

MEMO



Engineering Department

To: Board of Public Works

From: John Neumeier, Director of Public Works/City Engineer

Date: 8/4/2025

Re: County Trunk Highway CE at Fieldcrest Drive Intersection - Proposed Highway Safety Improvement Program Project

Background information:

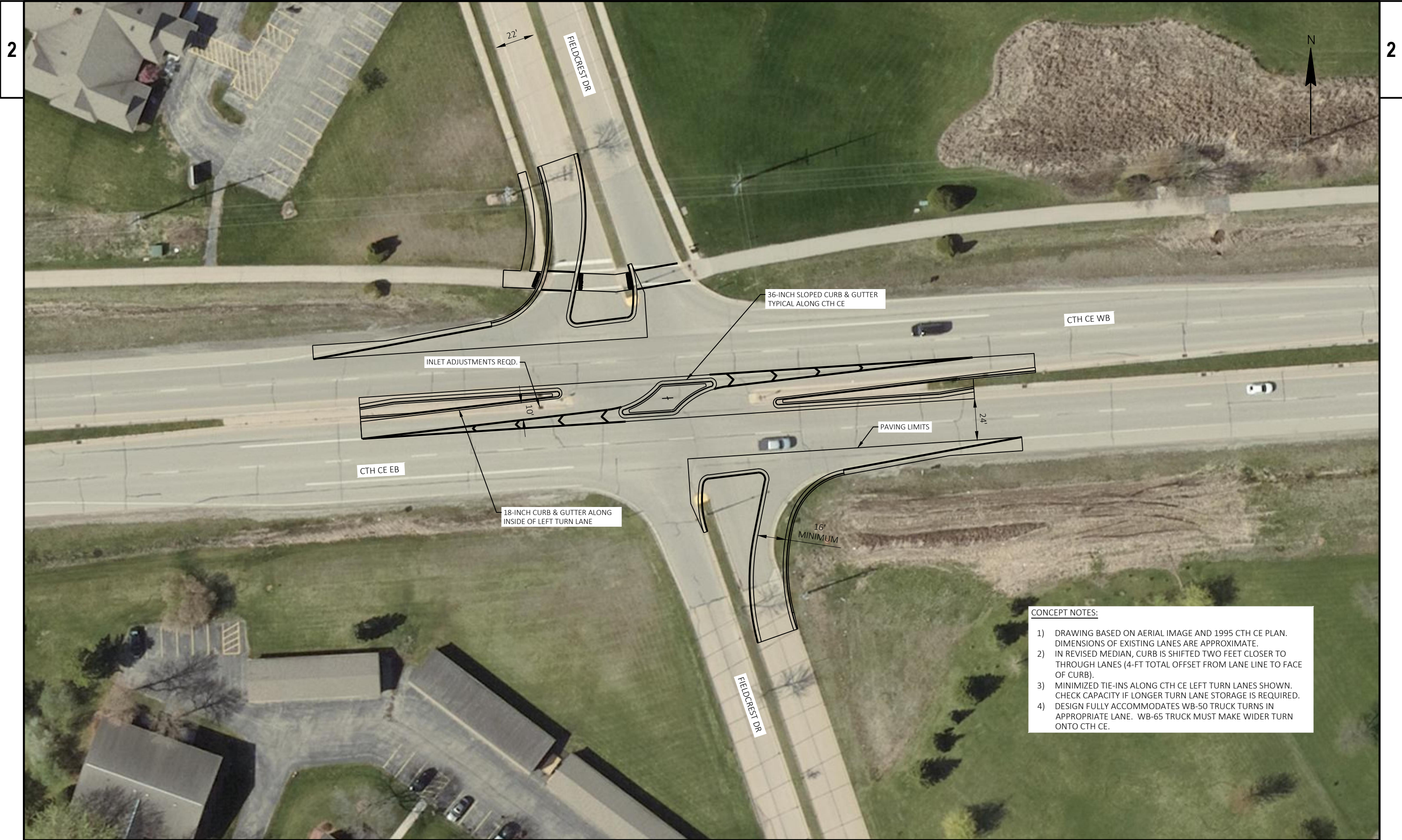
Outagamie County Highway Department is proposing a modified Restricted Crossing U-Turn (RCUT) intersection on County Trunk Highway (CTH) CE at Fieldcrest Drive. See attached for a sketch of this concept. The concept is not a final design and a process of evaluating options for this intersection would still be needed before final design and construction. The intersection has been noted as a potential safety concern in the CTH CE Corridor Study. The County has applied for, and was recently notified that the project has been selected to receive federal funding through the [Highway Safety Improvement Program](#). Outagamie County has approved a new local cost sharing policy, and is requesting for the City of Kaukauna's participation. A copy of the Outagamie County AR-2025-01 and a draft of the proposed cost-share agreement are attached. The County is requesting this partnership to ensure that the city is actively engaged with the design/construction of the improvements being proposed so that they can attempt to address all project needs. I have had some preliminary discussions with the County, expressing my support for a safety improvement project, but disputing that the City should participate as a 50/50 partner for project funding and questioning the timing of the funding request and of the project. An email outlining my thoughts and concerns is attached. Following my email, County staff and I met to discuss, but did not come to a final resolution that I felt comfortable supporting for the project funding. Additionally, please find other supporting documents from the HSIP application that help describe and show the need for improvements.

Strategic Plan:

Educate the community in public safety.

Budget: The proposed cost-share would be approximately \$33,531 per the draft agreement. These funds, if approved, would be budgeted for in 2027 Capital Improvement Funds.

Staff Recommended Action: Support the proposed county highway safety improvement project and direct staff to work with Outagamie County on final design including public input. (Additional action/direction based on discussion.)



- CONCEPT NOTES:
- 1) DRAWING BASED ON AERIAL IMAGE AND 1995 CTH CE PLAN. DIMENSIONS OF EXISTING LANES ARE APPROXIMATE.
 - 2) IN REVISED MEDIAN, CURB IS SHIFTED TWO FEET CLOSER TO THROUGH LANES (4-FT TOTAL OFFSET FROM LANE LINE TO FACE OF CURB).
 - 3) MINIMIZED TIE-INS ALONG CTH CE LEFT TURN LANES SHOWN. CHECK CAPACITY IF LONGER TURN LANE STORAGE IS REQUIRED. DESIGN FULLY ACCOMMODATES WB-50 TRUCK TURNS IN APPROPRIATE LANE. WB-65 TRUCK MUST MAKE WIDER TURN ONTO CTH CE.
 - 4)

Outagamie County Local Cost Sharing Policy for County Trunk Highway Improvement Projects

Subject: County Trunk Highway Improvement Projects - Local Cost Sharing Policy

Number: AR-2025-01

Effective Date: April 16, 2025

Replaces: AR10-02

References: Ordinance J--1997-1998, Wisconsin Statutes Chapter 83, Chapter 84

Adopted: April 15, 2025

Introduction and Purpose

The purpose of this administrative rule is to define the criteria for county and local cost sharing on County Trunk Highway (CTH) improvement projects. The goal is for Outagamie County's participation to reflect the county's benefit from construction of the improvement and to better connect land use decisions to the transportation costs directly related to those decisions. Given the local or municipal benefit of these projects, Outagamie County finds it appropriate for local jurisdictions or private developers immediately benefiting from a highway project to share in its costs. The county's policy, as described within this administrative rule, is to fund or participate in funding projects identified as priorities in the county's long-term plans or that the county has identified as projects that meet regional multimodal goals.

Statutory Authorizations

Wis. Stat. § 83.03(1) allows counties to *"construct or improve or repair or aid in constructing or improving or repairing any highway or bridge in the county."*

Wis. Stat § 83.03(2) prohibits counties from imposing upon municipalities to share costs of county road and bridge repair more than *"40% of the cost of the improvement but not over \$1,000 in any year..."* State statutes authorize municipalities to enter into voluntary agreements to contribute to such improvements.

Wis. Stat. § 83.035 provides that counties may *"enter into contracts with cities, villages or towns within the county borders to enable the county to construct and maintain streets and highways in such municipalities."*

Wis. Stat. § 83.04 provides that the highway commissioner may employ and purchase the necessary labor and materials to construct or improve highways by contract or otherwise. This section also provides payment procedures for contracted projects.

Wis. Stat. § 83.05 provides for cost sharing arrangements when local units of government request improvement projects to portions of the system of county aid highways within the local jurisdiction. These projects are completed under the supervision of the respective city, village, or town, but subject to inspection of the county highway commissioner.

Definitions

Outagamie County defines a ***County Trunk Highway Improvement*** as any improvement that results in the construction of new curb and gutter to better accommodate existing or proposed development or as an improvement that provides for capacity expansion in the form of additional travel lanes necessary to better accommodate existing or design year traffic due to local development and growth. Capacity expansion includes continuous expansion in the form of through lanes, changes to the system or network that allow for expanded active transportation facilities, or expansion at intersections, including high volume intersections, that result in added or expanded lanes or additional features.

Application

This administrative rule shall apply to all County Trunk Highway Improvements through or adjacent to incorporated municipalities. The county will not undertake any improvements, including design and/or planning studies, without prior county and municipal budgetary approval. A project cost sharing agreement that specifies local and county involvement with respect to funding a project must be signed before the Outagamie County Highway Department will prepare or participate in the preparation of any detailed designs, acquisition of right-of-way, or the construction of a project under this policy. Such agreement shall contain all cost sharing categories and the financial commitments of the parties toward the County Trunk Highway Improvement. A condition of such agreement shall be that if a municipality, after signing a cost share agreement, withdraws from a project it will pay to the county any costs incurred by the county as part of the project. The County Board of Supervisors may, pursuant to Wis. Stat. § 83.03(1), authorize an County Trunk Highway Improvement without a cost sharing agreement.

If more than one municipality receives immediate benefit from a proposed County Trunk Highway Improvement, the allocation(s) of costs between units of government will be generally based on the front footage of the project within each respective jurisdiction. Outagamie County recognizes that a municipality located at a project terminus may receive immediate benefit of such project and therefore may require that municipality to be a participant in project cost sharing.

The Outagamie County Highway Commissioner shall negotiate and execute agreements under this administrative rule.

Federal, State, or Third Party Involvement

When federal, state, or third party funding applies to a project, whether allocated to a local unit of government or directly to the county, the recipient shall apply funds to the gross amount of the project with the remaining balance divided in accordance with this administrative rule. When required by federal, state, or third party award requirement(s), the county will participate in its prescribed share of each project according to federal and state statutes, administrative rules, and/or federal, state, or third party policies. Nothing in this administrative rule shall supersede or replace federal or state requirements. In the event the aforementioned policies do not describe a particular item, the guidance outlined in this administrative rule shall apply.

Local Cost Sharing Policy for Capital Costs

It is Outagamie County's policy to cost share on capital items as outlined in the table below subject to the conditions and descriptions for each item enumerated in the following pages.

Capital Item	County Share	Municipal Share
Planning and Engineering	50%	50%
Right-of-Way (Trail projects)	50%	50%
Right-of-Way (All other projects)	100%	0%
Storm Sewers	50%	50%
Sanitary Sewers and Water Mains	0%	100%
Bridges	50%	50%
Roadway Lighting	Safety Only	100%
Traffic Signals and Signing	50%	50%
Pavement Marking	50%	50%
Roadway Pavement, Grading, and Base	50%	50%
Erosion Control and Site Restoration	50%	50%
Landscaping and Aesthetics	50%	50%
Bicycle and Pedestrian Facilities: Outagamie County Bicycle and Pedestrian Plan Network	50%	50%
Bicycle and Pedestrian Facilities: Highway Safety Priority Areas or Priority Corridors	75%	25%
Bicycle and Pedestrian Facilities: Other Roadways	0% or Upon Approval	100% or Upon Approval

Cost Sharing Criteria Defined

Planning and Engineering

The County will share 50% of all planning and engineering costs. The County encourages local unit(s) of government to participate in the public involvement and design phases of the project to ensure that local needs are realized and satisfied.

Right-of-Way

The County will share 50% of all costs associated with obtaining right-of-way(s) when eminent domain cannot be utilized (i.e. trails) based upon current state statute. For all other projects, the County will fund 100% of costs related to obtaining new right-of-way(s). The County shall gain sole ownership of all roadway right-of-ways, however, if the County and municipality so desire, they may establish an agreement to share the ownership, responsibility, and maintenance of any right-of-way.

Storm Sewers

The County will share 50% of the costs of all storm water facilities necessary to drain the roadway. Any overbuild, as determined by the Highway Commissioner, will solely be the responsibility of the local unit(s) of government.

Sanitary Sewers and Water Mains

The County will not share in the costs of placing, adjusting, relocating, repairing, or replacing any sanitary sewer or water main, or associated appurtenances within or adjacent to the improvement project. Any adjustments or modification to local sanitary sewer or water mains will solely be the responsibility of the utility owner or local municipality.

Bridges

The County will share 50% of the costs of any bridge widening or construction associated with a bridge widening project. This rule shall also apply to bridge replacement projects with County responsibility based upon the guidance found in the Local Bridge Petition policy and applicable statewide policy (i.e. Trans 207).

Roadway Lighting

The County will generally not share in roadway lighting costs. The County may incur roadway lighting costs at the discretion of the Highway Commissioner for safety related improvements only.

Traffic Signals and Signing

The County will assume the costs of highway signing, with the exception of parking or restrictive parking signs, for which the County will not share costs. The County will assume 50% of all costs involved in traffic signal installations, which shall meet the warrants of the Manual on Uniform Traffic Control Devices, and applicable standards.

Pavement Marking

The County will share 50% the costs of all original centerline or lane line markings. All bicycle and pedestrian markings shall be at the expense of the municipality except for routes that are part of the Outagamie County Bicycle & Pedestrian Plan network, at which the County will share 50% of the costs.

Roadway Pavement, Grading, and Base

The County will share 50% the costs associated with construction of the roadway pavement, grading, and base.

Erosion Control and Site Restoration

The County will share 50% of the costs of seeding and sodding within the right-of-way. Sodding costs assumed by the County will be limited to areas where it is intended to control erosion, or it is the only viable alternative for right-of-way restoration (i.e. areas where seed & mulch will not suffice).

Landscaping and Aesthetics

The County will share 50% of the costs of landscaping and aesthetics within the right-of-way for projects of County importance as determined and endorsed by the Highway, Recycling, and Solid Waste Committee. The Highway Commissioner and the Development & Land Services Director shall make a recommendation to the committee relative to the need for County contribution to landscaping and aesthetic improvements.

Bicycle and Pedestrian Facilities

The County will participate in up to 50% of the initial construction costs for any bicycle/pedestrian facilities identified in the trail and bikeway recommendations contained within the Outagamie County Bicycle and Pedestrian Plan (the trail network). The County will participate in up to 75% of the initial construction costs for any bicycle/pedestrian facilities that the Outagamie County Bicycle and Pedestrian Plan identifies as Highway Safety Priority Areas or Priority Corridors. Bicycle and pedestrian facilities in other areas deemed appropriate by the Highway Commissioner and approved by the Highway, Recycling, and Solid Waste Committee may be cost shared in an amount determined at the time of approval. Any additional bicycle/pedestrian facilities requested solely by the local government will be the financial responsibility of the local unit of government.

Operation and Maintenance Duties Defined

It is Outagamie County's policy to participate in the ongoing operation and maintenance of capital assets defined in this policy and as outlined below:

Outagamie County Responsibilities

- Highway pavement surface and roadway base bounded by flangelines of curb and gutter and terminating at the end of the radius.
- Roadway and/or mainline culverts that are independent of the storm sewer system.
- Roadway signing and pavement markings necessary for safe operation & control of vehicular traffic.
- Median or splitter island surfacing (when applicable).
- Traffic signal system including all associated pull boxes, bases, signal poles/arms, signal heads, vehicle detection system and signal controller/cabinet(s).
- Street lighting required for the safety & operation of an intersection.
- Mowing (non-aesthetic) and brush clearing within the highway right-of-way.
- Snow removal and de-icing of roadway and pavement areas.
- Maintaining records of the highway and right-of-way, including utility and access permits.

Municipal Responsibilities

- Roadway pavement located along connecting side streets beyond termini defined above.
- Curb and gutter along the County Trunk Highway and any connecting streets.
- Storm sewer castings, drainage pipes, structures, & ancillary stormwater treatment features.
- Street name signing.
- Signing and pavement markings associated with sidewalks, bicycle lanes, and/or multi-modal facilities.
- Street lighting not attached to a traffic signal standard or defined above.
- Trees, shrubs, aesthetic mowing, and landscaping features located within the highway right-of-way.
- Snow removal and de-icing of sidewalks and multimodal facilities.
- Local utility mains and/or service lines including sanitary sewers, water mains, and other utility infrastructure.
- Local utility appurtenances located in the right-of-way including manholes, water valves, etc.
- Additional amenities requested and funded by the municipality.

OUTAGAMIE COUNTY HIGHWAY DEPARTMENT

COUNTY / MUNICIPAL AGREEMENT

DATE:	6/25/2025
PROJECT:	CTH CE & Fieldcrest Drive Intersection
HIGHWAY:	CTH CE / E. College Ave.
LIMITS:	Fieldcrest Drive Intersection
MUNICIPALITY:	City of Kaukauna

The signatory municipality **City of Kaukauna**, hereinafter called the Municipality, through its undersigned duly authorized officers or officials, hereby requests the County of Outagamie, through its Highway Department, hereinafter called the County, to initiate and effect the highway or street improvement hereinafter described.

PROJECT DESCRIPTION: This agreement is for the engineering design, ~~right-of-way acquisition~~, and construction of proposed improvements at the intersection of CTH "CE" & Fieldcrest Drive. The existing facility is a two-way stop controlled intersection with free flow traffic moving east and west along CTH CE. Over the 5-year period from 2020-2024, there were a total of 16 total crashes with 13 injuries. Outagamie County has received Highway Safety Improvement Funding (HSIP) to improve the intersection. The proposed improvements consist of constructing a modified Restricted Crossing U-turn (RCUT) intersection. Associated work items are anticipated to include storm sewer and median improvements, improved signing and pavement markings, and incidental items. Outagamie County administrative policy requires municipal participation for all County Trunk Highway improvements located on routes within or adjacent to a municipality. Refer to AR-2025-01, Local Cost Sharing Policy for County Trunk Highway Improvement Projects.

COST ESTIMATE AND PARTICIPATION							
PHASE	Total Estimated Cost	WisDOT		Outagamie County		City of Kaukauna	
		Amount	%	Amount	%	Amount	%
ENGINEERING							
Design	\$82,640	\$74,376	90%	\$4,132	5%	\$4,132	5%
State Review	\$8,000	\$7,200	90%	\$400	5%	\$400	5%
County Oversight	\$6,000	\$0	0%	\$3,000	50%	\$3,000	50%
TOTAL ENGINEERING	\$96,640	\$81,576		\$7,532		\$7,532	
RIGHT OF WAY	\$0	\$0	0%	\$0	100%	\$0	0%
CONSTRUCTION:							
Participating Construction	\$404,980	\$364,482	90%	\$20,249	5%	\$20,249	5%
Construction Engineering	\$30,000	\$27,000	90%	\$1,500	5%	\$1,500	5%
State Review	\$10,000	\$9,000	90%	\$500	5%	\$500	5%
County Oversight	\$7,500	\$0	0%	\$3,750	50%	\$3,750	50%
TOTAL CONSTRUCTION	\$452,480	\$400,482		\$25,999		\$25,999	
TOTAL PROJECT COST	\$549,120	\$482,058	*	\$33,531		\$33,531	

* Note: Federal funding for ID 4160-07-00/71 is capped at \$482,058.

This request for the programming, engineering design and construction is subject to the terms and conditions that follow and is made by the undersigned under proper authority to make such requests for the designated Municipality and upon acceptance by the Highway Commissioner shall constitute an agreement between the County and the Municipality named unless specifically modified or amended by supplemental written agreement between both parties.

TERMS & CONDITIONS

1. When Federal Funds are involved, the improvement will be subject to the applicable Federal Aid Highway Acts and regulations of the Federal Highway Administration, U.S. Department of Transportation.
2. This is a joint agreement between the County and the Municipality. The Municipality will be kept informed on the project status and will have input regarding the project. This project will be administered under the County Administrative Rule (AR) 2025-01.
3. If the Municipality should withdraw the project, it will pay to the County any cost that has been incurred by the County on behalf of the project.
4. **The project cost estimates shown in this agreement are an estimate.** The Municipality will be invoiced periodically, and agrees to pay based on actual costs incurred plus a fixed administrative fee. Such costs may be greater or less than the estimated amounts shown, however, the Municipality acknowledges that costs between the time this agreement is executed and the actual time of construction can vary.
5. The County's obligation to perform under this contract shall be subject to County Board appropriation of funds sufficient to fund the County's obligations herein.
6. The County and Municipality agree and understand that the Municipality is reserving its rights to assess any and all costs incurred by the Municipality for this project. The Municipality and County hereby further agree that the Municipality has the right to assess any of its costs upon terms deemed acceptable by the Municipality subject to the following: In the event county property is assessed or subject to assessment the county reserves the right to object to the propriety and / or correctness of the assessment formula or methodology, however, such right to object does not extend to the municipality's ability to assess. The county's right to object includes the ability to challenge the assessment methodology or formula in circuit court and to pursue appeals of circuit court decisions.
7. Operation & Maintenance responsibilities of facilities owned, maintained, or constructed under this agreement are as follows*:

*** Note: Final operations & maintenance responsibilities will be determined based on final design.**

Typical maintenance responsibilities are shown below for informational purposes only.

Outagamie County shall maintain the following:

- a. Highway pavement surface and roadway base bounded by flangelines of curb and gutter and terminating at the end of the radius along connecting streets.
- b. Roadway and/or mainline culverts that are independent of the storm sewer system.
- c. Roadway signing and pavement markings necessary for safe operation & control of vehicular traffic.
- d. Median or splitter island surfacing (when applicable).
- e. ~~Traffic signal system including all associated pull boxes, bases, signal poles/arms, signal heads, vehicle detection system, and traffic signal controller/cabinet.~~
- f. Street lighting required for the safety & operation of an intersection.
- g. Mowing (non-aesthetic) and brush clearing within the highway right-of-way.
- h. Snow removal and de-icing of roadway and pavement areas.
- i. Maintaining records of the highway and right-of-way, including utility and access permits.

The Municipality shall maintain the following:

- a. Roadway pavement located along connecting side streets beyond termini defined in (a) above.
- b. Curb & gutter along the County Trunk Highway and any connecting streets.
- c. Storm sewer castings, drainage pipes, structures, & ancillary stormwater treatment features.
- d. Street name signing.
- e. Signing and pavement markings associated with sidewalks, bicycle lanes, and/or multi-modal facilities.
- f. Sidewalks, multimodal facilities, and pedestrian crossings, including curb ramps.
- g. Street lighting not attached to a traffic signal standard or defined above.
- h. Trees, shrubs, aesthetic mowing, and/or landscaping features located within the highway right-of-way.
- i. Snow removal and de-icing of sidewalks and multimodal facilities.
- j. Local utility mains and/or service lines including sanitary sewers, water mains, and other utility infrastructure.
- k. Local utility appurtenances located in the right-of-way including manholes, water valves, etc.
- l. Additional amenities requested by the Municipality listed below:

APPROVALS & CONCURRENCE

BY: _____
Dean E. Steingraber, P.E. Outagamie County Highway Commissioner Date

BY: _____
Signed for and on behalf of: City of Kaukauna Date

Name: _____

Title: _____

DRAFT
For Review

From: John Neumeier <Neumeier@kaukauna-wi.org>
Sent: Wednesday, July 9, 2025 3:36 PM
To: Zellmer, Joseph J.
Subject: RE: County CE & Fieldcrest Intersection, City of Kaukauna

Good afternoon Joe,

Thank you and staff for all of the work on this intersection improvement and possible HSIP grant funding. In general, I agree with the proposed safety improvement to CTH CE, I believe it is an appropriate change that can help prevent future accidents. However, based on the definition of a "county trunk highway improvement" from Outagamie County Local Cost Sharing Policy for County Trunk Highway Improvement Projects AR-2025-01, along with operation/maintenance responsibilities as defined in both policy and agreement, and previous policy/intent of cost-sharing with a municipality based on urbanizing features, I do not agree with the proposed county/municipal local cost agreement for the CTH CE & Fieldcrest Drive intersection project as presented.

Per Policy AR-2025-01 "county trunk highway improvement" is *any improvement that results in the construction of new curb and gutter to better accommodate existing or proposed development or as an improvement that provides for capacity expansion in the form of additional travel lanes necessary to better accommodate existing or design year traffic due to local development and growth*. The city did not request the improvement to this intersection. The project is not being necessitated by a request for new development, a current connection is adequate, but could be better. The project restricts movements in an existing/approved intersection for safety along a County Highway. The project does not improve access for city residents, and does not directly allow for any new/future developments. The project does not provide any new pedestrian or bicycle access.

Looking at some of the operation and maintenance responsibilities clipped below, it may make sense to cost share items that benefit the city and would be city responsibilities to maintain. Possible cost share items to discuss may be existing street lighting relocation(although this could be included in safety improvements for the intersection especially as it provides light to the county trail crossing), sidewalk connection/realignment to the County owned CE Trail(not the CE trail re-alignment cost, or trail crossing improvements), tie-ins to city curb and gutter on city streets.

Outagamie County shall maintain the following:

- a. Highway pavement surface and roadway base bounded by flangelines of curb and gutter and terminating at the end of the radius along connecting streets.
- c. Roadway signing and pavement markings necessary for safe operation & control of vehicular traffic.
- d. Median or splitter island surfacing (when applicable).
- f. Street lighting required for the safety & operation of an intersection.

The Municipality shall maintain the following:

- a. Roadway pavement located along connecting side streets beyond termini defined in (a) above.
- b. Curb & gutter along the County Trunk Highway and any connecting streets.
- f. Sidewalks, multimodal facilities, and pedestrian crossings, including curb ramps.
- g. Street lighting not attached to a traffic signal standard or defined above.
- j. Local utility mains and/or service lines including sanitary sewers, water mains, and other utility infrastructure.
- k. Local utility appurtenances located in the right-of-way including manholes, water valves, etc.

Finally, I question the how the new policy may apply to all county highway expenses if applied to this case. CTH CE is access restricted, limited road connections and driveways allowed, it moves traffic from one end of the valley to the other, this is a County Highway transportation asset, not an urban/connecting highway. We are lucky to work together with Outagamie Highway to discuss upgrades and work together on projects that can benefit both entities. We are lucky to have CTH CE and connections to it, but it should not be a city/urban/municipal cost-share expense to build and operate. Hypothetically, when OC re-paves CTH CE and may look to add current safety features, rumble strips, wider lanes, replace median curb and gutter, would OC ask for a 50/50 cost share based on frontage from all abutting municipalities? What level of improvements would trigger the cost share requirement/policy? Would it only be for improvements that *better accommodate existing or proposed development or as an improvement that provides for capacity expansion in the form of additional travel lanes necessary to better accommodate existing or design year traffic*, or would it be any improvement that abuts a city or village? If we change out CTH CE for CTH Z in the urbanized portion of Kaukauna with residential/commercial driveway access for every lot, concrete pavement, storm sewer with inlets, curb and gutter, utilities prevalent throughout, sidewalks, crosswalks, etc, that would seem to me to be an appropriate place to apply this policy. Or if the city were requesting the addition of a trail, sidewalk, turn lanes, terrace, curb, ect, along CTH Q, that may be an appropriate place to apply this policy. I do not believe that this particular project fits the mold for the cost-share agreement policies as presented.

In addition to questioning the use of the policy for this project, I do have two concerns about timing for different aspects. It is my understanding that the county did apply for and receive HSIP grant funding for this project prior to requesting input/support from the city and you may already have a tentative project year/timeline. This, in optics, says that it is a county project, not a joint project. Secondly, the county and city have discussed modifications to this intersection for several years, pre-dating both you and Dean(and maybe even myself). One of the latest discussions on limiting access at this intersection revolved around another urban connection of Fieldcrest Drive to DeBruin Road via a development now in Combined Locks, via Green Haven Lane. The discussion was to try and time this intersection restriction project to follow the new off-highway parallel connection being developed. That local project has stalled for a number of years, but I do want to bring timing back into the discussion as it did make sense at when discussed with the county and possibly Combined Locks also.

I apologize for being long winded, complaining, and possibly rambling too much. Again, I do support the concept of this project and think the county has worked well with us and other municipalities to look for the best solutions. I am happy to see the county receiving HSIP funds to help pay for improvements and save county tax payer money. In an effort to keep our good working relationship a priority, before presenting this item to our Board of Public Works, I would like to get any thoughts/comments/corrections back from Outagamie County and have discussions on what type of cost-share may be appropriate/acceptable if any in this case. Thank you for listening and for any discussion we can have around this project.

Sincerely,

John W. Neumeier

Director of Public Works / City Engineer

CITY OF KAUKAUNA

920.766.6305, ext. 4

jneumeier@kaukauna.gov



HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION

Wisconsin Department of Transportation
DT1501 3/2024

GENERAL INSTRUCTIONS

Please read all directions. **Submit completed applications to the appropriate WisDOT Regional HSIP Coordinator.**

Additional information can be found on the WisDOT HSIP website: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/hsip.aspx>

All shaded areas will be completed by WisDOT staff.

- Box 1** Identify the project limits and/or those areas applicable to your project.
For 'Name of Road/Intersection,' use **From-To** (South-North or West-East) format for a road segment such as "6th St.–9th St."
If the project is within the boundary of a Metropolitan Planning Organization (MPO), provide the name of the MPO.
Indicate whether the project is located on a connecting highway or local roadway and if the location is urban or rural. Locations are considered urban if it is located within a federally designated urban area boundary which is defined by having a population of greater than or equal to 5,000.

For state highway projects, indicate if the Safety Certification Process (<https://wisconsindot.gov/rdwy/fdm/fd-11-38.pdf#fd11-38>) was completed.
- Box 2** If the project involves an improvement to a roadway segment, provide the requested information.
- Box 3** If the project involves an improvement to an intersection, provide the requested information.
- Box 4** Identify and describe existing safety hazards such as visibility restrictions, curves, hills, intersection problems, bike/pedestrian conflicts, narrow shoulders, rutting, etc. Incorporate relevant crash history and data-supported evidence.
- Box 5** List all proposed countermeasure(s) with the project. Examples include:
1. Converting from a Two-Way Stop-Controlled Intersection to a Roundabout
2. Widening paved shoulders and installing shoulder rumble strips
3. Installing flashing yellow arrow, signal head per lane, high visibility crosswalks

Describe the proposed improvement in as much detail as possible. A detailed description explaining how the project will address the identified hazard(s) is essential for WisDOT review. Include any other important considerations that may be unique to the project or location. In addition, briefly discuss any alternatives considered and why these options are not the preferred alternative.
- Box 6** **Provide a summary of the estimated costs and anticipated schedule dates for ALL project elements associated with the project, regardless of whether HSIP funding is being requested.** This includes preliminary engineering/design engineering, construction, construction engineering, mobilization, contingencies, utilities, real estate, and all related oversight and delivery costs. Cost estimates should be provided in today's dollars. For each project element (PE/Design, Real Estate, Construction, Other), indicate whether or not HSIP funding is being requested.
- Box 7** Provide contact information for application sponsor's primary contact person or agency.
- Box 8** Application must be signed by an official able to commit funds and certify as to the answers provided in Box 8. Leave blank for STATE projects.

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation

DT1501

Required Supporting Materials (RSM): Completed applications require the following (to be submitted to appropriate Region Office in digital or paper form – Region Office will transmit final digital copy to Central Office):

A. All applications must include:

- RSM 1A. General sketch of project proposal: *An adequate sketch is the minimum requirement. Preliminary plan layout sheets or study reports should be provided if available. Basic example attached.*
- RSM 2A. Collision diagram: *Must use most current consecutive 5 years of crash data available. Crash records available from the WisTransPortal Project website (<http://transportal.cee.wisc.edu/services/crash-data>). Agencies can request crash data or WisTransPortal account access through this website. Basic diagram example attached. Not required for projects resulting from statewide crash analyses or for corridor shoulder widening projects.*
- RSM 3A. Crash Reports (DT4000): *Submit most current consecutive 5 years of crash data available and appropriate crash analysis. Reports should be sent to Region offices. Reports available from the WisTransPortal Project website (<http://transportal.cee.wisc.edu/services/crash-data>). Agencies can request crash reports or WisTransPortal account access through this website. Regions should not submit crash reports to Central Office.*
- RSM 4A. Site photos of existing conditions.
- RSM 5A. Itemized cost estimate: *Provide with as much detail as possible. For projects on the State Trunk Network (including connecting highways), an itemized cost estimate is needed to determine if signalization and/or intelligent transportation systems components are incidental to the project. See example attached.*
- RSM 6A. PEF worksheet and results: *Completed by Regional Safety Engineer. Project applications resulting from a statewide systemic safety analysis do not require a PEF.*

B. If your project is proposing a change in intersection traffic control or a complete intersection reconstruction, your application must also include:

- RSM 1B. Warrant documentation: *Required for proposals to install new traffic signals. See MUTCD, Part IV, Section C (<http://mutcd.fhwa.dot.gov/pdfs/2009r1r2/part4.pdf>) for additional information. Contact Regional Safety Engineer for example worksheets.*
- RSM 2B. Completed Traffic Control Signal Approval Request (Form DT1199): *Required for proposals to install new traffic signals on the State Trunk Highway Network, including connecting highways and ramp terminals. Contact Regional Safety Engineer for Form DT1199.*
- RSM 3B. Operational analysis: *Per FDM-11-25-3 (<https://wisconsindot.gov/rdwy/fdm/fd-11-25.pdf#fd11-25-3>), required for proposals to change the overall intersection traffic control. A capacity analysis should be performed for existing traffic control with forecasted traffic volumes for the design year. At a minimum, perform a capacity analysis for existing traffic control with the most recent traffic volumes for the peak hours. The capacity analysis should be performed using the 2010 Highway Capacity Manual Methodology (e.g., HCS, Synchro). However, if the information necessary for a detailed capacity analysis is not available use any means necessary to demonstrate existing and future capacity concerns, if any. For example, a field survey with pictures during peak hours to demonstrate existing capacity concerns may be sufficient. Contact the Regional Safety Engineer to discuss alternate options to meet the operational analysis requirement.*
- RSM 4B. Intersection Control Evaluation (ICE): *As outlined in FDM 11-25-3 (<https://wisconsindot.gov/rdwy/fdm/fd-11-25.pdf#fd11-25-3>), the ICE process describes the need for a change in the existing intersection and provides a preliminary review of alternatives. All HSIP projects involving a change in intersection traffic control or a complete intersection reconstruction on the State Trunk Network, including connecting highways, must include, as an attachment, a Phase I: Scoping ICE that has been reviewed by Central Office Bureau of Traffic Operations. While not a requirement for local projects, it is recommended these projects still follow the ICE process. Contact the Regional Safety Engineer for additional information.*

Optional Support Materials (OSM)

C. If applicable, each application may also include:

- OSM 1C. Local Support/Commitment: *A list of local support received and/or letters of commitment can be used to augment application materials.*

OTHER IMPORTANT NOTES AND CONSIDERATIONS:

- Applications that do not include applicable Required Support Materials will not be accepted.
- This is *NOT* a federal-aid grant program. Project sponsors are responsible for 10% of total project costs, up to the approved project cost. Any costs incurred in excess of the approved project cost will be the responsibility of the project sponsor.
- Local lets are not permitted. All let projects must be let through the state letting process regardless of project sponsor or project location.
- Federal law restricts federal-aid projects from using publicly owned land of a park, recreation area, or wildlife refuge.

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation

DT1501

Design ID	Tied Project IDs
Related IDs (CONST)	(R/W)

1. PROJECT LOCATION

Name of Road/Intersection CTH CE and Fieldcrest Dr			Highway Number
County Outagamie	City of Kaukauna	Village of	Town of
Native Nation N/A	Name of the Metropolitan Planning Organization (MPO) the project is represented by Fox Cities Area MPO		
Did the project complete the Safety Certification Process (state highways only)? <input type="checkbox"/> Yes <input type="checkbox"/> No			
Is the project located on a connecting highway? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
Is the project located on a local roadway? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No			
What area type is the project? <input checked="" type="checkbox"/> Urban <input type="checkbox"/> Rural			

2. SEGMENT INFORMATION

Current Annual Average Daily Traffic	Project Length (miles)
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3. INTERSECTION INFORMATION

Existing Traffic Control <input type="checkbox"/> Yield Control <input type="checkbox"/> One-Way Stop-Control <input checked="" type="checkbox"/> Two-Way Stop-Control <input type="checkbox"/> All-Way Stop-Control <input type="checkbox"/> Traffic Signal <input type="checkbox"/> Roundabout <input type="checkbox"/> Other (List):	Entering Vehicle Volume 20,000	Pedestrian/Bicycle Volume (if available)
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4. IDENTIFICATION OF HAZARDS

Describe existing hazards such as: visibility restrictions, curves, hills, intersection problems, bike/pedestrian conflicts, narrow shoulders, rutting, etc. Describe any relevant crash history resulting from existing hazards or deficiencies.

The existing intersection of CTH CE and Fieldcrest Drive in the City of Kaukauna is experiencing safety issues. The existing intersection is a two-way stop controlled intersection with free flow traffic moving in the east and west directions along CTH CE (E. College Ave). The north and south directions on Fieldcrest Drive are a stop conditions and the intersection is on 15 degree skew. The skew does not appear to be major safety concern but it does add to the complexity of the intersection and attribute to driver confusion. Fieldcrest Drive also has existing right turn lanes which allow for through/left turn movements and right turns to happen simultaneously. CTH CE has both left and right turn lanes in each direction and also has a concrete median separating traffic. The total width of CTH CE at this location is approximately 100'. The speed limit on CTH CE is 45 mph and the speed limit of Fieldcrest is 25 mph. CTH CE is classified as a principal arterial and Fieldcrest is classified as a principal collector. CTH CE serves as an important backbone route and provides access to downtown Appleton as well as access to STH 441. CTH CE also provides access to numerous businesses, restaurants, stores and shopping centers. Fieldcrest Drive is mainly used as residential streets and provides access to two local elementary schools and residential neighborhoods.

Safety at the subject intersection is a concern due to the rising traffic volumes and geometry of the intersection. Over the five-year period from 2020-2024, there were a total of sixteen (16) crashes with 13 injuries. Twelve (12) of the sixteen (16) crashes were right angle crashes involving cross traffic from CTH CE and Fieldcrest Dr and were due to failure to yield to traffic on CTH CE. None of the crashes were caused by head on traffic. Crash reports indicate misjudging speed of the cross traffic and shielding by vehicles as reasons for the crashes. There were no indications that drivers did not see the stop sign or failed to obey the stop sign.

5. PROPOSED IMPROVEMENT

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation

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5a. Provide a brief list/summary of the proposed countermeasure(s) that will address the identified hazards.

The proposed improvement involves replacing the existing intersection with a "modified" Restricted Crossing U-Turn (RCUT) intersection. The traditional RCUT design prohibits left-turn and through movements for the side street approaches and accommodates these movements by requiring drivers to turn right onto the main road and then make a u-turn at a median opening at a specified distance after the intersection. The proposed "modified" RCUT would follow the traditional RCUT by prohibiting left-turn and through movements for Fieldcrest Dr but would accommodate these movements by utilizing the roundabouts at the adjacent intersections instead of a mid-block median u-turn.

5b. Describe the proposed project and how the countermeasure(s) address the identified hazards. In addition, briefly discuss any alternatives considered and why these options are not the preferred alternative.

The proposed "modified" RCUT would follow the traditional RCUT by prohibiting left-turn and through movements for Fieldcrest Drive but would accommodate these movements by utilizing the roundabouts at the adjacent intersections instead of a mid-block median u-turn. This proposed improvement is anticipated to essentially eliminate right angle crashes caused from traffic on Fieldcrest Drive crossing CTH CE. This would also simplify and decrease the number of driver movements and greatly reduce driver confusion and ultimately reduce total number of crashes at the intersection. The traditional RCUT would require drivers to perform a u-turn which increases conflict points and the chances for a crash. By using the roundabouts instead of u-turns, additional conflict points are reduced increasing the overall safety of the intersection and encouraging drivers to utilize an existing intersection to complete the U-turn movement.

Other intersection improvement alternatives were also analyzed. The first alternative included installing a roundabout at the intersection. This alternative would eliminate right angle crashes and reduce the severity of the crashes but would likely increase the total number of crashes. This alternate would also be far costlier than the proposed RCUT and have additional impacts including right-of-way acquisition.

The second alternate involved installing traffic signals at the intersection. This alternate would reduce right angle crashes but would likely not meet signal warrants and be significantly costlier than the proposed improvement. Also, putting traffic signals in close proximity to the existing roundabouts could cause operational issues with congestion and disrupt the smooth flow of traffic currently using the roundabouts.

6. TOTAL PROJECT COSTS - Provide ALL project costs in today's dollars for all project elements, regardless of whether HSIP funding will be used

	Prelim. Engineering/ Design <i>(include state review)</i>	Real Estate	Major Construction Items <i>(include Const. Engineering, Mobilization, and Contingencies)</i>	Other Costs	TOTAL
SFY2024					
SFY2025					
SFY2026					
SFY2027	\$90,000				\$90,000
SFY2028					
SFY2029			\$410,000		\$410,000
TOTAL	\$90,000		\$410,000		\$500,000
HSIP Funding Requested? (Yes/No) *	Yes	No	Yes	No	Yes

* Generally, 90% of the requested safety funding is covered with federal HSIP funds and the remaining 10% is covered by state and/or local funds. The project sponsor is responsible for any project costs exceeding the approved HSIP funding amount.

Is this project advanceable? ☒ Yes ☐ No; If yes, what SFY is the project advanceable to

7. CONTACT INFORMATION

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation

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Primary Contact Person and Agency Name Michael Morman, PE (Outagamie County Highway Department)	Title Assistant Highway Engineer
Address 1313 Holland Rd	(Area Code) Telephone Number (920) 832-5673
City, State, ZIP Code Appleton, WI 54911	Municipality Outagamie County

8. SIGNATURE OF LOCAL APPROVING AUTHORITY

X	
(Signature of Local Approving Authority)	(Date – mm/dd/yyyy)

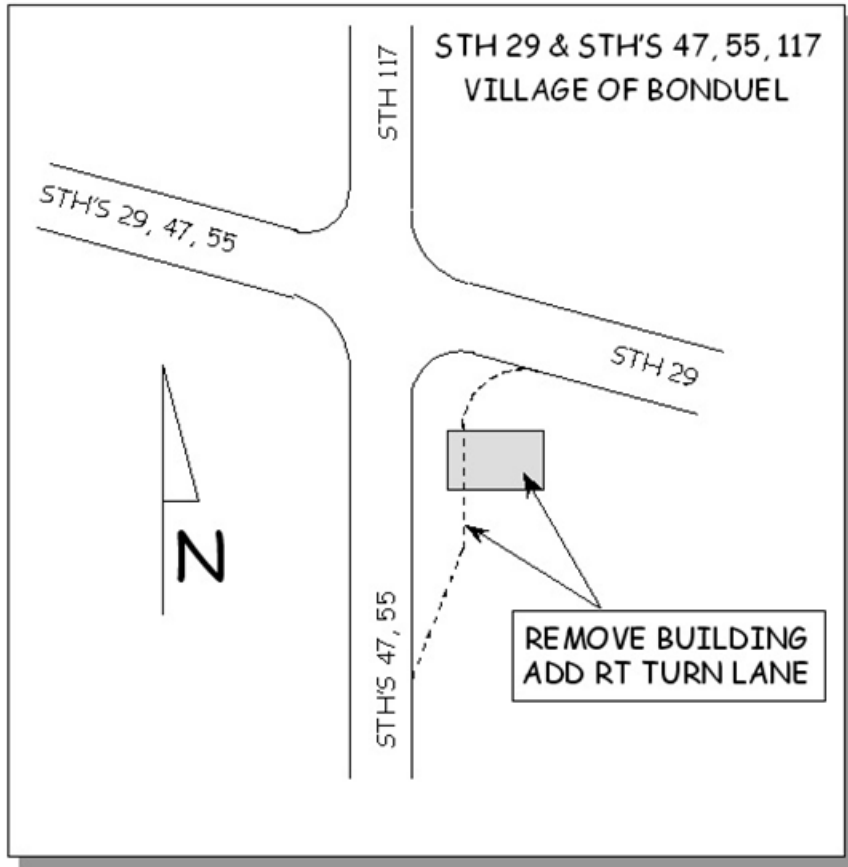
WisDOT INFORMATION *(shaded areas to be completed by WisDOT Regional Staff Only)*

A. Environmental Documentation Type <input type="checkbox"/> Environmental Impact Statement <input type="checkbox"/> Categorical Exclusion <input type="checkbox"/> Environmental Assessment <input type="checkbox"/> Planning Studies <input type="checkbox"/> Other:		B. HSIP Work Type	
C. Functional Class		D. PEF	
E. Is this project location identified in one of the Statewide Safety Initiatives (If yes, select all that apply)? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Cross Median Crashes (CMC) <input type="checkbox"/> High Risk Rural Roads (HRRR) <input type="checkbox"/> INSS-Rural <input type="checkbox"/> INSS-Urban <input type="checkbox"/> Location of Interest Report (LOIR) <input type="checkbox"/> Horizontal Curve Initiative <input type="checkbox"/> Other (List):			
F. Which Strategic Highway Safety Plan (SHSP) goal(s) are addressed by this request (Select all that apply)? <input type="checkbox"/> Improve Safety Culture, Safety Data, Safety Technology <input type="checkbox"/> Reduce Driver Distraction/Improve Driver Alertness <input type="checkbox"/> Reduce Alcohol & Drug-Impaired Driving <input type="checkbox"/> Reduce the Incidence and Severity of Motorcycle Crashes <input type="checkbox"/> Improve Non-Motorist Safety <input type="checkbox"/> Increase Occupant Protection <input type="checkbox"/> Improve Safety of Intersections <input type="checkbox"/> Reduce Lane Departure Crashes <input type="checkbox"/> Improve Work Zone Safety <input type="checkbox"/> Curb Aggressive Driving/Reduce Speed-Related Crashes <input type="checkbox"/> Improve Driver Performance (Teens, Older, and Competent)			
Region Approval – Project Supervisor		Date – mm/dd/yyyy	
Region Approval – Planning Supervisor		Date – mm/dd/yyyy	
C.O. Decision <input type="checkbox"/> Approved <input type="checkbox"/> Disapproved			
Approving Authority		Date – mm/dd/yyyy	

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation DT1501

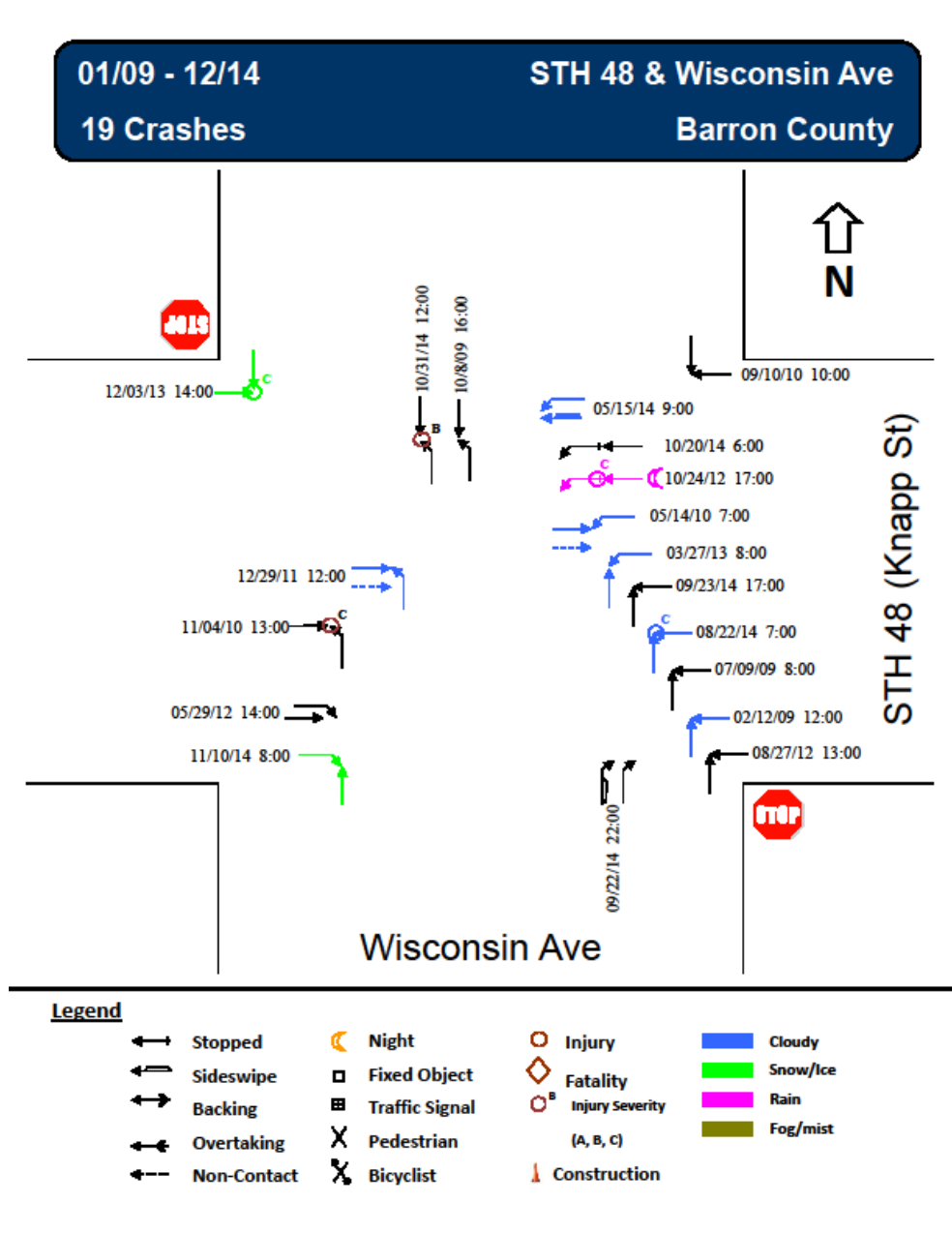
Example Required Supporting Materials: General Sketch of Project Proposal (RSM1A)



HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation DT1501

Example Required Supporting Materials: Collision Diagram (RSM2A)



HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP) PROJECT APPLICATION *(continued)*

Wisconsin Department of Transportation DT1501

Example Required Supporting Materials: Itemized Cost Estimate (RSM5A)

EXAMPLE: Road A & Road B Intersection Improvements Cost Estimate Prepared Month/Date/Year					
ITEM NO.	ITEM	QUANTITY	UNITS	NUMERIC UNIT PRICE	NUMERIC TOTAL PRICE
100 GENERAL CONDITIONS					
101	Utility Coordination	1	LS	\$2,000.00	\$2,000.00
102	Maintenance of Traffic	1	LS	\$25,000.00	\$25,000.00
103	Dust Control	6	EA	\$175.00	\$1,050.00
104	Mobilization	1	LS	\$5,000.00	\$5,000.00
200 EARTHWORK					
201	Restoration	1	LS	\$10,000.00	\$10,000.00
202	Unclassified Excavation	1700	CY	\$10.00	\$17,000.00
203	Undercutting Unsuitable Material and Fill	100	CY	\$26.00	\$2,600.00
300 CONCRETE					
301	Curb and Gutter Removal and Replacement	2700	LF	\$15.00	\$40,500.00
302	New 18-inch Curb & Gutter	1400	LF	\$12.00	\$16,800.00
303	Concrete Pavement Removal	8200	SY	\$5.00	\$41,000.00
304	6-Inch Concrete Median/w Base	5800	SF	\$4.50	\$26,100.00
305	Concrete Sawcutting	100	LF	\$3.00	\$300.00
306	9-Inch Concrete Pavement	9000	SY	\$28.00	\$252,000.00
307	24"x48" Truncated Dome Panels	20	EA	\$105.00	\$2,100.00
400 PAVEMENTS					
401	Asphalt Sawcutting	80	LF	\$2.00	\$160.00
402	Bituminous Asphalt Pavement Removal	250	SY	\$1.00	\$250.00
403	New 4 1/2-inch Bituminous Asphalt Pavement (E-1)	250	SY	\$16.00	\$4,000.00
404	2-inch Bituminous Asphalt Bikepath w/ 8-inch Base	610	SY	\$16.00	\$9,760.00
405	Crushed Aggregate Basecourse (9-inch depth)	8900	SY	\$5.00	\$44,500.00
406	Crushed Aggregate Basecourse (13-inch depth)	250	SY	\$6.50	\$1,625.00
500 SANITARY & STORM					
501	Adjust Sanitary Manhole Casting	1	EA	\$250.00	\$250.00
502	Adjust Storm Manhole Casting	5	EA	\$250.00	\$1,250.00
503	Storm Sewer Collection/Conveyance Modifications	1	LS	\$12,000.00	\$12,000.00
600 WATER MAIN					
601	Adjust Water Valves	3	EA	\$150.00	\$450.00
602	Replace Water Valve Box	1	EA	\$400.00	\$400.00
700 MISCELLANEOUS					
701	Type C Inlet Protection	8	EA	\$200.00	\$1,600.00
702	Pavement Marking and Signing	1	LS	\$3,000.00	\$3,000.00
703	Traffic Signal/Cabinet Upgrades	1	LS	\$200,000.00	\$200,000.00

Sub-Total = \$720,695.00
 20% Contingency = \$144,139.00
 Estimated Construction Cost = \$864,834.00
 Engineering @ 15% = \$129,725.10
 TOTAL Estimated Cost = \$994,559.10

If additional information is available on signalization components, provide as much detail as possible. Additional information might include details and costs for items like circuitry components, types of poles/arms, pedestrian countdown timers, etc.

CTH CE and Fieldcrest Dr Intersection Collision Diagram
(2020-2024)

