



CHAPTER #5

TRANSPORTATION

CHAPTER 5: TRANSPORTATION

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CHAPTER 5: TRANSPORTATION

INTRODUCTION

A diversified, well-balanced transportation system is a major factor in the growth of a community. The transportation system exists to move people, goods and services both through and within the community. Planning for the various modes of transportation is one of the most important aspects of planning for the future of the Town.

Buchanan's transportation system consists of Town subdivision streets, Town arterial roads, county trunk highways and state highways. This chapter examines the transportation network, including a summary of existing transportation plans, studies, and assessments, as well as a series of recommendations to address future transportation needs and desires.



CTH CE

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The Town of Buchanan believes that those goals listed below specifically relate to planning for transportation:

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

TRANSPORTATION VISION

TRANSPORTATION VISION

In 2040, Buchanan has a well maintained and connected system of streets and highways that provide for the safe and efficient movement of people and goods. Residents take advantage of organized transit choices that connect Buchanan with neighboring communities and areas beyond. Trails and walkways are an integral part of the recreation and transportation network providing connections between neighborhoods, neighboring communities, schools, parks, retail businesses and services (doctor, dentist, hair dresser, travel agent) and the greater region. A trail network has been established in the Town linking Calumet and Outagamie County trails.

INVENTORY OF EXISTING TRANSPORTATION FACILITIES

This section profiles the different transportation choices available in Buchanan. Transportation facilities west of STH 55 provide a mix of choices for residents depending on their destination. Residents living east of STH 55 have limited transportation options and rely on their personal automobiles to meet the majority of their transportation needs.

Pedestrian Facilities

Pedestrian movements and facilities are often overlooked in many plans, yet an essential part of most trips requires walking. Many of America's worst health problems, such as heart disease, high blood pressure and obesity, are tied directly to a sedentary lifestyle. Many people find it difficult to get exercise because their living situation requires them to drive almost everywhere.

Modern planning approaches recommend:

- Walkable neighborhoods to promote social interaction, community safety and physical fitness.
- Ideally, walkable neighborhoods should be within a quarter mile, or a 5- to 10-minute walk, of a destination point (e.g., school, shopping, park, church, etc.).
- Trail development to provide connection between neighborhoods, communities, and regional destinations.

Generally, there are two classifications of walkers: people who walk for recreation/exercise and people who walk for transportation purposes. People who walk as their primary transportation choice are usually without alternatives (e.g., seniors and youth who cannot drive). Most people walk when it is convenient. Generally, walking is considered to be a convenient choice when destinations are within 10-15 minutes (1/2 mile or less). In the Town of Buchanan, walking is a convenient option for residents living west of STH 55 because of their close proximity to commercial services.

Buchanan provides amenities to make walking a safe option for residents living west of STH 55. Sidewalks are located in some areas of the community, but are not required by the Town of Buchanan zoning ordinance. East of STH 55, there are no trails or walkways, with the only exception being the County Highway CE (College Avenue) multi-use trail which ends at Loderbauer Road. Few roads have paved shoulders for walker/cyclist, making walking/cycling difficult in some areas.

Cycling Opportunities

Bicycle usage falls into two categories - utility and recreational. Utility biking (or biking as a form of transportation) is most common for children. Safe biking opportunities in Buchanan are limited at this time. Accordingly, residents indicated support for new bike/pedestrian lanes and trails.

Multi-Use Trails and Bicycle Routes

A number of multi-use trails exist in Buchanan (Map 5-1) and the surrounding area:

- **CE Trail** - The CE Trail is a 5.3-mile¹ trail that starts in Appleton and ends at Loderbauer Road. Part of the Outagamie County Parks System, this 10-foot wide blacktop trail is one of the longest in the Fox Valley. The trail offers connections to Kimberly and Kaukauna High Schools, the Hearth of the Valley YMCA, restaurants, shopping and several other trails. A pedestrian underpass at Buchanan Road and CTH CE allows safe access from Buchanan Road to the CE Trail the trail / sidewalk along CTH HH. The trail allows for walking, biking, dog walking, skating, running, snowshoeing and cross country skiing.
- **CTH N Trail** – The CTH N Trail extends from the Village of Combined Locks to Emmons / Block Roads on the eastern side of CTH N.
- **Kankapot Creek Trail** – The Kankapot Creek Trail is approximately 1-1/4 miles long. It runs between the CE Trail and Dodge Street (CTH Z) in Kaukauna.
- **Main Street Pond Trail** – The Main Street Pond Trail is a gravel trail that circles the Main Street Pond.

What's the Difference?

Trail: Off-street paths that accommodate bicycles and pedestrians.

Bicycle Route: Facilities for bicycle travel associated with street right-of-way, including signed bicycle routes, striped and signed bicycle lanes and separate bicycle paths within a road right-of-way. Bicycle routes generally accommodate bicycle travel only. Pedestrian use of these areas is discouraged.

Multi-Use Trail: Designed for use by bicyclists and pedestrians. The CE Trail is a good example.

Snowmobile Trails²

The Fox Valley Snow Riders maintain seasonal snowmobile trails through the Town of Buchanan. In 2009, the Fox Valley Snow Riders Club was formed and merged the Countryside Sno Trails (Kaukauna) with the Northshore Riders (Darboy). The trails are established through agreements between the club and private landowners that allow the group to groom and use their property. The club grooms and maintains approximately 40 miles of trails in southeast Outagamie, northwest Calumet and southern Brown Counties.³

¹ <http://www.outagamie.org/government/n-through-z/parks/directory-of-county-parks/ce-trail>.

² <http://www.outagamie.org/government/n-through-z/parks/snowmobile-trails-maps>.

³ <http://www.foxvalleysnowriders.com/>.

Railroad Corridors

There are no railroad lines in the Town of Buchanan. There are no plans to establish new rail corridors in the Town. The nearest rail lines are located in Kimberly, Combined Locks, Kaukauna and Appleton.

Public Transit and ADA Paratransit



Valley Transit provides fixed route service in the Fox Valley area. The Valley Transit fleet

consists of 32 buses, operating on 20 routes. Weekday daytime route service operates from 6:15 am to 4:50 pm. Weekday evening route service operates from 5:20 pm to 9:50 pm. Saturday service begins at 8:15 am and ends at 9:50 pm. There is no service on Sunday. The western part of Buchanan has weekday route coverage by Valley Transit on Route #11 that was initiated in October of 2005 (Map 5-1). The “East College / Buchanan Route” serves portions of CTH KK, Eisenhower, Stoney Brook, and College Avenue. Weekday evening and Saturday route coverage is provided by Route #19 (Map 5-1), which is very similar to Route #11. Additional public transportation options include:



Bus Shelter

- **Connector Service:** Significant areas of the Town are also within the “call-a-ride zone” with service provided through Valley Transit’s Connector Service. The Connector provides transportation beyond the traditional bus route coverage area and service hours (service available 20 hours a day, six days a week). The Connector Service area extends into the Town. Along with Valley Transit, there are many taxicab companies providing service in and around Buchanan.⁴
- **ADA Paratransit (Valley Transit II):** Valley Transit II ADA Paratransit service for people with disabilities, who are unable to use the fixed route bus system. This service is provided under the requirements of the Americans with Disabilities Act. The Cities of Appleton, Kaukauna, Menasha, and Neenah; the Villages of Combined Locks, Fox Crossing, Kimberly, and Little Chute; and those parts of the Towns of Buchanan, Grand Chute, Harrison, Kaukauna, Neenah, and Vandenbroek that are within 3/4 mile of the fixed route system.⁵
- **Valley Transit II (Senior Services):** Seniors who are age 60 or over and who live in the Fox Cities portion of Outagamie or Calumet County are able to use Valley Transit II. The boundaries of Calumet and Outagamie Counties: Cities of Appleton, Kaukauna, Menasha, and Neenah; the Villages of Combined Locks, Fox Crossing, Kimberly, and

⁴ <http://www.appleton.org/residents/valley-transit/guides/the-connector>.

⁵ <http://www.appleton.org/residents/valley-transit/guides/valley-transit-ii>.

Little Chute; and those parts of the Towns of Buchanan, Grand Chute, Harrison, Kaukauna, Neenah, and Vandenbroek that are within 3/4 mile of the fixed route system.⁶

Carpooling

The potential exists for increased use of park and ride lots for carpooling. Even though these lots are not located in the Town, residents do have convenient access to these locations. There are park and ride lots at the intersection of I-41 and CTH N (Little Chute), at I-41 and CTH E (Ballard Road in Appleton), at STH 55/STH 114 (Village of Sherwood) and on CTH N north of STH 10 (Appleton).

Streets and Highways

The roadways that pass through Buchanan are and will continue to be the primary means of transportation in and through the community. Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999. While urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Roads in rural areas are classified under the rural functional classification system. Within the Town of Buchanan, roads are classified under both the urban functional classification system and the rural functional classification system. A classification of the streets and highways in the Town of Buchanan is shown on Map 5-2 and described below⁷. In total there are approximately 79 miles of functionally classified roads in the Town.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town were completed in 2016; counts for the year 2010 are provided to illustrate trends (Map 5-3).

Road Classifications

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land (see box for definitions).

⁶ <http://www.appleton.org/residents/valley-transit/services-guides/senior-transportation-services>.

⁷ Functional Classification for the Fox Cities was last updated in 2017.

Road Classifications

- Principal Arterials – serve interstate and interregional trips.
- Minor Arterials –accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- Major Collectors – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- Minor Collectors – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- Local Roads – provide direct access to residential, commercial and industrial development.

Below is a listing of the functional classified roads and the AADT for 2016 (Map 5-2 and Map 5-3):

- Urban Principal Arterials:
 - STH 441 (adjacent to the Town), AADT 45,100;
 - CTH CE / E. College Avenue (east to STH 55), AADT varies from 23,100 east of Eisenhower, to 17,000 east of Buchanan Road to 13,600 east of CTH HH;
 - CTH N (north of CTH CE); and
 - STH 55, AADT 8,100 north of CTH KK.
- Urban Minor Arterials:
 - CTH N (south of CTH CE), AADT varies from 12,200 south of CTH CE to 9,400 north of CTH KK;
 - CTH KK (STH 441 and STH 55), AADT varies from 21,600 west of CTH N, to 12,100 east of CTH N to 5,400 east of DeBruin Road;
 - CTH CE (STH 55 to City of Kaukauna municipal boundary), AADT is 6,200 between CTH Q and Haas Road; and
 - CTH Q / Hillcrest Drive (north of CTH CE).
- Urban Collector:
 - Eisenhower Drive, AADT varies from 10,600 south of CTH CE to 10,300 north of CTH KK;
 - Emons Road, AADT 1,800 west of CTH N;
 - Creekview Lane (Eisenhower Drive and CTH CE);
 - Buchanan Road, AADT 1,200 south of CTH CE;
 - State Park Road (between CTH KK and Block Road);
 - Block Road, State Park Road and DeBruin Road;
 - Loderbauer Road (CTH KK to CTH CE);
 - Haas Road (CTH CE to CTH Z); and
 - CTH Z / Dodge Street (CTH ZZ to Hass Road).

- Rural Major Collector:
 - CTH KK (STH 55 to CTH GG), AADT is 3,900 east of STH 55;
 - CTH Z (Hass Road to Outagamie Road), AADT 1,400 east of CTH GG;
 - CTH CE (City of Kaukauna municipal boundary to Outagamie Road), AADT is 2,000 east of CTH GG; and
 - CTH GG / N. Military Road (CTH CE to CTH KK), AADT 890 north of CTH KK.

- Rural Minor Collector:
 - CTH ZZ (City of Kaukauna municipal boundary to Outagamie Road), AADT is 650 east of CTH Z; and
 - CTH KK (CTH GG to Outagamie County Road), AADT is 4,200 at Outagamie County Road.

Historically, traffic / transportations problems are assessed by the Town at an annual road inspection meeting. Prior to this meeting, Town officials and County Highway Department personnel drive the Town’s roads to determine roadway condition. Road repairs are dependent on the budget for that particular year. The Town considers long-range roadway maintenance, and annually updates it Capital Improvement Program.

The county’s highway department handles road maintenance problems. Reconstruction and resurfacing is contracted out on an annual basis.

Bridge Sufficiency Ratings

A bridge is generally defined by WisDOT as any structure spanning 20 feet or more that carries motor vehicle traffic.⁸ State and local bridges in Wisconsin are inspected at least once every two years. WisDOT is responsible for the inspection of all bridges along the state highway systems and municipalities handle the inspections for all bridges along the local road network. Inspected bridges are assigned a “sufficiency rating” number between 1 and 100. The ratings are used to help prioritize bridge improvements. Municipalities are eligible for rehabilitation funding for bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50. Eight bridges exist in the Town of Buchanan (Map 5-3); three are on local roads: Springfield Drive (sufficient) and Outagamie Road (2 bridges / eligible for rehabilitation funding).

Water Transportation

The closest ports are located in Green Bay, approximately 25 miles to the northeast and in Milwaukee, approximately 100 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Regionally, the Fox River Navigational Authority maintains and operates seventeen locks on the Fox River from the City of

⁸ <http://wisconsindot.gov/Pages/safety/safety-eng/brdg.aspx>.

Menasha to the City of De Pere. The locks are a regional asset for recreational motor boaters, kayaks and canoes. The Fox River creates the northeast boundary for the Town.

Truck Transportation

WisDOT officially designates state highways as truck routes, including STH 55 (75 foot trailer length restriction) and STH 441 (no trucking restrictions). This designation is based on the design of the roadway to withstand truck weight and traffic. Trucking terminals within the Town are clustered near the STH 441 corridor, east of Eisenhower Drive (Map 5-3).

The Wisconsin Statutes define standards for the length, width and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance. On a Class B Highway (see box for definition), according to the State Statutes, no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60 percent of the listed capacity weight of the roadway. Buchanan has not adopted an ordinance designating roadways as “Class B Highways”. Outagamie County designates CTH GG and CTH Z as Class B Highways.

Restricting Trucks

A Class B Highway includes county trunk highways, town highways and city and village streets, or portions thereof, which have been designated as class “B” highways by the local authority (Wisconsin State Statutes Chapter 348).

Airports

There are no airports in the Town of Buchanan. The nearest airport to the Town of Buchanan is Appleton International Airport. Airport uses at Appleton



International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.⁹ According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.¹⁰ Appleton International Airport is approximately 20 miles west of the Town. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 25 miles north), Dane County Regional Airport in Madison (approximately 115 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). All of these airports are also classified as Commercial Service airports.

⁹ <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf>. (Table 3-9)

¹⁰ <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>.

SUMMARY OF EXISTING TRANSPORTATION PLANS, STUDIES AND PROJECTS¹¹

This summary is provided to understand how existing plans relate to the Town of Buchanan.

Federal Transportation Planning

A number of federal and state policies guide the planning, development, maintenance, and operation of the transportation network. As tends to be the case with federal and state policies, their implementation is accomplished with the development of regulations, often with tight ties to funding. Federal regulations most closely related to this element include:

- Title VI, Civil Rights Act, and specifically the Americans with Disabilities Act of 1990 (ADA) and the Executive Order concerning Environmental Justice;
- Clean Air Act;
- Planning requirements under the Fixing America's Surface Transportation Act of 2015; and
- Federal historic preservation regulations also affect transportation planning, project development and construction.

The most recent federal transportation planning efforts are included within the Fixing America's Surface Transportation Act of 2015. This legislation sets out all federal transportation funding programs and the planning requirements of those programs for fiscal years 2016 through 2020. Requirements for transportation/land use plans for urbanized areas are also included in the FAST Act. The Town is part of the Appleton Urbanized Area and eligible for state and federal transportation funding through various programs. Administrative rules are used to flush out these and other federal program requirements.

Connections 2030 Long Range Transportation Plan

The *Connections 2030 Long Range Transportation Plan* addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. This plan was officially adopted by WisDOT in October 2009.

Six Year Highway Improvement Program: 2017-2022

Wisconsin's State Trunk Highway system consists of approximately 11,800 miles of roads, which are administered and maintained by the Wisconsin Department of Transportation (WisDOT). The state highway system consists of 875 miles of Interstate freeways and 10,871 miles of state and US-marked highways. While the 11,746 miles of state highways represent

¹¹ This summary presents the major plans and projects. Additional studies were reviewed in preparation of this plan, including the *Wisconsin 2020 Bicycle Plan* and the *WDNR Trails Plan*.

only 10.2% of all public road mileage in Wisconsin, they carry over 36 billion vehicle miles of travel a year, or about 58.3 % of the total annual statewide highway travel.¹²

The six year capital improvement plan is updated annually to identify project priorities. WisDOT's 2017 – 2022 Highway Improvement Program does not include any scheduled projects in the Town of Buchanan.

Other WisDOT Statewide Plans

- *Wisconsin Rail Plan 2030*
- *Wisconsin State Freight Plan, Final Draft December, 2016*

East Central Wisconsin Regional Planning Commission

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted transportation goals and supporting objectives, which it uses to evaluate transportation plans developed in the region. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the Town of Buchanan Comprehensive Plan. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Buchanan (i.e. airports, etc.).

The overall goal for the regional transportation program is “to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.” This statement is consistent with the vision and goals set forth by Buchanan. To support this overall goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land use patterns, conservation of energy, and multimodal interaction. Each of these objectives is addressed to the fullest extent practical in this plan.

As the designated Metropolitan Planning Organization (MPO) for the Fox Cities Urbanized Area, ECWRPC, in cooperation with the cities of Appleton, Neenah, Menasha, Kaukauna; the villages of Fox Crossing, Kimberly, Harrison, Sherwood, Little Chute and Combined Locks; the towns of Buchanan, Grand Chute, Greenville, Harrison, Kaukauna, Neenah, Vandebroek, Center, Freedom, Clayton and Vinland; Calumet, Outagamie, and Winnebago Counties; completed the *Long Range Transportation/Land Use Plan for the Fox Cities (Appleton) Urbanized Area* in 2015.

Under federal law each metropolitan area in the nation with a population greater than 50,000 must have a long range plan that considers at least a twenty year time frame to be eligible for federal transportation funds. The plan has a time horizon to the year 2050 so that the required

¹² <http://wisconsin.gov/Pages/projects/6yr-hwy-impr/overview/default.aspx>.

twenty-year planning horizon can be maintained while the prescribed update is being completed every five years.

The Fox Cities Metropolitan Planning Organization staff works with all jurisdictions, operating agencies, and the public to carry out cooperative, continuing, and comprehensive transportation and land use planning. ECWRPC certified that the planning requirements have been met, which includes a unified Transportation Work Program, A Public Involvement Plan, and Transportation Improvement Program (TIP), and a Long Range Transportation Land Use Plan.

All jurisdictions that comprise the urbanized area worked together to compile and prepare a collective future land use plan. The planning process includes participation from the MPO Technical Advisory Committee (TAC), The Long Range Plan Committee, and the standing Transportation Committee of the Policy Board for the MPO. The MPO works closely with Federal Highway Administration and WisDOT staff, public and private transportation providers, and other stakeholders in the MPO area. The public was invited to participate in all facets of the process and were solicited to review and comment on key points including the analysis and draft recommendations. The TAC, Long Range Plan Committee, and Policy Board reviewed and discussed the alternative analysis used to identify future transportation needs. The plan represents a collective, long-term vision for the Fox Cities area based on local land use plans and policies. The Fox Cities MPO Policy Board adopted the Transportation Improvement Program and Long Range Transportation Land Use Plan in October 2015.

Outagamie County Capital Improvement Plan, 2017 - 2021

Like WisDOT, Outagamie County plans for transportation improvements to county roads using a capital improvements plan. County highway projects and studies impacting the Town within this five year period include:

- CTH K (CTH CE to Park Street)
- CTH J (STH 55 to Lamplighter)
- CTH CE (STH 55 to Outagamie Road)
- CTH CE (CTH HH to STH 55)
- CTH CE and CTH N corridor study (intersection improvements)
- CTH KK Highway Study (John Street to CTH N)
- CTH KK (John Street to STH 441)
- CTH N (CTH KK to Emons/Buchanan)
- CTH Q (CTH CE to CTH Z)
- CTH ZZ (CTH Z-Haas Road to Nackers Road)
- CTH ZZ (Nackers Road to East County Line)

Town / Village of Harrison

The Town / Village of Harrison adopted a comprehensive plan in 2004 with an update to the plan completed in 2010 and 2017. The Town / Village of Harrison believes a transportation network should be safe, efficient, and environmentally sound, it should provide multimodal personal mobility for all segments of the population as well as the movement of goods for business and industry. Some objectives for transportation in Harrison are developing a transportation system that's compatible with existing and future land use patterns, developing and maintaining infrastructure to support biking, walking and other modes of transportation throughout the village and the surrounding region. The Town / Village of Harrison Comprehensive Plan is consistent with this element.

City of Kaukauna

In 2000, the City of Kaukauna adopted a comprehensive plan and updated in 2013. Kaukauna is looking for increased access to CTH KK and DeBruin Road. The City of Kaukauna envisions a bridge over Kankapot Creek between STH 55 and Kaukauna High School. Kaukauna wants to implement a future street plan and consider rail improvements for the future. Intergovernmental cooperation will be required for these visions to be realized as they relate to the Town of Buchanan.

Village of Combined Locks

The Village of Combined Locks has had a comprehensive plan in place since 2001 and updated in 2010. The plan seeks to improve pedestrian movements across streets and facilitate the outward flow of traffic onto perimeter streets. Effective implementation of the Combined Locks plan will require coordination with the Town of Buchanan.

Midwest Regional Rail Initiative Plan

Since 1996, the *Midwest Regional Rail Initiative* (MWRRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into a transportation plan known as the Midwest Regional Rail Systems (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. These elements include:

- Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.
- Operation of "hub-and-spoke" passenger rail system through Chicago to locations throughout the Midwest.

- Introduction of modern train equipment operating at speeds up to 110 mph.
- Provision of multimodal connections to improve system access.
- Improvements in reliability and on-time performance.

The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-Minneapolis/Fond du Lac Route would be \$978 million, including rolling stock (e.g. passenger cars) and infrastructure improvements (e.g. track improvements). If the plan is carried out, residents of Buchanan will be able to access a train in Oshkosh to connect with Milwaukee to a high-speed rail line. The first phase of the MWRRS plan in Wisconsin calls for 110 mph rail service between Madison and Milwaukee, and continuing to Chicago.

The Midwest Regional Rail Initiative Plan shows a rail stop in the City of Appleton. Residents of Buchanan would have convenient access to this stop allowing them to travel to places such as Milwaukee, Madison and Chicago without having to drive. The Town of Buchanan will support rail transportation as an important form of transportation for Town residents. Currently, WisDOT's primary focus is on maintaining and improving current rail passenger lines and building new lines is yet to be determined.

Town of Buchanan Pavement Surface Evaluation and Rating (PASER)

In 2015, Buchanan completed a Pavement Surface Evaluation and Rating (PASER) for all Buchanan roads. PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition.

They include:

- 9 and 10 – No maintenance required
- 7 and 8 – Routine maintenance, crack sealing, and minor patching
- 5 and 6 – Preservative treatments (seal coating)
- 3 and 4 – Structural improvement and leveling (overlay or recycling)
- 1 and 2 – Reconstruction

Table 5-1 and Map 5-4 provides a summary of the PASER ratings in the Town. Roads rated good to fair account for 68 miles or 43 percent of the total within the Town. According to the PASER manual, it is recommended that communities strive to attain a rating of at least 7 for all roads. The Town Board should continue to use the PASER results during its annual update of any future Capital Improvement Plan and Budget to effectively plan for road improvements in relation to other Town spending needs.¹³

¹³ Note that PASER mileage is rated per each road lane; for example, a 2-lane road will have 2 ratings, a 4-lane road will have 4 ratings.

Table 5-1: Roadways by PASER Ratings

2015 PASER RATING	Number of Miles	% of All Roads
8-10 (Excellent to Very Good)	30.4	19.1%
5-7 (Good to Fair)	67.5	42.5%
1-4 (Fair to Failed)	47.9	30.2%
Not Rated	13.0	8.2%
Total	158.8	100%

Source: 2015 PASER Rating System Report, Town of Buchanan

Town of Buchanan Official Town Map

The Town of Buchanan has an official Town map showing current and planned future roads. The future roads shown on this map may not necessarily be constructed, but are still mapped with the Town having the option to develop them.¹⁴

Official Map

Official mapping allows communities, counties and the state to identify land areas that may be required for future right-of-ways. Mapping of corridors in advance of their need, can limit development in these corridors. Official mapping is provided in Wisconsin State Statutes 62.23(6).

Comparison to State and Regional Plans

There is a division in jurisdiction related to transportation facilities and services (e.g., county roads, state highways, and town roads). The transportation network in the Town of Buchanan requires coordination between these jurisdictions to work efficiently. In developing this plan, Buchanan invested a significant amount of time researching and coordinating with regional and state transportation plans, policies and programs. As a result, Buchanan’s transportation goals, policies, objectives and programs seek to complement state and regional transportation goals, objectives, policies and programs by providing local transportation facilities and services that connect to county/regional and state facilities.

TRANSPORTATION ISSUES, CONCERNS AND OPPORTUNITIES

Pedestrian and Bike Connections¹⁵

The highways that traverse the community have traffic volumes that present a challenge to pedestrians and cyclists. As Buchanan continues to grow, considerations for safe pedestrian and bike access to local amenities must be considered, including proposed trails, bicycle routes, and sidewalks through the community, particularly to provide connections to local destinations (e.g. CE Trail, other trails, Appleton, Kimberly, Combined Locks, Kaukauna and the Town of Harrison). The Town of Buchanan trails will allow residents and visitors to connect with the CE Trail, High Cliff State Park and the proposed Manitowoc to Fremont trail (one piece of this proposed trail has already been approved – the “Friendship Trail” running from Brillion to Forest

¹⁴ <http://www.townofbuchanan.org/media/1413/officialmaplegalsizerod2016.pdf>.

¹⁵ Source: <http://www.bicyclinginfo.org/>.

Junction). An opportunity also exists to provide additional connections through future subdivisions. Conservation subdivisions allow for trail development.

In order to promote trail connections, the Town needs to consider increasing the number of walkways, paths and trails in the community. Areas west of STH 55 offer ideal locations for this type of development, and can be added on a neighborhood-by-neighborhood basis. In existing subdivisions, the cost of installation can be borne by property owners through special tax assessments to recover installation costs. The Town should also consider adding walkways or trails to existing Town roads and coordinate with the Outagamie County Highway Department to consider walkway installation along county trunk highways. In areas east of STH 55, trail development is encouraged in lieu of sidewalks to retain the rural character of this area. Trails will provide important linkages within the community. Development of trails, walkways, paths, or similar amenities is only part of the picture. While walkways, trails and bicycle path installation are important, maintenance is just as important. A comprehensive process, potentially using students, seniors and other volunteers is needed to assess walkway, trail, and bicycle path locations and maintenance priorities.

One of the most overlooked aspects of increased bicycle trails in a community is bicycle parking at commercial and community facilities. Many people are discouraged from biking fearing their bike will be stolen if they leave it. The Town needs to consider good locations for bicycle parking. Most businesses will encourage bicycle racks in front of their stores.

Racks should be located so they are:

- Clearly visible in high pedestrian traffic areas to discourage thieves
- Well distributed versus clustering all racks in one central area
- Accessible
- Not a nuisance to pedestrians

The design of bicycle racks is also an important consideration. Racks should:

- Support the frame of the bicycle
- Allow the frame and one wheel to be locked on to the rack when both wheels are left on the bike
- Allow for the use of either a cable or U-shaped lock
- Be securely anchored
- Be usable by bikes with no kickstand
- Be usable by bikes with water bottle cages
- Be usable by a wide variety of sizes and types of bicycles

It is also important to mark the location of bike racks with signs so bicyclists know where they are located and trails and bicycle routes are clearly marked.

- Future bicycle routes on roads are designated as bike lanes and are for bicycle traffic only (Map 5-1). Bike lanes are encouraged on both sides of the roads indicated on the map with lanes being a minimum of five feet wide. These routes need to be marked with signs, and proper road striping to show motorists and bikers where the designated lanes are located.
- A second recommended form of proposed pedestrian and bicycle connection is called multi-purpose trails (Map 5-1). These trails should be 10-foot wide, blacktop and located adjacent to the roads noted. Multi-purpose trails will be similar in appearance to the CE trail and will provide walking, biking and other transportation opportunities for residents.
- The third type of pedestrian and bicycle connection is sidewalk and bike lane routes. Roads indicated on Map 5-1 with this designation are encouraged to have a sidewalk on one side of the street and two bike lanes on the road. Each bike lane must be a minimum of four feet wide and properly located to allow for on-street parking.

The separation of bike routes and walkways provides the safest mode of transportation for bikers and walkers.¹⁶ When bikers share small road spaces with cars and pedestrians, the risk of possible conflict and injury increases. If the Town desires shared on-street pedestrian/bike paths, paths need to be wide enough to safely accommodate both bikers and pedestrians. This could be in the form of widened shoulders on roadways. Shoulders must have a minimum paved area of three feet and have gravel for walkers.

The Town should consult with the Wisconsin Department of Transportation and Outagamie County prior to the construction of new trails, paths or other pedestrian transportation systems.

Walkable Community¹⁷

The Town of Buchanan is fortunate to have the basic elements of a walkable community. To enhance the Town's "walkability" it can provide sidewalks and trail connections to schools, parks and shopping areas. The following actions are recommended:

What is a Walkable Community??

Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth. Their desirability comes from two factors:

1. Walkable communities are located within an easy and safe walk to goods (such as housing, offices, and retail) and services (such as transportation, schools and libraries) that a community resident or employee needs on a regular basis.
2. By definition, walkable communities make pedestrian activity possible, thus expanding transportation options, and creating a streetscape that better serves a range of users -- pedestrians, bicyclists, transit riders, and automobiles.

SOURCE: Smart Growth Network, 2004. Available online at www.smartgrowth.org

¹⁶ Source: <http://www.dot.wisconsin.gov/projects/state/docs/bike-facility.pdf>.

¹⁷ Based on the information available from Walkable Communities, Inc., as prepared by Dan Burden, a nationally recognized authority on bicycle and pedestrian facilities and programs.

- 1. Maintaining the Town's network of neighborhood parks, open spaces and schools.**
This effort must include a commitment to continuing to provide park and open spaces in new neighborhoods and access to existing facilities via trails and walkways.
- 2. Providing many linkages to neighborhoods (including walkways, trails and roadways).** People need to have choices for traveling. Offering well-maintained roads, walkways, and trails are important to provide access for residents (refer to the Transportation System Plan for recommended routes). Where recommended, sidewalks would be provided on both sides of neighborhood streets. Where sidewalks are not practical, trails and bike routes are encouraged.
- 3. Designing at a scale to allow residents to walk to local destinations (e.g. schools, shopping, parks, etc.).** Walkable communities are designed so most residents have the choice of walking ($\frac{1}{4}$ to $\frac{1}{2}$ mile) to arrive at a community destination. In Buchanan, the Town has experienced growth in the southwest corner of the Township. This growth is concentrated between STH 441, CTH CE, CTH KK and STH 55. High traffic volumes, along with few sidewalks, can make walking in this part of Buchanan difficult. Accordingly, many residents prefer to drive to destinations. To address this issue, sidewalks and trails must be provided in the areas west of STH 55.
- 4. Enforce low speed streets (in subdivisions and neighborhoods 20-25 mph common).**
To promote a walkable community, motorists must respect speed limits in all areas, but particularly near schools, parks and other public areas, yielding to pedestrians.
- 5. Providing inspiring and well-maintained public streets.** Streets in a walkable community are attractive, colorful, with sidewalks/walkways, planter strips, and handle a diversity of needs. Homes and buildings are brought forward, relating to the street with a minimal setback area. These amenities and design elements provide an attractive, inviting place for walking.
- 6. Land use and transportation are integrated.** In walkable communities, residents understand and support compact development, infill, integral placement of mixed-use buildings, and mixed housing neighborhoods. People understand that small, local stores help create community as well as convenience. Residents feel they have choice of travel modes to most destinations. The Town of Buchanan will support infill development to help create a walkable community.
- 7. Providing convenient, safe and easy street crossings.** Successful urban areas and shopping districts have frequent, convenient, well-designed street crossings. Pedestrians using these areas rarely have to walk more than 150 feet to reach crossings. People crossing at intersections, whether signalized or not, rarely wait more than 30 seconds to start to cross. The primary challenge in Buchanan is not traffic speed, but rather the volume of traffic along CTH KK, CTH CE, and CTH N. These high traffic volumes can be intimidating to pedestrians. Improved crossings such as bump outs to reduce pedestrian crossing width,

mid-street crossings and surface treatments (e.g. colored/stamped concrete to clearly mark crossing locations, lighting, and paint striping) can help address this issue.

Public Transit-Choices and Access

The Town of Buchanan is currently served by Valley Transit bus service for public transit. Some residents feel public transit is missing on a regular basis. Valley Transit currently has multiple stops located within the Town or in close proximity. The Town should continue to work with Valley Transit, Outagamie County, the City of Appleton and other surrounding communities to encourage public transit expansion in the Town and improve resident awareness of local transit access points.

Connectivity

In reviewing the Transportation Map, the road network is not well connected in some areas. There are many cul-de-sacs and dead-end roads located in the southwestern part of the Town. To increase the Town's connectivity, the Town should:

- Encourage developers to consider connections to existing subdivisions and looping roads in new developments instead of cul-de-sac development.
- Monitor traffic patterns to consider long-term needs for future road connections. In the less developed eastern part of the Town, many roads are located along section lines (spaced approximately 1 mile apart). In the future, it may be necessary (in some locations) to consider internal connection roads. These internal connection roads are typically spaced at ½ mile interval. The Town should seek to limit development patterns that would prevent the construction of future internal roads by using an Official Map.

What is Connectivity?

The purpose of a street network is to connect spatially separated places and to enable movement from one place to another. With few exceptions, a local street network connects every place in a community to every other place in the community. But, depending on the design of the network, the quality of those connections will vary. A community with good connectivity will have many connections. A community with poor connectivity will have many dead-end roads.

Safety and Traffic

During the planning process, residents raised concerns with respect to safety and congestion. Issues ranged from traffic backups on CTH N at Emmons Road, difficult intersections and to wanting the ability to safely walk and bike to key destinations in the Town. To address these concerns, this plan recommends bicycle and pedestrian improvements, and the establishment of more local and regional trails. Intersection improvements are identified in several locations in Buchanan. These activities must be coordinated with Outagamie County and WisDOT as necessary.

RECOMMENDED TRANSPORTATION SYSTEM IMPROVEMENTS

The Town has increased its focus on constructing bike and pedestrian facilities. These facilities are desired by Town residents and provide healthy transportation options. The following routes had been identified. In some instances the recommendations below do not reflect the recommendations shown on the Town of Buchanan Official Map.¹⁸ The Town's official map should be revised, if necessary, to reflect the proposed improvements listed below. Off-road facilities or trails should be designed to be 8 to 10 feet in width, while on-road facilities should be designed for five foot paved shoulders. Generally major collectors in the western portion of the Town, which get heavy use and connect residential to key destinations and retail areas, are targeted for either off-road or a combination of on-road bike lane and sidewalks. County roads, in the western part of the Town are targeted for on-road bike lanes / paved shoulder. Proposed bike and pedestrian facilities are shown on Map 5-1.

In addition to bike and pedestrian facilities, Town residents also identified areas with safety and congestion concerns. A few upgrades to intersections, streets and a number of corridor studies are being worked on. The Town should be involved in any future planning studies to ensure that its needs are being incorporated into the planning studies and /or design. Planned road are shown on Map 5-2. Most, but not all of the planned roads are indicated on the Town's Official Map. The Town's Official Map should be revised to reflect any additions that are not already included.

Planned On-Road and Off-Road Facility (sidewalk and on-road bike lanes)

- Van Roy Road – Milky Way to Railroad Street / Town boundary
- Buchanan Road – CTH N to CTH CE
- Emons Road – Eisenhower Drive to CTH CE
- Main Street – Emons Road to CTH KK
- Block Road – Buchanan Road to DeBruin Road
- Creekview Lane – Pinecrest Boulevard to Railroad Street
- DeBruin Road – Block Road to CTH CE
- Pinecrest Boulevard – Emons Road to Creekview Lane

Off-Road Facilities / Trails

- Eisenhower Drive – CTH KK to CTH CE
- Springfield Drive – Eisenhower Drive to Stoney Brook Road
- CTH KK – Eisenhower Drive to STH 55
- CTH N – CTH KK to Emons Road / Buchanan Road
- CTH KK to Block Road (Hickory Park)
- CTH CE – Loderbauer Road to Weiler Road
- Fox River – CTH ZZ to CTH ZZ

¹⁸ Adopted January, 2010.

- CTH ZZ – City of Kaukauna to Termini

On-Road Facilities / 5 Foot Shoulder

- Stoney Brook Road – CTH KK to Creekview Lane
- Creekview Lane – Stoney Brook Road to Pinecrest Boulevard
- Marion Avenue – Block Road to Buchanan Road
- State Park Road – CTH KK to Block Road
- DeBruin Road – Block Road to CTH KK
- STH 55 – CTH KK to CTH CE
- CTH KK – STH 55 to Outagamie Road
- CTH GG – CTH KK to CTH ZZ
- CTH CE – Weiler Road to Outagamie Road
- Weiler Road – CTH CE To CTH GG
- CTH ZZ – Termini to Outagamie Road
- CTH Z – CTH ZZ to Outagamie Road
- Loderbauer Road - CTH KK north

Future Roads

Future roads are shown on Map 5-2. The following roads are proposed:

- DeBruin Road to Gentry Drive
- Speedway Lane extended to CTH CE
- Rolling Acres Court extended to Clune Road
- Gerrits Drive extended to Clancy Lamers Road
- Clancy Lamers Road extended to Clune Road
- CTH ZZ terminated west of Haas Road

Intersection / Roadway Improvements

The following intersections and Roadways were identified during the visioning process:

- CTH N and Emons Road / Buchanan Road: Traffic backs up in the morning and afternoon and as a result of Kimberly High School students traveling to and from school. (Intersection improvements planned.)
- CTH N, south of CTH CE. Congestion during certain times of the day. (Consider during corridor study.)
- CTH CE and Buchanan Road: Dangerous intersection. (Intersection improvements planned.)
- CTH N and CTH KK: A concern was expressed that this intersection was difficult to cross. (Consider during corridor study.)

- Eisenhower Drive and Emons Road: Traffic on Eisenhower Drive makes it difficult to turn left from Emons Road to Eisenhower Drive. (Consider improvements when Emons Road is reconstructed.)
- CTH CE and Eisenhower Road: A concern was expressed that this intersection was dangerous and confusing.
- State Park Road and CTH KK: A concern was expressed that this intersection was difficult to cross.

COORDINATION WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Issues and Opportunities

The Issues and Opportunities Element establishes the framework for planning – the overall future vision – the ideal from which this plan has been developed. That vision will impact the way Buchanan considers and approves changes to the transportation network. It will also guide Buchanan’s participation in activities sponsored by WisDOT and Outagamie County. To realize the vision, and support the transportation vision presented in this chapter, Buchanan will seek to maintain its quality roads and expand other transportation choices, including trails.

Housing

Buchanan has a history requiring subdivision streets be built to minimum standards and requiring developers to comply with local requirements. Buchanan has also worked to provide street connections between neighborhoods and to provide safe points for subdivision street connection to town, county and state highways. These approaches are important to the success of the transportation network and the local quality of living. The opportunity exists to further improve connections between subdivisions by pursuing trail or path creation in the open spaces of adjoining subdivisions. Providing well-connected residential areas, including trails and some sidewalks, invites people to move into and through the community.

Agricultural, Natural and Cultural Resources

Buchanan has abundant agricultural and natural areas, including forests, rolling topography, river corridors and wetlands. These features contribute to the character of the community and quality of living. To provide access to these areas and to enhance enjoyment for residents trail development is encouraged in this chapter.

Utilities and Community Facilities

There is a close relationship between the Transportation Element and the Utilities and Community Facilities Element. This is due to the fact that transportation facilities are one type of community facility. Schools and parks are two important local community facilities. Access to these amenities is improved by providing choices beyond the automobile. This plan seeks to

encourage access via trails and sidewalks to link these important community features to nearby neighborhoods.

Economic Development

Providing a quality transportation system is important to successful local economic development. A quality transportation system makes businesses accessible to customers and suppliers. This is especially true as it relates to quality highway access. Just as businesses need good access, employees also want to be able to efficiently access their places of employment. Lack of access to employment opportunities may affect individual decisions to seek employment or live in a community.

When trails and sidewalks are provided to link commercial areas to outlying neighborhoods, it offers the opportunity to allow customers to easily move from business to business. They also provide an opportunity for groups that may not have access to vehicles (e.g. elderly and youth populations) to safely access local businesses.

In Buchanan, these issues were carefully considered with respect to recommended transportation system improvements. In addition, when developing the economic development element, locations for new business development were evaluated based on their proximity and access to important transportation corridors.

Land Use

Land use and transportation are significantly connected to each other and have an effect on virtually everyone in a community. Transportation choices provide connections between land uses. The density and intensity of land uses impacts the type and number of transportation choices needed. While land use decisions are generally considered local and regional issues, the transportation impacts that accompany land use decision can transcend the boundaries of communities and regions.

Intergovernmental Cooperation

The transportation network in Buchanan consists of many elements that are not controlled locally. For example, county trunk highways, state highways, and air transportation choices are all provided by other agencies and organizations. Accordingly, intergovernmental cooperation is a critical component of this Transportation Element and the key to future transportation initiatives and goals. To ensure that transportation choices remain, Buchanan will continue to coordinate with these agencies and organizations. Coordination will help ensure that transportation improvements and maintenance is well planned and timely.

Implementation

Using a capital improvements plan and budget, the costs of transportation improvements identified in this chapter can be addressed over time. The Town currently utilizes a capital improvement plan and budget. Another opportunity that can also be pursued to finance maintenance of the transportation network is a transportation utility.

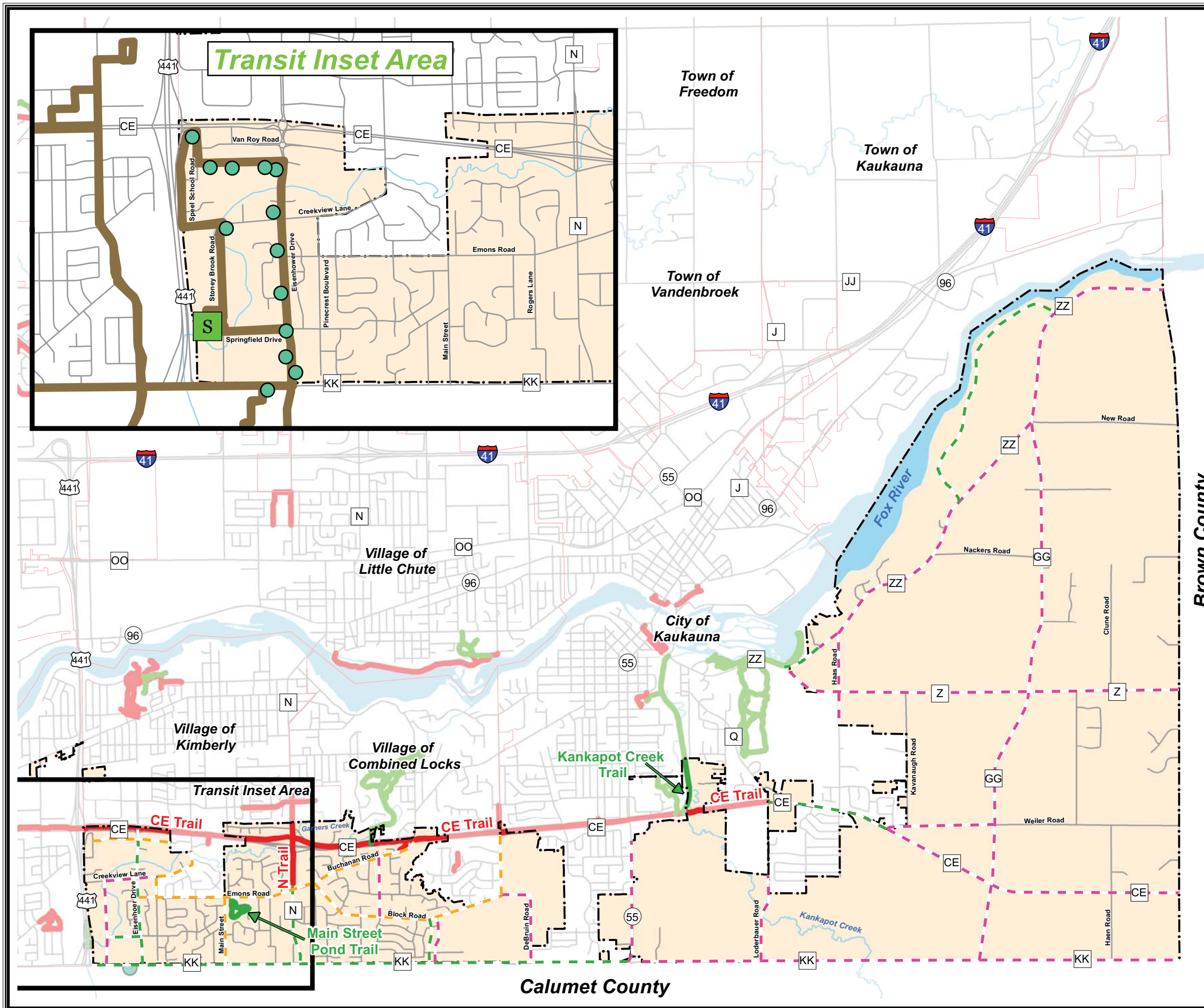
Transportation Goals, Objectives and Policies

The Town of Buchanan transportation goals, objectives, and policies can be found in Chapter 12: Implementation.

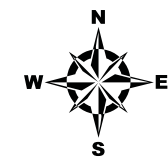
Map 5-1 Town of Buchanan Comprehensive Plan Update Multi-Modal

Legend

- Valley Transit Shelters
- Valley Transit Stops
- Paved Off Road Shared Use Path
- Unpaved Off Road Shared Use Path
- Planned On Road & Off Road Facility
- Planned Off Road Facility
- Planned On Road Facility
- Valley Transit Routes



Source:
Base data: Outagamie County, 2016
Bicycle & Pedestrian data: Town of Buchanan, 2017,
Outagamie County, 2015, & ECWRPC, 2015
Transit data: Valley Transit, 2017













0 0.25 0.5 1
Scale in Miles

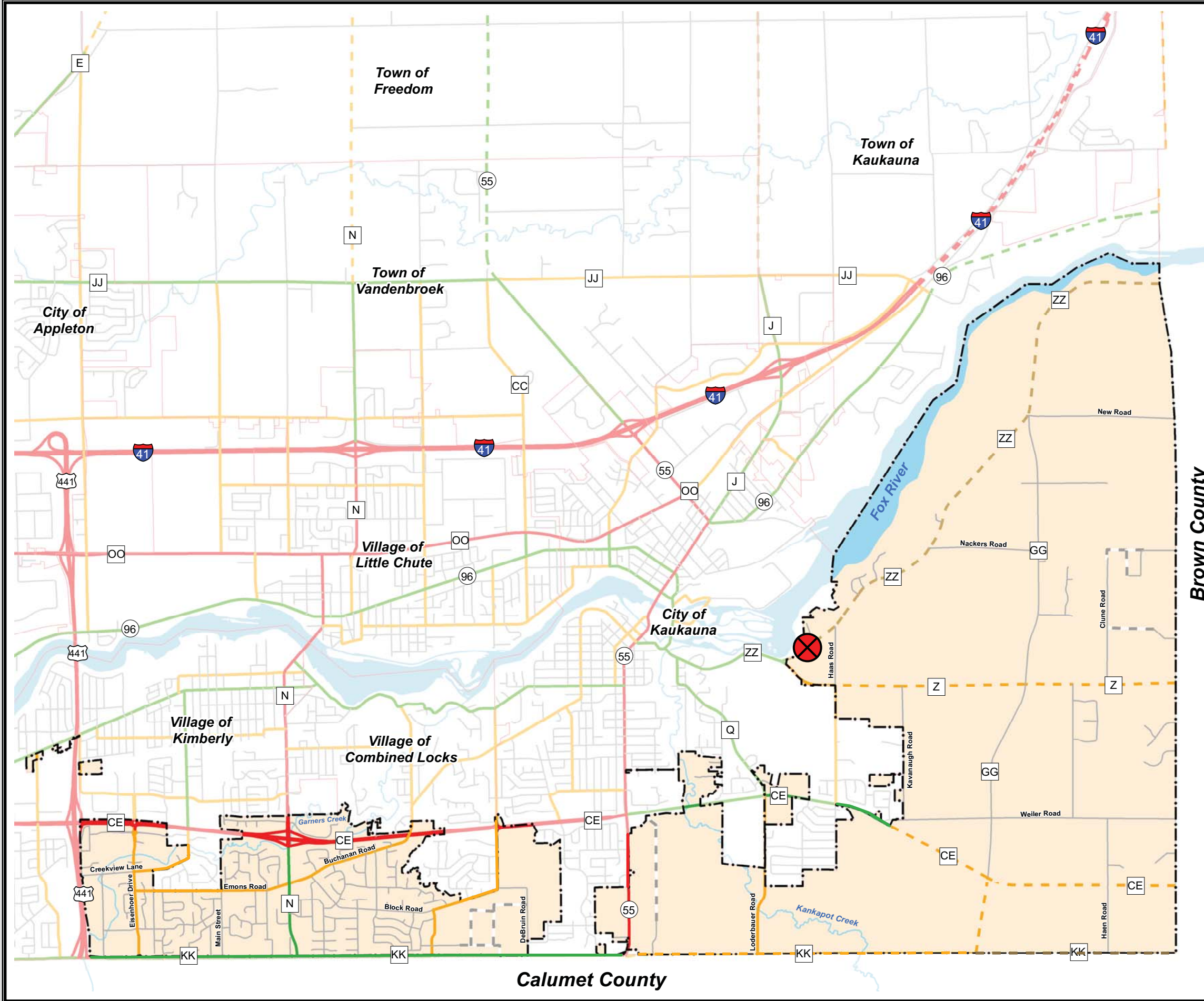
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Map 5-2 Town of Buchanan Comprehensive Plan Update Functional Classification

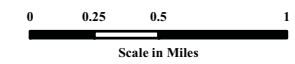
-  ZZ Vacated, Rerouted to Haas Road
-  Urban Principal Arterial
-  Urban Minor Arterial
-  Urban Collector
-  Rural Principal Arterial
-  Rural Minor Arterial
-  Rural Major Collector
-  Rural Minor Collector
-  Local Road
-  Planned Roads



Brown County

Calumet County

Source:
Base data: Outagamie County, 2016
Functional Classification: WisDOT, 2017



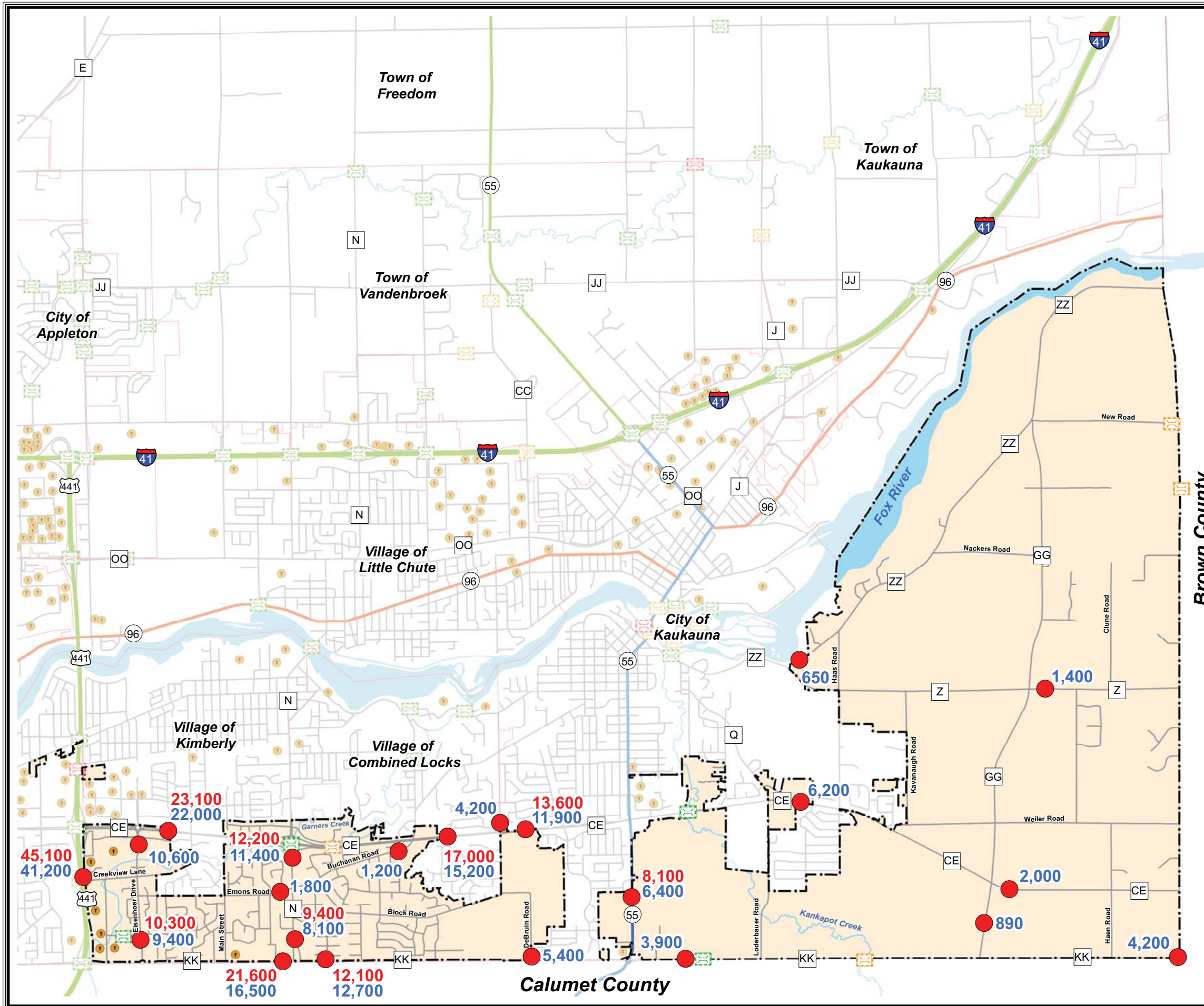
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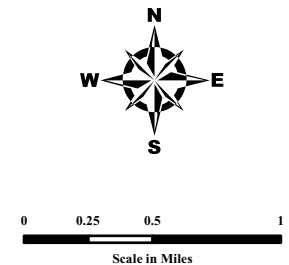
KM: O:\2412_BuchananCompPlan\Maps\Transportation\Draft_MXD\5_2_Functional_Class.mxd

Map 5-3 Town of Buchanan Comprehensive Plan Update Average Annual Daily Traffic, Freight & Trucking Terminals, & Bridge Sufficiency Ratings



- AADT **2016**
- AADT **2010**
- Bridge Replacement Funding Eligible
- Bridge Rehabilitation Funding Eligible
- Sufficient Bridge
- No Trucking Limit
- 75 Foot Trailer Limit
- 65 Foot Trailer Limit
- Freight Terminals

Source:
Base data: Outagamie County, 2016
AADT data: WIS DOT, 2010 & 2016
Bridge data: WIS DOT, 2014
Freight data: WIS DOT, 2015
Freight Terminals: ECWRPC, 2015



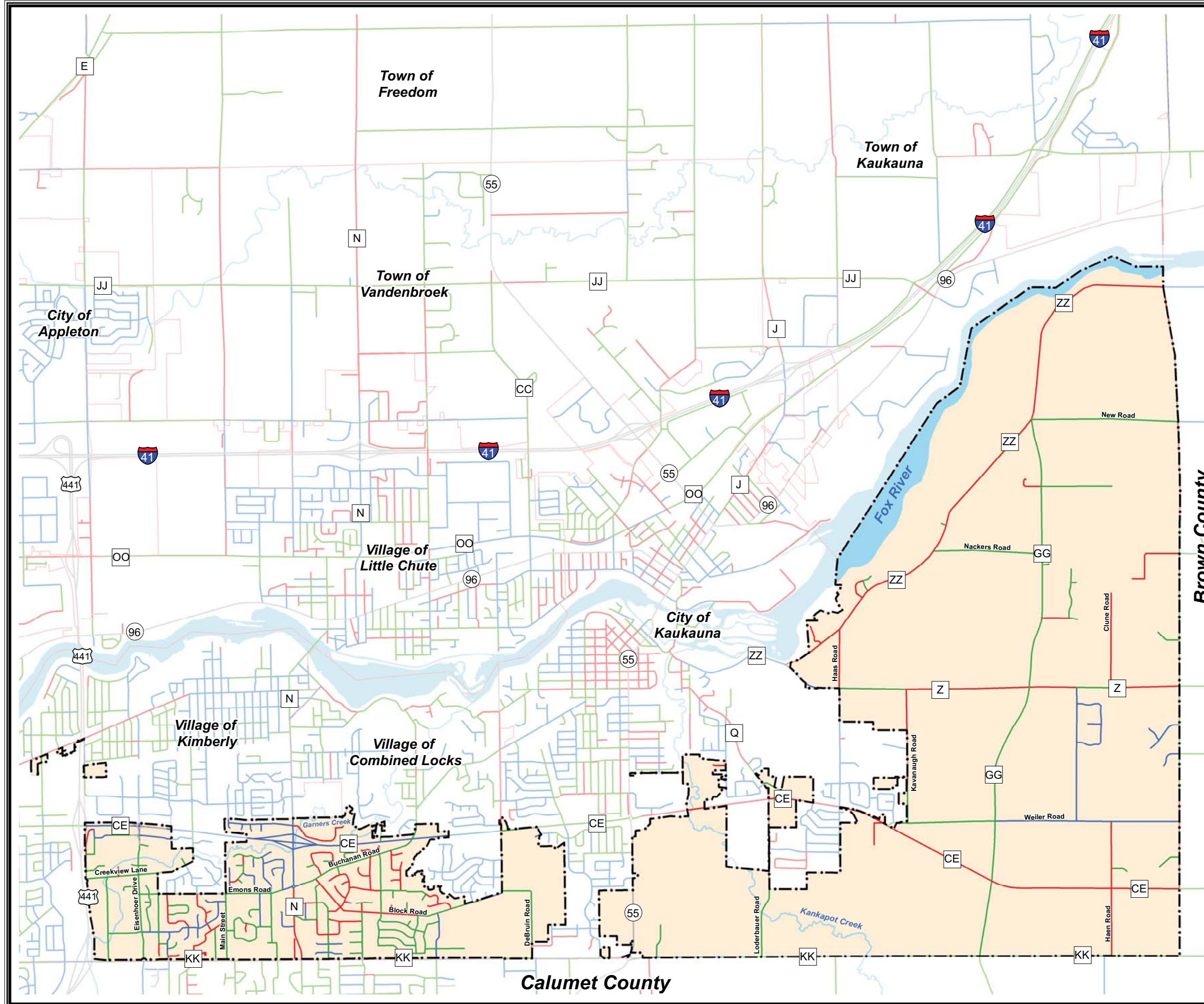
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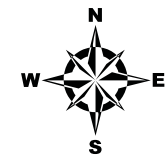


Map 5-4 Town of Buchanan Comprehensive Plan Update PASER Ratings 2015

- Excellent to Very Good
- Good to Fair
- Fair to Failed
- Not Rated



Source:
Base data: Outagamie County, 2016
PASER data: WIS DOT, 2015



0 0.25 0.5 1
Scale in Miles

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