CHAPTER 4: TRANSPORTATION

INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the City and the surrounding area. The City's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the City desires them to become in the future, and devise ways to implement them.

KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in the element. The reader is encouraged to review the "Inventory and Analysis" portion of the element for more detail.

Streets and Highways
   a) Within the City there are approximately two miles of urban principal arterial roads.
   b) Within the City there are approximately two miles of urban minor arterials.
   c) Within the City there are approximately three miles of urban collector roads.
   d) Within the City there are approximately 20 miles of urban local roads.
   e) Within the City there are approximately 0.1 miles of rural major collectors.
   f) There are approximately 51 miles of PASER rated roads in the City.
   g) There are no rustic roads designated in the City.

Public Transportation
   a) Fixed route transit service is not available in the City.

Non-motorized Transportation
   a) Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system.
   b) The City includes segments of Complete Streets (Map 4-3) but does not have an adopted Complete Streets policy or design standards.

Trucking and Freight
   a) There is one designated truck route within the City.
   b) ADA and Senior transportation options are available throughout Calumet County

Air Transportation
   a) The city owns and operates the New Holstein Municipal Airport (8D1).

Railroads
   a) There is one active railroad lines running through the City.
   b) No direct rail passenger service is offered near the City.

Water Transportation
   a) There are no commercial ports in the City.

INVENTORY AND ANALYSIS

The inventory and analysis section provides the City with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the City is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

STREETS AND HIGHWAYS[1]

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the City, roads are classified under the urban functional classification system. **Map 4-1** illustrates the transportation infrastructure and functional classification for the City[2].

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the City were completed in 2013 and 2016 are also provided to view traffic trends **(Map 4-1)**.

Functional Classification of Highways

The urban and rural functional classification process organizes routes according to the character of service provided, ranging from travel mobility to land access.
Urban Principal Arterials

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[1] Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.
[2] Functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Most recent changes to the functional classified roads are in the process of being updated in 2016.

Principal arterials serve major economic activity centers of an urban or urbanized area, the highest average daily traffic (ADT) corridors, and regional and intra-urban trip length desires. ***Within the City there are approximately two miles of urban principal arterial roads.***

Urban Minor Arterials

Urban minor arterials serve important economic activity centers, have moderate ADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system. ***Within the City there are approximately two miles of urban minor arterials.***

Urban Collectors

Urban collectors provide direct access to residential neighborhoods, commercial, and industrial areas. They serve moderate to low ADT and inter-neighborhood trips. ***Within the City there are approximately three miles of urban collector roads.***

Urban Local Roads

Local roads, which include all of the remaining roads and streets in the City, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads. ***Within the City there are approximately 20 miles of urban local roads.***

Rural Major Collector

Major collectors provide intra-area travel mobility and land access within localized areas. Major collectors are also feeders to the arterial system from places with populations of 100+. Major collectors may be stub-ended but not isolated from the rest of the system. ***Within the City there are approximately 0.1 miles of rural major collectors.***

Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the state of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. This information is partially tied to the amount of General Transportation Aids (GTA) funding that the City receives on a yearly basis.

The surface condition rating of each roadway is updated in the State's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.[3] This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. **Table 4-1** provides a breakdown of the PASER ratings, conditions and maintenance needs.

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[3] Transportation Information Center. 2002. *PASER Manuals Asphalt*

Table 4-1: PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 4-2 provides a summary of the total miles of local roads in the City by PASER rating. A map showing the PASER ratings by street is in **Map 4-3**. *There are approximately 51 miles of PASER rated roads in the City.[4]* According to PASER:

Table 4-2: Total Miles of Local Roads within City by PASER Rating, 2017

Rating		Mileage	Percent	Percent
0	Not Rated	4.31	8.52%	8.52%
1	Poor	0.00	0.00%	19.11%
2		0.48	0.95%	
3		2.57	5.08%	
4		6.61	13.07%	
5	Fair	11.80	23.34%	62.60%
6		10.45	20.67%	
7		9.40	18.59%	
8	Good	2.96	5.85%	9.77%
9		1.48	2.93%	
10		0.50	0.99%	
Total:		**50.56**	**100.00%**	

Source: WISLR 2017

Crash Data

The New Holstein Police Department collects crash data for the city. **Map 4-4** displays crash data for the years 2013-2017.

Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance

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[4] PASER road mileage is calculated and rated by road lane miles (i.e. north and south or east and west)

practices that allow wildflowers and other native flora to extend to the edge of the pavement.
There are no rustic roads designated in the City.

PUBLIC TRANSPORTATION

Fixed Route Transit Service

Fixed route transit service is not available in the City.

ADA and Senior Transportation

ADA and Senior Transportation options provided throughout rural Calumet County:

Calumet County Transportation Services:

Calumet County Aging and Disability Resource Center provides non-emergency transportation services to individuals 60 years of age and older and individuals with a disability who reside in Calumet County.

This service is provided to help people remain in their community by providing access to safe and reliable transportation. Services are available to provide assistance to medical, nutrition, shopping, and human services resources. Services are provided both for ambulatory and non-ambulatory individuals.

Kiel Senior Citizens Transportation

The Kiel Senior Citizen Program is entirely supported by donations and is operated by volunteer drivers.

Make the Ride Happen:

Making The Ride Happen (MRH) manages a call center for Older Adults and Adults with disabilities to call and get comprehensive transportation information in the tri county area (Outagamie, Calumet & Winnebago). MRH also manages a volunteer driver program that services older adults. The volunteers use their own vehicle to pick up a client and take them to medical appointments and shopping and errands.

New Hope Center:

New Hope transportation services allow individuals with disabilities to live independently within the community, providing vital support to access employment, education, healthcare, and community life. New Hope offers fixed route and demand response services:
- Fixed route services are provided throughout Calumet county by a combination of three vans and four wheelchair accessible busses Monday through Friday.
- Demand response services are available to transport individuals and groups on prearranged trips. This service is frequently used by area service organizations to transport individuals for social and recreational activities.

Statewide:

Non-Emergency Medical Transportation (NEMT): The state contracts for state -wide brokerage services currently being provided by Logisticare. Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation

NON-MOTORIZED TRANSPORTATION

Pedestrian and Bicycle Facilities

Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system. Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks. Please reference **Map 4-3** for locations of pedestrian and bicycle facilities within the City.

Planning

Two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

Complete Streets

Complete Streets are roadways designed to safely and comfortably accommodate all users, including, but not limited to, motorists, cyclists, pedestrians, transit and school bus riders, delivery and service personnel, freight haulers, and emergency responders. "All users" includes people of all ages and abilities. ***The City includes segments of Complete Streets (Map 4-3) but does not have an adopted Complete Streets policy or design standards.***

TRUCKING AND FREIGHT

There is one designated truck routes exist within the City. Please reference **Map 4-2** to see the route map within the City as well as an inventory of truck terminals.

AIR TRANSPORTATION

The city owns and operates the New Holstein Municipal Airport (8D1). The airport has a 3,600 foot paved runway and a 3,000 turf runway. It includes a terminal which features a pilot's lounge, FBO office, showers and a community room. With its close proximity to EAA Air Venture in Oshkosh the airport becomes very busy during late July.

Appleton International Airport provides regional air transportation. Airport uses at Appleton International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.[5] According to the *Wisconsin State Airport System Plan 2030,* the airport is currently classified as a Commercial Service airport.[6] Appleton International Airport is approximately 25 miles north of the City. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 55 miles northeast), Dane County Regional Airport in Madison (approximately 95 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). All of these airports are also classified as Commercial Service airports.

Wittman Regional Airport in Oshkosh is classified as a Large General Aviation (GA) airport and does not provide commercial air service. It is, however, a vital tourism / economic development entity for the City and Calumet County with the yearly Experimental Aircraft Association (EAA) weeklong fly-in event each summer.

Sheboygan County Memorial Airport is classified as a Regional General Aviation airport and does not provide commercial air service.

RAILROADS

Rail Freight Service

There is one active railroad line running through the City.

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although ***no direct rail passenger service is offered near the City***, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*[7], prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time.

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[5] http://wisconsindot.gov/Documents/projects/multimodal/air/sasp4-ch3.pdf (Table 3-9)
[6] http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx
[7] *Midwest Regional Rail System: Executive Report, 2004.* Transportation Economics & Management Systems, Inc. & HNTB.

WATER TRANSPORTATION

There are no commercial ports in the City*.* The closest ports are located in Green Bay, approximately 50+ miles to the northeast and in Milwaukee, approximately 110 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the City, there are recreational boating opportunities and boat slips along the Fox River and nearby Lake Butte des Morts and Lake Calumet.

AUTONOMOUS VEHICLES AND RIDE SHARING

Within the planning period the City can expect to see an increased presence of autonomous vehicles and ride sharing. These services will fundamentally transform the transportation system and will have implications for the City. The American Planning Association recommends that communities should prepare for this change by considering the following:

- **Equity and Access.** Access to transportation is important for employment, education, healthcare and recreation. While ride sharing may improve access to transportation, it is important that the City ensures autonomous vehicles do not reinforce existing disparities in access. Additionally, employment in the transportation industry will likely be impacted by autonomous vehicles.
- **Transportation Network.** Significant changes to the ecosystem by increasing the use of fleets for share mobility providers and freight transportation.
- **Land Use and the Built Environment.** Autonomous vehicles will change how we design our public right of ways, street configurations and parking and circulation. This will impact the City's Capital Improvement Program, design standards and zoning code.

FUTURE PLANS AND STUDIES

The following plans and planning efforts can impact the city.

WisDOT statewide plans:

- Connections 2030 Long Range Transportation Plan (multi-modal transportation plan)
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan

Regional and local planning efforts

- East Central Wisconsin Regional Planning Commission (ECWRPC):
  - **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Calumet County is a member of ECWRPC; adoption in 2018)
- Capital Improvement Plan

POLICIES AND PROGRAMS

Policies and programs related to the Transportation Element can be found in **Appendix D**.

GOALS, OBJECTIVES AND POLICIES

The following goals, objectives and policies represent the actions needed to obtain the community's vision. Goals are high level statements. Objectives are specific activities to accomplish goals. Objectives should be clear, measurable and concise. Policies represent principles for the community.

GOALS AND OBJECTIVES

Type	#	Content
Goal	T1	**Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.**
Objective	T1.1	Balance competing community desires (i.e., scenic beauty, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
Objective	T1.2	Reduce high accident locations.
Objective	T1.3	Require safe locations and designs for access onto local public roadways.
Objective	T1.4	Require developers to bear an equitable share of the costs for the improvement or construction of transportation system (road, bike paths, sidewalks, public transportation, etc.) needed to serve new development.
Objective	T1.5	Direct location of new roads and development in conjunction with site plans, Area Development Plans, and utility coordination.
Objective	T1.6	Monitor the effectiveness of existing, and enhance opportunities for new, shared service agreements for providing local road development and maintenance.
Objective	T1.7	Improve deficient roadways.
Objective	T1.8	Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
Objective	T1.9	Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
Objective	T1.10	Direct truck traffic to appropriate routes and plan cooperatively with affected communities.
Objective	T1.11	Maintain adequate public parking facilities.

Type	#	Content
Goal	T2	**Support the development and use of multiple modes of transportation.**
Objective	T2.1	Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.
Objective	T2.2	Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of

Type	#	Content
		sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
Objective	T2.3	Monitor the need for transit options, particularly for senior residents.
Objective	T2.4	Continue to support the New Holstein Municipal Airport as a community and county asset.

POLICIES AND RECOMMENDATIONS

Type	#	Content
Policy	1	The PASER (Pavement Service and Evaluation Rating System) shall be utilized to annually update the 5-year Road Improvement Program, including funding sources and priorities for identified improvement projects.
Policy	2	Area Development Plans shall be required as part of the submittal of any residential development plans (i.e., subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.
Policy	3	The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
Policy	4	The city may require all new residential, commercial, institutional, and mixed use developments to be served with sidewalks and/or pedestrian/bike paths.
Policy	5	Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.
Policy	6	Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
Policy	7	Street design standards (intersection design, signal phasing, and roadway width) shall give priority to and enhance the safety of pedestrians and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons, and/or commuters.
Policy	8	Transportation related issues that affect neighboring areas will be jointly discussed and evaluated with that neighbor and the Wisconsin Department of Transportation if necessary.
Policy	9	Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.
Policy	10	The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
Policy	11	Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.
Policy	12	Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal

			facilities should be emphasized.
Policy		13	The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
Policy		14	Public streets shall not be used for parking trucks associated with the operation of industrial facilities.
Policy		15	As land is developed, require pedestrian facilities based on standards for the street classification.
Policy		16	Encourage that the transportation needs of the physically challenged are met.
Policy		17	The city and county shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)