

CHAPTER 3 - TRANSPORTATION

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 Introduction

Movement of people, goods, and services within and through the Town is an integral part of everyday life for the citizens of Stockton. Decisions made regarding transportation can have a direct impact on the community's growth and quality of life. These decisions should be made to include choices that will most efficiently serve the community as a whole, maximize investment in transportation infrastructure, as well as minimize conflicts between modes of transportation and jurisdictions.

This chapter will assess the current inventory of transportation options, list goals, objectives, and policies that will guide future development of various modes of transportation in the Town of Stockton, and compare local transportation goals to existing county, regional, and state transportation plans.

Section 3.2 Transportation Facility Inventory

A. Functional Classification (Roads and Highways)

Current road classifications for the County transportation network are officially designated in the document entitled "The Functional Classification of Highways, Roads, and Streets in Portage County, Wisconsin"; adopted in 1989. The existing functional class system (Map 3.1) 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 movement of vehicles, while "local streets" provide a land access function (neighborhood streets that lead to homes, etc.). Collectors serve both local and through traffic by providing a connection between arterials and local roads.

As of 2002, the local system within the Town of Stockton consists of a total of 121.77 miles of public roadway. U.S. Highway 10 accounts for 6.68 miles of the network; County Roads HH, J, B, D, I, K, QQ and SS account for 38.14 miles, while the remaining 76.95 miles are local roads.

Classifying and protecting roads according to their function is a primary element of transportation planning. The term “functional classification” is used to refer to the process by which highways are grouped into classes, according to the character of service they are intended to provide. The level of service a roadway provides can range from a high degree of traffic mobility to a more basic land access function, or a combination of both.

All roads and highways within Portage County Towns have been classified as part of the County’s Functional Classification Plan, adopted by the County Board in 1989. Criteria used in determining functional classification included traffic volumes, land use, population, connections, spacing, and geographical limitations such as river crossings or restrictive topography. Rural roads and highways in the Town of Stockton are classified as follows (see Map 3.1 Functional Classification of Roads):

1. **Principal Arterials** - primarily stress travel mobility or traffic movement and are representative of interstate or intrastate travel. Traffic mobility and servicing major economic centers are major functions of these roads. USH 10 is the only principal arterial in the Town of Stockton. The Wisconsin Department of Transportation (WisDOT) regulates public and private road and driveway access onto this facility. According to WisDOT, the average daily traffic volume (ADT) reported in 2002 for USH 10 westbound, east of Cty Rd J, was 6,000 vehicles per day, and eastbound traffic had 5,800 vehicles per day. USH 10 east of Cty Rd J had reported ADT levels of 10,000 vehicles per day (east and west bound combined).
2. **Minor Arterials** - There are no roads classified as minor arterial in the Town of Stockton at this time (spring 2006). Examples of minor arterials from elsewhere in the County include State Trunk Highway 54 and Cty Rd P. Road and driveway access onto minor arterials is regulated by WisDOT and Portage County.
3. **Major Collectors** - Major collectors in the Town of Stockton include the following County Roads: B, J, HH, and SS. The location and separation of access points along these highways is regulated by Portage County. The minimum separation allowed between access points is 300 feet. The ADT in 2002 for Cty Rd J, between USH 10 and Cty Rd HH was 1,900 vehicles per day; and 2,100 vehicles per day south of HH. Cty Rd B had ADT levels of 4,500 vehicles per day, Cty Rd HH, west of Cty Rd J had 2,000 vehicles per day, and SS had 1,400 vehicles per day.
4. **Minor Collectors** - link local roads with higher order roads/highways. Minor collectors in the Town of Stockton include Cty Rd’s QQ, D, K, I, Rolling Hills Road, and Old Highway 18 (from the west Town line to Cty Rd J). Portage County regulates the location of new access points along minor collectors, and requires a minimum separation of 300 feet between access points. Cty Rd K had a 2002 ADT of 320 vehicles per day north of 9th Street, 320 vehicles per day south of USH 10 and north of Lake Thomas Road, and 300 vehicles per day south of Cty Rd B.
5. **Local Roads** - All roads not designated as arterials or collectors are considered local roads. Portage County does not regulate the separation of access points along local roads. Standing Rocks Road, the only rural local Stockton road with ADT numbers, had in 2002 an ADT of 110 vehicles per day.

Map 3.1 Road Network by Functional Class and ADT numbers

B. Pedestrian & Bicycle Facilities

1. The Ice Age Trail is an all-season recreational trail running throughout the entire state of Wisconsin. It is intended to accommodate hikers, cross-country skiers, backpackers, and all other people who enjoy the outdoors. When completed, it will total approximately 1,000 miles in length. The trail, some of which passes through private lands, is for non-motorized traffic only.

The designated 7 miles of the Ice Age Trail bike route, separate from the Ice Age Trail hiking route, starts in the southern portion of the Town and follows Custer Road north, east on Standing Rocks Road, north on Cty Rd K and meets up with the Tomorrow River State Trail and follows it to the east. (Map 3.1).

2. The Tomorrow River State Trail runs through the Town of Stockton along an abandoned railroad grade (Map 3.1). The Portage County segment of the Trail currently extends for 14 miles starting in the Village of Plover and ending at the Waupaca County Line. The trail is surfaced with crushed limestone and is open to bicyclists, hikers and joggers during the summer. There is a horse trail included along a portion of the Tomorrow River State Trail. It is a separate 9-mile trail, alongside the limestone main trail, from the Village of Plover to the Village of Amherst Junction.
3. Other possibilities for enhancing biking facilities include encouraging bicycle-related improvements over time to:
 - Burr Oak Road and its extension to Jefferson Street into Stevens Point
 - Rolling Hills Road and its extension into Stevens Point
 - Cty Rd I/Cty Rd Q/9th Street to Rainbow Drive in the Town of Hull
 - Old Hwy 18 to Brilowski Road to the Portage County Business Park and an access point under I-39, ultimately connecting to Patch Street in Stevens Point.

C. Transit and Transportation Options for the Elderly and Disabled

The Portage County Department on Aging provides transportation services for transit-dependent adults and people with disabilities within the Stockton area through a busing and volunteer escort service. Bus rides are provided to meal sites, grocery shopping, senior center services, essential personal business, and adult day care. Buses will bring residents into Stevens Point to the Lincoln Senior Center or other destinations on Tuesdays and Thursdays. Volunteer drivers may also be requested for those persons going to medical appointments or those otherwise not able to use the busing service. Persons requiring such services must call to make a reservation and are picked up and dropped off at their home. There is no set fee for this service, however, passengers are asked to make a donation.

D. Rail

Canadian National Railroad operates 6.5 miles of main line track that cross through the Town of Stockton. There are three (3) public at-grade crossings, in addition to three (3) bridges/trestles located at Stockton Road, Custer and Smokey Road. The Town has three spur accesses located at Stockton (siding track ½ mile), with adjacent land identified as industrial; Custer, and by the gravel pits.

At this time we have been unable to get information from Canadian National Railroad on their plans for expansion in the Town of Stockton. We will continue to work with them on issues that affect our Town. Three major issues are the railroad crossing on Burbank Rd. / Old HWY 18, the railroad and overpass crossing on Cty Rd J and the railroad crossing on Cty Rd K. The other possible issues are overpasses at Stockton Road, Smokey Rd, and Custer Rd.

E. Air Transportation Facilities

The Central Wisconsin Airport, located approximately 20 miles northwest of the Town of Stockton in Mosinee, is a full service, all weather airport, offering around-the-clock service. Four 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 Stevens Point Municipal Airport, located on STH 66 in Stevens Point, is owned and operated by the City of Stevens Point. The Airport is classified as a Transport Corporate Airport in the *Wisconsin State Airport System Plan 2020 (SASP)*. Stevens Point Municipal Airport has two paved runways. The primary runway is 6,028 feet long by 120 feet wide; the secondary runway is 3,642 feet long and 75 feet wide.

In 2003 the airport recorded 36,750 aircraft operations and was home for 45 based aircraft; including 4 jets, 40 single-engine, and 1 multi-engine propeller airplanes. UPS operated flights on a daily basis that provide cargo services to the local and regional community. St. Michael's Hospital uses the airport on average of once a week to transport administration to and from Milwaukee. Along with these uses, the Municipal Airport is utilized by many businesses in the area.

F. Trucking

The Town of Stockton has semi traffic on a majority of its roads. This traffic is due to the presence of large agricultural operations, commercial trucking operations, heavy gravel truck traffic from several nonmetallic extraction operations, and occasional logging trucks. There are no designated truck routes within the Town of Stockton; however, the Portage County Highway Department posts weight limits on some, not all, county roads in spring to mitigate potential damage from the thawing frost layer in the soil. The Town of Stockton Smart Growth Committee and Plan Commission have stated that they would like to have designated truck routes along USH 10, and Cty Rd's B, HH, QQ and J.

The Town of Stockton realizes the importance of trucking to agriculture and local businesses. This includes heavy truck traffic and large farm equipment needed for those operations. The Town also realizes the importance of maintaining corridors for trucking access to the areas of industrial land located west of Cty Rd J and North of Old Hwy 18.

G. Water Transportation

There are public boat landings on Lake Thomas, Bear Lake and Adams Lake within the Town of Stockton. The Wisconsin River is located less than five miles west of Stockton.

Map 3.2: USH 10 Alterative By-Pass Routes through the Town of Stockton

Section 3.3 Inventory and Analysis of Transportation Plans / Programs

A. USH 10 – Upgrade and Relocation

The WisDOT’s Corridor 2020 Plan identified USH 10 as a “backbone route” from USH 41, near Appleton, west to I-39 and a “multi-lane connector” from I-39 west to Marshfield.

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 now scheduled to proceed beyond the planning period for this document. In the interim, WisDOT will use approximately \$20 million of previously authorized funding to upgrade the existing 2-lane route between Cty Rd J interchange and Amherst Junction to a 4-lane divided expressway. Road intersections will be at-grade, and turning lanes provided at most intersections. Some existing driveways will be closed, with alternative access to USH 10 being provided to those locations.

1. By-pass Options

A by-pass route for USH 10 around Stevens Point is being planned by the Wisconsin Department of Transportation. Map 3.2 above illustrates the possible transportation alternatives being considered for routing the by-pass east of the City. The final route selection is to be determined.

Explanation of arterials, collectors, and local roads define what entity has responsibility for administration oversight regarding decision making authority for those road categories. U.S. Highway 10 exists for interstate and intrastate transportation needs, not for Town primary benefit. From a Town perspective, there are significant negatives to rural quality of life regardless of which route is chosen for the by-pass. There are also potential negatives to Town tax base and family/business disruption depending on the route chosen. All routes identified will have significant impacts to some area of the Town’s population. The Town of Stockton requests that WisDOT planners dialog with the Town Board on ways to minimize negatives and create positives to the extent possible – understanding that WisDOT is the decision maker regarding U.S. Highway 10 issues and controversies.

B. Jurisdictional Transfers

With the reconstruction of USH 10 to a four-lane expressway, jurisdictional transfers may occur, resulting in changes to the functional classification of certain roadway segments within the Town of Stockton. Below is a listing of recent transfers in Stockton.

	<u>Segment Name</u>	<u>Location</u>	<u>Length</u>	<u>Transfer</u>	<u>Town Road Name</u>
1)	CTY RD Q	USH 10 to CTY KK	0.74 miles	County to Town	Esker Rd
2)	CTY RD Q/ KQ	CTY K to Town of New Hope Limits	4.11 miles	County to Town	Rolling Hills Rd
3)	CTY RD K	USH 10 to CTY Rd SS	0.15 miles	County to Town	Skyview Rd
4)	CTY RD K	CTY Rd SS To Rolling Hills Rd	1.0 miles	County to Town	Skyview Rd

C. Local Improvements

The Town of Stockton currently participates in the LRIP (Local Road Improvement Program). The Portage County Highway Department administers the dispersal of these funds for local road projects. The Town of Stockton also utilizes the WISLR road condition rating system to assess the physical conditions of local roads. The WISLR software can help prioritize road maintenance, calculate project costs, evaluate consequences of alternative budgets, and project selection strategies. The Town has a 3-year road maintenance plan/upkeep schedule, updated every year to help determine upcoming projects. Each year the amount of funds determines the number and type of upgrades for that year.

D. Possible Upgrade of Cty Rd B to Four-lane Status

Wisconsin DOT design criteria for rural highways indicate that roadways with current or projected ADT volumes exceeding 7,000 vehicles warrant upgrading to four-lane facilities. Traffic projections suggest that traffic volumes on Cty Rd B could exceed that threshold within the 20 year time frame of this plan. The Town of Stockton Plan Commission and Smart Growth committee recommend that Cty Rd B between Amherst and Plover be preserved as a four lane corridor. Town and County officials should view major land use decisions along Cty Rd B with foresight and consideration of the possible future need to improve and widen this facility to four lanes. More detailed planning along this corridor should be considered in the future, as conditions warrant.

E. Possible Upgrade of Cty Rd J to Four-lane Status

The Town of Stockton Plan Commission recommends that Cty Rd J between State Hwy 66 to the north and State Hwy 54 to the south be preserved as a four-lane corridor. The reason being is that Cty Rd J is the main arterial north and south parallel to I-39, and Cty Rd J currently handles heavy truck traffic, which is likely to increase in the future. The Town would also like Cty Rd J to be designated as a truck route which would eliminate the posting of weight restrictions in the spring.

F. Official Street Map

Chapter 63 of the Wisconsin Statutes gives cities, villages and towns (with village powers) the authority to establish an official map showing the location of future streets and highways as well as parks and playgrounds. The official map must be adopted in accordance with State Statutes, including the filing of a certificate with the County Register of Deeds. The official map allows a community to plan and design a logical and efficient road network and to protect lands needed for future road expansion or connections. The Plan Commission is working to create an official street map for areas of the Town anticipated to experience the fastest and heaviest growth. Map 3.3 below reflects the outcome of conversations held between the Town of Stockton and City of Stevens Point regarding location of future roadways.

Map 3.3: Possible Transportation Alternatives

G. Wisconsin State Airport System Plan 2020

The 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.

H. Wisconsin State Rail Plan (SRP) 2020

The final SRP 2020 will be used to communicate the condition of Wisconsin's rail system, the rationale for proposing certain improvements, and the financial needs and system-wide implications of proposed funding levels.

The State Rail Plan will include six major components:

1. Intercity passenger rail
2. Highway-rail crossings
3. Economic benefits
4. Freight rail
5. Funding
6. Environmental evaluation

Work to be done under the passenger rail component will be coordinated with the efforts of the Midwest Regional Rail Initiative, the Wisconsin-Minnesota High Speed Rail Corridor Study, and the Milwaukee-Madison Corridor Study. In addition, the findings of the Governor's Blue Ribbon Task Force on Passenger Rail Service will be incorporated in the State Rail Plan.

The freight rail component of the plan will have a policy focus, reflecting the recognition that the majority of Wisconsin's railroad system is owned and maintained by the private sector. The highway-rail crossing element will refine and/or build upon the statewide assessment of highway-rail crossing needs initially developed by the State Highway Plan. The State Rail Plan was scheduled for completion in 2003. (Wisconsin DOT)

I. State, Regional and Local Bicycle and Trail Plans

1. Wisconsin Bicycle Transportation Plan 2020

Overall plan goals are: to increase the level of bicycling in Wisconsin and to reduce the number of crashes involving bicycle and motor vehicles.

2. Plover and Stevens Point Metropolitan Area Bicycle/Pedestrian Plan - 1997

While the Plover – Point Bike and Pedestrian Plan study area did not include the Town of Stockton, it did address roads in the Town of Hull and the Town of Plover. Recommendations for roads such as Old Highway 18 (paved shoulder bicycle routes) and County Road HH (bike lanes) could possibly be extended into the Town of Stockton. In addition, the Town of Stockton hopes that the Green Circle Trail will extend into the Town north of U.S. HWY 10 to encompass the wetlands created through WisDOT wetland mitigation.

Section 3.4 Transportation Issues/Conclusions

A. In 2001 a County-wide survey of resident's attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are survey responses related to transportation.

Survey Question 26: Local roads in Stockton are in good condition. 60% of Stockton respondents agreed or strongly agreed; 27% disagreed or strongly disagreed.

Survey Questions 28/29: Local units of government in Portage County need to provide..... Stockton resident's responses:

	Agree/Strongly Agree	Disagree/Strongly Disag.
More bicycle routes	39%	29%
More pedestrian routes	37%	28%
Connections to regional trail systems	48%	26%

- B. The Town Plan Commission supports a four (4) lane over-pass over the railroad at Cty Rd J.
- C. The Town supports involvement in the County Highway Department's plans for County Roads within the Town of Stockton.
- D. Public transportation service to the Town is considered adequate; if more is needed a private entity will provide it.

Section 3.5 Transportation Goals, Objectives, and Policies

A. Goals

1. Support continuing efforts for an efficient road system.
2. Promote a transportation network within Stockton that allows for efficient and effective access and circulation for multiple modes of transportation.

B. Objectives

1. Accommodate the infrastructure and roads that will be needed for new housing development.
2. Maintain proactive involvement on issues concerning the relocation of USH 10 with WisDOT.
3. Work with Canadian National Railroad to resolve rail crossing issues in the Town.

C. Policies

1. Continue proactive communications with WisDOT and State Officials on upgrades to U.S. HWY 10 and updates on the U.S. HWY 10 By Pass project.
2. Create an official street map of the Town in areas experiencing the most growth.
3. Draft a Subdivision ordinance to tie developments into existing and future roadways.

4. Cul-de-sacs should be minimized and connectivity with existing and proposed roads should be maximized.
5. Work with surrounding municipalities and County to resolve any issues regarding shared roads along Town borders.
6. Work with Portage County to build an overpass on Cty Rd J for rail crossing.
7. Designate Cty Rd HH, from I-39 to Cty Rd J; Cty Rd J, from State Hwy 66 to State Hwy 54; and Cty Rd B, from Plover to Amherst, for upgrade to 4-lane status, along with preserving the corridors for such upgrades.
8. Work to keep the railroad crossing at Burbank and Old Hwy18 open or create an over/underpass.
9. Designate USH 10 and Cty Rds B, J, HH, and QQ as main truck routes for the Town.
10. Identify roads that are and are not appropriate for bicycle routes and roads that have bicycle paths in the Town.