

# 1) ROADWAY ACCESS CONTROL

## History

In 1988, the County adopted a Roadway Access Control Ordinance for a number of reasons, including:

- To promote the safe and efficient ingress and egress to certain County roadways in the interest of public safety, convenience and general welfare;
- To protect the public investment in roadways by preventing premature functional obsolescence;
- To reduce accidents caused by frequent and poorly designed points of access;
- To promote the balanced use of land for the mutual protection of landowners, motorists and Winnebago County; and
- To enhance the roadway appearance for making roadway travel more pleasant.

### Jurisdiction

In August, 2000, the County Board adopted an ordinance to apply access control to all County Roadways in Winnebago County. Access control on County Roads is governed by Section 7.14 of the County General Codes.

### **Impact of Access Control Ordinance**

The County's Access Control Ordinance has a spacing requirement of 600 feet, with a limit of eight access points per mile (per side), except for County Road CB, where the minimum spacing requirement is 1,000 feet. This applies to parcels subdivided after the adoption of the Access Control Ordinance.

Due to this kind of access control, this ordinance can be an effective land use control measure in that it sets forth standards for access for a wide range of potential land uses. This tool should be used in the future in combination with zoning and subdivision ordinances to implement the County's ultimate Land Use Plan. Towns and incorporated communities are urged to work with the County to protect the major traffic carriers from being inundated with frequent access points so that traffic can flow freely without interruption.

**Table 1** compares the County Access Control Standards to the State D.O.T. Standards for

 State and U.S. Highways.

#### Table 1

#### ACCESS CONTROL COMPARISON COUNTY ROADS VS. STATE ROADS

	JURISDICTION	<b>BUILDING SETBACKS</b>	ACCESS SPACING
COUNTY ROADS	COUNTY (GOVERNED BY S. 7.14 OF COUNTY GENERAL CODE)	30 FT. FROM R.O.W. (PER COUNTY ZONING ORD.)	600 FT. (8 PER SIDE PER MILE) (EXCEPTION: 1,000 FT. SPACING FOR C.R.D. CB)
STATE ROADS	*STATE D.O.T. (TRANS 233)	THE GREATER OF 110 FT. FROM CENTERLINE OR 50' FROM R.O.W. LINE	NO ACCESS ALLOWED (EXCEPTION: EXISTING LOTS OF RECORD)

\*Update: Trans 233 has been overturned by the Wisconsin Court of Appeals in June 2005. Therefore, the State no longer is able to manage access through this statute.

#### 2) ROADWAY CLASSIFICATIONS BY FUNCTION

Winnebago County has four basic roadway classifications, as shown on Map #7. The first classification is U.S. Highways that intersect the County. U.S. Highway's 10, 41, and 45 are within this first classification. The County Highway Department receives Federal dollars to maintain the U.S. highway system in the County. These highways are considered primary arterial roadways, and are meant to move traffic quickly through the County.

The second level of roadway classification is the State Road system. These roads include State Roads 21, 26, 44, 91, 116, and 175. The County Highway Department receives State dollars to maintain the State Road system in the County. These roads can be considered major arterial streets.

The third level of roadway classification is the County Road system, which is identified by letters. These roads include A, AA, AH, AP, B, BB, D, E, F, FF, G, GG, H, I, II, K, M, MM, N, O, P, S, T, V, W, X, Y, and Z. These roads can be considered minor arterial streets. The County funds the maintenance and repair of these roadways.

The fourth level of roadway classification is Town Roads, which are either maintained by the County through contractual arrangement, or are maintained by the individual towns. These roadways are generally considered collector-type streets.



## 3) <u>ROADWAY REDESIGNATIONS FROM STATE TO COUNTY</u> <u>JURISDICTION</u>

As new roadways come into existence, the State Department of Transportation will change State Highway status from existing State roadways traversing the County. The following changes took place October 31, 2003. These changes will affect the amount of highway miles that Winnebago County Highway Department should anticipate as they plan for future facilities and equipment:

- 1. State Highway 150, from U.S. Highway 41 to present U.S. State 45, has already been transferred to the County, and has been assigned as County Road II. The remaining portion of State Highway 150, from the present Highway 45 to the Highway 45 (present 110 location) was transferred in 2003, coinciding with the opening of the U.S. Highway 10 Freeway. This segment is a continuation of County Road II.
- 2. State Highway 110, from U.S. Highway 41 to County Road W, was re-designated as U.S. Highway 45. Existing Highway 45 became State Rd 76.

In August, 2001, Winnebago County signed an agreement with the State of Wisconsin Department of Transportation to transfer portions of Highway 110, between Ryf Road and County Highway GG, from the State to the County, effective October 31, 2003 to coincide with the new four lane U.S.H. 45 project. This segment was designated as County Rd S.

These Highway redesignations, made up of whole sections and remnants of State Roads, along with the replacement roadways that will be built by the State in the next five years, will have a significant affect on the present workload, staff, equipment and building capacities of the County.

### 4) WINNEBAGO COUNTY HIGHWAY DEPARTMENT FACILITIES

#### **CENTRAL HIGHWAY GARAGE**

Winnebago County's main Highway Department Complex is located at 901 W. County Road Y, about one-half mile west of State Highway 45, north of Oshkosh. Built in 1995, this facility has a 250' by 340' (85,000-sq. ft.) main garage used for storage and repair. The main garage also includes a steam wash bay, sign shop, parts storage, 12 bay repair area, prefabricating & welding shop, overhead cranes, bulk oil room, offices, locker rooms, conference/training room and lunch room.

A separate unheated storage building that measures 80' by 120' (9,600-ft.) contains off season equipment. The building has a self contained concrete floor to prevent contamination from accidental spillage from tanker fuel trucks.

The site contains a fuel dispensing area that serves all County Departments (450 vehicles). The fueling area has a 30,000-gallon diesel and a 20,000-gallon unleaded gasoline capacity. The pumping station can be monitored by computer in the main office.

A self-contained salt storage facility is located on the main garage site. This building measures 80' by 168' with 80' high lean-to walls. The salt storage capacity is 6,500 tons. The building design promoted center unloading and loading doors. This salt storage facility is shared with the Wisconsin Department of Transportation, with 3,500 ton capacity on the west side (DOT) and 2,500 ton capacity on the east side (County).

#### **Omro Garage**

The Omro garage facility was completed on 12/31/1970. The garage is a metal building on a steel frame, built on 1.38 acres of land by R & R Construction Company. Dimensions of the building are 40 feet wide by 72 feet long (2,880 sq. ft.), with a 14 foot eave height. Access to the building comes from two side doors and three 14' wide by 12' high overhead doors. Since the original construction, the structure has been insulated. Two yard lights (one on each end of the building) provide light for security. Parking and truck access to the building is composed of an asphalt or gravel surface.

The building has natural gas heat and electricity, but has no telephone or water and sewer. Therefore, the garage has no sanitary facilities, other than a portable bathroom on the east side of the building. A fuel oil tank was recently installed at the garage to service county trucks in the area.

When originally built, the building did not have a concrete floor. The garage houses three older trucks used when heavy snowfalls occur. A mowing unit and one summer employee works directly out of this facility.

#### Winchester Garage

Benz Construction Inc. built the Winchester Garage facility in 1972, built on 1.3 acres of land. The garage is very similar to the Omro facility, with metal on steel framing. Dimensions are also the same as the Omro building, measuring 40 feet wide by 72 feet long (2,880-sq. ft.) with 14 foot eave height. The building has two side doors and three 14' wide by 12' high overhead doors.

No yard lights exist on the premises, but a street light on Steeple Hill Drive is positioned directly in front of the County property. In November 1987, the County built a 700-ton Salt Building to the north of the garage. Snow fence is stored to the north of the Salt Building (on the hillside). Parking and truck access to the building is composed of an asphalt or gravel surface. The site itself is built on a plateau on the side of a hill. Therefore, the site has a limited buildable area.

Similar to the Omro garage, the Winchester garage did not originally have any indoor drainage or concrete floor. The building has natural gas heat (added in 1973) and

electricity, but has no telephone or water and sewer. Therefore, the garage has no sanitary facilities, other than a portable bathroom on the south side of the building. Insulation was sprayed onto the interior of the garage, possibly at the time heat was added.

The garage houses three older trucks and a mowing unit. Two full time employees report to this garage year round. Similar to the age of the Omro garage, the Winchester facility is close to three-quarters beyond its usable service.

### 5) OFFICIAL MAPPING FUTURE ROADS IN THE COUNTY

Counties in the State of Wisconsin do not have the right to Official Map future streets. However, Cities, Villages, and Towns that have adopted Village powers do have the right to Official Map future roadways inside and within 1½ to three miles of their corporate limits. The concept of Official Mapping future roadways is to promote the planning and preservation of future arterial and collector roadway corridors. A map showing future streets can be extremely helpful to the long range planning of communities and can alert property owners and developers to the intended route of major streets.

The Cities of Oshkosh, Neenah, Menasha, Appleton, and the Town of Menasha all have official maps, and have to some degree officially mapped roadways within and outside their communities. The most aggressive city has been Neenah, which has taken full potential of showing the location of future arterial and collector streets within their three-mile extraterritorial boundary (Towns of Neenah and Clayton).

The City of Omro has officially mapped the Highway 21-bypass corridor as a way of designating the location of this important route.

#### 6) TRAFFIC COUNTS IN WINNEBAGO COUNTY

**Purpose of Traffic counts:** Traffic counts are an important planning tool in that they measure the volume of traffic in a given timeframe. When different years of traffic counts are compared, planners can determine whether present traffic numbers are within the designed capacity of the roadway, or whether the counts exceed the designed capacity. One of the ways roadway usage is measured is by applying established criteria in a Highway Capacity model (more fully described on page 75 of this Plan). When a roadway traffic volume exceeds the roads designed capacity, the County and/or State Highway Department must determine what improvements are needed to bring the roadway up to acceptable standards. When 2 lane rural roadways (County, Town, or State) exceed 7,000 average Daily Trips per day, such roads should be analyzed to determine whether they should be upgraded (according to WisDOT standards).

**Traffic Count Analysis:** The State of Wisconsin conducts traffic counts of all U.S., State, and County Roadways on a periodic basis. Maps 8 through 11 show traffic counts based on both the 1988-91 and 2000 traffic data.

In analyzing these counts taken at three separate timeframes (1988-91 and 2000), it is apparent that some roadways in Winnebago County are experiencing increasing numbers. Those roads that showed a decrease in traffic counts from 1988-91 to 2000 may have been under major reconstruction at the time of the 2000 count. The following observations can be made for major roadway traffic Count trends:

Map #8: Traffic counts in the northeast urbanizing portion of the County have increased substantially from 1988-91 to 2000. As an example, traffic numbers on U.S. Highway 41, north of Breezewood Lane, to the Northerly County Line have nearly doubled in the previous 10-year period. State Road 47 in the City and Town of Menasha increased by 7,630 vehicles per day. Midway Road, east of State Road 47, actually decreased by 2,470 vehicles per day (possibly due to the opening of U.S. Highway 441). U.S. Highway 45 had a range of increased traffic counts from 2,680 vehicles per day (south of County Road G) to nearly 8,000 vehicles per day (just north of the U.S. Highway 10 interchange). Because this road exceeds 7,000 vehicles per day, Highway 45 should be more closely studied under the Highway Capacity model. Both County Roads G and GG to the west, showed modest increases. Other roads in this quadrant had some increases, although not major.

Due to reconstruction projects, traffic volume showed a decrease on some roadways. This may have been the case on State Road 114 through the City of Neenah, which showed a decrease of 1,300 vehicles per day. County Road A, from Neenah to Oshkosh, experienced a 50 vehicle decline from 1988-91 to 2000.

- Map #9: Traffic counts in the Southeast urbanizing portion of the County have also generally increased in the approximate 10 year period from 1988-91 to 2000. Examples of this are U.S. Highway 41, which had an increased daily traffic count ranging from 16,000 to 26,000 vehicles per day. State Road 44, west of U.S. Highway 41, increased by 1,560 vehicles per day. State Road 26, west of U.S. Highway 41, saw an increase of 3,790 more vehicles per day. Both State roads 44 and 26 now exceed 7,000 vehicles per year. State 26 was recently improved, with additional passing lanes added in some locations. However, State Road 44 to Ripon should be studied under the Highway Capacity model, because this road exceeds 7,000 vehicles per day. A few roads are showing less traffic counts, such as U.S. Road 45 south of Oshkosh which had 580 fewer vehicles per day near Ripple Ave, but then an increase of 560 vehicles south of Nekimi Avenue.
- Map #10: The Southwest quadrant of the County is predominantly rural in character, other than the City of Omro, which is having moderate growth. Part of the increasing traffic counts on State Road 21 is due to the urban growth in and around the City of Omro. As an example of this, State Road 21 had an increase of 5,850 vehicles per day between the Cities of Omro and Oshkosh, while State Road 21 west of the City of

Omro increased by 2,180 vehicles per day. Due to a Traffic count of 12,500 vehicles per day on Highway 21 (east of the City of Omro), the Highway Capacity Model is clearly identifying this segment of Highway 21 to be over capacity. All forms of government involved in this segment of Highway 21 realize the problem, and for this reason, a Corridor Study was initiated to provide possible answers how this road will be upgraded. State Highway 91 has also shown increased traffic Counts, and in some locations, doubling in volume over the 10 year period. On State Highway 44, the traffic Counts have shown a range of increases from 1,560 vehicles to 2,570 vehicles per day. Otherwise, rural areas are showing slight increases in roadway traffic counts. A few other lesser-traveled roadways showed a slight decrease in traffic counts.

• Map #11: The Northwest quadrant of the County is also predominantly rural in character, other than the Village of Winneconne, which has experienced moderate growth, and as a result, "feeder roads" into the Village experienced increased traffic numbers. As an example, State Road 116, east of the Village, increased from 4,160 to 7,200 cars per day. Because this road exceeds 7,000 vehicles per day, Highway 116 should be more closely studied under the Highway Capacity model. State Road 116 south of the Village increased from 1,430 vehicles to 1,900 vehicles per day, or an increase of 470 vehicles.

U.S.H. 45 has seen increasing traffic numbers from U.S. Highway 41 to the future U.S. Highway 10 corridor. Near the State Road 116 intersection, traffic has increased by 2,710 vehicles per day. North of County Road G, traffic counts have increased by 1,610 vehicles per day. Traffic Counts on State Road 110, from Winchester to Fremont, also showed increasing traffic counts, with 2,310 vehicles per day west of Winchester, and 350 more vehicles per day west of North Road.

In general, traffic counts in the Towns of Wolf River and Poygan are showing slight to moderate traffic count increases, with 380 more vehicles on County Road H in the Town of Wolf River, and 560 more vehicles on County Road D in the Town of Poygan. The Town of Winneconne has seen County Road M nearly double in vehicles, with an increase of 940 vehicles per day.

Maps 12, 13, & 15 show the 2004 traffic counts for the entire County, Highway 41 in detail, and Highway 10 in detail.











## Map #12

Source: Wisconsin Department of Transportation



Map #13

Source: Wisconsin Department of Transportation





Source: Wisconsin Department of Transportation

### 5) URBAN AREA AND RURAL AREA TRANSPORTATION PLANS

(County 5 Year Capital Improvement Program)

The Winnebago County Highway Committee operates within a five-year Capital Improvement Plan (CIP). Using a CIP is useful in prioritizing County Road projects based on greatest need within budgetary limitations.

Most of the County Road projects involve the upgrading of existing two-lane rural section type roads to four-lane urban section type roads along the edges of the urbanizing areas of the Fox Cities and Oshkosh. Some projects are rural road bridges that need replacement.

The following County Road Improvements have been identified in the most recent CIP, which is shown on Map 11.

#### WINNEBAGO COUNTY TRUNK HIGHWAY FIVE YEAR CAPITAL IMPROVEMENT PLAN

# 2006

- <u>**CTH M</u>** Replace current timber-bridge structure over the Arrowhead River</u>
- <u>**CTH M</u>** Rehabilitation of bridge deck on existing structure over the Rat River</u>
- <u>CTH T</u> Begin design process for reconstruction of CTH T from CTH II to CTH Y
- <u>CTH K</u> Remove existing asphalt pavement and replace with new 4" mat of asphalt from Eureka to STH 21
- <u>CTH A</u> Begin design process for reconstruction of CTH A from Indian Point Road to the City of Neenah as a two lane rural section of highway

## 2007

- <u>CTH G</u> USH 41 to USH 76 Begin design engineering in order to construct a four lane rural section
- <u>CTH E</u> Remove existing asphalt pavement and replace with new 4" mat of asphalt from STH 116 to Oakwood Road in the Town of Algoma.
- <u>CTH M</u> Reconstruct CTH M from STH 44 in Pickett to North Fond du Lac County line
- <u>CTH FF</u> Reconstruct intersection of CTH FF and Zoar Road in the Town of Utica

# 2008

- <u>**CTH I**</u> Ripple Road to Technical School begin design engineering for a four lane urban section.
- <u>CTH AP</u> Reconstruct entire urban segment of roadway on CTH AP from CTH P to Oneida Street (USH 10)
- <u>CTH G</u> Begin design process in order to reconstruct CTH G to a four lane rural section including bike/ped trail from USH 41 to CTH A

# 2009

- <u>CTH T</u> Begin Reconstruction of CTH T from CTH II in Larsen to Larsen Road
- <u>CTH Y</u> Reconstruction of current two lane rural roadway to a four lane urban section with recreational trail from USH 76 to CTH A ( including the intersection of STH 76.

# 2010

- <u>CTH T</u> Continue Reconstruction of CTH T from Larsen Road to CTH G
- <u>CTH K</u> Begin design process for rehabilitation of the Eureka Bridge over the Fox River

# 2011

- <u>CTH I</u> Ripple Road to the Fox Valley Technical School Reconstruct current roadway to a four lane urban section
- <u>CTH T</u> Continue reconstruction of CTH T from CTH Y to CTH G

