

Long-Range  
**TRANSPORTATION / LAND USE PLAN**  
for the Fox Cities, Oshkosh and  
Fond du Lac Urban Areas

**GOALS, OBJECTIVES and POLICIES**

DECEMBER, 1994



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## ABSTRACT

**TITLE:** LONG-RANGE TRANSPORTATION/LAND USE PLAN FOR THE  
FOX CITIES, OSHKOSH AND FOND DU LAC URBAN AREAS:  
GOALS, OBJECTIVES AND POLICIES

**AUTHOR:** East Central Planning Staff

**SUBJECT:** Updated goals, objectives and policies to guide the long-range  
planning process

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The goals, objectives and policies contained in this report update goals, objectives and policies first developed in the mid 1970's and last updated in the early 1980's. They are intended to guide the long-range transportation/land use planning process over the next 20 years. They represent the first phase of a planning process for two major plan updates: (1) the long-range transportation/land use plan for the Fox Cities and Oshkosh urbanized areas to meet the requirements of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and (2) sewer service area plans for the Fox Cities, Oshkosh and Fond du Lac urban areas. An extensive public involvement process was used for this update, with more than 150 area residents participating at meetings of the Technical Advisory Committee (TAC) over the past year.

This report supplements a previous report--*Issues Identification*--which served as a resource for the TAC as it reconsidered and reevaluated land use and transportation goals, objectives and policies.

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## INTRODUCTION

## INTRODUCTION

The first phase of the *Long-Range Transportation/Land Use Plan for the Fox Cities and Oshkosh Urbanized Areas* reconsidered goals, objectives and policies of the Commission's comprehensive plan in order to update those impacting land use and transportation. These goals and objectives were first developed in the mid 1970's and last updated for transportation and land use purposes in the early 1980's.

Goals, objectives and policies are intended to guide the long-range planning process:

**Goals** are broad statements of ideals which express desired results.

**Objectives** are a set of conditions necessary for achievement of a goal.

**Policies** are strategies or courses of action used to guide decisions when developing and implementing a plan. Policies are designed to facilitate the attainment of objectives.

## THE LONG-RANGE PLANNING PROCESS

As the Metropolitan Planning Organization (MPO) for the Fox Cities and Oshkosh urbanized areas, the East Central Wisconsin Regional Planning Commission is responsible for carrying out the urban transportation planning process. In compliance with the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) all MPO's must update and adopt long-range transportation plans which conform to ISTEA's metropolitan planning requirements.

The long-range transportation plan currently in progress is updating various transportation and sewer service area plans completed between 1976 and 1990. The updated plan will cover a 20-year planning horizon. With assistance from a broadened and expanded Technical Advisory Committee, the planning process is being conducted in four phases:

- Phase 1. Goals, Objectives and Policies
- Phase 2. Development of Alternatives
- Phase 3. Testing and Evaluation of Alternatives
- Phase 4. Plan Selection and Adoption

The long-range plan is scheduled for completion by the end of 1995. To meet ISTEA's December 18, 1994 deadline, East Central, and other MPO's in the state, are submitting interim plans under the guidance of the Wisconsin Department of Transportation.

## UPDATING GOALS, OBJECTIVES AND POLICIES

In updating the goals, objectives and policies, East Central was strongly influenced by new ISTEA requirements which emphasize multimodal transportation, a strong transportation/land use interrelationship and an expanded public involvement process.

To initiate the update, East Central conducted an issues identification session on November 16, 1993. Attending the meeting were representatives of governmental agencies, area officials, environmental groups, developers, business groups, civic organizations, minority advocates and interested citizens. Participants at this session, and others who were unable to attend, joined East Central's on-going Technical Advisory Committee and were asked to serve on the following subcommittees:

Urban Service Delivery  
Growth Management  
Environmental and  
Open Space

Street and Highway Network  
Transit  
Pedestrian and Bicycle Facilities  
Freight Transportation

Following the meeting, East Central staff compiled the document: *Issues Identification: Long-Range Transportation/Land Use Plan for the Fox Cities and Oshkosh Urbanized Areas*. This document served as a resource for the TAC. It contains a series of issue papers with background material for each subcommittee, the status of current planning, pertinent discussion questions, and a list of existing goals and objectives.

Throughout the third quarter of 1994, more than 150 area residents participated in the updating process. Each of seven subcommittees, consisting of 10-30 members, met several times to address the broad range of transportation and land use issues set forth in the issues document. The subcommittees culminated their sessions by recommending a set of updated goals, objectives and policies to staff. Staff then reviewed the results, eliminated duplications, and presented the entire package for further refinement to a meeting of the full Technical Advisory Committee on December 15, 1994. The full Commission will be asked to adopt the goals, objectives and policies as a component of the long-range plan.

The goals, objectives and policies included in this document are intended to serve as yardsticks by which policy issues and progress toward plan implementation can be measured. Most statements are general enough so they are not controversial. However, as the minutes of the subcommittee meetings indicate, diverse, and often conflicting views, entered into the consensus. It is anticipated that revisions may be warranted as we look at alternative futures, further assess opportunities and constraints and seek additional public comment. In addition, as the planning process proceeds, specific standards and performance measures will be developed to help quantify progress in carrying out the policies.



## **REPORT FORMAT**

**This report is divided into two main sections: Land Use Goals, Objectives and Policies and Transportation Goals, Objectives and Policies. Each section contains an introduction which provides a brief historical perspective and summarizes major changes to previous goals, objectives and policies. The revised goals, objectives and policies follow. Appended to the report is a list of members of the Technical Advisory Committee and minutes of each of the subcommittee meetings.**

**LAND USE**

## OVERVIEW

The initial land use goals for the East Central region were adopted in 1976. These broad goals and objectives provided the framework for various functional planning programs which impact land use. Land use goals were expanded and further refined through functional plans, including housing in 1976 and economic development and environmental management in 1977. Also in 1977 East Central completed a land use element of the *Fox Valley Water Quality Management Plan*, which introduced the concept of urban service areas. This plan element provided guidance for the planning and development of sanitary sewerage facilities in the urbanized Fox Valley. In 1980 the Wisconsin Department of Natural Resources codified sewer service areas which significantly impacted land use policy implementation.

The first comprehensive updating of land use goals, objectives and policies for the region was completed in 1978. *New Directions for Growth and Development* delineated 104 urban service areas and addressed various aspects of urban growth management. This plan became the basis for East Central's land use planning program. Since 1978 various minor refinements to land use policies have been completed, including sewer service area plan updates in 1985 and 1990.

## CHANGES TO PREVIOUS GOALS, OBJECTIVES AND POLICIES

The basic goals, objectives and policies developed over the last 20 years have not dramatically changed but evolved to address federal and state guidelines as well as local development trends and plans. The new and modified goals, objectives and policies are intended to provide a comprehensive update for urban land use planning. Over 50 previous goals, objectives and policies have been consolidated and modified to avoid duplication and conflict. Others have been added to address new issues brought forth during the current planning process. A glossary of land use terms is located in Appendix C.

New goals have been developed for each of four land use elements. For the Environmental Resources and Open Space elements, these goals replace initial but similar goals. A new goal has been prepared for Growth Management dealing with the impacts and management of future community development. The Urban Service Delivery element is also a new area, with a goal that addresses the levels, provision and costs of services.

Most of the existing objectives and policies were either unchanged, had only minor revisions, or have been recategorized under more appropriate functional areas. Summarized below are the new or significantly revised objectives and policies for the four land use elements:

## **Growth Management**

**Community Character Preservation.** This new objective is intended to address community image and the preservation of local character and individual identity. The four policies deal with preserving good and removing poor community attributes. Preservation of central business districts and refocus to urban waterfronts are also stressed.

**Rural Land Development.** This new objective and policies address rural land development which is interrelated with urban development on the urban fringe. The five policies stress preserving agricultural land and resolving development conflicts, as well as minimizing environmental and natural resource impacts. The negative impacts of increased services and related costs are also addressed.

**Planned Urban Communities.** Policies promoting the adoption and coordination of multi-jurisdictional development plans have been added. Urban development has also been defined and proposed only in designated service areas.

**Environmentally Sound Development.** A policy has been added to address the reclamation of landfills and major land disturbances. An additional policy has been added to address weighing the environmental controls impacting urban renewal against community and economic benefits.

**Efficient Development.** A policy has been added to require adoption of community comprehensive plans prior to major extension of urban services.

## **Urban Service Delivery**

**Cooperative Provision of Services.** A policy promoting intermunicipal agreements for the provision of joint urban services has been added. An additional policy addresses uniform design and facility standards.

**Equitable Service Delivery.** Three policies have been added and two refined which address the means of public infrastructure and service financing. The equity, distribution and cost recovery methods of providing services are considered.

## **Environmental Resources**

**Solid Waste Management.** A new policy promoting on-site waste disposal systems has been added. A policy has also been added addressing reduction of toxic wastes.

**Environmentally Sensitive Area Protection.** A new policy has been added which stresses an integrated ecological system. An additional policy was added addressing the encroachment of utilities and highways within environmentally sensitive areas.

## **Open Space**

**Attractive Communities.** A new policy has been added to address billboard proliferation, such as that occurring along the Highway 41 corridor in the Oshkosh area and Fox Cities. Placement control and phaseout are proposed.

## LAND USE GOALS AND OBJECTIVES

*The intent of the land use element of the transportation/land use plan is 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.*

### **GROWTH MANAGEMENT**

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

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

- . **Allocated growth.** To promote a balanced allocation of land areas to accommodate current and future urban development needs.
- . **Planned urban communities.** To promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.
- . **Environmentally sound development.** To promote urban development which is environmentally sound and compatible with the natural resource base.
- . **Efficient development.** To promote urban development in an efficient and economical manner.
- . **Community character preservation.** To encourage urban development consistent with distinctive individual community character and identity.
- . **Rural land development.** To prevent the intermingling of rural and urban land uses and promote rural development which meets the needs of residents and landowners in a compatible, cost-effective and environmentally sound manner.

## **URBAN SERVICE DELIVERY**

**GOAL: TO PROMOTE THE PROVISION OF GOVERNMENT SERVICES IN AN EFFICIENT, ENVIRONMENTALLY SOUND AND SOCIALLY RESPONSIBLE MANNER.**

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

- **Economical public facilities.** To provide efficient and economical public facilities and services to urban development.
- **Cooperative provision of services.** To foster cooperation and coordination in the provision of services where efficiency, equity, and economies of scale can be obtained.
- **Equitable service delivery.** To promote economy and equity in the delivery of urban services.
- **Effective sewerage systems.** To promote sanitary sewerage systems which will effectively and economically serve urban development.

## **ENVIRONMENTAL RESOURCES**

**GOAL: TO 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.** To improve and protect surface and groundwater quality.
- **Air quality maintenance.** To improve or maintain high air quality through East Central Wisconsin.
- **Environmentally sensitive area protection.** To preserve and protect environmentally sensitive areas and promote the linkage of these areas into environmental corridors.
- **Wildlife habitat management.** To manage wildlife and wildlife habitats in a manner that maintains ecological stability and diversity and considers social and economic impacts.
- **Food and fiber production.** To preserve land suitable for the production of food and fiber to meet present and future needs.
- **Solid waste management.** To employ a comprehensive management approach for solid and organic wastes.

## **OPEN SPACE**

**GOAL: TO 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.** To provide all area residents an opportunity to partake in a wide range of active and passive recreational activities on a year-round basis.
- . **Preservation areas.** To preserve areas of unique natural, historical, and cultural significance or unusual beauty for public use and enjoyment.
- . **Urban recreation needs.** To comprehensively address and plan for the future open space and recreational needs of the urban area.
- . **Cost-effective recreation.** To provide recreational opportunities in a cost-effective manner.
- . **Attractive communities.** To make individual communities and the region as a whole a more attractive place to live, work, and play.



## **GROWTH MANAGEMENT**

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

**OBJECTIVE: Allocated Growth. To promote a 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. To 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.** To promote urban development which is environmentally sound and 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.** To promote urban development in an efficient and economical manner.

**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: Community Character Preservation.** To encourage urban development consistent with distinctive individual community character and identity.

**Policies:**

1. A community's geographic amenities, physical development, architectural characteristics, cultural and historic attributes, and local desires in growth and development decisions should guide urban growth.
2. Desirable existing land uses should be preserved and protected and obsolete and deteriorating land uses should be renewed or removed.
3. Central business districts should be preserved and enhanced.
4. Greater attention should be focussed on the use and preservation of urban waterfronts.

**OBJECTIVE: Rural Land Development.** To prevent intermingling of rural and urban land uses and promote rural development which meets the needs of residents and landowners in a compatible, cost-effective and environmentally sound manner.

**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.

## **URBAN SERVICE DELIVERY**

**GOAL: TO PROMOTE THE PROVISION OF GOVERNMENT SERVICES IN AN EFFICIENT, ENVIRONMENTALLY SOUND AND SOCIALLY RESPONSIBLE MANNER.**

**OBJECTIVE: Economical Public Facilities. To provide efficient and economical 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 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. To foster cooperation and coordination in the provision of services where efficiency, equity, and economies of scale can be obtained.**

### **Policies:**

1. Overlapping urban service areas, facility and system capacities and service capabilities should be discouraged.
2. The proliferation of major public infrastructure facilities 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.

**OBJECTIVE: Equitable Service Delivery.** To promote economy and equity in the delivery of urban services.

**Policies:**

1. The cost of extending infrastructure and services should be directed to those directly benefitting.
2. Cost recovery methods for local jurisdictions should be promoted to address growth and development expenditures.
3. Mechanisms for extracting fees for off site improvements necessitated by large scale developments should be adopted.
4. Less reliance on the property tax and increased use of alternative revenue systems should be encouraged to finance necessary services.
5. All rural and urban local units of government should be assured the opportunity to obtain technical information and assistance necessary to finance, evaluate, and provide public services more economically.

**OBJECTIVE: Effective Sewerage Systems.** To promote sanitary sewerage systems which will effectively and economically serve urban development.

**Policies:**

1. The number of wastewater treatment plants should be minimized to avoid duplication of facilities, institute economies of scale and lessen environmental degradation.
2. Reasonably-sized sewerage systems should be provided for urban development areas.
3. The sizing and construction of sanitary sewerage systems should be staged to encourage lower capital investment and greater flexibility.
4. Sanitary sewerage service to existing development should be provided whenever it is the most cost-effective alternative for addressing failing on-site disposal systems.
5. Gravity flow sanitary sewer and interceptor systems should be utilized whenever it is cost-effective for long-term development needs.

## **ENVIRONMENTAL RESOURCES**

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

**OBJECTIVE: Water Quality Protection.** To 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 encourage water conservation programs.
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.** To 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.** To 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 to protect the health and stability of this system.
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.** To 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.** To 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.** To 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: TO PROVIDE SUFFICIENT PUBLIC OPEN SPACE TO MEET THE RECREATIONAL NEEDS OF ALL RESIDENTS AND PROTECT AND PRESERVE NATURAL AND CULTURAL RESOURCES.**

**OBJECTIVE: Recreational Opportunity.** To 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.** To 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 drainageways should be promoted.

**OBJECTIVE: Urban Recreation Needs.** To comprehensively address and 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.** To 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.
4. Duplicative recreational facilities and programs should be avoided.
5. Grants and funding assistance should be maximized in the acquisition and development of recreational facilities.
6. Municipalities and school districts should be encouraged to cooperate in the development of community recreational and playground facilities.
7. The development of the county park system should be encouraged to complement recreational opportunities available in local parks.
8. Municipalities should be encouraged to establish capital funding and other parkland dedication methods to provide for future recreational needs.

**OBJECTIVE: Attractive Communities.** To 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 phaseout 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.

**TRANSPORTATION**

## OVERVIEW

The original goals and objectives for the East Central region were developed in 1973 as the result of an extensive public participation process. Shortly after, 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 regionwide 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 the last decade. In the current review and reevaluation, most were found to be still valid. The same single overall goal remains as the guiding principle for providing transportation services. Likewise, all objectives have been retained.

## CHANGES TO PREVIOUS POLICIES

The principal area of change occurred in policies designed to facilitate the attainment of particular objectives. The most significant changes were made by subcommittees of the TAC reviewing policies aimed at an Efficient Street and Highway Network and three of the modes facilitating the attainment of Multimodal Interaction: Freight, Transit and Bicycle/Pedestrian Facilities. Staff review determined little or no revision was needed for the remaining objectives: Integrated Planning, Maximum System Effectiveness For All Residents, Safety, Minimum Environmental Disruption, Compatibility With Land Use Patterns, Conservation of Energy and the Multimodal Interaction focus area related to Air Transportation.

### Efficient Street and Highway Network

The objective aimed at an efficient street and highway network retained all eight original policies, refocusing one of those eight and adding three additional policies. The refocused policy, which had provided five criteria for justifying new or expanded highway corridors, added a sixth criteria of "providing a framework for future planned land use" and added that any such consideration based on the six criteria should only be considered after a determination that alternative transportation modes would not be able to address the need. The three additional policies call for the inclusion of all proposed principal and minor arterials within a community's existing and extraterritorial jurisdictions to be grounded in a development plan, for appropriate access control measures to be established for existing and future principal and minor arterials, and for private streets to meet the same community development regulation standards for local streets consistent with WisDOT's *Design Manual*.

## **Freight Transportation**

The freight transportation policies were reduced in number from nine to six. The policy for truck routing to facilitate truck traffic and reduce conflicts with autos was further focused to be confined to freeways, expressways and high level arterials. Policies regarding limitations on truck deliveries or prohibition of larger trucks during peak travel hours were dropped as being unrealistic in today's just-in-time environment and the need to treat all modes equitably within the street and highway network. Also the policy regarding joint use of rail tracks was deemed moot since only one rail line remains in the Fox Cities and no interconnection remains between the two in Oshkosh.

## **Public Transportation**

Revisions were made to all transit policies, with a major shift in emphasis from "mass transit" to "public transportation." The number of policies was increased from nine to 10. Public transportation is now considered a basic public service. Several policies were combined so that delivery systems address urban areas of all sizes, not only communities of 50,000 or more, and include both fixed-route and demand-responsive services which, at a minimum, should meet the mobility needs of the transit dependent. The policy pertaining to serving existing and proposed development was made more proactive: local governments should promote land use patterns and site design standards which can be efficiently served by public transportation. Added was a policy that funding and organizational mechanisms should be based on principles of equity and the interconnectivity of jurisdictions within an urban area. The policy relating to transportation coordination was expanded to include travel demand management programs. While retaining the policy that intercity transportation service should be available to all populous areas of the region, the revised policy no longer specifies the mode as "intercity passenger bus" but allows the possibility of different modes: bus, rail or other.

## **Pedestrian and Bicycle Facilities**

Policies guiding pedestrian and bicycle planning have been extensively modified in response to a growing recognition of the increased importance of these modes to the transportation system. The revised policies stress the need for carefully investigating ways to accommodate appropriate bicycle and pedestrian facilities into decisions impacting other transportation facilities and improvements. In addition, they reflect a stronger commitment to increasing the viability of bicycle and pedestrian trips by promoting land use patterns which enable more people to be within convenient walking and bicycling distance of their destinations. The revised policies also encourage communities to utilize drainageways and other environmental and man-made corridors for bicycle/pedestrian paths. Reaffirmed policies call for coordination of planning and development of bicycle and pedestrian facilities across municipal boundaries and development of strategies to encourage safer bicycling and walking.

## 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 personal 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.** To 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 or relate activity locations.
- . **Maximum system effectiveness for all residents.** To plan for the travel needs of the region's population through consideration of the capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.
- . **An efficient street and highway system.** To provide a street and highway system which, together with other transportation facilities, will meet short and long-range needs, interests and objectives of the region's citizens in a cost-effective manner.
- . **Safety.** To reduce the potential for traffic accidents and provide for safe transportation throughout the region.
- . **Minimum environmental disruption.** To encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.
- . **Compatibility with land use patterns.** To develop a transportation system compatible with existing and future land use patterns.
- . **Conservation of energy.** To provide a transportation system that recognizes energy supply uncertainties and promotes the conservation of energy resources.
- . **Multimodal interaction.** To provide an integrated transportation system that enables 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**

**TO 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 OR RELATE ACTIVITY LOCATIONS.**

### **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**

**TO PLAN FOR THE TRAVEL NEEDS OF THE REGION'S POPULATION THROUGH CONSIDERATION OF THE CAPABILITIES AND PREFERENCES OF ALL POPULATION SUBGROUPS AND IN SO DOING DETERMINE THE RELATIVE EFFECTIVENESS OF VARIOUS SYSTEM ALTERNATTIVES.**

**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

TO PROVIDE A STREET AND HIGHWAY SYSTEM WHICH, TOGETHER WITH OTHER TRANSPORTATION FACILITIES, WILL MEET THE SHORT AND LONG-RANGE NEEDS, INTERESTS AND OBJECTIVES OF THE REGION'S CITIZENS 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**

**TO REDUCE THE POTENTIAL FOR TRAFFIC ACCIDENTS AND PROVIDE FOR SAFE TRANSPORTATION 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.

## **OBJECTIVE: MINIMUM ENVIRONMENTAL DISRUPTION**

**TO ENCOURAGE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT MINIMIZES ENVIRONMENTAL DISRUPTION AND STRIVES TO MAINTAIN A QUALITY ENVIRONMENT.**

### **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

TO 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 use 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**

**TO PROVIDE A TRANSPORTATION SYSTEM THAT RECOGNIZES ENERGY SUPPLY UNCERTAINTIES AND 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 urban 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**

**TO PROVIDE AN INTEGRATED TRANSPORTATION SYSTEM THAT MAKES 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: To ensure that appropriate types and levels of freight transportation service 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: To develop public transportation into a viable alternative 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 transit should serve all populous areas of the region.

**BICYCLE AND PEDESTRIAN TRAVEL:** To create a physical and cultural environment which encourages travel by foot or bicycle by making these modes of transportation safe, convenient, and attractive alternatives to motorized travel through the provision of 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:** To provide and maintain a safe air transportation system to serve regional development patterns and to meet travel and freight service demands of the region.

#### **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 regional 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.

## **APPENDIX A**

**Transportation/Land Use Technical Advisory Committee  
Subcommittee Meetings:**

**Summaries of Proceedings**

**Growth Management Committee**

SUMMARY OF PROCEEDINGS

Growth Management Committee  
Long-Range Transportation Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
July 14, 1994

The meeting was called to order by Harlan Kiesow, Assistant Director at 2:05 p.m.

Committee Members Present:

Mike Hendrick	Outagamie County
Dan Esslinger	Black Wolf S.D. #1
LeRoy Goldbeck	Town of Neenah
Lurton Blassingame	Citizen
Len Vaness	Calumet County Planning & Zoning
Dave Muench	Outagamie County UW- Extension
Wayne Rollin	City of Fond du Lac
Jim Salm	Darboy S.D.
Jim Merten, Jr.	Town of Oshkosh
Ken Jaworski	Brown County Planning Commission
Linda Stoll	League of Women Voters
John St. Peter	Fond du Lac Sanitary Districts
Russ Van Gompel	Village of Little Chute
Richard A. Thompson	City of Appleton
Kelley O'Connor	DNR - Lake Michigan District
Warren Utecht	City of Appleton
Bruce Roskom	City of Oshkosh
Jackson Kinney	City of Oshkosh
Jim Esshler	Bechard Investments

East Central Staff Members Present:

Harlan P. Kiesow	Assistant Director
Greg Keil	Principal Planner
Fred Scharnke	Principal Planner
Julie Kautza	Planner
Kassandra Mazurek	Planner
Joe Huffman	Planning Technician

1. Explanation of planning process and role of committee.

Harlan Kiesow explained the overall transportation/land use planning process and the role of the Growth Management Committee. Recommendations from the committee will be used for future public meetings and presentation to the commission for adoption of plan policies. Committee members also introduced themselves and their interests.

2. History and current status of land use planning for the urban areas.

Harlan Kiesow explained the history of land use planning by the commission and the primary policy relationships to the sewer service area plans developed for the urban areas. Mr. Kiesow explained growth and population trends and general projections for the future. Questions regarding past projections were brought up. Mr. Kiesow explained that overall the projections were relatively close however they were off the mark for a few specific areas. Some committee members questioned the principal of using state projections for control totals.

3. Discussion of growth management and land use issues.

Harlan Kiesow referred to the growth management issues beginning with a discussion of urban sprawl. Committee discussion ensued. Some members felt that there is not enough information to adequately determine where urban sprawl is. Some members felt that sprawl is unplanned growth. Others felt that sprawl is growth that does not contain a full range of urban services. A general discussion of service provision keying on town versus city services was held. No agreement on levels of service were brought forth. Discussions regarding "equity" of property tax rates was also discussed intensively. The question of an "urban area" was also discussed with no resolution. No conclusions on urban sprawl were developed.

The issue of East Central's responsibilities for growth management were addressed next. Harlan Kiesow explained that the sewer service area plans were the primary vehicle for management recommendations. East Central has no implementation powers but recommends to local governments and the WDNR. Other techniques such as plat approval were discussed. No significant changes in the commission's responsibilities were recommended.

After two hours of discussion only two of nine issues were discussed with little agreement or direction established. A recommendation was made to skip the issues discussion and address specific policies at the next meeting. Additional background information was also requested.

The next meeting date was scheduled for July 28 at 2 p.m.

The meeting was adjourned at 4 p.m.

## SUMMARY OF PROCEEDINGS

Growth Management Committee  
Long-Range Transportation Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
July 28, 1994

The meeting was called to order by Harlan Kiesow, Assistant Director at 2:04 p.m.

### Committee Members Present:

Steven Spanbauer	Town of Neenah Sanitary District #2
Russell Meerdink	Meerdink & Associates
William Hurley	Heart of the Valley MSD
Bob Vitas	Town of Menasha
Don Novak	Town of Grand Chute
Lisa Binkley	WisDOT
Patrick Vail	Brown County Planning
Mike Hendrick	Outagamie County
Dan Esslinger	Black Wolf S.D. #1
LeRoy Goldbeck	Town of Neenah
Lurton Blassingame	Citizen
Jim Salm	Darboy S.D.
Richard A. Thompson	City of Appleton
Kelley O'Connor	DNR - Lake Michigan District
Warren Utecht	City of Appleton
Jackson Kinney	City of Oshkosh
Jim Fletcher	Bechard Investments

### East Central Staff Members Present:

Harlan P. Kiesow	Assistant Director
Greg Keil	Principal Planner
Fred Scharnke	Principal Planner
Julie Kautza	Planner
Kassandra Mazurek	Planner
Joe Huffman	Planning Technician
Janet Scalpone	Principal Planner
Ken Theine	Executive Director

#### 1. Discussion of Land Use Goals, Objectives and Policies.

Harlan Kiesow distributed the Summary of Proceedings from the last meeting. In addition, the Summary of Proceedings from the Special Sewer Service Area Task Force was handed out. Mr. Kiesow also distributed summaries of information prepared by the City of Oshkosh which compiled data on urban service delivery and population characteristics for different units of government.

Mr. Kiesow then reviewed the planning process and the relationship of goals, objectives and policies. He also discussed the results of the

last meeting. The three primary issues discussed involved the need for areawide and local planning, the provision of urban services and equity questions of service cost and benefit between jurisdictions.

Jackson Kinney stated that he felt a brief synopsis of the issues should be listed in front of the committee in order to relate to the policies which will be discussed. The following issues were listed by the committee:

- Urban sprawl
- Jurisdictional - multiple units
- Lack of planning process
- Density
- Choice
- Equity
- Cost
- Level of Growth
- Mandates & regulations
- Community character
- Farmland preservation

Mr. Kiesow then referred to the policies listing on page 24 of the "Issues" report, beginning with policy number 1. Warren Utecht reiterated the need for areawide planning and stated that it should be required of jurisdictions involved in sewer service areas. A discussion ensued in which planning process and criteria were listed as elements of plan approval. Pat Vail stated that minimum guidelines for plan content and adoption were an important part of the process. Mr. Kinney agreed and said that general areawide criteria should be established.

Jim Salm brought up the case of the school district impact on land use decisions using the examples of the Darboy and Appleton new school locations. A discussion of the impacts of schools and involvement and coordination of school districts was held. Mr. Kinney stated this was a perfect example of the need for an urban services plan prior to locating major public facilities. Richard Thompson agreed and stated that the Fox Cities should be learning from other areas of the country and avoiding mistakes before they are made. He quoted from a book called "Cities Without Suburbs" which recommends local government reform which addresses the service and equity issues. LeRoy Goldbeck stated that bigger government is not better government and perhaps we should be looking at creating smaller, more representative governments.

Ken Theine stated that part of this issue is a level of growth question. An element of the areawide plan should specify what levels of growth are appropriate. Jackson Kinney stated that a survey of town peoples opinion on the future growth issue should be made. Many town people may not want to become urbanized. Russel Meerdink made a comparison of cities' and towns' growth policies using the example that if both the city and the town are competing for the same growth area it still could result in sprawl development. He felt there should be some form of reward for cities that have a growth management plan because the current process actually promotes sprawl.



After further discussion of the planning issues the committee recommended that school districts be invited to participate on the Growth Management Committee. Harlan Kiesow will solicit this.

The committee then addressed policies 1-3 (pages 24 & 25) under the first objective. Additions and corrections were recommended (included on attachment). With time running out and the policies only one-third completed the committee recommended that each committee member review the remaining policies and send in their comments to staff. Harlan Kiesow will summarize the comments and present the recommendations at another committee meeting. Also, the committee would add policies where warranted and provide any other general comments.

The next meeting date was scheduled for Wednesday August 17th at 2 p.m. Comments on the policies are due back to staff by August 10th and summaries of the comments will be sent back to committee members for review before the August 17th meeting.

The meeting was adjourned at 4 p.m.

## SUMMARY OF PROCEEDINGS

Growth Management Committee  
Long-Range Transportation Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 17, 1994

The meeting was called to order by Harlan Kiesow, Assistant Director at 2:05 p.m.

### Committee Members Present:

John Johnson	Heart of the Valley MSD
Doug Dalton	WisDOT
Dan Esslinger	Black Wolf S.D. #1
LeRoy Goldbeck	Town of Neenah
Jim Salm	Darboy S.D.
Kelley O'Connor	DNR - Lake Michigan District
Warren Utecht	City of Appleton
Jackson Kinney	City of Oshkosh
Leonard Vaness	Calumet County
Dave Muench	Outagamie County Extension Agent
Wayne Rollin	City of Fond du Lac
Brad Bauer	Calumet County Extension Agent
Jerry Frey	Town of Oshkosh

### East Central Staff Members Present:

Harlan P. Kiesow	Assistant Director
Greg Keil	Principal Planner
Fred Scharnke	Principal Planner
Joe Huffman	Planning Technician
Ken Theine	Executive Director

### 1. Discussion of Proposed Policy Changes

Harlan Kiesow asked if there were any changes to the Summary of Proceedings from the last meeting. There being none, Mr. Kiesow handed out additional copies of the proposed policy changes and began discussion.

Mr. Kiesow started with a proposed glossary of terms which was requested from various committee members. A diagram depicting the concept of a geographic urban area was used to give a better understanding of how the definitions apply. Considerable discussion was held on the definition of an "urban development area." The discussion centered on the terms "full range of services" and "centralized water and sewer." Various committee members felt that a full range of services was not needed for urban development. In addition, centralized water is not necessary. Other members felt that a full range of services is needed for new urban development. Wayne Rollin made a motion to accept the presented language which included a "full range of services including centralized water and

sewer" the language of the remainder of the terms listed. The motion was seconded by Jackson Kinney and passed with a majority vote with LeRoy Goldbeck and Jerry Frey voting nay.

Harlan Kiesow then referred to the proposed policy changes which were received from the committee members item by item. Committee members discussed the language and made recommendations for changes, additions and deletions. A lengthy discussion of rural subdivision activities and impacts was held however, no direct language addressing rural development was formulated.

Harlan Kiesow stated that the updated policies would be combined with the results of the other committees and the results would be forwarded to this committee. A combined advisory committee meeting would be held prior the submission to the commission for adoption.

## **2. Discussion of Inter-jurisdictional Issues Committee**

Previously committee members recommended the formation of a committee to address growth related jurisdictional issues and recommend means to deal with intergovernmental problems. Harlan Kiesow stated that the commission would be appraised of this recommendation and governmental interest would be surveyed.

The meeting was adjourned at 4 p.m.

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**Urban Service Delivery Committee**

## SUMMARY OF PROCEEDINGS

Urban Service Delivery Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 1, 1994

### Committee Members Present:

Len Vaness . . . . .	Calumet County Planning Department
Gary Sickich . . . . .	Foth and Van Dyke
David Vaclavik . . . . .	City of Appleton
Warren Utecht . . . . .	City of Appleton
Allison Blackmer . . . . .	Town of Harrison
Mark Kerkoff . . . . .	Town of Freedom
Stephen J. Spanbauer . . . . .	Town of Neenah S.D. #2
Dan Callies . . . . .	Fox Valley Realtors Assn.
Mark Opitz . . . . .	WisDOT, Planning & Budget, Central Office

### East Central Staff Members Present:

Fred Scharnke . . . . .	Principal Planner
Ken Theine . . . . .	Executive Director
Greg Keil . . . . .	Principal Planner
Julie Kautza . . . . .	Planner

Greg Keil opened the meeting and explained the role of the committee. He also discussed how the committee fit in with the long-range transportation plan and the update of the commission's sewer service area plans. Greg Keil then summarized urban service issues and the related land use implications. Discussion was held on several topic areas:

#### Minimum Levels of Services

The prospect for requiring minimum levels of urban services was raised. Thoughts expressed on this issue included the following:

Mr. Spanbauer related that it is difficult to achieve consensus even within communities on what is an appropriate level of services. The provision of sidewalks was cited as an example of an urban improvement that elicits varying philosophies and policies. Changing needs, cost considerations, individual preferences and administrative personnel result in policies that are continually evolving.

Greg Keil suggested that a minimum level of services, such as the availability of municipal water along with sanitary sewer, could be incorporated into East Central's policies for allocating acreage in sewer service area plans. Those areas without municipal water supplies could be allocated less growth acreage, using the theory that urban growth should take advantage of services and facilities that already exist rather than encouraging development in areas without those services.

Committee members expressed some support for this approach, but had reservations in terms of how such a policy may restrict individual choice and

conflict with the growth objectives of communities which do not presently offer water service.

Discussion turned to the land use impacts associated with urban services and how rural development has increasingly impacted the rural/agricultural character of many towns. Ms. Blackmer brought to the committee's attention the recently proposed administrative rules which would allow private wastewater treatment systems serving individual residences. Great concern was expressed over the environmental and land use implications of such an action. Mr. Kerkoff pointed out the potential maintenance problems that are likely to arise with such facilities. Discussion was held on county policies regarding rural residential growth and subdivision development. Mr. Vaness described Calumet County's growth management policy and indicated the county has been relatively successful in directing subdivision development to sewered areas. Greg Keil stated that nowhere else in the region does such a policy exist and the growth pattern in other counties is much more scattered.

The notion of requiring a land use/development plan as a condition of allocating growth acreage within sewer service area plans was introduced by Greg Keil. Committee members generally supported this concept as a means of promoting the planned provision of services. Mr. Vaclavik pointed out the need to retain flexibility so as to be able to respond to development opportunities that offer benefits to the community, but were not anticipated in the land use plan. Additional discussion was held on how such a policy would be implemented and how planning requirements would fit in with sewer service area amendment policies.

The designation of a governmental body to facilitate the joint provision of government facilities and services was posed for committee discussion. Committee members generally agreed that coordinating the provision of municipal services and promoting use and development of joint facilities is desirable. Strong reservations were however expressed relative to giving a third party the authority to arbitrate the provision of services among communities which may have conflicting interests. It was suggested that East Central expand its role in an advisory capacity to encourage intergovernmental coordination and joint provision of services. The courts would provide the forum to resolve irreconcilable conflicts between jurisdictions.

At the close of the meeting, Greg Keil indicated that he would attempt to incorporate the committee's discussion into policy statements for consideration at the next meeting.

SUMMARY OF PROCEEDINGS

Urban Service Delivery Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 15, 1994

Committee Members Present:

Jackson Kinney . . . . . City of Oshkosh  
Len Vaness . . . . . Calumet County Planning Department  
Gary Sikich . . . . . Foth and Van Dyke

East Central Staff Members Present:

Fred Scharnke . . . . . Principal Planner  
Harlan Kiesow . . . . . Assistant Director  
Greg Keil . . . . . Principal Planner

Greg Keil opened the meeting and summarized the discussion at the previous Urban Service Delivery committee meeting. Copies of the existing urban services and infrastructure policies along with newly proposed policies were distributed.

A wide ranging discussion was held on development trends and possible mechanisms for better managing growth in urbanizing areas. A number of concepts were discussed as possible means for promoting equity and cost effectiveness in urban service delivery. These concepts included: requiring development plans, tying sewer service area growth allocations to service capabilities, establishing differentials in density standards for full and limited service communities, creating incentives for land use planning and the development of long-range water and sewer system plans, and coordination of service provision among jurisdictions.

Consensus emerged that East Central's urban service and growth management policies should be implemented through incentives as opposed to requirements or prohibitions. One example of this approach might be to "reward" those jurisdictions with community development and utility system plans with a "bonus" allocation of sewer service area acreage.

Following this discussion, each of the existing and proposed policies was reviewed. Several modifications were made to the proposed policies to clarify the intent or effect of the policy statement. The revised policies are attached.

Upon completion of the policy review, Greg Keil explained that the next step in the process will be to coordinate and integrate revised goal, objective and policy statements among the respective land use and transportation committee. Subsequently, a joint meeting of the committees will be held to solicit comment on the updated statements and address any remaining conflicts. Ultimately, the updated statements will be presented to the East Central Commission for adoption.

Urban Services and Infrastructure  
Policy Statements

Existing Policies (Revised based on 8/15/94 meeting)

The density of urban development should be adequate to sustain reasonable urban service costs.

Urban development should be directed to areas which can be conveniently and economically served by public facilities.

A greater proportion of subdivision development now occurring in rural areas should be encouraged within existing communities where urban services are available.

Urban development should occur only in designated urban service areas.

Development acreage in sewer service area plans should be allocated to areas which will maximize the use of existing services and facilities.

Residential development should be directed to locations where public and private supporting facilities and services are readily accessible.

Work places, shopping centers, recreation facilities, and community services should be located in areas which do not require major investments in infrastructure to make them accessible to residents.

Transportation and utility facilities should be designed to serve existing needs as well as the future demand imposed by planned development.

Assure that all rural and urban local units of government have the opportunity to obtain technical information and assistance necessary to finance, evaluate, and provide public services more economically.

Foster cooperation and coordination in the provision of services where efficiency, equity, and economies of scale can be obtained.

Discourage reliance on the property tax and increase the use of alternative revenue systems to finance necessary services.



Proposed Policies (Revised based on 8/15/94 meeting)

The cost of extending of infrastructure and services should be borne by those benefitting. The determination of such costs should consider both the initial improvements necessary to support the development as well as the longer-term demands placed on community facilities and services.

Local jurisdictions should maintain a development fee structure to recover development costs and adequately provide for the health, safety and recreational needs of residents.

Local jurisdictions should adopt mechanisms for extracting fees for off-site improvements necessitated by development.

Facilities and services should be available to accommodate the long-term needs and impacts of a proposed development.

Land use and community development plans should guide the extension of municipal services and facilities.

The extension of utilities to serve individual developments should be consistent with community water, wastewater and transportation system plans.

Major infrastructure extensions should be staged to coincide with community growth rates.

Neighboring jurisdictions should jointly plan service areas, system capacities and service capabilities of municipal facilities and services.

**Environmental Resources and Open Space Committee**

## SUMMARY OF PROCEEDINGS

### Environmental Resources and Open Space Committee Long Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission July 19, 1994

The meeting was called to order at 2:00 PM.

#### Committee Members Present:

Lurton Blassingame	Citizen
Mike Hendrick	Outagamie County Planning Department
Mark Kerkhoff	Freedom Sanitary District
Tere Locke	Wisconsin DNR, Oshkosh
Harry Lopas	Citizen
Susan Kepplinger Moore	City of Oshkosh
Kelley O'Connor	Wisconsin DNR, Lake Michigan District
Dave Pavlik	Citizen
Katherine D. Rill	Winnebago Audubon Society
Penny Bernard Schaber	Fox Valley Sierra Club
Linda Stoll	Neenah-Menasha League of Women Voters
Art Techlow	Wisconsin DNR, Oshkosh
Len Vaness	Calumet County Planning Department
Dave Wiese	City of Kaukauna

#### East Central Staff Members Present:

Fred Scharnke	Principal Planner
Greg Keil	Principal Planner
Ken Theine	Executive Director
Harlan Kiesow	Assistant Director
Kassandra Mazurek	Planner

Mr. Scharnke provided a brief overview of the Long-Range Land Use/Transportation Plan and discussed the role of the Environmental Resources and Open Space Committee in the planning process. The intent of the plan is to provide a framework for land use and transportation decisions through the year 2020. He indicated that the planning process to be followed in this plan requires a more comprehensive examination of transportation and land use interrelationships than in the past. Of significance to this committee is a greater commitment to addressing public concerns for social, economic, environmental, energy and quality of life issues.

He indicated that the initial purpose of this committee would be review issue statements developed from the November 1993 nominal group session and use these statements to evaluate and update existing environmental and open space goals and objectives, which date from 1977. It was hoped this could be accomplished in two meeting sessions. The committee's work would then be brought back to the full committee for integration with the goals and objectives generated from the other six committees.

Mr. Keil then presented a brief overview of current planning activities in the area of natural resources and Mr. Scharnke followed with a similar presentation on open space planning activities.

Ms. Moore suggested that questions posed in the issues statements could not adequately be discussed without first refining the goals and objectives and asked to move the discussion forward directly to this element. She indicated that many of the existing goals and objectives were too generic, not germane, or simply addressed issues beyond the purview of the Regional Planning Commission. She stated that if the committee were truly intent on developing meaningful goals and objectives, it would be appropriate to develop them in the context of absolute numbers and timelines. At the same time, irrelevant goals and objectives could be discarded. County Planning Department staff representatives, Mr. Hendrick and Mr. Vaness, however, both suggested that even generally stated goals and objectives were often valuable to them in working with their committees, local officials, and individual landowners.

Ms. Moore further suggested that the term "urban areas" should be changed to "areas of urban densities" as a more descriptive and accurate term. This would reinforce the notion that the goals and objectives and related policies would also apply and address planning issues involving existing and future development in unincorporated areas. It was suggested that the committee develop criteria to define the term "area of urban density."

Ms. Moore and Ms. O'Connor indicated that several environmentally important resources such as wetlands were already effectively regulated by DNR and other bodies and suggested it was perhaps inappropriate for the RPC's goals and objectives to address these concerns as they were in essence non-issues. This would allow the committee to focus more fully on developing objectives to address problem areas. It was pointed out, however, that while this approach had merit, committee members may not universally accept the effectiveness of present regulatory measures and there may be perceived shortcomings in how regulatory policies are applied which should be raised as issues.

It was also suggested that the goals and objectives address only those issues which the RPC has been statutorily empowered to have a role in the regulatory process. For the bulk of East Central's planning activities, however, it was pointed out that the agency functions primarily in an advisory role. Even without the ability to mandate adherence to specific policies, staff felt it desirable to have a broad-based and uniform set of goals and objectives throughout the planning area. This would provide a consistent basis for making advisory recommendations to local units of government, which in turn could choose to ignore or consider the advice as it pertained to a specific decision. Once again, staff from the two county planning departments represented felt that the use of East Central's goals and objectives and recommendations based on them has been helpful in supporting their recommendations to elected and lay committees and boards with approval/denial authority. It was their contention that this advisory input helps make sure that sound planning principles as well as political implications are weighed in the decision-making process.

Staff pointed out that, because of its advisory nature, there is presently inconsistency among units of government on the scope and types of review assistance sought from East Central. Some units of government utilize East

Central for plat review, for example, and some do not. Additionally, some wish only to know whether the plat is in a sewer service area while others may be concerned with how well the plat integrates into existing and future development/streets, its street and lot layout, and even potential building siting on an individual lot. In our reviews, we attempt to address all concerns regardless of whether our advice is likely to be considered at the local level.

There is also inconsistency among the municipalities on how protected and other important environmental resources are managed. Some offer no more protection than the minimum mandated through the regulatory process while others have attempted to preserve some of these areas through zoning and/or parkland acquisition. A drainage easement, for example, in itself a concept not universally applied as a management tool, may or may not include a companion public use easement. The result of this inconsistency is that the resource is not afforded the same degree of protection across municipal boundaries. A related problem is that should a well-founded policy be developed at the local level, its implementation will not universally occur in other adjacent municipalities unless mandated by a higher governmental unit. The implication is that statutory regulations must be enacted before the policy is carried out locally.

Ms. Stoll pointed out that these examples may be indicative of the lack of coordination and communications between adjoining units of government and suggested that one of the roles of this committee might be to identify and recommend policies needed to better address these concerns uniformly throughout the planning area.

In concert with this, Mr. Blassingame indicated that existing goals did not contain companion objectives for making education a more integral component of policy-making. This would not only be effective for increasing public awareness of environmental issues but would also enable more informed planning decisions to be made by local governmental review and regulatory bodies.

Mr. Scharnke then stated he hoped that the policies developed from the committee's goals and objectives could provide the criteria needed to inventory and map areas and resources which should be protected from future development. He also indicated that he would like the committee to develop policies to guide and coordinate their future protection and management. He indicated that once appropriate criteria were in place, the mapping of said areas would be relatively easy; the difficulty would lie in implementing policies which would guarantee their protection.

The following tasks, to be completed prior to the August 2 meeting, were assigned:

1. The committee was requested to review the existing goals and objectives with the intent of creating more concrete objectives while ferreting out those not relevant to this plan.
2. Staff was also requested to review and revise these goals and objectives to make them more meaningful.

3. Staff was requested to indicate who and what types of regulatory measures are currently in place for specific areas of environmental protection (To be available at meeting).
4. Staff was requested to prepare a base map of a select area showing existing parks and open space areas, environmentally significant resources, and other important natural and cultural features (To be available at meeting).

The meeting was adjourned at 4:00 PM.

## SUMMARY OF PROCEEDINGS

Environmental Resources and Open Space Committee  
Long Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 2, 1994

The meeting was called to order at 2:00 PM.

Committee Members Present:

Lurton Blassingame	Citizen
Mark Kerkhoff	Freedom Sanitary District
Tere Locke	Wisconsin DNR, Oshkosh
Harry Lopas	Citizen
Susan Kepplinger Moore	City of Oshkosh
Kelley O'Connor	Wisconsin DNR, Lake Michigan District
Dave Pavlik	Citizen
Katherine D. Rill	Winnebago Audubon Society
Penny Bernard Schaber	Fox Valley Sierra Club
Gary Sikich	Foth and Van Dyke
Linda Stoll	Neenah-Menasha League of Women Voters
Ron Tank	Citizen
Len Vaness	Calumet County Planning Department

East Central Staff Members Present:

Fred Scharnke	Principal Planner
Greg Keil	Principal Planner
Ken Theine	Executive Director
Kassandra Mazurek	Planner

Mr. Keil led a discussion on environmental resource issues. The purpose was to assess whether current regulatory measures and other management tools achieve a desirable level of resource protection and to identify further actions which may be required to address situations where existing regulations and policies were deemed by the committee to be inadequate.

The primary issues surrounding wetlands are protection and preservation. Although generally effective, the committee felt more needed to be done in recognizing the role of wetlands in hydrologic continuity with other surface water. The control and effectiveness of wetland mitigation was also discussed. Another issue was how to assess the cost of providing municipal utilities which pass through areas where wetland regulations prevent development.

The primary concern with floodplains is encroachment. Although NR 116 offers a degree of protection, it does allow development in floodplain areas if certain criteria are met. The cumulative effect of this policy needs to be looked at more closely. The committee felt that local initiative to encourage state legislation which would have more stringent requirements than NR 116 would be appropriate. Although new development in rural floodplain areas has

been strongly discouraged and fairly well controlled, Mr. Keil indicated that East Central's present policy is to allow development and redevelopment in developed portions of floodplains in communities such as Fond du Lac and Shiocton, which are entirely or extensively located in floodplains, if the criteria spelled out in NR 116 are met. The alternative, he said, was to tell a community it could no longer grow because of its floodplain location. Regulations to provide more effective and/or mandatory stormwater management was another area where the committee felt additional protection could be brought about.

The primary issues surrounding shorelands include encroachment, riparian habitat, and erosion. Although development of these areas is regulated through county shoreland ordinances, these issues remain because little is in place to protect runoff from reaching the watercourse. The committee discussed greater use and enforcement of erosion control ordinances. There was also support for implementing management tools which would maintain natural cover along the edges of streams and lakes. This undisturbed area would help filter out sediment and nutrients and provide cover for wildlife. Opportunities for integrating these concerns with stormwater management regulations need consideration. In a related matter, the committee felt there were several issues related to the development and maintenance of stormwater retention and detention basins and other impoundments that needed to be addressed.

The primary concerns with groundwater are consumption and contamination. Mr. Keil indicated that the groundwater in this area is dropping about two feet per year, although public water sources have not been significantly impacted as of yet. For the Fox Cities municipal supplies, groundwater recharge occurs a considerable distance from where it is withdrawn. Groundwater extracted in the Fox Cities, for example, originates near the Wolf River and has been moving through the aquifer for more than 6,000 years before it is withdrawn in the Fox Cities. Wellhead protection ordinances would have no significant effect in these situations but would be applicable in areas such as the City of Waupaca, where the recharge is through the relatively sandy soils of the surrounding area and the distance and time factors do not allow the same degree of purification.

The primary issues involved with surface water are toxics and eutrophication. East Central's Sewer Service Area planning program works in tandem with wastewater treatment capacities of individual plants. A Wasteload Allocation Program is also in place to minimize the impact of organic pollutants while toxic and nutrient loadings into the Fox River from municipal and industrial sources are also regulated through discharge permits. The primary responsibility for managing surface water resources lie with state and local jurisdictions.

The primary concerns with mineral resources involve site restoration and escarpments. Recently passed non-metallic mining legislation requires new surface mining operations to have a reclamation program in place. The need to protect highly scenic and environmentally sensitive natural escarpments from development as well as destruction by quarry operations was also discussed. Calumet County has been relatively successful in protecting the ledge area from development through strict controls on the granting of holding tank permits. The use of setbacks from the escarpment face has also worked in some



areas. The Lower Wisconsin Scenic Riverway has purchased scenic easements as a way of addressing this issue.

The primary issues associated with woodlots are conversions to other uses and loss of habitat. These areas are often risk destruction because they offer premium building sites. Even when little vegetation is intentionally removed, the grading needed for homesites and roads can alter drainage and result in significant adverse effect on undisturbed portions of the woodlot. Possible tools may be restrictions on canopy removal, building density, or requirements to maintain vegetative buffering.

Although known rare and endangered ecosystems are protected on all projects involving federal funding, they risk destruction from private decisions to develop non-public land. Although rare, local ordinances are available to protect these areas from private development. DNR maintains an inventory of known sites which it can make available to East Central for future planning.

Increased emissions and non-attainment area designation are cited as major concerns with air quality. One of the functions of the long-range land use/transportation plan is to have in place a mix of strategies whereby voluntary transportation choices are adequate to ensure that the region's three urban areas do not become non-attainment areas.

Loss of cropland through conversion to other land uses was also addressed. It was noted that the Farmland Preservation Program was largely ineffective in areas where significant development pressure exists. Conversely, many farms in the program are located outside the sphere of development activity and face no threat of loss through development.

Mr. Scharnke then briefed the committee on potential additions to the existing open space goal, objectives, and policies. He stated that these tended to address open space from a regional perspective and, as a result, he believed additional policies were appropriate to place greater emphasis on open space planning at the local level. Of particular significance was the need for mandatory parkland dedication and policies which would encourage the preservation of environmentally sensitive areas and linkage corridors. He also suggested the committee add a new objective which would focus on community aesthetics.

After discussion of individual policies, it was determined that a new draft be prepared which would simplify a number of the objectives and policies and eliminate the duplication of those policies which were adequately addressed as environmental resource issues. Once this draft has been completed and mailed to committee members, an additional meeting will be held if needed.

Ms. Mazurek then presented a concept plan of the Oshkosh urban area showing opportunities for integrating existing and future park sites with environmental corridors and other linear features. Once significant environmental features, parks, and other important recreational and cultural resources are identified, it is anticipated that more refined plans of a similar nature will be prepared for all three urban areas.

There being no further business, the meeting was adjourned at 4:15 PM.

**Street and Highway Committee**

## SUMMARY OF PROCEEDINGS

### Street and Highway Committee Long-Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission Office July 13, 1994

The meeting was called to order at 2:00 p.m. by Kenneth Theine, Executive Director, East Central Regional Planning Commission.

#### Committee Members Present

Gene Hojan	Village of Little Chute
LeRoy Goldbeck	Town of Neenah
Dean Steingraber	Outagamie County
Gerald Wesolowski	WisDOT District 3
Jim Esler	Bechard Group
Allison Blackmer	Town of Harison
Don Novak	Town of Grand Chute
Mark Radtke	City of Menasha
Dick Vanden Brogaerd	Village of Kimberly
Tom Harp	City of Appleton
Ken Frahm	City of Appleton
Jerry Konrad	City of Oshkosh
Randy Zahn	Calumet County
Greg Hanson	City of Appleton
Pete Gulbranson	City of Kaukauna
Tom Beck	Neenah School District

#### Committee Members Absent

Bob Anderson	WisDOT District 2
Katy Walters	WisDOT District 2
George Dearborn, Jr	Town of Menasha
John Derks	Town of Buchanan
Ray Grigar	Winnebago County
Rick Hermus	Village of Kimberly
Jon-Paul Kohler	Federal Highway Administration
Charles Maney	City of Neenah
Mick Salm	Town Of Clayton
Mark Van Thiel	Village of Combined Locks
James Wunderlich	Town of Greenville
Adrian Gershom	Onieda Nation

#### Staff Members Present

Ken Theine	Executive Director
Jan Scalpone	Principal Planner, Transportation
Walt Raith	Transportation Planner
Greg Keil	Principal Planner, Com. Development
Fred Scharnke	Principal Planner, Transportation
Harlan Kiesow	Assistant Director

1. Review and discussion of the street and highway issues as identified within the Long-Range Transportation/Land Use Plan for the Fox Cities and Oshkosh Urbanized Areas, ISSUE IDENTIFICATION, ECWRPC 1994.

Mr. Theine welcomed the group and stated these meetings would be an important part of the long range planning process. The discussion would focus on street and highway issues as identified in the recent issues report. He explained that the document was a culmination of a public involvement process that included a meeting of over 80 participants on November 17, 1993, that identified and prioritized the issues to be discussed today. The document includes background information that will assist the seven subcommittees in the review and modification of existing goals, objectives and policies.

Mr. Theine briefly reviewed the planning process and the expanded role of public participation including efforts at the state level with the TRANSLINKS 21 program. We will be looking for different directions or alternatives to the way we plan for transportation including land use patterns and the way they impact transportation. One objective of the planning process is to develop alternative land use scenarios and test their impacts on the transportation system. An example would be very dense development compared with some degree of sprawl. The policy process is the first phase and will result in an interim plan being prepared by the end of 1994 to meet the requirements of ISTEA. Testing would begin after the policies and performance measures have been modified to reflect the emphasis on modal choices. We hope to be completing the long range plan near the end of 1995 in compliance with ISTEA.

Mr. Theine explained that the state does not have an interim plan option and must have the complete document by the end of the year. Four alternatives have already been developed and include existing trends (a continuation of current programs), modal choices (spending more money on other modes with the same transportation funding levels), modal improvements (measure deficiencies and increase funding for other modes) and premium mobility (the best money can buy and technology can provide). Mr. Theine outlined the cost of these items on a per auto basis, followed by a brief discussion about alternative ways to increase revenues for transportation funding at a local program level.

Mr. Theine went on to describe the street and highway system and the conflicting role these facilities play. On one hand they provide access to land use, while also providing for the efficient movement of through traffic. He pointed out that traffic leaving and entering various land uses often conflicts with through movement as traffic waits for turn movements. For this reason the street system is classified based on the amount of access and the volume of traffic the facility carries. For planning purposes, measures have been developed that categorize the type of facility and the level of service each provides. Discussion followed regarding current activities and the trend toward a multimodal approach to transportation planning. We will be looking at existing policies and how we might modify them to reflect new ideas in the field. Mr. Theine described some methods that might increase the efficiency of our current system that included the reduction of single occupancy vehicle (SOV) trips.

Ms. Blackmer described a recent study showing a significant number of SOV trips were working mothers transporting children to day care and would be difficult to reduce, short of providing day care at the work site. Mr. Theine stated that the level of SOV trips were the types of policy issues we will deal with as we change our focus to modal choices. One of the issues raised in the report to be discussed is, *"should regional plans for streets and highways give focus to other modal systems?"*

Mr. Wesolowski thought the key word here should be "attention" to other modes, rather than focus, the automobile will continue to be the dominant mode choice. Mr. Konrad agreed and added, it all comes down to convenience and the auto will continue be the preferred mode. Ms. Blackmer emphasized that in the case of the day care trips, the mothers schedule does not lend itself to car pooling and we will continue to use SOVs for those trips. Mr. Goldbeck added, we have no choice, we will have to continue to use the automobile as the dominant transportation mode. Mr. Wesolowski noted that there may be corridors or unique situations where other modes may work and we can encourage that, but for the most part it will be very difficult to institute other modes. Ms. Blackmer described a recent suggestion by an Appleton alderman that prescribed a mini-van system to provide transportation beyond the current fixed route system. Mr. Hanson added that unless there are financial incentives or disincentives the auto will continue to be the dominant mode. Mr. Theine stated that these are the issues we are dealing with, alternative modes including transit and even bicycle and pedestrian facilities. How much should we do to promote these activities?

Mr. Konrad said, it seems bicycles are more recreational in nature and not really a viable option, or for that matter even practical for commuting to work. Ms. Blackmer added that most people live too far out to ride a bike and transit systems have no routes in the rural areas. Mr. Theine raised the question about the cost to the communities for other modes. Mr. Harp suggested it may not be cost effective to use other modes given the investment needed from a community perspective. Mr. Hanson noted, we may have to look at alternative modes depending on where we were at in terms of air quality standards. He asked Mr. Theine where we were in terms of attainment as defined by federal air quality regulations. Mr. Theine indicated that some test have shown almost 85 percent of attainment and noted that we will continue to monitor the situation. He added becoming a nonattainment area would require a significantly larger work effort and we hope to avoid that if possible by taking these steps to safeguard our attainment status.

Mr. Theine suggested we move onto the next issue or question, *"how can we provide better access to community centers, core areas and downtown?"* Discussion followed about transportation and land use planning and how changes seem to relate to the economic development process in general. Perhaps we should let development dictate change and we adopt them. Ms. Blackmer suggested a regional approach might be used to dictate certain events such as transit loops to provide transportation to specific locations or better timing of a larger traffic light system. Mr. Konrad disagreed and said that this type of planning and decision making is better done at the local level, based on local knowledge, with decisions being made at the local level. Ms. Blackmer stated it often seemed difficult to travel through core areas, the stop and go conditions makes the route

undesirable. A discussion followed regarding peoples perceptions in terms of desirability and accessibility. It was suggested by Mr. Hanson that people need to see the front door of a destination in order to perceive convenience and are willing to walk across a large parking lot at the mall. If the destination is out of sight around the corner its perceived as inconvenient, even if the distance is less.

Mr. Theine noted that land use has been identified as one of the major issues; *"what is the land use implication of new transportation corridors and how can we better plan for expected changes?"*

Mr. Novak stated he thought it was largely a land use issue and that land use could control what occurs in terms of the transportation system. Mr. Goldbeck cited the Tri-County Freeway as an example of development occurring as a result of a new facility. Mr. Beck suggested that we need to consider what the transportation implications of the land use types we select are and that we need to develop policies like access control and other standards, beyond the local level, to set precedents in land use control. This would make it easier for local government to enforce regulations by providing a buffer against objection by the locals. Mr. Novak agreed that standards should be in place to provide such a buffer.

*Should measures of highway efficiency and cost effectiveness of new transportation facilities be the only means by which street and highway projects are evaluated.* Mr. Goldbeck thought that economic development was the driving factor for changes and that this could be measured at the local level. Mr. Konrad stated we should measure the amount of public involvement in the process as the actual facility information can be quantified. Discussion followed regarding the various performance measures including cost per vehicle mile traveled and safety measurements.

*Should preservation of existing highway capacity through corridor preservation and traffic operations optimization techniques be utilized before capacity is expanded with alternate routes?* Mr. Theine asked at what point do we consider adding capacity to a facility, after it has reached the maximum? Mr. Goldbeck felt not enough was done to preserve facilities and keep them functioning at optimum capacity. Mr. Wesolowski stated that we need to make a facility useful to the fullest extent possible, by not increasing capacity until it is needed. Mr. Hanson noted that the facility must handle the projected demand based on design standards. Mr. Theine stated that this could be a land use issue rather than a transportation issue. Ms. Blackmer stated that the local government must control the land use as it relates to the facility. Mr. Beck prescribed that more planning be done to identify how long it will be before we need a new corridor and that transportation responds to land use. Mr. Goldbeck suggested that who ever has jurisdiction, at what ever level, over the facility should make the final determination.

*Should regulations be initiated for planned development that would reduce traffic generated on major highway corridors within developed communities?* Mr. Goldbeck felt that most communities are already spread out too much, with densities too low for these actions to work. Mr. Hanson noted that this type of development could help to disperse traffic out onto the network more evenly. Mr. Beck added that at least it would divide traffic out onto different classification levels within the system. Mr. Theine ask

if there was more potential for neighborhoods to better plan for shared access to a facility. Ms. Blackmer stated that she didn't like some of these types of development. Mr. Esler added that he didn't see much of an improvement with this type of development. Mr. Konrad noted that this type of planning was kicked around back in the 60s and it never went anywhere. Mr. Novak stated that while this may reduce traffic on selected segments it would not have an impact on the total system.

*How should transportation projects be funded?* Mr. Theine gave a brief overview of some of the funding sources available and ask the committee to consider other options including impact fees. Mr. Steingraber stated that perhaps the developers should be paying more for the infrastructure the development requires. Mr. Novak stated that perhaps some disincentives should be levied as they are remembered for a longer time period. Mr. Steingraber suggested that projects be prioritized based on the amount of money each jurisdiction is willing to spend. Those projects with a higher local match would be considered first. Mr. Wesolowski noted that a special assessment fee could be levied on new people to the development so that shares are paid based on the number of parcels available. Mr. Beck noted that some communities have established TIFs to find the resources. Mr. Theine asked if there was enough money available to match the need and noted other possible sources including a wheel tax or a county sales tax. Mr. Wesolowski suggested that these funding sources be considered for all modes not just highways.

*Should capital improvement programming be required, prodding communities to identify their infrastructure needs in advance and then requiring them to plan and prioritize projects for meeting those needs at least six years in advance of their provision?* Mr. Novak stated that the CIP is a good idea as long as local government has some flexibility for changing the projects if needed. Mr. Theine ask if a CIP should be a prerequisite to receiving state or federal transportation aids? Should there be a comprehensive plan in place? Mr. Konrad stated that a plan should not be a prerequisite to receiving funding, because things change and the jurisdiction must have some flexibility. Mr. Beck felt the plan should be in place for a framework, but agreed it should be on a project by project basis with some flexibility. Mr. Konrad added that developers can make communities do flip-flops on their plan if the incentives are there for economic development. Committee consensus was that a plan has value at the local level and should be in place, but with some degree of flexibility must be built in.

*What criteria should the regional Transportation Improvement Program (TIP) use in the prioritizing transportation projects?* Mr. Theine explained that a task force is being formed to address the criteria for the TIP prioritization process that will be expanded to cover all modes. Mr. Konrad stated that a cost benefit analysis could be used. Mr. Beck suggested we look at the return on the investment. Discussion followed regarding the social impacts and how that might be measured. Mr. Wesolowski suggested that we look at efficiency and how the facility meets the needs of the system. Ms. Blackmer suggested we look at safety as one criteria. Mr. Beck suggested we look at the demand on the facility. Mr. Theine stated these issues would be addressed with the criteria task force.

2. Review and discussion of existing policies in terms of the issues identified.

Mr. Theine explained that at the next meeting slated for July 27, 1993, the existing policies would be reviewed with the policy suggestions made during this meeting incorporated into the discussion.

3. Other Business

There being no further business Mr theine thanked the group for attending and adjourned the meeting at 4:10 p. m.



## SUMMARY OF PROCEEDINGS

### Street and Highway Committee Long-Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission Office July 27, 1994

The meeting was called to order at 2:10 p.m. by Kenneth Theine, Executive Director, East Central Regional Planning Commission.

#### Committee Members Present

Gene Hojan	Village of Little Chute
LeRoy Goldbeck	Town of Neenah
Dean Steingraber	Outagamie County
Gerald Wesolowski	WisDOT District 3
Allison Blackmer	Town of Harison
Don Novak	Town of Grand Chute
Dick Vanden Brogaerd	Village of Kimberly
Tom Harp	City of Appleton
Charles Maney	City of Neenah
Jerry Konrad	City of Oshkosh
Greg Hanson	City of Appleton
George Dearborn, Jr	Town of Menasha

#### Committee Members Absent

Pete Gulbranson	City of Kaukauna
Tom Beck	Neenah School District
Randy Zahn	Calumet County
Mark Radtke	City of Menasha
Jim Esler	Bechard Group
Bob Anderson	WisDOT District 2
Katy Walters	WisDOT District 2
John Derks	Town of Buchanan
Ray Grigar	Winnebago County
Rick Hermus	Village of Kimberly
Jon-Paul Kohler	Federal Highway Administration
Mick Salm	Town Of Clayton
Mark Van Thiel	Village of Combined Locks
James Wunderlich	Town of Greenville
Adrian Gershom	Onieda Nation

#### Staff Members Present

Ken Theine	Executive Director
Jan Scalpone	Principal Planner, Transportation
Walt Raith	Transportation Planner
Fred Scharnke	Principal Planner, Transportation

1. Review of existing policies in terms of the issues discussed at the July 13, 1994 Streets and Highway Committee meeting.

Mr. Theine briefly reviewed the July 13, 1994 meeting and noted that existing policies related to those issues would be addressed during this session. One broad overall objective and one broad overall goal have been developed to guide our transportation planning program up to this point. The objective for streets and highways has been defined as *providing a street and highway system which, together with other transportation facilities, will meet the short and long-range needs, interest and objectives of the citizens of the area in a cost effective manner, with the overall goal of achieving a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the area.* From these a more specific list of goals and objectives have been developed. Mr Theine referred to the handout listing existing policies and objectives and noted the first two have been modified as examples.

*The highway system should be designed to adequately accommodate projected future highway travel growth necessary for the efficient movement of goods and people.*

*The highway system should be designed to adequately accommodate projected future highway travel growth and for the potential modal choices necessary for the efficient movement of goods and people.* Mr. Theine stated the policy had been revised to reflect the multimodal directive of ISTEA. Mr. Konrad wondered if the multimodal aspect should be included in streets and highways. Mr. Steingraber felt the change was appropriate because various modes also use the street network as routes. The committee agreed that some variation of multimodal consideration should be included in the policy.

*Development of new or expanded highway corridors should generally be limited to situations where they are clearly needed 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,*

*Development of new or expanded highway corridors should only be considered after a determination that alternative transportation modes can not 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,*

Again a variation of the policy reflects the need to consider other modal choices. Mr. Konrad asked if the policy should consider other management strategies including the removal of parking or striping turn lanes in addition to other modes. Some discussion followed regarding other management techniques that could be incorporated within the policy. Mr. Theine noted that other existing policies specifically address other techniques and that we will likely recognize some overlap between other policies and objectives. Mr. Theine stated that in the case of building or expanding routes, regulations have been developed through ISTEA that require consideration of other modes in lieu of adding capacity. The study must determine if incorporating other modes could accomplish the same objective. Currently it is only required for routes with access control that are typically identified as "major projects", i.e. a major project investment study (MIS).

The requirement has already impacted several proposed projects including the USH 10 and STH 76 relocations, the expansion of CTH CE and the construction of CTH CB (West Side Arterial). Meetings were held with officials from FHWA and WisDOT, the transit operators, the MPO and the project consultants. The determination was made that other modes could not meet the objectives and eliminate the need for the projects. In the case of the West Side Arterial (CTH CB), it was determined the project would not have required a formal MIS due to the existing and proposed access onto the facility. In all cases it was determined the projects were too far into the process to require a formal MIS, with the formal meetings considered adequate to meet the requirements of ISTEA.

Some discussion followed regarding the definition of major project and if it only includes principal arterials. Mr. Hanson suggested that the provision be included in the policy to study and identify future corridors in response to the projected land use. Mr. Hanson suggested that an (f) be added to the policy that reads; "provide a framework for future planned land use". Some discussion followed considering if land use drives transportation or transportation dictates land use. No consensus was reached, but most agreed that land use and the transportation system to serve it could be planned in concert with some certainty regarding the final result. The problems are created when transportation and land use projects are developed without consideration of, or independent of, each other.

*Street and highway design standards should be based on functional class criteria set forth in WisDOT's Design Manual. Mr. Theine noted that this statement entails a host of standards that have been developed over the years. When the manual is revised or updated it is adopted as part of the policy. He then asked if there were objections to the policy. Some discussion followed regarding the length of time the policy has been in effect and if everyone follows it. Some examples were given of local roads that may not meet the standards provided. Mr. Steingraber felt that all roads should follow the guidelines even if they are private roads that may someday be dedicated to public use.*

Mr. Harp noted the importance of ROW in addition to the actual roadway and perhaps it should be part of the policy. Some discussion followed as the committee agreed ROW is already part of the Design Standards. Mr. Dearborn stated that different land use types have various impacts on capacity and perhaps that should be considered. Mr. Goldbeck agreed and noted we need to plan for these corridors. Mr. Harp stated that official mapping will accomplish that, but maybe we need to get more specific about the preservation of ROW. Mr. Theine suggested that it be made clear that official mapping does not require the purchase of the ROW. More discussion followed regarding the content of the manual as it relates to the policy. Mr. Hanson noted that most of these issues are specifically addressed.

*Adequate financial resources for upkeep and renewal to stop and reverse further deterioration of existing highway should be a high priority in the budgetary process. Mr. Theine stated that the upcoming street and highway needs analysis study will address many of these issues in terms of level of spending verses required maintenance. Mr. Wesolowski noted that deterioration can not be reversed, roads wear out. Mr. Theine clarified that over the life of the system some last longer than others based on the amount of upkeep provided. Some discussion followed regarding the differences from community to community including expenditures and the miles of streets and highways. The committee agreed that overall not enough funding is available for streets and highways.*

*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. The committee agreed that no changes were needed within the policy.*

*Regulations concerning the use of highways should be strictly enforced, including those which prevent the deterioration of structures and the highway surface. Some discussion ensued concerning the complexity of the policy and the number of various regulations that exist. Overall the committee agreed the policy should be left unchanged.*

*Traffic control signals within the urbanized area should be coordinated or timed to facilitate the efficient flow of traffic. The committee agreed to keep the policy as written, but recognized the difficulty and expense in accomplishing the task system wide.*

*Through traffic in residential areas should be discouraged by deploying such design concepts as cul-de-sacs and loop streets. Ms. Blackmer stated she did not like the cul-de-sac concept based on concerns for emergency vehicle access. Discussion followed regarding the design of subdivision and the various regulations from jurisdiction to jurisdiction. Some of these design concepts result in utilities such as water lines being dead-ended, which are more difficult to maintain. Mr. Scharnke noted that these designs allow a developer to create an extra lot for each cul-de-sac, amounting to a financial incentive for the design.*

Mr. Theine suggested that we plan on a larger scale rather than a property by property basis. Discussion followed regarding private streets that serve development and how the design should be adequate in case it is turned over to public domain. Additional discussion followed regarding the policies of various jurisdictions for the maintenance of private streets. Some private streets that serve multi-family structures should not be allowed. Mr. Novak added that some decisions must be made about private roads and the standards that are followed for their construction. The committee agreed that a policy should be developed regarding the design and construction of private streets.

Mr. Theine asked the committee for any additional comments regarding the final policy revisions. Mr. Wesolowski felt that a policy should be added specifically addressing system preservation and official mapping. A minimum planning requirement with a specific planning horizon should be in place that would force communities to consider future development. Mr. Wesolowski added that cities should be encouraged to use extraterritorial powers to consider growth beyond their current boundaries. Ms Blackmer felt that extraterritorial powers were not always applied fairly and noted the example of Telulah Avenue and the variation of access control between jurisdictions. She added that a regional plan should be followed rather than relying on extraterritorial powers for planning. Mr. Novak stated that some communities have reached agreements regarding future development and that the key was cooperative or joint planning between jurisdictions. Examples were discussed of various planning agreements currently in place. Mr. Theine noted that the first objective to be discussed relates specifically to integrated planning. Overall the committee agreed a policy should be in place that relates to system preservation and planned routes.

Mr. Theine stated that to attain the overall goal a number of objectives had been defined. The committee reviewed the existing objectives

*Integrated Planning* *To 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 or relate activity locations.*

*Maximum System Effectiveness for All Residents.* *To plan for the travel needs of the areas population through considerations of capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.*

An Efficient Street and Highway System To provide a street and highway system which, together with other transportation facilities, will meet the short and long-range needs, interest and objectives of the citizens of the area in a cost effective manner.

Minimum Environmental Disruption To encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.

Compatibility with Land Use Patterns To develop a transportation system compatible with existing and future land use patterns.

Conservation of Energy To provide a transportation system that recognizes energy supply uncertainties and promotes the conservation of energy resources.

Multimodal Interaction To provide an integrated transportation system that enables best use of the capabilities of individual modes and modal combinations, including rail and trucking facilities, mass transit, bicycle and pedestrian travel and air transportation.

Safety To reduce the potential for traffic accidents and provide for safe transportation throughout the area. Mr. Theine noted that to meet the objective of safety a number of additional policies are in place and asked that the committee review the listing.

The level of access control should be appropriate to the function of the highway. Discussion followed regarding access control as a tool to protect the integrity and safety of a facility. Mr. Theine suggested that stronger regulations be developed regarding access control and cited Oshkosh as an example of more stringent regulations for their principal streets. Mr. Dearborn noted that the Town of Menasha is currently considering policies regarding access control. Mr. Wesolowski stated that because a roadway's function changes overtime it is difficult to preset access control standards.

Mr. Theine stated that access control must be considered up front and cited Midway Road as an example of a route that has been designed as a minor arterial, with appropriate access control even though it will not carry significant volumes of traffic initially. Discussion followed regarding various access control standards including the proper spacing of access for urban and rural conditions. Mr. Scharnke noted that in the case of most town roads they are built in one mile grids and in the future would probably become at least collectors within the system. He added that we need to look at these roads now and develop standards for access control before it is too late. The committee agreed that a more specific policy should be developed regarding access control.

Vehicle conflicts should be reduced through roadway and intersection design appropriate for the desired level of service.

Accident-producing facility deficiencies should be accorded a high priority for correction.

*Design standards should be adequate for the legal speeds, sizes, and weights of vehicles.*

*Appropriate marking, signing, and protection devices should be installed where justified by design speed and accident exposure rate.*

*Safe speed limits and laws dealing with drunk driving should be strictly enforced and new strategies for dealing with these problems should be explored.*

*The strictest possible safety regulations should be employed near transportation-related construction sites.*

*Driver education programs should be designed not only to train new drivers but also to improve the techniques of present drivers.*

Some discussion followed regarding the remainder of the policies with the committee agreeing to leave them unchanged. Mr. Theine stated that these policies will now be refined to reflect the changes suggested by the committee. At some point the updated policies will go before the full Long Range Plan Transportation and Land Use Committee for final approval and acceptance. Mr. Theine noted that East Central will now concentrate its efforts on the street and highway needs analysis for the urbanized areas. After the results have been tabulated we will incorporate the findings within the final policies and objectives. The meeting concluded with some discussion about the remainder of the planning process slated to be completed near the end of 1995. During this phase alternative land use scenarios will be considered to lend direction to future transportation planning efforts.

## **2. Other Business**

There being no further business Mr Theine thanked the group for attending and adjourned the meeting at 3:50 p. m.

**Freight Committee**



## SUMMARY OF PROCEEDINGS

### Freight Committee Long-Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission Office August 4, 1994

The meeting was called to order at 2:00 p.m. by Kenneth Theine, Executive Director, East Central Regional Planning Commission.

#### Committee Members Present

John Casper	. . . . .	Oshkosh Chamber of Commerce
Bob Larsen	. . . . .	Wisconsin Central R. R.
John Hartz	. . . . .	WisDOT System Planning
Ray Batley	. . . . .	Banta Corporation
Tom Schemm	. . . . .	Akrosil
Andy Schmanski	. . . . .	Wisconsin Paper Group
Jean Long Manteufel	. . . . .	A-1 Moving
Jim Merten Jr.	. . . . .	Town of Oshkosh

#### Committee Members Absent

Jim Bertram	. . . . .	Town of Taycheedah
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#### Staff Members Present

Ken Theine	. . . . .	Executive Director
Jan Scalpone	. . . . .	Principal Planner, Transportation
Walt Raith	. . . . .	Transportation Planner

#### 1. Introductions

Mr. Theine welcomed the group and after introductions gave a brief overview of the Commission and the ten county region it serves. East Central's focus is on physical development and the coordination of governmental services across jurisdictions. East Central is classified as a unit of government with taxing authority to provide various types of planning services including economic development. Within the region are the two urbanized areas of the Fox Cities and Oshkosh that require a more detailed level of planning based on federal regulations. Serving urbanized areas with populations exceeding 50,000 East Central was designated as a Metropolitan Planning Organization (MPO) after the 1970 census. With the designation "MPO" East Central is required to provide significant transportation planning activities including long range plans for each urbanized area. The plans were originally completed in the mid-70s with the Fox Cities plan updated in the early 1980s. Because the Oshkosh area actually lost population during that period, the decision was made not to update the Oshkosh long range plan. In lieu of a plan for Oshkosh, a series of short range traffic operations recommendations were made regarding the transportation system that were ultimately implemented by the city.

Mr. Theine then gave an overview of the population trends within the region. He noted that since the 1980 census Oshkosh has shown significant growth and the decision was made to once again update the long range plan in concert with the Fox Cities update. Originally a consideration was made to make the Fox Cities and Oshkosh one urbanized area, but because of the physical separation, the decision was made to continue the designation as two urbanized areas. Mr. Theine indicated that for the next update, sometime after the year 2000, the two areas will probably be combined. Growth in traffic in the last decade illustrates the significant interaction between the two areas and their employment base. In 1982 traffic counts on USH 41 between Oshkosh and the Fox Cities were at about 22,000 vehicles per day. After 1990 that count had increased to over 39,000 vehicles per day, with this trend expected to continue.

2. Explanation of planning process and the role of the committee.

Mr. Theine explained that with ISTEA a concerted effort will be made to consider other modes in addition to the automobile and truck for the movement of people and goods. This is not to say that a multimodal approach will work on every route, but we need to identify where it will work and where it won't. This process will solicit input from broader concerns to give new direction to transportation planning. The committee will provide the input needed to consider alternative plan recommendations. The data collection portion has been ongoing for the last two years, with the first round of public participation beginning in earnest at the November 16, 1993 meeting. From that meeting seven subcommittees were established that include, Urban Service Delivery, Growth Management, Environmental Resources and Open Space, Street and Highway, Transit, Pedestrian and Bicycle, and Freight.

With freight facilities a large consideration will be given to their relationship to land use patterns, the overall transportation system and changes that have occurred over time. Mr. Theine provided an overview of changes that included the transportation system and population. Discussion included changes in fertility rates and net migration of population and how these relate to forecasting population changes or projections. Mr. Theine noted that the evaluation of existing plans is ongoing at both the state and local level. Mr. Theine then asked Mr. Hartz to review the planning process at the state level.

3. Presentation on state freight transportation planning by the Wisconsin Department of Transportation.

Mr. Hartz explained that a lot of planning materials have been developed since 1993 and the introduction of TRANSLINKS 21, including a video describing the 4 alternatives selected by the department. Some discussion followed regarding the video. Mr. Hartz noted that WisDOT is primarily interested in commodity flows and have hired two consulting firms to provide inventories of these movements statewide. One firm is transforming data into corridor specific flows statewide, while another firm will be looking at passenger movements. On the freight side WisDOT will be considering all modes including motor, rail, water and air, with the focus on surface transportation.

Yet another contractor has been hired to develop an airport plan, with all major air cargo carriers represented. Typically air cargo is lighter and of a higher value than surface cargo. As part of WisDOT's freight planning efforts, expert committees have been established representing top officials from water and air carriers. Mr. Hartz noted that this effort is cutting-edge and to his knowledge has not been done anywhere else in the world. He then began discussion on the four alternatives selected by WisDOT and noted that public information sessions are being held all over the state to solicit public input and reaction to the options available.

Mr. Hartz provided an overhead presentation outlining the 4 alternatives and the key elements driving the scenarios. The continued resurgence of Wisconsin's rail industry, coupled with the emerging truck and rail intermodal partnerships would probably result in a diversion from truck to rail. At the state level freight cargo would probably remain on trucks until Chicago, where it would be transferred onto rail or ship. The trend has been toward container shipping that requires a facility with large cranes to transfer containers. Mr. Hartz continued to review the alternatives including the focus and level of spending associated with each scenario.

As part of TRANSLINKS 21 an intermodal diversion analysis is being conducted to identify methods used to determine modes. Mr. Hartz noted that truck tonnage is likely to be diverted if it travels greater than 500 miles and that number is being used as a base line for the study. Schneider Transport as an example, is testing road-railer technology as a method to eliminate the need for cranes to transfer containers. Mr. Hartz illustrated road-railer as a modified semitrailer that also has train wheels and can be loaded onto flatcars with the aid of a ramp. Some discussion followed regarding the design of the units and the size of the flat cars used to haul them. Mr. Hartz noted that these types of issues and technologies are being investigated nationwide to identify the most efficient methods. Mr. Hartz stated that the Green Bay and Fox Cities areas, along with several others, are being considered for 2020 intermodal terminal locations.

Mr. Theine asked if the data base developed from the study would be available for use by the MPO. Mr. Hartz indicated it would be, but noted the information would not include intraurban movement and that intraurban information would need to be gathered locally. Mr. Theine asked if this information would be useful considering the lack of intraurban movements in the area. One movement might be from truck to air cargo with the Outagamie County Airport identified as an air cargo hub. Mr. Batley noted that Banta has been working with the airport to push air carriers such as Federal Express, Airborne Express and UPS to provide these services in the Valley. Mr. Theine asked if any of these air carriers have integrated systems for other modes.

Mr. Hartz noted that private carriers such as Federal Express have led the industry with integrated systems that deliver same-day to almost anywhere. He added that one of the items that will attempt to be measured, is the potential for traffic being taken off the road by other modes. This is difficult to predict and a model has not been developed to simulate freight movements. Some discussion followed about the evolution of the computer based modeling tools.

Mr. Theine stated that the bases for computer modeling has largely been traffic ground counts in combination with information regarding traffic generators such as business and residential areas. He explained that these generators are referred to as productions and attractions and that additional information is obtained by conducting origin and destination surveys. Incidental within those traffic counts is the movement of freight which will be difficult to extract. Mr. Hartz compared WisDOT's analysis to the urban analysis, with the origin and destination based on county to county movements. Mr. Hartz concluded by saying more specific analysis of intraurban movement must be collected locally. Mr. Theine thanked Mr. Hartz for the presentation and suggested the committee move to item four on the agenda.

4. Discussion of freight issues (see report, pages 69-71).

**Do existing mode choices in the Fox Valley meet current and anticipated freight transportation needs.**

Mr. Schmanski felt that the current level of service is adequate and noted that the Paper Group had evolved to all trucks. He added that loads are on rubber at least as far as Chicago and as long as the highway system functions these types of freight movements will continue. Mr. Theine asked if they had considered shipping by rail. Mr. Schmanski noted that his group represents some 60 companies and that the orders are pre-sold and must be delivered as soon as possible. One of the strengths of the organization is the ability to provide fast service. Because a number of companies work cooperatively, several shipments can be combined to create full loads. Independently they would often ship partial truck loads at a greater expense. Some discussion followed regarding the size of the loads and cooperative pool to fill trucks and the trend away from warehousing stock for later shipment.

Mr. Hartz wondered how well this system served the area. Mr. Batley recalled a survey that was distributed by WisDOT based on that question, where he indicated the quality of service has improved with highway improvements in the area. Mr. Theine indicated that East Central may be doing some qualitative surveys in the future to get the perspective of traffic managers. He added that quantitative analysis may not be critical to measure the level of service provided by the transportation network. Mr. Theine referred to maps showing industries, rail lines and highways in the area as he discussed the shift from rail to truck over time. He also showed the locations of existing trucking firms that have aligned themselves with the USH 41 corridor.

Mr. Batley noted that their circumstances have improved dramatically with the completion of STH 441, and that the current problem relates to a lack of truck drivers. Some discussion followed regarding the shortage of over-the-road truck drivers and the impact on multimodal choices. Mr. Batley stated that driver shortages may force us (Banta Corp) to go multimodal. Discussion followed regarding the transition from truck to rail and the seemingly limited alternatives now available.

The committee discussed existing multimodal facilities and the need to make more of these transfer sites available. Mr. Larsen presented a map showing

the WC's existing terminals and hubs, and pointed out that over 80 percent of all freight passes through the Chicago area. He added that the WC is rapidly growing in terms of freight movements, up 56 percent in tonnage from last year. He also agreed with the notion of a modal shift occurring at 500 miles and indicated that the WC is expanding its multimodal facilities in Green Bay and other areas. Some discussion followed regarding the facilities and the equipment needed to load containers or trucks on rail cars.

Mr. Schmanski stated that the rail industry needs to improve its shipping schedule to serve the needs of the paper group. Mr. Schemm added that the products to be shipped are sold and must be delivered to the customer as soon as possible. Mr. Larsen led discussion regarding the existing schedule, track conditions and improvements needed to enhance service over time. Mr. Theine added that we are planning for efficiency and that the improvements enhance all modes. If more trailers are shipped by rail it takes traffic off the roadway which is one of the objectives of ISTEA. In essence the market drives the modal shift. If it is more cost effective to ship using other modes then the market will propagate multimodalism.

A lengthy discussion followed regarding local economies in terms of the advantages/disadvantages of doing business in this part of the country with the transportation system that serves it. Overall the committee agreed that while more could be done in terms of mode choice, the current freight transportation needs are being met. The mode choice seems to be market driven and will be modified over time, and will reflect the most cost/time effective method to transport freight.

Ms. Manteufel asked what the specific mission of the committee was and if there were specific budget and funding decisions to be made by the group. Mr. Theine stated that the MPO is a advisory planning body for local governments to coordinate the provision of infrastructure. We inventory and assess the needs, then work with the impacted jurisdictions to plan for them. Ms. Manteufel asked what would be done with the results of these meetings. She added, it may be the case that most of the people are happy with the current system as reflected by the low turn out at these types of meetings. If people are pleased with the way things are, they won't participate. She then asked who the committee was advising. Mr. Theine indicated that the seven committees are collectively providing input and information to East Central staff so that a comprehensive list of transportation and land use objectives and policies can be assembled. At that time the entire citizens advisory committee (CAC) will reconvene to review the results of the process. Following that review the staff will make its recommendations to the East Central Commission, which as indicated earlier is in turn advisory to all local government.

Mr. Theine indicated there may be problems and issues that can not be resolved, but we won't know that until the end of the process. There may be ideas that will not be accepted politically, but at minimum the issues need to be identified and alternative policies considered as part of the local governmental decision-making process.

Mr. Theine then noted because committee members typically have demanding schedules, an attempt is being made not to exceed 2 hours in the first round of these meetings. Mr. Theine thanked the group for attending and

explained that at the next meeting slated for August 17, 1994, the remainder of the issues would be reviewed followed by a discussion regarding objectives and policies.

5. Other business.

There being no further business the meeting was adjourned at 4:34 p.m.

## SUMMARY OF PROCEEDINGS

Freight Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 18, 1994

The meeting was called to order at 2:00 p.m. by Kenneth Theine, Executive Director, East Central Regional Planning Commission.

### Committee Members Present

Jack Hamus . . . . . Retired, Menasha Corporation  
Jean Long Manteufel . . . . . A-1 Moving

### Committee Members Absent

Ray Batley . . . . . Banta Corporation  
Jim Bertram . . . . . Town of Taycheedah  
John Casper . . . . . Oshkosh Chamber of Commerce  
John Hartz . . . . . WisDOT System Planning  
Bob Larsen . . . . . Wisconsin Central R. R.  
Jim Merten Jr. . . . . Town of Oshkosh  
Tom Schemm . . . . . Akrosil  
Andy Schmanski . . . . . Wisconsin Paper Group

### Staff Members Present

Ken Theine . . . . . Executive Director

Mr. Theine called the meeting to order noting that Messrs. Hartz, Batley and Casper had notified him of conflicts and their inability to attend the meeting. Mr. Theine then welcomed Jack Hamus to the committee.

1. Discussion of freight issues (see report, pages 69-71). Mr. Theine noted that while the discussion at the prior meeting of the committee had been wide ranging and extensive, they had only addressed the first discussion issue question on page 70. He suggested proceeding with the subsequent questions.

### **Can intermodalism in the Fox Valley reduce the need for highway capacity expansion?**

Mr. Theine indicated that with the completion of scheduled highway improvements at this time there would be adequate capacity for quite some time, with the possible exception of the Little Lake Butte des Morts bridge capacity. Both committee members felt that the existing system served industries' needs very well and wanted to keep it that way. They felt that intermodalism would be used where it makes economic sense, but that there would continue to be a predominant need for the highway system. There was a consensus that while intermodalism might delay the need for capacity

**What opportunities are there to establish intermodal partnerships between rail and trucking industries in the Fox Valley?**

Mr. Theine said that with only one rail company in the Fox Cities and Oshkosh urbanized areas that intermodal partnerships will be largely dependent on the marketing approach of Wisconsin Central. He noted that WC has worked out agreements with J.B. Hunt and Schneider for intermodal operations and that they have added intermodal capabilities at the Neenah Yard in addition to their initial Green Bay operations.

The committee members felt that when intermodal provides a cost advantage while it meets other shipper needs for timeliness and minimization of damage in transit, it will be embraced by the shipping community. Ms. Long-Manteufels added that liability claims are another issue that becomes a problem when there is more than one handler. The end shipper is responsible for any damage liability and therefore most firms prefer to handle the entire shipment to guarantee adequate handling.

**Is urban congestion a problem for through-movement of freight, and if so, how can the problem be solved?**

The committee concluded that based on the discussion at the prior meeting, congestion is not a factor in the Fox Cities or Oshkosh. The point was reemphasized that restrictions to truck movements during peak traffic hours would simply not be acceptable to truck operations as a way of addressing congestion if it does exist. The trucks need to operate for delivery and pickup at times of peak traffic when businesses are open to receive shipments. Any type of restriction as to time of use would simply be too cumbersome logistically.

**How can the quality of truck routes be maintained within the urban area?**

Mr. Theine referenced the maps of existing truck terminals in both the Fox Cities and Oshkosh noting that for the most part those facilities are located in close proximity to existing freeway or high level arterial facilities. He then referenced the maps of major non-residential land uses and pointed out that strong direction to future non-residential land uses could focus most truck traffic on relatively few routes, minimizing impacts on the bulk of the development patterns. Mr. Theine felt that concentrating truck oriented development to select areas would minimize the need for an extensive truck route system, thereby enabling the communities to devote adequate resources to maintaining those routes. The committee members concurred.

**What can be done to alleviate rail and highway conflicts?**

Mr. Theine described the consolidation of rail lines in Oshkosh by WC where more than 40 rail crossings will be eliminated. While that option is not available in the Fox Cities, Mr. Theine noted that there are only several areas where some street crossings could be abandoned to further improve the system. He described a project extending and relocating Lynndale Drive that will improve crossings in Appleton, the proposed Main Street overpass in Neenah and an overpass on the Westside Arterial in the Town of Menasha as existing projects that will improve existing situations and avoid a future conflict. The committee members did not identify further



opportunities for improvements, but felt continued attention to improvements should be emphasized.

**Can water transportation play a role in freight movement in the Valley?**

Mr. Hamus said that the only waterborne freight movement is international and comes to the Fox Valley via rail container from the coasts. When asked he noted that the port of Green Bay only handles bulk movements and therefore feels that water borne transportation is a non-factor for this area.

**2. Review and finalize freight objective and policies.**

**Objective:** To ensure that appropriate types and levels of freight transportation service are provided to the entire region.

The committee concurred that this objective statement did not need to be changed and should stand as the recommended freight objective.

**Policies:**

**1. Common-carrier truck service should be provided to all areas of the region.**

Committee members felt that truck service was pervasive and that no area of the region suffered from a lack of adequate truck service. They felt the policy statement should be retained as currently stated.

**2. Efficient truck routing should be provided to facilitate truck traffic and to reduce conflicts with autos.**

Committee members felt that emphasis should be given to evaluating destinations vis-a-vis the street and highway network and that this point be emphasized in the policy statement. The revised policy was changed to read "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.**

The committee members pointed out that some of this has occurred, at times to efficiently utilize existing facilities. They felt this was a reasonable policy and should stand as presently worded.

**4. Truck deliveries should be avoided during peak travel hours to eliminate truck/auto conflicts.**

As emphasized under the first policy, the committee felt that truck traffic is so pervasive that it can not work with constraints, no matter what time of day. The recommendation is to drop this policy and to find other ways of dealing with potential congestion problems that treat truck traffic more equitably.

5. In metropolitan centers, trucks over 10,000 pounds gross weight should be prohibited from locally specified high congestion areas during peak traffic hours.

Same comments as for previous policy. Recommendation to drop this policy statement.

6. The location of truck and rail terminals should be determined cooperatively by public and private interests.

The committee did not see any need to change this policy. They did emphasize that strong zoning by local government to preserve sites and direct terminal locations to minimize traffic conflicts should be included in the plan.

7. Existing rail service should be maintained according to standards set forth in the Wisconsin Rail Plan.

While rail service is provided by one carrier at this time, the committee felt it was no less important to maintain existing rail service lines as identified in the state rail plan. The consensus was to retain the policy statement.

8. The joint use of tracks in urban areas by competing railways should be encouraged.

With only one rail carrier this policy is passe and is recommended to be dropped.

9. Air freight service should be provided at all metropolitan and regional centers.

The committee recommended that this policy be retained as it stands. It was noted that little air freight is intermodal in character. The air carriers by and large provide their own vertical intermodal pickup and delivery systems rather than integrate with other modal carriers.

### 3. Other business.

There being no further business the meeting was adjourned at 4:05 p.m.

Transit Committee

## SUMMARY OF PROCEEDINGS

Transit Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
July 26, 1994

The meeting was called to order at 2:00 p.m. by Jan Scalpone, Principal Planner, ECWRPC.

### Committee Members Present

Stevie Schmidt . . . . .	Appleton Transit Commission
Chuck Kamp . . . . .	Valley Transit
Julie Callahan . . . . .	VNA/Walworth Adult Day Care
Greg Hanson . . . . .	City of Appleton
Virginia Rose . . . . .	City of Appleton
Jerry Tate . . . . .	Outagamie County
Bill Barwis . . . . .	Community Foundation/Fox Valley
Carol Kasimor . . . . .	City of Neenah
George Dearborn . . . . .	Town of Menasha
Rod Robillard . . . . .	WisDOT, District 3
Mark Huddleston . . . . .	Oshkosh Transit System
Tom Stratton . . . . .	Outagamie County Human Services
Doug Dalton . . . . .	WisDOT, Madison
Mark Opitz . . . . .	WisDOT, Madison

### Committee Members Absent

Jim Lincoln . . . . .	Outagamie County Housing Authority
Alan Meindel . . . . .	Fond du Lac Area Transit

### Staff Members Present

Ken Theine . . . . .	Executive Director
Jan Scalpone . . . . .	Principal Planner, Transportation
Walt Raith . . . . .	Transportation Planner
Fred Scharnke . . . . .	Principal Planner, Transportation
Harlan Kiesow . . . . .	Assistant Director

### 1. Explanation of planning process and role of committee

Ms. Scalpone welcomed the group and provided a brief overview of the meeting's purpose as part of the long-range planning process. She explained that the committee is one of seven subcommittees which will assist with the long-range plan and meet the public involvement requirements of ISTEA. The initial task is to update the goals, objectives and policies which for transit have been developed over the past 20 years. She noted that ISTEA requires that more attention be focused on other modes than the automobile and transit will play a significant role in the planning process. One objective of these meetings is to bring in citizens that represent transit users and that more must be done to attract actual

bus riders. Discussion followed on how those sectors of society might become involved in the process. It was noted that the bulk of the representation was from the Fox Cities, with one representative from the Oshkosh area and none from the City of Fond du Lac.

## **2. Review of Translinks 21 Alternatives**

Ms. Scalpone said that planning efforts pertaining to transit at the metropolitan level will be affected by what happens at the state level with its long-range plan: TRANSLINKS 21. The public is invited to an informational meeting on August 3 at the Paper Valley Hotel in Appleton to review the four alternatives proposed by the state to address transportation needs through the year 2020. Ms. Scalpone reviewed the four alternatives, pointing out that three of the four place more emphasis on urban transit systems, expand intercity bus routes, and propose a regional transit program.

## **3. Status of transit service and planning efforts**

Ms. Scalpone ask the committee to refer to the issues document as she provided a brief background for the three fixed-route systems in terms of population served, ridership, hours of operation and cost. In addition to fixed-routes, all systems provide ADA and other paratransit services in cooperation with their counties. Counties provide additional elderly and disabled service on their own. The area has limited intercity bus routes and has had no passenger rail service since 1971. Ms. Scalpone reviewed the role of various entities in the planning process, and stated that this update will be the first to consider transit planning from a 20-year perspective. In the past, a 3-5 year transit development program was considered long-range planning for transit.

## **4. Discussion of transit issues (pp. 54-62 of Issues Identification report)**

Ms. Scalpone stated that the remainder of the meeting would be discussion of the issues listed in the Issues Identification report in order to identify needs and provide background information for updating the goals, objectives and policies.

**Should the same goals, objectives and policies apply to each transit system?**

Ms. Scalpone said some concerns have been raised about treating the systems alike for planning purposes and asked the committee to address the issue, but noted the absence of Fond du Lac area representation. Mr. Huddleston felt the systems should not be compared, but rather judged on an individual basis by the services each provides. Each system has its own philosophy and funding arrangements. In Oshkosh, only one city is involved; in the Fox Cities several jurisdictions covering two counties contribute financially to the system. The areas differ geographically. In the case of the Fox Cities service is spread out along a linear corridor; while the Oshkosh area is more condensed, making the delivery of service easier and more cost-effective. Discussion followed regarding the extent of service areas and the fact that OTS is almost exclusively operated within the City of Oshkosh.

Mr. Huddleston noted that other policies may be different as well, including the fare that each service charges. In the Oshkosh area the decision was made by the city council to keep fares as low as possible; he rejected the notion of a fare policy to maximize revenue for all three transit services. Mr. Kamp asked if East Central had done any studies on the relative population densities for the various areas. Mr. Theine explained that overall population densities are probably comparable in each area, at least in the traditional core areas or older portions of the cities. In the case of the Fox Cities, conditions are less dense where communities have grown together, with their boundaries becoming less distinct. Over time these areas are expected to infill and become more dense. Existing densities in both areas have historically been about 5 units per acre, but recent development trends have been toward less dense development approaching 2 units per acre. Discussion followed regarding specific areas and types of development in both urban areas.

Ms. Schmidt asked Mr. Theine about population growth in the two areas and if there were significant differences. Mr. Theine noted that Oshkosh recently showed a significant increase in population after a period of relatively slow growth. Ms. Schmidt asked what might explain the significant population growth in the Oshkosh area. Mr. Theine stated that there may be a number of reasons, perhaps a good political climate or development opportunities for new businesses. Mr. Huddleston noted that a number of new small companies had recently moved to the Oshkosh area and that this growth would be enlarging the area to be served by transit, making it more difficult as time goes by. As this trend continues Oshkosh will start to experience some of the same problems that larger transit systems now face. Mr. Huddleston noted that other options are being considered to serve these areas, including contracting with private providers for dial-a-ride taxi and mini-van services.

Mr. Barwis asked how long OTS would remain under the control of a single unit of government. Mr. Huddleston explained that OTS would likely remain under city control, but there has been expanded cooperation with the county in providing services and in fact OTS is becoming more involved with the county in providing transit services. Discussion followed about different methods of providing service and what objectives and policies could be used across all systems. Ms. Scalpone noted that some goals would be the same for all systems, but specific policies may be system dependent. Mr. Robillard noted that a goal of maximizing ridership is an example that could be agreed upon by all systems. Discussion followed about the types of riders in each area, including impacts from high schools and colleges, the homeless and transit dependent.

Committee consensus was that different policy criteria should be developed depending on the system's philosophy, the number of jurisdictions and the size of the area to be served. Overall goals and objectives, however, may be the same for all three systems.

Is transit a viable transportation alternative to the automobile in this area?

Ms. Scalpone referred to Translinks 21 and noted that one objective will be reducing the number of single occupant vehicle (SOV) trips by using

alternative transportation modes. Some would argue that transit is not a viable alternative to the car.

Mr. Huddleston stated that transit cannot compete with the auto and that it is a matter of convenience. With a car, one can set ones own schedule. Fuel is relatively inexpensive, parking is free or very cheap, so the public won't choose transit. Mr. Dearborn stated that disincentives for taking an automobile may reverse the trend over time. Mr. Barwis pointed out that during the energy crisis there had been a significant increase in transit ridership. Mr. Huddleston felt that cost increases for gas or parking would not have a large impact on ridership. Ms. Schmidt noted that new air quality regulations may impact these trends in terms of car pooling and park-and-ride lots, but added it will be very difficult to change peoples attitudes toward the automobile.

Mr. Tate felt that land use played a large role relative to areas which can be served easily by transit. He cited the proposed Appleton High School as an example of initial low density development that will require transit service. Ms. Scalpone noted that the next question relates to land use and suggested the committee move on.

**Should land use policies promote development patterns conducive to transit?**

Mr. Tate stated it would be difficult to mandate land use policies because people will not go along with them. Mr. Dearborn noted that Florida has had some success with a top-down method of developing land use controls. Mr. Kamp stated that around here the developers want to be left alone to develop and that the long range-planning effort should address this issue. Discussion followed indicating some support for land use policies from the state level. Mr. Dearborn felt it was unlikely that local governments would go along with these types of policies from the state. Mr. Theine asked if some reforms should be in place that mandate certain infrastructure cost should be incurred as part of the development. Perhaps this is the first step to match the up front dollars with the long-term needs of certain types of development as part of the planning process. Mr. Theine noted that the Street and Highway Committee referred to these types of standards as a buffer between what should occur and the political realities of competition for development. If each had to play by the same rules, certain types of political plays would be a mute point.

Mr. Kamp asked if the travel model takes into account the costs of new facilities or development. Mr. Theine stated that while the model has some capability to show different costs, it cannot change policy. The model may be used to garner support for future policy decisions. Mr. Kiesow added that it is difficult to measure cost-benefits and that defining cost in terms of equity can be difficult at best. Ms. Schmidt noted that there are exceptions when decisions are made to develop areas like the new high school site or the sports complex, where guidelines get tossed out in favor of new development. In these cases, the city would like to contain development but politically it becomes very difficult.

Ms. Scalpone asked if transit should be a consideration when determining where development should take place? Ms. Rose stated that in most instances transit is left out of the equation. Ms. Schmidt noted the new

school site as an example where the question of transit service was not specifically addressed in the proposal. Discussion followed regarding student bus riders and what percentages use public transit.

Mr. Huddleston stated that most of the high school age students now have a car or use a car pool rather than the bus. Some discussion followed regarding car pools and if these types of strategies could work in the Fox Valley.

It was pointed out that a survey completed by Appleton Downtown Incorporated (ADI) indicated that very few people would ride the bus or consider a park-and-ride facility instead of driving alone. People don't view congestion as a problem and they simply would not use other modes. A discussion followed about other areas of the country and strategies that have been used to draw people to transit. Transit use seems to be dependent on the congestion level of any given city, not on the cost of alternatives. The fear of crime was also cited as a possible reason for not using the system. It was pointed out that most riders are transit dependent--low income, elderly or disabled, or without an available car. Mr. Kamp said some residents view transit for its educational value and, in fact, Valley Transit has had requests to serve neighborhoods based on the notion that riding the bus might encourage independence in young people.

**Are existing route patterns adequate to meet the needs of the area?**

Ms. Scalpone briefly provided an overview of current fixed-route patterns and said both Oshkosh and Fond du Lac are experimenting with demand-response services to serve areas not conducive to fixed-route. She then asked the committee to consider the existing route systems for their adequacy. Mr. Kamp indicated that a major factor in the routes are headways and with Oshkosh being more concentrated it might be easier to hold its headways at 30 minutes. In the Fox Cities, some corridors west of Lake Butte des Morts may hold some potential for expanded service, but due to the distance the headway issue could cause problems. Any changes in the route must consider headways and each system will be different. Mr. Huddleston noted that headways are becoming an issue in Oshkosh also because the city is spreading out. He said 35 minute headways were suggested in Oshkosh, but were opposed by the public and ultimately rejected because of the confusing time schedule.

Mr. Theine suggested that running two busses on the same route could address this issue. A 40-minute round trip could be done in 20 minutes each way by two busses resulting in 20-minute headways. Discussion continued on the types of alternatives that might improve service, including variations of the route systems from radial to lineal corridors with crosstown transfers. Mr. Dalton noted that the City of Madison is running a pulse system and has been trying to increase the number of transfer stations and bus stops. He added that it has been difficult to garner support for additional transfer stations; neighborhoods don't want them. Mr. Stratton noted that communities are becoming more spread out and wondered just how long it would be before outlying areas demand transit service.



Mr. Huddleston said that in Oshkosh there has been no request to serve new subdivisions. Mr. Kamp noted that on one occasion a request was made to serve a new subdivision with a large population of young people, but that has been an exception. Discussion followed about the rural flavor of the outlying areas and the perception that urban transit service might somehow spoil that notion. The committee went on to discuss various facilities that are transit dependent and what, if any, considerations are made to locate elderly or group home facilities on transit routes.

**Is the current level of transit service adequate to meet the needs of the area?**

Mr. Kamp stated it is difficult to tell because we only hear from those people dependent on transit. Perhaps there are opportunities for expanded service during the evening or on Sundays, but we need to ask the people in their cars. Would the traveling public use transit if it were available? Mr. Huddleston noted that Oshkosh has no evening routes and probably would not. Ms. Scalpone asked if there was a potential to spread out headways during non-peak hours and increase the length of the service day without impacting costs. Mr. Huddleston noted that any variations in the service hours would be subject to approval by the driver's union, but that they could be negotiated over time. Mr. Kamp said he felt ridership during non-peak hours would exceed evening ridership. Some discussion followed regarding various union bargaining and opportunities that could be implemented during the life of a long-range plan.

**Are we meeting the mobility needs of the elderly, people with disabilities and other without access to motor vehicles?**

Ms. Scalpone referred to the issues document and noted that 60 percent of the fixed-route riders are transit dependent. Mr. Huddleston stated that in Oshkosh the response has been toward more paratransit services and increased cooperation with the county to reduce cost and provide better service to the transit dependent. Mr. Kamp stated there are differences between long-term planning vs strategies for next year. In the long-term we are moving toward variations such as increased paratransit, but it is also important to maintain the current fixed-route. We do not know what the system will look like in 20 years or what requests for change the public may have. We do not want to dismantle the current system, but ultimately economics may drive us toward paratransit.

Mr. Huddleston stated that Oshkosh planned to maintain the fixed-route, but probably not beyond the city limits. Ms. Callahan noted that the market of the future will be different and that the fastest growing sector of society is the elderly. Some discussion followed regarding population trends and the increased role of paratransit or demand-responsive services, including the current cost of these services to accommodate the elderly and disabled. Mr. Huddleston stated that Oshkosh has had lift busses in service since 1980 and that the transit system offers several options to the transit dependent. Ms. Scalpone elaborated, explaining that, for example, elderly may ride the lift-equipped bus for only \$.25; may use Dial-A-Ride for about \$3.80, or if certified ADA eligible may use Dial-A-Ride or Cabulance for \$1.00. Mr. Stratton added that the schedule or hours of service are important considerations. Discussion followed about demand response

services and provisions for 24 hour service. Ms. Scalpone said in Oshkosh Dial-A-Ride and Cabulance are available 24 hours daily. The committee went on to discuss existing and future needs of the transit dependent and how they might be addressed within the long-range plan.

**How should the cost of transit service be shared in the urbanized area?**

Ms. Scalpone provided an overview of current funding and asked the committee to consider other alternatives. Mr. Barwis suggested a taxing authority be established to provide funding so that in the case of Valley Transit each community would not be solicited for funding shares. Ms. Scalpone noted that this arrangement could take the form of an RTA or regional transit authority that can levy taxes. Discussion followed about the current service areas and how they might be arranged into an RTA controlled by the counties. Ms Scalpone noted that the RTA issue is the next question to be discussed.

**Would a Regional Transportation Authority (RTA) be appropriate for the Fox Cities or other urban area?**

Discussion continued about the merits or disadvantages of RTAs with examples from the Chicago and Philadelphia areas. At a larger scale than the Fox Cities, these cities demonstrate problems that can arise across multiple jurisdictions and the response at the state level to organize an RTA. Mr. Barwis pointed out that the Chicago RTA is successful, but the Philadelphia RTA had problems. Ms. Schmidt felt that while an RTA works in Chicago, it may not work here and would mean that a single authority would be deciding what level of service would be provided to each entity. Mr. Barwis noted that the RTA board is made up of representation from the various jurisdictions. Ms. Schmidt felt that consensus about cost/services across all jurisdictions would be difficult and cited recent failed attempts at shared police service between entities as an example of potential problems. Most agreed it would take time to implement an RTA, but concluded that conditions and needs are changing and it should be addressed in the long-term.

Ms. Scalpone stated that current state legislation allows municipalities and counties to establish joint transit commissions under s.66:30, the intermunicipal cooperation statute. Special legislation would have to be drafted for an RTA for the Fox Cities. Mr. Stratton noted that the Chicago area RTA effort was very difficult and took 25 years to implement, but provides proof that it can be done. Mr. Kamp stated that if asked, should an RTA be considered for the long term, he would say yes. No one knows what the system will be like in 20 or 25 years or the types of demands that will be placed on it. Mr. Theine described the RTA proposed for southeastern Wisconsin which had strong backing in terms of a study, but could not get participation from the counties. Part of the problem was that the RTA included both highway and transit coordination, and the counties were concerned about the impact on their highway dollars.

More discussion followed on how an RTA might be arranged, with the role of each jurisdiction versus the role of the state. Not all arrangements are the same and the local area needs to develop the system. Mr. Kamp asked Mr. Theine if ECWRPC could put together a history of what worked and what

did not work in terms of funding arrangements. Ms. Schmidt noted that in the political arena the decision-making process involves who controls the dollars. Mr. Theine suggested that the decision-making could be taken out of the political arena by requesting the state to provide a multijurisdictional framework. Mr. Tate asked if communities had to collectively request action by the state. Mr. Theine stated that might be true if the state were not impacted, but the state has a significant interest in this and should be involved. Ms. Scalpone pointed out that the combined federal/state share of transit dollars is considerably larger than the local share and the state should be providing more oversight. Some discussion followed regarding the state's involvement in both the Chicago and Philadelphia systems. The discussion was concluded with the committee agreeing to address the RTA issue within the long-range plan.

**What kind of transportation demand management (TDM) techniques would work in this area?**

Ms. Scalpone listed some TDM strategies as outlined within the issues document and asked for reaction from the committee. Mr. Hanson felt the transit system should become a transportation system and noted that the ground work was there to provide a broader level of service, perhaps van pooling or site to site services.

Ms. Schmidt stated that more manpower would be required if the transit system broadened its services. Mr. Hanson agreed and offered the Oregon transit system as an example of an expanded system with more employees offering a full service system, developing strategies for large employers to reduce SOV trips with expanded transit service, car pooling, park-and-rides, vouchers for taxi service and other perks. Mr. Hanson noted that the Portland area suffers from parking and congestion problems that may make these alternatives more attractive. Some discussion followed regarding TDMs driven by air quality concerns, with comparisons between Portland and the Fox Valley.

Mr. Tate asked Mr. Theine what the long-term impact of air quality might be as defined by federal air quality regulations. Mr. Theine indicated that some tests have shown almost 85 percent of attainment and noted that we will continue to monitor the situation. He added becoming a nonattainment area would require a significantly larger work effort and we hope to avoid that if possible by taking steps to safeguard our attainment status. With the implementation of TDM strategies along with new more efficient and less polluting vehicles we may be better off now than when the testing was done. Mr. Dalton noted that the weather has a significant impact on air quality and that some years are worse than others.

Because of requests that meetings not exceed two hours, Ms. Scalpone asked that the final issue of intercity travel be addressed when the committee reconvenes for the second session.

## **5. Other Business**

There being no further business Ms. Scalpone thanked the group for attending and adjourned the meeting at 4:10 p. m.

## 6. Next Meeting

Since a number of committee members could not attend the meeting scheduled for August 9, 1994, it was rescheduled for August 16 at 1:00 p. m. The agenda will be devoted to updating the existing goals, objectives and policies included in the Issues Identification report.

SUMMARY OF PROCEEDINGS

Transit Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 16, 1994

The meeting was called to order by Jan Scalpone at 1:12 P.M.

Committee Members Present:

Jerry Tate	Outagamie County Planning
Alan Meindel	Fond du Lac Area Transit
Rod Robillard	WisDOT, District 3
Carol Kasimor	City of Neenah
Chuck Kamp	Valley Transit
Julie Callahan	VNA/Walworth Adult Day Care
Debbie DeBruin	Outagamie County Aging Services
Mark Opitz	WisDOT, Madison
Mark Huddleson	City of Oshkosh
Stevie Schmidt	Appleton Transit Commission
Greg Hanson	City of Appleton
Bill Barwis	Community Foundation/Fox Valley
Virginia Rose	City of Appleton
George Dearborn	Town of Menasha

Committee Members Absent:

Tom Stratton	Outagamie County Human Services
Doug Dalton	WisDOT, Madison
Jim Lincoln	Outagamie County Housing Authority

Staff Members Present:

Ken Theine	Executive Director
Greg Keil	Principal Planner, Environmental Management
Fred Scharnke	Principal Planner, Open Space & Recreation
Joe Huffman	Planning Technician

1. Review of July 27, 1994 Summary of Proceedings

Alan Meindel pointed out that Fond du Lac Area Transit's demand-responsive service was not necessarily serving areas not conducive to fixed-route service. Mr. Meindel said some areas conducive to fixed-route service are receiving demand-responsive service because political support was lacking to expand fixed-route service.

2. How can passenger service be improved between communities?

Ms. Scalpone introduced the final discussion issue which focused on how passenger service could be improved between communities. Ms. Scalpone reviewed the TRANSLINKS 21 proposed intercity bus alternatives. After a brief overview of the alternatives Ken Theine explained the various routes along the 2020 corridor using display mapping. Ms. Scalpone noted that in addition to proposed expansion of intercity routes, TRANSLINKS 21, in its alternatives for urban transit, proposed a Regional Transit Program which would encourage urban transit systems to serve a 30-mile radius. For East Central Wisconsin, that could mean connecting the urban transit systems in Fond du Lac, Oshkosh and the Fox Cities.

Chuck Kamp pointed out that the state was proposing higher operating assistance for the first few years of a regional transit program to encourage initiating this service. Nevertheless, he felt, at least in the short term, connecting municipalities would have ridership problems because the demand does not seem to be evident. Mark Huddleston said that Oshkosh Transit System had discontinued service between Oshkosh and Menasha because of low ridership. Carol Kasimor added that on occasion there has been discussion about the need for service connecting Neenah with Oshkosh, but she had no hard data about demand. Julie Callahan noted that the Neenah VNA was seeking transportation for Oshkosh residents to its senior day care facility in Neenah.

Mr. Meindel asked if there were data pertaining to ridership for intercity carriers such as Greyhound and what their route structures are. Rod Robillard said that WisDOT had conducted some survey work but the results at this time are unknown. Mr. Meindel added, based on a mini-survey, that interest to attract ridership started at about 20 miles out but this type of service becomes costly.

Discussion then focused on the type of trips made to urbanized areas and the possibility of intercity transit service. Market conditions, employment, increase in private vehicle use and various other attractions offered by urban areas would impact intercity trips. Multijurisdictional problems associated with intercity service were discussed. The general feeling of the committee was that support from the public would be lacking.

Ms. Scalpone then addressed the issue of rail transportation as an intercity concept. Bill Barwis pointed out some major obstacles to rail transportation, including considerable subsidies required to maintain and operate rail as an alternative mode of transportation. Other concerns such as train station to destination, present ridership mentality and rail traffic's present image were also discussed.

George Dearborn, noting that this is a long-range plan, commented that high speed rail in the long-term would, in conjunction with its positive impacts, be well worth the costs to establish it as an alternative mode of transportation.

3. Updating of existing goals, objectives and policies

Ms. Scalpone said the main purpose of the meeting was to review the Commission's existing goals, objectives and policies in light of the committee's discussion on July 27. She then reviewed the definitions of goals, objectives and policies. She explained that transportation goals, objectives and policies received a comprehensive update in 1982 and since then transit policies have been reviewed during several planning projects. The Commission has one overall transportation goal; the objectives which apply to transit are an overall multimodal objective and a specific mass transportation objective. After a brief discussion the goal and objectives were generally agreed upon and accepted by the committee.

The policies were then discussed at length, with general agreement reached on needed revisions and additions. Ms. Scalpone indicated staff would rewrite the policies and forward them to committee members for review prior to the next meeting. Rather than submit written comments, the committee suggested another meeting on August 30, 1994 at 1 P.M. in East Central's offices.

There being no further business the meeting was adjourned at 3:20 P.M.

## Revised Transit Policies

1. Local governments should ~~promote mass~~ recognize public transportation as a basic public service.
2. ~~Urban mass~~ Public transportation systems should be provided in all urbanized areas ~~over 50,000 population~~ 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. ~~Urban transit~~ Public transportation systems should provide a level of service to ensure safe, convenient and energy-efficient comfortable travel.
4. ~~Urban transit systems should meet the travel demands generated by existing and proposed land uses.~~
4. Local governments should promote land use patterns which can be efficiently serve by public transportation.
5. ~~Transit systems~~ Public transportation in the urbanized areas should ~~conform~~ strive to meet the service, performance, management and marketing standards specified in the transit development programs for the Appleton, Oshkosh and Fond du Lac areas. ~~determined for a given urban area.~~
6. ~~Small cities should explore the possibility of providing public transit service using minibuses, vans systems or subsidized taxi services.~~
7. ~~Urban transit systems should be accessible to the elderly and handicapped; rural public service should be directed toward the transportation disadvantaged, such as the elderly and handicapped.~~
6. At a minimum, public transportation should meet the mobility needs of the transportation dependent.
7. Public transportation should be related to travel patterns within the urban area.  
(To develop service related to travel patterns regardless of jurisdictional boundaries)
8. ~~Transit and paratransit~~ Transportation services within a given service area should be coordinated to increase efficiency and ~~reduce~~ 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, employee subsidized transit passes, park and ride lots, etc.
9. Intercity passenger buses should serve all populous areas of the region.
10. Funding and organizational mechanisms for public transportation should be based on principles of equity and reflect the interconnectivity of jurisdictions within an urban area.



## SUMMARY OF PROCEEDINGS

### Transit Committee Long-Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission Office August 30, 1994

The meeting was called to order at 1:00 p.m. by Jan Scalpone, Principal Planner, ECWRPC.

#### Committee Members Present

Stevie Schmidt	Appleton Transit Commission
Chuck Kamp	Valley Transit
Greg Hanson	City of Appleton
Virginia Rose	City of Appleton
Jerry Tate	Outagamie County
Bill Barwis	Community Foundation/Fox Valley
Mark Huddleston	Oshkosh Transit System
Mark Opitz	WisDOT, Madison

#### Committee Members Absent

Jim Lincoln	Outagamie County Housing Authority
Alan Meindel	Fond du Lac Area Transit
Doug Dalton	WisDOT, Madison
Julie Callahan	VNA/Walworth Adult Day Care
Carol Kasimor	City of Neenah
George Dearborn	Town of Menasha
Rod Robillard	WisDOT, District 3
Tom Stratton	Outagamie County Human Services

#### Staff Members Present

Ken Theine	Executive Director
Jan Scalpone	Principal Planner, Transportation
Walt Raith	Transportation Planner

#### 1. Review and approval of revised policies

Ms. Scalpone noted that while some of the members were absent, several comments were received which will be addressed during the meeting. She distributed a letter received from Mr. Meindel, Fond du Lac Area Transit Manager. Discussion followed on the specific meaning of "efficient" in the context of the overall transportation goal, in reaction to Mr. Meindel's suggestion to add "effective" to the statement. After discussion regarding the broad character of these statements, the committee agreed to leave the goal as written. After review of the objective concerning *Multimodal Interaction*, the committee agreed to leave the statement as written.

The committee reviewed the objective regarding *Public Transportation*. Mr. Hanson commented that "viable" might be changed to a word that might lend a

connotation of attractiveness to public transportation. Mr. Huddleston suggested "desirable", followed by some discussion of other options. Ms. Schmidt felt that viable was more general or broad and encompassed a range of meaning. Mr. Tate felt that viable could even include operating cost within the meaning. After further discussion the committee agreed to leave the objective as written.

The committee moved on to the policy statements, agreeing to leave the first as written. Mr. Tate noted that the second policy refers directly to urban areas and not rural areas, also served by public transportation. The committee agreed that for the purpose of the interim plan the statement should be left as written. After review of the third policy Mr. Opitz suggested adding the phrase "site design standards" so that new development considers accessibility and potential service by public transportation. The committee agreed to revise the statement to include the design consideration.

The committee agreed to leave policy number four as presented. Ms. Scalpone read the comment received from Mr. Meindel suggesting that "and those who choose public transit" be added to policy number five. Some discussion followed regarding the specific meaning of the policy and the term "transportation dependent" including the fact that we are all transportation dependent one way or another. Ms. Scalpone explained that "transit dependent" is standard terminology generally referring to the elderly, disabled, low income and those without automobiles. Sometimes the term "transportation disadvantaged" is used. Ms. Schmidt felt that when all the policies were read together the statement worked. After further discussion the committee agreed to leave the policy as written.

Ms. Scalpone noted that a comment received from Ms. Callahan suggested that "affordable" be included. Some discussion followed considering adding "affordable" as a standard within policy five. Mr. Theine stated that it could be added to number six, and that we will continually reevaluate these policies in the future. The committee agreed that "affordable" would be added to that policy.

A lengthy discussion followed regarding the meaning of "organizational mechanisms" in the context of policy number seven. Ms. Schmidt asked if it referred to governmental procedure/ structure or a body of people such as a committee or sub-committee. Ms. Scalpone noted that it would encompass both in the context of the statement. Mr. Kamp ask if policies or discussion regarding RTAs could be placed under this policy and would it cover that possibility. Mr. Hanson noted that in the future, as the area grows, we may need to address this and felt the policy provides that ability. Ms. Scalpone noted that the policy applies to the existing system as well , with the focus being a transportation system equitable to all participants regardless of organizational structure. Ms. Rose added that the statement was general enough to encompass many potential arrangements. After further discussion regarding "equity" the committee agreed to leave the policy as presented.

Ms. Scalpone read a comment from Mr. Meindel regarding the meaning of "management and marketing standards," suggesting that policy eight be better defined at some point and noting that no written standards exist.

Discussion followed regarding the term performance standards and how they might be adapted from nationwide standards. After further discussion the committee agreed to leave the policy as written.

Ms Scalpone read a general comment from Mr. Meindel concerning policy nine, with no suggestions for revision. The committee approved policy nine as written. Mr. Huddleston stated, that while the word "populous" in policy ten had been discussed at the previous meeting in an effort to better define its meaning, the definition remains unclear. Mr. Theine explained that the term is derived from the state and will be better defined as the TRANSLINKS 21 process continues in regard to intercity buses. The issue is complex and related to ridership and subsidies within the public transportation system. Some discussion followed regarding the definition of "buses" in the context of the policy. Mr. Theine noted that the meaning of the word is generic and may include minivans or simply "transit for hire." After further discussion the committee agreed to replace the word "buses" with "transit" which covers various types of vehicles, including light rail.

Ms. Scalpone asked the group for any additional comments regarding the revised objectives and policies. Mr. Opitz stated that Mr. Dalton suggested the first policy include the terms "intermodal" and "seamless transportation system." The committee felt the objective "Intermodal Interaction" adequately addressed that issue and that the first policy be left as presented.

Hearing no further comments, Ms. Scalpone described the next step in the process as taking these revised policy statement before the full Citizens Advisory Committee (CAC) for approval. After that the revised policies would be presented to the full Commission for adoption and inclusion within the interim plan. Some discussion followed regarding the timetable for interim versus the final plan schedule. Mr. Theine explained that the interim plan must be completed before year's end while the final plan is expected to be completed in 1995.

## **2. Other Business**

With no further business Ms. Scalpone thanked the group for attending and adjourned the meeting at 2:11 p. m.

**Pedestrian and Bicycle Facilities Committee**

## SUMMARY OF PROCEEDINGS

### Pedestrian and Bicycle Facilities Committee Long Range Transportation/Land Use Plan East Central Wisconsin Regional Planning Commission July 25, 1994

The meeting was called to order at 2:00 PM.

#### Committee Members Present

Jean Breitbach	citizen, Kaukauna
Marsha Brewer	Sierra Club
Carol Briggs	Neenah-Menasha League of Women Voters
Jim Dean	citizen, Appleton
Jo Egelhoff	Appleton Alderman
Tom Huber	State Bicycle and Pedestrian Program Coordinator
Gerry Kaiser	City of Neenah Traffic Department
Ed Kleckner	City of Appleton Planning Department
Paul L. Kordus	"Team Sluggo" bicycle riding team, Neenah
Lois Krueger	citizen, Appleton
Robert Law	citizen, Neenah
Joan Lea	Town of Vinland
Sue Lefevre	bicyclist, Appleton
Carol Mason	citizen, Neenah
George McKeough	bicyclist, Menasha
Bill Rolf	bicyclist, Menasha
Chris Schedgick	Experimental Bicycle Association
Al Schaefer	Village of Kimberly Community Enrichment Director
Carl Smith	bicyclist, Neenah
Linda Stoll	Neenah-Menasha League of Women Voters
Ronna Swift	bicyclist/walker, Appleton
Ron Tank	bicyclist, Appleton
Jerry Tate	Outagamie County Planning Department
Dennis G. Vanden Berg	bicyclist, Appleton
Larry Wacker	Wisconsin Department of Transportation
Marilyn West	bicyclist, Neenah
Steve Wideman	Appleton Post-Crescent

#### East Central Staff Members Present:

Ken Theine	Executive Director
Fred Scharnke	Principal Planner
Jan Scalpone	Principal Planner
Walt Raith	Planner
Kassandra Mazurek	Planner
John Opsteen	Intern

Mr. Scharnke provided a brief overview of the Long-Range Land Use/Transportation Plan and discussed the role of the Pedestrian and Bicycle Facilities Committee in the planning process. The intent of the plan is to provide a framework for land use and transportation decisions through the year 2020. He indicated that the planning process to be followed in this plan requires a more comprehensive examination of transportation and land use

interrelationships than in the past. Of particular significance to this committee is a mandate that alternative modes of transportation such as bicycling and walking be comprehensively addressed.

The primary task of the committee will be to prepare a comprehensive bicycle and pedestrian plan element for the three urban areas - the Fox Cities, Oshkosh and Fond du Lac - in the East Central region. Although the final planning document of the overall Land Use/Transportation Plan will not be completed until 1995, a relatively detailed bicycle and pedestrian component must be finalized by December 18, 1994. Mr. Scharnke indicated that several meetings of this committee would be needed to meet this timeline.

Mr. Scharnke then presented a brief overview of current bicycle and pedestrian facilities planning activities in the area and noted the recent surge in enthusiasm by several groups and organizations. He indicated that he hoped one of the plan's accomplishments would be to integrate and coordinate other ongoing efforts. He also reminded the committee that the intent of the plan was to view the bicycle and pedestrian networks as transportation systems rather than as recreational facilities but further stated that he hoped many segments of the proposed networks would fulfill both functions.

He indicated that the initial purpose of this committee would be to review issue statements developed from a comprehensive November 1993 nominal group session at which a variety of transportation and land use issues were identified. These issue statements are intended to provide a basis for evaluating and updating existing bicycling and pedestrian goals and objectives, which date from 1982. In tandem with this, the committee would develop specific policies under each objective, establishing and/or agreeing upon criteria which could be used, where appropriate, as a basis for setting policy. The criteria would also provide a benchmark as plan implementation is undertaken at the local level. As part of the overall planning process, the committee's work would also be brought back to the full committee for integration with the goals and objectives generated from the other six committees, who are working on other components of the long-range plan.

Once the goals, objectives and policies are determined, the committee's next task will be to assist East Central inventory and analyze present bike usage, existing routes, potential off-road paths, bike crashes, physical roadway conditions, pavement widths, and other considerations which will be needed in determining an appropriate route network. To provide insight on how this information will be used, Mr. Scharnke reviewed work East Central has done to identify major destinations in the Fox Cities, one of several key components for which criteria need to be developed by the committee in recommending a future route network. He also displayed a map showing locations of bike crashes and explained how this type of information could be used in targeting bicycle/pedestrian safety measures when street and highway projects were planned. He noted the importance of timing these improvements and other bicycle and pedestrian accommodations to coincide with the roadway construction program rather than trying to retrofit them as separate projects at a later date, when they may be cost-prohibitive. With only so much money available, cost efficiency may well be an important criterion in determining which projects are ultimately undertaken.

With the December 18 deadline for the initial document looming on the horizon, Mr. Scharnke indicated it highly unlikely that adequate time was available to address every aspect of the planned bicycle/pedestrian network to the desired

level of detail. This notion was reinforced by Mr. Huber, who stated that clear goals, objectives, and policies along with a skeleton bike route network would likely be as much as could reasonably be accomplished by that time. At the same time, however, the committee was encouraged to begin looking at the planning process in more finite detail so that more specific strategies could be developed to address policy implementation as soon as and to the greatest extent possible. For example, it may be possible to merely define a bike route corridor between Appleton and Menasha by December 18. It would be better to have adequate knowledge to identify a specific route or route options within that corridor. Better still would be the ability to determine what actions and cost - as well as other trade-offs - would be required (i.e. roadway improvements) to select one option over another and make the selected route a truly functioning part of the route network. Identifying jurisdictional responsibility for these actions and their priority in the context of the overall network would be yet a more refined level of planning.

Mr. Theine, Mr. Huber, and Mr. Wacker led a discussion on the ISTEA (Intermodal Surface Transportation Efficiency Act) program, which provides 80% federal funding for transportation enhancement activities such as bicycle and pedestrian facilities identified in local Transportation Improvement Programs (TIPs). One role of the committee, for example, could well be to define criteria which could be used to identify and/or prioritize potential candidate projects.

Much of the meeting was given over to the free flow of ideas. It was pointed out that for a growing number of residents, the bicycle is not an alternative form of transportation, it is the only form available to them.

One concern of committee members was that perceptions regarding the negative influence of climate and weather on bicycling were inaccurate; in essence, biking could be considered a viable mode of transportation at least eight and up to ten and even twelve months a year for most cyclists.

This led to the question of snow removal. Winter cyclists in attendance indicated that for the most part this was not a problem. In most cases snow removal is a function of the local unit of government. In some areas, volunteer groups assume this responsibility. Mr. Scharnke indicated that one idea the Outagamie County Greenways Committee is discussing for the proposed path along CTH CE between Appleton and Kaukauna is to convert the facility into a cross-country ski trail during the winter months.

Committee members also indicated that bike safety education was generally lacking, particularly among pre-teens where it was most needed, and not uniform throughout the urban area. In general, it is not a part of the school curriculum for those age groups where the benefit would be highest.

They also identified a number of areas where bicycling is presently unsafe or where improved bike routes would be important to the overall development of a route network. One of these is CTH A between Neenah and Oshkosh and led to the question whether the plan would address linkages between communities. Mr. Scharnke indicated he hoped the committee would feel that interurban and ex-urban linkages, such as those linking the Fox Cities to outlying destinations such as High Cliff State Park, would be included in the proposed network. He restated the importance of the bicycling community in identifying problem areas and linkage needs.

The importance of achieving consistent signing and/or striping and design standards among communities was noted. This led to a discussion of liability concerns associated with designated routes, particularly if they did not comply with accepted safety standards. It was felt, however, that a signed and/or striped route system would not only encourage cyclists to use preferred routes, it would alert motorists to their presence.

Opportunities and potential pitfalls with using portions of railroad rights-of-way as bike/pedestrian paths were discussed. Purchase rather than easements has been found to provide a more workable solution when these opportunities are available.

The question of sidewalks and pathways in unincorporated urban areas will need committee attention. Of particular concern is developing criteria, policy and/or policy guidelines for assigning the cost of constructing and maintaining these, particularly when they may be required only in selected areas.

Mr. Wacker cautioned that acquisition of additional right-of-way width to permit sidewalks and paths does not come cheaply and should be a consideration in selecting potential routes. Potential clean-up costs associated with underground storage tanks also need to be considered in many instances.

Ms. Brewer pointed out that a committee of the Fox Cities Convention and Visitors Bureau has been working to identify opportunities for creating bike/pedestrian paths in the area and are sponsoring a presentation on the greenbelt concept. Those interested are welcome to attend this presentation, which will be held at 7:00 AM, Wednesday, August 3. Their office is located on the northwest corner of West College Avenue and Highway 41.

A salient point raised by Mr. Kaiser is that committee members should not expect full implementation of the plan to occur overnight. A planned bike lane requiring widening of a specific street, for example, will probably not be added until the next time that street is slated for major improvement, which could be 20 or more years into the future if the street has only recently been improved. On the other hand, by that time many other portions of the network will already be in place.

The plan for the next meeting is for the committee to develop and agree on a preliminary set of goals, objectives, and policies. The committee was asked to review existing policies which appear on pages 67-68 of the Issue Identification report prior to the meeting. (Additional copies of this report will be available at the next meeting for those who did not receive one.) It is anticipated that several of these policies will need to be refined and/or expanded to make them more meaningful in the planning process. In some cases, criteria may need to be determined to effectively apply individual policies. Staff will attempt to "flesh out" examples prior to the next meeting to assist in the process.

Mr. Kleckner asked that the date of the next meeting be moved. A revised date of Thursday, August 11 (2:00 PM) was agreed on. Please note this change.

The meeting was adjourned at 4:15 PM.



## SUMMARY OF PROCEEDINGS

Pedestrian and Bicycle Facilities Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
August 11, 1994

The meeting was called to order at 2:00 PM.

### Committee Members Present

Marsha Brewer	Sierra Club
Gerry Kaiser	City of Neenah Traffic Department
Jeff Kapheim	Milhaupt's Bicycle Shop
Robert Law	citizen, Neenah
Tim Lutz	Appleton Bicycle Shop
Debbie Matz	Aldermen, City of Appleton
Jim Merten, Jr.	Town of Oshkosh
Bill Prue	Wisconsin Department of Transportation
Carl Smith	bicyclist, Neenah
Linda Stoll	Neenah-Menasha League of Women Voters
Tom Sykes	Fox Valley Wheelmen
Ron Tank	bicyclist, Appleton
Jerry Tate	Outagamie County Planning Department

### East Central Staff Members Present:

Ken Theine	Executive Director
Fred Scharnke	Principal Planner
Jan Scalpone	Principal Planner
Kassandra Mazurek	Planner
John Opsteen	Intern

Mr. Scharnke presented a revised set of goals, objectives, and policies along with a vision statement. After concurring with the vision statement and three major goals, the committee reviewed in detail each of the objectives and provided insight on aspects of the proposed plan, which must be completed by December 18. Mr. Scharnke will develop additional objectives for the goal incorporating bicycle and pedestrian modes into future land use patterns. He will also make revisions as noted by the committee. The revised package of goals, objectives, and policies will be forwarded to the committee for final approval at the next meeting (enclosed).

It is also anticipated that preliminary planning criteria will be available for committee review at the next meeting, likely to be held in early September.

There being no further business, the meeting was adjourned at 4:10 PM.

## SUMMARY OF PROCEEDINGS

Pedestrian and Bicycle Facilities Committee  
Long-Range Transportation/Land Use Plan  
East Central Wisconsin Regional Planning Commission Office  
September 29, 1994

The meeting was called to order at 2:00 PM.

Committee Members Present:

Jean Breitbach	citizen, Kaukauna
Marsha Brewer	Sierra Club, Appleton
Carol Briggs	Neenah-Menasha League of Women Voters
Joellyn Dahlin	City of Fond du Lac Planning Department
Peter Flucke	WE BIKE, Green Bay
Gerry Kaiser	City of Neenah Traffic Department
Sue Kinde	Appleton League of Women Voters, Fox Cities Greenways
Ed Kleckner	City of Appleton Planning Department
Lois Krueger	citizen, Appleton
Carl Smith	bicyclist, Neenah
Michael Tousey	UWGB intern

East Central Staff Members Present:

Ken Theine	Executive Director
Fred Scharnke	Principal Planner
Walt Raith	Planner

Mr. Scharnke presented the revised set of goals and objectives for final review by the committee. Several minor changes and additions were suggested for inclusion in the final draft (enclosed). The committee accepted the final draft pending these changes.

The committee then reviewed preliminary bicycle planning criteria. Several maps were displayed which showed existing and potential bike routes and paths in the Fox Cities area, major employment centers, and other important destinations. The committee concurred that the network of arterial and collector streets provided an adequate framework for defining route corridors. In general, this would provide a mesh of routes spaced approximately one-half mile apart. Nearly all portions of the urban area would therefore be within about a quarter-mile of the nearest bike route.

The committee then looked at criteria for selecting specific streets within a corridor. The criteria could be used to preclude a street from being considered a bike route or indicate actions which would need to be taken before it could be so designated. Opportunities for utilizing environmental corridors such as drainageways for bike paths was also discussed.

Mr. Scharnke indicated that the next meeting would be held once conceptual bike route corridors could be mapped in all three urban areas (Fox Cities, Oshkosh and Fond du Lac).

There being no further business, the meeting was adjourned at 4:10 PM.

## **APPENDIX B**

### **Transportation/Land Use Technical Advisory Committee**

## **GROWTH MANAGEMENT COMMITTEE**

Glen Armstrong, Supervisor, Town of Neenah  
Lisa Binkley, WisDOT  
Allison Blackmer, Chairman, Town of Harrison  
Lurton Blassingame, Professor Emeritus, UW-Oshkosh  
Terry Bomier, Bomier Properties Inc.  
Mary Burkard, Secura Development  
Leon Church, Sweetwood Builders, Inc.  
Jim Esler, Bechard Investments  
Dan Esslinger, Black Wolf Sanitary District  
Jim Fletcher, Bechard Investments  
LeRoy Goldbeck, Chariman, Town of Neenah  
Mike Hendrick, Planner, Outagamie County  
Bill Hurley, Manager, HOV Sewerage Commission  
Ken Jarworski, Brown County Planning Commission  
Jackson Kinney, Director of Community Development, City of Oshkosh  
Chuck Lamine, Director of Community Development, City of Kaukauna  
Jim Lincoln, Executive Director, Outagamie County Housing Authority  
Russ Meerdink, Meerdink & Associates  
Jim Merten, Supervisor, Town of Oshkosh  
Dave Muench, Community Resource Development Agent, Outagamie County  
Don Novak, Administrator, Town of Grand Chute  
Kelley O'Conner, DNR-Green Bay  
David Pavlik, City of Neenah  
Jan Quinlan, Fox Cities Chamber of Commerce  
Wayne Rollin, Director of Community Development, City of Fond du Lac  
Bruce Roskom, Planner, City of Oshkosh  
Attorney John St. Peter, Edgerton, St. Peter, Petak, Massey & Bullon  
James Salm, President, Darboy Sanitary District #1  
Steven Spanbauer, Town of Neenah Sanitary District #2  
Linda Stoll, League of Women Voters  
Richard Thompson, City of Appleton  
Warren Utecht, Acting Director, Dept. of Community Development, City of Appleton  
Patrick Vail, Brown County Planning  
Russ Van Gompel, Administrator, Village of Little Chute  
Len Vaness, Assistant Director of Planning, Zoning & Sanitation, Calumet County  
Bob Vitas, Administrator, Town of Menasha

## **URBAN SERVICE DELIVERY COMMITTEE**

Allison Blackmer, Chairman, Town of Harrison  
Dan Callies, Fox Valley Realtors Association  
LeAnn Doxtator, Little Bear Development Center  
David Herbeck, Meerdink & Associates, Inc.  
Mark Kerkhoff, Operator, Freedom Sanitary District #1  
Wayne Rollin, Director of Community Development, City of Fond du Lac

James Salm, President, Darboy Sanitary District #1  
Gary Sikich, Foth and Van Dyke Associates  
Steven Spanbauer, Town of Neenah Sanitary District  
Don Timm, President, Stephenville Sanitary District  
Warren Utecht, Acting Director, Dept. of Community Development, City of Appleton  
David Vaclavik, Director of Public Works, City of Appleton  
Len Vaness, Assistant Director of Planning, Zoning & Sanitation, Calumet County

#### ENVIRONMENTAL RESOURCES AND OPEN SPACE COMMITTEE

Glen Armstrong, Supervisor, Town of Neenah  
Lurton Blassingame, Professor Emeritus, UW-Oshkosh  
Ron Bruch, Department of Natural Resources  
Frank Charlesworth, Jr., Zoning Administrator, Outagamie County  
Mike Hendrick, Planner, Outagamie County  
Mark Kerkhoff, Operator, Freedom Sanitary District #1  
Gary Knapton, Corps of Engineers  
Chuck Lamine, Director of Community Development, City of Kaukauna  
Hank Liebszeit, Citizen  
Jim Lincoln, Executive Director, Outagamie County Housing Authority  
Tere Locke, Water Management Specialist, Oshkosh Area Office  
Harry Lopas, Citizen  
Jim Merten, Supervisor, Town of Oshkosh  
Susan Moore, Department of Community Development, City of Oshkosh  
Kelley O'Conner, DNR-Green Bay  
David Pavlik, City of Neenah  
Katherine Rill, Winnebago Audubon Society  
Penny Bernard Schaber, Fox Valley Sierra Club  
Gary Sikich, Foth and Van Dyke Associates  
George Smith, Lawrence University  
Linda Stoll, League of Women Voters  
Ken Stromburg, U.S. Fish and Wildlife Service  
Tom Sykes, Lawrence University  
Professor Ronald Tank, Lawrence University  
Art Techlow, Department of Natural Resources  
Peter Van Airsdale, Director, Winnebago County Land Conservation  
Ron Vander Velden, Supervisor, Outagamie County  
Len Vaness, Assistant Director of Planning, Zoning & Sanitation, Calumet County  
Leonard Weis, Professor of Geology, UW-Fox Valley Center  
Charles Wheelock, Planning Director, Oneida Tribe of Indians of WI  
Rich Wissink, Water Regulation, Wisconsin Department of Natural Resources

## **STREETS AND HIGHWAYS COMMITTEE**

Bob Anderson, WisDOT District 2  
Tom Beck, Neenah School District  
Jim Bertram, Chairman, Town of Taycheedah  
Allison Blackmer, Chairman, Town of Harrison  
George Dearborn, Jr, Planner, Town of Menasha  
John Derks, Clerk, Town of Buchanan  
Jim Esler, Bechard Investments  
LeRoy Goldbeck, Chairman, Town of Neenah  
Ray Grigar, Highway Commissioner, Winnebago County  
Greg Hanson, City of Appleton  
Tom Harp, City Engineer, City of Appleton  
Rick Hermus, Clerk, Village of Kimberly  
Gene Hojan, Director of Public Works, Village of Little Chute  
Joe Hollister, Planning Chief, WisDOT District 3  
Jon-Paul Kohler, Federal Highway Administration  
Jerry Konrad, Department of Public Works, Winnebago County  
Charles Maney, Director of Public Works, City of Neenah  
Michael Marsden, Highway Commissioner, Outagamie County  
Don Novak, Administrator, Town of Grand Chute  
Mark Radtke, Director of Public Works, City of Menasha  
Mick Salm, Chairman, Town of Clayton  
Ken Schoenike, Director of Public Works, City of Kaukauna  
Mark Van Thiel, Clerk, Village of Combined Locks  
Katy Walters, WisDOT District 2  
James Wunderlich, Chairman, Town of Greenville  
Randy Zahn, Highway Commissioner, Calumet County

## **FREIGHT COMMITTEE**

Ray Batley, Banta Corporation  
Jim Bertram, Chairman, Town of Taycheedah  
John Casper, The Chamber, Oshkosh  
Larry Dorn, Jr., Dorn's Delivery  
Ed Fetzer, Menasha Corporation  
Jack Hanus, Citizen  
John Hartz, WisDOT  
Glenn Kerbs, Wisconsin Central Limited  
Bob Kiggen, Delta Nu Alpha/Kaytee Products  
Jean Long-Manteufel, A-1 Moving and Storage  
Jim Merten, Supervisor, Town of Oshkosh  
Tom Schemm, Akrosil  
Andy Schmanski, Wisconsin Paper Group  
Wayne Youngwirth, Square D Company

## **TRANSIT COMMITTEE**

Bill Barwis, Community Foundation of the Fox Valley  
Julie Callahan, Neenah VNA  
Doug Dalton, WisDOT, Madison  
George Dearborn, Jr., Planner, Town of Menasha  
Debbie DeBruin, Outagamie County Aging Services  
Greg Hanson, City of Appleton  
Mark Huddleston, Transportation Director, Oshkosh Transit System  
Chuck Kamp, General Manager, Valley Transit  
Carol Kasimor, Planner, City of Neenah  
Alan Meindel, Manager, Fond du Lac Area Transit  
Mark Opitz, WisDOT, Madison  
Rod Robillard, WisDOT District 3  
Virginia Rose, Appleton City Council  
Stevie Schmidt, Appleton Transit Commission  
Tom Stratton, Outagamie County Human Services  
Jerry Tate, Assistant Planning Director, Outagamie County

## **PEDESTRIAN & BICYCLE COMMITTEE**

Jean Breitbach, Citizen, City of Kaukauna  
Marsha Brewer, Sierra Club  
Carol Briggs, Town of Neenah  
John Coumbe, Tri Sports  
Jo Egelhoff, Alderman, City of Appleton  
Peter Flucke, President, We Bike  
Gary Hanson, Trails Coordinator, DNR-Green Bay  
Tom Huber, State Bicycle and Pedestrian Program Coordinator  
Gerry Kaiser, Traffic Engineer, City of Neenah  
Sue Kinde, Citizen  
Ed Kleckner, Planner, City of Appleton  
Paul Kordus, "Team Sluggo" bicycle riding team, Neenah  
Lois Krueger, Citizen, City of Appleton  
Robert Law, Citizen, Neenah  
Joan Lea, Town of Vinland  
Dennis H. Lear, Chairman, Chain O'Lakes Sanitary District  
Sue LeFevre, bicyclist, Appleton  
Jim Lincoln, Executive Director, Outagamie County Housing Authority  
Tim Lutz, Appleton Bicycle Shop  
Laurie Maly, Superintendent of Recreation, City of Neenah  
Carol Mason, Citizen, Neenah  
Debbie Matz, Alderman, City of Appleton  
George McKeough, bicylist, Menasha  
Jim Merten, Supervisor, Town of Oshkosh  
Mary Myers, citizen, Neenah  
Nick Milhaupt, Milhaupt Bicycle Works

Bill Rolf, bicyclist, Menasha  
Penney Bernard Schaber, Fox Valley Sierra Club  
Al Schaffer, Community Enrichment Director, Village of Kimberly  
Stevie Schmidt, Appleton City Council  
Carl Smith, bicyclist, Neenah  
Linda Stoll, League of Women Voters  
Ronna Swift, bicyclist/walker, Appleton  
Tom Sykes, Lawrence University  
Professor Ronald Tank, Lawrence University  
Jerry Tate, Assistant Planning Director, Outagamie County Courthouse  
Brian Tungate, Parks Director, City of Menasha  
Dennis Vanden Berg, bicyclist, Appleton  
Ron Vanden Velden, Supervisor, Outagamie County  
Leonard Weis, Professor of Geology, UW-Fox Valley Center  
Gerald Wesolowski, Planning Supervisor, WisDOT District 3  
Marilyn West, bicyclist, Neenah  
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## APPENDIX C

### Glossary

## GLOSSARY

The following list of terms contains definitions prepared by the subcommittees of the TAC. The list is not inclusive and will be expanded and modified throughout the remainder of the planning process.

**Urban or Urban Development Area** - a geographic area with development densities suitable for the efficient and economic provision of a full range of services, including centralized water and sanitary sewer, storm water management, extensive road network, and other supporting services.

**Urban Growth Area** - an undeveloped area which is planned for future urban growth.

**Urban Growth Boundary** - The line on a map which marks the separation of an urban service area and the urban planning area.

**Urban Service Area** - an area where a full (higher) range of urban services are proposed for a 20 year time period.

**Urban Planning Area** - an area where urban growth is anticipated to occur over the long term (40 to 50 years) where short term conflicting development should be discouraged.

**Exurban Area** - the area extending beyond the urban planning area which is influenced by urban development pressures.

**Rural Area** - an area which is predominantly undeveloped and primarily consists of agriculture, forest conservancy and vacant uses.

**Urban Sprawl** - unplanned urban development which is non-contiguous (leapfrogged), low density or inefficiently served.

**Infill Development** - development of vacant remnant lands in urban areas consistent with surrounding land uses.

**Concurrency** - a technique in which facilities and services necessary to meet the demands of new development are put in place concurrently with the development.

**Exurban Residential Development** - rural subdivision development usually consisting of two or less units per acre.

**Rural Residential Development** - scattered single lot residential development in rural areas.