

City of Fond du Lac **2018 Bike & Pedestrian Plan Update**

I. Update Summary

On September 11, 2013, Fond du Lac’s City Council approved a Bike & Pedestrian Plan (“2013 Plan,” https://www.fdl.wi.gov/cofuploads/Bike_Ped_Plan.pdf) that outlined several goals and potential projects for City staff and its partners to pursue. In the five years since then, many infrastructure projects have been completed, partnerships have been formed and deepened, and new needs have been identified. This five-year review is intended to summarize where we’ve been, to look ahead to where we should go, and to confirm that the community and City Council concur with this vision.

Much of the background information included in the 2013 Plan remains unchanged, including the general goals of the program, the benefits of having a bike/pedestrian friendly community, strategic goals and ideas, associated plans, and related resources.

The body of this review (“2018 Update”) will be used to explain significant changes since the 2013 Plan, including program status, funding changes, and goals that are not tied to our infrastructure.

II. Program Status (Exhibit 1)

1. Accomplishments Since 2013 (Exhibit 2)

- a. *Projects Completed:* Due to strong partnerships, a visionary City Council, strong City leadership, and having a solid plan in place, many significant goals have been met since the 2013 Plan. Segments of the bike/ped Loop were completed or improved, including Camelot Dr., Police Memorial Dr., Lakeside Park, and Pioneer Rd. A new trail was completed near the Fairgrounds on Fond du Lac Ave., and planned projects will allow this trail to reach almost to Theisen Middle School in 2020. The City has invested over \$1.1 million in bike/pedestrian accommodations over the past several years.
- b. *Projects Showing Progress:* This list reflects progress made since 2013, but where more work remains. More generally, while our engineers have reviewed bike routes and signage where bicyclists are encouraged to share the road with cars on safe routes through the City, specific review and modifications to this system have occurred or may be in order, especially in the following areas:
 - i. Emphasize alternatives to busy highways or in the west half of the City (i.e. to travel between the Wild Goose and Mascoutin trails).
 - ii. Hampton Ave. and Willsher Dr. may be an area where bike route signage may be lacking.
 - iii. Recent efforts added regulatory signs, guidance pavement markings and crosswalks in the Brooke Tr. and River Tr. areas, and crosswalks on CTH V south of Pioneer Rd.
- c. *Programmed Previously Identified Projects (Exhibit 3):* A number of projects were identified in the 2013 Plan that—while they haven’t been completed yet—have a plan and budget in place.

2. Projects Not Yet Programmed (*Exhibit 4*)*

a. *Previously Identified Projects Not Programmed:* A number of projects remain from the 2013 Plan that are not programmed at this time, either because they are a lower priority, no budget has been provided for them, or it makes sense to incorporate them into a future larger project. At a September 26, 2018, advocates' meeting, the following projects were specifically mentioned as top safety and accessibility priorities for the future:

- i. Johnson St. & Rolling Meadows Dr. Intersection: This busy intersection is very unfriendly for bike/pedestrian/transit access, and any project to address these concerns would be complex and expensive. This is the intersection of a state highway, county highway, and city street, and involves properties inside and outside city limits. The DOT is upgrading left turn lanes in 2019, but while their work will be consistent with any future efforts to add crosswalks, none will be added at this time due to a lack of bike/ped accommodations in any direction. Ideally, in the future there will be an off-street trail from this intersection north to Scott St. and east to Pioneer Rd.
- ii. Johnson St. (Prairie Tr. – Prairie Rd.) Sidewalk: This busy four-lane stretch of STH 23 fronts busy restaurants, grocery stores, gas stations and drug stores, and lacks full sidewalk accommodation or even a paved shoulder. While comprehensive bike/pedestrian/transit accommodations may not be possible here until a DOT reconstruction project occurs, efforts should be undertaken to connect the existing sidewalk segments on the north side. A box culvert crossing of Taycheedah Cr. presents an additional engineering challenge. City engineers should explore the viability of adding sidewalk on the north side of this highway.
- iii. W. Scott St. Road Diet: This busy four-lane concrete roadway includes a railroad crossing, bridge crossing, and several busy intersections. The Scott and Van Dyne intersection presents challenges for street geometry and traffic control. The Scott and Pioneer intersection is very wide, and can create confusion between motorists and bicyclists. The entire Scott St. lacks bike accommodations. The average daily traffic (ADT) is low enough that one travel lane in each direction should be sufficient if augmented by a two-way left-turn lane (TWLTL). This would allow bike lanes to be added in each direction, and would make the Loop crossing at Doty St. safer. Even though part of this segment is a U.S. highway, it is within the City's connecting highway limits, giving us the discretion to change lane markings. City engineers should explore the viability of this conversion of Scott St.
- iv. I-41 Overpasses: County Highway Engineer Ryan Sommer noted that none of the six I-41 overpasses in City limits have full bike/pedestrian accommodations. Here is the situation at each overpass:
 1. The County paved the wide shoulders of the **Scott St.** overpass in 2012, and since traffic volumes are low here, that made the route much safer. Lighting should be added to improve it further. It should be noted that the County has a goal of a bike/pedestrian bridge extending the Mascoutin Tr. 1,500 feet north of Scott St., which would present a nice alternative for some users.

*Note: the three maps identified as Exhibits 2 through 4 are combined as shown in Exhibit 5.

2. The **Johnson St.** interchange structure has a sidewalk on the north side, but doesn't connect to sidewalk on either side. "Desire lines" show that pedestrians continue to use this route to get to the popular commercial area on Rolling Meadows Dr., but there is no designated route for them. This is local advocates' first priority to improve I-41 crossings.
 3. Although the **Military Rd.** interchange structure has raised sidewalks on both sides, no accommodations connect them to Pioneer Rd. or Rolling Meadows Dr. A 2017 City/County project extended a Pioneer Rd. multi-use trail approximately 1,000 feet to the northeast, but there are no accommodations on Military to the southwest, or on Rolling Meadows. This is local advocates' second priority to improve I-41 crossings.
 4. The **Hickory St.** interchange structure has a sidewalk on the west side, but 1,500 feet of highway—with no accommodations—separates it from the multi-use trail on Pioneer Rd. Rolling Meadows Dr. to the south also lacks accommodations. However, with the Wild Goose Tr. bike/pedestrian bridge crossing I-41 approximately 1,000 feet west, this overpass isn't as high a priority as some others.
 5. The **S. Main St.** overpass lacks accommodations, but is not especially busy for motorists, bikes or pedestrians and has wide paved shoulders.
 6. Accommodations at the I-41 and USH 151 interchange are not being considered, since bikes and pedestrians aren't allowed on either highway.
 7. It should be noted that USH 151 has several interchanges and overpasses in City limits, as well. Fortunately, recent DOT projects at CTH V and CTH T, and a planned extension of the Old Plank Trail at STH 23, make all of these crossings relatively friendly to bike and pedestrian traffic.
 - b. *Newly Identified Projects Not Programmed:* As should be expected, City staff, advocates and citizens have identified other suggested improvements since the 2013 Plan.
3. **Projects Declined Since 2013:** Several goals identified in the 2013 Plan have not come to fruition, and are not planned for the future. Fortunately, most of these projects have been abandoned only because better alternatives have surfaced.
- a. One notable decision was to *not* add accommodations along Rolling Meadows Dr. when the County resurfaced it in 2014. A paved shoulder was already planned, and with no accommodations on either end of the project, the City decided not to invest in widening the shoulders more for an official bike lane.
 - b. The Loop was originally intended to hug the east shore of the Fond du Lac River north of Scott St. from Brooke St. into Lakeside Park, but security concerns and property limitations led us to route the Loop to Sibley St. and Doty St. instead.

III. Funding Changes

1. Although most of the funds that are covered in the 2013 Plan are largely unchanged, significant changes have occurred with DOT's Safe Routes to School and bike/ped facility grant funding. These programs are now combined under the Transportation Alternatives Program (TAP). The City applied for TAP funds in 2015 to install sidewalk along Pioneer Rd. and help build the Camelot Tr., but was not selected. While our engineers have completed one SRTS infrastructure

project over the past few years (improving crossings near Pier Elementary School), and meet regularly with school officials regarding safety concerns, a continued—and perhaps increased—focus should be placed on this relationship. One fun idea would be to have schools paint their mascot on walking routes near their school, to encourage student use.

2. In 2015, the City applied for DNR Recreational Trail or Stewardship funding to assist with Camelot Tr. development, but wasn't approved. It applied for the same program in 2018 for the multi-use trail through McDermott Park, but again was unsuccessful. It appears that the McDermott project is competitive, so we will apply again in 2019.
3. Some potential grant sources *not* included in the 2013 Plan include a PeopleForBikes Community Grant Program,
4. It should be noted that WisDOT's policies toward bike/pedestrian accommodations have changed significantly over the past several years, specifically related to local bridge and STP (Surface Transportation Program) funding. In the past, accommodations were expected to be included in the design unless a specific exception applied. Now the standard is that projects will be replaced "in-kind" unless unique circumstances justify adding new accommodations.
5. Sometimes our best opportunity to pay for bike/pedestrian accommodations is to include them in larger transportation projects, commercial development, and new subdivisions. For example, a cul-de-sac in a new subdivision that links bikers and walkers to a nearby street can encourage human-powered transportation in that neighborhood.

IV. Non-Infrastructure Goals

1. **Complete Streets Policy (*Exhibit 6*)**
 - a. Essentially, Complete Streets guidelines ensure that accommodating multiple modes of transportation are considered—and in many cases, implemented—when a roadway is reconstructed. The goal is to create a "multimodal, safe and efficient transportation system that ensures accessibility to all roadway users." This is generally accomplished by "adding the following to the public right-of-way: sidewalks, bicycle facilities, ADA-compliant curb ramps and bus stops, trails, and any other reasonably applicable facilities to assist in multimodal uses."
 - b. While City designs have been consistent with these guidelines for many years, there are benefits to adopting an official policy. Approving this policy will help align local priorities with federal standards, may make us more competitive for grant funding, and may make it easier to convince partners like the DOT or County to include accommodations in joint projects.
 - c. East Central Wisconsin Regional Planning Commission (ECWRPC) has been an area leader in promoting Complete Streets guidelines in roadway reconstruction projects. While ECWRPC's policy applies directly to projects for which they administer federal funding, they also encourage local communities to adopt these policies, as well. The attached policy language closely follows ECWRPC's policy.
 - d. The policy is intended to be flexible, recognizing that additional accommodations are not needed or feasible in each project. The proposed Policy states that "each project must be considered both separately and as part of a cohesive network to determine the level and type of treatment necessary."

- e. In its December 12, 2018, approval of this 2018 Update, the Fond du Lac City Council also approved the attached Complete Streets Policy.
 - f. In 2018, City staff met with three visually-impaired residents to gain a better understanding of ways that we can better serve our entire community. Specifically regarding our street infrastructure, we discussed curb ramps that continue in a straight line (not angling toward the center of the intersection), adding an audible feature for crosswalks at signalized intersections, continued enforcement of sidewalk shoveling and trip hazard deficiencies, improved Transit information, and having colored crosswalks to provide more visual contrast.
2. **Bicycle Friendly Community Recognition:** In 2016, the City was given an Honorable Mention by the League of American Bicyclists in its effort to be designated as a Bicycle Friendly Community. We hope to achieve at least a bronze-level designation by making improvements in City policies, infrastructure along arterial roadways, and education/encouragement efforts.
 3. **Loop Landscape/Wayfinding Master Plan:** In 2017, Grande Cheese made a major contribution to the Loop by sponsoring a landscape architect firm’s study of wayfinding and landscaping options. In addition to proposing ideas for adding natural beauty, the plan (https://www.fdl.wi.gov/cofuploads/01878039_Draft_Master_Plan_Report_7122017092439.pdf) suggested wayfinding sign design and locations, and more in-depth recommended improvements to six City-owned sites along the Loop. Beginning in 2019, the City’s Capital Improvement Plan reflects a \$35,000 investment in implementing the plan’s recommendations every other year.
 4. **Trail Maintenance:**
 - a. When building new infrastructure, it’s easy to forget that future funds will be needed to maintain, repair and replace that infrastructure. The City should make sure to budget in the future for maintaining an expanding trail system.
 - b. Current City ordinance requires property owners to shovel the public sidewalk fronting their property, but not wider asphalt trails. The City plows some of these asphalt trails in the winter—especially those that appear to be used for *transportation* and not just recreation. In the future, the City should consider whether to require adjacent property owners to shovel adjacent multi-use trails, or to continue maintaining them itself.
 - c. Fond du Lac County clears snow for the crossings of our Pioneer Rd. and Hwy V roundabouts.
 - d. The City should continue to enforce property owner shoveling public sidewalks all the way to bare pavement, including corner ramps, after each snow or ice event.
 5. **Downtown Improvements:**
 - a. Like many communities, Fond du Lac’s downtown strives to find the right balance between encouraging bicyclists to patronize their stores while also protecting the safety of pedestrians. With only 60’ of right of way on Main St.—and buildings built right up to the property line—there simply isn’t enough room to add bike lanes in addition to the existing traffic lanes, parking lanes and sidewalk.
 - b. A 2013 effort to allow bikes on sidewalks received mixed feedback from the community, and the City Council voted to keep the current restrictions in place. Bike routes *to* the downtown and bike parking at key entrances to the downtown should be emphasized to encourage bicyclists to come downtown, even if they walk once they get there.
 - c. The City and Downtown Fond du Lac Partnership (DFP) have a goal of adding “Please Walk Your Bike” decals to corner ramps.
 - d. A bike-share program would likely have one or two downtown stanchions.

- e. Our engineers plan to encourage bicyclists using the new Fond du Lac Ave. trail to come downtown using low-volume residential streets.
 - f. A “green lane” is planned to be painted on Division St. from Marr St. to Sophia St. By placing this stripe in the driving lane in both directions, it avoid the “door zone” of people exiting parked cars, doesn’t reduce the number of parking stalls, reminds motorists and bicyclists that bikes can ride in the traffic lane, and increases visibility and awareness. If well-received, this concept may be used on other downtown streets.
 - g. Fond du Lac is one of three Wisconsin cities in which the AARP plans to conduct a walk audit in 2019.
 - h. One of the primary goals of a 2017 Downtown Advisory Committee was to improve the connection between the downtown and Lakeside Park. Bike accommodations in the downtown—either by accessing the River and Brooke trails or encouraging bikes to travel north on Main St.—are a great way to make this connection.
 - i. The DFP suggested that pavement markings showing fun activities that can be done on the Loop be added to the River Tr., but not in roadway crosswalks to avoid driver distraction.
6. **Bike-Share Program:** the City’s Community Development Department has been researching bike share options, and soliciting local partners. Several sites have been suggested for hosting bike stations, including the Lakeside Park Marina, City/County Government Center, Marian University, SSM Health, and the Main St. Plaza. It appears that Zagster’s operations model will fit Fond du Lac’s needs best, as they *manage* the program in addition to providing the bikes and stations. A dock-free option and powered options—like scooters—should also be considered. If enough local partners are willing to participate, we hope to implement the first phase of this program from 2020 to 2022.
7. **E-Bike Advocacy:** Electronically assisted bikes are a great way to make biking easier and more accessible for our residents. City leadership encourages its residents to take advantage of this technology, but to do so at safe speeds and only to *assist* the rider in pedaling.
8. **Bike Parking:** In addition to a Leadership Fond du Lac project which installed around 20 single-station decorative bike racks in the downtown, bike racks have been added at Lakeside Park, the Library, the Transit transfer zone, and Main St. Plaza. Racks have been delivered for—but not installed at—Hamilton Park and the Portland St. parking ramp. Future locations should be identified for racks, possibly including a new Meijer store at Forest Mall, and at Festival Foods in conjunction with signage to connect to the adjacent Prairie Tr.
9. **Educational Efforts:**
- a. Friends of the Fond du Lac Loop (“Friends”) drafted, printed and distributed a Loop brochure around the time the 2013 Plan was completed. They updated the brochure in 2016, and maintain an active web site, as well (www.fdlloop.com).
 - b. The Friends have been active in keeping Loop signs and pavement markings up to date.
 - c. A local bike advocate has witnessed poor choices and a lack of awareness from both bicyclists and motorists, and recommended that a brochure with “do” and “don’t” photos be developed in addition to the web site’s list of safety recommendations.
 - d. Friends led a birding tour along the Loop for the local International Migratory Bird Day celebration on May 5, 2018.
10. **County Health Improvement Plan (CHIP) Involvement:** The County Health Department works with a Living Well Coalition to update a CHIP every three years. One of the CHIP’s main goals is to encourage physical activity, so the Coalition hopes to see a 10% increase in trail usage

during the 2019 to 2022 period. To gauge progress toward this goal, ECWRPC staff will measure bike/ped usage at 20 key trail locations over the next three summers. ECWRPC used infrared and pneumatic tube counters for similar counts in 2016. In addition, ECWRPC will complete counts on some outlying State trails to provide Fond du Lac County with baseline data regarding trail usage.

11. **Leadership Fond du Lac:** Envision Greater Fond du Lac administers a great program where two dozen area leaders each year meet once a month to learn more about the community and complete a small project. Over the past several years, Leadership classes installed two bike fix-it stations and a drinking fountain, mileage markers, and downtown bike racks. Some of the mile markers will need to be moved after the Loop’s connection from Main St. to Camelot Dr. is modified in 2019.

12. **Connected/Automated Vehicle (CAV) Relationship:**

- a. Experts agree that CAVs are coming. For now, incremental changes can be seen such as vehicles that alert drivers about hazards. This technology will become more advanced and more commonplace as vehicles start to *assist* drivers, and eventually complete all driving functions altogether.
- b. Near misses and a tragic fatality in Arizona—where a prototype autonomous vehicle killed a pedestrian—remind us that accounting for bikes and pedestrians must be integrated into this technology. Intelligent Transportation Systems (an integrated network of sensors in street infrastructure, vehicles, personal devices and buildings) should provide a safer and more complete picture for these vehicles.
- c. The League of American Bicyclists offers a balanced perspective in saying, “While the League supports the development of [CAV] technology and agrees that it has the potential to greatly reduce the traffic injuries and fatalities attributed to distracted driving, speeding and other behaviors, we also believe that these vehicles must meet some basic safety standards before being deployed on our streets.”
- d. The City plans to work with ECWRPC and Geospatial Transportation Information Management Association, among others, to become better educated on this important topic.
- e. Other technology that may assist in this movement toward becoming a “Smart City” includes a Route Planner app, which helps bicyclists find the friendliest routes to their destination, bike parking and bus information. Fond du Lac Area Transit already boasts bike racks on each bus, and an app (Ride System) that allows waiting passengers to know when their bus will arrive.

13. **Lighting Improvements:** Street and trail lighting is a component of a transportation system that we may not think about . . . unless it’s not there. The City should continue to strive to incorporate or add lighting at key bike/pedestrian routes, when feasible.

Comments, questions or suggestions regarding the City’s bike/pedestrian efforts should be directed to Jordan Skiff, Director of Public Works, at jskiff@fdl.wi.gov, or 920-322-3472.

Ref. #	"On" Street	From/To	Improvement Completed/Needed	Category
Projects Completed Since 2013				
II.1.a.1	Reinhardt Rd.	Prairie Tr. - Martin Ave.	County paved access road (with support from City and Noon Rotary). Leadership FdL team added bike fix it station, drinking fountain.	Multi-Use
II.1.a.2	Police Memorial Dr.	Martin Ave. - Camelot Dr.	City constructed new street w/ multi-use trail.	Multi-Use
II.1.a.3	Camelot Dr.	Mihill Ave. to Police Mem. Dr.	City paved segments of Ledgeview Trail, added some new trail to complete the Loop through this area.	Multi-Use
II.1.a.4	Pioneer Rd., Park Ave.	Main St. - Martin Ave.	Sharrows were painted and signs added to designate this initial and alternative Loop route.	Bike
II.1.a.5	Pioneer Rd.	Fond du Lac Ave. to Main St.	County repaved Pioneer--including bike lanes. The City paid for the extra width to for bike lanes at the Park Ave. intersection.	Bike
II.1.a.6	Hickory St., Dixie St.	Brooke Tr. - Pioneer Rd.	Painted sharrows, added signage, created No Parking to connect the Brooke St. Trail to the Pioneer Trail.	Bike
II.1.a.7	Brooke Tr.	Military Rd.	City widened ramp, which had created an awkward crossing.	Multi-Use
II.1.a.8	Sibley St., Doty St.	Brooke Tr. - Lakeside Park	Added Sibley ramp, pedestrian beacon, sharrows, signs to re-route Loop from Brooke St. to Doty St. to the Lakeside Park Tr.	Bike
II.1.a.9	Lakeside Park	Park Ave./Harbor View Dr. to Doty St.	The original Loop followed the Harbor View Trail, but now meanders through Lakeside Park and along Lake Winnebago.	Multi-Use
II.1.a.10	Harbor View Dr.	Mohawk Ave.	Replaced trail ramps to point straight east/west, not toward the center of the intersection.	Multi-Use
II.1.a.11	Winnebago Dr.	STH 151 - Peebles Tr.	Painted bike symbols and Sharrows in little-used parking lanes to identify this Loop alternate from the Prairie Tr. to Lakeside Park.	Bike
II.1.a.12	Scott St.	Rolling Meadows Rd. - Pioneer Rd.	Fond du Lac County added paved shoulders here, greatly improving bike/ped safety and convenience in crossing the I-41 bridge.	Bike
II.1.a.13	Pioneer Rd.	Main St. - Sullivan Dr.	Three different County/City projects reconstructed this 1.3 mile stretch, adding three roundabouts, a railroad underpass, and a multi-use trail. This segment not only serves the Wild Goose Tr., but also is a key component of a Brooke Tr. to Prairie Tr. connection. State/Federal funds were also used on this project.	Multi-Use
II.1.a.14	4th St.	CTH K - Country Ln.	A DOT overpass project added sidewalk & bike lanes, and a connection to the Prairie Tr. Advocacy by the Friends of the FdL Loop ensured the new overpass structure allowed the Prairie Tr. to continue underneath.	Ped-Bike
II.1.a.15	CTH V	Mustang Ln. - STH 151, & Park Ave. - Reinhardt Rd.	A DOT interchange project added bike lanes and sidewalk, including bike/ped access through three roundabouts, over an overpass structure, and along a new frontage road.	Ped-Bike
II.1.a.16	DuCharme Pkwy.	STH 151	New slotted left turn lanes Hwy 151 median included a curb cut for bicyclists crossing the highway.	Bike
II.1.a.17	Fond du Lac Ave.	CTH V - 8th St.	This local street project included a new multi-use trail that will extend to Pioneer Rd. under 2019 and 2020 projects.	Multi-Use
II.1.a.18	Colwert-Edward Park	Southern Edge Ct. - Eastman Ln.	A newly developed park--Colwert-Edward--included rustic walking trails, based in large part on feedback from nearby residents.	Pedestrian
II.1.a.19	Arndt St.	Bell St. - Hickory St.	A commercial development has completed the sidewalk grid southwest of Arndt & Hickory.	Pedestrian
Projects with Progress Made Since 2013				
II.1.b.1	Brush St.	Brooke Tr. - Western Ave.	Improved the deck of the bike/ped bridge, eliminated a tight corner near Western Ave. A safer, clearer connection to the Brooke Tr. is needed near Morris St.	Multi-Use

Ref. #	"On" Street	From/To	Improvement Completed/Needed	Category
II.1.b.2	Winnebago Dr.	Taft St.	Added crosswalk and ramp from the street to the trail, but visibility and vehicle speed still a concern. Need a pedestrian beacon?	Multi-Use
II.1.b.3	Maggie Park	Prairie Tr. - Primrose Ln.	The City's 2018 development of James Magellas (Maggie) Park included a walking trail from Primrose Ln. to Country Ln. The owner of the parcel between Maggie Park and STH 151 is interested in donating her land if a nature trail--specifically intended to honor veterans--can be developed.	Multi-Use
Programmed Projects (Previously Identified)				
II.1.c.1	S. Main St.	Pioneer Rd. - East Ln.	Priority! This critical connection between the Pioneer Rd. Tr. and Camelot Tr. has been delayed while exploring different route options and negotiating--unsuccessfully--with property owners. The original plan--adding an off-street trail on the west side of Main St.--may be delayed until it is known whether the County will fully reconstruct Pioneer Rd. east to Mihill Ave. in the near future.	Multi-Use
II.1.c.2	Promen Bridge		This chokepoint in Lakeside Park should be addressed in the next decade by a new bike/pedestrian bridge, or accommodations added to a new roadway bridge.	Multi-Use
II.1.c.3	Pioneer Rd.	Forest Ave. - Sullivan Dr.	Future County resurfacing will widen shoulders, but the bridge over the West Branch of the Fond du Lac River will remain at its current width.	Bike
II.1.c.4	STH 23	E. County Line - STH 151	This DOT project includes an extension of the Old Plank Trail from Plymouth to the Prairie Tr. This work is currently scheduled for 2022.	Multi-Use
II.1.c.5	Pioneer Rd.	Johnson St. - Forest Ave.	A 2021 County planned project south of the intersection includes a multi-use trail on the east side. The DOT has applied for Highway Safety Improvement Program (HSIP) funds to make safety improvements to the Johnson & Pioneer intersection itself.	Multi-Use
II.1.c.6	Pioneer Rd.	Main St. - Fond du Lac Ave.	This series of three planned County projects would include a multi-use trail. This stretch includes a railroad crossing, housing complexes, and two schools. Surface Transportation Program funding is planned to be pursued for one leg of this project.	Multi-Use
II.1.c.7	Military Rd.	Western Ave. - Ann St.	This 2022 project--which anticipates using Surface Transportation Program funding--will include new sidewalk and bike lanes.	Multi-Use
II.1.c.8	STH 23	Pioneer Rd. - Rolling Meadows Dr.	This very busy bridge over I-41 lacks bike/ped accommodations, but is used by many pedestrians to access the commercial area to the west. It is hoped that the 2021 HSIP project--if approved--will make some improvements on the east side of the overpass, but improvements are still needed to the west.	Pedestrian
II.1.c.9	N. Main St.	Merrill Ave. - Johnson St.	A 2019 City reconstruction project will add bike lanes on both sides of Main St., improve the bike/ped safety at the Merrill & Main intersection, and add an off-street trail on Merrill east and west of Main.	Multi-Use
II.1.c.10	Macy St.	Division St. - Western Ave.	A future City reconstruction project will add a multi-use trail and improve crossings at signalized intersections. Currently there are no accommodations for bicycles or at crosswalks for opposing traffic on this one-way street.	Multi-Use
II.1.c.11	Marr St.	4th St. - Merrill Ave.	A future City reconstruction project will add a multi-use trail and improve crossings at signalized intersections. Currently there are no accommodations for bicycles or at crosswalks for opposing traffic on this one-way street. This project should connect to the 2019 multi-use trail at Portland & Merrill.	Multi-Use

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II.1.c.12	W. Arndt St.	Packer St. - Lincoln Ave.	As part of the 2019 Arndt St. Bridge replacement project, remove sidewalk on the north side of Arndt to encourage pedestrians--especially elementary school students--to walk on the south side to avoid the busy driveways on the north side.	Pedestrian
II.1.c.13	CTH V	National Ave. - Pioneer Rd.	2019 & 2020 County projects include a multi-use trail on the west side and sidewalk on the east. Two roundabouts are planned. South of Pioneer, there is sidewalk and paved, little-used parking lanes to USH 151, but a future extension of an off-street trail should be considered.	Multi-Use
II.1.c.14	Martin Ave.	Willsher Dr. - Park Ave.	This subdivision has been developed to the point at which sidewalk should be completed on the east side (walk exists on the west side). This will be included in the City's 2019 sidewalk project, and owners assessed.	Pedestrian
II.1.c.15	Cardinal Park		This northeast park development project is in the City's 2020 CIP, and will include scenic walking trails.	Pedestrian
II.1.c.16	McDermottt Park	Merrill Ave. - Johnson St.	The City and Friends of McDermottt Park are planning a 10'-wide asphalt trail through this park, but were not approved for DNR grant funds in 2018. They will try again in 2019. This is the first project envisioned from a master plan the Friends commissioned.	Multi-Use
II.1.c.17	Lakeside Park Pavilion		A new Pavilion is planned to be built by 2021, and will connect the Loop on the west to the Promen Bridge on the east.	Multi-Use
II.1.c.18	CTH V	Kingswood Ave. intersection	Sidewalk exists on the east side of Hwy V and the north side of Kingswood. In 2019, the City plans to install a crosswalk to connect this busy intersection, including a northeast ramp.	Pedestrian

Projects Not Yet Programmed (Previously Identified)

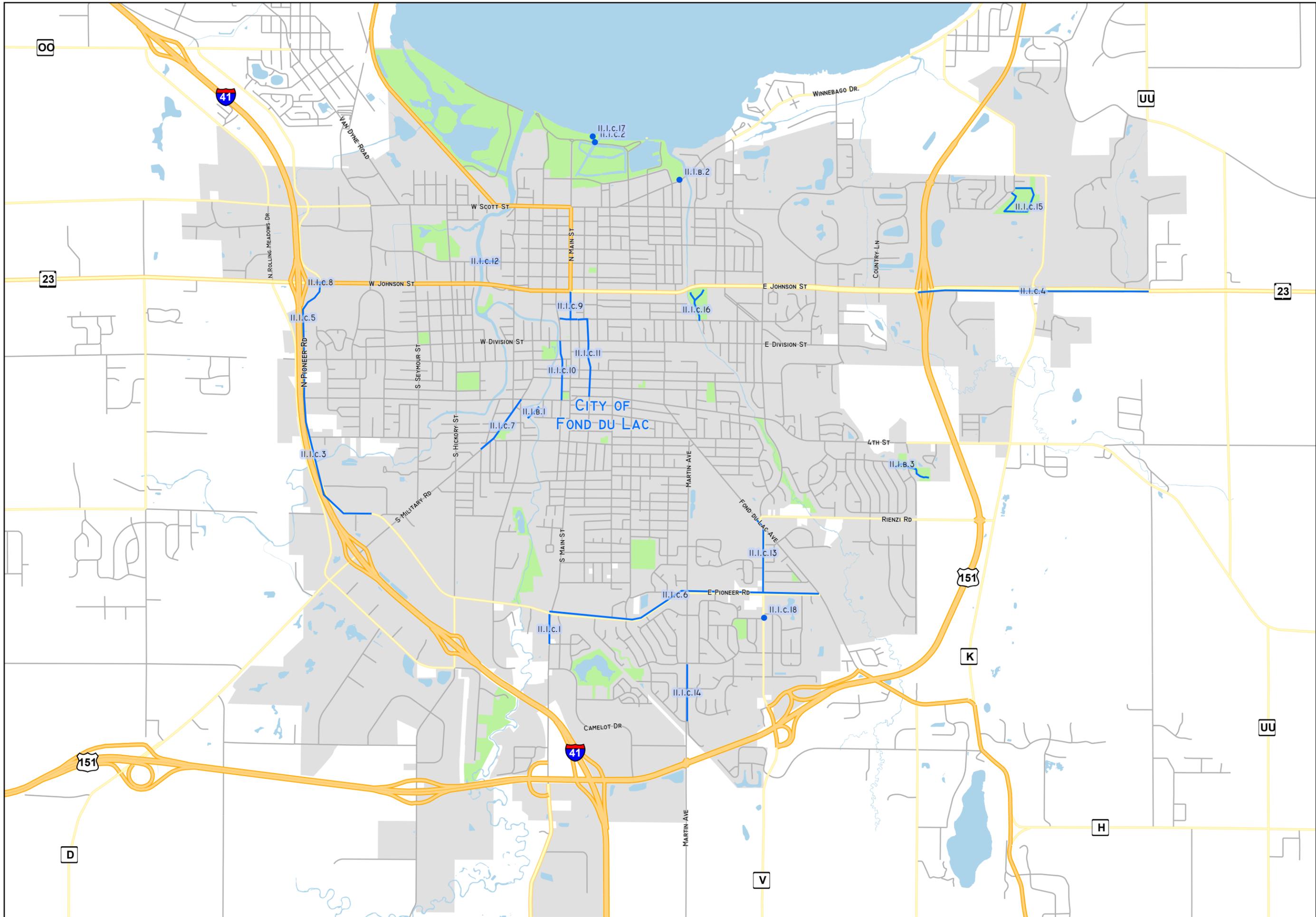
II.2.a.i	Johnson St.	Rolling Meadows Dr.	Priority! Bike/ped/transit access needed, especially east over the I-41 bridge and north to Scott St. 2019 DOT turn lane project would work with future crosswalks in the intersection.	Multi-Use
II.2.a.ii	Johnson St.	Prairie Tr. - Prairie Rd.	Priority! This stretch of Hwy 23 is a busy four-lane highway with no bike accommodations and intermittent sidewalk. Until a broader DOT project occurs, the sidewalk grid should be completed.	Pedestrian
II.2.a.iii	W. Scott St.	Main St. - Pioneer Rd.	Priority! This four-lane concrete roadway lacks bike accommodations, but a "road diet" could be undertaken with one travel lane in each direction, with a two-way left-turn lane and bike lanes.	Bikes
II.2.a.iv	I-41 Overpasses		Priority! None of the six I-41 overpasses have full bike/ped accommodations. Local advocates' top priorities are improvements at Johnson St. and Military Rd.	Multi-Use
II.2.a.1	Winnebago Dr.	Peebles Tr. - Taft St.	Extend trail on the side, and a bridge over DeNeveu Cr. Add pedestrian beacon where Peebles Tr. meets Winnebago.	Multi-Use
II.2.a.2	Reinhardt Rd.	Martin Ave. bridge	Add a trail under the bridge, up to the west sidewalk.	Multi-Use
II.2.a.3	Eisenbahn Tr.	Village of Eden - Brooke Tr.	Pursue a Rails to Trails conversion if becomes inactive as a railroad.	Multi-Use
II.2.a.4	Brooke Tr.	Hickory St. - Dixie St.	An old railroad grade could provide an extension of the Brooke Tr., but two active railroad crossings would have to be approved first.	Multi-Use
II.2.a.5	Pioneer Rd.	Johnson St. - Scott St.	This frontage road has paved lanes, but many driveways and turning movements.	Multi-Use
II.2.a.6	Military Rd.	Ann St. - Oak Park Ave.	This busy local street has sidewalks, but no bike accommodations to connect those provided under the 2016 Pioneer Rd. and anticipated 2022 Military Rd. projects.	Multi-Use

Ref. #	"On" Street	From/To	Improvement Completed/Needed	Category
II.2.a.7	Martin Ave.	Police Memorial Dr. - Reinhardt Ct.	Include accommodations in a future DOT overpass, when needed due to safety problems or 151/41 system interchange.	Multi-Use
II.2.a.8	Rienzi Rd.	Country Ln. - USH 151	Add bike lanes and parking lane if access closed in the future due to safety concerns. The County is pursuing a Hwy 151 interchange between Rienzi Rd. and CTH T. Rienzi feels unsafe to walk on.	Multi-Use
II.2.a.9	Rienzi Rd.	USH 151	Bike curb cuts needed in Hwy 151 median.	Bike
II.2.a.10	new street	Hunter Ave. - STH 23	A future street is part of the City's official map; any accommodations should meet up with future Old Plank Tr.	Bike-Ped
II.2.a.11	various	Scott St. - North Fond du Lac	As projects are completed on USH 45, Van Dyne Rd., Pioneer Rd. or Rolling Meadows Dr., accommodations should connect Fond du Lac to North Fond du Lac.	Bike-Ped
II.2.a.12	UW-Fond du Lac		Provide/improve accommodations to and through campus? Pave arboretum trail, add sidewalk on Pine Lake Dr. or University Dr. The UW shares a goal with Fond du Lac High School to connect their campuses.	Multi-Use
II.2.a.13	Harbor View Dr.	Main St. - Doty St.	Add sidewalk with future street reconstruction.	Pedestrian
II.2.a.14	Martin Ave.	9th St. - 17th St.	Add sidewalk to east side of Martin Ave. to serve the Fairgrounds, pool and park.	Pedestrian
II.2.a.15	Country Ln.	STH 23 - DuCharme Pkwy.	Sidewalk to be added as lots are developed.	Pedestrian
II.2.a.16	DuCharme Pkwy	Country Ln - Taycheedah Cr.	Sidewalk to be added as lots are developed.	Pedestrian
II.2.a.17	Winnebago Dr.	Willow Dr. - Luco Rd.	Add walk to the west side of Luco Rd. and the south side of Winnebago Dr. to complete the grid, connecting to the Peebles Tr.	Pedestrian
II.2.a.18	Division St.	Prairie Rd. - Mariearl Ln.	Add walk on south side to serve Marian sports complex and Dock Spider stadium.	Pedestrian
II.2.a.19	Morris St.	9th St. - 12th St.	Add walk on the west side to connect a 300' gap in the grid.	Pedestrian
II.2.a.20	Brookfield Park	Rienzi Rd. - National Ave.	If there is enough room between park land and residential property lines, add a walking trail along DeNeveu Cr.	Pedestrian
II.2.a.21	S. Main St. park land	Meadow Dr.	Add walking trails to serve senior living housing complex, in the rear along the river.	Pedestrian
Projects Not Yet Programmed (Newly Identified)				
II.2.b.1	Promen Dr.	west of Park Ave.	Ramp north of Oven Island is narrow and rough.	Multi-Use
II.2.b.2	Division St.	Mariearl Ln. - Prairie Tr.	Extend a new trail from Hwy 151 to Division St., perhaps following Taycheedah Cr.	Multi-Use
II.2.b.3	Railroad Grade	Van Dyne Rd. - Temperance St.	Located just south of Supple Marsh, old railroad grade may be a good walking trail. Mostly owned by others.	Pedestrian
II.2.b.4	Morraine Park Tech College		Encourage the school to provide accommodations along its north access roads. They have installed four bike parking areas.	Multi-Use
II.2.b.5	Marian Univ		The university has a thorough grid of sidewalks, but hasn't been as focused on bicycle access.	Multi-Use
II.2.b.6	McDermott Cr.	4th St. - Prairie Rd.	While future development will likely include a street and bike/ped accommodations linking 4th St. and Prairie Rd., a walking trail beside McDermott Cr. would be a welcome interim step.	Pedestrian
II.2.b.7	Pioneer Rd.	Main St. - Morris St.	The 2011 Pioneer Rd. reconstruction project did not include sidewalk on the north side, but it would be a nice addition.	Pedestrian
II.2.b.8	Peebles Tr.	Prairie Tr. - Winnebago Dr.	Although some prefer the rustic feel and forgiving surface of a limestone trail, some advocates would like to see Peebles paved.	Multi-Use

Ref. #	"On" Street	From/To	Improvement Completed/Needed	Category
II.2.b.9	new trail	Pioneer Rd. - Hickory St.	This former railroad grade northwest of Hickory & Pioneer could provide a nice connection to the Wild Goose Tr.	Multi-Use
II.2.b.10	Ledgeview Pond	North unpaved segment	Pave the rest of the Ledgeview trail. Connect to Eastman Ln. and Colwert-Edward Park under railroad bridge?	Multi-Use
II.2.b.11	Festival Foods	Prairie Tr. - Country Ln.	Local cyclists have found the rear access drive of Festival Foods to be a low-volume alternative to riding on Johnson St.	Bike
II.2.b.12	STH 23	various	A handful of brick crosswalks fail each year, and the City is replacing them with colored stamped concrete for durability.	Pedestrian
II.2.b.13	Deneveu Cr.	Johnson St. - Winnebago Dr.	The City owns land beside the creek that could link multi-use trails in McDermott Park and Lakeside Park, including a trail under the bridge on Johnson to avoid a busy crossing.	Multi-Use
II.2.b.14	E. Scott St.	Main St. - Park Ave.	Biking this route is confusing, as parking and lanes are inconsistent.	Bike
II.2.b.15	Martin Ave.	Park Ave. intersection	Paint a crosswalk near this entry to the Prairie Tr.	Pedestrian
II.2.b.16	CTH T	Country Ln. - National Ave.	Add bike/ped accommodations on this County highway if reconstructed.	Multi-Use

Projects Declined Since 2013

II.3.1	Spring St.	Water St., Municipal Service Center (MSC)	While this route was part of the Loop for a few years, using sharrows and cutting through MSC parking lot to link the Brooke Tr. and Lakeside Park, this is no longer featured since the Loop has been moved to Doty St. and access through private property along the river is not feasible.	Bike
II.3.2	Doty St.	Spring St. - Harbor View Dr.	There hasn't been a demonstrated need of bike/ped traffic through this lot behind the Children's Museum.	Multi-Use
II.3.3	Rolling Meadows Dr.	Wild Goose Tr. - Scott St.	City declined the opportunity to add bike lanes as part of a County resurfacing project. Good paved shoulder already, no accommodations to connect to on either end.	Bike
II.3.4	Main St.	Johnson St. - Promen Dr.	Vehicles are parked rarely enough that using a "street diet" to add bike lanes seemed unnecessary. It still may be good idea to add sharrows to increase awareness and visibility.	Bike
II.3.5	Fond du Lac Ave.	CTH V - Reinhardt Rd.	A 2018 DOT resurfacing project may have offered an opportunity for bike lanes, but widening was beyond the scope of the project.	Bike-Ped
II.3.6	11th St.	Military Rd.	A street project offered an opportunity to add a short stretch of sidewalk to connect the grid, but didn't seem needed.	Pedestrian
II.3.7	Buttermilk Cr. Park		The City planned to add a trail around the park, but bid prices came in higher than expected, and there didn't seem to be much public demand for the project.	Multi-Use
II.3.8	Fond du Lac River	Lakeside Park - Lakeside Park West	While the Lakeside Park master plan proposes a bike/ped bridge over the river, connecting the two halves of the park, a \$1.6 million cost estimate led the City Council to remove the project from the capital improvement plan (CIP).	Multi-Use



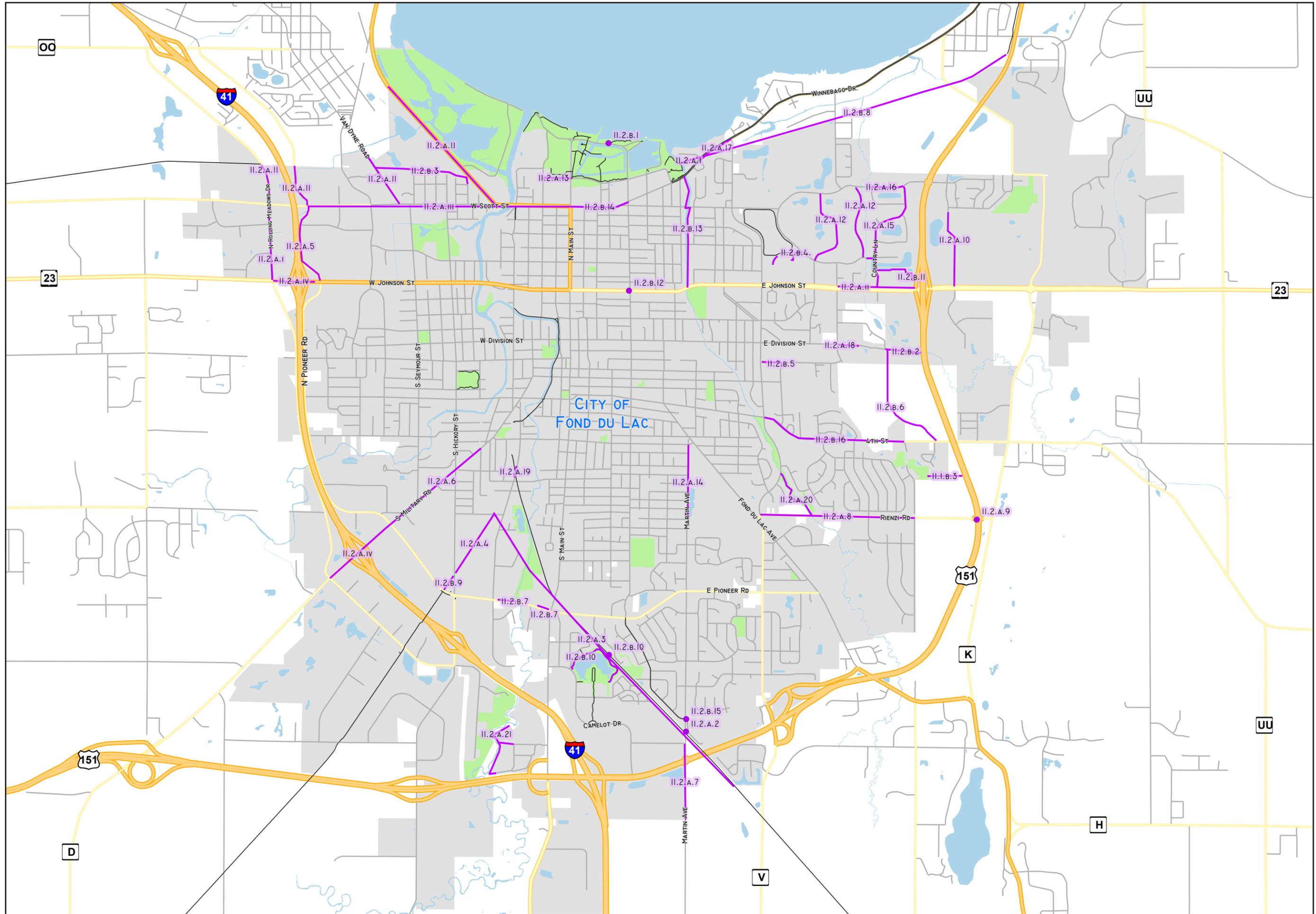
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PROJECT POINTS II.2.A.1 PROJECT REF. #
 ● — PROJECT LINES

PLANNED PROJECTS
 EXHIBIT 3

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FUTURE/POTENTIAL PROJECTS
EXHIBIT 4

DATE: 12/10/2018
DRAWN BY: ALBURN

PROJECT POINTS

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PROJECT LINES

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PROJECT REF. #

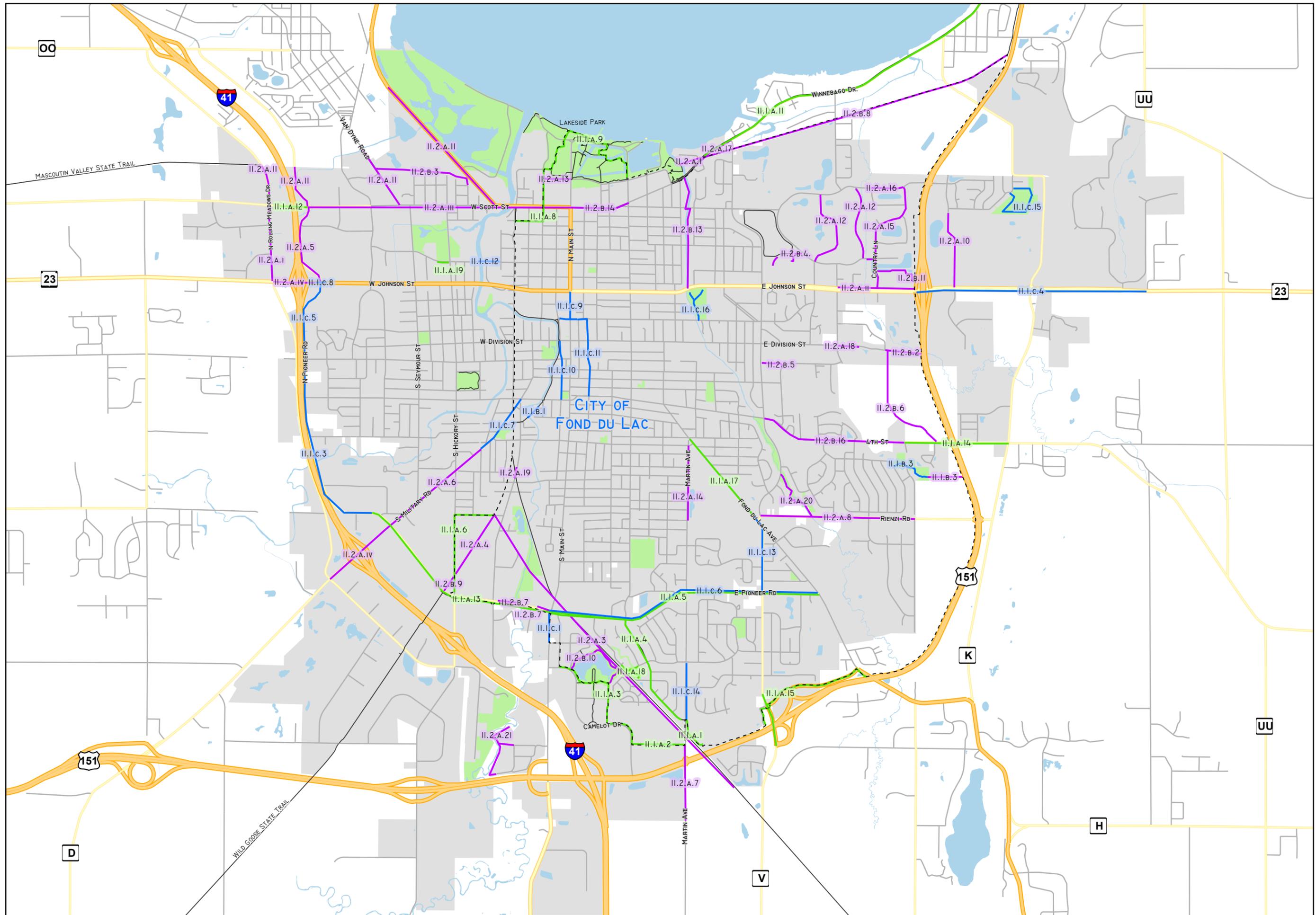
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PROJECT REF. #

II.2.A.1

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	PROJECT REF. #	FDL LOOP	CURRENT TRAILS
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<p>COMPLETED</p> <p>PLANNED</p> <p>FUTURE/POTENTIAL</p>			



BIKE/PED FACILITIES

EXHIBIT 5

DRAWN BY: ALBURN DATE: 12/10/2018
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Exhibit 6

City of Fond du Lac Complete Streets Policy

Adopted December 12, 2018

Background

East Central Wisconsin Regional Planning Commission (ECWRPC) and the City of Fond du Lac (“City”) have long been proponents of creating a multimodal, safe and efficient transportation system that ensures accessibility to all roadway users. In 2009, ECWRPC started the state’s first regional Safe Routes to School (SRTS) program. The City’s 2013 Bike & Pedestrian Plan referenced the partnerships involved in Fond du Lac’s SRTS program.

Fond du Lac Area Transit provides cost-effective transit services to meet the needs of the users and to comply with the Americans with Disabilities Act (ADA). These planning activities include Transit Development Plans, transit rider surveys, and overall planning support. These planning services aim to enhance and improve the transportation infrastructure, services, and safety for all roadway users throughout the region.

The City acknowledges the role planning plays in public health and the overall health outcome of those in our communities. Planning impacts “how people make choices of where to live and how to get around, their ability to access healthy foods and opportunities for physical activity...and more.¹” In addition to the role planning plays in health, the City also recognizes the role planning plays on social equity and social determinants of health, including access to recreational opportunities, employment, health care, support systems, and education/vocational training. The increased emphasis on the role planning plays on health and equity has resulted in strong partnerships and collaborations between planners, health professionals, municipalities, and organizations.

The City’s Complete Streets Policy expands on these efforts by ensuring a cohesive and inclusive transportation network that will alleviate inequities, promote physical activity, mitigate traffic congestion, and increase roadway safety.

Vision

The City will have an equitable, balanced, and effective transportation system where every roadway user can travel safely, efficiently, and comfortably while having many transportation options available for all users regardless of their modes of transportation.

¹ www.planning.org/research/publichealth

Definition of Complete Streets

Complete Streets are roadways designed to safely and comfortably accommodate all users, including, but not limited to, motorists, cyclists, pedestrians, transit and school bus riders, delivery and service personnel, freight haulers, and emergency responders. “All users” includes people of all ages and abilities.

Policy Statement

The City will seek incorporation of the Complete Streets policy and concepts into the development of transportation infrastructures. Development may include planning and land use control, engineering, scoping, design approvals, implementation, and performance monitoring.

Context Sensitivity

While every street should be planned, designed, built, operated, and maintained for all users, there is no single design standard for Complete Streets and few streets will have separate accommodations for every mode. Each project must be considered both separately and as part of a cohesive network to determine the level and type of treatment necessary for all users. Each street and right-of-way design should be created to complement the neighborhood in which it exists. Identifying best practices is essential when implementing improvements intended to fulfill this Complete Streets Policy.

The City will take a flexible, innovative, and balanced approach to creating context-sensitive Complete Streets that meet or exceed national best-practice guidelines.

Network

A well-connected network provides more route choices that can disperse traffic across the network, provides alternatives when priority is given to a particular mode along one route, and provides route alternatives when a link in the network is obstructed or where barriers exist. A well-connected network also provides safe and convenient transitions from one mode of transportation to another, from one jurisdiction to another and from one type of infrastructure to another. Every effort should be made to provide a continuous, seamless network that is accessible to all users and modes of transportation.

The City will work with contractors, local units of government, and state agencies to ensure Complete Streets principles are implemented in a context-sensitive manner.

Applicability of this Policy

This policy applies to projects that involve new construction, reconstruction, maintenance, repair, resurfacing, rehabilitation, or planning of roads, trails, transit, and other transportation facilities that will use City funds.

Even small projects can be an opportunity to make meaningful and lasting improvements. For example, adding or moving an edge stripe to create room for cyclists or painting a crosswalk adjacent to a bus stop are both relatively low cost improvements. Furthermore, the design of new or reconstructed facilities should anticipate future demand for bicycling, walking, and transit facilities and should not impede the provision of future enhancements.

Complete Streets projects are generally accomplished through adding the following to the public right-of-way: sidewalks, bicycle facilities (e.g. bike lanes, sharrows, wayfinding signs), ADA-compliant curb ramps and bus stops, trails, and any other reasonably applicable facilities to assist in multimodal uses.

Design and Flexibility

The latest design guidance, standards, and recommendations available will be used in the implementation of Complete Streets, including the most up-to-date versions of:

- The National Association of Transportation Officials (NACTO) Urban Bikeway Design Guide
- The NACTO Urban Street Design Guide
- American Association of State Highway and Transportation Officials (AASHTO)
 - A policy on Geometric Design of Highway and Streets
 - Guide for the Development of Bicycle Facilities
- The US Department of Transportation Federal Highway Administration's Manual on Uniform Traffic Design Controls (MUTCD)
- The Wisconsin Manual on Uniform Traffic Control Devices (WMUTCD)
- Wisconsin Department of Transportation's Bicycle Facility Design Handbook
- Wisconsin Department of Transportation's Facilities Design Manual (FDM)
- Local, county and regional bicycle and pedestrian plans

The above resources shall be consulted when planning and designing new roadways; however, innovative design options that have a comparable level of safety for users when compared to more traditional design options shall not be precluded. The City intends to stay current on new guidance, standards, recommendations and resources regarding bicycle and pedestrian accommodations as well as ADA-accessible accommodations.

Exceptions

Designers of projects utilizing City funding should consider Complete Streets principles and all possible treatments. However, certain circumstances may exist where it is not possible to consider Complete Streets in roadway design. Such exceptions for federally-funded projects shall be limited to the following:

- Bicyclists and pedestrians are prohibited by law from using the roadway.
- The cost of establishing bikeways would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined by FHWA and state statutes as

bicycle and pedestrian facilities together exceeding 20 percent of the cost of the larger transportation project.

- Where sparsity of population or other factors indicate an absence of need.
- Detrimental environmental or social impacts outweigh the need for these accommodations.

The City hereby adopts these exceptions in its local projects, as well.

Implementation

Upon approval and adoption of this Complete Streets policy, it will become part of the City's planning and project selection processes for City funding. Projects will be evaluated with context-sensitivity taken into account. The principles of this policy will also guide City staff in the preparation of transportation plans and other plans.

Performance Measures

The City will measure the success of this Complete Streets policy by using the following measures:

- Miles of bicycle and pedestrian infrastructure built. Facilities counted will include sidewalks, bike lanes, trails (on- and off-road), sharrows, and wide paved shoulders
- Number and location of bicycle and pedestrian wayfinding signage adequately placed
- Annual ridership of Fond du Lac Area Transit
- Number of bicyclists and pedestrians using facilities
- Number of neighboring units of government that adopt their own Complete Streets policies
- Serious injury and fatal crash history for all modes
- Population impacted by Complete Streets facilities improvements
- Percentage of roadways with Complete Street facilities

Definitions

access way	One or more connections that provide pedestrian or bicycle passage either between streets or between a street and a building, school, park, transit stop, or other destination. (Beaverton, Oregon)
complete street	A street that accommodates convenient and safe use by everyone, regardless of age, ability, or mode of travel. (MPO of Johnson County)
context sensitive design solution	A design which balances safety, mobility and transportation needs, while preserving scenic, aesthetic, historical, environmental, neighborhood, and community values and characteristics. (MPO of Johnson County)
new street	A street constructed where one has not previously existed. (MPO of Johnson County)
reconstructed street	An existing street that has rehabilitation done to it, which is estimated at 50% or higher of the the cost of a new street (excluding utilities except storm sewer, and sub-drains), will also be considered a reconstructed street for the purpose of this policy. (MPO of Johnson County)
right-of-way	A right of way is a type of easement that allows a person to pass through another's land. (real-estate-law.com)
street	The street is considered to be the subgrade, base, pavement, grading, storm sewer, and sub-drains (i.e., all of the elements required to build, operate, and maintain the street). (MPO of Johnson County)
street network	A system of interconnecting lines and points that represent a system of roads for a given area. A street network provides the foundation for network analysis; for example, finding the best route or creating service areas.
street maintenance	Rehabilitation of a street, which generally restores the functionality of the existing street components (either primarily as a street project or in conjunction with underground public utility construction), without significantly altering or adding to those components, and which is estimated at less than 50% of the cost of a new street with those components. Utility construction (except storm sewer and sub-drains) is excluded

from this cost calculation.

**transportation
improvement
program (TIP)**

A list of upcoming transportation projects—covering a period of at least four years. The TIP must be developed in cooperation with the state and public transit providers. The TIP should include capital and non-capital surface transportation projects, bicycle and pedestrian facilities and other transportation enhancements, Federal Lands Highway projects, and safety projects included in the State's Strategic Highway Safety Plan. (Federal Transit Administration)