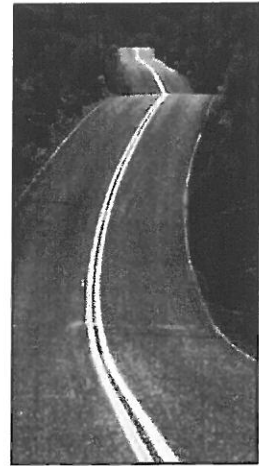


## CHAPTER 5: TRANSPORTATION

### 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 the two communities span 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



This chapter provides information about existing transportation facilities, plans, and issues intended to aid the Town and Village of Black Creek in achieving their transportation goals.

### TRANSPORTATION VISION

By 2035, Black Creek will welcome 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 Comprehensive 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.

Established local trails are an integral part of the transportation network and provide safe, efficient, and environmentally friendly transportation and recreation choices. The Town will evaluate the use of Town roads with respect to heavy vehicle traffic, ATVs, bicycles, and pedestrians.



### 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 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.). 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

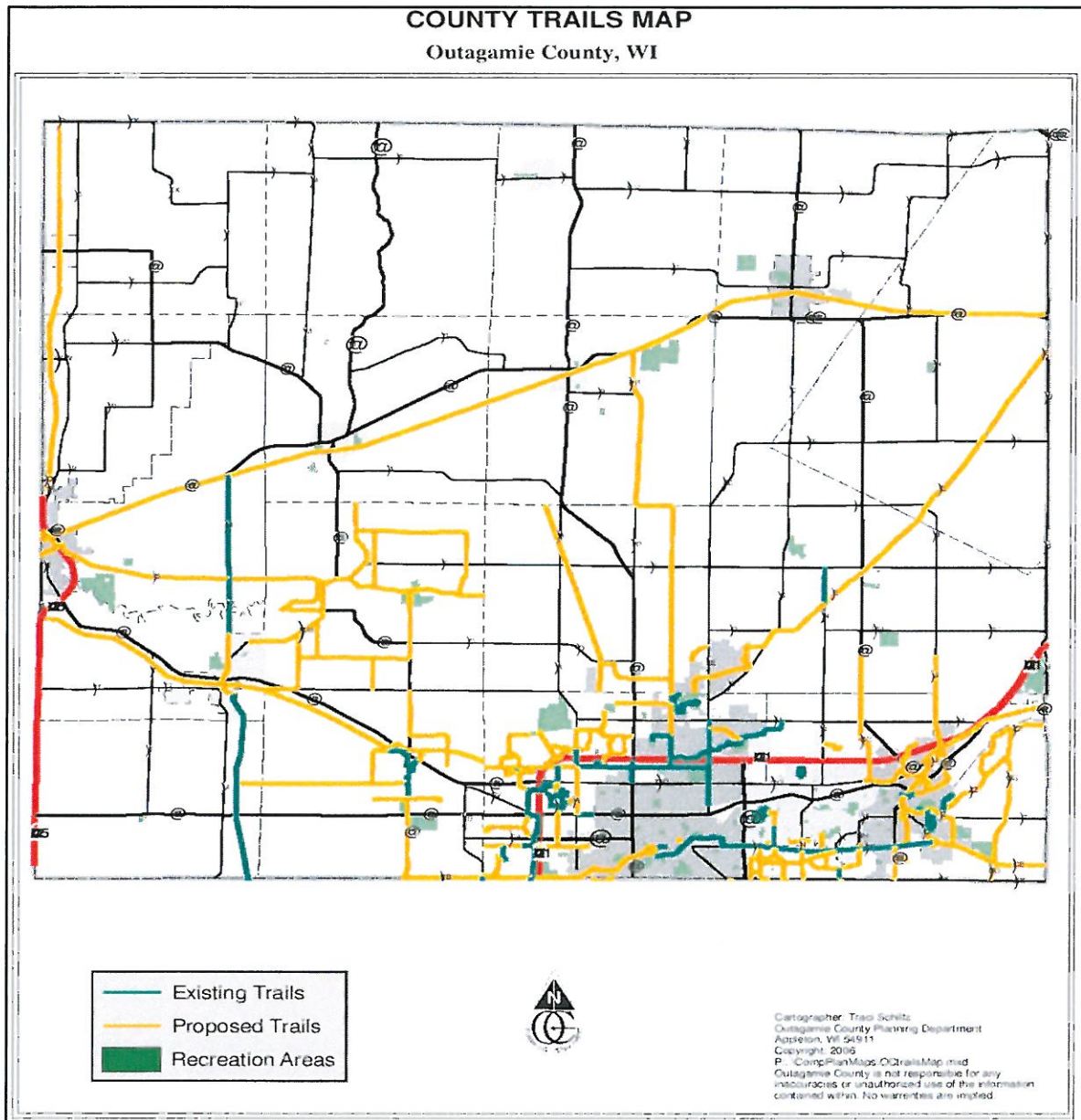
In addition to recreational benefits, trails in northeast Wisconsin have been shown to increase property values for home located along established trail routes and increase exposure (and profits) for local businesses that have trail access.

#### Trails

The *Outagamie County Greenway Plan* (see map on following page) provides recommendations for bicycle and pedestrian trails in the county. The purpose of the plan was to identify desired trails and greenways in Outagamie County and provide connections between communities, existing parks, and other destination nodes. In 2015, the Outagamie County Planning Department created a 'Greenway Pilot Fund' to 25% reimbursement to local government for the design, engineering, acquisition, and development of trails and greenways. If the competitive grant program is deemed a success, it may be continued into future years.



## CHAPTER 5: TRANSPORTATION



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 (see the Outagamie County Wisconsin Bicycle Map on the following page). 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)

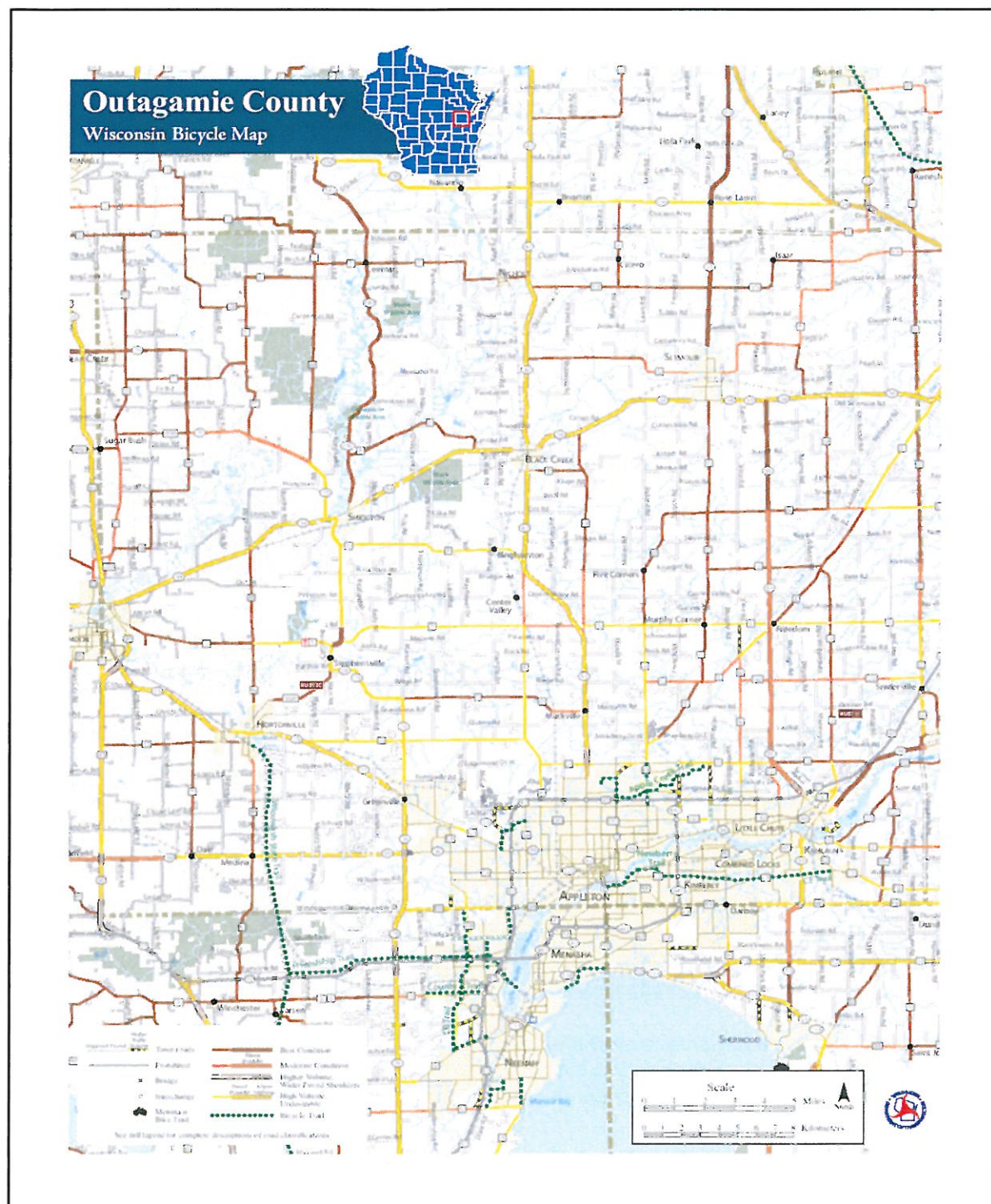


WisDOT limited the scope of its assessment to county and state corridors, and considers Town roads moderately acceptable for bicycling, given their limited traffic flows. However, due to the limited width and shoulder areas of these roads, they are not being considered “best.” WisDOT did not evaluate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



## CHAPTER 5: TRANSPORTATION



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

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 (formerly the Wisconsin Central Railway, now 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 aid is available to communities for construction and maintenance. Aid 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.

#### 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.



## CHAPTER 5: TRANSPORTATION

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### Major Collectors

CTH A is considered a 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**

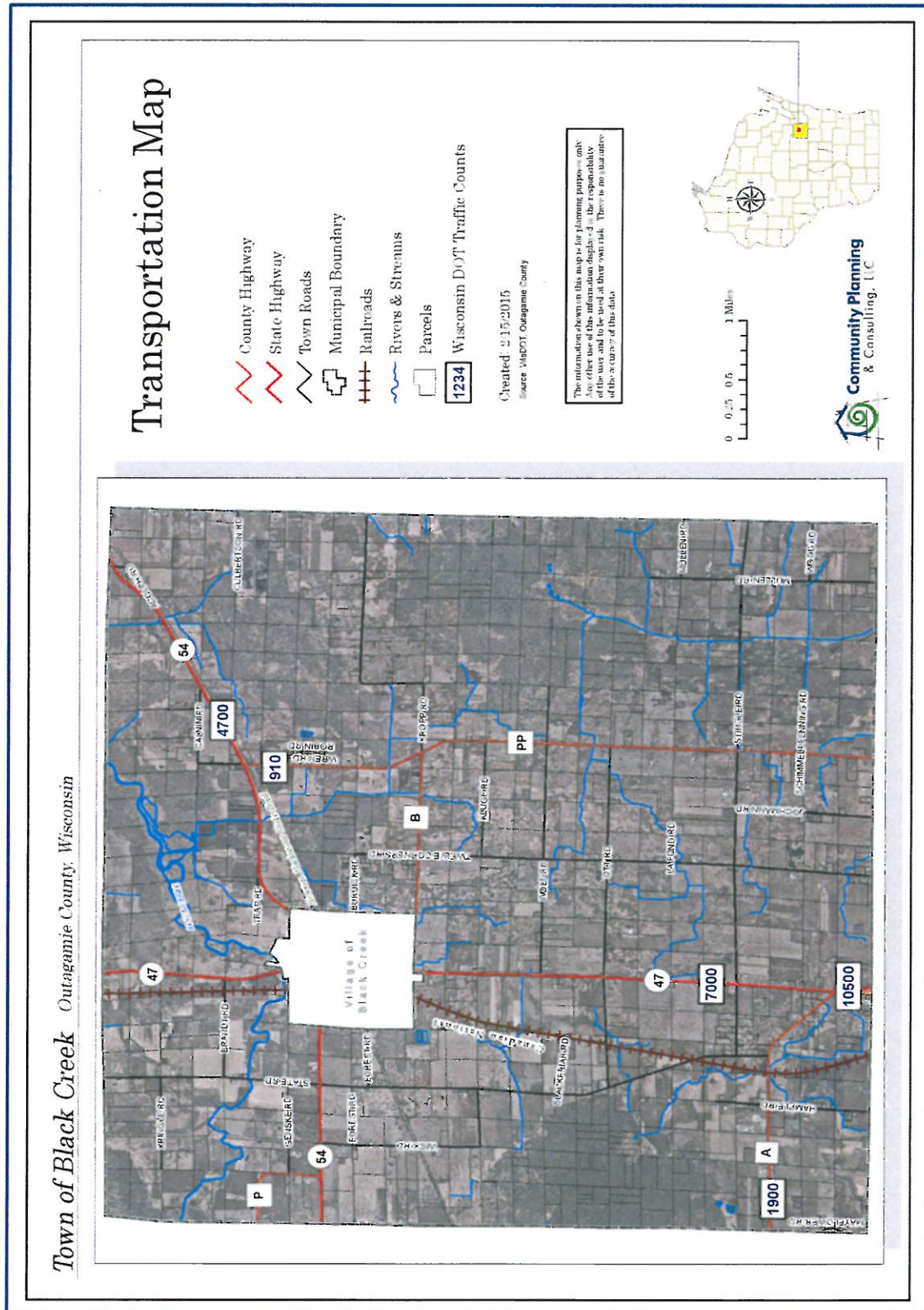
Mass transit via bus, high-speed rail, or other means is not available in the Town or Village. It is not likely to be established in the next 20 years given limited demand, low population density in the Town and a small overall population base. The current population and population density of the area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





Village of Black Creek Outagamie County, Wisconsin



# Transportation Map

- County Highway
  - State Highway
  - Roads
  - Railroads
  - Parcels
  - Village Boundary
  - Rivers & Streams
  - 1234 Wisconsin DOT Traffic Counts
- Created: 2/15/2015  
Source: WISDOT, Outagamie County

The information shown on this map is for planning purposes only. No other use of the information displayed is the responsibility of the Village of Black Creek. There is no warranty of the accuracy of this data.





## CHAPTER 5: TRANSPORTATION

### 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. 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 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. 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 takeoff and landings annually, and serves approximately 370,000 commercial passengers and general aviation enthusiasts.

Table 5.1: 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			



In addition to these major airport facilities there are two small airstrips located in the Town, neither of which is paved or lighted.

### 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.

#### 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:

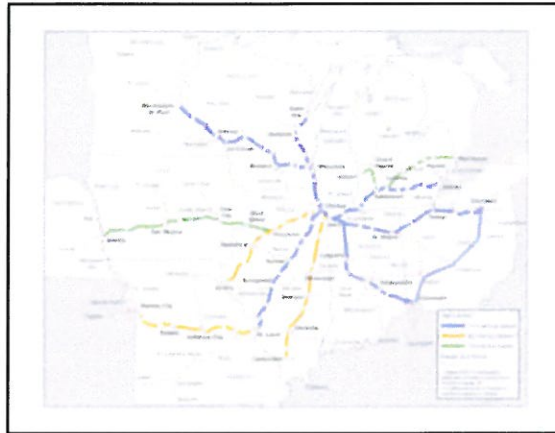
- To enhance the quality of life for residents of the county
- To provide additional recreation opportunities for the residents of the county
- To develop an alternative means of transportation through the county

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 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.<sup>1</sup>

### EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION<sup>2</sup>

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

<sup>1</sup> Excerpted from Midwest Regional Rail Initiative website, 2015.

<sup>2</sup> Excerpted from East Central Wisconsin Regional Planning Commission website, 2015.



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.

### PASER RATING SYSTEM REPORT

All Town and Village roads are 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. It is an important tool for 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.

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.

### TRANSPORTATION ISSUES

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.

### 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. 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.

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

- Requiring larger setbacks to accommodate roadway expansion. This will require revisions in the Town Zoning Ordinance to create an overlay highway setback zone.
- Supporting 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.
- Directing 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 feasible, requiring 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.
- Coordinating with WisDOT to install a right turn lanes for Stingle Road, CTH B & Burdick Street intersections with STH 47.
- Coordinating 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.
- Coordinating 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.
- Coordinating 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.

### MANAGED ROADWAY ACCESS

Another tool available to control traffic along STH 47 and STH 54, and to 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

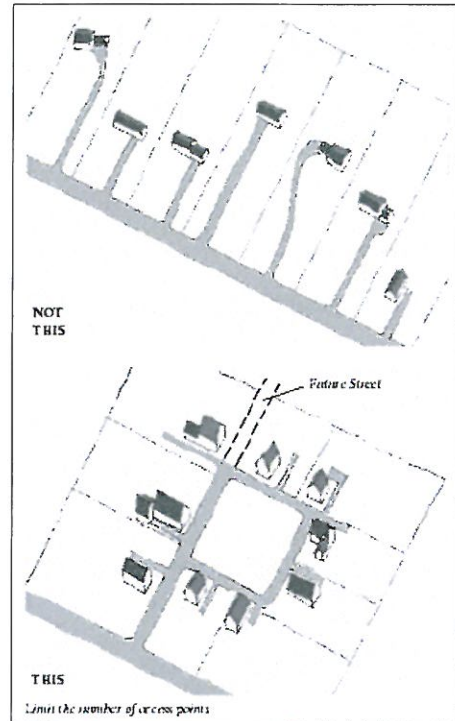
## CHAPTER 5: TRANSPORTATION

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, not property lines (See box).

### POSSIBLE STH 47 BYPASS

During the development of the initial comprehensive plan the Town and Village understood that there was some potential for a STH 47 bypass, at least in the long-term. 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.



### STH 47 AND CTH A INTERCHANGE

During the development of the initial comprehensive plan a concept design was developed 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*. The concept design was agreed upon by the Towns of Black Creek and Center, Outagamie County, and WisDOT. Although a report commissioned by WisDOT was completed in 2005, there are no plans to proceed with the project at this time.

### 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, with a focus on retaining the two-lane route through the Village.



- 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.



## CHAPTER 5: TRANSPORTATION

### 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 agricultural operations often require farmers to access local roads with farm equipment. These large, slow moving vehicles may present a potential hazard for other motorists.

#### Wisconsin Implement of Husbandry

All farm equipment and custom operators are subject to the requirements of the Wisconsin implement of Husbandry law. Local government officials have the authority to pass resolutions or ordinances setting the maximum gross vehicle and axle weight limits for Implements of Husbandry and Agricultural Commercial Motor Vehicles operating upon roads under their jurisdiction.

### 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.

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 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 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.

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- 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.

### PARK AND RIDE

Park and ride facilities allow commuters to park personal vehicles at no cost and share rides with others travelling to the same destination. Outagamie County currently has four park and ride facilities available for commuters (see map at right). A fifth facility would be desirable in Back Creek.

### TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Transportation goals, objectives, and policies can be found in Chapter 12: Implementation.

