

5.0 TRANSPORTATION ELEMENT

INTRODUCTION

A community's transportation infrastructure supports the varied needs of its residents, local businesses, visitors, and through-traffic. This chapter summarizes the existing transportation system and, based on local input, provides a 20-year plan that will serve as a resource guide and implementation tool for creating a comprehensive multi-modal transportation system within the Town and Village of Black Creek.

A multi-modal system accommodates pedestrians, bicyclists, transit services, and rail travel in addition to motor vehicles. A diversified, well-balanced transportation system is a major factor affecting growth and quality of life. Planning for the various modes of transportation is one of the most important components of the Town and Village of Black Creek Comprehensive Plan. Opportunities for multi-modal enhancements to the current transportation system include bicycle and pedestrian facilities, equestrian facilities, Complete Streets planning, streetscape improvements and traffic calming, among others. Since two communities spans a relatively large geographical area, another important component of the plan is to maintain connectivity and a sense of community between the Town and the Village



In Black Creek, private vehicles are the primary means of transportation. Sidewalks and other pedestrian amenities are available in the Village, but not available in the Town. There is an initiative to bring a trail route through the communities, which would greatly increase transportation opportunities.

Black Creek residents are concerned about the long-term plans for STH 47 and STH 54. Rumors of bypasses, realignments and other changes have increased speculation and concern. This chapter clarifies the current WisDOT project plans in the "Issues & Concerns" subsection and presents the local plans for these important corridors.

This chapter provides information about existing transportation facilities, plans, and issues, and concludes with a series of goals and supporting objectives, intended to aid the Town and Village of Black Creek in achieving its vision for 2025: their transportation goals.

TRANSPORTATION VISION

By 2025, Black Creek has welcomed several significant transportation improvements (i.e. the widening of STH 47 and a new interchange at STH 47 & CTH A). The Town and Village use the Smart Growth Plan to ensure that development along these corridors does not deter from the rural character of the community.

Village residents enjoy well-maintained, paved streets with sidewalks in most areas. A network of quality local and county roads accommodate automobile and farm equipment needs in the Town. All residents enjoy easy and direct access to Appleton and Green Bay via STH 47 and STH 54 Private transportation is more commonly used.

Established local trails are an integral part of the transportation network and provide safe, efficient, and environmentally friendly transportation and recreation choices.

INVENTORY OF EXISTING TRANSPORTATION FACILITIES

Transportation facilities in the Town and Village of Black Creek range from rural roads to state highways. Residents enjoy easy access to STH 47 and STH 54, which connect residents to Green Bay, Appleton and beyond. Opportunities for safe pedestrian travel are limited mainly to the Village, given a lack of sidewalks and trail facilities ~~(at this time)~~ in the Town. Residents mainly rely on their personal vehicles to meet their transportation needs. Other modes of transit, including light rail and air transportation, are not available, nor are they likely to be developed in the next 20 years. Air transportation service is available to residents at the Outagamie County Regional Airport in Appleton and Austin Straubel Airport in Green Bay.

WALKING OPPORTUNITIES

Modern planning approaches recommend: walkable neighborhoods to promote social interaction, community safety and physical fitness ideally located within ¼ mile, or a five- to ten-minute walk, of a destination point (i.e. school, shopping, park, church, etc.).

- ~~Walkable neighborhoods to promote social interaction, community safety and physical fitness.~~
- ~~Ideally, walkable neighborhoods should be within ¼ mile, or a five- to ten-minute walk, of a destination point (i.e. school, shopping, park, church, etc.).~~



Pedestrian opportunities vary greatly throughout the Town and Village. In the Town, most local roads have limited shoulder areas and the posted speed limits greater than 45 miles per hour. These conditions hinder safe pedestrian travel. Moreover, short site distances in some areas also present a danger to pedestrians. Walking to places of work, shopping or entertainment is not realistic for most Town residents, given the low-density development pattern and that nearly all goods and services are located several miles away (in the Village and other nearby communities). This situation is not anticipated to change over the next 20 years. As a result, Town residents without access to vehicles face severe transportation challenges.

In the Village, sidewalks are common and speed limits are reduced in most areas. More importantly, the density and scale of development supports pedestrian travel throughout the community. Most Village residents enjoy this walkable environment; however, walkability may be less favorable in developments that extend outward away from the Village's center and other destination points. It is important that the Village consider pedestrian linkages when a new development is proposed to eliminate any negative impacts on the quality of life of residents living in the outermost neighborhoods.

TRAILS & CYCLING OPPORTUNITIES

In addition to recreational benefits, trails in northeast Wisconsin have been shown to increase property values for home located along established trail routes and increase exposure (and profits) for local businesses that have trail access. ~~As is sometimes speculated, Elevated vandalism and crime rates have not been seen along trail routes.~~⁺



⁺ ~~Fox River Trail Study, Brown County Planning Commission December 2001.~~
~~Joint Town and Village of Black Creek Comprehensive Plan~~
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Trails-

-The *Outagamie County Greenway Plan*² provides recommendations for bicycle and pedestrian trails in the county. ~~In Black Creek a trail route is recommended:~~

- ~~■ Parallel to CTH PP between the southern limits of the Town and CTH B.~~
- ~~■ Parallel to CTH B between CTH PP and the east side of the Village.~~

~~In Black Creek, a trail route is recommended parallel to CTH PP between the southern limits of the Town and CTH B, and parallel to CTH B between CTH PP and the east side of the Village.~~

This trail route would connect residents of the Village (via sidewalks) to trail routes extending south to the Fox Cities.

Long-term, a trail is also shown on the east side of the Village, extending north, across STH 54 adjacent to environmental corridor along Black Creek. The route extends north of the Village, across the width of the northern portion of the Town. This route is not supported locally due to issues with acquisition from private landowners, as well as, concern over the ability to locate trails in wetland areas. An alternative trail route is shown on the *Transportation Network Map*.

The Town and Village support the development of trails by the county. As such, trail locations have been included on the *Transportation Network* and *Future Land Use Maps*, including a trail route along the Wisconsin Central Limited railroad corridor (refer to the railroads section of this chapter for additional information about this segment.) The Town and Village also support additional trail connections to the Fallen Timbers Environmental Center.

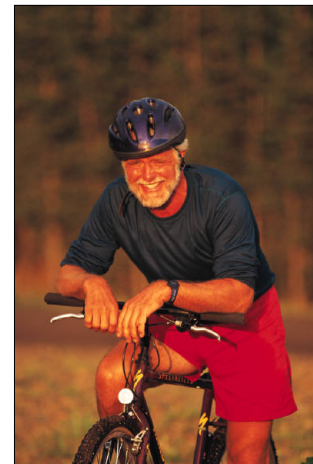
Snowmobile Trails-

-The Black Creek Railriders and the Dairyland Riders have snowmobile trails that pass through the Town and Village. The location of these trails is illustrated on the *Transportation Network Map*. These organizations work with local landowners and the Village to designate trail routes. They also maintain the trails each season.

Cycling-

-As part of its Corridors 2020 Plan, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Outagamie County.

The WisDOT Plan Map provided on the next page suggests but does not establish possible bicycle routes along state, county, and local roads, Bicycling routes along state highways will be included in WisDOT's State Highway 2020 Plan and WisDOT will control their development.



² For more information about the Outagamie County Greenway Plan, refer to the Summary of Existing Plans section later in this chapter.

The map displays the rank of several roads in Outagamie County based on their appropriateness for bicycle traffic. These ratings are primarily based on:

- Road width (i.e. ability to accommodate a shoulder path)
- Traffic volume
- Truck traffic as a percentage of all traffic (secondary consideration)
- Site distance restrictions (secondary restriction)

WisDOT limited the scope of its assessment to county and state corridors, and considers Town roads moderately acceptable for bicycling, given their limited traffic flows. However, due to the limited width and shoulder areas of these roads, they are not being considered “best.” WisDOT did not evaluate roads in the Village for bicycle traffic appropriateness.

WisDOT recommends that bicyclists be prohibited from STH 47 and STH 54 within the Black Creek Community. CTH PP is identified as a route that has moderate conditions in place for cycling. CTH B is the only road identified as having the best conditions for cycling in the Black Creek Community.

All town roads in the Town of Black Creek are considered acceptable by WisDOT standards for cycling.

The WisDOT suggestions for bicycle paths are not firm recommendations. The WisDOT suggestions for bicycle paths along county and town roads are simply suggestions. They are not firm recommendations. The *Outagamie County Greenway Plan* incorporates these recommendations and has additional bicycle and pedestrian trails in the county.



RAILROAD CORRIDORS

The Wisconsin Central Limited railroad (owned by Canadian National) runs north - south through the Town and Village of Black Creek. This line extends between Thornton and Shawano. It provides the only rail link into Shawano. The maximum speed through the Town and Village is 35 miles per hour. According to the Federal Railroad Administration website, up to 6 trains per day (3 each way) operate on this line.

A second railroad track, running east - west across the Town and through the Village has been abandoned and is currently being converted to a multi-use trail.

There are no plans to establish additional rail corridors in the community. This situation is not anticipated to change over the

life of the plan.

STREETS AND HIGHWAYS

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids ~~are~~^{is} available to communities for construction and maintenance. Aids ~~s~~ cannot exceed 85% of expenditures based on a 3-year average.

Principal Arterials

STH 47 and STH 54 are classified as principal arterials in Black Creek.

Minor Arterials

Currently, there are no minor arterials in Black Creek.

Major Collectors

County highways A is considered major collector in the Town of Black Creek.

Minor Collectors

CTH PP is a minor collector. CTH B is identified as a *future* minor collector between CTH PP and STH 47 on the *Transportation Map*.

Local Roads

The remaining roads in the community are local. They provide access to residential, commercial and industrial uses within the Town and Village.

All the roads described in this section are illustrated on the *Transportation Map* provided in this chapter. Available traffic count information at key intersections from Outagamie County is also provided on the map.

MASS TRANSIT

Mass transit via bus, high-speed rail, or other means is not available in the Town or Village. It is not likely to be established in the next 20 years given limited demand, low population density in the Town and a small overall population base. The current population and population density of

Functional Classification

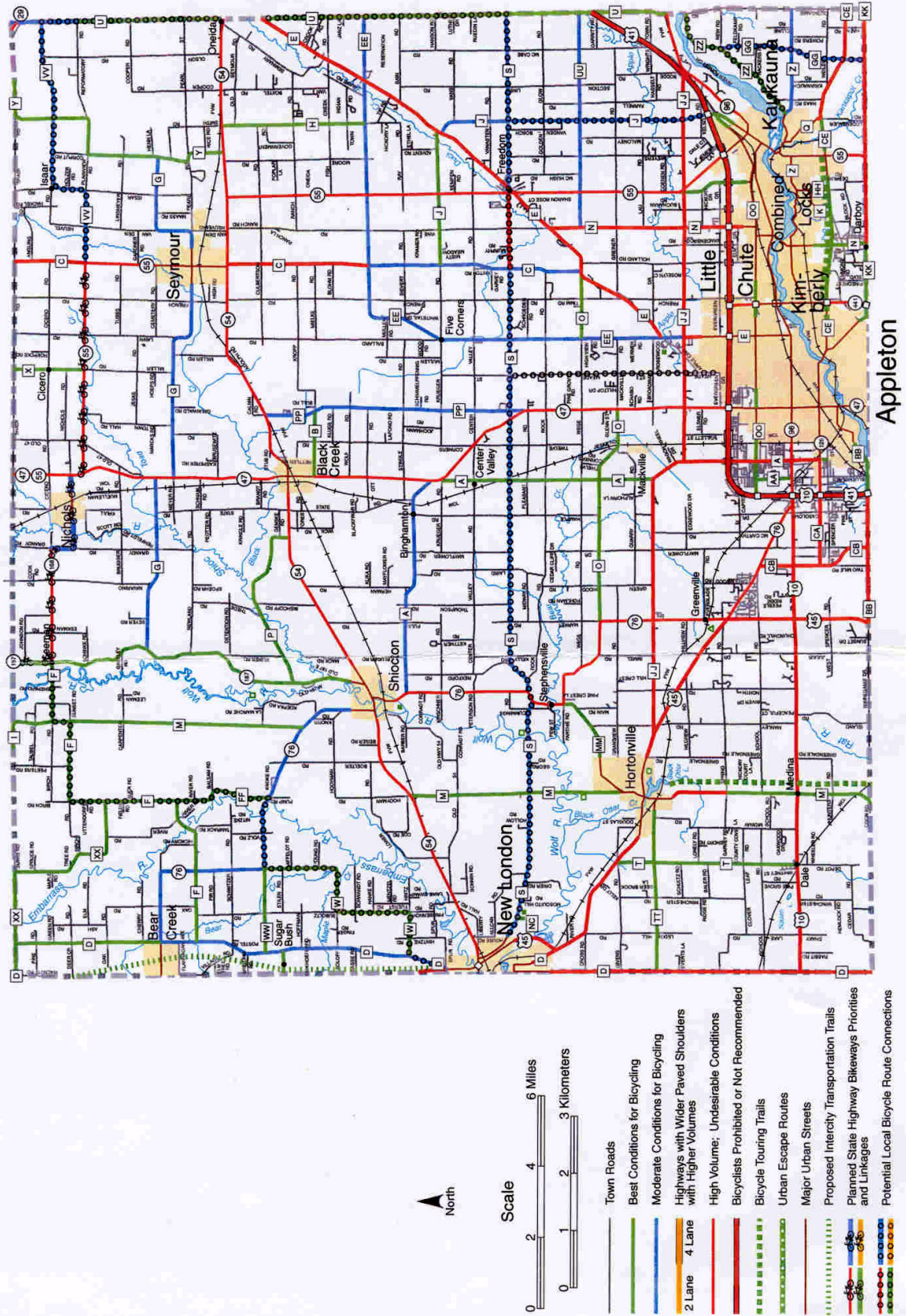
Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land.

- **Principal Arterials** – serve interstate and interregional trips.
- ✓
- **Minor Arterials** –accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- ✓
- **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- ✓
- **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- ✓
- ✓▪ **Local Roads** – provide direct access to residential, commercial and industrial development.

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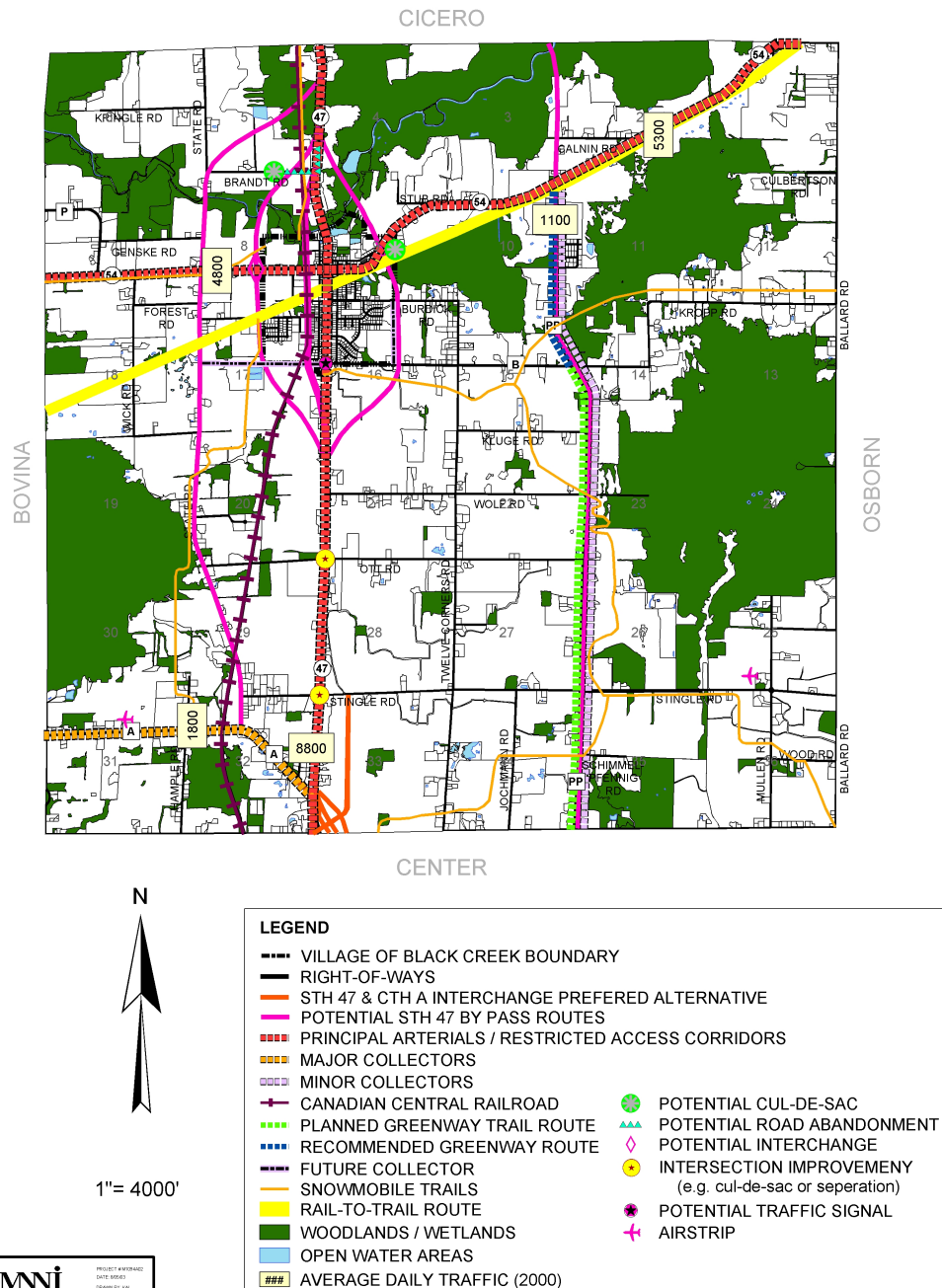
the area cannot provide the ridership necessary to support a transit system. Neither the Town nor the Village has plans to establish transit service.

Bicycling Conditions Assessment with Planned State Highway Priority Corridors and Key Linkages
Outagamie County

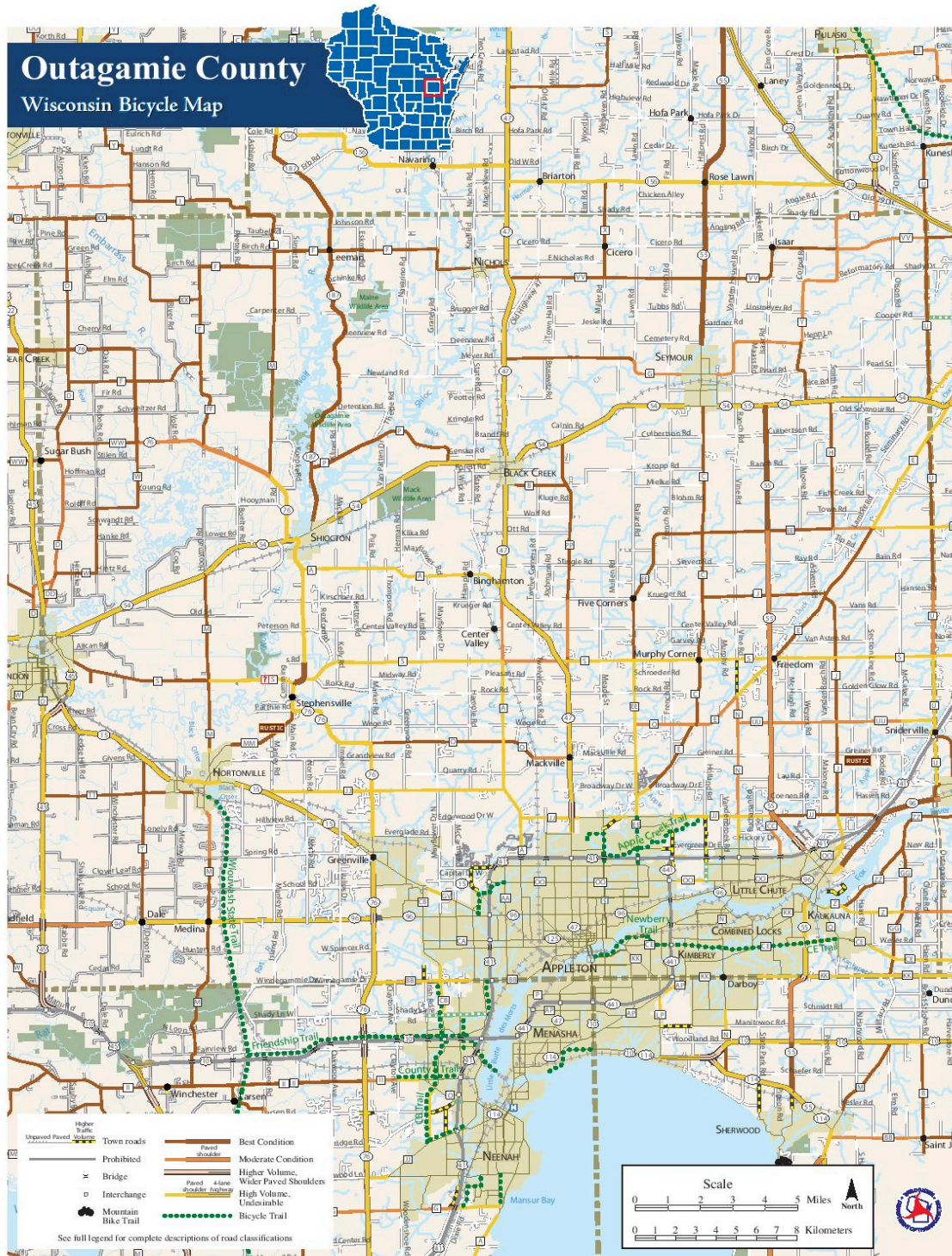


TRANSPORTATION

BLACK CREEK



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Town of Black Creek Transportation Map will be inserted
here

Village of Black Creek Transportation Map will be inserted
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~~**Principal Arterials.** STH 47 and STH 54 are classified as principal arterials in Black Creek.~~

~~**Minor Arterials.** Currently, there are no minor arterials in Black Creek.~~

~~**Major Collectors.** County highways A is considered major collector in the Town of Black Creek.~~

~~**Minor Collectors.** CTH PP is a minor collector. CTH B is identified as a future minor collector between CTH PP and STH 47 on the Transportation Map.~~

~~**Local Roads.** The remaining roads in the community are local. They provide access to residential, commercial and industrial uses within the Town and Village.~~

~~All the roads described in this section are illustrated on the Transportation Map provided in this chapter. Available traffic count information at key intersections from Outagamie County is also provided on the map.~~

~~**The Town and Village value the road network and the many connections it provides. Therefore, the Town and Village consider road maintenance an important priority.**~~

MASS TRANSIT

~~Mass transit via bus, high-speed rail, or other means is **not available** in the Town or Village. It is also **not likely to be established** in the next 20 years given limited demand, low population density in the Town and a small overall population base. Simply put, the area cannot provide the ridership needed to support a transit system. Neither the Town nor the Village has plans to establish transit service.~~

Outagamie County, through its Health and Human Services Department, provides door-to-door advance reservation transportation for all persons with disabilities and persons 60 years or older who reside in rural areas of Outagamie County (outside of the Fox Cities). This service is provided through a contract with Kobussen Buses, Ltd. Other (non-disabled or elderly) transit dependent residents (i.e. minors) must rely on the assistance of friends or family or hire private transportation providers to meet their transportation needs.

WATER TRANSPORTATION

The Black Creek, which flows across the northern portion of the Town, is the primary water features in Black Creek. This creek is not deep enough or wide enough to support water-based transportation opportunities. The nearest major water access port is in Green Bay.

Streets and highways are classified according to their primary function; either to move vehicles or to serve adjacent land.

✓ ~~**Principal Arterials**~~—serve interstate and interregional trips.

✓ ~~**Minor Arterials**~~—accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.

✓ ~~**Major Collectors**~~—provide service to moderate-sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.

✓ ~~**Minor Collectors**~~—these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.

✓ ~~**Local Roads**~~—provide direct access to residential, commercial and industrial development.

TRUCK TRANSPORTATION

STH 47 and STH 54 are the primary trucking routes through Black Creek. WisDOT has officially designated these corridors truck routes. This designation is based on the design of the roadway to withstand truck weight and traffic.

The Wisconsin Statutes define standards for the length, width and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance. In Black Creek, the Town and Village do have the option of designating roadways as “Class B Highways” (see definition in box above). This can be done by ordinance.

CLASS B HIGHWAYS

Includes those county truck highways, town highways and city and village streets, or portions thereof, on which no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60 percent of the listed capacity weight of the roadway. For additional information, refer to Wisconsin Statutes, Chapter 348.

At this time there are no Class B Highways in the Village. There are three Class B Roads in the Town :

- Ballard Road from STH 54 (the north township boundary) south to CTH EE.
NOTE: The portion of this road through the Burma Swamp (from Mielke to Mullen Road) has year round posted weight limit of 6 tons.
- Twelve Corners Road from the Village Limits to the south township boundary with the Town of Center.
- State Road from the north township boundary shared with the Town of Cicero south to CTH A.



AIRPORTS

Residents of Black Creek have easy access to Outagamie County Regional Airport and Austin Straubel International Airport.

Outagamie County Regional Airport is located three miles west of the City of Appleton in the Town of Greenville. ~~The airport includes two runways, a gift shop, sandwich shop and car rental facilities.~~ The airport also offers fuel, charters, maintenance services, avionics services, aircraft sales/leasing/brokerage, hanger space rental, catering, pilot supply sales, courtesy transportation, parking and a flight school/flight training facility.

In 2000, Outagamie County Regional Airport had 279,300 passenger enplanements (WisDOT, 2000). Moreover, in 2000, the airport was responsible for 9,458,136 pounds of enplaned cargo.

In 2002, the airport was remodeled and expanded from a two-gate facility to a new seven-gate concourse with jet ways. The airport is considering additional runway expansion projects in the future to handle the high volume of passengers that pass through the airport each year.

According to the *WisDOT State Airport System Plan for 2020*, Outagamie County Regional Airport will continue to provide air carrier and air cargo service through 2020 and beyond. The airport will remain an important component of the state's air passenger system. Based on the information provided in the *WisDOT State Airport System Plan*, the Outagamie County Regional Airport has already exceeded its forecasted passenger enplanements for 2010 (270,000). By 2020, it has been forecasted that the airport will see 303,000 passenger enplanements. However, this figure is likely far below the actual number of passenger enplanements that will be experienced in 2020, particularly given possible expansions.

~~The Brown County Airport~~, Austin Straubel International, located 7 miles southwest of Green Bay, provides a full-range of air transportation services. It's the third largest airport in the state of Wisconsin. It contains the physical facilities for up to 90,000 take-off and landings annually, and serves approximately 370,000 commercial passengers and general aviation enthusiasts. The Austin Straubel International Airport has two runways. Specifications for the runways are provided in Table 14.

~~The Austin Straubel Airport currently offers (AirNav.com, 2003):~~

- ~~▪ 5 commercial air carriers~~
- ~~▪ Several airfreight companies~~
- ~~▪ 5 rental car agencies~~
- ~~▪ 5 taxicab companies~~
- ~~▪ 2 gift shops~~
- ~~▪ Restaurant and cocktail lounge~~
- ~~▪ Custom house broker~~
- ~~▪ Amusement arcade~~

According to the *WisDOT State Airport System Plan for 2020*, Austin Straubel will continue to provide air carrier and air cargo service beyond 2020, and remain an important component of the state's air transportation system.

TABLE 14~~Table 5.1: Airport Runway Specifications~~
~~AIRPORT RUNWAY SPECIFICATIONS~~

Runway Name	Length	Width	Surface Material
Outagamie County Regional Airport RWY 3-21	7,001 feet	150 feet	Grooved Concrete
Outagamie County Regional Airport RWY 11-29	6,501 feet	150 feet	Grooved Concrete
Austin Straubel RWY 6-24	7,699 feet	150 feet	Grooved Concrete
Austin Straubel RWY 18-36	8,200 feet	150 feet	Grooved Concrete

~~Source: AirNav.com~~

~~Source: AirNav.com~~

In addition to these major airport facilities there are two airstrips located in the Town. These airstrips are not paved or lighted. They are grass runways for private use. The location of these runways is shown on the *Transportation Network Map*.

~~Joint Town and Village of Black Creek Comprehensive Plan~~
~~Town and Village of Black Creek Comprehensive Plan~~

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SUMMARY OF EXISTING TRANSPORTATION PLANS

WisDOT 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 traffic is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, developed the *WisDOT 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 traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

STH 54 and STH 47 are the only corridors in Black Creek impacted by the *WisDOT State Highway Plan 2020*. According to the plan, neither corridor is expected to experience a congestion problem. As a result, no major expansions or improvements are planned. However, this is not to say that the corridors will not experience an increase in traffic. To address this situation:

- WisDOT enforces access limitations along the corridors to limit the number of points of direct access to the highways. The theory being that each point of access creates a potential point of conflict along the corridor.
- WisDOT also encourages communities along the corridor to direct access to adjacent (intersecting) streets and develop additional internal road networks away from the highway to accommodate local traffic demands.

~~WisDOT also has a 2003-2008 Highway Improvement Plan that it uses to implement the WisDOT State Highway Plan 2020. There are no projects for the portions of STH 47 or STH 54 that pass through Black Creek in the current plan.~~

~~STH 47 CORRIDOR PRESERVATION PLAN~~

~~Currently the ECWRPC and WisDOT are completing a study of STH 47 between USH 41 and STH 29. The plan will address strategies for access and land use along the corridor. The goal is to ensure that STH 47 can function well for 20+ years within its existing right-of-way. Access management strategies (i.e. limiting driveways approved along corridor), the planned CTH A interchange, and the potential for additional passing lanes are all being discussed.~~

~~WisDOT and the ECWRPC understand that STH 47 is an important local commuter route, as well as, an important tourist route for people traveling "up north." However, as improvements are made to USH 10 and USH 45, it is believed the congestion on STH 47 will be reduced.~~

~~The STH 47 Corridor Preservation Plan will likely be completed in late 2005. The Town and Village are taking an active role in its development by participating in advisory committee meetings and providing available information. Coordination with this Smart Growth Plan has also been very important.~~

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Currently STH 47 Corridor experiences 7-8,000 cars per day between USH 41 and the Village. North of the Village the traffic counts drop off dramatically. After the USH 45 and USH 10 Corridors are completed, updated traffic counts will be taken along the STH 47 corridor to understand the impacts of those improved corridors.

OUTAGAMIE COUNTY

The Outagamie County Highway Department does not have an officially adopted transportation plan. Such a plan will likely be developed as part of the Outagamie County "Smart Growth" Comprehensive Plan.



Outagamie County does have a five-year capital improvement plan that it uses to plan for long-term road improvement projects. According to the *2003-2007 Outagamie County Capital Improvements Program*, the following projects are planned in Black Creek:

- Resurfacing CTH B between CTH PP and STH 47 in 2007
- Resurfacing of CTH PP between STH 54 and Wolf Road in 2005

Current priorities for the Outagamie County Highway Department include continuing to provide required maintenance and improvements to existing county roads. The Town and Village currently coordinate with the county with respect to road improvements and this should continue.

OUTAGAMIE COUNTY GREENWAY PLAN

Adopted in March of 1995 as an addendum to the *Outagamie County Outdoor Recreation and Open Space Plan*, the *Outagamie County Greenway Plan* is a guide for developing a trail network throughout the county with connections to trails in neighboring counties and beyond. The objectives for the plan include:

- To enhance the quality of life for resident of the county
- To provide additional recreation opportunities for the citizens of the county
- To develop an alternative means of transportation through the county

Implementation of the plan began with the CE Trail in the eastern portion of Outagamie County. Work continues today with trail segments being developed through the Fox Cities.

MIDWEST REGIONAL RAIL SYSTEMS

The Midwest Regional Rail Initiative is a cooperative, multi-agency effort that began in 1996 and involves nine Midwest states (Indiana, Illinois, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin) as well as the Federal Railroad Joint Town and Village of Black Creek Comprehensive Plan?

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Administration. The Midwest Regional Rail System Plan elements include:

- Use of 3,000 miles of existing rail right of way to connect rural and urban areas
- Operation of a hub and spoke passenger rail system
- Introduction of modern, high-speed trains operating at speeds up to 110 mph
- Provision of multi-modal connections to improve system access



The goal of the initiative is to develop a passenger rail system that offers business and leisure travelers shorter travel times, additional train frequencies, and connections between urban centers and smaller communities.³

~~Since 1996, the Midwest Regional Rail Initiative (MWRRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st-century regional passenger rail system. This vision has been transformed into a transportation plan known as the Midwest Regional Rail Systems (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. These elements include:~~

- ✓~~Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.~~
- ✓~~Operation of “hub-and-spoke” passenger rail system through Chicago to locations throughout the Midwest.~~
- ✓~~Introduction of modern train equipment operating at speeds up to 110 mph~~
- ✓~~Provision of multi-modal connections to improve system access~~
- ✓~~Improvements in reliability and on-time performance~~

~~The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-Minneapolis/Green Bay Route would be \$978 million, including rolling stock (i.e. passenger cars) and infrastructure improvements (i.e. track improvements). If the plan is carried out, residents of Black Creek will be able to access a train in Green Bay or in the City of Oshkosh (planned connection point) to connect in Milwaukee to a high-speed rail line. The current schedule provided in the MWRRS plan calls for the entire project to be completely on-line by 2012. The first phase of the MWRRS plan in Wisconsin calls for 110-mph rail service between Madison and Milwaukee, and continuing to Chicago.~~

³ Excerpted from Midwest Regional Rail Initiative website, 2015.

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION⁴

The East Central Wisconsin Regional Planning Commission's (ECWRPC) primary role in highway corridor studies is to provide a multi-jurisdictional forum for stakeholders and promote coordination and cooperation between state and federal agencies, local units of government and the public. This includes public involvement and informational meeting activities and the creation of local advisory committees. The goal is to ensure that everyone that may be impacted by, or is interested in, the project is notified so that the opportunity to provide input and comment on the plan(s) is available.

ECWRPC's transportation program maintains long-range transportation planning studies, plans and programs as valid, up to date information that identify future needs, current priorities and available resources. The scope of the long-range plan has been expanded to include all modes of transportation. Thus, in addition to motorized transportation, the long-range plan also acknowledges the role of bicycles and pedestrians in meeting transportation needs. All modes are evaluated within a framework of alternative land use development patterns to determine the most effective mix of modal choices and land development practices to achieve the goals set forth in ISTEA, TEA 21, SAFETEA-LU, MAP-21, Connections 2030, and other Wisconsin Department of Transportation (WisDOT) modal plans.

Long-range planning efforts are based on the collection and analysis of socioeconomic information. Continuing efforts to update with the year 2010 census data includes significant revisions to the transportation analysis zone (TAZ) and socioeconomic data structure based on the Block Boundary Suggestion Program and integration with the Census Transportation Planning Package (CTPP) at the federal level. The program requires developing TAZs countywide where urbanized areas are present in the county. Land use, dwelling units, population, employment, motor vehicles, and traffic volumes continue to be compiled and integrated with census data when it becomes available. Population forecasting is ongoing in concert with the urbanized area's sewer service area program and the 2010 census.

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted transportation goals and supporting objectives, which it uses to evaluate transportation plans developed in the region. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the *Town of Black Creek Comprehensive Plan*. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Black Creek (i.e. airports, etc.).

The overall goal for the regional transportation program is "to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region." This statement is consistent with the vision and goals set forth by Black Creek. To support this goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land

⁴ Excerpted from East Central Wisconsin Regional Planning Commission website, 2015.

~~use patterns, conservation of energy, and multi-modal interaction. Each of these objectives is addressed to the fullest extent practical in this chapter.~~

PASER RATING SYSTEM REPORT

All Town and Village roads have been evaluated in accordance with WisDOT requirements using Pavement Surface Evaluation and Rating (PASER). PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for smaller government unit planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition. Gravel Roads are rated 1-5.

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Paved Roads	Rating	Need(s)
	Rating 9 & 10	no maintenance required
	Rating 7 & 8	routine maintenance, crack sealing and minor patching
	Rating 5 & 6	preservative treatments (seal coating)
	Rating 3 & 4	structural improvement and leveling (overlay or recycling)
	Rating 1 & 2	reconstruction

Gravel Roads	Rating	Need(s)
	Rating 5	no maintenance required
	Rating 4	good; routine maintenance
	Rating 3	fair; ditch improve. & culvert maintenance; gravel in some areas
	Rating 2	Poor; new aggregate; ditch reconstruction & culvert maintenance
	Rating 1	Failed; rebuilding

The Town and Village of Black Creek each maintain a record of PASER ratings for all roads within their respective jurisdictions. Please contact the Town or Village Clerk to obtain a copy of the latest PASER ratings.

It is important to understand that the roads were rated in segments. As a result, a portion of a particular road may rank as 9, whereas a different segment may only rank as 6. These fluctuations can greatly impact the overall need for construction improvements.

Table 15 provides the total number of miles of roadway in the Town and Village by each PASER rating. In total, there are slightly more than 43 miles of roads in the Town of Black Creek—1.49 miles of which are gravel. The majority of town roads ranked as an “7” in the PASER results. In the Village there are a total of 7.71 miles of roadways. The majority of Village roads ranked as an “5” in the PASER results.

TABLE 15 MILES OF ROADWAY BY PASER RATINGS				
PASER RATING	TOTAL MILES OF TOWN PAVED ROADS	TOTAL MILES OF TOWN GRAVEL ROADS	TOTAL MILES OF VILLAGE PAVED ROADS	TOTAL MILES OF VILLAGE GRAVEL ROADS
1	0.26	0.25	0	0
2	0	0	0.06	0
3	1.20	0.75	0.52	0
4	0.50	0.49	1.63	0.18
5	2.26	0	2.52	0.23
6	4.73	NA	2.0	NA
7	16.59	NA	0.07	NA
8	12.19	NA	0	NA
9	0.42	NA	0	NA
10	3.46	NA	0.50	NA

SOURCE: 2003 PASER Ratings

According to the PASER manual, it is recommended that communities strive to attain a rating of 7 for all paved roads. Likewise, the Town and Village place a strong priority on maintaining local roads. To achieve this goal, if, in the future, the Town or Village decides that additional

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tools are necessary to achieve the same level of assessment of its roads to determine the best course of action with respect to annual road improvements and to maximize its available funds, it is recommended that the Town and Village **further analyze the PASER results using PASERWARE.** This software program is designed to help communities consider different scenarios for optimizing road maintenance and improvements expenses. Using PASERWARE, a community can determine what sequence of improvements is recommended to meet a certain goal (i.e. get all roads to a 7 rating). PASERWARE also will provide cost estimates for maintenance and construction projects.

Transportation Issues and Concerns

The land use patterns and transportation system in the Town and Village of Black Creek are largely oriented toward motorized vehicles. This section of the chapter identifies the major aspects of communities' transportation network and recommends methods of developing it over the next 20 years to accommodate a comprehensive multi-modal transportation system. What follows is a discussion of area transportation issues and concerns raised during the planning process. Actions to address these items are provided in the goals and objectives of this chapter and subsequent chapters.

FUTURE OF STH 47 STATE HIGHWAY 47

STH 47 is the primary means of access to the northwoods for residents of the Fox Cities and delays are increasingly common, particularly on weekends and over holidays. ~~Traveling through Black Creek on a Friday, Saturday, or Sunday (and increasingly other days), you are destined to run into delays on STH 47. Tourists take this popular route to and from the northwoods on weekends. The situation has been compounded in recent years as alternative routes (USH 45 and USH 10) have been closed due to construction. However, a~~ WisDOT utilizes *Level of Service* (LOS) categories to evaluate traffic loading on major transportation routes. The scale measures the amount of traffic that a roadway can accommodate and is based on factors such as maneuverability, driver dissatisfaction, and delay. LOS ratings range from A through F on a declining scale with 'A' being the optimum level and 'F' being the least desirable. STH 47 through the Town and Village is currently classified as a LOS C roadway. Conditions on LOS C roadways include:

- Traffic flow still stable – no slow-and-go, no stop-and-go.
- Beginning of range of flow whereby the driver is significantly affected by presence of other vehicles.
- Maneuvering requires considerable vigilance by driver.

~~According to WisDOT, STH 47, through the Town of Black Creek is currently functioning at a LOS C, which is the goal for highways of its classifications (refer to box on next page). This is not to say that traffic is not present and increasing. However, some traffic on the corridor is considered acceptable and does not justify state expense for substantial improvements (i.e. lane additions, bypasses, and the like).~~

Options to address current and future conditions on STH 47 include:

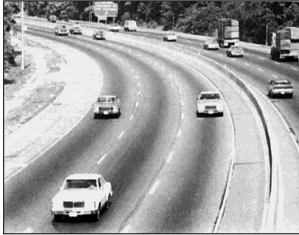
~~To begin to address the traffic issues along STH 47, the following *potential actions* should be considered over the life of this plan. **Final improvement decisions would be based on specific traffic studies.**~~

- ~~Requir~~inge larger setbacks ~~to accommodate roadway expansion. along STH 47, so if expansion of the highway is ever needed, space is available.~~ This will require revisions in the Town Zoning Ordinance to create an overlay highway setback zone.
- ~~Support~~ing WisDOT efforts to limit the number of driveways on STH 47 and encourage property owners with access to consider managed access techniques (discussed later in this section) and the use of frontage roads.
- ~~Direct~~ing local traffic toward CTH B to create a local collector that may eventually become a controlled (i.e. traffic light, roundabout, or other means) access point to STH 47.
- ~~When~~ever feasible, ~~requir~~inge the development of additional roads in the Town and Village that provide access to existing Village, Town and County roads, rather than directing access to STH 47. ~~The Transportation Network Map illustrates local corridors opportunities to improve transportation routes for local traffic.~~
- ~~Coordinat~~inge with WisDOT to install a right turn lanes for Stingle Road, CTH B & Burdick Street intersections with STH 47.
- ~~Coordinat~~inge with WisDOT to study the intersection of STH 47 and Forest Street to consider the opportunity to establish a left turn lane on STH 47.
- ~~Coordinat~~inge with WisDOT with respect to the intersections of STH 47 and Stingle and Ott Roads. These intersections may need grade separation (e.g. overpass/underpass), turn lane improvements, or possibly even cul-de-sacs to improve safety.
- ~~Coordinat~~inge with WisDOT to improve the signal timing at the intersection of STH 54 and STH 47. The goal would be to provide a more specific program schedule to better accommodate weekend, packer game and other peak traffic demands.

CHAPTER 5: TRANSPORTATION

LEVEL-OF-SERVICE

Level of Service (LOS) is a scale that measures the amount of traffic that a roadway can accommodate. This scale is based on factors such as maneuverability, driver dissatisfaction, and delay. LOS is rated A-F on a declining scale with A being the optimum level and F being the least desirable. A summary of each is given below.



At **LOS A**, the following conditions exist:

- Most free flowing situation for traffic.
- Vehicles unaffected by other traffic.
- Drive free to select any speed commensurate with traffic laws, local weather conditions, etc.
- Excellent level of comfort/convenience.

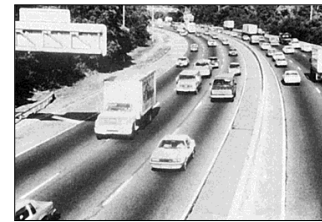


At **LOS B**, the following conditions exist:

- Flow considered stable.
- Presence of other traffic begins to be noticeable.
- Freedom to select any speed almost unaffected, but slight decline in ability to maneuver.

At **LOS C**, the following conditions exist:

- Traffic flow still stable—no slow-and-go, no stop-and-go.
- Beginning of range of flow whereby the driver is significantly affected by presence of other vehicles.
- Maneuvering requires considerable vigilance by driver.



At **LOS D**, the following conditions exist:

- A state that can be considered as high density, but still stable.
- Both speed and the freedom to maneuver are severely restricted.
- Drivers experience a poor level of comfort and convenience.
- A slight increase in traffic will cause instability and a breakdown smooth traffic.
- Transition zone between generally acceptable conditions (LOS or C-) and unacceptable conditions (LOS E or F).
- Upper end of LOS D is acceptable to most drivers.
- Lower end begins to generate complaints.



flow.

in

A, B,



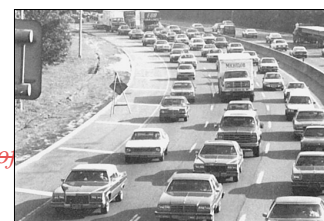
At **LOS E**, the following conditions exist:

- Road capacity near or reached.
- Speeds reduced to low, but uniform, values.
- Extremely difficult to maneuver within the traffic stream; movements generally accomplished by forcing a vehicle to give way.
- Comfort levels extremely poor and driver frustration is high.
- Traffic operations unstable, small increases in traffic flow cause overall

breakdowns in road's ability to carry vehicles.

- Transition zone between good and bad driving experience.

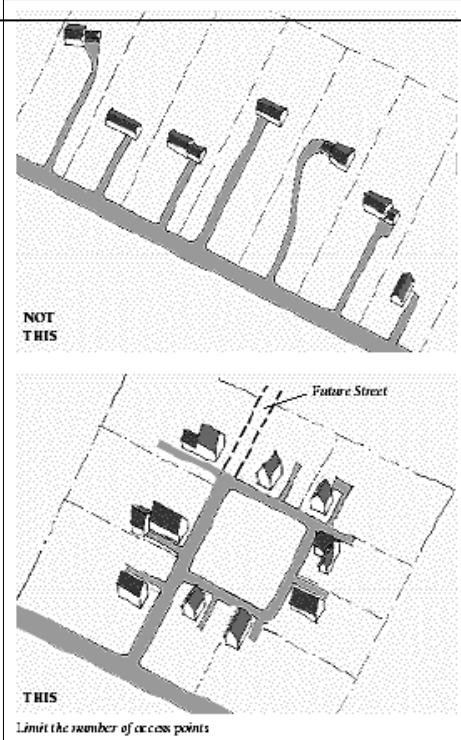
At **LOS F**, the following conditions exist:



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- ~~Final state in deteriorating traffic situation.~~
- ~~Forced breakdown of traffic flow.~~
- ~~Long lines, stop and go waves, extremely unstable (cars move forward at reasonable speeds for a few hundred feet, then have to stop in cyclic fashion).~~



MANAGED ROADWAY ACCESS

Another tool available to control traffic along STH 47 ~~and~~ STH 54, and ~~to also~~ maintain rural roadside character along other Town and County Roads, is the use of access control techniques. “Roadway access” refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps to promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (see diagram).

This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Driveway spacing is

determined
based on the

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90-125
30	155
35	185
40	225
45+	300

posted speed limit, not property lines (See box).

Source: E. Humstone & J. Campoli,
*Access Management: A Guide for
Roadway Corridors*, Planning
Commissioners Journal, Winter 1998.

POSSIBLE STH 47 BYPASS

The Town and Village believe there is potential for STH 47 bypass in very long term - beyond the 20-year horizon of this plan. A bypass is not part of current WisDOT plans. Contact with WisDOT and ECWRPC in March of 2015 confirms that ~~No~~ funds are allocated for this project. The standard state approval process, including review by the Transportation Projects Commission (TPC), preparation of an environmental impact statement, design, and adding the project to the 6-year funding schedule would require at least 14-years from the moment of introduction. No such proposal has been introduced.

~~At this time, WisDOT is concentrating on corridor projects identified in its 2020 plan (there are no projects identified for STH 47 or STH 54 in Black Creek). WisDOT is also concentrating its efforts on maintaining current roads within their existing rights-of-way.~~

There are many concerns related to a bypass project (refer to the Economic Development Element for additional information as well as Table 16). As such, a great deal of effort has gone into the planning process to consider several different potential bypass routes (shown on the *Transportation Network Map*). This process has required a careful review of natural (e.g. wetland, floodplain, slope, soils, etc.), political (e.g. existing land development and ownership patterns, sanitary district limits, etc.), and cultural factors (e.g. review of historical information available through the AHI, Wisconsin Historical Society, and calls area Indian tribes to understand potential significance of landscape).

Of the potential routes, the alignment on the west side of the Village, between the railroad right-of-way and State Road, is the preferred bypass route as selected by the Town and Village of Black Creek. A corridor 600 feet in width is illustrated on the *Future Land Use Maps* in an effort to reserve this area for future bypass development. This route was selected for several reasons, including:

- 1) The potential impact on natural features (e.g. Black Creek, floodplains and wetlands) is significantly less than other routes considered.
- 2) There is little existing development (e.g. homes and businesses) along this route and few intersecting streets. Much of the land along this route is zoned exclusive agricultural. This situation will help to minimize bypass construction costs and reduce the number of points of conflict along the route to ensure it can be developed with very limited access.
- 3) While two railroad crossings will be necessary with this route, the crossing to the south, up until recently, had a bridge in place, as such a crossing had been demonstrated possible at this location before.

This corridor was delineated after preliminary discussions with WisDOT officials about each of the alternative routes in an effort to understand basic engineering requirements for bypass development and general considerations that are part of the preliminary planning effort for a bypass. This interaction was important to help ensure that the Town and Village were not identifying bypass routes that were impossible from an engineering or design standpoint. As a result of these discussions with the WisDOT, the preferred bypass route identified by the Town and Village is technically feasible from an engineering and design standpoint. However, it must be clearly understood that before any bypass can be built, WisDOT will be required to complete a thorough environmental evaluation. This will require consideration of the alternatives identified by the Town and Village in this plan and possibly other routes. Likewise, precisely engineered plans for the bypass would also have to be developed.

Even with the designation of a preferred bypass route, several important questions remain to be answered before any bypass can be built. One such question is how will STH 47 and STH 54 be tied together? Several of the potential bypass routes considered and indicated on the *Transportation Network Map* assume that direct access to STH 54 would not be possible from STH 47 within the Town or Village Black Creek. If these two highways are to be tied together with an interchange, adequate space is needed to accommodate the interchange and to have adequate distance from the nearest side roads. With the preferred bypass route, a potential interchange is located and land is reserved on the *Future Land Use Map* to accommodate this feature.

~~A more specific corridor design plan is also needed to address how old STH 47 would connect to both ends of the new STH 47 bypass. Intersections at these locations will introduce two conflict points. It is not likely that three interchanges will be established. Will old STH 47 be dead-ended on the north and south and an interchange with STH 54 be used as the only access the Village? The Town and Village believe it is possible that the old STH 47 route north of the village may be dead-ended, but the southern connection would remain. This question and others would be answered as part of a more detailed corridor and bypass study.~~

~~The intent of this plan is simply to document the desire to have a bypass, begin the process of evaluating potential routes, and identify a locally preferred route for future planning purposes.~~

CHAPTER 5: *TRANSPORTATION*

TABLE 16 Potential By-Pass Considerations		
Description	Advantages	Disadvantages
West Side of Village between State Road and Railroad right of way. Alignment shown on Transportation Network Map	Completely bypasses the Village to move traffic away from the local street network on lands that are largely agricultural today. Seeks to minimize conflicts with natural limitations (e.g. wetlands). Crosses railroad and merges with STH 47 south of the Village in an area with a higher elevation.	Grade issues at southernmost intersection with STH 47. Requires 2 railroad crossings. Requires crossing of east-west rail to trail route. Requires crossing wetlands in two areas. Impact on local businesses due to lost traffic. Would bisect several active farmlands making continued farming operations on these properties more difficult. Will require cul-de-sac of Brandt Road.
State Road	Existing right of way Potential to tie into CTH A / STH 47 interchange	Located further west of the Village so would increase impact on the rural character of the Town and also impact Village businesses by taking traffic away from STH 47. Requires crossing of wetlands, 2 railroad crossings, and east-west rail to trail route. Would severely impact, and possibly require, acquisition of approximately 30 homes to increase the right-of-way width to accommodate 55 mph traffic on a bypass. Several of the impacted homes are farmsteads with associated outbuildings. Farming operations in the area would be severely challenged by the loss of these outbuildings (barns, silos, storage facilities, etc.). Access to the road from intersecting streets would be eliminated (i.e. Ott, Stingle, Brandt, Kringle, Geske, Forest, etc.).
CTH PP	Portions of this alignment could utilize the existing right of way, possibly extending south to CTH PP and STH 47 intersection in the Town of Center.	Extensive areas of wetland to cross in order to intersect with STH 47 north of the Village. Potential for intersection with STH 47 in Town of Cicero, which may impact an existing quarry operation. Would severely impact, and possibly require acquisition of approximately 50 homes. Requires crossing of east-west rail to trail route and Berma Swamp. Route to intersect with STH 47, south of the Village, would impact many areas of prime farmland in the Town. Access to intersecting streets would be eliminated (i.e. Kluge, Wolf, Ott, Stingle, etc.)

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<p>West side of Village along North-South Wisconsin Central Limited (owned by Canadian National) railroad right-of-way</p>	<p>Right-of-way already in place.</p> <p>Adjacent property owners accustomed to train traffic along this corridor.</p> <p>Route is near existing businesses.</p> <p>Minimal impact on additional properties to intersect the corridor with STH 47 north and south of the Village.</p>	<p>Active railroad—would require abandonment by the railroad to become even a possibility. Currently only line servicing Shawano.</p> <p>The width, alignment, and location of this right-of-way could not accommodate 55 mph traffic. In all likelihood a 35 mph limit is likely along this corridor.</p> <p>An elevated crossing or signal would be necessary at STH 54.</p> <p>Grade issues at the southernmost intersection with STH 47.</p> <p>Requires crossing of east-west rail-to-trail route.</p>
<p>Near East Side Route</p>	<p>Would not require any railroad crossings.</p> <p>A more viable and cost-efficient east side route than CTH PP, if focus is to bypass Village Black Creek.</p>	<p>Requires two wetland crossings.</p> <p>Requires crossing of the east-west rail-to-trail route.</p> <p>Requires crossing of two important local streets—CTH B and Burdick Road</p> <p>Would likely require property acquisition and realignment along Rettler Road and STH 54.</p> <p>Would encompass much of the planning residential Village growth area that can be serviced by the sanitary district.</p>

STH 47 AND CTH A INTERCHANGE

A concept design has been agreed upon for the STH 47 and CTH A interchange in the Town of Black Creek. This interchange would be a diamond shape and it is illustrated on the *Transportation Network Map*. This concept was agreed to, after much discussion, by the Town of Black Creek, Town of Center, Outagamie County and WisDOT.

In 2003, WisDOT hired a consultant to prepare the final design of the diamond interchange. It is anticipated that an alignment and design layout will be available in the fall of 2004. Funding for this project has not been scheduled. As a result, it may be 8 to 10 or more years before the diamond interchange is actually completed. The *Transportation Map* illustrates a diamond interchange at STH 47 and CTH A. However, this map will need to be updated to reflect the approved alignment and design.

LIMITED TOWN ROAD SHOULDER AREAS

Many roads in the Town of Black Creek have limited or no shoulder areas. Vegetation literally grows to the edge of the pavement in some areas. This situation presents some issues with stormwater drainage, pedestrian and cyclist use of the right-of-way, and limited sight distances. To address this issue, the Town should pursue a more aggressive brush removal effort to clean ditches. This effort will help to better control stormwater. Many surrounding towns have programs to annually (or semi-annually) clear ditches.

DOWNTOWN PARKING

The need for additional downtown Village parking was expressed as a concern at the on-set of the planning program. Given that the businesses along the corridor are built with no setback, if STH 47 is ever widened, parking will be lost. To address this concern several strategies can be pursued, including:

- Conducting a downtown parking study to understand parking demand and customer parking habits.
- Identifying vacant lots to utilize for downtown parking.
- Pursuing opportunities to establish a parking district along the former double track segment of the Wisconsin Central Limited railroad right-of-way on the east side of STH 47.

INTERSECTION ACCESS AND SAFETY

There are three intersections in Black Creek that are of particular concern to residents.

- Stingle Road and STH 47

- Mary Street and STH 54

- STH 47 and CTH B

The intersection of STH 47 and Stingle Road has the highest accident rate in the Town. WisDOT has indicated that unless this situation changes, it is possible Stingle Road may be required to become a cul-de-sac. The Town does not believe this is a long-term solution to the issue, as traffic will simply move to the next intersection to the north (Ott Road) or south (CTH A). The Town believes that when the diamond interchange is constructed at CTH A, the accident rate at Stingle Road will probably increase.

The issue surrounding the intersection of Mary Street and STH 54 is the angle at which Mary Street intersects the highway. This angle presents a visibility issue. The safest way to address this issue, from a traffic control standpoint, would be to cul-de sac Mary Street to eliminate the direct access to STH 54. This would push motorists to use Maple, Beech, Main, or Clark streets to access STH 54. An alternative would be to realign the intersection of Mary Street with STH 54. However, given existing development patterns (i.e. existing homes and businesses), as well as, the curve of STH 54 in this area this does not seem feasible. The situation should be monitored with respect to accident rates. If a pattern of elevated accident rates is determined, the Village should coordinate with area property owners to discuss the potential for a cul-de-sac.

The intersection of STH 47 and CTH B was identified as an intersection of concern by the fire department. During emergencies accessing STH 47 from CTH B has become very difficult, resulting in slower response times. It is strongly recommended that signs with signal lights (with flashing warnings lights during calls), or other mechanisms to slow traffic and improve emergency vehicle access be installed.

TRAIL DEVELOPMENT

The Town especially, but also the Village, is interested in improving opportunities for walking, cycling and snowmobiling. Presently, opportunities are limited. However, the *Outagamie County Greenway Plan* and the *Transportation Network Plan* illustrate potential trail routes. Currently, efforts are underway to convert the east-west Wisconsin Central Limited railroad right of way into a multi-use trail. Ideally, any trail network established would also provide trail access to the Fallen Timbers Environmental Center.

FARM TRAVEL NEEDS

The Town of Black Creek has historically been a farming community. The Town takes great pride in its farming operations and believes farming should be an important part of the Town's future. Modern farming operations often require farmers to travel with their large equipment on local roads. These large, slow moving vehicles do present a potential hazard for other motorists.

STH 54 FLOODING

Where the Wisconsin Central Limited Railroad and STH 54 intersect, the highway is below grade. A pumping station is maintained at this location to keep water from accumulating on the highway. However, on occasion (during severe storms and if power is lost), the roadway becomes flooded. When this occurs, traffic is diverted to State Road and Brandt Road in the Town. Given the impracticality of raising the railroad tracks and the inability to raise the highway to a height that would be necessary to meet standards for train crossings, this situation is not anticipated to change.

TRAFFIC CALMING

Traffic calming is a method of street design, using physical measures (in concert with signage), to encourage people to drive more slowly. It creates physical and visual cues that induce drivers to travel at slower speeds. In essence, it is self-enforcing. The design of the roadway results in the desired effect without relying on enforcement or compliance with traffic control devices such as signals and signs.



Courtesy Autoevolution

While elements such as landscaping and lighting cannot force a change in driver behavior, they do provide visual cues that encourage people to drive more slowly. Traffic calming tools include edgelines, chokers, chicanes, traffic circles, speed humps, and raised crosswalks. In commercial areas, such measures can provide increased economic opportunities since drivers, once slowed down, are more likely to stop and shop than those driving at higher rates of speed.

Traffic calming as a transportation network tool would be most applicable along the more highly travelled streets in the Village. Although these techniques are viable options STH 47 and STH 54 within Village boundaries it would be difficult to secure WisDOT support for such efforts.

FUTURE COLLECTORS

The *Transportation Network Map* shows CTH B as a future collector street. This street was selected for the following reasons:

- It is accessible to the sanitary district and industrial park.
- It is accessible to both the Village and the Town so it can accommodate traffic (and development) from both communities.

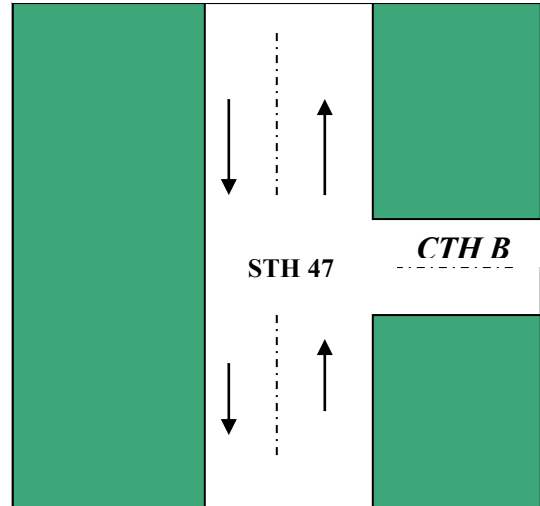
To fully utilize CTH B as a future collector, the following potential improvements should be considered. Final improvement decisions would be based on specific traffic studies and available funding. Private developers, the Town, Village and County should finance these improvements.

- Provide acceleration lanes and right turn lanes along STH 47 at the intersection with CTH B.
- Provide a center left turn lane for traffic on STH 47 to access CTH B.
- Provide a right turn lane and center (left) turn lane on CTH B for traffic accessing STH 47.
- Extend CTH B from STH 47 to State Road.

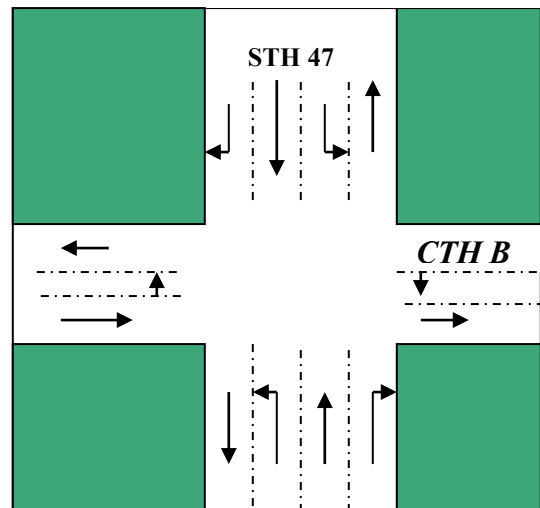
It should be noted that Outagamie County is considering turning CTH B over to the Town/Village. If this action is taken it would provide more local control for signalization (including signals for emergency vehicles) at the STH 47 intersection and also provide the Village with more direct ability to negotiate with the railroad with respect to future crossings if CTH B is extended to State Road as is illustrated on the *Transportation Network Map*.

To support the use of CTH B as a future collector, the *Future Land Use Maps* direct most Town residential development toward this corridor by encouraging development within (not simply along existing roads) sections 15 and 16. The plan also encourages any non-residential development in the Town to locate along frontage roads developed adjacent to STH 47 with access provided to CTH

Current Configuration



Potential Configuration



NOTE: This is an ultimate design. It is very likely that fewer lanes could be installed to provide ample access to the area. If improvements are installed, final design considerations would be based on traffic studies of the intersection and surrounding area.

B. Likewise, this plan encourages Village growth from the southern half of the Village extending to the east and west.

A new north-south collector is also shown on the east side of the Village between Burdick and CTH B. This route will become increasingly important as additional subdivision development occurs on the east side of the Village.

RAILROAD ABANDONMENT

The potential exists over the long-term, ~~perhaps even beyond the 20-year horizon of this plan,~~ for the north-south railroad line passing through the Town and Village of Black Creek to be abandoned. Currently, this railroad corridor accommodates 6 trains per day. The route extends from Thornton to Shawano. North of Shawano the line has been abandoned. It is *possible*, but not currently probable, that maintenance costs of this line, combined with the limited number of trains passing through, *may* eventually cause the railroad to consider disinvestment and abandonment.

If this railroad corridor were to be abandoned, an opportunity exists to convert the railroad right-of-way to a vehicle route through the Village. While not a by-pass, this route could provide a right-of-way that could accommodate traffic through the Village. Moreover, as an existing railroad right-of-way, this corridor:

- Already crosses the wetlands that are a challenge to the development of a by-pass.
- ;
- Has a grade that can accommodate traffic.
- ; ~~and~~
- Is located in close proximity to STH 47 so merging traffic back to STH 47 is somewhat easier than the challenges presented by a new by-pass.

Coordination with Other Required Plan Elements

ISSUES AND OPPORTUNITIES

The Issues and Opportunities Element establishes the framework for planning – the overall future visions – the ideal from which this plan has been developed. That vision will impact the way the town considers and approves changes to the transportation network. To realize the vision, and support the transportation vision presented in this chapter, the Town and Village will seek to maintain quality roadways and establish trail routes.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This critical question with respect to the Transportation Element and this element is: how will changes to the transportation system impact the preservation /protection of environmental resources such as water quality? Given the development limitations presented by the abundant areas of wetlands and floodplains in the Town of Black Creek, new road construction and development in much of the Town is discouraged.

The answer to this question in many areas of the community will likely be dictated by actions of Outagamie County and WisDOT. However, both agencies have policies in place designed to protect the natural environment. In particular, WisDOT is charged with taking into consideration locally adopted comprehensive plans when making transportation decisions. A representative of

WisDOT was invited to participate in the Intergovernmental Meeting of the comprehensive plan. It will be incumbent upon town residents and leaders to continue to participate in public hearings and other opportunities for input, to ensure that local interests are realized in these projects as they relate to the natural environment.

UTILITIES AND COMMUNITY FACILITIES

How will Black Creek ensure that the transportation decisions made preserve existing facilities and reduce the need for expansion or realignment? The answer to this question is realized in the Land Use Element whereby the location of future development, and associated transportation improvements, are correlated to the location of adequate utilities and community facilities.

ECONOMIC DEVELOPMENT

Providing a quality transportation system is important to the success of any business. Just as businesses need access, employees also want to be able to efficiently access their places of employment. Lack of access to employment opportunities may affect individual decisions to live in a community. In the Village, these issues were carefully considered, particularly with respect to the location of new commercial and industrial development, parking locations, and the long-term maintenance of important inter-community transportation routes like STH 47 and STH 54. The local solutions to these issues are reflected on the *Future Land Use Maps*.

LAND USE

While transportation improvements generally respond to changes in land use, they also have the potential to affect land development either by inducing new development or altering the pattern of existing development. However, land use changes are dependent on other factors as well. These include local plans, zoning, taxation, and public service availability.

What steps will be taken to ensure that transportation decisions and land use decisions are compatible? Although transportation is not the only influence on land use, it is important to be aware that decisions regarding the transportation system may impact land use both directly and indirectly. Direct impacts are caused by the construction of a new transportation facility, changes to an existing facility, and/or decisions to change traffic patterns along a facility. These may result in positive or negative impacts. Efforts were made to plan for land uses along STH 47, STH 54 and county roads. The result of these efforts is reflected on the *Future Land Use Maps*.

IMPLEMENTATION

Using local capital improvements plans and budgets, the associated costs of the transportation element can be addressed. The capital improvements plan and budget not only help the Town and Village plan for expenditures but also to locate grant and low interest loan opportunities that may exist to fund needed improvements.

TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

~~Transportation goals, objectives, and policies can be found in Chapter 12: Implementation. It is the goal of the Black Creek Community that residents will enjoy safe roads with minimal traffic congestion and safe bike/pedestrian routes and trails. Due to the fact that the Town and Village have limited control over county roads and state highways, the goals in this plan are~~

CHAPTER 5: *TRANSPORTATION*

~~related to actions that the Town and Village can control. The Town and Village of Black Creek will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin “Smart Growth” Law, with Outagamie County and WisDOT to ensure that adequate community transportation facilities are available to serve the area. The specific goals, objectives and policies related to this Transportation Element are provided in Chapter 12.~~