

Neenah Transit Transfer Center Assessment

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ACKNOWLEDGMENTS

East Central Wisconsin Regional Planning Commission

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Project Background

The Neenah Transit Center Relocation project was initiated as part of ECWRPC's Technical Assistance Program (TA Program). The TA Program was designed for communities that have identified transportation issues but may not know what their next step should be, and need assistance in identifying and taking the next steps to make their roadways safer, more accessible, and more comfortable for all users.

Specifically, the TA Program aims to assist communities improve the following on their roadways:



Safety. Increased safety means reducing traffic crashes for all modes, decreasing conflict points, and creating safe transportation for all ages, abilities, and demographic groups.



Preservation. Preservation includes creating roadways that complement existing and future land uses, while maintaining high-functioning routes.



Mobility. Increased mobility means giving roadway users the ability to move together and efficiently, no matter what mode - foot, bike, transit, or vehicle – they choose to use.



Equity. Equity on our roadways means that roadways are designed and operated fairly for all users - regardless of age, ability, income, race or ethnicity, or language spoken.

The City of Neenah applied for technical assistance that focused on the potential relocation of the Neenah Transit Center. This report is a summary of the technical assistance provided, best practices to consider when siting a transit center, and example criteria to use in future siting decisions.

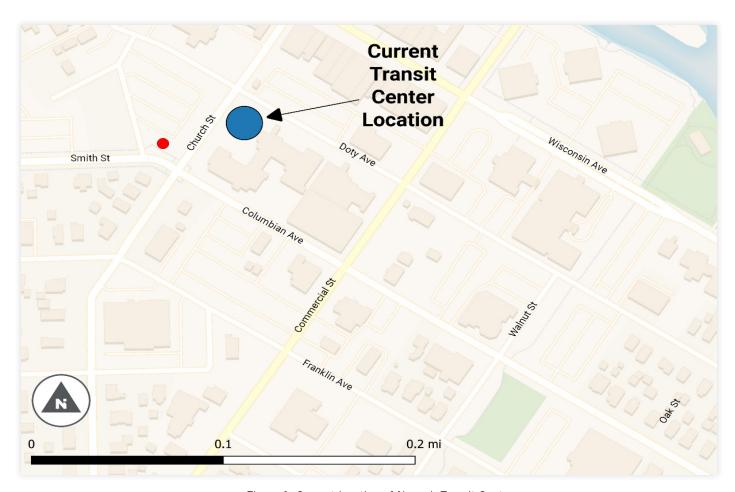


Figure 1: Current location of Neenah Transit Center

Existing Conditions

The Neenah Transit Center has been at its current location at the intersection of Church Street and Doty Avenue for over 30 years. Over this time, several substantial redevelopment projects have occurred in the vicinity of the transit center, resulting in changes to traffic characteristics, particularly parking demand, traffic flow, and traffic safety. In addition, there have been changes to bus routing needs and expectations with the transit center facility accommodations. Taken together, these warrant a review of the transit center site to locate it in an area that addresses these issues. Additionally, relocating the center was identified as part of the City of Appleton (Valley Transit) Transit Development Plan.

The current transit center serves Valley Transit routes 30, 31, 32, and 41, along with GO Transit Route 10 (Figure 2); any relocation will necessarily affect those routes. The current location stages buses at a point that activates a traffic signal on a collector street while the buses are parked which sometimes causes delays in the major street traffic. Also, due to its location, the transit center is frequently impacted by special events that require the temporary relocation of the service that it provides. A location unaffected by these issues would be desirable.

Lastly, and anecdotally the most pressing issue for the public and downtown businesses, the transit center is a basic facility without public restrooms available in the vicinity. This has led to conflict between some businesses and bus customers seeking to use a restroom. A new location for the facility could address this shortcoming.

Site Visit

While the City of Neenah was the applicant for the project, Valley Transit is a major stakeholder. In June 2022, ECWRPC, the consultant team, City of Neenah staff, and Valley Transit staff met at the current Church Street and Doty Avenue location to discuss the challenges and opportunities of the current stop, as well as walk to two other spots that had previously been discussed as potential locations - the "Blue Lot" (Church Street and Columbian Avenue) and City Hall (Doty Avenue and Walnut Street).



Figure 2: Valley Transit system map (Source: https://myvalleytransit.com/wp-content/ uploads/2021/08/2021-System-Map_Day_8-30.pdf)



Figure 3: Project team site visit at the current transit center

Table 1 shows issues and opportunities that were discussed at each of locations the project team visited. The location of the sites is shown in Figure 4.

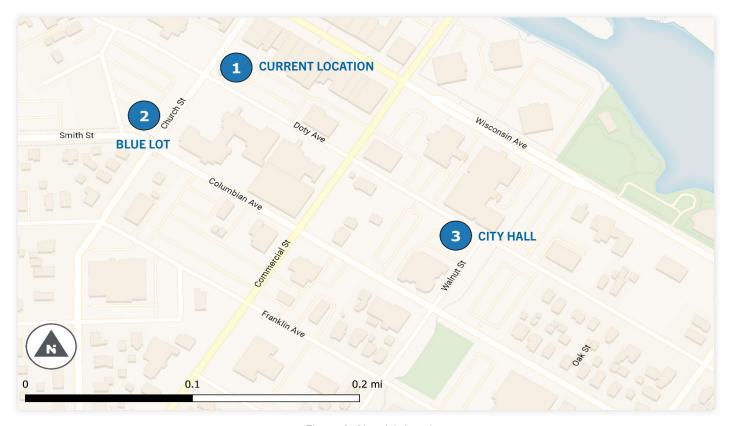


Figure 4: Site visit locations

Key Discussion Points

Along with specific issues and opportunities, the following pertinent conversation topics were discussed amongst the group both at the site visit and at later project team meetings:

- Oshkosh) will be discontinued in May 2023. This could have large impacts on the number of students that use the Transit Center.
- ▶ The City of Neenah is presently working on their Downtown Master Plan, which they anticipate will be finished by the end of 2022. According to City staff, transit is not a major component to this plan.
- ▶ There are no transit programs with nearby large employers such as Alta, Plexus, of Thedacare, so there is not data available to show how much and/or if their employees use transit.
- **Valley Transit will be undertaking a broader Valley Transit will be undertaking a broader** route planning exercise in the coming years. Any movement of the center prior to that can only be within 2-3 blocks of the current location in order for the timing of the current routes to work.

| | Locations | Issues | Opportunities |
|---|---|--|--|
| 1 | Current Transit Center (Church Street & Doty Avenue) | Lack of restroom access. Concerns from local businesses about people waiting at the stop, exhaust fumes, and noise. Bus interference with signal timing. | Location is near new redevelopment and large employers. Existing small shelter. Current nexus of bus routes. |
| 2 | "Blue Lot" (Church Street & Columbian Avenue) | Lack of restroom access and amenities. City currently does not own the location - unsure when land acquisition could/would happen. Potential issues with circulation at intersection. Would need to work collaboratively with the current owner of the lot who also utilizes it for church parking. | Would not need to reroute buses. Increased access to residential neighborhoods. Large and redevelopable area has the potential to incorporate transit into a larger development. |
| 3 | City Hall (Doty Avenue & Walnut Street) | Would need to reroute buses (potential turning issues or signal needs at Doty Avenue and Church Street). Limited restroom access at City Hall (would only be available during building hours, may need increased cleaning/maintenance). Location is behind much of downtown Neenah and would have less eyes on the street traffic. | City-owned property. Upcoming rebuild of Oak Street could improve access and infrastructure. Available space for shelter and amenities. |

Table 1: Site visit discussion topics per potential transit center site

Next Steps

Conversations from the site visit and afterwards with the project team made it clear that neither of the key parties - the City of Neenah or Valley Transit - were ready to move forward with a discussion of where the transit center should be permanently moved. Many of their reasons were related to funding, amenities, and the impacts that any changes would have on the greater bus route system, which goes beyond the scope and time available for this project.

Specifically, the following were identified as needed next steps to move the siting conversation forward:



System-wide route modeling and rider survey to determine the impact a transit center relocation would have on routing and ridership. Any change to the transit center

location has ripple effects throughout the system, some which go beyond what current routes can handle. Modeling could help determine the flexibility within the routes and if different routes would impact where a transit center should be placed. This modeling should be accompanied by a system-wide rider survey to understand how routing changes could impact individuals' ride times, transfers needed, and overall desire to take transit. Any routing change and survey should seek to reduce negative impacts to historically marginalized riders such as lowincome individuals, those with disabilities, People of Color, older adults, people who do not have access to a vehicles, and other demographic groups that are more likely to rely on transit for access and mobility. An example survey that was developed for this project can be found in Appendix A.



Detailed cost estimates and agreements for any amenities. Both the City and Valley Transit stated that they did not have any existing funding for bus station amenities although both

also expressed how important amenities were to having a successful transit center. Cost estimates for desired amenities (heated shelter, restrooms, etc.) should be obtained, along with an agreement or Memo of Understanding as to how such facilities would be maintained between the two entities. Both parties need to be in full agreement on these factors before moving forward.



Better understanding of how transit does (or does not) serve downtown Neenah. Many downtowns rely on transit to help employees, visitors, and residents access goods and

services. Currently, there is not any information on how transit riders "use" downtown Neenah, making the transit center relocation conversation challenging because the value of having it downtown is unknown. More information gathered through employee or visitor surveys, the previously mentioned rider survey, as well as working with Future Neenah or other businesses associations could help both the City and Valley Transit better understand how transit is used and/or contributes to downtown Neenah's vitality.



Utilize best practices in future discussions and decisions. When this project began, the consultant team researched and summarized best practices and criteria that could be used

when deciding where to relocate the transit center. Given the other issues and timeline needs that occurred over the course of the project, the best practices and criteria were never used. It is recommended that the best practices and criteria research and memo (Appendix B) are referenced and used in future discussions.

Appendix A. Example Rider Survey

Introduction

The East Central Wisconsin Regional Planning Commission (ECWRPC) is working with the City of Neenah and Valley transit to learn more about how you use the Neenah Transit Center, and how it can become a better experience.

Take our 5-minute survey to tell us what you like about the current transit transfer station, what you think it needs to be better, and what sort of rider you are.

| Transit Center Use and Thoughts | | How will you get to where you are going | |
|---|----|--|--|
| 1) Why are you at the Neenah Bus Transfer Station today? I am starting my trip here I am ending my trip here I am only here to transfer buses I am transferring buses but also have business or errands Other - Write In (Required): ** ** ** ** ** ** ** ** ** | 4) | after leaving the transit center? Walk Bike Scooter Taxi/Uber/Lyft Drive myself Carpool/ride with others Get picked up Bus Other - Write In (Required):* Which of the following best describes the | |
| 2) How did you get to the bus transfer station today? Walk Bike Scooter Taxi/Uber/Lyft Drove myself Carpooled/rode with others Got dropped off Bus Other - Write In (Required):* | 5) | purpose of your current bus trip? (Select all that apply.) Work School Shopping/Dining Healthcare (doctor, dentist, etc.) Recreation Running errands Other - Write In (Required): * How often are you at the Neenah Bus Transfer Station? | |
| Logic: Hidden unless: #1 Question "Why are you at the Neenah Bus Transfer Station today? " is one of the following answers ("I am ending my trip here") | | □ Daily (5 or more days a week) □ A few times a week □ A few times a month □ A few times a year □ Other - Write In (Required):* | |

| 6) | (Select all that apply.) I live downtown | The said | mographics following demographic questions are optional. That , we appreciate you taking the time to answer them so |
|------------|---|-------------|---|
| | ☐ I work downtown | | can measure whether respondents are representative ne local community. If we find out that respondents are |
| | ☐ I shop downtown | | representative, we can expand our outreach methods |
| | ☐ I visit downtown restaurants/bars | to m | ake sure all voices are heard. |
| | ☐ I go to downtown events | | |
| | ☐ I don't visit downtown much | 9) | Where do you live? |
| 7 \ | With the second second | | Appleton |
| 7) | Which two transit center amenities are | | Freedom |
| | most important to you? (Select two.) | | Grand Chute |
| | Sheltered seating Climate Control (Heating (Air Conditioning)) | | ☐ Kaukauna |
| | Climate Control (Heating/Air Conditioning) | | Kimberly |
| | Restrooms | | Little Chute |
| | WIFI (Free Internet) | | ☐ Menasha |
| | Security (Cameras, Emergency Phone System) | | Neenah |
| | Bicycle/E-Scooter Rentals | | Oshkosh |
| | Bus Ticket Purchasing Kiosk | | Winnebago |
| | Bicycle Parking | | Other |
| | Other - Write In (Required):* | 10) | Do you identify as any of the following? |
| | Other - Write In (Required):* | 10) | Select all that apply. |
| 8) | How far are you willing to walk to get to or | | ☐ Indigenous/Native American |
| | from your bus stop? | | Black/African American |
| | 2 minutes - one block | | Hispanic/Latino |
| | 5 minutes - 2 blocks | | Asian |
| | 10 minutes - 1/2 mile | | Low-income household |
| | More | | Disabled - Mobility-related |
| | | | Disabled - Vision- or auditory-related |
| | | | Zero-car household |
| | | | ☐ Household with children |
| | | | Older adult (65+) |
| | | | Language other than English spoken at home |
| | | | ☐ I do not identify with any of the above |
| | | | I do not wish to disclose |
| | | | |

Thank You!

Thanks for taking the time to respond to this survey! Any additional questions about this survey can be directed to Kim Biedermann at kbiedermann@ecwrpc.org.

Appendix B. Best Practice Review and Criteria Discussion

Communities across the country regularly evaluate the location, design, and amenities of bus transfer facilities for operational efficiency and effectiveness. This includes the facility's accessibility, ability to meet the needs of current riders and encourage new riders, and its compatibility with current and planned land uses. This document offers a quick snapshot of a few transit transfer stations that have either been relocated and/or have been evaluated for relocation — Eau Claire, WI; Sarasota County, FL; Charlotte, NC; Corpus Christi, TX; Cedar Rapids, IA; and Columbus, OH. The last four transfer stations were reviewed as a part of a broader case study conducted by the National Center for Transit Research based out of the University of South Florida.

It is important to note that the urban context of each of these transfer stations vary and none are completely identical to Neenah's. However, this evaluation offers valuable lessons for the City of Neenah as it considers its own opportunities to better serve the public.

Eau Claire, WI

In 2016, Eau Claire Transit (ECT) commissioned a study to identify and rank sites for a new transit center and transfer station. While ECT's current and planned transfer station was and will be substantially larger and with higher ridership than the Neenah transfer center, the study's use of rating criteria and ranking is valuable to use as an example for the Neenah site (Figures 5 and 6).

Interestingly, even with the thorough analysis of a suite of potential sites, the City and the transit agency ultimately

decided to keep the transit transfer station at its current location in downtown Eau Claire. The current site was not evaluated in the study.

According to ECT staff, the main factors in deciding to expand the site at its current location instead of move to a new parcel came down to accessibility and support from the local community and businesses. ECT wanted to ensure that not only was the actual transfer site accessible to people with all abilities, but the area around it was as well. Downtown Eau Claire near the current transit transfer station already had accessible and a fully built

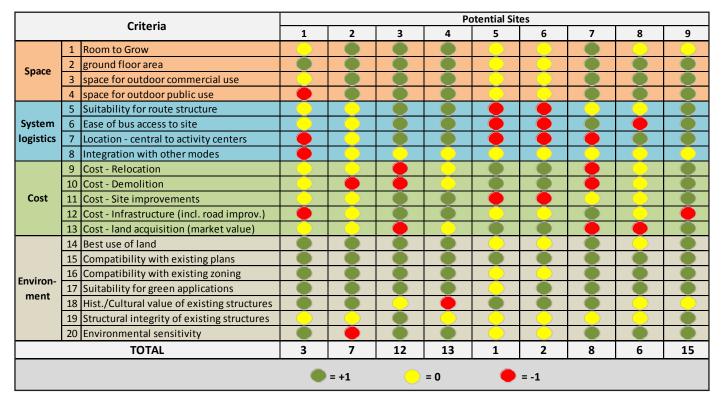


Figure 5: Rating criteria for Eau Claire's transit site assessment

(Source: City of Eau Claire Transit Center Site Selection Study, https://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/transit/ec-site.pdf)

Space

- Room to grow
- Ground floor area
- For outdoor commercial use
- For outdoor public use

System Logistics

- Suitability for route structure
- Ease of bus access to site
- Central to activity centers
- Integration with other modes

Environment

- Best use of land
- Compatibility with existing plans
- Compatibility with existing zoning
- Suitability for green applications
- Historical/cultural value of existing structures
- Structural integrity of existing structures
- **Environmental sensitivity**

Cost

- Relocation
- Demolition
- Site improvements
- Infrastructure (including road improvements)
- Land acquisition (market value)

Figure 6: Siting criteria for potential transit transfer station in Eau Claire

out sidewalk network, pedestrian crossings, and ADA accommodations that would have had to be built if the site moved. This existing infrastructure was a major incentive for remaining at the current site.

Additionally, as alternate sites were evaluated, ECT and the City worked with the Chamber of Commerce and other local stakeholders to understand what impacts – real or perceived – a transit transfer center has on a location. Whether real or perceived, nearby businesses may have concerns about loitering, crime, and increased noise near transit transfer stations. By keeping the station in-place and making improvements at that location, ECT and the City did not need to work as hard to "win over" new businesses or adjacent landowners and, in some ways, change the perception of a transit station. Instead, maintaining the current location and increasing the amenities allowed those near its current site to see an improvement while also realizing that increased transit service and ridership could help bring more client, customers, employees, and visitors to the location.

Key Takeaways

The following are a few key takeaways for the City of Neenah and Valley Transit from the Eau Claire transit transfer center study and experience:

- Create a set of criteria that reflects local values and desired outcomes
- Assess current conditions for each site, future growth, financial impacts, and cohesiveness with the land uses/environment
- Assess accessibility of sites for users of all abilities, and identify needed improvements and related costs
- Have open and honest conversations about the perceptions and realities of transit transfer sites. Use these conversations to build trust around and support for transit operations at the site and throughout the city.

Sarasota County Area Transit (SCAT) Downtown Transfer Station

In 2021, Toole Design was contracted to conduct a high-level analysis of the existing Sarasota County Area Transit (SCAT) Downtown Transfer Station, as well as any opportunities that may arise relocating the station. The resulting memo included a comparison between the current SCAT station conditions and national best practices for bus transfer stations.

As with the Neenah transfer station, the SCAT Downtown Transfer Station does generally meet the operational needs of the transit agency – there is adequate bus access and room for passengers to wait. That said, like Neenah, the site design and lack of amenities don't meet the mobility needs of all community residents, are unlikely to attract more riders to the system, and do not give the transit agency or city the flexibility to increase vehicle capacity or add routes that may either serve downtown or connect with those routes that do.

The analysis used two main methods to set the stage for the relocation conversation. The first was understanding the potential demand for the current and future downtown sites to retain and/or attract current ridership. This was completed by mapping the current residential population near the respective sites as well as mapping the daytime

worker populations to, essentially, estimate the number of potential trip beginnings and endings, respectively (Figure 7). This, of course, does not reflect the complete picture of potential riders or trip types, but does offer a starting point.

The second piece was a qualitative assessment of criteria comparing the current condition at the SCAT transfer station to national best practices (Figure 8). This assessment was also recommended as a task to conduct when evaluating potential sites, which was not part of the study.

Key Takeaways

The following are a few components of the SCAT analysis that should be considered when assessing potential sites for the Neenah transfer center:

Evaluate residential population within walking and biking distance of the station.

- Evaluate residential population within walking and biking distance of the station.
- Analyze daytime workers within walking distance of the station.
- Evaluate each site for its ability to allow or house additional mobility options, such as rideshare, bikeshare, or kiss-and-ride locations.

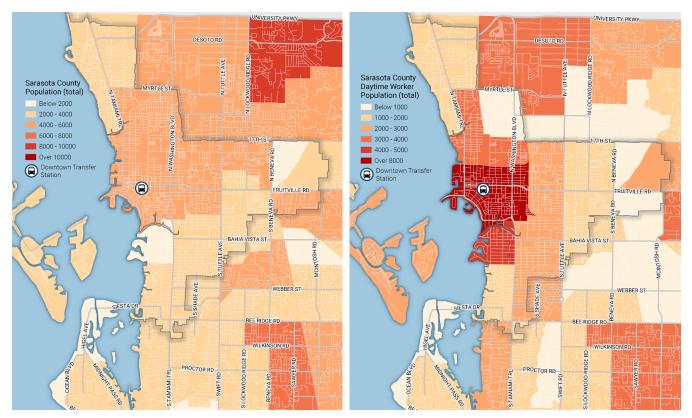


Figure 7: Maps of the resident population (left) and daytime working population (right) in Sarasota, FL.

| Criteria | National Best Practice | Current Transfer Station at 150 Lemon Ave. | Qualitative Assessment |
|-------------------------------------|---|--|----------------------------|
| Land Use | Adjacent land-use is commercial or mixed-use zones | In downtown Sarasota; Adjacent land-use is downtown core (mixed-use) | Good |
| Distance to Major Destination(s) | Located in a major activity center | Near Sarasota City and County government services, small local retail, restaurants, entertainment venues, and other businesses | Good |
| Transfer Location | Logical locations for transfers between routes and mobility services | Connections to 10 routes and mobility on-demand vans and sedans | Minimally Adequate |
| Lot Size | 1.25 acres | Parcel is 17,785 SF (0.41 acres); building is 10,856 SF under roof | Poor |
| Number of Bays | Enough bays to accommodate all inservice vehicles at peak | 8 bays; currently 5 vehicles at one-time at peak | Poor |
| Bay Size | Bays should be sized to accommodate fleet vehicles without obstructing traffic flow or causing unsafe boarding/ alighting conditions | Bus bays configured for 35-ft buses; Only operating 25-ft buses currently (recently removed 40-ft buses) | Poor |
| Service and Support Facilities | Sheltered stop with benches and trash receptacles, bus boarding and alighting areas, bicycle parking, landscaping, public art, ticket kiosks, vending areas, and public restrooms | Existing site includes: shelter, benches, trash receptacles, boarding/alighting areas, bicycle parking, restrooms, and ticket kiosks; No TNC pick up/drop off, or general parking is available | Poor |
| Useful Life | 30-40 years | Open in February 2005; operating for 16 years | |
| Accessibility | Wheelchair accessibility; tactile walking surfaces and guideway; clear, safe, marked crossings | Brick crosswalks help identify crossings, but detectable warnings are not present at all curb ramps and there are no tactile guideways. | Minimally Adequate/Poor |

Figure 8: . Selection of site criteria comparison for Sarasota

A Study of Four Cities: Charlotte, Corpus Christi, Cedar Rapids, and Columbus

In Neenah, as in many places across the country, bus transfer centers are often seen as 'undesirable neighbors' because of noise, exhaust, traffic congestion, and the presence of unwanted passengers. That said, the City of Neenah and the two transit agencies, Valley Transit and GO Transit that serve downtown Neenah —are looking to increase the use, attractiveness, and desirability of transit in downtown. The 2004 study - Developing Bus Transfer Facilities for Maximum Transit Agency and Community Benefit – conducted by the National Center for Transit Research out of the University of South Florida, looked to understand how transit agencies can change the conversation around transfer centers in the community to improve the perception of transit and serve as catalyst for development in the surrounding areas.

The study reviewed transit transfer stations in four cities Charlotte, NC: Corpus Christi, TX: Cedar Rapids, IA. and Columbus, OH. All of these stations are in much more urbanized areas and have significantly higher ridership than Neenah location, but still hit on a few themes that could be important in the Neenah discussion:

- >> Find a champion. The advocacy and commitment of a major employer (Bank of America) in downtown Charlotte helped to champion the transit station and its growth. They advertised and used transit access as an incentive for their employees and clients.
- >> Be realistic about operations. In Charlotte, when relocating the site, the following question was asked -"Where will we do the most good for the entire community and not just for our passengers?" The current transit transfer center site was on a street that stakeholders categorized as "Trying to be everything for everybody" and transit was further clogging the already overloaded street. By moving its transfer function two blocks away, the transit function went from being a nuisance to being accepted and allowing all modes to operate more efficiently.
- **Engage for ownership.** Corpus Christi fully engaged the public when siting, designing, and building their new transit transfer station. This participation helped the community feel that the facility was theirs and led to it being a safer place that is more respected and better maintained by those who use it.

- Incentivize neighbors. In Cedar Rapids, the community and transit agency wanted a transit center that was close to destinations that people needed to encourage ridership. Their transit center is an actual building and, as such, they have businesses and tenants in the building. The transit agency was intentional in recruiting and maintaining business to the building that increased the desirability of the site as well as offered stability and support for the downtown area. They continue to offer incentives for business to build and develop land near the transit center to enliven the area and increase opportunities for ridership.
- >> Find a location that needs a boost. The Linden Transit Center was cited in an area of Columbus, Ohio that not only looked to provide job access for residents, but also served as a catalyst for urban revitalization. One of the primary reasons for building the Linden Transit Center where it is was to help link the residents of an area with high unemployment to areas primarily outside the downtown where most new employment opportunities were occurring.
- >> Invest in security. For nearly all of the stations, security was a concern for nearby residents. Sites should be evaluated for their current safety features, such as lighting, general people traffic (more isolated sites can feel unsafe), and nearby community assets. Security and maintenance agreements should be made to ensure that the site looks, feels, and is safe for riders of all ages and abilities.

Key Takeaways

Although each of the locations reviewed in this report offer a variety of insights, the following seem the most applicable to the Neenah transit site:

- Consider transforming an underutilized site into a community asset. In Columbus, Cedar Rapids, and Corpus Christi, transfer centers were relocated to sites that were abandoned or run down and weren't perceived as a current asset to the neighborhood. It is easier to frame a transit transfer center as an asset when it replaces an undesirable or unused location.
- **Security is essential.** People often believe that transit centers will result in increased crime in the area. There is a chance of this happening simply
- given an increase in the number of people in the area but, that said, it has been shown that if proposer security measures are taken at a transit center, crime should not be an issue.
- Plan for success and growth. Ideally, the number of transit riders will increase in the future. Sites should be assessed for their ability to handle increases in riders and routes to reduce the need to move sites in the future.

Potential Site Criteria

Using the knowledge gained from the best practices review, a matrix was created showing what the City of Neenah and Valley Transit should assess when looking at potential new locations for the transfer station. This matrix should continue to be developed and updated as additional input is received from stakeholders and the community through upcoming engagement efforts.

| Draft Site Assessment Criteria | Must Have Currently or be Able to Have | Nice to Have |
|---|---|--------------|
| Walking distance to major destination(s) | | Х |
| Logical for bus routing | X | |
| Appropriate lot size for current services | Χ | |
| Shelter – indoor | | Х |
| Shelter – outdoor | Х | |
| Restroom facilities | Х | |
| ADA accessibility and pedestrian facilities on-site | Х | |
| ADA accessibility and pedestrian facilities around site | X | |
| Space to expand | Χ | |
| Nearby businesses to anchor | | х |
| Underused/Underutilized location | | x |
| Medium/High levels of residents within walking or biking distance | | х |
| Medium/High levels of daytime workers within walking distance | Х | |
| Low impacts to current traffic patterns or signals | | х |
| Mobility amenities — bike share, pick-up/drop-off locations | Х | |
| "Green" amenities — street trees/landscaping | х | |
| | | |

Table 2: Potential site criteria for Neenah Transit Center siting

