

CHAPTER 3 Transportation Element

66.1001(2)(c) Wis. Stat.:

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

Section 3.1 Transportation Inventory

The Village of Plover's transportation network is a vital element of community development. Efficient and economic growth depends on a transportation system capable of moving people, goods and services to, from and within the Village. Different types and intensities of development impose varied demands on streets and highways. Conversely, new transportation facilities significantly affect the development potential of adjacent land. The coordination of land use and transportation improvements can result in a more attractive community functioning with greater efficiency, at less expense. Transportation uses, including road and rail right-of-way, occupy 922 acres, or 15.5% of the Village's total land area. Streets and highways account for over 90% of this acreage.

A. Streets and Highways

The Village's street system provides for the predominant movement of people and goods via automobiles and trucks. According to the Wisconsin Department of Transportation (WisDOT), as of January 2002, the Village had 87.6 miles of public roadway. Of this total, 80.3 miles were local streets, 1.9 miles were County Roads, and 5.4 miles were State Highways.

The Village's street and highway system is designed and maintained so that each facility performs a function relative to the overall transportation network. The WisDOT functional classification system categorizes streets and highways according to their two primary purposes: 1) to move vehicles (traffic mobility), and 2) to serve adjacent land (land access). Arterials accommodate the through-movement of vehicles, while local streets provide a land access function (to residential subdivisions, etc.). Collectors serve both local and through traffic by providing a connection between arterials and local roads. The WisDOT functional classification of streets within the Village, and average daily traffic volumes (ADT, provided every three years by WisDOT) on roads of local significance are illustrated in Map 3.1.

1. Principal Arterials

- a. **Interstate Highway 39**, located on the Village's east border, is the most important roadway facility serving the Village. This four-lane, interstate standard facility serves as the main north-south arterial in the central part of the State. The average daily traffic volume (ADT) for Interstate 39 through the Village of Plover was 17,000 to 23,600 in 2002. This is an increase of up to 14,000 vehicles from the 1990 ADT of 9,090 vehicles.

- b. **Business Highway 51** carries most of the commuter traffic between Stevens Point, Plover and Wisconsin Rapids. As such, the primary function of Business Highway 51 is to move traffic. Conflicts arise, however, because this roadway also provides direct access to a variety of land uses. Business Highway 51 has a service level of 17,000 - 18,000 vehicles per day, but could adequately handle an ADT of 20,000. Because ADT levels are approaching the upper limits acceptable for Business 51's current design (2002 ADT ranged from 10,800 vehicles near Cty Rd B to 16,100 near Porter Rd), problems associated with safety, travel time, freedom to maneuver and convenience are becoming commonplace.

In 2003, HNTB Corporation prepared a "Business 51 Transportation Corridor Study" for the 3.44 mile stretch of Business 51 running from its intersection with Hwy B in Plover, north to the Whiting/Stevens Point border. The study was undertaken for the Wisconsin Department of Transportation (WisDOT) to determine roadway reconstruction improvement options, as a part of a plan for the possible jurisdictional transfer of the roadway from WisDOT to the Villages of Plover and Whiting. Initial designs call for construction of a new four-lane facility with combination raised, decorative concrete, grass median and left-turn/turn-around breaks. The final draft of this plan was adopted by the Village of Plover in January 2005. Construction will take place within 7 years.

- c. **State Trunk Highway (STH) 54**, from Wisconsin Rapids to the Village of Plover, serves as a commuter link between the Wisconsin Rapids urban area and the Village of Plover and Stevens Point urban area. STH 54 also functions as a commercial and industrial link, especially with the addition of Pines Corporate Center. The ADT for STH 54 near the western Village limits was 14,600 in 2002 and is anticipated to dramatically increase with development of the area (see Section 3.2 of this chapter for projected ADT levels).

Reconstruction of STH 54 was completed in 1995. Possible improvements which should be considered in the future for STH 54 include: an overpass over the Canadian National Railroad tracks, and redesigning the STH 54 / Post Road intersection. Additional industrial development along STH 54 may increase the need for such improvements. Access management will also remain a priority along the 54 corridor as new development occurs, especially at Grant Avenue where Pines Corporate Centre is developing. A Traffic Impact Analysis (TIA) was completed that recommends improvements to STH 54 between Foremost Road and Grant Avenue. The recommended improvements should be constructed as outlined in the TIA, although traffic signals should be installed at the Foremost Drive/STH 54 intersection as soon as possible due to anticipated development and the desire to reduce potential accidents at the Grant Avenue/STH 54 intersection. As additional development occurs on the Worzella property (STH 54 East), consideration should be given to widening STH 54 from Plover Road to I-39 to accommodate increased traffic volumes.

A potential conflict has also been identified along STH 54 when there is a shift change at the McCain Foods Processing facility and when races occur at Golden Sands Speedway. Employees leaving and entering the McCain facility, and race fans entering the Golden Sands raceway at the same time cause traffic congestion in the area, thereby creating possible safety concerns on STH 54. Village officials will need to work with Town of Plover officials and representatives from McCain Foods and Golden Sands Speedway to discuss options for alleviating the identified problems.

Map 3.1 Functional Classification of Road Network

- d. **County Road B** originates in the Village of Plover, at its intersection with STH 54, and terminates in the Village of Royalton in eastern Waupaca County. Cty Rd B is a significant roadway in the Village of Plover. That part of Cty Rd B located within the Village is a principal arterial and is developing in a commercial/industrial pattern. The Village recommends continued large and small-scale business, office and retail development along the Cty Rd B corridor. Cty Rd B is currently a four-lane facility within the Village. Village officials have identified a need for extension of the four lanes as far as Kennedy Avenue to serve new development to the east. Median improvements, similar to the landscaping theme proposed for the Business 51 Reconstruction Project, should be established along the Cty Rd B corridor (I-39 to Mecca Drive). Design standards allow for a maximum ADT of 20,000 vehicles on Cty Rd B within the Village before an upgrade would become necessary. ADT in 2002 ranged from 14,200 vehicles east of Hoover Avenue to 16,200 west of Hoover Avenue. As this corridor continues to develop, the Village will need to continue disciplined planning and implementation of access control, setbacks and overall site development standards relative to undeveloped lands.

2. Minor Arterials

- Tommy's Turnpike
- Porter Road (from Bus. 51 to Hoover Rd)
- Cty Rd HH (west of I-39)
- Hoover Avenue (north of Cty Rd B):
- River Drive (from Foremost Rd to Bus. 51)

3. Collectors

- Elm Street (from Bus. 51 to Hoover)
- Plover Springs Drive (from Bus. 51 to Hoover)
- Roosevelt Drive (from Bus. 51 to Hoover)
- Cedar Drive (from Bus. 51 to Hoover)
- River Drive (from Grant Ave to Foremost Rd)
- Maple Drive (From Jackson Ave to STH 54)
- Jackson Avenue (from Forest Ave to STH 54)
- Hoover Avenue (from Cty Rd B to STH 54)

The local street system provides good accessibility throughout most of the Village. The Village Board has identified the following major street improvements as necessary to promote economic development and provide improved circulation for existing and developing areas:

- Business 51 Reconstruction and Jurisdictional Transfer: as described in Section 3.1(A)1(b) and Section 6.3(A) of this Comprehensive Plan.
- Eisenhower Avenue should be widened from Cty Rd HH to STH 54 and the functional classification of this roadway should be upgraded to a minor arterial.
- Access and land controls should be carefully monitored along the new USH 10 corridor intersecting with Interstate 39 between Cty Rd HH and Porter Drive. Land use along the corridor should be developed using sound planning and design principles.
- The Cty Rd HH bridge over I-39 should be reconstructed to improve traffic safety and visibility.
- Hoover Avenue should be widened to four lanes from Cty Rd HH to STH 54 when traffic levels warrant such action.

B. Bridges

There is only one bridge in the Village, a small concrete bridge over the Little Plover River along Hoover Avenue. The bridge was recently replaced with the reconstruction of Hoover in 2001. The bridge will need to be replaced if this road is expanded to four lanes, although the walkway adjacent the bridge was placed in such a way as to allow for Hoover's future expansion.

Springville Pond water levels are maintained by three sluice boxes with 36 inch gates and four drainage pipes, which are located under Business Highway 51 (Post Road). Three of the drainage pipes are 42 inches in diameter. The fourth is 36 inches in diameter and functions as an overflow pipe. The sluice boxes and drainage pipes were rebuilt in 1983 as part of the upgrade to Business Highway 51. Reconstruction or replacement of these structures will become necessary if further improvements are made to Business Highway 51. Recommendations will be a part of the adopted Business 51 Transportation Corridor Study.

C. Rail Transportation

Canadian National Railroad serves the Village of Plover. Rail spurs provide freight service to the following businesses in the Village: Del Monte Foods, Silgan Containers, Banta / Warehouse Specialists (Hoover Avenue), OnLine Packaging, and Golden County Foods (Moore Road). There is also the potential for freight rail service for businesses located within Pines Corporate Centre. There is no passenger service within Plover.

D. Trucking

Trucking services and trucking terminal facilities are becoming more prevalent in the Village because of the availability of large parcels of land having direct access to regional arterial highways. Trucking services include rental, sales, service, concrete industry and agricultural transport. Issues related to increased stress on physical infrastructure, noise, and pedestrian safety concerns should be considered along corridors of heavy truck traffic. Corridors used heavily by trucks within the Village include STH 54, Cty Rd B, Business 51, Cty Rd HH, Okray Avenue, Foremost Road, and Grant Ave. Truck traffic will likely increase in the future on Eisenhower Avenue and on STH 54.

E. Air Transportation

The Village has convenient access to two airports. The Central Wisconsin Airport, located approximately 20 miles north of Plover on I-39 at Mosinee, is an all weather airport offering around the clock service. Several airlines offer regular commuter and passenger service with connections anywhere in the world. Air cargo service is also available. These airlines offer overnight delivery and connections throughout the world. The Central Wisconsin Airport should be encouraged to pursue additional air carriers.

The Stevens Point Municipal Airport is located approximately four miles north of the Village. The Stevens Point airport has two runways, one 6,000 feet long. There are 37 private hangers at the airport. No passenger or freight service is available. Jet fuel and repair services are available for private aircraft.

F. Transit

Local bus service is not available; however, the Village started a shared ride service in 1993 which provides an adequate level of service to meet the needs of Village. Fares cover rides within the Village limits and mileage outside the Village limits. The Village is interested in exploring the feasibility of an urban area transit system.

Map 3.2 Sidewalks

G. Sidewalk

The Village has a limited sidewalk system because there are no subdivision regulation requirements for sidewalk installation. See Map 3.2 for the location of existing and proposed sidewalks in the Village.

In January 2001, the Village of Plover prepared an addendum to the 1997 Plover/Stevens Point Metropolitan Area Bicycle and Pedestrian Plan. The addendum recommended that sidewalks be placed on both sides of new and existing commercial, industrial, arterial and collector roadways. The plan recommended that the following sidewalks related to school safety be constructed first:

1. School Dr. – Post Rd. to Wisconsin Ave.
2. Wisconsin Ave. – School Dr. to Roosevelt Dr.
3. Washington Ave. – Cedar Dr. to Roosevelt Dr.
4. Washington Ave. – Roosevelt Dr. to Plover Springs Dr.
5. Airline Dr. (North side) – Holly Lane to Zblewski Dr.

The plan also identified the following arterial, collector and local roadways be constructed with sidewalks, although no priority was given:

1. Plover Rd. (North side) – Wisconsin Ave. to Mall Rd.
2. Post Rd. (West side) – Cedar Dr. to MacArthur Way
3. River Dr. – Okray Ave to Foremost Rd.
4. Foremost Rd. – River Dr. to Plover Rd.
5. Plover Springs Dr. – Post Rd. to Hoover Ave.
6. Elm St. – Hoover Ave. to Airline Rd.
7. Jackson Ave. – Plover Rd. to Pattie Dr.
8. Maple Dr. – Wilson Ave to Post Rd.
9. Forest Dr. – Pattie Dr. to Wilson Ave
10. Chippewa Dr. – Rainbow Dr. to Hoover Ave.
11. Rainbow Dr. – Post Rd. to Chippewa Dr.
12. Gilman Dr. – Okray Ave to Post Rd.
13. Pattie Dr. – Okray Park to Forest Dr.
14. Pattie Dr. – Jackson Ave. to Okray Park
15. Forest Drive – Wilson to Lincoln
16. Roosevelt Dr. – Red Oak Dr. to East Breezewood Ct.
17. Wilson Ave. – Maple Dr. to Forest Dr.
18. Maple Dr. – Post Rd. to Hoover Ave.

In order to prevent safety hazards to pedestrians, sidewalks should be installed along arterials, collectors and other locally significant streets or land uses as the need arises. When future sidewalks are constructed, small swales should be created between the sidewalk and street pavement to allow for minimal water storage and drainage.

H. Hiking/Biking Trail

Portions of the Green Circle Trail along Hoover Avenue, Porter Road, First Street and Third Street are located within the Village of Plover. The 2001 addendum to the Pedestrian and Bicycle Plan, mentioned above, recommends two additions to the Green Circle Trail within Plover:

1. Okray Avenue – Tommy's Turnpike to River Road
2. Plover Road – Hoover Avenue to Mall Road

The Green Circle Trail should also be extended west along River Drive, from Okray Avenue to Grant Avenue, then south on Grant Avenue to STH 54.

The plan also proposed multipurpose trails for roads not currently within the Village limits:

1. Cty Rd HH – Hoover Avenue to Eisenhower
2. Eisenhower Avenue – Cty Rd HH to the Tomorrow River Trail

The Tomorrow River State Trail in Portage County runs for 14 miles along an abandoned railroad grade, from the Village of Plover to the Waupaca County line; it then continues into Waupaca County to Scandinavia. The trail is surfaced with crushed limestone and is open to bicyclists, hikers and joggers during the summer. A separate 9-mile horse trail is located alongside the limestone trail from the Village of Plover to the Village of Amherst Junction. A trail connection should be made from Heritage Park to the Tomorrow River Trail in the Village.

I. Snowmobiles

Snowmobiles are allowed on public streets within the Village in order to access snowmobile trails. They are not allowed on biking/hiking trails.

Section 3.2 Inventory and Analysis of Applicable Transportation Plans and Programs

A. Six-Year Highway Improvement Plan

Due to increased traffic along the US Highway 10 corridor, the Wisconsin DOT will be constructing a new US Highway 10 bypass around the City of Stevens Point. This will widen the highway from a two lane into a multi-lane divided highway. The Village of Plover will be impacted by the selection of the final route, which could pass through the northern portion of the Village to intersect with I-39 just south of the existing Cty Rd HH interchange. Development approved for construction in the southeast quadrant of the Cty Rd HH / I-39 interchange has taken the future road location into consideration in its site design.

The proposed Stevens Point bypass for USH 10, originally planned to be finished within this 20-year planning period, had been put on hold due to lack of available funding at the State DOT level. Funding will need to be obtained throughout the Transportation Projects Commission (TPC) process while competing with other projects throughout the state. The bypass project is currently scheduled for construction beyond the planning period of this document.

B. Wisconsin State Airport System Plan 2020

The State Airport Plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs through 2020. The plan also forecasts the level of public investment required to: upgrade substandard features such as widening of existing runways, replace existing systems to meet Federal and State standards, and enhance the airport system through runway extension and new construction. The classifications for Central Wisconsin Airport (Air Carrier/Air Cargo) and Stevens Point Municipal Airport (Transport/Corporate) are not projected to change through 2020.

C. State Railroad Plans

The Wisconsin Department of Transportation (WisDOT) has decided to include the State Rail Plan as a component of the State's Connections 2030 Plan, a long range, all-mode transportation plan. At the time the Amherst Junction Comprehensive Plan was written, the State has only completed the Issues and Opportunities Report of the rail plan. The primary issues in the report were broken into four major areas: rail network issues, intercity passenger rail issues, safety issues, and legislative issues. Emerging issues identified in the report included commuter rail, locomotive horns at rail/road crossings, and proposals to reduce mercury emissions. Specific

goals and policies have not yet been identified in the State’s Rail Plan however; Amherst Junction officials should maintain awareness of the status of the Rail Plan as there is a rail corridor through the central portion of the Village.

D. Wisconsin Bicycle Transportation Plan 2020

The overall plan goals of the Wisconsin Bicycle Transportation Plan 2020 are to increase the level of bicycling in Wisconsin and reduce the number of crashes involving bicycles and motor vehicles.

E. Urban Area Transportation Plan

The purpose of the Stevens Point Urban Area Transportation Plan (currently in progress) is to identify portions of the roadway network within the Urban Area that are likely to need upgrading over the next 20 years. Preliminary computer traffic modeling associated with the project has estimated ADT levels in 2020 for major roadways in the Urban Area. According to preliminary WisDOT traffic modeling projections (dated 8-22-01); 2020 ADT levels were projected for the following roadway segments:

Business 51 (Tommy’s Turnpike to STH 54):	22,757 to 27,988 vehicles
STH 54 (west of Bus. 51):	25,189 to 27,889 vehicles
Cty Rd B (Bus. 51 to I-39):	22,702 to 25,231 vehicles
Eisenhower (north of Cty Rd B intersection)	2,725 vehicles
Eisenhower (south of Cty Rd B intersection)	4,000 vehicles
Eisenhower (south of Cty Rd HH intersection)	4,962 vehicles
Hoover (north of Cty Rd B)	15,154 vehicles
Hoover (south of Cty Rd B)	16,837 vehicles
Hoover (south of Cty Rd HH)	10,453 vehicles

Section 3.3 Transportation Issues / Conclusions

- A. Village officials will need to work with the Town of Plover officials, representatives from Mc Cain Foods and Golden Sands Speedway to discuss options for alleviation traffic congestion along STH 54.
- B. There is a need for expansion of Cty Rd B to four lanes as far as Kennedy Avenue to serve new development to the east.
- C. On corridors which carry heavy truck traffic, the Village should address the issue of increased stress on physical infrastructure, noise, and pedestrian safety.
- D. The Village is interested in exploring the feasibility of an urban area transit system
- E. The Village has a limited sidewalk system because there are no subdivision regulation requirements for sidewalks installation. Existing pedestrian and trail planning recommendations should be implemented, and the planning process that formulates these recommendations kept active and on-going.

Section 3.4 Transportation Goals, Objectives and Policies

A transportation network capable of moving people and goods to, from and within the Village of Plover is an essential element in the community development process. Such a network consists of highway and non-highway modes of transportation.

Interstate 39 is a major north/south highway, connecting the Madison and Wausau areas to the Stevens Point Urban Area. Much of the recent economic growth that has taken place in the Village of Plover can be attributed to the Village's location along Interstate 39 and STH 54. The potential for additional economic growth exists within the Village, and that potential will be enhanced by the proposed upgrade of USH 10 to a four lane facility, intersecting with Interstate 39 between Cty Rd HH and Porter Drive.

The existence of a railroad that bisects the Village presents additional economic development opportunities. Railroad issues that may need to be addressed during the planning period include noise, safety and traffic circulation.

A. Goal

To provide a transportation system capable of delivering goods and services to and from the community, while providing for safe, efficient movement of traffic.

B. Objectives

1. Provide a transportation system that allows for safe, economical and efficient movement of motor vehicle, bicycle and pedestrian traffic within the Village of Plover and its extraterritorial area.
2. Provide transportation facilities that are planned, located, and constructed in a manner which: a) protects roads which function to move traffic; b) serves, rather than disrupts, locally determined land use patterns; c) does not unnecessarily disrupt residential neighborhoods; d) does not have significant adverse environmental and groundwater impacts; and e) follows contemporary design, engineering, planning and safety standards.
3. Protect the safety and expansion potential of major corridors. This will require disciplined, yet flexible, planning and implementation of access control measures, setbacks and overall site plan review of lands proposed for development.
4. Provide specialized transportation services in accordance with demonstrated need and cost effective analysis, as the Village Board deems necessary.
5. Provide a Village transportation system that is logically linked with the surrounding urban area and utilizes inter-municipal planning, coordination and cooperation.

C. Policies

1. Fund new street improvements and other transportation facilities with the maximum prudent use of available federal and State funding, development fees and/or special assessments.
2. Schedule the construction of Village streets in accordance with actual land development needs, in order to avoid the commitment of Village resources on an advanced, speculative basis and avoid unduly scattered development, which is more costly to service.
3. Periodically update the Village's Long Range Street Plan, every five years, to reflect the transportation needs of the Village.
4. Plan for and provide new or improved streets that function as supplemental or relief routes for Interstate 39, STH 54 and Business Highway 51.

5. Bicycle and/or pedestrian routes should be developed in accordance with the January 2001 addendum to the 1997 Plover/Stevens Point Metropolitan Area Bicycle and Pedestrian Plan.
6. Explore ways to reduce energy consumption through local transportation planning measures and municipal fleet modifications. The consideration of mass transit and the facilitation of bicycle and pedestrian travel are measures that warrant special consideration.
7. Address railroad issues such as noise, safety and traffic circulation as they arise.