



COMPREHENSIVE PLAN MEETING AGENDA

DATE: Monday October 22, 2018
TIME: 4:30 PM
LOCATION: Greenville Town Hall, W6860 Parkview Drive, Greenville, WI 54942

Agenda

1. **CALL TO ORDER**
2. **ROLL CALL, VERIFY PUBLIC NOTICE & APPROVAL OF AGENDA**
3. **NEW BUSINESS**
 - a. Chapter 7 Housing – 20 Min.
 - b. Chapter 8 Transportation – 20 Min.
 - c. Update on Bicycle/Pedestrian Plan Activities - 5 Min.
 - d. Next Meeting: December 17, 2018, 4:30 p.m.
4. **ADJOURNMENT**

Dated/Posted: October 17, 2018
Kelly Mischler, Community Development Specialist

CHAPTER 7: HOUSING

INTRODUCTION

Planning for housing will ensure that the Town of Greenville's housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The "Smart Growth" Legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the Town of Greenville, by developing and promoting policies that provide a range of housing choices for Town residents that meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the Town's housing stock is also required. This chapter, along with Appendix A-7 and Chapter 2, "Plan Framework" addresses these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

THE FACTS:

- **Historically, the Town of Greenville has experienced strong demand for housing.**
- **Between 2010 and 2017, the Town averaged about 80 residential building permits per year for single family, duplexes and mobile homes.**
- **Since 2010, single family homes accounted for 84.8 percent of permits, duplexes 2.8 percent, multi-family structures 11.9 percent and mobile homes 0.6 percent.**

WHAT IT MEANS:

Greenville continues to have strong rates of housing growth as compared to the rest of the Fox Cities and this trend is expected to continue and the housing stock caters primarily to younger families. Even so, the mix of housing styles has changed over time and may continue to do so depending on housing market conditions, zoning regulations, and other unforeseen factors. The historic housing mix indicates that a large percentage (80% to 90%) of new building permits will likely be for single family structures and that less than 20 percent will be duplexes or multifamily structures. The increased demands for alternative single family housing or multi-family dwelling styles should be considered when crafting the Year 2040 Future Land Use Map (Map 2-1).

PLAN COMMISSION DISCUSSION:

- *Would you support accommodating more non-single family residential development within the Town? If so, under what conditions?*

CHAPTER 7: HOUSING

THE FACTS:

- The Town can anticipate an increase of approximately 1,760 households between 2020 and 2040, according to WDOA's estimates.
- When compared to Outagamie County, the Town of Greenville has had larger household sizes in 2000 and 2010.
- Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population.

WHAT IT MEANS:

Strong growth in households is expected over the planning period. This growth is likely to be driven by younger families who desire to live in Greenville because of its proximity to jobs and for the amenities it provides. While household sizes are generally larger in Greenville as compared to other Outagamie County communities, there is still a trend of the household sizes declining over time. Land consumption impacts are the main concern when looking at this relationship of population to households. The fewer persons per household, the more houses are needed to accommodate the same population.

PLAN COMMISSION DISCUSSION:

- *While Greenville has attracted mainly families, do you feel that more housing stock should be built to accommodate the projected changes in the population (i.e. more single person households)?*

THE FACTS:

- When compared with Outagamie County, the Town's median value of owner occupied homes has been higher in 2000 (35.8%), 2006-2010 (26.4%), and 2012-2016 (37.8%).
- The 2012-2016 ACS 5-Year Estimates indicates that the median contract rent for the Town of Greenville (\$860) was 15.4 percent higher than that of Outagamie County.
- For the Town of Greenville, the value of residential property grew consistently between 2014 and 2018, where the total equalized value grew by 24 percent.
- In 2012-2016, the share of homeowners without a mortgage, homeowners with a mortgage and renters paying more than 30 percent of their income for housing in the Town of Greenville, was 9.9% (+/-4.6%), 16.2% (+/-5.8%) and 27.3% (+/-22.5%) respectively.

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WHAT IT MEANS:

Home values within the Town have been consistently higher than other communities in the Fox Valley, as are contract rent amounts. However, recent trends towards smaller, more modestly priced homes may impact the rate of growth in residential equalized value during the planning period. Access to affordable housing is not only a quality of life consideration, but is also an integral part of a comprehensive economic development strategy for a community. Communities need affordable housing for workers in order to retain existing companies and attract new companies to the area. Households which must spend a disproportionate amount of their income on housing, will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing. Nevertheless, a need exists for expansion of housing choices to accommodate Town residents who currently pay more than is recommended for housing, given their incomes.

PLAN COMMISSION DISCUSSION:

- *What can the Town do to ensure that all housing needs are met in terms of affordability?*

- *How can the Town help in better matching the home/workplace relationship in order to improve*

THE FACTS:

- In 2010, the Town of Greenville's occupied housing stock was primarily composed of owner-occupied units, which accounted for about 88.7 percent of occupied housing units, while rentals accounted for just over 11.4 percent.
- In 2010, the Town of Greenville exhibited a vacancy rate of 1.0 percent for owner occupied units, and 4.2 percent for year round rentals, implicating that housing units were in short supply.
- According to the 2012-2016 ACS 5-Year Estimates, of the 4,111 residential units (+/-162) in the Town, about 60 percent (+/-7) of the Town's residential structures were built between 1990 and 2009 (2,482 units +/-286).

WHAT IT MEANS:

CHAPTER 7: HOUSING

Home ownership is of high importance to Greenville residents, although trends are beginning to show that rental properties are in demand due to lifestyle changes. As discussed previously, the relationship between employment (place of work) and residence can be critically important. Ensuring that housing options exist for

PLAN COMMISSION DISCUSSION:

- *What can the Town do to ensure that all housing needs are met in terms of affordability?*

APPENDIX A-7: HOUSING

HOUSING INVENTORY & ANALYSIS

Developing a baseline of housing characteristics for the Town of Greenville provides a foundation upon which to build the Town's goals, strategies and recommendations (see Chapter 2). The following section compiles and analyzes current housing conditions for Greenville and provides projections for future conditions based on the best available data.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census (i.e. 2000, 2010) where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample sizes increase the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

HOUSING DEMAND

The demand for housing in a particular area can be influenced by a number of factors, including prevailing interest rates, income levels, proximity to places of work, and general population growth. To determine the historic and future demand for housing in the Town of Greenville, household trends and projections are used as one indicator of housing demand in the owner-occupied and rental sectors. Because the U.S. Census defines households to include all the persons who occupy a housing unit (house, apartment, mobile home, etc.), this analysis combines the rental and owner-occupied markets when assessing demands. Analyzing the number of residential building permits issued in the Town of Greenville provides another indicator of housing demand.

Historical Demand

Historically, the Town of Greenville has experienced strong demand for housing, as illustrated in Table 7-1. With consistent growth in the number of households from 1980 to 2010, the Town exhibited an ability to attract and retain new households. During the 1980-2010 time period, household size decreased from 3.41 persons per household to 2.83. Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population. The decrease in household size is best explained by a combination of national and local trends; national trends include the movement towards smaller families (including single parent families), the aging of the "baby boom" generation, and the increased prominence of single person households.

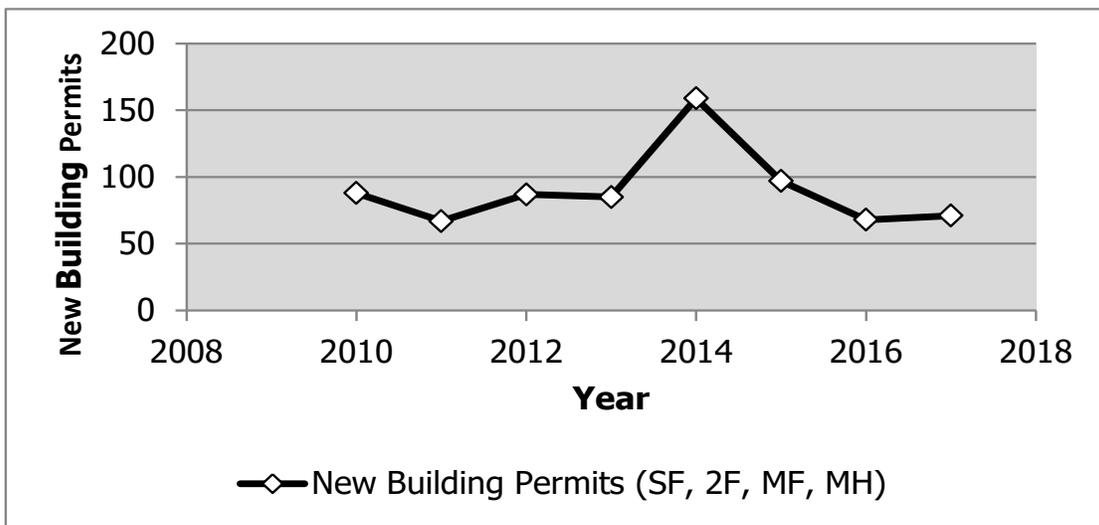
APPENDIX A-7: HOUSING

Table 7-1: Households and Persons per Household, 1980 to 2010

	1980		1990		2000		2010	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Town of Greenville	970	3.41	1,250	3.04	2,301	2.97	3,631	2.83
Outagamie County	42,755	2.96	50,527	2.73	60,530	2.61	69,648	2.49

Source: U.S. Census: 1980, 1990, 2000, and 2010, DP-1

Figure 7-1: New Residential Building Permits, 2010-2017



Source: WDOA, 2018

Overall, increases in yearly residential building permits issued were experienced between 2010 and 2017, as seen in Figure 7-1. **During the 2010 to 2017 time frame, the Town averaged about 80 residential building permits per year for single family, duplexes and mobile homes.** The spike in building permits in 2014 and continuing into 2015 was caused by the construction of some higher density apartment-type buildings in the Town.

Historically Greenville has experienced significant residential growth. This can be explained by metropolitan trends including the completion of STH 441 in the early 1990s, and the expansion of the (new) USH 10 in the 2000's which made transportation from Greenville to the Fox Cities more accessible. Additionally, a Sewer Service Area moratorium in the Darboy area during the early 2000s directed additional growth towards the Town of Greenville. **Since 2010, single family homes accounted for 84.8% of residential permits, duplexes 2.8%, multi-family structures, 11.9% and mobile homes 0.6%.** However, it is important to note that following the 2008 great recession; more multi-family structures were built than had been constructed previously.

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Forecasted Demand

The Town can anticipate an increase of approximately 1,760 households between 2020 and 2040, according to WDOA's estimates. A steady decrease in household size is expected over the planning period which means that more households would be created even if the Town's population remained stable.

Table 7-2: Estimated Households and Persons per Household, 2010-2040.

	2010		2015		2020		2025		2030		2035		2040	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH								
Town of Greenville	3,631	2.83	4,033	2.76	4,568	2.71	5,072	2.68	5,571	2.64	5992	2.61	6,328	2.58
Outagamie County	69,648	2.49	73,123	2.43	78,660	2.40	83,330	2.37	87,751	2.34	90,835	2.31	92,586	2.28

Source: U.S. Census 2010, WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

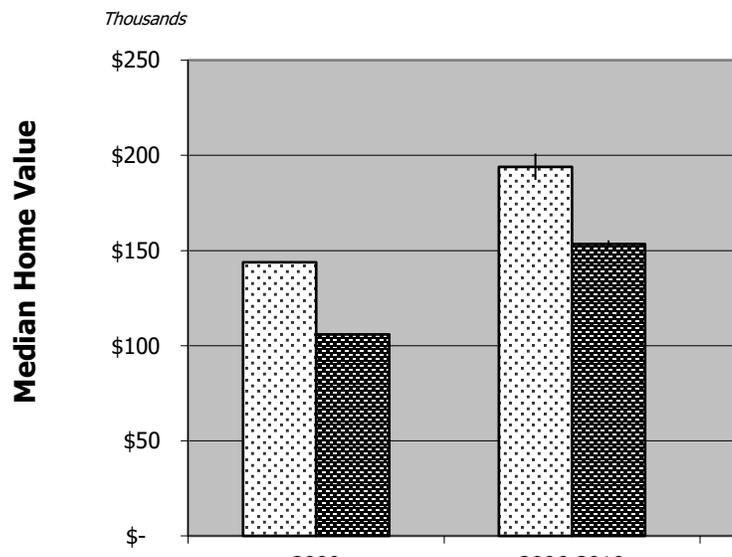
HOUSING VALUE

Historical Trends

The Town of Greenville has seen an increase in the median value of owner occupied housing between 2000 and 2012-2016, as seen in Figure 7-2. **When compared with Outagamie County, the Town's median value of owner occupied homes has been higher in 2000 (35.8%), 2006-2010 (26.4%), and 2012-2016 (37.8%).**

Figure 7-2: Median Value of Owner Occupied Homes, 2000-2012-2016

Source: U.S. Census 2000, 2006-2010 & 2012-2016 ACS 5-Year Estimates



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Likewise, the median value of contract rents have increased over the same period. **The 2012-2016 ACS 5-Year Estimates indicates that the median contract rent for the Town of Greenville (\$860) was 15.4% higher than that of Outagamie County.** This is a smaller separation in median rent value which marks a change from previous trends. The median Town contract rent in 2000 (\$668) was 42.4% higher than the County, while according to the 2006-2010 ACS 5-Year Estimates, the median Town contract rent (\$905) was 36.3% higher the County, as seen in Figure 7-3. However, it is important to remember that ACS estimates have larger ~~larger~~ margin of errors and are sometimes less reliable. Higher rents and median value of owner occupied homes in Greenville may be due to a lower vacancy rate for both rental and homeowners. According to the 2012-2016 ACS 5-Year Estimates, the homeowner and rental vacancy rate was 0 percent in Greenville and 1.6 percent and 4.8 percent respectively, in Outagamie County. Although it is important to realize that a portion of the increases in home value and contract rents is accounted for in the rate of inflation, while other portions are caused by increased market demand and other conditions.

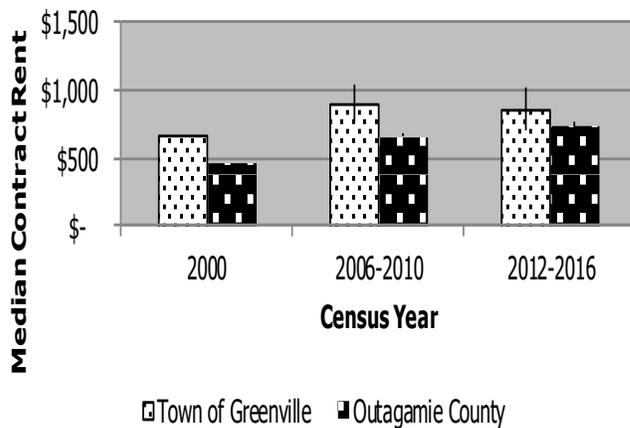


Figure 7-3: Median Contract Rent, 2000 – 2012-2016

Source: U.S. Census 2000, 2006-2010 & 2012-2016 ACS 5-Year Estimates

The Wisconsin Department of Revenue releases yearly equalized property valuation reports. Equalized value is the total value of all real estate at full-market prices. Although these values are reported as a total value for the entire Town, they can be used as a way to gauge the pricing trends for different sectors of real estate, such as residential, commercial and agricultural. **For the Town of Greenville, the value of residential property grew consistently between 2014 and 2018, with total growth in the timeperiod being 24 percent** (see Figure 7-4). More specifically, the “land” portion of the value grew more rapidly (25%) than the improvements portion (19%) of the total value.

Housing Affordability

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payments for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers in that household.ⁱ

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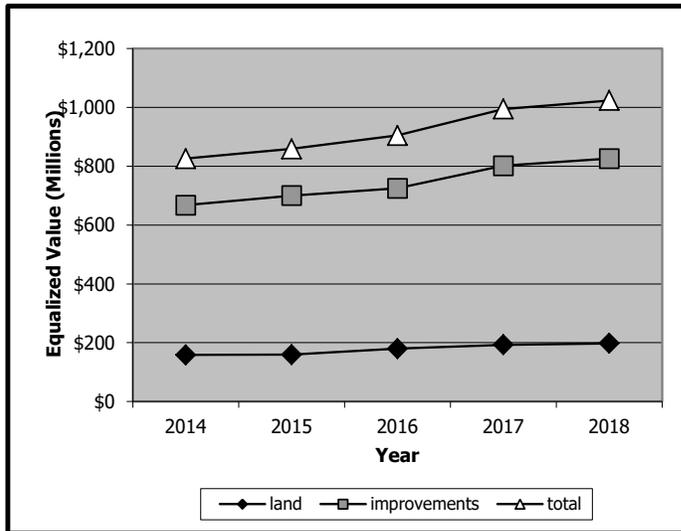


Figure 7-4: Equalized Values, 2014-2018

Source: WisDOR, Statement of Equalized Value, 2014-2018

In 2012-2016, the share of homeowners without a mortgage, homeowners with a mortgage and renters paying more than 30 percent of their income for housing in the Town of Greenville, was 9.9% (+/-4.6%), 16.2% (+/-5.8%) and 27.3% (+/-22.5%) respectively. In Outagamie County, the share of owners without a mortgage (12.2%, +/-1.2%) and with a mortgage (22.5%, +/-1.4%) paying a disproportionate share for their housing was slightly higher than in the Town. Additionally, the Town was more successful in providing affordable housing to renters compared to Outagamie County, where 38.4 percent (+/-2.3%) of renters paid a disproportionate share of their income for housing. It should be noted that higher margin of errors are found in the data for the Town, therefore this renders this less reliable than information for the county.

OCCUPANCY CHARACTERISTICS

Occupancy Status

Occupancy status reflects the utilization of available housing stock within a community. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units, including those which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

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Table 7-3: Occupancy & Vacancy Characteristics

	Town of Greenville			Outagamie County		
	2000	2010	Percent Change	1990	2000	Percent Change
Total Housing Units	2,353	3,722	58.2%	62,614	73,149	16.8%
Total Occupied Units	2,301	3,631	57.8%	60,530	69,648	15.1%
Owner Occupied	2,002	3,219	60.8%	43,830	49,738	13.5%
Vacancy Rate	0.6%	1.0%	66.7%	0.9%	1.8%	100.0%
Renter Occupied	299	412	37.8%	16,700	19,910	19.2%
Vacancy Rate	2.0%	4.2%	109.0%	4.9%	6.10%	24.5%

Source: U.S. Census, 2000 and 2010, DP-1

In 2010, the Town of Greenville's occupied housing stock was primarily composed of owner-occupied units, which accounted for about 88.7% of occupied housing units, while rentals accounted for just over 11.4%. The share of owner occupied housing units has increased slightly since 2000, when 87% of occupied units were owner-occupied, and 13% were renter-occupied. This differs noticeably from the occupancy distribution in the County, where in 2000 and 2010, the share of owner-occupied housing units accounted for approximately 72% of occupied units and renter-occupied made of the remaining 28%. Table 7-3 provides more detailed information regarding the precise number of housing units.

Vacancy Status

For a healthy housing market, communities should have a vacancy rate of 1.5% for owner-occupied units and 5% for year round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. **In 2010, the Town of Greenville exhibited a vacancy rate of 1.0% for owner occupied units, and 4.2% for year round rentals, implicating that housing units were in short supply.** Owner occupied vacancy rates (0.6%) and rental vacancy rates (2.0%) have increased compared to 2000 however.

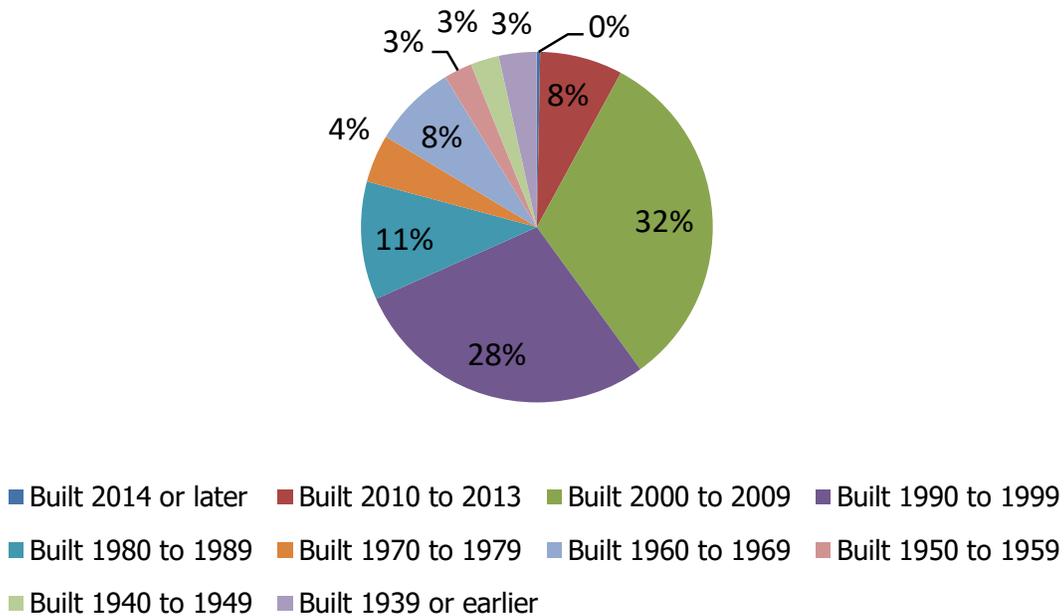
HOUSING STOCK CHARACTERISTICS

Housing Age

Because of substantial residential growth in the 1990's and 2000's, the Town of Greenville has a very young housing stock, overall (2012-2016 ACS 5-Year Estimates). As Figure 7-5 exhibits, **of the 4,111 residential units (+/-162) in the Town, about 60% (+/-7%) of the Town's residential structures (2,482 units +/-286 units) were built between 1990 and 2009.** Between 4.4% and 10.9% of residential units were constructed each decade in the 1960s (318+/-111 structures), 1970s (180+/-89 structures), and 1980s (449+/-141 structures).

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Figure 7-5: Age Distribution of Housing Units



Source: U.S. Census, 2012-2016 ACS 5-Year Estimates

Structural Type

Single family structures are the dominant residential type in the Town of Greenville, accounting for 88.2% of units according to the 2012-2016 ACS 5-Year Estimates. This is a slight decrease from the 2006-2010 ACS 5-Year Estimates, when 89.6% of units were single family. The number of units for multi-family housing (2 units or more) has increased between the 2006-2010 ACS 5-Year Estimates (198 units) and the 2012-2016 ACS 5-Year Estimates (387 units). **Similarly, the overall share of multi-family units in the Town has increased, from 5.7 percent in 1990 to 9.4 percent during this time frame.** See Table 7-4 for more details.

The significant decrease in the number and share of mobile home units could be explained by several scenarios. One scenario is that while ACS data should only be used to show trends, it does appear as if a number of mobile home units may have left the Town. Another explanation is that, since Census surveys are filled out by housing unit occupants, some units that were self-classified as “mobile home” in the earlier ACS were perceived by their residents in the later ACS to be “single-family” units. This is especially probable in mobile homes that are not located in a mobile home park, but rather are located dispersed amongst traditional single family dwellings.

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Table 7-4: Number of Units by Structural Type, 2006-2010 and 2012-2016

	2006-2010			2012-2016		
	Estimate	Percent	MOE +/-	Estimate	Percent	MOE +/-
Single Family Units	3,127	89.6%	212	3,624	88.2%	206
2-4 Units	94	2.7%	64	308	7.5%	154
5 Units or more	104	3.0%	57	79	1.9%	58
Mobile Home	164	4.7%	79	100	2.4%	69
Other Units	0	0.0%	99	0	0.0%	14
Total Units	3,489	100.0%	186	4,111	100.0%	162

Source: U.S. Census, 2006-2010 & 2012-2016 ACS 5-Year Estimates, DP04

Housing Conditions

Four Census variables often used for determining housing conditions include units which lack complete plumbing facilities, kitchen facilities, no available telephone and overcrowded units. Complete plumbing facilities include hot and cold piped water, at least one flush toilet, and a bathtub or shower. If any of these three facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. Again if any of these facilities are missing, the housing unit is classified as lacking complete kitchen facilities. The Census defines overcrowding as more than one person per room in a dwelling unit.

In the Town of Greenville, occupied units without complete plumbing and kitchen facilities are non-existent, while those lacking telephone service is also rare, occurring in only 1.6% (+/-1.9%) of the time. In addition, overcrowding is rare, occurring in only 0.8% (+/-0.9%) of dwellings.ⁱⁱ The Town's housing conditions fair better than Outagamie County, where 0.2% (+/- 0.1%) of dwellings lack complete plumbing facilities, 0.4% (+/- 0.1%) lack complete kitchen facilities, 2.1% (+/- 0.3%) have no telephone service available and 1.5% (+/-0.3%) of dwellings suffer from overcrowding.

Subsidized, Special Needs and Assisted Living Housing

Subsidized, special needs, and assisted living housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In most instances, however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

Primarily in response to the Town's aging population, 72 assisted living units, housed in three separate Community Based Residential Facilities (CBRFs) exist within the Town of Greenville. Table 7-5 illustrates the lack of subsidized and special needs housing in the Town, although Outagamie County does have many facilities that meet these needs.

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Table 7-5: Subsidized & Assisted Living Units, 2018

	Town of Greenville		Outagamie County	
	Number	Capacity	Number	Capacity
Assisted Living Options				
Adult Day Care	0	0	3	67
Adult Family Home Capacity	0	0	30	118
Community Based Residential Facilities Capacity	3	72	59	1,261
Residential Care Apartment Complexes	0	0	5	351
Total Units	3	72	97	1,797

Source: Wisconsin Department of Health Services, Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin. Directories updated: ADC, 8/29/18; ADF, 8/28/18; CBRF, 8/22/18; RCAC, 7/30/18

HOUSEHOLD CHARACTERISTICS

Evaluating household characteristics is important for understanding the Town of Greenville and the population it serves. Household size and mobility information are two Census variables that can help with this evaluation.

When compared to Outagamie County, the Town of Greenville has had larger household sizes in 2000 and 2010 (See Table 7-1) and the WDOA estimates that this trend will continue (See Table 7-2). In fact, according to the 2012-2016 ACS 5-Year Estimates, the Town saw a larger percentage of four person households (29.0% +/-3.7%) compared to three person households (21.1%+/-4.9%). In addition, the Town has a much smaller share of one person households (12.4%+/-3.8%) when compared to the county (26.1%+/-0.9%). Nevertheless, the most prevalent household size in the Town is two persons (37.5%+/-4.9%) (See Table 7-6).

Table 7-7 illustrates the household mobility of the populations in the Town of Greenville and Outagamie County. Mobility describes the movement from one residence to another, whether from within the same area or to or from another area. Town of Greenville residents show similar mobility characteristics when compared to Outagamie County.

Table 7-6: Persons per Household 2006-2010 & 2012-2016

Household Size	Town of Greenville				Outagamie County			
	2006-2010		2012-2016		2006-2010		2012-2016	
	Percent	MOE+/-	Percent	MOE+/-	Percent	MOE+/-	Percent	MOE+/-
1 Person	14.5%	3.8%	12.4%	3.8%	26.9%	1.0%	26.1%	0.9%
2 Persons	33.8%	4.5%	37.5%	4.9%	35.0%	0.9%	36.5%	0.9%
3 Persons	19.0%	4.3%	21.1%	4.9%	14.9%	0.7%	15.2%	0.8%
4 or More Persons	32.7%	4.6%	29.0%	3.7%	23.2%	0.7%	22.2%	0.7%

Source: U.S. Census, 2006-2010 & 2012-2016 ACS 5-Year Estimates, DP04

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Table 7-7: Year Householder Moved In, 2012-2016

Year Householder Moved In	Town of Greenville			Outagamie County		
	2012-2016			2012-2016		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Occupied Housing Units	3,991	153		71,194	565	
Moved in 2015 or later	133	62	3.3%	2,645	326	3.7%
Moved in 2010 to 2014	1,004	215	25.2%	20,827	765	29.3%
Moved in 2000 to 2009	1,667	205	41.8%	23,921	815	33.6%
Moved in 1990 to 1999	677	177	17.0%	11,616	447	16.3%
Moved in 1980 to 1989	272	99	6.8%	5,442	367	7.6%
Moved in 1979 and earlier	238	82	6.0%	6,743	370	9.5%

Source: U.S. Census, 2012-2016 ACS 5-Year Estimates, DP04

GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for [transportation-housing](#) are provided in Chapter 2: “Plan Framework.”

POLICIES AND PROGRAMS

Policies and programs related to the [Transportation-housing](#) Element can be found in Appendix B.

REFERENCES:

ⁱ HUD, 1989

ⁱⁱ US Census, 2012-2016 ACS 5-Year Estimates, DP04

CHAPTER 8: TRANSPORTATION

INTRODUCTION

A safe, effective, and efficient transportation system can provide convenient transportation for residents and act as a catalyst for economic development in the Town of Greenville. Assessing the Town's transportation system requires much more than just looking at road systems—pedestrian, bicyclist, transit, rail, and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include: highways, transit, transportation for those with disabilities, bicycles, pedestrian, railroads, air transportation, trucking, and water. This element serves to assess the current situation of these transportation modes, determine what the Town wants them to become in the future, and devise ways to get there. This chapter, along with Appendix A-8 (Transportation Inventory) and Chapter 2, "Plan Framework" address these requirements.

SUMMARY OF KEY POINTS AND NARRATIVE

THE FACTS:

- ***Between 2010 and 2016, WIS 15 has experienced declining traffic counts west of WIS 76, and increasing counts east of WIS 76.***
- ***Plans exist for the expansion of WIS 15 as a four-lane facility to New London beginning in 2020.***
- ***Recent studies suggest a series of access modifications and intersection control options for the WIS 15 corridor to the east of WIS 76.***
- ***Between 2010 and 2016, traffic counts for the northern portion of WIS 76 have increased by approximately 7 percent.***

WHAT IT MEANS:

Traffic levels are projected to increase on major state highway routes within the Town. As new development occurs during the planning period, it is likely that congestion will increase. Much of that new traffic will be generated by new residents moving to Greenville, however; the Town is located in a place whereby it serves as a "through route" for commuters coming from New London, Hortonville, Shiocton, and Dale who go to jobs in various locations throughout the Fox Cities. Future land use may be impacted along the expanded WIS 15 corridor due to development pressures which are mounting near the proposed eastern roundabout (at CTH JJ and USH 15). In fact, recent amendments were made to the current comprehensive plan to reflect this.

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WIS 15 east of 76 continues to see increases in congestion as new businesses develop along this corridor and adjacent areas. Even though this facility was improved to a four-lane expressway in recent years, additional changes may be warranted in the future to ensure capacity and safety.

PLAN COMMISSION DISCUSSION:

- *Are additional changes to the land use plan needed to better identify and support commercial growth opportunities along the WIS 15 corridor? If so, how can these changes occur while minimizing impacts on the congestion of the corridor?*

- *Are you willing to work with WisDOT and other partners to implement recommendations for access control and congestion management along the WIS 15 corridor, east of WIS 76?*

THE FACTS:

- ***Approximately 16% (24 miles) will require structural improvements (rating fail to fair) that could involve pavement recycling, overlay and patching.***

WHAT IT MEANS:

Roads support all uses of land and can be expensive to build and maintain. Budgeting issues for road maintenance and construction have plagued Wisconsin communities (and the State) for many years and will likely continue to do so during the planning period. The Town's Capital Improvement Plan 2016-2021 is a short range plan, usually four to ten years, which identifies capital projects and/or equipment purchases and providing a planning schedule. **(ADD MAP?)**. Even so, revenues are limited so the Town should consider additional strategies which minimize road construction and maintenance.

PLAN COMMISSION DISCUSSION:

- *How can the town raise/shift more revenues to cover necessary road repairs?*

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- *How can the town alter its development patterns and policies to reduce the amount of new roads that are constructed?*

- *How can the town design new roads with narrower pavement widths in order to reduce future maintenance costs?*

THE FACTS:

- **No transit service is currently offered to the Town of Greenville.**
- ***Valley Transit is updating its Transit Development Plan (2018-2019). The Town has participated on the steering committee for this effort.***
- **Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Rural Service Area.**

WHAT IT MEANS:

During the planning period, it is likely that public transit demands will increase. An aging population, as well as changes in the housing market, will drive this demand. The Town has expressed interest in facilitating this service to portions of the Town and has engaged Valley Transit in the past to examine opportunities for service provision to business and industrial areas near the Appleton international Airport. As Valley Transit updates its Transit Development Plan (TDP), the potential exists for the alteration of routes.

As the population of the Town of Greenville ages, needs will also increase for rural transit. Existing programs may currently serve the Town's needs, however; proper funding, support, and coordination will be necessary to continue meeting service needs throughout the planning period.

PLAN COMMISSION DISCUSSION:

- *What places might be best served by public transit?*

CHAPTER 8: TRANSPORTATION

- *What areas of new development should be planned for in a manner which is 'transit friendly'?*
 - *What can be done to ease rural transportation and transit problems as the Town's population ages?*
-

THE FACTS:

- *The Town has made great strides in developing improved pedestrian and bicycle opportunities that are safe and accessible.*

WHAT IT MEANS

Over the past 10 or so years, the demands for more and safer bicycle and pedestrian accommodations have increased greatly within the Town of Greenville as well as the Fox Cities as a whole. Residents are looking at these modes of transportation for recreation purposes, but also as a primary method of commuting to work. The Town of Greenville has invested significant local dollars on improving bike/ped infrastructure, however; more work needs to be done in order to locate the right facilities in the right places, as well as to improve safety. To that end, the Town has undertaken the development of a more formal Bicycle & Pedestrian Plan with the assistance of the East Central Wisconsin Regional Planning Commission which will be completed parallel to the land use planning effort.

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PLAN COMMISSION DISCUSSION:

- *What areas do you feel need to be a priority for having a connected bicycle and pedestrian system.*
- *Do you think the Town should consider the development and adoption of a Complete Streets Policy?*
- *How can future land use be planned to better accommodate bicycle and pedestrian users?*

THE FACTS:

- *In general, the total passengers served by Appleton International Airport have increased. In 2016-2017, passenger activity increased 7 percent; the largest percent increase of the four largest commercial airports (Milwaukee, Madison and Green Bay).*
- *Total pounds of air cargo increased by over 471 thousand pounds, or 5 percent from 2016-2017*
- *Trucking freight terminals are primarily concentrated in the southeast portion of the Town, surrounding the airport and several of the Town's industrial parks.*

WHAT IT MEANS:

Given the location of the Appleton International Airport (ATW) within the Town of Greenville, air and freight transportation are key parts of its transportation system and its economy. Continued growth of ATW and related air transportation businesses could further improve this aspect of the local and regional economy. The segments of the economy are highly dependent on the road network however and continued maintenance and improvement to that system will be required in order to facilitate growth in the freight arena.

PLAN COMMISSION DISCUSSION:

- *What improvements, if any, should occur to better accommodate freight traffic within the Town?*

APPENDIX A-8: TRANSPORTATION

TRANSPORTATION INVENTORY & ANALYSIS

The inventory and analysis section provides the Town of Greenville with a baseline assessment of their existing transportation facilities. By determining what is currently lacking, over capacity, underutilized, or meeting the current and future needs, the Town is better prepared to develop meaningful goals, strategies and recommendations that address current problems and builds upon existing strengths (see Chapter 2, Plan Framework).

STREETS AND HIGHWAYS

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. a freeway) to its ability to provide direct access to individual properties (i.e. a local street). The three general categories of functional classification used by transportation officials include arterials, collectors, and local roads. Map 8-1 illustrates the functionally classified roadways in the Town of Greenville. A total of 148 miles of functionally classified roads exist within the Town and can be summarized as follows:

- Urban Local: **71 miles**
- Rural Local: **30 miles**
- Urban Collector: **19 miles**
- Urban Principal Arterial: **10 miles**
- Rural Minor Arterial: **6 miles**
- Urban Minor Arterial: **6 miles**
- Rural Major Collector: **5 miles**
- Rural Principal Arterial: **1 mile**

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations throughout the state on a regular rotating basis. Map 8-2 displays the AADT of selected roadways within the Town. The traffic counts provide a good indication of a roadway's appropriate functional classification. Displayed as Average Annual Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town of Greenville date from 2010 and 2016 and are shown in Table 8-1.



Commented [MB1]: No map provided. We need to verify with our Public Works Director and GIS Coordinator this information is accurate.

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Table 8-1: Town of Greenville Annual Average Daily Traffic Counts, 2010 & 2016.

Location	2010 AADT	2016 AADT	% Change 2010-2016
STH 96			
East of STH 76	8400	10400	23.8%
West of Manley Road	6100	6100	0.0%
STH 76			
North of Spencer Rd	7100	9500	33.8%
South of STH 15	6000	8700	45.0%
North of STH 15	7500	8000	6.7%
STH 15			
West of STH 76	13600	12800	-5.9%
East of STH 76	15200	16000	5.3%
East of GV	15200	16600	9.2%
CTH CB			
North of STH 96	7400	8400	13.5%
South of STH 96	7200	9700	34.7%
North of CTH BB	7000	9100	30.0%
CTH GV			
South of STH 15	12400	14600	17.7%
CTH BB			
East of STH 76	4800	6700	39.6%

Source: Wisconsin Highway Traffic Volume Data, WisDOT, 2010, 2016

Principal Arterials

Principal arterials serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. Rural principal arterials are further subdivided into: (1) Interstate Highways and (2) other principal arterials.

- STH 15.** Highway 15, connects Greenville to the Appleton area to the southwest and Hortonville to the northwest. It cuts through the northeast portion of the Town. Currently, the highway is two lanes from Hortonville until just west of STH 76; thereon after, the highway converts to four lanes. Expansion of STH 15 to four lanes from Lily of the Valley Road to USH 45 is planned by WisDOT (future construction to be determined).¹ **Between 2010 and 2016, STH 15 has experienced declining traffic counts west of STH 76, and increasing counts east of STH 76** (see Table 8-1). The decrease in the western portion is best explained by traffic relocating to USH 10 and STH 45 (which opened in 20xx), and provides a more convenient route to the New London area. The increase in traffic counts in the eastern portion is likely from the increase in residential development immediately surrounding the intersection of highways 15 and 76.
- STH 96 (east of STH 76).** Highway 96, or Wisconsin Avenue, is an east-west facility in the south central part of the Town that provides two lanes of traffic throughout the Town. With the USH 10 freeway in operation, STH 96 is no longer the quickest or most

¹ <https://bit.ly/2OfXhjR>

APPENDIX A-8: TRANSPORTATION

convenient route to Waupaca and Steven's Point from the Fox Cities. Nevertheless, the route is still an important route for local traffic to access the Fox River Mall area.

- **STH 76 (between STH 15 & STH 96).** Highway 76 is a north-south facility which cuts through the center of the Town. It connects with CTH BB (Prospect Ave) in the south to CTH JJ (W Broadway Dr) in the north.
- **CTH CA/College Ave (CTH CB to Mayflower Dr).** CTH CA (College Ave. in Appleton) is also a principal arterial within the Town. It is an east-west facility which provides a primary connection to and from the Town as well as to Appleton International Airport and numerous commercial, industrial and residential portions of the eastern portion of the Town.

Minor Arterials

In conjunction with the principal arterials, minor arterials serve other population centers and major traffic generators providing intra-regional and inter-area traffic movements.

- **STH 96.** This portion of highway 96 is a two-lane facility that provides connection to Medina, Dale, and USH 10 in Freemont. It is designated as a rural minor arterial west of STH 76.
- **STH 76.** This portion of highway 76 is a two-lane facility which provides an alternative (to Interstate 41) north-south connection to Fox Crossing, Neenah and Oshkosh. It is designated a rural minor arterial from highway 96 to county highway BB.
- **CTH CB.** This county road is designated an urban minor arterial from highway 15 to county highway BB (Prospect Ave.) CTH CB is an important north-south corridor within the eastern portion of the Town with direct access to CTH BB, CTH CA (College Ave), STH 96 (Wisconsin Ave), CTH GV and STH 15 which all provide east-west travel routes to/from the greater Fox Cities.
- **CTH BB.** This county road is designated an urban minor arterial from highway 76 east to CTH CB. CTH BB is an east-west connection to Interstate 41.

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators and link those generators to nearby larger population centers or higher function routes.

- **STH 76 (north of STH 15).** Running north-south in the eastern portion of the Town, STH 76 provides connection to Oshkosh and USH 10. ***Between 2010 and 2016, traffic counts for the northern portion of STH 76 have increased by approximately 7 percent*** (see Table 8-1).
- **CTH JJ (N Mayflower Dr. to STH 15).** On the northernmost portion of the Town, CTH JJ is designated an urban collector from the eastern boundary of the Town to STH 15.

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- **Hillview Rd/Julius Dr.** Both of these urban collector segments provide a direct connection to STH 96 and STH 76 from various residential subdivisions/neighborhoods.
- **Spring Rd/Lily of the Valley Dr.** This east-west urban collector provides a connection from Julius Dr to STH 15. It also provides a connection to various residential properties in the area.
- **School Rd.** This east-west segment is designated an urban collector from Julius Dr. to Technical Dr. It is another important road segment for residential areas within the Town.
- **Technical Dr.** This short segment is designated an urban collector as it provides connection between School Rd and Levi Dr; which eventually connects to CTH GV (and a connection to the greater Fox Cities urban area).
- **Levi Dr.** This urban collector segment is an important connection to/from CTH GV as well as a connection for various land uses in the Town (residential, commercial, and industrial).
- **Technical Dr/Design Dr/Craftsman Dr.** This combination of designated urban collectors provides access to numerous industrial and commercial uses bordering STH 96 and CTH CB.
- **CTH GV.** This segment is designated as an urban collector from the CTH CB/CTH GV roundabout to all points east in the Town. It is an important connection road for the Town for access to the greater Fox Cities urban area.
- **W Spencer St.** This east-west route is designated an urban collector from CTH CB to the east within the Town. It is another east-west route alternative to using CTH CA/College Ave to access the greater Fox Cities.
- **Everglade Rd.** This is a designated east-west urban collector from STH 76 to N Mayflower Dr providing access to various residential subdivisions. There is also access to a quarry from this road.
- **Greenwood Rd.** This is a designated north-south urban collector from Everglade Rd to School Rd. It provides access to the heart of residential properties within the Town as well as access to STH 15.
- **Mayflower Dr.** This is also a designated north-south urban collector on the Town border with the Town of Grand Chute from Everglade Dr. to W Spencer St. It also provides access to STH 15, STH 96 and CTH CA/College Ave.

Minor Collectors

Minor collectors gather traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road, whether major or minor. Currently, the Town of Greenville has no road classified as minor collectors.

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Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local roads. These roads provide access to residential, recreational, commercial, and industrial uses within the area. WisDOT does not generally conduct official traffic counts for local roads; however, most of them typically carry fewer than 200 vehicles per day.

Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the state of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. The surface condition rating of each road way is updated in the State's computer database, the Wisconsin Information System for Local Roads (WISLR). The WISLR local road database is available to all jurisdictions via the internet and is often used to develop a capital improvement and road maintenance program. The WISLR analysis is based, in most cases, on the PASER road rating method. PASER Pavement Management System (PMS) has been developed and improved over the years by the Transportation Information Center at UW-Madison in cooperation with WisDOT and others. In general, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new road. This inventory provides the basis for developing a planned maintenance and reconstruction program and helps the Town to track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. As of 2003, local governments are required to submit their PASER ratings every two years to WisDOT. Table 8-2 provides a breakdown of the PASER ratings, conditions and maintenance needs standards that are applied during the condition survey.

Table 8-2: PASER Ratings and Maintenance Needs Standards

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little maintenance
7	Good	Routine maintenance, crack filling
6	Good	Sealcoat
5	Fair	Sealcoat or nonstructural overlay
4	Fair	Structural improvement - recycling or overlay
3	Poor	Structural improvement - patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 8-3 provides a summary of the total miles of local roads in the Town of Greenville by PASER rating. Close to 27% (39 miles) of the roads are in excellent to very good condition and require little maintenance. About 40% (60 miles) are in good to fair condition; while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining local roads will require substantially more work. **Approximately 16% (24 miles) will require structural improvements (rating fail to fair) that could involve pavement recycling,**

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overlay and patching. Those roads without a rating are state owned highways which pass through the Town (17% or approximately 24 miles).

Table 8-3: Total Miles of Local Roads by PASER Rating, 2016

Rating	Mileage	Percent
Fail to Fair (1-4)	23.66	16.1%
Fair to Good (5-7)	59.75	40.6%
Good to Excellent (8-10)	39.28	26.7%
No rating (state owned)	24.41	16.6%
Total	147.10	100.0%

Source: WisDOT-WISLR 2016

Town-Based Road Classifications

Greenville maintains a listing of arterials and collectors that are used to set policy within the town and is codified in Article II of its Code of Ordinances (<https://ecode360.com/27405845>). These classifications are town-based, and are not to be confused with functional classifications as dictated by the Wisconsin Department of Transportation. The town's classifications were recommended by SEH in the *WIS 15 Corridor Preservation Study* (2002).

Future Highway Plans, Studies, and Projections

WIS 15 Expansion

The Wisconsin Department of Transportation (WisDOT) has a planned expansion project for reconstruction of 11 miles of WIS 15 from WIS 76 to USH 45 near New London to provide additional capacity in the form of a 4-Lane expressway facility. The Village of Hortonville is bypassed to minimize conflicts between through and local traffic and roundabouts at each end of the bypass will provide access to the village. Inadequate crossroad intersections will be also be improved. According to WisDOT, "Capacity must be added to serve existing and forecasted traffic volumes. Heavy congestion is expected by the year 2025 if WIS 15 is not expanded.² At this time, the project is scheduled to occur in 2020, after being delayed for two years due to State budget issues.

This route has minimal impacts on existing land use in the Town of Greenville. Minor impacts may include right of way acquisition at a proposed roundabout where the current highway moves off current alignment. Future land use may be impacted due to development pressures which are mounting near the eastern roundabout (at CTH JJ and USH 15).

Additionally, for the segment between I-41 and Julius Road, the East Central Wisconsin Regional Planning Commission in cooperation with HNTB completed the *WIS 15 (WIS 76-141) Corridor Access Management Study*. The primary purpose of the WIS 15 Corridor Access Management Study was to evaluate the long-term development potential, current plans and

² <https://wisconsin.dot.gov/Pages/projects/by-region/ne/wis15/default.aspx>

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agreements, and potential impacts and mitigation strategies for the corridor between I-41 and Julius Road. While the design for the remainder of the expansion project is complete the highway function and safety will still be impacted by future development pressure and additional access requests. This report suggests a series of access modifications and intersection control options for the WIS 15 corridor. The report can be viewed here: [\(BEING POSTED ON EC WEBSITE – ADD WEB ADDRESS\)](#)

CTH CB Realignment

Plans are currently underway to extend CTH CB from its current terminal point at STH 15, north to CTH JJ. This project is not yet scheduled by Outagamie County.

Fox Cities Transportation Improvement Program (TIP) (2018-2022)

As part of the Transportation Improvement Program Plan for the Fox Cities (Appleton) urbanized area, transportation dollars (state and federal) are leveraged to facilitate road/transit projects for the Appleton (Fox Cities) Urbanized Area. The Town is part of the urbanized area planning area and should continue to coordinate with East Central WI Regional Planning Commission to program their planned and future transportation needs.

PUBLIC TRANSIT

Current Conditions

Valley Transit. Although Valley Transit offers fixed routes service to many of the Fox Valley communities, *no transit service is currently offered to the Town of Greenville.*

United Way. The Fox Cities United Way developed a call-a-ride program, termed “the Connector,” a demand-responsive taxi zone, intended to serve the greater Fox Cities region. The program currently serves portions of the Town of Greenville that are east of STH 76. The service is designed for those without vehicles and who reside outside of Valley Transit service areas. The program provides cab rides to four transit points during Valley Transit operating hours, and provides point to point service during times when Valley Transit is not in operation. This is intended to serve individuals who may work second or third shift, when fixed bus routes are not in operation for their trip to and/or from work.

Future Opportunities

Valley Transit Transit Development Plan. Valley Transit contracted with East Central Wisconsin Regional Planning Commission and SRF Consulting to prepare a transit study for the Fox Cities. *Valley Transit is updating its Transit Development Plan in 2018-2019. The Town has participated on the project’s steering committee and future transit routes could be altered as a result of this planning process potentially adding service to the Town.*

ADA & SENIOR TRANSPORTATION

Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County’s Rural Service Area. The Rural Service Area serves areas outside of the Valley Transit II service area. Outagamie County Rural Service contracts with Kobussen Buses to provide a demand responsive, door to door service for the senior population and those with disabilities.

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Users are limited to six one-way trips per week (three round trip), with exceptions made for certain medical conditions. Cost of the service is \$6 per one-way trip (\$12 per round trip). Service must be scheduled at least one day in advance, and is available Mondays, Wednesdays, and Fridays between 9 a.m. and 5 p.m. (last hour for medical trips only), and Tuesdays and Thursdays between 9 a.m. and 4 p.m.

As the population of the Town of Greenville, and rural Outagamie County in general, ages, utilization of this service will likely increase, unless fixed route services are expanded.

NON-MOTORIZED TRANSPORTATION

Pedestrian & Bicycle Network

The Town of Greenville has made great strides in developing improved pedestrian and bicycle opportunities that are safe and accessible. Although most of the Town of Greenville lacks traditional sidewalks, a series of interconnected trails have been constructed that help link the Town, improving safety and access to community facilities. (See Map 8-3 with complete inventory of bicycle facilities).

WisDOT has made several recommendations for bicycle traffic in the Town of Greenville, as outlined in the *Wisconsin State Bicycle Transportation Plan, 2020*.

- All of STH 76, STH 96, CTH CB, CTH GV and STH 15 west of CTH CB are not recommended as bicycle routes due to the high volumes of traffic.
- STH 15 east of CTH CB has been identified as having moderate conditions for bicycling.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan, 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses.

The Town is also in the process (2018-2019) of preparing a separate Bicycle & Pedestrian Plan parallel to the Comprehensive Plan Update with the assistance of the East Central Wisconsin Regional Planning Commission. A separate advisory committee has been formed and major recommendations from the completed plan will be incorporated into the Comprehensive Plan.

AIR TRANSPORTATION

Passenger and freight air transportation are served by Appleton International Airport which is wholly located within the Town of Greenville. Appleton International Airport is a regional facility presently offering scheduled passenger air service, charter air service, and air freight express services. The airport is classified as an Air Carrier/Cargo (AC/C) airport.

According to the WisDOT 5-Year Airport Improvement program, the Appleton International Airport is poised for expansion and redevelopment. Projects for the 5-year period include: land

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acquisition off STH 76, designing and constructing an air cargo area, and performing studies on Control Tower Relocation and Terminal expansion.

Domestic/Non-Business Service

Passenger air service at Appleton International Airport is provided by Allegiant, American Airlines, Delta and United Airlines.

In general, the total passengers served by the airport have increased. In 2016-2017, passenger activity increased 7 percent; the largest percent increase of the four largest commercial airports (Milwaukee, Madison and Green Bay) (see Table 8-4). The airport was also recently recognized as the 4th fastest growing airport in the nation.

Air Freight Service

Freight air transportation is well served by Appleton International Airport. The airport offers air freight express services, and serves as a base for FedEx services in the Fox Cities. ***Total pounds of air cargo increased by over 471 thousand pounds, or 5 percent from 2016-2017 (see Table 8-4).***

Table 8-4: Appleton International Airport Passengers and Cargo, 2013-2017

	2013	2014	2015	2016	2017
Passengers	246,211	249,656	258,321	268,864	288,261
Cargo (Lbs)	9,347,384	9,334,863	9,223,635	9,685,052	10,156,234

Source: WisDOT, 2017 Wisconsin Aviation Activity

RAILROADS

There is currently one railroad running through the Town of Greenville. The line connects Hortonville, Greenville, and Appleton, running diagonally from the northwest corner to the east central portion of the Town. This line is operated and maintained by the Canadian National Railroad and has a 286,000 rail car limit.

Rail Passenger Service

Amtrak

Amtrak utilizes Canadian Pacific lines to provide passenger service. Although no direct service is offered anywhere in the Fox Valley, the State of Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State.



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Midwest Regional Rail System

The Midwest Regional Rail System Report, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rails system that utilizes “3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas.”³ The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. This corridor would include stops in Appleton, Neenah and Oshkosh, which are all easily accessible to Greenville residents. A feeder bus route is proposed to connect Steven’s Point to Appleton, most likely along USH 10. This effort remains in the study phase at this time.

Rail Freight Service

Freight service is provided on the Canadian National rail line that traverses the Town. According to the Wisconsin DOT’s State Freight Plan, rail freight is expected to account for approximately 35 percent of tonnage shipped throughout Wisconsin by 2040. The trucking industry will account for about 62 percent.⁴

WATER TRANSPORTATION

There are no commercial ports in the Town of Greenville. The nearest commercial port is located in Green Bay, approximately 30 miles away. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan.

TRUCKING AND FREIGHT

Several designated truck routes exist within the Town of Greenville. The Wisconsin DOT provides the following assignments to truck routes: Designated long truck routes; 75’ Restricted Truck Routes (53’ trailer); and 65’ Restricted Truck Routes (48’ trailer). STH 76, south of STH 15 is a “Designated Long Truck Route” and provides access to USH 10 and Oshkosh. Seventy-five foot (75’) Restricted Truck Routes are found on the following highways: STH 76 north of STH 15, providing connection to Shiocton; STH 15, providing connection to New London to the west and Interstate 41 and Fox Cities to the east; and STH 96, providing connection to STH 45 to the west, and Interstate 41 and the Fox Cities to the east. Local truck traffic occurs on several other state and county highways through the Town, but tends to be used as the start or end point of freight transportation.

As can be seen in Map 8-4, ***trucking freight terminals are primarily concentrated in the southeast portion of the Town, surrounding Appleton International Airport and several of the Town’s industrial parks.***

³ Midwest Regional Rail System: Executive Report. 2004. Transportation Economics & Management Systems, Inc. & HNTB.

⁴ <https://wisconsin.dot.gov/Documents/projects/sfp/chap7.pdf>

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GOALS, STRATEGIES & RECOMMENDATIONS

The goals, strategies and recommendations for transportation are provided in Chapter 2: “Plan Framework.”

POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in Appendix B.