TRANSPORTATION ELEMENT

EXECUTIVE SUMMARY

In 1977, SWWRPC staff and representatives from its five member counties conducted a thorough analysis of the region's transportation system. The report's goal was to: serve as a resource for the residents of southwest Wisconsin to use in analyzing transportation proposals; inform readers of the many varied and complex interrelationships evident in any transportation system; help determine where the emphasis should be placed in planning activities; and to provide a more comprehensive outlook when dealing with transportation problems.

In the intervening years, other transportation plans and reports have also looked at Iowa County and the region, resulting in many improvements to the transportation system.

This document is structured to provide historic context (see Map C.1 for early transportation routes in southwest Wisconsin) and to provide information on local issues within the transportation framework. Although many issues are presented in a regional context, the assertion made in SWWRPC's 1972 *Technical Report No. 4: Prospective for Regional Transportation Planning* holds true today: "It should be emphasized, however, that regional planning is not a substitute for local planning. On the contrary, regional planning is intended to strengthen local planning efforts by providing a more comprehensive base of information in a regional context in order to facilitate rational private and public decisions on the local level."

The advantage of using a regional context to inform local transportation planning is that the relationship to scale is reinforced. From this perspective, the Transportation Element provides historic and regional context, considers local transportation needs, and based on local input provides a 20-year jurisdictional plan that can serve as a resource guide and implementation tool.

Wisconsin State Statute 66.1001(2)(c)

(c) 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.

Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan, including ... (m) An improvement of a transportation facility that is undertaken under s. 84.185.

TRANSPORTATION POLICIES

The following are the transportation policies (not in order of priority) of the Town of Moscow.

1. **Aesthetics**
   - Evaluate appropriateness of local road bicycle Improvementsas a part of other road work.

2. **Transit, Accessibility and Special Needs Users**
   - Support the promotion of paratransit services to increase awareness among local residents.

3. **Land Use**
   a. Improve STH 39 and STH 191, including bridges on highways.
   b. Putting cattle crossings under main roads
   c. Widen shoulders to allow farm machinery to be able to move further from the center line
   d. Put guard rails on sharp corners
   e. Coordinate development planning

4. **Cost**
   - Maintenance and Improvement Funding Source.

TOWN OF MOSCOW

In reviewing the transportation survey responses that had been completed by residents, the Town of Moscow's Plan Commission identified the primary issues and concerns for this plan.

- The most satisfactory part of the Town of Moscow's existing transportation system is that all township roads and county roads are in good condition. All are paved almost all of the township roads have new bridges.

- The least satisfactory aspect of the community's transportation system is that the state highways in the area are in poor condition—they basically have no shoulders, which makes them very dangerous.

- The aspect of the community's transportation system that respondents felt was most important to improve was to have state roads improved.

The Town of Moscow's Plan Commission respondents identified transportation projects or issues that they foresee in their jurisdiction.

- In the next 10 years: STH 39 and STH 191
- In the next 20 years (the planning window for the comprehensive planning process): the bridges on highways, such as USH 39

The next section looks more closely at the locally identified transportation issues. In reviewing the transportation survey responses that had been completed by residents, the Town of Moscow's Plan Commission respondents ranked the following transportation issues as having the highest priority for meeting local needs (#1 is the highest priority ranking):

1. **Transportation safety**
2. **Connectivity with the larger transportation system**
3. **Transportation to support economic development**
4. **Agricultural-vehicle mobility**
5. **Freight mobility**
6. **Transportation needs of the elderly and disabled**
7. **Tourism (including preservation of rural views)**
8. **Recreational transportation uses**

These issues thread throughout the Town of Moscow's plan—including its housing, economic development, land use, and implementation elements. Although the scope of this plan is local, it recognizes that local planning is part of the mosaic that should inform WisDOT's vision and priorities for budgeting and planning. WisDOT also acknowledges the complexity of balancing these issues:

> *"Wisconsin's healthy economy has also caused increased commuter and commercial demand on local roads and streets. Much of the state's 100,000 miles of local roads are facing the same aging infrastructure needs as the state highways. Furthermore, an ever-increasing number of local roads are experiencing congestion problems as communities continue to grow. Because it is essential that state highways and local roads and streets work in unison, the state has to continue to provide funding to local units of governments to help support construction, improvement and maintenance of locally owned highways, roads, streets and bridges. As is the case with the state highway system, it is likely that demands on local roads and streets will continue to grow in the future (WisDOT)."*

Like WisDOT, local governments grapple with these issues and constraints as they make decisions related to housing, development, schools, roads, and funding. A report entitled *The Evaluation of Statewide Long-Range Transportation Plans*, examined Wisconsin's Transportation Plans and concluded:

> *"Population growth alone is a challenge that is anticipated in many states. Wisconsin anticipates a 13 percent growth over the plan period [through 2020]. This will create additional demand on existing transportation facilities, along with requiring additional services. This need for services will be compounded by the fact that both its elderly and working age populations will be increasing, with their separate transportation needs" (prepared for the FHWA and US DOT, April 2002)."*

2000 US Census for the Town of Moscow

Table C.1, drawn from transportation-related responses, is included because it provides some insights related to possible future needs.

- The age of residents is important—those under 15 do not drive; those over 62 may, at some point, be users of shared-ride transportation services. Data for Vehicles Available is also included.
- Employment Status and Work-at-Home numbers provide some perspective on commuting patterns, as does information on Commute Time and Time Leaving Home To Go To Work.
- Information on the Age of Housing Stock is included because housing construction yields increased trip generation and its impacts should be considered.

What future needs are indicated? How do they overlap? It can be difficult be difficult to answer these questions and it is more difficult without public input and participation. For WisDOT, this is not simply a goal—it's an obligation. As required by federal law**,** *"Environmental Justice"* requires public involvement efforts to reach out to minority and low-income populations.

Why? Because historically the interests of these groups have been ignored in transportation decision-making. In Iowa County a four-person household is considered to be *low-income* if it has a total annual income of $18,100 or less/year. According to the 2000 U.S. Census, 7.3 percent of Iowa County's residents are in this income category and WisDOT is required to make every effort to ensure that their input helps to inform transportation planning decisions.

Table C.1 – 2000 US Census Data

POPULATION	T Arena 1509	V Blan-chardville 125	V Hollandale 256	T Moscow **590**	T Waldwick 530	Iowa Co. 22,780	Wisconsin 5,363,675
AGE							
Percentage of the population under 15 years	19.8%	15.2%	16.3%	**24.5%**	20.3%	22.0%	21.0%
Percentage of the population age 62 or older	12.2%	15.2%	29.3%	**7.8%**	17.9%	15.5%	15.4%
Median age (in years)	38.2	40.1	42.6	**38.8**	36.6	37.1	36.1
EMPLOYMENT STATUS							
Employed percentage in the workforce (age 16 & older)	72.0%	71.6%	54.7%	**78.5%**	74.1%	72.5%	65.8%
Unemployed percentage in the workforce	3.9%	2.9%	1.4%	**3.7%**	3.4%	3.0%	3.2%

Table C.1 (cont.) – 2000 US Census Data

WORK CARPOOLING							
Percentage residents in the labor force working at home:	7.8%	0.0%	7.2%	**16.6%**	23.3%	8.4%	3.9%
Percentage who drove to work alone	76.3%	86.3%	82.0%	**71.2%**	55.1%	74.6%	79.5%
Percentage who carpooled	13.8%	9.6%	7.2%	**8.0%**	15.6%	12.6%	9.9%
2-person carpool	10.8%	9.6%	7.2%	**6.8%**	12.3%	9.5%	8.1%
3-person carpool	2.4%	0.0%	0.0%	**0.6%**	3.0%	1.8%	1.2%
4-person carpool	0.0%	0.0%	0.0%	**0.0%**	0.3%	0.6%	0.4%
5- or 6-person carpool	0.0%	0.0%	0.0%	**0.6%**	0.0%	0.2%	0.2%
7-or-more-person carpool	0.6%	0.0%	0.0%	**0.0%**	0.0%	0.4%	0.1%
Public transportation	0.2%	0.0%	0.0%	**0.0%**	0.0%	0.2%	2.0%
Motorcycle	0.0%	0.0%	0.0%	**0.0%**	0.0%	0.0%	0.1%
Bicycle	0.0%	0.0%	0.0%	**0.0%**	0.0%	0.2%	0.4%
Walked	1.7%	1.4%	3.6%	**4.2%**	4.3%	3.8%	3.7%
Other means	0.2%	2.7%	0.0%	**0.0%**	1.7%	0.4%	0.4%
COMMUTE TIME TO WORK							
Less than 10 minutes	8.6%	9.6%	7.8%	**15.3%**	12.1%	25.7%	20.7%
10-14 minutes	13.2%	4.1%	0.0%	**2.8%**	8.2%	13.8%	18.4%
15-19 minutes	7.9%	6.8%	4.9%	**7.5%**	8.7%	11.2%	17.0%
20-24 minutes	8.3%	5.5%	17.5%	**13.9%**	34.2%	10.7%	14.4%
25-29 minutes	7.8%	4.1%	4.9%	**6.8%**	5.2%	4.8%	6.2%
30-34 minutes	12.1%	9.6%	15.5%	**12.5%**	10.4%	8.2%	9.6%
35-44 minutes	16.8%	23.3%	16.5%	**11.7%**	5.2%	7.3%	4.7%
45-59 minutes	20.6%	28.8%	28.2%	**12.8%**	10.0%	9.8%	4.6%
60-89 minutes	4.2%	2.7%	1.9%	**13.9%**	4.8%	6.3%	2.6%
90 or more minutes	0.5%	5.5%	2.9%	**2.8%**	1.3%	2.2%	1.7%
Mean travel time to work (in minutes)	**29.5**	**42.0**	**37.1**	**34.2**	24.8	**24.7**	**20.8**
TIME LEAVING HOME TO GO TO WORK							
5:00 to 5:59 a.m.	14.9%	13.7%	33.0%	**18.1%**	15.6%	12.5%	9.6%
6:00 to 6:29 a.m.	14.9%	19.2%	1.9%	**15.7%**	11.3%	12.0%	8.9%
6:30 to 6:59 a.m.	10.3%	11.0%	9.7%	**9.3%**	14.7%	11.4%	11.7%
7:00 to 7:29 a.m.	20.1%	21.9%	5.8%	**22.1%**	15.6%	15.5%	14.3%
7:30 to 7:59 a.m.	14.2%	4.1%	10.7%	**11.4%**	8.2%	15.6%	15.7%
8:00 to 8:29 a.m.	7.8%	16.4%	6.8%	**5.7%**	7.8%	7.1%	8.0%
8:30 to 8:59 a.m.	2.3%	0.0%	1.9%	**4.3%**	3.9%	2.5%	3.7%
9:00 to 11:59 a.m.	2.5%	6.8%	3.9%	**4.6%**	2.2%	5.3%	6.7%
12:00 to 3:59 p.m.	3.4%	6.8%	10.7%	**1.8%**	3.5%	6.7%	9.0%
All other times	9.6%	0.0%	15.5%	**7.1%**	17.3%	11.4%	12.3%
HOUSING STOCK							
Housing constructed between1990 to March 2000	18.5%	13.0%	3.3%	**17.5%**	17.8%	17.6%	16.4%
1940 to 1989	55.7%	20.3%	47.5%	**26.5%**	38.3%	45.7%	60.0%
1939 or earlier	25.8%	66.7%	49.2%	**56.0%**	43.9%	36.7%	23.6%
VEHICLES AVAILABLE							
None	1.4%	0.0%	9.2%	**2.5%**	0.0%	4.5%	7.9%
One	18.0%	35.2%	36.7%	**14.0%**	24.0%	26.7%	32.5%

Table C.1 (cont.) – 2000 US Census Data

VEHICLES AVAILABLE							
Two	44.1%	29.6%	36.7%	**48.0%**	48.0%	43.6%	41.5%
Three or more	36.4%	35.2%	17.5%	**35.5%**	28.1%	25.2%	18.1%
HOUSEHOLD INCOME							
Median reported 1999 household income (in dollars)	$51,042	$37,250	$35,938	**$45,000**	$39,271	$42,518	$43,791

LOCAL TRANSPORTATION INFRASTRUCTURE & ISSUES

The initial comprehensive planning survey, yielded these responses from the residents of the Town of Moscow:

- Ninety percent agreed or strongly agreed that Iowa County's overall road network (roads, streets, and highways) meets the needs of its citizens.
- Eighty-three percent agreed or strongly agreed that the condition of local roads in the Town of Moscow is adequate for intended uses.

Transportation Modes

Plan Commission respondents were asked to identify the transportation modes that currently use public infrastructure within the Town of Moscow (in addition to personal cars, trucks, and motorcycles). They are identified below with an **X.**

MODE		Used	Not Used
Travel	Carpooling	X	
	Para-transit (shared-ride, taxi)		X
Agriculture	Tractors	X	
	ATVs (all terrain vehicles)	X	
	Snowmobiles	X	
Recreation	Bicycles	X	
	ATVs	X	
Freight	Trucking	X	
	Rail		X
	Air		X

Existing Roadways

The Town of Moscow has 61.78 miles of roads:

- 22.42 miles of County Trunk Highways
- 39.36 miles of Local Roads

The most heavily trafficked roads through the jurisdiction are STH 39 and STH 191, which are classified on the County's rural functional highway system as major collectors. Between 1983 and 2001, average annual daily traffic on USH 39 nearly doubled. CTH A, CTH K, and CTH W are also classified on the County's rural functional highway system as major collectors. STH 78, in the southeast corner of the township, is classified on the County's rural functional highway system as a major arterial. For more information, see Maps C.2, C.3 and C.4 and Tables C-2a and C-2b.

LOCAL ECONOMIC DEVELOPMENT

Transportation is a factor in location decisions of commercial and industrial development. In locations where the development is included in local plans, communities should also assess their transportation infrastructure and determine what future improvments may be needed. Communication, during this planning process and when unforeseen development opportunities arise, should include WisDOT, adjacent governmental units, as well as interested parties and other stakeholders. The value of local plans is that they inform county, regional, and state plans and this coordination can halp to identify the transportation facilities needed by future development.

The Town of Moscow's Plan Commission respondents were asked whether their existing local transportation system does a good job of meeting the needs of the jurisdiction's economic development goals related to

- Agriculture Yes
- Retail/Commerce Yes
- Shipping Yes
- Manufacturing Yes
- Tourism Yes

ENVIRONMENT

Transportation and construction projects can impact the natural environment around a project area. When making short- and long-term transportation decisions, it is important to adequately address environmental implications on air quality and energy consumption; agricultural lands; and wetlands and wildlife. To minimize these effects, efforts to preserve the environment of a project area can include:

- Wetland mitigation (preservation, creation, enhancement and restoration)
- Prairie restoration
- Archeological work
- Hazardous waste management
- De-icing procedures and salt reduction
- Storm water management
- Noise monitoring and noise walls
- Nesting boxes
- Erosion control

One aspect of this is to manage stormwater run-off from transportation facilities. Additionally, transportation improvements and community development decisions should be coordinated and the impacts that each has on the other should be considered. For more information on this topic, see Appendix C-1 and Section E, Agricultural, Natural, and Cutlural Resources Element.

AESTHETICS

Bicycle Improvements

The Town of Moscow's input on other Elements indicates an interest business development that promotes tourism, including B&Bs. Ensuring opportunities for safe bicycling is one aspect of this. According to the Iowa County Bicycling Conditions map, (Map C.6) most of the county roads in the Town of Moscow are rated "best conditions for bicycling."

Town of Moscow survey respondents who expressed an opinion, 49 percent indicated that they agreed or strongly agreed that there should be more biking and walking lanes along public roadways. Moscow is a rural, agriculturally based Town and the Plan Commission respondents are not sure if further improvements are warranted. WisDOT's *Key Linkages* map (Map C.7) suggests improvement on CTH K and CTH F, linking Hollandale and Blanchardville. Antother connection rated "best conditions for cycling" is the section of USH where Grandview is located. For more information, see Appendix C-2.

NEXT STEP: Further assess local interest, applicability to tourism promotion efforts, and proceed as appropriate.

NOTE: The Village of Blanchardville's Plan Commission respondents expressed support for the Town of Moscow's nominating some of its rural roads for the state's Rustic Roads program.

TRANSIT, ACCESSIBILITY, and SPECIAL NEEDS USERS

As noted elsewhere in this document, options in Iowa County are limited. According to the 2000 US Census, 8 percent of Town of Moscow residents carpool to work. The state operates a vanpool program, administered by the Wisconsin Department of Administration, which currently operates seven vans that stop in Iowa County but the nearest pick-up point is in Ridgeway or Mount Horeb.

Although limited, transportation for the elderly and disabled is provided by the Iowa County Commission on Aging. WisDOT's report *Transportation in Wisconsin: a Vision for the 21st Century* projects that by 2020 the number of state residents over 65 will increase by more than 50 percent. Wisconsin has funded a share of local transit operating costs since 1974. Today, state aid is the largest source of funding for Wisconsin's 69

public transit systems—covering more than 40 percent of eligible operating costs. These transit operating aids topped $251 million in the 2003-05 biennium. According to WisDOT, Wisconsin is ranked 7th nationally in the level of state support for transit operating costs. However, as the *Transit* section of this document indicates, the state's aging rural population will be likely to require more transportation options. See Map E.5 for more information.

The Town of Moscow's Plan Commission respondents noted that there are county run operations and privately owned transportation companies. These were felt to be sufficient to meet current needs, although respondents were not sure if the current level of service for the elderly and disabled would meet future needs or what this would require.

LAND USE

The land use and transportation relationship is cyclical, beginning when population and economic growth create demand for land development. New development results in more vehicle trips and places greater demand on surrounding streets, roads, and highways. This is a complex interrelationship. As a WisDOT report acknowledges,

> *"WisDOT influences land development mostly through the provision of infrastructure. Some transportation-related regulations also may have an effect. For state transportation, the effects on surrounding land uses are often more unintentional than intentional … the most significant role that transportation plays in land development is affecting access to land."*

Some land use trend indicators include:

- Past and projected population growth
- Employment trends by sector
- Residential housing permits housing prices over the last 5-10 years
- Population densities changes: persons/acre; households/acre; commercial persons/acre use (indicating rate of land consumption)
- Conversion of age-land to non-age-land uses and comparison with the land sale prices land remaining in age (indicating stability of age-uses)
- Participation in Farmland Preservation Program (indicating stability of age-uses)
- Septic system permits (indicating development in unsewered areas)
- Changes (or requests) to expand sewer service areas (indicating expansion of urban service areas)
- Commuting patterns (indicating the relationship between employment and residential land uses)

(From *Land Use in Environmental Documents: Indirect and Cumulative Effects Analysis for Project-Induced Land Development*. WisDOT, 1993)

Local government plans, in conjunction with a zoning ordinance, attempt to direct residential, commercial, industrial, and agricultural uses to the most appropriate part of the community. When coordination is lacking or inadequate, the outcome can cause congestion and increase the chance for crashes. Retrofitting transportation facilities for enhanced mobility and safety is difficult for local governments and WisDOT. For more information, see Appendix C-3.

But realistically, given the cyclical nature of the transportation-land use relationship, when transportation improvements alleviate congestion, the newly developed land may become even more accessible, resulting in higher land values and greater pressure to develop adjacent, undeveloped land. The cycle begins again with more intensive levels of development and greater transportation demands. These pressures are being felt in eastern Iowa County. Although some parts of the county are not seeing growth, they may anticipate continued spillover that will have an impact on local development and infrastructure within the 20-year planning window.

Coordination with local governments and WisDOT can serve to address future mobility needs by looking at the potential impacts of planned development. If plans indicate that increased capacity will be needed, it can be incorporated into the transportation plan for that area. If this communication occurs during the planning process, coordination can help to ensure that more options are considered. One of the tools that can help to assess alternatives is to conduct a traffic impact analysis, looking at possible scenarios.

Ideally, WisDOT is included in the local planning process and effective planning helps the community to realize its local goals for development, efficiency, and safety, while minimizing environmental impacts. This can save both money and time, over the long- and short-term. When developments are planned and sited

with adequate transportation facilities the community benefits. Land is developed more efficiently if proximity to other development and to transportation infrastructure. WisDOT (and the taxpayers) benefit because transportation investments continue to function throughout their projected life cycle and the public gets the best return on its tax investment.

The community can plan for areas of new business and housing development that will be served by a system of local roads or streets. Rather than wait for a developer proposal, the comprehensive planning process is an opportunity for the community to lay out a logical system of collectors and local roads in undeveloped areas with the jurisdiction's boundaries. The community can potentially alter the plan to suit a particular development's needs and still uphold an overall plan that ensures efficient and safe connectivity. If there are questions during the planning process about the access management implications of a proposed development, coordination with WisDOT early in the process can help minimize future conflicts. For more information, see Appendix C-4.

PRIORITIES & FUTURE PROJECTS - LAND USE

The Town of Moscow's Plan Commission respondents identified transportation projects or issues that they foresee in their jurisdiction.

- In the next 10 years: STH 39 and STH 191
- In the next 20 years (the planning window for the comprehensive planning process): the bridges on highways, such as USH 39

NEXT STEPS: USH 39 is scheduled for reconditioning in 2007-09, according to WisDOT's 6-year Highway Improvement Program schedule; USH 78 is scheduled for reconstruction in the 2007-2009 schedule.

Preserving Ag Vehicle Safety & Mobility

The Town of Moscow is a rural, agricultural area. Traffic delays are caused by the movement of farm machinery and cattle crossing the roads. At different times, the Plan Commission respondents noted, this happens on almost all the roads in this area. Recommended improvements include:

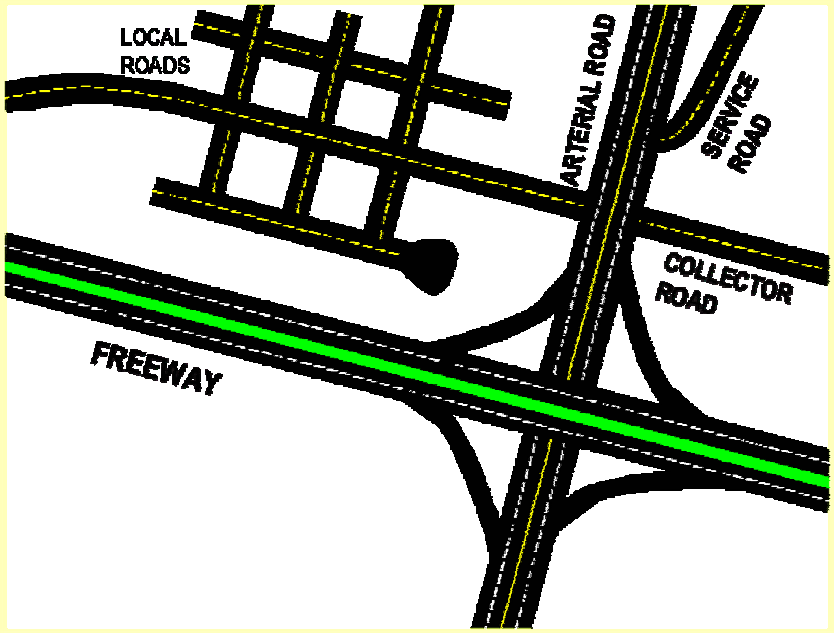
- Putting cattle crossings under main roads
- Widen shoulders to allow farm machinery to be able to move further from the center line
- Put guard rails on sharp corners

NEXT STEPS: Coordinate with Iowa County and WisDOT, as appropriate.

Development

Business types that would fit the future needs of the community, identified in Section F, Economic Development Element, include home-based businesses, service providers, businesses related to recreation such as B&Bs, or a business related to future tourism. With regard to possible retail/commercial development (a possible golf course was mentioned in Section H, Land Use Element), industrial/manufacturing, and housing development (an assisted living center was mentioned), concern was expressed about the siting and potential impact on local roads.

NEXT STEPS: The Town of Moscow coordinates with neighboring jurisdictions and Iowa County. Careful consideration should be given when providing road access for new development. Input from WisDOT would be helpful in the planning process.



ENHANCING & IMPROVING CONNECTIVITY

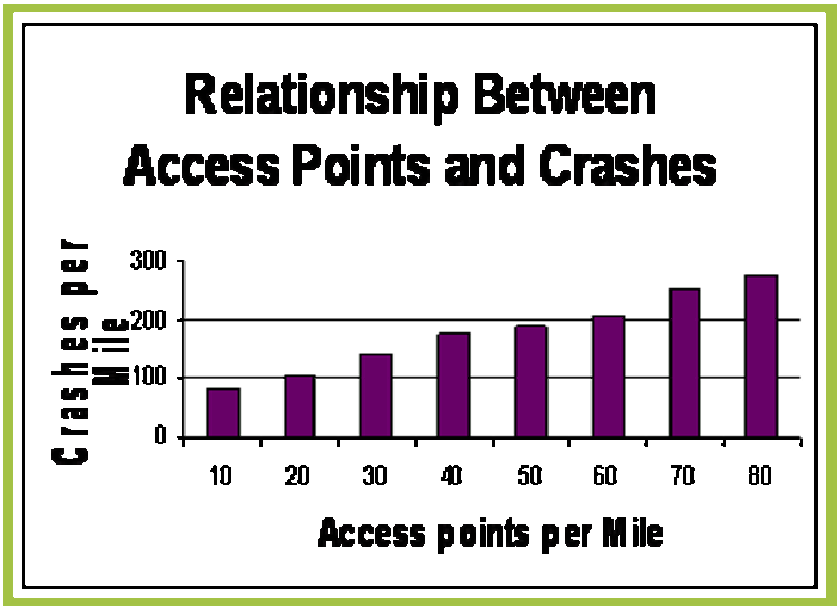
Access management attempts to minimize conflicts by coordinating land development access, while preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. The main function of access management is to establish a balance between the existing traffic flow and highway access. It is achieved through managing the design and location of driveways, median openings, and points of access to the state highway system. The level of highway access control is based on the importance of the highway to regional and statewide travel as determined through a functional classification system. Although controversial in some jurisdictions, its primary goal is to ensure highway safety and to sustain the efficiency of the transportation system so costly retrofits don't have to be made later.

EFFICIENCY & SAFETY

A 1980 report entitled *Access Control* explained the rationale for the state's access management regulations:

> *"The highly interdependent relationship that exists between land use and highways makes it necessary for the planning of each to be coordinated with the other. … A property system must provide access to property and safe, efficient movement of traffic from one place to another. Both of these functions cannot easily be provided on the same street or highway. Vehicles entering or leaving the roadway slow traffic and cause congestion. Congested streets or highways handle less traffic than if traffic were moving freely. In addition, congestion imposes increased travel costs on users in the form of longer travel time and greater operating costs, higher accident rates, and loss of the public investment in the street or highway because its traffic carrying capacity is reduced. Access control can provide an effective and low cost means of abating the harmful effects of congestion. Five direct advantages are afforded by controlling access:*
>
> - *Preservation of the capacity and integrity of the roadway*
> - *Reduction of travel times*
> - *Improved safety and driving conditions*
> - *Economy of operation*
> - *And protection of the public investment in streets and highways.*
>
> *In contrast, relieving congestion by building new streets and highways [and bypasses] is becoming increasingly less desirable as it becomes more and more difficult to acquire the necessary rights-of-way and to find public funds to pay high construction costs. Continued new construction also consumes extensive amounts of land that may more profitably be put to other uses. … Like it or not, none of us have an absolute unlimited right to use our land in any manner we please. We must take into consideration the impact that our use of land and land rights will have on others, both our immediate neighbors and the general public. Thus, if use of the right of access creates harmful interference with the public right to travel on a street or highway by increasing congestion and the liklihood of having an accident, the right of access may be regulated…"*

Since 1980, when the quoted report was written, development pressures have only increased. Perhaps the reason that crash data has decreased is that jurisdictions have worked to ensure the safety of corridor routes is preserved.



Nonetheless, access management has been a contentious issue and some people believe that the regulations impede development. Efforts to repeal Administrative Rule 233 came to fruition in 2004. Doubtlessly, there are examples where the implementation of the regulation had been less than ideal. However, congestion, caused by poor planning, and the resulting loss of the efficiency of a roadway may make development less attractive. On a human scale, the most important issue and the greatest responsibility is to ensure safety. For more information, see Maps C.8 (Access Management), C.9 (Setbacks), and C.10 (Iowa County Traffic Counts) and Tables C-3a and C-3b (Motor Vehicle Crash data for the Town of Moscow) at the end of this Section and in Appendix C-5.

MAINTENANCE & IMPROVEMENTS

Each year WisDOT completes 350 to 400 state highway projects, costing an average of $1.5 million each. In addition, WisDOT returns more than $500 million to local governments to help finance the operation and improvement of locally-owned roads, streets and bridges. According to WisDOT, highways and bridges face increasing pressures as more traffic and larger trucks cause more wear and tear. At this time, more than 30 percent of the state's highway pavement and 10 percent of bridges are deemed to require rebuilding or replacement. WisDOT projects that even with proper maintenance, the average pavement life is approximately 40 years and the average life of a bridge is about 70 years. Almost the entire highway system and a significant number of bridges will need to be replaced by 2020. See Tables C.4 and C.5 and Maps C.11a and C.11b at the end of this Section for more information.

At the time that this plan is being written, local communities receive one-third of state transportation funds. Transportation aids to local communities include funds for local road construction and maintenance, bridge improvements, capital assistance for airports, rail and harbor facilities, flood damage, expressway policing, and transit operating assistance. General Transportation Aids (GTA) are distributed to every town, village, city, and county in the state to help offset the cost of maintaining and improving the local road and street system. This is the largest category of local aid. In the 2003-05 state budget, GTA funding totals $747 million.

A WisDOT pilot program is underway to encourage local government officials and WisDOT district staff to jointly evaluate potential local projects before they apply to WisDOT for funding.

Reconstruction

- Completely rebuilds road
- Flattens curves and hills
- Widens pavement and shoulders
- Improves safety and rideability
- May require some land acquisition

Reconditioning

- Involves reconditioning plus resurfacing
- Retains existing pavement core
- Improves roadside-shoulder widening and ditch restoration
- Improves isolated deficient curves, hill crests, intersections

Resurfacing

- Includes new pavement and gravel shoulders (includes base patching)
- May include intersections paving
- Places beam guards where needed
- Highway needing improvement:
- Maintains specific areas of potholes, extensive cracking, uneven pavement, low shoulders and rutting

—WisDOT

The purpose of this effort is to improve program stability by providing accurate cost estimates and realistic delivery timelines for local highway and bridge projects at the outset, saving both local governments and WisDOT time and money in delivering local transportation projects.

According to the UW-Madison Transportation Information Center, by using the PASER system and Roadware software, municipalities can determine budget parameters, select possible projects, and evaluate the implications of maintenance decisions.

The Town of Moscow uses the state's PASER (**PA**vement **S**urface **E**valuation & **R**ating) system and reported that they are not sure if the system has been a useful tool for selecting projects and local budgeting. Although the software is available free of charge, use of the WISLR system to access the data is very difficult in rural areas with only dial-up modem access.

COST

For many local governments, maintenance of the local road system is the single largest expenditure category. Privatization is often touted, but to-date, only a small handful of Wisconsin cities and villages (less than 1 percent) have privatized street repair and maintenance A more common municipal practice in Wisconsin is contracting with county highway departments for certain types of repairs and maintenance, ranging from complete contracting to cooperative projects. Not surprisingly, development can add new demands for services and increase local costs without providing comparable increase in revenues. (Taken, in part, from UW-Extension *Fact Sheet #2: Comparison of Service Production Methods and the Incidence of Privatization*.)

In both 2003 and 2004, the Town of Moscow was budgeted to receive $58,710.25 in General Transportation Aids and Connecting Highway Aids. See Table C.6 for more information.

FUTURE PROJECTS & PRIORITIES - COST

Maintenance & Improvements

The State of Wisconsin's Local Road Improvement Program (LRIP) is a reimbursement program and pays up to 50 percent of total eligible project costs, with the balance matched by the local unit of government. Towns are eligible under the Town Road Improvement Program (TRIP). Eligible projects include (but are not limited to) asphalt purchasing, bridge replacement or rehabilitation, design or feasibility studies, reconstruction, and resurfacing. LRIP is a biennial program. See Tables C.7a and C.7b at the end of this Section and Appendix C-6 for more information.

Capital Improvement Program

Many municipalities use a Capital Improvement Program (CIP) to assist in planning for major project costs. A CIP is a multi-year scheduling of physical public improvements, based on the examination of available fiscal resources, as well as the prioritization of specific public improvements, to be constructed for a period of five to six years into the future. Capital improvements are those that include new or expanded physical facilities that are relatively large in size, expensive, and permanent. Street improvements, public libraries, water and sewer lines, and park and recreation facilities are common examples of capital improvements. See Appendix C-7 for more information.

The Town of Moscow currently does not have a Capital Improvement Plan. Needs are handled on a yearly basis. Respondents expressed no interest in pursuing this concept at this time.