

CHAPTER 3

Transportation

Introduction

Transportation networks are not static but rather they are dynamic systems that are continually changing based on the evolving needs of the community. This chapter of the plan discusses the existing transportation system and makes recommendations for the transportation system that will help the community achieve its goal of creating a more comprehensive multi-modal system. Developing a comprehensive multi-modal transportation system requires participation and cooperation from numerous entities and most importantly, it takes time. Because Town boards and commissions experience change over time, it is important that new decision makers are familiar with the goals and objectives presented in this document to help assist the community in developing a multi-modal transportation system over the next 20 years.

Existing Transportation System

Land Use

The Town of Rockland is situated on the edge of urban development yet the current land uses within the Town are predominately agricultural and low density residential. The Town recently updated its zoning code to include standards for urban residential development. The inclusion of an urban residential (sewered) district in the zoning code will allow for more compact development on smaller lots. This will create areas within Rockland that are more suited to motorized and non-motorized transportation options.

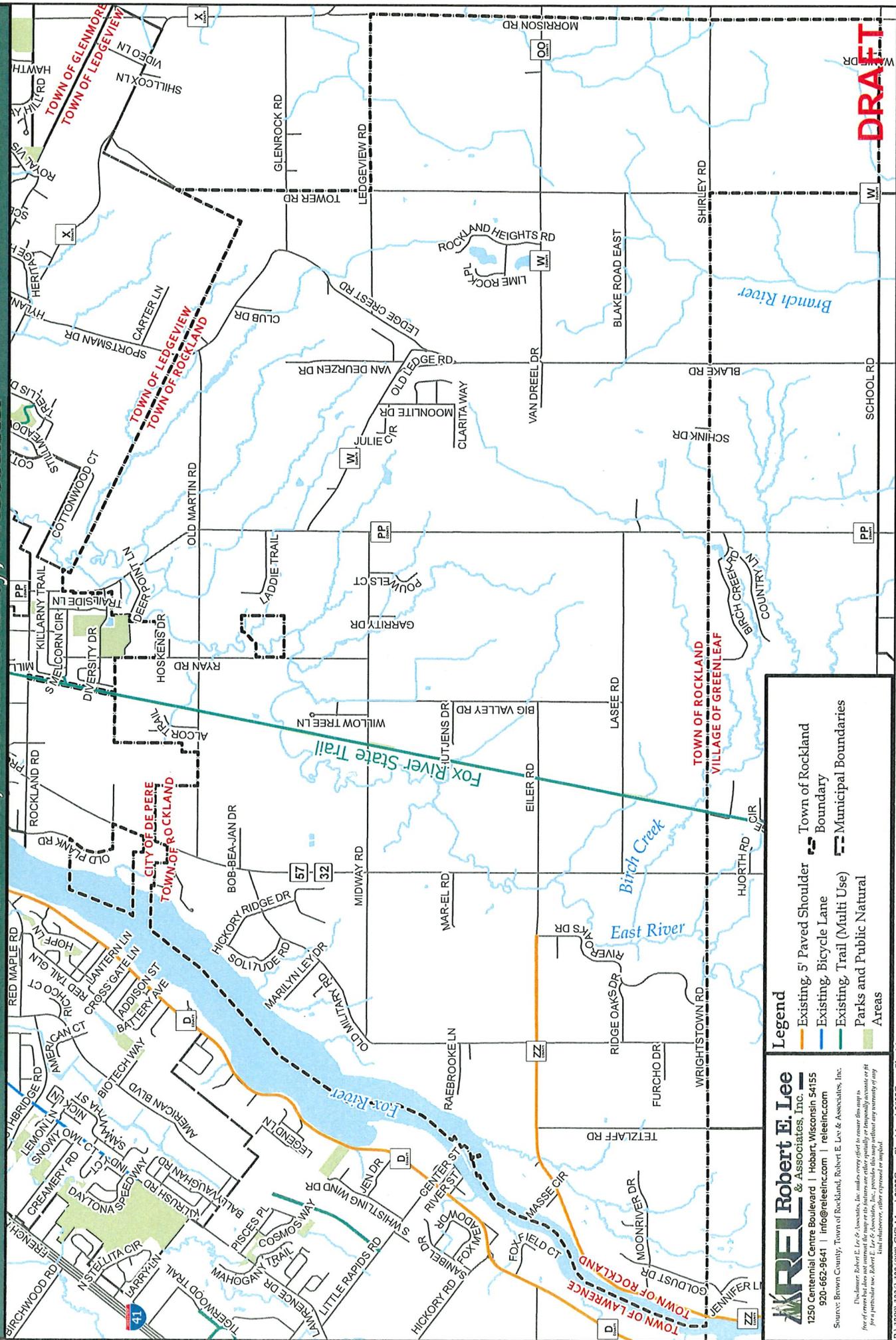
Bicycle and Pedestrian Facilities

The Town of Rockland Code of Ordinances includes provisions for bicycle and pedestrian facilities, consistent with the state bicycle plan and Brown County 2021 Bicycle and Pedestrian Plan. The Town now requires all urban cross-section streets to include sidewalks as a part of the development agreement. In addition to requiring sidewalks for urban cross-section streets, the Town has also included a requirement for bicycle facilities to be provided on streets and/or through dedicated bicycle paths. While the code of ordinances includes general requirements for the inclusion of these facilities, other documents such as the Brown County Bicycle and Pedestrian Plan can be consulted for more detailed information on these types of facilities.

The Brown County Bicycle and Pedestrian Plan was adopted by the Brown County Planning Commission Board of Directors in April, 2022. The plan recognizes the Fox River Trail as the main bicycle/pedestrian facility in Rockland and it recommends adding bike lanes to all County Highways with sufficient shoulder width. Recent repaving on County Road W and County Road PP do not have bike lanes because purchasing more road width would have been cost prohibitive. When the county completed County Road ZZ in 2022, they did build in lanes for the entirety of CTH ZZ into the Village of Wrightstown.

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Figure 3-1 Bicycle Facilities Town of Rockland, Brown County, Wisconsin



Legend

- Existing, 5' Paved Shoulder
- Existing, Bicycle Lane
- Existing, Trail (Multi Use)
- Parks and Public Natural Areas
- Town of Rockland Boundary
- Municipal Boundaries

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The Fox River Trail is the primary combined bicycle and pedestrian facility in Rockland. The trail is a 12 foot-wide multi-use trail that allows for a number of different uses. The northern portion of the trail from the City of De Pere south to Lasee Road is paved while the remainder of the trail to the south is crushed limestone. Having the majority of the trail paved within the Town makes it a very attractive route for transportation and recreational trips.

The following diagram describes the current facilities that can be found within the Town of Rockland. A definition is provided for reference as well as an image of the facility.

Facility Type	Definition	Diagram
Multi-Use Trail	A multi-use trail is physically separated from motor vehicle traffic, and can be either within the highway right-of-way or within an independent right-of-way. Multi-use trails include bicycle paths, rail-trails, or other facilities built for bicycle and pedestrian traffic.	

The Town's existing bicycle and pedestrian system is shown in Figure 3-1.

Transit

Green Bay Metro Fixed Route Bus Service

Rockland 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.

Green Bay Metro Paratransit Program for Individuals with Disabilities

Specialized Metro paratransit transportation services for the elderly and disabled do not currently serve Rockland because the Town is not included in Metro's fixed route transit service area.

Curative Connections Specialized Transportation for Seniors and Persons with Disabilities

Curative Connections provides transportation services to individuals 60 years of age and older and individuals with qualifying disabilities. The program offers door-to-door service and provides rides for doctor appointments, jobs, grocery shopping and social outings. Transportation is provided in small buses, wheelchair-accessible vans, and automobiles. Curative Connections provides service Monday through Friday from 7:30 a.m. to 4:30 p.m. There is a fee of \$5 one way. Currently, Curative Connections provides service to the Town as far south as Old Plank Road.

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Department of Veterans Administration and Disabled American Veterans Transportation Services for Veterans

The Disabled American Veterans (DAV) provides door to door medical transportation services to veterans to and from the Milo C. Huempfer Outpatient VA Clinic in Green Bay and the John H. Bradley Outpatient VA Clinic in Appleton. This service is provided Monday through Friday by appointment.

Streets and Highways

Rockland contains one state highway, four county trunk highways, and several town roads. These roads and highways are the primary means of reaching the Town's residential, agricultural, and other destinations (see Figure 3-2 for the Town's road and highway system).

The current street pattern in Rockland provides a mixture of arterial, collector, and local streets. Rockland also contains several cul-de-sacs and other streets that do not provide convenient connections to surrounding local streets. This lack of street connectivity in Rockland forces motorists to use the arterial streets at some point during nearly every trip, and this concentration of traffic can create barriers to other transportation modes (such as walking and bicycling).

Functional Classification System

A component of a street and highway system is the functional classification network. This network groups roads into classes according to the character of service they are intended to provide, ranging from a high degree of travel mobility to land access functions. The Town of Rockland is located in both the urban and rural portions of the Green Bay Urbanized Area, which means that the town contains highways that are included on the area's urban and rural functional classification systems. The urbanized area boundary and the functionally classified highways in Rockland are shown in Figure 3-3.

The functional classification categories are summarized below.

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. The Town of Rockland does not contain any freeways.

Arterials: Principal and minor arterials carry longer-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.

Local: Local road 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.

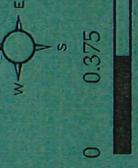
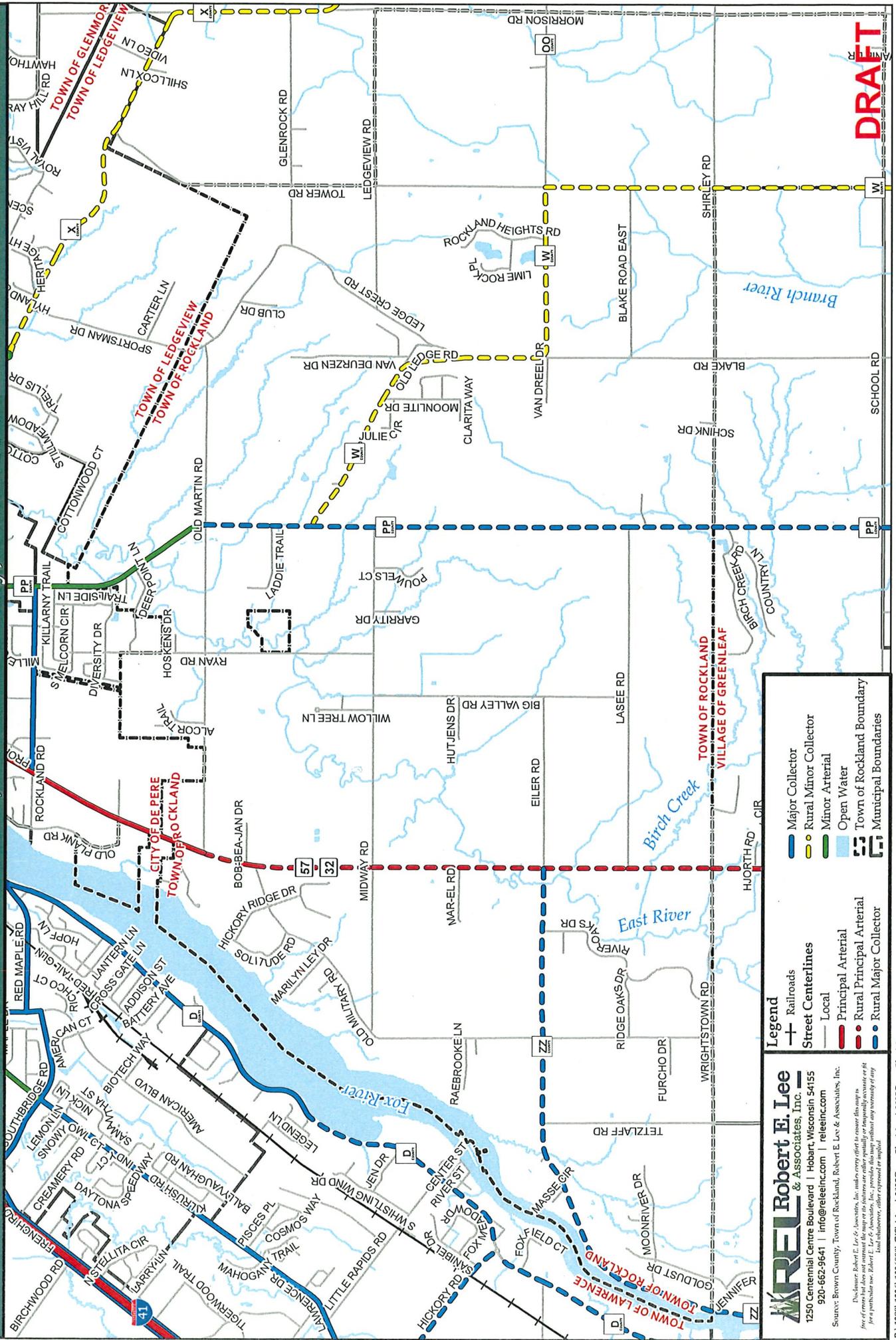


Figure 3-3
Rural Functional Classification
Town of Rockland, Brown County, Wisconsin



Legend

- Major Collector
- Rural Minor Collector
- Minor Arterial
- Open Water
- Town of Rockland Boundary
- Municipal Boundaries
- Railroads
- Street Centerlines
- Local
- Principal Arterial
- Rural Principal Arterial
- Rural Major Collector

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Rustic Roads

The Rustic Roads System in Wisconsin was created by the Wisconsin State Legislature in 1973 in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic and lightly traveled country roads for the enjoyment of bikers, hikers, and motorists.⁴

Old Plank Road is the only designated Rustic Road in the Town. The Rustic Road is characterized by ravines, large old trees, and a narrow road surface. The road is 1.3 miles in length and forms a loop west of STH 57. The road surface is paved. Old Plank Road dates back to Civil War times when it was used to carry supplies to the Fox River. A designated Rustic Road typically falls under the jurisdiction of the local community, which in this case is the Town. With the South Bridge Connector under construction, protection of the integrity of Old Plank's Rustic Road designation is important.

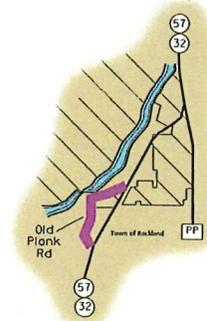


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The goals of the Rustic Roads Program include:

- To identify and preserve in a natural and essentially undisturbed condition certain designated roads having unusual or outstanding natural or cultural beauty.
- To produce a linear, park-like system for vehicular, bicycle, and pedestrian travel for quiet and leisurely enjoyment by local residents and the general public.
- To maintain and administer these roads to provide safe public travel while preserving the rustic and scenic qualities through use of appropriate maintenance and design standards and encouragement of zoning for land use compatibility, utility regulations, and billboard control.



Other Modes of Transportation

Rail Transportation

The Town of Rockland currently does not have a rail transportation system.

⁴ From Wisconsin DOT's Wisconsin's Rustic Roads (2003).

Figure 3-4 Port & Airport Facilities Town of Rockland, Brown County, Wisconsin



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- Railroads
- ▭ Town of Rockland Boundary
- - - Municipal Boundaries

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Air Transportation

Austin Straubel International Airport (GRB) is approximately six miles northwest of Rockland (see Figure 3-4 for the airport's location). Domestic commercial service is currently provided by American, United, Sun Country, Frontier, and Delta Airlines. International service is provided by Aeromexico, Lufthansa, British Airways and KLM. Charter service is provided by Executive air and Jet Air Group. In addition, other charter companies fly through Austin Straubel: Silver Air, Paramount Business Jets, Charter Flight Group, Mercury Jets and Monarch Air Group. 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.

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The Appleton International Airport (ATW) is approximately 25 miles southwest of Rockland. Commercial service is currently provided by American, United, Allegiant, Sun Country and Delta Airlines. International service is provided by Aeromexico, KLM, Lufthansa, Virgin Atlantic and Air France.

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Additionally, both airports have U.S. Customs offices stationed within the main terminals for those who wish to enter or exit the United States. The Town's economy is not significantly affected by either airport at this time.

Truck Transportation

Although Rockland contains agricultural and a few active industrial and commercial land uses, the majority of the heavy truck traffic in the Town is attributable to trucks passing through on STH 32/57. There are various businesses, industries, and agricultural services within the Town that still rely on occasional truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on town roads to reach their destinations.

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Water Transportation

The Town does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Figure 3-4.

Future Transportation System

The Town of Rockland has expressed an interest in developing a multi-modal transportation network where all people have the ability to access places within and around the Town in a safe and efficient manner. While these efforts may not be immediately visible, over time Rockland will begin to develop a more comprehensive multi-modal transportation network. This section of the Transportation chapter identifies and recognizes the major aspects of Rockland's transportation system and recommends methods to continue developing them over the next 20 years to create a multi-modal transportation system that helps the Town in meeting the goals and objectives within this plan.

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Transportation Recommendations, Programs, and Policies

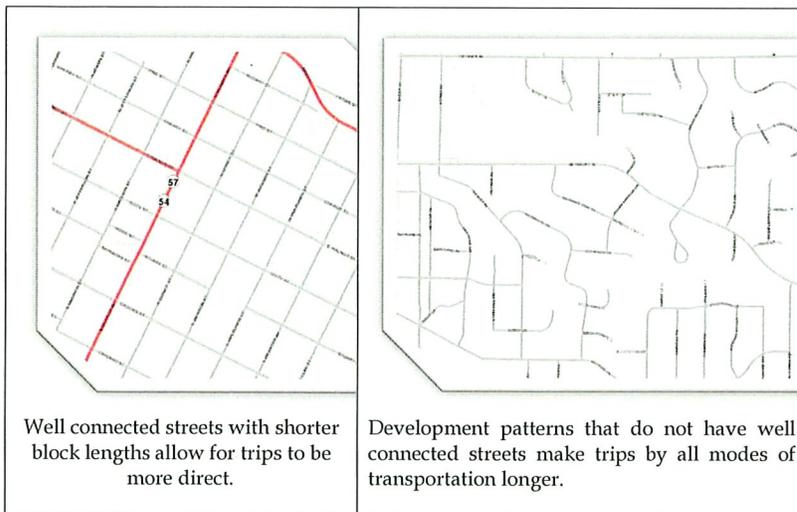
Land Use

Future land use patterns help set the stage for future transportation facilities. While land use and transportation are individual components of a community, the complex and interactive relationship between the two can lead to decisions that have serious implications for how a community will look and function in the future.

Land Use and Street Patterns

The Town of Rockland has a number of provisions/requirements built into both the subdivision ordinance and the zoning code to facilitate the development of a multi-modal transportation system that serves all Rockland residents. Land use and the transportation system play off of each other and an important tool in addressing street patterns is determining block lengths. The current code of ordinances has numerous provisions that support the development of multi-modal facilities; however, the current requirements for block lengths have a minimum requirement of 200 feet and a maximum of 1500 feet. For the Residential Sewered (RS-1) District a 1500 foot block length may deter walking trips.

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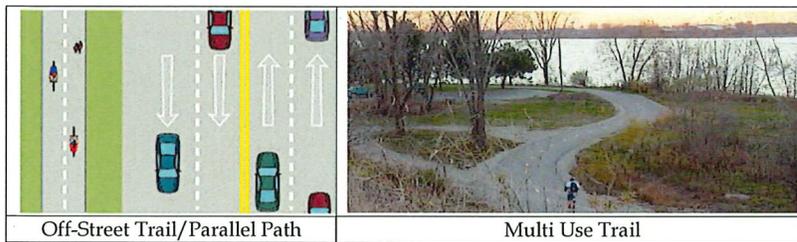
The Town has also included a requirement to construct sidewalks on all urban cross-section streets, which will enable residents to walk within their own neighborhoods on facilities that are separate from vehicular traffic. This creates a much safer scenario for both the motorist and the pedestrian and it also creates additional opportunities for social interaction with neighbors. The last example to note is the inclusion of walkways and bikeways in the design of subdivision plats. These walkways and bikeways offer

opportunities to link a variety of destinations together as well as to other facilities such as the Fox River Trail.

Bicycle and Pedestrian Facilities

Develop a Pedestrian/Bicycle Trail System Plan

With sidewalk installation policies in place, future development in the Town will have dedicated places for pedestrians to walk. The difficulty then becomes stitching together the new sidewalks to each other and to other pedestrian facilities such as multi-use trails. Multi-use trails and off street/parallel paths offer an opportunity to complement the future sidewalk network by allowing people to use the sidewalks within their neighborhoods to seamlessly connect to a multi-use trail system for longer trips.



When developing its pedestrian/bicycle trail plan, the town should assess the current development patterns including possible destinations, population density (where people are living), and current bicycle/pedestrian facilities (either formal or informal) to develop an off-street trail/parallel path network throughout the Town. Creating this plan would have many benefits, including developing a broad bicycle/pedestrian network that would help to connect current and future development. It will also enhance the town's ability to obtain grant funds to help pay for the proposed facilities.

As an element within a pedestrian/bicycle trail plan, the Town should identify areas where land will need to be purchased and cooperative agreements will need to be made with area utility companies to utilize utility easements. The town should also use the zoning and subdivision ordinances to dedicate land or easements for trails before approving development proposals. In addition to serving destinations within Rockland (especially the Town's rural areas and subdivisions), these efforts would enhance the Town's connections to the surrounding communities and improve intercommunity mobility.

Bicycle Paths & Off-Street/Parallel Path Suitability Index

Off-road bicycle facilities can be referred to as off-street or parallel paths. However, any path that is open for public use is also likely to be popular with walkers, joggers, in-line skaters, wheelchair users, and others. As a result, off-street/parallel paths have come to be called multi-use trails. In either case, these facilities are typically 10 to 12 foot two-directional trails that are separated from the roadway and designed for the exclusive use of bicycle and other non-motorized transportation modes.

The purposes of bicycle paths/multi-use trails are as follows:

- To serve as significant generators of bicycle use, especially for less skilled bicyclists.
- To provide enjoyable recreational opportunities as well as desirable commuter routes.
- To provide system continuity and linkage in areas where no on-street facilities are available.

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Sidepath Suitability

A method of estimating the relative safety of bicyclists on trails (or paths) that run parallel to streets was developed by the League of Illinois Bicyclists (LIB). This "Off-Street/Parallel Path Suitability Index" is designed to enable the Town of Rockland and other entities to rate the safety of existing parallel paths, determine if a new path would be an appropriate option, and identify methods for making existing or planned paths as safe as possible.

To assess the suitability of placing a path along a road segment, the following factors are considered:

- **Intersection traffic**, which considers vehicle volumes, vehicle speeds, the number of driveway and street intersections, and other conditions.
- **Path continuity**, which measures the impact of gaps (unpaved areas, etc.) that exist along the path.
- **Curb cuts**, which considers whether or not curb cuts exist at street and driveway crossings.
- **Pedestrian use**, which considers the level of pedestrian use and the conflicts that exist or could exist between walkers and bicyclists.
- **Crosswalks**, which measures the visibility of crosswalks at intersections.
- **Separation between intersections and sidepaths**, which considers the proximity of the path's intersection and driveway crossings to the parallel road.

Each of these factors is assessed and scored, and the final score is used to determine the overall suitability of the path by comparing the score to the categories in the following table:

Sidepath Suitability	Points
Most Suitable	0-7
Somewhat Suitable	8-9
Least Suitable	10-11
Not Suitable	12+

When the Town of Rockland begins the development of a pedestrian/bicycle trail plan, the Off-Street/Parallel Path Suitability Index can be a useful tool in determining where the future facilities should be located. The Sidepath Suitability Algorithm and two examples of the algorithm in practice have been included as Appendix D.

The Fox River Trail

The Fox River Trail passes through the Town of Rockland, providing recreational opportunities and transportation alternatives to local and non-local residents. The majority of the trail within the Town is paved from Lasee Road north into the City of Green Bay. It is expected that the trail will continue to be paved further south as funding becomes available.

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To help improve safety and avoid conflicts between trail users and automobiles at intersections where the Fox River Trail crosses the Town's roads, the Town should work with the Brown County Parks Department to make sure that the signs on the trail are free and clear of vegetative growth so that both motorists and trail users have ample warning at these intersections.

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Parking is an issue along the Fox River Trail. Two locations have been identified along the Fox River Trail as potential trail heads which could include a small parking area. Both of these locations have been acquired by Brown County; the Parks Department has been working with a trail advocacy group called the Friends of the Fox River Trail to try to develop the parking lots.

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The first site is located at the southeast corner of Midway Road and the Fox River Trail. The parcel (ID# R-235-1) is approximately 60' wide by 830' long and is located immediately adjacent to the trail. It has direct access to Midway Road and a small parking lot was constructed in 2023.

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A second location offers an almost identical scenario found at Midway Road, except this location is at Lasee Road. The parcel is located at the southeast corner of Lasee Road and the Fox River Trail. It has direct access from Lasee Road and is located immediately adjacent to the Fox River Trail. This parcel (ID# R-319-1) is slightly larger measuring approximately 50' wide and 1015' long. It does appear that there would be enough room to develop a small parking area on this lot if the county were to desire to do so in the future.

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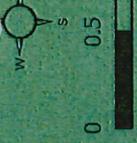
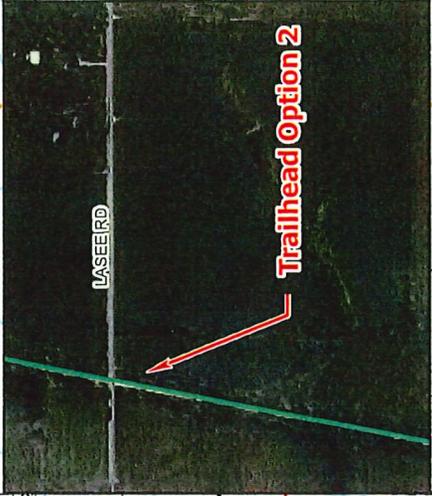
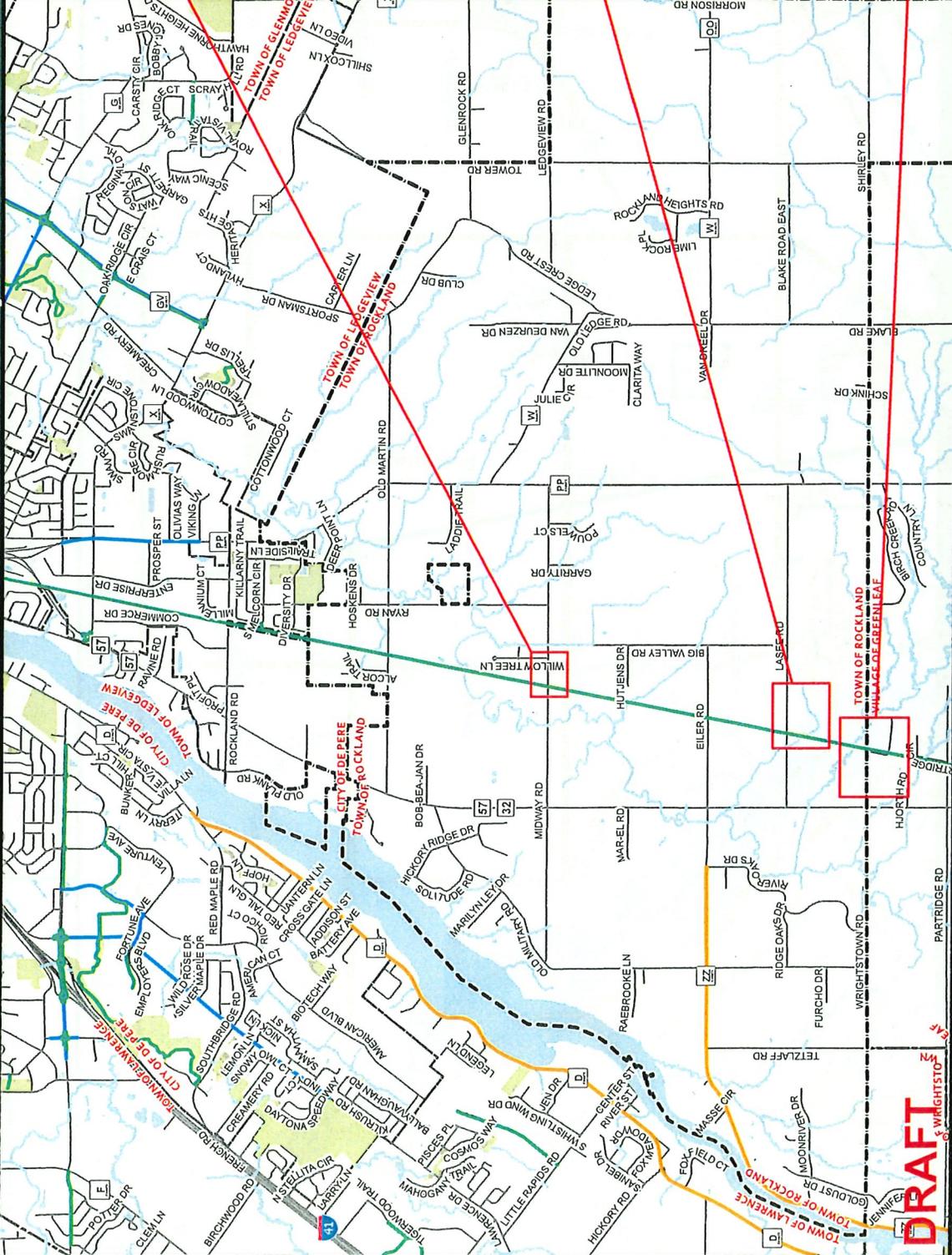


Figure 3-5 Fox River Trailhead Options Town of Rockland, Brown County, Wisconsin



Legend

- Existing, 5 ft Paved Shoulder
- Existing, Bicycle Lane
- Existing, Trail (Multi Use)
- Parks and Public Natural Areas
- Open Water
- Town of Rockland Boundary
- Municipal Boundaries

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- The intersection of Wrightstown Road and the Fox River Trail was identified by the Town as a potential third location for a trail head. This area however, is located on the border of the Town of Rockland and the Town of Wrightstown. If both Rockland and Wrightstown wish to identify a trail head at this location both communities should coordinate their efforts with Brown County Parks Management and the Wisconsin Department of Natural Resources.

The potential trailhead locations are depicted in Figure 3-5.

Paving County Highway Shoulders

The Town should work with the Brown County Public Works Department over the next 20 years to pave the county highway shoulders that coincide with the recommendations stated in the following section. 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. The current policy states that the county is responsible for 3' of pavement and anything in addition to the 3' will be at the community's expense. This would require each community that has planned improvements in the form of 5' paved shoulders on a county highway to pay for 2' of pavement on each side of the road. 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. In addition, paving the shoulders will help to minimize shoulder maintenance costs. Should the Town of Rockland determine that 5' paved shoulders are desired on certain roads, Rockland should pursue state and federal grant opportunities to offset costs to the Town.

Develop an On-street Bicycle Network That Connects to the Fox River Trail

A bicycle offers a fast and efficient way to travel long distances. Developing an on-street bicycle network would allow local residents to partake in both recreational trips and transportation trips throughout the Town of Rockland. The bicycle network will also provide connections to existing and proposed bicycle facilities in neighboring communities. The Town may not currently contain major destinations such as a school or a post office; however, the creation of an on-street bicycle network would provide an opportunity to connect residents to these types of facilities in nearby communities.

The Town has expressed interest in creating a bicycle network that would expand transportation options for people of all ages and abilities. The future on-street bicycle network should utilize the Fox River Trail as the backbone of the network. This future network of bicycle facilities may include a combination of different facility types to accommodate the current conditions and requirements for the proposed facilities throughout the Town.

Due to the current conditions on some of the following roads that have proposed improvements, it is important for the Town of Rockland to work cooperatively with agencies such as the County Public Works Department, WisDOT, Green Bay MPO, and the surrounding municipalities and adjoining property owners to plan and complete the following improvements.

Note: The following recommendations and justifications reference the Pavement Surface Evaluation and Rating (PASER) system that was developed by the UW-Transportation Information Center to track the surface condition of roadways. The roads are evaluated and rated on a scale of 1-10 with a 10 being the best score possible. PASER is further discussed in the Streets and Highways section of this chapter.

EAST/WEST BICYCLE FACILITIES

- Old Martin Road – Old Martin Road is a town road located on the north end of Rockland. The right-of-way width varies along this 3 mile section of road while current pavement width is approximately 20'. The PASER rating for Old Martin Road was between 3 and 5, out of 10 (fair) as of 2024. A PASER rating of 3 indicates that structural improvement is required and therefore, this section of road should be considered for improvements in the near future. Old Martin Road acts as an east west connection between two of the most scenic features in Rockland, the Niagara Escarpment along Sportsman Drive to the east and the Fox River to the west. With the Fox River Trail located in the middle, it makes for a convenient way to tour some of Rockland's best natural assets. For these reasons paved shoulders are recommended for the entire length of Old Martin Road when the road is improved.
- Midway Road – Midway Road has a pavement condition rating of 8 – having been repaved in 2022, making it ideal for bicycles. Midway Road connects the Fox River Trail users to the proposed facilities on CTH PP and Old Military Road. It will also provide residents an opportunity to access the Fox River Trail via a safe network of dedicated bicycle facilities. Shoulders have not been paved, so users should be careful to coexist with vehicular traffic. In addition, Brown County Parks created an off-road parking area for users of the Fox River Trail. This enables bikers to transport their cycles to the parking area and access the Fox River Trail from the trailhead.
- Lasee Road – Lasee Road provides a connection between the Fox River Trail and the proposed paved shoulders on CTH PP. Because the traffic volumes are low it is recommended that this section of road be signed as a bicycle route. Although not identified on the Brown County Bicycle and Pedestrian Plan, a bicycle route connection along Lasee Road from the Fox River Trail to STH 57 is also recommended.
- Eiler Road – This is a short road between the Fox River Trail and STH 57. Traffic volumes are low on this road; therefore, bicycling improvements in the form of a signed bicycle route will be sufficient. This recommendation is consistent with a recommendation in the Brown County Bicycle and Pedestrian Plan Update in 2021. This will create an important link between the Fox River Trail and the proposed facilities on CTH ZZ.
- Shirley Road – Shirley Road is a narrow town road with about 20' of pavement. It is positioned on the town line between Rockland and the Village of Greenleaf. The road would connect two proposed bicycle facilities, CTH PP on the west end and CTH W at the east end. It is recommended that this road segment be signed as a bicycle route to create a connection between the two proposed facilities and to take

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advantage of the scenic views provided by the Niagara Escarpment. When Brown County paved CTH W in 2024, bike lanes were not added.

- CTH ZZ - This proposed route takes advantage of one of the more scenic features found in the Town of Rockland. CTH ZZ provides a spectacular bicycling route as it skirts the east bank of the Fox River. It also acts as a direct connection to the Village of Wrightstown to the south. The entire road was reconstructed from STH 32/57 to the Village of Wrightstown. Bike lanes are painted.
- Wrightstown Road - This road is very similar to both Lasee Road and Shirley Road in that it provides an east-west connection between the Fox River Trail and another proposed bicycle facility, CTH ZZ. Wrightstown Road is currently a town road with a pavement width around 20'. It is recommended that this road be signed as a bicycle route to provide a connection between the Fox River Trail and CTH ZZ.
- CTH OO - This section of road creates a connection between two proposed bicycle facilities, CTH W to the west and CTH X to the east (Town of Glenmore). The PASER rating for this section of road was a 5 which indicates that the road is in good condition. Because the pavement is in good condition this road will not likely be improved in the near future; however, it could still be considered for paved shoulders when improvements are due.

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NORTH/SOUTH BICYCLE FACILITIES

- State Highway 32/57 - State highways offer opportunities to develop bicycle facilities that have direct connections between two destinations. State Highway 32/57 is very similar in character to State Highway 96 in southern Brown County where bicycle facilities have been provided in the form of 5' paved shoulders. WisDOT will be resurfacing STH 32/57 in 2027 and will pave the shoulders.
- Sportsman Drive & Ledgecrest Road - These two roads are located in the northeast corner of the town and take advantage of the Niagara Escarpment providing picturesque views of the surrounding countryside. Located just to the north, the Town of Ledgeview has recommended that bike lanes will be included on the portion of Sportsman Drive within its jurisdiction. Bicycle lanes or paved shoulders are not appropriate for Rockland's portion of the road, so it is recommended that this section of road be signed as a bicycle route to take advantage of the scenic nature of this road and to make motorists aware that they are sharing the road with cyclists.
- CTH PP - Rockland's section of CTH PP stretches about 4.2 miles and has a pavement width of approximately 22'. Located just east of the Fox River Trail CTH PP is one of the only continuous north/south roads in the town and it offers a convenient alternative to access De Pere to the north and the Village of Greenleaf to the south. The road was reconstructed in 2023, and provides paved shoulders though they are not 5' wide, nor are they marked as bike lanes.
- CTH W - CTH W is predominately a north-south road that traverses the Niagara Escarpment. The current road conditions include about 24' of pavement along a

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variable width right-of-way. The road was repaved in 2023 & 2024 and will not include bike lanes.

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- Old Military Road – This road is an important piece of the bicycle network in the town. It is located in a part of the town that is more developed and it would provide convenient access to other proposed facilities for the residents that live in this part of town. The current road width is similar to other town roads with approximately 20’ of pavement. It is recommended that this road become a signed bicycle route based on the low traffic volumes and the rural nature of this road.

The following is a detailed list of the types of bicycle facilities that are proposed for the expansion of the Town’s bicycle and pedestrian network.

Figure 3-6: Bicycle Facility Types

Facility Type	Definition	Diagram
Bicycle Route	Bicycle routes are marked with signs that are intended to guide bicyclists onto or along particular roadways or paths between a starting location and an ending location.	
Paved Shoulders	Paved shoulders are an extension of the paved area of the roadway. This area is to the right of the white line that designates the driving lanes. A minimum of 4’ is required to facilitate the designation of a rural bicycle facility, but 5’ paved shoulders are recommended to maximize safety and comfort for bicyclists.	
Multi-Use Trail	A multi-use trail is physically separated from motor vehicle traffic, and can be either within the highway right-of-way or within an independent right-of-way. Multi-use trails include bicycle paths, rail-trails or other facilities built for bicycle and pedestrian traffic.	

The current and bicycle facilities proposed in the Brown County Bicycle and Pedestrian Plan can be found in Figure 3-7.

ATV and UTV Trails and Routes

Trails: The Town of Rockland has no public ATV/UTV trails currently but as provided by State Statutes, ATVs/UTVs can be one-time registered with the DNR to use on private land

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by the owner and the family. Also, ATVs/UTVs, that are one-time registered for agricultural use with the DNR can be used for agricultural purposes on farm property and on roadways while transporting agricultural-related cargo.

Routes: In 2019, the Town of Rockland passed an ordinance to allow ATVs/UTVs on town roads as a response to a residents' survey. Town roads designated as ATV/UTV routes were posted as such with a speed limit limitation. The intent is to continue to allow ATVs/UTVs to use town roads where such use does not cause hazardous situations and operators follow state regulations and town ordinances.

Golf carts are not allowed on town roads at this time.

Transit

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Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Rockland make providing effective transit service very difficult. To make mass transit an attractive and economically-feasible transportation option, the Town would need to establish the population densities, pedestrian system, street network, and land use pattern that are necessary to efficiently support mass transit.

Specialized Transportation Services for the Elderly and Disabled

Curative Connections provides transportation services in portions of Brown County to people with disabilities and to those who are 60 years of age or older. The service is available to qualifying individuals for employment, nutrition and medical purposes. Rockland should work with Curative Connections to extend the transportation service area in the Town.

Streets and Highways

Overview

While motor vehicles will likely continue to be the primary source of transportation for many people in Rockland, the current street network's rural nature could be improved to offer residents and visitors alike an opportunity to also experience Rockland by foot or by bike. To enhance everyone's ability to safely and efficiently navigate the Town's road system with and without personal vehicles, the Town needs to:

- Increase street connectivity and intersection frequency when possible.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed in this section.

Official Mapping and Area Development Plans

Official Mapping

One of the tools available to communities to help them create efficient road systems is the state's official mapping statute (62.23(6)). This statute grants communities the power to identify the locations of their future roads.

It is the responsibility of the Town of Rockland Plan Commission to identify the need for future roads and to require the identification of roads prior to approving development proposals. This road planning may be done by the Town or required of developers as part of their developmental responsibility. To add roads to an Official Map, the process identified in the state statutes must be followed and the modifications to the Official Map must be approved by the Town Board.

The Town should identify existing "T" intersections where road extensions could occur in the future and show the potential extensions on its Official Map. This will enable the Town to require connections if/when the surrounding properties are developed.

Area Development Plans

Area Development Plans (ADPs) are small versions of Official Maps. ADPs are done for specific areas of a community and are often used to ensure adequate access to land next to proposed subdivisions. ADPs are also often required to show how planned roads in a proposed subdivision will connect to a community's existing road system.

Allow the Construction of Narrow Streets

Currently, the vast majority of the Town is rural and will most likely stay rural for the next 10-20 years. However, projects like the South ~~Connector Bridge~~, which is in close proximity to the Town, have the potential to spur new development along its route. The Town is prepared for this new development with the adoption of right-of-way width standards for urban cross-section roads. Right-of-way widths of this size are common in urban areas where the roads are designed to accommodate curb and gutter, medians, terrace areas, and sidewalks.

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Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's roads would be considered for widening in the future, some two-lane county and state highways might be seen as candidates for widening as traffic levels rise over the next 20 years. A typical response to traffic congestion on two-lane streets throughout the United States is to widen the streets to four or more lanes to accommodate the traffic. This congestion reduction strategy tends to reduce motorized vehicle congestion, but it often has negative impacts as well. Some of these impacts include:

- Reduced safety, comfort, and accessibility for pedestrians and bicyclists.
- Reduced livability for people who live along and near the streets.

- High construction and maintenance costs.

Because the primary purpose of multi-lane streets is to move large volumes of traffic as efficiently as possible, streets with fewer lanes that can move traffic efficiently and are safe, accessible, attractive, and less expensive to build and maintain than their wider counterparts should be viewed as much more desirable alternatives for developing transportation systems that can be easily and safely used by people of all ages, physical abilities, and income levels. One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is through the construction of a system of two-lane arterial boulevards or three-lane arterial streets that are complemented by:

- An interconnected collector and local street system.
- Minimal driveway access.
- Bicycle and pedestrian facilities.
- Mixed land uses.
- Efficient traffic control techniques at intersections.

These types of arterial streets operate much more efficiently than standard two-lane streets because left-turning vehicles are removed from the flow of traffic. Two-lane boulevards and three-lane arterial streets can also operate more efficiently than many undivided four-lane arterial streets. This is because left turn pockets might not exist at some or many of an arterial street's intersections and few arterial corridor driveways are typically served by left turn lanes. This means that every time one motorist stops to make a left turn at an access point, every driver behind this person has to come to a complete stop until the left turn is completed. During periods when traffic is heavy and many people want to make left turns, the streets essentially function as two-lane facilities. These conditions do not only reduce the capacity of undivided four-lane streets, they can create surprises for drivers that occasionally result in rear-end crashes. However, a center turning lane and/or turning bays that allow people to exit the main circulation lanes when making left turns can allow vehicles to flow in a more constant and predictable manner.

Two-lane boulevards and three-lane arterial streets currently exist in many area communities, and these streets have minimized traffic congestion while maximizing safety, multimodal accessibility, and neighborhood compatibility. Therefore, when two-lane street expansions are found to be necessary to reduce congestions, the construction of two-lane boulevards or three-lane arterial streets should be the preferred expansion option unless studies demonstrate that more lanes are necessary.

Design Intersections to Maximize Safety and Accessibility

The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, warning signs, rumble strips prior to stop-controlled intersections, and other street design features.

Roundabouts in Brown County

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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.

As the Town continues to develop, it should work with the Brown County Public Works Department and WisDOT to study the possibility of installing roundabouts at intersections on STH 32/57 where signals might also be considered in the future.

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

An accurate assessment of Rockland's pavement maintenance and improvement needs is dependent on a good understanding of pavement conditions on Rockland's streets and highways. The Wisconsin Department of Transportation maintains the pavement ratings for state highways, and Brown County is responsible for assessing county highways. Rockland uses PASER 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 most recent PASER data were collected in 2025 and are collected on a 2 year cycle. These data could provide the foundation to help the Town of Rockland develop a local road reconstruction prioritization plan in the future.

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South Connector Bridge and Connecting Arterial Streets

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Following the adoption of the Brown County Year 2020 Land Use and Transportation Plan in 1996, the Brown County Planning Commission began working with WisDOT, Rockland, and other communities and agencies to study methods of handling existing and projected transportation demand in this part of the metropolitan area. The 1996 plan and the findings of subsequent plans, meetings, and studies, suggested that the addition of a Fox River bridge and connecting roadway segments in this area would be the most effective method of handling the demand that will be generated by the development planned for the area. However, the federal, state, and local agencies involved in these efforts also recognized the need to complete an environmental analysis before proceeding with a project that could affect the areas natural, social, and other characteristics. Much progress has been made and several parts of the project are underway. The connector bridge will connect Red Maple on the west side of the Fox River with Rockland Road on the east side of the Fox River. Most of the funding has been secured and a schedule is in place.

The Town of Rockland anticipates an increase in traffic flow on State 32/57 as a result.

Other Modes of Transportation

Deleted: The Brown County Planning Commission is currently working with federal agencies, state agencies, local agencies and communities, and the public to complete an Environmental Impact Statement (EIS) and Interstate Access Justification Report (IAJR) for this project. The EIS process is currently in the alternatives analysis phase, and the draft EIS document that recommends a location for a new southern bridge and connecting arterial streets is expected to be completed soon.¶

Rail Transportation

Freight Rail

Rockland does not have a freight rail line that currently serves any destinations in the Town, and rail-oriented industries are not recommended to develop in the Town over the next 20 years.

Passenger Rail

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but studies move forward to assess the option. There are ongoing discussions and plans to extend Amtrak service from Milwaukee to Green Bay. The line would offer a new transportation for residents, potentially reducing reliance on personal vehicles and enhancing access to regional destinations.

Deleted: the Midwest Regional Rail Initiative (MRR) report includes discussion of a high speed passenger rail line to be extended to Brown County from Milwaukee. Although this service is unlikely to be implemented any time soon, it would provide another means for Rockland residents to travel throughout the Midwest without using their personal vehicles....

Air Transportation

Austin Straubel International Airport and Appleton International Airport will continue to provide air service to people traveling to and from Rockland. If Rockland decides to develop an economic development plan in the future, the Town should consider working with representatives of both airports to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

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Truck Transportation

Rockland roads experience a large number of heavy vehicles between commercial truck traffic and agricultural equipment. The Town does not currently have a formal system of truck routes because nearly all of the existing heavy truck trips occur on the county and state highways. All of the state and county highways in Rockland are Class "A" highways, which set a maximum gross vehicle weight of 80,000 pounds. All Rockland town roads are considered class "B" highways, which means that the weight allowance is restricted to 80 percent of the listed capacity weight of a Class "A" highway.

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Wisconsin Act 377 made several changes to the way agricultural vehicles may operate on the public roadway. The most significant changes include updates to definitions, creating a new class of vehicles, increasing the weight limit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV), and creating a free agricultural vehicle permit to operate greater than the new legal weight and length limits. These changes went into effect April 24, 2014. The Town of Rockland requires Implements of Husbandry and Agricultural Commercial Motor Vehicles to obtain a permit from the Town (please see the Town of Rockland website - www.townofrockland.gov for details) in order to exceed the 23,000 / 92,000 weight table.

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Water Transportation

Rockland currently utilizes the Green Bay Port system as a means of road salt transportation. However it is not a long-term economic development strategy. However, to ensure that Rockland's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process. Participating in this process would enable the Town to inform the port planners of its intentions to utilize the port if an economic development strategy is developed.

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Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its multi-modal 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.

Urban and Rural Surface Transportation Programs

The Urban and Rural Surface Transportation Programs (STPs) allocate federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban and rural areas. The objective of the STP is to improve federal-aid-eligible highways and streets that are functionally classified as collector or higher (see Figure 3-4 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. The Town should consider applying for funds from Wisconsin's Stewardship Program to assist in funding the construction of the future off-street trail system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT, and the Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

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.

Consistency With State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in this plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in this plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers are able to travel safely throughout the area.

State and Regional Highway Plans

Several aspects of the state and regional highway systems in this area were addressed throughout the chapter.

State and Regional Rail Plans

~~The Federal Railroad Administration released the Midwest Regional Rail Plan in October of 2021 that outlines a 40-year vision for passenger rail service and expansion across the Midwest. The plan envisions passenger rail service being extended to Green Bay.~~

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State Airport Plan

~~The Wisconsin State Airport System Plan 2030 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Rockland plan recommends that the Town work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.~~

Deleted: The Rockland plan acknowledges the Midwest Regional Rail Initiative (MRR) and recommends that Town residents use the passenger rail service as an alternative to their personal vehicles if it is extended to the area in the future.¶

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Regional Waterway Plans

The importance of Rockland's participation and cooperation with entities such as the Brown County Port and Resource Recovery Department for the implementation of the port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Pedestrian and Bicycle Facilities

- The Town should continue to review its codes and ordinances occasionally to determine if they are effectively creating the intended type of land use patterns and

transportation network to support those uses and encourage the development of a multi-modal transportation system.

- The Town should work with the Brown County Public Works Department in developing a paved shoulder system when reconstruction or maintenance occurs along county highways.
- To avoid conflicts at intersections where the Fox River Trail crosses the Town's roads, vegetation maintenance is recommended to improve visibility.
- The town should develop a Multi-Use Trail Plan to determine where off-street bicycle and pedestrian facilities should be located.
- The town should work with Brown County to develop another of the three identified possible trailhead locations along the Fox River Trail where parking can be established to encourage people to use the trail.
- The town should coordinate with the County and State to develop an on-street bicycle network that connects people to surrounding communities and destinations within the town.

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Transit

- The growth and population density of the Town should be monitored over the long-range planning period to determine if a bus route should serve the Town in the future.
- The Town should work with Curative Connections to study the possibility of extending this service farther into the Town for the elderly and for people with disabilities.

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Streets and Highways

- To enable and encourage people to walk and bicycle to and within the Town, Rockland should plan well-connected road patterns within areas of development that have frequent connections to the existing road system. These kinds of road patterns would also provide motorists several route options and avoid concentrating traffic on relatively few roads. However, if physical or environmental constraints prohibit road connections, the Town should allow the development of cul-de-sacs near the constraints.
- To move traffic efficiently, minimize barriers to pedestrians and bicyclists, and make the Town's thoroughfares more attractive, the Town (in cooperation with Brown County and WisDOT) should construct two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections.
- The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, warning signs, rumble strips prior to stop-controlled intersections, and other street design features.

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- The Town should continue using the Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and develop a local road reconstruction prioritization plan.
- The Town should monitor and coordinate with WisDOT and the Brown County Public Works Department to implement any and all recommendations to address the size and weight issues identified in the Implements of Husbandry study conducted by WisDOT.
- Work with WisDOT and Brown County to prepare for the land use and transportation impacts of the Southern Bridge.

Other Transportation Modes

Rail Transportation

Freight Rail

- Since the Town is not planning to develop any rail-dependent commercial or industrial uses in the future, the development of rail services is not recommended.

Passenger Rail

- The Town should monitor the progress of the Midwest **Interstate Passenger Rail Commission** and encourage residents to use it to travel throughout the Midwest.

Deleted: Regional Rail Initiative (MRRRI)

Air Transportation

- If Rockland decides to develop an economic development plan in the future, the Town should consider working with representatives of the airport to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Water Transportation

- To ensure that Rockland's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process. Participating in this process would enable the Town to inform the port planners of its intentions to utilize the port if an economic development strategy is developed in the future.

Funding to Help Develop the Town's Transportation System

- To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.