of this trail will likely include bridges and culverts to accommodate drainage across the trail. Some places around the lake also have steep slopes that the trail will need to consider in its design.
Lake Shawnee Trail – Looking east  10-06-00

Lake Shawnee Trail – Looking west  10-06-00
The Landon Trail

Location

Abandoned Missouri-Pacific Railroad (Mo-Pac) line between SE 15th Street and Sanneman Drive (south city limit north of Forbes Field).

Length

4-1/2 miles in the City of Topeka

Design Factors

The City of Topeka has executed a lease agreement with the Kansas Horseman Foundation for a long-term lease of this trail right-of-way. Maintenance of the trail has been turned over to the City and improvements will start by the Summer of 2000. Improvements will include: cleaning up trash, construction and repair of bridges over stream crossings, cutting back brush and tree limbs, grading the trail, and adding signage.

This trail will be largely made up of ballast that is existing on the railroad right-of-way. It is the recommendation of City of Topeka Parks & Recreation Staff to develop this trail in the future as a concrete trail. At that time a parallel trail made of mulch and dirt would be established for horses. This trail is missing some bridges that will need to be constructed in the future. There is an existing railroad bridge with some fire damage at the Shunga Creek on approximately the 20th Street alignment. This bridge will have to be repaired and modified for pedestrian, bicycle and equestrian traffic. These modifications will include decking and railings.

Historical/Cultural Context

Alf Landon, a former Kansas Governor and the 1936 Republican presidential candidate, spent over half of his 100 years in Topeka. After losing his bid for the White House, Landon returned to Topeka to build his own white house. The elder statesman entertained every succeeding president through President Reagan on the portico of his beautiful home, which is now a Topeka landmark at 521 Westchester Road.

In addition, Topeka has a strong railroad history. In the mid-1800's, Cyrus K. Holliday, widely regarded as the “father” of Topeka, wrote a charter for a railroad for Topeka while serving in the state senate. Topeka’s central location was perfect for a railroad hub. The railroads have been one of Topeka’s major industries for over a century. The use of the abandoned MoPac railroad line is significant for Topeka, and should stand as a model for future trail development on abandoned rail lines.

Current CIP

There is funding for the Landon Trail in the 2001-2006 CIP Schedule.
Special Issues

This trail is being developed on the former MoPac rail line that was rail banked when it was abandoned. The existing ballast of the rail line is predominantly intact. Trail preparation will include grading and rolling of the rail bed. Portions of this trail may serve as test sites for the development of a trail surface that can utilize a surplus of recycled asphalt that the City of Topeka has in storage.

Landon Trail looking north at 17th Street
10-6-00

Planned Landon Trail crossing of the Shunga Creek and connection to the Shunga Trail shows fire damaged RR bridge planned for conversion to trail use. 10-1-99
The Kaw Reserve Trail

Location

This trail runs along the north side of the Kansas River from Highway 75 east to Highway 24 and Happy Hollow Road.

Length

7 miles

Design Factors

The existing Kansas River Levee maintenance road could easily be converted into a hike and bike trail. The existing surface on the levee is in good shape and some top-dressing of asphalt millings, fly ash, or limestone screenings would enhance the surface. This trail would be the easiest of all the proposed trails to convert to public use due to the condition of the surface, good access and few barriers. There is a section of the trail that would require 600' of fencing to keep people out of a private equipment area. This could be constructed with chain link fence. Signage would be needed to establish the trailheads.

Trailheads could be located at following points along the trail:

1. West trailhead: Highway 75 at the Sunflower Soccer fields
2. Tyler Street
3. Quincy Street
4. Sardou Avenue
5. Highway 24: near Happy Hollow Road

Historical/Cultural Context

The first White (Caucasian) explorers who arrived in the area of Topeka found the area inhabited by the Kansa – or Kaws – a tribe of native Americans of Siouan stock whose name meant “People of the South Wind.” In 1846 the Kaws sold their property in the Topeka Region and moved further west. “Floats”, half-breed land grants provided by the US Government for the children of White men and Kaw women, were located along the riverbank. In 1854, the first building in the first neighborhood of the City of Topeka was erected on one of the Kaw half-breed floats which was purchased for $1,200.

Current CIP

There is funding for the Kaw Reserve Tract Trail in the 2001-2006 CIP Schedule.

Special Issues

This trail requires a use agreement between the City of Topeka and the US Army Corps of Engineers. The City staff has contacted the Corps to discuss this project, and an agreement is being drafted. Additionally, the City will need to obtain permission from the Union Pacific and Sante Fe Railroads to cross their tracks along this route and design
appropriate railroad crossings for this trail. Also, the City will need to work with Sunflower Soccer and KDOT to arrange for this trail to pass under US Highway 75 and have its western terminus at the soccer complex.

KAW Reserve Trail – looking SW at Sardou Bridge and planned park land inside the Kansas River Levee 10-1-99

KAW Reserve Trail – looking upstream past the Santa Fe, Kansas Avenue, and Topeka Boulevard Bridges 10-1-99
Kaw Reserve Trail

Key

\[\text{Kaw Reserve Trail}\]
\[\text{Parks}\]
\[\text{City Limits}\]
\[\text{Streets}\]

View of Downtown Topeka from the Kaw Reserve Trail

Kaw Reserve Trail
Trails and Greenway Plan
Topeka-Shawnee County Metropolitan Planning Department
8/21/00
Freedom Pathway

Location
This path is located along a low volume railroad corridor beginning at 15th Street by the Monroe School north to the Ritchie House utilizing the Mo-Pac Railroad line. The northern border of this trail is hard to define at this time. It is hoped that the trail can be linked to the Downtown Area. It is understood that the Mo-Pac line will be abandoned from 15th Street to 10th Street allowing for possible development of this portion of the proposed trail. A possible connection into the Downtown area could be made by this trail crossing from the rail line grade up to the Ritchie House property and through the south end of Downtown to Kansas Avenue. Connections to Kansas Avenue using 10th Street and 6th Street are also possible.

Length
15th Street to 10th Street ½ mile
15th Street to 6th Street 1 mile

Design Factors
The Freedom Pathway Trail serves several important links in the future Topeka trail system. The trail would start at 15th Street just to the east of the Monroe School National Historic Site. This is a continuation of the Landon Trail that runs from 15th Street south. The Freedom Pathway Trail would continue north and link with another significant historic site, the Ritchie House. The trail also serves another important function besides the historical and educational aspect. This trail becomes a link between the Shunga Trail, Landon Trail, and Downtown Topeka. This linkage could serve as a major transportation trail for workers in Downtown Topeka as well as residents in the Monroe Neighborhood. Due to the high volume of users and tourists that could be using this section of trail, it should be constructed of concrete.

Historical/Cultural Context
Topekans such as John Ritchie battled for the abolition of slavery as Kansas approached statehood in the early 1850’s. Following designation of territorial status for Kansas in 1854, the original founders of Topeka agreed that the new town would be a free-state haven. As the town grew, southern sympathizers and proslavery Kansans tried to block people from entering the free-state settlement. James H. Lane, a political activist, conceived a road through Iowa and Nebraska, and south to its terminus in Topeka that would maintain a steady flow of free-staters. The so-called Lane Trail became a branch of the Underground Railroad, transporting freed slaves out of the slave-holding states of the South. John Ritchie’s house became a meeting place for the free state faction and a station on the Underground Railroad. Ritchie’s home, at 1116 South Madison, is noted as Topeka’s oldest house.

In 1954, the United States Supreme Court issued a decision overturning the separate but equal doctrine in Brown v. Board of Education. That landmark decision began the school integration process in the United States and helped touch off the civil rights movement. The Monroe School, now a National Historic Site, was part of the focus of dispute that led to the groundbreaking decision.
Current CIP

There is funding for the Freedom Pathway in the 2001-2006 CIP Schedule.

Special Issues

This trail is dependent on the City successfully negotiating a use agreement or railroad abandonment with the Union Pacific Railroad to secure trail right-of-way in this corridor.
Oregon Trail

Location

This trail would start at the Kansas Avenue Bridge and continue west along the south side of the Kansas River as far as the Kansas History Museum.

Length

6-1/2 miles

Design Factors

This trail follows the levee system along the south bank of the Kansas River. It will link up Downtown, MacLennan State Park, Cedar Crest, and the Kansas History Center as well as giving users access to the edge of the Kansas River. This trail has some major obstacles to overcome: railroad crossings, (two or three depending on the trail design) creek channel crossings (bridges), approval from the State of Kansas, one or more private landowners, and the Menninger Foundation. This trail link could prove to be one of the most scenic trails within the whole system. Trailheads could be established at the following locations:

1. Near the Kansas Avenue Bridge
2. MacLennan State Park (Park land around the Governor's Mansion)
3. Historic Limestone Water Works Building
4. State History Museum

Historical/Cultural Context

In the mid-1800's, the Oregon Trail was used by settlers traveling to the West Coast. The trail originated at Independence, Missouri and followed the Kaw River Valley through Eastern Kansas. Hunters and trappers first used this trail. In 1835 missionaries to the Oregon Country journeyed over it, and in 1841 pioneers seeking new homes and fertile soil trekked the road. Soon after that came thousands of Forty-Niners in the gold rush days.

Current CIP

There is funding for the Oregon Trail in the 2001-2006 CIP Schedule.

Special Issues

The City of Topeka needs use agreements with the US Army Corps of Engineers, the Union Pacific Railroad and the State of Kansas.
Oregon Trail – looking upstream along the Kansas River west of Downtown Topeka 10-1-99

Oregon Trail (left) – looking upstream at the Kansas Ave. and Topeka Boulevard Bridges 10-1-99
Soldier Creek Trail

Location

Soldier Creek Trail would start at Garfield Park and follow Old Soldier Creek through North Topeka under Highway 24, north to Soldier Creek following the creek levee east to the Kansas River.

Length

5 miles

Design Factors

The Soldier Creek Trail takes advantage of the Soldier Creek basin as a corridor through North Topeka. The trail would run along the south side of the creek starting at Garfield Park. Due to part of the trail being developed in the heart of North Topeka, the construction of that section would be similar to the concrete Shunga Trail. This portion of the trail will have a variety of users including bicyclists, walkers, skateboarders, rollerbladers, etc. Once the trail reaches Highway 24, the level of trail construction may change to a loose type of material, such as limestone screening, asphalt millings or fly ash.

The Charles Curtis Greenway is a project being planned to enhance the appearance of North Topeka Boulevard north from the Kansas River. Where the Soldier Creek Trail intersects NW Topeka Boulevard, development of the Soldier Creek Trail and the Charles Curtis Greenway will be coordinated.

Historical/Cultural Context

The history of this area around Soldier Creek is filled with frequent flooding, most notably in 1903 and 1951. After the floods of 1903 and 1908, a levee system was built to protect North Topeka from future floods. However, in 1951 a major flood once again inundated the community, causing tremendous damage. Many homes were razed or left uninhabitable following the flood. In the mid-1950’s, the Army Corps of Engineers built a new levee system to protect the area from flooding and reassure property owners. The Historic North Topeka neighborhood is now in the midst of moving forward with implementing a revitalization plan approved in 1999.

Current CIP

There is funding for the Soldier Creek Trail in the 2001-2006 CIP Schedule.

Special Issues

The City of Topeka needs agreements with KDOT and the Local Drainage District/Army Corps of Engineers in order to build this trail on levee right-of-way and cross State highways. The City of Topeka is now planning to improve stormwater facilities in North the area, and the design of these facilities is being coordinated with trail development in North Topeka. The discussions about how to coordinate trail and stormwater facility designs are ongoing and are expected to continue through the ongoing cooperation between the City Department of Public Works, Metro Planning, and other agencies.
Deer Creek Trail

Location

Deer Creek Trail would start at Shunga Trail south of the Billard Airport and follow Deer Creek going south to Dornwood Park and Lake Shawnee.

Length

5 miles

Design Factors

The trail would start at the location where Deer Creek drains into the Shunganunga Creek. Deer Creek Trail would link up to Eastborough Park and then follow Deer Creek to 21st Street, through Dornwood Park, Vinewood Park, finally ending at Lake Shawnee.

The Deer Creek Trail takes advantage of the Deer Creek Basin as a corridor through East Topeka. The trail would run along the west side of the creek to Dornwood Park. At 21st Street the trail would switch to the east side of the creek to Dornwood Park. The trail would continue south to the Wittenberg Overpass. This would allow the trail to cross under the turnpike. Once the trail has passed the Kansas Turnpike/I-70 the trail would parallel the Turnpike back to Deer Creek; this area has long been known as Vinewood Park. From Vinewood Park the trail would follow Deer Creek south to the Lake Shawnee Dam. In Dornwood Park the trail would take advantage of a bridge in the park to cross over to the east side of Deer Creek and connect to an existing trail system within the park.

Due to the location of the trail being developed in the heart of East Topeka, the construction of this section would be similar to the concrete surface Shunga Trail. This trail will have a wide variety of users including bicyclists, walkers, skateboarders, rollerbladers, etc. This trail is being planned as a major connection between the City and County parts of the regional trail system.

Current CIP

There is funding for the Deer Creek Trail in the 2001-2006 CIP Schedule.

Special Issues

This trail needs to cross the Kansas Turnpike and the City will coordinate the trail’s design with the Kansas Turnpike Authority. This City operated trail will also need to connect to County operated trails in Lake Shawnee Park so the City and County will need to coordinate trail designs.
Washburn-Lane Parkway

Location

The Washburn-Lane Parkway would start in the Potwin Square Retail District at 6th Street and advance South via Washburn Avenue and Lane Street to 21st Street.

Length

2 miles

Design Factors

A continuous pedestrian greenspace though the length of the parkway will link Willow Park to the Shunga Trail. This parkway links unique districts by means of a pedestrian system: Washburn residential district, medical district, College Hill entertainment district, cultural arts district, and the Potwin Square retail district. The five key elements in the primary principles of the Washburn-Lane Parkway Master Plan are: greenspace, neighborhood traffic controls, historic center, streetscape, and unique districts.

This portion of the trail system will have a wide variety of users including walkers, joggers, skateboarders, rollerbladers, etc. The nature of this corridor will be an enhanced walking environment. This parkway corridor may also include facilities for bicyclists if those facilities can be designed to meet current AASHTO standards. However, unless these facilities can meet AASHTO bikeway standards they will not be officially designated as bicycle facilities and the City should not encourage their use by bicyclists. Bicyclists are permitted to use public streets in this corridor, including Washburn and Lane Avenues. The feasibility of placing bike lanes on Washburn and Lane Avenues may be studied as part of a future bikeway system planning effort in the region. However, right-of-way along these two avenues is limited, and it may not be possible to place bike lanes on these roads within the foreseeable future. It may be possible to create parallel bike routes along the Washburn-Lane Corridor, install share the road signs in the area, and/or do other things to make bicycling in this corridor more attractive without the installation of bike lanes on Washburn and Lane Avenues.

Current CIP

There is funding for the Washburn-Lane Parkway in the 2001-2006 CIP Schedule.
Appendix 1 – Based on approved City of Topeka CIP 2001-2006

Proposed CIP Plan for Trail Development (As of 8/31/00)

<table>
<thead>
<tr>
<th>TRAIL</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shunga</td>
<td>$100,000</td>
<td>$25,000</td>
<td>$25,000</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$150,000</td>
</tr>
<tr>
<td>Kaw</td>
<td>50,000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>50,000</td>
</tr>
<tr>
<td>Landon</td>
<td>100,000</td>
<td>50,000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>150,000</td>
</tr>
<tr>
<td>Freedom</td>
<td>0</td>
<td>25,000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>25,000</td>
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<tr>
<td>Oregon</td>
<td>0</td>
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<td>50,000</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>50,000</td>
</tr>
<tr>
<td>Washburn Lane</td>
<td>0</td>
<td>100,000</td>
<td>100,000</td>
<td>0</td>
<td>0</td>
<td>100,000</td>
<td>300,000</td>
</tr>
<tr>
<td>Unspecified Trails</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>100,000</td>
<td>200,000</td>
</tr>
<tr>
<td>Total By Year</td>
<td>$250,000</td>
<td>$200,000</td>
<td>$250,000</td>
<td>$0</td>
<td>$100,000</td>
<td>$200,000</td>
<td>$1,000,000</td>
</tr>
</tbody>
</table>

All proposed CIP expenditures would have a possible 80% Federal/20% City funding split for construction if TEA-21 Enhancement funds were awarded to each project. Design costs are the responsibility of the local governments. It is unlikely that all of these projects could get Federal funding. Some projects are likely to be wholly City funded and some are likely to be partially Federal funded.

Trail Phasing Plans

Shunga Trail Phasing Plan

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>Construction from the Expocentre east to the Landon Trail</td>
<td>$555,000</td>
<td>$416,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$139,000 CIP (Awarded)</td>
</tr>
<tr>
<td>2002</td>
<td>Construction east to Ripley Park</td>
<td>$500,000</td>
<td>$400,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$100,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2003</td>
<td>Construction improvements on levee in Oakland</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2004</td>
<td>Construction of underpass of 29th Street</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2005</td>
<td>Construction west of Fairlawn</td>
<td>$200,000</td>
<td>$175,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
</tbody>
</table>
**Landon Trail Phasing Plan**

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>Bridge modifications</td>
<td>Operational</td>
<td>Donations/operations</td>
</tr>
<tr>
<td>2001</td>
<td>Bridge replacement</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2002</td>
<td>Trail improvements between 15th &amp; 29th Streets</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2003</td>
<td>Trail improvements between 29th &amp; 47th Streets</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
</tbody>
</table>

**Kaw Reserve Trail Phasing Plan**

The Kaw Reserve Trail could be opened to public use in the year 2001 with the understanding that a fence and other improvements are to be made as funding becomes available.

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>Signage</td>
<td>$1,000</td>
<td>Operational</td>
</tr>
<tr>
<td>2001</td>
<td>Top-dress levee with fly ash</td>
<td>Operations</td>
<td>Donation</td>
</tr>
<tr>
<td>2002</td>
<td>Top-dress levee</td>
<td>Operations</td>
<td>Donation</td>
</tr>
<tr>
<td>2003</td>
<td>Develop Highway 75 trailhead</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2004</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>Trail development between ___ and ___</td>
<td>$100,000</td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
</tbody>
</table>

**Freedom Pathway Trail Phasing Plan**

The City of Topeka is currently waiting to see if the Union Pacific Railroad is going to abandon this section of MoPac Railroad right-of-way. The Santa Fe Railroad also possesses a number of lines in the same corridor. It is our belief that they may also abandon some lines in this corridor.

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>Develop trail between 10th &amp; 15th Streets</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>$25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2003</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2004</td>
<td>No development</td>
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</tr>
<tr>
<td>2005</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Oregon Trail Phasing Plan

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>Trail development between ___ and ___</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant $25,000 CIP (Proposed)</td>
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<tr>
<td>2004</td>
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<td>$200,000 TEA-21 Grant $50,000 CIP (Proposed)</td>
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<tr>
<td>2005</td>
<td>Trail development between ___ and ___</td>
<td>$250,000</td>
<td>$200,000 TEA-21 Grant $50,000 CIP (Proposed)</td>
</tr>
</tbody>
</table>

### Soldier Creek Trail Phasing Plan

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>No development</td>
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</tr>
<tr>
<td>2001</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>Develop trail between Garfield Park and N. Topeka Blvd.</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant $25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2003</td>
<td>Trail development between N. Topeka Blvd. &amp; Highway 24</td>
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<td>$75,000 TEA-21 Grant $25,000 CIP (Proposed)</td>
</tr>
<tr>
<td>2004</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>Trail improvements between North Highway 24 &amp; East Highway 24</td>
<td>$100,000</td>
<td>$75,000 TEA-21 Grant $25,000 CIP (Proposed)</td>
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</table>

### Deer Creek Trail Phasing Plan

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>Development of connection point to Shunga Trail</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2004</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>Development of connection point to Lake Shawnee Trail operated by Shawnee County</td>
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</table>
## Washburn-Lane Parkway Phasing Plan

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
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</thead>
<tbody>
<tr>
<td>2000</td>
<td>Pedestrian Lighting</td>
<td>$190,000</td>
<td>$190,000 CIP</td>
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<tr>
<td>2001</td>
<td>No development</td>
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<td></td>
</tr>
<tr>
<td>2002</td>
<td>Pedestrian Lighting</td>
<td>$100,000</td>
<td>$100,000 CIP</td>
</tr>
<tr>
<td>2003</td>
<td>Pedestrian Lighting</td>
<td>$100,000</td>
<td>$100,000 CIP</td>
</tr>
<tr>
<td>2004</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>No development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2006</td>
<td>Pedestrian Lighting</td>
<td>$100,000</td>
<td>$100,000 CIP</td>
</tr>
</tbody>
</table>

## Shawnee County Trail Projects

<table>
<thead>
<tr>
<th>Year</th>
<th>Improvements</th>
<th>Funding Requirements</th>
<th>Funding Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>Develop trail along Deer Creek Interceptor Sewer Line project</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>Develop trail along Deer Creek Interceptor Sewer Line project</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003</td>
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</tr>
<tr>
<td>2004</td>
<td>Develop trail along Deer Creek Interceptor Sewer Line project</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>Develop trail along Deer Creek Interceptor Sewer Line project</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix 2

Definitions

Bicycle – A vehicle upon which a person rides, having two tandem wheels and propelled solely by human power applied to pedals. (A tricycle has three wheels arranged with two parallel wheels with a third wheel usually forward of the parallel wheels.)

Bicycle Facilities – A general term denoting improvements and provisions made by public agencies to accommodate or encourage bicycling, including parking and storage facilities, and shared roadways not specifically designated for bicycle use.

Bicycle Lane or Bike Lane – A portion of a roadway which has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Bikeway – A generic term for any road, street, path, or way which in some manner is specifically designated for bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are to be shared with other transportation modes.

Rail-Trail – A shared use path, either paved or unpaved, built within the right-of-way of an existing or former railroad.

Right-of-way – A general term denoting land, property, or interest therein, usually a strip, acquired for or devoted to transportation purposes.

Right of way – the right of one vehicle or pedestrian to proceed in a lawful manner in preference to another vehicle or pedestrian.

Roadway – The portion of the highway or street right-of-way used for vehicle travel, including shoulders, but exclusive of sidewalks or paths.

Shared Roadway – A roadway which is open to both bicycle and motor vehicle travel. This may be an existing roadway, street with wide curb lanes, or road with paved shoulders.

Shared Use Path (Bike Path) – A bikeway physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way. Shared use paths may also be used by pedestrians, skaters, wheelchair users, joggers, and other non-motorized users.

Shoulder – The portion of the roadway outside the normal travel lanes for motor vehicles. Shoulders may be designated for bicycle travel.
Signed Shared Roadway (Signed Bike Route) – A shared roadway which has been designated by signing as a preferred route for bicycle use.

Travelled Way – The portion of the roadway for the movement of vehicles, exclusive of shoulders.

Unpaved Path – Paths not surfaced with asphalt or concrete.
Appendix 3

References


