

ORDINANCE NO.: Z-7—2023-24

TO THE HONORABLE, THE OUTAGAMIE COUNTY BOARD OF SUPERVISORS

LADIES AND GENTLEMEN:

MAJORITY

1 AN ORDINANCE TO AMEND THE OUTAGAMIE COUNTY COMPREHENSIVE
2 PLAN. The subject matter of the ordinance having been duly referred and considered by
3 the Outagamie County Agriculture, Extension Education, Zoning and Land Conservation
4 Committee and public hearing having been held after giving requisite notice of said
5 hearing, and a recommendation as required by Section 66.1001(4) of the Wisconsin State
6 Statutes.

7
8 Outagamie County Planning Staff review recommends approval of proposed
9 comprehensive plan amendment. The Agriculture, Extension Education, Zoning and Land
10 Conservation Committee recommends approval.

11
12 NOW THEREFORE, the undersigned members of the Agriculture, Extension Education, Zoning
13 and Land Conservation Committee recommend adoption of the following ordinance.

14 BE IT ORDAINED that the Outagamie County Board of Supervisors does recommend the
15 attached proposed amendment to the Outagamie County Comprehensive Plan to adopt the Bicycle and
16 Pedestrian Plan as Addendum 3 of Outagamie County's Comprehensive Plan, as reflected in the review
17 of Exhibit 1.

18 BE IT FURTHER ORDAINED, that this ordinance shall be in full force and effect in Outagamie
19 County upon approval by the Outagamie County Board of Supervisors, publication per State Statute 59.14
20 and 66.0103, and

21 BE IT FINALLY ORDAINED, that the Outagamie County Clerk be directed to forward a copy of
22 this Ordinance to the Outagamie County Department of Development and Land Services Director.

23 Dated this ____ day of November, 2023.
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Respectfully Submitted,

AGRICULTURE, EXTENSION
EDUCATION, ZONING & LAND
CONSERVATION COMMITTEE

Debra Vander Heiden

Daniel Rettler

Dustin Koury

Sarah Weinberg

Rick Lautenschlager

Duly and officially adopted by the County Board on: _____

Signed: _____
Board Chairperson

County Clerk

Approved: _____

Vetoed: _____

Signed: _____
County Executive

ZONING COMMITTEE RESOLUTION NO.: PL202300420

**RECOMMENDING AN AMENDMENT TO THE COMPREHENSIVE PLAN FOR
OUTAGAMIE COUNTY, WISCONSIN**

WHEREAS, pursuant to 59.69(3) of the Wisconsin Statutes, Outagamie County is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes, and

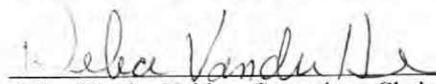
WHEREAS, Outagamie County has developed a process to allow for amendments to the Comprehensive Plan, and

WHEREAS, the State Comprehensive Planning Law requires that the County follow the same administrative procedures for adoption defined under Wisconsin Statutes, Section 66.1001(4), to amend the Comprehensive Plan, and

WHEREAS, Outagamie County has held at least one public hearing on this amendment, in compliance with requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

NOW THEREFORE, BE IT RESOLVED, that the Outagamie County Zoning Committee hereby recommends to the County Board that the attached Comprehensive Plan Amendment be adopted pursuant to Wisconsin Statutes Section 66.1001(4).

Adopted this 24 day of October, 2023


Debra Vander Heiden, Committee Chair


Sarah Weinberg, Committee Secretary

Adopted: 5 - 0



Department of Development and Land Services
Planning & Zoning | GIS & Land Information
320 S. Walnut St. | Appleton, WI 54911
Outagamie County Government Center, 3rd Floor
Phone: (920) 832-5255 Fax: (920) 832-4770
www.outagamie.org

MEMORANDUM

TO: Outagamie County Zoning Committee
FROM: Sadie DiNatale Burda, Principal Planner
DATE: September 12, 2023
RE: PL202300420: Proposed Outagamie County Comprehensive Plan Amendment

The *Outagamie County Comprehensive Plan 2040: A Shared Path Forward* (Comprehensive Plan), was adopted in 2020. Occasionally, amendments to the Comprehensive Plan are needed to ensure the document remains up-to-date and relevant. This memorandum discusses a proposed amendment to adopt Outagamie County Bicycle and Pedestrian Plan as Addendum 3.

BACKGROUND:

The Outagamie County Bicycle and Pedestrian Plan (attached) was developed over the 2022-2023 planning period by Toole Design. The Plan contains planning analyses, recommendations, and implementation guidelines to increase walking and biking, to promote safety, and to promote equity.

Development of the Plan was informed by the public and stakeholders who provided input and feedback, by an interdepartmental project management team who provided planning support and technical guidance, and by the County's Greenway Implementation Committee who served as the project's advisory committee.

It is County planning staff's opinion that the proposed amendment to adopt the Bicycle and Pedestrian Plan is consistent with the County's Comprehensive Plan. In particular,

- Goal 1: Integrated land use and transportation system
 - Develop a County Bicycle & Pedestrian strategy, focusing on county policy & infrastructure (e.g. highway ROW and County Parks & Trail system); integrate with municipal plans/local road networks. Incorporate into the County Comprehensive Plan when completed.

The amendment is also consistent with Outagamie County's Comprehensive Outdoor Recreation Plan 2022-2026 (i.e., Addendum 1 of Outagamie County's Comprehensive Plan). In particular, it is consistent with recommendation 3.1.4:

- Develop and incorporate into the Comprehensive Plan an Outagamie County Bicycle and Pedestrian/Trail System Plan to guide County efforts in developing/linking with the regional trail network. Utilize existing regional and local plans in this effort.

STAFF RECOMMENDATION

Planning staff recommends adoption of the proposed County Comprehensive Plan amendment, to adopt the Outagamie County Bicycle and Pedestrian Plan as Addendum 3 of the County's Comprehensive Plan. To do this, the following action is required pursuant to Wis. Stats. 66.1001:

- Zoning Committee adopts a Resolution authorizing the amendments and advancing them to the County Board (Wis. Stats. 66.1001(4)(b)).
- County Board approves an Ordinance adopting the amendments (Wis. Stats. 66.1001(4)(c)).

ATTACHMENTS:

- Attachment 1: Outagamie County Bicycle and Pedestrian Plan



**OUTAGAMIE COUNTY
BICYCLE AND
PEDESTRIAN PLAN**



**PENDING ADOPTION
NOVEMBER 2023**

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

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OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

ACKNOWLEDGEMENTS

COUNTY PROJECT MANAGEMENT TEAM

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David DeGroot, *Public Health Division*
Loren Dieck, *Parks Department*
Kevin Englebert, *Development and Land Services Department*
Joe Zellmer, PE, *Highway Department*
Kara Homan, *previously Development and Land Services Department*

GREENWAY IMPLEMENTATION COMMITTEE

Joy Hagen (Chair)
Jason Brozek
John Cuff
Loren Dieck
Sadie DiNatale Burda
James Ecker
Tom Flick
Lee Hammen
Dave Horst
Chad Hoerth
Sue Kinde
James Merten
Kayla Rouse
Dean Steingraber

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Emily Lauderdale
Sara Schooley
Joanna Wang



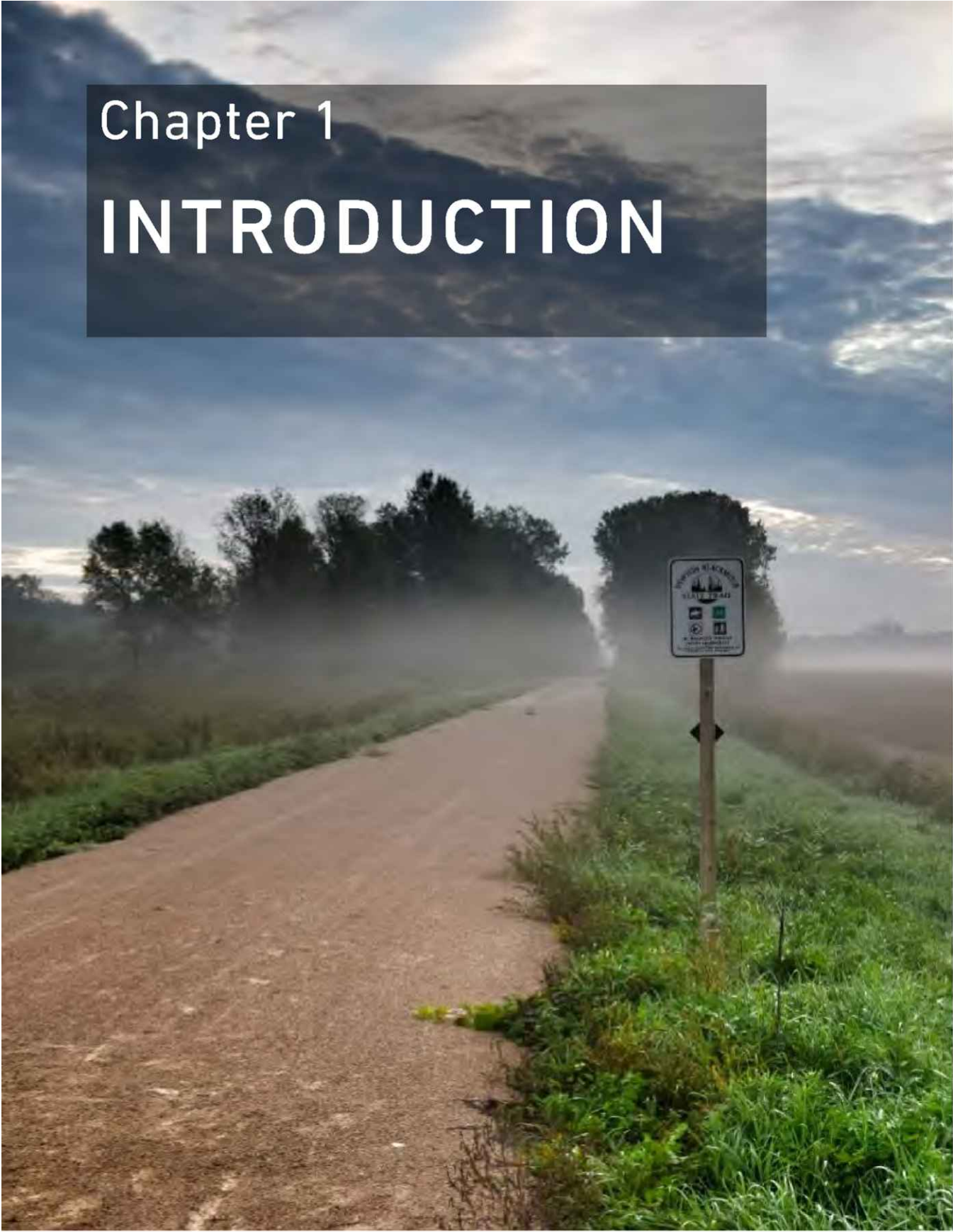
Information contained in this document is for planning purposes and should not be used for final design of any project. All results, recommendations, concept drawings, cost opinions, and commentary contained herein are based on limited data and information and on existing conditions as of July 2023 that are subject to change. Existing conditions have not been field-verified. Further analysis and engineering design are necessary prior to implementing any of the recommendations contained herein. Maps and geographic analysis presented herein are based on information collected at the time of preparation.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

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Chapter 1 INTRODUCTION



OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN



Figure 1. North Island Trail, Appleton

1. INTRODUCTION

1.1 WHY DOES OUTAGAMIE COUNTY NEED A BICYCLE AND PEDESTRIAN PLAN?

Outagamie County undertook this planning effort to expand and improve the County's bicycle and pedestrian network, as is recommended in the County's [Comprehensive Plan](#) and [Comprehensive Outdoor Recreation Plan \(CORP\)](#). This plan provides tools and resources for four areas of concern for the County: closing gaps between trails; making it easier and safer to walk and bike along county highways; updating policies to support pedestrians and cyclists; and identifying high-priority projects the County should actively pursue.

Close gaps between trails

Outagamie County and the Fox Valley benefit from a number of excellent trails: the Wiouwash State Trail, the Newton Blackmour State Trail, and the growing network of trails along the Fox River such as the North Island Trail shown in Figure 1. However, there are obvious gaps between these trails, and this plan recommends ways to connect them, such as:

- Connect the Wiouwash State Trail in Hortonville to the Newton Blackmour State Trail in the western part of the county.
- Identify east-west connections between the CB Trail by the Appleton International Airport, and the Newberry and North Island Trail by the Fox River.
- Add connections between the Fox River trails in Kimberly and Little Chute to the CE trail to the south.



Improve safety on county highways

County highways connect municipalities across the County in a wide variety of contexts. For example, College Ave/CTH CA serves regional employment areas and shopping areas by the Fox River Mall and the Appleton International Airport in Appleton; CTH E connects outlying rural areas and residential subdivisions next to the high

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school and elementary school in Freedom; and CTH F goes through the tiny rural hamlet of Nichols. Many people in Outagamie County are already walking and biking on these highways to get to work, school, shopping, or for recreation, even if there are no sidewalks or bike lanes present. When county highways are due for resurfacing or repaving, the County has an opportunity to improve safety for people walking and biking on those highways. This Plan provides design guidance and policy recommendations that will help the Highway Department make decisions about what kinds of accommodations are best suited for each context.

Update policies and programs

Updating funding policies and programs and land use ordinances helps ensure the County has the right tools in place to take advantage of opportunities as they arise. When land is subdivided or when a county highway is repaved or reconstructed, having policies in place that require or facilitate the construction of trails or sidewalks helps promote better bicycle and pedestrian networks over the long term.

Identify high-priority projects

Some projects are so critical for safety or access to destinations that the County should undertake them even if there is not an opportunity to piggyback on another project. This Plan used an objective, data-driven prioritization process to identify high-priority projects for county staff to actively pursue through conversations with property owners; applications for federal, state, and foundation funding; and partnerships with other governments.

1.2 WHAT WILL THIS PLAN ACHIEVE?

This Plan was designed around a vision and three goals crafted based on input from public engagement and the County's Greenway Implementation Committee.

VISION: Residents of Outagamie County can walk and bike safely and comfortably along a connected network of trails, bikeways, and sidewalks.



INCREASE WALKING AND BIKING

Increasing the number of people walking and bicycling has benefits for health and the environment. The County can achieve this goal by closing the gaps between trails and constructing sidewalks and bikeways where people are likely to use them.



PRIORITIZE SAFETY

No one should die or suffer from a serious injury as a result of walking or biking in Outagamie County. This Plan recommends infrastructure that will make it safer for people walking and biking, and prioritizes projects in areas where crashes have occurred.



PROMOTE EQUITY

Past decisions have resulted in highways without safe places to walk or bike traversing the low-income parts of the County. Residents with low incomes are more likely to depend on active transportation to get around, increasing their exposure to traffic. This Plan prioritizes investments in the areas where residents most need them.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

1.3 BENEFITS OF BUILDING WALKING AND BIKING INFRASTRUCTURE

There is a monetary cost to building and maintaining walking and biking infrastructure and it can be politically challenging to build sidewalks or bikeways (due to land acquisition or potential neighborhood opposition). However, having a complete, safe, and comfortable walking and biking network brings many benefits to Outagamie County residents. Benefits include improved safety, more variety of and freedom in transportation choices, economic growth, improved public health outcomes, equitable access to transportation and recreation, and environmental sustainability.

SAFETY

The safety of pedestrians and bicyclists is of growing concern across the United States. Preliminary 2022 data show pedestrian fatalities have been outpacing all other traffic deaths. Pedestrian fatalities have continued to climb since the beginning of the COVID-19 pandemic: a 28 percent increase in pedestrian fatalities is reported from 2021 to 2022.¹ Bicycle and pedestrian infrastructure, including trails, sidewalks, bike lanes, and safety infrastructure at street crossings, can provide people with safer places to travel and recreate.

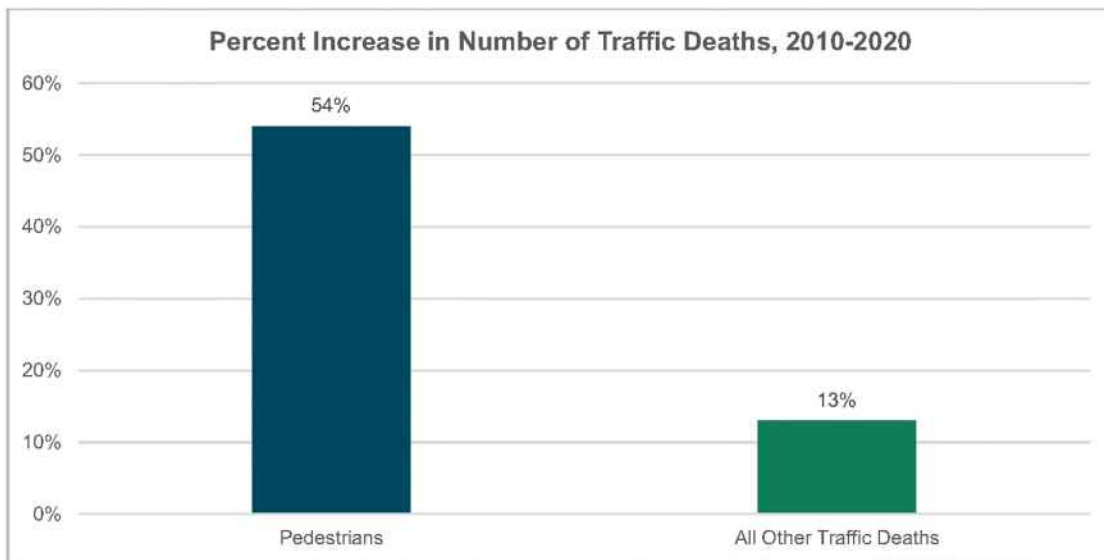


Figure 2: Pedestrian deaths in the United States have been increasing faster than all other traffic fatalities. (Source: Governors Highway Safety Association).

EQUITABLE ACCESS TO TRANSPORTATION AND RECREATION

Comfortable and accessible bicycling and walking facilities provide a host of quality-of-life benefits. They increase the number of travel options for everyone and can lead to a sense of independence for seniors, young people, and others who cannot or choose not to drive. Providing a high-quality active transportation network is important for Outagamie County residents who do not have full access to a vehicle. This includes people who are under 16 years old, unlicensed adults, suspended drivers, and people who live in households with more drivers than

¹ Governors Highway Safety Association. (2023). Pedestrian Traffic Fatalities by State: 2022 Preliminary Data. <https://www.ghsa.org/sites/default/files/2023-02/GHSA%20Pedestrian%20Traffic%20Fatalities%20by%20State%2C%20January-June%202022%20Preliminary%20Data.pdf>

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

vehicles. Trails also have the benefit of providing no- to low-cost recreation opportunities for families and low-income individuals.

ACCESS TO JOBS, SCHOOLS, AND OTHER DESTINATIONS

Improving infrastructure for walking and biking helps widen choice and access to jobs, healthcare, groceries, and other important destinations. Improved bicycle and pedestrian conditions give people more options, reduce reliance on vehicle ownership, and improve safety for people who do not have access to a personal vehicle. High-quality walking and biking facilities also provide a safe alternative to vehicle drop-offs for children traveling to and from school.

ATTRACTING TOURISTS AND RETAINING RESIDENTS

A robust bicycle and pedestrian network has the potential to provide economic gains for communities by attracting tourists and attracting and retaining residents, including employees and families. There is broad consensus across the country that investing in infrastructure for walking and biking produces a positive return on investment. This is especially true when it comes to trails, which serve as major regional attractions for recreationists. Trail-based tourism is an economic boon for many small communities, supporting local businesses, creating jobs, and increasing property values.² Local spending by active users (tourists and visitors alike) will provide economic benefits for businesses along the network as well as for retailers selling recreational products and services.³

8 PERCENT HIGHER:

The amount of increase in value for properties that are within a half mile of a pedestrian and bicycle facility.

-- 2022 ECWRPC Study on the impact of bicycling and walking facilities

PROPERTY VALUE IMPACTS

Bicycle and pedestrian infrastructure, especially trails, have been shown to increase the overall value of housing stock for their neighboring communities. The high demand for housing near recreational outdoor space results in higher sales values of homes as well as increased government revenues through increased property tax collections and greater transfer taxes at time of sale. A study of the impacts of bicycling and walking facilities in Outagamie, Calumet, Winnebago, and Fond du Lac counties conducted by East Central Wisconsin Planning Commission (ECWRPC) found that properties within a half-mile of a pedestrian and bicycle facility have an approximate eight percent premium on their property. This premium results in an additional \$9.6 million in combined county property taxes across the four counties each year.⁴

PHYSICAL HEALTH

According to the U.S. Health and Human Services Department's (USHHS) Physical Activity Guidelines for Americans, 150 minutes of moderate-intensity aerobic activity (for example, brisk walking) each week reduces the risk of many chronic diseases and other adverse health outcomes.⁵ For young people ages 6-17 the USHHS recommends participating in at least 60 minutes of physical activity every day. Engaging in physical activity beyond these amounts can impart additional health benefits.

² Rails-to-Trails Conservancy, *Investing in Trails Cost-Effective Improvements—for Everyone*, date unknown. <https://www.railstotrails.org/resourcehandler.ashx?name=investing-in-trails-cost-effective-improvements-for-everyone&id=3629&fileName=Economic%20Impacts%20of%20Trails.pdf>. Accessed 1 June 2023.

³ East Central Wisconsin Planning Commission. *The Economic, Health, and Environmental Impact of Bicycling and Walking Facilities, 2022*. https://econsultsolutions.com/wp-content/uploads/2022/07/ECWRPC-Trails-Report_2022-07-12.pdf. Accessed 1 June 2023.

⁴ East Central Wisconsin Planning Commission, 2022.

⁵ U.S. Department of Health and Human Services, *Physical Activity Guidelines for Americans, 2nd Edition*, 2018. https://health.gov/sites/default/files/2019-09/Physical_Activity_Guidelines_2nd_edition.pdf. Accessed 1 June 2023.

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Being overweight increases an individual's risk for many chronic diseases, including hypertension, diabetes, osteoarthritis, cardiovascular disease and stroke, gallbladder disease, arthritis, sleep disturbances, mental health issues, breathing problems, and certain cancers.⁶ Increased opportunity for recreation and destination-oriented trips using active modes of travel are key to reducing obesity and, by extension, the risk for developing chronic diseases. A 20-year study of 5,115 people in four U.S. cities found that walking and biking to work are associated with greater physical fitness among both men and women. Active commuting is also associated with lower obesity rates and better cardiovascular health for men. The study called for strategies to enable and encourage active commuting interventions to reduce obesity and improve cardiovascular disease risk.⁷

The health benefits of trails have also been noted locally through the *Economic, Health, and Environmental Impact of Bicycling and Walking Facilities* study completed in 2022 by the ECWRPC. The study estimates significant health care cost savings and increased workplace productivity associated with more physical activity with the buildout of the region's trail network.⁸

Research has also found that the health benefits of bicycling instead of driving far outweigh the risks.⁹ For example, one study found that on average, individuals who shifted from driving to bicycling gained an estimated three to 14 months of life expectancy, compared to five to nine days lost due to traffic crashes and inhaled air pollution.¹⁰

MENTAL HEALTH

Physical activity, including walking and biking, can help prevent or treat some mental health conditions. Physical activity reduces depression, can improve the quality of sleep, and has been shown to improve cognitive function for older adults.¹¹ Active transportation can also improve social conditions in communities, which contributes to positive mental well-being among residents. While there may be many reasons people feel socially isolated, land-use and transportation systems designed around the automobile can exacerbate these feelings. Car dependence reinforces solitary lifestyles and reduces opportunities for positive social interaction in public spaces,¹² particularly in rural areas.

ENVIRONMENTAL BENEFITS

Bicycle and pedestrian networks offer environmental benefits to the communities they serve by preserving the land along the network corridors. Many of these corridors may otherwise be at risk of development. Environmental benefits of trail corridors can include air and water quality improvement, flood mitigation, wildlife habitat conservation, and carbon sequestration and storage. The expansion of the bicycle and pedestrian network also has the potential to shift trips from driving to walking or biking. This shift can help to reduce the amount of motor vehicle travel, the need for added capacity, and associated carbon emissions.¹³

⁶ Keams, K., Dee, A., Fitzgerald, A. P., Doherty, E., & Perry, I. J. *Chronic disease burden associated with overweight and obesity in Ireland: the effects of a small BMI reduction at population level*. 2014, BMC public health, 14, 143. doi:10.1186/1471-2458-14-143

⁷ Gordon-Larsen, P., Boone-Heinonen, J., Sidney, S., et al. *Active commuting and cardiovascular disease risk: the CARDIA study*. 2009, Arch Intern Med 2009; 169:1216-23. <https://www.ncbi.nlm.nih.gov/pubmed/19597071>

⁸ East Central Wisconsin Planning Commission. (2022).

⁹ Active Living Research. *How to Increase Bicycling for Daily Travel*, 2013, Research Brief, May 2013, https://itspubs.ucdavis.edu/download_pdf.php?id=2055

¹⁰ de Hartog, J., Boogaard, H., Nijland, H., and Hoek, G. "Do the Health Benefits of Cycling Outweigh the Risks?" *Environmental Health Perspectives*. 2010 Aug; 118(8): 1109–1116. <https://ehp.niehs.nih.gov/doi/10.1289/ehp.0901747>

¹¹ U.S. Department of Health and Human Services. *Physical Activity Guidelines for Americans, 2nd Edition*, 2018, https://health.gov/sites/default/files/2019-09/Physical_Activity_Guidelines_2nd_edition.pdf. Accessed 1 June 2023.

¹² Centers for Disease Control and Prevention, Healthy Places, Mental Health <https://www.cdc.gov/mentalhealth/>. December 2012.

¹³ East Central Wisconsin Planning Commission. (2022).

Chapter 2
**COMMUNITY
INPUT**



OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

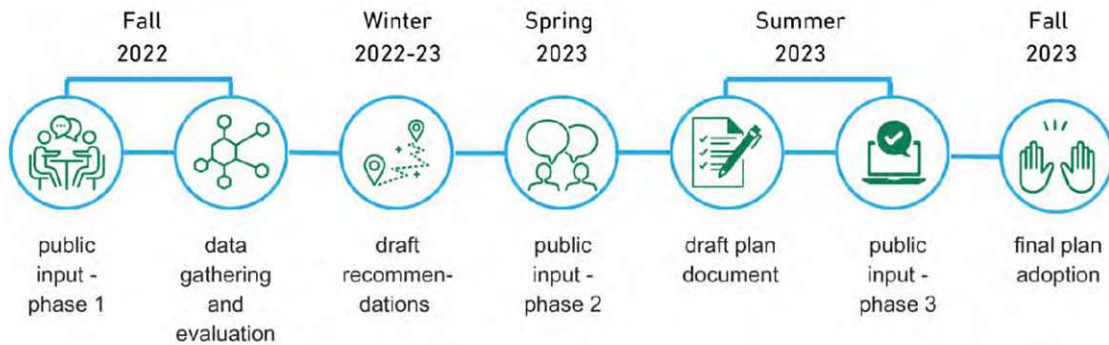


Figure 3. Curt Detjen, Ron Van De Hey, and Phil Ramlet at the ribbon cutting ceremony for the Kaukauna Locks Trail (Credit: Dave Horst)

2. COMMUNITY INPUT

2.1 LISTENING TO RESIDENTS AND STAKEHOLDERS

Community input was an essential part of the plan development process. Listening to the concerns and ideas of people in Outagamie County improves the quality of the Plan findings and builds trust in the recommendations. The planning process used several methods to gather input from residents and stakeholders during three phases of plan development: fall 2022 (phase 1), spring 2023 (phase 2), and summer 2023 (phase 3).



OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

2.2 GREENWAY IMPLEMENTATION COMMITTEE

The Outagamie County Greenway Implementation Committee served as the advisory committee throughout the development of this Plan. The Greenway Implementation Committee (Committee) is a County-authorized committee composed of County supervisors and representatives from various organizations. The Committee typically oversees a matching grant program that annually distributes funds to local municipalities for trail projects in their communities. The Committee also serves as an informal advisory group regarding news and concerns related to trail development in their communities. During the development of this Plan, the Committee met five times. All meetings were a hybrid in-person/virtual format:

- Meeting 1: June 22, 2022. The Committee learned about the planning schedule and project purpose and reviewed the public engagement methods proposed for the planning process.
- Meeting 2: July 20, 2022. The Committee reviewed the I-41 crossing recommendations, further discussion of opportunities for engagement, and a demonstration of an interactive map.
- Meeting 3: October 12, 2022. The Committee reviewed the existing conditions report and an exercise to explore project vision and goals.
- Meeting 4: March 22, 2023. The Committee reviewed the draft vision, goals, and approach; the draft infrastructure recommendations; and the draft policy and program recommendations. The Committee also provided input on weights for prioritization criteria (also described later in this chapter).
- Meeting 5: June 21, 2023. The Committee reviewed the draft Plan and discussed next steps for Plan implementation.

2.3 PHASE 1 OF PUBLIC INPUT: IDENTIFYING ISSUES AND OPPORTUNITIES

The first phase of community input focused on existing conditions, the identification of existing active transportation issues, and the identification of opportunities for future connections.

ONLINE INTERACTIVE MAP

The project team created an online mapping tool that allowed participants to input point and line data related to walking and bicycling conditions and needs. The interactive webmap was open to the public from August 1, 2022, to September 15, 2022. The County and stakeholders advertised the webmap through a variety of channels. Over 300 individuals contributed responses to the webmap. Most of the participants (266) filled out the demographic survey, making it reliable in representing the demographics of the webmap respondents. All municipalities were represented with most participants living in Appleton, Greenville, and Grand Chute. The age range of the respondents were well-distributed between 25 to 74 years, with a plurality in the 45-54 age range. A detailed summary of interactive map comments is provided in Appendix A.

Respondents were asked to place points on the map to identify destinations for walking and bicycling and locations of potential safety concerns. They could also highlight routes and corridors on the map to show current or potential walking and biking routes.

- *Destinations for walking and biking.* Most of the destinations that people identified were trails or recreational destinations such as parks. Residential/neighborhood areas were also identified as destinations.
- *Safety concerns.* Most safety concerns were in the urban Fox Cities area and were about the difficulty of crossing major roads in the urban area. Locations with multiple safety concerns included:
 - W College Avenue (STH 125) between I-41 and N Richmond Street (STH 47)
 - E College Avenue (CTH CE) between S Walter Avenue and Haas Road
 - Northland Avenue (CTH OO) between CTH CB and STH 441

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

- W North Avenue (CTH 00) between N French Road and Freedom Road in Little Chute
- Eisenhower Drive between E College Avenue and Springfield Drive in Kimberly
- Crooks Avenue (STH 55) between E 12th Street and E College Avenue (CTH CE) in Kaukauna
- *Walking and biking routes with safety concerns.* Respondents expressed strong interest in more and better connections to parks, trails, and commercial areas. There was also interest in providing bikeways for students, especially high school students.

2.4 PHASE 2 OF PUBLIC INPUT: REVIEWING DRAFT GOALS AND RECOMMENDATIONS

The second phase of public engagement occurred in March and early April of 2023. The purpose of this phase of engagement was to gather feedback on the draft recommendations in the plan. Four methods of engagement were used during this phase:

- Online polls
- Presentations to various standing committees
- Presentations and discussion with the County’s Greenway Committee
- Focus group discussions with individuals and agencies representing people of color and people with disabilities in Outagamie County

A summary of each is provided below, and described in more detail in Appendix A.

ONLINE POLLS

The County advertised two online public polls that were open from March 15, 2023, to April 19, 2023. There were 119 respondents, with most communities represented. Most respondents were from Appleton. The first poll asked respondents to review and comment on the draft infrastructure recommendations and to provide input on draft plan goals and prioritization factors. Over 85% of respondents to the first poll agreed that the three project goals (increase walking and biking, prioritize safety, and promote equity) made sense and should be used. The majority (73%) of respondents also agreed with the infrastructure recommendations.

The second poll asked for review and feedback on proposed highway cross-sections for future county highway resurfacing/reconstruction projects. Nearly 75% of respondents agreed or strongly agreed with the proposed cross sections. Respondents’ concerns were focused on the desire to provide even more separation between people walking or biking and vehicles and reducing potential for user conflicts.

“SAFETY IS #1

priority, but I also realize that cost is a huge factor and I appreciate that you take into consideration the amount of use and traffic speeds. I love that you guys are looking at ways to safely connect trails to one another when possible. I feel safest in a sidepath setting.”

--Little Chute resident, responding to the proposed highway cross-sections

PRESENTATIONS TO COUNTY STANDING COMMITTEES

County staff presented on the plan progress to date and initial recommendations at four standing committees:

- Property, Airport, Recreation, and Economic Development Committee (February 14, 2023)
- Zoning Committee (February 28, 2023)
- Highway, Recycling, and Solid Waste Committee (February 28, 2023)
- Health and Human Services Committee (April 10, 2023)

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

Committee members asked questions and provided comments for consideration. Key topics that were brought up by committee members included:

- Funding feasibility and competition for scarce maintenance dollars.
- Concern about land acquisition and whether eminent domain would be used to acquire land for this plan.
- The need to balance diverse perspectives on transportation investments: since a smaller share of people bicycle and walk for transportation compared to driving.
- Need for more trail and bike wayfinding signage.

GREENWAY IMPLEMENTATION COMMITTEE

The project team presented the draft recommendations to the Greenway Implementation Committee on March 22, 2023. Committee members provided input on the draft recommendations and completed an exercise to help project management staff prioritize projects identified in the plan. The exercise resulted in the ranking of possible criteria for projects shown below in Figure 4 and informed the prioritization of projects in Chapter 5.

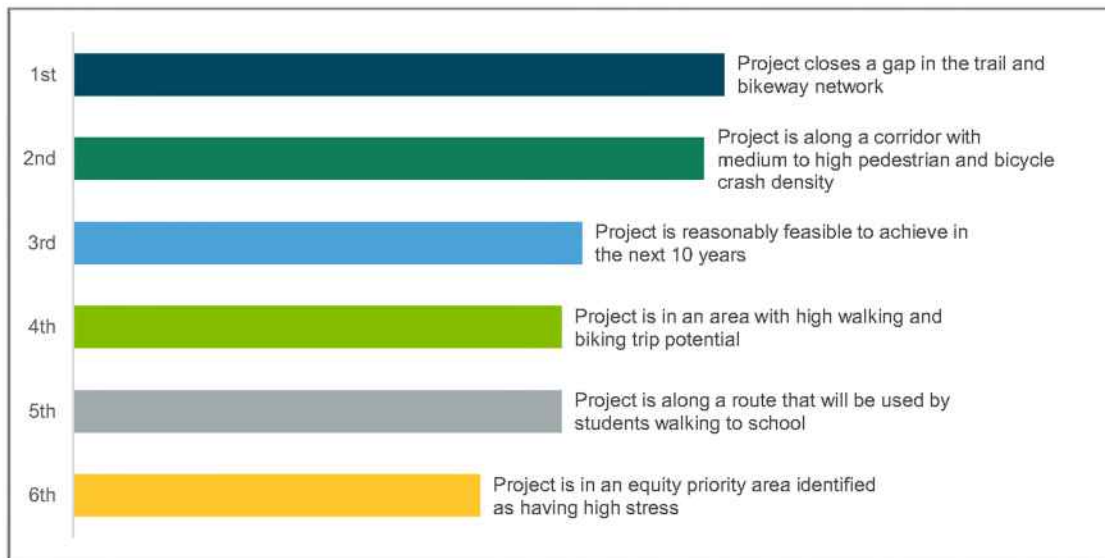


Figure 4. The results of a March 2023 exercise by Greenway Implementation Committee to help determine project ranking criteria. The final criteria are slightly different and are described in Chapter 5.

FOCUS GROUPS

The project team invited individuals from agencies and organizations serving or representing bicycle and pedestrian advocates, people of color, low-income people, and people with disabilities to attend three focus groups to discuss the draft recommendations. There were 14 attendees at the focus groups held in early April 2023. Participants were led through a discussion and provided input on the plan's draft vision and goals, project prioritization criteria, and highway cross-section one-pagers.

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2.5 PHASE 3 OF PUBLIC INPUT: FEEDBACK ON THE DRAFT PLAN DOCUMENT

The third phase of public engagement took place in August of 2023. The purpose of this phase of engagement was to ensure that the draft Plan document was supported by the public and by municipal stakeholders. Two online polls were used during this phase:

- Online survey shared with the public, asking for input on the draft Plan
- Online survey shared via email with representatives of towns and municipalities in Outagamie County, asking for comments on the draft Plan, with special attention paid to the policy and programming recommendations and the top 10 priority corridors

Both online polls had limited responses, which is not unusual for surveys that ask respondents to read the full planning document for review. The project team reviewed the comments in detail and incorporated many comments into the final version of this Plan. Appendix A includes a full summary of the comments received and the team's response.

"I particularly appreciate the [Plan's] focus on closing gaps & improving connectivity, because in my experience, that's sorely lacking in the Fox Cities. If a County Plan can help communities cooperate and coordinate, then that's a huge benefit"

-- Online survey respondent



Chapter 3
**PLANNING
APPROACH**



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Figure 5. RiverHeath Trail, Appleton

3. PLANNING APPROACH

3.1 PLAN, POLICY, AND PROGRAM REVIEW

The project team reviewed relevant plans, policies, and programs to gain an understanding of the goals, objectives, and planned infrastructure for biking and walking in Outagamie County. The following section summarizes the review and notes which items were reviewed. Appendix B provides the full review of relevant plans, policies, and programs.

EXISTING PLANS

The Outagamie County Bicycle and Pedestrian Plan builds upon existing work that identified potential trail development corridors and bikeways through the county and Fox Valley region. Plans reviewed were identified in partnership with Outagamie County staff. The project team looked for topics in each plan related to three major unifying themes: planned bicycle and pedestrian connections, fairness and equity, and funding and implementation. Table 1 lists the plans reviewed.

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Table 1. Relevant Plans Reviewed

Plan	Plan Type/ Scope	Topics Reviewed		
		Bike/Ped Connections	Fairness & Equity	Funding & Implementation
Outagamie County Comprehensive Outdoor Recreation Plan 2022-2026 (Adopted 2020)	County	✓	✓	✓
Outagamie County Comprehensive Plan 2040: The Shared Path Forward (Adopted 2020)	County	✓		✓
Living Well in Outagamie County: Community Health Improvement Plan (2014)	County		✓	
“Loop the Locks” Fox River Greenway Initiative (2017)	Region			
Fox Cities Trail Summit (2020)	Region	✓	✓	✓
Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan (Adopted 2021)	Region	✓	✓	✓
ECWPRC Safety Action Plan for Implementing Pedestrian Crossing Countermeasures (Adopted 2021)	Region		✓	✓
City of Appleton Trails Master Plan (2017)	Local	✓		
Town of Freedom Comprehensive Plan Recommended Plan (2020)	Local	✓		
Town of Grand Chute Pedestrian and Bicycle Strategy (2019)	Local	✓		
Village of Greenville Comprehensive Plan, Appendix H: Bicycle and Pedestrian Plan	Local	✓		
Village of Hortonville Comprehensive Plan Update (2013)	Local	✓		
City of Kaukauna Comprehensive Plan (2013)	Local	✓		
Village of Little Chute Pedestrian & Bicycle Facilities Recommendations (2016)	Local	✓		
Village of Wrightstown Pedestrian and Bicycle Plan (2021)	Local	✓		
City of New London Comprehensive Outdoor Recreation Plan (2020)	Local	✓		
WisDOT Wis 15 Highway Expansion and Hortonville Bypass (ongoing)	Sub-Area	✓		
STH 125 Corridor Report (2019)	Sub-Area	✓		

KEY POLICIES

Two policies were considered key to how Outagamie County would be able to build and support construction of bicycle and pedestrian facilities. Each were reviewed and flagged for potential updates.

Outagamie County Administrative Rule 2010-02

Outagamie County maintains a substantial network of county highways within the Appleton/Fox Cities urbanized area, through the other cities and villages in the northern part of the County, and through the county’s unincorporated townships. Due to resource constraints, Outagamie County adopted Administrative Rule (AR) 2010-02 to limit the County’s financial risk for the capital and maintenance costs of bicycle and pedestrian infrastructure. In summary, unless state or federal project agreements require bicycle or pedestrian infrastructure as a condition of funding award, the local municipality is required to pay for 100 percent of both construction and

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maintenance costs of any bikeways, sidewalks, or paths adjacent County highways or located on County-owned right-of-way.

While this policy has achieved its goal of limiting financial risk, it has had unintended consequences resulting in a disjointed bicycle and pedestrian network throughout the County, and—in some cases—dangerous situations for people needing to walk or bike along county highways to get to schools, parks, jobs, groceries, medical appointments, or other destinations. A separate Technical Assistance report prepared for ECWRPC reviewed how several other Wisconsin and Minnesota counties share the costs of these kinds of facilities. Chapter 4 of this Plan includes a recommendation to update AR 2010-02.

Outagamie County Code

The Outagamie County Development and Land Services department is responsible for the administration of the County Subdivisions and Platting ordinance (Chapter 52), which regulates and controls the division of land within unincorporated areas of the county. It also grants the County objecting plat authority in incorporated areas. As land is subdivided or developed, it can provide opportunities for sidewalks or easements for future trails or bikeways. Chapter 4 of this Plan includes a recommendation to update these requirements.

RELEVANT PROGRAMS AND STAFFING

To consider the feasibility of implementing different programs and/or adding new trails for Outagamie County to build and maintain, the project team also reviewed the County's current operating environment. The County has limited ability to add an extensive trail network, primarily due to several factors:

- Wisconsin state law currently allows municipalities and counties to increase their levy over the prior year by the percentage increase in value from "net new construction." The County approved budget increased its levy by exactly that amount and is at the state-mandated levy "cap," leaving no room for new programs or staffing without reducing existing programs or staffing in another department.
- The County's current Capital Improvement Program (CIP) plans to only dedicate between \$30,000 to \$40,000 annually through 2027 from property tax levy and sales tax for greenway implementation. That said, it has in the past dedicated funding for trail expansions, such as the CE trail.
- The Outagamie County Parks System maintains over 40 miles of trail and multiple county parks but has limited staff. Adding new trails would stretch the capacities of Park Department staff to perform maintenance such as brush clearing and mowing along trails.
- The Highway Department may have the most room in its budget for constructing trails and bikeways on county highways, since it has a large capital budget and is able to leverage more state and federal aids for highway construction.

Greenways Implementation Committee

The Greenways Implementation Committee oversaw the development of this Plan and oversees the distribution of the greenway implementation funding dedicated by the County. However, their input into other county programs has been limited. Chapter 4 of this Plan includes a recommendation to expand their purview.

Non-Profit Programs

Several other privately managed programs and organizations were also considered for potential partnerships to achieve Plan goals:

- Fox Cities Greenways is a non-profit organization that works with local municipalities, partner organizations, and residents to develop and expand the bicycle and pedestrian network through trails, bicycle facilities, and water trails. They offer small funding grants relevant for trail-related projects.
- The Community Foundation has been playing a critical role in planning and advocating for a trail connection between the Fox Cities and High Cliff State Park. They manage several grant programs which can contribute grants both large and small towards greenway and trail development.

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3.2 EXISTING WALKING AND BIKING CONDITIONS

The project team conducted several geospatial analyses of walking and biking conditions in Outagamie County. These analyses inform the recommendations in this plan. The existing conditions review is summarized into the following topics:

- Existing and planned bikeways and trails
- Important recreational destinations for people biking
- Trip potential highlighting areas where people are most likely to walk and bike
- Fatal and serious bicyclist and pedestrian injury crashes and high-crash segments on federal, state, and county highways
- Equity priority areas where there are higher densities of people experiencing a variety of stress factors, such as having a low income, not having a household vehicle, or being a person of color

EXISTING TRAIL AND BIKEWAY NETWORK

The existing bikeways and trails network in Outagamie County and the area south of the county line is shown in Figure 6 and Figure 7. The urban area in the Fox Cities contains many on-street bikeways and paved shared-use paths, although the biking network has gaps throughout. In the rural parts of the County, the Newton Blackmour State Trail and the Wiouwash State Trail stand out; otherwise, there are limited connections.

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Figure 6. Existing Trails and Bikeways in Outagamie County

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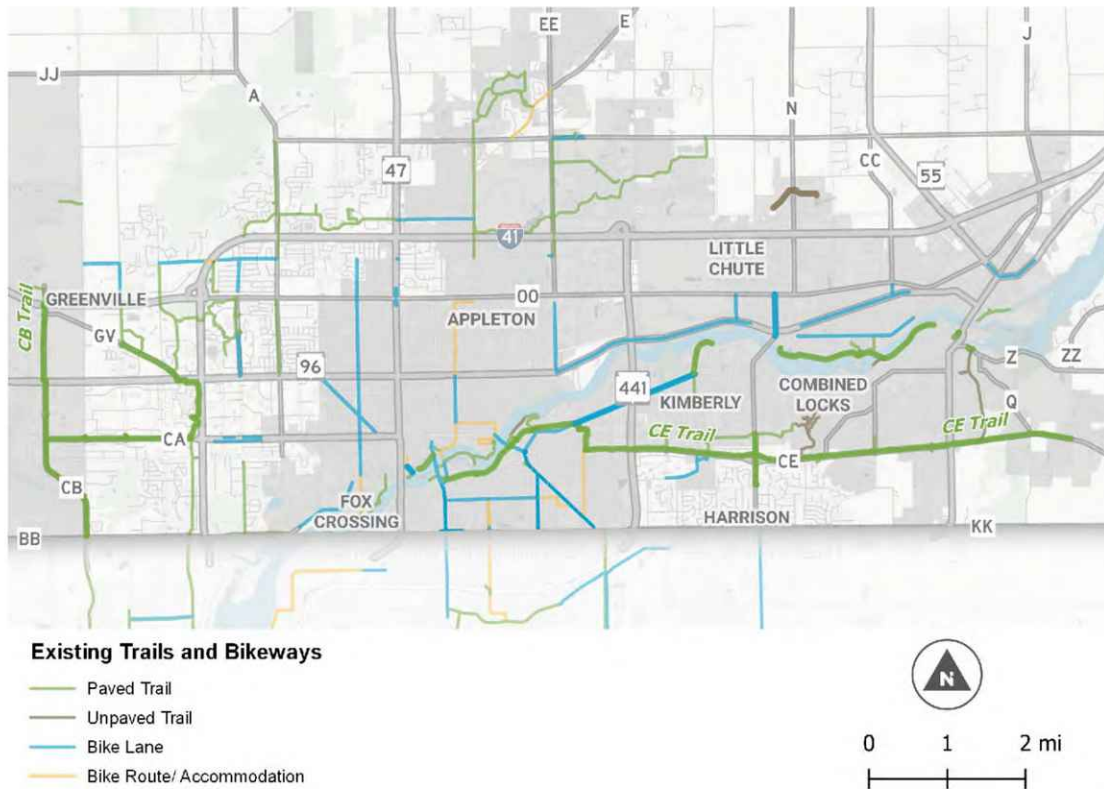


Figure 7. Existing Trails and Bikeways, Inset of the Fox Cities Area

PREVIOUSLY PROPOSED TRAIL AND BIKEWAY NETWORK

The project team mapped previously planned bicycle, pedestrian, and trail connections from the plans listed in Table 1. The resulting map of existing and previously proposed bikeways and trails from local, county, and regional plans is shown Figure 8 and Figure 9. Several themes can be summarized from looking at the planned connections:

- In the suburban parts of the County, there is a preference for building paved trails as the road network is extended and new areas are built. In the already-built urban area in Appleton, bikeway connections can be made along quiet residential streets in the grid street network.
- There are many planned connections along the Fox River, both between Fox Cities communities and towards Green Bay.
- There are planned connections to other existing trails, such as proposed trails between Appleton and the Newton Blackmour State Trail, or the CB trail to the CE Trail.

The dense network of previously proposed connections in the Fox Cities area is too fine-grained for a county network. Nevertheless, the data was useful during the network and infrastructure planning phase. Project staff referred to the connections proposed in these previous planning efforts while creating a draft trail and bikeway network for high-priority routes spanning multiple municipalities, such as what was accomplished with the Loop the Locks initiative.

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Figure 8. Existing and Previously Proposed Trails and Bikeways in Outagamie County

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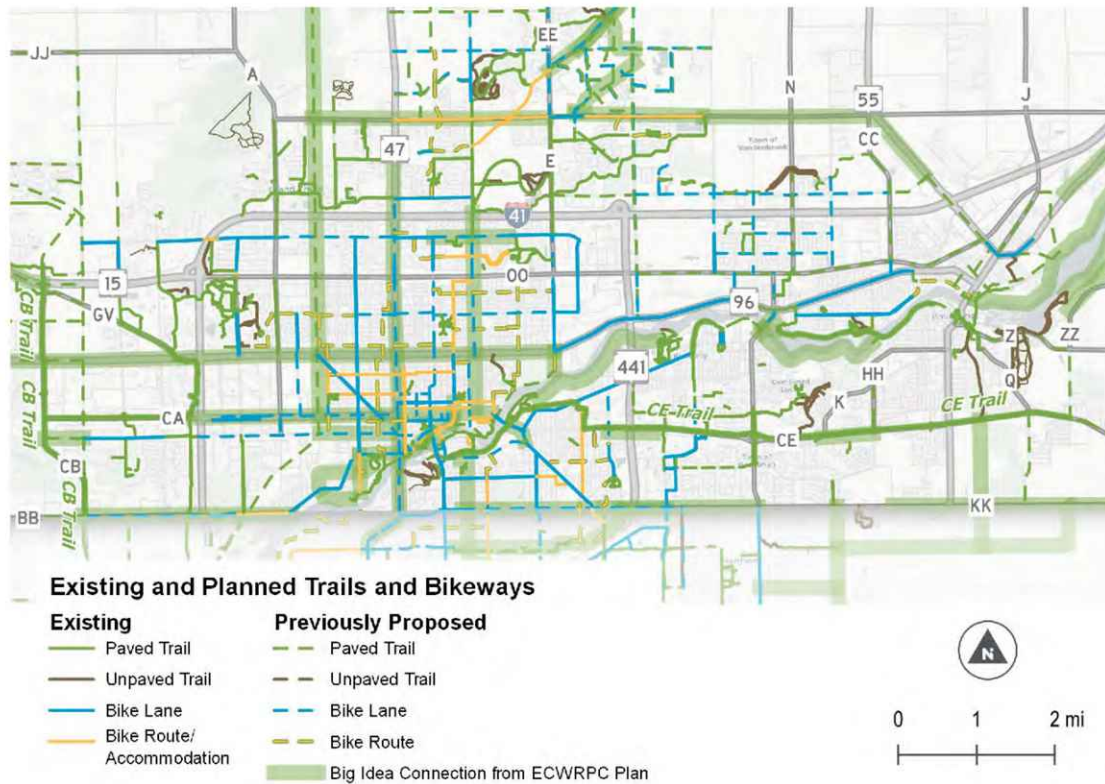


Figure 9: Existing and Previously Proposed Trails and Bikeways in Outagamie County, Inset of the Fox Cities

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REGIONALLY SIGNIFICANT TRAILS AND PARKS

One theme that emerged from public input was a desire for more bicycle connections to regionally significant trails and parks, both within and outside the county limits. Figure 10 identifies some of these critical recreation destinations that should be considered during the development of the proposed bikeway and trail network, including High Cliff State Park and Calumet County Park, the Fox River State Trail, and the Mountain Bay State Trail in Brown County.

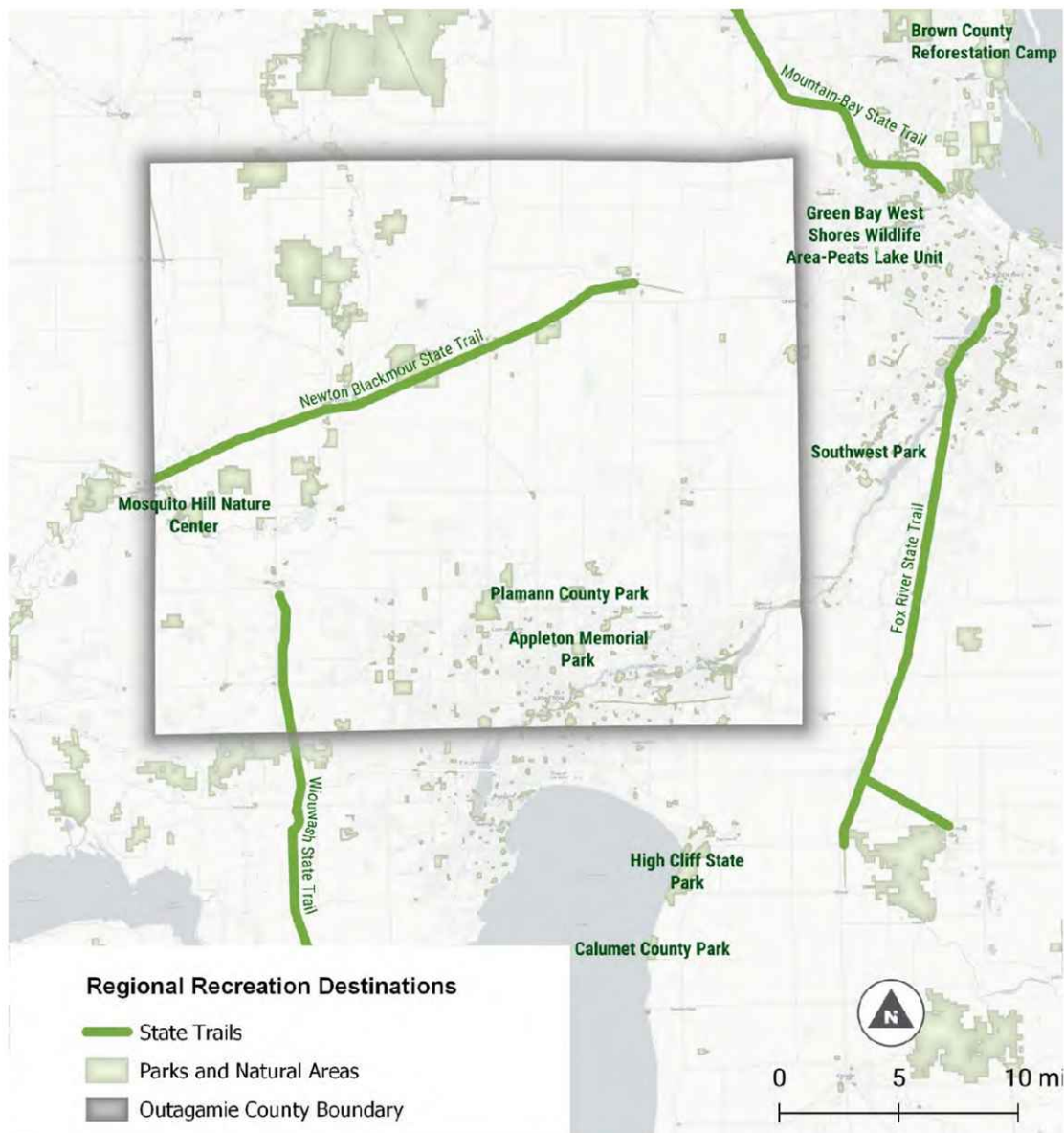


Figure 10. Regional Recreation Destinations for People Biking

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TRIP POTENTIAL ANALYSIS

The project team performed a trip potential analysis to determine where people are most likely to walk and bike in Outagamie County. The results of this analysis highlight areas where enhanced pedestrian and bicycle infrastructure may potentially serve more users. This analysis may also assist Outagamie County and partner agencies when prioritizing projects by identifying locations that have the greatest potential for increased walking and biking. The project team used the following variables:

- Intersection Density (number of intersections per square mile)
- Population Density (population per square mile)
- Low-Income Family Density (families with household income below 200% of federal poverty level per square mile)
- Employment Density (jobs per square mile)
- Priority Destination Density (parks, community centers, healthcare, educational, and grocery destinations per square mile).

Figure 11 illustrates the results of this analysis where walking and biking trips are most likely to occur. Areas with denser street grids, higher population densities, lower-income families, denser employment, and greater priority destination density tend to have higher trip potential scores due to their development patterns that support pedestrian and bicycle travel. Central areas of Appleton, Little Chute, and Kaukauna have high trip potentials. Areas with medium walk and bike trip potentials include the peripheries of Appleton, Little Chute, and Kaukauna, as well as most of Kimberly and Combined Locks. The southern parts of Grand Chute, Dale at the crossing of CTH T and STH 96, central parts of Hortonville, parts of Seymour, central parts of Black Creek, and Freedom (around the crossing of CTH E, STH 55, and CTH S) also have medium walk and bike trip potentials. Some jurisdictions with low trip potentials are Bear Creek, Shiocton, and Nichols.

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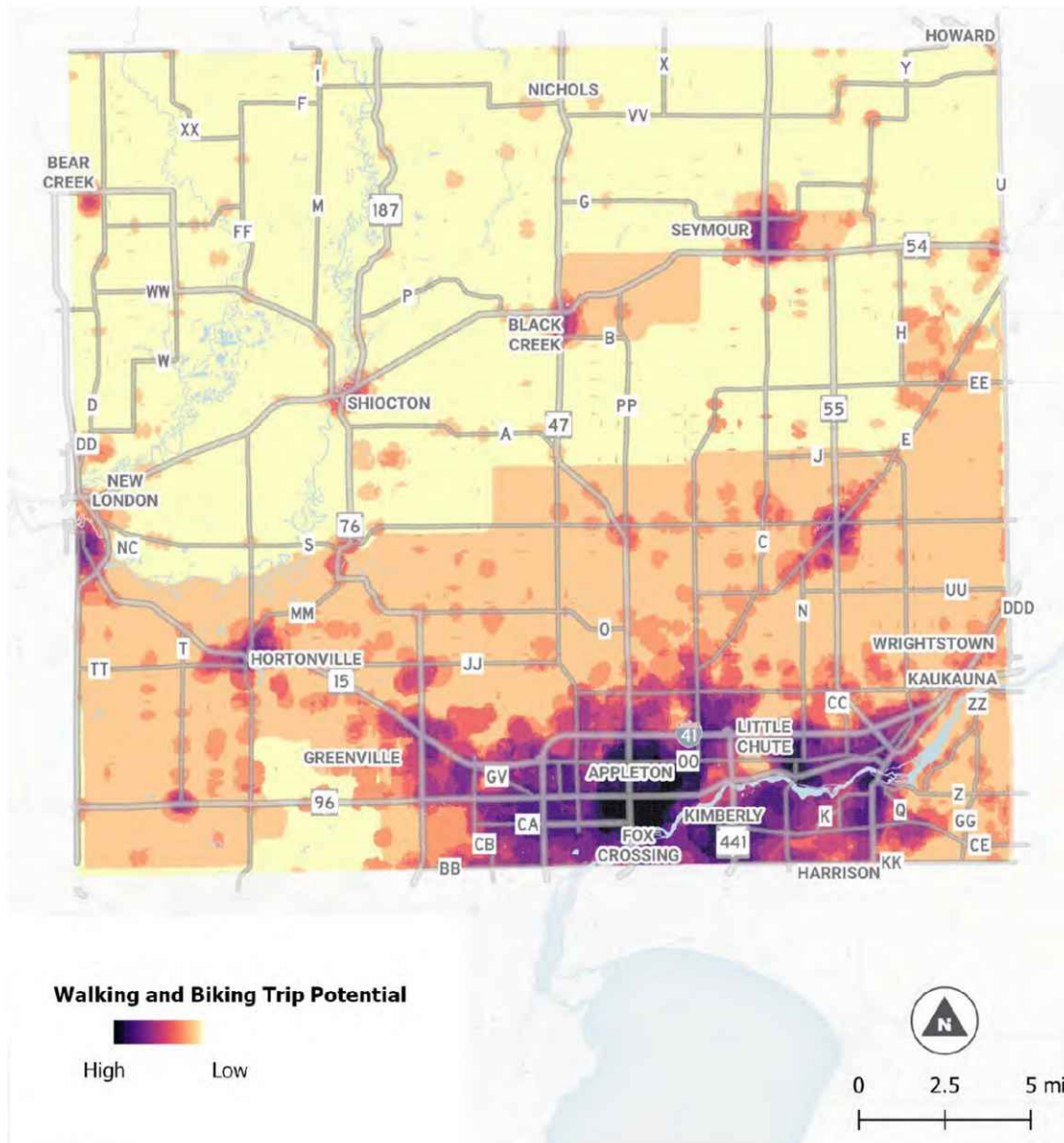


Figure 11. Walking and Biking Trip Potential in Outagamie County

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BICYCLE AND PEDESTRIAN CRASHES

Crash Locations

The locations of bicycle and pedestrian crashes in Outagamie County between 2017 and 2021 are illustrated in Figure 12 and Figure 13. In this time, a total of 265 bicycle and pedestrian crashes occurred, with 156 of them involving bicyclists (59%) and 109 involving pedestrians (41%). Of the 265 crashes, 44 resulted in fatalities or serious injuries (17%) and 221 resulted in minor or no injuries (83%).

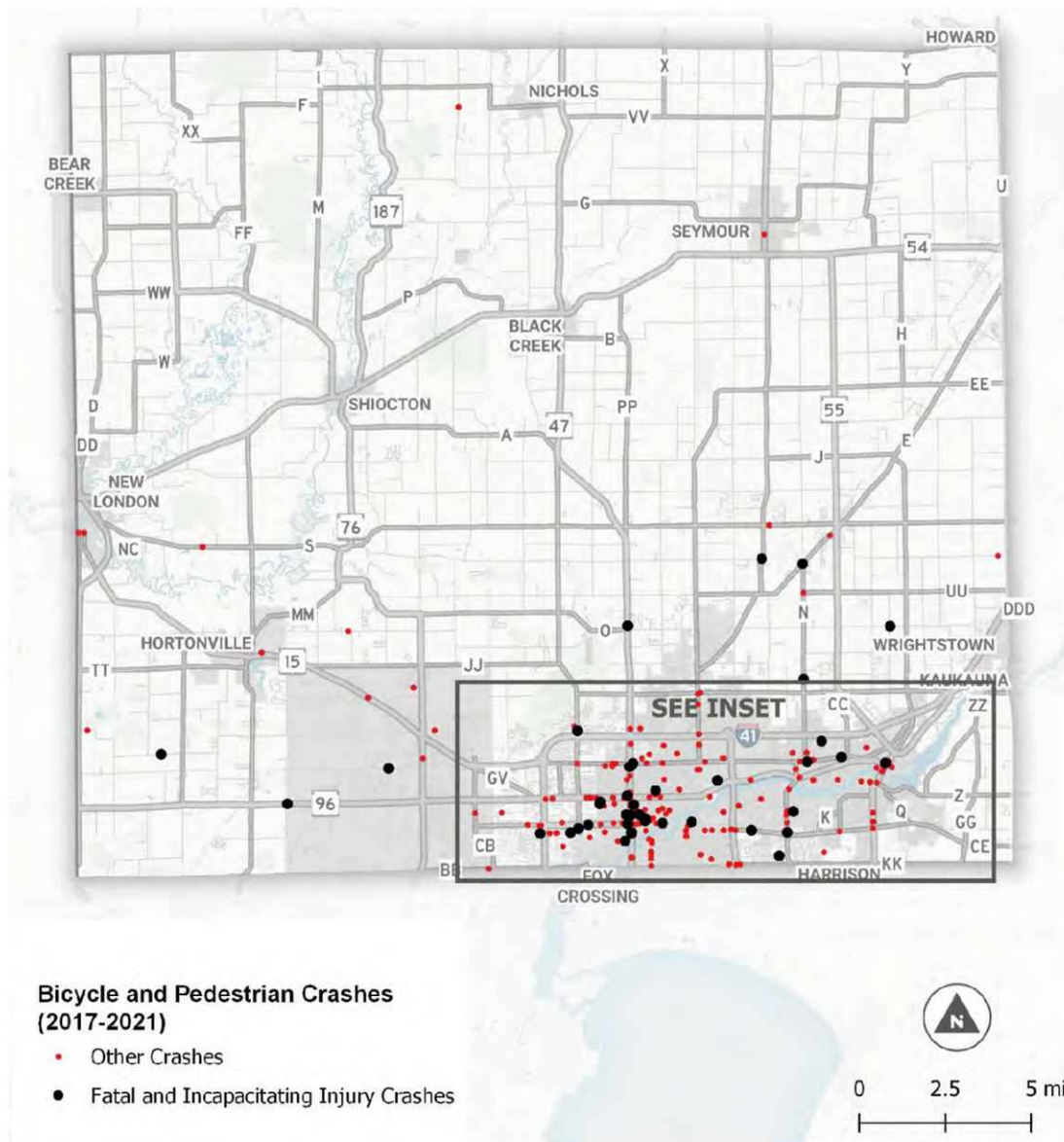


Figure 12. Bicycle and Pedestrian Crashes by Severity

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The crash data in Figures 12 and 13 are derived from police reports, which are usually only filed when a vehicle is involved in a crash and an insurance claim will be filed or a ticket is issued. For that reason, the data do not include minor crashes that may not lead to injury, or bike crashes due to road hazard or loose gravel. All the 265 crashes in Outagamie County shown on the maps involved a motor vehicle.

Most of the pedestrian and bicycle crashes happened in the urban area, where they are equally distributed between local roads and county or state highways. In more rural areas, fatal and severe injury bike and pedestrian crashes tend to happen more frequently along county and state highways than on local roads.

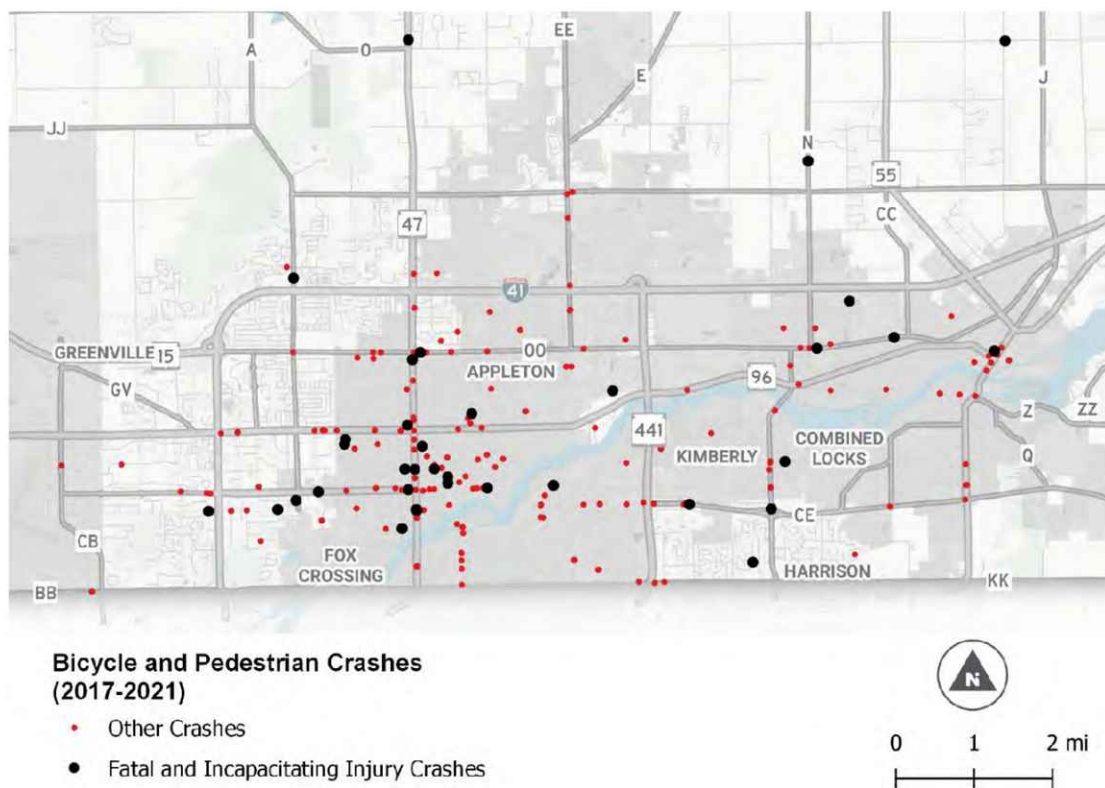


Figure 13. Bicycle and Pedestrian Crashes by Severity, Inset of the Fox Cities

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Crash Density on County, State, and US Highways

As this is a county-level plan, it's useful to focus on crashes on county highways or other highways that pass through multiple jurisdictions. A sliding windows analysis calculated which county, state, and US highway segments have historically had the most fatal and serious crashes for people walking and biking. The analysis is done by determining the number and severity of crashes in a one mile "window" on a roadway and shifting that window along the roadway 1/10 mile at a time. Figure 14 shows the results from the sliding window analysis. Segments with thicker and darker lines represent highway segments that have a higher concentration of overall and serious crashes.

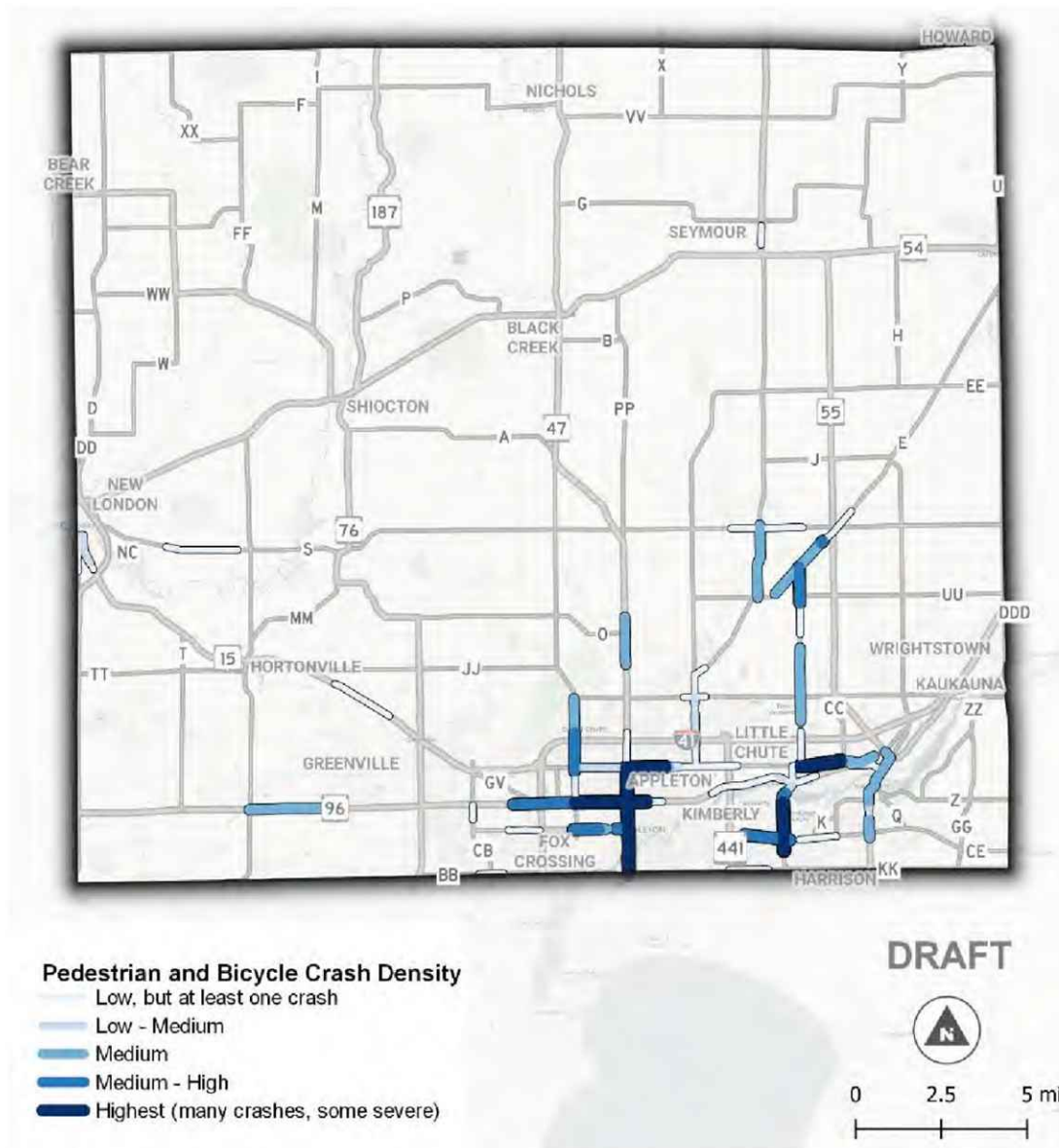


Figure 14. Crash Density on County, State, and US Highways from the Sliding Window Analysis

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High Injury Corridors

High injury corridors for bicycle and pedestrian crashes were defined using the top two tiers (“Highest” and “Medium-High”) of the sliding windows crash density analysis. Figure 15 shows the high injury corridors: Wisconsin Avenue (STH 96), Richmond Street (STH 47), Northland Avenue (CTH 00), Freedom Road and Washington Street (CTH N), W College Avenue (STH 125), and E College Avenue (CTH CE) are identified.

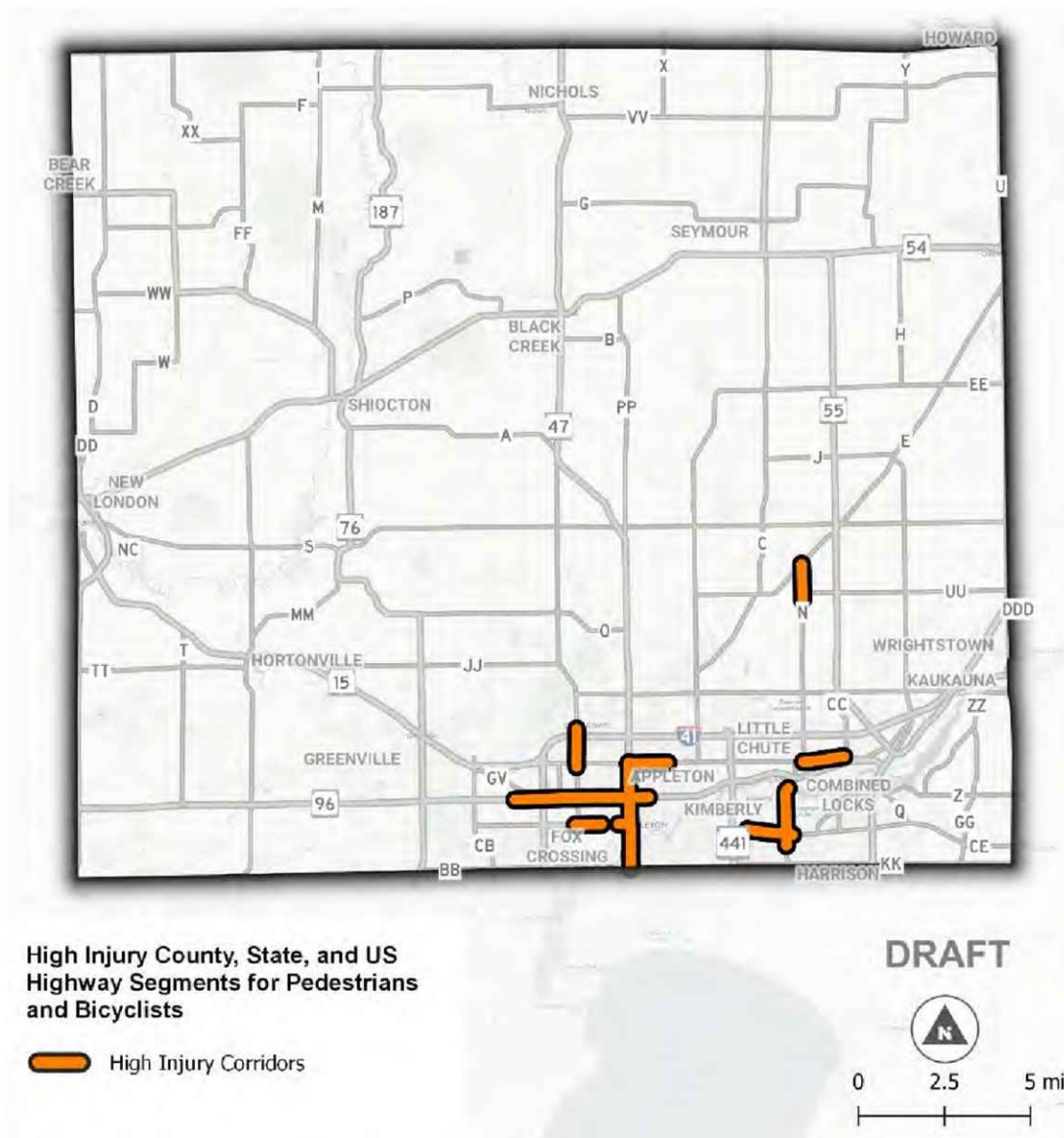


Figure 15. High Injury Corridors on County, State, and US Highways

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EQUITY PRIORITY AREAS

ECWRPC shared their community stress index analysis with the project team to measure the areas in greatest need of promoting equity. The community stress index compares each census tract against the Wisconsin average for poverty rate, households without access to a vehicle, households without access to internet, limited English ability, and dependent population (youth or seniors). The index values for all the census tracts in Outagamie County are displayed in Figure 16. Some areas of Appleton, Little Chute, and Kimberly have the greatest stress. The census tract representing the Oneida Nation also has higher-than-average stress, while the areas in the county with newer suburban style development have the least stress.

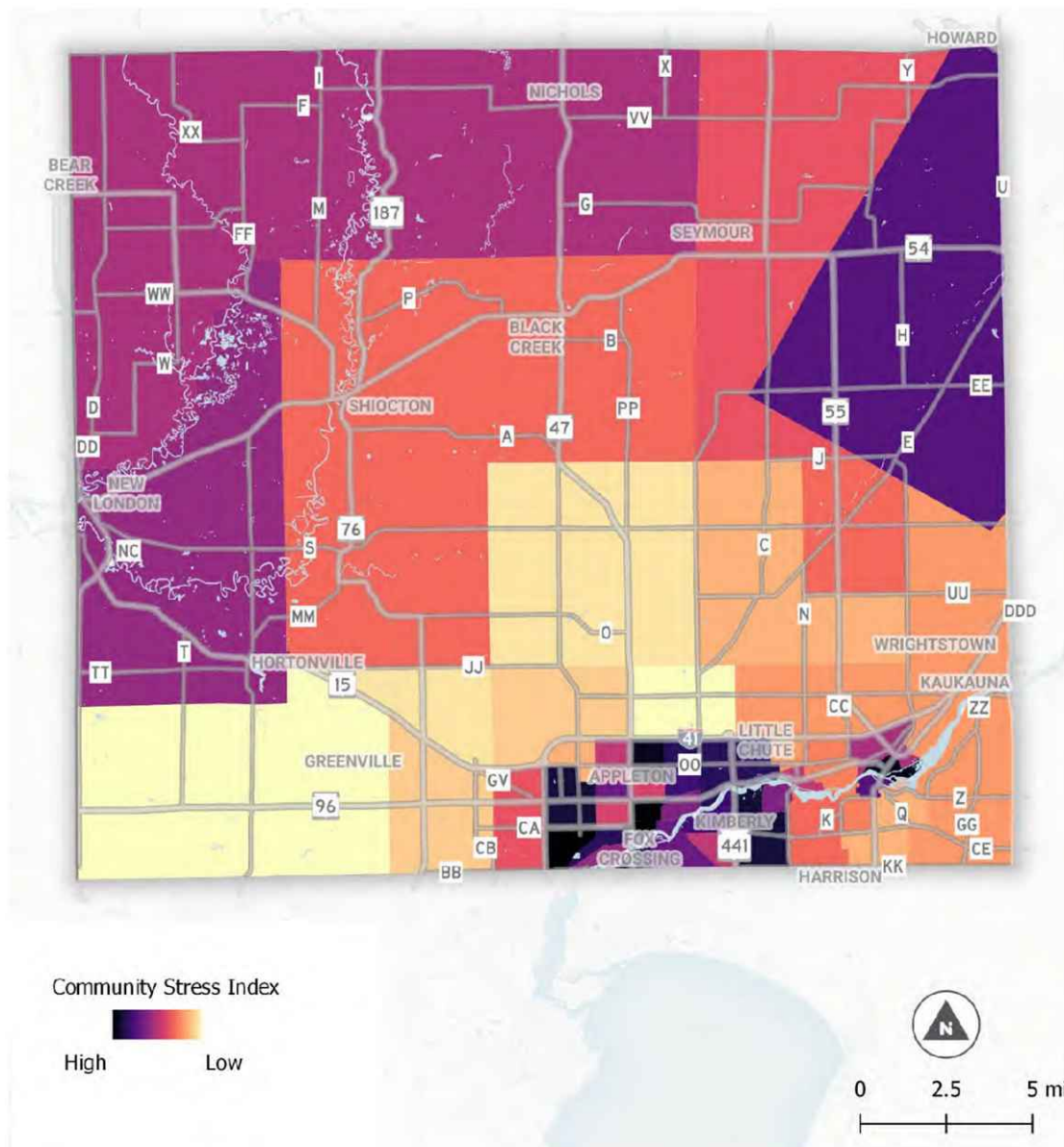


Figure 16. Community Stress Index (Source: ECWRPC)

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3.3 PLANNING APPROACH AND PRINCIPLES

In conjunction with the development of the plan vision and goals, the project team established principles to help steer recommendations towards the plan goals. The following principles were identified based on public input and a strategic planning session with the Greenway Implementation Committee.



The project team referred to the goals and principles while developing the recommendations of and tools in this Plan. These recommendations and tools include the following:

- *Design Users and Facility Selection.* This describes the approach that the project team used to select bikeway and trail recommendations in the priority trail and bikeway network, and the way design users should be considered for facility selection in HSPAs (in this Chapter, below).
- *Recommended Trail and Bikeway Network.* These are specific bikeway and trail recommendations for bicycle infrastructure that will close critical gaps in the County’s trail and bikeway network (Chapter 4).
- *Highway Safety Priority Areas (HSPAs).* HSPAs are areas where the County should take extra steps to ensure that walking and biking facilities are provided (Chapter 4).
- *Typical County Highway Cross Sections in HSPAs.* One-page diagrams and guidance the County should follow when repaving or reconstructing highways in HSPAs (Chapter 4).
- *Policy and Program Recommendations.* Non-infrastructure actions and programs that different county agencies should adopt to move forward on the vision, goals, and approach (Chapter 4).
- *Priority Corridors.* Critically important connections where the County should actively work to close gaps in trails or build bicycle and pedestrian infrastructure along and across major highways (Chapter 5).

Table 2 illustrates how each recommendation or tool intersects with the six approaches.

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Table 2. Intersection between recommendations, tools, and approaches

Recommendation/Tool	Close Gaps	Plan for Future Generations	Improve Safety	Use Data	Prioritize Equity Areas	Be Inclusive
Design Users and Facility Selection	✓	✓	✓		✓	✓
Trail and Bikeway Network	✓	✓	✓		✓	✓
Highway Safety Priority Areas (HSPAs)		✓	✓	✓	✓	✓
Typical County Highway Cross Sections in HSPAs		✓	✓	✓		✓
Policy and Program Recommendations	✓	✓	✓	✓	✓	✓
Priority Corridors	✓		✓	✓	✓	✓

3.4 DESIGN USERS AND FACILITY SELECTION

There are several factors to consider when selecting the right type of facility along and across county highways. The County aims to close the gaps in the priority trail network between the regional trails in the county—and, where trails are not feasible, provide low-stress bikeway connections to those priority trails. Along those priority trail connections, the project team considered that children, families, and other inexperienced bicyclists may be using the bikeway. In small towns where county highways often serve as main streets, the County will also need to consider how to improve safety and inclusivity for people walking and biking to businesses and destinations along the street.

The Federal Highway Administration (FHWA) [Bikeway Selection Guide](#) and [Small Town and Rural Multimodal Networks](#) provide guidance that emphasizes the importance of designing bicycle and pedestrian networks for safety, comfort, and connectivity.

BIKEWAY FACILITY SELECTION

It is important to design low-stress bikeway networks that serve the needs of the “interested but concerned” bicyclist, who represents most potential bicyclists. Figure 17 demonstrates the bicyclist design user profiles and their approximate share of the population.

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A low-stress bicycle network, also referred to as an “all ages and abilities network” or a “high comfort network,” is one that is designed to be safe and comfortable for all users. Low stress networks rely on separating bicyclists from traffic using separated bike lanes and shared-use paths. Low-speed and low-volume streets with the operating characteristics of bicycle boulevards also support these networks if safe crossings of busy roads are provided.

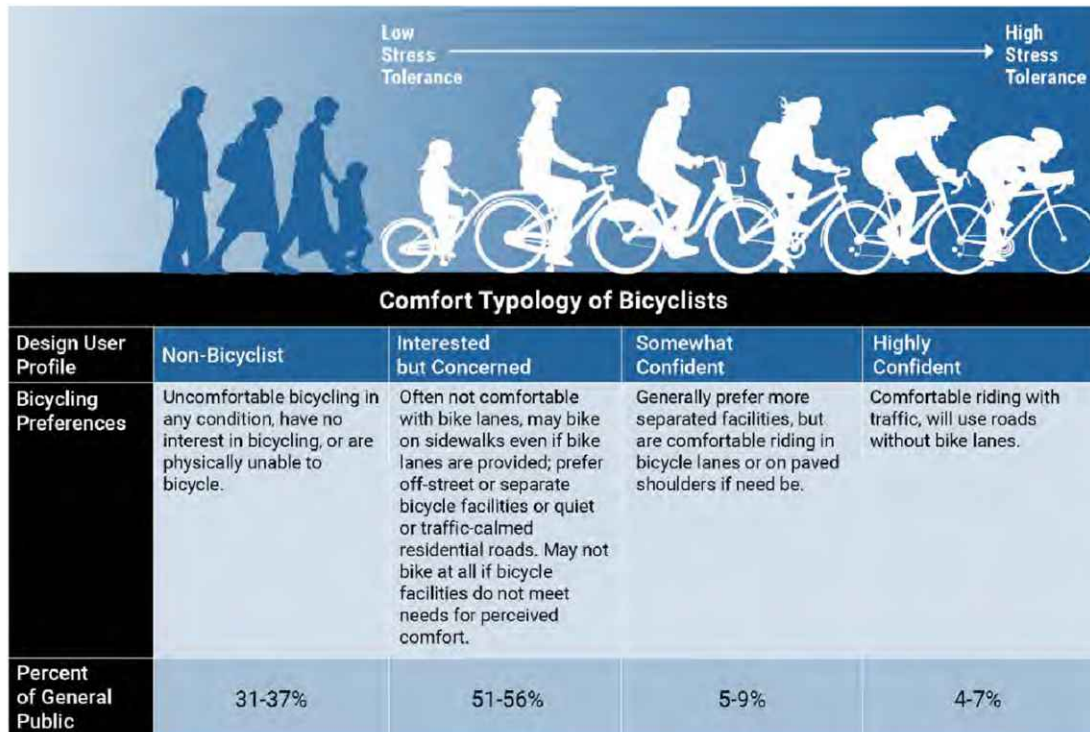


Figure 17. Bicyclist Design User Profiles and Traffic Stress Tolerance (adapted from FHWA Bikeway Selection Guide)

PEDESTRIAN FACILITY SELECTION

Designing facilities for people walking needs to consider that they have different needs than people biking. Pedestrians usually take short trips to nearby destinations such as a school or business. Some are simply walking a pet or walking for exercise. Most rural small towns provide a compact center well-suited for walking and biking trips. Pedestrians can be accommodated by a variety of facility types, the most common being sidewalks and shared-use paths. Both of these facilities must be designed to meet standards in the US Access Board’s proposed [Public Rights-of-Way Accessibility Guidelines \(PROWAG\)](#). For selecting which safety treatments to use at pedestrian crossings, the FHWA’s *Safe Transportation for Every Pedestrian* (STEP) program’s [STEP Studio Guide](#) provides several helpful tables to aid in countermeasure selection, including one shown in Figure 18 below.

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Figure 18: Countermeasures for Pedestrian Crossing Locations According to Roadway Features

Roadway Configuration	Posted Speed Limit and AADT								
	Vehicle AADT <9,000			Vehicle AADT 9,000–15,000			Vehicle AADT >15,000		
	≤30 mph	35 mph	≥40 mph	≤30 mph	35 mph	≥40 mph	≤30 mph	35 mph	≥40 mph
2 lanes (1 lane in each direction)	1 2 4 5 6	1 5 6 7 9	1 5 6 7 9	1 4 5 6 7 9	1 5 6 7 9	1 5 6 7 9	1 4 5 6 7 9	1 5 6 7 9	1 5 6 7 9
3 lanes with raised median (1 lane in each direction)	1 2 3 4 5	1 3 5 6 7 9	1 3 5 6 7 9	1 3 4 5 6 7 9	1 3 5 6 7 9	1 3 5 6 7 9	1 3 4 5 6 7 9	1 3 5 6 7 9	1 3 5 6 7 9
3 lanes w/o raised median (1 lane in each direction with a two-way left-turn lane)	1 2 3 4 5 6	1 3 5 6 7 9	1 3 5 6 7 9	1 3 4 5 6 7 9	1 3 5 6 7 9	1 3 5 6 7 9	1 3 4 5 6 7 9	1 3 5 6 7 9	1 3 5 6 7 9
4+ lanes with raised median (2 or more lanes in each direction)	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9	1 3 5 7 8 9
4+ lanes w/o raised median (2 or more lanes in each direction)	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9	1 3 5 6 7 8 9

Given the set of conditions in a cell,

Signifies that the countermeasure is a candidate treatment at a marked uncontrolled crossing location.

● Signifies that the countermeasure should always be considered, but not mandated or required, based upon engineering judgment at a marked uncontrolled crossing location.

○ Signifies that crosswalk visibility enhancements should always occur in conjunction with other identified countermeasures.*

The absence of a number signifies that the countermeasure is generally not an appropriate treatment, but exceptions may be considered following engineering judgment.

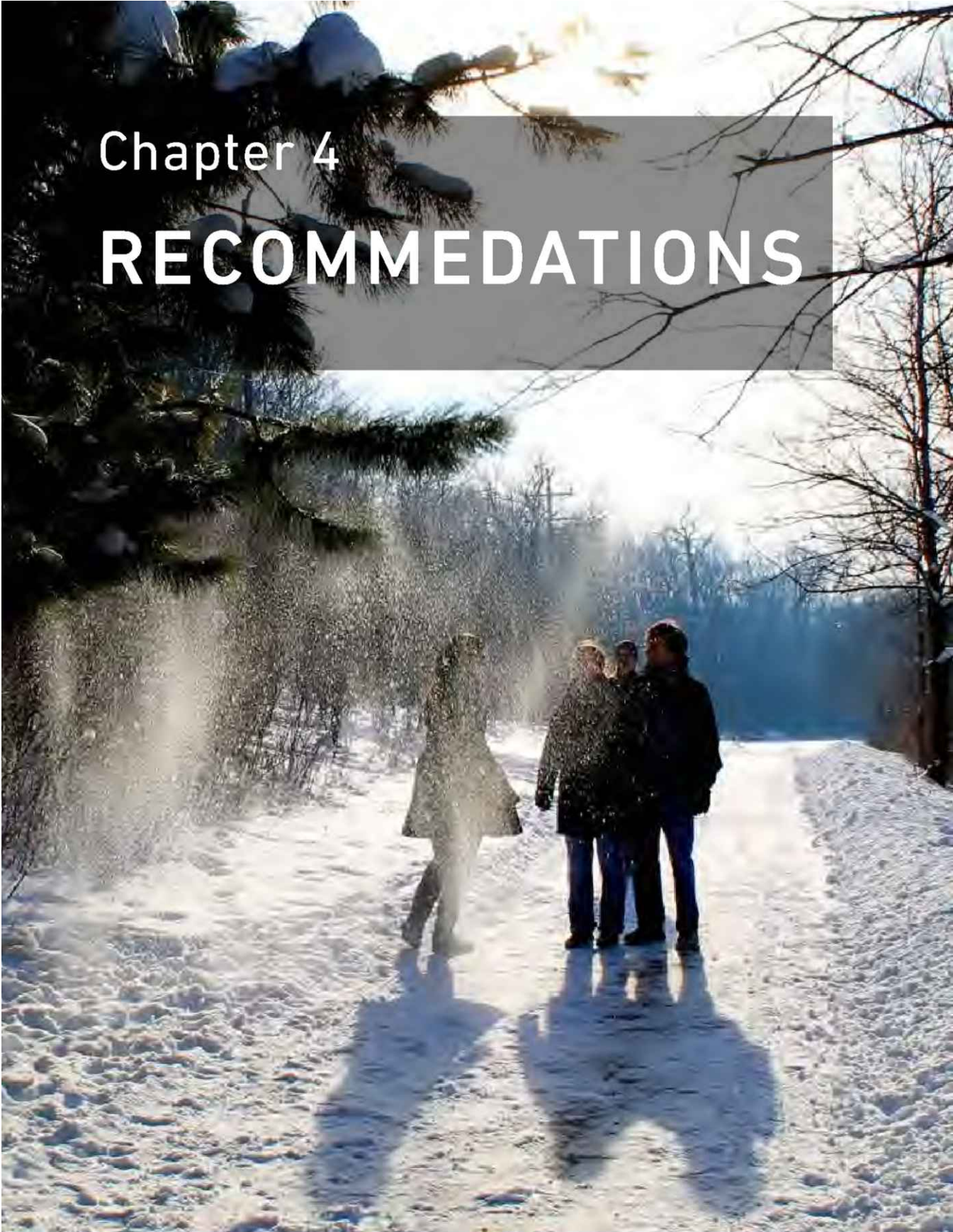
- 1 High-visibility crosswalk markings, parking restrictions on crosswalk approach, adequate nighttime lighting levels, and crossing warning signs
- 2 Raised crosswalk
- 3 Advance Yield Here To (Stop Here For) Pedestrians sign and yield (stop) line
- 4 In-Street Pedestrian Crossing sign
- 5 Curb extension
- 6 Pedestrian refuge island
- 7 Rectangular Rapid-Flashing Beacon (RRFB)**
- 8 Road Diet
- 9 Pedestrian Hybrid Beacon (PHB)**

*Refer to Chapter 4 of the Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations for more information about using multiple countermeasures

**It should be noted that the PHB and RRFB are not both installed at the same crossing location.

This table was developed using information from: Zegeer, C.V., J.R. Stewart, H.H. Huang, P.A. Lagerwey, J. Feaganes, and B.J. Campbell. (2005). Safety effects of marked versus unmarked crosswalks at uncontrolled locations: Final report and recommended guidelines. FHWA, No. FHWA-HRT-04-100, Washington, D.C.; FHWA. Manual on Uniform Traffic Control Devices, 2009 Edition. (revised 2012). Chapter 4F, Pedestrian Hybrid Beacons. FHWA, Washington, D.C.; FHWA. Crash Modification Factors (CMF) Clearinghouse. <http://www.cmfclearinghouse.org/>; FHWA. Pedestrian Safety Guide and Countermeasure Selection System (PEDSAFE). <http://www.pedbikesafe.org/PEDSAFE/>; Zegeer, C., R. Srinivasan, B. Lan, D. Carter, S. Smith, C. Sundstrom, N.J. Thirsk, J. Zegeer, C. Lyon, E. Ferguson, and R. Van Houten. (2017). NCHRP Report 841: Development of Crash Modification Factors for Uncontrolled Pedestrian Crossing Treatments. Transportation Research Board, Washington, D.C.; Thomas, Thirsk, and Zegeer. (2016). NCHRP Synthesis 498: Application of Pedestrian Crossing Treatments for Streets and Highways. Transportation Research Board, Washington, D.C.; and personal interviews with selected pedestrian safety practitioners.

Chapter 4 RECOMMENDATIONS



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Figure 19. Wiouwash State Trail, near Medina

4. RECOMMENDATIONS

The development of recommendations for Outagamie County followed the planning approach and adhered to the principles described in the previous chapter. This chapter presents the following elements and resources that the County can use for building out walking and biking infrastructure:




- *Toolbox of Trail and Bikeway Facilities.* This table explains the different types of bicycle and pedestrian facilities that are included in the Recommended Trail and Bikeway Network or displayed in the Typical Highway Cross Sections.
- *Recommended Trail and Bikeway Network.* These are specific bikeway and trail recommendations for bicycle infrastructure that will close critical gaps in the County's trail and bikeway network.
- *Highway Safety Priority Areas (HSPAs).* HSPAs are areas where the County should take extra steps to ensure that walking and biking facilities are provided along highways and at intersections and crossings.
- *Typical County Highway Cross Sections in HSPAs.* One-page diagrams and guidance the County should follow when repaving or reconstructing highways in HSPAs.
- *Policy and Program Recommendations.* Non-infrastructure actions and programs that different Outagamie County departments should adopt or prioritize to allow the creation of the recommended trail and bikeway network and improve walking and bicycling conditions across the County.

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4.1 TOOLBOX OF TRAIL AND BIKEWAY FACILITIES

To design for people who are “interested but concerned” about biking (as described in Figure 17), this Plan primarily recommends off-street trail connections outside the urban area. Within the Fox Cities urbanized area, the priority trail connections will primarily need to use both on-street paths and separated facilities. The trails and bikeways in the priority trail connections section of this Plan include those shown in Table 3.

Table 3. Recommended bicycle facility types

Facility Type	Example Image	Description
Paved Trail / Shared Use Path (in own corridor)		<ul style="list-style-type: none"> Fully separated from a street or road Typically 11-12 feet wide Sometimes installed along rail or utility corridors or next to rivers Low-stress experience for many types of users (bicyclists, pedestrians, joggers)
Unpaved Trail / Shared Use Path (in own corridor)		<ul style="list-style-type: none"> Fully separated from a street or road Can be used for snowmobiling (or skiing) during winter months if not plowed May also allow equestrian users Typically less expensive to build and maintain than paved trails, but annually they cost more due to potential need for grading. Low-stress experience for many types of users (bicyclists, pedestrians, joggers)
Rail with Trail		<ul style="list-style-type: none"> Shared use path parallel to an active railroad Usually has barrier separation between the path and the railroad Working with railroads requires early communication and open dialogue Guidance on developing Rails with Trails can be found in an FHWA report: <i>Rails with Trails: Best Practices and Lessons Learned</i>¹⁴
Paved Sidepath / Wide Sidewalk (next to street)		<ul style="list-style-type: none"> Typically used on medium and high-volume streets with few intersections or driveways to minimize conflicts Fully separated from a street or road Typically paved and 11-12 feet wide Next to and parallel to a roadway Can be a low-stress experience for many types of users (bicyclists, pedestrians, joggers)

¹⁴ <https://railroads.dot.gov/elibrary/rails-trails-best-practices-and-lessons-learned-0>

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Facility Type	Example Image	Description
<p>Bicycle Boulevard</p>		<ul style="list-style-type: none"> • Typically installed on neighborhood streets that have lower volumes and speeds • Can include curb extensions, speed humps, neighborhood traffic circles, and pedestrian islands for traffic calming • Can be low-stress experience for bicyclists if traffic volumes and speeds are low enough
<p>Marked Bike Route</p>		<ul style="list-style-type: none"> • Help bicyclists navigate existing low traffic, low-stress streets • Quick and affordable expansion of the bicycle network using existing low traffic streets • Alert drivers that bicyclists may be present through signs • May include destination, distance, and direction on signs • Not a dedicated bicycle facility
<p>Bike Lanes</p>		<ul style="list-style-type: none"> • Designated space for bicyclists on medium volume streets with markings and signs • Bicyclists ride in the same direction as motor vehicle traffic • Usually 5 to 6 feet wide; may be enhanced with a buffer of 12-18 inches • Can be added by reconfiguring an existing shoulder, removing on-street parking, or reducing the number or width of travel lanes
<p>Paved Shoulders</p>		<ul style="list-style-type: none"> • Provide space for bicyclists and pedestrians (although they do not meet accessibility requirements for pedestrians) on rural roads • Reduce pavement edge deterioration, accommodate oversize vehicles, and provide refuge for public safety and maintenance vehicles • Shoulder width to accommodate bicyclists varies depending on traffic volume (see guidance on page 48)
<p>Separated Bike Lane</p>		<ul style="list-style-type: none"> • Typically used on streets with high bicycle volumes and high motor vehicle volumes • Planters, concrete medians, parked cars, or other barriers provide physical separation and improve comfort and safety • Buffers should be at least three feet wide • A one-directional bike lane should be a minimum of 4.5 feet wide; a two-directional bike lane should be a minimum of 10 feet wide

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

4.2 RECOMMENDED TRAIL AND BIKEWAY NETWORK

The recommended trail and bikeway network consists of low-stress bikeway facility recommendations to fill critical gaps in the County's trail network. "Backbone" routes along rural county highways were also recommended to improve safety and increase options for more confident recreational bicyclists.

PLANNING APPROACH

To look for ways to provide low-stress connections between the gaps in the existing trail network, the project team began by considering trail connections that were recommended in the County's Comprehensive Outdoor Recreation Plan (CORP) or are already in development, including:

- Newton Blackmour State Trail extension into New London's Pfeifer Park.
- Proposed connection between Wiouwash State Trail and Newton Blackmour State Trail.
- Sidepath along State Highway 15 through Greenville to Hortonville.
- The trails that make up the current and in-development "Loop the Locks" route along the Fox River in Combined Locks, Kaukauna, Kimberly, and Little Chute.
- Connection between CB Trail and CE Trail along E College Avenue (CTH CE).

Starting with these five gaps, the project team looked for roads, corridors, and public right-of-way that would provide realistic opportunities to connect them via safe and low-stress bikeways. Additional trail and bikeway recommendations were added following public input and after considering the goals of this Plan. These additional connections included:

- Trails along county highways near schools and parks where children may be present, such as Edgewood Drive (CTH JJ) near Fox Valley Lutheran High School and Plamann Park, and CTH E in Freedom (near Freedom High School and Elementary School).
- Trails along county highways with safety concerns in the urban area and with many destinations contributing to strong demand for biking and walking trips, such as Northland Avenue (CTH OO) and Washington Street (CTH N).

After presenting the draft recommended network to the public and the Greenway Implementation Committee for review and comment, the project team also decided to identify a "backbone" of rural county highways that should be built with wider paved shoulders which would provide a safe travel lane for recreational cyclists exploring the northern part of the County.

Figure 20 and Figure 21 show the recommended trail and bikeway network for the entire County and an inset of the Fox Cities area.

**"I AM NOT A
HUGE FAN OF
BIKE TRAILS
ALONG BUSY
HIGHWAYS,**

but it sounds like the goal of this project is to: create a connected trail network and safer infrastructure for walking and biking on county highways. If that is accurate, then the goal has been accomplished by this plan!"

--Appleton resident,
commenting on the draft
recommendations.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN



Figure 20. Recommended Trail and Bikeway Network

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Figure 21. Recommended Trails and Bikeways, Inset of the Fox Cities area

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4.3 HIGHWAY SAFETY PRIORITY AREAS

Highway Safety Priority Areas (HSPAs) are locations where the County should prioritize pedestrian and bicycle infrastructure and ensure that walking and biking facilities are provided. Locations selected as HSPAs will need follow-up studies that consider vehicle speeds, traffic volumes, available right-of-way, and expected users to determine the best facility type or facility improvements for the location.

In HSPAs, the County should use the typical cross sections shown in the next section when planning for and designing repaving and reconstruction projects along county highways. The recommended HSPAs for Outagamie County are shown in Figure 22 and Figure 23.

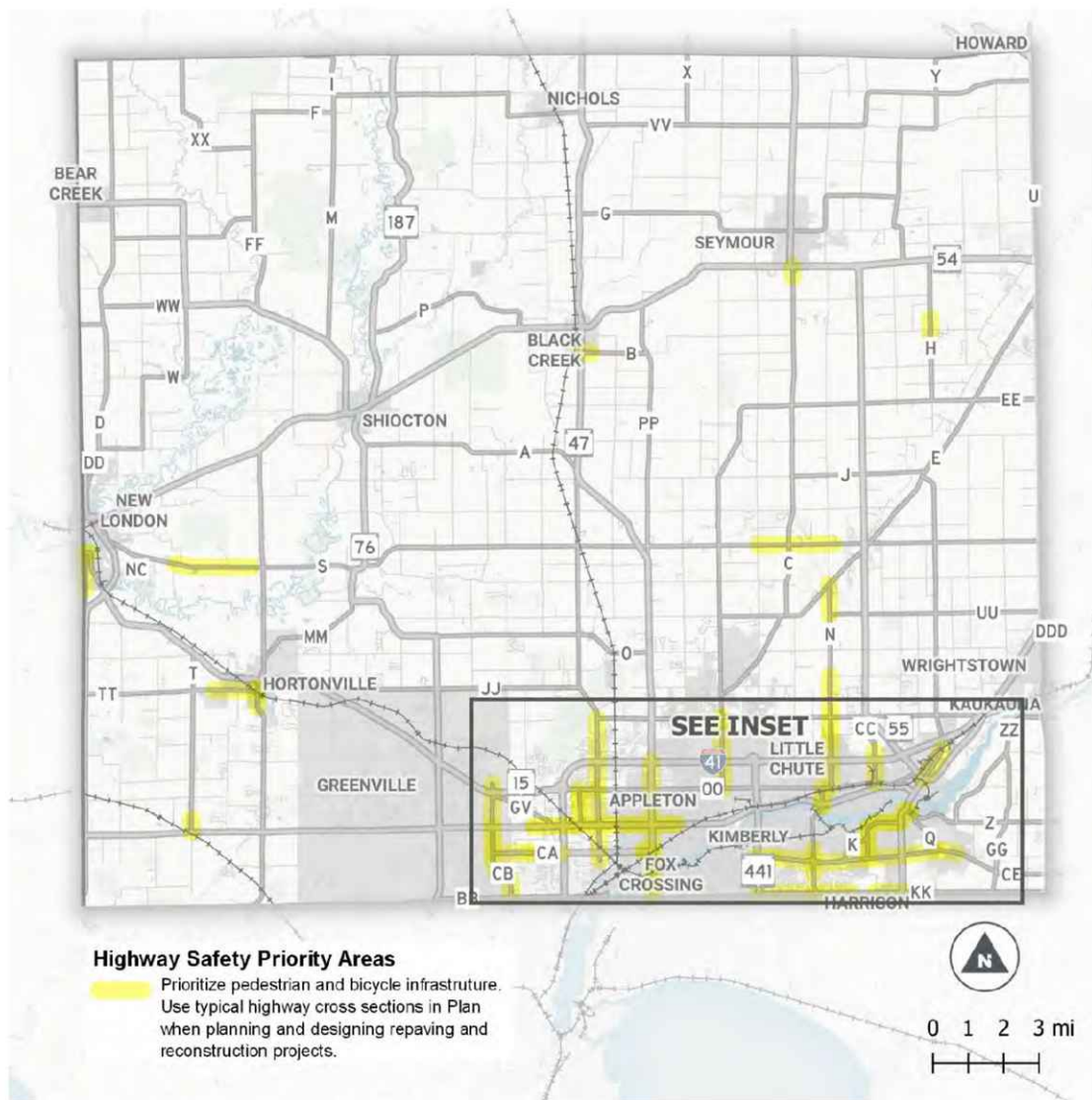


Figure 22. Recommended Highway Safety Priority Areas in Outagamie County

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

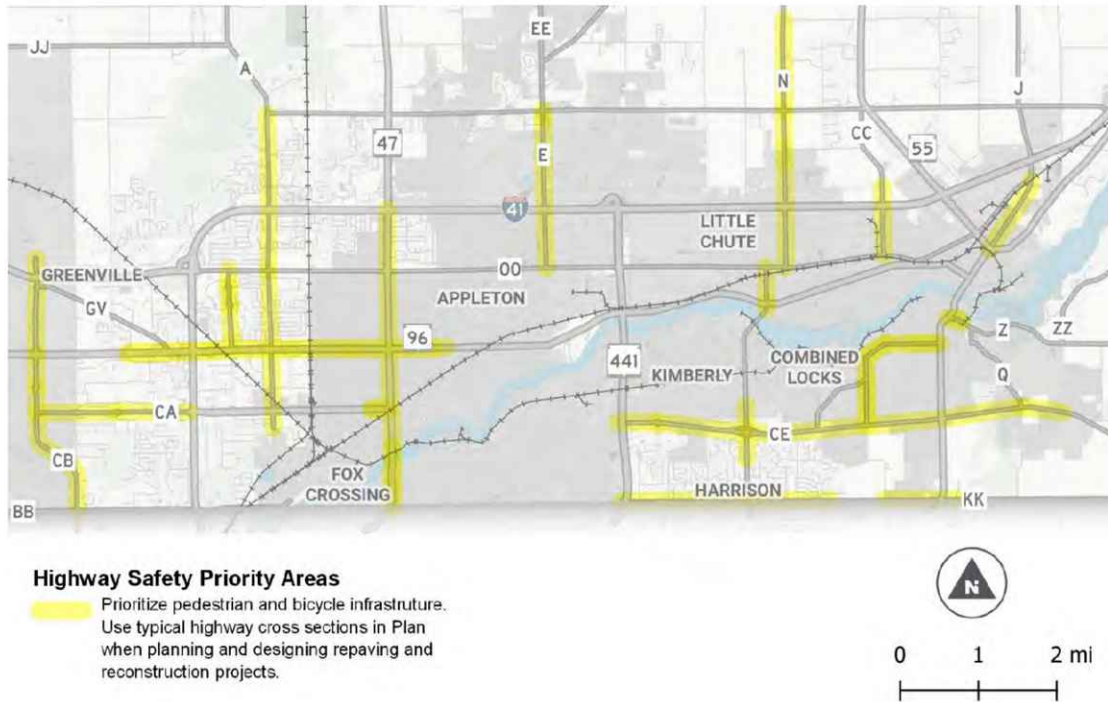


Figure 23. Recommended Highway Safety Priority Areas, Inset of the Fox Cities area

Areas were designated as HSPAs if they had either of the following factors present:

- **The highway segment had at least one bicycle or pedestrian crash between 2017 and 2021.** Segments were measured up to one mile in each direction from a crash. If the crash occurred at an intersection with another US, state, or county highway, the segment extended one mile in both directions.
- **The segment is in an area with “medium-to-high” bicycling and walking trip potential.**

Once these two factors were applied, the project team manually adjusted them to create logical project corridors. If a highway passed through areas with both medium trip potential and low trip potential, the entire segment was determined to be a HSPA instead of leaving gaps.

In addition to the county highways, the following three state highways were identified as highway safety priority areas because they have high rates of bicycle and pedestrian crashes in addition to high walking and biking trip potential: STH 47/Richmond Street, STH 96/Wisconsin Avenue, and STH 125/W College Avenue. The County does not have jurisdiction over these highways but should work with WisDOT to pursue grants and other initiatives to improve safety for bicyclists and pedestrians on those corridors.

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4.4 TYPICAL HIGHWAY CROSS SECTIONS FOR HIGHWAY SAFETY PRIORITY AREAS

The American Association of State Highway and Transportation Officials (AASHTO) *Policy on Geometric Design of Highways and Streets*—commonly referred to as the “Green Book”—is considered to be the foremost guide to highway and street design. The 2018 edition of the AASHTO Green Book established five context classes for geometric design - three for urban areas and two for rural areas. The selection tools and cross sections in this chapter are aligned with these context classes:

- Urban areas, including Urban Core, Urban, and Suburban contexts
- Rural areas, including Rural Town and Rural contexts

The following section includes overviews of different county highway configurations for both urban and rural contexts. The cross-section diagrams and guidance are meant for Outagamie County staff to use as a quick reference when planning for and designing repaving and reconstruction projects along county highways. They are also meant to provide the County with the tools to communicate alternatives with the public in the early stages of planning, estimating, and scoping for future highway projects.



Figure 24. Main Street in Little Chute is a connecting state highway (STH 96) that is designed to slow motor vehicle traffic and make walking safe and enjoyable.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

County Highways in Urban Context (including Urban Cores, Small Cities and Villages)

Motor vehicle speeds and volumes:

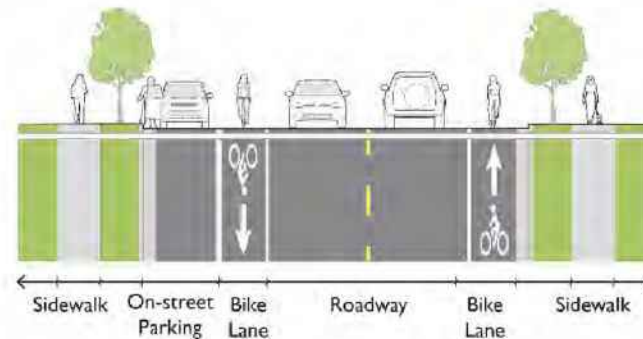
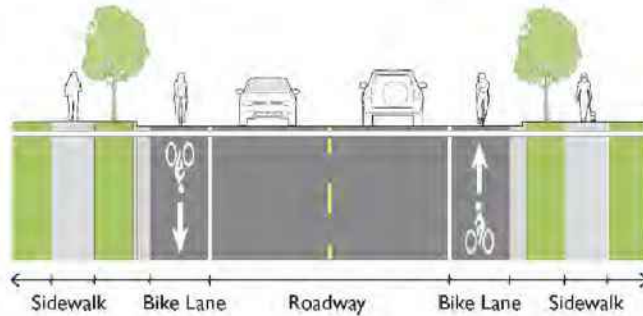
- Speeds of 25 mph or less
- Average Daily Traffic (ADT) is under 15,000 vehicles

Facilities for people walking:

Sidewalks provide a dedicated place for people walking. Sidewalks are recommended on all urban streets, including streets in small cities and villages.

Facilities for people biking:

Bike lanes provide a dedicated space for people biking on streets with low-to-moderate traffic speeds and volumes.



Design considerations

Sidewalks: Sidewalks along downtown main streets should be at least 6 ft wide (8-10 ft preferred).

Bike Lanes: Visually narrowing traffic lanes by adding bike lanes can improve safety for all road users by encouraging drivers to slow down. *FHWA's Small Town and Rural Multimodal Networks* guide provides detailed guidance on designing and marking bike lanes.

Acceptable modifications

A painted buffer of 1-2 feet between the bike lane and the motor vehicle traffic lane is preferred where speeds are over 25 mph or ADT is over 6,000 ADT.

Implementation

Where speed limits on the existing highway are higher than 25 mph, reduce speed limits and use design to lower traffic speeds such as lane narrowing, curb extensions, or median islands.

It may be possible to implement bike lanes through roadway reconfigurations ("road diets"). Road diets that reduce streets four-to-three motor vehicle lanes should be considered for roadways with less than 20,000 ADT and, in some cases, up to 25,000 ADT. Road diets have been proven to increase safety by reducing vehicle speeds and rear-end crashes.

If a road diet is not possible, it may be possible to implement bike lanes by removing on-street parking from one or both sides of the roadway and reducing lane widths. Motor vehicle travel lanes can be 10 to 11 ft, depending on the types of vehicles using the road. If on-street parking is to be removed, the County will strive to remove it from only one side.

Potentially suitable routes

- Nash Street (CTH M) in Hortonville
- Mill Street (CTH T) in New London

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

County Highways along Gaps in Priority Trail Network

Motor vehicle speeds and volumes:

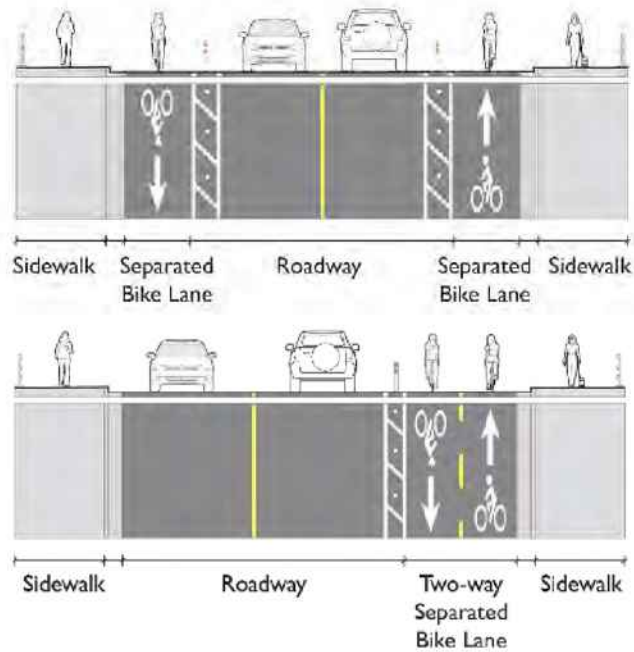
- Speeds of 35 mph or less
- Average Daily Traffic (ADT) is over 5,000 vehicles

Facilities for people walking:

Sidewalks provide a dedicated place for people walking. Sidewalks are recommended on all urban streets.

Facilities for people biking:

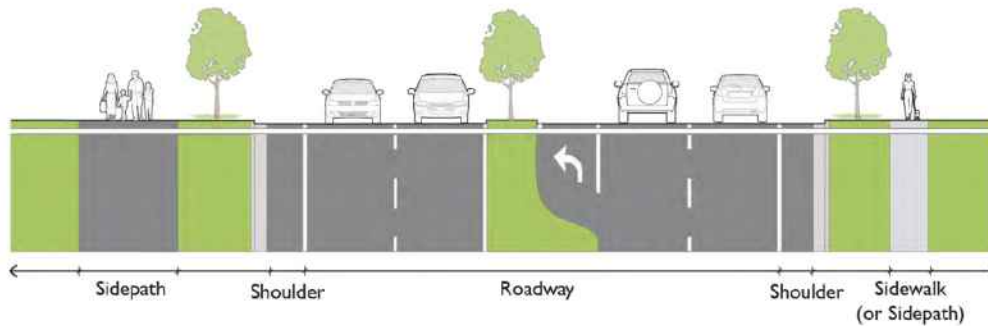
Not all county highways in urban cores need separated bike lanes. That said, some county highways in urban cores provide a critical connection between priority trails. For these areas, county highways can be re-built to provide a low-stress bikeway connection. Separated bike lanes are recommended in these locations.



Design considerations	<p>Sidewalks: Sidewalks along downtown main streets should be at least 6 ft wide (8-10 ft preferred).</p> <p>Separated Bike Lanes: FHWA's <i>Separated Bike Lane Planning and Design Guide</i> offers detailed planning and design guidance. Consider protected intersections for separated bike lanes. Providing a two-way separated bike lane or side path on one side of a street introduces a counterflow movement for bicyclists, which can be challenging to accommodate. Safety countermeasures are needed to manage conflicts at intersections and driveways, and special signals and signal phasing treatments will be required.</p>
Acceptable modifications	<p>Bike lanes or buffered bike lanes may also be preferable to standard bike lanes in locations that do not fill gaps between priority trails.</p>
Implementation	<p>It is preferable to implement bike lanes through roadway reconfigurations ("road diets"). Road diets that reduce streets four-to-three motor vehicle lanes should be considered for roadways with less than 20,000 ADT and, in some cases, up to 25,000 ADT. Road diets have been proven to increase safety by reducing vehicle speeds and rear-end crashes.</p> <p>If a road diet is not possible, it may be possible to implement bike lanes by removing on-street parking from one or both sides of the roadway and narrowing lane widths. Motor vehicle travel lane widths can be 10 to 11 ft, depending on the types of vehicles using the road. If on-street parking is to be removed, the County will strive to remove it from only one side.</p>
Potentially suitable routes	<ul style="list-style-type: none"> • Washington Street (CTH N) from the Fox River to E College Ave (CTH CE) • Hillcrest Drive (CTH Q) from Cleveland Avenue to CE Trail

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

County Highways in Suburban Context



Motor vehicle speeds and volumes:

- Speeds of 35 mph or more
- Average Daily Traffic (ADT) is over 6,000 vehicles

Facilities for people walking:

Pedestrians should be expected and accommodated on both sides of urban streets—including suburban throughfares—with either sidewalks or sidepaths.

Facilities for people biking:

Sidepaths are recommended on urban and suburban streets with high traffic speeds and volumes over 6,000 ADT.

Design considerations

Sidepaths require ample right-of-way to provide for separation and pathway area outside of the adjacent roadway. Preferred minimum separation width is 6.5 ft, although a physical barrier between the path and the roadway will allow for a narrower separation distance.

Operational and safety concerns exist where sidepaths cross driveways and intersections. Combine driveways and access points to reduce the number of turning conflicts with sidepath users. At road crossings along higher-speed, higher-volume roadways, sidepaths may need to shift as far as 16-24 ft from the adjacent street. See FHWA's *Small Town and Rural Multimodal Networks* and the AASHTO *Bike Guide* for design strategies.

If a sidepath is provided on only one side of a roadway, special attention needs to be provided for safe bicycle crossing infrastructure.

Implementation

It may be possible to gain space for sidewalks and sidepaths through roadway reconfiguration ("road diet").

Suburban multi-lane arterial corridors have high crash rates for all users due to high vehicle speeds. The County should rethink how these types of roads are designed, focusing on supporting both the transportation needs and adjacent land uses. ITE's *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach* explains how land use planning can support corridor plans and provides detailed design parameters for suburban urban corridors.

Certain types of federal funding may be appropriate for planning and designing pedestrian and bicycle infrastructure on corridors with high crash rates. More information about federal funds is in the Chapter 5.

Potentially suitable routes

- CTH N from E College Avenue (CTH CE) to Calumet Street (CTH KK)
- W Edgewood Drive (CTH JJ) from Lynndale Drive (CTH A) to STH 47
- W College Avenue (CTH CA and STH 125) from the airport to Badger Avenue

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

County Highways in Rural Villages and Town Centers with Low Traffic and Low Speeds

Motor vehicle speeds and volumes:

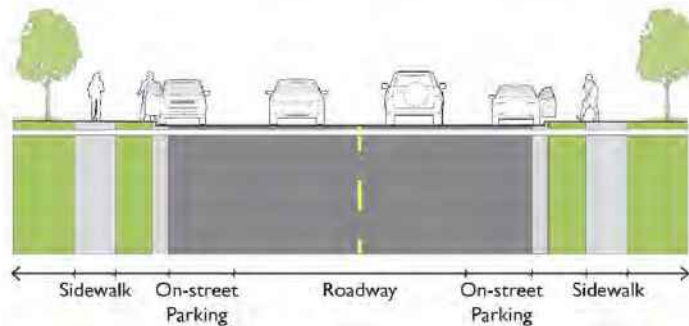
- Speeds of 25 mph or less
- Average Daily Traffic (ADT) is under 3,000 vehicles

Facilities for people walking:

Sidewalks provide a dedicated place for people walking. Sidewalks are recommended on all streets in built-up areas, including rural town community centers.

Facilities for people biking:

Dedicated bicycle facilities are not needed on streets with low traffic volumes and low speeds, but shared lane markings and Bikes May Use Full Lane signs can be used to let drivers know to expect bicyclists.



Design considerations

To encourage drivers to reduce their speeds as they enter rural villages, the County should consider graduated speed decreases, and installing gateway treatments or other traffic calming tools such as lane narrowing through curb extensions or median islands, roundabouts, or driver speed feedback signs.

Acceptable modifications

Sidewalks should support land uses along the street and, as such, may only be necessary on one side of the street if destinations are only on one side of the street. In a situation like this, special attention needs to be provided for safe pedestrian crossing infrastructure. On-street parking may not be necessary on one or both sides of the street due to adjacent land uses or low demand.

Implementation

Add sidewalks in Highway Safety Priority Areas when highways are reconstructed or pursue federal funding for high-priority locations. Encourage or require sidewalks along county highways as part of subdivision regulations. Depending on available right-of-way, property may have to be purchased or easements granted to build sidewalks.

Potentially suitable routes

- CTH F in Nichols
- CTH T in Dale
- CTH M in Medina

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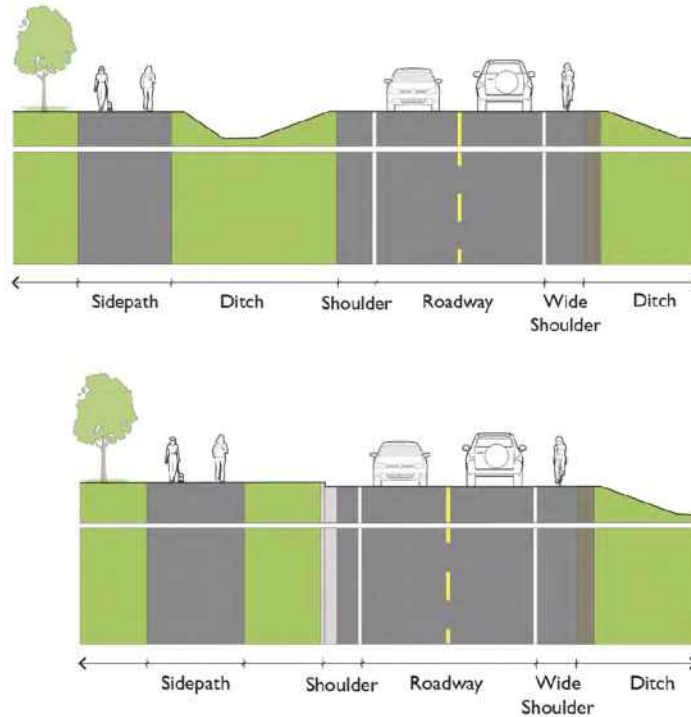
County Highways in Rural Town Centers with Higher Speeds near Schools and Parks

Motor vehicle speeds and other characteristics:

- Speeds of 35 mph to 55 mph
- No curb and gutter on existing road
- Where children may be present (routes to schools and parks)

Facilities for people walking and biking:

In newer residential areas in towns where the county highway has higher speeds and lacks curb and gutter, a sidepath can maintain rural character and is more appropriate for children than a paved shoulder. Wide shoulders can provide dedicated space for more confident bicyclists.



Design considerations

A sidepath on a rural highway requires a wide roadside environment (typically at least 30 feet from the edge of the traveled way) to allow for a 10 ft pathway outside the ditch. Adding curb and gutter may be necessary to fit the sidepath within the public right-of-way.

If curb and gutter infrastructure will be installed as part of highway reconstruction, a smaller roadside environment is required. It is recommended to have provide a pedestrian facility on both sides of the road (sidewalks and/or sidepath).

FHWA's *Small Town and Rural Multimodal Networks* guide provides additional guidance on designing sidepaths, with attention to intersection treatments that increase safety.

Acceptable modifications

Sidewalks should support land uses along the street. As such, sidewalks may only be necessary on one side of the street if destinations only exist on one side of the street. In a situation like this, special attention needs to be provided for safe pedestrian crossing infrastructure.

Implementation

Add sidewalks in Highway Safety Priority Areas when highways are reconstructed or pursue federal funding for high-priority locations.

Encourage or require sidewalks along county highways as part of subdivision regulations.

Depending on available right-of-way, property may have to be purchased or easements granted to build sidepaths.

Potentially suitable routes

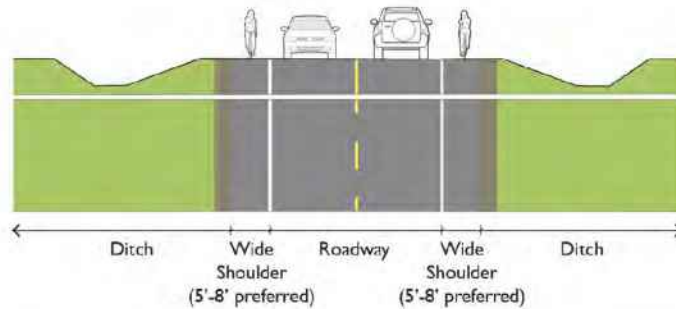
- CTH E in Freedom between STH 55 and Freedom Elementary school
- Edgewood Drive (CTH JJ) between Lightning Drive and N Cherryvale Avenue

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

Rural Highway where Bicyclists Expected (Bike Routes)

Motor vehicle speeds and other characteristics:

- Speeds of 45 mph to 55 mph
- Average Daily Traffic (ADT) is between 1,000-8,500 vehicles
- Outside built-up areas where no pedestrians are expected
- Where confident bicyclists are expected



Facilities for people biking:

- Along popular bike routes, paved shoulders provide a dedicated space for confident bicyclists. Bicyclists need a **minimum** of 4 ft of usable or effective paved shoulder width (not including rumble strips) when traffic volumes exceed 1,000 ADT.
- **Preferred** paved shoulder widths on bicycling routes (exclusive of rumble strips) are wider than the 4 ft minimum, and increase as traffic volume increases:
 - Where ADT is 1,000-2,000: preferred paved shoulder width 5 ft
 - Where ADT is 2,000-3,000: preferred paved shoulder width is 6.5 ft
 - Where ADT is 3,000-6,000: preferred paved shoulder width is 7 ft
 - Where ADT is 6,000 to 8,500: preferred paved shoulder width is 8 ft

Design considerations

FHWA's Small Town and Rural Multimodal Networks guide provides detailed guidance on designing paved shoulders for people biking.

It may be appropriate to install rumble strips near the edge lines along rural high-speed highways. Refer to WisDOT's *Facilities Design Manual* section 11-15.8.1.2.2 for detailed guidance on when rumble strips are appropriate. With a 5-foot or more paved shoulder, the Type 1 shoulder rumble strips in the FDM's Standard Detail Drawing will provide the minimum 4 ft of usable space for bicyclists.

Acceptable modifications

In constrained locations where pavement width is limited, consider providing a wider shoulder on only one side of uphill roadway sections to give slow-moving bicyclists additional maneuvering space, reducing conflicts with faster motor vehicle traffic.

Implementation

Add paved shoulders when highways are reconstructed. Retrofitting highways with paved shoulders during highway repaving may also be possible in some locations.

Potentially suitable routes

- CTH MM between Hortonville and Stephenville
- CTH Z east of Kaukauna

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

4.5 POLICY AND PROGRAM RECOMMENDATIONS

Outagamie County policies and programs are key ingredients to creating a place where walking and bicycling are connected, safe, and convenient. Policies institutionalize and standardize the construction of infrastructure and inform how this Plan will be implemented. The following are a set of policy and program recommendations that can help Outagamie County implement the Plan's vision and goals.

The policy and program recommendations are divided into six categories for organizational purposes. With that said, as policies and programs are implemented, overlap between categories is anticipated.

- Highway Department
- Development and Land Services
- Parks
- Health and Human Services
- Sheriff
- Evaluation

HIGHWAY DEPARTMENT

The Outagamie County Highway Department constructs and maintains the county trunk highway system. They provide roadway maintenance and construction services to the State of Wisconsin and local municipalities for state highways and local road systems. They also plan, program, and implement necessary county trunk highway improvements to efficiently accommodate traffic demand. Historically, most of the Highway Department's efforts have focused on creating safe and efficient roads for moving vehicular traffic.

The following recommendations are intended to help the Highway Department standardize their approach to designing multimodal facilities for people bicycling and walking. They are also intended to identify where these accommodations are most needed. Priority recommendations are identified with a star: ★

Highway Recommendation	Description
★ Refer to HSPAs, the priority trail connections, and the typical cross section guidance in the Plan during highway reconstruction and repaving projects.	This Plan identifies Highway Safety Priority Areas (HSPAs) that are County highway segments which are more likely to be used by people walking and biking. The Plan also identifies priority trail connections along some County highways. As HSPAs are repaved, rehabilitated, or reconstructed, the County should consider the typical cross sections and guidance to communicate with the public and elected officials about possible multimodal alternatives. Where a low-stress bikeway or trail is recommended for a priority trail connection along a county highway, the County should attempt to build bikeways that are comfortable for all ages and abilities.
★ Update Administrative Rule 10-02 (AR10-02).	AR10-02 was created in 2010 to limit the County's financial risk for the capital and maintenance costs of urban highway improvements within County highway right-of-way and related construction projects. This policy has resulted in many pedestrian and bicycle projects getting implemented with a local, instead of regional, focus, resulting in a disjointed network. AR10-02 should be updated to allow more flexibility to fund priorities identified in this Plan while still limiting the County's financial obligations for funding and maintaining projects that benefit individual municipalities. ¹⁵ This change will increase the cost of highway reconstruction and repaving projects to the County as the cost of multimodal elements will now be shared instead of borne entirely by the municipality.

¹⁵ More information and specific recommended language for updating AR10-02 can be found in a 2022 memo written as part of the ECWRPC Technical Assistance program available for request from Development and Land Services

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN ★

Highway Recommendation	Description
★ Apply for a Safe Streets and Roads for All (SS4A) Implementation Grants.	Safe Streets and Roads for All (SS4A) is a new federal funding program to address roadway safety issues. As of July 2023, ECWRPC is in the process of developing a safety action plan for the Appleton (Fox Cities) urbanized area which will allow Outagamie County to apply for implementation grants under this program: there is substantial funding available through 2028. Some county highways in the urbanized area that have high crash rates and lack sidewalks, bicycle facilities or safe crossing infrastructure may be good candidates for SS4A implementation grants.
★ Pursue grant funding sources for pedestrian and bicycle facilities.	Identify and coordinate funding for pedestrian and bicycle facilities across departments as appropriate. Federal and state transportation grants for bicycle and pedestrian facilities typically require the County to pay a 20% local match. Pursue federal, state, and regional grants, such as those identified in Chapter 5.
Support communities in building Safe Routes to School (SRTS) infrastructure on County highways.	Many schools are located along county highways in Outagamie County, which means that students and families need to travel on or across these roads to get to and from school. Many schools in the County have worked with ECWRPC to create SRTS infrastructure plans with focused project lists. Outagamie County should support planning and implementation of SRTS projects along county highways or within the county right-of-way. ¹⁶
Implement safety infrastructure consistent with current design guidance and standards.	<p>Design guidance provides direction and detailed specifications for building comfortable pedestrian and bicycle facilities, as well as other street design treatments intended to improve safety and accessibility. The County should ensure that it is following best practices and utilizing current design guidance available, including:</p> <ul style="list-style-type: none"> • FHWA <u>Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations</u> provides specific crosswalk safety treatments for different road contexts (see Figure 2). • FHWA <u>Proven Safety Countermeasures initiative (PSCI)</u> is a collection of 28 recommended countermeasures and strategies that research has found reduce roadway fatalities and serious injuries. There are eight measures specific to bicyclists and pedestrians. • FHWA <u>Small Town and Rural Multimodal Networks</u> guide is a design resource to help small towns and rural communities support walking and biking. <p>National Association of City Transportation Officials (NACTO) <u>design guidance</u> offer insights and direction on topics specific to urban streets such as bikeways, intersection geometry, pedestrians, transit, and stormwater.¹⁷</p>

¹⁶ A list of the ECWRPC SRTS plans can be found at <https://eastcentralrts.org/local-programs>.

¹⁷ <https://nacto.org/program/design-guidance/>

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

DEVELOPMENT AND LAND SERVICES

Land use policies and community and economic development efforts can help guide the planning and construction of bikeways and sidewalks, both through new development, and through planning and coordination with other agencies. The following recommendations focus on ways to institutionalize walking and biking into Outagamie County’s development policies and programs.

Development and Land Services Recommendations	Description
★ Pursue grant funding sources for pedestrian and bicycle facilities.	Identify and coordinate funding for pedestrian and bicycle facilities across departments as appropriate. Federal and state transportation grants for bicycle and pedestrian facilities typically require the County to pay a 20% local match. Federal and state recreation grants for trails typically require a 50% match. Pursue federal, state, and regional grants, such as those identified in Chapter 5.
★ Adopt this Plan as an addendum to the Comprehensive Plan.	The Comprehensive Plan 2040 ¹⁸ sets forth a vision, goals, recommendations, data, graphics, and maps related to housing, transportation, economic development, and natural resources (among others), which guide public land use, development, and infrastructure policy. The Comprehensive Plan identifies a suite of transportation projects that include pedestrian and bicycle components throughout the County. Adopting this Plan as an addendum to the Comprehensive Plan would allow these two efforts to be formally connected and ensure that the recommendations provided in this Plan apply to planning decisions made.
Review and update County subdivision regulations to better support connectivity and mobility for people walking and biking.	County subdivision regulations should be reviewed and, if needed, updated to improve outcomes for people walking and biking. Potential updates may pertain to the following, among other topics: <ul style="list-style-type: none"> • Street connectivity requirements and language that discourages cul-de-sacs. • Requiring sidewalks on both sides of collectors and arterials, and on at least one side of local streets. • Minimum widths for sidewalks and paths (consider 5’ minimum width for sidewalk and 11’ minimum width for paths). • Requiring commercial developments to have internal pedestrian walkways and connections to adjacent sites.
Explore the need for, or interest in, establishing Complete Streets policy guidance (e.g., best practices) for the County or local municipalities to use if they choose.	Complete Streets policies help guide design decisions to ensure that new streets and street reconstructions provide people walking and biking with safe, comfortable, and connected, facilities. Having an Outagamie County-specific Complete Streets guidance document would show stakeholders that the County is committed to improving its roadways for people walking and biking. It would help to ensure that future improvements are built in a way that supports active transportation use. ¹⁹

¹⁸ <https://www.outagamie.org/government/departments-a-e/development-and-land-services/comprehensive-plan>

¹⁹ An inventory of city, county, and regional Complete Streets policies can be found at <https://wisconsinbikedef.org/what-we-do/advocacy/milwaukee-complete-streets-for-all/#~:text=In%202009%20the%20Wisconsin%20state,marked%20or%20unmarked%20bike%20lanes>.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

Development and Land Services Recommendations	Description
<p>Increase areas of focus and scope for the Greenway Implementation Committee.</p>	<p>The Greenway Implementation Committee has provided oversight and guidance for the development of this Plan and oversees the selection of grants awarded under the Outagamie County Greenway Implementation Fund. Consider involving the Committee in the following areas:</p> <ul style="list-style-type: none"> • Provide input on projects in the Capital Improvement Program, including county highway reconstruction projects. • Review county grant applications related to bicycle or pedestrian facilities (prior to County Board approval).
<p>Review and Evaluate Greenway Fund evaluation matrix and policies.</p>	<p>The Outagamie County Greenway Fund provides annual matching grants to help local units of government develop greenway networks that are regional in nature. The County, in collaboration with its Greenway Implementation Committee, should review and evaluate the current grant evaluation matrix and existing policy guidelines to determine if potential changes are needed to align with this Plan.</p> <p>At a minimum, the policy guidelines for the Greenway Fund should be updated to ensure that the County is only funding projects that are recommended in this Plan (or that have a strong nexus with projects listed in this Plan). Scoring criteria could also be updated, so that they align with the three goals of this Plan:</p> <ul style="list-style-type: none"> • <i>Increase Walking and Biking.</i> Projects located in or near areas with high population would be given more points. • <i>Prioritize Safety.</i> Projects addressing safety concerns on or near roads with high speeds or traffic volumes would be given more points. • <i>Promote Equity.</i> Projects located in areas with in the top 30% of the ECWPRC community stress index would be given more points.
<p>Partner with the Fox Cities Convention & Visitors Bureau and other municipalities to routinely update the printed map of trails in the area.</p>	<p>Providing printed maps of the trail network is one way to increase walking and biking by making the trail and bikeway system user-friendly, accessible, and easy to navigate. The Trails of the Fox Cities maps and brochures that are available in bike shops and in the Development and Land Services office are out of date, and do not reflect the many miles of trails and bikeways that have been constructed in recent years.</p>
<p>Continue internal staff coordination to provide interdepartmental feedback on upcoming infrastructure and policy projects.</p>	<p>The Outagamie County Bicycle and Pedestrian Plan recommendations, project list, and actions need to be kept alive and continually referenced as Outagamie County staff go about their day-to-day work. A regular meeting and cross-department group should be established to check in on plan progress, communicate about upcoming opportunities to implement pieces of the plan, and maintain momentum on plan actions.</p>

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

PARKS

The Outagamie County Parks Department maintains several trails in Outagamie County, amounting to 40 miles of trail, including the CE Trail, the Newton Blackmour State Trail, and Wiouwash State Trail.

Maintenance such as brush clearing and mowing of these trails is mostly performed by Parks staff. The County has a snow-removal agreement with some local municipalities for the CE Trail. No other paths are plowed. The Parks department also oversees the acquisition of new land for conservation and recreation throughout the County.

Parks Recommendation	Description
<p>Begin a cross-agency discussion about land acquisition strategies that may be needed to create a complete pedestrian and bicycle network in Outagamie County.</p>	<p>Wisconsin State Statute 32.015 prohibits using eminent domain for bicycle and pedestrian ways, although public agencies can still negotiate land purchases from willing property owners.</p> <p>Outagamie County should convene a group of internal staff and external stakeholders, including the Community Foundation of Fox Valley and Fox Valley Greenways to begin a discussion on this topic, identify opportunities and constraints, and start to create a consistent path forward when situations present themselves or when property acquisition is needed. More details and resources for these discussions can be found in the Implementation Chapter and in the Rail-to-Trails Conservancy's TrailNation Playbook.²⁰</p>
<p>★ Develop a strategy and structure for assigning maintenance responsibilities for recreational trails in rural areas.</p>	<p>Different organizations are best suited for certain types of maintenance, and efficiencies can be gained by having the most appropriate and experienced group(s) do an agreed upon scope of work to maintain pedestrian and bicycle facilities. The spotlight on the following page shows an example of how maintenance responsibilities could be assigned by location and by maintenance type.</p> <p>Outagamie County could request assistance from ECWRPC in conducting a study and developing a strategy.</p>
<p>★ Pursue grant funding sources for pedestrian and bicycle facilities.</p>	<ul style="list-style-type: none"> Identify and coordinate funding for pedestrian and bicycle facilities across departments as appropriate. Federal and state recreation grants for trails typically require the County to pay a 50% local match. Pursue federal, state, and regional grants, such as those identified in Chapter 5.

²⁰ <https://www.railstotrails.org/our-work/trailnation/playbook/investment-strategy/>

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Recommendation Spotlight: Assigning Maintenance Responsibilities

Different organizations are best suited to certain types of maintenance. Major maintenance (such as pavement patching, crack sealing, or bridge/culvert repairs) are best left to agencies such as the County's Highway Department and municipal public works departments. Tasks such as mowing and snow removal along paths can be performed by groups that typically perform similar work in parks or other public properties. Day-to-day maintenance such as litter removal and general upkeep can be assigned to volunteer organizations, such as a "Friends" groups, scouts, service organizations, and other non-specialized labor.

The table below shows an example of how maintenance responsibilities could be assigned by location and maintenance type.

	Major maintenance Patching, crack sealing, striping, sign replacement on an as-needed basis. All paths should be inspected biannually for maintenance needs and to ensure ADA compliance.	Intermediate maintenance Mowing on a biweekly or monthly basis, tree trimming as needed to maintain clearances, snow plowing of priority paths within 48 hours of snowfall.	Day-to-day maintenance Daily or weekly volunteer patrols with ongoing litter removal. Groups should report pavement, signage, and vegetation maintenance needs to appropriate agencies.
Paths along county/state highways	Highway department*	Parks division*	Volunteer groups
Paths along municipal roadways	Municipality	Municipality	Volunteer groups
Paths in independent alignments (e.g., former railroad)	Parks division*	Parks division*	Volunteer groups

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HEALTH AND HUMAN SERVICES

County health departments are skilled in creating coalitions that work collaboratively across private and public agencies to promote healthy living. The County’s Health and Human Services Department staff can focus on efforts to promote walking and biking, especially as part of efforts to improve residents’ mental health.

Health and Human Services Recommendation	
Recommendation	Description
Partner with ECWRPC and local hospitals or healthcare organizations to add wayfinding signage on trails and bikeways.	Providing wayfinding signage on bikeways is one way to increase walking and biking by making the trail and bikeway system user-friendly, accessible, and easy to navigate. ECWRPC and the Winnebago County Health Department successfully implemented wayfinding signage on their trails with funds from Affinity Health Systems.
Support walk and bike safety education for children.	Coordinate with ECWRPC and school districts throughout Outagamie County to support programs that educate children on how to walk and bike safely, such as “bike rodeos” or education programs in school.
Encourage local healthcare organizations to promote walking and biking.	The Outagamie County Health Department could consider convening a coalition or initiative to highlight the health benefits of walking and biking—both for fitness and mental health. One way to promote walking and biking could be to organize regular events (such as “Walk with a Doc”).

SHERIFF

Enforcement can play a role in both *educating* road users of all types about how to legally use the road network and *enforcing* rules and regulations. The following recommendations highlight a few ways that the County Sheriff can support people walking and biking in Outagamie County.

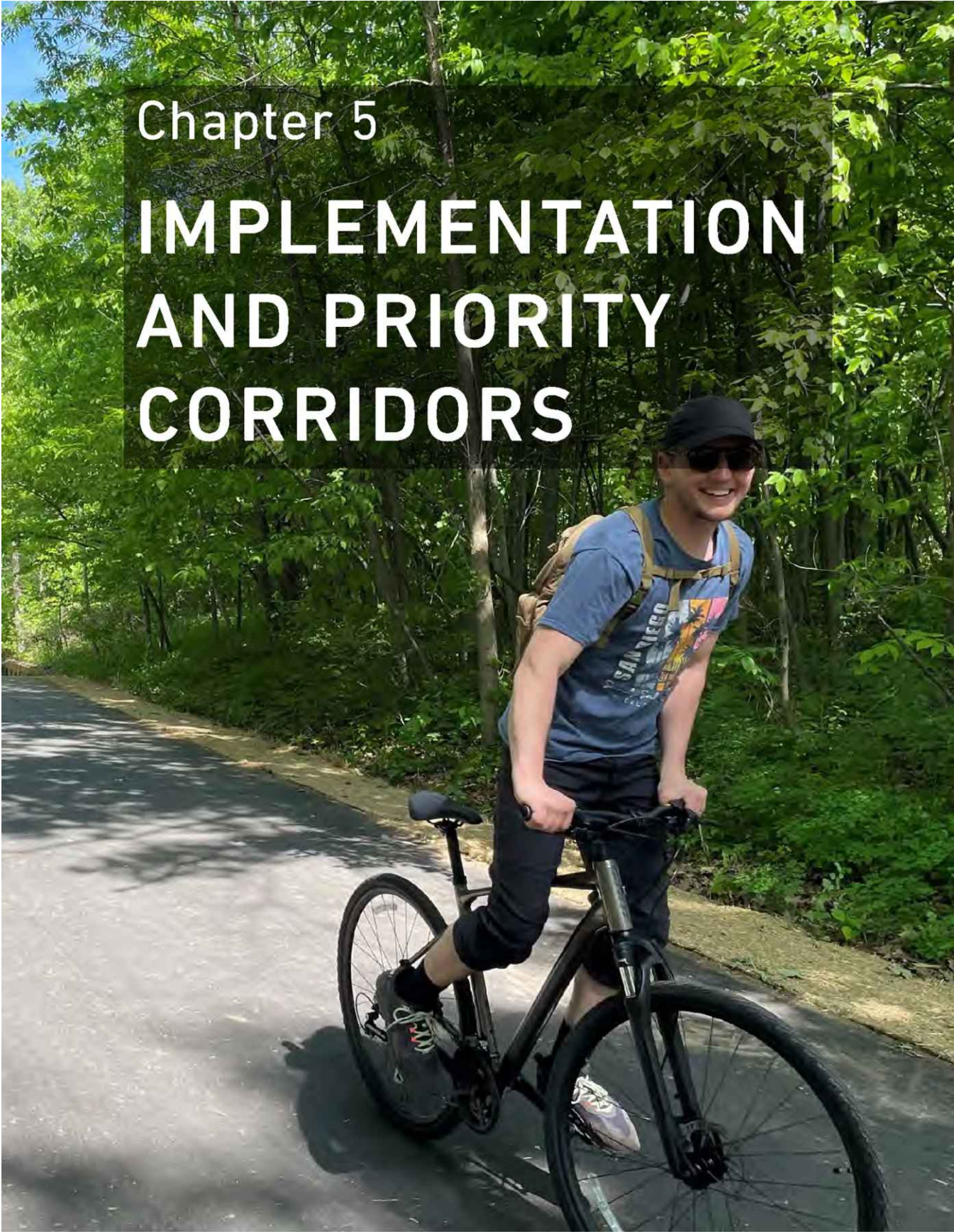
Sheriff Recommendation	
Recommendation	Description
Enforce posted speed limits.	The Outagamie County Sheriff should continue to enforce speed limits throughout the County, particularly in school zones, near trail crossings, and in areas where pedestrians are expected.
Enforce crosswalk yield laws.	The Outagamie County Sheriff should consider crosswalk enforcement to educate motorists about pedestrian right of way at key trail crossings and crosswalks.
Publicize enforcement efforts.	The Outagamie County Sheriff should work with local news agencies to publicize traffic enforcement efforts before the enforcement to raise awareness of traffic safety and compliance with traffic laws.

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EVALUATION

As Outagamie County builds new trails and installs sidewalks and bikeways, it will be essential to track its successes and, potentially, failures to ensure that progress is moving in the desired direction. The recommendations below focus on evaluation program tasks that will help the County measure the impact of newly built projects, assess current roadway safety, and allow residents to report their own experiences to the County.

Evaluation Recommendation	Description
Conduct pre- and post-implementation studies of pedestrian and bicycle projects.	As new pedestrian and bicycle facilities are built, the County should work with ECWRPC to conduct pre- and post-implementation studies of new projects to gauge use, safety benefits, and other measures of effectiveness.
★ Track miles of trail connections.	The County can keep track of the implementation of this Plan by tracking the number of miles of "priority trail connections" that have been built to date.
Track trail user counts.	The County can keep track of whether usage is increasing on trails by working with ECWRPC to implement a trail user count program for both new and existing trails in the County.
★ Track bicycle and pedestrian crash data.	Use the state crash database to annually review crashes flagged as "bicycle" or "pedestrian" in the County and take a multi-disciplinary approach to addressing intersection concerns or problem areas as appropriate. Identify if any crash locations align with planned bicycle or pedestrian projects to help support project prioritization. Consider combining this effort with overall safety studies on county highways, which are already being completed.
Track projects in equity areas.	Work with ECWRPC to identify areas of the County that are in the top 30% of community stress index and track the number of completed projects in these areas (relative to other areas).
★ Provide a tool to allow people to report issues with the walking and biking network.	People walking and bicycling in Outagamie County are best positioned to notice maintenance needs or issues on sidewalks, trails, and bikeways. The County or ECWRPC should consider providing a tool, such as a simple online form or a dedicated email address, to allow people to report issues and have them forwarded to the correct maintenance agency. The County should promptly address reported issues, as possible and practical.



Chapter 5

**IMPLEMENTATION
AND PRIORITY
CORRIDORS**

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Figure 25. A teenager crosses CTH N (Madison Street) in Little Chute.

5. IMPLEMENTATION AND PRIORITY CORRIDORS

5.1 BUILDING OUT THE FUTURE TRAIL AND BIKEWAY NETWORK

The future trail and bikeway network recommended in this Plan assumes implementation over a long-term timeframe of about 20-30 years. Parts of the network may be implemented through an opportunistic approach where trail and bikeway construction occur because the County's policies trigger construction. Any time the following actions take place, the County and local municipalities should refer to infrastructure recommendations in Chapter 4 and determine whether the recommendations can be implemented as part of the project:

- Private property on a recommended trail or bikeway is subdivided or redeveloped.
- A highway or road is repaved or reconstructed.
- A bridge is replaced or rehabilitated.
- Stormwater projects are designed and built.
- Utility corridors are purchased or upgraded by non-County entities.

The County and local municipalities may also choose to implement parts of the network by dedicating funding to "incremental" improvements that are low-cost and relatively easy to implement.

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Priority connections may warrant a more focused, targeted approach to implementation. For these trails and bikeways, County staff may choose to develop project-specific implementation plans that identify more specific strategies for project planning, design, and construction. Targeted implementation for priority corridors will benefit from collaboration with partners, such as local municipalities and the Community Foundation of the Fox Valley, to acquire properties and develop a strategy to fund construction.

Implementation Spotlight: Strategies for Overcoming Eminent Domain Barriers

Wisconsin State Statute 32.015 prohibits using eminent domain for new bicycle and pedestrian ways, which include sidewalks, trails, and bike lanes. A Wisconsin Appeals Court recently affirmed that sidewalks are considered "pedestrian ways" and therefore governments are prohibited from using eminent domain to condemn property for sidewalks; this case is now being appealed to the Wisconsin Supreme Court as of September 2023.

Despite the restrictions on using eminent domain, communities across Wisconsin have continued to successfully build new trails and bikeways using the following strategies.

- **Play the long game:** If your trail, sidepath, or sidewalk is in an area that may eventually be developed or redeveloped as infill, wait, and make it happen as part of the redevelopment proposal.
- **Get the public on your side.** Having early and robust public engagement to gain support for the project is important. It can be helpful to have a non-profit group (such as the Fox Cities Greenways) publicly champion the project during the early stages.
- **Talk to property owners about their concerns.** The County can still purchase property from willing sellers. Sometimes property owners are reluctant to have sidewalks, trails, or bikeways near them because of addressable concerns. Preempt concerns and turn property owners into willing sellers by scheduling one-on-one meetings with them to discuss the sidewalk, bikeway, or trail and explore possible solutions. The budget for the project can include elements like plantings and fencing.
- **Partner with a local foundation on land acquisition:** Local foundations may contact property owners and negotiate easements or sales that might be above the price that a public agency is able to pay.
- **Be persistent:** A property owner may not be on board with a bicycle or pedestrian way at first but may be later. For example, a business might state at first that they are opposed to the idea of the sale, but if the leadership of the business or other staff changes, they may feel differently after a few years.
- **Be creative.** If your approach isn't working, you may need to find new ways forward. In the case of the connection of the Glacial Drumlin State Trail from Cottage Grove to Madison, the City of Madison had to throw out their entire approach, step back from the project, and let other agencies take over.
- **Hire a real estate acquisition expert.** A real estate lawyer or expert in real estate acquisition can help negotiate unusual or alternative methods to acquire the corridor such as easements, land leases, and options to buy.

5.2 OPINIONS OF PROBABLE COST

CONSTRUCTION COSTS

The planning-level cost opinions used for the priority connections later in this chapter are based on typical per-mile cost opinions in Table 4. They are intended to provide an order of magnitude of the cost for specific facilities; more detailed cost estimates should be developed when budgeting for specific project implementation.

Outagamie County can also refer to the Indiana DOT's [Trails Cost Calculator](#), which allows users to change variables such as trail surface material, length, funding source, and terrain to develop a project-specific cost calculation.

The opinions of probable cost for most items in Table 4 were developed by identifying major pay items and establishing rough quantities to determine a rough order of magnitude cost. Additional pay items were assigned approximate lump sum prices based on a percentage of the anticipated construction cost. Planning-level cost

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opinions include a 25 percent contingency to cover items that are undefined or are typically unknown early in the planning phase of a project. Unless otherwise noted, unit costs are based on 2022 dollars and were assigned based on historical cost data from WisDOT. Cost opinions do not include easement and right-of-way acquisition, installation of curb and gutter, permitting, inspection, or construction management, engineering, surveying, geotechnical investigation, environmental documentation, special site remediation, escalation, or the cost for ongoing maintenance. A cost range has been assigned to certain general categories such as utility relocations; however, these costs can vary widely depending on the exact details and nature of the work. The overall cost opinions are intended to be general and used only for planning purposes. Toole Design Group, LLC makes no guarantees or warranties regarding the cost opinion herein. Construction costs will vary based on the ultimate project scope, actual site conditions and constraints, schedule, and economic conditions at the time of construction.

The costs in Table 4 are presented in two formats:

- Stand-Alone project costs are for installing the designated facility as a standalone project, without other street construction occurring.
- Coordinated project costs are for installing the designated facility as part of a larger street project. Because certain construction activities will occur as part of a street resurfacing or reconstruction regardless of the implementation of pedestrian or bikeway facilities, those costs are removed from the costs presented below. Coordinated costs for trails were calculated based on historical data provided by Outagamie County.

Table 4. Bikeway and Trail Cost Estimates

Trail or Bikeway Type	Action	Stand-Alone Cost/Mile	Coordinated Cost/Mile
Signed Bike Route	Install new bike route signs	\$6,000	\$6,000
Bike Lanes	Add striping/markings	\$24,000	\$23,000
	Road diet	\$57,000	\$36,000
	Lane diet	\$31,000	\$23,000
	Widen roadway (5' each side)	\$850,000	\$436,000
Buffered Bike Lanes	Add striping/markings	\$33,000	\$31,000
	Road diet	\$66,000	\$54,000
	Lane diet	\$48,000	\$37,000
	Widen roadway (5' each side)	\$920,000	\$530,000
Protected Bike Lanes	Delineator-separated, add striping/markings	\$54,000	\$51,000
	Construct new, curb-separated (3' additional, each side)	\$844,000	\$812,000
	Intersection and signal modifications (each intersection)	\$150,000	\$125,000
Paved Shoulders	Build shoulders (6' each side/ add route signs)	\$372,000	\$243,000
Sidewalks	Construct new with curb ramps (5' width each side)	\$254,000	\$245,000
Trails (Shared Use Paths)	Construct new (12')		In past County projects, constructing a trail when reconstructing a highway with curb and gutter added 2-3% to the total cost.
	<i>Urban, high complexity</i>	\$2,096,000	
	<i>Urban, low complexity</i>	\$1,455,000	
	<i>Rural, high complexity</i>	\$1,397,000	
	<i>Rural, low complexity</i>	\$970,000	
	<i>Rural, gravel</i>	\$479,000	

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5.3 CORRIDOR PRIORITIZATION

Most of the infrastructure recommendations in Chapter 4 are intended to be achieved over the course of the next 20-30 years on an incremental, opportunistic basis. They are planning-level routes and concepts, meant to show a high level “educated guess” where connections are likely feasible, along with the likely bicycle facility or trail that could be provided. These recommendations are not necessarily constrained by the challenges that would become apparent in a more detailed review.

Outagamie County has a limited amount of funding with which to build new infrastructure, and limited staff time to pursue grant funding. Because of this, it is important to decide which corridors or projects should be prioritized for further project planning (which would provide a more detailed, closer review of existing conditions), design, coordination, grant applications, and county funding for construction. A data-driven prioritization process uses GIS data to score and rank projects based on objective criteria.

Throughout the development of the Plan, the project team used the three goals (Increase Walking and Biking, Prioritize Safety, and Promote Equity) to guide the recommendations and the design of the recommended trail and bikeway network. These three goals also influenced the criteria used to prioritize corridors. The criteria and scoring process are shown in Table 5.

Table 5. Corridor Prioritization Criteria

Broad Factor	Goals to Which Factor is Aligned	How this Factor is Scored	Weight
Corridor is in an area with high walking and biking trip potential.	Increase Walking and Biking Prioritize Safety	Average the trip potential score (see analysis in Chapter 3) along the corridor, then convert to points between 0-10 based on what percentile the score is in. Multiply by weight for the final prioritization score.	20%
Corridor closes a gap in the existing trail and bikeway network.	Increase Walking and Biking	The project team manually assigned trail or bikeway segments as gaps if they were between two existing trail segments. Particular attention was paid to trail gaps identified in the CORP and through public input. Projects that closed gaps received 10 points, while other projects received 0 points. These were multiplied by weight for the sum prioritization score.	35%
Corridor is along a corridor with medium to high pedestrian and bicycle crash density.	Prioritize Safety	Average the crash density score (see analysis in Chapter 3) along the corridor, then convert to points between 0 to 10 based on what percentile the score is in. Multiply by weight in final prioritization score.	30%
Corridor is in an equity priority area identified as having high stress.	Promote Equity	Average the community stress index score (see analysis in Chapter 3) along the corridor, then convert to points between 0-10 based on what percentile the score is in. Multiply by weight for the final prioritization score.	15%

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5.4 TOP TEN PRIORITY CORRIDORS

After the project team reviewed the computerized scores generated through the prioritization methodology, the team consolidated the highest-scoring segments into corridors, adjusted them slightly, and ranked them in order of importance based on input from both the Greenways Implementation Committee and County staff. The resulting top ten priority corridors and projects for Outagamie County to implement are shown in the map below. They are described in more detail on the following pages.



Figure 26. Top Ten Priority Corridors for Outagamie County Bicycle and Pedestrian Plan

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Corridor 1: W College Avenue (STH 125) from Mall Drive to Badger Avenue

Description:

W. College Avenue is identified as a Highway Safety Priority Area and should undergo a comprehensive corridor study to determine the safety concerns for bicyclists and pedestrians, and the other infrastructure needs, land uses, and opportunities along the highway. At a minimum, a sidepath should also be constructed connecting the existing paths at Mall Drive to downtown Appleton.

Recommended Actions:

STH 125 is a very short state highway and does not continue beyond the extents shown in the map below. Therefore, WisDOT may not be interested in keeping it in the state highway network. The County, the Town of Grand Chute, and the City of Appleton should discuss the possibility of a jurisdictional transfer with WisDOT. Discussion should include the possibility that WisDOT would build the recommended bicycle and pedestrian infrastructure before transferring the highway to the County, Grand Chute, and Appleton. A comprehensive corridor study would provide an opportunity for the various agencies to convene and discuss the land use contexts and infrastructure needs along the corridor and develop a report with recommendations to carry forward on future design efforts.



Corridor 1
Length: 2.52 miles

Existing Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route

Recommended Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route
- Protected Bike Lane

Highway Safety Priority Areas

Prioritize pedestrian and bicycle infrastructure.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Comprehensive Corridor Study	<i>WisDOT convenes corridor study to determine infrastructure needs</i>	Not calculated	2.5 miles	Not calculated
Shared Use Path	<i>Construct new (12') Urban, high complexity</i>	\$2,096,000	2.5 miles	\$5,280,000

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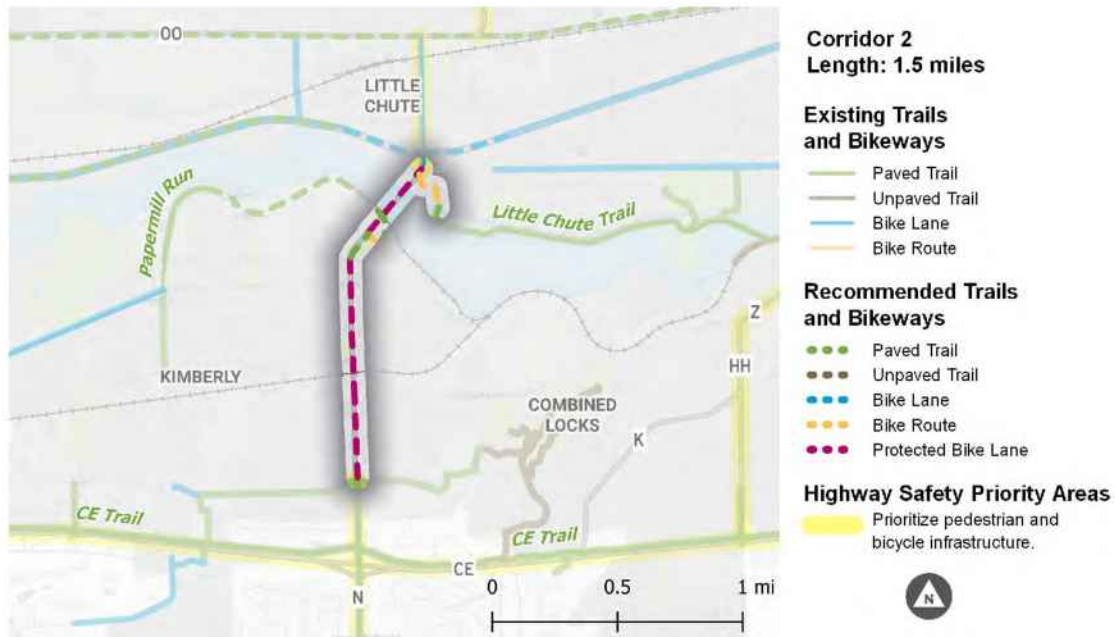
Corridor 2: Washington Street from Little Chute Trail to Kimberly High School

Description:

The project is envisioned to provide low-stress connections to two priority trails. First, it would connect the existing Little Chute Trail on the north side of the Fox River to the Paper Mill Run Trail in Kimberly on the south side of the Fox River via protected bike lanes on the Washington Street bridge. Secondly, it would provide a low stress bikeway connection that would close the gap between the trails on the Fox River and the CE Trail to the south.

Recommended Actions:

The County could evaluate whether protected bike lanes can be implemented on the Washington Street bridge by reducing the number of vehicle lanes from four to two. Because the trails in both Little Chute and Kimberly will connect to Washington Street on the east side of the bridge, a two-way protected bike lane may be a preferred solution so that trail users do not have to cross the highway twice to continue along the Fox River. For the section of Washington Street (CTH N) south of Maes Avenue, the protected bike lanes could be implemented through removal of on-street parking in some areas, and lane narrowing or lane reallocation in other areas. On-street parking near the florist at the Lamers Road intersection could be preserved by shifting the curb and gutter several feet and narrowing the terrace in that section.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Protected Bike Lanes	<i>Delineator-separated, add striping/markings</i>	\$54,000	0.3 miles	\$20,000
	<i>Construct new, curb-separated (3' additional, each side)</i>	\$844,000	0.9 miles	\$760,000
	<i>Intersection and signal modifications (each intersection)</i>	\$150,000	6 intersections	\$900,000
Shared Use Path	<i>Construct new (12') Urban, high complexity</i>	\$2,096,000	0.1 miles	\$270,000
TOTAL				\$1,950,000

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Corridor 3: Wisconsin Avenue (STH 96) from McCarthy Road to N Drew Street

Description:

The corridor is a Highway Safety Priority Area. This corridor should undergo a comprehensive corridor study to determine the safety concerns for bicyclists and pedestrians, and the other infrastructure needs, land uses, and opportunities along the highway.

Recommended Actions:

Wisconsin Avenue (STH 96) is a state highway; therefore, the County has limited authority over design decisions. The County, the City of Appleton, and the Town of Grand Chute should collaborate with WisDOT on land use and transportation planning for the corridor. A comprehensive corridor study would provide an opportunity for the various agencies to convene and discuss the land use contexts and infrastructure needs along the corridor and develop a report with recommendations to carry forward on future design efforts. This project may be eligible for Safe Streets and Roads for All (SS4A) implementation funding due to the high number of bicycle and pedestrian crashes on this section.



Corridor 3
Length: 8.33 miles

Existing Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route

Recommended Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route
- Protected Bike Lane

Highway Safety Priority Areas

Prioritize pedestrian and bicycle infrastructure.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Comprehensive Corridor Study	<i>WisDOT convenes corridor study to determine infrastructure needs</i>	Not calculated	8.3 miles	Not calculated

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Corridor 4: W Prospect Avenue (CTH BB) from Northern Road to Seminole Road

Description:

The project is envisioned to provide a sidepath between Northern Road (at Butte des Morts Country Club) and the existing bike lanes in the City of Appleton.

Recommended Actions:

This section of road has poor pavement quality and is due for repaving in the next five years. The County should therefore include this project in the County Capital Improvement Program. In addition, the County, the Town of Grand Chute, and the City of Appleton, and the Village of Fox Crossing should discuss the possibility of a jurisdictional transfer from the County to the municipalities, including the possibility that the County would build the recommended infrastructure before transferring the highway. It will be necessary to install curb and gutter along the entirety of this section to accommodate the sidepath. A sidewalk should be provided on the opposite sides as shown in the *Typical County Highway in Urban Context* cross-section in Chapter 4.



Corridor 4
Length: 1.04 miles

Existing Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route

Recommended Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route
- Protected Bike Lane

Highway Safety Priority Areas

- Prioritize pedestrian and bicycle infrastructure.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Shared Use Path	Construct new (12') <i>Urban, low complexity</i>	\$1,455,000	1.04 miles	\$1,510,000
Sidewalk	Construct new with curb ramps (5' width one side)	\$127,000	1.04 miles	\$130,000
			TOTAL	\$1,640,000

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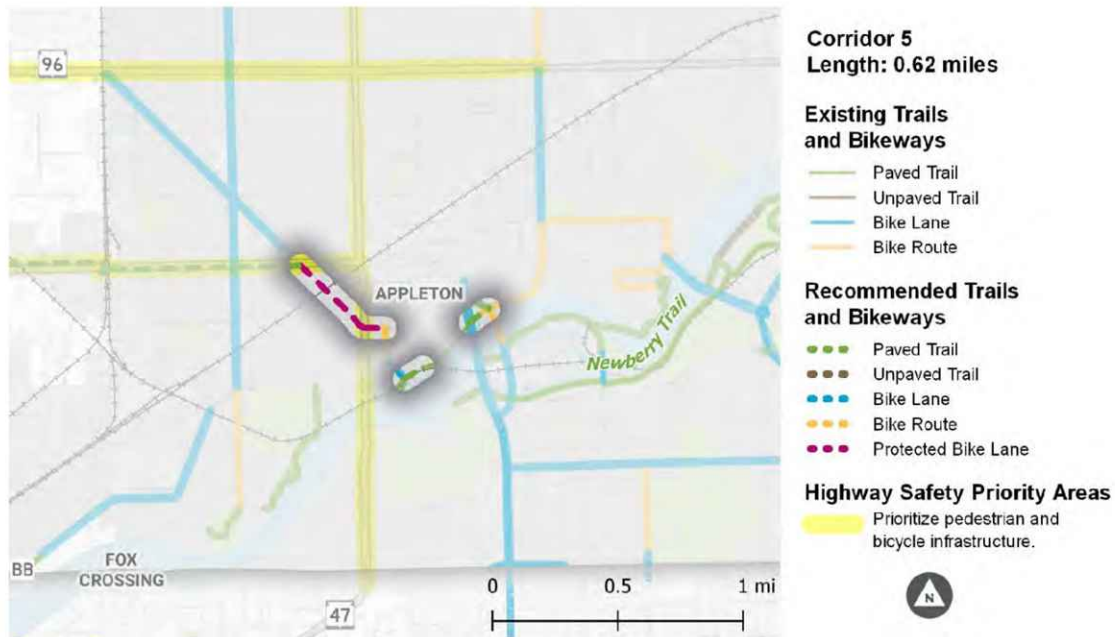
Corridor 5: Connection between W College Avenue (STH 125) and Olde Oneida Bridge

Description:

This project consists of several low-stress bikeway and trail connections that would close the gaps between the proposed path on W College Avenue along existing bike routes and bike lanes to the Ellen Kort Peace Park Trail, the Newberry Trail, and the North Island Trail. A similar route was recommended in the 2016 *Downtown Appleton Mobility Study*.

Recommended Actions:

Badger Avenue is a municipal street; therefore, the County has limited authority over design decisions. Average daily vehicle traffic on Badger Avenue (a four-lane street) is around 10,000, making it a promising candidate for potentially reallocating motor vehicle travel lanes to street-level protected bike lanes. The County can prioritize this connection and the remaining path segments through Greenways Implementation Fund grants; share costs with the City of Appleton; or sponsor part of the local match for the grants listed at the end of this chapter.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Protected Bike Lanes	<i>Delineator-separated, add striping/markings</i>	\$54,000	0.3 miles	\$20,000
	<i>Construct new, curb-separated (3' additional, each side)</i>	\$844,000	0.2 miles	\$130,000
	<i>Intersection and signal modifications (each intersection)</i>	\$150,000	7 intersections	\$1,050,000
Shared Use Path	<i>Construct new (12') Urban, low complexity</i>	\$1,455,000	0.2 miles	\$290,000
TOTAL				\$1,490,000

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Corridor 6: Wiouwash State Trail to Main Street (STH 15) in Hortonville

Description:

The project is envisioned to provide a safe bikeway connection from where the Wiouwash State Trail ends to Main Street in Hortonville with a protected bike lane on several blocks of CTH M, a path along Black Otter Creek to Miller Park, and a sidepath on Main Street (STH 15). Eventually, the project could connect to a future rail-with-trail next to the railroad that runs between New London and Hortonville.

Recommended Actions:

To implement protected bike lanes on Nash Street (CTH M), the County will need to remove on-street parking on both sides. Follow up studies are necessary to determine the feasibility and route of the path along Black Otter Creek and through Miller Park. The County could share costs to help the Village of Hortonville pay for the planning and implementation of this connection, or help Hortonville apply for one of the DNR recreational trails grants listed at the end of this chapter for the trail portion of this project.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Signed Bike Route	Install new bike route signs	\$6,000	0.5 miles	\$3,000
Protected Bike Lanes	Delineator-separated, add striping/markings	\$54,000	0.2 miles	\$10,000
	Intersection and signal modifications (each intersection)	\$150,000	2 intersections	\$300,000
Shared Use Path	Construct new (12'), rural, high complexity	\$1,397,000	0.3 miles	\$490,000
	Construct new (10'), rural, low complexity	\$970,000	0.4 miles	\$380,000
TOTAL				\$800,000

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

Corridor 7: New London: Mill Street (CTH T) from downtown New London to E Beckert Road

Description:

The project would provide bike lanes on CTH T from downtown New London to the industrial area on the southeast part of New London. Eventually, it could connect to a future rail-with-trail next to the railroad that runs between New London and Hortonville.

Recommended Actions:

In various segments of the route, the County will need to lower the speed limit, narrow travel lanes, and remove on-street parking on one –or both sides of the road to accommodate the bicycle lanes. Sidewalks should be provided on both sides as shown in the *Typical Highway County in Urban Context* cross-section in Chapter 4.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Bike Lanes	Add striping/markings	\$24,000	0.5 miles	\$10,000
	Lane diet	\$31,000	0.8 miles	\$20,000
Sidewalk	Construct new with curb ramps (5' width one side)	\$127,000	1.02 miles	\$130,000
TOTAL				\$160,000

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Corridor 8: Northland Avenue (CTH 00) from Abendroth Street to Lynddale Drive (CTH A)

Description:

This project would build trail along Northland Avenue, closing a gap to the Fox Valley Technical College Trail, thereby connecting to the I-41 overpass.

Recommended Actions:

The County will need to make significant changes to the intersection of Northland Avenue (CTH 00) and Bluemound Drive (CTH AA) to make it safe and comfortable for bicyclists and pedestrians to cross.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Shared Use Path	Construct new (12') Urban, low complexity	\$1,455,000	0.8 miles	\$1,110,000

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Corridor 9: E College Avenue (CTH CE) from STH 441 to CE Trail underpass

Description:

This corridor is a Highway Safety Priority Area. The County should use the typical cross sections in Chapter 4 to design facilities that close gaps in sidewalks and sidepaths, with a focus on providing sidewalks on the south side of E College Avenue/CTH CE. A Road Safety Audit should also be conducted to analyze how to improve safety for bicyclists and pedestrians crossing the highway along this segment.

Recommended Actions:

This section of E College Ave/CTH CE was recently reconstructed, with a multi-lane roundabout at the intersection of Eisenhower Drive which likely results in challenging and unsafe crossings for pedestrians and bicyclists. The County should study ways to improve safety of pedestrian crossings. To construct a sidepath or sidewalk on the south side of the highway without narrowing the highway, the ditches will need to be replaced with curb and gutter. The County Department of Land Services should work with the Town of Buchanan on land use planning for the corridor so that future developments incorporate safer pedestrian and bicycle circulation in site design. This project may be eligible for Safe Streets and Roads for All (SS4A) implementation funding due to the high number of bicycle and pedestrian crashes on this section. TAP funds are another possible source of funding.



Corridor 9
Length: 1.06 miles

Existing Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route

Recommended Trails and Bikeways

- Paved Trail
- Unpaved Trail
- Bike Lane
- Bike Route
- Protected Bike Lane

Highway Safety Priority Areas

Prioritize pedestrian and bicycle infrastructure.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Road Safety Audit	Analysis, field work, and recommendations for each intersection	\$12,000-\$14,000 per intersection	4 intersections	\$50,000-\$60,000
Sidewalk	Construct new with curb ramps (5' width one side)	\$127,000	1.1 miles	\$130,000

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN

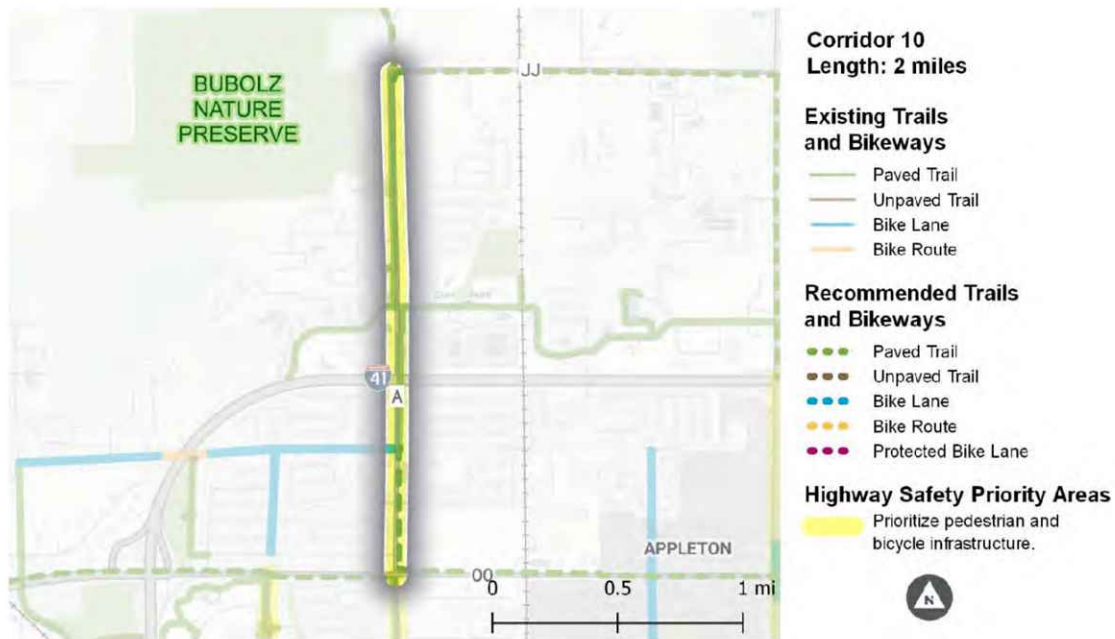
Corridor 10: Lynndale Drive (CTH A) from Edgewood Drive to Northland Avenue (CTH 00)

Description:

This corridor has an existing paved trail on at least one side of Lynndale Drive for most of the segment, but it is identified as a Highway Safety Priority Area. The County should conduct a Road Safety Audit at Lynndale Drive and Northland Avenue to determine how to improve safety along the segment for people crossing the corridor and use the typical cross sections in Chapter 4 to design facilities that close gaps in sidewalks and sidepaths and improve the safety of crossings for bicyclists and pedestrians.

Recommended Actions:

The County will need to make significant changes to the intersection of Lynndale Drive (CTH A) and Northland Avenue (CTH 00) to make it safe and comfortable for bicyclists and pedestrians prior to installing the last gap of path on Lynndale Drive. This project may be eligible for Safe Streets and Roads for All (SS4A) implementation funding due to the high number of crashes on this section.



Project Costs:

Recommendation Type	Action	Cost/Mile or Intersection	Length or Quantity	Opinion of Probable Cost
Road Safety Audit	<i>Analysis, field work, and recommendations for Lynndale Drive and Northland Avenue intersection</i>	\$15,000 per intersection	1 intersection	\$15,000
Sidewalk	<i>Construct new with curb ramps (5' width one side)</i>	\$127,000	0.9 miles	\$120,000
Shared Use Path	<i>Construct new (12') Urban, low complexity</i>	\$1,455,000	0.5 miles	\$730,000
TOTAL				\$865,000

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5.5 FUNDING STRATEGIES

This section helps explain how the Plan’s recommended projects might be funded over time. While a robust capital and operating/maintenance plan is beyond the scope of this project, the strategies documented below provide valuable decision-making guidance for consideration.

FRAMEWORK FOR THINKING ABOUT FUNDING

On an incremental basis, and for most of the non-priority connections along county highways in the Plan, the County can fund sidewalks, bikeways, and trails through the CIP when they are due for reconstruction or rehabilitation. In previous Outagamie County highway projects, the cost of building sidewalks or trails has represented a small share (3-5%) of the entire cost of the project, of which some portion was paid for by the local municipality.

For the Plan’s priority corridors, levy limitations and competing funding priorities means that the County must make tough decisions about when and how to fund active transportation projects. The amount of revenue available for pursuing the Plan’s priority projects is highly limited, especially if no new funding tools are adopted and if existing funding policies remain unchanged. This implies that the County will need to take advantage of grants and partnerships as a primary means of project implementation.

At the state level, the state shared revenue to local governments and Counties has remained nearly unchanged for almost 30 years, which has exacerbated the strain on the County’s tax levy ceiling. In July 2023, the Governor signed a new budget that increased state aids to counties but maintained the tax levy limit.

At the national level, recent federal funding authorizations associated with the American Rescue Plan Act (ARPA) and the Bipartisan Infrastructure Law (BIL) have added more funding for bicycle, pedestrian, and trail projects, with an emphasis on reducing crashes in high-risk corridors and reconnecting communities separated by freeways or railroad corridors. The Federal Highway Administration publishes a list of funding sources on the [Bicycle and Pedestrian Program Funding Opportunities](#) webpage²¹ which will be updated after guidance for some new infrastructure programs is finalized.

STRATEGIES FOR CONSIDERATION

While several recommendations related to funding can be found in Section 4.5 of this Plan, this section discusses a range of possible approaches that could be employed to implement the projects recommended in this Plan. Some require discussion and evaluation if there is interest in further exploring them.

- **Apply for federal and state grants.** Table 6 summarizes the current and most likely grant programs for land acquisition, planning, and construction of the high priority projects in this Plan. The County should establish a plan for pursuing one or more of these grants in the near-term to implement high priority projects.

Community Foundation for the Fox Valley Region: An Important Potential Partner

The Community Foundation is playing a critical role in planning and advocating for a trail connection between the Fox Cities and High Cliff State Park. For the recommendations in this Plan to come to fruition, the Community Foundation may need to play a similar role in Outagamie County. The Foundation (like the Fox Cities Greenways and other private entities) has strengths and advantages that the County does not:

- They can advocate for and promote key trails, bikeways, and infrastructure recommendations that might be controversial or where county staff must remain neutral.
- The County cannot use eminent domain to acquire land for trails, bicycle, or pedestrian ways, although they can offer to purchase easements or land from willing property owners. The Community Foundation is free to contact local landowners and negotiate easements or sales that might be above the price that a public agency is able to pay.

²¹ Federal Highway Administration, *Pedestrian and Bicycle Funding Opportunities*. www.fhwa.dot.gov/environment/bicycle_pedestrian/funding/funding_opportunities.cfm. Accessed June 13, 2023.

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- **Partner with local trail advocates.** Outagamie County is fortunate to be in a region with active supporters of trails and greenways. The County should continue to work with groups such as the Fox Cities Greenways, the Fox Cities Convention and Visitors Bureau, and the Community Foundation to further the objectives of this Plan.
- **Evaluate increasing annual Greenway Implementation Fund funding.** Outagamie County administers the Greenway Implementation Fund which offers small matching grants to local units of government to assist them in developing greenway networks that are regional in nature. In the 2023-2027 CIP, the County allocated between \$30,000 and \$40,000 per year. The County could increase annual amounts to better support local municipalities who build out bicycle and pedestrian infrastructure that align with the recommendations of this Plan.
- **Evaluate subsidizing key projects through the General Fund.** The County's General Fund contains discretionary funding that is allocated consistent with County policies, objectives, and its annual budgeting process. The General Fund can be used to pay for stand-alone preliminary engineering work necessary prior to applying for state and federal construction funds. As discussed in Chapter 4, the County could allocate additional General Fund revenues to better share the costs of constructing sidewalks or bikeways with local municipalities on recommended projects, including Highway Safety Priority Projects.
- **Evaluate use of other funding mechanisms (e.g., general obligation bonds, vehicle registration fees, sales tax, parking/trail fees, etc.).** Some communities may get creative by imposing new mechanisms to pay for active transportation expenditures. Some may divert revenue from existing mechanisms to directly pay for active transportation expenditures. If these options are pursued by the County, the project in which the funds support should be broad enough – or important enough – such that it resonates with the full community of voters. In addition, the County would need to consider criteria including magnitude of additional funding, political acceptability, fairness/equity, efficiency, and legality.

Table 6. Potential Federal and State Grants for Priority Corridors

Grant Name and Amount of Funding Available	Eligible trail or bikeway projects	Local Match	Application Deadline
Transportation Alternatives Program (TAP) <i>(apply through WisDOT)</i> \$35 million statewide in 2022	Planning and construction for both trails and on-street bikeways. Projects must have already completed preliminary engineering and environmental review (if necessary).	20%	Likely January 2024.
Surface Transportation Program-Urban <i>(apply through WisDOT)</i> \$4.5 million for Appleton (Fox Cities) urbanized area in 2023-2026	Design and construction of major collectors, arterials, or freeways within the Appleton (Fox Cities) urbanized area. ECWRPC gives a prioritized list to WisDOT as part of the selection process, awarding more points to projects that address bicycle and pedestrian improvements and safety.	20%-50%	October 27, 2024
Surface Transportation Program-Rural <i>(apply through WisDOT)</i> \$138 million statewide in 2022	Design and construction of rural highways or bridges outside of urbanized areas (primarily county highways). WisDOT uses a statewide formula to distribute STP-Rural funding, and picks projects based on that formula from the applications it receives.	20%	October 27, 2024

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Grant Name and Amount of Funding Available	Eligible trail or bikeway projects	Local Match	Application Deadline
<p>Federal Recreational Trails Program <i>(apply through DNR)</i></p> <p>\$2.4 million statewide in 2021</p>	<p>Planning, construction, and maintenance of recreational trails and trail-related facilities. May also be used for acquisition of easements for trails, with restrictions.</p>	20%	May 1, 2024
<p>Knowles-Nelson Stewardship Local Assistance Programs <i>(apply through DNR)</i></p> <p>\$6 million statewide in 2020</p>	<p>Acquisition of land or development rights for parks and trails; construction of trails and trailhead facilities.</p>	50%	May 1, 2024
<p>Land and Water Conservation Fund <i>(apply through DNR)</i></p> <p>\$7 million statewide in 2020</p>	<p>Land acquisition or projects that will provide opportunities for high-quality public outdoor recreation.</p>	50%	May 1, 2024
<p>Reconnecting Communities and Neighborhoods Program <i>(apply through Grants.gov)</i></p> <p>\$1.8 billion nationwide in 2023</p>	<p>Planning or construction of projects that reconnect communities that were cut off from economic opportunities by transportation infrastructure. For capital grants, the minimum grant award is \$5 million.</p>	20% - planning 50% - construction	Most recent solicitation ended September 28, 2023
<p>Rebuilding American Infrastructure with Sustainability and Equity (RAISE) <i>(apply through Grants.gov)</i></p> <p>\$1.5 billion nationwide in 2023</p>	<p>Planning or construction of projects that will have a significant local or regional impact. For capital grants, the minimum grant award is \$5 million in urban areas. Planning grants do not have a minimum award amount.</p>	20%	Most recent program solicitation ended in February 2023
<p>Safe Streets and Roads for All (SS4A) <i>(apply through Grants.gov)</i></p> <p>\$5 billion nationwide 2022-2026</p>	<p>Development of an action plan, or implementation of projects that address roadway safety problems identified in the action plan. Trails, sidewalks, and bikeways may be eligible if the separation of pedestrians and bicyclists is identified as a safety need in an existing action plan.</p>	20%	July 10, 2023

APPENDICES



APPENDIX A: COMMUNITY INPUT

PHASE 1 INPUT: SUMMARY OF INTERACTIVE MAP

Background

As part of the public engagement for the Outagamie County Bicycle and Pedestrian Plan, Toole Design prepared and administered an on-line mapping tool that allowed participants to input point and line data related to walking and bicycling conditions and needs.

The online map had three distinct parts:

- **Landing page.** This was the participant's first view of the online webmap where they could learn about the project and the role of the webmap.
- **Intro Survey.** The survey collected demographic information on who contributed to the webmap.
- **Interactive Webmap.** The webmap let respondents enter points or lines directly onto a map and give further details on their inputs. Respondents could comment on existing or planned biking and walking routes, as well as create new ones.

This memo summarizes input received through the webmap and should be used to help support recommendations in the Bicycle and Pedestrian Plan. Comments on the webmap are still viewable at https://tooledesign.github.io/Outagamie_Bike_Ped/#map by toggling "See what others have shared." They will remain viewable for the next several months while Toole Design staff prepare the draft recommended bikeway and trail network and pedestrian recommendations.

Webmap Timeline and Outreach

The interactive webmap was open to the public from August 1, 2022, to September 15, 2022. The County and stakeholders advertised the webmap in the following ways:

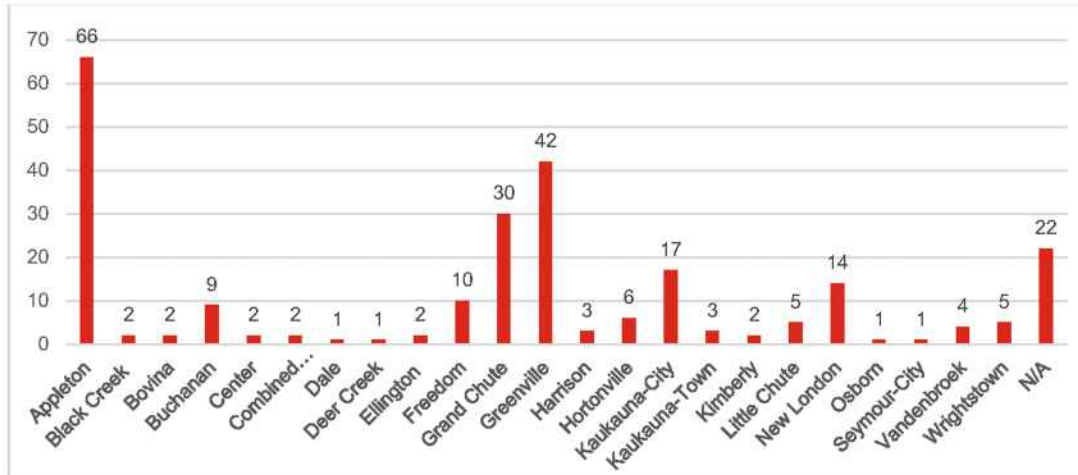
- Emails to Greenway Committee members and other Outagamie County staff.
- Email blast to 150+ stakeholders (individuals and groups).
- News article on the front page of Outagamie County's website and Development and Land Services Department webpage.
- Facebook posts on the Outagamie County Executive page, Outagamie County Parks page, Outagamie County Highway Department page, and Outagamie County Public Health Division page.
- Verbal update with paper advertisement/handouts at a quarterly Town's Association meeting and at a Fox Cities Greenway organization meeting.
- Paper advertisement/handouts at Outagamie County department lobbies.

Demographic Summary of Participants

There were over 300 individuals that contributed to the webmap, either in terms of filling out a welcome survey, submitting a point, or drawing a line. Overall, 266 of the participants filled out the demographic survey, making it reliable in representing the demographics of all the webmap respondents. Figure A-1 illustrates where the respondents lived; most lived in Appleton, Greenville, and Grand Chute, but all municipalities were represented.

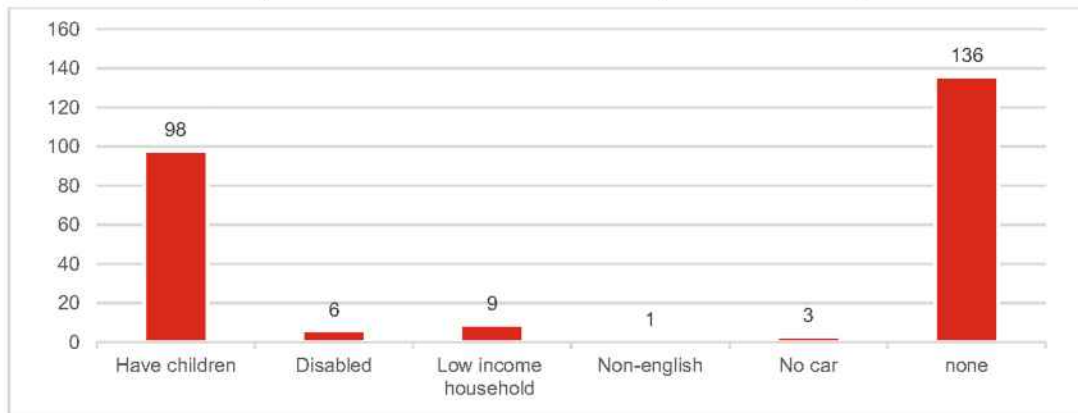
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Figure A-1 Number of Respondents by Municipality of Residence



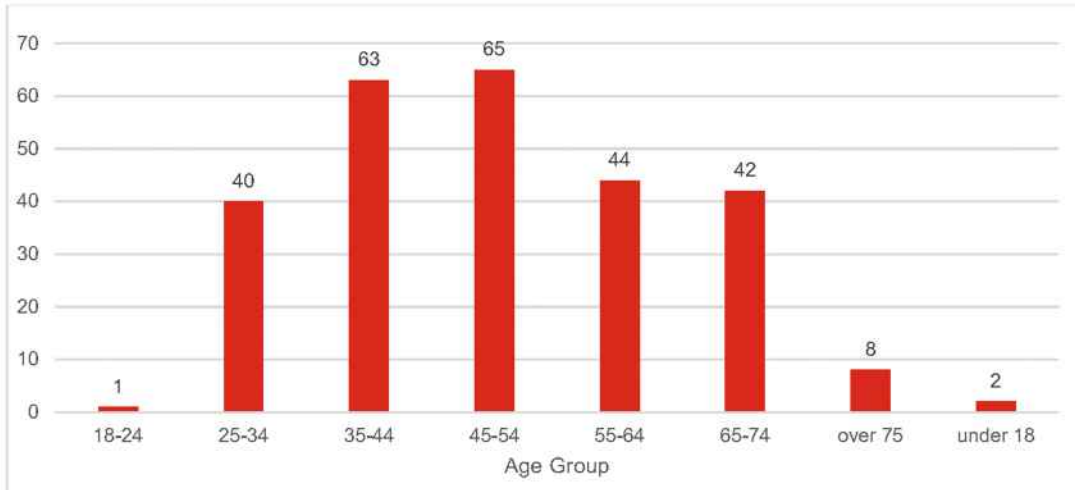
The survey also asked if respondents were in any of the following categories that could be transportation disadvantaged: having children, having a disability, being in a low-income household, being in a household with a language other than English spoken at home, and a no-car household. Figure A-2 shows that most respondents did not report having characteristics that could be considered transportation disadvantaged.

Figure A-2 Number of Respondents Who Could be Considered Transportation Disadvantaged



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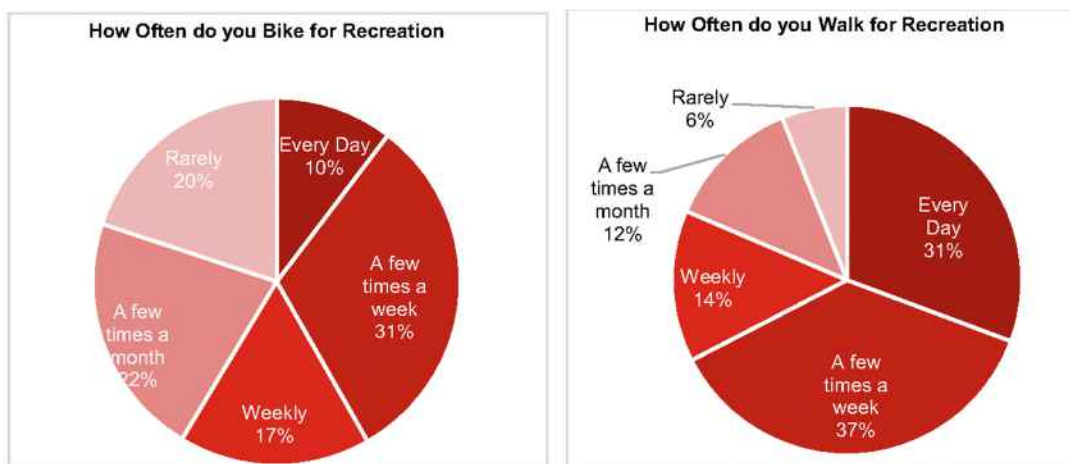
Figure A-3 Age of Respondents



The age range of respondents was well-distributed between 25 to 74 years, as shown in Figure A-3. Distribution of respondents by gender is not clear, because about a quarter of respondents (24%) left that question blank. Of the 263 people who answered the question, 151 (57%) were female.

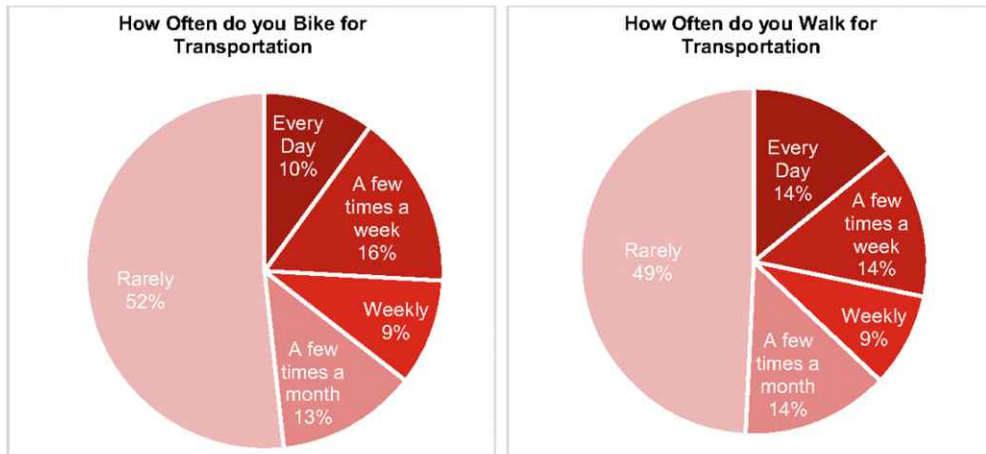
The demographic survey also asked respondents to report how often they walk and bike for recreation and transportation. Most respondents walk and bike for recreation much more frequently than they walk or bike for transportation (Figures A-4 and A-5).

Figure A-4 How often do you walk or bike for recreation?



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Figure A-5 How often do you walk or bike for transportation?



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Interactive Map Inputs

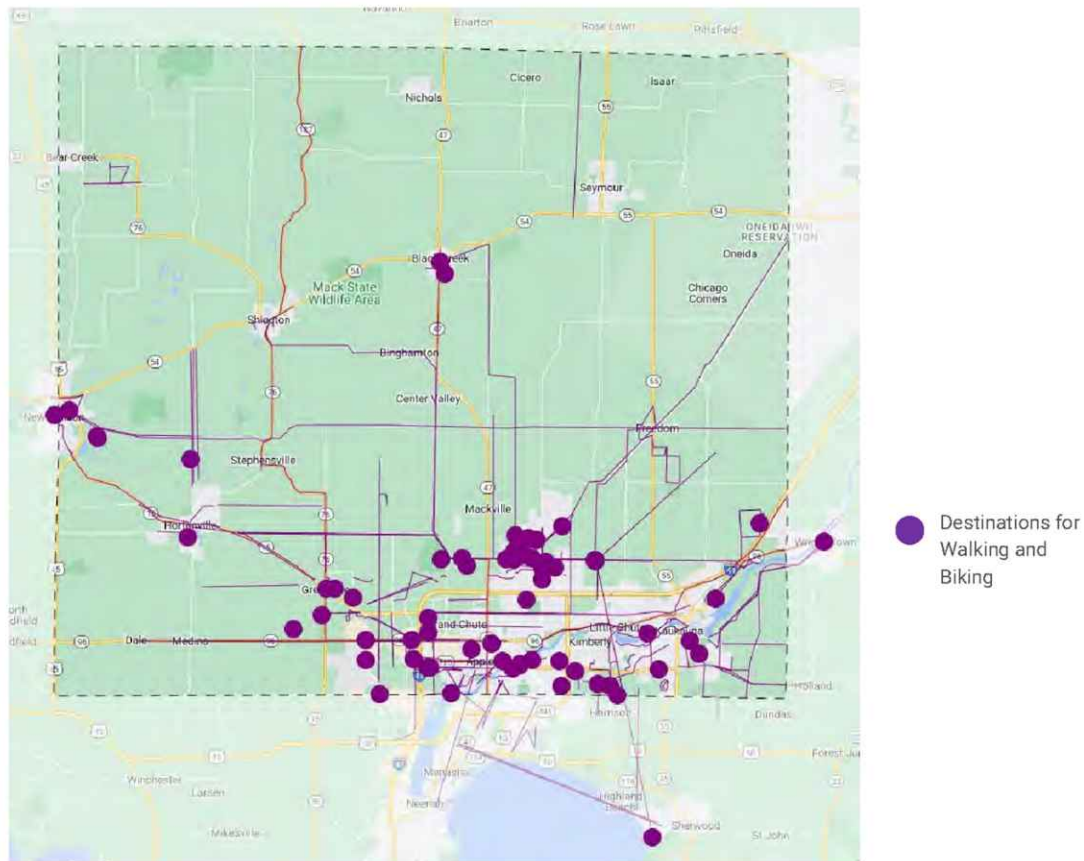
The map allowed respondents to place points or lines to identify destinations they would like to walk or bike to, where they have safety concerns when walking or biking, and current or potential routes they use. This section provides an overview of their inputs and identifies a few common themes from the input.

Point Feedback (Destinations and Safety Concerns)

Respondents were able to place points on the map to identify destinations for walking and biking and locations of potential safety concerns. Overall, there were 66 points for destinations, and 50 points for safety concerns.

Nearly all the destinations that people identified for walking and biking are trails or recreational destinations such as parks. There were also multiple respondents that identified a residential/neighborhood area as a destination for walking and biking.

Figure A-6 Destinations for Walking and Biking



Participants were given the option to leave a comment when they placed points on the map. For the sake of looking at the comments by location, the following summarizes some of the notable location-specific comments about both destinations and safety concerns.

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New London Area

- Heavy traffic to and from Amcor makes roadway dangerous for vulnerable users.

Greenville Area

- There are some bike trails on roads in Greenville, but most do not connect to each other. High speeds on the roads around Greenville make it unsafe for residents to bike.
- Fox West YMCA – The adjacent intersection can be very unsafe for pedestrians. A commenter suggested adding traffic lights or flashing pedestrian beacons as a solution and asked whether there is an opportunity to add bike lanes or a sidepath along School Road.
- Jennerjohn Park – Residents cannot access this park without crossing busy roadways.
- Bike and pedestrian safety improvements are needed at W Greenville Drive and W Wisconsin Avenue.

Central Fox Cities Area

- Spencer St needs bike lanes and sidewalks.
- The trail along Meade Street north of I 41 ends at Capitol Drive. There is heavy traffic on Meade Street between Capitol Drive and Northland Avenue and a need for a connecting bike facility.
- Improvements and extensions to the Newberry trails are needed along the Fox River in Appleton.
- Improvements to the routes and additional trail connecting to the Nelson Family Heritage Crossing in Kaukauna and Little Chute are needed.

North Appleton Area

- Fast moving traffic on E Edgewood Drive (CTH JJ) is unsafe for bicyclists to share the road with cars. A dedicated bike lane would improve safety and mitigate concerns.
- A bike lane along Edgewood Drive (CTH JJ) would greatly benefit students, families, and staff at Fox Valley Lutheran High School.

Plamann Park

- Plamann Park is a frequent destination for many bicyclists and pedestrians, but it needs better access from all directions (except for Meade Street).
- Connect Rosewood Drive subdivision to the park.
- Connect park to north Appleton streets and Apple Creek Trails.

Kaukauna

- Roundabouts along the CE trail may be dangerous for bicyclists and pedestrians. Drivers are more focused on the flow of traffic and are not looking for bikes and pedestrians.
- Hillcrest Drive is a route often used to get from Kaukauna to the CE trail. Between CE and Cleveland Avenue, there are bike lanes. North of Cleveland Avenue there is no bike lane and no room for bikes which requires bicyclists to ride on the sidewalk.
- Connect Appleton area to the Fox River Trail in Brown County.

Destinations Outside the County

- Getting out to High Cliff with narrow country roads is a challenge.
- More connections to Calumet County (especially Calumet County Park) are needed.
- CTH ZZ is a beautiful connection between Kaukauna and Wrightstown and is also a connection to Green Bay for recreational road cyclists.
- A safe biking route from Neenah to Menasha to Appleton is desired.

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Figure A-7 Locations with safety concerns (County-wide)

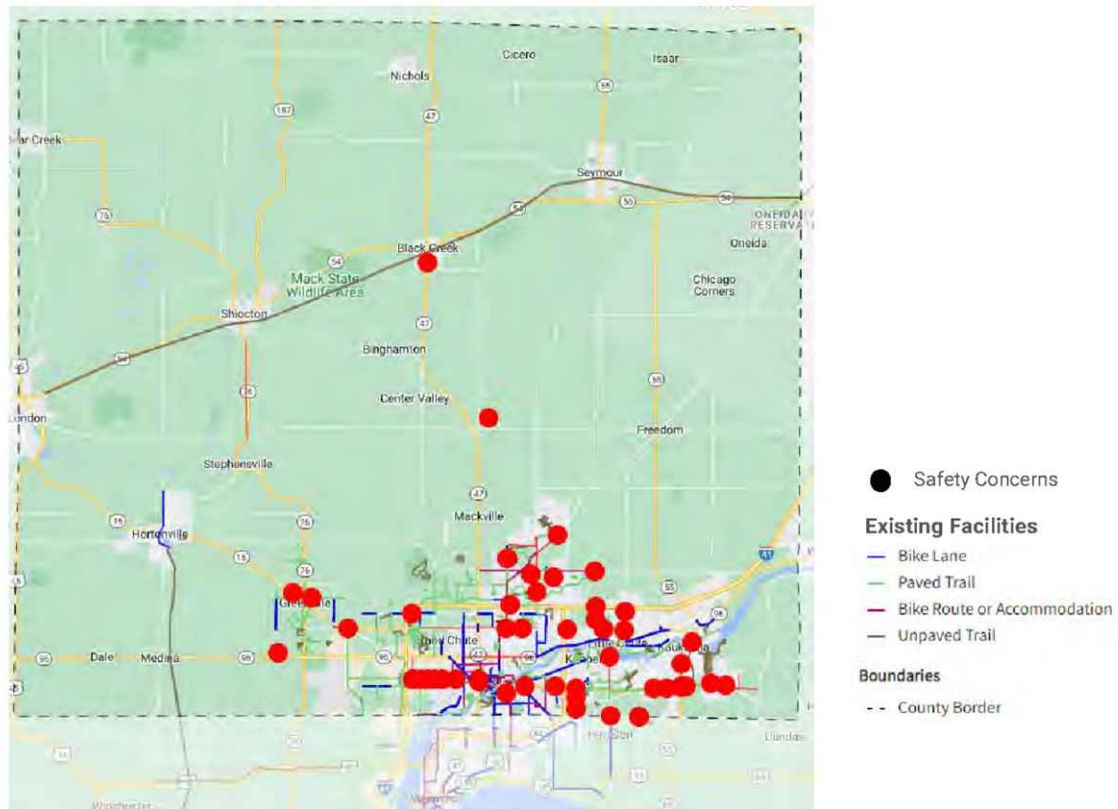
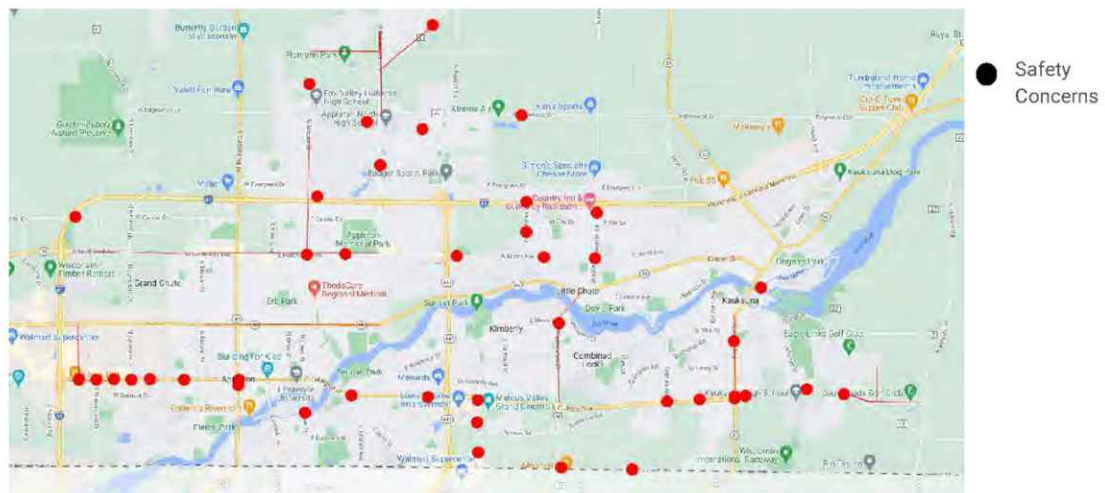


Figure A-8 Corridors with safety concerns (urban Fox Cities area)



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Corridors with Safety Concerns.

Most safety concerns were in the urban Fox Cities area. A few locations that stand out for having multiple safety concerns include the following:

- W College Avenue (STH 125) between Interstate 41 and N Richmond Street
- E College Avenue between S Walter Ave and Haas Road
- Northland Avenue between Greenville Dr and Highway 441
- W North Avenue between N French Rd and Freedom Road
- Eisenhower Drive between E College Ave and Springfield Dr in Kimberly
- Crooks Avenue (STH 55) between E 12th St and E College Ave in Kaukauna

Line Feedback

In addition to points, respondents were able to highlight routes and corridors on the webmap. Respondents drew 188 lines on the interactive webmap: 170 were to identify current or potential walking and biking routes, and 18 were to identify safety concerns. For the sake of looking at the comments by location, the following consolidates some of the notable location-specific routes.

The following summarizes some of the notable and location-specific comments:

East of New London

- Newton Blackmour State Trail – Extend from western terminus to City of New London.
- CTH S – Possible connection to New London and Mosquito Hill Nature Center.

North of Hortonville

- N Olk Street – Possible location for a shared use path to continue the Wiouwash State Trail.

Greenville

- W Wisconsin Avenue (STH 96) – A trail along this road could connect the Wiouwash State Trail to the Appleton area.
- Mayflower Road – Possible shared use path, intersection improvements to make it safe for bicyclists and pedestrians.

North Appleton Area

- Northland Avenue – Shared use path separated from traffic to serve businesses along the corridor and make more multimodal trips possible.
- Edgewood Drive – Many students use this roadway; an off-street trail would improve comfort and safety for kids walking and biking to school.

Central Appleton Area

- W College Avenue – Connects multiple commercial and social service areas, currently people must walk on the shoulder.
- W Spencer Street – Would provide an alternate route to College Ave that is much slower and lower traffic volumes.
- N Green Bay Road – Potential bike path to connect the Newberry Trail to Peabody Park.

Freedom

- CTH E – Would provide a connection between Appleton and to nearby town of Freedom. Off-road paths for kids to bike to school and feel safe would also be beneficial for the high school cross-country team to train.

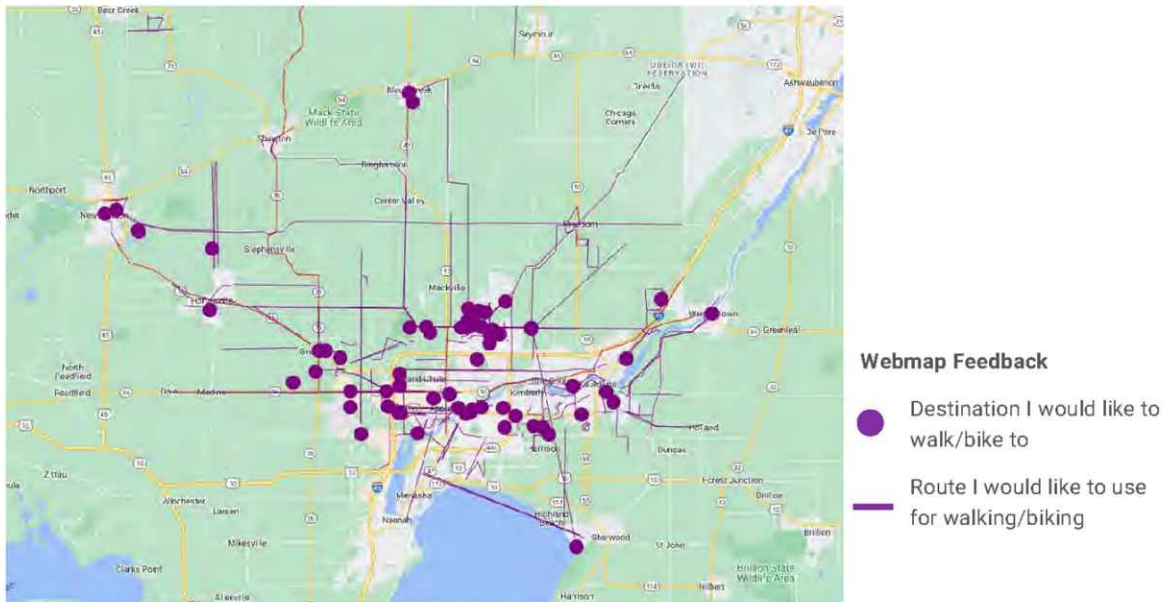
Outside the County

- County Rd. ZZ – Great connection to the CE trail.
- Trail to High Cliff State Park – Existing route is along narrow rural roads and unsafe for most cyclists who want to access the park.

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- Trail to Green Bay – Opportunity to create a route along the Fox river to the Green Bay area.

Figure A-9 Current or potential walking and biking routes



Summary and Takeaways

The interactive webmap feedback showed that there is strong interest in walking and biking for recreation in Outagamie County. Respondents clearly want more and better connections to parks and recreational trails, and there is some interest in providing bikeways for students, especially high school students. With respect to safety concerns, one clear theme is the need to improve pedestrian crossings across major roads, especially in the urban area. These are themes we will continue to explore as we establish guiding principles or goals with the Greenway Committee for the next stage of the Outagamie County Bicycle and Pedestrian Plan process.

The webmap input will help by providing additional context about specific locations that are difficult to understand simply looking at a map or Streetview image. That said, given that most respondents did not represent populations that could be considered transportation disadvantaged, we will consider how to better reach out to those populations in the next phase of engagement.

PHASE 2 INPUT: REVIEWING DRAFT GOALS AND RECOMMENDATIONS

This section summarizes the input gathered during the second round of public engagement on the Outagamie County Bicycle and Pedestrian Plan, which took place in March and early April of 2023. The purpose of this second phase of public engagement was to gather feedback on the draft recommendations in the Plan. Four engagement methods were used during this phase:

- Online polls asking for input on draft infrastructure recommendations and “one pager” design guidance and cross section graphics for future County Highways.
- Presentations to various County standing committees.
- Presentation and discussion about recommendations with the County’s Greenway Committee.
- Focus groups with people and agencies representing people of color and people with disabilities in Outagamie County.

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Online Polls

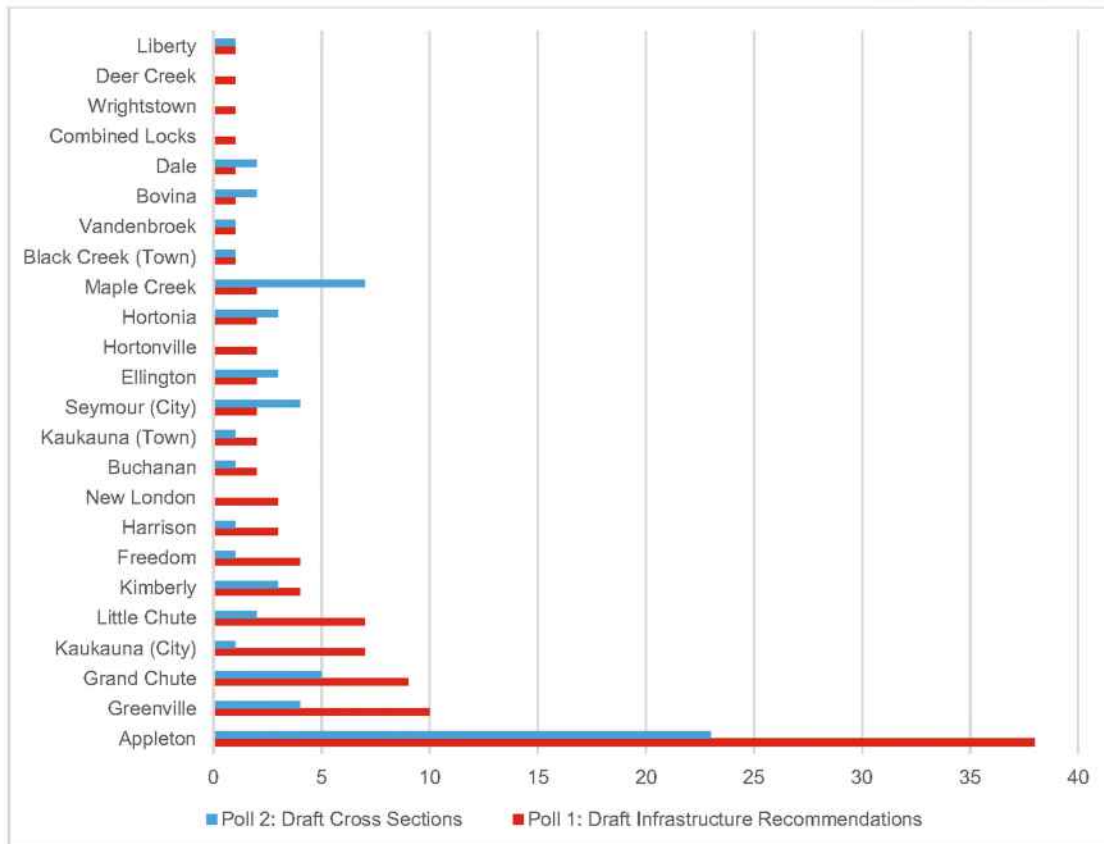
Between March 15, 2023, and April 19, 2023, the County advertised two online "polls" that residents and stakeholders could take to provide feedback on the plan's draft recommendations. In the first poll, respondents were asked to review and comment on the draft infrastructure recommendations and to provide input on draft plan goals and prioritization factors. In the second poll, respondents were asked to review and share feedback on proposed highway cross-sections for future County highway resurfacing/reconstruction projects. The County advertised the two polls in the following ways:

- Emails to Greenway Committee members, County Supervisors, and Outagamie County staff.
- Email blast to 150+ stakeholders, including representatives of towns and municipalities in Outagamie County.
- News article on the front page of the County's website.
- Press release to local news outlets.
- Facebook posts on the Outagamie County Executive page, Outagamie County Parks page, and Outagamie County Public Health Division page.
- Mentions at County standing committee meetings, at the Greenway Committee meeting, and at the three focus groups.

Poll Respondent Demographics

There were 119 respondents to the first poll and 70 respondents to the second poll. The highest number of poll respondents were from Appleton (38 and 23), but most communities were represented in both polls.

Figure A-10 Number of Respondents to Polls #1 and #2 by Municipality of Residence

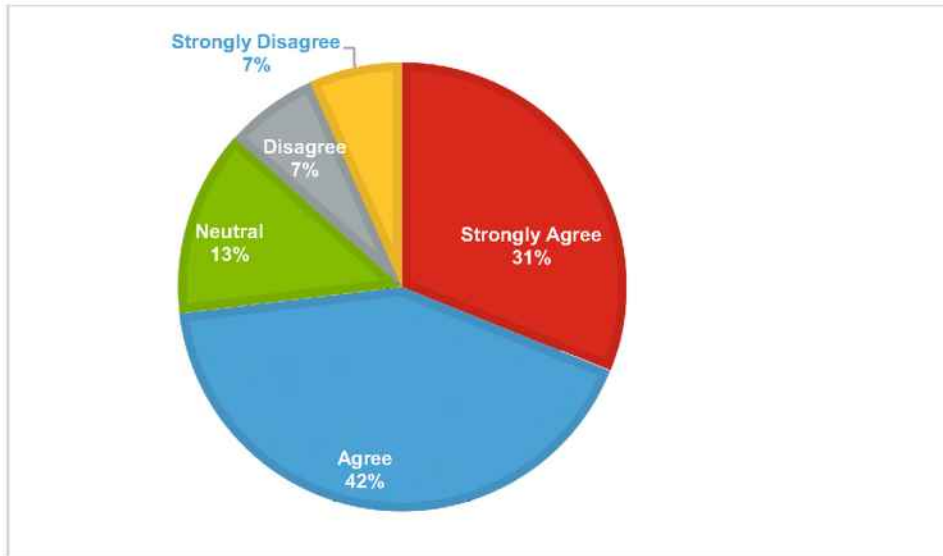


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Summary of Comments on Draft Infrastructure Recommendation

The survey included a map of the proposed bicycle and pedestrian recommendations for Outagamie County. A majority (73%) agreed with the recommendations; 14% disagreed with the recommendations to some extent.

Figure A-11 Respondents' agreement with proposed bicycle and pedestrian recommendations



Much of the agreement around the recommendations, based on open ended responses, was due to the following:

- **Prevalence of trails.** Many respondents emphasized how they didn't feel safe on high speed and/or high traffic roadways and appreciated the emphasis on off-street trails. Trails, according to respondents, will encourage more people of all ages and abilities to use the routes for both recreational and commuting purposes.
- **Proposals on specific County Highways.** The proposed trails along County Highways OO, JJ, and E, along with WIS 15, were all emphasized as much needed routes and improvements.
- **Connections between existing bicycle and pedestrian routes.** Respondents appreciated how the proposed routes attempt to connect bicycle and pedestrian infrastructure that already exists. They noted how these connections will make longer rides more feasible and intra-community trips more pleasant.

There were also comments that offered suggestions to the proposed network, including:

- **North of Appleton.** Respondents felt that there should be more identified routes north of Appleton where development is occurring.
- **Cross-county connections.** Respondents noticed gaps in direct east/west routes and, notably, north/south routes. This concern was specifically noted for areas north of Appleton.
- **Safety Priority Areas.** Respondents were confused about exactly what a Safety Priority Area was and what they could assume (or not assume) would be proposed for those areas. Additionally, Wisconsin Ave was suggested as an additional Safety Priority Area.
- **Local connections.** One respondent noted that while the proposed network does seem to serve the region better than in the past, it needed more local connections to schools, parks, and public places. They believed that there were more opportunities to have people make these shorter trips by foot or bike

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versus longer (and potential commute) trips in the region, which the proposed network seemed to emphasize.

Lastly, a few respondents commented on the practicality of the plan, and proposed bike and pedestrian projects. While these points are not directly related to proposed bicycle and pedestrian recommendations, they should be kept in mind when writing the plan, framing its importance, and in having community conversations:

- **Lack of demand.** One respondent was skeptical of whether there is the need to expand bicycle and pedestrian facilities, as they do not currently see many people biking or walking along many of the proposed routes.
- **Competition with other County projects.** A respondent wondered if and how these bicycle and pedestrian projects might compete with other County roadway priorities, noting that some existing infrastructure is failing.
- **Focus on recreational, utilitarian, or commute-focused bicycling.** A few respondents noted how they were supportive of trails in the community but questioned whether it makes sense to have any bike facilities on higher speed and, potentially, more crash-prone roads in the county. They believed the highest potential for use was on trails within the neighborhoods, and that bike lanes on high-speed roads and highways should not be a priority.

Input on Goals

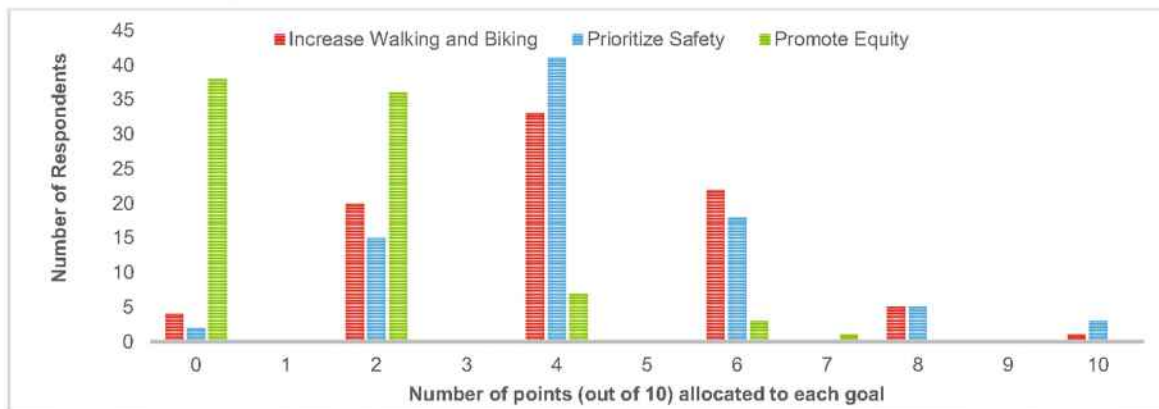
The Bicycle and Pedestrian Plan is recommending that new trails, bikeways, and county highway safety projects be prioritized based on these three goals:

- Increase Walking and Biking
- Prioritize Safety
- Promote Equity

Survey respondents were asked if they agreed with using these goals to prioritize projects. Over 85% of respondents agreed that these three goals made sense and should be used.

That said, there was a high level of variability as to how the goals might be weighted when prioritizing projects. Figure A-12 shows the frequency of "point" scores respondents gave each goal if they had 10 points to distribute amongst them. As shown, "prioritizing safety" and "increasing walking and biking" generally received more points compared to "promoting equity," which most respondents gave two points or less. Averaging the scores for each goal leads to a similar conclusion: Increase walking and biking (4.8 average score), prioritize safety (4.9 average score), and promote equity (3.0 average score)

Figure A-12 Results of goal prioritization exercise



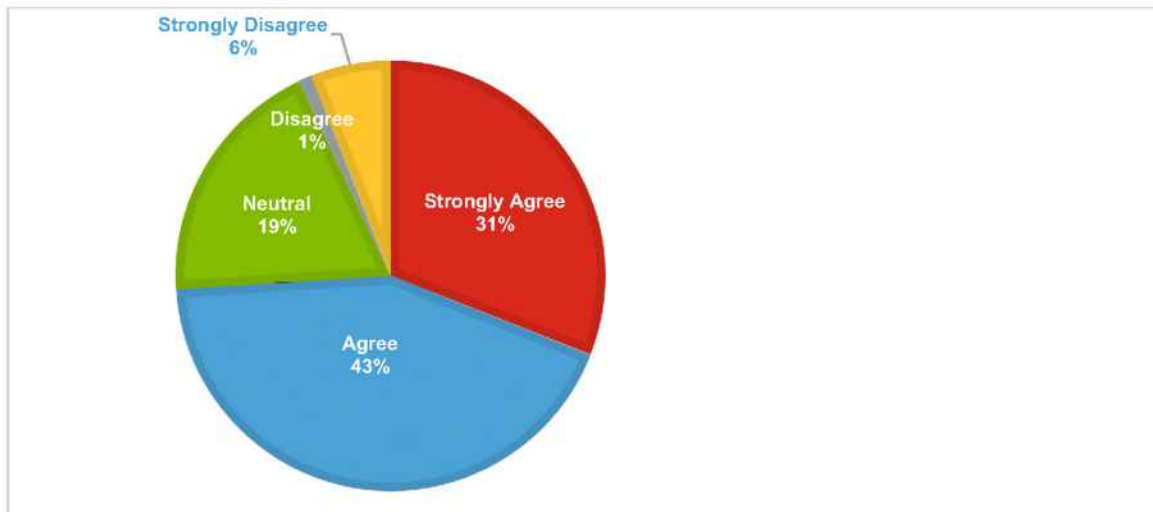
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Summary of Comments on Draft Recommended Cross Sections

The second poll asked respondents to review a suite of proposed cross sections which described standards for how bicycle and pedestrian infrastructure (lanes, paths, sidewalks, etc.) might look on future County Highways depending on its context, vehicle volume, speed limit, or number of lanes.

Of the respondents, the majority agreed with the proposed cross sections. Nearly 75% of respondents strongly agreed or agreed with what was proposed.

Figure A-13 Respondent support for draft cross sections



But even with the high level of support for the cross sections, the respondents still had a few concerns:

- Having two-way bicycle traffic on one side of the roadway is confusing for both people biking and driving.
- Off-street paths would be preferred for every cross section.
- As possible, people bicycling and people walking should be separated to reduce conflicts.
- If side paths are not viable, thought should be given to having a wider outside lane.
- Separated bike lanes should be present on the Urban Context cross sections where there is no on-street parking.

Importance of County/Local Government

Lastly, survey respondents were asked about the importance of County/local government investment in bicycle and pedestrian systems. Over 90% of the respondents thought that government investment was either "very important" (67%) or "important" (23%), with the remaining categories only having small levels of support (somewhat important - 3%, neutral - 4%, not at all important - 3%).

Presentations to County Standing Committees

County staff presented on the Plan's progress to date and initial recommendations at four standing committees:

- Property, Airport, Recreation, and Economic Development Committee (February 14, 2023)
- Zoning Committee (February 28, 2023)
- Highway, Recycling, and Solid Waste Committee (February 28, 2023)
- Health and Human Services Committee (April 10, 2023)

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Committee members asked questions and provided comments for consideration. The following summarizes the key topics and considerations they highlighted to County staff:

- **Funding:** A Supervisor voiced concern about funding for bikeways and trails, especially from the perspective of Towns. There is already a lack of funding to maintain the roads and adding bikeway and trail mileage could increase competition for already scarce maintenance dollars. Another Supervisor suggested the County consider a trail sponsorship program (like the Adopt a Highway program) where fees are paid to support trail maintenance.
- **Land Acquisition:** A Supervisor commented that recent rail system connection proposals may increase competition for land in rural areas. Acquisition of land should be considered as part of this Plan. Another supervisor asked about eminent domain, wondering whether the County could acquire land if property owners were not interested in selling. The implementation of this Plan should not be controversial in this way.
- **Balancing Diverse Perspectives:** Regarding the proposed highway cross sections, a supervisor inquired why the County would provide bicycle and pedestrian infrastructure as well as greenspace between this infrastructure and vehicle routes, when that space could be dedicated to additional vehicle lanes. They wondered why we would fund this infrastructure when, so few people bike in the county. It was suggested that an explanation of the need for bicycle and pedestrian accommodations (e.g., the impact/benefits of active transportation options and policy direction from federal/state governments) could be useful. Many supervisors liked the direction of this Plan and appreciated that the Plan is looking at the bicycle and pedestrian network from different perspectives.
- **Amenities:** There was a discussion of the need for more trail and bike wayfinding signage. There are concerns that we do not have enough signage or signage in the right places.

Greenway Committee

The project team presented the draft recommendations to the Greenway Committee on March 22, 2023. Committee members provided the following input on the draft recommendations:

- Be consistent in labeling and defining "equity priority areas" or "environmental justice areas" or "community stress" in the Plan's text and maps.
- Ensure that rural areas are represented well in the community stress index (since some of the rural parts of the county are lower income).
- With respect to performance measures, consider measuring plan implementation and connections with *percent* of priority trail connections built, not just *miles* of priority trail connections built.
- Committee members agreed with the proposed recommendation to update Administrative Rule 10-02 to give the County more flexibility to pay for bicycle and pedestrian accommodations along County Highways.
- There was substantial discussion, and some disagreement, about how to support rural communities in applying for project support from the Outagamie County Greenway Fund or provide bikeways and paths in rural areas of Outagamie County. In general, there was agreement that the northern part of the County was lacking in bikeway connections under the draft plan, but that the more rural areas might not consider bikeways a priority. There was a brief discussion following a recommendation to pave a larger section of shoulder along rural County highways than is dictated by current policy. County project management staff agreed to identify some rural county highway "backbone routes" on which the County would pave wider shoulders.
- Committee members suggested adding more north-south connections in Outagamie County between the Fox Cities and the Newton-Blackmour trail.
- Committee members undertook an exercise on Mentimeter to help project management staff prioritize projects under the plan, to develop a list of top 10 projects. The Mentimeter poll of the 10 committee members resulted in the following ranking of possible criteria for projects:

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- Committee members discussed whether feasibility should really be prioritized or if it is automatically accounted for as most trail and bikeway projects are completed in an opportunistic fashion (e.g., as highways are reconstructed, or vacant land is redeveloped). The discussion seemed to indicate that feasibility should not be included in project prioritization rankings.

Focus Groups

The project team invited 23 people from agencies and organizations serving or representing bicycle and pedestrian advocates, people of color, low-income people, and people with disabilities to attend three focus groups to discuss the draft recommendations. Of those invited, 14 people attended the focus groups which were held in early April 2023. The project team led focus group participants through a discussion of the Plan's draft vision and goals, project prioritization criteria, and the highway cross-section one-pagers.

Summary of Focus Group Input

The following themes emerged from the conversations:

- Many focus group members agreed with the three goals of promoting equity, improving safety, and increasing walking and biking.
- When considering "inclusion" for people with disabilities, consider the needs of people using specialized bicycles such as tri-shaws, trikes, or tandems. These kinds of special bicycles require more room on trails and paths. Even if they are not riding a special wide bicycle, a person with a disability would feel more comfortable with a wider trail or bike lane because if they travel slower, they don't feel like they are slowing other people down and requiring themselves/others to ride closer to traffic. To promote inclusion, ensure that paths and bike lanes are wide enough for all users.
- Multiple focus group participants discussed how important it is to separate people on bikes from motor vehicle traffic, both for the goal of improving safety, and encouraging more walking and biking. Most people do not feel safe sharing a road with drivers.
- College Avenue and Wisconsin Avenue should both be priorities for biking and walking facilities. There are several shelters for unhoused people along W College Avenue/STH 125 in areas where sidewalks are missing and alternative connections on local back streets are unavailable.
- There should be a more conscious effort to promote trails to the community, through marketing and communications, because many people don't know about the trails or where they go.
- For prioritizing pedestrian and bicycle infrastructure projects, most focus group participants agreed the top four criteria should be:

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- Project closes a gap in the trail and bikeway network.
- Project is in an area with high walking and biking trip potential.
- Project is along a corridor with medium to high pedestrian and bicycle crash density.
- Project is in an equity priority area identified by ECWRPC's Community stress index as having "high stress."
- The design guidance on the "county highway in urban context" one-pager should reduce the typical speeds for bike lanes with on-street parking from 35 to 25-30 and reduce speeds overall in urban cores.

PHASE 3 OF PUBLIC INPUT: FEEDBACK ON THE DRAFT PLAN DOCUMENT

This memorandum summarizes the input gathered during the third round of public engagement on the Outagamie County Bicycle and Pedestrian Plan, which took place in August 2023. The purpose of this third phase of public engagement was to gather feedback on the draft Plan. Two online polls were used during this phase. Both online surveys were open between July 14, 2023, through August 21, 2023.

- Online survey shared with the public, asking for input on the draft Plan
- Online survey shared via email with representatives of towns and municipalities in Outagamie County, asking for comments on the draft Plan, with special attention paid to the policy and programming recommendations and the top 10 priority corridors.

Survey for General Public

In the survey shared with the public, respondents were asked to review and comment on the draft Plan, which was shared as a PDF on the County webpage. There were 14 people that reviewed the plan and filled out the survey; the number of respondents from each municipality or town is shown in Figure A-14.

Figure A-14: Number of Respondents to General Public Survey

Municipality/Town	Number
Appleton	4
Buchanan	1
Grand Chute	4
Kaukauna	3
Kimberly	1
Wrightstown	1

Summary of Comments on Draft Plan

The survey asked respondents to comment on each of the chapters in the plan, one at a time. "Do you have any comments about Chapter 1?" "Do you have any comments about chapter 2?" etc.

Noteworthy comments are reprinted below in italics (verbatim), along with the consultant (Toole Design) response.

Chapter 1 (Introduction)

- *It outlines the motivations and goals clearly. I particularly appreciate the focus on closing gaps & improving connectivity, because in my experience, that's sorely lacking in the Fox Cities. If a county plan can help communities cooperate & coordinate, then that's a huge benefit.*

Chapter 2 (Community Input)

No noteworthy comments.

Chapter 3 (Planning Approach)

- *Fig.9 (and Fig. 21) shows a proposed trail between County Rd. "OO" and Evergreen Dr. in Kaukauna. This trail exists and was constructed several years ago.*
 - Toole Design Response: The commenter appears to be talking about a trail on Rose Hill Road (CTH CC). The County Highway Department confirmed that this trail does not exist.
- *Bike and Ped crashes are an important factor in the plan however this section does not note if the crashes are vehicle related, road hazard, or other. The word vehicle is not even used. Perhaps an explanation of what*

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defined a crash or how the data was derived. This may help formulating improvements to help mitigate dangers.

- Toole Design Response: The text in this section will be revised to clarify what percentage of the crashes were between a vehicle and a bicyclist or a pedestrian.
- *Include the Village of Wrightstown and our Bike and Ped Plan in the document.*
 - Toole Design Response: The Village of Wrightstown's Bike Ped Plan was reviewed, following this survey and receipt of the PDF of the Village's plan. The proposed trails and bicycle facilities will be added to the previously-proposed facilities map in Chapter 3. Those facilities were considered for inclusion in the recommended County-wide bicycle and trail network.
- *3.2 p. 18 The route designated as a bike route between Meade Street and Ballard Road on Appleton Creek Road, is designated a bike route, but there aren't any significant accommodations. A 6-foot-wide shoulder DOES exist on CTH E between Ballard Rd (CTH EE) and the Apple Creek YMCA- this is frequently used and maybe should be noted as existing.*
 - Toole Design Response: No change. The map displays routes that are designated by municipalities as bike routes or bicycle accommodation. Toole Design did not measure whether these accommodations were sufficient for most bicyclists. The map also not display any paved shoulders that provide possible bicycle accommodation, because it is complex to determine whether a paved shoulder is sufficient accommodation without also measuring traffic volumes and truck traffic. In any case, designating the existing shoulder as an existing facility would de-emphasize the necessity of building a path along Appleton Creek Road.

Chapter 4 (Recommendations)

- *I am not sure that the Highway KK corridor from Hwy N east to STH 55 was addressed adequately.*
 - Toole Design Response: The Plan identifies portions of that section of Highway KK as a Highway Safety Priority Area, but does not include any recommended bicycle facilities on that section:



Previous plans have recommended bike facilities, including ECWRPC, which identifies it as a "Big Idea Connection"



The recommendations were updated to include a shared-use path along CTH KK in the final version of this Plan.

- *Page 35 4.1 Toolbox. Unpaved trail/Shared use path identifies potential winter use but should also note horse use on some trails which may be an expanding future opportunity.*
 - Toole Design Response. The text in this section was revised to add that unpaved trails may also allow equestrian users.

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- *Fig. 20 shows the North/South County Roads "A" and "PP" do not line up. A connection, perhaps on County Road "S" may be considered for a link between the Fox Cities and Newton Blackmour Trail. Also Seymour North to Co. Rd. "VV".*
 - Toole Design Response. Toole Design reviewed this comment but did not recommend any changes to the Plan.
- *On page 44, Hillcrest Drive from Cleveland Avenue to CE trail. A suggested reroute would be Cleveland Avenue to south on Orchard Drive to east on Cherry Street to south on Peters Road. There is a sidewalk at the turn of Peters road that the city put in which goes directly to the CE trail. This is directly across the road from County CE and Kaukauna High School. This gives the option of going east or west on the trail. Going east leads directly to a controlled intersection for a pedestrian crossing. This limits being on County Q as this road is limited in width with cars parking on both sides of the street. This road was resurfaced in 2022, so other than painting would be surprised to see this widened out.*
 - Toole Design Response. Toole Design reviewed this comment but did not recommend any changes to the Plan.

Two commenters mentioned Wisconsin Avenue/STH 96 between Appleton and Little Chute:

- *The recommendations flow directly from the planning principles, and the maps on pages 38-39 is super exciting to see - it makes me want to keep advocating hard to make it a reality. Just a small note, but I'm surprised not to see Hwy 96 with a blue bike lane marker on page 39. It's a terrible bike lane and we should absolutely focus on improving it, but there is a marked/signed lane on 96 between Appleton and Little Chute. I was sad to see that segment of Hwy 96 not highlighted in yellow as a priority area on page 41 too.*
- *Please consider protecting 96/Wisconsin Ave between Appleton and Little Chute. Flexible posts would work.*
 - Toole Design Response. The map on page 39 does show the existing bike lane on STH 96 between Ballard Avenue/CTH E almost to downtown Little Chute. The infrastructure recommendations were updated to include a shared-use path between Appleton and Little Chute.

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Chapter 4 (Policy and Program Recommendations)

The survey asked respondents to list what they think are the three most important policies or programs that County staff should work on. The policy with the most mentions was the recommendation for the Highway Department to implement safety infrastructure. Two people mentioned updating AR 10-02. No other policy received more than one mention.

Figure A-15: Number of Respondents Mentioning Certain Policies as Being Important

Policy	Number of Mentions
Highway Department to implement safety infrastructure	5
Update AR 10-02	2

Chapter 5 (Implementation and Priority Corridors)

Noteworthy comments on this chapter:

- *There is a stretch of trail along the Fox River Locks in Kaukauna on the North side of the Fox River that ends just south of a quarry. The only way from the end of this trail back to more populated residential areas to the North is along Plank Road. This road has very low traffic, very secluded, and is extremely sketchy for walkers/bikers alone. I believe a safer route from the end of this trail back to another trail, or more populated areas should be a priority.*
 - Toole Design reviewed this comment but did not recommend any changes to the County-level bikeway and trail network in this Plan.

Survey for Representatives of Towns and Municipalities

In the survey shared with the owns and Municipalities, respondents were also asked to review and comment on the draft Plan, which was shared as a PDF on the County webpage. Six people reviewed the plan and filled out the survey, representing Appleton, Grand Chute, Little Chute, Wrightstown, and the towns of Center and Osborn.

Policies and Programs

The survey asked respondents to rate the importance of each policy or program recommendation listed in the Plan. Noteworthy policies that were noted as “Very Important” by three or more commenters are listed below. Toole Design updated the Plan to highlight these policies.

Highway Department

- Refer to Highway Safety Priority Areas, the priority trail connections, and the typical cross section guidance in the Plan during highway reconstruction and repaving projects.
- Update AR 10-02 to allow the County Highway Department more flexibility to fund priorities identified in this Plan
- Apply for Safe Streets and Roads for All (SS4A) Implementation Grants
- Pursue grant funding
- Support communities building SRTS infrastructure on County highways (*this received five votes for “Very Important”, more than any other policy*)

Development and Land Services Department

- Pursue grant funding sources for pedestrian and bicycle facilities (*this received four votes for “Very Important”).*

Parks Department

- Develop a strategy and structure for assigning maintenance responsibilities for recreational trails in rural areas
- Pursue grant funding sources for pedestrian and bicycle facilities

Health and Human Services Department

No policy or program was considered Very Important by more than one respondent.

Sheriff Department

No policy or program was considered Very Important by more than two respondents.

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Evaluation

The evaluation measures that more than four people voted as "Important" or "Very Important" were:

- Track miles of trail connections
- Track bicycle and pedestrian crash data
- Provide a tool to allow people to report issues with the walking and biking network.

Comments about the Policy and Program Recommendations Documented in the Plan

The representative from the City of Appleton wrote:

- *Pg. 51 Subdivision Regulations. The City of Appleton is exploring options of 5' sidewalk and 10' sidepath on all collector/arterial streets. The City allows 10' sidepath, the draft plan is considering 11' for minimum sidepath. Road design for 45-55 MPH called out a widen shoulder for bicyclist. We would add signage and symbols on the pavement for educational purposes.*
 - Toole Design response: Toole Design reviewed this comment but did not recommend any changes to the Plan.

Priority Corridors

The survey asked municipal and town representatives if they had any comments or concerns about each of the priority corridors.

Priority Corridor 1: College Avenue (STH 125) from Mall Drive to Badger Avenue

The representative from the City of Appleton wrote:

- *Has the feasibility been explored to extend the path to Badger Avenue? Currently the City has sidewalks on both sides starting at Linwood Avenue.*
 - Toole Design response: Toole Design believes this recommendation is feasible, although it would likely require the removal of street trees and design treatments at driveways. If keeping the current highway configuration, the existing sidewalks on West College Avenue/STH 125 would need to be widened (or removed and replaced with a 11' asphalt path). If the highway is completely reconstructed, some of the lanes and medians could be narrowed, allowing the curb to be moved.

Priority Corridor 2: Washington Street (CTH N) from Little Chute Trail to Kimberly High School

No noteworthy comments.

Priority Corridor 3: Wisconsin Avenue (STH 96) from McCarthy Road to Drew Street

No noteworthy comments.

Priority Corridor 4: W Prospect Avenue (CTH BB) from Northern Road to Seminole Road

The representative from the City of Appleton wrote:

- *The trail will connect into the City's protected bike lane and sidewalk on Prospect Avenue.*
 - Toole Design response: This would have been good context to include in the text, but we could not find any references to upcoming protected bike lane projects on Prospect Avenue (either in a Plan or in the news).

Priority Corridor 5: Appleton downtown connection between W College Avenue and Olde Oneida Bridge

The representative from the City of Appleton wrote:

- *Limited area to purchase additional ROW along Badger Avenue, compromises will need to be made along the corridor. Agree with other connections.*

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- Toole Design response: Toole Design believes that protected bike lanes can be installed at street level by removing travel lanes. AADT on Badger Avenue is around 10,000, making it very promising for feasibility of a road diet.

Priority Corridor 6: Wiouwash State Trail to Main Street in Hortonville

No comments.

Priority Corridor 7: Mill Street/CTH T (New London)

No comments.

Priority Corridor 8: Northland Avenue/CTH OO from Abendroth Street to Lynndale Drive/CTH A

No comments.

Priority Corridor 9: E College Avenue (CTH CE) from STH 441 southbound off-ramp to CE Trail underpass

No noteworthy comments.

Priority Corridor 10: Lynndale Drive (CTH A) from Edgewood Drive to Northland Avenue (CTH OO)

No comments.

Comments about the 10 Priority Corridors Overall

The representative from the City of Appleton wrote:

- *The City has two corridors that are a concern that were not identified within the top 10. Highway 96 from Washington Street in Little Chute to Ballard in Appleton. The current bike lanes are not safe to use with the speed of traffic. The second corridor is CTH JJ, by Appleton North High School. A new elementary school will be constructed adjacent to CTH JJ and ongoing residential developments north of CTH JJ.*
 - Toole Design response: The infrastructure recommendations were updated to include a shared-use path between Appleton and Little Chute.

APPENDIX B: PLAN, POLICY, AND PROGRAM REVIEW

REVIEW OF RELEVANT PLANS

The project team reviewed previously completed plans to gain a better understanding of goals, objectives, and planned infrastructure for biking and walking in Outagamie County. The plans summarized here were identified in partnership with Outagamie County staff. We looked for topics in each plan related to three major unifying themes: planned bicycle and pedestrian (bike/ped) connections, fairness and equity, and funding and implementation. These themes are related to the concerns outlined by the project management team (PMT) during the kickoff call and help keep the focus on creating a plan that has realistic and feasible implementation goals.

Outagamie County Comprehensive Outdoor Recreation Plan 2022–2026 (Adopted 2020)

The purpose of the [Comprehensive Outdoor Recreation Plan](#) (CORP) is to assess the needs of the current County park system and provide direction for future maintenance, growth, and programs for the following 5 to 10 years. The Plan provides officials with a clear understanding of existing conditions as well as future recreational facility and open space needs. The planning effort was guided by these key pillars:

- **Conservation** – Protected open space not only benefits the environment but also serves as an important indicator to outside investment in the community.
- **Health and Wellness** – Parks are essential in combating important health issues such as nutrition, hunger, obesity, and physical inactivity.
- **Social Equity** – A healthy park system will provide equal access throughout the community.

The CORP contains existing conditions analysis and some objectives related to creating an all-ages and abilities bicycling and pedestrian network. Some of the key objectives identified in the plan include:

- Connect natural settings with safe and efficient bicycle and pedestrian access.
- Develop and incorporate into the Comprehensive Plan an Outagamie County Bicycle and Pedestrian/Trail System Plan to guide County efforts in developing/linking with the regional trail network. Use existing regional and local plans to ensure consistency with previous efforts.
- Develop a County bicycle and pedestrian strategy, focusing on County policy and infrastructure; integrate with other local municipal plans and local road networks.

Planned bike/ped connections

The CORP recommends several new trail connections (Figure B-1):

- Explore the feasibility of extending the CE Trail east to Brown County. Coordinate with Brown County to ensure the route selected aligns with existing or future Brown County plans.
- Explore the feasibility of extending the Wiouwash State trail north to the Newton Blackmour Trail. Coordinate with the Village of Hortonville, local towns, County Highway department, WisDOT, and others as needed.
- Explore the feasibility of extending the future State Highway 15 trail west into Hortonville, eventually connecting to the Wiouwash State Trail. Coordinate with the Village of Hortonville, the County Highway Department, WisDOT, and others as needed.

In addition, the CORP includes a concept plan for the development of a mountain bike park at the undeveloped View Ridge Natural Area just outside of New London.

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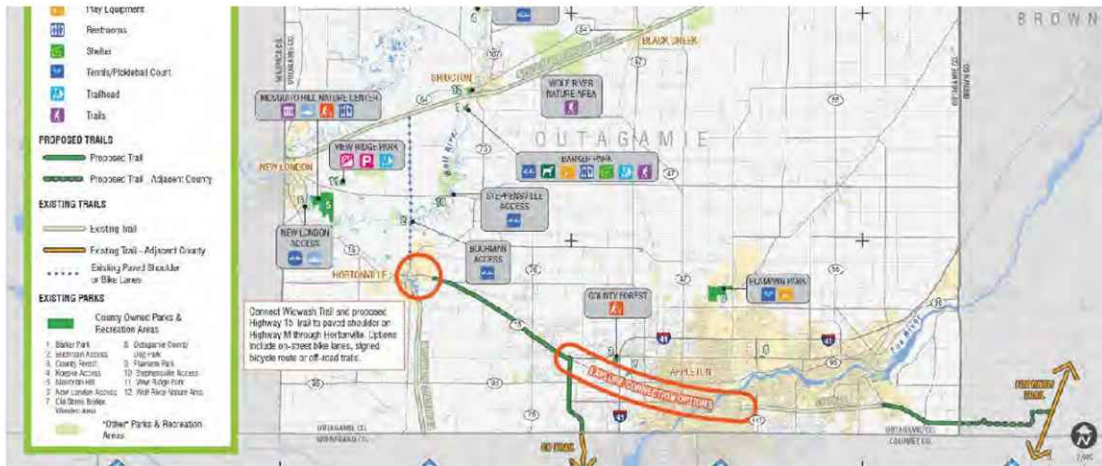


Figure B-1 Excerpt of Map 8 in CORP Appendix, showing recommended trail connections.

Fairness and equity

Social equity is identified early in the plan as one of the key pillars by which a healthy park system can benefit a community. Though this pillar is identified early in the plan, the plan does not specifically include equity measures and considerations within the analysis, recommendation, and implementation sections.

Funding and implementation

The funding chapter of this plan provides a compilation of capital improvements, park development mechanisms, and funding sources. Also included is the process for adopting, monitoring, and updating the comprehensive plan. Some of the relevant funding mechanisms described in this section of the plan include:

- Wisconsin Department of Natural Resources
 - Knowles-Nelson Stewardship Program
 - Acquisition and Development of Local Parks
 - Urban Rivers
 - Urban Green Space
 - Acquisition of Development Rights
 - Land and Water Conservation Fund
 - Recreational Trails Act
- Wisconsin Department of Transportation
 - Surface Transportation Program (Urban)
 - Surface Transportation Program (Rural)
 - Transportation Alternatives Program (TAP)
- Wisconsin Department of Administration
 - Community Development Block Grant (Public Facilities)
- Other Programs
 - 10-Minute Walk Planning Grants
 - KaBOOM! Grants
 - Foundation Grants
 - David L. & Rita E. Nelson Family Fund – Community Foundation for the Fox Valley Region
 - Anthem Foundation
 - Clif Bar Family Foundation

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- National Environmental Education Foundation
- The Skatepark Project
- U.S. Bank Foundation Play Grants

Outagamie County Comprehensive Plan 2040: The Shared Path Forward (Adopted 2020)

[The Comprehensive Plan 2040](#) sets forth a vision, goals, recommendations, data, graphics, and maps related to housing, transportation, economic development, and natural resources (among others), which guide public land use, development, and infrastructure policy. Some of the key elements of the comprehensive plan include:

- Issues & Opportunities
- Transportation
- Utilities & Community Facilities
- Economic Development
- Intergovernmental cooperation
- Implementation

The [second half of the comprehensive plan](#) serves as an action plan, with a vision statement, guiding principles, and an implementation framework. Some key bicycle- and pedestrian-oriented goals include:

- Integrated land use and transportation system.
- Cooperative, intergovernmental land-use decisions.
- Robust, well planned county infrastructure to support livable communities.
- Sustainable and resilient public infrastructure & communities.
- Proactively anticipating the future becomes standard practice for Outagamie County.

Planned bike/ped connections

The Comprehensive Plan has several infrastructure recommendations that are relevant to this plan:

- Long-range multi-jurisdictional planning and coordination to improve safety and travel conditions at the following intersections: CTH KK and STH 441 in Appleton; STH 441, CTH OO and French Rd in Little chute/Grand Chute & Appleton; CTH GV, Casaloma Dr and STH 96 in Grand Chute; I-41 and CTH OO/STH 15; and STH 15, CTH JJ and CTH TT in Hortonville
- Further study the extent and scope of the westside arterial (CTH CB). Evaluate options and finalize the preferred route for the north extension of CTH CB from STH 15 to CTH JJ. Incorporate the route into necessary planning documents. Work collaboratively with Greenville and Grand Chute to finalize the preferred route, officially mapping it if feasible.
- Support the urbanization and inclusion of multi-modal accommodations along STH 76 in the Village of Greenville.
- Support the construction of the STH 15 bypass of Hortonville, which includes a corresponding multi-modal trail.
- Support the design and reconstruction of I-41; encourage WisDOT to include bicycle and pedestrian accommodations at all County and local road bridge crossings and underpasses. A conceptual cross-section was created as a part of the comprehensive plan effort showing a sidewalk, grade-separated 12-foot trail/sidewalk (see Figure B-2).

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Figure B-2 Conceptual bicycle and pedestrian accommodations for I-41 crossings in the County Comprehensive Plan 2040

- Encourage WisDOT to begin planning for the reconstruction of STH 125 between Mall Dr (Grand Chute) and the Viaduct (Appleton) to include better mobility solutions than what exists with the current highway and adjacent frontage roads. The future cross-section should be urbanized with curb and gutter; feature multi-modal accommodations (including a trail on the north side) and blend the County's new CTH CA corridor with existing College Avenue east of the viaduct.

Fairness and equity

The Plan does not specifically mention equity as an overarching goal, nor does it include guidance on how to distribute the recommended investments fairly or equitably.

Funding and implementation

The Plan describes implementation as an ongoing process. Implementation of the Plan will be primarily conducted through the following methods:

- As part of the development review process and revisions to land development codes
- Creation or updates and implementation of functionally specific planning documents
- Additional research and policy recommendations
- Changes to county administrative rules, policy, and procedures
- Implementation of pilot projects and/or programs
- Planning of county infrastructure projects through the Capital Improvement Plan (CIP)
- Funding of projects, programs, and initiatives through the annual County budget, grants, and other sources
- Implementation through partnerships and/or through other entities

The action plan document does not provide guidance on funding sources or methods.

"Loop the Locks" Fox River Greenway Initiative (2017)

In 2017, Outagamie County announced the Fox River Greenway initiative, to build a network that would connect parks and downtown/commercial districts from Appleton to Kimberly, Kaukauna, Buchanan, and Combined Locks (Figure B-3). Upon completion, the network will create a 15-mile loop of trails and bike lanes to unite neighborhoods and communities straddling the Fox River in the County's "Heart of the Valley" region. Many segments are substantially complete as of September 2022.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN | APPENDIX B

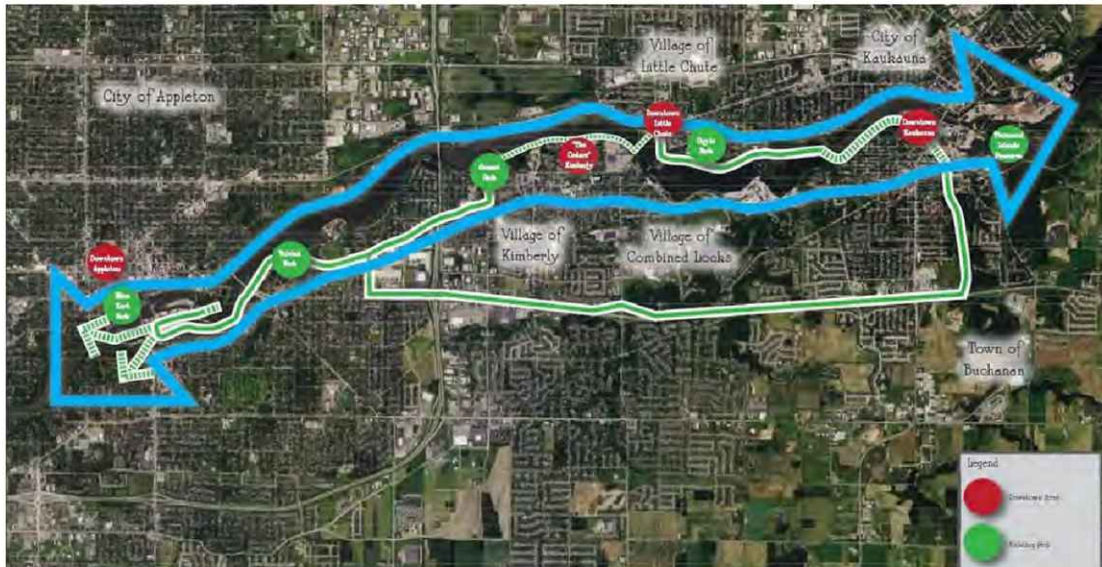


Figure B-3 The route of the proposed Loop the Locks trail (image source: Outagamie County, via Appleton Post-Crescent)

Fairness and equity

The County created the grant program and asked municipalities to submit proposals for building trail connections to close the gaps in the network.

Funding and implementation

The project was expected to cost about \$6 million to complete, with \$1.5 million coming from a County fund financed by a conservation payment from the American Transmission Company. The utility is required by law to make a conservation payment to counties or municipalities where they put in high-voltage transmission lines. The County used the payment to provide up to 25% matching funds for key segments.

Fox Cities Trail Summit (2020)

[The 2020 Trail Summit](#) was a single day event organized by the Community Foundation for the Fox Valley Region (CFFVR), the Fox Cities Greenways, Inc (FCGI), and the East Central Wisconsin Regional Planning Commission (ECWRPC). It was attended by municipal professionals, representatives from Lawrence University, and community-based advocacy organizations.

The summit had the following goals:

- Foster broader dialogue across municipal boundaries, economic sectors, and areas of interest and create increased collaboration in designing and building a better multi-modal transportation system.
- Make the system of trails in the Fox Cities the best it can be to meet the recreation and transportation needs of current and future residents.
- Improve health for residents of the Fox Cities.

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Figure B-4 “Big Idea” connections on pages 6 and 7 of Trail Summit Report

Planned bike/ped connections

Summit participants were given the opportunity to imagine a trail network that promoted connectivity, increased trail use for transportation, and solved key regional gap concerns. The participants identified the following areas needing improvement (Figure B-4):

- Connections along the Fox River from the Fox Cities to Green Bay.
- Extending the network in several points from the Fox Cities to High Cliff State Park.
- Key connections into the Wiowash State Trail along STH 15 and STH 76.
- North-south arterials through the cities as well as a few east-west arterials.
- Increases to regional safety with updated bike/ped facilities, such as between Kimberly, Combined Locks, and Little Chute, and increasing the Loop the Locks network.

Fairness and equity

During the summit, an associate professor from Lawrence University presented on the importance of equity in trail planning. The presentation generated some of the following responses:

- An equity lens could be used in determining funding sources for future regional projects.
- Need to shift the mindset from recreational cyclists to using bicycles for transportation.
- Use creativity offered by rails-to-trails programs.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN | APPENDIX B

- Factors such as poverty levels and population need to be part of future planning.
- Planners need to note the lack of diversity represented in the planning process.
- Increasing bike and pedestrian facilities everywhere will allow for reduction in healthcare costs.

Funding and implementation

The Summit Report provides next steps in trail and bike/pedestrian infrastructure development for ECWRPC, FCGI, and CFFVR.

- **ECWRPC:** Will use the data gathered at the summit to strengthen planning efforts for its 2020 update to its urbanized area bike and pedestrian planning document.
- **CFFVR:** Will continue to spark conversations and refer interested funders to assist with leveraging the projects that are on the horizon.
- **FCGI:** Will partner with ECWRPC to ensure the maps are updated in a timely manner by all the municipal partners as trails are constructed and new plans develop.

The Report lists possible sources of grant funding for proposed trail or wayfinding projects. In addition to the funding programs listed previously in the summary of the CORP plan, the Report also identifies:

- ECWRPC's Technical Assistance Program
- Local hospitals and healthcare organizations
- FCGI's Seeds of Growth Grant and Ad-Hoc grant

Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan (Adopted 2021)

[The Bicycle and Pedestrian Plan](#) examines the existing bicycle and pedestrian facility connections within the Appleton Transportation Management Area (TMA) and identifies ways to better connect communities to each other. The plan is formed around the following six goals:

- **Equity:** Ensure all groups will have the same access to the planning and decision-making process.
- **Education:** Increase awareness and support for bicycle and pedestrian facilities to create an interconnected multimodal transportation network.
- **Encouragement:** Encourage residents to walk and/or bike as a means of transportation and recreation.
- **Engagement:** Draw involvement from new community members and work with existing community partners to build intentional, ongoing engagement opportunities.
- **Engineering:** Improve connections between bicycle, pedestrian, and transit networks by identifying gaps, barriers, and needed multimodal facilities and connections.
- **Evaluation:** Evaluate the equity, education, encouragement, engagement, and engineering components of existing and future planning efforts, programs, and facilities.

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN | APPENDIX B

Planned bike/ped connections

Figure B-5 below proposes the recommended bicycle and pedestrian network in the Appleton TMA.

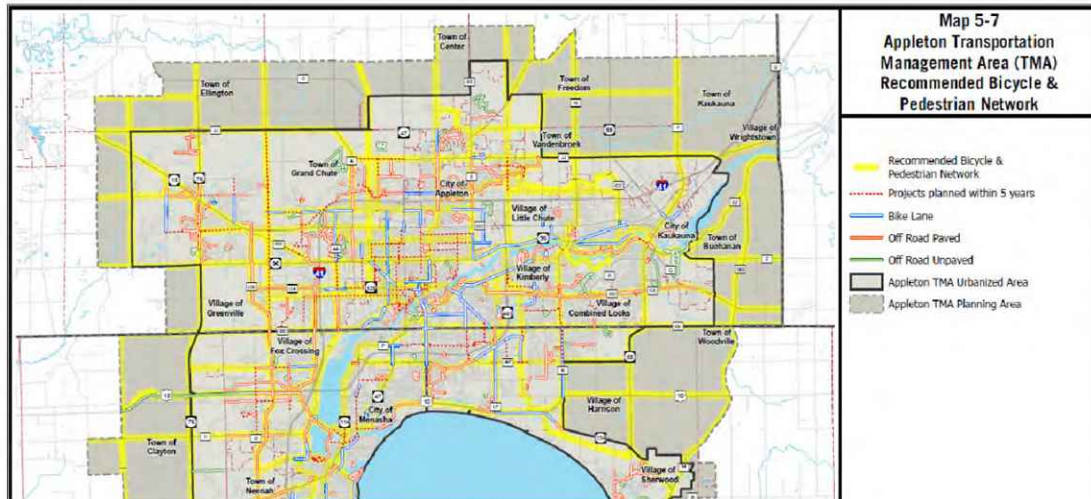


Figure B-5. Excerpt of Appleton TMA Recommended Bicycle & Pedestrian Network, Pg. 107

Fairness and equity

The Plan includes numerous mentions of equitable distribution of bicycle and pedestrian facilities. Each goal listed in the five-year implementation plan includes an equity component. Some of the key components include:

- Work with community members and local organizations to determine what data to collect; how to best utilize data.
- Ensure events are advertised widely and shared out with community partners; translate promotional materials.
- Work with health departments and advocacy organizations to ensure affordable/subsidized bike share options are available.
- Include equitable access in the criteria to ensure all neighborhoods benefit from bike/ped facilities.
- Work with neighborhoods impacted by lack of connectivity.

Funding and implementation

The Plan recommends that local municipalities fund bicycle and pedestrian facilities through their local capital improvement program and, when applicable, incorporate the addition or repair of facilities during roadway construction or reconstruction projects. It is important to note that some sidewalk projects may involve special assessments to homeowners, which could cause undue financial burdens. As bicycle and pedestrian facilities benefit the entire community, municipalities should consider specialized taxes to cover the cost of those facilities. Important funding mechanisms summarized in The Plan include:

- County and Local Capital Improvement Programs
- Surface Transportation Block Grant Program
- Transportation Alternatives Program
- Highway Safety Improvement Program
- Recreational Trails Aid Program
- The Robert Wood Johnson Foundation
- Local Hospitals and Healthcare Organizations

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- Public Private Partnerships
- David L. and Rita E. Nelson Family Fund and the Community Foundation for Fox Valley Region

The Plan also includes a five-year implementation plan with specific actions for each of the goals identified early in the planning effort. Each action includes a performance measurement, baseline data sources, timeline, equity components, and possible partnerships.

Living Well in Outagamie County: Community Health Improvement Plan (2014)

[The Community Health Improvement Plan](#) details goals and objectives for connected health priorities; the complex interconnectedness of them all was revealed through the community health assessment. Ultimately, two priorities were chosen due to their level of seriousness and feasibility for change: physical activity and nutrition, and mental health. The physical activity portion of the improvement plan details the importance of access to active transportation facilities.

Goal: Improve physical activity and support active living in Outagamie County

- Objective 1: Increase percentage of population reporting that they are physically active.
- Objective 2: Decrease percent of adults aged 20 and older with body mass index BMI greater than 30.
- Objective 3: Increase number of worksites with active and comprehensive wellness programs in Outagamie County.
- Objective 4: Ensure that opportunities to be physically active are accessible to all county residents, with an emphasis on older adults, people with disabilities, and youth.

Planned bike/ped connections

The Community Health improvement plan does not include network recommendations.

Fairness and equity

The Plan is based on the socio-ecological model, this means the model considers the varying levels of influence necessary to assess and affect the social determinants of health and move towards health equity. This lens is the framework the entire plan is built upon, centering equity in the recommendations provided throughout the Plan.

Funding and implementation

The Plan does not specifically discuss funding or implementation. Performance measures are provided for each objective.

STH 125 Corridor Report (2019)

WisDOT has conducted several studies on the W College Avenue/STH 125 corridor. The most recent study was conducted in 2019. It is four-lane highway with posted speeds between 40 mph and 55 mph, through a corridor that has become mostly developed for commercial uses, including the Fox River Mall. In 2020, the section of STH 125 between County Highway CB and Casaloma Drive was reconstructed with a multi-use trail on the north side between CB and Mall Drive, and sidewalks on the south side between Mayflower Drive and Casaloma Drive. East of Mall Drive, there are no sidewalks and bicyclists use 4-foot shoulders or bike lanes on frontage roads. According to the 2019 Corridor report, the corridor exceeds statewide average total crash rates by 200 to 500 percent. The corridor report contains recommendations for intersection redesigns; page 349 of the report includes an analysis of pedestrian and bicycle existing conditions in Appendix, but no pedestrian and bicycle recommendations were ever finalized in the study.

ECWRPC Safety Action Plan for Implementing Pedestrian Crossing Countermeasures (Adopted 2021)

The Safety Action Plan was developed under the Federal Highway Administration's Safe Transportation for Every Pedestrian (STEP) initiative and recommends actions that, when implemented, are likely to reduce the number and rate of pedestrian crashes, fatalities, and injuries on roadways in the region's 10-county planning area. The plan does not have its own set of goals but refers to related goals in the long-range transportation plans and bicycle and pedestrian plans also developed by ECWRPC (and described previously in this memo). Because

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ECWRPC does not implement roadway projects, the recommendations in the Safety Action Plan are focused on policy and programs that ECWRPC can implement and encourage in the region.

Planned bike/ped connections

The Safety Action Plan does not include any specific pedestrian infrastructure recommendations.

Fairness and equity

The Safety Action Plan does not explicitly mention equity, but the premise of many of the recommendations is to use data and systemic analysis to guide prioritization and funding. Data-driven implementation is inherently “fairer” than the way many pedestrian safety projects are implemented, where they are often built because of public input or political pressures.

Funding and implementation

The Safety Action Plan recommends that ECWRPC prioritize pedestrian safety in the two grant programs it administers for agencies in the region: Surface Transportation Block Grant Program-Urban (STBG-U) and Transportation Alternatives Program (TAP), and to work with WisDOT to prioritize pedestrian safety as it decides which Highway Safety Improvement Program (HSIP) projects should be funded in the region.

Other Municipal or Corridor Plans

The project team also reviewed local municipal or corridor plans to look for planned bicycle or pedestrian connections that could inform the county-level connections in this plan. The local plans were not reviewed for themes of equity, fairness, or funding and implementation. The plans reviewed include:

- City of Appleton [Trails Master Plan \(2017\)](#)
- Town of Freedom [Comprehensive Plan Recommended Plan \(2020\)](#)
- Town of Grand Chute [Pedestrian and Bicycle Strategy \(2019\)](#)
- Village of Greenville [Comprehensive Plan, Appendix H: Bicycle and Pedestrian Plan \(2019\)](#)
- Village of Hortonville [Comprehensive Plan Update \(2013\)](#)
- City of Kaukauna [Comprehensive Plan \(2013\)](#)
- Village of Little Chute [Pedestrian & Bicycle Facilities Recommendations \(2016\)](#)
- City of New London [Comprehensive Outdoor Recreation Plan \(2020\)](#)
- Village of Wrightstown 2021 [Pedestrian and Bicycle Plan](#)
- WisDOT [Wis 15 Highway Expansion and Hortonville Bypass](#) (ongoing)

The project team obtained, or were able to digitize, shapefiles of planned bicycle, pedestrian, or trail connections. The resulting map of existing and previously proposed bikeways and trails from local, county, and regional plans is shown in Figure 8. Existing and Previously Proposed Trails and Bikeways in Outagamie County and Figure 9 in Chapter 3.

REVIEW OF RELEVANT POLICIES

The following policies are key to encouraging bicycle and pedestrian use of the transportation network, and the implementation of new connections dedicated to these modes. Policies that discourage bicycling and walking, even inadvertently, could be modified to encourage lower-cost and more accessible transportation modes.

Outagamie County Administrative Rule 2010-02

Outagamie County maintains a substantial network of County highways within the Appleton/Fox Cities urbanized area. Due to resource constraints, Outagamie County adopted AR 2010-02 to limit the County's financial risk for the capital and maintenance costs for bicycle and pedestrian infrastructure. In summary, unless state or federal rules require bike/ped infrastructure, the primary burden of the infrastructure planning and funding are on the local municipality.

While this policy has achieved its goal of limiting financial risk, it has had unintended consequences resulting in a disjointed bicycle and pedestrian network throughout the County. Without critical linkages between communities,

OUTAGAMIE COUNTY BICYCLE AND PEDESTRIAN PLAN | APPENDIX B

this limits multimodal access to schools, parks, jobs, and other community assets. The County is working with ECWRPC and Toole Design to consider ways to update this policy or replace it with a policy that will ensure that the connections identified in the County Bicycle and Pedestrian Plan can be implemented.

Outagamie County Code

The Outagamie County Development and Land Services department is responsible for the administration of the County Subdivisions and Platting ordinance (Chapter 52), which regulates rules on county property and development in 13 of the 20 townships in Outagamie County. Chapter 40 (Parks and Recreation) and Chapter 52 (Subdivisions and Platting) of the Outagamie County Code of Ordinances were reviewed for their relevance to the Outagamie County Bicycle and Pedestrian Plan.

Chapter 40: Parks and Recreation Summary

Current Language /Section	Potential Issue or Concern
Article III – TRAILS	
Sec. 40-117 – Restrictions on motorized vehicles. (a) No unauthorized motorized vehicles are permitted on any trails except for snowmobiles on approved snowmobile trails. (b) All-terrain vehicles (ATV's) may cross the Wiouwash Trail and Newton Blackmour Wildlife Trail only at designated locations approved by the county parks department.	May need to update to accommodate electric assist bicycles

Chapter 52: Subdivisions and Platting Summary

Current Language /Section	Potential Issue or Concern
ARTICLE IV – REQUIRED IMPROVEMENTS	
Sec. 52-104 – Dedication and Reservation of Land (a) States that streets and public ways designated in adopted regional, county, and local comprehensive plans shall be a part of the land division and either dedicated or reserved by the subdivider. (b) States that parks, playgrounds, public access, open space sites or other public land other than streets designated in adopted regional, county, and local comprehensive shall be made a part of the land division and shall be dedicated to the public.	None
Sec. 52-106 – Ensuring Adequate Land Dedicated and Preserved This section establishes minimum amounts of park and recreation land to be preserved. When the dedication is incompatible or infeasible, the section sets forth a process for the subdivider to pay a fee in lieu of land dedication.	None

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Current Language /Section	Potential Issue or Concern
ARTICLE V – DESIGN STANDARDS	
<p>Sec. 52-124 – Street Design Standards</p> <p>(d) Establishes street grades of different percentages for different types of streets, including:</p> <p><i>(1) d. Pedestrian ways, 12 percent, unless steps of acceptable design are provided.</i></p>	<p>12 percent grade does not meet Proposed Public Rights-of-Way Accessibility Guidelines (PROWAG)</p>
<p>Sec. 52-124 – Street Design Standards</p> <p>(e) Establishes radii of curvature for different street types, including:</p> <p><i>(1) Arterial streets and highways, 500 feet</i></p> <p><i>(2) Collector streets, 300 feet</i></p> <p><i>(3) Minor streets, 100 feet</i></p>	<p>Radii of curvature design standards may be updated in guiding design documents like the American Association of State Highway and Transportation Officials (AASHTO) "Green Book"</p>
<p>Sec. 52-124 – Street Design Standards</p> <ul style="list-style-type: none"> • Outagamie County's subdivision ordinance does not require developers to build sidewalks (or shared-use paths) along any streets, including collectors and arterials. • The subdivision ordinance does not include design standards or minimum widths for sidewalks or paths. 	<p>Lack of county subdivision standards may contribute to sidewalk gaps in unincorporated areas in the urbanizing/residential parts of the county where people are likely to be walking.</p>
<p>Sec. 52-126 – Blocks</p> <p>Establishes standards for the widths and shapes of blocks, including:</p> <p><i>(1) Length. Blocks in residential areas should not, as a rule, be less than 750 feet nor more than 1,500 feet in length, unless otherwise dictated.</i></p> <p><i>(2) Pedestrian ways. Pedestrian ways of not less than ten feet in width may be required near the center and entirely across any block over 900 feet in length were deemed essential by the county agriculture, extension education, zoning and land conservation committee or town board to provide adequate pedestrian circulation or access to schools, shopping centers, churches, or transportation facilities.</i></p>	<p>None</p>

RELEVANT PROGRAMS AND STAFFING

To consider the feasibility of implementing different programs and or adding new trails for Outagamie County to build and maintain, it is useful to consider the County's current operating environment. The following section includes an inventory of the County's current operating obligations and staffing.

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Outagamie County Capital Improvement Plan (CIP) 2022–2026

The [CIP document](#) is a schedule of major transportation projects expected to be undertaken in the following five-year period. County highway projects—especially highway reconstruction projects—provide the primary opportunity to add bicycle or pedestrian connections; other trail connections are funded by grants to local communities through the County’s gateway implementation fund.

Funding and implementation

- The County highway department has about \$10.1 million in budgeted projects for FY 2022 and \$12.8 million for FY 2023, funded through a combination of bonds, state funds, County levy and sales tax, and other sources.
- The County dedicates \$25,000 annually from property tax levy and sales tax for gateway implementation.
- The County has in the past dedicated funding for trail expansions, such as CE Trails.

2022 County Adopted Budget

We reviewed the [Outagamie County 2022 Adopted Budget](#) to assess current operating environment and staffing capabilities. Wisconsin state law allows municipalities and counties to increase their levy over the prior year by the percentage increase in value from “net new construction.” The County approved budget increased its levy by exactly that amount and is at the state-mandated levy “cap.”

Outagamie County Parks System

The Outagamie County Parks department maintains four multi-modal trails, amounting to over 40 miles of trail:

- CE Trail
- Newton Blackmour State Trail
- Wiouwash State Trail

Maintenance such as brush clearing and mowing of these trails is performed by the park system staff. The parks system has a full-time staff of five park employees, four nature center employees, two permanent part-time evening caretakers, and numerous seasonal part-time staff. The park system also relies on many volunteers and donations.

The County’s Greenways Committee oversees a matching grant program under the Parks budget that distributes \$25,000 per year to local municipalities for trail projects in their communities, such as the New London connection to the Newton Blackmour trail, or the Loop the Locks initiative.

Parks Budget	2022 Adopted
Expenditures (services and capital)	\$824,000
Revenues	\$53,000
Net Expenditures	\$771,000

Outagamie County Highway Department

The Highway Department has two funds: the **County Roads and Bridges Fund**, which provides funding for the maintenance and construction of roads and bridges for the county trunk highway system, and the **Highway Fund**, which covers the remainder of the Highway Department functions such as administration, county highway maintenance, state highway maintenance, and machinery/shop equipment. The Highway Fund includes annual maintenance contracts with 15 municipalities that include snow removal, pavement repair, mowing and brush control, and bridge inspection and repair.

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County Roads and Bridges Fund	2022 Adopted
Expenditures (services and capital)	\$8,083,000
Revenues (state and federal aids)	\$4,439,000
Net Expenditures	\$3,644,000

Highway Fund	2022 Adopted
Expenditures (services and capital)	\$21,353,000
Revenues (state and federal aids and fees)	\$3,635,000
Net Expenditures	\$17,719,000

ECWRPC Safe Routes to School Program

Safe Routes to School (SRTS) is a national and international movement to create safe, convenient, and fun opportunities for children to bicycle and walk to and from school. The ECWRPC’s SRTS Program started in 2009 and is funded through WisDOT. The goal of the program is to enable and encourage children of any ability in grades Kindergarten-8th, to walk and bike to school. The program is based on the principles of the 6-E’s: Engineering, Encouragement, Education, Engagement, Evaluation and Equity, and has several different components:

- Local Action Plans, in which ECWRPC staff can perform a SRTS plan including bike and walk audits, recommend walking and biking facilities, and safety recommendations.
- Events and Programs, in which ECWRPC staff partner with local SRTS champions on Walk to School Day, Bike to School Day, and other programs to encourage walking and biking to school.

Other Organizations and Partners

Fox Cities Greenways is a non-profit organization that works with local municipalities, partner organizations, and residents to develop and expand the bicycle and pedestrian network through trails, bicycle facilities, and water trails. They offer one funding opportunity relevant for trails-related projects: the Bi-Annual Grant, which is designed to help local organizations with local matching funds for federal, state, or county grant applications; and which funds infrastructure for up to \$10,000, equipment for up to \$5,000, and programming for up to \$2,000.

Fox Cities Cycling Association is a subcommittee of the Fox Cities Greenways. It works to organize community rides (such as Moonlight Rides, Bike Week, Bike Across Bago), provides bike valet at the Appleton Farmers Market, educates residents on the benefits of bicycling, and advocates for bicycling.

Fox Cities Convention & Visitors Bureau (CVB) has a bicycle and pedestrian wayfinding signage grant program. Municipalities that are affiliated with the CVB may apply for matching funds to assist communities in the Fox cities to install pedestrian and bicycle wayfinding signage.

Wisconsin Bike Fed is an advocacy non-profit that offers programming, education, training, and events throughout the state. With main offices in Madison and Milwaukee, they have a dedicated staff person who is based out of Appleton who has partnered with the Fox Cities Greenway and the ECWRPC in organizing past events, such as the Fox Cities Trail Summit.

NOTICE OF PUBLIC HEARING

OUTAGAMIE COUNTY

TO WHOM IT MAY CONCERN

Notice is hereby given that the Outagamie County Zoning Committee will hold a public hearing on October 24, 2023 at 10:30 AM in the Outagamie County Board Room located at 320 S. Walnut Street, Appleton, WI 54911 to consider a Comprehensive Plan Amendment, in accordance with 66.1001(4) Wis Stats. This amendment will adopt the Outagamie County Bicycle and Pedestrian Plan as Addendum 3 of the County's Comprehensive Plan.

For particulars, reference is made to documents located at <https://cityview.outagamie.org/> by referencing the below File Number under Planning Application search or visiting the county website at: <https://www.outagamie.org/government/departments-a-e/development-and-land-services/comprehensive-plan>.

Any interested person may address the Zoning Committee by mailing a letter to Outagamie County DLS, 320 S. Walnut Street, Appleton, WI 54911, emailing zoningemail@outagamie.org, or attending the meeting at the date and time listed above.

Dated this 13th day of September, 2023

OUTAGAMIE COUNTY ZONING COMMITTEE
DEBBIE VANDER HEIDEN, CHAIR

File No: PL202300420

Published: September 19, 2023

Accommodation Notice

Any person requiring special accommodation who wishes to attend this meeting should call (920) 832-5255 at least 48 hours in advance.



Order Confirmation
Not an Invoice

Account Number:	1013041
Customer Name:	Outagamie County Development & Land Services
Customer Address:	Outagamie County Development & Land Services 320 S Walnut ST Zoning Dept. Appleton WI 54911-5918
Contact Name:	DEPT OUTAGAMIE CO ZONING
Contact Phone:	
Contact Email:	
PO Number:	202300420

Date:	09/12/2023
Order Number:	9279552
Prepayment Amount:	\$ 0.00

Column Count:	1.0000
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Height in Inches:	0.0000

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Product	#insertions	Start - End	Category
APC Appleton Post Crescent	1	09/19/2023 - 09/19/2023	Govt Public Notices
APC postcrescent.com	1	09/19/2023 - 09/19/2023	Govt Public Notices

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Ad Preview

NOTICE OF PUBLIC HEARING
OUTAGAMIE COUNTY
TO WHOM IT MAY CONCERN
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Dated this 18th day of September, 2023.
OUTAGAMIE COUNTY
ZONING COMMITTEE
DEBBIE VANDER HEIDEN, CHAIR
File No: PL202300420
Published September 18, 2023
Accommodation Notice
Any person requiring special accommodation who wishes to attend this meeting should call (920) 832-5255 at least 48 hours in advance.
RUN: September 19, 2023 WVAJLP

Ingalls, Cassandra R.

From: Gary & Karen Kasten <kstfarms@aol.com>
Sent: Monday, October 23, 2023 1:21 PM
To: ZoningEmail
Subject: Northland Avenue bicycle/pedestrian plan

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My name is Karen Kasten. I live at 22 W Pleasantview Ct. I cannot attend the meeting tomorrow but I have questions that will follow. The backyard of my property butts up to Northland Avenue where an intended 12' paved bicycle/pedestrian project is being planned. This is between Lynndale Avenue and Bluemound Road on the south side of Northland Avenue if I understand the documents correctly. My questions are:

1. There is a deep ditch there now that fills with water. What is your plan to alleviate that ditch or correct the situation?
2. Mud Creek is up the road. What are your plans regarding that because the railing right now is very close to Northland Avenue?
3. What are your plans regarding the existing trees along that section of property?
4. Will the speed limit on Northland Avenue be reduced from 45 mph? I listen to the traffic 24/7 and they're not going 45 mph.
5. Will there be a barrier of some kind installed along that section of Northland Avenue?
6. Will electric scooters be allowed to use that path?
7. How much notice will you give adjoining property owners regarding the start of this project? Will we be able to give additional input?
8. How long will this project take to complete?
9. Will this project be done in conjunction with the Highway 41 expansion or is it a separate project?

Please make a note that I would like to be made aware of any future plans regarding this project.

Thank you for your time.

Karen Kasten