

# APPENDIX C-6: TRANSPORTATION INVENTORY

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## INTRODUCTION

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

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the Town desires them to become in the future, and devise ways to implement them. This chapter, along with Chapter 2: Plan Framework addresses these requirements.

## INVENTORY AND ANALYSIS

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

### Streets and Highways<sup>1</sup>

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the Town, roads are classified under the urban functional classification system. Map 6-1 illustrates the transportation infrastructure and functional classification for the Town<sup>2</sup>.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town were completed in 2016 and 2019 and can help to show traffic trends (Map 6-2).

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<sup>1</sup> Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

<sup>2</sup> Functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Most recent changes to the functional classified roads were updated in 2016.

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## ***Urban Functional Classification<sup>3</sup>***

The urban functional classification process organizes routes according to the character of service provided, ranging from travel mobility to land access. ***In total, there are approximately 53.3 miles of urban functionally classified roads in the Town.*** Urban functional classification includes:

### Urban Principal Arterials

Principal arterials serve major economic activity centers of an urban or urbanized area, the highest average daily traffic (ADT) corridors, and regional and intra-urban trip length desires.

***Within the Town there are approximately 5 miles of urban principal arterial roads on three separate segments:***

- ***State Highway 21 (WIS 21)*** is a 4-lane east-west route connecting the Town to Oshkosh (to the east) and providing direct access to Interstate 41. WIS 21 is also an important regional corridor to access portions of western/northwestern Wisconsin (La Crosse and Eau Claire). AADT on WIS 21 in the Algoma area is consistently in the 14,000 – 18,000 range (2016 data);
- ***Portions of the Southbound exit ramp from I-41;***
- ***Portions of Omro Road (at WIS 21 roundabout).***

***Traffic volumes on WIS 21 have generally increased between 2016 and 2019, however; volumes near the WIS 21/I-41 interchange have decreased on three of the four interchange legs (Map 6-2).*** These decreases may be attributed to the 2008 recession as well as the opening of USH 10 to the north. Regardless, WIS 21 is an important state highway serving the local economy and linking major population and economic centers. A corridor study completed by East Central Wisconsin RPC study led to WisDOT selecting a future “Expressway Alternative” for the corridor. The plan included the designation of WIS 21 as a future expressway under State Statute 84.295. , designed to include intersections (not interchanges) and an official map to preserve the land required to convert WIS 21 to an expressway filed and recorded with Winnebago County.

***As of 2019, the WIS 21 Planning Study has concluded and stopped short of officially mapping future highway needs and designating WIS 21 as an expressway.*** The planning data and recommendations provided in this study can provide a good foundation when/if this stretch of WIS 21 is converted to an expressway in the future. No construction is currently scheduled and there is no timeline proposed for physical conversion of the highway. WisDOT will continue to monitor the WIS 21 corridor's safety and traffic operations, while referring to the official map for right of way preservation and corridor management plan for future, mid-term, and long-term improvements

### Urban Minor Arterials

Urban minor arterials serve important economic activity centers, have moderate AADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system.

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<sup>3</sup> Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

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***Within the Town there are approximately 4.5 miles of urban minor arterials on five (5) segments:***

- ***CTH E (Witzel Ave.);***
- ***Leonard Point Road (from WIS 21 to Scarlet Oak Trail);***
- ***N Oakwood Road;***
- ***S Oakwood Road;***
- ***State Highway 91.***

***Traffic volumes (Map 6-2) have generally increased between 2016 and 2019 on many minor arterials including Oakwood Road and 9<sup>th</sup> Avenue, but are slightly lower on CTH E (Witzel Ave.), and CTH K (20<sup>th</sup> St.).***

***It is important to note that long term plans to develop a “West side arterial”, connecting WIS 21 to STH 44, have been discussed for years and information can be found on the Winnebago County website.*** As discussed in this information, the West Side Arterial corridor was proposed to be a rural 4-lane divided facility designed for 55 mph posted speed with controlled access where possible, and was to include an adjacent shared use path. Recent conversations however, have focused on perhaps changing the type of facility to a narrower 3 lane facility, as well as providing for more (yet still controlled) access than a four-lane facility. Discussions have now leaned toward this facility utilizing the existing Clairville Road corridor (extended) in a well-designed context sensitive manner. No formal decisions have been made at this time with respect to the corridor’s location.

### Urban Collectors

Urban collectors provide direct access to residential neighborhoods, commercial, and industrial areas. They serve moderate to low AADT and inter-neighborhood trips. ***Within the Town there are approximately 7.8 miles of urban collector roads.***

***Currently there are seven urban collectors within the Town:***

- ***9<sup>th</sup> Street Road (from Clairville Road to the east)***
- ***Clairville Road***
- ***County Highway K (concurrent with W 20<sup>th</sup> Avenue)***
- ***Leonard Point Road (from Scarlet Oak Trail to the west)***
- ***N Oakwood Road (from WIS 21 to the north)***
- ***Omro Road***
- ***W 20<sup>th</sup> Avenue (concurrent with CTH K)***

### Urban Local Roads

Local roads, which include all of the remaining roads and streets in the Town, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads. ***Within the Town there are approximately 36 miles of urban local roads.***

### **Pavement Surface Evaluation and Rating (PASER)**

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

The surface condition rating of each roadway is updated in the State's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.<sup>4</sup> This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. Table 6-1 provides a breakdown of the PASER ratings, conditions and maintenance needs.

**Table 6-1: PASER Ratings and Maintenance Needs**

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

Source: Transportation Information Center, UW-Madison

Table 6-2 and Figure 6-1 provide a summary of the total miles of local roads in the Town of Algoma by PASER rating. A map showing the PASER ratings by street is in Map 6-3. **There are approximately 50 miles of PASER rated roads in the Town of Algoma.**<sup>5</sup> According to PASER:

- **Approximately 3 miles (6 percent)** of the roads are in excellent to very good condition (Ratings 8-10) and require little maintenance
- **Approximately 36 miles (73 percent)** are in good to fair condition (Ratings 5-7), while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay
- **Approximately 5 miles (9 percent)** of local roads will require more attention (Ratings 1-4). Having a PASER rating of 1 through 4, these roads could require structural improvements

<sup>4</sup> Transportation Information Center. 2002. *PASER Manuals Asphalt*

<sup>5</sup> PASER road mileage is calculated and rated by road lane miles (i.e. north and south or east and west)

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such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base.

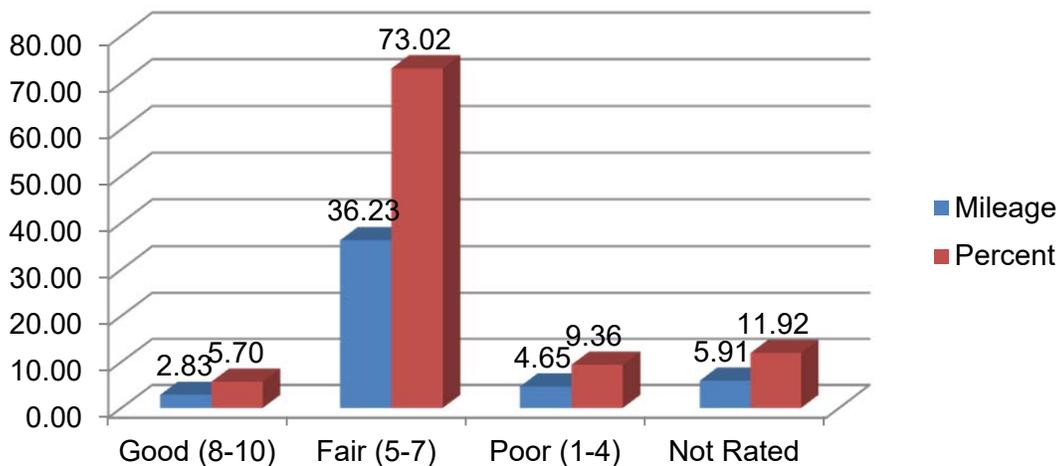
- **Approximately 6 miles (12 percent)** of roads are not rated as they are state owned portions of roads which pass through the Town (i.e. WIS 21).

**Table 6-2: Total Miles of Local Roads by PASER Rating, 2015**

PASER Rating	Mileage	Percent
Good (8-10)	2.83	5.70
Fair (5-7)	36.23	73.02
Poor (1-4)	4.65	9.36
Not Rated	5.91	11.92
<b>Total</b>	<b>49.61</b>	<b>100.00</b>

Source: WISLR 2015, Town of Algoma

**Figure 6-1: PASER Ratings by Mileage and Percent, 2015**



Source: WISLR 2015, Town of Algoma

## Rustic Roads

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

**There are no rustic roads designated in the Town of Algoma.**

## Public Transportation

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## ***Fixed Route Transit Service***

**Very limited transit service by GO Transit exists within the extreme eastern portion of the Town along its border with the City of Oshkosh.** The nearest fixed route transit service to the Town of Algoma is provided by GO Transit (City of Oshkosh). Routes 5, 7 and 9 are the closest connecting routes to the Town. GO Transit also provides a connecting route with Valley Transit's service to the Fox Cities at the Neenah Transit Center and the Oshkosh Downtown Transit Center (provided by Route 10). It is free to transfer from Route 10 to any Valley Transit route; however, the full cash fare (\$2) must be paid to transfer from any Valley Transit route to Route 10. Consult the Valley Transit and GO Transit websites for the most current transit information.<sup>6</sup> A map of current routes can also be found in Map 6-4.

GO Transit recently (2018) completed an update of its Transit Development Plan (TDP). This plan outlines major system changes and recommendations for the next five years and resulted in recent fare increases. Major strategic recommendations include:

1. Targeting **Workforce Transportation** opportunities.
2. Broadening GO Transit's **Marketing & Research**
3. **Encouraging Transit-Supportive Development** - The success and flexibility of transit service is largely dependent upon its operating environment. GO Transit must continue to work with municipal, county, and state partners to foster a more transit-supportive operating environment. Specifically, closing gaps in the pedestrian facilities network and promoting land use and infrastructure policies that are conducive to effective transit operations will make transit a more viable option.

Future connections and route alternatives discussed could include N. Oakwood Road and Omro Road loops.

## ***ADA and Senior Transportation***

Additional ADA and Senior Transportation options are provided in the Town of Algoma through Winnebago County and include:

- **Winnebago County Volunteer Transportation Services:** Local and long distance transportation for clients of Winnebago County Department of Human Services, or non-clients ages sixty and over (Winnebago County Aging and Disability Resource Center, 920-236-4695)
- **Winnebago County Veteran's Office:** Transportation options specifically for veteran residents, 920-236-4898
- **Medical Assistance Transportation (MTM):** Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation, toll free 1-866-907-1493
- **Lutheran Social Services-Make the Ride Happen:** provide non-emergency transportation through a network of volunteer drivers, toll free at 888-200-0576

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<sup>6</sup> <http://appleton.org/residents/valley-transit>  
<http://www.ci.oshkosh.wi.us/Transit/>

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- **GO Transit Fixed Route Bus:** Reduced fare for disabled individuals, and those sixty and over; all buses/routes are equipped with wheelchair lifts (accessed by routes 5, 7 and 9 which are closest to the Town)
- **Dial-a-Ride:** Reduced fare for those sixty and over, 920-734-4546
- **Americans with Disabilities Act (ADA) Paratransit:** Reduced fare for paratransit and taxi service for individuals with qualifying disabilities and those 60 and over (contracted through private provider in partnership with GO Transit)

### Non-motorized Transportation

#### *Pedestrian and Bicycle Facilities*

Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system. Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the Town with close access to multi-use bicycle/pedestrian trails and sidewalks. **A very limited network of pedestrian and bicycle accommodations exists within the Town of Algoma. No separate Bicycle & Pedestrian Plan exists either, however; some trails have been planned for within the Town through other efforts.**

In 2014, East Central Wisconsin Regional Planning Commission (ECWRPC) completed a regional bicycle and pedestrian plan for the Appleton and Oshkosh Urbanized Areas.<sup>7</sup> This plan evaluates the existing networks for pedestrian and bicycle facilities, and with the help of local stakeholders, documents planned and recommended improvements for these facilities. It should be noted that this plan is strictly advisory and implementation of these recommendations is dependent on the Town taking action. Please reference Map 6-5.

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

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

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<sup>7</sup> <http://www.ecwrpc.org/wp-content/uploads/2017/01/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf>

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## Trucking and Freight

Several designated truck routes exist within the Town of Algoma. Please reference Map 6-6 to see an official designated truck routes map within the Town as well as an inventory of truck terminals within the region. ***At the regional level, I-41 and WIS 21 are fully functioning truck routes with no limits on semi-trailer lengths. STH 91 is a designated truck route, limiting trailer lengths to 75 feet.***

***The only designated trucking terminal within the Town of Algoma is at the current Fox Graphics property located on WIS 21.***

## Air Transportation

**Appleton International Airport provides regional air transportation.** Airport uses at Appleton International Airport include: persona/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.<sup>8</sup> According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.<sup>9</sup> Appleton International Airport is approximately 23 miles north of the Town of Algoma. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 52 miles northeast), Dane County Regional Airport in Madison (approximately 85 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 96 miles southeast). All of these airports are also classified as Commercial Service airports. **In general, the total passengers served by Appleton International Airport have increased. In 2016-2017, passenger activity increased 7 percent; the largest percent increase of the four largest commercial airports (Milwaukee, Madison and Green Bay).**

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

## Railroads

### ***Rail Freight Service***

***There is currently one active railroad line running through the Town of Algoma with a 286,000 pound railcar limit.<sup>10</sup> The line is operated and maintained by the state owned Wisconsin and Southern Railroad.*** The Wisconsin and Southern line runs southwest out of the Town to Ripon, Waupun and Beaver Dam before heading south to Milwaukee.

### ***Rail Passenger Service***

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<sup>8</sup> <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf> (Table 3-9)

<sup>9</sup> <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>

<sup>10</sup> *Wisconsin Rail Plan, 2030.*

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Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although ***no direct service is offered near the Town of Algoma***, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*<sup>11</sup>, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time.

## Water Transportation

**There are no commercial ports in the Town of Algoma.** The closest ports are located in Green Bay, approximately 50+ miles to the northeast and in Milwaukee, approximately 90 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the Town, there are recreational boating opportunities along nearby Lake Butte des Morts.

## FUTURE PLANS & STUDIES

### Wisconsin Department of Transportation (WisDOT) / Transportation Improvement Program (ECWRPC)

- Consult ECWRPC for the most current information regarding road projects associated with Federal Highway Administration (FHWA), Federal Transit Administration (FTA) and WisDOT (Wisconsin Department of Transportation) funding for the Oshkosh Urbanized Area; this information/funding sources are documented in the Transportation Improvement Program (TIP) and coordinated through ECWRPC

### Other WisDOT statewide plans:

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

### Other Municipalities and planning efforts

- East Central Wisconsin Regional Planning Commission (ECWRPC):
  - **Oshkosh Metropolitan Planning Organization (MPO)** which is coordinated by ECWRPC staff is responsible for preparing and maintaining a Long Range Transportation Plan (LRTP) and short range Transportation Improvement Program (TIP) for the Oshkosh Urbanized Area; both plans help coordinate

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<sup>11</sup> *Midwest Regional Rail System: Executive Report, 2004.* Transportation Economics & Management Systems, Inc. & HNTB.

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federal, state and local funds for various transportation/road projects. ECWRPC provides staff/guidance on behalf of the Oshkosh MPO. Please consult the MPO website.<sup>12</sup>

- **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Winnebago County is a member of ECWRPC; adoption in 2019-2020)
- **Town of Algoma 5-Year Capital Improvement Program (current 2019-2023)**<sup>13</sup>

### KEY SUMMARY POINTS

The following list summarizes key issues and opportunities identified in this element:

- ***In total, there are approximately 53.3 miles of urban functionally classified roads in the Town.***
- ***Within the Town there are approximately 5 miles of urban principal arterial roads.***
- ***As of 2019, the WIS 21 Planning Study has concluded and stopped short of officially mapping future highway needs and designating WIS 21 as an expressway.***
- ***There are 3 urban principal arterial roadways serving the Town.***
- ***Within the Town there are approximately 4.5 miles of urban minor arterials. Currently there are 5 urban minor arterial roadways within the Town***
- ***Long term plans to develop a “West side arterial”, connecting WIS 21 to STH 44, have been discussed for years and information can be found on the Winnebago County website.***
- ***Within the Town there are approximately 7.8 miles of collector roads. There are 7 urban collector roadways within the Town.***
- ***There are approximately 36 miles of urban local roads.***
- ***There are approximately 44 miles of PASER rated roads in the Town of Algoma.***
- ***There are no rustic roads designated in the Town of Algoma.***
- ***The nearest fixed route transit service to the Town of Algoma is provided by GO Transit (City of Oshkosh). Routes 5, 7 and 9 are the closest connecting routes to the Town.***
- ***Disabled and senior citizens (60 years and older) can utilize services provided by public, private and non-profit agencies in Winnebago County***

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<sup>12</sup> <http://fcompo.org/>

<sup>13</sup> [http://townofalgoma.org/wp-content/uploads/sites/3/2018/04/2019\\_2023-CIP.pdf](http://townofalgoma.org/wp-content/uploads/sites/3/2018/04/2019_2023-CIP.pdf)

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- **Consult the Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle & Pedestrian Plan (2014) for recommendations regarding bicycle/pedestrian improvements within and beyond the Town of Algoma boundaries.**
- **At the regional level, I-41 and WIS 21 are fully functioning truck routes with no limits on semi-trailer lengths. STH 91 is a designated truck route, limiting trailer lengths to 75 feet.**
- **Appleton International Airport provides both commercial and cargo air services for the region.**
- **There is currently one active railroad line running through the Town of Algoma with a 286,000 pound railcar limit.<sup>14</sup> The line is operated and maintained by the state owned Wisconsin and Southern Railroad.**
- **There are no commercial ports in the Town of Algoma.**

### GOALS, FRAMING CONCEPTS, POLICIES, STRATEGIES AND RECOMMENDATIONS

The goals, framing concepts, policies, strategies and recommendations for transportation are provided in Chapter 2: Framework Plan.

### POLICIES AND PROGRAMS

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

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<sup>14</sup> Wisconsin Rail Plan, 2030.