

STH 29 CORRIDOR STUDY

BROWN COUNTY PLANNING COMMISSION
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STH 29 Corridor Study

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Table of Contents

Introduction.....	4
Planning Process.....	4
Goal and Objectives.....	5
Assessment of the STH 29 Interchange Recommendations in the <i>Brown County Year 2020 Land Use and Transportation Plan</i>.....	6
Comparison of Interchanges at CTH VV and CTH U.....	6
Sunlite Drive Overpass.....	9
Estimated Construction Schedule.....	10
Public Participation Efforts.....	11
Summary of Recommendations.....	15
Appendix 1: Sample Resolution Placing a Moratorium on Development Along the STH 29 Corridor.....	18
Appendix 2: Assessment of the Brown County Year 2020 Land Use and Transportation Plan’s <i>STH 29 Access Control Interim Issue Paper</i> ..	19
Appendix 3: Economic Impact Analysis for Arrow Concrete, Inc.....	35
Appendix 4: Illustration of the Two-Lane Boulevard Street Concept.....	39
Appendix 5: Letters and Resolutions from Corridor Study Advisory Committee Members.....	40

List of Figures

Figure 1: Five Year Growth Areas in Howard Used to Develop the Corridor’s Estimated Construction Schedule.....	12
Figure 2: STH 29 Corridor Recommendations.....	17

Introduction

At the beginning of 2001, the Wisconsin Department of Transportation (WisDOT) asked Brown County Planning Commission staff to determine if the *Brown County Year 2020 Land Use and Transportation Plan's* recommendation for an interchange at CTH U is still valid. WisDOT also asked planning commission staff to expand on the 2020 plan's recommendations for STH 29 by recommending when this interchange should be built and if additional access to the highway will be necessary in the future.

This report discusses the process planning commission staff followed to complete the study, the study's goal and objectives, the results of staff's assessment of the 2020 plan's recommendations for STH 29 and comparison of two interchange location alternatives, an estimated construction schedule for the corridor, and the study's public participation efforts. The report also includes letters and resolutions from the corridor study advisory committee representatives.

Planning Process

After planning commission staff accepted the corridor project, staff waited to begin working on the project until the Village of Howard's comprehensive plan development process began in the summer of 2001. This allowed staff to use information collected during two community visioning sessions, through a village-wide survey, and at meetings of the plan's Citizens Advisory Committee to identify the priorities of the most populous community in the corridor. Following the meetings and survey, staff began the corridor study by creating a development moratorium resolution for the study participants to consider.

Development Moratorium

Once the corridor study began, planning commission staff asked Howard, the Village of Hobart¹, Town of Pittsfield, and the Oneida Nation of Wisconsin to agree to a development moratorium within ¼ mile north and south of STH 29 between CTH FF and Shawano County (see Appendix 1 for a sample moratorium resolution). Planning commission staff requested the communities and Oneida Nation to accept the moratorium until the study is completed or until May 1, 2002, to enable the participants to agree upon how the STH 29 corridor will develop over the next several years. The moratorium resolution was adopted by Howard, Hobart, Pittsfield, and the Oneida Nation in the fall and winter of 2001.

Corridor Study Committee

As the communities and Oneida Nation were considering the moratorium, planning commission staff assembled an advisory committee comprised of representatives of the following communities and agencies:

¹ Hobart officially became a village in May of 2002.

- Village of Howard
- Village of Hobart
- Town of Pittsfield
- Oneida Nation of Wisconsin
- Brown County Highway Department
- Outagamie County Planning Department
- Wisconsin Department of Transportation

The advisory committee met monthly between November of 2001 and March of 2002 to discuss the information developed by planning commission staff. The committee also reviewed the final draft of the corridor study report and submitted comments to planning commission staff in June of 2002.

Goal and Objectives

Following the November 2001 committee meeting, planning commission staff identified the following goal and eight objectives for the study:

Study Goal

To create a highway corridor that is safe, efficient, attractive, and consistent with the existing and planned development patterns of the communities along the corridor.

Study Objectives

1. Identify the location of one grade-separated interchange between CTH FF and STH 32 to complement the interchange planned for CTH FF.
2. Recommend when the CTH FF interchange and the second interchange should be constructed along the corridor.
3. Work with the communities to plan development and street patterns that alleviate the need for frontage roads and discourage people from making local trips on the highway.
4. Determine if grade-separated overpasses should be built along the corridor and, if so, where and when they should be constructed.
5. Maintain the corridor's natural attractiveness by minimizing the impacts on the area's woodlands, environmentally sensitive areas, and archeological resources.
6. Minimize the impacts on existing businesses, homes, and other facilities along and near the corridor.
7. Recommend road connections to the grade-separated facilities that do not create negative impacts on the communities.
8. Work with the Wisconsin Department of Transportation, Brown County Highway Department, and the affected communities to schedule the implementation of the recommended improvements.

After the study's goal and objectives were reviewed and approved by the advisory committee, planning commission staff began to address the objectives by assessing the STH 29 interchange recommendations in the *Brown County Year 2020 Land Use and Transportation Plan*.

Assessment of the STH 29 Interchange Recommendations in the *Brown County Year 2020 Land Use and Transportation Plan*

The 2020 land use and transportation plan's recommendations for interchanges along STH 29 are briefly addressed in the main document, but the analysis is contained in the *Interim Transportation Issue Paper – STH 29 Access Control* that is included in the appendices document. According to the analysis in the issue paper, CTH U is assumed to be the location for a new interchange between CTH FF and STH 32 because this was the location recommended in Brown County's 2010 transportation plan. The issue paper also states that an interchange should not be built at CTH VV because it only satisfies 7 of the 36 adopted guidelines that were developed by the 2020 plan's advisory committees.

Planning commission staff began its assessment of the 2020 plan's recommendation for a new STH 29 interchange by reviewing the 36 guidelines and determining how many of the guidelines are satisfied by an interchange at CTH VV. Staff's review yielded the following findings:

- The issue paper acknowledges that only 29 of the 36 guidelines actually apply to the CTH VV interchange option.
- Despite the paper's contention on Page C-30 that only 7 of the guidelines are met with a CTH VV interchange, staff's review found that all 29 applicable guidelines could be met with an interchange at CTH VV. The review also found that a CTH VV interchange would more thoroughly satisfy many of the guidelines than an interchange at CTH U.

Staff's findings illustrate that an interchange at CTH VV would not only be acceptable based on the criteria in the 2020 plan, it would be preferable to an interchange at CTH U (a complete summary of staff's findings is included in Appendix 2 of the report). This conclusion prompted staff to further examine this issue by comparing the pros and cons of building an interchange at CTH VV or CTH U.

Comparison of Interchanges at CTH VV and CTH U

After determining that the planning guidelines in the Brown County 2020 plan support an interchange at CTH VV or CTH U, staff identified the pros and cons associated with placing an interchange at each location to determine the best option. The findings of this analysis are summarized on the following page.

CTH VV Interchange

Pros

- The terrain is flat and should be easy to work with.
- The spacing between the planned interchange at CTH FF and the existing STH 32 interchange will be virtually even (approximately 2.5 miles from each interchange). This spacing will maximize the highway's safety and efficiency by minimizing conflicts associated with weaving, acceleration, and deceleration.
- The interchange's even spacing between CTH FF and STH 32 will likely eliminate the need for frontage roads along the highway.
- The interchange's location east of the primary traffic carrier in this part of the county (CTH U) will likely discourage many local trips on STH 29.
- This slight inconvenience will also help to avoid creating a second beltline in western Brown County, which will discourage the sprawl development that is often spawned by beltlines.
- The interchange will be situated closer to the developing portions of Howard and Hobart than a CTH U interchange. This will help to attain the efficient growth patterns that are the foundation of the state's Smart Growth law.
- At least three existing businesses that rely on direct highway access will continue to have convenient access to the highway. The convenience store at the STH 29/CTH U intersection will also likely not have to be removed.
- The interchange will provide access to the elementary school at the CTH U/School Road intersection without making CTH U the primary traffic route. This will minimize the impact of traffic in front of the school.
- This interchange will provide very convenient access to Mill Center, Kunesh, and Anston in Pittsfield. The interchange will also serve one of the town's future development areas (according to Pittsfield's long-range land use plan).
- The interchange will be situated in the center of Hobart's planned business park.
- The interchange will provide convenient access to Howard on the west side.
- There are no wetlands or steep slopes in the area.
- Project coordination will likely be easier than if the interchange is built at CTH U because it would involve fewer units of government (five entities).

Cons

- One home might have to be displaced to accommodate a CTH VV interchange and its connecting roads.

- Howard will likely have to transfer Marley Street between STH 29 and CTH C to Brown County.
- The interchange will eliminate direct highway access to one existing business at the STH 29/CTH U intersection.

CTH U Interchange

Pros

- The terrain is flat and should be easy to work with.
- Homes will not have to be displaced to build the interchange.
- The existing major traffic carrier in this part of the county will directly connect to the interchange (this can actually be a pro or con).
- There are no steep slopes in the area.
- The interchange will provide direct access to Kunesh in Pittsfield.

Cons

- A CTH U interchange will be relatively close to the existing STH 32 interchange, which could continue the existing safety and efficiency problems associated with weaving, acceleration, and deceleration.
- The interchange's uneven spacing between CTH FF and STH 32 could prompt the construction of frontage roads along STH 29 (especially between CTH U and CTH FF).
- The interchange will be situated almost entirely outside the metropolitan area communities of Howard and Hobart, which will encourage development outside the metropolitan area.
- The interchange will not provide convenient access to Howard, Hobart (especially the planned business park), or to two of the three developed portions of Pittsfield (Mill Center and Anston).
- The interchange will significantly increase the amount of traffic passing in front of the elementary school at the intersection of CTH U and School Road.
- The interchange will promote the creation of a second beltline in this part of the county, which will likely encourage inefficient development outside the beltline.
- The interchange will eliminate direct highway access to three existing businesses that rely on direct access to STH 29.
- The interchange will likely require the removal of the convenience store at the intersection of STH 29 and CTH U.

- The northwest quadrant of the STH 29/CTH U intersection contains a wetland.
- The project will have to be coordinated with WisDOT, Brown and Outagamie Counties, the Villages of Howard and Hobart, the Towns of Pittsfield and Oneida, and the Oneida Nation (eight entities).

Comparison Conclusion

After completing this comparison, presenting it to the advisory committee, and receiving comments from the committee members, staff concluded that an interchange at CTH VV is preferable to one at CTH U. This conclusion was then used to develop the following recommendations for STH 29 between CTH FF and STH 32:

- A grade-separated interchange should be built slightly west of where CTH VV currently meets STH 29 to complement the interchange planned for CTH FF. This interchange should be located slightly west of the existing CTH VV/STH 29 intersection to make the spacing between CTH FF and STH 32 as even as possible and allow for an efficient connection to Marley Street in Howard.
- A grade-separated overpass should be built at CTH U to provide a means for people to conveniently travel between the north and south sides of STH 29 in this part of the county.

The recommendation for an interchange near the existing STH 29/CTH VV intersection was supported by all of the advisory committee members except the Pittsfield representative, and the Oneida Nation member expressed concerns about a grade-separated overpass at CTH U. Appendix 5 contains letters from the committee members and a resolution from Hobart that summarize their positions on these issues.

Sunlite Drive Overpass

At the beginning of 2002, Hobart's advisory committee representative asked planning commission staff to study the feasibility of constructing another overpass between Sunlite Drive in Hobart and Woodland Road in Howard. The representative stated that this connection will be necessary for the following reasons:

- To enable residents in the northern portion of Hobart to travel to and from jobs and stores in Howard.
- To enable people to cross STH 29 to reach Thornberry Creek Golf Course and Country Club in Hobart.
- To avoid constructing a STH 29 frontage road through a large wetland between Sunlite Drive and CTH FF.

After examining this issue, planning commission staff found that:

- According to WisDOT estimates, an overpass at Sunlite Drive could cost as much as \$5 million.
- This connection between Hobart and Howard would provide some relief to the CTH FF interchange and possibly the CTH VV interchange in Hobart. However, the overpass will be situated in a low-density residential area in the village that will not likely experience much additional development over the next several years.
- The area of Hobart that will likely be affected by a Sunlite Drive overpass is surrounded by what will eventually be the CTH FF and CTH VV interchanges, so people traveling between Howard and this portion of Hobart will not be significantly inconvenienced.
- In addition to disturbing the large wetland between Sunlite Drive and CTH FF, a frontage road between these two streets could introduce a significant amount of traffic to within 1,000 feet of the CTH FF interchange when it is built. Since WisDOT strongly recommends that major access points be at least 1,000 feet away from interchange ramp connections to minimize vehicle conflicts, this frontage road would violate this policy. These concerns prompted Hobart, Brown County, and WisDOT to support a developer's request for a variance to the county's subdivision ordinance to allow three long cul-de-sacs west of CTH FF in order to avoid the construction of the frontage road. This variance also allowed Hobart to avoid moving the road's access point south to increase the distance from the CTH FF interchange ramps, which means two private properties will not be impacted by the access road.

Staff's analysis found that the benefits of constructing an overpass at Sunlite Drive will not likely justify the cost. Staff also found that a frontage road between Sunlite Drive and CTH FF will not be constructed due to the presence of a large wetland and the desire of Hobart, Brown County, and WisDOT to avoid channeling large volumes of traffic to within 1,000 feet of the future CTH FF interchange.

It is possible that the desire for a connection between Hobart's planned business park and the neighborhood/activity center currently being considered near the intersection of CTH C and Woodland Road in Howard will help to justify the construction of at least a pedestrian overpass in the future. This type of connection could be partially financed by Statewide Multi-Modal Improvement Program funds (if the program continues to exist) and would serve people who want to travel between these activity and commercial areas without using motorized vehicles. Therefore, to ensure that a pedestrian or full-service overpass can be built if it is warranted in the future, Hobart and Howard should retain control of their portions of the Sunlite Drive and Woodland Road rights-of-way after direct access to STH 29 is eliminated.

Estimated Construction Schedule

Once the corridor's recommended physical characteristics were identified, staff developed an estimated construction schedule for the interchanges and CTH U overpass. This estimated schedule is based on the following two factors:

- The five-year “Smart Growth” areas that were identified for the Village of Howard in the comprehensive plan’s community facilities and land use elements. These five-year growth areas are identified in Figure 1 on the following page.
- WisDOT’s plan to replace the existing interchange at US 41 and STH 29 before building interchanges at CTH FF or CTH VV.

The growth areas identified in the Howard plan indicate that significant development will not reach the CTH FF area until approximately 2012-2017 and the CTH VV area until approximately 2022. WisDOT has also informed planning commission staff that the US 41/STH 29 interchange is not currently included in its six-year program of projects, which means the project will not occur until at least 2009. To promote the efficient development pattern recommended in the Howard plan, encourage similar efficient development patterns in the other communities in the STH 29 corridor, and maintain consistency with WisDOT’s construction schedule, the following interchange and overpass construction schedule is recommended:

- The CTH FF interchange should be built after 2015. As mentioned above, direct access to STH 29 from Sunlite Drive and Woodland Road will be eliminated on the north and south sides of the highway when the CTH FF interchange project is finished. Hobart and Howard should, however, maintain control of the Sunlite Drive and Woodland Road rights-of-way adjacent to STH 29 in case an overpass is warranted in the future.
- The CTH VV interchange should be built after 2022. The STH 29/CTH U intersection should remain open until the CTH VV interchange project is finished.
- Once the CTH VV interchange is completed, the CTH U overpass project should begin.

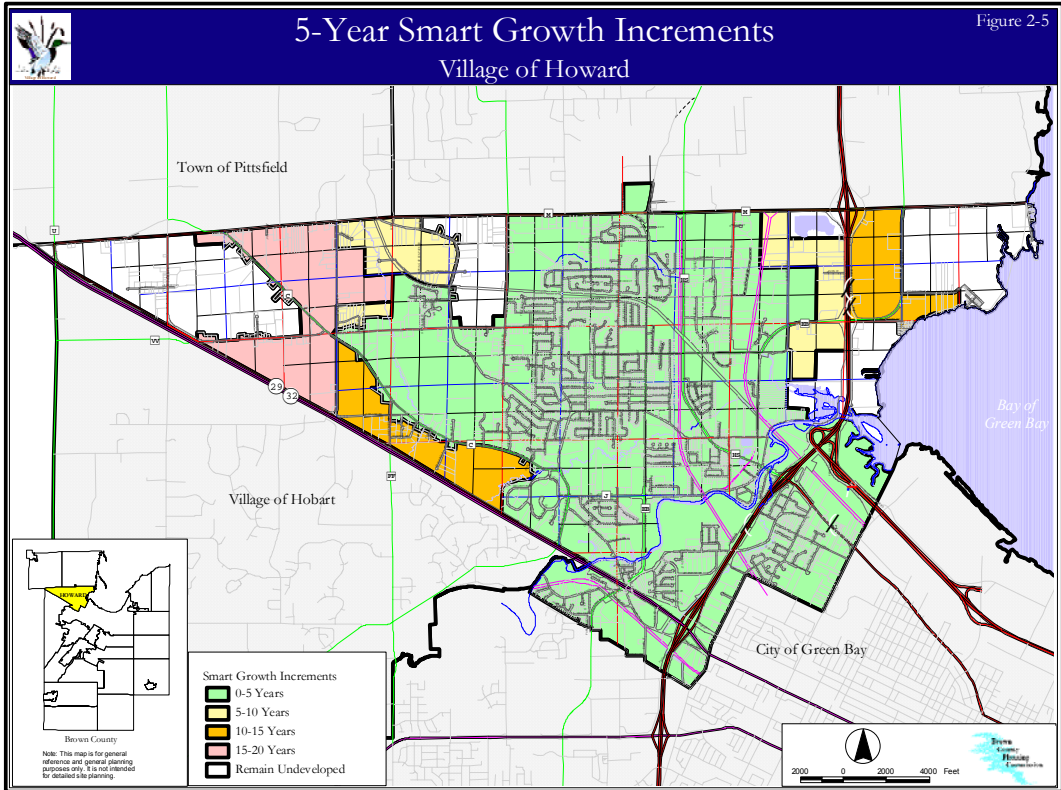
It is also recommended that direct access to STH 29 from South St. Augustine Drive and STH 156 in Pittsfield be eliminated and that STH 156 be routed to the STH 32 interchange as soon as possible. This recommendation is consistent with WisDOT’s plan to remove these STH 29 direct access points in the near future.

Public Participation Efforts

As the recommendations for the STH 29 corridor were being developed, planning commission staff offered the public several opportunities to review the recommendations and offer their comments. These public review opportunities are summarized below.

Advisory Committee/Stakeholder Meetings

On February 8 and March 22, 2002, planning commission staff held advisory committee meetings that were attended by people who own businesses and homes near STH 29. These STH 29 “stakeholders” were asked to participate in the committee meetings by indicating how they feel about the corridor recommendations and discussing their feelings about the recommendations. Both of the meetings allowed staff and the advisory



committee to hear from supporters and opponents of the recommendations and to understand what shaped their feelings about the proposals.

Presentations to the Wisconsin DOT District 3 Director and Division Managers

Planning commission staff presented STH 29 Corridor Study status reports to the Wisconsin DOT District 3 director and division managers on January 30 and April 5, 2002. These presentations were designed to inform the director and managers of the study's progress and recommendations.

Presentation to the Howard Comprehensive Plan's Citizens Advisory Committee

On February 28, 2002, planning commission staff presented the interim report recommendations for the STH 29 corridor to the Howard Comprehensive Plan's Citizens Advisory Committee. After asking questions and offering comments, the committee voted to endorse the interim report's recommendations for interchanges at CTH FF and CTH VV, an overpass at CTH U, and other concepts.

Telephone Interviews of Business Owners Near CTH U and Pulaski School District Representatives

In March of 2002, planning commission staff conducted telephone interviews of people who own businesses near the intersection of STH 29 and CTH U and representatives of the Pulaski School District to determine how they believe the study's recommendations will affect them.

CTH U Business Owner Interviews

Staff found during these interviews that some of the business owners in this area prefer a CTH U interchange to an interchange at CTH VV, but only one CTH U-area business owner (Arrow Concrete, Inc.) believes that he will experience a negative financial impact if the interchange is not placed at CTH U. This business owner's concern was similar to the concerns of business owners near the STH 29/CTH VV intersection who feel that an interchange near CTH VV is vital to the survival of their businesses. An analysis that was prepared to estimate the economic impact of a CTH VV interchange on Arrow Concrete is included in Appendix 3 of the report.

Pulaski School District Representative Interviews

The school district's superintendent and school board president indicated during the interviews and in letters to the planning commission that they prefer an interchange at CTH U. However, the superintendent indicated during a telephone interview that he can see merit in placing an interchange at either CTH U or CTH VV. The superintendent was also concerned about the businesses along or near CTH U.

In a separate interview, the district's transportation coordinator told staff that the buses that serve Lannoye Elementary School (at the CTH U/School Road intersection) do not currently use STH 29 to transport students to and from the school. She also mentioned that the CTH U overpass proposed in the study will serve the school's current needs well. However, the school board president later told staff that she believes the school district might use STH 29 to transport children to and from Lannoye Elementary School in the near future.

Presentation to the Brown County Planning Commission Board of Directors

On March 6, 2002, the corridor study's interim report was presented to the Brown County Planning Commission Board of Directors. This presentation was designed to inform the board of the study's progress and recommendations for the corridor. Following a discussion of the interim report, the board voted to endorse the construction of interchanges at CTH FF and CTH VV, the addition of an overpass at CTH U, and the other recommendations in the interim report.

Public Open House Meetings at the Hobart Village Hall

On April 15 and April 22, 2002, planning commission staff held open house meetings where the public was invited to review and comment on the interim report's recommendations. These meetings were attended by more than 100 people.

Presentation to the Highway 29 Safety Committee

On May 22, 2002, the corridor study's interim report was presented to the Highway 29 Safety Committee, which was formed in 2000 by citizens to address safety issues along the STH 29 corridor in Brown County. Following a discussion of the interim report, the committee members agreed that the recommendations for interchanges at CTH FF and CTH VV, an overpass at CTH U, and the other improvements to STH 29 were appropriate.

Summary of Recommendations

Physical Characteristics of the Corridor and Surrounding Area

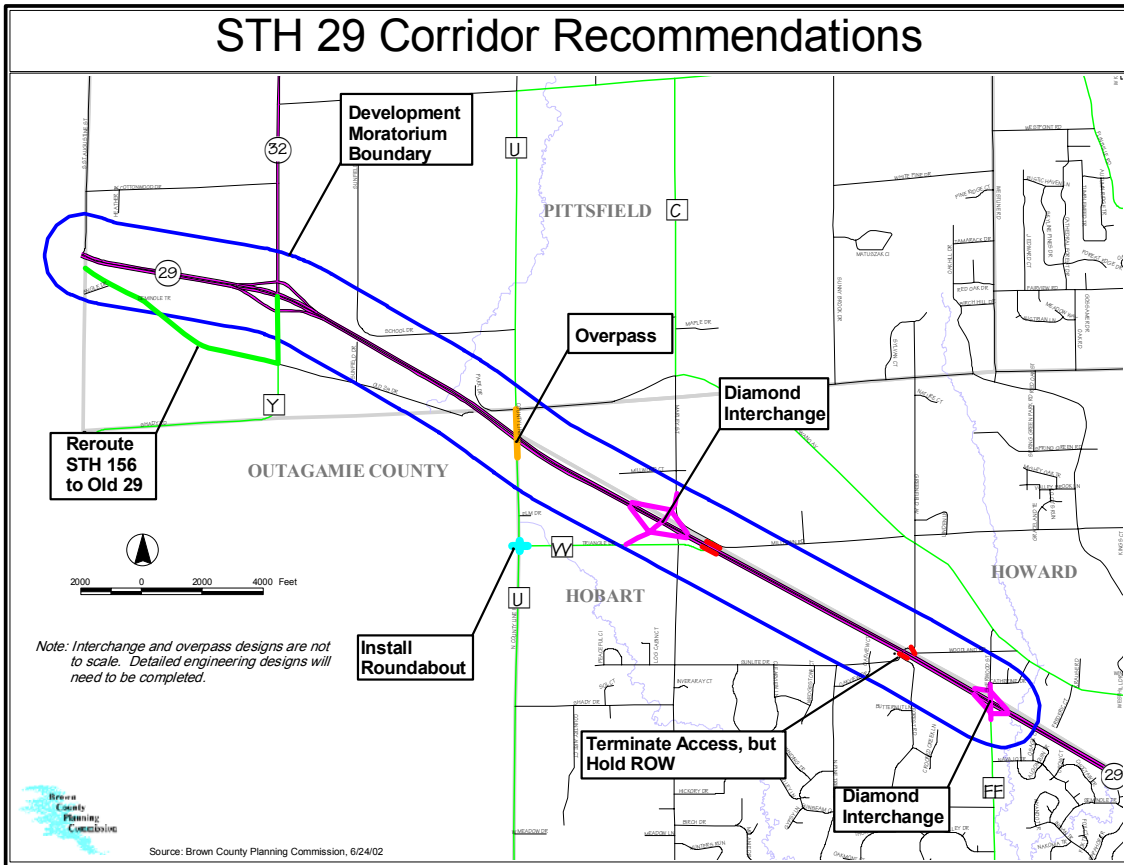
- A grade-separated interchange should be built slightly west of where CTH VV currently meets STH 29 to complement the interchange planned for CTH FF. This interchange should be located slightly west of the existing CTH VV/STH 29 intersection to make the spacing between CTH FF and STH 32 as even as possible and allow for an efficient connection to Marley Street in Howard.
- The Village of Howard should transfer Marley Street between the CTH VV interchange and CTH C to Brown County. Following this jurisdictional transfer, CTH VV will extend from CTH U in Hobart to CTH C in Pittsfield.
- A grade-separated overpass should be built at CTH U to provide a means for people to conveniently travel between the north and south sides of STH 29.
- Direct access to STH 29 from Sunlite Drive in Hobart and Woodland Road in Howard should be removed when the CTH FF interchange is built. However, direct access to STH 29 should be maintained at CTH VV and CTH U until the new CTH VV interchange and CTH U overpass are built.
- Hobart and Howard should retain control of their portions of the Sunlite Drive and Woodland Road rights-of-way after direct access to STH 29 is eliminated. This will provide a clear path for the construction of a pedestrian or full-service overpass if it is warranted in the future.
- A single-lane roundabout should be built at the intersection of CTH U and CTH VV to maximize traffic flow, safety, and multi-modal accessibility. Roundabouts and other traffic calming techniques should also be considered elsewhere near the interchange to minimize the impact of traffic on the surrounding areas.
- Direct access to STH 29 from South St. Augustine Drive and STH 156 in Pittsfield should be eliminated, and STH 156 should be continued along Old 29 Drive to the STH 32 interchange. These changes should occur as soon as possible to prevent additional crashes at the existing intersection.
- The streets that connect to the interchange in Howard and Hobart should be two-lane boulevards that include bicycle lanes, left-turn bays at minor intersections, and roundabouts at major intersections. These features will allow the streets to carry traffic to and from the interchange efficiently while maximizing bicycle and pedestrian accessibility. The relatively narrow streets and roundabouts will also minimize noise and other negative impacts that are typically associated with arterial streets. This concept is illustrated in Appendix 4 of the report.
- The Villages of Howard and Hobart and Town of Pittsfield should develop local street networks that maximize connectivity and offer several route options for motorists, bicyclists, and pedestrians.

Estimated Construction Schedule

- The CTH FF interchange should be built after 2015. As mentioned above, direct access to STH 29 from Sunlite Drive should be eliminated on the north and south sides of the highway when the CTH FF interchange project is finished. Hobart and Howard should, however, maintain control of the Sunlite Drive and Woodland Road rights-of-way adjacent to STH 29 in case an overpass is warranted in the future.
- The CTH VV interchange should be built after 2022. The STH 29/CTH U intersection should remain open until the CTH VV interchange project is finished.
- Once the CTH VV interchange is completed, the CTH U overpass project should begin.

The recommendations for the STH 29 corridor are shown in Figure 2 on the following page.

STH 29 Corridor Recommendations



Appendix 1: Resolution Placing a Moratorium on Development Along the STH 29 Corridor in _____ Between _____ and _____.

WHEREAS, State Trunk Highway (STH) 29 between County Trunk Highway (CTH) FF and Shawano County abuts the Village of Howard, Towns of Hobart and Pittsfield, and the Oneida Nation of Wisconsin reservation boundary in Brown County, and;

WHEREAS, the Brown County Planning Commission (BCPC) is working with the Wisconsin Department of Transportation (WisDOT), Brown County Highway Department, Howard, Hobart, Pittsfield, and the Oneida Nation to identify where and when grade-separated interchanges and overpasses will be built when STH 29 is converted to a freeway, and;

WHEREAS, the BCPC will consider safety, mobility, cost-effectiveness, multi-modal efficiency, aesthetics, and other factors as it works with the study participants to plan the number and location of interchanges and overpasses along STH 29 as well as the characteristics of the area surrounding the highway, and;

WHEREAS, the BCPC understands that the STH 29 Corridor Study should be completed in a timely manner because Howard, Hobart, Pittsfield, and the Oneida Nation are facing pressure to develop properties along STH 29, and;

WHEREAS, the STH 29 corridor currently contains very few properties that rely on direct access to STH 29, and minimizing additional development along the STH 29 corridor during the study will enable several interchange and overpass location options to be studied, and;

WHEREAS, it is important for the corridor study participants to agree upon how the STH 29 corridor will develop over the next several years before allowing additional development to occur, and;

WHEREAS, the approval of additional development along the STH 29 corridor before the study is completed could significantly increase the cost of implementing the study's recommendations, and;

WHEREAS, a brief moratorium on development within ¼ mile of STH 29 in Howard, Hobart, Pittsfield, and within the Oneida Nation boundary will allow the corridor study participants to study and select the most efficient, safe, and cost-effective corridor development options.

THEREFORE, BE IT RESOLVED, that the _____ of _____ agrees to place a moratorium on development within ¼ mile of STH 29 between _____ and _____ until the completion of the STH 29 Corridor Study or until May 1, 2002. This moratorium will prohibit the issuance of building permits, division of land, alteration of zoning, and any other changes to the character of the ¼ mile area shown on the attached map.

Appendix 2: Assessment of the Brown County Year 2020 Land Use and Transportation Plan's *STH 29 Access Control Interim Issue Paper*

Planning commission staff began its assessment of the 2020 plan's recommendation for a new STH 29 interchange by reviewing the 36 guidelines in the *STH 29 Access Control Interim Issue Paper* and determining how many of the guidelines are satisfied by an interchange at CTH VV. The text from the issue paper's guideline analysis section is shown below as unshaded text, and staff's analysis of each guideline is included as shaded text.

Evaluation

2020 plan text

Based on the alternatives described above, the location of four interchanges as identified in the Brown County 2010 transportation plan, relocation of the CTH "J" interchange to the vicinity of Packerland Drive, and location of a new interchange in the CTH "VV" (Milltown Road) area are evaluated and compared to the Brown County land use/transportation system guidelines to identify the best alternatives consistent with the 2020 county land use/transportation plan currently being prepared.

Transportation System Development Guidelines

A total of 31 transportation system guidelines were considered applicable for consideration of interim transportation issues.

- A-1: Average Travel Time

According to this guideline, "the transportation system should reduce overall travel time to destinations within the county."

2020 plan assessment:

This guideline is best met with Interchange Options 2 and 3, which provide free flow traffic movements for all ramp movements at USH 41 and route continuity for Packerland Drive and the Cardinal Lane extension. This guideline is also met with an additional interchange at CTH "VV"/Milltown Road.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- A-3: Vehicle Miles of Travel

According to this guideline, "the vehicle miles of travel within the county per 1,000 residents in the year 2020 should not exceed 1993 levels."

2020 plan assessment:

This guideline, as with guideline A-1, is indirectly best met with Interchange Options 2 and 3, which provide route continuity for Packerland Drive and the Cardinal Lane

extension, and accommodate all traffic movements to/from the STH 29 interchange with Packerland Drive. It also provides route continuity between Memorial Drive and Dousman Street. This guideline is also indirectly met with an additional interchange at CTH “VV”/Milltown Road.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- **B-1: Arterial Spacing**

According to this guideline, the recommended spacing for the arterial street system is no more than one and one-half miles in medium and low-density areas.

2020 plan assessment:

Compliance with this guideline would indicate that STH 29 interchange spacing would be served with an interchange at CTH “J” and CTH “U” locations. An interchange at Milltown Road would require upgrading CTH “VV” and Milltown Road to arterial status.

BCPC staff assessment:

CTH VV and CTH U are both two-lane county highways that are functionally classified as major collectors, so each highway would have to be upgraded to connect to an interchange. The analysis also neglects to mention that the spacing between CTH U and STH 32 is not desirable. Therefore, CTH VV appears to satisfy this guideline as well or better than CTH U.

- **B-6: Level of Service**

According to this guideline, “freeways and/or arterial streets in urban or urbanizing areas should provide Level of Service ‘D’ or better peak hour operation on all general purpose lanes...”

2020 plan assessment:

Compliance with this guideline can be met with all interchange combinations described in this issue paper. However, interchange combination Options 1, 2, and 3 best satisfy this guideline with free flow interchange movements at USH 41.

BCPC staff assessment:

The analysis for this guideline does not address an interchange in the vicinity of CTH VV/CTH U. However, an interchange at CTH VV and the streets that connect to the interchange can certainly be designed to attain this level of service.

- **B-9: Access Control Near Freeway Interchanges**

According to this guideline, “land access to the connecting arterial system should be prohibited within one-quarter mile of a freeway system interchange.”

2020 plan assessment:

Compliance with this guideline requires that an interchange in the CTH “J” or Packerland Drive area would limit access on the CTH “J” and Packerland Drive approaches within about 1,300 feet of the approaches to the interchange. An interchange at CTH “VV” could affect Maplewood Packing access. This guideline cannot be met with existing development patterns at Packerland Drive.

BCPC staff assessment:

The local street system in Howard and Hobart can be designed over the next several years to prohibit direct access within one-quarter mile of a CTH VV interchange. Also, an interchange at CTH VV will actually help the businesses at the STH 29/CTH VV intersection by retaining reasonably convenient highway access to the businesses.

- B-10: Intercommunity Transportation Service

According to this guideline, “freeways or expressways should be considered only for those corridors within the county meeting all of the following criteria: provides intercommunity service; traffic volumes exceed LOS ‘D’; and the corridor has significant high-speed inter-county trips that require control of access and a minimum number of traffic signals.”

2020 plan assessment:

This guideline does not apply to this issue, except that STH 29 should be upgraded to a four-lane freeway.

BCPC staff assessment:

This guideline probably doesn’t apply to this issue, but an interchange at CTH VV will provide better intercommunity service than a CTH U interchange because the CTH VV facility will penetrate the developed or soon to be developed areas of Howard and Hobart.

- C-1: Transit Service Should Connect Land Use Areas

According to this guideline, “fixed route transit service should connect and serve major retail/service centers; major industrial centers; major medical centers; major park and outdoor recreational areas; middle and high schools; colleges and universities; airport, transit, and rail stations; medium- and high-density residential areas; and community activity centers...”

2020 plan assessment:

This guideline does not apply to this issue.

BCPC staff assessment:

The guideline might not directly apply to this issue, but a CTH VV interchange location within the metropolitan area communities of Howard and Hobart will make it easier for buses to serve these populations if transit is extended to the area in the future.

- D: Access Management

According to this guideline, "Transportation Demand Management should be undertaken to ensure the efficient use of existing and future transportation systems, including application of access and management techniques."

2020 plan assessment:

This guideline does not directly apply to this issue. Access management is addressed under guideline B-9.

BCPC staff assessment:

This guideline does not apply.

- F-1: Arterial Bicycle Routes

According to this guideline, "all corridors should be served by a suitable bicycle route."

2020 plan assessment:

This guideline is best served by Interchange Options 1 through 3, which can provide a bicycle route connection on Dousman Street between Taylor Street and Memorial Drive.

BCPC staff assessment:

The CTH VV/CTH U area is not addressed here, but the CTH VV interchange overpass can (and will likely) be designed to accommodate bicycles.

- F-2: Bicycle Route Access

According to this guideline, "all residents within the county should be within one mile of a suitable bicycle route."

2020 plan assessment:

All alternatives can provide a bicycle route along Packerland Drive and the Cardinal Lane extension.

BCPC staff assessment:

The CTH VV/CTH U area is not addressed here, but the CTH VV interchange overpass will likely be designed to accommodate bicycles.

- F-3: Bridges Accommodate Bicycles

According to this guideline, “all bridges should accommodate bicycles.”

2020 plan assessment:

This guideline can be met with all interchange options. Any new interchange bridges can be designed to accommodate bicycles crossing STH 29.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- G-5: Arterial Sidewalks

According to this guideline, “urban and suburban arterials should have sidewalks on both sides.”

2020 plan assessment:

This guideline can be met with all interchange options. Sidewalks can be provided on Packerland Drive, the Cardinal Lane extension, and any bridges over STH 29.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- H-1: Travel Safety

According to this guideline, “travel on transit or highway facilities which exhibit the lowest accident exposure should be maximized.”

2020 plan assessment:

Compliance with the AASHTO interchange spacing criteria outlined in the alternative section of this paper will serve to minimize accident potential on the interchange alternatives discussed herein. Strict compliance with this guideline will not permit construction of the four interchanges identified in the county functional highway system plus an extra interchange between CTH “J” and USH 41, as well as between CTH “FF” and CTH “U.” Compliance with this guideline is best met with the county’s 2010 functional highway system interchange location plan.

BCPC staff assessment:

The 2010 plan to construct an interchange at CTH U does not comply with this guideline because the U interchange will be relatively close to the existing STH 32 interchange. However, an interchange at CTH VV will provide virtually even spacing between the planned CTH FF interchange and the STH 32 interchange. This will maximize safety by minimizing conflicts associated with weaving, acceleration, and deceleration.

- H-3: Pedestrian and Bicycle Safety

According to this guideline, “bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways.”

2020 plan assessment:

This guideline can best be served with bike lanes and sidewalks on arterial streets with a routing that does not significantly compromise directness. This guideline is best met with Interchange Options 2 and 3, which provide the greatest level of route continuity between Packerland Drive and the Cardinal Lane extension and between Dousman Street and Memorial Drive.

BCPC staff assessment:

The issue paper doesn’t address the CTH VV/CTH U area. This guideline can be met by a properly designed interchange and connecting street system at CTH VV.

- I-1: Corridor Preservation

According to this guideline, “the disruption of future development should be minimized by utilizing corridor-preservation techniques.”

2020 plan assessment:

This guideline does not directly apply to this issue. The existing year 2010 county transportation plan prepared in 1987 has attempted to accomplish the intent of the guideline.

BCPC staff assessment:

This guideline doesn’t apply to this issue.

- I-2: Minimize Land Used for Transportation Facilities

According to this guideline, “the total amount of land used for transportation facilities should be minimized.”

2020 plan assessment:

Compliance with this guideline can best be met with an interchange at CTH “J” or Packerland Drive and the other three interchanges at CTH “FF,” CTH “U,” and STH 32 with direct connections to the arterial street system. Each of the eight interchange combinations designed for the USH 41 and CTH “J”/Packerland Drive location requires additional developed land impacts. A detailed preliminary engineering design would need to be prepared for each option to identify specific land development impact variations between each option.

BCPC staff assessment:

This guideline can also be satisfied by a CTH VV interchange because the land around this area is virtually undeveloped.

- I-3: Enhanced Multi-Modal Connectivity

According to this guideline, “transportation improvements should be designed to enhance multi-modal connections and serve future needs at port, airport, rail, and bus terminal facilities.”

2020 plan assessment:

This guideline does not directly apply to this issue.

BCPC staff assessment:

The guideline doesn’t apply to this issue.

- I-4: Minimize Removal of Property from Tax Roles

According to this guideline, “the removal of property or property values from the tax roles caused by reconstruction of existing or new transportation facilities should be minimized.”

2020 plan assessment:

As with Guideline I-2, each of the eight interchange combinations designed for the USH 41 and CTH “J”/Packerland Drive relocation requires additional land. A detailed preliminary engineering design would need to be prepared for each option to identify specific land development impact variations.

BCPC staff assessment:

A CTH VV interchange will continue to provide reasonably convenient access to Maplewood Meats, Maplewood Shell, and other highway-oriented businesses, which will allow them to stay in business. However, a CTH U interchange could harm these businesses and would likely require the removal of a convenience store at the CTH U/STH 29 intersection.

- I-5: Minimize Neighborhood Penetration by Arterials

According to this guideline, “the penetration of neighborhood units and of neighborhood facility service areas by arterial streets and highways should be minimized.”

2020 plan assessment:

Compliance with this guideline is best served with Interchange Options 1, 3, 5, 6, 7, and 8. Compliance with this guideline is also met to some degree with an

interchange at CTH “FF” and CTH “U” without requiring upgrading of CTH “VV”/Milltown Road to arterial status for area-wide land accessibility.

BCPC staff assessment:

The development around CTH VV in Howard and Hobart can be designed over the next several years to minimize negative impacts on the surrounding areas. The connecting streets can also be designed to serve the interchange and to be compatible with development in the area.

- **I-6: Minimize Dislocation from Transportation Improvements**

According to this guideline, “the dislocation of households, businesses, industrial, and public and institutional buildings caused by the reconstruction of existing or construction of new transportation facilities and terminals should be minimized.”

2020 plan assessment:

As with Guideline I-5, this guideline is best served with Interchange Options 1, 3, 5, 6, 7, and 8. Construction of an interchange at CTH “VV”/Milltown Road is not in conflict with this guideline.

BCPC staff assessment:

The paper states that CTH VV meets this guideline, but Table 4 doesn’t acknowledge this.

- **I-7: Minimize Historic, Scenic, Scientific, Archaeological, and Cultural Impacts from Transportation Improvements**

According to this guideline, “dislocation of and/or impacts to historic buildings and historic, scenic, scientific, archaeological, and cultural sites caused by the reconstruction of existing or the construction of planned transportation facilities should be minimized.”

2020 plan assessment:

Construction of an interchange in the Duck Creek area as described in Interchange Options 1, 2, 4, 6, and 7 would not be in compliance with this guideline. This guideline does not directly apply to the CTH “VV”/Milltown Road interchange issue.

BCPC staff assessment:

This guideline *does* apply to the CTH VV interchange because an interchange at this location will avoid dislocating or negatively impacting historic buildings and historic, scenic, scientific, archaeological, and cultural sites.

- **I-8: Minimize Noise Impacts**

According to this guideline, “new and expanded transportation facilities should be located and designed and mitigation measures applied to existing facilities so as to

minimize the exposure of the resident population of the county to harmful, as well as annoying, noise levels.”

2020 plan assessment:

Compliance with this guideline would be considered with all alternatives under evaluation. However, interchange design typically cannot eliminate noise impacts due to their complexity and intersection with arterial streets. This guideline, therefore, does not directly apply to this issue where residential and commercial development is in close proximity to STH 29 east of CTH “J.”

BCPC staff assessment:

This guideline doesn't apply to CTH VV.

- I-9: Transportation Improvements Should Consider Aesthetic Quality

According to this guideline, “transportation facility construction plans should be developed using sound geometric, structural, erosion control, and landscape design standards, which consider the aesthetic quality of the transportation facilities and the areas through which they pass.”

2020 plan assessment:

Since all alternatives will be designed with these aesthetic qualities, this guideline will be satisfied by all alternatives under consideration. Interchange Options 1 through 4 with a two-level cloverleaf interchange best satisfy this guideline with the three- and four-level interchange options providing less comparatively visually aesthetic qualities.

BCPC staff assessment:

The CTH VV interchange alternative is not considered here, but a CTH VV interchange and the connecting streets could (and should) be designed to be aesthetically pleasing.

- I-12: Avoid Environmentally Sensitive Areas

According to this guideline, “the location of transportation facilities through primary environmental corridors should be avoided.”

2020 plan assessment:

Compliance with this guideline is best met with Interchange Options 3, 5, and 8, which avoid intrusion into the Duck Creek environmental area.

BCPC staff assessment:

An interchange at CTH VV will satisfy this guideline because the facility will not penetrate any ESAs.

- I-13: Minimize Loss of Prime Farmland

According to this guideline, “the loss of prime agricultural farmland to transportation facility construction should be minimized.”

2020 plan assessment:

This guideline is not considered directly applicable to the Packerland Drive interchanges. However, an interchange at Milltown Road would be in conflict with this guideline.

BCPC staff assessment:

The CTH VV interchange alternative would conflict with this guideline if the interchange is built in the near future. However, the interchange will likely not affect farmland if WisDOT adheres to the corridor study’s construction schedule recommendations because the area will be developing before the interchange is built.

- I-14: Avoid Wetlands and Environmentally Sensitive Corridors

According to this guideline, “the loss of wetlands and environmental corridor land to transportation facility construction should be avoided.”

2020 plan assessment:

As with Guideline I-12, this guideline is best met with Interchange Options 3, 5, and 8, which avoid intrusion into the Duck Creek environmental area.

BCPC staff assessment:

As with Guideline I-12, an interchange at CTH VV will satisfy this guideline because the facility will not penetrate any wetlands or environmental corridors.

- I-15: Avoid Natural Habitats

According to this guideline, “adverse impacts on significant natural habitat, with special attention to endangered species, should be avoided.”

2020 plan assessment:

As with Guideline I-12, this guideline is best met with Interchange Options 3, 5, and 8, which avoid intrusion into the Duck Creek environmental area.

BCPC staff assessment:

An interchange at CTH VV also satisfies this guideline.

- I-16: Minimize Use of Natural Resources

According to this guideline, “use of the natural resource base in the development of transportation facilities should be minimized.”

2020 plan assessment:

This guideline is not considered applicable to the issue except to note that construction of the simplest interchange design and roadway connections will comply with the intent of the guideline. The year 2010 county transportation interchange plan best serves this guideline.

BCPC staff assessment:

It's not clear why the 2010 county transportation interchange plan best serves this guideline, but a simple CTH VV interchange would seem to satisfy the guideline as well.

- I-17: Minimize Air Pollution

According to this guideline, “the transportation system should be located, designed, and operated so as to minimize the amount of air pollutants generated by the entire transportation system.”

2020 plan assessment:

This guideline can best be served by those alternatives that best eliminate travel indirectness and reduce stop-and-go traffic operation. This guideline is best met with Interchange Options 1 through 4, which provide free flow movement for all traffic movements at USH 41.

BCPC staff assessment:

A CTH VV interchange and the connecting streets can certainly be designed to satisfy this guideline.

- K-1: Full Use of Existing Facilities

According to this guideline, “full use of all existing transportation systems should be encouraged through low- and non-capital-intensive techniques cooperatively fostered by government, business, and industry prior to any capital-intensive or descriptive construction of new facilities.”

2020 plan assessment:

Compliance with this guideline is best served by the 2010 county transportation interchange plan. Indirectly, Interchange Options 3, 5, and 8 best meet the intent of this guideline by not requiring relocation of Packerland Drive.

BCPC staff assessment:

This guideline is difficult to interpret, and it is not clear why the guideline is best served by the 2010 interchange plan. However, the CTH VV interchange option will efficiently use the transportation facilities that exist when it is time to build the interchange (especially since the CTH VV option will avoid the construction of frontage roads).

K-2: Minimize Capital Costs

According to this guideline, “the amount of transportation system operating and capital investment costs should be minimized.”

2020 plan assessment:

Compliance with this guideline is best served by Interchange Option 4. Upgrading of CTH “VV”/Milltown Road to arterial status does not comply with this guideline.

BCPC staff assessment:

The CTH VV interchange option complies with this guideline as well as (or better than) the other interchange options because all of the connecting streets will have to be redone to serve the interchanges.

Land Use Development Guidelines

A total of five land use guidelines were considered to be applicable for consideration of interim transportation issues.

- **C-1: Easy Multi-Modal, Neighborhood, or Development Accessibility**

According to this guideline, “urban development should have easy access to a multi-modal transportation system that serves employment, commercial, cultural, education, and government centers. The transportation system should be located to provide access to all land presently devoted to urban development and all land proposed for such development under the recommendations of the adopted land use and transportation plan.”

2020 plan assessment:

This guideline indicates a need for a local street system to meet existing and future land development patterns by providing easy accessibility to employment, commercial, cultural, educational, and government centers. This guideline is best met with Interchange Options 2, 3, 5, and 8, which provide route continuity between existing Packerland Drive and the programmed extension of Cardinal Lane. An additional interchange at CTH “VV”/Milltown Road area is in compliance with this guideline.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- C-2: Multi-Modal, Neighborhood, or Development Accessibility

According to this guideline, “suburban residential developments should be designed with clearly defined boundaries large enough to provide access to a good arterial street network on the edges of the neighborhood which provides good access to other parts of the community and good access to key employment, commercial, cultural, educational, and government centers.”

2020 plan assessment:

The effect is similar to that previously discussed in Guideline C-1.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- D-2: Properly Located Development Access Points to Prevent Congestion

According to this guideline, “all major office, commercial, and industrial land uses, unless specifically noted otherwise, should have reasonable access to the arterial street and highway system; direct access to transit service; and properly located points of ingress and egress, which are designed to prevent traffic congestion on adjacent arterial streets.”

2020 plan assessment:

This guideline indirectly addresses transportation system design by locating land use for office, commercial, and industry to provide reasonable access to the arterial street and highway system, and to provide transit service and access designed to prevent traffic congestion. This guideline can best be met with an interchange at CTH “J” to directly serve the AMS development, as in Options 1, 4, and 6. An interchange at the CTH “VV”/Milltown Road area also serves to meet the intent of this guideline as do the other interchanges at CTH “FF,” CTH “U,” and STH 32.

BCPC staff assessment:

The issue paper acknowledges that a CTH VV interchange meets this guideline.

- H: Discourage Use of Prime Agricultural Lands

According to this guideline, “prime agricultural lands, whenever possible, should be preserved for agricultural use or kept in open space with local governments discouraging, whenever possible, the conversion of good farmland for urban development.”

2020 plan assessment:

This guideline is similar in intent to Transportation System Guideline I-13. This guideline, as previously concluded, is not considered directly applicable to the Packerland Drive interchange; however, an interchange at Milltown Road would conflict with this guideline.

BCPC staff assessment:

As with guideline I-13, the CTH VV interchange alternative would conflict with this guideline if the interchange is built in the near future. However, the interchange will likely not affect farmland if WisDOT adheres to the corridor study's construction schedule recommendations because the area will be developing before the interchange is built.

- I: Development Should Not Occur in Primary Environmental Corridors or Other Unsuitable Soils, Wetlands, Woodlands, and Along Lakes and Streams

According to this guideline, "development should not take place in the above-designated areas."

2020 plan assessment:

This guideline is similar in intent to Transportation System Guidelines I-12, I-14, and I-15.

Compliance with this guideline is best served with Interchange Options 3, 5, and 8, which avoid intrusion into the Duck Creek environmental area.

BCPC staff assessment:

The CTH VV interchange will satisfy this guideline because the facility will not penetrate any ESAs.

Conclusions / Recommendations

2020 plan conclusions:

The conclusions reached in this interim issue paper are based on the comparative analysis of qualitative information, AASHTO interchange spacing guidelines, and the adopted objectives and guidelines of the 2020 Brown County Land Use/Transportation Plan as shown on Table 4 (on the following page).

Table 4

Guideline Comparison of STH 29 Alternative Interchange Locations

Guideline	CTH "J"/Packerland Drive Options								CTH "VV"/Milltown Road Interchange
	1	2	3	4	5	6	7	8	
Transportation									
A-1		X	X						X #
A-2		X	X						X #
B-1	X			X				X	#
B-6	X	X	X						NA or #
B-9									#
B-10									NA or #
C-1									NA or #
D									NA
F-1	X	X	X						#
F-2	X	X	X	X	X	X	X	X	#
F-3	X	X	X	X	X	X	X	X	X #
G-5	X	X	X	X	X	X	X	X	X #
H-1									#
H-3		X	X						#
I-1									NA
I-2									#
I-3									NA
I-4									#
I-5	X		X		X	X	X	X	#
I-6	X		X		X	X	X	X	#
I-7									#
I-8									NA
I-9	X	X	X	X					#
I-12			X		X		X		#
I-13									#
I-14			X		X		X		#
I-15			X		X			X	#
I-16									#
I-17	X	X	X	X					#
K-1			X		X			X	#
K-2				X					#
Land use									
C-1		X	X		X			X	X #
C-2		X	X		X	X			X #
D-2	X			X		X			X #
H									#
I			X		X			X	#
Total	11	12	19	8	12	7	7	10	29 of 29 guidelines

X = Guidelines satisfied by a CTH VV interchange in the 2020 plan.

= Guidelines satisfied by a CTH VV interchange in staff's assessment.

2020 plan conclusions (continued):

As shown on Table 4, with all guidelines considered of equal importance, Interchange Option 3 with a STH 29 cloverleaf interchange at USH 41 and a partial cloverleaf interchange at Packerland Drive satisfies 19 of 36 adopted planning guidelines. Since the cloverleaf ramp volumes may approach 1,300 vph, which could cause operational weaving problems, it is recommended that a detailed engineering design be prepared for Interchange Options 1, 2, 3, 5, and 8 to identify right-of-way impacts, ramp capacity merge/diverge, and weaving operation and costs.

It is also recommended that constructing an additional interchange at CTH "VV"/Milltown Road is not warranted. This proposed interchange only satisfies six of the adopted plan guidelines. Construction of an interchange at CTH "VV"/Milltown Road presents some rural interchange spacing problems because of its close proximity, about 1.3 miles, to the planned CTH "U" interchange. An interchange at this location would require upgrading CTH "VV" and Milltown Road to arterial status to provide area-wide land access that is associated with expressway interchange connectivity.

BCPC staff conclusions:

The issue paper's contention that a CTH VV interchange satisfies only seven of the adopted plan guidelines is not correct. An interchange at CTH VV would satisfy all 29 applicable guidelines from the 2020 land use and transportation plan if it is designed well and is not built until it is necessary. This assessment clearly shows that an interchange at CTH VV is preferable based on the guidelines in the 2020 plan.

Appendix 3: Economic Impact Analysis for Arrow Concrete, Inc.

According to the president of Arrow Concrete, Inc., in his March 11, 2002, letter to Brown County Planning Commission staff:

- *200 Arrow Concrete truck trips are currently made through the STH 29/CTH U intersection each day. BCPC staff assumes this means that a total of 400 one-way trips are made to and from the facility each day through the STH 29/CTH U intersection.*
- *Each trip will be extended by 2 miles if access to STH 29 from CTH U is removed, which will add 800 miles to the total distance the fleet travels each day (presumably 400 trips x 2 miles per trip).*
- *The additional 800 miles per day will increase Arrow's current fuel and time costs by \$800 - \$900 per day.*

To determine if Arrow Concrete's figures are accurate, planning commission staff completed the following impact analysis:

Fuel and Time Assumptions

- The president of Arrow Concrete stated at the March 22, 2002, STH 29 Corridor Study Advisory Committee meeting that 60 percent of Arrow's vehicle trips travel to and from the east. The remaining trips are split between the north and west. Therefore, this analysis splits the trips in the following manner:

Trips to and from the east: 60%
Trips to and from the north: 20%
Trips to and from the west: 20%

- A concrete truck's fuel efficiency is approximately 4 miles per gallon. This figure is based on the results of telephone interviews with four concrete firms in the Green Bay and Appleton areas.
- Fuel for a concrete truck costs approximately \$1.50 per gallon. This is slightly higher than the per-gallon rate that the four surveyed Green Bay/Appleton firms are currently paying.
- 30 percent (half of the trips to/from the east) of the daily trips are forced to make left turns onto STH 29 from CTH U, and it is assumed that it often takes several minutes for the large trucks to enter the highway because of the highway's heavy vehicle volumes and high vehicle speeds. These delays (and the delays also associated with right turns) led staff to assume that each of the company's 160 daily eastbound and westbound vehicle trips experiences an average of 2 minutes of delay per trip.

Fuel Analysis

Scenario 1: Trucks travel on Glendale Avenue and Marley Street (the recommended CTH VV extension) to reach STH 29 at a CTH VV interchange.

Trips to and from the east

- Distance to the recommended STH 29/CTH VV interchange connection point if CTH U is used to reach STH 29 = 1.5 miles
- Distance to the recommended STH 29/CTH VV interchange connection point if Glendale Avenue and Marley Street are used to reach STH 29 = 1.7 miles
- Additional distance with the Glendale/Marley route = .2 miles per trip

Number of east trips each day: 400 total trips x 60 percent = 240 trips to/from east

240 trips per day x .2 additional miles per trip = 48 additional miles per day

48 additional miles per day / 4 miles per gallon = 12 additional gallons of fuel per day

12 gallons per day x \$1.50 per gallon = an additional \$18.00 per day for fuel

Trips to and from the north

It is assumed that the trips to and from the north will not be affected by an interchange at CTH U or CTH VV.

Trips to and from the west

- Distance to STH 29 if CTH U is used to reach STH 29 = .4 miles
- Distance to STH 29/CTH U if Glendale Avenue and Marley Street are used to reach STH 29 = 2.8 miles
- Additional distance with the Glendale/Marley route = 2.4 miles per trip

Number of trips to the west each day: 400 total trips x 20 percent = 80 trips to/from west

80 trips per day x 2.4 additional miles per trip = 192 additional miles per day

192 additional miles per day / 4 miles per gallon = 48 additional gallons of fuel per day

48 gallons per day x \$1.50 per gallon = an additional \$72.00 per day for fuel

Total estimated additional fuel cost with a CTH VV interchange = **\$90.00 per day**

Additional cost per truck trip = **\$0.22**

Scenario 2 (Worst Case): Trucks travel on CTH U and CTH VV to reach STH 29 at a CTH VV interchange.

Trips to and from the east

- Distance to the recommended STH 29/CTH VV interchange connection point if CTH U is used to reach STH 29 = 1.5 miles
- Distance to the recommended STH 29/CTH VV interchange connection point if Glendale Avenue and Marley Street are used to reach STH 29 = 2.0 miles
- Additional distance with the Glendale/Marley route = .5 miles per trip

Number of trips to the east each day: 400 total trips x 60 percent = 240 trips to/from east

240 trips per day x .5 additional miles per trip = 120 additional miles per day

120 additional miles per day / 4 miles per gallon = 30 additional gallons of fuel per day

30 gallons per day x \$1.50 per gallon = an additional \$45.00 per day for fuel

Trips to and from the north

It is assumed that the trips to and from the north will not be affected by an interchange at CTH U or CTH VV.

Trips to and from the west

- Distance to STH 29 if CTH U is used to reach STH 29 = .4 miles
- Distance to STH 29/CTH U if Glendale Avenue and Marley Street are used to reach STH 29 = 3.1 miles
- Additional distance with the Glendale/Marley route = 2.7 miles per trip

Number of trips to the west each day: 400 total trips x 20 percent = 80 trips to/from west

80 trips per day x 2.7 additional miles per trip = 216 additional miles per day

216 additional miles per day / 4 miles per gallon = 54 additional gallons of fuel per day

54 gallons per day x \$1.50 per gallon = an additional \$81.00 per day for fuel

Total estimated additional fuel cost with a CTH VV interchange (under worst case scenario) = **\$126.00 per day**

Additional cost per truck trip = **\$0.31**

Estimated Fuel Cost Impact Under Both Scenarios

This analysis found that the estimated fuel cost increase is \$0.22 per vehicle trip under Scenario 1 and \$0.31 per trip under Scenario 2. These per-trip fuel cost increases are small enough to be incorporated into the overall cost of the product without harming Arrow Concrete's competitiveness within the market. Staff was also told by the Green Bay and Appleton concrete companies that slight increases in shipping distances are not factored into their contracts because it is not worth the time it takes to adjust the accounts.

Time Analysis

As mentioned in the Fuel and Time Assumptions section of this analysis, 30 percent of the company's 400 daily truck trips are forced to make left turns onto STH 29 from CTH U, and it is assumed that it often takes several minutes for the large trucks to enter the highway because of the highway's heavy vehicle volumes and high vehicle speeds. These delays (and the delays also associated with right turns) led staff to assume that each eastbound and westbound vehicle experiences an average of 2 minutes of delay per trip.

Analysis

- 240 outbound and inbound trips to and from the east / 2 = 120 outbound trips per day
- 80 outbound and inbound trips to and from the west / 2 = 40 outbound trips per day
- Total outbound trips to the east and west per day = 160 trips

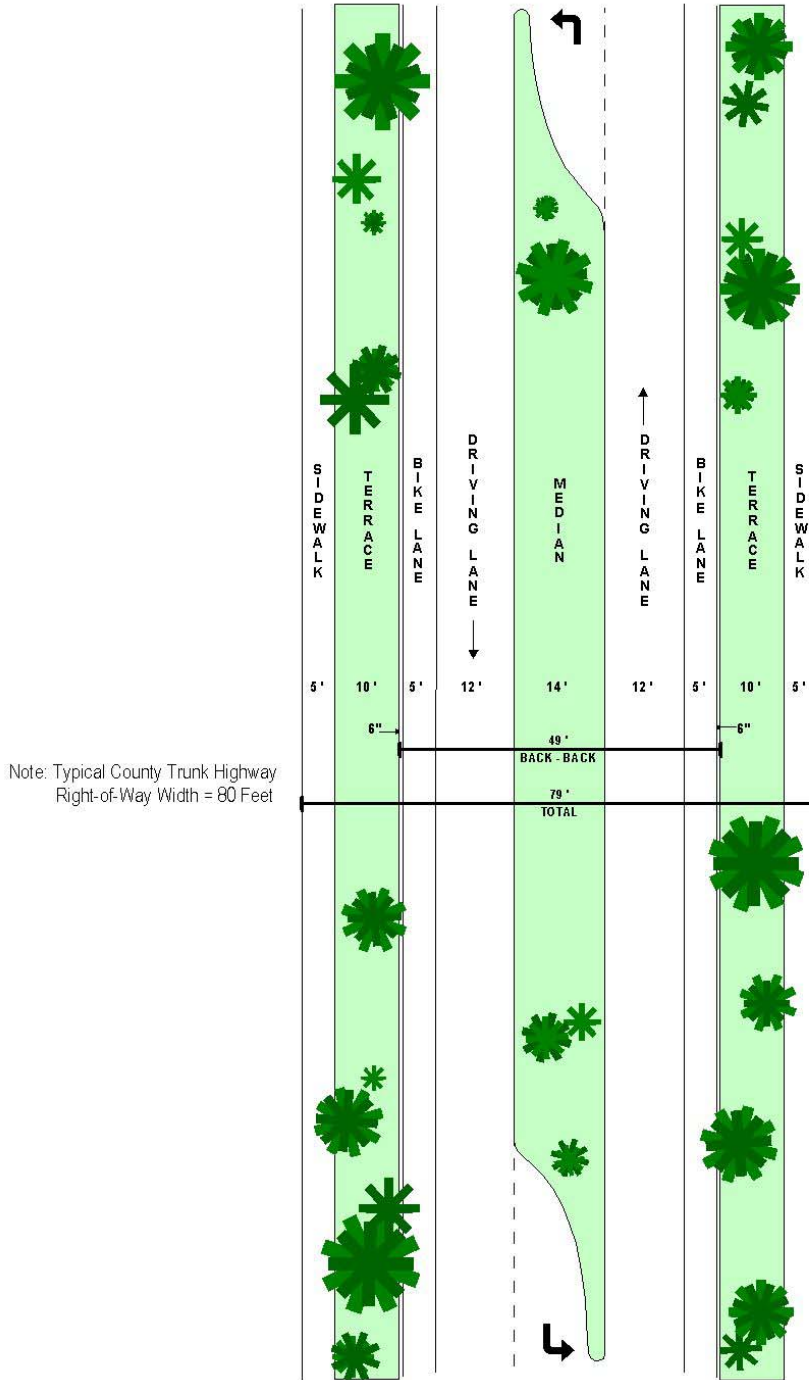
160 eastbound and westbound trips per day x 2 minutes = 320 minutes of delay per day

Total estimated hours of fleet delay = **5.3 hours per day**

Time Analysis Conclusion

Even though an interchange at CTH VV will be farther from Arrow Concrete than the existing CTH U intersection, the amount of time spent waiting to enter the highway will dramatically decrease when the interchange is built. This significant time savings will certainly save the company money and could completely offset the slight fuel cost increase identified in this analysis.

Recommended Two-Lane Boulevard Concept



Note: Typical County Trunk Highway Right-of-Way Width = 80 Feet

**Appendix 5: Letters and Resolutions from
Corridor Study Advisory Committee Members**

HIGHWAY DEPARTMENT

Brown County

2198 GLENDALE AVENUE
GREEN BAY, WISCONSIN 54303

ROGER L. KOLB

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HIGHWAY COMMISSIONER

August 7, 2002

Members of the Brown County Planning
Commission Board of Directors

RE: Public Hearing Testimony
STH 29 Corridor Study
Interchange Locations

Ladies and Gentlemen:

As Brown County Highway Commissioner, I served on the STH 29 Corridor Study Advisory Committee, and would like to provide the Commission with my recommendations as to the best location for a future freeway interchange on STH 29, between CTH FF/Hillcrest Drive and STH 32.

In consideration of the interchange spacing and traffic safety, optimum service and proximity to future residential and business growth areas in Howard and Hobart, economic impact on existing highway business (i.e. Maplewood Meats & Citgo/Arby's), traffic impact on Lannoye Elementary School, the Brown County Highway Department fully supports the location of a future STH 29 highway interchange at CTH "VV".

In terms of economic impact on the existing STH 29 business places, construction of an interchange at CTH "U" will require the State to purchase and remove the Oneida One-Stop, and leave Maplewood Meats and the Citgo/Arby's without direct access to STH 29. The additional travel distance to access STH 29 via CTH "VV" vs. CTH "U" for Arrow Concrete, JW Industries, Twin Lakes Machine & Tool, and Industrial Engraving and Manufacturing Corp, is relatively minor. Increased highway safety associated with a STH 29 upgrade to a freeway, with convenient interchange access at CTH "VV", out weighs any additional travel distance to the interchange.

Sincerely,



Roger Kolb
Highway Commissioner

RLK/baj

HIGHWAY DEPARTMENT
Brown County

2198 GLENDALE AVENUE
GREEN BAY, WISCONSIN 54303

ROGER L. KOLB

PHONE (920) 492-4925 FAX (920) 434-4576
EMAIL: kolb_rl@co.brown.wi.us

HIGHWAY COMMISSIONER

February 25, 2002

Mr. Cole Runge
Principal Transportation Planner
Brown County Planning Commission
Room 608, City Hall
100 North Jefferson Street
Green Bay, WI 54301-5026

RE: STH 29 Corridor Study
Proposed CTH "VV"/STH 29 Interchange Location

Dear Cole:

As a member of the STH 29 Corridor Study Advisory Committee, and in reviewing your STH 29 Corridor Study Interim Report of January 30, 2000, please find the following recommendation of the Brown County Highway Department in terms of the location of a new STH 29 interchange between CTH "FF" and STH 32:

In reviewing the pros and cons of interchange locations at either CTH "VV" or CTH "U", the CTH "VV" location is clearly the best alternative.

In consideration of the interchange spacing between CTH "FF" and STH 32, service and local access to residential and business growth areas in Howard and Hobart, economic impact on STH 29 access closure for existing highway business (i.e. Maplewood Meats & Citgo/Arby's), and the County Highway connection to CTH "C" via Marley Road, the Brown County Highway Department fully supports the location of a new STH 29 freeway interchange at CTH "VV".

If you have any questions regarding this matter, please give me a call at 492-4925.

Sincerely,

BROWN COUNTY HIGHWAY DEPARTMENT



Roger Kolb
Highway Commissioner

RLK/lfh

cc: Joe Helfenberger, Hobart Town Administrator
Joe Hollister, WisDOT District #3
Hugh Thomas, Howard Village Administrator
Nancy Nusbaum, Brown County Executive
Ray Smith, Brown County Highway Engineer



August 6, 2002

Mr. Chuck Lamine
Director
BROWN COUNTY PLANNING COMMISSION
100 North Jefferson Street, Room 604
Green Bay, WI 54301

Re: STH 29 Corridor Study

Dear Mr. Lamine:


The Village of Hobart strongly endorses the STH 29 Corridor Study prepared as a final draft by the Brown County Planning Commission staff dated July 10, 2002. This plan was thoroughly studied, and is the best long-term plan for the STH 29 Corridor.

The study is good land use planning. The VV/STH 29 interchange is the preferred location for an interchange for the following reasons:

- It provides for nearly equal spacing between interchanges, the safest design for interchanges.
- It supports a multi-million dollar investment that Hobart is planning for a business park just south of the VV/STH 29 location, where Hobart has already purchased \$1.4 million dollars of land. You can not sell the land without easy access to STH 29.
- It allows existing businesses at both U/STH 29 and at VV/STH 29 to stay in existence without a costly state buyout.
- It avoids the necessity of building and maintaining costly frontage roads. Some of the existing frontage roads in the Green Bay metro area have some of the highest accident rates.
- It best supports increasing the tax base for Brown County, a critical need to minimize the tax burden on Brown County residents at a time of declining government revenues. Brown County needs every source of revenue that it can get.
- This plan was endorsed by the majority of the members of the Highway 29 Safety Committee. This committee had studied STH 29 corridor safety for over two years and was instrumental in helping to secure the existing turn lanes and acceleration/deceleration lanes at J/STH 29, FF/STH 29, and VV/STH29.
- The plan was nearly unanimously endorsed by the representatives of the affected communities along STH 29

For these reasons, we unanimously urge the members of the Brown County Planning Commission Board of Directors to pass the STH Corridor Study dated July 10, 2002.

Sincerely,


Len Teresinski, Village President


Roger Boettcher, Village Trustee


Dave Dillenburg, Village Trustee


John Van Lanen, Village Trustee


Ray Wright, Village Trustee



March 5, 2002

Mr. Cole Runge
Principal Transportation Planner
BROWN COUNTY PLANNING COMMISSION
Room 608, City Hall
100 North Jefferson Street
Green Bay, WI 54301-5026

Re: STH 29 Corridor Study

Dear Mr. Runge:

The Town of Hobart Board of Supervisors has reviewed the STH 29 Corridor Study Report of February 8, 2002 and agrees with the study. The Town Board strongly encourages Brown County Planning Commission to further study the possibility of an overpass at STH 29 and Sunlite Drive for needed access to STH 29 from North Central Hobart and for access to and from Hobart and Howard. There are many residents who live in Hobart in this area who own businesses and shop in Howard. There also is a great deal of traffic generated from Thornberry Creek Golf Course and Thornberry Creek Country Club. An overpass at STH 29/Sunlite would be a significant help in channeling this traffic to and from STH 29. Further study needs to be done regarding access between Howard and Hobart at STH 29/Sunlite Drive. Further study also needs to be done regarding the connection between Lannoye Elementary School and the Highway 29 corridor. The overpass would avoid the need to construct a frontage road through an environmentally sensitive area.

The STH 29/VV interchange is the best location for all the communities affected because it does the following things: (1) provides nearly equal spacing between interchanges, which will minimize weaving between lanes and acceleration and deceleration of traffic at the same location, (2) stays closer to, and builds upon, existing development, (3) allows the Lucky U convenience store, Maplewood Meats, Citgo Gas Station, Badgerland Trailer, and related businesses in the area to remain in business as well as does not require the Wisconsin Department of Transportation to spend money purchasing these businesses at a time when the state budget has over a one billion dollar shortfall, (4) the interchange will be situated in the center of Hobart's planned business park, and (5) the above plan is for the traffic to be routed from VV to U (south of VV) to minimize through traffic on North Overland Road.

In summary, the Town of Hobart urges the Brown County Planning Commission Board of Directors to approve the STH 29 Corridor Study Report of February 8, 2002. We further ask that you direct further study of the road patterns at STH 29 and Sunlite Drive

both within Hobart and within Howard. If you have any questions regarding this matter, please contact me at 869-3804.

Sincerely,

A handwritten signature in cursive script that reads "Joe Helfenberger". The signature is written in black ink and is positioned above the printed name.

Joe Helfenberger

Town Administrator

**TOWN OF HOBART
RESOLUTION NUMBER 03-2002**

A RESOLUTION SUPPORTING THE STH 29 CORRIDOR STUDY

WHEREAS, the Town of Hobart wants to maximize the public health, safety, and welfare of its residents;

WHEREAS, the Town of Hobart has participated in the Highway 29 Corridor Study, and has reviewed the STH 29 Corridor Study Interim Report of February 8, 2002. The Village of Howard, Brown County Highway Department, Outagamie County Planning Department, Brown County Planning Commission, and the Oneida Nation endorsed the report;

WHEREAS, the Town of Hobart is in agreement with the study with the exception that there needs to be more study of a possible overpass at STH 29 and Sunlite Drive, and more study of a Lannoye School connection to the STH 29 Corridor;

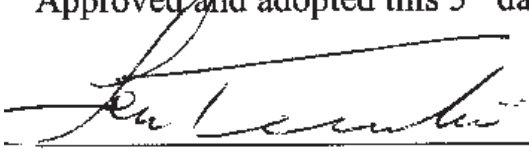
WHEREAS, the Town of Hobart is in agreement that the best location for the interchanges on STH 29 are FF and VV;

WHEREAS, the STH 29/VV interchange is the best location for all the communities affected because it does the following things: (1) provides nearly equal spacing between interchanges, (2) stays closer to, and builds upon, existing development, (3) allows the Lucky U convenience store, Maplewood Meats, Citgo Gas station, Badgerland Trailer and related businesses in the area to remain in business as well as does not require the Wisconsin Department of Transportation to spend money purchasing these businesses, (4) the interchange will be situated in the center of Hobart's planned business park; and (5) that the traffic will be routed from VV to U south of VV to minimize through traffic on North Overland Road.

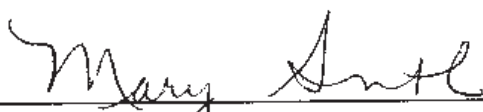
BE IT THEREFORE RESOLVED that the Town of Hobart Board of Supervisors hereby approves and endorses the STH 29 Corridor Study Interim Report of February 8, 2002;

BE IT FURTHER RESOLVED that the Town of Hobart urges the Wisconsin Department of Transportation, the Brown County Planning Commission, and the Brown County Highway Department to further study the possibility of an overpass at STH 29 and Sunlite Drive to avoid having to construct frontage roads in Hobart through environmentally sensitive land;

Approved and adopted this 5th day of March, 2002.



Len Teresinski
Town Chairman



Mary Smith
Town Clerk-Treasurer

February 20, 2002

Mr. Chuck Lamine
Planning Director
Brown County Planning Commission
100 North Jefferson Street Room 608
Green Bay, WI 54301-5026

Re: S.T.H. "29" Corridor Study

The Village would like to thank you for the opportunity to participate in the S.T.H. 29 Corridor Study and would like to commend you for bringing all the affected communities together to discuss the future corridor. We realize there are many components that will go into the study, but that one of the major issues of the study is where to locate a western interchange. We agree with the recommendation of the Brown County Planning Commission and would like to express our support for a future interchange location at C.T.H. "VV" and S.T.H. "29."

As you are aware, the Village is currently in the process of updating its Comprehensive Plan. After reviewing the information with our Citizens Advisory Committee, it was clearly evident the pros far outweigh the cons in regards to the future location at C.T.H. "VV." The Committee voted unanimously to recommend a future western interchange location at C.T.H. "VV" as opposed to C.T.H. "U."

We appreciate all the time and effort that Brown County Planning Commission Staff has put into the Corridor Study thus far, and look forward to working with you on its completion.

Please contact me at (920) 434-4640 if you have any questions or would like to further discuss the situation.

Sincerely,



Dave L. Wiese
Village Planner

Oneida Tribe of Indians of Wisconsin

Post Office Box 365



Oneidas bringing several hundred bags of corn to Washington's starving army at Valley Forge, after the colonists had consistently refused to aid them.

Phone: (414) 869-2214



Oneida, WI 54155



UGWA DEMOLUM YATEHE
Because of the help of this Oneida Chief in cementing a friendship between the six nations and the colony of Pennsylvania, a new nation, the United States was made possible.

July 10, 2002

Mr. Cole Runge, Principal Planner
Brown County Planning Commission
100 N. Jefferson Street
Green Bay, WI 54301

Re. STH 29 Corridor Study


Dear Mr. Runge,

After reviewing the Brown County Planning Commission (BCPC) STH 29 Corridor Study Report - Final Draft, the Oneida Nation offers the following comments:

1. It should be clearly noted the Oneida Nation is and will continue to be involved in land Acquisition throughout the Oneida Nation Reservation boundaries. This will include possible land purchases along STH 29.
2. The Oneida Nation is supportive of the overpass at CTH U with the understanding that access to STH 29 remain open at this location.
3. As stated in our earlier comments, the Oneida Nation will also require Old STH 29 remain open and accessible for future Tribal development on Tribally owned property at that location.
4. At this time, and until further studies are completed, the Oneida Nation does not support a roundabout at the intersection of CTH U and CTH VV. We feel that an installation of a roundabout at this location will cause traffic congestion and accidents.

The Oneida Nation looks forward to continued involvement with the BCPC and STH 29 corridor study. If you have any question or concerns please feel free to contact me at (920) 869-4526.

Sincerely,


Mike Finn,
Transportation Planner

Oneida Tribe of Indians of Wisconsin



Oneidas bringing several hundred bags of corn to Washington's starving army at Valley Forge, after the colonists had consistently refused to aid them.

Post Office Box 365

Phone: (414) 869-2214



Oneida, WI 54155



UGWA DEMOLUM YATEHE
Because of the help of this Oneida Chief in cementing a friendship between the six nations and the colony of Pennsylvania, a new nation, the United States was made possible.

March 6, 2002

Mr. Cole Runge
Brown County Planning Commission
100 North Jefferson Street
Room 608
Green Bay, Wisconsin 54301

Dear Mr. Runge

The following are concerns that the Oneida Nation has on the proposed interchange locations on the STH29 Corridor Improvements.

It is vital to the Oneida Nation that The Lucky U at the interchange of CTH "U" and STH 29 remain accessible to STH 29 traffic flow. The Oneida Nation would also like to see Old STH 29 also remain open and accessible. The proposed plan for this location is an overpass. The Oneida Nation would like to consider other options with BCPC.

As far as the proposed intersection at STH 29 and CTH "VV" the Oneida Nation at this time is in full support of the proposed Interchange/Realignment.

The Oneida Nation will submit further comments on the proposal in the near future, a meeting is being put together with Tribal Leaders, Engineers, Zoning and Land Management to discuss this issue further. The Oneida Nation will inform the BCPC when this meeting will be held, as your input will be needed.

If you have any other questions or concerns please feel free to contact me at (920) 869-4588

Sincerely,

A handwritten signature in black ink, appearing to read "Mike Finn".

Mike Finn
Transportation Planner

Outagamie County Planning Department

**410 S. Walnut Street
Appleton, WI 54911
Phone: (920) 832-5255
Fax: (920) 832-4770**

MEMO

**TO: Brown County Planning Commission
Green Bay City Hall, Room 608
100 North Jefferson Street
Green Bay, WI 45301**

**FROM: Mike Hendrick, Project Manager
Hendrimc@Co.Outagamie.Wi.Us** *Mike*

DATE: July 31, 2002

RE: Draft STH 29 Corridor Study

First, let me apologize for not being able to attend the hearing scheduled for August 7, 2002. I have made another appointment for that evening, so I will not be able to be there in person. I would, however, like to offer some comments on the draft study, as well as the process used in developing it.

I would like to express my thanks to the staff of the Planning Commission for allowing Outagamie County to be a part of this planning process. They did a good job of collecting and disseminating the necessary information that was required to produce this document.

Even though only a very small part of the highway corridor actually exists within Outagamie County, the recommendations of the report could have ramifications on the development patterns of that portion of the County. It is our belief that placing an interchange on highway 29 at CTH U could bring unplanned development pressure to the area around that proposed interchange (see attached aerial photo). The County's Development Plan (March 1998) indicates that this vicinity should remain predominately

agricultural. Additionally, there is an extensive wooded area immediately to the south of the 29/U intersection. A portion of that wooded area is also mapped as wetland. We do not want to see this area being pressured to develop just because a future interchange is located here. Placing an interchange at CTH VV in Brown County, rather than at CTH U, will also provide for a safer spacing between interchanges along this important regional transportation route.

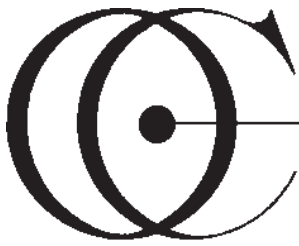
With these concerns in mind, the Outagamie County Planning Department supports the findings of the STH 29 Corridor Study and urges the Brown County Planning Commission to approve the study. The Outagamie County Highway Committee is also on record of supporting the 29/VV interchange.

Thank you for the opportunity to participate in the planning process and for allowing me to comment on the finished product.

Outagamie County - STH 29 Corridor Vicinity



3000 Feet



OUTAGAMIE COUNTY

410 S. WALNUT ST. APPLETON, WISCONSIN 54911

PLANNING AND ZONING ADMINISTRATION

ADMINISTRATION BUILDING LEVEL 3
TELEPHONE (920) 832-5255 FAX (920) 832-4770

February 19, 2002

Mr. Cole Runge, Principal Planner
Brown County Planning Commission
100 N. Jefferson Street
Green Bay, WI 54301

RE: Highway 29 Corridor Study

Dear Mr. Runge:

Thank you for the opportunity to participate in the STH 29 corridor study and allowing me to provide input into the process. After listening to the project description, goals and alternatives, I agree with the Brown County Planning Commission recommendation to place an interchange at County Highway VV rather than at County Highway U for the following two primary reasons:

- An interchange at CTH VV would provide a safer spacing between the other interchanges at CTH FF and STH 32.
- If the interchange were placed at CTH U, it would shift development pressure to a portion of Outagamie County that is not prepared to deal with it. The County Development Plan indicates that this area remain agricultural, which would be challenged by developers if a highway interchange is allowed there.

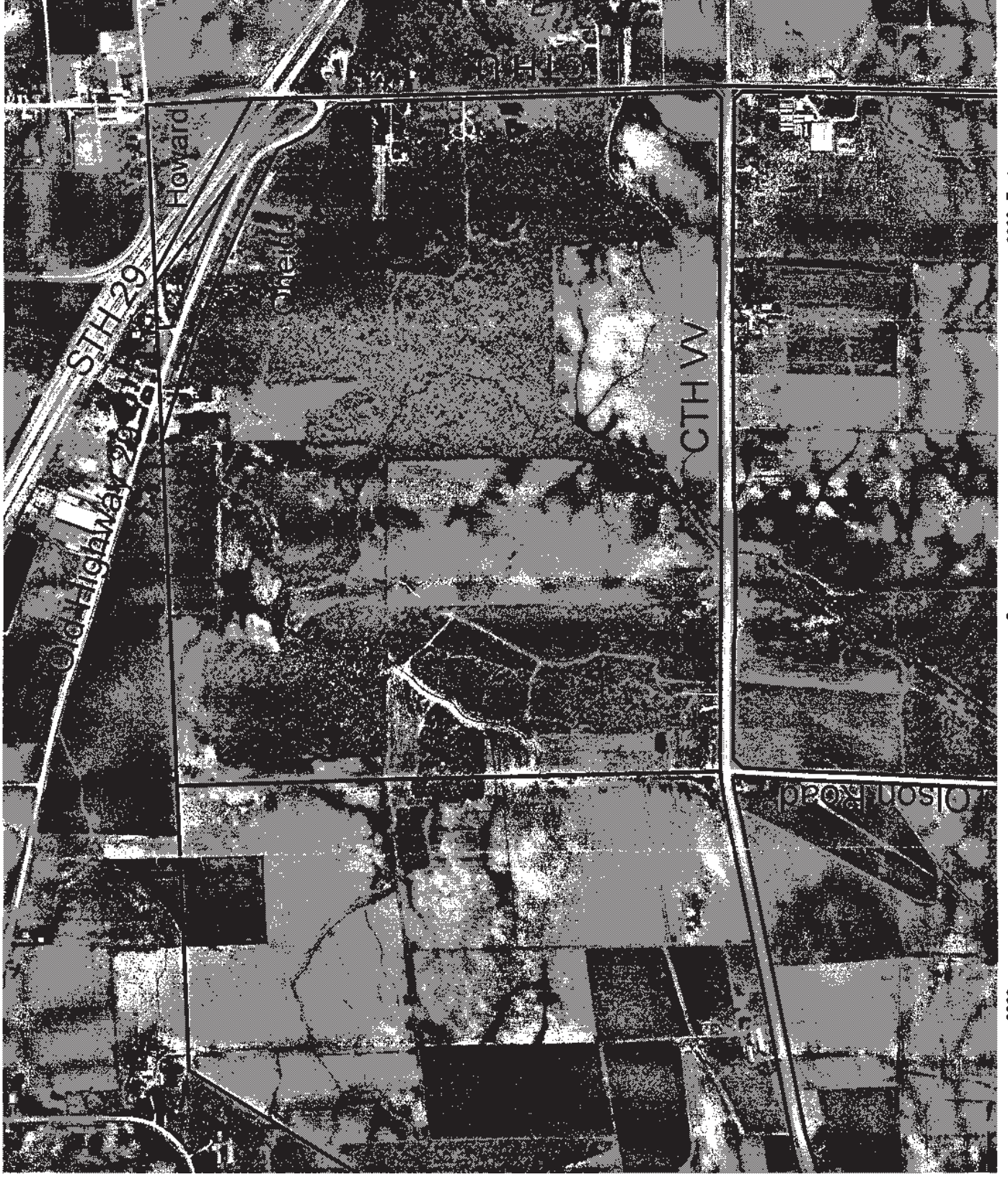
In addition to those reasons, I believe that if the interchange were placed at CTH U, that north-south route will become a major collector for STH 29. The increase in traffic should be a safety concern for the school located to the north of the CTH U-STH 29 intersection.

Thank you again for the chance to be a part of this multi-jurisdictional study and I look forward to working with you on additional projects, including the Smart Growth planning that we will be undertaking in the future.

Sincerely,

Michael Hendrick
Project Manager

Outagamie County - STH 29 Corridor Vicinity



3000 0 3000 Feet

Town of Pittsfield
Brown County, Wisconsin

DAWN KELM, CHAIR

March 13, 2002

Mr. Cole Runge, Transportation Planner
Brown County Planning Commission
100 N. Jefferson Street
Green Bay, WI 54301

Re: STH 29 Corridor Study

Dear Mr. Runge:

As a follow-up to my February 7, 2002 letter to you, I would like to offer the following additional comments and suggestions regarding the Brown County Planning Commission's (BCPC) staff recommendation regarding a potential new STH 29 interchange location. These comments and suggestions were developed during meetings and discussions held with other town officials, representatives of the Pittsfield Sanitary District No. 1, the Metro Youth Soccer Association, the Pulaski School District, Peace Lutheran Church and the following Pittsfield businesses:

JW Industries	D.M.K. Inc.
Arrow Concrete	Printco Industries
Industrial Engraving	Twin Lakes Machine and Tool
& Manufacturing Corporation	Triangle B Stable

Before any recommendation goes to public hearing, the full economic impact that the closing of STH 29 access to one road, and the construction of an interchange at another, should be thoroughly investigated. This economic impact analysis must include the true costs that will be incurred by users of the system. This would include the time loss and other direct costs, such as labor and fuel. To my knowledge this has not been done. To aid in this analysis, I have enclosed a map that displays business and facility locations in the STH 29/CTH U intersection area.

In addition, this investigation should include a detailed analysis of the ability of the local road system to handle either interchange location. Local units of government should not be required to design a required internal road system made necessary due to decisions made by others. This internal road system should not be decided at some time in the future (as suggested by the BCPC staff), but rather as an integral component of the corridor study. This internal road system analysis should include a thorough discussion

of the need and practicality of a service road on the north side of STH 29 between CTH U and CTH VV.

The Town of Pittsfield also takes objection to the "Comparison of Possible Interchange Locations Along STH 29" table that was prepared by the BCPC staff and presented to the STH 29 Corridor Study Committee. Specifically, under the "CTH U Cons"

- The spacing of an interchange between the proposed CTH VV site and STH 32 should be made based on the existing and potential use of the interchange to provide for the needs of the interchange users. While the WisDOT uses a 2 mile "guide" between interchange locations, this should not be the main criterion.
- BCPC staff states that an interchange at CTH U is farther away from existing development than CTH VV. This may be true for existing residential traffic, but surely does not reflect industrial use. Of probably greater importance, however, is the additional industry and other development that will occur at this intersection of the next 15 to 20 years.
- The amount of traffic passing by the Lannoye School may or may not be increased with the CTH U interchange.
- Regarding the coordination issue, the additional coordination needed for the CTH U interchange (eight entities vs. five) is probably a moot point. The Town of Pittsfield does not see any coordination problems with the additional entities, especially since the project would be 15 to 20 years in the future. The issue regarding the lack of planning and development in the Town of Oneida, for instance, will certainly be addressed well before the year 2020.
- The CTH U interchange would provide convenient access for Pittsfield and Hobart. Convenient STH 29 access for Howard is already planned at the CTH FF interchange.
- BCPC staff states that an interchange at CTH VV would eliminate convenient access to three existing businesses. Which two, besides the Lucky U do they mean? Also, since we have not been made aware of the location and space requirements for the recommended overpass, how many Pittsfield businesses would be affected by this action? Finally, as discussed previously, there are a number of Pittsfield business that would be adversely impacted by an overpass, but not by an interchange.

In support of the STH 29/CTH VV interchange location, the BCPC staff has stated that this location will provide for the residential developed that the town has projected for the area north of STH 29 between CTH U and Marley Road. It should be noted that this area is planned for large lot development (of two acres or greater) and would not generate the amount of traffic that would require an interchange at STH 29/CTH VV.

Regarding traffic volume, the WisDOT table (STH 29 INTERSECTION RATES) that was distributed at the February 8, 2002 Advisory Committee meeting, shows that the

number of entering vehicles at the STH 29/CTH U and STH 29/CTH VV intersections was almost identical in 2000 (24,268 vs. 24,714). However, it must be noted that during the 1995-2000 period, the STH 29/CTH U intersection experienced a 55.6% increase, while the STH 29/CTH VV intersection experienced only a 47.5% increase. The table below also shows that the increases at the intersection of STH 29/CTH U are greater than those at STH 29/CTH VV for each year between 1995 and 2000.

Years	STH 29/CTH U % Change	STH 29/CTH VV % Change
1995-1996	11.1	9.6
1996-1997	9.9	8.8
1997-1998	9.1	7.9
1998-1999	8.3	7.3
1999-2000	7.7	6.8
1995-2000	55.6	47.5

Source: WisDOT, Dist. 3

In summary, it is the position of the Town of Pittsfield that construction of an interchange at the location of the current STH 29/CTH U intersection is preferred over the CTH VV location for the following reasons:

- The STH 29/CTH U interchange would provide the most cost-effective access to STH 29 for current and projected businesses. If the STH 29/CTH U intersection is closed to traffic, current and projected users would be required to travel an additional 2+ miles to access STH 29 at CTH VV. Based on information from two of the impacted business, this additional mileage (and the time to travel this elongated route) will result in more than \$2,000 per day in increased expenses.
- The STH 29/CTH U interchange would provide the safest route for school traffic by providing the shortest distance to access STH 29, thereby avoiding commingled (bus, auto, semi-trailer and truck) traffic during peak school travel times. The Pulaski School District currently provides 12 bus trips per day to the Lannoye School plus additional field trip buses. In addition, approximately 170 trips are made by private vehicle per day by parents and school staff. If school buses are required to access STH 29 via an interchange at CTH VV, they will be required to use local roads that are not sufficiently equipped to handle this increased traffic load. It was mentioned by the BCPC staff that the local governments are expected to handle internal road system needs. This response, as

Mr. Cole Runge
February 27, 2002
Page 4

discussed on page 1 of this letter, is totally inadequate and must be addressed in the corridor study – not after the study is completed.

The decision on interchange location will have significant short and long-term impact on the Town of Pittsfield. This decision must be based on a thorough review of all the factors, including economic, that will result from this decision. Before BCPC staff makes any final recommendation on interchange location, a thorough economic impact analysis must be conducted. At a minimum, this analysis should include existing and projected trips generated by current users of the intersections (commercial and residential), in addition to new businesses and current business expansions. This analysis must also include the operational and employee costs that would have to be borne by these businesses if access to STH 29 from CTH U was not longer available. Any decision made by the BCPC without this information would be unacceptable.

If you have any questions on the Town of Pittsfield's concerns, or if additional information is desired, please contact me.

Sincerely,

Dawn Kelm, Chair
Town of Pittsfield

Enclosure

Cc: BCPC Board of Directors
Roger Kolb, Brown County Highway Department
Joe Hollister, WisDOT, Dist. 3
Mike Hendrick, Outagamie County

Town of Pittsfield

Brown County, Wisconsin

DAWN KELM, CHAIR

MEMORANDUM

TO: Cole Runge
FROM: Dawn Kelm
DATE: July 8, 2002
SUBJECT: Final Draft BCPC STH 29 Corridor Study

After reviewing the BCPC STH 29 Corridor Study Report- Final Draft, I offer the following comments:

- 1 P 4. paragraph 3 - It is interesting the planning process was delayed so that Howard's CAC priorities were solicited, but not those from other communities (Pittsfield, Hobart, Oneida Nation). Why not? BCPC knew that Pittsfield and Hobart have planning committees working on land use, economic development and other issues that would have an impact on the STH 29 interchange selection process.
- 2 P 5. paragraph 1 - The last sentence states that the committee has reviewed the final draft and submitted comments to BCPC staff. Since the document you sent me is the one that I assume is going to the BCPC Board, when are the comments going to be addressed?
- 3 P 5. Study Objectives #3 - It is stated that one of the objectives was to work with communities to plan development and street patterns that alleviate the need for frontage roads, etc. A number of times during the planning process, you emphatically stated that the local road issue would be left up to the local communities and not that BCPC would be working with them.
- 4 P 5. Study Objectives #6 - The objective was to minimize the impact on existing business, homes and other facilities along and near the corridor. Is hard to minimize the impact if you never conduct an impact analysis! This is especially true for the Pittsfield businesses and the homes along Marley Street.
- 5 P 5. Study Objective #6 - The objectives was to recommend road connections to the grade-separated facilities that do not create negative impacts on the communities. This is clearly not true in the Marley Street area, and in fact since BCPC staff didn't look at how the local roads would handle the new traffic patterns, this objectives has clearly not been addressed.
- 6 P 6. 2nd bullet - The BCPC staff did not determine how many of the guidelines would be met at STH U.
- 7 P 7. 5th bullet - In discussing the Pros for the STH VV site, BCPC staff states that there would only be a "slight inconvenience" if the VV site was selected instead of the U site. They don't seem to remember the significant adverse economic impact that would be felt by Pittsfield businesses.

MEMORANDUM

July 8, 2002

Page 2

- 8 P 7. 9th bullet - I don't understand how the VV interchange would provide very convenient access for Mill Center, Kunesh and Anston, that could not be as conveniently provided by U.
- 9 P 8. 2nd bullet - Another "pro" is that that the VV interchange will eliminate direct highway access to one existing business at the STH 29/U intersection. Both JW Industries and the Lucky U would be directly affected.
- 10 P 8. In describing the "pros" for the U site, BCPC staff does not mention the positive economic impact it would have on Pittsfield businesses, the school and the regional soccer facility.
- 11 P 8. 11th bullet - Under the "cons" for the U site, BCPC staff states that this interchange would not provide convenient access for Howard or Anston and Mill Center. Both these Pittsfield areas could be adequately serviced by either interchange location.
- 12 P 9. 5th bullet - In comparing the two options, BCPC staff states that the VV interchange would allow for an efficient connection to Marley Street in Howard. This is a residential street. Do they want the trucks from Arrow Concrete, JW Industries and D.M.K., Inc. to use it?
- 13 P10. 1st main paragraph - In discussing the issue of an overpass at Sunlite Drive, BCPC staff states that staff analysis found that the benefits of constructing an overpass at Sunlite Drive will not likely justify the cost. Exactly what "analysis" did they conduct? I didn't see any.
- 14 P11. 2nd main paragraph - I do not remember the issue of eliminating direct access to STH 29 from South St. Augustine Drive and STH 156 as soon as possible, being discussed at any of the committee meetings.
- 15 P 14. 1st paragraph - It states that the BCPC staff presented the interim report to the BCPC Board to inform them of the study's progress. Why did the Board endorse the interchange at VV when the report had not even been completed and comments received?
- 16 P 15 Last bullet - In the Summary Recommendations, BCPC staff states that the Villages of Howard and Hobart and the Town of Pittsfield should develop local street networks . This does not jive with their guidelines, and again puts the onus on the local governments.
- 17 Appendix 2: Assessment of the Brown County Year 2020 Land Use and Transportation Plan's STH 29 Access Control Interim Issue Paper. In trying to assess if the VV site meets the guidelines of this report, BCPC make several omissions. In specific, in B-6 Level of Service either VV or U could meet the guideline - the same can be said for F-1 Arterial Bicycle Routes, F-2 Bicycle Route Access, F-3 Bridges Accommodate Bicycles, G-5 Arterial Sidewalks, H-3 Pedestrian Bicycle Safety-7 Minimize Historic, Scientific, etc.
- 18 P 21. 1st bullet - BCPC staff talks about intercommunity service, but fails to recognize that the movement of "goods" is as important as people.
- 19 P 21. C-1 - BCPC staff mentions that the VV interchange's location within the metro area communities of Howard and Hobart will make it easier for buses to serve these populations if transit is extended into this area in the future. First, how likely will it be that transit will be extended into this area (people love their cars)? Second, and more importantly, Where will they get the density of population necessary to support transit service if the area is to be mainly residential?

MEMORANDUM

July 8, 2002

Page 3

- 20 P 25. I-5 - BCPC staff states that the development around VV in Howard and Hobart can be designed over the next several years to minimize negative impacts on the surrounding areas, and that connecting streets can also be designed to serve the interchange and be compatible with development in the area. Not only would these negative impacts not be an issue at U, but no mention is made of the significant negative impacts that would be felt by homeowners along Marley Road.
- 21 P. 27 - I-13 and P. 30 D-2 - BCPC staff states that loss of prime agricultural land for the interchange at VV will probably not be a problem in the future because the area will probably be developing (and farm land lost) prior to the interchange being built. With the significant loss of prime agricultural land around the state, why wouldn't it be prudent to develop the interchange in an area that would not "eat-up" this resource?



Wisconsin Department of Transportation

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February 14, 2002

Cole Runge
Principal Planner
Brown County Planning Commission
100 North Jefferson Street
Room 608
Green Bay WI 54301

RE: STH 29 Corridor Study

Dear Mr. Runge:

This letter is meant to inform you of the Transportation District 3 support for the Highway 29 corridor planning process which you have undertaken. We feel that the involvement of all local municipalities along this route in the planning process will ultimately provide a plan that will serve as a guide for both our efforts to preserve the transportation corridor and the local efforts to plan for orderly growth along the corridor.

My understanding is that the Towns of Hobart and Pittsfield, the Village of Howard, the Outagamie County Planning Department, the Brown County Planning Department and the Oneida Tribe are working together to discuss and recommend future improvements to the Highway 29 transportation corridor between Green Bay and the Shawano County Line. Chris Culotta from my staff is also participating in this effort as a representative of the transportation district.

You can be assured that the vision for the Highway 29 Corridor that will result from this plan will serve as a guide for our staff as we plan and program future improvements to the corridor..

Please contact me if you have any questions or comments.

Sincerely,

A handwritten signature in cursive script that reads "J.R. Hollister".

J.R. Hollister, PE
District Systems Planning and Operations Manager

CDC:cdc