

An aerial photograph of a suburban area with a network of blue lines overlaid, representing the proposed greenway routes. The lines start from the top left, branch out, and then converge towards the bottom right, passing through residential neighborhoods and green spaces. The background shows houses, trees, and some commercial buildings.

ALLEN CREEK GREENWAY *MASTER PLAN*

City Council & Planning Commission
Joint Work Session
June 12, 2017

Introduction & Meeting Purpose

(5 min)

Project Process & Outreach

(10 min)

DRAFT Preferred Plan

(40 min)

Next Steps

(5 min)

Discussion

(45 min)

Public Commentary

(15 min)

An aerial photograph of a city, likely Allentown, Pennsylvania, showing a dense urban area with a mix of residential and commercial buildings. A river, the Lehigh River, flows through the city, and a bridge crosses it in the lower-left corner. The city is surrounded by greenery and trees. A semi-transparent dark banner is overlaid across the middle of the image, containing the title text.

INTRODUCTION & MEETING PURPOSE

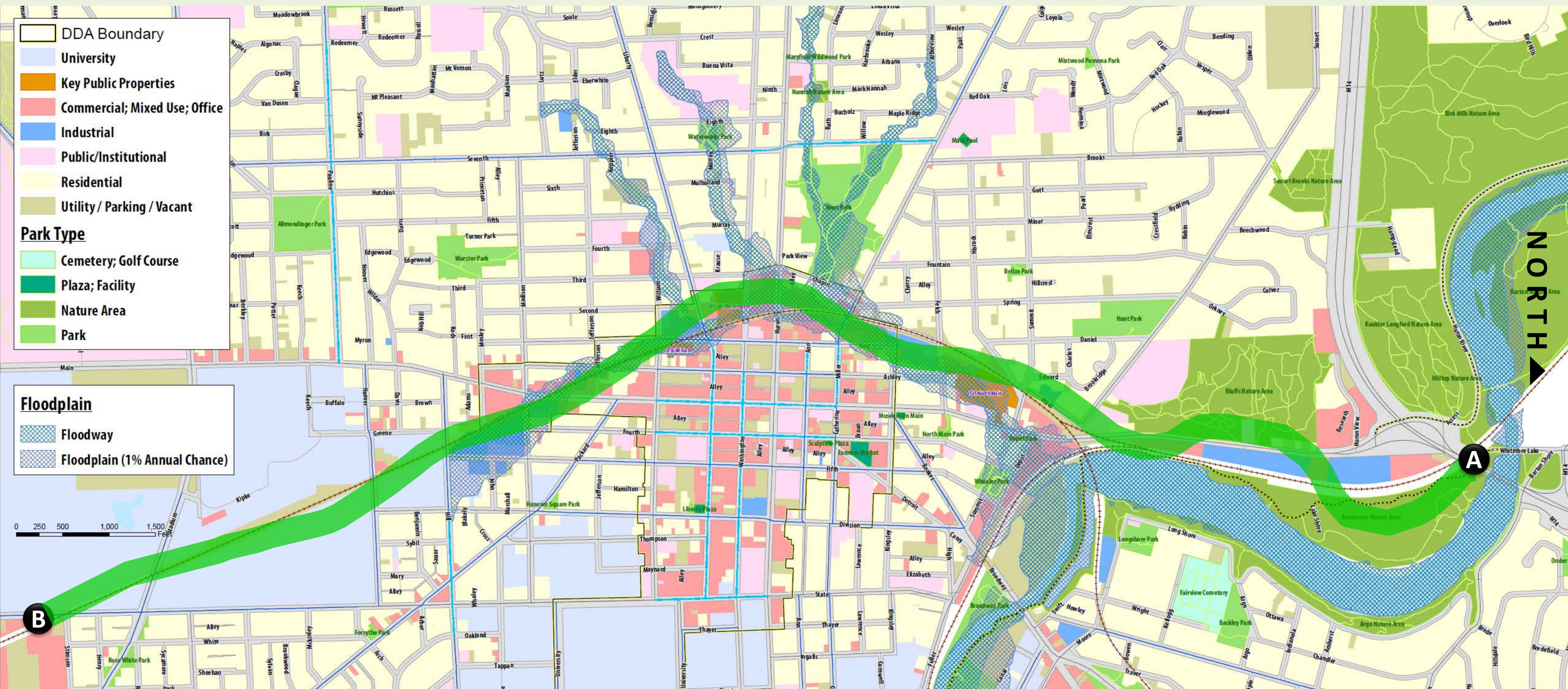
Council Priority Project:

City Council identified the Allen Creek Greenway (ACG) as a priority project in 2016, recognizing inadequate ***non-motorized connections within the community and to the Huron River.***

Overall Objective:

Develop a Master Plan that describes a feasible approach for the future development of the ACG.

Examine the critical factors influencing the ***feasibility*** and potential configuration of the ACG.



Project Management Team

City of Ann Arbor

- Craig Hupy Public Services Area Administrator
- Connie Pulcifer Systems Planner + *Project Manager*
- Brett Lenart Planning Manager
- Cresson Sloten Systems Planning Unit Manager
- Kayla Coleman Systems Planning Analyst

Consultant

- *SmithGroupJJR* Urban Design & Landscape Architecture
- *Quandel Consultants* Rail & Transit Expertise

Citizen Advisory Committee

Stakeholder Focus Groups

Public at Large

Technical Advisory Committee

City of Ann Arbor

- Troy Baughman Systems Planning Engineer, Utilities
- Renee Bush Safety Services (Police)
- Amy Brow Safety Services (Fire)
- Chris Carson Project Management, Construction
- Eli Cooper Transportation Program Manager
- Tom Crawford Finance and Administration
- Becky Gajewski Natural Area Preservation
- Jerry Hancock Stormwater & Floodplain Program Coordinator
- Jeffrey Kahan Planning & Development
- Robert Kellar Communications
- Amy Kuras Parks & Recreation
- Jennifer Lawson Systems Planning, Water Quality Manager
- Luke Liu / Cynthia Redinger Project Management, Traffic
- Amber Miller Downtown Development Authority
- Molly Maciejewski Field Operations Services Manager
- Matt Naud Environmental Coordinator
- Jill Thacher City Planner, Historic Preservation

Washtenaw County & Other Non-City

- Harry Sheehan Wash. County Water Resources Commission
- Peter Sanderson Washtenaw County Parks Commission
- Nick Sapkiewicz Washtenaw Area Transportation Study

Citizen Advisory Committee

- Peter Allen Peter Allen & Associates
- Maria Arquero De Alarcon UM, Assistant Professor of Architecture and Urban and Regional Planning at Taubman College
- Eric Boyd Board Member: Old West Side Association & Friends of the Border to Border Trail. Old West Side resident
- Terry Bravender Water Hill Resident
- Robin Burke Land Protection Manager, Legacy Land Conservancy
- Vince Caruso Allen's Creek Watershed Group (ACWG)
- Bob Galardi Parks Advisory Commission
- Nancy Goldstein Old West Side Resident
- Sue Gott University Planner
- Chris Graham Environmental Commission
- Robin Grosshuesch Water Hill Resident
- Jim Kosteva UM Director of Government Relations
- Darren McKinnon Allen Creek Greenway Conservancy, Downtown Development Authority
- Sarah Mills City Planning Commission
- Rita Mitchell Sierra Club Huron Valley Group
- Melinda Morris Allen Creek Greenway Conservancy
- Seth Peterson Old West Side resident, bike rider
- Alice Ralph Burns Park (South) Neighborhood Resident
- Ellen Ramsburgh Historic District Commission
- Sonia Schmerl Board Member: Old West Side Association, Old West Side Resident
- Sandi Smith Downtown Development Authority (past member), Neighbor

Note: Views of CAC members do not necessarily reflect view of groups and organizations from which they are affiliated.

- **TASK 1: Project Initiation – Issues & Opportunities**
 - *Benchmarking, researching, existing conditions analysis*
 - Citizen Advisory Committee #1 (May 4, 2016)
 - Community-Wide Meeting #1 (June 16, 2016)
- **TASK 2: Route Options & Evaluation**
 - *Conceptual route options, criteria selection, technical evaluation*
 - Citizen Advisory Committee #2 (September 14, 2016)
- **TASK 3: Plan Recommendations & Strategies**
 - *Develop a greenway framework plan and strategy*
 - Citizen Advisory Committee #3 (January 11, 2017)
 - Stakeholder Workshops (February 1, 2017)
 - Community-Wide Meeting #2 (February 16, 2017)
 - Citizen Advisory Committee #4 (April 19, 2017)
- **TASK 4: Master Plan Documentation & Actions**
 - *Document recommendations, implementation tasks, and action items*
 - Begin master plan approval process in Fall 2017

COMMUNITY OUTREACH – COMMON THEMES

FOUR CAC Meetings

- *May 2016*
 - *September 2016*
 - *January 2017*
 - *April 2017*
-
- Excellent engagement and participation by CAC members.
 - Overall, strong preference for off-street trail alignments with a desire for a continuous, barrier free trail facility.
 - Encourage establishment / pursuit of green spaces adjacent to or supporting the corridor.

TWO Community-Wide Meetings

- Strong attendance at both meetings.
- Mostly clarifying questions
 - Questions about the railroad and what role it might play and timing of improvements.
 - Questions about the past activities – why this project/effort is different?
 - Media coverage in MLIVE – multiple articles published on the ACG

Full meeting summaries available: <http://www.a2gov.org/allencreekgreenway>

Business Organizations & Commercial Neighborhoods:

- Concern regarding funding in relation to other downtown infrastructure projects (e.g. street design).
- Need for on-going coordination with downtown street & development projects

Boards, Commissions, Agencies, Public/Non-Profit Groups:

- Desire for off-street alignment
- Acknowledgement of the challenge of using the railroad corridor.
- Concerns raised about large grade/elevation changes, difficult street crossings, and the need to connect to the main trail alignment (when elevated).

Residential Neighborhoods Associations, Environmental Organizations

- Mostly questions related to the physical design of trail (grades, hybrid option) and property access (i.e. railroad access, discussions with private property owners)

University of Michigan

- Overall, limited opportunity seen for allowing trail on UM property from UM reps.
- Would rather see improvements on State Street
- Possible future opportunity on west side of tracks between Hoover and Hill. Not adequate room presently to accommodate a trail (building in the way)
- Trail not seen by UM as meeting a transportation demand for their students or faculty.

Michigan Department of Transportation (MDOT)

- Met with railroad & street divisions
- No major issues with bridging over MDOT roadways and/or railways, provided required clearances and engineering standards can be satisfied.
- MDOT requested refined design proposals for engineering and leadership review.

Watco Companies / Ann Arbor Railroad

- Reiterated NO precedent for rail with trail in their holdings.
- Primarily safety and liability concerns.
- Watco Companies wants to be a good neighbor/steward.
- The option mostly in the rail corridor raised significant concerns with Watco Companies.
- Watco Companies was encouraged to see an option that minimized use of the rail corridor to only essential segments.
- **NEXT STEPS** - Deliver a package with the “ask” of Watco Companies engineering and legal review . This anticipated to include:
 - Purpose, need, and benefits to Watco Companies and City
 - Trail alignment details and cross-sections
 - Proposed improvements to rail infrastructure or corridor

Allen Creek Greenway Conservancy (ACGC)

- Overall, lots of enthusiasm among the board members.
- Branding and website roll-out – will be coordinating message and materials.
- Making initial contact with property owners

• Other Private Property Owners

- Conversations have occurred with many property owners in collaboration with the ACGC regarding potential trail alignments through their properties.
- No new agreements have been made with property owners - primarily asking for permission to show a conceptual trail alignment through the property.
- Overall, very supportive. Many property owners see the value a greenway would bring to their tenants, businesses, or property users.
- For new development projects: Requesting easements from property owners located along the preferred route during the site plan approval phase.
- Other opportunities may arise as the project continues.

DRAFT PREFERRED PLAN

Defining the Greenway

- *Think of the ACG as an **Urban Trail***
 - Design must respond to the urban context: private properties, street grid, access, buildings, and infrastructure.
- **Designed to serve all users, all ages, and all abilities.**
 - Safety, continuity, connectivity, universal access
- ***“Off-street” Urban Trail is preferred***
 - Some on-street sections will be used in the short- and long-term.
 - Improved, on-grade street crossings will be needed in many locations.
- **The Urban Trail will also provide:**
 - Secondary connectors linking to adjacent neighborhoods and connect to other assets (parks, community assets, etc.)
 - Opportunities for establishing larger open spaces for habitat, recreation, or other public uses identified.



Greenway Design Assumptions

- **Paving materials** will be a suitable surface for all users
- Trail will be well lit with **pedestrian scale lighting**
- **Landscaping** and greening will be incorporated, including trees, native plantings, restoration areas.
- **Stormwater treatment opportunities** will be incorporated and integral to the design.
 - "Visible" techniques preferred over invisible approaches.
 - Not a "floodplain management or control" project
- **Art, interpretative, and wayfinding** elements will be incorporated.
- Preference to separate bike traffic from pedestrian traffic by lane markings and/or physical separation, when possible.
- Removal of parking on at least one side of the street for on-road sections anticipated.
- Trails within the street right-of-way separated from roadways.

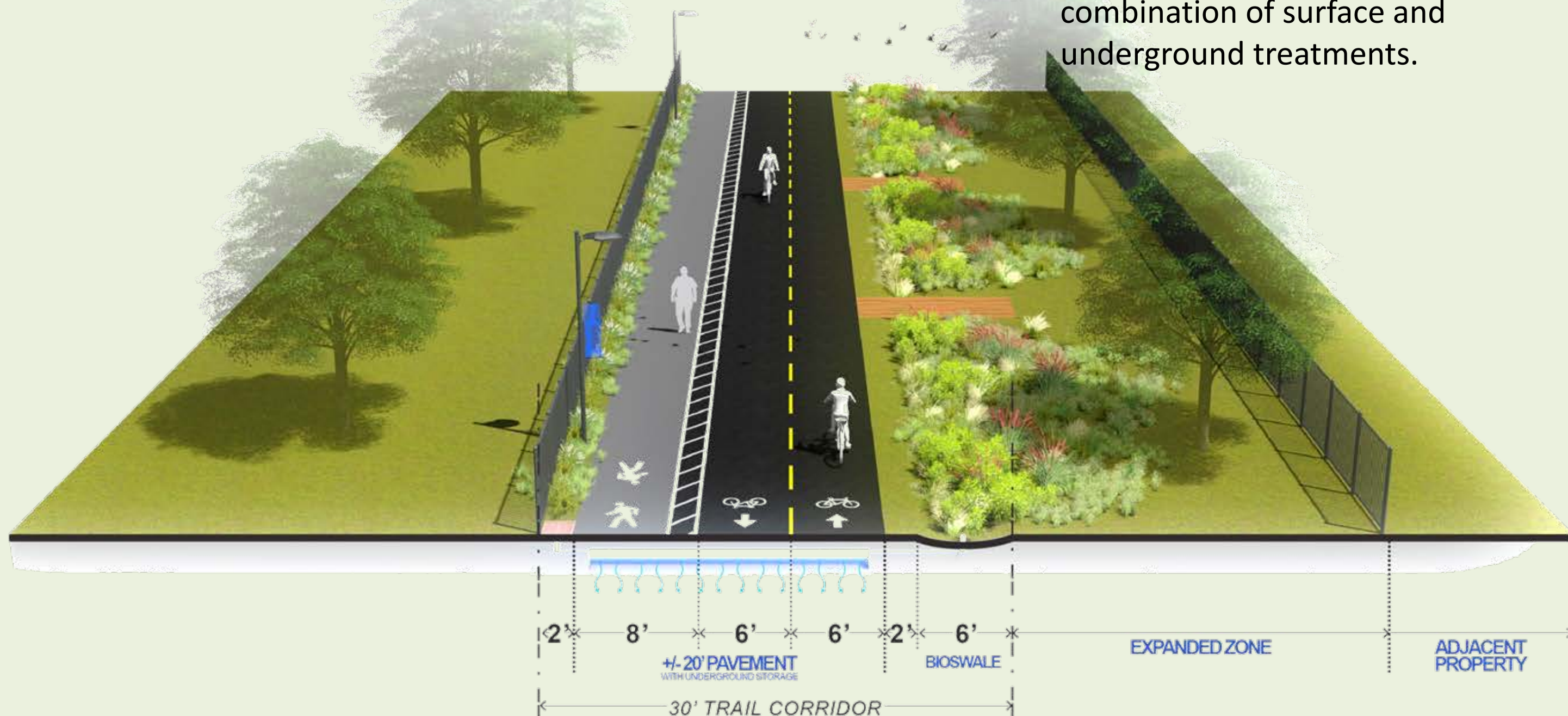


Preferred Cross-Sections: Trail on Public/Private Parcels

Preferred dimensions:

- 30' in width preferred for the trail "corridor" and amenities
- Paved trail width will vary – 20' preferred width
- Separated pedestrian and bicycle flow where space allows

- Expanded areas, where possible, for additional landscape, habitat, or other open space features
- Stormwater managed through combination of surface and underground treatments.

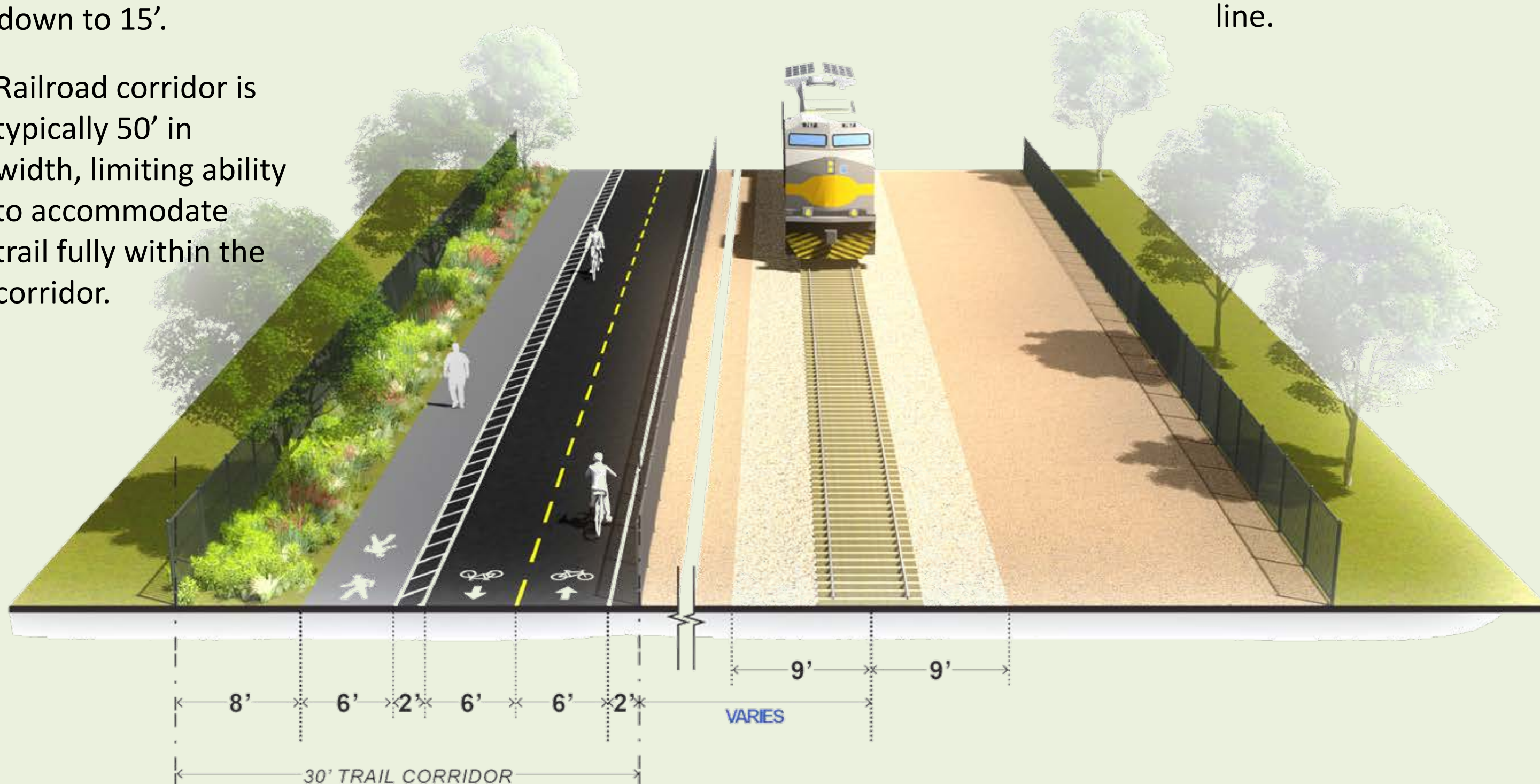


Trail cross-sections reflect preferred design.

Actual dimensions and details will vary on a site-by-site basis.

Preferred Cross-Sections: Trail adjacent to Railroad

- Railroad "envelope" is 9' from center of tracks that must be clear.
- Other rail with trail projects typically 25' from center of tracks, and down to 15'.
- Railroad corridor is typically 50' in width, limiting ability to accommodate trail fully within the corridor.
- Will require secure fencing to separate trail from active rail line.

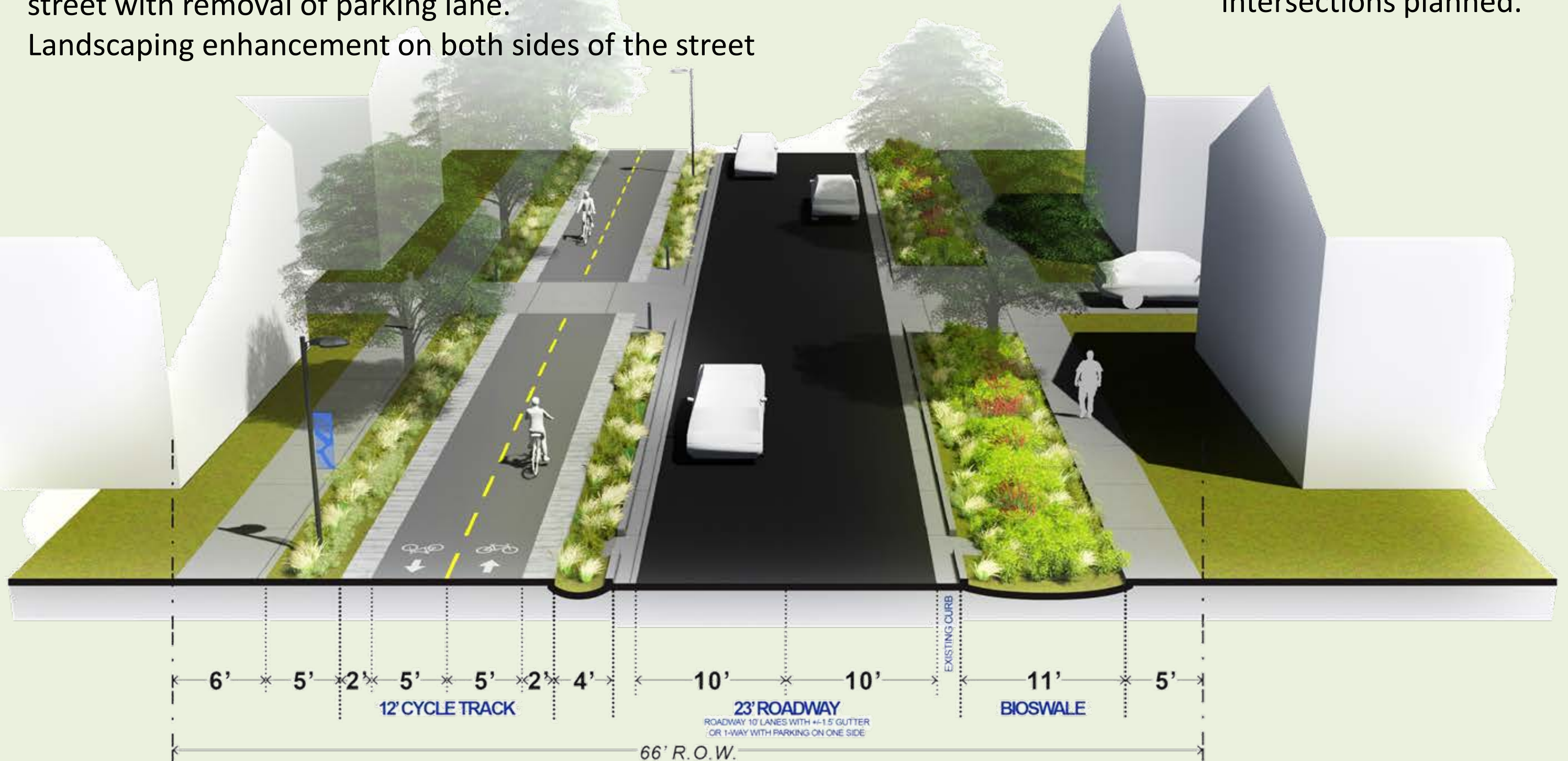


*Trail cross-sections reflect preferred design.
Actual dimensions and details will vary on a site-by-site basis.*

*Viability of options within the rail corridor is dependent
on further discussion and review with Watco Companies.*

Preferred Cross-Sections: Trail within Street Right-of-Way

- Street right-of-way is typically 66' wide
- Expand sidewalk and construct a "cycle track" on one side of the street with removal of parking lane.
- Landscaping enhancement on both sides of the street
- Enhancements to all on-grade street crossings and intersections planned.

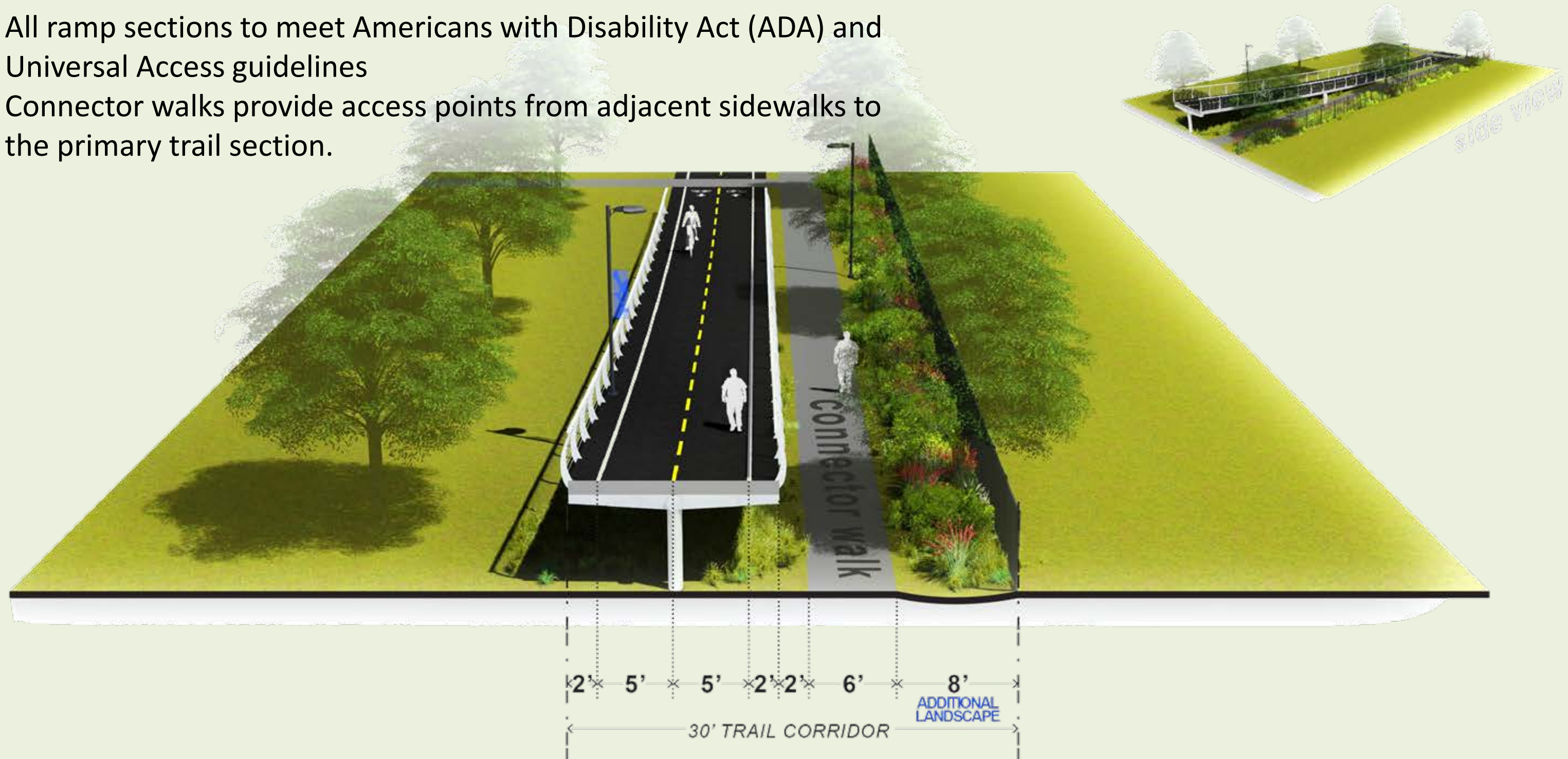


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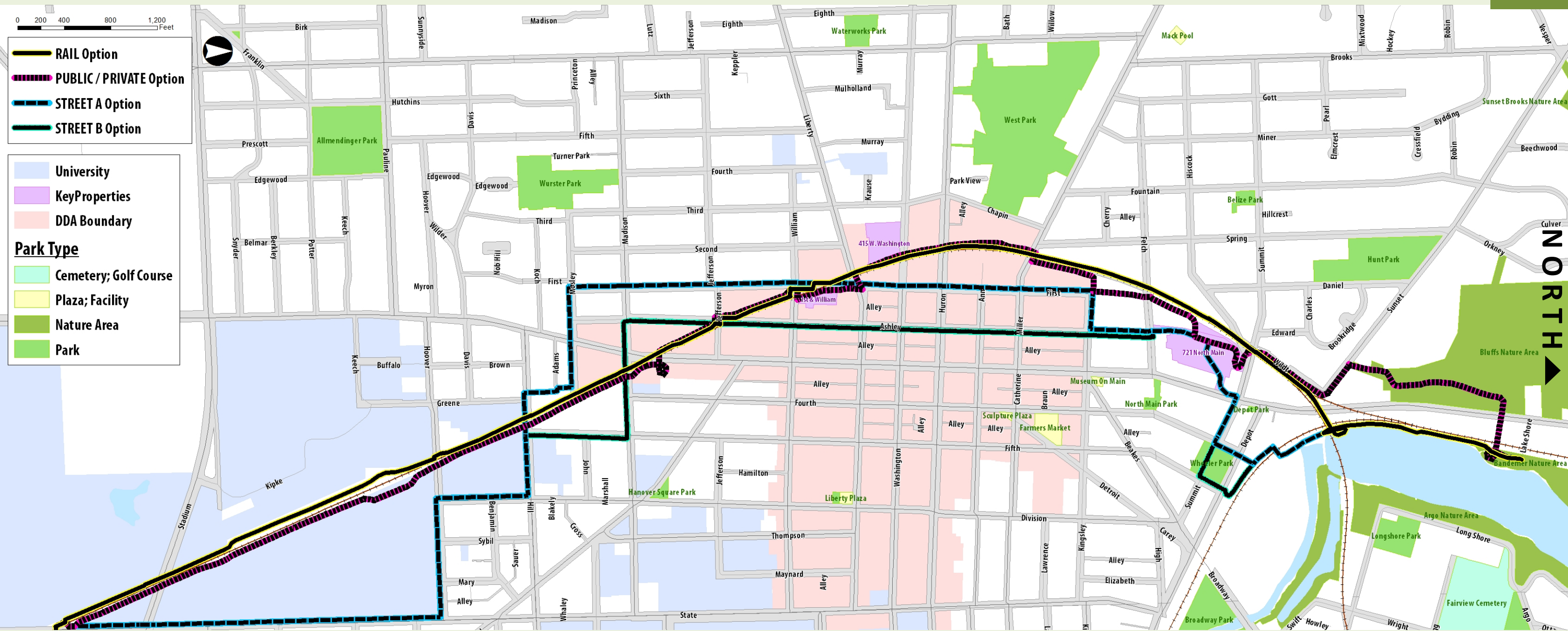
Actual dimensions and details will vary on a site-by-site basis.

Preferred Cross-Sections: Elevated Trail

- Elevated ramps provide access to bridges for crossing major roads and rail corridors.
- All ramp sections to meet Americans with Disability Act (ADA) and Universal Access guidelines
- Connector walks provide access points from adjacent sidewalks to the primary trail section.



*Trail cross-sections reflect preferred design.
Actual dimensions and details will vary on a site-by-site basis.*



• Four route options were used for **evaluation purposes**.

<u>Rail Corridor</u>	<u>Public / Private Option</u>	<u>Street A (1st St.)</u>	<u>Street B (Ashley St.)</u>
14,578' (2.76 miles)	16,025' (3.04 miles)	17,240' (3.27 miles)	17,066' (3.23 miles)

• *The preferred alignment is anticipated to be a **hybrid of on-street and off-street sections***

USER EXPERIENCE		Elevation transitions
		Continuity
		Points of access
		Street crossings
		Road crossing intensity
		Road speeds
		“Eyes on the Trail”
		Unique views from the trail
		Open space access / creation

MOBILITY & TRANS.		Travel / turn lane elimination
		Parking space removals
		Right-of-way adjustments
		Curb modification
		Bike connectivity
		Transit Stops
		Railroad on-grade crossings
		Track separation

HYDROLOGY & INFRASTRUCTURE		
		Floodplain interactions
		Stormwater Treatment Opportunity
		Utilities (Water, Sewer, Sanitary)

ECONOMIC / LAND USE		Commercial proximity
		Employment proximity
		Population proximity
		Single-family structure impacts
		Commercial structure impacts
		Historic Districts / Landmarks
		Parcel characteristics
		Connectivity to development

ALLEN CREEK GREENWAY FRAMEWORK PLAN

PRIMARY TRAIL TYPES

- On Public Land
- Elevated on Public Land
- On Private Land
- Elevated on Private Land
- On Railroad Land
- Elevated on Railroad Land
- Bridge Section
- Tunnel Section
- Within Street Right-of-Way
- Street Crossing

NOTE: Thinner lines for the primary trail types indicate possible near-term opportunities

Connector Path & Entry Node

Other Trail Opportunities

Coordinating Projects

Street Intersection Enhancement

Major Gateway

Minor Gateway / Node

Private Parcels

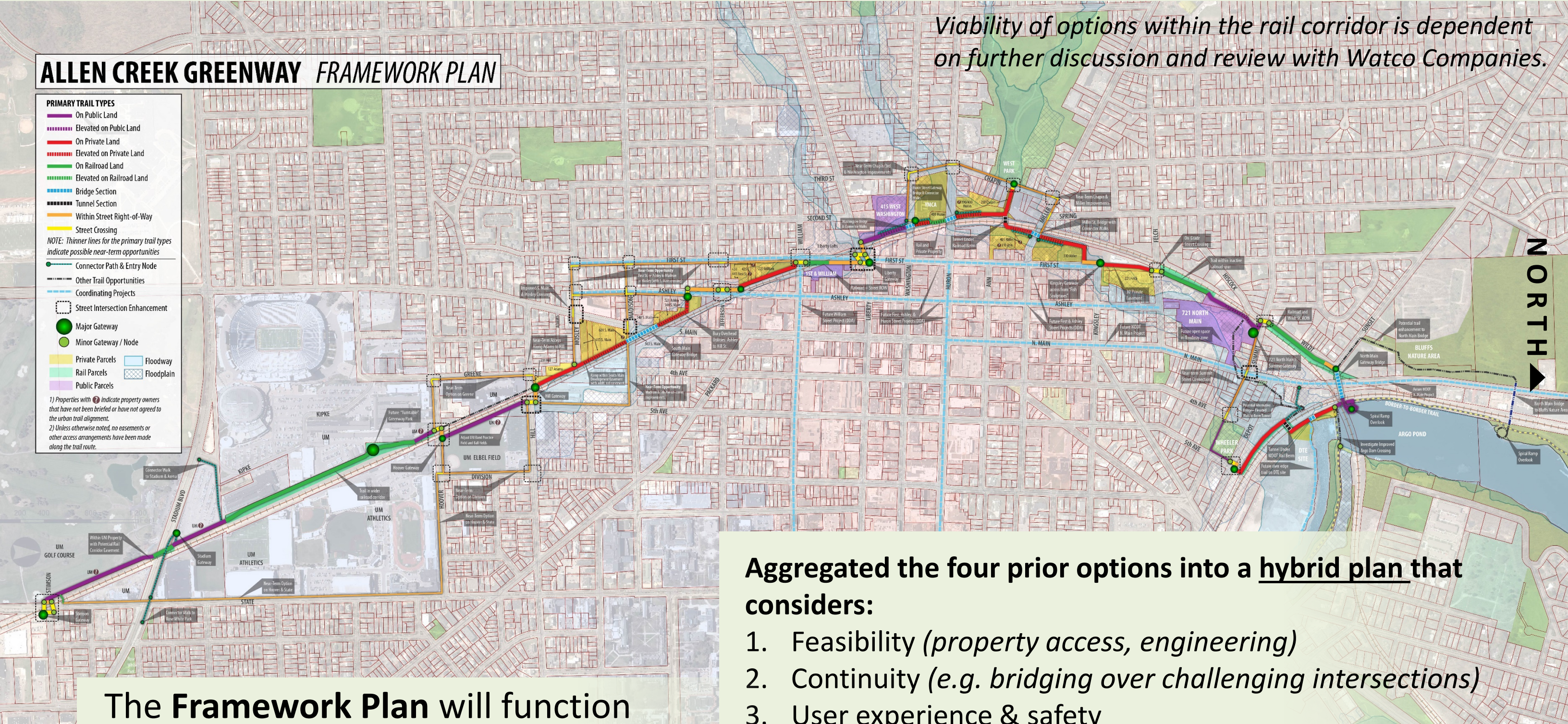
Rail Parcels

Public Parcels

1) Properties with indicate property owners that have not been briefed or have not agreed to the urban trail alignment.

2) Unless otherwise noted, no easements or other access arrangements have been made along the trail route.

Viability of options within the rail corridor is dependent on further discussion and review with Watco Companies.



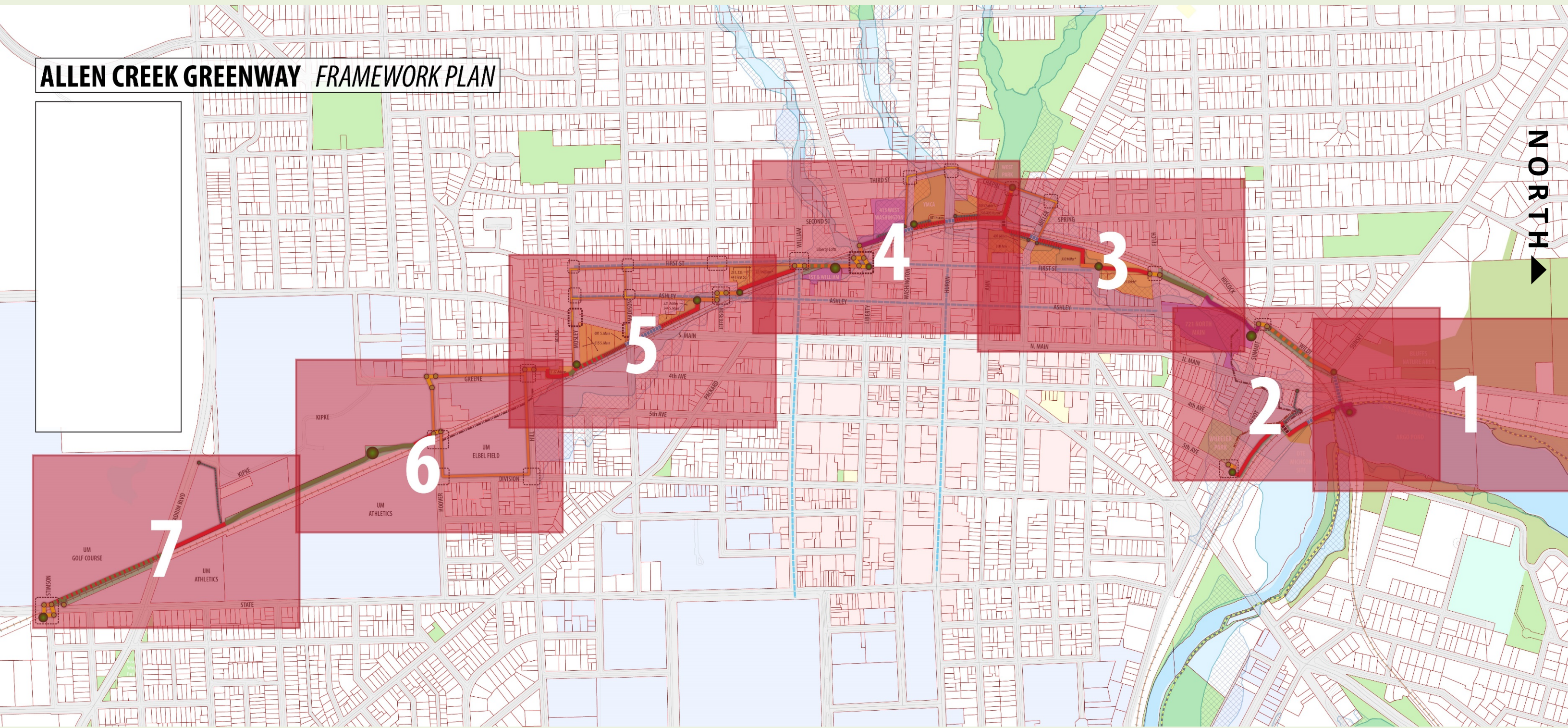
The Framework Plan will function as a strategy or roadmap for pursuing implementation.

Aggregated the four prior options into a hybrid plan that considers:

- 1. Feasibility (*property access, engineering*)
- 2. Continuity (*e.g. bridging over challenging intersections*)
- 3. User experience & safety
- 4. Connectivity to assets & destinations (*public parcels, parks, future improvement sites, commercial destinations, etc.*)
- 5. Unique experiences & landmark opportunities



ALLEN CREEK GREENWAY FRAMEWORK PLAN



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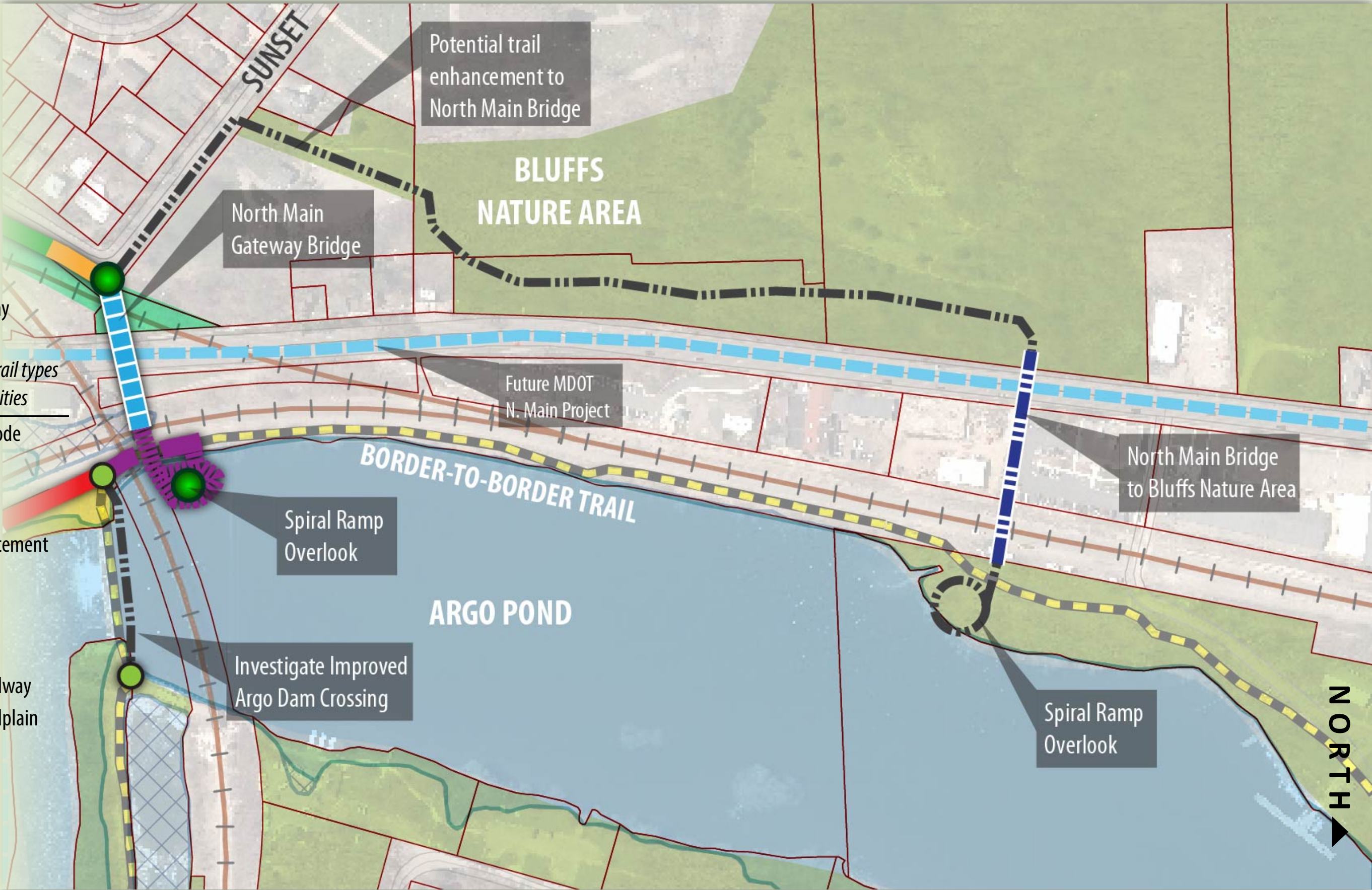
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- Private Parcels
- Rail Parcels
- Public Parcels
- Floodway
- Floodplain

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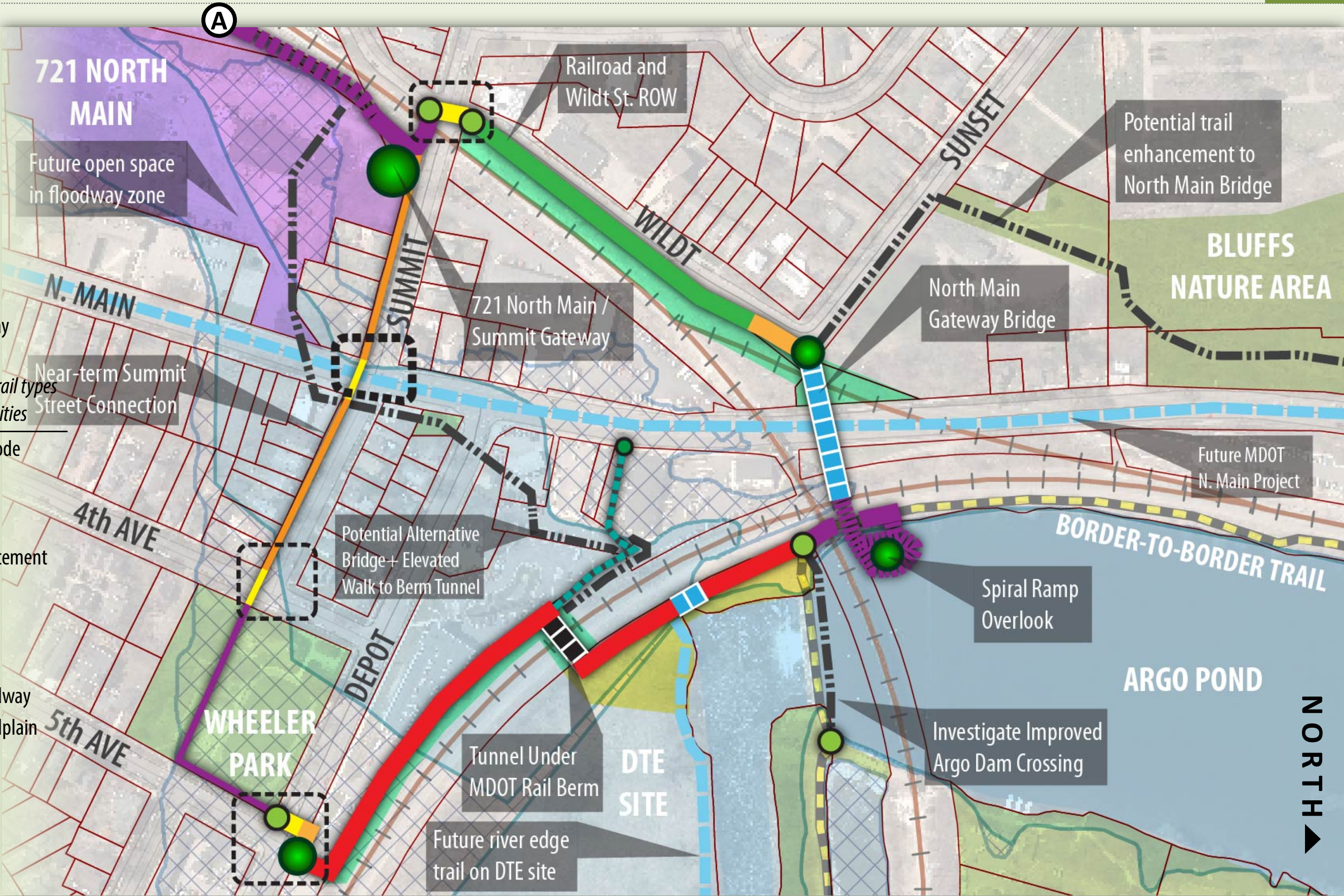
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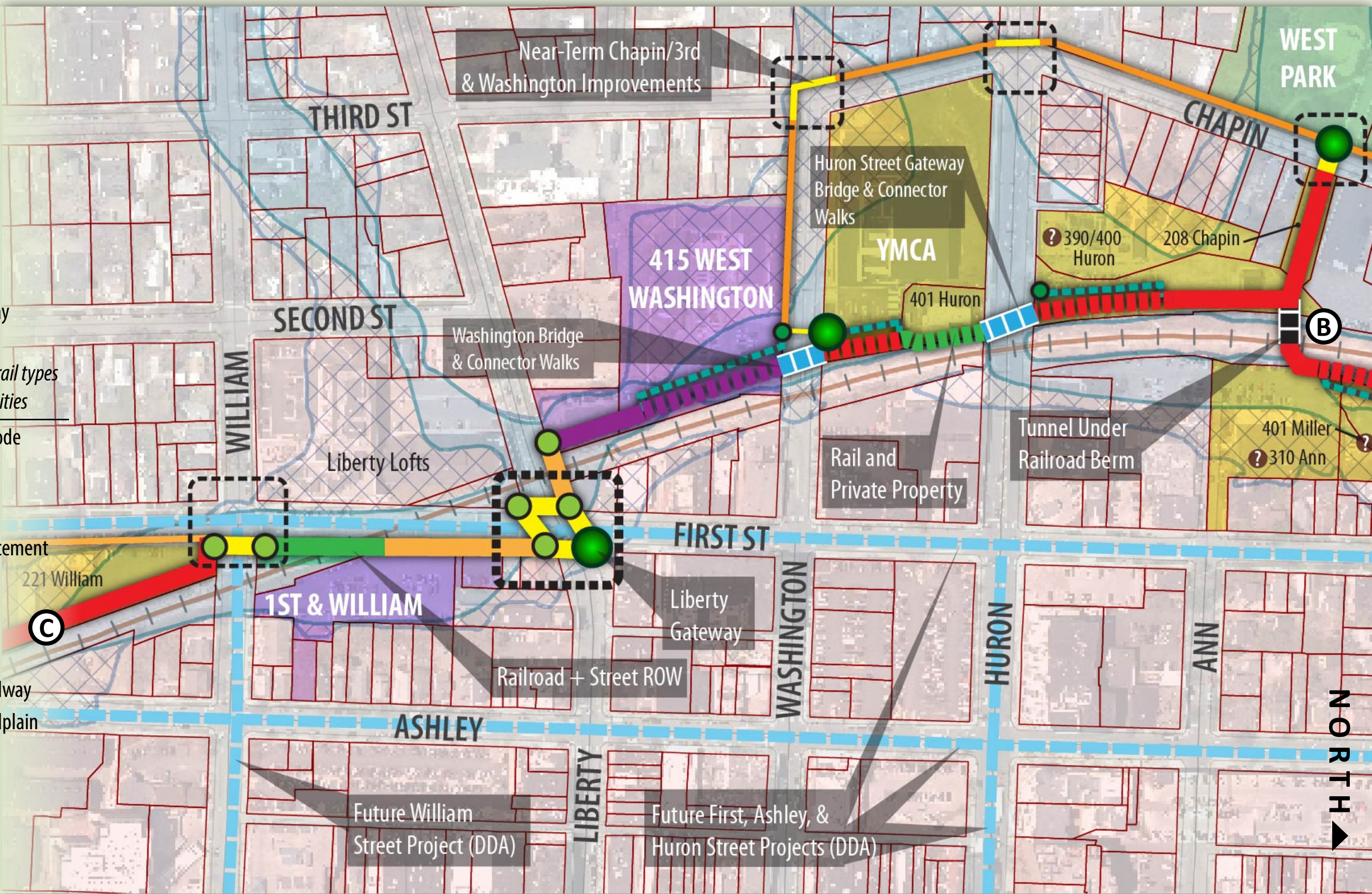
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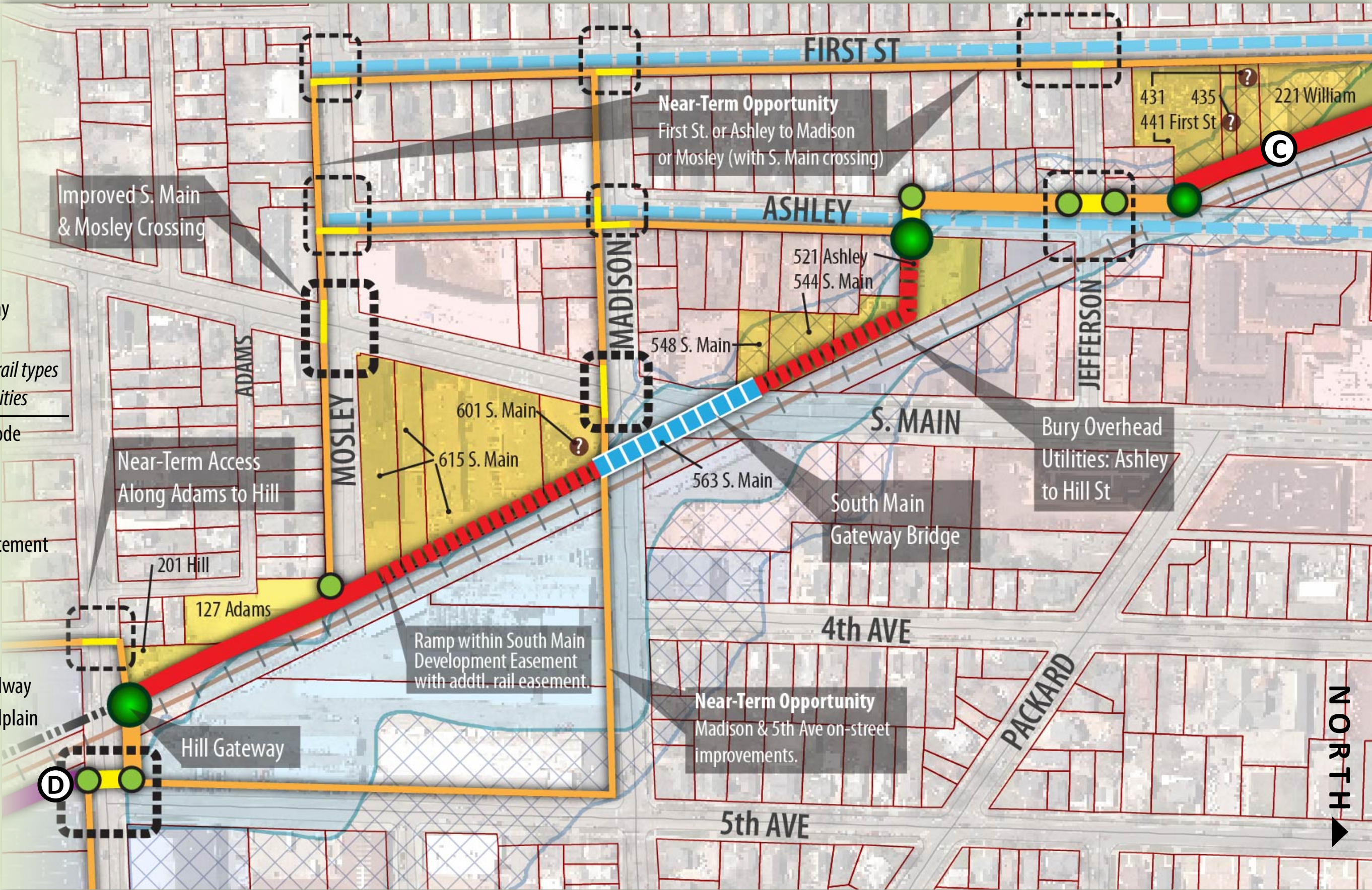
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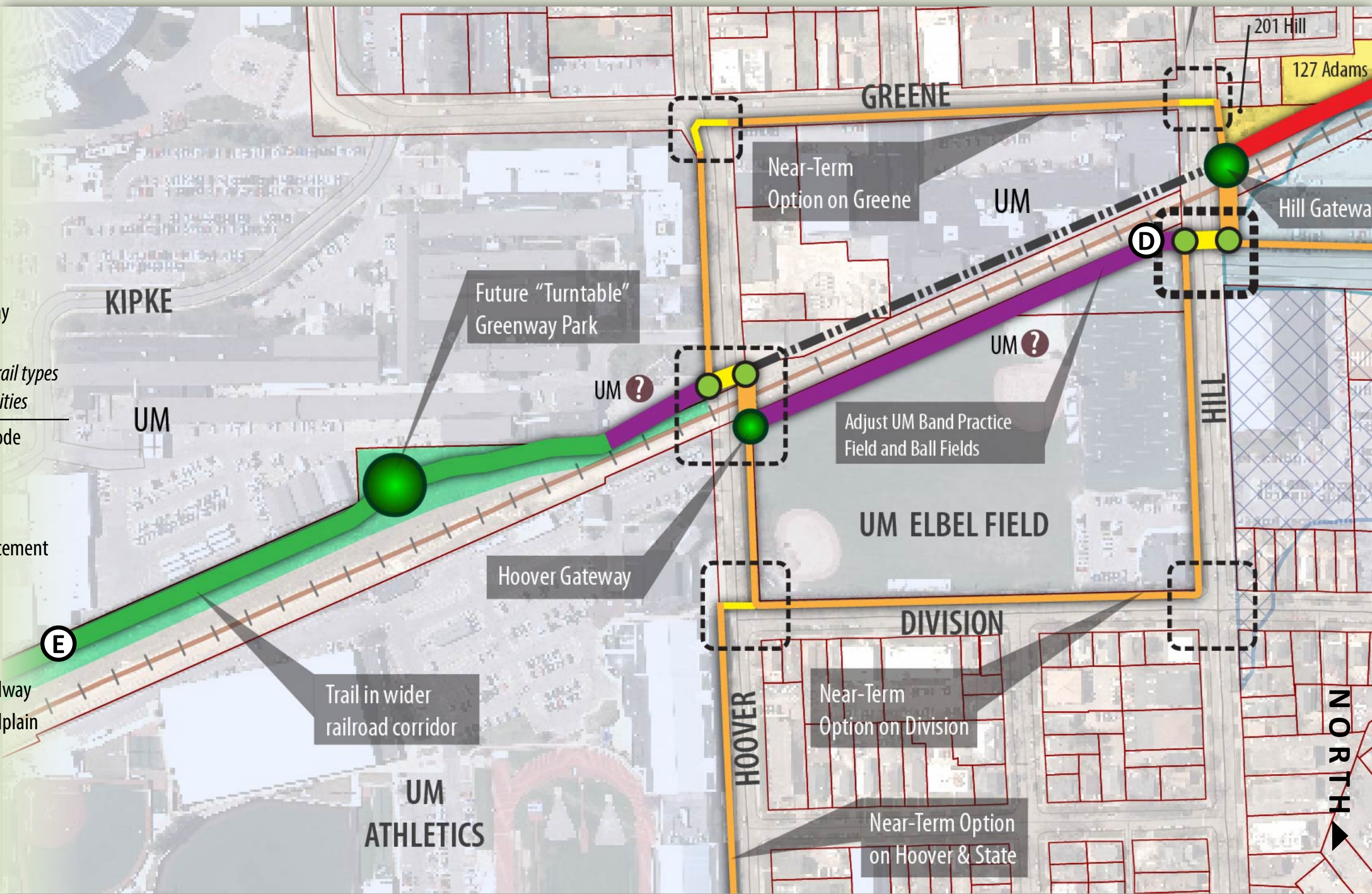
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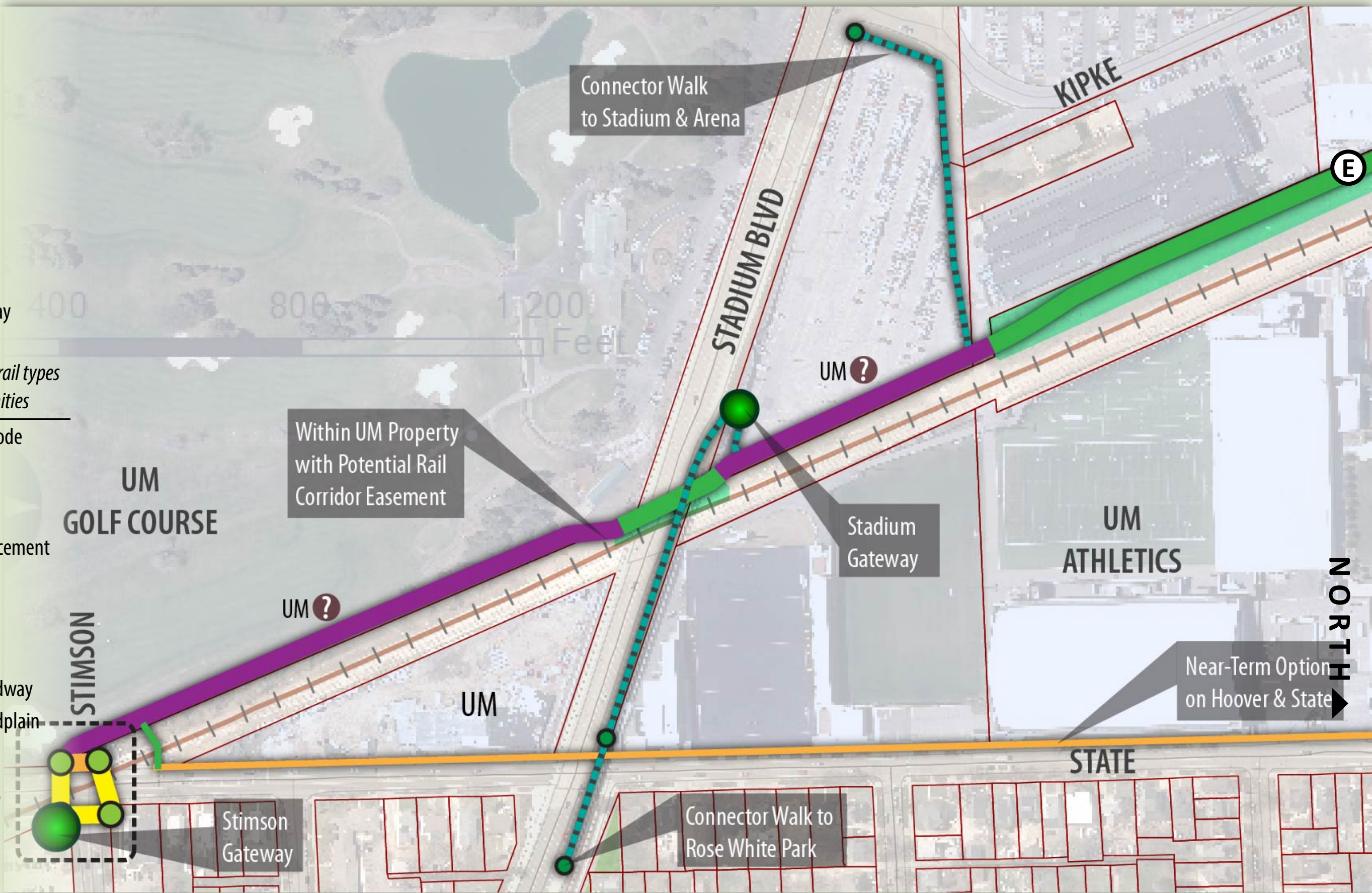
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- Preliminary estimate of potential construction costs:

\$53 - 57 million

Approx. 2.75 miles in length

Approx. \$3,800 per linear foot

• **Trail Amenities & Features Included:**

- All primary trail alignment features and connector paths, including bridges and elevated ramp sections.
- Trees and landscaping along the trail
- Benches and other site furnishings
- Stormwater management for trail area + runoff
- Pedestrian-scale lighting and security (call boxes)
- Ornamental security fencing (where needed)
- Grading, retaining walls, and utility modification (as needed)

• **Cost Analysis Includes:**

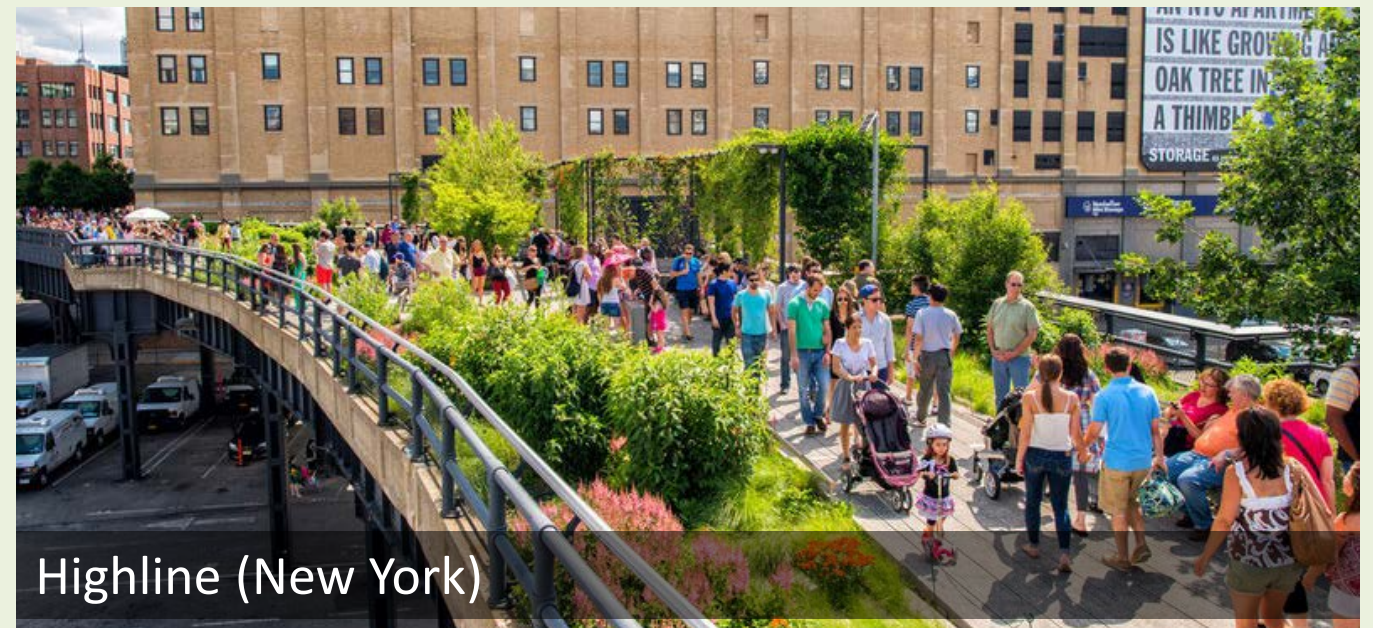
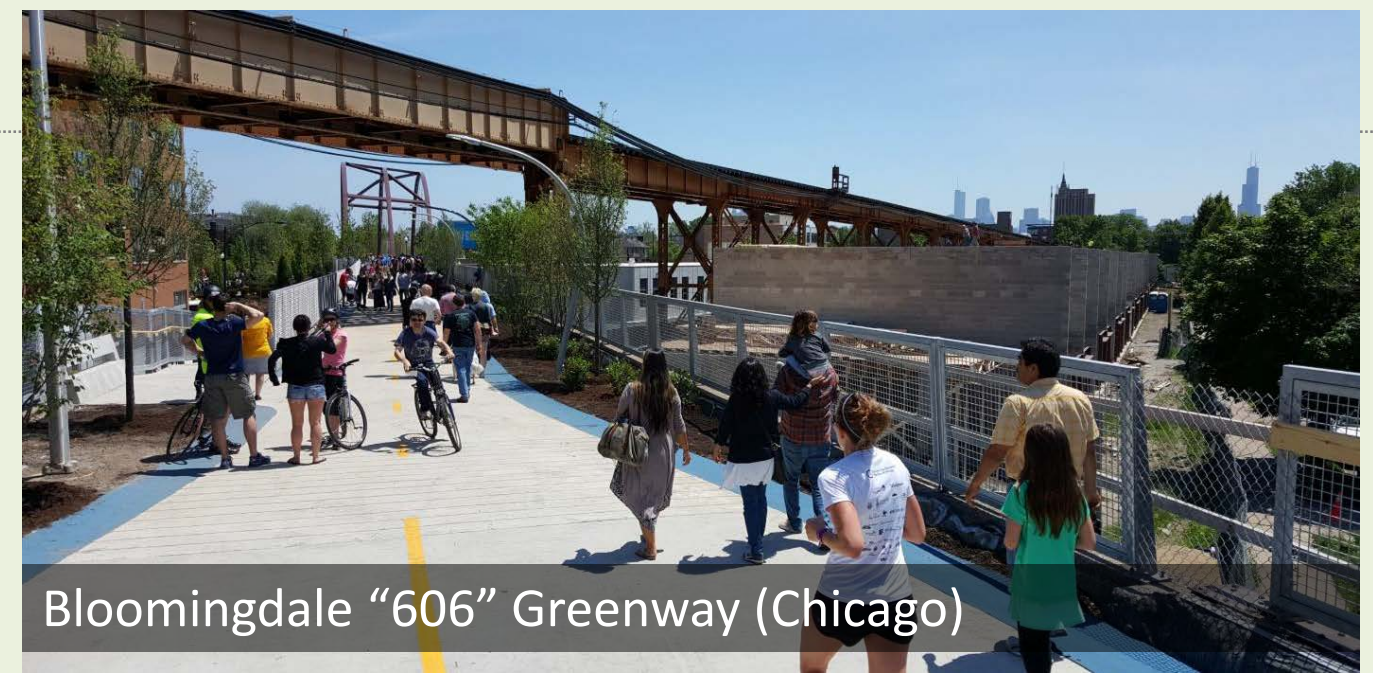
- Design & Engineering
- Permitting, Survey, Geotechnical
- Design, Estimate, and Construction Contingencies
- Project Management & Construction Administration

• **Cost Analysis Does NOT Include:**

- Any property acquisition/easement costs
- Major utility modifications or enhancement
- Environmental remediation
- Flood mitigation / floodplain enhancement
- Projection of on-going maintenance costs
- “Other Trail Opportunities” shown on the framework plan

Cost Analysis - Benchmarking

- **606 Bloomingdale** (Chicago)
 - \$95 million for 2.7 miles (\$6,650 per linear foot)
- **Indianapolis Cultural Trail** (mostly on-street)
 - \$63 million for 8 miles (\$1,500 per linear foot)
- **Chicago Navy Pier Flyover** (mostly elevated)
 - \$60 million for 0.6 miles (\$19,000 per linear foot)
- **New York Highline** (elevated but on existing raised platform)
 - \$187 million for 1.45 miles (\$24,500 per linear foot)
- **Allen Creek Urban Trail**
 - \$55 million for 2.75 miles (\$3,800 per linear foot)



Potential Implementation Strategy

- **Business Plan**

- Goal is to develop concurrently with the completion of the Master Plan. Documents are interrelated.
- Business Plan addresses Governance, Finances, and Implementation

- **Governance Plan**

- Partnership with the Allen Creek Greenway Conservancy (ACGC)
- Governed by Board with members from ACGC and the City
- Develop an operating agreement with ACGC as the Managing Partner
- Managing Partner is responsible for day-to-day operations
- City approval required for annual budget and major actions

- **Financial Plan**

- Objective is to establish dedicated and reliable sources of funds for design/construction and operation/maintenance
- Capital (design/construction)
 - City resources (funds and properties)
 - Grants
 - Donations and Sponsorships
 - Debt financing
- Operating (maintenance/capital repair & replacement)
 - Funding from operations of facilities/programming of spaces
 - Sponsorships
 - Limited City funding

- **Implementation**

- Project phasing (including future Phase 2)
- Detailed planning
 - Acquisition of easements/rights of way
 - Off-street and on-street improvements



Photo credit: www.americantrails.org

An aerial photograph showing a park area. In the foreground, a river flows alongside a wooden boardwalk or bridge structure. A fenced-in field with some trees is in the middle ground. In the background, a modern building with large glass windows is visible, surrounded by more trees and greenery. The sky is blue with some clouds.

NEXT STEPS

- Package for Watco Co./Ann Arbor Railroad Review
- Allen Creek Greenway Conservancy – Branding Roll-out and Supporting Materials
- Approval Process Timeline (Planning Commission, City Council)
- CAC Meeting #5
 - Wednesday, July 19 from 8:30 - 10:30 a.m.
 - City Hall Council Chambers



DISCUSSION

The FRAMEWORK PLAN Identifies the following:

- **Primary Trail:** This is the primary, technically feasible, and preferred alignment for the main trail feature.
- **Connector Paths:** These are supporting sidewalks or secondary pathways used to connect to the primary trail.
- **Near-Term Opportunities:** These are routes that can provide connectivity between primary trail alignments before all primary sections are complete.
 - Near-term projects would remain in place and be designed to provide lasting benefits to complement the Primary Trail.
- **Coordinating Projects:** Adjacent and related projects requiring coordination efforts.
- **Major Gateways:** Signature points of access at key locations and/or high visibility/traffic areas. May also include areas where modest, additional green space and/or interpretive elements can be incorporated.
- **Minor Node / Gateway:** On-grade points of access from public space (ROW, etc) onto the Primary Trail
- **Future Public Site Improvements:** Public properties that accommodate the Primary Trail and necessary amenities. Uses beyond what are needed for the greenway to be determined as part of future, parallel, or on-going efforts.
- **Private Properties:** Properties where an easement or access agreement for the Primary Trail are needed.