

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 networks are officially designated by the Wisconsin Department of Transportation and approved by the Portage County Highway Commissioner. 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 2012, the local system within the Town of Stockton consists of a total of 130.23 miles of public roadway. U.S. Highway 10 accounts for 6.68 miles of the network; State Highway 161 accounts for 0.43 miles of the network; County Roads HH, J, B, D, I, K, and QQ account for 32.0 miles, while the remaining 91.12 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 assigned functional classifications. 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 2011 for USH 10, east of Cty Rd J, was 14,200, vehicles per day in 2002 this section of roadway had 6,000 vehicles westbound, and 5,800 vehicles eastbound (11,800 total 20% increase). USH 10 east of 161 ADT was 15,900 vehicles per day. USH 10 east of Cty Rd J had reported ADT levels of 17,800 vehicles per day up from 10,000 vehicles per day in 2002 (78% increase).

2. **Minor Arterials** - There are no roads classified as minor arterial in the Town of Stockton at this time (2011). 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 161. 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 2011 for Cty Rd J, between USH 10 and Cty Rd HH was 2,700 vehicles per day (42% increase from 2002); and 2,200 vehicles per day south of HH (only a 4% increase). This difference in traffic volumes more than like is an effect of the developments that occurred in the Portage County Business Park and the Village of Plovers Crossroad Commons. Cty Rd B had ADT levels of 4,000 vehicles per day a decrease of 500 vehicles a day from 2002. These traffic counts were taken prior to the work completed on Cty Rd B. Cty Rd HH, west of Cty Rd J had 1,900 vehicles per day, a decrease of 100 vehicles or 5%, as compared to 2,000 vehicles per day in 2002. The assumption would be that with Cty Rd J north of Cty Rd HH increasing by 42%, this section of roadway would also see a similar increase, but that does not seem to be the case. State Hwy 161 had 2,100 vehicles per day as compared to the 1,400 vehicles per day in 2002 when it was Cty Rd SS.

4. **Minor Collectors** - link local roads with higher order roads/highways. Minor collectors-in the Town of Stockton include Cty Rd K, Stockton Road, Custer Road (south of Cty Rd B and north of Standing Rocks Road), Standing Rocks Road and portions of 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 had a 2011 ADT of 550 vehicles per day compared to 2002 ADT of 320 vehicles per day north of 9th Street, 320 in 2011 as well as 320 vehicles per day south of USH 10 and north of Lake Thomas Road in 2002, and 300 vehicles per day in 2011 and 300 vehicles per day south of Cty Rd B in 2002. The Town of Stockton has seen a shift in the location of Minor Collectors classified roads, away from the County Roads in the northern portion of the Town to the roads in the southern portion that lead to and from Standing Rocks Park. Thus showing a change in traffic patterns and use.

Map 3.1 Road Network by Functional Class and ADT numbers

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. Burbank Road (north of Cty Rd HH and south of Old Hwy 18) had ADT number from 2009 of 260 vehicles per day, and Old highway 18 (west of Stockton Road) saw ADT numbers of 390 vehicles per day and 280 vehicles per day, farther to the west. The Town of Stockton had previously provided additional ADT numbers on Town Roads, in addition to the WisDOT counts.

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 (since the original draft of the 2006 Stockton Comp Plan, the I-39 Underpass was constructed.)
- See section 3.3 of this chapter for additional facility recommendations in the Town of Stockton, as outlined in the Portage County Countywide Bicycle and Pedestrian Plan.

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.

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 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. Also note the Wis. Act 377 (2013 Senate Bill 509) enacted April 24, 2014. Related to the operation of agricultural vehicles on highways and providing a penalty.

Table 3.1: IoH/Ag CMV Maximum Weight Limits

A - Distance in feet between foremost and rearmost axles of a group*	B - 2 axles of a vehicle or combination of vehicles	C - 3 axles of a vehicle or combination of vehicles	D - 4 axles of a vehicle or combination of vehicles	E - 5 axles of a vehicle or combination of vehicles	F - 6 axles of a vehicle or combination of vehicles	G - 7 Axles of a vehicle or combination of vehicles	H - 8 Axles of a vehicle or combination of vehicles
4	39,500						
5	40,500						
6	41,500						
7	43,000	47,500					
8	44,000	48,500					
9	45,000	49,500					
10	46,000	50,500	56,000				
11		51,000	57,000				
12		52,000	57,500				
13		53,000	58,500				
14		53,500	59,500	65,500			
15		54,500	60,000	66,000			
16		55,500	61,000	67,000			
17		56,500	61,500	67,500	74,000		
18		57,000	62,500	68,500	75,000		
19		58,000	63,000	69,000	75,500		
20		59,000	64,000	70,000	76,000		
21		60,000	64,500	70,500	77,000	83,500	
22		60,500	65,500	71,500	77,500	84,000	
23		61,500	66,000	72,000	78,000	84,500	
24		62,500	67,000	72,500	79,000	85,500	92,000
25		63,000	67,500	73,500	79,500	86,000	
26		64,000	68,500	74,000	80,500	86,500	
27		65,000	69,000	75,000	81,000	87,500	
28		66,000	70,000	75,500	81,500	88,000	
29		66,700	71,000	76,500	82,500	88,500	
30		67,275	71,500	77,000	83,000	89,500	
31		68,425	72,500	77,500	83,500	90,000	
32		69,000	73,000	78,500	84,500	90,500	
33			74,000	79,000	85,000	91,500	
34			74,500	80,000	86,000	92,000	
35			75,500	80,500	86,500		
36			76,000	81,500	87,000		
37			77,000	82,000	88,000		
38			77,500	83,000	88,500		
39			78,000	83,500	89,500		
40			79,000	84,000	90,000		

41			80,000	85,000	90,500		
42			80,500	85,500	91,500		
43			81,500	86,500	92,000		
44			82,500	87,000	86,825		
45			83,000	88,000	87,400		
46			84,000	88,500	88,550		
47			84,500	89,000	89,125		
48			85,500	90,000	89,700		
49			86,000	90,500	90,275		
50			87,000	91,500	91,425		
51			87,500	92,000	92,000		

Source: State Statue §348.15(3)(g). *Measuring: The distances between the foremost and rearmost of a group of axles shall be measured between axle centers to the nearest even foot, and when a fraction is exactly one-half foot, the nearest larger whole number shall be used (Ex: 50 feet 5 inches = 50 feet; 50 feet 6 inches = 51 feet). Axles must be at least 42 inches apart to qualify as a separate axle and must bear at least 8 percent of the GVW.

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.

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. Any upgrades to USH 10 on the current corridor will need to compete for funding with other projects throughout the state.

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 may be significant negatives to rural quality of life in the event that USH 10 is upgraded on the current corridor. There are also potential negatives to Town tax base and family/business disruption depending on the nature of the upgrades. Any upgrades on the current corridor must take into account emergency response times and timely access for emergency vehicles and personnel. 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.

Map 3.2.: USH 10 Preferred Alignment

B. 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.

C. 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.

D. 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.

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. Portage County Countywide Bicycle and Pedestrian Plan

In 2014, Portage County adopted the Countywide Bicycle and Pedestrian Plan. The Plan identifies bicycle and pedestrian facility recommendations for the Towns, Villages, and City of Stevens Point. The intended result is a single, unified network of safe and useful bicycle and pedestrian facilities that serves the transportation and recreational needs of all County residents and visitors. While not required, the Countywide Bicycle and Pedestrian Plan recommendations may be used to direct Village resources in planning for future bicycle and pedestrian projects within the Village.

A series of rural area bikeways are identified and recommended for implementation within the Plan. A bikeway is any facility that is open for the use of bicyclists. In rural areas, this includes facilities in any of the outlying Villages as well as in unincorporated Towns. The rural area bikeway network is designed to connect the Villages, provide connections into and out of the urban area (including the City of Stevens Point, the Villages of Plover, Whiting, and Park Ridge, and portions of adjacent towns), connect to County Parks and other recreational areas, and provide connections into neighboring counties.

The network in the rural area is primarily comprised of the following facility types:

- **Paved Shoulders:** Paved shoulders ranging in width from three feet to five feet, or wider, provide space for bicyclists on rural roads. The width of the paved shoulder should be based on traffic volumes, site lines, and anticipated bicycle use.
- **Bike Routes/Shared Roadways:** Lower volume roadways where potential motor vehicle conflicts are at a minimum, especially where motorists are passing in opposing directions with a bicyclist in the same section of the roadway. Generally, where motor vehicle counts are less than 750, conflicts are significantly reduced, although there are other factors that need to be considered.
- **Paths (or trails):** Separated from streets and roads. They are often built in rural areas where railroads are abandoned or rail-banked, along rivers, in parks, and occasionally along roadways.

Table 3.2 shows the bikeway recommendations for the Town of Stockton, which largely suggests designating bike routes along many roadways within the community. Bike routes are further classified as being signed or mapped. Signed bike routes provide distance and directional information as a wayfinding aid for bicyclists. Signed routes may be established on streets, paths, or any combination of facility types that offer a continuous bicycling environment. A mapped bike route is only designated as a bike route on maps – there are no signs placed along the route to designate the route. Mapped bike routes indicate to users the roads that are better for bicycling on and for connecting to specific destinations.

Table 3.2: Town of Stockton Recommended Bikeways

Street	Bike Facility	From	To	Miles
1st St	Bike Route	Shady Dr	County Road J	1.11
5th St	Bike Route	Kennedy Ave	Custer Rd	3.09
6th St	Bike Route	Custer Rd	County Road K	3.05
9th St	Bike Route	Town of Hull	County Road K	3.18
County Road D	Bike Route	County Road J	Oak Dr	3.12
County Road K	Bike Route	10th St	U.S. Highway 10	3.12
Custer Rd	Bike Route	U.S. Highway 10	County Road D	6.32
Old Highway 18 Rd	Bike Route	Town of Hull	Custer Rd	3.17
Rolling Hills Rd	Bike Route	Custer Rd	Five Corners Rd	4.10
Shady Dr	Bike Route	Kennedy Ave	1st St	1.17
Standing Rocks Rd	Bike Route	Custer Rd	Town Line Rd	3.08
County Road HH	Paved Shoulder	Burbank Rd	Custer Rd	2.57

Source: Portage County Countywide Bicycle and Pedestrian Plan, 2014

For a complete list of bicycle and pedestrian facility recommendations for the Town, please refer to the Portage County Countywide Bicycle and Pedestrian Plan. The official Plan is available at the Portage County Planning and Zoning Department Office, located at 1462 Strongs Avenue, Stevens Point, and is also available on the Department’s website.

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 Disagree
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. This section of roadway was improved to a two-lane roadway (with the option to be 4 lanes in the future).

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.

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. Cul-de-sacs should be minimized and connectivity with existing and proposed roads should be maximized.
4. Work with surrounding municipalities and County to resolve any issues regarding shared roads along Town borders.
5. 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.
6. Designate USH 10 and Cty Rds B, J, HH, and QQ as main truck routes for the Town. Work with Portage County regarding short road access to accommodate Ag businesses.