



CHAPTER 8

Transportation

CHAPTER 8: TRANSPORTATION

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CHAPTER 8: TRANSPORTATION

INTRODUCTION

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

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

INVENTORY AND ANALYSIS

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

Streets and Highways

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). The three general categories of functional classification include arterials, collectors, and local roads. Exhibit 8-1 illustrates the transportation infrastructure and functional classification for the Village of Hortonville.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Village of Hortonville were done in 2000, 2004, 2007 and 2010 (Table 8-1, Exhibit 8-1).

Table 8-1: Village of Hortonville Annual Average Daily Traffic

Road Segment	2000	2004	2007	2010	2000-2007		2007 - 2010	
					Number	Percent	Number	Percent
STH 15/USH 45 East	15,400	15,400	16,500	13,600	1,100	7.1%	-2,900	-17.6%
STH 15/USH 45 West	12,800	11,100	10,000	8,600	-2,800	-21.9%	-1,400	-14.0%
CTH M/S. Nash St	5,000	5,200	5,300	4,500	300	6.0%	-800	-15.1%
CTH M/N. Nash St	2,600	2,800	2,800	2,100	200	7.7%	-700	-25.0%
West Bath Street	530	-	360	320	-170	-32.1%	-40	-11.1%

Source: WisDOT Highway Traffic Volume Data, WisDOT, 2000, 2004, 2007, 2010

Principal Arterials

Principal arterials serve corridor movements that have trip length and travel density characteristics of an interstate or are interregional in nature. These routes generally serve urban areas with a population greater than 5,000. The rural principal arterials are further subdivided into (1) interstate highways and (2) other principal arterials.¹

Wis 15 is the only principal arterial in the Village. It connects the Village of Hortonville to New London to the west and the Grand Chute/Appleton area to the east. The route currently runs directly through the Village's downtown area. Presently the highway is two lanes from Hortonville to just west of WIS 76. Thereafter, the highway converts to four lanes to USH 41. Expansion of 11 miles of WIS 15 to a four lane highway, bypassing the Village of Hortonville is planned. More information on this can be found in the "Future Plans and Studies" section.

With the bypass as the planned principal arterial, the traffic patterns could change as the bypass is completed. The reconstruction of Main Street is being planned by Outagamie County and is estimated to take place in 2018, with the possibility of a jurisdictional transfer of the facility, at this time, to the Village of Hortonville. As a result, it is anticipated that once completed, significant truck traffic and through trips will be transferred to the bypass and traffic volumes will decrease through the Village. As shown in Table 8-1 above, AADTs decreased between 2007 and 2010.

According to AADTs taken on WIS 15, significant growth was experienced from 2000 to 2007, east of the Village limits. AADTs increased by 7.1 percent during this time period from 15,400 to 16,500. However, perhaps as a result of the economic slowdown, from 2007 to 2010, traffic counts fell from 16,500 to 13,600 vehicles or by approximately 17 percent. At the same time, AADTs recorded on West Main Street, near Douglas Street, showed a steady decrease during the entire decade 2000 to 2010. Between 2000 and 2007, AADTs declined by 21.9 percent from 12,800 to 10,000. AADTs continued to decline between 2000 and 2010, falling by an additional 14 percent from 10,000 in 2007 to 8,600 in 2010 (Table 8-1, Exhibit 8-1).

Minor Arterials

Minor arterials, in conjunction with principal arterials, serve other population centers and major traffic generators, providing intraregional and inter-area traffic movements. They supplement the principal arterials in linking communities to the principal arterials so that all developed areas of the state are within reasonable distances of arterial highways. **Currently there are no minor**

¹ <http://roadwaystandards.dot.wi.gov/standards/fdm/04-01.pdf>

arterials in the Village of Hortonville. It is possible that Main Street could be reclassified to a minor arterial after the bypass is completed and traffic counts are evaluated.

Major Collectors

Major collector roadways primarily serve smaller to moderate sized places and other intra-county travel at more moderate speeds than arterial roads. These routes link traffic generators, such as schools and businesses, to nearby cities, villages, and towns, or to higher functioning routes. **There are two major collectors within the Village, CTH M and CTH MM.**

CTH M, which includes North Nash Street and portions of Olk Street, runs north through the Village from Main Street to CTH S. AADTs on North Nash Street increased by 7.7 percent between 2000 (2,600) and 2007 (2,800), and then decreased by 25.0 percent between 2007 (2,800) and 2010 (2,100). CTH M (Nash Street) also runs south from Main Street through the Village towards Medina. AADTs on this section of roadway increased by 6.0 percent between 2000 (5,000) and 2007 (5,300), and then decreased by 15.1 percent between 2007 (5,300) and 2010 (4,500) (Table 8-1, Exhibit 8-1).

CTH MM (North Crest Street) intersects CTH M (Olk Street), and then travels diagonally northeasterly/east through the northeast quadrant of the Village towards Stephenville. This section of roadway is classified as one of two Rustic Roads within Outagamie County. AADTs in 2000 were 620, north of CTH M (Exhibit 8-1).

Minor Collectors

Minor collectors provide access to all remaining smaller places, link the locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road. **There is one minor collector within the Village, CTH TT.**

CTH TT (Nye Street) runs west from CTH M (South Nash Street) in Hortonville to USH 45, south of the City of New London. AADT counts in 2010 were 2,000 west of South Lincoln Street and 1,300 west of Commerce Drive (Table 8-1, Exhibit 8-1).

Local Function Roads

Local roads, which include all of the remaining roads and streets in the Village of Hortonville, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads; however these roads probably carry fewer than 200 vehicles per day. Official traffic counts are available for one local street, Bath Street.

Bath Street runs from CTH M (South Nash Street) west to Lincoln Street. AADTs on this section of roadway decreased by 32.1 percent between 2000 (530) and 2007 (360) and then by another 11.1 percent between 2007 (360) and 2010 (320).

Pavement Surface Evaluation and Rating (PASER)

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

The surface condition rating of each roadway is updated in the State's computer database known as the Wisconsin Information System for Local Roads (WISLR). WISLR is a program available to all municipalities and is regularly used to develop a capital improvement and road maintenance program. This database is based off of the PASER road rating method. PASER Pavement Management System has been developed and improved over the years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.² This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. Table 8-2 provides a breakdown of the PASER ratings, conditions and maintenance needs.

Table 8-2: PASER Ratings and Maintenance Needs

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement - recycling or overlay
3	Poor	Structural Improvement - Patching & overlay or recycling
2	Very Poor	Reconstruction with Extensive Base Repair
1	Failed	Total Reconstruction

Source: Transportation Information Center, UW-Madison

Table 8-3 provides a summary of the total miles of local roads in the Village of Hortonville by PASER rating. A map showing the PASER rating by street can be found in Appendix J). **One hundred percent of the 18.81 miles of local streets in the Village of Hortonville are paved, none are gravel.**³ According to PASER, 40.4 percent (7.6 miles) of the roads are in excellent to very good condition and require little maintenance. Over half (51.1 percent) or 9.61 miles are in good to fair condition, while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining 1.6 miles of local roads will require substantially more attention. Having a PASER rating of 1 through 3, these roads could require structural improvements such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base. Two roads, Lincoln Street (from Bath Street to the termini) and Old M Road (from CTH M to the termini) have a PASER rating of 1.

² Transportation Information Center. 2002. *PASER Manuals Asphalt*

³ WISLR 2013. Wisconsin System for Local Roads.

Table 8-3: Total Miles of Local Roads by PASER Rating

Rating	Mileage	Percent
1	0.14	0.7%
2	0.73	3.9%
3	0.73	3.9%
4	0.31	1.6%
5	2.15	11.4%
6	4.45	23.7%
7	2.70	14.4%
8	2.67	14.2%
9	3.31	17.6%
10	1.62	8.6%
No Rating	0	0.0%
Total	18.81	100%

Source: WISLR 2013 V. of Hortonville

Rustic Roads

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



Rustic Road 61, CTH MM

Rustic Road 61, or CTH MM, located in Outagamie County, starts at CTH M in the Village of Hortonville and proceeds northeast to WIS 76 near Stephenville. This road offers an interesting combination of historic and scenic features. Many wooded areas, wetlands and agricultural uses are adjacent to the road's 3.3 mile course. This road crosses several streams and wetland areas that are part of the Wolf River watershed.⁴

Public Transportation

Fixed Route Transit Service

There is currently no fixed route transit service in or to the Village of Hortonville and the surrounding area. Valley Transit serves the City of Appleton and the adjacent Fox Cities with fixed route service but does not extend into the Town of Greenville or the Village of Hortonville.

⁴ WisDOT. 2007 Wisconsin's Rustic Roads: Third Edition

ADA and Senior Transportation

Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Rural Service Area. The Rural Service Area serves areas outside of the Valley Transit II⁵ service area. Outagamie County Rural Service contracts with Kobussen Buses LTD⁶ to provide a demand responsive, door to door service for the senior population and those with disabilities who live in Outagamie County for trips within the county. However, exceptions are made for medical appointments for trips to the Neenah/Menasha area. Transportation is provided for work, school, doctor appointments, social activities, meal sites, shopping, visiting the YMCA and more. Service must be scheduled at least one day in advance, and is available Monday through Friday from 9 a.m. to 4 p.m. Cost of the service is \$6 per one-way trip (\$12 per round trip).

Non-motorized Transportation

Pedestrian and Bicycle Facilities

Walking and bicycling is emerging as an important exercise as well as mode of transportation. However, ***current safe pedestrian friendly opportunities are limited to those areas in the Village with sidewalks.*** Sidewalks are generally found in the downtown business district, older residential areas adjacent to the downtown, and near the high school and middle school campuses. Additionally, ***the Wiouwash Trail*** (described in detail below) ***is a major bicycle and pedestrian trail that is accessible from the Village.*** Other than the Wiouwash Trail, bicyclists usually travel on the local roadway.

The multi-purpose Wiouwash Trail is located south of the Village and is accessible from a trailhead and parking lot located off of Lake View Avenue. This 5.9 mile gravel trail extends from Black Otter Lake south towards Oshkosh, ending at the junction of USH 41 and 45. It was developed through a cooperative effort between Outagamie and Winnebago counties and the Wisconsin Department of Natural Resources. According to the *Outagamie County Greenway Plan (1995)*, the Wiouwash is planned to be connected to the Fox Valley cities via a trail along, or parallel to, the Wisconsin Central Railroad (Canadian Pacific Railroad). Future plans also call for the trail to be extended north through the Village of Hortonville along CTH MM to the Wolf River and another system of trails.

Recognizing the importance and desire of residents and visitors to have opportunities to safely walk and bike, the Village is working on developing improved pedestrian and bicycling opportunities that are safe and accessible. Most recently the Village has asked East Central Wisconsin RPC, as part of its technical assistance program, to provide general concepts and considerations for enhancing biking and pedestrian opportunities. ***The trail planning and connections report recommends six trail connections that would provide links to important destinations***⁷. The six segments are:

1. A multi-use trail connecting the Wiouwash Trailhead to Alonzo and Black Otter Parks;
2. An on-street connection between the Wiouwash Trailhead and downtown Hortonville;

⁵ Valley Transit II is specialized paratransit service for residents of the Fox Cities with special needs. This service is administered by Valley Transit, with service provided, under contract, by Running, Inc.

⁶ 2013 Aging and Disability Resource Center, Outagamie Branch Resource Directory. Kobbussen Buses LTD, person conversation 9/9/13 and <http://www.kobussen.com/transitServices.html>.

⁷ Village of Hortonville Trail Planning & Connections Report, September 6, 2013.

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3. An on-street connection between Alonzo and Black Otter Parks, and the Hortonville Industrial Park;
 4. A side-path connecting the east end of the Village (Greendale Road) to Alonzo and Black Otter Parks;
 5. A multi-use trail running behind the businesses on the south side of West Main Street to form a link between Miller Park and South Nash Street in downtown; and
 6. A shoreline connection between Veterans Memorial Park and the fishing pier downtown.

Another proposed trail affecting the Village of Hortonville is the 10-foot wide multi-use trail on the south side of WIS 15 that is being planned as part of the WisDOT - "WIS 15 Improvement Project". This trail will connect the east side of Hortonville to Julius Drive in the Town of Greenville. Design work is ongoing, with construction scheduled for late 2016.

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

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

Trucking and Freight

Several designated truck routes exist within Outagamie County. **USH 10 (south), USH 41 (east), USH 45 (south), and WIS 54 (north) are all designated truck routes in the vicinity of the Village of Hortonville.** WIS 15, which runs through the Village, is a restricted truck route that allows trucks up to 75 feet in length (53 foot trailer). It provides good connections to USH 45, near New London, and USH 41, near Appleton. Local truck traffic also is allowed on several of the county trunk highways in the Village of Hortonville.

Air Transportation

Scheduled passenger service and freight air transportation are provided by the Outagamie County Regional Airport, located about 10 miles south of Hortonville, in the Town of Greenville. Besides scheduled passenger and air freight express services, this regional airport offers charter air service. According to the *Wisconsin State Airport System Plan 2020*, the airport is currently classified as an Air Carrier/Cargo (AC/C) airport. However, the

Wisconsin State Airport System Plan, Airport Classification Review & Update Technical Report, 2010, recommends that the airport be reclassified as a Commercial Service⁸ Airport.

According to the *WisDOT 5-Year Airport Improvement program*, the Outagamie County Regional Airport is poised for expansion and improvement. Projects for the 5-year period (2013-2018) include: design, construction and expansion of the south general aviation (GA) ramp, design and construction of a GA customs facility, design and construction of a north GA ramp, taxiway and runway work.

Other major airports that have scheduled passenger air service and are utilized by Hortonville residents include Austin Straubel International Airport in Green Bay (approximately 40 miles east) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). Both of these airports were also recommended for reclassification to a Commercial Service airport.

Railroads

Rail Freight Service

There is currently one railroad running through the Village of Hortonville in an east-west direction. This line is operated and maintained by Canadian National. The line runs from New London through Hortonville, Greenville and into Appleton. The line has close proximity to the Village's industrial park and could benefit those businesses by being used for freight shipment.



Canadian National Railroad

Rail Passenger Service

Amtrak utilizes Canadian Pacific lines to provide passenger service. Although no direct service is offered anywhere near the Village of Hortonville, the State of Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in the State of Washington.

The *Midwest Regional Rail System Report*⁹, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. This corridor would include stops in Appleton, Neenah and Oshkosh, which are all easily accessible to the Village of Hortonville residents.

⁸ Commercial Service – Commercial Service airports support regularly scheduled year-round commercial airline service and support the full range of general aviation activity to domestic and international destinations.

⁹ *Midwest Regional Rail System: Executive Report, 2004*. Transportation Economics & Management Systems, Inc & HNTB.

Water Transportation

There are no commercial ports in the Village of Hortonville. The closest port is located in Green Bay, approximately 30 miles to the northeast. The Port of Green Bay provides shipping service to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan.

Future Plans and Studies

Wisconsin Department of Transportation

The Wisconsin Department of Transportation completed a study, in 2009, of the WIS 15 corridor that extends from Lilly of the Valley Drive in Greenville through Hortonville to USH 45 in New London. Also in 2009, was the approval of the Final Environmental Impact Statement (FEIS) by the Federal Highway Administration (FHWA). The future 11 mile 4-lane divided facility will bypass the Village of Hortonville and be designated as an expressway. The highway is officially mapped; design work with real estate acquisition is scheduled to start in 2014. Construction is scheduled to begin in late 2018¹⁰. This project will increase safety, enhance economic development and lower transportation costs in the region (Exhibit 8-1).

Roundabouts are planned at two locations, one on each side of Hortonville, where the proposed bypass meets existing WIS 15. WisDOT studied WIS 15 to determine the best way to provide additional roadway capacity and improve operational efficiency and traffic safety. It was determined that a separate facility would alleviate significant truck traffic through the Village.

The project cost is estimated at \$115 million. As mentioned under bicycle and pedestrian facilities, WisDOT plans a 4 mile, 10-foot wide multi-use trail on the south side of WIS 15 connecting the east side of the Village of Hortonville to Julius Drive in the Town of Greenville.

The *Six Year Highway Improvement Program: 2013-2018*, lists only one major project in close proximity to the Village of Hortonville, WIS 15.

Village of Hortonville Capital Improvement Program

There are numerous street projects that have been identified and approved in the Village of Hortonville's current Capital Improvement Program. These projects are as follows:

- Resurface Cedar Street (Cherry Street to North Nash Street)
- Reconstruct Grandview Road
- Resurface and replace utilities on Pine Street
- Resurface Embarrass Street
- Reconstruct South Mill Street (Bath Street to South Nash Street)
- Resurface Briggs Street
- Extend Towne Drive

¹⁰ <http://www.dot.wisconsin.gov/projects/neregion/15/schedule.htm>

KEY TRANSPORTATION SUMMARY POINTS

- Wis 15 is the only principal arterial in the Village.
- Currently there are no minor arterials in the Village of Hortonville.
- There are two major collectors within the Village, CTH M and CTH MM.
- There is one minor collector within the Village, CTH TT.
- Local roads, which include all of the remaining roads and streets in the Village of Hortonville, are designed to provide access to land adjacent to the collector and arterial network.
- One hundred percent of the 18.81 miles of local streets in the Village of Hortonville are paved, none are gravel.
- Rustic Road 61, or CTH MM, located in Outagamie County, starts at CTH M in the Village of Hortonville and proceeds northeast to WIS 76 near Stephenville.
- There is currently no fixed route transit service in or to the Village of Hortonville and the surrounding area.
- Disabled and senior citizens (60 years and older) can utilize services provided by Outagamie County's Rural Service Area.
- Current safe pedestrian friendly opportunities are limited to those areas in the Village with sidewalks.
- The Wiouwash Trail is a major bicycle and pedestrian trail that is accessible from the Village.
- The trail planning and connections report recommends six trail connections that would provide links to important destinations.
- USH 10 (south), USH 41 (east), USH 45 (south), and WIS 54 (north) are all designated truck routes in the vicinity of the Village of Hortonville.
- Scheduled passenger service and freight air transportation are provided by the Outagamie County Regional Airport, located about 10 miles south of Hortonville, in the Town of Greenville.
- There is currently one railroad running through the Village of Hortonville in an east-west direction. This line is operated and maintained by Canadian National.
- There are no commercial ports in the Village of Hortonville.
- The Wisconsin Department of Transportation completed a study, in 2009, of the WIS 15 corridor that extends from Lilly of the Valley Drive in Greenville through Hortonville to USH 45 in New London.
- Roundabouts are planned at two locations, one on each side of Hortonville, where the proposed bypass meets existing WIS 15.

GOALS, STRATEGIES AND RECOMMENDATIONS

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

POLICIES AND PROGRAMS

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