

Long-Range  
**TRANSPORTATION / LAND USE PLAN**

for the Fox Cities, Oshkosh and  
Fond du Lac Urban Areas

**INTERIM STATUS REPORT**

DECEMBER, 1994



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## **ABSTRACT**

**TITLE:** LONG-RANGE TRANSPORTATION/LAND USE PLAN FOR  
THE FOX CITIES, OSHKOSH AND FOND DU LAC  
URBAN AREAS: INTERIM STATUS REPORT

**AUTHOR:** East Central Planning Staff

**SUBJECT:** Interim status report on existing long-range transportation/land  
use plan and progress on the update and extension of the long  
range plan to 2020.

**DATE:** December, 1994

**PLANNING AGENCY:** East Central Wisconsin Regional Planning Commission

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This report was prepared to meet the requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 for a long-range transportation/land use plan and is consistent with U.S. Department of Transportation, Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Code of Federal Regulations, Section 450.316, 49 CFR, Part 613, Metropolitan Planning Rule, effective November 29, 1993. The report follows WisDOT's Translinks 21 Guidance for the preparation of an interim plan and constitutes a status report on the ongoing transportation/land use planning process as it is progressing toward completion of an update of the long-range transportation/land use plan. This update effort is concurrent with the five-year update of the sewer service area plans for the Fox Cities, Oshkosh and Fond du Lac urban areas, which comprise the regional land use plans.

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## INTRODUCTION

This report was prepared to meet the requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 for completion of a long-range transportation/land use plan in all metropolitan areas by December 18, 1994, three years following enactment of the landmark federal legislation. In recognition of the reemphasis given to the land use relationship and to multimodality by ISTEA, it was administratively realized that the allotted time frame was inadequate to complete the full long-range plan update within the guidance of the ISTEA regulations and WisDOT's Translinks 21 guidance for the coordinated State/Metropolitan Planning Organization (MPO) planning process.

In March 1994, WisDOT issued its guidance for the preparation of interim and long-range transportation plan updates consistent with U.S. Department of Transportation, Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Code of Federal Regulations, Section 450.316, 49 CFR, Part 613, Metropolitan Planning Rule, effective November 29, 1993. East Central indicated that it would meet the interim requirements to the extent possible rather than complete the long-range transportation/land use plan.

This document, as recognized by its title, constitutes a status report on the ongoing transportation/land use planning process as it is progressing toward completion of an update of the long-range plan. This effort is concurrent with the five-year update of the sewer service area plans for the Fox Cities, Oshkosh and Fond du Lac urban areas, which comprise the regional land use plans. The results of sewer service area planning essentially serve as the base forecasts for the traffic and transit simulation models in the transportation planning process. While the Fond du Lac area is not specifically addressed from the transportation perspective in the long-range plan at this time, it is integral to the land use planning and sewer service area updates within the Commission, especially with reference to the goals, objectives and policies reevaluation. As the second largest non-metropolitan urban area in Wisconsin, the Fond du Lac urban area will be the subject of a companion transportation/land use planning process following completion of the Fox Cities and Oshkosh updates.

## REPORT FORMAT

The format of this report follows the suggested actions point-by-point as outlined in WisDOT's Interim Plan guidance. The report references three companion documents completed as elements of the long-range plan:

*Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Issue Identification, June 1994.*

*Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Objectives and Policies, December 1994.*

***Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Bicycle and Pedestrian Plan, December 1994.***

**These reports are considered integral to the Interim Status Report. In evaluating existing plans and their implementation, other reports are referenced, but are not part of the submittal. As appropriate, more in-depth assessments of existing plan elements or explanations of future analyses in the long-range planning processes are included in Appendices.**

**(1) Facilities preservation & efficient use of existing facilities.**

- *Establish facility preservation and more efficient use of existing facilities as priority MPO goals.*

The Commission has in the past, as well as in the current reevaluation of its goals, objectives and policies, given strong emphasis to efficient use of existing facilities to meet evolving transportation needs.

The overall goal for the transportation system includes efficiency as one of its three intrinsic characteristics. The "maximum system effectiveness for all residents" objective calls for the travel needs of all population subgroups, regardless of capabilities and with concern for their preferences, to be considered in exploring alternative service delivery mechanisms.

The "efficient street and highway system" objective includes policies to explore low-cost improvements to existing facilities as the first measure considered, to promote the provision of adequate financial resources for upkeep and renewal of existing highways, the exploration of alternative transportation modes prior to the development of new or expanded highways, and to coordinate traffic control signals to facilitate the efficient flow of traffic.

The "freight" intermodal objective includes policies promoting efficient truck routing oriented to the freeway, expressway and high arterial system and the use of joint terminals and common pickup and delivery services.

The "public transportation" intermodal objective includes policies to scale delivery systems appropriate to the density of development, to promote land use patterns and site design standards which can be efficiently served by public transportation, and calls for transportation services to be coordinated to increase efficiency and avoid overlap and duplication of service.

The "bicycle and pedestrian travel" objective includes policies calling for the provision of suitable on- and off-road routes, that such routes be integrated into the planning, design and construction of all appropriate street and highway projects, that compact and mixed land use should be encouraged to increase opportunities for bicycle and pedestrian modes, that new development should be encouraged to integrate bicycle and pedestrian modes, and that natural and man-made corridors should be utilized for bicycle and pedestrian trails to the extent feasible.

- *Inventory preservation needs and include in transportation plan.*
- *Categorize and summarize improvement recommendations by system preservation and system expansion in transportation plan and TIP.*

From a street and highway network perspective, Appendices A (Fox Cities) and B (Oshkosh) analyze the capacity expansion project recommendations made in the respective urbanized area plans, including amendments, and the degree of implementation since the plan's development or since the last major update to it. These projects are categorized as

principally expansion projects or as preservation of existing facilities to achieve capacity improvements.

These preservation projects, whether original plan recommendations or amendments, constitute the current estimation of preservation needs through the year 2010. Assessment of future preservation needs through 2020 will require completion of the analytical phase of the long-range plan with the availability of target year forecasts and model testing.

Though not in a published report for the Oshkosh area, the traffic operations recommendations impacted the city's decision-making and extensive implementing actions have been taken. The projects have included signal timing and synchronization improvements, parking removal to facilitate traffic flow, especially with respect to channelize turn movements, and spot channelization improvements to facilitate turn movements. The city has institutionalized a traffic operations management program to monitor and continually manage system performance.

Within the Fox Cities, the Cities of Appleton and Neenah have full traffic operations programs, while in the balance of the area attention is only given on an "as needed" basis. The Commission began developing a traffic operations data base for the Fox Cities, but has not had the time to follow through with a full analysis, responding to needs only on a demand basis and within the available expertise of the Commission staff. A full analytical evaluation of Outagamie County's urban arterials was completed in report form in 1990 from both a capacity and operations perspective. This information has subsequently been used by the county planning staff to annually update the county's capital improvement program and by the highway department to program its design and construction work activity.

- *Assess extent that transportation plan addresses better operations/management of existing system (TSM actions/transit route restructuring, etc.).*

A major focus of continuing planning activity following completion of the street and highway network plans in the late seventies was precisely transportation system management activities initially focused on the TOPICS (traffic operations planning to increase safety and capacity) on the highway side and efforts to effectively manage the public assumption of the transit systems to maintain viable transit service as part of the total transportation delivery system.

The current planning process stresses preservation and the fullest utilization of the existing transportation infrastructure. Traffic operations approaches to meeting capacity demand receive first priority before other options are considered. Projects, while evaluated based on capacity need and pavement condition (sometimes indicating a lack of timely management of the infrastructure), are also evaluated based on long-range plan consistency and long-term programming by the community. Communities that have identified and programmed needs well in advance are rewarded in the transportation improvement programming process, putting a premium on awareness of proper management of the system. In fact, in the current competition for project ranking of improvement projects, the project must be referenced in an adopted multi-year (five or six years) capital improvement program to even

be considered for funding award. In reevaluating standards for project prioritization within the development of the long-range plan, further consideration of appropriate management measures in a multi-modal environment will be considered to strengthen the role of properly planning and programming of transportation service delivery improvements.

From a transit perspective, planning has historically been short-range and aimed at better management and operations of existing systems. Three to five year *Transit Development Programs* and *Elderly and Disabled Transportation Plans* developed in specific response to changing federal regulations have traditionally guided transit improvements. In the shorter term, transit systems plan for operations and capital improvements annually in their budgeting process and for the update of the *Transportation Improvement Program*.

To a large extent, implementation of transit improvements has been directly related to new federal requirements or an abundance of federal aids. Major service improvements occurred in the 1980s when federal funds were plentiful. With declining federal funding and new federal mandates, both Valley Transit and Oshkosh Transit System have been exploring new revenue sources to help maintain existing levels of fixed-route service and meet ADA paratransit requirements. Chronological assessments of transit improvements in the Fox Cities and Oshkosh urbanized areas are located in Appendices C (Fox Cities) and D (Oshkosh).

Specific strategies for transit improvements to be developed in the long-range plan will be keyed to revised transit policies which place emphasis on more flexible delivery systems, proactive involvement of transit with land use decisions, and funding and organizational structures better able to address regional systems. Long-range transit strategies, in contrast to other modes, also will be strongly influenced by urban transit improvements and funding levels proposed in Translinks 21.

- *Identify needed current and future access management actions for system efficiency.*

The Commission has placed high emphasis on access control measures since the late seventies and has encouraged proactive actions by counties and communities to use access control measures to protect the traffic carrying capabilities of its existing arterials to extend the life of those facilities and to increase roadway safety. As part of the update of the goals and objectives, the Commission has added a policy providing the specific guidance that appropriate access control measures should be established for existing and future routes functionally classified or proposed as principal or minor arterials.

Past progress in the enactment of access control measures has been focussed at the county level, though a number of municipalities are beginning to follow suit. The counties in the metropolitan area have principally relied on s.83.027 allowing controls to be exercise on only 35 percent of the county trunk system. The Commission has encouraged counties to utilize an approach wherein zoning, subdivision and driveway permitting powers are brought to bear to achieve access management standards that are effective across all jurisdictional roadways, not just the county trunk system. Within the Fox Cities, Oshkosh and Fond du Lac urban

areas, county actions have been taken using only s.83.027 in Outagamie, Winnebago and Fond du Lac Counties while no action has been taken by Calumet County. The broader, more encompassing approach, while taken in several of the rural counties, has not been embraced in the urban counties as yet.

Within most of the municipalities, while actions are taken to do some level of access management, the implementation is spotty and not always done as a matter of consistent policy. Within its 1993 Comprehensive Plan update, the City of Oshkosh adopted access management policies to be incorporated into codes and uniformly applied in future development decisions. It is the intent of the Commission to establish standards for the management of access on principal and minor arterials that will be incorporated into all local development codes to effectively achieve protection of the traffic carrying function of this class of roadway regardless of jurisdictional responsibility.

**(2) Consistency with energy conservation.**

- *Document how interim transportation plan considers energy conservation.*
- *Adopt energy conservation goal.*

The Commission has had a "conservation of energy" objective as part of its goals and objectives since initial development of the transportation plan in the seventies. In reviewing that objective and its policies for this update of the long-range plan, the objective and policies were deemed sound and enduring in their guidance for the planning process. Therefore, the objective and policies, save one, have been retained.

The overall policy of promoting a land use pattern that is compact, orderly and expanding outward from existing development patterns has been determined to provide the basis for achieving an energy efficient transportation system. Recommendations for capacity improvements are made from the perspective of minimizing overall miles travelled in the network. At the same time traffic operations modifications are recommended not just from the perspective of improved flow and reduced time, but because of resulting reductions in energy usage.

The promotion of ridesharing was tested in the late seventies coming off of the energy crisis, but had little impact on changing motorist's driving habits. Given the scale of the Fox Cities and Oshkosh communities, the diminished mobility and demands on time were greater than the perceived benefits derived from reduced energy consumption. The public was simply willing to absorb the increased cost to maintain the flexible mobility of their own vehicle. A more intensive look at those commuters that are incurring the highest costs will need to be taken in exploring the opportunities for ridesharing to impact energy usage.

Under the "conservation of energy" objective, the Commission has adopted a policy promoting the use of mass transit. As the energy crisis of the 1970's illustrated, people will switch to transit if they must. Both Valley Transit and Oshkosh Transit System had ridership

increases at that time. For significant benefits in energy conservation to occur from increased transit use, a substantial number of commuters must change from driving alone in their automobiles to riding the bus. Efforts will be made in the long-range planning process to test the impacts of such a change on energy conservation. However, the more likely relationship between energy conservation and transit in the long-range planning process will be subliminal: one reason for maintaining a viable transit system is to ensure that if the nation is again faced with an energy crisis, transit will be in place as an alternative to the automobile.

### **(3) Congestion relief and prevention.**

- *Inventory current and projected highway congestion locations.*

As identified under item (1) earlier, Appendices A & B identify areas of needed improvement in the highway network. To the extent that these projects are not new expansions to the network, but are modifications to the existing facilities, they are indicative of the specific areas of congestion.

Within the Oshkosh urbanized area, the area of peak congestion had shifted from the downtown area to the frontage roads on either side of USH 41 centered on the 9th and Witzel Avenue intersections. Following a special study which documented the congestion problem and the fact that the peak period of congestion occurred on Saturdays during shopping hours, a program for frontage road and intersection capacity improvements was outlined which the city has been following as revenue is available. The east frontage road (Koeller Street) has one more segment to achieve completion before attention is shifted to the west frontage road (Wasburn Street).

A second area of congestion was evolving related to the southwest industrial park and the development of a discount manufacturer's mall centered on the STH 44/USH 41 interchange area. In this instance the need to address capacity problems was recognized as the developments were occurring and projects were amended to the plan to meet the needs in a timely fashion, averting any extended period of congestion.

The principal area of congestion that needs to be addressed in Oshkosh relates to the changed retail orientation from the downtown to the west side. In the past traffic movement was principally north-south. Some of that has now shifted east-west and it is the growth occurring west that has strained the east-west routes including Witzel and 9th Avenues. Because Witzel Avenue has better design characteristics than 9th Avenue, has less abutting land use constraints to its traffic flow, and is not encumbered by an interchange with USH 41 traffic, it has become the focus of east-west movement and has put great pressure on the Wisconsin Street bridge crossing the Fox River. Ironically, the Wisconsin Street bridge is the only one of four in the community without four-lane capacity, yet carries the highest volume of traffic. The long-range plan analysis with the aid of a reestablished traffic simulation model for the Oshkosh area will be invaluable in testing alternative improvements dealing

with east-west traffic to try to alleviate the increasing congestion in these corridors and better utilize existing bridge capacity.

The remaining area of congestion is the USH 41 corridor carrying through traffic in conjunction with local urban traffic movements. An evaluation of six-laning USH 41 between STH 21 and STH 44 (and possibly on the Lake Butte des Morts crossing as well) will be conducted as a major investment analysis within the context of the long-range plan.

Turning to the Fox Cities urban area, there are two principal areas of congestion. The first is the vicinity of the Fox River Mall focussed on the USH 10 (Wisconsin Avenue) and STH 125 (College Avenue) interchanges. The second is the Little Lake Butte des Morts (STH 441) bridge and STH 441/USH 41 interchange. All other areas of the Fox Cities network, following completion of the Tri-County Freeway (STH 441) are functioning without adverse congestion.

The Fox River Mall area has become a major employment and shopping trip destination. Being west of the highway, nearly all trips originate east of USH 41 or from USH 41 itself and must funnel through the two interchange locations. Because all traffic movements in the area need to share the same space, three-fourths to four-fifths of the traffic is usually sitting and watching the other fourth or fifth take their turn. Stop gap measures taken at Wisconsin Avenue to date have been to lengthen the left turn queue lanes to minimize blockage of through lane movements. Additionally, the northbound off-ramp has been increased to two lanes. At College Avenue the northbound off-ramp has been modified to allow double left turn lanes after traffic had de facto created a right turn lane on the paved shoulder, however the modification does not address the conflict between queuing left turn traffic and traffic turning right.

The recognized solution to this congestion area is the construction of a full interchange at Northland Avenue (CTH 00) one mile north of Wisconsin Avenue (combined with the relocation of STH 76), to modify the College Avenue ramp intersections, and to close the Wisconsin Avenue interchange to allow free flow east-west crossing movements of USH 41 unencumbered by USH 41 ramp traffic. All of these modifications are programmed except for the closure of the Wisconsin Avenue interchange negating realization of the full solution. Failure to fully implement the recognized solution can only be attributed to political rationale.

The second area of congestion is the STH 441/USH 41 interchange including the Little Lake Butte des Morts bridge. The bridge, built with two-thirds local funding, was built with the basics only (four travel lanes) which proved adequate with lower usage levels. However, as travel increased it became readily apparent that the lack of emergency lanes on a three-fourths mile span does not meet basic safety design standards. Any accident on the bridge in recent years has led to instant congestion or shut-down of traffic flow until such time as the accident scene is cleared. With the completion of the Tri-County Freeway, traffic levels have at times topped 50,000 ADT leading to consideration of six-laning the bridge.

The area of peak congestion in the Fox Cities is the STH 441/USH 41 interchange where STH 441 westbound traffic exiting to USH 41 southbound or Lake Street needs to lane shift with USH 41 southbound traffic exiting to STH 441 eastbound or Lake Street. Modifications to the interchange are programmed as part of the relocation of the USH 10 Corridors 2020 route align with STH 441 making this a full freeway/freeway interchange. Interchange modifications will be staged over a period of years with the final completion culminating with the six-laning of the Little Lake Butte des Morts bridge.

- *Analyze strategies to alleviate/prevent congestion as part of the transportation plan.*

Specific congestion management strategies will be developed within the long-range plan and probably key on a variety of network capacity and traffic operations actions to achieve the desired minimum impacts. What the particular mix of strategies will be needs to be tested iteratively with the modeling tool, including alternative land use options.

**(4) Effect on land use and consistency with land use plans.**

- *Include a qualitative evaluation of consistency between transportation plan and land use plan.*

The East Central Wisconsin Regional Planning Commission has a policy-oriented comprehensive planning process. This is a two-tiered approach with a comprehensive regional policy plan providing guidance and integration of functional plans, programs and forecasts. Figure E-1 (Appendix E) graphically depicts the flow of the process.

Within the regional policy plan, goals, objectives and policies are established which provide the framework and integrating mechanism for development of program goals in four functional areas: transportation, open space, economic development, and environmental management. The functional area goals guide development of plans composed of more specific objectives and standards which are the basis for alternative strategies, recommendations, and programs. The introduction of major plan alternatives thus flows through the functional plan elements in a consistent manner.

East Central has settled on the policies plan approach for one basic reason: its potential for effectively bridging the gap between specific project recommendations and their implementation by local governmental units. The policies plan approach places emphasis on establishing criteria for sound decision-making to be applied on a project-by-project basis and on shorter range programming of necessary projects. The potential for alternative directions consistent with the plan criteria is always maintained. The result is a dynamic process for bringing recognized and accepted planning policies and criteria to bear on the concerns before officials at any time, whether one year from now or 20 years from now.

The development of the current urban transportation plan and land use (sewer service) plan have used the policy plan approach. While these functional plans were completed at

different points in time, the overall regional policies guided plan preparation. Additional consistency between the transportation and land use elements is gained through standardized inventory, analysis and projection methodologies.

- *Determine extent transportation plan is serving existing development versus opening access to new development*

The current regional plan directs development to the existing urban areas and promotes growth, including new transportation facilities, in a staged and orderly fashion. A primary land use objective is "to promote compact communities which contain centralized, concentrated and compatible urban development patterns. The related transportation policy recommends that "development of new or expanded highway corridors should generally be limited to situations where they are clearly needed to; alleviate significant safety hazards, relieve communities of heavy through traffic burdens, alleviate traffic congestion, conserve energy in highway use, and stimulate economic development." These and other related policies thus promote the principle of service to existing development prior to opening new areas and extending additional facilities and services.

There have been only two major transportation plan recommendations that open access to new development areas. The Tri-County Expressway (STH 441) and Westside Arterial are new transportation corridors. These corridors and related land use development areas are shown on Map 1.

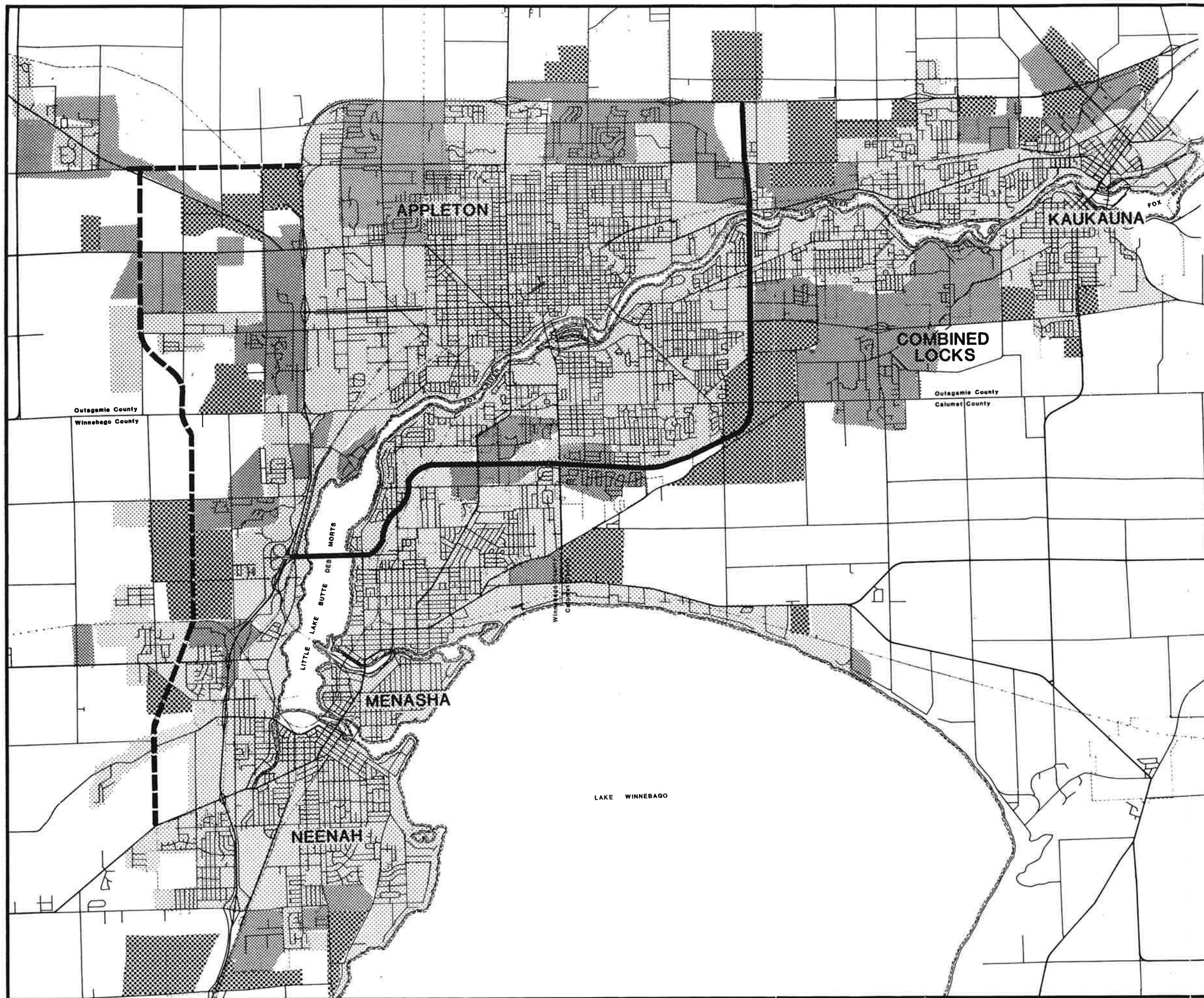
The Tri-County Expressway is designed to serve the existing Fox Cities urban area with the primary benefit of relieving internal traffic congestion on the existing highway network. New development areas are served by the facility to the south and east of the City of Appleton. These areas total approximately thirty-five percent of the corridor and are incidental to the overall benefits of the facility.

The Westside Arterial is designed to serve new development areas on the west fringe of the Fox Cities. This facility serves an area of planned development with seventy-five percent forecast to be developed within the projection period. The facility has the added benefit of relieving existing local traffic on USH 41.

- *Begin to study land use impacts of transportation decisions.*

The land use impacts of two major transportation proposals described above have been studied within the transportation plan. The Tri-County Expressway predominantly serves existing development while the Westside Arterial serves future development.






The Tri-County Expressway is perhaps the largest and most significant transportation improvement project in the Fox Cities area. While the initial proposal for the Tri-County was made over 30 years ago, the project plan was tested and revised through the urban transportation planning process in the 1970's modifying the proposal to freeway status. The Tri-County serves two important functions. The first is to move traffic and the second is to provide a framework for guiding and integrating urban development.

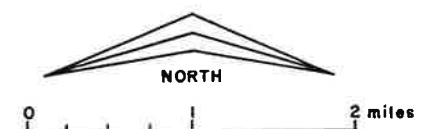


Map 1

LAND USE DEVELOPMENT  
STATUS OF  
MAJOR TRANSPORTATION  
CORRIDORS

FOX CITIES URBANIZED AREA

-  1980 EXISTING DEVELOPMENT
-  1980-1995 DEVELOPMENT AREAS
-  2010 PLANNED GROWTH AREAS
-  TRI-COUNTY FREEWAY
-  WESTSIDE ARTERIAL



EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

In 1977, the land use implications of four Tri-County alternatives were addressed in the report *Land Use Impacts of the Tri-County*. It was determined that "any one of the Tri-County alternatives is expected to have a relatively significant impact on land use and growth patterns in the Fox Cities area, although the magnitude and specific effects will vary, depending on the alternative." The report stated that the Tri-County was not expected to impact the overall growth of the urban area but to increase significantly the accessibility and growth of the areas adjacent to the corridor. The facility would thus create a shift and concentrate development patterns within the urban area.

During project plan finalization in the late 1970's, most of the proposed Tri-County corridor was within existing urban development areas. Due to the long history of the plan, much of the right-of-way was preserved and formed the development edge of the City of Appleton on the south and east. Beyond this boundary rural land uses predominated.

The Fox Cities urban service area and urban transportation plans adopted in 1979 projected 20 year urban growth areas. These plans proposed infilling of existing vacant parcels within the Tri-County, thus using the corridor as a growth boundary. Subsequent urban service area updates in 1985 and 1990 expanded the boundary and allocated growth beyond the corridor in stages southward and then easterly from the City of Appleton.

The adopted regional plan for the Tri-County Corridor was effective in controlling growth, with two exceptions. Both of these exceptions involve the timing of growth and relate to premature development pressures. First, the City of Appleton began significant residential development on the southside in the early 1970's. While much of this development was contained within the Tri-County, development speculation promoted annexations to the south of the corridor and resulted in the premature extension of services. The second exception involves the Darboy Sanitary District to the east of the corridor. This area contained minor and scattered development in 1980. Due to its central location within the urban area and the easy access provided by the planned Tri-County and CTH CE improvements, this area became the fastest residential growth area of the Fox Cities from 1980 to 1994. The accelerated rate of growth was not projected in the regional plan and there was no local land use planning for the area. The growth pressures in the Darboy area have strained urban services and created "political boundary" issues with neighboring communities.

Overall, development adjacent to the Tri-County is consistent with long-term regional plans; however, the freeway construction has prematurely increased the rate of development in the Darboy area.

The Westside Arterial is a major north-south transportation corridor serving the entire westside of the Fox Cities urban area. The corridor right-of-way has been preserved with construction completion scheduled before the year 2000. The Westside Arterial facility was not included in the 1979 regional plan or the 1985 update, but was developed as a plan amendment in the *Fox Cities Highway Network Plan* in 1990.

The need for the Westside Arterial was determined through development trend analysis contained in the 1990 plan. The development trends responded to a 1985 urban service area plan update which allocated staged growth areas westward from existing development limits. The magnitude of these growth areas required a major north-south arterial facility. This need was further justified by independent studies of the USH 41 corridor which determined that a substantial part of the 41 traffic between CTH 00 and STH 114 was locally generated. The Westside Arterial would relieve some of the local traffic on USH 41 in addition to serving planned development areas.

The proposed Westside Arterial responds to planned access to new development areas. The construction of the facility is phased to address priority areas of development consistent with the staged extensions of utility infrastructure.

- *Local government/MPO policy board review and approval of TAZ forecasts*

The Transportation Analysis Zone (TAZ) forecasts are scheduled for completion in mid-1995. The forecasts will include elements of existing land use conditions, projected population and employment, and traffic generation. The TAZ forecasts will be prepared coincident with urban service area planning which includes community participation and review. The East Central (MPO) Commission will approve the TAZ forecasts subject to the recommendation of the Regional Development and Transportation policy committees.

- *Identify access management actions that are necessary to achieve land use goals.*

The initial transportation goals and objectives addressed access management from a safety perspective proposing that "the level of access control should be appropriate to the function of the highway." New goals and objectives also address, in addition to safety, the compatibility of the transportation system with existing and future land use patterns. A specific access policy recommends that "the relative accessibility provided by the highway system should be adapted to comprehensive plans by providing a higher level of accessibility to areas where development is to be encouraged."

Access management planning and control is inconsistent throughout the urban area. No specific access management element has been adopted for the existing urban transportation plan. Outagamie and Winnebago Counties have partial access management controls for the county trunk system. A *Calumet County Access Control Plan* addressing county and local highways has been prepared by East Central but has not been adopted by Calumet County. The City of Oshkosh has included comprehensive access control policies and standards in its 1993 comprehensive plan. Various communities have limited access control measures incorporated into subdivision regulations.

A uniform access control element will be included in the urban transportation plan. This element will address access control from a safety and land use perspective. It will include control measures necessary to alleviate access problems within existing areas of development as well as provide accessibility to new areas of development. Specific access control project

proposals will be included in the urban area Transportation Improvement Program (TIP). Recommendations for development of local access control regulations will also be included.

**(5) Transportation enhancement activities programming.**

- *Inventory short-range enhancement needs.*
- *Identify candidate projects and program them into TIP consistent with WisDOT Project Selection Process.*

To date the enhancement projects have evolved from local perceptions of need with all projects located in the Fox Cities and one in discussion phase in Oshkosh. All projects, with one exception, have been bicycle/pedestrian oriented. The one exception was a historic interpretive center in conjunction with the reconstruction of a lift span over the Fox River Canal. Of the bicycle/pedestrian projects, two involve grade separations, one with a rail line and the other with an expressway, another is an extension of a Fox River trail that serves a dual commute and recreational role while the remaining projects are modifications to overpasses of freeways to safely accommodate the bicycle/pedestrian modes.

The bicycle/pedestrian plan will be identifying significant opportunities for enhancement projects with several project proposals pending for joint usage of freeway/expressway right-of-ways. Potential enhancement projects other than bicycle/pedestrian projects exist in conjunction with future reuse of the Fox River Lock and Canal system as a proposed multiple site heritage state park, although to date no specific projects have been brought to proposal stage.

Within the 1996 TIP the Commission will be including an appendix table of enhancement candidate projects for purposes of prioritization rather than prioritizing applicant projects on the fly. Because of the requirements for a fiscally constrained TIP and the nature of statewide competition without the earmarking of funding availability by urbanized area, it is not possible to program enhancement projects into the TIP until the award has been made by WisDOT.

**(6) Effects of all transportation projects including all public and private.**

The principal measure of the effectiveness of any specific measure is its consistency with the goals, objectives and policies and its compliance with the standards established to give direct guidance to implementing actions to achieve policy intent. Depending on the scale of the project, the traffic simulation model, with its multi-modal capabilities will also be able to measure the effectiveness of the project with some degree of quantitative impact on overall system performance. Small scale projects will necessarily be analyzed on their own merits comparing base case with project improvement relative to standards. They would not be perceptibly noticed within the overall network or system.

- *Inventory and report on the scope of private sector transportation development and investment, and the potential impacts of these on the public transportation infrastructure.*

Private sector transportation investments of an infrastructure nature are principally confined to airport users, rail lines, trucking terminals, and transit providers. The role of the private sector in trucking terminals is discussed under Item (11) and the role of transit provision under Item (14) and at the end of this section.

Airport facilities are constructed by local government, but especially scheduled air service facilities are able to participate in the return of federal excise (ticket) taxes to accomplish many of the capital improvements such that in some instances they become self-sustaining.

Wittman Field in Oshkosh is notably the home of the Experimental Aircraft Association and its annual convention which has a major economic impact on the community. While the airport presently has only one scheduled passenger carrier serving it, it also is home to Basler Flight Service which provides air cargo and charter service and also specializes in DC-3 conversions, and to the Fox Valley Technical College Aviation Center. The principal impacts on the public transportation infrastructure are the scale of the airport facility itself for the diverse needs of the EAA annual convention and on the highway network providing access to the facilities with its special peaking considerations during the convention.

Outagamie County Airport in the Fox Cities is the other regional facility with scheduled air service. Presently served by six scheduled passenger carriers, the facility also has one charter air service and two air freight express services. Also located at the airport are the headquarters offices and maintenance facility for Air Wisconsin and KC-Aviation's jet maintenance facility for Midwest Express Airlines as well as other corporate maintenance and conversion work. the principal impacts on public transportation infrastructure are on the highway network providing access to the facilities.

Railroads have undergone significant change over the last twenty years and are the primary private sector provider of transportation infrastructure. Abandonments of line segments occurred in the Fox Cities by the Milwaukee Road and CNW and in Oshkosh by the CNW. As part of the Milwaukee Road bankruptcy, lines in the Fox Cities were purchased by the Soo Line and in Oshkosh by Wisconsin Southern, a newly formed short line. The interconnection between the Soo Line and Wisconsin Southern in Oshkosh was never implemented and eventually the entire portion of the Wisconsin Southern line east of USH 41 was abandoned, precluding the need for a USH 41 overpass. The Soo Line sold its holdings north of Milwaukee, including one line into the Chicago market, to a newly formed company, the Wisconsin Central Limited. Shortly afterward the CNW sold its holdings between Green Bay and Milwaukee to the newly formed Fox River Valley, an ITEL subsidiary, which also held the Green Bay & Western as a subsidiary. Finally, the Wisconsin Central Limited purchased the ITEL holdings in the Fox River Valley and Green Bay & Western, forming Fox Valley & Western as a subsidiary, leaving the Fox Cities with one rail carrier and Oshkosh with two carriers, though without any interconnection between them.

Wisconsin Central has moved to consolidate trackage where feasible and where not otherwise needed for operations. The primary impact is in Oshkosh where a line through the downtown area is being removed eliminating in excess of 40 grade crossings. In Appleton WCL worked with the city on removing former Milwaukee Road flats yard trackage to allow existing industrial expansion. The City of Neenah is proposing a Main Street grade separation that will further enhance WCL yard operations and remove existing delays on the street network. WCL had initially established an intermodal facility at Green Bay and has now established an intermodal facility at Neenah following the purchase of the FRV and GBW. The impact of the WCL investments in rail infrastructure has been a closer working relationship with local governments and the accomplishment of coordinated infrastructure improvements that did not happen earlier.

Private sector highway development has been limited to privately financed turn lane additions. These have usually involved state or county jurisdiction and been added according to their specifications and have not posed problems. At times, depending on the jurisdiction, large scale developments have built infrastructure using minimal standards that have later proved inadequate. These have been a matter of inadequate standards adopted by the local jurisdiction for the scale of development being accommodated.

The final area of private sector provision of infrastructure relates to some jurisdictions allowing private streets on larger planned developments. These have proven to be inadequate in meeting the needs of the developments' residents and a frustration to meeting network needs when permitted in areas that require network connectivity. For this reason the advisory committee reviewing street and highway policies recommended the addition of a policy that "community development regulations allowing private streets should require right-of-way and design standards with WisDOT's *Design Manual* for local streets".

The role of the private sector in provision of transit has expanded substantially in the past 20 years primarily because of growing public subsidies to support transportation for the elderly and disabled. An analysis of existing transit services in the *1988 Elderly and Handicapped Transportation Coordination Study for Outagamie and Winnebago Counties* identified over 35 non-profit and for-profit private providers in the Fox Cities and Oshkosh urbanized areas. These providers include taxi operators, school bus operators, Specialized Medical Vehicle operators, social service agencies providing daycare, workshop, nutrition, medical and employment transportation, ambulance service and intercity buslines. Most of these providers receive substantial public subsidies.

With the passage of the Americans with Disabilities Act of 1990 and the requirement that fixed-route transit systems must provide paratransit service to the disabled, new opportunities arose for private providers. In addition, funding shortages on the federal and local levels have public transit systems exploring privatization as a way to lower costs. A discussion of private sector involvement with public transit systems in the Fox Cities and Oshkosh urbanized areas appears under Item (14).

Reflecting the interest of private participation in subsidized transportation, in 1986, the federal government required MPO's to incorporate guidelines for private participation in the planning process. The Commission developed a private sector policy which included expanding representation of private operators on the TAC, placing private operators on study committees, notifying private operators of opportunities for providing transportation service and other provisions. Although the regulations were rescinded in 1994, the Commission intends to continue to follow these guidelines in the long-range planning process.

**(7) Access to other modes, recreational, cultural and other sites.**

- *Inventory current and planned access to recreational and cultural sites, as well as intermodal sites such as ports, airports, train stations, bus terminals, major freight terminals, park and ride lots, etc.*

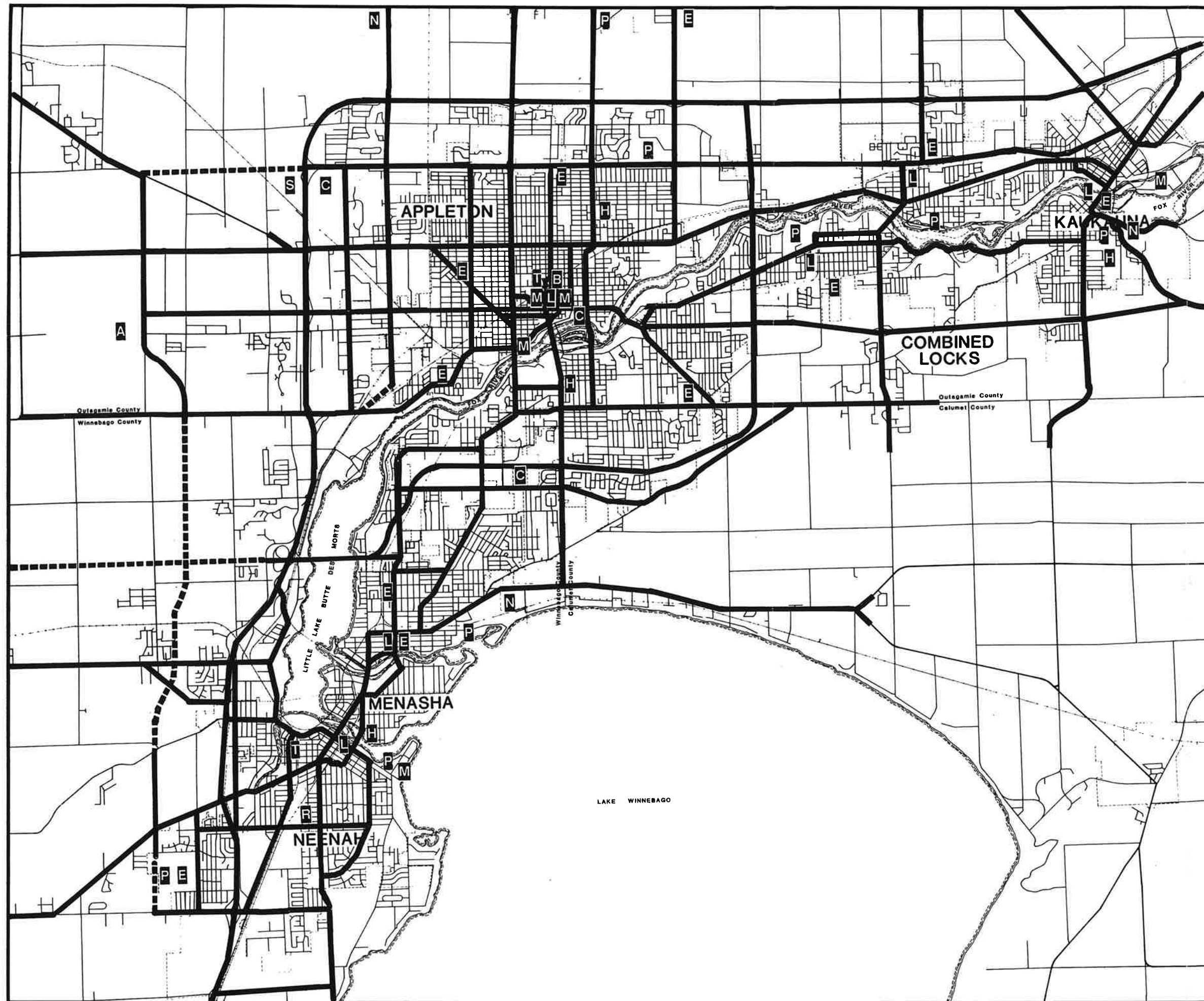
Maps 2 and 3 of the Fox Cities and Oshkosh show the principal and minor arterials (not collectors) of the functionally classified network. Locations are referenced for recreational (regional parks, stadiums [baseball and football] and nature preserves), cultural (museums, libraries, colleges and high schools) and intermodal facilities (airports, intercity bus stations and rail multimodal [TOFC & COFC] freight facilities).

Access to these facilities is generally served by the arterial system. One cultural facility, the new Appleton high school on its northeast side, will require substantial improvements north of USH 41 to the Ballard Road arterial to accommodate future travel. In the short-run vehicle travel should be adequately served; however, the bicycle or pedestrian modes have no facilities. In the mid- to long-range, capacity will have to be expanded as the development pattern is filled in. The City of Appleton is programming to have the latter facility with multimodal considerations in place within four years.

The intermodal facilities are well served by the arterial network. The Fox Cities airport is served by the CTH CA expressway while the Oshkosh airport is served by a principal arterial link about one mile from a USH 41 interchange.

The intermodal rail facility in Neenah has minor arterial access to USH 41 interchanges within one mile either northbound or southbound. In Oshkosh the Wisconsin Southern intermodal facility, while a bulk materials facility rather than a TOFC facility, is well-served by a principal arterial two miles west of a USH 41 interchange.

The intercity bus stations are located in the downtowns of Oshkosh and Appleton. Their travel times are impacted by the need to leave the freeways, travel on the arterial networks to reach downtown and to then return to the freeway. In the Fox Cities the route has been modified to use the STH 441 freeway to more quickly access the downtown terminal than the previous routing from USH 41.



MAP 2

ACCESS TO OTHER MODES,  
RECREATIONAL, CULTURAL  
AND OTHER SITES

FOX CITIES URBANIZED AREA

PRINCIPAL & MINOR ARTERIALS

- EXISTING
- - - PROPOSED

RECREATIONAL SITES

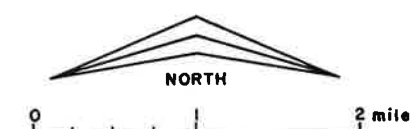
- N NATURE PRESERVES
- P PARKS
- S STADIUMS

CULTURAL SITES

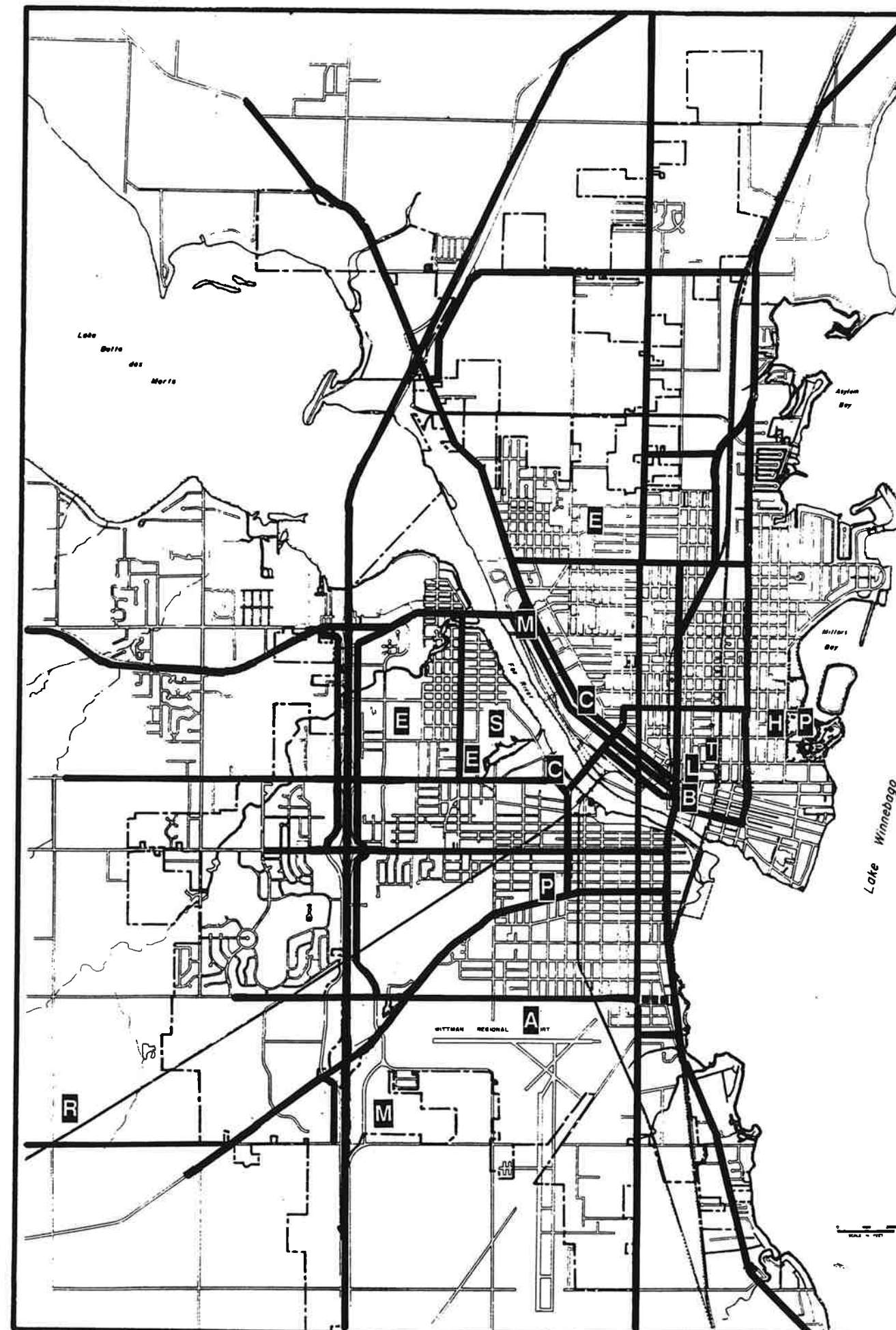
- C COLLEGES
- E HIGH SCHOOLS
- H HOSPITALS
- L LIBRARIES
- M MUSEUMS

INTERMODAL SITES

- A AIRPORTS
- B INTERCITY BUS
- R RAIL INTERMODAL
- T PROPOSED AMTRAK STATION



EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION



# MAP 3

ACCESS TO OTHER MODES,  
RECREATIONAL, CULTURAL  
AND OTHER SITES

## OSHKOSH URBANIZED AREA

### PRINCIPAL & MINOR ARTERIALS

- EXISTING
- - - PROPOSED

### RECREATIONAL SITES

- N NATURE PRESERVES
- P PARKS
- S STADIUMS

### CULTURAL SITES

- C COLLEGES
- H HIGH SCHOOLS
- H HOSPITALS
- L LIBRARIES
- M MUSEUMS

### INTERMODAL SITES

- A AIRPORTS
- B INTERCITY BUS
- R RAIL INTERMODAL
- T PROPOSED AMTRAK STATION

EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

- *Involve appropriate actors in planning process.*

See documentation in *Public Involvement Procedures for the Fox Valley Long-Range Transportation/Land Use Plan*, Appendix D, page 103 of the *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Issue Identification*.

- *Identify goods/services movement problem areas, to be addressed in the comprehensive planning process, by using results of WisDOT Translinks 21 Intercity Freight Planning Process and known intraurban freight movement deficiencies.*

At this time the results of the WisDOT Translinks 21 Intercity Freight Planning Process have not been provided to the Commission. For a discussion of freight movement evaluation, please see Item (11).

#### **(8) External connectivity of roads.**

- *Inventory existing connectivity problems, including movement of freight.*

Within the Oshkosh area the 1993 Comprehensive plan recognizes two areas for improved connectivity with the intercity network. The first is the provision of a south access to the South Industrial Park. Coupled with the reconstruction of the STH 26/USH 41 interchange, the city has proposed the improvement of Fisk Avenue and the portion of Oregon Street (CTH I) from 35th Street to Fisk Avenue as an alternative movement to 20th Avenue for southbound oriented traffic. The second proposed improvement is the completion of the Fernau Avenue arterial linking the North Industrial Park directly to the STH 110/USH 41 interchange north of Lake Butte des Morts. Both of these improvements would eliminate substantial indirection in existing internal/external traffic patterns.

Within the Fox Cities completion of the Tri-County Freeway (STH 441) has resolved many problems of traffic indirection. Coupled with other planned arterial improvements, notably the Corridors 2020 rerouting of USH 10 into the STH 441/USH 41 interchange and the rerouting of STH 76 between the West Side Arterial (CTH CB) and CTH OO, the internal/external linkages should adequate for the foreseeable future.

- *Coordinate intercity portion of travel forecasts with WisDOT Translinks 21 Intercity Planning Process.*

This will be accomplished during the completion of the long-range plan as these forecasts are made available to the Commission.

- *Coordinate with results of WisDOT Translinks Intercity Sketch Plans.*

This will be accomplished during the completion of the long-range plan as these sketch plans are made available to the Commission.

**(9) Needs identified by Management Systems.**

- *MPO involvement in the development of management systems.*

The Commission will incorporate management system data into the development of the long-range plans and in the continuing long-range planning process. The Commission will also support the maintenance of the management systems on a continuing basis with whatever roles and responsibilities are appropriate for the MPO.

**(10) Right-of-way preservation.**

- *Adopt policy and procedures for corridor preservation.*

The following policies serve to promote corridor preservation. Under the "efficient street and highway system" objective, the policy that "a community's development plan should incorporate all proposed future principal and minor arterial street within their existing and 'extraterritorial powers' jurisdictions" places emphasis on the long-term needs for right-of-way preservation. Another policy stating that "appropriate access control measures should be established for existing and future routes functionally classified or proposed as principal or minor arterials" serves to protect the traffic carrying capacities of the corridors.

Under the "compatibility with land use patterns" objective, a policy stating that "the proper use of land for and adjacent to highways should be maximized by coordinating street and highway planning with land development" also serves to promote the preservation of right-of-way corridors where development is encouraged to achieve mutually beneficial results. Another policy directly states that "right-of-ways for proposed transportation facilities should be reserved to minimize disruption of future development.

- *Identify potential corridors to be preserved.*

Within the Oshkosh area, the 1993 Comprehensive Plan has established sound preservation and access control policies and standards to adequately address the land use/traffic carrying capacity relationships of arterial extensions. Two corridors needing specific attention are the Fernau Avenue east/west corridor on the north side and the Fisk Avenue east/west corridor on the far south side of the urban are.

Fernau's importance stems from its critical location relative to the USH 41/STH 110 interchange and the ability to achieve direct access from the North Industrial Park to USH 41 with minimum disruption to the evolving development pattern. Protecting this corridor (already officially mapped) and implementing at the earliest possible date are desirable.

Fisk Avenue presents opportunities for reducing existing trip dislocations and minimizing disruptions from truck movements related to the South Industrial Park. While the need for

implementation is longer range to be staged with development, preserving adequate right-of-way for the future is desirable.

A third area of future development impact is to the northwest, west of USH 41, in the STH 110 corridor. Needs of the corridor area being addressed within the context of the STH 110 expressway facility moving toward construction at the present time.

Within the Fox Cities the completion of the Tri-County Freeway and the Six-laning of USH 41 has now removed the principal preservation need while the West Side Arterial amendment to the long-range plan has addressed a major need west of USH 41. Much of the preservation work needs to be placed on officially mapping adequate right-of-ways of existing arterials feeding into the fringe of the Fox Cities. Coupled with desired access control provisions to protect their traffic carrying function, addressing and defining these arterial feeder linkages will be given emphasis during the long-range plan update.

One east/west route north of USH 41 needs to be adequately protected to serve as a North Side Arterial as development expands across USH 41. The route already exists as CTH JJ and is access controlled. The adequacy of its officially mapped right-of-way will need to be evaluated relative to its future role as urban development engulfs it.

#### (11) Efficient movement of freight.

- *Assess access to freight terminals including train stations, bus terminals, ports, airports, etc.*

Maps 4 and 5 on pages 27 and 29 depict the designated truck routes and rail lines, the areas of non-residential land use, and the existing truck terminals in Oshkosh and the Fox Cities. Note that the freight terminals are closely aligned with the truck routes and can conveniently access USH 41 freeway in most instances. Indications from the freight-oriented users during the advisory committee deliberations were that existing accessibility is good in both urban areas.

The rail lines depicted on the maps exclude some existing lines that are scheduled to be abandoned as part of Wisconsin Central Limited's consolidation modifications following the purchase of the Fox River Valley and Green Bay and Western lines. Major switching yards are referenced on the maps while minor yards are not. Whether the minor yards that are scattered in the urban areas will remain or be made available for reuse will be explored fully in the long-range planning process. To date yard facility improvements have been concentrated in the Neenah and North Fond du Lac yards raising questions as to the future roles of the Oshkosh, Appleton, Menasha and other minor yards. The Neenah yard has an intermodal facility that was developed after the first yard in Green Bay. WCL is now talking about adding intermodal train service from Stevens Point running through Neenah.

Bus terminals and access to them was discussed under Item (7).

Scheduled airlines provide air freight service at Wittman Field in Oshkosh and Outagamie County Airport in the Fox Cities. Additionally, Federal Express and Airbourne Express have air freight terminals at the Outagamie County Airport. Access to the airports was discussed under Item (7).

- *Involve freight entities in the planning process.*

Representatives of freight carriers, both truck and rail, and traffic managers from industries were invited to participate in the planning process and will continue to be involved as appropriate or needed.

- *Coordinate with WisDOT Translinks 21 Intercity Freight Planning Process.*

The Commission will incorporate the results of the Translinks 21 freight planning process into its development of freight related recommendations in the long-range transportation/land use plan.

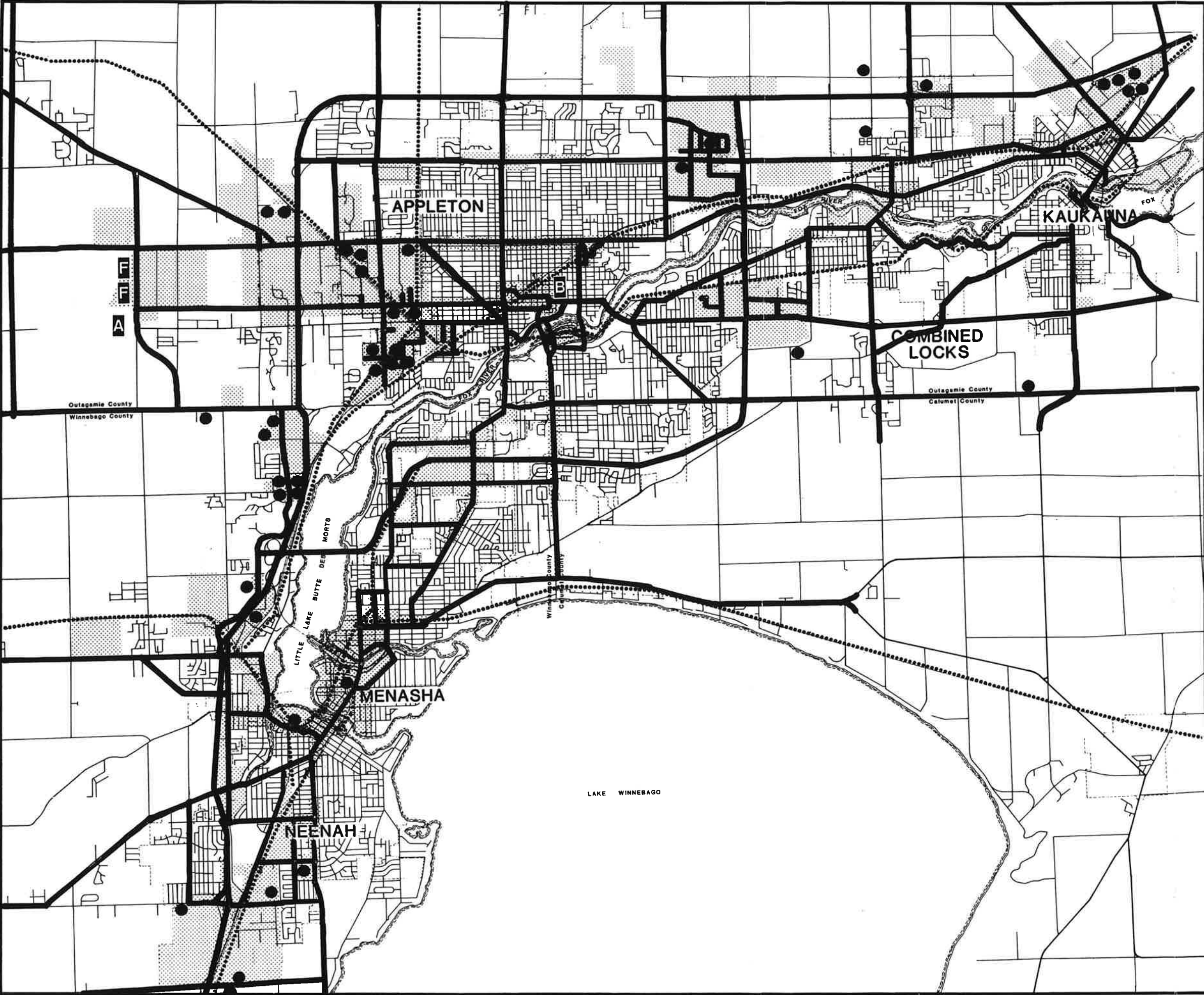
**(12) Use of life-cycle-costs, and use of operating and maintenance costs.**

- *Adopt policy for consideration of life-cycle cost in evaluation of needs and projects, and work with implementing agencies to utilize.*

Within the goals, objectives and policies for the long-range transportation/land use plan, the objective for an "efficient street and highway system" has a policy calling for "adequate financial resources for upkeep and renewal of existing highways to prevent accelerated deterioration..." while the "public transportation" objective has a policy calling for "funding and organizational mechanisms for public transportation...based on principles of equity...". Inherent in these policies is the notion that the most cost effective delivery of transportation services will be the decision-making guide. As standards are developed to give specific meaning to these policies, it is expected that life-cycle costing of alternative transportation services will be the standard selected to give the best return on the expenditure dollar.

- *Recommend "life cycle cost" analysis to implementing agencies.*

Standards adopted by the Commission are the basis of recommending actions by local governmental jurisdictions as implementing agencies. With the assumption that life-cycle costing of alternative transportation services will be the standard selected, it will be the recommended standard for comparative analyses by implementing jurisdictions.



MAP 4

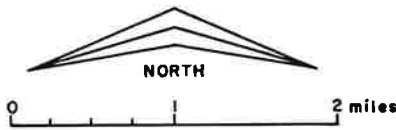
TRUCK ROUTES, FREIGHT  
TERMINALS AND NON-  
RESIDENTIAL DEVELOPMENT AREAS

FOX CITIES URBANIZED AREA

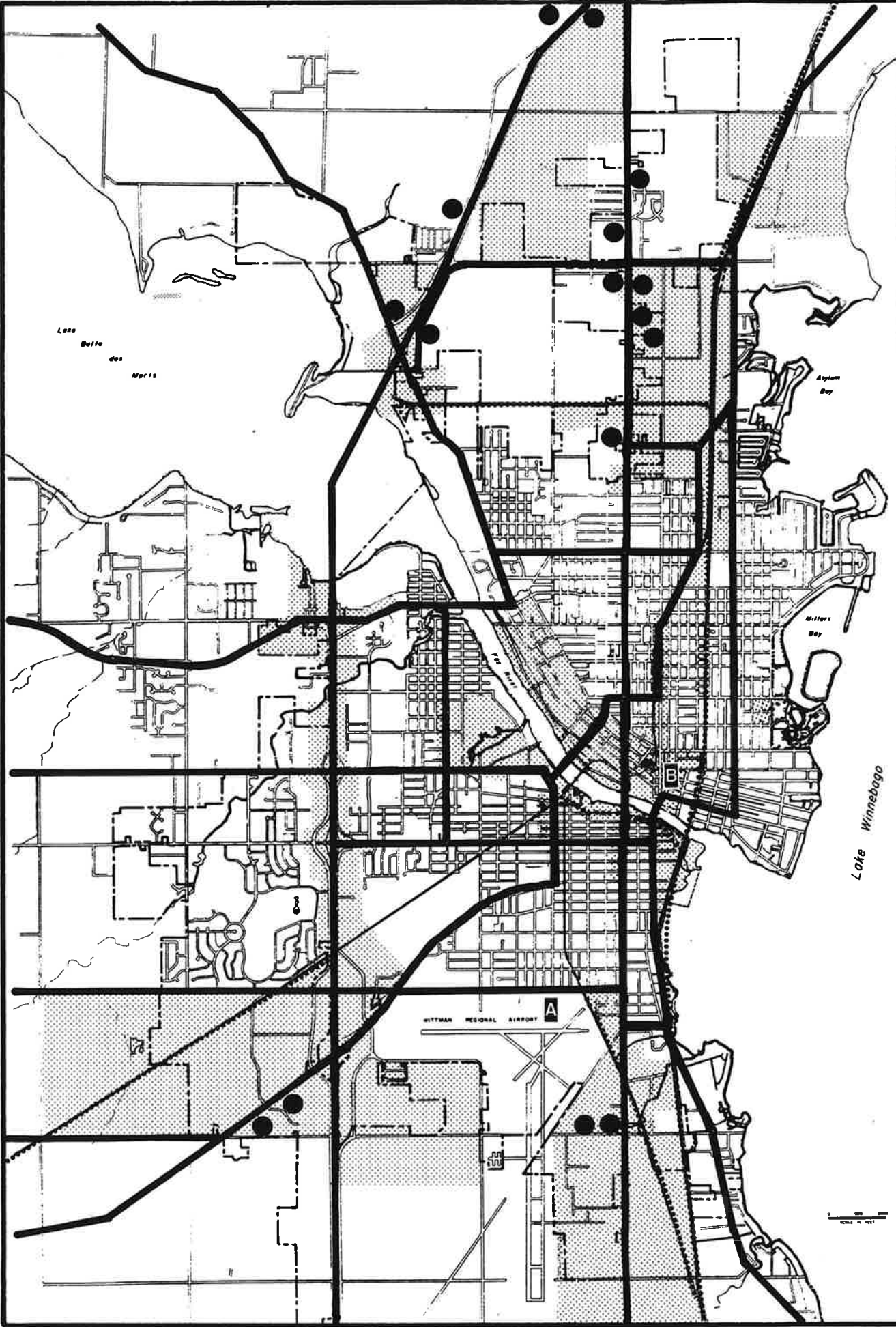
- TRUCK ROUTES
- ..... RAIL LINES

FREIGHT TERMINALS

- TRUCK
- A SCHEDULED AIR CARRIER
- B INTERCITY BUS TERMINAL
- F AIR FREIGHT



EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION



MAP 5

TRUCK ROUTES, FREIGHT  
TERMINALS AND NON-  
RESIDENTIAL DEVELOPMENT AREAS

OSHKOSH URBANIZED AREA

— TRUCK ROUTES  
..... RAIL LINES

FREIGHT TERMINALS

- TRUCK
- A SCHEDULED AIR CARRIER
- B INTERCITY BUS TERMINAL
- F AIR FREIGHT

EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**(13) Social, economic, energy and environmental effects.**

- *Outline current methods for considering social, economic, energy & environmental effects of the plan in the planning process. Include such effects as:*

- *housing*
- *employment and community development*
- *air quality*
- *environmental resources*
- *historical and cultural resources*
- *noise*
- *aesthetics*
- *quality of life*

The Intermodal Transportation Efficiency Act (ISTEA) requires that metropolitan planning organizations consider, among other things, the overall environmental (including social, energy and economic) effects of metropolitan transportation plans. The metropolitan plan, with an integrated environmental assessment process, should also be useful to the Wisconsin Department of Transportation to document the environmental impacts of statewide system plans under TRANS 400.

An environmental assessment process has been developed which, together with minor modifications to address specific ISTEA requirements, will serve as the basis for the assessment of the long-range transportation/land use plan. This process is outlined in Appendix F and has been excerpted from the *Environmental Assessment Manual* adopted by the Commission in 1979. The process establishes the methods for evaluation of the Commission's Comprehensive Regional Policies and functional area plans. The procedures provide standardized methods for assessing environmental impacts and assuring that the identification and evaluation of impacts are an integral part of the planning process. The overall assessment process is similar to the outline of principles guiding environmental review for long-range transportation system plans proposed in the *Environmental Evaluation Guidance* by the Wisconsin Department of Transportation (WISDOT).

The two assessment procedures described in Appendix F will be used to assess the metropolitan plan. The first procedure is intended to evaluate the plan goals, objectives and policies and qualitatively compare them to current (existing conditions) development trends. The second procedure is used in conjunction with alternative plan evaluation. The three major plan alternatives will be assessed and their environmental, social, energy and economic impacts identified and compared.

A key element of the assessment process is "scoping" which guides the flow of the assessment and guarantees public involvement at critical stages. The scoping process has begun with the identification of critical issues and the development of updated goals, objectives and policies. The scoping process is also outlined in Appendix F.

- *Discuss results of such analysis, as available*

The analysis phase of impact assessment is not available as it is dependent upon completion of major elements of the transportation/land use plan. The detailed inventory phase of the plan is not scheduled for completion until the early summer of 1995. The completion of the inventory is needed to establish development trends which, in turn, are needed to evaluate and compare the impacts of new plan goals, objectives and policies.

A secondary assessment process will address the three major plan alternatives. These alternatives include; uncontrolled development (backsliding), current trends (base case) and concentrated development (maximization). The assessment of these major alternatives is scheduled for the fall of 1995.

The environmental assessment of the final metropolitan transportation plan will be integrated into the plan as an environmental review chapter. The assessment will be subject to public participation and community review as required in the "scoping process" and the report format will follow the prototype outlined in the *Environmental Evaluation Guidance* prepared by WISDOT.

#### **(14) Methods to expand, enhance and increase use of transit**

- *Outline current methods used to expand/enhance transit use in the planning process*

The current planning process entails a joint effort by the MPO and the transit systems in the Fox Cities and Oshkosh urbanized areas to implement and further refine strategies developed in various plans over the years (Appendices C and D). At the present time, both Valley Transit and Oshkosh Transit System are struggling to preserve existing levels of service in addition to seeking ways to expand and enhance transit use. A summary of current methods used to achieve these objectives follows.

**City/County Coordination.** Since the U.S. Department of Transportation issued final regulations implementing the Americans with Disabilities Act (ADA), both Oshkosh Transit System and Valley Transit have used the ADA planning process to aggressively pursue additional funding sources to expand and enhance paratransit service. For both systems, this has entailed working closely with their counties and assuming responsibility for a number of transportation services not traditionally part of a mass transit system.

Oshkosh Transit System has assumed responsibility for a total of seven paratransit services which serve both ADA-eligible and non-eligible elderly and disabled county residents. These services include the Dial-A-Ride Program, Cabulance service, Work Adjustment Services, Inc., Advocap Nutrition, Rural Transportation, Residential Care for the Developmentally Disabled and Zion Eldercare. As the umbrella agency for paratransit service, Oshkosh Transit System is able to leverage additional state and federal funds to offset costs of these services.

The impact of subcontracting for these services has allowed the fixed-route system to remain intact and enabled almost immediate compliance with mandated ADA requirements despite shrinking federal aids. Moreover, it has resulted in a substantial reduction of local subsidy for the system and a savings to Winnebago County which has traditionally funded paratransit service. The level of service to elderly and disabled residents has also been substantially improved and the potential for duplication of transportation services has been reduced. Fares have also been able to be kept low.

Incorporating these specialized programs into the transit system has been a major step in providing a coordinated transportation system for Winnebago County. The solid base the system has established with various entities involved in paratransit programs assures the city that county dollars will continue to flow into the system to preserve and enhance both fixed-route and paratransit service. As the umbrella transportation agency, the system is potentially set to take a lead role in expanding intercity transportation and coordinating a variety of other TDM programs within the area.

Valley Transit has also been working with its three counties and an advocacy organization to help fund ADA paratransit and expand the level of services funded under the system. Since 1991, various agreements have been executed with Winnebago, Outagamie and Calumet counties, participating municipalities and the Advocacy Coalition (through the Community Foundation of the Fox Valley) to benefit both fixed-route and paratransit service throughout the Fox Cities.

For 1995, Valley Transit has agreements with Outagamie and Winnebago counties to fund the local share of ADA paratransit service. An agreement is pending with Calumet County. A component of these agreements is inclusion of county-funded paratransit services in Valley Transit's budget to generate additional state and federal funding for the county services and for Valley Transit's fixed-routes. Services included in 1995 in Outagamie County are Outagamie County Elderly Transportation and urban and rural workshop transportation routes; in Winnebago County, Neenah-Menasha Dial-A-Ride service, urban and rural routes for Neenah-Menasha Work Adjustment Services; Advocap Nutrition Program and Northern Winnebago Dial-A-Ride.

**Privatization.** In an effort to preserve, expand and enhance public transportation, various services have been contracted to private entities by both transit systems. Both systems currently employ private operators to provide ADA paratransit service. Oshkosh Transit System has also in the past contracted fixed-route service to private providers and continues to explore other private sector options. Costs of private operation for both fixed-route and paratransit service have generally been lower than public operation.

Oshkosh Transit System's most recent effort in privatization was an attempt to convert the Westhaven fixed-route, which has low ridership, to a Dial-A-Ride service. Because of opposition to door-to-door service and use of a small vehicle, the decision to operate a Dial-A-Ride program was abandoned. Rather than discontinuing the low ridership route, however, OTS contracted the fixed-route to a private provider who is operating a minibus to keep costs down see Item (15).

Previous efforts by Oshkosh Transit System to maintain or improve fixed-route service through private operation have lowered costs as anticipated but otherwise have not been successful. Private operation of a route to the South Industrial Park was initiated in 1994, but is expected to be discontinued in 1995 because of low ridership. An existing route will deviate to that area at scheduled times during peak hours. In 1989 an intercity route between Oshkosh and Neenah-Menasha, which had been operated by the transit system for many years, was contracted to a private operator in an effort to maintain service. A small van was used and costs were considerably reduced. Nevertheless, ridership on the route continued to decline so the contract was terminated after two years.

For paratransit service, Oshkosh Transit System has contracted with a private taxi operator for lift-equipped paratransit service since 1989. Even though at that time the system had lifts on its buses in compliance with 504 regulations, it began to offer door-to-door Cabulance service. When ADA requirements came into effect requiring both lifts on the fixed-route system and paratransit service, OTS was positioned for immediate compliance. By contracting with a private taxi operator, the system has avoided capital costs, is able to offer low-cost taxi service to disabled ambulatory riders, and higher cost lift-service to non-ambulatory persons. The efficiency of this service has enabled 24-hour subsidized elderly and disabled transportation. It has also offered elderly and disabled residents of the City of Oshkosh several low-cost transportation options. Elderly and disabled residents may ride the fixed-route bus for half fare, \$.25; may ride Dial-A-Ride or Cabulance during bus hours at twice the fixed route fare: \$1.00 if ADA-eligible; and may ride Dial-A-Ride or Cabulance at considerably reduced rates after bus hours or all day if not-ADA eligible.

**Fare Incentives.** Both systems use fare incentives to generate increased transit use. Since it was acquired by the city, Oshkosh Transit System has maintained a policy of low fares. Fares for fixed-route and ADA paratransit service are currently among the lowest in the state. Monthly passes are available at reduced rates. In the past two years the number of elderly and disabled riders who have taken advantage of the monthly pass has more than doubled. These riders are credited with a large portion of the steady ridership increase on the fixed-route system beginning in 1993. This increase in ridership, when most systems in the state are experiencing a decline, has generated strong support for transit from the community.

Although Valley Transit increased its base fare to \$.75, 10-ride passes are available which reduce the fare to \$.50 a trip. More recently, Valley Transit has implemented a no-fare downtown shuttle service during construction of a parking ramp to introduce non-riders to the transit system.

**Marketing Efforts.** Both systems plan and implement a variety of marketing strategies to increase transit use. These include free fare days, reduced fares for special events and other promotions. The systems work closely with the local media and advertise in local newspapers and on area radio stations. Income is now being generated by outside advertising on the buses. Smaller, new buses on most routes have enhanced the transit systems' image in both communities.

Valley Transit has a marketing staff person who has developed an extensive marketing program to enhance transit. In addition to a variety of special promotions, the system publishes a newsletter on a regular basis and produces brochures addressing specific needs of bus riders: for example, how to use the bus, how to use ADA paratransit, etc. Programs are also presented on a regular basis to school children. Efforts are made to seek customer comment to find out how Valley Transit can enhance its service.

**Transit Advisory Committees.** Consultation with public and private agencies and transit riders is an on-going activity aimed at enhancing transit. Both systems participate on East Central's transportation technical advisory committees. The Oshkosh Transit Advisory Board, a nine-member committee of transit dependent residents and local policy makers, meets monthly to recommend transit actions to the Oshkosh City Council. The Oshkosh Transit System is also represented on the Winnebago County Transportation Coordinating Committee. Valley Transit's five-member Transit Commission advises the Appleton City Council. Valley Transit has formed an advisory ADA Implementation Committee and sends representatives to the Advocacy Coalition and the Outagamie County Transportation Planning and Policy Committee.

**Convenience and Safety Factors.** Placement of bus shelters and ticket sales outlets are planned by both systems to enhance transit use. The systems also train and retrain drivers on customer relations or passenger services, such as use of wheelchair lifts and restraints. The fleets are maintained to be safe and reliable.

**System Monitoring and Short-Term Planning.** Both Oshkosh Transit System and Valley Transit participate in short-range planning activities and monitor ridership and development trends to adjust fixed-route service.

Three-to-five year TDPs have been the basis for overall transit improvements. The Oshkosh TDP was last updated in 1992. The TDP recommended expansion of the system from 10 to 11 routes, acquisition of a new fleet of smaller buses, and increased coordination of paratransit service with Winnebago County. All recommendations were implemented. After a few months, however, a new shuttle service to an outlet mall was reduced from six-day operation to Saturdays only. Valley Transit is currently updating its 1986 TDP in cooperation with East Central. Among the enhancements being looked at are nighttime hours and expansion to neighboring towns. Concurrent with the TDP may be a study by an outside consultant to evaluate the system. The study was requested by the Appleton City Council.

The annual ADA planning process has also played a strong role in improving paratransit services, generating funding for the fixed-route system and promoting interaction with agencies and transit dependent riders.

Annually, a financial capacity analysis is undertaken as part of the Transportation Improvement Program to help the systems assess current and future needs. In 1995, a multimodal prioritization process will be developed which for the first time will consider transit when allocating flexible funds in the urbanized areas. Transit operators and others

have been asked to participate in developing this process and have been alerted that it will be in place for the next TIP. The urgency to include transit in the prioritization process has lessened somewhat because both systems in the urbanized areas have new fleets and federal funds for transit capital projects appear to be available.

Both systems monitor routes on a continual basis, with occasional minor route adjustments. Scheduled for 1995 by the Oshkosh Transit System is a proposed route realignment which will look at modifying existing routes and extending service to new growth areas. A systemwide boarding and alighting survey will be undertaken to assist with the realignment. Plans for the next four years also include instituting demand-responsive route deviations to several new transit generators; providing shared-ride service to newly annexed areas to the south, west and north; and providing intercity transportation between Fond du Lac, Oshkosh and the Fox Cities, initially using van pools then graduating to minibuses.

Valley Transit periodically conducts surveys of riders to assess the degree to which the system is meeting their needs. Surveys of non-riders also are conducted to determine what factors are involved in their decision not to use transit service. The system has also sent letters to participating municipalities and non-participating municipalities to survey public transportation needs.

**Long-Range Planning.** Alternatives to enhance and expand transit will be addressed in the long-range transportation plan as part of the multimodal evaluation planning process. Although transit constitutes only a small portion of total trips in the Oshkosh and Fox Cities urbanized areas, an effort will be made to test transit alternatives in the model.

Alternatives will also be tested against standards and performance measures stemming from the recently updated goals, objectives and policies (Goals, Objectives and Policies document). These updated goals, objectives and policies identify public transportation as a basic public service. Within the policies, emphasis has shifted from mass transit to public transportation with delivery systems appropriate to the density of development. Under this policy, systems may be fixed-route or demand-responsive and employ vehicles of various types and sizes. While policies state that at a minimum public transportation should serve the needs of the transit dependent, other policies proactively promote transit. A new policy, for example, states that local governments should promote land use patterns and site design standards which can be efficiently served by public transportation. Another new policy will guide exploration of regional organizational and funding alternatives.

For transit, the long-range plan is expected to schedule implementation in five-year segments. TDPs will be updated to coincide with this schedule. Results of CMS and PTMS will be reflected in the process.

#### **(15) Increased transit security from capital investments**

- *Identify and document degree to which security is a problem in metro area*

Security is a minor issue in the Fox Cities and Oshkosh areas because of the relatively small size of the urbanized areas and bus systems which operate primarily during daylight hours. Issues that have arisen are more a problem of perception than actual occurrences. Until recently, the main concerns were student conduct on city buses and, in Oshkosh, students loitering and smoking at the downtown transit center. In the past year, however, two issues have arisen in Oshkosh related to residents' perceived fears.

The first issue surfaced when the Oshkosh Transit System proposed converting the Westhaven route to a door to door Dial-A Ride service to be operated by a private provider. The service was presented as a higher level of service than fixed-route and as a cost-savings measure. Opposition to this project by riders in the area included fears related to traveling in a small vehicle with strangers, having strangers find out where riders live and child molesting. In response to these concerns, a minibus was substituted for the taxi and operated for a trial period on the fixed-route. Rider satisfaction with this service and the efficiencies gained from private operation of the minibus led to continuation of fixed-route service rather than conversion to door-to-door service.

The second issue involved a group of parents on the northwest side of town who have identified areas of the city which they feel are unsafe for young children. These are not types of hazardous areas through which the school district is required to provide urban transportation; rather, they are either blighted areas or areas with many bars or other businesses not conducive to children. Although city buses in some cases travel through these areas, parents have expressed reluctance about putting unaccompanied elementary children on city buses and instead are urging the school district to provide the service.

- *Assess current transit security features of capital projects*

The primary and secondary fleets of both system have two-way radios. The systems also have vans dedicated for the use of supervisors which allow them to be on-call for emergencies. Frequent trips are made during the day to monitor the transit centers. The transit centers for both systems are located in well-populated areas adjacent to the downtowns. The areas are well-lighted and monitored frequently by city police.

- *Identify needs*

If security problems become evident, cameras may need to be installed at the transit centers and on some buses to provide security for passengers and transit employees (capital purchase). The transit systems may need to work more closely with local police departments generally and school police liaison offices and principals specifically to increase transit security.

- *Recommend emphasis on security to transit operators, as appropriate.*

Transit security features were not an important issue in developing goals, objectives and policies with transit operators and the long-range transit technical advisory committee. If needed, a policy to incorporate the most cost-effective transit security features in project development could be a component of a community's policies under policy #8 included in the Public Transportation section of the Long-Range Transportation/Land Use Plan for the Fox Cities and Oshkosh: Goals, Objectives and Policies. That policy states "Public transportation should strive to meet the service, performance, management and marketing standards determined for a given urban area."

**(16) Planning of bicycle facilities.**

- *Develop bicycle plan element.*

See the following document: *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Bicycle and Pedestrian Plan Component* which is incorporated as part of the interim plan submittal.

- *Include bike projects in TIP.*

Bicycle projects will be included in the TIP to the extent that they compete successfully for state or federal funding assistance or if they are fully funded locally incidental to principal arterial projects (See final paragraph under Item (5). Bicycle projects that will be competing for available funding and will be included in an appendix to the TIP listing competing projects.

**(17) Planning of pedestrian facilities.**

- *Develop pedestrian policies as part of the plan.*

See the following documents:

*Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals Objectives and Policies* for a listing of the bicycle and pedestrian objective and related policies, pages 37 and 38.

*Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Bicycle and Pedestrian Plan Component.*

- *Include pedestrian projects in TIP.*

Pedestrian projects will be included in the TIP to the extent that they compete successfully for state or federal funding assistance or if they are fully funded locally incidental to principal arterial projects (See final paragraph under Item (5). Pedestrian projects that will be competing for available funding will be included in an appendix to the TIP listing competing projects.

**(18) Design concept and scope descriptions.**

- *Identify where major investment studies (MISs) are needed.*

With the implementation of the major investment study requirements in December 1993, four projects that might have been subject to the MIS study requirement were in various stages of implementation, but had not yet been finally approved by FHWA and were technically subject to the MIS regulation. The regulation did provide in this case for a consultation with findings rather than a full-blown study. The four projects, all in the Fox Cities, and their actions are:

USH 10 Relocation between the USH 41/STH 441 interchange and USH 45 three miles to the west as a four lane freeway (part of the Corridors 2020 backbone system). Based on the consultation among the MPO, the transit operator, WisDOT and FHWA, it was determined that transit or other demand management strategies would not be able to serve the travel demand generating the need for this facility, that the need for capacity expansion within the urban area was real and persistent and that the project as proposed should continue on its schedule for a 1994 construction start with 1996 completion.

STH 76 Relocation between the CTH OO/USH 41 interchange and the West Side Arterial CTH CB two miles to the west as a four lane expressway (scheduled as a major project after a determination of need incidental to the six-laning of USH 41 between CTH OO and Breezewood Lane. Based on the consultation among the MPO, the transit operator, WisDOT and FHWA, it was determined that transit or other demand management strategies would not be able to serve the travel demand generating the need for this facility, that the need for capacity expansion within the urban area was real and persistent and that the project as proposed should continue on its schedule for a 1996 construction start with 1997 completion.

West Side Arterial (CTH CB) between STH 150 and CTH BB, a distance of approximately 3 miles as a four-lane divided arterial with access limitations. Based on the consultation among the MPO, the transit operator, WisDOT and FHWA, it was determined that the facility design did not meet high enough design standards to fall under the regulations requiring an MIS. Because the access limitations for the facility did not preclude the possibility for private access points and because portions of the eventual nine-mile facility would grandfather existing private access points, the project was determined to fall outside the MIS regulations.

CTH CE between Eisenhower Drive and STH 55, a distance of approximately three and one-half miles, as an expansion from a two lane expressway to a four-lane expressway. Based on the consultation among the MPO, the transit operator, WisDOT and FHWA, it was determined that transit or other demand management strategies would not be able to serve the travel demand generating the need for this facility, that the need for capacity expansion within the urban area was real and persistent, that, because the EIA was in its initial stages, the EIA would explore the possible includes of alternate modal enhancements to the capacity expansion, and that the project as proposed, subject to the EIA findings, should continue on its schedule for a 1995 construction start with 1996 completion.

The six-laning of USH 41 between STH 21 and STH 44, a distance of nearly three miles, in Oshkosh is being initiated subsequent to the MIS regulation and is clearly a fully access limited freeway facility proposed for capacity expansion. An MIS study is scheduled as part of the long-range plan update for the Oshkosh area.

- *Identify study corridors and subareas.*

USH 41 between STH 21 and STH 44 in Oshkosh, with the possible extension to include the segment of USH 41 between STH 21 and STH 110.

STH 441 Little Lake Butte des Morts bridge expansion to six-lane facility with adequate design standards in the Fox Cities.

- *For major transportation investments for which analyses are not complete, indicate that the design concept and scope (mode and alignment) have not been fully determined and will require further analysis.*

The above two MIS studies will be further scoped and analyzed during the development of the long range plan. At this time the Oshkosh project is projected to need action in the year 2000 or later while the projected need for the Fox Cities project is indeterminate, although a safety issue impacts the need because of the inadequate design standard of no emergency lanes on a three-quarter mile bridge span.

**(19) Reflect consideration of existing plans, goals and objectives.**

- *Inventory existing local and regional plans such as land use, development, employment and environmental resource plans.*

The status of existing plans, goals, objectives and policies within the urbanized planning area is explained in the *Long-Range Transportation/Land Use Plan-Issues Identification* report. For each of the seven functional planning elements a detailed description and analysis of current local and regional plans is listed under the headings "STATUS OF CURRENT PLANNING." The "EXISTING GOALS, OBJECTIVES AND POLICIES" headings list the current policies which provided plan guidance over the last twenty years.

The long-range transportation/land use (regional) plan serves as the basis for local and state project planning in the urban area. This regional planning process was initiated and expedited through federal planning requirements in the 1970's. Also in the late 1970's, sewer service area plans were adopted on the regional level again in response to federal and state planning requirements. The sewer service area plans became the primary land use element for the urban area. The main integration between the transportation and land use plans was accomplished through the traffic simulation modeling effort where existing and future land uses were allocated to traffic analysis zones (TAZ's) for use in the network plan as well as the sewer service area growth allocations.

The goals, objectives and policies listed in the Issues Identification report were prepared in conjunction with the long-range transportation and land use plan elements. These regional policies are utilized not only during plan preparation but also as guidance for local project decision-making where no specific plan recommendation or strategy has been prepared.

The federal and state planning mandates and funding incentives are a significant factor in the regional plan implementation for the urbanized area. An example is the *Transportation Improvement Program* (TIP) element of the transportation plan which lists, prioritizes and schedules projects. While the regional plan has been successful in implementing federal and state supported programs, it has had spotty success in promoting the adoption of local plans, encouraging consistency of local plans with the regional plan and promoting coordination between local plans.

The extent of local planning is erratic within the urbanized area. While the counties and many of the communities have planners or planning departments, few have adopted and kept up-to-date a comprehensive plan which contains a land use and transportation element. Table G-1 (Appendix G) lists local government jurisdictions in the Fox Cities, Oshkosh and Fond du Lac urban areas and the status of comprehensive and functional plans that are under ten years old.

During the late 1960's and early 1970's federal and state incentive programs resulted in the preparation many local comprehensive plans. Most of these plans did not produce significant implementation impacts on communities and thus were not updated. In the 1970's and 1980's federal and state planning emphasis shifted from the comprehensive approach to functional planning requirements for areas such as parks and open space, solid waste and highway improvement plans. Multiple functional area plans were adopted at the local level in reaction to these mandates and incentives.

Most local governments in the urban area have many development regulations in effect. The status of these regulations is shown in appears in Table G-2 (Appendix G). All jurisdictions have comprehensive zoning ordinances but many are outdated or are not based on an adopted comprehensive plan. Many of the functional area local development regulations have also been mandated by state environmental programs.

Since the mid 1980's economic growth in the Fox Cities urban area has increased significantly. This has resulted in land use and growth management conflicts and increased need and support for new comprehensive planning and joint planning efforts.

The regional planning process interrelates with local comprehensive and functional area plans. The regional plan provides policy guidance for local plan development. The regional plan also recommends major areawide infrastructure improvements and coordinates local community development projects.

Local plans are used in the preparation of the regional plan to incorporate local land use recommendations. Only five community comprehensive plans are current while an additional 12 are in the process of preparation or updating. There are 17 jurisdictions within the urban area with no comprehensive plans. Where comprehensive plans are not available, additional community participation in future land use decisions within the regional plan is required.

- *Determine which elements are to be included in the transportation plan*

The *Long-Range Transportation/Land Use Plan - Goals, Objectives and Policies* serves as the mechanism for integrating regional plan elements. The transportation elements of the plan will address the street and highway network, transit, pedestrian and bicycle facilities and freight. The land use elements will address growth management, urban service delivery, open space and environmental. The land use element will be developed consistent with urban service area planning. Multi-modal objectives will be considered throughout all phases of the process.

While local comprehensive plans are incorporated into all phases of the planning process, they serve as the primary element of the local plan implementation alternative. This alternative gives precedent to local plans and planning standards in future land use and transportation decision-making. While this alternative will be evaluated it should be noted that less than half of the urban area jurisdictions will have local comprehensive plans.

#### **(20) Public Participation.**

- *Review committee structure and provide for broadened participation base in conformance with federal regulations.*
- *Develop public participation process for interim and comprehensive updates, and submit to 45 day public comment period.*

See documentation in *Public Involvement Procedures for the Fox Valley Long-Range Transportation/Land Use Plan*, Appendix D, page 103 of the *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Issue Identification*.

**(21) Financial Plan.**

- *Compare estimated capital, operating and maintenance revenue from reasonably expected existing and proposed funding sources.*

The start of a financial plan element is included as Appendix H. Five year average annual expenditures by local jurisdictions (cities, villages and towns) are compared with revenues by source to begin measuring and evaluating local level of effort. In-kind benefits from county highway maintenance expenditures are also attributed to local jurisdictions as well as from state highway maintenance expenditures. Missing from the analysis at this time are the in-kind benefits from county and state highway construction expenditures; however, those will be added later.

Local jurisdictions with below average expenditures per lane mile are assumed to have substandard facilities and maintenance programs. Bringing expenditures up to the current average would be deemed as adequate to meet the standard. Whether this is actually the case will be tested later in the long-range plan by evaluating pavement condition, establishing useful life, and applying standard construction, rehabilitation and maintenance costs to project planning period expenditures required for an adequate system. Using WisDOT generated federal and state revenue forecasts by governmental jurisdiction, the resulting balance of revenue needs accruing to the local governmental jurisdiction will be determined. Within the long-range plan, alternative revenue sources available to local jurisdictions will be identified and level of effort recommended. The level of additional effort determined by this latter analysis may be substantially different from the general level of effort calculated in the preliminary analysis in Appendix H.

**APPENDIX A**

**ASSESSMENT OF RECOMMENDATIONS  
MADE IN THE CURRENT  
LONG-RANGE STREET AND HIGHWAY NETWORK PLAN**

**FOX CITIES (Appleton-Neenah) URBANIZED AREA**

## APPENDIX A

### ASSESSMENT OF RECOMMENDATIONS MADE IN THE CURRENT LONG-RANGE STREET AND HIGHWAY NETWORK PLAN

#### FOX CITIES (Appleton-Neenah) URBANIZED AREA

The Fox Cities highway network plan was last updated in 1985 and included 36 recommended projects as capacity expansion needs through the 2010 planning horizon. Below is a key to the type of project recommendations in the detailed status listing: short, mid or long-range, minor arterials and projects amended to the plan. The latter are principally state highway projects on the fringe of the urban area, projects resulting from special studies rescoping prior recommendations, or projects incidental to development oriented traffic generation.

- \* Short-range projects to be implemented by 1990.
- \*\* Mid-range projects to be implemented between 1990 and 2000.
- \*\*\* Long-range projects to be implemented after 2000.
- @ Minor arterial network improvements.
- # Projects amended to the plan subsequent to the last update.

The projects are further categorized as expansion (E) projects or preservation (P) projects.

**TABLE A-1: CURRENT STATUS OF  
FOX CITIES URBANIZED AREA PROJECT RECOMMENDATIONS**

<u>PROJECT STATUS</u>	<u>TYPE</u>	<u>SHORT- RANGE</u>	<u>MID- RANGE</u>	<u>LONG- RANGE</u>	<u>MINOR ARTERIAL</u>	<u>AMEND- MENTS</u>	<u>TOTAL</u>	<u>GRAND TOTAL</u>
IMPLEMENTED	(E)	2	4	1	3	5	15	20
	(P)	3	0	0	0	2	5	36%
PARTIALLY IMPLEMENTED	(E)	2	.5	1	0	1	4.5	10
	(P)	2	2.5	0	0	1	5.5	18%
SCHEDULED	(E)	.5	1	2	1	5	9.5	17
	(P)	2.5	2	0	0	3	7.5	30%
NO ACTION TAKEN	(E)	1	1	3.5	0	0	5.5	8
	(P)	0	2	.5	0	0	2.5	14%
PROJECT DROPPED	(E)	0	0	1	0	0	1	1
	(P)	0	0	0	0	0	0	2%
SUB- TOTAL	(E)	5.5	6.5	8.5	4	11	35.5	56
	(P)	7.5	6.5	.5	0	6	20.5	100%
GRAND TOTAL		13 23%	13 23%	9 16%	4 7%	17 30%	56 100%	

All of the projects recommended in the 1985 highway network plan or subsequently amended to the plan are capacity expansion projects. However, in analyzing them as expansion versus preservation projects as part of this evaluation, a distinction is drawn between new street expansions or significant modifications to existing roadways and minor modifications (including parking removal) to achieve increased capacity. The latter instance would be considered preservation even though the project may have involved total reconstruction of the pavement. From this perspective approximately one-third of the projects are considered preservation projects. Note that the preservation projects were concentrated in the short and mid-range projects rather than the long-range or minor arterial projects. Also note that the amended projects had the same one-third ratio of preservation projects.

All but one of the short-range projects have had some degree of implementation or are scheduled to be implemented. Many of these projects were calling for the elimination of on-street parking to achieve capacity improvements. While this is many times a relatively inexpensive way to add capacity, it is more often difficult to achieve politically.

With five years remaining in the mid-range period, only three of 14 projects have not been given consideration for implementation to date. Two of those projects involve the elimination of on-street parking.

Of the long-range projects, none of them have been implemented though one has had partial improvements made in response to business park, institutional and residential development. Two of eight projects have been scheduled for implementation prior to the year 2000, one as a modification of a mid-range project and the other in response to changed development orientation with the opening of the Tri-County Freeway. The latter is really only advanced by several years ahead of the original schedule. Four of the eight projects have had no action taken while one project has been dropped from consideration. The North Bridge project had politically been considered "dead" prior to the 1985 update of the long-range plan, but was tested as part of the update since it had been recommended in the original plan developed in the seventies. The testing had found significant benefits to network performance from the project, and there was retained in the recommended projects list. The Winnebago County Board moved formally to reject the project shortly after completion of the update.

Besides the 36 principal capacity expansion recommendations, five minor arterial recommendations were made in the 1985 update. One of these was restudied and became the West Side Arterial amendment to the plan. Of the other four, three have been implemented and the remaining project is scheduled for completion in 1995. These projects are high level collector or minor arterial projects that were recommended incidental to development driven traffic generation demands.

Finally, sixteen capacity expansion projects have occurred or are scheduled that had not been recommended in the plan. Many of these are state network projects, design enhancements to principal arterials or projects in response to specific areas of development impact.

Following is a listing of the 56 projects defining the scope and intent of the project, the recommended implementation date and any actions taken relative to the recommendation. The network facility parenthetical number refers to the 1985 plan recommended project number.

TABLE A-2: CURRENT STATUS LISTING OF RECOMMENDED PROJECTS

**\*\* [P] Network Facility: APPLETON ROAD AND DEPERE STREET (24) Facility Segment:** Ninth to Third Street. **Jurisdiction:** City of Menasha.

**Recommended Improvement:** Removal of parking to allow four travel lanes.

**Implementation Date:** Phased with downtown capacity improvements

**Actions Taken:** No actions taken to date.

**# [E] Network Facility: BALLARD ROAD Facility Segment:** Northland Avenue to CTH JJ. **Jurisdiction:** City of Appleton.

**Recommended Improvement:** Reconstruct to four lane arterial.

**Implementation Date:** Phased with industrial park and residential development.

**Actions Taken:** Completed between Northland Avenue and USH 41 interchange. Scheduled reconstruction of the USH 41 overpass including bicycle/pedestrian lanes as a WisDOT/Appleton project in 1995. Scheduled reconstruction of the segment between Evergreen Drive and CTH JJ by Appleton in 1999 with the intention of competing for STP-Urban funds.

**@ [E] Network Facility: BELL STREET Facility Segment:** Commercial Street to Park Drive. **Jurisdiction:** City of Neenah.

**Recommended Improvement:** Extension of arterial eastward from the present terminus at Commercial Street.

**Implementation Date:** Phased with development.

**Actions Taken:** Completed construction incidental to residential and commercial development.

**\*\*\* [E] Network Facility: BLUEMOUND DRIVE (31) Facility Segment:** Northland Avenue to Spencer Street. **Jurisdiction:** Town of Grand Chute.

**Recommended Improvement:** Reconstruction as a four-lane arterial to increase capacity.

**Implementation Date:** 2000 or later

**Actions Taken:** Completed intersection channelization to accommodate turn movements at Northland Avenue, Wisconsin Avenue and Tri-Park Way. Expansion to four travel lanes of the remaining intermediate two-lane segments between Northland Avenue and Wisconsin Avenue is scheduled for 1995.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\* [E] Network Facility: **CALUMET STREET (8)** Facility Segment: Memorial Drive to Lawe Street. Jurisdiction: City of Appleton and Town of Menasha.

Recommended Improvement: Reconstruction as a four-lane arterial between Memorial Drive and Oneida Street and removal of parking between Oneida and Lawe Streets to allow four travel lanes. \*May incur additional costs for minimal pavement widening between Jefferson and Lawe Streets.

Implementation Date: As soon as possible.

Actions Taken: Completed reconstruction as recommended between Memorial Drive and Oneida Street. Improvements made between Oneida and Jefferson Streets, but on-street parking remains. The segment between Jefferson and Lawe Streets remains unimproved. Improvements for this segment and the segment from Lawe Street to Telulah Avenue is scheduled for 1997.

\*\* [P] Network Facility: **CALUMET STREET (27)** Facility Segment: Lawe to John Street. Jurisdiction: City of Appleton.

Recommended Improvement: Remove parking to increase two-lane arterial capacity.

Implementation Date: 1990

Actions Taken: Completed between John Street and Telulah Avenue. Scheduled between Lawe Street and Telulah Avenue for 1997.

# [E] Network Facility: **CALUMET STREET** Facility Segment: John Street to STH 441. Jurisdiction: City of Appleton.

Recommended Improvement: Reconstruct to four-lane arterial design with turn lanes between the STH 441 Freeway interchange and the existing four-lane segment of Calumet Street.

Implementation Date: Phased with the completion of the Tri-County (STH 441) Freeway.

Actions Taken: Completed in 1993 as an STP-Urban project.

\*\* [P & E] Network Facility: **COLLEGE AVENUE (23)** Facility Segment: John Street to Tri-County Expressway. Jurisdiction: City of Appleton.

Recommended Improvement: Removal of parking to allow four travel lanes between John Street and Matthias Street and reconstruction between Matthias Street and the Tri-County to achieve a four-lane arterial.

Implementation Date: 1992 (phased with the Tri-County Expressway)

Actions Taken: Portions completed as part of the STH 441 Freeway.

\* [P] Network Facility: **COMMERCIAL STREET (13)** Facility Segment: Nicolet Boulevard to Wisconsin Avenue. Jurisdiction: City of Neenah.

Recommended Improvement: Removal of parking to allow four travel lanes. Presently, parking is restricted on limited portions of this route. May require improvements to Commercial/Nicolet intersection.

Implementation Date: As soon as possible.

Actions Taken: Parking remains on a limited portion of this route.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

**\*\* [P] Network Facility: CROOKS AVENUE (28) Facility Segment: Fifth Street to CTH CE. Jurisdiction: City of Kaukauna.**

**Recommended Improvement: Remove parking to allow four travel lanes.**

**Implementation Date: 1992-93 (phased with the Tri-County Expressway)**

**Actions Taken: (See discussion under Lawe Street and Crooks Avenue)**

**\*\*\* [E] Network Facility: CTH CE EXPRESSWAY (32) Facility Segment: Tri-County Expressway to CTH N. Jurisdiction: Village of Kimberly.**

**Recommended Improvement: Construction of the second two-lane pair to increase capacity.**

**Implementation Date: 2000.**

**Actions Taken: Scheduled as a NHS-Local project in 1995-6. Project modified to include a bicycle/pedestrian trail, an expanded bicycle/pedestrian underpass at Kaukauna and a bicycle/pedestrian underpass at Combined Locks.**

**# [E] Network Facility: CTH KK (Calumet Street) Facility Segment: STH 441 (Tri-County Freeway to CTH N. Jurisdiction: Outagamie County and Calumet County.**

**Recommended Improvement: Reconstruction as a four lane arterial.**

**Implementation Date: 1997.**

**Actions Taken: Scheduled as a 1997 project in response to rapid residential development.**

**\*\* [E] Network Facility: CTH Q EXTENSION OF STH 441 (RELOCATED USH 10) (17) Facility Segment: American Drive to Irish Road. Jurisdiction: Town of Menasha.**

**Recommended Improvement: Construct a two-lane expressway westward from the STH 441/USH 41 interchange and reserve right-of-way for a four-lane expressway between American Drive and Irish Road and a two-lane expressway between Irish Road and USH 45.**

**Implementation Date: 1988-1991**

**Actions Taken: Project modified by WisDOT to a four-lane freeway between American Drive and USH 45 as part of the Corridors 2020 "backbone" network. The project includes grade separations at Cold Spring, Irish and Clayton Roads and an interchange with the West Side Arterial (CTH CB) located midway between Cold Spring and Irish Roads. The project is scheduled as part of the six year program from 1994 to 1996.**

**\*\* [E] Network Facility: GREEN BAY ROAD (19) Facility Segment: Winchester Road to North Street. Jurisdiction: Town of Menasha.**

**Recommended Improvement: Reconstruction as a four-lane arterial to add travel lanes.**

**Implementation Date: 1991 (phased with six-laning USH 41)**

**Actions Taken: Completed in 1994. Project extended on a new alignment parallel with the WCL RR tracks passing under USH 41 to American Drive (Cold Spring Road).**

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\* [E] Network Facility: **GREEN BAY ROAD (11)** Facility Segment: Main Street to Winneconne Avenue. Jurisdiction: City of Neenah.

Recommended Improvement: Reconstruction as a four-lane arterial to add travel lanes.

Implementation Date: 1987, Scheduled with USH 41 Six Laning for 1991.

Actions Taken: Completed in 1993.

@ [E] Network Facility: **KENNEDY AVENUE/EISENHOWER DRIVE** Facility Segment: Marcella Street to Railroad Street and Kennedy Avenue to CTH CE. Jurisdiction: Village of Kimberly.

Recommended Improvement: Construction of minor arterials within the Kimberly Business Park.

Implementation Date: Phased with business park development.

Actions Taken: Completed construction in 1991. The Kennedy Avenue portion was a FAU-Urban project while Eisenhower Drive was funded locally.

\*\*\* [P & E] Network Facility: **LAKE STREET (30)** Facility Segment: Winchester Road to Main Street. Jurisdiction: City of Neenah and Town of Menasha.

Recommended Improvement: Removal of parking between Soo Line RR and Main Street to allow four travel lanes (already implemented) and reconstruction between Winchester Road and the Soo Line RR as a four-lane arterial to increase capacity.

Implementation Date: 2000

Actions Taken: No actions taken to date.

\* [P & E] Network Facility: **LAWE STREET AND CROOKS AVENUE (STH 55) (10)** Facility Segment: Delanglade Street to Fifth Street. Jurisdiction: City of Kaukauna.

Recommended Improvement: Removal of parking on Lawe Street between DeLanglade and Second Streets to allow four travel lanes. Creation of a one-way pair between the Second/Main Street and Crooks Avenue/Fifth Street intersections. Northbound traffic would use Crooks Avenue and Second Street and southbound traffic would follow Main and Fifth Street. Fifth Street and its intersections with Main Street and Crooks Avenue would need to be reconstructed.

Implementation Date: As soon as possible.

Actions Taken: WisDOT has reevaluated the routing of STH 55 through the downtown area and has developed a new alignment with Crooks extended eastward across the power canal and aligning directly with the Lawe Street Bridge. The bridge will be reconstructed as a four-lane fixed span rather than a lift span. This will allow reconstruction of the route as a four-lane throughout the city. Scheduled projects include: Morningside Drive to 18th Street - reconstruction in 1995; 18th Street to 2nd Street - resurfacing in 1997; Wisconsin Avenue to Delanglade Street - reconstruction in 1997; South County Line to Morningside Drive - minor recondition in 1997; 2nd Street to Wisconsin Avenue including the Power Canal and Fox River bridges - construction on new alignment and reconstruction of the Fox River Bridge in 1998.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\*\*\* [E] Network Facility: **LYNNDALE DRIVE (29)** Facility Segment: Northland Avenue to Spencer Street. Jurisdiction: Outagamie County and Town of Grand Chute.

Recommended Improvement: Reconstruction as a four-lane arterial to increase capacity.  
Implementation Date: 2000.

Actions Taken: Limited actions to date providing turn lanes at Glendale Avenue, Roberts Avenue and Applegate Drive. Turn lane improvements immediately north of Wisconsin Avenue were constructed in 1994 incidental to a commercial development access permit and financed by the developer.

\*\*\* [E] Network Facility: **LYNNDALE DRIVE (35)** Facility Segment: Spencer Street to Prospect Avenue. Jurisdiction: City of Appleton.

Recommended Improvement: Removal of parking between Spencer Street and the CNW RR to allow four travel lanes and construction of a four-lane arterial extension without parking between the CNW RR and Prospect Avenue including a CNW RR Switching Yard overpass.

Implementation Date: 2010 (phased with North Bridge)

Actions Taken: Project modified to parallel the railroad tracks from the current terminus of Lynndale Drive to Prospect Avenue. Project not currently scheduled.

\*\* [E] Network Facility: **MAIN STREET (22)** Facility Segment: Madison to Wilson Street. Jurisdiction: Village of Little Chute.

Recommended Improvement: Extension of Lincoln Street between Grand Avenue and Wilson Street to provide a relief route for Main Street in downtown Little Chute. Alleviates the need for an improvement to Main Street.

Implementation Date: 1992 or sooner

Actions Taken: No action to date.

# [P] Network Facility: **MAIN STREET** Facility Segment: Lake Street to Doty Street. Jurisdiction: City of Neenah.

Recommended Improvement: Reconstruction of four-lane arterial with an overpass of the WCL RR.

Implementation Date: 1997.

Actions Taken: Modification to the plan to eliminate vehicle train conflicts. Non-bridge portion of the project is scheduled as an STP-Urban project.

\* [P] Network Facility: **MEADE STREET (6)** Facility Segment: Northland Avenue to Wisconsin Avenue. Jurisdiction: City of Appleton.

Recommended Improvement: Removal of parking to allow four travel lanes.

Implementation Date: As soon as possible.

Actions Taken: Reconstruction is scheduled for 1998.

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• Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

**\*\* [P] Network Facility: MEADE STREET (25) Facility Segment:** Capitol Drive to Northland Avenue. **Jurisdiction:** City of Appleton.

**Recommended Improvement:** Removal of parking to allow four lanes.

**Implementation Date:** 1995 (phased with development north of USH 41)

**Actions Taken:** No action taken to date.

**# [E] Network Facility: MEADE STREET Facility Segment:** USH 41 to Apple Creek Road. **Jurisdiction:** City of Appleton.

**Recommended Improvement:** Reconstruction as a four lane arterial.

**Implementation Date:** 1994.

**Actions Taken:** Completed in 1994 incidental to development north of USH 41.

**\* [E] Network Facility: MIDWAY ROAD (12) Facility Segment:** Soo Line RR to Oneida Street (extension to Telulah Avenue Extended). **Jurisdiction:** City and Town of Menasha (and City of Appleton).

**Recommended Improvement:** Reconstruction as a four-lane arterial to add travel lanes and construction of a two-lane arterial.

**Implementation Date:** 1986, Scheduled (phased with development)

**Actions Taken:** Completed segment between the WCL RR (formerly Soo Line) and Oneida Street in 1986. Construction of a new four-lane arterial is scheduled for 1995 as an STP-Urban project.

**\*\*\* [E] Network Facility: NORTH BRIDGE (34) Facility Segment:** Prospect Avenue to Valley Road. **Jurisdiction:** Town of Menasha.

**Recommended Improvement:** Construction of a four-lane arterial bridge across the Fox River with approaches linking Lynndale Drive extended and Racine Street.

**Implementation Date:** 2010.

**Actions Taken:** Project dropped because of political infeasibility.

**# [E] Network Facility: NORTHLAND AVENUE Facility Segment:** Ballard Road to STH 441. **Jurisdiction:** City of Appleton.

**Recommended Improvement:** Reconstruct to four-lane arterial design with turn lanes. Street.

**Implementation Date:** Phased with the completion of the Tri-County (STH 441) Freeway.

**Actions Taken:** Completed in 1993 as an STP-Urban project.

**# [P] Network Facility: NORTHLAND AVENUE Facility Segment:** Richmond Street to Meade Street. **Jurisdiction:** Outagamie County and City of Appleton.

**Recommended Improvement:** Reconstruct to four-lane arterial with turn lanes.

**Implementation Date:** Earliest date funding is available.

**Actions Taken:** Scheduled for 1998 with the intention of competing for STP-Urban funds. the channelization of the Oneida Street intersection is scheduled in the WisDOT six year program as an STP-Safety project for 1996.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

# [P] Network Facility: **NORTHLAND AVENUE** Facility Segment: Lynndale Drive and Bluemound Drive intersections. Jurisdiction: Outagamie County.

Recommended Improvement: Channelization of intersections with turn lane improvements.

Implementation Date: Timed with traffic needs.

Actions Taken: Completed in response to traffic demand from adjoining residential, commercial and institutional development.

\*\* [P] Network Facility: **RACINE STREET (21)** Facility Segment: Ninth to Third Street. Jurisdiction: City of Menasha.

Recommended Improvement: Remove parking to allow four travel lanes. \* Phased with completion of downtown improvements and the Tri-County Expressway.

Implementation Date: 1992\*

Actions Taken: Parking restricted in northbound lanes only.

\*\*\* [E] Network Facility: **RACINE STREET (36)** Facility Segment: Valley Road to Midway Road. Jurisdiction: City and Town of Menasha.

Recommended Improvement: Reconstruction as a four-lane arterial without parking to increase capacity.

Implementation Date: 2010 (phased with North Bridge)

Actions Taken: No action taken to date because of dropping the North Bridge project. Project will be reevaluated as part of the long-range plan.

\* [E] Network Facility: **RACINE STREET (9)** Facility Segment: Midway Road to STH 441. Jurisdiction: Town of Menasha.

Recommended Improvement: Reconstruction as a four-lane arterial to Add travel lanes.

Implementation Date: As soon as possible.

Actions Taken: No action to date. Subject to reevaluation in the long range plan.

\* [P] Network Facility: **RACINE AND ANHAIP STREETS AND NICOLET BLVD. (4)** Facility Segment: Third Street to Washington/Commercial Streets. Jurisdiction: City of Menasha.

Recommended Improvement: Removal of parking on Anhaip Street and Nicolet Boulevard to allow four travel lanes. Presently Racine Street between Third and Main Streets is a four-lane facility without parking.

Implementation Date: As soon as possible.

Actions Taken: Completed the removal of parking on Anhaip Street while Nicolet functions as a four-lane arterial with some parking remaining. However, because of turn movement considerations at the Racine-Anhaip-Naymut-Keyes Street intersection, eastbound traffic flow on Anhaip Street approaching the intersection is limited to one through lane.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\* [P] Network Facility: **RICHMOND STREET (7)** Facility Segment: Northland Avenue to College Avenue. Jurisdiction: City of Appleton.

Recommended Improvement: Removal of parking between Northland Avenue and Lorain Street to allow four travel lanes. Parking has already been removed between Lorain Street and College Avenue. Improvement to the Wisconsin/Richmond intersection is presently scheduled at a cost of \$450,000.

Implementation Date: As soon as possible.

Actions Taken: Completed reconstruction in 1993 as a four lane arterial with some five-lane sections.

@ [E] Network Facility: **TELULAH AVENUE EXTENSION** Facility Segment: Moon Beach Trail to Midway Road Extension. Jurisdiction: City of Appleton.

Recommended Improvement: Extend minor arterial south to Midway Road Extended including an intersection with the Tri-County Expressway. At such time as traffic warrants conversion of the Tri-County to a freeway, to replace the intersection with a Telulah Avenue overpass of the freeway.

Implementation Date: Phased with construction of the Tri-County Expressway.

Actions Taken: Completed as an overpass of the Tri-County Freeway (STH 441) which had been restudied and designated a freeway following the 1985 plan update.

\* [P] Network Facility: **THIRD STREET (1)** Facility Segment: Racine Street to Depere Street. Jurisdiction: City of Menasha.

Recommended Improvement: Removal of parking to allow four travel lanes. Presently parking is restricted westbound between Appleton and Racine Streets only.

Implementation Date: As soon as possible.

Actions Taken: Completed.

\*\* [P] Network Facility: **THIRD STREET AND PLANK ROAD (26)** Facility Segment: DePere to Sixth Street. Jurisdiction: City of Menasha.

Recommended Improvement: Removal of parking to allow four travel lanes from DePere to Manitowoc Streets and to increase capacity of the two-lane arterial between Manitowoc and Sixth Streets.

Implementation Date: Phased with downtown capacity improvements

Actions Taken: Scheduled by WisDOT in the six year program for resurfacing in 1995. Following the resurfacing project, on-street parking will no longer be allowed, thereby achieving four-lane capacity as recommended. Plank Road (STH 114) is scheduled to be reconstructed as a four-lane arterial between Manitowoc Road and USH 10 in 1999.

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\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\* [P] Network Facility: **THIRD, TAYCO, AND WASHINGTON STREETS (5)** Facility Segment: Racine Street to Nicolet Boulevard. Jurisdiction: City of Menasha.

Recommended Improvement: Reconstruct Third and Tayco Streets as a four-lane arterial without parking and remove parking from Washington Street between Main and Canal Streets to allow four travel lanes. Includes rerouting STH 114 from Racine and Main Streets. May require improvements to Washington/Nicolet intersections.

Implementation Date: As soon as possible.

Actions Taken: Washington Street has been re-constructed as a four-lane arterial without parking. Tayco Street has been reconstructed as a four-lane arterial including reconstruction of the lift span over the canal after collapse of the old span. Between Main and Washington Streets, Tayco functions as a four-lane arterial without parking. Between Third and Main Streets, Tayco functions as a two-lane arterial because parking is allowed. Third Street has not been modified except for turn movement considerations at Racine Street.

\* [E] Network Facility: **TRI-COUNTY EXPRESSWAY (STH 441) (14)** Facility Segment: Eastern STH 441 Bridge Terminus to Oneida Street. Jurisdiction: City and Town of Menasha.

Recommended Improvement: Construct a four-lane freeway with interchanges at Racine Street, Midway Road, Appleton Road and Oneida Street.

Implementation Date: 1990-1991.

Actions Taken: Completed in 1991.

\*\* [E] Network Facility: **TRI-COUNTY EXPRESSWAY (STH 441) (15)** Facility Segment: College Avenue to USH 41. Jurisdiction: City of Appleton, Village of Kimberly and Town of Grand Chute.

Recommended Improvement: Construct a four-lane freeway/expressway with interchanges at College Avenue and USH 41, an at-grade intersection at Northland Avenue, and grade-separations at CNW RR and Newberry Street/Kimberly Avenue south of the river and at Wisconsin Avenue and CNW RR north of the river.

Implementation Date: 1990-1993.

Actions Taken: Completed in 1993 as a full freeway design changing the Northland Avenue intersection to an interchange.

\*\* [E] Network Facility: **TRI-COUNTY EXPRESSWAY (STH 441) (16)** Facility Segment: Oneida Street to College Avenue Jurisdiction: City of Appleton and Town of Harrison

Recommended Improvement: Construct a four-lane expressway with at-grade intersections at Telulah Avenue, Lake Park Road and Calumet Street/CTH KK.

Implementation Date: 1992-1993.

Actions Taken: Completed in 1993 as a full freeway design with an interchange at Calumet Street/CTH KK and grade separations at Telulah Avenue and Lake Park Road.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

# [P] Network Facility: **USH 10** Facility Segment: Intersection with CTH CB. Jurisdiction: State of Wisconsin and Outagamie County.

Recommended Improvement: Signalization and channelization of the intersection to add turn lanes.

Implementation Date: 1995.

Actions Taken: Scheduled in the WisDOT six year program partially as an STP-Safety project and partially as a TEA Grant project. CTH CB will be reconstructed as a four lane arterial through the Jansport entrance to the south and through Design Drive to the north.

# [E] Network Facility: **USH 10** Facility Segment: West Junction with STH 114 to East Junction with STH 114. Jurisdiction: State of Wisconsin.

Recommended Improvement: Reconstruction as a four-lane expressway.

Implementation Date: Phased with traffic demand.

Actions Taken: Completed in 1993.

# [E] Network Facility: **USH 41** Facility Segment: CTH E Interchange. Jurisdiction: State of Wisconsin and City of Appleton.

Recommended Improvement: Reconstruction of the interchange and overpass to meet interstate standards as part of the USH 41 Freeway upgrade.

Implementation Date: 1995.

Actions Taken: Scheduled in the WisDOT six year program and supplemented with bicycle/pedestrian lanes.

# [E] Network Facility: **USH 41** Facility Segment: Meade Street Overpass. Jurisdiction: State of Wisconsin and City of Appleton.

Recommended Improvement: Reconstruction of the overpass to meet interstate standards as part of the USH 41 Freeway upgrade.

Implementation Date: 1996.

Actions Taken: Scheduled in the WisDOT six year program and supplemented with bicycle/pedestrian lanes.

# [E] Network Facility: **USH 41** Facility Segment: CTH N Interchange. Jurisdiction: State of Wisconsin and Village of Little Chute.

Recommended Improvement: Reconstruction of the overpass to meet interstate standards as part of the USH 41 Freeway upgrade.

Implementation Date: 1999.

Actions Taken: Scheduled in the WisDOT six year program and supplemented with bicycle/pedestrian lanes.

- 
- \* Short-range projects to be implemented by 1990.
  - \*\* Mid-range projects to be implemented between 1990 and 2000.
  - \*\*\* Long-range projects to be implemented after 2000.
  - @ Minor arterial network improvements.
  - # Projects amended to the plan subsequent to the last update.

**\*\* [E] Network Facility: USH 41 SIX-LANING (18) Facility Segment: Winneconne Avenue (STH 114) to STH 441. Jurisdiction: City of Neenah and Town of Menasha.**

**Recommended Improvement: Reconstruct USH 41 to add two travel lanes.**

**Implementation Date: 1994**

**Actions Taken: Completed in 1994.**

**\*\* [E] Network Facility: USH 41-SIX LANING (20) Facility Segment: STH 441 to Northland Avenue (CTH OO). Jurisdiction: Towns of Menasha and Grand Chute.**

**Recommended Improvement: Reconstruct to add two travel lanes.**

**Implementation Date: 1992-?**

**Actions Taken: Completed in 1992 without full consideration of improvements to the Northland, Wisconsin and College Avenue interchanges.**

**\*\*\* [E] Network Facility: USH 45 RELOCATION (STH 76 RELOCATION) (33) Facility Segment: STH 76 to USH 41. Jurisdiction: Towns of Grand Chute and Greenville.**

**Recommended Improvement: Construction of a two-lane expressway between New London and the Northland Avenue/USH 41 interchange to add capacity to the USH 45 corridor between Appleton and New London.**

**Implementation Date: 2000 or later.**

**Actions Taken: Project modified incidental to the six-laning of USH 41 to an extension of Northland Avenue with a four-lane expressway design westward to the STH 76 intersection with the West Side Arterial (CTH CB). Scheduled in the WisDOT six year program for 1996-7.**

**@ [E] Network Facility: VALLEY ROAD/ROELAND AVENUE Facility Segment: Forestview Court to Wheatfield Court. Jurisdiction: City of Appleton.**

**Recommended Improvement: Construction of two lane facility to link collectors north of STH 441.**

**Implementation Date: Phased with completion of the Tri-County Expressway.**

**Actions Taken: Scheduled for 1995 incidental to commercial development.**

**# [P] Network Facility: WALTER AVENUE Facility Segment: Newberry Street to College Avenue. Jurisdiction: City of Appleton.**

**Recommended Improvement: Reconstruction as a three lane arterial with two approach lanes and one release lane from the College Avenue intersection.**

**Implementation Date: Added in response to traffic demand.**

**Actions Taken: Completed in 1990.**

• Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

# [E] Network Facility: **WEST SIDE ARTERIAL (CTH CB)** Facility Segment: CTH JJ to CTH BB. Jurisdiction: Winnebago County.

Recommended Improvement: Construction of a four-lane partially access controlled arterial on new right-of-way and some existing right-of-way to be staged as needed. This was a modification to the long-range plan recommendation for a minor arterial improvement to provide connectivity of Two Mile, Irish and Pendelton Roads between STH 76 and Breezewood Lane. The project was modified to major facility proposal based on a special study conducted in 1989 incidental to the USH 41 Six-Lane project. This project addresses the need for locating the one interchange location on USH 10 Freeway between USH 41 and USH 45 and the need to provide a north-south arterial west of USH 41 to relieve local traffic impacts on the USH 41 freeway.

Implementation Date: 1995-6.

Actions Taken: Scheduled as an STP-Urban project between STH 150 and Jacobson Road, as an STP-Rural project between American Drive Extended and CTH BB, and as a WisDOT major project incidental to the USH 10 interchange between Jacobson Road and American Drive Extended. The segment between STH 150 and CTH JJ is not yet scheduled.

# [E] Network Facility: **WEST SIDE ARTERIAL (CTH CB)** Facility Segment: CTH BB to STH 76. Jurisdiction: Outagamie County.

Recommended Improvement: Construction of a four-lane partially access controlled arterial on existing right-of-way and some new right-of-way to be staged as needed. This was a modification to the long-range plan recommendation for a minor arterial improvement to provide connectivity of Two Mile, Irish and Pendelton Roads between STH 76 and Breezewood Lane. The project was modified to major facility proposal based on a special study conducted incidental to the USH 41 Six-Lane project. This project addresses the need to provide a north-south arterial west of USH 41 to relieve local traffic impacts on the USH 41 freeway.

Implementation Date: 1994.

Actions Taken: Segment between Spencer Street and USH 10 had been existing as a two lane roadway at the time of the 1985 Long-Range Plan. The segment between USH 10 and STH 76 was constructed as a two-lane roadway in 1982. The segment between Spencer Street and CTH BB was constructed in 1994 on principally new right-of-way to align the Two Mile Road segment with the Mayflower Road segment as a two-lane roadway. Expansion to the four-lane West Side Arterial design will be staged with traffic demand and has not yet been scheduled.

\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.

\* [P] Network Facility: WINNECONNE AVENUE (2) Facility Segment: Soo Line Switching Yard Crossing. Jurisdiction: City of Neenah.

Recommended Improvement: Construction of an overpass to eliminate rail switching conflicts and increase capacity.

Implementation Date: 1987.

Actions Taken: Completed as a four lane overpass.

\* [P] Network Facility: WISCONSIN AVENUE (STH 96) (3) Facility Segment: Badger Avenue to Ballard Road. Jurisdiction: City of Appleton.

Recommended Improvement: Removal of parking to allow four travel lanes. Presently parking is unrestricted except to accommodate intersection turning movements. Improvement to Wisconsin/Richmond intersection is presently scheduled at a cost of \$450,000.

Implementation Date: As soon as possible.

Actions Taken: Channelization and parking removal for turn movements at intersections, otherwise parking remains. Reconstruction of the Badger Avenue to Locust Street segment is scheduled in the WisDOT six year program for 1998.

A map depicting the location and status of the Fox Cities projects follows on the next page. The status depiction does not precisely follow the project status characterization in Table A-1 on page A-1. Partially implemented projects in the table may be mapped as completed or no action for partial segments. Only in instances where a segment has only part of the recommended improvement (e.g. parking removed from one side rather than both sides of the street) is the segment mapped as partially implemented.

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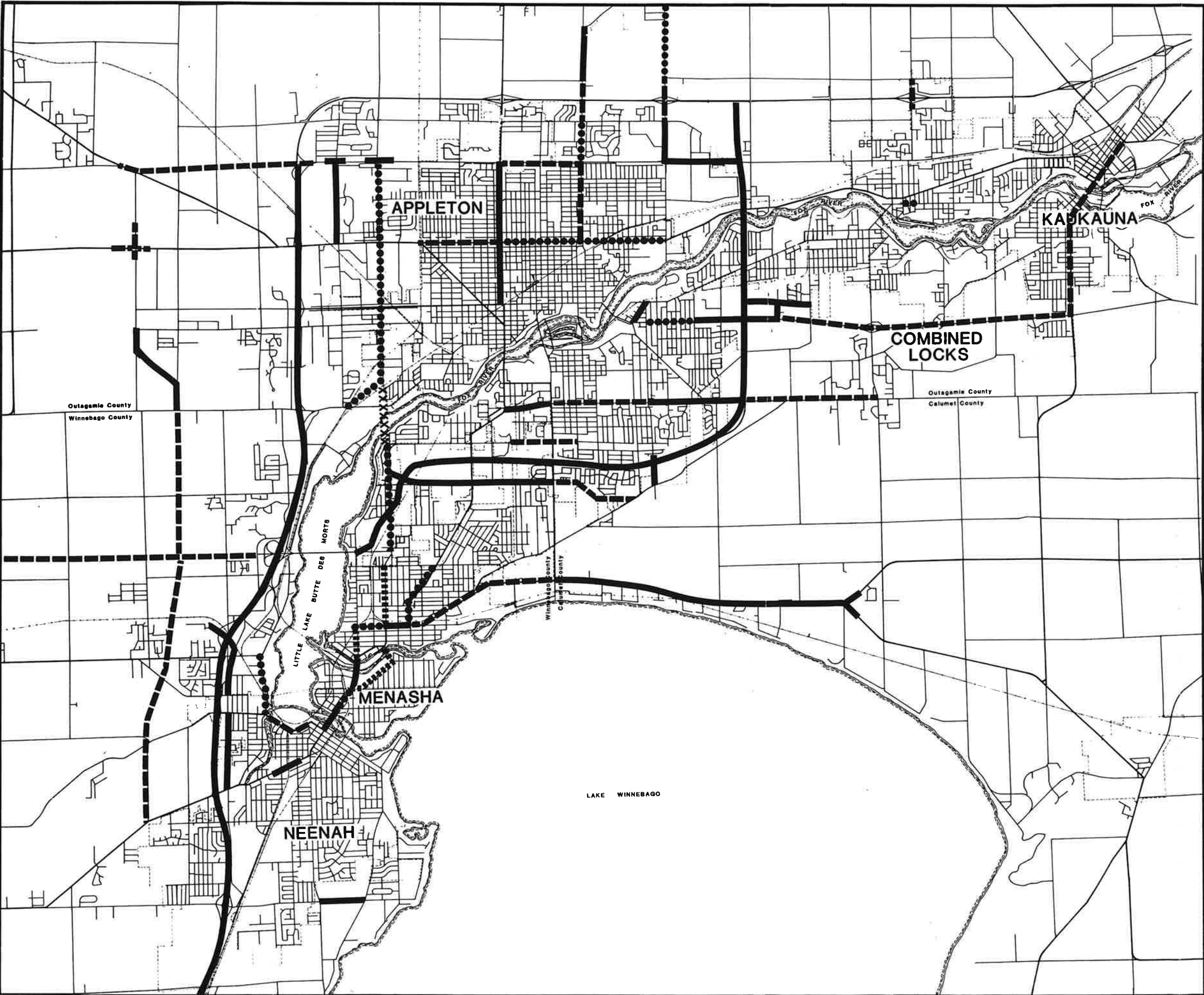
\* Short-range projects to be implemented by 1990.

\*\* Mid-range projects to be implemented between 1990 and 2000.

\*\*\* Long-range projects to be implemented after 2000.

@ Minor arterial network improvements.

# Projects amended to the plan subsequent to the last update.



Map A-1  
STATUS OF NETWORK  
PLAN RECOMMENDATIONS

FOX CITIES URBANIZED AREA

- PROJECT STATUS
- COMPLETED
  - PARTIAL
  - - - - - SCHEDULED
  - ..... NO ACTION
  - xxxxxx DROPPED



EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**APPENDIX B**

**ASSESSMENT OF RECOMMENDATIONS  
MADE IN THE CURRENT  
LONG-RANGE STREET AND HIGHWAY NETWORK PLAN**

**OSHKOSH URBANIZED AREA**

APPENDIX B

ASSESSMENT OF RECOMMENDATIONS  
MADE IN THE CURRENT  
LONG-RANGE STREET AND HIGHWAY NETWORK PLAN

OSHKOSH URBANIZED AREA

The Oshkosh highway network plan was developed in the mid to late seventies with the report completed in January 1979. The vast majority of the 53 improvement projects identified in the plan did not involve capacity improvements. Seven projects involved lane additions, one project called for a new arterial facility, another involved capacity expansion as part of a bridge replacement and one project called for a USH 41 grade separation with the Milwaukee RR tracks. The other 43 projects were essentially reconstruction or repaving of existing facilities.

With completion of the Congress Street bridge in 1981 and the fact that the urbanized area's population had declined during the seventies, it was mutually decided that a major update of the plan following the 1980 census would not be undertaken, but rather to focus on short-range traffic operations evaluations. As part of this decision, it was also decided not to update the traffic simulation model that had been developed for the Oshkosh area.

Extensive traffic operations analysis was completed in the latter part of the eighties with numerous recommendations made relative to parking removal, channelization and signal coordination. Though not documented in a report, the city's public works and traffic departments proceeded to implement many of the recommended improvements. Also, as part of the analysis, conclusions were drawn that evolving traffic flow patterns in certain areas could not be addressed with traffic operations measures alone, at least not for the long term. Because the population declines of the seventies had been neutralized in the early eighties and relatively strong growth had begun taking place in the late eighties, it was realized that it not be possible to address all problem areas with traffic operations solutions. Therefore, the desirability of reestablishing the traffic simulation model for the Oshkosh area to use as a testing and evaluation tool was suggested. The increased growth of the city to the west was leading to east-west traffic corridor congestion in a community that until this time had been oriented primarily north and south and developed its street network to take advantage of that fact.

As part to of a comprehensive plan update in the early nineties, the city involved the MPO and WisDOT District 3 staff in evaluating needed street network improvements. Many of these recommendations were made recognizing the impending availability of the model to test capacity improvement alternatives as part of the long-range plan update by the MPO.

On the following page is a key to the type of project recommendations in the detailed status listing: recommendations from the 1979 plan, WisDOT six year plan scheduled projects, 1993 Comprehensive Plan recommendations, and project amendments to the plan in the

intervening years. The 1979 plan recommendations were only included in the listing if they involved capacity expansions or if they were further modified by the 1993 Comprehensive Plan recommendations. As a result, only 24 of the 53 recommendations in the original plan are reviewed in this detailed listing of 51 projects. The remaining 27 projects were added by WisDOT six year program projects, the 1993 Comprehensive Plan or needs that arose from unanticipated development impacts.

- \* 1979 Highway Network Plan recommendation
- \*\* WisDOT six year program facility
- \*\*\* 1993 Comprehensive Plan long and short-range recommendations
- # Projects added to the plan since the last update.

The projects are further categorized as expansion (E) or preservation (P) projects.

**TABLE B-1: CURRENT STATUS OF  
OSHKOSH URBANIZED AREA PROJECT RECOMMENDATIONS**

<u>PROJECT STATUS</u>		<u>1979</u>	<u>WisDOT</u>	<u>1993 COMP PLAN</u>		<u>AMEND-</u>	<u>TOTAL</u>	<u>GRAND</u>
<u>TYPE</u>		<u>PLAN</u>	<u>SIX YEAR</u>	<u>SHORT</u>	<u>LONG</u>	<u>MENTS</u>		
IMPLEMENTED	(E)	5	4	1	0	4	14	21
	(P)	6	0	0	0	1	7	41%
PARTIALLY IMPLEMENTED	(E)	4	0	0	1	0	5	6
	(P)	1	0	0	0	0	1	12%
SCHEDULED	(E)	1	3	0	0	1	5	11
	(P)	2	3	1	0	0	6	22%
NO ACTION TAKEN	(E)	4	0	0	4	0	8	13
	(P)	1	0	2	2	0	5	25%
DROPPED	(E)	0	0	0	0	0	0	0
	(P)	0	0	0	0	0	0	0%
SUB- TOTAL	(E)	14	7	1	5	5	32	51
	(P)	10	3	3	2	1	19	100%
GRAND TOTAL		24 47%	10 19%	4 8%	7 14%	6 12%	51 100%	

While all of the projects are capacity expansion projects, in analyzing them as expansion versus preservation projects as part of this evaluation, a distinction is drawn between new street expansions or significant modifications to existing roadways and minor modifications (including parking removal) to achieve increased capacity. The latter instance would be considered preservation even though the project may have involved total reconstruction of the pavement. From this perspective 37 percent of the projects are considered preservation projects. Not that the concentration of preservation projects are from the 1979 plan and short range recommendations in the 1993 plan rather than long-range recommendations.

Also note that projects amended to the plan are expansion projects save one, a result of the fact that what had been declining trends were reversed and growth pressures required the addition of unanticipated capacity expansion needs.

Of the 24 projects identified in the 1979 plan, 16 have either been implemented or partially implemented, three are presently scheduled, and 5 have had no action taken to date. Those projects which have not been considered to date will receive priority for evaluation with the updated model during the development of the long-range plan.

The WisDOT projects have focused on STH 44 (South Park Avenue) in the past and are primarily concerning the USH 45 routing at present and its rerouting in the near future. The major projects impacting the area in the past were the STH 21 Congress Street bridge and the relocation of STH 21 west of USH 41 as a four-lane expressway.

The 1993 Comprehensive Plan recommendations consisted of 4 short-range and 7 long-range projects not previously identified in the 1979 network plan. Of the short-range recommendations, one has already been implemented and another is scheduled. One of the long-range recommendations has already been partially implemented incidental to industrial park development. Expectedly, the remainder have not yet been scheduled.

Six projects of a capacity expansion nature arose during the intervening years, principally incidental to development pressures. One remains scheduled while the other five have been completed.

Following is a listing of the 53 projects defining the scope and intent of the project, the recommended implementation date, and any actions taken relative to implementation. The network facility parenthetical number refers to the 1979 plan recommendation project number.

#### TABLE B-2: CURRENT STATUS LISTING OF RECOMMENDED PROJECTS

\*\*\* (E) Network Facility: **AIRPORT ROAD** Facility Segment: Hughes Avenue to 20th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to construct four-lane facility on new alignment.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Not yet scheduled.

\*\* (P) Network Facility: **ALGOMA BOULEVARD (STH 110)** Facility Segment: Murdock Avenue to USH 41. Jurisdiction: City of Oshkosh.

Recommended Improvement: Resurface existing roadway.

Implementation Date: 1999.

Actions Taken: Scheduled in the WisDOT six year program.

7  
\*\*\* (P) Network Facility: **BOWEN STREET** Facility Segment: Ceape Avenue to Murdock Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct facility within existing right-of-way to 48 feet with four lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Not yet scheduled.

X  
\* (E) Network Facility: **BOWEN STREET (8)** Facility Segment: Murdock Avenue to Harrison Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way to 48 feet with four lanes.

Implementation Date: 1979-80.

Actions Taken: Completed in early '80s.

7  
\* (E) Network Facility: **BOWEN STREET (NORTH SHORE DRIVE) (9)** Facility Segment: Harrison Street to CTH J (Snell Road). Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way to 48 feet with four lanes.

Implementation Date: 1980-85.

Actions Taken: 1993 Comprehensive Plan long-range recommendation, 10-20 years.

7  
\*\*\* (P) Network Facility: **ELMWOOD AVENUE** Facility Segment: Congress Avenue to Murdock Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to improve and widen to 36 feet.

Implementation Date: Short-range improvement.

Actions Taken: Scheduled in 1995.

7  
\* (E) Network Facility: **FERNAU AVENUE (10)** Facility Segment: STH 110 to Bowen Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility on new right-of-way.

Implementation Date: 1985-90.

Actions Taken: Completed between Jackson Street and Harrison Street, scheduled for 1997 as a four-lane facility between STH 110 and Vinland Road as an STP-Urban project, and recommended in the 1993 Comprehensive Plan as a long-range new four-lane facility between Vinland Road and Jackson Street and between Moser Street and CTH A.

7  
\*\*\* (E) Network Facility: **FISK AVENUE** Facility Segment: USH 41 to Oregon Street (CTH I). Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct and widen to four lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Not yet scheduled.

\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

# (E) Network Facility: **HARRISON STREET (CTH AA)** Facility Segment: Libbey Avenue to Bowen Street. Jurisdiction: Winnebago County.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct and widen to four lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Scheduled for 1995.

\* (E) Network Facility: **IRVING AVENUE (2)** Facility Segment: Wisconsin Street to Main Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 48 feet with four lanes.

Implementation Date: 1980-85.

Actions Taken: Short-range recommendation in 1993 Comprehensive Plan with the addition of left turn lanes at intersections.

\* (P) Network Facility: **IRVING AVENUE (3)** Facility Segment: Hazel Street to Main Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by replacing and repairing curbs and repairing with asphalt.

Implementation Date: 1979.

Actions Taken: Original project completed in the early '80s. 1993 Comprehensive Plan long-range improvement recommendation as four-lane facility with turn lanes between Bowen Street and Main Street.

\*\* (P) Network Facility: **JACKSON STREET** Facility Segment: Algoma Boulevard to Murdock Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct as a four lane facility with turn lanes.

Implementation Date: Short-range improvement.

Actions Taken: Scheduled as a WisDOT USH 45 reconstruction project in 2000.

\*\* (E) Network Facility: **JACKSON STREET (USH 45)** Facility Segment: Murdock to USH 41. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruction as a five-lane between Murdock and USH 41.

Implementation Date: 1992.

Actions Taken: Completed in 1993 as a WisDOT highway project.

\* (E) Network Facility: **KOELLER STREET (39)** Facility Segment: STH 21 to CTH K. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by replacing and repairing curbs and repairing with asphalt.

Implementation Date: 1985-90.

\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

Actions Taken: Special study conducted in 1988 of USH 41 frontage road needs resulting in recommendations to rebuild Koeller Street as four lanes between STH 21 and CTH K (20th Avenue). Segments between 20th Avenue and Witzel Avenue have been completed. An extension between 20th and STH 44 (aligning with Knapp Street (east frontage road)) has been completed incidental to a commercial development. The final segment between Witzel Avenue and STH 21 (including the STH 21 intersection) is scheduled as an STP-Urban project for 1995.

\*\*\* (P) Network Facility: **MAIN STREET** Facility Segment: Fox River to Murdock Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to improve to four lanes with left turn lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Not yet scheduled.

\*\* (E) Network Facility: **MAIN STREET** Facility Segment: Waukau Avenue to 16th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct as four lanes.

Implementation Date: 1995.

Actions Taken: Scheduled by WisDOT in their six-year program as part of the USH 45 connecting highway route.

\* (P) Network Facility: **MAIN STREET BYPASS (5)** Facility Segment: Ceape Avenue-State Street-Jefferson Street-Merritt Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way with some new right-of-way required.

Implementation Date: 1979.

Actions Taken: Completed in the '80s on the south end as far north as Washington Avenue where it aligns with Jefferson Street. Proposed improvements north of Washington Avenue have been dropped from the plan.

\* (P) Network Facility: **MERION ROAD (31)** Facility Segment: Wisconsin Street to Jackson Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 36 feet with 2 lanes.

Implementation Date: 1985-90.

Actions Taken: Recommended in the 1993 Comprehensive Plan as a short-range improvement. No action taken to date.

- \* 1979 Highway Network Plan recommendation
- \*\* WisDOT six year program project
- \*\*\* 1993 Comprehensive Plan recommendation
- # Projects amended to the plan subsequent to the last update.

\* (P) Network Facility: **MILWAUKEE ROAD R.R. AND USH 41 GRADE SEPARATION**  
(53) Facility Segment: Not appropriate. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct an overpass on USH 41 over the Milwaukee Road rail line.

Implementation Date: 1980-85.

Actions Taken: The Milwaukee Road rail line was purchase by the Wisconsin Southern R.R. which minimally used the line. The east interconnection between the Wisconsin Southern and the Soo Line R.R. was eliminated followed by a declaration of exempt status for the USH 41 crossing. A negotiated settlement between the Wisconsin Southern and the Wisconsin Department of Transportation was reached in 1993 for removal of the crossing after abandonment of the rail line between Ohio Street and USH 41.

\*\*\* (E) Network Facility: **MURDOCK AVENUE** Facility Segment: Main Street to Jackson Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to improve and widen to 5 lanes.

Implementation Date: Short-range improvement.

Actions Taken: Completed in 1993.

\* (E) Network Facility: **NEW YORK AVENUE (11)** Facility Segment: High Avenue to Oshkosh Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by repairing and replacing curbs and repairing with asphalt.

Implementation Date: 1980-85.

Actions Taken: Recommended in the 1993 Comprehensive Plan as a short-range improvement to reconstruct as a four-lane facility.

\* (E) Network Facility: **NEW YORK AVENUE (12)** Facility Segment: Jackson Street to Main Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by repairing and replacing curbs and repairing with asphalt.

Implementation Date: 1980-85.

Actions Taken: Recommended in the 1993 Comprehensive Plan as a short-range improvement to reconstruct as a four-lane facility.

\*\*\* (E) Network Facility: **OAKWOOD ROAD** Facility Segment: Waukau Road to STH 21. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to improve and widen to four lanes

Implementation Date: Long-range improvement, 10-20 years.

\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

2  
Actions Taken: Completed segment between West 20th Avenue and Waukau Avenue at STH 44 incidental to industrial park development. Segments between West 20th Avenue and STH 21 have not yet been scheduled.

\* (P) Network Facility: **OHIO STREET (STH 44) (27)** Facility Segment: Witzel Avenue to South Park Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by replacing and repairing curbs and repairing with asphalt.

Implementation Date: 1980-85.

Actions Taken: Recommended in the 1993 Comprehensive Plan as a long-range improvement (10-20 years) to reconstruct as four lanes with turn lanes at intersections. Scheduled as a minor reconditioning project by WisDOT in 2000.

\* (P) Network Facility: **OREGON STREET (7)** Facility Segment: Fox River to 24th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct existing facility by replacing and repairing curbs and repairing with asphalt.

Implementation Date: 1980-85.

Actions Taken: Recommended in the 1993 Comprehensive Plan as a short-range improvement and scheduled as a WisDOT USH 45 resurfacing project for 1995. Following completion of this project, the routing of USH 45 will be shifted to Main Street.

# (E) Network Facility: **OREGON STREET** Facility Segment: 24th Avenue to 35th Avenue. Jurisdiction: City of Oshkosh and Winnebago County.

Recommended Improvement: Reconstruct and widen to four lanes.

Implementation Date: Phased with industrial park development.

Actions Taken: Completed segment from 24th Avenue to Waukau Avenue in the early '80s incidental to industrial park development. Segment from Waukau Avenue to 35th Avenue completed as a STP-Urban project in 1993.

\*\*\* (E) Network Facility: **OREGON STREET** Facility Segment: 35th Avenue to Fisk Avenue. Jurisdiction: City of Oshkosh and Winnebago County.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct and widen the segment from 35th Avenue to Fisk Avenue to four lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: No actions taken to date.

\* (E) Network Facility: **OSHKOSH AVENUE-CONGRESS AVENUE BRIDGE (52)** Facility Segment: Sawyer Street to High Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct a new four-lane bridge facility across the Fox River.

Implementation Date: 1979.

Actions Taken: Completed as a WisDOT STH 21 bridge project in 1981.

- 1979 Highway Network Plan recommendation
- \*\* WisDOT six year program project
- \*\*\* 1993 Comprehensive Plan recommendation
- # Projects amended to the plan subsequent to the last update.

\* (P) Network Facility: **PACKER AVENUE (38)** Facility Segment: Harrison Street to Jackson Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 42 feet with two lanes.

Implementation Date: 1985-90.

Actions Taken: Completed in 1984. 1993 Comprehensive Plan recommendation to construct new extension from Minerva Street to Jackson Street with four lanes as a long-range improvement, 10-20 years. Segment from Algoma Boulevard (STH 110) to Minerva Street completed incidental to residential subdivision development.

\*\*\* (E) Network Facility: **PEARL AVENUE** Facility Segment: Jackson Street to North Main Street Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to reconstruct as five lanes.

Implementation Date: Long-range improvement, 10-20 years.

Actions Taken: Not yet scheduled.

\*\* (E) Network Facility: **STH 21** Facility Segment: USH 41 to Leonard Point Road. Jurisdiction: State of Wisconsin.

Recommended Improvement: Construct new four-lane expressway facility.

Implementation Date: 1983.

Actions Taken: Completed in 1984 as part of the WisDOT six year program.

# (P) Network Facility: **SOUTH PARK AVENUE** Facility Segment: Main Street to Ohio Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct facility within existing right-of-way as a four-lane facility to enhance accessibility between the northeast residential areas and the southwest commercial areas.

Implementation Date: 1992?

Actions Taken: Completed in 1992.

\*\* (E) Network Facility: **STH 44 (SOUTH PARK AVENUE)** Facility Segment: Ohio Street to West 20th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Reconstruct facility within existing right-of-way as a four-lane facility.

Implementation Date: 1986.

Actions Taken: Completed in 1986.

\* (P) Network Facility: **STH 44 (SOUTH PARK AVENUE) (17)** Facility Segment: USH 41 to West 20th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 36 feet with two lanes.

Implementation Date: 1979.

Actions Taken: Completed in the early '80s.

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\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

**\*\* (E) Network Facility: STH 44 (SOUTH PARK AVENUE) Facility Segment: West 20th Avenue to Washburn Street including the USH 41 interchange. Jurisdiction: State of Wisconsin.**

**Recommended Improvement:** Reconstruction of the USH 41 interchange as a diamond and of STH 44 as a six-lane USH 41 overpass and as a combination of four-lane and five-lane segments with turn lanes between West 20th Avenue and the east interchange ramps..

**Implementation Date:** 1993.

**Actions Taken:** Completed in response to traffic generated by industrial park and commercial developments.

**# (E) Network Facility: STH 44 (SOUTH PARK AVENUE) Facility Segment: Washburn Street to Waukau Road. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Reconstruction as four-lane arterial with turn lanes.

**Implementation Date:** 1993.

**Actions Taken:** Completed in response to industrial park and commercial developments.

**\*\* (E) Network Facility: STH 110 Facility Segment: USH 41 to STH 116. Jurisdiction: State of Wisconsin.**

**Recommended Improvement:** Construction of a new four-lane freeway/expressway including reconstruction of the USH 41 interchange and approaches to interstate standards.

**Implementation Date:** 1999-2000.

**Actions Taken:** Scheduled in the WisDOT six-year improvement program.

**\* (E) Network Facility: TAFT AVENUE (21) Facility Segment: Sawyer Street to Campbell Road. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Construct new facility within existing right-of-way widening to 48 feet with four lanes.

**Implementation Date:** 1985-90.

**Actions Taken:** Completed in the '80s.

**\*\* (P) Network Facility: USH 41 Facility Segment: Lake Butte des Morts to Neenah. Jurisdiction: State of Wisconsin.**

**Recommended Improvement:** Reconstruct roadway and USH 45 interchange and approaches to Interstate standards.

**Implementation Date:** 1995-96.

**Actions Taken:** Scheduled by WisDOT in their six-year improvement program.

- 
- \* 1979 Highway Network Plan recommendation
  - \*\* WisDOT six year program project
  - \*\*\* 1993 Comprehensive Plan recommendation
  - # Projects amended to the plan subsequent to the last update.

**\*\* (E) Network Facility: USH 41 Facility Segment: STH 110 to STH 44. Jurisdiction: State of Wisconsin.**

**Recommended Improvement:** Consideration of increasing lane capacity to six lanes as part of a major investment study.

**Implementation Date:** Dependent on the findings of the major investment study.

**Actions Taken:** Major investment study is scheduled by ECWRPC as part of the long range plan for the Oshkosh Urbanized Area.

**\* (E) Network Facility: WASHBURN STREET (40) Facility Segment: STH 21 to CTH K. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Reconstruct existing facility by replacing and repairing curbs and repairing with asphalt.

**Implementation Date:** 1985-90.

**Actions Taken:** Special study conducted in 1988 of USH 41 frontage road needs resulting in recommendations to rebuild Koeller Street as four lanes between STH 21 and CTH K (20th Avenue). A segment between West 9th Avenue and Dickinson Avenue has been scheduled for 1995. The balance is recommended in the 1993 Comprehensive Plan as a short-range improvement between Witzel Avenue and 9th Avenue, and as long-range improvements between Witzel Avenue and Omro Road and between Dickinson Avenue and 20th Avenue.

**# (E) Network Facility: WASHBURN STREET Facility Segment: CTH K to Waukau Avenue. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Reconstruct existing facility to a four-lane arterial.

**Implementation Date:** Phased with industrial park and commercial development.

**Actions Taken:** Completed projects between 20th Avenue and STH 44 in 1992 and between STH 44 and Waukau Avenue in 1993 incidental to industrial park and commercial developments respectively.

**\* (E) Network Facility: WEST 9TH AVENUE (16) Facility Segment: USH 41 to Oakwood Road. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Construct new facility within existing right-of-way widening to 48 feet with four lanes.

**Implementation Date:** 1985-90.

**Actions Taken:** Completed in 1993.

**\* (E) Network Facility: WEST 20TH AVENUE (6) Facility Segment: South Park Avenue to Main Street. Jurisdiction: City of Oshkosh.**

**Recommended Improvement:** Construct new facility within existing right-of-way with new right-of-way required between Oregon Street and Main Street.

**Implementation Date:** 1979.

\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

Actions Taken: Completed segment from South Park Avenue to Oregon Street in 1982. For the segment from Oregon Street to Main Street the right-of-way officially mapped in 1993, though it has not yet been scheduled for construction.

# (E) Network Facility: **WEST 20TH AVENUE** Facility Segment: Oakwood Road to South Park Avenue. Jurisdiction: Winnebago County.

Recommended Improvement: Construct new four lane facility including USH 41 overpass within existing right-of-way.

Implementation Date: 1990.

Actions Taken: Completed in 1990 in response to residential and industrial park development.

\* (E) Network Facility: **WESTFIELD STREET (18)** Facility Segment: Chippewa Avenue to Bismark Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility on new right-of-way.

Implementation Date: 1980-85.

Actions Taken: Completed segment from Chippewa Avenue to Witzel Avenue in 1990. Remaining segment is a 1993 Comprehensive Plan recommendation to construct new street extension to Ninth Avenue with four lanes as a long-range improvement, 10-20 years.

\* (E) Network Facility: **WESTFIELD STREET (23)** Facility Segment: Taft Avenue to Southland Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 48 feet with four lanes.

Implementation Date: 1985-90.

Actions Taken: Completed in the early '80s.

\* (P) Network Facility: **WESTHAVEN DRIVE (28)** Facility Segment: 9TH Avenue to 20th Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 36 feet with 2 lanes.

Implementation Date: 1985-90.

Actions Taken: Completed in the early '80s. 1993 Comprehensive Plan recommendation construct a new street extension to STH 21 with four lanes. Previous segments from 9th Avenue to north of Witzel Avenue were completed incidental to residential subdivision plats.

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\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.

\* (P) Network Facility: **WISCONSIN STREET (1)** Facility Segment: Fox River to Irving Avenue Jurisdiction: City of Oshkosh.

Recommended Improvement: Construct new facility within existing right-of-way widening to 52 feet with four lanes.

Implementation Date: 1980-85.

Actions Taken: Removal of parking to accommodate four travel lanes in the early '80s. Recommended in the 1993 Comprehensive Plan as a short-range improvement and scheduled as a WisDOT STH 44 connecting highway (Witzel Avenue to Church Street) reconstruction project in 1996.

\*\*\* (P) Network Facility: **WISCONSIN STREET** Facility Segment: Irving Avenue to Murdock Avenue. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to upgrade to improved standards.

Implementation Date: Short-range improvement.

Actions Taken: Not yet scheduled.

\*\*\* (P) Network Facility: **WITZEL AVENUE** Facility Segment: Sawyer Street to Ohio Street. Jurisdiction: City of Oshkosh.

Recommended Improvement: 1993 Comprehensive Plan recommendation to add turn lanes.

Implementation Date: Short-range improvement.

Actions Taken: Not yet scheduled.

A map depicting the location and status of the Oshkosh projects follows on the next page. The status depiction does not precisely follow the project status characterization in Table B-1 on page B-2. Partially implemented projects in the table may be mapped as "completed" or "no action" for partial segments. Only in instances where a segment has only part of the recommended improvement (e.g. parking removed from one side rather than both sides of the street) is the segment mapped as partially implemented.

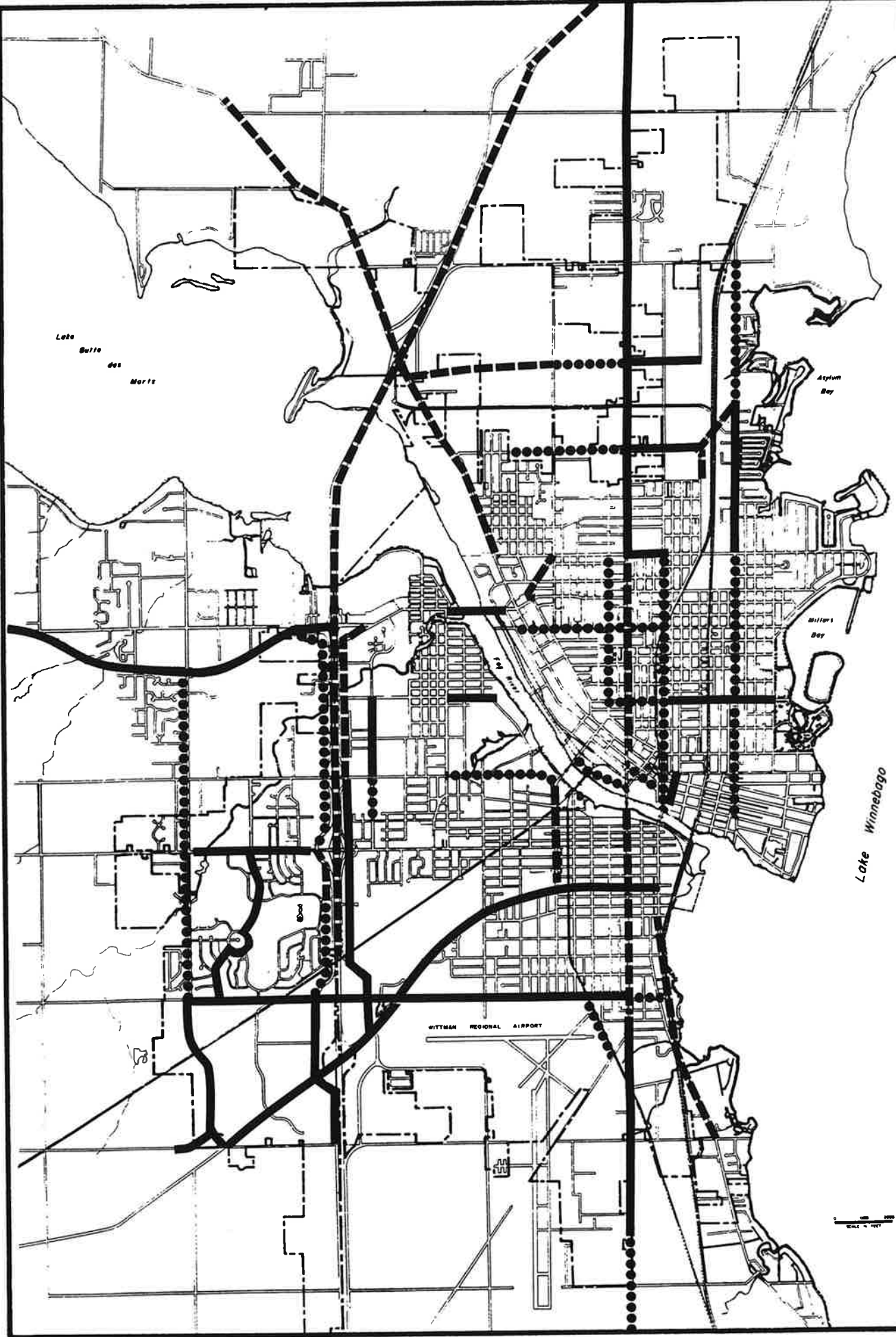
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\* 1979 Highway Network Plan recommendation

\*\* WisDOT six year program project

\*\*\* 1993 Comprehensive Plan recommendation

# Projects amended to the plan subsequent to the last update.



Map B-1

STATUS OF NETWORK  
PLAN RECOMMENDATIONS

OSHKOSH URBANIZED AREA

- PROJECT STATUS
- COMPLETED
  - - - - - PARTIAL
  - ..... SCHEDULED
  - ..... NO ACTION
  - xxxxxx DROPPED

EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**APPENDIX C**

**CHRONOLOGICAL ASSESSMENT OF TRANSIT IMPROVEMENTS**

**IN THE FOX CITIES (Appleton-Neenah) URBANIZED AREA**

## APPENDIX C

### CHRONOLOGICAL ASSESSMENT OF TRANSIT IMPROVEMENTS IN THE FOX CITIES (Appleton-Neenah) URBANIZED AREA

#### HISTORIC PERSPECTIVE

The original *Transit Development Program for the Appleton Area* was completed in 1975 and updated in 1981 and 1986. Considerable progress was made toward implementing the recommendations of the original plan, which called for public ownership of the system, increasing level of service, acquiring new vehicles, purchasing an existing or new garage facility and establishing an active marketing program.

In 1977, the City of Appleton, using an UMTA Section 5 Capital grant, purchased the privately owned Appleton City Transit for \$501,927. Public operation as Valley Transit began January 1, 1978. The system operated under the policy and procedures of the Parking and Transit Commission subject to approval of the Appleton City Council until 1993 when the parking and transit functions were separated. Parking was shifted to the Department of Public Works and the Transit Commission operated on its own.

The Commission, through its general manager, continues to be responsible for the overall supervision of the operation and maintenance of the transit system, including policies on service agreements and contracts, routes, fares, hours, purchase and maintenance of vehicles and other items concerning physical and operational aspects of transit management. The five members of the Commission are appointed by the Mayor and confirmed by the City Council.

#### Route History

Following transition to public ownership, a new route system was implemented consisting of four routes of two segments each within the City of Appleton and three lineal intra urban routes to surrounding municipalities. Fourteen new buses were acquired and began operating on these routes in early 1981. New bus stop signs were erected along the routes. To help fund the system, the city received state and federal transit aids which at that time subsidized over 80 percent of the operating deficit.

With the availability of high levels of state and federal assistance throughout much of the 1980s, transit service in the Fox Cities continued to grow in all aspects--routes, equipment and facilities, staff, finances and ridership. Following the 1981 *TDP* update, eight new routes were added to the existing system. Much of the additional service was to communities in the urbanized area which had limited or no previous service but showed potential for transit service.

Following the 1985<sup>6</sup> *TDP Update*, major revisions were made to the route system in order to achieve full coverage of the urbanized area, which until then excluded several high density

developing areas. The number of routes increased from 18 to 21. In order to accommodate the expansion, fleet size increased to a peak of 42 buses in 1986. A new and larger Operations and Maintenance facility opened in 1983 and a downtown Transfer Center opened in February 1990.

At the time the recommendation for expansion was made, the financial outlook projected funding stability through 1988, after which federal funds were predicted to decrease with depletion of the area's carryover balance. With financial projections holding true, in 1988 three routes were eliminated in areas where ridership expectations were not achieved.

Since 1988, the system has provided a relatively constant level of service. Planning has been carried out on an annual basis, with minor route revisions to accommodate new development. A major bus replacement project was completed in 1994, with 20 new accessible buses put in service in 1993 and 1994. An updated TDP is currently in progress.

#### **Transportation for the Elderly and Disabled**

The *Fox Cities Elderly and Handicapped Transportation Plan*, developed in 1978, recommended that Valley Transit add wheelchair lifts to the fixed-route fleet of buses and establish door-to-door van service initially using one van and one backup vehicle to provide transportation for semi- and non-ambulatory persons in the Fox Cities.

Although the Appleton Transit Commission and Appleton City Council went on record opposing the lifts because of Wisconsin's weather, purchase of lifts was recommended in the study because federal regulations mandated lifts on urban transit systems receiving federal aid. In December, 1979, 14 new lift-equipped buses were ordered. It was decided to delay implementation of door-to-door service until after the arrival of the new buses in order to determine its feasibility.

A *Transition Plan* was prepared in 1980 to bring the area into compliance with 504 regulations. With changes in 504 regulations in 1981 allowing local service options in meeting elderly and disabled transportation, an evaluation of accessible service was undertaken and the decision made to cease operation of the lifts because of low utilization. In January, 1983, a contract was developed between Valley Transit and the Outagamie County Red Cross Dial-A-Bus service to provide accessible service at a fixed cost. The door-to-door service arrangement with Red Cross met the criteria set forth in new 504 regulations and was the preferred recommendation in the *1978 Elderly and Handicapped Transportation Plan*. Service provided by Red Cross utilized 10 lift-equipped vans and was operated in all of Valley Transit's service area except Neenah-Menasha where the lift-buses continued to be used. Red Cross requested donations instead of fares.

Service provided by Red Cross for Valley Transit was part of a coordinated system administered by a Transportation Coordinator in Outagamie County serving as a modified broker and working with a Transportation Policy and Planning Committee. This coordinated system was a continuation of a two-year demonstration project recommended in the *1978*

*Elderly and Handicapped Transportation Plan.* Further coordination was recommended in the 1986 update of the *Fox Cities Elderly and Handicapped Transportation Plan*, which expanded Red Cross service into the Neenah-Menasha area. In 1988 the *Elderly and Handicapped Transportation Coordination Study for Outagamie and Winnebago Counties* was completed. In 1989, East Central's MSA Committee, established to implement recommendations of the 1988 coordination study, initiated paratransit service improvements with the intent of broadening the coordinated system to include the entire Fox Cities with Valley Transit as broker.

Passage of the Americans With Disabilities Act of 1990, which set new requirements for transit systems, changed the direction of the cooperative planning effort. In 1991, Red Cross lost its bid to provide urban paratransit in the Fox Cities. Beginning in 1992, a private operator, who had unsuccessfully competed for the service in prior years, was awarded a three-year contract which has recently been renewed.

Since 1992 planning for elderly and disabled transportation in the Fox Cities has centered on preparation of annual plans to implement the Americans with Disabilities Act. A number of controversial issues have surrounded ADA planning and provision of ADA-paratransit service. Valley Transit is progressing toward full compliance by the required 1997 deadline. A new contract with the private provider and new funding agreements with its three counties—Calumet, Outagamie and Winnebago—have contributed toward resolving many of the critical issues.

### **Funding History**

Since 1974 Valley Transit has received transit funding from state and federal sources which, over the years, paid up to 80 percent of the operating budget. Federal funding increased throughout the 1970s until the early 1980s, when the first reductions began. State aids to some degree offset shrinking federal aids, but for most systems, the immediate impact of reduced federal funding was an increase in local share. In the Fox Cities, however, the impact of federal cuts was not felt until the late 1980s because of their uniquely advantageous position relative to federal transit funding. Over the years, federal funds were allocated to the area on the basis of urbanized area population. Until 1984, the allocation for the Fox Cities exceeded the amount used to serve the area, leaving a substantial carryover balance which was used to augment lower allocations of federal operating funds. Lack of service in all parts of the urban area at various times, and the fragmented low density character of the urban area which is difficult to serve with fixed-route transit, are reasons why the federal allocation was never fully utilized from year to year.

In 1987 the state changed the way federal funds were distributed. Instead of allocating funds to each system based on population, it split up the total federal allocation and gave each system an equal percentage as a share of operation costs. Through 1988, carryover funds brought the federal share up to full funding and maintained a relatively constant local share. Valley Transit's budget in 1989 was the first to reflect less than full federal funding and a substantial increase in the local share. Local share has not continued the dramatic increase because of careful management of the budget and offsetting paratransit revenue from the counties and fares. Carryover funds were depleted in 1994.

As a result of changes in federal funding levels, a study of transit financing *Funding Transit in the Appleton Area* was completed in 1983. The report reviewed the history of funding assistance and projected the impact on the system of declining federal aids. Recommendations stressed the desirability of having a guaranteed future revenue source to ensure that the quality of transit service be maintained. The strategy with the most potential was a multijurisdictional regional financing arrangement that would spread the tax burden to sustain transit operations and permit growth of a metropolitanwide transit system similar to a regional transit authority. Subsequent TDPs have recommended further exploration of this strategy, but no progress has been made toward implementation.

In response to the continuing decline of federal funds and new federal mandates, in 1994 Valley Transit established a Funding Task Force consisting of participating municipalities, MSA counties and the MPO to examine funding alternatives. The Task Force recommended changes in the formula for funding fixed-route service and offered various recommendations to improve ADA-paratransit service and expand cooperative relationships with counties. These recommendations are being implemented.

## **EXISTING SERVICE**

### **Fixed-Route Service**

Valley Transit provides service to the City of Appleton and contracts service to other municipalities which contribute financially to the system based on system hours and miles provided within the community (Map C-1). Service is concentrated in the City of Appleton, with approximately 77 percent of the system. The remaining service is distributed within the cities of Kaukauna, Neenah, Menasha, the villages of Kimberly and Little Chute, and the Town of Grand Chute. The route between Appleton and Menasha passes through the Town of Menasha with closed doors because the Town does not pay for service. Population of the service area is approximately 176,000.

The system owns 40 buses and operates 17 regular routes, plus school tripper routes during the academic year. Most routes operate Monday through Saturday. Service within the City of Appleton operates on half-hour headways from about 6:15 a.m. to 6:40 p.m.; service outside the city operates on hour headways. The transfer center is located in downtown Appleton. All routes depart from downtown Appleton except for two routes which operate on hour headways internally within the City of Neenah. Basic adult fare is \$.75 with half fare of \$.30 for elderly and disabled. Multiple ride discount tickets are available.

### **Paratransit Service**

In addition to fixed-route bus service, Valley Transit provides door-to-door paratransit service on Valley Transit II for people with disabilities in its service area. Service includes mandated ADA service which all fixed-route systems must provide under the Americans With

Disabilities Act of 1990 and other non-ADA contractual service. Valley Transit II is contracted to Medi-Vans, a private provider. Eligible riders are elderly or disabled persons who meet ADA eligibility and other criteria. Other paratransit service is also provided by Valley Transit through county and municipal agreements.

## **TRANSIT CHARACTERISTICS**

Operating, capital and other characteristics of Valley Transit for the past 10 years are shown on Tables C-1 and C-2 and Figures C-1 through C-4.

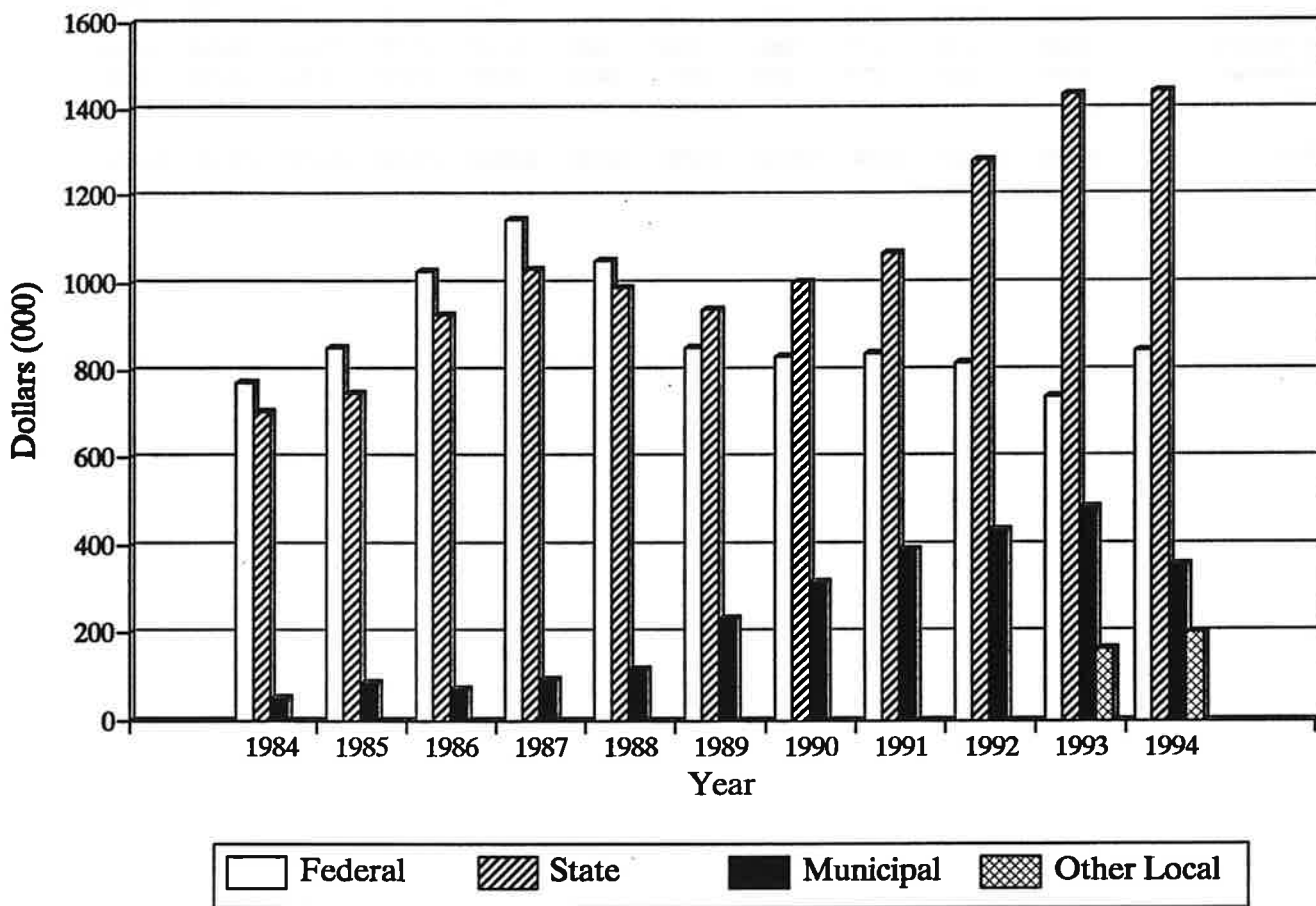
For 1994, expenses are estimated at \$3.4 million. Fare revenues are estimated at \$592,000, resulting in \$2.8 million deficit. Federal subsidies have been gradually shrinking with state share and local subsidies increasing to offset the loss.

Fixed-route ridership has shown a steady decline in the past ten years, falling below a million riders for the first time in 1992 and declining at a rate of two to three percent a year. Although ADA-eligible riders have decreased, paratransit ridership as a whole continues to increase as additional county services are coordinated with the system.

**TABLE C-1: TRANSIT CHARACTERISTICS  
VALLEY TRANSIT 1984 - 1994**

	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
<b>OPERATING</b>											
Operating Expenses (\$000)	2,015	2,132	2,473	2,746	2,637	2,485	2,612	2,772	3,050	3,418	3,432
Fixed-Route (\$000)	2,002	2,116	2,428	2,686	2,567	2,413	2,525	2,660	2,749	2,695	2,812
Paratransit (\$000)	13	16	45	60	70	72	87	112	301	723	620
Farebox Revenue (\$000)	471	429	420	459	445	429	443	456	488	566	560
Fixed-Route (\$000)	--	--	--	--	--	429	441	452	433	430	413
Paratransit (\$000)	--	--	--	--	--	--	2	4	55	136	147
Other Revenue (\$000)	18	20	27	20	35	31	23	23	30	28	32
Total Revenue (\$000)	489	449	447	479	480	460	466	479	518	594	592
Deficit (\$000)	1,526	1,683	2,026	2,267	2,157	2,025	2,146	2,293	2,532	2,824	2,840
Federal (Sec. 9) (\$000)	772	851	1,026	1,144	1,050	852	830	838	817	740	845
State (\$000)	705	746	927	1,030	989	940	1,001	1,067	1,281	1,436	1,441
Other Local (\$000)	--	--	--	--	--	--	--	--	--	161	201
Local - Municipal (\$000)	49	86	73	93	118	233	315	388	434	487	353
Federal Carryover (000)	2084	1399	1183	900	627	442	265	46	20	0	66
<b>CAPITAL</b>											
Capital Expenses (\$000)	0	3,042	0	73	113	118	0	1,866	0	2,194	281
Federal (\$000)	0	2,434	0	58	90	94	0	1,400	0	1,778	225
Local (\$000)	0	608	0	15	23	24	0	467	0	416	56
<b>OPERATING STATISTICS</b>											
No. of Buses	36	40	42	42	36	36	40	38	37	40	40
No. of Employees	55	55	63	59	54	51	51	47	48	48	48
Revenue Hours (000)	70	68	76	83	71	60	60	60	59	58	58
Revenue Miles (000)	1,016	990	1,101	1,203	1,049	882	878	868	878	879	882
Fixed-Route Passengers (000)	1,377	1,253	1,244	1,183	1,183	1,153	1,115	1,029	976	919	850
Paratransit Pasengers (000)	--	--	--	--	--	12	13	14	46	122	120
Total Passengers (000)	1,377	1,253	1,244	1,183	1,183	1,165	1,128	1,043	1,022	1,041	970
<b>Fixed-Route Statistics</b>											
Average Fare	0.34	0.34	0.34	0.39	0.41	0.37	0.40	0.44	0.44	0.47	0.49
Operating Ratio (Rev/Exp)	0.24	0.21	0.18	0.17	0.18	0.18	0.17	0.17	0.16	0.16	0.15
Cost per Vehicle Mile	1.98	2.15	2.25	2.28	2.51	2.74	2.88	3.06	3.13	3.07	3.19
Cost per Passenger	1.46	1.70	1.99	2.32	3.23	2.09	2.26	2.59	2.82	2.93	3.31
Cost per Vehicle Hour	28.79	31.35	32.54	33.08	37.14	40.22	42.08	44.33	46.59	46.47	48.48
Passengers per Veh. Mile	1.36	1.27	1.13	0.98	1.13	1.31	1.27	1.19	1.11	1.05	0.96
Passengers per Veh. Hour	19.67	18.43	16.37	14.25	16.66	19.22	18.58	17.15	16.54	15.84	14.66

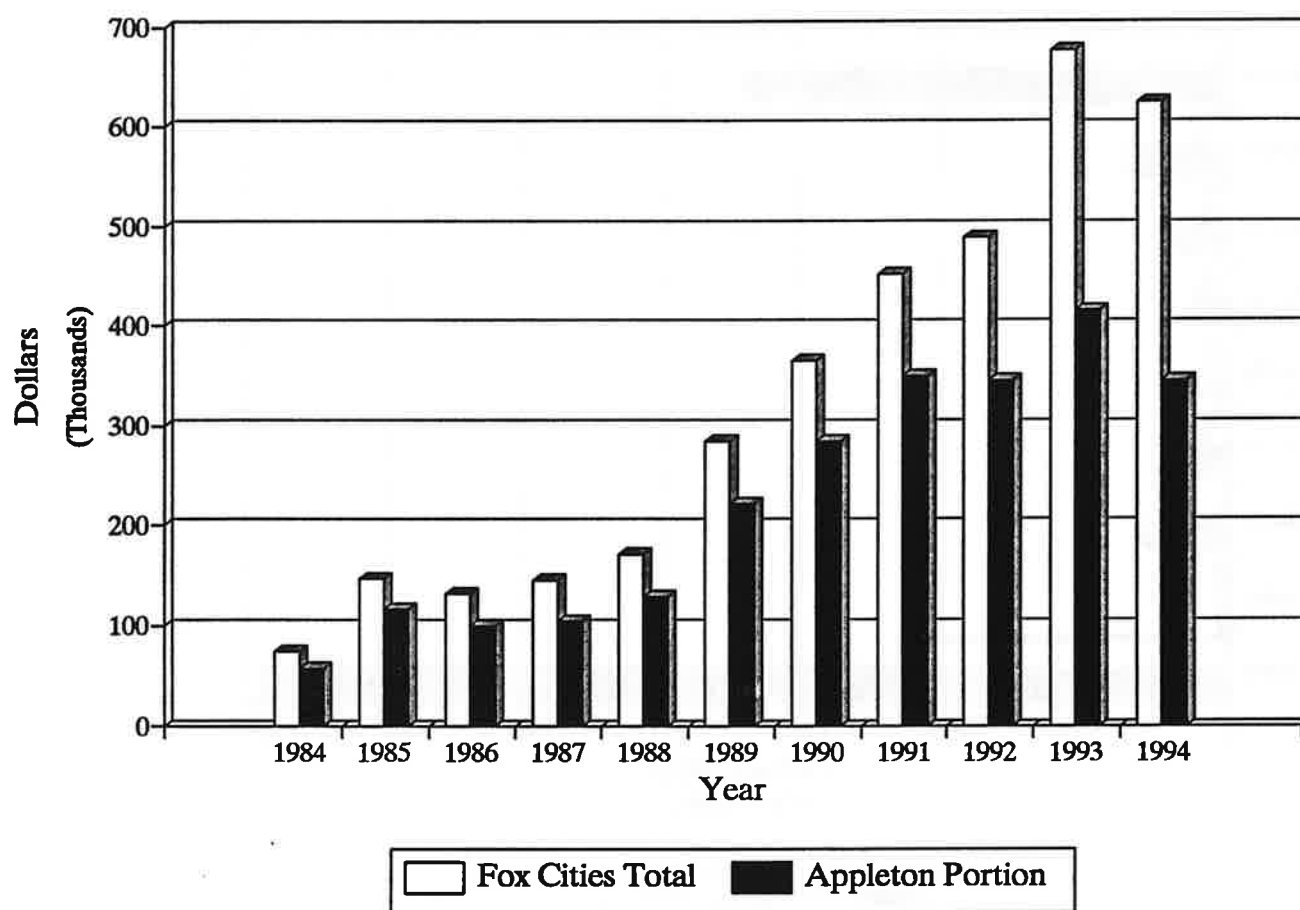
FIGURE C-1: REVENUE SOURCES  
VALLEY TRANSIT 1984-1994



**TABLE C-2: LOCAL SHARE OF TRANSIT FUNDING  
VALLEY TRANSIT 1984-1994**

COMMUNITY	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994
Appleton	57,380	116,061	99,414	105,155	128,365	221,605	283,876	349,638	344,928	415,882	345,340
Combined Locks	1,378	1,835	1,597	1,785	0	0	0	0	0	0	0
Grand Chute	0	0	8,885	16,562	15,297	17,450	22,748	24,862	25,521	32,444	28,564
Kaukauna	2,612	5,638	4,475	4,304	4,339	5,832	7,494	9,688	9,552	11,882	10,076
Kimberly	3,156	4,194	3,087	3,101	3,151	4,836	6,227	7,946	8,165	10,218	8,647
Little Chute	3,303	5,135	3,444	3,528	3,619	5,249	6,667	8,699	8,855	11,032	9,368
C. Menasha	2,655	5,110	3,477	3,672	4,368	9,607	12,027	17,703	17,219	20,954	18,764
C. Neenah	3,958	9,154	7,710	7,855	10,944	20,422	25,887	32,645	32,783	39,778	32,923
Others					914		594	1,701	42,218	134,631	171,250
<b>Total</b>	<b>74,442</b>	<b>147,127</b>	<b>132,089</b>	<b>145,962</b>	<b>170,997</b>	<b>285,001</b>	<b>365,520</b>	<b>452,882</b>	<b>489,241</b>	<b>676,821</b>	<b>624,932</b>

**FIGURE C-2: LOCAL TRANSIT COST  
VALLEY TRANSIT 1984-1994**



**FIGURE C-3: LOCAL FUNDING SHARE BY MUNICIPALITY  
VALLEY TRANSIT 1985 & 1994**

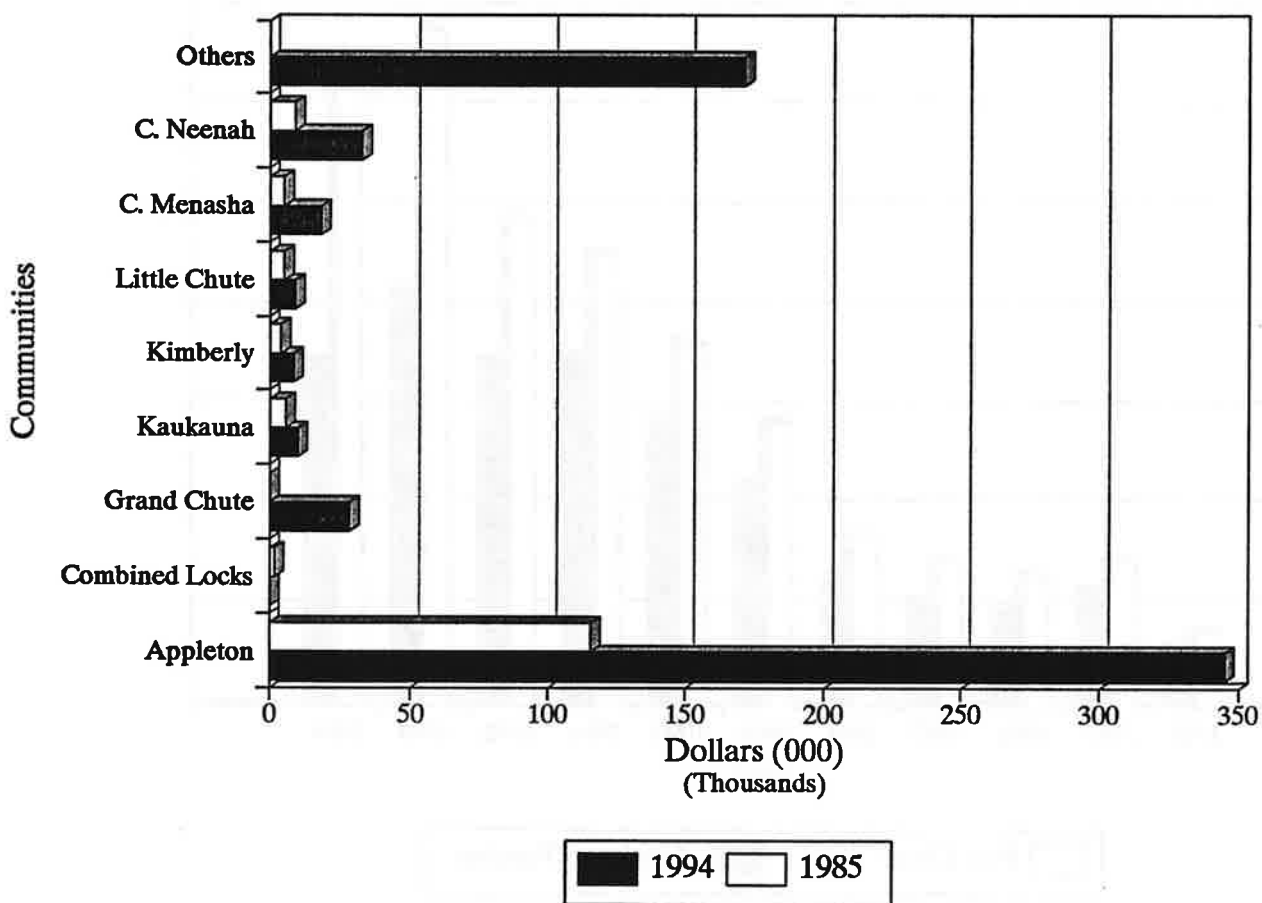
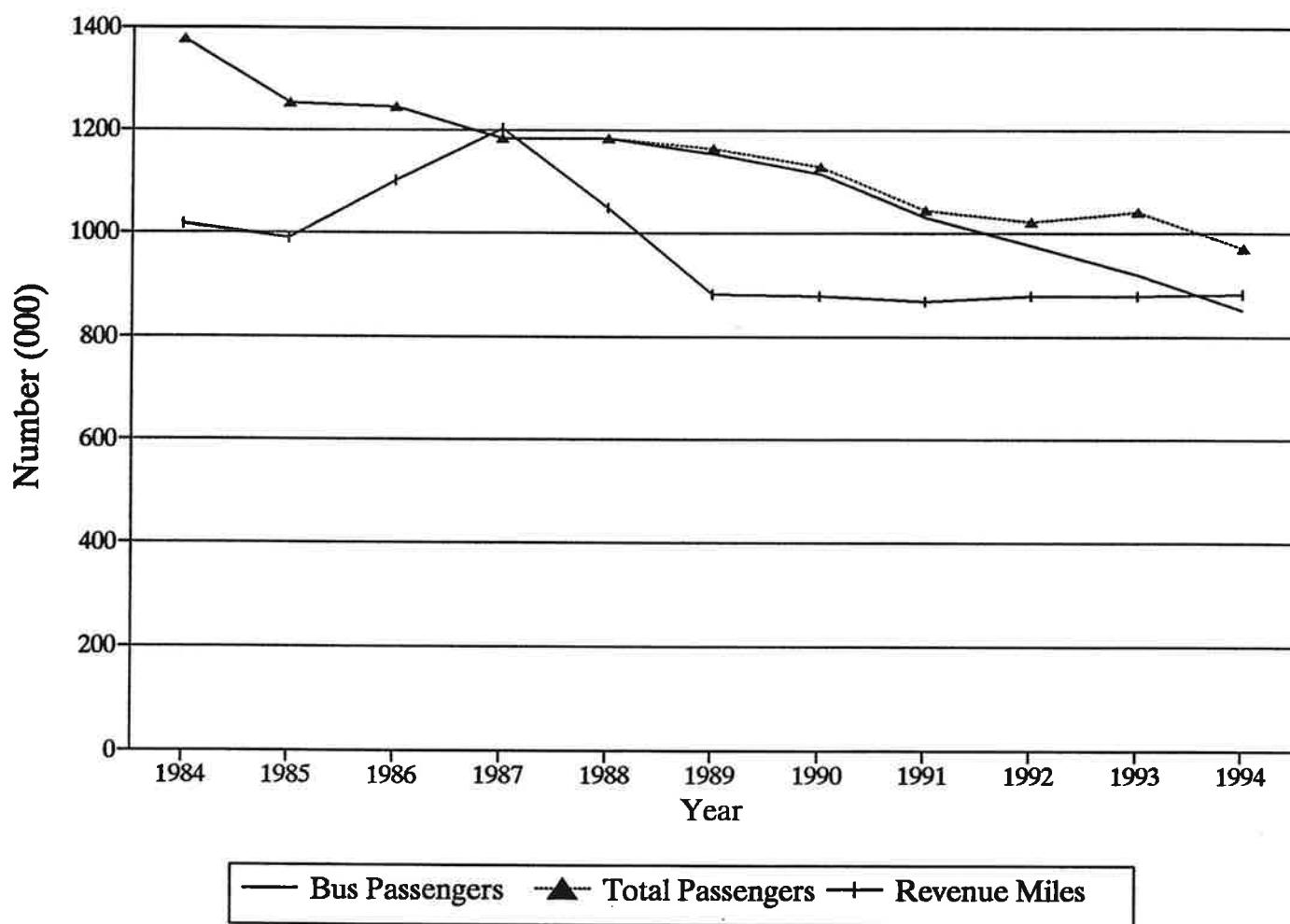
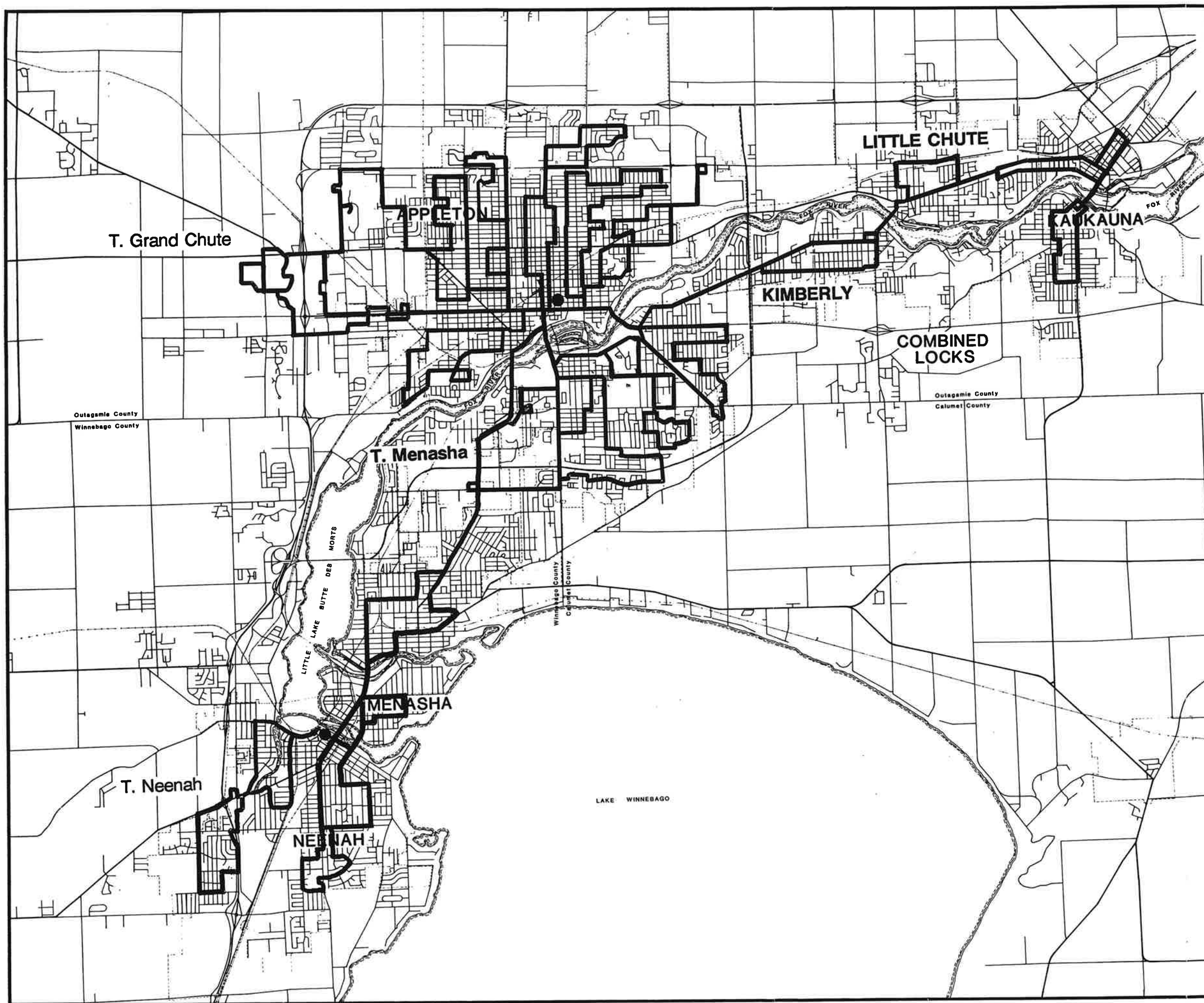


FIGURE C-4: REVENUE RIDERSHIP AND MILES  
VALLEY TRANSIT 1984-1994

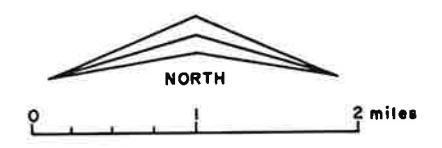




MAP C-1  
TRANSIT ROUTES

FOX CITIES URBANIZED AREA

- VALLEY TRANSIT FIXED-ROUTES
- TRANSIT CENTER



EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**APPENDIX D**  
**CHRONOLOGICAL ASSESSMENT OF TRANSIT IMPROVEMENTS**  
**IN THE OSHKOSH URBANIZED AREA**

**APPENDIX D**  
**CHRONOLOGICAL ASSESSMENT OF TRANSIT IMPROVEMENTS**  
**IN THE OSHKOSH URBANIZED AREA**

**HISTORIC PERSPECTIVE**

Oshkosh Transit System currently operates fixed-route and paratransit service in the Oshkosh urbanized area, which has a population of approximately 66,000. The system has been operated as a department of the City of Oshkosh since January 1, 1978. Policies and procedures are approved by the Oshkosh Common Council upon recommendation from a Transit Advisory Board. Since 1974, the system has received federal, state and local funding support. Prior to that time, the city provided a local subsidy on an ad hoc basis when requested by the private operator, whose operating losses had been increasing since the mid-1960's because of declining ridership. The city purchased the privately owned transit system for \$300,900 using an UMTA grant for 80 percent of the purchase price.

**Route History**

The original *Transit Development Program for the Oshkosh Area* was developed in 1975, and updated in 1980 and 1992. Most of the original TDP was implemented. Throughout the early 1980s, with federal assistance at full funding levels, Oshkosh Transit System undertook a program of service and capital improvements. In 1980, 14 new lift-equipped buses were purchased with an UMTA capital grant for 80 percent of the cost. That same year, as recommended in an updated 1980 TDP, three routes were added to the seven already in existence, increasing the density of coverage and providing more service to non-CBD shopping areas, elderly housing projects, major employment centers and medical facilities. This route structure eliminated large loops, providing more direct service and reducing travel time. In 1982, a new bus maintenance facility was completed with an 80 percent federal grant.

Between 1980 and 1992 the service level remained relatively constant. The number of regular routes remained the same, although placement varied somewhat. In 1989 a major change in route alignment occurred when the University Shuttle, recommended in the 1980 TDP, was finally implemented. One regular route was discontinued and three others extensively modified at that time. In 1990, routes were again modified to accommodate the retail and residential growth on the westside and routes to the downtown were realigned when the new transfer center, constructed with an 80 percent federal grant, was opened in the downtown.

Early in 1991, after 12 years of operation, the intercity route from Oshkosh to Menasha was discontinued because of declining ridership. This route operated north from Oshkosh, serving the Winnebago Mental Health Institute and Park View Health Center, traveling through down Neenah and Menasha and terminating at Goodwill Industries, Inc. Two round trips

operated Monday through Friday. During its last two years of operation, the route was contracted to a private provider.

After the *TDP* was updated in 1992, the number of routes was expanded to 11 and a major realignment occurred. Revenue miles and hours were reduced. The University Shuttle was discontinued, two new shuttle routes were initiated to serve retail and residential growth west of Highway 41, and a bus replacement program instituted. Ten new 30-foot lift-equipped buses were acquired with a federal grant in 1993, with six more programmed for acquisition in 1995 and 1996. In 1993 the South Industrial Park tripper was contracted to a private provider; this route was eliminated at the end of 1994. In 1994 the mall shuttle was cancelled during weekdays, remaining available only on Saturdays. The Westhaven route was also contracted to a private operator using a minibus.

### **Transportation for the Elderly and Disabled**

The *Transportation Plan for the Elderly and Handicapped in the Oshkosh Area* completed in 1978 recommended purchase of lift-equipped buses, establishment of door-to-door service and extending the existing reduced-fare taxi for the elderly to handicapped persons under age 60. Implementation of the plan began with the city's purchase of 14 lift-equipped buses in 1980. In 1982 the Dial-A-Ride program was extended to disabled persons under age 60.

As recommended in the *Elderly and Handicapped Transportation Coordination Study for Outagamie and Winnebago Counties*, the system, in 1989, instituted door-to-door Cabulance service. In addition, as recommended in that study, the Winnebago County Transportation Coordinating Committee was established and Oshkosh Transit System became a key player in efforts to further coordinate paratransit service.

With passage of the Americans With Disabilities Act of 1990 requiring public transit systems to provide both paratransit service and fixed-route accessibility, OTS was well-positioned to comply immediately with ADA service criteria. Since 1992, the system has taken a lead role in coordinating paratransit service and by 1995 will be the umbrella agency for all publicly subsidized paratransit service in Winnebago County, except for the Neenah-Menasha area. By coordinating these services with the transit system, additional state and federal funds have been leveraged and Winnebago County has become a partner in helping fund paratransit and the fixed-route system. The result of this partnership has saved the county money and benefitted the transit system and users. While paratransit costs continue to increase, the offsetting revenue from leveraged state and federal funds, the county and fares has helped manage the local share required by the city.

## **EXISTING SERVICE**

### **Fixed-Route Service**

OTS provides fixed-route service within the City of Oshkosh Monday through Saturday from 6:15 a.m. to 6:15 p.m. on 11 routes with 30-minute headways (Map D-1). Nine routes are operated daily by OTS; one is operated daily by a private operator; and one provides shuttle service on Saturday from 10:30 a.m. to 5:30 p.m. to an outlet mall across highway 41. School trippers operate on five routes when the public schools are in session. All buses are wheelchair accessible. Beginning in 1995, several route-deviation services will be put into effect. To replace a discontinued shuttle to the South Industrial Park, a regular route will deviate two miles at 6:55 a.m. and 3:30 p.m. Two other routes will deviate on demand to specified areas.

### **Paratransit Service**

The Oshkosh Transit System also provides ADA paratransit service and other service for the elderly and disabled through a contract with a private provider. Both shared-ride taxi service and lift-equipped van service is available. Overall, the current level of service is higher than required by ADA: same day service is provided 24 hours daily. A total of seven ADA and non-ADA paratransit services are provided. Costs for these services are shared by Winnebago County.

## **TRANSIT CHARACTERISTICS**

Operating, capital and other characteristics of Oshkosh Transit System for the past 10 years are listed in Tables D-1 and D-2 and Figures D-1 and D-2.

Expenses for 1994 are estimated at \$2.2 million, with a deficit of \$1.8 million, of which \$1.4 million will come from federal and state aids. Local share is about \$420,000, which includes \$53,000 from Winnebago County. Ridership in 1994 is estimated at 896,000 for fixed-route service, up from a low of 739,000 in 1992. Paratransit ridership in 1994 adds an additional 91,000, putting the system over the million mark for the first time since 1985.

TABLE D-1: TRANSIT CHARACTERISTICS  
 OSHKOSH TRANSIT SYSTEM 1984-1994

	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
<b>OPERATING</b>												
Operating Expenses (\$000)	1,254	1,286	1,420	1,439	1,443	1,559	1,627	1,700	1,933	1,962	2,212	2,222
Fixed-Route	-	-	-	-	1,443	1,559	1,627	1,657	1,763	1,725	1,791	1,816
Paratransit	-	-	-	-	-	-	-	43	170	237	421	406
Farebox Revenue (\$000)	323	331	349	318	319	296	290	307	350	371	399	430
Fixed-Route	-	-	-	-	319	296	275	289	251	262	265	265
Paratransit	-	-	-	-	-	-	15	18	99	109	134	165
Deficit (000)	931	955	1071	1121	1,124	1,263	1,337	1,393	1,583	1,591	1,813	1,992
Federal (Sec. 9)	366	387	348	393	409	409	430	403	464	441	464	422
State	439	450	532	540	541	592	626	647	812	824	929	1,015
Other Local	-	-	-	-	-	-	-	-	-	22	453	214
Local - Municipal	126	118	191	188	174	262	281	343	307	304	367	341
<b>CAPITAL</b>												
Capital Expenses (\$000)	0	10	10	10	975	165	30	0	558	1,530	44	840
Federal (\$000)	0	8	8	8	780	132	24	0	419	1,224	35	672
Local (\$000)	0	2	2	2	195	33	6	0	139	306	9	168
<b>OPERATING STATISTICS: Fixed Route</b>												
No. of Buses	26	26	26	26	26	26	26	24	23	19	19	19
No. of Employees	33	33	33	33	33	33	34	33	32	32	31	28
Revenue Hours (000)	47	47	47	47	46	46	45	45	44	42	55	60
Revenue Miles (000)	577	577	577	597	588	588	598	598	557	526	51	505
Revenue Passengers (000)	1,055	1,024	981	880	878	835	795	767	738	861	830	838
Average Fare	0.31	0.32	0.36	0.36	0.36	0.35	0.35	0.38	0.34	0.30	0.33	0.32
Operating Ratio (Rev/Exp)	0.26	0.26	0.25	0.22	0.22	0.19	0.17	0.17	0.14	0.15	0.15	0.15
Cost per Vehicle Mile	2.17	2.23	2.46	2.41	2.45	2.65	2.72	2.77	3.17	3.28	3.40	3.60
Cost per Passenger	1.19	1.26	1.45	1.64	1.64	1.87	2.05	2.16	2.39	2.00	2.00	2.17
Cost per Vehicle Hour	26.68	27.36	30.21	30.62	31.37	33.89	36.16	36.82	40.07	41.07	42.64	30.27
Passengers per Veh. Mile	1.80	1.77	1.70	1.47	1.49	1.42	1.33	1.28	1.32	1.64	1.70	1.66
Passengers per Veh. Hour	22.40	21.79	20.87	18.72	19.09	18.15	17.67	17.04	16.77	20.50	21.33	13.97

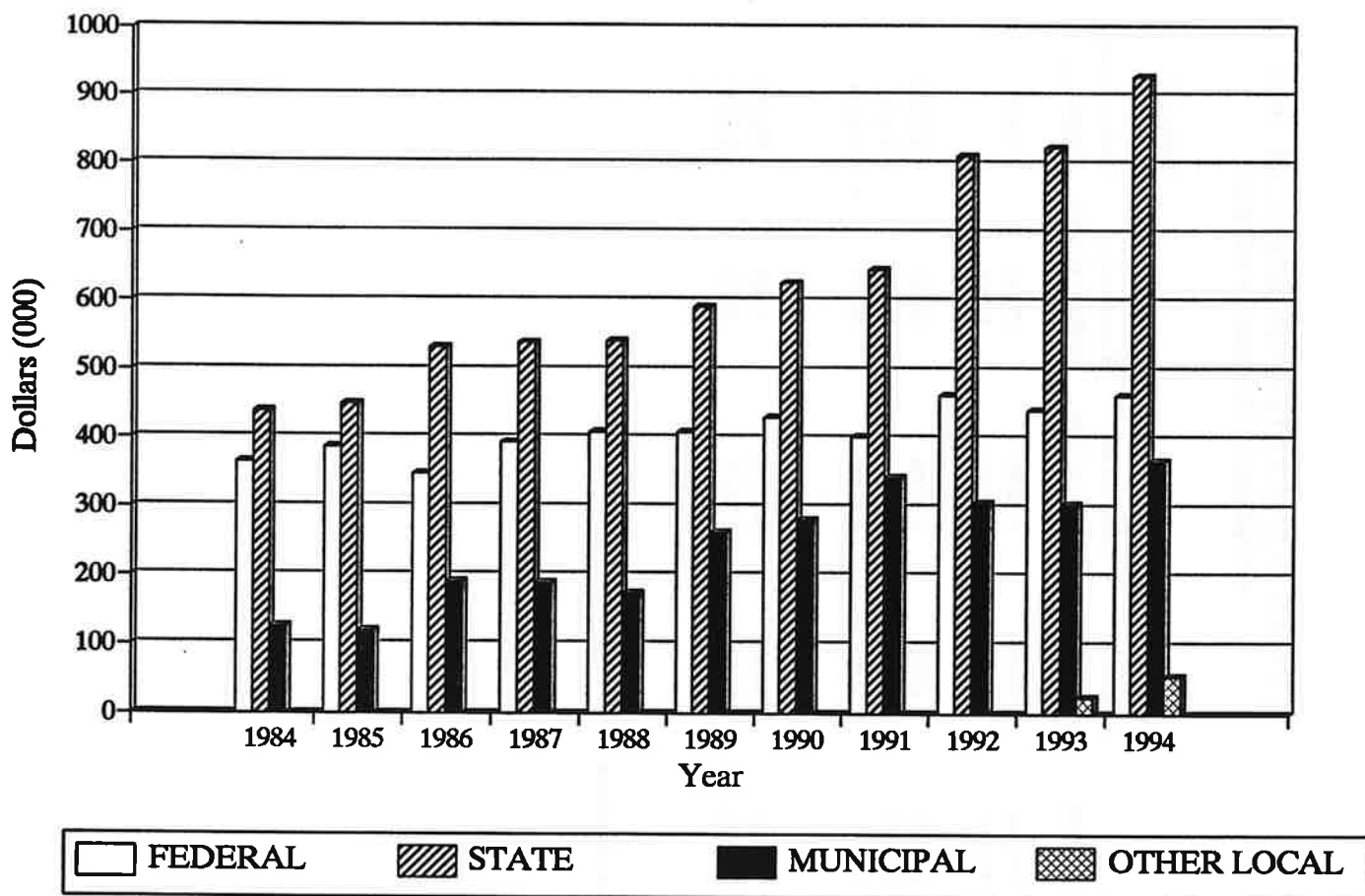
1994  
 2,398  
 1,767  
 631  
 468  
 309  
 159  
 1,930  
 302  
 1,055  
 181  
 392  
 829  
 643  
 166  
 19  
 28  
 46  
 460  
 845  
 0.37  
 0.17  
 3.84  
 2.09  
 38.41  
 1,84  
 18.37

TABLE D-2: PARATRANSIT SERVICES, 1995  
OSHKOSH TRANSIT SYSTEM

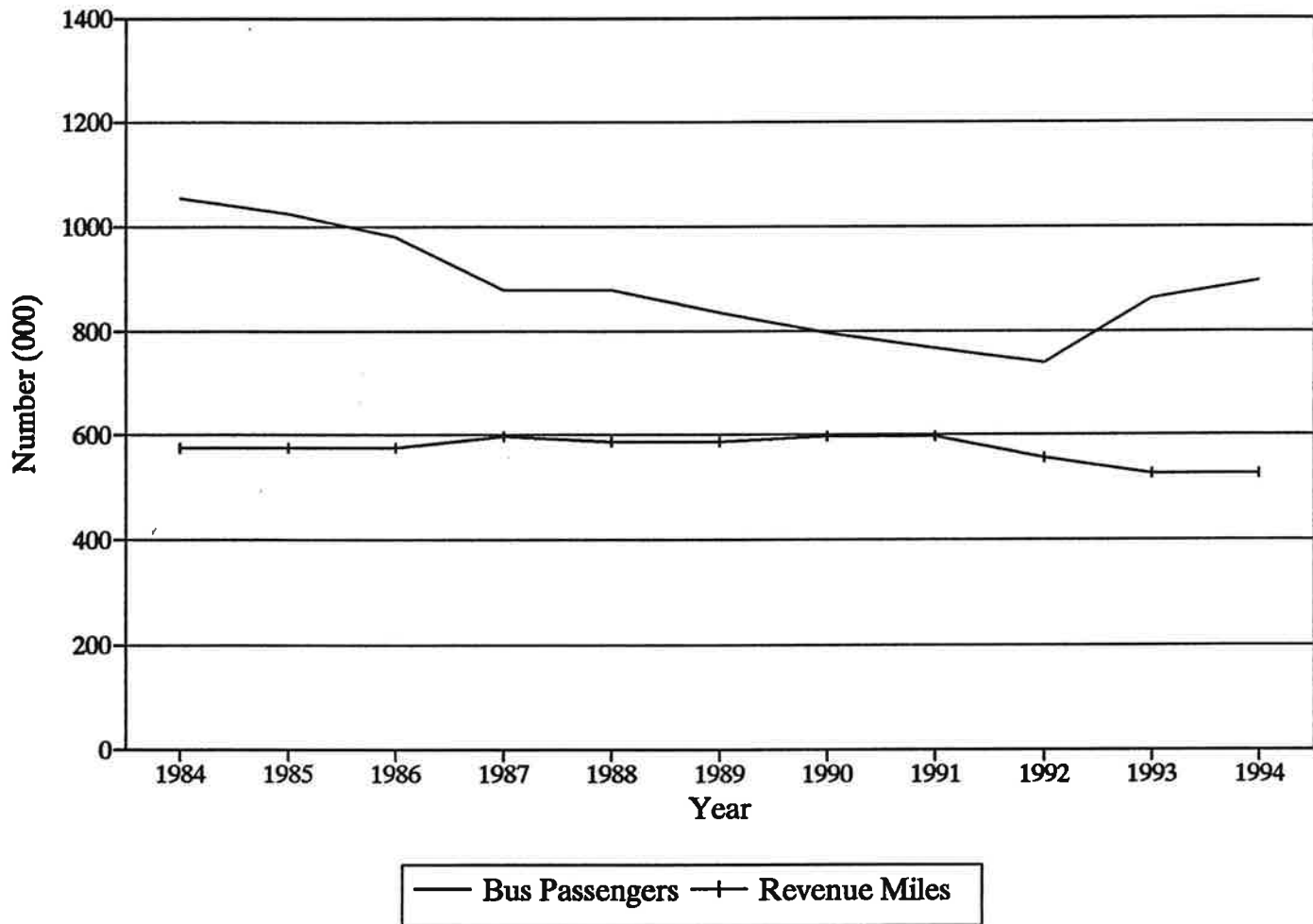
	<u>DIAL-A-RIDE</u>	<u>Cabulance</u>	<u>Work Adjustment Services, INC.</u>	<u>Rural Transportation (OVER 60 YRS)</u>	<u>Rural Transportation (UNDER 60 YRS)</u>	<u>Residential Care For Developmentally Disabled</u>	<u>Advocap</u>	<u>Zion Eldercare</u>	<u>Total</u>
Expenses	\$186,200	\$92,750	\$137,600	\$ 92,488	\$7,350	\$27,000	\$20,350	\$46,500	\$610,238
Revenues	\$112,000	\$15,000	-	\$ 20,810 *	\$1,653	-	-	\$16,150	\$165,613
State (42%)	\$ 78,204	\$38,955	\$ 67,792	\$ 38,846	\$3,087	\$11,340	\$ 8,547	\$19,530	\$256,300
Federal (20%)	\$ 37,240	\$18,550	\$ 27,520	\$ 18,498	\$1,470	\$ 6,400	\$ 4,070	\$ 9,300	\$122,048
County	\$ 18,520	\$ 9,275	\$ 94,944	\$ 43,007	\$3,418	\$18,630	\$10,175	\$ 2,065	\$200,134
Other	-	-	-	-	-	-	-	\$13,870	\$13,870
Funds Generated	\$246,064	\$81,780	\$180,256	\$121,150	\$9,628	\$35,370	\$22,792	\$60,915	\$767,965
Savings	\$ 59,884	(10,970)	\$ 42,656	\$ 28,672	\$2,278	\$ 8,370	\$ 2,442	\$14,415	\$147,727

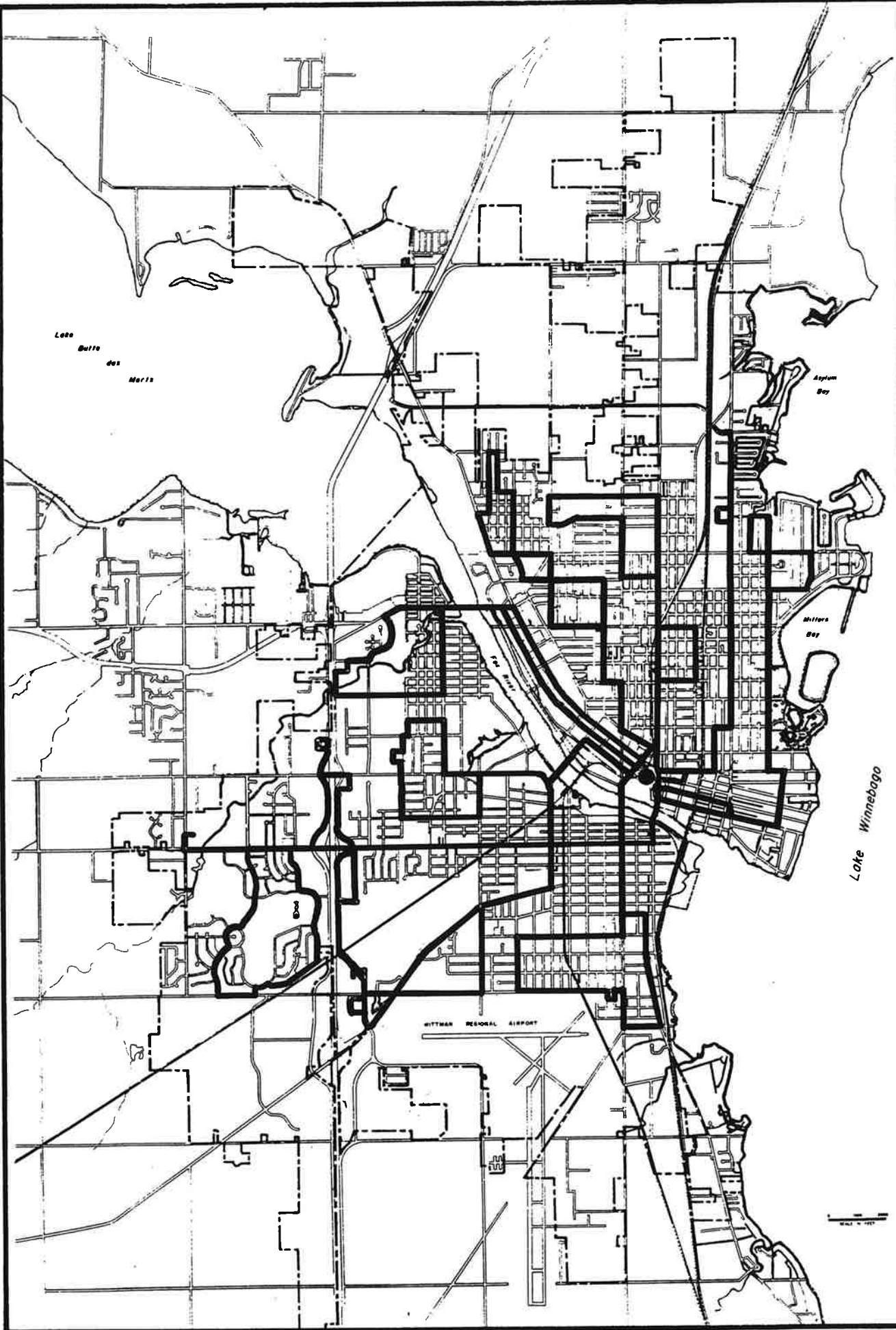
\*Includes payment from towns

**FIGURE D-1: REVENUE SOURCES  
OSHKOSH TRANSIT SYSTEM 1984-1994**



**FIGURE D-2: RIDERSHIP AND REVENUE MILES  
OSHKOSH TRANSIT SYSTEM 1984-1994**





Map D-1  
TRANSIT ROUTES

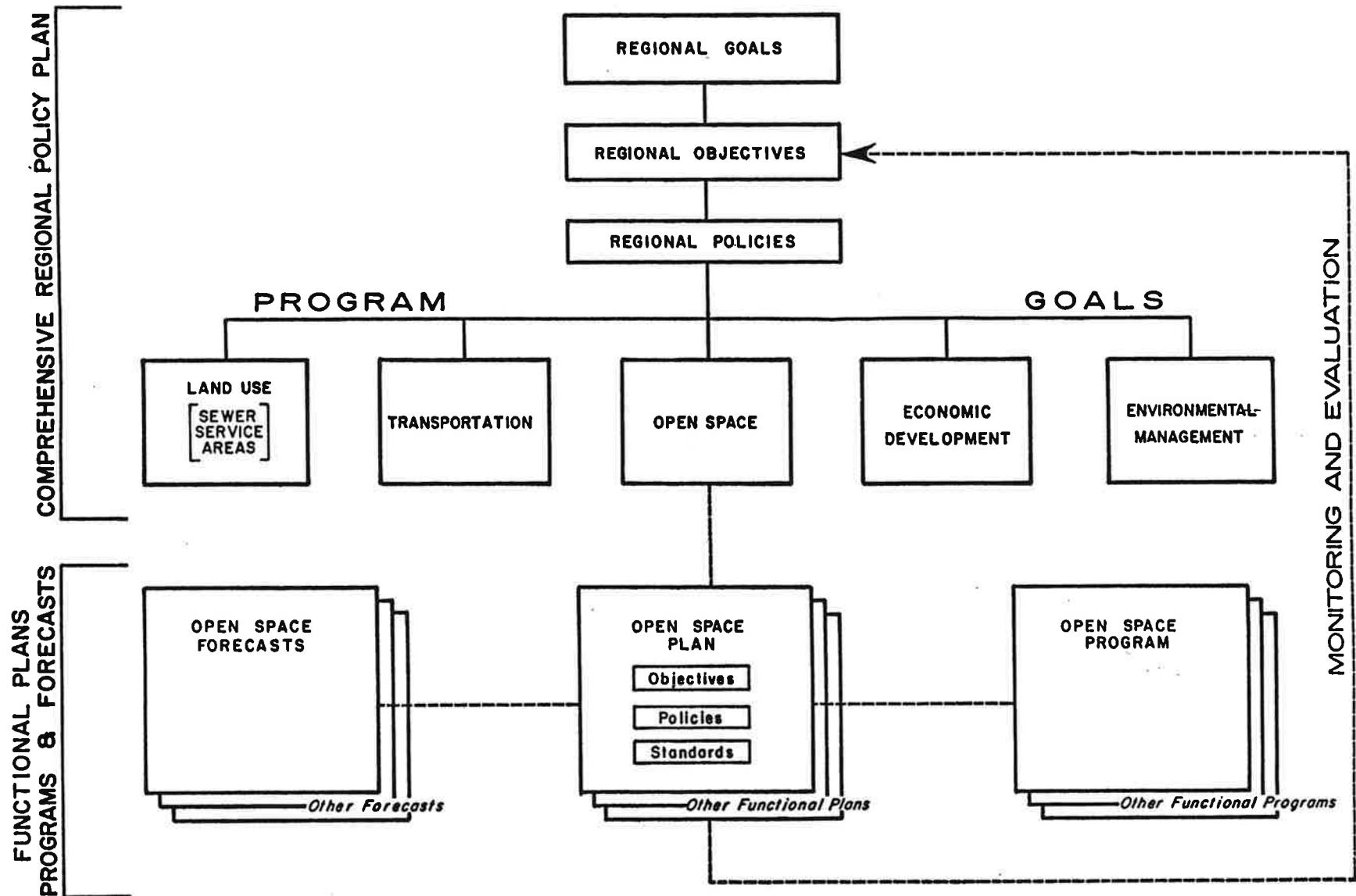
OSHKOSH URBANIZED AREA

- OSHKOSH TRANSIT SYSTEM FIXED-ROUTES
- TRANSIT CENTER

EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**APPENDIX E**  
**COMPREHENSIVE REGIONAL PLANNING PROCESS**

FIGURE E-1: COMPREHENSIVE REGIONAL PLANNING PROCESS



**APPENDIX F**  
**ENVIRONMENTAL ASSESSMENT PROCESS**

## **APPENDIX F**

### **ENVIRONMENTAL ASSESSMENT PROCESS**

The following two procedures will be utilized in the environmental assessment of the Metropolitan Transportation/Land Use Plan. These procedures are derived from and consistent with East Cetral's *Environmental Assessment Manual*. Also listed is the scoping process which is required to satisfy ISTEA and other NEPA related federal requirements.

#### **Assessment of plan policies**

The following seven steps outline the process to evaluate plan goals, objectives and policies and compare them to existing development trends. Included is a matrix (Table F-1) of impact categories which is designed to evaluate the degree of impact and relative environmental change which the proposed plan policies will cause. There are six primary impact categories with 91 elements for which impacts are determined.

1. Develop a summary or abstract of the proposed plan policies as well as the current development trends. List primary policies and trends included in the analysis.
2. Identify and rate the environmental impacts associated with appropriate policies related to impact categories using the environmental assessment matrix. Complete the matrix of impact categories using rough quantitative and qualitative methods to determine the degree of impact of the proposed policy and the degree of impact associated with existing (current policy) trends. Under the column "Relative Environmental Change with Proposed Plan" indicate whether the proposed plan is environmentally beneficial (+), neutral (0) or detrimental (-) compared to existing trends.
3. Prepare a summary list of the major impacts of the individual policies and combine them into a narrative summary of the plan.
4. Discuss the impacts of the proposed policy plan in relation to existing conditions and trends (no action alternative). List other potential alternatives which may achieve a similar end result and briefly analyze the viability of those alternatives.
5. Discuss the relationship, under the proposed plan policies, between local short-term uses of the human environment and the maintenance and enhancement of long-term productivity. List cumulative and long-term effects, the foreclosure of future options, and any potential long-term short-term tradeoffs.
6. Discuss any irreversible and irretrievable commitments of resources which would be involved if the proposed plan policies should be implemented. List the loss

**TABLE F-1: PLAN POLICIES ASSESSMENT MATRIX**

IMPACT CATEGORY	DEGREE OF ENVIRONMENTAL IMPACT		RELATIVE ENVIRONMENTAL CHANGE WITH PROPOSED PLAN	DEGREE OF UNCERTAINTY	COMMENTS
	PROPOSED PLAN	EXISTING TRENDS			
<b>NATURAL ENVIRONMENT</b>					
Air					
Water Quality					
Surface					
Ground					
Water Quality					
Surface					
Ground					
Shore lands					
Flood plains					
Soils					
Minerals					
Forests					
Wetlands					
Unique Natural Areas					
Wildlife					
Endangered Species					
Scarce Natural Resources					
Natural Hazards					
Floods					
Erosion					
<b>AESTHETIC AND CULTURAL</b>					
Archeological Sites					
Historical Sites					
Landmarks					
Scenic Opportunities					
Parks and Recreation Areas					
Recreational Opportunities					
Water-based					
Land-based					
<b>ECONOMICS</b>					
Property Values					
Employment					
Business Activity					
Personal Income					
Overall Cost of Development					
<b>SOCIAL AND HOUSING</b>					
Population Growth					
Property Taxes					
Wealth					
Health					
Choice/Opportunity					
Quality of Life					
Privacy					
Informed Citizens					
Minorities					
Private Housing					
Cost					
Availability					
Accessibility to Services					
Public Housing					
Availability					

**TABLE F-1: PLAN POLICIES ASSESSMENT MATRIX (cont'd)**

IMPACT CATEGORY	DEGREE OF ENVIRONMENTAL IMPACT		RELATIVE ENVIRONMENTAL CHANGE WITH PROPOSED PLAN	DEGREE OF UNCERTAINTY	COMMENTS
	PROPOSED PLAN	EXISTING TRENDS			
<b>PUBLIC AND PRIVATE SERVICE</b>					
Schools and Education					
Health Care					
Fire Protection					
Police Protection					
Sewage Disposal					
Individual					
Public					
Water Supply					
Individual					
Public					
Energy					
Production					
Transmission					
Consumption					
Oil and Gas					
Electricity					
Coal					
Solid Waste Disposal					
Recreation Programs					
Governmental Administration					
Welfare Assistance					
Transportation					
Highways					
Local					
State					
Federal					
Mass Transit					
Airways					
Railways					
Pedestrian & Bicycle					
Bus					
Elderly & Handicapped					
<b>PLANS AND REGULATIONS</b>					
Federal Regulation					
State Regulation					
Local Zoning Regulations					
Local Subdivision Regulations					
Regional Comprehensive Plans					
Local Comprehensive Plans					
Local Recreation Plans					
Water Quality Plans					

of natural or unique areas and the potential for encouragement of future development.

7. List applicable federal, state and local environmental controls and discuss their compatibility with the plan policies proposing change. Indicate the need for additional controls or mitigation measures.
8. Attach or incorporate the environmental assessment to the preliminary plan for consideration in final plan approval. Append or incorporate the assessment to the final plan for submittal to the appropriate federal and state agencies.

#### **Assessment of plan alternatives**

The following six steps outline the process to evaluate the three major plan alternatives. Included is a matrix (Table F-2) which lists six different impact categories consisting of 74 elements. Each element is assessed for geographic influence, term of impact, nature of impact and cumulative impacts.

1. Review background data and plan inventory information. Develop summary of major plan alternatives.
2. Complete the matrix of impact characteristics for each proposed alternative using rough quantitative and qualitative methods to determine the degree of impact. Rate the degree of impact as noted on the matrix. For the Plans and Regulations Category use only the comments column to indicate the alternative consistency and other effects.
3. List significant or questionable impacts for further analysis and comment. Discuss potential mitigation measures for detrimental impacts.
4. Compare the impacts of the proposed alternative with the no action alternative. (Note: "No action" will be a major plan alternative)
5. Prepare a narrative summary of the major impacts of the proposed alternative. The narrative should discuss the positive and negative impacts as well as potential mitigation measures.
6. Attach or incorporate the assessment of alternatives to the preliminary plan for consideration in final plan approval. Append or incorporate the assessment to the final plan for submittal to the appropriate federal and state agencies.

## **Description of the Scoping Process**

The scoping process provides the framework for public involvement in the assessment process and helps to identify broad issues, goals and objectives and plan alternatives. The environmental assessment scoping process was initiated concurrent with the issue identification phase of the planning process. Within the *Long-Range Transportation/Land Use Plan-Issue Identification* report issues were prioritized into six categories including growth management, urban service delivery, environment and open space, street and highway network, transit, pedestrian and bicycle, and freight transportation. These issues were established through special committees and were subject public review. The issues established the basis and direction for the evaluation of current trends and the updating of goals and objectives.

The *Long-Range Transportation/Land Use Plan-Goals, Objectives and Policies* report lists the updated plan policies. These policies were also developed by special committees and subject to public review and comment. As part of the continuing scoping process a impact evaluation of the policies will be completed for incorporation into the final plan. The scoping process will also continue during the on-going inventory and analysis stages of the plan. The information collected and interpreted during this phase will be used as the basis for the detailed assessment of the current trends alternative. Upon completion of preliminary plan alternatives, a summary of impacts for each alternative will be prepared for public review and comment and used in final plan selection deliberations by the Commission.

**TABLE F-2: PLAN ALTERNATIVES ASSESSMENT MATRIX**

IMPACT CATEGORY	GEOGRAPHIC INFLUENCE		TERM OF IMPACT		NATURE OF IMPACT		POTENTIAL CUMULATIVE INPUTS	COMMENTS
	LOCAL	REGIONAL	SHORT	LONG	DIRECT	INDIRECT		
<b>NATURAL ENVIRONMENT</b>								
Air Quality								
Water Quality								
Groundwater								
Surface Water								
Shore lands								
Food plains								
Soils								
Permeability								
Groundwater								
Bedrock								
Agriculture								
Vegetation								
Wetlands								
Grasslands								
Woodlands								
Unique Natural Areas								
Wildlife								
Endangered Species								
Prime Agriculture Land								
Environmental Corridors								
<b>ECONOMIC</b>								
Business Activity								
Personal Income								
Public Fiscal Balance								
Employment								
Property Values								
<b>SOCIAL AND HOUSING</b>								
Population Growth								
Housing Supply								
Housing Quality								
Population Displacement								
Land Use Compatibility								
Privacy								
Noise								
Effect on Minorities								
Community Identity								
Neighborhood Preservation								
<b>AESTHETIC AND CULTURAL</b>								
Attractiveness								
Design Compatibility								
View Opportunities								
Landmarks								
Archeological								
Historical								
Parks and Recreation Areas								

**TABLE F-2: PLAN ALTERNATIVES ASSESSMENT MATRIX (cont'd)**

IMPACT CATEGORY	GEOGRAPHIC INFLUENCE		TERM OF IMPACT		NATURE OF IMPACT		POTENTIAL CUMULATIVE INPUTS	COMMENTS
	LOCAL	REGIONAL	SHORT	LONG	DIRECT	INDIRECT		
<b>PUBLIC &amp; PRIVATE SERVICE</b>								
Schools								
Police								
Fire Protection								
Health								
Water								
Individual								
Public								
Sewerage								
Individual								
Public								
Treatment Facilities								
Interceptor Sewers								
Collector Sewers								
Storm Sewers								
Energy Consumption								
Solid Waste Disposal								
Recreation Facilities								
Transportation								
Transit								
Highway								
Pedestrian & Bicycle								
Governmental Admin.								
<b>PLANS AND REGULATIONS</b>								
Local Comprehensive Plans								
Regional Comp. Plans								
Joint Planning								
Recreation Plans								
Water Quality Plans								
Urban Service Area Plans								
Subdivision Regulations								
Zoning Regulations								
State Regulations								
Federal Regulations								

**APPENDIX G**

**STATUS OF EXISTING REGIONAL AND LOCAL PLANS**

TABLE G-1: STATUS OF EXISTING PLANS

## Adopted Plans Under Ten Years Old

Municipality	Comprehensive and/or Land Use Plan	Parks & Open Space Plan	Downtown Plan	Erosion Control Plan	Stormwater Mgmt. Plan	Agria. Preserv. Plan	Solid Waste Program	Highway Improv. Plan	Capital Improve- ment Program	Other Plans In Progress
Calumet County	None	Yes (1987)	No	State	No	Yes	Yes	Yes	No	None
Town of Harrison	Map Only	Yes	No	No	No	No	No	County	in progress	Official Street Map
Village of Sherwood	TIF dist. Only	Yes (TIF Only)	No	No	in progress	No	No	in progress	in progress	Plan for NW side
Fond Du Lac County	No	Yes (updating)	No	No	No	No	No	No	Parks Only	Some Village Plans
Town of Calumet	No	No	No	No	No	No	No	No	No	None
Town of Empire	No	No	No	No	No	No	No	No	No	None
Town of Fond Du Lac	No	No	No	No	No	No	No	No	No	None
Town of Friendship	No	No	No	No	No	No	No	No	No	None
Town of Taycheedah	No	No	No	No	No	No	No	No	No	None
Village of N. Fond Du Lac	Yes (1994)	Yes	No	No	Yes	No	Yes	No	Yes (annual)	None
City of Fond Du Lac	Yes (updating)	Yes	Yes	No	No	No	Recycling	In Comp. Plan	Yes (annual)	None
Outagamie County	Yes (updating)	Yes	No	State	State	Yes	Yes	Yes	Yes	Corridor plan, Greenway
Town of Buchanan	No	Yes	No	No	No	County	County	County	No	Some Land Use Plans
Town of Grand Chute	in progress	County	No	No	No	County	County	County	No	None
Town of Greenville	No	Yes	No	No	No	County	County	County	No	None
Town of Kaukauna	No	County	No	No	No	County	County	County	No	None
Town of Vandenbroek	No	County	No	No	No	County	County	County	No	None
Village of Combined Locks	Yes	Yes	No	No	No	No	No	Yes	Yes (annual)	None
Village of Kimberly	Yes	Yes	in progress	No	No	No	No	Yes	Yes	None
Village of Little Chute	Yes (updating)	Yes	Yes	No	in progress	No	No	No	Yes	None
City of Appleton	Yes (updating)	Yes	in progress	No	Yes	No	No	Yes	Yes	Fox River Corridor
City of Kaukauna	in progress	Yes	Yes	No	No	No	No	No	Yes (annual)	Indus. Park Expan.
Winnebago County	No (in progress)	Yes	No	State	No	Yes	Yes	Yes	Yes	None
Town of Algoma	in progress	in progress	No	No	No	County	County	No	Yes	Official Map
Town of Black Wolf	No	No	No	No	No	County	County	No	No	None
Town of Clayton	No	No	No	No	No	County	County	No	No	None
Town of Menasha	Yes (updating)	Yes	No	No	No	County	County	No	Yes (annual)	Town Hall Plan
Town of Neenah	in progress	in progress	No	No	No	County	County	No	No	None
Town of Nekimi	No	No	No	No	No	County	County	No	No	None
Town of Oshkosh	No	No	No	No	No	County	County	No	No	None
Town of Vinland	in progress	in progress	No	No	No	County	County	No	No	None
City of Menasha	Yes (updating)	Yes	Yes	No	No	No	Recycling	Yes	No	None
City of Neenah	Yes (1986 update)	Yes	Yes	No	No	No	County	Yes (TIF)	Yes (annual)	TIF Districts
City of Oshkosh	Yes (1993 update)	Yes	Yes	No	No	No	Recycling	Yes	Yes (annual)	Economic Dev.

TABLE G-2: STATUS OF EXISTING REGULATIONS

## Zoning Ordinances in Effect

Municipality	Comprehensive Zoning Ordinance	Floodplain	Shoreland Wetland	Erosion Control	Stormwater Management	Sanitary Code	Subdivision Regulations	Building Codes	Official Map	Street Access Control
Calumet County	Yes	Yes	Yes	State	State	Yes	Yes	No	No	Yes
Town of Harrison	County	County	County	County	County	County	County	Yes	Yes	No
Village of Sherwood	Updating Current Ordin.	State	State	State	No	Yes	Yes	Yes	Yes	Yes
Fond Du Lac County	Not Comp.	Yes	Yes	Yes	No	Yes	Yes	No	No	No
Town of Calumet	Yes (town)	County	County	County	No	County	County	Yes	No	No
Town of Empire	Yes (town)	County	County	County	No	County	County	Yes	No	No
Town of Fond Du Lac	Yes (town)	County	County	County	No	County	County	Yes	No	No
Town of Friendship	Yes (town)	County	County	County	No	County	County	Yes	No	No
Town of Taycheedah	Yes (town)	County	County	County	No	County	County	Yes	No	No
Village of N. Fond Du Lac	Yes (1993)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Fond Du Lac	Yes (updating)	Yes	Yes	Yes	Yes	County	Yes	Yes	Yes	No
Outagamie County	Yes (town)	Yes	Yes	State	State	Yes	Yes	No	No	Yes
Town of Buchanan	Yes (town)	County	County	County	County	County	Yes	Yes	Yes	County
Town of Grand Chute	Yes (town)	County	County	County	County	County	Yes	Yes	Yes	County
Town of Greenville	Yes (town)	County	County	County	County	County	Yes	Yes	Yes	County
Town of Kaukauna	Yes (town)	County	County	County	County	County	County	Yes	No	County
Town of Vandenbroek	County	County	County	County	County	County	County	Yes	No	County
Village of Combined Locks	Yes	Yes	Yes	State	State	No	Yes	Yes	Yes	No
Village of Kimberly	Yes (1988 update)	Yes	Yes	yes	No	No	Yes	Yes	Yes	No
Village of Little Chute	Yes	Yes	Yes	State	State	Yes	Yes	Yes	Yes	No
City of Appleton	Yes (1994 update)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Kaukauna	Yes (updating)	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	County
Winnebago County	Yes	Yes	Yes	State	State	Yes	Yes	No	No	Yes
Town of Algoma	County	County	County	County	County	County	Yes	Yes	No	County
Town of Black Wolf	Yes (town)	County	County	County	County	County	Yes	Yes	No	No
Town of Clayton	County	County	County	County	County	County	Yes	Yes	No	County
Town of Menasha	County	County	County	County	County	County	Yes	Yes	Yes	Yes
Town of Neenah	County	County	County	County	County	County	Yes	Yes	No	County
Town of Nekimi	County	County	County	County	County	County	Yes	Yes	No	County
Town of Oshkosh	County	County	County	County	County	County	Yes	Yes	No	County
Town of Vinland	Yes (town)	County	County	County	County	County	Yes	Yes	Yes	Yes
City of Menasha	Yes (1989 update)	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes
City of Neenah	Yes (1989 update)	Yes	Yes	Yes	County	Yes	Yes	Yes	Yes	Yes
City of Oshkosh	Yes (1993 update)	Yes	Yes	State	Yes	Yes	Yes	Yes	Yes	Yes

**APPENDIX H**  
**INTERIM FINANCIAL PLAN**

## APPENDIX H

### INTERIM FINANCIAL PLAN

#### INTRODUCTION

The primary objective of the street and highway network is to connect activity centers to meet the short and long-range needs, interest and objectives of the citizens of the area in a cost-effective manner. In the near term a determination must be made as to what is cost effective relative to adequately providing an efficient street and highway system. What level of spending is required to provide and maintain the street and highway network and how equitable are the arrangements between jurisdictions and the populous to support the total network? In the interim, consideration will be given to anticipated future funding and the adequacy of existing spending by comparing the level of effort demonstrated across local jurisdictions.

In the long-range plan, East Central will identify specific street and highway needs and estimate related costs for the life of the plan. In the interim, information has been compiled that provides a general overview of the cost, scope and complexity of the street and highway network and the arrangements in place to maintain and improve it. As an example, in the Fox Cities Urbanized Area about 20 jurisdictions participate in the operation of the system. Collectively, jurisdictions in the Oshkosh and Fox Cities study areas spent well over \$33 million in 1992 on the construction, maintenance and administration of the street and highway network.

#### LEVEL OF EFFORT BY JURISDICTION

Data collection to determine each jurisdiction's level of effort to maintain or otherwise improve the street and highway system is in the preliminary stages. The initial phase of the analysis is based primarily on the bulletin of *County and Municipal Revenues and Expenditures*, published by the Wisconsin Department of Revenue from 1988 through 1992. Each jurisdiction is required to file a report on revenues and expenditures and are provided a *Financial Report Form* by the Department of Revenue. The forms are consistent across jurisdictions and include line by line instructions on completing the revenue and expenditure report. However, specific line-item information can still be subjective and is based on program categories developed by the jurisdiction or preparer. While the expenditure side is thought to be fairly reliable, the revenue portion is far more complex and will require more time to sort out. For this analysis all transportation expenditures reported are assumed to be street and highway related.

Road mileage information is based on the Wisconsin Department of Transportation's local road files from 1988 through 1994. The information includes locally maintained streets and county trunk highway miles, which encompasses local streets and the majority of the

functionally classified system, with the exception of principal arterials and/or state trunk highways. The transportation expenditures reports include only funding passing through the jurisdiction and do not identify streets or highways provided and maintained by the state or counties. WisDOT, under maintenance agreements with the counties and selected municipalities, incurs the cost for the majority of the state trunk and connecting highway system. Often, jurisdictions participate in funding improvements to the county trunk system to some degree, with that portion of spending included within the expenditures reported. State highway aids are provided to all jurisdictions and are included as a line-item in the five year transportation expenditure tables for each jurisdiction beginning on page

The analysis does not include an inventory of existing street and highway surface conditions. Currently, WisDOT is working with selected jurisdictions and East Central to update the 1989 urban corridor inventory focused on the principal arterial system. This information will be combined in the final plan with an inventory of the remaining functionally-classified system and local street network to further identify future needs. While the analysis identifies spending levels, no conclusive determination can be made regarding adequate spending levels until an inventory of pavement conditions has been completed. Prior to completion of the final plan each jurisdiction will be included in a pavement management system and needs identification program.

A comparison of existing spending levels, with the various needs currently identified in TIPs and CIPs, clearly indicates funding is not adequate to meet the demands of the area. However, until comprehensive inventories are completed, estimating the extent of needs, and deficiencies across jurisdictions or assumptions based on the level of funding that has historically been available within the study areas.

## **CURRENT EXPENDITURES BY JURISDICTION**

Expenditures for the five year period 1988 - 1992 have been averaged to establish an average annual expenditure for each jurisdiction. Based on these averages annual expenditures for transportation in both study areas total more than \$30 million. Of that amount over \$22 million is spent in the Fox Cities study area compared to about \$8 million in the Oshkosh area (Table H-1). By jurisdiction annual transportation expenditures range from nearly \$10 million for the City of Appleton to about \$63,000 for the Town of Vandebroek.

Maintenance and improvement costs for the street and highway network vary widely based on facility type, which in turn reflects a hierarchy of jurisdictions, development densities and travel demand. Cities have the greatest per mile expenditures, followed by villages and then towns. Cities have the largest portion of 4-lane facilities, typically more sidewalks and higher capacity requirements for sewer and water and other infrastructure associated with the transportation corridor. However, villages are nearly comparable due to the provision of curb and gutter, sidewalks, signals and other amenities associated with compact development.

**TABLE H-1: AVERAGE ANNUAL EXPENDITURES 1988 - 1992  
FOX CITIES AND OSHKOSH STUDY AREAS**

<b>Jurisdiction</b>	<b>(\$) Average Annual Expenditure</b>	<b>(\$) Maintenance Per Lane Mile</b>	<b>(\$) Improvements Per Lane Mile</b>	<b>(\$) Expenditure Per Capita</b>
City of Appleton	9,554,100	8,365	17,996	145
City of Oshkosh	7,273,700	6,194	16,826	133
City of Neenah	3,397,900	8,607	15,873	143
City of Menasha	2,322,500	8,745	20,581	155
City of Kaukauna	1,348,900	7,110	11,571	110
<b>Total Cost</b>	<b>23,897,100</b>			
<b>Averaged Items</b>		<b>7,804</b>	<b>16,569</b>	<b>137</b>
Village of Kimberly	1,112,825	7,082	17,414	195
Village of Little Chute	923,100	6,225	11,109	99
Village of Combined Locks	351,900	8,234	14,964	151
<b>Total Cost</b>	<b>2,387,825</b>			
<b>Averaged Items</b>		<b>7,180</b>	<b>14,496</b>	<b>148</b>
Town of Grand Chute	1,321,700	2,161	5,693	100
Town of Menasha	915,100	2,739	5,496	64
Town of Greenville	371,200	1,467	2,956	99
Town of Harrison	281,800	1,182	2,035	82
Town of Clayton	209,700	1,369	1,779	88
Town of Algoma	130,900	1,152	2,002	37
Town of Nekimi	125,500	1,126	1,126	83
Town of Buchanan	107,300	934	950	44
Town of Oshkosh	104,500	1,120	1,302	22
Town of Neenah	101,100	1,245	1,594	37
Town of Vinland	100,000	787	918	58
Town of Black Wolf	99,700	1,511	1,511	45
Town of Vandenbroek	63,100	1,012	1,018	43
<b>Total Cost</b>	<b>3,931,600</b>			
<b>Averaged Items</b>		<b>1,781</b>	<b>2,838</b>	<b>80</b>
<b>Total Cost</b>				
<b>All Jurisdictions</b>	<b>30,216,525</b>			
<b>Averaged Items All Jurisdictions</b>		<b>5,588</b>	<b>12,279</b>	<b>101</b>
<b>Annual Expenditure</b>				
<b>Fox Cities Area</b>	<b>22,382,225</b>			
<b>Annual Expenditure</b>				
<b>Oshkosh Area</b>	<b>7,834,300</b>			

Source: Department of Revenue, ECWRPC

On average, cities spent about \$24,370 per lane mile for maintenance and improvements, while villages spent about \$21,680. In contrast, the towns' cost for maintenance and improvements averaged about \$4,620 per lane mile and reflects lower volume streets, many without storm sewers, curb and gutter or other amenities. Spending in the towns is more varied and reflects levels of urbanization and the requirements associated with it. Examples include urban towns like Grand Chute and Menasha, with annual maintenance and improvement expenditures of about a \$8,000 per lane mile, compared to rural towns like Vandenbroek or Vinland, reporting a per lane mile cost averaging about \$2,000. On average the jurisdictions spend about \$18,000 per lane mile or about \$36,000 per road mile for maintenance and improvements to the system.

Based on expenditures per capita, the villages spend slightly more for the street and highway network than cities. This may reflect a smaller population and tax base supporting nearly comparable facility requirements. Per capita expenditures in the towns are significantly lower than their city and village counterparts. On average cities pay about \$137 per capita, villages about \$148, and towns about \$80. Per capita costs range from an average of nearly \$200 in the Village of Kimberly to about \$20 in the Town of Oshkosh. On average, including both study areas, about \$100 per capita is spent on the street and highway network.

#### **PROJECTED LOCAL EXPENDITURES**

Two methods are used to project reasonable capital, operating and maintenance revenues over the life of the plan. The first uses a collective percent increase from 1988 through 1992 across all jurisdictions in both the Fox Cities and Oshkosh study areas. In 1988 the reported combined transportation expenditures amounted to just over \$27 million. By 1992 that cost had increased by 23 percent or to over \$33 million (Table H-2). The Fox Cities area increased transportation spending by 14 percent compared to a 56 percent increase in the Oshkosh area. Combined, they represent a five-year trend across 21 jurisdictions.

**TABLE H-2: FIVE YEAR TRANSPORTATION EXPENDITURE INCREASE (\$000)**

<u>Study Area</u>	<u>1988</u>	<u>1992</u>	<u>Increase</u>
Fox Cities	21,044	23,953	14%
Oshkosh	6,019	9,364	56%
Totals	27,064	33,317	23%

Source: Department of Revenue, 1988 - 1992

Based on a 23 percent increase every five years, anticipated transportation expenditures in both study areas could reach \$41 million by 1997 (Table H-3). Twenty years later or by 2017 that number could reach \$94 million. Over the life of the plan, more than \$1.4 billion may be needed for maintenance and improvements to the street and highway network.

TABLE H-3: PROJECTED 20 YEAR EXPENDITURES (\$000)

<u>Study Area</u>	<u>1997</u>	<u>2002</u>	<u>2007</u>	<u>2012</u>	<u>2017</u>	<u>Totals</u>
Fox Cities	29,462	36,239	44,547	54,826	67,436	1,029,331
Oshkosh	11,517	14,166	17,425	21,432	26,362	402,392
Totals	40,980	50,405	61,999	76,259	93,798	1,431,724

Source: ECWRPC

The second method is also based on average spending and makes the assumption that jurisdictions on the high end of the spending range keep their street and highway network in good repair, while those spending the least may be falling behind in the preservation of the system. Under this scenario no increase in spending would be proposed for jurisdictions identified as incurring higher than average transportation cost, even though deficiencies may have been identified. To achieve an overall increase in estimated revenue need, spending levels in the remaining jurisdictions are increased to the average expenditure per mile. The methodology for an increase in spending must be applied collectively so that atypical increases proposed in jurisdictions spending below the average might address unmet needs on the total system. Thus, specific increases by jurisdiction are not considered individually in this methodology. Again, due to the variation in facility needs, cities, villages and towns are considered separately, but ultimately combined across all jurisdictions.

To reach the proposed standard of "average cost", expenditures across all jurisdictions would need to increase by 8 percent collectively (Table H-4). Selectively, the cities would need to increase spending by 3 percent, the villages 10 percent and the towns 34 percent. The degree of deficiency identified within the towns partly reflects the less costly rural facilities. As an example the urban towns of Grand Chute, Menasha and Greenville are currently above the average town expenditure reflecting the more expensive urban roadways, with no increases proposed.

An 8 percent increase would result in a 1992 expenditure of nearly \$26 million in the Fox Cities area and just over \$10 million in the Oshkosh area (Table H-5). Across all jurisdictions the increase would amount to an additional annual expenditure of about \$2 million.

**TABLE H-4: INCREASED EXPENDITURES  
BASED ON AVERAGE ANNUAL EXPENDITURES, 1988 - 1992**

<u>Jurisdiction</u>	<u>(\$)</u> Average <u>Expenditures</u>	<u>Average</u> <u>Miles</u>	<u>Average</u> <u>Cost Per</u> <u>Road Mile</u>	<u>Proposed</u> <u>Increase Per</u> <u>Road Mile</u>	<u>(\$)</u> Proposed <u>Expenditures</u>	<u>Percent</u> <u>Increase</u>
C. Appleton	9,554,100	258.06	37,022	No Increase	9,554,100	0%
C. Kaukauna	1,348,900	58.28	23,143	11,068	1,993,994	48%
C. Menasha	2,322,500	54.58	42,551	No Increase	2,322,500	0%
C. Neenah	3,397,900	101.70	33,410	801	3,479,366	2%
C. Oshkosh	7,273,700	208.24	34,930	No Increase	7,273,700	0%
Totals	23,897,100	680.87	34,211	2,373	24,623,660	3%
V. Combined Locks	351,900	11.81	29,801	No Increase	351,900	0%
V. Little Chute	923,100	39.45	23,397	11,110	1,157,670	25%
V. Kimberly	1,112,825	31.95	34,828	No Increase	1,112,825	0%
Totals	2,387,825	83.21	29,342	3,703	2,622,395	10%
T. Grand Chute	1,321,700	110.52	11,958	No Increase	1,321,700	0%
T. Harrison	281,800	69.88	4,032	1,701	400,694	42%
T. Menasha	915,100	82.45	11,098	No Increase	915,100	0%
T. Neenah	101,100	31.55	3,204	2,529	180,904	79%
T. Buchanan	107,300	56.61	1,895	3,838	324,599	203%
T. Clayton	209,700	60.66	3,457	2,277	347,828	66%
T. Greenville	371,200	62.30	5,958	No Increase	371,200	0%
T. Vandenbroek	63,100	30.90	2,042	3,691	177,145	181%
T. Vinland	100,000	54.53	1,834	3,900	312,668	213%
T. Black Wolf	99,700	33.26	2,998	2,736	190,686	91%
T. Algoma	130,900	32.59	4,017	1,717	186,835	43%
T. Oshkosh	104,500	40.43	2,585	3,149	231,817	122%
T. Nekimi	125,500	55.60	2,257	3,476	318,789	154%
Totals	3,931,600	721.30	5,734	2,901	5,279,964	34%
Fox Cities Area	22,382,225	1,060.74	21,101		24,011,524	7%
Oshkosh Area	7,834,300	424.64	18,449		8,514,494	9%
All Jurisdictions	30,216,525	1,485.38	19,775		32,526,019	8%

Source: Department of Revenue, ECWRPC

**TABLE H-5: PROPOSED EXPENDITURE INCREASE (\$000)**

<u>Study Area</u>	<u>1992</u>	<u>1992+</u>	<u>Increase</u>
Fox Cities	23,953	25,869	8%
Oshkosh	9,364	10,113	8%
Totals	33,317	35,982	8%

Source: ECWRPC

Based on a 23 percent increase over five years plus the initial 8 percent increase, anticipated transportation expenditures in both study areas could reach \$44 million by 1997 (Table H-6). Twenty years later or by 2017 that number could exceed \$100 million. Over the life of the plan over \$1.5 billion would need to pass through the jurisdictions for maintenance and improvements to the street and highway system. This scenario increases the proposed 20 year spending by over \$100 million in an effort to address additional needs associated with the street and highway network.

TABLE H-6: ESTIMATED 20 YEAR REVENUE NEED (\$000)

<u>Study Area</u>	<u>1997</u>	<u>2002</u>	<u>2007</u>	<u>2012</u>	<u>2017</u>	<u>Totals</u>
Fox Cities	31,820	39,138	48,140	59,212	72,831	1,111,678
Oshkosh	12,439	15,300	18,819	23,148	28,471	434,584
Totals	44,259	54,438	66,959	82,360	101,302	1,546,262

Source: ECWRPC

The \$1.5 billion in Table H-6 represents the estimated revenue that must pass through the local jurisdictions over the life of the plan. It represents the anticipated spending by the jurisdictions, but not the total dollars spent within the jurisdictions on the street and highway network. The expenditure reports include some construction cost for county trunk highways, but little, if any, cost for improvements to state trunk facilities or for the maintenance to the county and state trunk system. In addition to the funding identified for local and county miles by jurisdiction, a significant amount is spent within each municipality by the counties and the state to provide the framework for the total street and highway network.

#### **TOTAL STREET AND HIGHWAY MILES**

The street and highway network within the Fox Cities and Oshkosh study areas totals over 1,570 miles of paved surface, ranging from narrow residential streets to the newly completed 6-lane portion of USH 41 (Table H-7). Of these miles, local roads account for the vast majority, or about 1,300 miles. County trunk highways make up about 180 miles of the system, while the remaining 95 miles are state trunk facilities. State and county trunk routes enhance the street and highway network in various jurisdictions at no additional cost or budget item pass-through. The benefits vary from less than a mile of county trunk highway in the City of Neenah to over 25 miles in the Town of Buchanan. Likewise, state trunk highway miles range from none in the Village of Combined Locks, to the Town of Grand Chute served by six different state and U.S. highways amounting to over 14 miles.

**TABLE H-7: TOTAL STREET AND HIGHWAY MILEAGE**

<b>Jurisdiction</b>	<b>Local</b>	<b>County</b>	<b>State</b>	<b>Total</b>
C. Appleton	248.45	9.61	8.53	266.59
C. Kaukauna	51.89	6.12	1.19	59.20
C. Menasha	52.71	1.87	3.01	57.59
C. Neenah	100.75	0.84	2.81	104.40
V. Combined Locks	8.81	2.99	0.00	11.80
V. Little Chute	34.82	4.77	2.57	42.16
V. Kimberly	22.90	2.45	0.61	25.96
T. Grand Chute	89.44	21.34	14.09	124.87
T. Harrison	58.14	11.73	6.04	75.91
T. Menasha	75.14	7.07	4.70	86.91
T. Neenah	23.91	7.67	4.59	36.17
T. Buchanan	30.72	25.55	1.27	57.54
T. Clayton	55.53	5.17	1.91	62.61
T. Greenville	55.93	6.51	8.57	71.01
T. Vandenbroek	21.29	9.58	4.09	34.96
C. Oshkosh	202.04	5.04	8.86	215.94
T. Vinland	33.43	21.12	1.50	56.05
T. Black Wolf	27.25	6.04	4.34	37.63
T. Algoma	26.83	5.72	3.83	36.38
T. Oshkosh	32.05	8.30	7.79	48.14
T. Nekimi	42.92	13.00	4.67	60.59
<b>Totals</b>	<b>1,294.95</b>	<b>182.49</b>	<b>94.97</b>	<b>1,572.41</b>
<b>Fox Cities Study Area</b>	<b>930.43</b>	<b>123.27</b>	<b>63.98</b>	<b>1,117.68</b>
<b>Oshkosh Study Area</b>	<b>364.52</b>	<b>59.22</b>	<b>30.99</b>	<b>454.73</b>

Source: WisDOT

### **IN-KIND EXPENDITURES**

Approximately \$4,500 per mile is spent on the maintenance of the total county trunk highway system including rural facilities that are less expensive to maintain than their urban counter parts. Little, if any, cost is incurred by the jurisdictions for maintenance so an assumption is made that the counties spend at least \$4,500 per mile in each jurisdiction. The expenditures are a direct enhancement to each jurisdiction's street and highway network and, by proportionately attributing estimated total cost per mile, can be expressed as in-kind expenditures within the jurisdiction.

At the same time, U.S. and state trunk highway systems are maintained under contracts with counties and selected jurisdictions at a cost of approximately \$5,400 per mile. Maintenance dollars for each jurisdiction's state or U.S. routes can also be expressed as an in-kind payment to each jurisdiction with U.S. or state trunk highway miles. The total in-kind benefit varies by jurisdiction and ranges from over \$170,000 spent annually within the Town of Grand Chute to less than \$14,000 in the Village of Combined Locks (Table H-8). In both study areas it is estimated that at least \$1.3 million is spent annually by the counties and the state for maintenance to the system.

**TABLE H-8: COUNTY AND STATE IN-KIND MAINTENANCE EXPENDITURES**

Jurisdiction	County Miles	County In-kind (\$)	State Miles	State In-kind (\$)	Total Miles	Total In-kind (\$)
C. Appleton	9.61	43,245	8.53	46,062	18.14	89,307
C. Kaukauna	6.12	27,540	1.19	6,426	7.31	33,966
C. Menasha	1.87	8,415	3.01	16,254	4.88	24,669
C. Neenah	0.84	3,780	2.81	15,174	3.65	18,954
V. Combined Locks	2.99	13,455	0.00	0	2.99	13,455
V. Little Chute	4.77	21,465	2.57	13,878	7.34	35,343
V. Kimberly	2.45	11,025	0.61	3,294	3.06	14,319
T. Grand Chute	21.34	96,030	14.09	76,086	35.43	172,116
T. Harrison	11.73	52,785	6.04	32,616	17.77	85,401
T. Menasha	7.07	31,815	4.70	25,380	11.77	57,195
T. Neenah	7.67	34,515	4.59	24,786	12.26	59,301
T. Buchanan	25.55	114,975	1.27	6,858	26.82	121,833
T. Clayton	5.17	23,265	1.91	10,314	7.08	33,579
T. Greenville	6.51	29,295	8.57	46,278	15.08	75,573
T. Vandebroek	9.58	43,110	4.09	22,086	13.67	65,196
C. Oshkosh	5.04	22,680	8.86	47,844	13.90	70,524
T. Vinland	21.12	95,040	1.50	8,100	22.62	103,140
T. Black Wolf	6.04	27,180	4.34	23,436	10.38	50,616
T. Algoma	5.72	25,740	3.83	20,682	9.55	46,422
T. Oshkosh	8.30	37,350	7.79	42,066	16.09	79,416
T. Nekimi	13.00	58,500	4.67	25,218	17.67	83,718
Totals	182.49	821,205	94.97	512,838	277.46	1,334,043
Fox Cities Study Area	123.27	554,715	63.98	345,492	187.25	900,207
Oshkosh Study Area	59.22	266,490	30.99	167,346	90.21	433,836

Source: WisDOT, Outagamie County, ECWRPC

With maintenance cost included in the expenditures by jurisdiction, nearly \$46 million would be spent in 1997 on the street and highway system (Table H-9). Twenty years later or by 2017, assuming the same 23 percent increase, over \$105 million would be required. Over the life of the plan, at least \$1.6 billion would be spent within the jurisdictions on the operation and maintenance of the street and highway system.

TABLE H-9: PROJECTED 20 YEAR EXPENDITURES (\$000)

<u>Study Area</u>	<u>1997</u>	<u>2002</u>	<u>2007</u>	<u>2012</u>	<u>2017</u>	<u>Totals</u>
Fox Cities	32,927	40,500	49,815	61,272	75,364	1,150,349
Oshkosh	12,973	15,956	19,626	24,140	29,692	453,221
Totals	45,899	56,456	69,441	85,412	105,057	1,603,570

Source: ECWRPC

## SUMMARY

Based on the five year spending history and the 23 percent increase within the study areas, reasonable and anticipated revenues passing through the jurisdictions could amount to over \$1.4 billion over the life of the plan. The proposed 8 percent increase to bring all jurisdictions up to the standard of average cost would increase spending over the life of the plan by about \$100 million or to over \$1.5 billion. If estimates for in-kind maintenance cost for county and state trunk facilities are included over \$1.6 billion could be spent within the jurisdictions over the life of the plan.

Still not included in these estimates are dollars used for the construction of U.S. and state trunk facilities or a significant portion of construction costs incurred by the counties for the county trunk system. WisDOT is currently updating the 1989 Urban Corridor Inventory that will ultimately be added to the overall cost within the Long-Range Plan. In addition, ECWRPC will be obtaining expenditure information from the counties in an attempt to sort out what portion of county trunk highway construction cost are incurred by participating jurisdictions. Combined with information from WisDOT regarding current and projected funding sources, the final plan will include a fairly specific analysis of projected expenditures over the life of the plan.

The Five-Year Transportation Expenditures (1988 - 1992) by jurisdiction report used in this analysis follows, preceded by an explanation of each line item in these tables. After pavement conditions have been assessed, this information can be used to determine the level of effort each jurisdiction needs to make to properly maintain its street and highway network.

## **Explanation of Lines**

Highway Maintenance + Adm. (\$000) = Highway Maintenance and Administration includes operating expenditures and capital outlay for engineering, highway equipment and buildings, and highway maintenance in thousands of dollars.

Highway Construction (\$000) = Highway Construction includes the operating expenditures and capital outlay for constructing highways in thousands of dollars.

Road Related Facilities (\$000) = Road Related Facilities include operating expenditures and capital outlays for limited purpose roads, street lighting, sidewalks, storm sewers, and parking facilities in thousands of dollars.

Other Transportation (\$000) = Other Transportation includes operating expenditures and capital outlays for airports, mass transit, docks and harbors, and other transportation facilities in thousands of dollars.

Totals (\$000) = Totals represents the sum of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation in thousands of dollars.

State Highway Aids (\$000) = State Highway Aids include aids provided for local transportation, flood damage and other transportation in thousands of dollars.

Local Expenditures (\$000) = Local Expenditures represents the sum total of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation, and the subtraction of State Highway Aids, all in thousands of dollars.

County Road Miles = County Road Miles was provided by the Wisconsin Department of Transportation through the local road data files. The data sets do not include state trunk or U.S. highways.

County Lane Miles = County Lane Miles was provided by the Wisconsin Department of Transportation through the local road data files. The data sets do not include state trunk or U.S. highways.

Local Road Miles = Local Road Miles was provided by the Wisconsin Department of Transportation through the local road data files. The data sets do not include state trunk or U.S. highways.

Local Lane Miles = Local Lane Miles was provided by the Wisconsin Department of Transportation through the local road data files. The data sets do not include state trunk or U.S. highways.

Total Road Miles = Total Road Miles represents the sum of County Road Miles and Local Road Miles.

Total Lane Miles = Total Lane Miles represents the sum of County lane Miles and Local Lane Miles.

Expenditure Per Road Mile (\$) = Expenditure Per Road Mile represents the sum of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation (Totals), divided by Total Road Miles, in real dollars.

Expenditure Per Lane Mile (\$) = Expenditure Per Lane Mile represents the sum of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation (Totals), divided by Total Lane Miles, in real dollars.

Maintenance Cost Per Lane Mile (\$) = Maintenance Cost Per Lane Mile represents Highway Maintenance and Adm., divided by Total Lane Miles in real dollars.

Population = Population represents "Resident Population" as estimated by the Wisconsin Department of Administration.

Expenditure Per Capita (\$) = Expenditure Per Capita represents the sum of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation (Totals), divided by Population, in real dollars.

Total Expenditures (\$000) = Total Expenditures represents the cumulative budget for the operation and administration of the jurisdiction, total spending including debt service in thousands of dollars.

Percent of Total for Transportation = Percent of Total for Transportation represents the sum of Highway Maintenance and Adm, Highway Construction, Road Related Facilities and Other Transportation, divided by Total Expenditures and displayed as a percentage.

### Five Year Transportation Expenditures

City of Appleton	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	4,021.6	4,144.6	4,158.8	4,936.1	4,955.7	4,443.4
Highway Construction (\$000)	2,157.9	2,215.3	3,040.4	3,319.2	3,452.7	2,837.1
Road Related Facilities (\$000)	2,248.8	2,511.7	2,245.8	2,069.5	1,999.2	2,215.0
Other Transportation (\$000)	179.8	70.3	43.2	0.0	0.0	58.7
Totals (\$000)	8,608.1	8,941.9	9,488.2	10,324.8	10,407.6	9,554.1
State Highway Aids (\$000)	2,040.6	2,037.4	2,027.3	2,064.8	2,049.1	2,043.8
Local Expenditures (\$000)	6,567.5	6,904.5	7,460.9	8,260.0	8,358.5	7,510.3
County Road Miles	9.05	9.05	9.28	9.89	10.79	9.61
County Lane Miles	25.11	26.61	27.17	28.39	30.97	27.65
Local Road Miles	243.01	243.65	244.81	251.90	258.89	248.45
Local Lane Miles	491.20	493.08	495.24	509.33	524.39	502.65
Total Road Miles	252.06	252.7	254.09	261.79	269.68	258.06
Total Lane Miles	516.31	519.69	522.41	537.72	555.36	530.30
Expenditure Per Road Mile (\$)	34,151.00	35,385.44	37,341.89	39,439.25	38,592.41	37,022.29
Expenditure Per Lane Mile (\$)	16,672.35	17,206.22	18,162.36	19,201.07	18,740.28	17,996.46
Maintenance Cost Per Lane Mile (\$)	7,789.12	7,975.14	7,960.80	9,179.68	8,923.40	8,365.63
Population	64,411	65,318	65,930	66,189	66,658	65,701
Expenditure Per Capita (\$)	133.64	136.90	143.91	155.99	156.13	145.32
Total Expenditures (\$000)	35,618.8	35,913.3	39,599.9	43,559.4	49,135.3	40,765.3
Percent of Total for Transportation	24%	25%	24%	24%	21%	24%
City of Kaukauna	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	809.1	713.9	705.8	911.3	994.2	826.9
Highway Construction (\$000)	196.9	72.6	59.4	253.6	722.8	261.1
Road Related Facilities (\$000)	147.0	182.0	238.4	286.2	203.0	211.3
Other Transportation (\$000)	60.0	77.6	48.3	52.7	9.7	49.7
Totals (\$000)	1,213.0	1,046.1	1,051.9	1,503.8	1,929.7	1,348.9
State Highway Aids (\$000)	334.8	365.4	399.1	426.0	429.2	390.9
Local Expenditures (\$000)	878.2	680.7	652.8	1,077.8	1,500.5	958.0
County Road Miles	6.00	6.00	6.01	6.20	6.39	6.12
County Lane Miles	12.00	12.00	12.02	12.40	12.78	12.24
Local Road Miles	50.92	50.94	51.09	52.80	53.68	51.89
Local Lane Miles	101.84	101.88	102.18	105.60	107.36	103.77
Total Road Miles	56.92	56.94	57.10	59.00	60.07	58.01
Total Lane Miles	113.84	113.88	114.20	118.00	120.14	116.01
Expenditure Per Road Mile (\$)	21,310.61	18,371.97	18,422.07	25,488.14	32,124.19	23,143.39
Expenditure Per Lane Mile (\$)	10,655.31	9,185.99	9,211.03	12,744.07	16,062.09	11,571.70
Maintenance Cost Per Lane Mile (\$)	7,107.34	6,268.88	6,180.39	7,722.88	8,275.35	7,110.97
Population	12,240	12,315	12,397	12,080	12,132	12,233
Expenditure Per Capita (\$)	99.10	84.95	84.85	124.49	159.06	110.49
Total Expenditures (\$000)	7,639.2	7,655.5	8,830.3	9,370.8	9,645.6	8,628.3
Percent of Total for Transportation	16%	14%	12%	16%	20%	16%

### Five Year Transportation Expenditures

City of Menasha	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	926.4	928.8	1,227.5	974.7	876.5	986.8
Highway Construction (\$000)	1,235.1	724.6	775.4	306.7	891.2	786.6
Road Related Facilities (\$000)	641.5	313.0	475.7	467.9	400.2	459.7
Other Transportation (\$000)	81.3	84.0	77.7	106.0	98.3	89.5
Totals (\$000)	2,884.3	2,050.4	2,556.3	1,855.3	2,266.2	2,322.5
State Highway Aids (\$000)	494.2	540.6	591.8	641.3	652.9	584.2
Local Expenditures (\$000)	2,390.1	1,509.8	1,964.5	1,214.0	1,613.3	1,738.3
County Road Miles	1.87	1.87	1.87	1.87	1.90	1.88
County Lane Miles	5.92	5.92	5.92	5.92	6.04	5.94
Local Road Miles	52.90	52.92	52.39	52.54	52.78	52.71
Local Lane Miles	106.78	106.78	106.66	106.96	107.38	106.91
Total Road Miles	54.77	54.77	54.26	54.41	54.68	54.58
Total Lane Miles	112.70	112.70	112.58	112.88	113.42	112.86
Expenditure Per Road Mile (\$)	52,662.04	37,436.55	47,112.05	34,098.51	41,444.77	42,550.79
Expenditure Per Lane Mile (\$)	25,592.72	18,193.43	22,706.52	16,436.04	19,980.60	20,581.86
Maintenance Cost Per Lane Mile (\$)	8,220.05	8,241.35	10,903.36	8,634.83	7,727.91	8,745.50
Population	14,872	15,077	15,148	14,857	14,928	14,976
Expenditure Per Capita (\$)	193.94	136.00	168.75	124.88	151.81	155.08
Total Expenditures (\$000)	12,395.6	14,789.5	14,185.2	14,211.8	12,680.5	13,652.5
Percent of Total for Transportation	23%	14%	18%	13%	18%	17%
City of Neenah	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	1,359.2	1,620.5	2,156.0	1,653.3	2,454.9	1,848.8
Highway Construction (\$000)	707.9	793.6	359.6	1,986.0	0.0	769.4
Road Related Facilities (\$000)	604.8	737.6	487.0	275.9	696.6	560.4
Other Transportation (\$000)	196.1	205.3	208.8	229.3	256.9	219.3
Totals (\$000)	2,868.0	3,357.0	3,211.4	4,144.5	3,408.4	3,397.9
State Highway Aids (\$000)	881.8	951.7	923.4	957.1	1,029.8	948.8
Local Expenditures (\$000)	1,986.2	2,405.3	2,288.0	3,187.4	2,378.6	2,449.1
County Road Miles	0.50	0.51	0.82	1.18	1.18	0.84
County Lane Miles	1.00	1.02	1.64	2.36	2.36	1.68
Local Road Miles	97.67	98.70	99.82	102.07	105.50	100.75
Local Lane Miles	201.66	208.80	211.26	215.76	222.88	212.07
Total Road Miles	98.17	99.21	100.64	103.25	106.68	101.59
Total Lane Miles	202.66	209.82	212.90	218.12	225.24	213.75
Expenditure Per Road Mile (\$)	29,214.63	33,837.31	31,909.78	40,140.44	31,949.76	33,410.38
Expenditure Per Lane Mile (\$)	14,151.78	15,999.43	15,084.08	19,001.01	15,132.30	15,873.72
Maintenance Cost Per Lane Mile (\$)	6,706.80	7,723.29	10,126.82	7,579.77	10,899.04	8,607.14
Population	23,999	24,180	24,165	23,242	23,400	23,797
Expenditure Per Capita (\$)	119.50	138.83	132.89	178.32	145.66	143.04
Total Expenditures (\$000)	15,688.1	16,233.3	17,284.2	20,095.9	21,062.0	18,072.7
Percent of Total for Transportation	18%	21%	19%	21%	16%	19%

### Five Year Transportation Expenditures

<u>Village of Combined Locks</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	189.6	159.6	189.9	200.0	230.5	193.9
Highway Construction (\$000)	114.4	47.0	190.2	102.1	79.3	106.6
Road Related Facilities (\$000)	44.7	28.3	43.3	25.6	100.1	48.4
Other Transportation (\$000)	14.9	0.0	0.0	0.0	0.0	3.0
Totals (\$000)	363.6	234.9	423.4	327.7	409.9	351.9
State Highway Aids (\$000)	57.4	59.1	65.0	71.5	78.6	66.3
Local Expenditures (\$000)	306.2	175.8	358.4	256.2	331.3	285.6
County Road Miles	2.87	2.87	2.87	3.05	3.28	2.99
County Lane Miles	5.74	5.74	5.74	6.10	6.56	5.98
Local Road Miles	8.29	8.27	8.58	9.31	9.59	8.81
Local Lane Miles	16.48	16.44	17.06	18.52	19.08	17.52
Total Road Miles	11.16	11.14	11.45	12.36	12.87	11.80
Total Lane Miles	22.22	22.18	22.8	24.62	25.64	23.49
Expenditure Per Road Mile (\$)	32,580.65	21,086.18	36,978.17	26,512.94	31,849.26	29,801.44
Expenditure Per Lane Mile (\$)	16,363.64	10,590.62	18,570.18	13,310.32	15,986.74	14,964.30
Maintenance Cost Per Lane Mile (\$)	8,532.85	7,195.67	8,328.95	8,123.48	8,989.86	8,234.16
Population	2,429	2,443	2,459	2,170	2,182	2,337
Expenditure Per Capita (\$)	149.69	96.15	172.18	151.01	187.86	151.38
Total Expenditures (\$000)	1,093.1	1,004.8	1,580.5	1,304.7	1,459.1	1,288.4
Percent of Total for Transportation	33%	23%	27%	25%	28%	27%
<u>Village of Little Chute</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	362.3	388.0	495.4	658.0	732.0	527.1
Highway Construction (\$000)	610.3	174.6	80.2	134.0	120.8	224.0
Road Related Facilities (\$000)	78.7	107.9	134.6	250.0	179.6	150.2
Other Transportation (\$000)	41.4	42.3	6.6	9.0	9.6	21.8
Totals (\$000)	1,092.7	712.8	716.8	1,051.0	1,042.0	923.1
State Highway Aids (\$000)	201.2	219.8	240.4	262.6	287.1	242.2
Local Expenditures (\$000)	891.5	493	476.4	788.4	754.9	680.8
County Road Miles	3.98	4.92	4.98	4.98	4.98	4.77
County Lane Miles	9.74	14.68	14.92	14.92	14.92	13.84
Local Road Miles	31.86	33.73	34.55	35.74	38.24	34.82
Local Lane Miles	63.90	67.64	69.53	71.66	76.48	69.84
Total Road Miles	35.84	38.65	39.53	40.72	43.22	39.59
Total Lane Miles	73.64	82.32	84.2	86.58	91.4	83.63
Expenditure Per Road Mile (\$)	30,488.28	18,442.43	18,133.06	25,810.41	24,109.21	23,396.68
Expenditure Per Lane Mile (\$)	14,838.40	8,658.89	8,513.06	12,139.06	11,400.44	11,109.97
Maintenance Cost Per Lane Mile (\$)	4,919.88	4,713.31	5,883.61	7,599.91	8,008.75	6,225.09
Population	9,041	9,256	9,342	9,357	9,459	9,291
Expenditure Per Capita (\$)	120.86	77.01	76.73	112.32	110.16	99.42
Total Expenditures (\$000)	5,915.2	6,175.3	4,735.5	5,406.4	5,637.6	5,574.0
Percent of Total for Transportation	18%	12%	15%	19%	18%	17%

### Five Year Transportation Expenditures

Village of Kimberly	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	438.8	424.7	427.9	622.6	521.9	487.2
Highway Construction (\$000)	338.7	406.3	245.2	1,728.7	401.6	624.1
Road Related Facilities (\$000)	110.5	160.6	646.3	136.0	161.5	243.0
Other Transportation (\$000)	42.9	39.1	36.6	43.8	48.7	42.2
Totals (\$000)	930.9	1,030.7	1,356.0	2,531.1	1,133.7	1,396.5
State Highway Aids (\$000)	200.8	220.9	234.5	258.0	276.0	238.0
Local Expenditures (\$000)	730.1	809.8	1,121.5	2,273.1	857.7	1,158.4
County Road Miles	2.45	2.45	2.45	2.45	2.45	2.45
County Lane Miles	5.26	5.26	5.26	5.26	5.26	5.26
Local Road Miles	22.57	22.58	22.49	23.20	23.64	22.90
Local Lane Miles	45.38	45.40	45.22	46.64	47.52	46.03
Total Road Miles	25.02	25.03	24.94	25.65	26.09	25.35
Total Lane Miles	50.64	50.66	50.48	51.90	52.78	51.29
Expenditure Per Road Mile (\$)	37,206.24	41,178.59	54,370.49	98,678.36	43,453.43	54,977.42
Expenditure Per Lane Mile (\$)	18,382.70	20,345.44	26,862.12	48,768.79	21,479.73	27,167.76
Maintenance Cost Per Lane Mile (\$)	8,665.09	8,383.34	8,476.62	11,996.15	9,888.22	9,481.88
Population	5,771	5,775	5,774	5,421	5,508	5,650
Expenditure Per Capita (\$)	161.31	178.48	234.85	466.91	205.83	249.47
Total Expenditures (\$000)	3,304.4	3,466.1	4,167.6	7,038.0	3,596.3	4,314.5
Percent of Total for Transportation	28%	30%	33%	36%	32%	32%

In 1991 the Village of Kimberly experienced atypical construction cost skewing the data being compared. The following reflects expenditure per lane mile, maintenance per lane mile and expenditure per capita, less 1991.

Village of Kimberly	1988	1989	1990	1991	1992	Average
Expenditure Per Lane Mile (\$)	18,382.70	20,345.44	26,862.12	N/A	21,479.73	17,414.00
Maintenance Cost Per Lane Mile (\$)	8,665.09	8,383.34	8,476.62	N/A	9,888.22	7,082.65
Expenditure Per Capita (\$)	161.31	178.48	234.85	N/A	205.83	195.12

### Five Year Transportation Expenditures

<u>Town of Grand Chute</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	354.5	886.5	448.7	398.7	419.9	501.7
Highway Construction (\$000)	772.8	814.9	433.5	273.6	701.7	599.3
Road Related Facilities (\$000)	65.9	64.5	55.8	78.8	63.6	65.7
Other Transportation (\$000)	222.0	122.9	137.3	137.8	155.3	155.1
Totals (\$000)	1415.2	1888.8	1075.3	888.9	1340.5	1,321.7
State Highway Aids (\$000)	85.9	94.5	103.9	114.3	125.8	104.9
Local Expenditures (\$000)	1329.3	1794.3	971.4	774.6	1214.7	1,216.9
County Road Miles	21.66	21.41	21.30	21.28	21.06	21.34
County Lane Miles	52.62	51.86	51.42	51.98	51.34	51.84
Local Road Miles	87.51	87.49	89.30	90.36	92.54	89.44
Local Lane Miles	175.14	177.36	181.09	183.21	187.57	180.87
Total Road Miles	109.17	108.90	110.60	111.64	113.60	110.78
Total Lane Miles	227.76	229.22	232.51	235.19	238.91	232.72
Expenditure Per Road Mile (\$)	12,963.27	17,344.35	9,722.42	7,962.20	11,800.18	11,958.48
Expenditure Per Lane Mile (\$)	6,213.56	8,240.12	4,624.75	3,779.50	5,610.90	5,693.76
Maintenance Cost Per Lane Mile (\$)	1,556.46	3,867.46	1,929.81	1,695.23	1,757.57	2,161.31
Population	11,918	12,475	12,965	14,666	15,392	13,483
Expenditure Per Capita (\$)	118.74	151.41	82.94	60.61	87.09	100.16
Total Expenditures (\$000)	3,412.7	5,082.0	9,299.3	4,535.1	5,354.3	5,536.7
Percent of Total for Transportation	41%	37%	12%	20%	25%	27%
<u>Town of Harrison</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	175.2	54.7	122.2	221.8	249.2	164.6
Highway Construction (\$000)	180.0	105.6	147.3	102.8	41.5	115.4
Road Related Facilities (\$000)	1.5	1.5	1.4	1.3	3.2	1.8
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	356.7	161.8	270.9	325.9	293.9	281.8
State Highway Aids (\$000)	58.6	64.4	70.9	72.5	71.2	67.5
Local Expenditures (\$000)	298.1	97.4	200.0	253.4	222.7	214.3
County Road Miles	11.01	10.86	12.80	12.23	11.75	11.73
County Lane Miles	22.02	21.72	25.60	24.46	23.50	23.46
Local Road Miles	57.79	58.07	56.15	57.79	60.88	58.14
Local Lane Miles	113.98	114.89	111.05	114.34	120.52	114.96
Total Road Miles	68.80	68.93	68.95	70.02	72.63	69.87
Total Lane Miles	136.00	136.61	136.65	138.8	144.02	138.42
Expenditure Per Road Mile (\$)	5,184.59	2,347.31	3,928.93	4,654.38	4,046.54	4,032.35
Expenditure Per Lane Mile (\$)	2,622.79	1,184.39	1,982.44	2,347.98	2,040.69	2,035.66
Maintenance Cost Per Lane Mile (\$)	1,288.24	400.41	894.26	1,597.98	1,730.32	1,182.24
Population	3,588	3,572	3,550	3,204	3,309	3,445
Expenditure Per Capita (\$)	99.41	45.30	76.31	101.72	88.82	82.31
Total Expenditures (\$000)	549.1	303.1	440.8	514.1	462.6	453.9
Percent of Total for Transportation	65%	53%	61%	63%	64%	61%

### Five Year Transportation Expenditures

<u>Town of Menasha</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	448.4	405.4	418.2	418.2	586.5	455.3
Highway Construction (\$000)	61.7	106.3	72.6	524.3	31.5	159.3
Road Related Facilities (\$000)	225.0	72.6	191.0	821.9	191.9	300.5
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	735.1	584.3	681.8	1764.4	809.9	915.1
State Highway Aids (\$000)	176.2	193.9	213.2	234.6	258.0	215.2
Local Expenditures (\$000)	558.9	390.4	468.6	1529.8	551.9	699.9
County Road Miles	7.08	7.07	7.07	7.07	7.07	7.07
County Lane Miles	15.18	15.16	15.16	15.16	15.16	15.16
Local Road Miles	72.69	73.72	75.27	75.97	78.04	75.14
Local Lane Miles	145.08	147.25	151.32	152.72	157.34	150.74
Total Road Miles	79.77	80.79	82.34	83.04	85.11	82.21
Total Lane Miles	160.26	162.41	166.48	167.88	172.50	165.91
Expenditure Per Road Mile (\$)	9,215.24	7,232.33	8,280.30	21,247.59	9,515.92	11,098.28
Expenditure Per Lane Mile (\$)	4,586.92	3,597.68	4,095.39	10,509.89	4,695.07	5,496.99
Maintenance Cost Per Lane Mile (\$)	2,797.95	2,496.15	2,512.01	2,491.07	3,400.00	2,739.44
Population	13,909	14,178	14,368	14,100	14,285	14,168
Expenditure Per Capita (\$)	52.85	41.21	47.45	125.13	56.70	64.67
Total Expenditures (\$000)	3,488.3	3,447.8	4,187.6	5,131.1	4,683.0	4,187.6
Percent of Total for Transportation	21%	17%	16%	34%	17%	21%
<u>Town of Neenah</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	79.8	69.9	58.7	89.6	96.8	79.0
Highway Construction (\$000)	0.0	0.0	0.0	0.0	50.3	10.1
Road Related Facilities (\$000)	13.6	14.0	11.3	10.8	10.5	12.0
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	93.4	83.9	70.0	100.4	157.6	101.1
State Highway Aids (\$000)	17.6	19.4	21.5	23.9	26.3	21.7
Local Expenditures (\$000)	75.8	64.5	48.5	76.5	131.3	79.3
County Road Miles	8.01	8.00	7.69	7.33	7.33	7.67
County Lane Miles	16.26	16.28	15.66	14.94	14.94	15.62
Local Road Miles	23.93	23.93	23.95	23.66	24.08	23.91
Local Lane Miles	47.93	47.98	47.90	47.32	48.16	47.86
Total Road Miles	31.94	31.93	31.64	30.99	31.41	31.58
Total Lane Miles	64.19	64.26	63.56	62.26	63.10	63.47
Expenditure Per Road Mile (\$)	2,924.23	2,627.62	2,212.39	3,239.75	5,017.51	3,204.30
Expenditure Per Lane Mile (\$)	1,455.06	1,305.63	1,101.32	1,612.59	2,497.62	1,594.45
Maintenance Cost Per Lane Mile (\$)	1,243.18	1,087.77	923.54	1,439.13	1,534.07	1,245.54
Population	2,662	2,675	2,665	2,702	2,735	2,688
Expenditure Per Capita (\$)	35.09	31.36	26.27	37.16	57.62	37.50
Total Expenditures (\$000)	196.1	182.6	192.8	248.1	297.8	223.5
Percent of Total for Transportation	48%	46%	36%	40%	53%	45%

### Five Year Transportation Expenditures

<u>Town of Buchanan</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	82.2	93.2	100.5	80.6	170.6	105.4
Highway Construction (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Road Related Facilities (\$000)	1.2	0.8	3.3	2.9	1.0	1.8
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	83.4	94.0	103.8	83.5	171.6	107.3
State Highway Aids (\$000)	20.5	23.5	26.6	30.5	33.5	26.9
Local Expenditures (\$000)	62.9	70.5	77.2	53.0	138.1	80.3
County Road Miles	25.92	25.92	25.76	25.39	24.77	25.55
County Lane Miles	51.84	51.84	51.52	50.78	49.54	51.10
Local Road Miles	29.09	29.60	30.52	30.66	33.73	30.72
Local Lane Miles	57.8	58.82	60.66	60.94	67.08	61.06
Total Road Miles	55.01	55.52	56.28	56.05	58.50	56.27
Total Lane Miles	109.64	110.66	112.18	111.72	116.62	112.16
Expenditure Per Road Mile (\$)	1,516.09	1,693.08	1,844.35	1,489.74	2,933.33	1,895.32
Expenditure Per Lane Mile (\$)	760.67	849.45	925.30	747.40	1,471.45	950.85
Maintenance Cost Per Lane Mile (\$)	749.73	842.22	895.88	721.45	1,462.87	934.43
Population	1,967	2,126	2,318	2,545	2,830	2,357
Expenditure Per Capita (\$)	42.40	44.21	44.78	32.81	60.64	44.97
Total Expenditures (\$000)	183.8	236.0	479.0	327.8	451.6	335.6
Percent of Total for Transportation	45%	40%	22%	25%	38%	34%
<u>Town of Clayton</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	178.3	126.9	98.8	196.5	209.4	162.0
Highway Construction (\$000)	0.0	201.5	17.7	0.0	0.0	43.8
Road Related Facilities (\$000)	3.7	3.8	3.5	4.1	4.2	3.9
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	182.0	332.2	120.0	200.6	213.6	209.7
State Highway Aids (\$000)	40.9	44.3	49.2	54.9	60.4	49.9
Local Expenditures (\$000)	141.1	287.9	70.8	145.7	153.2	159.7
County Road Miles	5.17	5.17	5.17	5.17	5.17	5.17
County Lane Miles	10.34	10.34	10.34	10.34	10.34	10.34
Local Road Miles	54.78	54.73	54.97	56.37	56.80	55.53
Local Lane Miles	106.33	105.93	106.41	109.21	110.07	107.59
Total Road Miles	59.95	59.90	60.14	61.54	61.97	60.70
Total Lane Miles	116.67	116.27	116.75	119.55	120.41	117.93
Expenditure Per Road Mile (\$)	3,035.86	5,545.91	1,995.34	3,259.67	3,446.83	3,456.72
Expenditure Per Lane Mile (\$)	1,559.96	2,857.14	1,027.84	1,677.96	1,773.94	1,779.37
Maintenance Cost Per Lane Mile (\$)	1,528.24	1,091.43	846.25	1,643.66	1,739.06	1,369.73
Population	2,397	2,418	2,444	2,275	2,276	2,362
Expenditure Per Capita (\$)	75.93	137.39	49.10	88.18	93.85	88.89
Total Expenditures (\$000)	314.1	474.5	339.7	401.3	382.5	382.4
Percent of Total for Transportation	58%	70%	35%	50%	56%	54%

### Five Year Transportation Expenditures

<u>Town of Greenville</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	168.8	179.5	163.0	198.8	213.6	184.7
Highway Construction (\$000)	0.0	30.6	530.4	248.2	78.7	177.6
Road Related Facilities (\$000)	7.9	7.5	9.2	6.9	12.7	8.8
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	176.7	217.6	702.6	453.9	305.0	371.2
State Highway Aids (\$000)	36.2	39.8	43.8	48.2	53.1	44.2
Local Expenditures (\$000)	140.5	177.8	658.8	405.7	251.9	326.9
County Road Miles	6.51	6.51	6.51	6.51	6.51	6.51
County Lane Miles	14.02	14.02	14.02	14.02	14.02	14.02
Local Road Miles	50.40	51.29	52.57	60.96	64.41	55.93
Local Lane Miles	100.74	102.52	105.08	121.86	128.76	111.79
Total Road Miles	56.91	57.8	59.08	67.47	70.92	62.44
Total Lane Miles	114.76	116.54	119.10	135.88	142.78	125.81
Expenditure Per Road Mile (\$)	3,104.90	3,764.71	11,892.35	6,727.43	4,300.62	5,958.00
Expenditure Per Lane Mile (\$)	1,539.74	1,867.17	5,899.24	3,340.45	2,136.15	2,956.55
Maintenance Cost Per Lane Mile (\$)	1,470.90	1,540.24	1,368.60	1,463.06	1,496.01	1,467.76
Population	3,502	3,524	3,684	3,823	4,031	3,713
Expenditure Per Capita (\$)	50.46	61.75	190.72	118.73	75.66	99.46
Total Expenditures (\$000)	519.9	807.8	1779.2	1693.8	2343.3	1,428.8
Percent of Total for Transportation	34%	27%	39%	27%	13%	28%
<u>Town of Vandebroek</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	41.0	58.2	76.7	85.3	52.4	62.7
Highway Construction (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Road Related Facilities (\$000)	0.4	0.4	0.5	0.3	0.2	0.4
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	41.4	58.6	77.2	85.6	52.6	63.1
State Highway Aids (\$000)	15.3	16.5	18.0	21.1	23.3	18.8
Local Expenditures (\$000)	26.1	42.1	59.2	64.5	29.3	44.2
County Road Miles	10.21	9.49	9.48	9.36	9.36	9.58
County Lane Miles	21.78	18.98	18.96	18.72	18.72	19.43
Local Road Miles	20.48	20.08	21.18	22.16	22.57	21.29
Local Lane Miles	40.96	40.16	42.36	44.32	45.14	42.59
Total Road Miles	30.69	29.57	30.66	31.52	31.93	30.87
Total Lane Miles	62.74	59.14	61.32	63.04	63.86	62.02
Expenditure Per Road Mile (\$)	1,348.97	1,981.74	2,517.94	2,715.74	1,647.35	2,042.35
Expenditure Per Lane Mile (\$)	659.87	990.87	1,258.97	1,357.87	823.68	1,018.25
Maintenance Cost Per Lane Mile (\$)	653.49	984.11	1,250.82	1,353.11	820.54	1,012.41
Population	1,662	1,531	1,565	1,288	1,315	1,472
Expenditure Per Capita (\$)	24.91	38.28	49.33	66.46	40.00	43.79
Total Expenditures (\$000)	116.6	131.7	244.1	174.6	147.3	162.9
Percent of Total for Transportation	36%	44%	32%	49%	36%	39%

## Five Year Transportation Expenditures

City of Oshkosh	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	2,161.8	2,439.7	2,616.9	2,944.4	3,202.3	2,673.0
Highway Construction (\$000)	1,770.1	2,990.3	2,245.8	4,058.8	3,898.8	2,992.8
Road Related Facilities (\$000)	1,555.9	1,357.6	1,376.6	1,909.6	1,701.7	1,580.3
Other Transportation (\$000)	0.0	76.2	50.0	5.6	6.6	27.7
Totals (\$000)	5,487.8	6,863.8	6,289.3	8,918.4	8,809.4	7,273.7
State Highway Aids (\$000)	1,557.9	1,620.7	3,208.8	1,693.0	1,712.9	1,958.7
Local Expenditure (\$000)	3,929.9	5,243.1	3,080.5	7,225.4	7,096.5	5,315.1
County Road Miles	4.09	4.45	4.94	6.07	5.33	4.98
County Lane Miles	9.70	10.42	14.04	16.30	14.08	12.91
Local Road Miles	192.71	195.38	199.53	208.67	213.90	202.04
Local Lane Miles	393.47	401.95	412.09	430.00	445.76	416.65
Total Road Miles	196.80	199.91	204.55	214.82	219.31	207.08
Total Lane Miles	403.17	412.53	426.29	446.46	460.00	429.69
Expenditure Per Road Mile (\$)	27,885.16	34,334.45	30,747.01	41,515.69	40,168.71	34,930.20
Expenditure Per Lane Mile (\$)	13,611.63	16,638.31	14,753.57	19,975.81	19,150.87	16,826.04
Maintenance Cost Per Lane Mile (\$)	5,362.01	5,913.99	6,138.78	6,594.99	6,961.52	6,194.26
Population	52,758	53,534	53,670	55,503	56,541	54,401
Expenditure Per Capita (\$)	104.02	128.21	117.18	160.68	155.81	133.18
Total Expenditures (\$000)	30,184.6	36,949.5	33,729.3	37,685.8	40,269.6	35,763.76
Percent of Total for Transportation	18%	19%	19%	24%	22%	20%
Town of Algoma	1988	1989	1990	1991	1992	Average
Highway Maintenance + Adm. (\$000)	106.1	95.6	45.7	54.0	72.3	74.7
Highway Construction (\$000)	12.9	22.8	66.0	90.4	68.8	52.2
Road Related Facilities (\$000)	3.8	3.8	4.1	4.2	3.9	4.0
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	122.8	122.2	115.8	148.6	145.0	130.9
State Highway Aids (\$000)	18.9	20.8	23.2	25.4	28.0	23.3
Local Expenditure (\$000)	103.9	101.4	92.6	123.2	117.0	107.6
County Road Miles	5.81	5.45	5.35	5.31	5.31	5.45
County Lane Miles	11.62	10.90	10.86	10.78	10.78	10.99
Local Road Miles	25.21	25.79	25.46	26.93	30.75	26.83
Local Lane Miles	50.42	51.58	50.92	53.86	61.50	53.66
Total Road Miles	31.02	31.59	31.16	32.59	36.41	32.55
Total Lane Miles	62.04	63.36	62.66	65.52	73.16	65.35
Expenditure Per Road Mile (\$)	3,958.74	3,868.31	3,716.30	4,559.68	3,982.42	4,017.09
Expenditure Per Lane Mile (\$)	1,979.37	1,928.66	1,848.07	2,268.01	1,981.96	2,001.21
Maintenance Cost Per Lane Mile (\$)	1,710.19	1,508.84	729.33	824.18	988.24	1,152.16
Population	3,314	3,377	3,443	3,509	3,740	3,477
Expenditure Per Capita (\$)	37.05	36.19	33.63	42.35	38.77	37.60
Total Expenditures (\$000)	304.0	298.5	285.0	312.6	414.6	322.94
Percent of Total for Transportation	40%	41%	41%	48%	35%	41%

### Five Year Transportation Expenditures

<u>Town of Oshkosh</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	79.2	103.7	98.2	78.4	89.0	89.7
Highway Construction (\$000)	1.4	30.9	0.0	0.0	5.8	7.6
Road Related Facilities (\$000)	6.8	6.9	7.0	7.4	7.7	7.2
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	87.4	141.5	105.2	85.8	102.5	104.5
State Highway Aids (\$000)	26.5	27.1	29.6	32.6	35.9	30.3
Local Expenditure (\$000)	60.9	114.4	75.6	53.2	66.6	74.1
County Road Miles	8.88	8.88	8.49	7.59	7.63	8.29
County Lane Miles	17.76	17.76	16.98	15.18	15.26	16.59
Local Road Miles	33.18	32.95	32.69	30.34	31.11	32.05
Local Lane Miles	65.59	65.15	64.63	60.30	61.60	63.45
Total Road Miles	42.06	41.83	41.18	37.93	38.74	40.35
Total Lane Miles	83.35	82.91	81.61	75.48	76.86	80.04
Expenditure Per Road Mile (\$)	2,077.98	3,382.74	2,554.64	2,262.06	2,645.84	2,584.65
Expenditure Per Lane Mile (\$)	1,048.59	1,706.67	1,289.06	1,136.72	1,333.59	1,302.93
Maintenance Cost Per Lane Mile (\$)	950.21	1,250.75	1,203.28	1,038.69	1,157.95	1,120.18
Population	4,641	4,663	4,723	4,679	4,494	4,640
Expenditure Per Capita (\$)	18.83	30.35	22.27	18.34	22.81	22.52
Total Expenditures (\$000)	256.3	314.1	289.2	280.5	412.1	310.44
Percent of Total for Transportation	34%	45%	36%	31%	25%	34%
<u>Town of Nekimi</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>Average</u>
Highway Maintenance + Adm. (\$000)	103.3	157.4	130.4	136.7	99.8	125.5
Highway Construction (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Road Related Facilities (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	103.3	157.4	130.4	136.7	99.8	125.5
State Highway Aids (\$000)	32.2	34.8	38.2	42.6	46.9	38.9
Local Expenditure (\$000)	71.1	122.6	92.2	94.1	52.9	86.6
County Road Miles	12.73	12.73	12.73	12.54	12.52	12.65
County Lane Miles	25.46	25.66	25.66	25.28	25.46	25.50
Local Road Miles	43.05	42.51	42.65	39.58	46.79	42.92
Local Lane Miles	85.93	84.85	85.13	78.99	93.41	85.66
Total Road Miles	55.78	55.68	55.82	52.56	59.75	55.92
Total Lane Miles	111.39	111.58	111.86	105.34	119.94	112.02
Expenditure Per Road Mile (\$)	1,851.92	2,826.87	2,336.08	2,600.84	1,670.29	2,257.20
Expenditure Per Lane Mile (\$)	927.37	1,410.65	1,165.74	1,297.70	832.08	1,126.71
Maintenance Cost Per Lane Mile (\$)	927.37	1,410.65	1,165.74	1,297.70	832.08	1,126.71
Population	1,480	1,498	1,488	1,527	1,523	1,503
Expenditure Per Capita (\$)	69.80	105.07	87.63	89.52	65.53	83.51
Total Expenditures (\$000)	165.2	202.0	237.4	202.9	152.6	192.02
Percent of Total for Transportation	63%	78%	55%	67%	65%	66%

### Five Year Transportation Expenditures

<b>Town of Black Wolf</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>Average</b>
Highway Maintenance + Adm. (\$000)	119.8	34.5	43.9	170.4	129.9	99.7
Highway Construction (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Road Related Facilities (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	119.8	34.5	43.9	170.4	129.9	99.7
State Highway Aids (\$000)	19.4	21.3	23.4	27.2	29.9	24.2
Local Expenditure (\$000)	100.4	13.2	20.5	143.2	100.0	75.5
County Road Miles	6.04	6.04	6.04	6.04	6.04	6.04
County Lane Miles	12.08	12.08	12.08	12.08	13.04	12.27
Local Road Miles	26.99	27.44	27.26	27.26	27.30	27.25
Local Lane Miles	53.10	54.05	53.69	53.69	53.86	53.68
Total Road Miles	33.03	33.48	33.30	33.30	33.34	33.29
Total Lane Miles	65.18	66.13	65.77	65.77	66.90	65.95
Expenditure Per Road Mile (\$)	3,627.01	1,030.47	1,318.32	5,117.12	3,896.22	2,997.83
Expenditure Per Lane Mile (\$)	1,837.99	521.70	667.48	2,590.85	1,941.70	1,511.94
Maintenance Cost Per Lane Mile (\$)	1,837.99	521.70	667.48	2,590.85	1,941.70	1,511.94
Population	2,306	2,179	2,150	2,153	2,156	2,189
Expenditure Per Capita (\$)	51.95	15.83	20.42	79.15	60.25	45.52
Total Expenditures (\$000)	211.9	143.2	235.7	297.1	280.3	233.6
Percent of Total for Transportation	57%	24%	19%	57%	46%	41%
<b>Town of Vinland</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>Average</b>
Highway Maintenance + Adm. (\$000)	76.6	71.9	107.6	97.6	75.4	85.8
Highway Construction (\$000)	20.2	41.9	0.0	0.0	0.0	12.4
Road Related Facilities (\$000)	1.8	1.7	1.7	1.8	2.0	1.8
Other Transportation (\$000)	0.0	0.0	0.0	0.0	0.0	0.0
Totals (\$000)	98.6	115.5	109.3	99.4	77.4	100.0
State Highway Aids (\$000)	25.0	27.0	30.0	33.4	36.7	30.4
Local Expenditure (\$000)	73.6	88.5	79.3	66.0	40.7	69.6
County Road Miles	21.12	21.12	21.12	21.12	21.12	21.12
County Lane Miles	42.24	42.24	42.24	42.24	42.24	42.24
Local Road Miles	33.45	33.43	33.43	33.43	33.43	33.43
Local Lane Miles	66.51	66.72	66.72	66.72	66.72	66.68
Total Road Miles	54.57	54.55	54.55	54.55	54.55	54.55
Total Lane Miles	108.75	108.96	108.96	108.96	108.96	108.92
Expenditure Per Road Mile (\$)	1,806.85	2,117.32	2,003.67	1,822.18	1,418.88	1,833.78
Expenditure Per Lane Mile (\$)	906.67	1,060.02	1,003.12	912.26	710.35	918.48
Maintenance Cost Per Lane Mile (\$)	704.37	659.88	987.52	895.74	692.00	787.90
Population	1,661	1,719	1,735	1,678	1,683	1,695
Expenditure Per Capita (\$)	59.36	67.19	63.00	59.24	45.99	58.96
Total Expenditures (\$000)	179.3	219.2	226.6	225.8	227.9	215.8
Percent of Total for Transportation	55%	53%	48%	44%	34%	47%