



OSHKOSH

# PEDESTRIAN AND BICYCLE CIRCULATION PLAN

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PREPARED FOR:

CITY OF OSHKOSH  
DEPARTMENT OF COMMUNITY DEVELOPMENT

PREPARED BY:

DISCOVERY GROUP, LTD.  
MADISON, WISCONSIN

**REVISED**

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As Amended Through 2000

# PEDESTRIAN AND BICYCLE CIRCULATION PLAN UPDATE

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# **PEDESTRIAN AND BICYCLE CIRCULATION PLAN UPDATE**

## **1. INTRODUCTION**

The City of Oshkosh adopted a Trail System Plan as a component of the City's Comprehensive Plan on August 5, 1993. This Pedestrian and Bicycle Circulation Plan is prepared as an update to the 1993 plan. The update incorporates key provisions of the 1993 plan, plus recommendations of the "Long-Range Bicycle and Pedestrian Plan" prepared by East Central Wisconsin Regional Planning Commission in 1994.

The key objective of this plan is to enhance and promote safe and efficient pedestrian and bicycle circulation routes in the Oshkosh area. This plan recognizes the personal, environmental, and societal benefits of bicycling and walking from both recreational and transportation perspectives. The plan outlines recommended improvements and a strategy for promoting the use of pedestrian and bicycle facilities as a travel option.

A second objective of this plan is to promote and foster greater utilization of the Fox River corridor through Oshkosh as a multi-use aesthetic and recreational resource. The Fox River flows through central Oshkosh and is the dominant resource feature in the City. The City's Comprehensive Plan envisions significant redevelopment along the river, particularly in the central city. Riverside Park and Park Plaza currently contain elements of a riverwalk. This plan outlines the development of a looped multi-use pathway and riverwalk system that encompasses both sides of the Fox River between the Wisconsin Street Bridge and the Main Street Bridge.

### **PEDESTRIAN AND BICYCLE FACILITIES AS AN INTEGRAL COMPONENT OF THE TRANSPORTATION PLAN**

Local governments are mandated to address nonmotorized transportation modes by the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) and subsequent Federal and State transportation acts. These laws are shifting our nation's transportation focus from that of an exclusively automobile-dominated society into one in which multiple forms of transportation, including walking and bicycling, become real options for daily travel within urbanized areas. The Pedestrian and Bicycle Circulation Plan identifies specific infrastructure improvements that should be programmed into the transportation planning process in the Oshkosh area. The plan advocates the design and construction of pedestrian and bicycle facilities as part of the routine program for constructing new streets and retrofitting older transportation corridors.

### **BOTH TRANSPORTATION AND RECREATIONAL PURPOSES**

This plan is based on meeting the dual objectives of promoting walking and bicycling as modes of transportation and providing recreational benefits.

For transportation trips, improved bicycle and pedestrian facilities facilitate the movement of people into and between those areas with the highest activity concentrations, such as employment centers and shopping districts. Additional connections are required to allow pedestrians and bicyclists more direct lateral movement between residential neighborhoods and neighborhood facilities, such as schools, parks, and neighborhood shopping districts.

Particular attention has been paid to providing adequate bicycle and pedestrian facilities in the Highway 41 corridor area, where there is currently a deficiency of such facilities, and in the University of Wisconsin - Oshkosh campus area, where there is a high level of bicycle use and pedestrian travel.

In regard to the Highway 41 area, the Plan Commission adopted a Highway 41 Improvement Plan in March, 1997 that included a number of recommendations for improving pedestrian circulation within the Highway 41 Corridor. Various aspects of the adopted Highway 41 Improvement Plan pertaining to pedestrian accessibility are set forth in this plan as well.

For recreational bicyclists and pedestrians, the proposed facilities are designed to provide linkages with the City's parks and recreation areas. The plan promotes the development of a regional "spine trail system" connecting with the WIOUWASH State Recreational Trail and other proposed regional trails, linking Oshkosh with the Fox Cities and Fond du Lac areas.

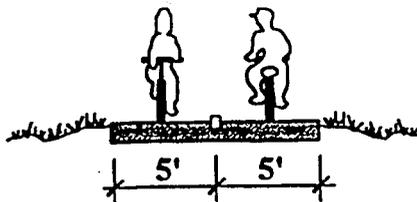
Proposed bicycle facilities consider the needs of both experienced adult cyclists and casual or novice adult and teenage riders, who are less confident and capable of operating in traffic. A variety of facility types are recommended to balance user needs with route directness, aesthetics, safety, cost, and the demand for limited use of existing resources.

## **INTERJURISDICTIONAL CONSIDERATIONS**

Implementation will depend on coordination between the City of Oshkosh, adjoining towns, Winnebago County, and the Wisconsin Department of Transportation.

## 2. DEFINITIONS OF TERMS AND LEVELS OF IMPROVEMENT

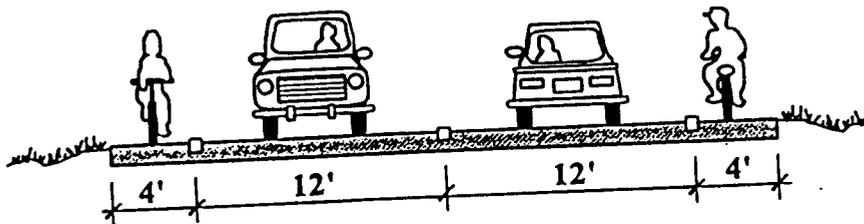
The levels of improvement referenced in this plan include the following:



### Multi-Use Trails

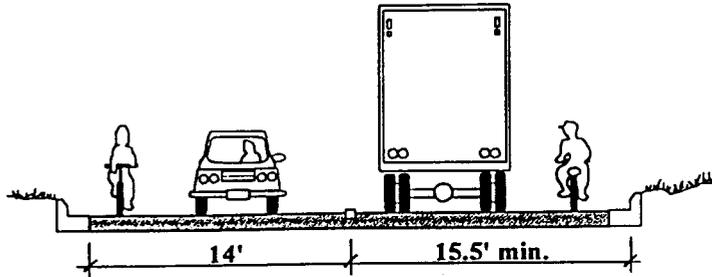
Multi-use trails, also referred to as pathways, are either State, County, or City pedestrian and bicycle facilities that are separated from street and highway driving surfaces. Multi-use trails can be located either within street and highway right-of-ways, but separated from driving lanes, or on separate off-street right-of-ways or within park or other public land settings.

Multi-use trails are used by a combination of walkers, joggers, in-line skaters, pet owners, wheelchair users, and bicyclists. Recommended trail widths for combined pedestrian and bicycle use range from 8' to 12'. The American Association of State Highway and Transportation Officials (AASHTO) recommends a minimum of 10' widths for two-way combined bicycle and pedestrian use trails. The surface may be either asphalt or crushed gravel.



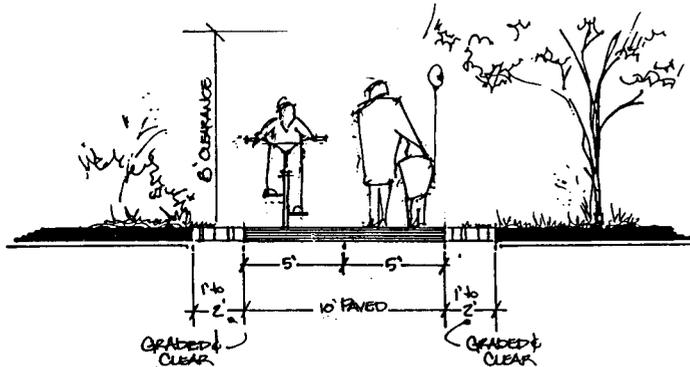
### Bicycle Lanes

Bicycle lanes are paved on-street surfaces adjacent to driving lanes that are designed for preferential use by bicycles. The minimum bicycle lane width recommended by AASHTO is four-feet. Bicycle lanes are designated by signing and pavement markings. Bicycle lanes may either be curb lanes on streets where there is no on-street parking or marked lanes between driving and parking lanes where on-street parking is allowed.



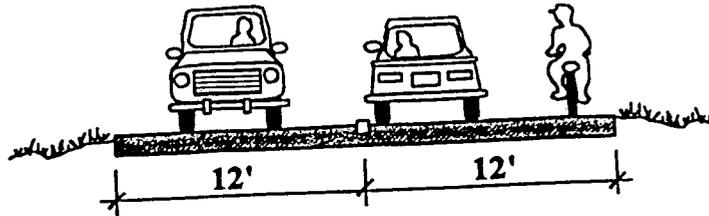
### Widened Curb Lanes

Widened curb lanes are a roadway condition where right-hand traffic lanes are 14 feet to 15.5 feet wide, excluding gutter sections. This level of improvement represents a minimum level of bicycle accommodation on major arterials and collector streets. Widened curb lanes are not signed or marked with pavement markings designating preferential use by bicycles.



### Sidepaths and Widened Sidewalks

Sidepaths or widened sidewalks are facilities designed for joint pedestrian and bicycle use along high traffic volume arterial and collector corridors where on-street bicycle use poses significant hazards. Typically, these facilities are constructed on one side of major collectors and arterials where there is a need to provide safe pedestrian and bicycle access but where there is a need for separation from vehicular traffic. AASHTO recommends a minimum 10' width for sidepaths with shared bicycle and pedestrian use. Sidepaths and widened sidewalks should have a five-foot minimum separation or physical barrier between the vehicular driving lanes and the sidepath.



### Shared-Use Roadways

Shared use roadways are standard streets and highways without designated bicycle lanes or other bicycle facilities that are shared by all vehicles, including bicycles. Wisconsin law provides that bicyclists have equal rights with other vehicles to use all public roads and streets, with the exception of limited access freeways.

### Bicycle Facilities

Bicycle facilities are facilities designed for preferential use by bicyclists. They include on-street bicycle lanes, widened curbs designed for bicycle use, sidepaths designed for either exclusive use by bicyclists or joint-use with pedestrians, and off-street multi-use trails and bicycle paths.

### Bicycle Routes

Bicycle routes are preferred routes for bicycle use utilizing a combination of streets with bicycle facilities, off-street multi-use trails and pathways, and lightly-traveled local streets with motorized vehicular traffic of less than 1,000 Average Daily Traffic (ADT). Typically, bicycle routes are signed and shown on maps made available to bicyclists in the community.

### Sidewalks

Standard sidewalks in the City of Oshkosh are 5'-wide concrete pavement walks located within the public street right-of-way and designed for pedestrian use. While bicycle use is not prohibited in Oshkosh, standard sidewalk facilities do not allow sufficient room for joint use by bicyclists and pedestrians.

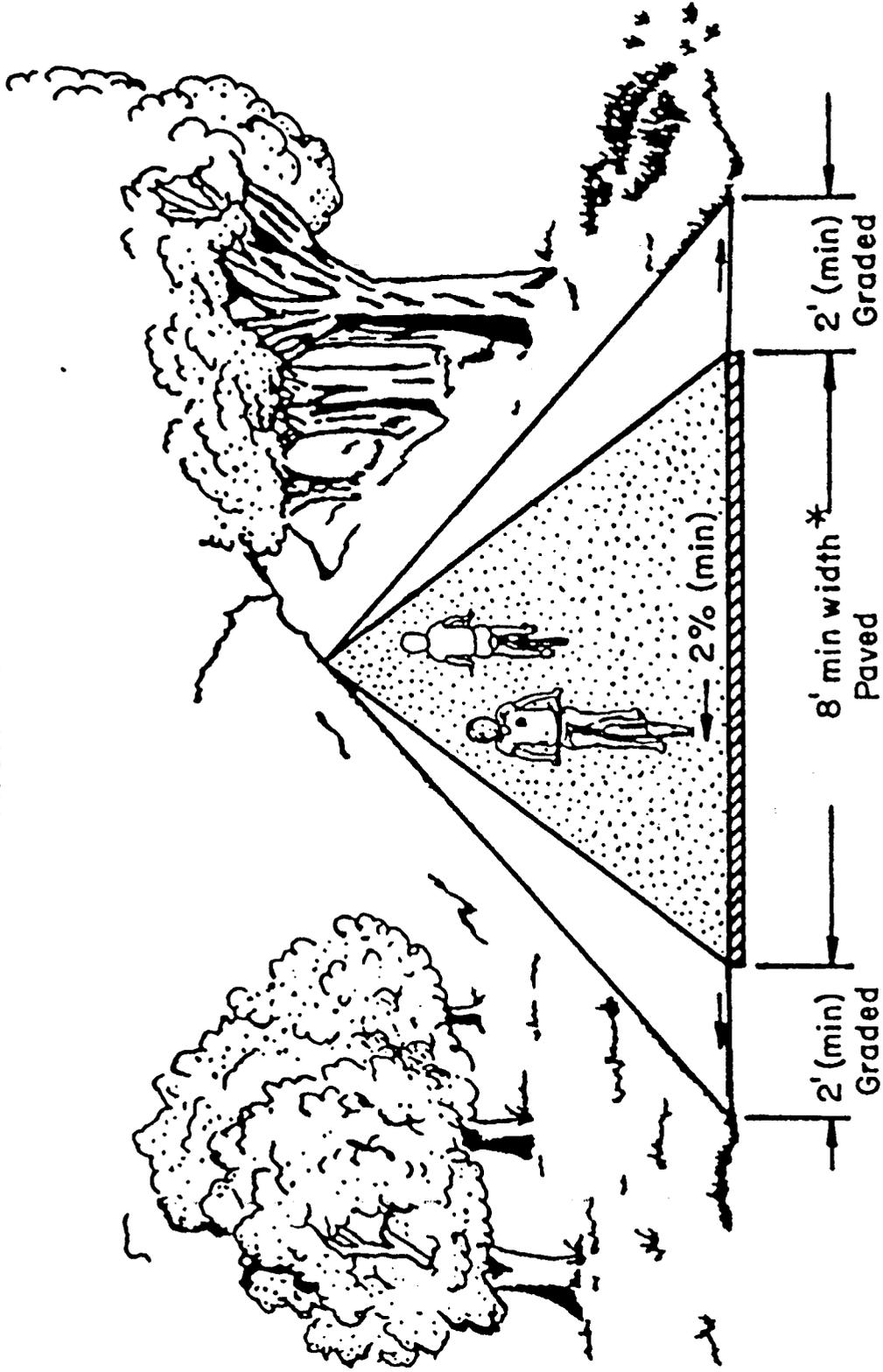


**EXAMPLE - 10' ASPHALT SIDEPATH**

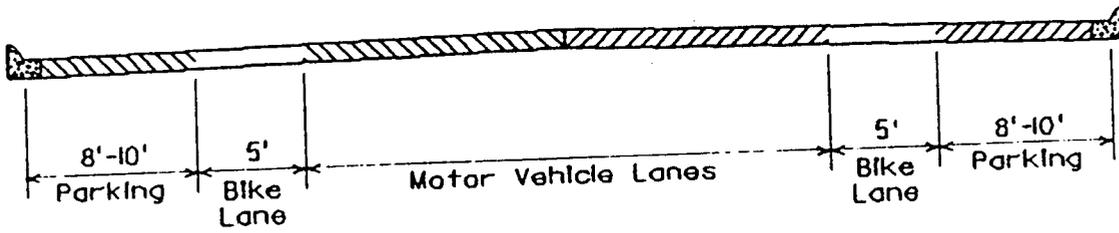


**EXAMPLE - 10' ASPHALT OFF-STREET MULTI-USE TRAIL**

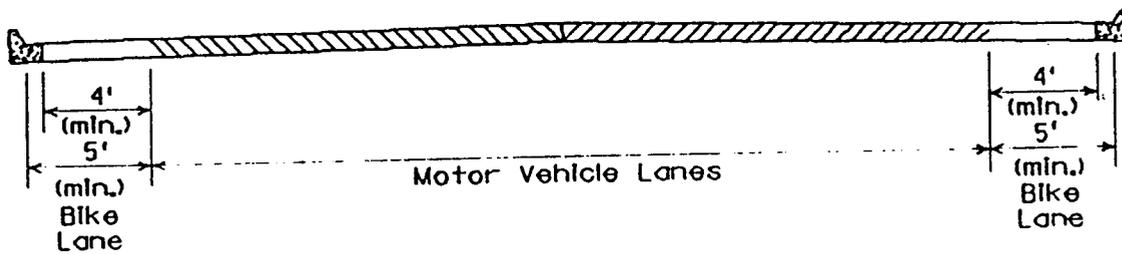
# BICYCLE PATH ON SEPARATED RIGHT-OF-WAY



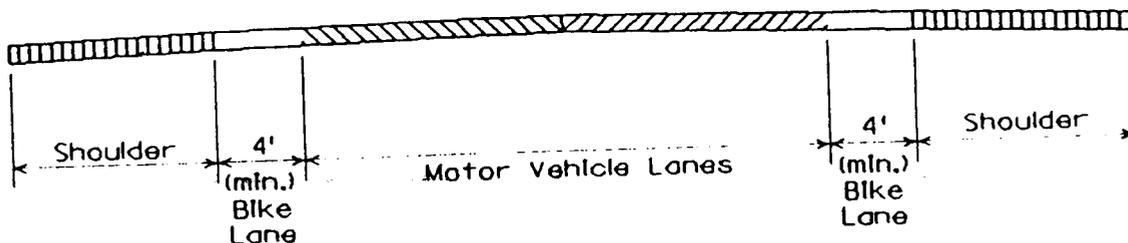
\* One-Way: 5' Minimum Width  
Two-Way: 8' Minimum Width  
Metric Conversion: 1 ft. = 0.3m.  
(Not to Scale)



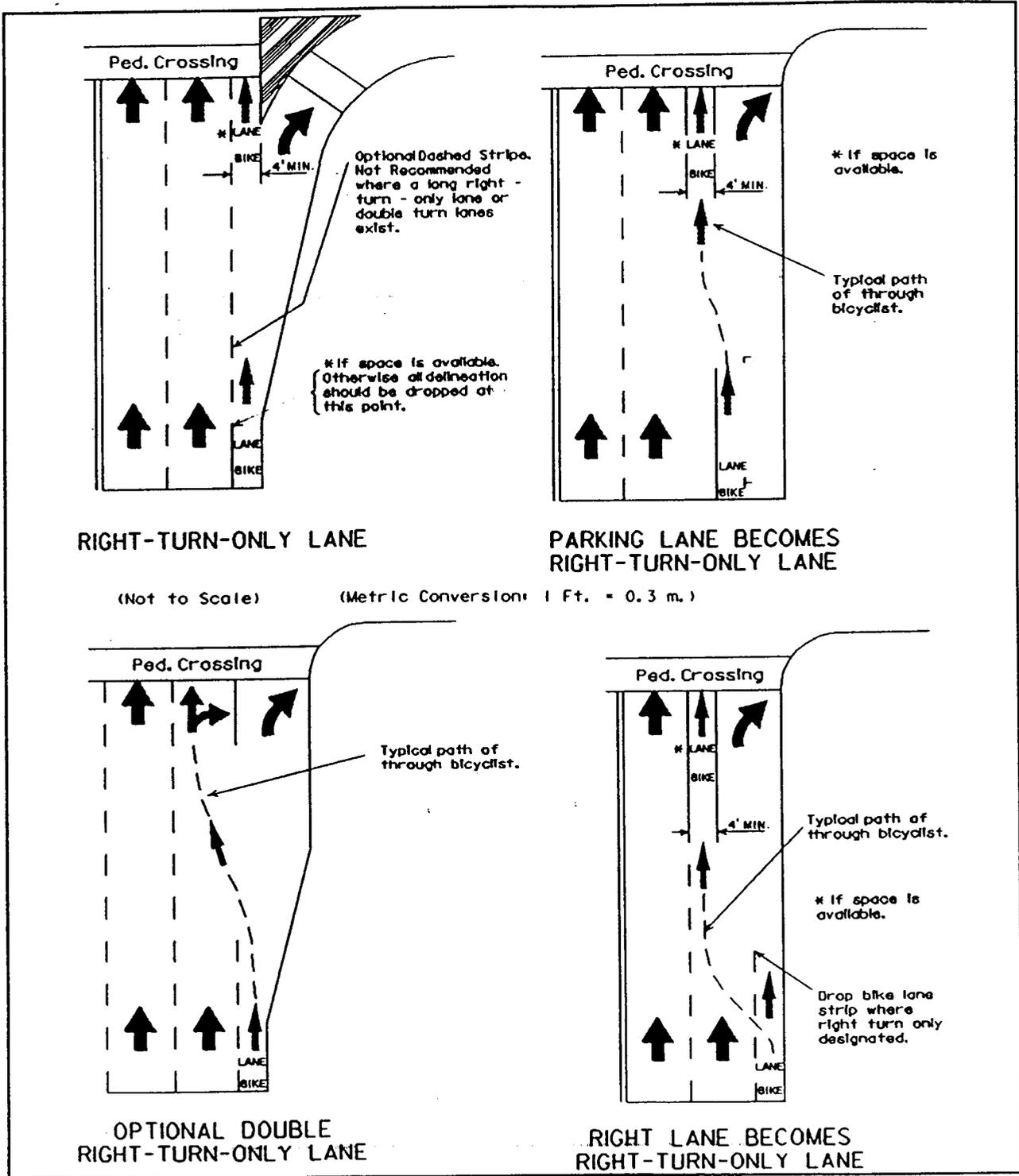
**BICYCLE LANES ON CURBED STREET WITH PARKING**



**BICYCLE LANES ON CURBED STREET WITHOUT PARKING**



**BICYCLE LANES ON RURAL STANDARD STREET OR HIGHWAY WITHOUT CURB OR GUTTER**



## BICYCLE LANES APPROACHING MOTOR VEHICLES RIGHT-TURN-ONLY LANES

### **3. INVENTORY AND ANALYSIS OF EXISTING CONDITIONS**

#### **3.A. PREVIOUS BICYCLE AND PEDESTRIAN PLANNING**

Previous planning for bicycle and pedestrian facilities in the Oshkosh area includes the following reports and studies:

##### **TRAIL SYSTEM PLAN, COMPREHENSIVE PLAN, CITY OF OSHKOSH, 1993**

The Comprehensive Plan for the City of Oshkosh adopted in 1993 contains a Trail System Plan that describes the key components of the regional recreational trail system and the City's off-street "spine" trail system. The plan generally describes proposed local bike routes that connect to the off-street trail system.

##### **BICYCLE AND PEDESTRIAN PLAN, FOX CITIES, OSHKOSH, AND FOND DU LAC AREAS, 1994**

The Bicycle and Pedestrian Plan for the Fox Cities, Oshkosh, and Fond du Lac Areas was prepared by the East Central Wisconsin Regional Planning Commission in December, 1994 as part of the Long-Range Transportation/Land Use Plan for the region. The plan represents the first coordinated attempt to integrate the needs of bicyclists and pedestrians into the transportation infrastructure of the Fox Cities, Oshkosh, and Fond du Lac urban areas. The plan is intended to serve as a foundation for more detailed planning at the municipal level for each of the municipalities and for coordinating bicycle and pedestrian facility planning across jurisdictional boundaries. The plan sets forth broad objectives and policies, provides facility design guidelines, and prioritizes major regional projects and generalized long-range bicycle routes.

##### **WIOUWASH STATE RECREATION TRAIL MASTER PLAN, 1994**

The WIOUWASH State Recreation Trail Master Plan was prepared by the Wisconsin Department of Natural Resources in 1994. It sets forth goals and objectives, establishes land acquisition policies and procedures, describes implementation strategies, and describes operational policies for the State facility.

##### **OTHER RELATED PLANS AND STUDIES**

There are a variety of other State, County, and City plans, studies, and reports that contain recommendations, data, and guidelines that are relevant to bicycle and pedestrian planning in the Oshkosh area. These related planning documents include:

- Wisconsin State Trails Strategic Plan, 1993
- University of Wisconsin - Oshkosh, Campus Physical Development Plan, 1994

Comprehensive Park and Recreation Plan, City of Oshkosh,  
USH 41 Frontage Road Traffic Study, HNTB, 1988  
Fox River Corridor Economic Development Feasibility Study, ECWRPC, 1993  
Highway 41 Corridor Improvement Plan, City of Oshkosh, 1997

### **3.B. EXISTING MULTI-USE TRAILS**

#### **WIOUWASH STATE RECREATION TRAIL**

The WIOUWASH State Recreation Trail is a 102-mile multi-use recreation trail extending from the City of Oshkosh on the south to the Shawano/Langlade County line on the north. A general trail corridor is delineated in the WIOUWASH State Recreation Trail Master Plan showing long-range extension of the trail through Oshkosh following the Fox River and the Lake Winnebago shoreline to Fond du Lac County. The WIOUWASH State Recreation Trail Master Plan indicates that the trail will ultimately be linked to the Wild Goose State Trail at Fond du Lac.

The WIOUWASH Trail was extended in 1997 south to Rockwell Avenue, north of the University of Wisconsin - Oshkosh campus. South of Rockwell Avenue, the trail connects with paved pathways in the UW-O Riverfront Park and Carl Steiger Park.

#### **CITY PARK TRAILS AND PATHWAYS**

There are segments of multi-use recreational trails and pathways within City parks that provide circulation within each of the individual parks. In some instances, the City park trails provide important linkages in the City's overall bicycle and pedestrian circulation system.

Some of the key City park pathways provide linkages that are planned as part of the City's overall network of bicycle and pedestrian facilities. These include:

##### UW-O Riverfront Park

The UW-O Riverfront Park is a 23-acre linear park located south of the UW-O campus along the north side of the Fox River. The park includes approximately one-half mile of paved walking and bicycling paths paralleling the Fox River. The path links the eastern terminus of the WIOUWASH State Recreation Trail to Carl E. Steiger Park near Wisconsin Street.

##### Carl E. Steiger Park

Carl E. Steiger Park is a special purpose linear 3.85-acre park along the Fox River south of the UW-O campus. The park includes approximately one-quarter mile of paved walking and bicycling paths along the north side of the Fox River connecting the trail in UW-O Riverfront Park to Wisconsin Street.

### William A. Steiger Park

William A. Steiger Park is a 4.4-acre special purpose linear park located along the south side of the Fox River extending both east and west of Wisconsin Street. The park extends from Michigan Street on the south to Dempsey Terrace north of the Fox Valley Technical College campus.

A walking and bicycling path extends from Dempsey Terrace along the Fox River to Wisconsin Street. Future expansion could extend the trail to the former Wisconsin Central Railroad bridge.

### Riverside Park

Riverside Park is a 2.75-acre linear park located along the north side of the Fox River adjacent to the Convention Center. The park includes approximately one-quarter mile of paved walking and bicycling paths that constitutes the initial section of the downtown riverwalk. A small segment of the riverwalk extends west of Main Street between the Hilton Hotel and the Fox River. The riverwalk terminates at the parking ramp west of the hotel. The proposed expansion of Riverside Park onto the site currently owned by Wisconsin Public Service Corporation will extend the trail to Broad Street.

### Menominee Park

Menominee Park is a 109.3-acre community park with approximately one mile of paved pedestrian and bicycle pathways generally following the shoreline of Lake Winnebago from Merritt Avenue and continuing north through the park around Miller's Bay.

## **3.C. EXISTING BICYCLE FACILITIES AND BICYCLE FACILITY POLICIES**

Aside from the WIOUWASH Trail and the off-street pathways in City parks, the City does not currently have a comprehensive system of facilities for preferential use by bicyclists.

The City's street design policies have generally provided for shared-use roadways with widened curb lanes along major arterials and collectors that are suitable for bicycle use, but are not marked. With the exception of limited areas within the UW-Oshkosh campus, there are no designated bicycle lanes for preferential use by bicyclists.

Standard street design pavement widths for new City streets are:

Major Streets (Arterials)	48' pavement width (4 - 12' driving lanes)
Collector Streets	36' pavement width (2 - 10' driving lanes and 2 - 8' parking lanes)
Minor Streets	30' pavement width (2 - 10' driving lanes and 1 - 10' parking lane)

## 3.D. EXISTING SIDEWALKS AND SIDEWALK POLICIES

### EXISTING SIDEWALK AND PEDESTRIAN FACILITY CONDITIONS

#### Pre-1960 Development Areas

The older sections of the City are served by concrete sidewalks on both sides of nearly all City streets. While some of the sidewalks in older parts of the City may need periodic rehabilitation, most of the areas in the City developed prior to the 1960's are well-served by a continuous sidewalk system.

#### Residential Subdivisions

Nearly all of the newer residential neighborhoods developed in the City have good pedestrian facilities for travel within the subdivisions. The City's Subdivision Ordinance requires all residential developers to construct sidewalks with a minimum width of 5 feet on both sides of all streets within residential subdivisions except for cul-de-sacs less than 150' in length. The City Council may waive the sidewalk requirement if the subdivider provides alternative off-street trails effectively linking all lots with adjoining trails or the sidewalk system. The consistent application of this policy has resulted in good sidewalk facilities in nearly all of the newer residential neighborhoods.

#### Unincorporated Areas

Residential neighborhoods in unincorporated areas outside the City limits generally do not have sidewalks or adequate pedestrian facilities. Currently town and Winnebago County ordinances do not require subdividers to install sidewalks as a required improvement. Consequently, as residential districts in both the City and the towns, particularly the Town of Algoma, have grown and developed, the pattern of adjoining neighborhoods having discontinuous sidewalks and walkways poses a problem.

#### Deficiencies in Commercial and Industrial Districts

Within the City, the primary deficiencies in pedestrian facilities are in the newer commercial districts, particularly in the Highway 41 corridor, and along collector and arterial streets that were originally constructed as town roads.

Most of the recently constructed commercial and industrial streets, including Koeller and Washburn Streets, lack sidewalks or alternative pedestrian facilities. Similarly, newer streets improved to serve predominantly industrial areas or industrial parks have been constructed without sidewalks or alternative pedestrian improvements.

#### Deficiencies on Peripheral Area Arterial and Collector Streets

Many of the arterial and collector streets in the peripheral residential neighborhoods of the City that were formerly rural roadways lack sidewalks. Examples of such streets include Oakwood Road and Witzel Avenue (CTH E). Subdividers are not required to upgrade or

provide sidewalk or pedestrian facilities on town or county roads adjoining subdivision areas at the time of development. Consequently, many of these streets remain rural roads with no facilities for pedestrian or bicycle use.

### **SHARED USE SIDEWALK POLICY**

The City's ordinances permit bicycle use on City sidewalks. This policy has been necessary in order to accommodate bicyclists, especially children and inexperienced riders, on streets where there have not been bicycle facilities. While shared use of sidewalks is a reasonable expedient in areas with very low volumes of pedestrian and bicycle traffic, it is not a suitable long-range policy that promotes walking or bicycle usage in the City.

## **3.E. LAWS GOVERNING BICYCLE AND PEDESTRIAN FACILITIES**

### **STATE AND FEDERAL LAWS AFFECTING BICYCLISTS AND BICYCLE FACILITIES**

Laws in Wisconsin give bicyclists the same rights and responsibilities as the drivers of any other vehicles. These laws follow the national Uniform Vehicle Code and address the following basic guidelines for bicycle use and bicycle facilities:

- Ride on the right side of the road, with traffic
- Obey right-of-way rules, stop signs, and traffic signals
- Obey rules regarding passing
- Use hand signals
- Use headlights and rear and side reflectors when riding at night
- Yield to pedestrians

Several additional Wisconsin statutes directly impact bicycle facility planning and design.

Wisconsin Statutes ss. 346.075: Motor vehicles must exercise due care and leave at least 3 feet of clearance when overtaking and passing vehicles.

Wisconsin Statutes ss 346.80: Bicyclists must exercise due care when passing a standing vehicle, allowing at least 3 feet clearance.

Wisconsin Statutes ss. 346.34 No vehicle may undergo turning movements unless in the proper position upon the roadway.

Comments: In order for bicyclists and drivers to meet the passing requirements of the law, streets designed for bicycle use should have a minimum of 15.5' of pavement width from the curb face to the lane strip, or 14' minimum from the longitudinal joint of the gutter pan.

Minimum bicycle lane widths should be 5' from the curb face or 4' from the longitudinal joint of the gutter pan.

Where on-street parking is present, the bicycle lane must be a minimum of 5' wide and the combined space for parking and the bicycle lane should be no less than 14' wide.

Bicycle lane striping should stop no less than 50' before an intersection to allow enough room for bicycles and motor vehicles to merge and change lanes

## **STATE AND FEDERAL LAWS AFFECTING PEDESTRIANS AND PEDESTRIAN FACILITIES**

State laws regulating pedestrian travel are also patterned after the national Uniform Vehicle Code and require the following:

- Cross at intersections and crosswalks
- Walk on the left side of the road, facing traffic
- Obey traffic signals

## **AMERICANS WITH DISABILITIES ACT**

ADA Accessibility Guidelines contained in the Federal Register, Monday, June 20, 1994, "Architectural and Transportation Barriers Compliance Board," require the following elements:

- Sidewalks should provide continuous passage connecting to accessible routes on adjacent sites
- Public sidewalks should be at least 60" wide to provide adequate passing space
- Public sidewalks should not exceed a 2 percent grade
- Ramps should be provided for all changes in vertical level greater than 1/2 inch

## 4. PLAN GOAL AND OBJECTIVES

The goal of this plan is:

**To promote and provide facilities for walking and bicycling in the Oshkosh area as both a mode of transportation and form of recreation.**

The following are the key objectives and means for implementing the goal:

**OBJECTIVE 1: PLAN AND CONSTRUCT PEDESTRIAN AND BICYCLE FACILITIES AS PART OF ROUTINE TRANSPORTATION IMPROVEMENTS**

Provisions for safe and convenient bicycling and walking facilities are recommended to become a routine part of the City's infrastructure planning, design and construction processes. As the City designs and builds new streets or reconstructs existing street corridors, pedestrian and bicycle facilities should be incorporated into the design of such facilities and installed at the time of initial construction or reconstruction.

**OBJECTIVE 2: COORDINATE PEDESTRIAN AND BICYCLE FACILITY PLANNING WITH THE WISCONSIN DEPARTMENT OF TRANSPORTATION**

Pedestrian and bicycle facilities should be fully integrated into planning by WisDOT for improvements to State and Federal highways. In particular, improvements along Highway 41 and at the interchanges and roadway crossings should incorporate facilities for pedestrian and bicycle use. WisDOT should be requested to provide alternative pedestrian and bicycle crossing improvements where existing interchanges or roadway crossings cannot be reasonably retrofitted to accommodate pedestrian and bicycle use.

The City of Oshkosh and Winnebago County should seek funding from WisDOT, through ISTEA or its successor programs, to remedy deficiencies in pedestrian and bicycle crossing facilities along the Highway 41 corridor.

**OBJECTIVE 3: INTEGRATE PATHWAYS AND TRAILS IN THE CITY'S PARK SYSTEM INTO THE OVERALL COMMUNITY PEDESTRIAN AND BICYCLE CIRCULATION SYSTEM**

The City's proposed network of pedestrian and bicycle facilities should connect existing and planned trails and pathways within the City's parks and nearby County park and recreation facilities with both on-street and off-street pedestrian and bicycle facilities.

**OBJECTIVE 4: RETROFIT THE FRONTAGE ROAD SYSTEM ALONG HIGHWAY 41 TO PROVIDE SAFE AND EFFICIENT PEDESTRIAN AND BICYCLE ACCESS WITHOUT ADVERSELY IMPACTING THE MOVEMENT OF VEHICULAR TRAFFIC**

One of the highest priority improvements is the retrofit of Koeller and Washburn Streets with bicycle and pedestrians facilities that provide safe and efficient access from residential neighborhoods on both sides of Highway 41 to retail stores and other destination businesses. As sections of the frontage roads are reconstructed as part of the comprehensive improvement of vehicular access along the Highway 41 corridor, pedestrian and bicycle facilities should be

integrated into the reconstruction plans and constructed at the time that street improvements are made.

**OBJECTIVE 5: COORDINATE PEDESTRIAN AND BICYCLE FACILITY PLANNING WITH WINNEBAGO COUNTY AND THE ADJOINING TOWNS**

The City should initiate interjurisdictional staff and policy-body meetings to seek means for coordinating the provision of pedestrian and bicycle improvements in peripheral areas around Oshkosh. Within the City's extraterritorial area, the City should encourage the towns and Winnebago County to require subdividers to provide pedestrian and bicycle facilities comparable to those in the City of Oshkosh, at the time of platting.

**OBJECTIVE 6: CONNECT EXISTING AND PLANNED MULTI-USE TRAILS IN THE CITY OF OSHKOSH WITH THE REGIONAL RECREATIONAL TRAIL SYSTEM**

The proposed system of multi-use trails in the City of Oshkosh should be connected with regional trails including the WIOUWASH Recreation Trails and proposed trails connecting to the Fox Cities and Fond du Lac areas. The City should work with Winnebago County and the Wisconsin Department of Natural Resources to coordinate operations and maintenance of sections of multi-use trail in the City of Oshkosh that connect with the regional trail system.

**OBJECTIVE 7: PROVIDE SAFE AND EFFICIENT PEDESTRIAN LINKAGES BETWEEN ADJOINING PRIVATE SECTOR COMMERCIAL DEVELOPMENTS**

Private developers of large commercial sites, particularly along the Highway 41 corridor, should provide pedestrian walkways within larger commercial developments and between adjoining private commercial developments. As part of the site plan reviews for new developments and redevelopments, the City of Oshkosh should require developers of commercial sites along the Highway 41 corridor and elsewhere in the City to provide for pedestrians and bicyclists within private developments.

**OBJECTIVE 8: PROVIDE PEDESTRIAN AND BICYCLE FACILITIES WITHIN INDUSTRIAL AND BUSINESS PARKS**

The City of Oshkosh or other developers of large industrial and business parks should provide pedestrian and bicycle facilities within industrial and business park settings. Pathways along stormwater management areas and open space corridors within industrial and business park settings often provide an important employee amenity, as well as offer an alternative mode of transportation. Such facilities are relatively inexpensive to incorporate into the original design and construction.

**OBJECTIVE 9: ORGANIZE A BICYCLE AND PEDESTRIAN PROGRAM**

Because bicycling and walking have traditionally been overlooked in the transportation planning processes, it is recommended that a special program be established to ensure that all levels of government and the private sector are addressing the present and future needs of pedestrians and bicyclists. A bicycle and pedestrian program in the Oshkosh area should include citizen advocates of walking and bicycling, representatives of bicycling organizations, law enforcement representatives, and the staff and policy makers from various government

agencies and departments with a role in developing and constructing pedestrian and bicycle facilities.

In many larger cities and communities with a high level of bicycle use, a position of bicycle and pedestrian coordinator is created within the departments of planning or public works. In many cases, the person in this position coordinates his or her work closely with university campus planners.

In Oshkosh, is it unlikely that a full-time coordinator position could be justified, but there should be one staff person in either the Department of Community Development, Parks, or Public Works with the specific responsibility of overseeing and coordinating planning for bicycle and pedestrian facilities and serving as liaison to the public with respect to promoting bicycling and walking as a form of transportation.

#### **OBJECTIVE 10: ENFORCE LAWS AND REGULATIONS**

A bicycling and walking program can only succeed if engineering, education, encouragement, and enforcement are all present and working together. Coordination with law enforcement is needed to support and reinforce an effective bicycle and pedestrian program..

# **5. FACILITIES PLAN FOR YEAR 2020**

## **5.A. REGIONAL MULTI-USE TRAILS**

### **WIOUWASH STATE RECREATION TRAIL (OSHKOSH TO SHAWANO)**

The major regional trail facility currently serving the Oshkosh area is the WIOUWASH State Recreation Trail, which is a 102-mile multi-use recreation trail extending from the City of Oshkosh on the south to the Shawano/Langlade County line on the north. The trail is operated and maintained by the Wisconsin Department of Natural Resources in partnership with local governments. Winnebago County has participated in the acquisition and construction of the section of the trail in the City of Oshkosh extending from the trailhead parking lot on West Wind Road to Rockwell Avenue.

The portion of the proposed WIOUWASH State Recreation Trail extending from Rockwell Avenue to Broad Street east of the downtown CBD is referred to as the Fox River Trail. It is proposed that this section of trail be acquired and developed by the City of Oshkosh and operated and maintained in cooperation with WDNR.

A regional visitor and trailhead facility for the WIOUWASH Trail is planned to be developed west of Highway 41 and south of Highway 110, near where the trail cross Highway 41. This facility will serve as a regional visitor information center and education center for the proposed Fox River Heritage State Parkway.

### **SOUTH LAKESHORE TRAIL (OSHKOSH TO FOND DU LAC)**

An extension of the WIOUWASH Trail south to the Fond du Lac area is identified in the WIOUWASH Trail Master Plan. This trail is referenced in this plan as the South Lakeshore Trail.

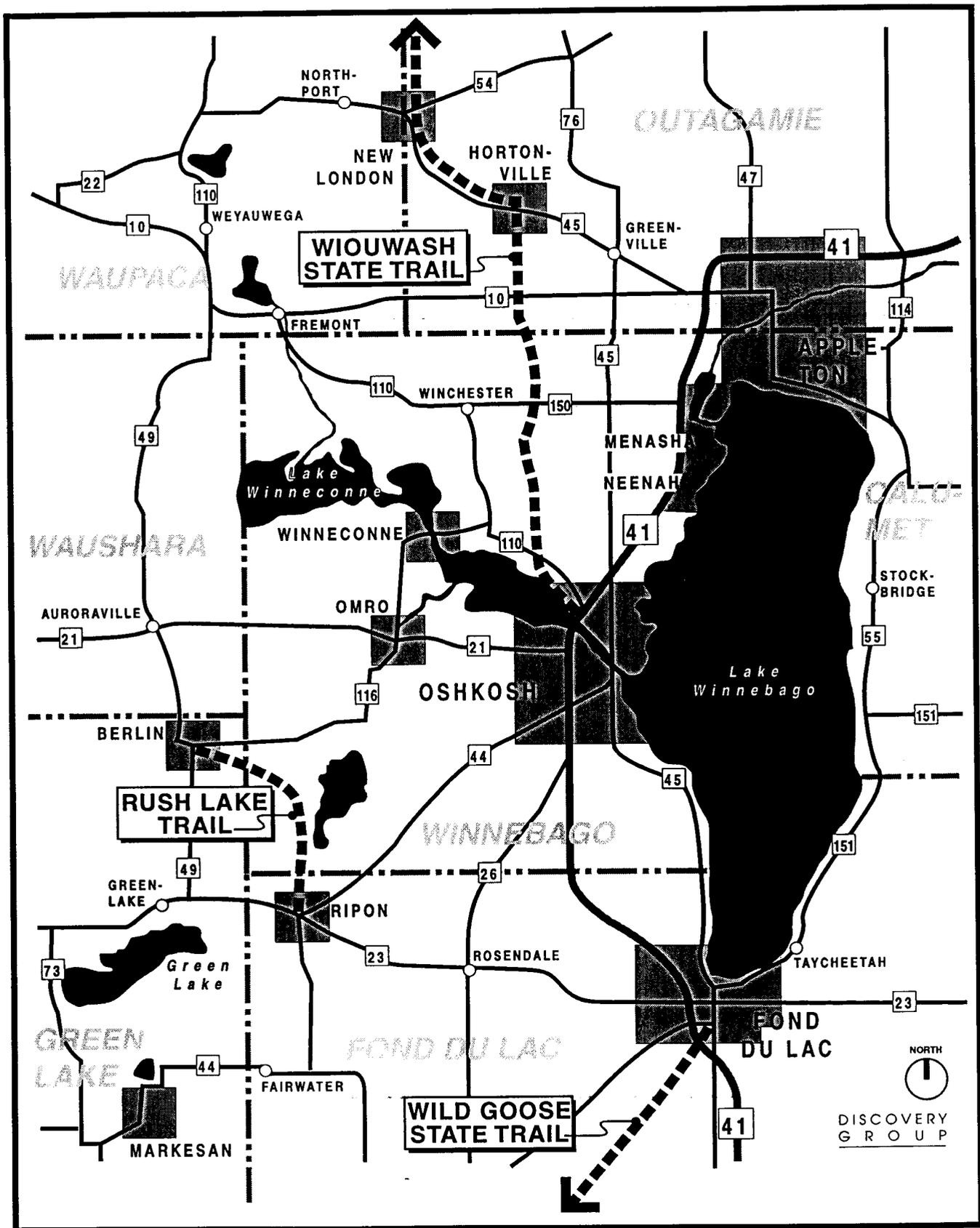
At this time, no right-of-way or easements have been acquired for the trail and the specific alignment is still under study. Two alternative general alignments are under consideration. One potential alignment is a trail corridor paralleling the Wisconsin Central RR line (former Soo Line) to the Fond du Lac County line. The second alternative alignment is within or adjacent to the USH 45 right-of-way.

### **NORTH LAKESHORE TRAIL (OSHKOSH TO THE FOX CITIES)**

The proposed North Shore Trail is a proposed regional trail extending from the north side of Oshkosh to the Fox Cities. The trail generally follows the Lake Winnebago shoreline. At this time, no right-of-way or easements have been acquired for the trail, and the specific alignment is still under study. Two alternative alignments are under consideration. One potential alignment is a trail corridor paralleling the Wisconsin Central RR line (former Soo

Line) to Neenah. The second alternative alignment is within or adjacent to the CTH A right-of-way.

The southern trailhead for the North Shore Trail should be located within Winnebago County Park. The North Shore Trail should connect with the City's Northside Trail, which extends from Snell Road south to the Fox River, where it would connect to the Fox River and WIOUWASH State Recreation Trail.



# REGIONAL TRAIL SYSTEM MAP

## **5.B. INTRACITY PATHWAY AND TRAIL SYSTEM**

Proposed long-range bike paths/multi-use trails within the City include:

1. Fox River Trail (extension of the WIOUWASH State Recreational Trail )
2. Sawyer Creek Trail (Clairville Road to Washburn Avenue)
3. Southside Trail (Fox River to the south City limits)
4. Northside Trail (Fox River to Winnebago County Park)

These are "spine trails" that would form the primary off-street bicycle and walking corridors in the City. The "spine trails" are designed to be the most highly used bicycle routes in the City and connect to the regional trail system providing a continuous and efficient network of trails for intercity and regional bicycle use.

The "spine trails" link most of the major parks and many of the sites in the City that generate bicycle traffic such as employment centers, downtown, and the UW-O campus.

On-street bicycle routes and bicycle facilities on collector and arterial streets should be designed to provide efficient access from residential neighborhoods to the system of "spine trails."



## FOX RIVER TRAIL

The proposed Fox River Trail should extend from Rockwell Avenue to Broad Street. The proposed trail route traverses the central city along the north shore of the Fox River. The trail should be designed as a 10' to 12' paved surface trail for its entire length. Portions of the trail will also function as part of the proposed Downtown looped riverwalk system.

### Fox River Trail Section 1 - Rockwell Avenue to Wisconsin Street

The section of the Fox River Trail from Rockwell Avenue to Wisconsin Street is already in place in the form of the pathways in UW-O Riverfront Park and Carl E. Steiger Park. This section should be signed and marked to function as an extension of the WIOUWASH State Recreation Trail.

### Fox River Trail Section 2 - Wisconsin Street to Jackson Street

The section of proposed trail from Wisconsin Street to Jackson Street traverses the proposed Marion Road Redevelopment Area. This part of the central city is planned for redevelopment over the next two decades into a predominantly residential district.

As proposals for redevelopment in the Marion Road Redevelopment Area are submitted to the City, each development along the Fox River should be required to incorporate elements of the Fox River Trail into the redevelopment plans.

### Fox River Trail Section 3 - Jackson Street to Main Street

The section of the proposed Fox River Trail route from Jackson Street to Main Street follows the Fox River along the river side of Park Plaza. Currently, the parking ramps at both the west and east ends of Park Plaza cut off access to the riverfront. At the time that these ramps are either renovated or demolished, the riverfront trail should be incorporated into the design for the site to provide continuous pedestrian and bicycle access.

A second alternative would be to cantilever the 10' to 12' multi-use trail or pathway over the Fox River behind the existing parking ramps.

### Fox River Trail Section 4 - Riverside Park

The section of the Fox River Trail east of Main Street is partially constructed through Riverside Park. At the time that contamination on the WPSC site east of Riverside park is remediated or mitigated, Riverside Park is proposed for expansion eastward to Broad Street. The trail should be extended along the Fox River to connect to the proposed Northside Trail at Broad Street.

## **SAWYER CREEK TRAIL**

The proposed Sawyer Creek Trail route extends from Clairville Road on the far west side of the City to Washburn Avenue. If future residential development occurs west of Clairville, the trail route should be extended into newly developed neighborhoods at the time of platting.

The proposed trail route would provide an off-street pedestrian and bicycle corridor through the newer residential neighborhoods south of Witzel Avenue and west Highway 41. This portion of the City has a high population of families with children. The proposed trail would provide access to commercial areas along the Highway 41 frontage roads and provide an access route to West High School, which is located east of Highway 41. Key features along the trail route include Carl Traeger Elementary School, Westhaven Golf Course, and the Abbey Area Park.

Where feasible, the proposed trail route should follow the open space system along Sawyer Creek. In places where existing development precludes access to the Sawyer Creek corridor, the proposed trail route may need to be located in public street right-of-ways or other alternative locations. It may be feasible to use portions of the WPSC high voltage transmission line corridor, north of Abbey Avenue, to provide off-street trail access connecting to Washburn Avenue.

### **Sawyer Creek Trail Section 1 - Clairville to Oakwood**

Section 1 of the Sawyer Creek Trail extends from Clairville Road north of the crossing over Sawyer Creek to Oakwood Road. The proposed trail route follows the south side of Sawyer Creek.

The Sawyer Creek Trail would utilize Newport Avenue to Oakwood Road.

The City is working on a plan to develop a park near Carl Traeger School that would encompass approximately 42 acres of land along Sawyer Creek. Upon acquiring this land, the City should begin to plan for needed improvements in the area, including the development of a trail system adjacent to the creek. The trail system should extend from the western limit of the park property to Newport Avenue, where the trail will continue easterly to Oakwood Road. At Newport Avenue, the trail should also continue north along the creek and a pedestrian bridge should be constructed to access Ruschfield Drive (via an existing easement between two residential lots).

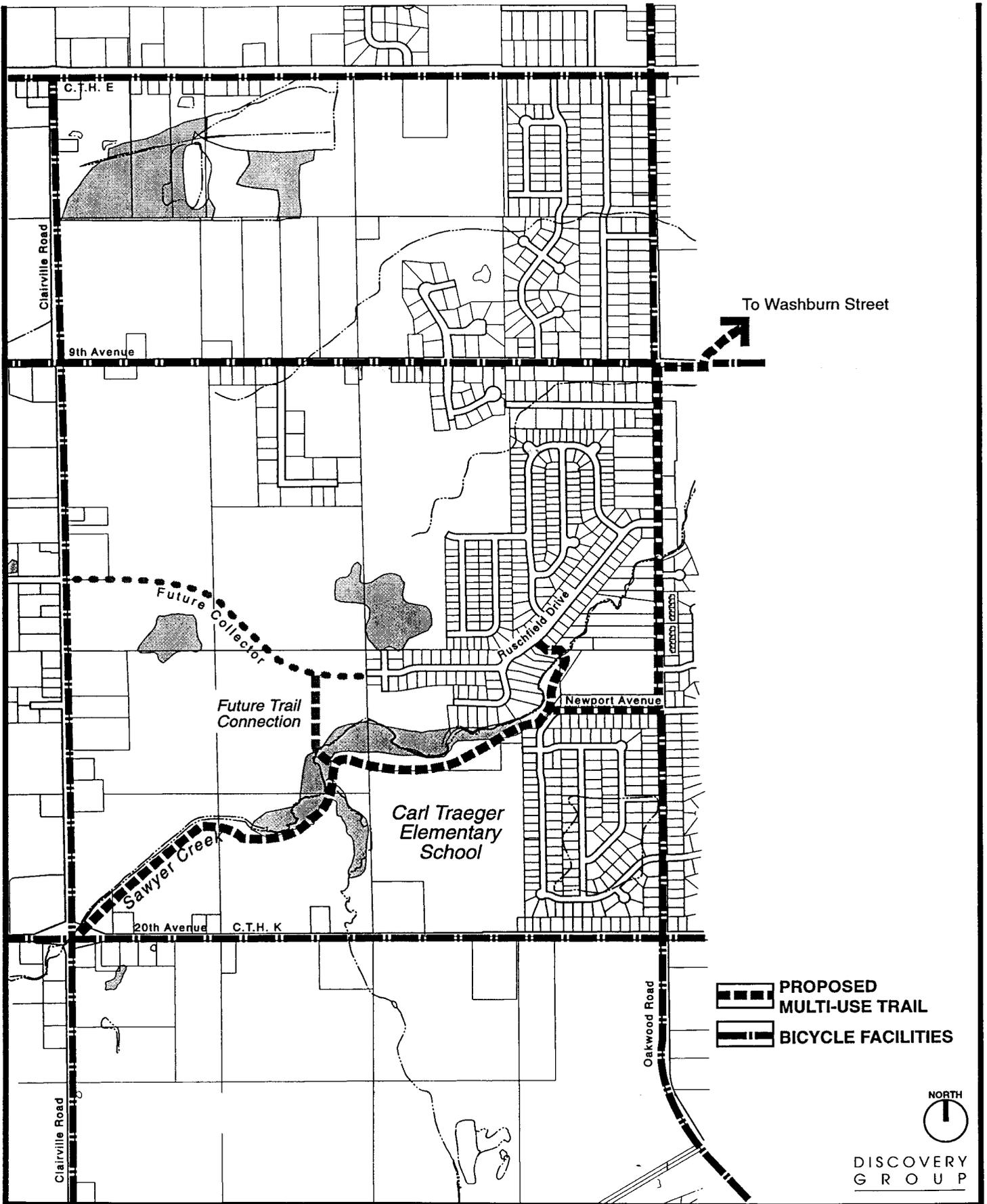
### **Sawyer Creek Trail Section 2 - Oakwood Road to Washburn Street**

The section of the proposed Sawyer Creek Trail from Oakwood Road to Washburn Street traverses several fully developed areas. This section of the proposed trail route includes some sections located within the public street right-of-way. The section of trail north of Sawyer Creek should be improved as a 10' sidepath along Oakwood Road and W. 9th Avenue to the Sawyer Creek bridge at West 9th Avenue.

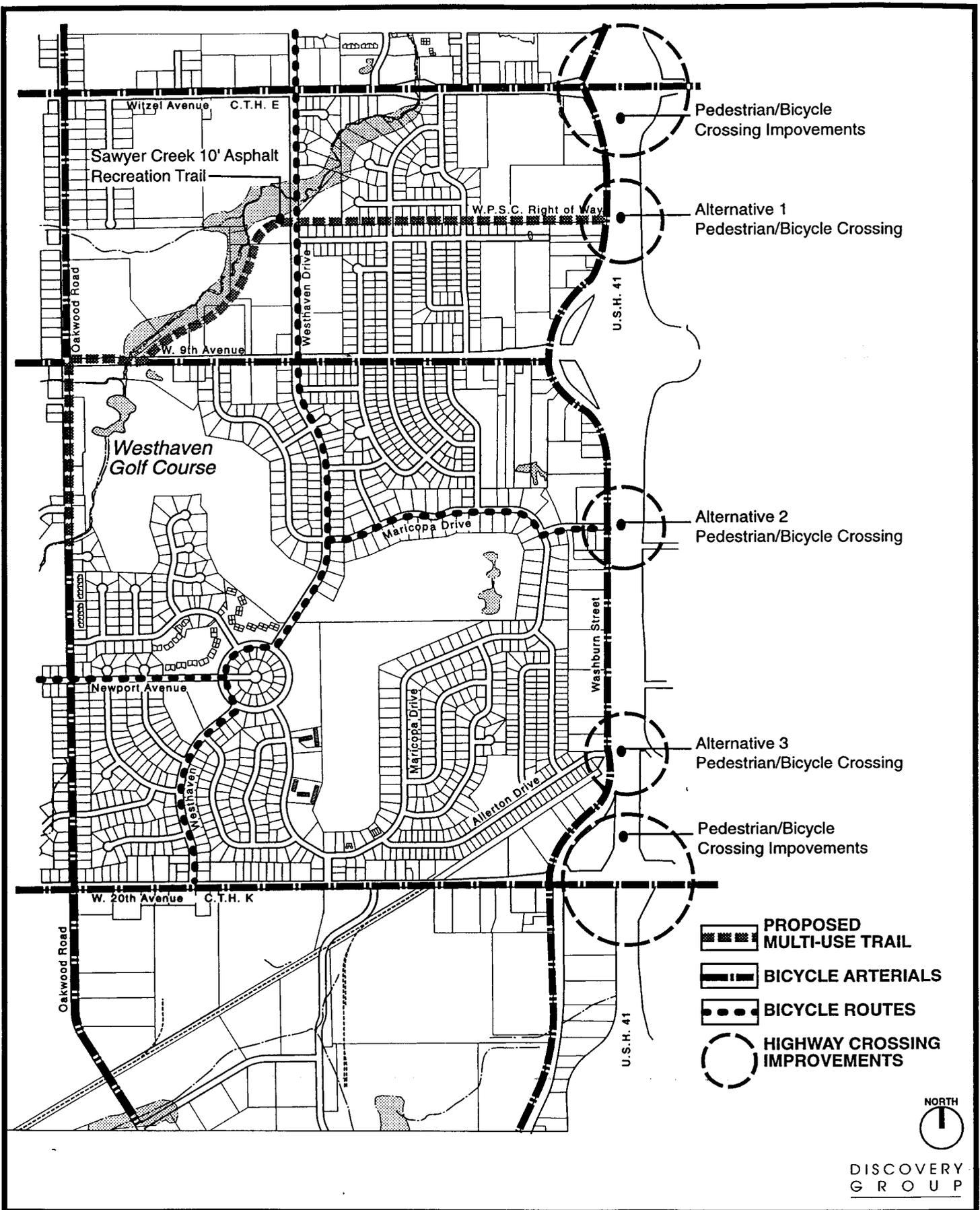
The trail should rejoin the Sawyer Creek corridor north of West 9th Avenue and follow the southeast side of the creek to the Abbey Area Park. East of the park the preferred trail route is under or parallel to the WPSC transmission line to Washburn Street. An alternative alignment is within the Abbey Avenue right-of-way. Abbey Avenue, however, does not extend all the

way to Washburn Street, but it is proposed for such extension in the adopted Highway 41 Improvement Plan. This extension should be officially mapped by the City prior to additional development occurring in its path.

At Washburn Street, the trail should connect to proposed pedestrian and bicycle facilities along Washburn Street connecting to a Highway 41 crossing at either Witzel Avenue or one of the pedestrian and bicycle overpasses or underpasses located between Witzel Avenue and 20th Avenue that are proposed in this plan.



# SAWYER CREEK TRAIL - SECTION 1



# SAWYER CREEK TRAIL - SECTION 2

## **SOUTHSIDE TRAIL**

The proposed Southside Trail extends from the Main Street bridge to the south city limits. The proposed trail route parallels the shore of Lake Winnebago south to 24th Street. South of 24th Street the route would either follow Fond du Lac Road (Highway 45) or the former SOO Line railroad corridor south to the City limits.

South of the City limits, the trail would connect with the proposed South Shore Regional Trail which would extend to the Fond du Lac area and ultimately connect with the Wild Goose State Recreational Trail.

The trail should be constructed as a paved surface multi-use trail with a 10' to 12' pavement width. There may be limited sections of confined right-of-way where the trail may need to be narrowed to 8'.

### **Southside Trail Section 1 - Main Street to Pioneer Inn**

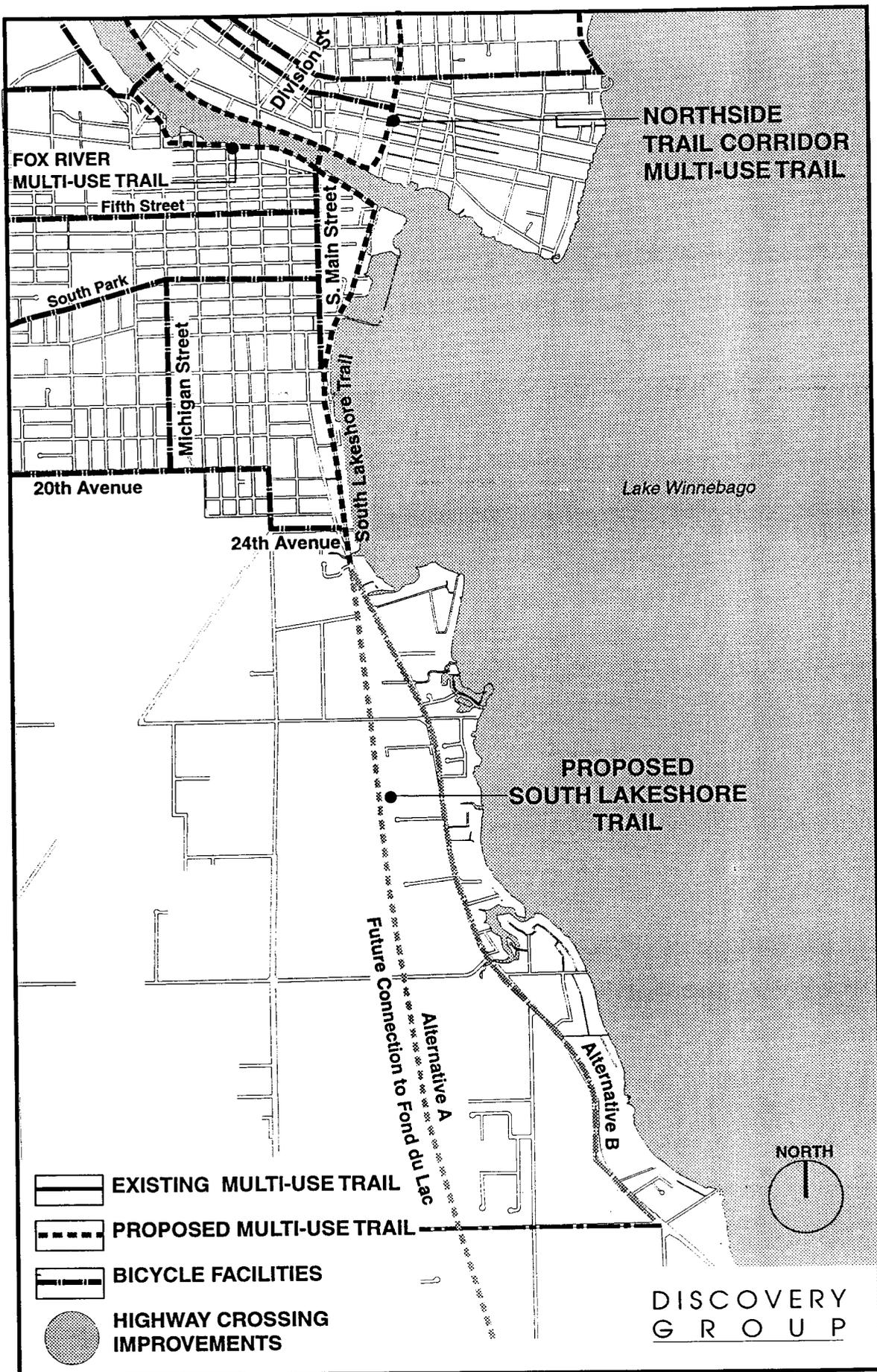
Section 1 extends from the intersection of 6th Avenue and Main Street to the Pioneer Inn. East of Main Street the trail should be located on the north side of Pioneer Drive, as close to the Fox River shoreline as feasible. This area is designated in the City of Oshkosh Comprehensive Plan as the Brooklyn Redevelopment Area. As redevelopment plans are submitted for the former foundry property along the south side of the river, the trail should be incorporated into the redevelopment concepts. Any plans for reconstructing Pioneer Drive should incorporate pedestrian and bicycle facilities.

### **Southside Trail Section 2 - Pioneer Inn to the 24th Street Boat Launch**

Section 2 extends within or adjacent to the Pioneer Drive right-of-way to 14th Street. South of 14th Street the trail should follow, as close as feasible, the shoreline of Lake Winnebago to the 24th Street Boat Launch. In areas south of 16th Street that are fully developed, the trail may need to be constructed as a sidepath along the east side of Main Street.

### **Southside Trail Section 3 - 24th Street Boat Launch to South City Limits**

South of the 24th Street Boat Launch the trail corridor should either be constructed as a sidepath within or parallel to the Fond du Lac Road (Highway 45) right-of-way or located within or adjacent to the former Soo Line railroad corridor and extended south to the City limits. South of the city limits, the trail should connect to the regional trail system extending to the Fond du Lac area.



# SOUTHSIDE TRAIL

## **NORTHSIDE TRAIL**

The proposed Northside Trail extends from the Fox River at the south end of Broad Street to Winnebago County Park north of Snell Road. The trail route generally follows Broad Street and the Wisconsin Central railroad corridor. At its northern terminus, the Northside Trail will connect to the North Shore Regional Trail, which will extend north of the city limits to the Fox Cities area.

The trail should be constructed as a paved surface multi-use trail with a 10' to 12' pavement width. There may be limited sections of confined right-of-way where the trail may need to be narrowed to 8'.

In areas where the trail is developed adjacent to the operating rail line, given the speed of rail traffic through the community (speeds up to 40 mph) a 6' chain link fence should be installed to enhance trail user safety and as a means of reassuring the Wisconsin Central Railroad that the trail would not present any more of liability concern than existing right-of-ways in the corridor.

### Northside Trail Section 1 - Fox River to New York Avenue

Section 1 follows Broad Street and the Wisconsin Central RR corridor from the Fox River to New York Avenue. The trail route goes through the former depot property. The southern end of the trail should connect to the pathways in Riverside Park and provide a continuous link to the Fox River Trail and WIOUWASH State Recreational Trail.

From the Fox River to Irving Avenue, the proposed trail route is on the west side of the RR corridor. At Irving Avenue, the route crosses to east side of the RR line and continues north to New York Avenue.

### Northside Trail Section 1A - Connector to Menominee Park

Bicycle facility improvements on Merritt Avenue will provide a connection from the Northside Trail to the existing pathway system in Menominee Park. The existing Menominee Park pathway extends from the Tennis courts on the north side of Merritt Avenue for approximately one-mile north around Miller Bay. Facility improvements on E. Murdock Avenue will connect back to the Northside Trail.

### Northside Trail Section 2 - New York Avenue to Murdock Avenue

Section 2 begins at New York Avenue follows the east side of the railroad corridor to Harrison Street. The amount of usable room within the RR right-of-way is limited in certain locations and construction of a trail may require rerouting the surface storm drainage from open ditches into storm sewer pipes.

On an interim basis, portions of Section 2 Northside Trail route south of Nevada Avenue may be shifted onto parallel neighborhood streets on the east side of the RR corridor, which are lightly-traveled residential streets.

The portion of Section 2 north of Murdock Avenue traverses a predominantly commercial and industrial area between Bowen Street and Harrison Street. Two alternative trail alignments for this portion of the Northside Trail are under consideration:

#### Alternative Alignment A

The preferred alignment jogs west along Murdock Avenue for approximately one-block to the former , which is planned as the Harrison Street Connector Trail. The trail route would proceed north along the west side of the railroad corridor to Harrison Street.

#### Alternative Alignment B

A second alternative is to continue the trail north of Murdock Avenue on the east side of the Wisconsin Central RR corridor. The City would need to coordinate with property owners adjacent to the rail corridor to gain additional right-of-way for the trail, where necessary, to maintain acceptable width for a trail and to undertake desirable improvements (e.g. additional fencing, landscaping, etc.) to mitigate any perceived problems which the property owners would see from the trail's development.

#### Northside Section 2A - Harrison Avenue Connector

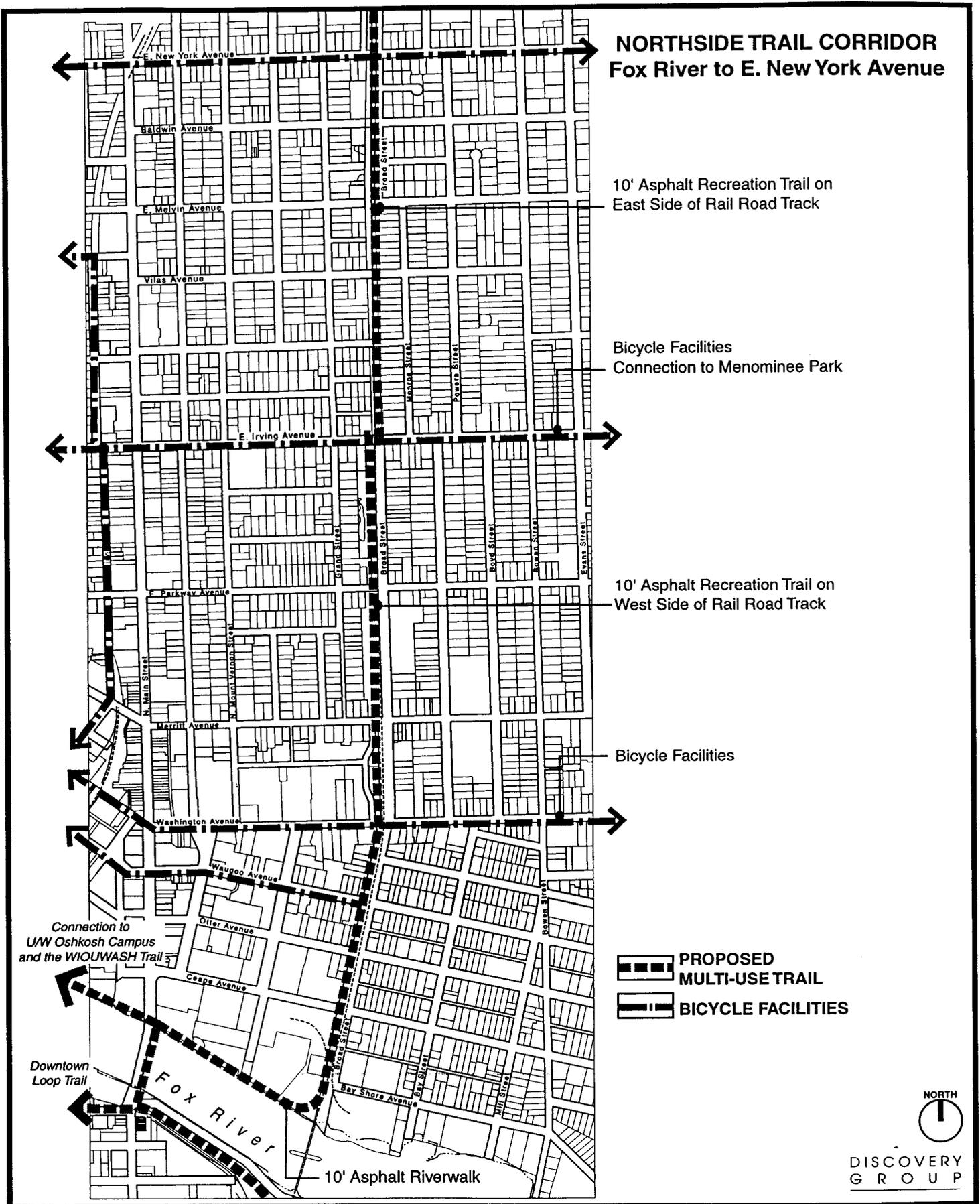
Section 2A is a connector trail recommended for construction along the east side of Harrison Street between New York Avenue and Murdock Avenue. This section of trail will function as a connector between the residential neighborhood west of North Main Street and the Northside Trail.

The Harrison Avenue Connector Trail would generally follow the stormwater facilities proposed to be constructed along the former Soo Line RR corridor north of Nevada Avenue. The trail should be designed as part of the stormwater project.

#### Northside Trail Section 3 - Harrison Street to Snell Road and Connection to WIOUWASH Regional Trail

North of the intersection of Bowen Street and Harrison Street the Northside Trail route should extend to Snell Road either in the form of a sidepath along CTH A or as a continuation of the off-street trail running parallel to the Wisconsin Central RR corridor. At Snell Road, the Northside Trail will connect to on-street bicycle facilities along Snell Road.

The Northside Trail and on-street bicycle facilities should provide a looped linkage that will connect Asylum Park, Winnebago County Park, Sunnyview Expo Center and future public open spaces on the two landfill sites. Bicycle facilities along both Snell Road and CTH "Y" will form a looped connection to the WIOUWASH Regional Trail west of U.S. Highway 41.



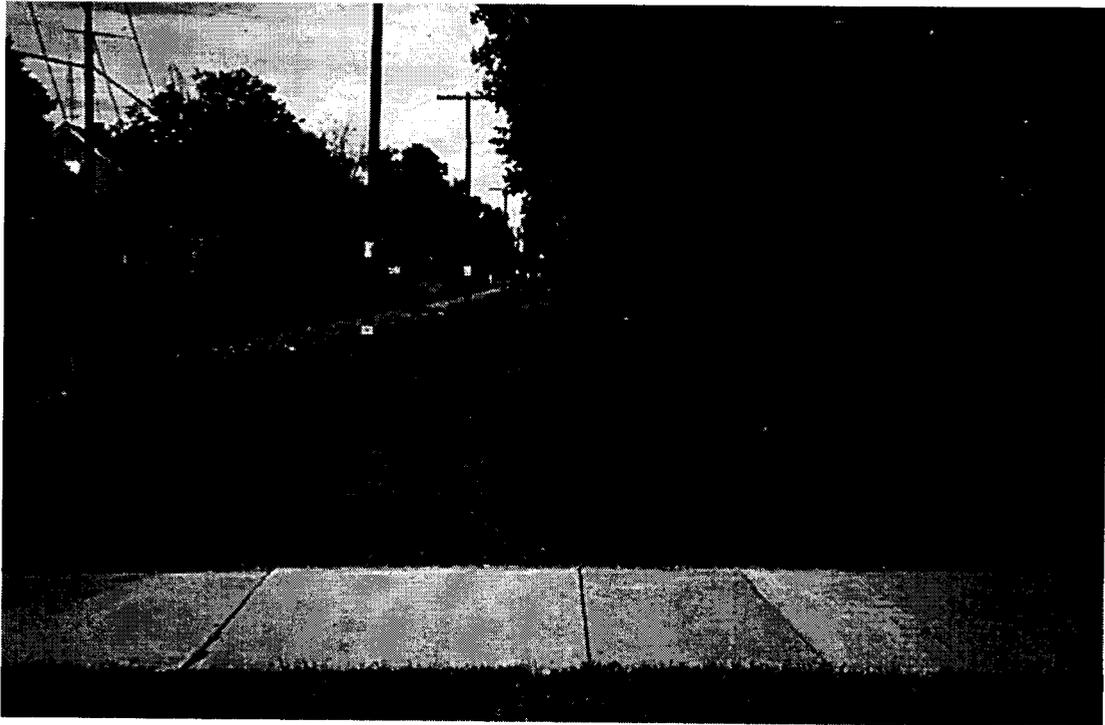
# NORTHSIDE TRAIL - SECTION 1



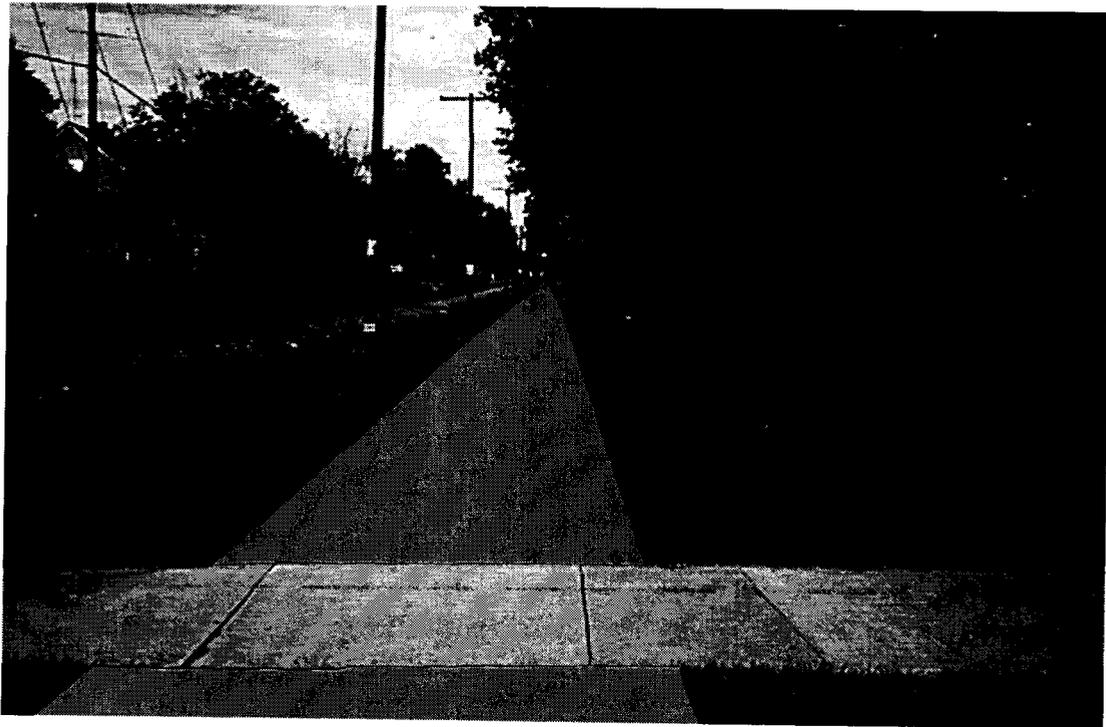
**BROAD STREET CORRIDOR TRAIL  
NEAR MERRITT AVENUE**



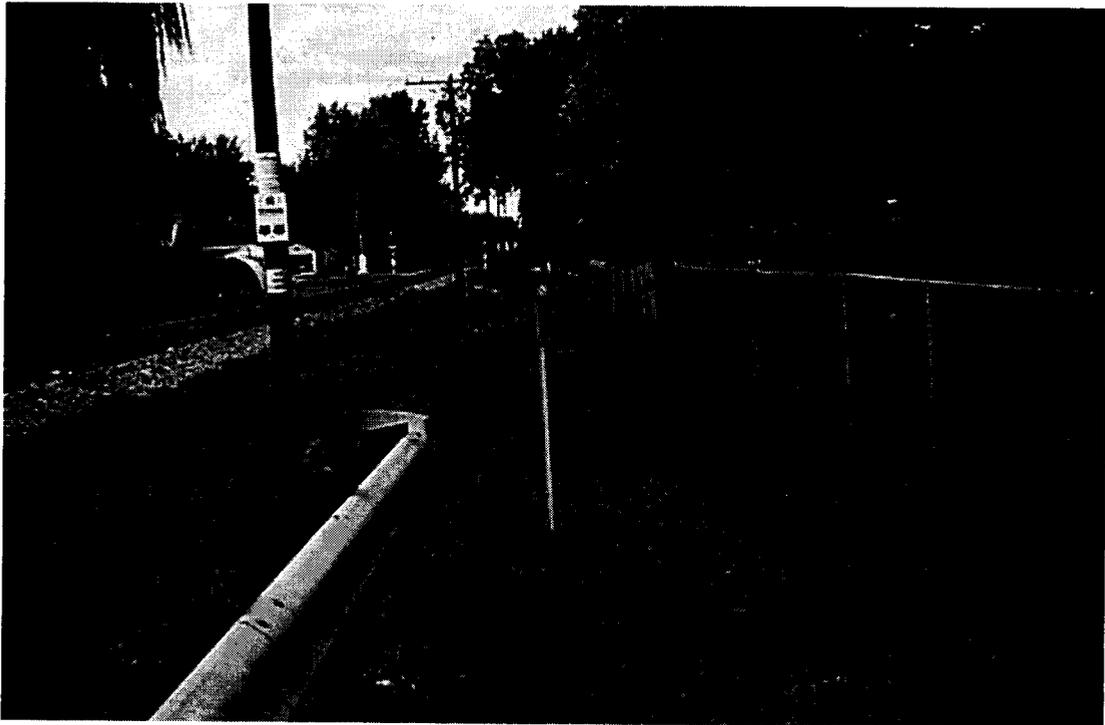
**PHOTO SIMULATION WITH TRAIL**



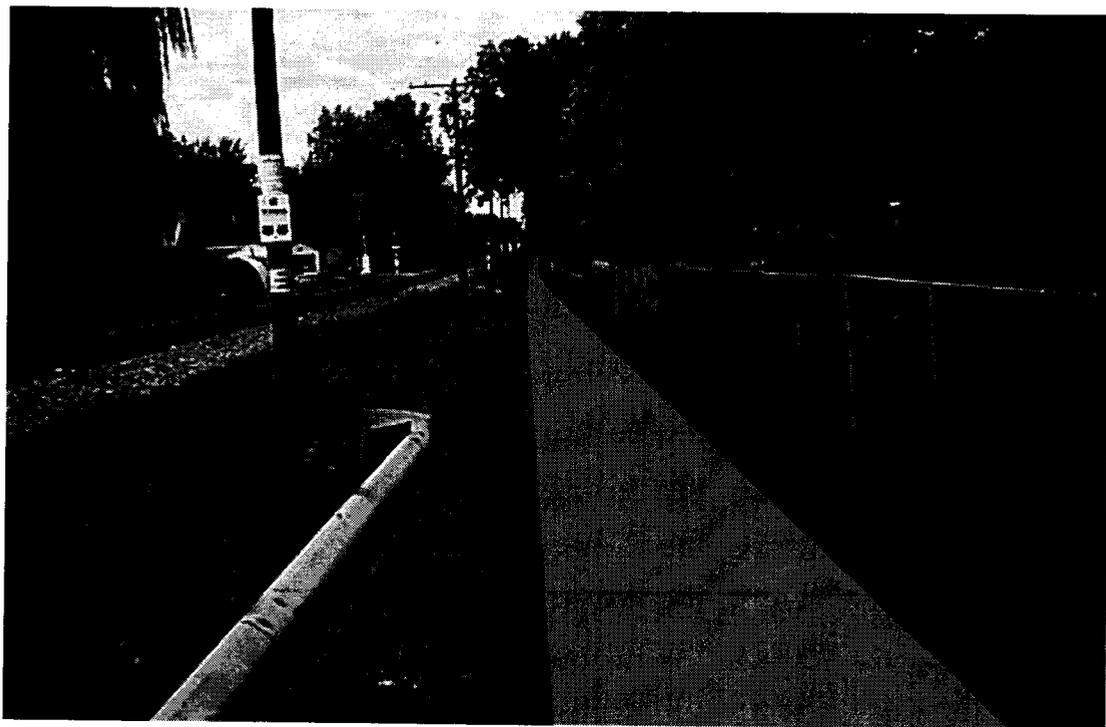
**BROAD STREET CORRIDOR TRAIL  
BETWEEN IRVING AND NEW YORK AVENUES**



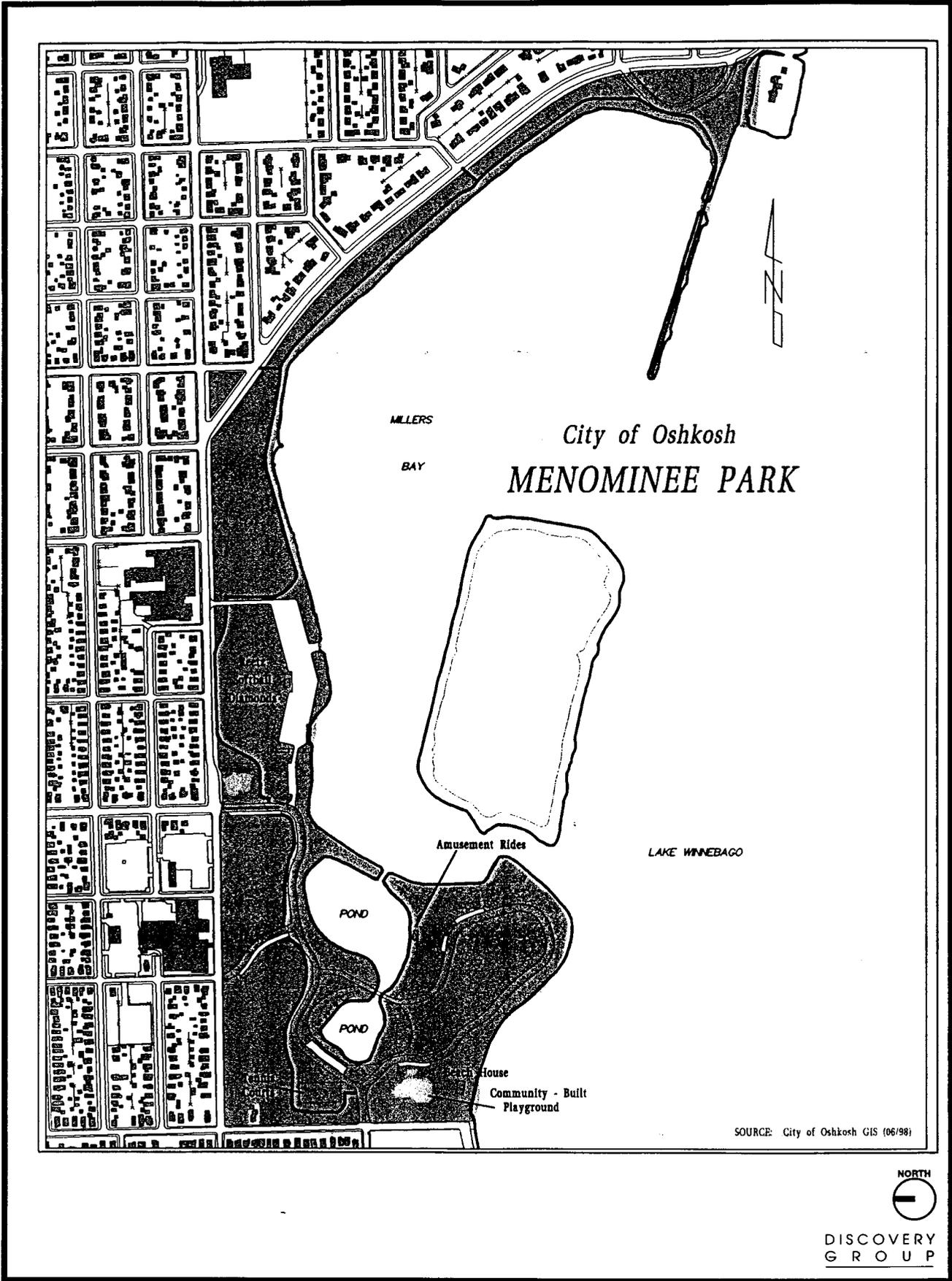
**PHOTO SIMULATION WITH TRAIL**



**BROAD STREET CORRIDOR TRAIL  
BETWEEN IRVING AND NEW YORK AVENUES**



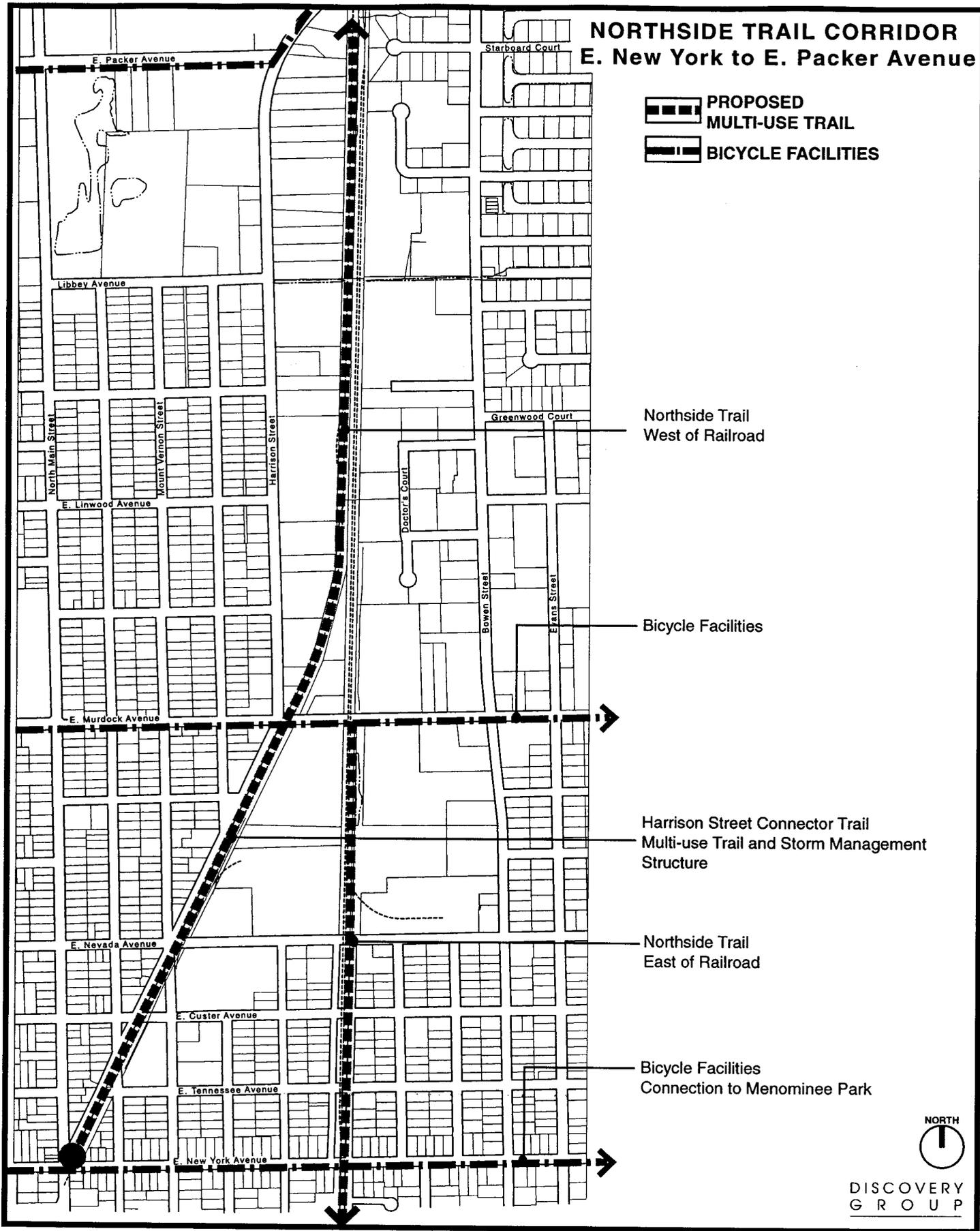
**PHOTO SIMULATION WITH TRAIL**



# MENOMINEE PARK TRAIL

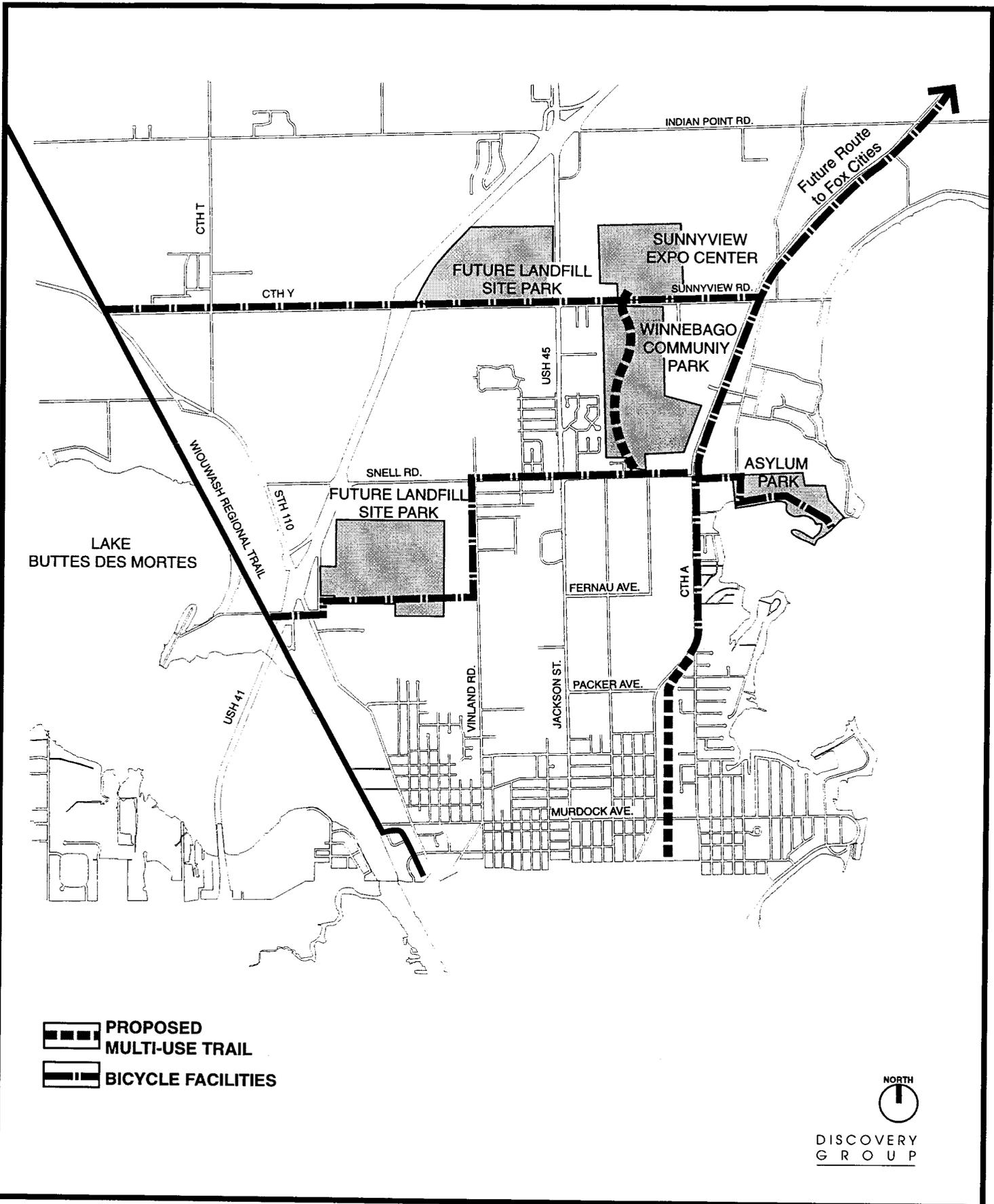
**NORTHSIDE TRAIL CORRIDOR  
E. New York to E. Packer Avenue**

-  PROPOSED MULTI-USE TRAIL
-  BICYCLE FACILITIES



NORTH  
  
 DISCOVERY  
 GROUP

**NORTHSIDE TRAIL - SECTION 2**



# NORTHSIDE TRAIL - SECTION 3

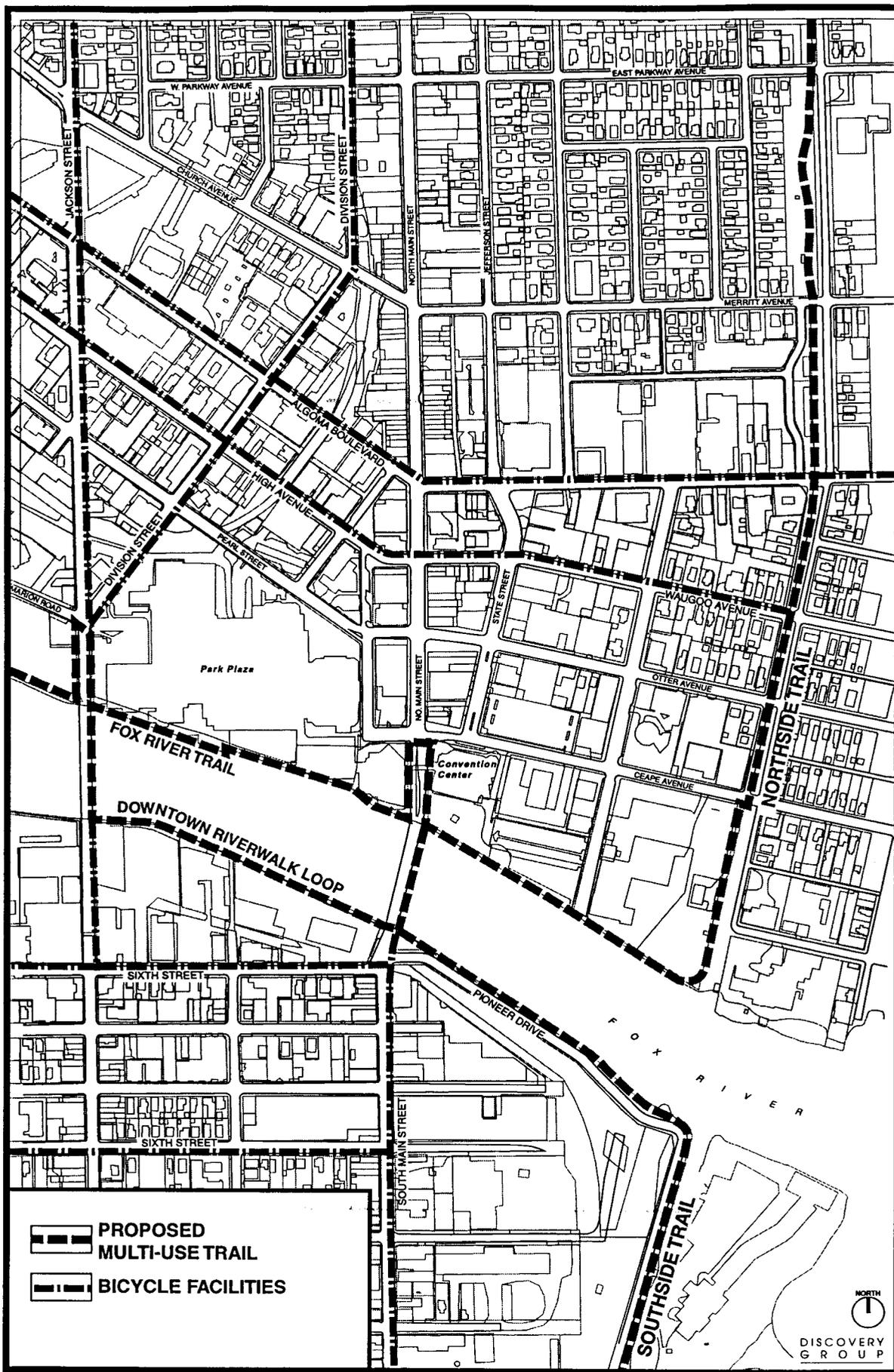
## 5.C. LOOPED DOWNTOWN RIVERWALK AND PATHWAY

Sections of the Fox River Trail between the Wisconsin Street Bridge and Riverside Park are planned to form part of a downtown looped riverwalk system. The initial phases of the riverwalk were installed adjacent to the Hilton Hotel and Convention Center in the 1980's. Ultimately, the looped trail and pathway system is planned to provide a continuous urban pathway loop connecting both sides of the Fox River.

The sections of the trail and pathway composing the riverwalk system are planned for construction as properties along the riverfront are redeveloped. With each riverfront development, the City should negotiate with landowners and developers to install segments of the riverwalk pathway. Where feasible, the pathway should be located adjacent to the river; however, it is recognized that in some areas the pathways may need to be located inland to accommodate either existing or proposed development.

The looped pathway system is intended to be "urban" in flavor and character and in some instances may be located within a commercial or residential environment versus a park-setting. One of the most well-known walkway systems of this type is the San Antonio, Texas riverwalk system.

As use of this type of system increases it is often necessary to separate the sections of the trail used by bicyclists and in-line skaters from the strictly pedestrian sections. In the more densely developed commercial areas, it is anticipated that some separation may need to be incorporated into the design. In the less densely developed areas, the pathways could be mixed-use.



# DOWNTOWN LOOPED TRAIL

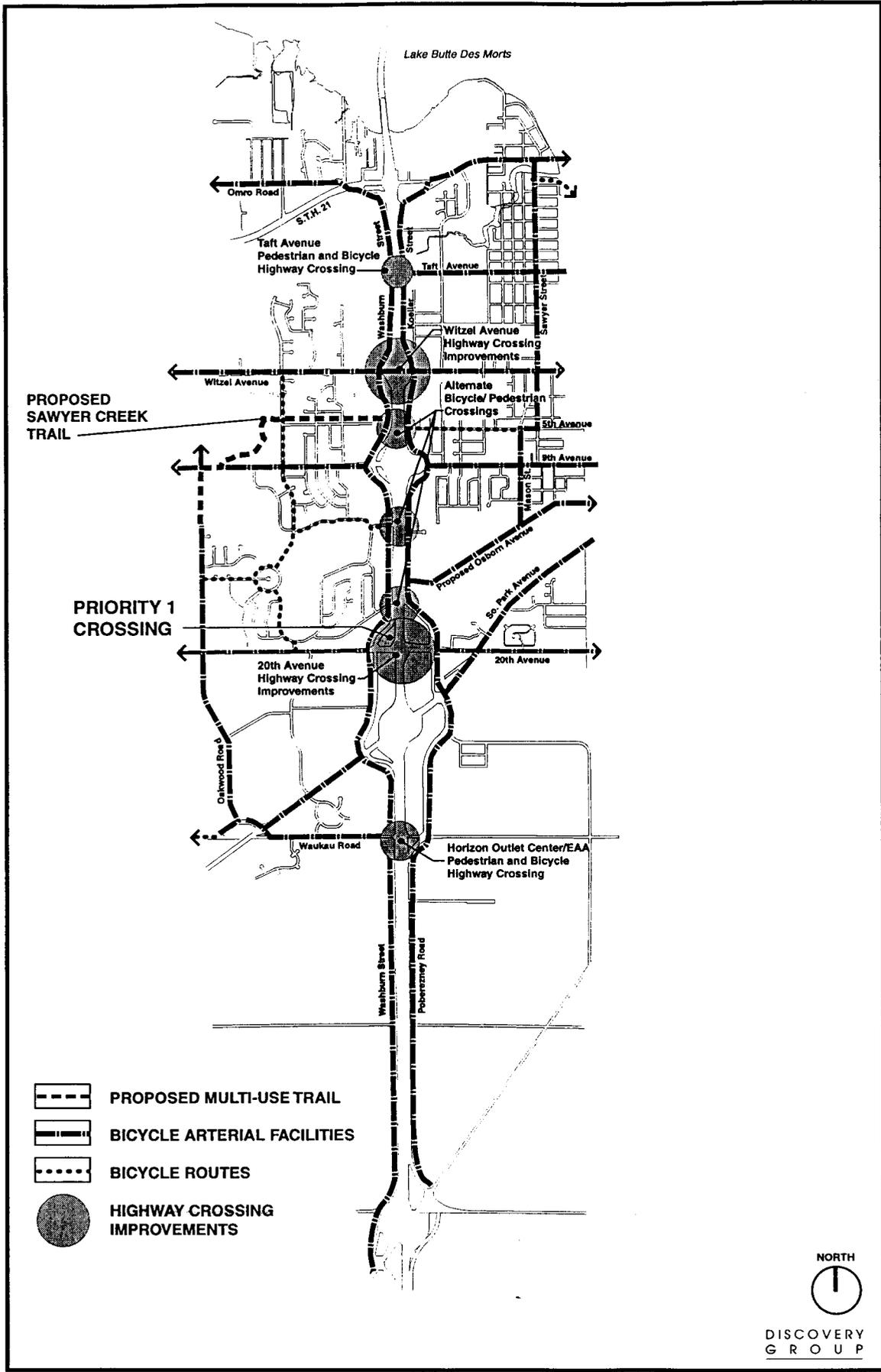
## 5.D. HIGHWAY 41 CORRIDOR CROSSING IMPROVEMENTS

The Highway 41 crossing connector routes are east-west connector routes that cross U.S. Highway 41 between the Highway 110 and Highway 26 interchanges. These crossings are among the highest priority bicycle and pedestrian facility projects in the City, due to the existing safety and traffic hazards that are associated with pedestrians and bicyclists attempting to circulate into and through the frontage road commercial areas.

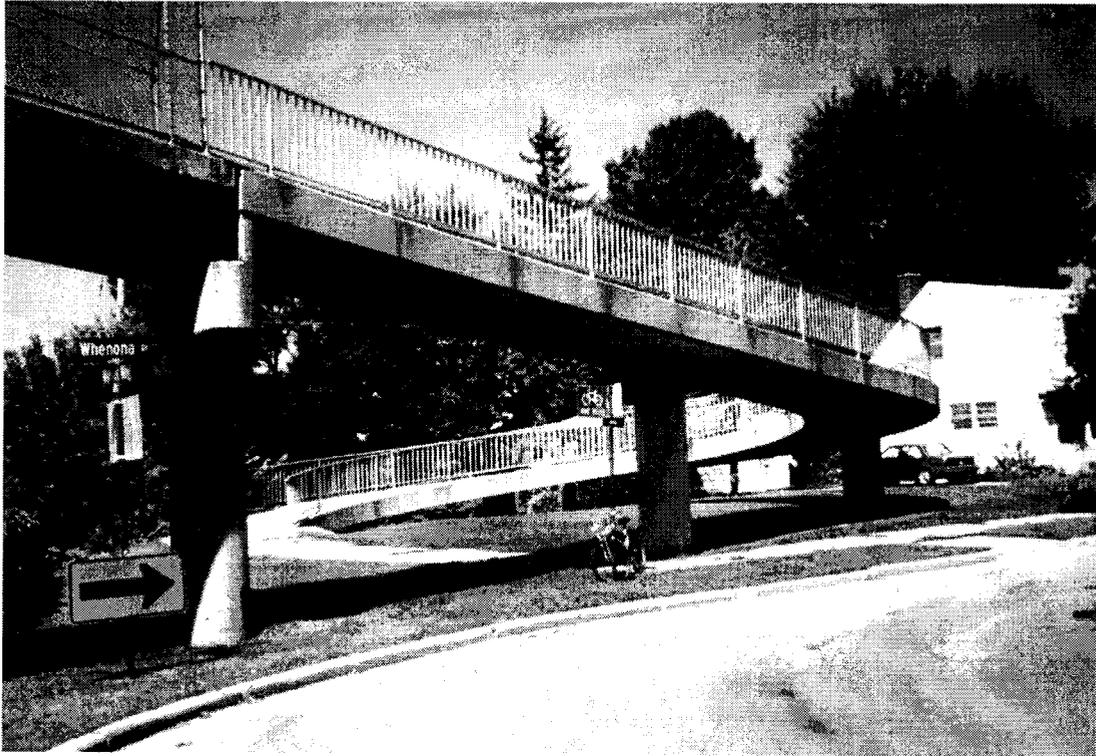
The following alternative Highway 41 crossings have been considered:

- WIOUWASH Trail Crossing (Highway 110 Interchange)
- Highway 21 Interchange (Omro Road/Oshkosh Avenue)
- New Pedestrian/Bicycle Crossing Between Highways 21 and Witzel Avenue (Near Taft Avenue)
- Witzel Avenue Overpass Sidepath/Sidewalk
- New Pedestrian/Bicycle Crossing Between Witzel Avenue and 9th Avenue (Accessing Washburn Street near Abbey Avenue and extending across Koeller Street near 5th Avenue )
- 9th Avenue Interchange Sidepath/Sidewalk
- New Pedestrian/Bicycle Crossings Between Ninth Avenue and 20th Avenue (Near Dickinson Avenue - Menard Drive or former RR corridor near Osborn Avenue)
- 20th Avenue Bridge Sidepath/Sidewalk
- Highway 44 Interchange Crossing
- E.A.A. Museum Overpass

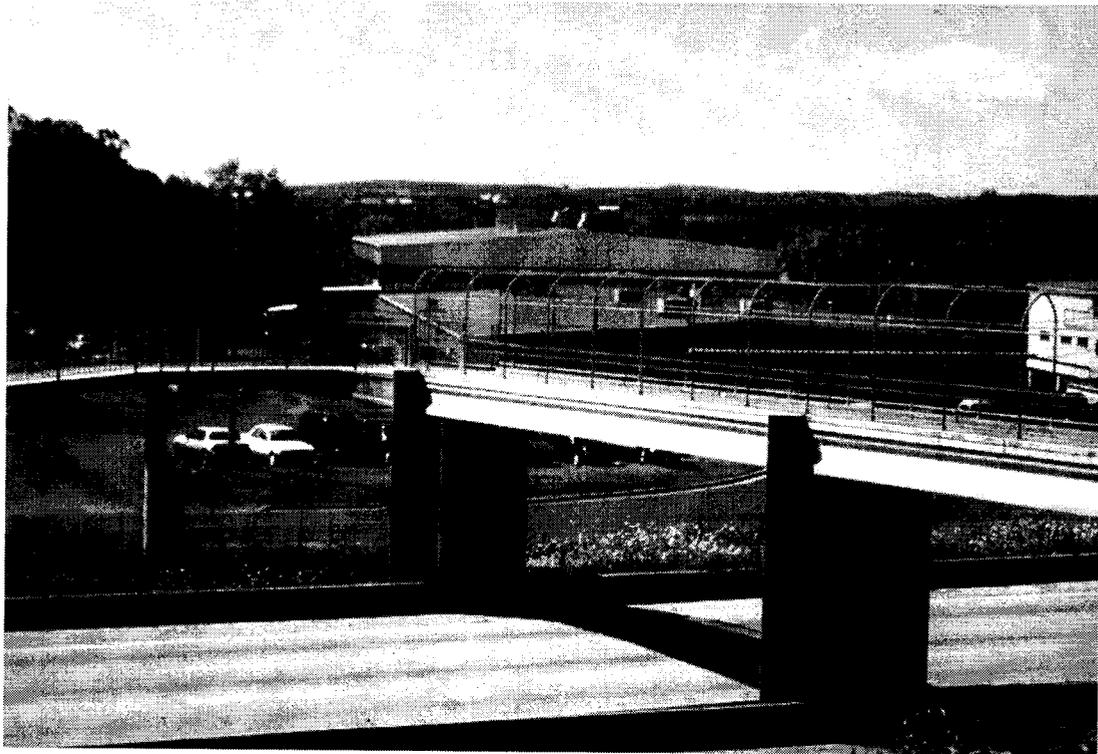
All of the potential U.S. Highway 41 crossings would connect to proposed bicycle and pedestrian facilities within the public street right-of-ways for Washburn and Koeller Streets. The proposed crossings would also connect to bicycle routes linked to residential neighborhoods and connecting to the "spine" trail system.



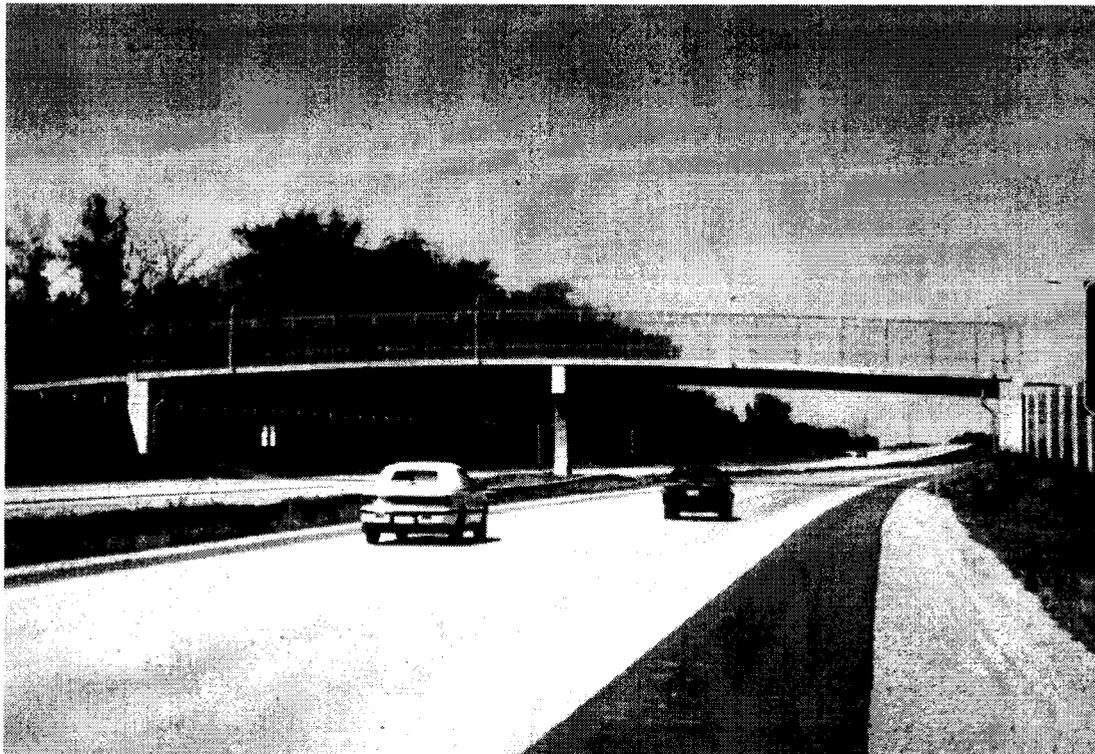
# HIGHWAY 41 CORRIDOR CROSSING ANALYSIS



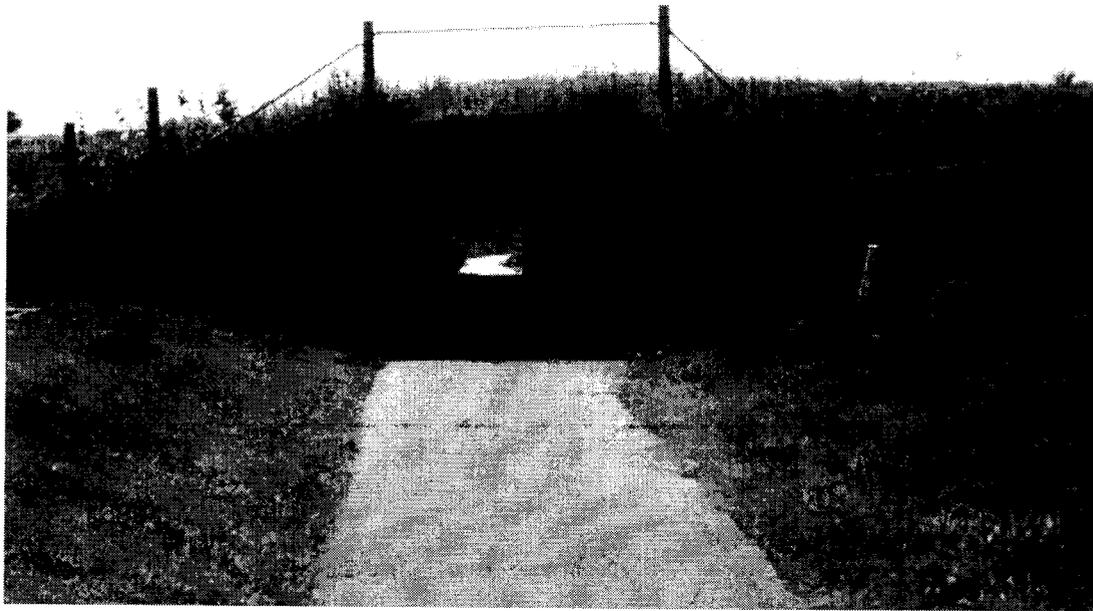
**EXAMPLE - PEDESTRIAN/BICYCLE SPIRAL RAMP**



**EXAMPLE - PEDESTRIAN/BICYCLE STRAIGHT RAMP**



**EXAMPLE - OVERPASS PEDESTRIAN/BICYCLE BRIDGE**



**EXAMPLE - PEDESTRIAN/BICYCLE TUNNEL**

## **WIOUWASH STATE RECREATION TRAIL CROSSING**

The WIOUWASH State Recreation Trail crossing is currently located on West Wind Road where West Wind Road crosses under Highway 41. At the time the Highway 110 interchange is reconstructed, WisDOT has proposed eliminating the current crossing. The preferred crossing is a road underpass or culvert crossing located south of the existing West Wind Road underpass.

The crossing should be located so that the sections of the trail both east and west of Highway 41 are aligned and bicyclists and walkers would not have to leave the trail route. An alternative would be to retain the existing base of West Wind Road and the existing bridge as a trail route.

This is a high priority crossing that should be made regardless of other potential crossings, since it links two segments of the existing WIOUWASH State Recreation Trail. It is anticipated that the WIOUWASH Trail crossing would be funded, designed, and constructed as a component of the Highway 41/Highway 110 interchange project.

## **HIGHWAY 21 (OMRO ROAD/OSHKOSH AVENUE) CROSSING**

The Highway 21 underpass crossing is one of the most dangerous crossing points on Highway 41. There are no pedestrian or bicycle facilities for a very congested section of roadway. The signal light timing on street crossing areas at the freeway ramps and the frontage roads does not favor pedestrians or bicyclists.

Due to high traffic volumes at this interchange and the length of the crossing areas, there is little opportunity to create a safe environment for either pedestrians or bicyclists. Pedestrians and bicyclists should be discouraged from trying to use this crossing. A preferred crossing would be a pedestrian and bicycle overpass or underpass located approximately one-quarter mile south of Highway 21.

## **NEW PEDESTRIAN/BICYCLE CROSSING BETWEEN HIGHWAY 21 AND WITZEL AVENUE**

The optimal potential pedestrian/bicycle crossing point south of Highway 21 is at or near the Sawyer Creek bridge north of the Dairy Queen. This crossing point would align with Taft Avenue and provide a direct route from the westside residential neighborhoods to West High School and Red Arrow Park.

The crossing could be either a culvert tunnel under Highway 41 or a pedestrian and bicycle overpass. It may also be feasible to integrate a pedestrian and bicycle trail into the channel crossing for Sawyer Creek under Highway 41 at the time Highway 41 is reconstructed to six lanes.

## **WITZEL AVENUE BRIDGE CROSSING**

The Witzel Avenue overpass could be retrofitted for bicycle and pedestrian use. At present, there are sidewalks on Witzel Avenue east of the overpass, but no sidewalks or bicycle facilities on the west side of the overpass. There is a pedestrian walkway on the overpass bridge, but not on the fill area ramping up to the bridge.

Congestion at the Witzel Avenue crossing is not as severe as at the Highway 21 crossing since the only intersecting roads are the two frontage roads. There are no freeway entrances or exits at Witzel Avenue.

Retrofitting would involve either widening the bridge and approach ramp or "hanging" a suspended trail pad from the bridge.

### **NEW PEDESTRIAN/BICYCLE CROSSING BETWEEN WITZEL AND NINTH AVENUES**

Midway between Witzel Avenue and 9th Avenue would be a second potential location for a pedestrian/bicycle crossing. The crossing should be located at approximately the point where Abbey Avenue extended would intersect with Washburn Street.

A pedestrian or bicycle crossing at this location would connect to the proposed Sawyer Creek Multi-Use Trail and provide access between businesses on the east side of Highway 41 with some of the more densely developed residential neighborhoods west of Highway 41. The preferred crossing at this location would be a pedestrian and bicycle overpass.

### **9TH AVENUE BRIDGE CROSSING**

There are currently walkways on either side of the 9th Avenue bridge, but no pedestrian or bicycle facilities on the overpass approach ramps. The 9th Avenue Bridge is a highly congested interchange since both of the frontage roads and the freeway entrance and exit ramps intersect within a one-quarter-mile length of roadway. Pedestrians or bicyclists crossing the Koeller Street intersection need to cross six-lanes of traffic. It would be difficult to time the signal lights to allow pedestrians or bicyclists sufficient time to safely cross the intersection.

Retrofitting would involve either widening the 9th Avenue overpass or "hanging" a suspended trail pad from the bridge. The bridge approach ramps would need to be widened 15' and 18' to accommodate bicycle and pedestrian facilities and provide an adequate separation from moving traffic lanes.

Due to the high level of congestion at the 9th Avenue Bridge, this is not a preferred pedestrian and bicycle crossing.

### **PEDESTRIAN/BICYCLE CROSSING BETWEEN NINTH AVENUE AND 20TH AVENUE**

There are two potential locations for a pedestrian and bicycle crossing between Ninth Avenue and 20th Avenue, either of which would be preferable to using the existing bridges and street right-of-ways of 9th and 20th Avenues.

The first potential crossing location is at Dickinson Avenue on the west side and Menard Drive on the east side of Highway 41. This crossing point would provide connection to proposed bicycle routes connecting to the Westhaven Circle area and connecting to Sawyer Creek Trail. On the east side of Highway 41, the crossing would connect to proposed bicycle facilities within the public street right-of-ways along Koeller Street and Osborn Street.

A second potential crossing is at the point where the former Wisconsin Southern rail line crossed Highway 41. On the west side of Highway 41 this crossing could connect to sidepaths that are proposed for development along Washburn Street. On the east side of Highway 41, the crossing could connect to proposed bicycle and pedestrian facilities within the Osborn Avenue right-of-way or to the sidepath that is proposed along Koeller Street.

## **20TH AVENUE BRIDGE CROSSING**

The 20th Avenue Bridge has no facilities at the present time for either pedestrians or bicyclists, except for a four-foot raised walking platform on the bridge. There are no sidewalks on the approach ramps to the overpass.

Like the Witzel Avenue crossing, the 20th Avenue bridge is a suitable candidate for pedestrian and bicycle facilities because there are no freeway entrance or exist ramps. The only intersections are the two frontage roads.

A crossing at 20th Avenue would provide direct access to the Southwest Industrial Park on the westside of Highway 41, which is a major employment center, and to one of the most intensely developed commercial sections of Koeller Street on the east side of Highway 41. The crossing would connect to proposed bicycle and pedestrian facilities constructed in the Washburn and Koeller Street right-of-ways.

## **HIGHWAY 44 INTERCHANGE CROSSING**

The Highway 44 Interchange is unsuitable for pedestrian or bicycle facilities due to the numerous intersections and broad roadway crossings that pedestrians and bicycles need to maneuver through. At this interchange, traffic on Highway 44 is moving at higher speeds than at some of the more urban interchanges and would pose an additional hazard to bicyclists and pedestrians.

Preferred crossing points are at the 20th Avenue overpass bridge or to the south on a pedestrian/bicycle overpass near the E.A.A. Museum.

## **E.A.A. MUSEUM BICYCLE/PEDESTRIAN OVERPASS**

A final potential crossing point is between the E.A.A. Museum and Prime Outlet Center. There is sufficient area at this location for a pedestrian/bicycle overpass with necessary ramping.

The major disadvantage of this location at the present time is that it does not connect to any residential neighborhoods and is not likely to be as highly used as crossing points further north.

There would be benefits during the E.A.A. Air Show in providing pedestrian access between the Wittman Field and the E.A.A. Museum and the businesses on the west side of the highway.

## 5.E. NORTHSIDE COUNTY FACILITIES

There are several County-owned recreational facilities on the northside of Oshkosh that offer opportunities for linkages utilizing a combination of off-street trails and pathway and on-street pedestrian and bicycle facilities. The key northside facilities include:

- Sunnyview Exposition Center (Winnebago County fairgrounds).
- Winnebago County Community Park located between Snell Road and CTI.
- Park View Health Center.
- Hospital Point County Park (formerly Asylum Park) off Sherman Road adjacent to Lake Winnebago.
- Former landfill site located south of Snell Road near the Highway 41/110 interchange.
- New landfill site located on the east side of Highway 41 north of CTI (Sunnyview Road).

The Master Plan for the Winnebago County Community Park calls for a network of approximately three miles of off-street trails and pathways. This system would connect to on-street pedestrian and bicycle facilities linking to the other nearby County properties.

Both northside landfills have been proposed for long-range reclamation for recreational use. The closed Snell Road landfill offers immediate opportunities for recreational use, while the landfill north of CTI has approximately 17 years of useful life remaining. Both landfills should be studied to determine the type of recreational activities that could be considered and the cost for implementation.

The proposed Northside Trail would extend from the Fox River on the south to Winnebago County Community Park. The proposed North Lakeshore Regional Trail would provide a pedestrian-bicycle facility connection between Oshkosh and the Fox Cities. Development of interconnected facilities linking the northside County facilities including Exposition Center, Winnebago County Community Park, Park View Health Center, Hospital Point County Park, and the two landfill sites would create a future destination area for bicycling enthusiasts and others.

The proposed off-street trail and on-street facility system serving the Winnebago County facilities would also connect to the WIOUWASH State Recreation Trail and a regional visitor and trailhead facility that is proposed for a site located west of Highway 41 near Highway 110. The visitor and trailhead facility have been proposed by the East Central Wisconsin Regional Planning Commission as part of their study of the Fox River Heritage Corridor. Private development in the vicinity of the visitor facility could entail lodging facilities, RV camping accommodations, and restaurants, which would add to the attractiveness of the area as a destination for trail users.

## 5.F. ON-STREET BICYCLE FACILITY IMPROVEMENTS

### STREETS REQUIRING BICYCLE FACILITIES

Arterial and collector streets anticipated to carry more than 25 bicycles per day and 1,000 vehicles per day (1,000 ADT) should have bicycle facilities consisting of either marked bicycle lanes or shared-use pedestrian and bicycle sidepaths. It is recognized that in some developed areas with narrower right-of-ways and pre-existing development it may not be feasible to develop optimum bicycle facilities. In such cases, widened curb lanes and shared-use roadways may be the only feasible options.

Newly constructed collectors and arterials should be designed with bicycle lanes and sidewalks or other facilities for shared bicycle and pedestrian use that are designed to AASHTO standards.

### BICYCLE ARTERIAL IMPROVEMENTS

The following are the key arterials and major collectors proposed for bicycle facility improvements. The potential improvements include installation of a combination of bicycle lanes or widened curb lanes for bicyclists with sidewalks for pedestrians or the construction of joint-use pedestrian/bicycle sidepaths.

The specific type of facilities installed on each segment of street will depend on the width of the right-of-way, traffic volumes, and availability of usable land area within the right-of-way.

Designated bicycle routes should be signed and mapped on a City bicycle route map.

In fully developed areas where bicycle and pedestrian facilities are retrofitted into street right-of-ways with inadequate facilities, the facilities may consist of a combination of facilities depending on the availability of right-of-way and other engineering considerations.

The streets identified as needing bicycle facility improvements are prioritized based on observed safety conditions, volume of bicycle usage, and relationship to other connecting routes:

#### Priority 1 Improvements

*(High Priority Bicycle Facility Needs to Meet Current Safety and Access Needs)*

Koeller Street (Highway 44 to Highway 21)  
Washburn Street (Highway 44 to Highway 21)  
Oakwood Road (20th Avenue to Highway 21)  
Osborn Avenue (Koeller to Knapp)

Priority 2 Improvements

*(Installation of Bicycle Facilities Recommended as Streets are Reconstructed or Extended)*

Sunnyview Road/CTH "Y" (CTH "A" to WIOUWASH Regional Trail)  
Fernau Avenue  
Jackson Street/Highway 45 (Fox River to USH 41)  
Vinland Road  
Packer Avenue (Jackson to Harrison)  
East Murdock Avenue (Harrison to Lake Winnebago)  
Oshkosh/Congress Avenues (Highway 41 to Algoma Blvd.)  
New York Avenue (Algoma Blvd. to Menominee Drive)

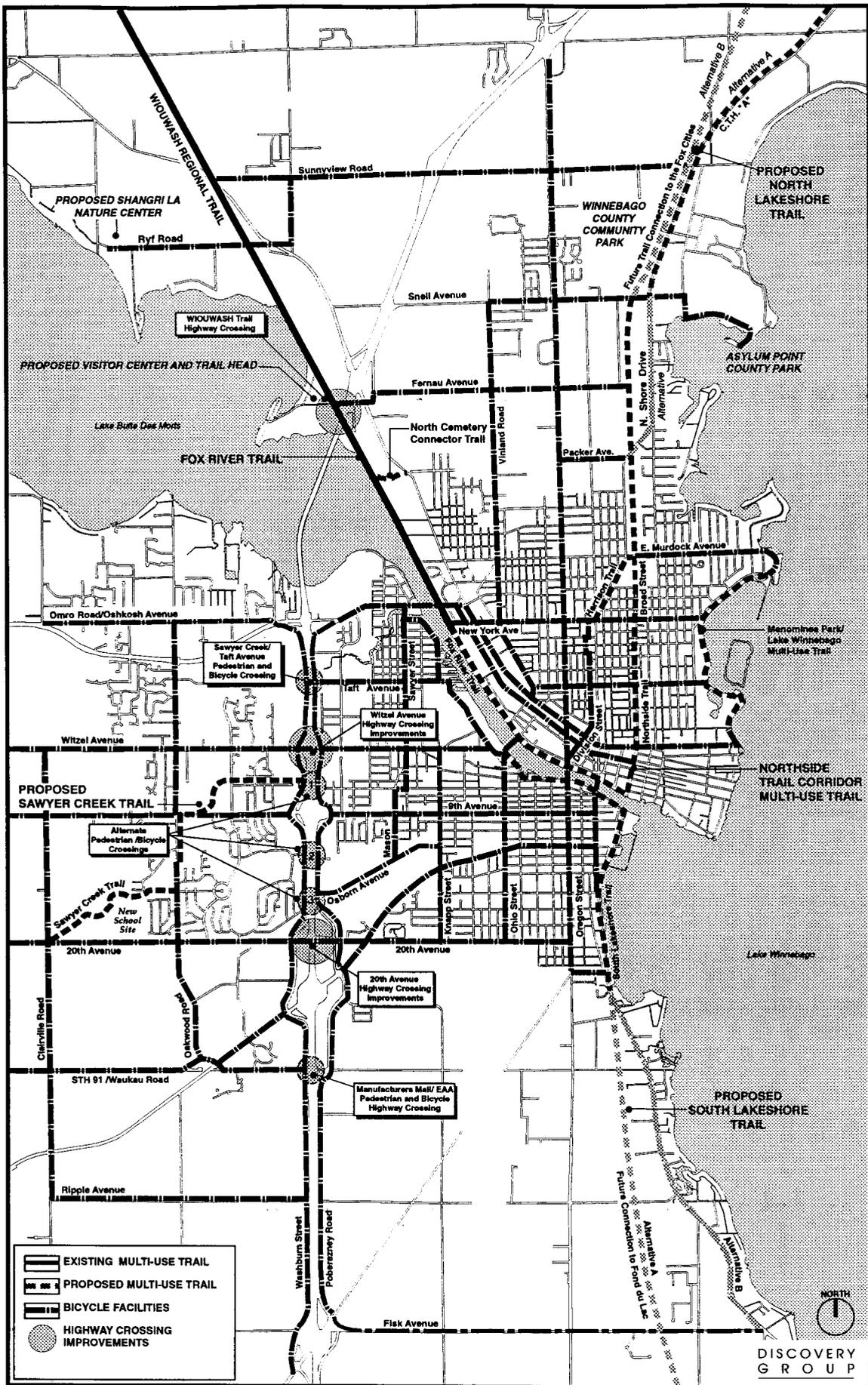
*Note: Bicycle facilities on Nevada and Bent Avenues could serve as alternatives to facilities on New York Avenue with respect to providing a connection between the Fox River Trail (WIOUWASH Trail) and Menominee Park.*

Elmwood Avenue (New York to Irving )  
Algoma Boulevard (Congress to North Main)  
High Avenue (Congress to North Main )  
Irving Avenue (Elmwood to Hazel)  
Sawyer Street - Mason Street (Osborn to Oshkosh Avenue)  
Taft Street (Koeller to Campbell Road)  
Washington Avenue (North Main to Lake Shore Drive)  
Lake Shore Drive (Washington to Menominee Park)  
Waugoo Avenue (North Main to Broad Street Rail Corridor)  
Irving Avenue (Elmwood to Hazel )  
Taft Avenue (Koeller to Campbell)  
Sawyer Street (Congress to Witzel)  
Witzel Avenue (Oakwood to Ohio)  
9th Avenue (Oakwood to Knapp)  
Ohio Street ( 20th Ave. to Witzel)  
20th Avenue (Oakwood to Oregon)  
21st Avenue/Doty Street (Oregon to Fond du Lac Road)  
South Main Street/Fond du Lac Road (6th to 24th)

Priority 3 Improvements

*(Bicycle Facilities Needed in Future Development Areas)*

Ryf Road  
Omro Road  
Clairville Road (Highway 44 to Witzel)  
STH 91/Waukau Road  
Ripple Road (Washburn to Clairville)  
Poberenzky Road (Waupan Road to Highway 44)  
Witzel Avenue/CTH E (Oakwood to Clairville)  
9th Avenue (Oakwood to Clairville)  
20th Avenue (Oakwood to Clairville)  
Fisk Avenue (Highway 26 to Fond du Lac Road)



# PEDESTRIAN/BICYCLE ROUTE PLAN

## 5.G. PEDESTRIAN FACILITY IMPROVEMENTS

Pedestrian facility improvements are needed in several key areas where there are either no facilities or noncontinuous facilities. In general, the most serious pedestrian facility deficiencies are in the newer commercial and industrial districts, where facilities are not required as part of the platting and development approval process.

Some of the specific areas that need improved pedestrian facilities include:

- Frontage roads (Koeller and Washburn Streets)
- East-west arterial and collector street overpasses over Highway 41
- Industrial and business parks
- Rural standard roadways in peripheral development areas

In general, the City's policies requiring residential developers to provide sidewalks or alternative pathways as part of the platting process serves to assure adequate provision of pedestrian facilities in new residential developments.

The older residential and commercial parts of the City generally have adequate pedestrian facilities

### FRONTAGE ROAD PEDESTRIAN IMPROVEMENTS

The greatest immediate needs for improved pedestrian facilities in the Oshkosh area are in the Highway 41 frontage road area and along the east-west arterial and collector streets crossing the Highway 41 corridor. The frontage road system has been constructed with no pedestrian facilities. Likewise, the overpasses and underpasses crossing Highway 41 have discontinuous sidewalks. On both the Highway 41 crossings and the frontage street system there is a need to separate pedestrians from the high traffic volume and congested vehicle driving lanes.

The adopted Highway 41 Improvement Plan includes specific recommendations for undertaking sidepath improvements along both Washburn Street and Koeller Street. The highest priority for beginning such work being along Koeller Street between South Park Avenue/Highway 44 and 9th Avenue, and secondarily along Koeller Street from 9th Avenue and Omro Road.

#### Sidewalks vs. Sidepaths

A key decision in the frontage area is the type of pedestrian and bicycle facilities to be retrofitted into the area.

The two alternatives are a combination of standard City sidewalks and on-street bicycle lanes versus joint-use sidepaths used by both pedestrians and bicyclists. While separate pedestrian and bicycle facilities consisting of standard urban sidewalks (5' to 6' width) and on-street bicycle lanes are favored by many transportation engineers and bicycle facility planners, the situation in the frontage road area is somewhat unique due to the level of congestion and the narrowness of the driving lanes.

The recommend system of improvements in the frontage road environment consists primarily of joint-use sidepath (8' to 10' width) on the two principal frontage roads (Koeller and Washburn Streets) with standard sidewalks and on-street bicycle lanes or widened curb lanes on the adjoining east-west streets, such as Osborn Avenue.

The City recognizes that there are many engineering and traffic movement issues that need to be addressed in retrofitting this area with facilities that meet the safety needs of pedestrian and bicyclists and do not impede the overall circulation capabilities of the frontage road system. Among the key safety considerations are intersections with driveway entrances which form a significant safety hazard. In some cases it may be necessary to set back sidewalks and sidepaths away from the street and/or install bicycle stop signs or speed bumps to control bicycles and pedestrians crossing driveways.

#### Pedestrian Access Between Private Properties

Pedestrian access between private businesses within the frontage road corridor could be significantly enhanced by providing continuous sidewalk and/or pathway connections between adjoining private businesses. While most of the new shopping centers have very good internal circulation between stores within the centers, there are few pedestrian connections between adjoining retail centers. There are also few pedestrian connections between many of the frontage "outlots" containing fast food restaurants and other nearby stores and offices.

Improving internal pedestrian circulation between businesses could help reduce the number of short trips from store-to-store and could incrementally help relieve some of the congestion on the frontage roads. These linkages could also help support businesses in the corridor by encouraging more pedestrian travel between adjoining and nearby businesses.

#### Pedestrian Ways and Sidewalks for New Commercial Construction

As a general rule, pedestrian ways and sidewalks should be required at the time of site plan review and initial construction for all commercial and industrial construction in the Highway 41 corridor. This has not been done in the past, resulting in some of the pedestrian and bicycle facility deficiencies in the area.

The City's regulations for the Highway 41 Overlay Zoning District (Section 30-34 - Zoning Ordinance) should be amended as follows:

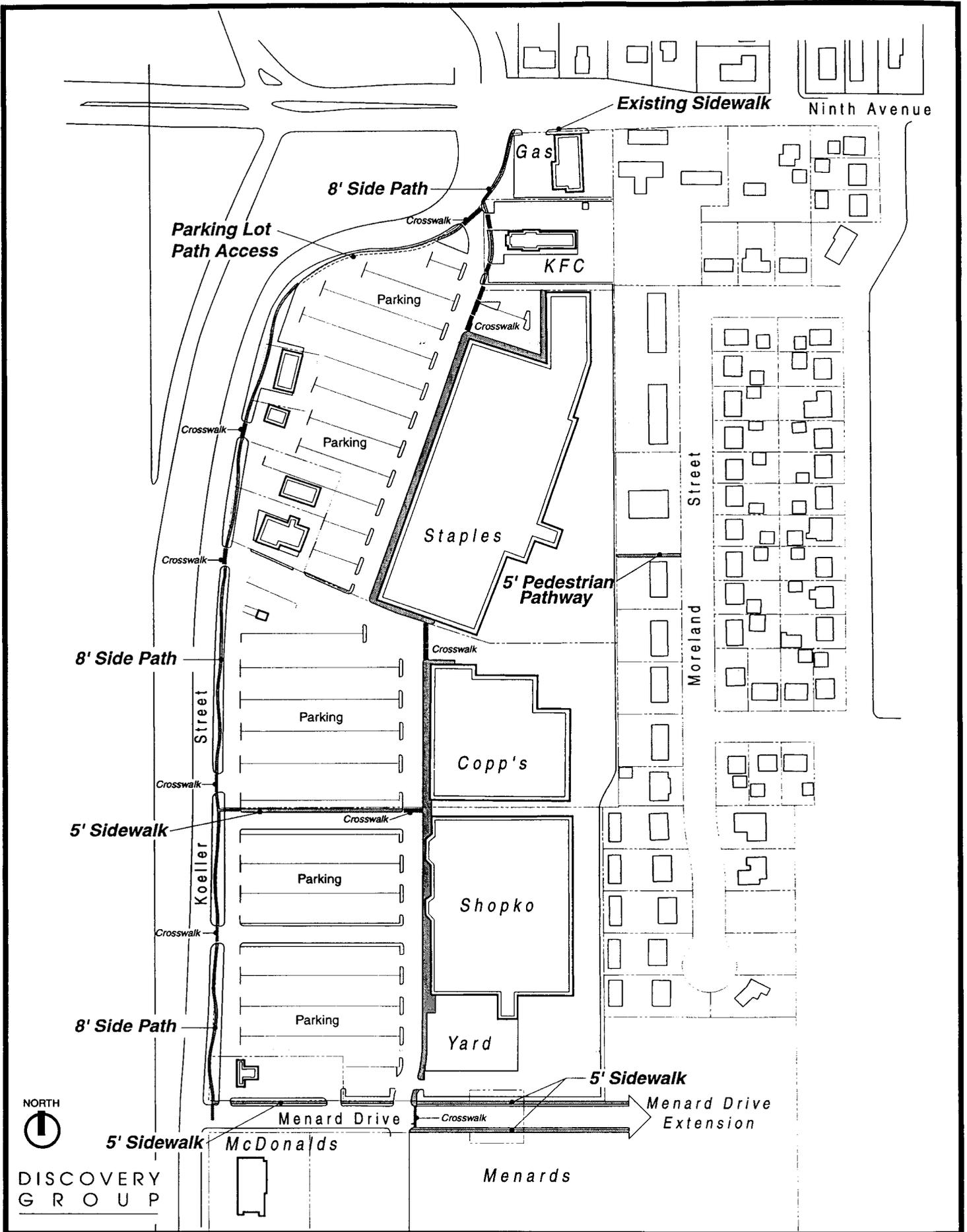
- (a) Safe and well-marked pedestrian access must be provided between each business and between each principal building and accessory or secondary buildings on the site that is used by the general public.
- (b) A pedestrian way or sidewalk at least 5' in width must be provided between any public sidewalk or side path adjoining the site and the principal building.
- (c) Where a retail business adjoins another retail business, a pedestrian way or sidewalk must be provided between the two properties.

### Retrofitting Older Commercial Centers

Retrofitting older commercial centers with pedestrian facilities is much more difficult than designing and constructing facilities at the time of initial construction. In some instances, pedestrian linkages can be achieved simply by removing obstacles, painting pedestrian cross walks on drive areas, and installing a hard surfaced walkway. In other instances, more costly and extensive grading changes and/or filling may be needed to install walkways.

Other than through site plan review at the time of expansion or redevelopment, there is little direct influence the City can have on private linkages. Constructing such pedestrian linkages within existing development areas would need to be a voluntary action involving adjoining landowners.

The concept plans for potential pedestrian linkages on the following pages illustrates the desired level of pedestrian connections. In the area to the rear of Staples, Copps, and Shopko, it would be desirable to see a pedestrian access way developed to Moreland Street. Such a connection would provide an opportunity for the nearby neighborhood to access the commercial district along Koeller Street by other than vehicular means. This proposal would entail working with the owners of the multifamily properties and other properties along Moreland Street and having the adjacent commercial business or businesses cooperate in the development and maintenance of the walk or walkways.



# INTERNAL PEDESTRIAN LINKAGES

## INDUSTRIAL PARK DISTRICT PEDESTRIAN ACCESS POLICIES

### Retrofitting Pedestrian Facilities Into Existing Industrial Parks

The industrial parks in the Oshkosh area have generally been developed without pedestrian facilities. While this policy has been a sound policy with respect to controlling the initial costs of infrastructure and allowing lots in the industrial parks to be competitively priced, the net result of this policy has been to discourage walking within the major employment centers and between places of employment and nearby restaurants and other businesses.

While it is not feasible to retrofit all of the existing industrial parks, those parks that have high levels of employment and proximity to restaurants and shopping areas, should be retrofitted with facilities that provide an option for pedestrian and bicycle access.

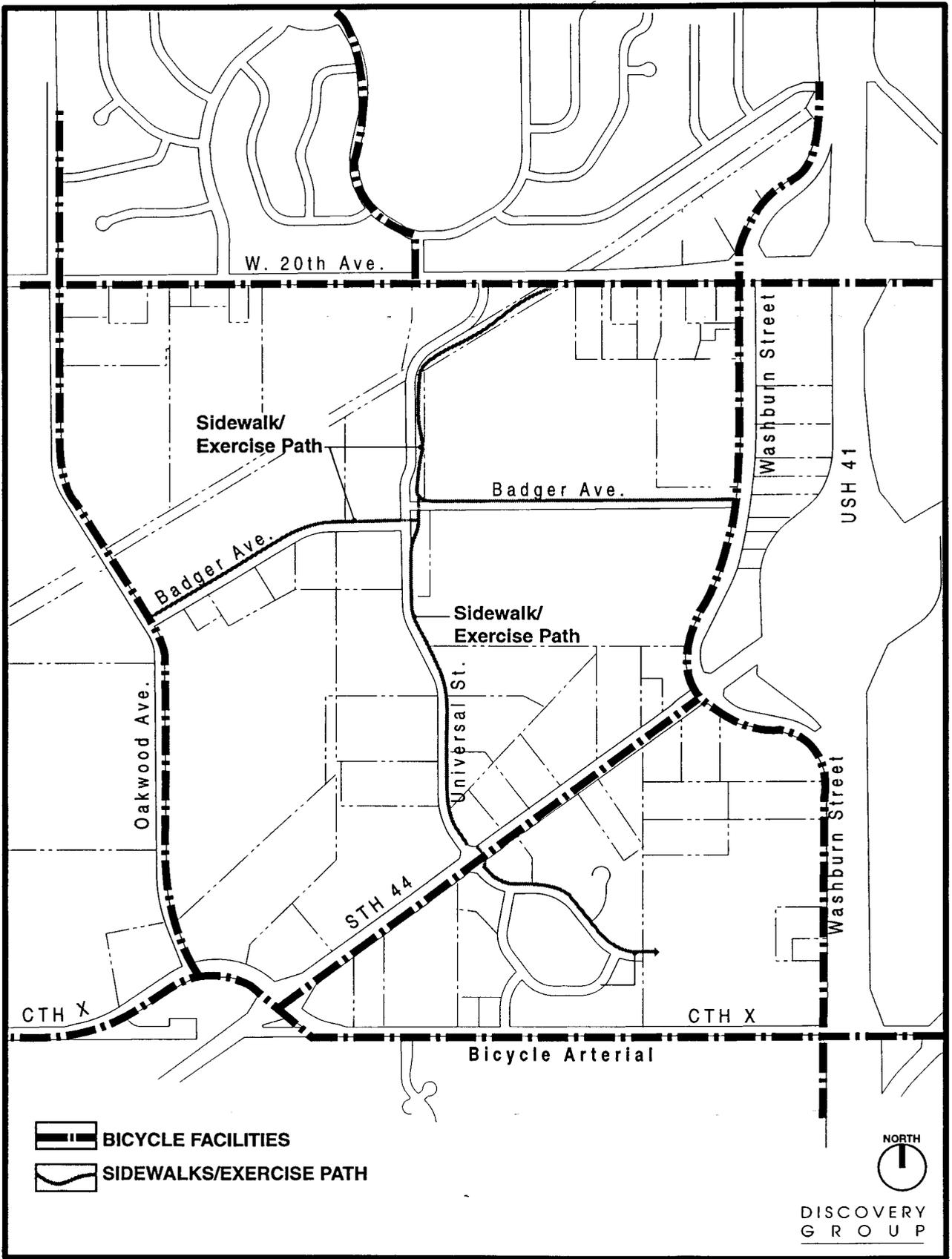
The illustration on the following page shows a potential retrofit plan for incorporating pedestrian and bicycle facilities into the Southwest Industrial park, which is one of the City's most successful industrial and business parks.

### Pedestrian and Bicycle Facility Policies for New Industrial Parks

It is significantly more cost-effective and efficient to design and construct pedestrian and bicycle facilities at the time of initial development. Many industrial and business parks are designed with pedestrian and bicycle facilities as part of the amenity package used for attracting businesses and employees. Pathways within industrial and business parks can serve as exercise facilities.

In many instances the most cost effective and efficient locations for such paths are within or adjacent to stormwater management corridors.

As a policy the City of Oshkosh should consider pedestrian and bicycle access to and within industrial and business parks at the time of initial design construction. Where it may not be feasible to construct facilities immediately, facilities should be planned and sufficient easements reserved for future construction, as needs for pedestrian and bicycle facilities are generated and resources are available for construction.



# INTERNAL PEDESTRIAN LINKAGES

## **RETROFITTING RURAL STANDARD ROADS WITH PEDESTRIAN FACILITIES**

One of the more difficult pedestrian facility deficiencies to remedy is the retrofit of either sidewalks and bicycle lanes or shared-facilities within right-of-ways of collector and arterial roads that were originally constructed as rural roadways. In most cases these roads have 22' to 27' pavement widths with open swales or ditches for drainage along the roadsides. In many instances the 66' right-of-ways do not allow sufficient room for widening the roadways without installing stormsewers.

Reconstructing rural roads and retrofitting them for pedestrian and bicycle facilities is further compounded by the fact that often sections of the road remain in the unincorporated towns and reconstruction requires joint cooperation between the City and town government.

One of the best examples of this type of situation is Oakwood Road, which was originally constructed as a town road serving a rural area. Today, this road is the primary north-south arterial road serving the west side of the City. Subdividers and developers on either side of Oakwood Road have been required by the City to install sidewalks and provide relatively wide local streets within the plats, but not on the adjacent sections of Oakwood Road, except where new units front on the road.

### Recommended Platting Policy

As part of the City's platting requirements, subdividers should be required to either upgrade adjacent sections of collector and arterial roads or deposit escrowed funds for a proportional share of future improvements to such roads. Subdividers and developers should also be required to dedicate additional land for right-of-way along designated collector and arterial streets so that such corridors have at least an 80' right-of-way. This has become a standard practice in many faster-growth suburban communities with similar problems.

The City and adjoining towns need to jointly implement this policy on sections of roadway not in the City. Where the City and town are not able to mutually agree on a policy for subdivider and developers to upgrade roadways or contribute funds for future upgrades, the City may need to exercise its extraterritorial plat review powers to assure that appropriate facilities are provided.

### Recommended City-Finance Street Reconstruction and Retrofitting Policies

Where the City reconstructs collector and arterial streets and finances the improvement through either assessments or general funds, the roadway reconstruction projects should include construction of both bicycle and pedestrian facilities improved to AASHTO standards. Integration of pedestrian and bicycle facilities into collector and arterial street design should be a routine component of the transportation and street program.

## 6. RECOMMENDED ORDINANCE AMENDMENTS

This section recommends specific changes in the City of Oshkosh Zoning and Land Subdivision Ordinances to implement some of the recommendations of the pedestrian and Bicycle Circulation Plan through the platting and development approval process.

### 6.A. ZONING ORDINANCE

Amend Section 30-35 of the City of Oshkosh Zoning Ordinance to add the following subsection:

#### 30-35 (K) Pedestrian and Bicycle Facilities

Where there are adjacent sidewalks or other pedestrian or bicycle facilities or where new pedestrian and bicycle facilities are identified in the City of Oshkosh Comprehensive Plan, Park and Outdoor Recreation Plan, or Pedestrian and Bicycle Circulation Plan, the developers of adjacent sites shall provide safe and efficient access to such facilities and shall provide continuation of such facilities through the property to be developed in such a manner so that adjoining properties may be connected to the pedestrian and bicycle facility system.

### 6.B. LAND SUBDIVISION ORDINANCE

Amend Section 30-74 of the City of Oshkosh Land Subdivision Ordinance to add the following subsection:

#### 30-35 (C)(6)(h).

(h) Where new pedestrian and bicycle facilities are designated in the City of Oshkosh Comprehensive Plan or component part thereof, or on an official map of the City of Oshkosh, is embraced, all or in part, in a tract of land to be subdivided, is embraced, all or in part, in a tract of land to be subdivided these proposed facilities shall be so designated as to be made an integral part of the plat and/or Certified Survey Map and shall be constructed to the standards and specifications of the City of Oshkosh.

Amend Section 30-71 (J)(2) to read as follows:

Whenever a proposed playground, park, school site, recreation trail, or other public land, other than streets or drainage ways, is designated on the Comprehensive Plan or component part thereof, or on an official map of the City of Oshkosh is embraced, all or in part, in a tract of land to be subdivided these proposed public lands shall be so designated as to be made an integral part of the plat and/or Certified Survey Map and may be dedicated; but in any case, shall be reserved for acquisition at undeveloped land costs, by

the agency having jurisdiction, for a period not to exceed two (2) years, unless extended by mutual agreement.

Amend Section 30-71(J)(6)(b) to read as follows:

(b) Dedication of Sites

~~Where feasible and compatible with the Comprehensive Plans for development of the community, The subdivider shall dedicate to the public adequate land to provide for the park and recreation, and other public needs of the subdivision or land division. except for land divisions creating two (2) parcels or less, within a recorded subdivision without changing the boundaries of said subdivision.~~

~~The amount of land to be provided for park or other public purposes shall be determined on the basis of an amount of land equal in value to One Hundred Dollars (\$100.00) of 1,100 square feet per housing unit for each single-family unit and 700 square feet per dwelling unit for each multiple-family dwelling units per residential housing unit created by a subdivision or land division. If the number of dwelling units is unknown at the time of land division, the land dedication shall be based on the maximum number of units allowed under the City Zoning Ordinance. if utilized to the maximum allowable density under the City Zoning Ordinance, to be used for park and recreation purposes. Such value shall be determined by the City or Town Assessor on the basis of full and fair market value of the land as unimproved and unsubdivided residential property.~~

~~If the owner is not satisfied with such appraisal, he may appeal such determination, in which case an appraisal board consisting of one (1) appraiser selected by the City or Town at its own expense, and a third (3rd) selected by the two (2) other appraisers at City or Town expense, shall determine the value.~~

~~Land dedicated for park, trail, or other recreation purposes shall not include stormwater management areas, floodplains, wetlands, or other lands unsuitable for park or trail use based on topography, soils, or other physical constraints.~~

(c) Proportionate Payment of Fees-in-Lieu-of Dedication

~~Where such dedication is not feasible or compatible with the Comprehensive Plan, the subdivider shall may be allowed by the City, at the City Plan Commission's option, to pay, in lieu thereof, pay to the City or Town, depending on the location of the plat, a fee. equivalent to the value of the required dedication. Such fee shall be determined as follows:~~

- (i) ~~One Hundred Dollars (\$100.00) per residential lot, payable prior to acceptance of the final plat, and One Hundred Dollars (\$100.00) per Four Hundred Dollars (\$400.00) per single family dwelling unit and Two Hundred Dollars (\$200.00) per multi-family per dwelling unit, payable upon approval of the final plat or Certified Survey Map prior to issuance of a building permit, with the provision that monies for lot payments made prior to the final plat shall be applied to the total amount due and owing for the cost of each unit; Money collected from fees-in-lieu-of land dedication shall to be placed in a nonlapsing fund to be used for neighborhood park, and recreation, trail or other similar public purposes.~~

Such fee shall be used exclusively for immediate and/or future site acquisition or capital improvement of park, recreation, or trail facilities.

- (ii) No payment shall be required for a lot created by a subdivision of land under this Ordinance on which a residential structure already exists or which is a residual parcel in excess of four (4) acres and not intended for immediate sale or conveyance, or for land divisions creating two (2) parcels or less within a recorded subdivision without changing the boundaries of said subdivision.
- (iii) Payment may be in a lump sum or fifty (50) percent at the time of Certified Survey Map or final plat approval, and the balance to be paid within one (1 ) year; such deferred payment to be guaranteed by surety bond or other satisfactory financial guarantee to the City of Oshkosh or the Town, dependent on its location.
- (iv) Where a lot or parcel for which payment has once been made is further divided, payment shall be required only for the additional lots or parcels created.
- (v) The required payment shall be made before the certification of approval may be affixed to the final plan.

(d) Determination of Feasibility

The determination as to the ~~feasibility of~~ suitability of land proposed for dedication and whether the City shall accept such land or fees-in-lieu-of land shall be made by the Plan Commission. ~~The subdivider shall, however, have the option of choosing to make payment in-lieu-of dedication.~~

# AMENDMENTS

**STAFF REPORT**

**PLAN COMMISSION  
OCTOBER 5, 1999**

**ITEM VI: REVIEW AND APPROVE AN AMENDMENT TO THE PEDESTRIAN AND BICYCLE CIRCULATION PLAN - Department of Community Development**

**GENERAL DESCRIPTION/BACKGROUND**

The Department of Community Development requests the Plan Commission review and approve an amendment to the Pedestrian And Bicycle Circulation Plan which the Plan Commission approved in December, 1998.

The Plan was prepared by City staff working with the City's planning consultant, The Discovery Group, and upon adoption by the Plan Commission, the Pedestrian And Bicycle Circulation Plan became a special element of the City's Comprehensive Plan.

The Plan provides a general strategy that can be pursued in providing new and upgraded bicycle facilities to improve pedestrian and bicycle circulation, as well as creating additional recreational amenities for the community.

**ANALYSIS**

One of the recommendations that had been made in the Plan was that a bicycle facility be provided along portions of High Avenue. According to the Plan, " bicycle facilities are facilities designed for preferential use by bicyclists. They include on-street bicycle lanes, widened curbs designed for bicycle use, sidepaths designated for either exclusive use by bicyclists or joint-use with pedestrians, and on-street multi-use trails and bicycle paths."

In 2001 the State of Wisconsin Department of Transportation is proposing to undertake the reconstruction of High Avenue (S.T.H. 45) from Jackson Street to Market Street, and it will be necessary for the reconstruction to either include a bicycle facility as called for in the Pedestrian and Bicycle Circulation Plan, or the bicycle facility will need to be removed from that section of High Avenue.

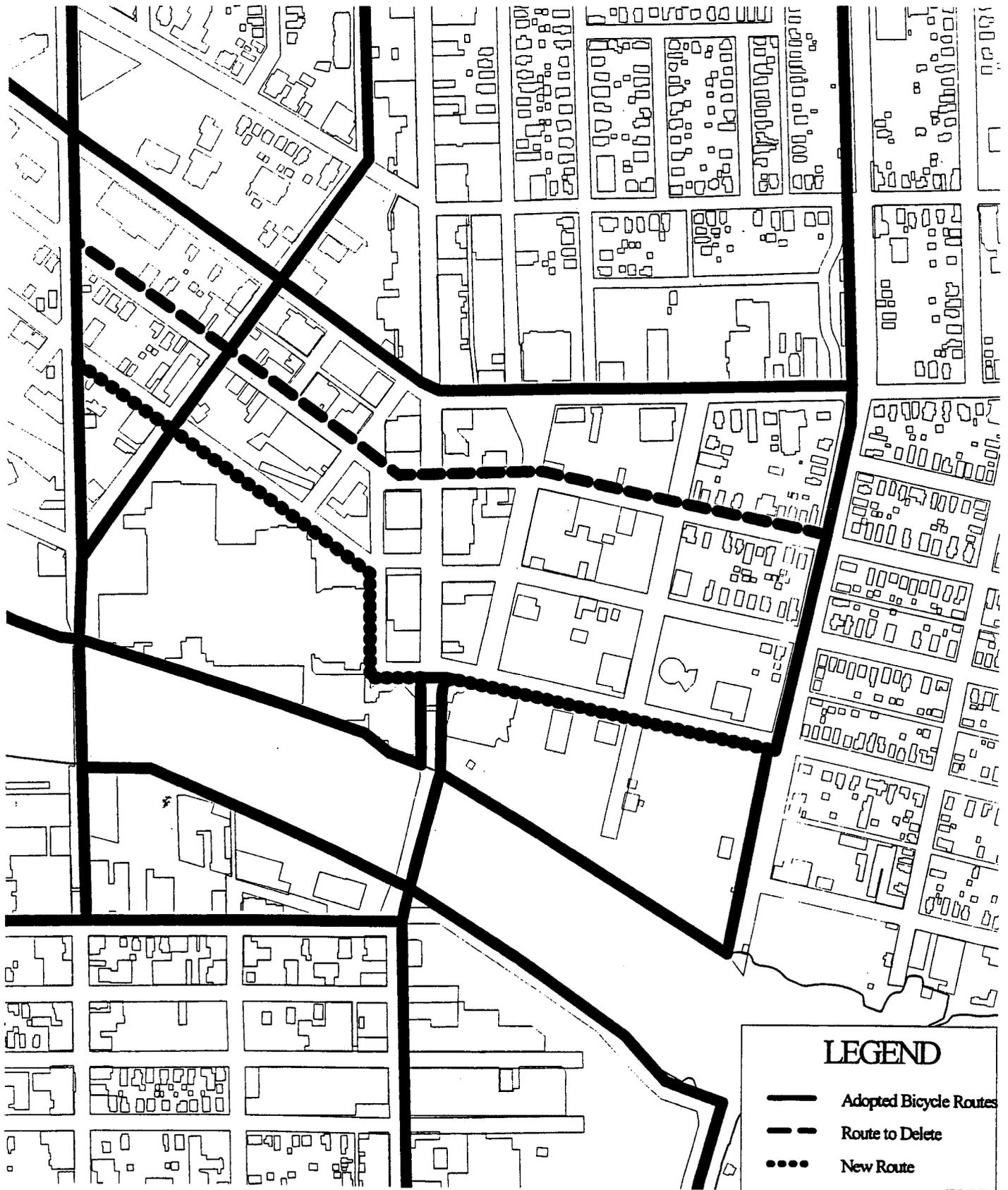
An evaluation of a bicycle facility on High Street illustrates the Street does not have the width necessary to accommodate an appropriately sized bike path, so it is being recommended the bicycle facility be moved as shown on the attached map. The change would take place at Jackson Street where the bike path would be redirected south on Jackson Street to Pearl Street. The new path would then go east on Pearl Street to Market Street where it would go south on Market Street until it intersects with Ceape Avenue. The path would then go east on Ceape Avenue until it intersects with Bowen Street, where the bicycle facility would connect with the proposed multi-use trail located on Bowen Street.

The location would continue to provide for bicycles to move easterly through the Central City in a safe manner. In addition, the proposed change would intersect with the proposed Fox River Trail, thereby providing an alternative to use either Ceape Avenue or the proposed Fox River Trail to get to Bowen Street.

**RECOMMENDATION**

The Department of Community Development recommends that the Plan Commission adopt the amendment to the Pedestrian And Bicycle Circulation Plan as presented.

# Proposed Ammendment To The Pedestrian and Bicycle Circulation Plan\*

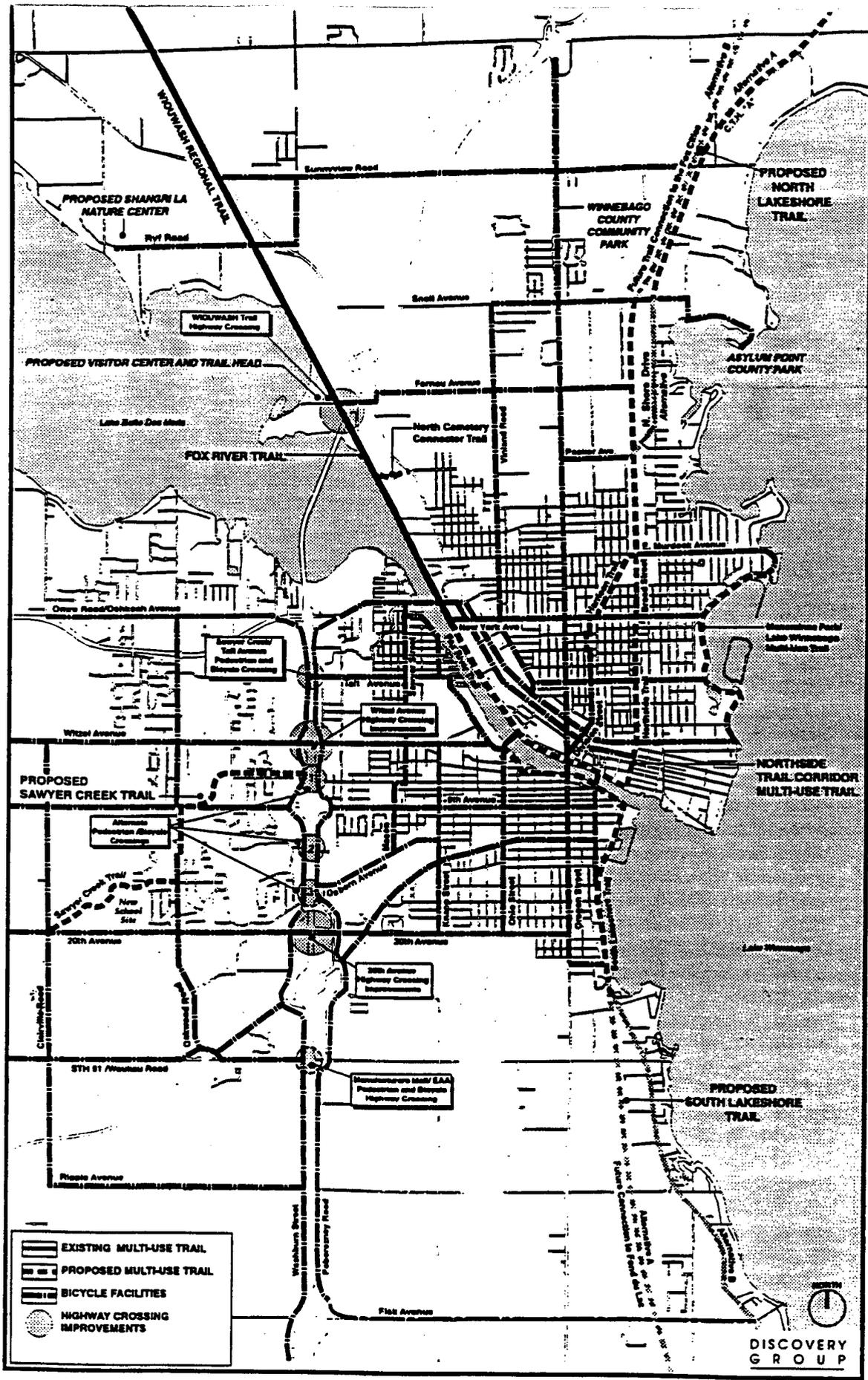


## LEGEND

- Adopted Bicycle Routes
- - - Route to Delete
- New Route

(09/99)

\* Adopted By Plan Commission, December 15, 1998



# PEDESTRIAN/BICYCLE ROUTE PLAN

MAP EXCERPTED FROM THE PEDESTRIAN AND BICYCLE CIRCULATION PLAN

Motion by Smith that the request be found consistent with standards set forth in Section 30-11 of the Zoning Ordinance and to move approval of a conditional use permit for a mixed commercial/residential use at 17 W. 6th Ave. with the condition that all applicable State and local building permits be obtained prior to any improvement work commencing. Seconded by Reschenberg. Motion carried 9-0.

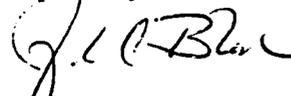
#### **VI. AMEND PEDESTRIAN & BICYCLE CIRCULATION PLAN**

Mr. Kinney noted the Plan Commission had previously approved the Pedestrian and Bicycle Circulation Plan as a special element of the City's Comprehensive Plan. The Plan provides a general strategy that can be pursued in providing new and upgraded bicycle facilities as streets are reconstructed. The amendment before the Plan Commission deals with a State project to reconstruct High Ave. (USH 45) from Jackson St. to Market St. in 2001. An evaluation of the bicycle facility on High Ave. shows the street does not have adequate width for a bike path. Therefore, it is being recommended that the bike path be moved from High Ave. to Pearl Ave./Market Street. The new route could go south on Jackson St. to Pearl Ave.; east on Pearl Ave. to Market St.; south on Market St. to Ceape Ave.; and east on Ceape Ave. to Broad St., where the bike path would connect with the proposed multi-use trail on Bowen Street.

Motion by Smith to move approval of the amendment to the Pedestrian and Bicycle Circulation Plan as presented. Seconded by Bloechl. Motion carried 9-0.

There being no further business, the meeting adjourned at approximately 6:15 pm.

Respectfully submitted,



JOHN C. BLUEMKE  
Principal Planner

**STAFF REPORT**

**PLAN COMMISSION  
AUGUST 15, 2000**

**ITEM VIII: REVIEW AND APPROVE AMENDMENT TO PEDESTRIAN AND BICYCLE CIRCULATION PLAN – Department of Community Development**

**GENERAL DESCRIPTION/BACKGROUND**

The Department of Community Development requests the Plan Commission review and approve an amendment to the Pedestrian and Bicycle Circulation Plan which the Plan Commission approved in December, 1998.

The Plan was prepared by City staff working with the City's planning consultant, The Discovery Group, and upon adoption by the Plan Commission, the Pedestrian and Bicycle Circulation Plan became a special element of the City's Comprehensive Plan.

The Plan provides a general strategy that can be pursued in providing new and upgraded bicycle facilities to improve pedestrian and bicycle circulation, as well as creating additional recreational amenities for the community.

The City is currently working with Strand & Associates on street improvement plans for Oakwood Road from Ninth Avenue on the north to a point near Village Lane on the south. The project is proposed for construction in 2002.

The Pedestrian and Bicycle Circulation Plan included a recommendation for development of a Sawyer Creek Trail that would run from Clairville Road on the west to Washburn Street on the east. The Plan showed the trail being developed along portions of land adjacent to Sawyer Creek, and utilizing public right of ways in other locations. As a result of the Plan's recommendation, the plans that have been drawn up for the improvement of Oakwood Road included a proposed ten foot wide bike path that would be constructed on the west side of Oakwood Road. In order to provide for construction of the bike path, it would be necessary for the City to purchase additional right of way from adjoining property owners in this area.

The Proposed Amendment: It is being proposed that the Plan be amended so that the multi-use trail (an off street bike/pedestrian path) be shown along Sawyer Creek from Clairville Road on the west to a point just north of Newport Avenue on the east, and along Sawyer Creek from Ninth Avenue northeasterly to Abbey Park, but that the multi-use trail designation be changed to a "bicycle route" in areas where the trail had been shown as running with Newport Avenue, Oakwood Road, and Ninth Avenue. In addition, it is proposed that where the Plan had shown the multi-use trail running along an identified "W.P.S.C. Right of Way," that the trail be deleted from that location.

**STAFF REPORT  
ITEM VIII**

**PLAN COMMISSION  
AUGUST 15, 2000**

**ANALYSIS**

When the Plan was prepared, the intent had been to provide a recommendation for a trail that would utilize major segments of land adjacent to Sawyer Creek in areas where minimal development had taken place to that date, or where it was felt opportunities may exist for obtaining the cooperation of adjoining property owners for trail development. The two major segments that were shown in the Plan included a primary section between Clairville Road, and another section on the east side of Sawyer Creek from Ninth Avenue northeasterly to Abbey Park.

In addition to showing the trail along portions of Sawyer Creek, the Plan provided for a connection of these segments by utilizing existing public right of ways, and the Plan noted the public right of way areas with the multi-use trail designation.

According to the Plan's "Definitions of Terms and Levels of Improvement" Section, multi-use trails would entail the following:

**"Multi-use trails, also referred to as pathways, are either State, County, or City pedestrian and bicycle facilities that are separated from street and highway driving surfaces. Multi-use trails can be located within street and highway right-of-ways, but separated from driving lanes, or on separate off-street right of ways, or within park or other public land settings.**

**Multi-use trails are used by a combination of walkers, joggers, in-line skaters, pet owners, wheelchair users, and bicyclists. Recommended trail widths for combined pedestrian and bicycle use range from 8' to 12'. The American Association of State Highway and Transportation Officials (AASHTO) recommends a minimum of 10' widths for two-way combined bicycle and pedestrian use trails. The surface may be either asphalt or crushed gravel.**

From a practical standpoint, it would not appear reasonable to suggest that it is possible to provide for development of a multi-use trail, as defined in the Plan, along the public right of way areas that would link the two segments of trail that could ultimately be developed along Sawyer Creek. The street segments that would provide the connection of the multi-use trail are for the most part in already developed areas, and in order to provide for 10' wide bike paths it would be necessary to acquire additional right of way from existing residential properties along each street that had been identified in the Plan (Newport, Oakwood and Ninth).

**STAFF REPORT  
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Also, if a bike path were constructed along these street segments, the City would need to consider taking on the responsibility for snow plowing the paths during Winter months, since it would not appear reasonable to require adjacent property owners to deal with snow removal on 10' wide paths.

It should be recognized that while the Plan showed a "multi-use trail" designation along street segments that were part of the several overall multi-use trails included in the Pedestrian and Bicycle Circulation Plan, in the preparation of the Plan it was not the intent to suggest that actual 10' wide bike paths be developed along each and every street segment so shown in the Plan.

For example, a Northside multi-use trail has been recommended in the Plan, and that trail would run from Riverside Park on the south to the County Community Park on the north, and it has been proposed that the trail be developed along the Wisconsin Central Railroad alignment wherever possible, and along several streets in various areas. One of the street segments shown was Broad Street between Ceape Avenue and Merritt Avenue, and it was certainly not the intent to suggest that a 10' wide bike path be developed within the railroad right of way in that particular area, or that a 10' wide bike path replace existing sidewalks in that area, but that those using the trail use the existing public sidewalks and street when travelling along the trail route.

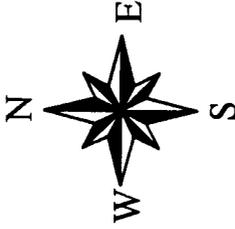
Relative to the change that is proposed for the area of the trail that had been identified as "W.P.S.C. Right of Way," it should be noted that WPS has no official public right of way in that area, but merely an easement, and the easement exists primarily on the back side of platted single family residential lots. The original intent for providing the trail designation in that location had been to provide for a connection of the Sawyer Creek Trail to Washburn Street. By eliminating the WPS segment, the Plan can continue to provide for an identifiable connection through the "bicycle route" that is shown along Westhaven Drive from Abbey Park on the south to Witzel Avenue on the north, and along Witzel Ave. easterly to Washburn St.

**RECOMMENDATION**

The Department asks the Plan Commission to approve the amendment as proposed.

Note: To avoid similar problems in other locations where street improvement projects may be under consideration, and a literal interpretation of the Plan is taken in the preparation of engineering plans, the Department will examine the Plan to ascertain if other changes may be appropriate (such as the example cited per the Northside Trail).

Amendment: Multi-Use Trail  
 Pedestrian and Bicycle  
 Circulation Plan



**OSHKOSH**  
 ON THE WATER

City of Oshkosh Wisconsin  
 Community Development

**DISCLAIMER**

This map is neither a legally recorded map nor a survey and it is not intended to be used as one. This drawing is a compilation of records, data and information located in various city, county and state offices and other sources affecting the area shown and it is to be used for reference purposes only. The City of Oshkosh is not responsible for any inaccuracies herein contained. If discrepancies are found, please contact the City of Oshkosh.

500 0 500 1000 Feet

**08/09/00**

Created by - MT



Multi-Use Trail  
 Delete Multi-Use Trail (WPSC R-O-W)  
 Multi-Use Trail Changed To Bicycle Route