CHAPTER 5 – TRANSPORTATION

INTRODUCTION

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, transportation control measures, and a changing village have greatly increased the importance of well planned transportation facilities and policies.

> 66.1001(2)(c)
> *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

SUMMARY OF INVENTORY AND RECOMMENDATIONS

The transportation facility inventory conducted for the Town of Sherman has established that the Town currently has approximately 36 miles of town roads. The Town's internal transportation system of town roads is complemented by STH 57, STH 144, and 10 county trunk highways providing access to the local roads within the Town as well as other roads within Sheboygan County, the region, and the state.

Currently, the Town does not have any specific facilities for paved or stand-alone bike trails. However, as long as traffic levels remain moderate to low, a portion of the Town's existing local road system and several area county trunk highways should be able to safely and efficiently serve the needs of bicyclists. There are no pedestrian facilities within the Town, which means residents typically walk along road shoulders.

The recommendations in this plan call for a safe and efficient transportation system for the Town. A pavement management system tied to a capital improvement program should be a priority. Specific issues that are likely to need attention during the planning period include managing access to STH 57 and ensuring the safety of vehicles using this increasingly busy highway.

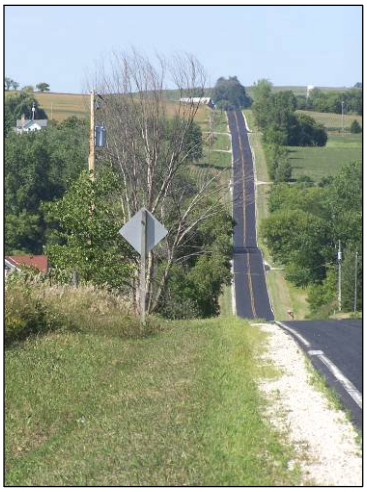
INVENTORY OF TRANSPORTATION FACILITIES

Highways

STH 57, a four-lane divided highway, runs north-south through the eastern half of the Town of Sherman, and STH 144, a two-lane highway, runs east-west through the southern half of the Town. County highways that traverse the Town include CTH W, CTH A, CTH CC, CTH I, CTH SS, CTH D, CTH RR, CTH II, CTH DE, and CTH K. (See Figure 1.2 for the locations of these highways.)

Roads

There are approximately 27 town roads within the Town of Sherman. (See Figure 1.2 for the locations of these roads.)



Inter-County Bus Service (WETAP) & Transit

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drive and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Town of Sherman are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging. Long-distance transport options include Superior Medical Transport, headquartered in Oostburg.

The door-to-door specialized transportation of elderly and disabled persons within Sheboygan County, including the Town of Sherman, is provided by the Sheboygan County Health and Human Services Department. The Sheboygan County Health and Human Services Department contracted the provision of this service with G & G Enterprises of Wisconsin, Inc. (doing business as Handicare Transportation) in May of 1993. Service comments since privatization of the transportation service have been quite favorable. Priority trips include medical, nutritional and work-related activities, as well as adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is located to transport the person; this service is not available for medical appointments by residents of nursing homes.

The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services and daily service to nursing homes for visitors.

Air Service

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation (WisDOT) 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. The provision of air services for residents is important; the Town of Sherman will continue to rely on regional and other facilities, which are described below and deemed adequate, to meet this need.

Regional Air Service

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Sherman (and Sheboygan County) is provided either by Austin Straubel International Airport, located near the City of Green Bay, or General Mitchell International Airport located south of the City of Milwaukee. Austin Straubel is owned and operated by Brown County and is a full service regional connector that in 2002 was providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 14 airlines offer roughly 220 daily departures and arrivals. Approximately 90 cities are served nonstop or direct from Mitchell International. It is the largest airport in Wisconsin.

Local Air Service

Sheboygan County Memorial Airport is located about 15 miles north of the Town of Sherman. The Sheboygan County Memorial Airport 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 is nearly 5,400 feet in length and 100 feet in width, while the crosswind runway is nearly 4,000 feet in length and 75 feet in width. Corporate charter and limited commuter service are available at this airport. This airport facility is also capable of handling precision instrument approach operations. In 1997, there were approximately 64,000 operations at the airport, which was an increase of approximately 3,000 flight operations from the 1992 total. Based aircraft at the facility increased from 79 in 1992 to 110 in 1995. Flight operations at the airport include more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of CTH O would need to be relocated slightly to the south where it meets with CTH TT if the airport plan is implemented; this relocation has been recommended in the *Year 2020 Sheboygan Area Transportation Plan (SATP)*. In addition, a small portion of Highland Road would be relocated if recommended improvements are implemented.

Private and Recreational Airstrip Facilities

Private airport facilities are required to obtain a certificate of approval or permit from the WisDOT's Bureau of Aeronautics. The permit is issued if the Department 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.

There is one privately owned airstrip in the Town of Sherman providing general small craft services and/or recreational flights to the public, a 2,100 foot runway along STH 144 west of Random Lake. Elsewhere in the County there are six privately owned airstrips consisting of 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 2,500 foot runway east of Dairyland Drive in the Town of Mosel; 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 helipad is owned by Valley View Medical Center in Plymouth.

Waterborne Transportation

There are no commercial port, harbor, or marina facilities located within the Town of Sherman. (The Random Lake waterbody is used primarily for recreational purposes.) However, due to its location relative to Lake Michigan, numerous marina and harbor facilities are located within a short driving distance from the Town.

Rail Transportation

A track traverses north and south through the eastern half of the Town of Sherman. The Canadian National Railroad filed for abandonment of the line in 2004. Public meetings in Plymouth and Random Lake followed, and support for continued rail service was strong. The State of Wisconsin purchased the rail line for $1.9 million and negotiated a deal with Wisconsin & Southern Railroad to take ownership of the 37-mile segment extending from Saukville to Kiel. Wisconsin & Southern has had some success in generating new traffic, and this trend must continue for the track to be sustainable.

Currently, due to poor track conditions, trains can travel at a maximum speed of 10 mph. Wisconsin & Southern has expressed a desire to invest $2-3 million to improve the line, but the funds for such an investment will depend on obtaining more clients in communities along the route who are willing to ship goods by rail. Currently, there are seven businesses along the line, which provide 145 jobs.

There are six road and rail crossings within the Town, two of which are in urban areas and controlled by signals. The remaining rail crossings are controlled by signage. At these crossings, the County completes periodic mowing to improve sight distance and safety. There are no immediate safety concerns associated with the current crossings.

Trucking

There are currently three trucking companies in the Town of Sherman area: one within the Village of Adell limits, one within the Village of Random Lake limits, and one in the Town. Diamondback Transport, Inc., located on Tower Avenue in the Village of Adell, employs three drivers. Its cargo load includes: grain, feed, hay, and other dry bulk commodities. Vorpahl Trucking LLC, a company that employs 12 drivers and is located on County Road D in the Town of Sherman, is a carrier of agricultural goods and general freight items. Midway Trucking Service LLC is a company with nine drivers in the Village of Random Lake. Midway Trucking carries building materials, dry bulk commodities, beverages, and paper products. TNT Excavating operates on Creek Road and has two dump trucks and excavators.

Bike & Pedestrian

Bicycle Facilities

The Wisconsin Bicycle Transportation Plan 2020 identifies general bicycling conditions on the state and county highways located within the Town of Sherman, as well as Sheboygan County overall. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. The state bike plan indicates that while STH 57 is "unsuitable or not recommended for bicycle travel," and bicycling on STH 144 is "not recommended." A handful of County roads were identified as providing the "best conditions for bicycling." Roads designated as providing suitable conditions for bicycling generally have moderate to light traffic volumes, adequate sight distances, and minimal truck traffic.

The Bicycle Facility Transportation Plan for the Bay-Lake Region and the Sheboygan County Bicycle Facilities Plan propose transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located

within Sheboygan County. Studies have shown that paving road shoulders (from three to five feet in width) not only improves safety for bicyclist and pedestrians, but will also decrease long term maintenance costs for the facility and will improve motor vehicle safety.

Within the Town of Sherman there are no paved bicycle lanes or stand-alone bike trails.

Pedestrian
Currently, there are no pedestrian facilities within the Town of Sherman. However, a four foot paved shoulder is planned on Random Lake Road between CTH II and Cimmeron Drive. This approximately 950 foot segment will connect the Westview Hills residential area to the Village of Random Lake.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

Roads and Highways

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the Village, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Sherman has been functionally classified based on criteria identified by WisDOT. (See Figure 5.1.)

Arterial Roads
The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within the Town of Sherman, STH 57 is functionally classified as a Principal Arterial, and STH 144 and CTH BB are functionally classified as Minor Arterials.

Collector Roads
The primary function of those roads classified as collectors is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas.

With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes.

Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those
places where business and commerce are conducted. Collector roads are further delineated by classification as *major or minor* collectors.

Within the Town of Sherman, CTH I, south of STH 144; CTH K, west of STH 57; and Abbott Drive are functionally classified as Major Collectors. Roads classified as Minor Collectors include CTH I, north of STH 144; CTH SS; CTH A; CTH II; CTH RR; and CTH K, east of STH 57.

Local Roads

The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. Local roads should be designed to move traffic from an individual lot (e.g., a person's home, cottage, or farm) to collector roads that in turn serve areas of business, commerce, and employment. Local roads should not be designed or located in such a manner that they would or might be used by through traffic. All roads not classified as arterial or collector are classified as local roads.

[Map: Figure 5.1 Functional Classifications of Roads]

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) figure and are calculated for a particular intersection or stretch of roadway. WisDOT provides counts for a community once every three years.

Figure 5.2 – Annual Average Daily Traffic, Town of Sherman

Highway Vehicle Counter Location	1996	1999	2002	Change	Percent Change
CTH K					
west of STH 57	1,600	1,600	1,600	0	0%
east of STH 57	890	610	660	-230	-25.8%
CTH I					
south of STH 144	570	590	790	220	38.6%
north of STH 144	920	700	950	0	0%
south of CTH A	540	390	560	20	3.7%
CTH D					
west of CTH CC	1,200	1,300	1,400	200	16.7%
west of STH 57	330	350	410	80	24.2%
STH 57					
south of CTH SS – southbound	3,300	3,900	4,400	900	27.3%
south of CTH SS – northbound	3,100	3,700	4,200	1,100	35.5%
CTH A					
east of STH 57	600	830	980	380	63.3%
east of Pelishek Road	820	1,000	1,000	180	21.9%
STH 144					
east of Camp Awana Road	1,300	1,500	1,500	200	15.4%
CTH SS					
east of CTH I	450	430	560	110	24.4%

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data 1996, 1999, 2002*; Bay-Lake Regional Planning Commission 2005.*

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic. As determined by the Peak Hourly Traffic (PHT), the capacity peak per hour on multi-lane and divided highways is 2,000 vehicles per lane. On two-lane, two-way highways, the capacity peak per hour is 2,000 vehicles in both lanes. Upon examining the recorded annual average daily traffic numbers in the table above, there are no roads or road segments located with the Town that have approached or appear to be approaching the roads design capacity.

Source: Highway Capacity Manual*, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.*

Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with WisDOT, are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer.

Figure 5.3 – Vehicle Crashes, Town of Sherman, 2002, 2003 and 2004

Year	Total Crashes	Fatalities	Crashes with Injuries	Property Damage
2002	74	0	14	60
2003	82	1	12	69
2004	80	0	18	62
Total	236	1	44	191

Source: Wisconsin Department of Transportation, 2005

For the period between January 1, 2002 and December 31, 2004, there were a total of 236 reported crashes in the Town of Sherman. Of that total, one crash resulted in a fatality, 44 crashes resulted in injuries to the vehicles occupants, and 191crashes resulted in property damage.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Single vehicle – non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road hitting fixed objects such as sign post, utility poles, culverts and sliding into a ditch, while multi-vehicle/non-intersection crashes typically result from a vehicle traveling on the roadway and striking another vehicle that is stopped or slowing, entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents, and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Intersections with state highways accounted for 23 or 9.7% of the total crashes reported (Figure 5.4 on the next page). Intersections with county highways accounted for 6.4% or 15 of the crashes reported, and intersections of local town roads accounted for just 9 or 3.8% of the crashes. The non-intersection crashes along state and county highways were the most prevalent. Over half of the total crashes in the town occurred at non-intersection locations on the state and county highways. A total of 39% or 92 crashes took place on state highways and 28% or 66 crashes on county highways. Slightly more than 13% of the total non-intersection crashes or 31 crashes were reported to have occurred on the local road system.

Figure 5.4 – Intersection and Non-Intersection Crashes by Highway Jurisdiction, Town of Sherman, 2002 - 2004

	Crashes	Intersection Crashes		Non-Intersection Crashes	
		Number	Percent.	Number	Percent
State Highways	115	23	9.7%	92	39.0%
County Highways	81	15	6.4%	66	28.0%
Local Roads	40	9	3.8%	31	13.1.%
Total	236	47	19.9%	189	80.1%

Source: Wisconsin Department of Transportation, 2005

During the period from January 1, 2002 through December 31, 2004, 39% of the total crashes (91 out of 236) took place on STH 57. Not all of these crashes were intersection related; however, 20 of the 91 crashes along STH 57 were within a quarter mile of CTH A and 16 of the 91 crashes along STH 57 were less than a quarter mile from STH 144.

Access Controls

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, neither Sheboygan County nor the Town of Sherman has a Controlled Access Ordinance – nor do they plan to adopt one. The State has an access control ordinance along STH 57 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

Major components of Trans 233 include review, access, drainage, setback and vision corners.

- **Review**. WisDOT reviews all subdivision plats along state highways for conformance with the rule. Along with state highway system segments in rural areas, the rule also applies to segments that extend through a village or city. Once a final map is provided, WisDOT has 20 days to complete its review.

- **Access**. Direct access to the state highway system from newly created lots is generally not permitted. The owner should determine alternative ways to provide access to the property. The preferred option is for the property to take access off an alternate street. New public streets created by a subdivision are the next preferred alternative. Joint driveways may be allowed if a special exception from the rule is requested and approved. Some developments may require a special traffic study.

- **Drainage.** Drainage is evaluated to help ensure that stormwater flowing from a new development does not damage a highway or its shoulders. It is advisable for developers to discuss drainage issues with the WisDOT district office staff before submitting a subdivision for review.
- **Setback.** Setbacks are areas abutting a state highway in which buildings cannot be constructed. In general, setbacks are 110 feet from the centerline of the highway or 50 feet from the right-of-way line, whichever is more restrictive.
- **Vision corners.** Vision corners are triangular areas at intersections in which structures, improvements and landscaping are restricted because they can block the ability of motorists to see oncoming vehicles. Vision corners may be required at the time a permit is obtained and possibly sooner.

Source: Wisconsin Department of Transportation, 2005.

Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed. Wisconsin State Statutes allow 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.

The Town of Sherman adopted Section 4.0 of their Town Ordinance in 2004 to regulate the construction of all new driveways in the Town. The purpose of the code is to "establish standards for driveways that will provide for better and safer provisions for adequate access from private development to a public right of way, with the intent of maintaining the safety and welfare of those involved in providing services while in the operation of fire protection and emergency equipment." Landowners must stake out in the field the location and size of their driveway for review by the Town of Sherman and the Sheboygan County Highway Department. Upon acceptance of the location by all parties, a permit will be issued.

Along all state highways, WisDOT has jurisdiction of any new driveways to be constructed. This is covered under Trans 231 and a permit is necessary for construction.

A driveway permit is required for culverts installed adjacent to town roads within the Town of Sherman. For driveways installed on county trunk roads within the Town of Sherman, this application is on the same form as the driveway permit that is submitted to the Sheboygan County Highway Department and is approved by the County. Driveways installed along State highways within the Town of Sherman are required to obtain a permit from WisDOT.

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 85th percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85th percentile. Another consideration is the road's design limit, 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 should be consistent, safe, and reasonable; and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% 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.

INVENTORY AND ANALYSIS OF TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the Town of Sherman.

County Functional and Jurisdictional Studies

There are no existing county functional or jurisdictional transportation plans for the road system within the Town of Sherman, however, such a study for the surrounding area is overdue. During a key stakeholder forum held November 30, 2004, the Sheboygan County Highway Commissioner said functional/jurisdictional classifications are reviewed periodically. Roads can change from town to county and vice versa. The County Highway Department intends to look at their classifications as part of Sheboygan County's comprehensive planning. Changes are generally based on traffic numbers and types of vehicles.

Transportation Corridor Plans

There are no existing transportation corridor plans for the road system located within the Town of Sherman.

Rural Transportation Plans

There are no transportation plans for the road system located within the Town of Sherman.

State Highway Plan

The Wisconsin state Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through strategies of engineering, education and enforcement.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstructi*on) 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 of roads including the road base and rebuilding roads to modern standards.

Relative to the state's Six-Year Highway Improvement program and the Town of Sherman area: the northbound lanes of STH 57 from CTH A to the Village of Waldo were reconstructed in 2002; and, STH 28 will be reconstructed and resurfaced during the 2005 to 2007 program years.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The 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 defines the State Airport System and establishes the current and future role of each airport in the system.

State Railroad Plans

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

State, Regional and Local Bicycle Plans

State Bicycle Plan

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

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

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

Regional Bicycle Plan
The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the Town of Sherman. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County.

Sheboygan County Plan
The Sheboygan Urbanized Area Bicycle Facilities Plan was adopted by the county in September 1991. The Sheboygan Metropolitan Planning Organization was also involved in the development of the plan. The organization included representatives form the towns, the Sheboygan Public Works Department, and the Sheboygan Transit System.

The major purposes of the bicycle plan were to: (1) to develop goals, objectives, and policies for the development of bicycle facilities in the Sheboygan area; (2) to reach agreement on appropriate bicycle facilities within the Sheboygan area; (3) to evaluate these bicycle facilities in terms of a set of primary and secondary criteria determined by the review committee for this plan; and (4) to recommend an education and safety program for bicyclists of all ages in the Sheboygan Urbanized Area.

Six major goals are included in the Sheboygan Bicycle Plan. The first goal is to increase bicycle safety; this involves safer routes, road upgrades, law enforcement, and publication of bicycle safety literature. The second goal is the utilization of recreational and natural attractions. The main objectives of this goal include the increased usage of trail and route signage, incorporation of river corridors and greenways, and an interconnected area between paths and parks. The fourth goal of the bicycle plan is to provide auxiliary facilities, such as adequate bicycle parking and storage, to make bicycling a more attractive transportation option for area residents. The remaining goals involve the funding for the implementation and improvements of bicycle facilities, and also the consideration of the bicyclist population and their needs in the bicycle facilities planning process.

Recommendations of the Sheboygan Bicycle Plan include the identification of corridors providing important linkages to potential bicycle traffic generation sites, the development of bicycle paths or multipurpose recreational facilities, increased usage of bicycle lanes and wide curb lanes, the development of common roadway usage corridors, and the development of recommended bicycle facilities within identified principal bikeway corridors. The recommended width of bicycle paths and multipurpose recreational facilities is approximately 10 feet. Bicycle lanes and wide curb lanes have a recommended width of 5 feet. Common roadway usage corridors are areas identified by low traffic volumes and low average travel speeds. Development of recommended bicycle facilities within identified principal bikeway corridors has a well-defined set of potential bicycle traffic generators.

TRANSPORTATION FUNDING PROGRAMS

http://www.dot.wisconsin.gov/localgov/

General Transportation Aid (GTA)

Local road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality, which pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was $1,850 for 2004. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The community does not have to report crack filling or seal-coating projects.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP): 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50% of the cost reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than $5 million and exceed 475 feet in length). This program funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings of less than 80 are eligible for rehabilitation, and those with sufficiency ratings of less than 50 are eligible for replacement.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDot transportation Office (District 3) staff in winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

Traffic Signing and Marking Enhancement Program

This WisDOT program is available to local governments to enhance the visibility of traffic signs and roadway markings in an effort to assist older drivers and pedestrians. Eligible projects include updating to larger, brighter, and more reflective signs, and increasing the reflectivity of yellow centerlines and white edge "fog lines" on roadway pavement. The program pays up to 75% of total eligible costs, with the local government contributing matching funds equal to at least 25% of the total eligible costs.

Rural & Small Urban Area Public Transportation Assistance Program – Sect. 5311

Allocations to the State of Wisconsin are set at the federal level. Funds may be used for operating assistance and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;

- mitigating water pollution de to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation assistance Program (WETAP).

TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration Programs

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

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history. Built as an off-spring to the pilot program, the Transportation Equity Act for the 21st Century (TEA-21), the bill was signed into law by President Bush on August 10, 2005.

The SAFETEA-LU program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2009.

Funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

TRANSPORTATION STRATEGY AND RECOMMENDATIONS

The Town of Sherman will seek direction for this element from the vision and goals identified through the public participation process:

Vision

"We envision Sherman as a predominantly open space, agricultural area surrounding small villages. Sherman residents consider the land to be a great natural asset and encourage careful planning to ensure the land is used wisely. Intergovernmental cooperation will be important in this planning."

Goals, Objectives, Policies, Programs

1) The Town of Sherman will provide well-maintained, safe roads.

STH 57 is a four-lane, heavily traveled highway that is not a closed access freeway. Therefore, cross traffic occurs at approximately nine intersections, and about two dozen private driveways in the Town of Sherman corridor.

a) *Policy/program:* In order to promote traffic safety and maintain the efficiency of STH 57, the Town, along with the Villages of Random Lake and Adell, should work within WisDOT policies to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and by requiring frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.

b) *Policy/program:* Communicate periodically with WisDOT to remain apprised of safety studies and/or opportunities to improve the STH 57 corridor as necessary. This may include traffic signals, flashing caution lights, reduced speed limits, turning lanes, etc.

c) *Policy/program:* When appropriate, the Town will explore using the funding sources identified under the Transportation Funding Programs listed earlier in this chapter.

A well managed transportation system helps ensure the safety of farmers, truckers, and residents, and increases the livability of a community.

d) *Policy/program:* Local road systems, especially those in heavily agricultural areas, should be designed and signed to minimize through traffic movement.

e) *Policy/program:* New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear.

f) *Policy/program:* Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff's Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Continue to tie all of this data in to a long-term maintenance schedule and capital improvement program that addresses ongoing drainage improvements, shoulder betterment, and location of parking and field entrances

g) *Policy/program:* Provision for bicycling and walking should be made in rural residential areas through a combination of methods, which may include low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, and stand-alone trails.

h) *Policy/program:* Town road right-of-ways will be maintained as needed to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.

2) The Town of Sherman will actively participate in transportation activities (state, county, rail) that impact the Town.

Transportation systems cross many municipal boundaries and are managed by multiple layers of government. This is an on-going reality that must be acknowledged and worked with.

a) *Policy/program:* The Town will continue to communicate with state and county transportation officials as needed regarding maintenance of existing roadways within the Town. The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent Towns. The Town will share its comprehensive plan with appropriate transportation agencies and will make its land use vision and goals known to proactively address growth associated with improved transportation corridors.

3) The Town of Sherman will plan for a transportation system that is harmonious with its surroundings.

Roads and related features should adapt to and complement existing land uses and natural resources.

a) *Policy/program:* The total amount of land used for transportation facilities should be minimized as much as possible.

b) *Policy/program:* The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.

c) *Policy/program:* The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.

d) *Policy/program:* The location of transportation facilities in or through environmental corridors should be avoided if possible.