HIGH CLIFF CONNECTION PLAN

Approved October 28, 2022

East Central Wisconsin Regional Planning Commission
ECWRPC

Together we flourish.
Community Foundation
for the Fox Valley Region

David L. & Rita E. Nelson Family Fund

HK gi

ACKNOWLEDGMENTS

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PROJECT CONTEXT

PLAN PURPOSE

East Central Wisconsin Regional Planning Commission (ECWRPC), in partnership with municipalities throughout the Fox Cities, is fostering a long-term plan for a new multi-modal route to connect pedestrians and bicyclists to High Cliff State Park. This plan will provide guidance on the route alignment, as well as concept design and strategies for funding and implementation. This project has been identified as a priority through previous planning efforts throughout the Fox Cities. Most recently, a Fox Cities Trail Summit hosted on February 25, 2020, which included stakeholders from across the region, clearly identified this project as a priority for study.

Existing trailhead at the Menasha Lock and Miron Bridge

Trail segment at the Menasha Conservancy

Existing conditions on Fire Lane 12

STUDY AREA

The East Central Wisconsin region offers more than 2,000 miles of bicycle and pedestrian facilities. This network consists of paved shoulders, paved trails, shared lane markings, bike lanes, natural surface trails and sidewalks. The bicycle and pedestrian infrastructure is constructed and maintained by a patchwork of municipal and state agencies.

The study area was developed through collaboration with ECWRPC staff and builds from the priorities identified in the 2020 Trail Summit to develop a connection from the Fox Cities to High Cliff State Park. The Loop the Little Lake Trail, with a trailhead at the Miron Bridge on the west end of Broad Street, will serve as the western terminal point of the High Cliff Connection corridor. The conclusion of this study will determine the best route and provide recommendations for facility types to create a continuous and connected path for pedestrians and bicyclists across an east-west corridor to connect to High Cliff State Park. Spur connections north to the Appleton/Kimberly/Combined Locks area will also be identified, as well as potential connections from the southern area of High Cliff State Park.

PARTNERS

Representatives from the following groups worked together to provide guidance and input for this plan:

- City of Menasha
- Village of Harrison
- Village of Kimberly
- Fox Cities Greenways
- Fox Cities Cycling Association
- Friends of High Cliff State Park
- Calumet County
- Winnebago County
- Wisconsin DNR
- Community Foundation for the Fox Valley Region
- Fox Valley Thrives
- ESTHER
- Wisconsin Bike Federation
- Residents and local advocates in the study area

Figure 1.1 High Cliff Connection Study Area

HIGH CLIFF STATE PARK

High Cliff State Park is a 1,187-acre park, owned by the State of Wisconsin and managed through the Wisconsin Department of Natural Resources (WiDNR). High Cliff State Park is adjacent to Lake Winnebago, Wisconsin's largest inland lake, with access from the Village of Sherwood to the north, and a maintenance access from the Village of Harrison to the east.

Today, the park contains a marina; historic sites; campgrounds; picnic areas and shelters; a beach; an observation tower; trails for hiking, biking, and horse riding; and a playground.

With the natural surface trails at High Cliff State Park extending throughout the southern portion of the park, there is potential for a future access point from the south, with potential for connection to Calumet County Park.

Photo: www.mnprairieroots.com

Photo: www.mnprairieroots.com

HISTORY OF HIGH CLIFF

Photo: www.travelwisconsin.com

Photo: www.stateparks.com

1,000 – 1,500 years ago a nomadic indigenous group of Siouan constructed effigy mounds in the area now designated as High Cliff State Park. Thirty of these mounds were first spotted at High Cliff, yet now only nine remain: four panther-shaped mounds, two buffalo-shaped and conical mounds, and one linear mound. Today, the Park contains a statue of Ho-Chunk tribe leader Red Bird to commemorate the history of the people of the area.

Photo: www.wisconsinfirstnations.org

1895-1956 a limestone quarry and kiln were constructed to extract lime for such uses as plaster and cement. Most of the workers at this facility were recent immigrants of Hungary. A small company town with 16 houses and several stores were also constructed and in-use during this time.

The State of Wisconsin purchased the land in **1956** after advocacy by a group of local residents. The leadership of that group included Lewis Nelson, father of David Nelson, the source of funding for this study. The area was opened up as a park by the State of Wisconsin in 1957.

The High Cliff Escarpment was designated a State Natural Area in **1982.**

PROJECT SCHEDULE

The study commenced in August of 2021 and was completed the following year. Over the course of the study, six tasks were completed. Due to the ongoing conditions of the COVID-19 pandemic, most meetings were held virtually.

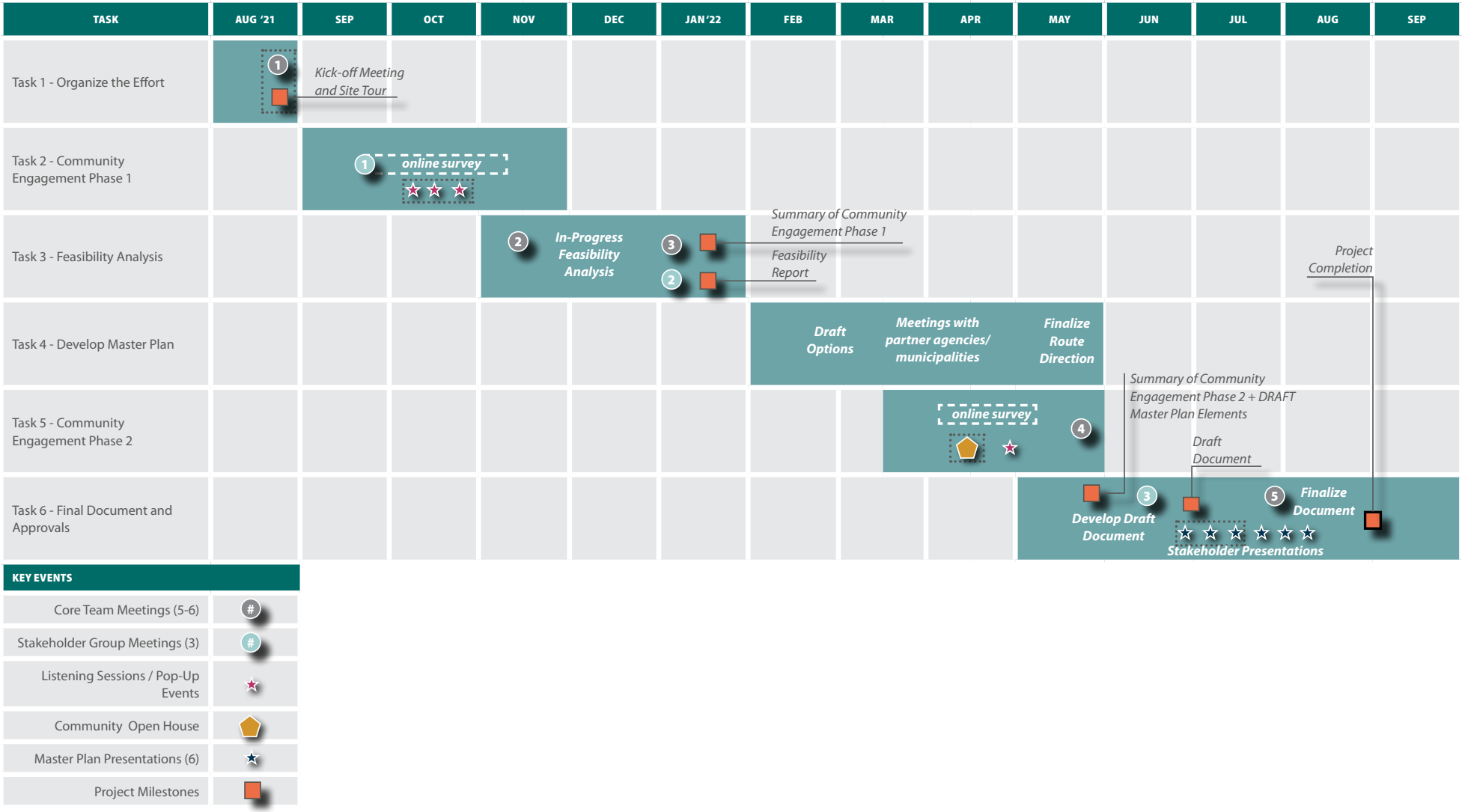

Table 1.1 High Cliff Connection Study Schedule

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FEASIBILITY ANALYSIS

INTRODUCTION

This chapter examines the community context of the project area, analyzing the demographic characteristics of the surrounding region as well as the existing transportation infrastructure. Paired with analysis of route and user information, the project team identified the most popular routes in the region used for recreation and tracked the modes of transportation park users currently take to High Cliff State Park. From this information, conclusions were drawn about bike and pedestrian travel to High Cliff as well as recreational user activity within the Fox Cities, and used to help inform the potential route options explored for subsequent phases of the High Cliff Connection study.

The feasibility analysis was shared with ECWRPC staff, the Core Team, and the Stakeholder Group, as well as shared with the general public during engagement and outreach events.

DEMOGRAPHICS

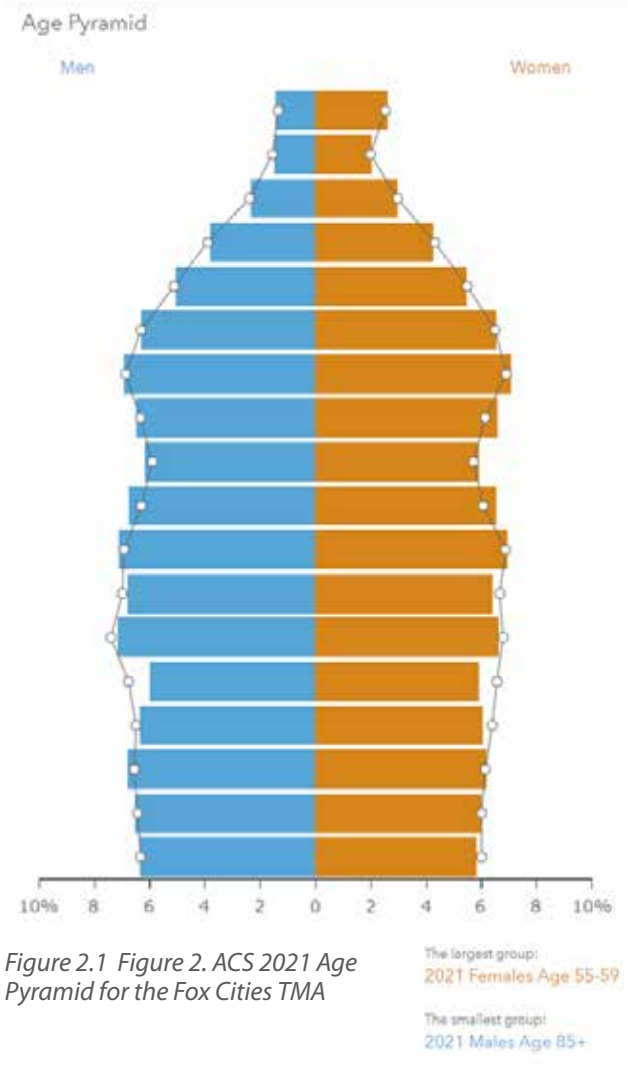


Figure 2.1 Figure 2. ACS 2021 Age Pyramid for the Fox Cities TMA

POPULATION CHARACTERISTICS

Data available through the US Census Bureau and the East Central Wisconsin Regional Planning Commission (ECWRPC) provides a snapshot of the region's demographics. The Fox Cities' total population in 2021 was 251,755, with 102,501 households. The average household size for this region is 2.42 people, which is slightly above average for the State of Wisconsin, but lower than the US average of 2.58.

The counties in this region combine rural areas with important urban centers that function as trade and employment centers. The following information represents the urbanized areas of the Fox Cities, which include the cites of Appleton, Neenah, Menasha, and Kaukauna; the villages of Kimberly, Combined Locks, Harrison, Fox Crossing, Little Chute, and Sherwood; the towns of Buchanan, Grand Chute, Greenville, Harrison, Kaukauna, Menasha, Neenah, Vandenbroek; and the counties of Calumet, Outagamie, and Winnebago.

EDUCATION, EMPLOYMENT, AND INCOME

Education levels and available employment have a strong influence on the character and make up of a community. The region encompasses communities with a higher level of education than the state's average, 34% of people in East Central Wisconsin have a bachelor's degree or higher, versus 30% in the rest of the state.

Nearly two-thirds of the population participate in work considered white collar, which includes office and administrative work and management work. Twenty-six percent of the workforce is employed in blue collar positions, and 9% work in the service industry.

The average household income for the area is $63,971, which is slightly above average for the State of Wisconsin ($61,747). The average per capita income is $33,890. The largest income bracket (20.5% of households) is between $50,000—$74,999. However, 7,997 households (8%) live below the Poverty Level in the region.

RACE AND ETHNICITY

The racial diversity index of this region is 29.50. This index indicates the probability that two people chosen at random will be from different race and ethnic groups. The majority of residents (89%) are white. The remainder of the population is Asian (4%), and Black (2%); 2% of the population is some other race, and 2% are two or more races. Nearly 6% of the population is of Hispanic origin.

AGE

The median age for residents is 38.9 years. As of the 2020 census:

- 22.6% of residents are under 18
- 62% of residents are between the ages of 18 to 65
- 14% of residents are 65 or older

HOUSING

About 69% of households are owner-occupied, 26% are tenant-occupied, and 5% are vacant.

TRANSPORTATION

Understanding how people commute provides insight regarding potential multi-modal use in the region. As of the most recent American Community Survey (ACS) data, 85% of people reported driving alone to work or school, while 7% say they carpool.

The majority of households have access to 2 or more vehicles; approximately 16% have access to one vehicle; and one percent of households have no access to a vehicle.

Approximately 2% of people report walking to work, 2% report taking public transportation, and less than 1% bike to work. While these rates of active transportation are low, they are comparable to other similar areas. It is important to note that this data reflects pre-pandemic patterns and so may not accurately reflect current realities, such as potential increases in the number of people working from home. **Approximately 38 percent of people in the area spend an average of less than 15 minutes commuting to work**, most of which are likely traveling by personal vehicle, alone. With the projected increase in investment in trails, bicycle and pedestrian infrastructure, and public transit throughout the area, this group of people may be most impacted by better options for active transportation.

At a regional scale, there are approximately 70,000 workers who commute into the Fox Cities metro area daily for work, while approximately 79,000 workers work and live within the same area. Over 46,000 workers commute from the Fox Cities to outside of the metro region.

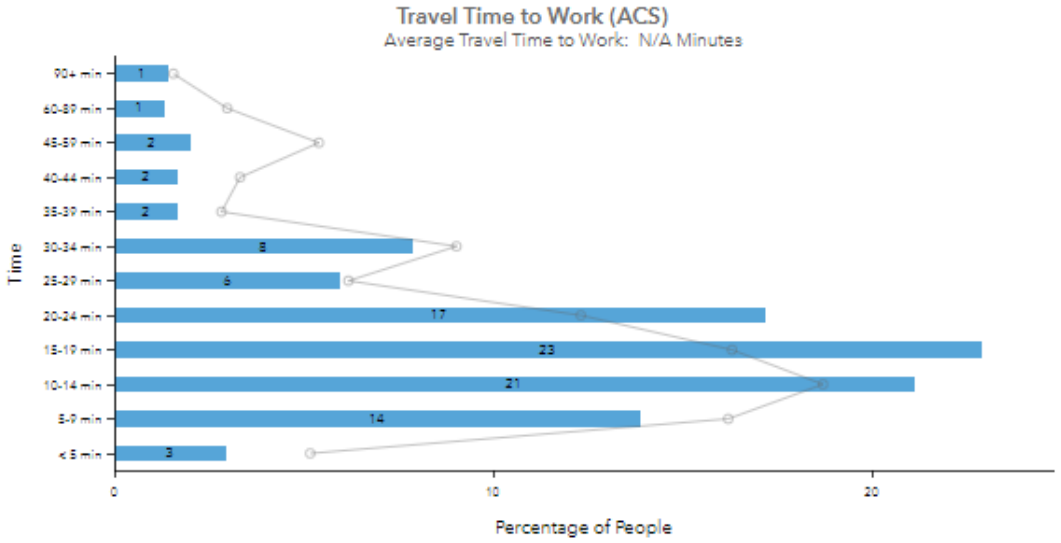


Figure 2.2 2021 ACS Estimates for Travel Time to Work

Figure 2.3 2019 US Census On The Map diagram showing in-flow and out-flow of commuters in the Fox Cities

HOUSEHOLDS AT-RISK

Addressing equity through planning requires understanding which populations are currently disadvantaged. Individual challenges related to poverty, health and education are often inter-related, compounding disparities over time.

Of the 100,423 households that are within the Fox Cities region:

- 21% (20,897 households) have at least one member with a disability
- 29% (29,235 households) receive Social Security Income
- 1% (1,138 households) do not have access to a personal vehicle
- 8% (7,808 households) receive food stamps/SNAP benefits

ROUTE & USER ANALYSIS

DATA COLLECTION TOOLS

New data sources, such as StreetLight and Strava Metro, are making it possible to better understand points of interest, preferred routes, travel patterns (origins-destinations), and bicycle/pedestrian demographics. These data sets are typically being collected through people who have opted into mobile applications that track their movement. A summary of the data sets used for this study are highlighted below and discussed throughout this section.

Strava Metro The study team was granted access to Strava Metro © data to analyze pedestrian and bicycle routes and demographics for portions of the study area in Winnebago & Calumet counties. Strava Metro is a voluntary mobile application people use to track their routes by foot or bike. It is important to note the data does not represent the entire population. The data is provided voluntarily by pedestrians and bicyclists who chose to use the application for recreational and community purposes. The data may represent people living outside the study area and should not be considered the only method for understanding user routes and behaviors.

StreetLight InSight® provides metrics about major modes of transportation, including information on bicyclists and pedestrians, trip volumes, origin-destination patterns, trip characteristics, inferred traveler demographics, and inferred home and work locations. Using the metrics generated by the StreetLight platform, the study team was able to measure trends in travel patterns and forecast community needs.

StreetLight uses trillions of spatial data points from millions of devices (e.g., cell phones, connected cars, fleet management systems, and smartphone applications) to determine on-the demand trip volumes and trip routes.

STRAVA METRO ANALYTICS

Pedestrian and bicycle activity in the study area is relatively high when reviewing Strava Metro © heat maps. These maps indicate routes people are choosing for recreation and commuting purposes. According to Strava Metro heat maps, the region is experiencing high levels of pedestrian and bicycle activity. Points of interest include High Cliff State Park, downtown Menasha, downtown Appleton and other local destinations. Routes that are experiencing high levels of pedestrian and bicycle activity include the following (See Figures 5-8):

- Loop the Little Trail, Broad Street and Plank Road connecting the Miron Bridge and Heckrodt Wetland Reserve (walking and biking).
- Midway Road between Appleton Road and North Coop Road (walking and biking)
- Friendship Trail
- Friendship Trail and State Park Road connecting Menasha and High Cliff State Park

The level of pedestrian and bicycle activity along Midway Road/Schmidt Road, Manitowoc Road and State Park Road is also important to note. It assumes these routes are being used more heavily to access High Cliff State Park. For example, the most direct route between Menasha and High Cliff State Park is along Highway 114 by using the Friendship Trail. However, there are trail gaps (east of Fire Lane 13) that limit this connection to High Cliff State Park. It is assumed more people are choosing alternative routes (indirect routes) to access High Cliff State Park to avoid Highway 114, which has higher traffic volumes and speeds compared to other east-west roadways. Most people are using State Park Road as the primary route to enter/exit High Cliff State Park.

STRAVA METRO DEMOGRAPHICS

Tables 1 -3 provide a basic understanding of Strava Metro users at a region-wide level. The majority of pedestrians and bicyclists in the area are between the ages of 20 and 54. Data is not collected for those under the age of 13 per data privacy laws. The data also provides a snapshot of those traveling from outside the region to visit the area (See Figures 5 - 8). This finding supports general assumptions about the area's ability to attract people from outside the County to explore its lively downtowns, parks (e.g., High Cliff State Park and Heckrodt Wetland Reserve), and robust trail network. There other driving factors that could contribute to the large number of visitors, such as college students who use the Strava Metro, but have a permanent address outside the area.

Strava data is provided voluntarily by users, so results tend to skew towards recreational users and those that are traveling longer distances for higher intensity exercise. This should be kept in mind while exploring the information.

The maps shown in Figures 5 - 8 are for internal project review. Strava Metro does not permit the widespread sharing of map images without expressed permission. These maps will not be included in final documents or those intended to be shared with the broad public.

2021	Bike	Walk, Run & Hike	Total
Total Trips	34,900	62,300	97,200
Weekend Trips	10,600	16,700	27,300
Total People	2,400	3,700	6,100
Local Users	54%	32%	39%
Visitors	46%	68%	61%

Table 2.1 2021 StravaMetro data on trips and modes in the Fox Cities region

Age Group	2021	2020	2019
0 - 12		NA	
13 - 19	5.7%	6.5%	5.0%
20 -34	26.7%	31.5%	28.5%
35 - 54	47.8%	45.4%	46.3%
55 - 64	14.8%	12.5%	15.8%
65&	4.9%	4.1%	4.3%

Table 2.1 2019 - 2021 StravaMetro data on age of Strava bicycling participants in the Fox Cities region

Age Group	2021	2020	2019
0 - 12		NA	
13 - 19	9.7%	11.6%	11.9%
20 -34	34.9%	42.2%	39.9%
35 - 54	42.3%	36.4%	39.5%
55 - 64	9.6%	7.6%	7.1%
65&	3.5%	2.3%	1.5%

Table 2.1 2019 - 2021 StravaMetro data on age of Strava pedestrian participants in the Fox Cities region

PEDESTRIAN TRIPS *(INTERNAL USE ONLY)*

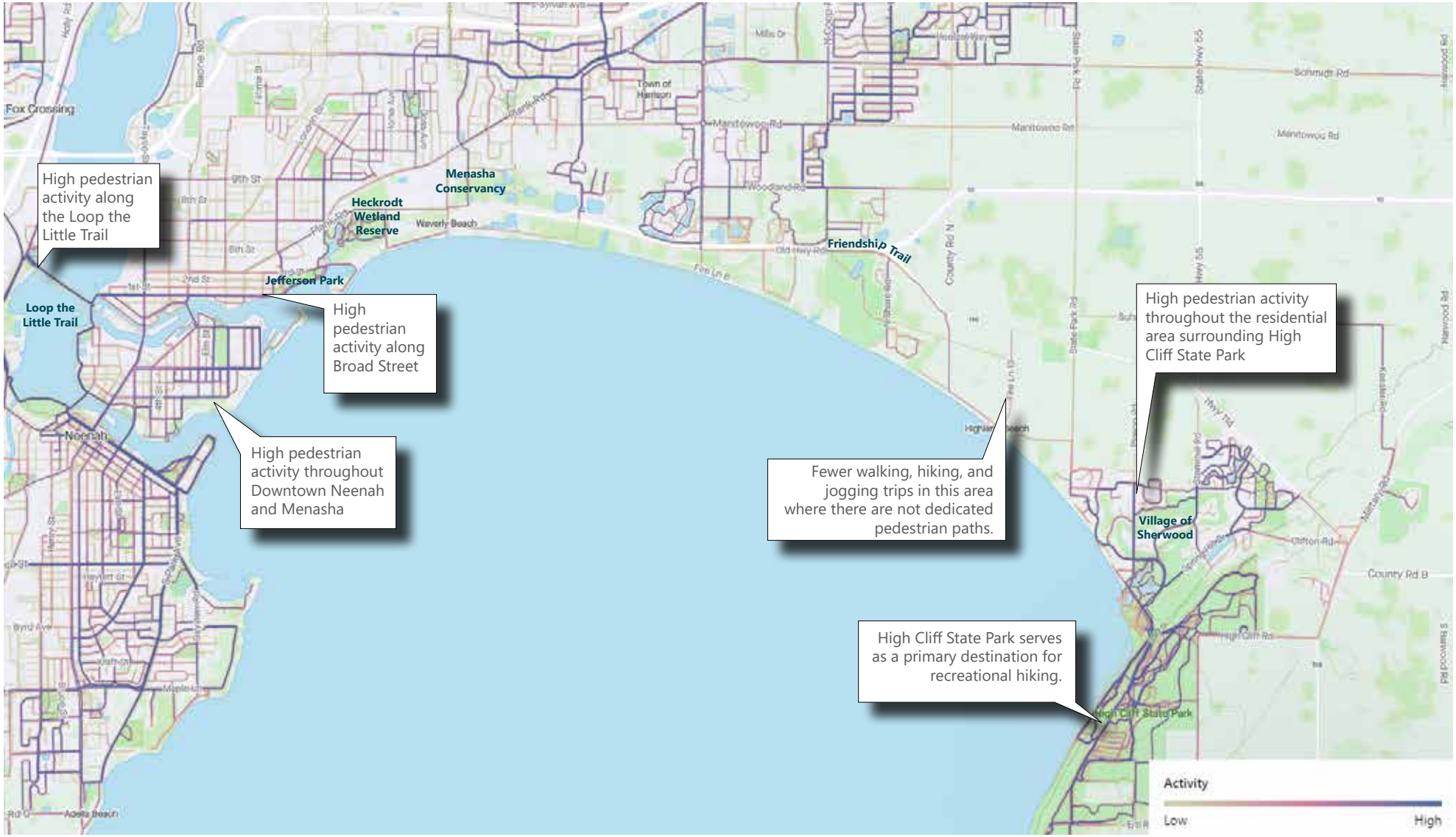


Figure 2.4 StravaMetro map of pedestrian trips taken in 2021

BICYCLE TRIPS *(INTERNAL USE ONLY)*

Figure 2.5 StravaMetro map of bicycle trips taken in 2021

POPULAR AND DIRECT BICYCLE ROUTES *(INTERNAL USE ONLY)*

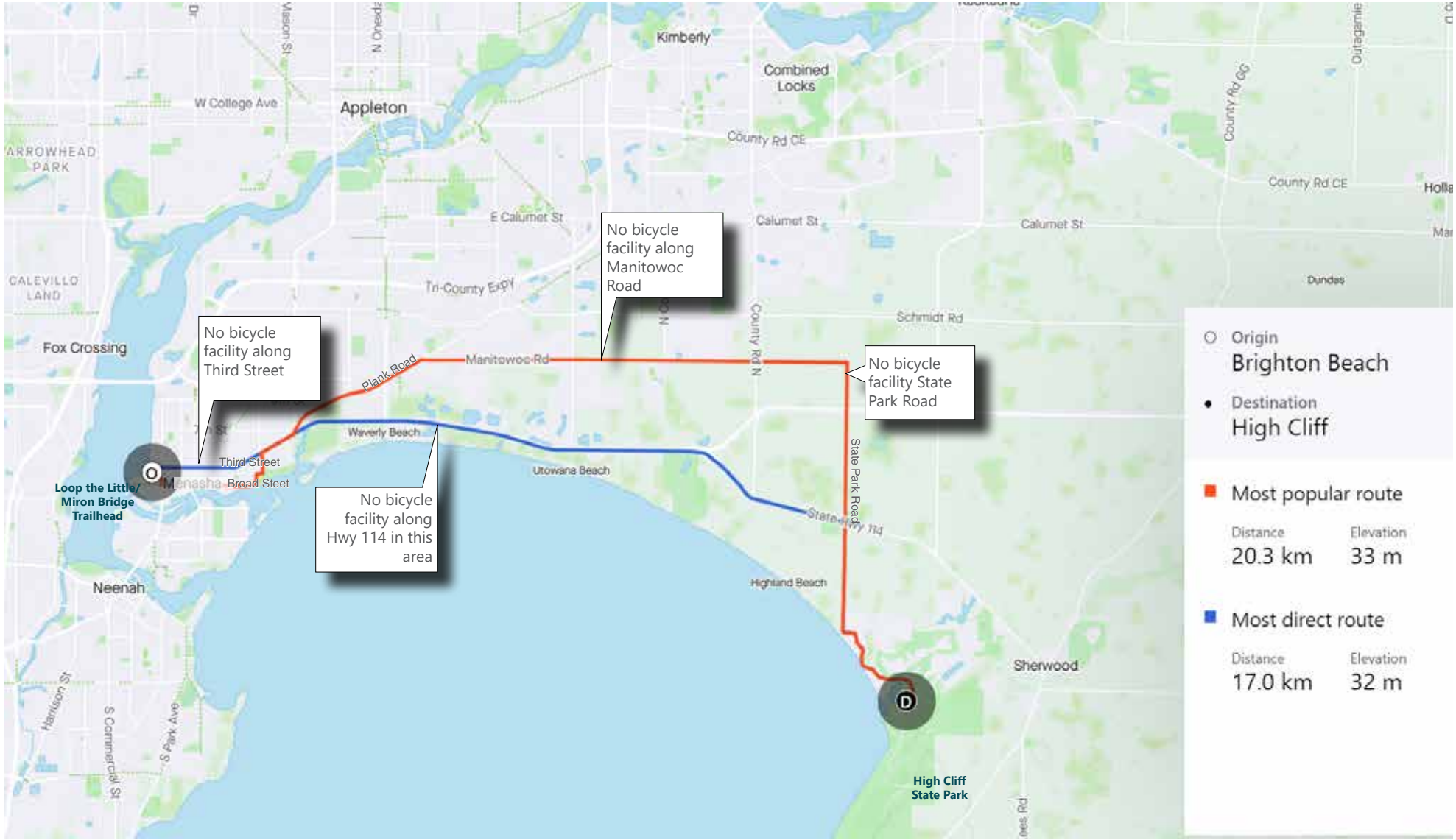


Figure 2.6 2021 StravaMetro map of most popular/most direct routes between the Miron Bridge Trailhead and High Cliff State Park

BICYCLE TRIPS *(INTERNAL USE ONLY)*

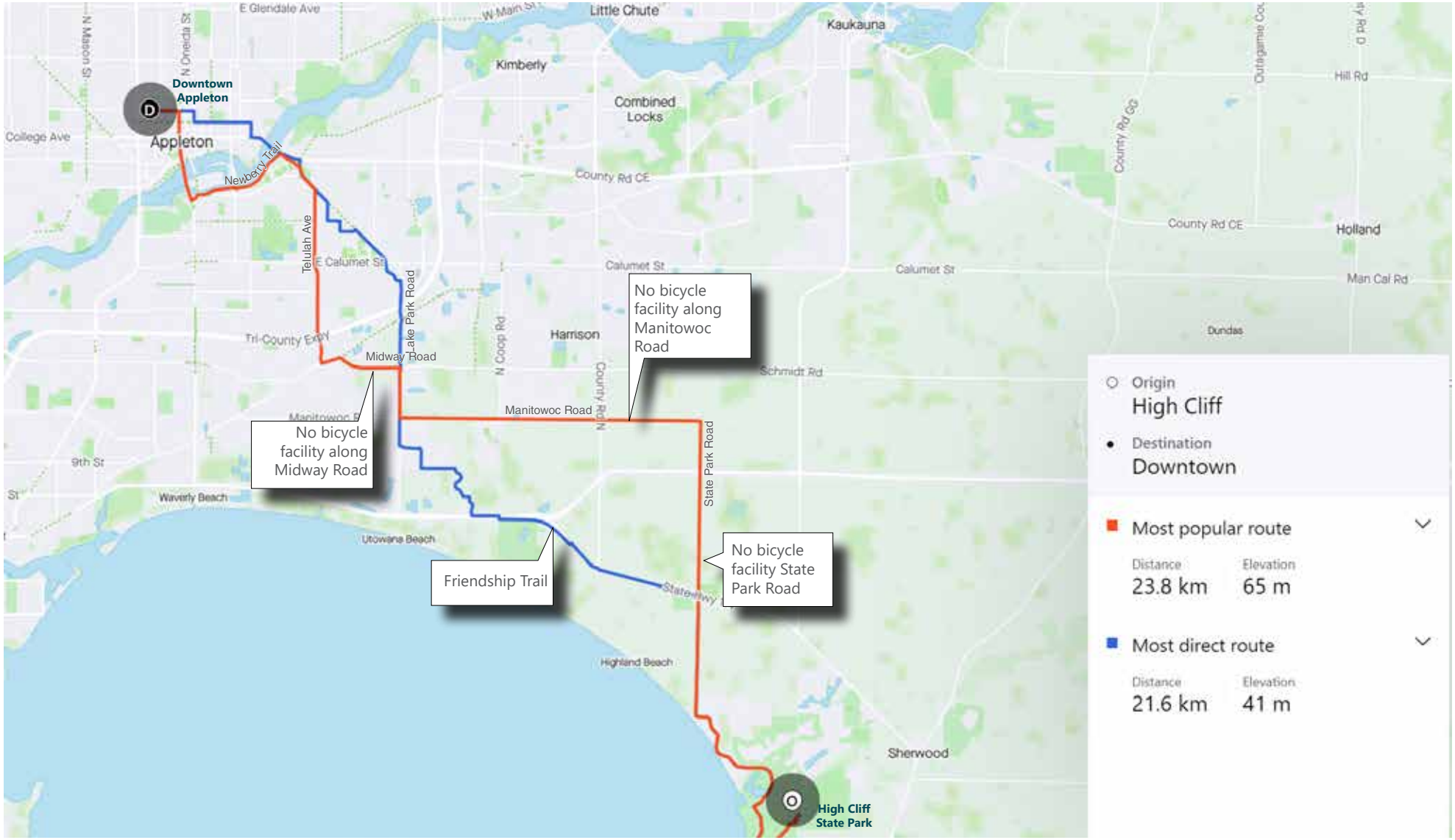


Figure 2.7 StravaMetro map of most popular/most direct routes between Downtown Appleton and High Cliff State Park

STREETLIGHT ANALYSIS

StreetLight metrics were used in this feasibility analysis to better understand the ways that people are moving around the study area. These metrics are calculated using de-identified (anonymous) smartphone location data and other navigation devices in combination with several other sources including the U.S. Decennial Census, American Community Survey (ACS), digital road networks, and parcel data. The Streetlight program normalizes and adds context to that information to allow users to answer questions that relate to how people are moving within and through different geographic areas.

TIME FRAME

The analysis took stock of activity by mode of travel for the entire year of 2020. While 2020 was an unusual year in many ways, trends in outdoor activities that the onset of the COVID-19 pandemic brought on have largely continued today.

StreetLight data can also differentiate between days of the week and parts of the day when travel is occurring. For our analysis we gathered data on the differences between weekdays (Monday-Friday) and weekend days (Saturday and Sunday), and each day was separated into 4–6-hour segments (Early AM, Peak AM, Mid-day, Peak PM, and Late PM) of activity. By differentiating the data in this way we can look at trends and patterns in the way the study area is used over the course of a normal week.

MODES

StreetLight data identifies modes of travelers based on patterns of travel such as speed and location within the roadway. Three modes of travel analyzed for this study are:

- All Vehicles (cars, trucks, and buses)
- Bicyclists
- Pedestrians

By looking at each of these modes separately, we are able to understand how far and what routes people take to walk, bike, and drive within the study area.

ZONES

Zones are used by the Street Light Program to identify areas of interest. The boundaries of a zone determine which travelers are measured in the analysis. Some zones will be considered Pass Through because most people are moving through an area and likely not stopping and staying for long (like a trail segment) and others are Non-pass Through zones that indicate the place a person's trip starts or ends. The zones used for this analysis were: High Cliff State Park; Heckrodt Wetland Reserve; the Miron Bridge Trailhead; and Jefferson Park.

TYPES OF ANALYSIS COMPLETED

A wide variety of transportation analyses is available to explore using StreetLight data. The project team decided to ask the following questions:

- How far are people traveling to reach High Cliff State Park and other destinations within the study area?
- Which mode of travel (bike, walk, or drive) are people choosing to take to travel to their destinations within the study area?
- Which modes of travel are taken within High Cliff State Park? What can we understand about recreational activities within High Cliff State Park?
- What demographic information can we gather to understand the characteristics of the people who are traveling to destinations within the study area?

To best answer the questions above, the following types of analyses were completed for the study area:

Zone Activity Analysis
This type of analysis is useful for identifying who is coming to a zone and general information on how the space is being used including how long people spending in that zone, how far they are going within the zone, etc.

Trips to or from Pre-set Geography
This type of analysis evaluates trips to and from the zone of interest providing information on where visitors to each zone are coming from and going to.

STREETLIGHT RESULTS

The following pages provide a snapshot of some of the information gathered through StreetLight. The amount of information that can be explored is quite vast, and the project team will continue to return to this platform to answer questions throughout the planning process. The following results represent information gathered over the entirety of the year 2020 using StreetLight metrics, which track cell phone data. This information is not exhaustive but provides some insight regarding patterns of travel.

VEHICLE TRAVEL TO HIGH CLIFF STATE PARK

People travel from all over the state of Wisconsin and beyond to visit High Cliff State Park. The Streetlight data shows that generally most people are entering the park via a vehicle (bus, car or truck), with 2,677 vehicles counted in 2020. Approximately 55% of these trips originate from within the Sherwood and Harrison area immediately adjacent to the State Park, within 10 miles of the park entrances. Most other trip originations by vehicle to High Cliff State Park are spread equally throughout the Fox Cities and along the east shore of Lake Winnebago.

Figure 2.8 StreetLight Data: Origins of Vehicles Traveling to High Cliff State Park in 2020

BICYCLE TRAVEL TO HIGH CLIFF STATE PARK

All bike trips to the park are coming from the Fox Cities region. Of those trips, 58.4% are coming from the census tracts directly around the park and 39% are coming from the census tract immediately north of the park. Most bike trips (24%) taken are between 0-5 minutes long. Bike trip frequency largely decreases as travel time increases until getting to the 55–60-minute trip mark where there is an increase. A similar trend occurs when considering trip length. Most trips (36%) are between 0-1 miles and the frequency of trips decreases as length of trips increase until reaching trips above 9 miles long. **Likely, the majority of bike trips taken to the park are by nearby residents, but there are a number of cyclists traveling to the park as part of longer trips.**

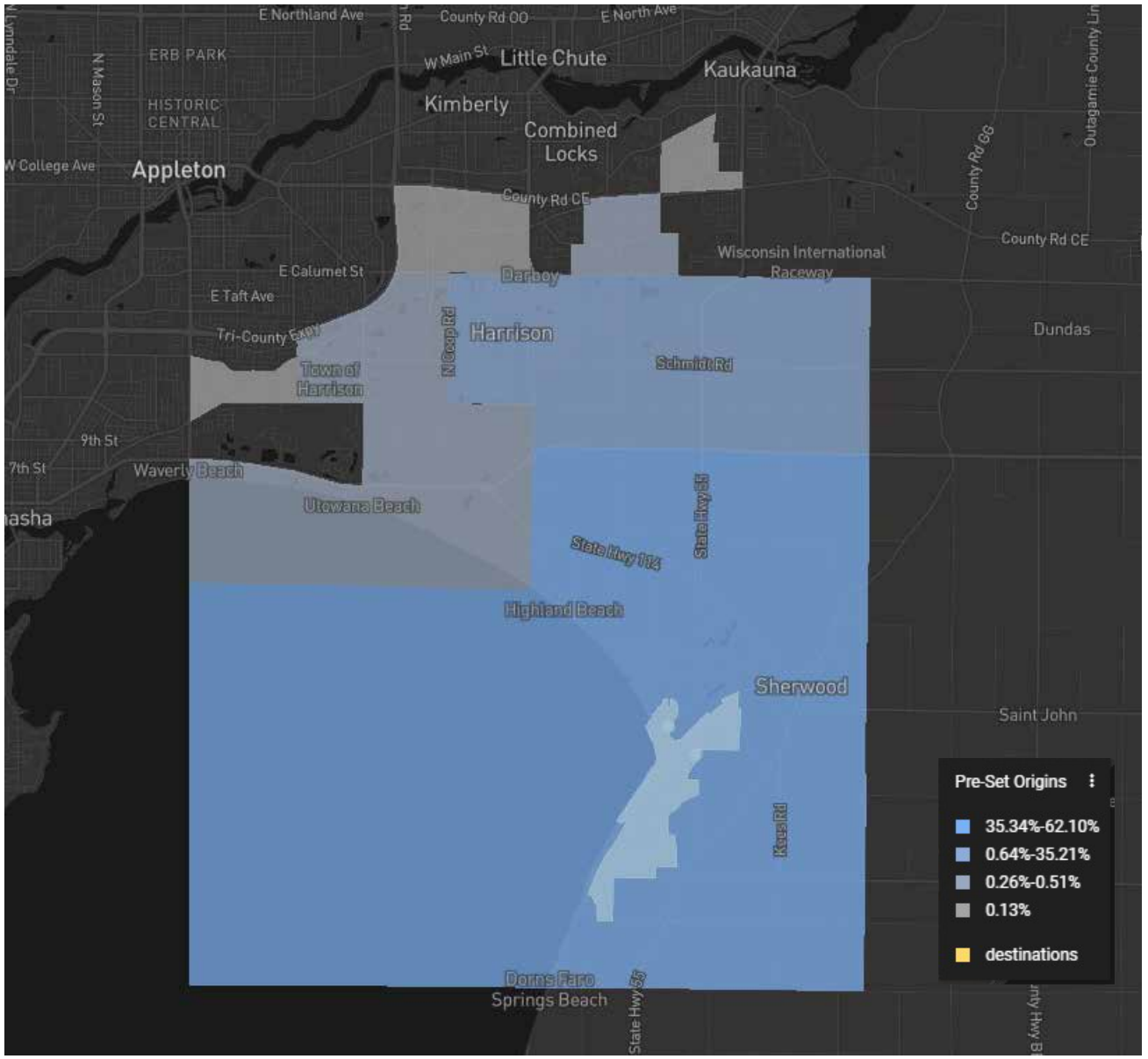


Figure 2.9 StreetLight Data: Origins of Bicyclists Traveling to High Cliff State Park in 2020

PEDESTRIAN TRAVEL TO HIGH CLIFF STATE PARK

A significant number of people walked to High Cliff State Park in 2020. Like the other modes discussed, most pedestrians are coming from the areas immediately adjacent to the State Park. Of pedestrian trips, 72% are starting from the census tract that surrounds the park. **Surprisingly, many people walking to the park are spending more than 60 minutes (15%) to arrive at their destination, although they are primarily only traveling up to 2 miles. This indicates that pedestrians are walking for recreation, likely taking longer or more scenic routes to reach the State Park.**

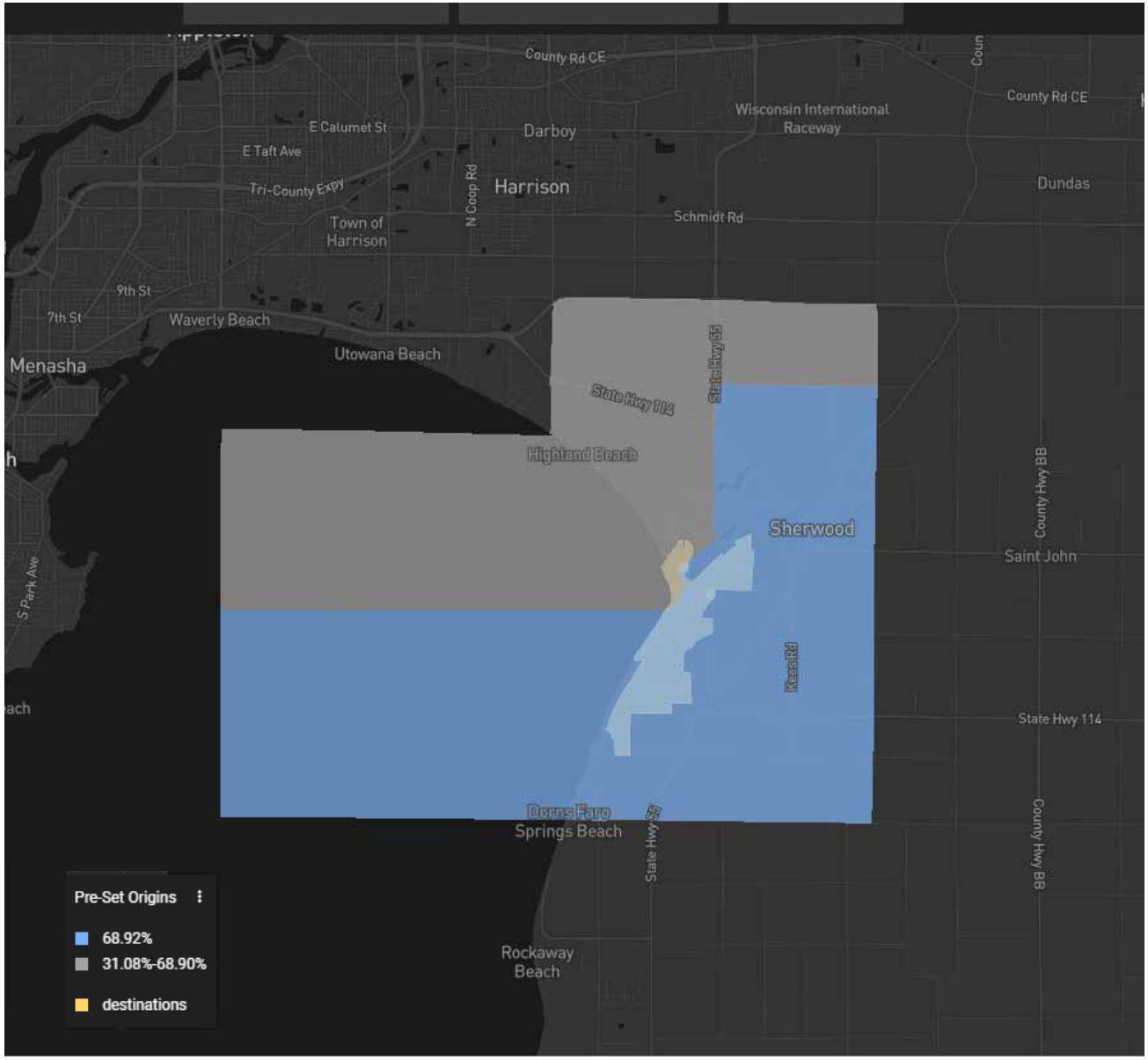


Figure 2.10 StreetLight Data: Origins of Pedestrians Traveling to High Cliff State Park in 2020

VISITOR ACTIVITY WITHIN HIGH CLIFF STATE PARK

Using the StreetLight Data, we can understand characteristics and travel patterns for the activities that people are undertaking while they are visiting High Cliff State Park. Based on the feedback gathered through the Community Engagement phase, it is clear that biking and hiking are among the most popular activities for visitors within the park.

Of the people who are cycling as an activity within High Cliff State Park, many actually live farther than the areas adjacent to the State Park. Most of these cyclists live in the Appleton (12%) and Menasha (8%) areas, with other cyclists living throughout the Fox Cities, and smaller percentages who live throughout the state. Because the home locations of these park users differ from the origin data collected about how people travel to the park, there are a few assumptions we can make:

- Many cyclists throughout the Fox Cities tend to drive to High Cliff State Park, bringing their bicycle to ride recreationally throughout the park.
- Most (59%) cyclists within the park most are traveling a short distance of 0-2 miles at fairly low speeds (between 0-6MPH). This could indicate younger children, seniors, and families taking leisurely rides together within the park.

Zone Activity data from StreetLight shows that people who visit High Cliff to walk or hike are traveling from farther destinations, some beyond the state. The duration of these hikes vary, with most (18%) walking for more than 60 minutes. However, most walking trips within the park (61%) are less than one mile, which likely is due to people taking short trips to connect to park facilities while camping.

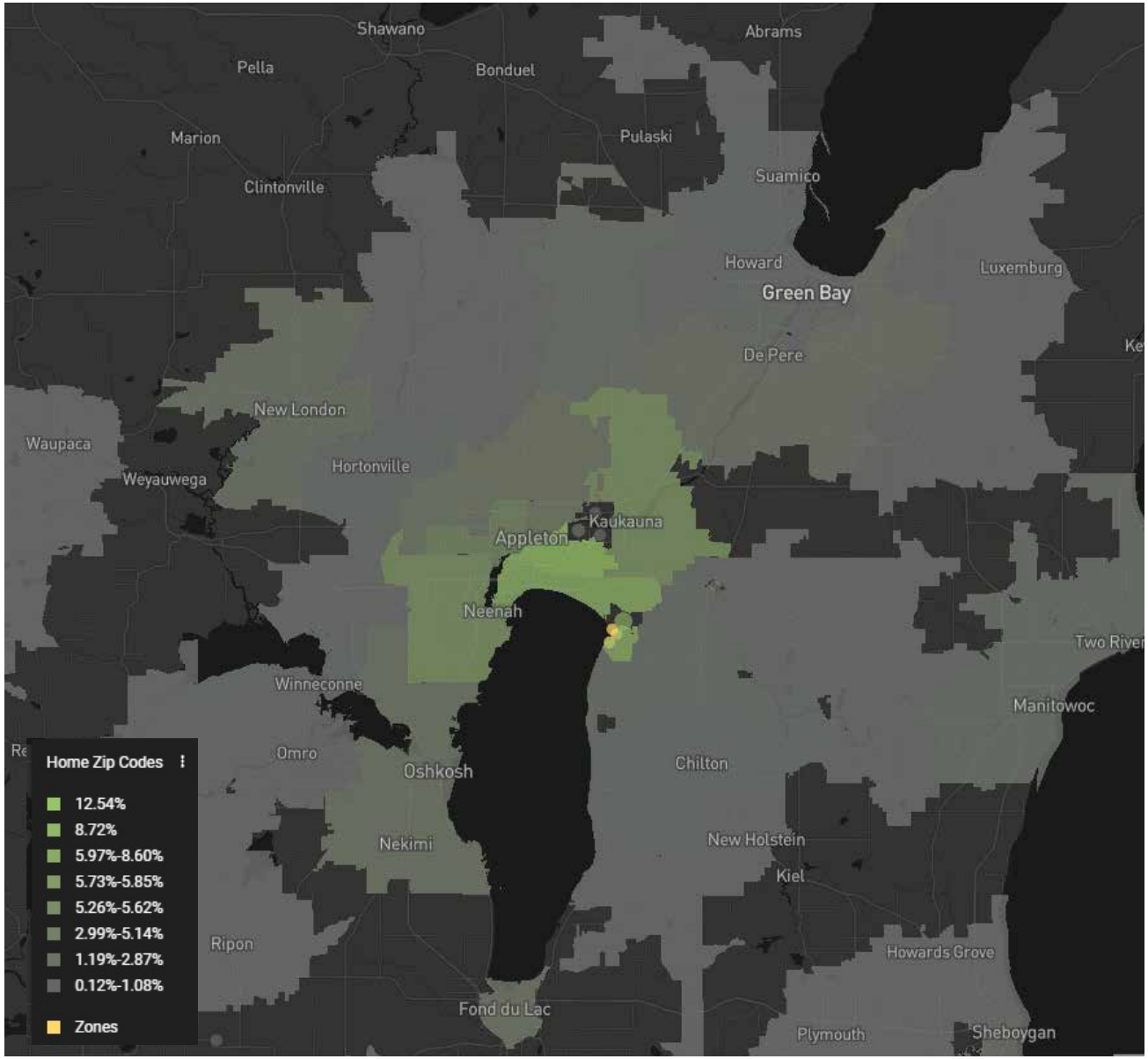


Figure 2.11 StreetLight Data: Home Locations of Cyclists within High Cliff State Park in 2020

DEMOGRAPHIC INFORMATION OF HIGH CLIFF VISITORS

StreetLight Data combines trip information with census data to make assumptions about the demographics of the travelers represented in the datasets.

After examining the assumed demographic information about bicyclists traveling to and from High Cliff State Park, the following observations were made:

- While the race and ethnicity information of bicyclists traveling to/from High Cliff is similar to the region's demographics, the percentage of cyclists who are white (92%) is higher than the percentage of overall residents who are white (89%).
- Household income of bicyclists traveling to/from High Cliff is very close to the region's current demographics, with slightly more cyclists from incomes below $100K (78.5%) represented than percentage of overall residents with incomes below $100K (71.9%).
- Information about trip purposes shows very few cyclists traveling throughout the study area for work commuting purposes. Less than 3% of trips taken were likely related to employment destinations.
- While the data does not provide travelers' ages, there is information assumed about family status. Of the cyclists traveling within the study area, approximately 64% are part of households that do not have any kids. 16% are part of households with young kids (6 years and younger), and 28% are part of households with kids between the ages of 6-17.

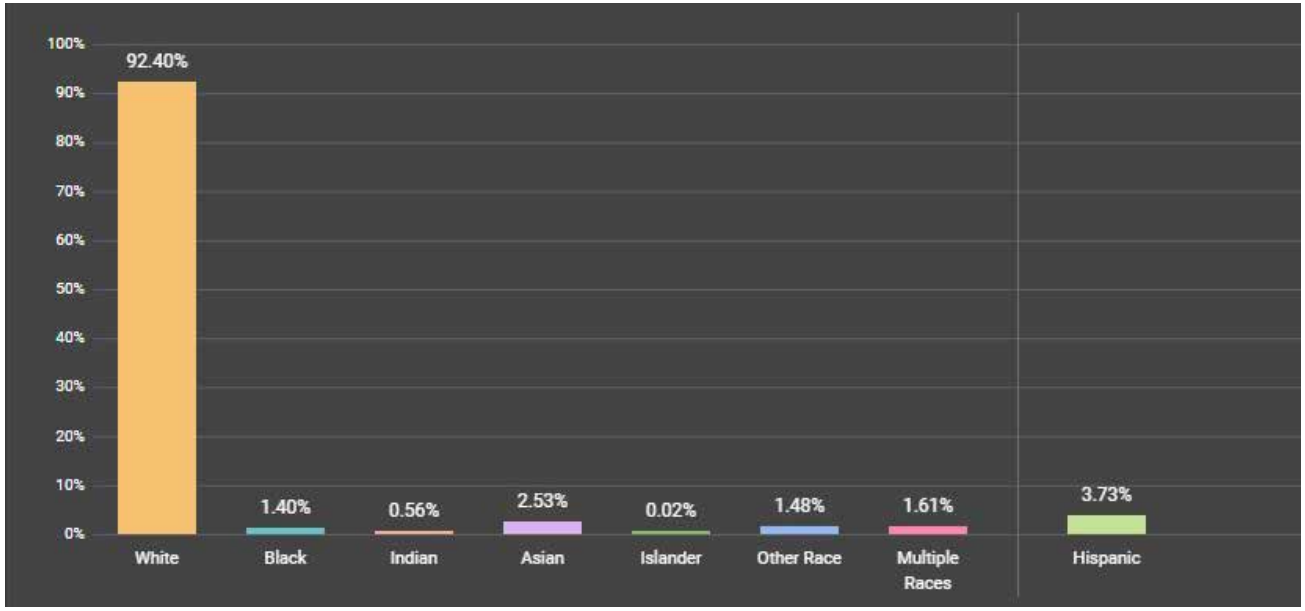


Figure X. StreetLight Data: Race and Ethnicity Data for Cyclists Traveling to/from High Cliff State Park in 2020

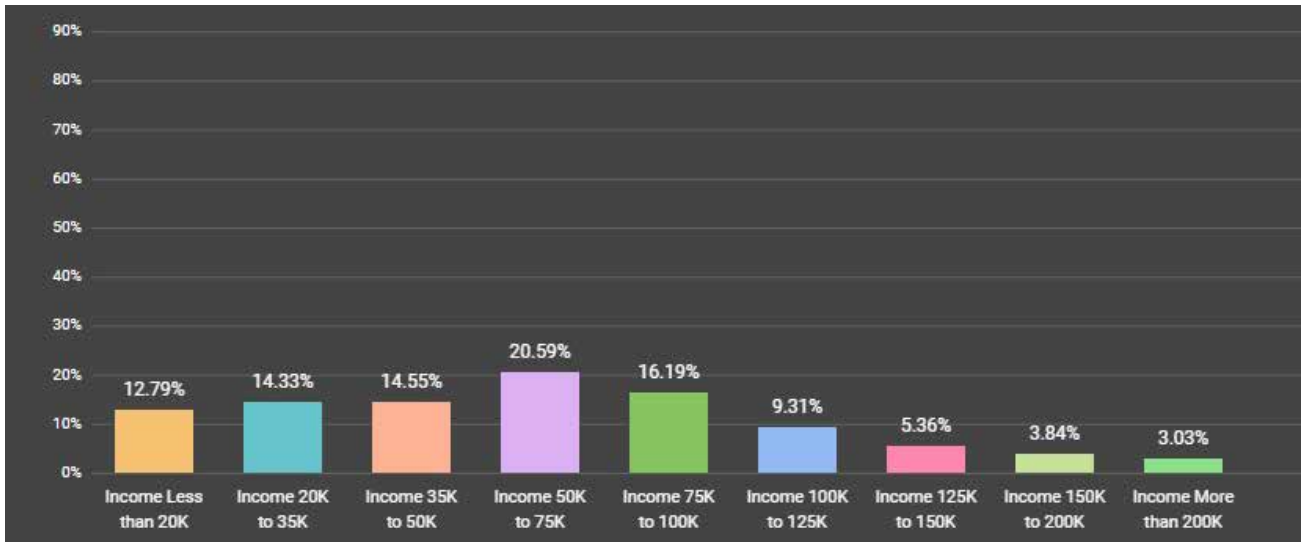


Figure 2.12 StreetLight Data: Income Data for Cyclists Traveling to/from High Cliff State Park in 2020

LEVEL OF STRESS / COMFORT ANALYSIS

UNDERSTANDING THE THRESHOLDS FOR USE

A Level of Stress (LTS) analysis was performed to understand the level of comfort or stress bicyclists face on the existing bicycle and pedestrian system in the urban (developed) area of downtown Menasha. While this analysis traditionally focuses on bicyclists, the outcomes are easily translatable for pedestrian experiences. Understanding that this part of the potential route for the High Cliff Connection would involve using existing roadway corridors (rather than develop facilities along new roadways or developments), this was the only area that seemed appropriate for a LTS analysis.

Level of stress is influenced by the following:

- Traffic Volume: High volume of adjacent traffic is stressful and less desirable for bicyclists, especially when sharing the road with vehicles.
- Traffic Speed: High speed of adjacent traffic is stressful and less comfortable for bicyclists, especially when sharing the road with vehicles.
- Separation: Adjacent vehicle traffic in close proximity is stressful and less comfortable for most bicyclists. Separating bicyclists from the road (e.g., off-street trails) are the most comfortable routes to experience. Off-street trails also provide safer routes for pedestrians.
- Crossings: Unmarked or un-signalized intersections can be stressful and uncomfortable for both pedestrians and bicyclists. Crossing driveways and access roads can also be stressful for pedestrians and bicyclists. Visible and comfortable pedestrian and bicycle crossings require site-specific design elements. Not every crossing is stressful or uncomfortable.

After completing the LTS scores for the Menasha urban area it appeared that most of the existing roadways, or potential routes, connecting the Little Lake trailhead and Jefferson Park had similar levels of comfort for pedestrians and bicyclists, with most appearing to be comfortable for folks with a wide range of abilities, ages, and perceptions of safety. When applying the criteria of traffic volume, speed, separation and crossings, there were very subtle differences in the user experience for stress or comfort. The biggest differences between the corridors appear to manifest in the rating of comfort for crossing intersections, and some differences in posted speed limits.

The map on the opposite page shows inventory of intersection types, Average Annual Daily Traffic (AADT) and posted speed limits, along with existing bicycle and pedestrian facilities in the anticipated route area for the High Cliff Connection in Menasha.

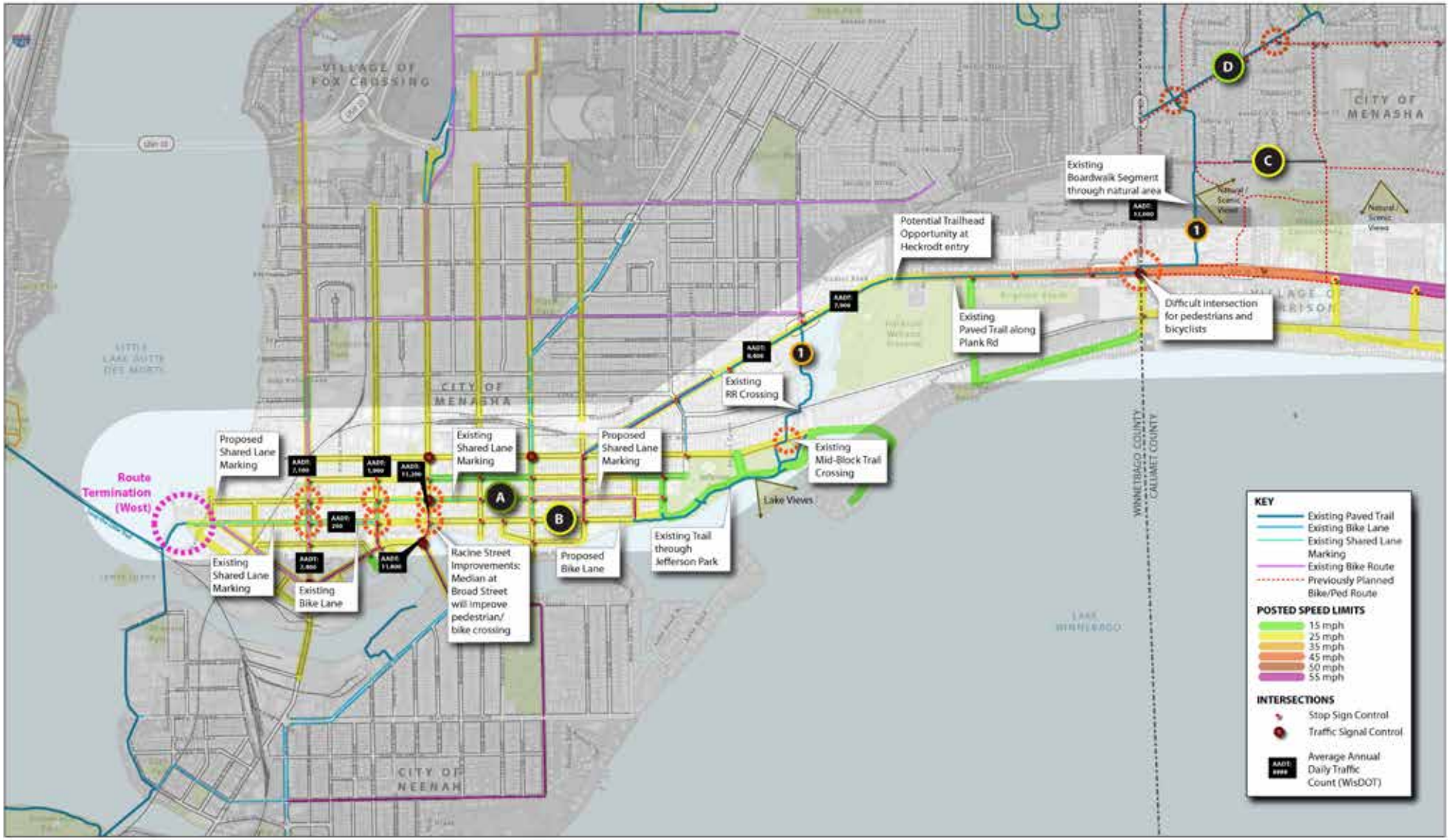


Figure 2.13 Inventory of Posted Speed Limits and Intersections in Menasha

ISSUES + OPPORTUNITIES

The following high-level issues and opportunities were identified at the conclusion of the feasibility analysis phase of the study and were refined later on through the route exploration phase.

ISSUES

- Finding one single facility type along the full corridor is not likely.
- Balance of connecting to neighborhoods and finding a direct route seem to be at odds with each other.
- Preference for route options along more "public" roadways.
- Additional land acquisition is likely needed for most routes east of Oneida Street.
- Need for engineering (survey) level study to determine best facility types.

OPPORTUNITIES

- Direct route options along major roadways seem to be preferred, prompting exploration of trail designs along US 10/114 that are elevated and could provide a new type of trail experience.
- Through engagement and interaction with Core Team and Stakeholder Group, preferences for as much separation between trail users and vehicles seems to be preferred, even if cost or impact is greater.
- There continues to be strong support for a future bike and pedestrian connection.

Example image of an elevated boardwalk trail

Example of separated, multi-use paved trail

COMMUNITY ENGAGEMENT

ENGAGEMENT PHASE 1

The purpose of the first phase of community engagement was to gather information and initial ideas from the broad community, as well as understand specific ideas, issues, and opportunities from specific user groups (stakeholder groups).

In order to reach as many people as possible to inform them about the project and how to provide input, the outreach effort included a variety of platforms and events. A project website and social media updates were used to inform the public of upcoming events and project information. Pop-up events at farmers markets and community gatherings solicited initial feedback about the project. An online survey asked detailed questions about individuals' recreation habits and an interactive map sought comments and recommendations on possible route options through the project area. A summary of the results of this feedback is outlined in the following chapter.

OUTREACH AND EVENTS

In order to reach as many people in the community as possible, to inform them about the project and how to provide input, the following actions were taken:

- Public Website
- Social Media
- Pop-Up Events

PROJECT WEBSITE

A project website was created to serve as a hub of information for the entire project. The site gives a description of the project, the study area, and directed visitors to participate in online survey tools. The project website will remain throughout the duration of the project as a means to display concepts, draft materials, solicit input and share about events. Currently, there is an interactive map (Social Pinpoint) and Community Survey linked from the project website.

Project website: ***www.hkgi.mysocialpinpoint.com/high-cliff-connection***

SOCIAL MEDIA

Through the Stakeholder Group, the Core Group, and an ongoing list of community agencies and organizations, social media posts have shared information about the project launch and community survey tools. We have seen a boost in activity following municipal social media posts.

POP-UP EVENTS

(3) Pop-up Events were held in the month of October, hosted by HKGi and ECWRPC staff. Pop-up events involve setting up an info booth and interacting with people attending a community event.

- 10/9: Neenah Farmers Market
- 10/23: Appleton Farmers Market
- 10/23: High Cliff Halloween Walk

Each of the farmers market events was successful in providing a way to speak one-on-one with more than 100 people at each event. In general, people were very excited about the project, enthusiastic about the idea of expansion of the trail network, and appreciative (some almost surprised) of the engagement effort. Many people talked about riding their bikes to High Cliff for many years and the long overdue need for this project.

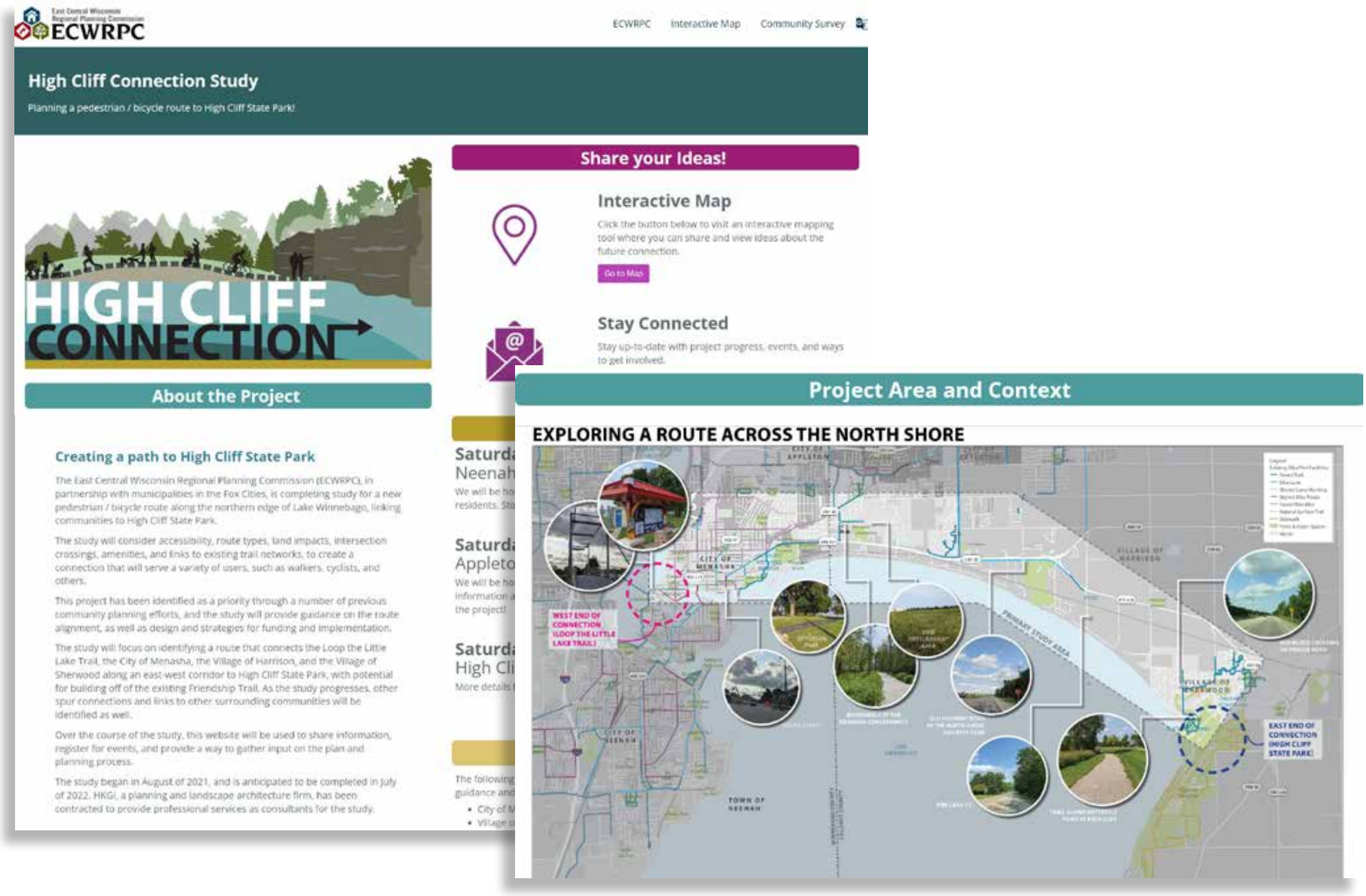
The Halloween Walk at High Cliff was very heavily attended. However, fewer people were interested in speaking with us about the project (likely because the setting was much more social and family oriented, and most people were more interested in trick-or-treating). However, introduction and face-to-face interaction with members of the Friends of High Cliff State Park (FOHCSP) was a success.

Business cards that included project branding and instructions to visit the website and participate in the online survey tools were handed out to booth visitors, boosting traffic to the online suite of tools.

Neenah Farmers Market Pop-Up on October 9, 2021

Appleton Farmers Market Pop-Up on October 23, 2021

High Cliff Halloween Hike Pop-Up on October 23, 2021



Project website homepage from January 2022

COMMUNITY SURVEY

An online community survey was launched at the beginning of October 2021 and was open until December 1st, 2021. This survey contained (10) questions to understand ideas and sentiments towards the project and biking/walking in the area. An additional (5) questions were asked at the end of the survey to understand the demographics of the participants. The survey was designed to take 5-10 minutes to complete.

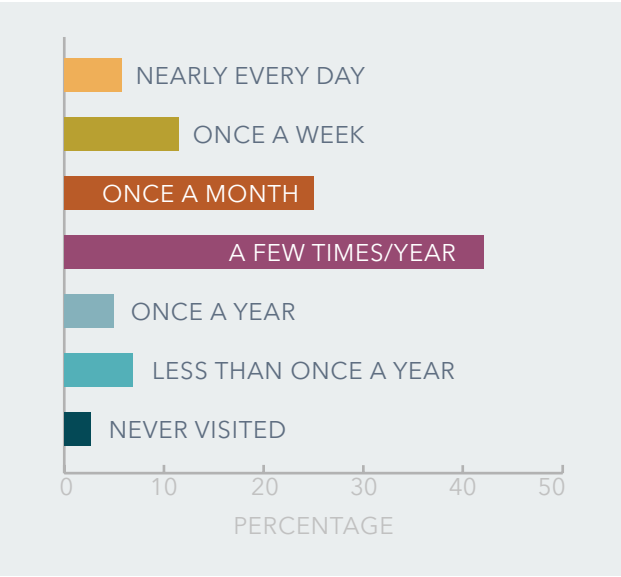
PARTICIPATION

Over the eight weeks that the survey was open, 275 responses were collected. The survey was advertised through the project website, social media accounts of the Core Team and Stakeholder Group contacts, and by word-of-mouth at the pop-up events.

SURVEY RESULTS

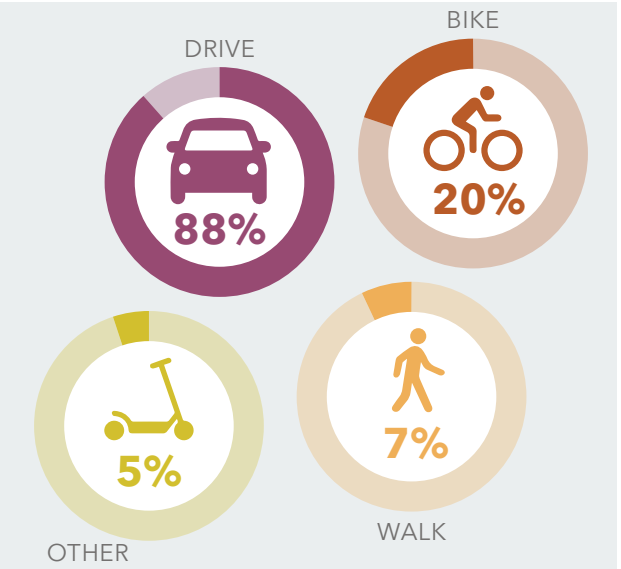
The following is a summary of questions asked and responses gathered through the community survey. All questions were optional.

HOW OFTEN DO YOU VISIT HIGH CLIFF STATE PARK?



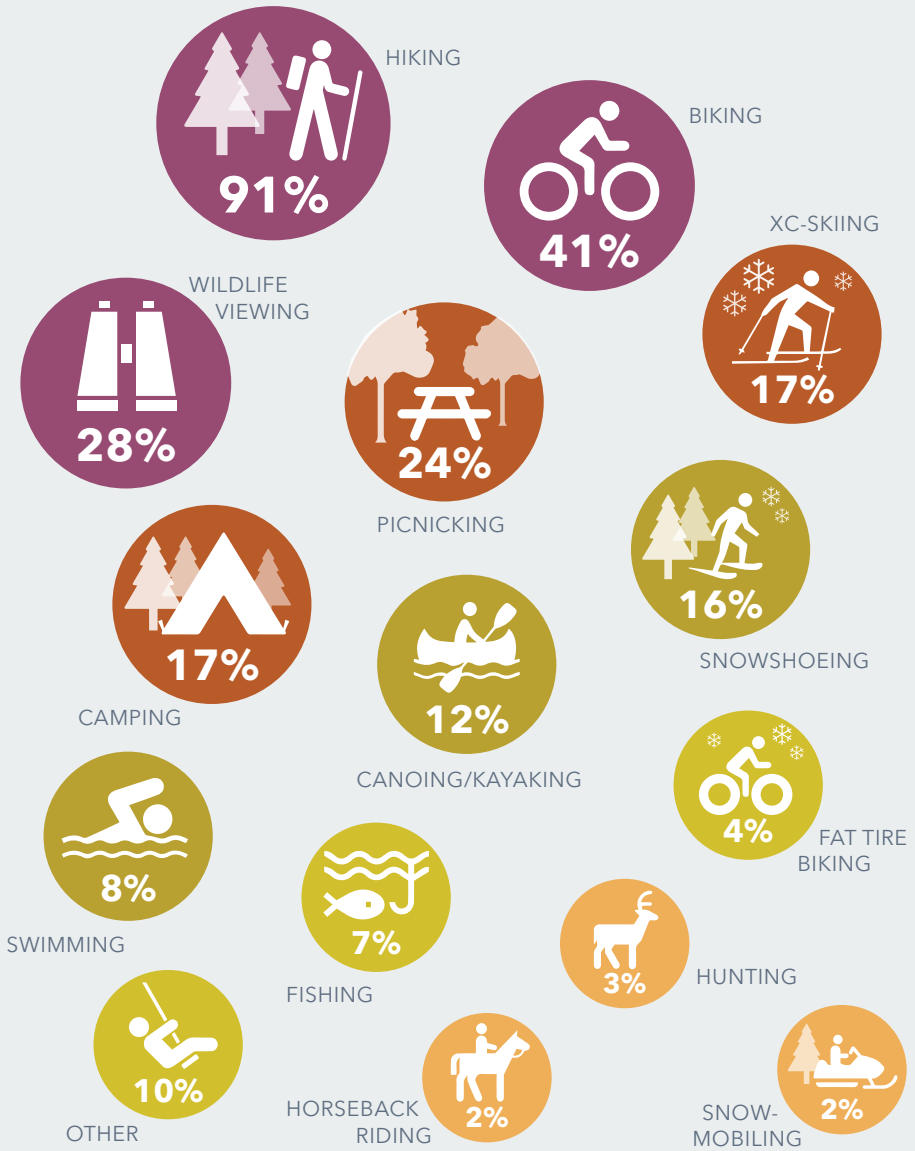
HOW DO YOU USUALLY GET TO HIGH CLIFF STATE PARK?

(CHOOSE ALL THAT APPLY)

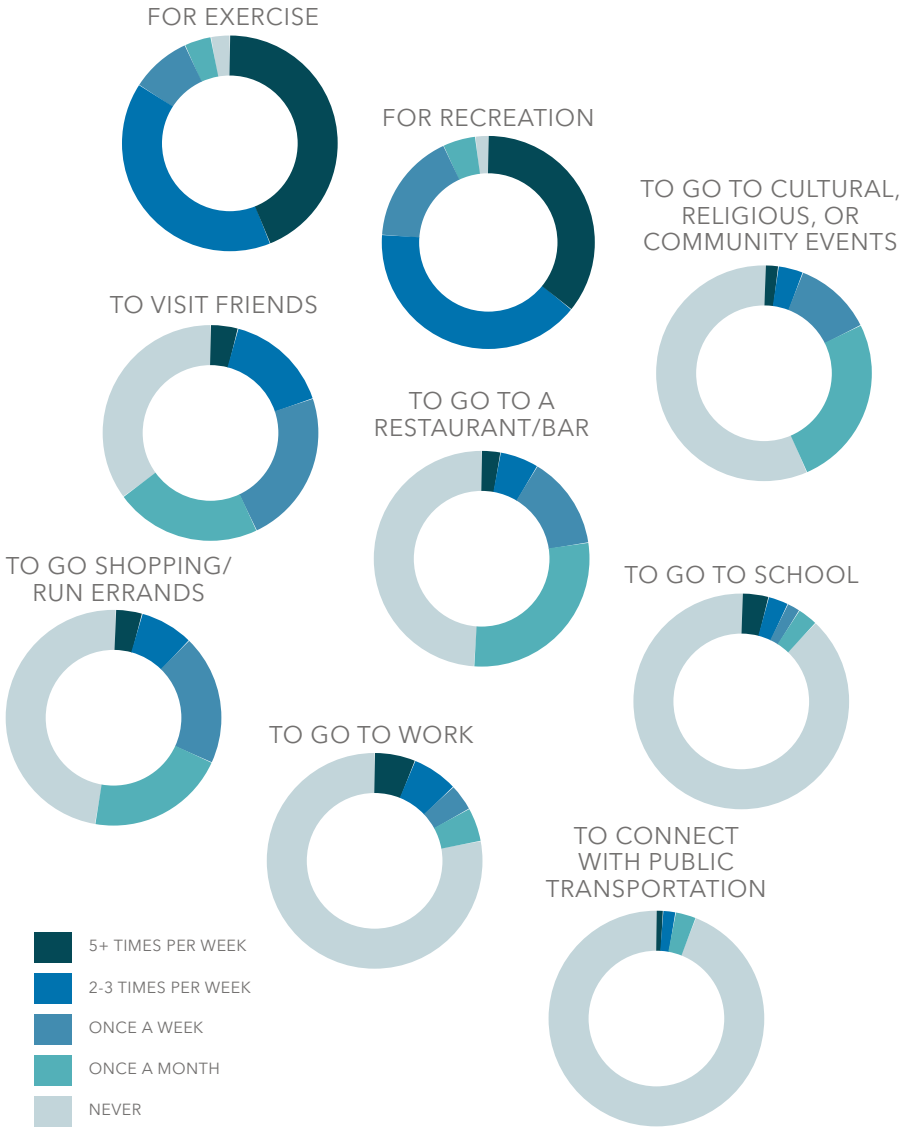


WHAT ARE YOUR FAVORITE ACTIVITIES AT HIGH CLIFF STATE PARK?

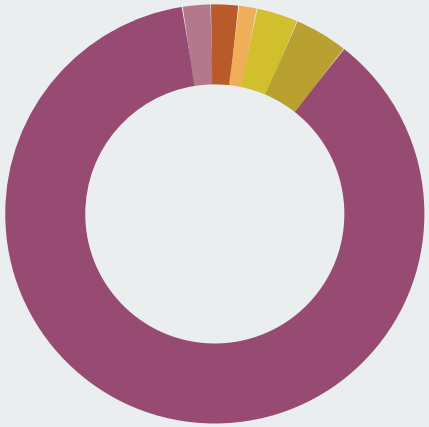
(CHOOSE ALL THAT APPLY)



DURING THE WARMER MONTHS OF THE YEAR, HOW OFTEN DO YOU WALK/BIKE FOR THE FOLLOWING REASONS?

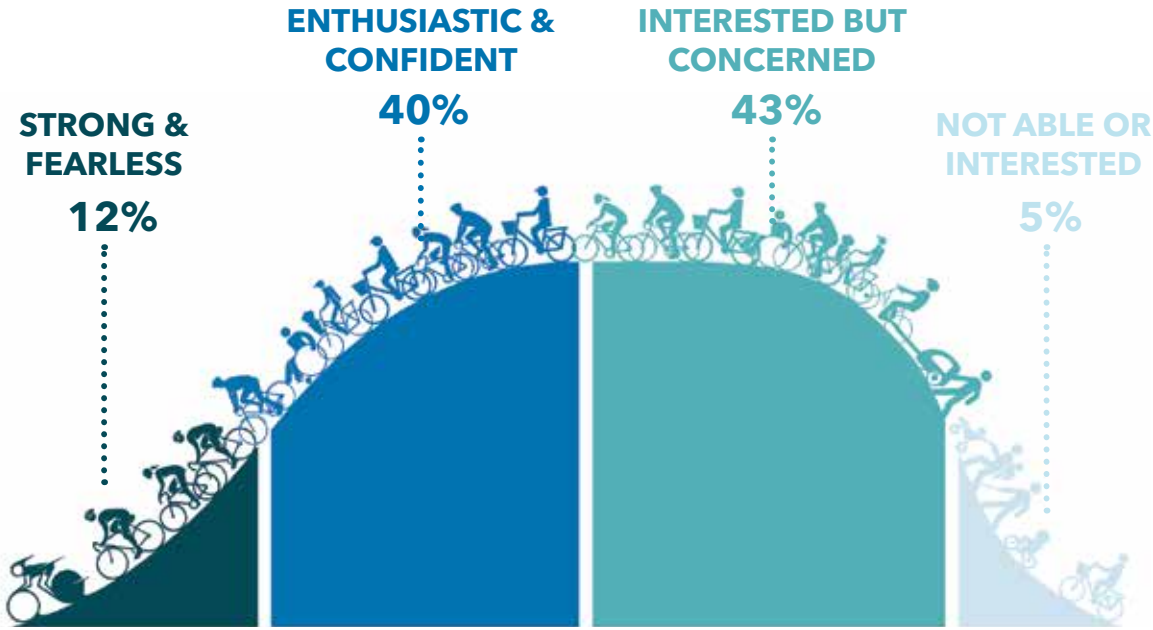


DO YOU EXPERIENCE DISABILITIES THAT AFFECT YOUR COMFORT WITH BIKING OR WALKING?



- YES, I EXPERIENCE OTHER DISABILITIES NOT LISTED
- YES, I AM HEARING IMPAIRED
- YES, I AM SEEING IMPAIRED
- YES, I USE A MOBILITY AID
- OTHER
- NO, I DO NOT EXPERIENCE DISABILITIES THAT AFFECT MY COMFORT WITH BIKING/WALKING

HOW WOULD YOU CHARACTERIZE YOUR COMFORT WITH BIKING?

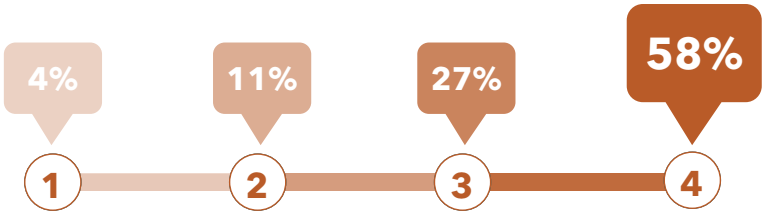


WHAT KEEPS YOU FROM WALKING OR BIKING MORE?

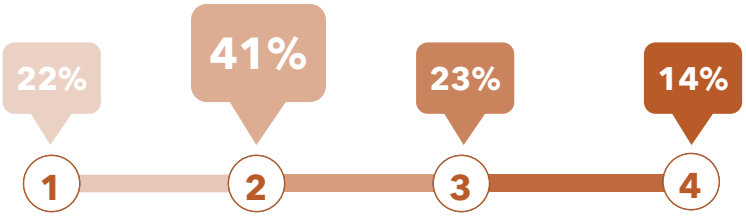
(CHOOSE ALL THAT APPLY)

WHAT ARE THE MOST IMPORTANT DESTINATIONS FOR YOU TO WALK/BIKE TO?

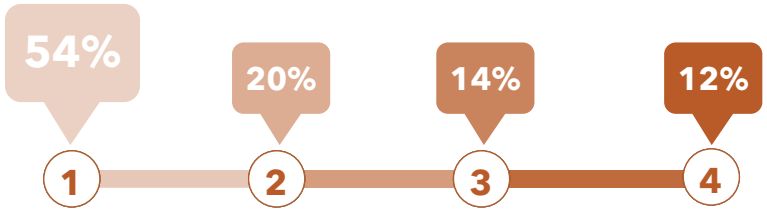
(1 BEING THE LEAST IMPORTANT, 4 BEING THE MOST IMPORTANT)



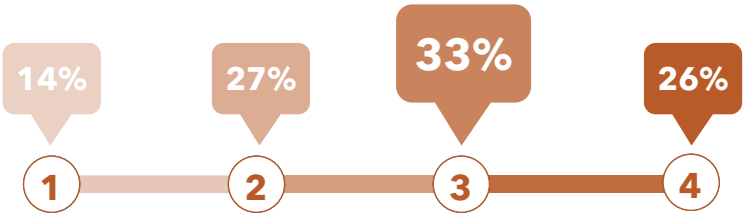
PARKS & TRAILS



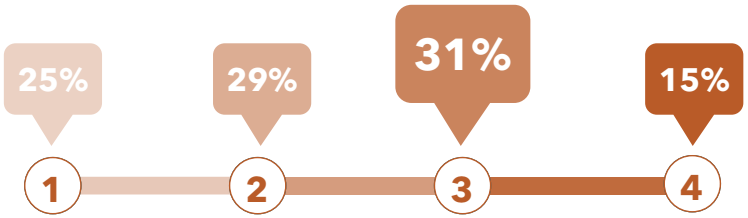
SHOPPING, DINING, & ENTERTAINMENT



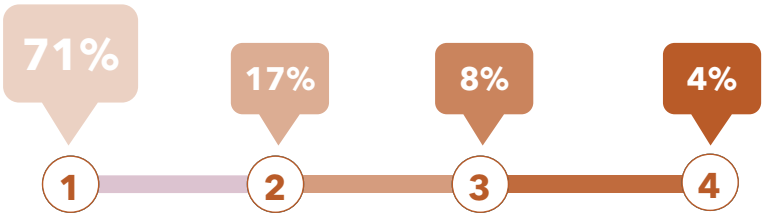
SCHOOLS



PLACES OF WORK



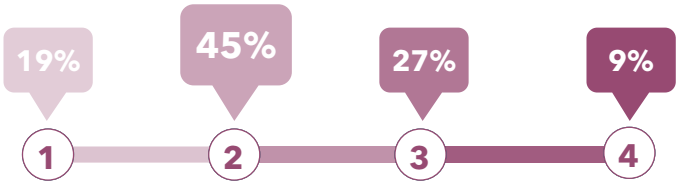
LIBRARY, COMMUNITY, OR CIVIC BUILDINGS



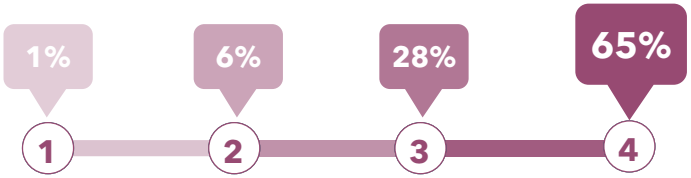
PLACES OF WORK

HOW IMPORTANT ARE EACH OF THE FOLLOWING TO YOU, IN THE CONTEXT OF A FUTURE BIKE/PEDESTRIAN CONNECTION

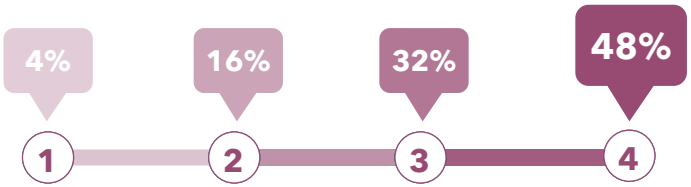
(1 BEING THE LEAST IMPORTANT, 4 BEING THE MOST IMPORTANT)



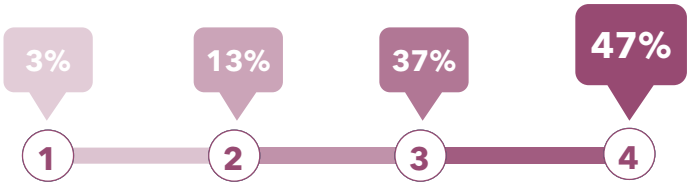
ABILITY TO GET TO DESTINATION AS QUICK AS POSSIBLE



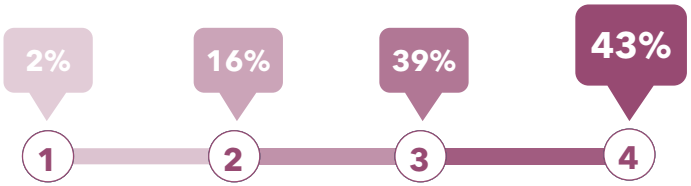
FEELING SAFE & COMFORTABLE ALONG THE ROUTE



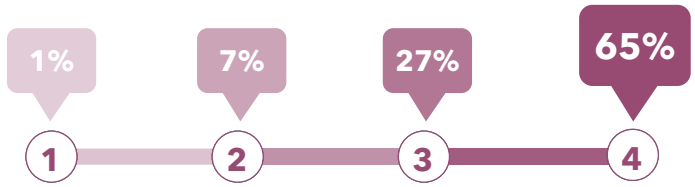
SEPARATION/PROTECTION BETWEEN TRAIL AND ROADWAY



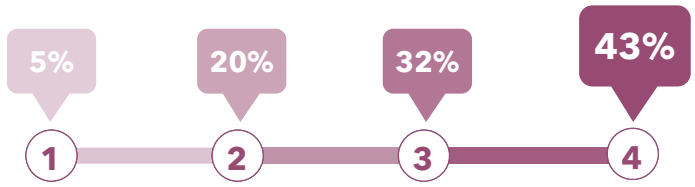
CONNECTIONS TO OTHER TRAILS IN REGION



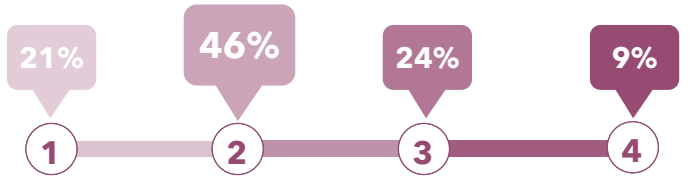
ROUTE WITH SCENIC VIEWS & CONNECTIONS TO PARKS



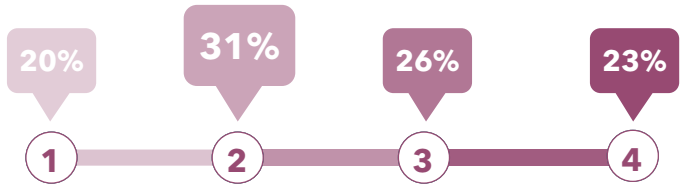
SAFE & COMFORTABLE CROSSINGS



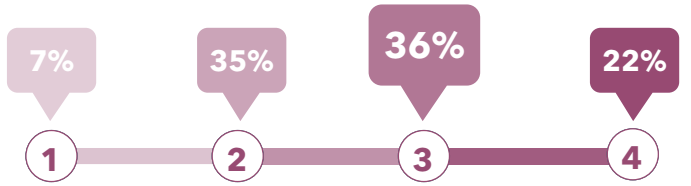
AVOIDING CROSSING MAJOR ROADWAYS AS MUCH AS POSSIBLE



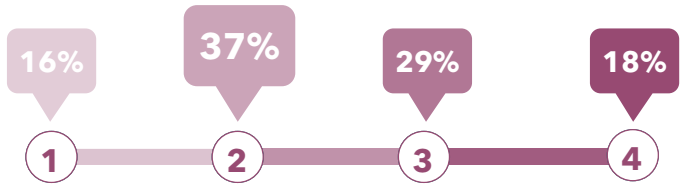
INCLUSION OF PLACES TO SIT OR REST ALONG ROUTE



YEAR-ROUND TRAIL USE (PLOWED DURING WINTER)



WAYFINDING SIGNAGE & ABLE TO NAVIGATE EASILY



LIGHTING ALONG ROUTE

SHARE ANY THOUGHTS OR IDEAS YOU HAVE ABOUT THE PROJECT:

"GREAT IDEA. ONE OF THE MOST VISITED STATE PARKS WITH NO TRAILS CONNECTING IT TO ONE OF THE MOST URBAN AREAS OF THE STATE. WOULD ALSO BE GOOD TO CONNECT WITH THE CE TRAIL VIA N OR STATE PARK RD."

"THE FOX VALLEY IS A WONDERFUL BLEND OF CLOSE URBAN AND RURAL DESTINATIONS, A PLEASURE TO BE ABLE TO EXPERIENCE THIS WITH CYCLING."

"IT WOULD BE NICE TO EVENTUALLY ADD A NORTH/SOUTH CONNECTOR TO ANY TRAIL ALONG LAKE WINNEBAGO, CONNECTING TO APPLETON AND/OR THE CE TRAIL."

"NEED TO FIND A SAFE WAY TO CROSS 114 AT STATE PARK ROAD."

BADLY NEEDED. FAR TOO FEW GOOD PLACES TO BIKE THAT ARE FREE OF TRAFFIC, BUSY INTERSECTIONS BUT WITH PLEASANT SCENERY. EVEN BIGGER URBAN AREAS LIKE MINNEAPOLIS ARE BETTER FOR BIKING.

"I WOULD USE THIS NEW ROUTE IF IT WAS SAFE AND NOT ROUTED TOO FAR OUT OF THE WAY."

"WOULD LIKE TO SEE A PLAN FOR A TRAIL CONNECTION TO CALUMET COUNTY PARK."

"I WOULD LOVE TO RIDE MY BIKE TO HIGH CLIFF ON A TRAIL AWAY FROM TRAFFIC."

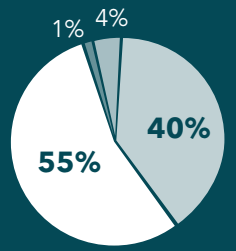
FANTASTIC PROJECT WOULD LOVE TO SEE TRAILS CONNECTING RESIDENTIAL AREAS OF HARRISON AND BUCHANAN CONNECTING TO HIGH CLIFF.

"WOULD LOVE TO SEE GREEN WILDLIFE CORRIDORS WITH TRAILS FOR RELAXING WALKS, WILDLIFE VIEWING, AND INCREASED AMOUNT OF VEGETATION/TREES."

I WANT TO SEE TRAILS THAT CAN BE SAFELY NAVIGATED INDEPENDENTLY BY OLDER YOUTH AND ARE FRIENDLY FOR FAMILIES WITH CHILDREN. SHADE IS VERY IMPORTANT. AREAS THAT ARE PLOWED BUT NOT SALTED, AS THIS KEEPS ME FROM BEING ABLE TO WALK MY DOG DUE TO IRRITATION.

"HIGH CLIFF IS A COMMON DESTINATION FOR PEOPLE IN OUR COMMUNITIES. AS DEVELOPMENT HAS OCCURRED ON THE EASTERN SIDE OF THE FOX CITIES TRAFFIC HAS INCREASED MAKING SAFE BIKING DIFFICULT. A TRAIL TO HIGH CLIFF WOULD ENCOURAGE MORE PEOPLE TO RIDE TO THE PARK."

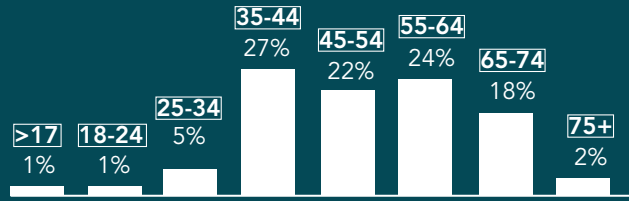
WHO PARTICIPATED?



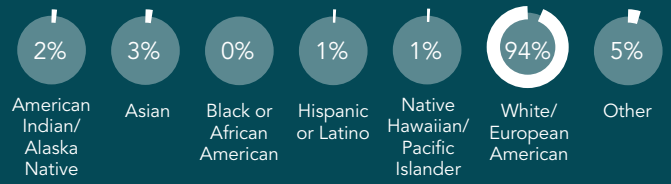
GENDER

55% - Female
40% - Male
4% - Prefer not to answer
1% - Other

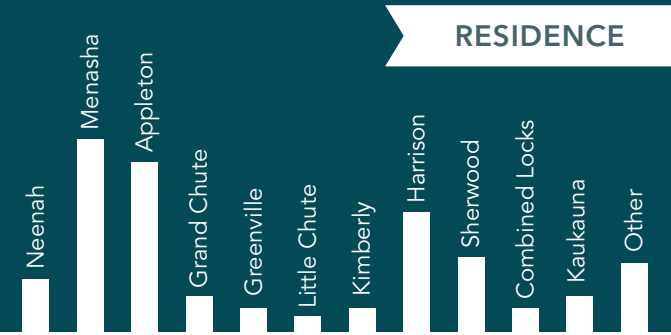
AGE



RACE/ETHNICITY (CHOOSE ALL THAT APPLY)



RESIDENCE



SOCIAL PINPOINT

Social Pinpoint is an interactive mapping tool that allows participants to provide comments directly on a map, as well as view, comment, and like/dislike comments left by others to the site. Participants are encouraged to use color-coded markers to indicate if comments are ideas, refer to destinations, or voice concerns. The tool was launched alongside the Community Survey in late August.

PARTICIPATION

As of January 2022, the site had over 1,100 visitors and 96 comments have been left on the map; the majority of which (64%) are ideas or suggestions.

SUMMARY OF COMMENTS

POPULAR DESTINATIONS INCLUDE:

- Heckrodt Wetland Reserve
- Waverly Beach
- Menasha Conservancy
- Jefferson Park
- Calumet County Park (for single track trails)

OTHER NOTED DESTINATIONS:

- Barebones Brewery and Club Tavern (Menasha)
- Hidden Park (Menasha)
- South side of High Cliff (entry)
- (Future) Arrowhead Park

SUGGESTIONS FOR TRAIL ROUTES:

- Fire Lane 12
- Continue along State Hwy 114 (Friendship Trail Extension)
  - With more roundabouts at intersections
- Add trail along Manitowoc Road
  - Would need to fill open ditch for drainage
- Lots of interest in trails connecting between Menasha Conservancy to Lake Park Road area

CONCERNS:

- Lots of shared concern about biking/walking along HWY 114 (where there is no trail)
- Concern about safety along Manitowoc Road
- Traffic island and intersection design at Oneida and Plank Road

MANY COMMENTS/IDEAS PLACED BEYOND THE IMMEDIATE PROJECT AREA:

- Project team will consider how to best to share/ document comments for municipal bike/ped planning in the future.

ADDITIONAL COMMENTS:

"STRETCH ON 114 BETWEEN CTY N AND STATE PARK IS TREACHEROUS TO NONVEHICLE TRAFFIC."

"WOULD LOVE TO SEE THE WALKING/BIKING PATH GO THROUGH THE CONSERVANCY THEN HEAD DOWN VETERANS HWY AND CONNECT UP TO LAKE PARK TRAIL."

"WOULD BE GREAT TO BE ABLE TO GET FROM HIGH CLIFF TO MENASHA OR KIMBERLY, EXPANDING CURRENT TRAIL DOWN PIGEON WOULD MAKE SOME SENSE."

"THE ROUTE THAT WILL BE MOST-USED WILL BE THE MOST DIRECT - WITHOUT NEED TO GO NORTH TO GO EAST AND THEN SOUTH. THERE IS RIGHT OF WAY ROOM TO PLACE AN OFF ROAD TRAIL ALONG 10-114. IT IS WET AND WILL NEED BRIDGES, ETC (MONEY CAN BE FOUND!) AND MAYBE DNR APPROVAL. PLEASE TRY TO WORK WITH THEM TO MAKE THAT HAPPEN!"

"THERE NEEDS TO BE AN UNDERPASS TO SAFELY GET UNDER HWY 76."

"I'D LIKE TO SEE A TRAIL ALONG 114/10 BETWEEN ONEIDA AND LAKE PARK THAT COULD JOIN THE FRIENDSHIP TRAIL."

"MANITOWOC RD IS USED HEAVILY BY BIKERS. THERE ARE NO BIKE LANES, AND IT IS VERY NARROW. IT IS A NICE ALTERNATIVE TO THE MUCH BUSIER 114. ADD BIKE LANES, INCREASE ROAD WIDTH."

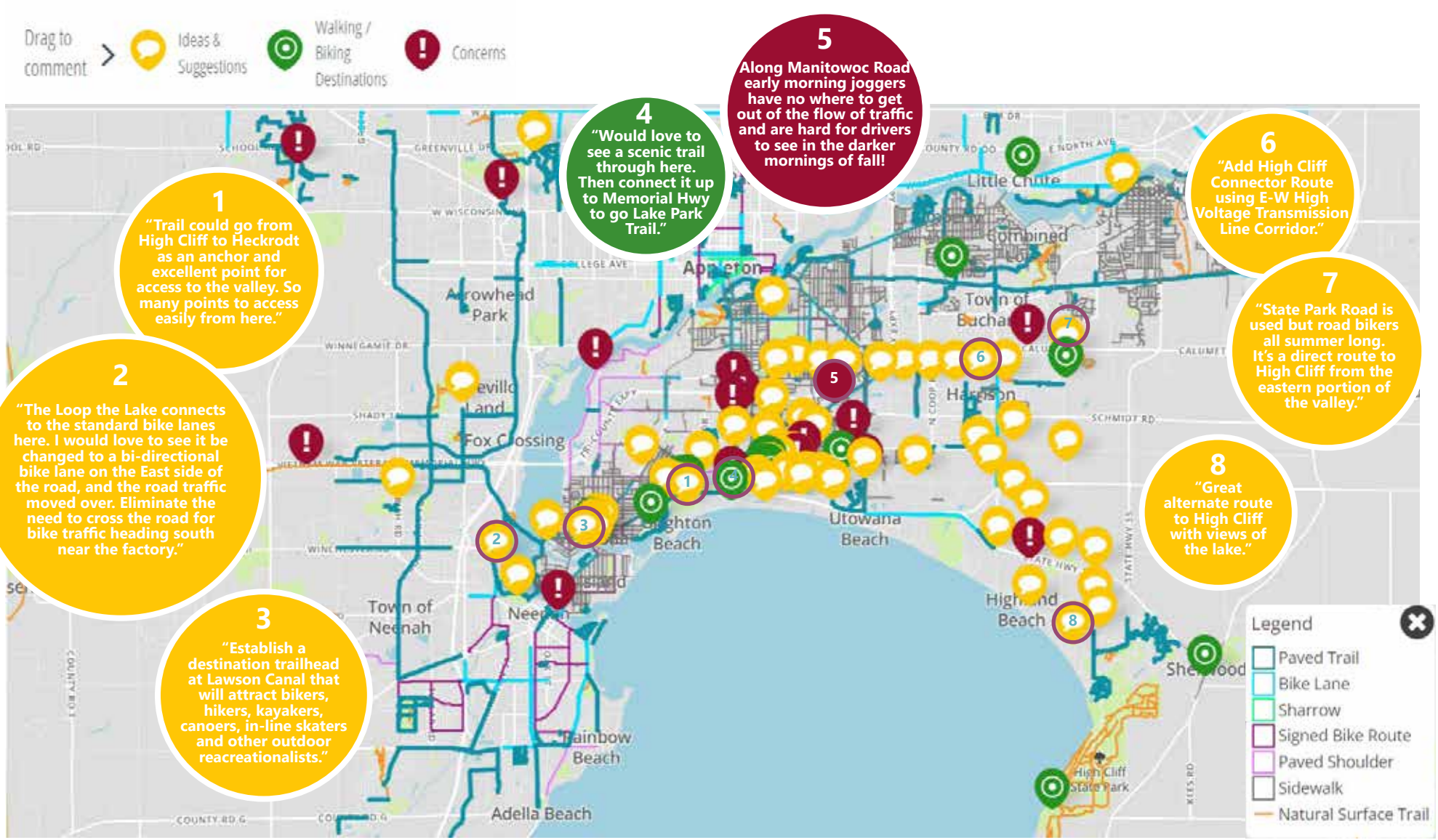


Figure 3.1 Screen capture from 1/20/22 of the interactive Social Pinpoint map from the project's website showing a sample of comments from the public.


WE'D LIKE TO HEAR FROM YOU!

4

ROUTE EXPLORATION

DEVELOPING A FRAMEWORK

The analysis work performed during the Feasibility Study provided a robust understanding of how people are currently using the existing bicycle and pedestrian infrastructure throughout the area, as well as an understanding of destinations and challenges to providing a multi-modal connection to High Cliff State Park.

Building off of existing and recent investments in bicycle and pedestrian infrastructure, as well as the information collected through Phase 1 of community engagement, a series of route options were developed. The study area has been broken down into 3 primary areas based on urban/rural characteristics, and also (approximately) in alignment with municipal boundaries:

1. Menasha Urban Area
2. New Development Area
3. Harrison / Sherwood Area

ROUTE OPTIONS

Beginning at the western route termination point of the Miron Bridge / the Little Lake Trailhead, a series of route options and recommendations are shown. Route segments labeled with letters (A - J) are various options that have been identified. Route segments labeled with numbers (1 - 2) are route recommendations, meaning that only a single route "given" has been identified along a trail or facility that has already been built and is used heavily today by bicyclists and pedestrians.

The following pages outline each area and included route segment options. For consistency, route options are generally described as traveling west-to-east.

PURPOSE OF CREATING OPTIONS

After completing the analysis work and compiling community feedback gathered in Phase 1, it was apparent that a single determined route was not obvious. However, there were a few places that seemed to be givens, or very likely candidates for the future route. The intention of this portion of the planning study is to provide a framework for gathering feedback on the route options and recommendations from ECWRPC staff, the Core Team, the Stakeholder Group, and from the general public.

Splitting the route into options and recommendations within specific areas provides a structure for gathering useful feedback throughout the corridor in the next phase of the project, while providing some guidance regarding potential future facility types and implementation considerations.

ROUTE OPTION CRITERIA

A series of route criteria was developed, to serve as a tool to describe each route option and recommendation. As the study develops into a long-term plan for implementation, the criteria will be used to identify project priorities.

The criteria include the following:

- **Length:** Overall length of route segment.
- **On/Off Road Experience:** Ability to provide an off-road (separated, paved trail) facility or on-road (bike lane or shared lane marking) facility.
- **Views + Experience:** Ability to provide access to features that enhance the user experience, such as access to natural areas, scenic views, or trailhead opportunities.
- **ROW/Land Acquisition:** Ability to construct the route within the existing Right-of-Way, minimizing additional land acquisition or easements.
- **Speed/Volume of Roadway:** Ability to construct the route along lower volume roadways (less than 3,000 AADT), with lower posted speeds (less than 35mph). Conversely, the ability to align the route completely independent of an existing roadway alignment.
- **Intersections:** Ability to construct a route with minimal roadway intersection crossings.
- **Environment:** Ability to construct a route with minimal impact to adjacent environments, (such as wetlands) or existing tree canopy.
- **Utilizes Existing Facilities:** How well can a route be completed using existing (built) bicycle and pedestrian facilities?
- **Cost Impacts:** What will impact costs for this route?
- **Community Support:** Based on community input gathered so far, how do we anticipate public response to the route option?
- **Recommended Improvements:** What will improve the route experience or assist with implementation of the route option?

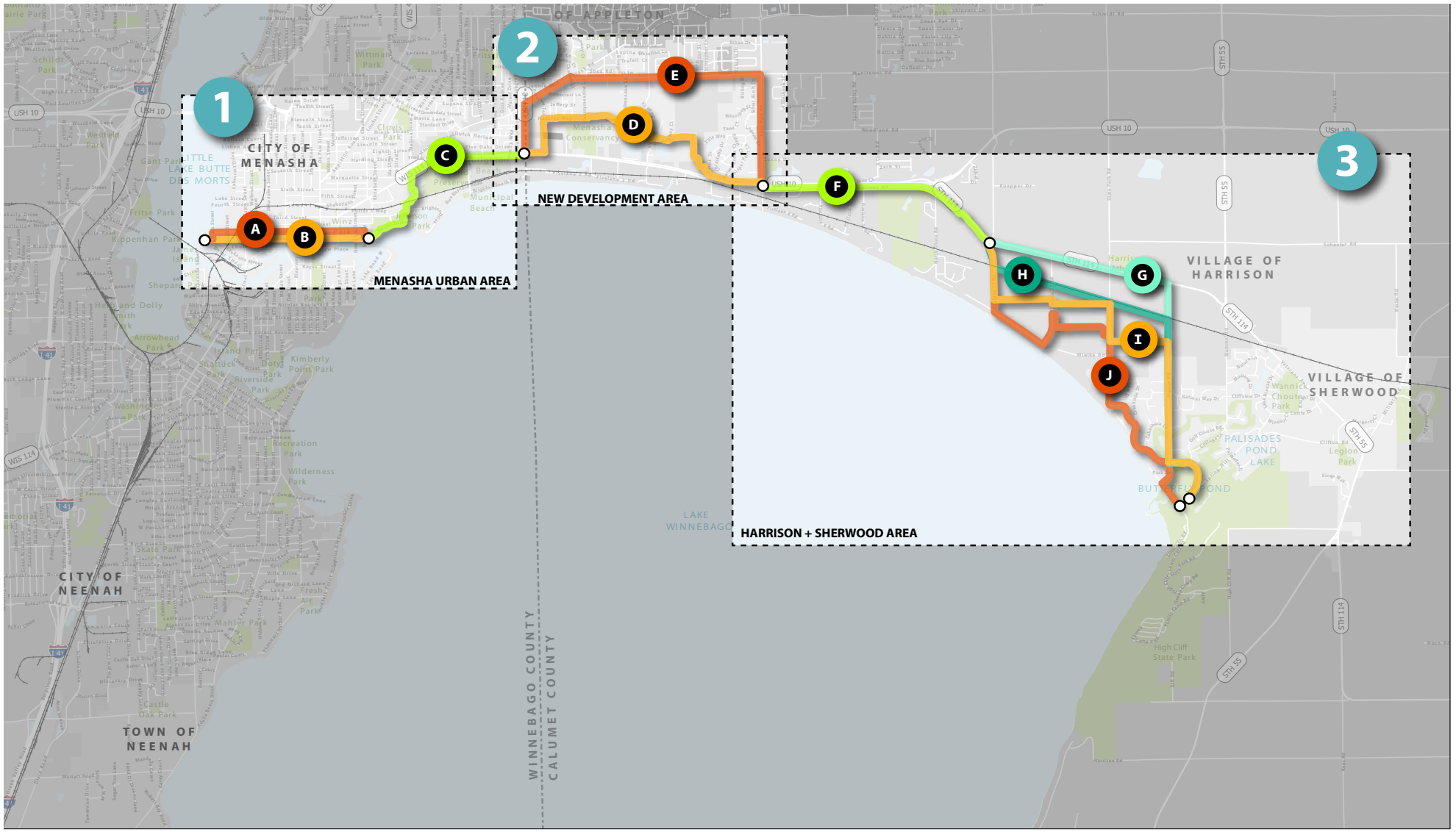


Figure 4.1 Key Map for High Cliff Connection Route Options

MENASHA URBAN AREA OPTIONS

The Menasha Urban Area begins at the western terminal point of the route (Miron Bridge Trailhead for the Loop the LIttle Trail) and travels to the intersection of Oneida Street and Plank Road. This area is primarily urban, with access to the commercial area of downtown Menasha and to the park amenities along the lakefront. A number of other trail corridors exist in this area, such as the Friendship Trail and the Paper Trail.

A FIRST STREET

This route option travels from the Miron Bridge Trailhead on Broad Street for one block before turning north on Lock Street, then east onto First Street. The route option then continues along First Street to Ice Street, then turns south to connect with the existing paved trail on the west end of Jefferson Park. This route option is approximately 1.5 miles in length.

Some considerations for the First Street Option:

- Shared lane markings are currently installed along portions of this route; additional shared lane markings are proposed for this route option where not installed today
- There are existing sidewalks along the full length of this route option.
- A number of other trails are already signed for this route (although there are not consistent bike/pedestrian facilities)
- This route would require potential safety upgrades at the Tayco Street, Milwaukee Street, and Racine Street intersections.

B BROAD STREET

This route option travels from the Miron Bridge Trailhead and continues along Broad Street until connecting with the existing paved trail on the west end of Jefferson Park at Green Bay Street. This route option is 1.4 miles in length.

Some considerations for the Broad Street Option:

- Shared lane markings are currently installed along Broad Street from the Miron Bridge Trailhead to Tayco Street. Bike Lanes are installed between Tayco Street and Milwaukee Street on Broad Street. There are existing sidewalks along the full length of the route.
- Additional shared lane markings or bike lanes east from Milwaukee Street are proposed for the route.
- This route would require potential safety upgrades at the Tayco Street, Milwaukee Street, and Racine Street intersections.
- Improvements (to be completed in 2023) on Racine Street will include a median with pedestrian crossing refuge at the intersection with Broad Street.

C FRIENDSHIP TRAIL (CONSTRUCTED)

This route segment begins on the west end of Jefferson Park and continues east with an existing paved trail along the Jefferson Park lakefront. The trail crosses Third Street at the Jefferson Park Apartments with a mid-block crossing and continues north to Plank Road. Here, the paved trail continues east along Plank Road, connecting to Heckrodt Wetland Reserve. The paved trail then continues farther to the east until Oneida Street.

Some considerations for this route recommendation:

- Wayfinding and trail identity (name) will be important to distinguish in this segment of the route. This route option overlaps with the existing Friendship Trail.
- Trailhead options could exist in coordination with Jefferson Park and Heckrodt Wetland Reserve.

Figure 4.2 Menasha Urban Area Route Options

	Route Description	Length	On/Off Road Experience	Views & Experience	ROW/Land Acquisition	Speed/Volume
Menasha Urban Area	*Brief description of route option, beginning and end points*	*Overall length of route option (mi)*	*Ability to provide a separated trail (off-road) or on-road facility (bike lane or shared lane)*	*Ability to provide access to natural areas, scenic views, trailhead opportunities, or other features that enhance the user experience*	*Ability to construct the route within the existing Right-of-Way, minimizing additional land acquisition or easement needed.*	*Ability to construct the route along lower volume (>3,000 AADT) roadways with lower speeds (>35mph), or align route independent of an existing roadway.*
A First Street	Starting at Broad St from the Trestle Bridge, then up Lock St and continuing along First St until turning on to Ice St to connect with the trail in Jefferson Park.	1.48	Roadway with some bike facilities for the first section, 3 blocks of shared lane markings and 2 blocks of paved shoulder.	Residential streets, close proximity to Clinton Center Park and Winz Park.	Assumes a majority of the trail can be accommodated in the existing right-of-way and little or no easements are needed.	Speeds of 25-15 MPH along all sections of the roadway. This stretch is lower volume but does have a high volume crossing (7,100) at Tayco St, Racine St (8,200) and De Pere St (7,700).
B Broad Street	Starting at the Trestle Bridge and continuing straight on Broad St until meeting up with the trail in Jefferson Park.	1.38	Roadway with some bike facilities for the first section, 2 blocks of shared lane markings and 1 block with bike lanes.	Residential Streets. Runs closets to areas of historic Downtown Menasha and waterfront providing opportunities for spurs to other attractions	Assumes a majority of the trail can be accommodated in the existing right-of-way and little or no easements are needed.	Speeds of 25-15 MPH along all sections of the roadway. This stretch is lower volume but does have a high volume crossing (7,100) at Tayco St, Racine St (8,200) and De Pere St (7,700).
C Friendship Trail (Constructed)	Paved trail running through Jefferson Park, crossing 3rd and a railroad before turning east and following Plank Rd	1.96	Separate paved trail the rest of the way after downtown stretch.	Moves through Jefferson Park and past Heckrodt Wetland Reserve which provide scenic views and amenities for trail users including potential as a trailhead.	Existing trail, no ROW or land acquisition needed.	Trail segment in park is separated from the roadway, but road speed through the park is low. However there is a high volume crossing at Oneida and WI 114 with AADT of 13,000)

Table 4.1 Route Option Analysis - Menasha Urban Area

Intersections	Environment	Utilizes Existing Facilities	Cost Impacts	Community Support	Recommended Improvements
Ability to construct route with minimal roadway intersection crossings	*Ability to construct route with minimal impact to adjacent environments (wetlands, existing tree canopy, etc.)*	*How well can we construct this route utilizing existing bike/ pedestrian facilities?*	*What will impact costs for this route?*	*Based on community input gathered so far, how do we anticipate public response to the route?*	*What will improve the route experience with this option?*
(11) High number of crossings primarily on uncontrolled or stop controlled intersections but with one signalized intersection. Uncontrolled intersections are at the beginning of this segment in low volume residential areas.	No impact on adjacent environment, the entire segment runs through existing fully developed residential neighborhood.	Builds on some existing shared lane facilities and these could be extended to increase consistency or re striped into a bike lane	Dependant on extent of changes to roadway facilities.	Neutral; today there are a number of previously planned and signed routes along this roadway.	n/a
(9) Lower number of crossings and all crossing are uncontrolled or stop controlled intersections. Uncontrolled intersections are at the beginning of this section on very low volume quiet residential streets at the end of the segment with the same conditions.	No impact on adjacent environment, the entire segment runs through existing fully developed residential neighborhood.	Builds on some existing shared lane and bike lane facilities, remainder of the street segments without bike lanes could be re stripped to make the route more consistent	Dependant on extent of changes to roadway facilities.	Some initial input in opposition to a Broad Street route was recorded.	n/a
(4) Existing trail crossing within park, crossing at 3rd, railroad crossing, double crossing at Oneida and WI 114 (signalized with some pedestrian facilities)	Existing trail runs past some areas with forest cover and past wetland areas but since it is already constructed should not have a further impact on the environment of these spaces.	Existing trail system can be used for the entirety of this segment.	Minimal costs, already constructed, costs would be related to increasing signage, and potential trail maintenance.	Already constructed	Additional amenities/parking to park or preserve to increase trailhead potential

NEW DEVELOPMENT AREA OPTIONS

The New Development Area begins at the intersection of Oneida Street and Plank Road and will connect trail users from this point to the intersection of Lake Park Road and Highway 114. Currently, this area is undergoing a significant amount of new residential development. Trails have been constructed as part of the development at Lake Park Road and Highway 114, but there are currently no continuous connections for pedestrians and bicyclists east-to-west through the area.

D

TRAIL THROUGH NEW RESIDENTIAL

From Oneida Street, an existing paved trail continues for 0.1 miles east and then turns north. The existing trail then switches to a boardwalk segment (independent of the roadway), with natural views of the surrounding wetlands and investment in pedestrian-scaled lighting. The boardwalk ends at Nature's Way at the northwest corner of the Menasha Conservancy. This route option then travels east along Nature's Way to connect to an existing paved trail. Here the option proposes construction of paved trail, potentially ahead of new development, that follows the existing contours of the site, connecting to Woodland Hills Drive. From here, a proposed paved trail will continue through the recently constructed residential neighborhood along Kernan Avenue to Gosling Way, then travel through the 3rd Addition and Woodland Lakes Cottages development, connecting to the existing paved trail at Snowberry Way and traveling along the frontage road of Hwy 114 to the intersection of Lake Park Road.

Some considerations for this option:

- This area has some significant topographical and wetland challenges. Trail routes should be constructed with less than 5% slopes to maintain accessibility and comfort for trail users.
- Portions of the proposed route have been previously coordinated between the City of Menasha and site developers. This route will require continued coordination, and possibly joint maintenance agreements.
- The proposed trail route crosses a privately owned property within the Village of Harrison. This segment will likely require either land acquisition for the trail corridor or a special easement to construct. The path as shown follows the existing contours of the land; further study into this particular route is needed if this option moves forward during the master planning stage, as well as dedicated coordination with the property owner.
- Open, natural or scenic views or observation areas could be designed along with the trail corridor.
- A separated trail will potential require crossing up to 40 existing driveways.

E

PLANK ROAD TO MANITOWOC ROAD TO LAKE PARK ROAD

This route option travels north along Oneida Street (proposes converting existing sidewalk to a shared use trail). At Manitowoc Road, the route would connect with the existing trail to head northeast, and continue east along Manitowoc Road where it splits with Plank Road. This route option proposes new on-street bike lanes or widened paved shoulders to accommodate bicyclists and pedestrians to Lake Park Road. At Lake Park Road, the route turns south to continue to Highway 114 along the existing paved trail along the west side of the road.

Some considerations for this option:

- This route takes advantage of a number of existing built paved trail segments.
- This route requires crossing twice at Manitowoc Road, which has a moderately high AADT (5,000) and currently there is no signal or stop control at either location. Potential RRFB or HAWK signal could be considered at these locations.
- Construction of new on-street facilities along Manitowoc Road will be challenging with existing rural section and landscaping. The current roadway width is narrow, and would require widening of the roadway (within the 80-ft ROW) to accommodate new bike/ped facilities.

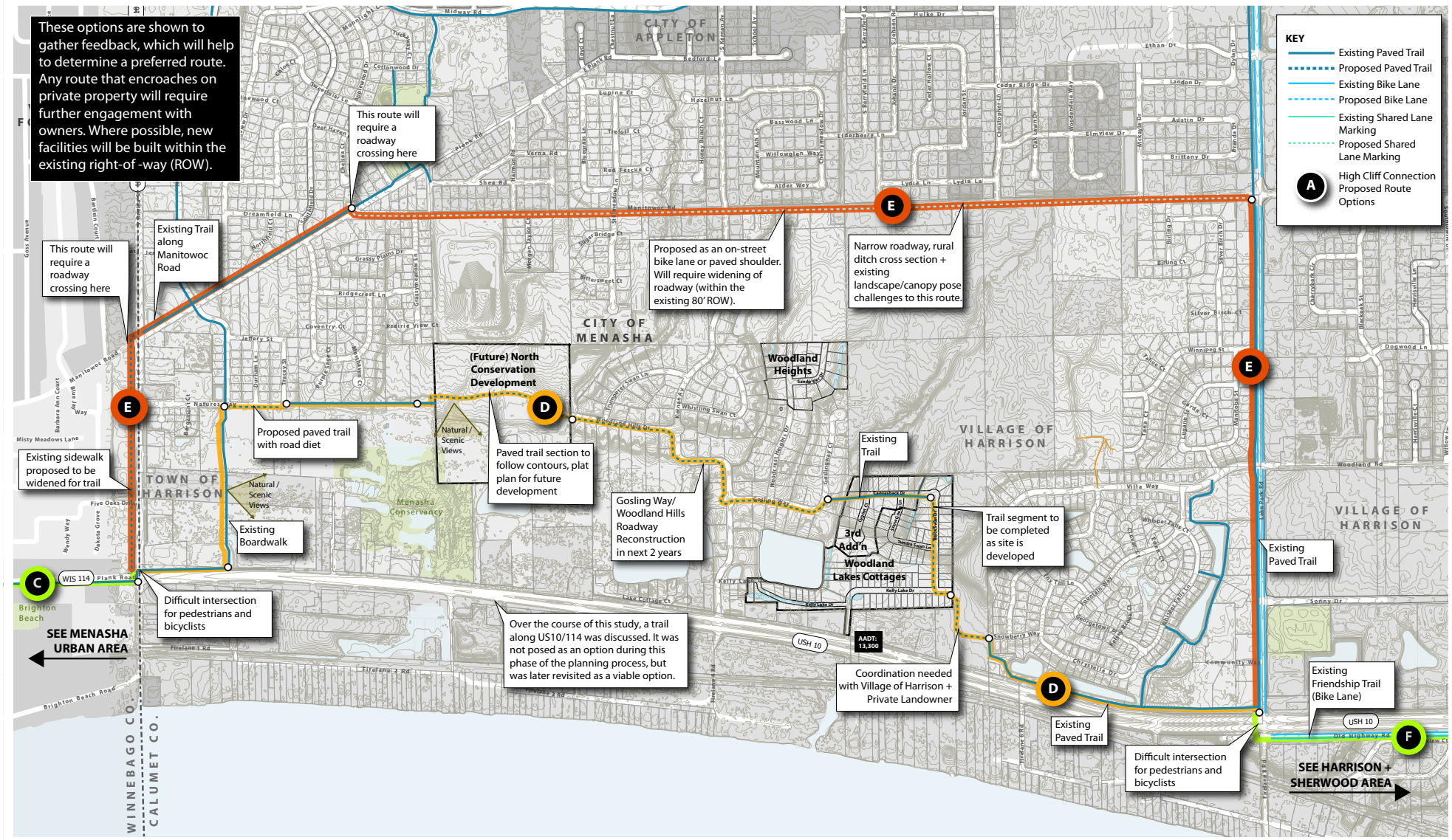


Figure 4.3 New Development Area Route Options

	Route Description	Length	On/Off Road Experience	Views & Experience	ROW/Land Acquisition	Speed/Volume
New Development Area	**Brief description of route option, beginning and end points**	**Overall length of route option (mi)**	**Ability to provide a separated trail (off-road) or on-road facility (bike lane or shared lane)**	**Ability to provide access to natural areas, scenic views, trailhead opportunities, or other features that enhance the user experience**	**Ability to construct the route within the existing Right-of-Way, minimizing additional land acquisition or easement needed.**	**Ability to construct the route along lower volume (>3,000 AADT) roadways with lower speeds (>35mph), or align route independent of an existing roadway.**
D Trail Through New Development	Trail from Oneida (HWY 10) east, boardwalk north on Province Terrace Trail to Nature's Way. From Nature's Way, route continues east through Menasha Conservancy, follows grade to Woodland Hills Drive, Gosling Way, to frontage road, terminating at Lake Park Road / Hwy 114.	2.81	The majority of this route would be constructed as a separated trail, with a few segments independent of roadway.	Potential trailhead at Nature's Way, scenic/natural views through Conservancy Area and will take advantage of unique boardwalk, well-lit path and natural area. Will connect new and existing neighborhoods.	Majority to be constructed with new development. Approx. (20) residential properties will be crossed. Private landowner east of Woodland Lakes Cottages will require significant negotiation to provide connection.	Low volume/low speed residential roadways or trail to be independent of roadway.
E Manitowoc Road to Lake Park Road	Starting up along Oneida Road, turning onto Manitowoc Rd and continuing to Lake Park Road, south to Hwy 114.	3.47	Separated trail on west portion of Manitowoc Road. 1.6mi stretch of Manitowoc Road will be difficult in some sections to build separated trail. Existing separated trail on Lake Park Road.	Less opportunity, although some potential views from Manitowoc Road.	Approx. (40) private properties will be crossed, with a variety of Menasha and Harrison residents. Narrow roadway on Manitowoc Road with rural/ditch cross section (will require covering ditch to either expand roadway or provide separated trail), significant disturbance of existing landscape screening.	35mph on Manitowoc Road. AADT between 2,700 - 5,000; however narrow roadway poses a barrier.

Table 4.2 Route Option Analysis - New Development Area

Intersections	Environment	Utilizes Existing Facilities	Cost Impacts	Community Support	Recommended Improvements
Ability to construct route with minimal roadway intersection crossings	**Ability to construct route with minimal impact to adjacent environments (wetlands, existing tree canopy, etc.)**	**How well can we construct this route utilizing existing bike/pedestrian facilities?**	**What will impact costs for this route?**	**Based on community input gathered so far, how do we anticipate public response to the route?**	**What will improve the route experience with this option?**
Intersection at Oneida/Hwy 10 is difficult; users cross high volume roadway 3x with a slight 'jog'. Visibility to drivers is questionable. Low-volume stop-controlled or roundabout intersections within residential area. Crossing of US 10/114 at Lake Park Road is a major barrier.	Route through undeveloped areas will require consideration of existing grades to maintain slopes for ADA accessibility.	Builds from existing trail through Menasha Conservancy and frontage Road in Lake Park neighborhood. Segment along Natures Way could be a pilot or demonstration project for a road diet to accommodate continuous paved trail.	Majority of costs for capital project will be responsibility of developer. Segment east of Menasha Conservancy and east of Woodland Lakes Cottages will likely require municipal funds to complete.	Based on input gathered so far, we believe this route option will be well-received, some potential push back by existing residents, but overall support for connecting trail within neighborhoods. Faster bicyclists may opt for a route that is more direct to maintain speed.	Road diet or protected on-street facility on Natures Way, wayfinding through neighborhood.
Will require crossing Manitowoc Road twice (at Province Terrace and at Plank Road) to utilize existing trail on north side of Manitowoc Road. Moderate number of driveways will need to be crossed to accommodate route.	Significant disturbance of existing drainage way, tree cover and landscape to construct a trail or widen roadway for on-street facility.	Existing 0.3 mi trail on north side of Manitowoc Road, 0.9mi trail on Lake Park Road.	Significant costs to construct trail or widen Manitowoc Road to accommodate route.	While many people currently use Manitowoc Road for biking, it has been identified as a dangerous roadway (narrow, high speeds). The directness of this route may appeal to some confident bicyclists, but likely will have significant opposition from affected property owners.	Crosswalk improvements at Plank Road. Wayfinding, crosswalk improvements to neighborhood north of Manitowoc Road (will also require crosswalk improvements).

HARRISON + SHERWOOD AREA OPTIONS

The Harrison + Sherwood Area route options begin at Lake Park Road and Highway 114 and continue to the main entrance of High Cliff State Park. This area is primarily rural in character, with single family residential lots along the shore of Lake Winnebago. The residential properties along the lake are accessed through fire lanes; the fire lanes do not all connect with each other (likely due to a number of ravines that drain to the lake). This area provides a number of pristine views of the lake and of the escarpment at High Cliff. Suburban land use patterns with single family properties are found in the Sherwood area surrounding High Cliff State Park.

F FRIENDSHIP TRAIL

The Friendship Trail is a recreational trail that exists today in two sections: a 14-mile western segment connecting the Wiouwash Trail to Harrison, and a 4.4-mile eastern segment connecting Forest Junction to Brillion. Along the south frontage road of Highway 114, there is a segment built of the Friendship Trail between Oneida Street (US 10) and Fire Lane 12. Here, trail consists of striped bike lanes and a separated paved trail for a short segment west of Fire Lane 12. The trail is maintained by the Village of Harrison. This route segment is 2.2 miles in length.

Some considerations for this route recommendation:

- The pedestrian experience along this segment could be improved with landscaping or screening from vehicles to further separate trail users from fast moving vehicles.
- Tree canopy or shaded areas could also provide amenity for trail users.
- Wayfinding is important in this area, especially with the overlap of state trails.
- The condition of existing striping and roadway condition along the Highway 114 frontage road is in need of maintenance.

G HIGHWAY 114

This route option begins at the termination of the Friendship Trail at Fire Lane 12 and continues east along Highway 114 to Pigeon Road with a proposed paved trail. At Pigeon Road, the route turns south with another segment of proposed paved trail, meeting with the existing trail on the west side of Pigeon Road. The route option continues south to State Park Road, following the existing trail around the Butterfly Pond and terminating at the main entry to High Cliff State Park. This route segment is 3.7 miles in length.

Some considerations for this route option:

- This route option is perhaps the most direct route in the area to connect between the existing Friendship Trail and the entryway to High Cliff State Park.
- The trail experience along Highway 114 is not favorable for pedestrians and does not provide for many options for trail amenities, or scenic views.
- The proposed route will require an additional railroad crossing.
- The proposed trail route will require potential safety upgrades for crossing of Fire Lane 12, Fire Lane 13, and State Park Road.

H RAILROAD ALIGNMENT

This route option begins at the termination of the Friendship Trail and turns south onto Fire Lane 12. After crossing the railroad, the route turns southeast to follow along the railroad corridor with a proposed paved trail. At Pigeon Road the route turns south to meet with the existing paved trail along the west side of Pigeon Road. The route option then continues south to State Park Road, following the existing trail around the Butterfly Pond and terminating at the main entry to High Cliff State Park. This route segment is 3.8 miles in length.

Some considerations for this route option:

- The railroad corridor is narrow and it is unlikely that a trail can be constructed within the existing ROW of 14'. **The route option will require additional land easement or acquisition.**
- In 2017, there were approximately two trains per day traveling at 35 mph. At this speed and frequency, a trail along the corridor is potentially feasible (further study is needed to verify this).
- A similar option was explored for the Friendship Trail corridor, as a boardwalk section along the rail line, but was not chosen due to high costs.
- Condition and species of the existing tree canopy will need to be considered with this route to avoid unnecessary removals.

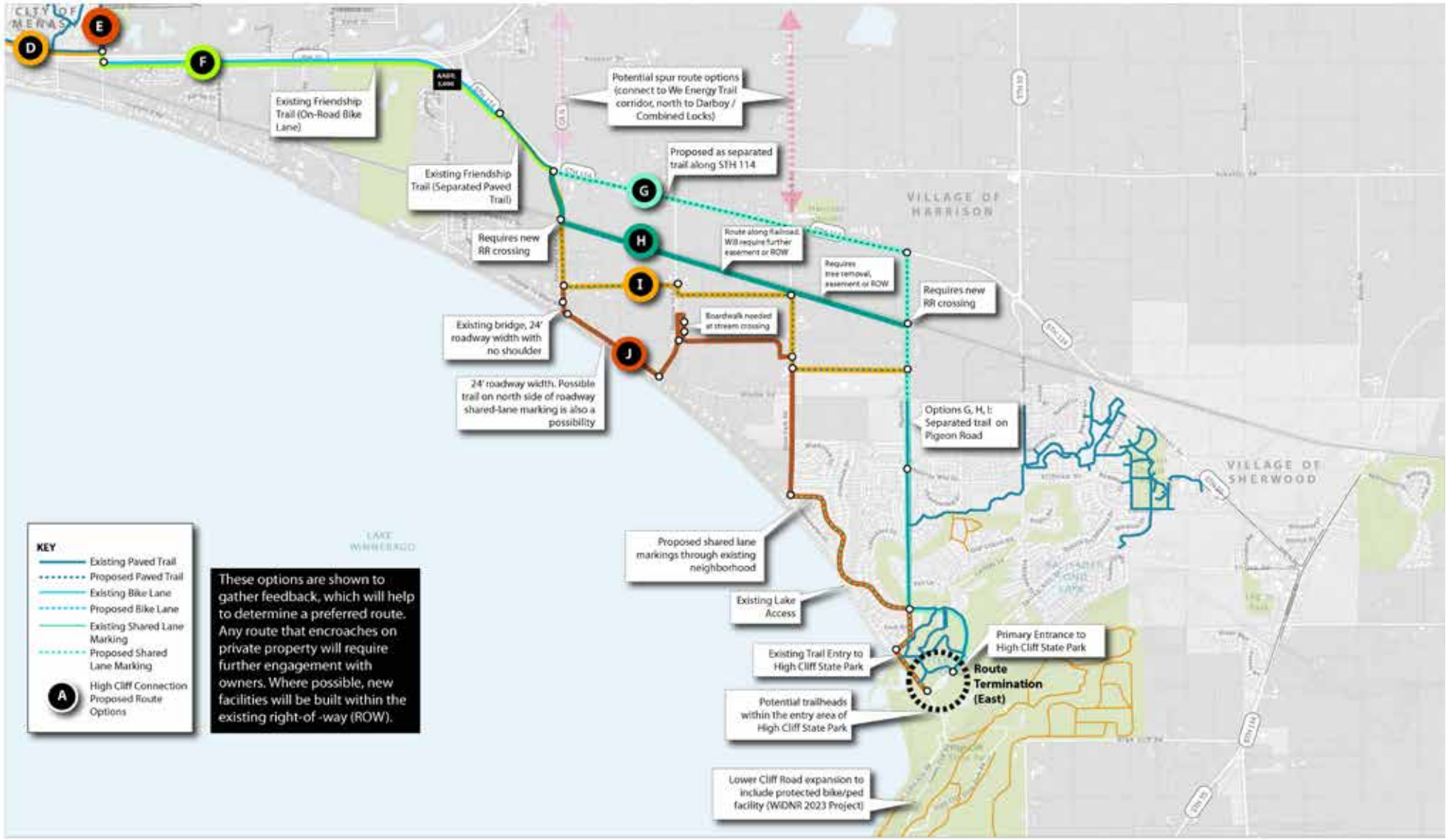


Figure 4.4 Harrison + Sherwood Area Route Options

OFF-ROAD ALIGNMENT

This route option begins at the termination of the Friendship Trail and turns south onto Fire Lane 12. A paved trail is proposed along Fire Lane 12 for 0.5 miles, then would turn east to travel along the edge tree line of larger tract properties. At Fire Lane 13, the proposed paved trail jogs south then east again, traveling along the edge tree line of larger tract properties for 0.5 miles. The route option then continues south on State Park Road, turning east to connect to Pigeon Road, following the existing trail around the Butterfly Pond and terminating at the main entry to High Cliff State Park.

Some considerations for this route option:

- **This option is shown as a conceptual alignment, in order to gather feedback on the idea of constructing a route through larger properties to create a trail that is more separated from vehicle traffic. The actual alignment will require significant coordination and collaboration with land owners in this area. If the idea of an off-road alignment moves forward for the long-term plan, robust engagement will be needed with property owners.**
- Wayfinding will be especially important with this route option.
- Condition and species of the existing tree canopy will need to be considered with this route to avoid unnecessary removals.

FIRE LANE 12 TO STATE PARK ROAD

This route option begins at the termination of the Friendship Trail and turns south onto Fire Lane 12. The option proposes a paved trail along Fire Lane 12, with a short segment of on-road facility along the bridge at the curve in the roadway. There appears to be enough ROW to explore a paved trail along the north side of Fire Lane 12. At Fire Lane 13, the route turns north and then crosses east into an area of flatter terrain to continue east at the boundary of larger property lines. A short boardwalk segment is likely necessary in this area, to cross a small drainage stream. At State Park Road, the route continues alongside the roadway, following through the residential neighborhood. At Pigeon Road, the trail turns south to connect to the existing trail connection on the east side of the Butterfly Pond and enter High Cliff State Park.

Some considerations for this route option:

- **Route will require collaboration with property owners along the entirety of the route.**
- This option is shown as a combination of off- and on-road facilities; further exploration of this option could result in change of facility type as shown.
- This option would allow pedestrians and bicyclists to bypass the main (vehicle) entrance to High Cliff State Park.

Mid-block crossing of existing trail on Pigeon Road

A view of Firelane 12

Existing rail corridor as option

Harrison + Sherwood Section	Route Description	Length	On/Off Road Experience	Views & Experience	ROW/Land Acquisition	Speed/Volume
	Brief description of route option, beginning and end points	**Overall length of route option (mi)**	**Ability to provide a separated trail (off-road) or on-road facility (bike lane or shared lane)**	**Ability to provide access to natural areas, scenic views, trailhead opportunities, or other features that enhance the user experience**	**Ability to construct the route within the existing Right-of-Way, minimizing additional land acquisition or easement needed.**	**Ability to construct the route along lower volume (>3,000 AADT) roadways with lower speeds (>35mph), or align route independent of an existing roadway.**
F ROUTE F: Friendship Trail (Constructed)	Paved shoulder with marked bike lanes from Lake Park Road to just east of North Shore Road. From here to Fire Lane 12, existing separated paved trail.	2.20	Existing	There is possibility within the ROW	Existing facility; no additional ROW needed.	Existing along lower volume roadway with low speeds.
G OPTION G: Highway 114	Starting at end of Friendship Trail at Fire Lane 12 and continuing east along Highway 114 to Pigeon Road, turning south and continuing to existing trail at Butterfly Pond and enters High Cliff State Park.	3.66	An off-road trail separated from the highway would be preferred for user safety, however depending on ROW and land acquisition/ easements, a paved shoulder may need to be considered	Views are primarily oriented towards Highway 114	Trail construction would require further coordination with WisDOT to construct within public ROW	Potential exposure to high volumes of traffic along Highway 114 (11,000 AADT) and speeds (55 mph)
H OPTION H: Railroad Alignment	Starting at end of Friendship Trail, turning south onto Fire Lane 12, continuing to railroad tracks, turning east, following railroad tracks to Pigeon Road, turning south and continuing to existing trail at Butterfly Pond and enters High Cliff State Park.	3.56	This route option runs adjacent to an existing rail corridor and would be a separated, off-road trail	Views are primarily oriented along the rail line with views of natural features	Potential impact to ~10 parcels and rail road	Potential exposure to local traffic along Fire Lane 12, Pigeon Road, and exposure to rail traffic (~2 trains a day at 35 mph - 2017)
I OPTION I: New East/West Route	Starting at end of Friendship Trail, turning south onto Fire Lane 12. Turns south at Fire Lane 13, then east, continuing off-road along private properties to State Park Road, turning onto Pigeon Road. Trail follows existing trail at Butterfly Pond and enters High Cliff State Park.	3.95	This route option runs between private properties and would be a separated, off-road trail	Views are primarily tied to natural landscapes and open spaces	Potential impact to large tracts of farmland and ~30 parcels, depending on the placement of the option	Potential exposure to local traffic along Fire Lane 12 and Pigeon Road
J OPTION J: Fire Lane 12 - State Park Road	Starting at end of Friendship Trail, turning south onto Fire Lane 12, to Fire Lane 13, and continuing to State Park Road. The trail ends on the east side of the Butterfly Pond and enters High Cliff State Park.	3.98	This route would most likely take the form of an on-road facility - an off-road trail might be difficult along this route with the narrow ROW and tight bends in the road	Views are primarily oriented towards residential homes, woodlands and the lake	Potential impact to 60 to 90 parcels, depending on the placement of the option and the existing road right-of-way	Potential exposure to local traffic along Fire Lane 12 and State Park Road

Table 4.3 Route Option Analysis - Harrison + Sherwood Area

Intersections	Environment	Utilizes Existing Facilities	Cost Impacts	Community Support	Recommended Improvements
Ability to construct route with minimal roadway intersection crossings	**Ability to construct route with minimal impact to adjacent environments (wetlands, existing tree canopy, etc.)**	**How well can we construct this route utilizing existing bike/pedestrian facilities?**	**What will impact costs for this route?**	**Based on community input gathered so far, how do we anticipate public response to the route?**	**What will improve the route experience with this option?**
(13) existing minor crossings	Existing (n/a)	Existing	Minimal cost (existing)	Existing trail segment is used today; further use is anticipated with longer extensions on either side.	Shade trees or landscape features, refreshed markings with pavement improvements.
Approx. 5 intersections, 9 driveways, and 1 railroad crossing	Few (if any) tree canopy or wetland impact anticipated. VERIFY DITCH SECTION	Route option utilizes existing trail on Pigeon Road and at Butterfly Pond.	High costs for stormwater, additional land acquisition, utility coordination.	There might be less desire for a route along a busy highway, but appreciation for the directness of the route and how it avoids residential areas	Crossing improvements at Fire Lane 12, Fire Lane 13, and State Park Road. Wayfinding and trailhead at High Cliff State Park entry.
Approx. 4 intersections, 3 driveways and 1 railroad crossing	Potential impact to ~1.5 miles of existing tree cover will likely need to be removed along south side of railroad.	Route option utilizes existing trail on Pigeon Road and at Butterfly Pond.	High costs potentially for stormwater management, additional land acquisition, coordination with rail corridor.	Possible opposition from residents/ adjacent property owners, but desire for an off-road trail experience	Land easement or acquisition adjacent to rail corridor, crossing improvements over train tracks at Fire Lane 12. Wayfinding and trail amenities, trailhead at High Cliff State Park entry.
Approx. 3 intersections, 8 driveways and 1 railroad crossing	Potential impact to woodlands (~0.25 miles) and ~0.50 miles of tree line	Route option utilizes existing trail on Pigeon Road and at Butterfly Pond.	Potential high costs for land acquisition, boardwalk segments in low lying areas.	Possible opposition from residents/ adjacent property owners, but desire for an off-road trail experience	Land easement/acquisition and cooperation from adjacent land owners, crossing improvements over train tracks. Wayfinding and trail amenities, trailhead at High Cliff State Park entry.
Approx. 3 intersections, 55 driveways and 1 railroad crossing	Moderate impact, depending on whether trail is constructed as on- or off-road facility. Ditch section along Fire Lane 12 may dictate whether separated trail is feasible.	Route option utilizes existing trail at Butterfly Pond.	Potential high costs for land acquisition, pedestrian ramps at driveways, stormwater management.	Possible opposition from residents/ adjacent property owners, but desire for an off-road trail experience	Cooperation from adjacent land owners, crossing improvements over train tracks. Section of boardwalk trail over drainage ditch. Wayfinding and trail amenities (where space allows), trailhead at High Cliff State Park entry.

COMMUNITY ENGAGEMENT PHASE 2

The purpose of the second phase of community engagement was to present project background and context, and gather feedback on possible route options, trail facility types, trailhead amenities, and intersection improvements for the High Cliff Connection. Responses were collected through both in-person and virtual platforms, including:

- Ongoing: Project Website
- April 20, 2022: In-Person Open House
- April 27, 2022: Virtual Open House
- March-July 2022: Social Pinpoint (Interactive Map Platform)

OUTREACH & COMMUNICATION

PROJECT WEBSITE

The website has been regularly updated throughout the course of the project to share information about the project, schedule, upcoming and recent engagement events, and links to active online engagement opportunities.

The website also includes information about the project area and context, links to summaries of previous engagement, and a list of project partners.

Project website: ***www.hkgi.mysocialpinpoint.com/high-cliff-connection***

LETTERS TO RESIDENTS

Prior to the announcement of the Phase 2 engagement opportunities, letters were sent to residents and property owners that owned property immediately adjacent to the proposed route options. There were XX letters sent to 365 property owners in early April 2022.

The letters included background information about the project and informed residents that a proposed trail route was being explored near their property. Residents were encouraged to get involved and provide feedback, and information was included about the upcoming opportunities for engagement as well as contact information for project staff.

IN-PERSON OPEN HOUSE

A community open house was hosted at Menasha City Hall on Wednesday, April 20, 2022 from 4-6pm. (12) presentation boards were set up around the room with information about project background and context, possible route options, trail facility types, trailhead amenities, and intersection improvements. Project and City staff were available to answer questions and participate in discussions with community members. Feedback captured on comment cards as well as on sticky notes directly on the presentation boards.

VIRTUAL OPEN HOUSE

A virtual open house was hosted f on Wednesday, April 27, 2022 from 4-6pm using the Zoom platform. It included a presentation to review the meeting materials and route options, the same information that was presented during the in-person open house. After a brief question period as a large group, guests could then join break-out rooms for small group discussions about each of the study areas and share feedback about the possible route options. The Mural platform was used to display presentation materials and capture comments digitally.

SOCIAL PINPOINT MAP

A second interactive map was launched on the Social Pinpoint platform in April 2022 and was open for comment for two months. The Social Pinpoint page presented the same information that was presented during the two open houses through a number of sidebar tabs containing background and context information. Community members could explore an interactive map that displayed the possible route options and leave comments directly on the map, and review comments left by other community members. There were also 5 short surveys asking participants to share their preferences on route options, facility types, trailhead amenities, and intersection improvements.

OTHER FEEDBACK RECEIVED

All project communications to the public, as well as the project website, encouraged community members to contact the ECWRPC directly if they had further comments or questions. During the course of Phase 2 of community engagement, project staff at the ECWRPC received a number of phone calls, emails, and letters from the public regarding questions, comments, and concerns about the project. Each comment was responded to individually by project staff.

Community discussion at the open house.

ECWRPC

ECWRPC | Route Options Map | Route Ideas Map

High Cliff Connection Study

Planning a pedestrian / bicycle route to High Cliff State Park!

Recent Open House Events

Two open house events were recently held to share and gather feedback on the route options. Approximately 75 people attended an in-person event on April 20th, and 24 people attended a virtual open house event on April 27th.

Click here to view the presentation materials along with comments left by participants.

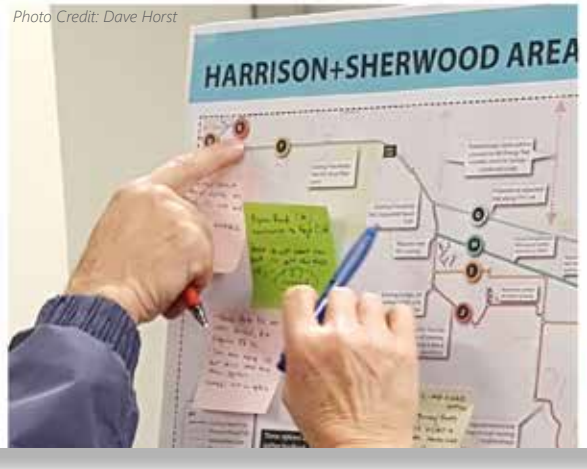


Photo Credit: Dave Horst

Check out the route options and share your feedback!

As you may know, the East Central Wisconsin Regional Planning Commission (ECWRPC) is working in partnership with the communities of Menasha, Harrison, and Sherwood, to develop a plan for a new pedestrian/bicycle route, linking lakeshore communities to High Cliff State Park. The intent of the route is to provide a safe and enjoyable recreational and transportation corridor for pedestrians and bicyclists. This connection has been identified as a priority through a number of previous community planning efforts.

The map above shows the current route options that have been developed based on feedback gathered in the fall of 2021. **Click on the map above to view the route options and leave your feedback!**

Route Options Map

Click the button below or the map above to view and provide feedback on route options and ideas for route amenities.

Go to Route Options Map

Stay Connected

Stay up-to-date with project progress, events, and ways to get involved.

Sign up for Updates!

Community Engagement Phase 1 (completed)

Past Engagement Events

Saturday, October 9th 2021
Neenah Farmers Market

Saturday, October 23rd, 2021
Appleton Farmers Market

Saturday, October 23rd 2021
High Cliff Halloween Hike

Wednesday, April 20th 2022
Community Open House at Menasha City Hall

Wednesday, April 27th 2022
Virtual Open House (Zoom Meeting)

Project Timeline

- **Organize the Effort**
  August - September 2021
- **Community Engagement Phase 1**
  September - November 2021
  During this phase, the project team will be gathering preliminary ideas and concerns from stakeholders throughout the area about the project.
- **Feasibility Analysis**
  October 2021 - January 2022
- Current Phase
  Develop Master Plan
  February - May 2022
- Current Phase
  Community Engagement Phase 2
  March - May 2022
- **Final Document and Approvals**
  April - July 2022

Project Partners

The following representatives are working together with the project team to provide guidance and input for the plan and plan process:

- City of Menasha
- Village of Harrison
- Village of Sherwood
- Village of Kimberly
- Fox Cities Greenways
- Fox Cities Cycling Association
- Friends of High Cliff State Park
- Calumet County
- Winnebago County
- Wisconsin DNR
- Community Foundation for the Fox Valley Region
- Fox Valley Thrives
- ESTHER
- Wisconsin Bike Federation
- Residents in the study area

Project website homepage from May 2022.

WHAT WE HEARD: IN-PERSON OPEN HOUSE

PARTICIPATION

The open house was well-attended by the community. There were 68 attendees that signed in on the event sign-in sheet, plus a handful of participants that may not have signed in. There were 15 comment cards handed in or collected at the end of the event.

In general, attendees showed enthusiasm about the project, and reiterated the need for safe biking and walking paths to connect the area. There were also several groups of residents that attended to provide feedback on the proposed route options. In particular, some concerns were expressed about the proposed routes in the New Development and Harrison + Sherwood Areas. There was good discussion between the community and project staff during the event, which resulted in a possible third route option along Highway 114 in the New Development Area.

SUMMARY OF COMMENTS

GENERAL THEMES:

- **Safety** - Many participants expressed a need in the community a safe and direct bike and pedestrian route, especially along busy roads, to make trails more family-friendly and accessible to more users.
- **Increased Traffic in Neighborhoods** - There was concern among property owners about a potential trail increasing traffic through neighborhoods.
- **Protecting Privacy** - Also concern among residents about maintaining privacy on their properties with a potential adjacent trail, and concern about possible mistreatment of property by trail users.

MENASHA URBAN AREA COMMENTS:

- Participants liked the Route Option B along Broad Street.
- Suggestion to follow rail corridor from Jefferson Park to Pigeon Road.

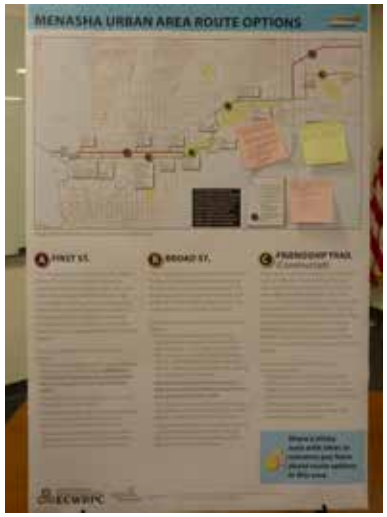
NEW DEVELOPMENT AREA COMMENTS:

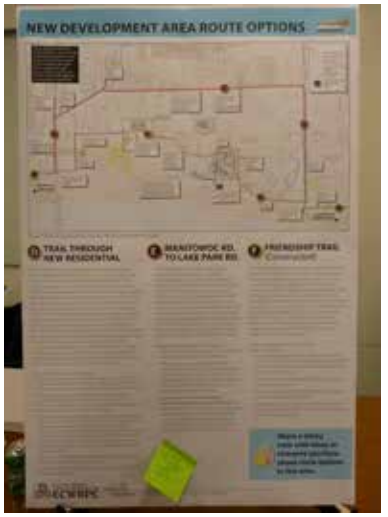
- Participants that preferred Route D said that it was more direct and a better route for pedestrians, and that Route E jogs too far north and presents less-favorable conditions (narrow road, exposed to strong wind coming off the lake).
- Participants that preferred Route E suggested that many cyclists already use Manitowoc Road, it was accessible to more adjacent residents, and it connected to an existing trail on Lake Park Road.
- Many comments stated that Manitowoc Road is dangerous for bicyclists and pedestrians and needs improvements, like a path or paved shoulder.
- Some participants suggested both Routes D and E because they each offer unique experiences and conditions that would benefit different users and communities.
- There were concerns from residents about possible impacts from trail alignment on properties/yards and increased traffic in a quiet neighborhood.

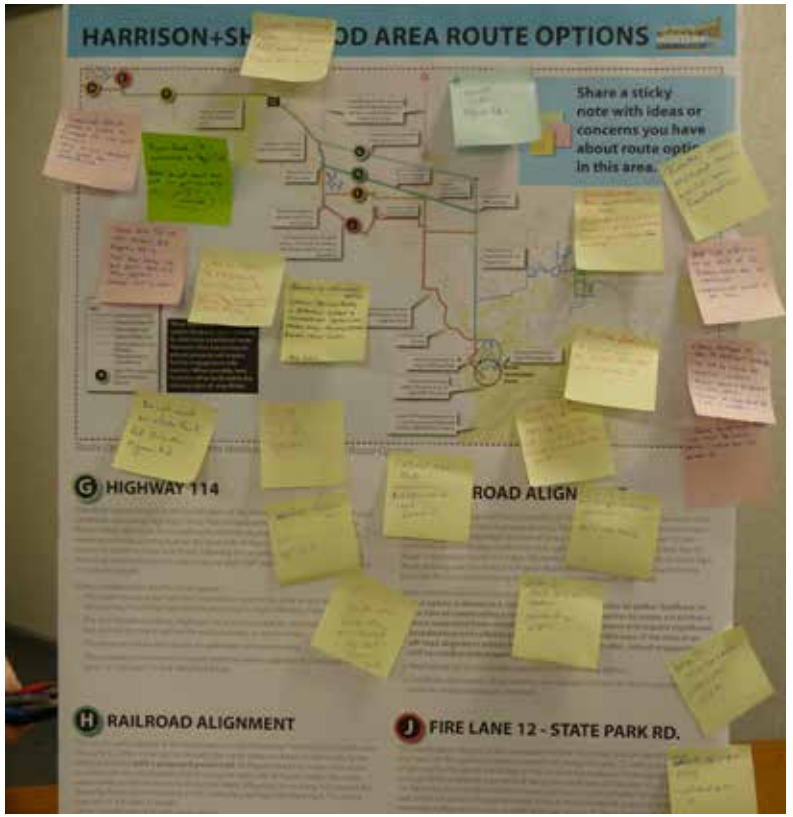
HARRISON + SHERWOOD AREA COMMENTS:

- Participants that preferred Route Option G feel that it would be an efficient route that would disturb the fewest number of property owners.
- Some community members were concerned with Route Option G's proximity to the busy highway, and that a separated trail could be challenging with the narrow Right of Way containing obstacles like power poles and stormwater ditches.
- Several comments stated support for a Route Option on Pigeon Road that could utilize an existing path.
- There was some support for a Route Option on State Park Road, but also some concern about privacy for adjacent residents.
- Participants that preferred Route Options H and I thought those routes were more scenic and desirable for trail users, and support the 'rails to trails' aspect of Route Option H.
- A few participants expressed concern about the natural gas utility terminal at Fire Lane 12 and the railroad.
- There were several comments concerned about Route Option J; the road is narrow with bridges/blind corners, maintaining privacy for adjacent residents, and the route would require collaboration from a lot of property owners.

Photos from the Open House event







Presentation boards with comments

WHAT WE HEARD:

VIRTUAL OPEN HOUSE

A virtual open house was hosted on Wednesday, April 27, 2022 from 4-6pm. Feedback captured digitally on the Mural platform that was used to display the presentation boards.

PARTICIPATION

The virtual open house had over 20 attendees that actively participated in both the large-group question period and the small-group discussions for each of the project study areas.

Attendees were excited about the project and came to the event with lots of ideas to share. People want a trail route that will be safe, scenic, and interesting for users. Participants also wanted to see a trail that is family-friendly and appealing to new trail users. Adjacent residents and property owners that attended shared some concerns they had about potential route options but open to other routes or proposed new ideas.

SUMMARY OF COMMENTS

GENERAL THEMES:

- **New Route Ideas** - Conversations with participants sparked ideas for new routes or route segments, including a route option along Highway 114, redirecting a route north up Kernan Avenue to connect with Manitowoc Road, and suggestions that a route travel through the Menasha Conservancy to Manitowoc Road for a more scenic option.
- **Safety** - Participants expressed concerns about potential conflict between trail users and residents backing out of driveways, safety for trail users on routes that travel along narrow roads, and safety for trail users on routes along Highway 114.
- **Interesting Routes** - Participants expressed a desire for routes that will be interesting for users and provide an enjoyable trail experience.

MENASHA URBAN AREA COMMENTS:

- [no questions or comments on this area]

NEW DEVELOPMENT AREA COMMENTS:

- Many residents voiced concern about Route Option D and routing the trail through the neighborhoods, but some residents did consider a bike lane as a facility here rather than a paved trail.
- Concerns were expressed about potential conflict between trail users and residents backing in and out if the trail were to cross over private driveways.
- For Route Option E, participants commented that Manitowoc road is narrow and would need to widen to accommodate trail facilities.
- There were suggestions to bring Route Option E through the existing trail in the Menasha Conservancy to connect to Manitowoc Road, rather than up Oneida Street.
- There was a suggestion to create a route that blended Route Options D and E, that begins with the west portion of Route D, then heads north at Kernan Ave to connect to Manitowoc Road and follow Route E for the remainder of the study area.
- Participants expressed support for an additional route option along Highway 114 between Oneida Street and Lake Park Road - this route would have to navigate adjacent wetlands but residents appreciated the direct route this provided.

HARRISON + SHERWOOD AREA COMMENTS:

- Participants suggested aligning the trail on the north side of the rail corridor if Route Option H were to be explored further.
- Some participants expressed support for Routes H and I over the other options as they would disturb less property owners.
- Participants expressed a desire for any route in this study area to connect to Pigeon Road rather than State Park Road.
- There was concern about trail user safety with a natural gas terminal on Fire Lane 12 at the railroad crossing.
- Many residents expressed concern with Route Option Route J, stating that the Fire Lanes in this area are quite narrow with private driveways and blind corners and could be dangerous for trail users.
- Residents also expressed concerns about maintaining privacy with an adjacent trail for Route Option J.
- Some participants expressed that Route Option G along Highway 114 is less desirable for trail users and would require a separated trail for safety.

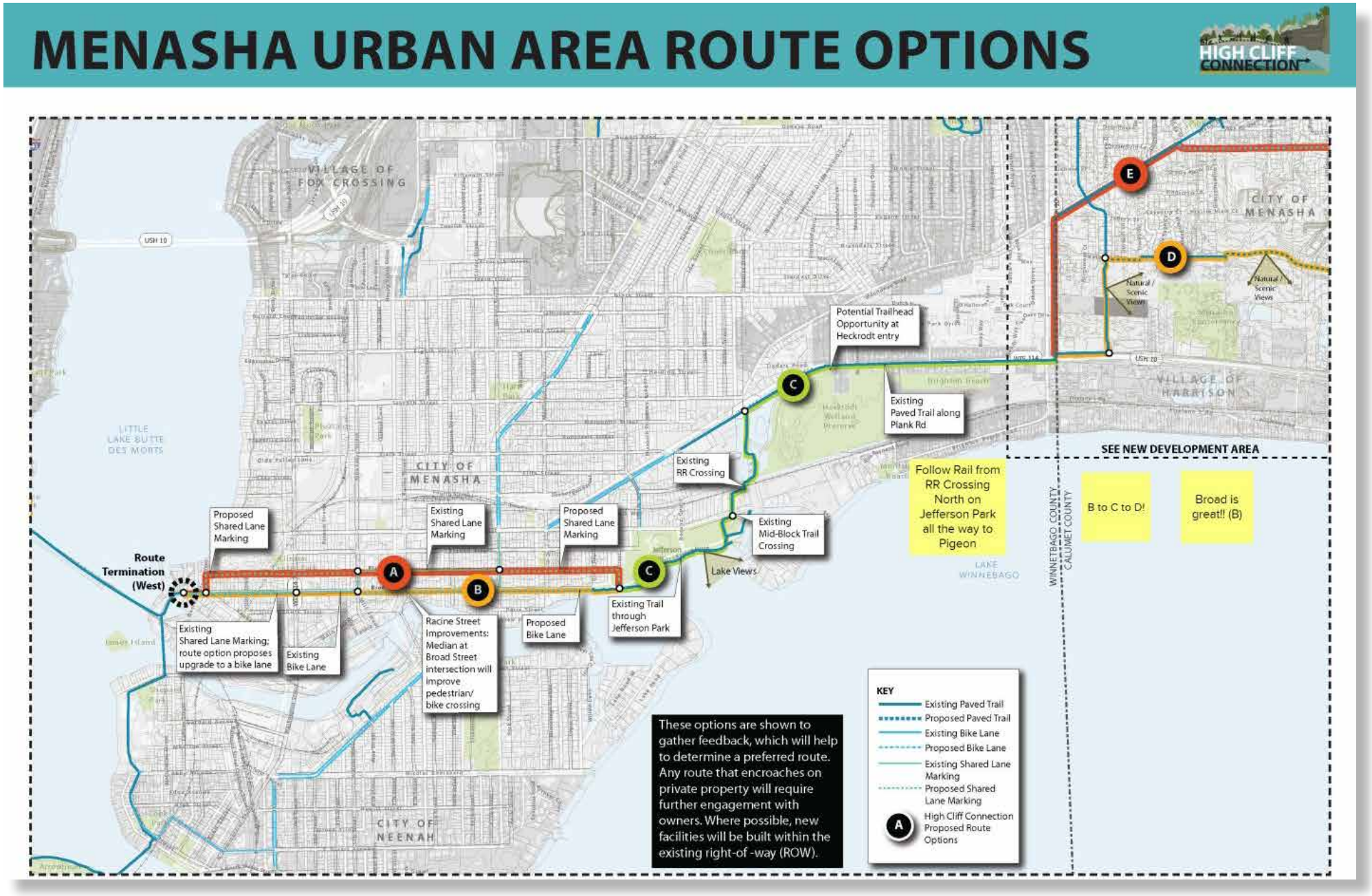


Figure 4.5 Comments captured about the Menasha Urban Area route options on the Mural Board from the Virtual Open House

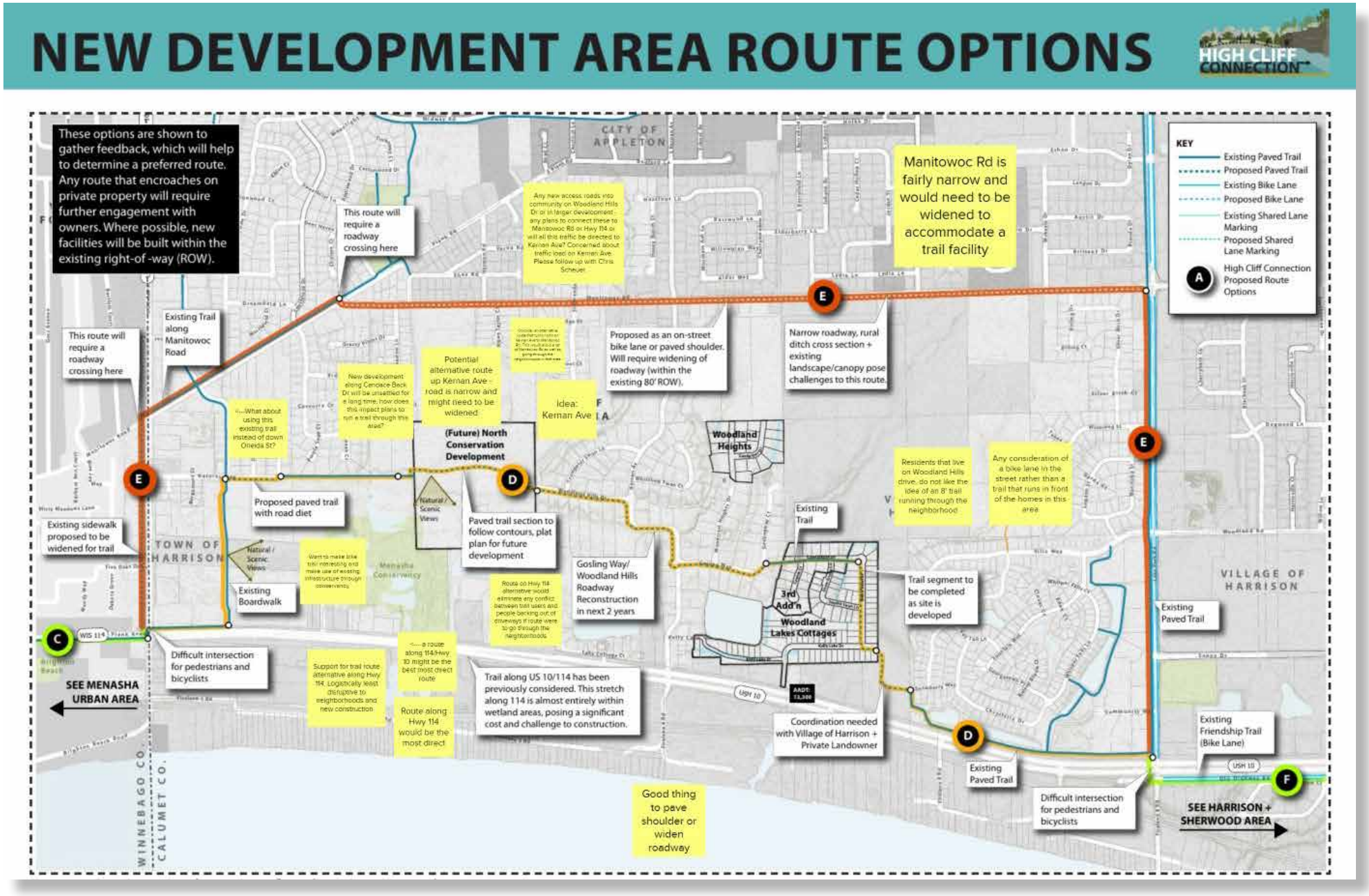


Figure 4.6 Comments captured about the New Development Area route options on the Mural Board from the Virtual Open House

Figure 4.7 Comments captured about the Harrison + Sherwood Area route options on the Mural Board from the Virtual Open House

WHAT WE HEARD:

SOCIAL PINPOINT MAP

For the second phase of community engagement, a second Social Pinpoint map was created to gather input. In this phase of engagement, participants were encouraged to review the map and provide feedback on the draft route options. There were also 5 short surveys asking participants to share their preferences on route options, facility types, trailhead amenities, and intersection improvements. The tool was launched in March 2022 to collect feedback from the community, in addition to the in-person and virtual open houses.

PARTICIPATION

As of May 2022, the site had over 1,000 unique visitors, 224 comments from 124 unique users, and 51 survey responses. The comments were categorized as "I Like This" (42.9% of the comments captured), "I Have an Idea" (14.7%), or "I Have a Concern" (42.4%).

The process generated mixed sentiment from participants, although the vast majority expressed support for the project and the desire for a trail. Opinions were quite varied between the different route options, and the survey results showed almost an even split between route preferences for both the New Development and Harrison + Sherwood study areas.

SUMMARY OF COMMENTS

GENERAL THEMES:

- **Safety** - Participants expressed concern for safety of both trail users and private property.
- **Minimally Disruptive** - Many comments shared an interest in trail options that are less disruptive to property owners.
- **Utilizing Existing Trails** - There was a desire expressed for route to follow existing trail infrastructure as much as possible.
- **Direct Routes** - Many participants shared an interest in the trail routes to follow most direct route.
- **Scenic Routes** - There was an equal amount of interest in more scenic trail options, even if less direct.

MENASHA URBAN AREA COMMENTS:

- Route Option A is more direct
- Roadwork on Broad Street may disrupt certain crossings, so Route Option B on First Street is better

NEW DEVELOPMENT AREA COMMENTS:

- Route D offers a quieter alternative to a busy roadway and would be appealing to trail users of all ages and abilities
- Route D would have too great of an impact on residents and private property
- Route E is too far north and out of the way
- Route E is already popular bike route, add trail to make it safer
- Consider a route on Highway 114, it would be more direct and connect existing open space and trails

HARRISON + SHERWOOD AREA COMMENTS:

- Route G is more direct route, better lit, and has better visibility of the trail
- Route G is less appealing and too close to busy road
- Routes H and I are more scenic and it would be more pleasant to be off the road
- Routes H and I would impact private property
- Route J would provide scenic lake views and offer a connection between neighborhoods
- Route J is a narrow roadway with blind curves and would cause disruption to property owners

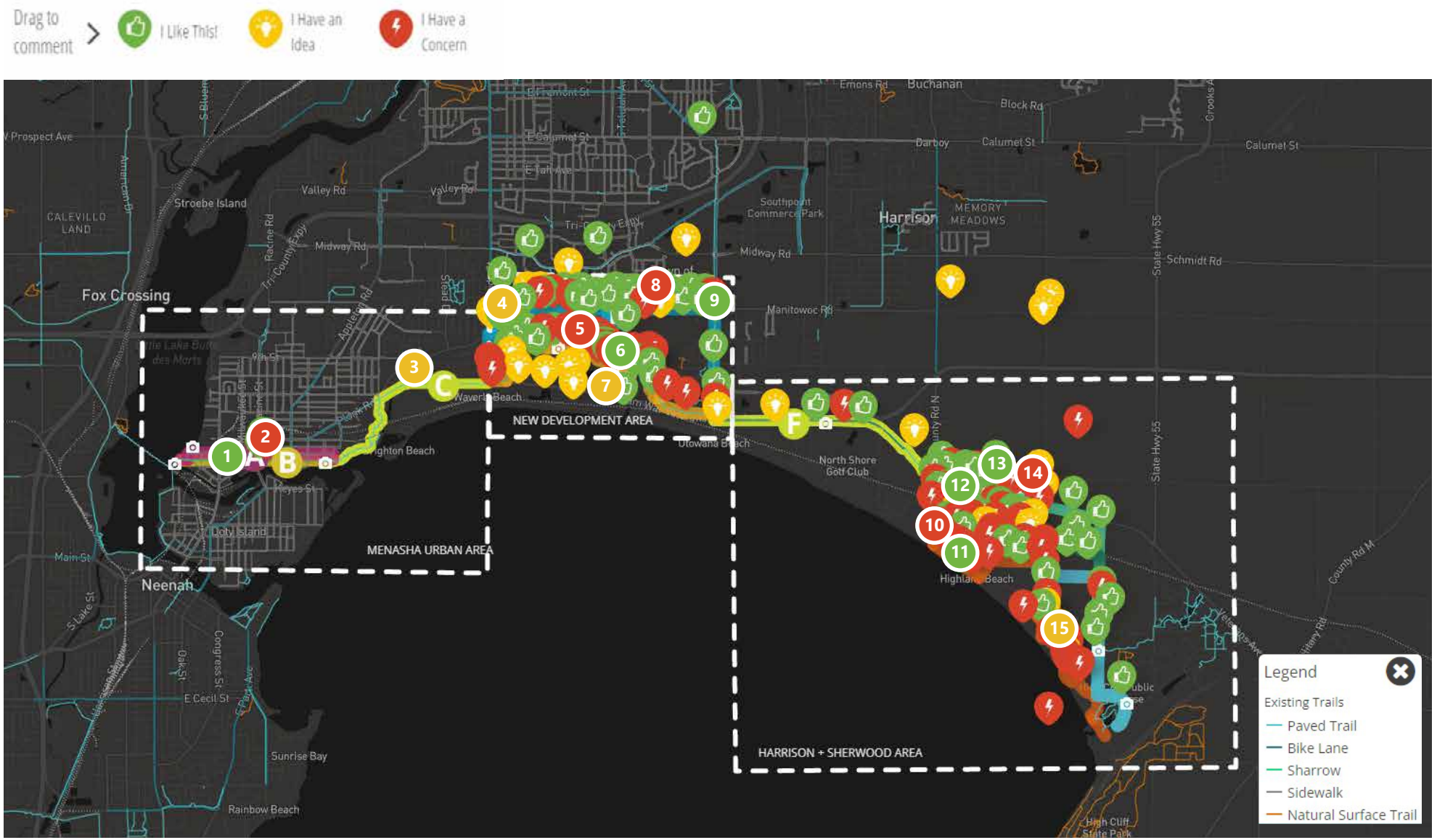


Figure 4.8 Screen capture from 5/13/22 of the interactive Social Pinpoint map from the project's website showing a sample of comments from the public

WHAT WE HEARD: SOCIAL PINPOINT SURVEYS

As part of the Social Pinpoint map, there were also short surveys asking participants to share their preferences on route options, facility types, and trailhead amenities. The surveys received 51 responses.

BICYCLE & PEDESTRIAN FACILITIES

The following glossary of terms and images were included in the survey to describe different bicycle and pedestrian facilities options for the High Cliff Connection route. (*This information is from the ECWRPC's 2022 Bicycle and Pedestrian Facilities Design Guidelines document.)*

1. **Shared Use Path or Paved Trail:** At a minimum, A shared use path (or paved trail) is a two-way facility physically separated from motor vehicle traffic and used by bicyclists, pedestrians, and other non-motorized users. Shared use paths can provide a low-stress experience for a variety of users using the network for transportation or recreation.

2. **Bicycle Lane:** On-street bike lanes designate an exclusive space for bicyclists through the use of pavement markings and signs. The bike lane is located directly adjacent to motor vehicle travel lanes and is used in the same direction as motor vehicle traffic. Bike lanes are typically on the right side of the street, between the adjacent travel lane and curb, road edge or parking lane.

3. **Shared Lane Markings:** Shared lane markings (or "sharrows") are pavement markings that indicate shared bicycle and motor vehicle travel lanes. The markers are two chevrons, positioned above a bicycle symbol, alert motorists that bicycles may use that shared space. In general, this is a design solution that should only be used in locations with low traffic speeds and volumes as part of a signed route, bicycle boulevard, or as a temporary solution on constrained, higher-traffic streets until additional right of way can be acquired.

4. **Paved Shoulder:** Paved shoulders on the edge of roadways can be enhanced to serve as a functional space for bicyclists and pedestrians to travel in the absence of other facilities with more separation. A rural paved shoulder or a paved shoulder is a way to accommodate bicyclists alongside travel lanes. Paved shoulder width varies according to the adjacent travel lane width, and whether or not a rumble strip is present. Unlike bike lanes, paved shoulders are not travel lanes, so they may be utilized to temporarily store disabled vehicles and parking, unless otherwise prohibited.

5. **Boardwalk Trail:** In some areas where the route is near wetland areas, a boardwalk trail will be explored to reduce the impact of trail construction on water and wildlife habitats. A boardwalk is a raised path on piers that is made of wood, a recycled plastic wood-like material, or metal. The boardwalk can also have a curb and/or railings for safety. They are designed to be ADA-compliant and can accommodate bicyclers as well as walkers.

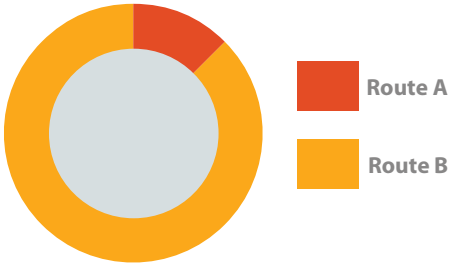
SURVEY QUESTIONS AND RESULTS

1 In this area, which route option do you prefer?

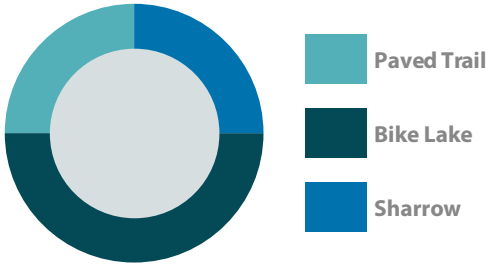
2 Which bike/pedestrian facility type do you prefer in this area?

MENASHA URBAN AREA

ROUTE PREFERENCE

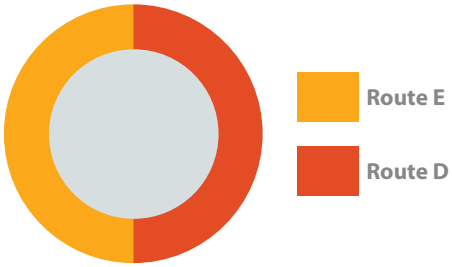


FACILITY TYPE PREFERENCE

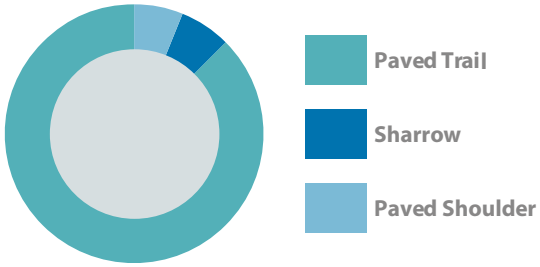


NEW DEVELOPMENT AREA

ROUTE PREFERENCE

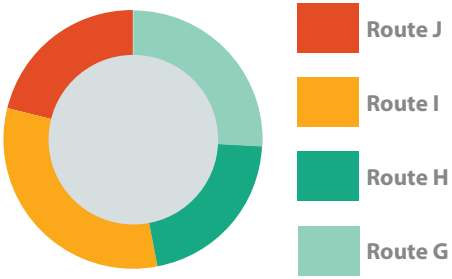


FACILITY TYPE PREFERENCE

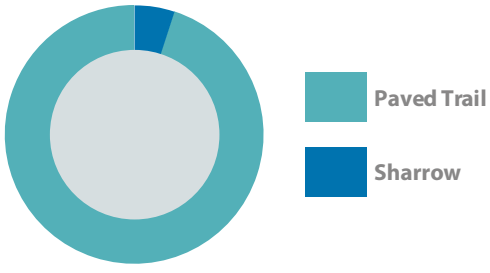


HARRISON + SHERWOOD

ROUTE PREFERENCE

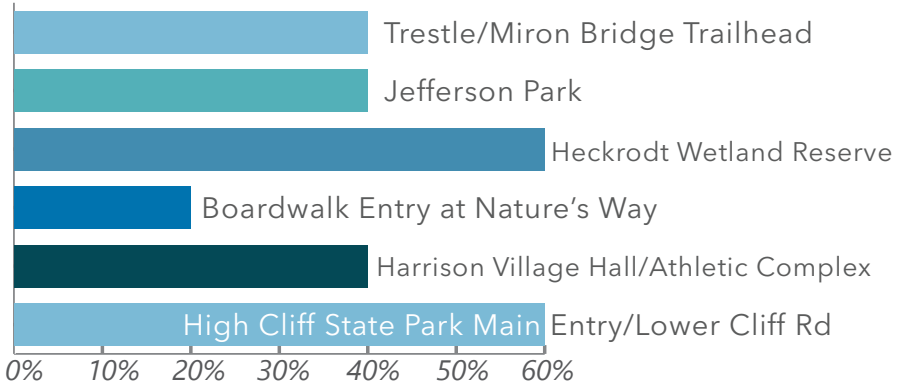


FACILITY TYPE PREFERENCE



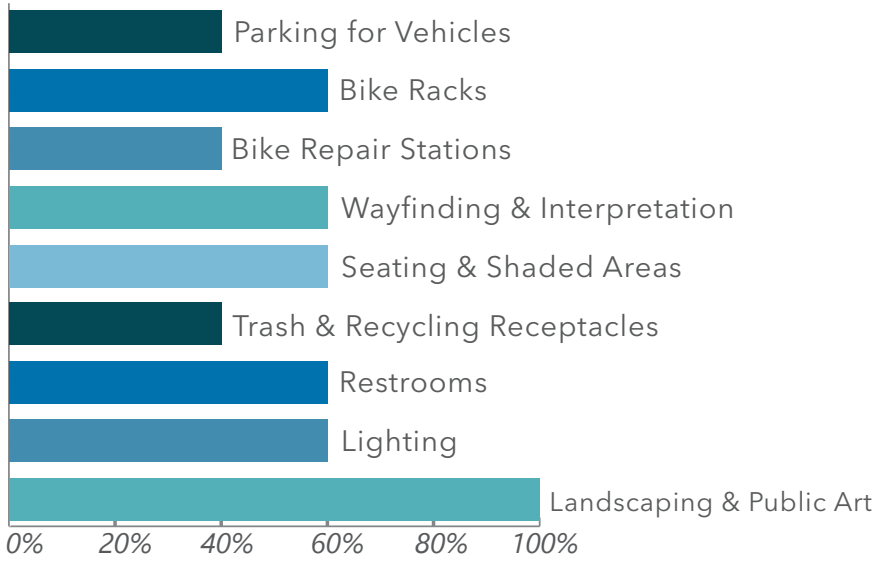
3 Which of the following trailhead locations do you prefer?

TRAILHEAD LOCATION PREFERENCE



4 Of the following route amenities, which would you like to see along the High Cliff Connection or at trailheads?

TRAILHEAD AMENITY PREFERENCE



OTHER FEEDBACK RECEIVED

During the course of Phase 2 of community engagement, project staff at the ECWRPC received a number of phone calls, emails, and a letter along with a neighborhood petition signed by residents in the Harrison and Sherwood study area.

SUMMARY OF FEEDBACK

- Concerns were expressed by adjacent residents and property owners about route options through more residential areas (particularly Route Options D and J). Residents are concerned about disruptions to their properties as well as fear of increased crime or vandalism from trail users.
- Residents of the Harrison and Sherwood study area signed a letter and petition to submit concerns about Route Option J and express their opposition to this route option.
- Community members encouraged the project team to consider incorporating existing trail facilities into the recommended route as much as possible.
- There was a desire from community members in support of the project for the trail to be completed in the near future.

PHASE 2 CONCLUSIONS

The community has been actively engaged throughout the project, and shared good feedback with project staff during the second phase of engagement. This feedback will influence the final High Cliff Connection route and recommendations within proceeding chapters of this document.

TAKE-AWAYS AND IDEAS

- Add a route option along Highway 114 between Oneida Street and Lake Park Road.
- Major concerns from residents regarding Route Options D and J, consider removing from any possible route recommendations.
- Additional concern from property owners adjacent to Route Options H and I. Consider removing from any possible route recommendations and explore volunteer land acquisition and incentive programs for willing participants.

5

CONNECTION PLAN

After gathering a significant amount of public feedback on the route options during both phases of community engagement in the spring and summer of 2022, a final connection plan for the future High Cliff Connection was created. The goal of engaging the public was to identify a route that was both feasible and desirable, and comments from the public were taken into consideration in developing the final connection plan.

From this input, a series of recommendations were formulated regarding trail alignment, facility types, trailhead locations, trail amenities, and future intersection improvements. More information about the initial route options can be found in Chapter 4.

Representatives from each municipality along the proposed routes, in addition to representatives from Calumet County, WisDOT, and Wisconsin DNR, were met with individually to discuss the preferred options and fine tune ideas. The preferred routes were then presented to the Core Team and Stakeholder Group for further refinement.

GUIDING PRINCIPLES

The following are meant to serve as a framework for ECWRPC, local municipalities, and advocates for the future High Cliff Connection, as more detailed decisions are made in the implementation of the route:

- **Provide a great trail experience that encourages people to walk, bike, and get outdoors** for exercise, transportation, recreation, and to enjoy nature.
- **Provide a direct route between destinations.** Wherever possible, create a route experience that does not require users to cross streets multiple times in a short span or travel far off of the general east-west pathway.
- **Provide the most separation between trail users and vehicles that the site context will allow.** Almost universally, community members expressed interest in facilities that are physically separated from vehicle traffic. Some areas along the corridor do not currently provide a means for this trail experience, however, future roadway construction or reconstruction should consider how to incorporate separated trail facilities along the identified corridor to make trails safer and more comfortable for all users.
- **Find ways to provide great views or showcase local history or culture.** Where possible, provide places to sit, rest, and view natural or scenic areas such as Lake Winnebago or wetland areas.
- **Where possible, construct the trail or facilities within existing right-of-way.** Minimize disturbance to adjacent landowners where possible.
- **Future trail construction techniques and design should incorporate the most up-to-date guidance on sustainable trail construction** as provided by the Wisconsin DNR or other national standards. Unnecessary filling of wetlands, removal of tree canopy, destruction of wildlife habitat, or excessive installation of impermeable surfaces are not recommended actions as part of this plan.
- **Continue to engage with local residents and stakeholders as further study, design, and construction of the High Cliff Connection is implemented.** Transparency and input are required along the way to find the best possible outcomes. ECWRPC is developing an Equity in Community Engagement Toolkit and Guidebook which will serve as a resource for engagement methods and strategies moving forward.

ROUTE FRAMEWORK

For each of the areas within the High Cliff Corridor, a series of recommendations are provided on the following pages:

Route Alignment: The general path that the High Cliff Connection is planned. In some cases, a near-term route is identified, alongside a longer-term recommendation for further exploration.

Facility Type: For each segment, a facility type is recommended, such as a two-way cycle track, bike lane, separated trail, or paved shoulder.

Improvements for Existing Trail Segments: Where the High Cliff Connection route aligns with an existing, constructed trail facility, further recommendations are listed for improving comfort, safety, navigation, or providing special features for trail users.

Major and Minor Intersections: Major intersections have the greatest amount of exposure to moving vehicles by trail users. Specific recommendations for potential safety upgrades are listed on page 80. Minor intersections are where the trail crosses a lower volume local roadways (primarily in residential areas). With reference to local standards, marked crosswalks and/or trail crossing signage (per MUTCD standards) may be warranted at minor intersections.

Jurisdiction: The local municipality with jurisdiction over the area with the proposed trail route is identified. Some segments may have multiple jurisdictions that will require coordinating efforts in future phases of design and construction.

Proposed Trailhead Locations: Specific locations have been identified for trailheads within the High Cliff Connection corridor. Further description of locations and recommendations for trailhead amenities are listed on page 78.

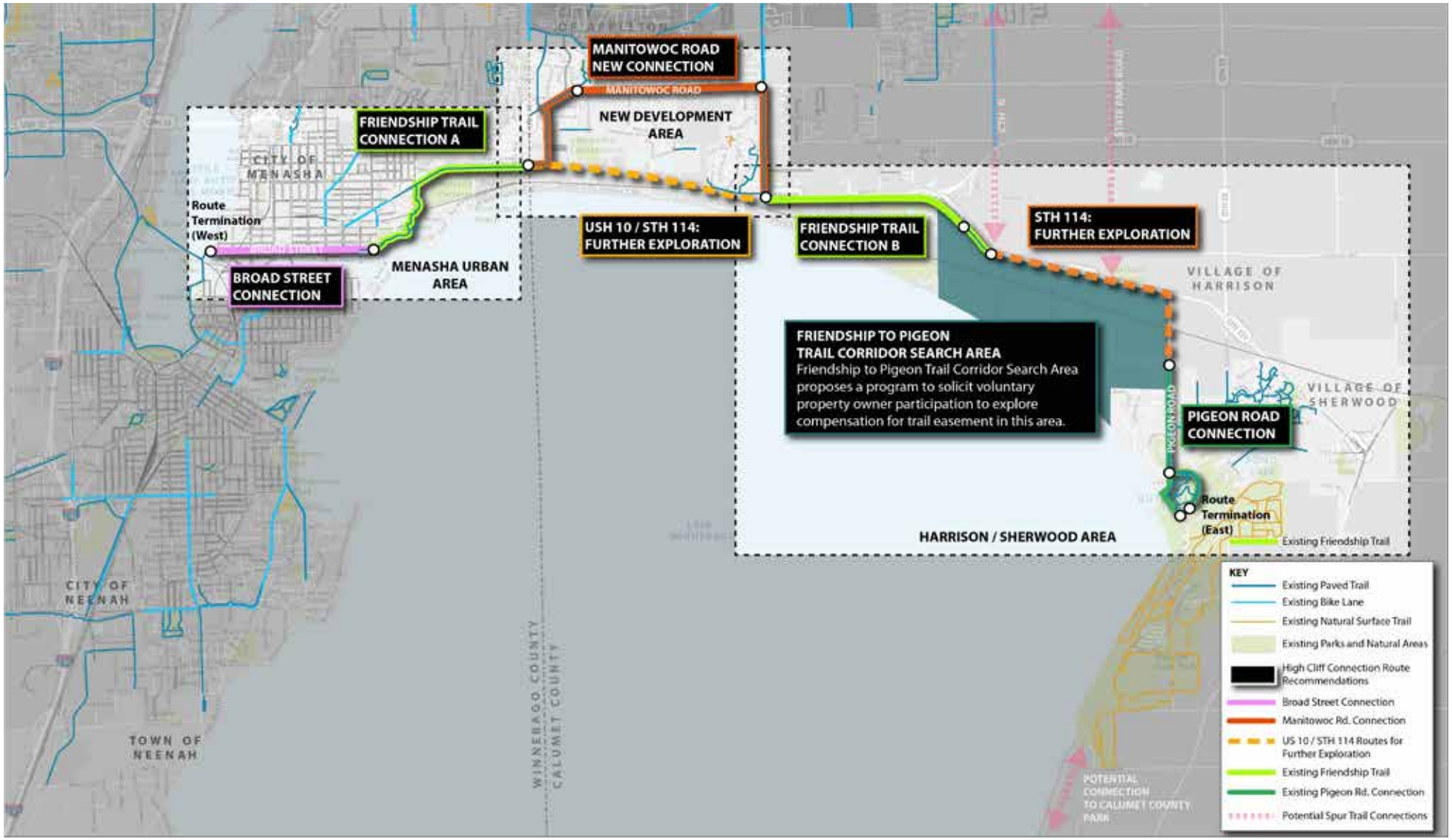


Figure 5.1 Key Map for High Cliff Connection Route Recommendations

URBAN AREA RECOMMENDATIONS

The western termination point of the High Cliff Connection will be at the Miron / Trestle Bridge trailhead at Broad Street. This western point will connect High Cliff Connection trail users to the Loop the Little Lake Trail. From here, traveling east, bicyclists today will utilize the on-street shared lane markings, while pedestrians will use the existing sidewalk network along Broad Street. Future recommendations for Broad Street include the creation of a two-way cycle track (see Figure 5.2), which will provide a more separated path for bicyclists to travel along the roadway, while still allowing for the existing roadway width and parking along one side to remain. Additional buffer markings and separation through flexible bollards or a raised curb will provide further safety measures for trail users.

Alternatively, a longer term recommendation is to upgrade one side (likely the north side) of the Broad Street sidewalk to a shared use trail (see Figure 5.3). This will involve coordination with utilities, existing driveways, and adjacent property owners.

At Jefferson Park, the recommendation is to utilize the existing bituminous trail throughout the park. Further improvements to create a trailhead facility include installation of a fix-it station, wayfinding, and a kiosk near the parking area. A mid-block crossing of Third Street is planned for future improvements to the park. Along with this, further consideration for a curb extension at the crossing could be warranted if traffic volumes increase along Third Street.

Wayfinding as directional signage is recommended along the existing paved segment of the Friendship Trail from Jefferson Park, along Plank Road to Oneida Street.

A future trailhead is recommended at the parking lot of Heckrodt Wetland Reserve. Wayfinding, and further bike parking or a fix-it station/charging station are recommended here.

PROPOSED BROAD STREET FACILITIES

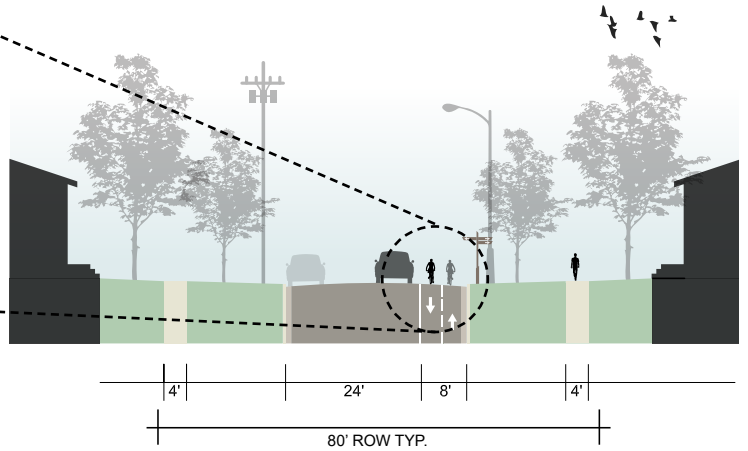


Figure 5.2 Proposed Two-Way Cycle Track on south side of Broad Street

RECOMMENDATIONS:

- Upgrade Broad Street to a 2-way cycle track or paved trail
- Update trailhead at Broad Street with revised trail map, along with recommendations from the Water Street Plan to create a more usable green space, rest stop and destination.
- Install trailhead amenities at Jefferson Park, Heckrodt Wetland Reserve
- Install Wayfinding throughout
- Improve mid-block crossing at Jefferson Park
- Utilize Existing Friendship Trail segment from Jefferson Park, along Plank Road

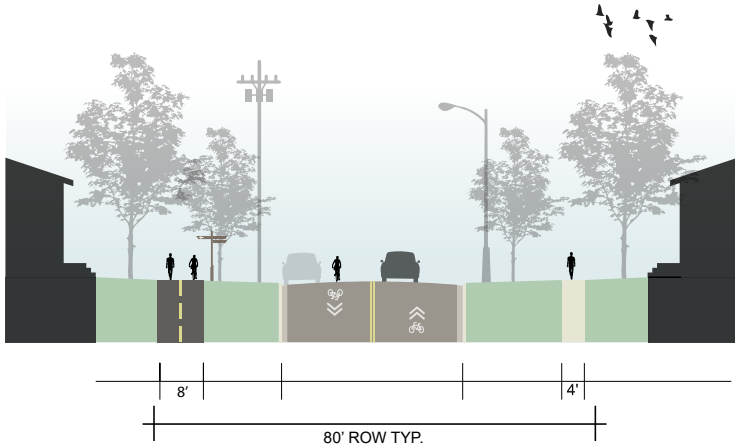


Figure 5.3 Proposed Separated Trail on Broad Street

Figure 5.4 Menasha Urban Area Route Recommendations

NEW DEVELOPMENT AREA RECOMMENDATIONS

Within the New Development Area of the High Cliff Corridor, there are two parallel recommendations for the future trail route. Beginning at the intersection of Oneida St. and US 10/STH 114, the near-term recommendation is to follow the existing trail along the north side of the roadway, which then turns north on to the existing Province Terrace boardwalk and continues along the existing separated trail, crossing at Manitowoc Road and continuing along Manitowoc Road where it splits with Plank Road. A separated trail is proposed along Manitowoc Road to Lake Park Road, with room to construct within the existing 80' ROW. Likely, the project will coincide with an update of the roadway section from a rural to urbanized style with curb/gutter. Stormwater management, coordination with utilities and existing driveways will all need to be addressed in future stages of design. The final leg of this proposed segment will utilize the existing separated trail along Lake Park Road. This recommended trail route will provide a significant connection for residents both north and south of Manitowoc Road, as well as provide a separated trail option for those who are already utilizing Manitowoc Road for biking and walking.

Concurrently, there is a recommendation to further explore the long-term design for a trail along US10/STH 114. With a significant amount of wetlands along this corridor, an elevated boardwalk facility is recommended, which will have a lower impact on sensitive landscapes, while potentially providing a unique trail experience integrated into natural areas that remain in-tact. Preliminary study for this option point to the north side of US10/STH 114 as a more cost effective option with shorter length of trail and the opportunity to connect to the existing paved trail to Lake Park Road. This potential trail segment will provide a high-quality complement to the near-term segment along Manitowoc Road and significantly contribute to the regional draw for the High Cliff Connection.

RECOMMENDATIONS:

- Near-term: separated paved trail and urbanized roadway along Manitowoc Road
- Long-term: Explore boardwalk trail along US10/STH114
- Intersection improvements at Oneida and US10/STH114, Lake Park Road
- Trailhead at Province Terrace boardwalk
- Wayfinding throughout

PROPOSED MANITOWOC ROAD CONNECTION

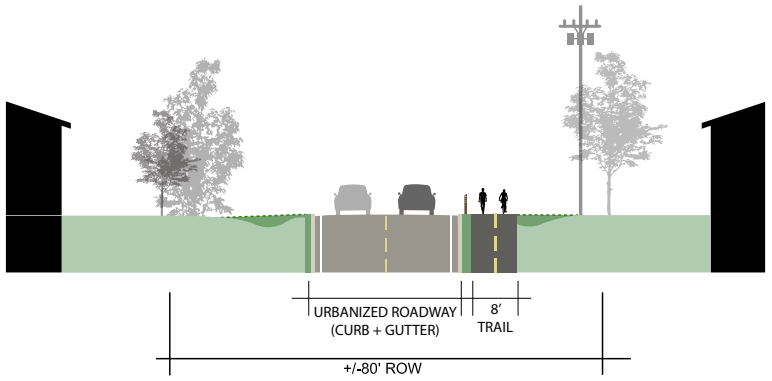


Figure 5.5 Proposed Trail on Manitowoc Road (south side shown; to be determined which side of roadway in final design)

US 10/STH 114: FURTHER EXPLORATION

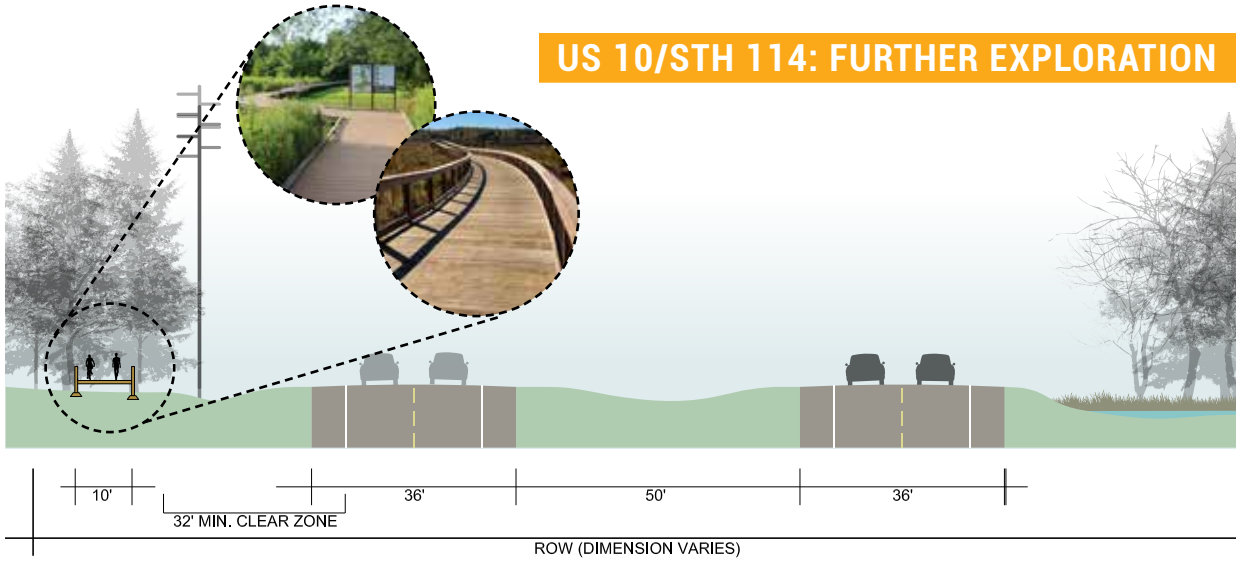


Figure 5.6 Exploration of future elevated boardwalk along US 10/STH 114 (north side shown; to be determined which side of roadway in final design)

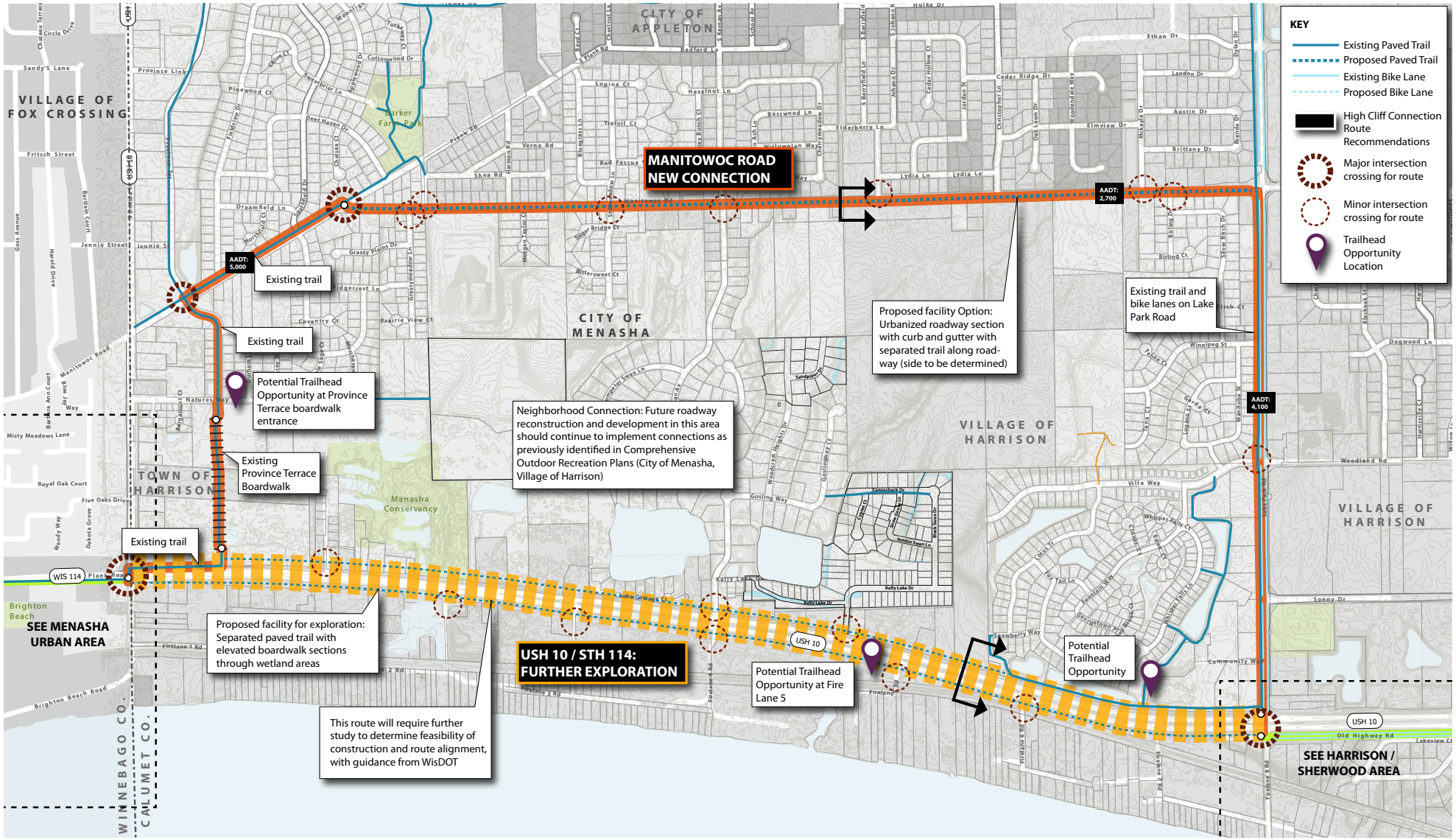


Figure 5.7 New Development Area Route Recommendations

HARRISON + SHERWOOD AREA RECOMMENDATIONS

Beginning at Lake Park Road and heading east, the recommended route for the High Cliff Connection is to utilize the existing Friendship Trail (on-road bike lanes and a short segment with a separated trail) along Old Highway 10 to Fire Lane 12. This segment serves pedestrians and bicyclists today with low-volume adjacent traffic along most of the frontage road. However, improved markings, wayfinding, and seating along the segment would improve the trail experience for users. Further exploration of a separated paved trail or protected bikeway is recommended to improve safety for trail users.

Within the timeline of this planning study, consensus was not found to determine a preferred route connecting from the intersection of Fire Lane 12 / STH 114 to High Cliff State Park. As a result, two parallel recommendations are presented here as incremental steps towards finding a route for this gap in the connection:

STH 114 Further Exploration: Survey-level engineering study of the STH 114 corridor to determine a potential alignment of a separated trail (likely along the south side of the roadway) to Pigeon Road is recommended. The potential trail would then turn south to connect to the existing trail along the west side of Pigeon Road. With the current roadway alignment, a future separated trail (as shown in Figure 5.10) will require a trail easement or additional land acquisition to build, as there does not appear to be enough ROW width today. The trail alignment could be wrapped into future commercial or residential development.

Trail Corridor Search Area: At the onset of this study, there were many ideas for a trail route in this area independent of STH 114. When presented with a variety of route options, many property owners in the area voiced concern and preference for a route along STH 114. However, a few property owners in the area contacted ECWRPC with interest in trail easements or acquisitions to potentially support a future connection to High Cliff. The long-term recommendation is to create a program to advocate, share information and to track property owners who are interested in voluntarily pledging easement or land sale. The intention of the program will be to piece together willing property owners over time to create a continuous trail through the search area to complete the corridor.

RECOMMENDATIONS:

- Explore extension of paved trail along STH 114 to Pigeon Road
- Improve wayfinding, trail experience, and safety along existing Friendship Trail
- Connect to existing trail on Pigeon Rd
- Develop a program or initiative to collect voluntary pledges for trail easement throughout search area to complete future trail gap
- Wayfinding throughout, potential trailhead locations along STH 114, improved trailhead facilities at High Cliff State Park entry

STH 114: FURTHER EXPLORATION

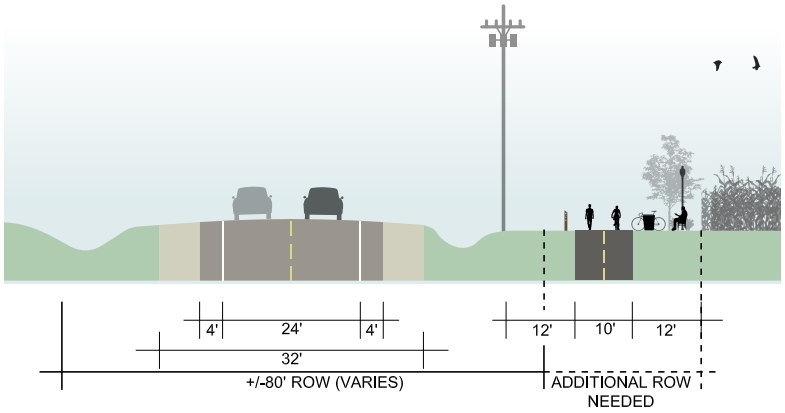


Figure 5.8 Exploration of future trail along STH 114

TRAIL CORRIDOR SEARCH AREA

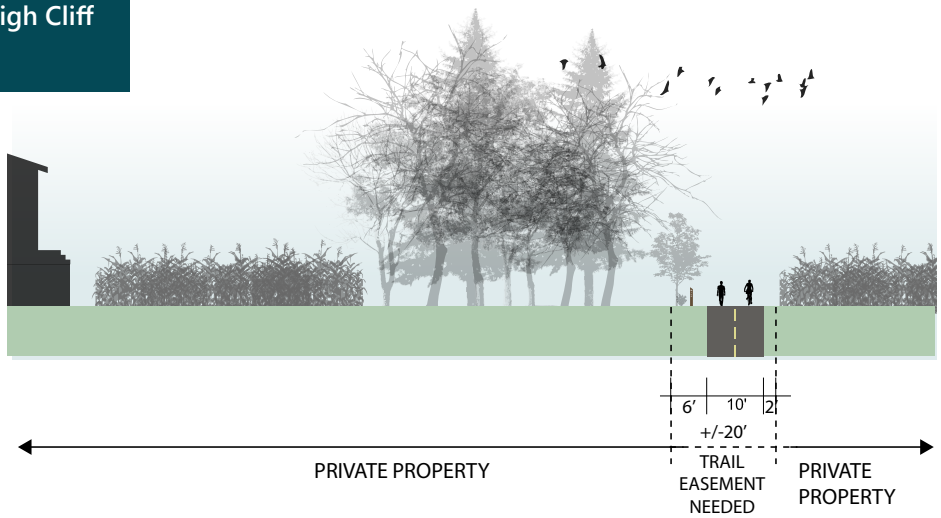


Figure 5.9 Exploration of future trail within Search Area

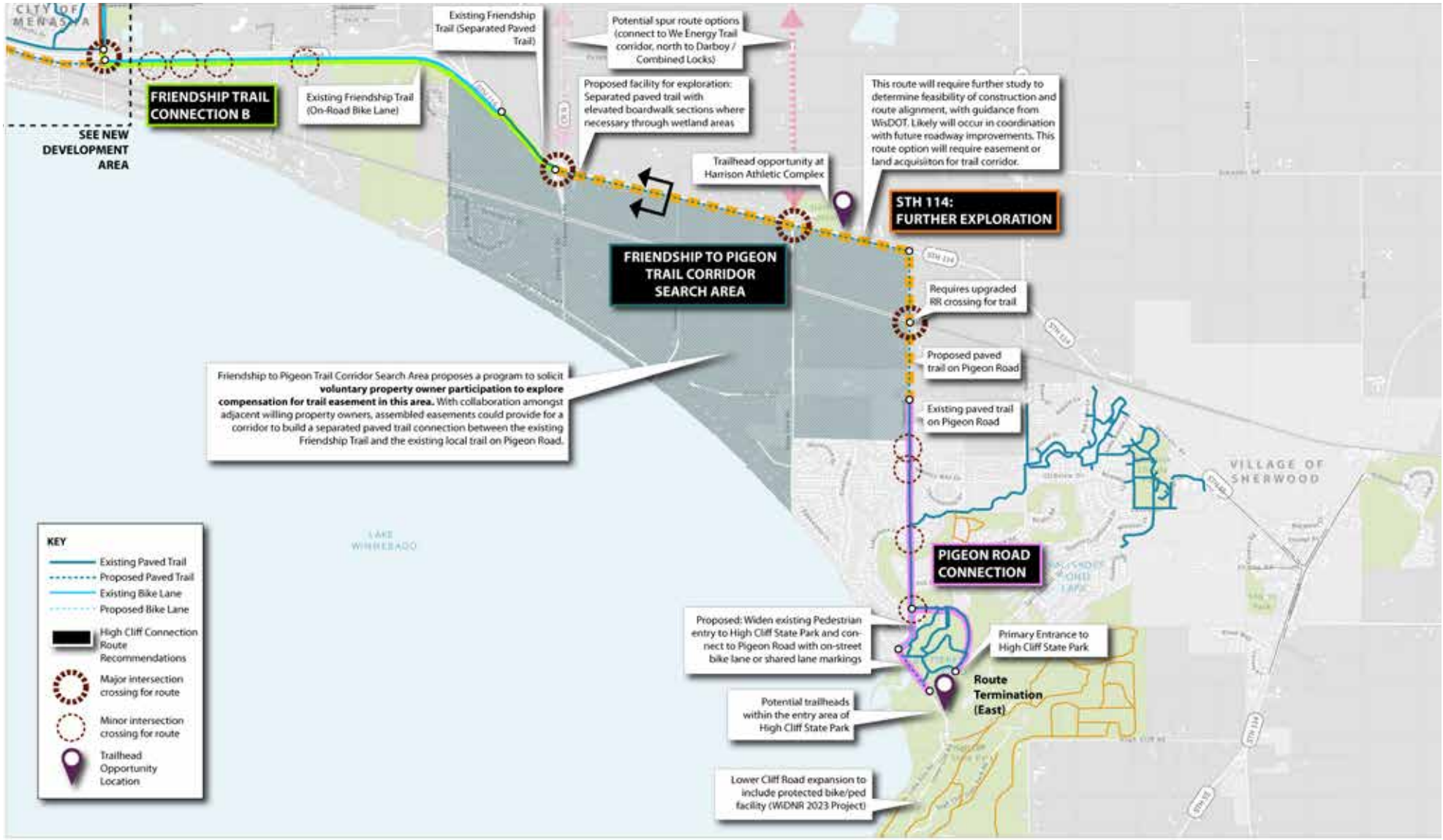


Figure 5.10 Harrison + Sherwood Area Route Recommendations

Note: The Village Board of Sherwood provided a letter dated July 22, 2022 stating a preference for future trail routes to avoid State Park Road in the Village of Sherwood.

TRAILHEAD AMENITIES

Trailheads are designated public access points to a trail, located often at the beginning and end points of a trail, as well as at key locations along the way. Oftentimes a trailhead will be designated in combination with another public destination or located in a place that is recognizable as a landmark.

The following amenities are recommended for trailheads along the High Cliff Connection, as well as at key locations along a trail route. Note that not every amenity listed below is required at every trailhead. With further design at each location, a combination of these amenities should be considered that fit the existing context, available space, and need.

1. **Bike Racks and Bike Repair Stations:** Bike racks are useful to allow bicyclists a means to dismount and walk to a nearby destination or use trailhead facilities. Bike Repair Stations (sometimes called Fix-It Stations) can be really handy if one needs to pump up tires or make minor repairs or adjustments to their bicycle along the way.

2. **Wayfinding and Interpretation:** Directional signage and maps are all commonly found at trailheads, to orient trail users. Additionally, a trailhead may have other signage or displays to share information on the history, culture, flora/fauna or natural systems found in the area. Distance markers along a trail can help users pace themselves or understand how long it will take to reach a destination. Wayfinding can also be placed in the vicinity of a trail or route as a means to direct people to the trail corridor, and also to signal to drivers the increased presence of pedestrians and bicyclists. Another consideration with wayfinding is to provide signage in multiple languages spoken by residents in the area.

3. **Seating and Shade:** Placing benches and other seating at key locations along longer trail corridors is a great way to ensure that people of more ages and abilities can comfortably use a trail. Seating that is durable and protected from the sun and adjacent traffic is generally preferred. Picnic tables and places to gather and rest are also sometimes found at trailheads. Shade trees near trails are vital to providing a cool and comfortable trail experience, as well as a host of other benefits to our comfort and to the environment. Where there is available room, plant shade trees along the south side of trails and at rest locations.

4. **Trash/Recycling Receptacles:** Since trailheads are potentially a gathering spot, there could be a need for trash and recycling receptacles. Making sure that there is a schedule for regular pick up of receptacles will need to be coordinated with local jurisdictions.

5. **Restrooms:** At heavily-used trailheads, or in combination with other recreational facilities, restrooms can be a great amenity along a trail, and provide individuals and families an option for making a day out of biking, hiking, or rolling along a trail. Again, long-term and regular maintenance and security are big considerations with any restroom facilities.

6. **Lighting:** Lighting, either along a the route or at key locations or trailheads, can provide a way for people to utilize a trail in the evenings or early morning throughout the year. Pedestrian-scaled lighting or bollard-style lighting are preferred for trail corridors but oftentimes are not needed if there is already light provided along a roadway. Lighting can also provide a sense of security for trail users, and provide another means of access to more people throughout the day or the year.

7. **Drinking Fountains:** Staying hydrated is an important part of a healthy and comfortable trail user experience, and drinking fountains should be considered at trailhead locations with utility access.

8. **Landscaping and Public Art:** Beyond serving a primary function of providing access to a trail, a trailhead can also serve as a means of placemaking or celebrating local character and identity of a place. Small planted areas, often with hardy, native plants or integrated public art showcasing local artists, can activate these small, public spaces.

9. **Charging stations:** Electrical receptacles, either as part of a lighting fixture, or as a stand-alone solar-powered station, can provide a place for people to charge cell phones, as well as charge batteries for power-assisted mobility devices. This amenity can make it possible for people who use mobility devices to take longer trips via the trail. Charging stations for electric vehicles at trailhead parking is also a consideration.

10. **Parking:** Accessible parking stalls can provide a means for people traveling from longer distances (regional or state visitors). Additionally, people who rely on mobility devices or who have disabilities may wish to have parking available to make it easier to access portions of the trail.

Figure 5.11 Precedent imagery of proposed trailhead amenities

TRAILHEAD LOCATIONS

The following potential trailhead locations have been identified for the High Cliff Connection, primarily building from existing facilities along the route options, and were reviewed by the public during the second phase of community engagement:

1. **Trestle / Miron Bridge Trailhead:** Eastern terminus of the route, this is already a well-used trailhead to connect to the Loop the Little Lake Trail.
2. **Jefferson Park:** With existing parking and park facilities, this is an excellent location for a trailhead. Recommended improvements include a kiosk with trail map, bike parking, a fix-it station, and seating.
3. **Heckrodt Wetland Reserve:** With a large parking lot and access to the trails and existing features of the Reserve, this is a potential trailhead location and would require further coordination with Heckrodt Wetland Reserve. Recommended improvements include a kiosk with trail map, additional trail wayfinding, and bike parking.
4. **Province Terrace Boardwalk at Nature's Way:** With potential for on-street parking and additional trailhead amenities, this is location could serve as a means for local residents to access the route.
5. **Lake Park Rd / Hwy 114:** With the further exploration of a connection along US 10/STH 114, there is opportunity for a new trailhead location potentially at the existing trail entry on the north side of the roadway, or within the ROW along the south side near Fire Lane 5.
6. **Harrison Village Hall / Athletic Complex:** This location has existing parking and recreational facilities, and could serve as a great option for a trailhead if this route is determined to be the preferred in the Harrison/Sherwood Area.
7. **High Cliff State Park Main Entry / Lower Cliff Road:** With access to multiple parking areas, existing restrooms, and potential upgrades with future renovations at the General Store, there is potential for trailhead access just within the State Park.

Note: Other trailhead locations can be considered along the route as future land or opportunities arise.

Jefferson Park

Province Terrace Boardwalk at Nature's Way

High Cliff State Park entry at the Butterfly Pond

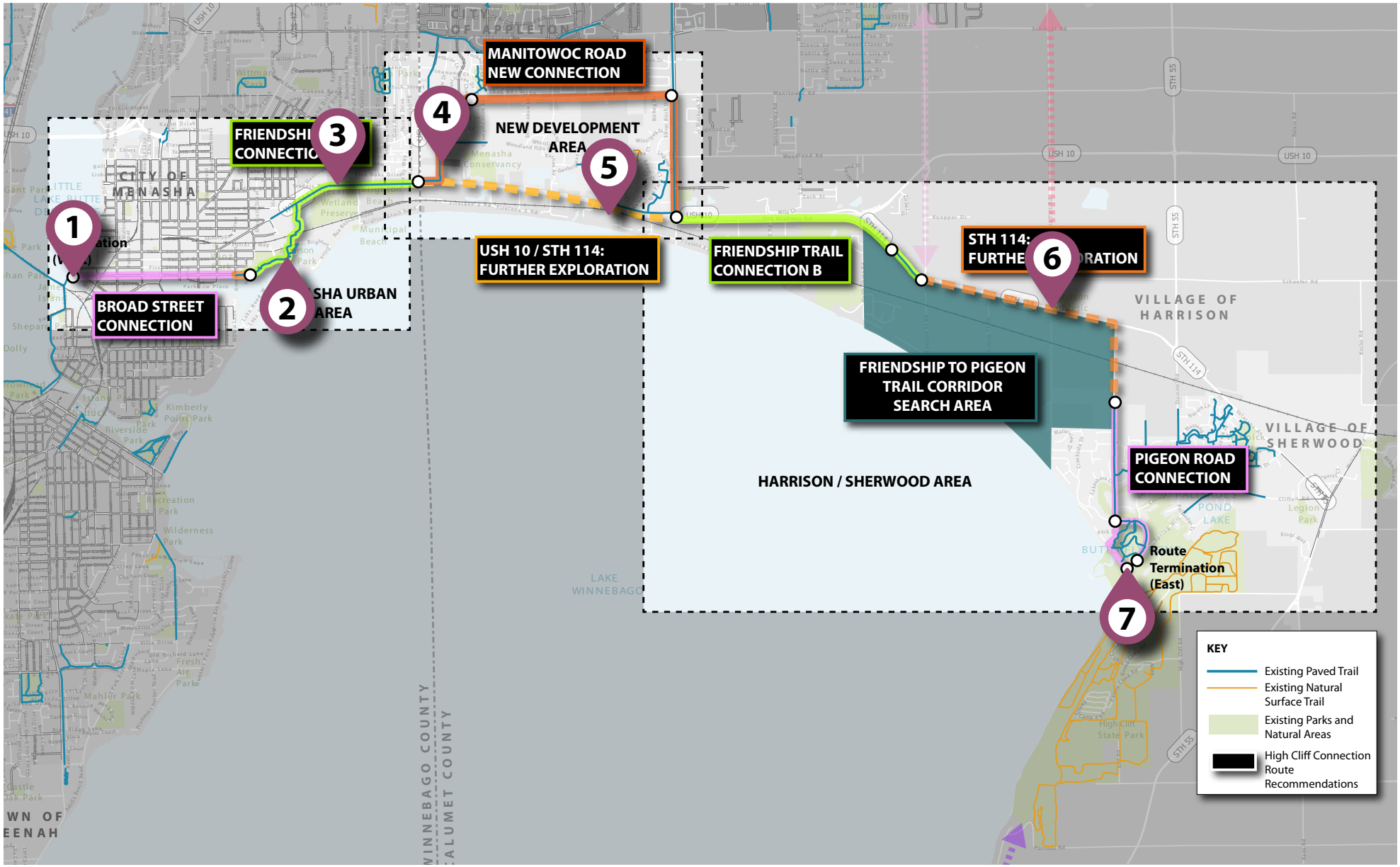


Figure 5.12 Proposed Trailhead Locations

INTERSECTION IMPROVEMENTS

Where possible, the route options avoid crossing major roadways. However, there are a handful of intersections that will be necessary to cross in order to complete the route corridor. At these locations, future enhancements or safety features could aid in the safety and comfort of trail users.

The following are some ideas and considerations:

1. **Broad Street and Racine Street:** The upcoming completion of the roadway improvements at Broad Street and Racine Street in Menasha will provide a protected median for pedestrians and bicyclists to cross. No additional improvements are recommended here as part of the plan.

2. **Jefferson Park / 3rd Street:** Today, there is an un-marked mid-block crossing connecting to the existing Friendship Trail segment. Future enhancements could include crosswalk markings, curb extensions, and/or trail crossing signage.

3. **Oneida Street/ Plank Road/ STH 114:** Today, this intersection poses a barrier to some trail users, as there are many lanes of traffic, wide crossing distances, and small landing areas adjacent to vehicle traffic. Through community feedback, it has been noted that the pedestrian island located in the northwest quadrant of the intersection is too small for a bicyclist with a pull-behind trailer to fit, posing a barrier for crossing by families. Free right-hand turns with wide turning radii are also concerning for pedestrians and bicyclists. Some ideas for enhancements at this intersection include:

   - Tighten the curb radii at key crossing legs of the intersection, causing turning vehicles to slow down
   - Consider signal timing for pedestrians that allow pedestrians to cross the roadway with no turning or forward movement of vehicles (this could be accomplished with user-activated signals)
   - Extend curbs at medians and refuge islands to provide more protection for pedestrians crossing
   - High visibility crosswalk markings (zebra or continental striping) to make crosswalks more visible
   - Explore pedestrian crossing on east and south legs of the intersection

4. **STH 114 at Lake Park Road:** With both the near-term route via Manitowoc Road and the long-term exploration of a trail along STH 114, trail users will need to cross this high-volume intersection. Today, there is a pedestrian refuge island on the west side of the intersection, with a curb extension and marked crosswalk. Further enhancements here could include signal timing to allow longer time for pedestrians to cross, or all-way signal timing, which allows pedestrians to cross while no vehicles are moving through the intersection. Longer term, this intersection could be a good candidate for further study to determine if a grade separated crossing (bridge or tunnel) is warranted.

5. **Railroad Crossing at Pigeon Road:** Whether at Pigeon Road or at another location in the Trail Corridor Search Area, trail users will need to cross the active rail line. At this time, there are approximately 2 trains per day that use the line, and travel at approximately 35 miles per hour. Site specific design for separated trail crossing at the railroad is recommended.

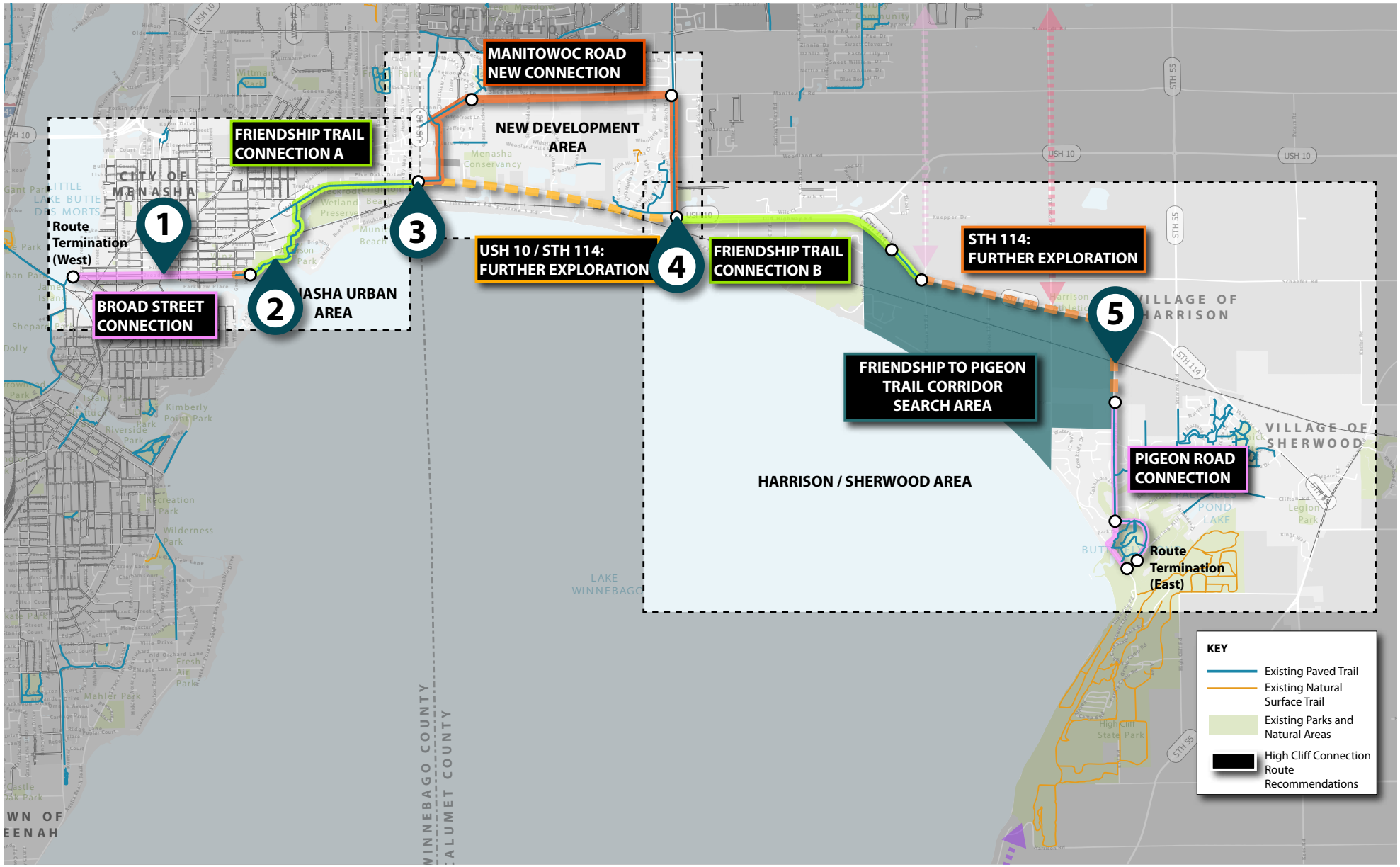


Figure 5.13 Proposed Intersection Improvement Areas

ADDITIONAL CONSIDERATIONS

Over the course of this planning study, a number of other opportunities and on-going related trail projects, potential trail spurs and initiatives were woven into conversations with community members, municipalities, and with the Core Team and Stakeholder Groups. The following are additional considerations to support a connected and safe network for biking and walking within the High Cliff Connection study area and beyond.

NEIGHBORHOOD CONNECTIONS

Feedback collected primarily through the first phase of community engagement demonstrated an interest in connecting nearby residential areas to create opportunity for people of all ages and abilities to access the High Cliff Connection. However, the preferred routes identified primarily connect users along higher volume roadways, such as Manitowoc Road or STH 114. Previous planning efforts (i.e. local trail plans, Comprehensive Outdoor Recreation Plans, State Park master plans) focused at the municipal level have identified plans for future trail, sidewalk, and on-street routes that will support connection from existing neighborhoods to the proposed High Cliff Connection. The High Cliff Connection is intended to provide a regional-scale trail to connect from downtown Menasha to High Cliff State Park. It should be noted that this plan does not take the place of other ongoing efforts to plan and build a safe and connected network at the neighborhood or city scale, for use by local residents.

Additionally, through this planning process, a handful of residential corridors throughout the study area were identified as uncomfortable, unsafe, or dangerous for pedestrians and bicyclists to travel along today. Below are suggestions for additional improvements that could support better bike and pedestrian infrastructure throughout the area:

- Consider shared lane markings, paved shoulder markings, or "Share the Road" signage for roadways with heavier bicycle use.
- Consider traffic calming measures, such as traffic circles, landscaping/tree canopy, and roadway markings as a means to communicate to drivers to slow down.
- Consider a road diet--narrowing of roadway width to provide additional space within the ROW for future sidewalk or trails.
- Where roadways have tight curves, such as Fire Lane 12 and Fire Lane 13, consider mirrors and clearing of brush or vertical obstructions to maintain sight lines.
- Advocate for increased enforcement of speed limits.
- Consider higher-visibility crosswalk markings (zebra or continental style), forward stop bar markings, and improved pedestrian ramps at stop-controlled intersections within neighborhoods.
- Consider user-activated crosswalk signals and curb extensions for mid-block crossings at critical locations for pedestrians (ie--in front of a school, church, or community center).

EXTENDED TRAIL NETWORK

The following trail corridors are either planned or in-progress and contribute to the High Cliff Connection by overlapping the proposed route or extending beyond the study area.

FRIENDSHIP TRAIL

Beginning at CTH M and US 10 in Winchester, the state recreational Friendship Trail will eventually connect from Stevens Point to Forest Junction. The High Cliff Connection proposes to overlap with segments of this constructed route.

WATER STREET CORRIDOR TRAIL

This planned trail proposes a multi-use trail along Water Street from Tayco Street to the Menasha Lock. This trail will intersect with the west end of the High Cliff Connection at the proposed Trestle/Miron Bridge trailhead and can serve as another link into Menasha.

NATURE'S WAY TRAIL/CONSERVATION NORTH TRAIL

As a planned trail connection between the Province Terrace Boardwalk on Nature's Way to Woodland Hills Drive, this trail segment will terminate at the proposed trailhead for the High Cliff Connection at the Province Terrace Boardwalk. It could provide a direct link to the Woodland Hills subdivision and future residential neighborhoods in that area.

TRAIL SPURS TO FOX CITIES

CTH N and State Park Road are both identified in the Village of Harrison CORPs as recommended future multi-modal corridors for biking, and would serve to provide excellent north-south connections from the High Cliff Connection to the Fox Cities (Appleton/ Kimberly, Combined Locks area). CTH N has moderate use today by bicyclists with a wide shoulder between Highway 114 and Highway 10. There are current plans for development with recreational features along this corridor, and sidewalk/crosswalk updates near Sunrise Elementary School. State Park Road is a popular route today for experienced bicyclists, and could connect to the Village of Harrison Athletic Complex at STH 114, as well as to a facility north of KK (Calumet Street) in the Town of Buchanan.

LOWER CLIFF ROAD AT HIGH CLIFF STATE PARK

While High Cliff State Park is a destination for bicyclists and pedestrians, there are significant challenges today for travel within the park due to steep grade change between the main entry to the trails and camping areas above the escarpment. Lower Cliff Road is used today by vehicles, pedestrians and bicyclists and is extremely steep with a few sharp curves that lower visibility for roadway users. Over the next two years, this roadway will be improved from the existing 2-lane road with no shoulder to a new design that is planned to include a shared bike and vehicle lane for downhill travel, separately marked bike and vehicle lanes for uphill travel, and a protected pedestrian path with guardrail separation from vehicle traffic. This proposed improvement addresses roadway construction within the sensitive landscape feature of the escarpment while designing for multi-modal use. The steep slope will remain a challenge for bicyclists and pedestrians to navigate from the entry of the park to trails and through to future trails to the south and east of the State Park.

CONNECTION TO CALUMET COUNTY PARK

Local biking advocates have long been seeking a connection between High Cliff State Park and Calumet County Park. Calumet County has invested in mountain biking trails in the County Park in recent years, and this use will complement the nearby High Cliff State Park bike use well. Negotiations and plans are underway to connect these two parks along Harrison Road.


Friendship
Trail
The Fox Cities
Paper Trail
589
WARNING

6

IMPLEMENTATION

Implementation for the High Cliff Connection will be an ambitious endeavor! The trail corridor is planned to connect the City of Menasha, the Village of Harrison, the Village of Sherwood, and potentially the City of Appleton and the Village of Fox Crossing, meanwhile traversing both Winnebago and Calumet counties. Additionally, many segments of the recommended route fall within the jurisdiction of Wisconsin DOT or Wisconsin DNR. ECWRPC has served as the primary point of contact for this planning study, as the regional planning organization, and will likely remain in a key role as further coordination among the myriad of agencies will be required to avoid piecemeal progress towards a continuous trail experience.

The planning process for this study expressly included a significant amount of involvement from agencies listed above to develop, review, and refine the plan. Additionally, local and regional multi-modal advocates, residents, and community stakeholders contributed insight to develop a plan. Continued collaboration over the next few years will be needed to steward the implementation of this ambitious project.

ACTION STEPS

What should we do now and in the near-term to make the High Cliff Connection a reality? What can we do to promote and complete a full network of connected bicycle and pedestrian connections throughout the Fox Cities? The following are identified as actionable next steps towards implementing the full plan for the High Cliff Connection.

A

FOX CITIES TRAIL COORDINATOR

Beginning with High Cliff Connection as a pilot or catalyst project (big visible project to start with), hire for the position of Fox Cities Trail Coordinator. This role will involve coordinating implementation of trails in the Fox Cities, serving as a liaison and program manager with the goal of facilitating build out of a connected bike and ped network throughout the region, and continue to implement the projects and ideas that came out of the 2020 Trails Summit. This position could include the following tasks, roles, and duties:

- Work individually with property owners to complete trail connection
- Organize voluntary trail easement pledge program to collect 'pledges' for trail easements throughout search corridor areas
- Maintain relationships with property owners
- Serve as a liaison between cities, counties and developers to advocate for implementation of trail, bike/ped connection and safety projects
- Coordinate construction and engineering
- Advocate for trail implementation and active living within the Fox Cities
- Write grants and facilitate funding and donations
- Facilitate Conservation or Trail Easement agreements
- Work with agencies to find events and partnerships to bridge trail implementation with other aspects of health, recreation, active living, natural resources, and education
- Manage a steering committee comprised of local experts in the fields of municipal leadership, agency affiliation, real estate, banking, development, cycling, special interest advocacy, recreation, and construction. This group could be a continuation of similar members from the Core Team and Stakeholder Group

CASE STUDY : SPARTANBURG, SC

Spartanburg County, South Carolina has successfully completed nearly 20 miles of a 55-mile planned trail network over the last 10 years and has cultivated community-wide support for trail construciton. This accomplishment can be attributed to the foresight of the community to hire a trails coordinator early on after the adoption of the trail plan. To learn more about Spartanburg and their recent RAISE grant award, visit ***https://www.palspartanburg.org/raise***

Spartanburg, SC Daniel Morgan Trail System Map

B

FUTURE PLAN AND COMPLETE STREETS ADVOCACY

Plans tend to build upon each other and can support future grant applications. Examples of future plans that should consider including the High Cliff Connection route:

- City and Village Comprehensive Plans
- Bicycle and Pedestrian Plans
- CORPs (Comprehensive Outdoor Recreation Plans)

Where possible, municipalities throughout the area should adopt and implement Complete Streets Policies in order to facilitate vital trail connections in the future as development and roadway projects occur. Complete Streets is "an approach to planning, designing, building, operating, and maintaining streets that enables safe access for all people who need to use them, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities" (Smart Growth America). When bike and pedestrian infrastructure is planned along with development projects it results in a much more streamlined approach to trail planning. As these communities continue to grow, so too will the need for infrastructure like sidewalks and trails that promote active living and provide alternate means of transportation.

C

WAYFINDING AND BRANDING CAMPAIGN

This action step involves development of a trail wayfinding and branding design to clearly identify the High Cliff Connection and linked regionally-significant trails in the Fox Cities. This design should build from the Wayfinding Design Guidebook (ECWRPC 2017), and previous efforts by the City of Menasha, Village of Harrison, Village of Sherwood, and the Fox Cities Visitor and Convention Bureau. The branding campaign should be approached with a community-based design process, potentially with a public launch event, in order to build community awareness and enthusiasm for the project. This action step should also include design and commission of signage fabrication, assembly and installation of signage along the corridor route for both built trail segments and future or interim segments.

D

TRAIL GRANTS AND FUNDRAISING

Identifying grants and funding sources will be key to implementation of the High Cliff Connection. The number of stakeholder communities and agency affiliation will serve as excellent leverage for future applications, in addition to the community support and process documented in this plan. See page 91 for trail funding and grant resources.

Complete Streets serve riders of all ages & abilities

Clear branding & wayfinding improves the trail user experience

E

PRELIMINARY ENGINEERING STUDY AND DESIGN

Develop and release an RFP to contract for civil engineering services to provide preliminary study to determine alignment and preliminary design (up to 30% construction documents) and cost estimates to implement recommended alignment for trail segments identified in Chapter 5 of this plan.

The scope of this work should include the following tasks/deliverables:

- Project Management
- Public Information and community engagement to keep residents and stakeholders involved and updated with study findings and recommended alignments.
- Agency Coordination and Permitting Review
- Survey Data
- Geotechnical Review
- Right-of-Way Review
- Environmental Documentation
- Public and Private Utility Identification and Coordination
- Trail Corridor Engineering (up to 30% design)
- Cost Estimation and Evaluation

Items to be evaluated within the study include:

- Evaluation of trail alignment to determine best side of roadway or location
- Evalution of recommended facility types to determine the best on- or off-road trail facilities (paved bituminous trail, elevated boardwalk segment, protected bikeway or cycle track, etc.)
- Inventory of required acquisition
- Identification of drainage/stormwater/utility challenges
- Evaluate intersection design alternatives at major intersection crossings, notably at Oneida St. and Lake Park Road for bike/ped safety.
- Other related traffic/roadway analysis
- Bituminous trail vs. boardwalk
- Inventory of required acquisition
- Identify related or concurrent projects, such as roadway reconstruction or curb and gutter upgrades

F

FINAL TRAIL CORRIDOR DESIGN

Complete full design (30% to 60% to 90% to Contract Documents) to implement preliminary design of route alignments as outcome of the Preliminary Engineering Study and Design. Consulting team should consist of landscape architects, civil engineers, and associated professionals to conduct a **community-based design process** to integrate the following into the final design of the fully built out trail corridor: interpretive elements, seating, lighting, site furnishings, trailhead design, pathway design, stormwater management, and sustainable trail construction to reflect the character of the people, wildlife, and places of the area. Included in this scope of work should be construction administration services to oversee the construction of the project.

G

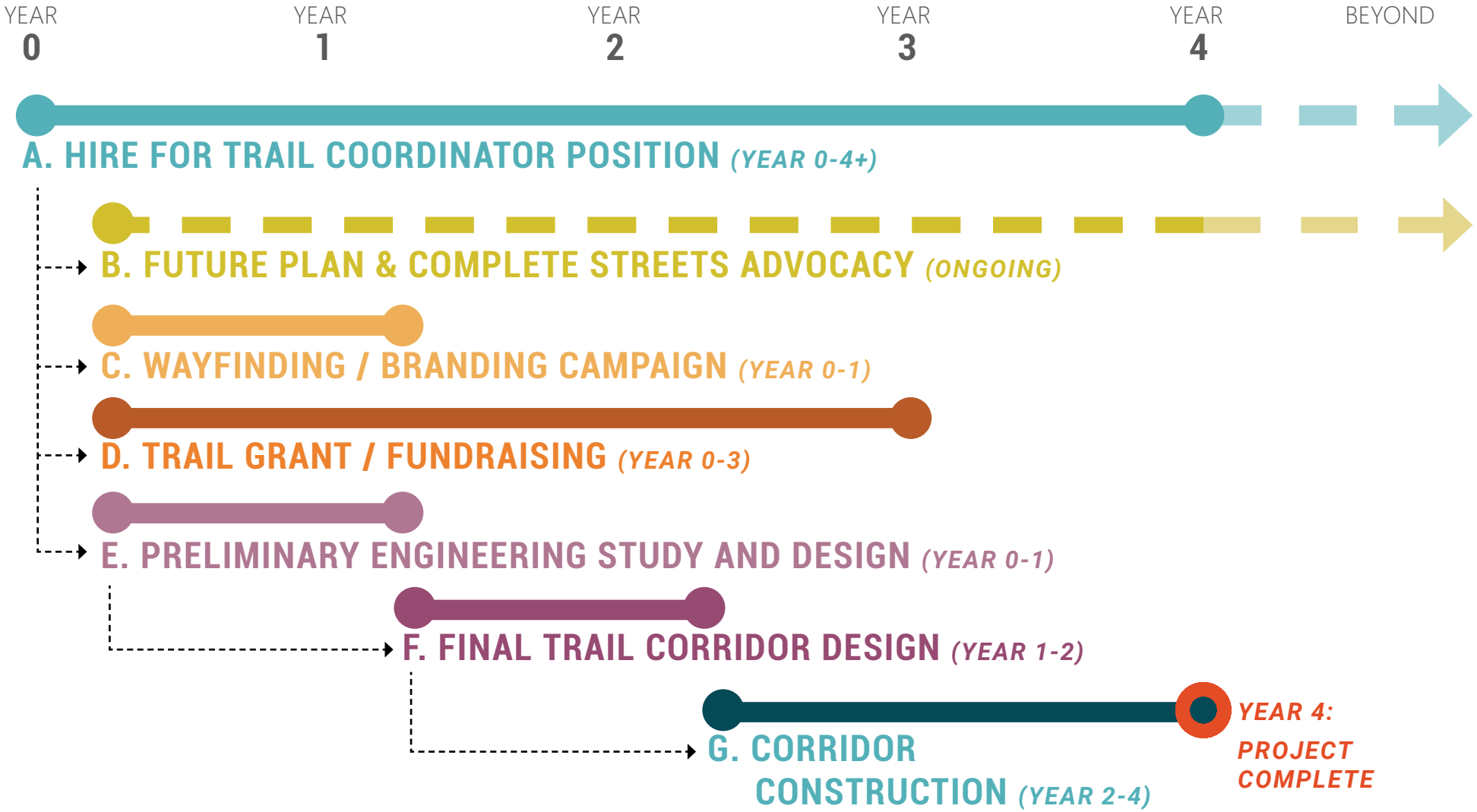
CORRIDOR CONSTRUCTION

Based on the outcomes of the preliminary engineering study, final corridor design, and secured funding sources for the project, the corridor construction may happen in phases or over the course of a few years. Ideally, the full project will be realized within a compressed timeline, which will likely result in efficient use of funds and a more consistent quality of work over the full corridor.

A planning-level estimate of capital costs for the construction of the full High Cliff Corridor is on page 90.

SEQUENCE OF ACTIONS

The seven action steps identified are intended to be performed sequentially, with the first step (hiring of a trail coordinator position) serving as a catalyst for the steps following. The schedule below demonstrates a reasonable (albeit ambitious) sequence of events, with the assumption that funding for implementation is available.



ESTIMATE OF COSTS

The table below elaborates on the action steps to identify lead organizations or agencies, the duration of each step, which professional services or consultants may be needed to perform the step, anticipated costs associated with the action step, and other notes for consideration that provide background for future reference. This sequence assumes that all funding is secured prior to action. This table is meant to serve as a planning-level guide. A more detailed estimate of costs can be found in the Appendix.

	Implementation Action Steps	Lead Organization / Agency	Duration	Consultant / Professional Services	Anticipated Cost to Implement	Notes
A	Hire for Trail Coordinator Position	TBD	Year 0-4+	Communications / Real Estate / Trail Advocacy / Construction Admin / Grant writing	$320,000	$80K/year FTE with benefits, administrative costs
B	Future Plan & Complete Streets Advocacy	Municipalities, ECWRPC	Ongoing	Municipal / Regional Planning	$0	Advocacy with municipalities
C	Conduct Wayfinding/Branding Campaign	Trail Coordinator, Fox Cities Greenways, ECWRPC	Year 0-1	Graphic Design/Wayfinding/Brand Lead	$150,000	Work from ECWRPC Wayfinding Guidebook; includes construction/assembly/installation
D	Trail Corridor Grant/Fundraising	Trail Coordinator, Fox Cities Greenways, ECWRPC	Year 0-3	Trail Coordinator	$10,000	Trail Coordinator task or grant writing support from ECWRPC
E	Preliminary Engineering Study and Design	ECWRPC, WisDOT, City of Menasha, Village of Harrison	Year 0-1	Civil Engineering Lead	$450,000	Based on similar scope of Dakota County Greenways Accelerator (2022)
F	Final Trail Corridor Design	Trail Coordinator, ECWRPC	Year 1-2	Landscape Architecture/Civil Engineer Team	$881,870	Generally 15% of construction costs. Dependent on outcomes of Preliminary Engineering Study recommendations; shown here based on preferred master plan options cost estimates
G	Trail Corridor Construction	Trail Coordinator, WisDOT, ECWRPC, WIDNR	Year 2 - 4	General Contractor(s)	$4,997,262	Based on preferred master plan options cost estimates
				Year 0 -4 Total	**$6,489,132**	**Approx. 13 miles of constructed trail plus amenities + FT Trail coordinator position and capacity building for expanded regional network**
				Year 0-4 Rounded	**$6.8M**	**Total anticipated project costs (2022 pricing)**

Table 6.1 Implementation Table with Anticipated Costs

*Construction costs are based on preferred master plan options. Actual construction costs to be verified during engineering and design phases.

**Construction estimates reflect 2022 prices, based on similar projects in size/scope in the Upper Midwest.

***Timeline is an approximation, based on availability of funding and resources.

GRANTS AND POTENTIAL FUNDING RESOURCES

The following is a list of applicable grants and funding resources for this project. Click on the heading of each section to link to more information.

WI-DNR RECREATIONAL TRAILS PROGRAM

A federal program administered in most states. Municipal governments and incorporated organizations are eligible to receive reimbursement for the development, rehabilitation, and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Eligible sponsors may be reimbursed for up to 80% of eligible project costs. Funds from this program can be used in conjunction with funds from other state grant programs that also fund trail projects.

STEWARDSHIP LOCAL ASSISTANCE – URBAN GREENSPACE

Administered by the WI DNR: Knowles-Nelson Stewardship Program, Urban Green Space (UGS) grants are intended to provide open natural space within or in proximity to urban areas; to protect from urban development areas within or in proximity to urban areas that have scenic, ecological, or other natural value; and to provide land for noncommercial gardening for the residents of an urbanized area. These grants may fund up to 50% of project costs.

LAND AND WATER CONSERVATION FUND (LWCF)

Established by Congress in 1964 to fulfill a bipartisan commitment to safeguard our natural areas, water resources and cultural heritage, and to provide recreation opportunities to all Americans. The fund invests earnings from offshore oil and gas leasing to help strengthen communities, preserve our history and protect our national endowment of lands and waters. The concept is take revenues from the depletion of resources – offshore oil and gas – and use them to conserve other resources: parks, wildlife refuges, forests, open spaces, trails and wildlife habitat. The State Side of the LWCF provides matching grants to States and local governments for the acquisition and development of public outdoor recreation areas and facilities.

RAISE GRANT

Grant funding available through the Rebuilding American Infrastructure with Sustainability and Equity (RAISE) discretionary grant program. This grant program helps communities around the country carry out projects with significant local or regional impact. The grants can be used for a wide variety of projects that make transportation systems safer, more accessible, and more sustainable for people across the country. RAISE projects are rigorously reviewed and selected based on merit. Projects will be evaluated on statutory criteria of safety, environmental sustainability, quality of life, economic competitiveness and opportunity, state of good repair, partnership and innovation. This year the Department is also encouraging applicants to consider how their projects can create workforce development opportunities.

TRANSPORTATION ALTERNATIVES PROGRAM (TAP)

Administered by the Federal Highway Administration, this program provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

SURFACE DISCRETIONARY GRANT PROGRAM (STP-D)

This program's purpose is to encourage projects that foster alternatives to single-occupancy vehicle (SOV) trips, such as facilities for pedestrians and bicycles, development of bicycle/pedestrian plans, purchase of replacement vehicles for transit systems, and other transportation demand management (TDM) projects. Funding is comprised of 80% federal dollars and 20% local dollars.

SURFACE TRANSPORTATION BLOCK GRANT PROGRAM (STBG)

The Surface Transportation Block Grant Program (STBG) promotes flexibility in State and local transportation decisions and provides flexible funding to best address State and local transportation needs. The Federal Highway Administration is directed to apportion funding as a lump sum for each State then divide that total among apportioned programs.

TRAIL EASEMENTS AND ACQUISITION

SAFE STREETS AND ROADS FOR ALL (SS4A) IMPLEMENTATION FUNDS

The Bipartisan Infrastructure Law (BIL) established the new Safe Streets and Roads for All (SS4A) discretionary program with $5 billion in appropriated funds over the next 5 years. These funds are intended to support the National Roadway Safety Strategy and the Department's goal of zero deaths and serious injuries on our nation's roadways.

PUBLIC PRIVATE PARTNERSHIPS

A public-private partnership is an alternative funding procurement method in which a public agency partners with a private-sector entity in order to leverage private resources and expertise through the transfer of risk. P3s are agreements that allow private companies to take on traditionally public roles in infrastructure projects, while allowing the public sector to continue to ensure accountability to the public.

MUNICIPAL CONTRIBUTION

To support the implementation of the High Cliff Connection, there are also potential funding opportunities through municipal contribution, at the discretion of each community. If desired, contributions could be planned for by each community through consideration for and inclusion of project funding in their individual Capital Improvement Plans or other budgeting procedures.

Of the route recommendations being made several portions will likely require some land acquisition or trail easements to move forward due to a lack of sufficient right of way in the areas under consideration. In general, there is one primary way that land can be acquired for public projects of this kind:

- Through public easements, which grant legal rights to cross or otherwise use someone else's land for a specified purpose.

In Wisconsin the application fee for processing an easement is $2,000 and covers costs of reviewing the application and preparing the easement. In addition to that the entity acquiring the land pays a negotiated amount of money to the property owner for the use of that land.

Likely, easements required to complete the High Cliff Connection will be needed along US 10/STH 114, as well as potentially through the trail search area identified in the Villages of Sherwood and Harrison. An easement will not typically have a negative effect on property value unless it severely restricts the use of the property. Property owners in these proposed areas will need to be contacted to determine their level of willingness to participate voluntarily in creating a permanent easement on their property to provide space for the trail. Potentially, temporary easements for the construction process will be needed alongside the trail easement. Of the various easements available for exploration, there are three that are likely applicable to this project:

- **Public easements,** which grant use of an area of privately-owned property for public use
- **Conservation easements,** which grant use of privately-owned property for natural resource management and natural-resource based recreation
- **Appurtenant easement,** which applies to the land in perpetuity; if the landowner sells the land, the easement remains with it.

Other examples of easements might include:

- Utility access for water, power lines, septic systems
- Right-of-way access to a neighboring property
- Public access for hunting, fishing, or other recreational use

In order to implement the High Cliff Connection, it is very likely that several **permanent public easements** will be required. These easements will need to be through voluntary participation in private property acquisition, especially for the Harrison and Sherwood segment of the connection.

PROJECT EXAMPLE

Examples of other projects that have followed a similar trajectory that can be used as models include:

THE ICE AGE TRAIL

This is a trail that is still in progress but currently covers about 1,200 miles. The trail is managed by a partnership among the National Park Service, the Wisconsin Department of Natural Resources and the Ice Age Trail Alliance. The Ice Age Trail crosses over many ownership types, including private land, city parks, state parks, county forests and national forest. The Ice age trail uses easements to add sections to the trail.

https://dnr.wisconsin.gov/topic/parks/iceagetrail

TRAIL EASEMENT RESOURCES

https://www.dewittllp.com/news-education/posts/2021/04/15/the-most-important-things-to-know-about-easement-rights-in-wisconsin

https://conservationtools.org/guides/140-trail-easements

https://www.iceagetrail.org/land-protection-iata/

chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://wisconsindot.gov/rdwy/fdm/fd-12-01.pdf

Ice Age Trail Plover River Segment Photo Credit: wiscosnin-explorer.blogspot.com

APPENDIX

CONTENTS

VILLAGE OF SHERWOOD
LETTER

DETAILED ESTIMATE OF
COSTS

VILLAGE OF SHERWOOD LETTER

The Village of Sherwood submitted a letter to ECWRPC, signed and dated July 22, 2022. The letter expresses a preference for the High Cliff Connection to avoid alignment with State Park Road in the Village of Sherwood. The full letter is included here:

VILLAGE OF SHERWOOD

W482 Clifton Road
P. O. Box 279
Sherwood, WI 54169-0279

Tel: 920-989-1589
Fax: 920-989-4084
www.villageofsherwood.org

TO: **East Central Wisconsin Regional Planning Commission**

FM: **Village of Sherwood**

RE: **Location of the High Cliff Connection Trail**

DATE: July 22nd, 2022

To Whom It May Concern:

The purpose of this letter is to provide the Village of Sherwood's official stance regarding the future High Cliff Connection Trail placement to the East Central Wisconsin Regional Planning Commission. We ask that any concept of a trail coming down State Park Road in the Village of Sherwood be removed from any future plans. This request stems from concerns from members of the community, in particular those residents directly impacted by the existing traffic on State Park Road.

At several recent meetings of the Sherwood Village Board, Plan Commission, and Park Recreation and Urban Tree Board, residents have expressed their opinions regarding the location of the proposed trail. These residents have exclusively expressed concerns regarding the safety of users of a future trail, as well as the homeowners along State Park Road. Concerns regarding width of road, the winding nature of the road, and speed of traffic in that area are driving residents overall concern for that location of a potential trail.

The Village Board has gone on record stating they prefer to see the connection come down Pigeon Road where there is a pre-existing, multi-modal path offset from the roadway that can serve the traffic of a future trail. The Village wholly supports the project of providing trail access to High Cliff State Park, but wants to stress the importance of safety for both future users, and existing property owners within the Village of Sherwood. Connecting to the existing Pigeon Road trail allows for safe travel for any present and future parties involved.

Thank you for your ongoing efforts to keep this project moving forward. Any questions can be directed to Village Clerk Nick Halbach and Park and Recreation Coordinator Brenda Stumpf.

Sincerely,

Joyce Laux, Village President

Steve Summers, Plan Commission Chair

Tom Jack, Park Recreation & Urban Tree Board Chair

DETAILED ESTIMATE OF COSTS

The tables below provide a detailed estimate of costs for the High Cliff Connection, separated by study areas. Construction costs are based on preferred master plan options. Actual construction costs to be verified during engineering and design phases. Construction estimates reflect 2022 prices, based on similar projects in size/scope in the Upper Midwest.

MENASHA URBAN AREA ESTIMATE OF COSTS

MENASHA URBAN AREA
Lead Agency: City of Menasha
Supporting Agencies: ECWRPC, Heckrodt Wetland Preserve, WisDOT

ITEM DESCRIPTION	UNIT	QTY	UNIT COST	TOTALS			NOTES
Option A: Existing Shared Lane Markings on Broad Street							
Wayfinding: Entry Signs	EA	15	$500	$7,500			Includes (15) points of entry
Wayfinding: Mile markers	EA	4	$600	$2,400			Includes (4) mile markers
Trailhead amenities at Jefferson Park	LS	1	$20,000	$20,000			Includes fix-it station, kiosk, bike racks, seating
Trailhead amenities at Trestle Bridge	LS	1	$15,000	$15,000			Includes replaced kiosk, site furnishings
Trailhead amenities at Heckrodt	LS	1	$20,000	$20,000			Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$1,000	$2,000			Crosswalk markings at Tayco, Third St. (Racine Street recently improved) with zebra style thermo plastic
Mid-block Crossing at Third Street	LS	1	$30,000	$30,000			Rectangular Rapid Flashing Beacon (RRFB), curb extension
Construction/Installation Total					**$96,900**		
WisDOT Oversight (15%)				$14,535			
Design/Engineering (15%)				$14,535			
Mobilization (20%)				$14,535			
Contingency (20%)				$19,380			
Soft Costs Total					**$62,985**		
						$159,885	Assumes no additional ROW or changes to existing roadway

ITEM DESCRIPTION	UNIT	QTY	UNIT COST	TOTALS			NOTES
Option B: Cycle Track / Bike Lanes on Broad Street							
2-Way Cycle Track Markings	LF	6822	$16	$109,152			Segment from trailhead to Jefferson Park; thermoplastic markings
Wayfinding: Entry Signs	EA	15	$500	$7,500			Includes (15) points of entry
Wayfinding: Mile markers	EA	4	$600	$2,400			Includes (4) mile markers
Trailhead amenities at Jefferson Park	LS	1	$20,000	$20,000			Includes fix-it station, kiosk, bike racks, seating
Trailhead amenities at Trestle Bridge	LS	1	$15,000	$15,000			Includes replaced kiosk, site furnishings
Trailhead amenities at Heckrodt	LS	1	$20,000	$20,000			Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$1,000	$2,000			Crosswalk markings at Tayco, Third St. (Racine Street recently improved) with zebra style thermo plastic
Mid-block Crossing at Third Street	LS	1	$30,000	$30,000			Rectangular Rapid Flashing Beacon (RRFB), curb extension
Construction/Installation Total					**$206,052**		
WisDOT Oversight (15%)				$30,908			
Design/Engineering (15%)				$30,908			
Mobilization (20%)				$30,908			
Contingency (20%)				$41,210			
Soft Costs Total				**$0**	**$133,934**		
						$339,986	Assumes no additional ROW or changes to existing roadway

MENASHA URBAN AREA ESTIMATE OF COSTS (CONTINUED)

ITEM DESCRIPTION	UNIT	QTY	UNIT COST	TOTALS		NOTES
Option C: Paved Trail along Broad Street						
Removals	SF	34,110	$5	$170,550		Removal of existing sidewalk along north side of Broad Street
Sidewalk to paved trail conversion	SY	6064	$25	$151,600		8' bituminous trail Broad Street from Trestle Bridge to Jefferson Park entry at Green Bay Street
Replaced pedestrian ramps	EA	15	$10,000	$150,000		Includes replaced pedestrian ramps for trail access at intersection crossings; includes truncated domes
Stormwater allowance	LS	1	$100,000	$100,000		Allowance for stormwater BMPs to acccommodate for additional perfious surface; includes landscape restoration
Wayfinding: Entry Signs	EA	15	$500	$7,500		Includes (15) points of entry; cost based on Wayfinding Guidebook
Wayfinding: Mile markers	EA	4	$600	$2,400		Includes (4) mile markers; cost based on Wayfinding Guidebook (mile 0, 1, 2, 3)
Trailhead amenities at Jefferson Park	LS	1	$15,000	$15,000		Includes fix-it station, kiosk, bike racks, seating
Trailhead amenities at Trestle Bridge	LS	1	$15,000	$15,000		Includes replaced kiosk, site furnishings
Trailhead amenities at Heckrodt	LS	1	$15,000	$15,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$1,000	$2,000		Crosswalk markings at Tayco, Third St. (Racine Street recently improved) with zebra style thermo plastic
Mid-block Crossing at Third Street	LS	1	$30,000	$30,000		Rectangular Rapid Flashing Beacon (RRFB), curb extension
Construction/Installation Total					**$488,500**	
WisDOT Oversight (15%)				$73,275		
Design/Engineering (15%)				$73,275		
Mobilization (15%)				$73,275		
Contingency (20%)				$97,700		
Soft Costs Total					**$317,525**	
			Menasha Urban Area Option C		**$806,025**	Does not include additional easement/ROW, utility work, tree removal, pedestrian lighting

NEW DEVELOPMENT AREA ESTIMATE OF COSTS

MENASHA NEW DEVELOPMENT URBAN AREA
Lead Agencies: City of Menasha, Village of Harrison, WisDOT
Supporting Agencies: ECWRPC

ITEM DESCRIPTION	UNIT	QTY	UNIT COST	TOTALS		NOTES
Option A: Paved Shoulder on Manitowoc Road (Bike/Ped Facilities Only)						
Pavement addition	SY	13468	$35	$471,380		Added 14' of width to existing roadway including aggregate; assumes existing roadway to remain as-is
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, moved culverts; to be confirmed through additional engineering study; includes landscape restorat
Roadway Markings	LF	8658	$30	$259,740		Thermo plastic roadway markings for entire roadway section
Wayfinding: Entry Signs	EA	17	$500	$8,500		Includes (8) points of entry
Wayfinding: Mile markers	EA	3	$600	$1,800		Includes (3) mile markers (mile 4, 5, 6)
Trailhead amenities at Nature's Way	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Oneida St, Lake Park Road with zebra style thermoplastic
Ped ramp improvement	LS	1	$30,000	$30,000		Allowance for additional curb extension, ped ramp improvement at Oneida
Construction/Installation Total					**$1,095,420**	
WisDOT Oversight (15%)				$164,313		
Design/Engineering (15%)				$164,313		
Mobilization (20%)				$164,313		
Contingency (20%)				$219,084		
Soft Costs Total					**$712,023**	
					$1,807,443	Assumes no additional ROW needed; does not include utility work, lighting, reconstruction of existing roadway
Option B: Urbanized Roadway Section with Trail (Bike/Ped Facilities Only)						
Curb and gutter	LF	17316	$35	$606,060		Curb and gutter alon both sides of Manitowoc Road
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, tie into storm sewer network; to be confirmed through additional engineering study; includes lands restoration
Paved trail	SY	7696	$25	$192,400		8' wide bituminous paved trail with aggregate
Pedestrian ramps	EA	11	$10,000	$110,000		Ped ramps at all crossings, includes truncated domes
Wayfinding: Entry Signs	EA	17	$500	$8,500		Includes (8) points of entry
Wayfinding: Mile markers	EA	3	$600	$1,800		Includes (3) mile markers (mile 4, 5, 6,)
Trailhead amenities at Nature's Way	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Oneida St, Lake Park Road with zebra style thermo plastic
Ped ramp improvement at Oneida	LS	1	$30,000	$30,000		Allowance for additional curb extension, ped ramp improvement at Oneida
Construction/Installation Total					**$1,272,760**	
WisDOT Oversight (15%)				$190,914		
Design/Engineering (15%)				$190,914		
Mobilization (20%)				$190,914		
Contingency (20%)				$254,552		
Soft Costs Total					**$827,294**	
					$2,100,054	Assumes no additional ROW needed. Assumes existing roadway to exist as-is (does not include roadway widening or modificaiton); does not include utility work, lighting.

NEW DEVELOPMENT AREA ESTIMATE OF COSTS (CONTINUED)

Option C: Boardwalk Trail along north side of US10/STH 114						
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, tie into storm sewer network; to be confirmed through additional engineering study; includes lands restoration
Boardwalk Segments	LF	1300	$150	$195,000		10' wide elevated boardwalk section of similar quality to Province Terrace
Paved Trail Segments	SY	6966	$25	$174,150		10' wide bituminous paved trail with aggregate
Pedestrian ramps	EA	4	$10,000	$40,000		Ped ramps at all crossings, includes truncated domes
Wayfinding: Entry Signs	EA	8	$500	$4,000		Includes (8) points of entry
Wayfinding: Mile markers	EA	2	$600	$1,200		Includes (2) mile markers (mile 4, 5)
Trailhead amenities at Lake Park Road	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Oneida St, Lake Park Road with zebra style thermo plastic
Ped ramp improvement at Oneida	LS	1	$30,000	$30,000		Allowance for additional curb extension, ped ramp improvement at Oneida
Construction/Installation Total					**$768,350**	
ROW/Acqusition Allowance	LS	1	$300,000	$300,000		Allowance for acquisition / ROW / trail easements
WisDOT Oversight (15%)				$115,253		
Design/Engineering (15%)				$115,253		
Mobilization (20%)				$115,253		
Contingency (20%)				$153,670		
Soft Costs Total					**$799,428**	
					$1,567,778	Assumes existing roadway to exist as-is; does not include utility work, lighting. Cost escalators, inflation,

Option D: Boardwalk Trail along south side of US10/STH 114						
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, tie into storm sewer network; to be confirmed through additional engineering study; includes landscape restoration
Boardwalk Segments	LF	7257	$150	$1,088,550		10' wide elevated boardwalk section of similar quality to Province Terrace
Paved Trail Segments	SY	6966	$25	$174,150		10' wide bituminous paved trail with aggregate
Pedestrian ramps	EA	16	$10,000	$160,000		Ped ramps at all crossings, includes truncated domes
Wayfinding: Entry Signs	EA	8	$500	$4,000		Includes (8) points of entry
Wayfinding: Mile markers	EA	2	$600	$1,200		Includes (2) mile markers (mile 4, 5)
Trailhead amenities at Fire Lane 5	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Oneida St, Lake Park Road with zebra style thermo plastic
Ped ramp improvement	LS	1	$30,000	$30,000		Allowance for additional curb extension, ped ramp improvement at Oneida
Construction/Installation Total					**$1,781,900**	
ROW/Acqusition Allowance	LS	1	$300,000	$300,000		Allowance for acquisition / ROW / trail easements
WisDOT Oversight (15%)				$267,285		
Design/Engineering (15%)				$267,285		
Mobilization (20%)				$267,285		
Contingency (20%)				$356,380		
Soft Costs Total				**$0**	**$1,458,235**	
					$3,240,135	Assumes existing roadway to exist as-is; does not include utility work, lighting.

HARRISON + SHERWOOD AREA ESTIMATE OF COSTS

HARRISON + SHERWOOD AREA
Lead Agencies: Village of Harrison, WisDOT, Village of Sherwood
Supporting Agencies: ECWRPC

Option A: Paved Trail along STH 114						
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, tie into storm sewer network; to be confirmed through additional engineering study; includes landscape restoration
Paved trail	SY	14297	$25	$357,425		10' wide bituminous paved trail with aggregate
Pedestrian ramps	EA	8	$10,000	$80,000		Ped ramps at all crossings, includes truncated domes
Wayfinding: Entry Signs	EA	18	$500	$9,000		Includes (18) points of entry
Wayfinding: Mile markers	EA	6	$600	$3,600		Includes (6) mile markers
Trailhead amenities at Harrison Athletic Complex	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Fire Lane 12, State Park Road with zebra style thermo plastic
Trail crossing at railroad	LS	1	$40,000	$40,000		Allowance for additional design considerations for trail crossing at railroad on Pigeon Road
Landscaping along Friendship Trail	LS	1	$40,000	$40,000		Allowance for screening/shade trees along existing Friendship Trail
Construction/Installation Total					**$854,025**	
ROW Acquisition Allowance	LS	1	$200,000	$200,000		Allowance for acquisition / ROW / trail easements
WisDOT Oversight (15%)				$128,104		
Design/Engineering (15%)				$128,104		
Mobilization (20%)				$128,104		
Contingency (20%)				$170,805		
Soft Costs Total				**$0**	**$755,116**	
					$1,609,141	Assumes additional ROW is needed. Assumes existing roadway to exist as-is (does not include roadway widening or modificaiton); does not include utility work, lighting.

Option B: Independent Trail Route						
Stormwater management	LS	1	$300,000	$300,000		Allowance for re-grading, tie into storm sewer network; to be confirmed through additional engineering study; includes landscape restoration
Paved trail	SY	14444	$25	$361,100		10' wide bituminous paved trail with aggregate
Pedestrian ramps	EA	6	$10,000	$60,000		Ped ramps at all crossings, includes truncated domes
Wayfinding: Entry Signs	EA	6	$500	$3,000		Includes (18) points of entry
Wayfinding: Mile markers	EA	5	$600	$3,000		Includes (6) mile markers
Trailhead amenities at New Location	LS	1	$20,000	$20,000		Includes fix-it station, kiosk, bike racks, seating
Intersection Improvements: Major	EA	2	$2,000	$4,000		Crosswalk markings at Fire Lane 12, State Park Road with zebra style thermo plastic
Trail crossing at railroad	LS	1	$40,000	$40,000		Allowance for additional design considerations for trail crossing at railroad on Pigeon Road
Landscaping along Friendship Trail	LS	1	$40,000	$40,000		Allowance for screening/shade trees along existing Friendship Trail
Construction/Installation Total					**$831,100**	
ROW Acquisition Allowance	LS	1	$500,000	$500,000		Allowance for acquisition / ROW / trail easements (placeholder)
WisDOT Oversight (15%)				$124,665		
Design/Engineering (15%)				$124,665		
Mobilization (20%)				$124,665		
Contingency (20%)				$166,220		
Soft Costs Total				**$0**	**$1,040,215**	
					$1,871,315	Assumes existing roadways to exist as-is (does not include roadway widening or modificaiton); does not include utility work, lighting.

RESOLUTION NO. 46-22

APPROVAL OF HIGH CLIFF CONNECTION MASTER PLAN

WHEREAS, the East Central Regional Planning Commission is the designated Appleton (Fox Cities) Transportation Management Area (TMA) and designated Oshkosh Urbanized Area Metropolitan Planning Organization (MPO); and

WHEREAS, the East Central Wisconsin Regional Planning Commission entered into a contract with HKGi from August 2, 2021 to September 30, 2022 to conduct a feasibility study and create a master plan for an active transportation connection from the Fox Cities to High Cliff State Park; and

WHEREAS, the consultant examined local data, inventoried roadway conditions; conducted extensive public engagement; and worked with a core team, a stakeholder group, and ECWRPC staff to inform the process; and

WHEREAS, a master plan for an active transportation connection from the Fox Cities to High Cliff State Park will be utilized by local municipalities to inform future bicycle and pedestrian projects to advance the multimodal network.

Now, therefore:

BE IT RESOLVED BY THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION:

Section 1: That the Commission, approves the High Cliff Connection Master Plan.

Effective Date: October 28, 2022
Submitted By: Transportation Committee
Prepared By: Kim Biedermann, Principal Planner

Jeff Nooyen, Chair – Outagamie Co.

Melissa Kraemer-Badtke – ECWRPC Executive Director