

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. As the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the East Central Wisconsin Regional Planning Commission (ECWRPC) is responsible for carrying out the urban transportation planning process.

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

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

ADOPTED GOALS, OBJECTIVES, AND POLICIES

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

Then in 1998, the Transportation Equity Act for the 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 East Central's on-going Technical Advisory Committee (TAC) in the review and development of goals, objectives, and policies.

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

Transportation Goal

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

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

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

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

Land Use

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

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

Growth Management

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

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

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

Urban Service Delivery

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

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

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

Environmental Resources

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

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

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

Open Space

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

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

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

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

EXISTING CONDITIONS

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

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

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

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

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

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

LAND USE PLAN

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

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

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

ALTERNATIVE ANALYSIS

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

SAFETY AND MULTIMODAL CRASH ANALYSIS

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

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

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

RECOMMENDATIONS

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

Land Use

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

Transportation

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

List of specific modal recommendations follow:

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

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

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

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

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

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

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

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

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

ENVIRONMENTAL ANALYSIS

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

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

FINANCIAL ANALYSIS

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