

CHAPTER 3

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a safe and efficient transportation system in the Town.

Existing Transportation System

Streets and Highways

Holland currently contains many town roads, six county highways, and one state highway (STH 32/57). These roads and highways as shown in Figure 3-1 are currently the primary means of reaching the Town's destinations.

Functional Classification System

A component of a road and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are fully controlled access highways that do not have at-grade intersections or driveway connections. I-43 is a local example of a freeway.

Arterials: Principal and minor arterials carry long-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

Traffic congestion is not currently a problem in Holland. Figure 3-2 shows the Town's existing functional classification system.

Wisconsin's Pavement Surface Evaluation and Rating (PASER) System

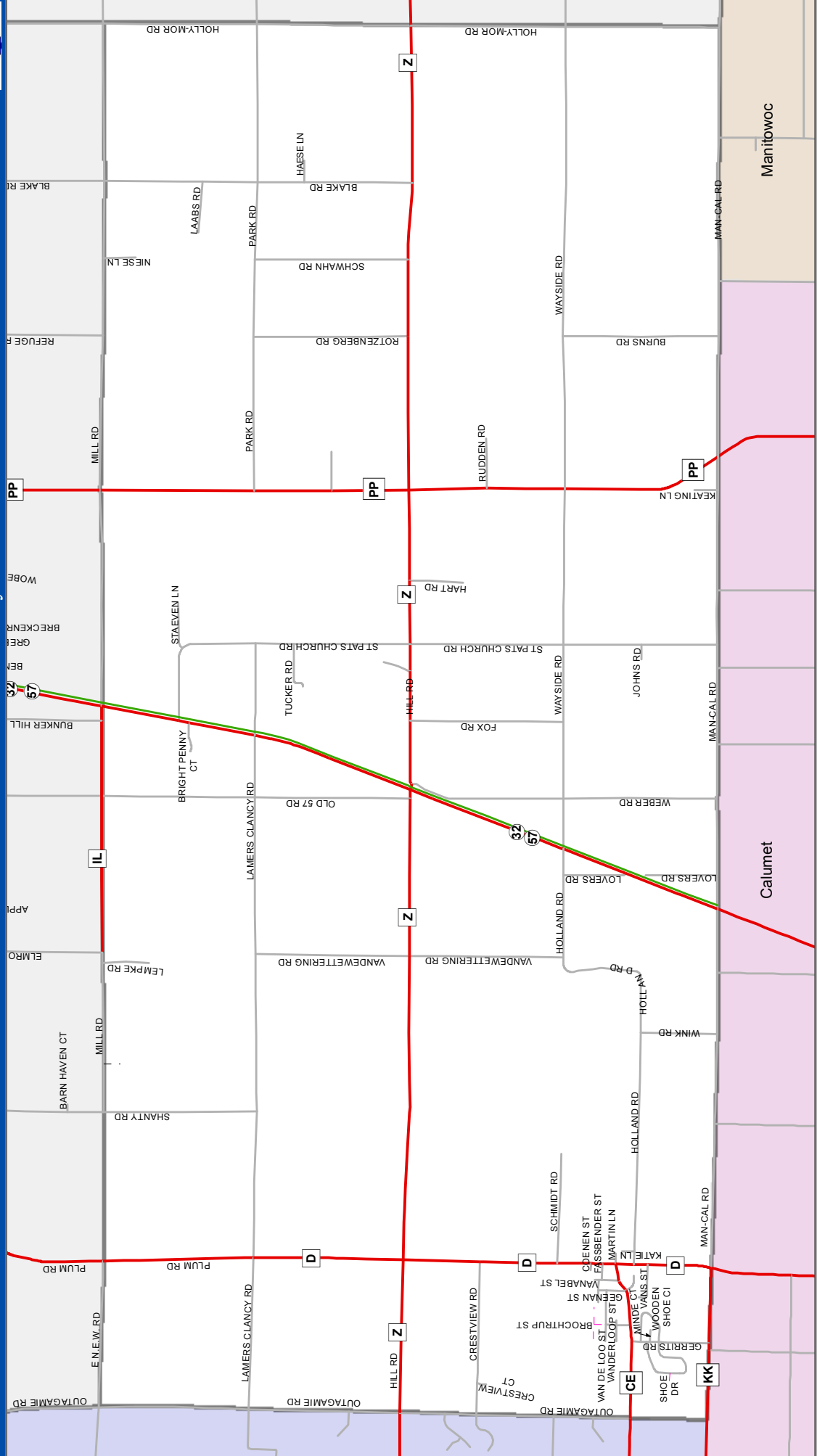
An accurate assessment of Holland's pavement maintenance and improvement needs is dependent on a thorough inventory and a good understanding of pavement conditions on Holland's streets and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Town of Holland is responsible for rating town roads. Pavement conditions for all roadways within Holland can be seen in Figure 3-3.



Street Network

Town of Holland, Brown County, Wisconsin

Figure 3-1



Legend

- Highway (Federal, State, or County)
- Local Road or Street
- Private Road or Street
- Proposed Road or Street
- Trails
- Railroads
- Surrounding Communities
 - Town of Holland
 - Calumet County
 - Manitowoc County
 - Outagamie County

0 0.25 0.5 1 Miles

N

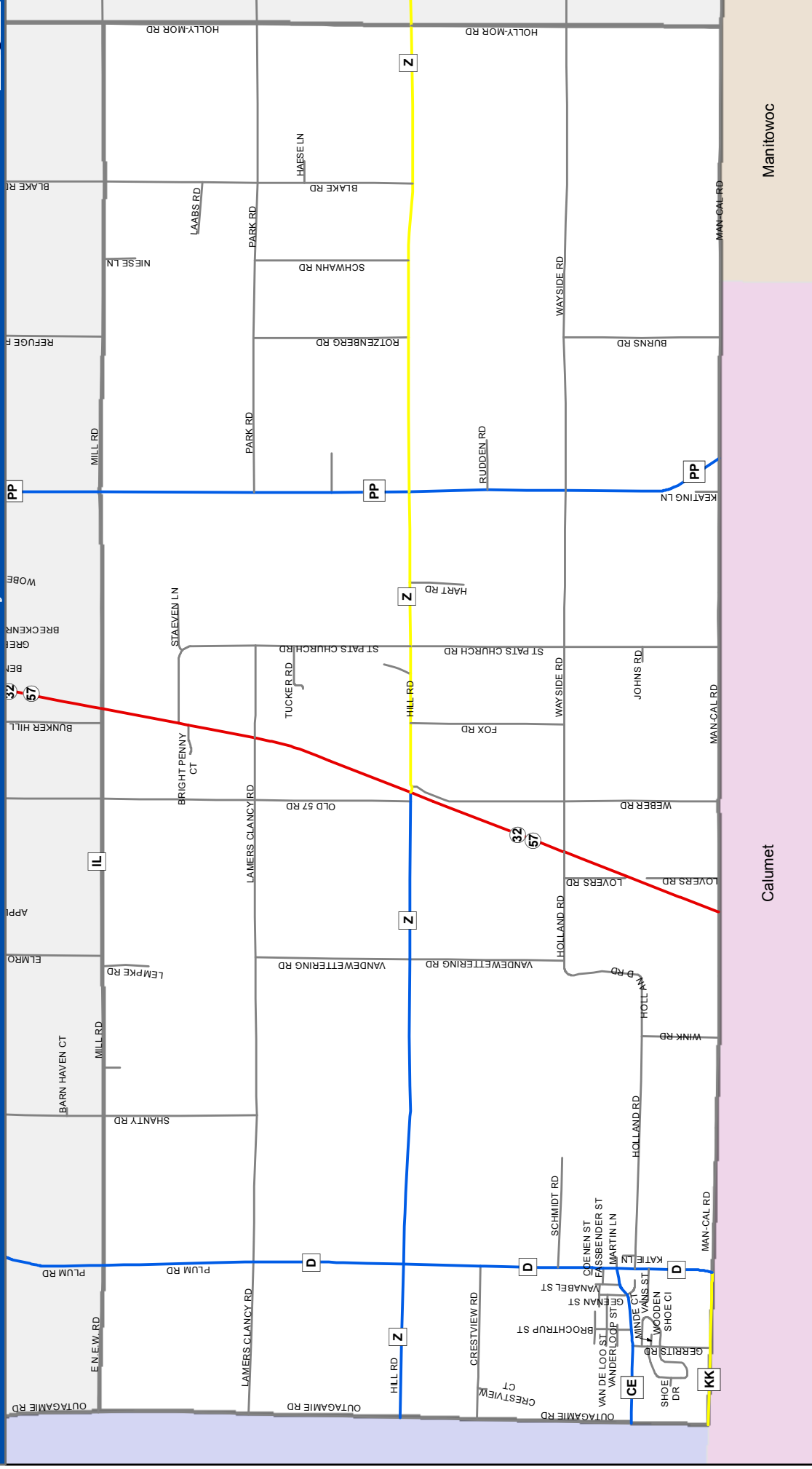
Source: Brown County Planning Commission, 6/9/2017



Functional Classification System

Town of Holland, Brown County, Wisconsin

Figure 3-2

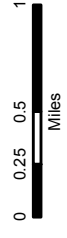


Legend

Functional Classification

- Local
- Principal Arterial
- Rural Major Collector
- Rural Minor Collector

- Surrounding Communities
- Town of Holland
- Calumet County
- Manitowoc County
- Outagamie County



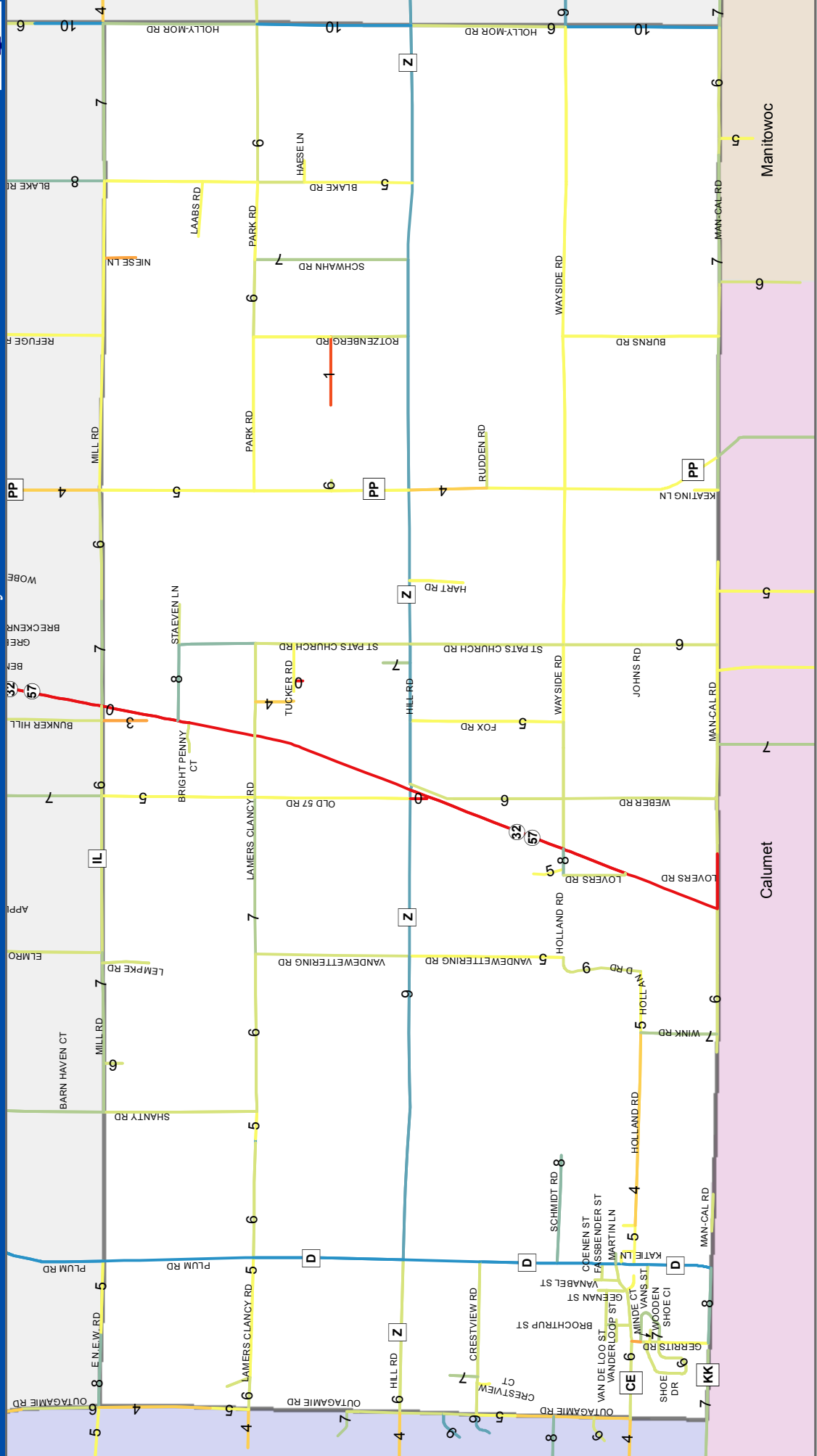
Source: Brown County Planning Commission, 6/9/2017



Pavement Condition

Town of Holland, Brown County, Wisconsin

Figure 3-3



Legend

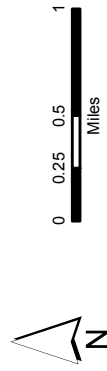
WISLR Pavement Condition

- 0
- 1
- 3
- 4
- 5

Surrounding Communities

- 6
- 7
- 8
- 9
- 10

Calumet County
Manitowoc County
Outagamie County



Source: Brown County Planning Commission, 6/9/2017

Holland uses WisDOT's PASER system to evaluate the current conditions of asphalt, and concrete roads on a scale of 1 to 10 and sealcoat and gravel roads on a scale of 1 to 5. The roads in Holland were last reviewed in 2015. According to the WisDOT database that holds the PASER data (WISLR), the Town of Holland has a total of 91.38 miles of roads, of which two road segments have failed including Old 57 Road and Man-Cal Road. The section of Old 57 Road has been abandoned and is no longer a road. Man-Cal Road on the other hand is still a functioning road which mirrors the county boundary between Brown and Calumet Counties. Man Cal Road should be repaired as soon as possible.

There are three other roads rated as "poor" or "very poor" totaling 1.26 miles of the town's road network. The poor/very poor roads in the Town are scattered around the Town in various locations. Town roads that rated as "poor" or "very poor" include the following:

- Nies Lane from Mill Road to its terminus: 1,105 feet
- Gerrits Road from Wooden Shore Circle to CTH CE: 325 feet
- Farrell Road from Rotzenberg Road to its terminus: 2,345 feet

Of the three town roads rated as "poor" or "very poor", two of them are essentially driveways that provide access from the main road to a home/farm. From this short list only Gerrits Road is rated as poor, of which, the Town may need to consider maintenance in the near future.

Pedestrian and Bicycle Facilities

Holland's existing transportation system is largely comprised of town roads and state and county highways. The Town does not currently have any sidewalks and the lone bicycle facility is the Fox River State Recreational Trail which parallels STH 32/57. The existing bicycle facilities are shown in Figure 3-4. The Fox River State Recreational Trail offers a regional facility that draws people from both near and far. This type of facility in a small community like Holland can have the potential to form the backbone of a larger bicycle network providing access to other parts of the Town as well as to places such as De Pere and Green Bay to the North.



Transit

Green Bay Metro Fixed Route Service

Holland is not currently included in the Green Bay Metro service area, and it is unlikely that fixed route transit service will be extended to the Town within the 20-year planning period.

Specialized Transportation Services for the Elderly and People with Disabilities

Green Bay Metro

Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve Holland because the Town is not included in Metro's fixed route transit service area.

Curative Connections

Transportation option and services vary for each community in Brown County. The Town of Holland is one of the furthest communities from the Green Bay Urbanized Area which is where many transportation options, including those provided by Green Bay Metro and the Brown County Aging Disability and Resource Center (ADRC) are offered. To keep abreast of transportation options within Brown County Town officials should periodically contact the Mobility Coordinator at the ADRC for update to transportation programs.

Transportation options in the Town of Holland are limited to two programs. These programs include the Rural Driver Escort Program and the Non-Emergency Medical Transportation (NEMT) program. Descriptions of these programs are provided below.

- Rural Driver Escort Program

The Brown County ADRC sponsors a limited number of volunteer drivers to transport seniors over 60 years of age and persons with disabilities from the rural parts of Brown County when clients have no other transportation options. The volunteer drivers are currently typically reimbursed based on mileage. The client must be able to travel in a regular vehicle and not require assistance getting in and out of the vehicle. The client is asked to provide a small donation based on mileage to offset some of the cost of the program.

- Wisconsin Medicaid and BadgerCare Plus non-Emergency Medical Transportation

This program is a public transportation and shared ride service. Most rides for Holland residents will likely be in specialized medical vehicles or other types of vehicles depending on medical and transportation needs.¹

As the non-emergency medical transportation manager, MTM Inc. schedules and pays for rides to covered Medicaid and BadgerCare Plus appointments if you have no other way to get a ride to your medical appointment.

Truck Transportation

The majority of the heavy truck traffic in the Town is attributable to agricultural production or trucks passing through on STH 32/57 or county highways D, Z and PP. These trips typically occur on state and county highways, but heavy trucks occasionally need to travel on town roads to reach their destinations.

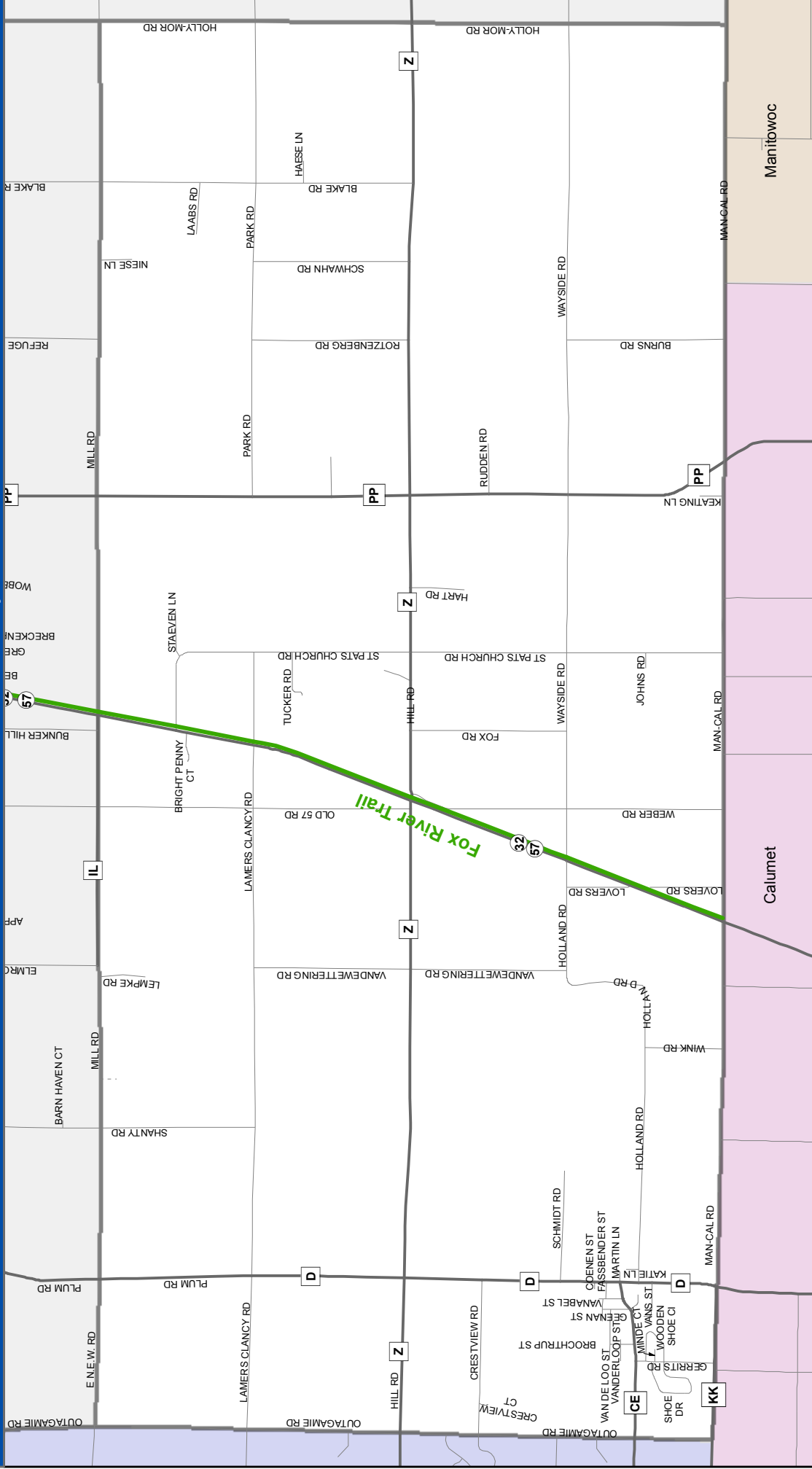
Rail Transportation

Holland does not contain any active rail lines, however; the Fox River Trail is a former rail line that was converted to a recreational trail via the Rails-to-Trails program. This program banks or reserves the rail corridor so that, if needed in the future, it could be easily converted into a rail corridor with little effort.

¹ Wisconsin Dept. of Health Services - <https://www.dhs.wisconsin.gov/nemt/index.htm>



Figure 3-4



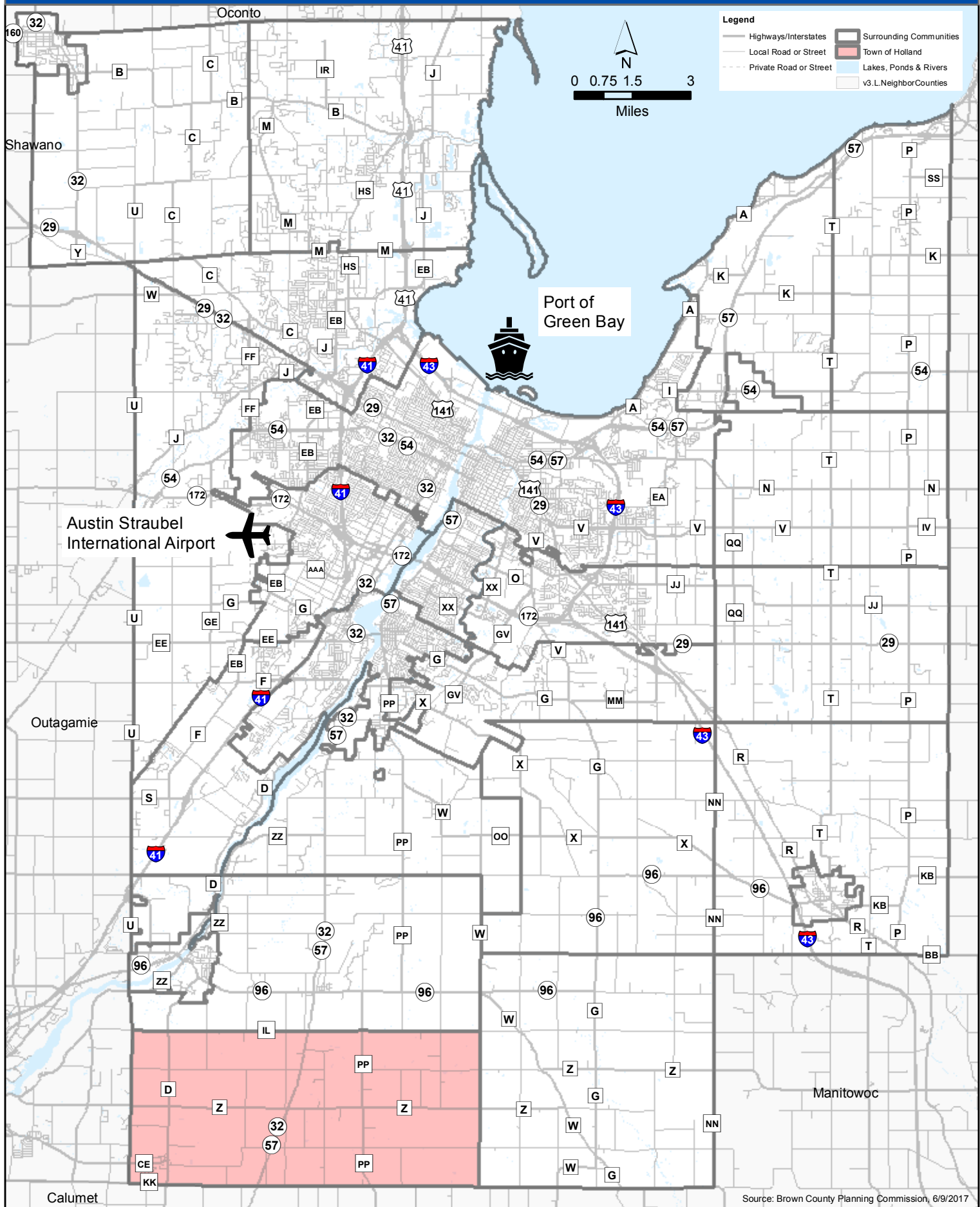
Source: Brown County Planning Commission, 6/9/2017



Port and Airport Facilities

Town of Holland, Brown County, Wisconsin

Figure 3-5



Air Transportation

Freight and passenger air service is available to Holland residents at Green Bay Austin Straubel International Airport, located approximately 13 miles north of the Town as depicted on Figure 3-5. Commercial passenger service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Flight Logistics. Green Bay Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the Northern half of Wisconsin and the Upper Peninsula of Michigan. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States. The location of the airport relative to the Town of Holland is depicted on Figure 3-5.

Due to the proximity of the Town to the Fox Valley, Holland residents may also use the Outagamie County Regional Airport for both business and personal use. Outagamie County Regional Airport is approximately 20 miles west of the Town and offers commercial passenger service through American Airlines, United Airlines, Allegiant, and Delta Airlines.

Water Transportation

Water-borne freight transportation is available to businesses in the Town of Holland via the Port of Green Bay, located approximately 17 miles north of Holland. The Port of Green Bay is connected to world-wide shipping lanes via the Great Lakes and St. Lawrence Seaway. The location of the Port relative to the Town of Holland is depicted on Figure 3-5.

Snowmobile Trails

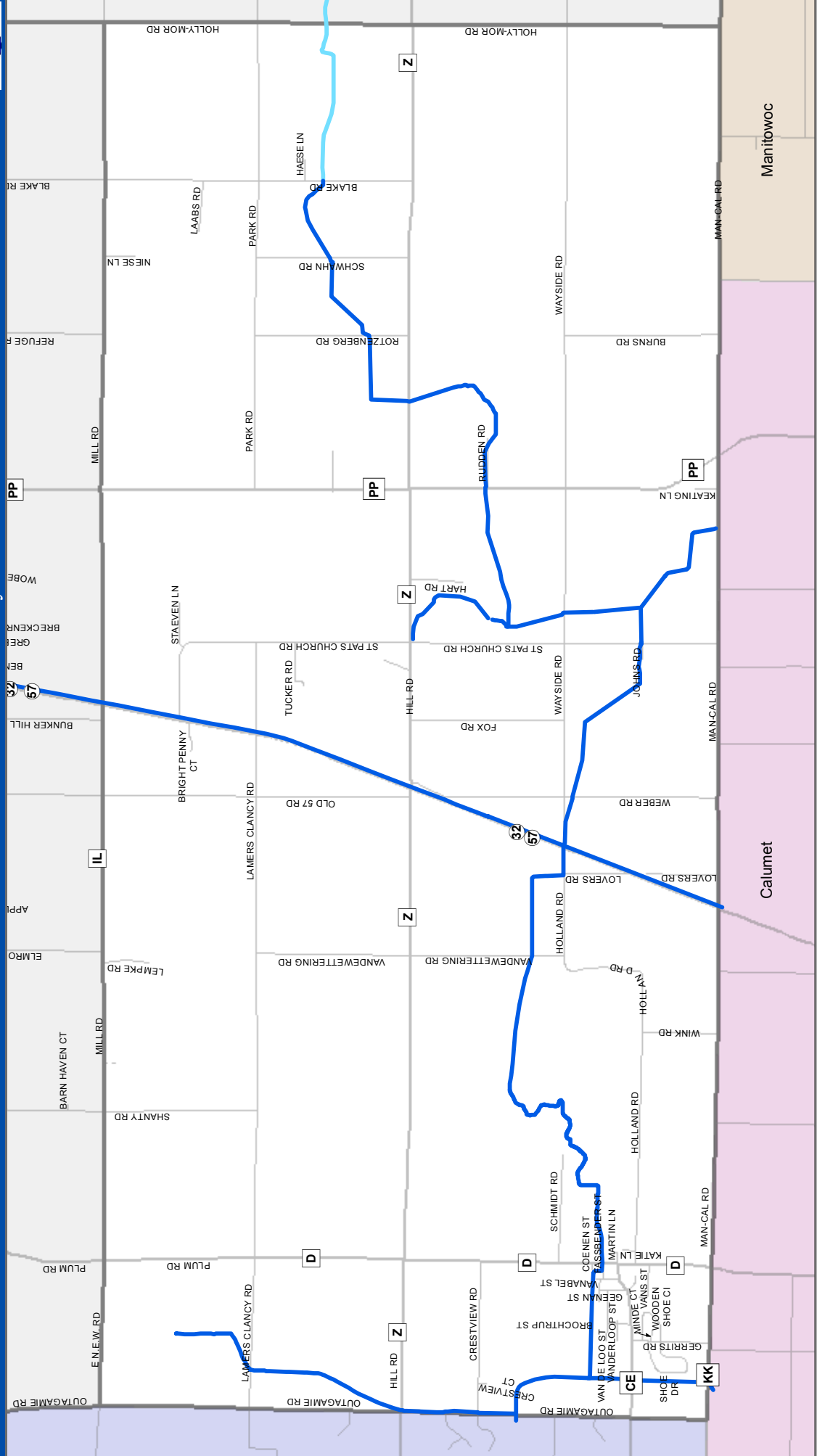
As displayed in Figure 3-6, there are a number of snowmobile trails crossing Holland. The trails in Brown County are broken into zones. The Town of Holland contains trails in Zone 3 and 4. The trails are generally open for snowmobile use during the period of December 1 to April 1 when an adequate snow base is present. Since the trails are mostly located on private property with the consent of the landowner, the trails are not open for public use at any other time of the year. The trails are marked and maintained by local snowmobile clubs and are not open for uses other than snowmobiling.



Snowmobile Trails

Town of Holland, Brown County, Wisconsin

Figure 3-6



Legend

Snowmobile Trails by Zone

- Zone 3
- Zone 4

Surrounding Communities

- Town of Holland
- Calumet County
- Manitowoc County
- Outagamie County

Highways/Interstates

- Local Road or Street
- Private Road or Street

0 0.25 0.5 1 Miles

Source: Brown County Planning Commission, 6/9/2017

Future Transportation System

Holland's land use pattern and transportation system are currently heavily oriented toward motorized vehicles. This section of the transportation plan identifies the major aspects of Holland's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system.

Transportation Recommendations, Programs, and Policies

Streets and Highways

To enable people to safely and efficiently navigate the Town's streets and highways with and without personal vehicles, the Town needs to:

- Monitor accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Highway Department, and/or surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development of the Town's transportation system.

Methods of achieving these aims are addressed in this section.

Develop Well-Connected Street Patterns within New Subdivisions

Should the Town approve new subdivisions within the 20 year vision of this plan, Holland should require subdivisions with well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets. The connectivity provided by well-connected patterns will also enable and encourage people to walk and bicycle. Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of users, and are the easiest to manage for snowplowing, maintenance, and school bus routes. However, there are likely to be situations where streets are not able to be connected due to the presence of physical or environmental constraints when cul-de-sacs may be considered. If the cul-de-sac abuts a public park or trail, a public easement should be established at the end of the bulb to provide bicycle and pedestrian access.

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets will be considered for widening in the future, some two-lane highways might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion. Maintaining streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds.

Design Intersections to Maximize Safety and Accessibility

One of the top concerns gathered from the Town visioning session was improving safety at roadway intersections. The Town should coordinate with other agencies such as WisDOT, Brown County Public Works – Highway, and the Brown County Planning Commission assist in the identification and utilization of street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize everyone's safety and accessibility. Coordinating general road maintenance like mowing ditches and keeping roads in good repair are simple and can have a positive impact while other techniques that are more focused on roadway design include; roundabouts, warning signs, rumble strips prior to stop-controlled intersections. The previous list is not all inclusive however, there may be other techniques that can improve roadway safety and accessibility while meeting roadway design standards.

Roundabouts in Brown County

Roundabouts have made a significant impact on Wisconsin roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The Town should coordinate with the Wisconsin Department of Transportation and Brown County Public Works Department to provide educational materials to Town residents if/when a roundabout is proposed for the Town.

Pedestrian and Bicycle Facilities

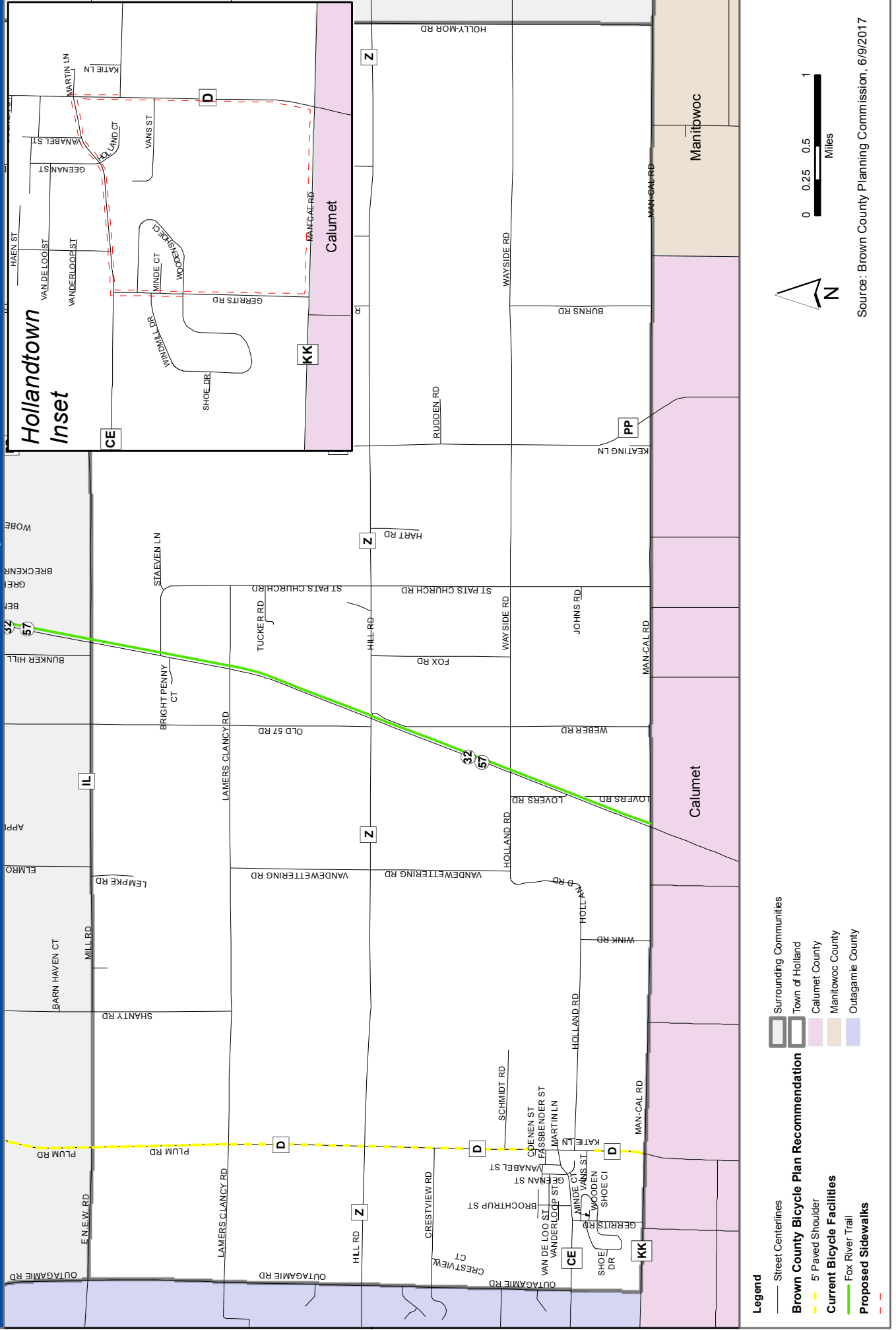
The Town of Holland does not currently have a formal system of pedestrian or bicycle facilities. Residents and visitors walk or bicycle on the shoulders of local, county, and state roads, generally for exercise. Due to the relative lack of population density outside of Hollandtown or locations for people to walk or bike to, it is unlikely that much demand exists for the development of a formal pedestrian network. However, a pedestrian network within Hollandtown may benefit residents and provide a safer environment for people of all ages and abilities to walk for exercise or to visit friends and neighbors that are within walking distance.



Many people bicycle for exercise and/or for transportation purposes. While it may not be feasible for most Holland residents to commute by bicycle, having bicycle facilities within the Town would provide safe and convenient connections to community destinations or to neighboring communities. Occasionally, organized bicycle clubs pass through the Town on rides. While the Town's bicycle network only consists of the Fox River Trail, the larger bicycle network throughout Brown County includes other roads such as county highways and some local town roads to be included due to factors such as pavement conditions, speeds, and traffic counts. These recommendations can be found in the Brown County Bicycle and Pedestrian Plan which was last updated in 2016.



Town of Holland, Brown County, Wisconsin



Developing a Pedestrian Walkway System

In the Streets and Highways section, the plan recommends methods of making the Town's streets and intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following process:

Require sidewalks within new subdivisions. In the event the Town approves a subdivision with a narrow roadway, curb, and gutter, the Town should require the installation of sidewalks on both sides of the street. The only situation where sidewalks should not be required on both sides of the street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. When cul-de-sacs must be built and development and physical barriers are not present, the Town should consider requiring the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to future neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Install sidewalks in Hollandtown. In partnership with Brown County and WisDOT, the Town should consider installing sidewalks in Hollandtown should CTH CE, CTH D, or CTH KK be reconstructed in the next 20 years. The Town should also consider the installation of sidewalk along Gerrits Road if it is reconstructed in the future.

Work with Brown County and WisDOT to Pave County and State Highway Shoulders

The Town should work with the Brown County Public Works Department over the next 20 years to pave county highway shoulders consistent with the recommendations in the Brown County Bicycle and Pedestrian Plan. When reconstructing county highways, it is recommended that a paved shoulder be added to each side of the road. The Brown County Public Works Department has a policy on paving shoulders on county highways which states that the county is responsible for the first 3' of pavement and anything in addition to the 3' will be at the community's expense. This policy has one exception. The 5' paved shoulder facilities identified in the Brown County Bicycle and Pedestrian Plan will be covered by Brown County. These facilities are important for the development of a bicycle network, but they also provide a place for motorists to park and swerve during emergencies and provide additional room for agricultural implements when on Town roads. If the Town of Holland has additional facilities identified beyond the Brown County Bicycle and Pedestrian Plan it will need to evaluate the future need and budget constraints related to the additional 2' of pavement when these facilities are due for reconstruction.

Maintenance/Reconstruction/Construction

According to the current 6-year plan (May 22, 2017) for County highway projects in Holland, only three reconditioning projects are planned:

- 2020 - Recondition County Highway PP from State Highway 96 south to Man-Cal Road.
- 2021 - Recondition County Highway CE from Outagamie Road to Gerrits Road.
- 2023 - Recondition County Highway Z from Outagamie Road to CTH D

A typical road reconditioning project involves stripping off the top layer of asphalt and placing down a new layer. Therefore, it is not expected that any reconstruction projects will be occurring at least over the next six years; however, it is important for the Town to be aware of upcoming reconstruction

projects well ahead of time to consider the additional 2' of paved shoulder for the inclusion of a bicycle facility, and to keep residents informed of any construction-related detours.

On all roads throughout Holland, the Town should continue to utilize the Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction. The Town should also create a list of intersections that

Transit

Since the population densities and other factors necessary to support mass transit will not likely be present and the Town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to Holland in the next 20 years.

Rail Transportation

Freight Rail

The Town of Holland does not have any rail lines running through the Town, and it is not anticipated any new lines will be constructed in the Town over the next 20 years.

Air Transportation

Green Bay Austin Straubel International Airport and the Outagamie County Regional Airport will continue to provide air service to Holland residents over the life of the plan.

Water Transportation

It is not expected that any Holland businesses will utilize the Port of Green Bay for shipping or receiving purposes over the course of this plan; however, it is a resource available to them should they decide to utilize it.

Snowmobile Trails

The Town should continue to support the efforts of the local snowmobile club(s) and private property owners in maintaining snowmobile trails in Holland. The snowmobile club should consider including a yearly article in the Town's newsletter informing people about how to get involved in the club, the significance of staying on marked trails, and the importance of being respectful of private property.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

- **Rural Surface Transportation Program**

The Rural Surface Transportation Programs (STP-Rural) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads in rural areas. The objective of the STP-Rural program is to improve federal-aid-eligible highways and roads that are functionally classified as collector or higher (see Figure 3-2 for functionally classified roads). More information on STP funding can be found on the WisDOT web page by searching “Surface Transportation Program”.

- **Transportation Alternatives Program**

The Town should apply for grants from Wisconsin’s Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT.

- **Highway Safety Improvement Program (HSIP)**

The Town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing transportation safety problems. Other grant programs through WisDOT’s Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

- **CMAQ Program**

If Brown County is designated as an air quality non-attainment area in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area’s air quality.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- To enable and encourage people to walk and bicycle to and within the Town’s subdivisions, Holland should require well-connected street patterns within new subdivisions.
- The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Town’s intersections. Design techniques that should be considered on state and county trunk highways include roundabouts; curb extensions at intersections, while general maintenance such as mowing ditches and keeping roads in good repair should also be encourage.
- The Town should continue to use Wisconsin’s Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town’s roads and prioritize them for maintenance.

Pedestrian and Bicycle Facilities

- To ensure the safety of pedestrians, the Town should consider installing sidewalks in Hollandtown should CTH D, CTH CE, CTH KK or Gerrits Road be reconstructed over the next 20 years.

- Consider the designation of public rights-of-way when cul-de-sacs must be built. In the event that physical or environmental barriers exist, the Town should identify public rights-of-way to connect residents to park or recreation lands or other community features or destinations.
- The Town should coordinate with Brown County Public Works to implement the recommendations from the Brown County Bicycle and Pedestrian Plan.

Snowmobile Trails

- Work with the snowmobile club to develop a yearly article in the Town's autumn newsletter regarding volunteer opportunities and responsible trail riding.

Funding to Help Develop the Town's Transportation System

- Apply for transportation grants from the state to help the Town fund the maintenance and enhancement of its transportation system.