



# Oshkosh MPO

## Long-Range TRANSPORTATION/LAND USE PLAN

Oshkosh Urbanized Area

OCTOBER, 2005

Prepared by



Long-Range  
TRANSPORTATION/LAND USE PLAN  
Oshkosh Urbanized Area

Prepared by the  
EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

October, 2005

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## ABSTRACT

TITLE: LONG-RANGE TRANSPORTATION/LAND USE PLAN FOR THE  
OSHKOSH URBANIZED AREA

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SUBJECT: Report on long-range transportation/land use planning process for  
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This report was prepared to meet the requirement of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21) of 1998 for a long-range transportation/land use plan and is consistent with the U.S. Code, Title 23 Section 134 and in accordance with joint Federal Highway Administration and Federal Transit Administration Metropolitan Planning Rule in the Code of Federal Regulations, Title 23, Part 450 and Title 49, Part 613, effective November 29, 1993. This planning effort is concurrent with the five-year update of the sewer service area plans for the Oshkosh Urbanized Area, which comprises the regional land use plan.

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## **EXECUTIVE SUMMARY**

## **EXECUTIVE SUMMARY**

### **INTRODUCTION**

This report has been prepared to meet the requirements of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) for long-range transportation and land use in metropolitan areas. As the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the East Central Wisconsin Regional Planning Commission (ECWRPC) is responsible for carrying out the urban transportation planning process.

The primary purpose for the plan is to insure coordination between land use and transportation planning within the Oshkosh Metropolitan Planning Area. The need for integrated multimodal transportation planning and the development of a continuing process of consideration for alternative modes of travel is also discussed. A major focus of the study is the reestablishment of the long-range transportation modeling process, which is a valuable tool in decision-making on transportation issues in the Oshkosh area.

This executive summary is arranged with headings corresponding to the full plan document chapters to ease any needed search for detailed information.

### **ADOPTED GOALS, OBJECTIVES, AND POLICIES**

East Central first developed goals, objectives, and policies for transportation/land use planning in the mid 1970s, and updated those policies and objectives in the early 1980s. The passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 required all Metropolitan Planning Organizations (MPOs) to update and adopt long-range transportation plans which conformed to ISTEA's metropolitan planning requirements. ISTEA's requirements emphasized multimodal transportation, a strong transportation/land use interrelationship and an expanded public involvement process. This process meshed well with East Central's long-established planning process.

Then in 1998, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) replaced ISTEA. The overall differences between the two include increased funding levels and a budgetary clause that guarantees promised funding for transportation projects.

An extensive issues identification process involving representatives of governmental agencies, area officials, environmental groups, developers, business groups, civic organizations, minority advocates, and interested citizens, took place in 2004. Participants in the issues session, and those unable to attend, were invited to join East Central's on-going Technical Advisory Committee (TAC) in the review and development of goals, objectives, and policies.

The goals and objectives pertinent to the long range planning process are as follows:

### **Transportation Goal**

**Achieve a safe, efficient, accessible, and environmentally sound transportation system that provides mobility for all segments of the population and supports the economy of the region.**

To attain this goal, the following objectives have been identified:

- \*Integrated Planning**
- \*Maximum system effectiveness for all residents**
- \*An efficient street and highway system**
- \*Safety**
- \*Minimum environmental disruption**
- \*Compatibility with Land Use Patterns**
- \*Conservation of energy**
- \*Multimodal interaction**
  - \*Freight
  - \*Public transportation
  - \*Bicycle and pedestrian travel
  - \*Air transportation
  - \*Passenger rail
  - \*Water transportation

The goals, objectives, and policies related to these issue categories can be viewed within the Adopted Goals, Objectives, and Policies chapter of the planning document. Their relation to the TEA-21 planning factors is also discussed. A further analysis of specific issues and how they would be impacted by various development scenarios is discussed within the Alternative Analysis chapter.

### **Land Use**

The policies assembled pertaining to land use intend to encourage efficient, orderly, and planned land use development patterns consistent with sound environmental management practices. The land use element provides direction and integrates four sub-element functional plans which have direct impacts on future land use. These functional areas are Growth Management, Urban Service Delivery, Environmental Resources, and Open Space.

Like the transportation policies, the primary intent of the land use policies is to guide land use decisions, particularly in terms of sewer service area actions. A secondary use of the policies falls within the planning process itself. These adopted transportation and land use policies are used to comparatively analyze the land use scenarios, to be discussed later within the Adopted Goals, Objectives, and Policies chapter of the planning document.

#### Growth Management

**Goal: Encourage an orderly and planned pattern of community growth and development.**

To attain this goal, the following objectives have been defined:

- \*Allocated growth.**
- \*Planned urban communities.**
- \*Environmentally sound development.**
- \*Efficient development.**
- \*Rural land development.**
- \*Compatibility with the transportation network.**

#### Urban Service Delivery

**Goal: Promote urban services in an efficient, environmentally sound, and socially responsible manner.**

To attain this goal, the following objectives have been defined:

- \*Economical public facilities.**
- \*Cooperative provision of services.**

#### Environmental Resources

**Goal: Protect the environment and manage natural resources in an ecologically sound manner.**

To attain this goal, the following objectives have been defined:

- \*Water quality protection.**
- \*Air quality maintenance.**
- \*Environmentally sensitive area protection.**
- \*Wildlife habitat management.**
- \*Food and fiber production.**
- \*Solid waste management.**

#### Open Space

**Goal: Provide sufficient public open space to meet the recreational needs of all residents and protect and preserve natural and cultural resources.**

To attain this goal, the following objectives have been defined:

- \*Recreational opportunity.**
- \*Preservation areas.**
- \*Urban recreation needs.**
- \*Cost-effective recreation.**
- \*Attractive communities.**

A set of detailed policies was developed to address the actions needed to meet the listed goals and objectives. The policies were, in turn, used in the analysis of the three land use scenarios: Full Build, Compact Development, and Current Plans (2035). The analysis will be summarized later within this summary.

## **EXISTING CONDITIONS**

The Oshkosh area has experienced a general process of slow, steady growth. While the urban core, an area of contiguous urban development, has expanded, scattered developments throughout the Urbanized Area have increased in recent decades.

Overall, the study area, including the City of Oshkosh and all or portions of the Towns of Algoma, Black Wolf, Nekimi, Omro, Oshkosh, and Vinland, increased from 67,419 persons in 1970 to 79,325 in 2000, or roughly 18 percent in 30 years. The number of households, on the other hand, increased by 51 percent in the same time period, as household sizes decreased and as baby boomers reached the household formation stage.

The transportation model was calibrated using the network and data for the base year, 2000. Very few deficiencies were shown in the highway network, which implies that improvements have quite effectively kept pace with urban growth and increased trip making.

The Oshkosh Transit System (OTS) is a stable and efficient service in the core area. OTS operates nine fixed routes Monday through Saturday between 6:15 a.m. and 6:10 p.m. Paratransit services include Cabulance, a wheel-chair accessible service for the non-ambulatory disabled, and a Dial-A-Ride taxi service to provide transportation service to the elderly population age 60 and over.

The continuation of federal funding for the operation of transit systems has been in question for the past decade, however, as part of recent passage of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users or SAFETEA-LU, federal funding level increases have been proposed for transit.

Other modes are also addressed in the plan. These include freight, passenger rail, bike, pedestrian, air, and water transportation.

## **LAND USE PLAN**

The land use plan for the Oshkosh area is based upon and integrated with the sewer service area planning process. *The Oshkosh Sewer Service Area Plan* was adopted by the East Central Wisconsin Regional Planning Commission on October 25, 1996, and is in the process of being updated with completion scheduled for late 2005. For the purposes of the long-range transportation/land use plan, three land use scenarios were developed: Full Build, Compact, and Current Plans (2035) Scenarios.

The Full Build Scenario depicts how development will occur over time to the point where all undeveloped land within the Urbanized Area is developed out pacing current development trends. The horizon year for this scenario is anticipated to be beyond the plan horizon. The Compact Scenario is extremely similar using the same population forecast. The difference is that development within this scenario would be more dense and compact, with more mixed

land use. The amount of developed acreage within the Urbanized Area would be substantially smaller than the Full Build Scenario. Agricultural and supporting rural land uses would still be existent within the Urbanized Area. The horizon year for this scenario would be the same as the Full Build Scenario. Finally, the Current Plans Scenario depicts what the Urbanized Area is proposed to be in the year 2035. This is the desired scenario for development within the Urbanized Area. This scenario depicts how development will occur based on local land use plans, current demographics, and existing infrastructure.

## **ALTERNATIVE ANALYSIS**

Two types of analysis were executed in this study. First, the three scenarios were measured against the adopted policies. The other form of analysis in this planning process used the transportation model to consider alternatives for addressing the existing and projected highway network deficiencies. Deficiencies are determined by dividing the existing or projected traffic volumes by the design capacity of a street or highway. The vehicle to capacity (V/C) ratio can be expressed as level of service (LOS) A, B, C, D, E, or F and reflect various levels of traffic congestion.

## **SAFETY AND MULTIMODAL CRASH ANALYSIS**

Safety is an important aspect of transportation/land use planning. According to the Federal Highway Administration (FHWA), an estimated 42,643 Americans were killed in traffic crashes in 2003. This figure does not include alternative modes fatalities. Along with the loss of life, these incidents also cost our society roughly \$231 billion or about \$830 per American. To reverse this trend, the planning process can play a key role in improving safety hazards and help reduce the number of incidents, injuries, and fatalities.

By including all aspects of transportation safety in the planning process, engineering, education, enforcement, and emergency medical response, units of government are able to make safer and more efficient transportation improvement choices. It is also important to examine safety on a comprehensive scale by including all forms of transportation (automobile, transit, bicycle, pedestrian, rail, etc.) and how they interact system-wide. By examining current conditions and trends, future hazards and incidents can be reduced, if not prevented.

The Oshkosh MPO recognizes the importance of safety within the planning process and has conducted an in-depth analysis of multimodal crashes throughout the Urbanized Area to assist in the transportation decision-making process.

## **RECOMMENDATIONS**

The establishment of the long range transportation model for the Oshkosh area was used to measure a number of proposed impacts, as well as to measure the existing and future adequacy of the entire highway system. The following is a summary of recommendations including land use, highway projects, transit system and other modal recommendations, as well as recommendations for additional study.

## Land Use

Land use recommendations include the implementation of adopted land use policies.

## Transportation

The recommendation for the implementation of adopted policies also applies to the transportation policies.

List of specific modal recommendations follow:

- 1)** (E) Network Facility: **USH 41** Facility Segment: STH 26 to MPAB.  
Jurisdiction: WisDOT.  
Implementation Date: Short 0- 15 years.  
Proposed Project: Reconstruct to 6 lanes from STH 26 to the Metropolitan Planning Area Boundary. Includes the Lake Butte des Morts bicycle and pedestrian crossing.
- 2)** (E)(B) Network Facility: **USH 45** Facility Segment: Waukau Ave to Ripple Ave.  
Jurisdiction: Winnebago County  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct USH 45 as 4 lanes from Waukau Avenue to Ripple Avenue.
- 3)** (E)(B) Network Facility: **USH 45** Facility Segment: Jackson St to Algoma Blvd.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Relocation of USH 45 south of the UW-Oshkosh campus.
- 4)** (E) Network Facility: **USH 45/CTH T INTERCHANGE** Facility Segment: CTH T to Ryf Rd .  
Jurisdiction: Winnebago County  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construction of an interchange at the intersection of USH 45 and CTH T.
- 5)** (E) Network Facility: **STH 21** Facility Segment: USH 41 to Oshkosh Ave.  
Jurisdiction: WisDOT.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct
- 6)** (E) Network Facility: **STH 44** Facility Segment: Wisconsin Street Lift Bridge.  
Jurisdiction: WisDOT.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct as 4 lanes with accommodations for bicycles and pedestrians.
- 7)** (E) Network Facility: **STH 44** Facility Segment: Wisconsin Street to Fox River Bridge.  
Jurisdiction: WisDOT.  
Implementation Date: : Short Range 0 – 15 years.  
Proposed Project: Reconstruct

- 8) (E) Network Facility: **STH 76** Facility Segment: USH 41 to STH 15  
Jurisdiction: WisDOT.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Reconstruct STH 76 as 4 lanes from USH 41 to STH 15.
- 9) (E) Network Facility: **STH 21 FREEWAY CONVERSION** Facility Segment: USH 41 to West External  
Jurisdiction: WisDOT.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Freeway conversion of STH 21 from USH 41 to West External which includes a free flow interchange with USH 41, frontage roads north and south of STH 21 over USH 41, and an interchange at STH 21 and Oakwood Road.
- 10) (E)(B) Network Facility: **CTH A** Facility Segment: CTH Y to MPAB.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Further study of a 4-lane facility from CTH Y to the Metropolitan Planning Area Boundary (Fox Cities Urbanized Area).
- 11) (E) Network Facility: **CTH GG** Facility Segment: CTH A to STH 76.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.
- 12) (E) (B) Network Facility: **CTH I** Facility Segment: Ripple Ave. to Fisk Ave.  
Jurisdiction: City of Oshkosh, Winnebago County.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Reconstruct to 4 lanes.
- 13) (E) (B) Network Facility: **CTH Y** Facility Segment: STH 76 to CTH A.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Reconstruct to 4 lanes.
- 14) (E) Network Facility: **BOWEN STREET** Facility Segment: Ceape Avenue to Sterling Avenue. Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Reconstruct facility within existing right-of-way to 48 feet with 4 lanes.
- 15) (E)(B) Network Facility: **FERNAU AVENUE** Facility Segment: STH 76 to Vinland St.  
Jurisdiction: City of Oshkosh, Town of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct new facility on new right-of-way.
- 16) (P)(B) Network Facility: **FISK AVENUE** Facility Segment: USH 41 to CTH I.  
Jurisdiction: Winnebago County, City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Study for access control and capacity needs/expansion.



- 17) (E) Network Facility: **IRVING AVENUE** Facility Segment: Wisconsin Street to Hazel St. Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.
- 18) (P) Network Facility: **MAIN STREET** Facility Segment: New York Avenue to Murdock Avenue Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Further study of a 4 lane facility
- 19) (P) Network Facility: **NEW YORK AVENUE** Facility Segment: High Avenue to Hazel Street.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Reconstruct
- 20) (E) (B) Network Facility: **OAKWOOD ROAD** Facility Segment: CTH E to STH 21.  
Jurisdiction: Town of Algoma.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Reconstruct to 4 lanes
- 21) (E) Network Facility: **OHIO STREET** Facility Segment: Witzel Avenue to South Park Avenue.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Design as 4 lanes with turn lanes at intersections.
- 22) (E) Network Facility: **SNELL ROAD** Facility Segment: CTH A to Vinland Rd.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Reconstruct to 4 lanes.
- 23) (E)(B) Network Facility: **VINLAND ROAD** Facility Segment: Smith Street to Snell Road.  
Jurisdiction: City of Oshkosh, Town of Oshkosh  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Completion of a new 4-lane facility to accommodate bicycles and pedestrians with regard to residential and industrial development.
- 24) (E)(B) Network Facility: **WASHBURN STREET** Facility Segment: STH 21 to Witzel Ave. Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct 4-lane urban section.
- 25) (E)(B) Network Facility: **WASHBURN STREET** Facility Segment: Dickinson Ave. to 20th Ave. Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct 4-lane urban section.

- 26)** (E) Network Facility: **WESTFIELD STREET** Facility Segment: Witzel Ave to 9th Ave.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct new facility on new right-of-way.
- 27)** (E) Network Facility: **WEST SIDE ARTERIAL** Facility Segment: STH 91 to STH 21.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construction of a west side arterial parallel to USH 41 from STH 91 to STH 21, with an interchange at STH 21.
- 28)** (E) (B) Network Facility: **9TH AVENUE** Facility Segment: Oakwood Road to Linden Oaks Drive.  
Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Widen to accommodate bicycles and pedestrians within the plan horizon.
- 29)** (E)(B) Network Facility: **20TH AVENUE** Facility Segment: Oakwood Road to Oregon St  
Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Widen to accommodate bicycles and pedestrians within the plan Horizon.

An Intelligent Transportation System (ITS) Strategic Deployment Plan was developed in May of 2001 for the Oshkosh, Fox Cities and Green Bay Urbanized Areas. All of these Urbanized Areas lie within the USH 41 corridor, the primary transportation facility in Northeast and East Central Wisconsin. It is recommended that the Fond du Lac Urbanized Area also participate in the coordination and development of a regional ITS architecture/network. The proposed architecture and coordination improvements which were included within that plan are also listed within this plan as recommendations.

Transit recommendations include looking at ways to generate additional revenue, continue operation of fixed route transit in urban core area, purchase a van with a wheelchair securement to alleviate conflicts when fixed route securements are at capacity, continue coordination efforts with other area transit providers, and draft a written security plan.

It is recommended that bicycle and pedestrian travel be considered in the preliminary planning, scoping and design stages of all projects. Accommodations should be appropriate to traffic volumes, parking and other physical conditions, and safety for the bicyclists, pedestrians, and auto drivers. Recommended guidelines can be found in the recommendations section of this report.

It is also the recommendation of the East Central Wisconsin Regional Planning Commission (ECWRPC) that the Oshkosh Urbanized Area along with the other Urbanized Areas within the ECWRPC planning region (the Fox Cities and Fond du Lac Urbanized Areas) play a role in the examination of Regional Transit Authority (RTA) benefits to the region. Local leaders should examine the potential development of state legislation permitting the creation of an RTA, and initiate the formation of an RTA comprised of municipalities throughout the ECWRPC region

pending legislative action. The State of Wisconsin does not currently have legislation which allows the development of an RTA, an entity with the ability to collect taxes to be utilized for transit operation. The formation of such legislative language has been a substantial transportation issue throughout the state in recent years. From a regional perspective, USH 41 is the primary transportation corridor extending from the Green Bay Urbanized Area, through the Fox Cities and Oshkosh Urbanized Areas, and to the Fond du Lac Urbanized Area.

## **ENVIRONMENTAL ANALYSIS**

This planning effort includes an analysis of the overall environmental, social, and economic effects of the metropolitan transportation plan. The environmental assessment scoping process was initiated concurrently with the issue identification phase of the planning process. The issues were established through special committees and were subject to public review. Multimodal transportation, the connectivity of transportation and land use, and the potential environmental effects of these planning goals and objectives were addressed to meet the requirements established by TEA-21.

The environmental analysis chapter in this report evaluates the potential environmental impact of goals, objectives, and recommendations contained in the long range land use/transportation plan. The assessment of potential environmental effects addresses economic, social, and natural resource impacts. Environmental justice, which seeks to ensure that access to transportation systems and the transportation planning process is available to all, regardless of race or socioeconomic status, is also discussed within this chapter.

## **FINANCIAL ANALYSIS**

The financial analysis, also required by TEA-21, is intended to show that funding is reasonably available to implement the recommendations of the plan. The Financial Plan section of this document includes a compilation of state and federal highway funds which are currently available to the Oshkosh area jurisdictions. Local funding level projections are based on historic spending levels. The anticipated needs are estimated based on WisDOT's Urban Corridors Study, a pavement inventory and output from the Wisconsin Information System for Local Roads (WISLR), and proposed project needs from previous studies. Over the life of the plan, needs are projected at \$740,565,200, while anticipated funding is estimated at \$756,307,763 over the 30 year plan horizon. While this is not enough to complete additional major projects, the difference allows, fiscally constrained, flexibility to add smaller projects or studies as part of future updates and the overall long range planning process.

## INTRODUCTION

## **INTRODUCTION**

### **PURPOSE**

This report has been prepared to meet the requirements of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) of 1998 for long-range transportation and land use planning in metropolitan areas. As the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the East Central Wisconsin Regional Planning Commission (ECWRPC) is responsible for carrying out the urban transportation planning process.

The larger purpose for the plan is to insure coordination between land use and transportation planning within the Oshkosh Metropolitan Planning Area. TEA-21 also stresses the need for integrated multimodal transportation planning and the development of a continuing process of consideration for alternative modes of travel.

### **CERTIFICATIONS**

East Central, designated by the Governor of Wisconsin as the MPO for the Oshkosh Urbanized Area, certifies that the metropolitan planning process is addressing the major transportation and related issues in these areas in conformance with all applicable requirements of:

- (1) 23 U.S.C. 134 and 49 U.S.C. 5303-5306;
- (2) Sections 174 and 176(c) and (d) of the Clean Air Act as amended (42 U.S.C. 7504, 7506 (c) and (d));
- (3) Title VI of the Civil Rights Act of 1964 and the Title VI assurance executed by the State of Wisconsin under 23 U.S.C. 140 and 29 U.S.C. 794;
- (4) Section 1101 of the Transportation Equity Act for the 21<sup>st</sup> Century (Pub. L. 105-178) regarding the involvement of disadvantaged business enterprises in FHWA and FTA funded planning projects (Sec 105 (f), Pub. L. 97-424, 96 Stat. 2100, 49 CFR part 23); and
- (5) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et seq.*) and U.S. DOT regulations "Transportation for Individuals with Disabilities" (49 CFR parts 27, 37 and 38).

### **TEA-21 PLANNING FACTORS**

As part of the planning process and pursuant to TEA-21, MPOs developing transportation plans and programs are required, at a minimum, to consider seven factors identified within that legislation. The list of the factors on the next page is integral to and embedded within the goals and objectives that provide direction through the long range planning process. These mandated planning considerations will be addressed in the following chapter, Adopted Goals, Objectives and Policies, as well as the Alternative Analysis chapter.

**TEA-21 requires the long range plan consider:**

- 1. Support the economic vitality of the metropolitan planning area, especially by enabling global competitiveness, productivity and efficiency.**
- 2. Increase the safety and security of the transportation system for motorized and non-motorized users.**
- 3. Increase the accessibility and mobility options available to people and for freight.**
- 4. Protect and enhance the environment, promote energy conservation, and improve the quality of life.**
- 5. Enhance integration and connectivity of the transportation system, across and between modes, for people and freight.**
- 6. Promote efficient system management and operation.**
- 7. Emphasize the efficient preservation of the existing transportations system.**

## **STUDY AREA**

The Oshkosh study area map is shown in Exhibit 1. The study area contains the City of Oshkosh and all of or portions of the Towns of Algoma, Black Wolf, Nekimi, Omro, Oshkosh, and Vinland. The study area encompasses approximately 92 square miles and includes those areas potentially influenced by the expansion of urban development over the long-term. Other areas are used for particular analysis throughout the report. The Transportation Analysis Zone (TAZ) area is used in transportation modeling. The Metropolitan Planning Area Boundary (MPAB) is used in the financial analysis as required by TEA-21. However, the study area shown in Exhibit 2 is the largest area discussed in this plan. Other areas are defined in their appropriate section.

## **BACKGROUND & PROCESS**

The long-range transportation/land use planning process undertaken by East Central is a process that has been conducted for many years. This plan will cover a 30-year planning horizon. The planning process was conducted in four phases. The four phases include:

**Phase 1. Goals, Objectives and Policies.** In this phase the goals and objectives were developed and reviewed by the Oshkosh Technical Advisory and Long Range Plan Committees to address issues regarding land use and transportation within the Urbanized Area. These goals and objectives also satisfy the seven planning factors required by TEA-21.

**Phase 2. Development of Alternatives.** Following the development of the goals and objectives, staff, working with an open committee structure, developed alternative land use policies (scenarios) to guide land use development and corresponding transportation improvements. Each scenario also assesses the feasibility of alternative transportation modal choices.

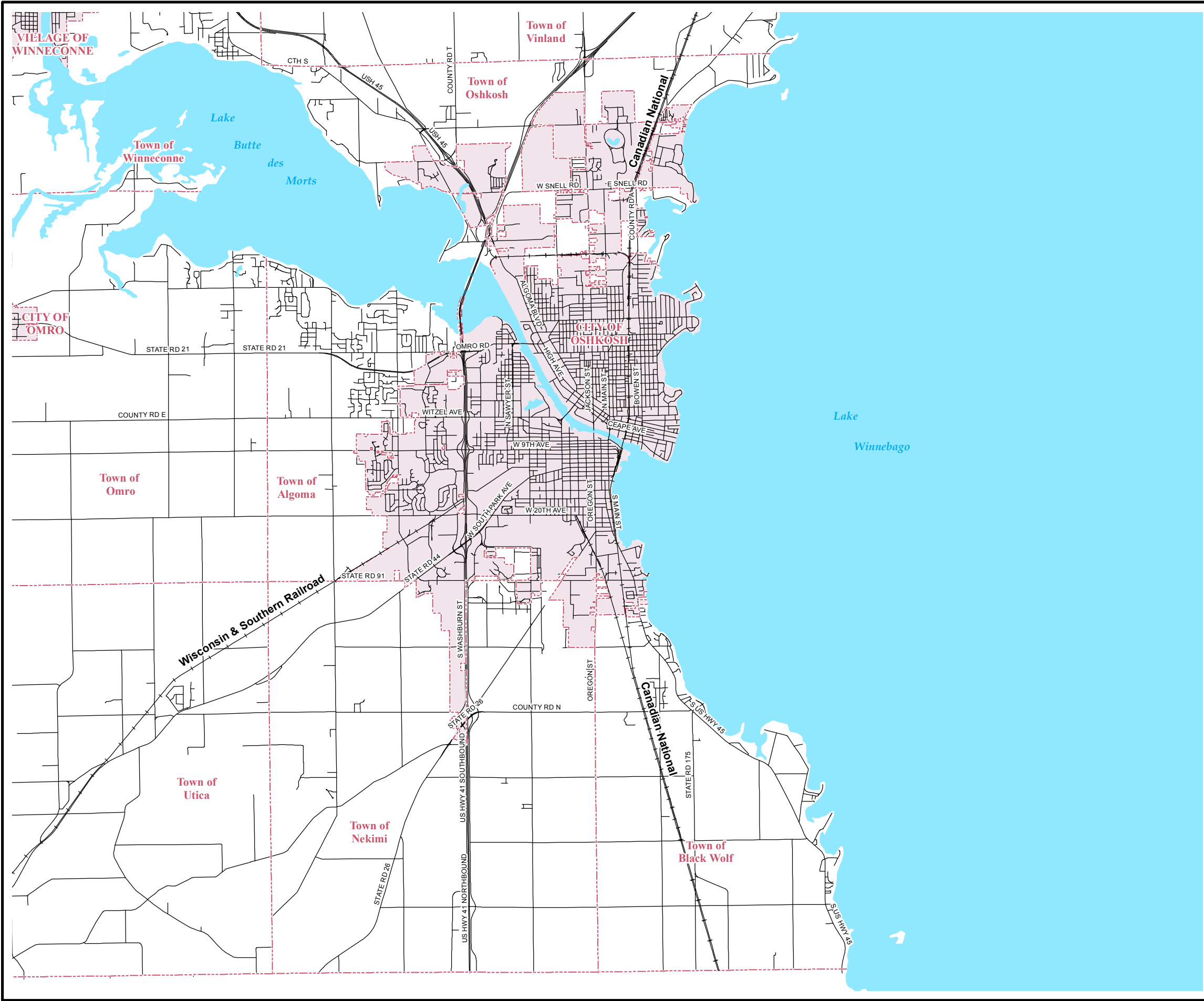
**Phase 3. Testing and Evaluation of Alternatives.** Using the travel demand model and other appropriate qualitative techniques, the alternative land use/transportation scenarios were evaluated, assessing the degree to which they enhance or detract from the overall goals and objectives. These assessments were developed by staff and reviewed by the long range plan committee.

**Phase 4. Plan Selection and Adoption.** Using the findings of the evaluation phase, staff, working with the long range plan committee, selected a set of policies, or a composite of individual policies pulled from several scenarios, to structure the recommended single set of coordinated policies which comprise the plan and guide development of specific land use patterns and modal options. This recommended plan has been presented in public forums and before the TAC to gain a final set of public reactions before consideration by the Oshkosh MPO Policy Board.

A major focus of this plan is the establishment of a transportation model in the Oshkosh area. A base year of 2000 was used to input demographic, transportation, and land use data into the model. Using this data, the model is able to generate outputs for future development scenarios. This is a beneficial tool in identifying future infrastructure deficiencies and helping local units of government make informed, efficient, cost-effective, and practical planning decisions.

## **CURRENT LONG-RANGE PLANNING EFFORT**

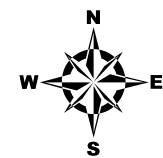
**Service Area Plans:** An update to the Oshkosh Sewer Service Area Plan is currently underway with completion scheduled for late 2005. These plans consider the land area needed to accommodate sewered development for each municipality within the urban areas for a given horizon year, and delineate a growth area boundary for each urban area. These development area boundaries, as well as the population projections, are key to the long-range transportation/land use planning process.



## EXHIBIT 1 OSHKOSH AREA

- MUNICIPALITY BOUNDARIES
- RAILROADS
- INCORPORATED CITY/VILLAGES

Source: Winnebago County provided the 2005 centerline, municipality boundaries, railroad data(2004), and hydrology data.






0 0.5 1 2  
Scale in Miles

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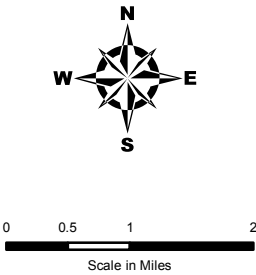
Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005



**EXHIBIT 2  
OSHKOSH  
METROPOLITAN PLANNING  
ORGANIZATION  
PLANNING AREAS**

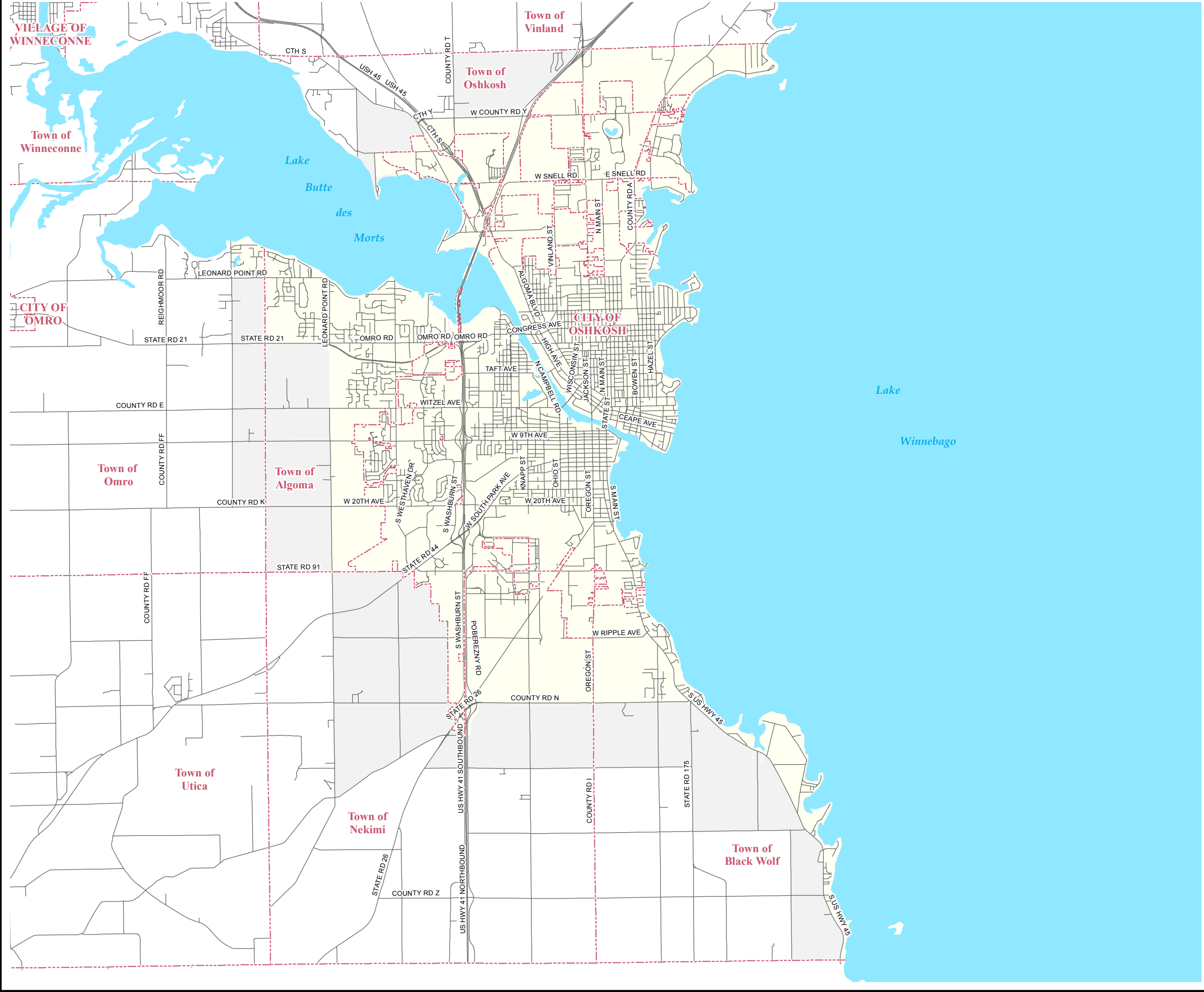
-  2000 ADJUSTED URBANIZED AREA
-  2000 METROPOLITAN PLANNING AREA
-  MUNICIPALITY BOUNDARIES

Source: WisDOT and ECWRPC provided 2000 metropolitan planning and adjusted urbanized areas. Winnebago County provided 2005 centerline, municipality, and hydrology data.



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EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005



## **ADOPTED GOALS, OBJECTIVES AND POLICIES**

## **ADOPTED GOALS, OBJECTIVES AND POLICIES**

East Central first developed goals, objectives, and policies for transportation/land use planning in the mid 1970s, and updated those policies and objectives in the early 1980s. Passage of ISTEA in 1991 required all Metropolitan Planning Organizations (MPOs) to update and adopt long-range transportation plans which conformed to ISTEA's metropolitan planning requirements. ISTEA's requirements emphasized multimodal transportation, a strong transportation/land use interrelationship and an expanded public involvement process. This process meshed well with East Central's long-established planning process. Then in 1998, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) replaced ISTEA. The overall differences between the two include increased funding levels and a budgetary clause that guarantees promised funding for transportation projects.

An extensive issues identification process involving representatives of governmental agencies, area officials, environmental groups, developers, business groups, civic organizations, minority advocates, and interested citizens, took place late in 1993. Participants in the issues session, and those unable to attend, were invited to join East Central's on-going Technical Advisory Committee (TAC) in the review and development of goals objectives and policies, paying particular attention to issues raised in the previous session. The goals, objectives, and policies and accompanying definitions developed by the TAC were published in the document *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Objectives, and Policies*, and adopted by the East Central Commission in January of 1995.

Several key policy issues regarding growth management and urban service delivery were left unresolved by the TAC. TAC members who wished to continue working on these policies were asked to participate on a new committee, the Land Use Advisory Committee (LUAC). LUAC was organized to address unresolved issues and provide community input to the land use portion of the Long Range Transportation/Land Use Plan and also the urban sewer service area update. Discussion focused on the urban planning area, which includes the cities, towns, and villages of the Fox Cities, Fond du Lac and Oshkosh Urbanized Areas. Areas outside of the urban planning area need to address many of the same issues facing the Urbanized Areas of the East Central region.

However, since they differ in amount and density of development, policies need to correspondingly differ. Using LUAC's urban goals, policies, and objectives as a guideline, East Central staff also developed an open space recommendation and a rural development recommendation. The product of LUAC and staff efforts is the *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Addendum*. The recommendations were adopted by the Commission in April of 1996. Land use/transportation alternatives presented in this plan will be measured against these goals, objectives and policies as adopted and amended by the Commission.

In 2003, the Oshkosh MPO began identifying key transportation and land use issues, along with goals and objectives, to address these issues within the Urbanized Area. Input from the public was also taken into consideration. Issues within the Urbanized Area, along with goals, objectives, and policies which address the seven long-range planning factors of TEA-21 were adopted by the Oshkosh MPO in 2004.

## TRANSPORTATION

The original goals and objectives for the East Central region were developed in 1973, resulting from an extensive public participation process. Shortly thereafter, with designation of the Commission as the MPO for the Appleton and Oshkosh Urbanized Areas, the first set of transportation goals, objectives, and policies was established for the *Fox Valley Transportation Study*. Almost ten years later, in 1982, after more than 50 studies, the transportation goals, objectives, and policies were updated and expanded beyond the Urbanized Area to address region wide issues. Except for a few refinements pertaining to individual highway and transit studies, the 1982 goals, objectives, and policies have been guiding the transportation planning process for over 20 years. In the current review and reevaluation, most were found to be still valid.

### TRANSPORTATION GOALS AND OBJECTIVES

**The overall goal for the regional transportation program is to “achieve a safe, efficient and environmentally sound transportation system that provides mobility for all segments of the population and supports the economy of the region.”**

To attain this goal, the following objectives have been defined:

- **Integrated planning.** Integrate the transportation program with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect centers of activity.
- **Maximum system effectiveness for all residents.** Consider the capabilities and transportation preferences of all population subgroups and determine the relative effectiveness of various system alternatives.
- **An efficient street and highway system.** Provide a street and highway system along with other transportation facilities which will meet short and long-range needs, interests, and objectives in a cost-effective manner.
- **Safety.** Provide a safe transportation system throughout the region.
- **Minimum environmental disruption.** Develop a transportation system that minimizes environmental disruption and maintains environmental quality.
- **Compatibility with land use patterns.** Develop a transportation system compatible with existing and future land use patterns.
- **Conservation of energy.** Provide a transportation system that promotes the conservation of energy resources.
- **Multimodal interaction.** Provide an integrated transportation system that makes the best use of the capabilities of individual modes and modal combinations, including rail and trucking facilities, public transportation, bicycle and pedestrian travel, and air transportation.

**OBJECTIVE: Integrated Planning. Integrate the transportation program with other functional elements of comprehensive planning in recognition of the fact that the primary objective of a transportation system is to connect centers of activity.**

### **Policies:**

1. The existing transportation system should be continually evaluated, deficiencies identified and solutions proposed in keeping with comprehensive planning goals and objectives.
2. The transportation system should be planned in support of current land use and desired patterns of future development.
3. All proposals and changes considered in the comprehensive planning program should be constructively reviewed in terms of their impact on the transportation system.
4. Local citizens should be formally involved in the transportation planning process.
5. Compatibility should be promoted among local, regional and state transportation policies and plans.
6. Compatibility should be promoted between public and private transportation services.

**OBJECTIVE: Maximum System Effectiveness for all Residents. Consider the capabilities and transportation preferences of all population subgroups and determine the relative effectiveness of various system alternatives.**

### **Policies:**

1. At least a minimum level of transportation should be provided to all persons residing in the region.
2. Methodologies should be employed capable of comparing the effectiveness of investments in alternative networks and modes.
3. Subsidy programs should be considered to meet the needs of the economically disadvantaged.

**OBJECTIVE: An efficient street and highway system. Provide a street and highway system along with other transportation facilities which will meet short and long-range needs, interests, and objectives in a cost-effective manner.**

### **Policies:**

1. The highway system should be designed to adequately accommodate projected future highway travel growth and the potential modal choices necessary for the efficient movement of goods and people.
2. Development of new or expanded highway corridors should only be considered after a determination that alternative transportation modes cannot address the need to:
  - a. Alleviate significant safety hazards
  - b. Relieve communities of heavy through-traffic burdens
  - c. Alleviate traffic congestion
  - d. Conserve energy in highway use
  - e. Stimulate economic development
  - f. Provide a framework for future planned land use

3. A community's development plan should incorporate all proposed future principal and minor arterial streets within their existing and extraterritorial powers jurisdictions.
4. Street and highway design standards should be based on functional class criteria set forth in WisDOT's *Design Manual*.
5. Community development regulations allowing private streets should require right-of-way and design standards consistent with WisDOT's *Design Manual* for local streets.
6. Adequate financial resources for upkeep and renewal of existing highways to prevent accelerated deterioration should be a high priority in the budgetary process.
7. Low-cost improvements such as channelization, signalization, removal of parking, etc. should be the first measure considered to maintain an adequate level of service on highway facilities.
8. Regulations concerning the use of highways should be strictly enforced, including those which prevent the deterioration of structures and the highway surface.
9. Appropriate access control measures should be established for existing and future routes functionally classified or proposed as principal or minor arterials.
10. Traffic control signals within the Urbanized Area should be coordinated or timed to facilitate the efficient flow of traffic.
11. Through traffic in residential areas should be discouraged by incorporating such design concepts as cul-de-sacs and loop streets.

**OBJECTIVE: Safety. Provide a safe transportation system throughout the region.**

**Policies:**

1. The level of access control should be appropriate to the function of the highway.
2. Vehicle conflicts should be reduced through roadway and intersection design appropriate for the desired level of service.
3. Accident-producing facility deficiencies should be accorded a high priority for correction.
4. Design standards should be adequate for the legal speeds, sizes, and weights of vehicles.
5. Appropriate marking, signing, and protection devices should be installed where justified by design speed and accident exposure rate.
6. Safe speed limits and laws dealing with drunk driving should be strictly enforced and new strategies for dealing with these problems should be explored.
7. The strictest possible safety regulations should be employed near transportation-related construction sites.
8. Driver education programs should be designed not only to train new drivers but also to improve the techniques of present drivers.

9. Educational programs should be expanded to include pedestrian, motorcycle and bicycle safety and the safe use of public transportation.
10. Railway and highway grade crossings should be eliminated in high traffic areas and properly signalized in other areas.
11. Harbors and other navigable waters should be clearly marked and lighted where appropriate.
12. To ensure safe movement of hazardous material, infrastructure improvements should conform to guidelines set by local emergency services and state and federal regulations.

**OBJECTIVE: Minimum Environmental Disruption. Develop a transportation system that minimizes environmental disruption and maintains environmental quality.**

**Policies:**

1. Required federal and state environmental impact statements and assessments for transportation facilities should be carefully reviewed on the local and regional levels.
2. Care should be taken to protect historic or visually pleasing buildings and scenic, historic, scientific and cultural sites when constructing new or improving existing transportation facilities.
3. The location of roadways through environmentally sensitive areas should be minimized.
4. Transportation facilities should be designed to be aesthetically pleasing and sensitive to the natural landscape, incorporating such amenities as boulevards, berms and attractive landscaping on major arterials in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in more rural areas.
5. Natural vegetation should be encouraged along roadsides to protect wildlife, reduce the use of herbicides and cut maintenance costs.
6. Transportation facilities should be located and designed to minimized exposure of people to harmful and/or annoying air, water or noise pollution levels.
7. Air pollution should be minimized through efficient traffic control measures and through encouragement of transit, bicycle and pedestrian travel.
8. Air quality should be monitored to ensure that motor vehicles, including air and water craft, do not exceed the exhaust emission standards set by the Environmental Protection Agency.
9. All transport related sewerage and other facilities should be constructed and maintained so that their contribution to water pollution will be minimized and will meet appropriate water quality standards.
10. Natural water depths should be used to the maximum extent possible to avoid unnecessary dredging. Where dredging is necessary, disposal sites should be planned and located consistent with state solid waste disposal regulations and/or disposed of in a nuisance-free and aesthetic manner.

11. National noise standards should be used to ensure that residential areas, schools, or other places with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

**OBJECTIVE: Compatibility with Land Use Patterns. Develop a transportation system compatible with existing and future land use patterns.**

**Policies:**

1. The proper use of land for and adjacent to highways should be maximized by coordinating street and highway planning with land development.
2. The relative accessibility provided by the highway system should be adapted to comprehensive plans by providing a higher level of accessibility to areas where development is to be encouraged.
3. The total amount of land used for roadways should be minimized and multiple uses of right-of-ways should be encouraged.
4. The disruption and dislocation of neighborhoods, households, businesses, industries and public and institutional buildings by construction of new or reconstruction of existing transportation facilities should be minimized.
5. Penetration of neighborhood units by arterial streets and highways should be avoided except where it can be demonstrated that the proposed location and design will improve the ability of the area to function effectively.
6. Location of new or relocation of existing transportation facilities in or through recreational facilities and historic, scenic or cultural sites should be avoided wherever possible.
7. When constructing or improving roadways, prime farmland should be preserved wherever possible.
8. Transportation facilities should be designed to promote compact development. New transportation facilities should not be extended for new subdivisions until existing subdivisions are fully developed.
9. Right-of-ways for proposed transportation facilities should be reserved to minimize disruption of future development.

**OBJECTIVE: Conservation of Energy. Provide a transportation system that promotes the conservation of energy resources.**

**Policies:**

1. Local governments should develop transportation policies to conserve transportation energy and meet contingency situations in case of fuel shortfalls.
2. Development patterns that reduce the need to travel should be promoted.
3. Interruptions in traffic flow should be minimized.



4. Highway facilities should be routed to provide the shortest travel paths for the greatest number of trips.
5. Bypasses of urbanized areas should be constructed where serious traffic congestion can be alleviated.
6. Highway facilities should be designed and maintained to conserve energy. This includes providing smooth pavements and the elimination of steep grades and sharp curves.
7. The use of ride sharing and mass transportation should be encouraged.
8. The most energy efficient methods of construction and maintenance should be identified and applied.
9. Efforts to improve energy conservation through improved fuel efficiency of vehicles and through educational programs on better driving and travel habits should be pursued.

**OBJECTIVE: Multimodal Interaction. Provide an integrated transportation system that makes the best use of the capabilities of individual modes and modal combinations, including rail and trucking facilities, public transportation, bicycle and pedestrian travel, and air transportation.**

**FREIGHT TRANSPORTATION: Ensure that appropriate types and levels of freight transportation services are provided to the entire region.**

**Policies:**

1. Common-carrier truck service should be provided to all areas of the region.
2. Efficient truck routing should be oriented to the freeway, expressway and high-level arterial network to facilitate truck traffic and to reduce conflicts with autos.
3. Joint terminals and common pick-up and delivery services should be encouraged where efficient and practical for the transport companies concerned.
4. The location of truck and rail terminals should be determined cooperatively by public and private interests.
5. Existing rail service should be maintained according to standards set forth in the Wisconsin Rail Plan.
6. Air freight service should be provided at all metropolitan and regional centers.

**PUBLIC TRANSPORTATION: Expand public transportation choices to provide a competitive mode of transportation.**

**Policies:**

1. Local governments should recognize public transportation as a basic public service.

2. Public transportation should be provided in all urban areas using delivery systems appropriate to the density of development. Delivery systems include both fixed-route and demand-responsive services employing various sized buses, vans and taxis.
3. Local governments should promote land use patterns and site design standards which can be efficiently served by public transportation.
4. Public transportation should be related to travel patterns within an urban area.
5. At a minimum, public transportation should meet the mobility needs of the transit dependent.
6. Public transportation should provide a level of service that is safe, convenient, comfortable and affordable.
7. Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions within an urban area.
8. Public transportation should strive to meet the service, performance, management and marketing standards determined for a given urban area.
9. Transportation services within an urban area should be coordinated to increase efficiency and avoid overlap and duplication of service. Coordination should encompass public and private transportation services and include such travel demand management programs as ride-sharing, employee van pools, subsidized transit passes, park and ride lots, etc.
10. Intercity public transportation should serve all populous areas of the region.

**BICYCLE AND PEDESTRIAN TRAVEL: Make travel by foot or bicycle a safe, convenient, and attractive alternative to motorized travel by providing adequate accommodations, education and enforcement, and more compact land use patterns.**

**Policies:**

1. A network of suitable on- and off-road routes should be developed which provide linkage between important origins and destinations and interconnect with other modes of transportation.
2. Conflicts between motor vehicles and bicycles and pedestrians should be minimized.
3. Bicycle and pedestrian related improvements should be integrated into the planning, design, and construction of all appropriate highway and street improvement projects.
4. Facilities and amenities which make bicycling and walking more attractive alternatives to the motor vehicle should be provided at destinations.
5. Actions, activities and incentives which encourage increased walking and bicycling for transportation purposes should be promoted.
6. Efforts to increase community awareness of bicycle and pedestrian safety issues should be undertaken.

7. Enforcement of "rules of the road" which pertain to safe bicycling and walking should be increased.
8. Efforts to alert motorists to the presence of bicyclists and pedestrians on designated routes should be undertaken.
9. Compact and mixed land use should be encouraged to increase opportunities for bicycling and walking.
10. New development should be encouraged to integrate the bicycle and pedestrian modes of transportation.
11. Natural and man-made corridors should be utilized for bicycle/pedestrian trails.

**AIR TRANSPORTATION: Provide and maintain a safe air transportation system to meet travel and freight service demands.**

**Policies:**

1. An airport system should be maintained to provide an adequate level of service to existing and anticipated patterns of development, especially areas of population concentration and activities which generate significant travel demands throughout the region.
2. Each airport in the region should be designed to conform to the standards and provide the type of service indicated by its classification in the Wisconsin Airport Systems Plan.
3. Master plans should be prepared for all airports in the region included in the Wisconsin Airport System plan.
4. A zoning ordinance should be adopted for every airport in the region to ensure compatible uses adjacent to each airport.
5. Airports should cause minimal disruption of the environment and natural resource base.
6. Noise exposure forecast criteria should be considered when developing areas surrounding airports.
7. Priority should be given to maintaining existing airport facilities in a safe condition before constructing new facilities.
8. Land proposed for new airports or expansion of existing airports should be reserved as soon as possible.
9. The airport system should be integrated with other major transportation modes.
10. Adequate public transportation should be provided between the airport and the central city.
11. Adequate parking areas should be maintained at all airports in the region.

**PASSENGER RAIL: Encourage the implementation of the Midwest Rail Initiative as it applies to passenger rail service.**

1. Local government should participate in the implementation of the Midwest Rail Initiative.
2. The future passenger rail system should be integrated with freight rail service infrastructure and supported by adequate parking and passenger facilities.

**WATER TRANSPORTATION: Maintain the ability to safely serve recreational, commercial, and industrial travel needs on area waterways.**

1. Local government should coordinate with pertinent enforcement agencies to keep river travel in safe condition.
2. Bridge openings should cause minimal disruption to bridge traffic.

**LAND USE**

The policies assembled pertaining to land use intend to encourage efficient, orderly, and planned land use development patterns consistent with sound environmental management practices. The land use element provides direction and integrates four sub-element functional plans which have direct impacts on future land use. These functional areas are Growth Management, Urban Service Delivery, Environmental Resources, and Open Space.

Like the transportation policies, the primary intent of the land use policies is to guide land use decisions, particularly in terms of sewer service area actions. A secondary use of the policies falls within the planning process, itself. These adopted transportation and land use policies are used to comparatively analyze the land use scenarios, to be discussed later.

**LAND USE GOALS AND OBJECTIVES**

Growth Management

GOAL: ENCOURAGE AN ORDERLY AND PLANNED PATTERN OF COMMUNITY GROWTH AND DEVELOPMENT.

OBJECTIVE: **Allocated Growth. Promote balanced allocation of land areas to accommodate current and future urban development needs.**

**Policies:**

1. The supply of land allocated for urban development should approximate the current and future needs as determined from population, employment and land use projections which have been developed in conjunction with adopted comprehensive or urban service area plans.
2. New urban development patterns should incorporate planned areas of mixed use and density neighborhoods that are clustered and compatible with adjacent uses.

3. Work places, shopping centers, recreational facilities, and community facilities should be located to provide a mix of land uses for improved accessibility for residents.
4. Urban designs with higher density land use alternatives should be promoted.

**OBJECTIVE: Planned Urban Communities. Promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.**

**Policies:**

1. Vacant developable lands within existing urban areas should first be infilled, then development staged outward from the existing development limits.
2. New subdivision development should be encouraged within existing urbanized areas or as an expansion of existing urban areas concurrent with the provision of necessary facilities and services.
3. The expansion of major commercial and industrial land use activities should be adjacent to existing areas or in areas designated for such development in adopted comprehensive plans.
4. Natural and man-made features, such as ridge lines, streams and major highways, should be considered in the expansion and staging of urban development.
5. Urban development should only take place in designated urban service areas.
6. Community development plans should be coordinated in multijurisdictional urban areas.
7. Urban sprawl in the form of unplanned development which is non-contiguous, low density, scattered and inefficiently served should be discouraged.

**OBJECTIVE: Environmentally Sound Development. Promote urban development which protects environmentally sensitive areas and is compatible with the natural resource base.**

**Policies:**

1. Urban development should be directed to suitable land and discouraged on unsuitable land, such as floodplains, wetlands, prime agricultural soils, areas of high bedrock and groundwater, steep slopes, prime wildlife habitat, unique scientific areas and areas of historical or archeological significance.
2. The development of environmentally sensitive areas should be discouraged.
3. Adverse development impacts to surface water and groundwater should be mitigated.
4. Designs and plans for new development should preserve open spaces for public use, complement the existing landscape, and conserve energy and natural resources.

5. Land reclamation should be required following extractive operations or other uses which significantly alter the land surface.
6. Urban redevelopment activities should weigh environmental, health and safety factors against associated costs and benefits.

**OBJECTIVE: Efficient Development. Promote efficient and cost-effective development in urban growth areas.**

**Policies:**

1. Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.
2. Urban development should occur in areas served by adequate public facilities and services.
3. A variety of types, prices and locations of housing should be provided to promote convenience, choice and affordability.
4. Development patterns and site designs that support multimodal transportation should be encouraged.
5. Major commercial and industrial areas should be provided with readily accessible major transportation systems.
6. Community comprehensive plans should be adopted prior to the extension of urban services.

**OBJECTIVE: Rural Land Development. Preserve rural land uses by requiring planning which considers water and sanitary sewer adequacy.**

**Policies:**

1. Agricultural and open space characteristics of rural areas should be preserved.
2. Rural development should be limited to land with suitable physical characteristics and soils supporting conventional on-site sewage treatment systems.
3. Rural residential housing should be limited to dependent single lot use in agriculture and open space areas.
4. Rural subdivision development should be limited to areas which do not negatively impact agricultural or open space uses and the provision of public services.
5. Rural subdivision development should be restricted in urban planning areas until long-term urban services are provided.

**OBJECTIVE: Compatibility with the Transportation Network. Encourage development in areas that are served by existing transportation infrastructure.**

1. Infill development and redevelopment projects should be promoted in order to avoid the need for extension of transportation infrastructure and service.

2. Design standards for infill should be given different consideration for transportation/ traffic requirements compared to "greenfield" development.

#### Urban Service Delivery

GOAL: PROMOTE URBAN SERVICES IN AN EFFICIENT, ENVIRONMENTALLY SOUND, AND SOCIALLY RESPONSIBLE MANNER.

OBJECTIVE: **Economical Public Facilities. Provide efficient, economical, and equitable public facilities and services to urban development.**

#### **Policies:**

1. The use of existing public facilities and services should be maximized in the allocation of future urban growth.
2. Designing of new and upgraded transportation and utility facilities with capacities sufficient to respond to existing demand levels and to the additional demand generated by planned development should be encouraged.
3. A full range of essential urban services and facilities should be provided to urban development areas.
4. The costs of providing urban services should be minimized through higher density development.
5. Major infrastructure extensions should be staged to coincide with community growth rates.
6. Utilities serving individual developments should be extended consistent with community water and wastewater system plans.
7. Provision of public facilities and services should be coordinated with the location and timing of new development.

OBJECTIVE: **Cooperative Provision of Services. Provide services where efficiency, equity, and economies of scale can be obtained through cooperation and coordination.**

#### **Policies:**

1. Overlapping urban service areas, facility and system capacities and service capabilities should be discouraged.
2. The proliferation of major public infrastructure facilities that duplicate services should be discouraged.
3. Intermunicipal agreements should be promoted for the provision of joint service.
4. More uniform facility design and service standards should be encouraged for multiple jurisdiction development areas.

## Environmental Resources

GOAL: PROTECT THE ENVIRONMENT AND MANAGE NATURAL RESOURCES IN AN ECOLOGICALLY SOUND MANNER.

OBJECTIVE: **Water Quality Protection. Improve and protect surface and groundwater quality.**

### **Policies:**

1. The quality and supply of groundwater should be protected as the principal source of water supply and water conservation programs should be encouraged.
2. The use of natural drainage patterns and measures should be promoted to enhance water quality.
3. Wetlands should be preserved as an essential component of the hydrologic system.
4. The risk of groundwater contamination should be reduced in aquifer recharge areas.
5. Lakeshore and streambank erosion should be minimized.
6. Construction site erosion should be controlled and urban stormwater runoff reduced.
7. Non-point source pollution abatement programs should be supported.
8. The adverse water quality impacts of agricultural runoff should be minimized.

OBJECTIVE: **Air Quality Maintenance. Improve or maintain high air quality throughout east central Wisconsin.**

### **Policies:**

1. Air pollution abatement programs and air quality regulations should be supported.
2. Geographically coordinated abatement strategies should be encouraged.
3. The public should be provided with information on air quality programs and specific air quality problems.
4. The increased use of transportation modes that are more efficient and environmentally sound than the private automobile should be encouraged.
5. Noise pollution should be reduced and noise sources isolated.

OBJECTIVE: **Environmentally Sensitive Area Protection. Preserve and protect environmentally sensitive areas and promote the linkage of these areas into environmental corridors.**



**Policies:**

1. The natural environment should be recognized as an integrated system of interacting and finite land, water and air resources that protect the health and stability of the entire ecosystem.
2. Shoreland, floodplain and wetland areas should be protected as essential components of the hydrologic system and their scenic and recreational value preserved.
3. The disturbance of environmentally sensitive areas by utilities and transportation facilities construction should be minimized.
4. Critical natural areas should be preserved and protected from development and other adverse impacts.
5. Adjacent land uses which adversely impact sensitive areas should be restricted or mitigated.
6. The interrelationship of adjacent landscape types should be recognized to avoid dividing the natural units or breaking important linkages.

**OBJECTIVE: Wildlife Habitat Management. Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity, and considers social and economic impacts.**

**Policies:**

1. The diversity and population of plant and wildlife species should be maintained and increased.
2. Critical habitat areas for endangered and rare species should be preserved and enhanced.
3. Wildlife habitat such as fencerows, woodlots and natural areas should be protected and expanded.
4. Adequate public access to hunting and fishing areas should be provided.
5. Responsible public use of private land should be encouraged.
6. Wildlife and plant populations should be managed in ways that do not impose undue financial loss to individual property owners.
7. Plant and animal preserves used specifically for educational and observational purposes should be maintained and expanded.

**OBJECTIVE: Food and Fiber Production. Preserve land suitable for the production of food and fiber to meet present and future needs.**

### **Policies:**

1. Land best suited for agriculture or forestry should be preserved for these uses or in other uses which enable the land to be readily converted to agricultural or forestry production.
2. Ecologically sound and economically feasible farm and forestry management practices which preserve soil productivity and minimize soil loss should be encouraged.
3. Soil should be recognized as one of the basic and most important resources and programs to preserve and improve productivity and wise use consistent with soil capability should be developed and promoted.

**OBJECTIVE: Solid Waste Management. Employ a comprehensive management approach for solid and organic wastes.**

### **Policies:**

1. The amount of solid waste generated by households, business and industry should be reduced.
2. Solid waste should be recycled as an alternative raw material for construction, manufacturing, and energy production.
3. Organic wastes should be used as soil amendments.
4. Waste disposal operations and facilities should be centralized where economically feasible.
5. Cost-effective waste management systems should be provided that are consistent with development, and water and air quality regulations.
6. On-site waste disposal systems should be managed to minimize adverse land use, environmental, and public health impacts.
7. Health threats from toxic substances in the environment should be reduced.

### Open Space

**GOAL: PROVIDE SUFFICIENT PUBLIC OPEN SPACE TO MEET THE RECREATIONAL NEEDS OF ALL RESIDENTS AND PROTECT AND PRESERVE NATURAL AND CULTURAL RESOURCES.**

**OBJECTIVE: Recreational Opportunity. Provide all area residents an opportunity to partake in a wide range of active and passive recreational activities on a year-round basis.**

### **Policies:**

1. Recreational facilities should be provided to address the level of activity participation, facility deficiencies and aesthetic needs of the community.

2. Park sites to fully serve the local and areawide needs of the community should be located and developed.
3. Safe, convenient and adequate access to all parks and recreation areas should be provided.

**OBJECTIVE: Preservation Areas. Preserve areas of unique natural, historical, and cultural significance or unusual beauty for public use and enjoyment.**

**Policies:**

1. All significance preservation areas should be identified and mapped.
2. Unique areas should be protected by minimizing the impact of individual development proposals.
3. Significant natural areas should be preserved as public open space.
4. Public access and use within environmental corridors and drainage ways should be promoted.

**OBJECTIVE: Urban Recreation Needs. Plan for the future open space and recreational needs of the urban area.**

**Policies:**

1. All municipalities should be encouraged to participate in the development of comprehensive park and open space plans.
2. Opportunities should be identified for developing a network of recreational trails along highly attractive environmental corridors, natural waterways, and transportation rights-of-way to link major recreational facilities and residential areas.
3. Coordination between neighboring jurisdictions should be facilitated for development of parks and recreation facilities and linkages.
4. Future parks and open space areas should be preserved so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

**OBJECTIVE: Cost-Effective Recreation. Provide recreational opportunities in a cost-effective manner.**

**Policies:**

1. Facilities should be developed which can provide multi-seasonal recreational opportunities.
2. The use of existing recreational facilities should be optimized.
3. Duplicative recreational facilities and programs should be avoided.
4. Grants and funding assistance should be maximized in the acquisition and development of recreational facilities.

5. Municipalities and school districts should be encouraged to cooperate in the development of community recreational and playground facilities.
6. The development of the county park system should be encouraged to complement recreational opportunities available in local parks.
7. Municipalities should be encouraged to establish capital funding and other parkland dedication methods to provide for future recreational needs.

**OBJECTIVE: Attractive Communities. Make individual communities, and the region as a whole, a more attractive place to live, work, and play.**

**Policies:**

1. Scenic areas should be preserved and landscaping and other site development requirements strengthened to promote community beautification.
2. Additional billboard proliferation should be prevented, their placement controlled and a phase-out program promoted.
3. Community tree planting programs on street terraces and public areas should be promoted.
4. Waterfront areas should be preserved and redeveloped to promote greater public recreational use.
5. Scenic easements to protect important viewsheds should be acquired.

**EXISTING CONDITIONS**

## **EXISTING CONDITIONS**

### **LAND USE**

An inventory of existing land use was completed in the summer of 2003. This inventory provided a foundation for both the sewer service area plan and this transportation/land plan. The results of the inventory are depicted in Exhibit 3 and 4. The area used in this analysis is that shown earlier in this report as the study area in Exhibit 2.

### **Land Use and Development**

Historical land use trends and existing land use characteristics are basic to determining future land use/transportation relationships. Since 1960, the Oshkosh study area has experienced significant changes in urban land use patterns. While the urban core (contiguous urban development) has expanded, the 1960s began a 20 year period of significant scattered urban uses throughout the planning area. Between 1960 and 1970 over fifty percent of urban development occurring was scattered beyond the urban core. This trend was most evident in the Town of Algoma, however all towns experienced development pressures. During the 1970s various state and local land use and environmental regulations affected these land use trends and more compact and dense development began to occur. By the 1990s less than ten percent of the urban development occurring was scattered. This trend continues today.

The changing density of development has also had an impact on land consumption. Since 1970, scattered single family residential development has averaged roughly 2 units per acre and residential development in the urban core area averaged just over 3 units per acre. Over this nearly 35 year period residential lot sizes have remained relatively constant. However, in the urban core area industrial and commercial land consumption has increased significantly with a trend toward less dense development. Significant increases in parking areas for retail areas are an example of greater land consumption. A detailed land use inventory was completed for the Oshkosh study area in 2003. The land uses have been quantified as shown in Exhibit 4.

### **City of Oshkosh**

The City of Oshkosh covers an area of approximately 25 square miles or 16,019 acres. There are approximately 4,409 acres of residential, 1,031 acres of industrial and 1,488 acres of commercial development within the City. Public and institutional uses account for a total of 2,856 acres, a significant amount of land area. Development within the city is divided north and south by the Fox River and east and west by USH 41. Residential development is about equally split north and south of the river. Westhaven, a relatively new major subdivision area to the west of USH 41 on the Oshkosh southside, has absorbed most of the residential development within the city in recent years. Within the last decade, the City of Oshkosh annexed the entire Stoney Beach Sanitary District, an older residential area on the southside of Oshkosh along Lake Winnebago.

Major commercial development in the City is within the central business district and along USH 41 south of the Fox River. The USH 41 corridor has seen most of the commercial development in the last twenty years. The addition of "The Market Place", a wholesale outlet complex has made a significant impact south and west of USH 41. Redevelopment of the CBD has been progressing, with a hotel-civic center complex completed in 1990, and the construction of new downtown housing along and near the river, since 1996.

Industrial development is located in four major areas, including the north industrial park, south industrial park, southwest industrial park and development near the Fox River in the central portion of the city. Recent industrial development has occurred in both the north and southwest industrial parks. Relocation of the industrial sites from the central city to the outlying industrial parks has gradually diminished the significance of this older industrial area.

Within the central city area governmental and institutional land uses are prominent. An area of city and county government buildings is present at the Jackson and Algoma Street intersection. Just to the west along Algoma Street are several square blocks comprising the campus of the University of Wisconsin-Oshkosh.

Various governmental institutions are also located to the north of the City of Oshkosh. The Winnebago Mental Health Institute is a sprawling complex located along Lake Winnebago. Winnebago County also has mental health and government buildings as well as a large county park directly to the north of the city.

A state prison is also located north of the city on the east side of USH 41 with another major addition proposed. Directly south of the prison site is a large area serving as a countywide landfill. A buffer of undeveloped land separates most of these areas from the north edge of city development.

Wittman Field, a regional airport maintained by the county, is present at the south edge of the city. This aviation area has been classified as public/institutional and includes the Experimental Aircraft Association (EAA) which owns a large area of land south and adjacent to the airport. The EAA area is dedicated to aviation demonstration uses and includes special purpose buildings on the site.

### **Town of Algoma**

The Town of Algoma borders the City of Oshkosh on the west side of USH 41 south of the Fox River. Most of the urban development in the Town of Algoma has occurred within the town sanitary district. The original development area within the district is located along the shore of Lake Butte des Morts; however, most recent development has been occurring to the south along Oakwood Road and along STH 21. Over the last decade, this area has also experienced moderate commercial growth.

### **Town of Black Wolf**

Within the Town of Black Wolf most urban development is within the Black Wolf Sanitary District which follows seven miles of shoreline of Lake Winnebago from the south limits of the City of Oshkosh to the Winnebago-Fond du Lac County line. Development within the district is clustered, with separations principally because of the presence of undevelopable wetland areas. One such large area divides the district's northern and southern sections.

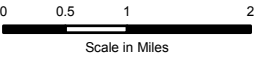
### **Town of Nekimi**

The Town of Nekimi is primarily agricultural. Residential land uses are primarily on large lots and scattered. The Town of Nekimi also has a moderate amount of wetland and resource protection areas.

**EXHIBIT 3  
OSHKOSH AREA  
EXISTING LAND USE**

-  SINGLE FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL
-  MOBILE HOME PARKS
-  COMMERCIAL
-  WHOLESALE TRADE
-  SERVICE
-  MANUFACTURING
-  QUARRY
-  PUBLIC INSTITUTIONAL
-  WATER FEATURES
-  PARKS/RECREATION
-  WOODLANDS
-  WETLANDS/RESOURCE PROTECTION
-  AGRICULTURAL
-  VACANT/UNDEVELOPED
-  TRANSPORTATION/UTILITES
-  2000 METROPOLITAN PLANNING AREA
-  MUNICIPALITY BOUNDARIES

Source: Winnebago County provided 2005 centerline, municipality boundaries, and hydrology data. 2002 Existing land use provided by ECWRPC. WisDOT and ECWRPC provided 2000 metropolitan planning area.



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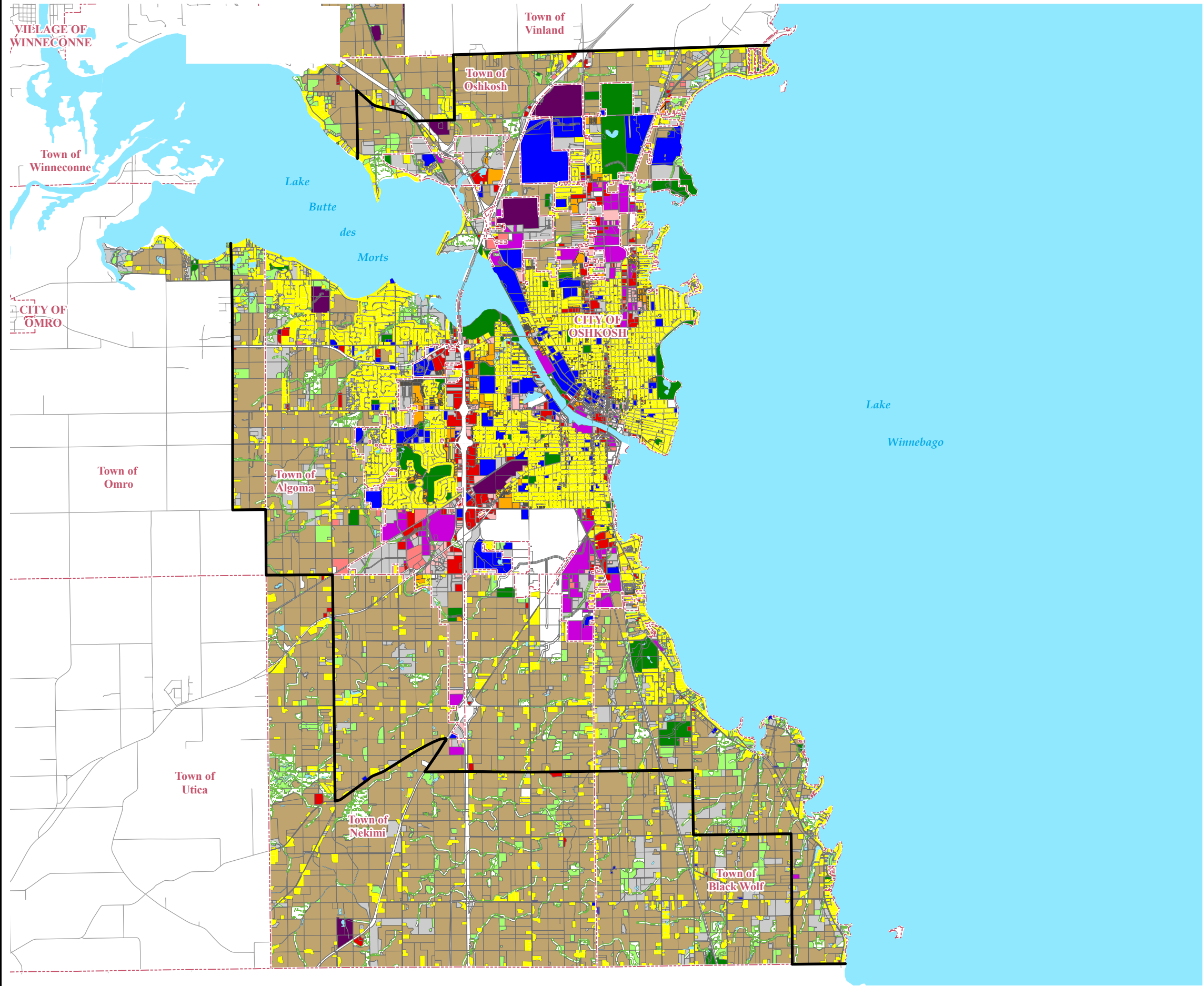




EXHIBIT 4

2003 LAND USE CHARACTERISTICS  
(Total Acres by Use Classification)

Urban Area Municipality	Single Family Residential	Multi-Family Residential	Farmsteads	Mobile Home Parks	Commercial	Industrial	Quarries	Institutional Facilities	Transportation	Utilities and Communications	Non-Irrigated Cropland	Irrigated Cropland	Other Agricultural Land/Pasture	Water Features	Recreational Facilities	Planted Woodlands	General Woodlands	Open Other Land	Total
City of Oshkosh	3,751	641	7	10	1,488	1,031	501	1,825	2,832	202	596	0	0	444	1,031	0	54	1,606	16,019
Town of Algoma	1,405	0	115	0	90	29	70	47	594	3	2,319	0	0	37	56	45	319	864	5,993
Town of Black Wolf	578	2	100	0	11	11	0	7	280	0	2,534	0	0	51	217	5	591	642	5,029
Town of Nekimi	337	0	153	0	20	19	0	8	623	3	5,124	0	0	27	28	0	261	177	6,780
Town of Omro	101	0	33	0	2	0	0	0	58	1	867	0	0	18	0	3	168	81	1,332
Town of Oshkosh	571	3	72	0	82	29	40	10	457	8	0	2,256	0	37	133	55	216	635	4,604
Study Area Total	6,743	646	480	10	1,693	1,119	611	1,897	4,844	217	11,440	2,256	0	614	1,465	108	1,609	4,005	39,757

Source: ECWRPC, 2004

## **Town of Omro**

A small portion of the Town of Omro is within the study area. This area borders Lake Buttes des Morts to the south. This portion of the Town is primarily residential development along the Lake Buttes des Morts shore, with some agricultural land to the south of this residential development.

## **Town of Oshkosh**

The Town of Oshkosh covers an area from Lake Winnebago to Lake Butte des Morts. The Town has two sanitary districts where urban development is present, the Island View Sanitary District along Lake Winnebago and the Sunset Point Sanitary District.

## **Town of Vinland**

A small southern portion of the Town of Vinland is included in the study area. This area is relatively undeveloped with the exception of a tier of residential land use along Lake Winnebago.

## **Demographics**

Changes in population characteristics are the key factor in determining land use and transportation demands. Population growth or decline are obvious indicators of change however age of population, fertility rates and migration are factors which can have major impacts. Exhibit 5 shows the historic population changes of the governmental units within the Oshkosh Planning Area. The planning area has experienced steady growth between 1960 and 2003 with the exception of the 1970s where a decline in population occurred, principally within the City of Oshkosh. This decline was due to a combination of a reduced fertility rate and out-migration. The 1980s shows a major reversal of this trend. During the 1980s, the city gained over 5,000 in population. This gain was due, in-part, to an aggressive economic development policy promoted by the City.

### **EXHIBIT 5**

#### **POPULATION CHARACTERISTICS (Total Population)**

Jurisdiction	1960	1970	1980	1990	2000	2003
City of Oshkosh	45,110	53,082	49,620	55,006	62,916	64,327
Town of Algoma	2,177	3,158	3,249	3,492	5,702	6,034
Town of Black Wolf	1,613	2,127	2,318	2,154	2,330	2,407
Town of Nekimi	1,073	1,193	1,516	1,475	1,419	1,441
Town of Omro	1,221	1,444	1,684	1,616	1,875	1,951
Town of Oshkosh	4,321	4,943	4,420	4,655	3,234	2,770
Town of Vinland	1,203	1,472	1,632	1,688	1,849	1,891
Study Area Total	56,718	67,419	64,439	70,086	79,325	80,821

Source: U.S. Census Bureau, 1960-2000, DOA 2003

Household formation rates provide a demand factor for new housing units. Household size provides a basis for estimating the number of residential units required. Exhibit 6 shows the historic number of households and household size for the jurisdictions in the planning area. Total households have expanded steadily through the 1960 to 2003 period, even during the period of population decline during the 1970s. This steady increase is due to a declining household size coupled with the high household formation rate during the 1970s.

#### EXHIBIT 6

##### HOUSEHOLD CHARACTERISTICS (Number of Households)

Jurisdiction	1960	1970	1980	1990	2000	2003
City of Oshkosh	13,784	16,126	18,286	20,957	24,082	25,126
Town of Algoma	623	917	1,055	1,208	1,940	2,081
Town of Black Wolf	469	625	818	820	916	961
Town of Nekimi	269	320	460	499	526	543
Town of Omro	NA	418	566	576	706	745
Town of Oshkosh	848	1,162	1,322	1,397	1,215	1,042
Town of Vinland	323	413	535	595	693	720
Study Area Total	16,316	19,981	23,042	26,052	30,078	31,218

Source: U.S. Census Bureau, 1960-2000, DOA 2003

Increased employment has been the primary factor for urban development within the Oshkosh area. Exhibit 7 shows employment by economic sector for the study area. As indicated, the service sector is a major component of employment, out-pacing other categories. Total employment trends in the Oshkosh study area have shown increases from 29,324 in 1969 to 30,067 in 1980 and 36,902 in 1995. Between 1995 and 2000, there was a slight decrease in total employees.

#### EXHIBIT 7

##### EMPLOYMENT CHARACTERISTICS (Employees by Sector)

Year	Manufacturing	Trade	Service	Other	Total
1969	9,313	7,158	10,771	2,082	29,324
1980	9,409	7,685	10,802	2,171	30,067
1995	9,734	9,628	14,016	3,524	36,902
2000	8,027	9,594	16,922	1,445	35,988

Source: ECWRPC, 2004; DOA 2003

## **TRANSPORTATION NETWORK**

This section assesses the existing conditions of the transportation system in the Oshkosh Urbanized Area. Each mode of transportation is inventoried in this section to provide a starting point in the analysis, as well as an assessment of existing deficiencies. Highway movement of passengers and freight, transit, rail, bicycle and pedestrian modes are addressed.

### **Highway**

The existing highway network in the Oshkosh Urbanized Area has generally kept pace with a fairly slow and steady population growth rate. While the growth in population has been modest, traffic volumes have increased dramatically. In this sense, Oshkosh reflects the national trend which is based on a number of factors. The most obvious factor is the increasing frequency of two career families, resulting in the need for two vehicles. In addition to this necessitating need for two vehicles for work trips, it also creates a residual need for teens to be responsible for much of their own trip making, frequently resulting in a third, or fourth vehicle in the household.

Another factor which has contributed to the increase in vehicle use is the dispersion of land uses. Unlike the compact, mixed use neighborhood development characteristic of pre-1960 development, residential development is now more common on larger lots in subdivisions which are solely residential in nature, and likely miles from employment centers and shopping. The lower density reduces the efficiency and effectiveness of public transit and produces trip lengths which are not conducive to bicycle or pedestrian modes. Many of these areas also do not have facilities to safely serve bicycle or pedestrian travel modes. The end result is more, longer trips, reflected in the increase in the statistic of vehicle miles traveled (VMT).

### **Travel Model**

A transportation model has been developed for the Oshkosh Urbanized Area, and functions as a powerful tool in analysis of future scenarios, and to test proposed improvements. Another function of the model is to examine the deficiencies in the existing system. The model uses demographic data, such as population, dwelling units, employment, and number of vehicles to generate traffic volumes on the urban functionally classified system, all freeways, principal and minor arterials, and collector streets (Exhibit 8). Because the transportation modeling area extends outside of the Urbanized Area, rural functional classification is pertinent here as well (Exhibit 9). A comparison to actual traffic counts validates the model's accuracy. By running the model in this base year, or current condition, several outputs supply a picture of how the system is functioning and where deficiencies exist. These existing highway deficiencies are identified in Exhibit 10.

## **TRANSIT**

The Oshkosh Transit System (OTS) was acquired by the City of Oshkosh on January 1, 1978. Organized as a department of the City, its policies and procedures are subject to approval of the Oshkosh Common Council. A Transit Advisory Board, composed of seven members, including one member of the City Council, was formed at the time of acquisition to oversee bus

operations and recommend changes to the Council. The Transit Manager, appointed by the City Manager and confirmed by the Council, is responsible for daily operations, budget, public relations, and marketing. A Transit Operations Supervisor, Transit Administration Supervisor, Maintenance Supervisor, an Administrative Assistant and a part-time Dispatcher/Office Clerk assist the Manager. The system employs 21 bus drivers. OTS provides transit services primarily within the City of Oshkosh. An exception to this is a route between the City of Oshkosh and the City of Neenah. For planning purposes, the OTS service area generally follows the Oshkosh Urbanized Area boundary. This boundary includes the City of Oshkosh and parts of the towns of Algoma, Black Wolf, Nekimi, and Oshkosh.

In addition to these routes, OTS operates tripper service during the school year. While designed to serve various area schools and operate on school days only, the routes generally follow the alignment of the regular routes and can be used by anyone. This service requires three additional buses in the afternoon.

OTS also provides ADA paratransit service and other service for the elderly and disabled through a contract with a private provider. Both shared-ride taxi service and lift-equipped van service is available. Overall, the current level of service is higher than required by ADA. Same day service is provided 24 hours daily. A total of seven ADA and non-ADA paratransit services are provided, with the costs for these services shared by Winnebago County. Coordination between the City and the County has been taken to heart by OTS making the system more of a mobility management system than a bus operation.

Over the last decade, Oshkosh transit use and travel in general have been affected by the decentralization of population and major land use. In light of these factors, and with the general trend of rising costs and declining federal operating funds, OTS and other systems nationwide have faced significant challenges in maintaining the integrity of regional service.

### **Past Planning Efforts**

Oshkosh Transit's last Transit Development Plan (TDP) update was adopted in July of 2005 and within the confines of funding realities, the recommendations of that plan are being implemented. Since the previous long range plan update in 1997 and addendum in 2000, new buses have been purchased, updating the fleet; thirty minute headways have been retained by the system; the recommended eleven route system was implemented, but has since been pared back to only eight routes, in response to poor ridership and declining federal funds. Oshkosh has resisted the com-mon trend to raise fares in response to diminishing funds, and now has the lowest fixed route fare in the state. OTS has been careful to not totally eliminate service in any given area, and has worked to combine routes to keep some level of service throughout the City, while increasing efficiency.

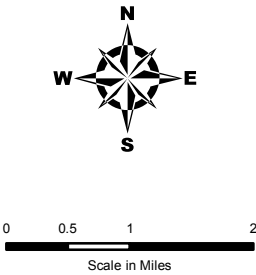
### **Costs and Revenues**

Operating costs have increased on the average of 6.6 percent per year over the past five years. Much of that increase has been experienced in the paratransit budget with the implementation of the Americans with Disabilities Act (ADA). OTS's fixed-route cost per mile, hour and passenger ratios continue to increase at a modest rate. These service performance measures are not applied to paratransit service which is provided on a contractual basis.

# EXHIBIT 8 OSHKOSH AREA URBANIZED FUNCTIONAL CLASSIFICATION SYSTEM

- URBAN PRINCIPAL ARTERIAL - OTHER
- URBAN PRINCIPAL ARTERIAL - OTHER FREEWAYS
- URBAN MINOR ARTERIAL
- URBAN COLLECTOR
- URBAN PLANNED COLLECTORS
- RURAL PRINCIPAL ARTERIAL - OTHER
- RURAL MINOR ARTERIAL
- RURAL MAJOR COLLECTOR
- RURAL MINOR COLLECTOR
- RURAL PLANNED PRINCIPAL ARTERIAL - OTHER
- RURAL PLANNED MAJOR COLLECTOR
- LOCAL ROADS
- 2000 ADJUSTED URBANIZED AREA
- 2000 METROPOLITAN PLANNING AREA
- MUNICIPALITY BOUNDARIES

Source: WisDOT and ECWRPC provided 2000 metropolitan planning and adjusted urbanized areas. WisDOT and ECWRPC provided 2004 functional classification system. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



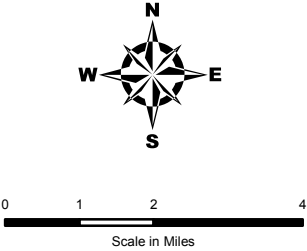
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EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005

# EXHIBIT 9 WINNEBAGO COUNTY RURAL FUNCTIONAL CLASSIFICATION SYSTEM

- RURAL PRINCIPAL ARTERIAL - OTHER
- RURAL MINOR ARTERIAL
- RURAL MAJOR COLLECTOR
- RURAL MINOR COLLECTOR
- RURAL PLANNED PRINCIPAL ARTERIAL - TOHER
- RURAL PLANNED MAJOR COLLECTOR
- URBAN PRINCIPAL ARTERIAL - OTHER
- URBAN PRINCIPAL ARTERIAL - OTHER FREEWAYS
- URBAN MINOR ARTERIAL
- URBAN COLLECTOR
- URBAN PLANNED COLLECTORS
- LOCAL ROADS
- MUNICIPALITY BOUNDARIES
- 2000 ADJUSTED URBANIZED AREA
- 2000 METROPOLITAN PLANNING AREA

Source: WisDOT and ECWRPC provided 2000 metropolitan planning area and 2000 adjusted urbanized planning areas. WisDOT and ECWRPC provided 2004 functional classification system. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.

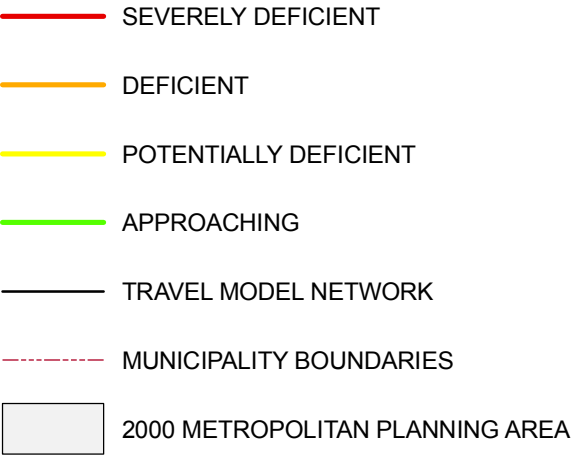


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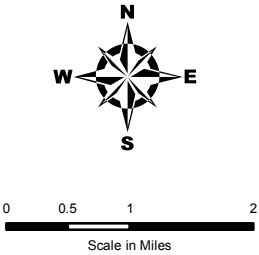
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**EXHIBIT 10  
OSHKOSH AREA  
EXISTING ROAD NETWORK  
DEFICIENCIES - 2005**



Source: ECWRPC and WisDOT provided the travel model network and deficiencies, 2005. ECWRPC and WisDOT provided the 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



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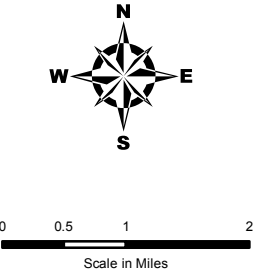
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**EXHIBIT 11  
OSHKOSH AREA  
TRANSIT SYSTEM  
FIXED ROUTES - 2005**

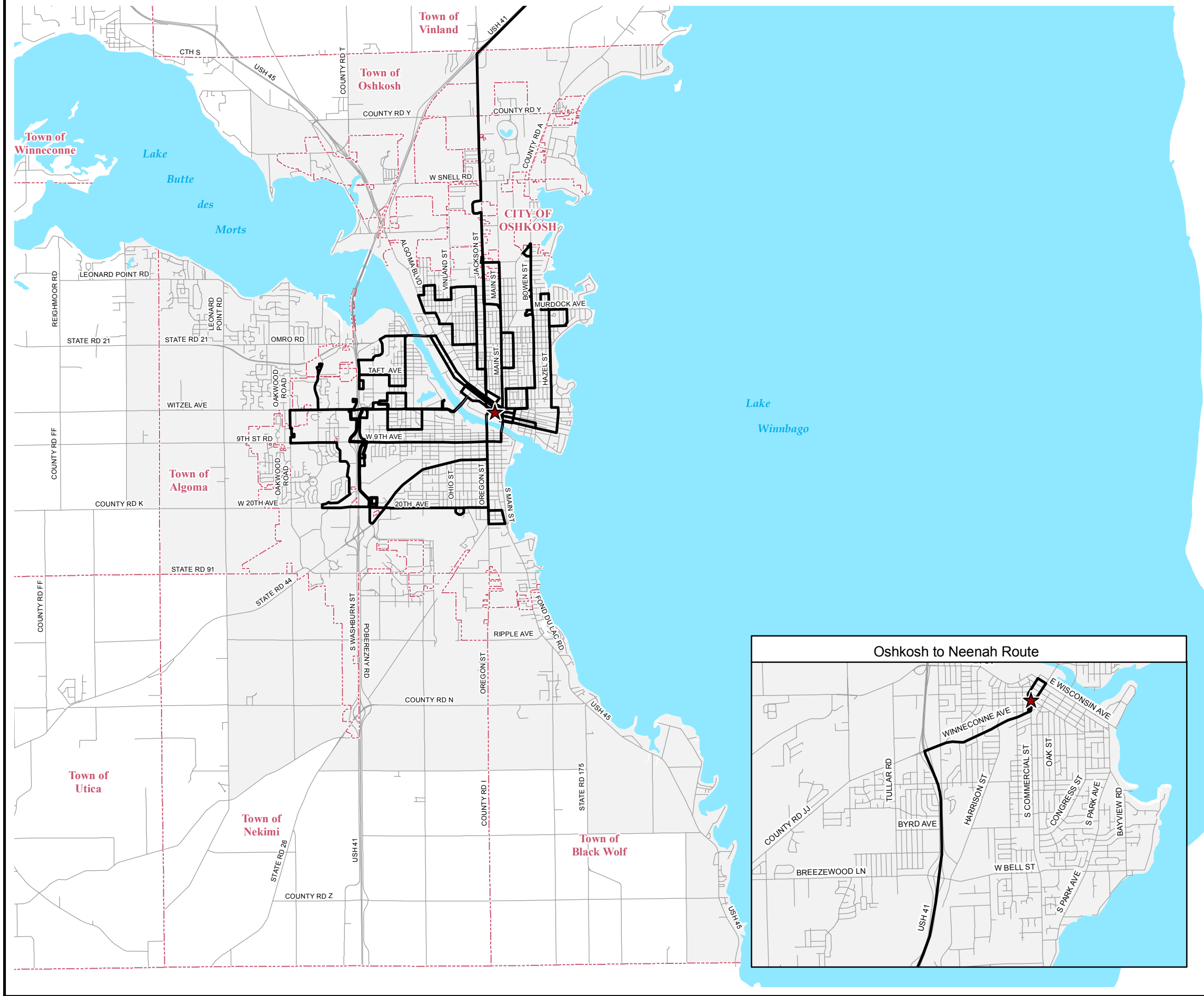
- ★ TRANSIT CENTER
- TRANSIT ROUTES
- - - MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

Source: 2005 Transit routes provided by City of Oshkosh and the City of Appleton. 2000 Metropolitan Planning Boundary provided by ECWRPC and WisDOT. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



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Fixed route revenues remained stable until 1995, with slight ridership drops being offset by small fare structure adjustments. Paratransit revenues increased rapidly between 1992 and 1995 with the initiation of several coordination efforts, but have leveled off. Increases in bus advertising and other revenues, including fixed route revenues, are anticipated to slightly improve the overall revenue picture. Revenue from service provided during the annual events at the Experimental Aviation Association (EAA) convention and airshow are expected to continue increasing revenue. OTS believes that the long-term viability of the system requires fare increases to be small and used only as a last resort.

OTS directly operates eight regular routes that operate from 6:15 a.m. to 6:10 p.m. Monday through Saturday totaling over 60 miles. These routes operate on 30 minute frequencies throughout the day. Each route has two buses operating alternately over two routes, beginning and ending at the Transit Center. The Transit Center, constructed in 1990, is located downtown. It offers a sheltered transfer area out of the weather and traffic. OTS also contracts an inter-city route between Oshkosh and Neenah which operates from 5:45 a.m. to 6:40 p.m. Monday through Friday and from 7:30 a.m. to 6:40 p.m. on Saturday. OTS fixed routes are displayed in Exhibit 11, with route characteristics included in Exhibit 12.

## EXHIBIT 12

### ROUTE CHARACTERISTICS

Route	Route Length (miles)	Service Frequency (minutes)	Buses Required	
			Peak	Off-Peak
1 East Loop	7.4	30	1	1
2 Bowen Street	7.1	30	1	1
4 North Main	6.1	30	1	1
5 Algoma Park	6.6	30	1	1
6 UW-Oshkosh/ North Sawyer	6.9	30	1	1
7 West High	6.5	30	1	1
9 Ninth Avenue	15.0	30	1	1
11 South Park	6.9	30	1	1

Source: Oshkosh Transit System, 2004

**Route History.** While the number of regular routes has remained nearly the same since 1980, their general placement has varied somewhat. In August 1980, as recommended in the TDP, routes were revised and three new routes added to the seven already in existence. This increased the density of route coverage and provided more service to non-CBD shopping areas, elderly housing projects, major employment centers and medical facilities. The new route configurations also eliminated large loops, providing more direct service and reducing travel times.

The 1980 TDP also recommended initiation of express routes during peak hours to the North and South industrial parks and establishment of the University shuttle route. The express routes were incorporated into the system at that time, but the shuttle was not implemented until 1989. All of these services have since been discontinued due to low ridership. Since the previous long range plan update in 1997 and its addendum in 2000, there have been several route changes (Exhibit 13).

# EXHIBIT 13

## ROUTE CHANGES SINCE 1998

Date	Route	Status
December 1998	West Connection	Eliminated
August 1999	Jackson Street	Created
November 1999	Westhaven	Combined with Route #9 – Ninth Avenue
September 2000	Mall Shuttle	Eliminated; Saturday service to Outlet Mall incorporated into Ninth Avenue Route
September 2000	Hourly service to Aurora Medical Center Monday - Friday	Created
December 2000	Oshkosh – Neenah Route	Created
May 2002	Jackson Street and Oshkosh – Neenah Route	Combined
September 2003	30 minute service to Aurora Medical Center Monday - Friday	Altered
March 2004	Service to Outlet Mall	Eliminated
March 2004	30 minute service to Aurora Medical Center	Expanded; Monday - Saturday
March 2004	Oshkosh – Neenah Route	Altered; uses Jackson Street in-bound and out-bound instead of Main Street

Source: Oshkosh Transit System, 2004

**Ridership.** Ridership declined from the mid-1980s through 1992. Beginning in 1993, ridership has been increasing due, in part, to the expansion of paratransit services, but also due to a three to four percent annual growth rate of fixed-route ridership. Between 1995 and 2001, ridership figures have gone up and down, but have been on the rise again since 2001.

# EXHIBIT 14

## RIDERSHIP TRENDS

Year	Revenue Passengers	Revenue Miles
1990	794,772	582,605
1991	766,712	576,103
1992	783,305	557,498
1993	861,239	525,830
1994	941,083	511,268
1995	930,306	458,689
1996	895,269	436,893
1997	938,356	407,773
1998	884,952	401,255
1999	910,579	416,398
2000	848,304	469,278
2001	834,146	462,049
2002	837,266	459,557
2003	844,447	463,513

Source: Oshkosh Transit System, 2004

There may be many reasons for the fluctuations in transit ridership. Among the reasons are increased auto ownership because of higher incomes, movement of business and residential activity to outlying areas, dispersing travel patterns and a shift in social priorities which, during the 1970's, looked to transit as a solution to urban congestion, pollution and mobility problems. However, the ridership trend continues to be one of gradual decline.

**Funding Availability.** Since 1974, OTS has received transit funding from state and federal sources which over the years have paid up to 75 percent of the operating budget, but currently near 60 percent. Funding support from state and federal sources has contributed to improvements in transit service. While funding grew steadily during the 1970s, some fluctuations occurred during the 1980s. The impact of these fluctuations has affected the local cost of service and, to some degree, service levels.

Exhibit 15 shows the trends in expenses and funding sources since 1992. Overall, expenses have increased at a modest rate, averaging 6.6 percent annually, mainly the result of inflationary and general cost increases. Operating revenues, mainly from fares, reached a high in 1986 when a fare increase was instituted. The relative share of transit expenses paid by all sources as a percentage during the past twelve years is shown in Exhibits 16.

## EXHIBIT 15

### TRANSIT EXPENSES AND REVENUES

Operating Year	Expenses	Revenues	Deficit	Federal Share	State Share	Local Share	County Share
1992	\$1,918,470	\$350,096	\$1,568,374	\$463,990	\$805,501	\$297,669	\$11,214
1993	\$2,021,378	\$379,562	\$1,641,816	\$459,265	\$855,673	\$304,828	\$22,050
1994	\$2,154,888	\$397,372	\$1,757,510	\$463,651	\$900,901	\$326,235	\$66,723
1995	\$2,292,950	\$428,835	\$1,864,115	\$421,512	\$260,443	\$290,353	\$191,807
1996	\$2,351,705	\$424,416	\$1,927,289	\$307,274	\$983,904	\$436,764	\$199,347
1997	\$2,423,499	\$453,738	\$1,969,761	\$353,162	\$1,002,356	\$376,612	\$237,631
1998	\$2,497,241	\$430,071	\$2,067,170	\$480,085	\$1,006,904	\$364,219	\$215,963
1999	\$2,543,747	\$453,912	\$2,089,836	\$496,140	\$958,269	\$395,575	\$239,851
2000	\$3,006,363	\$481,228	\$2,525,135	\$603,076	\$1,062,048	\$581,370	\$278,641
2001	\$3,102,078	\$485,859	\$2,616,219	\$646,981	\$1,041,930	\$655,493	\$271,815
2002	\$3,247,257	\$505,811	\$2,741,446	\$880,126	\$1,022,041	\$533,514	\$305,765
2003	\$3,405,350	\$503,363	\$2,901,987	\$990,706	\$1,059,125	\$563,465	\$288,691

Source: Oshkosh Transit System, 2004

## EXHIBIT 16

### FUNDING AND REVENUE SOURCES

Year	Operation Revenues	Federal Share	State Share	Local Share	County Share
1992	18%	24%	42%	15%	1%
1993	19%	23%	42%	15%	1%
1994	18%	22%	42%	15%	3%
1995	19%	18%	42%	13%	8%
1996	18%	13%	42%	19%	8%
1997	19%	15%	42%	15%	9%
1998	17%	19%	40%	15%	9%
1999	18%	19%	38%	16%	9%
2000	16%	20%	35%	20%	9%
2001	16%	21%	33%	21%	9%
2002	16%	27%	32%	16%	9%
2003	15%	29%	31%	17%	8%

Source: Oshkosh Transit System, 2004

**Operating Revenues.** Passenger fares and non-farebox revenues remain a small fraction of total OTS expenses, consistently between 10 and 20 percent. Exhibit 17 displays passenger revenues and other revenue totals since 1992.

## EXHIBIT 17

### RIDERSHIP AND FARE REVENUES

Year	Revenue Passengers	Passenger Revenue	Other Revenues	Total Revenues
1992	783,305	\$349,487	\$609	\$350,096
1993	861,239	\$379,182	\$380	\$379,562
1994	941,083	\$387,491	\$9,881	\$397,372
1995	930,306	\$407,877	\$20,958	\$428,835
1996	895,269	\$400,927	\$23,489	\$424,416
1997	938,356	\$399,874	\$53,864*	\$453,738
1998	884,952	\$395,303	\$34,768	\$430,071
1999	910,579	\$417,817	\$36,095	\$453,912
2000	848,304	\$442,704	\$38,524	\$481,228
2001	834,146	\$447,280	\$38,579	\$485,859
2002	837,266	\$467,931	\$37,880	\$505,811
2003	844,447	\$465,251	\$38,112	\$503,363

Source: Oshkosh Transit System, 2004

\*Revenues from one-time sale of buses in 1997.

In 1978, when the City acquired the Oshkosh Transit System, fares were established at \$0.25 for adults and \$0.10 for children, elderly, and handicapped. Rates have been raised several times over the years and are currently \$0.50 for adults and children and \$0.25 for elderly and handicapped during off-peak hours (Exhibit 18), the lowest fares in the state. Punch passes for 20 rides are available for \$10.00, and monthly passes (unlimited rides during the calendar month) are available for \$12.50. In December 2003, OTS began selling 3 month passes at the non-discounted rate of \$37.50.

EXHIBIT 18

TRANSIT FARES

Type	January 1978	January 1982	January 1983	November 1984	January 1986	July 1988	January 1991	August 1991	June 1995	August 2000	January 2004
Cash Fare	\$0.25	\$0.35	\$0.35	\$0.35	\$0.40	\$0.40	\$0.50	\$0.50	\$0.50	\$0.50	\$0.50
Children (5 -10 years)	\$0.10	\$0.15	\$0.25	\$0.25	\$0.30	\$0.30	\$0.40	Eliminated			
Children (under 6)										FREE	FREE
Children (under 5)	FREE	FREE	FREE	FREE	FREE	FREE	FREE	FREE	Eliminated	Eliminated	Eliminated
Children (under 3)									FREE	Eliminated	Eliminated
Senior	\$0.10	\$0.15	\$0.15	\$0.15	\$0.20	\$0.20	\$0.25	\$0.25	\$0.25	\$0.25	\$0.25
Disabled	\$0.10	\$0.15	\$0.15	\$0.15	\$0.20	\$0.20	\$0.25	\$0.25	\$0.25	\$0.25	\$0.25
Tokens, 20 for	\$5.00	\$5.00	\$6.00	\$7.00	\$8.00	\$8.00	\$8.00	\$10.00	\$10.00	\$10.00	\$15.00
Punch Pass							\$8.00	\$10.00	\$10.00	\$10.00	\$10.00
Monthly Pass			\$12.00		\$15.00	\$15.00	\$15.00	\$12.50	\$12.50	\$12.50	\$12.50
3 Month Pass											\$37.50
Senior Monthly Pass						\$10.00	\$10.00	\$7.50	Eliminated	Eliminated	Eliminated
Disabled Monthly Pass								\$7.50	Eliminated	Eliminated	Eliminated
EAA	\$0.50	\$0.50	\$0.75	\$0.75	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00	\$1.00
UW-O Shuttle						\$0.25	\$0.25	\$0.35	Eliminated	Eliminated	Eliminated

Source: Oshkosh Transit System, 2004

## Paratransit Service

In addition to fixed-route service, OTS currently provides paratransit service within the city limits. Wheelchair-accessible Cabulance is offered to non-ambulatory disabled and Dial-A-Ride taxi service is provided to the elderly population age 60 and over (Exhibit 19). Paratransit service is eligible for the same federal and state aids as fixed-route service.

### EXHIBIT 19

#### OTS PARATRANSIT SERVICE, 2003

Characteristic	Cabulance	Dial-A-Ride
Eligibility	Wheelchair	Elderly age 60 and over
Service Area	City of Oshkosh	City of Oshkosh
Service Provider	Cabulance, Inc.	Oshkosh City Cab
Service Hours	24 hours daily	24 hours daily
Fleet	12 lift-equipped vans	12 taxis
Fares	\$1.00 during OTS of operation; \$4.00 other hours	\$3.25 during OTS of operation; \$4.00 other hours
Ridership	23,795	64,234
Cost	\$261,745	\$449,638

Source: Oshkosh Transit System, 2004

**Cabulance.** OTS has been in compliance with federal 504 regulations since acquiring 14 lift-equipped buses in 1980. The level of service to the disabled was increased in 1990 by contracting with a private operator, Oshkosh City Cab, for Cabulance door to door wheelchair accessible service 24 hours daily. In 2003, Cabulance provided 23,795 rides at a cost of \$261,745. Fare is \$4.00 a trip for hours other than OTS hours of operation.

In 1992, an ADA Paratransit Plan was prepared in compliance with the new Americans with Disabilities Act. This act requires fixed-route systems to have lifts on all newly-purchased buses and provide paratransit service to persons unable to use the fixed route system. Since the fixed route system is fully lift-equipped and paratransit is already in place, the only changes required are adjustments to Cabulance to meet ADA service parameters regarding fares and eligibility criteria. OTS fulfilled their compliance with ADA by 1993, when fares were reduced to twice the adult cash bus fare, from \$2.50 to \$1.00, and new ADA eligibility criteria became fully effective.

**Elderly Dial-A-Ride.** As a component of the ADA planning process and to improve coordination and cost-effectiveness, OTS assumed responsibility for the Elderly Dial-A-Ride program administered by the city through the Oshkosh Seniors Center in 1991. Service is provided to the elderly age 60 or over, 24 hours daily by Oshkosh City Cab. Fares are \$3.25. In 2003, 64,234 rides were provided at a cost of \$449,638.

EXHIBIT 20

OSHKOSH PARATRANSIT FACT SHEET

Program	Description of Service	Hours of Operation	Cost	Eligibility Requirements	Certification to Use Program	Phone Numbers
Cabulance	Van-assisted paratransit services within the City of Oshkosh	24 hours a day, 7 days a week	Monday – Saturday: 6:15 am to 6:15 pm = \$1.00  Holidays, all day Sunday, Monday – Saturday: 6:15 pm to 6:15 am = \$4.00  1 attendant per passenger can ride free	Passenger must require a wheelchair* to be mobile.  *Passengers must provide their own wheelchair.  **Special Considerations (see bottom of table)	American With Disabilities (ADA) card obtained through the American Red Cross	Cabulance: 426-3900  American Red Cross: 231-3590
Dial-A-Ride	Subsidized cab service within the City of Oshkosh for the elderly	24 hours a day	Monday – Saturday: 6:15 am to 6:15 pm = \$3.25  Holidays, all day Sunday, Monday – Saturday: 6:15 pm to 6:15 am = \$4.00	Passenger must be elderly (60 years or older)	Dial-A-Ride card for the elderly obtained through the American Red Cross	Dial-A-Ride: 426-1551  Oshkosh Senior Center: 232-5300
Dial-A-Ride ADA	Subsidized cab service within the City of Oshkosh for the disabled	24 hours a day	Monday – Saturday: 6:15 am to 6:15 pm = \$1.00  Holidays, all day Sunday, Monday – Saturday: 6:15 pm to 6:15 am = \$4.00	Passenger must be disabled & unable to use the regular bus service)  **Special Considerations (see bottom of table)	ADA card for the disabled obtained through the American Red Cross	Dial-A-Ride: 426-1551  American Red Cross: 231-3590



Rural Over 60	Transportation service for disabled individuals throughout rural Winnebago County to any location within Winnebago County	24 hours a day	\$4.00 per trip if township contributes to the program  \$8.00 per trip if township does not contribute to the program	Passenger must be 60 years old or older and a resident of rural Winnebago County (excluding residents of Menasha, Neenah, Oshkosh, and the Town of Menasha)	Proof of age  Register for program through the American Red Cross	Cabulance: 426-3900  City Cab: 235-7000  American Red Cross: 231-3590
Rural Under 60	Transportation service for disabled individuals throughout rural Winnebago County to any location within Winnebago County	24 hours a day	\$4.00 per trip if township contributes to the program  \$8.00 per trip if township does not contribute to the program	Passenger must be disabled and a resident of rural Winnebago County (excluding residents of Menasha, Neenah, Oshkosh, and the Town of Menasha)	American With Disabilities Act (ADA) card obtained through the American Red Cross	Cabulance: 426-3900  City Cab: 235-7000  American Red Cross: 231-3590
Private Pay	Option available, when none of the above programs apply	24 hours a day	Cabulance: \$25.00 (base rate up to 5 miles) Over 5 miles, \$2.50 per additional mile \$1.00 unloaded miles to pick passenger up  City cab: Meters (base rate starts at \$3.00; goes up \$0.25 for every 1/5 of a mile)	None	None	Cabulance: 426-3900  City Cab: 235-7000

Source: Oshkosh Transit System, 2004

\*\* Special Considerations: Drivers will wait a maximum of 5 minutes after their arrival. A \$10.00 fee per trip will be added if a second person is needed to get passenger up and down steps. Effective 1/1/2004

**Bus Fleet.** OTS operates a fleet of 17 buses (Exhibit 21). These accessible buses are rotated among fixed-route service. All OTS buses have the following accessibility features: low floor, ramp entry, two wheelchair tie-downs, kneeling feature, lighted stairwells, handrails, courtesy seating and air conditioning. OTS's bus fleet is kept up to date on a general 15 year replacement schedule. Six new buses were acquired with a grant in 1996 and 11 more in 2003. Within the planning period, it would be anticipated that the next round of replacements would need to occur, in approximately 2012.

## EXHIBIT 21

### FLEET CHARACTERISTICS

Fleet	Number	Age (years)	35-foot	40-foot	Average Mileage
1997 New Flyers	6	6	0	6	190,204
2003 New Flyers	11	1	8	3	14,431
Total	17	-	8	9	76,469

Source: Oshkosh Transit System, 2004

**Maintenance Facility.** Constructed in 1963 as the City's incinerator plant and converted to a bus garage in 1981, the building contains several sections designated for offices, bus storage, maintenance, and cleaning. The conversion included the addition of a service bay with a bus washer. A separate area within the main garage is designated for repairs. Two bus lifts are located in the repair area as well as a small machine shop section. The buses are stored in the remaining area of the garage. Another section of the garage houses the tire shop area.

**Transit Center.** OTS operates as a pulse system with a single transfer point in the CBD. The transfer point was moved one block west from the 200 block of Main Street early in 1990 when the new Transit Center was opened on the corner of Market Street and Pearl Avenue, across from City Center. The center consists of a long shelter with a metal roof. A large, enclosed heated section is located in the middle, with an enclosed, unheated section on each end. A bus lane on each side of the shelter allows ten 35-foot buses to line up at one time. Although the shelter was designed to meet federal and state guidelines for wheelchair accessibility, in 1991 the passenger island was widened by four feet to make it easier for disabled people to maneuver around support pillars.

**Passenger Shelters.** The OTS has shelters located at 16 sites. These are glass enclosed on three sides, with a bench on the back wall (Exhibit 22).

## EXHIBIT 22

### LOCATION OF PASSENGER SHELTERS

Hazel Street at Parkway Avenue
Monroe Street at Merritt Avenue (Marion Manor)
Bowen Street at Oshkosh Medical & Rehabilitation
Doctor's Court at Coe Drug
Advocap
Washington Avenue at Social Services Building
North Main Street at Mainview Apartments
Pick 'N Save North
Algoma Boulevard at Reeve Union, UW-Oshkosh
High Avenue at Kolf Sports Center
Bethel Home
Simeanna
Seniors Center
Koeller Street at Affinity Health Care
Wal-Mart
9 <sup>th</sup> Avenue at Georgia Gardens

Source: Oshkosh Transit System, 2004

**Passenger Benches.** Wooden or metal benches are located at 22 sites (Exhibit 23).

## EXHIBIT 23

### LOCATION OF PASSENGER BENCHES

Transit Center
Grove Street at Mallard Avenue
Hazel Street at Cleveland Avenue
Otter Avenue at Court Street (Social Security Building)
Doctor's Court at 414 Block
Monroe Street at Merritt Avenue
Wisconsin Street at Scott Avenue
Algoma Boulevard at Dawes Street (Court House)
Algoma Boulevard at Woodland Avenue
Westfield Street at Oshkosh Avenue
Taft Avenue at Westfield Street
Sawyer Street at Porter Avenue
Witzel Avenue at Fox Valley Technical College
Sawyer Street at Faust Avenue
Eagle Street at 2 <sup>nd</sup> Avenue
Koeller Street at Fazoli's
Westhaven Drive at Festival Foods
ShopKo
20 <sup>th</sup> Avenue at 1100 Block
20 <sup>th</sup> Avenue at Patrician Village
20 <sup>th</sup> Avenue at Goodwill
Koeller Street across from Arby's

Source: Oshkosh Transit System, 2004

## INTERCITY TRANSIT

Intercity transit is provided to the Oshkosh area by two over-the-road bus companies, Greyhound and Lamers Bus Lines. Ten busses per day make intermediate stops at the airport, in route to Milwaukee, Madison, Wausau, Stevens Point, and Minocqua. Although Greyhound is currently in the process of discontinuing several routes through the Fox Valley, the City of Oshkosh is not losing any of its stops. According to management at the bus terminal, nearly half of the ridership is made up of elderly persons, and one quarter students. The location of the intercity bus station in the downtown area, while providing good access to area passengers, increases trip lengths of the buses needing to come into the City from the highway.

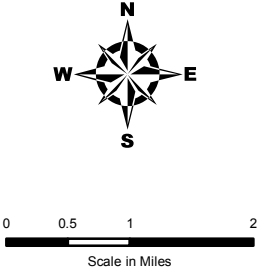
## **BICYCLE AND PEDESTRIAN**

Currently no designated urban bicycle routes exist in the Oshkosh area. The "WIOUWASH" Trail which goes through the City of Oshkosh is primarily intended for recreational use. However, it could potentially serve some commuter trips. Non-motorized transportation facilities are displayed in Exhibit 24, while bike routes are within Exhibit 25. Recommendations are included in the recommendations section of this report.

**EXHIBIT 24  
OSHKOSH AREA  
NON-MOTORIZED  
TRANSPORTATION  
FACILITIES**

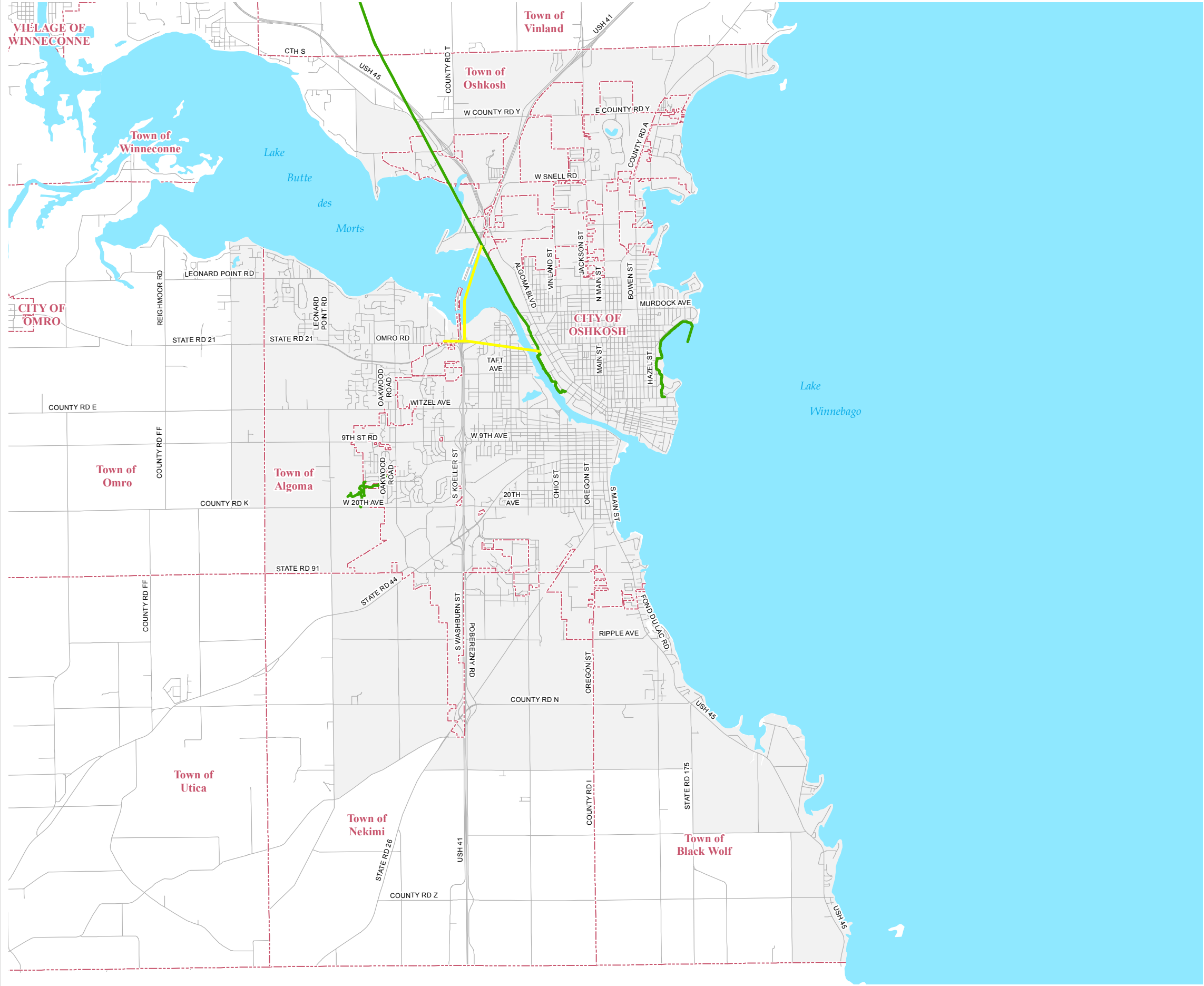
- EXISTING FACILITIES
- PROPOSED FACILITIES
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

Source: City of Oshkosh, WisDOT, and surrounding municipalities provided bike/pedestrian routes. WisDOT and ECWRPC provided the 2000 metropolitan planning area. Winnebago Counties provided 2005 centerline, hydrology, and municipality boundaries.



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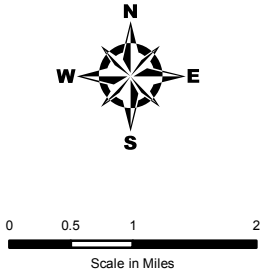
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# EXHIBIT 25 OSHKOSH AREA BIKE ROUTES

- BIKE ROUTES
- FUTURE BIKE ROUTES
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA






Source: City of Oshkosh WisDOT, and surrounding municipalities provided bike/pedestrian routes. WisDOT and ECWRPC provided the 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



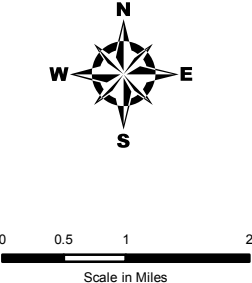
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**EXHIBIT 26  
OSHKOSH AREA  
FREIGHT ROUTES AND  
FREIGHT TERMINALS**

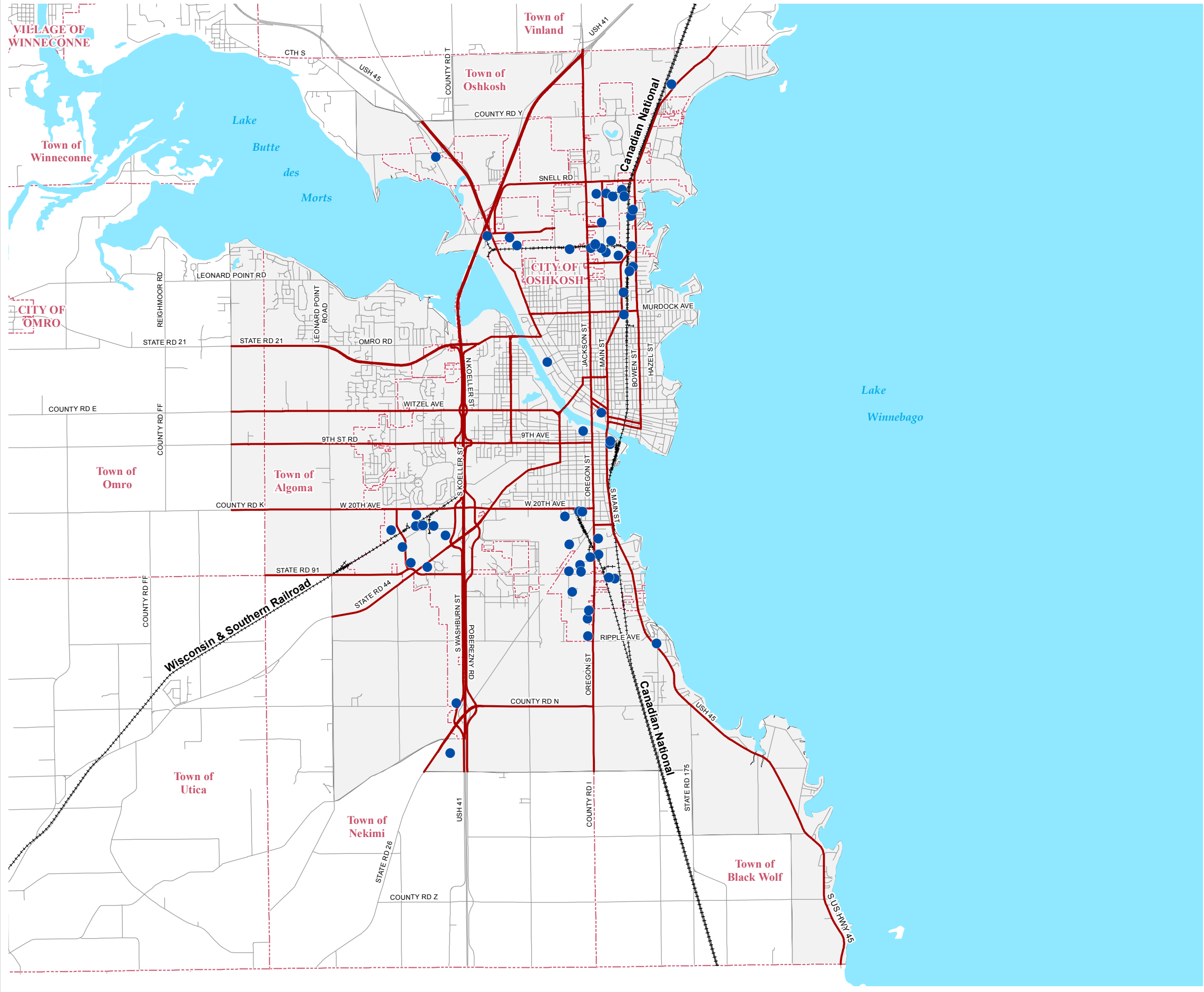
-  FREIGHT TERMINALS
-  FREIGHT ROUTES
-  RAILROAD
-  MUNICIPALITY BOUNDARIES
-  2000 METROPOLITAN PLANNING AREA

Source: WisDOT and ECWRPC provided 2000 metropolitan planning area. ECWRPC provided the freight routes and freight terminals, 2005. Winnebago County provided the 2004 railroad data and the 2005 centerline, hydrology and municipality boundaries.



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## FREIGHT MOVEMENT

### Truck

Exhibit 26 depicts the designated truck routes and rail lines, and the existing truck terminals in Oshkosh. Note that the freight terminals are closely aligned with the truck routes and can conveniently access USH 41 in most instances. The Oshkosh Urbanized Area has seen growth in import and export commodity tonnages since the previous plan update. Exhibits 27 and 28, along with the commodity movement graphics show commodity movement by truck for the Oshkosh Urbanized Area. Exhibits 29 and 30 show the top ten commodity exports and imports for Winnebago County.

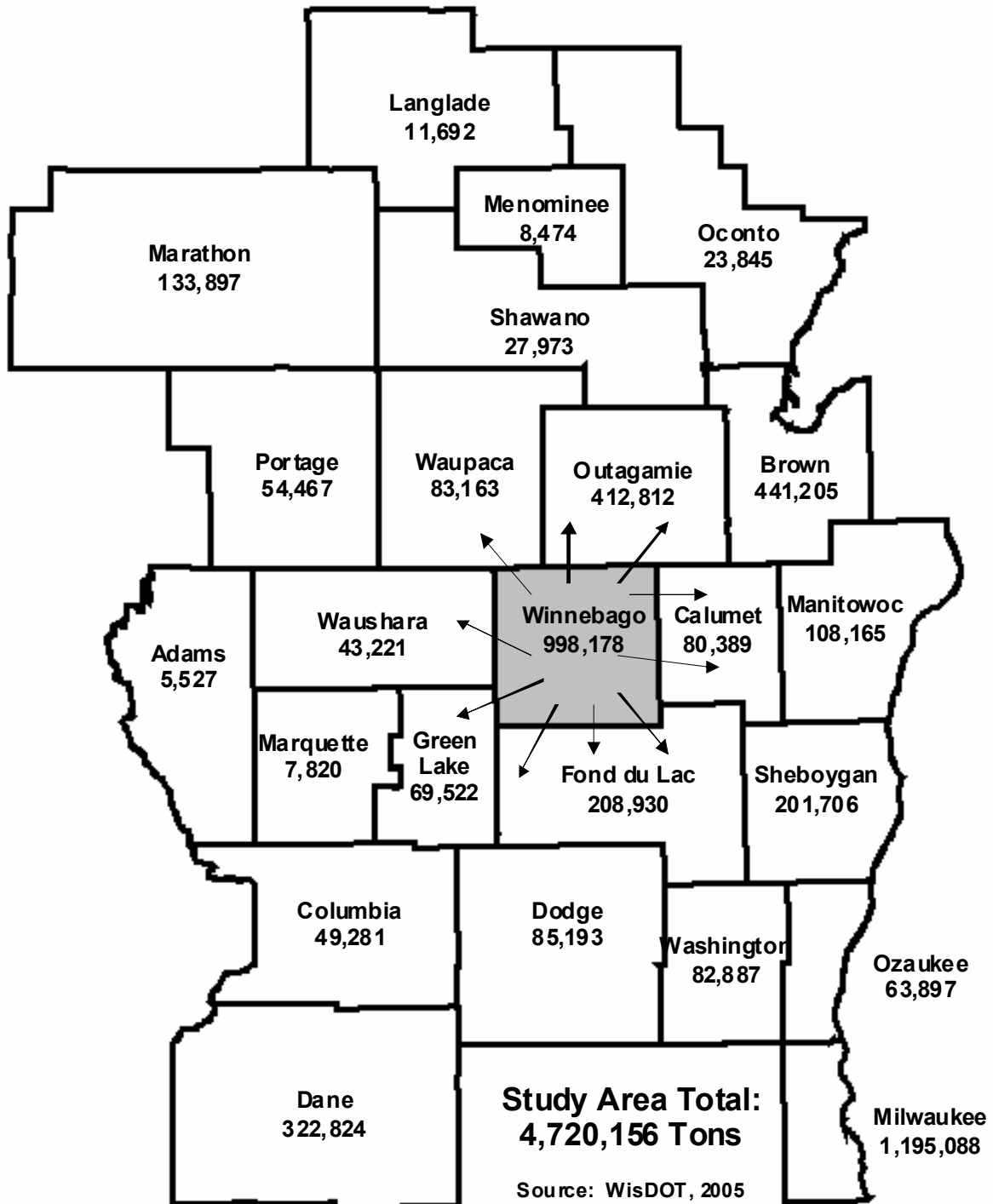
### EXHIBIT 27

#### COMMODITY TONNAGES EXPORTED BY WINNEBAGO COUNTY TO ECWRPC COUNTIES AND ADJACENT COUNTIES

County	1996	2005	Change (%)
Adams	4,326	5,518	27.6%
Brown	363,973	440,573	21.0%
Calumet	69,714	80,272	15.1%
Columbia	39,547	49,212	24.4%
Dane	252,585	322,359	27.6%
Dodge	68,346	85,070	24.5%
Fond du Lac	178,361	208,630	17.0%
Green Lake	54,907	69,421	26.4%
Langlade	9,200	11,675	26.9%
Manitowoc	90,662	108,010	19.1%
Marathon	103,912	133,706	28.7%
Marquette	6,242	7,808	25.1%
Menominee	7,202	8,477	17.7%
Milwaukee	921,638	1,193,372	29.5%
Oconto	19,005	23,811	25.3%
Outagamie	339,307	412,221	21.5%
Ozaukee	50,679	63,806	25.9%
Portage	42,269	54,389	28.7%
Shawano	22,183	27,983	26.1%
Sheboygan	165,460	201,417	21.7%
Washington	66,654	82,768	24.2%
Waupaca	65,312	83,042	27.1%
Waushara	32,821	43,159	31.5%
Winnebago	838,189	996,748	18.9%
<b>Total/Ave. Change</b>	<b>3,814,490</b>	<b>4,713,447</b>	<b>23.6%</b>

Source: WisDOT, 2005

## 2005 Truck Freight Tonnages Exported by Winnebago County to ECWRPC Counties and Adjacent Counties



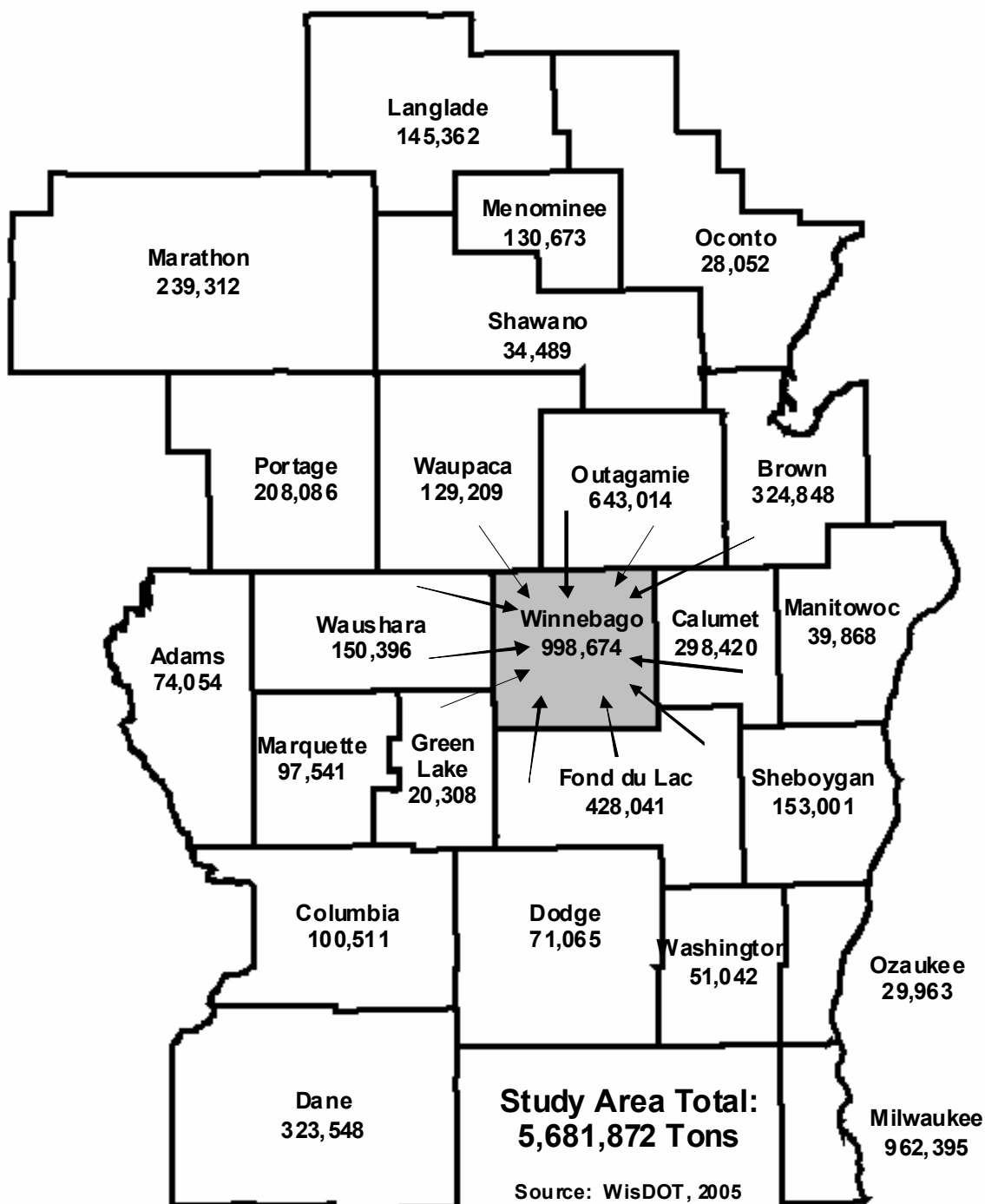
# EXHIBIT 28

## COMMODITY TONNAGES IMPORTED BY WINNEBAGO COUNTY FROM ECWRPC COUNTIES AND ADJACENT COUNTIES

County	1996	2005	Change (%)
Adams	55,347	74,045	33.8%
Brown	254,396	324,808	27.7%
Calumet	252,654	298,383	18.1%
Columbia	74,877	100,498	34.2%
Dane	253,123	323,509	27.8%
Dodge	56,943	71,056	24.8%
Fond du Lac	355,989	427,987	20.2%
Green Lake	14,739	20,308	37.8%
Langlade	103,936	145,342	39.8%
Manitowoc	31,334	39,863	27.2%
Marathon	177,293	239,281	35.0%
Marquette	68,770	97,528	41.8%
Menominee	94,147	130,656	38.8%
Milwaukee	720,600	962,271	33.5%
Oconto	20,909	28,049	34.1%
Outagamie	528,706	642,931	21.6%
Ozaukee	22,902	29,963	30.8%
Portage	159,897	208,060	30.1%
Shawano	25,545	34,489	35.0%
Sheboygan	119,511	152,982	28.0%
Washington	39,306	51,036	29.8%
Waupaca	96,281	129,193	34.2%
Waushara	110,747	150,377	35.8%
Winnebago	838,189	998,546	19.1%
<b>Total/Ave. Change</b>	<b>4,476,141</b>	<b>5,681,161</b>	<b>26.9%</b>

Source: WisDOT, 2005

## 2005 Truck Freight Tonnages Imported by Winnebago County from ECWRPC Counties and Adjacent Counties



## EXHIBIT 29

### WINNEBAGO COUNTY 2005 TOP 10 EXPORTS BY TONNAGE

Commodity	Tons
PRINTED MATTER	113,168
WASTE OR SCRAP MATERIALS	125,772
NONMETALLIC MINERALS, EXC. FUELS	147,380
CHEMICALS	151,973
CLAY, CONCRETE, GLASS OR STONE PRODUCTS	156,921
FOOD OR KINDRED PRODUCTS	237,883
LUMBER OR WOOD PRODUCTS	298,572
SECONDARY TRAFFIC	702,778
PETROLEUM OR COAL	1,188,997
PULP, PAPER OR ALLIED PRODUCTS	1,578,878

Source: WisDOT, 2005

## EXHIBIT 30

### WINNEBAGO COUNTY 2005 TOP TEN IMPORTS BY TONNAGE

Commodity	Tons
PRINTED MATER	48,949
FOOD OR KINDRED PRODUCTS	241,661
WASTE OR SCRAP	295,895
CHEMICALS	298,794
PETROLEUM OR COAL	537,486
PULP, PAPER OR ALLIED PRODUCTS	543,138
CLAY, CONCRETE, GLASS OR STONE PRODUCTS	679,342
NONMETALLIC MINERALS, EXC. FUELS	732,485
LUMBER OR WOOD PRODUCTS	1,154,370
SECONDARY TRAFFIC	1,279,898

Source: WisDOT, 2005

## Rail

Railroads have undergone significant change over the last thirty years and are the primary private sector provider of transportation infrastructure. The Chicago Northwestern Railroad (CNW) abandoned line segments in Oshkosh. The anticipated interconnection between the Soo Line and Wisconsin Southern in Oshkosh was never implemented and eventually the entire portion of the Wisconsin Southern line east of USH 41 was abandoned, precluding the need for a USH 41 overpass. The Soo Line sold its holdings north of Milwaukee, including one line into the Chicago market, to a newly formed company the Wisconsin Central Limited. Shortly afterward the CNW sold its holdings between Green Bay and Milwaukee to the newly formed Fox River Valley, an ITEL subsidiary, which also held the Green Bay & Western as a subsidiary. Finally, the Wisconsin Central Limited purchased the ITEL holdings in the Fox River Valley and Green Bay & Western, forming Fox Valley & Western as a subsidiary. This left Oshkosh with two carriers, though without any interconnection between them. Most recently, Canadian National bought out Wisconsin Central.

Canadian National has moved to consolidate trackage where feasible and where not otherwise needed for operations. The primary impact is in Oshkosh where a line through the downtown area was removed in the mid to late 1990s, eliminating over 40 grade crossings. A portion of this right-of-way has been acquired by the City and is being retained for transportation use. The impact of the Canadian National investments in rail infrastructure has been a closer working relationship with local governments and the accomplishment of coordinated infrastructure improvements that did not happen earlier.

The rail lines depicted on the map excluded some existing lines that have been abandoned as part of Canadian National's consolidation modifications following the purchase of the Fox River Valley and Green Bay and Western lines. Major switching yards are referenced on the map while minor yards are not. To date, yard facility improvements have been concentrated in the Neenah and North Fond du Lac yards, raising questions as to the future of the more minor Oshkosh yards. In terms of access, the Wisconsin Southern intermodal facility, while a bulk materials facility rather than a trailer-on-flatcar (TOFC) facility, is well-served by a principal arterial two miles west of a USH 41 interchange.

## **Airport**

Wittman Field in Oshkosh is notably the home of the Experimental Aircraft Association (EAA) and its annual convention which has a major economic impact on the community. While the airport presently has no scheduled passenger carrier serving it, it is home to Basler Flight Service which provides air cargo and charter service and also specializes in DC-3 conversions, and to the Fox Valley Technical College Aviation Center. The principal impacts on the public transportation infrastructure are the scale of the airport facility itself for the diverse needs of the EAA annual convention and on the highway network providing access to the facilities with its special peaking considerations during the convention.

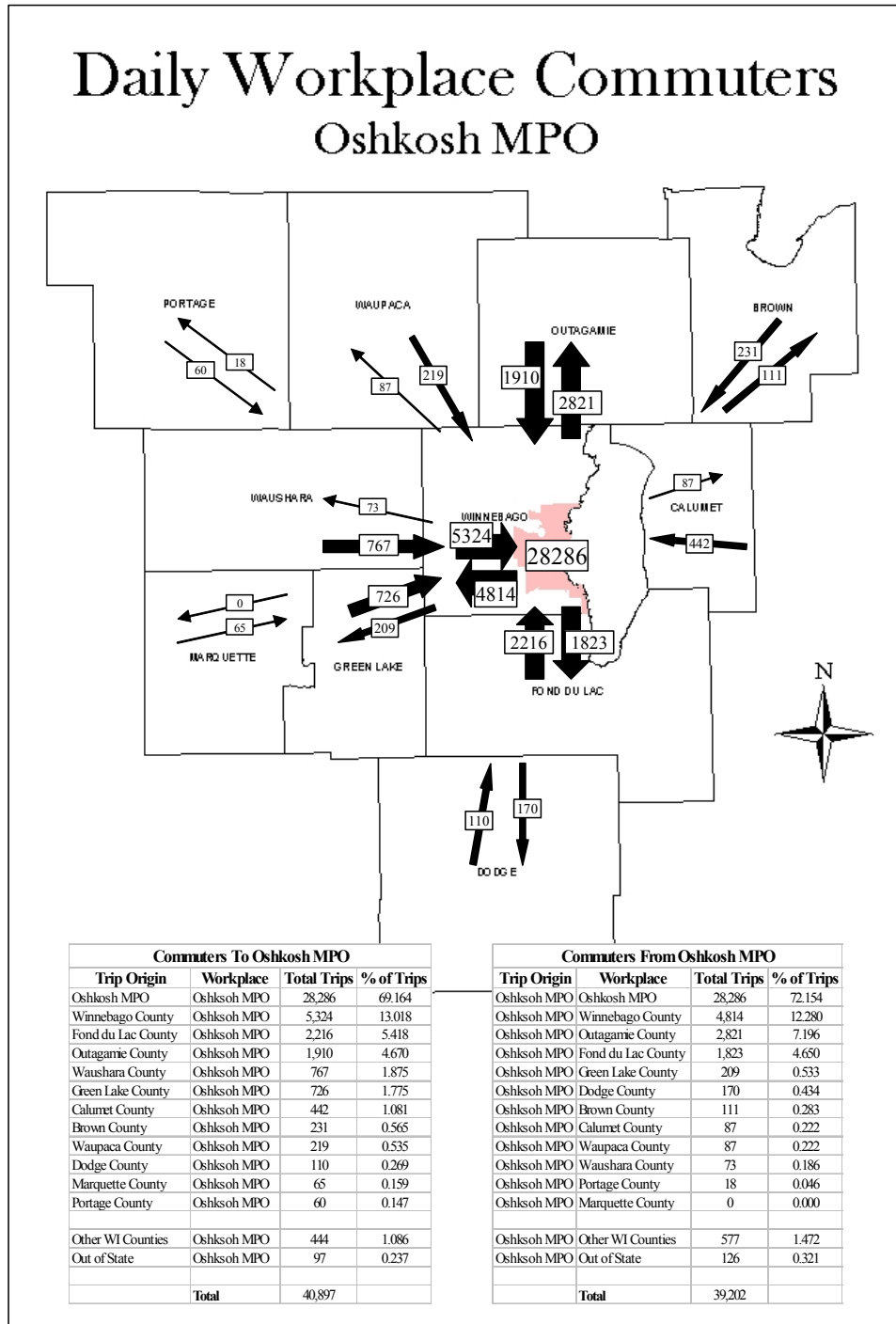
## **Water**

There is one railroad trestle and four lift bridges which extend across the Fox River within the City of Oshkosh. During the boating season, approximately May through October, these lift bridges are operated by Winnebago County employees. The lift bridges are opened immediately for all commercial traffic, while opening for non-commercial traffic is at the discretion of the bridge operators.

## **COMMUTING PATTERNS**

In terms of commuting patterns, the majority of daily commutes take place within the Oshkosh Urbanized Area. Roughly 70 percent of all commuter trips have both an origin and destination within the Oshkosh Urbanized Area. With regards to commuters with an origin outside of the Urbanized Area and destination within the Urbanized Area, 13 percent originate from Winnebago County, followed by Fond du Lac County (5.4 percent) and Outagamie County (4.7 percent). In terms of commuters with an origin from within the Oshkosh Urbanized Area and destination outside the Urbanized Area, roughly 12 percent commute to other areas within Winnebago County, followed by Outagamie County (7.2 percent) and Fond du Lac County (4.7 percent). Commute patterns for the Oshkosh MPO are displayed in Exhibit 31.

EXHIBIT 31  
COMMUTE PATTERNS



Source: WisDOT, 2005

**LAND USE PLAN**



## LAND USE PLAN

### INTRODUCTION

The land use plan for the Oshkosh area is based upon and integrated with the sewer service area planning process. The Oshkosh Sewer Service Area Plan was adopted by the East Central Wisconsin Regional Planning Commission on October 25, 1996 and is in the process of being updated, with completion scheduled for late 2005. This planning process allocates growth areas within local jurisdictions to meet projected needs for sewer development over the next 25 years. The growth area needs are based on county population projections developed by the Wisconsin Department of Administration. East Central disaggregates the county population to the town, village, and city level and then prepares employment projections based upon labor force participation and commuting patterns. Like the transportation/land use plan, the sewer service area plans are updated roughly every five years.

Control totals for population and employment projections, as well as land use growth forecasts were developed. The Oshkosh Urbanized Area is projected to grow at a slow and steady rate through the future 2035 planning horizon as depicted in Exhibit 32. Population is projected to increase by more than 18,000 people, or roughly 23 percent, in the study area between 2005 and 2035. The number of employees within the same study area is projected to nearly double from 37,677 in 2005 to 73,593 in 2035. The specific methodology used in the development of the small area projections is described in Appendix A.

### EXHIBIT 32

#### DEMOGRAPHIC PROJECTIONS FOR THE OSHKOSH STUDY AREA

Year	2005	2010	2015	2020	2025	2030	2035
Population	79,478	81,917	84,370	87,125	90,340	94,906	97,759
Employees	37,677	43,240	46,864	50,348	53,468	57,801	73,593

Source: DOA, 2004; ECWRPC, 2005

### LAND USE ALTERNATIVES

The land use alternatives are comprised of three scenarios which include a Full Build, Compact, and Current Plans scenario for the year 2035 (the selected alternative). These scenarios are illustrated in Exhibits 34, 47, and 55 in this section. The analysis used in this planning process is intended to illustrate the difference between the effects of varied land use policies over time. The study area used within this analysis includes both the Oshkosh and Fox Cities Urbanized Areas. A travel demand model was used as a tool to test these scenarios for the study area referred to as the Fox Valley model. Although transportation-related model outputs can only be generated for the Fox Valley (the Oshkosh and Fox Cities Urbanized Areas) as a whole, various socioeconomic projections can be made for each Urbanized Area.

Because of the slow and steady growth rate, projections for the next approximately 30 years do not create a large enough difference in land usage to adequately illustrate the true long term effects of land use policy directions on transportation needs. The Current Plans scenario examines land use patterns projected for the year 2035 based on adopted plans, policies and practices.

Both the Compact and Full Build scenarios use nearly the same control total for projected population, dwelling units, employment and vehicles. A slight variation in totals occurs because of varying household size in different minor civil divisions (MCDs). For the purpose of transportation planning, the Fox Cities and Oshkosh study area (Fox Valley) is divided into smaller geographic units known as Transportation Analysis Zones (TAZs). These TAZs are presented in Appendix B and contain specific existing and projected socio-economic data sets for each scenario. The base year trips rates listed below in Exhibit 33 are used to generate trip outputs for the noted trips types in all three model scenarios.

### EXHIBIT 33

#### BASE YEAR AUTO OCCUPANCY RATES BY TRIP TYPE

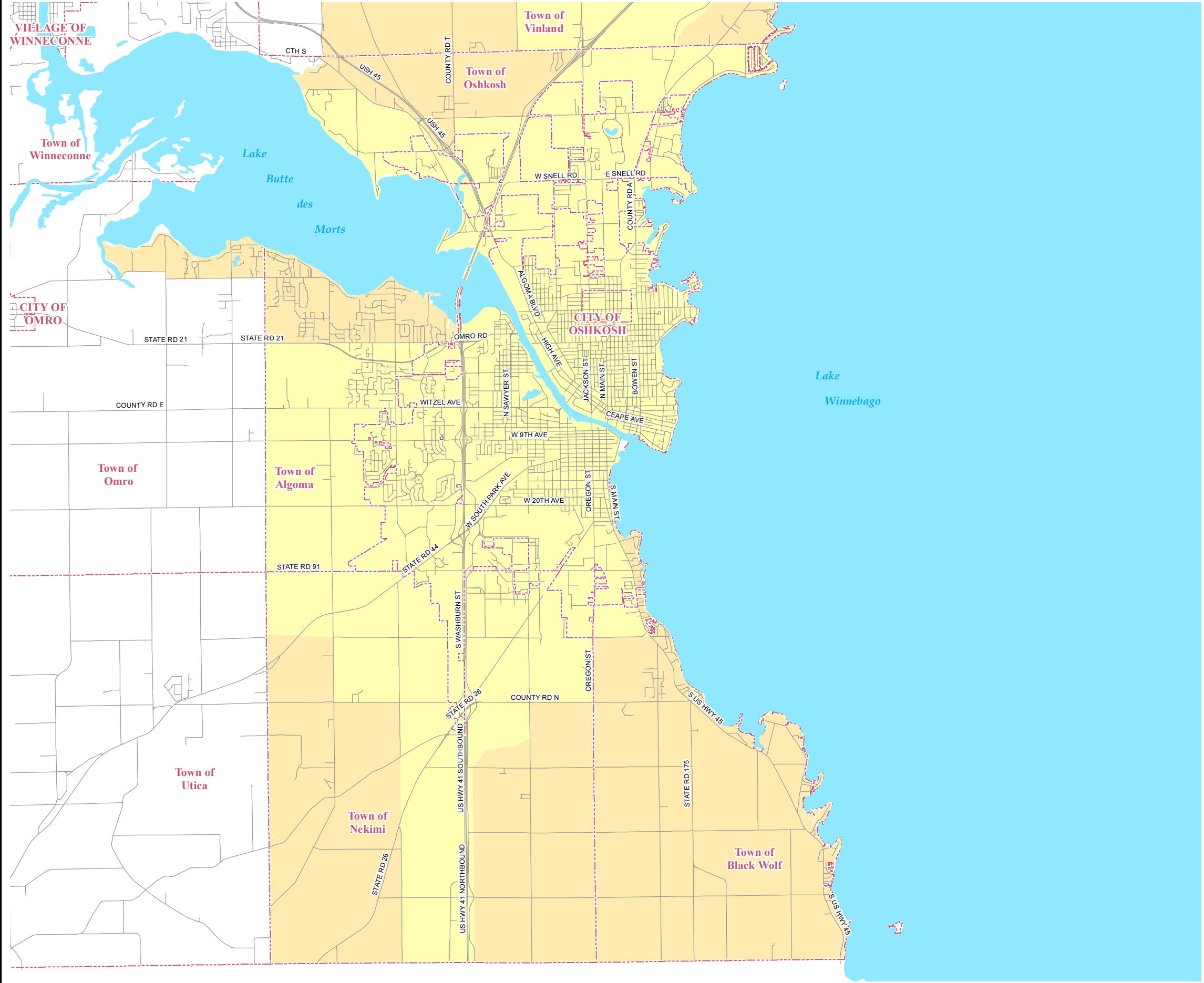
Trip Type	Trip Rate
Work	1.10
Shopping	1.92
School	1.78
Home Based Other	2.15
Non Home Based	2.09

Source: WisDOT 2005

**Full Build Scenario.** The Full Build Scenario proposes that the entire study area is developed (Exhibit 34). Based on current rates of growth it is anticipated that this occurrence could be 100 years or more down the road. It is projected that the Oshkosh Urbanized Area would consist of roughly 190,000 people, 74,000 households, and 60,000 students. The Fox Valley study area would include roughly 772,000 people, 298,000 households, and 282,000 students. Density within both study areas would be extremely low with 2.67 people per acre for the Oshkosh Urbanized Area and 2.73 people per acre for the Fox Valley study area.

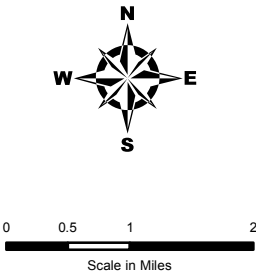
In terms of employment, the Oshkosh Urbanized Area would consist of roughly 171,000 employees, while the Fox Valley study area would consist of roughly 657,000 employees. A breakdown of employment sector estimates for the Oshkosh Urbanized Area, as well as the Fox Valley study area is listed in Exhibits 35 and 36. Employees per person would average 0.85, while employees per household would average roughly 2.21.

# EXHIBIT 34 OSHKOSH AREA FULL BUILD SCENARIO



- URBAN
- SUBURBAN
- MUNICIPALITY BOUNDARIES

Source: Winnebago County provided 2005 centerline, hydrology, and municipality boundaries. ECWRPC provided full build scenario information.



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### EXHIBIT 35

#### OSHKOSH URBANIZED AREA - FULL BUILD SCENARIO EMPLOYEES BY SECTOR

<b>Sector</b>	<b>Employees</b>
Retail	40,023
Service	49,523
Manufacturing	46,814
Wholesale	13,353
Trade	10,049
Other	10,708
<b>Total</b>	<b>170,470</b>

Source: ECWRPC 2005

### EXHIBIT 36

#### FOX VALLEY STUDY AREA - FULL BUILD SCENARIO EMPLOYEES BY SECTOR

<b>Sector</b>	<b>Employees</b>
Retail	138,330
Service	193,613
Manufacturing	197,678
Wholesale	34,997
Trade	48,094
Other	44,494
<b>Total</b>	<b>657,206</b>

Source: ECWRPC 2005

With regards to land use acreage, it is assumed that all vacant and undeveloped land within the study area would be developed in some capacity. Exhibits 37 and 38 provide a breakdown of projected land use acreages by land use type for the Oshkosh Urbanized Area and the Fox Valley study area. It is also noted that resource protection areas are not included within the urban developed acreage total, due to the fact that these totals will remain constant throughout all scenarios and are not classified as developable acreage.

### EXHIBIT 37

#### OSHKOSH URBANIZED AREA - FULL BUILD SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	27,854
Parks and Recreation	1,029
Retail	3,549
Service	7,244
Manufacturing	4,270
Wholesale	634
Trade	2,363
Other	3,040
Resource Protection*	2,999
<b>Total Urban Developed Acres</b>	<b>49,983</b>

\* Acreage not included within the total.  
Source: ECWRPC 2005

### EXHIBIT 38

#### FOX VALLEY STUDY AREA - FULL BUILD SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	109,252
Parks and Recreation	4,712
Retail	11,773
Service	24,711
Manufacturing	16,789
Wholesale	1,935
Trade	7,434
Other	9,805
Resource Protection*	17,982
<b>Total Urban Developed Acres</b>	<b>176,411</b>

\* Acreage not included within the total.  
Source: ECWRPC 2005

Employees per acre density for both the Oshkosh Urbanized Area, as well as the Fox Valley study area, are clearly dominated by the wholesale sector. Employment sector densities for both study areas are listed in Exhibits 39 and 40.

#### EXHIBIT 39

##### OSHKOSH URBANIZED AREA - FULL BUILD SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	11.28
Service	6.84
Manufacturing	10.96
Wholesale	21.06
Trade	4.25
Other	3.52

Source: ECWRPC 2005

#### EXHIBIT 40

##### FOX VALLEY STUDY AREA - FULL BUILD SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	11.75
Service	7.84
Manufacturing	11.77
Wholesale	18.09
Trade	6.47
Other	4.54

Source: ECWRPC 2005

All of this projected socioeconomic data allows the model to generate a variety of different trip types within the transportation network, including person trips, auto trips, and truck trips. By using the trip generation rates noted earlier within this chapter and the socioeconomic data, it is projected that roughly 3.8 million person trips would occur on the transportation network for this particular scenario within a 24 hour period in the Fox Valley study area. This equates to roughly 4.9 trips per person, per day on the transportation network.

# EXHIBIT 41

## FOX VALLEY STUDY AREA - FULL BUILD SCENARIO PERSON TRIP OUTPUTS

<b>Person Trip Type</b>	<b># of Person Trips</b>
Home-Based Work Trips	578,048
Home-Based Shopping Trips	575,124
Home-Based School Trips	300,936
Home-Based Other Trips	1,051,032
Non-Home Based Trips	1,287,617
<b>Total</b>	<b>3,792,757</b>

Source: ECWRPC 2005

Out of the 3.8 million person trips, it is projected that about 2.4 million would occur by automobile. Automobile trips include internal trips, trips which have an origin and destination within the travel model network, along with external to internal trips, those that originate outside the model yet have a destination within the network, and external to external trips, those that have an origin and destination outside the network, but travel through it. Exhibit 42 breaks down the auto trips by trip type for the Full Build Scenario.

# EXHIBIT 42

## FOX VALLEY STUDY AREA - FULL BUILD SCENARIO AUTO TRIP OUTPUTS

<b>Trip Type</b>	<b># of Auto Trips</b>
Home Based Work Trips	526,331
Home Based Shopping Trips	300,041
Home Based School Trips	169,301
Home Based Other Trips	489,352
Non-Home Based Trips	616,440
<b>Total Internal Auto Trips</b>	<b>2,101,465</b>
External to External	55,598
External to Internal	247,203
<b>Total EE/EI Auto Trips</b>	<b>302,801</b>
<b>Total Auto Trips</b>	<b>2,404,266</b>

Source: ECWRPC 2005

Truck trips also account for a substantial number of trips generated within the transportation network. It is projected that approximately 188,000 internal truck trips will be generated on the Fox Valley transportation network on a given day for the Full Build Scenario, roughly 139,000 of which would be single unit trucks. By including external to internal truck traffic and external to external truck traffic, roughly 220,000 truck trips would occur on the network.

#### EXHIBIT 43

##### FOX VALLEY STUDY AREA - FULL BUILD SCENARIO TOTAL TRUCK TRIP OUTPUTS

<b>Trip Type</b>	<b># of Trips</b>
External to Internal	22,869
External to External	8,935
Internal to Internal	187,905
<b>Total Truck Trips</b>	<b>219,709</b>

Source: ECWRPC 2005

Therefore, by adding the projected total of auto trips and truck trips, it is anticipated that there would be over 2.6 million trips occurring within the Fox Valley study area on a given day for the Full Build Scenario.

#### EXHIBIT 44

##### FOX VALLEY STUDY AREA - FULL BUILD SCENARIO TOTAL TRIP GENERATION OUTPUTS

<b>Trip Type</b>	<b># of Trips</b>
Auto	2,404,266
Truck	219,709
<b>Total</b>	<b>2,623,975</b>

Source: ECWRPC 2005

With regards to total daily vehicles miles traveled, the Fox Valley travel demand model forecasts that this would total roughly 25,828,938 miles traveled per day on the transportation network, with trucks accounting for 2,956,096 miles.

In terms of total daily vehicles hours traveled, the model estimates that this would come out to be 1,353,846 hours traveled per day on the transportation network, with trucks accounting for about 155,552 hours. These projected statistics are staggering and would have a severe impact on the existing transportation network within the Urbanized Area, as well as the model study area. The average vehicle speed on the transportation system would be roughly 19 miles per hour. The majority of the existing transportation network would be deficient in some capacity. Deficiencies will be discussed within the Alternative Analysis Chapter.

**Compact Scenario.** In order to illustrate a more efficient land use alternative, the Compact Scenario was compiled (Exhibit 47). This land use pattern maximizes the use of the land in a compact and contiguous manner. The analysis of the Compact Scenario measures the relationship of this denser land use pattern to our present landscape, effects on the environment and on the existing transportation system. In this case, land uses would be mixed, employment densities would be slightly higher, residential development would be denser (10.43 people per acre for the Oshkosh Urbanized Area and 10.58 people per acre for the Fox Valley study area), and much of the Metropolitan Planning Area would remain as agriculture with supporting rural land uses.



It is projected that the Oshkosh Urbanized Area would consist of roughly 140,000 people, 53,000 households, 65,000 students, and 135,000 employees. The Fox Valley study area would include roughly the same socioeconomic projections as the Full Build scenario of 772,000 people, 298,000 households, 282,000 students, and 657,000 employees.

A breakdown of employment sector estimates for the Oshkosh Urbanized Area, as well as the Fox Valley study area is listed below in Exhibits 45 and 46. These figures differ from the Full Build Scenario due to the difference in densities. Employees per person would still average 0.85, while employees per household would also continue to average roughly 2.21.

#### EXHIBIT 45

##### OSHKOSH URBANIZED AREA - COMPACT SCENARIO EMPLOYEES BY SECTOR

<b>Sector</b>	<b>Employees</b>
Retail	23,444
Service	45,881
Manufacturing	30,714
Wholesale	10,165
Trade	19,042
Other	5,989
<b>Total</b>	<b>135,235</b>

Source: ECWRPC 2005

#### EXHIBIT 46

##### FOX VALLEY STUDY AREA - COMPACT SCENARIO EMPLOYEES BY SECTOR

<b>Sector</b>	<b>Employees</b>
Retail	138,328
Service	193,625
Manufacturing	197,676
Wholesale	34,000
Trade	71,596
Other	21,987
<b>Total</b>	<b>657,212</b>

Source: ECWRPC 2005

Under a Compact Scenario, the Oshkosh Urbanized Area would develop in a manner that implements an efficient use of land. Specifically, the land use patterns maximize the use of the land by utilizing compact, contiguous development. Infill development will be promoted and enforced before any peripheral sprawl is allowed. This scenario assumes a greater number of people in a smaller amount of area and preserves the majority of farmland and other developed land, in

**EXHIBIT 47**  
**OSHKOSH AREA**  
**COMPACT SCENARIO**

- URBAN
- AGRICULTURE
- MUNICIPALITY BOUNDARIES

Source: Winnebago County provided 2005 centerline, hydrology, and municipality boundaries. ECWRPC provided compact scenario information.



0 0.5 1 2  
Scale in Miles

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exchange for more dense developments. Land use acreage by land use type for both the Oshkosh Urbanized Area and the Fox Valley study area is broken down in Exhibits 48 and 49. It is noted again that resource protection areas are not included within the urban developed acreage total, due to the fact that these totals will remain constant throughout all scenarios and are not classified as developable acreage.

#### EXHIBIT 48

##### OSHKOSH URBANIZED AREA – COMPACT SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	5,071
Parks and Recreation	1,712
Retail	702
Service	1,852
Manufacturing	1,535
Wholesale	1,124
Trade	2,116
Other	1,241
Resource Protection*	2,999
<b>Total Urban Developed Acres</b>	<b>15,353</b>

\* Acreage not included within the total.

Source: ECWRPC 2005

#### EXHIBIT 49

##### FOX VALLEY STUDY AREA – COMPACT SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	28,155
Parks and Recreation	8,492
Retail	3,680
Service	6,680
Manufacturing	9,883
Wholesale	3,772
Trade	7,956
Other	3,463
Resource Protection*	17,982
<b>Total Urban Developed Acres</b>	<b>72,081</b>

\* Acreage not included within the total.

Source: ECWRPC 2005

Employees per acre density for both the Oshkosh Urbanized Area, as well as the Fox Valley study area, are clearly dominated by the retail sector. Employment sector densities for both study areas are listed in Exhibits 50 and 51.

#### EXHIBIT 50

##### OSHKOSH URBANIZED AREA – COMPACT SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	33.41
Service	24.78
Manufacturing	20.01
Wholesale	9.04
Trade	9.00
Other	4.82

Source: ECWRPC 2005

#### EXHIBIT 51

##### FOX VALLEY STUDY AREA - COMPACT SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	37.59
Service	28.99
Manufacturing	20.00
Wholesale	9.01
Trade	9.00
Other	6.35

Source: ECWRPC 2005

As in the Full Build Scenario, this projected socioeconomic data allows the model to generate a variety of different trip types within the transportation network, including person trips, auto trips, and truck trips. By using the same auto occupancy rates noted earlier and socioeconomic data forecasts, it is projected that the number of person, auto, and truck trips under the Compact Scenario for the Fox Valley study area would closely resemble those from the Full Build Scenario. However, when the auto occupancy rates are adjusted for the future based on density under this particular scenario, the number of person trips by automobile is greatly reduced. The future trip generation rates are shown in Exhibit 52. By using these rates, the number of automobile trips would be reduced from roughly 2.4 million to roughly 1.5 million over a 24 hour period within the Fox Valley study area. Denser land use patterns and street and highway deficiencies caused by congestion would trigger an increase in the use of alternative modes of transportation (biking, walking, transit, etc.). Since auto trips would be greatly reduced, therefore reducing congestion, the number of truck trips and truck trip rates would not be affected.

## EXHIBIT 52

### FUTURE AUTO OCCUPANCY RATES BY TRIP TYPE

Trip Type	Trip Rate
Work	2.2
Shopping	3.84
School	3.56
Home Based Other	4.30
Non Home Based	4.18

Source: ECWRPC 2005

Vehicle miles and hours traveled would also be greatly reduced due to the reduction in the number of automobiles on the network. With regards to total daily vehicles mile traveled, the Fox Valley travel demand model forecasts that this would total roughly 13,560,122 miles traveled per day on the transportation network, with trucks accounting for 2,263,328 miles. The total daily miles traveled with the future auto occupancy rates for this scenario is roughly half of the total for the Full Build Scenario. Truck trip mileage is down slightly due to denser land use patterns.

In terms of total daily vehicles hours traveled, the model estimates that this would come out to be 460,358 hours traveled per day on the transportation network, with trucks accounting for about 78,644 hours. Total hours traveled for this scenario would be roughly one-third of the projected hours traveled for the Full Build Scenario, while hours traveled by truck would be approximately cut in half. Due to the reduction in traffic and congestion on the system, the average vehicle speed for this scenario would be roughly 30 miles per hour, in comparison to 19 miles per hour for the Full Build Scenario and the Compact Scenario with the base year auto occupancy rates.

**Current Plans Scenario for 2035.** (Selected Alternative) A Current Plans Scenario (Exhibit 55) is also examined which considers growth as it has actually occurred to the present, and with continued application of adopted policies into the future to 2035. The evaluation will compare the general consequences of the other two extreme models of development to this more reality-based scenario. The Current Plans Scenario is based on present development patterns and future projections grounded in sewer service area planning, local plans, the travel demand model, and adopted land use and transportation policy. The map does not depict the entire acreage projected earlier in this section. Excess acreage which allows for market choice is removed as it inflates the actual acreage needs. The detailed analysis of this scenario will measure the development's effects relative to the policies adopted earlier in the planning process and previously discussed in this document.

One of the tools used to depict what land use will look like in the year 2035 was to compile a proposed land use map (Exhibit 56) of the Urbanized Area based upon local plans. Although the horizon years for these plans vary, the plans were helpful in projecting land use trends for the year 2035. Under the Current Plans Scenario, the actual amount of land consumed is less than the total proposed by the local communities, particularly in the manufacturing category. Suburban and exurban development are left in place.

General demographics for the Oshkosh Urbanized Area related to this scenario include: a population of roughly 94,000 people, 38,000 households, 74,000 employees, and 32,000 students. The Fox

Valley model study area would include: a population of roughly 400,000 people, 163,000 households, 307,000 employees, and 113,000 students. Person per household would average 2.46. Residential density would be slightly higher than the Full Build Scenario with 3.40 persons per acre in the Oshkosh Urbanized Area and 3.17 persons per acre within the Fox Valley study area. Employees person for both the Urbanized Area and the model study area would average roughly 0.77, while employees per household would average 1.89. A breakdown of employment sector projections for the Urbanized Area and the model study area are listed below in Exhibits 53 and 54.

#### EXHIBIT 53

##### OSHKOSH URBANIZED AREA – CURRENT PLANS (2035) SCENARIO EMPLOYEES BY SECTOR

<b>Sector</b>	<b>Employees</b>
Retail	9,900
Service	43,786
Manufacturing	11,835
Wholesale	2,735
Trade	1,990
Other	3,347
<b>Total</b>	<b>73,593</b>

Source: ECWRPC 2005

#### EXHIBIT 54

##### FOX VALLEY STUDY AREA – CURRENT PLANS (2035) SCENARIO EMPLOYEES BY SECTOR

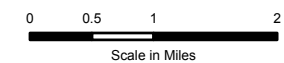
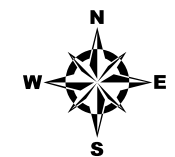
<b>Sector</b>	<b>Employees</b>
Retail	48,831
Service	154,374
Manufacturing	58,951
Wholesale	10,516
Trade	20,368
Other	13,880
<b>Total</b>	<b>306,920</b>

Source: ECWRPC 2005

# EXHIBIT 55 OSHKOSH AREA CURRENT TREND SCENARIO LAND USE - 2035

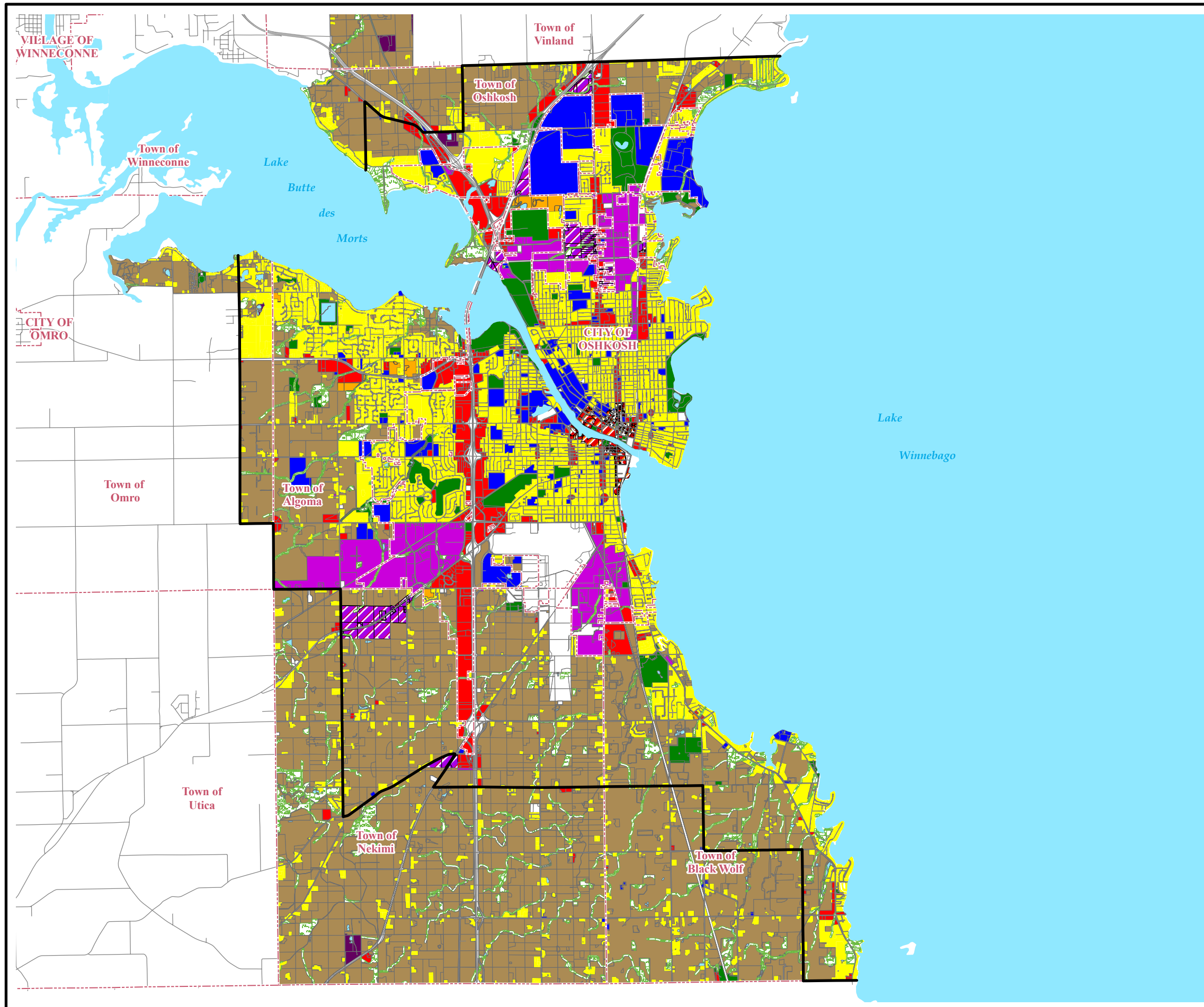
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- MULTI-FAMILY RESIDENTIAL
- MOBILE HOME PARKS
- COMMERCIAL
- COMMERCIAL/RESIDENTIAL MIX
- MANUFACTURING
- QUARRY
- COMMERCIAL/INDUSTRIAL MIX
- PUBLIC INSTITUTIONAL
- WATER FEATURES
- PARKS/RECREATION
- WETLANDS/RESOURCE PROTECTION
- AGRICULTURAL
- VACANT/UNDEVELOPED
- TRANSPORTATION/UTILITES
- 2000 METROPOLITAN PLANNING AREA
- MUNICIPALITY BOUNDARIES

Source: Proposed land use provided by the City of Oshkosh, the Town of Oshkosh, the Town of Algoma, the Town of Omro, the Town of Nekimi, the Town of Black Wolf, and ECWRPC. Winnebago County provided the 2005 centerline, municipality boundaries, and hydrology. ECWRPC and WisDOT provided 2000 metropolitan planning area.



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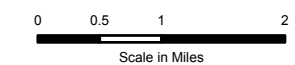
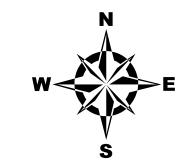




# EXHIBIT 54 OSHKOSH AREA PROPOSED LAND USE

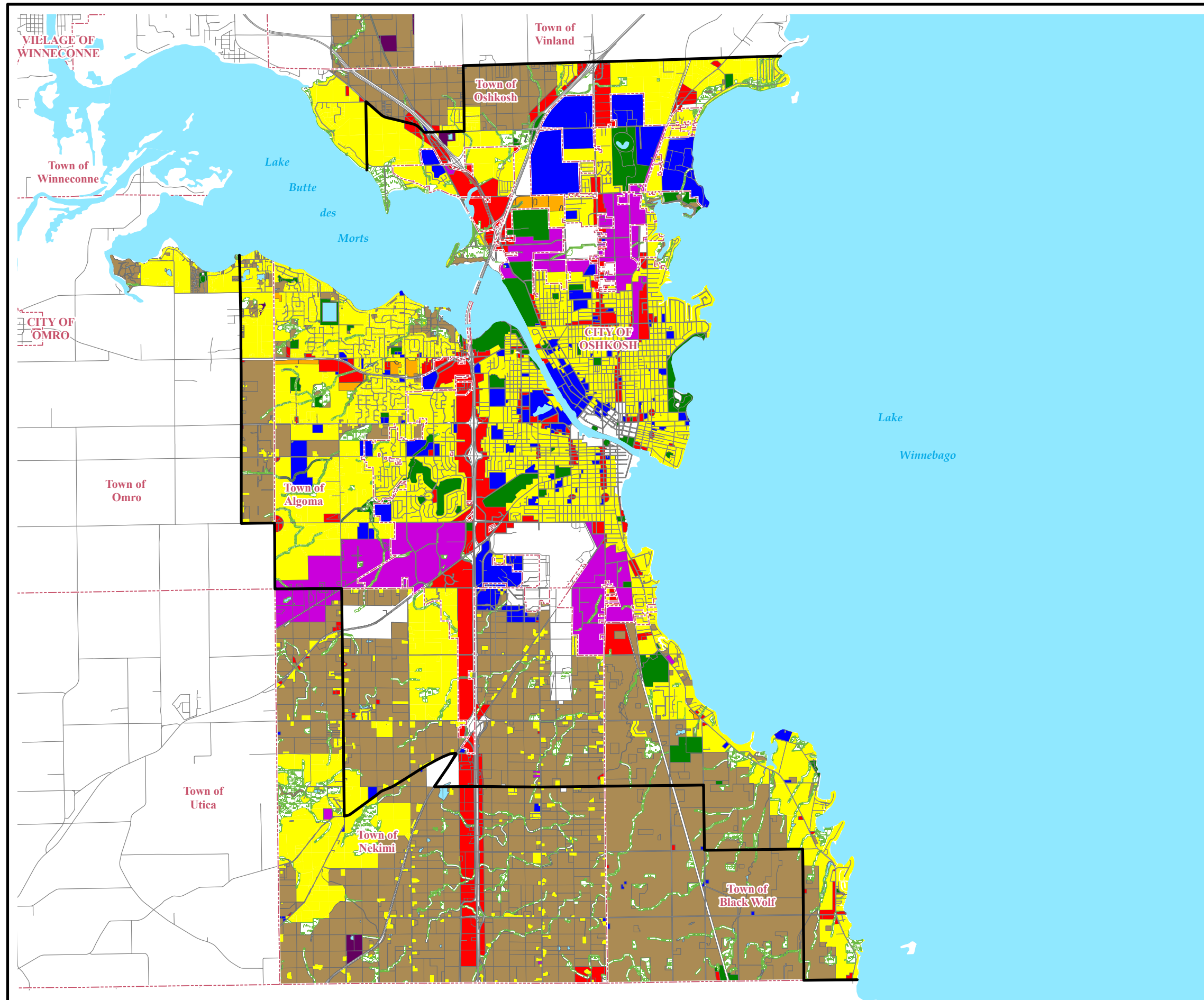
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- MULTI-FAMILY RESIDENTIAL
- MOBILE HOME PARKS
- COMMERCIAL
- MANUFACTURING
- QUARRY
- PUBLIC INSTITUTIONAL
- WATER FEATURES
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- VACANT/UNDEVELOPED
- TRANSPORTATION/UTILITES
- 2000 METROPOLITAN PLANNING AREA
- MUNICIPALITY BOUNDARIES

Source: Proposed land use provided by the City of Oshkosh, the Town of Oshkosh, the Town of Algoma, the Town of Omro, the Town of Nekimi, the Town of Black Wolf, and ECWRPC. Winnebago County provided the 2005 centerline, municipality boundaries, and hydrology. ECWRPC and WisDOT provided 2000 metropolitan planning area.



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With regards to land use acreage, projected acreages by land use type are based upon current rates of growth. Projected acreages for the Oshkosh Urbanized Area and the Fox Valley study area for the year 2035 are listed in Exhibits 57 and 58. It is also noted that resource protection areas are not included within the urban developed acreage total, due to the fact that these totals will remain constant throughout all scenarios and are not classified as developed acreage

#### EXHIBIT 57

##### OSHKOSH URBANIZED AREA - CURRENT PLANS (2035) SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	11,189
Parks and Recreation*	
Retail	989
Service	6,513
Manufacturing	1,356
Wholesale	241
Trade	792
Other	2,148
Resource Protection**	
<b>Total Urban Developed Acres</b>	<b>23,228</b>

\*Park/Rec acres are included in the service acres

\*\* Acreage not included within the total.

Source: ECWRPC 2005

#### EXHIBIT 58

##### FOX VALLEY STUDY AREA - CURRENT PLANS (2035) SCENARIO ACREAGE BY LAND USE TYPE

<b>Land Use Type</b>	<b>Acreage</b>
Residential	51,355
Parks and Recreation*	
Retail	4,345
Service	21,343
Manufacturing	5,071
Wholesale	548
Trade	3,449
Other	6,762
Resource Protection**	17,982
<b>Total Urban Developed Acres</b>	<b>92,873</b>

\*Park/Rec acres are included in the service acres

\*\* Acreage not included within the total.

Source: ECWRPC 2005

Employees per acre density is dominated by the wholesale sector in both the Oshkosh Urbanized Area and the Fox Valley study area, as seen in Exhibits 59 and 60.

#### EXHIBIT 59

##### OSHKOSH URBANIZED AREA - CURRENT PLANS (2035) SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	10.01
Service	6.72
Manufacturing	8.73
Wholesale	11.35
Trade	2.51
Other	1.56

Source: ECWRPC 2005

#### EXHIBIT 60

##### FOX VALLEY STUDY AREA - CURRENT PLANS (2035) SCENARIO DENSITIES BY EMPLOYMENT SECTOR

<b>Employment Sector</b>	<b>Employees per Acre</b>
Retail	11.24
Service	7.23
Manufacturing	11.63
Wholesale	19.18
Trade	5.91
Other	2.05

Source: ECWRPC 2005

Once again, this projected socioeconomic data allows the model to generate a variety of different trip types within the transportation network, including person trips, auto trips, and truck trips. By using the base year auto occupancy rates and socioeconomic data forecasts, it is projected that there would be roughly 1.9 million person trips within the Fox Valley study area in a 24 hour period. A breakdown of the trip types is shown in Exhibit 61.

# EXHIBIT 61

## FOX VALLEY STUDY AREA – CURRENT PLANS (2035) SCENARIO PERSON TRIP OUTPUTS

Person Trip Type	# of Person Trips
Home-Based Work Trips	298,620
Home-Based Shopping Trips	299,978
Home-Based School Trips	156,255
Home-Based Other Trips	548,117
Non-Home Based Trips	601,316
<b>Total</b>	<b>1,904,286</b>

Source: ECWRPC 2005

Of the 1.9 million person trips, roughly 1.5 million would occur by automobile and roughly 89,000 would occur by truck. With regards to total daily vehicles miles traveled, the Fox Valley travel demand model forecasts that this would total roughly 14,076,904 miles traveled per day on the transportation network, with trucks accounting for 1,533,954 miles. In terms of total daily vehicles hours traveled, the model estimates that this would come out to be 452,300 hours traveled per day on the transportation network, with trucks accounting for about 48,708 hours. Although a number of deficiencies are projected to occur, the average vehicle speed for this scenario would be roughly 31 miles per hour for the entire network.

**ALTERNATIVE ANALYSIS**

## ALTERNATIVE ANALYSIS

### INTRODUCTION

This section analyzes the three previously discussed land use scenarios relative to adopted goals, objectives, and policies. To facilitate this analysis, each of the scenarios was represented in a different disaggregation of the socioeconomic projections. The specific data disaggregation for each of the scenarios can be found in Appendix B. Each of the scenarios is measured as to its compliance with the goals, objectives, and policies previously discussed in this document. The text more thoroughly describes the highlights and details of the policy analysis.

### LAND USE

Land use goals, objectives and policies adopted in 2004 address four areas: growth management, urban service delivery, environmental resources, and open space. Discussion of the scenario analysis under each of these topic areas follows:

#### Growth Management

**Allocated Growth.** This objective promotes a balanced allocation of land, compatibility, and appropriate mix of land uses to provide accessibility to residents. As the basis for the disaggregation of the future population growth is based on the sewer service planning process, it fits well, in theory, with the policies under this objective. By definition, the land allocated for urban development approximates the current and future needs as determined from population, employment and land use projections developed in conjunction with adopted comprehensive or urban service area plans. How well that process supports the policies related to the encouragement of higher density, mixed use development, is in question. Since the land allocations in the sewer service area planning process are generally based on the average density of the last five years of development in each jurisdiction, compact development is not necessarily promoted. In fact, the current process may actually work against this policy, as communities developing at lower densities are allocated more acreage per projected dwelling unit than communities developing at higher densities. However, since the majority of development in the area does occur within the sewer service area, the current plans scenario is more effective in managing growth than is depicted by the full build scenario.

**Planned Urban Communities.** The current plans scenario may not fully meet the stated policies encouraging dense development, but the sewer service area planning process has served to steer development toward infill areas for sewer extension purposes. Also, efforts in the preservation of natural and man-made features of the region have been effective. The analysis shows that a compact development situation would better accomplish these desires through the use of strong regulation and drastically lower land consumption, while the full build scenario would not meet any of these policies.

**Environmentally Sound Development.** Many local, regional, state, and federal regulations exist to protect the environment from the effects of development and street and highway construction and maintenance, nevertheless some degree of pollution and disruption to the environment does occur. Various materials used in construction and maintenance, along with increased automobile byproducts (such as exhaust, refined petroleum products, and brake dust) from increased travel

times due to low density development, can produce toxic runoff which can pollute surface water, groundwater, and habitats for wildlife.

Without proper planning and regulations, the impacts of development, as well as transportation construction and pollution on our environment would be overwhelming. In the past, the lack of planning destroyed much of Wisconsin's most diverse environments. According to the Clean Water Action Council of Northeast Wisconsin, over 50% of Wisconsin's original wetlands have been consumed by development. For the most part this occurred early in our state's history as vast areas of wetlands were drained for agriculture. The destruction of wetlands greatly reduces habitats for wildlife, disrupts drainage patterns, and affects water quality due to the fact that wetlands play a major role in water filtration.

In terms of air quality, exhaust produced by automobiles contains harmful pollutants such as carbon monoxide, carbon dioxide, hydrocarbons, and nitrogen oxides. These byproducts greatly affect air quality, eat away at our atmosphere, and produce acid rain which greatly disrupts our waterways and ecosystems. Over the last several decades, stricter regulations pertaining to air and water quality have been drafted on a federal level to reduce air and water pollution. The Oshkosh Urbanized Area is currently classified as an attainment area. This means that the air quality meets or exceeds federal requirements for air quality. Consequently, the Oshkosh Urbanized Area is not required to analyze air quality impacts.

Since a good portion of development is triggered by the expansion of the transportation network, transportation planning and land use planning have been inseparable elements within the region for decades. Transportation projects go through extensive analysis to determine how levels of environmental interruption can be minimized. In 1970, the National Environmental Policy Act (NEPA) was created, which requires federal agencies to draft an Environmental Impact Statement (EIS) for projects that will greatly affect quality of life and the environment. Its main objective is to identify land uses, socio-economic data, environmental resources, and the potential impacts of various growth scenarios for a given area.

As long as transportation planning and land use planning go hand in hand, the levels of environmental disruption created by development and transportation improvements and construction can be minimized. The environment and its resources play a huge role in our health and our quality of life. Planning regulations help keep our air breathable and our water drinkable.

The full build scenario would have a significant impact on the environment simply because all land within the Urbanized Area would be developed. Although the compact scenario would have the least amount of land affected by development, other environmental consequences would most likely arise, such as decreased air and water quality, due to a high concentration of development and people.

**Efficient Development.** The compact development scenario rates highly against the policies under this objective. Infrastructure costs are lower if significantly less concrete and pipe are needed. Denser development is inherently more conducive to efficient serviceability by alternative modes of transportation than scattered, low density development which discourages alternative modes. With low density development, pedestrian and bicycle travel is no longer convenient. Public transportation becomes inconvenient and very expensive, as vehicles must travel longer distances to pick up fewer people traveling to more dispersed destinations.

Within the context of this non-real world compact development scenario is a full variety of housing types and locations. As it is illustratively drawn, little low density development exists other than farms, a few scattered rural lots, and a limited number of large urban lots. While this may be more efficient, freedom of choice is limited, not necessarily by style, price, or prestige, but indeed by density. The full build scenario overtly defies the policy of discouraging urban sprawl, exhibits low density development, and creates inefficiency in providing various public services. Over time, a rural environment no longer exists. Farmers and individuals desiring a truly rural environment are pushed out beyond the study area.

**Rural Land Development.** This objective is aimed at preventing the intermingling of rural and urban land uses. Rural development should be allowed only if it does not disturb agriculture or open space uses. One policy specifically states that rural subdivision development should be restricted in urban planning areas until long-term urban services are provided. The compact development scenario more closely follows these policies, while even the current plans scenario has little control over the pattern of rural development. In the full build scenario, agricultural land does not exist within the study area.

**Compatibility with the Transportation Network.** Low density, scattered development is continuing to occur on the urban fringes and in rural areas, which increases travel distances. With this increase for commuters, the use of alternative modes of transportation has declined and the majority of our region's population is reliant on the automobile as the primary mode of transportation. With this reliance on the automobile, traffic volumes on our transportation network continue to escalate.

This trend of low density, scattered development also isolates non-vehicle users, especially the elderly and disabled, from being able to travel in a cost and time efficient manner to doctor appointments, grocery stores, jobs, etc. Therefore it is important that these land uses are compatible with the transportation network to ensure that they are efficiently accessible for all users. The compact scenario would best cater to the mobility needs of alternative modes users by making land use patterns denser and travel distances shorter.

#### Urban Service Delivery

**Economical Public Facilities.** The provision of public services is undoubtedly more economical in denser development. As discussed earlier, whether sewer pipes or transit service, it costs more to go a longer distance to service fewer people. The recognition that the current plans scenario still allows for significant low density development, gives the current plans scenario a relatively low rating under this objective.

**Cooperative Provision of Services.** While the relationship between the two extreme scenarios is similar for 'economical public facilities' above, the current plans scenario rates higher than in the previous objective because of the promotion and existence of intergovernmental agreements in the sewer service districts, as well as some other public service areas, such as libraries.

#### Environmental Resources

**Water Quality Protection.** Although current DNR regulations protect wetlands, shorelands, and control construction site erosion, the current plans scenario, and more likely the full build scenario, poses a higher risk on the quality of water within the study area, due to the amount of land area being developed over time. The compact development simply disturbs less land, including sensitive rural wetlands, and does not create as much construction site erosion. It is, however, not highly

rated because of likely residential development on the urban waterfront and the possibility of water quality deterioration in that effort. Also, agricultural runoff is not necessarily addressed.

**Air Quality Protection.** The Oshkosh Urbanized Area is within the attainment standards for all monitored pollutants (carbon monoxide, nitrous oxide, hydrocarbons, and PM-10) at this time. Carbon Monoxide (CO) is an invisible, poisonous gas given off in the burning of fossil fuels. Nitrous Oxide (NO) and Hydrocarbons (HC) combine to form ozone. Another form of ambient air pollutant that is of concern to the U.S. Environmental Protection Agency is particulate matter, or PM-10. However, no reliable estimating technique exists for PM-10. Efforts must be made to avoid exceeding these standards and maintain attainment status. It could also be noted that the USEPA is currently reviewing the standards used in determining attainment status. A change in these standards could potentially cause a change in the area's status.

Consistently, based on VMT, a more compact development pattern rates better. Also, a denser land use pattern will encourage increased use of alternative transportation modes such as transit, carpooling, bicycle use, and walking. The prevalence of longer trip lengths under current plans gives it a rating closer to that of full build scenario.

**Environmentally Sensitive Area Protection.** Under current regulations, environmentally sensitive areas are fairly well protected from development and contamination. Over time, expanded development within the current plans and full build scenarios would likely cause damage to these areas. A more tightly urbanized pattern would not be using as much land and would be less likely to threaten sensitive areas, causing less challenge to protective regulations.

**Wildlife Habitat Management.** Scattered development illustrated in some areas within the current plans scenario may not have a devastating effect on wildlife habitat; however, it could result in the fragmentation of habitats or corridors. Also, the somewhat lower density of urban development could be more conducive to urban wildlife proliferation than a higher density urban pattern. In the rural areas, however, the compact growth scenario simply does not disturb the habitat and generates less traffic on rural highways reducing the threat to animal mobility.

**Food and Fiber Production.** The primary difference between the scenarios in terms of food and fiber production is land consumption. In the compact development scenario, food and fiber production still takes place within the study area in 2035. Rural land uses decrease within the current plans scenario, therefore decreasing production. In the full build scenario, land uses for food and fiber production cease to exist within the study area. The viability of farming is additionally threatened by increases in land values, land use conflicts, and safety concerns, coupled with a decrease in the availability of productive farmland caused by scattered residential, commercial, and industrial growth. Under development pressure, property taxes on farmland can increase to a point which discourages continued farming, and results in a domino effect loss in productive land. The farmland preservation program, in an attempt to curb this loss, rewards farmers for keeping land in farming with tax credits. In reality, if the demand exists and the developer is offering the right price, the temptation still exists to use the inflated value of the farmland as a retirement program, particularly when development is already making farming difficult. For that reason, the current plans scenario does not rate well in this relative analysis.



**Solid Waste Management.** A low rating is given to the full build scenario due to higher costs for transportation of solid waste, as well as increased potential for land use conflicts which complicate and drive up costs of disposal site location. Compact development stifles land use conflicts of this type by leaving more opportunities available for proper and efficient facility siting.

#### Open Space

**Recreational Opportunity.** A hierarchy of park sites, from neighborhood to regional parks, is needed to adequately serve an urbanized area. While scattered development could reduce accessibility to some residents, appropriate park development is possible under all of the land use patterns, granted community needs are properly assessed and accordingly addressed. Low density development also makes it difficult to economically justify the provision of neighborhood parks, which should be spaced within a safe and convenient walking distance of residential development.

**Preservation Areas.** This objective not only calls for the preservation of uniquely significant areas, but also for the public use and enjoyment of those areas. Public access really rests on the willingness and ability of responsible governmental entities to purchase, or otherwise control use and access of the preservation areas as appropriate. History has demonstrated that there is less commitment to invest in the protection of these resources in areas of scattered development.

**Urban Recreation Needs.** Urban recreation needs could be addressed under any of the scenarios. However, with a general diluting of resources in all service areas, an urban sprawl situation could create difficulty in siting and developing adequate urban park facilities. Fragmentation of land in rural area and the higher land values for undeveloped land brought about by urban sprawl can also complicate and increase costs of acquisition and development of environmental corridors and the provision of open space for outdoor recreational activities.

**Cost Effective Recreation.** Providing all types of services to a population that is widely dispersed over a larger area cannot be as cost effective as serving a more reasonably compact population. The adopted policies related to cost effective recreation discourage duplication of recreational facilities and programs and call for coordination between jurisdictions. While such coordination may be possible under scattered development, it is more complex and therefore more expensive. High density growth areas would have more easily defined and consistent recreational needs that could simplify coordination efforts.

**Attractive Communities.** Again with the concentration of resources over a smaller area, dollars for beautification programs could be more concentrated and have stronger impact on the attractiveness of a community. Similar to the community character preservation objective, a stronger identification of residents with a centralized community will increase local support for such projects. The planned redevelopment of waterfront properties in Oshkosh, from older industrial use to multi-family residential development and parkland closely follows the policies in the current plan.

## TRANSPORTATION

The data depicted in Appendix B was used as input to the transportation model for street and highway analysis of the scenarios. The computer model provides a fairly quantitative analysis in relation to the adopted transportation policies. Exhibits 62-65 show the projected deficiencies of the existing highway plus committed projects network under the three scenarios demographic projections. Deficiencies are defined as all segments which function at level of service D, E, or F.

**Integrated Planning.** Requirements of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) are the basis for the policies under this objective. TEA-21 requires the update of long range transportation/land use plans every five years. These plans are to address the needs of existing and future development within a 20 to 30 year horizon and require the input of local citizens. In practice, the arena in which these plans are produced promotes compatibility between local, regional and state policies and plans, as well as between public and private transportation services. While this objective, pertaining more to the process than the product, does not realistically allow for comparison between the scenarios, the current plans scenario is a product of an integrated planning process in the Urbanized Area under existing regulations.

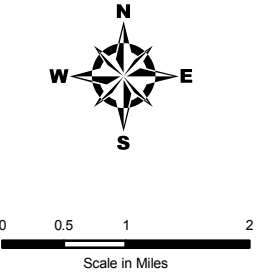
**Maximum System Effectiveness for all Residents.** While the current plans scenario does a reasonably good job of meeting the transportation needs of all residents, the somewhat dispersed land use creates challenges for public transportation for the economically disadvantaged, as well as the elderly, persons with disabilities, and other non-drivers. Efforts to meet such needs are currently being made through a coordinated effort of rural and urban services. For reasons similar to those deterring public transit use, bicycle and pedestrian modes are also deterred by dispersed land uses, and additionally by a shortage of safe and effective facilities. The current plans scenario has some control over density and contiguity of development as the sewer service planning effort does base a municipality's sewer service acreage allocation on the density of the development in the previous five years. This process therefore allows continued low density development in the towns where such development has occurred in the past, having the effect of expanding the area which cannot be effectively or efficiently served by public transportation. A denser than status quo scenario would better serve those who are economically disadvantaged. The analysis demonstrates that the compact development scenario would be more conducive to service by public transportation, and likewise encourage bicycle and pedestrian trip-making. On the other hand, the full build scenario, and on a lesser scale the current plans scenario, strains the ability of public transportation to economically serve those without access to an automobile. The increasing trip lengths also discourage auto owners from using public transportation for some of their trips.

**An Efficient Street and Highway System.** While a future transportation network is not being developed for each of the three land use scenarios at this time, a comparison can be made between each scenario's ability to function with the existing network plus the committed projects. The traffic volumes produced by each scenario are loaded on the network to analyze deficiencies, and to compare the location and magnitude of those deficiencies between the scenarios. Again, Exhibits 62 - 65 displays all highway segments which operate at or below LOS D for the respective scenario.

# EXHIBIT 62 OSHKOSH AREA FULL BUILD SCENARIO ROAD NETWORK DEFICIENCIES

- SEVERELY DEFICIENT
- DEFICIENT
- POTENTIALLY DEFICIENT
- APPROACHING
- TRAVEL MODEL NETWORK
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

Source: ECWRPC and WisDOT provided travel model network and deficiencies, 2005. ECWRPC and WisDOT provided 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



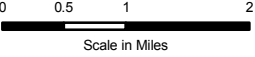
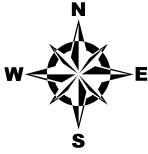
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Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005

# EXHIBIT 63 OSHKOSH AREA COMPACT SCENARIO ROAD NETWORK DEFICIENCIES

- SEVERELY DEFICIENT
- DEFICIENT
- POTENTIALLY DEFICIENT
- APPROACHING
- TRAVEL MODEL NETWORK
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

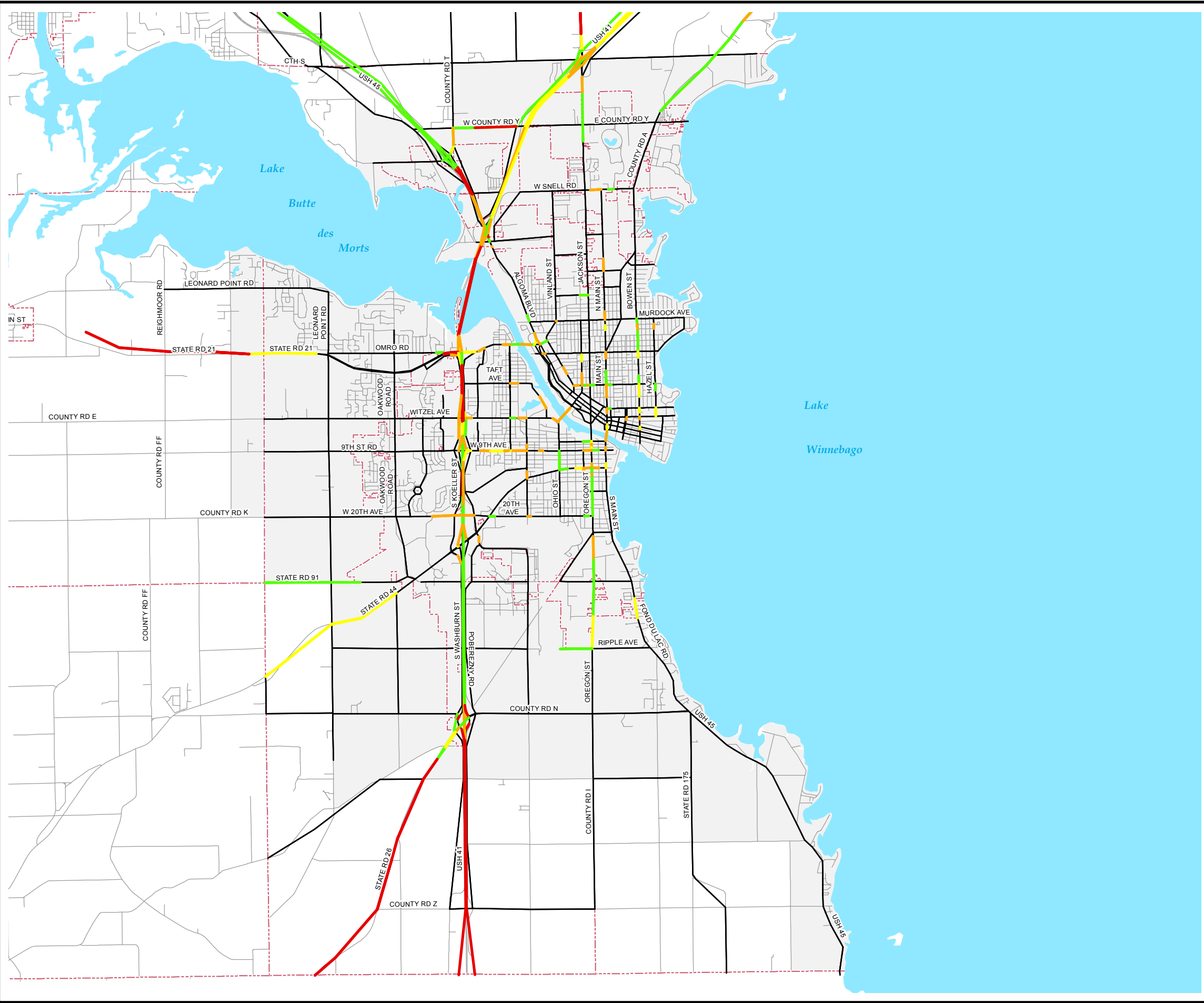
Source: ECWRPC and WisDOT provided travel model network and deficiencies, 2005. ECWRPC and WisDOT provided 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



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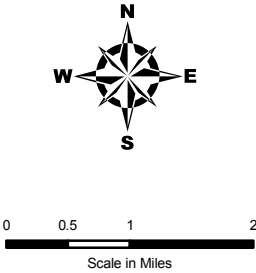
Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005

**EXHIBIT 64**  
**OSHKOSH AREA COMPACT**  
**SCENARIO ROAD NETWORK**  
**DEFICIENCIES WITH**  
**ADJUSTED AUTO**  
**OCCUPANCY RATES**



- SEVERELY DEFICIENT
- DEFICIENT
- POTENTIALLY DEFICIENT
- APPROACHING
- TRAVEL MODEL NETWORK
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

Source: ECWRPC and WisDOT provided travel model network and deficiencies, 2005. ECWRPC and WisDOT provided 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



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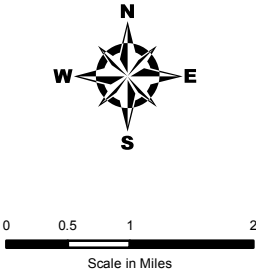
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REGIONAL PLANNING COMMISSION-OCTOBER 2005



**EXHIBIT 65  
OSHKOSH AREA  
CURRENT TREND  
SCENARIO ROAD NETWORK  
DEFICIENCIES - 2035**

- SEVERELY DEFICIENT
- DEFICIENT
- POTENTIALLY DEFICIENT
- APPROACHING
- TRAVEL MODEL NETWORK
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

Source: ECWRPC and WisDOT provided travel model network and deficiencies, 2005. ECWRPC and WisDOT provided 2000 metropolitan planning area. Winnebago County provided 2005 centerline, hydrology, and municipality boundaries.



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REGIONAL PLANNING COMMISSION-OCTOBER 2005

**Safety.** The model output can be used to project crashes by calculating an average based on VMT, speeds, and functional classification. The analysis compares the relative relationship of the scenarios. It also demonstrates that scattered development produces longer trips on higher speed facilities which generally results in more accidents. Higher speeds generally result in higher cost accidents as well, both in terms of property damage and personal injury. It is expected that problem areas would be addressed in a traffic operations program under any scenario, but at least in theory, this would be a more challenging effort under both the current plan development and full build scenarios.

**Minimum Environmental Disruption.** The result of the model analysis of these scenarios shows significant difference in environmental impact between the three. For the sake of control, all three were modeled on the same highway network, the existing network plus committed projects. In examining the model output it becomes obvious that scattered development requires longer trips which result in higher VMT, higher carbon monoxide, and particulate emissions, and an apparent need for more lane miles. The higher demand for lane miles means more construction and more surface runoff which, if not properly managed, contributes to water pollution. Perhaps most significantly, denser development promotes the provision and use of more efficient and effective public and private transit services. The reduction of single occupant vehicle trips would further reduce emissions.

**Compatibility with Land Use Patterns.** The key difference between the scenarios in terms of land use compatibility concerns agricultural land uses. Since all prime agricultural land would be developed in the full build scenario, significant demand for local roads to access the development as well as eventual increased capacity needs on the arterial system would occur. The scenario which best supports the policy of minimizing the amount of land used in roadways is the compact development scenario, with lower capacity needs in outlying areas and less need for local road development. The current trends scenario is rated relatively low because of the apparent need for roadway construction to serve new development areas and because of existing difficulties in effectively reserving right-of-way for proposed transportation facilities.

**Conservation of Energy.** The previously discussed propensity toward increased transit ridership, ridesharing, bicycling, etc. under the compact development scenario would contribute to energy conservation. Generally improved levels of service (LOS) on the highway network under that situation would result in less delay for drivers and reduced emission levels.

## **Multimodal Interaction**

**-Freight Transportation.** In each scenario USH 41 provides the primary link between Oshkosh and freight origins and destinations. Also, all three scenarios would allow for the development of highway related uses in proximity to the corridor, and were, therefore, generally rated the same. One policy under this objective pertains to minimizing conflicts between truck and auto traffic. Increased volumes on USH 41 under both the full build and current plan development scenarios cause them to have a slightly lower rating.

**-Public Transportation.** One of the strongest determinants of the productivity and efficiency of a public transportation system is population density. Fixed route bus systems, such as Oshkosh Transit System (OTS) notice a marked drop in productivity in areas under four units per acre. An exception to this could be an outlying destination frequented by

transit dependent persons, but in general, lower density, scattered development is not conducive to this type of transit. Other types of public transit are more appropriate in lower density, or even in rural, areas. Demand responsive service responds only to requested trips, and therefore does not incur constant costs. However, the cost per trip for such service is significantly higher than for the typical trip taken on fixed route service. In many rural areas, public transportation is offered at a much lower service level. Often scarce resources provide only weekly opportunities to travel to the central city, likely on a very inflexible schedule. Generally, the service level provided is dictated by density and the related trip generation potential.

Winnebago County has taken great strides in the coordination of transit services in and around the Oshkosh area, but the continued trend toward lower density development reduces the system's effectiveness on a limited budget. The aging of the overall population and increase in disabled populations over the planning period will increase the dependence on public transportation, worsening this difficult situation. Exhibit 66 shows a recent shift in funding sources, with local and state shares compensating for losses in federal operating funds. Throughout the years, there have been discussions suggesting that the federal government would move away from funding transit operations. At this point in time, this only occurs when an Urbanized Area attains Transportation Management Area (TMA) status, exceeding a population of 200,000 or more.

EXHIBIT 66  
OTS OPERATING COSTS  
BY FUNDING SOURCE

Operating Year	Expenses	Revenues	Deficit	Federal Share	State Share	Local Share	County Share
1998	\$2,497,241	\$430,071	\$2,067,170	\$480,085	\$1,006,904	\$364,219	\$215,963
1999	\$2,543,747	\$453,912	\$2,089,836	\$496,140	\$958,269	\$395,575	\$239,851
2000	\$3,006,363	\$481,228	\$2,525,135	\$603,076	\$1,062,048	\$581,370	\$278,641
2001	\$3,102,078	\$485,859	\$2,616,219	\$646,981	\$1,041,930	\$655,493	\$271,815
2002	\$3,247,257	\$505,811	\$2,741,446	\$880,126	\$1,022,041	\$533,514	\$305,765
2003	\$3,405,350	\$503,363	\$2,901,987	\$990,706	\$1,059,125	\$563,465	\$288,691
2004	\$3,515,331	\$508,444	\$3,006,887	\$989,869	\$1,126,375	\$590,162	\$300,481

Source: OTS, 2004

**-Bicycle and Pedestrian Travel.** Shorter trip lengths and safe walking and riding conditions promote pedestrian and bicycle tripmaking. The policies under this objective promote the consideration of these modes in the planning and design stages for highway and street improvement projects, site design and considerations and the provision of appropriate amenities at destinations, and education and enforcement of rules of the road. The compact development scenario has significantly higher potential for increased bicycle and pedestrian travel. Some difficulty still lies in dealing with the infrastructure which has developed to date with strong bias toward the automobile. Opportunities for retrofitting to serve these other modes effectively will likely only occur as highway expansion or reconstruction projects are required, and a full network of bicycle facilities will be slow in coming based on current trends.



Existing streets and roadways have been evaluated for their existing suitability to function effectively as bike routes. Each segment has been assigned a value ranging from "0" for unsuitable to "4" for good to excellent. A description of each value is provided below. The values are somewhat subjective and are based on the perceived comfort level (or perhaps more appropriately a stress index) for the Class A and high Class B bicyclist, one who would be expected to predominantly utilize the backbone collector and arterial street system on a regular basis. Although the value derived for each segment is subjective, it considers pavement width, traffic volumes and speeds, on-street parking, vehicular turn movements and other conflicts which contribute to the perceived safety of the bicyclist.

0 Unsuitable Segments

Segments generally exhibiting a combination of narrow pavement and/or traffic lanes, high traffic volumes and/or speeds, and inability of bicyclists to avoid imminent danger.

1 Very Low Comfort Level (Very High Stress) Segments

Segments generally exhibiting one or a combination of narrower than desirable pavement and/or traffic lanes, high traffic volumes, and multiple turn movements, contributing to a high level of potential use conflicts between bicyclists and motor vehicles. Generally very competitive conditions with individual bike movement dictated by the movement of motor vehicles.

2 Low Comfort Level (High Stress) Segments

Segments generally exhibiting one or a combination of narrower than desirable pavement and/or traffic lanes and relatively high traffic volumes, requiring a consistently high level of concentration and awareness on the part of the bicyclist. Generally competitive conditions with the bicycle considered part of the traffic stream.

3 Moderate Comfort Level (Moderate Stress) Segments

Segments generally exhibiting slightly narrower than desirable pavement and/or traffic lanes but relatively low traffic volumes and/or adequately wide shared lanes with on-street parking. Bicyclists generally perceive relatively safe biking conditions if they maintain a high level of concentration and awareness.

4 High Comfort Level (Low Stress) Segments

Segments exhibiting a combination of adequate design width, low traffic volumes and speeds, and function as neighborhood collectors and/or local streets.

**-Air Transportation.** Airport transportation is assumed to be of generally the same quality under these land use scenarios, however, access to the airport and land use conflict would likely vary. With volumes varying on USH 41 and the arterial system serving the airport, access is better under the compact development pattern, but still functions well under the current trends scenario, and only slightly worse within the full build scenario. The proximity of the airport to a high level highway facility makes the variation fairly minimal. Encroachment of development could hinder future airport expansion.

**SAFETY AND MULTIMODAL CRASH ANALYSIS**

## **SAFETY AND MULTIMODAL CRASH ANALYSIS**

### **INTRODUCTION**

Safety is an important aspect of transportation/land use planning. According to the Federal Highway Administration (FHWA), an estimated 42,643 Americans were killed in traffic crashes in 2003. This figure does not include alternative modes fatalities. Along with the loss of life, these incidents also cost our society roughly \$231 billion or about \$830 per American. To reverse this trend, the planning process can play a key role in minimizing safety hazards and help reduce the number of crashes, injuries, and fatalities.

By including all aspects of transportation safety in the planning process - engineering, education, enforcement, and emergency medical response, units of government are able to make safer and more efficient transportation improvement choices. It is also important to examine safety on a comprehensive scale by including all forms of transportation (automobile, transit, bicycle, pedestrian, rail, etc.) and how they interact system-wide. By examining current conditions and trends, future hazards and incidents can be reduced, if not prevented.

The Oshkosh MPO recognizes the importance of safety within the planning process and has conducted an in-depth analysis of multimodal crashes throughout the Urbanized Area to assist in the transportation decision-making process.

### **VEHICLE INTERSECTION CRASH ANALYSIS**

Oshkosh intersection crash locations were identified through the analysis of data provided by the Wisconsin Department of Transportation (Exhibit 67). Between 2001 and 2004, approximately 5,800 crashes were reported within the Oshkosh Urbanized Area.

Intersections were analyzed on a case by case basis, with crashes that occurred within 0.02 miles (roughly 105 feet) from the intersection being included in the total crashes for the intersection. A total of 20 crashes was used as the threshold for identifying these intersections, or an average of 5 crashes per year.

Important to note is the difficulties that arose with the intersections at USH 41. Isolating individual crashes to specific ramps proved difficult in most cases due to data constraints. A best attempt was made to describe the general deficiencies of these intersections. Intersection totals were compiled for the intersection as a whole; estimates were made in regards to specific ramps and ramp intersections. These estimates are based upon individual analysis of crashes and this is intended only to provide a means to better understand the smaller portions of the intersection as whole.

Note that the number of crashes is largely dependent on traffic volumes and may not reflect a safety concern at a particular intersection. The information provides insight as to where further crash rate and safety analysis should be conducted.

The following is a list of the crash location intersections:

**INTERSECTION ID 1: US HWY 41, US HWY 45/STATE ROAD 76**

Effective December 2003, US Hwy 45 changed its name to State Road 76. A total of 31 crashes occurred at Intersection 1 resulting in a total of 15 injuries.

**NON-RAMP**

77% of the crashes at Intersection 1 were non-ramp crashes resulting in 9 injuries.

**On US Hwy 41 and at State Road 76.** 46% of the non-ramp crashes at Intersection 1 occurred on US Hwy 41 and at State Road 76. 73% of these crashes occurred either in the month of November or January under either wet, snow, or ice conditions. In all of the crashes occurring on US Hwy 41 and at State Road 76, the possible contributing circumstances of one of the drivers was either failure to keep their vehicle under control, following too close, or driving too fast for conditions. There was 1 injury on US Hwy 41 and at State Road 76.

**On US Hwy 45/State Road 76 and at US Hwy 41.** 54% of the non-ramp crashes at Intersection 1 occurred on US Hwy 45/State Road 76 and at US Hwy 41. 38% of these crashes occurred under wet conditions; 54% were rear ends. In 92% of the crashes, the possible contributing circumstance of one of the drivers was either failure to yield, inattentive driving, improper turn, or following too close. Alcohol was a factor in one of the crashes and it did not result in a collision with another vehicle, nor were there any injuries. There were 8 injuries on US Hwy 45/State Road 76 and at US Hwy 41.

**RAMP**

23% of the crashes at Intersection 1 were ramp crashes resulting in 6 injuries.

**On Southbound US Hwy 41 ramp and at State Road 76.** 43% of the ramp crashes occurred on the southbound US Hwy 41 ramp at State Road 76. All three of the injuries reported occurred in two accidents. One of the crashes was a head on collision under wet conditions which resulted in one injury. Another crash was a rear-end resulting in two injuries.

**On Northbound US Hwy 41 ramp and at US Hwy 45/State Road 76.** 57% of the ramp crashes occurred on the northbound US Hwy 41 ramp at US Hwy 45/State Road 76. All of the crashes were rear ends. The possible contributing circumstance of all the crashes was either inattentive driving or failure to keep the vehicle under control. There were 3 injuries on northbound US Hwy 41 and at US Hwy 45/State Road 76.

**INTERSECTION ID 2: JACKSON STREET/US HWY 45/STATE ROAD 76, COUNTY ROAD Y**

A total of 27 crashes occurred at Intersection 2 resulting in a total of 6 injuries.

**On US Hwy 45/State Road 76/Jackson Street and at County Road Y.** 74% of the crashes occurred on US Hwy 45/State Road 76/Jackson Street and at County Road Y. 45% of these crashes were angle and 35% were rear ends. There were a total of 5 injuries; one being alcohol related.

**On County Road Y and at US Hwy 45/State Road 76.** 26% of the crashes occurred on County Road Y and at US Hwy 45/State Road 76. One of these crashes resulted in an injury and another was alcohol related. 100% of the crashes were rear ends.

**INTERSECTION ID 3: STATE ROAD 21, W MURDOCK AVENUE, VINLAND STREET, ELMWOOD ROAD**

A total of 28 crashes occurred at Intersection 3 resulting in a total of 25 injuries.

**On Vinland Street and at W Murdock Avenue.** 4% of the crashes occurred on Vinland Street and at W Murdock Avenue.

**On W Murdock Avenue/State Road 21 and at Vinland Street/Elmwood Road.** 96% of the crashes occurred on W Murdock Avenue/State Road 21 and at Vinland Street/Elmwood Road. Of these crashes, 15% were under wet conditions, 7% under snow, and 7% under ice. 74% were angle and 11% were head on collisions. There were 25 injuries on W Murdock Avenue/State Road 21 and at Vinland Street/Elmwood Road.

**INTERSECTION ID 4: US HWY 41, US HWY 45, STATE ROAD 110**

A total of 104 crashes occurred at Intersection 4 resulting in a total of 42 injuries.

**NON-RAMP**

73% of the crashes at Intersection 4 were non-ramp crashes resulting in a total of 31 injuries.

**On US Hwy 45/State Road 110 and at US Hwy 41.** 25% of the non-ramp crashes occurred on US Hwy 45/State Road 110 and at US Hwy 41. Alcohol was factor in one of the crashes and it did not result in a collision with another vehicle, nor were there any injuries. 21% of the crashes occurred under wet conditions. 26% were angle, and 47% were rear end. There were 5 injuries on US Hwy 45/State Road 110 and at US Hwy 41.

**On US Hwy 41 and at US Hwy 45/State Road 110.** 75% of the non-ramp crashes occurred on US Hwy 41 and at US Hwy 45/State Road 110. 11% of the crashes were under wet conditions, 18% under snow, and 18% under ice. 30% of the crashes were rear ends, 12% were angle, and 11% were sideswipes going the same direction. 40% were no collisions meaning there was only one vehicle involved. The breakdown of this 40% is as follows: 39% guardrail face, 26% deer, 9% median barrier, 8% overturned vehicle, and 13% bridge rail. There were 26 injuries on US Hwy 41 and at US Hwy 45/State Road 110.

**RAMP**

27% of the crashes at Intersection 4 were ramp crashes resulting in 11 injuries.

**On southbound US Hwy 41 ramp and at State Road 110/US Hwy 45.** 43% of the ramp crashes occurred on the southbound US Hwy 41 ramp at State Road 110/US Hwy 45. 75% of the crashes were rear ends. One of the injuries occurred under wet conditions and the other injury was alcohol related. There were 2 injuries on southbound US Hwy 41 ramp and at State Road 110/US Hwy 45.

**On northbound US Hwy 41 ramp and at State Road 110/US Hwy 45.** 57% of the ramp crashes occurred on the northbound US Hwy 41 ramp at State Road 110/US Hwy 45. 31% occurred under wet conditions, 69% were rear ends. 13% of the crashes were not collisions and only involved one vehicle; these crashes occurred under wet conditions and the possible contributing circumstances for the drivers was driving too fast for conditions. One vehicle jackknifed and another hit a traffic signal. One of the crashes that occurred on the northbound US Hwy 41 ramp at State Road 110/US Hwy 45 was alcohol related. There were 9 injuries on northbound US Hwy 41 ramp and at State Road 110/US Hwy 45.

#### **INTERSECTION ID 5: OMRO ROAD, STATE ROAD 21, N WASHBURN STREET**

A total of 36 crashes occurred at Intersection 5 resulting in 26 injuries.

**On State Road 21 and at N Washburn Street.** 75% of the crashes occurred on State Road 21 and at N Washburn Street. 18% of the crashes were under wet conditions and 4% were under snow conditions. There were 3 crashes that were alcohol related. 39% of the crashes were angle and 46% were rear ends. There were 23 injuries on State Road 21 and at N Washburn Street.

**On State Road 21 and at Omro Road.** 14% of the crashes occurred on State Road 21 and at Omro Road. 40% occurred during wet conditions; 80% of the crashes were angle and 80% of the circumstances were a failure to yield. There were 2 injuries on State Road 21 and at Omro Road.

**On Omro Road and at State Road 21.** 11% of the crashes occurred on Omro Road and at State Road 21. 75% of the crashes were rear ends. One crash was alcohol related and also under wet conditions. There was 1 injury on Omro Road and at State Road 21.

#### **INTERSECTION ID 6: N WESTHAVEN DRIVE, STATE ROAD 21, EMMERS LANE**

A total of 43 crashes occurred at Intersection 6 resulting in 40 injuries.

**On State Road 21 and at Emmers Lane.** 28% of the crashes were on State Road 21 and at Emmers Lane. One crash was alcohol related, occurred at night, and resulted in 3 injuries. 58% of the crashes were rear ends, 33% were angle and 8% were sideswipe in the opposite direction. The possible contributing circumstances of all of the crashes was either inattentive driving, following too close, or failure to yield. There were 14 injuries on State Road 21 and at Emmers Lane.

**On State Road 21 and at N Westhaven Drive.** 65% of the crashes were on State Road 21 and at N Westhaven Drive. 11% of the crashes occurred under wet conditions. 56% of the crashes were angle; 37% were rear ends, 4% were side swipe same side and 3% were no collision meaning there was not a second vehicle involved. One of the crashes was alcohol related. There were 22 injuries on State Road 21 and at N Westhaven Drive.

**On N Westhaven Drive and at State Road 21.** 7% of the crashes were on N Westhaven Drive and at State Road 21. 33% occurred under wet conditions; 67% were angle and 33% were rear end. There were 4 injuries on N Westhaven Drive and at State Road 21.

### **INTERSECTION ID 7: COUNTY ROAD E/WITZEL AVENUE, OAKWOOD ROAD**

A total of 21 crashes occurred at Intersection 7 resulting in 21 injuries and 1 fatality.

**On Oakwood Road and at Witzel Avenue.** 14% of the crashes occurred on Oakwood Road and at Witzel Avenue. One of the crashes was alcohol related, occurred under wet conditions at nighttime, and resulted in hitting a utility pole rather than a collision with another vehicle. The driver was traveling south making a right hand turn at a stop sign. The possible contributing circumstance for this incident was driving too fast for conditions. 67% of the crashes on Oakwood Road and at Witzel Avenue were rear ends.

**On Witzel Avenue/County Road E and at N Oakwood Road/S Oakwood Road.** 86% of the crashes at Intersection 7 occurred on Witzel Avenue/County Road E and at N Oakwood Road/S Oakwood Road. 11% of the crashes occurred under wet conditions and 11% occurred under snow conditions. 94% of the crashes were angle and 6% were rear end. There were a total of 21 injuries and one fatality on Witzel Avenue/County Road E and at N Oakwood Road/S Oakwood Road. The fatality involved two vehicles. Driver 1 was traveling north making a left hand turn at the stop sign. Driver 2 was traveling west going straight at the stop sign. The possible contributing circumstance of driver 2 was a disregard for traffic controls.

### **INTERSECTION ID 8: WISCONSIN STREET, W MURDOCK AVENUE**

A total of 59 crashes occurred at Intersection 8 resulting in 32 injuries.

**On Wisconsin Street and at W Murdock Avenue.** 17% of the crashes occurred on Wisconsin Street and at W Murdock Avenue. 30% of the crashes occurred at nighttime under wet conditions. 50% of the crashes were angle and the possible contributing circumstances of the drivers involved in the collisions was either disregard for traffic control, failure to yield, or inattentive driving. There were 4 injuries on Wisconsin Street and at W Murdock Avenue.

**On W Murdock and at Wisconsin Street.** 83% of the crashes occurred on W Murdock and at Wisconsin Street. 20% of the crashes occurred under wet conditions and 6% occurred under snow. 76% of the crashes were angle, 4% were head on collision, 6% were side swipe opposite direction, 4% were side swipe same direction; 8% were rear end and 2% were no collision. Of the angle crashes the possible contributing circumstances of the drivers for 97% were either disregard for traffic control, failure to yield, inattentive driving or driving too fast for conditions. There were 28 injuries on W Murdock and at Wisconsin Street.

### **INTERSECTION ID 9: WISCONSIN STREET, HIGH AVENUE**

A total of 30 crashes occurred at Intersection 9 resulting in 23 injuries.

**On High Avenue and at Wisconsin Street.** 17% of the crashes at Intersection 9 occurred on High Avenue and at Wisconsin Street. 40% were rear end, 20% were angle and 20% were sideswipe same side.

**On Wisconsin Street and at High Avenue.** 83% of the crashes occurred on Wisconsin Street and at High Avenue. 52% of the crashes were rear ends and 28% were angle. One

crash involved a pedestrian resulting in an injury. The driver of the vehicle was going straight in an unknown direction and the pedestrian was also going straight. There were three crashes at this location involving bicycles all resulting in injuries. The bicyclist at the first crash was headed north going straight and the driver of the vehicle was headed east making a right hand turn. A second incident involving a bicyclist indicates the bicyclist was heading south going straight and the driver was heading east going straight. The possible contributing circumstance of the driver was driving too fast for conditions. Two crashes were alcohol related and both occurred at nighttime. There were 23 injuries on Wisconsin Street and at High Avenue.

#### **INTERSECTION ID 10: N SAWYER STREET/S SAWYER STREET, WITZEL AVENUE**

A total of 38 crashes occurred at Intersection 10 resulting in 28 injuries.

**On N Sawyer Street/S Sawyer Street and at Witzel Avenue.** 21% of the crashes at Intersection 10 occurred on N Sawyer Street/S Sawyer Street and at Witzel Avenue. 62% of the crashes were angle and 38% were rear ends. There were 5 injuries on N Sawyer Street/S Sawyer Street and at Witzel Avenue.

**On Witzel Avenue and at N Sawyer Street/S Sawyer Street.** 79% of the crashes occurred on Witzel Avenue and at N Sawyer Street/S Sawyer Street. 33% of the crashes occurred under wet conditions, 10% under ice and 10% under snow. 67% of the crashes were angle and 20% were rear ends. The possible contributing circumstance of one of the drivers for the angle crashes was either failure to yield, failure to keep the vehicle under control, driving too fast for conditions, inattentive driving, or disregard traffic control. Three of the crashes were alcohol related. There were 14 injuries on Witzel Avenue and at N Sawyer Street/S Sawyer Street.

#### **INTERSECTION ID 11: N KOELLER STREET, WITZEL AVENUE**

A total of 57 crashes occurred at Intersection 11 resulting in 45 injuries.

**On N Koeller Street and at Witzel Avenue.** 46% of the crashes occurred on N Koeller Street and at Witzel Avenue. 19% of the crashes occurred under wet conditions, 4% occurred under snow. 35% of the crashes occurred at nighttime. 58% of the crashes were angle, 19% were rear end and 12% were head on collisions. Two crashes at this location were alcohol related. The first alcohol related crash resulted in a rear end injuring 3 people. Both of the drivers in this incident were headed north making right hand turns. The second alcohol related crash occurred during snow conditions at nighttime. The first driver was headed north going straight and the second driver was headed west going straight. There was one crash involving a pedestrian. The driver was heading south making a left hand turn. The possible contributing circumstance of the driver was failure to yield. There were 19 injuries on N Koeller Street and at Witzel Avenue.

**On Witzel Avenue and at N Koeller Street.** 54% of the crashes occurred on Witzel Avenue and at N Koeller Street. 23% of the crashes occurred under wet conditions and 3% occurred under snow. 29% of the crashes were at nighttime. 61% of the crashes were angle. There were three bicycle incidents at this location all resulting in injuries. In all three bike incidents the drivers of the vehicles were traveling south making right hand turns and the possible contributing circumstances were either inattentive driving or failure to yield. The bicyclists were



heading east going straight. Two crashes were alcohol related; one occurred at nighttime resulting in a rear end injuring one person and the other also occurred at nighttime resulting in hitting a traffic sign and injuring one person. There were 26 injuries on Witzel Avenue and at N Koeller Street.

### **INTERSECTION ID 12: STATE ROAD 21, US HWY 41**

A total of 229 crashes occurred at Intersection 12 resulting in 143 injuries. This is the greatest number of crashes at any of the intersections. Intersection 12 makes up for 12% of the total crashes, as well as, 12% of the total injuries.

#### **NON-RAMP**

42% of the crashes at Intersection 12 were non-ramp crashes resulting in 61 injuries.

**On State Road 21 and at US Hwy 41.** 52% of the non-ramp crashes occurred on State Road 21 and at US Hwy 41. 14% of the crashes were under wet conditions and 4% were under snow. 54% of the crashes were rear ends, 22% were angle. Two of the crashes were alcohol related. There were 31 injuries on State Road 21 and at US Hwy 41.

**On US Hwy 41 and at State Road 21.** 48% of the non-ramp crashes occurred on US Hwy 41 and at State Road 21. 11% of the crashes were under wet conditions, 9% under snow and 2% under ice. 72% of the crashes were rear ends. One of the crashes was alcohol related. It only involved one vehicle and resulted in an injury and hitting a traffic sign. There were 30 injuries on US Hwy 41 and at State Road 21.

#### **RAMP**

Even though many of the crashes did not indicate "ramp" it was concluded that they occurred on the ramp location due to the reporting. 58% of the crashes at Intersection 12 were ramp crashes resulting in 82 injuries.

**On southbound US Hwy 41 ramp and at State Road 21.** 80% of the ramp crashes occurred on the southbound US Hwy 41 ramp and at State Road 21. In many cases the direction of State Road 21 was not indicated so the points were plotted to the best deduction of the reporting. 10% of the crashes occurred under wet conditions, 1% under snow and 1% under ice. 42% of the crashes were angle, 50% were rear ends. Three of the crashes were alcohol related; two of them being under wet conditions. There were 60 injuries on southbound US Hwy 41 ramp and at State Road 21.

**On northbound US Hwy 41 ramp and at State Road 21.** 20% of the ramp crashes occurred on the northbound US Hwy 41 ramp and at State Road 21. In many cases the direction of State Road 21 was not indicated so the points were plotted to the best deduction of the reporting. 19% of the crashes were under wet conditions; 15% under snow. 54% of the crashes were angle, 33% were rear ends. Two crashes were alcohol related. The first alcohol related crash occurred under wet conditions resulting in a rear end with two injuries. The second alcohol related crash was an angle resulting in one injury. There were 22 injuries on northbound US Hwy 41 ramp and at State Road 21.

### **INTERSECTION ID 13: JACKSON STREET, W MURDOCK AVENUE**

A total of 66 crashes occurred at Intersection 13 resulting in 29 injuries.

**On Jackson Street and at W Murdock Avenue.** 45% of the crashes occurred on Jackson Street at W Murdock Avenue. 18% of the crashes occurred under wet conditions, 13% under snow and 7% under ice. 36% of the crashes occurred at nighttime and 11% at dawn. 50% of the crashes were angle, 18% were rear ends, and 14% were side swipe same side. There was one bicycle incident at this location which occurred at night and resulted in an injury. One of the crashes was alcohol related which occurred at night and resulted in one injury. There were 16 injuries on Jackson Street and at W Murdock Avenue.

**On W Murdock Avenue and at Jackson Street.** 55% of the crashes occurred on W Murdock Avenue and at Jackson Street. 8% of the crashes occurred under snow conditions, 14% under ice, and 8% occurred under wet. 33% of the crashes occurred at nighttime. 31% of the crashes were no collision; they were traffic signals. 39% were rear ends. One crash involved a pedestrian. The driver of the vehicle was heading west making a right hand turn and possible contributing circumstance of the driver was inattentive driving. One of the crashes was alcohol related which resulted in an injury. There were 7 injuries on W Murdock Avenue and at Jackson Street.

### **INTERSECTION ID 14: MURDOCK AVENUE, KENTUCKY STREET**

**On W Murdock Avenue and at Kentucky Street.** A total of 29 crashes occurred at Intersection 14. 100% of the crashes occurred on W Murdock Avenue and at Kentucky Street. 10% of the crashes occurred under wet conditions, 3% under snow. 17% occurred at nighttime. 83% of the crashes were angle. One crash was alcohol related, occurred at nighttime and resulted in the driver hitting a traffic sign. There were 23 injuries on W Murdock Avenue and at Kentucky Street.

### **INTERSECTION ID 15: E MURDOCK AVENUE/W MURDOCK AVENUE, N MAIN STREET**

A total of 29 crashes occurred at Intersection 15 resulting in 21 injuries.

**On E Murdock Avenue/W Murdock Avenue and at N Main Street.** 24% of the crashes occurred on E Murdock Avenue/W Murdock Avenue and at N Main Street. 57% of the crashes occurred at nighttime and 57% were sideswipe same side. One crash was alcohol related and occurred at nighttime resulting in two injuries. There were six injuries on E Murdock Avenue/W Murdock Avenue and at N Main Street.

**On N Main Street and at E Murdock Avenue/W Murdock Avenue.** 76% of the crashes occurred on N Main Street and at E Murdock Avenue/W Murdock Avenue. 27% of the crashes occurred under wet conditions and 14% under snow. 23% of the crashes occurred at nighttime. 34% of the crashes were angle and 28% were rear ends. One crash was alcohol related occurring at nighttime but did not result in any injuries. There were 15 injuries on N Main Street and at E Murdock Avenue/W Murdock Avenue.

### **INTERSECTION ID 16: BOWEN STREET, E MURDOCK AVENUE**

A total of 28 crashes occurred at Intersection 16 resulting in 18 injuries.

**On E Murdock Avenue and at Bowen Street.** 25% of the crashes occurred on E Murdock Avenue and at Bowen Street. 57% were angle crashes. There were three injuries on E Murdock Avenue and at Bowen Street.

**On Bowen Street and at E Murdock Avenue.** 75% of the crashes occurred on Bowen Street and at E Murdock Avenue. 14% of the crashes were under wet conditions, 14% under snow and 5% under ice. 52% of the crashes were angle, 24% were rear ends, and 14% were head on collisions. There were 15 injuries on Bowen Street and at E Murdock Avenue.

### **INTERSECTION ID 17: OHIO STREET, WITZEL AVENUE**

A total of 31 crashes occurred at Intersection 17 resulting in 18 injuries.

**On Ohio Street and at Witzel Avenue.** 81% of the crashes occurred on Ohio Street and at Witzel Avenue. 16% of the crashes occurred under wet conditions and 12% under snow. 20% of the crashes occurred at nighttime. 36% were angle, 32% were rear ends, and 20% were no collision. Three crashes were alcohol related and the all occurred at nighttime. One of the alcohol related crashes was under snow conditions and resulted in hitting a curb; another was under wet conditions and resulted in hitting a traffic signal. There were 15 injuries on Ohio Street and at Witzel Avenue.

**On Witzel Avenue and at Ohio Street.** 19% of the crashes occurred on Witzel Avenue and at Ohio Street. 17% were under wet conditions and 33% were rear ends. There was one crash involving a pedestrian resulting in an injury. There were a total three injuries on Witzel Avenue and at Ohio Street.

### **INTERSECTION ID 18: OHIO STREET, W 9<sup>TH</sup> AVENUE**

A total of 43 crashes occurred at Intersection 18 resulting in 19 injuries and 1 fatality.

**On W 9<sup>th</sup> Avenue and at Ohio Street.** 49% of the crashes occurred on W 9<sup>th</sup> Avenue and at Ohio Street. 14% of the crashes were under wet conditions, 10% under snow, and 5% under ice. 19% of the crashes occurred at nighttime. 57% of the crashes occurred at an angle, 33% were rear-ends. There were 13 injuries on W 9<sup>th</sup> Avenue and at Ohio Street.

**On Ohio Street and at W 9<sup>th</sup> Avenue.** 51% of the crashes occurred on Ohio Street and at W 9<sup>th</sup> Avenue. 23% of the crashes occurred under wet conditions. 64% of the crashes were angles, 18% were rear ends. There were six injuries on Ohio Street and at W 9<sup>th</sup> Avenue.

### **INTERSECTION ID 19: W 9<sup>TH</sup> AVENUE, OREGON STREET**

A total of 27 crashes occurred at Intersection 19 resulting in 14 injuries.

**On W 9<sup>th</sup> Avenue and at Oregon Street.** 63% of the crashes occurred on W 9<sup>th</sup> Avenue and at Oregon Street. 35% occurred at nighttime. 71% of the crashes were angle. There were nine injuries on W 9<sup>th</sup> Avenue and at Oregon Street.

**On Oregon Street and at W 9<sup>th</sup> Avenue.** 37% of the crashes occurred on Oregon Street and at W 9<sup>th</sup> Avenue. 30% of the crashes occurred under wet conditions. 70% of the crashes were angle. One crash was alcohol related and occurred under wet conditions resulting in an injury of a pedestrian. There were five injuries on Oregon Street and at W 9<sup>th</sup> Avenue.

#### **INTERSECTION ID 20: PEARL AVENUE, N MAIN STREET**

A total of 38 crashes occurred at Intersection 20 resulting in 16 injuries.

**On Pearl Avenue/Otter Avenue and at N Main Street.** 8% of the crashes occurred on Pearl Avenue and at N Main Street. One of the crashes was under wet conditions, occurred at nighttime and resulted in an injury of a pedestrian. There were eight injuries on Pearl Avenue/Otter Avenue and at N Main Street.

**On N Main Street and at Pearl Avenue/Otter Avenue.** 92% of the crashes occurred on N Main Street and at Pearl Avenue/Otter Avenue. 20% of the crashes were under wet conditions, 9% under snow and 3% under ice. 23% of the crashes occurred at nighttime. 77% of the crashes were angle and 11% were side swipe same side. Three crashes were alcohol related; all occurring at nighttime. There was one bicycle related crash which resulted in an injury. There were eight injuries on N Main Street and at Pearl Avenue/Otter Avenue.

#### **INTERSECTION ID 21: HIGH AVENUE/WAUGOO AVENUE, N MAIN STREET**

A total of 27 crashes occurred at Intersection 21 resulting in 13 injuries.

**On High Avenue and at N Main Street.** 11% of the crashes occurred on High Avenue and at N Main Street. 67% occurred under ice conditions and 39% were under snow.

**On N Main Street and at High Avenue/Waugoo Avenue.** 89% of the crashes occurred on N Main Street and at High Avenue/Waugoo Avenue. 33% of the crashes occurred under wet conditions. 76% of the crashes were angle. One crash involved a pedestrian resulting in an injury. The driver of the vehicle was traveling east making a left hand turn. The possible contributing circumstance of the driver was failure to yield. There were 13 injuries on N Main Street and at High Avenue/Waugoo Avenue.

#### **INTERSECTION ID 22: KNAPP STREET, W 9<sup>TH</sup> AVENUE**

A total of 40 crashes occurred at Intersection 22 resulting in 28 injuries.

**On Knapp Street and at W 9<sup>th</sup> Avenue.** 18% of the crashes occurred on Knapp Street and at W 9<sup>th</sup> Avenue. 43% of the crashes were angle and 43% were rear ends. one crash was alcohol related and resulted in an angle. There were seven injuries on Knapp Street and at 9<sup>th</sup> Avenue.

**On W 9<sup>th</sup> Avenue and at Knapp Street.** 82% of the crashes occurred on W 9<sup>th</sup> Avenue and at Knapp Street. 9% of the crashes occurred under wet conditions, 21% were at nighttime. Two crashes were alcohol related. One alcohol related crash occurred at nighttime and resulted in one injury. The other alcohol related crash occurred under ice conditions and at nighttime but did not result in any injuries. There were 21 injuries on W 9<sup>th</sup> Avenue and at Knapp Street.

#### **INTERSECTION ID 23: S WASHBURN STREET, W 9<sup>TH</sup> AVENUE**

A total of 44 crashes occurred at Intersection 23 resulting in 29 injuries.

**On S Washburn Street and at W 9<sup>th</sup> Avenue.** 37% of the crashes occurred on S Washburn Street and at W 9<sup>th</sup> Avenue. 17% occurred under wet conditions. 25% occurred at nighttime. 50% of the crashes were angle and 42% were rear ends. There were 6 injuries on S Washburn Street and at W 9<sup>th</sup> Avenue.

**On W 9<sup>th</sup> Avenue and at S Washburn Street.** 73% of the crashes occurred on W 9<sup>th</sup> Avenue and at S Washburn Street. 25% of the crashes occurred under wet conditions and 3% under ice. 47% of the crashes were angle, and 38% were rear ends. There were two bicycle incidents at this location both resulting in injuries. There were two alcohol related crashes. One occurred at nighttime and one occurred at nighttime under wet conditions. There were 23 injuries on W 9<sup>th</sup> Avenue and at S Washburn Street.

#### **INTERSECTION ID 24: US HWY 41, 9<sup>TH</sup> AVENUE**

A total of 71 crashes occurred at Intersection 24 resulting in 30 injuries.

##### **NON-RAMP**

62% of the crashes at Intersection 24 were non-ramp crashes resulting in 16 injuries.

**On US Hwy 41 and at 9<sup>th</sup> Avenue.** 32% of the non-ramp crashes occurred on US Hwy 41 and at 9<sup>th</sup> Avenue. 86% of the crashes were rear ends. One crash was alcohol related which resulted in a rear end. There were eight injuries on US Hwy 41 and at 9<sup>th</sup> Avenue.

**On 9<sup>th</sup> Avenue and at US Hwy 41.** 68% of the non-ramp crashes occurred on 9<sup>th</sup> Avenue and at US Hwy 41. 17% of the crashes were under wet conditions, 3% under snow, and 3% under ice. 67% of the crashes were rear ends and 20% were angle. There were eight injuries on 9<sup>th</sup> Avenue and at US Hwy 41.

##### **RAMP**

38% of the crashes at Intersection 24 were ramp crashes resulting in 18 injuries.

**On southbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue.** 48% of the ramp crashes occurred on the southbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue. 31% of the crashes were angle, 62% were rear ends, and 7% were side swipe same direction. There were 10 injuries on southbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue.

**On northbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue.** 52% of the ramp crashes occurred on the northbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue. 29% of the crashes were under wet

conditions and 7% under snow. 36% of the crashes were angle and 57% were rear ends. There were eight injuries on northbound US Hwy 41 ramp and at 9<sup>th</sup> Avenue.

#### **INTERSECTION 25: KOELLER STREET, W 9<sup>TH</sup> AVENUE**

A total of 96 crashes occurred at Intersection 25 resulting in 51 injuries.

**On W 9<sup>th</sup> Avenue and at Koeller Street.** 52% of the crashes occurred on W 9<sup>th</sup> Avenue and at Koeller Street. 16% of the crashes occurred under wet conditions. 42% were angle, 38% were rear ends, and 14% were side swipes. Two crashes were alcohol related. One of the alcohol related crashes occurred at nighttime under wet conditions and resulted in hitting a curb. There were 27 injuries on W 9<sup>th</sup> Avenue and at Koeller Street.

**On Koeller Street and at W 9<sup>th</sup> Avenue.** 48% of the crashes occurred on Koeller Street and at W 9<sup>th</sup> Avenue. 13% of the crashes occurred under wet conditions; 17% at nighttime. 52% of the crashes were angle, 17% were side swipe same direction, 7% were side swipe opposite direction, 13% were no collision/ traffic signal. There were 24 injuries on Koeller Street and at W 9<sup>th</sup> Avenue.

#### **INTERSECTION ID 26: S KOELLER STREET, W 20<sup>TH</sup> AVENUE**

A total of 36 crashes occurred at Intersection 26 resulting in 25 injuries.

**On W 20<sup>th</sup> Avenue and at S Koeller Street.** 47% of the crashes occurred on W 20<sup>th</sup> Avenue and at S Koeller Street. 24% of the crashes occurred under wet conditions, and 18% under ice. 24% occurred at nighttime. 29% of the crashes were angle, 47% were rear ends, and 24% were side swipe same side. There were nine injuries on W 20<sup>th</sup> Avenue and at S Koeller Street.

**On S Koeller Street and at W 20<sup>th</sup> Avenue.** 53% of the crashes occurred on S Koeller Street and at W 20<sup>th</sup> Avenue. 31% of the crashes occurred under wet conditions and 11% under snow. 53% of the crashes were angle, 42% rear ends, and 11% side swipe same direction. There were 16 injuries on s Koeller Street and at W 20<sup>th</sup> Avenue.

#### **INTERSECTION ID 27: US HWY 41, STATE ROAD 44**

A total of 72 crashes occurred at Intersection 27 resulting in 51 injuries and one fatality.

##### **NON-RAMP**

69% of the crashes at Intersection 27 were non-ramp crashes resulting in 39 injuries and one fatality.

**On US Hwy 41 and at State Road 44.** 38% of the non-ramp crashes occurred on US Hwy 41 and at State Road 44. 11% of the crashes occurred under snow conditions. 24% of the collisions were rear ends. There were nine injuries on US Hwy 41 and at State Road 44.

**On State Road 44 and at US Hwy 41.** 62% of the non-ramp crashes occurred on State Road 44 and at US Hwy 41. 67% of the crashes were angle, 17% were rear ends. There were 30 injuries and one fatality on State Road 44 and at US Hwy 41. This fatality involved two

vehicles. Driver 1 was going straight headed west. Driver 2 was making a left turn heading east. The possible contributing circumstance of driver 2 was failure to yield.

#### RAMP

31% of the crashes at Intersection 27 were ramp crashes resulting in 12 injuries.

**On southbound US Hwy 41 ramp and at State Road 44.** 45% of the ramp crashes occurred on the southbound US Hwy 41 ramp at State Road 44. 80% of the crashes were rear ends. One crash was alcohol related which resulted in one injury. One crash occurred under ice conditions in which the driver hit an embankment and resulted in one injury. There were eight injuries on southbound US Hwy 41 ramp and at State Road 44.

**On northbound US Hwy 41 ramp and at State Road 44.** 55% of the ramp crashes occurred on the northbound US Hwy 41 ramp at State Road 44. 11% of the crashes occurred under wet conditions and 17% under snow. 17% of the crashes occurred at nighttime. 58% of the crashes were rear ends, 17% were side swipe same direction. There were four injuries on northbound US Hwy 41 ramp and at State Road 44.

#### **INTERSECTION ID 28: W 20<sup>TH</sup> AVENUE, KNAPP STREET**

A total of 25 crashes occurred at Intersection 28 resulting in 22 injuries.

**On Knapp Street and at W 20<sup>th</sup> Avenue.** 6% of the crashes occurred on Knapp Street and at W 20<sup>th</sup> Avenue. 50% of the crashes occurred under snow conditions. 50% of the crashes were angle and 50% were side swipe same direction.

**On W 20<sup>th</sup> Avenue and at Knapp Street.** 94% of the crashes occurred on W 20<sup>th</sup> Avenue and at Knapp Street. 17% of the crashes occurred under wet conditions and 12% under snow. One of the crashes that occurred under wet conditions occurred at dawn resulting in an injury. One of the crashes that occurred under snow conditions occurred at nighttime resulting in an injury. 67% of the crashes were angle. There were 22 injuries on W 20<sup>th</sup> Avenue and at Knapp Street.

#### **INTERSECTION ID 29: STATE ROAD 26, PLAINVIEW STREET**

A total of 23 crashes occurred at Intersection 29 resulting in 17 injuries.

**On Plainview Street and at State Road 26.** 26% of the crashes occurred on Plainview Street and at State Road 26. Two crashes were alcohol related; one which occurred at nighttime resulting in an overturned vehicle and an injury. One crash was a side swipe in the opposite direction which occurred during wet conditions resulting in two injuries. There were five injuries on Plainview Street and at State Road 26.

**On State Road 26 and at Plainview Street.** 74% of the crashes occurred on State Road 26 and at Plainview Street. 29% of the crashes occurred under wet conditions and 6% under snow. 65% of the crashes were angle. A total of 12 injuries occurred on State Road 26 and at Plainview Street (nine occurred during wet conditions).

### **INTERSECTION ID 30: STATE ROAD 26, US HWY 41, COUNTY ROAD N**

A total of 30 crashes occurred at Intersection 30 resulting in 11 injuries.

#### **NON-RAMP**

80% of the crashes at Intersection 30 were non-ramp crashes resulting in six injuries.

**On County Road N and at US Hwy 41.** 4% of the non-ramp crashes were rear-ends which occurred on County Road N and at US Hwy 41 under wet conditions.

**On US Hwy 41 and at State Road 26.** 50% of the non-ramp crashes occurred on US Hwy 41 and at State Road 26. 14% of the crashes were under snow conditions and 29% occurred when it was dark. 21% of the crashes were attributed to deer, 36% were rear ends. One of the crashes was alcohol related, occurred at dark and resulted in the ditch. There were two injuries on US Hwy 41 and at State Road 26.

**On State Road 26 and at US Hwy 41.** 46% of the non-ramp crashes occurred on State Road 26 and at US Hwy 41. 15% of the crashes occurred under wet conditions and 15% under snow. 38% were angle, 31% were rear ends. There were four injuries on State Road 26 and at US Hwy 41.

#### **RAMP**

20% of the crashes at Intersection 30 were ramp crashes resulting in five injuries.

**On southbound US Hwy 41 ramp and at State Road 26.** All 20% of the ramp crashes occurred on the southbound US Hwy 41 ramp at State Road 26. 67% of the crashes were rear ends. There were five injuries on southbound US Hwy 41 ramp and at State Road 26.

### **INTERSECTION ID 31: JACKSON STREET, W NEW YORK AVENUE**

A total of 45 crashes occurred at Intersection 31 resulting in 39 injuries.

**On W New York Avenue and at Jackson Street.** 7% of the crashes occurred on W New York Avenue and at Jackson Street. A head on collision occurred at nighttime and resulted in two injuries. A crash involving a pedestrian occurred resulting in an injury. There were three injuries on W New York Avenue and at Jackson Street.

**On Jackson Street and at W New York Avenue.** 93% of the crashes occurred on Jackson Street and at W New York Avenue. 19% of the crashes occurred under wet conditions, 17% of the crashes occurred at nighttime. 80% of the crashes were angle. Two crashes were alcohol related. One occurred at dusk and resulted in a head on collision and the other occurred during snow conditions and at nighttime resulting in a rear end. There were 36 injuries on Jackson Street and at W New York Avenue.

### **INTERSECTION ID 32: N WASHBURN STREET/S WASHBURN STREET, WITZEL AVENUE**

A total of 21 crashes occurred at Intersection 32 resulting in seven injuries.



**On N Washburn Street/S Washburn Street and at Witzel Avenue.** 29% of the crashes occurred on N Washburn Street/S Washburn Street and at Witzel Avenue. 14% of the crashes occurred wet conditions and 14% under snow. 57% of the crashes were angle, 14% were head on, 14% were rear end, and 14% were side swipe opposite direction. There were two injuries on N Washburn Street/S Washburn Street and at Witzel Avenue.

**On Witzel Avenue and at N Washburn Street/S Washburn Street.** 71% of the crashes occurred on Witzel Avenue and at N Washburn Street/S Washburn Street. 24% were under wet conditions, 12% under snow. 41% of the crashes occurred at nighttime. 41% of the crashes were angle, 35% rear ends. One incident was bicycle related which resulted in an injury. Two crashes were alcohol related which occurred at night resulting in rear ends. There were five injuries on Witzel Avenue and at N Washburn Street/S Washburn Street.

### **INTERSECTION ID 33: JACKSON STREET, W SMITH AVENUE**

A total of 28 crashes occurred at Intersection 33 resulting in 17 injuries.

**On Jackson Street and at W Smith Avenue.** 82% of the crashes occurred on Jackson Street and at W Smith Avenue. 25% of the crashes occurred under wet conditions. 29% of the crashes were angle and 50% were rear ends. There were 12 injuries on Jackson Street and at W Smith Avenue.

**On W Smith Avenue and at Jackson Street.** 18% of the crashes occurred on W Smith Avenue and at Jackson Street. 40% were under wet conditions. 60% were angle crashes. There were five injuries on W Smith Avenue and at Jackson Street.

### **INTERSECTION ID 34: ALGOMA BOULEVARD, W SNELL ROAD**

A total of 24 crashes occurred at Intersection 34 resulting in 15 injuries.

**On Algoma Boulevard and at W Snell Road.** 42% of the crashes occurred on Algoma Boulevard and at W Snell Road. 50% of the crashes occurred under wet conditions. 40% of the crashes were angle and 50% were rear ends. There were six injuries on Algoma Boulevard and at W Snell Road.

**On W Snell Road and at Algoma Boulevard.** 58% of the crashes occurred on W Snell Road and at Algoma Boulevard. 50% of the crashes were rear ends and 29% were sideswipe in the same direction. There were nine injuries on W Snell Road and at Algoma Boulevard.

### **INTERSECTION ID 35: CONGRESS AVENUE, HIGH AVENUE**

A total of 30 crashes occurred at Intersection 35 resulting in 14 injuries.

**On Congress Avenue and at High Avenue.** 67% of the crashes occurred on Congress Avenue and at High Avenue. 45% of the crashes were angle and 50% were rear ends. There were eight injuries on Congress Avenue and at High Avenue.

**On High Avenue and at Congress Avenue.** 33% of the crashes occurred on High Avenue and at Congress Avenue. 70% of the crashes were rear ends. One of the crashes was alcohol related and resulted in a rear end. There were six injuries on High Avenue and at Congress Avenue.

#### **INTERSECTION ID 36: CONGRESS AVENUE, ARBORETUM DRIVE/SUMMIT AVENUE**

A total of 25 crashes occurred at Intersection 36 resulting in 14 injuries.

**On Congress Avenue and at Arboretum Drive/Summit Avenue.** 100% of the crashes occurred on Congress Avenue and at Arboretum Drive/Summit Avenue. 8% were under wet conditions and 8% under snow. 48% of the crashes were rear end and 24% were angle. There was one crash involving a bicycle. It is unclear in the database what the cause of the crash was. There were 14 injuries on Congress Avenue and at Arboretum Drive/Summit Avenue.

#### **INTERSECTION ID 37: OSHKOSH AVENUE, N SAWYER STREET**

A total of 25 crashes occurred at Intersection 37 resulting in eight injuries.

**On N Sawyer Street and at Oshkosh Avenue.** 36% of the crashes occurred on N Sawyer Street and at Oshkosh Avenue. One of the crashes was alcohol related, occurred at nighttime and resulted in hitting a tree. 78% of the crashes were rear ends. There was one injury on N Sawyer Street and at Oshkosh Avenue.

**On Oshkosh Avenue and at N Sawyer Street.** 64% of the crashes occurred on Oshkosh Avenue and at N Sawyer Street. 25% of the crashes occurred under wet conditions. 31% of the crashes occurred at nighttime. 56% of the crashes were rear ends. One of the crashes was alcohol related but did not result in any injuries. There were seven injuries on Oshkosh Avenue and at N Sawyer Street.

#### **INTERSECTION ID 38: OSHKOSH AVENUE, N WESTFIELD STREET**

A total of 21 crashes occurred at Intersection 38 resulting in 13 injuries.

**On N Westfield Street and at Oshkosh Avenue.** 10% of the crashes occurred on N Westfield Street and at Oshkosh Avenue. One of the crashes involved a bicycle and resulted in an injury. It is unclear in the database what the driver and the bicyclist were doing at the time of the crash. There was one injury on N Westfield Street and at Oshkosh Avenue.

**On Oshkosh Avenue and at N Westfield Street.** 90% of the crashes occurred on Oshkosh Avenue and at N Westfield Street. 16% of the crashes occurred at nighttime. 16% of the crashes occurred under snow conditions. 21% of the crashes were angle and 47% of the crashes were rear end. One of the crashes was alcohol related and occurred at nighttime. One of the crashes involved a bicycle and resulted in an injury. The driver of the vehicle was traveling west going straight and the bicyclist was traveling north making a right hand turn. There were 12 injuries on Oshkosh Avenue and at N Westfield Street.

### **INTERSECTION ID 39: WITZEL AVENUE, N WESTFIELD STREET**

A total of 21 crashes occurred at Intersection 39 resulting in 10 injuries.

**On N Westfield Street and at Witzel Avenue.** 24% of the crashes occurred on N Westfield Street and at Witzel Avenue. 60% of the crashes were rear ends.

**On Witzel Avenue and at N Westfield Street.** 76% of the crashes occurred on Witzel Avenue and at N Westfield Street. 25% of the crashes occurred under wet conditions. 31% of the crashes occurred at nighttime. There was one alcohol related crashes which resulted in an injury. There was one crash involving a pedestrian resulting in an injury. There was not enough information in the database to determine the cause of the incident. There were 10 injuries on Witzel Avenue and at N Westfield Street.

### **INTERSECTION ID 40: WISCONSIN STREET, PEARL AVENUE**

A total of 24 crashes occurred at Intersection 40 resulting in nine injuries.

**On Pearl Avenue and at Wisconsin Street.** 8% of the crashes occurred on Pearl Avenue and at Wisconsin Street. There were three injuries on Pearl Avenue and at Wisconsin Street.

**On Wisconsin Street and at Pearl Avenue.** 92% of the crashes occurred on Wisconsin Street and at Pearl Avenue. 27% of the crashes occurred under wet conditions. 32% of the crashes occurred at nighttime. Four crashes were alcohol related and they all occurred at nighttime. Two of the alcohol related crashes occurred under wet conditions resulting in injuries. One of the alcohol related crashes occurred under snow conditions. 73% of the crashes were rear ends. There were six injuries on Wisconsin Street and at Pearl Avenue.

### **INTERSECTION ID 41: ALGOMA BOULEVARD, WISCONSIN STREET**

A total of 25 crashes occurred at Intersection 41 resulting in 23 injuries.

**On Algoma Boulevard and at Wisconsin Street.** 28% of the crashes occurred on Algoma Boulevard and at Wisconsin Street. 57% of the crashes occurred at nighttime. One of the crashes was alcohol related, occurred at nighttime and occurred under snow conditions, resulting in an injury. 57% of the crashes were angle and 43% were side swipe in the same direction. There were seven injuries on Algoma Boulevard and at Wisconsin Street.

**On Wisconsin Street and at Algoma Boulevard.** 72% of the crashes occurred on Wisconsin Street and at Algoma Boulevard. Two crashes were alcohol related; both occurring at nighttime and resulting in injuries. 50% of the crashes were angle and 39% were rear end. There were 16 injuries on Wisconsin Street and at Algoma Boulevard.

### **INTERSECTION ID 42: E MURDOCK AVENUE, HARRISON STREET**

A total of 21 crashes occurred at Intersection 42 resulting in seven injuries.

**On Harrison Street and at E Murdock Avenue.** 14% of the crashes occurred on Harrison Street and at E Murdock Avenue. 100% of the crashes were angle. There was one injury on Harrison Street and at E Murdock Avenue.

**On E Murdock Avenue and at Harrison Street.** 86% of the crashes occurred on E Murdock Avenue and at Harrison Street. 17% of the crashes occurred under wet conditions. 22% occurred at nighttime. There was one alcohol related crash which occurred at nighttime and resulted in an injury. There was one pedestrian related incident which occurred at nighttime and resulted in an injury. There were six injuries on E Murdock Avenue and at Harrison Street.

#### **INTERSECTION ID 43: N MAIN STREET, E IRVING AVENUE/W IRVING AVENUE**

A total of 20 crashes occurred at Intersection 43 resulting in 16 injuries.

**On E Irving Avenue/W Irving Avenue and at N Main Street.** 25% of the crashes occurred on E Irving Avenue/W Irving Avenue and at N Main Street. There was one alcohol related crash which occurred at nighttime under wet conditions resulting in an injury. 60% of the crashes were rear ends and 40% of the crashes were angle. There were two injuries on E Irving Avenue/W Irving Avenue and at N Main Street.

**On N Main Street and at E Irving Avenue/W Irving Avenue.** 75% of the crashes occurred on N Main Street and at E Irving Avenue/W Irving Avenue. 27% of the crashes occurred under wet conditions. Two of the crashes were alcohol related both occurring at nighttime. One of the alcohol related crashes occurred under snow conditions and resulted in an injury. 47% of the crashes were angle and 20% were rear ends. There were 14 injuries on N Main Street and at E Irving Avenue/W Irving Avenue.

#### **INTERSECTION ID 44: N MAIN STREET, CEAPE AVENUE**

A total of 21 crashes occurred at Intersection 44 resulting in seven injuries.

**On Ceape Avenue and at N Main Street.** 10% of the crashes occurred on Ceape Avenue and at N Main Street. 100% of the crashes occurred at nighttime.

**On N Main Street and at Ceape Avenue.** 90% of the crashes occurred on N Main Street and at Ceape Avenue. 26% of the crashes occurred at nighttime. 26% of the crashes were angle. 32% were rear end. There were seven injuries on N Main Street and at Ceape Avenue.

#### **INTERSECTION ID 45: OREGON STREET, W 6<sup>TH</sup> AVENUE**

A total of 27 crashes occurred at Intersection 45 resulting in 18 injuries.

**On W 6<sup>th</sup> Avenue and at Oregon Street.** 15% of the crashes occurred on W 6<sup>th</sup> Avenue and at Oregon Street. One of the crashes was alcohol related, occurred at nighttime and resulted in a rear end. One of the crashes involved hitting a pedestrian and resulted in an injury. The driver was headed east making a right hand turn and the pedestrian was going straight. The possible contributing circumstance of the driver was failure to yield. There was one injury on W 6<sup>th</sup> Avenue and at Oregon Street.

**On Oregon Street and at W 6<sup>th</sup> Avenue.** 85% of the crashes occurred on Oregon Street and at W 6<sup>th</sup> Avenue. 35% of the crashes occurred at nighttime. There were two alcohol related crashes both resulting in angle incidents with another vehicle. 52% of the crashes were angle. There were 17 injuries on Oregon Street and at W 6<sup>th</sup> Avenue.

#### **INTERSECTION ID 46: OHIO STREET, W 6<sup>TH</sup> AVENUE**

A total of 23 crashes occurred at Intersection 46 resulting in 15 injuries.

**On W 6<sup>th</sup> Avenue and at Ohio Street.** 30% of the crashes occurred on W 6<sup>th</sup> Avenue and at Ohio Street. One of the crashes was alcohol related, occurred at dusk and resulted in two injuries. Two of the crashes were bicycle related both resulting in injuries. In one of the bicycle related crashes the driver was headed west making a right hand turn and the bicyclist was headed south going straight. In the other bicycle related crash the driver was headed east making a right hand turn and the bicyclist was headed north going straight. The possible contributing circumstance to this bicycle related crash was the driver's failure to yield. There was one pedestrian related crash resulting in an injury. The driver of the vehicle was headed west making a right hand turn and the pedestrian was going straight. There were eight injuries on W 6<sup>th</sup> Avenue and at Ohio Street.

**On Ohio Street and at W 6<sup>th</sup> Avenue.** 70% of the crashes occurred on Ohio Street and at W 6<sup>th</sup> Avenue. 56% of the crashes were angle. One of the crashes involved a pedestrian and resulted in an injury. The driver of the vehicle was headed west making a right hand turn and the possible contributing circumstance was inattentive driving. There were seven injuries on Ohio Street and at W 6<sup>th</sup> Avenue.

#### **INTERSECTION ID 47: KNAPP STREET, W SOUTH PARK AVENUE**

A total of 25 crashes occurred at Intersection 47 resulting in eight injuries.

**On Knapp Street and at W South Park Avenue.** 16% of the crashes occurred on Knapp Street and at W South Park Avenue. One of the crashes was alcohol related occurring at nighttime and resulted in hitting a parked vehicle. 50% of the crashes were rear ends.

**On W South Park Avenue and at Knapp Street.** 84% of the crashes occurred on W South Park and at Knapp Street. 24% of the crashes occurred under wet conditions. 19% of the crashes occurred at nighttime. 38% of the crashes were angle, 33% were rear ends. Two crashes resulted in hitting a deer. There were eight injuries on W South Park Avenue and at Knapp Street.

#### **INTERSECTION ID 48: W 20<sup>TH</sup> AVENUE, S WASHBURN STREET**

A total of 20 crashes occurred at Intersection 48 resulting in 12 injuries.

**On W 20<sup>th</sup> Avenue and at S Washburn Street.** 75% of the crashes occurred on W 20<sup>th</sup> Avenue and at S Washburn Street. One of the crashes was alcohol related, occurred at nighttime, and resulted in an injury. 73% of the crashes were angle. There were nine injuries on W 20<sup>th</sup> Avenue and at S Washburn Street.

**On S Washburn Street and at W 20<sup>th</sup> Avenue.** 25% of the crashes occurred on S Washburn Street and at W 20<sup>th</sup> Avenue. 40% of the crashes were angle, 40% were rear and 20% were sideswipe in the same direction. There were three injuries on S Washburn Street and at W 20<sup>th</sup> Avenue.

#### **INTERSECTION ID 49: W 20<sup>TH</sup> AVENUE, W SOUTH PARK AVENUE**

A total of 25 crashes occurred at Intersection 49 resulting in 18 injuries.

**On W 20<sup>th</sup> Avenue and at W South Park Avenue.** 36% of the crashes occurred on W 20<sup>th</sup> Avenue and at W South Park Avenue. One of the crashes was alcohol related, occurred at nighttime and resulted in hitting a traffic signal. One of the crashes resulted in hitting a pedestrian. It occurred at nighttime and resulted in an injury. There were eight injuries on W 20<sup>th</sup> Avenue and at W South Park Avenue.

**On W South Park Avenue and at W 20<sup>th</sup> Avenue.** 64% of the crashes occurred on W South Park Avenue and at W 20<sup>th</sup> Avenue. 38% of the crashes occurred at nighttime. 44% of the crashes were rear ends. One of the crashes involved a bicyclist and resulted in an injury. There were ten injuries on W South Park Avenue and at W 20<sup>th</sup> Avenue.

#### **VEHICLE INTERSECTION CRASH SUMMARY**

A total of 1,943 crashes occurred within the 49 identified intersections in Oshkosh. These 1,943 crashes resulted in 1,155 injuries and 3 fatalities. 93 were alcohol related. 796 were angle, 676 rear end, 31 head-on collisions, 18 bicycle, and 15 pedestrian. Intersection 12 accounted for the greatest number of crashes at 231, resulting in 143 injuries. Intersection 25 accounts for the greatest number of crashes at a non-ramp intersection. Intersection 25 had 96 crashes resulting in 51 injuries.

It should be restated that the number of crashes does not necessarily mean that a design or geometric safety hazard exists. The number of crashes is dependent on traffic volumes, number of conflict points or exposure rates. The crash location data is intended to identify areas that may warrant additional safety analysis and study.

EXHIBIT 67

VEHICLE INTERSECTION CRASH SUMMARY TABLE

INTERSECTION ID #	INTERSECTING ROADWAYS		# OF CRASHES
1	USH 41	USH 45 STH 76	31
2	Jackson Street	USH 45/STH 76 CTH Y	27
3	W Murdock Ave	STH 21 Vinland Street Elmwood Rd	28
4	USH 41	USH 45 STH 110	104
5	STH 21	N Washburn Street Omro Rd	36
6	STH 21	Westhaven Dr Emmers La	42
7	Oakwood Road	Witzel Avenue	21
8	Wisconsin Street	W Murdock Avenue	59
9	Wisconsin Street	High Avenue	30
10	Witzel Avenue	Sawyer Street	38
11	Witzel Avenue	N Koeller Street	57
12	USH 41	STH 21	231
13	Jackson Street	W Murdock Avenue	66
14	Murdock Avenue	Kentucky Street	29
15	Murdock Avenue	N Main Street	29
16	Bowen Street	E Murdock Avenue	28
17	Ohio Street	Witzel Avenue	32
18	Ohio Street	W 9th Avenue	43
19	W 9th Avenue	Oregon Street	27
20	N Main Street	Otter Avenue Pearl Avenue	38
21	N Main Street	High Avenue Waugoo Ave	27
22	Knapp Street	W 9th Avenue	40
23	S Washburn Street	W 9th Avenue	44
24	USH 41	9th Avenue	69
25	Koeller Street	W 9th Avenue	96
26	S Koeller Street	W 20th Avenue	37
27	USH 41	STH 44	72
28	W 20th Avenue	Knapp Street	36
29	STH 26	Plainview Street	23
30	CTH N	STH 26 USH 41	30
31	Jackson Street	W New York Avenue	45
32	Washburn Street	Witzel Avenue	24
33	Jackson Street	W Smith Avenue	28
34	Algoma Boulevard	W Snell Road	24
35	Congress Avenue	High Avenue	30
36	Congress Avenue	Arboretum Drive Summit Ave	25
37	Oshkosh Avenue	N Sawyer Street	25
38	Oshkosh Avenue	N Westfield Street	21
39	Witzel Avenue	N Westfield Street	21
40	Wisconsin Street	Pearl Avenue	24
41	Algoma Boulevard	Wisconsin Street	25
42	E Murdock Avenue	Harrison Street	21
43	N Main Street	Irving Avenue	20
44	N Main Street	Ceape Avenue	21
45	Oregon Street	W 6th Avenue	27
46	Ohio Street	W 6th Avenue	23
47	Knapp Street	W South Park Ave	25
48	W 20th Avenue	S Washburn Street	20
49	W 20th Avenue	W South Park Ave	25

Source: WisDOT 2001-2004, ECWRPC 2005.

## BICYCLE CRASH ANALYSIS

There were 97 bicycle related incidents, resulting in 100 injuries in the Oshkosh Urbanized Area from 2001 – 2004. All of the incidents resulted in at least one injury; there were no fatalities. Ninety-two of these incidents occurred within the City of Oshkosh, while the remaining five occurred within the Town of Oshkosh. Fifty-five percent of these crashes involved a failure to obey traffic controls (traffic signals, yield signs, stop signs, etc.) by the vehicle user or bicyclist. Another notable statistic is 40% of these incidents occurred while a vehicle was making a turn.

### EXHIBIT 68

BICYCLE RELATED CRASHES SUMMARY TABLE

2001-2004 BICYCLE RELATED CRASHES				
MUNICIPALITY	ON HWY/STREET	AT HWY/STREET	CRASHES	INJURIES
TOWN OF OSHKOSH	BROOKS RD	ST IVES RD	1	1
TOWN OF OSHKOSH	ISLAND VIEW RD	ZACHER DR	1	1
TOWN OF OSHKOSH	CTH Y	GREEN VALLEY RD	1	1
TOWN OF OSHKOSH	JACKSON ST	LOGAN DR	1	1
TOWN OF OSHKOSH	STH 45	USH 41	1	1
CITY OF OSHKOSH	BEECH ST	W MURDOCK AVE	1	1
CITY OF OSHKOSH	BOWEN ST	MERRITT AVE	1	1
CITY OF OSHKOSH	BOWEN ST	OTTER AVE	1	1
CITY OF OSHKOSH	BOWEN ST	OTTER AVE	1	1
CITY OF OSHKOSH	BOWEN ST	OTTER AVE	1	1
CITY OF OSHKOSH	BOWEN ST	OTTER AVE	1	1
CITY OF OSHKOSH	CEAPE AVE	BROAD ST	1	1
CITY OF OSHKOSH	CEAPE AVE	COURT ST	1	1
CITY OF OSHKOSH	CENTRAL ST	NEW YORK AVE	1	1
CITY OF OSHKOSH	CHURCH AV	DIVISION ST	1	1
CITY OF OSHKOSH	CTH Y	CTH A	1	1
CITY OF OSHKOSH	E MURDOCK AVE	JEFFERSON ST	1	3
CITY OF OSHKOSH	E PARKWAY AV	MONROE ST	1	1
CITY OF OSHKOSH	GRAND ST	BALDWIN AVE	1	1
CITY OF OSHKOSH	GROVE ST	CLEVELAND AVE	1	1
CITY OF OSHKOSH	HARRISON ST	ASHLAND ST	1	1
CITY OF OSHKOSH	JACKSON ST	PEARL AVE	1	1
CITY OF OSHKOSH	JACKSON ST	VIOLA AVE	1	1
CITY OF OSHKOSH	JEFFERSON ST	BALDWIN AVE	1	1
CITY OF OSHKOSH	JEFFERSON ST	E GRUENWALD	1	1
CITY OF OSHKOSH	JEFFERSON ST	PARKWAY AVE	1	1
CITY OF OSHKOSH	KENTUCKY ST	W MURDOCK AVE	1	1
CITY OF OSHKOSH	MARKET ST	PEARL AV	1	1
CITY OF OSHKOSH	MASON ST	W 9 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	MERRIT AVE	MT VERNON ST	1	1
CITY OF OSHKOSH	MERRITT AVE	BROAD ST	1	1
CITY OF OSHKOSH	MURDOCK AVE	HARRISON ST	1	1
CITY OF OSHKOSH	N MAIN ST	PEARL AVE	1	1
CITY OF OSHKOSH	N MAIN ST	PROSPECT VE	1	1
CITY OF OSHKOSH	N MAIN ST	W PACKER AVE	1	1
CITY OF OSHKOSH	N WESTFIELD ST	OSHKOSH AVE	1	1
CITY OF OSHKOSH	OHIO ST	W SOUTHPARK AVE	1	1
CITY OF OSHKOSH	OHIO ST	W 4 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	OREGON ST	W 17 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	OREGON ST	W 18 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	OSCEOLA ST	WARREN RD	1	1



CITY OF OSHKOSH	OTTER AV	BAY ST	1	1
CITY OF OSHKOSH	PARKWAY AVE	CENTRAL ST	1	1
CITY OF OSHKOSH	S KOELLER ST	OSBORN AV	1	1
CITY OF OSHKOSH	S OAKWOOD RD	MONTCLAIR PL	1	1
CITY OF OSHKOSH	S PARK AVE	OHIO ST	1	1
CITY OF OSHKOSH	S SAWYER ST	W 9 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	SAWYER ST	W 9 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	SCOTT AVE	N MAIN ST	1	1
CITY OF OSHKOSH	SIMPSON ST	W 20 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	SMITH ST	MT VERNON ST	1	1
CITY OF OSHKOSH	SNELL RD	CTH A	1	1
CITY OF OSHKOSH	W BENT AVE	N MAIN ST	1	1
CITY OF OSHKOSH	W IRVING AVE	JACKSON ST	1	1
CITY OF OSHKOSH	W IRVING AVE	STH 76	1	1
CITY OF OSHKOSH	W LINCOLN AVE	DIVISION ST	1	1
CITY OF OSHKOSH	W SMITH AVE	WISCONSIN ST	1	1
CITY OF OSHKOSH	W 11 <sup>TH</sup> AV	S MAIN ST	1	1
CITY OF OSHKOSH	W 19 <sup>TH</sup> AVE	MINNESOTA ST	1	1
CITY OF OSHKOSH	W 20 <sup>TH</sup> AVE	IOWA ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	IOWA ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	MICHIGAN ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	S MAIN ST	1	1
CITY OF OSHKOSH	W 9 <sup>TH</sup> AVE	REICHOW ST	1	1
CITY OF OSHKOSH	W 9 <sup>TH</sup> AVE	S WASHBURN ST	1	1
CITY OF OSHKOSH	W 9 <sup>TH</sup> AVE	WASHBURN ST	1	1
CITY OF OSHKOSH	W 9 <sup>TH</sup> AVE	S KOELLER ST	1	1
CITY OF OSHKOSH	WISCONSIN ST	W NEW YORK AVE	1	1
CITY OF OSHKOSH	WITZEL AVE	CAMPBELL RD	1	1
CITY OF OSHKOSH	WITZEL AVE	KNAPP ST	1	1
CITY OF OSHKOSH	WITZEL AVE	KOELLER ST	1	1
CITY OF OSHKOSH	WITZEL AVE	N KOEHLER	1	1
CITY OF OSHKOSH	WITZEL AVE	S KOELLER ST	1	1
CITY OF OSHKOSH	WITZEL AVE	WASHBURN ST	1	1
CITY OF OSHKOSH	WOODLAND	ALGOMA BLVD	1	1
CITY OF OSHKOSH	STH 44	W 20 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	6 <sup>TH</sup> AVE	IOWA ST	1	1
CITY OF OSHKOSH	SOUTH PARK AVE	OREGON ST	1	1
CITY OF OSHKOSH	OHIO ST	W SOUTH PARK AVE	1	1
CITY OF OSHKOSH	W SOUTH PARK	OHIO ST	1	1
CITY OF OSHKOSH	WISCONSIN ST	HIGH AVE	1	1
CITY OF OSHKOSH	JACKSON ST	W PACKER AVE	1	1
CITY OF OSHKOSH	OSHKOSH AVE	N WESTFIELD	1	1
CITY OF OSHKOSH	CONGRESS AVE	ARBORETUM DR	1	1
CITY OF OSHKOSH	W MURDOCK AVE	ALGOMA BLVD	1	1
CITY OF OSHKOSH	SOUTH PARK AVE	IOWA ST	1	2
CITY OF OSHKOSH	W S PARK AVE	W 18 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	W SOUTH PARK AVE	KNAPP ST	1	1
CITY OF OSHKOSH	STH 44	KNAPP ST	1	1
CITY OF OSHKOSH	OHIO ST	W SOUTHPARK AVE	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	OHIO ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	OHIO ST	1	1
CITY OF OSHKOSH	OHIO ST	W 5 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	WISCONSIN ST	HIGH AVE	1	1
CITY OF OSHKOSH	WISCONSIN ST	HIGH AVE	1	1
CITY OF OSHKOSH	JACKSON ST	W NEW YORK AVE	1	1
CITY OF OSHKOSH	JACKSON ST	MURDOCK AVE	1	1
<b>TOTAL</b>			<b>97</b>	<b>100</b>

Source: Wisconsin Department of Transportation, 2001-2004; ECWRPC, 2005

## PEDESTRIAN RELATED INCIDENTS

There were 58 pedestrian related incidents in the Oshkosh Urbanized Area from 2001 – 2004, resulting in 60 injuries with no fatalities. All but one of these incidents resulted in at least one injury. All of the incidents occurred within the City of Oshkosh. 45% of these crashes involved a failure to obey traffic controls (traffic signals, yield signs, stop signs, pedestrian crossing signals, etc.) by the vehicle user or pedestrian. Another notable statistic is 36% of these incidents occurred while a vehicle was making a turn.

### EXHIBIT 69

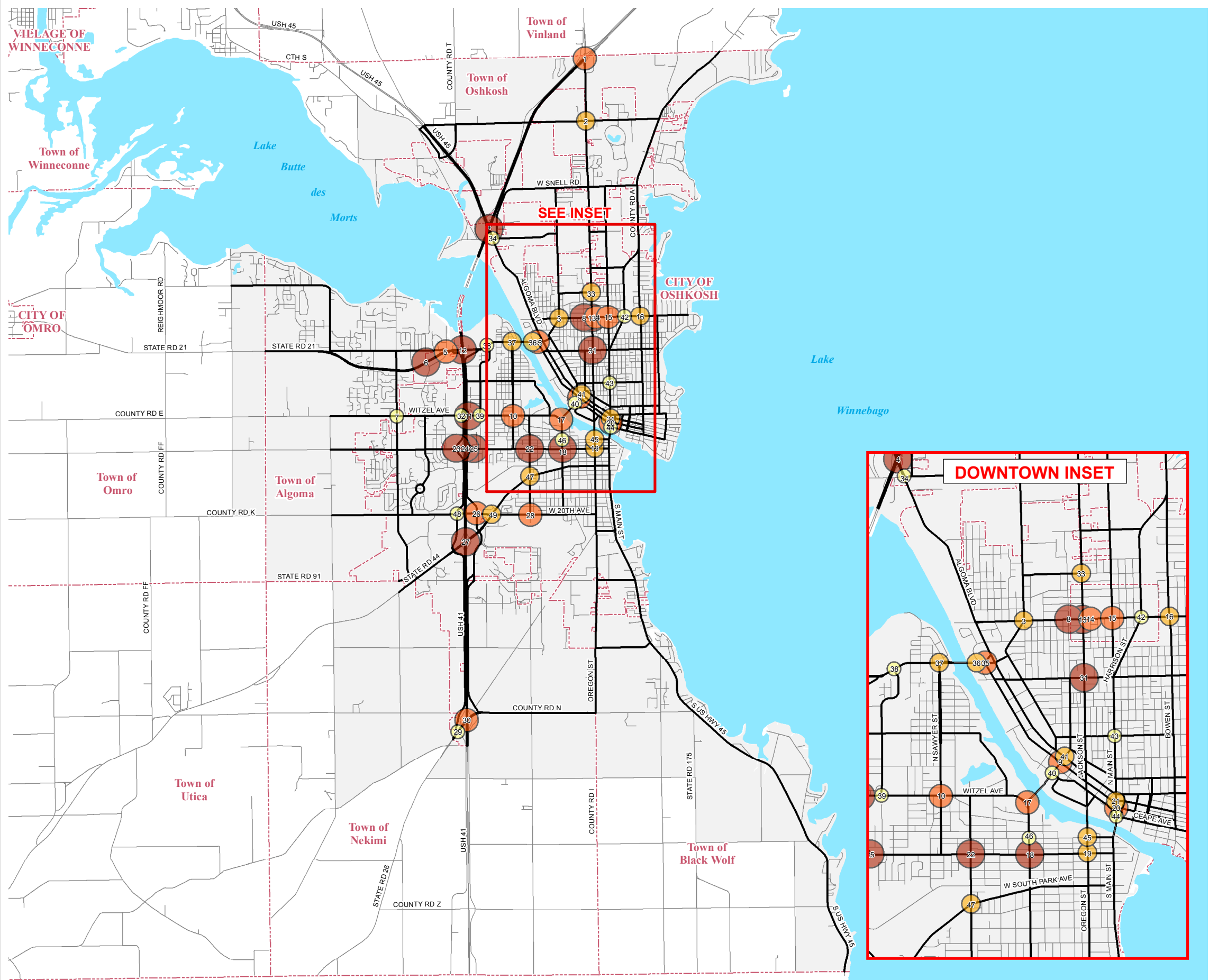
PEDESTRIAN RELATED CRASHES SUMMARY TABLE

2001-2004 PEDESTRIAN RELATED CRASHES				
MUNICIPALITY	ON HWY/STREET	AT HWY/STREET	CRASHES	INJURIES
CITY OF OSHKOSH	ALGOMA BLVD	OSCEOLA AVE	1	1
CITY OF OSHKOSH	BOWEN ST	WAUGOO AVE	1	1
CITY OF OSHKOSH	CEAPE AVE	EVELINE ST	1	1
CITY OF OSHKOSH	CEAPE ST	STATE ST	1	1
CITY OF OSHKOSH	CENTRAL ST	W IRVING AVE	1	1
CITY OF OSHKOSH	COMMUNITY PARK	WINNEBAGO CO PARK	1	1
CITY OF OSHKOSH	E MUROCK AV	HARRISON ST	1	1
CITY OF OSHKOSH	ELMWOOD AVE	ALGOMA BLVD	1	1
CITY OF OSHKOSH	ELMWOOD AVE	SCOTT AVE	1	1
CITY OF OSHKOSH	ELMWOOD AVE	W NEW YORK AVE	1	1
CITY OF OSHKOSH	FULTON AVE	GRAND ST	1	1
CITY OF OSHKOSH	GLENWAY LN	GLENKIRK LN	1	1
CITY OF OSHKOSH	IRVING AVE	ELMWOOD AVE	1	1
CITY OF OSHKOSH	JACKSON ST	UNION AVE	1	1
CITY OF OSHKOSH	JACKSON ST	STH 44	1	1
CITY OF OSHKOSH	MAIN ST	WASHINGTON AVE	1	2
CITY OF OSHKOSH	MIDVIEW DR	EXPO DR	1	1
CITY OF OSHKOSH	N EAGLE ST	RUSH AVE	1	1
CITY OF OSHKOSH	N EAGLE ST	WITZEL AVE	1	1
CITY OF OSHKOSH	N MAIN ST	E MURDOCK AVE	1	2
CITY OF OSHKOSH	N MAIN ST	MERRITT AVE	1	0
CITY OF OSHKOSH	N MAIN ST	NEW YORK AVE	1	1
CITY OF OSHKOSH	N MAIN ST	W BENT AVE	1	1
CITY OF OSHKOSH	N MAIN ST	WAUGOO AVE	1	1
CITY OF OSHKOSH	NEW YORK AVE	JACKSON ST	1	1
CITY OF OSHKOSH	OHIO ST	W 6 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	OREGON ST	9 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	PEARL AVE	MARKET ST	1	1
CITY OF OSHKOSH	PEARL AVE	N MAIN ST	1	1
CITY OF OSHKOSH	RUSCHFIELD DR	WHEATFIELD WAY	1	1
CITY OF OSHKOSH	SOUTHLAND AVE	EAGLE ST	1	1
CITY OF OSHKOSH	VINE AVE	HIGH AVE	1	1
CITY OF OSHKOSH	W MELVIN AVE	N MAIN ST	1	1
CITY OF OSHKOSH	W SMITH AVE	WALNUT ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	MINNESOTA ST	1	1
CITY OF OSHKOSH	WASHBURN ST	W 9 <sup>TH</sup> AVE	1	1
CITY OF OSHKOSH	WESTFIELD ST	TAFT AVE	1	1
CITY OF OSHKOSH	WISCONSIN	W SMITH	1	1
CITY OF OSHKOSH	WITZEL AVE	MASON ST	1	1
CITY OF OSHKOSH	WITZEL AVE	N WESTFIELD ST	1	1
CITY OF OSHKOSH	20 <sup>TH</sup> AVE	SOUTH PARK AVE	1	1

CITY OF OSHKOSH	4 <sup>TH</sup> AVE	KNAPP ST	1	1
CITY OF OSHKOSH	6 <sup>TH</sup> AVE	OREGON ST	1	1
CITY OF OSHKOSH	OSHKOSH	FOX ST	1	1
CITY OF OSHKOSH	S KOELLER ST	WITZEL AVE	1	1
CITY OF OSHKOSH	ARBORETUM DR	HWY 21	1	1
CITY OF OSHKOSH	W 20 <sup>TH</sup> AVE	W SOUTH PARK AVE	1	1
CITY OF OSHKOSH	DELEWARE ST	HWY 44	1	1
CITY OF OSHKOSH	W 9 <sup>TH</sup> AVE	OHIO ST	1	1
CITY OF OSHKOSH	W 6 <sup>TH</sup> AVE	OHIO ST	1	1
CITY OF OSHKOSH	WITZEL AVE	OHIO ST	1	1
CITY OF OSHKOSH	WISCONSIN ST	CAMPUS PL	1	2
CITY OF OSHKOSH	WISCONSIN ST	HIGH AVE	1	1
CITY OF OSHKOSH	WISCONSIN ST	W IRVING AVE	1	1
CITY OF OSHKOSH	S MAIN ST	W SOUTH PARK AVE	1	1
CITY OF OSHKOSH	MARKET ST	ALGOMA BLVD	1	1
CITY OF OSHKOSH	JACKSON ST	ANNEX AVE	1	1
CITY OF OSHKOSH	W MURDOCK AV	JACKSON DR	1	1
<b>TOTAL</b>			<b>58</b>	<b>60</b>

Source: Wisconsin Department of Transportation, 2001-2004; ECWRPC, 2005

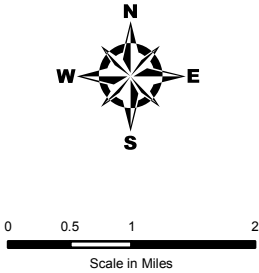
**EXHIBIT 70  
OSHKOSH AREA  
INTERSECTION CRASH  
LOCATIONS (2001 - 2004)**



- 9 IDENTIFICATION NUMBER\*
- 20 - 24 CRASHES
- 25 - 28 CRASHES
- 29 - 38 CRASHES
- 39 - 229 CRASHES
- MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA

\*Please see Exhibit 68 for more information regarding the intersection crash location.

Source: WisDOT and ECWRPC provided 2000 metropolitan planning area. WisDOT and ECWRPC provided 2001-2004 intersection crash location data. Winnebago County provided 2005 municipality, hydrology, and centerline data.



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REGIONAL PLANNING COMMISSION-OCTOBER 2005

## **RECOMMENDATIONS**

## **RECOMMENDATIONS**

### **INTRODUCTION**

Much of the analysis in this report was intended to measure the validity of previously made recommendations. Two largely hypothetical land use scenarios, previously discussed, and the existing plans or current trend were measured against the adopted goals, objectives, and policies to provide a clear differentiation in each scenario's effect on urban development and associated costs.

The reestablishment of the long range transportation model for the Oshkosh area was used to measure a number of previously proposed projects, as well as to measure the existing and future adequacy of the entire highway system. The following is a compilation of recommendations including land use, highway projects, transit system and other modal recommendations, as well as recommendations for additional study.

### **LAND USE**

Land use recommendations include the implementation of adopted land use policies, as published in *Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Goals, Objectives and Policies*, (adopted January, 1995), *Long-Range Transportation/Land use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas: Addendum*, (adopted February, 1996), and the *Long Range Transportation/Land Use Plan for the Oshkosh Urbanized Area (October, 2005)*. The recommendation for the Current Plans Scenario allowed for analysis to occur in a realistic and fairly quantitative arena in conjunction with the sewer service area planning process. A major vehicle for the implementation of the adopted policies rests in the sewer service area planning and amendment process.

### **TRANSPORTATION**

The overall goal of the transportation program is to achieve a safe, efficient, accessible, and environmentally sound transportation system that provides mobility for all segments of the population and supports the economy of the region. As stated in *Corridors 2020*, WisDOT's State Highway Plan, "the development of an improved, efficient highway network can enhance the economic vitality of our state in the 21st century by creating an attractive environment in which business, industry, agriculture and tourism can grow." The recommendations of this plan are intended to meet these goals through the fulfillment of the underlying structure of goals, objectives and policies, while meeting the needs of the Oshkosh area as projected under the recommended land use scenario.

The following recommendations stem both from this long range planning effort and the recommendations of other efforts as confirmed in this process. The City of Oshkosh comprehensive plan recommendations are included as confirmed or altered through the analysis in this document. WisDOT's six year program, and WisDOT's longer range planning program are addressed or noted in this plan. Recommendations for transportation modes other than automobile are also made, generally in terms of implementation of the adopted policies.

**Highway Projects.** . Exhibit 71 is a listing of recommendations that originated from the 1979 Oshkosh highway network plan, the Oshkosh TIPs, WisDOT six year programs and longer range planning process, the 2005 Comprehensive Plan for the City of Oshkosh, project amendments to those plans and this update.

The projects are categorized as expansion (E) or preservation (P) projects and (B) if the facility is on a bike route. While all of the projects are capacity expansion projects, in analyzing them as expansion versus preservation projects as part of this evaluation, a distinction is drawn between new street expansions or significant modifications to existing roadways and minor modifications (including parking removal) to achieve increased capacity. The latter instance would be considered preservation even though the project may involve total reconstruction of the pavement.

The highway project recommendations included in the listing are also shown on a map of the area, Exhibit 72, following the listing. The number at the beginning of each listing corresponds to the numbers noted on Exhibit 71.

## EXHIBIT 71

### STREET AND HIGHWAY RECOMMENDATIONS

- 1)** (E) Network Facility: **USH 41** Facility Segment: STH 26 to MPAB.  
Jurisdiction: WisDOT.  
Implementation Date: Short 0- 15 years.  
Proposed Project: Reconstruct to 6 lanes from STH 26 to the Metropolitan Planning Area Boundary.  
Cost: \$200,000,000
- 2)** (E)(B) Network Facility: **USH 45** Facility Segment: Waukau Ave to Ripple Ave.  
Jurisdiction: Winnebago County  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct USH 45 as 4 lanes from Waukau Avenue to Ripple Avenue.  
Cost: \$1,752,000
- 3)** (E)(B) Network Facility: **USH 45** Facility Segment: Jackson St to Algoma Blvd.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Relocation of USH 45 south of the UW-Oshkosh campus.  
Cost: \$8,350,000
- 4)** (E) Network Facility: **USH 45/CTH T INTERCHANGE** Facility Segment: CTH T to Ryf Rd .  
Jurisdiction: Winnebago County  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construction of an interchange at the intersection of USH 45 and CTH T.  
Cost: \$4,593,000

- 5) (E) Network Facility: **STH 21** Facility Segment: USH 41 to Oshkosh Ave.  
Jurisdiction: WisDOT.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct  
Cost: \$776,000
- 6) (E) Network Facility: **STH 44** Facility Segment: Wisconsin Street Lift Bridge.  
Jurisdiction: WisDOT.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Reconstruct as 4 lanes with accommodations for bicycles and pedestrians.  
Cost: \$19,138,000
- 7) (E) Network Facility: **STH 44** Facility Segment: Wisconsin Street to Fox River Bridge.  
Jurisdiction: WisDOT.  
Implementation Date: : Short Range 0 – 15 years.  
Proposed Project: Reconstruct  
Cost: \$2,675,000
- 8) (E) Network Facility: **STH 76** Facility Segment: USH 41 to STH 15  
Jurisdiction: WisDOT.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct STH 76 as 4 lanes from USH 41 to STH 15.  
Cost: \$2,186,000
- 9) (E) Network Facility: **STH 21 FREEWAY CONVERSION** Facility Segment: USH 41 to West External  
Jurisdiction: WisDOT.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Freeway conversion of STH 21 from USH 41 to West External which includes a free flow interchange with USH 41, frontage roads north and south of STH 21 over USH 41, and an interchange at STH 21 and Oakwood Road.  
Cost: \$18,450,000
- 10) (E)(B) Network Facility: **CTH A** Facility Segment: CTH Y to MPAB.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Further study of a 4-lane facility from CTH Y to the Metropolitan Planning Area Boundary (Oshkosh to Neenah).  
Cost: \$3,250,000
- 11) (E) Network Facility: **CTH GG** Facility Segment: CTH A to STH 76.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.  
Cost: \$12,480,000



- 12)** (E)(B) Network Facility: **CTH I** Facility Segment: Ripple Ave. to Fisk Ave.  
Jurisdiction: City of Oshkosh, Winnebago County.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.  
Cost: \$975,000
- 13)** (E)(B) Network Facility: **CTH Y** Facility Segment: STH 76 to CTH A.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.  
Cost: \$2,825,000
- 14)** (E) Network Facility: **BOWEN STREET** Facility Segment: Ceape Avenue to Sterling Avenue. Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Reconstruct facility within existing right-of-way to 48 feet with 4 lanes.  
Cost: \$1,750,000
- 15)** (E)(B) Network Facility: **FERNAU AVENUE** Facility Segment: STH 76 to Vinland St.  
Jurisdiction: City of Oshkosh, Town of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct new facility on new right-of-way.  
Cost: \$4,750,000
- 16)** (P)(B) Network Facility: **FISK AVENUE** Facility Segment: USH 41 to CTH I.  
Jurisdiction: Winnebago County, City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Study for access control and capacity needs.  
Cost: \$2,350,000
- 17)** (E) Network Facility: **IRVING AVENUE** Facility Segment: Wisconsin Street to Hazel St. Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.  
Cost: \$1,850,000
- 18)** (P) Network Facility: **MAIN STREET** Facility Segment: New York Avenue to Murdock Avenue Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Further study of a 4 lane facility  
Cost: \$650,000

- 19)** (P) Network Facility: **NEW YORK AVENUE** Facility Segment: High Avenue to Hazel Street.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Reconstruct  
Cost: \$800,000
- 20)** (E)(B) Network Facility: **OAKWOOD ROAD** Facility Segment: CTH E to STH 21.  
Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Construct to 4 lanes  
Cost: \$1,403,000
- 21)** (E) Network Facility: **OHIO STREET** Facility Segment: Witzel Avenue to South Park Avenue.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 -15 years.  
Proposed Project: Construct as 4 lanes with turn lanes at intersections.  
Cost: \$850,000
- 22)** (E) Network Facility: **SNELL ROAD** Facility Segment: CTH A to Vinland Rd.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construct to 4 lanes.  
Cost: \$1,758,000
- 23)** (E)(B) Network Facility: **VINLAND ROAD** Facility Segment: Smith Street to Snell Road.  
Jurisdiction: City of Oshkosh, Town of Oshkosh  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Completion of a new 4-lane facility to accommodate bicycles and pedestrians with regard to residential and industrial development.  
Cost: \$2,350,000
- 24)** (E)(B) Network Facility: **WASHBURN STREET** Facility Segment: STH 21 to Witzel Ave. Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct 4-lane urban section.  
Cost: \$4,206,000
- 25)** (E)(B) Network Facility: **WASHBURN STREET** Facility Segment: Dickinson Ave. to 20th Ave. Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct 4-lane urban section.  
Cost: \$1,110,000

- 26)** (E) Network Facility: **WESTFIELD STREET** Facility Segment: Witzel Ave to 9th Ave.  
Jurisdiction: City of Oshkosh.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Construct new facility on new right-of-way.  
Cost: \$750,000
- 27)** (E) Network Facility: **WEST SIDE ARTERIAL** Facility Segment: STH 91 to STH 21.  
Jurisdiction: Winnebago County  
Implementation Date: Long Range 15 – 30 years.  
Proposed Project: Construction of a west side arterial parallel to USH 41 with an interchange at STH 21  
Cost: \$11,500,000
- 28)** (E)(B) Network Facility: **9TH AVENUE** Facility Segment: Oakwood Road to Linden Oaks Dr.  
Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15 years.  
Proposed Project: Widen to accommodate bicycles and pedestrians within the plan horizon.  
Cost: \$980,000
- 29)** (E)(B) Network Facility: **20TH AVENUE** Facility Segment: Oakwood Road to Oregon St  
Jurisdiction: City of Oshkosh, Town of Algoma.  
Implementation Date: Short Range 0 – 15years.  
Proposed Project: Widen to accommodate bicycles and pedestrians within the plan Horizon.  
Cost: \$3,220,000

**Corridor Preservation.** As noted in the 2005 Comprehensive Plan for the City of Oshkosh, sound preservation and access control policies and standards to adequately address the land use/traffic carrying capacity relationships of arterial extensions. Two corridors needing specific attention are the Fernau Avenue east/west corridor on the north side and the Fisk Avenue east/west corridor on the far south side of the Urbanized Area.

Fernau's importance stems from its critical location relative to the USH 41/USH 45 interchange and the ability to achieve direct access from the North Industrial Park to USH 41 with minimum disruption to the evolving development pattern. Protecting this corridor (already officially mapped) and implementing at the earliest possible date are desirable.

Fisk Avenue presents opportunities for reducing existing trip dislocations and minimizing disruptions from truck movements related to the South Industrial Park. While the need for implementation is longer range to be staged with development, preserving adequate right-of-way for the future is desirable.

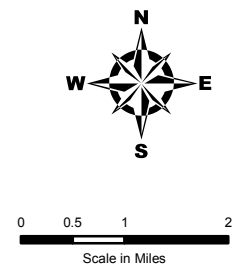
A third area of future development impact is to the northwest, west of USH 41, in the USH 45 corridor, formerly the STH 110 corridor. This facility will ultimately be rerouted through Oshkosh to the south of the University of Wisconsin – Oshkosh campus from Jackson Street to Algoma Boulevard.

# EXHIBIT 72 OSHKOSH AREA RECOMMENDED PROJECTS

- 26 PROJECT NUMBER\*
- SHORT-RANGE PLANNED PROJECTS
- LONG-RANGE PLANNED PROJECTS
- SHORT-RANGE PLANNED PROJECTS
- LONG-RANGE PLANNED PROJECTS
- - - MUNICIPALITY BOUNDARIES
- 2000 METROPOLITAN PLANNING AREA
- NEW INTERCHANGE/CIRCULATION ARTERIAL STUDY AREA

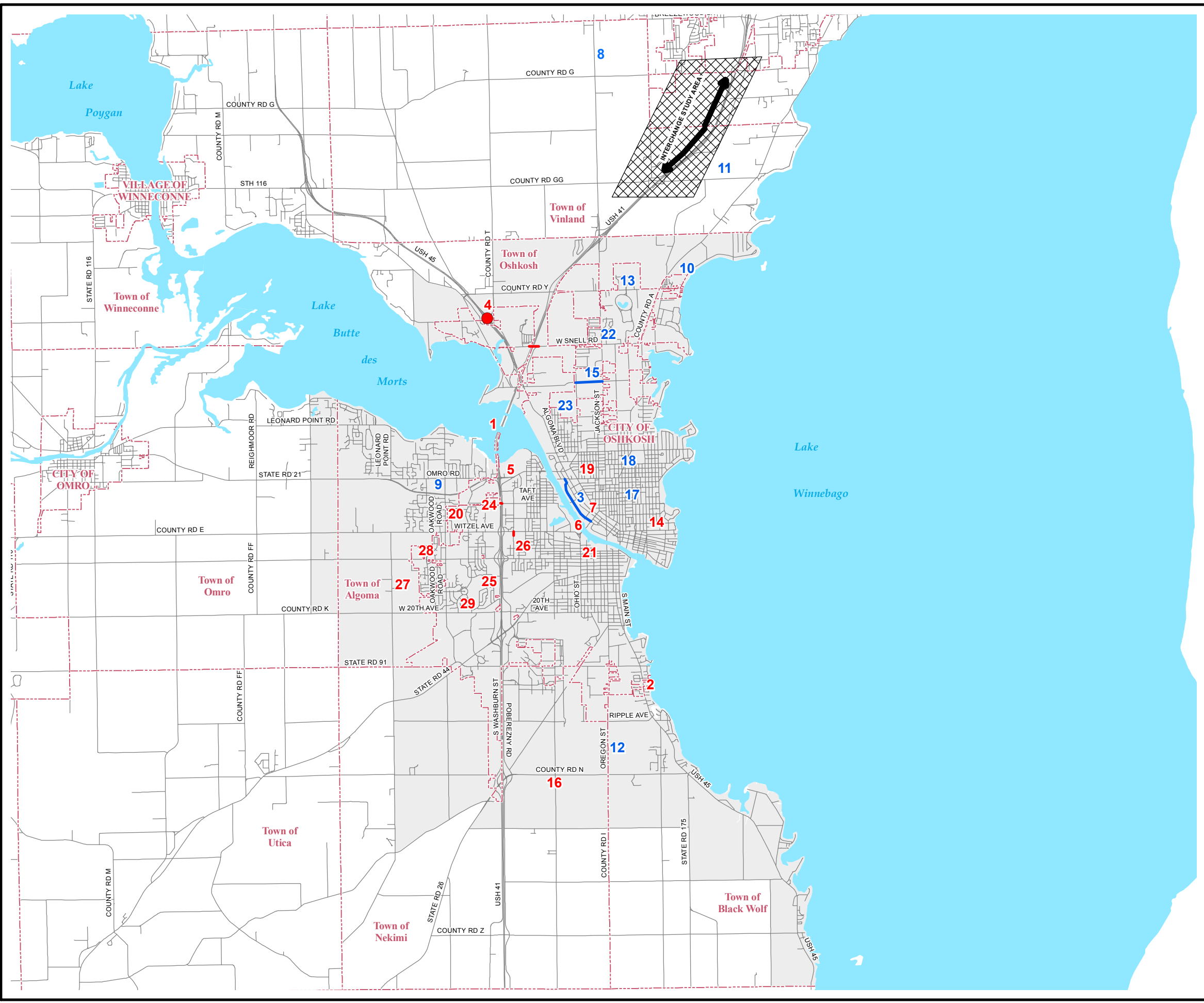
\*Please see Exhibit 71 for more information regarding the recommended transportation projects.

Source: Winnebago County provided 2005 centerline, hydrology, and municipality data. Recommended street and highway projects provided by ECWRPC.



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Another corridor that needs further consideration is STH 26 from USH 41 toward Rosendale. The facility shows capacity problems by 2035, but should be reevaluated after USH 151 is constructed as 4 lanes between Waupun and Fond du Lac.

The construction of a westside arterial to alleviate northbound and southbound traffic on the west side of the Urbanized Area, parallel to USH 41, is also recommended. The facility segment which is proposed from STH 91 to STH 21 should also include an interchange with STH 21.

**Intelligent Information Systems (ITS).** An ITS Strategic Deployment Plan was developed in May of 2001 for the Oshkosh, Fox Cities and Green Bay Urbanized Areas. All of these Urbanized Areas lie within the USH 41 corridor, the primary transportation facility in northeast and east central Wisconsin. It is also recommended that the Fond du Lac Urbanized Area participate in the coordination and development of a regional ITS architecture/network. The proposed architecture and coordination improvements which were included within that plan are also listed within this plan as recommendations. These recommendations include:

- Coordination between participating agencies
- Defining transportation needs and problems
- Facilitate an ITS technical team
- Develop a User Service Plan
- Development of a Regional ITS Architecture
- Technology identification and assessment
- Develop an Incident Management Plan
- Enhance reference markers
- Installation of over-height detection systems for commercial vehicles
- Deployment of additional road weather information systems
- Development of a Regional Virtual Traffic Operations Center
- Installation of portable changeable message signs
- Installation of closed-circuit television cameras
- Installation of permanent changeable message signs
- Traveler information broadcast via radio and television
- Advanced adaptive traffic signal coordination
- Advanced vehicle location/computer aided dispatch for emergency vehicles
- Advanced scheduling/dispatch system for paratransit service

**Transit.** As the Oshkosh Transit System (OTS) continues to operate at a level favorable to other mid-sized transit systems throughout the State, the only recommendation to expand existing service is to have Route #9 go on Westowne Avenue after leaving the Aurora Health Center, once Westowne Avenue is extended through to the west frontage road (North Washburn Street). This would allow the bus to go south on the frontage road to Witzel Avenue, which would serve an area and local businesses which are not currently served.

Due to recent fuel increases, it is inevitable that OTS will need to increase its current fare of \$0.50 to offset additional expenses. Increasing fares greatly outweighs the cut of service.

It is also recommended that OTS purchase a van with a wheelchair securement to assist fixed route buses that may have both wheelchair securements utilized. This van could also be utilized to cover gaps in paratransit service and provide trips to future expansion areas.

OTS has traditionally been a leader within the state with regards to the coordination of transit and paratransit services, especially for the elderly and disabled. This coordination of services has not only occurred within the OTS service area, but throughout the Oshkosh Urbanized Area and Winnebago County. It is recommended that OTS continue its coordination efforts with Winnebago County and other public and private transportation providers in the Oshkosh area. Such efforts should be directed toward providing the most efficient and effective services possible to the transit dependent population, as well as providing appropriate services to discretionary riders where potential warrants.

It is the recommendation of the East Central Wisconsin Regional Planning Commission (ECWRPC) that the Oshkosh Urbanized Area along with the other Urbanized Areas within the ECWRPC planning region (the Fox Cities and Fond du Lac Urbanized Areas) play a role in the examination of Regional Transit Authority (RTA) benefits to the region. Local leaders should examine the potential development of state legislation permitting the creation of an RTA, and initiate the formation of an RTA comprised of municipalities throughout the ECWRPC region pending legislative action. The State of Wisconsin does not currently have legislation which allows the development of an RTA, an entity with the ability to collect taxes to be utilized for transit operation. The formation of such legislative language has been a substantial transportation issue throughout the state in recent years. From a regional perspective, USH 41 is the primary transportation corridor extending from the Green Bay Urbanized Area, through the Fox Cities and Oshkosh Urbanized Areas, and to the Fond du Lac Urbanized Area.

**Intercity Transit.** It is recommended that the City work with the transportation providers and reconsider the location of intercity bus connections in the Oshkosh area. Currently intercity buses must travel from the USH 41 corridor to the downtown bus terminal, as well as the terminal at Witman Airport. A study should consider a location nearer to USH 41, with access provided by the Oshkosh Transit System fixed routes. With appropriate linkage to the fixed route system, passenger convenience would not be threatened by such a move. A location in the USH 41 corridor would provide more convenience and shorter trip lengths to passenger bus lines, and perhaps enable coordination with tour lines or other carriers. From a land use perspective, a bus terminal would be considered an appropriate land use in the highway corridor.

**Bicycle and Pedestrian.** It is not anticipated that existing highways will be retrofitted to accommodate bicycles without the occurrence of a reconstruction project. It is recommended that bicycle and pedestrian travel be considered in the design stages of all highway projects. Accommodations should be appropriate to traffic volumes, parking and other physical conditions, safety for both the bicyclist or pedestrian and the auto driver. The following are recommended guidelines for such facilities:

All new street construction and reconstruction projects located on roadways identified as bike routes should be designed to be in compliance with AASHTO Standards for such routes.

All new 4-lane urban sections intended to function as collectors or arterials should be constructed to a minimum curb-to-curb width of 56'. This would include an outside (curbside) lane of 14' and an interior lane of 12'.

All existing 4-lane urban sections constructed to a width of 48' should be re-striped so that the outside (curbside) lane is 13' in width and the interior lane is 11'. They should be expanded to comply with the 52' minimum width at the time they are slated for reconstruction.

All new 2-lane neighborhood collectors designed to accommodate on-street parking should have a minimum curb-to-curb width of 40'.

When existing 2-lane collectors are upgraded, they should be built to a minimum standard which allows 14' for shared driving/biking lanes and 14' for shared parking/biking lanes. Lanes used strictly for motor vehicles should be 12' in width.

Reconstruction of all rural collectors and arterials should include a striped and paved shoulder at least 5' in width adjacent to a 12' lane and 6' in width adjacent to an 11' lane. If speeds are in excess of 40 MPH paved shoulders should be at least 6'.

Whenever possible, a minimum width of 16' should be provided on the exterior lane of all bridge decks at the time of their construction to accommodate bicycles. Even better, a 6' striped bike lane should be provided if it is possible to provide a 12' travel lane for motor vehicles. A sidewalk should be provided on at least one side and preferable both sides of the roadway. If feasible, these guidelines should be adhered to at the time existing bridge decks are replaced.

Convenient access to the on-road bike route system should be available from off-road bicycle/pedestrian paths.

Appropriate striping to define (and emphasize) bicycle movements should be undertaken on bike routes in those areas where significant vehicular turn movements and other points of congestion and conflicts between the bicycle and the motor vehicle occur.

Appropriate diagonal striping with diamond markings should be considered on a case-by-case basis to better define shared bike/on-street parking lanes.

A minimum width of 10' and preferably 12' should be used as the standard for all off-road bicycle/pedestrian paths.

All urban sections constructed of concrete should have an integrated curb/gutter section a minimum of 5' wide to the pavement joint.

Site plans should be reviewed to ensure pedestrian access to and between buildings included in the plan. Subdivisions should be reviewed to ensure appropriate pedestrian and bicycle facilities, including connections within the development and access to the subdivision from existing development.

**Freight.** A joint Fox Cities and Oshkosh Freight Advisory Committee (FAC) was formed to discuss freight-related issues. A survey of FAC participants was also conducted to gain input on future policies and recommendations. Indications from this advisory committee were that existing accessibility is good in the Oshkosh area.

Recommendations which were formulated from this process include:

- Address significant congestion and safety zone areas.
- Construct an interchange along USH 41 between the Breezewood/Bell interchange and the STH 76 interchange
- Provide improved access for the Breezewood exit

**Water Transport.** The Fox River navigation and lock system is proposed to be refurbished to reestablish the waterway connection from Lake Winnebago to Green Bay. The potential exist to utilize the waterway for freight transport as well as tourism and recreational activities. A navigation safety improvement program should be developed that identifies the stakeholders impacted by the system and includes short and long term operation cost and needs.

**Street and Highway Congestion Management Strategies.** Although the Oshkosh Urbanized Area does not have many congestion issues or infrastructure deficiencies, the Oshkosh MPO has identified a number of congestion management strategies for the future. These strategies include:

**Capacity Expansion.** One of the most obvious congestion management strategies is capacity expansion. Capacity expansion can alleviate current and future congestion.

**Transportation Systems Management.** Traffic signals, turn lanes, prohibiting turns, signal timing, and other forms of traffic controls can alleviate congestion by efficiently moving traffic. One such device that should be examined within the Oshkosh Urbanized Area is timing mechanisms for trains. These systems can be used to notify drivers when and where a train is anticipated to be at a particular crossing. This would allow vehicles to cross the railroad prior to the train's arrival to an intersection, rather than coming to an intersection and have to stop for a train unexpectedly.

**Roundabouts.** Roundabouts are extremely efficient in moving volumes of traffic in a safe and efficient manner by reducing speeds and reducing the number of yields and potential incidents between vehicles.

**Use of Alternative Modes of Transportation.** Obviously the majority of traffic is comprised of single occupancy vehicles. This increases traffic volumes and congestion. The use of alternative modes of transportation to the automobile will reduce traffic volumes.

**Elimination of On-Street Parking.** The elimination of on-street parking greatly reduces the volume of traffic on a given facility. It also reduces crashes between vehicles which are trying to park or re-enter the facility and vehicles which are trying to travel through the facility.



**ENVIRONMENTAL REVIEW**

## **ENVIRONMENTAL REVIEW**

### **INTRODUCTION**

As the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the East Central Wisconsin Regional Planning Commission is responsible for conducting the urban transportation planning process. This planning effort involves the implementation of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), which requires the consideration of the overall environmental, social, and economic effects of the metropolitan transportation plan.

An extensive issues identification process was completed to develop goals, policies, and objectives for the long range land use/transportation plan. The environmental assessment scoping process was initiated concurrently with the issue identification phase of the planning process. The issues were established through special committees and were subject to public review. Multimodal transportation, the connectivity of transportation and land use, and the potential environmental effects of these planning goals and objectives were addressed to meet the requirements established by TEA-21.

This chapter evaluates the potential environmental impact of goals, objectives, and recommendations contained in the long range land use/transportation plan. The assessment of potential environmental effects addresses economic, social, and natural resource impacts.

### **ENVIRONMENTAL JUSTICE**

Environmental justice is a process which seeks to ensure that access to transportation systems and the transportation planning process is available to all, regardless of race or socioeconomic status. In terms of race, the Oshkosh Urbanized Area has a substantially low minority population which is fairly scattered (Exhibit 74). Public involvement efforts within the planning process to include minority groups have included notification to local minority organizations and agencies and disclaimers on public documents in Hmong and Spanish (the primary languages spoken by non-English speaking residents of the Urbanized Area) for further information and contacts.

In terms of low income populations, areas are more easily identified. In this case, consistent areas of low income populations were defined through the use of 2000 census tract data. These areas were categorized as less than 20 percent, 20 to 39.99 percent, 40 to 59.99 percent, and 60 or more percent of the total households. These areas are identified in Exhibit 73. Also included within Exhibit 73 is the location of identified Transportation Improvement Program (TIP) projects from 2006 to 2010 and their geographic relationship to these low income areas.

Efforts were made to include all individuals within the planning process. Public information meetings were held during all phases of the planning process. Advertisements were published in the local newspaper (*The Oshkosh Northwestern*) prior to public information meetings held throughout the entire planning process. Flyers and notices were distributed via mail and e-mail to various committees, organizations, and agencies throughout the planning process for distribution to as many individuals as possible. Presentations were made to local groups with further interest in the planning process. Locations of public information meetings were crucial in the public involvement process.

All meeting locations were selected to include easy access for all individuals, especially transit and alternative mode users, as well as facilities which catered to the mobility needs of the disabled. Various planning documents, including the draft of this plan were open to public comment. Public participation throughout the process is characterized as consistent.

A goal of the Oshkosh Metropolitan Planning Organization is to “provide a safe, efficient and environmentally sound transportation system that provides mobility for all segments of the population and supports the economy of the region”. As identified in Exhibits 73 and 74, it is graphically depicted that a good portion of short range and long projects are scheduled for areas of low income and/or minority (non-white) populations. Exhibits 75 and 76 show these populations in comparison to the fixed route transit system, in which many individuals within these populations rely on for transportation to major employment centers, medical facilities, post-secondary education, recreation, and shopping centers, etc. Although there are no major concerns at this time, these projects will continue to improve the accessibility, mobility, and safety of all users using all modes, while posing no significant negative impacts.

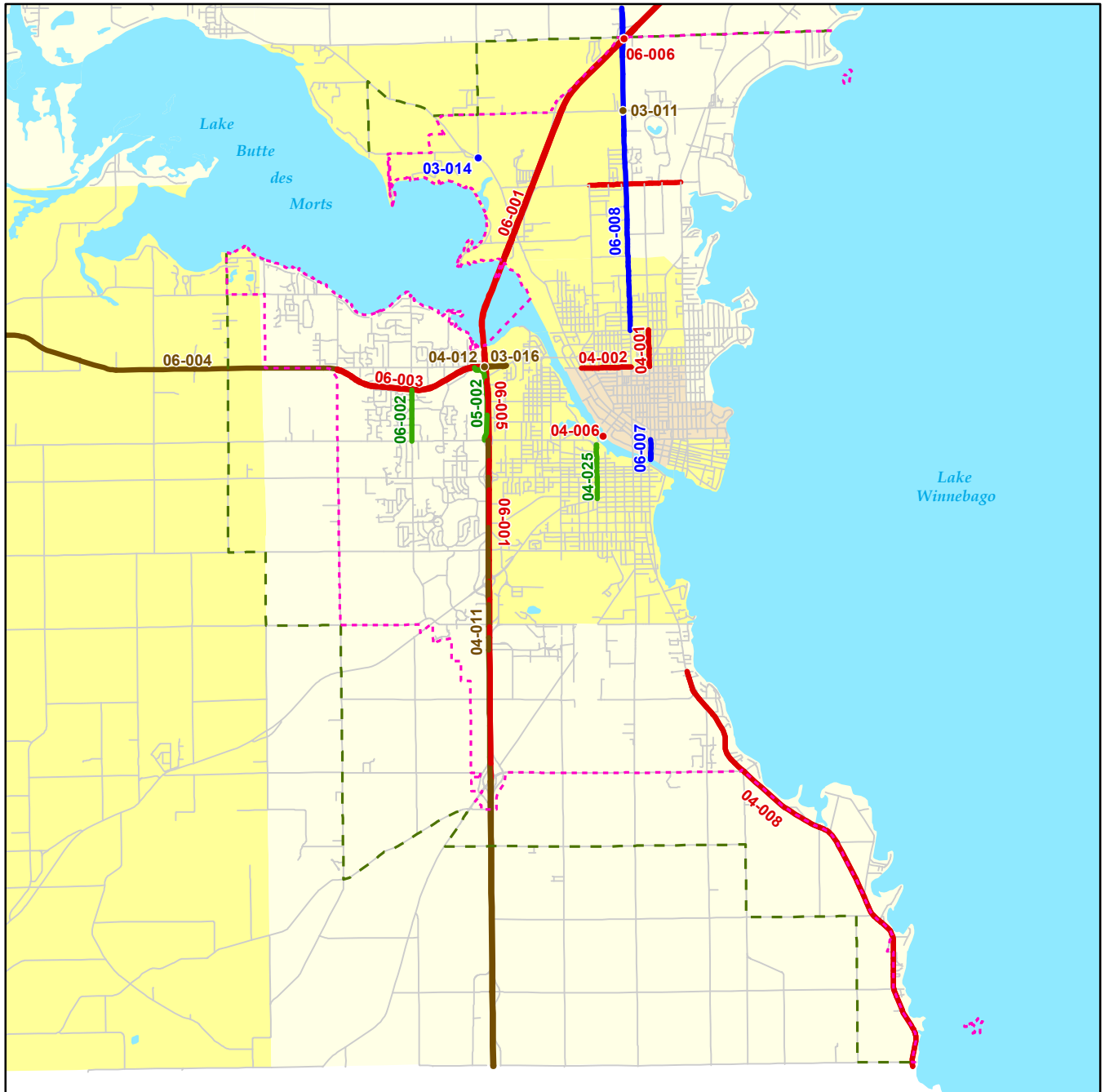
## **ECONOMIC AND SOCIAL IMPACTS**

**Economic Impacts.** The effects of the land use/transportation plan have the potential to extend into economic and social arenas. Levels of service on roadways, multimodal opportunities, and accessibility for businesses are all issues to be considered. If levels of service on the transportation network decline during the planning period, the potential for more time spent on roadways would be significant. (Level of service is discussed further in the Congestion Impact section.) Additional business and personal travel time translates into increased transportation costs. However, economic incentives exist to keep business travel expenses to a minimum, and policies within the plan target the need to maintain acceptable levels of service on roadways.

Focusing on maintaining and improving existing facilities and multimodal opportunities will provide benefits to businesses and residents. The plan identifies policies, which if enacted, would ensure that appropriate types and levels of multimodal transportation services are provided to the area. Additionally, maintaining and/or improving transportation facilities will enable the transportation system to continue to provide adequate accessibility to agricultural supplies and markets. An integrated transportation system combining different modes, including rail and trucking facilities, enhances the movement of goods and services. Efficiently routing truck traffic and providing joint terminals and delivery services would increase the accessibility of distant suppliers. Enhanced accessibility and multimodalism will provide incentives for businesses to expand and improve the business climate to attract new businesses.

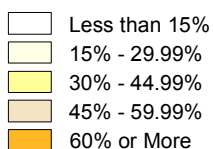
**Social Impacts.** One of the objectives within the long range transportation/land use plan is to make individual communities more attractive. The Oshkosh Urbanized Area has substantial shoreland along the Fox River, Lake Winnebago and Lake Butte des Morts. Much of this shoreland is already developed. This plan and the plan adopted by the City of Oshkosh include policies such as the preservation and redevelopment of waterfront areas for greater recreational use, preserving scenic easements for viewsheds, and creating multimodal recreational opportunities, such as bicycling or walking along a redeveloped waterfront or park area. Enacting these policies would make the Oshkosh Urbanized Area a more attractive place to work, live, and play.

# **EXHIBIT 73** **OSHKOSH URBANIZED AREA TIP PROJECTS (2006 - 2010) AND PERCENT** **HOUSEHOLDS BY CENSUS TRACT WITH LOW TO EXTREMELY LOW INCOME (2000)**



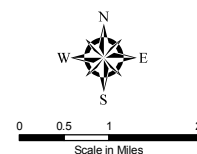
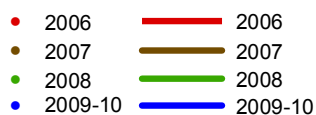
--- 2000 Metropolitan Planning Boundary  
--- 2000 Adjusted Urbanized Boundary

## **Households with Low to Extremely Low Income**



06-056  
06-056 TIP Project Number  
06-056  
06-056

## **TIP Project Years**

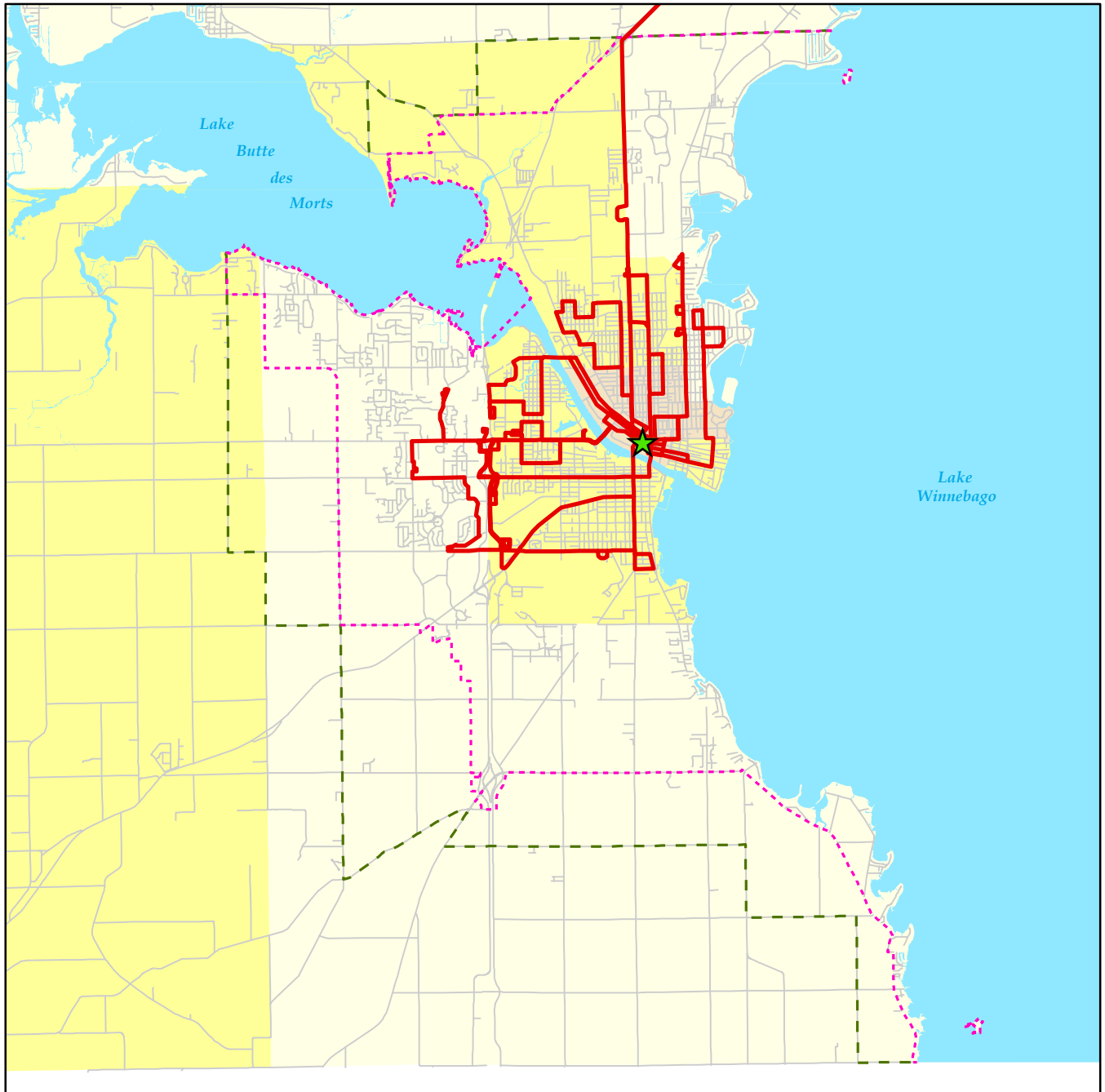


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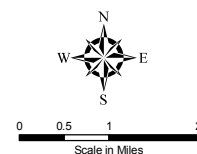
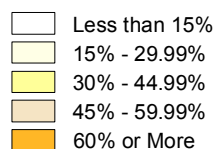
# **EXHIBIT 75** **OSHKOSH URBANIZED AREA FIXED TRANSIT ROUTES (2005) AND PERCENT** **HOUSEHOLDS BY CENSUS TRACT WITH LOW TO EXTREMELY LOW INCOME (2000)**



--- 2000 Metropolitan Planning Boundary  
--- 2000 Adjusted Urbanized Boundary

--- 2005 Fixed Transit Routes  
★ Transit Center

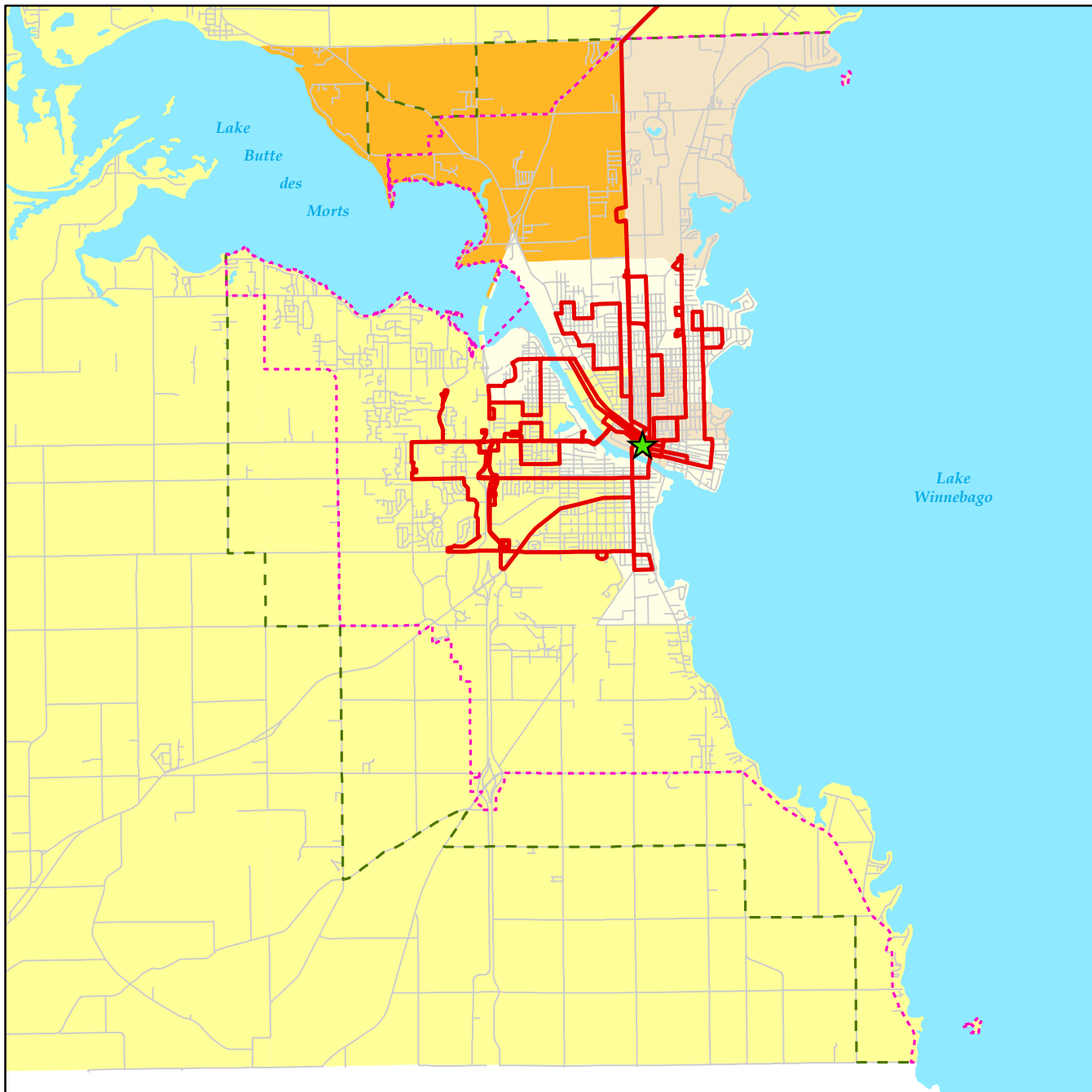
## **Households with Low to Extremely Low Income**



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# **EXHIBIT 76** **OSHKOSH AREA FIXED TRANSIT ROUTES (2005) AND** **MINORITY (NON-WHITE) POPULATION CONCENTRATION (2000)**



- 2000 Metropolitan Planning Boundary
- 2005 Fixed Transit Routes
- 2000 Adjusted Urbanized Boundary
- ★ Transit Center

**Percent Minority Population by Census Tract**

- Less than 5%
- 5% - 9.99%
- 10% - 14.99%
- 15% or More



0 0.5 1 2  
 Scale in Miles

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Source: U.S. Census Bureau - 2000 TIGER Census Tracts, 2000 MPO and Adjusted Urbanized Areas provided by ECWRPC and WisDOT. Winnebago County provided 2005 centerline and hydrology.

Another social impact addressed by this plan is the effect transportation investments will have on each resident's ability to travel to and from work, school, a friend's house, or other important places inside and outside the community. In the recent past, transportation planning has focused on automobile travel, with public transportation planned for separately. Pedestrian and bicycle travel were considered to be recreational. This has contributed to the design and construction of auto dependent suburbs in Oshkosh and elsewhere. Auto-dependent designs not only reduce the mobility of non-drivers, but also create an artificial tax, as owning an automobile is no longer a choice, but a necessity.

This plan includes goals, policies, and objectives for public transportation, pedestrian, and bicycle travel as alternative modes. Providing alternative modes of transportation reduces traffic congestion, and provides individuals, particularly the elderly, the young, and the poor with greater independence of movement. It also makes automobile usage a matter of choice, rather than a necessity. The transportation plan has been developed to work with the land use plan to enable Oshkosh Urbanized Area residents and visitors to reach vital destinations quickly and safely.

Currently, only residents in portions of the Urbanized Area have a variety of modes to choose from. While the plan encourages the development of alternative modes, realistically, they can not be available everywhere. The density of existing development in some areas is too low for fixed route public transit to be a viable option. Many streets within the central city and some outside the central city are too narrow and busy for bicycle travel. Much of the existing development has occurred at densities or in land use patterns which make pedestrian and bicycle travel inconvenient. In some areas, no facilities were provided for pedestrian or bicycle travel. Right of way would have to be purchased to provide these facilities. Purchasing right of way in developed areas can be very expensive.

## **LAND USE IMPACTS**

Policies within the plan state that the disruption and dislocation of neighborhoods, households, businesses, industries, and public and institutional buildings by construction or expansion of existing transportation facilities should be minimized. Integrated planning is an objective in the land use/transportation plan as a means to maintain a transportation system that supports current land use plans and desired patterns of future development. Plans for the area include the latest comprehensive plan for the City of Oshkosh (March 2005), a land use/development plan (completed 1995) and open space/recreation plan (completed 1996) for the Town of Algoma, a comprehensive plan for the Town of Black Wolf (March 1998), a land use plan (March 2001) and comprehensive plan (October 2003) for the Town of Nekimi, a comprehensive plan for the Town of Omro (June 2004), a comprehensive plan for the Town of Oshkosh (June 2003), and a comprehensive plan for the Town of Vinland (October 1998).

**City of Oshkosh Comprehensive Plan.** The objective of the land use section of the Oshkosh Comprehensive Plan is to provide recommendations for guiding new development in the peripheral areas, while promoting the redevelopment of many of the older sections of the city. Some recommendations are very similar to policies in the land use/transportation plan. One recommendation encourages in-filling of land areas already served by public facilities and services, which is more efficient than extending development into new areas that will require major extensions of public facilities and services. The plan also recommends exercising extraterritorial plat review powers to control the premature division of future development land outside of Oshkosh's



corporate limits which would foreclose opportunities for efficient development patterns in the future. The Oshkosh plan addresses peripheral development by stating that most new development has occurred in peripheral growth areas. Specifically, most new community development has occurred along the Highway 41 corridor and most new industrial development has occurred in planned industrial parks. As a result of this development pattern, the Oshkosh plan acknowledges that many sections of the central city are underutilized and in need of redevelopment.

Redevelopment of the central city will most likely result in the movement of existing warehousing and industrial uses to planned industrial parks. This will provide the opportunity for redevelopment of these sites for housing, office, and retail use. The Oshkosh plan states further that the best redevelopment opportunities are along and near the riverfront and lakefront in the central city. Many of these areas are targeted for housing. Investigations of the industrial sites after their relocation may indicate leakages or contamination of soils which would require reclamation. If so, the city should be prepared to help developers clean up these sites. Once the housing is in place, the potential of effluents flowing into the Fox River and/or Lake Winnebago will be much less than when the industrial uses occupied the land. The same is true of emissions. The elimination of these negative industrial externalities will enhance the waterfront and central city areas. The City's plan, which also suggests creating a riverwalk along the Fox River from City Center to the WIOUWASH Recreation Trail, will also enhance this area. Future residents for these areas will have quick and easy access to downtown and the university, plus a variety of transportation modes to choose from.

The periphery area targeted for the largest population growth, as defined by the East Central Wisconsin Regional Planning Commission, is the "West Planning Area". The West Planning Area is bounded by Highway 41 on the east, the Algoma town line on the west, STH 91 to the south, and Lake Butte des Morts on the north. The West Planning Area is anticipated to be the primary development area for Oshkosh. The City of Oshkosh and the Town of Algoma currently have a cooperative planning agreement for future growth.

The Oshkosh plan further states that urban services will be extended to Clairville Road and that most of the land area east of Clairville will be fully developed. Growth along Clairville Road has the potential to expand beyond the Oshkosh city limits. Further study of development on this roadway is necessary. Both the City of Oshkosh and the Town of Algoma have more vacant sewer service acreage east of Clairville Road, than the current projected growth can fill. Policies for rural development contained within the land use/transportation plan state the need to preserve agricultural land and open space characteristics of rural areas, which includes avoiding splits of agricultural land. East Central would encourage both jurisdictions to practice infilling and contiguous development to avoid further fragmenting farmland. Also, pushing development to Clairville Road and beyond puts additional development pressure on the Town of Omro, a rural community currently outside the metropolitan area boundary.

Agriculture is an essential part of Wisconsin historically, culturally, and economically. Consequently, the concern over the need for additional agricultural land to accommodate urban growth is addressed in several of the policies set forth in the land use/transportation plan. The planning and design of transportation facilities should promote compact development. Also, the relative accessibility provided by the highway system should be adapted to comprehensive plans by providing a higher level of accessibility to areas where development is to be encouraged. Providing increased accessibility to designated areas and adhering to a policy of preserving prime farmland should minimize the need to expand into agricultural areas. While the adopted policies support this notion, the land use plan, based on the sewer service area plan, allows for a significant amount of

growth in the rural sections of the Oshkosh area. Further curbing of such development would require voluntary action on behalf of the towns, cooperative boundary agreements, or land use regulation.

**Town of Algoma.** Due to its proximity to the urban fringe and its pro-growth stance, the Town of Algoma has experienced considerable residential growth in the last ten years. While its rate of growth is already declining, the town is expected to continue to experience significant growth during the planning period. Like all newly developing areas, the town's character is changing and it is experiencing fiscal, environmental, and traffic strains. As the town continues to grow, these strains will continue to increase. The town's plan recommends slowing the rate of growth to allow the town to "catch up", so that it can maintain its quality of life by balancing the need for additional services with the residents desire to maintain lower property taxes. The town plan also recommends infilling vacant lots in existing subdivisions, limiting new plats to areas where services are readily available, and insuring that new plats have proper stormwater management and drainage, good traffic flow, and protection of sensitive natural areas. If the town follows these policies, land use impacts can be reduced. If the town does not follow these policies, its growth will lead to further farm fragmentation, increased erosion and stormwater problems, increased potential for groundwater contamination, and higher costs.

## CONGESTION IMPACTS

The impacts of congestion on a transportation system can be severe. For example, as traffic increases on a street, the likelihood of accidents will increase as well. A traveler on a severely congested street will probably experience frequent stops and starts, vehicles weaving through traffic to change lanes, and other hazardous situations that could result in an accident. Other negative effects of congestion include more significant wear on the street and vehicle, increased driver stress and vehicle emissions attributable to frequent acceleration and extended idling time. However, the provision of incentives to use modes of transportation other than the single occupant vehicle could reduce the number of vehicles on the Oshkosh street network.

The plan addresses the likelihood of congestion in the Oshkosh Urbanized Area and identifies methods of reducing traffic at these potentially hazardous locations. The plan's policies state that an efficient street and highway system must consider financially constrained improvements to minimize congestion and to keep travel times low. Some of these improvements include channelization, signalization, and/or removal of on-street parking to maintain adequate service. In addition, the use of alternative modes of transportation such as transit, walking, and bicycling should be strongly encouraged to minimize the number of cars on the network. All new road construction in any jurisdiction within the Oshkosh Metropolitan Area, should consider these alternative modes of transportation.

The standard used to evaluate traffic operating conditions and identify congestion is known as level of service (LOS).

**Level of service.** Level of service is typically broken into the following six categories:

*Level of service A*, is characterized by free traffic flow. Under these conditions, transportation system users are virtually unaffected by other users and travel safety and comfort are very high.

*Level of service B*, is characterized by stable traffic flow. LOS B conditions allow system users a significant amount of freedom to choose their own speeds, but a slight amount of interaction with others is common. Travel safety and comfort are also high under LOS B conditions.

*Level of service C*, is characterized by stable yet restricted traffic flow. Under these conditions, the amount of interaction with other transportation system users becomes significant, and the general level of comfort and convenience begins to decline.

*Level of service D*, is characterized by high-density traffic flow, lower speeds, and restricted maneuverability. LOS D conditions generally create uncomfortable and inconvenient traveling conditions; however, traffic flow is typically stable.

*Level of service E*, is characterized by unstable traffic flow and volumes that are at or slightly below capacity. Under these conditions, system users experience poor comfort and convenience levels, and accident exposure is increased.

*Level of service F*, is characterized by forced flow, traffic queues, and stop-and-go situations. Under these conditions, the amount of traffic that is present on a facility exceeds the amount that can be served, which creates the problems mentioned above. System users will typically experience low comfort and convenience, poor travel times, and high accident exposure on an LOS F roadway.

The land use/transportation plan uses LOS C as the minimum desirable level of service for each major roadway. During the development of this plan, the travel demand model (TDM) was used to identify which of the area's roadways will likely experience levels of service below this threshold (deficiencies) during the planning period. This process and its relationship to level of service are summarized below.

**Modeling process.** Estimating levels of service requires the collection of a significant amount of data. Included are both block level 2000 census data, such as population, household characteristics, employment and information describing the Oshkosh area street and highway network. Network information includes annual average daily traffic (AADT) volumes and facility types in terms of function, width, number of lanes, land use, speed and capacity. Statistical relationships, developed using travel surveys, link the socioeconomic data from the census to trip-making behavior. The relationships used by the travel demand model to simulate trips between traffic analysis zones (TAZs) within the study area. In addition to these internal trip exchanges, trips traveling through the study area are also included in the overall modeling effort. During calibration, these modeled trip exchanges were "assigned" or added to the computerized network of the study area's roadways and compared and calibrated to actual traffic counts.

Once the base traffic conditions were calibrated, the same relationships were used in creating the year 2035 model. The trip generation rates developed for the calibrated base year model are then applied to the socioeconomic projections to create the future (2035) model for the area. This process involved estimating growth or decline within each of the study area's TAZs through 2035 to estimate the levels of traffic generation within and between zones.

The assignment of traffic to the base and future networks is generally determined by each street's average speed and capacity. When creating the network, each street is assigned a speed and capacity in the model database. These attributes largely determine each street's relative

attractiveness to a vehicle traveling to, from, or within the Oshkosh study area; therefore, streets with the highest speeds, directness, and capacities will generally have the greatest number of vehicles assigned to them. As mentioned above, the calibration process helps to create a network that represents actual (or estimated future) traffic levels on each street in the model. Once this is completed, level of service can be estimated for the future network by comparing the traffic assignment for each street with its corresponding capacity. Those streets that equal or exceed a volume to capacity (v/c) ratio that represents LOS C (80 percent of capacity) could experience traffic levels identified as undesirable in this plan.

**Potentially congested roadways.** The roadway capacity improvement recommendations included in this plan resulted from the modeling of projected traffic on the existing network to determine areas of deficiency, and the subsequent modeling of alternative improvements. The resulting recommendations are intended to reduce future congestion problems in the Oshkosh area.

## **COMMUNITY AND NEIGHBORHOOD IMPACTS**

Several policy statements in the plan support the development of a transportation system compatible with existing and future development patterns. The policies include minimizing the disruption of neighborhoods and reducing the penetration of neighborhood units by arterial streets.

Minimizing both of these activities will enhance the efficiency of the transportation network within communities. Policies also state that the location of new or relocation of existing facilities in or through recreational, historical, scenic, or cultural sites should be avoided whenever possible.

When identifying transportation projects for a long range plan, it is essential that existing and proposed land uses be considered to ensure that these projects do not isolate neighborhoods from important destinations. For example, it would not be wise to place a major street between an elementary school and a densely populated residential area, for many children could be forced to risk injury while walking to and from the school. Granted, proper signalization at intersections and clearly marked crossing zones could reduce the risk, but the presence of the street would certainly create a safety risk for the residents.

This plan considers the effects that major transportation investments could have on the Oshkosh Urbanized Area and its neighborhoods and attempts to minimize the negative impacts that could result from the projects proposed in the document.

**Noise Impacts.** The consideration of the impact of noise is addressed in policies stating the need to meet national standards ensuring that residential areas, schools, and other areas with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

**Visual Impacts.** In an effort to develop attractive communities, the plan promotes designing transportation facilities to be aesthetically pleasing and sensitive to the natural landscape. Incorporating amenities such as boulevards, berms, and attractive landscaping is important in the design of major arterials in urbanized areas. For rural areas, the plan stresses the need to minimize views such as junkyards, billboards, and strip commercial development.

**Historical and Cultural Impacts.** As discussed previously, the disruption of neighborhoods, historic areas, and recreational areas is discouraged in the development of a transportation system.

When expansion, relocation, or new construction is proposed, the consideration of the costs and benefits of the new or updated facility must be weighed against the dislocation of these areas.

## **NATURAL RESOURCES**

**Water Resources.** Many water resources are part of environmentally sensitive areas. The location of roadways through environmentally sensitive areas should be kept to a minimum. Maintaining natural water depths and implementation of construction site erosion control measures are ways to prevent sediment laden run-off from flowing into surface waters. Run-off control measures must be taken during any construction of a transportation facility. Exhibit 77 shows wetlands and streams in the Oshkosh area.

The location of new developments should be planned in conjunction with both existing transportation facilities and land uses to promote sanitary sewer systems which will effectively and economically serve urban development. To facilitate compact development, vacant developable lands within the existing Urbanized Area should first be in-filled. Sanitary sewerage service to existing development should be provided whenever it is the most cost effective alternative for addressing failing on-site disposal systems.

Sewer service area plans play a significant role in development. East Central Wisconsin Regional Planning Commission, under a contract with the Wisconsin Department of Natural Resources (WDNR), prepares sewer service area plans, while the WDNR ultimately reviews and approves the plans. The Oshkosh Comprehensive Plan cites weaknesses in the sewer service amendment process, and the current plan scenario reflects some of the undesirable effects such as sprawl or "leapfrog" development. Because the sewer service area planning process is largely based on growth projections, the results of boundary limits established can in some instances be too restrictive or too liberal. If the boundary is too restrictive, development can be pushed into unsewered areas and into non-contiguous villages. If the boundary is too liberal, development can occur in a haphazard, or leap frog fashion. Communities have criticized East Central's projections for being too conservative and have fought for additional acreage allocations. In response to community's demands and to provide a choice of developable sites within the sewer service area boundary, East Central has historically provided excess acreage within the sewer service planning area. By providing this level of excess available acres, East Central is leaving the burden of controlling development to individual jurisdictions.

**Air Quality.** The Oshkosh Urbanized Area is currently an attainment area. To remain an attainment area, the plan supports efficient traffic control measures and the encouragement of transit, bicycle, and pedestrian travel. Air quality should be monitored to ensure that motor vehicles, including air and water craft, do not exceed the exhaust emission standards established by the Environmental Protection Agency (EPA).


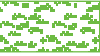


**Energy Consumption.** The plan recognizes that energy supplies are uncertain and that the conservation of energy is important. The conservation of energy encompasses the need for development to occur at densities adequate to sustain reasonable urban services and to support multimodal transportation. The use of ride sharing, organized efforts such as Travel Demand Management (TDM) programs, and transit should be considered especially in areas where major employers are located, and the location of major businesses should consider the availability of

transit. Pedestrian and bicycle facilities should be made available where possible. Pedestrian and bicycle facilities can easily be incorporated concurrent with new development. It is more difficult and costly to incorporate these facilities into existing development. Lower densities also cannot be efficiently served by transit. While densities within the older portion of the City of Oshkosh are capable of sustaining transit, new development in the City and surrounding towns is not.

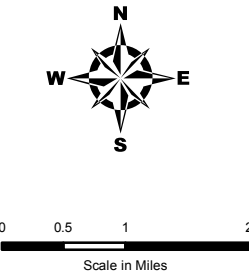
The design of highway facilities needs to include smooth pavements and the elimination of steep grades and sharp curves to conserve energy. Traffic flows and transportation facility locations should provide the fewest interruptions and shortest travel paths for the greatest number of trips. Efforts to improve energy conservation through improved fuel efficiency of vehicles and through educational programs on better driving travel habits are also necessary.

**Ecosystems and Habitat Fragmentation.** Minimizing environmental disruption and maintaining a quality environment is a priority of the land use/transportation plan. Locating and expanding roadways through environmentally sensitive areas should be kept to a minimum. These areas include wetlands, areas subject to flooding, steep slopes (areas with slopes greater than 12 percent), high bedrock, and areas where endangered plants and wildlife are found. Encouraging the presence of natural vegetation, especially along roadsides, offers protection to wildlife and a reduction in the need for herbicides.

# EXHIBIT 77 OSHKOSH AREA WETLANDS AND STREAMS

-  STREAM BUFFER (75')
-  WETLANDS
-  2000 METROPOLITAN PLANNING AREA
-  MUNICIPALITY BOUNDARIES

Source: Winnebago County provided the 2005 centerline, municipality boundaries, and hydrology. ECWRPC and WisDOT provided 2000 metropolitan planning area. ECWRPC provided the 75' stream buffer. Wetland data provided by Winnebago County.



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REGIONAL PLANNING COMMISSION-OCTOBER 2005

**FINANCIAL PLAN**



## FINANCIAL PLAN

### INTRODUCTION

The primary goal for the street and highway network is to connect activity centers and meet the short and long-range needs, interest and objectives of the citizens of the area in a cost-effective manner. A determination must be made as to what is cost effective, relative to adequately providing an efficient street and highway system. What level of spending is required to provide and maintain the street and highway network and how equitable are the arrangements between jurisdictions and the populous to support the total network? The financial plan considers anticipated future funding and the adequacy of existing spending by comparing transportation expenditures across all jurisdictions.

The analysis is based on four years of data from the Wisconsin Department of Revenue, Municipal Expenditure and Revenue report, with additional funding and cost information provided by the Wisconsin Department of Transportation (WisDOT). The Oshkosh financial study is part of an ongoing effort to identify specific street and highway needs and estimate related costs over the life of the plan. The analysis builds on the previous plan to identify the cost of preservation and maintenance for the street and highway system. The previous study used the PASERWARE pavement management system to estimate the average per mile cost for preservation and maintenance. The PASERWARE system has been discontinued and incorporated into the Wisconsin Information System for Local Roads (WISLR). The WISLR analysis includes a pavement inventory and preliminary evaluation for all local roads, but excludes U.S., State and connecting highways. All jurisdictions receiving local road aid in the State of Wisconsin are required to submit a surface rating on all local streets and highways every two years. In 2001 and 2003, an inventory and evaluation was completed for all streets and highways statewide, most using the PASER pavement surface rating system.

The PASER rating system has been developed and improved over the years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison, in cooperation with and sponsored by WisDOT. Streets are evaluated based on a 1 to 10 rating of the roadway surface, with "1" being in the worst condition and "10" being a brand new facility. The results are submitted and entered into Wisconsin's Information System for Local Roads (WISLR). The rating scores are used within WISLR to suggest surface treatments and estimate cost, as well as prioritize projects based on functional classification.

WISLR also simulates or models the deterioration of the road surface and projects surface conditions up to five years into the future. During the simulation, street and highway projects can be selected based on an annual budget designated by the user. For example, if a selected project is rated at "7", and requires crack seal and patching, it subtracts that cost from the budget. At the same time, it raises the condition rating of the street and improves the overall system. The software allows testing with various funding amounts in an effort to establish an average cost per mile for preservation and maintenance across jurisdictions.

The U.S., State Trunk (STH) and connecting highway information is based in part on historic spending identified in the 2000-2003 *State Transportation Improvement Program* (STIP), WisDOT, and the *Transportation Improvement Program (TIP) for the Fox Cities (Appleton) Oshkosh Urbanized Area*, ECWRPC 2005. The averaged information provides an estimate of the annual federal/state funding for the street and highway network that is used to project the funding that would be needed to implement the recommendations in the long range plan.

On average, local jurisdictions in the Oshkosh MPO study area spend nearly \$10 million annually on the preservation, maintenance and administration of the street and highway system (Exhibit 80). Federal, state and local construction and capacity expansion projects typically amount to about \$16 million, for an annual expenditure of over \$26 million dollars. The study shows that from 2005 to 2035 the cost to the MPO jurisdictions to provide, maintain and improve the transportation system could be more than \$270 million over the 30 year plan horizon.

## **PLANNING AREA BOUNDARIES**

Population and other socioeconomic information used in the various plan forecasts are primarily available by minor civil division (MCD) or political jurisdictions, i.e. county, town, village and city boundaries. The financial study includes a portion of Winnebago County, all of the City of Oshkosh and portions of the towns of Algoma, Black Wolf, Nekimi, Oshkosh and Vinland. TEA 21 and prior legislation (ISTEA) requires that financially constrained planning be done in the study area boundary described earlier in this report, the Metropolitan Planning Area Boundary (MPAB). The MPAB represents that area anticipated to be urban in nature by the year 2035.

Another boundary requiring definition for this section is the Urbanized Area Boundary (UAB). The UAB is that area currently developed in a contiguous urban nature and categorized by the U.S. Bureau of Census as the Urbanized Area. It is within this boundary that projects are eligible for TIP STP-Urban category funding programs and identified in the Urban STIP and TIP. Historic, existing and projected information used in the financial analysis includes all of the Metropolitan Planning Area (MPAB) for final state, federal and local funding as they relate to anticipated needs over the life of the plan.

## **Street and Highway Miles**

The Oshkosh study was completed using WisDOT 2005 Urban Functional Classification System Mileages or mileage within the federal Urbanized Area. Functional classification is a system to rank streets and highways based on their function, traffic carrying capacity and access to land use. The functionally classified network contains those streets and highways selected, by local governments in cooperation with WisDOT, as the most important to the Urbanized Area regardless of jurisdiction. Principal and minor arterials have larger volumes of traffic, serving mainly through traffic, with less direct access to land use. Collector streets provide more access to the various land uses, or destinations, and serve a lesser role in carrying traffic. This study gives additional focus to the classified system and the jurisdictional arrangements in place to provide and maintain the transportation network.

Federal guidelines state that up to 35 percent of total, street and highway miles may be included in the functionally classified network and eligible for STP Urban funding. In 2005 the Oshkosh Urbanized Area had approximately 35 percent of the system classified or just over 129 of the total 369 miles. Local streets account for the balance, amounting to about 239 miles (Exhibit 78). Local streets provide access to land use and carry traffic to collectors and arterials for the major portion of the trip. Projects on local streets are not eligible for STP Urban Funding and must be funded by local revenue and/or other programs.

## EXHIBIT 78

### 2005 OSHKOSH URBANIZED AREA MILEAGE

Principal Arterials	39.45
Minor Arterials	46.72
Collectors	43.01
Total Classified System	129.18
Local Streets and Highways	239.86
Total Urbanized Mileage	369.04
Percent Total Miles Classified	35%

Source: WisDOT, 2005

For the purpose of this study, street and highway miles are adjusted to reflect the larger Oshkosh Urbanized Area in the year 2035, the MPAB. The principal arterials and/or state trunk or connecting highways were adjusted by WisDOT and MPO staff. Included within the classified system are various county trunk highways classified principal arterials, minor arterials or collectors under local jurisdictions. The remaining miles are local streets and highways and are based on WisDOT local road files and proposed development, proportioned to reflect the communities within the metropolitan planning area (MPAB) out to the year 2035. The proposed 2035 system includes 45 miles of principal arterials, 52 miles of minor arterials, 48 miles of collectors, leaving about 260 miles defined as local streets and highways (Exhibit 79). The projections comply with the recommendation that up to 35 percent of the total system may be classified and eligible for STP Urban Funding.

## EXHIBIT 79

### 2035 OSHKOSH URBANIZED AREA MILEAGE

Principal Arterials	45.00
Minor Arterials	52.00
Collectors	48.00
Total Classified System	145.00
Local Streets and Highways	260.00
Total Urbanized Mileage	405.00
Percent Total Miles Classified	35%

Source: WisDOT, ECWRPC, 2005

## Estimated Long Range Funding

The following analysis is based in part on annual bulletin of *County and Municipal Revenues and Expenditures*, published by the Wisconsin Department of Revenue (DOR). Each jurisdiction in Wisconsin is required to file a report on revenues and expenditures and is provided a *Financial Report Form* by the Department of Revenue. Transportation expenditures are reported to DOR on a line-item basis that includes four categories: maintenance and administration, highway construction, road related facilities, and other transportation costs.

The reports also identify state highway aids as a line-item, but exclude costs incurred by the state or county for the principal arterials, connecting highways and county trunk highways within the MPAB. To isolate local expenditure, the state and federal highway aids are separated from the total transportation costs reported. The historic local expenditure is then projected in constant dollars over the life of the plan and is assumed to a reasonable estimate of anticipated local revenue.

On average jurisdictions in the Oshkosh study area spend over \$9 million on the transportation system annually (Exhibit 80). The largest portion, over \$8.5 million and nearly 95 percent, was spent by the City of Oshkosh. The total anticipated local revenue over the life of the plan based on historic revenues amounts to nearly \$273 million.

### EXHIBIT 80

#### AVERAGE LOCAL TRANSPORTATION EXPENDITURES PROJECTED REVENUE 2005 TO 2035 Oshkosh Metropolitan Area

Oshkosh Study Area	Average Annual Transportation Expenditure	Percent of Total Expenditure
City of Oshkosh	8,523,700	94%
T. Algoma	297,700	3 %
T. Oshkosh	61,200	1 %
T. Nekimi	103,000	1 %
T. Black Wolf	58,900	1 %
T. Vinland	54,500	1 %
Total Local Expenditure	9,099,000	100%
Projected Local Revenue	\$9,099,000 X 30 Years	\$272,970,000

Source: DOR, ECWRPC 2005

Projected state and federal funding for the Oshkosh Metropolitan Area is provided by WisDOT and shows specific annual programs based on current funding levels (Exhibit 81). \*The data shows over \$4 million every year based on the currently enumerated USH 41, 6-lane project in both the Fox Cities (Appleton) and Oshkosh Urbanized Areas. The projection assumes other major projects will be enumerated in the Urbanized Areas over the 30 year period.

# EXHIBIT 81

## WISDOT ANNUAL FUNDING PROJECTIONS Oshkosh Metropolitan Planning Area

<b>*Major Highway Expansion</b>	
Based on Current Enumerated Urbanized Area Projects	\$4,833,333
<b>STH Preservation, Maintenance and Operations</b>	
Backbone Rehab	1,071,600
Non-Backbone 3R	1,155,156
STH "Low Cost" Bridges	150,000
STH Maintenance and Operations	1,368,000
Total	\$3,744,756
<b>Local Road Expansion and Preservation</b>	
STP-Urban	519,377
General Transportation Aids	3,092,862
Connecting Highway Aids	258,667
Municipal Streets Portion of LRIP	137,000
Federal Safety Programs	158,586
Local Bridges	398,138
Total	\$4,564,630
<b>Bike and Pedestrian</b>	
<b>Includes On/Off-Road Improvements</b>	
STP-Enhancements	359,604
Total	\$359,604
<b>Transit</b>	
FTA 5307 Program	1,114,938
FTA 5309 Program (Capital)	332,402
State Operating Assistance	1,161,596
Total	\$2,608,936
Grand Total	\$16,111,259

Source: WisDOT 2005

Three 10 year time frames project the annual funding amounts (Exhibit 82). Based on annual expenditures it is estimated WisDOT will fund over \$483 million in transportation improvements over the life of the plan. State and federal funding for the local road system is expected to amount to over \$136 million and includes WisDOT General Transportation Aids provided to all jurisdictions.

## EXHIBIT 82

### PROJECTED STATE/FEDERAL LONG RANGE FUNDING Oshkosh Metropolitan Planning Area

	2005 – 2015	2015 – 2025	2025 – 2035	Plan Total
Highway Expansion*	48,333,330	48,333,330	48,333,330	144,999,990
Preservation/Maintenance	37,447,558	37,447,558	37,447,558	122,342,673
Local Road Improvements	45,646,300	45,646,300	45,646,300	136,938,900
Bike and Pedestrians	3,596,040	3,596,040	3,596,040	10,788,120
Transit	26,089,360	26,089,360	26,089,360	78,268,080
<b>Total Funding</b>	<b>161,112,587</b>	<b>161,112,587</b>	<b>161,112,587</b>	<b>483,337,763</b>

Source: WisDOT, 2005

The constant dollar assumption to project local funding combined with the state and federal projections provided by WisDOT, shows anticipated revenue over the life of the plan at over \$756 million (Exhibit 83). Additional funding is anticipated from other sources such as Winnebago County and the Oshkosh Transit System, but the amounts are difficult to identify do to the mix of local, state and federal funds.

## EXHIBIT 83

### PROJECTED LONG RANGE FUNDING Oshkosh Metropolitan Planning Area

Anticipated Revenues	2005 - 2015	2015-2025	2025-2035	Plan Total
Local	90,990,000	90,990,000	90,990,000	272,970,000
State and Federal	161,112,587	161,112,587	161,112,587	483,337,763
<b>Total Revenue</b>	<b>252,102,587</b>	<b>252,102,587</b>	<b>252,102,587</b>	<b>756,307,763</b>

Source: DOR, WisDOT, ECWRPC 2005

### **Estimated Long Range Need**

WisDOT is currently working on an inventory and assessment of the state trunk highways and other principal arterials within federal Urbanized Areas as part of the *Connections 2030* Plan. The complete study includes statewide data on all urban principal arterial needs that will be provided to the MPOs and used in the preparation of future TIPs and financial plans. WisDOT met with MPO staff to compile a listing and schedule of principal arterial improvement projects and estimated the various costs over the life of the plan.

## **Recommended Projects**

Exhibit 84 shows a listing of major projects that originated from local land use and transportation plans, and/or capitol improvement programs from all jurisdictions, the Oshkosh TIP, WisDOT six year programs and the long range planning process. For the most part the projects involve high-cost construction or reconstruction activities and are beyond normal preservation and maintenance efforts.

The high cost planned projects amount to over \$320 million in needs and include state trunk and connecting highways and a number of local streets in the Urbanized Area (Exhibit 84). Connecting highways are those streets owned by the local jurisdiction, but are signed and designated state trunk highways, paid for by WisDOT through local maintenance agreements. Still other streets belong to the local jurisdiction, are classified principal arterials based primarily on traffic volumes, and are eligible for additional funding through the STP-Urban program. Arterials can also be county trunk highways, like CTH E, and are subject to maintenance agreements with the various jurisdictions along the route.

## **Maintenance and Preservation**

Preservation needs are estimated on a dollar per mile basis, using the prior PASERWARE analysis, supplemented and validated with the newer WISLR information. The data shows local streets and highways are less expensive to provide and maintain than the classified arterial and collector system. Expenditures for the street and highway network vary widely based on facility type and jurisdictional responsibility, which in turn reflects levels of urban development and traffic volumes. Studies show WisDOT with the greatest per mile expenditures, associated with high cost freeway, bridge structure and interchange projects. Cities are second in line for expenditures, followed by villages, counties and towns. Cities have the largest portion of 4-lane facilities, higher traffic capacity requirements, typically more sidewalks, with most streets requiring accommodations for sewer, water, utilities and other infrastructure associated with the transportation corridor. County trunk highways fall somewhere in between, built to a higher standard than town roads, but typically lacking curb and gutter or other amenities.

WisDOT preservation and maintenance data reflects black top, gravel, tar, concrete and the physical patching and paving of the roadway surfaces as defined within WISLR. That number is only a portion of the total cost to provide the transportation system. The reported expenditures relate to more than just the estimated road surface preservation cost per mile and may include the cost for snow plowing, salt, right-of-way maintenance like ditch cleaning or clearing brush, traffic signs and signals etc. The cost likely includes facilities like highway garages, graders and trucks and the operating and maintenance budgets. As part of the prior analysis a formula was establish to better reflect the total cost of operating and maintaining the transportation system. The formula reflects the higher cost for principal and minor arterials compared to the collector and local road system.

The street and highway mileage within the MPO is projected to be just over 400 miles near the end of the 30 year planning period. The principal arterial preservation estimate of \$34,500 annually, applied to 45 miles over the thirty year planning period, amounts to over \$46 million over the life of the plan (Exhibit 85). The same method applied to the 100 miles of minor arterials and collectors converts the \$28,500 annual expenditure, to \$85.5 million over the life of the plan.

The analysis shows that local streets typically have less traffic and fewer trucks than minor arterials or collectors, are not as wide and thus, are slightly less expensive to maintain. \$25,500 per mile is applied to 260 miles of local roads to estimate a preservation cost of nearly \$200 million over the life of the plan. The grand total for the identified preservation need amounts to over \$330 million.

EXHIBIT 84  
HIGH COST PLANNED PROJECTS

Facility	Segment	Cost
USH 41*(Part of 6-Lane Neenah-Oshkosh)	USH 26 to MPAB	\$200,000,000
USH 45	Waukau Ave to Ripple Ave	\$1,752,000
USH 45	Jackson St to Algoma Blvd (UW-O)	\$8,350,000
USH 45	Fox River to Algoma	\$735,000
USH 45/CTH T INTERCHANGE	CTH T and Ryf Road	\$4,593,000
STH 21	USH 41 to Oshkosh Ave	\$776,000
STH 21	UAB to Leonard Point Road	\$1,300,000
STH 21	Leonard Point to USH 41	\$772,000
STH 44	Wisconsin Street Lift Bridge	\$19,138,000
STH 44	Wisconsin Street to Fox River Bridge	\$2,675,000
STH 76	USH 41 to Murdock	\$2,186,000
STH 21 FREEWAY CONVERSION	USH 41 to West UAB	\$18,450,000
CTH A	CTH Y to MPAB	\$3,250,000
CTH GG	CTH A to STH 76	\$12,480,000
CTH I	Ripple Ave. to Fisk Ave	\$975,000
CTH Y	STH 76 to CTH A	\$2,825,000
BOWEN STREET	Ceape Avenue to Sterling Avenue	\$1,750,000
FERNAU AVENUE	STH 76 to Stillman Drive	\$4,750,000
FISK AVENUE	USH 41 to CTH I	\$2,350,000
IRVING AVENUE	Wisconsin Street to Hazel St	\$1,850,000
MAIN STREET	New York to Murdock Ave	\$650,000
NEW YORK AVENUE	High Avenue to Hazel Street	\$800,000
OAKWOOD ROAD	CTH E to STH 21	\$1,403,000
OHIO STREET	Witzel Avenue to South Park Avenue	\$850,000
SNELL ROAD	CTH A to Vinland Rd	\$1,758,000
VINLAND ROAD	Smith Street to Snell Road	\$2,350,000
WASHBURN STREET	STH 21 to Witzel Ave	\$4,206,000
WASHBURN STREET	Dickinson Ave. to 20th Ave	\$1,110,000
WESTFIELD STREET	Witzel Ave to 9th Ave	\$750,000
WEST SIDE ARTERIAL	STH 91 to STH 21	\$11,500,000
9TH AVENUE	Oakwood Road to Linden Oaks Dr	\$980,000
20TH AVENUE	Oakwood Road to Oregon St	\$3,220,000
Total		\$320,534,000

Source: WisDOT, ECWRPC 2005



## EXHIBIT 85

### ESTIMATED LOCAL PRESERVATION NEEDS FORMULA

Facility Type	Total Miles Year 2035	Annual Cost Per Mile Times 30 Years	Anticipated (\$) Need
Principal Arterial	45.00	x \$34,500 x 30 Years =	\$46,575,000
Minors/Collectors	100.00	x \$28,500 x 30 Years =	\$85,500,000
Local Roads	260.00	x \$25,500 x 30 Years =	\$198,900,000
<b>Grand Total</b>	<b>405.00</b>		<b>\$330,975,000</b>

Source: WisDOT, ECWRPC 2005

Cost projections for transit and other modes reflect a balance in need and funding identified by WisDOT over the life of the plan. The analysis shows that as much as \$740 million may be needed to maintain and improve the transportation system over the 30 year planning period (Exhibit 86).

## EXHIBIT 86

### LONG RANGE FINANCIAL NEED SUMMARY Oshkosh Metropolitan Planning Area

Anticipated Need	Plan Total
Street and Highway Maintenance	\$330,975,000
Recommended Projects	\$320,534,000
Transit	\$78,268,080
Other Modes Bikes/Pedestrian/Freight	\$10,788,120
<b>Grand Total Need</b>	<b>\$740,565,200</b>

Source: WisDOT, ECWRPC, 2005

A comparison of funding and need shows that monies will be available to implement the proposed actions over the life of the plan. The state and federal revenue of about \$394 million represents the largest portion of the funding, and consistent with the needs analysis, will represent the largest portion of potential spending over the life of the plan (Exhibit 87).

## EXHIBIT 87

### LONG RANGE FUNDING SUMMARY Oshkosh Metropolitan Planning Area

Revenue Sources	Plan Total
State and Federal Street and Highway	\$394,281,563
State and Federal Transit	\$78,268,080
Other Modes/Bikes/Pedestrian/Freight	\$10,788,120
Local Funds	\$272,970,000
Grand Total Funding	\$756,307,763

Source: WisDOT, ECWRPC, 2005

Relative to the 30 year plan horizon, estimated expenditures are fairly balanced, with some flexibility to consider a number of projects that are not critical in the near term. The roughly \$15 million difference between funding and need allows the area to utilize the planning process. Major projects that would tip the scale within the plan horizon could include overpasses of the railroad tracks in a number of locations in the Oshkosh area. In addition, many of the recommended projects associated with the bicycle and pedestrian plan may require additional right-of-way not included in the estimating procedure.

### **BICYCLE AND PEDESTRIAN**

Past history provides strong evidence that improvements enabling bicyclists and pedestrians to co-exist safely and effectively in the world of the motor vehicle often have not received high priority. As a result, many long stretches of roadway and site-specific locations continue to pose significant challenges for these modes of transportation.

Retrofitting existing roadways to make them more user-friendly for bicyclists and pedestrians encompasses a myriad of potential actions and has a correspondingly broad range of cost implications. Although many potential improvements would be highly beneficial to the bicyclist and/or pedestrian, they often require significant costs and most cannot be economically justified as "stand alone" projects. For these types of improvements, their timing by necessity should correspond to major improvement actions slated for the roadway. Some major projects designed to accommodate the bicyclist and pedestrian, however, are independent actions which do not entail modification of the roadway, and should be constructed as funding permits. Examples of these types of projects include off-road paths, sidewalks, and pedestrian overpasses.

Additionally, there are a number of improvements, particularly at site-specific locations, which can be successfully implemented at relatively little cost and by effecting only minor roadway design changes. These types of projects would include improvements such as safety islands, sidewalk curb cuts, paved shoulders, striped bike lanes, bicycle-friendly drainage grates, strategically located bike racks, and so forth. To demonstrate a commitment to creating a more user-friendly environment for

bicyclists and pedestrians in the urban area, a relatively consistent level of funding should be applied so that selected improvements can be undertaken on an annual basis until the list is depleted.

To be cost-effective, bicycle and pedestrian related improvements should be built into the design of new projects. Only the cost of design modifications needed to satisfactorily accommodate bicyclists and pedestrians beyond that of the standard design motor vehicle roadway construction is justifiably a cost of implementing the bicycle/pedestrian component of the long-range plan. The additional cost to utilize a new standard pavement width of 56 feet to comply with AASHTO standards for safe bicycle accommodations is logically allocated to the bicycle/pedestrian component of the plan and can be relatively easily quantified. Similarly, the cost of providing extra width paved shoulders, sidewalks, and pedestrian overpasses associated with new construction or reconstruction activities can be estimated as a segregated component of total project cost. The cost of undertaking site-specific improvements can be estimated for budgeting purposes once they are inventoried and prioritized.

## **APPENDICES**

## APPENDIX A

### Methodology – Population and Housing Forecasts

## Population Projection Methodology

### Base Methodology

East Central uses a ratio methodology, termed share-of-the-county, to distribute county projections to the minor civil division (MCD) level. The share of the county population for each MCD is calculated for four years. The four years selected include the last three census counts and the most recent final DOA population estimate. The average annual percentage change in the share of the county population for each historic reference point is calculated and used as a constant to project the future percentage shares for each MCD. This constant is multiplied times the number of years between the most recent reference point and the chosen projection year. The resulting number is added to the base share to obtain a MCD's projected share of the county's population. These projected shares are then multiplied by the county population projections to estimate the potential MCD population for that corresponding year.

The set of equations used are:

1.  $m_y / c_y = s_y$
2.  $(s_d - s_y) / n = a$
3.  $(a_1 + a_2 + a_3 + a_4) / 4 = k$
4.  $(k * n) + s_d = p_y$
5.  $p_y * c_y = m_y$

where: m = MCD population; c = county population; s = share of the county;  $s_d$  = most recent reference share; a = annual change; k = average annual change; n = number of years between year<sub>1</sub> and year<sub>2</sub>; p = projected MCD percentage share of the county's population; <sub>y</sub> = appropriate year.

For example, for the most recent population projections, the historic reference points would be 1980, 1990, 2000 and 2004. The projected years would be 2005, 2010, 2015, 2020 and 2030.

### Assumptions

Every model carries with it a certain set of assumptions. The assumptions within the share-of-the-county methodology, along with caveats to those assumptions, are listed below. The caveats which impact MPO communities are listed in the Adjustments to Minor Civil Division Projections section.

1. The base model tacitly assumes that the rate of annexation present in the past will continue into the future. Adopted boundary agreements within the region and proximity to community borders where annexation is not possible under present state statutes means that in some instances, the rate of annexation for some minor

civil divisions (MCDs) will change. In these instances, the base projections have been modified to adjust for those differences.

2. Some communities within the region are or will be landlocked in the near future, so growth in these communities will slow, unless densities increase through smaller lot sizes for new development and redevelopment of lands within the community to higher densities occurs. Base projections have been modified in instances where these conditions are not accounted for within historic development patterns.
3. From the 1950s through the 1990s, the majority of growth within the East Central region resulted from natural increase. While net migration rates varied internally, net migration for the region as a whole varied only slightly, ranging from a low of – 3.4% to a high of 2.4%. Since 1990, the majority of growth within the East Central region has come from net migration. As the population ages through the projection period, the rate of natural increase is expected to drop. As a result, net migration is expected to play a more prominent role in the region's population change.
4. Wisconsin and the East Central region benefited significantly from net migration in the 1990's, as economic conditions and quality of life within the state and region were more positive than in other parts of the country and state. The Wisconsin Department of Administration anticipates that Wisconsin and the region will continue to maintain a comparative advantage in retaining residents and attracting migrants into the state and region.
5. The model assumes that the region's economy will continue to outperform other areas within the country and state, and that an adequate supply of affordable housing will be provided that meets the housing needs and desires of the local workforce and other residents. Access to employment opportunities and an adequate supply of attractive, affordable housing is expected contribute to the region's ability to retain residents and preferentially attract in-migrants.
6. The model also assumes that communities are willing to continue making the investments in infrastructure and staffing necessary to maintain the historic service levels that have contributed to the region's quality of life, thereby continuing to retain residents and encourage in-migration.

**These last two assumptions are critical to maintaining the level of growth anticipated during the projection period.**

#### Adjustments to County Projections

The migration patterns in the region changed significantly in the 1990's. As a result, in 1994 and 1995, the official county population estimates for one or more counties was higher than the 1995 DOA projections, which were developed in 1993. Growth in certain communities of the region (particularly the urbanized areas) also outstripped DOA's 1993 projections, which resulted in ECWRPC playing "catch-up" for those particular communities by updating projections on an annual basis for planning

purposes. Such frequent updates not only appear to be inconsistent, but the time-consuming process also takes staff time away from other important projects.

The Wisconsin Department of Administration (DOA) published a revised set of population projections in March 2004. Although this set of projections was designed to incorporate the substantial increase in migration, which the state and region is experiencing, the recently released 2004 population estimates indicate that the region's growth may currently be even higher than initially anticipated. As a result, East Central has made a slight modification to DOA's county projections to adjust for this higher than anticipated growth, in an effort to maintain more consistent local area projections.

The DOA projections are modified by calculating an annual growth rate for each county in the region. This growth rate is used to estimate the potential population for the next projection year. The resulting ratio is used to adjust the DOA county population projections through the projection period. These revised county projections are then substituted for the DOA county projections in the share-of-the-county methodology.

The set of equations used are:

1.  $(c_d - c_y) / c_y = g$
2.  $(g / t) * m = p$
3.  $c_y + (c_y * p) = c_p$
4.  $c_p / d_1 = r$
5.  $r * d_y = e_y$

where:  $c_d$  = most recent county DOA estimate;  $c_y$  = last county census count;  $g$  = percent change in population;  $t$  = number of year between the most recent county DOA estimate and the last county census count;  $m$  = number of years between  $c_y$  and the projection period;  $p$  = revised 5 year growth rate;  $c_p$  = potential county population projection;  $d$  = DOA county population projection;  $r$  = projection ratio;  $e$  = revised population projection;  $_1$  = first projection period;  $_y$  = appropriate year.

#### Adjustments to Minor Civil Division Projections

For most communities in the region, future minor civil division estimates follow the ratio methodology described in the base methodology. In some instances, adjustments to the base estimate have been made to account for local conditions. These adjustments are made by modifying "k" (the average annual change) in step 4 of the minor civil division projection methodology. The adjustments made for Winnebago County that impact the Oshkosh MPO area are noted below.



Historically, group quarters have developed within the Town of Oshkosh, then were annexed by the City of Oshkosh, which resulted in relatively large population shifts per land area. All group quarters which existed within the Town of Oshkosh are now within the City of Oshkosh, so the assumption that group quarter populations will continue to be annexed is no longer valid. As a result, the projections for the City and Town of Oshkosh have been modified to adjust for that new reality.

### MPO Adjustment

The Oshkosh metropolitan planning area includes all of the City of Oshkosh, the Towns of Algoma, Black Wolf, Nekimi, Oshkosh and a portion of the Town of Omro. All of the projected growth for the MCDs which lie completely within the MPO boundary is applied to the MPO forecasted population. Only a portion of the Town of Omro's growth is allocated to the MPO area. In 2000, 98.34% of the study area population was within the MPO boundary. The remaining 1.66% of the study area population includes those individuals who live in the portion of the Town of Omro which lies outside the MPO area. It is assumed that in 2035, 98.34% of the study area's population will also reside within the MPO area.

### **Household Projection Methodology**

In previous household forecasts, East Central has relied on county and minor civil division (MCD) persons per household (pphh) projections from DOA to adjust future household growth to reflect modifications to population forecasts. During this update, MCD level pphh household information was not formally released. Age cohort variables are also limited at the MCD level. As a result, staff found it necessary to develop an alternative methodology for forecasting households at the MCD level. After reviewing a number of potential methodologies, staff selected the two methodologies which generated the least number of outliers<sup>1</sup>.

While both household forecasts are available for communities and counties to use for planning purposes, ECWRPC will use the methodology which generates the largest number of projected households for sewer service area and long range transportation/land use planning purposes. Within the Fox Cities and Oshkosh Urban Areas a combination of both methodologies was used, as neither methodology consistently generate the highest number of households for communities in within these metropolitan planning organization (MPO) areas. Both methodologies are described below. In order to limit the amount of descriptive text within the tables, one methodology is designated as "A", the other as "B".

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<sup>1</sup> A projected pphh is considered an outlier when the projected pphh is less than 1 or greater than 4. A household of less than one person is physically impossible. Based on current demographics and anticipated trends, a community wide pphh which is greater than 4 is highly unlikely.

## **For All Household Projections:**

### Projected Population in Households

Total population figures include not only persons in households, but also persons in group quarters. As the population ages during the projection period, it is likely that the persons in group quarters will increase over time, as the number of frail elderly rise and aging parents can no longer care for disabled children. ECWRPC has followed DOA's example and increased the number of persons in group quarters by holding the proportion of persons in group quarters constant through the projection period. The set of equations used to estimate the number of future persons in households is:

$$1. \quad g_{2000} / t_{2000} = q$$

$$2. \quad t_y * q = g_y$$

$$3. \quad t_y - g_y = c_y$$

Where:  $g$  = the population in group quarters;  $t$  = total population;  $q$  = proportion of total population in group quarters;  $c$  = population in households;  $y$  = appropriate year.

## **Methodology A:**

### Household projection

Methodology A is a ratio methodology used to distribute county growth to the minor civil division (MCD) level. This methodology calculates the portion of the county's households that reside in each MCD in four separate years, and examines how that share changes over time. The four years selected include the last three census counts and the most recent household estimate. The average annual percentage change in the share of the county households for each historic reference point is calculated and used as a constant to predict the future percentage shares for each MCD. This constant is multiplied times the number of years between the most recent reference point and the chosen projection year. The resulting number is added to the base share to obtain a MCD's projected share of the county's households. These projected shares are then multiplied by the county household projections to estimate the potential MCD households for that corresponding year.

The set of equations used is:

$$6. \quad m_y / h_y = s_y$$

$$7. \quad (s_d - s_y) / n = a$$

$$8. \quad (a_1 + a_2 + a_3 + a_4) / 4 = k$$

$$9. \quad k + j = d$$

$$10. (d * n) + s_d = p_y$$

$$11. p_y * h_y = m_y$$

where: m = MCD households; h = county households; s = share of the county;  $s_d$  = most recent reference share; a = annual change; k = average annual change; j = adjustment applied to the average annual change in the population projection methodology; d = modified average annual change; n = number of years between year<sub>1</sub> and year<sub>2</sub>; p = projected MCD percentage share of the county's households; <sub>y</sub> = appropriate year.

For example, for the most recent household projections, the historic reference points would be 1980, 1990, 2000 and 2004. The projected years would be 2005, 2010, 2015, 2020 and 2030.

#### Historic Reference Point Households

Where possible, the historic reference point households were taken from the U.S. Census. The number of households per MCD is not available for 2004. 2004 household estimates were generated as follows:

$$1. t_{2004} * q_{2000} = g_{2004}$$

$$2. t_{2004} - g_{2004} = c_{2004}$$

$$3. p_{2005} - p_{2000} / 5 = k$$

$$4. (k * 4) + p_{2000} = p_{2004}$$

$$5. t_{2004} / p_{2004} = h_{2004}$$

Where: t = 2004 DOA population estimate; q = proportion of total population in group quarters; g = the population in group quarters; c = population in households; p = persons per household; k = average annual change in persons per household; h = estimated number of households.

#### Projected Persons per Household

The average number of persons per household for each MCD is calculated by dividing the projected number of persons in households by the projected number of households. To compensate for rounding errors, the average number of persons per household for the county is calculated by dividing the sum of all persons per household by the sum of households in the county.

The set of equations is:

1.  $c_y / m_y = x_y$
2.  $\sum c_y / \sum m_y = x_y$

Where: c = MCD population in households; m = MCD households; x = average persons per household; <sub>y</sub> = appropriate year.

### **Methodology B:**

Methodology B recognizes that all MCDs have a unique number of households and household sizes, but assumes that the average number of persons per household by MCD will change at the same rate as the average county pphh is projected to change by WI DOA.

#### MCD Projected Persons per Household

The rate of change in the average county persons per household is calculated for each projection period. That fractional rate is combined with the pphh figure for each MCD to obtain the forecasted pphh for the next forecast year.

The set of equations is:

1.  $(p_x - p_y) / p_y = r_z$
2.  $m_y + r_z = m_x$

Where: p = DOA county persons per household; r = rate of change; x = forecast year; y = initial year or previous five year increment (2000, 2005, 2010, etc.); z = appropriate 5 year period (2000 to 2005, or 2005 to 2010, etc.); m = MCD persons per household.

#### Household projections

The number of households for each MCD is calculated by dividing the projected population in households for each MCD by the projected persons per household for each MCD.

1.  $c_x / m_x = h_x$

Where: c = MCD population in households; m = MCD persons per household; h = MCD number of households; y = forecast year.

The number of households in the county is calculated by summing the households within each MCD.

1.  $\sum m_y = h_y$

Where:  $m$  = number of MCD households;  $h$  = number of county households;  $y$  = forecast year.

To compensate for rounding errors, a revised average number of persons per household for the county is calculated by dividing the sum of all persons per household by the sum of households in the county.

The set of equations is:

$$3. \quad c_y / m_y = x_y$$

$$4. \quad \sum c_y / \sum m_y = x_y$$

Where:  $c$  = MCD population in households;  $m$  = MCD households;  $x$  = county average persons per household;  $y$  = appropriate year.

## APPENDIX B

### Socioeconomic Data by TAZ

OSHKOSH SOCIOECONOMIC FORECASTS - BASE YEAR 2004				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
443	15	38	17	0
444	52	145	5	0
445	63	144	0	0
446	106	285	0	0
447	69	198	184	0
448	1	2	35	0
449	63	149	34	0
450	267	629	49	0
451	130	298	71	0
452	9	24	0	0
453	152	390	27	0
454	142	2331	747	0
455	346	883	501	0
456	87	1219	1283	0
457	76	152	3	0
458	2	4	45	0
459	12	35	322	0
460	309	866	157	375
461	10	34	916	0
462	9	43	950	0
463	229	547	116	0
464	1	3	43	0
465	223	563	30	0
466	140	261	446	1515
467	41	66	51	0
468	4	15	74	0
469	82	181	100	0
470	136	290	24	0
471	140	283	40	0
472	536	1336	63	0
473	317	687	145	0
474	126	294	140	207
475	289	672	112	0
476	2	4	301	0
477	778	1920	75	0
478	288	883	53	0
479	513	1535	165	455
480	306	837	52	0
481	129	266	41	0
482	13	27	56	0
483	136	225	2	0
484	7	10	5	0
485	34	106	17	0
486	181	407	34	132
487	967	2300	52	0
488	258	568	257	801
489	184	449	35	0

OSHKOSH SOCIOECONOMIC FORECASTS - BASE YEAR 2004				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
490	233	540	266	0
491	285	715	5	0
492	287	682	46	254
493	43	127	8	0
494	375	1211	63	41
495	106	284	35	0
496	40	107	112	0
497	481	1055	604	0
498	15	28	148	0
499	42	110	246	0
500	214	447	158	0
501	198	292	25	0
502	392	780	165	0
503	637	1339	669	1911
504	220	545	18	0
505	136	370	522	32
506	267	616	95	284
507	103	177	256	334
508	0	0	215	350
509	86	121	0	0
510	109	216	406	0
511	76	3600	1736	11341
512	578	1664	19	0
513	219	603	4	0
514	467	1237	142	0
515	708	1741	73	0
516	294	685	121	758
517	1	3	0	0
518	10	73	98	0
519	696	1608	112	0
520	218	308	63	0
521	301	702	133	0
522	170	376	184	0
523	49	134	56	141
524	36	100	37	0
525	48	103	27	0
526	11	31	134	0
527	0	0	55	0
528	0	0	341	0
529	0	0	28	0
530	14	30	25	0
531	2	3	108	0
532	7	134	1039	0
533	1	3	219	0
534	16	35	131	0
535	9	11	1312	0
536	14	16	67	0



OSHKOSH SOCIOECONOMIC FORECASTS - BASE YEAR 2004				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
537	4	5	80	0
538	0	0	84	0
539	157	181	67	0
540	28	50	41	0
541	32	67	79	0
542	40	89	685	0
543	75	186	52	142
544	128	329	0	0
545	73	173	0	0
546	77	174	6	0
547	93	210	142	0
548	217	563	13	0
549	90	210	11	0
550	40	102	0	0
551	344	902	60	387
552	554	1281	14	0
553	13	28	0	0
554	159	460	29	0
555	229	426	1411	0
556	279	718	12	0
557	228	403	247	16
558	76	189	346	534
559	483	1169	58	380
560	265	619	34	0
561	505	1231	134	0
562	87	200	401	0
563	0	0	50	0
564	0	0	18	0
565	50	110	389	0
566	234	586	123	0
567	28	81	5	0
568	305	897	0	0
569	170	546	71	0
570	396	1050	4	0
571	693	1762	94	0
572	200	507	416	0
573	1	2	903	0
574	430	1040	89	0
575	24	60	52	0
576	401	947	35	0
577	284	695	112	0
578	95	204	113	483
579	181	455	158	157
580	2	7	367	0
581	23	58	486	0
582	1184	2523	280	728
583	665	1567	49	0

OSHKOSH SOCIOECONOMIC FORECASTS - BASE YEAR 2004				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
584	153	353	124	0
585	112	267	34	203
586	217	498	358	0
587	367	867	32	0
588	0	0	5	0
589	13	40	0	0
590	15	42	24	0
591	5	15	830	0
592	0	0	2493	0
593	1	1	597	0
594	6	12	820	0
595	37	87	342	0
596	44	116	832	0
597	11	29	1661	0
598	8	12	284	0
599	46	88	23	0
600	108	200	553	0
601	58	128	0	0
602	123	303	7	0
603	22	68	0	0
604	9	21	0	0
605	5	9	15	0
606	121	268	118	0
607	14	40	13	0
608	20	57	619	30
609	23	56	125	0
610	77	189	150	0
611	108	255	43	0
612	33	97	9	0
613	7	16	0	0
614	11	24	33	0
615	15	36	0	0
616	85	207	41	0
617	63	158	133	0
618	11	31	15	126
619	19	54	41	0
620	11	25	7	0
621	13	36	0	0
622	35	102	16	0
623	11	31	3	0
624	43	130	30	226
625	66	166	1	0
626	100	266	18	0
627	311	824	2	0
628	267	759	23	0
629	204	453	18	0
630	185	453	4	0

OSHKOSH SOCIOECONOMIC FORECASTS - CURRENT PLAN (2035)				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
443	17	39	1178	0
444	70	182	305	0
445	79	163	53	0
446	106	263	298	0
447	69	184	739	0
448	1	2	35	0
449	141	304	1541	0
450	485	1040	324	0
451	972	2024	1473	0
452	13	32	80	0
453	1727	4069	134	0
454	448	3541	1194	0
455	594	1344	534	0
456	176	1619	1400	0
457	101	180	993	0
458	2	4	453	0
459	1328	3595	2022	0
460	379	982	1735	510
461	10	32	1411	0
462	9	45	1790	0
463	386	837	134	0
464	1	3	65	0
465	372	861	780	0
466	255	408	476	2062
467	57	80	138	0
468	18	38	219	0
469	82	164	116	0
470	141	271	24	0
471	146	273	40	0
472	545	1246	71	0
473	322	629	158	0
474	126	268	294	282
475	297	627	112	0
476	2	4	352	0
477	828	1901	75	0
478	663	1895	53	0
479	863	2399	165	619
480	337	851	52	0
481	130	241	46	0
482	21	40	56	0
483	136	196	2	0
484	7	9	5	0
485	34	99	32	0
486	181	369	38	180
487	970	2108	52	0
488	263	523	257	1090
489	185	416	37	0

OSHKOSH SOCIOECONOMIC FORECASTS - CURRENT PLAN (2035)				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
490	234	496	394	0
491	287	661	5	0
492	292	633	46	346
493	93	255	367	0
494	587	1771	677	56
495	123	303	35	0
496	388	957	353	0
497	750	1478	636	0
498	15	25	743	0
499	42	101	507	0
500	224	428	164	0
501	198	250	25	0
502	392	700	185	0
503	638	1256	674	2601
504	223	506	18	0
505	151	396	526	44
506	269	565	95	0
507	112	170	376	455
508	0	0	228	0
509	96	115	32	476
510	109	193	391	0
511	76	4432	1737	15433
512	578	1544	19	0
513	220	561	4	0
514	469	1144	152	0
515	708	1595	73	0
516	294	623	121	1032
517	1	3	0	0
518	13	90	98	0
519	697	1465	112	0
520	218	262	72	0
521	301	642	133	0
522	170	342	184	0
523	49	124	56	192
524	36	92	37	0
525	48	93	31	0
526	11	29	259	0
527	0	0	97	0
528	0	0	341	0
529	0	0	28	0
530	14	29	27	0
531	2	3	108	0
532	7	163	1039	0
533	1	3	219	0
534	16	32	131	0
535	9	9	1312	0
536	14	14	67	0
537	4	4	80	0

OSHKOSH SOCIOECONOMIC FORECASTS - CURRENT PLAN (2035)				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
538	0	0	84	0
539	157	157	67	0
540	28	44	68	0
541	32	62	79	0
542	40	81	688	0
543	75	172	55	193
544	128	303	0	0
545	73	158	0	0
546	77	158	6	0
547	119	243	175	0
548	217	518	13	0
549	90	191	11	0
550	40	94	0	0
551	344	830	60	527
552	566	1189	14	0
553	13	25	0	0
554	456	1224	148	0
555	277	458	1464	0
556	323	762	12	0
557	230	358	311	22
558	78	178	346	727
559	483	1070	58	517
560	293	624	34	0
561	517	1151	154	0
562	99	207	401	0
563	0	0	82	0
564	0	0	18	0
565	50	101	389	0
566	236	543	125	0
567	28	75	1403	1361
568	604	1649	0	0
569	342	1026	71	0
570	425	1038	4	527
571	699	1632	148	0
572	200	474	555	0
573	0	0	903	0
574	496	1096	89	0
575	48	109	52	0
576	401	863	35	0
577	286	639	112	0
578	95	186	113	657
579	181	417	158	214
580	2	7	374	0
581	23	53	504	0
582	1198	2303	299	991
583	678	1454	65	0

OSHKOSH SOCIOECONOMIC FORECASTS - CURRENT PLAN (2035)				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
584	153	321	124	0
585	112	243	34	276
586	219	456	359	0
587	376	809	32	0
588	0	0	8	0
589	13	37	103	0
590	17	44	1790	0
591	5	14	1245	0
592	0	0	2679	0
593	1	1	938	0
594	6	11	820	0
595	37	79	342	0
596	44	107	847	0
597	11	27	1670	0
598	8	10	284	0
599	71	121	23	0
600	108	177	785	0
601	62	124	32	0
602	191	431	23	0
603	22	63	29	0
604	9	19	1588	0
605	5	8	1576	0
606	321	644	1380	0
607	16	42	22	0
608	20	53	1453	41
609	23	51	1687	0
610	420	942	270	0
611	170	366	44	0
612	33	90	45	0
613	10	21	1216	0
614	11	22	170	0
615	25	55	0	0
616	143	317	41	0
617	87	199	164	0
618	16	42	15	171
619	24	63	879	0
620	13	27	99	0
621	15	38	0	0
622	35	95	16	0
623	20	53	3	0
624	66	185	30	308
625	121	276	268	0
626	100	245	0	0
627	321	785	7251	0
628	269	708	419	0
629	249	500	20	0
630	272	610	4	0

OSHKOSH SOCIOECONOMIC FORECASTS - COMPACT				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
443	4	10	0	0
444	4	10	0	0
445	4	9	0	0
446	4	10	0	0
447	4	11	0	0
448	4	7	0	0
449	4	9	0	0
450	4	9	0	0
451	4	9	0	0
452	4	10	0	0
453	4	10	0	0
454	4	10	0	0
455	4	8	0	0
456	4	7	0	0
457	564	1081	792	0
458	171	334	633	0
459	628	1778	4856	0
460	1287	3487	1357	0
461	670	2222	706	0
462	1016	2852	1715	0
463	1009	4700	1397	1122
464	784	2516	1066	842
465	1264	3086	853	0
466	214	345	2542	0
467	176	268	700	0
468	300	501	816	0
469	155	329	405	0
470	132	309	521	0
471	544	911	1185	0
472	828	2022	978	465
473	666	1388	774	0
474	424	1007	541	0
475	423	948	666	0
476	399	765	628	0
477	602	1685	2142	1021
478	4	12	0	0
479	4	11	0	0
480	760	2017	1914	0
481	541	1071	1352	0
482	217	518	519	0
483	108	170	92	0
484	8	20	166	0
485	124	378	30	0
486	278	640	433	296
487	1009	2333	1968	1798
488	424	899	549	0
489	170	385	518	0

OSHKOSH SOCIOECONOMIC FORECASTS - COMPACT				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
490	640	1427	1379	570
491	430	1065	1009	673
492	777	1862	1172	449
493	4	11	0	0
494	4	12	0	0
495	4	10	0	0
496	204	529	1359	0
497	0	4455	1944	337
498	203	363	1515	0
499	276	700	1035	0
500	344	634	855	0
501	74	103	66	0
502	240	453	1098	0
503	722	1688	1911	4290
504	487	1167	521	638
505	310	818	1163	72
506	547	1217	1333	337
507	663	1042	981	750
508	0	0	1018	0
509	224	297	344	0
510	228	434	490	0
511	462	8922	2896	20969
512	769	2142	467	0
513	159	436	357	4490
514	423	1103	826	786
515	852	2030	1996	1347
516	343	771	828	0
517	325	947	487	337
518	51	228	255	0
519	523	1165	936	1702
520	327	435	261	0
521	295	681	472	317
522	157	345	249	0
523	59	159	133	0
524	49	132	33	0
525	111	230	83	92
526	190	518	462	337
527	0	0	337	0
528	0	0	439	0
529	0	0	76	0
530	61	111	54	0
531	31	45	61	0
532	81	392	138	56
533	42	122	18	0
534	133	279	49	94
535	38	44	99	0
536	10	11	86	0



OSHKOSH SOCIOECONOMIC FORECASTS - COMPACT				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
537	37	44	80	0
538	0	0	385	0
539	210	225	88	67
540	50	86	98	0
541	63	129	122	0
542	114	244	212	135
543	89	220	113	0
544	94	240	146	0
545	54	122	69	0
546	66	143	76	0
547	144	319	248	112
548	232	580	270	0
549	115	258	213	56
550	138	339	147	224
551	325	825	982	869
552	797	1879	2636	1199
553	4	8	0	0
554	4	11	0	0
555	294	465	869	0
556	304	758	932	0
557	285	480	1302	0
558	226	542	1279	180
559	867	2030	1267	853
560	430	969	847	319
561	844	1987	1234	337
562	357	791	495	202
563	0	0	246	0
564	0	21	462	0
565	148	308	188	36
566	231	551	156	0
567	4	11	0	0
568	4	11	0	0
569	4	12	0	0
570	1261	3307	1749	1796
571	1388	3498	3544	2020
572	416	944	868	0
573	213	409	966	135
574	1054	2462	1344	352
575	884	2136	1723	1084
576	608	1385	957	337
577	348	843	541	112
578	70	138	263	0
579	203	494	137	0
580	287	979	564	135
581	322	785	980	0
582	1074	2205	5165	1634
583	930	2114	1813	456

OSHKOSH SOCIOECONOMIC FORECASTS - COMPACT				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
584	92	205	345	0
585	161	371	215	0
586	213	472	500	0
587	656	1496	543	0
588	0	0	579	224
589	4	12	0	0
590	4	11	0	0
591	1565	4566	1408	2245
592	0	0	3561	0
593	309	309	1230	0
594	64	123	779	0
595	753	1707	3824	1122
596	82	210	9283	224
597	452	1154	1295	0
598	65	92	888	0
599	12	22	428	67
600	456	807	1209	112
601	226	481	289	0
602	669	1593	502	507
603	4	12	0	0
604	4	9	0	0
605	4	7	0	0
606	4	8	0	0
607	4	11	0	0
608	687	1902	4830	673
609	1425	3364	2077	2245
610	857	2033	908	0
611	622	1438	660	283
612	4	11	0	0
613	4	9	0	0
614	4	8	0	0
615	4	9	0	0
616	4	9	0	0
617	4	9	0	0
618	4	11	0	0
619	4	11	0	0
620	4	8	0	0
621	4	10	0	0
622	4	11	0	0
623	4	11	0	0
624	4	11	0	0
625	4	9	0	0
626	4	10	0	0
627	4	10	0	0
628	4	11	0	0
629	4	8	0	0
630	4	9	0	0

OSHKOSH SOCIOECONOMIC FORECASTS - FULL BUILD				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
443	75	175	4411	0
444	632	1643	6466	449
445	122	255	6	0
446	861	2152	2062	337
447	585	1568	4723	180
448	0	0	2989	0
449	2164	4707	1549	0
450	885	1917	356	0
451	2968	6239	1845	1122
452	75	187	425	0
453	1633	3879	241	0
454	359	4649	2197	0
455	573	1421	713	0
456	553	2904	1486	0
457	81	147	1156	0
458	0	0	546	0
459	1435	3913	2315	0
460	352	924	1539	842
461	0	0	1536	0
462	7	58	2553	0
463	402	889	140	0
464	0	0	25	0
465	369	861	789	0
466	208	367	586	3401
467	34	49	371	0
468	18	47	399	0
469	87	175	228	0
470	190	369	0	0
471	155	329	1	0
472	513	1195	87	0
473	298	589	214	0
474	125	268	303	465
475	298	637	108	0
476	0	0	447	0
477	847	2134	73	0
478	871	2506	9	0
479	861	2416	96	1021
480	623	1586	50	0
481	122	229	25	0
482	10	19	0	0
483	59	86	133	0
484	7	9	0	0
485	35	102	30	0
486	170	351	40	296
487	962	2124	42	0
488	260	523	197	1798
489	159	384	85	0

OSHKOSH SOCIOECONOMIC FORECASTS - FULL BUILD				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
490	233	503	471	0
491	290	676	0	0
492	303	662	17	570
493	1268	3503	473	0
494	775	2357	472	92
495	209	519	38	0
496	399	992	552	0
497	989	3041	446	0
498	4	7	882	0
499	29	69	557	0
500	197	424	190	0
501	59	76	0	0
502	254	471	179	0
503	568	1375	665	4290
504	224	513	0	0
505	223	650	495	72
506	326	690	53	638
507	91	220	612	750
508	0	0	271	786
509	62	75	27	0
510	21	1353	435	4490
511	73	6002	1800	20969
512	533	1442	6	0
513	209	548	0	0
514	454	1115	178	0
515	709	1641	74	0
516	296	660	113	1702
517	0	0	0	0
518	52	226	0	0
519	671	1426	112	0
520	24	29	92	0
521	269	597	106	0
522	143	299	186	0
523	42	111	56	317
524	30	78	29	0
525	11	25	34	0
526	68	179	164	0
527	35	0	84	0
528	48	0	119	0
529	5	0	15	0
530	7	26	17	0
531	5	7	94	0
532	12	304	613	56
533	13	36	29	0
534	7	14	17	0
535	23	24	33	0
536	22	22	20	0

OSHKOSH SOCIOECONOMIC FORECASTS - FULL BUILD				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
537	10	11	25	0
538	4	0	8	0
539	19	19	60	0
540	16	26	66	0
541	21	53	49	0
542	34	70	621	0
543	38	99	105	319
544	125	302	0	0
545	65	141	6	0
546	73	152	11	0
547	97	228	170	0
548	223	540	8	0
549	88	188	16	0
550	42	126	101	0
551	338	821	72	869
552	555	1178	6	0
553	572	1123	874	337
554	808	2183	162	224
555	242	467	1276	0
556	302	719	12	0
557	86	136	471	36
558	76	175	355	1199
559	492	1108	53	853
560	295	632	47	0
561	507	1139	165	0
562	189	398	284	0
563	12	0	28	0
564	25	0	88	0
565	28	67	250	0
566	224	530	146	0
567	1276	3449	1412	2020
568	1372	3774	4	0
569	359	1084	0	0
570	455	1121	0	0
571	715	1687	36	0
572	125	357	702	0
573	1	2	904	0
574	523	1170	84	0
575	96	222	40	0
576	399	867	1	0
577	287	648	69	0
578	72	155	142	1084
579	162	376	135	352
580	112	369	268	0
581	16	37	507	0
582	1115	2172	360	1634
583	682	1477	58	0

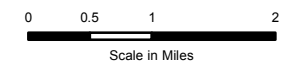
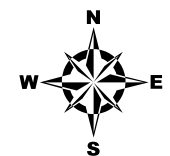
OSHKOSH SOCIOECONOMIC FORECASTS - FULL BUILD				
TAZ	HOUSEHOLDS	POPULATION	TOTAL EMPLOYMENT	SCHOOL ENROLLMENT
584	114	241	187	0
585	110	242	37	456
586	190	401	409	0
587	378	820	30	0
588	4	0	0	0
589	1127	3254	3052	0
590	323	844	6673	337
591	0	0	3212	0
592	0	0	2896	0
593	0	0	1034	0
594	0	0	867	0
595	27	59	961	0
596	253	619	3622	0
597	0	0	435	0
598	0	0	1781	0
599	61	106	21	0
600	61	102	1765	0
601	53	106	131	0
602	201	458	25	0
603	490	1421	5467	0
604	872	1869	1668	224
605	863	1390	3736	673
606	1852	3751	1442	0
607	234	625	3590	0
608	12	32	2436	67
609	6	14	2348	0
610	357	809	249	0
611	180	390	47	0
612	1301	3576	979	224
613	1872	3922	1488	0
614	817	1627	2347	112
615	150	332	40	0
616	164	368	0	0
617	91	211	157	0
618	57	151	1831	283
619	709	1881	3100	0
620	1331	2771	2443	112
621	160	413	38	0
622	190	519	22	0
623	180	474	960	0
624	162	460	39	507
625	264	604	159	0
626	1097	2710	6252	135
627	9122	22194	35029	2245
628	4238	11242	19811	1122
629	270	548	91	0
630	1533	3463	23	0

# EXHIBIT 88 OSHKOSH AREA TRAFFIC ANALYSIS ZONES

- 26

TRAFFIC ANALYSIS ZONES (TAZs)
- 2000 ADJUSTED URBANIZED AREA
- 2000 METROPOLITAN PLANNING AREA

Source: WisDOT and ECWRPC provided the traffic analysis zones (TAZs), the 2000 metropolitan planning, and the 2000 adjusted urbanized areas. 2005 hydrology data provided by Winnebago County.



This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION-OCTOBER 2005

## APPENDIX C

### Summary of Proceedings

Long Range Transportation/Land Use Plan Advisory Committee,  
Technical Advisory Committee, Transportation Policy Advisory Committee,  
Transportation Committee



## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting January 15, 2003

The meeting was called to order at 10:00 a.m. by Alfred Krause, Chair.

#### Committee Members Present

Alfred Krause .....	Outagamie County
Arlyn Tober .....	Shawano County
Norman Weiss .....	Waushara County
Arden Schroeder .....	Winnebago County
LaVerne Grunwald.....	Waupaca County

#### Staff Members Present

Harlan Kiesow.....	Executive Director
Ann Schell .....	Assistant Director
Walt Raith .....	Principal Planner, Transportation

1. Proposed Resolution 01-03: MPO adoption of the Fox Cities Adjusted Urbanized Area and Metropolitan Planning Area Boundaries.

Ms. Schell noted that the Committee approved the adjusted area boundaries for the Fox Cities and Oshkosh at the October 2002 meeting. Since that time, WisDOT and FHWA have requested that the MPO formally adopt the adjusted urbanized and metropolitan planning area boundaries. Mr. Raith noted that the former Secretary of Transportation has signed-off on the maps that will come before the Commission on January 31<sup>st</sup>. He added that the adjusted urbanized area and metropolitan planning area boundaries provides the basis for TIP and the long range plan updates for the urbanized areas.

A motion was made by Mr. Weiss to approve proposed Resolution 01-03. The motion was seconded by Mr. Tober and passed unanimously.

2. Proposed Resolution 02-03: MPO adoption of the Oshkosh Adjusted Urbanized Area and Metropolitan Planning Area Boundaries.

Ms. Schell stated that WisDOT has also approved the adjusted urbanized area and metropolitan planning area boundaries for the Oshkosh Urbanized Area and we have prepared a separate resolution for that MPO.

Mr. Grunwald moved that the Oshkosh boundary resolution also be approved. The motion was seconded by Mr. Schroeder and passed unanimously.

3. Proposed Resolution 03-03: Authorizing the Commission to enter a contract with the Wisconsin Department of Transportation to assist in the development of a corridor plan for Highway 47 from Highway 41 in the Fox Cities to Highway 29 in Bonduel.

Mr. Raith explained that the Highway 47 corridor study would be similar to work efforts on Highway 10, Highway 45, Highway 21 and Highway 23, in that East Central would be working with WisDOT, the counties and jurisdictions adjacent to the highway to develop a long range vision for the corridor. The Highway 45 study is an example of all the jurisdictions adjacent to the highway passing resolutions supporting the recommendations developed during the planning process.

He explained that Highway 47's characteristics and functions may have changed a bit since the completion of Highway 29 including a noticeable increase in traffic. Mr. Raith hypothesized that, because Highway 29 is 65mph, it may be faster to take Highway 47 from the Fox Cities to Bonduel and Highway 29 to Wittenberg, rather than Highway 45 from the Fox Cities to Wittenberg. He added that Highway 45 was under construction and closed to traffic from Marion to Wittenberg for one season. Mr. Raith assumed that a significant amount of the northbound traffic used Highway 47 as an alternative while 45 was closed, and may now use the discovered route rather than Highway 45.

A highway corridor study will consider the land use and access for the entire portion of Highway 47 from the Fox Cities to Bonduel. Mr. Raith stated that local land use planning is needed to protect the highway for the long range in terms of both mobility and safe, adequate access to the highway. He noted that the Highway 47 and Highway A intersection has been under study for a few years and a number of alternatives have been developed for the local road system in the area. Some discussion followed regarding another alternative for a diamond type interchange that had not been introduced to the public by the consultants working on the study. Mr. Raith stated that the interchange concept was added by WisDOT to provide additional alternatives for consideration.

Some discussion followed regarding the potential of a bypass around the Village of Black Creek. Mr. Raith noted that the bypass issue had been raised at public information meetings for Highways A and 47. He again made the point that we need to look at the highway from one end to the other based on land use, traffic, function and design. Mr. Raith stated that the corridor study methodology looks at the highway and crossroads on a regional, or systems, level rather than reacting to short segments.

Mr. Kraus moved that the committee approve the Highway 47 resolution for consideration by the full Commission. The motion was seconded by Mr. Weiss and passed unanimously.

4. Proposed Resolution 04-03: Amending the Fox Cities and Oshkosh Transportation Improvement Program (TIP) 2003.

Ms. Schell stated that the amendment is needed to include some additional highway projects from WisDOT that were not originally submitted, but will be using federal funds. Any roadway projects using federal or state funds must be included in the TIP and must be available for public review. She added that the Commission has already posted the additional projects in local newspapers for public review.

The projects include Highway 125 (College Avenue) from Highway 41 to Perkins Street and assorted maintenance on various highways in the urbanized area. WisDOT spends a certain portion of funding on maintenance based on federal minimum guarantees for system preservation. Ms. Schell noted that this Minimum Guarantee (MG) funding source would likely be added to future TIPs.

Mr. Schroeder moved that the resolution to amend the TIP be approved as presented. The motion was seconded by Mr. Tober and passed unanimously.

5. Fond du Lac Area MPO update

Ms. Schell confirmed that East Central would be staffing the new Fond du Lac Area MPO. A Metropolitan Planning Organization (MPO) must be assembled to meet the federal requirements placed on all urbanized areas (over 50,000 in population), including but not limited to, preparing an annual work program, preparing a Transportation Improvement Program (TIP), and the development of a long-range transportation and land use plan (LRTP) for the Fond du Lac Urbanized Area.

Mr. Raith stated that in the case of the Fox Cities and Oshkosh, East Central is the MPO and officially adopts MPO plans and programs. In the case of Fond du Lac the local MPO policy board will approve the work program, TIP, and LRTP. As East Central will be staffing the MPO, we plan to incorporate the Fond du Lac area into the East Central unified work program with separate work elements. That means that the Fond du Lac MPO will appear in East Central's work program and must be adopted by the Commission. Ms. Schell stated that WisDOT intends to fully fund our proposed 2003 work program for Fond du Lac and those changes will be coming to the next Commission meeting via the Steering Committee. Mr. Grunwald wondered if we are required to do the work in Fond du Lac. Ms. Schell stated that we are not required to staff the MPO, but it makes sense from a regional perspective and because East Central has significant experience in meeting state and federal MPO requirements. She added that the downside is that staffing the MPO will be a significant amount of additional work. The proposed work program includes hiring 2 additional staff persons to assist in developing the Fond du Lac Area MPO work effort.

Some discussion followed regarding Fond du Lac County not being a member of the Commission and where the funding was coming from for the work. Mr. Kiesow noted that all the jurisdictions within the urbanized area are members of the Commission including the City of Fond du Lac, the Village of North Fond du Lac, and the adjacent towns. Mr. Raith stated that WisDOT was primarily funding the MPO program for at least 2003. Some discussion followed regarding the state budget and uncertainty regarding future state and federal funds. The Committee agreed that future budget cuts are likely, if not all funding currently on the table. Ms. Schell stated that the positions will be advertised as "Limited Term", in large part, based on future budget uncertainty.

6. Review and acceptance of the State of the Region, transportation element, as part of the regional comprehensive plan

The Committee reviewed the draft Milestone 1 report for the transportation element of the regional comprehensive plan. Ms. Schell explained that significant work had been done to compile and organize inventories relative to the various modes of transportation and the policies and regulations that impact the transportation system. She added that the draft Milestone 1 is really the "State of the Region Report" and will provide the basis for analysis and recommendations for the remainder of the comprehensive plan work effort.

Some discussion followed regarding the information in the report including vehicle per household data for the region. The report shows that, on average, over 5 percent of the households in the region do not have a vehicle available. At the same time, nearly 4 percent of the households have 4 vehicles. Mr. Raith noted that a few years ago we reached a point where a vehicle is available to every licensed driver. He added that the trend in traffic growth from this factor should level off unless we figure out how to drive more than one vehicle at a time.

The Committee discussed the work trip travel time in the region and noted that the rural counties are experiencing a significant growth in travel time. For the most part it reflects more people moving to rural areas and commuting farther to work. Ms. Schell added that an increase in traffic congestion on some routes have also added to travel times. Some discussion followed regarding the amount of

traffic on Highway 15 between New London and the Fox Cities and the current congestion in Hortonville during peak travel hours.

Mr. Krause wondered why the number of aviation operations would be so high in Clintonville compared with similar size airports. The group speculated that the mix of private aircraft and specialized maintenance services may account for the high number of operations at the Clintonville Municipal Airport. Some discussion followed regarding the types of aviation operations and other anomalies in the table. Ms. Schell noted that the Oshkosh numbers reflect the annual EAA convention and should probably be footnoted in the final draft.

Discussion followed regarding cargo operations at the Outagamie County Airport and the "International" status of Austin Straubel Airport in Green Bay, based on service to Canada. The Committee reviewed the conclusions of the transportation section and discussed the integration of the transportation chapter, with other elements in the comprehensive plan.

A motion to accept the report was made by Mr. Weiss, seconded by Mr. Schroeder and passed unanimously.

## 7. Other business

Mr. Raith reminded the Committee that, near the end of this year, two major highway projects will be completed, that will include route name changes on a number of area highways. Mr. Raith asked the Committee if they had been formally notified about the changes as it relates to addresses and emergency services, including 911 information. As an example, the Highway 10 and 45 Citgo in the Town of Greenville will not be on either highway later this year. Existing Highway 10 will be Highway 96, while existing Highway 45 will be Highway 76. He noted that Outagamie County Planning had received notification of changes, while Mr. Grunwald had not received notification for the Town of Caledonia area.

Some discussion followed regarding the relocation of Highway 45 onto existing Highways 110, "W" and "D" from Oshkosh to New London. Mr. Raith explained that the old Highway 110, from Oshkosh to Winneconne, will become County Highway S. Existing Highway 45, from Murdock Avenue in Oshkosh to Highway 15 in Greenville, will become Highway 76. After further discussion, Mr. Raith said that he would prepare a summary of the upcoming highway changes prior to the next Commission meeting and request that WisDOT prepare a press release to notify the public with regard to address changes.

With no additional business the meeting was adjourned at 11:10 A.M.

## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting July 10, 2003

The meeting was called to order at 2:00 p.m. by Alfred Krause, Chair.

#### Committee Members Present

Alfred Krause .....	Outagamie County
Arlyn Tober .....	Shawano County
Norman Weiss .....	Waushara County
Arden Schroeder .....	Winnebago County
LaVerne Grunwald.....	Waupaca County

#### Staff Members Present

Ann Schell .....	Assistant Director
Walt Raith .....	Principal Planner, Transportation
Dave Moesch.....	Transportation Planner
Melissa Kraemer.....	Planning Specialist

1. Review, discussion and action on the 2004 Transportation Improvement Program for the Fox Cities and Oshkosh Urbanized Areas.

The Committee reviewed Table 1 for the Fox Cities and Table 2 for Oshkosh showing the projects that were submitted for the STP-Urban funds. Ms. Schell stated that the projects submitted for the Fox Cities were competing for \$2,709,838. The projects that received funding were CTH OO in Outagamie County, CTH AP in Winnebago County, and CTH A in the City of Neenah for the years 2006 and 2007.

Ms. Schell explained that the projects submitted for the Oshkosh Urbanized area were competing for \$993,162. The City of Oshkosh had two projects that were funded, North Main Street and West New York Street.

Ms. Schell noted that all of the projects for the Fox Cities were displayed in Table A-3. These projects totaled \$53,197,607. The TIP must include all projects using federal funds, state funds, and any significant projects on the functional system even if the funds are local. She added that this year the TIP will more effectively include railroad crossing projects.

The Committee reviewed Table A-4 that shows STP-Urban project rankings and funding amounts. Ms. Schell noted that this year more projects were submitted than usual. She explained that with the limited funding available, a few projects were funded at less than 80 percent in order to spread some of the money around. Mr. Schroeder inquired as to what makes a project eligible for STP-Urban funds. Ms. Schell stated that the project had to be on functional class system within the urbanized area.

The Committee reviewed the transit projects as Ms. Schell described operating cost and capitol projects planned for both Valley Transit and Oshkosh Transit. She explained that like the highway projects, transit projects must appear in an approved TIP to receive federal funds. The Committee reviewed copies of the TIP resolution that will be presented to the full Commission if approved by the Transportation Committee. Mr. Krause asked that the Committee take action on the proposed resolution.

Mr. Weiss moved to approve Resolution 19-03 for the 2004 TIP as presented. The motion was seconded by Mr. Tober and passed unanimously.

2. Review and approval of Planning Work Program-2004, Transportation Element.

Ms. Schell stated that the 2004 Work Program is primarily a continuation of efforts to complete 3 long range land use transportation plans for the Fox Cities, Oshkosh, and Fond du Lac urbanized areas, and the transportation element of the regional comprehensive plan. Some discussion followed regarding the 1310 and 1320 work elements in the urban areas of the Fox Cities and Oshkosh, and the 1330 element that is primarily rural or regional transportation activities. The Committee reviewed the 1311 work item that describes activities required for the long range plan updates for the Fox Cities and Oshkosh urbanized areas. The 1319 element includes the urban transportation element of the regional comprehensive plan.

Ms. Schell explained that the 1320s are various transportation management activities and short range highway planning (1321) and the preparation of the TIP (1322). The 1323 element is multimodal coordination and includes planning activities for bicycle and pedestrians, rail, air, the connection between the modes, and between communities. She explained that the 1324 element relates to transit and specialized transportation services and coordination. Some discussion followed regarding various work activities including service coordination studies, elderly and disabled transportation plans and transit development plans (TDP). Ms. Schell noted that a TDP will likely be prepared for Oshkosh Transit in 2004.

The 1324 work item includes transportation activities in the Fox River corridor and related primarily to transportation enhancements like the Taco Street Bridge Tower museum and specific projects to restore the lock system as part of the Fox River Heritage Corridor plan. The Committee discussed item 1326 that covers activities to improve air quality and promote energy conservation. Some discussion followed regarding the potential for the Fox Cities and Oshkosh becoming an air quality "non-attainment" area by the EPA. Mr. Raith explained that a number of steps have already been taken that would be required if the area was designated as non-attainment. An example is the development of county-wide TAZ coverage that could be used by DNR for air quality modeling and assessment of "conformity".

Ms. Schell described the 1330 work element as regional transportation studies and cited a number of corridor studies that are underway and planned. Mr. Raith stated that because of the work effort required for the urbanized plan updates and the regional comprehensive plan, less time will be allocated for corridor planning. He added that the only major corridor planning activity slated for 2004 is the Highway 47 corridor from Appleton to Bonduel. A number of studies are currently underway and will continue through 2004 including the STH 23 and STH 15 studies. Ms. Schell explained that work item 1332 provides technical assist to local governments and other agencies with immediate regional transportation issues or special studies. Work item 1339 relates to the rural transportation element of the regional comprehensive plan.

Mr. Raith described the 1340 Work Element that includes air photo interpretation of land use data in model development. Work item 1341 describes compiling and integrating photography with county-wide TAZ coverage relative to the urban travel models and potential air quality work analysis. Item 1342 refers to the time consuming calibration and validation of the urban models that may require some technical assistance from outside sources.

Ms. Schell reminded the Committee that the 1350 Major Element was new last year, with the formal agreement to staff the new Fond du Lac MPO. In 2004 East Central will continue work to meet federal planning requirements that includes administration and technical assistance (1351), the preparation of the first Fond du Lac TIP (1352), and first MPO long range transportation/land use

plan (1353). She added that work item 1354 is really start-up cost relative to the extra work when starting from scratch. Ms. Schell noted that last year's numbers will be assumed and presented to FHWA and WisDOT, but specific funding amounts are unknown at this time.

Mr. Schroeder moved to approve the transportation portion of the Work Program. The motion was seconded by Mr. Grunwald and passed unanimously.

3. Progress report on Regional Comprehensive Plan.

Ms. Schell began by stating that work on the Regional Comprehensive Plan was moving along including the completion of the Milestone #1 Report. Some discussion followed regarding the report and recent approval by the full Commission. The Milestone Report represents a significant amount of background information that can be used by local governments preparing comprehensive plans. Some discussion followed regarding three public information meetings recently held in Kimberly, Clintonville, and Wautoma.

Ms. Schell stated that the next step is to complete the opportunities and visioning report slated to be completed by the end of 2003. In 2004 work will focus on goals and strategies to accomplish the vision for the plan. Mr. Raith noted that while the regional plan will be primarily policies, for local governments, many of the policies can be viewed as recommendations. Some discussion followed regarding the remainder of the work effort and final report focusing on plan implementation, slated for completion in 2005.

4. Other Business

With no additional business the meeting was adjourned at 3:10 P.M.

## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting January 13, 2004

The meeting was called to order at 2:00 p.m. by Alfred Krause, Chair.

#### Committee Members Present

Alfred Krause .....	Outagamie County
Arlyn Tober .....	Shawano County
Norman Weiss .....	Waushara County
Arden Schroeder .....	Winnebago County
LaVerne Grunwald.....	Waupaca County

#### Staff Members Present

Ann Schell .....	Assistant Director
Walt Raith .....	Principal Planner, Transportation
Dave Moesch.....	Transportation Planner
Melissa Kraemer.....	Planning Specialist
Jason Kakatsch .....	Planning Specialist

#### 1. Resolution 02-04: Amending the *Transportation Improvement Program for the Fox Cities (Appleton-Neenah) and Oshkosh Urbanized Areas - 2004*

The Committee reviewed tables as Ms. Schell described changes to the program that will require an amendment to the 2004 TIP. She reminded the Committee that all projects using federal or state funds, or that are considered significant to the system must appear in the TIP. The primary change is the status of the USH 41 6-lane project from the City of Neenah through the City of Oshkosh. When it appeared the project would not be funded via the Transportation Projects Commission, WisDOT scheduled a number of maintenance and rehabilitation projects to extend the life of the existing facility. However, during the last state budget process the USH 41 6-lane project was added by the legislature and approved by the Governor. Consequently, a number of maintenance and rehabilitation projects were removed from the TIP and replaced with design and ROW acquisition projects, as WisDOT begins phased improvements on USH 41 from the Breezewood/Bell interchange to the STH 26 interchange on the south side of Oshkosh.

The group discussed the tables that also included a portion of STH 44 and one local project in the City of Oshkosh. Mr. Raith explained that the Washburn Street project is also attributed to proposed improvements to USH 41, and is being changed so the projects can be done at the same time. When the STH 21/USH 41 interchange is reconstructed it will include changes to the Washburn Street frontage road connection. To match WisDOT's schedule, the City of Oshkosh is replacing the N. Main Street, and New York Avenue projects with the north Washburn Street project.

Some discussion followed regarding the schedule, timing and cost of the USH 41 project. Mr. Raith stated the project would be phased over a number of years due to the cost involved. He explained that the 6-Lane project is expected to cost about \$250 million and includes new bridge structures and fill to get over Lake Butte des Morts. At the same time the USH 41 project in Green Bay was also approved by the legislature, again at a cost of about \$250 million. He added that WisDOT's annual "Major Projects" budget is only a little more than that, about \$600 million for the whole state. Unless something changes in the funding process, WisDOT has no choice, but to have phased construction on USH 41 over a number of years.

Mr. Schroeder moved to approve the resolution amending the TIP as presented. The motion was seconded by Mr. Grunwald and passed unanimously.



2. Resolution 03-04: In support of WisDOT's STH 441/USH 10 (Oneida Street to CTH CB) preferred alternative

Mr. Raith explained that the project includes the 6-laning of USH 10 and STH 441 from Oneida street to CTH CB, a new bridge crossing over little Lake Butte des Morts, and the completion of the USH 41/USH 10/STH 441 interchange, again a very expensive project. WisDOT has recently completed an environmental impact and engineering study for the facility that includes recommended improvements for the length of the project. WisDOT's preferred alternative does not remove any of the current access points along the corridor. Mr. Raith stated that the primary concern from staff is the completion of the interchange. Some discussion followed regarding recent newspaper articles about the missing moves at the interchange and local governments requesting some directional signing be added. Traffic traveling east on the new USH 10 can not exit northbound onto USH 41. Traffic traveling north on USH 41 can not exit westbound onto USH 10. Although alternatives to northbound USH 41 and westbound USH 10 exist, the directions are not clearly marked. Mr. Raith explained that agreements were recently made between WisDOT and the locals for additional signing along the corridor. Staff concurs that the interchange should accommodate moves in all directions, but there is a larger concern.

Staff is concerned that the existing interchange, specifically the southbound USH 41 to eastbound USH 10, combined with westbound USH 10 to southbound USH 41, will fail prior to the completion of the interchange. Mr. Raith explained that those two moves currently merge and weave through each other and are forced to dodge and jockey for position. An additional 2000 or 4000 cars per day added to this will likely stop traffic. He added that at the rate traffic has increased over the past several years, it may not be long before we have a major problem at this interchange. Some would argue that we already have a major problem with the facility. Discussion followed that included first hand knowledge of the problem by many of the Committee members.

Mr. Raith stated that the important thing is that the project gets approved for funding and construction as soon as possible. We may be discussing interim improvements depending on the speed of the process. The project is not in the current 6-Year funding program that includes proposed projects out to the year 2008. Unless things change it could be over a decade before improvements to the interchange are scheduled. WisDOT and the legislators need to know that this project is critically needed and has strong local support. If problems increase at the interchange it may take political pressure to advance the project. Mr. Raith reminded the Committee that political pressure likely played a large role in the USH 41 6-lane project in the current state budget. Resolutions in support of the recommendations provide evidence of local support to WisDOT and area state representatives. He explained that the Winnebago Highway Committee recently past a similar resolution, soon to be considered by the County Board. It is likely that the Town of Menasha and other local governments will also adopt the resolution in support of the project.

Mr. Krause moved that the resolution be approved and forwarded for consideration and adoption by the full Commission. The motion was seconded by Mr. Weiss and passed unanimously.

3. Status report on urbanized area long-range transportation plan updates for the Fox Cities and Oshkosh

Ms. Schell briefly described the work activities underway as part of the long range plan update including collecting and formatting socioeconomic and land use information. Our last plan was completed in 1997 and reaffirmed in 2000. We are required to have the plan updated by October of 2005, so it will be a tight schedule. Mr. Raith reiterated that it is an update of a well received plan, which should be much easier than starting from scratch like the last time. He added that the federal laws that were enacted in 1991 pertaining to urban long range planning process requirements have changed little since the last plan and that will also make the process easier.

Ms. Schell explained that WisDOT recently changed its position regarding technical assistance with travel model development. She reminded the Committee that plans to develop a new TP+ travel model that would combine the Fox Cities and Oshkosh was scrapped due to WisDOT dropping the technical support. Staff decided to update the current TRANPLAN models for the Fox Cities and Oshkosh and use them again for the long range plan update. Recently WisDOT decided that the new model should be built and will be arranging for a consultant to assist staff with its development. Ms. Schell explained that the consultant will be assisting in developing the model in-house so that staff will be trained on the software at the same time. Mr. Raith added that while it is a tight time frame to get the model calibrated and validated, we would still have the existing models if all else fails.

Ms. Schell stated that a mailing list from the last plan was being updated with interested local officials, local governments, other operating agencies or groups, and citizens to provide public input and guidance during the planning process. She added that a meeting would be held in the next month or so with the expanded Technical Advisory Committee, that would be followed by a public information meeting to show existing conditions and kick-off the public involvement portion of plan update. She noted that a public participation plan was being developed and will be available for review and comment as required. Ms. Schell added that the plan must maintain at least a twenty year horizon, so the update plan horizon will be the year 2030.

#### 4. Progress report on Regional Comprehensive Plan

Ms. Schell explained that the visioning portion of the transportation element is combined with the land use element because they are so dependent on each other. The Committee reviewed the Transportation Vision Statement; *"In 2030 the East Central region will have an efficient transportation network which provides options for the mobility needs of all people, goods, and services."* Some discussion followed regarding the potential for passenger rail service at some time in the future. Ms. Schell stated that all the modes are addressed in the plan and it will include current plans for future rail service from Milwaukee, through the Fox Cities to Green Bay as part of the Midwest Rail Initiative. Some discussion followed regarding the initiative to improve and reestablish passenger rail service in the Midwest, including the development of high speed facilities in the Milwaukee, Madison, Minneapolis corridor.

The group reviewed the Land Use Vision Statement; *"In 2030, the East Central region will have efficient regional lands use which fosters healthy communities, individual community identity, and respects the natural environment."* Some discussion followed regarding the general nature of the vision statement, the more specific goals and objectives. Mr. Raith noted that, while the regional plan will be primarily policy, for local governments, many of the policies in their hands, with the ability to implement, can be viewed as recommendations. In 2004, work will focus on goals and strategies to accomplish the vision for the plan.

The group reviewed and discussed the core transportation and land use goals identified in the regional planning process. Ms. Schell stated that Milestone Report #2 is currently being prepared that will identify and compare the visions for consistency between the various elements. Some discussion followed regarding the remainder of the work effort and schedule that includes Milestone Report #3, and final report, Milestone #4, focusing on plan implementation, slated for completion in 2005.

#### 5. Other Business

With no additional business the meeting was adjourned at 2:30 P.M.

## SUMMARY OF PROCEEDINGS

### Oshkosh Area MPO Long Range Plan Committee Meeting February 19, 2004

The meeting was called to order at 1:30 p.m. by Ann Schell, ECWRPC.

#### 1. Introductions

Introductions were made by East Central staff and committee members present.

#### 2. Purpose

East Central staff briefly explained the purpose and duties of the Long Range Transportation/Land Use Planning Committee. It was also noted that all urbanized areas with a population of 50,000 people or more must develop or update a long range transportation/land use plan as a requirement of the Transportation Equity Act of the 21<sup>st</sup> Century. This act was established in 1998, which supplemented the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA)

#### 3. Review of last plan and current process

East Central staff briefly explained the previous long range plan update, section by section. These sections include issue identification, goals, objectives, and policies, existing conditions, a land use plan (scenarios), alternative analysis, recommendations, and financial plan. The process for the current update was also reviewed. Staff noted that some participants were also involved in the previous update and the process will be similar.

#### 4. Issue Identification Update Exercise

Committee members were asked to divide into groups. Each group was given two issue categories which were identified in the previous long range plan update. Participants were then asked to go over each issue and discuss whether or not the issue should be included in the next long range plan update.

#### 5. Public Involvement Process

East Central staff explained that public inclusion in the planning process is a requirement of TEA-21. It was noted that there will be several opportunities for citizens to participate in this planning process, including input on issues, goals, visions, policies, recommendations, and the final plan. The first set of public information meetings will be held in the spring of 2004. At those meetings, participants will be able to examine the existing conditions of the urbanized area and be asked to comment on issues affecting that area.

#### 6. What next?

A timeline to the remainder of the long range planning process was discussed. East Central staff again noted that public information meetings would be held in the near future to gain public input on the issues discussed by the Long Range Planning Committee. Potential agenda items for the next committee meeting were also identified. These items include presentation of the existing conditions chapter of the long range plan, vision and goals development, and discussion on population projections and land use scenarios. East Central staff thanked everyone for attending and participating and the meeting was adjourned.

## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting April 19, 2004

The meeting was called to order at 1:30 p.m. by Alfred Krause, Chair.

#### Committee Members Present

Alfred Krause .....Outagamie County  
Norman Weiss ..... Waushara County  
Arden Schroeder ..... Winnebago County  
LaVerne Grunwald..... Waupaca County

#### Committee Members Absent

Arlyn Tober ..... Shawano County

#### Staff Members Present

Ann Schell ..... Assistant Director  
Walt Raith ..... Principal Planner, Transportation  
Dave Moesch.....Transportation Planner  
Jason Kakatsch ..... Transportation Planner  
Melissa Kraemer.....Planning Specialist

#### 1. Proposed Resolution 07-04: Adopting the Public Involvement Process for the Fox Cities (Appleton) Urbanized Area

Ms. Schell described the draft *Public Involvement Process* for the Fox Cities that documents the rationale and methods to encourage public involvement from all sectors of the population. She noted that a 45 day review period is required to insure the public has an opportunity to comment on the plan. Some discussion followed relative to recent newspaper ads and mail-outs, informing the public about the plan update and comment period. Mr. Grunwald noted that the information was in three languages including Spanish and Hmong. Ms. Schell explained that contacts are available to answer questions or provide comments on the process from non-English speaking populations.

Mr. Raith noted that, based on federal requirements, the MPO is obligated to consider all sectors of the population including minorities and low income in the planning process. He added that this is really nothing new for the Commission, as our policy has always been to include as many citizens as possible in the planning process. A review by the public, the Technical and Policy Advisory Committees and formal adoption by East Central establishes that the MPO is following federal planning requirements and guidelines.

Mr. Grunwald moved that the Committee approve the public participation process for the Fox Cities as presented. The motion was seconded by Mr. Weiss and passed unanimously.

#### 2. Proposed Resolution 08-04: Adopting the Public Involvement Process for the Oshkosh Urbanized Area

Ms. Schell explained that the process is exactly the same for the Oshkosh Urbanized Area and, because they are technically two separate metropolitan areas, we need separate resolutions. Some

discussion followed regarding the stakeholders list and the interaction between the Fox Cities and Oshkosh. Because large portions of the Fox Cities are in Winnebago County some of the stakeholders are involved with both urbanized areas.

Mr. Weiss moved to approve the Oshkosh public participation process. The motion was seconded by Mr. Schroeder and passed unanimously.

### 3. Status report on Long-range Transportation/Land Use Plan updates

Ms. Schell updated the Committee on work activities underway including the completion of data collection for the socioeconomic and land use information. Over the past few weeks staff has been developing display materials and finalizing issues that can be presented to the Long-range Plan Committee for consideration. Ms. Schell explained that one part of the work effort is updating the travel models. She said that WisDOT had entered into an agreement with a consulting firm to assist the MPOs with the development of the travel demand models. Over the next week or so we expect to begin scheduling in-house work sessions to initiate model development. Mr. Raith said that staff is prepared to begin coding the transportation network for the computer based travel model as soon as the specifications for the file formats are confirmed by the consultants.

Some discussion followed including examples of the variables coded into the model network including number lanes, speed limit, traffic counts, capacity, volume to capacity ratios (V/C) and more. Mr. Raith stated that he hopes to have the new models ready for calibration by the end of the year. It will be dependent on when new ground counts are available from WisDOT. The calibration process prescribes matching the traffic assignments from the model with actual ground counts. When most of the ground counts and assignments are matched, within expectable tolerances, using the 2000 socioeconomic data, the model is deemed valid. After validation the projected population and other socioeconomic data can be tested and evaluated against the transportation system.

The group viewed the display material that will be presented at the public information meetings. Mr. Raith explained that the material illustrates the progression of the process starting with the establishment of the study area. The next step is data collection including existing land use and socioeconomic information. He added that the inventory and data collection is nearly complete and the next step is to share this information with local governments and the public, to initiate the visioning phases. Mr. Raith noted hand-outs of various issues that will also be prepared as posters for the public information meetings. The last display will be the recommended projects from the last plan that will also show the projects completed to date.

### 4. Progress report on Regional Comprehensive Plan

Ms. Schell explained that portions of the transportation chapter and Fact Sheets mailed for Committee review were incomplete. She noted that while full fact sheets are contained in the document, only the first page of each printed. Ms. Schell distributed the full chapter. The Committee reviewed the material and discussed portions of the report including the vision and goals. Mr. Krause wondered if the land use goal could be attained relative to the sprawl type of development. After some discussion the group agreed that a significant amount of sprawl had already taken place, but was a continuing issue. Some discussion followed regarding the reduced number of family farms in the region, replaced with larger operations producing as much or more than the small farms did.

## 5. Other Business

Mr. Raith referred to the proposed functional class systems maps for Oshkosh and the Fox Cities and explained that, because the urbanized area boundaries are larger in 2000 than 1990, staff is working with WisDOT to expand the urban system. He explained that up to 35 percent of the total roadway miles within an urbanized area could be functionally classified and eligible for federal funds through the STP-Urban program; the idea being that the most important roadways be identified and included in the system. He added that the first step in the process is to establish the total miles of roadway within the larger area. Staff has been requested to provide the proposed system to FHWA prior to June 1, 2004.

Our intent is to have the proposed system approved by the TAC at the April 29 meeting, with review from this Committee just before the full Commission meeting on April 30, 2004. If the Transportation Committee and the Commission, as the MPO, approve the systems, we will have about one month to make final changes. After the new mileage has been determined, the MPO can amend the system as part of the long-range plan update. Mr. Raith provided the Committee with the April 30, 2004 meeting agenda, and proposed resolutions approving the system. He added that the mapping and other information would be finalized and mailed to the Committee.

With no additional business the meeting was adjourned at 2:20 P.M.

## SUMMARY OF PROCEEDINGS

Transportation Committee Meeting  
East Central Wisconsin Regional Planning Commission  
ECWRPC Offices  
July 12, 2004

The meeting was called to order at 10:00 a.m. by Arlyn Tober, Chair.

### Committee Members Present

Dick Koeppen ..... Waupaca County  
Norman Weiss ..... Waushara County  
Arden Schroeder ..... Winnebago County  
Arlyn Tober ..... Shawano County  
LaVerne Grunwald..... Waupaca County

### Staff Members Present

Ann Schell ..... Assistant Director  
Walt Raith ..... Principal Planner, Transportation  
David Moesch ..... Transportation Planner  
Jason Kakatsch ..... Transportation Planner  
Melissa Kraemer ..... Planning Specialist

#### 1. Proposed Resolution 11-04: ***Approving Transportation Improvement Program for the Fox Cities(Appleton) and Oshkosh Urbanized Areas – 2005***

Mr. Moesch explained the preparation process as the Committee reviewed the draft 2005 TIP. Projects are solicited from the local jurisdictions and WisDOT for inclusion in the TIP every year. Projects are ranked and selected every other year based on the state's biennial budget. This year we will be reaffirming projects selected in 2003 that includes an amendment from the City of Oshkosh. It was noted that transit projects are an exception and are still submitted each year as part of the TIP update. Some discussion followed regarding jurisdictions that submitted projects including the City of Appleton and Calumet County. Part of the ranking criteria is the number of years a project has been in the TIP so it is beneficial to submit projects every year.

The next project ranking will be done as part of the 2006 TIP, when the TAC and the Transportation Committee will be selecting projects for the 2008 and 2009 biennium. Mr. Raith provided a brief overview of the TIP process to Mr. Koeppen, a new member of the committee. He explained that metropolitan areas with a population in excess of 50,000 are required to meet a number of federal planning requirements including the preparation of a TIP that is incorporated into the State's TIP, as a prerequisite for receiving federal funds. The TIP should show all projects on the functionally classified system, even if it is done with local funds, projects using federal funds, such a rail crossing improvements and most safety improvement projects. Mr. Moesch stated that, with the approval of the Committee, staff plans to present the Draft 2005 TIP for approval at the July 30, 2004 Commission Meeting.

Mr. Weiss moved to approve the *Draft Transportation Improvement Program for the Fox Cities(Appleton) and Oshkosh Urbanized Areas – 2005*. The motion was seconded by Mr. Grunwald and passed unanimously.

## 2. Review and Approval of Planning Work Program – 2005, Transportation Element

Ms. Schell stated that the 2005 Work Program is, in large part, a continuation of the 2004 effort to prepare long range land use/transportation plans for the Fox Cities, Oshkosh, and Fond du Lac urbanized areas; and the transportation element of the regional comprehensive plan. The focus will change to implementation of the plans in the later part of 2005.

She explained that the 1310s and 1320s work elements are specifically for activities in the urbanized areas of the Fox Cities and Oshkosh. She described the 1311 work item that includes activities required for the long range plan updates for the Fox Cities and Oshkosh. The 1319 element is the integration of the urban transportation element into the regional comprehensive plan to meet the state's comprehensive planning requirements.

The 1320s are various transportation management activities and short range highway planning (1321) and the preparation of the TIP (1322), just discussed by the Committee. The 1323 element is multimodal coordination and includes planning activities for bicycle and pedestrians, rail, air, and the connection between the modes and activity centers. She explained that the 1324 element relates to transit and specialized transportation services and coordination. Ms. Schell described various work activities like service coordination studies, elderly and disabled transportation plans and transit development plans (TDP).

The 1325 work item includes transportation activities in the Fox River corridor and related primarily to transportation enhancements like the Tayco Street Bridge Tower museum and specific projects to restore the lock system as part of the Fox River Heritage Corridor plan. The Committee discussed item 1326 that covers activities to improve air quality and promote energy conservation. Some discussion followed regarding the potential for the Fox Cities and Oshkosh becoming an air quality "non-attainment" area by the EPA.

Ms. Schell described the 1330 work element as regional transportation studies and cited a number of corridor studies that are underway and planned. Some discussion followed regarding STH 29 and the current study being proposed. Mr. Raith stated that WisDOT consultants will be working with East Central and local jurisdictions to prepare a long range plan for STH 29. He explained that as part of the first STH 29 project a number of grade separations and interchanges were eliminated from the design due to budget cuts. He added that as a start he would assume those amenities would be back on the table for consideration. He said it will be important that local jurisdictions become involved in the planning process to ensure that the local road connections and access points to the future freeway meet the needs of the community. Mr. Raith concluded by saying staff would keep the Committee apprised with regard to the Highway 29 study.

Ms. Schell explained that work item 1332 provides technical assist to local governments and other agencies with immediate regional transportation issues or special studies. Work item 1339 relates to the rural transportation element of the regional comprehensive plan.

Mr. Raith described the 1340 Work Element that includes air photo interpretation of land use data required as part of model development. Work item 1341 describes compiling and integrating photography with county-wide TAZ coverage relative to the urban travel models. Ms. Schell noted that the budget numbers are lower for this item, but some time is appropriated to obtain and coordinate a 2005 photography program for rapidly developing areas. Some discussion followed regarding Outagamie, Calumet and Winnebago counties as potential participants in the 2005 flight. Item 1342 refers to the development of new travel demand models for the Fox Cities and Oshkosh. Mr. Raith explained that WisDOT has contracted with a consulting group to assist in model development. He noted that East Central has received a network from the consultant and are in the process of reviewing it.



Ms. Schell said that more emphasis is being place on freight planning at the federal and state levels to promote improvements in the system. In response to these initiatives, staff decided to develop a new element that will focus on freight planning. The 1343 work element will identify the needs and deficiencies in the transportation system. The work effort will include collecting information regarding the movements of goods in and out of the Fox Cities, Oshkosh and the region. Staff will work with the freight community and other stakeholders to identify issues and opportunities to enhance the transportation system. While shipping is primarily by truck, other initiatives including rail opportunities will be considered. Some discussion followed regarding weight limits on roadways and potential analysis to identify freight routes.

Ms. Schell explained that the 1350 Major Element reflects the staffing and planning activities for the Fond du Lac MPO. In 2005 East Central will continue work to meet federal planning requirements that includes administration and technical assistance (1351), the preparation of the first Fond du Lac TIP (1352), and first MPO long range transportation/land use plan (1353). She added that work item 1354 is really start-up cost relative to the extra work when starting from scratch. The elements include plan implementation activities slated for later 2005. Ms. Schell stated that in general last year's numbers will be assumed, but there will likely be some changes before the program is finalize.

Mr. Schroeder moved to approve the draft 2005 transportation work program. The motion was seconded by Mr. Koeppen and passed unanimously.

3. Proposed Resolution 12-04: **Approval of the adjusted Urbanized Area Boundary and Functional Classification System for the Fox Cities Urbanized Area**

Mr. Raith referred to maps of the Fox Cities and explained that, this is the final adjusted UAB and Functional Classification that has been approved by WisDOT. Mr. Raith stated that after several iterations through meetings with the TAC and WisDOT we are trying to finalize the official urbanized area boundaries and functional classification system. He added that when the urbanized area is expanded, the functional class street and highway system must also be expanded to reflect the new urban area. At the last TAC meeting jurisdictions had yet another opportunity to make final revisions or changes to the boundaries and functional classification systems.

Mr. Raith reminded the Committee that up to 35 percent of the total roadway miles within an urbanized area could be functionally classified and eligible for federal funds through the STP-Urban program. Some discussion followed regarding the STP-Rural program and the funding that is available for local roads. Mr. Raith stated that the STP-Rural is similar to the STP-Urban in that they both include federal funds. Mr. Grunwald had some questions regarding what programs used federal funds and those that do not. Mr. Raith stated he would look into the various programs and provide additional information.

4. Proposed Resolution 13-04: **Approval of the adjusted Urbanized Area Boundary and Functional Classification System for the Oshkosh Urbanized Area**

Mr. Raith explained some minor changes in the Oshkosh area and stated that the next step will be approval by the Commission. After Mr. Bellin signs the mapping as the Commission Chair, the Wisconsin Secretary of Transportation signs off and ultimately submits the proposed systems to the Federal Highway Administration for approval.

Mr. Grunwald made a motion to approve the adjusted Urbanized Area Boundary and Functional Classification Systems for the Fox Cities and Oshkosh Urbanized Areas. Mr. Weiss seconded the motion and all approved the resolution.

5. Progress report on the Long-range Urbanized Area Transportation/Land Use plans

Ms. Schell explained that staff has been involved in data collection, existing conditions, and recently goals and objectives were developed. The process is at about the same place in all three Urbanized Areas.

Mr. Raith gave an explanation and update on the progress of the modeling for the Urbanized Areas. Mr. Raith explained that WisDOT has contracted with a consultant team to provide technical assistance to develop or update all the State's MPO travel models. Staff is currently waiting for the model standards that are needed to prepare the socioeconomic and network data. He explained that as part of model development, the network must be coded for functional class, number of lanes, land use and other variables. He gave a brief review relative to how the model simulates trips on the transportation system based on generation rates for the various land uses.

Some of the variables used in the model for trip generation include population, dwelling units, school enrollment and several types of employment. The calibration and validation process requires matching the trip generation from the model with actual traffic counts taken on the streets and highways.

Ms. Schell stated that staff will be scheduling meetings for both the Fox Cities and Oshkosh planning committees in the next few days. She added that staff is beginning to analyze the population information and will be bringing plan scenario suggestions and population projections to the next meeting. Mr. Schroeder said that it seems like population projections are not current enough, or too conservative. Ms. Schell stated that East Central receives the most current data from DOA as a starting point and then makes adjustments by jurisdiction. She stated that staff is considering a projection scheme that would allow a figure 10 percent above or below the projected population, but only for the purpose of sewer service facility planning. Some discussion followed regarding the control total for the area and the need to stay within that. She concluded by saying the Committee would be kept apprised of plan progress.

6. Progress report on Regional Comprehensive Plan

Ms. Schell explained that work is rapping up on Milestone #2 Report and it should be ready for review and acceptance at the upcoming Commission meeting. She added that recent public information meetings were not well attended in spite of a fairly aggressive public notification process.

A summary report for Milestone #2 should be available at the next Commission meeting. Work continues on the Milestone #3 Report that will focus on the policies that will allow the region to achieve the desired vision for the future. Some discussion followed regarding regional, county and local plans being developed. Mr. Grunwald thought that in many cases the towns would be better off just adopting the county's plan. After some discussion it was noted that each town is different and requires another level of planning based on existing and projected population. In other cases town officials do not concur with county policies and plans. These are difficult issues that deal with property rights and the public interest.

7. Other business

With no additional business the meeting be adjourned at 11:20 A.M.

## SUMMARY OF PROCEEDINGS

### Oshkosh Area MPO Long Range Plan Committee Meeting August 24, 2004

The meeting was called to order at 9:00 a.m. by Ann Schell, ECWRPC.

#### Committee Members Present

Kristi Bales .....City of Oshkosh  
Kenneth Neubauer .....Town of Algoma  
Lurton Blassingame..... Oshkosh Citizen  
Jackson Kinney.. .....City of Oshkosh  
Richard Wollangk .....City of Oshkosh  
James Wollerman..... Town of Vinland  
Jackson Medley..... Nicolet Anchorage  
Anton Putzer Jr. .... Town of Black Wolf Sanitary District  
Ton Herzing..... Town of Black Wolf  
John CasperOshkosh Chamber of Commerce  
Shirley Brabender Mattox.....Oshkosh City Council  
Amy Emery .....OMNNI Associates  
David Patek .....Oshkosh Department of Public Works  
Kurt MillerWisDOT

#### Staff Members Present

Ann Schell .....Assistant Director  
Walt Raith .....Principal Planner, Transportation  
Betty Nordeng ..... Principal Planner  
Dave Moesch ..... Transportation Planner  
Jason Kakatsch ..... Transportation Planner  
Melissa KraemerGIS/Planning Specialist

#### 1. Introductions

Ms. Schell welcomed the group and began committee member and staff introductions.

#### 2. Approval of the minutes from the February 19, 2004 meeting.

The committee reviewed the minutes from the last long range committee meeting. Ms. Schell asked for any comments and approval of the minutes. The committee concurred that there were no changes to the meeting minutes.

#### 3. Review of draft of existing conditions chapter.

Ms. Schell explained that this Transportation/Land Use Plan would be an update for the Oshkosh MPO. She asked for any comments regarding the draft for the existing conditions chapter for the Transportation/Land Use Plan for the Oshkosh MPO.

One concern was the absence of bicycle and pedestrian facilities, especially on CTH A. East Central staff explained that this plan would look at specific issues with in the Oshkosh MPO include the CTH A corridor, a proposed Westside arterial, and others. Committee members inquired about possibly updating the land use for the Oshkosh MPO. East Central staff responded that committee members would have an opportunity to look at the land use maps and make changes as necessary.

The acreage regarding the quarries in the Oshkosh MPO area was also questioned and East Central staff mentioned that some of the coding for the land use was incorrect making those acreage figures for the quarries also incorrect. Staff had included landfills in the quarry acreage figures. Those figures will be corrected for the final copy of the existing conditions.

It was also noted that the towns of Nekimi and Omro were not included in the study area on the page after Exhibit 3. The Town of Oshkosh also services more than 2 sanitary districts just in the study area.

The committee noted that the transit section was fairly in depth and it was noted that Greyhound stops at the airport and no longer makes stops downtown.

A few subjects that were not covered in the Existing Conditions draft that the committee would like to see included are: passenger carriers at the airport and water transportation. Although the water transportation around the Oshkosh MPO area is primarily used for recreation, the City of Oshkosh's plan includes a section regarding water transportation and its commercial uses.

#### 4. Vision and goals development.

East Central staff made notes regarding the comments made by the committee. A finalized copy of the visions and goals will be brought to the next Oshkosh MPO Committee meeting.

#### 5. Progress report on the transportation modeling process.

Mr. Raith commented that the traffic demand model for the Oshkosh Urbanized Area will be combined with the Fox Cities traffic demand model for this update, even though there will be separate transportation/land use plans. He explained that each Traffic Analysis Zone (TAZ) there will be socioeconomic and employment information. With this information in each TAZ and the average number of trips per household from the National Household Transportation Survey (NHTS), the model will be able to generate the number of vehicles on the network. Mr. Raith also explained that once the traffic demand model is calibrated and validated for the base year, East Central staff would then be able to look at the future land use scenarios and see what type of an impact the land use would have on the transportation system. One future land use example that was given would be to see how much traffic would be generated from a new industrial park. Not only will the model show the impact of the existing and future land use, but it will also show what roads are at currently capacity and what future highways projects should be considered.

#### 6. Planning area population projections.

Mrs. Nordeng explained that East Central staff is required to use DOA base projections and those projections are adjusted for changes in the boundaries from 2000. When developing the population projections, one must also look at historic data for a particular region. Mrs. Norderg also noted that the MPO should look at the aging population for the region. She reported more growth from the net migration which makes it harder to predict population projects. Ms. Schell commented that usually

communities say that the population projects are not high enough, but staff is limited to the DOA base totals. Mrs. Nordeng reminded the MPO committee to consider the percentage of the population over the age of 65 when looking at planning for the future land use and the transportation system.

7. Future land use scenarios.

Ms. Schell explained that by looking at different configurations of future land use, one will be able to see the affect of that land use on the transportation system. Ms. Schell explained that in the last transportation/land use plan, scenarios were built to represent different densities of development since 1960, because it was hard to see a change in land use when looking just from the present to the 20 year horizon. Another technique is proposed for this plan update. Three future land use scenarios include a build-out scenario, which is based on the local land use plans and then fill up the entire urbanized area, well beyond 2030; from the first scenario, the land use would be pulled back to 2030 and look at the land use at that particular time; and the third scenario is going to use the data from the build-out scenario and arrange it in a more compact land use pattern.

Mr. Raith showed an example of these land use scenarios with the CTH A corridor. Mr. Raith explained that someday, the area between the Fox Cities and Oshkosh will be fully developed and it will definitely have an impact on the transportation system. Mr. Raith explained that from the National Household Transportation Survey (NHTS) we know that, on the average, there are about 10 trips per household and with that we are able to calculate the number of trips generated per household. Mr. Raith explained that one of the assumptions made with these scenarios was the size of the residential lot. For the CTH A corridor, it was assumed that residential lots on the average are a ½ acre. Mr. Raith explained that the size of the residential lot could be adjusted based on what the community feels would be the appropriate size for their community and the size would also influence the number of trips and the transportation system.

8. Next steps in the process.

East Central staff explained that the next steps in the process would include staff working on the traffic demand model, calibrating and validating the model in order to run the future land use scenarios. East Central staff is also continuing work on the future land use scenarios and the population and household projections.

9. Other business

Ms. Schell asked if there was any other business. The committee had no other business to report.

10. Set the next meeting date

The next meeting is set for Tuesday, November 9, 2004.

11. Adjourn

The meeting was adjourned at 11:25 a.m.

## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting October 14, 2004

The meeting was called to order at 10:00 a.m. by Arlyn Tober, Chair.

#### Committee Members Present

Dick Koeppen ..... Waupaca County  
Arden Schroeder ..... Winnebago County  
Arlyn Tober ..... Shawano County

#### Staff Members Present

Ann Schell ..... Assistant Director  
Walt Raith ..... Principal Planner, Transportation  
David Moesch ..... Transportation Planner  
Jason Kakatsch ..... Transportation Planner  
Melissa Kraemer ..... Planning Specialist

#### 1. Oshkosh Area TDP update

Mr. Kakatsch explained that East Central was in the process of updating the 1997 Oshkosh Transit Development Plan. Staff plans to conduct an on-board survey on October 19th and 20<sup>th</sup>, with assistance from the League of Women Voters volunteers. He added that the existing conditions text and graphics were being developed at this time. Some discussion followed regarding the report content and purpose. Mr. Kakatsch added that some short-term recommendations with regard to existing and proposed service routes will be developed.

Ms. Schell stated that the TDP is no longer a requirement, but it is encouraged by the Federal Transit Administration. The TDP provides valuable information to improve the operation and efficiency of the system. Ms. Schell noted that Oshkosh Transit still has the lowest urban system bus fare in Wisconsin at 50 cents per ride.

Mr. Schroeder asked if the low fare was enough to cover the operating costs for the daily operations. Ms. Schell explained that the fare box is a portion, but does not cover the operating cost. Some discussion followed regarding the mix of state, local, and federal funds and like the highway system, it is subsidized by the public. Ms. Schell added that Oshkosh Transit would rather keep the fare low and encourage use of the system to meet the need in the community. Some discussion followed regarding the cost of operating large buses if ridership is low. Ms. Schell stated that at certain times of the day the buses are full, and that the majority of the costs are paying the bus driver. She added that the TDP will reevaluate the operating cost and provide projected budgets. Mr. Kakatsch stated that there may be a projected fare increase for about 2008.

#### 2. Long Range Transportation/Land Use Plan Updates

Mr. Raith stated that staff was in process of building travel demand models for the three urbanized areas in the region, the Fox Cities, Oshkosh and Fond du Lac. He noted that socioeconomic

information has been collected and will be projected by transportation analysis zones (TAZs), small geographic areas based on census tract and block geography. Staff continues to work with WisDOT consultants to develop the networks and trip generation variables.

He added that once the base year model has been calibrated to match the existing traffic counts on the street and highway network, we can identify existing congestion problems on the system. The next step is projecting the socioeconomic data for 2030, based on local plans, to find congestion problems that could arise in the future. As an example, an industrial park or subdivision can be added to the data to estimate the traffic impact to the roadways. The model can be a powerful tool to demonstrate how transportation and land use are closely related.

Ms. Schell explained that staff was developing existing conditions, safety, and freight chapters for each long range plan. Mr. Tober asked if staff was aware of any surprise developments that could arise in the region. Mr. Raith explained that the completion of the USH 10/USH 41 and STH 441 interchange is critical and will likely fail before funding is available. Some discussion followed regarding the current and future configuration of the interchange. He added that for the most part, the major highway work has been completed in the Fox Cities area. Some discussion followed regarding the funding available and the number of highway projects that are already proposed for the state. Mr. Raith noted that between the proposed USH 41 6-lane project in Brown County and the USH 41 project in Winnebago County (Breezewood/Bell to STH 26), nearly all of the annual major highway funding for the whole state will be needed.

### 3. Corridor Study Updates

Mr. Raith explained that East Central was involved in numerous corridor studies throughout the region. WisDOT has hired a consultant to work on a freeway conversion for the STH 29 corridor in Brown and Shawano Counties. He added that the STH 15 corridor from Greenville to Hortonville was being studied and that the Environmental Impact Statement (EIS) would be available soon to finally determine the preferred alternative for the bypass of Hortonville. Some discussion followed regarding the official mapping process used as part of the study. In the case of STH 15 about 20 alternatives were narrowed down to three for the EIS.

In the case of the STH 21 study the City of Omro officially mapped a north bypass of STH 21 to save the area until WisDOT determines the need for the project. The city determined that saving a corridor was an important issue and that locals need to work with WisDOT to plan future projects before it is too late.

Mr. Raith noted that the Town of Weyauwega recently passed a resolution supporting the conversion of USH 10 to a freeway in the future. The Town of Weyauwega was the last of all the jurisdictions along the corridor to pass a resolution of local support for a future freeway all the way through the region.

The group discussed numerous issues involving the STH 47 corridor. WisDOT was in the process of developing an access management plan for the corridor. East Central was working with WisDOT to determine if there will be a need for 4-lanes to Black Creek, or a bypass of the Village. He added that like the City of Omro and STH 21, the Village and Town of Black Creek, officially mapped a future bypass for STH 47. He continued by stating that the CTH A/USH 41 interchange EIS was recently completed and it was recommended that a half-interchange be constructed in the future. Mr. Raith wondered if the Commission should state that they support the half-interchange to alleviate traffic problems through residential areas along the route. The Committee agreed that the Commission could take a formal position on the interchange issue.

Mr. Raith explained that East Central has also been working on the CTH A corridor between Neenah and Oshkosh and determined that the majority of the highway would not need expansion to 4-lanes over the next 20 to 30 years. He referred to the displays and noted that, if the area develops according to local plans, the current highway will be able to handle traffic volumes for quite some time. However, it was also determined that, at some time in the future, the area between Oshkosh and Neenah would be fully developed. He described the full build scenario and noted the existing highway would be over capacity some day, and that future expansion of CTH A would likely be desirable.

Mr. Raith explained that staff's recommendation is to save the officially-mapped and preferred alternative so that CTH A could be relocated and expanded at some time in the future.

East Central is also involved in studying the land use and access along the CTH CE corridor in Outagamie County east of STH 441. Staff has developed alternatives that may address safety issues in the long-term. Mr. Raith referred to a display that illustrates a proposed "jug handle" bridge crossing at Buchanan Road and CTH CE. The option would allow moves in all direction, but eliminates cross traffic on the roadway to improve safety.

Some discussion followed regarding the schedule to complete STH 29 as a 4-lane divided highway across the state. Mr. Raith thought that the roadway would be complete near the end of 2005 or early 2006, but said he would check the WisDOT web site and provide the information to the Committee.

#### 4. Other Business

Mr. Tober questioned why the new USH 45 from USH 41 to CTH GG near Winneconne, is a 4-lane divided, but the speed limit is 55 mph. Mr. Raith explained that the length of the 4-lane portion does not meet WisDOT's 65 mph standards. Some discussion followed regarding the expansion of USH 45 to 4-lanes from Winneconne to Winchester in 2006 and 2007. Mr. Raith stated that a primary recommendation in the USH 45 corridor plan, formally adopted by all jurisdictions, is that the highway be an access controlled freeway in the future.

#### 5. Adjourn

With no additional business, Mr. Tober moved to adjourn. The motion was seconded by Mr. Schroeder and the meeting was adjourned at 11:15 a.m.



## SUMMARY OF PROCEEDINGS

### Transportation Committee Meeting January 20, 2005

The meeting was called to order at 1:30 p.m. by Arlyn Tober, Chair.

#### Committee Members Present

Dick Koeppen .....	Waupaca County
Arden Schroeder .....	Winnebago County
Arlyn Tober .....	Shawano County
Norm Weiss .....	Waushara County
Robert Danielson .....	Waupaca County

#### Staff Members Present

Walt Raith .....	Principal Transportation Planner
David Moesch .....	Transportation Planner
Jason Kakatsch .....	Transportation Planner
Melissa Kraemer .....	Planning Specialist

1. **Proposed Resolution 02-05**, Amending the *2005 Transportation Improvement Program (TIP)* for the Fox Cities and Oshkosh Urbanized Areas.

Mr. Raith welcomed Mr. Danielson, a new member of the Committee, and provided an overview of the Commission's transportation planning program. He explained that East Central is the Metropolitan Planning Organization for the Fox Cities and Oshkosh Urbanized Areas and charged with meeting federal transportation planning requirements for areas over 50,000 in population. One requirement is a long range transportation plan for each urbanized that has at least a 20 year plan horizon. The Committee will receive a status report on the long range plans later on the agenda.

Another requirement is the annual Transportation Improvement Program (TIP) for the Fox Cities and Oshkosh. The TIP document identifies all significant projects on the system and any projects in the urbanized areas using federal funds. He provided an overview of project solicitation and selection process that includes several meetings of the technical advisory committees (TAC), comprised of local officials and staff from the various jurisdictions. Local jurisdictions submit projects for consideration, and then staff and the TAC use established criteria to select projects to be funded. After approval by the TAC the TIP and any amendments must be approved by the standing Transportation Committee, and ultimately the full Commission. The TIP is then approved by WisDOT and included in the state TIP (STIP).

Today staff is asking the Committee to consider amending the adopted TIP, by replacing one project with two projects, both submitted by the City of Oshkosh. The City of Oshkosh determined that they were unable to acquire right of way for the N. Washburn Street prior to the construction deadline for funding. The City of Oshkosh requested that the urban funds be shifted to the Main Street (New York to Murdock) and W. New York Avenue (Jackson to Algoma Blvd.). These projects were previously reviewed and approved in the 2004 Transportation Improvement Program. Some discussion followed regarding the 2004 amendment of the original project based on WisDOT's schedule for improvements to STH 21 and Washburn Street. This amendment will restore the TIP back to the original projects selected and approved in 2004.

Mr. Schroeder made a motion to approve the amendment. The motion was seconded by Mr. Weiss and passed unanimously.

## 2. Long Range Transportation/Land Use Plan Updates

Mr. Raith gave an overview of the MPO transportation and land use plan federal requirements and process. He explained that in the Fox Cities and Oshkosh the documents will be updates of the 1997 Transportation/Land Use Plans. Staff has developed existing conditions, and future land use based on existing local land use plans. Mr. Tober asked if staff was aware of any surprise developments that could arise in the region. Mr. Raith stated he was not aware of any huge developments, but a study is underway for a proposed regional industrial park to be located somewhere in the Fox Valley. The regional industrial park would likely be the largest single development staff would be considering in terms of land use. Socioeconomic projections indicate significant development will occur in the Fox Valley, and the long range plans will serve as a guide for locating the required public infrastructure improvements. Some discussion followed regarding the transportation system impacts of large developments. Mr. Raith said that unplanned developments or surprises are likely to occur based on the free market economy and offered recent examples of big-box developments that were completed before improvements to the local road system to handle the additional traffic.

Mr. Raith stated that the area does have critical transportation issues that are not resolved, such as the USH 10/41 and STH 441 interchange. He explained that a corridor plan had been completed and recommendations are in place to 6-lane USH 10/STH 441 from Oneida Street to CTH CB and complete the USH 41 interchange, but the project has not been approved or established in the program by WisDOT. Another issue is a proposed interchange on USH 41 to serve the area between Neenah and Oshkosh. The proposed ½ interchange with USH 41 and CTH A in Outagamie County has not been resolved and a number of local governments have called for the expansion of USH 10 to the east between the Fox Cities and Manitowoc. These major transportation improvements and more will be considered and discussed as part of the long range plan development.

## 3. Preview and discussion of the Fox Valley travel demand model base year highway network and traffic assignments.

Mr. Raith provided a brief overview of the traffic simulation models being developed for the Fox Cities and Oshkosh Urbanized Areas. WisDOT and their consultants are working to build travel demand models for all of the state's urbanized areas, which will be integrated with a statewide model. The models use existing and proposed land use to estimate the impact to the transportation system. He explained that the model is calibrated to match the traffic counts that WisDOT compiles and publishes for the street and highway system. The model simulates vehicle trips based on generation rates developed for the various types of land use.

Mr. Raith referred to the Fox Valley model display that illustrates known traffic counts on the streets and highways, compared with the traffic assigned by the model. He said that the model is looking very good and noted a few areas where more work needs to be done to better match the ground counts. Once the model is calibrated and ultimately validated by WisDOT we will have the existing system based on socioeconomic data that includes 2000 census information. At that point the model can process projected population and employment data to estimate the impact to the transportation system in the future.

He added that once calibrated, the model is a powerful tool for testing various development scenarios, like placing a proposed Wal-Mart or industrial park in an area to estimate the traffic and impact to the local system. He said that over the next few weeks we will be looking at needs and deficiencies on the existing transportation system and discussing the findings with the Long Range Plan and Transportation Committees. Some discussion followed regarding known areas of traffic congestion in and around the Fox Cities. Mr. Raith said that at the next meeting staff plans to discuss a number of planned projects that will be analyzed using the travel model.

#### 4. Corridor Study Updates

Mr. Raith explained that East Central works closely with WisDOT, counties and local jurisdictions in an effort to integrate transportation and land use planning adjacent to the major highways in the region. He explained that in the case of the proposed STH 23 expansion between Fond du Lac and Plymouth, East Central is working under contract with WisDOT to coordinate the public and local government involvement in the project. Two Public Hearings held recently in Fond du Lac and Greenbush, presented the findings of the draft environmental impact statement. The Committee discussed the various alternatives on the display maps. Over the last few years the public has been involved with and has had opportunities to review alternatives developed by WisDOT. The public hearing was another opportunity to give formal testimony as part of the process. Some discussion followed regarding the Federal Highway Administration and the requirement for an EIS to be prepared and approved. Mr. Raith stated that WisDOT is expected to select a preferred alternative for STH 23 in March of 2005. He noted that construction on STH 23 is tentatively scheduled for sometime after 2010.

Mr. Raith referred to the displays for the STH 15 corridor study from Greenville to New London that includes alternatives for a bypass of Hortonville. He stated that over 20 alternatives were narrowed down to four that will be included for study in the draft environmental impact statement. He explained that the STH 15 project is a couple steps behind the STH 23 study in that a corridor may not be selected until the end of 2005 or early 2006. The Committee discussed the various alternatives identified in the study. Mr. Raith added that two public information meetings were recently held to receive public input and comments regarding the study. He stated that additional public meetings are slated for later this year as the study progresses.

Mr. Raith explained that East Central is also working with WisDOT and local governments to develop short and long range plans for the STH 21 corridor in Winnebago County. Since 1999 all jurisdictions adjacent to STH 21 in Winnebago County have passed formal resolutions in support of expanding the highway to 4-lanes between Oshkosh and Omro. WisDOT currently owns most of the right-of-way need for a 4-lane expansion between USH 41 and Omro, but a number of local road and access issues need to be resolved. The current study will be addressing the local road system and the travel patterns relative to STH 21. Over the past several weeks traffic counts and origin destination studies have been conducted and are currently being analyzed. As with all of our current corridor planning efforts East Central will be working with WisDOT and a local advisory committee to develop a long term vision for the highway corridor.

#### 5. Progress report on Regional Comprehensive Plan.

Mr. Kakatsch described the Milestone #1 report the *State of the Region* document that provides existing conditions for land use, population and other background information for the 10 county region. Some discussion followed regarding the demographic information and the population of the various counties and municipalities. Mr. Kakatsch stated that the Milestone #2 report includes issue identification, a regional vision, and goals developed as part of the planning process. Milestone #3, which is nearing completion, identifies the policies that might be used to attain the goals identified for each plan element. The document also addresses the mismatch or contradictions between some goals and policies. Milestone #4 will summarize the previous milestone reports and offer policies, recommendations and implementation strategies for the various stakeholders. The transportation element will include a listing of current and proposed studies and any recommendations that have been or will be developed. Staff hopes to complete the report by the fall of 2005 and will keep the Committee informed on the progress.

#### 6. Other Business

With no additional business, Mr. Koeppen moved that the meeting be adjourned. The motion was seconded by Mr. Schroeder and passed unanimously.

## SUMMARY OF PROCEEDINGS

### Oshkosh MPO Long Range Plan Committee Meeting March 3, 2005

The meeting was called to order at 10:00 a.m. by Walt Raith, ECWRPC.

#### Committee Members Present

Stephanie Hickman .....FHWA  
Kristi Bales.....City of Oshkosh  
Jeanette Cavanaugh .....WisDOT D3  
David Patek ..... Oshkosh Dept of Public Works  
Kenneth Neubauer .....Town of Algoma  
John Casper..... Oshkosh Chamber of Commerce  
Phil Roberts.....OMNNI Associates

#### Staff Members Present

Walt Raith .....Principal Planner, Transportation  
Jason Kakatsch ..... Transportation Planner  
Dave Moesch ..... Transportation Planner  
Melissa Kraemer-Badtke .....GIS/Planning Specialist

#### 1. Introductions

Mr. Raith welcomed the group and began committee member and staff introductions.

#### 2. Approval of the minutes from the August 24, 2004 meeting.

The committee reviewed the summary of proceedings from the last Long Range Plan Committee meeting. Ms. Bales moved for approval of the minutes. The motion was seconded by Mr. Patek and passed unanimously.

#### 3. Review and discuss existing transportation system model results

Mr. Raith began by explaining the travel demand modeling process. He said that the model was combined for the Fox Cities and Oshkosh as part of a statewide model being developed by East Central and WisDOT consultants. At the moment, the Fox Cities and Oshkosh are considered two different urbanized areas, but may be combined for the next centennial census in the year 2010.

Mr. Raith said that the travel demand model was close to being calibrated to the existing traffic counts, based on socioeconomic data for the 630 traffic analysis zones that comprise the urbanized area. The base year data for the Fox Cities and Oshkosh urbanized area shows a total population of 283,773. The existing conditions socioeconomic data includes households, employment, and provides output for auto and truck trips, school enrollment, vehicle miles traveled, as well as a number of other factors that are estimated.

4. Present proposed 2030 Land Use Plan for the Fox Cities Urbanized Area

The next step in the modeling process is to look at future land use scenarios. Ms. Badtke explained that the proposed future land use was compiled from land use plans for every community in the urbanized area. Melissa stated that not all the plans were for the year 2030. The City of Oshkosh did not include right of way, so acreage calculations were still needed to be determined.

5. Discuss proposed future land use scenarios

Mr. Raith explained that the model will show the impact of future land use, but it is also a powerful tool to show what roads are at capacity now based on current traffic counts. In combination with forecast information, the model provides indicators about what future highway projects should be considered.

Three future land use scenarios include a build-out scenario, which is based on the local land use plans, but filling up the entire urbanized area, well beyond 2030. From the first scenario, the land use would be pulled back to a more compact development using the same socioeconomic projections. The third scenario is the trend and is based on each community's plan, but constrained to official population projections for the area. The trends scenario will be carried through the planning process as the preferred plan for 2035

Mr. Raith noted that there were deficiencies on the system at this time and discussed some projects that are being planned. Future projects included the USH 41 6-lane project from the Breezewood / Bell interchange south to the STH 26 interchange. This project was moved up in the program from 2011 to 2007. Another major deficiency is the USH 41/STH 21 interchange area and to the west toward Omro through CTH FF and Sand Pit Road. There is also some discussion about a proposed interchange on USH 41 between Oshkosh and Neenah. The 1997 Plan proposed half interchanges at CTH G and CTH GG, with the goal of decreasing congestion at the Breezewood/Bell interchange and to alleviate future congestion on CTH A.

Some discussion followed regarding plans to relocate USH 45 south of UW-Oshkosh, between the campus and Fox River. This would allow the closure of High and Algoma and create a closed campus for pedestrians and bikes. Another planned project for the Oshkosh area includes the development of a north-south arterial on the west side of the city. The City of Oshkosh has officially mapped an extension of Clairville Road to meet Leonard Point Road at STH 21. It may be the case that a major arterial should be developed farther to the west than Clairville extended. Mr. Raith stated that the communities should be planning for future development and the infrastructure that will be needed when it is in place.

Mr. Raith added that FHWA has requested MPOs place more emphasis on addressing safety and freight elements as part of the long range plans. He added that East Central would also be including a safety element to the annual Transportation Improvement Program. Ms. Bales mentioned that the City of Oshkosh has crash data that was used to develop the City's comprehensive plan and she would provide that data to East Central.

6. Upcoming public information meeting discussion

Mr. Raith explained that East Central staff will be hosting a public information meeting on March 16<sup>th</sup> at the Fox Valley Technical College from 6 p.m. to 8 p.m. This will be an opportunity for the public to view each community's land use plan on one map and comment on future transportation needs.

7. Proposed Long Range Plan Schedule

Mr. Raith mentioned that the final Long Range Plan is slated to be submitted on October 31, 2005. He added that the Committee will likely meet another time or two before to review the draft plan.

8. Adjourn

The meeting was adjourned at 10:45 a.m.

## SUMMARY OF PROCEEDINGS

### JOINT FOX CITIES AND OSHKOSH FREIGHT ADVISORY COMMITTEE Oshkosh Chamber of Commerce April 5, 2005

The meeting was called to order at 7:30 A.M. by Walt Raith, East Central Planning.

#### Committee Members Present

Stephanie Hickman ..... FHWA-WI  
Mark Frankel.....Dayton Freight  
Russ Carpenter ..... Tax-Air  
Ernie Wittwer..... WI Transportation Center  
John Wilkinson..... City of Fond du Lac

#### Staff Present

Walt Raith .....Principal Transportation Planner  
Jason Kakatsch ..... Associate Transportation Planner  
David Moesch ..... Transportation Planner  
Melissa Kraemer-Badtke .....GIS/Planning Specialist

#### 1. Introductions

After introductions some discussion followed about finding a better time to meet due to the lack of members present. Mr. Kakatsch noted that a number of folks indicated they would be attending, but for what ever reasons have not. It was determined that meetings around the noon hour might be easier to attend.

#### 2. Explanation of the planning process and the role of the committee

Mr. Raith explained that East Central staff has been working with WisDOT and their consultants to develop travel demand models for the Fox Cities, Oshkosh and Fond du Lac urbanized areas. The travel demand models generate traffic based on population and other socioeconomic data. The Fox Cities and Oshkosh areas are combined into one regional model. Staff has compiled socioeconomic data into small geographic areas called traffic analysis zones (TAZ). The models are calibrated by matching the model traffic assignments to existing daily traffic counts. WisDOT conducted origin and destination studies around the area in 2000 and developed 24 hour trip tables for cars and trucks, The model generates trip generation for a 24 hour period. From national household transportation survey, there is an average number of trips, number of autos, number of trucks, and also children that are enrolled in school for each TAZ in the urbanized area. Walt stated that by analyzing this data in the transportation modeling process, it can be a helpful tool for the planning process.

Mr. Raith continued by saying that in the modeling process he made the assumption that most trucks were hauling about half of their capacity, and wondered if this was an accurate assumption.

Mr. Frankel responded with the majority of the freight they ship is LTL, or less than a truck load. The usual trip for a business day would be consist of about 250 – 300 miles and can be all over the region or interstate. The commodities shipped can be anything from 'soup to nuts', and can be very time

sensitive. For instance, it is expected that freight from Chicago can reach Green Bay in about three hours. Approximately 30 – 40 percent of freight is expected the next day, 60 - 70 percent on the second day. Mr. Frankel stated that in the industry about 95 percent of there business is expected on-time or they would be out of business.

Mr. Frankel also mentioned that truck drivers have a very low crash rate, and that about 70 – 80 percent of the crashes are caused by another vehicle. The American Trucking Association has safety data available when comparing vehicle miles traveled.

### 3. Freight planning requirements

Mr. Raith explained that as part of the Long-range Transportation/Land Use Plans for the urbanized areas, FHWA has put out new guidelines having to address freight issues. The issues that will be addressed are major freight corridors and facilities, export and import tonnages, and truck trip rates for the travel demand model.

### 4. Existing freight conditions

Mr. Raith began this discussion by stating that there are certain trouble spots on the network for vehicles, but from a freight perspective there may be other trouble spots. Mr. Frankel added that most definitely the northbound ramp from STH 21 to USH 41 was a problem. Trucks entering USH 41 have trouble getting up to highway speed by the time they need to merge with traffic. Mr. Raith mentioned that in the future this interchange will be reconstructed so that STH 21 will go over USH 41 to alleviate this problem.

Mr. Frankel noted that a big issue was the Breezewood/Bell Interchange and CTH G improvements to access USH 41. Mr. Wilkinson added that the Breezewood interchange was one of the most dangerous in the state and possibly a new interchange to the south would be a solution to the problem. Mr. Raith added that the Breezewood/Bell interchange will be reconstructed as part of the USH 41 expansion to 6-lanes.

Mr. Wilkinson stated that there were no more intermodal facilities in the Neenah or Green Bay area any longer. Canadian National is mainly used to get freight to Chicago. Trains are mainly used for the long haul market, to California. Mr. Carpenter stated that Chicago is the hub, and delivery to Neenah is considered to be the spokes. He added that for \$250 to get freight to Chicago with a truck, they can avoid a 2-3 day delay instead of using the trains to get to Chicago. Mr. Carpenter added that it is better to truck than to risk a delay that can cause a loss of business.

Mr. Kakatsch started a discussion and went through data on import and export tonnages within the region. Mr. Raith added that on average there are over 500,000 tons per day on the network in the region. Walt questioned the committee whether the model should increase truck trips or increase tonnages in order to project the right tonnage. Mr. Raith assumed that half of the trucks were empty and that would project a lower tonnage in the region. Mr. Frankel mentioned that is was interesting to see how much freight is moving throughout the surrounding communities, and added that the model was probably projecting less tonnage than was actually on the network on any given day. Mark added that internet commerce was changing the freight business dramatically. Product is being purchased off the internet and then needs to be shipped directly to homes. It was suggested that trucking with smaller trucks will be used to meet this demand in the future. Mr. Carpenter stated that he thought the tonnages were low also, and the changing market didn't reflect the data from the past. Mr. Kakatsch added that he had the latest data that was available. Mr. Carpenter suggested that staff get anonymous surveys from manufacturing companies in order to better reflect tonnages.



Mr. Wittwer suggested that the majority of the trucks were through traffic, and was concerned how staff will address the local truck traffic in the cities. Communities should be looking at freeway access issues and future truck routes to avoid bigger trucks in the city. Mr. Wilkinson mentioned that using tandem trucks would help to alleviate truck traffic, as well as strategically locating industrial parks where access issues will be minimal. Ms. Hickman questioned whether industrial park locations were accessible or not. It was added that older cities were a problem, but Neenah does have some vision as far as access issues.

#### 5. Identify freight issues and challenges

Mr. Raith began this discussion by stating that he believed there was an issue with Chicago according to the previous discussion. Mr. Carpenter added that Wisconsin could ship successfully to the northeast without having a delay in Chicago. Mr. Wilkinson mentioned that he was on a multi-state transportation committee that was formed to address some of these issues.

Mr. Raith asked committee members if there were any security issues associated with the trucking industry. Mr. Carpenter added that there is a partnership between the federal government and businesses called the Customs-Trade Partnership Against Terrorism (CTPAT). It was developed to build a cooperative business relationship that strengthens the overall supply chain and border security. Mr. Carpenter stated that the trucking industry has changed dramatically since terrorists attacked the United States.

Mr. Frankel mentioned that hazardous materials are also a big part of the trucking industry; laundry detergent, ink, bleach are delivered to the paper companies in the area on a daily basis without much knowledge to the public. Mr. Frankel also added that drivers backgrounds are searched, and drivers are not allowed onto loading docks and don't always know what type of freight is being loaded on their trucks.

#### 6. Next step in the process

Mr. Raith explained that East Central staff will work to try getting a better response from the freight community. It was suggested that a noontime meeting may work better for some representatives. Staff will distribute the summary of proceedings to members not present to try and get some interest for another meeting.

Mr. Wilkinson suggested that the Wisconsin Paper Group is hosting a transportation committee meeting in Neenah at the end of July and it may be a good forum for East Central to attend. Mr. Raith expressed interest and would work to coordinate this for the future.

Mr. Carpenter added that J.J. Keller would have information that could be obtained regarding security, compliance and WisDOT issues.

#### 7. Adjourn

Mr. Raith thanked the committee members for attending and would look forward to meeting in the future. The meeting was adjourned at 10:30 a.m.

## SUMMARY OF PROCEEDINGS

Transportation Committee Meeting  
East Central Wisconsin Regional Planning Commission  
ECWRPC Offices  
April 13, 2005

The meeting was called to order at 1:30 p.m. by Norm Weiss, Vice Chair.

### Committee Members Present

Dick Koeppen ..... Waupaca County  
Arden Schroeder ..... Winnebago County  
Norm Weiss ..... Waushara County

### Committee Member Absent

Arlyn Tober ..... Shawano County  
Robert Danielson ..... Waupaca County

### Staff Members Present

Walt Raith ..... Principal Transportation Planner  
Jason Kakatsch ..... Associate Transportation Planner  
Dave Moesch ..... Transportation Planner  
Melissa Kraemer Badtke ..... GIS/Planning Specialist

1. Update and status report for the Fox Cities MPO and Oshkosh MPO long range transportation and land use plans and public information meetings

Mr. Raith explained that the Long-Range Transportation Plan updates for the Fox Cities and Oshkosh are required by Federal Highway Administration. He explained that one of the larger work efforts has been compiling each communities proposed land use for the Fox Valley. Now that the proposed land use is nearly complete, staff has started the process of allocating the socioeconomic projections to the various land uses.

The data is used within the travel demand model to assess what types of deficiencies might exist on the future transportation network. Another difficulty is determining what future year each land use plan represents. Some are year 2020, some 2025, but most are fairly optimistic based on the control population projections from the Department of Administration. The planning horizon for the long-range transportation plans is 2035.

Mr. Raith went over the variables that are included in the travel model including population, dwelling units, employment and school enrollment. The Committee reviewed the trip generation information and Mr. Raith noted that the shopping trips are nearly as high as the work trips. Staff is still working with the consultants and WisDOT to better define the auto occupancy factors for the various types of trips. Work trips are typically single occupancy vehicles, while shopping trips are often more than one person in the car. Van pool, school busses, church or other trips are often three, four or more people per vehicle.

He explained that another significant work effort will be freight planning to determine the existing and future commodity flows that occur in the Fox Valley, region and state. The travel demand model is being used to estimate the number of truck trips based on employment data and WisDOT's, Fox Valley 2000, auto/truck origin and destination study. He reminded the Committee that the model includes both the Fox Cities and Oshkosh Urbanized Areas.

Mr. Raith noted the estimates of about 14,000 semis or 18 wheelers, every day on Fox Valley roadways. For semis we are using a capacity of 10 to 40 tons, while single unit trucks like UPS or beer trucks are typically rated from 2 to 10 ton capacity. The model does not estimate every possibility, but should provide a reasonable estimate of commodity flows in and through the area. The data shows, that conservatively, we have about 250,000 tons of freight every day on Fox Valley roadways.

Mr. Raith said that staff recently convened a meeting of the Freight Advisory Committee with members from the freight industry. While discussing the number of Less-than Truck Load (LTL) deliveries, and the number of empty trailer operations in the urban area, it is possible that just under 1/2 of their trucks are empty. That information was then applied to the model data to develop the 250,000 tons per day estimate.

Mr. Kakatsch explained that WisDOT also has data based on commodities coming into and leaving the area for the entire state. The data is based on the tonnage information from an origin-destination study from 1996. Mr. Kakatsch said that well over 10 million tons of commodities are both exported from and imported to the four counties surrounding Lake Winnebago annually, with the origin and destination counties being those within the ECWRPC region and adjacent counties. These commodity tonnages do not include figures from outside this study area. This information will allow us to forecast future commodity flows based on population and economic projections. More ton miles mean more wear and tear on the roadways, but in terms of economic development, we want that number to increase. The Federal Highway Administration wants the MPOs to look at freight in more detail to address the issues in terms of asset management and safety for highways.

Mr. Raith mentioned that East Central staff is working on the Fond du Lac full build model scenario and staff will be able to see what kind of impact it would have on the transportation network.

Mr. Moesch passed out comments from the Fox Cities and Oshkosh public information meetings. He explained that most comments were regarding bike/pedestrian facilities and the problems with the Little Lake Butte des Morts Bridge when there is a traffic incident. Mr. Kakatsch noted concerns with trails and that the public would like to see more connecting routes developed. Some discussion followed regarding the display ads that ran in the newspapers. The Committee agreed it is difficult to get people interested in planning for 30 years out. Mr. Schroeder noted that it is similar to the smart growth plans and development. The public cares when it is in their backyard or when it affects them directly.

2. Preview and discussion of major committed and planned transportation projects being included in the Fox Cities and Oshkosh, combined Fox Valley Travel Demand Model

Mr. Raith explained that in the updates we will be including major projects that have not been completed from the 1997 plans. One example is the USH 41/USH 10 interchange and the 6-laning USH 10/STH 441 from CTH CB to Oneida Street. Mr. Raith reminded the Committee of the resolution that was passed by the Commission in support of the USH 41/USH 10 and STH 441 project. Mr. Raith noted that the USH 441/10 and USH 41 interchange has not officially been approved for funding. Some discussion followed regarding traffic problems that already exist at the interchange. Other major projects that will carry forward in these plans include the six-lane of USH 41 from Breezewood/Bell in Neenah to STH 26 through Oshkosh. The USH 41 project is approved for funding and is expected to begin sometime after 2007.

In addition we will be looking at major projects that were not addressed in the old plan. Recently Manitowoc and Calumet counties passed resolutions requesting the 4-lane expansion of USH 10 between the Fox Cities and Manitowoc. Other projects include a proposed ½ interchange with USH 41 and CTH A in Outagamie County, and a proposed interchange with USH 41 between Breezewood/Bell and STH 76 in Winnebago County.

The Committee discussed other proposed projects including the relocation of USH 45, south of the UW-Oshkosh campus, and the expansion of STH 21 between Oshkosh and Omro. Mr. Raith asked the Committee to consider any other possible projects we might be addressing over the next 30 years. Some discussion followed regarding a new north- south arterial near the City of Oshkosh, similar to CTH CB recently completed in the Fox Cities. Another consideration will be STH 26 between Oshkosh and Waupun.

3. The 2006 Transportation Improvement Program (TIP) status report

Mr. Moesch explained that a letter was sent out to the municipalities within the urbanized areas regarding project submittal for the 2008-2009 STP Urban Funds. Some projects that have been submitted include the extension of Eisenhower Drive in Town of Harrison and the construction of Midway Road, also in the Town of Harrison. The deadline for project submittal is this Friday, April 15<sup>th</sup>. He explained that after the projects are compiled, staff will rank them based on the criteria in the TIP. Mr. Weiss asked if the funding was the same. Mr. Moesch replied that the funding levels are assumed to be the same as last time.

Mr. Raith noted that the Midway Road (CTH AP) project, that was supposed to be completed in 2007, has been delayed. The municipality looked at the pavement and realized that they need to replace all of it. There may be an amendment passed through the Commission with a new project approved for the funding available. Mr. Raith mentioned a few projects that may be awarded the money, but he was still working with WisDOT and the communities to get an agreement.

4. Status report on the Regional Comprehensive Plan

The Committee discussed multiple ongoing projects and major staff changes resulting in an extension request. The extension was granted, making Milestone 3 now scheduled for completion in October 2005, with Milestone #4 slated for early 2006.

5. Other business

Mr. Raith noted that WisDOT is reorganizing and Fond du Lac County would be included in what is now WisDOT District 3 (or the Northeast Region). He also mentioned that Shawano and Menominee Counties are now in WisDOT District 4. Mr. Moesch stated that East Central has worked with District 3 on a number of projects and feels that they will work well with the Fond du Lac MPO.

With no other business, the meeting was adjourned at 2:15 P.M.

## SUMMARY OF PROCEEDINGS

Oshkosh MPO Long-Range Transportation/Land Use Advisory Committee  
East Central Wisconsin Regional Planning Commission  
Oshkosh City Hall  
April 28, 2005

The meeting was called to order at 10:00 a.m. by Walt Raith, ECWRPC.

### Committee Members Present

Kristi Bales.....	City of Oshkosh
Lurton Blassingame.....	Oshkosh, Citizen
David Patek.....	City of Oshkosh
Mark Huddleston.....	City of Oshkosh
Jerry Frey.....	Town of Oshkosh
Ken Neubauer.....	Town of Algoma
Kurt Miller.....	WisDOT, Madison
Jeanette Cavanaugh.....	WisDOT, NE Region

### Staff Members Present

Walt Raith .....	Principal Planner, Transportation
Jason Kakatsch .....	Transportation Planner
Dave Moesch .....	Transportation Planner
Betty Norderg .....	Associate Planner
Melissa Kraemer Badtke .....	GIS/Planning Specialist

### 1. Introductions and Approval of the minutes from the March 3, 2005 meeting

Mr. Raith welcomed the group and began Committee member and staff introductions.

The committee reviewed the minutes from the last meeting. Ms. Bales moved for approval of the summary. The motion was seconded by Mr. Blassingame and passed unanimously.

### 2. Long Range Transportation and Land Use Plan status reports

Mr. Raith explained the Long-Range Transportation/Land Use plan would be an update of the 1997 plan. Some discussion followed relative to a public information meeting recently held at the Fox Valley Technical College, with many of the same posters on display for the public to comment on. Mr. Raith noted that the last plan horizon was the year 2020, while this effort will have a plan horizon of 2035. East Central staff is currently working with WisDOT and their consultant on the travel demand model for the Fox Cities and Oshkosh. WisDOT is working with all the state's MPOs to develop travel models using the 2035 plan horizon. Mr. Raith explained that the MPO plans for the Fox Cities and Oshkosh are still separate, but the model has been joined together.

Some discussion followed regarding the Federal Highway Administration and guidance about what should be in the plan including the National Planning Factors, NEPA, safety, and freight. The Committee reviewed the draft plan elements provided in the packet.

- Transit

Mr. Kakatsch stated that East Central is currently working on the Oshkosh Transit Development Program (TDP) with City of Oshkosh staff. Mr. Kakatsch noted that an on board survey and boarding counts were conducted. A short discussion regarding transit costs occurred. Mr. Huddleston mentioned that there is an Oshkosh Transit Public Hearing May 10<sup>th</sup>. Mr. Raith suggested the committee come up with some recommendations for the transit routes. Mr. Raith mentioned that at the Fox Cities Long Range Planning Committee a discussion took place regarding a regional transportation authority for the Fox Cities, Oshkosh, and Fond du Lac. A discussion followed regarding the potential of a regional transportation authority that would serve a larger area than the existing bus systems. Ms. Bales asked if the communities had made recommendations for transit services on the map. Mr. Raith replied that some towns within the MPO do not participate in the transit service now, but may desire service in the future. Mr. Raith commented that any recommendations from the committee for transit routes would be considered for inclusion into the plan.

- Freight ground/air

Mr. Kakatsch described freight commodity data that is available from WisDOT. He explained that the information provided is from an Origin-Destination study done in 1996. The freight commodity data is by county and it includes the percentage of imports and exports for the county.

Mr. Kakatsch said that a Freight Advisory Committee had recently met and that did provide staff with some insight relative to the freight industry in the Fox Valley. Mr. Kakatsch noted that staff is considering another Freight Advisory Committee meeting in late May at a location to be determined.

Some discussion followed regarding the amount of freight carried by the various modes including air rail and truck. Truck freight represents the largest portion of the trips. Mr. Raith said the Freight Advisory Committee confirmed that nearly half of all the trucks on the highways in the urban areas are empty. Some discussion followed regarding the truck route and terminal map.

Mr. Raith asked the committee to think of recommendations for additional freight routes. A discussion followed regarding some of the freight mileage derived from the travel model. Mr. Patek mentioned that the rail lines do not go over Algoma Boulevard as illustrated on the mapping. Some discussion followed regarding other changes to the rail lines in the Oshkosh area. Mr. Raith asked if the railroad talks to the communities regarding their plans. Mr. Patek replied the railroad addresses safety and crossing issues with the communities, but not long range plans.

- Pedestrian/bike/recreation

Mr. Raith stated that the committee members should have received a map of the recreation trails. Ms. Kraemer Badtke asked Ms. Bales if the City of Oshkosh has bike lanes or signage on the routes the city provided to East Central staff. Some discussion followed regarding bicycle planning initiatives in the City with varying degrees of success. Ms. Bales noted that most of the routes are not marked or signed for bicycles. Ms. Bales stated that East Central staff could also refer to the Winnebago County Plan for trails within the MPO area. Some discussion followed as the Committee identified potential connections between existing routes

- Safety

Mr. Moesch explained that the Federal Highway Administration would like the committee and staff to look closely at the safety issues in Oshkosh MPO as part of the planning process. He said that a safety element has also been incorporated in the TIP (Transportation Improvement Program) as a project ranking criteria. He explained that East Central staff has received crash data for the Oshkosh MPO covering a four year period. Mr. Moesch explained that staff will be sorting the data by functional classification and will be mapping some of the hotspot areas in the Oshkosh MPO.

Mr. Kakatsch noted that the crash data does included the cause of the crash and other information including weather conditions and resulting operating violations. Some discussion followed regarding the crash rates on the various intersections in the MPO area. Mr. Kakatsch explained that if the committee identifies hotspots in the plan, some are of the opinion you would be liable and should fix it. However, if you identify a hotspot and you do not have the necessary funds to prepare an analysis and initiate improvements, you are not liable.

- Oshkosh MPO existing and proposed land use

Ms. Kraemer Badtke stated that the Oshkosh existing land use was completed the summer of 2004. She said the proposed land use is a compilation of all of the municipalities proposed land use plans within the MPO. Ms. Kraemer Badtke mentioned that the growth boundary was used for the City of Oshkosh and the Town of Algoma. For the remainder of the MPO, the municipality boundaries were used. Ms. Kraemer Badtke mentioned that for the final map the proposed land use will also show the areas of development that already exist.

- Population projections and land use scenarios

Ms. Nordeng explained the three travel demand model scenarios. The scenarios include a full build, compact and current trend. For the full build scenario, it starts with the existing land use and then fills up all of the agriculture and vacant land. The compact scenario takes the same growth, but fills the vacant land in a much denser development pattern. The current trend scenario reflects local plans and fills the vacant land until the population and employment forecast for 2035 is depleted. A discussion regarding the travel demand model scenarios occurred and Mr. Raith stated staff would like the committee to meet again at the end of June to see the travel demand model results.

- Review of major transportation projects/model results

The group discussed some of the major projects proposed in the Oshkosh MPO. The group reviewed the list of projects from the last plan that includes expanding USH 41 to 6-lanes from Breezewood/Bell to STH 26. A fairly lengthy discussion followed regarding the recent public information meeting and comments about the USH 41 project. One recommendation suggested providing cross over lanes at each end of the Lake Butte des Morts bridge, so traffic could be re-routed in the event of an incident on the bridge.

Other projects that are carried over from the last plan, includes the proposed expansion of STH 21 from Oshkosh to Omro. Some planned projects include the proposed relocation of USH 45 on the south side of UW-Oshkosh. Projects that will require further study include the proposed expansion of STH 26 to Rosendale. Some discussion followed regarding the definition of committed and planned projects within the plan. Committed projects are defined as having been through the planning and programming process, typically with approved funding.

Mr. Raith explained that the plan must be financially constrained, in that the funding required for all the projects can reasonably be expected. He described reviewing trends in expenditures and revenues to develop a long range funding prospectus that should match need fairly closely. Mr. Raith asked that the Committee contact staff with any other major projects or additions they think should be considered as part of the plan. No other projects were mentioned, but a short discussion followed regarding the capacities on various roads within the Oshkosh MPO.

3. Next Long Range Plan Committee meeting dates for 2005

Mr. Raith said that staff would likely convene another Long-Range Transportation/Land Use Technical Advisory Committee meeting in June to discuss the travel demand model scenario results.

4. Other business

Ms. Nordeng said that East Central, along with UW Extension, is hosting a half day mini-conference titled How will Aging Population and Diversity Impact Your Community, on April 29<sup>th</sup> at Robbins Restaurant from 9:00 a.m. until noon.

With no other business, the meeting adjourned at 11:20 a.m.



## SUMMARY OF PROCEEDINGS

### Combined Fox Cities and Oshkosh Technical Advisory Committee Meeting May 17, 2005

The meeting was called to order at 9:00 a.m. by Walt Raith, ECWRPC.

#### Committee Members Present

George Dearborn .....	Town of Menasha
David Patek .....	City of Oshkosh
Cindy O'Connor .....	WisDOT
Steven Spanbauer .....	Town of Neenah
Allen Davis .....	Town of Grand Chute
Ray Palonen .....	Outagamie County
Mark Lahay .....	City of Appleton
Tim Hamblin .....	City of Neenah
Mike Ottery .....	Calumet County

#### Staff Members Present

Walt Raith .....	Principal Planner, Transportation
Dave Moesch .....	Transportation Planner
Melissa Kraemer .....	Planning Specialist

1. Review, and discussion of the annual Fox Cities and Oshkosh Transportation Improvement Program(TIP) candidate and submitted projects for the 2008-2009 biennium

Mr. Moesch referred to the Table A1 that was mailed out prior to the meeting. Projects were listed by municipality, and highlighted if submitted for the STP-Urban ranking process. Mr. Moesch requested committee members to check the accuracy of the project listing and to note any inaccuracies. Mr. Moesch stated that submitted projects had not been ranked, but would be after municipalities verified the priority projects. Mr. Lahay stated that College Avenue(John – Matthias) was the City of Appleton's priority project. Mr. Hamblin noted that the Cecil Street project was still on schedule for 2007 and there was a duplicate listing of the Commercial Street project. Mr. Dearborn stated that he would be willing to move projects to 2008 or 2009 in order to be eligible for STP-U funds. Mr. Davis noted that Capitol Drive(Richmond-Oneida) was the priority project for the Town of Grand Chute. Mr. Palonen stated that CTH A(Wisconsin-CTH OO) was the priority project for Outagamie County.

Mr. Moesch continued with Table A2 for the Oshkosh Urbanized Area. Mr. Patek stated that the Snell Road project will be moved to 2009, and a part of the Washburn project will be completed in 2006. The remaining Washburn Street section will be done in 2009.

2. Review, discussion and update of the long-range candidate project listing

Mr. Raith gave an update on the travel demand modeling that has taken place so far in the long-range plan process. He stated that any potential major projects should be identified in order to be addressed in this plan process. Mr. Ottery said that CTH AP is a very important facility for the southeast side of the Fox Cities. He added that the City of Appleton will be working with the Town of

Harrison on the portion of CTH AP between Coop Road and Eisenhower Drive in 2007. Some discussion followed regarding other potential major projects. Mr. Raith said that adding a new interchange along USH 41 between Appleton and Oshkosh was recommended in the last plan and would likely be included in the update.

Mr. Dearborn noted that a very important issue to the Fox Cities was the USH 41/USH 10/STH 441 interchange completion in the future. Mr. Raith noted that the project is not funded at this time and needs to be programmed as soon as possible. Mr. Raith mentioned that the USH 10 corridor to the east has been identified as an important link to the Fox Cities, and East Central is being directed to initiate discussion about the expansion of USH 10 to begin the planning process. Some discussion followed regarding the National Environmental Protection Act and the policies to study proposed transportation projects for environmental impacts. Mr. Raith noted that a significant component of a corridor study is notification and comments from the public regarding environmental concerns.

3. Next TPAC rescheduled for June 21, 2005, 9:00 A.M., discussion of updated TIP/PLAN schedule

Mr. Raith distributed a new schedule for the completion of the transportation improvement program and the long-range plan. Walt mentioned that the planning scenario data was not finished, but should be analyzed before the next meeting.

4. Other Business

Mr. Spanbauer questioned how the local officials can lobby the politicians to get funding for the USH 41/USH 10 interchange. Mr. Raith suggested local officials need to contact their local representatives in order to push for a solution.

Mr. Moesch stated that at the next meeting, staff would have the project ranking completed with recommendations for funding. Mr. Hamblin asked if the project ranking criteria had changed since the last ranking process. Mr. Raith responded that FHWA had requested we add safety criteria for project ranking. The process will determine a crash rate and compare it to an average crash rate on a similar urban facility.

Mr. Raith mentioned that as part of WisDOT's reorganization, WisDOT District #3 was changing to the Northeast Region. Shawano and Menominee Counties will go the Central Region, while Fond du Lac will join the Northeast Region.

With no additional business the meeting was adjourned at 9:40 A.M.

## SUMMARY OF PROCEEDINGS

### Fox Cities and Oshkosh MPO Technical Advisory Committee Meeting June 21, 2005

The meeting was called to order at 9:00 a.m. by Walt Raith, ECWRPC.

#### Committee Members Present

John Haese.....	Winnebago County
Al Geurts .....	Outagamie County
Mike Ottery .....	Calumet County
Cindy O'Connor.....	WisDOT Northeast Region
Dan Davis.....	WisDOT Northeast Region
Kurt Miller.....	WisDOT Madison
Mike Hendrick.....	Outagamie County
Denny Briggs.....	Town of Neenah
Tim Hamblin .....	City of Neenah
Susan Kappell .....	Valley Transit
Roy Van Gheem .....	Village of Little Chute
Julie Heuvelman.....	Calumet County
David Patek .....	Village of Little Chute
Stephanie Hickman .....	FHWA
Paula Vandehey .....	City of Appleton
Mark Rohloff.....	Town of Grand Chute

#### Staff Members Present

Walt Raith .....	Principal Planner, Transportation
Dave Moesch.....	Transportation Planner
Melissa Kraemer Badtke .....	GIS/Planning Specialist

#### 1. Review, discussion and approval of May 17, 2005 Summary of Proceedings

Mr. Hendrick noted that the meeting started at 9:00 A.M. instead of 10:00 A.M. as was written in the Summary of Proceedings. Mr. Moesch stated the time of the meeting will be corrected.

#### 2. Review, discussion and action on the annual Fox Cities and Oshkosh Transportation Improvement Program (TIP) Transit projects for 2006-2007

Mr. Moesch explained that transit projects were submitted for the years 2006-2007. Ms. Kappell gave a brief overview as the Committee reviewed the listing of proposed Valley Transit activities that includes the replacement of some bus shelters, computer upgrades and facility renovations. Ms. Kappell explained that a number of the items have lasted longer than anticipated, and are part of a systematic replacement program at VT. Other items include restocking bus replacement parts and a bus wash bay heater; and initiatives to implement the automatic vehicle location (AVL) system. Ms. Hickman asked if funding amounts were available for the transit projects. Mr. Moesch stated the information was not included in the handouts, but is included in the document. Mr. Hendrick made a motion to approve the transit projects, Mr. Rohloff seconded the motion that passed unanimously.

### 3. Review, discussion and action on the ranking and recommended STP-Urban candidate projects

The Committee reviewed the project ranking for the 2006 Fox Cities and Oshkosh TIP. Mr. Moesch explained that the ranking process had added a safety criterion through guidance from the FHWA. Mr. Moesch stated that data was received from WisDOT and a crash rate was determined for the project segments that were submitted. Ms. Vandehey questioned why the College Avenue project did not have a higher crash rate. Mr. Moesch responded that the corridor had two reported crashes, and staff double checked the data to confirm its accuracy. Mr. Moesch stated that CTH A (Wisconsin-CTH OO) ranked first and College Avenue (John-Matthias) ranked second. Mr. Moesch noted that both projects were in the TIP for 5 years or more and that the safety criteria did not change the placement of the ranked projects, but is important to consider.

Ms. Heuvelman noted the funding level was rather insignificant compared to other areas, and asked if funding levels would increase. Ms. O'Connor replied that there is a slight increase with each biennium. Mr. Raith stated that East Central staff supports the College Avenue project to coincide with the reconstruction of the College Avenue bridge project that is being done in 2008. Mr. Raith added that, while we need to consider the ranking, the final recommendation is made by the Committee. Ms. Vandehey stated that as transportation professionals, we need to take into account that the College Avenue corridor will be under construction for a significant amount of time, and it would be wise to share funding to be able to avoid disruptions to the corridor. Mr. Raith noted that the funding level could not go below 50 percent of the project cost. Ms. O'Connor clarified that the funding level can not go below 20 percent, and had changed since the last biennium.

Mr. Guerts made a motion for the CTH A project to receive the full allocation for the Fox Cities urbanized area, as determined by the ranking process. Mr. Rohloff seconded the motion. The Committee voted six in favor of the motion and six against the motion, therefore the Committee would have to entertain another motion.

After some discussion regarding the importance of all the projects in the program, Ms. Heuvelman moved to split the funding between the three ranked projects. Ms. Vandehey seconded the motion. Mr. Rohloff, representing the Town of Grand Chute, stated that the CTH A project was important to the town and would suggest the funding be split between the top two ranked projects. Ms. Heuvelman amended the motion to split the urban allocation with 60 percent (\$1,654,000) for the CTH A project and 40 percent (\$1,103,000) to the College Avenue project. Ms. Vandehey seconded the motion, and the motion passed with nine in favor and two opposed.

Mr. Moesch then explained that the Town of Algoma's Oakwood project (CTH E-STH 21) was the highest ranking project for the Oshkosh urbanized area. Mr. Patek questioned how the funding availability was determined. Ms. O'Connor stated that the funding numbers come from Central Office of WisDOT. Mr. Moesch noted the funding for the Oshkosh urbanized area was \$1,043,000 for the 2008-2009 biennium. Mr. Davis stated that this was the last section of the Oakwood Road that was not reconstructed to a four-lane urban facility. Mr. Haese made a motion to approve the Oakwood Road project for funding. Mr. Rohloff seconded the motion that passed unanimously. Mr. Hamblin questioned what would happen if the Town of Algoma decides against the project. Ms. O'Connor stated that the next ranked project would be able to receive funding.

Mr. Raith stated that for the next biennium, East Central will start the TIP process in the beginning of the year in order to avoid conflicts with deadlines from WisDOT. Mr. Ottery mentioned that would be appreciated, and could also avoid a conflict with the highway commissioner's conference.

4. Status of current TIP projects, updated candidate 2006-2010 project listing

Mr. Moesch distributed Tables 5 and 6 from the TIP for discussion. The committee reviewed the listing to determine the status of scheduled projects.

Mr. Raith added that if communities have a project that comes up, they should submit it to East Central for inclusion in the TIP.

5. Other Business

Mr. Hamblin addressed some concerns on having the most accurate data in order to fully analyze the safety issues for project segments. Mr. Moesch responded that data is obtained from the WisDOT crash section from Madison, and staff is in the process of a comprehensive analysis of the data. Some discussion followed regarding the difficulty in locating crashes due to the various naming conventions on the crash reports. An example is College Avenue that it also CTH CA, STH 125 and CTH CE. Ms. Heuvelman mentioned that another way to address this issue would be to study the fatal crashes in the urbanized area. Mr. Moesch stated that with guidance from FHWA and WisDOT we are compiling that data. He added that in the future there would likely be a standard way to analyze the data.

6. Adjourn

Mr. Haese made a motion to adjourn. Mr. Guerts seconded and the motion passed unanimously. With no additional business the meeting was adjourned at 10:10 A.M.

## SUMMARY OF PROCEEDINGS

Transportation Committee  
East Central Wisconsin Regional Planning Commission  
ECWRPC Offices  
July 19, 2005

The meeting was called to order by Norm Weiss at 1:30 P.M.

### Committee Members Present

Norm Weiss, Chair .....Waushara County  
Clarence Wolf, Vice-Chair ..... Calumet County  
Marshal Giese .....Shawano County  
Robert Danielson .....Waupaca County  
Arden Schroeder .....Winnebago County

### Committee Members Absent

Mark Harris.....Winnebago County

### Staff Members Present

Walt Raith .....Principal Transportation Planner  
Jason Kakatsch ..... Associate Transportation Planner  
Dave Moesch ..... Associate Transportation Planner  
Melissa Kraemer Badtke .....GIS/Planning Specialist

### 1. **Proposed Resolution 06-05;** MPO support of the Oshkosh Transit Development Plan

Mr. Kakatsch referred to the summary of the Oshkosh Transit Development Program (TDP), included in the meeting packet. He explained the Transit Development Program had been a requirement of the Federal Transit Authority (FTA), that needed to be updated every 5 years. While the TDP is no longer a requirement, it provides important information to the transit provider and the MPO as part of the long range plan analysis.

Mr. Kakatsch described the boarding and alighting and user surveys that were conducted to complete the Oshkosh TDP. He stated that the population in the City of Oshkosh increased 5% since 1997, while the land area increased by 19%. Some discussion followed regarding the various socioeconomic forecast including employment and school enrollment. In terms of transit, the school enrollment had decreased, but students still make up the majority of the ridership.

Mr. Kakatsch noted an increase in the elderly and disabled populations and that Oshkosh Transit was also seeing an increase in demand from those populations. He explained that there is a shift in employment from manufacturing to service employment. Mr. Kakatsch explained that while overall ridership is down, given changes in population composition, combined with rising energy cost, it is anticipated that ridership will increase over the next several years.

The Committee reviewed the recommendations in the Oshkosh TDP, including increasing the fare structures considering the rising costs of fuel and maintenance. Other recommendations include expanding levels of service to school age kids, the elderly, and the disabled, obtaining a van with a

wheelchair lift to assist paratransit, coordination of transportation services, and a written security plan. Some discussion followed regarding the increased level of security that will be required on systems in the future.

Mr. Raith said that East Central staff is incorporating analysis and recommendation information from the Oshkosh TDP into the Oshkosh Long-Range Transportation Plan. He added that transportation services will become more important as the population ages and driving a vehicle is no longer an option. Some discussion followed regarding rural development and the distance from urban services and shopping.

Mr. Raith noted comments at public information meetings included the need for expanded transit services. He added that with a population of over 280,000 and growing, it may be time for the Fox Valley area to consider a Regional Transit Authority. Some discussion followed regarding bringing area leaders and stakeholders together to discuss the possibility of creating some sort of regional transportation system. Mr. Raith said that with budget constraints for each of the transit systems, it may make sense to spread the cost over a larger area. Mr. Kakatsch said that the type of information prepared as part of the TDP will be useful when discussing the potential of a regional system. The TDP information is also very useful when considering the efficiency of the existing fixed-route system. Mr. Kakatsch added that staff is looking for formal support from the Transportation Committee and the full Commission as the MPO for the Oshkosh area.

Mr. Weiss asked for a motion to approve the Proposed Resolution 06-05; MPO support of the Oshkosh Transit Development Plan. A motion for approval was made by Mr. Wolf. The motion was seconded by Mr. Danielson and passed unanimously.

2. **Proposed Resolution 08-05;** Adoption of the Transportation Improvement Program for the Fox Cities (Appleton) and Oshkosh Urbanized Areas, 2006

Mr. Moesch explained that the Transportation Improvement Program (TIP) is required for areas over 50,000 in population. East Central as the MPO, works with communities and WisDOT to prepare the document annually. Mr. Moesch explained the process that included sending out a notice for project solicitation in March 2005. All streets and highways that are functionally classified are eligible for federal funding and projects compete based on TIP criteria. He noted a few additions to the criteria including safety criteria and crash ratings.

Mr. Moesch said that twenty projects were submitted for the Fox Cities area, competing for just under \$3 million dollars in STP-Urban funds. Three projects were submitted for the Oshkosh area with approximately \$1 million dollars available. The Committee reviewed the criteria and variables considered when ranking a project. Mr. Moesch explained that on June 21, 2005 staff conducted a meeting of the joint Fox Cities and Oshkosh Technical Advisory Committee (TAC).

He explained that the TAC is comprised of local officials and staff from the communities and three counties included in the MPO. After a fairly lengthy discussion, the TAC decided that 60% of the funding for the Fox Cities would go to the CTH A project (from Wisconsin Ave. to CTH OO) and that 40% of the funding for the Fox Cities would go to the College Avenue project (from John to Matthias).

Mr. Raith stated East Central has long supported the College Avenue bridge project based on the importance of the corridor and the impending failure of the existing structure. Staff concurred that the College Avenue project should have a higher priority because the bridge would be closed for reconstruction during 2008-2009, which coincides with the TIP funding. Some discussion followed regarding the disruption of traffic on the corridor for a number of years rather than 1½ construction

seasons. He added that technically, both projects are county trunk highways (CTH CE and CTH A) and that a significant portion of the population will benefit from the two improvements.

The Committee reviewed the Oshkosh tables as Mr. Moesch noted the negative funding availability criteria that disqualified a number of candidate projects. He stated the project selected for the Oshkosh Urbanized Area is Oakwood Road in the Town of Algoma (from CTH E to STH 21). Some discussion followed regarding the Oakwood Road corridor that serves the west side of Oshkosh. The roadway runs north-south from STH 91 to STH 21 and all but the selected project is currently 4-lanes. Some discussion followed regarding congestion along the STH 21 corridor and long standing plans to develop additional arterials to serve new development.

Mr. Moesch stated that all regionally significant projects including USH 41 from the Breezewood/Bell exit in Neenah to STH 26 in Oshkosh need to be in the TIP. Mr. Moesch explained that while STP-Urban projects are selected every two years, transit projects are updated every year. Mr. Raith added that in 2006 the Transportation Committee would be reaffirming the projects that were selected in 2005.

Mr. Danielson asked if all of the projects from the MPO areas will be consolidated into a booklet. Mr. Raith replied that all projects using federal funds should appear in the TIP, as well as projects that are regionally significant, even if they use local funds. The Committee reviewed the tables and discussed the various projects that appear the TIP. He added that the TIP identifies transportation needs and assures that potential projects have followed the planning process. Mr. Raith explained that projects from the TIP are included in the State's TIP (STIP) that WisDOT is required to prepare for the Federal Highway Administration (FHWA). He added that technically the MPO must have an approved TIP to receive any federal funding for any projects in the urbanized areas.

Mr. Schroeder moved to approve the draft TIP for adoption by the full Commission. The motion was seconded by Mr. Giese and passed unanimously.

### 3. Status report on the Fox Cities and Oshkosh, 2035 Long Range Transportation and Land Use Plans

Mr. Raith explained that like the TIP, the MPO areas are also required by FHWA to have a Long-Range Transportation/Land Use Plan. Mr. Raith explained the last Long-Range Transportation/Land Use Plan for the Fox Cities and Oshkosh was completed in 1997 and the update has been underway over the past few years. Mr. Raith stated that the horizon year for the plan updates is 2035. He said that East Central is working with WisDOT and their consultants to prepare land use and travel demand models for the urbanized areas. Some discussion followed regarding the inputs and outputs of the models and how they are used to assess the transportation system. Mr. Raith explained that staff will be looking at three model scenarios: full build scenario, a compact scenario, and a current trend scenario. The current trend scenario is all the communities plans combined and will be the scenario that staff will focus on.

Mr. Raith described how staff combined all of the proposed land use from the various community comprehensive plans. He referred to the future land use map display that depicts what the Fox Cities and Oshkosh might look like in the year 2035 and beyond. Mr. Raith explained that staff will look at the output data from the travel demand model in combination with other analysis and information, to prepare recommendations for each of the MPOs. Some recommendations for the Fox Cities and Oshkosh include: USH 41 from CTH OO to Green Bay (6-lane), USH 41 from Breezewood/Bell to STH 26, USH 41 and USH 441/10 Interchange and the expansion from CTH CB to Oneida Street to a 6-lane facility; and the expansion of STH 21 from Oshkosh to Omro to a 4-lane facility.



Some discussion followed regarding the elements that must in the plan that includes financial constraint that identifies cost and recognizes budget and funding realities. Mr. Raith explained that staff will look at past and future funding for all modes. He said that staff will receive a significant portion of the financial plan component from WisDOT.

Mr. Danielson asked about the STH 23 east project. Mr. Raith explained that the STH 23 east project has been approved, but has been rescheduled to 2013 for construction. Mr. Raith explained that the facility will be 4-lanes from Fond du Lac to Plymouth and complete a multi-lane connection between Sheboygan and USH 41.

#### 4. Status report on the Regional Comprehensive Plan

Mr. Kakatsch gave an update on the transportation element for the Regional Comprehensive Plan. He explained that East Central staff is currently working on Milestone 3, which is due October 2005. Milestone 3 focuses on Strategies for Action. He stated that East Central received an extension for the regional plan, which is now due in the spring of 2006. Mr. Kakatsch explained that Milestone 4 is due in April 2006 and that the 4<sup>th</sup> and final document will be focus on plan for implementation. Mr. Kakatsch expects to bring a draft of the transportation element for Milestone 3 to the Transportation Committee at the October meeting. Some discussion followed regarding Milestone 1, State of the Region and Milestone 2, Goals and Objectives.

#### 5. Review, discussion, and action on the draft 2006 Transportation Work Program Element

The Committee reviewed the transportation work element as Mr. Raith described the various work activities for each item. Most of the items that appear in the work program are based on guidance and suggestions from FHWA and WisDOT. Mr. Raith explained that the finalized transportation element, and the remainder of the 2006 Work Program will be presented at the next Commission meeting.

#### 6. Other Business

Mr. Raith stated that the next Commission meeting will be Friday, July 29, 2005 at 10:30 A.M., at the Calumet County Courthouse in Chilton. After some discussion the Committee scheduled the next Transportation Committee meeting for Tuesday, October 11, 2005 at 1:30 P.M. at East Central's offices.

With no other business, the motion to adjourn was made by Mr. Danielson. Mr. Schroeder seconded the motion that passed unanimously. The meeting adjourned at 2:30 p.m.

## SUMMARY OF PROCEEDINGS

Oshkosh MPO Long-Range Transportation/Land Use Advisory Committee  
East Central Wisconsin Regional Planning Commission  
Oshkosh City Hall  
August 17, 2005

The meeting was called to order at 2:00 a.m. by Walt Raith, ECWRPC.

### Committee Members Present

Kristi Bales..... City of Oshkosh – Planning  
Lurton Blassingame..... Oshkosh – Citizen  
Cathy Donker ..... OMNNI Associates  
Andrew Rowell ..... OMNNI Associates

### Staff Members Present

Walt Raith .....Principal Planner, Transportation  
Jason Kakatsch ..... Associate Transportation Planner  
Dave Moesch ..... Transportation Planner  
Melissa Kraemer Badtke .....GIS/Planning Specialist  
Jennifer Tovar..... Intern

#### 1. Introductions and approval of the summary from the April 28, 2005 meeting

Mr. Raith welcomed the group and began Committee member and staff introductions.

The committee reviewed the summary from the last meeting, and with no changes Mr. Blassingame moved for approval of the April 28, 2005 summary of proceedings. The motion was seconded by Ms. Bales and passed unanimously.

#### 2. Fox Valley model, land use scenario analysis review and discussion

Mr. Raith explained that the Oshkosh Long Range Transportation/Land Use Plan is an update from the plan that was completed in 1997. He said that any area with a population over 50,000 is required by the Federal Highway Administration (FHWA) to do a Long-Range Transportation/Land Use Plan. Mr. Raith noted that the horizon year for the plan has changed from 2030 to 2035, so that the Oshkosh MPO would have a valid 20 year plan after the 2010 census results are available and a plan update is prepared. Some discussion followed regarding the last plan, which had a 20 year horizon and was out of compliance before census data was available. In the case of the 1997 plan, the MPO had to reaffirm the planning process and recommendations by resolution in 2000, to maintain a 20 year plan horizon.

Mr. Raith stated that East Central continues to work with WisDOT and their consultants to calibrate the travel demand model, which was done by matching base year traffic assignments to actual ground counts on the street and highway system. Once the base year is calibrated using the existing socioeconomic data, staff can enter forecast for the various scenarios and analyze the model outputs. Staff developed three travel demand model scenarios: full build scenario, compact scenario, and the current trend (2035) scenario. Mr. Raith described the travel demand model outputs for each scenario including the base year outputs. He explained that the model produces auto and truck trips, but does not produce trips for other modes of transportation like transit, bicycles and pedestrians. The model uses auto occupancy rates to account for other modes. Some discussion followed regarding changing

the auto occupancy rates to account for additional use of transit and other modes of transportation. For example, the compact scenario was run with the original auto occupancy rates and an adjusted auto occupancy rate. The reason one would want to change the auto occupancy rates is because the land use will change with each scenario. For the compact scenario, there will be denser development; therefore we can assume that more people will use transit or alternative modes of transportation and the auto occupancy rate would be used to account for those changes.

Mr. Blassingame asked if staff could run the model under the assumption that the price of gas would continue increase. Mr. Raith stated that the assumptions could reflect higher gas prices by changing auto occupancy rates that would equate to fewer trips on the system. Ms. Bales asked if the travel demand model takes highway changes into account like the USH 41 6-lane project or the Wisconsin Avenue improvements. Mr. Raith replied that the model is very useful to estimate the impact of changes to the transportation system. Some discussion followed regarding the level of service and other measures used to assess the system.

Mr. Raith stated that the travel demand model measures deficiencies on the network based on the number of vehicles trips, divided by the physical capacity of the roadway. In terms of level of service, operating at level of service E would be over 80 percent of the roadways capacity. Mr. Raith stated that there was not enough difference between the 2005 socioeconomic data and the 2035 projections to see dramatic changes on the transportation network. For that reason staff developed a full build scenario to show more extreme circumstances. He added that work continues on the financial plan and the environmental analysis.

### 3. Review and discuss draft *Oshkosh Long Range Transportation and Land Use Plan, 2035*

Mr. Kakatsch stated the Oshkosh Long Range Transportation and Land Use Plan, 2035 is an update from the 1997 plan. He explained that the document is still in draft form and additional changes can be made. East Central staff is continuing to work on the recommendations and the financial plan with WisDOT. Mr. Kakatsch went through each section with the committee. Mr. Kakatsch asked the committee to look through the draft document and if there was an item not included or if they would like to see something changed to let East Central staff know. Ms. Bales asked if the functional classification system had to be updated for the urbanized and the rural areas. Mr. Raith stated only the urbanized functional classification system had been completely updated.

Ms. Kraemer Badtke explained that East Central staff is currently working on putting together a regional trail system map and asked the committee to please let her know if there is anything that is not on the map. Mr. Kakatsch mentioned that staff has received new freight data and it will be updated in the final document. Mr. Raith stated that staff and WisDOT will take a closer look at freight in the travel demand model. A discussion regarding freight issues occurred.

Ms. Tovar described the intersection crash location map and how the data was compiled. Mr. Kakatsch stated that staff has only mapped the intersection locations right now, but intend to map more of the dataset from WisDOT in the upcoming year. He explained that there are many variables with in the crash dataset that would allow one to find out why an intersection has a high crash rate. Mr. Blassingame asked why there is a difference at intersection #15. Ms. Tovar responded because the data was from WisDOT and there are two ways that the intersection can be listed: on Murdock St., at Main St. or on Main St. at Murdock St. Ms. Tovar also noted that when there is a 4-lane facility it is difficult to map because there is no description regarding which set of lanes the distance was based on. Some discussion followed regarding using the model to develop crash rates.

Mr. Raith explained that staff is working with WisDOT to compiling the financial plan. The Committee reviewed the various map displays in the document. Ms. Bales asked how staff came up with the small TAZs on the map. Mr. Raith stated that the TAZs are derived from the census tract boundaries, land use and physical features like roads and rivers. Mr. Raith explained that some of the TAZs boundaries were modified to coincide with centerline, municipality, and hydrology data. Ms. Bales

asked if the households were a single living unit. Mr. Raith replied that was correct. Mr. Kakatsch noted that the first recommended project in the document is not quite correct and staff will correct it for the final draft. Mr. Raith explained that the list of recommended projects came from the prior plan, the TIP and it includes major regional projects.

4. August 30, 2005 Oshkosh Long Range Plan Public Information Meeting

Mr. Raith handed out flyers for the Oshkosh Long Range Plan Public Information Meeting which will be held August 30, 2005 at Fox Valley Technical College in Oshkosh from 6-8 P.M. Mr. Raith explained that copies of the draft plan will be available at the meeting along with map displays and the travel demand model outputs.

5. Other Business

Some discussion followed regarding the list of recommended projects. Mr. Kakatsch stated that the recommended projects are not limited to highway projects and noted that transit projects and other modes are also included. Some discussion followed regarding the crash intersection locations compared to the recommendations. Mr. Raith explained that staff would like the local municipalities to take a closer look at the crash intersection locations that have been identified. The intersection may not have a safety problem related to the design and is not based on the crash rate. Intersections with a high number of crashes should be evaluated.

Ms. Bales asked if the document would be finalized soon. Mr. Raith stated that the draft plan will go to the public for review, the Commission's, standing Transportation Committee, and ultimately to the full Commission at the end of October.

With no additional business the meeting was adjourned at 3:00 p.m.

## SUMMARY OF PROCEEDINGS

Transportation Committee  
East Central Wisconsin Regional Planning Commission  
ECWRPC Offices  
October 11, 2005

The meeting was called to order by Norm Weiss at 1:30 P.M.

### Committee Members Present

Norm Weiss, Chair .....Waushara County  
Clarence Wolf, Vice-Chair ..... Calumet County  
Marshal Giese ..... Shawano County  
Robert Danielson ..... Waupaca County  
Mark Harris ..... Winnebago County

### Committee Members Absent

Arden Schroeder ..... Winnebago County

### Staff Members Present

Walt Raith .....Principal Transportation Planner  
Jason Kakatsch ..... Associate Transportation Planner  
Dave Moesch ..... Associate Transportation Planner  
Melissa Kraemer Badtke .....GIS/Planning Specialist

### 1. **Proposed Resolution 12-05;** Review, discussion, and action on the draft *Long Range Transportation/Land Use Plan for the Fox Cities (Appleton) Urbanized Area*

Mr. Raith distributed draft documents and explained that all urbanized areas in the nation, defined as having a population over 50,000, are required to prepare a Long-Range Transportation/Land Use Plan. He added that the process is fairly lengthy and noted that about half the Transportation Committee membership has changed since the work effort began in 2002. Mr. Raith said that the Fox Cities Long-Range Transportation/Land Use document is an update of 1997 plan. He briefly described the planning effort as an open process that included participation from the Commission Transportation, Long Range Plan and Technical Advisory Committees comprised of local officials and citizens. A number of public informational meetings and workshops were conducted to seek input from the citizenry.

Mr. Raith stated that major concerns from the public included providing bike/pedestrian facilities and improving transit and other public transportation. Mr. Moesch said the desire for improved public transportation is addressed in the long range plan based on a number of recommendations to initiate a Regional Transit Authority. Mr. Raith added that we almost have that already with Valley Transit dealing with a number of communities to share in the cost to provide the service.

Negotiating every budget cycle with each community does not provide the stability of an RTA, which would spread a lower cost over more jurisdictions based on the mill rate. The mill rate number could be very small, but across many jurisdictions could fund expanded service over a large area, with a system of connecting service to fixed routes. Some discussion followed regarding the route between Oshkosh and Neenah that connects Valley Transit with Oshkosh Transit. The population service area could be from Green Bay to Fond du Lac adjacent to USH 41 connecting three fixed route systems, providing service to thousands people.

Mr. Danielson asked if WisDOT or FHWA (Federal Highway Administration) provided a model of what needs to be included in the plan and if the Fond du Lac plan is similar to the Fox Cities and Oshkosh Plans. Mr. Raith replied that FHWA has seven National Planning Factors that the MPO is required to address in the Long-Range Plan, so the Fond du Lac Long-Range Plan is similar to the Fox Cities and Oshkosh Plans. The group reviewed the section in the plan defining the national planning factors. Mr. Danielson asked if WisDOT will look at the highways that are recommended in the plan.

Mr. Raith replied that plans are almost always the first step in a major transportation project or proposal. Some discussion followed regarding the number of years required to develop a concept, select a preferred alignment, officially map, fund and construct a facility. WisDOT expects the plans to reflect the long term vision of the metropolitan area and give significant consideration to the recommendations in the plan. Mr. Danielson asked who pays for the plans to be completed. Mr. Raith replied that it is a combination of funds from the Federal Highway Administration, the Wisconsin Department of Transportation, the Economic Development Administration, and the Wisconsin Department of Natural Resources and East Central. Some discussion followed regarding the local match provided by the Commission. Mr. Danielson suggested that even smaller communities like Waupaca and Clintonville should also prepare transportation plans. Mr. Raith explained that over the past few years many communities have been addressing transportation planning as part of the current comprehensive planning initiatives.

Mr. Weiss asked if there were any more comments or questions. Hearing none, Mr. Weiss asked the Committee for a motion on Resolution 12-05. Mr. Wolf made a motion for approval. The motion was seconded by Mr. Giese and passed unanimously.

2. **Proposed Resolution 13-05;** Review, discussion, and action on the draft *Long Range Transportation/Land Use Plan for the Oshkosh Urbanized Area*

Some discussion followed regarding the distinction between the Fox Cities and Oshkosh area in that they are both designated MPO areas. Mr. Raith said that the new travel demand model used for the plan updates combined the old Fox Cities and Oshkosh into one Fox Valley model. Mr. Raith said that someday the Fox Cities and Oshkosh could potentially be designated as one urbanized area. Some discussion followed regarding the interaction between the two urbanized areas and the USH 41 6-lane project that connects them. Mr. Raith noted that both Long-Range Transportation/Land Use Plans discuss the 6-lane project.

Some discussion followed about the need to get the projects on the radar screen so that the process for analysis and funding can begin. Mr. Harris stated that ideally Winnebago County would like to have the highway routes planned and provided by the time they are needed. Mr. Harris talked about the challenges of planning and providing highways.

He cited the proposed extension of Clairville Road on the west side of Oshkosh, as an example of a north-south arterial that should have been in place for future development. Now much of the corridor is developed and it would be difficult to obtain the right-of-way required. Mr. Raith stated that he would like to see the state consider legislation in that once a corridor has been define and becomes officially mapped, the cost of the land to the public should not increase. Some discussion followed regarding the increase in right-of-way cost for the CTH CB project.

The Committee reviewed the listing of major planned projects. A short discussion occurred with regards to adding another interchange on USH 41 between Breezewood/Bell and STH 76/Jackson Street. The group discussed the long term expansion recommended for STH 21 from Interstate 90/94 to USH 41. Mr. Weiss asked if there were any more comments or questions regarding the Proposed Resolution 13-05. Hearing none, Mr. Harris moved for approval of the resolution. The motion was seconded by Mr. Danielson and passed unanimously.

3. Update on the adopted Transportation Improvement Program for the Fox Cities (Appleton) and Oshkosh Urbanized Areas, 2006

Mr. Moesch handed out a revised Table A-4 from the *Fox Cities (Appleton) and Oshkosh Transportation Improvement Program (TIP) 2006*. He explained that WisDOT had recalculated the amount of funding available for the Fox Cities Urbanized Area. Some discussion followed regarding a WisDOT adjustment that had been done statewide, changing the urban and rural program amounts. In addition to that, the two projects that were selected for the 2008-2009 biennium have changed. Mr. Moesch stated that with the change in the amount for funding available, Outagamie County was unable to budget the local share required for both projects. Outagamie County then suggested making the full allocation for the College Avenue project; primarily because it could be completed at the same time as the new College Avenue Bridge slated for 2008. Mr. Raith provided a brief overview of the TIP process and explained that staff ranks about 6 projects just in case one project falls through. He stated that originally 60% of the allocation was proposed to go to the CTH A project, with 40% proposed for College Avenue. Staff supports the change because the College Avenue projects can be completed at the same, which will minimize traffic disruption.

4. Status report on the Regional Comprehensive Plan

Mr. Kakatsch said that Milestones #1 and #2 are completed and staff is currently working on Milestone 3, Strategies for Action. Milestone #3 is expected to be brought to the commission at the October 28, 2005 meeting. Mr. Kakatsch added that the final document will be Milestone 4, Guide for Implementation, which is scheduled to be brought to the Commission at the April 2005 quarterly meeting. Mr. Raith mentioned that Milestone 4 will primarily be objectives, policies, recommendations and implementation strategies. Mr. Raith referred to map displays and stated that staff is currently identifying, updating and enhancing regionally significant feature data. The group reviewed the matrix display showing highway and rail road corridor information, river and water sheds and geological features like the Niagara Escarpment at High Cliff State Park and the Ledge near New London. Some discussion followed regarding glacial features that were identified on the mapping. Mr. Raith stated that if any of the Committee members have comments or questions to please let staff know.

5. Other Business

Mr. Raith requested that the group set up a schedule of meetings for next year. The committee agreed that the second Tuesday every Quarter in the afternoon worked well. Mr. Raith stated that he would send out memo regarding those meeting times. The next meeting is scheduled for January 10, 2006 at 1:30 p.m.

Mr. Danielson asked how the Commission was doing on selecting a new facility. Mr. Weiss explained that the steering committee is currently looking at the Old Menasha Hotel and the Boiler Room in the Gilbert Paper Factory. Mr. Fowle was asked to provide a brief overview and status of the process. He listed the pros and cons of both locations and said that the Steering Committee will be viewing both locations October 20, 2005. He then invited the transportation committee members to also view the locations and give their input to the Steering Committee. Mr. Fowle stated that the lease for the current office space has been extended until February 2007. He added that Steering Committee will hopefully make a decision regarding office space by November/December of 2005 or at the end of January 2006. Mr. Fowle said anyone with questions or comments could contact him at their convenience.

Mr. Weiss asked the committee if there was any other business. Hearing none, Mr. Giese made a motion to adjourn. Mr. Harris seconded the motion that n passed unanimously. The meeting adjourned at 2:20 p.m.

## SUMMARY OF PROCEEDINGS

East Central Wisconsin Regional Planning Commission  
La Sure's Banquet Hall, Oshkosh  
October 28, 2005

- I. **PLEDGE OF ALLEGIANCE**
- II. **MOMENT OF SILENT MEDITATION**
- III. **ROLL CALL**

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Ernie Bellin at 1:15 P.M. Roll call was taken showing the following attendance:

### Commission Members Present

Merlin Gentz .....	Calumet County
Wilma Springer .....	Calumet County
Robert "Toby" Paltzer .....	Outagamie County
Clifford Sanderfoot .....	Outagamie County
Tim Hanna .....	Outagamie County
Larry Cain.....	Outagamie County
Marvin Fox .....	Outagamie County
Marshall Giese .....	Shawano County
Arlyn Tober .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Brian Smith .....	Waupaca County
Dick Koeppen .....	Waupaca County
Duane Brown .....	Waupaca County
Norman Weiss .....	Waushara County
Neal Strehlow .....	Waushara County
Mark Harris .....	Winnebago County
David Albrecht .....	Winnebago County
Richard Wollangk (Alt. for Bill Castle) .....	Winnebago County
Ernie Bellin .....	Winnebago County
Arden Schroeder .....	Winnebago County
Phillips Scoville .....	Winnebago County

### Commission Members Absent

Clarence Wolf .....	Calumet County
Brian Kowalkowski .....	Menominee County
Ruth Winter .....	Menominee County
Randy Reiter .....	Menominee County
Don Grissman .....	Outagamie County
Yvonne Feavel .....	Waushara County

### Staff Members Present

Eric Fowle .....	Executive Director
Fred Scharnke .....	Assistant Director
Walt Raith .....	Principal Planner
Elizabeth Runge .....	Principal Planner
Ed Kleckner .....	Associate Planner
Betty Nordeng .....	Associate Planner



Kathy Thunes .....	Associate Planner
Jason Kakatsch .....	Associate Planner
Jon Motquin.....	Planner
Joe Huffman .....	Planner
Todd Verboomen .....	Planner
Rick Stadtmueller .....	GIS Coordinator
Andrew Jennings .....	IT Coordinator
Trish Nau .....	GIS/Planning Specialist
Melissa Kraemer-Badtke .....	GIS/Planning Specialist (LTE)
Vicky Johnson .....	Administrative Specialist

#### IV. **APPROVAL OF AGENDA**

Chair Bellin asked for a motion to approve the revised agenda. Motion was made by Mr. Wollangk, seconded by Mr. Paltzer. Passed unanimously.

#### V. **MINUTES OF THE July 29, 2005 MEETING**

Mr. Weiss moved to approve the minutes of the July 29, 2005 meeting, seconded by Mr. Wollangk. The motion was passed unanimously.

#### VI. **ANNOUNCEMENTS**

Mr. Fowle announced that Elizabeth Runge will be leaving the Commission as of October 31, 2005.

Mr. Fowle stated that included in the packet was an article from the Post Crescent concerning East Central and that in the future he will include such items in the packet. Mr. Fowle also showed the award/plaque and green ribbon that East Central and the Town of Greenville received from the Community Open Space Foundation for the work that East Central performed along with the Town on the GreenPrint Plan. This is a statewide award given by the Foundation to six recipients.

#### VII. **BUSINESS**

##### A. Steering Committee

1. Acceptance of the Summary of Proceedings for the July 29, October 6 and October 20, 2005 Meetings.

Mr. Sanderfoot moved to accept the Summary of Proceedings for the July 29, October 6, and October 20 meetings. The motion was seconded by Mr. Gentz and passed unanimously.

2. Proposed Resolution No. 14-05: **Adoption of the Annual Affirmative Action Program for Equal Employment Opportunities**

Mr. Scharnke explained that the Affirmative Action Program is required by federal law and that it is intended to measure how well East Central's pool of employees represents the gender and racial makeup of the labor force in the Metropolitan Statistical Area (MSA). He stated that the Affirmative Action Program looks at East Central's hiring policies according to gender and minorities. Mr. Scharnke briefly addressed the tables in the report, explaining the significance of the numbers.

Mr. Hanna moved for approval of Proposed Resolution No. 14-05, seconded by Mr. Sanderfoot. Motion passed unanimously.

3. Proposed Resolution No. 15-05: **Resolution of Support for the East Central and Bay Lake Regional Planning Commission to Jointly Prepare an Application to the Economic Development Administration to Fund a Feasibility Study Assessing North East Wisconsin Technology Infrastructure**

Ms. Runge explained that Proposed Resolution No. 15-05 is requesting the Commission's support on a joint application with Bay-Lake RPC to EDA to obtain funding for a feasibility study of the technology infrastructure within an eighteen county area. East Central will submit a pre-application to EDA pending their invitation to submit a full application. In the meantime, East Central will be seeking funds from other sources, such as, the Department of Commerce and CBDG funding opportunities, to match the EDA funds that would be awarded. A resolution of support is required to submit the pre-application.

Mr. Hanna moved to approve Proposed Resolution No. 15-05, seconded by Mr. Paltzer. Motion passed unanimously.

4. Proposed Resolution No. 16-05: **Authorizing the Commission to Enter into an Agreement with the Waushara County Law Enforcement Committee for the Preparation of an All Hazards Mitigation Plan**

Mr. Jennings stated that proposed Resolution No. 16-05 is for the preparation of an All-Hazards Mitigation Plan for Waushara County. He noted that the scope of services and the contract were included in the packet. This contract would begin in January 2006 and would be for a sixteen month period at a cost of \$37,000.

Mr. Weiss moved for approval of Proposed Resolution No. 16-05, seconded by Mr. Schroeder. Motion passed unanimously.

Mr. Fowle noted that East Central may be entering into a similar agreement with Shawano County. East Central will be providing technical assistance applying for dollars and that may result in a contract next year.

5. Proposed Resolution No. 17-05: **Requesting Wisconsin State Senators to Oppose Senate Bill 89, and its Companion, Assembly Bill 155**

Mr. Kleckner stated that Senate Bill 89 would deny cities the long-standing right to remove objectionable "structures and fixtures" including signs and billboards, by the process of amortization. After analyzing Senate Bill 89 and Assembly Bill 155, two issues became a concern to East Central: first, who is going to make decisions for the local communities, and second, protecting our scenic beauty within the State. The conclusion reached was that the local communities who are close to the issue and local officials who understand the particular circumstances of each transaction should make the decision rather than have state legislators who are not able to view each circumstance individually make the decision. East Central would like to see the amortization powers that currently exists within communities stay in place. He stated that he is recommending a resolution be passed opposing this bill.

Mr. Schroeder moved for approval of Proposed Resolution No. 17-05, seconded by Mr. Albrecht, passing unanimously.

6. Financial Status Report

Mr. Fowle referred to the financial status report handout out prior to the meeting. He informed the Commissioners that he will be making this report a regular item on the

quarterly agendas. Mr. Fowle reiterated that a majority of the \$84,000 shown as the beginning cash reserve for the 2005 budget is a carryover from the NR-135 Program. In reviewing the original 2005 budget he found a \$50,000 negative error in the math. Mr. Fowle noted that there have been some cash flow issues and a revolving line of credit was opened and accessed twice. When funds arrived, the loan was paid off. He stated that in order to stay in the black, the billing target for the local contracts has to be met.

He also noted that with the final figures coming in for health insurance at a lower rate than anticipated, the 2006 budget is looking more positive.

Mr. Fowle indicated that he will be tracking the budget monthly and reporting back to the Steering Committee and the Commissioners; develop more formal project management methods and implementation; review cash flow procedures; review different strategies and potential changes regarding local contracts and billing with the auditors; and possibly separating out the NR-135 Program money from East Central's money. Also he will be discussing with the Steering Committee the development and use of Health Reimbursement Accounts (HRA's) to help offset the costs of health insurance for 2007.

#### 7. New Office Update

Mr. Fowle stated that after discussion at the Steering Committee, he was given the authority to pursue one of the alternatives for new office space – the Gilbert Paper site. The preliminary numbers indicated that the agency could save \$1,000 per month from current costs plus have an additional 1,200 sq. ft. of office space. The Steering Committee will meet again on November 11 to discuss all the final details and take action. The lease will be on the January Quarterly Commission Meeting agenda for all the Commissioners to review. Due to the time frame, the developer will need to proceed quickly; therefore, if the Steering Committee's endorsement is not sufficient, it may be necessary that the Commissioners meet at a special meeting in December to approve the lease.

#### B. Economic Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the October 13, 2005 meeting.

Mr. Brown moved for acceptance of Chairman's Report and Summary of Proceedings of the Economic Development Committee, seconded by Mr. Albrecht. Passed unanimously.

3. Proposed Resolution No. 11-05: **Adopting the 2005 Comprehensive Economic Development Strategy (CEDS) Update**

Ms. Runge stated that the Comprehensive Economic Development Strategy (CEDS) is updated annually. As Economic Development District through the EDA program, East Central is required to complete this document. It serves as an information resource and provides baseline information for the communities.

Mr. Koeppen moved for adoption of Proposed Resolution No. 18-04, seconded by Mr. Weiss. Passed unanimously.

#### C. Open Space and Environmental Management Committee

1. Chairman's Report.

2. Acceptance of the Summary of Proceedings for the October 11, 2005 meeting.

Mr. Tober indicated the Chairman's Report and the Summary of Proceedings for the Open Space and Environmental Management Committee meeting were in the packet and moved for acceptance of them. The motion was seconded by Mr. Fox, passing unanimously.

D. Community Facilities Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the September 7, 2005 meeting.

Mr. Sanderfoot moved for acceptance of the Chairman's Report and the Summary of Proceedings from the September 7, 2005 meeting, seconded by Ms. Springer. Passed unanimously.

E. Transportation Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the October 11, 2005 meeting.

Mr. Weiss moved for approval of the Chairman's Report and the Summary of Proceedings for the Transportation Committee, seconded by Mr. Giese. Unanimously passed.

3. Proposed Resolution No. 12-05: **Adoption of the Long-Range Transportation/Land Use Plan for the Fox Cities (Appleton) Urbanized Area**

Mr. Raith stated to the Commissioners that East Central is the designated Metropolitan Planning Organization for the Fox Cities and Oshkosh urbanized areas. All urbanized areas with a population over 50,000 are required to prepare long range plans and transportation improvement programs to meet federal planning requirements. He said even though these are two separate urbanized areas, he would address the resolutions together.

He explained that the adopted objectives, goals and policies are a very important part of these plans, because the communities can use them as guidance for issues that they have relative to their transportation systems. This is the basis for the long term vision that communities have. He added that with few exceptions, major transportation projects get started by appearing in planning documents. He said that many of the projects and program recommendations in the plan will take years to implement, and that the plan represents an important step in that process. He briefly described some of the major recommendations that appear in the documents.

Mr. Wollangk moved to adopt Proposed Resolution No. 12-05, seconded by Mr. Paltzer. Motion passed unanimously.

4. Proposed Resolution No. 13-05: **Adoption of the Long-Range Transportation/Land Use Plan for the Oshkosh Urbanized Area**

Mr. Harris moved to adopt Proposed Resolution No. 13-05, seconded by Mr. Giese. Motion passed unanimously.

F. Regional Comprehensive Planning Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the October 5, 2005 meeting.  
(Meeting was rescheduled for October 28, 2005, 11:00 A.M. due to lack of quorum)

Mr. Gentz motioned to accept the Chairman's Report, seconded by Mr. Cain. Motion passed unanimously.

3. Regional Comprehensive Plan Update

Mr. Fowle referred to the draft document that was handed out prior to the meeting. The draft document is only a portion of Milestone #3: Goals and Strategies for Action. The intention is to make this document useable, meaningful and easy to comprehend. This plan will address the strategies of action to deal with the issues and opportunities brought forth in Milestone #1 and #2.

Mr. Fowle noted that, due to Elizabeth Runge's resignation, this effort may be extended beyond the original completion date and he will contact WDOA.

Mr. Fowle explained the preliminary Regionally Significant Features maps that were on display and encouraged the Commissioners to view them after the meeting.

VII. **OTHER BUSINESS**

Mr. Fowle reminded the Commissioners that the next mini-conference will be "Availability and Usage of GIS and Aerial Photography by Local Governments" on January 27, 2006 at Liberty Hall, Kimberly.

Mr. Bellin thanked the Steering Committee for all their time and effort into finding a new location for the office.

IX. **ESTABLISH TIME AND PLACE FOR NEXT COMMISSION MEETING**

Quarterly Commission Meeting, 1:15 P.M., January 27, 2006, Liberty Hall, Kimberly.

X. **ADJOURNMENT**

Mr. Brown moved for adjournment, seconded by Mr. Sanderfoot. The motion passed unanimously and the meeting adjourned at 1:55 P.M.

## APPENDIX D

### Resolution of Adoption

**PROPOSED RESOLUTION NO. 13-05**

**ADOPTION OF THE LONG RANGE TRANSPORTATION AND LAND USE PLAN FOR THE OSHKOSH URBANIZED AREA**

**WHEREAS**, the East Central Wisconsin Regional Planning Commission has been designated by the Governor of the State of Wisconsin as a Metropolitan Planning Organization (MPO) for the purpose of carrying out cooperative, comprehensive and continuing urban transportation planning; and

**WHEREAS**, a plan was prepared to meet the requirements of the Transportation Equity Act for the 21<sup>st</sup> Century, as prescribed in the U.S. Code, Title 23 Section 134 and in accordance with joint Federal Highway Administration and Federal Transit Administration Metropolitan Planning Rule in the Code of Federal Regulations, Title 23, Part 450 and Title 49, Part 613, effective November 29, 1993; and

**WHEREAS**, the principal elected officials of local governments in the Oshkosh Urbanized Area including Winnebago County, the City of Oshkosh, the towns of Algoma, Black Wolf, Nekimi, Oshkosh and Vinland, their designated staffs, technical and transportation plan advisory committees and the public, have participated in the planning process; and

**WHEREAS**, the public participation was consistent with a formally adopted Public Involvement Plan that included local newspaper advertising, radio coverage, special needs accommodations, and public information meetings in locations with access to public transportation; and

**WHEREAS**, the long range plan considers all modes of transportation and reflects the forecast growth, land use and transportation plans, goals, objectives and policies of the member communities; Now, Therefore:

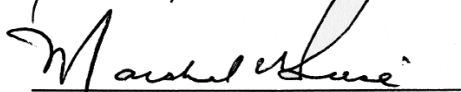
**BE IT RESOLVED THAT THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION ADOPT THE LONG RANGE TRANSPORTATION AND LAND USE PLAN FOR THE OSHKOSH URBANIZED AREA:**


Effective Date: October 28, 2005


Submitted By: Transportation Committee

Prepared By: Walt Raith, ECWRPC

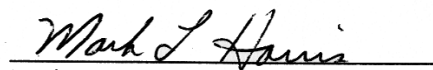
  
Norm Weiss, Chair

  
Marshal Giese

  
Robert Danielson

  
Clarence Wolf, Vice Chair

\_\_\_\_\_  
Arden Schroeder

  
Mark Harris

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**WHEREAS**, the public participation was consistent with a formally adopted Public Involvement Plan that included local newspaper advertising, radio coverage, special needs accommodations, and public information meetings in locations with access to public transportation; and

**WHEREAS**, the long range plan considers all modes of transportation and reflects the forecast growth, land use and transportation plans, goals, objectives and policies of the member communities; Now, Therefore:

**BE IT RESOLVED THAT THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION ADOPT THE LONG RANGE TRANSPORTATION AND LAND USE PLAN FOR THE OSHKOSH URBANIZED AREA.**

Effective Date: October 28, 2005

Submitted By: Transportation Committee

Prepared By: Walt Raith, ECWRPC

  
Ernie Bellin, Chair



## APPENDIX E

Documentation of Public Involvement Notices,  
Public Comments on Long Range Plan

## **Oshkosh Urbanized Area Public Involvement Process**

### **Background**

The Oshkosh urbanized area includes the City of Oshkosh, and portions of the towns of Algoma, Oshkosh, Omro, and Nekimi. The East Central Wisconsin Regional Planning Commission acts as the MPO policy board, and the technical advisory committee was established with representation from these municipalities, and from various other transportation modes, WisDOT, and FHWA.

### **Purpose**

The purpose of the Public Involvement Process (PIP) is to set out the parameters to allow for, encourage, and monitor participation of all citizens in the urbanized area, including but not limited to low income and minority individuals, and those with limited English proficiency. While traditional means of soliciting public involvement may not reach such individuals, or might not allow for meaningful avenues of input, it is the intent of this policy to take reasonable actions throughout the planning process to provide opportunities for historically under-served populations to participate.

This document will lay out procedures to provide opportunities for all area citizens to participate in the development of the Transportation Improvement Program (TIP) for the Fox Cities (Appleton-Neenah) and Oshkosh Urbanized Areas, and the Long-range Transportation/Land Use Plan (LRP) for the Oshkosh urbanized area, and other planning documents that may be developed. The TIP is produced annually, which compiles all federally-, state-, and significant locally-funded transportation projects and programs in the urbanized area, and documents the selection of transportation projects under the STP-Urban program. The LRP is a document which is updated every five years, and looks at a 20+ year horizon. The LRP relates future land use expectations to transportation needs in the urbanized area and makes recommendations for projects and programs to meet those demands.

Also, this document is intended to meet federal civil rights requirements included in Title VI – Civil Rights Act of 1964. Environmental Justice provisions, adopted in Executive Order #12898, require that no population, particularly minority and low-income, be subject to a disproportionate share of adverse impacts, or are denied benefits of a program. Environmental Justice adds specific protected status of low income individuals to the Title VI requirements, to provide all members of the public equal access to federal aid programs.

### **Goals and Objectives for the Public Involvement Process**

Goal: The goal of the PIP is to offer real opportunities for the engagement of all citizens of the Oshkosh area in the development of transportation plans and programs.

## Objectives:

- To determine what non-English languages and other cultural barriers exist to public participation within the Oshkosh area.
- To provide a general notification of meetings, particularly forums for public input, in a manner that is understandable to all populations in the area.
- To hold meetings in locations which are accessible and reasonably welcoming to all area residents, including, but not limited to, low-income and minority members of the public.
- To provide avenues for two way flow of information and input from populations which are not likely to attend meetings.
- To provide a framework of actions appropriate to various types of plans and programs, as well as amendments or alterations to any such plan or program.

## Identification of Stakeholders

Stakeholders are those who are either directly, or indirectly, affected by a plan, or the recommendations of that plan, or by the projects included in a program of projects. Those who may be adversely affected, or who may be denied benefit of a plan's recommendation(s) or project(s), are of particular interest in the identification of specific stakeholders. As an example, the long-range transportation/land use plan for the urbanized area requires a fairly wide brushstroke in identifying stakeholders. Because of the geographically broad area covered, the entire metropolitan planning area, and the multi-modal nature of the plan, stakeholders include everyone who makes, funds, or provides trips in the area, or deals with the transportation of goods into, out of, or around the area. For the purposes of this document, stakeholders are broken down into several groups: general citizens, minority and low-income persons, public and transportation agencies, and private organizations and businesses.

**General Citizens:** There are 71,064 residents in the Oshkosh Urbanized Area (U.S. Census, 2000). Over 93% of the population of the urbanized area consider themselves to be of solely of a white race. Over 99 percent of the households have someone over the age of 14 who speaks English, with 92 percent speaking only English in the home.

Some of the techniques that can be used to engage the general population are public notices of meetings in the local newspaper, open house format public information meetings. While these techniques will continue, staff will make a greater effort to engage the general public, possibly with techniques such as, nominal group exercises, surveys, use of local news media, etc.

**Minorities:** Minority populations make up a fairly small percentage of the population in the Oshkosh urbanized area. (See Table 1.) Persons of Asian races make up the largest minority, with just over 2½% of the total population of the urbanized area. Hispanic and Black persons account for 2.01% and 1.81% of the population, respectively. There are also a small number of American Indian/Alaska native (.5%) and Hawaiian/Pacific Islander individuals (.02%). Persons who consider themselves to be of more than one race account for just over 1% of the population.

### Oshkosh urbanized area - Race

Category	Number	Percent of Pop.
Total	71,064	100.00%
Total one race	70,253	98.86%
White	66,228	93.19%
Black	1,284	1.81%
American Indian/Alaska native	354	0.50%
Asian	1,821	2.56%
Hawaiian & Pac. Islander	14	0.02%
Other	552	0.78%
Two or more races	811	1.14%
Hispanic	1,431	2.01%

Source: U.S. Bureau of the Census, 2000.

Engaging minority, and low-English proficiency populations can be challenging. Language and cultural differences may not be compatible with the more traditional means of engaging the public in the planning process. The Oshkosh Area MPO will make reasonable efforts to engage minority populations using techniques, such as including notations in public notices in appropriate non-English languages that will provide a contact where the individual can be informed of the process/project, and will have the opportunity to give input. Focus groups may also be established for the purpose of gaining input from a particular defined portion of the community. Also, advocacy groups can be a good resource for contacts and dissemination of information to minority and low-English proficiency populations. Such advocacy groups or agencies can have insight into the needs of the under-represented populations, as well as providing valuable contacts or arenas for input. Contacts with local translators should also be maintained, and used as requested and needed.

**Low-income:** Low income households, those under 150% of the poverty level, account for over 17 percent of all households in the urbanized area, and 9.3 percent of the population were actually below the poverty level, based on 1999 incomes. Low income population of the Oshkosh urbanized area should be given every reasonable opportunity to provide input on transportation plans and programs, to avoid disproportionate harm, or lack of benefit, of transportation programs and projects.

While low-income individuals may have access to all of the traditional means of public involvement, discussed under "general public", they may be less likely to become involved, or offer input. Some methods of gaining input either directly or indirectly from this portion of the population include focus groups, informal interviews, and agency/advocacy group contacts.

**Public and Transportation Agencies:** Public agencies can provide valuable input to the planning process, in addition to assisting in gaining participation from traditionally under-represented populations. Pertinent public agencies include those that provide funding for transportation services, provide actual transportation services for their clients, or have clients who fall into under-represented populations, including but not limited to minorities, low-income, and limited English proficiency households. These agencies have great insight into the transportation needs of their clients and are useful partners in overcoming difficult barriers that may not be understood by professionals dealing more distinctly with the provision of transportation services.

Transportation agencies are obviously critical to the planning process. All agencies and private providers of transportation services have a vested interest in the plan's recommendations, and their input to the process helps to smooth implementation of those recommendations. Special efforts should be made to include representatives from all modes of transportation on technical committees. Oshkosh Transit System and an existing paratransit coordinating committee serve as valuable resources.

**Private Organizations and Businesses:** Private organizations and businesses offer a number of perspectives that are valuable to the transportation planning process. Participation from privately operated modes, such as railroads and trucking companies can be more difficult to attain than from those that are publicly owned and operated, but these modes are especially critical in topics related to highway congestion and freight movement. Often, transportation for employees is of critical concern to private sector employers. What is frequently a larger issue is freight movement. The ability to access major highways, and using the proper mode of transportation (truck or rail), is at the root of business decisions and, of concern to local officials, the area's economic development potential. For these reasons, representation of private business interests will be included in the planning process, particularly on long-range plan committees. A good resource for making contacts and sparking participation of this group is the Oshkosh Chamber of Commerce.

## **Milestones**

**Public Involvement Plans:** This document, upon its adoption, is to serve as the PIP for the Oshkosh MPO. The adoption of this process will not occur before the public review and comment period of at least 45 days. Availability of the policy for review will be advertised in a manner reasonably expected to reach the general public, as well as minority populations, low-income persons, and other traditionally under-served populations. This could occur through contacts mentioned earlier in this document, notification of contacts available in English, Spanish, and Hmong languages, in addition to traditional public notices in local newspapers.

Any comment received during the 45-day comment period will be considered by the MPO Policy Board, and incorporated as appropriate. If such comments prompt significant change to the policy, or if significant changes are prompted by internal review, such that a population protected by under Title VI is adversely affected, or disproportionately loses benefits included in the original policy, a 30-day review period will follow prior to final action by the MPO Policy Board.

**Long Range Plans:** A public involvement activity plan should be developed at the beginning of each long range planning process. This will consist of a preliminary schedule of the planning process, public involvement activities, key meetings, public information meetings, review periods, and anticipated approvals.

Public involvement is key at all stages of plan development. An initial input session and at least one review and comment period, at a minimum, will be offered, but it is suggested that there be some input opportunity at each major stage of the process, including: needs identification, plan goals and objectives, alternatives, policies, draft document, and amendments to the plan. At some stages, particularly needs identification and alternatives, particular techniques could be

used to gather valuable input directly from the public at large or from under-represented subgroups of the population. Some such techniques include nominal group exercises, focus groups, a citizens' advisory committee, surveys, and an interactive website. Through a website, people can obtain information about each plan element and provide input to the process immediately.

Other stages of the planning process, like reviewing objectives or policies compiled by the MPO staff and the MPO TAC, or reviewing a draft documents or summaries, are more conducive to other techniques. Printed materials or tapes, in English, Spanish, Hmong, large type, and/or Braille, if requested and necessary, available for review at libraries and/or community centers, and other locations that may be frequented by low-income or minority citizens with comment cards or some appropriate contact to submit comments can be useful. Presentations to targeted groups or representative organizations, and availability on a website are also good techniques for this review and comment function.

Other techniques could also be determined to be useful at any particular stage of the process, and new and different techniques will be utilized as deemed appropriate.

**TIP:** The Transportation Improvement Program (TIP) is compiled annually, and therefore lends itself to a more structured schedule of planning process, as well as the public input to that process. The TIP compiles all federally- and state-funded projects, as well all significant locally-funded transportation projects. Another purpose of the TIP is to document the prioritization and selection of STP-Urban projects. The following rough schedule presents a framework for the compilation of the TIP and key points for public involvement opportunities.

**TIP Process Schedule  
Oshkosh Area MPO**

<b>Time</b>	<b>Public Involvement Opportunity</b>	<b>MPO Action</b>
Late February	public notice of request for projects	projects requested of municipalities and state
Late April	deadline for project submittal	deadline for project submittal
May		STP-Urban projects prioritized by MPO staff, draft TIP compiled
Early June	TAC meeting	TAC meets to recommend STP-Urban projects for funding and review draft document
Mid June	45-day public review and comment period	reviewing and incorporating comments
Mid August	end of 45-day public review period	MPO approval

MPO staff will determine if any proposed projects will affect minority and low-income populations using U.S. Census data. More contacts will be made if an affect is detected. In any case, appropriate language notation will occur in each public notice, likely in Spanish and/or Hmong, which would inform the reader of a contact for further information.

**TIP Amendments:** The MPO will amend the TIP when new projects are added to the program following its adoption and when projects shift between programming years.

## **Major Amendments**

A major TIP amendment will be necessary when a project that is approved for federal or state funds in the TIP is replaced by another project in the TIP's priority list *or* when a project is moved into the first four years of the TIP.

A major amendment will require the following steps:

- MPO staff will begin the amendment process by releasing the proposed amendment for a 30-day public review period. Staff will inform the public of the proposed amendment by sending notices to the organizations on the Policy and Technical Advisory Committee, and other public agencies and private transportation providers mailing lists, and by publishing legal notices in local newspapers. These notices will be distributed before the 30-day review period begins.
- The public notices in local newspapers will include contacts for more information as well as a mailing and email address to submit comment, and the date of anticipated action by the MPO Policy Board.
- The amendment will be reviewed by the MPO TAC with a recommendation to the MPO Policy Board for approval.
- MPO staff will present the proposed amendment to the MPO Policy Board for approval.

## **Minor Amendments**

Minor TIP amendments will be necessary when any projects are added to the out-years of the TIP, and do not affect approved projects, those that are within the TIP's first four years. Also, minor amendments can cover projects that are changing years or changing dollar amounts not more than 10 percent of the total program. Minor amendments will also be necessary when additional projects are added to existing project categories (e.g. Hazard Elimination and Safety, and Office of the Commissioner of Railroads, OCR projects).

MPO staff will inform the MPO TAC and the agencies and private providers mailing list of proposed minor amendment by letter, and given the opportunity to comment. The MPO TAC will review the minor amendment, and pass a recommendation on to the MPO Policy Board for action.

**Planning Studies:** The MPO's major planning studies will typically involve the following components, though a specific determination of public involvement actions will be determined as appropriate to each study:

### **Issue Identification**

The Issue Identification element of the MPO's studies will be a cooperative effort between staff and some or all of the following:

- The public (through visioning sessions, neighborhood meetings, transit surveys, etc.).
- Professionals in various fields (planners, engineers, transit managers, educators, social service providers, businesspeople, etc.).
- Elected officials and appointed board members (common council members, planning commission members, etc.).

The Issue Identification phase of MPO studies can involve the creation of an advisory committee comprised of citizens, professionals, elected officials, and/or appointed board members. These committees will typically meet within the area being studied (at a municipal building or within a neighborhood, preferably accessible by public transportation, and staff will hold as many meetings as appropriate.

### **Goals and Objectives**

The goals and objectives of studies will typically be based on the information collected during the Issue Identification phase, and they will be presented to advisory committees at public meetings when advisory committees are a part of the process.

### **Alternatives and Policies**

Alternatives and policies that are developed and recommended during planning studies will be presented to advisory committees at public meetings when these committees are a part of the process, as well as to the MPO TAC.

### **Draft Documents**

After completing draft documents, the documents will be made available for public review after being sent to the study advisory committees, if advisory committees exist, or to the MPO TAC. The public will also be invited to attend presentations of the documents to the appointed and/or elected bodies that will adopt them, usually the MPO Policy Board.



## **Amendments**

The MPO will ensure that the public has an opportunity to comment before its planning studies are amended by informing the public of proposed amendments, establishing a 30-day public review period, and holding an open house/public hearing. The public will also be invited to attend the amendment adoption meetings.

## **Outreach Efforts**

In addition to the outreach efforts identified earlier in this policy, MPO staff will use the following techniques during its planning studies, as deemed appropriate by staff and the MPO Policy Board:

- Presentations to professional, citizen, and student organizations.
- Articles in community newsletters.
- Press releases and meetings with local media representatives.
- "Drop-in" meetings with business owners and others.
- Informal conversations with individuals and small groups.
- Interviews with people who are or could be affected by study recommendations.
- Presentations by experts on various transportation-related subjects.
- Telephone and on-board transit surveys.
- Surveys and questionnaires concerning various planning issues.
- Posting transportation-related studies and plans on the MPO website.

The MPO will also experiment with other techniques to determine the best methods of involving all segments of the metropolitan area population in the planning process.

## Evaluation Criteria and Process

The MPO will use the following evaluation criteria for its public participation techniques, as deemed appropriate for each project:

<b><u>Participation Techniques</u></b>	<b><u>Evaluation Criteria</u></b>	<b><u>Performance Goals</u></b>	<b><u>Methods of Meeting Goals</u></b>
Public Participation Process.	None – required by TEA-21.	N/A	MPO staff will review the PIP annually to determine if modifications are necessary.
Citizens Advisory Committees.	Attendance.	Average committee meeting attendance of at least 50 percent during a planning effort.	Distribute committee materials before meetings, establish consistent meeting schedules, when possible.
Direct Mailings (letters, fliers, etc.).	Completed flier surveys returned, number of people reached by the mailings, etc.	Minimum 1 percent of flier surveys returned <b>or</b> mailings reach at least 90 percent of the people who are affected by a project.	Design the fliers and other mailings in ways that encourage people to open and read them.
Community Visioning Sessions/Public Informational meetings	Attendance.	Minimum 1 percent of affected population attends each session.	Schedule at convenient times and accessible locations
Website	Number of hits; comments received	Minimum of 20 hits per month	Advertise the site in public notices and other, encourage people to obtain information from the site.
Project-Specific Newsletter Articles.	Comments from project participants and others.	newsletter reaches at least 50 percent of people who are affected by a project.	Encourage publishers to place articles in prominent locations within newsletters.

<b><u>Participation Techniques</u></b>	<b><u>Evaluation Criteria</u></b>	<b><u>Performance Goals</u></b>	<b><u>Methods of Meeting Goals</u></b>
Open House Meetings.	Attendance.	Minimum 1 percent of affected population attends during each project.	Schedule the meetings at convenient times and accessible locations.
Public Hearings.	None - required by Wisconsin Statutes	N/A	Schedule meetings at convenient times and accessible locations.
Legal Advertisements.	None – required by Wisconsin Statutes.	N/A	N/A
Presentations to Professional, Citizen, and Student Organizations.	Comments from participants.	Most comments indicate that presentations are clear and informative.	Use pictures and other visuals to demonstrate concepts.
Press Releases, Meetings with Local Media Representatives.	Publication and broadcasting of planning-related stories.	No standard.	Inform media representatives of planning issues, be available to answer questions, develop and maintain relationships with media representatives, etc.
Presentations by Experts on Transportation-Related Subjects.	Attendance, comments from attendees.	Most comments indicate that presentations are clear and informative.	Hold presentations at convenient times and accessible locations, publicize the presentations thoroughly.
Surveys (mailed).	Number of responses.	At least 25 percent of recipients return the surveys.	Keep surveys short, include self-addressed stamped envelopes with the surveys

<b><u>Participation Techniques</u></b>	<b><u>Evaluation Criteria</u></b>	<b><u>Performance Goals</u></b>	<b><u>Methods of Meeting Goals</u></b>
Surveys (telephone).	Number of responses.	At least 90 percent of target number.	Call at times when people are often home (evenings, weekends, etc.), keep surveys relatively short, inform people of importance of survey.
Surveys (transit patrons).	Number of responses.	At least 10 percent of average daily ridership.	Keep surveys relatively short, work with operator to determine best distribution method, offer to help riders complete the surveys.

These criteria will be reviewed and modified each year as necessary. If new techniques are tried and found to be successful between review periods, the list will be updated to include the new techniques.

## **Documentation**

**Availability of Planning Documents:** Hard copies of documents prepared by the MPO will be available at the City Oshkosh Planning Office, and the Algoma, Omro, Nekimi, and Oshkosh town halls. Electronic versions of the documents will be available on the East Central website, [www.eastcentralrpc.org](http://www.eastcentralrpc.org). Significant plans and studies will also be made available at public libraries and other public agencies in the metropolitan area, as deemed appropriate. Other media, such as CDs, will be considered. The locations of the documents will be public noticed in the local newspaper.

**Methods of Addressing Comments:** The MPO staff will document comments, present them to decision-making bodies, modify the contents of the document as necessary, and include the comments in the appendices of planning products after they are approved and published. Comments received after studies and other planning products are completed and approved will be documented and referenced when amending or updating the planning products.

**Responses to Information Requests and Comments:** Information can be requested from MPO staff in person and by phone, fax, e-mail, and U.S. mail. A small fee to cover the cost of printing, copying, and mailing of information may be required.

## **Appendix 1: Public Participation Contacts**

### **Transportation Providers – Public**

City of Oshkosh Transit System

American Red Cross

Winnebago County, Human Services Dept.

Town of Algoma

Town of Omro

Town of Nekimi

Town of Black Wolf

City of Oshkosh Housing Authority

### **Transportation Providers – Private**

Kobussen Buses Ltd.

A-1 Mobile Transport

Greyhound Bus Lines

Gold Cross Ambulance

Cabulance

Wisconsin Southern Railroad

Canadian National Railroad

Fox Valley Technical College

Oshkosh Senior Center

University of Wisconsin – Oshkosh

Unified Catholic Schools of Oshkosh

Oshkosh Parochial Schools

ADVOCAP, Inc.

Chamco, Inc.

Goodwill Industries, Inc.

Salvation Army

League of Women Voters

Friends of the Trail

Home Builders Association

United Way

City of Oshkosh Parks Dept.

### **Other Agencies and Organizations**

City of Oshkosh Public Library

City of Oshkosh Fire Dept.

Winnebago County Sheriff

Town of Oshkosh



## EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

132 Main Street Menasha Wisconsin 54952-3100 (920) 751-4770 Fax (920) 751-4771  
Website: [www.eastcentralrpc.org](http://www.eastcentralrpc.org) Email: [staff@eastcentralrpc.org](mailto:staff@eastcentralrpc.org)

*Metropolitan Planning Organization (MPO) for the Fox Cities and Oshkosh Urbanized Areas*

January 16, 2004

As the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, East Central Wisconsin Regional Planning Commission (ECWRPC) is responsible for the development of the long-range transportation/land use plan for the area. Such a plan, as required by the Transportation Efficiency Act for the 21<sup>st</sup> Century (TEA 21) was adopted in April of 1997, and reaffirmed in 2000. Our next update of the plan is due in 2005, and we are ready for your input in the planning process.

We are contacting you because of your valuable input, and/or technical expertise on the 1997 plan, or because your area of expertise was deemed of particular importance to this planning effort. Our 1997 plan was both well-received and important to the development of all transportation modes in the Fox Cities urbanized area. We know that the acceptance was due, in large part, to the involvement of those who have a stake in the system. We are hoping that you are willing to contribute your time, effort, and critical perspective once again.

The update to the plan will set a horizon year of 2030. Several land use scenarios will be developed with your review and input. Each of those land use scenarios will then be used to examine anticipated needs for all modes of transportation, from the present to 2030.

Staff has been busy behind the scenes, in order to minimize the time commitment that we ask of you. I am guessing that meetings will occur approximately once every two months, over the course of approximately 18 months, less often during more labor-intensive points of the process, when staff will be preparing analysis for your later consideration.

We are scheduling a kick-off meeting for the Oshkosh area long-range transportation/land use plan Technical Advisory Committee, for **Thursday, February 19<sup>th</sup>, at 1:30 p.m., at the Coglein Center**, 625 E. CTH Y. We look forward to seeing you there.

Sincerely,

Ann Z. Schell, Assistant Director

We're updating the Fox Cities  
Transportation/Land Use Plan

Trains and Bicycles  
We need your help!

What would you like the transportation  
system to look like in 2030?

Come to our Open House and tell us what you think.

Automobiles  
**5:00 p.m. to 8:00 p.m.**  
**Tuesday, April 20th**  
**Valley Fair Mall**  
Buses  
Paratransit  
Vehicles  
Walking

\*\*\*

sponsored by  
**East Central Wisconsin Regional Planning Commission**



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Special assistance for those of limited English proficiency, is available through the following contacts:

Para más información, o está interesado en participar en el planeamiento del proceso de transporte en su comunidad y necesita asistencia con el idioma, por favor comuníquese al Ministerio Pastoral de Santa Teresa, al 882-6491.

Xav paub ntau tshaj no, los yog koj xav koom nrog rau kev teeb hom phiaj thauj neeg hauv koj tej zej zos thiab xav tau kev pab txog ncauj lus, thov hu rau Koom Haum Hmoob ntawm tus xov tooj 739-3192.

Reasonable accommodation for persons with disabilities will be made upon request and if feasible. For such accommodations or other information, call: ECWRPC, (920)751-4770

## **Notice of Public Review Opportunity**

The East Central Wisconsin Regional Planning Commission (ECWRPC) has issued a draft Public Involvement Process for public review. The process document is intended to describe how ECWRPC staff will, to the best of their ability, provide the opportunity for public input and understanding of transportation plans to all citizens of the Oshkosh urbanized area, especially to those persons who have been historically underrepresented in the planning process. Copies of the document are available for review at all Oshkosh area municipal planning offices, Winnebago County Human Services Dept., and all local public libraries in the Oshkosh area. Comments on the public involvement process should be sent to Ann Z. Schell, Assistant Director, ECWRPC, 132 Main Street, Menasha, WI 54952, or emailed to [aschell@eastcentralrpc.org](mailto:aschell@eastcentralrpc.org). All comments must be received by May 12, 2004.

Special assistance in reviewing the document's contents, for those of limited English proficiency, is available through the following contacts:

Para más información, o está interesado en participar en el planeamiento del proceso de transporte en su comunidad y necesita asistencia con el idioma, por favor comuníquese al Padre Tom Reynebeau, al 235-2073.

Xav paub ntau ntxiv, los sis yog tias koj xav koom nrog tawm tswv yim txog kev mus los sib cuag hauv koj lub zos thiab xav tau kev pab cev lus, thov hu rau Chiauxah Vang ntawm 426-0150.

For more information, or for other accessible formats, call: Ann Schell, ECWRPC, (920)751-4770





## **EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION**

132 Main Street Menasha Wisconsin 54952-3100 (920) 751-4770 Fax (920) 751-4771  
Website: [www.eastcentralrpc.org](http://www.eastcentralrpc.org) Email: [staff@eastcentralrpc.org](mailto:staff@eastcentralrpc.org)

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*An Economic Development District and Metropolitan Planning Organization  
Serving the East Central Wisconsin Region for over 30 years*

East Central Wisconsin Regional Planning Commission (ECWRPC) will be hosting a public information meeting concerning the update of the Oshkosh urbanized area long range transportation/land use plan. The plan is a federal requirement for all urbanized areas (Population>50,000), nation-wide, and must be updated every 5 years. As the designated Metropolitan Planning Organization (MPO), ECWRPC has compiled future land use plans from the City of Oshkosh and the towns Algoma, Black Wolf, Nekimi, and Vinland; and have prepared a single long range plan for public review and comment.

ECWRPC is seeking participation of **all persons** interested in the future of Oshkosh area highways, buses, paratransit, taxi, trucking, railway, bicycle, and pedestrian transportation, and the relationship between land use patterns and transportation systems, from now to 2035. Please join us to hear about the planning process and to offer your input and express your concerns. If you have questions, comments or require special accommodations, please contact ECWRPC at 920-751-4770.

The meeting is scheduled for:

**Wednesday, March 16  
6:00 p.m.-8:00 p.m.  
Fox Valley Technical College  
Riverside Campus  
150 N Campbell St**

# Oshkosh 2030

**What will Oshkosh look like in the year 2030?  
What we need from YOU?  
We need YOU to review and comment on the  
proposed Long - Range Transportation/Land  
Use Plan for the Oshkosh Urbanized Area!**

**Fox Valley Technical College  
Riverside Campus, Main Entrance  
150 N. Campbell Street**

## LEGEND

■■■ Adjusted Urbanized Planning Boundary

Metropolitan Planning Boundary



0 0.150.3 0.6 0.9 1.2  
Miles

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any other use than for East Central Wisconsin Regional Planning Commission business.

Source: Centerline and hydrology files provided by Winnebago County. The adjusted urbanized and MPO planning areas provided by ECWRPC and WisDOT.

Prepared March 2005 by:



EAST CENTRAL WI REGIONAL  
PLANNING COMMISSION  
132 MAIN ST.  
MENASHA, WI 54952  
(920) 751-4770  
Fax: (920) 751-4771  
Website: www.eastcentralrpc.org  
Email: gis@eastcentralrpc.org

**What? OPEN HOUSE - Display Information**  
**Please attend anytime between 6:00 pm and 8:00 pm.**

**When? Wednesday, March 16th, 2005**

**Where? Fox Valley Technical College, Riverside Campus, Main Entrance  
150 N. Campbell Rd., Oshkosh, WI**

**Who are We? East Central WI Regional Planning Commission (ECWRPC);  
The Metropolitan Planning Organization (MPO) for the  
Oshkosh Urbanized Area.**

**For special accommodations or questions, please call ECWRPC at (920) 751-4770.**

## **Oshkosh 2030 Public Info Meeting Comments March 16<sup>th</sup>, 2005**

### **Environmental Resources and Open Space:**

- Area along Bellaire Lane in Town of Oshkosh is not wetland as you show in 2030 map.

### **Growth Management:**

- Letting the public know the area plan is being updated and there is an opportunity to review it!

### **Freight:**

### **Urban Service Delivery:**

### **Streets and Highways:**

- STH 21 and USH 41 interchange needs a solution soon
- CTH A needs to be four-lane
- Traffic signals in some areas need to be traffic activated and major street signals synchronized to save energy with less stops for vehicles
- Hwy 41 crossovers at each end of the Lake Buttes des Morts Bridge to accommodate emergency access and to avoid closing the major highways.

### **Transit:**

- Need to support better bus services

### **Pedestrian and Bicycle:**

### **Economic Viability:**

### **Safety:**

### **Other Comments:**

- You need to address the problem of street and river conflicts in Oshkosh. The need for less bridge openings that stop traffic on the streets, higher bridges.



## **EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION**

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*Metropolitan Planning Organization (MPO) for the Fox Cities and Oshkosh Urbanized Areas*

The East Central Wisconsin Regional Planning Commission (ECWRPC) will be hosting a public information meeting for review of the draft *Oshkosh Urbanized Area Long Range Transportation/Land Use Plan 2035*. The plan is a federal requirement for all urbanized areas (Population > 50,000), nation-wide, and must be updated every 5 years.

As the designated Metropolitan Planning Organization (MPO), ECWRPC has compiled future land use plans and proposed major transportation projects from all Oshkosh area communities; and has prepared a single long range plan for public review and comment.

ECWRPC is seeking participation of **all persons** interested in the future of Oshkosh area highways, buses, paratransit, taxi, trucking, railway, bicycle, and pedestrian transportation, and the relationship between land use patterns and transportation systems, from now to 2035. Please join us to discuss the long range plan and offer your input or express your concerns. If you have questions, comments or require special accommodations, please contact ECWRPC at 920-751-4770.

The meeting is scheduled for:

**Tuesday, August 30, 2005  
6:00 P.M. - 8:00 P.M.  
Fox Valley Technical College  
Riverside Campus, Main Entrance  
150 N. Campbell Street  
Oshkosh, Wisconsin**

# Oshkosh 2035

**What will Oshkosh look like in the year 2035?  
What we need from YOU?  
We need YOU to review and comment on the  
proposed Long - Range Transportation/Land  
Use Plan for the Oshkosh Urbanized Area!**

**Fox Valley Technical College  
Riverside Campus, Main Entrance  
150 N. Campbell Street**

## LEGEND

■■■ Adjusted Urbanized Planning Boundary

Metropolitan Planning Boundary



0 0.150.3 0.6 0.9 1.2  
Miles

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Source: Centerline and hydrology files provided by Winnebago County. The adjusted urbanized and MPO planning areas provided by ECWRPC and WisDOT.

Prepared August 2005 by:



EAST CENTRAL WI REGIONAL  
PLANNING COMMISSION  
132 MAIN ST.  
MENASHA, WI 54952  
(920) 751-4770  
Fax: (920) 751-4771  
Website: [www.eastcentralrpc.org](http://www.eastcentralrpc.org)  
Email: [gis@eastcentralrpc.org](mailto:gis@eastcentralrpc.org)

**What? OPEN HOUSE - Display Information**  
**Please attend anytime between 6:00 pm and 8:00 pm.**

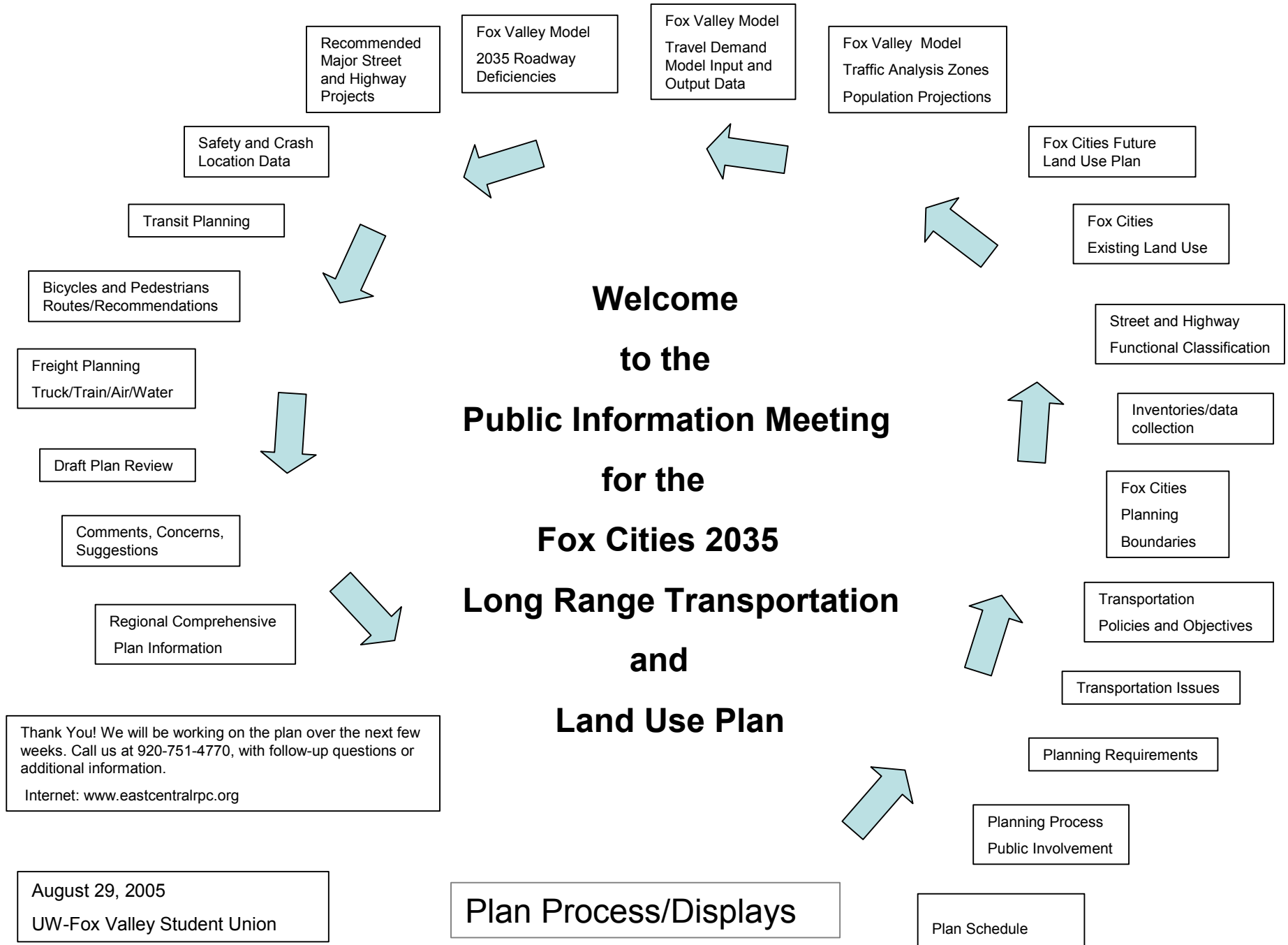
**When? Tuesday, August 30th, 2005**

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150 N. Campbell Rd., Oshkosh, WI**

**Who are We? East Central WI Regional Planning Commission (ECWRPC);  
The Metropolitan Planning Organization (MPO) for the  
Oshkosh Urbanized Area.**

**For special accommodations or questions, please call ECWRPC at (920) 751-4770.**

**Welcome  
to the  
Public Information Meeting  
for the  
Fox Cities 2035  
Long Range Transportation  
and  
Land Use Plan**





## ADVOCACY COALITION INC.

*Serving persons in Northeastern Wisconsin and the Fox Valley who are disabled or elderly*

September 26, 2005

Mr. David Moesch  
Transportation Planner  
East Central Wisconsin Regional Planning Commission  
132 Main Street  
Menasha, WI 54952

Dear Mr. Moesch,

The Advocacy Coalition of the Fox Valley would like to provide comments relating to ECWRPC's 2035 Long Range Transportation/Land use Plan for the Fox Cities. Our group is specifically interested in commenting on the public transportation section of this plan.

The Coalition strongly encourages the long-range plan include a provision promoting the establishment of a Regional Transit Authority (RTA). The Coalition feels this is important to Fox Valley residents for a number of reasons:

- Currently the federal formula for determining local transit funding provides both capital and operating costs to our local public transportation system. As the population increases to over 200,000 people, we then are only eligible for the funding of capital costs, not operating costs. This will be a hardship for our public transportation system in the Fox Cities in both long-term planning and the operation of the system. The establishment of an RTA would provide stable funding dollars and allow our public transportation system to do long-range planning.
- An RTA would be more efficient than working individually with 12 local units of government in budgeting and planning transportation services. The time spent meeting with representatives from each entity, attending public hearings and going through each political process in order to have the entire system working together is time consuming. The decision of one municipality to back out of the system might affect the transportation services provided to the remainder of the Fox Cities.
- An RTA would provide a better system when planning a trip from point A to point B. Currently it can be a confusing system when a person is crossing county or municipal boundaries. Determining the most timely and cost efficient way of being transported can be a challenge.

P. O. Box 11967 • Green Bay • WI • 54307-1967  
(920) 490-0500 Voice (920) 490-0600 TTY

820 W. College Avenue, • Suite 3 • Appleton • WI • 54914  
(920) 997-9999 or (920) 832-0344

Page 2

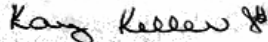
Comments to Long Range Plan

- An RTA could establish an operating reserve so an increase in one budget line, such as increases in fuel costs or insurance costs, would not immediately affect the budget in a negative fashion. Public transportation provides the only means some of our most vulnerable citizens (the elderly, disabled and low income) have to get around the community. If the only way to attend to a budget shortfall is to increase fares, our most needy citizens will always be expected to bear the brunt of funding difficulties.
- An RTA would provide a more seamless public transportation system, simplifying its use and reducing administrative costs as the system plans ahead and has some flexibility to meet changing needs.

The Coalition encourages the East Central Wisconsin Planning Commission to consider these comments in planning for the long-range transportation needs of the Fox Cities. Our citizens can best be served by an affordable, reliable, easy to understand system that gets them to their destination.

Thank you for your attention to these comments.

Sincerely,



Kay Keller, President  
Advocacy Coalition of the Fox Valley





## Lutheran Social Services

A United Way Agency Serving All Residents in Wisconsin Since 1882

October 14, 2005

Mr. David Moesch  
Transportation Planner  
East Central Wisconsin Regional Planning Commission  
132 Main Street  
Menasha, WI 54952

Dear Mr. Moesch:

The program **Making the Ride Happen (MRH)** would like to provide comments relating to ECWRPC's 2035 Long Range Transportation/Land Use Plan for the Fox Cities. As the Transportation Information Coordinator for **Making The Ride Happen (MRH)** I am specifically interested in commenting on the public transportation section of this plan.

Because of the uncertain future of how the federal formula for determining local transit funding will affect public transportation in the Fox Cities, MRH supports the importance of long-term planning. MRH strongly encourages the long-range plan to include a provision promoting the establishment of a Regional Transit Authority (RTA). **Making the Ride Happen** feels this is important to Fox Valley residents for the following reasons:

- ❖ A RTA would provide a better system when planning a trip from point A to point B. Currently it can be confusing when a person is crossing county or municipal boundaries. Determining the most timely and cost efficient way of being transported can be a challenge.
- ❖ An RTA would be more efficient than working individually with 12 local units of government in budgeting and planning transportation services. The time spent meeting with representatives from each entity, attending public hearing and going through each political process in order to have the entire system working together is time consuming. The decision of one municipality to back out of the system might affect the transportation services provided to the remainder of the Fox Cities.

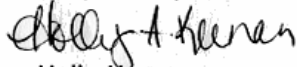
Thompson Community Center  
820 W. College Ave., Suite 1  
Appleton, WI 54914  
920-733-2860  
Fax 920-733-7321

- ❖ A RTA could establish an operating reserve so an increase in one budget line, such as increases in fuel costs or insurance costs, would not immediately affect the budget in a negative fashion. Public transportation provides the only means some of our most vulnerable citizens (the elderly, disabled, low income) have to get around the community. If the only way to attend a budget shortfall is to increase fares, our most needy citizen will always be expected to bear the brunt of funding difficulties.
- ❖ An RTA would provide a more seamless public transportation system, simplifying its use and reducing administrative costs as the system plans ahead and has some flexibility to meet changing needs.

Making the Ride Happen encourages the East Central Wisconsin Planning Commission to consider these comments in planning for the long-range transportation needs of the Fox Cities. Our citizens can best be served by an affordable, reliable, easy to understand system that gets them to their destination.

Thank you for your attention to these comments.

Respectfully Submitted,



Holly Keenan

Transportation Information Coordinator

Making The Ride Happen