

5. Transportation Element

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I. Transportation Vision

In 2035, Evansville provides a well-connected system of local streets and highways that provide for the safe and efficient mobility of people and goods. Residents take advantage of transit choices and infrastructure that connect Evansville with Madison, Janesville and areas beyond. Trails, paths and sidewalks are an integral part of the transportation network - providing connections between neighborhoods, neighboring communities, schools, parks, services, and the greater region. Investments in walking and bicycling infrastructure provide residents with choices between many modes of transportation and contribute to the high quality of life in Evansville.

II. Goals

- Maintain and improve City roads in a timely and well-planned manner.
- Promote a multi-modal transportation system for equitable, efficient, safe and convenient movement of people, goods, and services.
- Create and maintain a uniform and safe system of sidewalks in Evansville.
- Become an active partner in transportation improvements made in the City and surrounding area by Rock County and WisDOT.
- Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires.
- Support the long-term viability of USH 14.
- Keep residents informed of transportation improvements.
- Improve transportation amenities downtown.

III. Policies

The goals provided at the end of this chapter are related to actions that Evansville can control. Evansville will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin Smart Growth Law, with Rock County and WisDOT to ensure that adequate community transportation facilities are available to serve the area. Supporting transportation policies are provided below.

- To the fullest extent feasible, obtain transportation improvement funds needed to safely accommodate new development directly from developers. (e.g., acceleration lanes, etc.)
- Provide a broad range of transportation choices, including quality roads, highways, sidewalks and trails to meet the diverse needs of residents.
- Require bicycle/pedestrian paths or sidewalks be installed on all sides of all streets with all new development and major street projects.
- Support private transportation providers that serve the elderly.
- Provide a transportation network that will strengthen access between interdependent land uses such as commercial, industrial, residential, and recreational.
- Encourage grid-like street patterns rather than cul-de-sacs and dead end roads.
- Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, scientific areas, and on soils with severe engineering limitations.
- Discourage unnecessary improvements or construction of a road network that will necessitate the destruction or removal of historically significant buildings, structures, or sites.
- Schedule street improvements according to the analysis of existing physical street conditions, utility needs and economic considerations.
- Protect the viability of the Union Pacific Rail Line through the City and support efforts to reopen the line north of the City.
- Install ramps that are accessible for people with disabilities at street intersections when curbs are replaced.
- Communicate and coordinate transportation improvements and plans with WisDOT and the Rock County Highway Department at any opportunity presented.
- Monitor law enforcement needs along roads and streets to determine where safety redesigns or traffic calming measures need to be employed.

- Support the efforts of the Ice Age Trail to establish a trail through and connecting to Evansville.
- Require walkability in all neighborhood developments, including community assets such as parks, commercial services, or civic institutions as focal points for new neighborhoods.
- Require adequate right of way (ROW) width along major roads to allow for the development of separated bicycle facilities in the future.
- Use the National Association of City Transportation Officials (NACTO) Bikeway Design Guide and Urban Street Design Guide when siting and designing future bicycle facilities.
- Pursue opportunities to expand local bicycling and walking trails.
- Pursue opportunities to connect to regional trails.
- Design for the needs of bicycles and pedestrians in all road projects.
- Improve mobility and accessibility within a comprehensive transportation network.

IV. Introduction

A diversified, well-balanced transportation system is a major factor in the growth of a community. The transportation system exists to move people, goods and services both through and within the community. Planning for the improvement and maintenance of the various modes of transportation is one of the most important aspects of planning for City expansion.

Evansville's transportation system consists of local streets, state highways, railroad corridors and a network of sidewalks. USH 14 is the principal arterial connecting the City to the greater region and areas beyond.



FIGURE 5A: ENTRANCE TO EVANSVILLE FROM THE NORTH ALONG USH 14.

This chapter examines the transportation network, including a summary of existing transportation plans, studies, and assessments, as well as a series of recommendations to address future transportation needs and desires.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The goals listed below specifically relate to planning for transportation:

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

V. Inventory of Existing Transportation Facilities and Conditions

Evansville's transportation network is vitally important. Responses from the 2022 Community Survey indicated that only about 20% of Evansville residents live and work within the City; this was corroborated by data from the Bureau of Labor Statistics.

This section profiles the different transportation choices available in Evansville.

A. Pedestrian Facilities and Walkability

In the mid-1990s, public health experts began to examine the extent to which the built environment can either help or hinder the public's ability to become and stay healthy. These experts recognized that many of the community planning and design tools used to implement "smart growth" objectives – bicycle and pedestrian planning, mixing land uses, broadening transportation options, and encouraging compact form –also create healthy communities where many people can and want to be physically active on a regular basis. This concept recognizes the importance of providing alternative transportation choices as a means to promote a healthy and vibrant Evansville.

There are several things Evansville can do to become a healthy community with neighborhoods where residents have more opportunity to be active and use alternative transportation choices. Using New Urbanist principles and tools, Evansville can successfully encourage alternative transportation choices and make the street network safer and more efficient. The following practices promote alternative transportation choices:

- Increasing development densities to provide compact, walkable neighborhoods
- Requiring sidewalks and trails in new developments
- Retrofitting already developed areas with sidewalks, trails, and bike paths
- Instituting traffic calming measures
- Linking open spaces
- Requiring street connectivity.

Older sections of the city predominantly have sidewalks on both sides of the street. Evansville has a designated walking tour, complete with a printed guide, of the historic district. Some of these areas lack curb cuts at crosswalks to allow access by persons with physical disabilities. However, many sections of the City that developed after World War II were developed without sidewalks or only with sidewalks on a single side of the street as a result of inconsistent enforcement and negotiated developer agreements. This led to a disconnected network of sidewalks that forces pedestrians to travel in the roadway or continuously cross the street to stay on the sidewalk. This decreases the safety and convenience of walking, discouraging people from walking for transportation and recreation.

As Evansville continues to grow, considerations for safe pedestrian access to local amenities must be considered. During this planning process, concerns were raised that sidewalk connections are not continuous throughout Evansville. Specific examples cited include:

- A general lack of sidewalks on the southeast side of the City.
- There is a gap in sidewalk connectivity east of the Evansville Manor.
- Many people walk and run in the road to avoid poorly maintained and poorly connected sidewalks.
- Numerous sidewalks connecting low income and special need residential properties do not have accessible curb ramps, forcing persons with mobility issues to travel in the street.
- Sidewalks on only one side of the street in newer neighborhoods

Walk Score can be used as one measure of the walkability of a community. While Walk Score does not measure the sense of security, safety, or enjoyment of walking in a community, it provides a measure of how many destinations are within walking distance of an address. Walk Scores within Evansville currently range from 12 along Porter Road and 34 along Brown School Road ("car-dependent"), to 56 in the historic downtown, or ("somewhat walkable.")

B. Ice Age National Scenic Trail

The 1,000-mile Ice Age National Scenic Trail passes through Rock County. Evansville has been working closely with the Ice Age Trail Alliance and the National Park Service (NPS) to route the trail through the City. A 2016 finalization of the route is expected connecting Gibbs Lake County Park in the east to Magnolia Bluff County Park in the west via the Ice Age Trail and passing through Evansville on the way.

C. Bicycling Facilities

Bicycle usage falls into two categories - transportation and recreational. Bicycling occurs on roads, trails and paths, with different facilities desired and required by riders of different comfort or skill levels and various ages. Research has demonstrated that bicycling facilities have the

Trails Vs Shared Use Paths (Source: AASHTO)

Although the terms are often used interchangeably, trails can refer to unimproved recreational routes, while shared use paths refer to facilities with exclusive right of way with minimal cross flow by motor vehicles. Trails do not always meet the design standards of shared use paths for accessibility and safety, so they cannot always be considered bicycle facilities.

potential to improve the health, mobility and quality of life for Evansville residents, increase nearby property values and contribute to economic development.

D. Local Trails and Shared Use Paths

Presently, there are no local shared use paths or trails through the City. As development has occurred on the west side and north-east side of the City, utility and trail easements have been recorded that could be used for local trail connections. Due to development in the Town of Union on the east side of the City, some of the easements on the east side are no longer continuous and lead to dead ends. This creates challenges routing a trail through Evansville. The City should look into approaching developers to consider options to better connect planned trails. As described elsewhere in this chapter, trail development is a priority. In fact, in the 2014 community survey 59% of residents indicated support for the City using local tax dollars for walking and bicycle trails through and around the City. Trails are needed to complement sidewalks because:



FIGURE 5B: A SHARED USE PATH.
Source: iowadot.gov

- Sidewalks are designed for pedestrians and have too many motor vehicle crossings.
- Sidewalk connections do not cover all areas of Evansville.
- Sidewalks are situated, for the most part, along streets and roads. In contrast, trails and paths may be located adjacent to natural areas. As a result, trails provide a more scenic and peaceful recreation environment.
- Sidewalk connections are not as direct as trail connections in some areas, particularly to gain access to regional parks.
- Sidewalks end at the City limits. Cyclist and pedestrians need trails to continue through the region.
- Sidewalk connections to the High School are poor.

E. Regional Trails and Shared Use Paths

Rock, Green and Dane County have numerous regional trails that provide connection opportunities for Evansville, including the Badger State Trail, The Sugar River State Trail and the Military Ridge State Trail.

Providing off-road, off-sidewalk routes for cycling will become increasingly important as traffic pressures increase. Additionally, the growth of bicycling and the extensive network of popular multi-use trails in the Dane County and Rock County region provide opportunities for increasing bicycle related tourism as a form of economic development.



FIGURE 5C: BADGER STATE TRAIL, WEST OF EVANSVILLE.
Source: Wisconsin DNR.

The potential exists to work with neighboring communities, Rock County and Dane County to establish a regional trail route with connections to Brooklyn and Oregon. A good option for a regional connecting trail extending to the north of Evansville is along Allen Creek. The potential also exists to develop a regional trail extending south on the abandoned railroad corridor toward Beloit.

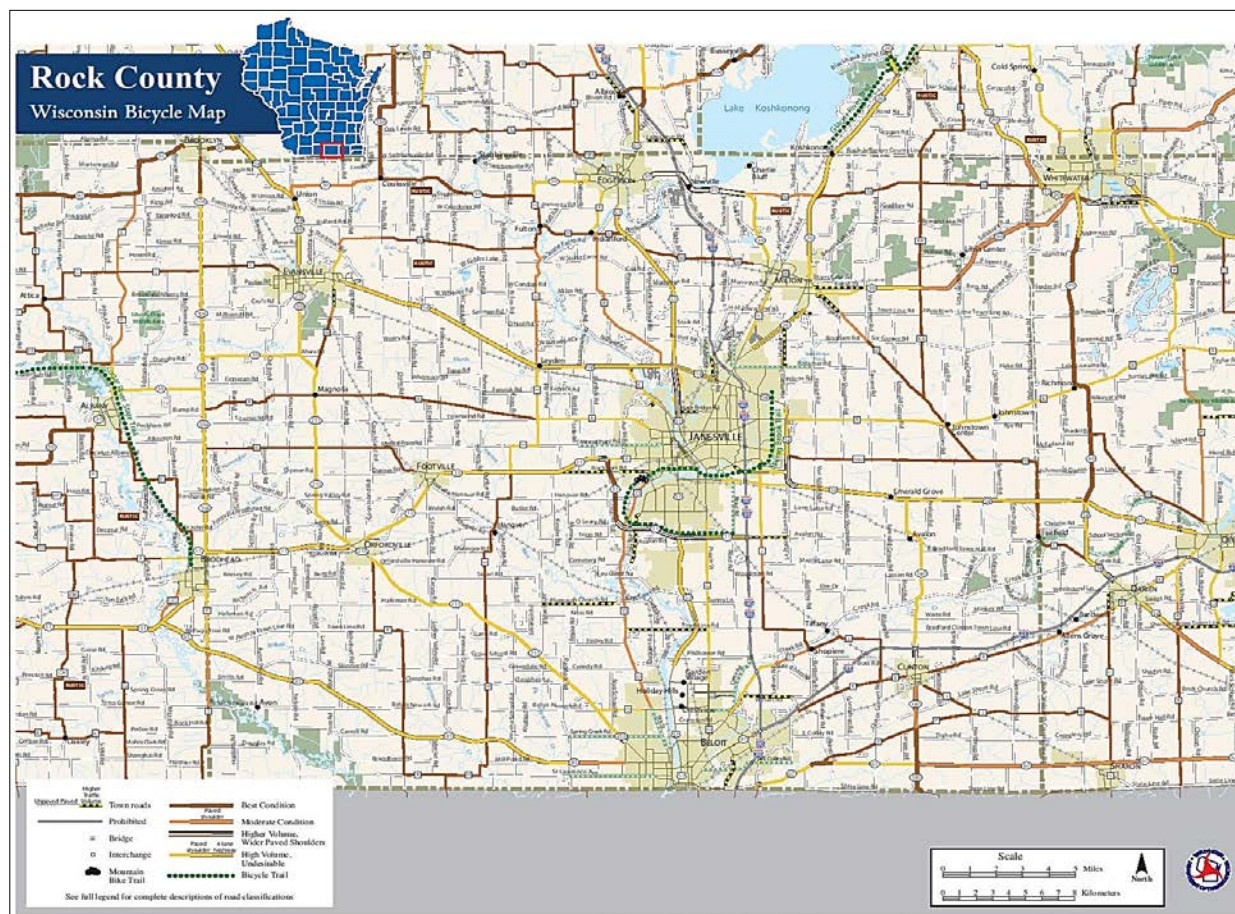


FIGURE 5D: ROCK COUNTY, WI BICYCLE TRAIL MAP.

Source: <https://www.co.rock.wi.us/home/showpublisheddocument/68/637747393178030000>

F. On Street Bicycle Facilities

Evansville currently has a signed bicycle route that connects many areas of the city, including the downtown, the west side residential area and West Side Park, Leonard-Leota Park, and the east side. There is also a paved and marked shoulder along East Main Street/USH 14 that can accommodate bicyclists, but it is not wide enough to be considered a bicycle lane.

While skilled or experienced cyclists should have no trouble navigating Evansville by bicycle, many of the bicycle facilities in Evansville are not ideal for children or less experienced bicyclists. A portion of the signed bicycle route on Water Street also accommodates heavy truck traffic and is not wide enough to accommodate bicycles and motor vehicles simultaneously. Disconnected local streets, discussed later, also force bicycles to either ride an indirect route to their destination or to use busier collector and arterial streets.

As traffic volumes increase, it will become more important to have both separate facilities available for use by bicycles and traffic calming measures on local streets and bicycle routes. As mentioned in the Community Profile, public comments during the planning process demonstrated many residents' desire for bicycle lanes and other bicycle facilities to make bicycling safer and more convenient.

The following maps, retrieved from the GPS fitness tracking app Strava, show the most frequently tracked bicycle routes. Roads with no color are rarely traveled by bicycles. As intensity increases from blue to red, the road carries more tracked bicycle rides. This resource can be used in bicycle planning to better inform the decisions made. A caution in using the data available from Strava is that GPS tracking apps are more likely to be used by more experienced and skilled bicyclists, and less likely to be used by casual recreational riders or children.

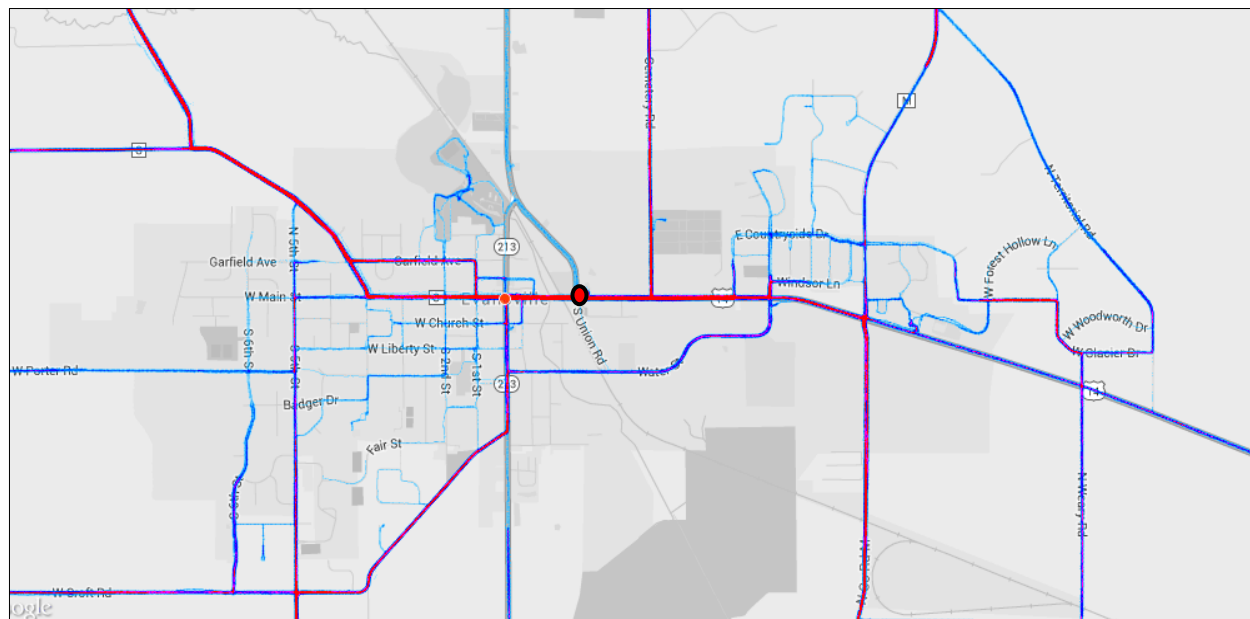


FIGURE 5E: STRAVA GLOBAL HEATMAP SHOWING THE INTENSITY OF BICYCLE USE EVANSVILLE.

Source: <http://labs.strava.com/>

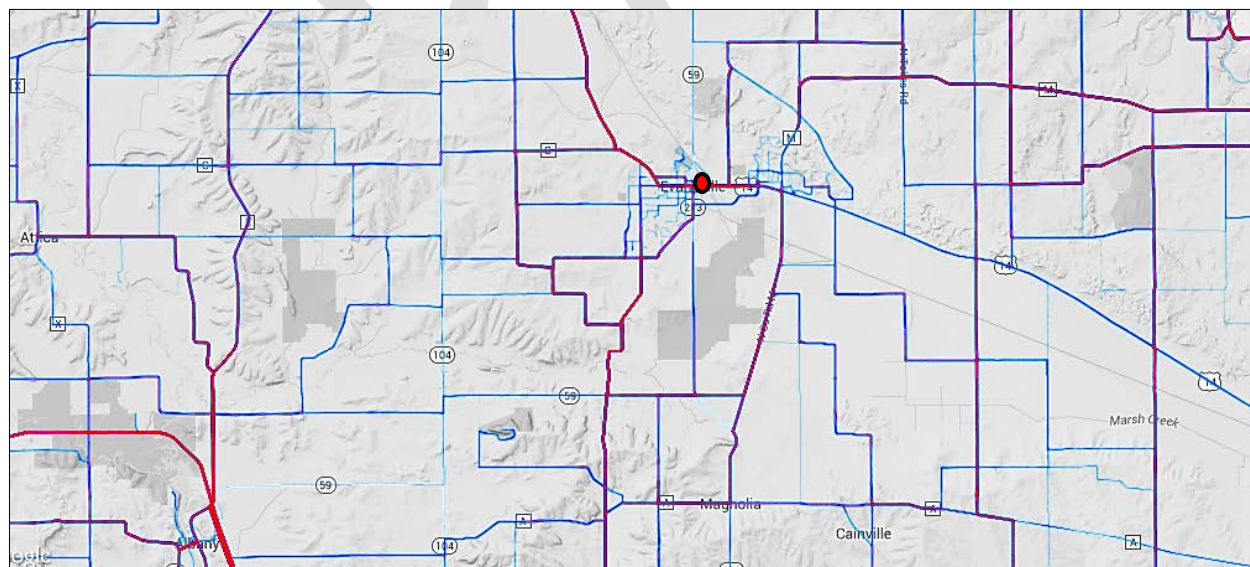


FIGURE 5F: STRAVA GLOBAL HEATMAP SHOWING THE INTENSITY OF BICYCLE USE IN EVANSVILLE'S SURROUNDING AREA.

Source: <http://labs.strava.com/>

G. Snowmobile Trails

A snowmobile trail begins at the far eastern edge of Evansville. Soon after, the trail splits to provide snowmobilers with a north and south route. The north route moves toward Edgerton and connects to trails in Dane County. The southerly route passes through the Town of Center and provides connections to Footville and areas beyond.

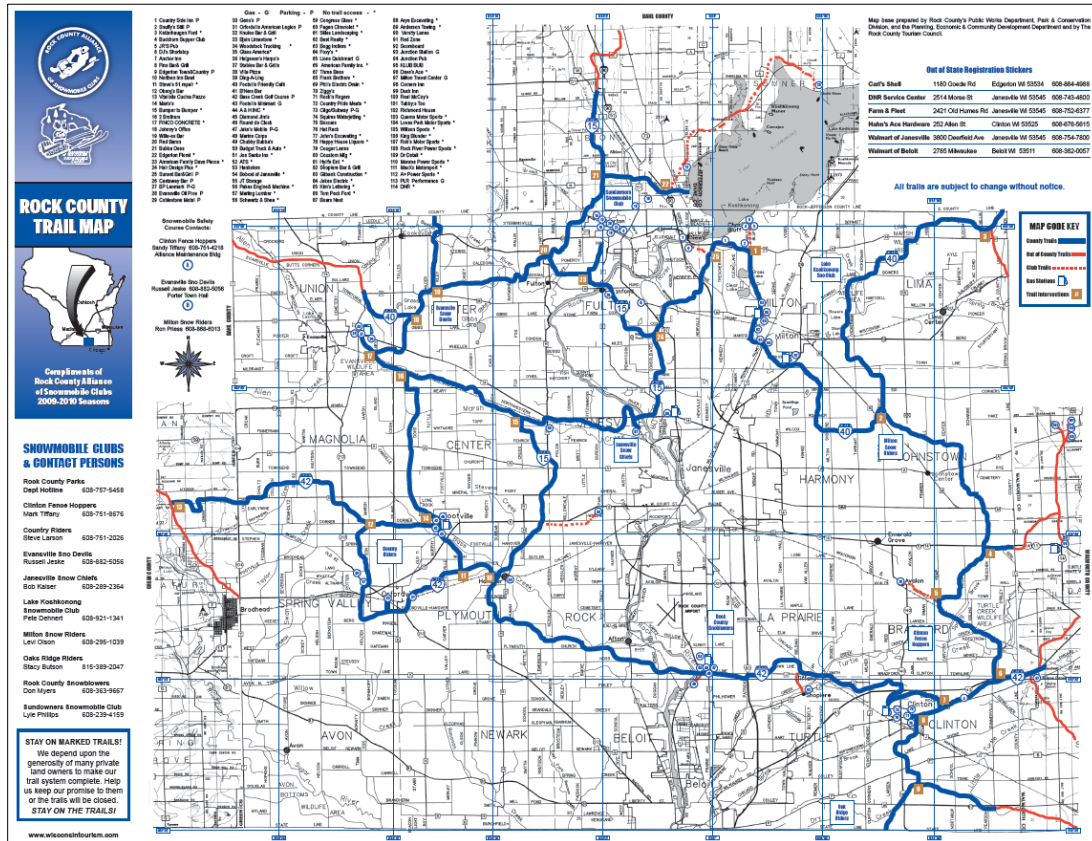


FIGURE 5G: MAP OF THE ROCK COUNTY SNOWMOBILE TRAIL MAP.

H. Railroad Corridors

The Union Pacific Railroad line extends across the City of Evansville (refer to Map 5.1: Transportation Plan Map). This line is unused north of the City limits. However, within the City and to the southeast, this rail corridor is an active freight line. The continued viability of this line is crucial to Evansville's current businesses and long-term industrial growth.

The City of Evansville supports active use of the corridor north of the City. The Village of Oregon and City of Fitchburg developed a joint business park along the northern section of the corridor which included re-opening the railroad corridor beginning at the joint business park and extending north to Madison.

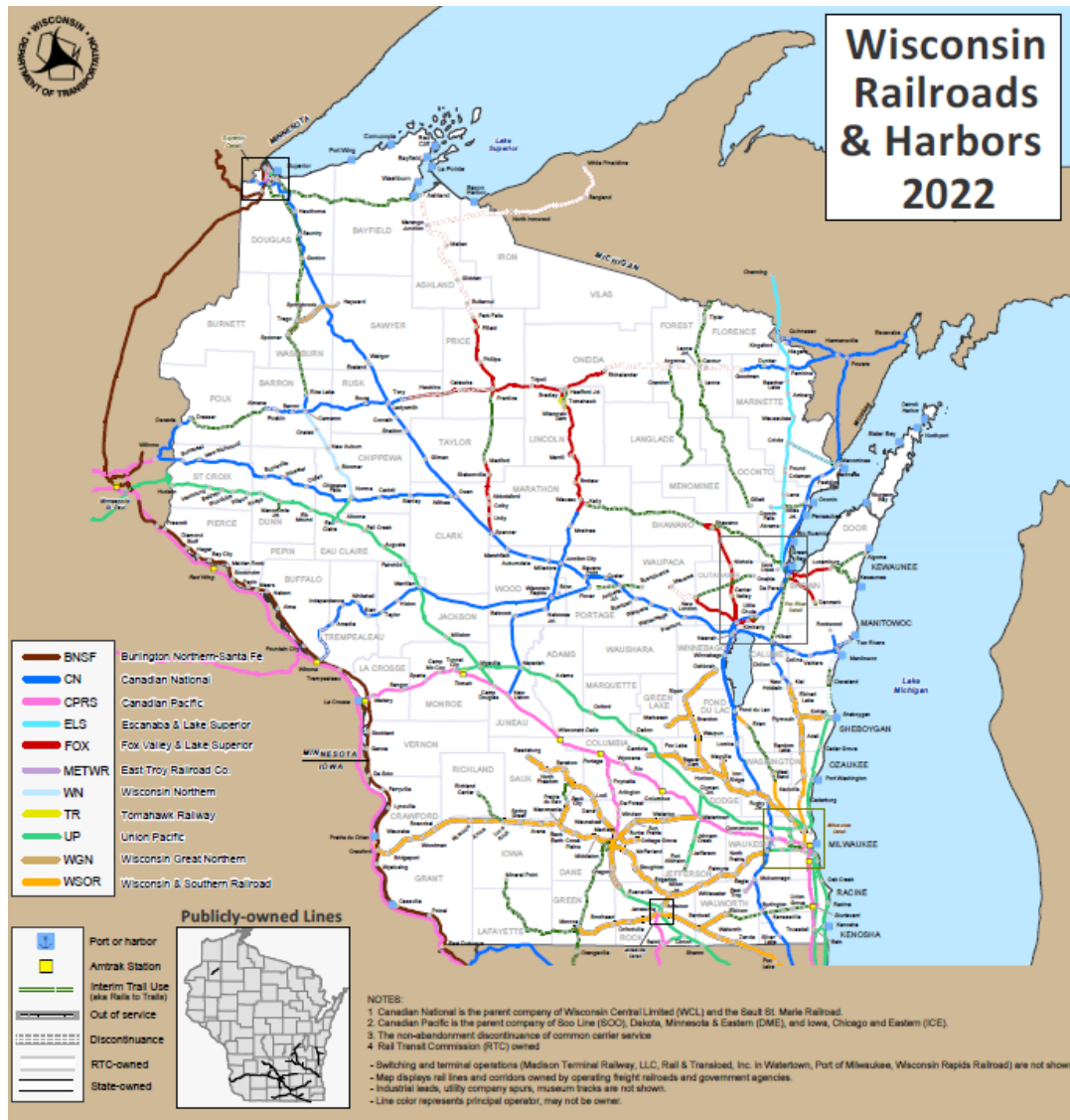


FIGURE 5H: WISCONSIN RAILROADS AND HARBORS 2022

I. Streets and Highways

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads.

All the roads described in this section are illustrated by their proposed functional classification on Map 5.1: *Transportation Plan Map*. Key arterial and major collector intersections between WIS 59/213, USH 14 and Main Street have an annual average daily traffic (AADT) count between 5,700 and 8,600 vehicles. These counts were last updated in 2019. Evansville has adopted an *Official Map* to preserve corridors for street extension. The *Official Map* needs to be updated to keep pace with development that has recently taken place.

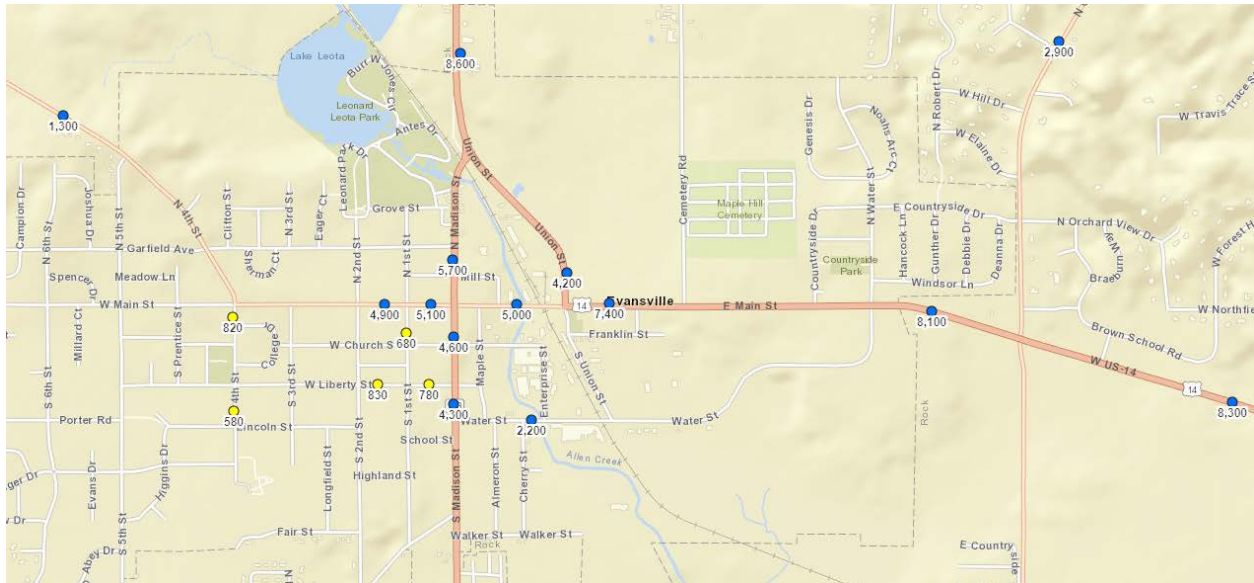


FIGURE 5I: AVERAGE DAILY TRAFFIC COUNTS AROUND EVANSVILLE, 2019 (SOURCE: WISDOT)

The older areas of the city have roads laid out in a grid, while newer developments consist of curvilinear roads and often include cul-de-sacs. This type of development has increased the traffic on adjacent roads and created a disconnected local street network. Additionally, newer subdivisions include wide streets that allow for parking on both sides of the street and unimpeded traffic speeds simultaneously. Due to the amount of off-street parking provided in these neighborhoods, many of the roads are excessively wide. The excessive width of these streets encourages motorists to drive faster on these neighborhoods streets. This type of network has decreased safety, increased congestion, and made walking and bicycling for transportation more difficult.

The current road network essentially directs traffic from west-side subdivisions onto Main Street and from there onto area highways. This situation is creating a “bottleneck” of traffic downtown. Additionally, west side residents have raised concerns regarding traffic speeds and volumes along Main Street and Garfield Avenue. Main Street is the only corridor that spans from Evansville’s west side to its east side, enhancing the potential for traffic congestion as the City continues to grow. The land use pattern that has occurred over the previous 25 years, with commercial services concentrating on the east side of the city, and residential concentrating on the west side has exacerbated this issue.

If this pattern of development continues traffic pressures will continue to increase on the few through streets. It is essential that roads are planned in a way that will establish connected local streets in a grid pattern as developments occur.

J. Mass Transit

In 2005-2007 the City explored intercity commuter bus service with Madison Metro, the Village of Oregon, and the City of Stoughton. The project was found to be financially unfeasible.

The state operates 3 commuter vans round trip from Evansville to Madison and 1 that comes through Evansville from Janesville or Beloit each weekday. The van is used by state employees, but non-state employees can ride it as well. The vans pick up riders near the City’s parking lot on Montgomery Street and the lot on Maple Street near East Main Street. No other mass transit is currently available in Evansville. However, during the planning process, residents expressed an interest in improving mass transit choices, especially connecting to Janesville and Madison.

The establishment of a service would benefit seniors, low income residents, and others who do not have access to a motor vehicle.

Approximately 2% of Evansville households do not have access to a vehicle, and approximately 35% of Evansville households have access to only one vehicle. Evansville is largely reliant on surrounding communities such as Janesville and Madison for employment, severely limiting the employment options for residents without access to a motor vehicle. Many senior residents are reliant upon transit services to complete daily or weekly activities. This is exacerbated by the location of some of Evansville's senior oriented residential facilities away from retail and service centers.

Rock County provides some specialized transit services that serve Evansville. One option is the Rock County Para-transit service. This service allows elderly or disabled residents of Rock County to call at least two days in advance to arrange a trip either within the community for a fee, or outside of the community for an extra charge. The Rock County Council on Aging also provides transit service for medical appointments to the surrounding metropolitan areas. Creekside Place and The Heights at Evansville Manor also provide specialized transit service for seniors that need support for doctor appointments, groceries, and other errands.

Low density development near potential transit stops limits the viability and effectiveness of transit. Priority should be placed on increasing density near potential transit stops to increase the likelihood that transit service serving the City could be established and maintained.

K. Truck Transportation

The highway corridors extending through Evansville are important truck routes. WisDOT has officially designated the state highways WIS 213, WIS 59 and USH 14 as truck routes. As traffic volumes increase, truck delays will negatively impact economic development and increase the importance of freight rail service.

L. Airports

There are no airports in Evansville and no plans to establish any in the future. The nearest commercial airports are in Madison, WI, Janesville, WI and Rockford, IL. These airports meet resident travel and business freight needs. They are expected to continue to meet local needs over the next 20 years.

VI. Summary of Existing Transportation Plans

This portion of the chapter provides summaries of existing state and county transportation plans, which will effect Evansville's transportation system in the future, including vehicular, bicycle, and pedestrian.

M. WisDOT State Highway Plan 2020

The *WisDOT State Highway Plan 2020* is a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The plan indicates that USH 14 is experiencing moderate congestion (including the segment through Evansville) and congestion will increase if improvements are not made. WIS 59 and WIS 213 are not expected to experience significant additional congestion. Accordingly, WisDOT has no planned expansions or major improvements to these corridors.

WisDOT plans to reconstruct USH 14 from STH 138 (near Oregon) to STH 92 (near Brooklyn) on a straighter and wider right-of-way. The roadway will be constructed as a 4-lane divided highway.

N. WisDOT Connections 2030 Multimodal Transportation Plan

Connections 2030 is a policy based plan that addresses multi-modal transportation policies including: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. The plan identifies seven transportation themes: preserve and maintain Wisconsin's transportation system, promote transportation safety, foster Wisconsin's economic growth, provide mobility and transportation choice, promote transportation efficiencies, preserve Wisconsin's quality of life, and promote transportation security. This plan includes USH 14 as a park and ride corridor.

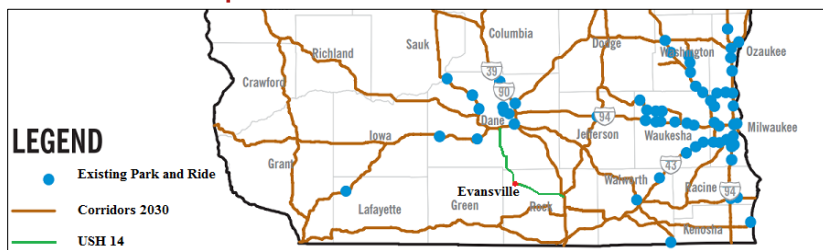


FIGURE 5J: CONNECTIONS 2030 EXISTING PARK AND RIDE LOCATIONS

Source: Wisconsin Dept. of Transportation

O. WisDOT USH 14 Corridor Management Plan

This plan summarizes existing conditions and plans for the USH 14 corridor, beginning at WIS 92 near Brooklyn and continuing to the I-39/I-90 Interchange in Janesville. Plans include a new 4-lane divided segment of USH 14 on a wider right of way from the Village of Oregon to WIS 92. The road that is currently USH 14 would be designated as a town road after the realignment is complete. The plan also includes pavement and safety improvements between WIS 92 and Janesville.

Average daily traffic counts for the section of USH 14 through Evansville sit at 8,000 as of 2007, and projections for the year 2035 are 14,900. This plan includes recommendations and potential improvements within Evansville, including combination of adjacent driveways, and improvements at the intersection of J. Lindemann Drive and USH 14. The plan also recommends all way stop controls at the intersection of USH 14 and South Union Street/Main Street by 2025 and the intersection of WIS 213/WIS 59 and USH 14 by 2035.

P. Rock County Comprehensive Plan

The Rock County Comprehensive Plan, adopted for the planning horizon from 2010 to 2035, includes many more detailed local transportation plans, such as bicycle and pedestrian routes and trails plans. The plan also provides information about county-wide public transit systems, such as the Rock County Para-Transit service.

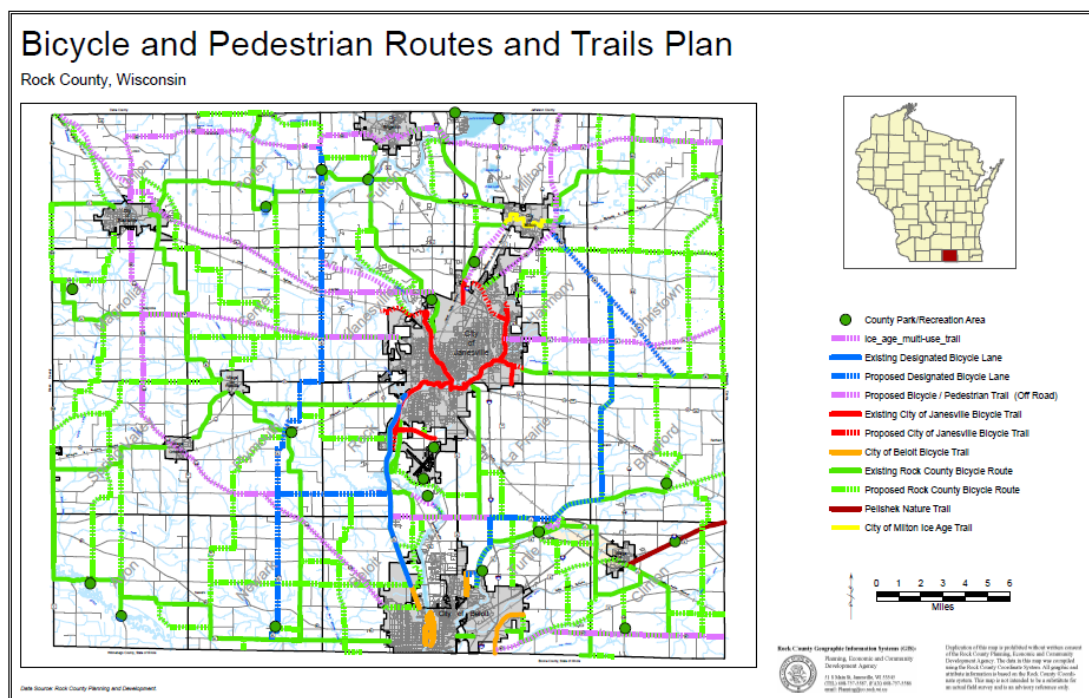


FIGURE 5K: ROCK COUNTY BICYCLE AND PEDESTRIAN ROUTES AND TRAILS MAP.
Source: Rock County Planning, Economic & Community Development Agency.

Q. Wisconsin Pedestrian Policy Plan 2020

This plan, completed in 2002, details how State and local jurisdictions can improve pedestrian safety and comfort, while increasing walking as a practical mode of transportation. Options for pedestrian facilities are explored, especially those that are user-friendly for the elderly, children and people with disabilities. The need for education efforts among law enforcement, motorists and pedestrians is discussed, as is WisDOT's leadership role in promoting walkability.

R. Wisconsin Bicycle Transportation Plan 2020

This plan, completed in 1998, guides the establishment of bicycle accommodations in transportation planning. It also addresses costs, the State's role, and how popular and beneficial bicycling is. While the plan describes seven different intercity trail segments that are considered key, and the recommendations set forth to improve those segments, none of them are located within Rock County. Rock County's POROS Plan outlines specific plans for future bicycle routes, and is a more useful and detailed reference.

VII. Transportation Plans and Opportunities

This portion of the chapter highlights Evansville's transportation plans and opportunities, which will help the City guide future transportation improvements.

A. National Transportation Trends

Per capita vehicle miles travelled have been declining for over a decade, with total VMT declining significantly during the COVID-19 pandemic. Total VMT rose approximately 4.1% between March 2020 and March 2021, but trend levels have not met their pre-COVID highs.¹

¹ Source: Federal Highway Administration, Office of Highway Policy Information.

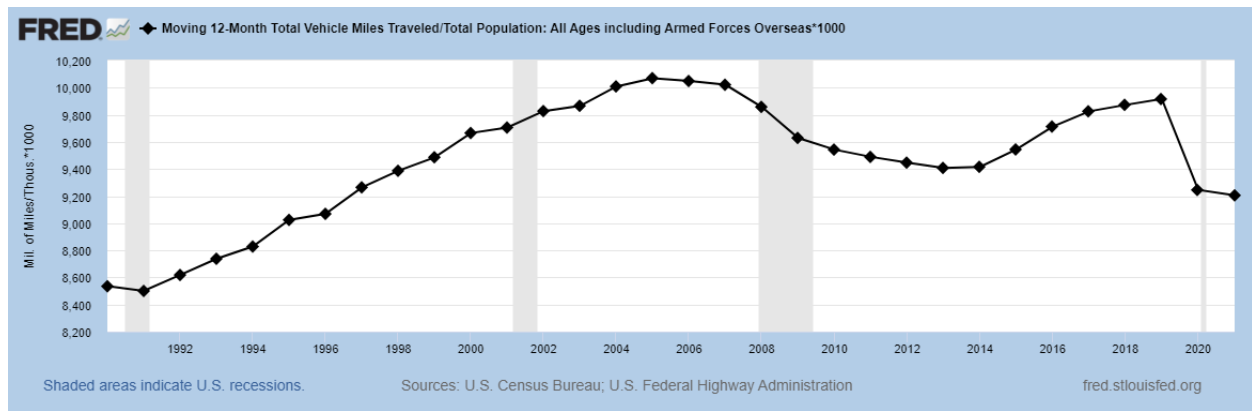
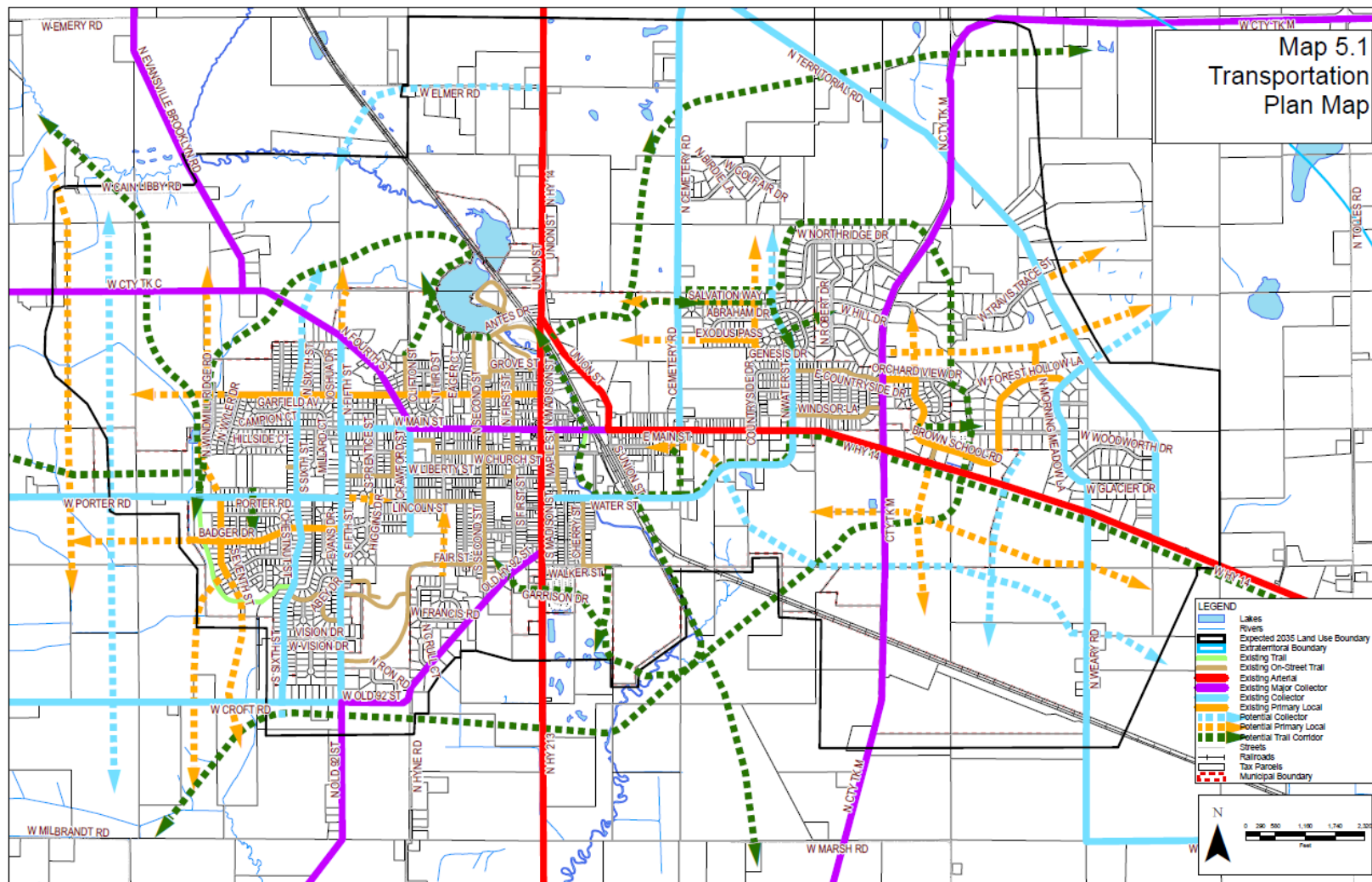


FIGURE 5L: NATIONAL VEHICLE MILES TRAVELLED TRENDS, 1990 - 2021

SOURCE: FEDERAL RESERVE ECONOMIC DATA

Map 5.1: Transportation Plan Map



DRAFT

B. Evansville as a Walkable Community²

74% of respondents to the 2014 Community Survey stated it was important or very important that Evansville be a highly walkable community. This desire was echoed throughout the planning process.

Walkable communities are desirable places to live, work, and recreate. Walkable communities locate goods and services that a resident or employee needs on a regular basis within an easy and safe walk, and through good design create streetscapes that serve all users and make the pedestrian experience enjoyable and safe. Walkable communities are also insulated better from economic shocks resulting from rising fuel prices.

The City of Evansville is fortunate to have the basic elements of a walkable community. Furthermore, *Evansville* seeks to enhance the City's walkability by providing sidewalks and trail connections to schools, parks and shopping areas. The City can further improve its walkability through the following actions:

1. **Revitalizing the downtown**, to improve its design, mix of businesses, and the provision of housing in and adjacent to the downtown. This includes increasing housing density in and adjacent to the downtown.
2. **Maintaining the City's network of neighborhood parks, open spaces and schools.** This effort must include a commitment to continuing to provide these spaces in new neighborhoods and access to existing facilities via trails and sidewalks. New school facilities should be integrated into the community to maintain a compact design whereby at least 40% of the children attending a school can access it by walking or biking.
4. **Providing many linkages to neighborhoods (including sidewalks, trails, and roadways).**⁴ People need to have choices for traveling. From the perspective of providing connectivity, well-maintained sidewalks are critical on both sides of arterial and collector roadways. Sidewalks should also be provided on both sides of neighborhood streets. City policy requires a sidewalk on both sides of the street for new developments. Older areas of the City without sidewalk infrastructure are typically required to do so when changes are made to the property. Bike lanes should be provided to traverse the community (refer to Map 5.1: Transportation Plan Map for recommended routes). Curbs must be improved to provide good Americans with Disability Act (ADA) access to and from each block in all directions. Sidewalk maintenance must be addressed to ensure they are used. Evansville has begun to maintain and expand its sidewalk network annually. Funding for these upgrades is included as part of the Capital Improvement Plan.
5. **Designing at a scale to allow residents to walk to local destinations** (i.e. schools, shopping, parks). Walkable communities are designed so most residents have the choice of walking (¼ to ½ mile) to arrive at a community destination (i.e. shopping, schools, parks). In Evansville, as the City has experienced growth in a linear fashion (east-west) walkability has been impaired. Residents living at the outer limits of the community are challenged to walk to destinations within the community. Accordingly, they often prefer to drive. To address this issue, infill development must occur.
6. **Continuing to enforce low speed streets (in downtown and neighborhoods - 15-25 mph common).** To promote a walkable community, motorists must obey speed limits in all areas, but particularly in the downtown, near schools, historic neighborhoods, parks and other public areas, yielding to pedestrians.

² Based on the information available from Walkable Communities, Inc., as prepared by Dan Burden, a nationally recognized authority on bicycle and pedestrian facilities and programs.

⁴ 74% of respondents to the 2022 Community Survey support using local tax dollars for walking/bicycling trails through and around the community.

7. **Providing convenient, safe, and easy street crossings.**

Successful downtowns have frequent, convenient, well-designed street crossings. Pedestrians using these areas rarely have to walk more than 150 feet from their direct lines-of-travel to reach crossings. People crossing at intersections, whether signalized or not, rarely wait more than 30 seconds to start their crossings.

The primary challenge in Evansville is the volume of traffic along USH 14, Main Street, and STH 59/213. These high traffic volumes can be intimidating to pedestrians. Improved crossings, (i.e. Bump outs to reduce pedestrian crossing width, mid-street crossing downtown (away from the traffic on USH 14 and STH 59/213), and surface treatments (i.e. colored/stamped concrete to clearly demarcate crossing locations, lighting, and paint striping) can help to address these issues. It is vitally important for the City to work with the Department of Transportation to ensure any road projects on state roads include adequate pedestrian improvements.

8. **Providing inspiring and well-maintained public streets.**

Streets in a walkable community are attractive, balanced, colorful, with sidewalks, planter strips, and handle a diversity of needs. Many streets allow on street parking and larger volume streets often include bike lanes. Homes and buildings are brought forward, relating to the street. These amenities and design elements provide an attractive, inviting place for walking. Evansville's street and sidewalk maintenance budget will need to be increased to achieve the street maintenance necessary to achieve these goals.

9. **Integrating land use and transportation.**

In walkable communities, residents understand and support compact development, urban infill, integral placement of mixed-use buildings, and mixed income neighborhoods. People understand that small, local stores help create community as well as convenience. Residents desire and find ways to include affordable homes in most neighborhoods. All residents feel they have choice of travel modes to most destinations. Most people live within walking distance - 1/2 mile (with the majority within 1/4 mile) - of 40% of the services and products they need on daily or weekly basis. These services include small grocery, pharmacy, hardware, bank, day care, dry cleaning, post office and other essential services.

During the public workshops held on January 15, 2004, many Evansville residents, business owners and other community stakeholders expressed support for these principles. Specifically, they supported notions of compact development, improved local business choices to meet basic needs, and mixed use neighborhoods. The results of the 2014 community survey and 2015 visual preference survey further support these principles,



FIGURE 5M: CURB EXTENSIONS OR BUMP OUTS AT INTERSECTIONS REDUCE THE CROSSING DISTANCE FOR PEDESTRIANS AND SLOW TRAFFIC, INCREASING CROSSING SAFETY, ESPECIALLY FOR THOSE WITH PHYSICAL LIMITATIONS.

Source: Richard Drdul, Flickr.

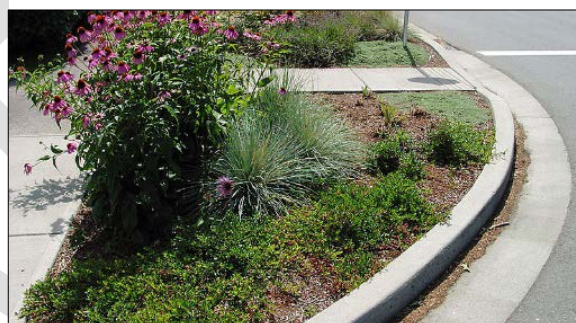


FIGURE 5N: LANDSCAPING CAN ADD COLOR AND ATTRACTIVENESS TO TERRACES, CURB EXTENSIONS, AND ROUNDABOUTS. THE FIRST IMAGE WAS HIGHLY RATED IN THE 2015 VISUAL PREFERENCE SURVEY.

Source: Richard Drdul, Flickr.

adding support for land use and transportation connections, developing at a walkable scale, and inspiring local streets.

C. Ice Age Trail

The City of Evansville should continue to work with organizations to facilitate the planning and implementation of the Ice Age Trail routing through Evansville. An interlinked network of trails would provide residents opportunities for a wide array of trail-oriented recreational pursuits, such as hiking and biking, as well as safe and convenient access to major local activity centers. It is important for the City of Evansville to continue coordinating with the Ice Age Trail Alliance and the National Park Service to complete this valuable recreational amenity. While the Ice Age Trail typically prohibits bicycles, it may present an opportunity for coordination to establish a parallel bicycle trail within the Ice Age Trail corridor. This presents an opportunity to establish a regional trail connection to Janesville, which could ultimately serve as a hub to other trails leading to surrounding communities such as Beloit and Milton. Additionally, the Ice Age Trail will bring a National Park Service amenity to Evansville's recreation portfolio.

D. Bicycling Infrastructure

Bicycle infrastructure is important to increase safety for bicyclists. A study by the Wisconsin DOT showed that approximately 57% of urban motor vehicle-bicycle crashes in Wisconsin result from a motorist error.

Research conducted by Portland State University identified four types of transportation cyclists: strong and fearless, enthused and confident, interested but concerned, and no way no how. As

depicted, interested but concerned cyclists make up the majority of the population, and many agencies agree that bicycle facilities should be targeted at this group of potential bicyclists. Three major factors affect the comfort and safety of bicyclists, including the speed differential between bicyclists and motorists, the amount of separation between bicyclists and motorists, and the amount of traffic.

Bicycle infrastructure and other road improvements can address the three aforementioned factors. Shared Use Path development is a priority. Local paths are needed to provide additional choices for pedestrians, cyclists and outdoor enthusiasts. Shared Use Paths are designated off road facilities for nonmotorized users such as pedestrians, bicyclists and rollerbladers. These can be used to supplement and enhance other types of facilities in a network of bicycle facilities, provide shortcuts between cul-de-sac streets, provide recreational opportunities, or provide access to areas that are otherwise limited to motor vehicles, such as limited access highways.

Ideally, shared use paths are located in off-road locations. Paths can be located in the right of way adjacent to a road where there is very little cross traffic, however when intersections are common it increases the likelihood of crashes.³ As such, it is important to use design guidelines that are based on safety research, such as the Federal Highway Administration (FHWA) endorsed NACTO (National Association of City Transportation Officials) *Bikeway Design Guide* to decide which facilities to use and where to site these facilities.

Bicycle facilities encourage residents to take more trips by bicycle and enhance their quality of life. Bicycle facilities also serve as economic development by increasing bicycle tourism. Research has demonstrated that bicyclists

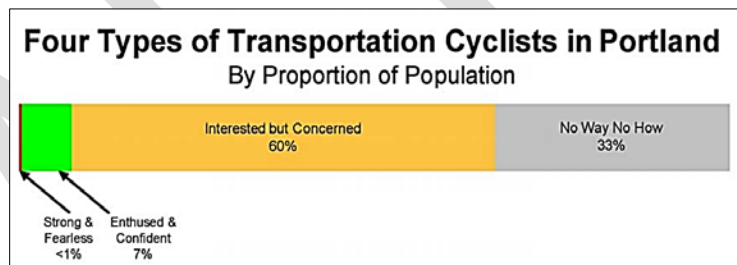


FIGURE 5O: FOUR TYPES OF CYCLISTS.
Source: Portlandoregon.gov

³ Amsden, Michael and Thomas Huber. June 2006. *Bicycle Crash Analysis for Wisconsin Using a Crash Typing Tool (PBCAT) and Geographic Information System (GIS)*. Wisconsin Department of Transportation Research, Development & Technology Transfer. Final Report No. 0092-05-08.

tend to spend more money per visit at local businesses than motorists. Ideally, bicycle facilities would traverse the City to link together residential areas, parks and recreation facilities, schools, the downtown, and other commercial areas. Potential routes are illustrated on Map 5.1: *Transportation Plan Map*. This includes on-road facilities such as bike lanes, shared lane markings, routes, and paths.

This city seeks to provide a combination of trails, sidewalks, and bicycle routes to connect destinations within and around the City of Evansville, including:

- The downtown;
- City parks;
- The east side shopping area;
- Regional trails in the area;
- Other recreational and open space areas within and beyond the City;
- A ring trail around the current perimeter of the City.

The general location of these planned trail corridors is illustrated on Map 5.1: *Transportation Plan Map*. The City should begin to seek funding to plan for and develop sections of the trail that are not required to be installed by developers.

There is the potential to establish additional trails - particularly in newer areas of Evansville that have greenspace dedicated for stormwater management. Through the subdivision review process, Evansville has worked with developers to locate these areas adjacent to one another. Over the long-term the vision is to create a network of greenways through Evansville. While the primary purpose of these corridors is to control stormwater, secondary opportunities include their use as wildlife corridors and as a potential greenway trail network.

Bicycle infrastructure improvements are not limited to road improvements and trails. Adequate parking, lighting, signage, and commuter facilities are also important determinants of bicycle friendliness. As such, these improvements should be studied and pursued. Evansville's zoning code is an important tool to improve other bicycle infrastructure, such as requiring adequate bicycle parking in commercial districts and for multifamily housing.



FIGURE 5P: EXAMPLE OF INADEQUATE BICYCLE PARKING IN THE DOWNTOWN.

The repeal of Wisconsin's Complete Streets policy as part of the 2015 Wisconsin Biennial Budget has also created the need for Evansville to be more proactive in supporting bicycle and pedestrian infrastructure to improve the quality of life for its residents and visitors. The Wisconsin DOT is now prohibited from including bicycle and pedestrian ways as part of a highway project that uses state funds, unless the governing body of each municipality in which the project will occur has adopted a resolution authorizing the DOT to establish a bikeway or pedestrian way. Evansville should also adopt a municipal level complete streets policy to ensure safe facilities exist for bicycles and pedestrians in all projects that occur within the City.

E. Improving Mass Transit Choices

The 2022 Community Survey revealed some support among residents of Evansville for increased public transit options to nearby metro areas. Within the individual comments of the survey, some pointed out that residents with mobility issues have limited options within the community. Additionally, rising gas prices are likely to generate interest in transportation alternatives.

To address these challenges and the desires of Evansville residents, Evansville should work to establish both local and intercity transit services. These services could include Bus Rapid Transit, Autonomous Vehicles, or rideshare services such as Uber. This includes identifying potential intercity transit stops or stations, requiring pedestrian friendly and walkable development around transit corridors, and encouraging higher density development within walking distance of potential stops.

Higher density development increases the viability and effectiveness of transit and allows more people to walk to transit, reducing congestion on local streets. Without higher density Transit Oriented Development around transit corridors, the likelihood that there will be enough users to support transit service is lower. The greatest density should exist in the core of the transit corridor, directly adjacent to transit stops. This includes apartment buildings, townhouses and mixed use buildings with apartments on the upper floors.

There is also an opportunity to establish a park and ride in Evansville to support commuters that want to carpool. The Wisconsin Department of Transportation has completed a comprehensive regional park and ride study in 2015, with Evansville identified as a potential location for future park and ride investments. The study has identified the intersection of WIS 59 at US 14 as a potential location primarily due to Evansville's strong vanpool activity. The city prefers the establishment of an official park and ride lot located within the City of Evansville; adjacent to mixed use or traditional neighborhood centers identified in Map 10.1: Future Land Use map. A park and ride located within Evansville will help the City accomplish their goals of improving transportation options in the downtown area and increasing the visibility of local businesses.

Recently, Amtrak has started the process of adding a new rail line that would link Milwaukee and Madison, with further connections to the Twin Cities and other routes around the United States. While this line is unlikely to extend to Evansville, the City would support being part of a bus connection to the Madison rail stop.

F. Maintaining Freight Service

The Union Pacific Railroad corridor is a vital part of the City's transportation network. It provides the infrastructure necessary to support several existing businesses and is one of the City's most important assets for attracting new and expanded economic development. Accordingly, freight service must remain in Evansville. Service can be further improved if freight service is reestablished to the north between Evansville and the joint Oregon-Fitchburg business park. This corridor would re-establish an important economic link between Evansville and Madison, in addition to reducing freight distances between Oregon-Fitchburg and Janesville. It is also important to maintain heavy truck routes between destinations to provide for truck freight travel.

G. Local Street Design and Connectivity

Because of Evansville's natural and man-made geography and past development patterns, there are few corridors for moving traffic along the east-west direction of the City. For example, a new street around the north end of Lake Leota connecting USH 14 near the City's northern limit with CTH C near the City's northwestern limit would alleviate traffic congestion at the intersections of Main and Madison Streets and Madison and Union Streets. In addition, completing 6th Street and/or 7th street so that they are continuous from Croft Road in the south to CTH C in the north would aid traffic flow on the developing west side. Similarly, if residential development begins along Cemetery Road, there will need to be a better street connection from the north end of Cemetery Road to USH 14.

It is also important to address street connectivity within Evansville's future growth area through Evansville's extraterritorial powers. Town of Union development on the northeast side of Evansville has disconnected local streets that will create congestion, longer travel times, and reduce walkability for most development that occurs beyond Evansville's current northeastern boundaries.

To address some concerns, Map 10.1: *Future Land Use Map* illustrates a new alternative route to connect development on the east side of the City to USH 14. Accordingly, the *Future Land Use Map* designates additional development to occur primarily on the east and north side of the City, rather than only the west side. This recommendation is based on environmental and man-made limitations that effectively prevent the development

of a north side connection route to USH 14 for residents living on the west side of the City. This map serves as a guide for determining where main connections should be provided.

The design of streets should be addressed as well. As mentioned earlier in the plan, the excessively wide streets in new developments lead to increased vehicle speeds and decreased safety for users of the streets. Road width should be decreased for future streets, especially those that serve primarily local traffic. Other traffic calming measures can be used as well to increase the safety of those roads. Additionally, respondents to the 2015 Visual Preference Survey rated images with narrow streets highly, demonstrating that they are more visually appealing, having a positive effect on property values.

It is important for the City to work with the Wisconsin Department of Transportation on designating local access points on State highways to improve the local transportation network and reduce congestion.

H. Economic Development

Rock County has identified the STH 59/213 corridor from Evansville to Beloit as a scenic drive. This corridor presents an opportunity to promote tourism between Beloit and Evansville. Visitors along the route have the opportunity to drive to Evansville and take advantage of its restaurants, parks, and other amenities. The community is not capitalizing on the opportunity at this time.

Similarly, the establishment of regional trails, particularly a bicycle trail on the old rail bed between Evansville and Beloit, are potential tourist opportunities. Such a trail would not only improve local recreational choices, but would also generate economic spin-off effects for local businesses through tourist use of the trail. Likewise, a walking trail could be established to link new commercial development along the west side of Union Street and the downtown. Shops on the west side of Union Street could have two storefronts: one facing Union Street and the other facing the walking path along the railroad tracks. The shops on the west side of Union Street could pull drivers off USH 14 and the walking trail could direct them to the downtown to do more shopping and eat at local restaurants.

I. Safety

During the planning process residents raised some concerns with respect to safety. Following are some examples of improvements that can enhance the safety of transportation facilities:

- Narrow streets
- Connected local streets in a grid pattern
- Short blocks
- Street trees and other terrace buffers
- On street parking
- Roundabouts and traffic circles
- Curb bump outs
- Wide sidewalks
- Bicycle lanes
- Different paving materials on the road or at crosswalks

J. Transportation Budgeting

Another transportation issue in Evansville is the concern of road maintenance and improvement costs. These present a major expense and can consume a large share of the limited City budget. The City has a capital improvements plan and budget to help effectively anticipate transportation costs over time. Additionally, the city has a local vehicle registration fee in place that collects a fee during the vehicle registration process with the state.

Another option the City may want to investigate to finance transportation improvements is a transportation utility. A transportation utility is similar in concept to a stormwater utility, but deals specifically with transportation infrastructure. That includes design, construction and reconstruction, operation and maintenance of streets, sidewalks, street lighting, signalization and signage in rights-of-way. These are all on-going activities that Evansville currently pays for with special assessments for new street construction, limited state and federal aids and general revenue from local property taxes. The transportation utility raises revenue by charging all property owners based on the amount of traffic their property generates.

VIII. Transportation Element Goals and Objectives

These Transportation Element goals and objectives serve as a way to put the vision statement into action, through a series of to dos. Below are Goals and objectives for the Transportation Element Chapter:

Transportation Goal #1			
Maintain and improve City roads in a timely and well-planned manner.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. In accordance with state law, using WISLR and PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.	Municipal Services Department, City Engineer	City Budget	Bi-annual
2. Review the Transportation Plan Map every five (5) years to ensure that it accurately reflects changes indicated on the City's Official Map and current development plans.	Municipal Services Department, City Engineer, Plan Commission	City Budget	2027 2030, 2035
3. Research and consider creating a transportation utility to finance road maintenance and system improvements.	City Administrator & M.S Committee, Common Council	City Budget	Continuous
4. Maintain 10 Year Capital Improvement Program that includes road projects.	Municipal Services Department, City Engineer, Treasurer	City Budget	Continuous

Transportation Goal #2			
Promote a multi-modal transportation system for equitable, efficient, safe and convenient movement of people, goods, and services.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. To capitalize on its proposed proximity to the Ice Age Trail and potential regional trails, Evansville should coordinate with Rock County, the Town of Union, Town of Magnolia and the WDNR to pursue trail connections between the Ice Age Trail and the City of Evansville and the development of other regional trails.	Park & Rec. Board, Economic Development Committee, Community Development Director, National Park Service, Ice Age Trail Association	WDNR Recreational Trails Grant Program	Continuous

2. Consider opportunities for establishing a multi modal trail on the old rail bed extending to Beloit.	WisDOT, Park & Rec. Board, Economic Development Commission, Community Development Director	WisDOT Transportation Alternatives Program	Continuous
3. Seek to encourage county, state, and private investment in the establishment of a commuter and freight rail link along the abandoned portion of the Union Pacific Railroad, north of the City of Evansville to Madison.	WisDOT, MadRep, Town of Union, Village of Brooklyn, Economic Development Committee	WisDOT Transportation Alternatives Program	Continuous
4. Preserve existing rail corridors for future freight rail service.	WisDOT, MadRep, Economic Development Committee, Plan Commission	WisDOT Transportation Alternatives Program	Continuous
5. Coordinate with Rock County and WisDOT when improvements or reconstruction of county and state roads are scheduled, consideration is given to the development of bike paths and trails in accordance with adopted plans.	M.S Dept., Park & Rec. Board, Plan Commission, Community Development Director	WDNR Recreational Trails Grant Program	Continuous
6. Improve the safety and ease of use of the bicycle route system by improving signage and pavement markings (e.g. using shared lane markings on streets designated, creating bicycle lanes, providing destination information on signs, etc.).	M.S Committee	City Budget	Continuous
7. Seek opportunities to expand both on-road and off-road bicycle facilities to better connect more residents with destinations.	M.S Dept., Park & Rec. Board, Plan Commission	City Budget	Continuous
8. Seek opportunities to increase local road connectivity for all users, but especially non-motorized users. Examples include the elimination of cul-de-sacs, connections between dead end roads, or the extension of a walking/bicycling path at the end of existing cul-de-sacs.	M.S Dept., Plan Commission	City Budget	Continuous

9. Adopt a complete streets policy for roads within the City of Evansville, requiring the establishment of bikeways and pedestrian ways with all road projects.	M.S Dept., Plan Commission, Common Council	City Budget	2025
10. Amend the subdivision regulations to require narrower streets, smaller curb radii, reduce the block lengths allowed, and require other measures that improve the safety of streets.	M.S Dept., Plan Commission, Common Council	City Budget	2025
11. Work with developers to ensure all trail easements adequately provide connections to destinations.	Plan Commission, Community Development Director	City Budget	Continuous
12. Rehabilitate and landscape current roundabout to prevent incorrect usage		City Budget	2025
13. Make aesthetic improvements to the transportation system (e.g. landscaping medians, roundabouts, and curb extensions, and integrating landscaping with stormwater management infrastructure.	M.S Committee, Plan Commission	City Budget	Continuous
14. Increase street trees to create a buffer between pedestrian and vehicle traffic		City Budget	2025

Transportation Goal #3			
Create and maintain a uniform and safe system of sidewalks in Evansville.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Update the inventory of all sidewalks in Evansville.	M.S Committee	WisDOT Transportation Alternatives Program, City Budget	Annually
2. GIS Map location of proposed sidewalk connections			2022

3. Distribute an annual report on sidewalk conditions	Common Council, Plan Commission	City Budget	Start 2023
4. Develop and implement a sidewalk connectivity plan for areas of the City that developed without sidewalks.	M.S Committee, Community Development Director, Plan Commission	City Budget	Continuous
5. Upgrade and repair sidewalks that do not have accessible ramps or are in disrepair to ensure those with disabilities can safely travel throughout the city.	M.S Committee	City Budget	Complete by 2028
6. Since sidewalks serve a public benefit, consider amending sidewalk installation and maintenance assessment procedures to reduce the burden on individual property owners.	M.S Committee, Common Council	City Budget	2025
7. Add street trees, benches, and decorative lighting along sidewalks to enhance safety and usability	M.S Committee, Common Council	City Budget	Annually
8. Require installation of decorative street lighting during road construction projects (EG, two per intersection and every 3-4 houses)	M.S Committee, Common Council	City Budget	2023

Transportation Goal #4

Become an active partner in transportation improvements made in the City and surrounding area by Rock County and WisDOT.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide copies of this plan and subsequent updates to WisDOT and Rock County.	City Clerk, Community Development Director	City Budget	2022
2. Coordinate with Rock County during updates to the County Comprehensive Plan to ensure that Evansville interests are represented, with respect to road improvement schedules, public transit choices and trail development.	City Administrator, Community Development Director	City Budget	2025

3. Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along USH 14, STH 59, and STH 213.	City Police Department, Common Council	City Budget	Continuous
4. Adopt a resolution authorizing the use of state funds for bicycle and pedestrian improvements for state road projects.	Common Council		2025

Transportation Goal #5

Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Classify and design the road network according to the function (or type of traffic) that each road is serving as well as the physical environment in which it is constructed.	M.S Committee & City Engineer	City Budget	Continuous
2. Ensure that adequate road systems are planned or in place before approving development plans (e.g. plats for new residential subdivisions).	Community Development Director, Plan Commission	NA	Continuous
3. Adopt financing plans for an additional east-west corridor to collect and move traffic through the City to reduce the "bottleneck" effect on East Main Street.	City Administrator, M.S Committee, Finance Committee, WisDOT & Rock County	City, County & State Budgets	2025
4. Coordinate with Rock County to upgrade nearby county roads (i.e. CTH M and CTH C) to accommodate additional local traffic as important area collector streets.	M.S Committee	County Budget	2025

Transportation Goal #6			
Support the long-term viability of USH 14.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Require mixed use, dense, walkable development along highway corridors	Community Development Director, Plan Commission	NA	Continuous
2. Ensure that proposed new developments along USH 14 include a local parallel street to USH 14 so that USH 14 is not the only accessible street in that area.	Community Development Director, Plan Commission	NA	Continuous
3. Establish preferred locations for a park and ride to provide more commuting options to Madison and Janesville.	Plan Commission	City Budget	2025
4. Create park and ride facility.	WisDOT, Common Council	City Budget	2030

Transportation Goal #7			
Keep residents informed of transportation improvements.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide information about road improvements at public meetings.	M.S Committee	City Budget	Continuous
2. Provide information about transportation improvements on the City's web site, including work schedules and plans.	City Administrator, M.S Committee	City Budget	Continuous
3. Encourage WisDOT to notify residents and businesses of anticipated transportation projects.	City Engineer, City Administrator, Mayor	NA	Continuous

Transportation Goal #8			
Improve transportation amenities downtown.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide trail access points to the downtown to connect the downtown with other areas of the City and regional trail networks.	Park Board, Evansville Redevelopment Authority (ERA), and Civic Groups	WDNR Recreational Trails Grant Program	2028
2. Implement the Allen Creek and North Union Street Redevelopment Master Plan.	Plan Commission, Economic Development Commission, Common Council, Community Development Director, RDA	WDNR Recreational Trails Grant, WisDOT Transportation Alternatives Program, City Budget	2027
3. Design and install a trail along Allen Creek.	City Engineer, Plan Commission, Park & Rec. Board	City Budget	2027
4. Establish potential future transit stops (E.G Buses) and investigate transportation committee creation.	Common Council, Plan Commission, Economic Development Committee, Community Development Director,	City Budget	2025
5. Amend land use codes to ensure adjacent development occurs at an adequate density to support transit.	Plan Commission, Common Council, Community Development Director	City Budget	2025