

Commuter Service Feasibility Study for Northeast Wisconsin

Task 9: Final Report

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East Central Wisconsin Regional Planning Commission

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Chapter 1: Existing Conditions

Introduction

This chapter of the Commuter Service Feasibility Study examines existing conditions in the I-41 Corridor, including the current planning context, demographics, and regional travel patterns. Existing transit services and intercity travel options will also be examined to inform recommendations for future commuter transit alternatives.

Section 1: Review of Existing Plans

Current planning documents exist throughout the I-41 Corridor at the state, local, and regional level. Existing plans contain useful information on local land use and transportation priorities, including future development plans, that will impact the viability of new regional travel options. The final recommendations of the Commuter Service Feasibility Study will take local plans into account and seek to develop synergies with existing projects where possible.

Key Recommendations

Key recommendations from existing plans in the I-41 Corridor are summarized in Table 1 through Table 6 below.

Table 1: Local Comprehensive Plans

Plan	Key Recommendations
Green Bay Smart Growth 2022 Comprehensive Plan	Prioritize investment in established areas Promote transit-oriented development Support efforts to maintain or expand intercity bus service (Amtrak, Greyhound, Indian Trails, Lamers Bus Lines)
Appleton Comprehensive Plan 2010-2030	Promote walkable, mixed-use neighborhoods Create multimodal streets and transit-oriented development Establish dedicated funding for transit Establish improved regional connections along the I-41 Corridor
Oshkosh Comprehensive Plan Update 2040 (DRAFT)	Encourage efficient and compact land uses Redevelop downtown and waterfront areas Expand transit Promote Oshkosh as a regional destination within the I-41 Corridor
Calumet County 2025 Comprehensive Plan	Prioritize development and redevelopment in urban areas, particularly downtown Support transportation improvements which support the economic base Improve pedestrian and bicycle connections throughout the county Promote more intensive development with growth management strategies and conditional density bonuses

Fond du Lac Comprehensive Plan 2010-2030	<p>Preserve natural areas</p> <p>Encourage infill development</p> <p>Promote commercial development around I-41 and US-151</p> <p>Coordinate regional economic development across Northeast Wisconsin</p>
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Table 2: Regional Transportation Plans

Plan	Key Recommendations
Brown County/ Green Bay MPO 2045 Long-Range Transportation Plan	<p>Expand and re-designate I-41</p> <p>Improve Green Bay Metro to attract 1.7 million annual riders by 2020</p> <p>Expand Metro's U-Pass program</p> <p>Purchase new and larger transit vehicles</p> <p>Identify revenue services for transit service expansion</p>
Appleton (Fox Cities) TMA Long Range Transportation/ Land Use Plan – 2050	<p>Examine the possibility of intercity bus transportation in partnership with Green Bay Metro</p>
Oshkosh MPO Long Range Transportation/ Land Use Plan – 2050	<p>Establish a Regional Transit Authority (if enabled by state legislation)</p> <p>Invest in Oshkosh's Downtown Transit Center</p> <p>Reach out to employers and other organizations to promote transit use</p>
Fond du Lac MPO Long Range Transportation/ Land Use Plan – 2050	<p>Establish a Regional Transit Authority (if enabled by state legislation)</p> <p>Introduce a student bus pass program</p> <p>Improve conditions at bus stops and passenger transfer facilities</p>

Table 3: Coordinated Human Services – Public Transportation Plans

Plan	Key Recommendations
2016 Coordinated Public Transit-Human Services Transportation Plan for Brown County, Wisconsin	<p>Green Bay Metro will establish a mobility management program to improve coordination between public and private providers in Brown County</p>
2014-2018 Outagamie County Human Services Public Transportation Coordinated Plan	<p>Establish a mobility coordinator position at Valley Transit or another provider</p> <p>Explore an RTA and/or cross-county service partnerships</p>
2014-2018 Winnebago County Human Services Public Transportation Coordinated Plan	<p>Investigate funding options for additional transportation service across county boundaries</p> <p>Improve coordination between GO Transit and Valley Transit (Route 10)</p>
Fond du Lac County Coordinated Public Transit – Human Service Transportation Plan (2013)	<p>Expand service area of existing bus routes</p> <p>Provide necessary federal and state grants for local service</p>

2014-2018 Calumet County Human Services Public Transportation Coordinated Plan	<p>Increase cooperation among rural transportation providers</p> <p>Extend the span of service on nights and weekends</p> <p>Work directly with employers to develop transit options to and from work</p> <p>Promote ridesharing programs as an option for employment access</p> <p>Expand funding for volunteer driver programs</p>
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Table 4: Current Transit Plans

Plan	Key Recommendations
Green Bay Metro 2019-2023 Transit Development Plan	<p>Pursue new funding opportunities and continue to minimize growth in operating costs;</p> <p>Consider transitioning to new models of paratransit service delivery.</p>
Valley Transit Transit Development Plan	<p>Improve service on Route 15 between Fox River Mall in downtown Appleton;</p> <p>Restructure Routes 3, 4, 5, and 6/16 to streamline service and improve frequency on the north side of Appleton;</p> <p>Introduce a new crosstown route (Route 50) along Northland Avenue, connecting northeast Appleton with Fox Valley Technical College and Fox River mall;</p> <p>Consider future transit improvements west of Appleton, including a potential fixed route serving Appleton International Airport.</p>
GO Transit Transit Development Plan	<p>Restructure the current Route 9 to improve service (may include the introduction of new fixed routes, subject to the availability of operating funds).</p>
City of Fond du Lac Transit Development Plan 2016	<p>Implement half-hour peak service on weekdays;</p> <p>Expand partnership/pass programs with universities and employers</p>

Table 5: Regional Economic Development Plans

Plan	Key Recommendations
Initiative 41 – A New Way of Thinking	<p>Implement collaborative regional economic development and workforce development strategies</p>

Table 6: Statewide Plans

Plan	Key Recommendations
Wisconsin Department of Transportation Connections 2030 Long-Range Multimodal Transportation Plan	<p>Provide mobility and transportation choice</p> <p>Support regional transit authorities, fixed guideway transit, and intercity bus/rail</p> <p>Implement an intercity bus program that connects rural and urban areas throughout the state, including a four-route pilot network, market study, and funding for operations and intermodal facilities</p>

Summary

Existing plans in I-41 Corridor communities show remarkable consistency in priorities. In each of the primary cities in the study area (Green Bay, Appleton, Oshkosh, and Fond du Lac), local plans emphasize reinvesting in existing areas, encouraging walkable, mixed-use transit-oriented development, and improving or expanding regional travel connections to support regional economic growth. Plans in each community stress the importance of establishing dedicated funding for transit, including by establishing regional transit authorities. Multiple local plans recommend investigating new or expanded intercity transit service, and Wisconsin's statewide multimodal plan specifically recommends expanding intercity bus networks throughout the region. Combined with demographic data and stakeholder input, these plans will inform the development of new concepts for commuter service in the I-41 Corridor.

Section 2: Study Area Demographics

This section will examine selected demographic characteristics of communities within the study area, including the cities of Green Bay, Appleton, Oshkosh, and Fond du Lac, as well Brown, Outagamie, Winnebago, Fond du Lac, and Calumet counties.

Population and Households

Table 7 and Table 8 show total population within selected cities and counties in the study area. With nearly 105,000 residents, Green Bay is the largest city, followed by Appleton, Oshkosh, and Fond du Lac. Similarly, Brown County (home to Green Bay) is the most populous county, followed by Outagamie, Winnebago, Fond du Lac, and Calumet counties.

Table 7: Total Population by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
Total Population	104,796	73,832	66,649	42,910
Total Households	42,559	28,892	26,763	17,897

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 8: Total Population by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Total Population	258,004	183,288	169,540	102,082	49,737
Total Households	103,267	72,288	69,759	41,387	19,345

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 9 and Table 10 show the major racial and ethnic groups present in each city and county. While each study area community consists of mostly white residents, significant populations of color are found throughout the study area. The region's largest city, Green Bay, is also its most diverse, with sizable populations of people from a variety of racial and ethnic backgrounds.

Table 9: Race and Ethnicity by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
White	71.1%	81.4%	88.8%	84.4%
Black or African American	3.7%	2.7%	3.8%	2.0%
American Indian and Alaska Native	3.2%	0.6%	0.3%	0.8%
Asian	3.9%	7.1%	3.1%	2.2%
Other / Two or more races	3.7%	2.1%	1.4%	2.6%
Hispanic or Latino (of any race)	14.4%	6.1%	2.7%	7.9%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 10: Race and Ethnicity by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
White	81.6%	88.1%	89.3%	90.3%	91.6%
Black or African American	2.2%	1.6%	2.1%	1.2%	0.8%
American Indian and Alaska Native	2.2%	1.6%	0.6%	0.5%	0.6%
Asian	3.1%	3.4%	2.6%	1.4%	2.2%
Other / Two or more races	2.7%	1.6%	1.5%	1.7%	1.0%
Hispanic or Latino (of any race)	8.3%	4.2%	3.9%	5.0%	4.1%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 11 and Table 12 show selected characteristics of population age by city and county within the study area. The cities of Green Bay and Appleton have the highest percentage of residents under 18, while Fond du Lac has the highest percentage of residents 65 and over. The City of Oshkosh has the region's youngest population overall, with a median age of 33.6. Conversely, Fond du Lac County has the region's highest median age, at 41.1 years.

Table 11: Population Age by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
Under 18 years	24.5%	24.7%	17.8%	22.3%
65 years and over	12.3%	12.4%	13.3%	16.2%
Median age (years)	34.0	35.5	33.6	37.3

Source: 2013-2017 American Community Survey 5-Year Estimates

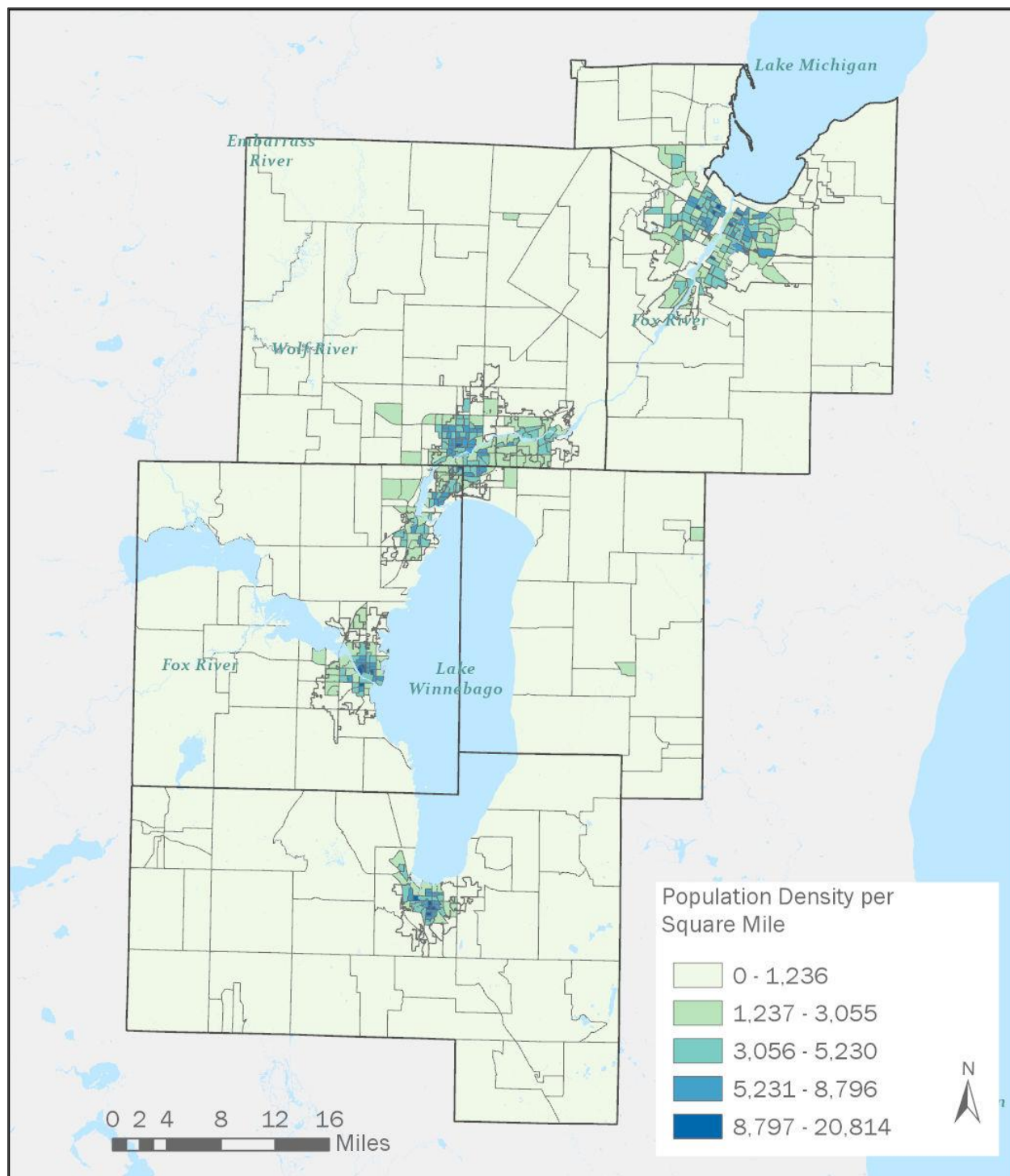
Table 12: Population Age by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Under 18 years	24.2%	24.0%	20.8%	21.9%	25.0%
65 years and over	13.4%	13.5%	15.0%	16.9%	13.6%
Median age (years)	37.0	37.9	38.0	41.2	39.8

Source: 2013-2017 American Community Survey 5-Year Estimates

Figure 1 shows population density across the study area. Density is highest in core urban communities, including Green Bay, Appleton, Neenah, Oshkosh, and Fond du Lac.

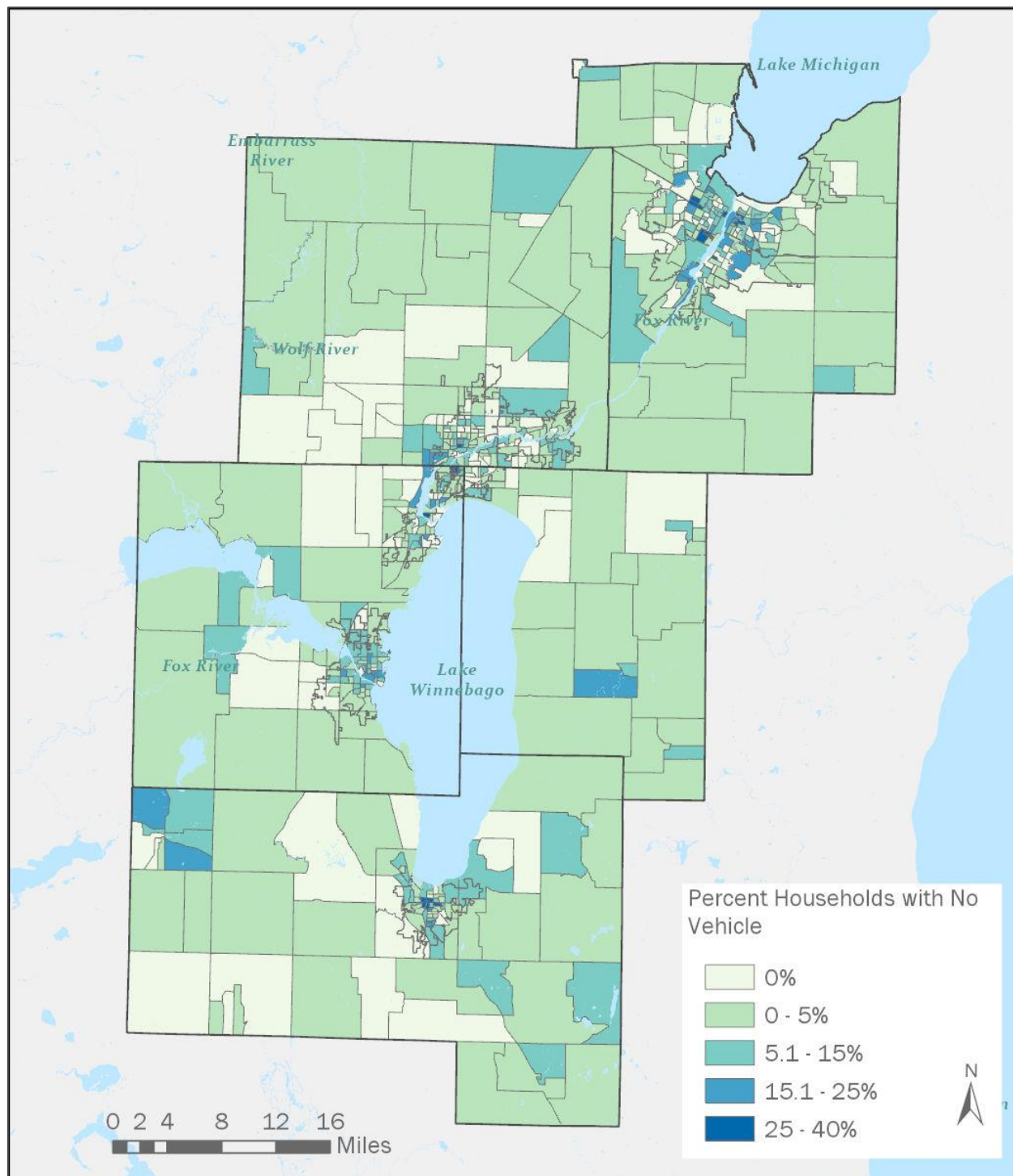
Figure 1: Population Density (Study Area)



Source: 2013-2017 American Community Survey 5-Year Estimates

Of 306,046 total households in the study area, over 15,000 (5.1 percent) do not own a vehicle. These non-auto households are largely concentrated in urban communities, including Oshkosh, Neenah, Appleton, and Green Bay, as shown in Figure 2 below.

Figure 2: Density of Non-Auto Households (Study Area)



Source: 2013-2017 American Community Survey 5-Year Estimates

Employment and Income

Table 13 and Table 14 show selected employment and income characteristics for each city and county. Among study area cities, Green Bay has the largest labor force while Appleton has the highest median income and lowest unemployment rate; among counties in the region, Brown County has the largest labor force, while Outagamie County has the lowest unemployment rate and Calumet County has the highest median income.

Table 13: Selected Employment and Income Characteristics by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
Total employed workers (Civilian, 16 and older)	52,992	39,384	33,735	20,629
Median household income	\$45,473	\$55,817	\$45,708	\$48,129
Unemployment rate	5.0%	3.4%	4.1%	6.0%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 14: Selected Employment and Income Characteristics by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Total employed workers (Civilian, 16 and older)	134,059	98,867	87,987	53,231	27,483
Median household income	\$56,775	\$61,523	\$55,128	\$57,798	\$70,662
Unemployment rate	4.4%	3.1%	3.6%	4.0%	2.0%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 15 and Table 16 show employment in the top 5 industries for each city and county. As a region, Northeast Wisconsin is heavily reliant on manufacturing, which accounts for between 19 percent and 25 percent of all jobs in each city and county. Other notable industries include educational services, health care and social assistance (comprising 18 to 21 percent of jobs in each area), and retail trade (comprising 9 to 14 percent of jobs).

Table 15: Employment in Top 5 Industries by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
Manufacturing	19.3%	21.4%	22.5%	25.1%
Retail trade	12.6%	11.8%	13.9%	10.2%
Professional, scientific, and management	8.6%	9.0%	8.2%	6.0%

Educational services, health care and social assistance	18.7%	20.7%	22.9%	20.2%
Arts, entertainment, and recreation	11.8%	10.8%	10.4%	8.6%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 16: Employment in Top 5 Industries by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Manufacturing	18.8%	22.3%	25.0%	23.6%	27.1%
Retail trade	11.6%	10.7%	12.2%	10.5%	10.9%
Professional, scientific, and management	7.8%	8.7%	8.6%	5.2%	6.3%
Educational services, health care and social assistance	20.9%	19.7%	20.6%	20.4%	20.1%
Arts, entertainment, and recreation	9.3%	8.6%	8.4%	7.2%	6.2%

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 17 and Table 18 show the poverty rate for each city and county. The City of Oshkosh and Winnebago County have the highest percentage of individuals living in poverty, while the City of Appleton and Calumet County have the lowest.

Table 17: Poverty Status by City (Study Area)

	City of Green Bay	City of Appleton	City of Oshkosh	City of Fond du Lac
Poverty rate (all individuals)	17.2%	11.6%	18.8%	12.6%

Source: 2013-2017 American Community Survey 5-Year Estimates

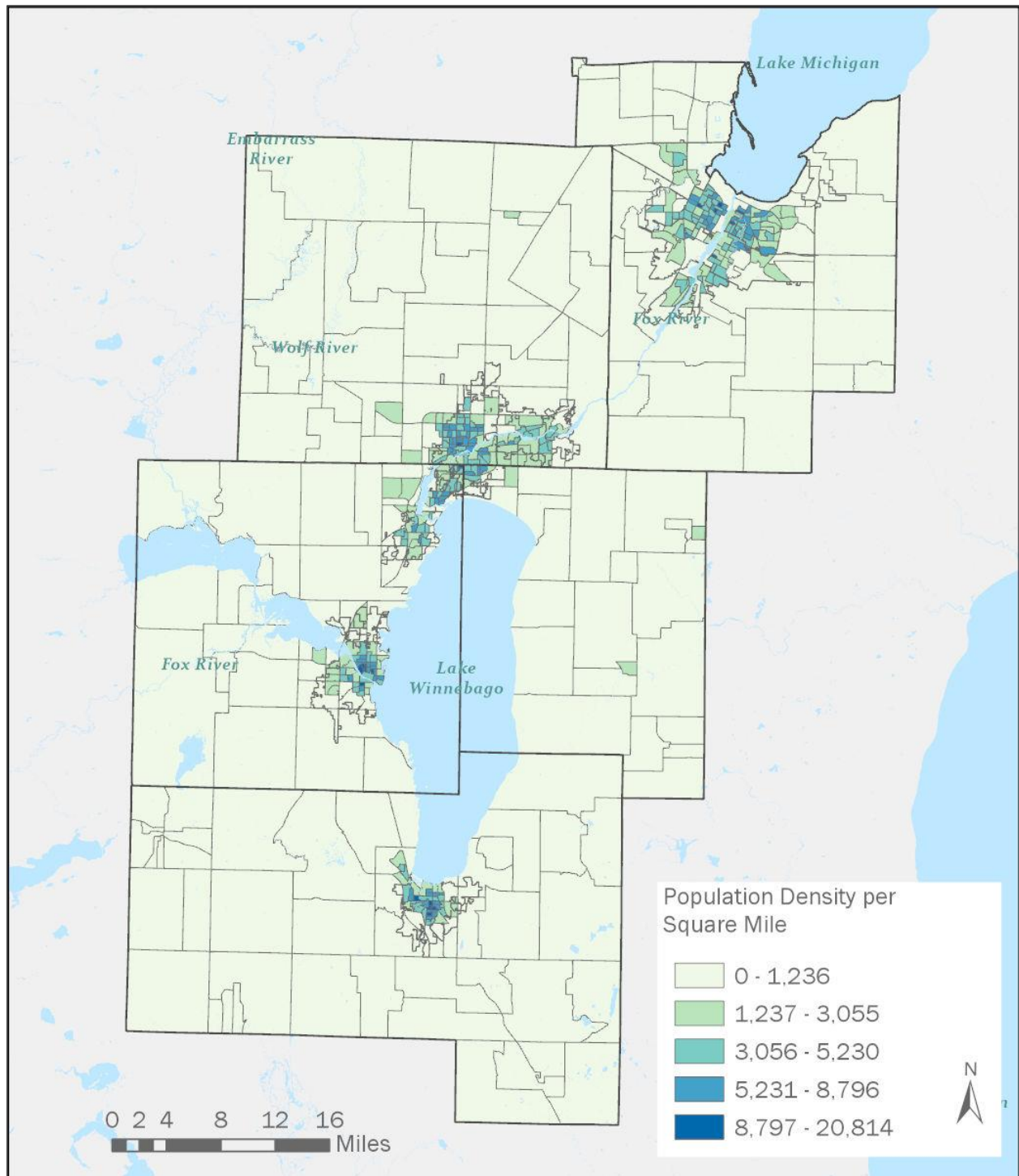
Table 18: Poverty Status by County (Study Area)

	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Poverty rate (all individuals)	11.3%	8.6%	12.2%	8.5%	5.9%

Source: 2013-2017 American Community Survey 5-Year Estimates

Figure 3 shows employment density in the study area. In the Green Bay and Appleton regions, employment density is spread relatively evenly across each urbanized area, with moderate-intensity development occurring well into outlying communities. Oshkosh and Fond du Lac, however, exhibit higher employment density in core downtown areas, as shown below.

Figure 3: Employment Density (Study Area)



Source: 2015 Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics

Section 3: Regional Commute Patterns

This section will examine existing commute patterns in the study area to help highlight markets with potential demand for commuter bus service. Included are data on top commute destinations for each major city in the study area, as well as county-to-county commute flows.

Overall Commute Patterns














Cities and counties along the I-41 Corridor experience significant levels of cross-commuting. As might be expected, the communities in the center of the corridor (Oshkosh and Appleton) see the highest proportion of employees traveling to and from other study area cities for work. This also holds true at the county level, where Outagamie and Winnebago counties experience the highest volumes of cross-county commuters. While not located directly along I-41, the northeast corner of Calumet County includes portions of the City of Appleton and Highway 441, and Calumet County contributes over 8,000 daily commuters to Outagamie County overall.

Top Commute Destinations by City

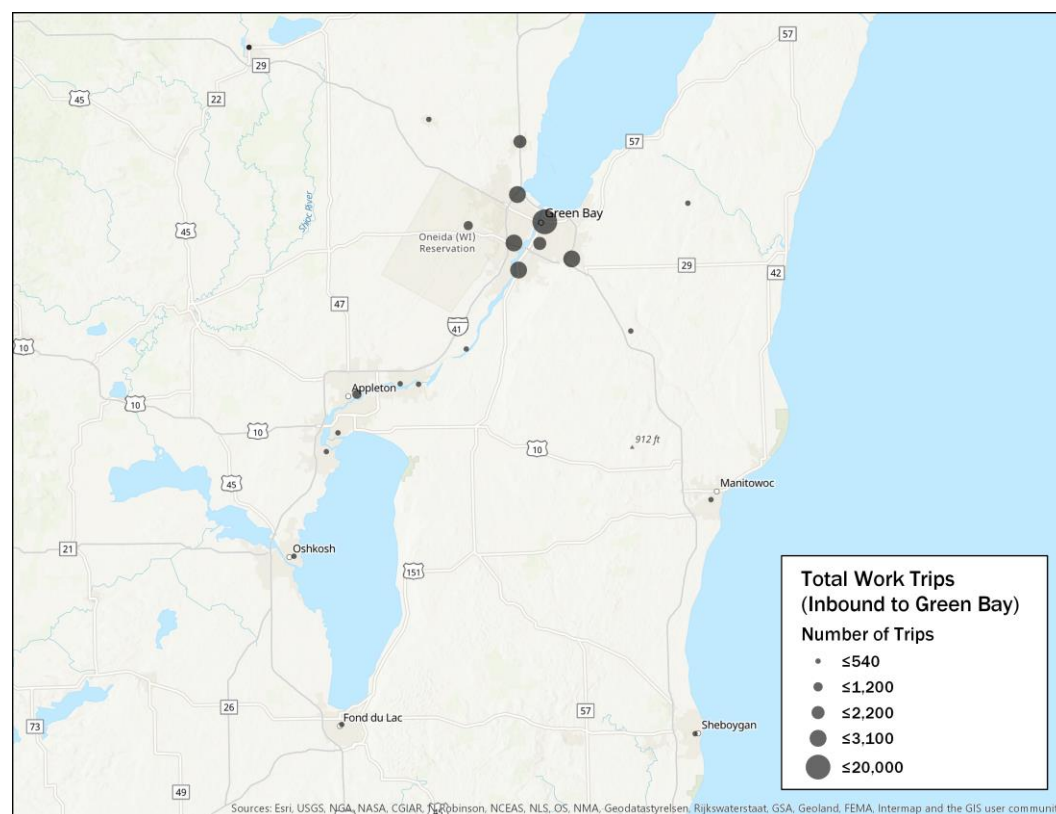
Table 19 through

Table 22 show the top commute origins and destinations for the four major study area cities, according to data from the 2015 Longitudinal Employer-Household Dynamics (LEHD) survey. The top commute origins for Green Bay, Appleton, Oshkosh, and Fond du Lac are also shown graphically in Figure 4 through Figure 7.

Table 19: Top Commute Destinations – City of Green Bay


















Where Green Bay Residents Work			Where Green Bay Workers Live		
Green Bay city, WI	40.1%		Green Bay city, WI	31.2%	
Ashwaubenon village, WI	14.3%		Howard village, WI	4.8%	
De Pere city, WI	5.9%		De Pere city, WI	4.6%	
Howard village, WI	4.3%		Bellevue village, WI	4.4%	
Bellevue village, WI	4.0%		Ashwaubenon village, WI	3.9%	
Allouez village, WI	2.5%		Allouez village, WI	3.4%	
Appleton city, WI	1.6%		Suamico village, WI	2.9%	
Milwaukee city, WI	1.5%		Appleton city, WI	1.8%	
Madison city, WI	1.0%		Hobart village, WI	1.4%	
Suamico village, WI	0.9%		Oshkosh city, WI	0.8%	

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015;  Denotes I-41 Corridor community

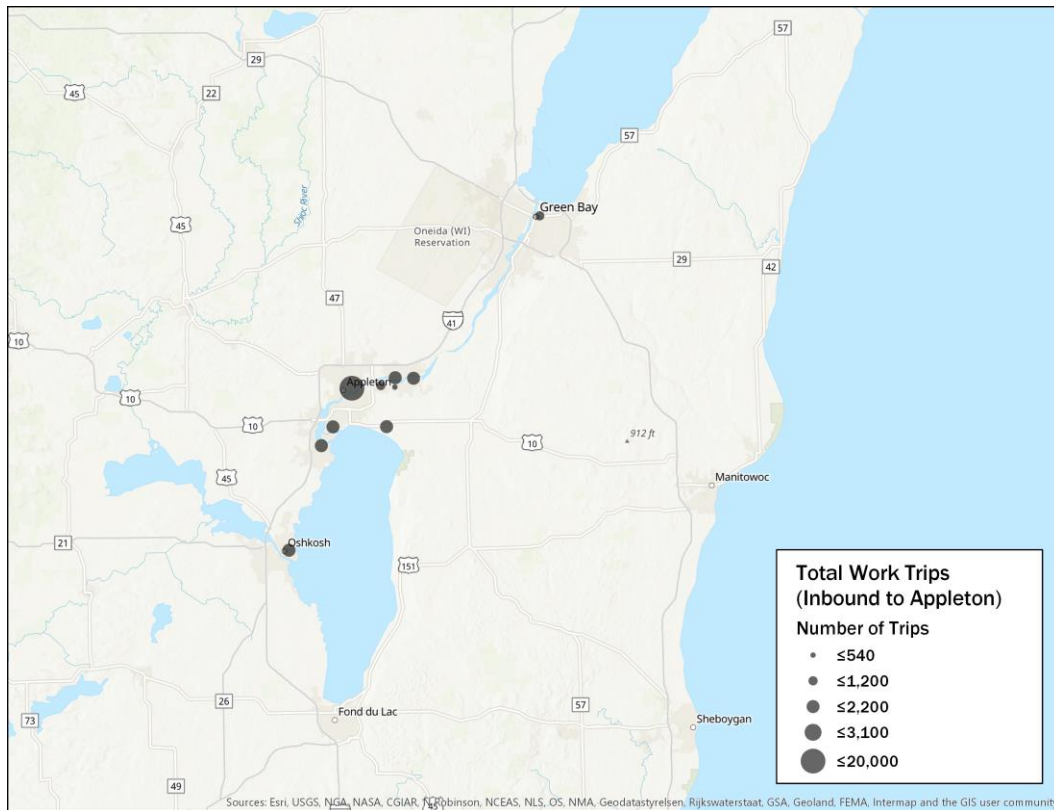
Figure 4: Total Work Trips (Inbound to Green Bay)

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015

Table 20: Top Commute Destinations – City of Appleton














Where Appleton Residents Work			Where Appleton Workers Live		
Appleton city, WI	29.6%		Appleton city, WI	23.0%	
Neenah city, WI	7.0%		Neenah city, WI	3.9%	
Oshkosh city, WI	3.9%		Menasha city, WI	3.5%	
Menasha city, WI	3.7%		Kaukauna city, WI	3.4%	
Green Bay city, WI	3.0%		Oshkosh city, WI	2.8%	
Little Chute village, WI	2.5%		Harrison village, WI	2.5%	
Kaukauna city, WI	2.0%		Little Chute village, WI	2.4%	
Ashwaubenon village, WI	2.0%		Kimberly village, WI	1.6%	
Milwaukee city, WI	1.5%		Green Bay city, WI	1.6%	
Madison city, WI	1.4%		Combined Locks village, WI	0.9%	

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015;  Denotes I-41 Corridor community

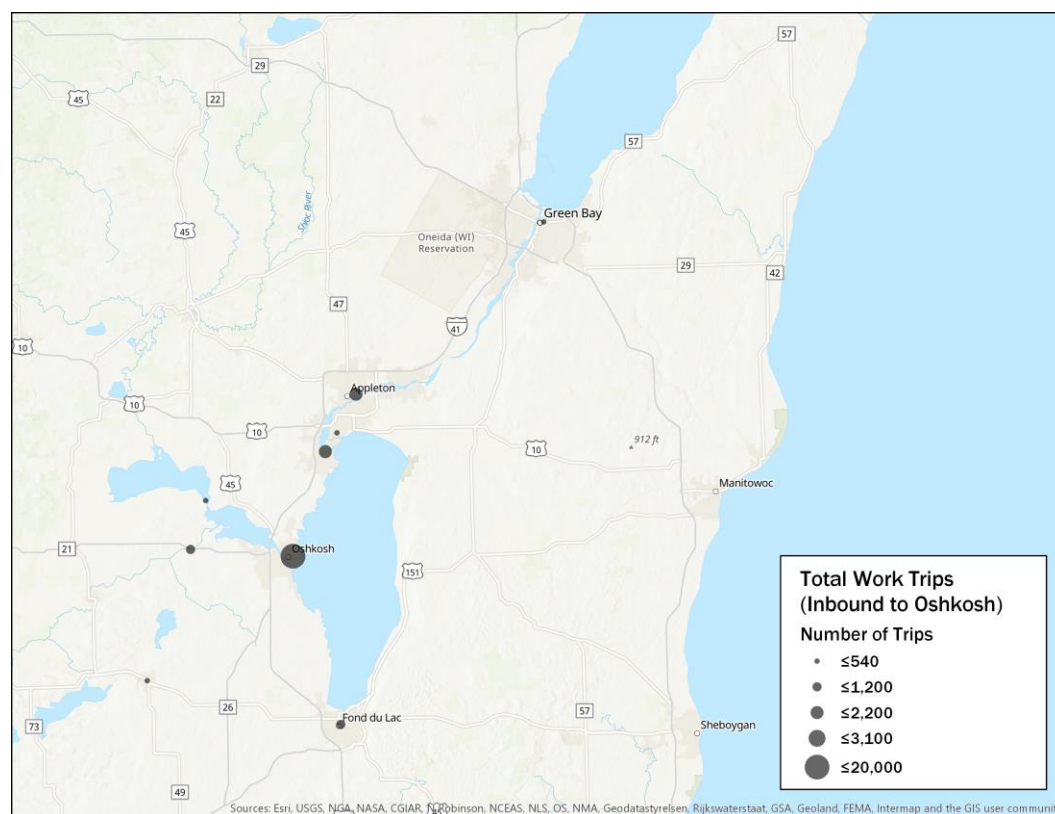
Figure 5: Total Work Trips (Inbound to Appleton)

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015

Table 21: Top Commute Destinations – City of Oshkosh











Where Oshkosh Residents Work			Where Oshkosh Workers Live		
Oshkosh city, WI	45.0%		Oshkosh city, WI	35.8%	
Neenah city, WI	6.4%		Appleton city, WI	4.0%	
Appleton city, WI	4.7%		Neenah city, WI	3.3%	
Fond du Lac city, WI	4.3%		Fond du Lac city, WI	3.0%	
Milwaukee city, WI	1.9%		Omro city, WI	1.7%	
Green Bay city, WI	1.8%		Menasha city, WI	1.3%	
Madison city, WI	1.7%		Milwaukee city, WI	1.0%	
Ripon city, WI	1.2%		Green Bay city, WI	0.8%	
Menasha city, WI	1.2%		Ripon city, WI	0.8%	
Ashwaubenon village, WI	1.1%		Winneconne village, WI	0.7%	

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015;  Denotes I-41 Corridor community

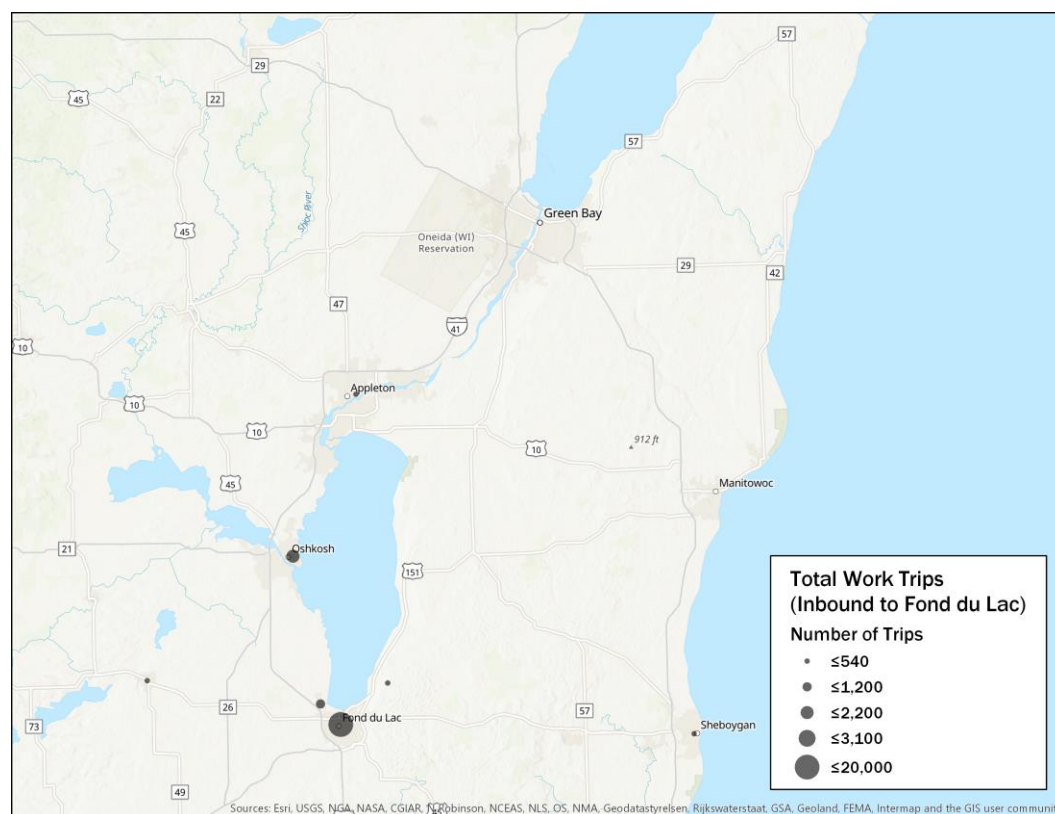
Figure 6: Total Work Trips (Inbound to Oshkosh)

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015

Table 22: Top Commute Destinations – City of Fond du Lac

Where Fond du Lac Residents Work			Where Fond du Lac Workers Live		
Fond du Lac city, WI	45.7%		Fond du Lac city, WI	31.2%	
Oshkosh city, WI	5.4%		Oshkosh city, WI	4.8%	
Madison city, WI	1.9%		North Fond du Lac village, WI	4.6%	
Appleton city, WI	1.7%		Waupun city, WI	4.4%	
Milwaukee city, WI	1.6%		Milwaukee city, WI	3.9%	
North Fond du Lac village, WI	1.3%		St. Peter CDP, WI	3.4%	
Green Bay city, WI	1.3%		Appleton city, WI	2.9%	
Sheboygan city, WI	1.2%		Ripon city, WI	1.8%	
Ripon city, WI	1.1%		Sheboygan city, WI	1.4%	
Waupun city, WI	1.0%		Green Bay city, WI	0.8%	

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015;  Denotes I-41 Corridor community

Figure 7: Total Work Trips (Inbound to Fond du Lac)

Source: Longitudinal Employer-Household Dynamics (LEHD), 2015

Cross-County Commute Flows

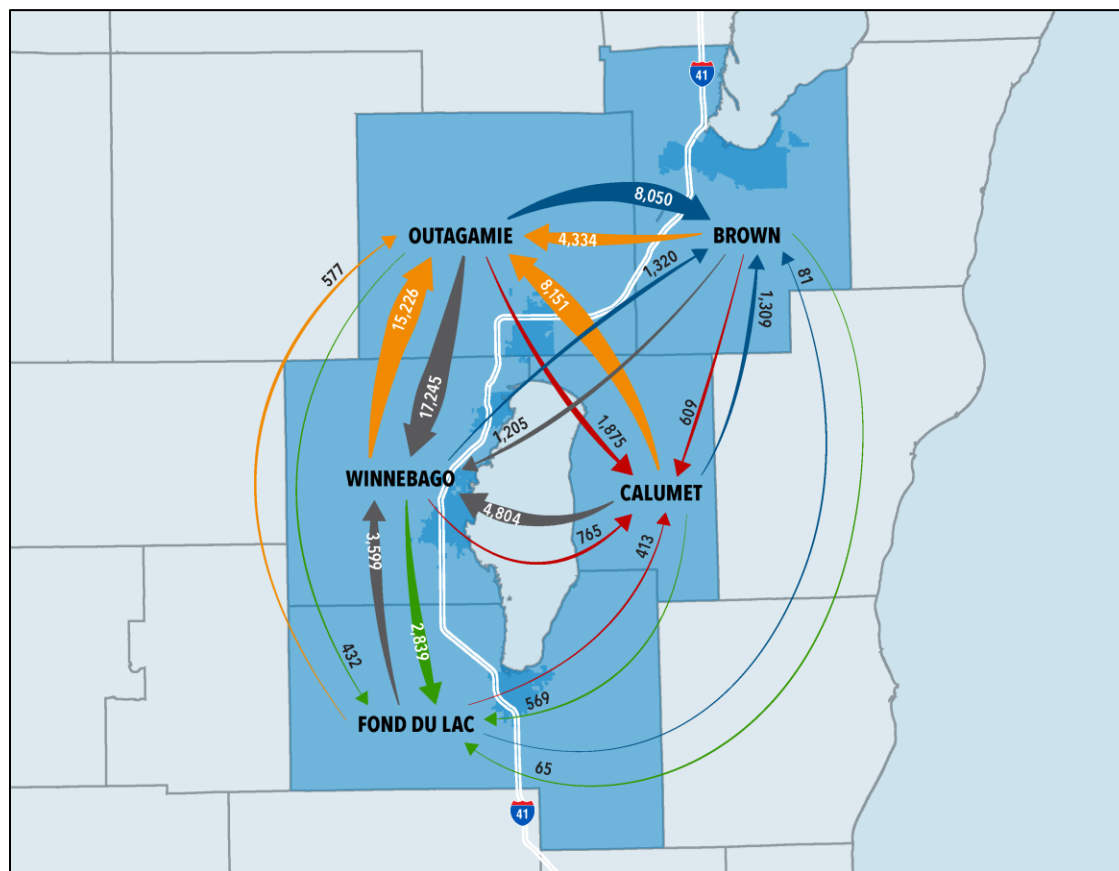
Table 23 shows the number of commuters who travel between the four study area counties (also shown graphically in Figure 8).

Table 23: Cross-County Commute Flows (Study Area)

Origin (Residence)	Destination (Workplace)				
	Brown County	Outagamie County	Winnebago County	Fond du Lac County	Calumet County
Brown County	112,914	4,334	1,205	65	609
Outagamie County	8,050	61,106	17,245	432	1,875
Winnebago County	1,320	15,226	59,250	2,839	765
Fond du Lac County	81	577	3,599	36,365	413
Calumet County	1,309	8,151	4,804	569	8,309

Source: 2009-2013 American Community Survey 5-Year Estimates via the Census Transportation Planning Package (CTPP)

Figure 8: Cross-County Commute Flows (Study Area)



Source: 2009-2013 American Community Survey 5-Year Estimates via the Census Transportation Planning Package (CTPP)

Section 4: Existing Transportation Options

This section will examine existing local and regional travel options within the study area, including fixed-route transit, intercity bus, and on-demand transportation services. Recommendations from the Commuter Service Feasibility Study will leverage current providers when possible and may include partnerships, expansions, or revisions to existing transit services.

Public Transit

Table 24 shows key features of the four primary transit agencies in the I-41 Corridor: Green Bay Metro, Valley Transit (Appleton), GO Transit (Oshkosh), and Fond du Lac Area Transit.

Table 24: Study Area Transit Agencies

Agency	Key Features
Green Bay Metro	Service Area: Green Bay, De Pere, Allouez, Ashwaubenon, Bellevue (Total: 90 sq. mi., Population 175,748)
	Fixed Route Bus: 17 routes (including several deviated routes/school routes); 35 vehicles, 1.32m annual trips in 2016
	Other Services: ADA Paratransit
Valley Transit	Service Area: Appleton, Buchanan, Grand Chute, Harrison, Kaukauna, Kimberly, Little Chute, City of Menasha, Town of Menasha, Neenah (Total: 117 sq. mi., Population 216,154)
	Fixed Route Bus: 21 routes, including 3 school routes; 31 vehicles, 1.04m annual trips in 2016
	Other Services: ADA Paratransit / Senior Transportation (Valley Transit II) The Connector – general-public first- & last-mile demand-response service Free Downtown Trolley
GO Transit	City of Oshkosh, with intercity service to Neenah (Total: 25 sq. mi., Population 66,083)
	Fixed Route Bus: 10 routes, including Route 10 – Neenah; 10 vehicles, 914k annual trips in 2016
	Other Services: ADA Paratransit (GO Plus), Senior Dial-a-Ride (GO Plus), Rural Over 60/Rural Under 60 Program (in partnership with Winnebago County) Access to Jobs (ATJ) Transportation Program – demand-response cab ride for low- income individuals (qualifying work trips only) Free service for all students at University of Wisconsin-Oshkosh Route 10 – Connects to Valley Transit hub in Neenah
Fond du Lac Area Transit	Service Area: City of Fond du Lac and surrounding communities (Total: 19 sq. mi., Population 49,167)
	Fixed Route Bus: 8 routes, 8 vehicles, 163k annual trips in 2016
	Other Services: ADA Paratransit (HANDIVAN), JOBTRANS Taxi Service (designated areas)

Source: National Transit Database; Transit Agency websites

Intercity Bus Service

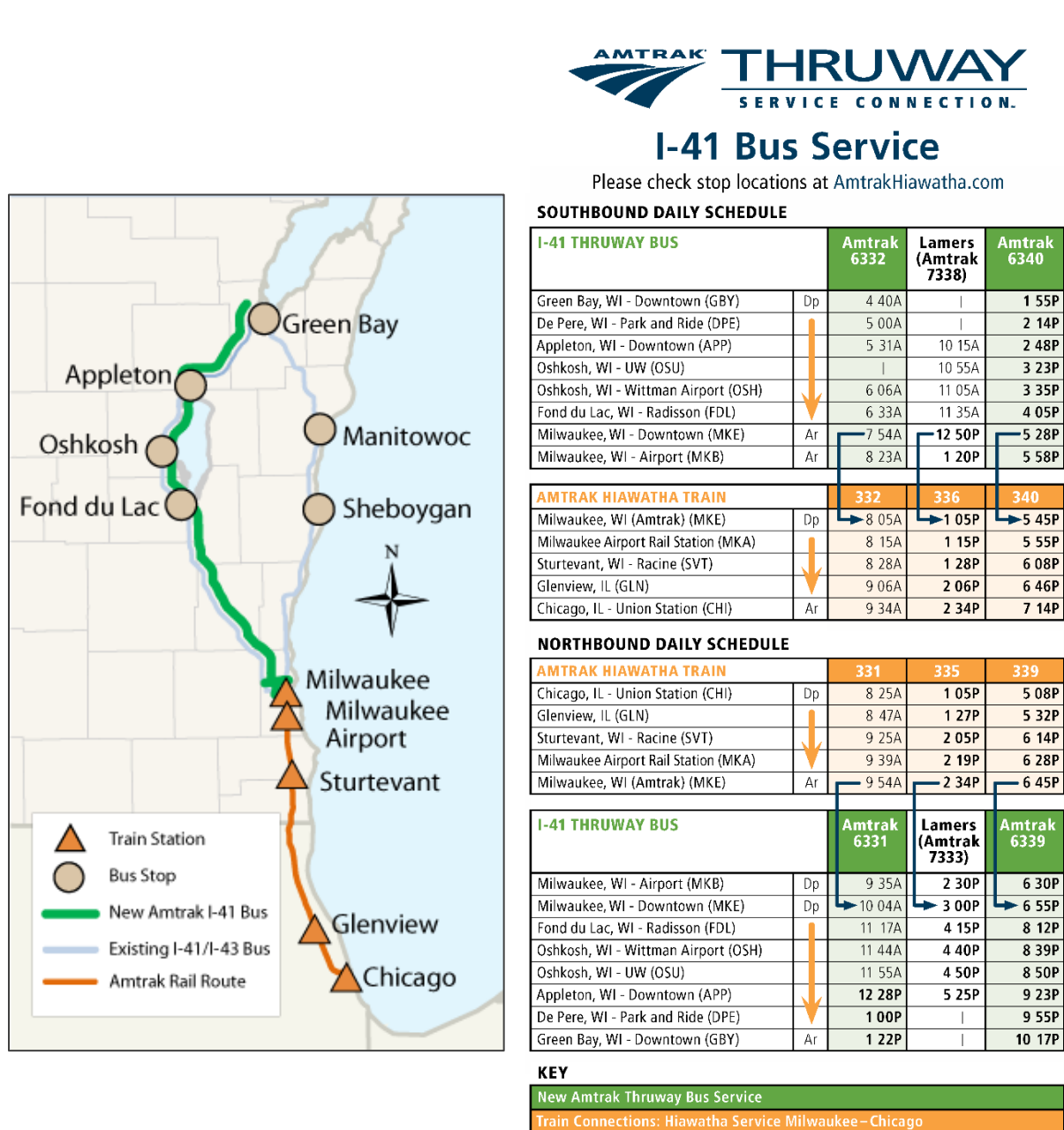
Table 25 shows existing intercity bus services offered by public and private providers in the I-41 Corridor. Greyhound previously operated intercity bus service in this corridor, and now offers trips through regional partnerships with Indian Trails, Lamers Bus Lines, and Jefferson Lines. Amtrak Thruway began offering service in the I-41 Corridor in July 2019, as shown in Figure 9.

Table 25: Existing Intercity Bus Service

Provider	Key Features
Amtrak	Effective July 2019, Amtrak Thruway provides two daily roundtrips from Green Bay to Milwaukee via the I-41 Corridor, with stops in Appleton, Oshkosh, and Fond du Lac. Buses make scheduled connections with Amtrak Hiawatha trains in Milwaukee, offering connecting rail service to and from downtown Chicago.
Greyhound	Effective October 2018, Greyhound does not directly operate bus service in the I-41 Corridor. Instead, it offers tickets via codeshare agreements with other providers on the routes below: Green Bay to Milwaukee: 3 daily roundtrips via I-43/Sheboygan (Operated by Indian Trails/Lamers Bus Lines) Green Bay to Madison: 1 daily roundtrip via Appleton/Oshkosh/Fond du Lac (Operated by Lamers Bus Lines)
Indian Trails	Green Bay to Milwaukee: 2 daily roundtrips via I-43/Sheboygan
Jefferson Lines	Minneapolis/St. Paul to Milwaukee: 1 daily roundtrip via Green Bay/Sheboygan
Lamers Bus Lines (Lamers Connect)	Green Bay to Milwaukee: 1 daily roundtrip via I-43/Sheboygan Green Bay to Madison: 1 daily roundtrip via Appleton/Oshkosh/Fond du Lac Wausau to Milwaukee: 1 daily roundtrip via Appleton/Oshkosh/Fond du Lac

Source: Agency/Company websites.

Figure 9: Amtrak Thruway Bus Service Map and Schedule (July 2019)



Source: Amtrak.

Demand-Response and Job Access Programs

Table 26 shows demand-response and job access programs currently available in the I-41 Corridor. Many services are available to seniors or to passengers with disabilities; some are open to the general public. Job access programs like Valley Transit Connector, GO Transit Access to Jobs (ATJ), and Fond du Lac JOBTRANS could provide useful first- and last-mile access to commuter bus services.

Table 26: Existing Demand-Response / Job Access Programs

Provider/Program	Key Features
Valley Transit Connector	First- and last-mile service between the Valley Transit network and outlying areas; Curb-to-curb service outside normal fixed-route operating hours or routes
Valley Transit II	Demand-response service available to Fox Cities residents age 60 and older (Offered in conjunction with ADA paratransit service)
Northern Winnebago Dial-A-Ride	Reduced-fare taxi service for Neenah and Menasha residents age 60 and older
GO Transit Access to Jobs (ATJ)	Reduced-fare taxi service for low-income individuals (qualifying work trips only) Available to residents who both live and work in the City of Oshkosh
GO Transit Rural Over 60 / Rural Under 60 Program	Demand-response service for rural Winnebago County residents age 60 and older (up to 10 trips per month) Demand-response service for Winnebago County residents with a qualifying disability (up to 10 trips per month)
Fond du Lac Area Transit JOBTRANS Taxi Service	General-public shared-ride taxi service in the City of Fond du Lac; Open to any person traveling to or from a destination more than $\frac{3}{4}$ mile from a fixed bus route that is within the JOBTRANS service area (for any trip purpose)
Making the Ride Happen Volunteer Driver Program	Call center for seniors and adults with disabilities Volunteer drivers available in the Fox Cities and City of Oshkosh

Source: Agency/Company websites.

Park-and-Ride Facilities

The Wisconsin Department of Transportation (WisDOT) owns and operates park-and-ride facilities on major highways for the convenience of carpool and non-auto commuters.

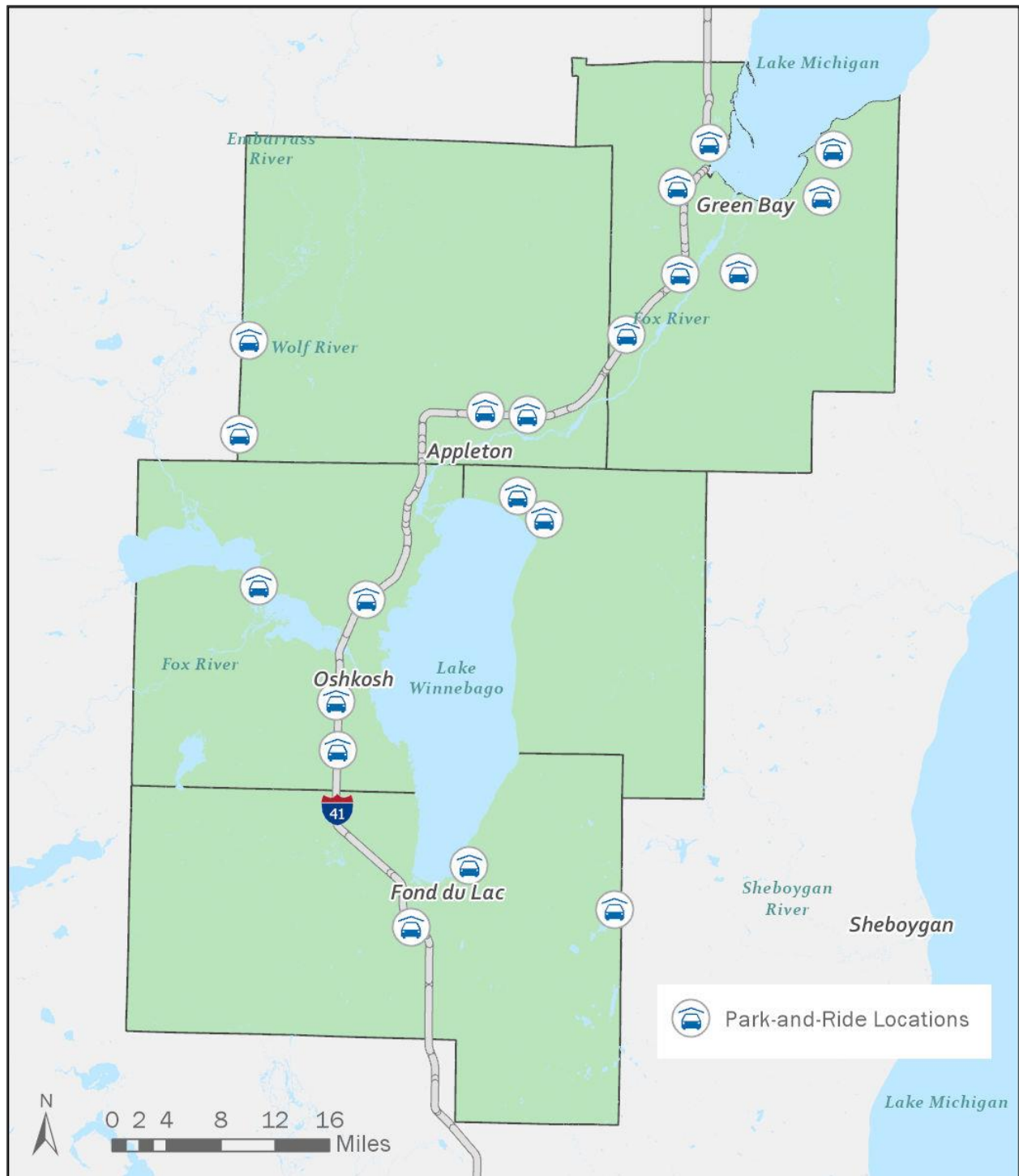
Table 27 lists the location and capacity of WisDOT park-and-ride lots within the four-county study area (also shown in Figure 10). Some park-and-rides feature additional amenities, including connections to local transit or bicycle routes.

Table 27: Park-and-Ride Facilities (Study Area Counties)

Municipality	Location	County	Capacity	Amenities
Bellevue	WIS 172/County GV	Brown	95	Gas/convenience store nearby
De Pere	US 41/County G	Brown	105	Bike rack
Dyckesville	WIS 47/County DK	Brown	23	Bike trail
Green Bay	WIS 54/WIS 57	Brown	50	Gas/convenience store nearby
Howard	WIS 29/NW of I-41	Brown	75	Bike rack; Gas/convenience store nearby
Howard/Suamico	US 41/US 141/ County M	Brown	25	Gas/convenience store nearby
Wrightstown	US 41/County S	Brown	100	Gas/convenience store nearby
Appleton	US 41/County E (Ballard Rd.)	Outagamie	142	Restaurants; shopping; bike racks; bike trails; Valley Transit Route 16
Dale	US 45/WIS 96	Outagamie	20	Rural
Little Chute	US 41/County N	Outagamie	88	Gas/convenience store nearby
New London	US 45/WIS 15	Outagamie	37	Restaurants
Harrison	US 10/County N	Calumet	41	Rural
Sherwood	WIS 55/WIS 114	Calumet	18	Rural
Butte des Morts	US 45/WIS 116	Winnebago	97	Bike/hike trail
North of Oshkosh	US 41/WIS 76	Winnebago	115	Bike rack; Gas/convenience store nearby
Oshkosh	US 41/WIS 44/ WIS 91	Winnebago	44	Gas/convenience store nearby
South of Oshkosh	US 41/WIS 26	Winnebago	42	Gas/convenience store nearby
East of Fond du Lac	WIS 23/County G	Fond du Lac	20	Rural
East of Fond du Lac	WIS 23/County W	Fond du Lac	25	Rural
Northeast of Fond du Lac	US 151/County WH	Fond du Lac	31	Bike/hike trail; Gas/convenience store nearby
Southeast of Fond du Lac	US 151/County V	Fond du Lac	50	Bike/hike trail; Gas/convenience store nearby
Southwest of Fond du Lac	US 41/County VVV	Fond du Lac	39	Bike rack; bike trail; Restaurants; Gas/convenience store nearby

Source: Wisconsin Department of Transportation.

Figure 10: Park-and-Ride Facilities (Study Area Counties)



Source: Wisconsin Department of Transportation

Chapter 2: Purpose and Need

Purpose Statement

Commuter Service in the I-41 Corridor will strengthen connections between communities, enhance access to jobs, education, and the arts, and create opportunities for regional economic development.

Need Statement

The I-41 Corridor, including Brown, Outagamie, Winnebago, and Fond du Lac counties, is a diverse, interconnected region and a significant population and employment center in Wisconsin. Anchored by the core cities of Green Bay, Appleton, Oshkosh, and Fond du Lac, the I-41 Corridor experiences a high degree of intercity travel and economic activity, as well as increasing regional cooperation.

Within the study area, the Appleton and Oshkosh urbanized areas (Outagamie and Winnebago counties) are home to the greatest number of cross-county commuters, as well as the highest proportion of workers commuting from other I-41 communities. Oshkosh's GO Transit and Appleton's Valley Transit have mobilized to meet these travel needs by jointly implementing GO Transit's Route 10, as well as separate demand-response and job access programs to assist transit riders in reaching employment locations that are outside the fixed-route transit network. With the 2020 Census, it is foreseeable that the Appleton and Oshkosh urbanized areas may be combined for federal transportation funding purposes, creating new opportunities for transit coordination.

These developments demonstrate that regional cooperation can improve transportation connections, but local agencies, residents, and economic development organizations recognize that more effort is needed. Additional planning, coordination, and funding could allow the communities across the I-41 Corridor to implement new or additional transportation options that facilitate even stronger regional connections.

As a more connected, integrated region, the I-41 Corridor could improve the quality of life for existing residents, help businesses continue to attract and retain employees, and pave the way for future economic development opportunities. The proposed commuter service will leverage the region's considerable assets to improve intercity travel options.

Goal Statements

Goals are defined as desired outcomes for I-41 Corridor communities. Goals are intended to be measurable, as they will inform the criteria used to evaluate service alternatives

Goal 1: Regional Accessibility

Communities depend on public transportation for access to jobs, education, healthcare, and the arts.

Commuter service in the I-41 Corridor will connect people to the types of destinations they value, including the region's highest-density employment and activity centers.

Goal 2: Convenience/Efficiency

When planning trips, public transit customers value the convenience and efficiency with which they can reach destinations. Effective commuter transit will deliver service that is fast, direct, and competitive with car travel times. On a corridor-wide basis, transit service can also improve safety and reliability of major roadways, including I-41.

Goal 3: Affordability

In many areas, transit users represent lower-income segments of the population, who often have limited access to personal cars. To attract these users (as well as customers who can afford other transportation options), I-41 commuter service will be priced affordably.

Goal 4: Partnerships

Specialized transit services can be especially successful when public transit agencies engage communities, customers, and employers in planning and implementing service. Depending on the service model selected, local governments or private employers could play a leading role in service design, marketing and promotional activities, or assembling a funding coalition.

Goal 5: Funding Sustainability

Multiyear funding allows transit agencies to plan, maintain, implement, and improve service with greater confidence and continuity in a changing economic climate. Future commuter service should include a sustainable and agreed-upon funding source, as well as an appropriate governance structure.

Goal 6: Leverage Existing Resources

Efficient and effective commuter transportation depends on connecting new services with existing destinations and local transit networks. Commuter service in the I-41 Corridor will build on existing multimodal transportation infrastructure, offering convenient connections to other modes.

Goal 7: Facilitate Economic Development

Public transit service can play a role in promoting economic development, including by enabling access to employment sites and assisting with employee recruitment and retention. To the extent possible, commuter service in the I-41 Corridor will facilitate access to priority development sites identified by local communities.

Goal 8: Service Coordination

The commuter service framework should include provisions for promoting supportive infrastructure and policy initiatives at all levels of government; seeking integration of fare systems and other transit technology; and creating a stakeholder committee or other governance structure to implement and oversee new commuter programs. A long-term communications strategy should be created and should include the use of common language to communicate transit concepts.

Evaluation Criteria

Evaluation criteria will be used to assess the extent to which various service alternatives address the project's goals. These evaluation criteria can also be used to measure the performance of a future commuter service program once it is implemented. Proposed criteria are listed below in Table 28.

Table 28: Proposed Evaluation Criteria

Goal	Evaluation Criteria	Measurement Standard
1. Regional Accessibility	Access to Jobs	Number of regional residents living within 1 mile of a proposed commuter bus station/mobility hub
	Access to Transit	Number of regional residents living within 1 mile of a proposed commuter bus station/mobility hub
	Access to Healthcare, Education & Entertainment	Quality of service to regional healthcare facilities; Quality of service to higher education facilities; Quality of service to major entertainment destinations
2. Convenience / Efficiency	Transit Travel Time	Transit travel time compared to personal auto travel time
	Safety & Congestion	Potential to improve I-41 safety and travel time reliability
3. Affordability	Fare Comparison	Proposed transit fare compared to existing travel options, including personal auto use
4. Partnerships	Public-Private Coordination	Ongoing engagement of employers to identify and meet transportation needs; Use of private/volunteer transportation providers as needed
5. Funding Sustainability	Multi-year Funding	Estimated state and/or federal share of total project cost; Multi-year commitment of local share
6. Leveraging Existing Resources	Connections to Existing Transp. Services/Modes	Number of local transit routes served; Quality of local bicycle and pedestrian infrastructure; Use of existing park-and-ride and/or transit facilities
7. Facilitating Future Development	Connections to Priority Development Sites	Number of major development sites in close proximity to proposed commuter bus stations/mobility hubs
8. Service Coordination	Supportive Policies; Governance; Communication	Ongoing promotion of supportive infrastructure/programs; Governance structure appropriate for service provided; Well-defined communication plan

Chapter 3: Draft Recommendations

Commuter Bus Service

Service Alternatives

During the preliminary recommendations process, three service alternatives were defined to distinguish between potential Commuter Bus Service operating scenarios that would serve different mobility hub sites and serve slightly different needs. Alternatives 1, 2 and 3 are defined briefly below and are described individually in the following sections.

Alternative 1: Expressway-Based Service

Alternative 1 (Expressway-Based Service) is designed to minimize city-to-city travel times and use and use existing infrastructure/stations in close proximity to I-41. This option can minimize capital investment and total operating costs, but may require more connecting service to be successful.

Alternative 2: Downtown-Focused Service

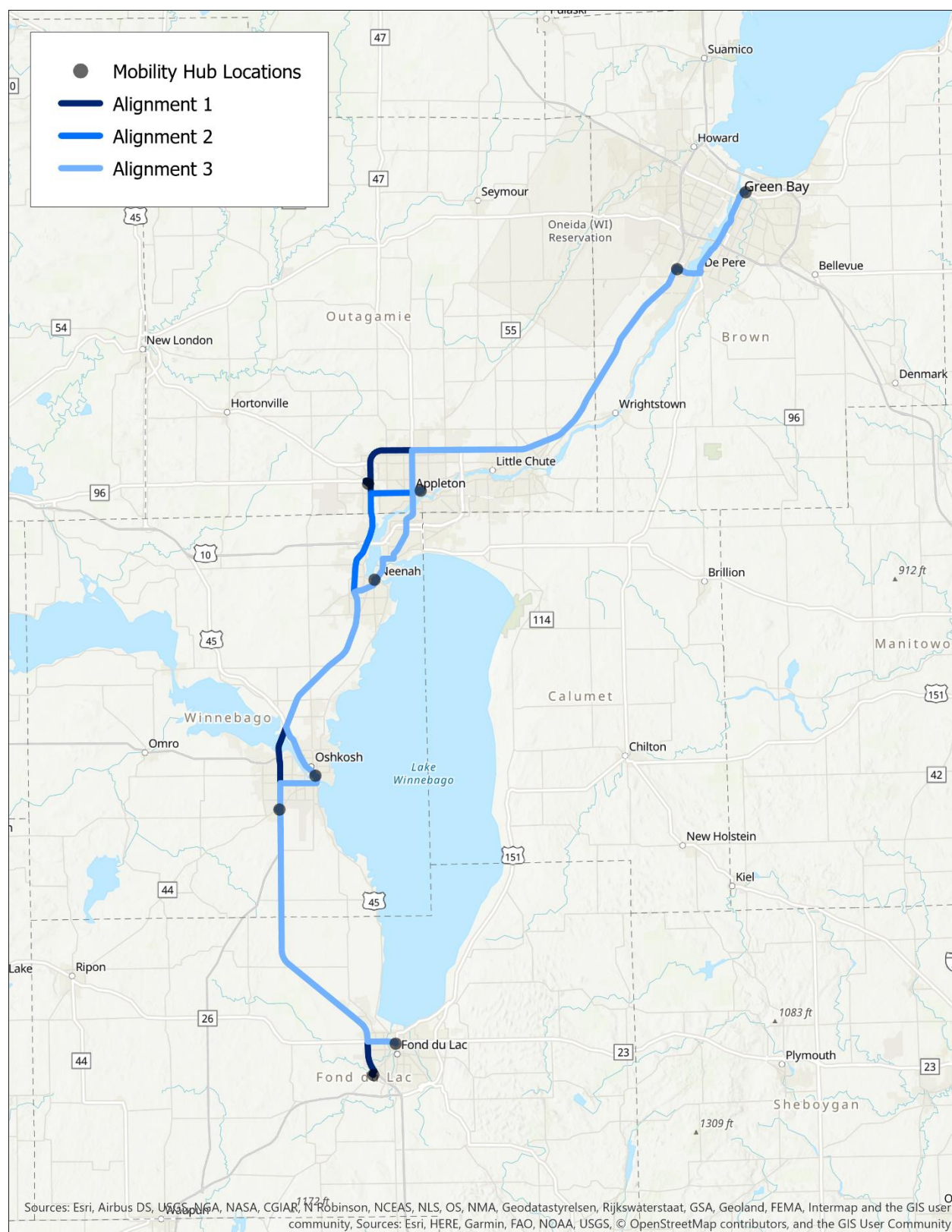
Alternative 2 (Downtown-Focused Service) is designed to prioritize service to core downtown areas, including existing or planned transit centers in Fond du Lac, Oshkosh, Appleton, and Green Bay. In some cases, Alternative 2 may require capital investment in new or slightly modified facilities, but it could offer better first- and last-mile connections via existing transit and bicycle/pedestrian networks.

Alternative 3: Hybrid Service to Neenah

Alternative 3 (Hybrid Service to Neenah) uses the same mobility hub sites as Alternative 2, but with an additional stop in downtown Neenah. This option has the potential to provide the greatest access to population and employment centers in the core of the Fox Cities, and could potentially include local stops between Neenah and Appleton. Depending on the final operating characteristics, stop locations, and funding arrangement, Alternative 3 could serve as a replacement for the existing GO Transit Route 10, with the added benefit of providing one-seat service to Appleton.

Figure 11 shows a summary of the three potential alignments, which are discussed in detail starting on Page 37.

Figure 11: Summary of Potential Alignments



Alternative 1: Expressway-Based Service

Needs Addressed

During the Existing Conditions Analysis, a need was identified to provide additional service between cities along the I-41 Corridor, which are currently served by a new Amtrak Thruway intercity bus service on a limited schedule. Alternative 1 is intended to add additional intercity-style service that prioritizes fast, efficient travel times along I-41 and serves park-and-ride locations in close proximity to the highway. This service would be designed to complement existing Amtrak Thruway schedules, adding trips during times of day that are not currently well-served (including rush-hour commutes).

Proposed Alignment

Under Alternative 1, the Commuter Bus Service would provide bidirectional service between Fond du Lac and Green Bay, with mobility hub locations at existing WisDOT park-and-ride facilities and other destinations in close proximity to I-41. Total one-way bus travel time for Alternative 1 is estimated at 2 hours, compared to approximately 1.5 hours by car.

The proposed alignment for Alternative 1 is shown in Figure 12 on the following page.

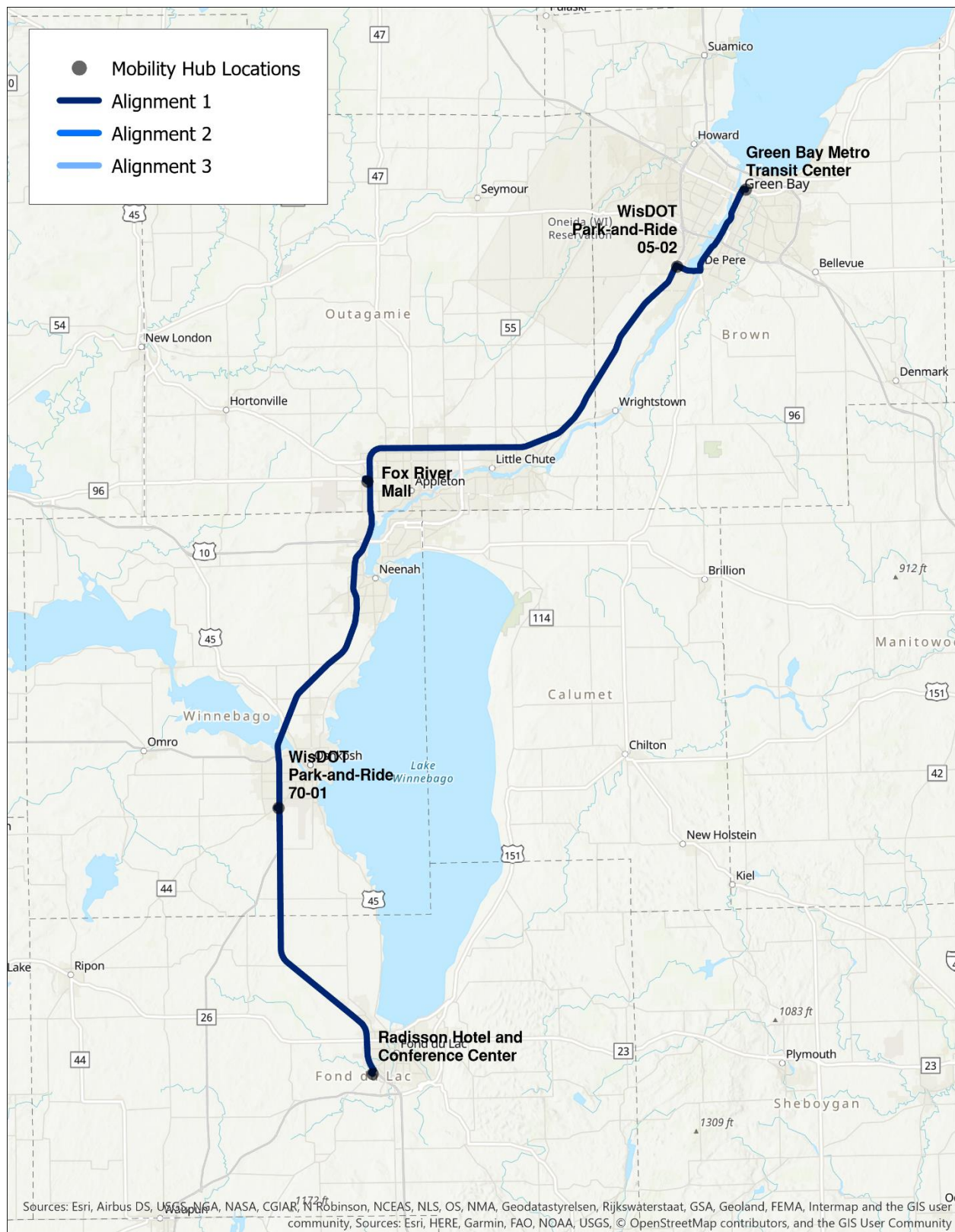
Estimated Operating Costs

Estimated operating costs for Alternative 1 (assuming 10 one-way trips per day) are shown in Table 29 below.

Table 29: Estimated Operating Costs (Alternative 1)

Align- ment	Proposed Name	Service Day	One-Way Travel Time (Min)	Peak Vehicles Required	Round- trips Per Day	Revenue Hours Per Day	Annual Revenue Hours	Annual Operating Cost (Est.)
Altern- ative 1	Expressway- Based Commuter Service	Weekday (255/yr.)	120	TBD	5.0	20.0	5,100	\$612,000
Altern- ative 1	Expressway- Based Commuter Service	Saturday (52/yr.)	120	TBD	5.0	20.0	1,040	\$124,800

Note: Annual operating costs are calculated using an estimated cost per hour of \$120.

Figure 12: Proposed Alignment (Alternative 1)

Note: The estimated one-way travel time for Alternative 1 is 2 hours.

Proposed Mobility Hub Locations

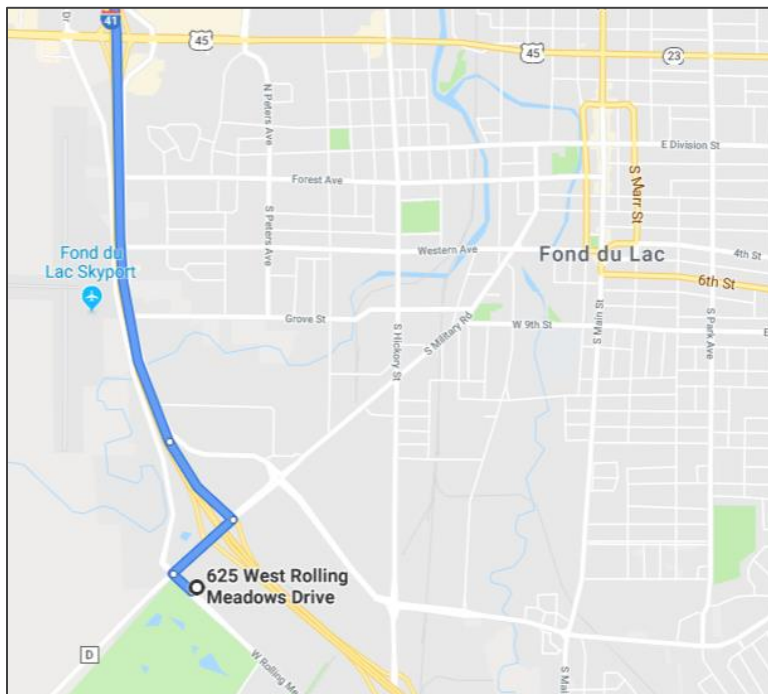
Fond du Lac (I-41 & Military Rd.)

Fond du Lac is currently served by Amtrak Thruway service at the Radisson Hotel and Conference Center, located at 625 W. Rolling Meadows Dr. (near the intersection of I-41 and Military Road). This location was recommended by Fond du Lac Area Transit since it is served by the recently-implemented Amtrak service, as well as Fond du Lac Area Transit Route 50. Currently, it offers parking on the Radisson site, but no other passenger amenities are available.

Figure 13: Fond du Lac Mobility Hub (Alternative 1)



Figure 14: Fond du Lac Mobility Hub Locator Map (Alternative 1)



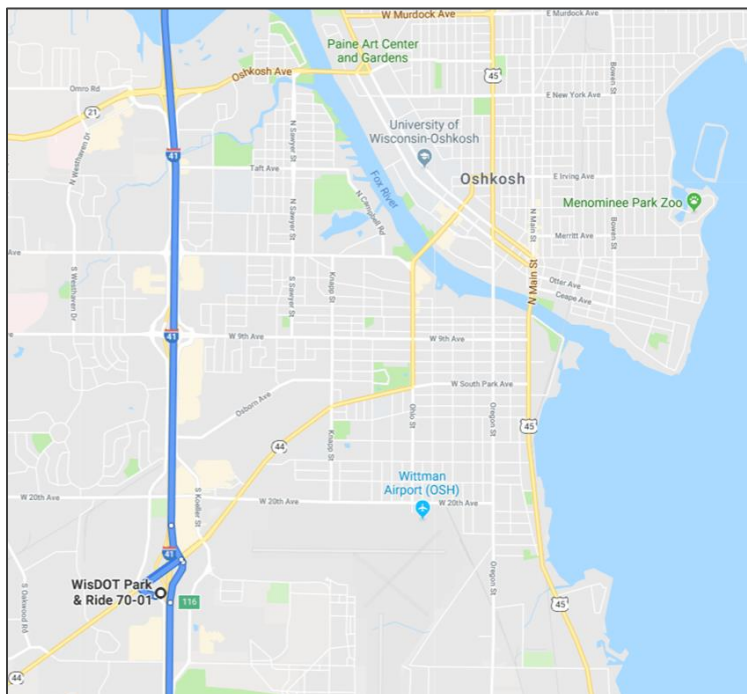
Oshkosh (I-41 & WIS 44 / WIS 91)

In Oshkosh, Alternative 1 would serve existing WisDOT park-and-ride located on S. Washburn Street near the intersection of I-41 and WIS 44 / WIS 91. This facility (Park-and-Ride 70-01) currently offers 44 parking spots and is served by GO Transit Route 9. Amtrak Thruway service stops nearby at Wittman Regional Airport, while Lamers and Greyhound serve both the airport and the University of Wisconsin-Oshkosh.

Figure 15: Oshkosh Mobility Hub (Alternative 1)



Figure 16: Oshkosh Mobility Hub Locator Map (Alternative 1)



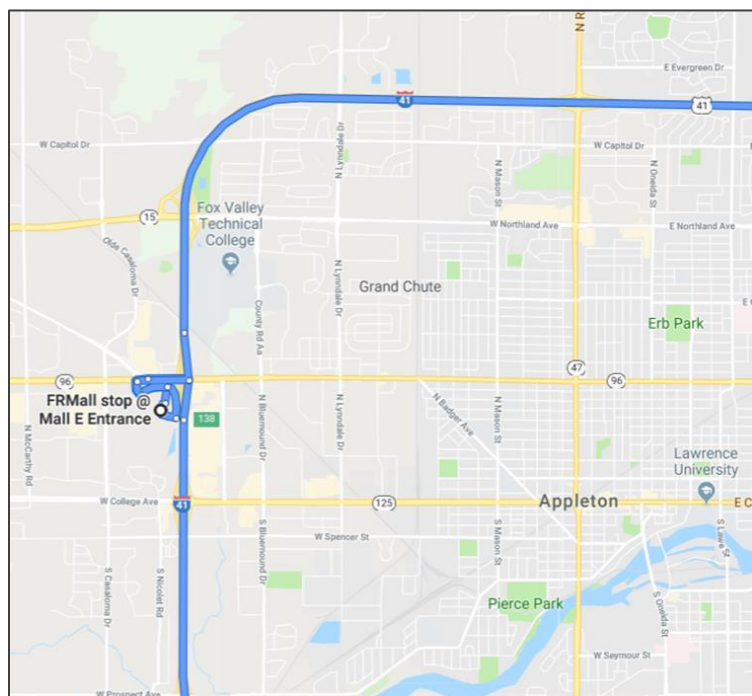
Appleton (Fox River Mall)

In the Appleton/Fox Cities region, Alternative 1 would serve the existing Valley Transit transfer point at Fox River Mall. Located just west of I-41 at 4301 W. Wisconsin Ave. in Grand Chute, Fox River Mall is a major regional shopping destination and offers transfers to Valley Transit routes 12, 15, and 41. Valley Transit's most recent Transit Development Plan (2019) calls for increased frequency on Route 15, as well as additional crosstown routes to serve this transfer point. This stop may require some coordination with the property owner to ensure adequate space for all buses.

Figure 17: Appleton/Fox Cities Mobility Hub (Alternative 1)



Figure 18: Appleton/Fox Cities Mobility Hub Locator Map (Alternative 1)



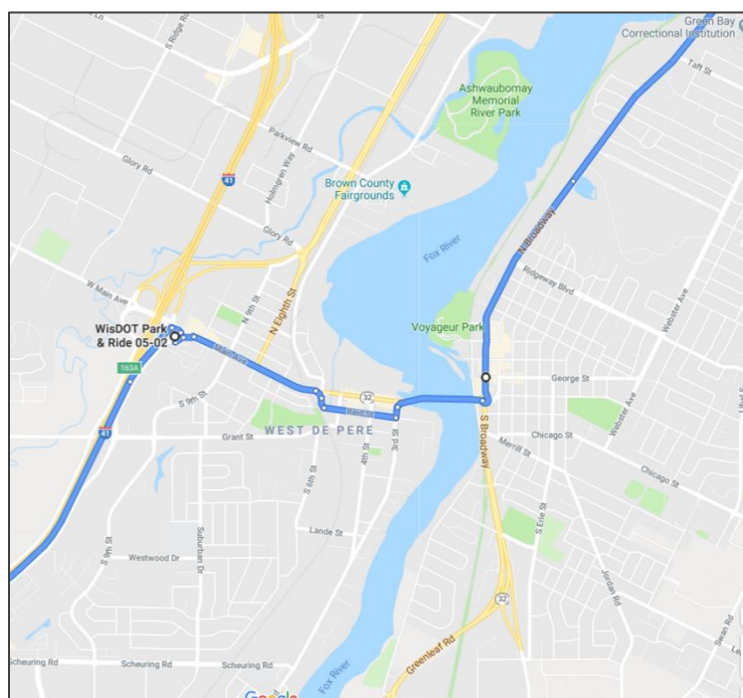
De Pere (I-41 & Main Ave.)

In the Green Bay region, existing Amtrak Thruway service utilizes two stop locations: Green Bay Metro's downtown transit center, and WisDOT Park-and-Ride 05-02 in De Pere. Located at I-41 and Main Ave., the De Pere Park-and-Ride offers 105 parking spaces, bicycle parking, and good pedestrian connections to surrounding areas. This park-and-ride location could be served under all alternatives, as it is located on the most efficient route from I-41 to downtown Green Bay. Given the number of suburban employers nearby, the De Pere Park-and-Ride could also serve as an ideal transfer point for future workforce-oriented demand response or employer shuttle services.

Figure 19: De Pere Mobility Hub (All Alternatives)



Figure 20: De Pere Mobility Hub Locator Map (All Alternatives)



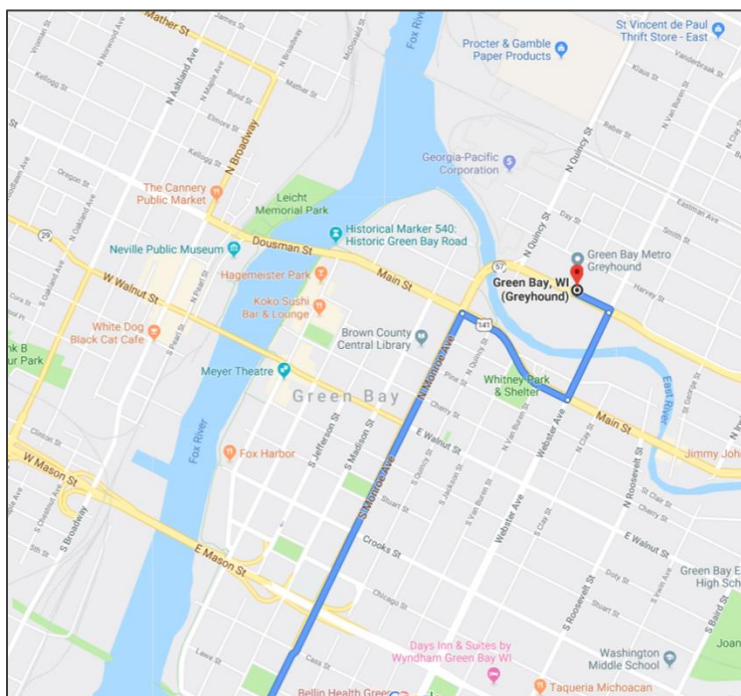
Green Bay (Downtown Transit Center)

Under all alternatives, the proposed Commuter Bus Service would utilize Green Bay Metro's downtown transit center. Located at 901 University Ave., this facility offers a large, covered outdoor shelter, with nearly 1,000 feet of sawtooth bus bays arranged around a central island. This station is currently served by multiple intercity bus providers, in addition to Green Bay Metro local buses; it also serves as Green Bay Metro's bus garage and administrative facility. The station is located within walking distance of downtown Green Bay, with easy access to government buildings, private employers, and cultural amenities, including the Fox River waterfront.

Figure 21: Green Bay Mobility Hub (All Alternatives)



Figure 22: Green Bay Mobility Hub Locator Map (All Alternatives)



Alternative 2: Downtown-Focused Service

Needs Addressed

In the I-41 Corridor, population and employment density are largely concentrated in or near core urban areas. In order to maximize access to these important destinations, Alternative 2 would provide service to downtown transit hubs in Fond du Lac, Oshkosh, Appleton, and Green Bay. These connections would enable customers to easily transfer to local transit routes, or to bike or walk to their final destinations, reducing the need for other connecting transportation programs.

Proposed Alignment

Under Alternative 2, the Commuter Bus Service would provide bidirectional service between Fond du Lac and Green Bay, with mobility hub locations at existing or proposed downtown transit facilities in communities along I-41. Total one-way bus travel time for Alternative 2 is estimated at 2.5 hours, compared to approximately 1.75 hours by car.

The proposed alignment for Alternative 2 is shown in Figure 23.

Estimated Operating Costs

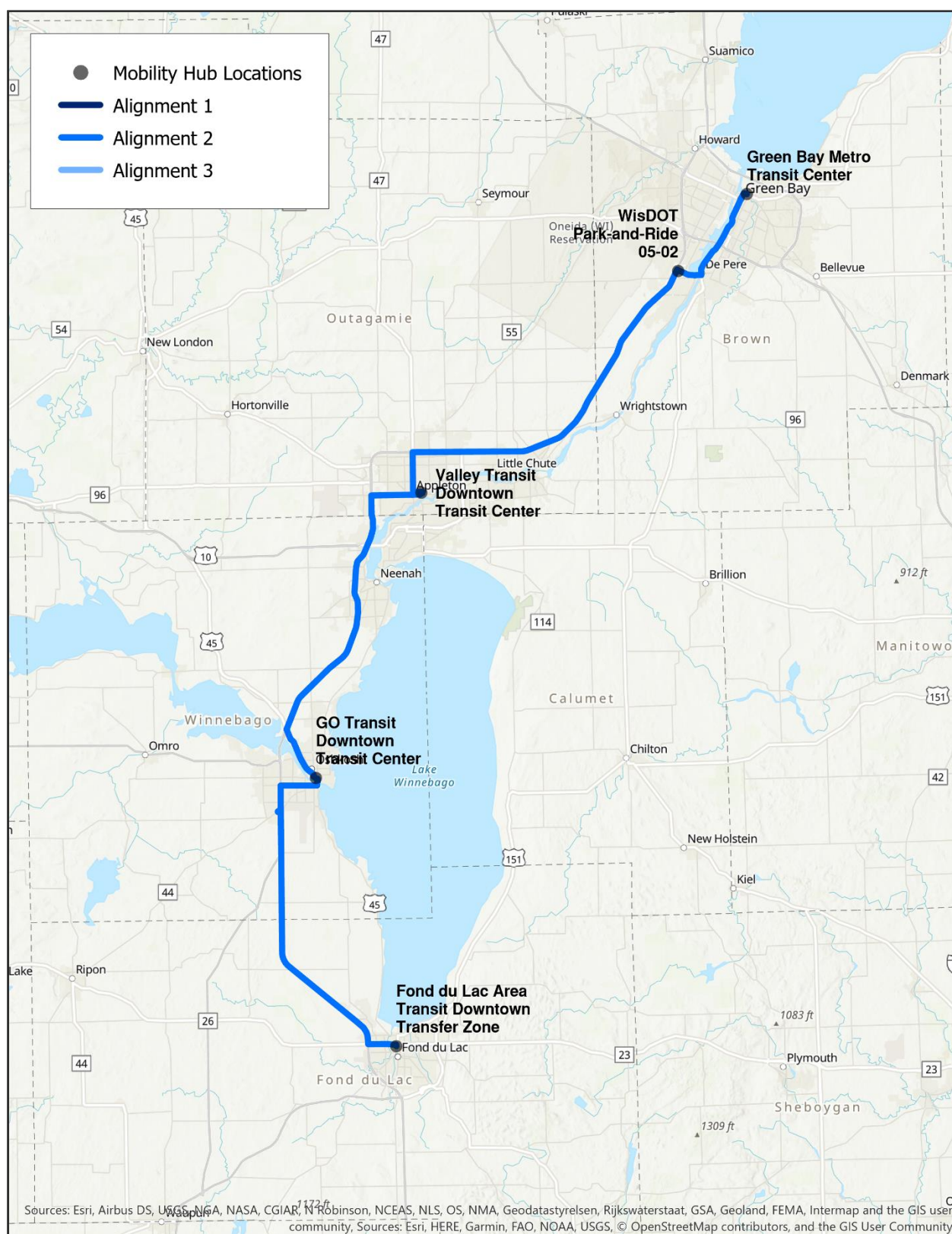
Estimated operating costs for Alternative 2 (assuming 10 one-way trips per day) are shown in Table 30 below.

Table 30: Estimated Operating Costs (Alternative 2)

Align- ment	Proposed Name	Service Day	One-Way Travel Time (Min)	Peak Vehicles Required	Round- trips Per Day	Revenue Hours Per Day	Annual Revenue Hours	Annual Operating Cost (Est.)
Altern- ative 2	Downtown- Focused Commuter Service	Weekday (255/yr.)	150	TBD	5.0	25.0	6,375	\$765,000
Altern- ative 2	Downtown- Focused Commuter Service	Saturday (52/yr.)	150	TBD	5.0	25.0	1,300	\$156,000

Note: Annual operating costs are calculated using an estimated cost per hour of \$120.

Figure 23: Proposed Alignment (Alternative 2)



Note: The estimated one-way travel time for Alternative 2 is 2.5 hours.

Proposed Mobility Hub Locations

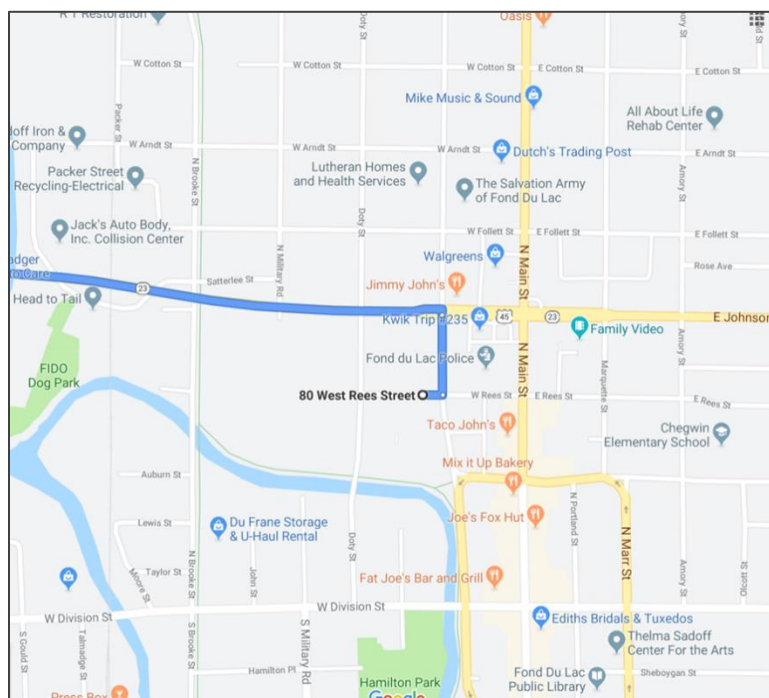
Fond du Lac (Downtown Transit Center)

Fond du Lac Area Transit currently operates using a transfer zone located at the intersection of Macy and Rees streets in downtown Fond du Lac. The site currently includes a large, well-lit shelter, benches, and bike racks, as well as signed curbside areas for all Fond du Lac Area Transit routes. Fond du Lac Area Transit has expressed interest in establishing a more permanent transfer facility (and has noted that the area behind the current shelter is a vacant field). This site would offer good connections to existing transit, as well as nearby businesses in downtown Fond du Lac.

Figure 24: Fond du Lac Mobility Hub (Alternative 2)



Figure 25: Fond du Lac Mobility Hub Locator Map (Alternative 2)



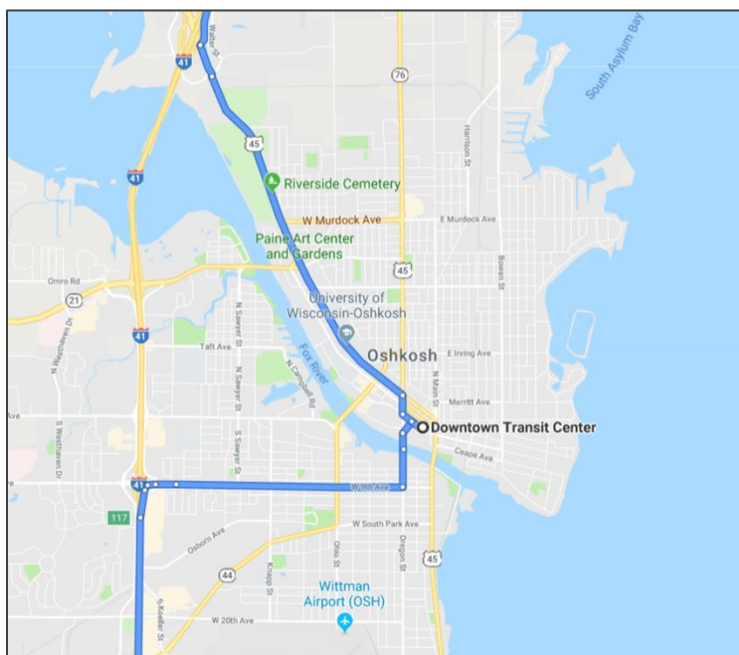
Oshkosh (Downtown Transit Center)

In Oshkosh, Alternative 2 would serve GO Transit's existing downtown transit center, located at 110 Pearl Ave. This facility features spacious heated shelters and two 200-foot boarding platforms, offering ample space for multiple buses to board and alight passengers simultaneously. GO Transit is interested in replacing this facility and has received a planning grant to explore potential alternate sites. In the meantime, stopping at the existing facility would enable easy access to Downtown Oshkosh, the University of Wisconsin-Oshkosh, and convenient transfers to local routes.

Figure 26: Oshkosh Mobility Hub (Alternative 2)



Figure 27: Oshkosh Mobility Hub Locator Map (Alternative 2)



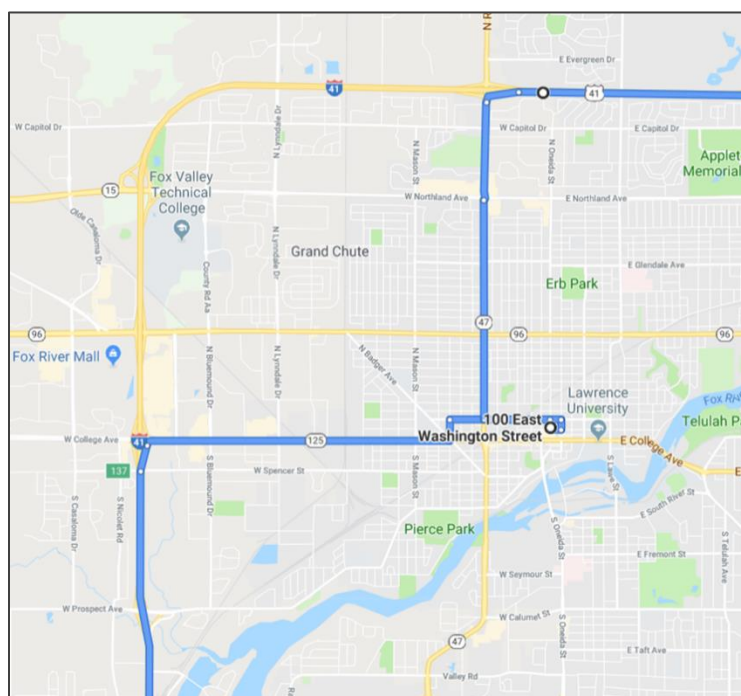
Appleton (Downtown Transit Center)

Valley Transit's downtown transfer center is currently served by Amtrak and other intercity providers. Commuter service could connect here with most Valley Transit local routes, or use Connector service to/from destinations outside the fixed-route service area. The location of the transit center provides convenient pedestrian and bicycle connections to nearby regional destinations, including downtown employers, convention center, and the Fox Cities Performing Arts Center.

Figure 28: Appleton/Fox Cities Mobility Hub (Alternative 2)



Figure 29: Appleton/Fox Cities Mobility Hub Locator Map (Alternative 2)



De Pere (I-41 & Main Ave.)

Same as Alternative 1.

Green Bay (Downtown Transit Center)

Same as Alternative 1.

Alternative 3: Hybrid Service to Neenah**Needs Addressed**

In the Existing Conditions Analysis, the City of Neenah was identified as an important center of population and employment in the I-41 Corridor. Located in the Appleton/Fox Cities urbanized area, Neenah is served by multiple Valley Transit routes, as well as GO Transit's Route 10. Based on multiple stakeholder conversations, Alignment 3 was developed as an option to provide direct service to downtown Neenah, which could potentially supplement or replace GO Transit Route 10.

Proposed Alignment

Under Alternative 3, the Commuter Bus Service would provide service to downtown transit centers, as well as other local stops in high-ridership locations. In order to facilitate first- and last-mile connections, Alternative 3 would deviate from the I-41 Corridor to serve specific employment centers, including downtown Neenah. Total one-way bus travel time for Alternative 2 is estimated at 2.75 hours, compared to approximately 2 hours by car.

The proposed alignment is for Alternative 3 is shown in Figure 30.

Estimated Operating Costs

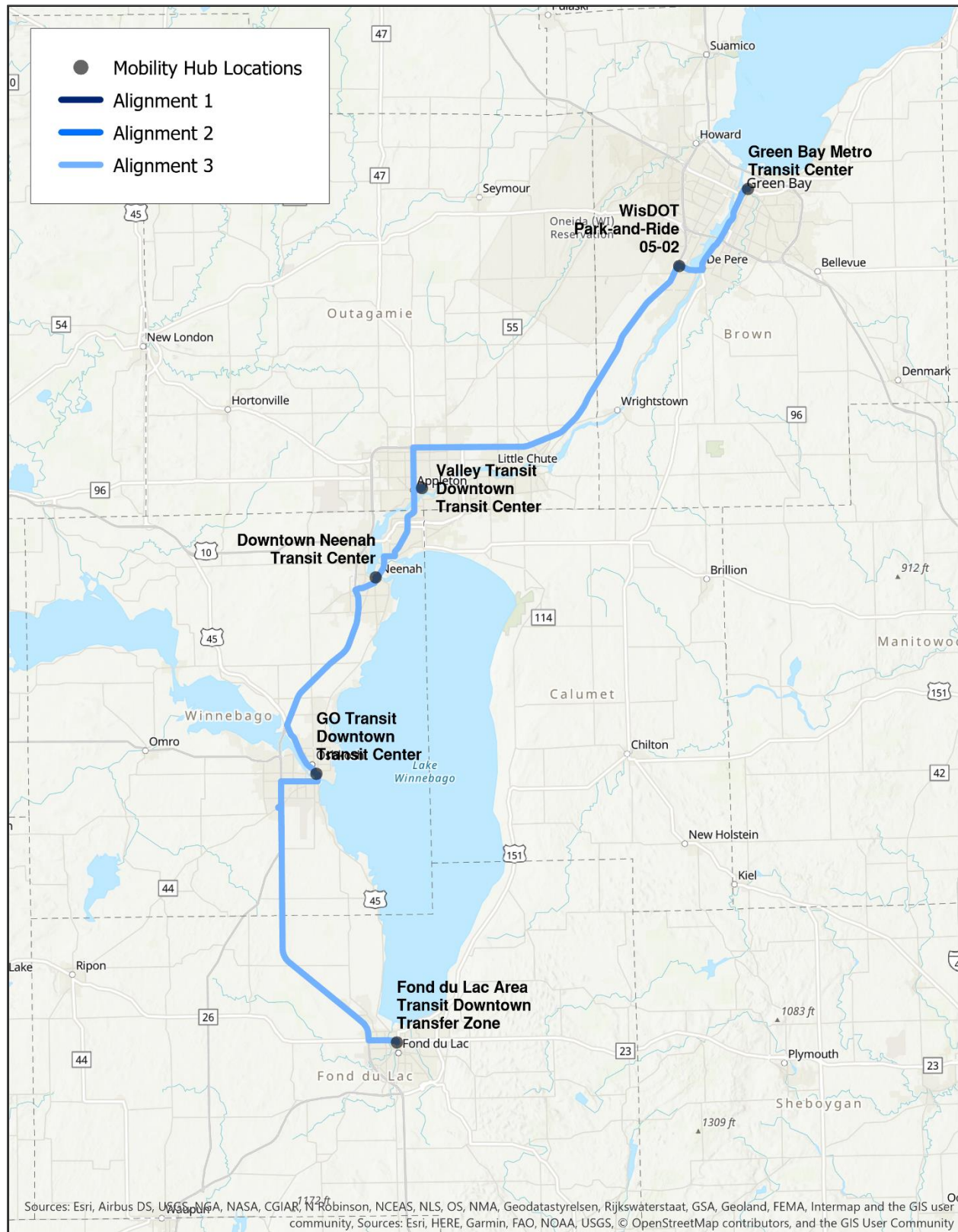
Estimated operating costs for Alternative 3 (assuming 10 one-way trips per day) are shown in Table 31 below.

Table 31: Estimated Operating Costs (Alternative 3)

Align- ment	Proposed Name	Service Day	One-Way Travel Time (Min)	Peak Vehicles Required	Round- trips Per Day	Revenue Hours Per Day	Annual Revenue Hours	Annual Operating Cost (Est.)
Altern- ative 3	Hybrid Service to Neenah	Weekday (255/yr.)	165	TBD	5.0	27.5	7,013	\$841,500
Altern- ative 3	Hybrid Service to Neenah	Saturday (52/yr.)	165	TBD	5.0	27.5	1,430	\$171,600

Note: Annual operating costs are calculated using an estimated cost per hour of \$120.

Figure 30: Proposed Alignment (Alternative 3)



Note: The estimated one-way travel time for Alternative 3 is 2.75 hours.

Proposed Mobility Hub Locations

Neenah (Downtown Transit Center)

The proposed mobility hub in Neenah would be located at the existing downtown transit center, which is served by Valley Transit (Routes 30, 31, 32, and 41) and GO Transit Route 10. This facility (shown in

Figure 31) currently consists of an enclosed, heated shelter and several on-street bus boarding areas. However, the City of Neenah is exploring a potential relocation of this transfer center, which could offer opportunities to enlarge or reconfigure the facility to suit future needs.

Figure 31: Neenah Mobility Hub (Alternative 3)

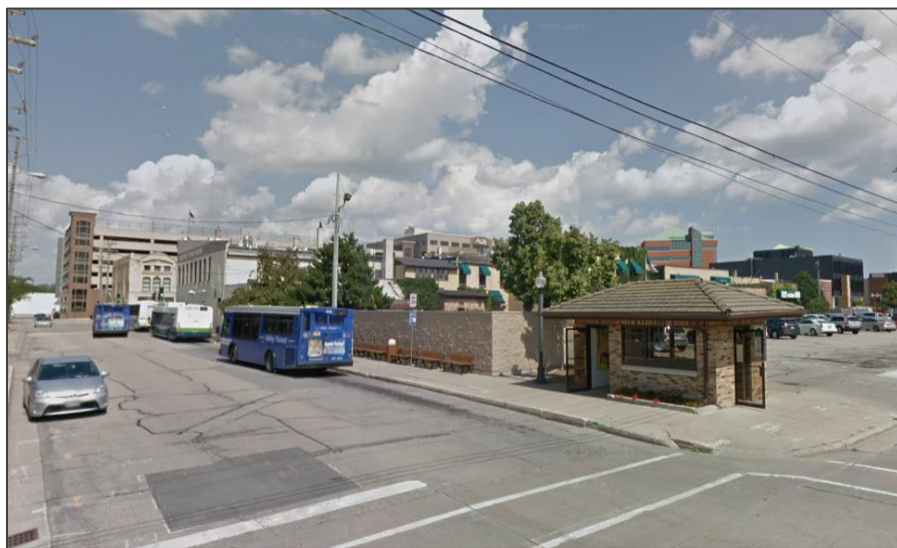
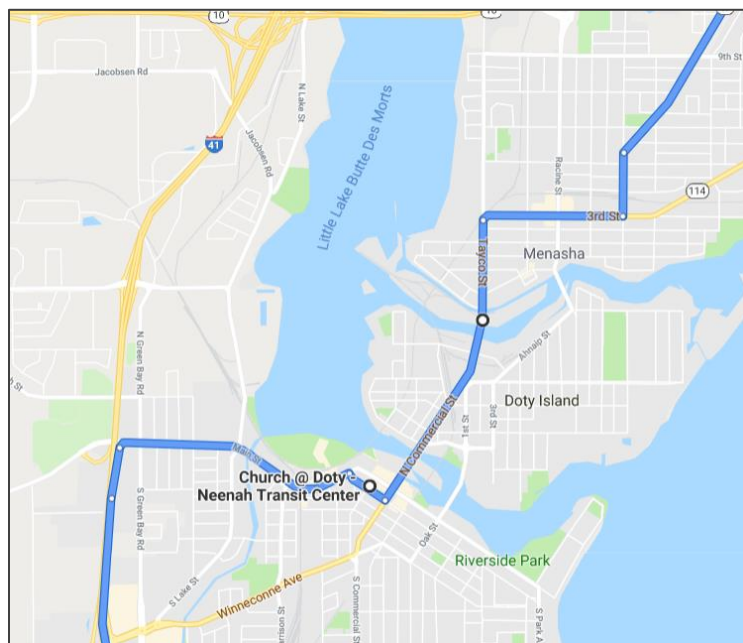


Figure 32: Neenah Mobility Hub Locator Map (Alternative 2)



Fond du Lac (Downtown Transit Center)

Same as Alternative 2.

Oshkosh (Downtown Transit Center)

Same as Alternative 2.

Appleton (Downtown Transit Center)

Same as Alternative 2.

De Pere (I-41 & Main Ave.)

Same as Alternative 1/Alternative 2.

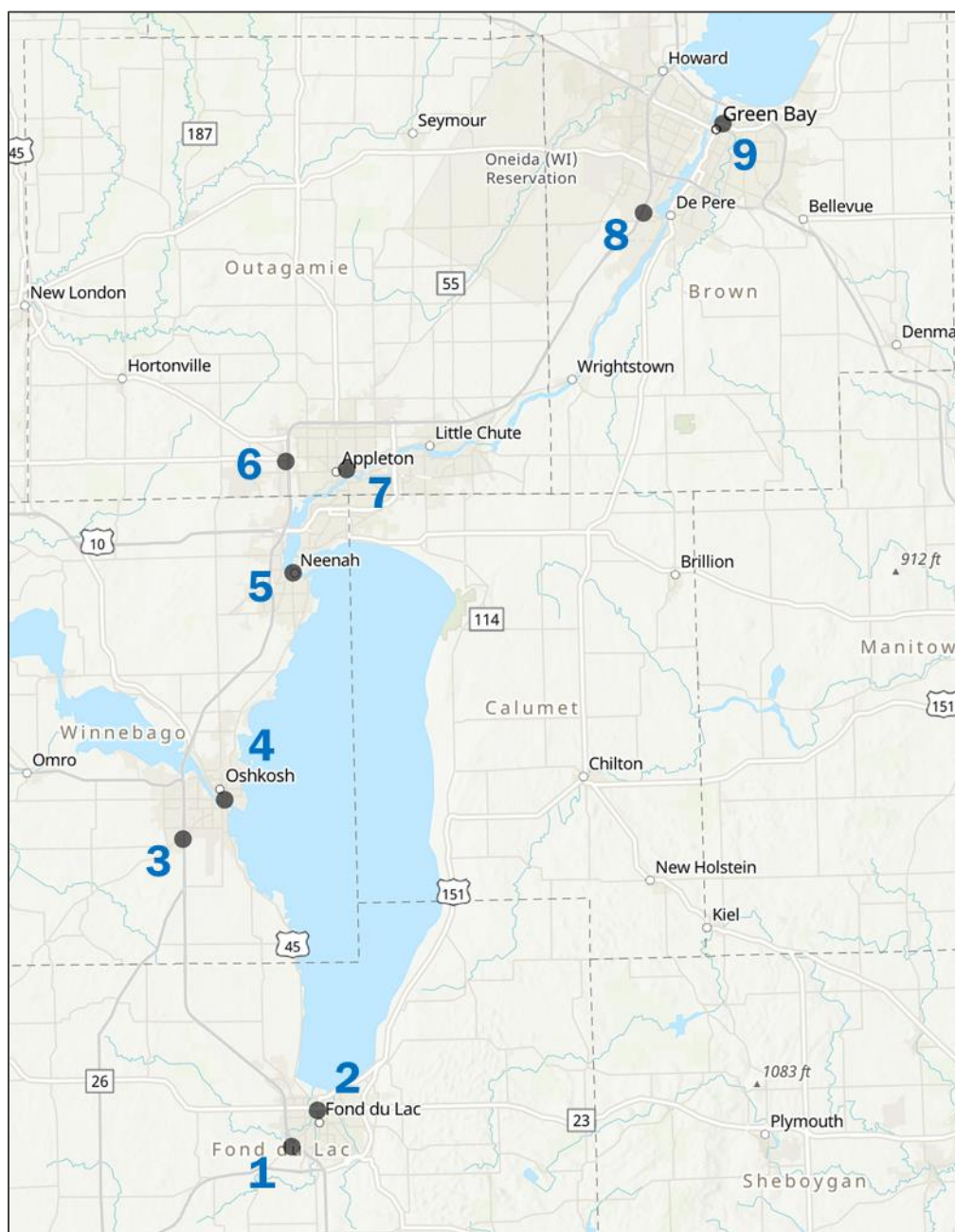
Green Bay (Downtown Transit Center)

Same as Alternative 1/Alternative 2.

Mobility Hub Locations

The potential mobility hub sites mentioned in the previous section are shown in **Error! Not a valid bookmark self-reference.** In order to compare the relative suitability of each location, all nine potential mobility hubs have been evaluated based on their proximity to the region's population and employment centers, as well as connections to existing transit routes and the characteristics of any existing facilities, if applicable. The results of this evaluation are shown in Table 32. Based on stakeholder feedback, an optional mobility hub site was added to serve the east side of the Fox Cities region (**Error! Not a valid bookmark self-reference.**, Table 33).

Figure 33: Summary of Potential Mobility Hub Locations



Summary of Mobility Hub Locations

Table 32: Summary of Mobility Hub Locations

Site #	Mobility Hub Location	Alignments Served	Population & Employment	Local Transit	Regional Transit	Bicycle Connections	Pedestrian Connections	Facility Needs
1	Fond du Lac (I-41 & Military Rd.)	1	Population <1mi: 1,323 Employment <1mi: 4,292	Fond du Lac Area Transit Route 50	Amtrak Thruway	None	None; connecting service required.	No facilities present. Bus shelter could be desirable.
2	Fond du Lac (Downtown Transit Center)	2, 3	Population <1mi: 14,674 Employment <1mi: 6,755	Fond du Lac Area Transit (All routes)	None	Proximity to local streets / Riverwalk Trail	Highly walkable	Possible relocation to new downtown transit center (long-term)
3	Oshkosh (I-41 & WIS 44 / WIS 91)	1	Population <1mi: 2,300 Employment <1mi: 6,748	GO Transit Route 9	None	None	None	No facilities present. Bus shelter could be desirable.
4	Oshkosh (Downtown Transit Center)	2, 3	Population <1mi: 17,787 Employment <1mi: 10,289	GO Transit (All routes except 4, 7, and 9)	None	Nearby on- street facilities	Highly walkable	Site selection study pending.
5	Neenah (Downtown Transit Center)	3	Population <1mi: 16,649 Employment <1mi: 9,305	Valley Transit (Routes 30, 31, 32) GO Transit Route 10	None	Nearby on- street facilities and trails	Highly walkable	City of Neenah exploring possible new site for transit center.
6	Appleton (Fox River Mall)	1	Population <1mi: 2,634	Valley Transit	None	Trail access	Limited	Coordinate with property owner and

Site #	Mobility Hub Location	Alignments Served	Population & Employment	Local Transit	Regional Transit	Bicycle Connections	Pedestrian Connections	Facility Needs
			Employment <1mi: 16,067	(Routes 12, 15, and 41)				Valley Transit for bus stop location.
7	Appleton (Downtown Transit Center)	2, 3	Population <1mi: 16,649 Employment <1mi: 15,331	Valley Transit (All routes except 31, 32, and 41)	Amtrak Thruway, Lamers Connect	On-street facility access	Highly walkable	Available space for on-street stop.
8	De Pere (I-41 & Main Ave.)	1, 2, 3	Population <1mi: 4,299 Employment <1mi: 7,361	Near Green Bay Metro (Route 17)	Amtrak Thruway	None	Limited	Shelter for commuter service and Amtrak Thruway may be desirable.
9	Green Bay (Downtown Transit Center)	1, 2, 3	Population <1mi: 11,225 Employment <1mi: 14,567	Green Bay Metro (All routes except 15, 16, 17, and 18)	Amtrak Thruway, Lamers, Indian Trails	Limited	Limited	Coordinate with Green Bay Metro for use of available bus bay.

Following the preliminary evaluation of potential mobility hub locations, stakeholders expressed interest in exploring an additional mobility hub site in the Appleton/Fox Cities region. This additional mobility hub site (described in Table 33) would be situated at an existing WisDOT park-and-ride lot in Little Chute, near Kaukauna and other Heart of the Valley communities. This site would add approximately 5 minutes in overall running time and could be implemented in combination with Alignment 1 (Expressway-Based Service).

Table 33: Proposed Additional Mobility Hub Site (Optional)

Site #	Mobility Hub Location	Alignments Served	Population & Employment	Local Transit	Regional Transit	Bicycle Connections	Pedestrian Connections	Facility Needs
10	WisDOT Park-and-Ride 44-01 Little Chute (I-41 & Freedom Rd.)	TBD	Population <1mi: 8,696 Employment <1mi: 341	Valley Transit Connector	None	None	None; Needs connection to sidewalk on Freedom Rd.	No facilities present. Bus shelter could be desirable.

Multimodal Connections

Local Transit Routes

Connections to local transit routes can enhance the feasibility of a commuter bus service by allowing customers to reach a broader variety of destinations without a car. The usefulness of such connections depends on several factors, including the frequency, proximity, and quality of local transit service, as well as the amenities available at transfer locations. Below is a description of existing local transit service available at potential mobility hub locations along the I-41 Corridor, as well as changes suggested to improve connections with the proposed Commuter Bus Service alternatives.

Fond du Lac Area Transit

Fond du Lac Area Transit operates fixed-route transit within the City of Fond du Lac and the Village of North Fond du Lac. Routes primarily operate in a 30-minute loop schedule, with a transfer zone located at Macy and Rees streets in downtown Fond du Lac. The agency provides paratransit service through an operating agreement with Fond du Lac County, as well as a shared-ride taxi program offering discounted rides to or from transit-accessible locations for customers outside the fixed-route service area.

- Under Alternative 1, the Commuter Bus Service would serve the current Amtrak Thruway bus stop at I-41 and Military Road in southwest Fond du Lac. This location is currently served by Fond du Lac Area Transit Route 50, which provides hourly service to and from downtown Fond du Lac, with 30-minute service during specific peak hours. This proposed stop is currently a temporary park-and-ride location, with no bus shelter, restrooms, or other amenities. It is envisioned that under Alternative 1, most customers using the Commuter Bus Service in Fond du Lac would drive to the bus stop.
- Under Alternatives 2 and 3, the Commuter Bus Service would serve Fond du Lac Area Transit's downtown transfer zone. This location provides connections to all of Fond du Lac Area Transit's fixed routes, which operate on an hourly basis for most of the day, with 30-minute peak service. These connections would allow transit riders throughout Fond du Lac to transfer to or from the Commuter Bus Service at a familiar transit center equipped with a shelter, benches, and access to other nearby destinations in downtown Fond du Lac. Under Alternatives 2 and 3, a greater percentage of customers would likely use transit to access the Commuter Bus Service.

Since both proposed mobility hub locations in Fond du Lac are served by existing fixed-route transit, no immediate changes to local routes are anticipated to be required for a successful implementation of the Commuter Bus Service. However, care can be taken in designing the Commuter Bus Service schedule to offer convenient transfers to local routes when possible.

GO Transit (Oshkosh)

GO Transit operates fixed-route transit in the City of Oshkosh, as well as Route 10, which travels to and from the City of Neenah and with funding support from Winnebago County. GO Transit also provides paratransit service, as well as Access to Jobs (ATJ), a demand-response taxi service that assists low-income individuals who both live and work in the City of Oshkosh. The majority of GO Transit's fixed routes operate every 30 minutes all day, with transfers available at the agency's downtown transit center and other select locations.

- Under Alternative 1, the Commuter Bus Service would serve WisDOT Park-and-Ride 70-01, an existing facility located in southwest Oshkosh near the interchange of I-41 and Wisconsin Route 44 / Route 91. This facility is currently served by GO Transit Route 9, a one-way loop route that serves neighborhoods and retail destinations on the west side of Oshkosh. Using existing transit routes, customers wishing to travel between the proposed mobility hub location and downtown Oshkosh would use Route 9 to travel north to the Oshkosh Walmart, where they could transfer to Route 6 for service to the downtown transit center.
- Under Alternatives 2 and 3, the Commuter Bus Service would directly serve GO Transit's downtown transit center, located at the intersection of Pearl Avenue and Market Street in downtown Oshkosh. This facility features large, enclosed shelters, as well as off-street bus bays for the majority of GO Transit's current fixed routes. The transit center is located in close proximity to business and commercial destinations in downtown Oshkosh and within a short bus ride from the University of Wisconsin – Oshkosh campus.

While both proposed mobility hub locations in Oshkosh are currently served by fixed-route buses, a mobility hub at WisDOT Park-and-Ride 70-01 would currently require customers to use two local buses to reach GO Transit's downtown transit center or other destinations in downtown Oshkosh. A more convenient solution for customers of the Commuter Bus Service would be to extend GO Transit's Route 8 from its current southwestern terminus at Koeller Street and Wisconsin 44 (just east of I-41) to the WisDOT park-and-ride. This would add approximately 1.2 miles and 5 minutes per trip, which could potentially be accommodated by streamlining the route elsewhere on its alignment. This change would provide frequent service (every 30 minutes) directly to downtown Oshkosh without the need for a transfer.

Valley Transit (Appleton/Fox Cities)

Valley Transit operates fixed-route transit in the City of Appleton, as well as in the surrounding Fox Cities communities of Buchanan, Fox Crossing, Grand Chute, Harrison, Kaukauna, Kimberly, Little Chute, Menasha, and Neenah. In addition to traditional bus service, Valley Transit also provides ADA paratransit service (Valley Transit II) and a first- and last-mile demand-response service (The Connector), as well as a free trolley in downtown Appleton. The majority of Valley Transit's current routes operate every 30 minutes during the weekday peak, with midday and evening service every 60 minutes.

- Under Alternative 1, the Commuter Bus Service would connect with Valley Transit at Fox River Mall, which functions as a transfer point for Route 12, Route 15, and Route 41. Route

12 is an hourly route with service to and from downtown Appleton via the city's northwest side, including Fox Valley Technical College (FVTC). Route 15 provides service to downtown via College Avenue and nearby commercial and industrial destinations. Route 41 provides service to and from downtown Neenah that roughly parallels I-41. Together, these routes offer strong regional connectivity, and combined with Valley Transit's Connector service, can allow Commuter Bus Service customers to access many of the Fox Cities region's jobs and amenities.

- Under Alternatives 2 and 3, the Commuter Bus Service would serve Valley Transit's existing downtown transit center. Located at 100 E. Washington in downtown Appleton, the transit center serves as a hub for the majority of Valley Transit's routes, offering robust transit access to destinations throughout the Fox Cities region. The transit center is directly adjacent to Appleton's City Center Plaza and is within easy walking distance of other downtown destinations, including the Fox Cities Performing Arts Center and Lawrence University.

Currently, both Fox River Mall and the Valley Transit downtown transit center offer strong connections to local bus routes throughout the Fox Cities. However, it should be noted that ECWRPC recently completed a Transit Development Plan (TDP) on behalf of Valley Transit. This plan calls for a variety of service improvements intended to streamline and speed up existing routes, as well as to offer additional frequency in high-ridership corridors. Improvements to Route 15 as part of this plan would streamline this route's alignment along College Avenue and increase frequency to every 30 minutes. By reducing the wait time and on-bus travel time for trips to and from downtown Appleton, this change would improve the viability of Fox River Mall as a hub for the Commuter Bus Service.

Green Bay Metro

Green Bay Metro operates fixed-route transit in the City of Green Bay and the surrounding communities of De Pere, Allouez, Ashwaubenon, and Bellevue. The agency directly operates 17 fixed bus routes, as well as ADA paratransit service. The majority of Green Bay Metro's fixed routes operate on hourly schedules, with some routes operating every 30 minutes on weekdays.

Under all alternatives, the Commuter Bus Service would stop in two locations in the Green Bay Metro service area:

- In De Pere, the Commuter Bus Service would serve the existing Amtrak Thruway stop at WisDOT Park-and-Ride 05-02 (near the intersection of I-41 and Main Avenue). This stop is not yet served by any local Green Bay Metro routes, but a bus shelter is slated for installation. Green Bay Metro's Route 17 currently stops within walking distance of the park-and-ride at Maine Avenue and 9th Street (approximately 0.3 miles away).
- In Green Bay, the Commuter Bus Service would terminate at Green Bay Metro's combined transit center and operations facility, located at 901 University Ave. This station currently serves as a hub for the majority of Green Bay Metro's local routes, as well as major intercity bus providers (Indian Trails and Jefferson Lines). This location is within walking distance or

a short bus ride from the commercial and government district of downtown Green Bay, as well as cultural amenities, nightlife destinations, and the Fox River Trail.

In order to improve the Commuter Bus Service's connectivity to the local transit network in Green Bay, it is recommended that Green Bay Metro extend the current Route 17 to serve WisDOT park-and-Ride 05-02 at 100 Lawrence Drive in De Pere. This deviation would add approximately 0.6 miles and 3-5 minutes per trip, which could either be absorbed into current schedules or offset by streamlining other parts of the route. This change would deliver direct, hourly transit service from the future mobility hub site, and could also improve access to the nearby Festival Foods location at 1001 Main Ave.

Bicycle and Pedestrian Infrastructure

As summarized in Table 4, there is a wide variation in the transit operating environments at each proposed hub location. Viable walking and rolling environments can reduce reliance on costly modes of connecting transit service by enabling “walk-up” trips to public transit. The following areas are where improvements to bicycle and pedestrian infrastructure are necessary components of the commuter service framework.

Suburban Fond du Lac

The Fond du Lac Amtrak Thruway stop – and most of its surrounding area – lacks sidewalks or bicycle facilities. CTH VVV (Rolling Meadows Drive) would be an ideal location for on-street transit facilities and stops. This roadway would provide the most direct link to the Wild Goose State Trail, which connects to bicycle facilities and improved streets within the City of Fond du Lac. Racks for bicycle parking would also be a beneficial addition to this stop location.

Suburban Oshkosh

Much of the area west of I-41 in Oshkosh lacks sidewalks and bicycle facilities, including the park-and-ride at I-41 and STH-44. As streets in this area are reconstructed, the addition of sidewalks, curb ramps, and multi-use paths that link transit to job centers would support the success of a commuter service.

Fox River Mall Area

The pedestrian environment in the Fox River Mall area is inconsistent. On the eastern periphery of the mall property there are multi-use trails that provide direct lines to places like Neuroscience Group Field (Timber Rattlers Venue), Fox Valley Technical College, West Spencer Street, and businesses on Olde Casaloma Drive. The western side of the mall property, however, lacks infrastructure for biking and walking and most points to the west will require local connecting transit service for safe transportation. As streets are developed and reconstructed in this part of the Appleton region, designs should consider accommodation and support of transit service with direct pedestrian routes.

De Pere

The I-41/Main Avenue interchange was recently reconstructed, and has direct sidewalk access. However, the land use patterns (large setbacks, gaps in the sidewalk network, large roundabouts,

roadways that do not follow a grid pattern, etc.) in this area do not offer direct pedestrian routes to many destinations. Also, there are no on or off-street bicycle facilities at this location. On or off-street bicycle facilities that improve connections to the transit hub would be beneficial here, as would bicycle storage facilities and passenger waiting facilities at this park-and-ride.

Downtown Green Bay

The Downtown Green Bay Mobility Hub is connected to public sidewalks, and most of downtown Green Bay is within a walk of less than 30 minutes. Bicycle infrastructure, however, is more limited. While there are bicycle racks and shared bicycles are often deployed at the Transit Center, there are no trails or bike lanes (protected or unprotected) connecting to the facility. University Avenue (STH 54) is also a four-lane roadway with passenger and freight vehicles that regularly travel at high speeds. The lack of these facilities may affect the viability of bicycles as a mode for people to begin or end their trips. The Transit Center is very close to the Fox River Trail network and on-street bicycle facilities on Dousman Street. Additionally, a planned extension to the East River Trail, per the City of Green Bay Comprehensive Plan (2003), would be an improvement for transit connections. Additions of trails connections or on-street bicycle facilities, and marketing activities associated with commuting via non-motorized transportation, would benefit a regional transit service.

Specialized Transportation Programs

Occasionally, certain destinations or residents may be located beyond the reach of the traditional fixed-route transit network. In these cases, many transit agencies provide specialized transportation programs to assist with first- and last-mile access, extend service coverage during overnight hours, and/or provide supplementary workforce-oriented transportation in partnership with employers. While these programs typically require a higher subsidy per trip than traditional fixed-route service, they can be used to deliver high-quality service for trips of great importance to the transit agencies and the communities they serve.

Demand-Response/Microtransit

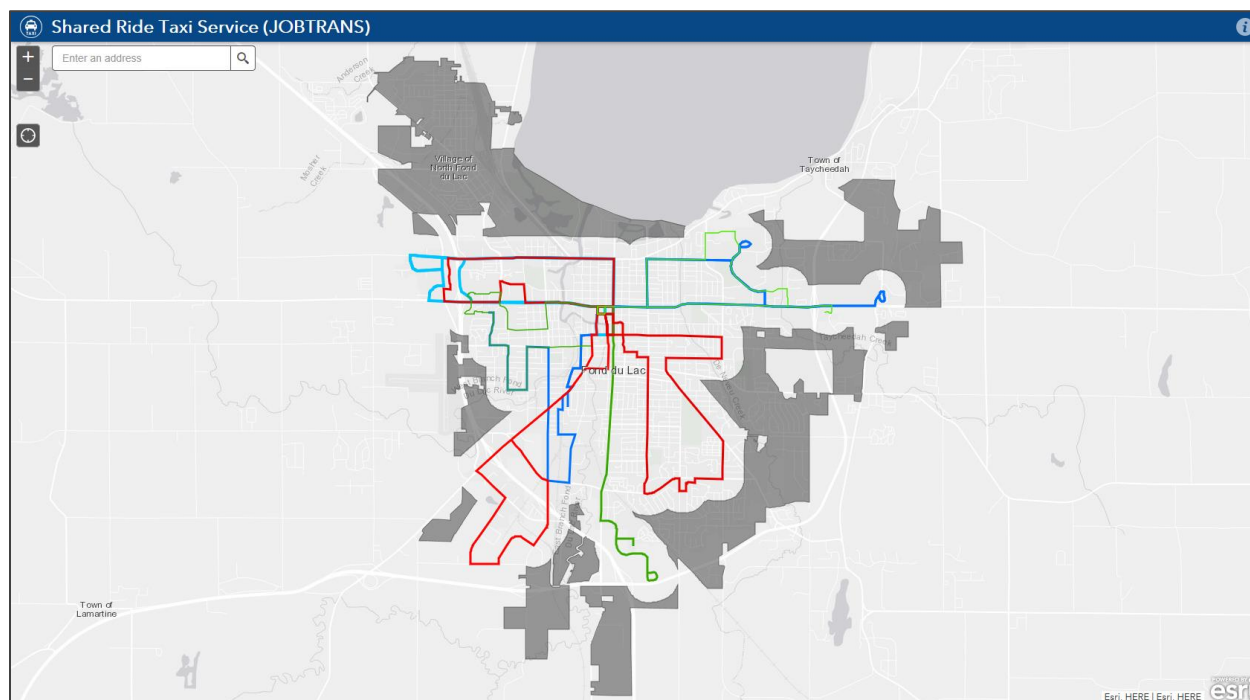
Within the I-41 Corridor, several transit agencies already offer programs that go above and beyond traditional fixed-route and ADA paratransit service. Among these are the following:

Fond du Lac Area Transit

In addition to fixed-route bus and ADA paratransit service, Fond du Lac Area Transit operates a Shared Ride Taxi (SRT) program to extend service coverage beyond the reach of fixed routes. Individuals wishing to travel to or from areas within the City of Fond du Lac or Village of North Fond du Lac that are more than $\frac{3}{4}$ -mile from a fixed route are eligible to reserve a Shared-Ride Taxi trip by calling Fond du Lac Area Transit by 4:30 p.m. the day before their trip. The standard fare for SRT trips is \$5.00 one way, discounted to \$4.25 for monthly pass holders and \$2.50 for seniors, young children, and customers with disabilities.

Fond du Lac's SRT service, previously known as JOBTRANS, is especially useful for customers who live or work near the edge of Fond du Lac Area Transit's service area. Compared to areas closer to downtown, these portions of the City of Fond du Lac and the Village of North Fond du Lac tend to be less walkable, with pedestrian barriers like highways, railroads, and non-contiguous sidewalks. The service is open to all members of the general public who need to travel between eligible locations, and is not dependent on eligibility requirements based on residency, income, or trip purpose.

Figure 34: Fond du Lac Area Transit Shared-Ride Taxi Service Area



GO Transit (Oshkosh)

In Oshkosh, GO Transit operates a specialized workforce transportation program called Access to Jobs (ATJ). According to GO Transit, “ATJ is a demand response cab ride for the purpose of going to and from work only. It is intended to assist low-income individuals with transportation needs related to employment. Income is a qualifying factor. The program is designed to allow low-income individuals to access their employment site, when the bus is not in service or does not provide reasonable access (walking distance from bus stop is not reasonable).”

In order to qualify for ATJ, applicants must both live and work within the City of Oshkosh, work full-time (at least 30 hours per week), be unable to travel to or from work via fixed-route buses, and have a household income that is at or below 200 percent of the federal poverty level. Applicants who are within the fixed-route service area but need to travel outside GO Transit's hours of operation are eligible for ATJ trips during those specific hours only.

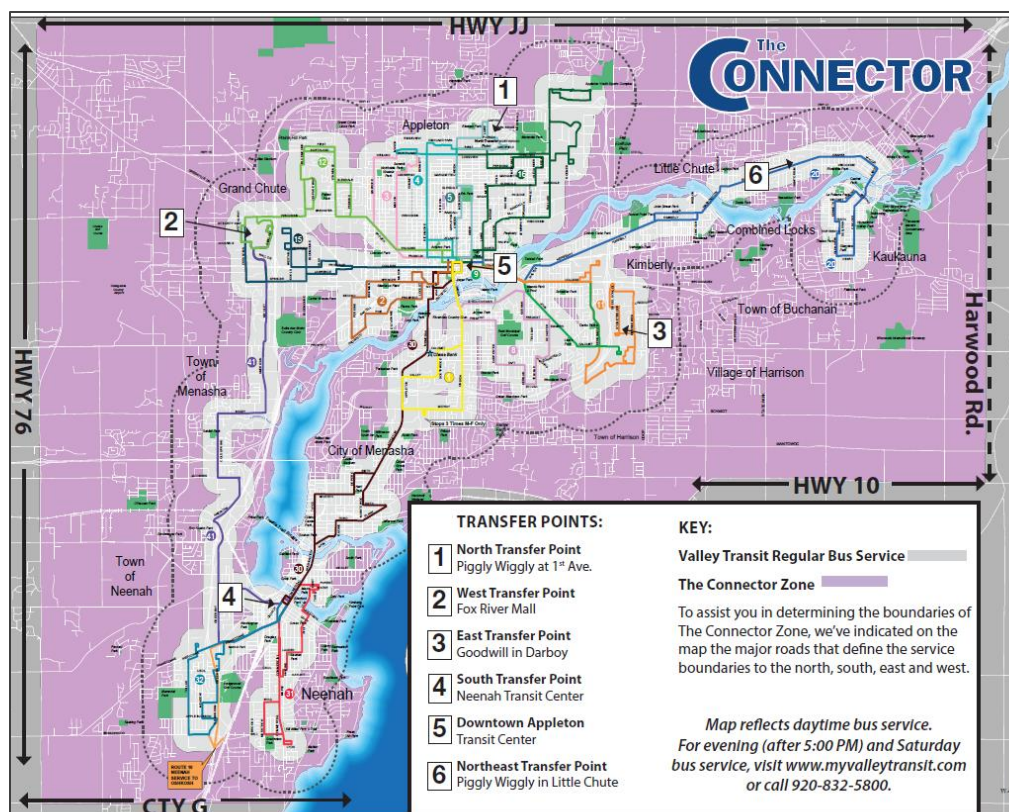
GO Transit operates ATJ under the umbrella of GO Plus, the agency's portfolio of paratransit programs. Trips are provided by Oshkosh City Cab and can be scheduled by riders on an individual or subscription basis.

Valley Transit (Appleton/Fox Cities)

In the Fox Cities region, Valley Transit operates a service called The Connector, which provides employment-focused demand-response trips for customers seeking to travel to destinations outside the fixed-route service area or during hours when fixed-route buses are not operating. During normal transit operating hours, this premium service enables riders to transfer from fixed-route buses to a Connector demand-response vehicle at any of six designated transfer points throughout the Valley Transit service area. For a \$4.00 fare, The Connector will provide a shared-ride trip to the rider's final destination within The Connector's operating zone. During hours when the normal Valley Transit routes are not operating (excluding midnight to 4 a.m.), riders can receive curb-to-curb service from their pickup to their destination for a higher fare of \$6.00.

Across Wisconsin, Valley Transit's Connector service is seen as a robust model for workforce-oriented demand-response service. It allows Valley Transit to extend the reach of transit coverage to areas that are not easily or efficiently served by fixed routes, while also offering a cost-efficient way to serve early-morning and late-night trips when fixed-route service is not warranted by demand. This service is supported by a public-private partnership with the United Way Fox Cities, with additional support provided by the Thrivent Financial Foundation, the Community Foundation for the Fox Valley Region, and Fox Communities Credit Union.

Figure 35: Valley Transit Connector Service Area



Green Bay Metro

Green Bay Metro does not currently operate demand-response programs other than paratransit.

Employer-Focused Transportation

In addition to demand-response programs, many transit agencies across the U.S. play a role in operating, subsidizing, coordinating, or otherwise facilitating transportation to or from large employers with specific transit needs. While many service models are available and in use, it is generally recommended that transit agencies regularly assess their investment in employer-focused transportation and encourage funding participation from the private sector.

Examples of employer-focused transit programs include the following:

- Vanpool programs
- Demand-response transportation programs (such as GO Transit Access to Jobs)
- Employer shuttle programs (Reduced-cost leases of agency-owned vehicles for operation by specific employers, community organizations, or transportation management associations)
- Employer shuttle routes (Dedicated first- and last-mile routes operated by a transit agency with funding support from businesses, developers, or transportation management organizations)
- Specialized trips or deviations on agency-operated fixed routes

In the I-41 Corridor, the implementation of a Commuter Bus Service could create new opportunities for public-private partnerships between local transit agencies and major employers. In each urban area (Fond du Lac, Oshkosh, Appleton/Fox Cities, and Green Bay), there are major corporations in the manufacturing, warehousing, and transportation sectors (as well as other industries) that are not located within easy reach of the existing fixed-route transit network. In some cases, these employers may be having difficulty finding qualified employees due to lack of transportation access.

In order to identify opportunities for new or more robust employer-focused transportation programs, transit agencies should consider the following actions:

- Create or maintain close relationships with area economic development organizations and employers, including by participating in regional discussions on workforce attraction and retention.
- Identify major employers within the community that are poorly served by transit, or where customers frequently request transit service.
- Engage these employers in determining the precise transit needs of employees, including shift times, geographic/residence location, and expected ridership.
- Based on the outcomes of the conversations above, identify and discuss appropriate service models for the needs of the employer(s) involved.
- Develop a contractual agreement that matches the strengths of the transit agency (operations, vehicle acquisition, technology, and in many cases, grant funding), with an appropriate level of private contribution. In general, transit services that are tailored to the needs of a specific employer should require a higher private contribution than those that benefit a wider segment of the region's population.

Transit Supportive Infrastructure

The success of a corridor-based commuter transit service that uses I-41 and its adjacent roadways will be enhanced by making investments in transit supportive infrastructure. Studies related to the reconstruction of I-41 between Grand Chute and De Pere are already underway, making this study and its recommendations timely.

Transit advantages are any infrastructure improvement that gives transit vehicles a speed or reliability advantage over general traffic and thereby make transit more attractive and competitive with the car. The following are examples of transit advantages that can be incorporated into the commuter bus study area:

Bus-Only Shoulder Lanes

Bus-only shoulder lanes are common in many urban areas that have significant commuter transit networks that rely on highway corridors, including Minneapolis-St. Paul, Seattle, and Chicago. These “lanes” allow buses to travel on the shoulders of congested freeways. Buses use regular highway lanes when traffic is free-flowing but shift to shoulders to bypass congestion, giving transit a clear

time advantage over general traffic. When roadways and structures are reconstructed or rehabilitated adding shoulder lanes that can accommodate transit vehicles during peak congestion can make travel time more reliable, and increase transit ridership by making it a more attractive mode. Bus-only shoulder lanes are typically build to a 10 foot width, and buses are typically only allowed to operate on them during congested times.

Figure 36: Bus-Only Shoulder Lane in Minneapolis, MN (Photo: Metro Transit)



Another advantage of bus-only shoulders, aside from enhancing transit speed and reliability, is that they are a good promotional tool for transit service as drivers see that transit is better able to bypass traffic congestion and offers a more reliable mode of transportation.

Slip Ramps and Ramp Meter Bypasses

Meters on freeway on-ramps are methods by which traffic congestion can be managed by controlling the flow of vehicles onto an arterial corridor. A transit advantage that can be applied to these treatments is a bypass lane that can be used by transit vehicles, enabling buses to avoid these congestion points. For a corridor-based transit service these lanes can save travel time by allowing buses to get back on route and to their next destination in a more efficient manner.

Figure 37: A Ramp Meter Bypass Lane in Minneapolis, MN



Another method of quickly and reliably getting transit vehicles onto roadway corridors is to build dedicated slip ramps for bus-only use. These ramps are commonly used at park-and-ride facilities adjacent to public right-of-way. Slip ramps enable transit vehicles to avoid congestion and signalized intersections that may cause delays and add running time – and therefore cost – to transit service.

Transit Signal Priority

Transit signal priority (TSP) deployment provides transit advantages by modifying traffic signal timing or phasing. A relatively unobtrusive tool, TSP can improve service reliability and reduce travel time, making transit more attractive. TSP enhancements allow communication between the transit vehicle and modern traffic signals, resulting in less time waiting and more time moving. This is often done using on-board AVL or GPS communicating with wayside signal hardware. TSP is used in communities throughout the United States and around the world – on mixed traffic streets and dedicated guideways.

TSP can be applied throughout a transit corridor, or at specific areas where signal delay and/or congestion is greatest. Moreover, there are many different TSP configurations and signal treatments that can be deployed depending on the situation and context. Common TSP treatments include extending a traffic signal green light phase or truncating a red light phase as the transit vehicle approaches, among several others. TSP should be deployed at intersections with a far-side bus stop or no stop.

Preliminary Evaluation of Alternatives

Preliminary Evaluation Matrix

In order to evaluate the differences between the three proposed service alternatives, a Preliminary Evaluation Matrix (Table 34) was created based on the goals and evaluation criteria delivered in Task 3: Statement of Needs, Goals, and Evaluation Criteria.

Table 34: Preliminary Evaluation Matrix and Ranking of Alternatives

Goal	Evaluation Criteria	Alternative 1: Expressway-Based Service	Alternative 2: Downtown-Focused Service	Alternative 3: Hybrid Service
1. Regional Accessibility	Access to Jobs (Jobs within 1 mile of a proposed mobility hub site)	Rank: 3 49,035 Jobs (2017 ACS data)	Rank: 2 54,303 Jobs (2017 ACS data)	Rank: 1 63,608 Jobs (2017 ACS data)
	Access to Transit (Population within 1 mile of a proposed mobility hub site)	Rank: 3 21,781 People (2017 ACS data)	Rank: 2 64,634 People (2017 ACS data)	Rank: 1 71,886 People (2017 ACS data)
	Access to Healthcare, Education & Entertainment	Rank: 3 Expressway-based service would connect I-41 Corridor cities and destinations, including Fox River Mall and Downtown Green Bay. Limited access to healthcare facilities and universities.	Rank: 2 Downtown-focused service would offer improved service to Fox Valley Technical College, UW-Oshkosh, and Lawrence University, as well as downtown medical facilities and cultural amenities.	Rank: 1 Hybrid service would offer comparable access to Alternative 2, with improved access to Thedacare Regional Medical Center and other destinations in downtown Neenah.
2. Convenience / Efficiency	Transit Travel Time	Rank: 1 Total one-way travel time: 120 minutes	Rank: 2 Total one-way travel time: 150 minutes	Rank: 3 Total one-way travel time: 165 minutes
	Safety & Congestion	Rank: 2 Each alignment would likely have a favorable impact on existing travel patterns and congestion, with the potential for additional improvement based on capital investment.	Rank: 2 Each alignment would likely have a favorable impact on existing travel patterns and congestion, with the potential for additional improvement based on capital investment.	Rank: 2 Each alignment would likely have a favorable impact on existing travel patterns and congestion, with the potential for additional improvement based on capital investment.

Goal	Evaluation Criteria	Alternative 1: Expressway-Based Service	Alternative 2: Downtown-Focused Service	Alternative 3: Hybrid Service
3. Affordability	Fare Comparison	Rank: 2 Under each alignment, fares would likely compare favorably with existing intercity bus transportation options.	Rank: 2 Under each alignment, fares would likely compare favorably with existing intercity bus transportation options.	Rank: 2 Under each alignment, fares would likely compare favorably with existing intercity bus transportation options.
4. Partnerships	Public-Private Coordination	Rank: 2 Each alignment would offer opportunities for multi-stakeholder partnerships, including with private partners.	Rank: 2 Each alignment would offer opportunities for multi-stakeholder partnerships, including with private partners.	Rank: 2 Each alignment would offer opportunities for multi-stakeholder partnerships, including with private partners.
5. Funding Sustainability	Multi-year Funding	Rank: 2 Regardless of alignment, the Commuter Bus Service would be designed to operate within the financial constraints of funding partners.	Rank: 2 Regardless of alignment, the Commuter Bus Service would be designed to operate within the financial constraints of funding partners.	Rank: 2 Regardless of alignment, the Commuter Bus Service would be designed to operate within the financial constraints of funding partners.
6. Leveraging Existing Resources	Connections to Existing Transp. Services/Modes	Rank: 3 Expressway-based service connects to Fond du Lac Area Transit Route 50, GO Transit Route 9, Valley Transit Routes 12, 15, and 41, and most Green Bay Metro routes.	Rank: 2 Downtown-focused service connects to all Fond du Lac Area Transit routes, most GO Transit routes, most Valley Transit routes, and most Green Bay Metro routes.	Rank: 1 Hybrid service connects to all Fond du Lac Area Transit routes, most GO Transit routes, all Valley Transit routes, and most Green Bay Metro routes.
7. Facilitating Future Development	Connections to Priority Development Sites (Data Source: New North)	Rank: 1 Expressway-based service offers best connections to available Gold Shovel development sites, including Greenville Tax Incremental District #1 and the Oshkosh Aviation Business Park.	Rank: 3 Downtown-focused service prioritizes transit access to existing downtown areas, which may offer opportunities for infill redevelopment or adaptive reuse.	Rank: 2 Hybrid service delivers transit access to additional downtown areas, which may offer opportunities for infill redevelopment or adaptive reuse.

Goal	Evaluation Criteria	Alternative 1: Expressway-Based Service	Alternative 2: Downtown-Focused Service	Alternative 3: Hybrid Service
8. Service Coordination	Supportive Policies; Governance; Communication	Rank: 1 Stakeholders, including area transit agencies, have advocated for a commuter service option that prioritizes fast travel times between I-41 Corridor cities, coordinating with local transit agencies and private partners for first- and last-mile transit access. Alternative 1 best reflects these priorities.	Rank: 2 Stakeholders, including area transit agencies, have advocated for a commuter service option that prioritizes fast travel times between I-41 Corridor cities, coordinating with local transit agencies and private partners for first- and last-mile transit access. Alternative 1 best reflects these priorities.	Rank:3 Stakeholders, including area transit agencies, have advocated for a commuter service option that prioritizes fast travel times between I-41 Corridor cities, coordinating with local transit agencies and private partners for first- and last-mile transit access. Alternative 1 best reflects these priorities.
Overall Rank	Sum of Rankings for Evaluation Criteria (Lower = Better)	Rank: 3 Total: 23	Rank: 2 Total: 22	Rank: 1 Total: 21

Preliminary Evaluation Summary

Based on a cumulative ranking of the evaluation criteria assessed above, the three proposed alignments for the Commuter Bus Service achieve very similar results, with each alternative separated by only one point. On measures of accessibility, Alternative 2 and Alternative 3 perform well given the proximity of proposed mobility hubs to downtown employment and population centers. However, as noted in Goal 8 (Service Coordination), the stakeholder transit agencies along the I-41 Corridor have expressed a desire for the Commuter Bus Service to prioritize fast, efficient service between cities, with local transit routes, demand-response service, bicycle and pedestrian improvements, and employer-supported transportation providing first- and last-mile access. Ultimately, the success of the Commuter Bus Service will depend on the degree of coordination and collaboration with local transit agencies, cities, and private partners. Chapter 4 (Peer Examples) and Chapter 6 (Action Plan) will discuss implementation and potential coordination activities in greater detail.

Chapter 4: Peer Examples

Throughout the Commuter Service Feasibility Study, the project team has sought to identify peer commuter bus service programs that can offer useful lessons for the implementation of service in Northeast Wisconsin. Key characteristics of successful peer services are included in this section.

Bustang (Colorado)

The Colorado Department of Transportation (CDOT) manages a statewide network of commuter and rural intercity bus routes branded as Bustang. Started in 2015, this program replaced earlier CDOT efforts to support intercity bus service and now offers eight routes across the state through contracts with ACE Express Coaches, Pueblo Senior Resource Development Agency (SRDA), the Southern Colorado Community Action Agency (SoCoCAA), and Alpine Express. Bustang served over 100,000 riders in its first year and has grown steadily to serve over 200,000 riders annually.¹

Service Characteristics

Bustang service currently consists of three core routes (North, South, and West), four rural Bustang Outrider routes, and one specialized commuter route serving the Denver Tech Center (DTC). These routes are shown in Table 35 and Figure 38 below.

Table 35: Bustang Routes (2019)

Route	Service Days	Weekday Frequency	Operator
North Line (Fort Collins – Denver)	Daily	8 roundtrips per day	ACE Express Coaches
West Line (Grand Junction – Denver)	Daily	4 roundtrips per day	ACE Express Coaches
South Line (Colorado Springs – Denver)	Daily	7 roundtrips per day	ACE Express Coaches
Denver Tech Center	Weekday	2 roundtrips per day (rush hour only)	ACE Express Coaches
Outrider (Lamar – Colorado Springs)	Weekday	1 roundtrip per day	Pueblo SRDA
Outrider (Alamosa – Pueblo)	Weekday	1 roundtrip per day	Pueblo SRDA
Outrider (Durango – Grand Junction)	Weekday	1 roundtrip per day	SoCoCAA
Outrider (Gunnison – Denver)	Weekday	1 roundtrip per day	Alpine Express

¹ Source: CDOT - https://leg.colorado.gov/sites/default/files/images/cdot_bustang_presentation.pdf.

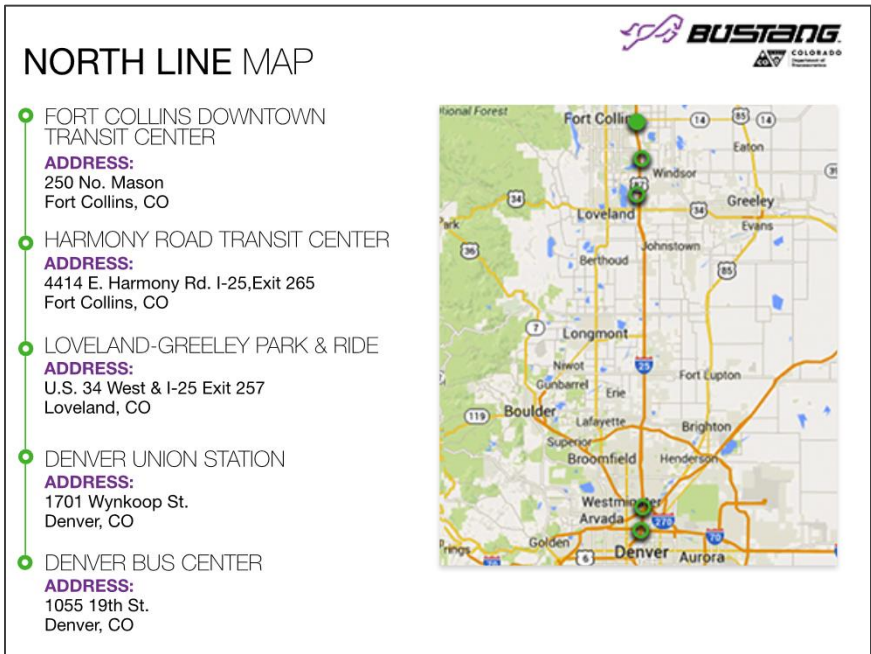
Figure 38: Bustang Route Map (2019)



Source: CDOT.

The Bustang North Line, with service from Fort Collins to Denver, provides eight roundtrips per day along a 60-mile corridor (Figure 39). The line’s five stations are located in close proximity to Interstate 25 and include a combination of downtown transit centers and highway-oriented park-and-ride stations. With overall travel times ranging from 1 hour 40 minutes (AM) to 1 hour 55 minutes (PM), the Bustang North Line offers operating characteristics similar to the I-41 Corridor.

Figure 39: Bustang North Line Map (2019)



Source: CDOT.

Fares, Branding and Technology

Investments in branding and technology have been important components of Bustang's success. CDOT's rollout included \$10.7 million in startup costs, including the acquisition of branded vehicles for the North, South, and West lines, as well as for the agency's website and marketing.

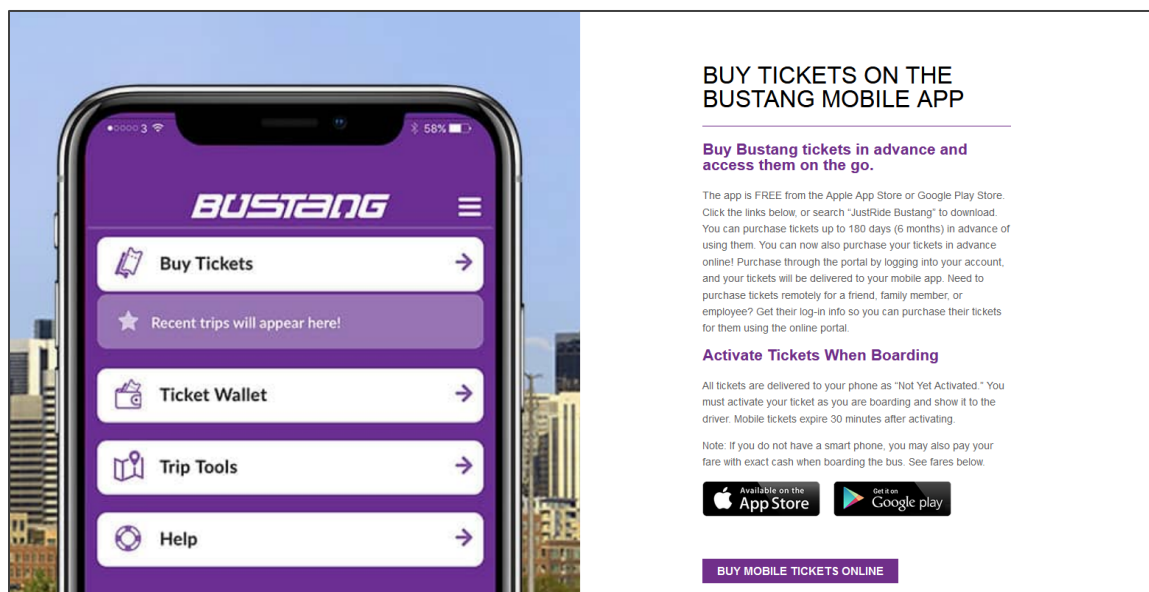
Figure 40: Bustang Branded Over-the-Road Coach



Source: CDOT.

Bustang's JustRide mobile payment platform, provided by the transit technology firm Masabi, launched in September 2017. According to Masabi, 66 percent of all Bustang customers were using the service's native Android and iOS apps by mid-2018.

Figure 41: Bustang Mobile App



Source: CDOT.

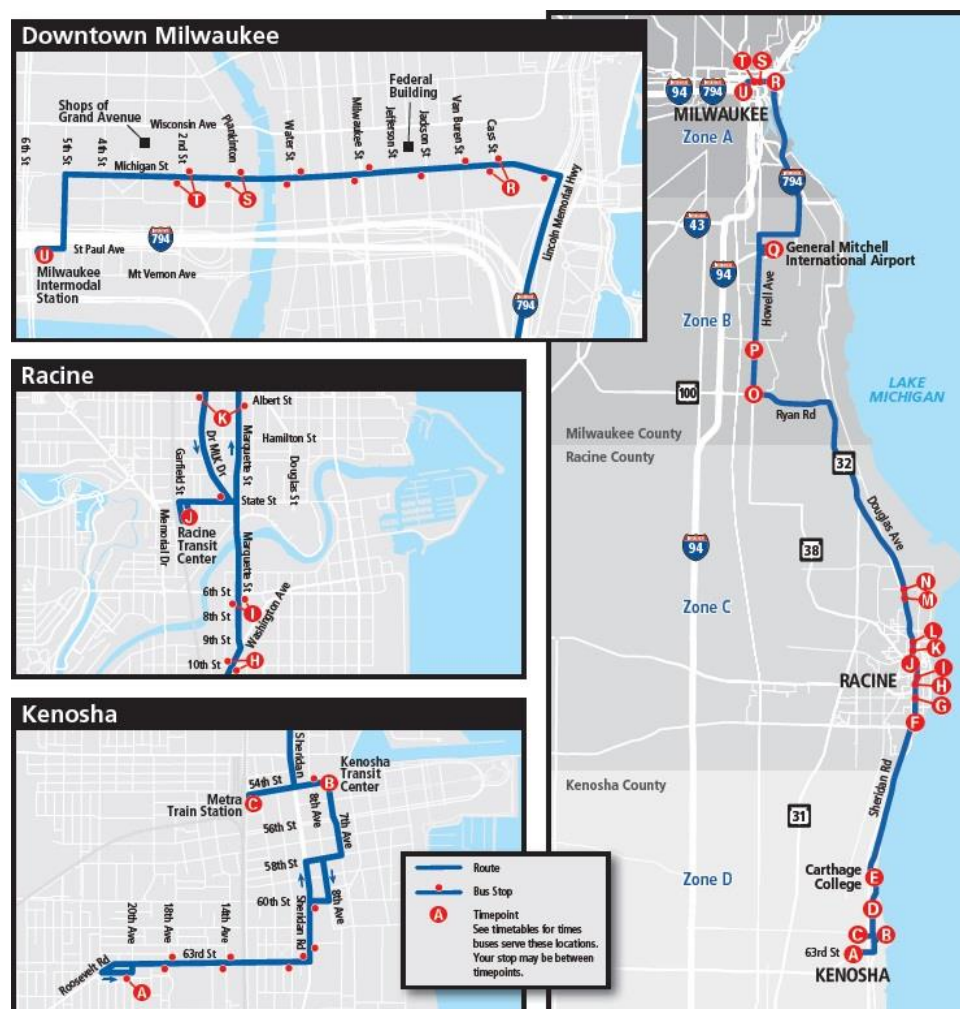
Kenosha-Racine-Milwaukee (KRM) Bus

In southeastern Wisconsin, the City of Racine serves as the funding recipient for a commuter bus route serving the cities of Kenosha, Racine, and Milwaukee. This service connects with Metra commuter rail in Kenosha, General Mitchell International Airport, and the Milwaukee Intermodal Station, and is operated by Coach USA under its Wisconsin Coach Lines subsidiary. Local funding is provided by Kenosha County, Racine County, and Milwaukee County under an intergovernmental agreement, with the Racine Transit System (RYDE) responsible for the contract with Coach USA.

Service Characteristics

Figure 42 shows the map of the Kenosha-Racine-Milwaukee commuter service, including local stops made along the route in addition to major transit centers. Coach USA currently manages ticketing through its own branded website, offering seven roundtrips per weekday, six on Saturdays, and four on Sundays and holidays.

Figure 42: Kenosha-Racine-Milwaukee Route Map



Source: Coach USA.

Fares, Branding, and Technology

Fares for the Kenosha-Racine-Milwaukee service range from \$2.25 to \$4.50 depending on the length of the trip, and 10-ride tickets are available at a 10 percent discount from the regular fare (Figure 43). Additionally, students with a valid college ID receive a discount of \$1.00 on all one-way fares. Tickets are available online through Coach USA’s website, where customers can also purchase tickets on other Coach USA routes in southeastern Wisconsin.

Figure 43: Kenosha-Racine-Milwaukee Fare Structure

Cash Fares				
	For travel within:			
	1 zone	2 zones	3 zones	4 zones
Zone A	↕	↕	↕	↕
Zone B	↕	↕↕	↕↕	↕
Zone C	↕	↕↕	↕↕	↕
Zone D	↕	↕↕	↕↕	↕
One-way fares:	\$2.25	\$2.50	\$3.50	\$4.50

Source: Coach USA.

The Kenosha-Racine-Milwaukee route operates using Coach USA-branded vehicles, as shown in Figure 44. While this approach allows RYDE and its county funding partners to use Coach USA’s existing charter fleet instead of purchasing dedicated vehicles, it may reduce the visibility of the Kenosha-Racine-Milwaukee route as a scheduled transit service that is open to the public.

Figure 44: Coach USA Branded Over-the-Road Coach



Source: Coach USA.

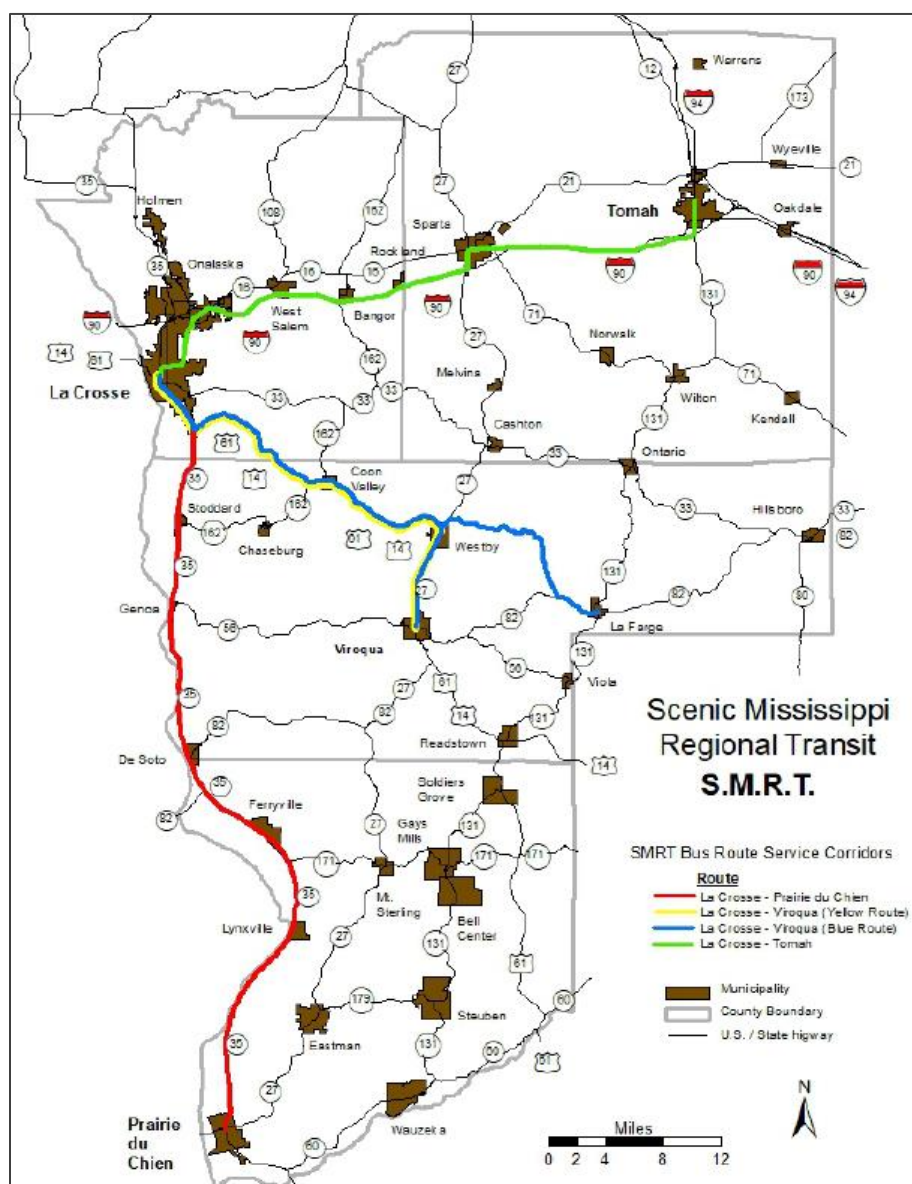
Scenic Mississippi Regional Transit (S.M.R.T.)

In Southwest Wisconsin, Scenic Mississippi Regional Transit (S.M.R.T.) operates four commuter bus routes connecting La Crosse, Vernon, and Crawford counties. Founded in 2013, S.M.R.T. receives local funding from public and private sources, including the FTA, the counties, cities, and villages served, as well as sponsorships by major private partners, including Walmart, Gunderson Health System, Vernon Memorial Healthcare, and Organic Valley.

Service Characteristics

S.M.R.T.'s fixed-route bus system is shown in Figure 45 below.

Figure 45: S.M.R.T. Route Map



Source: S.M.R.T.

S.M.R.T. service is designed to connect the smaller cities of Prairie du Chien, Tomah, and Viroqua to employment opportunities, government services, and healthcare in the City of La Crosse and throughout the region. Each route operates three to four roundtrips per day, with stops in smaller municipalities along each route on the way to or from La Crosse. Service is operated via a contract with Running, Inc., a private transportation provider.

Fares, Branding, and Technology

S.M.R.T. offers a flat one-way fare of \$3.00 per trip, enabling customers to make a roundtrip of any distance for \$6.00 per day. This fare is especially affordable compared to the cost of making longer trips via private automobile, with trips from Prairie du Chien to La Crosse estimated at approximately 60 miles. Discounted punch cards are available (\$30.00 value for \$25.00 cash, and \$60.00 value for \$50.00 cash), as are \$80.00 monthly passes. S.M.R.T. currently accepts fare payment via cash, pass, or punch-card only (no online or mobile payments are available).

S.M.R.T. is operated using a branded fleet of cutaway buses that are equipped with bicycle racks and wheelchair lifts, as shown in Figure 46 below.

Figure 46: S.M.R.T. Branded Cutaway Vehicle




Source: S.M.R.T.

YW Transit – YWCA JobRide (Madison, WI)

A comparable program that would be able to complement a commuter transit service in Northeast Wisconsin is the transportation service operated by the YWCA of Madison Wisconsin – YW Transit. YW Transit's JobRide service is designed to serve customers needing to travel to jobs at times and locations that fall outside of the scope of public transit in Madison, WI including nights, weekends, and holidays. The service operates 24 hours a day, every day of the year. YW JobRide operates on a subscription-based model, meaning that rides are pre-arranged and specific routes are developed. Ride priority and subsidized fares are provided to clients who are at or below 200% of the Federal Poverty Income Guidelines. Clients above the income guidelines also benefit from a subsidized rate of \$8/trip within the City of Madison, and \$12/trip outside of Madison, but within Dane County. YW Transit is also a partner of Madison Metro Transit as a provider in its Guaranteed Ride Home program, and they also contract with taxi providers for these trips.

Figure 47: YW JobRide Vehicle and Application Form



JOBRIDE APPLICATION

The service is full at this time. Please complete this application to be added to our waitlist. Completion of this application does NOT guarantee transportation. If you currently reside within a bus line and have access during service hours, we cannot accept your application for transportation. Our routes are pre-scheduled. Work days/times must be entered in order for your application to be considered. All information you provide is for eligibility and reporting purposes only.

Contact Information

* Name: First Last

* Email:

* Street Address:

Apt/Box/Unit/Suite:

* City/State/ZIP: City State ZIP

YW Transit is also a contracted service provider for various community organizations and provides group transportation at affordable rates. The services are funded through a combination of public and private grants, and passenger fares. Funding sources that support YW Transit include FTA Section 5310, 5311, and 5307 programs. The total operating budget for this service is approximately \$400,000 per year.

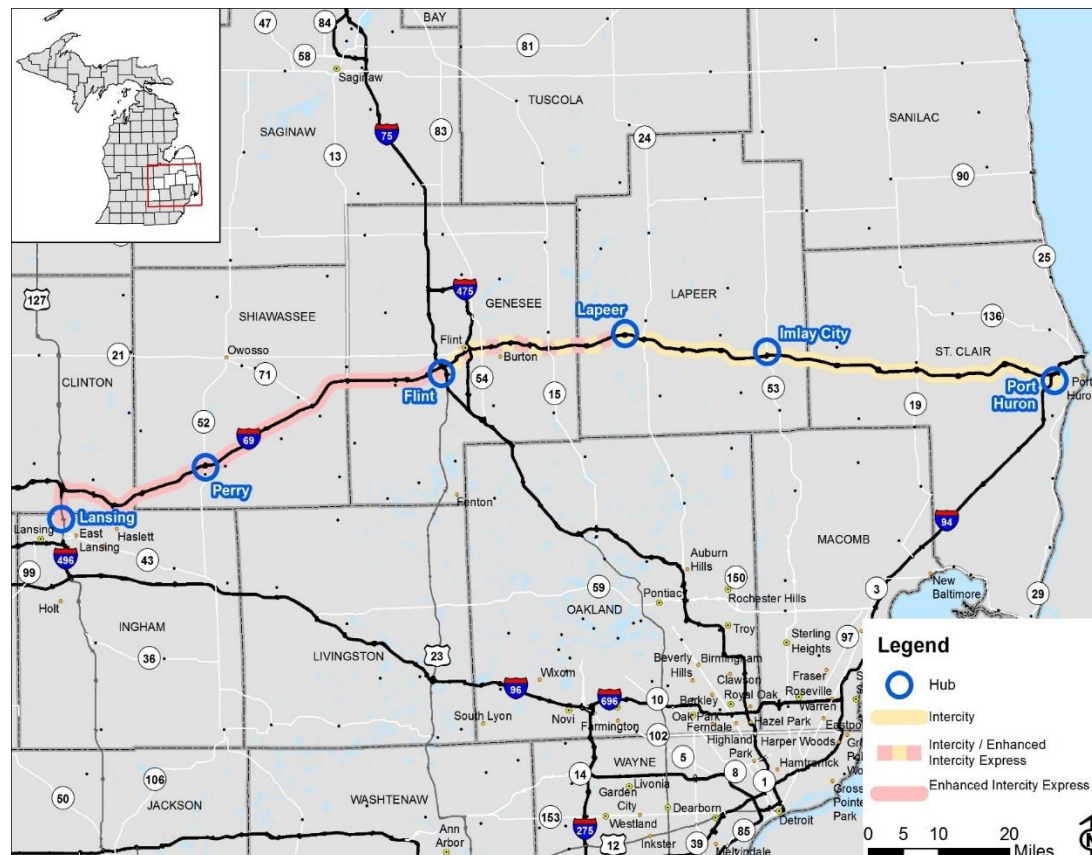
Mass Transportation Authority (MTA), Flint, MI

In 2017, MTA found itself in a position similar to many of the communities represented in the I-41 transit study. MTA offers a “Regional Route” service product that connects workers in the core of Flint with employment locations outside of the region, including rural areas and the northern suburbs of Detroit. MTA sought a better way to provide this service, while embarking on a coordinated effort along the I-69 corridor between Lansing and Port Huron.

This study identified several mobility hub locations on the I-69 corridor, and made recommendations for a framework of transit service that would effectively connect the transit providers in the region. In a similar manner to this study, outreach was conducted among regional stakeholders and data was collected on transit operations and journey-to-work trips. Some of the most promising recommendations from this study included the following items:

- Recommending the establishment of a mobility hub near the Flint Bishop Airport (on the I-69 Corridor) that would be served by fast, frequent, transit to the rest of the local MTA network.
- Utilizing the existing Lake Nepessing Park-and-Ride in Lapeer, MI as a mobility hub to create convenient connections to corridor-based transit service, and as a transfer point between MTA and Greater Lapeer Transit Authority.
- Funding partnerships with a regional employer to support expanded transit service.

Figure 48: I-69 Mobility Study Area



Chapter 5: Stakeholder Engagement

Project Steering Committee

Throughout the Commuter Service Feasibility, efforts have been made to engage relevant stakeholders from cities and counties along the I-41 Corridor. Members of the project steering committee are shown in Table 36 below.

Table 36: Steering Committee Members

Member Name	Title	Organization Represented	Geographic Area	Organization Type
Eric Fowle	Executive Director	ECWRPC	Regional	RPC/MPO
Tom Baron	Principal Planner	ECWRPC	Regional	RPC/MPO
Nick Musson	Associate Planner	ECWRPC	Regional	RPC/MPO
Kolin Erickson	Transportation Planner	ECWRPC	Regional	RPC/MPO
Melissa Kraemer	Principal Planner	ECWRPC	Regional	RPC/MPO
Matt Halada	Regional Liaison	WisDOT – NE	Regional	State DOT
Chris Chritton	Urban & Regional Planner	WisDOT	State	State DOT
Bill Van Lopik	Lead Organizer	ESTHER	Regional	Community Organizing
Lisa Conard	Senior Transportation Planner	Brown County/ Green Bay MPO	Brown County/ Green Bay region	MPO
Scott Powell	VP of Economic Development	Envision Fond du Lac	Fond du Lac	Economic Development
Jordan Skiff	Public Works Director	City of Fond du Lac	Fond du Lac	Municipal
Lynn Gilles	Transit Manager	Fond du Lac Area Transit	Fond du Lac	Municipal (Transit)
Dale Walker	Services	Fox Valley Technical College	Multi-County	Higher Education
Kara Homan	Planning Director	Outagamie County	Outagamie County	County
Peter Thillman	VP of Economic Development	Fox Cities Regional Partnership	Appleton/Fox Cities Region	Economic Development
Ron McDonald	Transit Manager	Valley Transit	Appleton/Fox Cities Region	Municipal (Transit)
Jason White	Chief Executive Officer	GO EDC	Oshkosh Region	Economic Development
Jim Collins	Transportation Director	GO Transit	Oshkosh Region	Municipal (Transit)

Targeted Engagement Meetings

Individual stakeholder engagement discussions were held with the following organizations:

- Bay-Lake RPC
- New North, Inc.
- Green Bay Metro
- Greater Oshkosh Economic Development Commission (GO EDC)
- Fond du Lac Area Transit

Stakeholder Engagement Themes

General themes from stakeholder engagement conversations included the following:

- In some I-41 Corridor cities, employment is growing, but population is not; these patterns result in an increasing need to import workers and improve the reliability and dependability of the existing workforce. Transportation can be a factor for both recruitment and retention.
- Employers report that it is easier to attract millennial workers to cities with effective transit and other multimodal options.
- For workers without cars, transportation access can determine the employment opportunities available.
- For workers commuting between cities, travel time is an important consideration.
- In many parts of the I-41 Corridor, employment growth is occurring in large industrial parks near the interstate.
- Development patterns have generally shifted from industrial and warehouses in urban downtowns toward larger facilities on the urban fringe. In many cases, these facilities are more difficult to serve via local transit routes.
- There is interest among Brown County leaders in developing autonomous vehicle shuttles or other technology-enabled transportation programs to improve access to UWGB, the Lambeau Field/Titletown area, and other important destinations in the region.

Chapter 6: Action Plan

The following Action Plan outlines specific steps that ECWRPC and other stakeholders can take to work toward the development and implementation of the proposed Commuter Bus Service.

Step 1: Establish Ongoing Coordination

In order to continue the progress made under the Commuter Service Feasibility Study, it is recommended that ECWRPC convene an ongoing working group or regional coordinating committee to meet quarterly and work to advance the project. This committee should include all members of the project Steering Committee who would like to participate, as well as additional public-sector and private-sector stakeholders from throughout the I-41 Corridor. A particular effort should be made to engage potential champions and/or funding partners, including WisDOT, area counties and transit agencies, and regional economic development organizations, including New North, Inc., Fox Cities Regional Partnership, GO EDC, and Envision Fond du Lac. In addition, the Bay-Lake Regional Planning Commission and Brown County MPO should be involved to ensure equal representation for areas not under ECWRPC's planning jurisdiction.

Responsibilities of the I-41 Corridor Transit Working Group could include the following:

- Meeting on a quarterly basis to share project updates;
- Coordinating regular marketing and promotion activities;
- Recruiting public and private funding partners;
- Establishing a governance structure for the proposed service;
- Measuring progress before, during, and after implementation; and
- Recommending future service changes or expansion as needed.

Step 2: Identify Lead Agency/Governance Structure

In order to implement the proposed Commuter Bus Service, stakeholders will need to identify a lead agency to manage the pursuit of federal and state grant assistance. As noted throughout the Commuter Service Feasibility Study, since the creation of Regional Transit Authorities (RTAs) or other local funding mechanisms has yet to be enabled by statewide legislation in Wisconsin, another funding and governance arrangement will be necessary. This could take the form of a Multi-County Transit Commission, a common transit governance structure in Wisconsin. Authorized by Wis. Stat. 59.58, single counties or groups of counties are permitted to form transit commissions, with structure and responsibilities as follows:

- A county may establish, maintain, and operate a unified transportation system, the majority of which is located within the county, or the service is supplied to people who reside within the county. The primary purpose of the transportation system is to move people and freight.

- “Comprehensive unified local transportation system” is defined as “motor bus lines and any other local public transportation facilities” where the majority is located within the county.
- The commission shall consist of not less than seven members to be appointed by the county board, one of whom shall be designated chairperson, except that in a county having a county executive, the executive shall make the appointments. Appointees will serve staggered three-year terms.
- The commission may appoint a secretary and employ such accountants, engineers, experts, inspectors, clerks and other employees, along with materials that to enable it properly to perform its duties and exercise its powers.
- County Transit Commissions are subject to public meeting requirements typical of other county-level committees in the State of Wisconsin.
- A County Transit Commission may enter into an intergovernmental agreement to provide transportation services (per Wis. Stat. 66.0301) and receive financial support from public and private organizations.
- In lieu of providing transportation services, a county may contract with a private organization for the services.
- The statute outlines the process by which a county can purchase a transportation system – referencing when it was common for public agencies to acquire the operations and assets of private transportation systems.

A County Transit Commission is typically the designated recipient of WisDOT funding – for public or specialized transit – and would serve as a centralized governing body influencing decisions related to these program dollars. The County Transit Commission would ultimately oversee any procurement or intergovernmental agreement associated with providing transit service.

It is recommended that ECWRPC lead in-depth conversation with area counties, cities, and transit agencies to determine the governance structure for the Commuter Bus Service. Important topics for discussion include sources of local match funding, as well as identifying an appropriate transit operator (either an existing agency or a contract provider). These conversations will, to a large degree, determine the timeline, cost, and funding structure for the Commuter Bus Service and associated improvements.

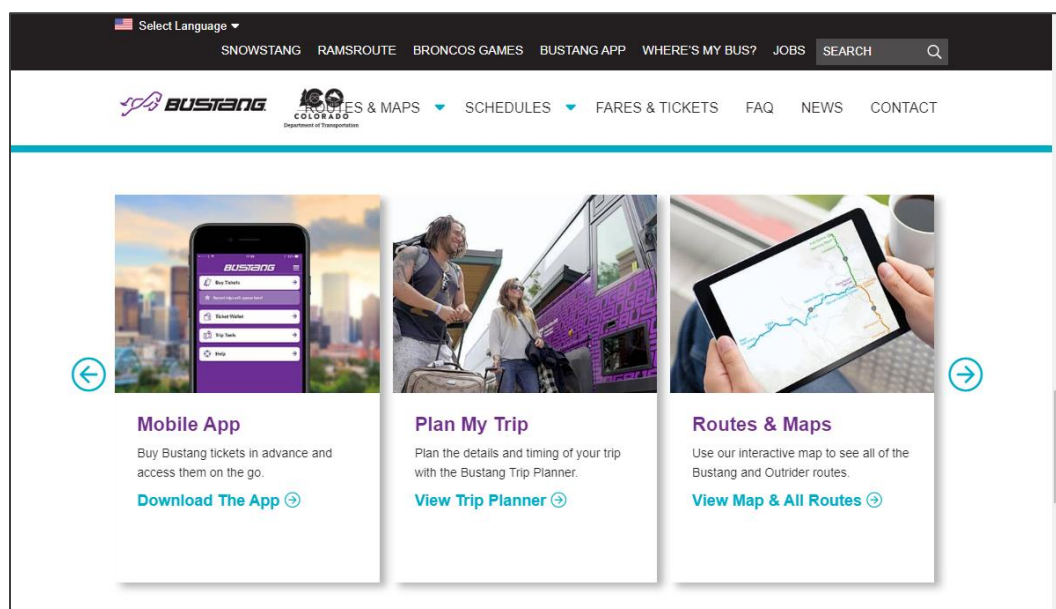
Step 3: Promote Proposed Service

As a component of the ongoing working group, ECWRPC and other participating organizations should develop a consistent approach to conduct marketing and outreach activities for the proposed Commuter Bus Service. Suggested activities include the following:

- Using the Commuter Service Feasibility Study and related materials to raise awareness of travel needs and opportunities in the I-41 Corridor;
- Identifying major businesses, educational institutions, and human service organizations that can serve as champions of the effort;
- Participating in public events, meetings, and other regional planning efforts; and
- Promoting the Commuter Bus Service to communities, residents, and political leaders.

Important to the overall marketing of the Commuter Bus Service will be a consistent branding approach across all media and forums used to communicate with stakeholders and potential customers. Prior to implementation, it is recommended that the lead agency for the Commuter Bus Service contract with a marketing and communications provider to develop a name, logo and marketing materials, a modern, customer-friendly website, and branded bus wraps for the designated bus fleet. Colorado's Bustang system is an excellent example of consistent branding, and could be used a model for the Commuter Bus Service. Select Bustang branding examples are shown in Figure 49: Bustang Website (2019) Figure 49 and Figure 50 below.

Figure 49: Bustang Website (2019)



Source: CDOT.

Figure 50: Bustang Branded Vehicle (Rendering)



Source: CDOT.

Step 4: Seek Funding

In order to establish the proposed Commuter Bus Service, stakeholders (including the lead agency) will need to seek startup funding, as well as funding to support ongoing operations. Both startup and operations costs will depend on the service delivery model that is pursued. Estimated startup costs and annual operations costs are shown in Table 37 and

Table 38, along with potential funding sources and local match requirements.

Table 37: Estimated Startup Costs

Funding Category	Available Funding Sources	Estimated Funding Need	Estimated Local Match
Vehicles	FTA Sec. 5339: Bus and Bus Facilities (Formula funding and/or competitive grants)	Over-the-Road Coach: 4 vehicles @ \$650,000 (\$2.6 million total) Cutaway Bus: 4 vehicles @ \$150,000 (\$600k total)	Over-the-Road Coach: 20% (\$520,000) Cutaway Bus: 20% (\$120,000)
Facility Improvements	FTA Sec. 5339: Bus and Bus Facilities (Formula funding and/or competitive grants) FTA Sec. 5310: Enhanced Mobility of Seniors & Individuals with Disabilities (For accessibility improvements)	Fond du Lac: \$50,000 New bus platform and shelter at or near current Amtrak Thruway stop	20% - 100% (\$10,000 - \$50,000)
		Oshkosh: \$40,000 New bus shelter and sidewalk at existing WisDOT park-and-ride	20% - 100% (\$8,000 - \$40,000)
		Appleton/Fox Cities: No improvements needed	\$0
		De Pere/Green Bay: No improvements needed	\$0
Branding, Marketing, and Technology	Local Funds	\$100,000 (Website, Mobile App, and Advertising)	\$100,000

Table 38: Estimated Annual Operating Costs

Funding Category	Available Funding Sources	Estimated Funding Need	Estimated Local Match
Annual Operations Funding (Commuter Bus)	FTA Sec. 5307: Urbanized Area Formula Grants FTA Sec. 5311(f): Intercity Bus Program State of Wisconsin 85.20: State Urban Mass Transit Operating Assistance	\$736,800 - \$1,013,100*	50% (\$368,400 - \$506,550)
Branding, Marketing, and Technology	Local Funds	\$100,000 (Website, Mobile App, and Advertising; 1 part-time employee)	\$100,000
Annual Operations Funding (Demand-Response Programs)	FTA Sec. 5307: Urbanized Area Formula Grants FTA Sec. 5310: Enhanced Mobility of Seniors & Individuals with Disabilities FTA Sec. 5311: Formula Grants for Rural Areas FTA Competitive Grant Programs: Mobility for All Pilot (FY2020); Integrated Mobility Innovation (FY2019); Mobility On Demand Sandbox (FY2016)	\$612,000** (estimated cost of 2 demand-response service areas)	20% (\$122,400)

* Estimated annual operations expenses for the Commuter Bus Service is based on 5 roundtrips per day, 255 weekday and 52 Saturday service days per year, and a fully allocated cost per hour of \$120. Range of funding needs depends on length of route alignment selected.

** Estimated annual operations expenses for each Demand Response Service Area are based on 15 hours of service per day, 255 service days per year, and a fully allocated cost per hour of \$80.

Step 5: Implement Service

Based on the evaluation of market demand, existing transit options, and peer commuter bus services, it is recommended that the proposed I-41 Corridor Commuter Bus Service be implemented via an operating contract with a private transportation provider, similar to the current arrangements for the Kenosha-Racine-Wisconsin (KRM) and Scenic Mississippi Regional Transit (S.M.R.T.) services. It is recommended that either a Multi-County Transit Commission or single transit agency (such as Valley Transit) serve as the designated grant recipient for the service, with additional local funding support provided by other participating cities, counties, and/or private partners. Potential operating contractors could include traditional intercity bus providers, such as Lamers, Jefferson Lines, or Coach USA, as well as private companies currently involved in other aspects of public transportation (such as Running, Inc.)

Following the implementation of service, it is recommended that ECWRPC, the I-41 Corridor Transit Working Group, and other stakeholders continue to monitor the performance of the Commuter Bus Service and recommend changes or expansion as needed. Ongoing coordination with area transit agencies and mobility managers will assist project stakeholders in maintaining and improving connections between the Commuter Bus Service and other local programs, further strengthening the region's inter-agency transit network. The following outlines immediate next steps to make progress on implementing service.

Regularly Convene Steering Committee

Forming a Technical Advisory Committee comprised of Steering Committee Members to advance the implementation of the commuter transit framework. Having representation from the business community, transit agencies, regional planning organizations, social services, and community leaders will ensure that the conversation about improving connections to jobs will continue. Multiple local transit plans have identified regional gaps in service that will require collaboration across municipal boundaries to address. Moreover, the broader the coalition of funding partners, the easier it is to make a case for local financial contributions to service.

Identify Agency Fiscal Agent

While private sector participation will be valuable to the success of any service project, public investment in service in the form of local, state, and/or federal dollars can be leveraged through public-private partnerships. State and federal contributions to transit or intercity bus service can range from 50-80% of operating expense, and a public body must be identified as a fiscal agent for the commuter bus framework, both for planning and implementation.

Identify Employer for Pilot Project

Through this study, the project partners have obtained survey data and successfully engaged regional economic development organizations. A major employer should be a valuable partner in promoting a commuter service, and even providing financial support for some of the demand response services. We recommend working with these regional economic development organizations to educate them about the commuter service framework and the benefits of better connecting people to jobs. Selecting a mobility hub for a microtransit pilot, or enhanced local transit service will be key to the success of a regional I-41 corridor service.

Engage with WisDOT on Development of Transit Supportive Infrastructure

As further development of I-41 and its supporting infrastructure is taken on by state partners, the project steering committee and local governments should advocate for transit supportive infrastructure that will ensure speed and reliability for commuter service. WisDOT has already built many of its facilities in the region to be “transit-ready” and this trend should be continued as safety and reliability improvements are made to various state and county roadways.