

EXECUTIVE SUMMARY

INTRODUCTION

This report has been prepared to meet the requirements of the Transportation Equity Act for the 21st Century (TEA-21) for long-range transportation and land use in metropolitan areas. The East Central Wisconsin Regional Planning Commission has been designated by the Fond du Lac Metropolitan Planning Organization (MPO) to carry out the urban transportation planning process.

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

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

ADOPTED GOALS, OBJECTIVES, AND POLICIES

The passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 required all Metropolitan Planning Organizations (MPOs) to update and adopt long-range transportation plans which conformed to ISTEA's metropolitan planning requirements. ISTEA's requirements emphasized multimodal transportation, a strong transportation/land use interrelationship and an expanded public involvement process.

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

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

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

Transportation

In 2035, the Fond du Lac Urbanized Area will have a safe and effective transportation network which provides options for the mobility needs of all people, goods, and services.

To attain this goal, the following issue categories have been identified:

- *Streets and Highways**
- *Transit**
- *Freight**
- *Bicycle and Pedestrian**
- *Safety**

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

Land Use

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

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

The following land use sub-elements have been defined:

- *Environmental Resources and Open Space**
- *Growth Management**
- *Urban Service Delivery**
- *Economic Viability**

The goals and objectives related to these sub-elements can be viewed with the Adopted Goals, Objectives, and Policies chapter of the planning document.

EXISTING CONDITIONS

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

Overall, the study area, including the City of Fond du Lac, Village of North Fond du Lac, and portions of the towns of Byron, Empire, Fond du Lac, Friendship, and Taycheedah increased from 49,469 persons in 1970 to 57,479 in 2000, or roughly 16 percent in 30 years. The number of households, on the other hand, increased by 51 percent in the same time period, as household sizes decreased and as baby boomers reached the household formation stage.

The Fond du Lac Area Transit Service (FDLAT) is a stable and efficient service in the core area. JOBTRANS, a demand responsive shared-ride taxi service is available through FDLAT. Eligible trips must have an origin or destination within the City of Fond du Lac or Village of North Fond du Lac and be at least 1,000 feet outside of the FDLAT service area. Also, significant coordination efforts have been undertaken to provide service to the elderly and disabled unable to utilize the fixed route system. Handi-Van offers lift equipped van service to these individuals. Curb to curb service is only available to individuals which meet ADA eligibility requirements. A school tripper also services the high school through a contract with a private provider.

The continuation of federal funding for the operation of transit systems has been in question for the past decade, however, as part of the recent reauthorization bill Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) of August 2005, federal funding level increases have been proposed for transit.

LAND USE PLAN

The land use plan for the Fond du Lac area is based upon and integrated with the sewer service area planning process. *The Fond du Lac Sewer Service Area Plan* was adopted by the East Central Wisconsin Regional Planning Commission in 1992, and updated June 5, 2001. For the purposes of the long-range transportation/land use plan, three land use scenarios were developed: Full Build, Compact, and Current Plans (2035) Scenarios.

The Full Build Scenario depicts how development will occur over time to the point where all undeveloped land within the urbanized area is developed out pacing current development trends. The horizon year for this scenario is anticipated to be beyond the plan horizon. The Compact Scenario is extremely similar using the same population forecast. The difference is that development within this scenario would be more dense and compact, with more mixed land use. The amount of developed acreage within the urbanized area would be substantially smaller than the Full Build Scenario. Agricultural and supporting rural land uses would still be existent with the urbanized area. The horizon year for this scenario would be the same as the Full Build Scenario. Finally, the Current Plans Scenario depicts what the urbanized area is proposed to be in the year 2035. This is the desired scenario for development within the urbanized area. This scenario depicts how development will occur based on local land use plans, current demographics, and existing infrastructure.

ALTERNATIVE ANALYSIS

Two types of analysis were executed in this study. First, the three scenarios were measured against the adopted policies.

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

SAFETY AND MULTIMODAL CRASH ANALYSIS

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

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

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

RECOMMENDATIONS

The three largely hypothetical land use scenarios were measured against the adopted goals, objectives, and policies to provide a clear differentiation in each scenario's effect on urban development and associated costs. The establishment of the long range transportation model for the Fond du Lac area was used to measure a number of proposed impacts, as well as to measure the existing and future adequacy of the entire highway system. The following is a summary of recommendations including land use, highway projects, transit system and other modal recommendations, as well as recommendations for additional study.

Land Use

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

Transportation

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

-USH 41 is the primary facility serving the Fond du Lac area. Analysis shows that the highway will likely be operating at or over capacity. WisDOT and the MPO should plan to expand the capacity of the facility from 4-lanes to 6-lanes through the Fond du Lac MPO over the long term.

-USH 151 has been identified as the second most important facility serving the Fond du Lac area. The bypass, currently under construction, has raised concerns for the MPO. WisDOT and the MPO should plan for grade separations at proposed local road intersections. MPO staff should prepare an arterial development plan to identify future parallel routes and areas needed for the long-term conversion from at-grade signalized intersections to grade separated interchanges or exchanges to eliminate cross-traffic safety concerns with USH 151. Long term

access safety improvements on USH 151 should include the intersections with STH 175, Martin Road, both CTH V intersections (south and east), and CTH T.

-STH 23 is ranked as the third most important route serving the Fond du Lac area. STH 23 east to Plymouth is scheduled to be expanded to 4-lanes in 2013. The MPO should continue to work with WisDOT to identify additional safety improvements that can be made as part of the project. As an example, preferred plans for the expansion of STH 23 east includes a grade-separate jug-handle interchange with CTH K.

WisDOT and the MPO should plan and program the expansion of STH 23 west, to a 4-lane facility from Rolling Meadows Drive to Town line Road. In addition to creating economic development opportunities, the expansion of STH 23 west will also accommodate projected future traffic on the facility.

List of specific modal recommendations follow:

- 1)** Network Facility: **USH 151.**
 Facility Segment: CTH D to STH 175.
 Proposed Project: Construct the 4 lane divided highway bypass from CTH D to STH 175.

- 2)** Network Facility: **USH 151 BYPASS GRADE SEPARATION**
 Facility Segment: USH 151 Bypass
 Proposed Project: Officially map all intersections with the USH 151 Bypass to eliminate at-grade cross traffic, similar to USH 45.

- 3)** Network Facility: **USH 41**
 Facility Segment: Townline Road to Lost Arrow Road
 Proposed Project: Reconstruction of USH 41, Widening to 6 lanes.

- 4)** Network Facility: **USH 41**
 Facility Segment: CTH OO to the North County Line (NCL)
 Proposed Project: Pavement Replacement on USH 41 from CTH OO to the North County Line.

- 5)** Network Facility: **USH 41 FREEWAY CONVERSION**
 Facility Segment: Kohlman Road and Pioneer Road.
 Proposed Project: Reconstruct structures to meet Interstate height and width standards.

- 6)** Network Facility: **USH 41 FREEWAY MODERNIZATION**
 Facility Segment: WCL and FVW Railroad Structure Reconstruction
 Proposed Project: WCL and FVW Railroad Structure Reconstruction

- 7)** Network Facility: **USH 45 (MAIN STREET)**
 Facility Segment: Western Ave to Scott St.
 Proposed Project: Reconstruct USH 45 from Western Ave to Scott St.

- 8)** Network Facility: **STH 175 (VAN DYNE ROAD)**
Facility Segment: Village of North Fond du Lac to the North County Line (NCL)
Proposed Project: Resurface STH 175 from the Village of North Fond du Lac to the North County Line.
- 9)** Network Facility: **STH 175**
Facility Segment: USH 41 to USH 45
Proposed Project: Resurface STH 175 from Fond du Lac to USH 151.
- 10)** Network Facility: **STH 23 (WEST JOHNSON STREET)**
Facility Segment: Townline Road to USH 41.
Proposed Project: Reconstruct facility as a 4 lane highway.
- 11)** Network Facility: **STH 23 (EAST JOHNSON STREET)**
Facility Segment: From CTH K to the east out of the MPO area, as part of the 4 lane project between Fond du Lac and Plymouth.
Proposed Project: Reconstruct to a 4-lane expressway with bike and pedestrian facilities.
- 12)** Network Facility: **CTH K**
Facility Segment: USH 151 to CTH V.
Proposed Project: Reconstruct CTH K as a 4 lane facility from USH 151 to CTH V.
- 13)** Network Facility: **CTH T (ESTERBROOK ROAD)**
Facility Segment: STH 23 to CTH OO.
Proposed Project: Reconstruct the stretch from STH 23 to CTH OOO to a four lane facility and construct a new 4 lane facility from CTH OOO to CTH OO.
- 14)** Network Facility: **CTH T**
Facility Segment: STH 23 to Esterbrook Rd.
Proposed Project: Reconstruct CTH T as a 4 lane facility from STH 23 to Esterbrook Rd.
- 15)** Network Facility: **CTH T**
Facility Segment: National Ave to CTH K.
Proposed Project: Reconstruct CTH T as a 4 lane facility from National Ave to CTH K.
- 16)** Network Facility: **CTH V**
Facility Segment: CTH VV to USH 45.
Proposed Project: Reconstruct to 4 lanes.
- 17)** Network Facility: **CTH V**
Facility Segment: CTH K to National Ave.
Proposed Project: Reconstruct to 4 lanes.
- 18)** Network Facility: **CTH VV (PIONEER ROAD)**
Facility Segment: Military Road to USH 45
Proposed Project: Reconstruct Pioneer Road as a 4 lane facility.

- 19)** Network Facility: **CTH VV**
Facility Segment: Military Rd. to CTH 000.
Proposed Project: Reconstruct CTH VV as a 4 lane facility from Military Rd. to CTH 000.
- 20)** Network Facility: **CTH VV UNDERPASS**
Facility Segment: Morris St. to Hickory St.
Proposed Project: Reconstruct 4 lane underpass.
- 21)** Network Facility: **6th STREET (USH 45)**
Facility Segment: Fond du Lac Ave to Main St.
Proposed Project: Reconstruct 6th Street as a 4 lane facility from Fond du Lac Ave to Main St.
- 22)** Network Facility: **JOHNSON STREET (STH 23)**
Facility Segment: Pioneer Rd. to Prairie Rd.
Proposed Project: Intersection safety improvements - AES
- 23)** Network Facility: **LAKESHORE DRIVE RAILROAD OVERPASS**
Facility Segment: Connection between USH 45 and STH 175 (Winnebago St.)
Proposed Project: Construction of an overpass over the Canadian National rail lines.
- 24)** Network Facility: **MASCOUTIN VALLEY TRAIL EXTENSION**
Facility Segment: CTH VV TO CTH VVW.
Proposed Project: Extend the Mascoutin Valley Trail from CTH VV to CTH VVW.
- 25)** Network Facility: **PLANK TRAIL EXTENSION**
Facility Segment: USH 151 to MPAB.
Proposed Project: Extend the Plank Trail from USH 151 to the Metropolitan Planning Area Boundary.
- 26)** Network Facility: **PRAIRIE ROAD**
Facility Segment: Morningside Drive to CTH T.
Proposed Project: Construct with attainment of right of way.
- 27)** Network Facility: **WILD GOOSE/PRAIRIE TRAIL CONNECTOR**
Proposed Project: Construct a 1.6 mile connector trail to link the Wild Goose and Prairie Trails.
- 28)** Network Facility: **WILD GOOSE TRAIL EXTENSION**
Facility Segment: CTH VV to CTH VVW
Proposed Project: Construct a 0.75 mile extension to the Wild Goose Trail from CTH VV to CTH VVW.

The Fond du Lac Area Transit System operates at a favorable level compared to transit systems of similar size throughout the state. Recommendations for transit include:

- Convert one hour routes to 30 minute routes, especially during peak hours.
- Expand service to efficiently serve the Urbanized Area population

- Research the benefits of a Regional Transit Authority (RTA) with other communities along the USH 41 corridor.
- Coordination of efforts with other area transit providers, as well as major employers.

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

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

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

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

ENVIRONMENTAL ANALYSIS

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

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

FINANCIAL ANALYSIS

The financial analysis, also required by TEA-21, is intended to show that funding is reasonably available to implement the recommendations of the plan. The Financial Plan section of this document includes a compilation of state and federal highway funds which are currently available to the Fond du Lac area jurisdictions. Local funding level projections are based on historic spending levels. The anticipated needs are estimated based on WisDOT's Urban Corridors Study, a pavement inventory and output from the Wisconsin Information System for Local Roads (WISLR), and proposed project needs from previous studies. Over the life of the plan, needs are projected at \$485 million, while anticipated funding is estimated at \$745 million over the 30 year plan horizon.

The anticipated revenue reflects fairly high historic spending that includes the STH 23 (Johnson Street) and USH 151 projects. State projects generally increases local spending as new connectors and improvements are made near the project. The anticipated funding allows flexibility to plan for potential major projects like grade separations and expansion.