



# Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035

Adopted: 9/25/07



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|                 |                  |                  |
|-----------------|------------------|------------------|
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### **Cooperating Local Governments, County Departments, and Regional and State Agencies**

The following municipalities and governmental bodies or other organizations have participated in the preparation of the Sheboygan County Pedestrian and Bicycle Comprehensive Plan by providing vital information and sharing important view points during the planning meetings. The willingness of these individuals and organization is appreciated.

- Sheboygan County Planning and Resources Department
- Sheboygan County Highway Department
- Bay-Lake Regional Planning Commission
- Wisconsin Department of Transportation
- US Department of Transportation, Federal Highway Administration
- Wisconsin Department of Natural Resources
- City of Plymouth
- City of Sheboygan
- City of Sheboygan Falls
- Village of Adell
- Village of Cascade
- Village of Cedar Grove
- Village of Elkhart Lake
- Village of Glenbeulah
- Village of Howards Grove
- Village of Kohler
- Village of Oostburg
- Village of Random Lake
- Village of Waldo
- Town of Greenbush
- Town of Herman
- Town of Holland
- Town of Lima
- Town of Lyndon
- Town of Mitchell
- Town of Mosel
- Town of Plymouth
- Town of Rhine
- Town of Russell
- Town of Scott
- Town of Sheboygan
- Town of Sheboygan Falls
- Town of Sherman
- Town of Wilson

## EXECUTIVE SUMMARY

In July 2005, the US Congress adopted a new transportation budget, which included special provisions to create a Non-Motorized Transportation Pilot Program. Sheboygan County was one of four communities in the country selected to participate in this pilot program. As part of the Pilot Program, Sheboygan County will receive up to \$25 million between 2005 and 2009 to develop a network of non-motorized transportation facilities that connect neighborhoods, retail centers, schools, recreation amenities, and employment centers. The changes to the network will allow people to change the way they choose to move around through their daily lives.

This Comprehensive Pedestrian and Bicycle Plan 2035 (Plan) is a critical tool as the County moves forward with the implementation of this historic opportunity. The Plan looks past the end of this first pilot program and will provide the County with a road map to continue the fostering and development of a network of facilities and programs that will enhance the pedestrian and bicycle network and increase the viability of non-motorized travel.

This Plan not only guides the County's efforts to respond to the opportunities presented by the Non-Motorized Pilot Program, it seeks to provide direction into the future as the County moves forward in establishing a suite of model non-motorized facilities and programs.

### Plan Vision

*By 2035, Sheboygan County's pedestrian and bicycle facilities will be an efficient, connecting system of routes and facilities that provides a safe, convenient, and viable transportation choice for Sheboygan County residents and visitors.*

### Plan Goals

The goals of the Sheboygan County Pedestrian and Bicycle Comprehensive Plan are:

- The establishment of pedestrian and bicycle travel as a viable, convenient, and safe transportation choice for Sheboygan County residents and visitors
- The creation of an efficient, connecting system of bicycle routes and facilities that provides a safe, convenient, and viable transportation choice for Sheboygan County residents and visitors
- Make a positive impact on the transportation options available for Sheboygan County residents
- Work to establish countywide policies that establish long-term meaningful improvements to the non-motorized transportation infrastructure of Sheboygan County
- Provide a safe non-motorized transportation network that establishes year-round use of non-motorized networks
- Increase the mode share of bicyclists and pedestrians
- Achieve a positive impact on the health of Sheboygan County residents by encouraging safe and active lifestyles through non-motorized means of transportation
- Provide integrated non-motorized transportation alternatives to automobile travel, including the construction of an interconnected network of sidewalks, bicycle lanes and other on-street facilities, and shared-use trails that connect residents to locations where they live, work, shop, go to school, and play

The County intends to reach these goals through an integrated approach to planning for pedestrians and bicycles that include consideration of planning, engineering, education, encouragement, and enforcement. The County undertook the following steps to incorporate the above considerations and goals into this plan:

- Establish the Joint Resources and Transportation Committee of the County Board
- Establish a Citizens Advisory and Technical Committee
- Review existing State and Federal guidance for pedestrian and bicycle planning and incorporate this guidance into the planning process
- Develop a public involvement process
- Identify goals and objectives
- Undertake Gap Analyses to identify locations of needed facilities
- Develop mapping to display proposed network
- Identify performance measures to track progress to stated goals
- Identify priority projects in the County's municipalities consistent with the goals and objectives of this Plan

### Plan Recommendations

This plan recommends incorporation of pedestrian and bicycle planning into every transportation project undertaken in the County. To aid in the implementation of a viable non-motorized transportation system, a series of projects is proposed for many of the County's municipalities and the County as a whole. The estimated scope of a county-wide system and estimated costs are as follows:

| Type                          | Priority   | Length (approximate) | Estimated Base Cost*       |
|-------------------------------|------------|----------------------|----------------------------|
| Bicycle Lanes                 | Short-term | 117.6 Miles          | \$310,472                  |
| Bicycle Lanes                 | Mid-term   | 1.5 Miles            | \$3,936                    |
| Bicycle Lanes                 | Long-term  | 10.2 Miles           | \$26,903                   |
| Paved Shoulders               | Short-term | 54.2 Miles           | \$5,149,422                |
| Paved Shoulders               | Mid-term   | 36.5 Miles           | \$3,465,378                |
| Paved Shoulders               | Long-term  | 65.7 Miles           | \$6,246,648                |
| Shared-Use Paths              | Short-term | 24.8 Miles           | \$4,574,745                |
| Shared-Use Paths              | Mid-term   | 13.9 Miles           | \$2,573,410                |
| Shared-Use Paths              | Long-term  | 33.6 Miles           | \$6,212,255                |
| Sidewalks                     | Short-term | 24.5 Miles           | \$3,880,800                |
| Sidewalks                     | Long-term  | 161.9 Miles          | \$25,644,960               |
| <b><i>Estimated Total</i></b> |            |                      | <b><i>\$58,088,929</i></b> |

\*Note: Estimated base costs are in 2007 dollars and are derived from average base costs developed by the Citizens Advisory and Technical Committee (see Page 70). The bicycle lane striping costs were derived from recent costs of similar projects undertaken in Milwaukee, WI. This cost was approximately \$0.5/linear foot.

## VOLUME I: PEDESTRIAN AND BICYCLE PLAN

## Background

In July 2005, the US Congress adopted new legislation which included special provisions to create a Non-Motorized Transportation Pilot Program (NMTTP); Sheboygan County was one of four communities in the country selected to participate in this pilot program. As part of the NMTTP, the County will receive up to \$25 million over four years to develop a network of non-motorized transportation facilities that connect neighborhoods, retail centers, schools, recreation amenities, and employment centers, and will give people transportation choices that will encourage a mode shift from private automobile to walking or biking.

The NMTTP terminates in the fall of 2010; the Sheboygan County Pedestrian and Bicycle Comprehensive Plan (the Plan) will guide and encourage the development of pedestrian and bicycle facilities throughout Sheboygan County through 2035.

## The Plan Purpose

The purpose of the Plan is to identify and recommend programs and actions that guide and encourage the development of pedestrian and bicycle facilities and ultimately increase both walking and bicycling as viable modes of transportation throughout Sheboygan County.

The Plan recommendations can also be used as part of the:

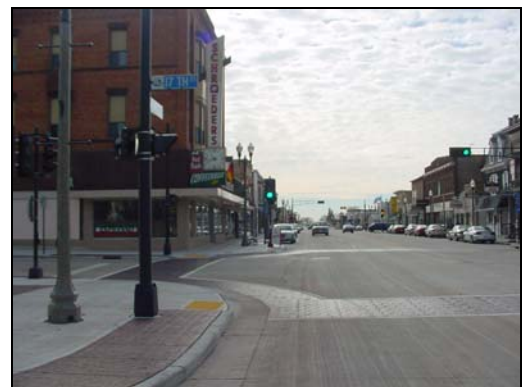
- Federal requirement of the NMTTP
- State requirement for Congestion Mitigation and Air Quality (CMAQ) funding
- County comprehensive planning
- Statewide Multimodal Improvement Program

This plan is an important part of the future non-motorized transportation network in Sheboygan County and will contribute significantly to the quality of life for the citizens of the County and State as programs and projects are implemented.

## Planning, Engineering, Education, Enforcement, and Encouragement

Establishing effective policies to implement pedestrian and bicycle goals and objectives requires focusing on multiple themes, including:

- Incorporating pedestrian and bicycle facilities into the routine transportation planning process
- Engineering roadways and intersections to allow for safe pedestrian and bicycle access
- Educating pedestrians, bicyclists, and motorists about their rights and responsibilities towards each other



Source: Kevin Perry

- Enforcing the appropriate laws
- Encouraging the awareness of opportunities to walk or bicycle for both transportation or recreation

More people will walk or bicycle for transportation, social, recreational or exercise purposes in the future if walking and bicycling are accessible, safe, and convenient.

## Pedestrian Planning

Walking is practical for short trips or trips with many stops. Roadways designed primarily to facilitate high-speed personal automobile trips often present substantial obstacles to walking. However, most people will feel comfortable walking a roadway with high speed automobile uses, if adjacent, well designed, pedestrian facilities are provided.

For those residents who do not drive a car, walking is an important transportation option. These pedestrians often find themselves on busy transportation thoroughfares without sidewalks, no matter the volume or speed of traffic, since most destinations such as stores and offices are located along these roads. Sidewalks along roadways are only part of the non-motorized transportation solution. With the County's many rivers and creeks, utility transmission right-of-way, and abandoned rail right-of-way, a web of potential inter-connected non-motorized pathways could be completed.



Source: WE BIKE, etc.

### Health of Wisconsin Residents

- In 2003, over \$2 billion was spent on obesity-related health care costs
- Sixty percent of adults in Wisconsin are overweight and 20% are obese
- One third of WI residents will develop diabetes
- Childhood onset of Type II diabetes is in epidemic proportions, while 10 years ago it was virtually unknown

Providing a better pedestrian environment can encourage greater physical activity and assist in the fight against childhood diabetes and the obesity epidemic.

The American Association of State Highway Transportation Officials (AASHTO's) *Guide for the Planning, Design and Operation of Pedestrian Facilities* recognizes a number of pedestrian planning

strategies. These strategies include:

- Including pedestrians in planning activities
- Striving for continuous systems and connectivity
- Promoting pedestrian-oriented land uses
- Promoting pedestrian-supportive land use patterns
- Considering multi-modal transportation options
- Making transit stops accessible and appropriately located



Source: Tom Huber

- Creating lively public spaces
- Providing pedestrian furnishings
- Providing street trees
- Providing security and visibility
- Maintaining facilities properly

Incorporation of the AASHTO and WisDOT guidelines for installing pedestrian facilities will move the County forward in improving the safety and viability of pedestrian travel.

### Bicycle Planning

Bicyclists are legitimate roadway users and their design needs must be incorporated during roadway construction or reconstruction. The County envisions using a variety of types of facilities to encourage the use of bicycle travel. The menu of available bicycle facility types includes on-street bicycle markings in urbanized areas, paved shoulders on rural roads, shared roadways where average daily traffic levels will accommodate bicycle traffic, and shared-use paths where opportunities exist. Often, planned programs and construction projects involve multiple jurisdictions, emphasizing the need for a high degree of inter- and intra-governmental coordination. Recent meetings between the City and Town of Sheboygan to discuss pedestrian and bicycle infrastructure needs on Eisner Avenue suggest that municipalities in the County are willing to engage in discussions to plan for these types of facilities.

Bicycle facility planning will improve conditions for bicycling and increase the use of bicycling in the County. Some important elements of bicycle facility planning that are likely to increase the mode share for bicycles in a community include providing:

- Direct and convenient alignments that serve origins and destinations
- Continuity of the bicycle facility system
- Avoidance of steep grades
- Adequate lighting and sight lines for both the bicyclist and the motorist
- Appropriate education of bicyclists and motorists about the importance of sharing the road
- Convenient, safe and secure bicycle parking at destinations
- Sufficient annual maintenance commitment by the responsible unit of government

### Community Benefits of Trails

- Trails ranked second in importance of community amenities when one considers purchasing a home (National Association of Home Builders and the National Association of Realtors Study)
- Development projects near or adjacent to trails show property values increase from 6% to 9% over properties further removed from trail locations
- Owners of small companies rated parks and recreation highest among their priorities for relocating a business



Bicycling on Eisner Avenue in the City Sheboygan, WE BIKE, etc.

## Engineering for Pedestrians and Bicyclists

In 1993, the WisDOT prepared guidelines for installing sidewalks (see Table 1) along with a number of clarifying notes. These notes include:

- Any local street within two blocks of a school site that would be on a walking route to school - sidewalk required on at least one side
- Sidewalks may be omitted on one side of new streets where that side clearly cannot be developed and where there are not existing or anticipated uses that would generate pedestrian trips on that side
- Where there are service roads, the sidewalk adjacent to the main road may be eliminated and replaced by a sidewalk adjacent to the service road on the side away from the main road
- For rural roads not likely to serve development, a paved shoulder at least 4 feet in width (preferably 8-feet on primary highways) should be provided



Source: Dan Burden



Source: Monica Harkey

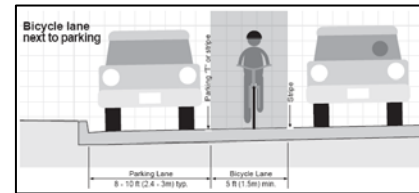
Table 1  
Guidelines for Installing Sidewalks

| Land Use (Roadway Functional Classification)  | New Construction   | Retro-fit Construction   |
|---|--|--|
| Commercial & Industrial (all roadway classifications)   | Sidewalks installed on both sides of the road            | Sidewalks installed on both sides of the road - every effort should be made to add sidewalks where they do not exist and complete missing sections |
| Residential (major arterial)  | Sidewalks installed on both sides of the road            | Sidewalks installed on both sides of the road  |
| Multi-Family Residential (collector road)   | Sidewalks installed on both sides of the road            | Sidewalks installed on both sides of the road  |
| Single Family Residential (collector road)  | Sidewalks installed on both sides of the road            | Sidewalks preferably installed on both sides of the road, but required on only one side of the road  |
| Urban Residential with more than four units per acre (local roads)  | Sidewalks installed on both sides of the road            | Sidewalks preferably installed on both sides of the road   |
| Suburban Residential with more than four units per acre (local roads)   | Sidewalks installed on both sides of the road            | Sidewalks installed on one side of the road  |
| Urban Residential with one to four units per acre; roadway shoulder on both sides of the road required (local roads)    | Sidewalks preferably installed on both sides of the road | Sidewalks preferably installed on one side of the road   |
| Suburban Residential with one to four units per acre; roadway shoulder on both sides of the road required (local roads) | Sidewalks installed on one side of the road              | Four foot roadway shoulder required  |
| Urban Residential with less than one unit per acre (local roads)  | Sidewalks preferably installed on one side of the road   | Four foot roadway shoulder required  |
| Suburban Residential with less than one unit per acre (local roads)   | Roadway shoulders installed on both sides of the road    | Four foot roadway shoulder required  |

*Source: Wisconsin Pedestrian Planning Guide, WisDOT 1993.*

When designing for bicyclists, following accepted standards provide facilities that are accessible and encourage bicycling for either transportation or recreation. Engineering design guidelines must be followed to ensure that these facilities are safely and efficiently incorporated into the transportation system. These guidelines include:

- *Wisconsin Bicycle Facility Design Handbook* (2004) by WisDOT
- *Guide for the Development of Bicycle Facilities* (1999) by AASHTO
- *Manual on Uniform Traffic Control Devices and Selecting Roadway Design Treatments to Accommodate Bicycles* (2000) by FHWA



Source: WisDOT

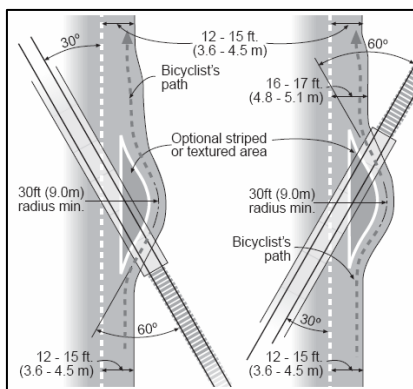
In the design and engineering of bicycle facilities, the County will abide by these guidelines.

**Table 2. Rural Two-Lane State Trunk Highway Paved Shoulder Width Requirements to Accommodate Bicycles**

| <i>Motor Vehicle Average Daily Traffic (ADT)</i> | <i>Bicycle ADT (or Plan inclusion)</i> |                                   |
|--|--|-----------------------------------|
|  | <i>0 – 24</i>                          | <i>≥ 25<sup>(1)</sup></i>         |
| Under 700  | 0 <sup>(2)</sup>                       | 0 <sup>(2)</sup>                  |
| 700-1500   | 0-3 ft (0-0.9m) <sup>(2)</sup>         | 4 ft (1.2m) <sup>(3)</sup>        |
| 1501-3500  | 3 ft (0.9m) <sup>(2)</sup>             | 5 & 6 ft (1.5m) <sup>(2)(5)</sup> |
| ≥3501 <sup>(4)</sup>                             | 4 ft <sup>(2)</sup>                    | 5 ft (1.5m) <sup>(2)(4)</sup>     |

- (1) 25 bicycles per day (existing or expected) OR recommended in an adopted transportation plan.
- (2) See Figure 5 of Facilities Development Manual (FDM) Procedure 11-15-1 for other shoulder paving standards not related to bicycles. For roadways that do not meet the Bicycle ADT requirement, a 3 foot (0.9 meter) shoulder is typically provided. However, for roadways with ADTs over 3,500, a 4 foot (1.2 meter) paved shoulder is highly recommended.
- (3) 3 feet (0.9 meter) acceptable where shoulder widths are not being widened and/or ADT is close to bottom of range.
- (4) When ADTs exceed 4,500, a 6 foot shoulder is advisable.
- (5) A 6 foot paved shoulder may be highly desirable for maintenance purposes since this class calls for 6 feet gravel shoulders. Full width shoulder paving is often preferred over leaving only 1 foot of gravel shoulder.

Source: WisDOT Bicycle Facility Design Handbook, 2004.



The guidance listed in Table 2 above must be followed for projects on rural roads using federal or state transportation funding. For projects in urban areas, the actual and projected ADT should be used to guide decisions (Maps 1 and 2). Bicycle facilities should be provided for major collectors and arterials to provide connectivity to the local road system. This is particularly true for major arterials with higher traffic volumes. The County will use these sources under any circumstances when designing bicycle facilities and encourage their use in Cities, Villages, and Towns.

Source: WisDOT

## Education and Encouragement

The County’s Planning & Resources Department will encourage communities to follow the WisDOT guidelines and the AASHTO pedestrian planning strategies for the installation of sidewalks. Currently there are a number of pedestrian education and encouragement programs that are being implemented or have been successful in Wisconsin. These education programs include Safe Routes to School (SRTS), Safety Town, StreetShare, Pedestrian Safety Campaign, and Reporting Pedestrian Hazards Website. Programs available for both pedestrians and bicyclists are considered in greater detail in Volume II, under Available Pedestrian and Bicycle Programs.



Source: Dan Burden

The County’s Planning and Resources Department and Highway Department, in cooperation with the Sheriff’s Department, will take the lead in facilitating pedestrian and bicycle education throughout the County by partnering with the wide variety of organizations that offer pedestrian and bicycle educational programs. Existing Sheboygan County and regional pedestrian and bicycle programs are discussed in detail in Volume II of this Plan.

The County’s Planning & Resources Department will be proactive in educating County residents about the benefits of walking and bicycling. These benefits include:

- Health
- Transportation
- Safety
- Environmental
- Efficiency
- Quality of life
- Economic
- Reduced traffic congestion
- Decreased need for auto parking
- Safety improvements that benefit all road users



Source: Aaron Brault

Increasing walking and bicycling throughout a community decreases the number of cars on the County’s roads, thereby lowering costs through reducing the need to expand roadways. For example, bicycle lanes, shared roadways, and shared-use paths not only improve conditions for bicyclists, but often contribute to safer conditions for motorists as well.

### Wisconsin Pedestrian Law

#### Adapted From Wisconsin Statutes [346.23(1); 346.23(2); and 346.24(1)]

- At any crosswalk (marked or unmarked), the operator of a vehicle shall yield the right-of-way to a pedestrian, person riding a bicycle or electric personal assistive mobility device, in a manner which is consistent with the safe use of the crosswalk by a pedestrian who has started to cross the highway.
- In all other cases, pedestrians, bicyclists, and riders of electric personal assistive mobility devices shall yield the right-of-way to vehicles lawfully proceeding directly ahead on a green signal.
- No operator of a vehicle proceeding ahead on a green signal may begin a turn at a controlled intersection or crosswalk when a pedestrian or bicyclist or rider of an electric personal assistive mobility device crossing in the crosswalk on a green or walk signal would be endangered or interfered with in any way.

The **environmental benefits** of walking and biking are quite significant. For instance, the average round-trip commute distance in the City of Sheboygan is roughly 18.1 miles per day. The Department of Energy estimates that 19,564 pounds of carbon dioxide is released for every gallon of gasoline burned. This correlates into roughly 17.6 pounds of carbon dioxide released per commute and over 4,500 pounds per average working year. Bicycling and walking provide non-polluting alternatives to the automobile. Using these transportation methods will help Sheboygan County reach compliance with air quality standards it presently does not meet.

Also, pedestrian and bicycle facilities take up much less space than those constructed for automobiles. These more compact facilities equate to much less land used for development which, in turn, preserves water quality due to reduction in runoff, decreased decimation of prime farmland, and overall improvements to the environment.

*Source: Mapping Wisconsin's Economy – Estimated Impacts for Commuting Residents, Center for Community Economic Development, 2004, Matt Kures; Department of Energy, <http://www.fueleconomy.gov/feg/co2.shtml>,*

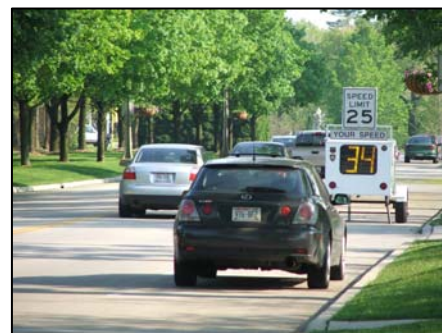
The County's pedestrian and bicycle programs and policies will encourage sharing expertise, publicizing successes, and increasing awareness, as well as acting as an advisor to local communities and an advocate for pedestrian and bicycle transportation throughout the County. To strengthen this encouragement program, the Citizens Advisory and Technical Committee recommends the County consider creating a full-time pedestrian-bicycle coordinator position to help with the implementation of the program and this Plan.



Source: Dan Burden



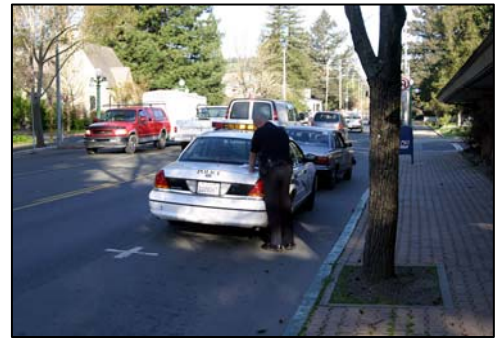
Source: Dan Burden



Source: WE BIKE, etc.

## Enforcement of Pedestrian and Bicycle Regulations

The enforcement of laws for pedestrians, bicyclists, and motorists (along with good engineering and education) is critical to improving the safety and comfort of users of the transportation system. Unfortunately, law enforcement is typically significantly under-funded when it comes to bicycle and pedestrian safety efforts.



Source: Dan Burden

### Wisconsin Bicycle Laws

[adapted from the bracketed Wisconsin State Statutes]

**Vehicular Status** – The bicycle is defined as a vehicle. [340.01(5)] The operator of a vehicle is granted the same rights and subject to the same duties as the driver of any other vehicle. [346.02(4)(a)]

**Lane Positioning** – Always ride on the right, in the same direction as other traffic. [346.80(2)(a)] Ride as far to the right as practicable (not as far as possible). [346.80(2)(a)] Practicable generally means safe and reasonable. [346.80(2)(a)] lists a few situations where it is not practicable to ride far to the right:

- 🔊 When overtaking and passing another vehicle traveling in the same direction
- 🔊 When preparing for a left turn at an intersection or driveway
- 🔊 When reasonably necessary to avoid unsafe conditions

**One Way Streets** – Bicycles on a one-way street with 2 or more lanes of traffic may ride as near the left or right-hand edge of the roadway as practicable (in the same direction as other traffic). [346.80(2)(b)]

**Use of Shoulders** – Bicycles may be ridden on the shoulder of a highway unless prohibited by local authorities. [346.05(1m)]

**Riding 2-Abreast** – Riding 2-abreast is permitted on any street as long as other traffic is not impeded. When riding 2-abreast on a 2 or more lane road, bicycles must be in a single lane. [346.80(3)(a)]

**Hand Signals** – Bicyclists are required to use the same hand signals as motorists. [346.35]

**Passing** – A motorist passing a bicyclist in the same lane is required to give the bicyclist at least 3 feet of clearance until safely past. [346.075] A bicyclist must provide the same clearance to a stopped or moving vehicle. [346.80(2)(c)]

**Use of Sidewalks** – State Statutes allow local units of government to permit vehicles on sidewalks. [346.94(1)] When bicycles are allowed on sidewalks, they must yield to pedestrians and give audible warning when passing pedestrians traveling in the same direction. [346.804] At intersections or other crossings, bicyclists have the same rights and duties as pedestrians. [346.23; 346.24; 346.25; 346.37; 346.38]

**Bicycling at Night** – Bicycling at night requires at least a white front headlight and a red rear reflector. These are required whether the bicyclists are on a street, a sidewalk, or a path. [347.489(1)]

**Duty to Report a Crash (accident)** – [346.70] The operator of a vehicle involved in a crash resulting in injury to or death of any person or damage to property of any individual totaling \$1000 or more shall immediately report the crash to police.

Without pedestrian and bicycle specific safety training for Sheboygan County law enforcement officers, law enforcement will continue to be under-utilized as a tool for improving pedestrian safety. The County’s Planning and Resources Department and the County Sheriff’s Department need to take the lead in preparing and promoting pedestrian safety training for the County’s law enforcement officers.

Safety concerns are an important reason why people do not walk or bicycle more. Pedestrian-vehicle and bicycle-vehicle crashes provide an opportunity to analyze problem areas in the County’s non-motorized transportation system. By studying the reasons *why* these crashes occur, planners, engineers, policy-makers, and safety advocates can begin to identify options for improving safety and protecting the well-being of every citizen on the road.

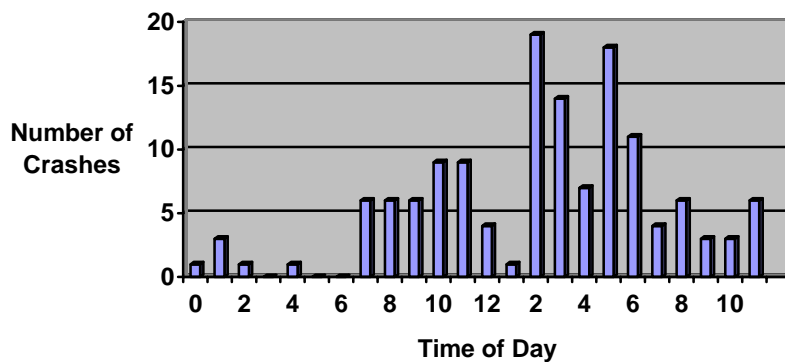
### Pedestrian and Bicycle Crashes

Pedestrian crashes in urban and rural environments are a serious safety concern for Sheboygan County transportation planners and policy makers. In urban areas, the majority of pedestrian crashes occur at intersections or at night. Morning rush hours often associated with the trip to school forms another significant sector of the County’s crash statistics.

Only a portion of the pedestrian and bicycle crashes that occur are recorded and available for analysis. Recorded crashes must meet several criteria to be included in the WisDOT crash database. First, a motor vehicle must be involved. After this first test is met, the crash must *either* involve a reportable injury *or* meet or exceed \$1000 in property damage.

Pedestrian and bicycle crashes in Sheboygan County from 2001-2005 that appear in the WisDOT crash database are shown in the charts and tables below and appear on Maps 3, 4, 5. Maps can be found starting on page 94.

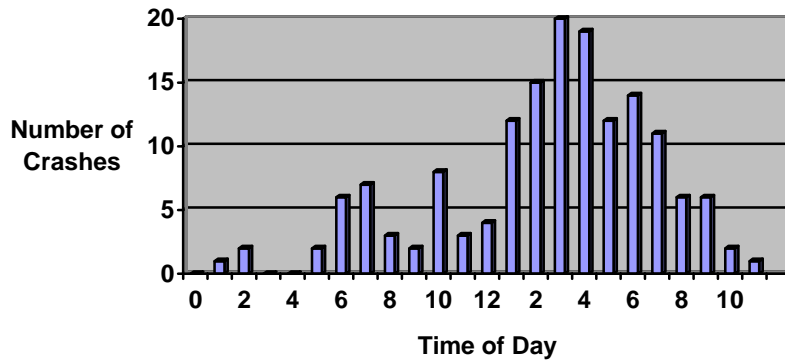
Figure 1. Time of Crash – Pedestrian



### Crash Location-Pedestrian

Intersection: 72 (52%)  
 Non-intersection: 66 (48%)

Figure 2. Time of Crash – Bicycle.



**Crash Location-Bicycle**  
 Intersection: 98 (63%)  
 Non-intersection: 58 (37%)

Table 3. Sheboygan County Pedestrian and Bicycle Crashes (2001-2005)

| Municipality*       | Pedestrian | Bicycle    | Total      |
|---------------------|------------|------------|------------|
| Cedar Grove (V)     | 0          | 2          | 2          |
| Greenbush (T)       | 1          | 1          | 2          |
| Herman (T)          | 0          | 1          | 1          |
| Holland (T)         | 1          | 2          | 3          |
| Howards Grove (V)   | 1          | 1          | 2          |
| Kohler (V)          | 2          | 5          | 7          |
| Lima (T)            | 1          | 0          | 1          |
| Lyndon (T)          | 1          | 0          | 1          |
| Oostburg (V)        | 1          | 0          | 1          |
| Plymouth (C)        | 12         | 6          | 18         |
| Plymouth (T)        | 0          | 1          | 1          |
| Random Lake (V)     | 0          | 1          | 1          |
| Rhine (T)           | 1          | 0          | 1          |
| Sheboygan (C)       | 101        | 122        | 223        |
| Sheboygan (T)       | 3          | 4          | 7          |
| Sheboygan Falls (C) | 10         | 5          | 15         |
| Sheboygan Falls (T) | 0          | 4          | 4          |
| Sherman (T)         | 2          | 0          | 2          |
| Waldo (V)           | 0          | 1          | 1          |
| Wilson (T)          | 1          | 0          | 1          |
| <b>Totals</b>       | <b>138</b> | <b>156</b> | <b>294</b> |

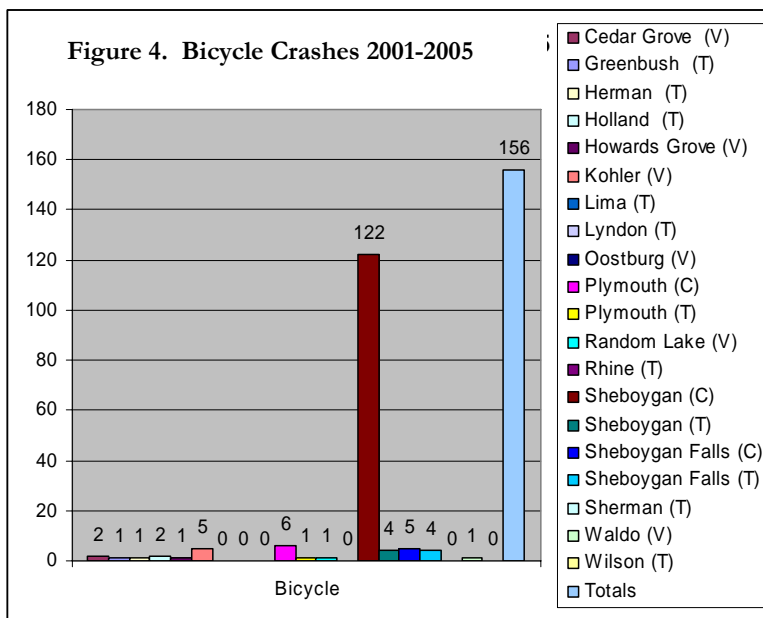
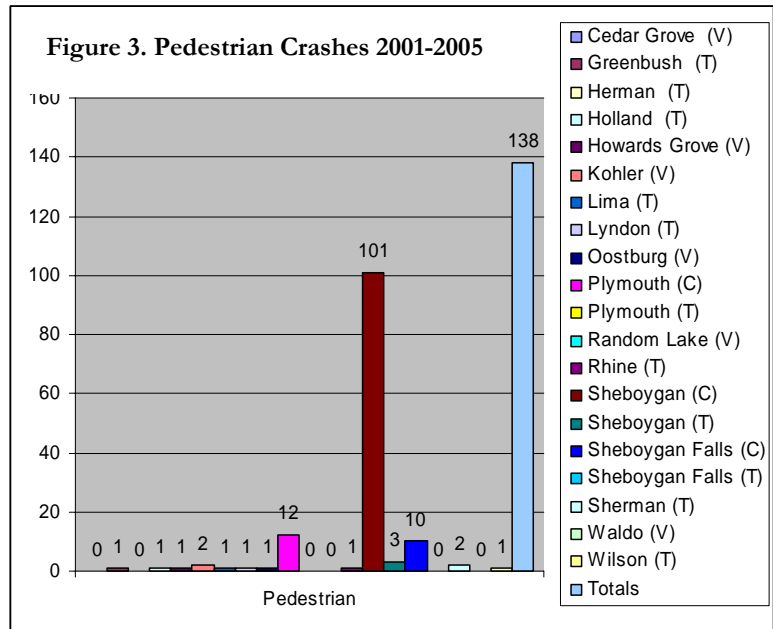
\*C = City; T = Town; V = Village

Note: Those municipalities not listed did not report any crashes for the time period. These include the towns of Mosel, Russel, Mitchell, Scott and the Villages of Elkhart Lake, Glenbeulah, Cascade, and Adell.

As Figures 3 and 4 show, the vast majority of pedestrian and bicycle crashes occur in the urban areas of Sheboygan, Sheboygan Falls, Plymouth, and Kohler. The City of Sheboygan reports the highest number of crashes for both modes by far, with 10 times the number of pedestrian crashes than Plymouth and Sheboygan Falls and 25 times the number of bicycle crashes.

Since the majority of these crashes, bicycle and pedestrian, occur at intersections, it is appropriate to address problems at intersections with a crash history and design counter measures to address problems associated with these locations.

Pedestrian and bicycle crashes in Sheboygan County, as shown in Figures 1 and 2, and Table 3, display patterns consistent with state and national trends. The majority of crashes occur in urbanized areas at intersections or other conflict points. The greatest number of crashes occur during morning and evening rush hours, with pedestrian crashes correlating closely with the commute to school hours.



Most bicycle crashes are preventable. Operator error, either by bicyclist, motorist or by pedestrian, is the cause of more than 90% of bicycle crashes.

- Children are particularly prone to error-related crashes. Child errors account for more than 90% of all child bicycle crashes
- In contrast, 60% of adult bicycle crashes are the result of motorist, not bicyclist, error. The most common adult bicycle crash is a left turn across the path of an oncoming bicycle
- A frequent and unexpected error among both adult and child

bicyclists is riding the wrong way in traffic. Wrong-way bicycle riding is involved in 1/3 of all bicycle-motor vehicle crashes. It is much safer to bicycle with traffic than against it.

## Pedestrian Plan

Pedestrian travel is a universal mode of transportation, yet the needs of the pedestrian are often over-looked or unrecognized as a form of transportation. All people are pedestrians at one time or another, even those who generally use other modes of transportation, such as bicycles, automobiles, or transit. City and village streets should be an appealing place to both permanent residents and visitors alike. In addition, children, the elderly, and the disabled have unique pedestrian needs.

### Pedestrian Vision

*By 2035, pedestrian travel will be established as a viable, convenient, and safe transportation choice for Sheboygan County residents and visitors.*

Sheboygan County recognizes walking promotes other objectives such as:



Improved health and fitness



Lower health-care costs associated with increased physical activity



Decreased local vehicular traffic congestion



Increased community engagement

### Goals and Objectives

The development of the goals and objectives for the Plan incorporates the four “E’s” – Engineering, Education, Encouragement, and Enforcement.

### Pedestrian Goals and Objectives

- A. GOAL: A diverse pedestrian-friendly environment that increases the number of walking trips and offers a level of convenience, directness, safety, and attractiveness that will encourage, stimulate, and reward the pedestrian.**

Objectives:

- 1) Provide and maintain a safe, convenient, and enjoyable walking environment that responds to the varied needs of a diverse walking population.
- 2) Establish a walking environment that rewards the pedestrian with an amount of attractive visual stimulation.
- 3) Provide pavement treatments at intersections, benches, etc.

**B. GOAL: Guide land use and site design that is conducive to pedestrian use which results in a modal shift from automobiles to walking.**

Objectives:

- 1) Prepare a model County pedestrian policy and design guidelines and work with County communities to adopt and implement these policies and guidelines.
- 2) Foster coordination between County jurisdictions in the planning and implementation of non-motorized transportation facilities and programs.

**C. GOAL: Improve the circulation, visibility, and safety for pedestrians and reduce conflicts with vehicular traffic.**

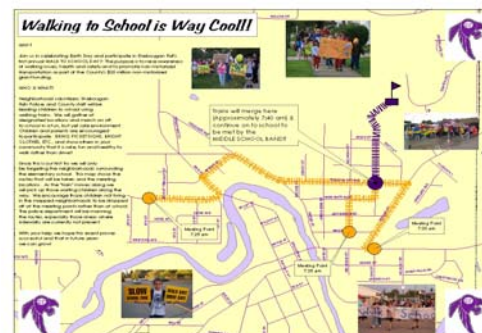
Objectives:

- 1) Provide crosswalks, pedestrian-activated traffic signals, and pedestrian refuge islands for at-grade crossings of arterial and other principal streets where needed. Where appropriate, grade-separated crossings will be constructed or other measures (such as raised crosswalks and turn restrictions) will be employed.
- 2) Physical reconfiguration of streets and speed limit enforcement will be undertaken to control, and, where needed reduce, motor vehicle travel speeds.
- 3) Reduce pedestrian injuries and deaths by 10 percent or more in accordance with the National Bicycling and Walking Study.
- 4) Train County residents in pedestrian safety. Pedestrians and drivers will be included in well-publicized, regional and local, multimedia pedestrian safety campaigns.
- 5) Enforce traffic laws, including ticketing of drivers responsible for crashes with pedestrians.
- 6) Eliminate and forbid motorized transportation on current and future shared use paths.
- 7) Improve Areas of Concern identified in this Plan.

**D. GOAL: Ensure that the pedestrian system is fully accessible and convenient for all users, including persons with disabilities, children, and the elderly.**

Objectives:

- 1) Install ADA compliant curb ramps, where missing, and include as part of all new walkway projects.
- 2) Implement a “Complete Streets” program ([www.completestreets.org](http://www.completestreets.org)).
- 3) Implement a “StreetShare” program ([www.streetshare.org](http://www.streetshare.org)).



- 4) Rebuild sidewalks of substandard width to the full standard width, where practical and appropriate.
- 5) Relocate sidewalk obstructions created by utility poles, sign posts, parking meters, traffic signals, and other street furnishings to ensure that sidewalks have a minimum clear width of at least 48 inches. An alternative to removing obstructions is to widen the sidewalks around them.
- 6) Provide traffic signals programmed to provide adequate crossing time for safe travel by all pedestrians.
- 7) Provide street trees and planting strips at the back of curb to help separate vehicular and pedestrian traffic and to make the pedestrian experience more pleasant.
- 8) Install periodic benches, trash containers, and other similar amenities along the pedestrian sidewalks to create a pleasant walking experience.

**E. GOAL: Develop and implement a variety of educational programs that promote the benefits of walking and encourage implementation of pedestrian-oriented design.**

Objectives:

- 1) Conduct public education and involvement campaigns to assist and encourage walking.
- 2) Establish a website containing County pedestrian programs, educational materials, and NMTTPP milestones.
- 3) Implement workplace walking-incentive programs.
- 4) Implement a County-wide Safe Routes to School Program.
- 5) Distribute County-wide pedestrian area policies and design guidelines to the County leadership and local municipalities.
- 6) Improve motorists' understanding of the need to share the roadway with pedestrians, especially at intersections and crosswalks.
- 7) Implement pedestrian safety-education programs to improve observance of traffic laws and to promote safety for pedestrians of all ages.
- 8) Distribute the Sheboygan County Pedestrian and Bicycle Comprehensive Plan to the County and its municipalities.

# Bicycle Plan

## Bicycle Vision

*By 2035, Sheboygan County's bicycle facilities will be an efficient, connecting system of bicycle routes and facilities that provides a safe, convenient, and viable transportation choice for Sheboygan County residents and visitors.*

Bicycling in Sheboygan County for transportation or recreation has enormous potential for growth. Historic development of the cities and villages within the County resulted in a grid-patterned street network that is conducive to bicycling. In addition, many municipalities are separated by short distances that encourage bicycling between communities. Improving conditions for bicycling will address a number of pressing concerns for County residents. Increasing the mode share for bicycling can:



Improve health and fitness



Lower health-care costs associated with increased physical activity



Improve air quality



Decrease traffic congestion



Improve quality of life

## Goals and Objectives

During the preparation of the goals and objectives for the Plan, the four “E’s” – Engineering, Education, Encouragement, and Enforcement, – were incorporated.

### Bicycle Goals and Objectives

- A. GOAL: Create diverse bicycle-friendly facilities that increase the number of bicycling trips and offer a level of convenience, directness, safety, and attractiveness that will encourage bicycle use.**

Objectives:

- 1) Increase bicycling throughout the County and triple the number of trips made by bicyclists during the 20-year planning period.
- 2) Educate the public on the availability of bicycling facilities, resources, and programs.
- 3) Produce, publish, and widely distribute bicycling guides and maps informing the cycling public of bicycle facilities and services.
- 4) Create and improve interconnected bicycle routes on local connector streets that provide alternatives in addition to the use of arterial roadways.
- 5) Install appropriate facilities for bicycle parking and storage.

- 6) Provide incentives for bicycling by public agencies, private employers, and other entities.
- 7) Install showers and changing facilities for commuting bicyclists at employment centers.

**B. GOAL: Establish a safe, convenient, enjoyable, and continuous bicycle-route system within Sheboygan County used by both bicycle commuters and recreational cyclists.**

Objectives:

- 1) Implement appropriate bicycle-design guidelines that create safe and convenient bicycle facilities.
- 2) Implement a “Complete Streets” program ([www.completestreets.org](http://www.completestreets.org)).
- 3) Integrate the consideration of bicyclists’ needs into community and neighborhood planning and site design processes (i.e., bicycle lanes included on all arterials and collectors, etc.) and County, local, and state agencies, planning, design, and operation of transportation projects and programs.
- 4) Eliminate bicycling barriers and hazards through the accommodation of bicyclists’ needs in the design of bridges, under/overpasses, street intersections, railroad crossings, and traffic control devices.
- 5) Implement shoulder-paving policy to move the County from near last to first in the state in number of paved shoulders.
- 6) Fund the construction of on-street bicycle facility improvements in conjunction with roadway projects as a routine part of project planning and budgeting, where appropriate.
- 7) Provide adequate rest stop facilities, information, signage, parking, and lighting along shared-use paths and off-road bicycle trails.
- 8) Improve bicycle connections and accessibility to the Sheboygan transit system creating a truly multi-modal network.
- 9) Provide secure, appropriately designed, and conveniently located bicycle parking facilities in business districts and other public areas where needed (such as, multi-family residential developments, park & rides, transit hubs, hospitals, government buildings, workplaces, schools, and parks).
- 10) Accommodate bicyclists on roadways by providing appropriate on-street bicycle facilities on arterial and collector roadways, where possible.
- 11) Consider the needs of all bicyclists - experienced and novice, commuter and recreational – when planning and designing bicycle facilities and programs.
- 12) Eliminate and forbid motorized transportation on current and future shared use paths.
- 13) Explore implementing user fees on the trail systems to help incur maintenance costs.
- 14) Provide safety information/materials at local hospitals, police and fire departments.

**C. GOAL: Reduce the number of crashes involving bicyclists and other users of the transportation system by 20 percent or more.**

Objectives

- 1) Educate law enforcement personnel on bicycle safety.
- 2) Consistently enforce traffic laws that enhance bicyclist safety by citing violations (particularly those most likely to lead to crashes) by both bicyclists and motor vehicle operators.
- 3) Educate both motorists and bicyclists with respect to compliance with traffic laws, especially the responsibilities of each toward the other.
- 4) Provide safety education and encouragement programs taught by qualified instructors and targeted to bicyclists and motorists.
- 5) Improve Areas of Concern identified in this Plan.

## PEDESTRIAN AND BICYCLE NETWORK AND PROGRAMS – EXISTING CONDITIONS

As shown on the Map of Existing Sheboygan County Pedestrian & Bicycle Facilities (Map 6), there are a number of existing pedestrian and bicycle facilities throughout the County. The following list details the mapped bicycle facilities.

### Existing Pedestrian and Bicycle Infrastructure

A variety of pedestrian and bicycle facilities currently exist in Sheboygan County. Pedestrian facilities include sidewalks and shared-use trails. Bicycle infrastructure incorporates shared-use trails, bicycle lanes, and paved shoulders. Existing conditions will expand as part of the implementation of this comprehensive plan. Current facilities appear below.

#### Shared – Use Trails

| Name                                | Location  | Length  | Width      |
|-------------------------------------|---|---------|------------|
| Greenbush Trail                     | Greenbush   | 0.3 mi  | 10 Feet    |
| Kohler Trail System                 | Village of Kohler   | 3.6 mi  | 6 Feet*    |
| Interurban Trail                    | Village of Cedar Grove<br>south into Ozaukee<br>County Line | 5.5 mi  | 10 Feet    |
| Old Plank Road Trail                | Various   | 16.5 mi | 8 Feet*    |
| Sheboygan Urban<br>Recreation Trail | City of Sheboygan   | 6.94 mi | 10-12 Feet |

\* It is recommended trails less than 10 feet in width be updated to 10 feet or greater.

#### Bicycle Routes/Shared Roadways

| Name  | Location                             | Length |
|---|--------------------------------------|--------|
| Weeden Creek Road (CTH EE) from Evergreen Drive west to South 12 <sup>th</sup> Street. Twelfth Street south to Kohler Andrae State Park | City of Sheboygan and Town of Wilson | 4.7 mi |
| Indian Mound Road west to KK. KK north to CTH EE. CTH EE east to Evergreen. Evergreen Road south Indian Mound Road                      | City of Sheboygan and Town of Wilson | 3.0 mi |
| Sheboygan Urban Recreation Trail  | City of Sheboygan                    | 2.4 mi |

Note: Many routes and trails currently continue into neighboring counties. Examples include the Interurban Trail, which travels south into Ozaukee County, and the bicycle/pedestrian route marked on CTH LS, which travels north into Manitowoc County. It is important, when planning for future facilities, that trail and route connections in neighboring counties are considered.

**Bicycle Lanes**

| Name                 | Location                | Length | Width  |
|----------------------|-------------------------|--------|--------|
| CTH PP               | City of Sheboygan Falls | 1.5 mi | 4 Feet |
| Main Street (STH 32) | City of Sheboygan Falls | .25 mi | 4 Feet |
| Pleasant View Road   | City of Plymouth        | 0.9 mi | 5 Feet |

**Paved Shoulders**

| Name              | Location   | Length  | Width    |
|-------------------|--|---------|----------|
| County Highway LS | From Eisner Avenue in the City of Sheboygan north to Manitowoc County Line | 8.1 mi  | 3-4 Feet |
| County Highway P  | From Highway 23 to the Village of Glenbeulah                               | 2.7 mi  | 3 Feet   |
| County Highway Y  | STH 23 north to STH 42   | 3.7 mi  | 4+ Feet  |
| County Highway V  | Interstate Highway 43 to CTH I   | 5.7 mi  | 3 Feet   |
| STH 32            | Cedar Grove to Howards Grove   | 14.1 mi | 3 Feet   |
| STH 42            | Howards Grove to Manitowoc County Line                                     | 3.4 mi  | 3 Feet   |

**Pedestrian Facilities**

| Name      | Location   | Length  |
|-----------|--|---------|
| Sidewalks | City of Plymouth<br>City of Sheboygan<br>City of Sheboygan Falls<br>Village of Adell<br>Village of Cascade<br>Village of Cedar Grove<br>Village of Elkhart Lake<br>Village of Glenbeulah<br>Village of Howards Grove<br>Village of Kohler<br>Village of Oostburg<br>Village of Random Lake<br>Village of Waldo | Various |

## SHEBOYGAN COUNTY PEDESTRIAN AND BICYCLE NETWORK PRIORITIES AND IMPLEMENTATION

In defining pedestrian and bicycle priorities, the County drew upon numerous sources of information. The pedestrian and bicycle network priorities focus on connectivity between communities, schools, cultural destinations, and businesses and consider Average Daily Traffic (ADT), truck traffic, sight distances, and roadway suitability. Many individuals and organizations contributed to defining the priorities listed below, including:

- Sheboygan County residents
- Elected officials
- Departments of Public Works
- County Staff
- Bay Lake Regional Plan Commission
- Wisconsin Department of Transportation



Source: Dan Burden

After identifying a list of projects with the help of these stakeholders, the suggested projects were evaluated against the following criteria:

- Improves system connectivity by providing direct and convenient access to origins and destinations
- Has approval of participating jurisdictions with an agreement in place for sustainable operation and maintenance
- Demonstrates high cost benefit for number of existing and potential users
- Improves modal shift opportunities
- Takes advantage of opportunities associated with road reconstruction
- Improves safety



Source: Dan Burden

A three-tiered system offers a simple method to prioritize proposed facilities:\*

**Short-term (0-5 years)** – Potential inclusion in the Non-Motorized Transportation Grant, Capital Improvement Program and Transportation Improvement Program schedules.

**Mid-term (6-10 years)** – These projects will increase opportunities for modal shift, but only after there is existing infrastructure in place to build on, or environmental or other complicating factors are cleared.

**Long-term (11-20 years)** – These projects increase opportunities for biking and walking, but have environmental, long-term reconstruction schedules or other complicating factors and/or are already existing and will need future maintenance.

\* It is important to keep in mind that schedules for construction projects may change and new subdivisions will develop, creating new priorities and new opportunities to construct pedestrian or bicycle facilities. For

example, a bicycle lane project that may have been scheduled as a mid-term project would move to short-term priority if the road reconstruction schedule is pushed forward. Road reconstruction is the most opportune moment to retrofit an existing facility for pedestrian and bicycle infrastructure.

## Pedestrian and Bicycle Network Implementation Priorities

The various municipalities in the County had the opportunity to discuss their priorities for pedestrian and bicycle facilities and programs as part of the comprehensive planning process. In addition, public input at eleven public meetings helped gather project ideas, and early public meetings provided additional ideas for projects and priorities. These discussions are reflected in the network prioritization shown in this document. It is important to note that Sheboygan County's designation as a Non-Motorized Transportation Pilot Program community makes the goal of constructing many of the short-term priorities listed in the tables below possible.

Network priorities were developed through public meetings, in-person interviews with stakeholders, gap analyses, and project suggestions solicited from County residents. The following set of tables and maps reflect this input. Each municipality that responded to the request for input in developing these priorities is included in the discussion of the proposed pedestrian and bicycle network for Sheboygan County. Projects listed in these tables reflect the goals and vision for pedestrian and bicycle networks within each listed community. Sheboygan County has not endorsed any specific project listed below nor has the County set aside funding for any individual project.

Roadways designated for bicycle lanes in the network prioritization (below) may include traditional separated bicycle lane striping, sharrows, and bicycle boulevards. The specific type of marking/designation will depend on a number of factors including such items as existing roadway width and on-street automobile parking.

Bicycle Lane



Source: Dan Burden

Sharrows



Source: [www.bikingbis.com](http://www.bikingbis.com)

Bike Boulevard



Source: Dave Parisi

### Note:

A sharrow is a pavement marking incorporating the bicyclist symbol along with chevrons. Their aim is to help automobiles and bicyclists share the road by alerting drivers to slow down and by guiding cyclists to safer positions on the roadway. The City of San Francisco incorporated sharrows into their transportation network and they have proven quite effective in increasing safety.










A bicycle boulevard is a shared roadway optimized for bicycle traffic. In contrast with other shared roadways, bicycle boulevards discourage cut-through motor vehicle traffic, but typically allow local motor vehicle traffic. They are designed to give priority to cyclists. Many cities including Berkeley, CA and Eugene, OR are incorporating bicycle boulevards into their non-motorized transportation networks.












## City of Plymouth



### Proposed Pedestrian and Bicycle Network Recommendations

The City of Plymouth Public Works Director along with citizens provided input on the City's existing and proposed pedestrian and bicycle network. The City has been working on a bicycle plan and has an existing recreation trail map. The map provides a non-motorized transportation link to destinations such as the aquatic center, middle schools, grade schools, and Quit Qui Oc Athletic Center. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term Facilities were identified for the City of Plymouth. Maps 7, 8, and 9, depict the planned pedestrian and bicycle network for Plymouth. Maps appear in the section titled "Maps", which begins on page 94.









#### Short-Term Facilities

| Road Name              | Area Description                | Facility Designation  |
|------------------------|---------------------------------|---|
| Anton Road             | Davenport Road to Trienens Road |  Sidewalk         |
| Appleton Street        | Eastman Street to Beth Circle   |  Sidewalk        |
| Bishop Avenue          | 620' south from Douglas Drive   |  Sidewalk       |
| Bruhy Road             | CTH C to Sunset Drive           |  Paved Shoulder |
| Clifford Street        | Appleton Street to Bryon Street |  Sidewalk       |
| CTH C (Western Avenue) | Woodland Road to Mill Street    |  Bicycle Lane   |
| CTH PP                 | STH 57 to Willow Road           |  Paved Shoulder |
| CTH PP                 | South Highland Avenue to STH 57 |  Paved Shoulder |
| Davenport Road         | Dreifuerst Drive to Dooley Road |  Sidewalk       |

|                         |   |  |                       |
|-------------------------|---|--|-----------------------|
| Dooley Road             | Davenport Road to Trienens Road   |    | Sidewalk              |
| Douglas Drive           | Bishop Avenue to Highland Avenue  |    | Sidewalk              |
| Dreifuerst Drive        | Fairview Drive to Trienens Road   |    | Sidewalk              |
| Eastern Avenue (CTH C)  | Highland Avenue to STH 57   |   | Sidewalk/Bicycle Lane |
| Eastern Avenue          | Mill Street to Highland Avenue  |    | Bicycle Lane          |
| Highland Avenue (CTH E) | CTH PP to Old Plank Road Trail  |    | Bicycle Lane          |
| Highland Avenue (CTH E) | Larkspur Road to Valley Road  |    | Sidewalk              |
| Mill Street             | Pleasant Street to Eastern Avenue                                       |    | Bicycle Lane          |
| Milwaukee Street        | South Hills Drive to end of existing sidewalks south of Riverbend Drive |    | Paved Shoulder        |
| Milwaukee Street        | Riverbend Drive to Old Plank Road Trail                                 |    | Bicycle Lane          |
| Plaza Lane              | Eastern Avenue to Poch Avenue   |    | Sidewalk              |
| Pleasant View Road      | Old Plank Road Trail to CTH PP  |    | Bicycle Lane          |
| Prospect Street         | Milwaukee Street to Appleton Street                                     |    | Sidewalk              |
| Summit Street           | City limits to Pleasant Street  |    | Bicycle Lane          |

|              |  |   |
|--------------|--|---|
| Sunset Drive | Old Plank Road Trail to Northern Terminus    |  Paved Shoulder |
| Valley Road  | South Highland Avenue to Pleasant View Drive |  Bicycle Lane   |

### Long-Term Facilities

| Road Name                          | Area Description   | Facility Designation   |
|------------------------------------|--|--|
| All missing pedestrian connections | City-wide  |  Sidewalk  |
| Off-road Trail                     | Suhrke Road to Valley Road on/in Railroad Right-of-Way     |   Shared-Use Path   |
| Off-road Trail                     | OPRT Trailhead to future trail on Railroad Right-of-Way    |   Shared-Use Path   |
| Off-road Trail                     | Valley Road to Industrial Park on/in Railroad Right-of-Way |   Shared-Use Path |
| STH 67                             | Suhrke Road to Old Plank Road Trail                        |  Sidewalk  |

### Areas of Concern













Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, safety, and/or the amount of traffic are problematic. The following AOCs were identified in Plymouth:

















- Intersection of Suhrke Road and North Milwaukee Street
- Intersection of Eastern Avenue and Highland Avenue
- Intersection of Valley Road and Highland Avenue
- Intersection of Milwaukee Street and Mill Street
- Intersection of Mill Street and Smith Street
- Intersection of Western Avenue and Sunset Drive
- Intersection of Eastern Avenue and STH 57
- Intersection of Old Plank Road Trail and STH 57 – *High speed, poor/no signage*
- Intersection of Old Plank Road Trail and STH 67 – *High speed, poor/no signage*



















## City of Sheboygan and Surrounding Areas Proposed Pedestrian and Bicycle Network Recommendations
















The City of Sheboygan, CATC Members, County Board Supervisors, and Citizens of Sheboygan County provided input on existing and proposed bicycle networks and Areas of Concern where safety concerns need to be addressed. Maps 10, 11, 12, and 13, depict the planned pedestrian and bicycle network for Sheboygan. Maps appear in the section titled “Maps”, which begins on page 94.



















### Short-Term Facilities









| Road Name               | Area Description   | Facility Designation   |
|-------------------------|--|--|
| 3 <sup>rd</sup> Street  | North Avenue to Broughton Drive                                |  Bicycle Lane   |
| 7 <sup>th</sup> Street  | Indiana Avenue to Lakeshore Drive                              |  Bicycle Lane   |
| 7 <sup>th</sup> Street  | Superior Avenue to 8 <sup>th</sup> Street                      |  Bicycle Lane   |
| 8 <sup>th</sup> Street  | Eisner Avenue to Superior Avenue                               |  Bicycle Lane  |
| 8 <sup>th</sup> Street  | Merging of 7 <sup>th</sup> & 9 <sup>th</sup> to Georgia Avenue |  Bicycle Lane |
| 8 <sup>th</sup> Street  | Eisner Avenue to just north of Pershing Avenue                 |  Sidewalk     |
| 9 <sup>th</sup> Street  | Superior Avenue to 8 <sup>th</sup> Street                      |  Bicycle Lane |
| 12 <sup>th</sup> Street | CTH EE to Camelot Boulevard                                    |  Sidewalk     |
| 12 <sup>th</sup> Street | Indiana Avenue to Weeden Creek Road                            |  Bicycle Lane |
| 13 <sup>th</sup> Street | Superior Avenue to Eisner Avenue                               |  Bicycle Lane |
| 15 <sup>th</sup> Street | Eisner Avenue to North Avenue                                  |  Bicycle Lane |
| 15 <sup>th</sup> Street | Eisner Avenue to Mayflower Avenue                              |  Sidewalk     |

|                         |   |   |                             |
|-------------------------|---|---|-----------------------------|
| 15 <sup>th</sup> Street | New Jersey Avenue to Pennsylvania Avenue                                      |    | Bicycle Lane                |
| 17 <sup>th</sup> Street | Superior Avenue to New Jersey Avenue  |    | Bicycle Lane                |
| 17 <sup>th</sup> Street | Broadway to Mead Avenue   |    | Bicycle Lane                |
| 18 <sup>th</sup> Street | Kohler Memorial Drive (STH 23) to Wildwood Avenue (Niagara Avenue)            |    | Bicycle Lane                |
| 18 <sup>th</sup> Street | CTH EE to Fox Hill Road   |    | Sidewalk                    |
| 21 <sup>st</sup> Street | Eisner Avenue to Pershing Avenue  |    | Bicycle Lane                |
| 25 <sup>th</sup> Street | North Avenue to Pennsylvania Avenue   |    | Bicycle Lane                |
| 26 <sup>th</sup> Street | Georgia Avenue to Broadway Avenue   |    | Bicycle Lane                |
| 27 <sup>th</sup> Street | Pershing Avenue to Calumet Drive (STH 42)                                     |  | Bicycle Lane                |
| 30 <sup>th</sup> Street | Mill Road to Rolling Meadows Drive  |  | Bicycle Lane                |
| 40 <sup>th</sup> Street | Main Avenue to CTH O  |  | Bicycle Lane                |
| 50 <sup>th</sup> Street | CTH J to Mueller Road   |  | Sidewalk                    |
| Broadway Avenue         | South 26 <sup>th</sup> Street to South 7 <sup>th</sup> Street/Lakeshore Drive |  | Bicycle Lane                |
| Campus access roads     | UW-Sheboygan Campus   |  | Bicycle Lane/Paved Shoulder |
| Campus Drive            | University of Wisconsin Sheboygan to South Taylor Drive (CTH TA)              |  | Bicycle Lane/Paved Shoulder |
| Carmen Avenue           | South Business Drive (CTH OK) to South 12 <sup>th</sup> Street                |  | Bicycle Lane                |





|                               |   |   |                             |
|-------------------------------|---|---|-----------------------------|
| CTH J                         | STH 42 to CTH Y   |    | Bicycle Lane                |
| CTH J                         | 50 <sup>th</sup> Street to STH 42   |    | Sidewalk                    |
| CTH KK                        | Stahl Road to City of Sheboygan Limits (possible on-road portion of Interurban Trail) |    | Bicycle Lane/Paved Shoulder |
| CTH LS (Lakeshore Road)       | Jay Road to Eisner Avenue   |    | Bicycle Lane                |
| CTH O (Superior Avenue)       | Taylor Drive to 3 <sup>rd</sup> Street  |    | Bicycle Lane                |
| CTH O (Superior Avenue)       | Taylor Drive to 43 <sup>rd</sup> Street   |       | Shared-Use Path             |
| CTH OK (South Business Drive) | Washington Avenue (STH 28) to Stahl Road  |    | Bicycle Lane/Paved Shoulder |
| CTH OK (South Business Drive) | I-43 to Stahl Road  |   | Paved Shoulder              |
| CTH V                         | CTH KK to Kohler-Andrae State Park  |    | Bicycle Lane                |
| CTH V                         | Kohler-Andrae State Park to Interstate Highway 43                                     |    | Paved Shoulder              |
| Eisner Avenue                 | 21 <sup>st</sup> Street to 8 <sup>th</sup> Street                                     |   | Bicycle Lane /Sidewalk      |
| Erie Avenue                   | Old Plank Road Trail to Taylor Drive (Memorial Mall area)                             |    | Paved Shoulder              |
| Erie Avenue                   | Taylor Drive to 18 <sup>th</sup> Street   |    | Bicycle Lane                |
| Evans Street                  | Pennsylvania Avenue to Wildwood Avenue  |    | Bicycle Lane                |
| Georgia Avenue                | Union Avenue to Lily Court  |    | Sidewalk                    |
| Georgia Avenue                | City Limits near Ashby Court to 25 <sup>th</sup> Street                               |    | Sidewalk                    |

|                         |  |   |                             |
|-------------------------|--|---|-----------------------------|
| Georgia Avenue          | 7 <sup>th</sup> Street to 8 <sup>th</sup> Street         |    | Bicycle Lane                |
| Georgia Avenue          | Union Avenue to South 8 <sup>th</sup> Street             |    | Bicycle Lane                |
| Greendale Road          | Erie Avenue to Greendale Cemetery                        |    | Bicycle Lane                |
| Indiana Avenue (CTH PP) | City Limits/I-43 to 7 <sup>th</sup> Street               |    | Bicycle Lane/Paved Shoulder |
| Indiana Avenue (CTH PP) | Taylor Drive to City Limits/24 <sup>th</sup> Street      |    | Sidewalk                    |
| Kiwanis Park Drive      | Niagara Avenue to North 14 <sup>th</sup> Street (STH 28) |    | Bicycle Lane                |
| Lakeshore Drive         | Evergreen Drive to High Avenue                           |    | Bicycle Lane                |
| Lisa Avenue             | North 32 <sup>nd</sup> Street to City Limits             |    | Bicycle Lane                |
| Main Avenue             | North Avenue to 40 <sup>th</sup> Street                  |  | Bicycle Lane                |
| Mead Avenue             | South 17 <sup>th</sup> Street to Lakeshore Drive         |  | Bicycle Lane                |
| Moening Road            | CTH EE (Weeden Creek Road) to CTH KK                     |  | Bicycle Lane                |
| Mueller Road            | CTH Y to STH 42  |  | Paved Shoulder              |
| Mueller Road            | STH 42 to 50 <sup>th</sup> Street                        |  | Sidewalk                    |
| Najacht Road            | Eisner Avenue to Enterprise Drive                        |  | Bicycle Lane                |
| Najacht Road            | Enterprise Drive to CTH LS                               |  | Bicycle Lane                |
| New Jersey Avenue       | Taylor Drive to Taylor Drive Frontage Road               |  | Sidewalk                    |















|                         |   |   |                 |
|-------------------------|---|---|-----------------|
| New Jersey Avenue       | Wildwood Avenue to 15 <sup>th</sup> Street                    |    | Bicycle Lane    |
| Niagara Avenue          | 18 <sup>th</sup> Street to Kiwanis Park Drive thru park       |    | Bicycle Lane    |
| North Avenue            | Main Avenue to 3 <sup>rd</sup> Street                         |    | Bicycle Lane    |
| Pennsylvania Avenue     | 14 <sup>th</sup> Street to Broughton Drive                    |    | Bicycle Lane    |
| Pennsylvania Avenue     | 25 <sup>th</sup> to South Evans Street                        |    | Bicycle Lane    |
| Pennsylvania Avenue     | 14 <sup>th</sup> Street to 15 <sup>th</sup> Street            |    | Bicycle Lane    |
| Pershing Avenue         | 21 <sup>st</sup> Street to 27 <sup>th</sup> Street            |    | Bicycle Lane    |
| Riverfront Drive        | 8 <sup>th</sup> Street to Pennsylvania Avenue                 |    | Bicycle Lane    |
| Rolling Meadows Drive   | Najacht Road to City Limits                                   |    | Bicycle Lane    |
| Stahl Road              | CTH OK to CTH KK  |    | Bicycle Lane    |
| STH 28                  | Deer Trace Shopping Center entrance to Taylor Drive           |    | Sidewalk        |
| STH 42 (Calumet Avenue) | Sheboygan city limits/Mueller Road to Dairyland Road/CTH J    |   | Shared-Use Path |
| Taylor Drive (CTH TA)   | Superior Avenue to North Avenue                               |    | Bicycle Lane    |
| Taylor Drive (CTH TA)   | Superior Avenue to Washington Avenue                          |   | Shared-Use Path |
| Taylor Drive (CTH TA)   | Weeden Creek Road (CTH EE) to Washington Avenue               |    | Bicycle Lane    |
| Union Avenue            | 26th Street to South Business Drive (14 <sup>th</sup> Street) |    | Bicycle Lane    |








|                            |   |  |                 |
|----------------------------|---|--|-----------------|
| Union Avenue               | Taylor Drive to 26 <sup>th</sup> Street         |   | Shared-Use Path |
| University Drive           | Taylor Drive to Campus                          |   | Bicycle Lane    |
| Washington Avenue          | South Business Drive to Lakeshore Drive         |   | Bicycle Lane    |
| Washington Avenue          | South Business Drive east to existing sidewalks |   | Sidewalk        |
| Weeden Creek Road (CTH EE) | Taylor Drive to Lakeshore Drive                 |   | Shared-Use Path |
| West Evergreen Drive       | Lakeshore Drive to Evergreen Drive              |   | Bicycle Lane    |
| Wildwood Avenue            | Evans Street to Julson Court                    |   | Bicycle Lane    |
| Wilson Avenue              | South Business Drive to Lakeshore Drive         |  | Bicycle Lane    |

**Mid-Term Facilities**

| Road Name              | Area Description                        | Facility Designation  |
|------------------------|---|---|
| Evergreen Drive        | CTH EE to Indian Mound Road             |  Bicycle Lane                |
| Indian Mound Road      | CTH KK to Evergreen Road                |  Bicycle Lane                |
| Mill Road              | STH 42 to Najacht Road to Eisner Avenue |  Shared roadway/<br>Sidewalk |
| Union Pacific Railroad | North Avenue to Pennsylvania Avenue     |  Shared-Use Path             |

## Long-Term Facilities

| Road Name                                    | Area Description  | Facility Designation  |
|--|---|---|
| 14 <sup>th</sup> Street                      | Indiana Avenue to Superior Avenue   |  Bicycle Lane          |
| 31 <sup>st</sup> Street                      | Off-road section to Mill Street   |  Shared-Use Path       |
| All other areas missing sidewalk connections | City-wide   |  Sidewalk              |
| Calumet Drive (STH 42)                       | Superior Avenue to 26 <sup>th</sup> Street<br>Off-Road Facilities   |  Bicycle Lane          |
| Kohler Memorial Drive (STH 23)               | North 18 <sup>th</sup> Street to North 29 <sup>th</sup> Street  |  Shared-Use Path       |
| Niagara Avenue                               | 15 <sup>th</sup> Street to Penn Rail Line   |  Bicycle Lane          |
| Off-Road Section                             | Facility from South Pier Drive to Boardwalk over Sheboygan River  |  Shared-Use Facility  |
| Off-Road Section                             | Facility over Sheboygan River from Kiwanis Park to Niagara Avenue   |  Shared-Use Facility |
| Off-Road Section                             | Broughton Drive Shared-Use Path, maintenance  |  Shared-Use Path     |
| Off-Road Section                             | Adjacent to Greendale Cemetery over Railroad tracks to Lower Falls Road   |  Shared-Use Path     |
| Off-Road Section                             | Intersection of North 27 <sup>th</sup> Street and Calumet Drive to North 40 <sup>th</sup> Street (CTH AB)                   |  Shared-Use Path     |
| Off-Road Section                             | New Jersey Avenue to North Taylor Drive   |  Shared-Use Path     |
| Off-Road Section                             | North Taylor Drive and Intersection of Erie Avenue to Intersection of North 29 <sup>th</sup> and Wilgus Avenue, maintenance |  Shared-Use Path     |
| Off-Road Section                             | Intersection of Kiwanis Park Drive and North 14 <sup>th</sup> Street to North Water St, maintenance                         |  Shared-Use Path     |

|                               |  |   |                 |
|-------------------------------|--|---|-----------------|
| South Business Drive (STH 28) | Indiana Avenue to Washington Avenue  |    | Bicycle Lane    |
| South Pier Drive Promenade    | 8 <sup>th</sup> Street Rotary to South Pier Drive Terminus, maintenance                        |   | Shared-Use Path |
| Utility Corridor              | Wisconsin Power and Light Right-of-Way. Intersection of Interurban and I-43 to Lakeshore Drive |   | Shared-Use Path |
| Water Street                  | Shared-Use Path to Pennsylvania Avenue   |   | Shared-Use Path |

## Areas of Concern

- Clara Avenue and South 8<sup>th</sup> Street – *High crash location*
- Calumet Drive & 20<sup>th</sup> Street – *High traffic, no speed enforcement. A barrier for children to cross to Cooper Elementary School*
- Calumet Drive & Superior Avenue – *High crash area*
- Eisner Avenue 8<sup>th</sup> to 15<sup>th</sup>. *Very unsafe for pedestrians and bicyclists of all ages. There is a church, senior housing, low income housing, and an apartment complex and no non-motorized facilities*
- Memorial Mall and adjacent commercial development. *Improve non-motorized circulation, way-finding*
- Mill Road – *Narrow roadway with blind curves*
- Mueller Road – *Narrow roadway with blind hills and significant bicycle and pedestrian traffic*
- North 10<sup>th</sup> Street and Niagara Avenue – *High crash location*
- North 14<sup>th</sup> Street and Erie Avenue – *High crash location*
- North Avenue – *Intersection of North and 14<sup>th</sup> Street in front of Urban Middle School*
- North Avenue – *Intersection of North and 12<sup>th</sup> Street in front of Urban Middle School North High School*
- Railroad tracks crossing Lakeshore Drive entering power plant; south of Lakeview Park
- STH 42 – *Difficult crossing to Mueller Road*
- STH 42 – *Difficult crossing to Mill Road*
- South 12<sup>th</sup> Street – *Intersection of South 12<sup>th</sup> Street and Weeden Creek Road needs updating. Difficult to cross.*
- South 14<sup>th</sup> Street – *Intersections near Sheridan School have high traffic volumes and no speed enforcement*
- South 14<sup>th</sup> Street – *Corridor between Superior Avenue and Indiana Avenue has unsafe street crossings for pedestrians, high speeds and high traffic volumes*
- South Business Drive and Wilson Avenue – *High crash location*
- Taylor Drive and Kohler Memorial Drive (STH 23) – *Improve non-motorized circulation*
- Taylor Drive and Erie Avenue - *High traffic and high speeds*
- Taylor Drive and STH 28 – *High traffic and high speeds with poor crossings and no sidewalks*
- Taylor Drive and Erie Avenue – *This intersection is a barrier to the Old Plank Road Trail that parallels STH 23*










- Union Avenue – *Intersection of South 14<sup>th</sup> Street/Business Drive*
- Unsafe for Bicycling:
  - *Lakeshore Road and Eisner Avenue south to North Avenue (intersections and mid-block crossings)*
  - *Taylor Drive from Erie Avenue south to Washington Avenue (intersections and mid-block crossings)*
  - *CTH A from Deer Trace Shopping Center to Weeden Creek Road*
  - *Weeden Creek Road from CTH A to South 12<sup>th</sup> Street*
















## City of Sheboygan Falls




### Proposed Pedestrian and Bicycle Network Recommendations

The City of Sheboygan Falls, Sheboygan Falls residents, and the Sheboygan Falls School District provided input on their existing and proposed bicycle network and Areas of Concern where safety problems need to be addressed. The City has been working with a local engineering firm and a citizen's group to help identify Areas of Concern and other needed improvements. Planned Sheboygan Falls facilities are shown on maps 10, 11, and 14. Maps are found in the section titled "Maps", which begins on page 94.




#### Short-Term Facilities

| Road Name                | Area Description                            | Facility Designation  |
|--------------------------|---|---|
| Amherst Avenue           | STH 32 to Dartmouth Drive                   |  Sidewalk         |
| Amherst Avenue           | Giddings Avenue (STH 32) to Dartmouth Drive |  Bicycle Lane     |
| Broadway Street (CTH EE) | Monroe Street (CTH PP) to STH 28            |  Bicycle Lane   |
| CTH C                    | CTH TT to Leavens Avenue                    |  Paved Shoulder |
| CTH PP                   | Lindwood Lane to CTH TT                     |  Bicycle Lane   |
| CTH PPP                  | Pine Street to CTH PP                       |  Bicycle Lane   |
| CTH PPP                  | CTH PP to Pine Street                       |  Sidewalk       |
| Dartmouth Drive          | Amherst Avenue to CTH EE/Broadway Street    |  Bicycle Lane   |
| Fond du Lac Avenue       | STH 32 to Poplar Street                     |  Bicycle Lane   |






|                            |   |  |                 |
|----------------------------|---|--|-----------------|
| Fond du Lac Avenue         | Spring Street to Water Street                   |    | Sidewalk        |
| Fond du Lac Avenue         | Leavens Avenue to STH 32                        |    | Bicycle Lane    |
| Forest Avenue              | STH 32 to Range Line Road                       |    | Bicycle Lane    |
| Giddings Avenue (STH 32)   | Buffalo Street to Kay Avenue                    |    | Bicycle Lane    |
| Kay Avenue                 | Pinehurst Court to STH 32                       |    | Sidewalk        |
| Leavens Avenue             | CTH C to STH 32                                 |    | Bicycle Lane    |
| Monroe Street              | CTH PP/CTH PPP intersection to Buffalo Street   |    | Sidewalk        |
| Monroe Street              | River Hills Drive to Eastern City Limits        |    | Sidewalk        |
| Monroe Street (CTH PP)     | Intersection of CTH PP/PPP to Village of Kohler |    | Bicycle Lane    |
| Off-road Trail             | STH 32 to Fond du Lac Avenue (West of STH 32)   |   | Shared-Use Path |
| Pine Street                | CTH PP to Pinehurst Court                       |    | Sidewalk        |
| Pinehurst Court            | Pine Street to Kay Avenue                       |    | Sidewalk        |
| Pinehurst Court/Kay Avenue | Pine Street to Giddings Avenue                  |    | Bicycle Lane    |
| Poplar Street              | Monroe Street to Elementary School entrance     |    | Bicycle Lane    |

|                      |  |  |              |
|----------------------|--|--|--------------|
| Range Line Road      | Fond du Lac Ave to CTH O                   |  | Bicycle Lane |
| Spring Street        | STH 32 to Fond du Lac Avenue               |  | Sidewalk     |
| STH 32 (Main Street) | Old Plank Road Trail to Fond du Lac Avenue |  | Bicycle Lane |

### Mid-Term Facilities

| Road Name | Area Description                           | Facility Designation  |
|-----------|--|---|
| STH 32    | Old Plank Road Trail to Fond du Lac Avenue |  <br>Bicycle Lane/ Paved Shoulder/ Shared-Use Path |
| CTH TT    | CTH PP to CTH C                            | <br>Paved Shoulder  |

### Long-Term Facilities

| Road Name                                | Area Description  | Facility Designation   |
|--|---|--|
| All other missing pedestrian connections | City-wide   | <br>Sidewalk   |
| CTH PP                                   | CTH TT to Monroe Street                                 | <br>Bicycle Lane   |
| Meadowlark Road                          | CTH C to CTH O  |  <br>Shared Roadway |
| STH 32 (Main Street)                     | STH 32 to Sheboygan River (Existing Lanes), maintenance | <br>Bicycle Lane   |

### Areas of Concern

- Railroad crossings along Monroe Street
- STH 28 west of Sheboygan Falls – *The speed limit is 55 mph with narrow shoulders, heavy traffic flow and curves*
- Intersection of Monroe Street and Broadway Street – *There is no curbing, very heavy car and truck traffic volume and a railroad crossing intersection of STH 32*
- Intersection of Buffalo Street and Monroe Street – *No curbing, very heavy truck and car traffic volume, railroad crossing, multiple vehicles turning into bank through adjacent parking lots*

- Intersection of Main Street (STH 32) and Fond du Lac Avenue – *Poor way-finding signage*
- Intersection of Monroe Street and swing bridge – *There is no curbing, dangerous curves, a railroad crossing, and very heavy car and truck traffic*
- Intersection of Old Plank Road Trail and STH 32; *There is no signage indicating a trail crossing and high speeds with multiple lanes of traffic to cross*
- Intersection of Water Street and Monroe Street – *There is limited sight distance, heavy traffic, turning vehicles, no shoulder, and a railroad crossing*
- Intersection of Pine Street and Broadway Street – *There is no curbing, very heavy car and truck traffic, and parked vehicles pose a sight distance problem*
- CTH PP west of Sheboygan Falls – *The road is curvy with a speed limit of 45 mph. The road has narrow shoulders, heavy car and truck traffic*
- CTH PPP west of Sheboygan Falls – *The speed limit is 40 mph. There are narrow shoulders, heavy car and truck traffic, and numerous residences*
- CTH PPP & Monroe Street Intersection – *Difficult intersection to cross for a pedestrian or a bicyclist*
- CTH EE southeast of Sheboygan Falls – *Narrow shoulders, heavy traffic flow, and curves;*
- Fond du Lac Avenue east from Bluebird Lane to Wisconsin Avenue – *There is very heavy car and truck traffic*
- Range Line Road from intersection with Fond du Lac Avenue north to Forest Avenue – *There is extremely heavy truck and car traffic from the nearby industrial park*




## Village Of Adell

### Proposed Pedestrian and Bicycle Network Recommendations


The Village President and the Director of Public Works provided input on the Village's network priorities. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term Facilities were identified in the Village.

Planned Village of Adell facilities appear on maps 15, 16, and 17. Maps are found in the section titled "Maps", which begins on page 94.

#### Short-Term Facilities

| Road Name                | Area Description                                 | Facility Designation   |
|--------------------------|--|--|
| Wisconsin Street (CTH I) | Edgewood Avenue to Tower Avenue (CTH BB)         |  Bicycle Lane           |
| Edgewood Avenue (CTH A)  | Wisconsin Street (CTH I) to STH 57               |  Bicycle Lane /Sidewalk |
| Tower Avenue (CTH BB)    | Wisconsin Street (CTH I) to Adell Village Limits |  Bicycle Lane           |

#### Long-Term Facilities

| Road Name                                    | Area Description | Facility Designation   |
|--|------------------|--|
| All other areas missing sidewalk connections | Village-wide     |  Sidewalk |

#### Areas of Concern





- Edgewood Avenue (CTH A) from CTH I to the mini mart at STH 57 – *Traffic volume and safety are the main concern*
- Seifert Street and Wisconsin Street
- Milwaukee Street and Center Avenue
- Center Avenue and 1<sup>st</sup> Street

## Village of Cascade Proposed Pedestrian and Bicycle Network Recommendations


Citizens, the Village President, and Town of Lyndon officials provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Cascade facilities appear on maps 15, 16, and 18. Maps are found in the section titled "Maps", which begins on page 94.

### Short-Term Facilities

| Road Name             | Area Description              | Facility Designation  |
|-----------------------|-------------------------------|---|
| STH 28                | Village Limits to Lake Street |  Bicycle Lane   |
| Lake Street           | STH 28 to Village Limits      |  Bicycle Lane   |
| STH 28                | Lake Street to Village Limits |  Bicycle Lane  |
| Clark Street (CTH NN) | Village Limits to STH 28      |  Bicycle Lane |

### Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | Village-wide     |  Sidewalk |

### Areas of Concern









Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. No AOCs were identified in the Village of Cascade.

## Village of Cedar Grove Proposed Pedestrian and Bicycle Network Recommendations


The Village of Cedar Grove President and local residents provided input. No Areas of Concern were identified. No Mid-Term facilities were identified.

Planned Village of Cedar Grove facilities appear on maps 15, 16, and 19. Maps are found in the section titled “Maps”, which begins on page 94.

### Short-Term Facilities

| Road Name            | Area Description                          | Facility Designation  |
|----------------------|---|---|
| Cedar Avenue         | Interurban Trail to Commerce Street       |  Bicycle Lane  |
| Commerce Street      | Cedar Avenue to STH 32                    |  Bicycle Lane  |
| South Main Street    | Union Avenue (CTH D) to CTH RR            |  Bicycle Lane  |
| South Main Street    | CTH RR to East Maple Avenue               |  Sidewalk   |
| STH 32               | Van Driest Avenue (CTH G) to Union Avenue |  Bicycle Lane  |
| Union Avenue (CTH D) | Palmer Road to STH 32                     |  Bicycle Lane  |
| Van Driest Avenue    | STH 32 to Interurban Trail                |   Shared-Use Path |

### Long-Term Facilities

| Road Name                                      | Area Description | Facility Designation   |
|--|------------------|--|
| All other areas missing pedestrian connections | Village-wide     |  Sidewalk |

### Areas of Concern







Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. No AOCs were identified in the Village of Cedar Grove.

## Village of Elkhart Lake Proposed Pedestrian and Bicycle Network Recommendations


Many citizens provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Elkhart Lake facilities appear on maps 15, 16, and 20. Maps are found in the section titled "Maps", which begins on page 94.

### Short-Term Facilities

| Road Name                                       | Area Description                          | Facility Designation  |
|---|---|---|
| STH 67  | East Rhine Street to High School Entrance |  Bicycle Lane   |
| CTH J   | Hickory Lane to CTH A                     |  Bicycle Lane   |
| CTH J (Gottfried Street)                        | Lake Street to Village Limits             |  Bicycle Lane |
| East Rhine Street                               | Village Limits to Lake Street             |  Bicycle Lane |
| Osthoff Ave/South Lake Street/Washington Street | East Rhine Street to Hickory Lane         |  Bicycle Lane |
| STH 67/CTH J/South Lincoln Street               | Village Limits to East Rhine Street       |  Bicycle Lane |

### Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | City-wide        |  Sidewalk |

## Areas of Concern

Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. The following AOCs were identified in Elkhart Lake:






Crossing on STH 67 at the High School – *High speed creates a barrier for safe crossings*

## Village of Glenbeulah Proposed Pedestrian and Bicycle Network Recommendations


Citizens provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Glenbeulah facilities appear on maps 15, 16, and 21. Maps are found in the section titled "Maps", which begins on page 94.

### Short-Term Facilities

| Road Name                  | Area Description                     | Facility Designation  |
|----------------------------|--------------------------------------|---|
| CTH P                      | Main Street to Village Limits        |  Bicycle Lane   |
| CTH C                      | Village Limits to North Swift Street |  Bicycle Lane   |
| Main Street                | CTH P to South Clark Street (CTH A)  |  Bicycle Lane |
| North Swift Street         | CTH C to Main Street                 |  Bicycle Lane |
| South Clark Street (CTH A) | Main Street to Village Limits        |  Bicycle Lane |

### Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | Village-wide     |  Sidewalk |

### Areas of Concern









Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. No AOCs were identified in the Village of Glenbeulah.

## Village Of Howards Grove Proposed Pedestrian and Bicycle Network Recommendations


The Village of Howards Grove Clerk/Treasurer and the Director of Public Works provided input on network priorities. Also, the Village is working with a consultant who is providing services related to Comprehensive Planning and Municipal Engineering. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Howards Grove facilities appear on maps 15, 16, and 22. Maps are found in the section titled “Maps”, which begins on page 94.

### Short-Term Facilities

| Road Name                      | Area Description  | Facility Designation   |
|--------------------------------|---|--|
| Audubon Road                   | Oriole Lane to end of current sidewalk  |  Sidewalk         |
| College Avenue (CTH A)         | Howards Grove West Village Limits to STH 42 (Madison Avenue)                          |  Bicycle Lane    |
| Madison Avenue (STH 42)        | Audubon Road to Wisconsin Drive (intersection of STH 32 and STH 42)                   |  Bicycle Lane   |
| Millersville Avenue (CTH JJ)   | STH 42 to West Village limits   |  Bicycle Lane   |
| Millersville Road              | Elk Lane to Audubon Road  |  Sidewalk       |
| South Wisconsin Drive (STH 32) | Madison Avenue (STH 32/STH 42) to Evergreen Lane (Howards Grove South Village Limits) |  Bicycle Lane   |
| STH 42                         | Range Line Road to Audubon Road   |  Paved Shoulder |
| North Wisconsin Drive (STH 42) | Madison Avenue (STH 32/STH 42) to Howards Grove North Village Limits                  |  Bicycle Lane   |

## Long-Term Facilities

| Road Name                                    | Area Description | Facility Designation   |
|--|------------------|--|
| All other areas missing sidewalk connections | Village-wide     |  Sidewalk |

## Areas of Concern

- College Avenue (CTH A) and South Wisconsin Street (STH 32) – *Many crashes and poor site distance*
- Millersville Road – *Heavy traffic and high speeds*












## Village of Kohler

### Proposed Pedestrian and Bicycle Network Recommendations

The Village of Kohler President, Chief of Police, Superintendent of Kohler Schools, Director of Public Works, Village of Kohler Property Committee, representative of the Kohler Company, and citizens provided input on the Village's existing and proposed pedestrian and bicycle facilities. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.





Planned Village of Kohler facilities appear on maps 15, 16, and 23. Maps are found in the section titled "Maps", which begins on page 94.

#### Short-Term Facilities

| Road Name                 | Area Description                                   | Facility Description  |
|---------------------------|--|---|
| Highland Drive (CTH Y)    | Lower Road (CTH PP) to CTH O                       |  Bicycle Lane    |
| Church Street             | School Street to Greenfield Drive                  |  Bicycle Lane    |
| CTH PP                    | Roosevelt Road to Village Limits/I-43              |  Paved Shoulder |
| Erie Avenue               | Willow Creek Drive to Old Plank Trail Head         |  Bicycle Lane  |
| Green Tree Road           | School Street to Valley Road                       |  Bicycle Lane  |
| Greenfield Drive          | Village of Kohler Western Limits to Highland Drive |  Bicycle Lane  |
| Lower Falls Road (CTH PP) | End of existing Shared-Use Path to Roosevelt Road  |  Bicycle Lane  |
| School Street             | Greenfield Drive to Highland Drive                 |  Bicycle Lane  |
| Willow Creek Drive        | Highland Drive to Erie Avenue                      |  Bicycle Lane  |
| Valley Road               | Lower Road (CTH PP) to Greenfield Drive            |  Bicycle Lane  |
| Wood Lake Drive           | Woodland Road to Highland Drive (CTH Y)            |  Bicycle Lane  |

|                |                           |   |              |
|----------------|---------------------------|---|--------------|
| Woodland Drive | Greenfield Drive to CTH O |  | Bicycle Lane |
|----------------|---------------------------|---|--------------|

**Long-Term Facilities**

| Road Name                                | Area Description   | Facility Description  |
|--|--|---|
| All areas missing pedestrian connections | Village-wide   |  Sidewalk  |
| CTH A                                    | Lower Road (CTH PP) to STH 28  |  Paved Shoulder  |
| Off-road Trail                           | Village of Kohler Western Limits east roughly 2,850' adjacent to Lower Falls Road (CTH PP) |   Shared-Use Path |

**Areas of Concern**






- Greenfield Avenue & Church Street - *6 point intersection that is used by Kohler Company traffic and travel to and from Plymouth*
- “S” curve along CTH PP - *Poor sight distances and widths of the road*
- STH 23 and CTH Y interchange – *Hazardous condition with Old Plank Road Trail crossing and bicycling traffic on CTH Y on north side of interchange. Poor/no signage indicating a trail crossing.*

## Village of Oostburg Proposed Pedestrian and Bicycle Network Recommendations


Many citizens, as well as members of the Village Board, provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Oostburg facilities appear on maps 15, 16, and 24. Maps are found in the section titled "Maps", which begins on page 94.

### Short-Term Facilities

| Road Name             | Area Description   | Facility Designation  |
|-----------------------|--|---|
| Center Avenue         | Village Limits to Village Limits                         |  Bicycle Lane     |
| Off-road Trail        | Interurban Trail Right-of-Way                            |  Shared-Use Path |
| Sauk Trail Road       | Village Limits to Village Limits                         |  Bicycle Lane   |
| Town Line Road/CTH KK | CTH A to Village Limits                                  |  Bicycle Lane   |
| Wisconsin Avenue      | North 6 <sup>th</sup> Street to end of the school campus |  Sidewalk       |

### Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | Village-wide     |  Sidewalk |

### Areas of Concern










Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. No Areas of Concern were identified through the public process.

## Village of Random Lake Proposed Pedestrian and Bicycle Network Recommendations


Many citizens as well as the Village President provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions. No Mid-Term facilities were identified.

Planned Village of Random Lake facilities appear on maps 15, 16, and 25. Maps are found in the section titled "Maps", which begins on page 94.

### Short-Term Facilities

| Road Name              | Area Description                         | Facility Designation  |
|------------------------|--|---|
| 1 <sup>st</sup> Street | Spring Street to Random Lake Road        |  Sidewalk         |
| Random Lake Road       | 1 <sup>st</sup> Street to Cimieron Drive |  Paved Shoulder   |
| Spring Street          | 1 <sup>st</sup> Street to Western Avenue |  Sidewalk       |
| STH 144                | Village Limits to STH 57                 |  Paved Shoulder |
| 1 <sup>st</sup> Street | Butler Street to Allen Street            |  Bicycle Lane   |
| Allen Street           | 1 <sup>st</sup> Street to Western Avenue |  Bicycle Lane   |
| Butler Street (CTH K)  | Village Limits to 1 <sup>st</sup> Street |  Bicycle Lane   |
| Spring Street          | Western Avenue to STH 144                |  Bicycle Lane   |
| Western Avenue         | Allen Street to Spring Street            |  Bicycle Lane   |

## Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | Village-wide     |  Sidewalk |

## Areas of Concern

Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. The following AOCs were identified in Random Lake:

Crossing on Random Lake Road at Cimмерon Drive – *High speed, poor markings, and barrier for safe crossings.*



## Village of Waldo

### Proposed Pedestrian and Bicycle Network Recommendations


Citizens provided input on the Village's existing and proposed pedestrian and bicycle network. This process also identified Areas of Concern (AOCs) where existing safety issues create a need to improve conditions.

Planned Village of Waldo facilities appear on maps 15, 16, and 26. Maps are found in the section titled "Maps", which begins on page 94.

#### Mid-Term Facilities

| Road Name                                | Area Description                 | Facility Designation  |
|--|----------------------------------|---|
| East 1 <sup>st</sup> Street/STH 28/CTH V | Village Limits to Village Limits |  Bicycle Lane |
| Blueberry Lane                           | Village Limits to STH 28         |  Bicycle Lane |

#### Long-Term Facilities

| Road Name                              | Area Description | Facility Designation  |
|--|------------------|---|
| All areas missing sidewalk connections | Village-wide     |  Sidewalk |

#### Areas of Concern

Areas of Concern target locations such as intersections where multiple crashes, speed, site distance, and/or the amount of traffic are problematic. The following AOCs were identified in Elkhart Lake:









Crossing on 1<sup>st</sup> Street at STH 57 – *High speed, poor markings, and barrier for safe crossings.*















## Rural County-wide Connections Proposed Pedestrian and Bicycle Network Recommendations

Many citizens, various Town governments and County Supervisors provided input on the County's existing and proposed pedestrian and bicycle network. Public meetings held throughout the County helped facilitate this dialogue. \*Note: Some County/Town roads are not included in this list, but rather, the City of Sheboygan list. Certain roads, such as Mueller Road in the Town of Sheboygan, were deemed more closely related to an urban setting than a rural setting, and therefore, included in the City's list rather than the County's.
















Planned Village of Waldo facilities appear on maps 15, 16, and 27. Maps are found in the section titled "Maps", which begins on page 94.













### Short-Term Facilities

| Road Name       | Area Description  | Facility Designation  |
|-----------------|---|---|
| Beach Park Lane | CTH V to Kohler-Andrae State Park entrance  |  Bicycle Lane     |
| CTH A           | CTH M to Howards Grove Village Limits   |  Paved Shoulder |
| CTH D           | Six Mile Road to Cedar Grove Village Limits                                       |  Paved Shoulder |
| CTH D           | Stoney Creek Realignment  |  Shared Roadway |
| CTH KK          | Village of Oostburg Limits to Stahl Road (possible on-road portion of Interurban) |  Paved Shoulder |
| CTH M           | CTH A to Lakeland College   |  Paved Shoulder |
| CTH M           | CTH C to CTH O  |  Paved Shoulder |
| CTH O           | Rangeline Road to Interstate Highway 43   |  Bicycle Lane   |





|                |  |  |                 |
|----------------|--|--|-----------------|
| CTH O          | STH 32 to Rangeline Road   |    | Paved Shoulder  |
| CTH O          | STH 32 to Interstate Highway 43  |    | Sidewalk        |
| CTH RR         | Interurban Trail to STH 32   |    | Paved Shoulder  |
| CTH V          | Town of Lyndon Limits to CTH I   |    | Paved Shoulder  |
| Dairyland Road | STH 42 (Calumet Avenue) to Manitowoc County Line                             |    | Paved Shoulder  |
| Off-road Trail | Old Plank Road Trail<br>Interstate Highway 43 to<br>STH 57 Trailhead Updates |   | Shared-Use Path |
| Off-road Trail | Interurban Trail Right-of-Way, STH 32 to Oostburg                            |   | Shared-Use Path |
| STH 144        | STH 28 to STH 57   |    | Paved Shoulder  |
| STH 32         | Howards Grove Village Limits to Playbird Road                                |    | Paved Shoulder  |
| STH 42         | CTH Y to Howards Grove Village Limits  |    | Paved Shoulder  |
| STH 42         | CTH J to Wal-Mart Supercenter  |    | Sidewalk        |
| STH 67         | Fond du Lac County Line to CTH PP  |    | Paved Shoulder  |


















## Mid-Term Facilities


















| Road Name | Area Description                                     | Facility Designation  |
|-----------|--|---|
| CTH A     | Elkhart Village Limits to CTH M                      |  Paved Shoulder   |
| CTH A     | Village of Adell Limits to CTH CC                    |  Shared Roadway   |
| CTH C     | City of Plymouth Limits to CTH TT                    |  Paved Shoulder   |
| CTH CC    | CTH A to Hingham                                     |  Shared Roadway   |
| CTH CC    | CTH K to CTH RR                                      |  Shared Roadway   |
| CTH E     | STH 28 to STH 67                                     |  Paved Shoulder   |
| CTH I     | STH 144 to Adell Village Limits                      |  Shared Roadway  |
| CTH J     | CTH P to Elkhart Lake Village Limits                 |  Paved Shoulder |
| CTH K     | Random Lake Village Limits to STH 57                 |  Paved Shoulder |
| CTH K     | STH 57 to CTH CC                                     |  Shared Roadway |
| CTH KW    | CTH RR to CTH D                                      |  Shared Roadway |
| CTH NN    | Village of Cascade Limits to Village of Adell Limits |  Paved Shoulder |
| CTH P     | Old Plank Road Trail to Glenbeulah Village Limits    |  Paved Shoulder |
| CTH P     | Glenbeulah Village Limits to CTH A                   |  Paved Shoulder |
| CTH P     | CTH A to CTH J                                       |  Shared Roadway |






















|                |   |  |                 |
|----------------|---|--|-----------------|
| CTH PP         | City of Plymouth Limits to City of Sheboygan Falls Limits                                 |    | Paved Shoulder  |
| CTH RR         | CTH CC to CTH KW  |    | Shared Roadway  |
| CTH V          | Village of Waldo Limits to Town of Lyndon Limits  |    | Paved Shoulder  |
| CTH V          | Aldrich Chemical to Interstate Highway 43   |    | Paved Shoulder  |
| CTH Y          | CTH O to STH 42   |    | Paved Shoulder  |
| Off-road Trail | Old Plank Road Trail continued to the County Line   |   | Shared-Use Path |
| Off-road Trail | Utility Right-of-Way for Interurban Trail, ends at Lakeshore Drive and starts in Oostburg |   | Shared-Use Path |
| STH 28         | Village of Cascade Limits to Village of Waldo Limits                                      |   | Paved Shoulder  |
| STH 28         | Village of Cedar Grove Limits to City of Sheboygan Falls Limits                           |    | Paved Shoulder  |
| STH 28         | City of Sheboygan Falls Limits to Village of Howards Grove Limits                         |    | Paved Shoulder  |













### Long-Term Facilities

| Road Name                              | Area Description                 | Facility Designation  |
|--|----------------------------------|---|
| All areas missing sidewalk connections | County-wide                      |  Sidewalk       |
| Amsterdam Road                         | CTH LL to Amsterdam Park         |  Paved Shoulder |
| Blueberry Lane                         | CTH V to City of Plymouth Limits |  Shared Roadway |
| Brusse Road                            | CTH I to STH 28                  |  Shared Roadway |

|        |   |  |                |
|--------|---|--|----------------|
| CTH A  | CTH D to Glenbeulah Village Limits                      |    | Shared Roadway |
| CTH A  | CTH V to Kohler Village Limits                          |    | Shared Roadway |
| CTH A  | CTH P to CTH J  |    | Shared Roadway |
| CTH C  | City of Plymouth Limits to CTH P                        |    | Shared Roadway |
| CTH CJ | CTH C to CTH J  |    | Shared Roadway |
| CTH D  | County Line to STH 28                                   |    | Shared Roadway |
| CTH D  | Village of Cedar Grove Limits to CTH LL                 |    | Paved Shoulder |
| CTH E  | City of Plymouth to CTH A                               |    | Shared Roadway |
| CTH EE | City of Sheboygan Falls Limits to Interstate Highway 43 |   | Paved Shoulder |
| CTH F  | County Line to STH 28                                   |  | Shared Roadway |
| CTH FF | CTH M to CTH LS   |  | Shared Roadway |
| CTH I  | CTH W to STH 32   |  | Shared Roadway |
| CTH J  | CTH P to Manitowoc County Line                          |  | Shared Roadway |
| CTH J  | CTH C to Elkhart Lake Village Limits                    |  | Shared Roadway |
| CTH J  | Rangeline Road to CTH Y                                 |  | Shared Roadway |
| CTH K  | CTH KW to CTH LL  |  | Shared Roadway |
| CTH KW | CTH K to CTH RR   |  | Shared Roadway |

|         |  |  |                |
|---------|--|--|----------------|
| CTH LL  | CTH K to Cedar Grove Village Limits                            |    | Shared Roadway |
| CTH LL  | Village of Cedar Grove Limits to CTH D                         |    | Paved Shoulder |
| CTH LS  | City of Sheboygan Limits to Manitowoc County Line, maintenance |    | Paved Shoulder |
| CTH M   | CTH I to STH 28  |    | Shared Roadway |
| CTH M   | STH 28 to CTH PP   |    | Shared Roadway |
| CTH M   | CTH PP to CTH C  |    | Paved Shoulder |
| CTH M   | CTH O to CTH A   |    | Shared Roadway |
| CTH NN  | Village of Cascade Limits to CTH E                             |    | Shared Roadway |
| CTH O   | CTH E to CTH M   |   | Shared Roadway |
| CTH O   | CTH M to STH 32  |  | Paved Shoulder |
| CTH OK  | STH 32 to Interstate Highway 43                                |  | Shared Roadway |
| CTH PPP | STH 28 to Sheboygan Falls City Limits                          |  | Paved Shoulder |
| CTH RR  | CTH KW to Cedar Grove Village Limits                           |  | Shared Roadway |
| CTH RR  | Village of Cedar Grove Limits to Interurban Trail              |  | Paved Shoulder |
| CTH S   | CTH A to STH 28  |  | Shared Roadway |
| CTH TT  | CTH C to CTH O   |  | Paved Shoulder |
| CTH V   | CTH I Aldrich Chemical   |  | Paved Shoulder |

|                 |   |  |                 |
|-----------------|---|--|-----------------|
| CTH W           | CTH I to STH 32   |    | Paved Shoulder  |
| CTH Y           | STH 42 to CTH FF  |    | Shared Roadway  |
| CTH Z           | CTH A to Plymouth City Limits   |    | Shared Roadway  |
| Frontage Road   | Wilson-Lima Road to CTH OK  |    | Shared Roadway  |
| Garton Road     | CTH M to Howards Grove Village Limits                                 |    | Shared Roadway  |
| Garton Road     | Village of Howards Grove Limits to CTH LS                             |    | Shared Roadway  |
| Meadowlark Road | CTH C to Garton Road  |    | Shared Roadway  |
| Off-road Trail  | Old Plank Road Trail Greenbush to STH 57 Trailhead, maintenance       |       | Shared-Use Path |
| Off-road Trail  | Old Trolley Line between City of Plymouth and Village of Elkhart Lake |     | Shared-Use Path |
| Off-road Trail  | CTH C to Old Plank Road Trail   |   | Shared-Use Path |
| Off-road Trail  | Existing Interurban Trail, maintenance                                |   | Shared-Use Path |
| Off-road Trail  | North Avenue in Sheboygan to Manitowoc County Line                    |   | Shared-Use Path |
| Ourtown Road    | STH 32 to CTH EE  |    | Shared Roadway  |
| Plank Road      | Old Plank Road Trail to Old Plank Road Trail                          |    | Shared Roadway  |
| Playbird Road   | Rangeline Road to CTH LS  |    | Shared Roadway  |
| Rangeline Road  | Village of Kohler Limits to CTH FF                                    |    | Shared Roadway  |

|                 |  |  |                |
|-----------------|--|--|----------------|
| Sauk Trail Road | CTH LL to Oostburg Village Limits                        |    | Shared Roadway |
| Sauk Trail Road | Village of Oostburg Limits to Wilson-Lima Road           |    | Shared Roadway |
| Stahl Road      | Van Treek Trail to CTH A                                 |    | Shared Roadway |
| STH 28          | County Line to Cascade Village Limits                    |    | Paved Shoulder |
| STH 28          | Brusse Road to CTH PPP                                   |    | Paved Shoulder |
| STH 28          | CTH M to CTH M   |    | Paved Shoulder |
| STH 32          | Cedar Grove Limits to Sheboygan Falls City Limits        |    | Paved Shoulder |
| STH 32          | Sheboygan Falls City Limits to Playbird Road             |    | Paved Shoulder |
| STH 42          | CTH J to CTH Y   |   | Paved Shoulder |
| STH 42          | Village of Howards Grove Limits to Manitowoc County Line |  | Paved Shoulder |
| Sumac Road      | CTH M to CTH PP  |  | Shared Roadway |
| Van Treek Trail | CTH V to Ourtown Road                                    |  | Shared Roadway |

## **Other Short-term Programs (Non-Construction)**

### ***Infrastructure***

#### **Bike Racks**

Commercial areas

Parks

Schools

Worship Centers

Employment areas

Bus/Transit Stops

Park and Rides

- Village of Oostburg, I-43 and CTH AA
- I-43 and CTH V
- Village of Kohler, I-43 and STH 28

### ***Educational/Outreach***

#### **Share the Road Campaign**

Implement StreetShare/Complete Streets program

#### **Promotional Materials**

Purchase promotional materials

- Bike helmets, bike lights, pedometers, water bottles, etc. to handout at events such as bike corrals, walk to school days, etc.
- Other media types (i.e., radio spots, brochures, posters, etc.) to help promote pedestrian/bicycle transportation

#### **Law Enforcement Training/Outreach Campaign**

#### **County-wide Safe Routes to School Program**

#### **Walk/Bicycle to Work Programs**

#### **Walk/Bicycle to School Programs**

## Approximate Project Costs

This plan recommends incorporating pedestrian and bicycle planning into every transportation project undertaken in the county. To aid in the implementation of a viable non-motorized transportation system, a series of projects are proposed for each County municipality and the County as a whole. The estimated costs as derived by the Citizens Advisory and Technical Committee, are as follows:

### **BASE COSTS FOR INFRASTRUCTURE** **(in 2007 dollars)**

#### **SIDEWALKS**

\$6.00 per square foot or less. Cost to include:

- Grading
- Concrete
- Gravel base
- Landscape restoration (typically 10 feet)

#### **PAVED SHOULDERS**

\$4.00 per square foot or less. Cost to include:

- 3 inches of asphalt
- 10 inches of gravel
- 14 inches of excavation
- Lane striping
- Saw cutting

#### **MULTI-USE PATH**

\$3.50 per square foot or less. Cost to include:

- Excavation at an average of 12 inches in depth
- 10 inches of aggregate base
- Water component existing base
- 2 ½ inches of asphalt pavement

#### **BIKE LANE STRIPING**

- Will not exceed \$10/lineal foot

## VOLUME II: BACKGROUND, POLICY, and PROCESS

## The Communities of Sheboygan County

Sheboygan County covers an area of 513 square miles and has 1,850 miles of roadway and 415 miles of sidewalk. The County has over 26.3 miles of coastal shoreline along Lake Michigan and contains three major watershed areas that drain into the waters of Lake Michigan. According to the US Census Bureau, the estimated 2005 population of the County was 114,610 persons, an increase of slightly over 2,000 persons from the decennial census conducted in 2000.

Sheboygan County is located 35 miles north of Milwaukee and 60 miles south of Green Bay. The western portion of the County is dominated by the Kettle Moraine's rolling, glacial terrain left by the Pleistocene era. Lake Michigan forms the eastern border of Sheboygan County. These two very unique and undeniably beautiful landscape features create an exceptional setting for a number of recreational amenities that attract visitors, seasonal residents, and long-term, permanent residents. This plan looks to provide bicyclists and pedestrians with appropriate access to these areas through a network of well-planned and interconnected facilities.

Sheboygan County is comprised of 13 cities and villages, 15 towns, and 11 recognized unincorporated hamlets. While the 13 cities and villages and 15 towns function autonomously, they do cooperate to achieve common goals. The following communities in Sheboygan County are also shown on the County Overview Map (Map 28).

- City of Plymouth
- City of Sheboygan
- City of Sheboygan Falls
- Village of Adell
- Village of Cascade
- Village of Cedar Grove
- Village of Elkhart Lake
- Village of Glenbeulah
- Village of Howards Grove
- Village of Kohler
- Village of Oostburg
- Village of Random Lake
- Village of Waldo
- Town of Greenbush
- Town of Herman
- Town of Holland
- Town of Lima
- Town of Lyndon
- Town of Mitchell
- Town of Mosel
- Town of Plymouth
- Town of Rhine
- Town of Russell
- Town of Scott
- Town of Sheboygan
- Town of Sheboygan Falls
- Town of Sherman
- Town of Wilson

Community attitudes towards walking and bicycling have changed since the Planning and Resources Department completed the first County bicycle plan in 1991. This early plan focused primarily on developing recreational opportunities for bicyclists and was silent about the needs of pedestrians. During this same period, the number of Sheboygan County residents choosing to walk or bicycle for transportation dropped dramatically, as seen in the 1990 and 2000 US Census.

Since the 2000 Census, at least two trends are motivating County residents to rediscover the joys of walking and biking. First, Americans at both a local and national level are realizing the importance of exercise. Second, the increasing cost of gasoline encourages people to choose different transportation options. A non-scientific count of the number of walkers and bicycle riders seen in the County shows an increase over the past few years, and if Sheboygan County's experience is in line with state and national trends, this will only continue to grow.

“It is refreshing to see the County undertake this planning activity. Many other communities, not only in the State but, around the entire Country are implementing bicycle and pedestrian facilities. These areas tend to attract people and businesses. Furthermore, businesses find it easier to recruit high quality employees if these types of facilities are available. Only positive things can come from these types of things.” - Elkhart Lake Public Open House, February 2007.

## Public Involvement

**The Joint Resources and Transportation Committee (JRTC)**, which oversees the Sheboygan County Non-Motorized Transportation Pilot Program, is comprised of nine elected county board supervisors from two standing Sheboygan County Committees: Resources and Transportation. This committee reviews funding recommendations and makes final decisions on funding projects.



The JRTC created the Citizens Advisory and Technical Committee to assist in planning and implementing non-motorized transportation programs throughout Sheboygan County. **The Citizens Advisory and Technical Committee (CATC)** is comprised of thirty members that represent the interest of citizens, organizations, and associations throughout Sheboygan

County and beyond. Examples include the Bay Lake Regional Planning Commission, the John Michael Kohler Arts Center, and the City of Plymouth.

The members of the CATC agreed upon a vision for their portion of Sheboygan County Non-Motorized Transportation Pilot Program. The CATC vision is:

***Change behavior and attitudes about walking and bicycling by providing appropriate bicycle and pedestrian infrastructure facilities and by providing public outreach and education programs that encourage a mode shift from motorized to safe non-motorized transportation.***

The CATC also adopted seven goals and objectives to further define the consensus of the vision. These goals and objectives are as follows:

- Provide a network of non-motorized transportation facilities, including sidewalks, bicycle lanes, and pedestrian and bicycle trails that connect directly with transit stations, schools, residences, recreation areas, and other community activity centers.
- Make a positive impact on the transportation options available for Sheboygan County residents.
- Work to establish countywide policies that establish long-term meaningful improvements to the non-motorized transportation infrastructure of Sheboygan County.
- Provide a safe non-motorized transportation network that establishes year-round use of non-motorized networks.
- Increase the mode share of bicyclists and pedestrians.
- Achieve a positive impact on the health of Sheboygan County residents by encouraging safe and active lifestyles through non-motorized means of transportation.
- Provide integrated non-motorized transportation alternatives to automobile travel, including the construction of an interconnected network of sidewalks, bicycle lanes and other on-street facilities, and mixed-use trails that connect residents to locations where they live, work, shop, go to school, and play.



Source: Dan Burden

The Plan makes every effort to incorporate these objectives as priorities for the Plan.

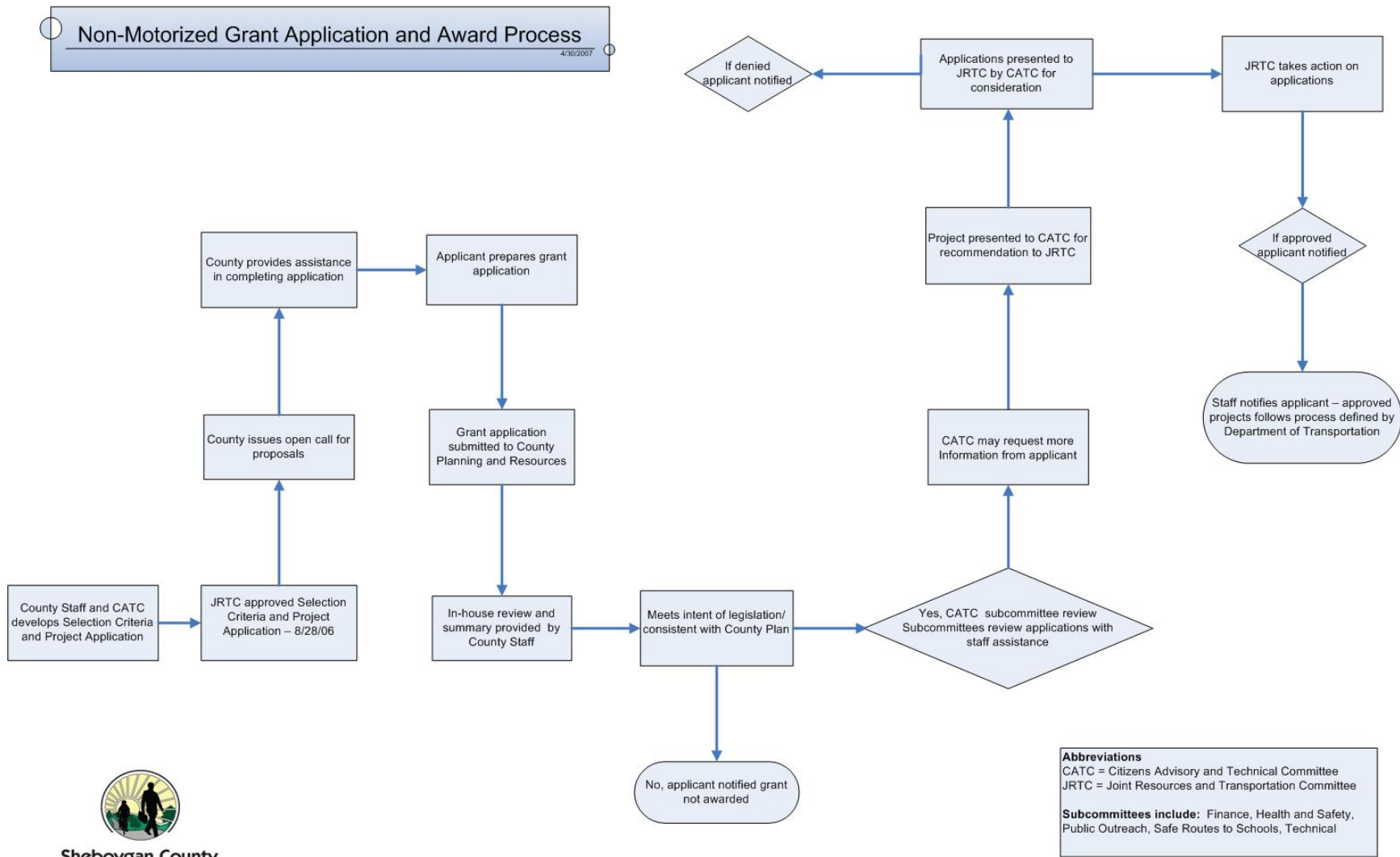
The JRTC and CATC have also developed a detailed process for reviewing applications for grant funding as they are received. The flow chart provided on page 75 offers a thumbnail sketch of this process.

Since May of 2006, the CATC has mounted a phenomenal effort to guide the County's non-motorized program. To maximize effectiveness, the committee formed five subcommittees – Finance, Health and Safety, Public Outreach, Safe Routes to Schools, and Technical. These subcommittees meet monthly or more often if deemed necessary. A rough estimate of the time logged by the CATC and its subcommittees, as of December 2006, is nearly 1,200 hours or the equivalent of twenty-nine 40 hour work weeks. Many additional hours of preparation and work by individual members cannot be tallied.



Source: Dan Burden

**Non-Motorized Grant Application and Award Process**  
4/30/2007



**Abbreviations**  
 CATC = Citizens Advisory and Technical Committee  
 JRTC = Joint Resources and Transportation Committee  
**Subcommittees include:** Finance, Health and Safety, Public Outreach, Safe Routes to Schools, Technical

The Plan was prepared to address and plan for increased pedestrian and bicycle facilities in and around the County. The County implemented an intensive public involvement process to ensure that the Plan reflects the needs of its residents. To this end, eleven public meetings were held in different areas of the county to solicit comments on the Comprehensive Planning process.

The following provided general guidelines throughout the public involvement process:

“It would be nice to see some more paved shoulders in the rural areas. Other counties seem to have much more of this.” - Cedar Grove Public Open House, February 2007

“It would be nice to see more of the un-used rail lines be converted to trails or paths. The old un-used eastern rail line through the City of Sheboygan would be a great North/South connector for the community.” – Sheboygan Falls Public Open House, February 2007

- Provide the public with opportunities for involvement in the pedestrian and bicycle transportation planning process.
- Identify and involve key stakeholders throughout the process.
- Ensure involvement of traditionally underserved populations within those communities with higher concentrations of minority, low-income or elderly populations in the pedestrian and bicycle transportation planning process.

The Plan was coordinated with County transportation, comprehensive and recreational master plans, Bay-Lake Regional Planning Commission, other adjacent county plans and regional planning commissions/metropolitan planning organizations, and the Wisconsin Department of Transportation.

In addition to guiding the implementation of the Non-Motorized Transportation Pilot Program, the CATC played a critical role in shaping this plan. The CATC, as a group of citizens, provided valuable input based on their local knowledge and understanding of the County’s non-motorized transportation needs. Members of the committee reached out to the wider population by hosting public listening sessions, working closely with the media, and networking with local businesses to promote the benefits of biking and walking.

## Plan Adoption Procedure

The process for adopting the Plan will follow a set of defined procedures focused on gathering public input on the draft document, and allowing time for the Joint Resources and Transportation Committee and the Citizens Advisory and Technical Committee time to review and comment on the document prior to bringing the Plan to the full Sheboygan County Board for approval.

## Plan Amendment Process

This Plan is a living document and will occasionally be reviewed and amended to reflect changing realities. It is foreseeable that the Plan may need to be amended as often as yearly, but should at least be reviewed every five years and revisions incorporated at that time. Amending the Plan follows the same steps as the formal plan adoption process. These steps include:

- Release of draft plan and public notice of availability of draft
- Thirty-day comment period with copies of plan available for public review
- Public Hearing to present revised plan to public
- Review and incorporation of comments
- Meeting of the County Board to adopt plan
- Final plan distributed to Sheboygan County municipalities

In addition to the process associated with adopting and amending this Plan, recommendations for areas of the County included in the Sheboygan metropolitan planning area will be incorporated into documents associated with the Metropolitan Planning Organization's transportation planning process. That process is summarized below.

## **Metropolitan Planning Organization (MPO) Process**

The Bay Lake Regional Plan Commission serves as the Metropolitan Planning Organization for the Sheboygan metropolitan planning area. In its role as Sheboygan MPO, the Bay Lake Regional Planning Commission is responsible for developing transportation plans and programs for the Sheboygan metropolitan planning area. As part of its responsibilities, the MPO is charged with providing a forum for cooperative transportation planning and decision making and establishing a public involvement process that ensures opportunities for early and continuing general public involvement in the review and evaluation of transportation plans and programs in the Sheboygan metropolitan planning area.

The MPO boundaries are depicted on Map 28. The following local units of government are wholly contained within the Sheboygan metropolitan planning area:

- City of Sheboygan
- City of Sheboygan Falls
- Village of Howards Grove
- Village of Kohler
- Town of Sheboygan

The following local units of government are partially contained within the Sheboygan metropolitan planning area:

- Town of Herman
- Town of Lima
- Town of Mosel
- Town of Sheboygan Falls
- Town of Wilson

Projects and programs occurring within the MPO boundaries will follow a set of defined procedures. These procedures include the incorporation of projects listed in this Plan into the MPO Long Range Transportation Plan and Transportation Improvement Program. The following discussion describes this process and is summarized from the Bay Lake RPC Public Participation Plan (2007).

## **Long-Range Transportation Plan**

The *Sheboygan Area Transportation Plan (SATP)* examines the existing bicycle, pedestrian, transit, intercity passenger transportation, freight transport, and street and highway networks, identifies existing and projected problems with these networks, and proposes long-range transportation system improvements. SAFETEA-LU legislation requires MPOs to amend and update their long-range plan in order to reflect the transportation issues and projects that will affect the metropolitan planning area over no less than a 20 year planning horizon. Plan goals, objectives, policies, and priorities will be reviewed by the MPO Technical and Policy Advisory Committees, by special committees (as appropriate), by the general public, and by the Bay-Lake Regional Planning Commission in the initial stages of the federally required four year updates to the long-range transportation and land use plan.

### ***Plan Amendments***

Amendments to the *Sheboygan Area Transportation Plan* will be reviewed by the MPO Technical and Policy Advisory Committees. Final approval of plan amendments will be made by the Bay-Lake Regional Planning Commission after a 30 day public comment period and recommendation of approval by the MPO Technical and Policy Advisory Committees. Notice of proposed plan amendments will be provided through paid notice in the *Sheboygan Press*, press releases to other news media in the Sheboygan area, and through posting of the notice and plan amendment on the Bay-Lake Regional Planning Commission website.

A public hearing on the plan amendment will be held if the amendment involves an addition or deletion of a “regionally significant” project that adds or deletes capacity on the street and highway network, involves a change in the level of transit service in the area, or if the plan is being amended to conform with updated federal legislation and regulations. A public hearing on the plan amendment involving more minor modifications to the plan can be held upon request during the public comment period.

## **Transportation Improvement Program (TIP) and TIP Amendments**

The Transportation Improvement Program (TIP) is a staged four-year listing of actual transit operating and capital, elderly and disabled transportation operating and capital, bicycle and pedestrian transportation, and street and highway improvement projects within the Sheboygan metropolitan planning area. The TIP is prepared as a cooperative effort by the MPO, the Wisconsin Department of Transportation, the transit operator, and other local agencies. The TIP identifies the scheduled construction year of the proposed project, type of project, funding source, funding level, and project status in relation to air quality conformity. In the Sheboygan metropolitan planning area, the TIP is normally updated on an annual basis, and any transportation project using federal funds must be included in the document. Regionally significant projects, regardless of funding source, must be included in the TIP.

The process that the MPO will follow for the TIP and for TIP Amendments is summarized in the following section.

### ***Major Amendments***

A major TIP amendment will be necessary when:

- Adding a non-exempt/expansion project to the first four years of the TIP
- Moving a non-exempt/expansion project out of the first four years of the TIP\*
- Significantly changing the scope (character of work or project limits) of a non-exempt/expansion project within the first four years of the TIP
- Adding or deleting any project that exceeds the lesser of 10 percent of the total original Federal funding programmed for the calendar year, or \$1,000,000 (within the first four years of the TIP)

A major amendment will require the following steps:

- Staff will commence the major amendment process by releasing the proposed amendment for a 30-day public review period
- Near the end of the 30-day public review process, staff will conduct a public hearing on the major TIP amendment at an accessible location that can be reached by Sheboygan Transit
- Following the public hearing, the Sheboygan MPO Technical and Policy Advisory Committees will have the opportunity to comment on the proposed major TIP amendment and make a recommendation to the Bay-Lake Regional Planning Commission
- Staff will present the proposed major amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval

### ***Minor Amendments***

A minor TIP amendment will be necessary when:

- Adding an exempt/system preservation project to the first four years of the TIP
- Moving an exempt/system preservation project out of the first four years of the TIP
- Changing the scope (character of work or project limits) of an exempt/system preservation project within the first four years of the TIP
- A change in project funding that impacts funding for other projects within the first four years of the TIP, forcing any exempt/system preservation project out of the first four years of the TIP

A minor amendment will require the following steps:

- The Sheboygan MPO Technical and Policy Advisory Committees will have the opportunity to comment on the proposed minor TIP amendment and make a recommendation to the Bay-Lake Regional Planning Commission
- Staff will present the proposed minor amendment to the Bay-Lake Regional Planning Commission (or its Executive Committee) for final approval

### ***No Amendment Required***

The TIP can be modified without going through the amendment process under the following circumstances:

- Changing the implementation schedule for projects within the first four years of the TIP
- Changes in scope (character of work or project limits) while remaining reasonably consistent with the approved project
- Changing the source (federal, state, or local funding source); category (Interstate Maintenance, National Highway System, Surface Transportation Program, earmarks); or amount of funding for a project without changing the scope of work or schedule for the project or any other project within the first four years of the TIP

### **Planning and Policy Documents**

Local, regional, state, and national pedestrian and bicycle planning documents were reviewed by the consultant team. The following policies, plans, and survey can assist Sheboygan County as it plans for pedestrians and bicyclists. These documents include:

- **Sheboygan County Bicycle Facilities Plan (1991)**
- **Sheboygan Urbanized Area Bicycle Facilities Plan (1991)**
- **Bicycle Transportation Facilities Plan for the Bay-Lake Region (2002)**
- **Sheboygan County Comprehensive Planning Survey (2004)**
- **Year 2035 Sheboygan Area Transportation Plan (2006)**
- **Sheboygan Metropolitan Planning Area Transportation Improvement Program: Calendar years 2007-2010**
- **Translinks 21 (1994)**
- **Wisconsin Bicycle Transportation Plan 2020 (1998)**
- **Wisconsin Pedestrian Policy Plan 2020 (2002)**
- **WisDOT Policy Regarding Provision of Bicycle Facilities on State Highways**
- **Wisconsin Nutrition & Physical Activity State Plan (2005)**
- **Healthiest Wisconsin 2010: A Partnership Plan to Improve the Health of the Public**
- **2005 - 2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (2006)**
- **Federal Highway Administration Transportation Policy**
- **Connections 2030: Wisconsin's Long-Range Transportation Plan**

### **Sheboygan County Bicycle Facilities Plan (1991)**

In 1991, the Sheboygan County Planning and Resources Department prepared the Sheboygan County Bicycle Facilities Plan by incorporating and expanding upon the Sheboygan Urbanized Area Bicycle Facilities Plan prepared by the Bay-Lake Regional Planning Commission and the Metropolitan Planning Organization Technical Committee. The Sheboygan County Board of Supervisors Resources Committee adopted this plan as County policy. The Sheboygan County Bicycle Facilities Plan identified and recommended bicycle facilities along with suggesting other improvements to make bicycling in Sheboygan County safer, as well as a more pleasurable experience for all types of bicyclists. The plan was the first County effort to systematically plan for bicycle accommodations at a County-wide level. While this plan has its merits, it is essentially a recreational plan, and therefore differs in focus from the current plan, which plans for pedestrian and bicycle transportation, as well as recreation.

### **Sheboygan County Comprehensive Planning Survey (2004)**

The Sheboygan County Comprehensive Planning Survey consisted of 5,000 randomly selected County households tabulated and analyzed by the University of Wisconsin Extension. Of the 5,000 surveys sent out, 981 surveys were returned resulting in just under a 20 percent response rate.

The majority of the respondents were long-time residents of the County, with those living in the County for more than 20 years making up 65 percent of the respondents. When asked to list a single recreational program or facility that survey participant would like to see, the leading response with 15 percent was non-motorized trails.

### **Sheboygan Urbanized Area Bicycle Facilities Plan (1991)**

The Bay-Lake Regional Planning Commission in 1991 prepared the Sheboygan Urbanized Area Bicycle Facilities Plan as the Metropolitan Planning Organization (MPO) for the area. The Sheboygan Urbanized Area Bicycle Facilities Plan set forth goals, objectives, and policies for the development of bicycle facilities in the Sheboygan area. In addition, the plan evaluated and designated appropriate bicycle facilities and recommended an education and safety program for bicyclists of all ages.

### **Bicycle Transportation Facilities Plan for the Bay-Lake Region (2002)**

The Bicycle Transportation Facilities Plan for the Bay-Lake Region was prepared in 2002 by the Bay-Lake Regional Planning Commission with partial funding from the Wisconsin Department of Transportation. The Bicycle Transportation Facilities Plan for the Bay-Lake Region was prepared as a coordinating regional bicycle transportation plan for the 8 counties, 17 cities, 37 villages, 122 towns, and the Oneida Nation of Wisconsin that comprise the Bay-Lake Regional Planning area. This plan is consistent with the Wisconsin Bicycle Transportation Plan 2020 prepared by the Wisconsin Department of Transportation.

The Bicycle Transportation Facilities Plan for the Bay-Lake Region, Sheboygan County component, recommended the utilization or improvements to the State and County Trunk Highway systems by connecting the incorporated communities to the major recreational destination points within the County and the region.

### **Bay-Lake Regional Planning Commission Year 2035 Sheboygan Area Transportation Plan (2006)**

This plan updates the Year 2025 Sheboygan Area Transportation Plan along with continuing the transportation planning guidance made to local units of governments. Bay-Lake Regional Planning Commission prepared this plan. The Year 2035 Sheboygan Area Transportation Plan has eight goals. These goals include:

- Enhancing economic vitality
- Increasing the safety and security of motorized and non-motorized users of the transportation system
- Increasing the accessibility and mobility options available to people
- Protecting and enhancing the environment, promoting energy conservation, and improving the quality of life within the metropolitan planning area
- Enhancing the integration and connectivity of the transportation network
- Promoting the efficient management and operation of inter-modal transportation
- Preserving and maintaining the existing transportation system and current transportation infrastructure
- Increasing public involvement in the transportation planning process
- Using corridor level planning and design to develop aesthetically pleasing roads and highways

### **Bay Lake Regional Planning Commission Sheboygan Metropolitan Planning Area Transportation Improvement Program: Calendar Years 2007-2010**

The 2007 – 2010 TIP lists five bicycle and pedestrian transportation projects that are eligible for federal aid in the program years (Map 29). The Bay Lake Regional Plan Commission prepared this document. These pedestrian and bicycle projects are:

- Construction of a pedestrian/bicycle facility along CTH O/Superior Avenue in the City and Town of Sheboygan (this project will be completed in conjunction with the reconstruction project along the same facility)
- Countywide planning of bicycle and pedestrian networks
- Countywide design of bicycle and pedestrian facilities/networks
- Education and outreach associated with the Non-Motorized Transportation Pilot Program

- “Level of Effort” transportation enhancement projects for the calendar years 2007, 2008, 2009, and 2010 that may occur in the Sheboygan Metropolitan Planning Area

### **Ice Age National Scenic Trail**

The Ice Age National Scenic Trail stretches nearly 1,200 miles across Wisconsin. Its western end is located in Interstate State Park on the St. Croix River in Polk County. The eastern end is located in Potawatomi State Park on Green Bay in Door County.

In Sheboygan County, the Ice Age National Scenic Trail corridor is about 9.5 miles in length. The corridor includes the Village of Elkhart Lake and the unincorporated community of Crystal Lake and passes through a variety of habitats such as woodlands and meadows. Outstanding geological features in the area include the Sheboygan Marsh and a series of drumlins, eskers, and moraines. The Ice Age National Scenic Trail Corridor Plan and Environmental Assessment for Kewaunee, Manitowoc, and Sheboygan Counties recommends utilizing 822 acres of state-owned lands within the proposed corridor as part of the trail. The Bay Lake Regional Plan Commission, along with the National Park Service and the Wisconsin Department of Natural Resources helped prepare this document.

### **Translinks 21**

In 1994, WisDOT prepared a bicycle and pedestrian element as part of its overall multi-modal transportation plan, Translinks 21. This included commitments by WisDOT to:

- Consider bicycle and pedestrian accommodations on urban state highways where they are included in metro-area or local plans or justified by their projected use
- Increase its funding of bicycle and pedestrian projects, including a new program for stand-alone projects
- Increase its share of costs for pedestrian improvements on state highways from 75 to 80 percent
- Prepare a State Bicycle Plan

### **Wisconsin Bicycle Transportation Plan 2020 (1998)**

In 1998, WisDOT prepared the Wisconsin Bicycle Transportation Plan 2020. This planning process was guided by an advisory committee comprised of representatives from Wisconsin local governments, metropolitan planning organizations, bicycling advocacy groups, the Federal Highway Administration, as well as other State agencies.

During the public input and outreach meetings a number of opinions and attitudes concerning bicycling were collected. These opinions and attitudes revolve around the following four current issues facing Wisconsin as a whole:

- Lack of bicycle facilities

- Lack of safe road-sharing practices by motorists
- Lack of safe bicycle crossings over major new roadways
- Recognition that new land development practices spread destinations too far apart (sprawl) to make bicycling practical and generally increase motor vehicle traffic levels

Implementation actions to address these issues include the following strategies:

- Plan and design State Trunk Highway systems with a strong consideration of bicycle accommodation
- Make WisDOT offices good examples of workplace bicycle accommodations by including features such as changing rooms, showers, and modern safe and secure bicycle lock-up facilities
- Recommend that counties consider the needs of bicyclists in all road projects and build facilities accordingly
- Propose that counties adopt a shoulder paving policy
- Suggest that counties promote land-use policies that are bicyclist friendly
- Encourage Wisconsin communities to consider the needs of bicyclists in all street projects, especially along collector and arterial streets, and build bicycle facilities accordingly
- Propose that communities promote bicycle-friendly development through plans, zoning and subdivision ordinances
- Support communities in their efforts to encourage business involvement as a means to increase bicycle commuting and other functional trips

### **Wisconsin Pedestrian Policy Plan 2020 (2002)**

The Wisconsin Department of Transportation prepared the Wisconsin Pedestrian Policy Plan 2020 as a means of establishing goals, objectives, and actions regarding the provision of pedestrian accommodations that are realistic and can be implemented in a timely and cost effective manner.

The goals of the Wisconsin Pedestrian Policy Plan 2020 include: increasing the number and improving the quality of walking trips in Wisconsin, reducing the number of pedestrian crashes and fatalities, and increasing the availability of pedestrian planning and design guidance for Wisconsin state agencies as well as citizens.

To work toward the three Wisconsin Pedestrian Policy Plan 2020 goals, the Wisconsin Department of Transportation will work in partnership with local government and other interested stakeholders to:

- Plan, design, and promote new transportation facilities where appropriate, and when appropriate, retrofit existing facilities to accommodate and encourage pedestrian use
- Expand pedestrian safety education
- Provide consistent safety measures and training to all roadway users

- Improve the enforcement of laws to prevent dangerous and illegal behavior by motorists, pedestrians, and bicyclists
- Encourage pedestrian trips by promoting the acceptance and usefulness of walking
- Promote pedestrian safety efforts

### **WisDOT Policy Regarding Provision of Bicycle Facilities on State Highways**

Procedure 11-45-10 of the WisDOT Facilities Development Manual (WisDOT FDM) was developed in response to Federal transportation policies urging state departments of transportation to encourage bicycle transportation and state law requiring WisDOT to assist in the planning and development of bikeways. It calls for the provision of bicycle facilities on state highways when the roadway is in an officially designated bicycle plan or 25 or more bicycle trips a day are anticipated during the peak season, and the current traffic volume exceeds 1,000 vehicles a day. It also provides some basic design guidelines for different types of facilities and other bicycle-safe design factors, based on the American Association of State Highway and Transportation Officials (AASHTO) *Bicycle Facility Design Guidelines*.

### **Wisconsin Nutrition & Physical Activity State Plan (2005)**

The Wisconsin Nutrition and Physical Activity State Plan was developed to help prevent obesity and related chronic disease in Wisconsin. The Plan provides a statewide focus for obesity prevention, management and health promotion through nutrition and physical activity. The Wisconsin Partnership for Activity and Nutrition, the Nutrition and Physical Activity Program and other stakeholders will work together to accomplish the goals, strategies and objectives that are outlined in this plan. The plan activities to reduce overweight and obesity in Wisconsin targets children, adolescents and adults across all races and socioeconomic levels.

### **Healthiest Wisconsin 2010: A Partnership Plan to Improve the Health of the Public (2000)**

Healthiest Wisconsin 2010: A Partnership Plan to Improve the Health of the Public aims to improve the public health of Wisconsin following three simple goals:

- Protect and promote health for all State residents
- Eliminate health disparities
- Transform Wisconsin's Health System into a national model

### **2005 - 2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (2006)**

The Statewide Comprehensive Outdoor Recreation Plan (SCORP) is an attempt to classify, measure, and ultimately provide for the needs of the state's recreating public. This Plan is also used by a number of federal and state outdoor recreation funding programs.

The Wisconsin SCORP outdoor recreation goals and objectives that apply to non-motorized transportation are:

- Continue to improve and develop Wisconsin outdoor recreation facilities
  - Provide for expansion of the following trail systems: hiking, biking, horse, and water
  - Enhance and upgrade signage and maps for all outdoor recreational lands and waters
  - Continue to acquire lands for outdoor recreation at all levels of government
  - Support publicly funded programs that provide financial assistance for the actions listed above
- Understand and manage the growing issue of Wisconsin outdoor recreation conflicts
  - Plan proactively for increased user conflicts and provide for increased recreation uses consistent with the state's growth in population
  - Develop public and private management tools for addressing user conflicts
  - Increase funding for outdoor recreation law enforcement authorities to the nationwide average so that they may better enforce outdoor rules and regulations
- Continue to provide and enhance public access to Wisconsin recreational lands and waters by improving disabled accessibility for outdoor recreation facilities and promote the development of facilities using universal design standards
- Understand the threats and opportunities of Wisconsin's developing urban areas and areas of rapid population growth by developing trail networks that offer easy access from urban/suburban areas to rural areas
- Promote Wisconsin outdoor recreation as a means to better health and wellness
  - Encourage individuals, workplaces, community groups, and schools to become physically active by promoting programs such as the Governor's Wisconsin Challenge program
  - Develop a "Get Fit with Wisconsin" campaign for public lands and waters that touts the health benefits of recreation and reaches a wide audience of potential users
  - Educate the public about the health benefits of moderate and enjoyable physical activities such as walking, biking, and nature study
  - Start a dialogue between public outdoor recreation providers and health agencies to identify other (non-traditional) funding sources for recreational facilities and development

### **Federal Highway Administration Transportation Policy**

In 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was signed into law. SAFETEA-LU is the successor legislation to the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) and the 1998 Transportation Equity Act for

the 21<sup>st</sup> Century (TEA-21). SAFETEA-LU authorizes Federal surface transportation programs for highways, highway safety, bicycle and pedestrian programs, and transit for the 5 year period 2005-2009.

Federal transportation policy promotes the increased use and safety of bicycling and walking as transportation modes. The National Bicycling and Walking Study, published by the U.S. Department of Transportation, translates this policy into two specific goals:

- Double the current percentage (from 7.9% to 15.8%) of total trips made by bicycling and walking
- Reduce by ten percent the number of crashes involving bicyclists and pedestrians

Bicycle and pedestrian ways shall be established in new construction and reconstruction projects [near] or within all urbanized areas unless one or more of three conditions is met:

- The bicycle and pedestrian facilities would be contrary to public safety
- The cost of establishing bikeways or sidewalks would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined as exceeding 20 percent of the cost of the larger transportation project
- The scarcity of population or other factors indicate an absence of need

Even if the design of the project meets one or more of these conditions, the project must still go ahead in a way that allows for the future construction of bicycle and pedestrian facilities, and the design of intersections and interchanges shall accommodate bicyclists and pedestrians in a manner that is safe, accessible, and convenient. In addition, the Joint Statement encourages state and local agencies to adopt design manuals, relying on existing guides, such as the 1999 AASHTO *Guide for the Development of Bicycle Facilities* and approaches that have already worked in other agencies. It also identifies other actions that agencies can take to achieve the goal of accommodating bicyclists and pedestrians as an integral element of the transportation system.

### **Connections 2030: Wisconsin's Long-Range Transportation Plan**

WisDOT is currently developing a long-range transportation plan for the state, called Connections 2030. This plan will address all forms of transportation over a 25-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

## Available Pedestrian and Bicycle Programs

### WisDOT Pedestrian and Bicycle Transportation Program

WisDOT employs two full-time staff persons located at the central office whose duties and responsibilities include promoting and facilitating the increased use and improved safety of non-motorized transportation as part of the Pedestrian and Bicycle Transportation Program. WisDOT intends to prepare detailed Bicycle Facility Design Guidelines and Rural Bicycle Planning Guidance to further assist state and local bicycle planning and facility development efforts.

The other primary WisDOT bicycle/pedestrian program staff person manages the bicycle safety program with its public information, education, and enforcement activities. WisDOT also provides bicycle and pedestrian liaisons in each of its transportation region offices. The liaisons serve as a point of contact on matters involving the planning and design of bicycle and pedestrian facilities.

### Safe Routes to School

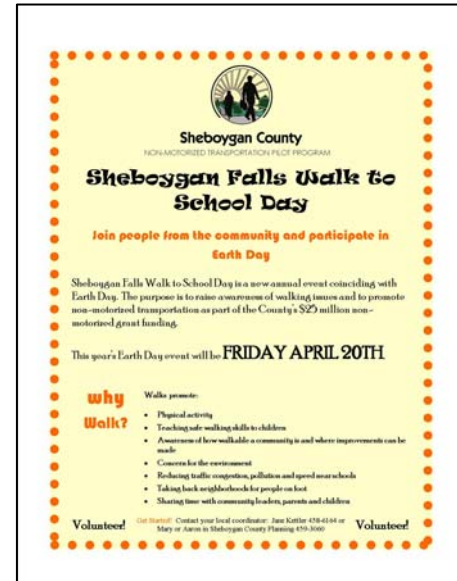
The Federal and State Safe Routes to Schools (SRTS) programs support a wide variety of programs and projects from building safer street crossings to establishing programs that encourage children and their parents to walk and bicycle safely to school. The Wisconsin SRTS program provides funding for planning, infrastructure, and non-infrastructure projects within two miles of an elementary or middle school, kindergarten through eighth grade. The State's SRTS program promotes:

- **Safer routes** - One of the reasons parents do not allow their children to walk and bicycle to school is because the routes to school are too dangerous. Problems such as incomplete, poorly maintained or missing sidewalks and trails, congested streets, and lack of traffic calming devices in the vicinity of schools discourage walking and biking to school. SRTS programs help communities fix these problems in order to create safer routes so parents are comfortable allowing their children to walk and bicycle to school.
- **Healthier children** - In the past thirty years, the number of active children in the United States has decreased, and the number of overweight children has almost doubled. The American Heart Association recommends that children participate in at least 60 minutes of moderate to vigorous physical activity every day. One of the ways to achieve this goal is by getting students to walk and bicycle to school. SRTS programs encourage children to be more active by walking and biking to school.
- **Cleaner environment** - Emissions from cars pollute the air our children breathe and can cause serious health problems such as asthma and bronchitis. Motor vehicle use is now generally recognized as the source of more air pollution than any other single human activity. SRTS programs decrease the number of cars in the vicinity of schools, thereby creating a cleaner environment.

Potential SRTS task force members include:

- School principal
- Interested parents

- School Board member
- Representative of the Parent Teacher Organization/Association
- One to two teachers such as a physical education teacher
- Health teacher or nurse
- School transportation coordinator
- Neighborhood association member
- Local transportation or traffic engineer
- Representative from local police department
- Local bicycle and pedestrian club or advocacy group representative
- City Council president or elected official that represents the neighborhood
- Staff of local health department
- Local Metropolitan Planning Organization (if applicable)
- Representative from local business



This section is summarized from the WisDOT SRTS web site. Please visit <http://www.dot.wisconsin.gov/localgov/aid/saferoutes-toolkit.htm> for additional detail on the program.

### Safety Town

Safety Town features a child-sized “town” complete with miniature buildings, streets signs, crosswalks, cars, traffic lights, and railroad crossings. Through hands-on and classroom activities, students learn safety lessons such as bicycle safety, bus safety, fire prevention safety, playground safety, railroad safety, water safety, and information on how to stay safe around animals and strangers, and poison protection. In many of the 1,500 communities that run a Safety Town, the program is seen as a collaborative community effort involving local business, industry, school officials, civic organizations, parents, teens, and senior citizens.

<http://www.safetylca.org/OSHA-Safety-Training.asp?loc=i>

### StreetShare

The StreetShare program educates and encourages motorists about their responsibility to allow pedestrians to cross the street at a crosswalk, to drive within the speed limit, and to share the road with pedestrians, bicyclists, and other users. StreetShare is a partnership between public and private organizations. The partners of StreetShare lead by example by allowing pedestrians to cross the street at crosswalks, driving within the speed limit, and sharing the road with bicyclists and other users. Through the actions of the partnership, the streets have become safer for pedestrians.

Sheboygan County will consider forming a partnership with this group to further the goal of becoming a pedestrian-friendly community.

StreetShare pledges to:

- Stop to let people cross the street. Many people do not understand that the law requires them to yield the right-of-way to pedestrians at a crosswalk
- Drive within the speed limit, maybe slower, never faster
- Watch for and take care when passing people on bicycles
- Obey all laws and treat all other road users with courtesy and respect

Currently Sheboygan County does not participate in this partnership. The County should become a partner in this effort to improve the pedestrian environment. Additional information is available at <http://www.streetshare.org/StreetShare-Partner-Programs.html> .

### **Green & Healthy Schools Program**

Green & Healthy Schools is a web-based, voluntary program available to all public and private elementary, middle, and high schools in Wisconsin. The program encourages teachers, staff, students, and parents to work together to use the school, its grounds, and the whole community as learning tools to teach, promote, and apply healthy, safe and environmentally sound practices. Green & Healthy Schools is an integrated program that addresses many of the same issues as Safe Routes to School, such as transportation alternatives, improved air quality, a safe transportation environment, and community involvement. Small grants are available for schools that show a commitment towards these goals. Detailed program information is available at

<http://www.dnr.state.wi.us/org/caer/ce/greenSchools/>

### **Pedestrian Safety Campaign Planner**

The FHWA's Pedestrian Safety Campaign Planner consists of a toolkit of customizable outreach materials suitable for the County. The threefold purpose of the FHWA's campaign is to:

- Sensitize drivers to the fact that pedestrians are legitimate road users and should always be expected on or near the roadway
- Educate pedestrians about minimizing risks to their safety
- Develop program materials to explain or enhance the operation of pedestrian facilities, such as crosswalks and pedestrian signals

The Pedestrian Safety Campaign Planner includes materials designed for use in television, radio, cinema, and print advertising. Some of the materials included are available in both English and Spanish. The County should take advantage of these materials, which are available at no cost. Materials and program information are available at:

[http://safety.fhwa.dot.gov/local\\_program/pedcampaign/guide.htm](http://safety.fhwa.dot.gov/local_program/pedcampaign/guide.htm)

## **Pedestrian Safety Road Show**

WisDOT has developed a Pedestrian Safety Road Show. Recently, a walking audit was added to the Road Show and successfully piloted as the Walkable Communities Workshop by the Southeastern Wisconsin Regional Planning Commission. The resulting Walking Workshop incorporates both a walking audit and an action planning component intended to maximize local public involvement and the funding investment. The Walking Workshop report can be used to support requests for pedestrian based policy changes, programs, projects, and financial commitment of local and state agencies, for engineering, enforcement, education, and encouragement.

The Walking Audits are an enjoyable and effective way to engage community members, professional staff, elected officials, and other stakeholders when analyzing and planning pedestrian systems. Walking Audits also provide planners, engineers, and decision-makers with a walker's-eye view of the world, a view that often holds a number of "surprises" that cannot necessarily be predicted from conventional data analysis in pedestrian planning.

Walking Audits work because they allow stakeholders to "show" the immediacy of their concerns rather than just "tell" them to planners. Accommodating a broad representation of stakeholders is essential. Groups performing a walking audit typically consist of seniors and students, elected officials and commuters, neighbors and engineers. A Walking Audit usually lasts about 3 to 4 hours and can focus on specific geographic areas and/or specific issues. In order to be truly community-driven, it is important that the scope of any particular Walking Audit be defined by the participants.

Detailed information on the program can be found at:

[http://safety.fhwa.dot.gov/local\\_program/pedcampaign/guide.htm](http://safety.fhwa.dot.gov/local_program/pedcampaign/guide.htm)

## **Walkability Checklist**

The Walkability Checklist answers the question "How walkable is your community?" through intuitive questions and evaluation. In addition to the questions, the Walkability Checklist provides both immediate answers and long-term solutions to your neighborhood's potential problems.

The checklist can be downloaded at: <http://www.walkinginfo.org/walkingchecklist.htm>.

## **Reporting Pedestrian Hazards**

Communities across the Nation have gotten results when pedestrian hazards are reported online to either a pedestrian advocacy organization or a designated local agency. Pedestrian hazards such as broken sidewalks, speeding traffic, and faded crosswalks have gotten attention when they were reported to the responsible authorities.

Detailed information can be found at: <http://www.peds.org/takeaction.htm>

## **Bicycle-Specific Education and Encouragement Programs**

Currently, there are a number of bicycle education programs being implemented or have been successfully conducted by WisDOT, the Bicycle Federation of Wisconsin, and local service

organizations. The County's Planning & Resources Department, Highway Department, and Sheriff's Department are positioned to take the lead in facilitating bicycle education throughout the County with the wide variety of organizations that offer bicycle educational programs. These education programs are described in the following section.

### **Bicycle Safety Action Guide and Other Wisconsin Department of Transportation Materials**

The WisDOT materials are compiled into a Bicycle Safety Action Guide. The Bicycle Safety Action Guide is designed to assist Wisconsin communities in improving bicycle safety and includes information on the extent of the bicycle injury problem, crash causes, special safety problems, coordinated community strategies, safety courses, helmet promotion, and strategies for engineering/planning, enforcement, emergency response, and evaluation.

A variety of bicycle safety brochures and other materials are also available through the WisDOT, Bureau of Transportation Safety. The current list is available at :

<http://www.dot.wisconsin.gov/safety/index.htm>

### **BikeEd**

League Cycling Instructors (LCIs) offer courses to suit the needs of any cyclist. Certified, insured, and equipped to teach anything from basic skills to college level courses, LCIs are the experts in bicycle education and safety. Currently, the courses offered by LCI include: Road I, Road II, Commuting, Motorist Ed, Kids I, and Kids II.

### **Teaching Safe Bicycling Workshops**

The WisDOT Bureau of Transportation Safety conducts an instructor course for adults interested in teaching bicycle safety to children. The course consists of:

- Finding out how children differ from adults as bicycle riders and how the crashes they get into are different
- Learning to develop and organize a successful child rider training event in the community
- Learning how to work with service organizations, schools, community leaders, media, and law enforcement to assure safe riding in the community
- Understanding state-of-the-art skills related to safe bicycle riding and tips on how to teach hazard avoidance to children
- Experiencing hands-on hazard identification in bicycle riding areas and identifying who to work with to eliminate or correct these hazards
- Sharing successful teaching methods of bicycle trainers working with children

## **Bicycle Rodeos**

A Bicycle Rodeo is typically a bicycle safety clinic featuring bicycle safety inspections (and optionally quick tune-ups) and a 10 to 15 minute safety lecture about the rules of the road followed by a ride where young cyclists are shown how to apply the rules. Part of the bicycle rodeo includes helmet fitting, prizes, and drawings. The main focus of a bicycle rodeo is bicycle safety for young cyclists, whose ages range from 5 to 14.

## **Bikeability Checklist**

The Bikeability Checklist asks participants to evaluate a community's bikeability through intuitive questions and evaluation. The Bikeability Checklist provides both immediate answers and long-term solutions to a neighborhood's potential problems.

## **Future Wisconsin Department of Transportation Pedestrian and Bicycle Education Programs**

The Wisconsin Department of Transportation has shown a commitment to pedestrian and bicycle safety by budgeting monies for public information and education, education and training, community pedestrian and bicycle programs. The communities of Sheboygan County should assist and participate in these efforts where possible.

- Public Information
  - Work with partners (Safe Routes to School, Bicycle Federation of Wisconsin, Wisconsin Walks, Governor's Bicycle Coordinating Council, etc.) to add information and up-to-date current information which is useful, making sure all needs are met
  - Target information to the correct audiences
  - Put information on websites to reduce production costs
  - Revise information that is critical to education, including adding foreign language versions of training information
  - Work with Driver's Education Programs to ensure beginning drivers receive the correct pedestrian/bicycle training
  - Continue to work with Division of Motor Vehicles, the American Automobile Association, law enforcement, and other programs that educate veteran motorists on pedestrian and bicycle laws
  - Update and target school bus safety information
- Education and Training
  - Schedule Teaching Safe Bicycling workshops for teachers, youth organizations, law enforcement, and other individuals who instruct bicycle training courses.
  - Work with school districts and law enforcement departments to include the Basics of Bicycling training.

- Expand 2-day Bicycle/Pedestrian Safety training for engineers and planners to combined groups of local government and Wisconsin Department of Transportation staff.
- Community Pedestrian and Bicycle Programs
  - Assist local communities in the organization and implementation of Walking Workshops.
  - Encourage and work with local communities and organizations to hold bicycle training courses and rodeos.
  - Model Sheboygan County programs on efforts such as the Milwaukee Older Pedestrian Safety neighborhood model based on Walking Workshops, facilities mapping, and the StreetShare program, where applicable.

## APPENDIX A: MAPS

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## APPENDIX B: POTENTIAL FUNDING SOURCES

The Wisconsin Department of Transportation offers funds that it receives from the federal government to provide a variety of improvement programs, including transportation enhancements and STP- Discretionary programs. There is also the Congestion Mitigation and Air Quality Program (CMAQ). These programs are designed to fund projects that increase multi-modal transportation alternatives and enhance communities and the environment. Funding assistance is typically 80% reimbursable with the required 20% match provided by the local government agency. There is also opportunity for donated labor and materials to count toward the 20% match, if certain conditions are met. Available funding programs are shown below in Table 3.

**Table 4. Potential State/Federal Funding Sources**

| Program  | Purpose  | Funding Details  | Approval Date | Notes  | Administering Agency                            |
|--|--|--|---------------|--|---|
| <b>Federal Recreation Grant Programs - - Incorporates LAWCON and NRTA (see below)</b>                |  |  |               |  |   |
| Land and Water Conservation Funds (LAWCON)   | To acquire and develop public outdoor recreation areas and facilities  | Up to 50% match per project: dependent on availability of Federal funds                                    | May 1         | A comprehensive outdoor recreation plan is required to participate   | Wisconsin Department of Natural Resources (DNR) |
| National Recreational Trails Act (RTA)   | To provide funds for the development and maintenance of recreational trails and related facilities for both motorized and non-motorized uses | Part of TEA 21; up to 50% cost sharing assistance; approx. \$300,000 per year dependent on federal funding | May 1         |  | DNR   |
| <b>Wisconsin Stewardship Program - Incorporates ADLP, UGS, URGP, and Trails Programs (see below)</b> |  |  |               |  |   |
| Aids for the Acquisition and Development of Local Parks (ADLP)                                       | To acquire or develop outdoor recreation areas   | \$4,000,000 per year statewide; up to 50% match per project  | May 1         | A comprehensive outdoor recreation plan is required to participate; priority for land acquisition projects | DNR   |
| Urban Green space Program (UGS)  | To acquire land to provide natural space within or near urban areas or to protect scenic or ecological features                              | \$1,600,000 per year statewide; up to 50% match per project  | May 1         | A comprehensive outdoor recreation plan is required to participate   | DNR   |

Table 4. Potential State/Federal Funding Sources

| Program  | Purpose  | Funding Details  | Approval Date | Notes  | Administering Agency  |
|--|--|--|---------------|--|---|
| Urban Rivers Grant Program (URGP)                    | To acquire lands, or right in lands, adjacent to urban rivers for the purpose of preserving or restoring them to economic revitalization or outdoor recreation activities. Also pays for development of trails and parks near urban rivers | \$1,600,00 statewide in FY 2003; up to 50% match per project   | May 1         | A comprehensive outdoor recreation plan is required to participate                               | DNR   |
| Statewide Transportation Enhancements Program (TE)   | Promotes activities that enhance a transportation project, including providing pedestrian and bicycle facilities, acquiring scenic easements, and preserving abandoned railway corridors   | \$6,250,000 statewide FY 2003; part of SAFETEA-LU requires at least 20% local match per project  | January       | In past, only projects costing \$12,500 and above were eligible                                  | Wisconsin Department of Transportation<br>Bureau of Transit and Local Roads |
| Surface Transportation Discretionary Program (STP-D) | For projects that foster alternatives to single-occupancy vehicle (SOV) trips  | Part of SAFETEA-LU; requires at least a 20% local match per project  | Pending       | Not funded for '04-'05 biennium. In past, only projects costing \$12,500 and above were eligible | Wisconsin Department of Transportation<br>Bureau of Transit and Local Roads |
| Congestion Mitigation Air Quality                    | For areas not meeting federal air quality standards. Funds projects that meet criteria for improving air quality   | \$12,500 minimum for TE program is \$100,000 for CMAQ capital projects and \$25,000 minimum, \$32,500 total for non-capital projects, \$11.6 million total available |               | Recent changes to types of eligible projects   | Wisconsin Department of Transportation                                      |
| Non-Motorized Transportation Pilot Program           | Develop interconnected network or pedestrian and bicycle transportation facilities   | Part of SAFETEA-LU 100% Federal  | Rolling       |  | Sheboygan County Department of Planning and Resources                       |
| NHTSA: Section 402 Highway Safety Funds              | Bicycle and pedestrian education and enforcement projects; non-construction projects   | Up to \$1,000 for bicycle safety programs or \$3,000 for bicycle safety law enforcement  | Fall          |  | Wisconsin Department of Transportation<br>Bureau of Transportation Safety   |

Source: *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996 with updates in 2007 by the consultant team*

## GLOSSARY OF TERMS

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The following are working definitions used during the process to develop the Sheboygan County Non-Motorized Transportation Plan. The working definitions were developed to prevent misunderstandings or misconceptions that can arise over the course of a public pedestrian and bicycle planning process. The definitions are from a variety of sources unless specifically referenced.

**ADT:** Average Daily Traffic; the measurement of the average number of vehicles passing a certain point each day on a highway, road or street.

**AMERICANS WITH DISABILITIES ACT (ADA):** 1990 Federal law establishing the civil rights of people with disabilities. Prohibits discrimination against people with disabilities and requires common places used by the public to provide an equal opportunity for access.

**ARTERIAL (STREET):** A street designated to carry traffic, mostly uninterrupted, through an urban area or to different neighborhoods within an urban area.

**BICYCLE ACCOMMODATIONS:** An all-inclusive class of improvements that typically enhance roadway facilities for bicycling. Accommodations include not only bikeways, but other improvements as well, such as paved shoulders and wide curb lanes.

**BICYCLE FACILITIES:** A general term denoting improvements and provisions made by public agencies to accommodate or encourage bicycling, including parking and storage facilities, mapping all bikeways, and shared roadways not specifically designated for bicycle use. (Source: AASHTO Bicycle Guidelines).

**BICYCLE NETWORK:** A system of public bicycle facilities that can be mapped and used by bicyclists for transportation and recreational purposes.

**BICYCLE PATH:** A bikeway physically separated from motorized vehicular traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way; often referred to as a trail or multi-use path.

**BICYCLE ROUTE MAP:** A map that consists of Bicycle Lanes and Shared-Use Paths or Bicycle Ways that have been designated by Sheboygan County as being suitable for identification by the appropriate signs and pavement markings as a bicycle route. (Section 340.01(5m) Wisconsin Statutes and Annotations)

**BICYCLE ROUTE SYSTEM:** A system of bikeways designated by the jurisdiction having authority with appropriate directional and informational markers, with or without specific bicycle route number. Bicycle routes should establish a continuous routing, but may be a combination of any and all types of bikeways. (Source: AASHTO Bicycle Guidelines)

**BIKE LANE:** A portion of a roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

**BIKEWAY:** A generic term for any road, street, path, or way which in some manner is specifically designated as being available for bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or to be shared with other transportation modes.

(Source: AASHTO Bicycle Guidelines)

**COLLECTOR (STREET):** A street designated to carry traffic between local streets and arterials or from local street to local street.

**CORRIDOR:** A proposed general linear location. The final placement of a pedestrian or bicycle facility may be anywhere within the corridor boundary. For purposes of this Plan, a corridor may extend up to 1/4 mile on either side of the street name identifier of the corridor.

**CROSS SECTION or TYPICAL CROSS SECTION:** Diagrammatic presentation of a highway profile at right angles to the centerline at a given location.

**CROSSWALK:** Portion of a roadway designated for pedestrian crossing, marked or unmarked. Unmarked crosswalks are the natural extension of the shoulder, curb line, or sidewalk.

**CURB RAMP:** A combined ramp and landing to provide access between street level and sidewalk level, usually at intersections or designated crosswalks. ADA accessible ramps must achieve particular design requirements including a running grade no steeper than 1:20. Curb ramps are intended to provide street/sidewalk access to all types of pedestrians and bicyclists who may be legally using the sidewalk or crosswalk.

**DETECTABLE WARNING:** A standardized surface feature built in or applied to walking surfaces or other elements to warn people who are blind or visually impaired of specified hazards.

**ENGINEERING, EDUCATION, ENCOURAGEMENT, AND ENFORCEMENT:** Commonly referred to as the 4 E's, these subjects are thought of as the hallmarks for any good pedestrian or bicycle plan.

**GRADE SEPARATION:** The vertical separation of conflicting travel-ways with a structure.

**GRADE:** A measure of the steepness of a roadway, bikeway, or walkway, expressed in a ratio of vertical rise per horizontal distance, usually expressed in terms of percent; such as, a 5% grade equals 5 feet of rise over 100 feet of horizontal distance.

**HIGHWAY:** A general term denoting a public way for purposes of travel, including the area within the right-of-way. Used primarily in reference to public ways in rural settings.

**HIKING:** Short duration (community oriented) pleasure walking or longer duration walking/backpacking.

**INTERSECTION:** The crossing of two or more highways or bikeways.

**ISTEA:** The Inter-modal Surface Transportation Efficiency Act.

**LOCAL STREET:** A street designated to provide access to and from residences or businesses.

**MEDIAN REFUGE:** An area within an island or median that is intended for pedestrians to wait safely away from travel lanes for an opportunity to continue crossing the roadway.

**MODE:** A particular form of travel such as walking, traveling by automobile, traveling by bus, traveling by bicycle, or traveling by train.

**MULTI-USE PATH:** A path physically separated from motor vehicle traffic by an open space or

barrier and either within a highway right-of-way or within an independent right-of-way used by bicyclists, pedestrians, joggers, skaters, and other non-motorized travelers.

MUTCD: The "Manual on Uniform Traffic Control Devices" approved by the Federal Highway Administration as a national standard for placement and selection of all traffic control devices on or adjacent to all highways open to public travel.

PAVEMENT MARKINGS: Painted or applied lines or legends placed on a roadway surface for regulating, guiding, or warning traffic.

PEDESTRIAN FACILITY: A facility provided for the benefit of pedestrian travel, including sidewalks, crosswalks, signs, signals, illumination, and benches.

RIGHT-OF-WAY: A general term denoting acquired interests or rights in land (either all or partial) that are necessary to build, maintain, and operate a highway facility. It is not just a fee interest or permanent highway interest, but encompasses all necessary rights of both a permanent and temporary nature. (Source: Sheboygan County Highway Department Right-of-Way Policy)

SHARED ROADWAY: A roadway that bicyclists and motorist share the same travel lanes. (Wisconsin Department of Transportation Facilities Development Manual)

SHARED-USE PATH: Referred to as a Bicycle Way in the Wisconsin Statutes, any path or sidewalk or portion thereof designated for the use of bicycles and electric personal assistive mobility devices by Sheboygan County (Section 340.01(5s) Wisconsin Statutes and Annotation) and serves usually two-way traffic as well as pedestrians. (Wisconsin Department of Transportation Facilities Development Manual)

SHOULDER: The portion of a highway that is contiguous to the travel lanes provided for pedestrians, bicyclists, and emergency use by vehicles along with lateral support of base and surface courses.

SIDEWALK: The portion of a highway or street right-of-way designed for preferential or exclusive use by pedestrians. (Source: AASHTO Bicycle Guidelines)

SIGHT DISTANCE: The distance a person can see along an unobstructed line of sight.

STREET: A general term denoting a public way for purposes of travel in an urban setting.

TRAFFIC CONTROL DEVICES: Signs, signals, or other fixtures, whether permanent or temporary, placed on or adjacent to a travel-way by authority of a public body having jurisdiction to regulate, warn, or guide traffic.

TRAFFIC VOLUME: The given number of vehicles that pass a given point for a given amount of time (hour, day, year). See ADT.

**TRAIL CORRIDOR:** A term indicating the general location of a desired trail route.

**TRAIL:** A multi-use path that is physically separated from motorized vehicular traffic by open space describing any route which is intended for use by bicyclists, equestrians, hikers, or joggers.

**WALKWAY:** A transportation facility built for use by pedestrians, including persons in wheelchairs. Sidewalks include sidewalks, paths, and paved shoulders.

**WIDE OUTSIDE CURB LANE:** A wider than normal curbside travel lane that is provided for ease of bicycle operation where there is insufficient room for a bicycle lane or shoulder bikeway.

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