

## CHAPTER 5 – TRANSPORTATION

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### INTRODUCTION

Over the last several decades, the term transportation has become synonymous with streets and highways, as our transportation system has been moving towards automobile-orientated infrastructure. Although streets and highways are components of a transportation system, they are just that – components. A truly comprehensive and balanced transportation system includes planning for multi-modal transportation that can be conveniently and safely used by the young, old, and everyone in between. This mobility requires the need for good infrastructure that includes: roadways, transit, trails, bicycles, and other modes.

The trend over the last several years has been toward the creation of automobile-oriented transportation systems that are characterized by a strict separation of land uses (residential from commercial, commercial from industrial, etc.), a lack of convenient connections between these uses, large parking lots situated between streets and buildings, wide streets that do not have sidewalks on either side, and other features that force people to drive to and from all of their destinations because other transportation modes are not practical. In many places, these land use and transportation facility decisions have created a dependency on the automobile so significant that the communities feel they have no choice but to continue building, rebuilding, and expanding their street and highway systems so they can continue to function. In addition to being very expensive to build and maintain, these systems make traveling very difficult for people who cannot drive. These types of transportation systems also force elderly people and others who might prefer not to drive to continue using their cars out of fear of losing their independence. Sheboygan County would like to see a mode shift, and looks to make this mode shift by building infrastructure that will make bicycling and walking more safe and efficient as connections are made between the current infrastructure.

In order to ensure safety and efficiency, the transportation system needs to be effectively managed and maintained. While planning for the location and density of future developments, priorities need to be set and evaluated for their impact on the transportation system. Poor maintenance and missed opportunities cost the County in the long run. The County will benefit from continual improvements to the transportation system.

This element contains an inventory of the transportation network and transportation plans in Sheboygan County and establishes some of the methods of creating a comprehensive and balanced transportation system that serves everyone. The *Sheboygan County's Comprehensive Bicycle and Pedestrian Plan* serves the purpose of identifying needs and places for bicycle and pedestrian facilities, while other plans like *Connections 2030*, help to identify and make recommendations for multi-modal transportation in Sheboygan County. Having a multi-modal transportation system with high quality public transit, bicycle, pedestrian, arterial street, and highway elements adds to the quality of life of Sheboygan County residents. The multi-modal elements help support and promote the expansion of the County's economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the County's natural environment, and minimizing disruption of both the natural and manmade environment.

**INVENTORY OF TRANSPORTATION FACILITIES**

**Streets and Highways**

Sheboygan County currently contains one interstate highway (Interstates are owned by the state and are considered a “state highway”), seven state highways, several county trunk highways (CTH), and many local streets. These streets and highways are currently the primary means of reaching the County’s residential, commercial, industrial, and other destinations. Sheboygan County has 451.02 miles of roads under its jurisdiction, while the municipalities have 936.99 miles under their own jurisdictions. Table 5-1 shows the County and municipal jurisdictional mileage for each municipality in Sheboygan County. Map 5-1 shows all the roads in Sheboygan County.

**Table 5-1: County and Municipal Road Mileage, 2008\***

<b>Municipality</b>	<b>County Jurisdiction</b>	<b>Municipal Jurisdiction</b>	<b>Total Miles</b>
Town of Greenbush	29.63	52.49	82.12
Town of Herman	24.38	41.98	66.36
Town of Holland	38.87	54.70	93.57
Town of Lima	40.29	35.62	75.91
Town of Lyndon	31.81	30.41	62.22
Town of Mitchell	37.44	32.61	70.05
Town of Mosel	15.46	27.86	43.32
Town of Plymouth	31.31	41.43	72.74
Town of Rhine	31.72	44.55	76.27
Town of Russell	10.15	20.07	30.22
Town of Scott	28.40	40.27	68.67
Town of Sheboygan	11.96	49.32	61.28
Town of Sheboygan Falls	30.26	41.94	72.20
Town of Sherman	26.44	35.13	61.57
Town of Wilson	27.22	39.56	66.78
<b>Town Total</b>	<b>415.34</b>	<b>587.94</b>	<b>1003.28</b>
Village of Adell	1.97	2.26	4.23
Village of Cascade	1.03	3.44	4.47
Village of Cedar Grove	2.06	10.30	12.36
Village of Elkhart Lake	2.32	5.83	8.15
Village of Glenbeulah	2.36	2.98	5.34
Village of Howards Grove	1.82	16.34	18.16
Village of Kohler	3.66	18.75	22.41
Village of Oostburg	3.30	17.02	20.32
Village of Random Lake	1.80	11.20	13.00
Village of Waldo	0.34	2.96	3.30
<b>Village Total</b>	<b>20.66</b>	<b>91.08</b>	<b>111.74</b>
City of Plymouth	3.80	39.43	43.23
City of Sheboygan	8.03	187.57	195.60
City of Sheboygan Falls	3.19	30.97	34.16
<b>City Total</b>	<b>15.02</b>	<b>257.97</b>	<b>272.99</b>
<b>County Total</b>	<b>451.02</b>	<b>936.99</b>	<b>1388.01</b>

Source: WisDOT, WISLR \*Note: This mileage is subject to change and is just a snapshot in time.

**[Map 5-1: Air, Land, & Water Transportation]**

The County has 44 County Trunk Highways. These roads are labeled with letters and are the County's responsibility for all road related projects, including reconstruction, resurfacing, snow plowing, etc. Some of the CTH are less than a mile in length, while others cover several miles and are situated throughout much of the County. Sheboygan County has a larger proportion of CTHs on its road network relative to other counties. Map 5-1 shows all the CTHs.

## **Other Streets and Highways and their Programs**

### **Roundabouts**

Roundabouts are becoming more common in the U.S. because they provide safer and more efficient traffic flow than standard intersections. By keeping traffic moving one-way in a counterclockwise direction, there are fewer conflict points and traffic flows smoothly. Crash statistics show that roundabouts reduce fatal crashes about 90 percent, reduce injury crashes about 75 percent, and reduce overall crashes about 35 percent, when compared to other types of intersection control. When driving a roundabout, the same general rules apply as for maneuvering through any other type of intersection. Sheboygan County has seven roundabouts throughout the County and one rotary. These roundabouts are located at the I-43 on and off ramps at STH 42, Vanguard Drive and STH 42, CTH Y and STH 42, CTH JJ and STH 42, Superior Avenue (STH O), Wilgus Avenue, and 40<sup>th</sup> Street, and STH 32 and STH 28. The rotary is located at Indiana Avenue, South Pier Drive, and 8<sup>th</sup> Street. At least one more roundabout at Weeden Creek Road (EE) and South Business Drive will be constructed in 2010. There is a possibility additional roundabouts could be built in the coming years in Sheboygan County.

### **Rustic Roads**

The Wisconsin Legislature established the Rustic Roads program in 1973 to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads. Sheboygan County has one roadway labeled as a rustic road. County Road S beginning at the intersection of WIS 23 north to the Town of Glenbeulah is also known as Rustic Road 63. This road is 2.4 miles in length and some portions are gravel. County Road S rests on the remains of glacial sand and stone - some 10,000 years old. Winding north from WIS 23, one can see the remains of old farmland being reclaimed by the trees and shrubs since glacial soil made farming difficult. The last portion of the road runs through old forest and steep Kettle Moraine hills and curves.

### **Scenic Byways Program**

A 1999 state law (Wisconsin Act 9) directed the Wisconsin Department of Transportation (WisDOT) to develop and administer a state Scenic Byways program. The program is a cooperative effort between local communities and WisDOT to identify and promote state highway corridors with scenic and/or historical attributes that provide travelers an enjoyable visual, educational and recreational experience. There are no scenic byways in Sheboygan County.

### **Adopt-a-Highway Program**

The Wisconsin Department of Transportation initiated the Adopt-A-Highway program to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on approximately a two mile segment of state highway. The group picks up litter on this segment at least three times per year between

April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. Work is permitted until the group notifies the department of their intent to abandon their segment. There are many road segments in Sheboygan County that have been adopted by local organizations. Their continued support is needed, as they help reduce litter along Wisconsin's highways, build statewide support for the anti-litter and highway beautification programs, educate the traveling public to properly dispose of litter, enhance the environment, and beautify Wisconsin's roadsides.

### **Transit**

There is no public transit service provided by the County; the City of Sheboygan provides transit service to the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler. There are eight bus routes, but three of these routes operate north and south lines, bringing the total to 11 routes that traverse the City of Sheboygan and surrounding areas. One of the routes extends from the City of Sheboygan through the Village of Kohler to the City of Sheboygan Falls. Map 5-2 shows these public transit routes. During the school year, additional buses are put into service to provide neighborhood access to area schools. These buses are also open to the public and stop at transit bus stops. The cash fare for the bus routes varies depending on the time of day and the day of the week. More information on fares can be found at the Sheboygan Transit website, which is <http://www.sheboygantransit.com/>.

The routes remain fairly constant, with minor changes to the routes being made on an ongoing basis. Every five years, a Transit Development Program (TDP) is completed in which major route changes may occur.

Sheboygan Transit added bike racks to all their buses in 2008, through the Nonmotorized Transportation Pilot Program (NMTTP). This enables people to bike to the bus stop, ride the bus, and then bike elsewhere after getting off the bus. Expansion of the public transit system may be needed as growth continues to occur. One area that may be the first to see expansion of the transit system is the Town of Sheboygan.



### **Elderly and Disabled Transportation**

Elderly and disabled transportation systems are those programs that provide rides through scheduled bus services with paid or volunteer drivers, and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the County are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department's Aging and Disability Resource Center (ADRC) and the City of Sheboygan Transit. Long-distance medical transport options include Oostburg Ambulance, Orange Cross Ambulance, Plymouth Ambulance, and Random Lake Ambulance. There are two wheelchair accessible transportation providers: Regional Transit Connection and Wheelchair Taxi. Some other means of transportation that that elderly and disabled can use include Crabby Cabby, Comfort Keepers, Home Instead, Plymouth City Taxi, Sheboygan City Taxi, Sheboygan County Volunteer Driver Program, and Tender Hearts Senior Care.

**[Map 5-2: Sheboygan Transit System]**

Sheboygan County and the City of Sheboygan provide a shared service known as Regional Transit Connection (RTC). There are two separate services that are provided through RTC: the Sheboygan County Elderly and Disabled Transportation and the Paratransit Service for people with disabilities. The paratransit service is required by the American with Disabilities Act (ADA) and is meant to be complementary to the Sheboygan Transit fixed-route bus system. This service provides transit service to areas within three-fourths of a mile of a fixed bus route in the City of Sheboygan, Village of Kohler, and City of Sheboygan Falls. In 2008, the fare for this service was \$3.00 for each one-way trip on weekdays, and \$2.50 on weeknights and Saturdays. For the most updated information on fares, please contact the RTC.

The Sheboygan County Elderly and Disabled Transportation service provides safe, reliable, and affordable means of transportation, serving any person 60 years old and older and any person with a disability (anyone under 60 must have a physician's authorization certification completed and approved before service can be provided). In January 2009, the County's fare was \$2.00 round trip for meal site trips and \$2.00 one-way for all other trips. Both of these services are operated by Sheboygan Transit and serve part of the County, including Oostburg, Plymouth, Sheboygan, Sheboygan Falls, the Town of Sheboygan, Kohler, and a few other locations. RTC operates eight buses that service the paratransit and elderly and disabled transportation programs. There are over 70,000 trips a year through RTC, and currently, seven to eight people are turned away daily because the service is at capacity. For more information on either program, please contact the RTC at 920-459-3420.

### **Intercity Bus Transportation**

In the past, nearly every small community in the state was connected by an intercity bus service, which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Unfortunately, intercity bus service suffered the same fate as passenger rail service; as intercity bus ridership decreased the routes ended service.

There are two intercity bus lines that run through Sheboygan. The first is the Indian Trail Bus Line. The route starts in Calumet, Michigan and stops in places like Houghton, Marquette, Escanaba, Marinette, Green Bay, Manitowoc, and Sheboygan. The route ends in Milwaukee, where it stops at the Intermodal Station, where passengers can ride the train or bus to Chicago. The fares for these routes vary depending upon the departure and destination cities. In 2008, a bus running south leaves Sheboygan at 6:30 in the morning, while a bus heading north leaves Sheboygan at 11:00 pm and travels, through the night, to the north.

The Jefferson Line runs from Minneapolis, Minnesota through St. Paul, Eau Claire, Chippewa Falls, Stanley, Wausau, Wittenberg, Shawano, Green Bay, Manitowoc, Sheboygan, and ends in Milwaukee. The bus running from Minneapolis arrives in Sheboygan between 2:00 and 4:00 in the afternoon depending upon the day, while the bus running to Minneapolis arrives at 11:30 in the morning. In the planning period, there may be a continued increase in intercity bus transportation.

### **Park and Rides**

Park and ride lots provide excellent locations to meet carpools or vanpools. Some park and ride lots have a bus stop located within or nearby and may be near a train depot as well. Sheboygan

County has three park and ride lots which are owned and maintained by the WisDOT. These lots are all located along the I-43 corridor. One is located near Oostburg and east of I-43 at County Road AA. This park and ride is light asphalt and has 30 parking spaces. The second is located at I-43 and County Road V and has 30 parking spaces as well. This park and ride is located near the south side of Sheboygan and is near the Kohler-Andrae State Park. The third park and ride is located at I-43 and State Highway 28. This park and ride is located near Deer Trace Shopping Center and has 45 parking spaces. All of these park and rides offer free parking.

### **Electronic Personal Assistive Mobility Devices (EPAMD)**

As of 2004, there were approximately 16,000 people in the U.S. who used electric powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Sheboygan County allows EPAMDs only on the Old Plank Road Trail, which is granted through Chapter 24 of the Sheboygan County Code of Ordinances. The City of Sheboygan prohibits persons from operating a bicycle, tricycle, or motor-driven vehicle on the North Pier or the South Pier. Most other municipalities in Sheboygan County have not passed regulations restricting their use, but may need to do so in the future.

### **Bicycle and Pedestrian Transportation**

The *Wisconsin Bicycle Transportation Plan 2020* identifies general bicycling conditions on state and county highways located within Sheboygan County. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. Sheboygan County has a variety of conditions for bicycling. State Highways 57 and 23 have mostly undesirable conditions for bicycling, with State Highways 42 and 28 have portions that are undesirable for bicycling. Many county highways have the best conditions for bicycling. Appendix 9 has a map with the overall bicycling conditions for Sheboygan County. The WisDOT Bureau of Planning is in the process of updating the overall bicycling conditions for Sheboygan County. Multi-modal trails, paths, bicycle lanes, paved shoulders, and pedestrian facilities located throughout the County are inventoried in Tables 5-2 through 5-6. *Connections 2030*, once adopted will take the place of the Bicycle 2020 Plan, and recognizes the complete streets concept, in that planners not only take into consideration the roads, but instead they take into consider all modes of transportation.

**Table 5-2: Shared-Use Trails\*\***

Name	Location	Length	Width
Greenbush Trail	Greenbush	0.3 mile	10 Feet
Kohler Trail System	Village of Kohler	3.6 miles	6 Feet
Interurban Trail	Village of Cedar Grove south to Ozaukee Co.	5.5 miles	10 Feet
Old Plank Road Trail	Various	16.5 miles	8 Feet to 10 Feet
Sheboygan Urban Recreation Trail	City of Sheboygan	6.94 miles	10-12 Feet

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

\*\* A shared-use path is defined as any path or sidewalk or portion thereof designed for the use of bicycles and electric personal assistive mobility devices by Sheboygan County and also serves usually two-way traffic from bicycles as well as pedestrians.

Source: Sheboygan County Pedestrian and Bicycle Comprehensive Plane 2035

**Table 5-3: Bicycle/Shared Roadways\***

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

\* A shared roadway is a roadway that bicyclists and motorist share the same travel lanes.

Source: Sheboygan County Pedestrian and Bicycle Comprehensive Plane 2035

**Table 5-4: Bicycle Lanes\***

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

\*A bicycle lane is a portion of a roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

Source: Sheboygan County Pedestrian and Bicycle Comprehensive Plane 2035

**Table 5-5:Paved Shoulders**

<b>Name</b>	<b>Location</b>	<b>Length</b>	<b>Width</b>
County Highway LS	From Eisner Avenue in the City of Sheboygan north to the Manitowoc County Line	8.1 miles	3-4 Feet
County Highway P	From Highway 23 to the Village of Glenbeulah	2.7 miles	3 Feet
County Highway Y	STH 23 north to STH 42	3.7 miles	4+ Feet
County Highway V	Interstate Highway 43 to CTH I	5.7 miles	3 Feet
STH 32	Cedar Grove to Howards Grove	14.1 miles	3 Feet
STH 42	Howards Grove to Manitowoc County Line	3.4 miles	3 Feet
STH 67	City of Plymouth south to Fond du Lac County Line	10 miles	3 Feet

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 be considered.  
 Source: Sheboygan County Pedestrian and Bicycle Comprehensive Plane 2035

**Table 5-6: Pedestrian Facilities**

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

Source: Sheboygan County Pedestrian and Bicycle Comprehensive Plane 2035

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 pedestrian 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. *Sheboygan County’s Pedestrian and Bicycle Comprehensive Plan 2035* details where there are existing sidewalks and shared-use paths, and identifies priority pedestrian gaps, and other pedestrian gaps in the cities and villages of Sheboygan County. For more information

on bicycle and pedestrian facilities within the County please review *Sheboygan County's Pedestrian and Bicycle Comprehensive Plan 2035*.

### **Old Plank Road Trail**

This is a popular 17 mile, American Planning Association award-winning trail, that accommodates bicyclists, runners, walkers, in-line skaters, horseback riders, moped users, Nordic skiers and snowmobilers on 8 to 10 feet of asphalt and 8 feet of turf. The trail runs parallel to State Highway 23 from Sheboygan, past the Village of Kohler, Sheboygan Falls, Plymouth, and on to historic Greenbush, where it links with the Ice Age Trail. This trail is located on the WisDOT right-of-way and is maintained by the Sheboygan County Planning and Resources Department.

The County is in the preliminary planning stages of a 5-mile extension of the trail to the Fond du Lac County line. This will be completed in conjunction with the expansion of State Highway 23, which is tentatively scheduled to begin in 2013 or 2014. Fond du Lac County also intends to develop the Old Plank Road Trail from the county line to the City of Fond du Lac; this would provide a connection to the City's trail network. The length of this trail provides great connections between the cities in Sheboygan County. WisDOT will provide the Old Plank Road Trail right-of-way and grade for the new section of trail in Sheboygan and Fond du Lac Counties.

### **Interurban Trail**

The Sheboygan County Interurban Trail runs from the Village of Oostburg south through the Village of Cedar Grove to the Ozaukee County line. The trail then extends all the way through Ozaukee County to Milwaukee County. This is a paved trail that runs 5.5 miles in the County. Motorized vehicles (including snowmobiles) are prohibited from using the Trail. It is thought that this trail will expand to reach the City of Sheboygan and the Old Plank Road Trail. This trail provides a north-south connection for Sheboygan County residents and will connect to other populated areas of the County once the Trail is extended. Funding for the extension of the trail from Oostburg to Sheboygan has not been obtained; until funding can be obtained, the extension will not occur. The next phase of the trail, from Sheboygan to Green Bay, has also been put on hold until the trail extends to Sheboygan. The actual route of the trail from Sheboygan to Green Bay has not been decided.

### **Snowmobile Trails**

Sheboygan County has 228 miles of public snowmobile trails, which are maintained by 16 clubs that make up the Northern Kettle Moraine Snowmobile Association. The County Planning Department works with these clubs to receive funding for the grooming of these trails. For a detailed snowmobile trail map visit <http://www.nkmsnow.com/map.html>.

### **All-Terrain Vehicle (ATV) Trails**

The hills, valleys and challenging terrain in some areas of Wisconsin were created by the action of glaciers many thousands of years ago and make riding an all terrain vehicle a very enjoyable experience. The rest of the state ranges from flat open fields to rugged wilderness. This glacial topography is what makes this area ideal for ATV riding. Currently there are between 6,000 and 10,000 miles of ATV routes/trails in Wisconsin, but there are no public ATV trails/routes in Sheboygan County. Private owners may have ATV trails, but none are public.

### **Equestrian Trails**

Horseback riders are welcome on more than 800 miles of trails in Wisconsin state parks, forests, recreation areas, and unsurfaced trails on former rail lines. Sheboygan County has a few equestrian trails. These include a trail 2.5 miles long in Kohler-Andrae State Park. Horses also have access to multiple trails in the Kettle Moraine State Forest-Northern Unit; there are also horse campsites in this state forest. Horse riding is also allowed along the 17-mile Old Plank Road Trail.

### **Rail Service**

There is no commuter rail service provided within Sheboygan County. There are railroad tracks that traverse the County and provide opportunities for businesses to ship their goods. The two rail service operators in Sheboygan County are Wisconsin and Southern Railroad and Union Pacific Railroad. The routes currently run primarily north and south, but there is talk of opening up the rail line between the City of Plymouth and the City of Sheboygan Falls or Village of Kohler. The route operated by Wisconsin & Southern Railroad operates on railroad track owned by the State. The portion of the tracks that WSOR operates begins in Saukville, in Ozaukee County, and passes through Random Lake, Adell, Waldo, Plymouth, Elkhart Lake, and WSOR operated railroad tracks end in Kiel. The Union Pacific Railroad operates many rail lines in Wisconsin. The portion of railroad in Sheboygan County operated by Union Pacific traverses from Milwaukee through Port Washington, Cedar Grove, and Sheboygan, and Union Pacific operates a small section from Kohler to Sheboygan. Union Pacific Railroad owned the rail line between Plymouth and Kohler, but has not operated seven miles of the track for over 20 years, and ceased operation of the other four miles of track between Kohler and Sheboygan Falls in 2006.

Sheboygan County belongs to the East Wisconsin Counties Railroad Consortium (EWCRC). This consortium is made up of representatives from Columbia, Dodge, Fond du Lac, Green Lake, Ozaukee, Washington, Winnebago, and Sheboygan Counties. The EWCRC works with WSOR, as well as WisDOT, to help pay for the rehabilitation and maintenance of the railroad lines that traverse through its member Counties. EWCRC also works with WSOR to help rehabilitate rail lines once they are acquired by WisDOT. In 2008, Sheboygan County's annual contribution to the EWCRC was \$25,000; this was an increase from previous years when the contribution was \$15,000. An annual contribution is required by the contract creating the consortium. If it is not paid, the County is deemed to have withdrawn from the EWCRC. EWCRC helped to rehabilitate the rail line running from the south through Random Lake and Plymouth and continuing to Kiel.

WisDOT is looking to acquire the rail line between Sheboygan Falls and Plymouth. EWCRC has been instrumental in gaining support for the acquisition of this rail line. Once all necessary upgrades and rehabilitation is complete, WSOR is looking to be granted the rights to operate the railroad track between Plymouth and Sheboygan Falls. This rail service would provide direct rail services to the four businesses that lost rail service and that are now forced to use alternative means of transportation. This rail line would need rehabilitation, but this is where the partnership of the EWCRC and WSOR become involved. They will share costs in the process of rehabilitation. Sheboygan County will see an added benefit with the reopening of the rail lines, and sharing the costs makes it economically feasible. The WisDOT completed an Economic Impact Analysis on the Plymouth-Kohler Rail Corridor in June 2006. This analysis helped to show how many businesses are suffering, and how the rail line can provide an economic boost to

that area. Map 5-1 shows all the railroad tracks in Sheboygan County, including some that are not being used, but may be used in the future.

### **Rails to Trails**

Rails to trails programs deal with converting the right of ways of unused or abandoned railroads into trails for use by pedestrians and/or bicyclists. Sheboygan County also encourages rails with trails programs, which allow trails to share use of railroad right-of-ways (ROW). Wisconsin has been a pioneer in using railways for trails. In 1965, Wisconsin was the first state to convert abandoned railway beds into recreational trails. There are some rails to trails opportunities in the County. A rails to trails project is going to begin in the City of Sheboygan on the old Union Pacific rail spur from Pennsylvania Avenue to Martin Avenue. This will create a trail approximately 1.67 miles in length. This project is being funded through the Nonmotorized Transportation Pilot Program. If railways are abandoned, rails to trails efforts should be made. If some railway ROWs are wide enough, rails with trails programs could also be explored.

### **Air Service**

The inventory of air transportation systems and facilities included both public airports that service the region, as well as private or semi-public airport facilities that service private commercial and recreational interests. The Wisconsin DOT Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

### **Regional Service**

The primary commercial-passenger and air freight service for residents of the County is provided by either General Mitchell International Airport located south of the City of Milwaukee or Austin Straubel International Airport located near the City of Green Bay. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 194 daily departures (plus 194 daily arrivals). Close to 90 cities are served nonstop or direct from Mitchell International. It is the largest airport in Wisconsin. The airport terminal is open 24 hours a day. Austin Straubel is served by four passenger airlines serving five destinations; Chicago, Detroit, Marquette, Milwaukee and Minneapolis. More than 2,400 travelers pass through Austin Straubel each day, and nearly 900,000 passengers utilized the facility in 2007. These services are considered adequate to meet the air travel needs of most residents of the County.

### **Local**

Sheboygan County Memorial Airport (SCMA) is owned by Sheboygan County. The SCMA is located at N6180 Resource Drive in the Town of Sheboygan Falls. SCMA is classified as a Transport/Corporate (T/C) airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wing spans less than 80 feet in length. The primary runway will be nearly 6,800 feet in length and 100 feet in width once the runway extension project is completed; this is scheduled to be completed in Summer 2009. The second runway is nearly 5,000 in length and 75 feet in width and is scheduled for upgrades in the coming years. Corporate charter and limited commuter services are available at the County's airport. This airport facility is capable of handling precision instrument approach operations. There is one fixed-based operator (FBO) at the airport. A FBO means any person, firm, corporation, or association carrying persons or property for hire or furnishing

aeronautical services, supplies, or instruction and conducting such business from a particular municipal airport. This FBO provides fuel, car rentals, pilot training, aircraft repair, aircraft sales, restaurant services, a pilots' room, hotel accommodations, and many other services. There are approximately 134 aircraft based at the airport and approximately 66,000 aircraft operations at the airport each year. This airport ranks as the tenth busiest airport for total take-offs and landings in Wisconsin. The location of the SCMA is shown in Map 5-1, as well as a three mile radius that includes height restrictions on buildings. There are height limitations for buildings within a three-mile radius of the airport. For a detailed map of these height limitations please contact the airport manager.

The future is looking bright for SCMA. SCMA's most current project includes the building of another office/hangar facility for an aircraft company that one day plans to turn their aircraft design facility into a manufacturing plant for aircraft. This project could possibly bring up to 2,000 jobs to this site. In anticipation of this, the airport is preparing a site in the northwest portion of the airport for construction. The airport will also need to have municipal sewer service extended to it in order for the manufacturing plant to operate.

### **Private and Recreational**

Private airstrips offer minimal services, and are generally utilized by recreational fliers. Such facilities are required to obtain a certificate of approval or permit from WisDOT's Bureau of Aeronautics. The permit is issued if the Bureau of Aeronautics determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and the municipality in which the facility is located, and by the appropriate regional planning commission.

In Sheboygan County, there are six privately owned airstrips consisting of: a 2,100 foot runway along STH 144 west of Random Lake; a 2,000 foot runway near CTH OK in the Town of Wilson; a 1,200 foot runway north of CTH J in the Town of Sheboygan Falls; a 2,300 foot runway near the Village of Oostburg; a 2,700 foot runway near the Lake Michigan shoreline in the Town of Holland; and a 2,500 foot runway north and west of CTH V in the Town of Wilson. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

There are two helipads within Sheboygan County, both associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan, while the second is owned by Aurora Memorial Medical Center in Sheboygan.

### **Waterborne Transportation**

#### **Harbors and Marinas**

Although Sheboygan was classified as a diversified cargo port from 1970 to 2000, it is now classified as a limited cargo port. The decreases in both the overall tonnage and in the number of commodities have contributed to Sheboygan's classification change.

The Sheboygan Harbor consists of an outer harbor formed by a north breakwater and a south pier (encompassing approximately 96 acres), and an inner harbor extending approximately one mile upstream from the river’s mouth to the Pennsylvania Avenue Bridge. The Harbor Centre Marina is open to the public and managed by Skipper Buds. There are 253 boat slips, fuel and sanitary pump-outs, a fish cleaning station, showers and restrooms, a laundromat, and many other amenities. The marina operates seasonally from April 15 to October 15. The Sheboygan Yacht Club is located just south of the marina. The Yacht Club has 59 boat slips. The City’s Harbor Centre downtown/riverfront district is located adjacent to the harbor. This area provides museums, entertainment, restaurants, shopping, services, other businesses, and a hotel/conference center and indoor water park.

There are also boat ramps at Deland Park, Kiwanis Park, North Point, and the 8<sup>th</sup> Street Boat Ramps. These boat ramps allow for access to Lake Michigan or the Sheboygan River, which lead to access to Lake Michigan. All of the boat ramps and the marina are identified in Map 5-1. Due to the river bottom contamination, there have been restrictions on maintenance dredging for a long period of time. This has led to impacts on navigation in the river. Some of the boat ramps and slips have been impacted by navigation concerns caused by the build up of contaminated sediment. In 2009, the City of Sheboygan hired a consultant to assess the navigational impairments in the river and the level the City would need to dredge in order to eliminate those impairments to be in compliance with U.S. EPA and WisDNR regulations.

In 2008, Sheboygan became an official U.S. Sailing Center, making it a training site for the U.S. Olympic sailing team and an increasingly prominent destination for recreational and competitive sailors. It is the mission of the U.S. Sailing Center of Sheboygan to develop sailing ability in individuals to the extent of their capacity regardless of their age, income, ability, or disability.

**Commercial Trucking**

Nationwide, the trucking industry provides efficient and safe transportation service to customers throughout the country. In 2006, the trucking industry hauled 10.7 billion tons of freight, or 69 percent of total U.S. freight tonnage. This compares to 2001, when trucks transported 67.6 percent of total U.S. freight. There are 613,242 for hire, private, and mail carriers registered with the U.S. DOT; 95.9 percent of these have fewer than 20 trucks.

Wisconsin’s economy depends on trucks for freight movement. Trucks carry 83 percent of all manufactured freight transported in Wisconsin, and over 77 percent of all Wisconsin communities are served exclusively by trucks. Sheboygan County has a variety of trucking companies operating in its borders. Table 5-7 shows the total commodity between Sheboygan and Wisconsin and Sheboygan and the United States for rails and trucks.

**Table 5-7: Commodity Movement for Rails and Trucks in Tons**

<b>Direction of Movement</b>	<b>Year 2003</b>	<b>Year 2004</b>	<b>Year 2005</b>	<b>Year 2006</b>	<b>Year 2007</b>
Sheboygan to States	2,239,852	2,304,851	2,371,875	2,440,992	2,512,271
States to Sheboygan	5,310,447	5,404,189	5,499,585	5,596,666	5,695,460
Sheboygan to Wisconsin	3,756,589	3,862,683	3,098,034	4,084,843	4,201,131
Wisconsin to Sheboygan	4,451,197	4,580,539	4,711,944	4,847,551	4,987,505
<b>TOTAL</b>	<b>15,758,085</b>	<b>16,152,261</b>	<b>15,681,438</b>	<b>16,970,052</b>	<b>17,396,366</b>

Source: WisDOT, Commodity Flow Data for Sheboygan County

Over the planning period, it is important that the area's truck routes be maintained and easily identified to minimize travel time delays and impacts on neighborhoods. It is also important to maintain the intermodal connections with the area's railroads and attempt to enhance those connections. The trucking companies help to transport imports and exports to and from the area and enable area businesses to avoid having to warehouse large quantities of materials through the provision of "just in time" delivery services.

## **EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

### **Functional Classification System**

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. The three general functional classifications are principal and other arterials, collectors, and local streets. These classifications are summarized below. Appendix 10 provides the criteria on how urban and rural roads are functionally classified.

*Arterials:* The function of an arterial facility is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. Arterial facilities are further categorized into principal and minor arterials. Arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access. Some arterials in Sheboygan County include State Highways 23, 28, 32, 42, 57, 67, and 144. There are 52.2 miles of freeways and arterials within the County, with about half (24.58 miles) being under County jurisdiction. Interstate 43 is an example of a principal arterial that travels through Sheboygan County.

*Collectors:* Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. There are major, minor, and urban collectors depending upon road use and location. The County has 290.48 total miles of collector roads, with 233.38 under its jurisdiction. This makes up about 21 percent of the total roads in the County.

*Locals:* Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, while traffic volumes and speeds are relatively low. The majority of roads in the County are classified as local roads and streets. Over 1,039 miles of roadway are classified as local, or 75 percent of all the roads in the County.

Sheboygan County had over 1382 total miles of roads as of January 1, 2008, with 450.53 miles of those roads under the County's jurisdiction. Map 5-3 shows the functional classifications of the roads in Sheboygan County.

### **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) count and are calculated for a particular intersection or stretch of roadway. Map 5-3 shows some of the AADT counts that were completed in 2005. Traffic counts are taken on a rotating basis with traffic being counted on principal arterials and minor arterials with volumes over 5,000 every 3 years. Traffic is counted on minor arterials, with volumes less than 5,000, and collectors, with volumes over 5,000, every 6 years with half being counted in the even years

**[Map 5-3: Transportation Elements]**

and half being counted in the odd years. Collectors, with volumes under 5,000, are only counted every 10 years. For more specific data on the traffic counts, access the WisDOT's website or refer to individual municipality's comprehensive plans.

### **Road Pavement Condition**

The road pavement condition is ever changing in the County. Each season, when there is new construction, reconstruction, and reconditioning, the rating of road segments changes. Appendix 11 provides a snapshot in time of the Pavement Surface Evaluation and Rating (PASER) system for segments of CTHs. The rating of the pavement is required to be sent to WisDOT every two years. Pavement is rated on a scale from 1 to 10, with 1 representing "failed" and 10 representing "excellent." The County rates the County Highways, the state and local municipalities are responsible for rating their own roadways. As of the 2007 ratings, there were 576 rated CTH segments, and none received ratings of one or two and only three segments received a rating of three. About 10 percent of the County Highway segments had ratings of less than five, which does not seem out of line with the town roads in the County and with the streets of municipalities in the County.

### **Access Controls**

All state and federal highways within the county are subject to WisDOT review pertaining to existing or additional access. This includes any request for new driveways, reconstruction of existing driveways or even the change of use for an existing driveway. WisDOT's review also includes any request from subdivision developers regarding new town roads. New town roads will be reviewed much the same as a new driveway access would be reviewed, except that they also need the approval of the local municipalities and the permits are issued only to the local municipality. The two *State Statutes* the WisDOT uses for access controls are 84.09 and 84.25. Access controls under 84.09 are purchased under *State Statute 84.09 Acquisition of Lands and Interests*, which is the same statute used for the purchase of real estate. Access controls under 84.25 are controls that can only be applied to highways that meet the criteria listed in the *Statute*, and these controls are capped at 1,500 miles statewide.

At this time (2009), WisDOT is in the process of establishing Section 84.25 Access Controls in Sheboygan County on STH 57 from STH 23 to the north county line. This process of Administrative Access Controls by Section 84.25 of the Wisconsin State Statutes is, at this time proposed to be completed later in 2009 or the very first part 2010. The complete project extends from the STH 57/STH 23 junction to the southern village limits of Hilbert on STHs 57 & 32, except for the municipal limits. In addition to the above mentioned access controls, there may be spotty controls on any one highway from existing right-of-way plats or Trans 233 land divisions. These are best reviewed on an individual basis because they can be from as small as one parcel to several sections.

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities, and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily. At this time, Sheboygan County does not have a Controlled Access Ordinance.

### **Driveway Permits**

Driveways to county and town roads may also impair vehicle safety, if improperly sited and/or designated. The Sheboygan County Highway Department does issue a permit that looks at the drainage needed for driveways on CTHs, the size of the culvert, site distance, and how the driveway will connect to the road. Wisconsin State Statutes allow counties and towns to issue permits for all new driveways; these permits can allow a town to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface. Most towns in the County review driveways for design and drainage, but not for location.

WisDOT has jurisdiction over any new driveways to be constructed along all state highways, modified driveways, or changes of driveway use, and modifications or new public street connections. This is covered under *Trans 231* and a permit is necessary for construction of a driveway before it can be built connecting to a State Highway.

### **Speed Limit Controls**

Local units of government can change speed limits for their roads under the authority and guidelines of the *Wisconsin Statutes*. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions) and landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed – the one most drivers choose – is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85<sup>th</sup> percentile speed, which is the speed at which 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85<sup>th</sup> percentile. Another consideration is the road's design speed, which is the highest and safest speed the road was designed for, and takes into account the road type, geometry, and adjoining land uses.

Speeds shall be consistent, safe, reasonable, and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers to decrease.

Sheboygan County has set speed limits on its County Highways. There is a process for changing the speed limits on these roadways. A citizen generally expresses his or her concerns about a particular roadway to the Traffic and Safety Committee. This committee is made up of people from the highway department and police departments. The Traffic and Safety Committee can recommend whether or not to raise or lower the speed limit to the Transportation Committee. If Transportation Committee members agree with the recommendation, they need to pass a resolution to be approved by the full County Board. The CTHs have speed limits of 55 miles per hour unless otherwise noted in Chapter 20 of *Sheboygan County's Code of Ordinances*.

## INTEGRATION OF APPLICABLE TRANSPORTATION PLANS, PROGRAMS, AND MAJOR LEGISLATION

### **Federal Legislation**

#### **Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)**

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 five-year period 2005-2009. SAFETEA-LU addresses the many challenges facing our transportation system today – challenges such as improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment – as well as laying the groundwork for addressing future challenges. SAFETEA-LU promotes more efficient and effective Federal surface transportation programs by focusing on transportation issues of national significance, while giving state and local transportation decision makers more flexibility for solving transportation problems in their communities. Federal transportation policy promotes the increased use and safety of bicycling and walking as transportation modes. Sheboygan County had received \$25 million for a non-motorized transportation pilot program, but that funding runs through 2009. Although there is a possibility that Congress could reauthorize funding for this program in the next SAFETEA-LU legislation.

### **Transportation Plans and Programs**

#### **Wisconsin State Highway Plan 2020**

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time that traffic congestion is increasing.

In response to this critical issue, WisDOT, in partnership with its stakeholders, developed the *State Highway Plan 2020*, a 21-year strategic plan which considered the highway system's current condition, analyzed future uses, assessed financial constraints and outlined strategies to address Wisconsin's highway preservation, traffic movement, and safety needs. This Plan was adopted in 2000 and may be superseded at the time that *Connections 2030* is adopted. *Connections 2030* will be discussed later in the Chapter.

#### **Six-Year Highway Improvement Program: 2008-2013**

Administered by WisDOT, this highway improvement program addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*restructuring, reconditioning, and reconstruction*), giving it the often used abbreviation "3-R Program."

*Resurfacing* entails provision of a new surface for a better ride and extended pavement life.

*Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.

*Reconstruction* entails complete replacement of worn out roads, including the road base and rebuilding roads to modern standards.

There are 14 projects in the *Six-Year Highway Program: 2010-2015* for Sheboygan County., as of June 2009. Table 5-8 is a listing of all the projects in Sheboygan County in the 6-Year Highway Improvement Program. The largest project will be the reconstructing of STH 23 from CTH P to the County line.

**Table 5-8:2010-2015 Six-Year Highway Improvement Program for Sheboygan County\***

Highway	Project Area-Description	Year	Work Description
23	CTH Y, Woodland Road, and Rangeline Road	2013	Bridge Maintenance
23	CTH P - County Line	2013	Reconstructing and resurfacing to make 4-lanes
23	CTH P – STH 32	2010	Road Maintenance
23	STH 57 Bridge	2014	Bridge Maintenance
28	Onion River Bridge	2013	Bridge Replacement (Mill off existing overlay and resurfacing)
32	STH 23- North West Village Limits	2014	Resurfacing
42	Howards Grove, STH 32 – N. Village Limits	2010-2013	Resurfacing
42	N Corp Limits Howards Grove – North County Line	2012	Road Maintenance (Partial mill and overlay)
43	South County Line – Wilson-Lima Rd.	2010	Road Maintenance and Bridge Rehabilitation
43	CTH FF Overpass	2010	Reconstruction
43	CTH O Bridge	2010	Bridge Rehabilitation
57	CTH I to STH 32	2013	Road Maintenance (Minor pavement repairs and overlay)
67	Caroline & Milw. Sts., City of Plymouth	2014	Reconstruction (Reconstruct urban street)
144	STH 28 – STH 57	2014	Resurfacing (Mill and resurface project)

Source: WisDOT Six-Year Highway Improvement Program, 2010-2015 \* As of June 18,2009

### **County Functional and Jurisdictional Studies**

There are no existing county functional or jurisdictional transportation plans for the road system within Sheboygan County; however, such a study for the County is overdue. During a key stakeholder forum held November 30, 2004 in the Village of Adell, the Sheboygan County Highway Commissioner, at that time, said functional/jurisdictional classifications should be reviewed periodically. Roads can change from town to county and vice versa. In 2009, the County Highway Department was using a jurisdictional study that was completed in 1976; an updated study is needed, but it dependent on money and personnel from the WisDOT.

**Wisconsin State Airport Plan 2020**

The *Wisconsin State Airport System Plan 2020* provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet the current and future aviation needs of the State of Wisconsin.

The state airport plan determines the number, location, and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defined the *State Airport System*, and established the current and future role of each airport in the system. The plan also forecasts the level of public investment required to: upgrade substandard features of the system; preserve the airport system in the future; and enhance the system in the future in order to meet forecast increases in aviation demand.

This plan is used by WisDOT's Bureau of Aeronautics to pre-qualify airport improvement projects submitted by airport sponsors for funding consideration. If a proposed airport project is not in conformance with the plan, the sponsor will need to demonstrate satisfactorily how the proposed project meets the planning and design guidelines established by the plan. If this is done, the plan will be amended accordingly.

This plan also provides a long-range perspective for public sector investment decisions. Unlike the State Highway System, WisDOT does not own any of the airports comprising the *State Airport System*, and does not initiate airport improvement projects. Airport owners initiate projects by submitting funding requests to either the Bureau of Aeronautics or to the Federal Aviation Administration (FAA). Consequently, the implementation of a system plan requires a continuing partnership between WisDOT and airport owners.

Sheboygan County Memorial Airport is listed as a Transport/Corporate airport, and according to the Plan is forecast to remain a Transport/Corporate airport through at least 2020. This could change depending on the success of the airplane design facility that is proposed. The airport has recently received funding for runway extensions from both the federal and state governments.

**Draft Connections 2030**

*Connections 2030*, Wisconsin's long-range transportation plan, is a statewide multimodal policy-based plan that will help the state maintain and enhance its transportation system to meet the needs of the 21<sup>st</sup> century and fulfill WisDOT's vision of an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the state, enhancing economic productivity and the quality of Wisconsin's communities while minimizing impacts to the natural environment. This plan is not divided into modes of transportation like the previous 2020 transportation plans; instead, it focuses on seven themes which are: preserving and maintaining Wisconsin's transportation system; promoting transportation safety; fostering Wisconsin's economic growth; providing mobility and transportation choice; promoting transportation efficiencies; preserving Wisconsin's quality of life; and promoting transportation security.

Connections 2030 identifies 37 system-level priority corridors in Wisconsin, as well as the Metropolitan Planning Organizations (MPOs) within the State. These multimodal corridors are critical to serving Wisconsin's current and future travel patterns and to supporting the state's

economy. The corridor maps illustrate how the plan might be implemented during the next 20 years. Sheboygan County falls within two of these priority corridors, and also has an MPO within its borders. The first corridor is known as the Kettle Country Corridor, which includes Fond du Lac and Sheboygan Counties and is along the State Highway 23 corridor. The second is the Tiletown Corridor that stretches from Milwaukee to Green Bay. These corridors all include maps, along with visions for the future of the corridors and MPOs. Some of the visions for the future in the County include: an intercity bus that would go from Madison to Sheboygan; an increase in regional coordination and continued services; and intercity passenger rail with a stop in Fond du Lac, which residents from Sheboygan County may use. There would also be continued enhancement of the bicycle and pedestrian accommodations and links throughout the system-level priority corridors.

The final area that is mapped is the Sheboygan Metropolitan Planning Organization. The MPO overlaps with both priority corridors and includes short-, mid-, and long-term activities. Some of these short-term activities include: reconstruction of Highway 32 within Howards Grove; supporting a connection between Oostburg and Sheboygan for the Interurban Trail; supporting the implementation of the recommendations of the Non-Motorized Transportation Pilot Program (NMTTPP); and studying the possibility of a full and partial interchange between State Highway 42 and CTH XX (in Manitowoc County). Some of the mid-term activities include: support of new intercity bus service between Madison and Sheboygan; reconstruction of STH 28 from CTH A to Greenwing Drive; supporting the construction of a trail between the Old Plank Road Trail and Bluebird Lane; and providing urban and rural bicycle and pedestrian accommodations along State Highways 28, 32, and 42. Some of the long-term activities include: reconstruction of interchanges at I-43 and CTH V and at I-43 and Highway 42; converting Highway 23 to a freeway from Highway 67 to Highway 32; expanding Highway 42 from CTH Y to CTH A; supporting construction of bicycle and pedestrian trails along Highway 28 and on the old rail line between Sheboygan and Cleveland; supporting the new intercity/feeder bus between Green Bay and Milwaukee, supporting a park and ride at I-43 and Highway 42; and supporting the installation of information about public transit at downtown Sheboygan's transfer station. There are also recommended activities to be completed over the entire planning period. For more information and maps on these areas, access WisDOT's *Connections 2030* Plan (<http://www.dot.wisconsin.gov/projects/state/connections2030.html>).

### **WIS 23 Freeway Designation and Corridor Preservation Plan**

The Wisconsin Department of Transportation is preparing the WIS 23 Freeway Designation and Corridor Preservation study to prepare a long-range plan showing the ultimate transportation facility including access locations and types. This plan will show long-range transportation improvements (will be designed and officially mapped from County P to the freeway section near WIS 32) and the development of a freeway designation and corridor preservation plan for the WIS 23 Corridor. There will be two processes: the study process and the engineering process.

The goal of this study is to preserve the public investment in WIS 23 by planning for long-term mobility and safety. The objectives are: to map the right-of-way needed for the eventual conversion of WIS 23 to a controlled-access freeway; to avoid and minimize local impacts; to avoid and minimize environmental impacts; and finally, to work in a collaborative manner with local officials, stakeholders, and the public throughout the study process.

**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 volumes exceed 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*. WisDOT also published the *Wisconsin Bicycle Facility Design Handbook* in 2004, which is based on the AASHTO guide. In the design and engineering on bicycle facilities, the County will abide by these guidelines. Further information on these guidelines can be found in *Sheboygan County's Pedestrian and Bicycle Comprehensive Plan 2035*.

**Sheboygan Transit Development Program (TDP)**

Bay Lake Regional Planning Commission has prepared a Transit Development Program (TDP) for the Sheboygan Transit System. The primary purpose of the TDP is to determine short-term future needs for public transportation services, and the best transit system configuration that should be provided to meet those needs. The most significant recommendation that was implemented from the TDP involved the restructuring of routes in 2006 after detailed alternatives were analyzed.

**Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)**

Federal regulations which govern the planning process in metropolitan planning areas require the preparation of a Transportation Improvement Program (TIP), while state guidance requires the preparation of a TIP or TIP amendment consisting of a multiyear program of projects. Proposed transit operating, transit capital, specialized transportation, bicycle and pedestrian transportation, and street and highway projects must be included in an adopted TIP program of projects to be eligible for federal aid.

The most recent TIP for the Sheboygan Metropolitan Planning Area was created for 2008-2011, but there have been amendments to the TIP, due in part to the awarding of projects from the Non-Motorized Transportation Pilot Program.

**Sheboygan County Non-Motorized Transportation Pilot Program**

In July 2006, the U.S. Congress adopted the new transportation budget, 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, Sheboygan 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 that will allow people to change the way they choose to move around through their daily lives.

In November 2005, the Sheboygan County Board of Supervisors adopted a resolution designating the Sheboygan County Board of Supervisors' Resources Committee and the

Transportation Committee to oversee the NMTPP. Following passage of the resolution, the two committees began meeting jointly to begin preparations and move the program forward.

In December 2005, the County worked closely with Bay Lake Regional Planning Commission, the Sheboygan Area Metropolitan Planning Organization (MPO), and the Federal Highway Administration to amend the current Transportation Improvement Plan (TIP). The amendment was completed to include projects that will be funded from the NMTPP in 2007.

In March 2006, the Joint Committees appointed a Citizens Advisory and Technical Committee (CATC) from a field of 53 applicants. The CATC is made up of thirty individuals representing a variety of backgrounds and interests including: Transportation (Bay-Lake RPC, Sheboygan Area MPO, FHWA, WisDOT, local DPW); education; health and health care; local businesses; chambers of commerce/tourism; local units of government; bicycle enthusiasts; and the average citizen.

Sheboygan County has entered into an agreement with the Wisconsin Department of Transportation (WisDOT) for managing the funds. In addition to help with the administration of the grant program, the County has moved forward and created two positions specifically for the program. The first position is the Non-Motorized Transportation Pilot Program Manager. She oversees the program and its components. The second position, the Non-Motorized Transportation Pilot Program Specialist is responsible for overseeing on-the-ground implementation of the program. He works closely with contractors, engineers, and elected officials during the construction of any facilities related to this program. The program also hired an LTE to contribute to the implementation of the program completing data collection.

The NMTPP in Sheboygan County accepted two rounds of applications each year. The first round of applications was due in December 2006 and applications were accepted every March and September thereafter through 2008. The projects are ranked by the staff and sent to the CATC for review. The *Sheboygan County Comprehensive Pedestrian and Bicycle Plan 2035* is the foundation for the decisions that were made for nonmotorized transportation funding. The CATC then reviews the applications and makes recommendations to the Joint Resources and Transportation Committee. Thirty-eight total projects were approved. These projects, as well as a brief description for each project, are shown in Table 5-9. These projects include applications for new or improved sidewalks, bicycle education, law enforcement training, paved shoulders, bike racks, and bicycle lanes. All monies left were awarded in the September 2008 round of applications. Some projects have begun construction, but others will be designed and constructed over the next few years.

**Table 5-9: Nonmotorized Transportation Pilot Program Funded Projects**

<i>Project #**</i>	<i>Municipality/Applicant</i>	<i>Project Description</i>
1	V. Oostburg	Sidewalk access on north side of school district campus from 6th to 8th Street
2	County	Install bike racks @ County Facilities
3	T. Sheboygan	Sidewalks, Bicycle/Ped lanes/trails planning
4	T. Sherman/V. Random Lake	Pathway & sidewalks on Random Lake Rd. First Street and Spring Street

<b>Project #*</b>	<b>Municipality/Applicant</b>	<b>Project Description</b>
5	C. Sheboygan	Sheboygan Transit bicycle racks
10	Bicycle Fed. Of Wisconsin	SRTS Education (County-wide)
11	Bicycle Fed. Of Wisconsin	Countywide Bike to Work Week
12	C. Plymouth	Eastern Avenue
17	V. Elkhart Lake Police	Educate motorists/pedestrians about the dangers of speed
18	V. Howards Grove	Sidewalks for Audubon CTH JJ/Badger/CTH A/Oriole
19	Cedar Grove Schools	Install path between school campus and new subdivisions
20	County	Provide paved shoulders on CTH A between Howards Grove and Lakeland College
25	V. Adell	Sidewalks throughout the community
27	Elkhart Lake Citizens Trail Committee	Provide paved shoulders on CTH A/J
29	C. Plymouth	Provide paved shoulders on Sunset Drive
30	C. Plymouth	Provide paths on Quit Qui Oc property (non-profit)
31	Association of Pedestrians and Bicycle Professionals	Bicycle Friendly Workshops
33	WE Bike, etc.	Law enforcement training
36	V. Cedar Grove	Sidewalks and bike lanes on S Main Street
37	County	Countywide bike racks (not owned by County)
38	County	Countywide bike lane striping (not owned by County)
39	Howards Grove School District	Pathways on High School Grounds
40	V. Howards Grove	Bike lanes and sidewalks on Mill St & Audubon Road
41	County	Bike lanes, sidewalks, & paved shoulders on CTH O
43	C. Sheboygan Falls	Bike lanes, sidewalks, paved shoulders, pathways, road diets & signage
51	County	Guaranteed ride home program
52	County/C. Sheboygan	Multi-use pathway along Taylor Drive
53	C. Sheboygan	Bike lanes & sidewalks on Eisner Avenue
54	C. Sheboygan	Sidewalk gap filling project
55	V. Oostburg	Sidewalk gap filling project
57	County	Rail/Trail conversion
58	County	NBPD Data Collection
59	County	Marketing/Branding
60	C. Sheboygan	Safety Updates/Traffic Calming around Sheboygan Area School District Schools

<b>Project #*</b>	<b>Municipality/Applicant</b>	<b>Project Description</b>
61	Kohler	Multi-use paths, bike racks, sidewalks, & paved shoulders
62	Plymouth	Paved shoulders, signage, & multi-use pathways

\*Project number corresponds with application number and not the actual number of projects that have been approved. In reality only 38 projects have been approved by the Joint Resources and Transportation Committee.

**State, Regional, and Local Bicycle and Pedestrian Transportation Plans**  
**Wisconsin Pedestrian Policy Plan 2020**

The *Wisconsin Pedestrian Policy Plan 2020* has a vision of establishing pedestrian travel as a viable, convenient, and safe mode of transportation. The three main goals of the plan are:

- Increase the number of pedestrians and improve the quality of walking;
- Reduce the number of pedestrian crashes and fatalities; and
- Increase the availability of pedestrian planning and design guidance and other general information for state and local officials and citizens.

This plan provides the statewide policy framework for pedestrians, identifies WisDOT as a partner in pedestrian facilities, and also identifies the role that local municipalities should play in pedestrian planning and facilities. The programs and actions recommended are described in greater detail in the *Pedestrian Policy Plan 2020*.

**Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* has a vision of establishing bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin. The two main goals of the plan are:

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020); and
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional decreases achieved by 2020).

Some issues and concerns that were raised during this planning process included the fact that Wisconsin as a whole lacks bicycle facilities, lacks safe road-sharing practices by motorists, it lacks safe bicycle crossings over major new highways, and needs greater recognition that new land development practices spread destinations too far apart to make it practical to bike. This plan addresses these concerns with some implementation strategies. These strategies include:

- Plan and design State Highway systems with a strong consideration of bicycle accommodations;
- Make WisDOT offices good examples of workplace bicycle accommodations;
- 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;

- Educate law enforcement on share-the-road techniques and enforcement strategies for specific high-risk bicyclist and motorist infractions of the law;
- Encourage Wisconsin communities to consider the needs of bicyclists in all street projects;
- 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; and
- Others.

The *Sheboygan County Pedestrian and Bicycle Comprehensive Plan 2035* states that “bicycling can be made safer and more convenient at a reasonable cost. Changes need to be made, but there is potential for increasing bicycling. These changes need to be made through a collaboration of all agencies, people, and groups involved in the process.”

### **Sheboygan County Pedestrian and Bicycle Comprehensive Plan 2035**

The *Sheboygan County Pedestrian and Bicycle and Comprehensive Plan 2035* was adopted by the County Board in September 2007. The County’s Joint Resources and Transportation Committee (JRTC) as well as the Non-Motorized Transportation Pilot Program Citizens Advisory and Technical Committee (CATC) were involved in the creation and development of the plan. The organization included representatives from a wide range of backgrounds and municipalities throughout the County. The vision of the plan is: *By 2035, Sheboygan County’s pedestrian and bicycle facilities will be an efficient, connecting system of routes and facilities that provide a safe, convenient, and viable transportation choice for Sheboygan County residents and visitors.*

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.

This plan makes some recommendations that will impact Sheboygan County. These recommendations deal with the proposed pedestrian and bicycle network within the County. The Plan makes recommendations for short-term, mid-term, and long-term facilities. Short-term projects are recommended to be done between zero and five years from adoption of the plan; mid-term projects are recommended to be done between six and ten years following plan adoption; and long-term projects are recommended to be done between 11 and 20 years in the future. Map 5-4 shows all of the planned bicycle facilities that were identified in this Plan. Map 5-5 shows the timeline for the planned bicycle priorities. This map gives a picture of the time frame in which one would expect the planned bicycle facilities to be completed.

The pedestrian vision in the plan states, “By 2035, pedestrian travel will be established as a viable, convenient, and safe transportation choice for Sheboygan County residents and visitors.” The plan identifies gaps in sidewalks. Connecting people to destinations using sidewalks is one way to help increase the number of people using nonmotorized means of transportation for utilitarian purposes.

### **Year 2035 Sheboygan Area Transportation Plan (SATP) (2006)**

This plan summarizes the mission statement for the area, and the goals and objectives identified to help realize that mission statement. The mission of the plan is “to plan for a means of providing safe, efficient, effective, economical, convenient, aesthetic and multimodal transportation facilities for people, goods and services within the Sheboygan metropolitan planning area, for all trip purposes.” Nine general goals were identified pertinent to:

- 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; and
- Using corridor level planning and design to develop aesthetically pleasing roads and highways.

The SATP plan is updated on a four-year cycle, so the next update will be in 2010.

### **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. It was prepared as a coordinating regional bicycle transportation plan for eight counties, 17 cities, 37 villages, and 122 towns, and the Oneida Nation of Wisconsin.

**[Map 5-4: Planned Bicycle Facilities]**

**[Map 5-5: Planned Bicycle Priorities]**

### **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 (MPO) 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 a safer and more pleasurable experience for all types of bicyclists. The plan was the first County effort to systematically plan for bicycle accommodations at a countywide level. While this plan has its merits, it is essentially a recreational plan, and therefore it does not plan for utilitarian bicycle and pedestrian transportation.

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

In 1991, the Bay-Lake Regional Planning Commission 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.

## **TECHNICAL AND FUNDING ASSISTANCE PROGRAMS**

There is a variety of state and federal programs for funding local transportation projects, including:

- Airport Improvement Program;
- Congestion Mitigation and Air Quality Program (CMAQ);
- Connecting Highway Aid;
- Freight Railroad Infrastructure Improvement Program (FRIIP);
- Freight Railroad Preservation Program (FRPP);
- Harbor Assistance Program;
- General Transportation Aid (GTA);
- Local Roads Improvement Program (LRIP);
- Local Bridge Program;
- Traffic Signing and Marketing Enhancement Program;
- Statewide Transportation Improvement Program (STIP);
- Rural and Small Urban Area Public Transportation Assistance Program – Section 5311;
- Federal Discretionary Capital Assistance Program;
- Rural Transit Assistance Scholarship Program;
- State Urban Mass Transit Operation Assistance;
- Flood Damage Aids;
- Local Transportation Enhancement Program (TE);
- Bicycle and Pedestrian Facilities Program (BPPF);
- Specialized Transportation Assistance Program for Counties – Section 85.21;
- Elderly and Disabled Transportation Capital Assistance Program;
- Surface Transportation Program – Rural (STP-R);

- Surface Transportation Program – Urban (STP-U);
- Safe Routes to School;
- Wisconsin Employment Transportation Assistance Program (WETAP); and
- Transportation Economic Assistance (TEA) Grant Program;

Additional information about these programs is available in Appendix 12.

## **SUMMARY**

- Sheboygan County has seven state highways and 44 County Trunk Highways.
- There are over 1,388.01 miles of road in the County, of which 451.02 miles are under the County’s jurisdiction.
- County Trunk Highways have Pavement Surface Evaluation Ratings that are comparable to local municipalities. Less than 10 percent off all County Trunk Highway segments had ratings of less than five (1 being failed and 10 being excellent), with the lowest rating being a three.
- In the Six-Year Highway Improvement Program there are 16 projects for the County. One of these projects includes resurfacing a portion of Interstate 43.
- The City of Sheboygan operates a transit system with routes that extend to the City of Sheboygan Falls and the Village of Kohler. Expansion may occur in the future to surrounding municipalities.
- Sheboygan County and the City of Sheboygan provide a shared service known as Regional Transit Connection (RTC). RTC provides two services the Paratransit Service as well as the Sheboygan County Elderly and Disabled Transportation Service.
- Sheboygan County has been expanding its nonmotorized facilities, using the Non-Motorized Transportation Pilot Program (NMTPP) funding. Some improvements include sidewalk connections, bike lanes, shared-use trails, and paved shoulders throughout Sheboygan County.
- Sheboygan County maintains a 17-mile east-to-west trail (Old Plank Trail), as well as a 5.5 mile north-to-south trail (Interurban Trail). These trails look to expand as well as make connections to other trails in the region.
- There are two rail service operators in Sheboygan County: Union Pacific and Wisconsin and Southern Railroads.
- Sheboygan County Memorial Airport (SCMA) is located in the Town of Sheboygan Falls and is undergoing runway extensions. SCMA is also working with an aircraft company to develop an office/hangar facility that one day may turn into a manufacturing plant for aircrafts.
- The harbor area in Sheboygan is classified as a limited cargo port, but the harbor allows for commercial fishing, museums, shopping, restaurants, hotels, and other amenities.
- The WisDOT is working on a Freeway Preservation Plan for Highway 23 that will be completed in the coming year, as well as a Draft of Connections 2030. This plan identifies multi-modal plans for Sheboygan County.

## **TRANSPORTATION STRATEGY AND RECOMMENDATIONS**

Sheboygan County will seek direction for this element from various forms of public input such as the survey that was sent to County residents and the input from the Smart Growth Implementation Committee.

Vision

*“Sheboygan County envisions the Smart Growth Plan to be a living document responsive to the changing needs of its citizens and fostering intergovernmental cooperation through reference to a compilation of local land use plans.*

*From Lake Michigan to the Kettles, from the cities to the farms, our County has a rich heritage. We enjoy an attractive combination of rural, urban, and semi-urban areas. Our unique location provides many opportunities for employment, housing, education, recreation, transportation, or agri-business.*

*The Smart Growth Plan will promote balanced development with the preservation and protection of our natural, scenic, agricultural, economic, and cultural resources. Through the Smart Growth Plan, we will retain our character and unique identity, while enhancing the quality of life for all citizens in the County.”*

**Transportation Goals, Objectives, Policies, and Programs**

**Goal 1: Provide an integrated, efficient, and economical transportation system that affords access, mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent residents, persons with disabilities, and the elderly.**

Objective: Provide a variety of transportation choices to meet the needs of all income, age, and special needs groups in Sheboygan County.

*Policy/Program:* Ensure consistency among regional, County, and local land use and transportation plans so that the street and highway network, transit services, and bicycle and pedestrian facilities are appropriately sized and located to serve County residents.

*Policy/Program:* Continue to monitor, plan for, and fund the operation of elderly and disabled transportation services and expand services as necessary.

*Policy/Program:* Actively participate with the State of Wisconsin on transportation projects affecting the County.

*Policy/Program:* Support the recommendations in the WisDOT’s *Connections 2030 Plan*.

*Policy/Program:* Consider each transportation element developed under the Regional Transportation System Plan when programming and budgeting for transportation improvements.

*Policy/Program:* The County shall maintain and update its five-year Capital Improvements Program, with all necessary inclusions for transportation and other public utilities and facilities.

Objective: Ensure that roads are sufficiently maintained, well drained, and planned to support and accommodate the transportation needs of the agricultural, forestry, and other industries as they correlate to the needs of the local economy and the community.

*Policy/Program:* Study the needs and feasibility of additional park and ride locations along the State Highway 57 corridor, and implement recommendations from such a study.

Objective: Provide, where appropriate, a transportation system for the elderly and disabled in Sheboygan County that efficiently serves County residents.

*Policy/Program:* Expand and enhance transportation for the elderly and disabled in Sheboygan County through programming and budgeting for transportation improvements.

**Goal 2: Develop a safe and efficient multi-modal transportation system that serves all users.**

Objective: Prioritize maintenance of the existing highway and street systems over the construction of new highways and streets.

*Policy/Program:* The County shall continue to use WISLR to help prioritize improvements to the existing street system.

*Policy/Program:* Official mapping of future streets and public trails shall be undertaken to preserve important corridors.

Objective: Maximize safety, efficiency, and accessibility at intersections throughout Sheboygan County.

*Policy/Program:* Study and implement a controlled access ordinance on the County Roads.

Objective: Promote the improvement of driver education, design, and signage for roundabouts.

*Policy/Program:* Evaluate roundabouts in Sheboygan County (including their safety and ability to keep the flow of traffic moving), at least annually and before other roundabouts are constructed.

*Policy/Program:* Encourage an increase in signage warning drivers of the space that semi-trailers and dual trailers need when navigating roundabouts.

*Policy/Program:* Ensure designs for new roundabouts provide adequate space for drivers, including semi-trailers, to navigate and proper signage.

Objective: Encourage municipal ordinances that support safe egress and ingress of driveways.

*Policy/Program:* Encourage setbacks that would eliminate the need to back onto roadways.

Objective: Develop safe and continuous pedestrian and bicycle systems throughout Sheboygan County by constructing sidewalks, multi-use trails, bicycle lanes, and other facilities that are linked between communities and destinations.

*Policy/Program:* Apply for grants to help fund the development, maintenance, and connection of Sheboygan County's multi-modal transportation system.

Objective: Utilize traffic calming techniques throughout Sheboygan County to improve safety and minimize the impacts of vehicles on neighborhoods.

*Policy/Program:* Work with the County's communities, WisDOT, school districts, and other entities to develop the County's multi-modal transportation system.

Objective: Provide and maintain a safe air transportation system to meet the travel and freight service demands.

*Policy/Program:* Ensure the development and continued improvements of the Sheboygan County Memorial Airport to keep pace with new technology and to meet air transportation needs.

*Policy/Program:* Support the development of aviation related business through the promotion of compatible land uses to protect its function as a vital component of the County's transportation system.

*Policy/Program:* Continue to implement the recommendations in Sheboygan County Memorial Airport's recently completed airport master plan and investigate methods of expanding passenger and freight service at the airport.

**Objective:** Provide and maintain a safe rail transportation system to meet the needs of residents and businesses.

*Policy/Program:* Encourage the development of and continued improvements to the rail network in the County.

*Policy/Program:* Encourage an increased use of rail crossing signal lights, crossing bars, and signs, beyond minimum standards.

*Policy/Program:* Support the development of rail related business through the promotion of compatible land uses to protect its function as a vital component of the County's transportation system.

**Objective:** Ensure that major highway and bridge construction projects do not occur until land use and other impacts associated with these projects are thoroughly studied.

*Policy/Program:* Design county highways and local streets within the context of the surrounding land use.

**Objective:** Reduce vehicle miles traveled (VMT) in Sheboygan County by developing a transportation network for multi-modal transportation that efficiently integrates new and existing facilities.

*Policy/Program:* Different and like land use types are efficiently connected to reduce VMT.

*Policy/Program:* Ensure the connection of different transportation modes including buses, automobiles, planes, trains, walking, and bicycling to reduce VMT.

**Goal 3: Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens that serves the anticipated land use development pattern set forth in Sheboygan County's Future Land Use Map.**

**Objective:** Expand and enhance alternative modes of transportation.

*Policy/Program:* The County shall maintain and update its five-year Capital Improvements Program, with all necessary inclusions for transportation and other public utilities and facilities.

**Objective:** Identify highways within the County by function and incorporate State, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban and rural area transportation plans, airport master plans and rail plans.

*Policy/Program:* Support the recommendations in the WisDOT's *Connections 2030 Plan*.

*Policy/Program:* Complete a jurisdictional study of roads in Sheboygan County.

**Objective:** Provide a comprehensive transportation system that will effectively serve and promote a sustainable land use pattern in the County.

**Objective:** Ensure that development patterns are compatible with transportation infrastructure, and consider the environmental impacts, human impacts, connections, and direct and indirect costs of such development.

*Policy/Program:* Implement a *Complete Streets* concept (streets that accommodate multi-modal forms of transportation, providing accessibility for all users) where applicable, i.e. urban portions and urban fringe portions of the County.

**Objective:** Provide for the efficient and safe movement of people and goods within and through the County.

*Policy/Program:* Continue to provide adequate maintenance of the County's transportation facilities.

**Objective:** Provide for safe, well-maintained, nonmotorized transportation (bicycling and walking) facilities in the County for utilitarian and recreational purposes.

*Policy/Program:* Implement the goals, objectives, policies, and programs in the *Sheboygan County Pedestrian and Bicycle Comprehensive Plan 2035*.

*Policy/Program:* Provide infrastructure for bicycle and pedestrian travel as an alternative to motor vehicle travel.

*Policy/Program:* Continue to develop a trails system that pedestrians and bicyclists can use to travel to all parts of the County and to connect with regional trails.

*Policy/Program:* Include facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to vehicle travel and to promote a healthy lifestyle, especially in urbanized areas.

*Policy/Program:* Maintain and enhance existing nonmotorized transportation infrastructure consistent with the Regional Transportation System Plan.

**Goal 4: Minimize the impact of new transportation improvements on existing development and the community's natural, cultural, agricultural, historical, architectural, and archaeological resources.**

**Objective:** Minimize the negative impacts of transportation networks on surrounding natural, cultural, agricultural, historical, architectural, and archaeological resources.

*Policy/Program:* When constructing or upgrading transportation facilities, minimize the disturbance of the County's natural, cultural, agricultural, historical, architectural, and archaeological resources.