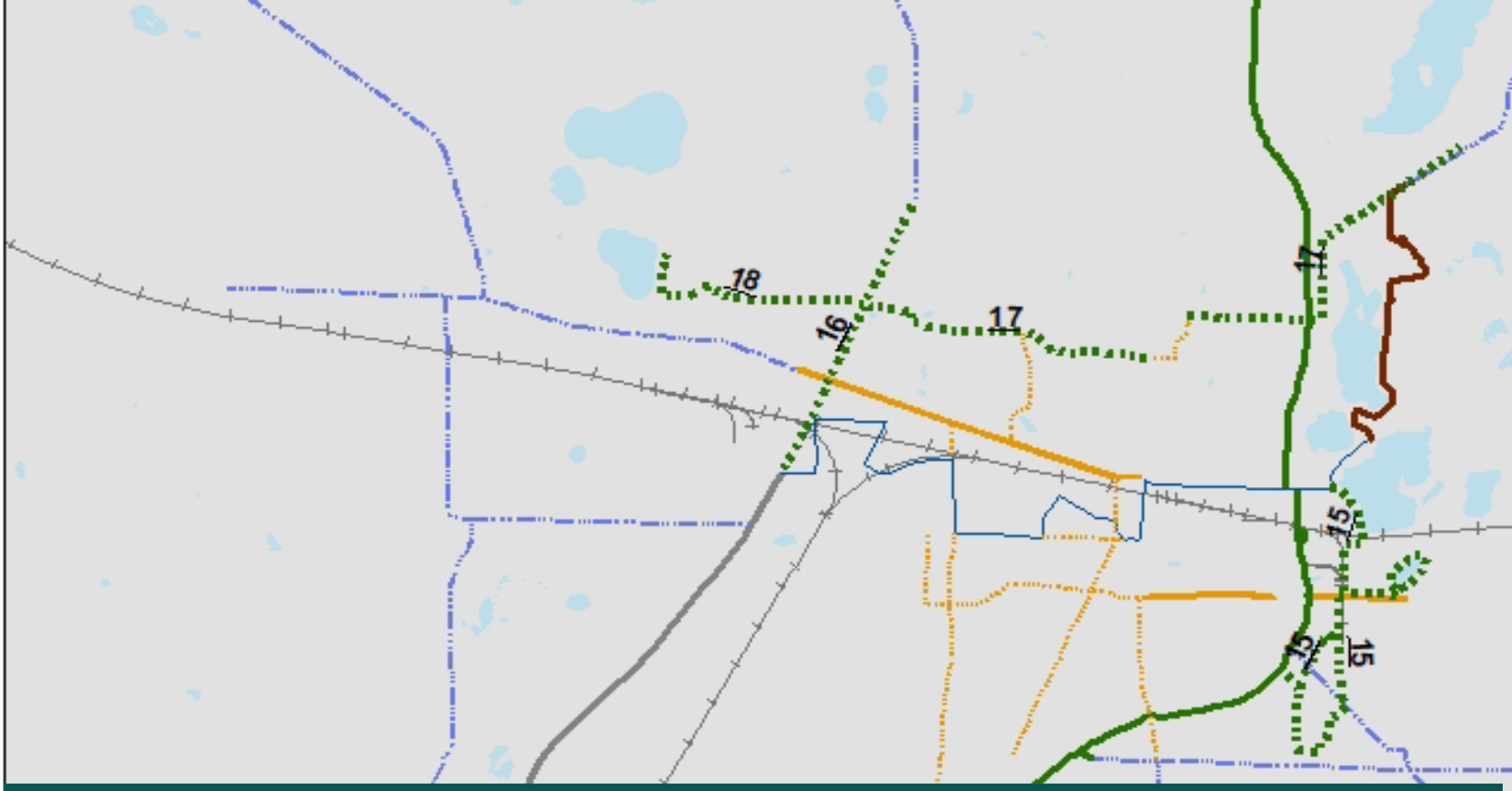
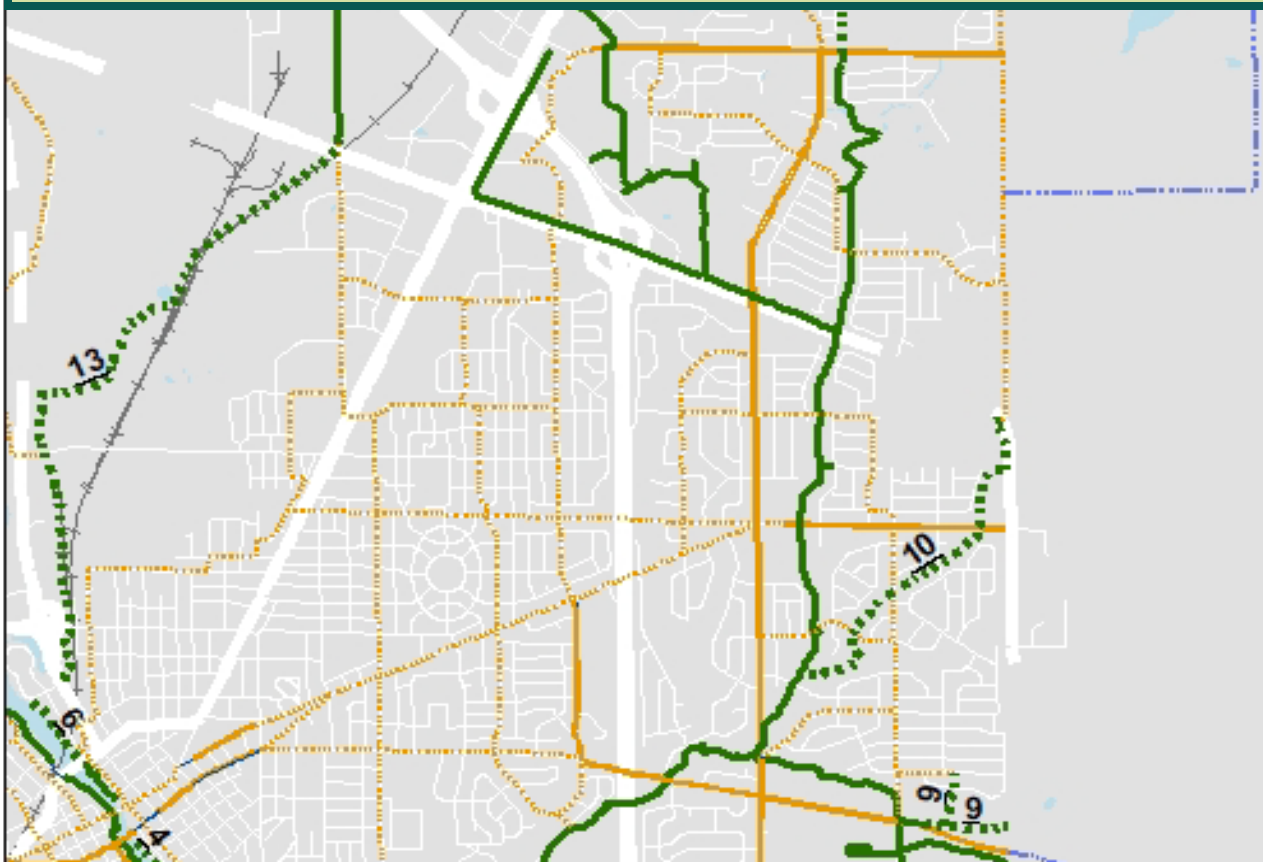


Bicycle & Pedestrian Plan

Janesville Area 2020-2050 Long-Range Transportation Plan (LRTP)

Adopted May 10, 2021



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Chapter One: Introduction & Purpose

Bicycle & Pedestrian Performance & the FAST Act (2015)

Federal funding for bicycle and pedestrian facility improvements is programmed through "Transportation Alternatives" (TA), a set-aside of the Surface Transportation Block Grant.

Goal of the Janesville Area MPO Bicycle & Pedestrian Plan (2020)

"Develop a multimodal transportation network within the Janesville Metropolitan Planning Area that accommodates all modes of transportation, reduces automobile dependency, and increases transportation choices for commuting and recreational purposes."

The *Janesville Area MPO Bicycle & Pedestrian Plan* serves as the long-range action plan for the development and construction of on- and off-street bicycle and pedestrian facilities within the Metropolitan Planning Area (MPA). The Plan proposes extensions to the existing trail system along the Rock River and throughout the expansive greenbelt areas within the MPA. The Plan also continues the development of a recognizable on-street network designed to promote bicycle use and safety for cyclist travel on arterial roads. This Plan provides an overview of existing and funded street and mixed-use trail projects, outlines goals and objectives for enhancing multimodal travel and recreation within the MPA, and illustrates an improvement program for implementation between 2020 and 2050.

The *Janesville Area MPO Bicycle & Pedestrian Plan* was initially developed for several reasons including the following:

- Respond to increased public interest in trails, walkways, and on-street bicycle facilities;
- Define corridors where bicycle and pedestrian accommodations would most benefit the community;
- Document existing strengths and weaknesses of the current system and policies guiding active transportation planning in the MPA; and
- Address the goals of the *FAST Act* pertaining to non-traditional modes of transportation and requiring MPOs and States to develop transportation plans that account for bicycle and pedestrian programs and projects.

During the course of updating this plan, the League of American Bicyclists awarded the City of Janesville a Bronze-Level Certification as a Bicycle Friendly Community (BFC). This Plan illustrates strategies to support and bolster this prestigious distinction for the City.

Goals & Objectives

The Janesville Area's existing bicycle and pedestrian system provides a strong foundation for improving mobility and offering an enjoyable form of recreation. This plan seeks to encourage and provide for continued growth in the number of trips taken by bicyclists and pedestrians for all transportation purposes while also maintaining proper safety standards. The combination of off-road trails, on-street bike lanes, shared roadways, and pedestrian facilities are necessary to offer a balanced transportation network that serves the needs of all potential user groups. The following goals and objectives reflect what the MPO expects to accomplish over the next thirty years in regards to developing an effective and efficient bicycle and pedestrian network.

The following objectives are set to achieve the adopted goal of the Plan:

Table 1: Bicycle & Pedestrian Plan Goal & Objectives

GOAL: Develop a multimodal transportation network within the Janesville Metropolitan Planning Area that accommodates all modes of transportation, reduces automobile dependency, and increases transportation choices for commuting and recreational purposes.	
1	Develop an on-street and off-street bicycle facility network that serves as a viable transportation option for beginning-to-advanced bicyclists.
2	Provide bicycle and pedestrian facilities between residential areas, and existing and planned employment and commercial centers, school facilities, parks and recreational facilities, and other public facilities.
3	Encourage and facilitate the provision of appropriate end-trip facilities such as bike racks, lockers, and showers at employment, commercial, and public centers.
4	Provide cyclists with safe and convenient travel by developing "bicycle friendly" corridors and well-designed streets to accommodate both motorized and non-motorized modes of transportation.
5	Coordinate public planning, programming, events, and advocacy with local and regional bike and pedestrian-focused organizations and groups.
6	Gain input from bicyclists, transit-users, blind and visually impaired community, and the public in the planning and development of bicycle and pedestrian facilities.
7	Develop and support educational and safety programs for all ages and abilities to promote bicycle and pedestrian safety and encourage more walking and biking for the health, financial, and environmental benefits that they offer.
8	Educate all users on the rules of the road and encourage active enforcement of existing laws for motorists, bicyclists, and pedestrians regarding the rights of all transportation users.
9	Support the goals of the Wisconsin Department of Transportation's "Zero in Wisconsin" campaign to prevent future bicycle and pedestrian-related deaths, with a focus on high-conflict areas and intersections.

Table 1: Bicycle & Pedestrian Plan Goal & Objectives	
GOAL: Develop a multimodal transportation network within the Janesville Metropolitan Planning Area that accommodates all modes of transportation, reduces automobile dependency, and increases transportation choices for commuting and recreational purposes.	
10	Incorporate “complete streets”-style concepts for regional and local roadways whenever appropriate and feasible by planning for and considering the needs of all users within the existing transportation system and in new developments including roadway surfaces, safety, intersection design, and roadway widths.
11	Create an environment of respect and cooperation amongst motorists, pedestrians, bicyclists, and transit-users through education, public awareness campaigns, and community outreach.
12	Encourage and attract more people to walk and bike through investing in bicycle and pedestrian amenities such as benches, bike racks, wayfinding signage, restrooms, water-bottle filling stations, bike repair stations, lighting, maps, etc.

Chapter Two: Existing Conditions

This chapter of the *Bicycle & Pedestrian Plan* documents in detail the existing conditions of the bicycle and pedestrian network in the MPA by municipality and trail system.

Rock County

Rock County has recreational trails in several of its parks, including Beckman Mill, Carver-Roehl, Gibbs Lake, Happy Hollow, Lee, and Magnolia Bluff. In addition, the Pelishek Nature Trail from Clinton to Allens Grove, the Ice Age Trail Connection between Janesville and Milton, and the Glacial River Trail from Janesville to Fort Atkinson provide regional off-road trail connections.

Rock County is a crucial partner in multi-stakeholder efforts to connect the Cities of Janesville and Beloit, and Janesville and Milton. Rock County was a planning stakeholder in the development of the *Beloit to Janesville Bicycle Corridor Plan and Feasibility Study* conducted in 2012 by SAA Design Group. Rock County is also expected to be a key partner in fulfilling the connection between the Ice Age and Glacial River Trails between the Cities of Janesville and Milton. The *Parks, Outdoor Recreation and Open Space Plan* serves as the blueprint for continued development and maintenance of the County's Trail System.

The Rock River Trail

The Rock River Trail is the first U.S. Department of the Interior-designated "National Water Trail" in Wisconsin and Illinois in an effort to preserve, restore, and recognize the Rock River's natural and historic attributes. The Rock River Initiative was established to support water and terrestrial routes along the 320-mile Rock River from its headwaters in Fond du Lac County to the Mississippi River in the Quad Cities. The vision of the initiative is to promote the Rock River for recreational paddling, hiking, biking, and scenic driving experiences. The signed on-road bicycle route was determined with consultation with local bicyclists. This section of the plan integrates and adopts the Rock River Trail's on-road recommended bicycling route through Rock County.

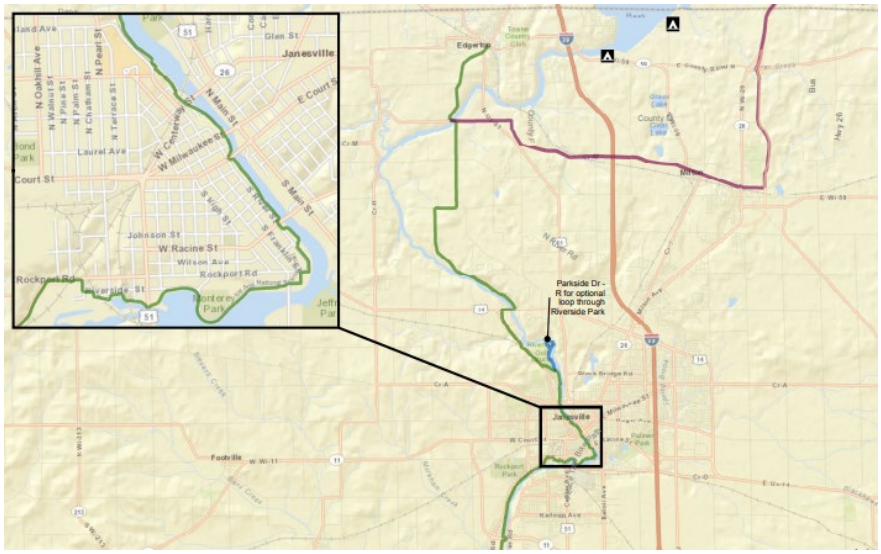


Figure 1: *Illustration of the Rock River Trail through Wisconsin and Downtown Janesville. Source: Rock River Trail.*

The Ice Age National Scenic Trail

The National Park Service (NPS) serves as the lead agency in the effort to develop the Ice Age Trail as an off-street trail through Rock County. Partners in the planning effort include Rock County Parks and Land Conservation Departments, the Ice Age Trail Alliance, the Janesville Area MPO, the Wisconsin Department of Natural Resources, and other interested individuals. The planning effort builds upon the certified miles within Janesville and Milton and seeks to connect to Magnolia Bluff County Park on the west side of Rock County and Clover Valley State Wildlife Area on the east side of the County. The Ice Age Trail Planning effort is currently developing a preferred corridor in consultation with individual landowners and municipalities as of the adoption date of the LRTP.

City of Beloit

The City of Beloit is located immediately south of the Janesville MPA – the State Line Area Transportation Study (SLATS MPO) provides planning services to the Beloit MPA as the designated MPO for the Cities of Beloit and South Beloit, the Village of Rockton, and the Towns of Rockton, Beloit, and Turtle. Due to the close proximity between the two MPAs, it is important to note the findings and recommendations of the *Stateline Area Bicycle and Pedestrian System Plan* (2017).

SLATS' *Bicycle and Pedestrian System Plan* was initially adopted in 2004, but subsequently amended in 2010 and again in 2017. The States of Wisconsin and Illinois, and the Counties of Rock and Winnebago were involved in the plan development. SLATS is a partner in the multi-stakeholder effort to connect the Cities of Janesville and Beloit with regional off-road trail and participated in the previously mentioned *Beloit to Janesville Corridor Plan and Feasibility Study.*

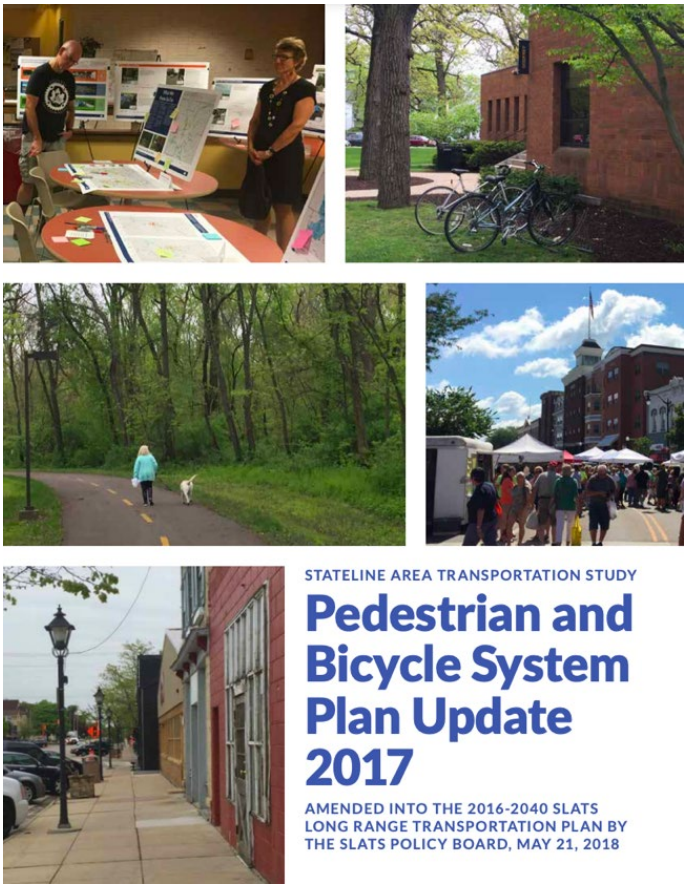


Figure 2: *The Beloit Area's latest Bicycle & Pedestrian Plan. Source: SLATS MPO, 2017*

City of Milton

The City of Milton hosts a linkage to the Glacial River Trail (a regional trail that parallels STH 26 and extends from Janesville to Watertown). The Ice Age National Scenic Trail also passes through the City, following local streets from W. High Street on the west side, to Storrs Lake Road on the east side. The on-road network consists of bike lanes on Madison Avenue and STH 59. Additionally, Milton has roughly three miles of on-street bicycle lanes.

City of Janesville

The City of Janesville boasts over thirty miles of off-road trail. Much of the network is along the linear open space corridors fronting the Rock River and Spring Brook. **Map 1** shows existing and funded trails. Additionally, Janesville has roughly twenty miles of designated on-street bicycle lanes within city limits, with paved shoulders extending beyond. **Map 2** demonstrates that both Milton and Janesville have made significant progress in establishing bike lanes through reconstructing and retrofitting existing streets where appropriate.

Bicycle & Pedestrian Activity in the Janesville MPA

Unlike for other modes of transportation, it is comparatively difficult to determine the real amount of bicycle and pedestrian trips taken, as U.S. Census data only provides work commute data. Census data in this regard is very limiting, as the FHWA's 2017 National Household Travel Survey (NHTS) indicates that only 12.3% of bicycle trips and 7.9% of pedestrian trips were for work commutes. WisDOT partnered with FHWA to generate MPA-specific survey data as part of the 2017 NHTS. In the Janesville MPA, it is estimated that only about 3.4% of bicycle trips and 12.0% of pedestrian trips were for work commutes. **Table 2** below demonstrates all trip purposes indicated within the Janesville MPA in the 2017 NHTS:

Table 2: Reasons for Bicycle & Pedestrian Trips in the Janesville MPA, 2017

Activity	Bike	Walk
Home	49.8%	35.6%
Work	3.4%	12.0%
School/Daycare/Religious Activity	13.0%	6.2%
Shopping/Errands	--	10.5%
Social/Recreational	11.3%	19.0%
Transport Someone Else	--	6.5%
Meals	22.6%	2.1%
Other	--	8.2%
Total Trips	**1,097**	**8,704**

Source: National Household Travel Survey, FHWA, 2017

In 2010, the Janesville Area MPO developed a standard methodology for counting and surveying users on the City of Janesville's off-road trail network. The survey asked questions about purpose for using the trail (school, work, recreation, etc.), age, safety, how the user got to the trail and number of

miles traveled to get to the trail as well as opinion questions such as level of satisfaction, destinations the trail should serve, and trail improvements. The survey also asked questions about frequency of use in the summer months versus winter months, which were used in conjunction with trail counts to develop an estimate of total annual trail trips on the system. The annual trail usage for 2010 was estimated to be about 200,000 trips.

Since 2010, the MPO has conducted these Trail User Surveys triennially. The most recent of these surveys was conducted in 2019. Annual trail usage was estimated to be just over 390,000 trips, suggesting a notable increase in bicycle and pedestrian travel on Janesville City Trails.

Corridors used by bicyclists and pedestrian typically link major generators and activity centers. Both schools and recreational facilities serve as destinations for a large number of bicyclists and pedestrians in Janesville and Milton. **Map 3 and Map 4** shows the locations of existing trip generators and destinations throughout the MPA.

Recommended Projects from 2015-2050 LRTP Completed or Committed

1) **Downtown Bicycle/Pedestrian Bridge between the Milwaukee and Court Street Bridges** – The City of Janesville, with private sector funding, completed construction of a downtown bicycle/pedestrian bridge over the Rock River between the Milwaukee and Court Street Bridges in 2020, providing connectivity that was previously lost through the removal of a parking deck that spanned the Rock River.

2) **Downtown Riverwalk Town Square** – Since the adoption of the previous LRTP, the City of Janesville completed new bicycle/pedestrian Riverwalk and modified existing Riverwalk along the east and west sides of the Rock River in the downtown area. The City also established Riverwalk between Milwaukee Street and Court Street.

3) **Spring Brook Trail – Sheiffer Park** – The City of Janesville completed an extension of the Spring Brook Trail north from its former terminus at Sandhill Drive within a planned greenbelt area through Sheiffer Park (formerly “Northeast Regional Park”) to Rotamer Road in 2019.

4) **Crossridge Park Trail Extension** – The City of Milton completed this paved trail extension, connecting the existing trail to the YMCA, providing easier access for users to reach park amenities.

Committed: Highway 14 West Connection: Deerfield Drive to Milton Avenue – WisDOT will make connections in the area of the USH14 (Humes Road) and STH 26/Milton Avenue interchanges as part of the I-39/90 reconstruction project in 2022, and thus is a committed project. Either sidewalk

or asphalt trail will make connections to existing networks. For the purposes of the plan, this connection is treated as an existing trail.

Figure 3: View of the "Resilience" Bicycle & Pedestrian Bridge in Downtown Janesville, designed by Alabama-based sculptor Deedee Morrison. Source: Janesville Area Convention & Visitors Bureau

Chapter Three: Public Planning Process

The Janesville Area MPO prepared the Bicycle & Pedestrian Plan in accordance with the Public Participation Plan with additional public involvement opportunities designed specifically for this plan update. It is critical to note that public participation to inform the plan was conducted during the 2020 COVID-19 Pandemic, effectively rendering in-person workshops that have informed past plans impossible. Therefore, a virtual platform for public participation informed the 2020 planning process through Social Pinpoint, an online engagement platform to engage community input in the planning process. After the formal comment period closed on August 31st, 2020, Social Pinpoint reported that there were 4,104 total visits to the site, made by about 900 unique users. This does not include the numbers of participants who called, emailed, or sent mail to comment on the plan.

The City of Janesville assisted the Janesville Area MPO in actively promoting Social Pinpoint through press releases. Both major newspapers in the Janesville Area – the Janesville Gazette and the Milton Courier – also advertised the opportunities for public comment.

The MPO's engagement process had four options for participation:

1. **Interactive Map:** The first (and easily the most popular) form of engagement was the interactive map, which portrayed all existing and proposed on-road and off-road bicycle facilities within the MPA. Participants could drag a pin anywhere on the map to leave a comment on 1) something they liked; 2) an idea or suggestion; and 3) an area that needs improvement).

   Participants also had the option to "like" or "dislike" comments made by others, similar to action on social media platforms such as Facebook.

   Respondents left a total of 149 individual comments on the interactive map. This count does not include the many "likes" and "dislikes" made on comments.

2. **Existing Planned Trail Projects Priority Ranking**: Participants had the option to rank the top five trails that they felt the MPO should focus on building in the next ten years. In total, 59 participants submitted their rankings.

3. **Fiscal Prioritization Exercise**: This exercise was more generalized, and meant to gain input as to what types of improvements should be a priority within the MPA. In total, twenty people participated. Each participant has a hypothetical allocation of $100, and can allocate parts of those $100 to various improvements as they saw fit. Improvement options were as follows:

    a. **Off-Street Facilities**
    b. **On-Street Facilities**
    c. **Drinking Fountains**
    d. **Bike Routes (signs designating route and providing direction)**
    e. **Re-Paving and other improvements to local roads**
    f. **Benches**
    g. **Bike Repair Stations**
    h. **Bike Wayfinding signs**
    i. **Safer crossings at streets**
    j. **Bike racks**
    k. **Kiosks with maps**

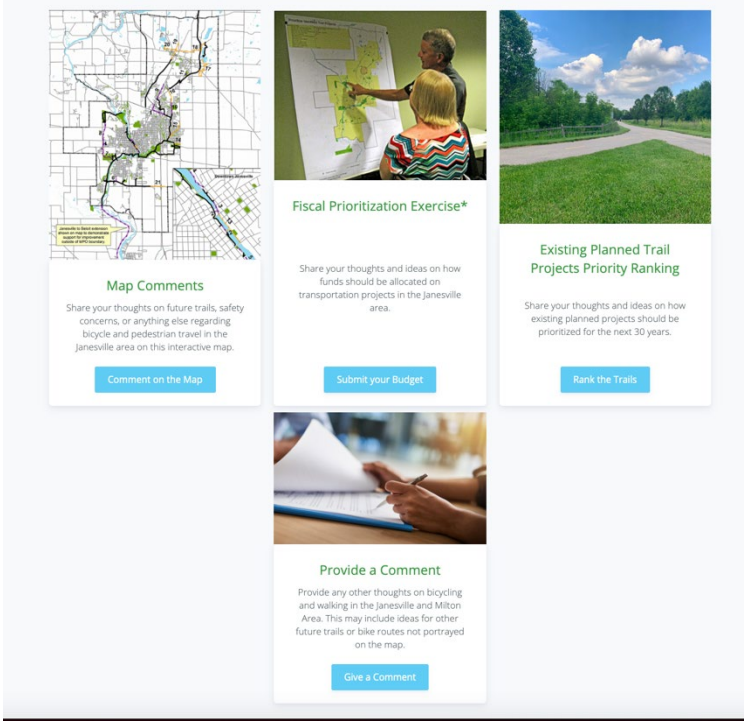


Figure 4: Social Pinpoint list of activities for public participation.

4. **Comments through other means**: Participants also had the option to participate by leaving a stand-alone text comment on the online platform, submit an email comment, phoning in to leave a comment, or to mail a comment via the US Postal Service. Over fifty comments were provided via these means.

Budget Results

For the top priority for stakeholders and participants in the public engagement process, an effective tie existed between re-paving and other improvements to local roads (25% of all allocated dollars) and off-street facilities (23% of all allocated dollars). On-street facilities followed in a close second

place (18% of allocated dollars), and established bike routes received twelve percent of all allocated dollars. Improvements receiving less than ten percent each of allocated dollars were as follows:

- Safer Crossings at Streets (9%)
- Bike Wayfinding Signage (3%)
- Benches (2%)
- Bike Racks (2%)
- Bike Repair Stations (2%)
- Kiosks with Maps (2%)

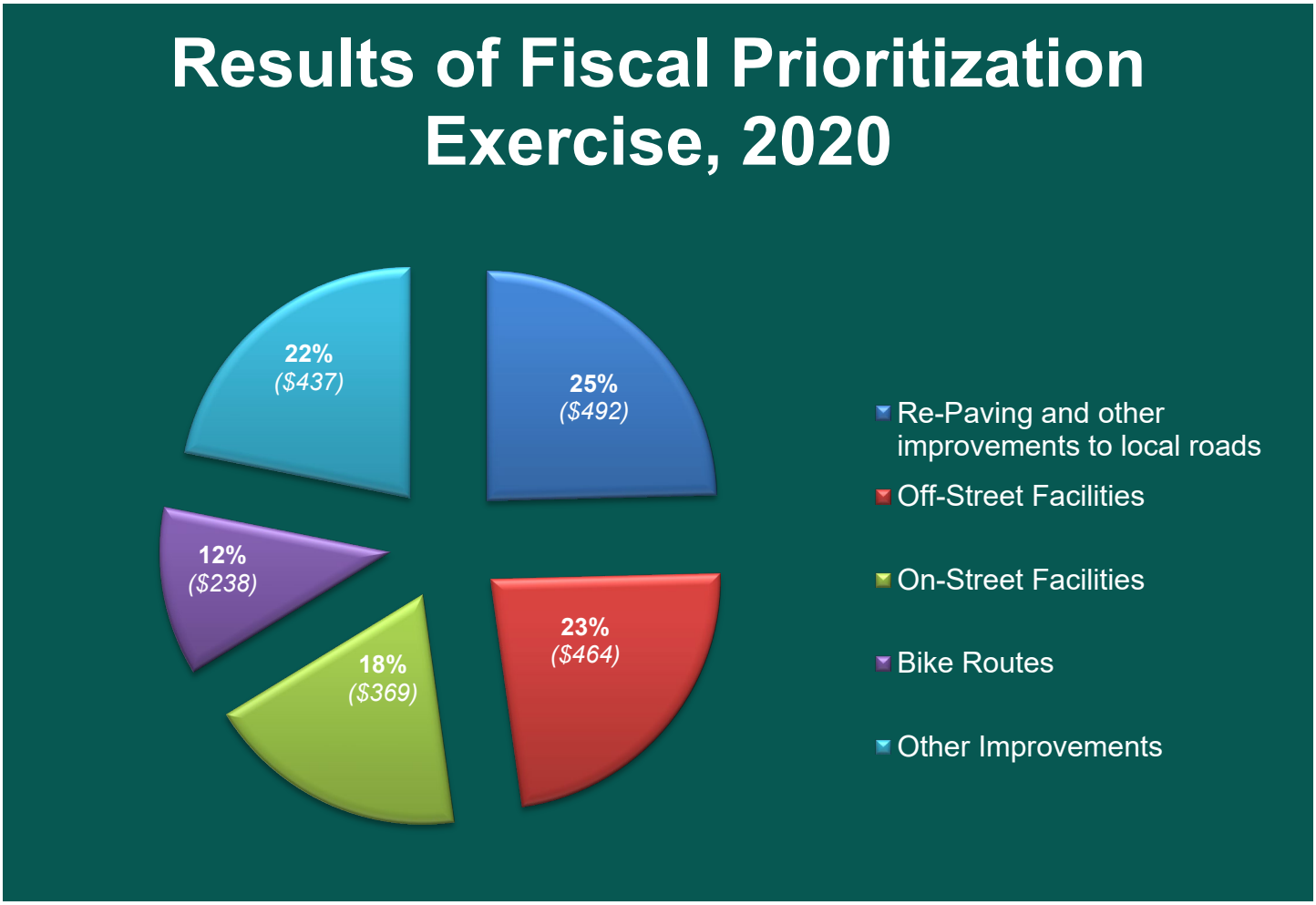


Figure 5: Synthesis of Public Input for Fiscal Prioritization. Source: MPO, 2020.

Off-road Trail Priority Rankings

As illustrated above, the public participation process asked participants to rank their top five future trail projects listed in the previous iteration of the LRTP. Many participants also opted to leave comments in support of proposed trails on the interactive map itself. So as to most accurately reflect the complete picture of public preference, these comments were treated equivalent to a top priority in preference. Participants who "liked" these comments were counted toward total mentions of a given trail.

Trail preferences were determined by two factors: 1) how many times a trail was mentioned/liked; and 2) what ranking the trail received. The five most mentioned trails were the following:

1. Glacial River Trail Connector (42 mentions)
2. Spring Brook Trail, from Rotamer Road to STH 26 (38 mentions)
3. Janesville-Milton Trail (33 mentions)
4. Fisher Creek Trail (30 mentions)
5. Ice Age National Trail – West Side (25 mentions)

The five most preferred trails were the following:

1. Glacial River Trail Connector (5.8)
2. Valley Park Connector (5.0)
3. Spring Brook Trail, from Rotamer Road to STH 26 (4.8)
4. Fisher Creek Trail (4.6)
5. Centennial Industrial Park Trail (4.6)

Explanation of Tiers

Tier 1: Highest priority (higher than two standard deviations above the average

Tier 2: Short-term Trails (higher than one standard deviation above the average)

Tier 3: Input suggests short-term, but subject to staff evaluation (higher than the average score, 64)

Tier 4: Priority should be reviewed on case-by-case basis (Score between total average, and average of below-average scores)

Tier 5: Long-term trail priorities (Lowest scored projects)

Figure 6: Explanation of Tiers used for the scoring of proposed trails. Source: Janesville MPO, 2020.

The MPO multiplied preferences and mentions to determine a score with which to formally rank the proposed trails. The final scores are illustrated in **Table 3:**

Table 3: Scoring of Proposed Trails, 2021-2050			
Tier	**Ranking**	**Trail Name**	**Score**
Tier 1	1	Glacial River Trail Connector	243
Tier 2	2	Spring Brook Trail (Rotamer Road to STH 26)	182
	3	Fisher Creek Trail	139
Tier 3	4	Janesville-Milton Trail	127
	5	Ice Age National Trail (West Side)	72
Tier 4	6	Centennial Industrial Park Trail	55
	7	Kennedy Road Connector	50
	8	East Side Riverwalk – Court to Racine Street	39
		Spring Brook Trail (Brunswick to USH 14 Underpass)	39
		Traxler Park Extension	39
	9	Valley Park Connector	35
Tier 5	10	Bowers Lake – Sunset Trail	27
	11	STH 11 Extension	26
	12	Downtown Pedestrian Bridge	25
	13	Monterey Pedestrian Bridge	24
	14	Wuthering Hills to USH 14 Underpass	21
	15	STH 26/59 Recreational Area	14
	16	Mud Lake Trail	8

The Public Participation Process was clear and definitive as to the preferences of the public for future off-road trail investments. Far and away, a safe, off-road connection between trail systems in Janesville and Milton was the most frequently mentioned and intensely desired improvement – particularly a connector between the STH 26 overpass and the Glacial River Trail running along CTH Y/John Paul Road. Tiers 2 & 3 reflected preferences in trail projects that served comparable purposes – the Janesville-Milton Trail, and the extension of the Spring Brook Trail to N. Wright Road.

Two other key projects were reflected in Tier 3: 1) The Fisher Creek Trail (a west side trial connecting the Rockport Park trails/Peace Trail with the Robert O. Cook Memorial Arboretum on the North Side); and 2) key gap improvements to the Ice Age Trail in the Old Fourth Ward Neighborhood of Janesville.

Tier 4 projects should be evaluated on a case-by-case basis. Some projects are suggested in this plan as strong short-term investments (i.e., the Traxler Park Extension and the East Side Riverwalk) due to their establishment in other significant regional plans. Other projects, while no less important, require planning and routing before municipalities in the MPO can prioritize these projects for immediate funding. These are either due to the magnitude or recent ages of the projects (particularly the Centennial Industrial Park Trail and Kennedy Road Connector Trails).

A synthesis of all public input is included in the ***Appendix*** of the LRTP.

Chapter Four: Facility Development Process

The objectives of this plan help to define where bicycle and pedestrian facilities should be developed, and what type of bicycle and pedestrian facilities should be constructed. Connections between parks, specialized recreational facilities, and public centers are important to the Janesville Area MPO. Convenient access, safety, varying levels of bicycling experience, and financial resources will affect the decision as to what type of facilities will be constructed within the Janesville MPA.

Bike paths are typically the preferred means of travel, especially for less-experienced or younger bicyclists. This Plan accounts for levels of comfort a less experienced bicyclist would have when considering recommendations. Planning criteria determine the best kind of facilities to develop for both pedestrians and bicyclists. The following sections discuss factors considered when deciding what type of facility to construct.

Bicycle Facilities

There are three steps in the decision-making process of locating trails or on-street bike routes. The three steps are as follows:

1. Identification of a bicycle corridor;
2. Site the bicycle route along a street network or publicly accessible land like a greenbelt; and
3. Selection of bicycle facility type.

Table 4: Identification of a Bicycle Corridor

Usage	Potential use of facilities is best determined by identifying land uses that generate bicycle traffic. Examples of such uses include the following: - Employment centers - Retail & Commercial Facilities - Mode transfer points (transit center, intercity bike routes) - Parks & Recreational Facilities - Schools & Colleges - Neighborhoods Two other elements taken into consideration also include the following: - Area demographics - Trip length (varies according to skill and trip purpose)

Table 4: Identification of a Bicycle Corridor	
	Maps 3 & 4 identify these destinations within the MPA.
Accessibility/ Spacing	Convenient bicycle access is important to the location of a designated bicycle route. An appropriate distance is established that measures how far a trip origin or destination is located away from a bicycle route. As a rule, the routes will be planned so that major residential areas within the MPA are within ½ mile of a designated bicycle route facility, and preferably within ¼ mile. Additionally, primary destinations within the MPA such as downtowns, schools, major employment centers, shopping areas, parks, and recreational facilities should be served by bicycle facilities.
Directness	Bicycle facilities should connect major traffic generators along the best line for users. It is important to note that cyclists or pedestrians, similar to any motorist, usually prefer the most direct route in linking origin and destination. This is especially true of utilitarian trips (as opposed to recreational trips). If the pavement quality or directness of a designated route is inferior to an adjacent route, the likelihood of the former route being used diminishes. Over a short distance, most cyclists will not deviate more than two blocks off a direct route just to use a designated route.
Continuity	The MPA's bicycle network should be free of gaps, and should connect to Rock County designated bikeway system. If barriers exist within the city, these should be addressed as planned improvements targeted for future implementation.
Barriers	Janesville's physical barriers to route development include the Rock River, and Interstate Highway 39/90. Similarly, narrow pavement on bridges or at Interstate underpasses combined with limited right-of-way may restrict the type of facilities that can be constructed at these locations without major reconstruction. Terrain is another physical barrier that limits the number of usable bike routes. There are several grades within the City of Janesville that would be considered quite steep by inexperienced bicyclists, especially in the Courthouse Hill Area.
Aesthetics	Though not of primary importance, aesthetics should be considered along with all other factors in selection of a designated route. For example, within the City of Janesville, most off-road facilities will be travelling through woodland or park settings providing a scenic environment for the user.
Security	Although it is fortunately not an issue within the MPA as of the writing of this plan, care should always be taken to choose routes that are relatively safe for users of all ages. Problems with bicycle routes that are too remote or vandalism along a route or in a parking area should be considered in corridor selections.

Table 5: Siting Bicycle Routes along a Street Network	
Directness	Directness is a factor to consider when identifying a bicycle corridor and is also important when establishing a bike route along a street. It is conventional wisdom

Table 5: Siting Bicycle Routes along a Street Network	
	that bicyclists generally prefer a direct route even if that route might be a busy thoroughfare. A route that shifts the user off the main road onto an adjacent, less traveled street often adds distance to the trip that bicyclists are unwilling to accept. Additionally, the main road will likely have more destination points that the bicyclist will be accessing which makes the less-traveled routes less attractive to use.
Delays	Bicyclists have a strong desire to maintain momentum. A less-traveled route may require the bicyclists to stop more frequently at every intersection which decreases route attractiveness. The number of stops on less-traveled roads should be reduced if designated as a bike route. Travel on the designated route will then entail fewer stops and generally decrease potential conflict points for bicyclists.
Safety	The most appropriate bicycle facility should be chosen for each specific section of roadway to ensure that the facility is both safe and operational. Traffic factors to consider in selecting a bicycle facility along a given corridor include: - Traffic volumes - Average motor vehicle speeds - Traffic mix (i.e., car, truck, and bus) - On-street parking rate (i.e., turnover rate, average number of parked cars) - Sight distance - Number of intersections and driveways
Street Design	The type of on-street bicycle facilities recommended is partially based on the width of the street being considered for designation as a bike route. Streets can be selected for signing or striping without major reconstruction if the existing cross-section accommodates AASHTO guidelines for wide curb lanes or bike lanes, or if parking is removed from one or both sides of the street. MPA street standards follow these recommendations: - **Primary Arterials:** Minimum 52-foot wide pavement width - **Two-lane Arterials:** 44-56 foot wide pavement width - **Collectors:** 40-foot wide pavement width - **Local Streets:** 28-foot or 36-foot wide pavement width AASHTO recommends a fourteen-foot width for wide curb lanes from the pavement joint at the gutter pan to the center lane stripe. Local streets with low volumes may have adequate widths to accommodate bicyclists and vehicles on a shared roadway. Whenever possible, streets with wide lanes should be considered for bicycle routes since the cost of signing those streets as bike routes would be significantly lower than reconstructing narrower streets. In the Janesville area, options exist to remove parking from one or both sides, decrease gutter pan widths, or re-stripe center lines to increase available pavement for bicyclists and vehicles. More detailed discussion of street standards and roadway accommodations for bicyclists are discussed in the *Streets and Highways Element*.

Table 5: Siting Bicycle Routes along a Street Network	
Cost	The chosen type of bicycle facility for a specific route will depend on certain cost considerations. Limitations on funding can limit the choice of bicycle facilities. The cost of maintaining a facility is a further factor in bicycle facility type.
Implementation	Factors affecting ease of implementing a recommended bicycle facility are many. Often, neighborhood concerns are a factor, as are more tangible factors like traffic conditions, on-street parking, or right-of-way availability. Compromises are ultimately made that result in projects proceeding when deemed favorable by all parties or when funds become available.

Selection of Bicycle Facility Type

Once a route is identified as a potential bicycle facility corridor, a facility type must be selected. Facility types depend on the characteristics of a specific street or trail right-of-way and ridership levels expected on the facility. A standard set of bicycle facilities accommodate bicycle traffic as established in FHWA's 2019 *Bikeway Selection Guide*, and are illustrated below:

- **Shared Roadways** – The same travel lane accommodates bicyclists and motorists alike on a shared roadway facility. Narrow roadway widths or parked cars necessitate vehicles crossing over into the oncoming travel lane when passing a bicyclist. This facility type is common along low volume city streets and narrow town roads. A shared roadway is appropriate for an urban street with less than 3,000 ADT (Average Daily Traffic) or a rural road with less than 700 ADT. Bicyclists generally feel more comfortable sharing a roadway when ADT is very low.

  Shared lane markings (better known as "Sharrows") can be added to shared roadways to assist bicyclists with positioning in the lane, alert motorists to the presence of cyclists, encourage safe passing, and reduce the incidence of wrong-way bicycling. Standards for installing sharrows are described in the *Manual for Uniform Traffic Control Devices* (MUTCD).

- **Wide Curb Lane** – A curb lane of fourteen-feet (minimum) in width is necessary to accommodate both the bicyclist and motor vehicles. This is measured from the centerline of the roadway to the longitudinal joint with the gutter section of the curb where no parking is permitted in the curb lane. Approximately 2.0 feet is allowed for a gutter pan, with fourteen feet allowed for the driving lane even without a longitudinal joint.

  On a four-lane arterial, the inner lane may be decreased to eleven feet. Motorists should not have to change lanes when passing a bicyclist. A wide curb lane is not striped. This facility type is most common on multilane arterials and collectors with higher traffic volumes.

- **Bike Lane** – A bike lane is delineated by an actual painted mark on the roadway that provides a dedicated area for bicyclists. A bike lane is a one-way facility. The minimum width for a bike lane is five feet adjacent to on-street parking (desired width is 6.5 feet) and four feet when located adjacent to the curb and gutter. Bike lanes are common on urban arterials or collectors when right-of-way is available. Widths greater than seven feet are unadvisable, as they may encourage vehicular parking in the bike lane. Bike lanes are particularly useful for school access, and are most appropriate on roadways with moderate traffic.

- **Buffered Bike Lanes** – Buffered bike lanes differ from standard bike lanes in that a designated space along the pavement separates the bike lane from vehicular and parking lanes. It is recommended that bicycle buffers be at least 18 inches in width, and that the bike lane itself have solid white lane markers on either side of the lane. Buffered bike lanes are an appropriate installation of high-volume roadways with speeds incompatible with a typical bike lane.

- **Paved Shoulders** – A paved shoulder of five to eight feet in width is a good accommodation for bicyclists along rural highways, especially along major arterials that radiate from the urbanized area. A roadway with paved shoulders less than four feet in width should be carefully considered for designation as a bike route; however, shoulder width is ultimately dependent on traffic volumes and speed. The minimum width allows motorists to overtake bicyclists without having to swerve. Ideally, a paved shoulder should be accompanied by enhanced longitudinal marking, to best separate shoulders from the travel lane.

- **Bike Path/Trail** – This type of facility is physically separated from motor vehicle traffic by open space or barrier. A bike path is usually a two-way facility, and should be placed where there are few intersecting roads or driveways. Bike paths or multi-use trails are appropriate for abandoned railroad right-of-way, greenbelts, and along graded river banks. The recommended width for paved bike paths is ten feet. A two foot clear zone adjacent to both sides of the bike path is also recommended. Trees should be fifteen feet from the trail in order to minimize root reflections caused by growing tree roots. Trees bearing fruit or nuts (such as mulberry or oak) should be setback at least fifteen feet. An open space or barrier of five feet in width (minimum) is required when a bike path parallels a roadway in order

Figure 7: *View of a recent extension of the Spring Brook Trail in Northeast Janesville. Source: JACVB, 2021.*

to safely separate motor vehicles from bikes. If the minimum width cannot be accommodated, a separation barrier should be considered.

- **Enhanced Bike Facilities** – Some relatively new bike facility designs are gaining popularity for the extra level of safety, visibility, and protection afforded to bicyclists. Such enhancements include colored pavement, physical barriers such as flexible bollards separating vehicle lanes from bike lanes, and dedicated bicycle boulevards. Design may vary from place to place based on a community's preferences and the specific challenges of a project.

- **Contraflow Bike Lanes** – Contraflow bike lanes are bicycle lanes that allow bicyclists to ride in the opposite direction of vehicular traffic, specifically for one-way streets (i.e., motor vehicles may only travel in one direction, while bicycles may travel in two directions). This facility is recommended along high traffic streets without bicycle facilities, or where two-way connections between existing bicycle facilities can be fulfilled along an existing one-way street.

- **Cycle Tracks** – Cycle tracks are a physically separated bicycle facility that combine safe and ideal modes of transportation for both cyclists and motorists. Cycle tracks are physically separated from vehicular traffic and sidewalks. While more expensive to install, cycle tracks require less maintenance in the long-term compared to other facilities. Cycle tracks are most appropriately constructed when either constructing a new road, or engaging in significant reconstruction of an existing road. Three broad categories of cycle tracks exist, and are illustrated below:

    - *Raised Cycle Tracks* – These facilities are set either at the level of the sidewalk, or between the level of the road and the sidewalk.
    - *One-way Protected Cycle Tracks* – These facilities are one-way bicycle facilities that provide an extra level of physical barrier from moving traffic in the form of buffer space, parking lanes, etc.
    - *Two-way Cycle Tracks* – These facilities provide bicycle routes in both directions while still physically separated from the sidewalk and roadway.

Facility Design Flexibility

FHWA published the *Bicycle and Pedestrian Facility Design Flexibility Memorandum* in 2013, reflecting support for flexibility in the design of pedestrian and bicycle facilities in order to encourage the development of connected and context-sensitive pedestrian and bicycle networks. The American Association of State Highway and Transportation Officials (AASHTO) bicycle and pedestrian design guides are the primary national resources for planning, designing, and operating bicycle and pedestrian facilities. The National Association of City Transportation Officials (NACTO) *Urban Bikeway Design Guide* and the Institute of Transportation Engineers (ITE) *Designing Urban Walkable*

Thoroughfares Guide builds upon the flexibilities provided in AASHTO's guidelines. Facilities within the MPA shall follow the guidance and requirements of these resources to further develop non-motorized transportation networks.

Traffic Speed and Volume

The final factors that should be considered when analyzing existing bicycle conditions are the functional classification of routes and the amount of vehicular traffic that travels on the routes. Average daily traffic (ADT), and speed limits are interrelated and affect bicyclists' route preferences, thus road type ultimately affects the type of bike facilities to be constructed. If the option is available, it is preferable that bicyclists are able to reach their destination on street classified as minor arterial or lower as these streets have lower traffic volumes than principal arterials.

When the most direct route is a principal arterial with higher traffic volumes, improvements such as separated bike lanes, bike paths, or combination transit/bike lanes may need to be installed. Wide curb lanes are usually adequate for minor arterials with higher ADTs. Lower volume urban streets may be treated as shared roadways. In rural areas, lower volume roads can be made safer by constructing paved shoulders.

Although functional classification and volumes are important factors to consider when designating on-street bike facilities in the planning area, it should be noted that local conditions may be weighed against general guidelines. On rural roads within the MPA, paved shoulders are typically the only type of on-road bike facility constructed and construction typically occurs during road widening, reconstruction, or new construction. Five feet is the standard width for accommodating bikes on the shoulder, but the width can be widened for principal or minor arterials. As with urban streets, local knowledge of terrain, driving habits, traffic patterns, and right-of-way constraints will ultimately decide the type of facilities appropriate for each community.

Pedestrian Facilities

The most common type of pedestrian facility in the Janesville Area MPA are sidewalks. Pedestrians also make extensive use of the trail system, primarily for recreational purposes. Additionally, dedicated public walkways can connect residential districts to neighborhood, community, and regional parks. Provision of public access walkways within the Janesville Area MPA is governed by local policies determined by the Cities of Janesville and Milton, and the townships in the MPA. Additional pedestrian facilities include the following:

- Boardwalks
- Marked, raised, or colored crosswalks

- Pedestrian medians or refuge islands
- Curb extensions or bulb outs
- Signal timing and pedestrian push buttons
- Pedestrian bridges
- Various traffic calming measures beneficial to pedestrian safety and convenience
- Accessible Ramps
- Wayfinding Signage

Figure 8: Raised Bicycle/Pedestrian Overpass crossing STH 26 in Janesville. Source: Janesville Gazette, 2020.

Additionally, the site planning and land development process provides opportunities to improve the overall pedestrian environment. Encouraging development that prioritizes pedestrians over automobiles whenever appropriate and possible results in more walkable environments where people are not afraid to walk.

The decisions-making process for locating pedestrian facilities is far simpler than for bicycle facilities. Generally, all urban areas have the need for a linked pedestrian network consisting of sidewalks and off-road paths. Rural areas with residential development should also provide pedestrian facilities that ensure safe and convenient linkages between complimentary land uses. These facilities should adhere to the concept of universal design, or for the majority of all users – including the elderly, children, and persons with disabilities.

Chapter Five: Proposed Bicycle & Pedestrian Facilities

The proposed bicycle network for the Janesville MPA combines off-street and on-street facilities to provide access to a large portion of the MPA. Multimodal trail segments take advantage of riverfront property, abandoned rail corridors, and an existing greenbelt network. The focus of the multimodal trail system is primarily on connecting major recreational facilities and providing key linkages for the on-street bicycle transportation network. The overall goal is to develop a comprehensive off- and on-street bicycle network that provides direct routes to residential, employment, educational, and recreational activity nodes and connect to the regional trail system stretching further into Wisconsin, and into Illinois.

Recommendations contained in this Plan are based on the facility development process previously described, as well as through public feedback.

The following development strategy consists of on-street improvements that complement the existing and proposed off-street or trail facility recommendations and with the purpose of creating a bicycle facility network within the MPA. On-street recommendations will generally occur primarily with planned street resurfacing and street reconstruction projects while off-street recommendations are split into two phases with general completion dates falling between 2021-2030 for Short-Range Projects, and 2031-2050 for Long-Range Projects. It should be noted that completion of Phase II projects will require significant amounts of planning during the Phase I period in order for them to be successfully constructed.

Other projects of a regional nature are also included with no specific time frame identified other than 2021-2050. **Map 5** shows the recommendations for the proposed on-street network and **Map 6** illustrates the proposed trail construction projects. Future extension of bike trails not identified on **Map 6** may be proposed through updates of neighborhood plans or development proposals within the MPA.

Safety Conversions

A safety conversion, also commonly referred to as a “road diet,” is the reconfiguration of an undivided four-lane roadway into two driving lanes and a center two-way left turn lane. The resulting roadway, with one driving lane in each direction and a two-way left turn lane is colloquially referred to as a TWLTL in transportation planning (pronounced “Twiddle”). The reduction of driving lanes allows part

of the roadway to be reallocated for other uses such as bike lanes, pedestrian crossing islands, and/or parking. FHWA guidance indicates roads with 15,000 ADT or less and with peak hour traffic counts of less than 1,000 per hour per direction are good candidates for a safety conversion. Some of the potential benefits of a three-lane TWLTL over a four-lane undivided road are indicated below:

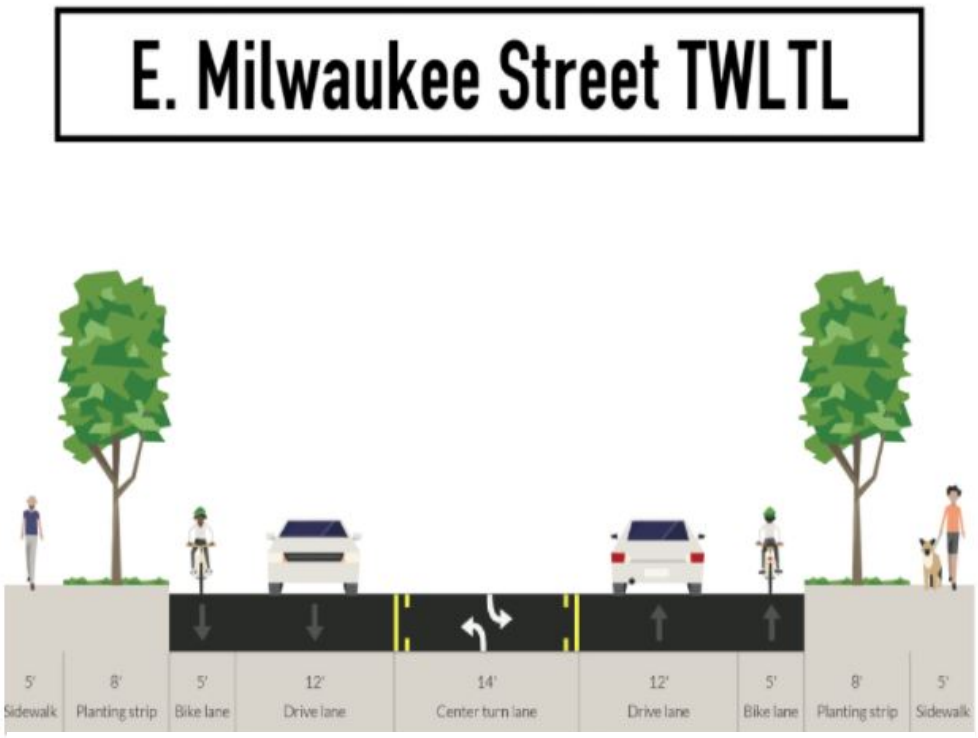


Figure 9: Planned TWLTL for E. Milwaukee Street in Janesville (2024). Source: City of Janesville Engineering, 2020.

- Improving safety for bicyclists;
- Improving speed limit compliance and decreasing crash severity when crashes do occur;
- The two-way left turn lane reduces the number of mid-block and intersection conflict points thereby reducing rear-end and side-swipe crashes;
- The two-way left turn lane can be used by motorists traveling in either direction for deceleration and refute while making a midblock left turn maneuver;
- The two-way left turn lane can be used as an acceleration lane for motorists turning left to enter the street from mid-block driveways; and
- The two-way left turn lane can allow for easier and safer emergency vehicle movement, particularly during peak hour periods.

Specific candidate roadways for safety conversions are discussed in great detail in the *Streets & Highways Element* of the LRTP.

On-Street Routes

Recommended on-street routes are identified as major streets connecting different activity centers (schools and shopping centers) to each other and to the off-road trail network. In some cases, the streets are collectors or major roads that also accommodate a higher amount of automobile traffic.

The remaining on-street bicycle network consists of all residential roads which have a low level of automobile traffic and are considered safe shared roadways for all modes of travel. Finally, a number of "rural bikeways" are identified which indicate the best routes out of Janesville and Milton for recreational cyclists that prefer to ride and train on rural roadways.

Please note that this Plan does not assign specific treatments to most road segments when identifying recommended on-street routes. An on-street improvement could entail an improvement as relatively minor as signage, to a more involved treatment such as a buffered bike lane.

On-street Bicycle Facility Improvement Schedule

While the off-street/multimodal trail recommendations are categorized into short-range and long-range projects, the implementation of on-street improvements is more dynamic in nature. On-street improvements are generally tied directly to the street reconstruction and maintenance schedule, and will be more cost-effective to implement in line with that schedule.

To facilitate bike lanes on many streets, parking may need to be restricted on one or both sides of the road. This requires approval from residents and property owners along the street and therefore does not allow for accurate estimates or targets for completion. Upon completion, there projects will provide an identifiable network of designated on-street bike routes that, when combined with the off-street trail network and the residential shared-use streets, will create a safe and efficient transportation system for bicyclists.

Off-Street Trail Projects

Off-street sections of the proposed bicycle path system are designed to meet AASHTO guidelines and WisDOT recommendations. A ten-foot two-directional paved path with a five-foot minimum separation from adjacent roadways is the intended design for most sections. Whenever feasible and where space allows, these off-street segments should include a two-foot wide crushed gravel or grass shoulder on at least one side to accommodate runners and walkers. These trail routes have been selected for their scenic and functional attributes to link the employment and residential centers. It is expected that the trails will be used primarily for recreational purposes; however, they are also designed to serve commuters and school trips.

Wherever feasible and when opportunities arise, the Janesville Area MPO, the Cities of Janesville and Milton, and the townships should utilize available funding, or seek additional funds to purchase easements or development rights for future off-street trails identified in this Plan.

More detailed project descriptions are listed below for short-range and long-range projects. Short-range projects are focused on the completion of and connection to existing facilities that will finalize the core network of trails and connect to the major on-street bicycle corridors. The number in

parentheses refers to the map identification number referenced in **Map 6**. A fiscal analysis is included of the proposed trails is also included.

Short-Range Trail Plan – 2021-2030

Short-range recommendations of the *Bicycle & Pedestrian Plan* consist of projects that will hopefully be constructed within the next decade. The ten-year plan consists of off-street trail segments and on-street bike lanes designed to connect priority areas within the MPA. MPO staff identified the following areas as top priorities for extension of the existing bicycle and pedestrian network:

1) Off-road connections between the Cities of Milton & Janesville
2) Completion of the Fisher Creek Trail
3) Downtown Janesville Revitalization

Please reference **Map 6** for illustration and location of the projects by project number.

1) **Glacial River Trail Connector – STH 26 Overpass to the Glacial River Trail** – The STH 26 Bypass Project, completed in 2012 by the State of Wisconsin, extended the Glacial River Trail south from Fort Atkinson to Janesville with the neighboring jurisdictions agreeing to maintain the trail. The Glacial River Trail was not connected to the STH 26 Overpass at the time of the Bypass project due to physical constraints and existing development, although a signed on-street route provides direction to bicyclists. Two separate trail segments plus the use of existing bike lanes will complete the connection. The first segment is from the STH 26 overpass to Wright Road via a trail parallel to John Paul Road/CTH Y. Users would cross John Paul Road/CTH Y and use bike lanes on N. Wright Road to connect to the second trail segment near the Wright/STH 26 Overpass.
2) **Ice Age Trail – West Side Downtown Segments** – Three small segment of missing Ice Age Trail exist in Downtown Janesville along the west side of the Rock River between W. Court Street and the pedestrian bridge near the Jackson Street Bridge. These connections will likely be made incrementally as redevelopment of riverfront property occurs.
3) **Fisher Creek Trail** – This trail would begin at Rockport Park, and travel north through City-owned greenbelt (whilst also connecting Parker High School to the City of Janesville Trail System) and eventually connecting to the Robert O. Cook Memorial Arboretum.
4) **Eastside Riverwalk – E. Court Street to E. Racine Street** – This segment is an extension of the existing downtown Janesville Riverwalk along the east side of the Rock River from E. Court Street to E. Racine Street. This segment is expected to be constructed simultaneously with downtown redevelopment and revitalization. This project is included in downtown plans, including the *Rock Renaissance Redevelopment and Implementation Strategy (ARISE)*.

5) **Spring Brook Trail – Rotamer Road to STH 26** – This trail would be a continuation of the Spring Brook Trail from the terminus of the trail at Rotamer Road. The trail would intersect with the future Wright Road overpass and use the overpass as a crossing, and then intersect with the Glacial River Trail on the north side of STH 26. The Wright Road Overpass was constructed as part of the STH 26 bypass and the road has both sidewalk and bike lanes.

6) **Traxler Park Trail Extension** – An extension of the existing Riverwalk on the east side of the Rock River will connect Downtown Janesville to Traxler Park. The project includes an at-grade crossing at Centerway and N. Main Street, and a potential boardwalk or tunnel crossing underneath the railroad trestle. This project is included in downtown plans, including the *Rock Renaissance Redevelopment and Implementation Strategy (ARISE)*. A 2014 feasibility study explored several options for this improvement.

Long-Range Trail Plan – 2031-2050

Long-range recommendations of the *Bicycle & Pedestrian Plan* consist of those projects that will hopefully be constructed in the next thirty years. It is critical to note that while these projects are prioritized for construction later in the planning horizon, it is equally important that planning and acquisition for these projects (through easement dedication, property acquisition, etc.) be treated with equal priority to the construction of Short-range trail plan projects. Please reference **Map 6** for illustration and location of these projects by project number.

7) **Downtown Pedestrian Bridge – Between Court Street and Racine Street** – This second bicycle/pedestrian bridge across the Rock River is located between Court Street and Racine Street. The bridge is identified in Janesville's *Downtown Vision and Strategy* as a possible driver to support downtown revitalization efforts through pedestrian and bicycle connectivity to Downtown Janesville activities and attractions (i.e., Hedberg Public Library, Janesville Performing Arts Center, the Town Square, etc.). Moreover, this bridge would provide another connection between the Ice Age National Scenic Trail and Downtown Activities.

8) **Valley Park Connector** – This approximately ¼ mile off-street trail connection from Valley Park south to the STHJ 11 Bypass Trail would provide a connection between UW-Whitewater at Rock County and the City of Janesville's trail network. This connection will be explored more closely once development occurs closer to the site.

9) **Sports Complex Loop – Wuthering Hills Drive to STH 14 Underpass** – This extension of the Sports Complex Loop branches off at Wuthering Hills Drive, and follows the public greenbelt east to STH 14. A bridge at STH 14 would provide a grade separated crossing (i.e., an underpass) for a future trail extension to the east of STH 14. Additionally, this proposed trail includes a segment running north through optimist park to connect to the on-road bicycle network.

10) **Spring Brook Trail – Northeast to Harmony Town Hall Road** – An extension of the Spring Brook Trail where it branches from the main trail near Brunswick Lane and travels northeast along the greenbelt and terminates at USH 14 north of E. Milwaukee Street. An underpass at USH 14 is planned for construction at the time of USH 14 improvements.

11) **Rock River Bridge – Monterey Park to Park Avenue** – A proposed bicycle/pedestrian bridge connecting Monterey Park to the Centennial Industrial Park and Janesville's South Side was envisioned as part of the greater *Monterey Area River Restoration Project*.

12) **Centennial Industrial Park Trail** – Utilizing a planned greenbelt as proposed in the *Centennial Industrial Park Redevelopment Pl*an, this trail was travel alongside future roadway running from Kellogg Avenue to Marquette Street.

13) **Kennedy Road Connector Trail** – Utilizing open space and abandoned railroad bed, this proposed trail would connect the existing Kennedy Road Trail leading from Janesville's north side to Milton, to Traxler Park.

14) **North Ice Age Trail Connector** – As development occurs on Janesville's north side, the opportunity to develop a trail connection between the Glacial River Trail and the Kennedy Road Trail is desirable. This proposed trail would run from a City of Janesville Easement on Pheasant Run to the Kennedy Road Trail's intersection with N. Brentwood Drive.

15) **STH 26/59 Recreation Area** – The City of Milton will include recreational, multimodal trails in the stormwater management and land use planning for the area as it develops.

16) **Janesville-Milton Ice Age Trail** – Utilizing the abandoned Railroad right-of-way, this trail would extend the existing Ice Age Trail Connector from W. High Street, through Merchant Row, ending at a terminus at Serns Road. The proposed trail would be a ten-foot wide unpaved multi-use trail.

17) **Mud Lake Trail** – The City of Milton plans to develop a multi-use trail connecting the Mud Lake Recreational Area and residential neighborhoods north of the current developed area of the City.

18) **Bowers Lake – Sunset Drive Trail** – Beginning on the east side of Milton near the Storrs Lake Wildlife Area, the trail would head westward into the City of Milton along Bowers Lake Road. The trail would then wind through the Park Place Estates neighborhood, crossing STH 26 at Nelson Road and the planned extension of Sunset Road, eventually connecting to John Paul Road/CTH Y and the proposed Clear Lake Trail.

19) **STH 11 Trail Extension** – The reconstruction of the Avalon Road interchange will provide right-of-way for future trail from the current terminus of the trail at Read Road through the Diverging Diamond Interchange. No sponsor has been determined for this project.

Projects with Undetermined Time Frame

- **Peace Trail – Afton to Beloit** – This trail would link the existing Peace Trail in Afton to the City of Beloit's trail system following the Rock River and Afton Road/CTH D. The trail would

primarily follow abandoned railroad right-of-way and connect with the City of Beloit and the SLATS area trail network. This trail project is outside the Janesville Area MPA, and is listed to demonstrate support and consistency with Rock County Plans.

- **Ice Age National Scenic Trail – Janesville to Evansville and Walworth County** – The National Park Service (NPS) is nearing completion of a long-term plan to create a contiguous Ice Age Trail network throughout Rock County, connecting Evansville to Walworth County. The routes portrayed on this map are preliminary possible route options for the future trail. Please note that the exact routing of these corridors is still conceptual, and will be determined upon further consultation with incorporated municipalities and townships that will host future trail.

Table 6: Cost Estimates for Future Off-Road Trails, 2020

Project ID	Project	Estimated Cost
Short-Range Projects (2021-2030, estimated costs in 2020 dollars)		
1	Glacial River Trail Connector	$1,316,520
2	Ice Age Trail – West Side Downtown Segments	$331,200
3	Fisher Creek Trail	$2,279,650
4	East Side Riverwalk: Court to Racine	$1,537,420
5	Spring Brook Trail Extension: Rotamer to STH 26	$728,640
6	Traxler Park Extension	$410,960
Federal TAP Money Anticipated*		**$1,789,620**
Additional funding required to complete all projects**		**$6,604,390**
Long-Range Projects (2031-2050, estimated costs in projected 2031 dollars)		
7	*Downtown Bicycle-Pedestrian Bridge (Court to Racine)*	*$1,200,000*
8	*Valley Park Connector (UWW Trail)*	*$268,090*
9	*Wuthering Hills Connection to USH 14 underpass*	*$412,830*
10	*Spring Brook Trail: NE to Harmony Town Hall*	*$1,407,490*
11	*Monterey Park Bridge*	*$1,200,000*
12	*Centennial Industrial Park Trail*	*$884,710*
13	*Kennedy Road Connector Trail*	*$3,326,370*
14	*North Side Ice Age Trail Connector*	*$903,844*
15	*Janesville-Milton Ice Age Trail*	*$1,256,690*
16	*Mud Lake Trail*	*$1,005,350*

Table 6: Cost Estimates for Future Off-Road Trails, 2020		
Project ID	**Project**	**Estimated Cost**
17	*STH 26/59 Recreational Area*	*$1,508,030*
18	*Bowers Lake/Sunset Drive Trail*	*$1,537,300*
19	*STH 11 Trail Extension*	*Unknown*
Federal TAP Money Anticipated*		***$4,443,000***
Additional funding required to complete all projects**		***$14,910,704***
**WisDOT, 2020* ***MPO/CoJ estimates, 2020*		

Fiscal Analysis

For all short-range projects, the dedicated federal program for active transportation improvements – the Transportation Alternatives Program (TAP) – is only anticipated to cover about 27% of total construction and design costs. Therefore, it will be incumbent upon the City of Janesville and other jurisdictions seeking to fund off-road trail projects to prepare to fund construction and design trails through multiple funding streams. The above table represents a "best-case scenario," and lists projects in order of priority and preference, based on a combination of public and MPO staff input. It should be assumed that it is likely that some short-range projects may be shifted to the long-range projects list to account for funding constraints. In the past, the region has utilized many sources outside of TAP grant funding for the construction of off-road trails. Examples include incorporating off-road bicycle/pedestrian infrastructure as part of larger highway projects (i.e., the STH 26 overpass), private funding assistance (i.e., the Downtown Janesville Pedestrian Bridge), and the Wisconsin DNR Knowles-Nelson Stewardship Program (i.e., the Downtown Janesville East Side Riverwalk). Other funding sources are listed later in the Plan.

Greater uncertainty exists for the status of long-range projects. Anticipated federal funds through the TAP program (based off the existing federal legislation and funding formulas) are expected to cover only about 30% of the listed projects. However, federal legislation will evolve over this twenty-year time period, and almost certainly introduce new programs, and modify existing programs, resulting in either more or less federal funding opportunities for local governments. While TAP funding is expected to remain a key funding source in the near future, these assumptions should always be thoroughly reviewed through each five-year LRTP update.

Hazardous Intersections & Areas

Dangerous intersections and corridors may be areas with a large number of crashes, or areas that users perceive to be dangerous. Factors such as speed, traffic volume, visibility, and geographic

features such as hills or sharp curves contribute to risk of a crash involving a motorized vehicle. Previously identified hazards as indicated by stakeholders include the following areas:

- *Wright Road & Ice Age Trail Crossing* – Wright Road has two driving lanes, two bike lanes, and two parking lanes in this location. There is signage and a painted crosswalk where the trail crosses. There is concern that if one car does stop for a person in the crosswalk, the vehicle behind the stopped car could maneuver around the stopped car and crash into the person crossing Wright Road.
- *Beloit Avenue & Ice Age Trail Crossing* – Beloit Avenue has four driving lanes of traffic. The Ice Age Trail crosses Beloit Avenue just south of the river, and many participants in the public engagement process noted that this was a dangerous crossing with poor sightlines.
- *USH 14/USH 51*– Compared to the rest of the MPA, many stakeholders and public participants pointed out the biking options in the north of Janesville were comparatively scant and dangerous.
- *Ice Age Trail Underpass (Ruger Avenue, near Blackhawk School)* – Many public participants noted that the underpass of the Ice Age Trail under Ruger Avenue was often muddy and slippery, and present a safety hazard for bicyclists.
- *John Paul Road: STH 26 Bicycle/Pedestrian Overpass to Wright Road* – This section of John Paul Road is the signed, on-street connection between Janesville's Trail System and the Glacial River Trail. John Paul Road is a rural road with narrow shoulders and varying traffic speeds. Bicyclists have previously voiced safety concerns about this stretch of road.
- Other hazard areas are identified under "High Crash Locations," as discussed below.

High Crash Locations

The MPO analyzed crash data using the WisTransPortal System, an online crash database developed and maintained by the Wisconsin Traffic Operations and Safety Laboratory (TOPS) on behalf of law enforcement across Wisconsin. Since 2010, the following intersections have seen three or more bicycle/automobile crashes that resulted in reported injuries (see **Map 7**):

- *Mineral Point Avenue & Oakhill Drive* (4 Crashes)
- *Palmer Drive & Mohawk Road* (4 Crashes)
- *Pearl Street & Court Street* (4 Crashes) [1]
- *Jackson Street & Racine Street* (4 Crashes)

[1] As of August 2020, the City of Janesville has submitted a grant for HSIP funding to address this intersection.

- *Center Avenue & Rockport Road* (3 Crashes)
- *Centerway Avenue & Main Street* (3 Crashes)
- *Parker Drive & Glen Street* (3 Crashes)

Since 2010, the following intersections have seen two or more pedestrian/automobile crashes that resulted in reported injuries (see **Map 8**):

- *Racine Street & Randall Avenue* (4 Crashes) [2]
- *Centerway Avenue & Main Street* (2 Crashes)
- *Court Street & Pearl Street* (2 Crashes)
- *Crosby Avenue & Alexandria Place* (2 Crashes) [3]
- *Crosby Avenue & Court Street* (2 Crashes) [4]
- *Milwaukee Street & Jackson Street* (2 Crashes)
- *Milwaukee Street & Main Street* (2 Crashes)
- *Mount Zion Avenue & Excalibur Drive* (2 Crashes)
- *Randall Avenue & Oakland Avenue* (2 Crashes)
- *River Street & Court Street* (2 Crashes) [5]

Design & Safety Improvements

In order to address dangerous intersections and other locations identified above a further analysis of the contributing factors must be examined. Numerous methods exist of improving bicycle and pedestrian safety at high risk locations throughout the MPA. Communities within the MPA have implemented various treatments and strategies to improve safety for all users, including safety conversions, signage, and pedestrian crossing islands. No specific recommendations to address these hazards are contained in this Plan because communities must evaluate available resources and seek public input to develop a context-sensitive solution.

[2] Recent improvements made to area since 2015 may have addressed existing safety hazards.

[3] In 2019, the City of Janesville implemented a Pedestrian Island to mitigate safety hazards.

[4] See footnote 2.

[5] Ibid.

Level of Traffic Stress Analysis

MPOs are increasingly incorporating a Level of Traffic Stress (LTS) model of examining the suitability of existing infrastructure for bicyclists, a criterion of analyses first developed at Northeastern University College of Engineering. LTS analysis takes into account ADT, speed limits, types of intersections, separation from traffic, and lanes of traffic. LTS defines roadways through the following four levels of traffic stress:

- LTS 1: Ample separation of bicyclists from all but low speed and low volume traffic, with easy crossings. These are the lowest stress roadways for all users.
- LTS 2: Indicates separation of bicyclists from high speed, multi-lane traffic situations except at formal crossings. These are generally low stress for adult bicyclists.
- LTS 3: Indicates bicyclist interaction with close proximity to high speed traffic, or interaction with multilane/moderate speed traffic.
- LTS 4: The most stressful bicycle routes. LTS 4 routes involve bicyclists being forced to mix with moderate speed traffic or uncomfortable proximity to higher speed traffic in order to traverse the route.

Map 9 demonstrates a preliminary LTS analysis of the MPA, utilizing state PASER data and local speed limit data.

Other Facilities & Amenities

Customer feedback from City of Janesville trail user surveys indicate that off-road trail users desire more trail amenities like restrooms, signage, benches, and water fountains along the trail network. Janesville's Parks Division considers public comment when adding amenities to the trail system. The City adds amenities as funding and donations permit.

Bikes on Buses

The Janesville Transit System (JTS) installed bike racks on the front of all City buses. These bike racks accommodate two bicycles at a time and allow bicycle commuters to use the bus as a portion of their daily commute. For safety reasons, JTS requires training and certification prior to using the racks.

Bike Racks

End of trip facilities such as bicycle racks are an important component of the bicycle network. The City of Janesville has bicycle rack guidelines for type and placement of racks for new commercial development. Racks are also located at most public buildings, parks, and schools. The Janesville Area MPO conducted a bike rack inventory of the City of Janesville during the summer of 2020, the results of which are included in **Map 10**.

Figure 10: All JTS buses are equipped with bicycle racks as of 2020. Source: Janesville Transit System.

Bicycle/Pedestrian Wayfinding

The Janesville Area MPO funded the *Ice Age Trail and Peace Trail Wayfinding Plan* in 2018. The City of Janesville intends to implement this plan, made possible through funding from the Janesville Velo Club and Rock Trail Coalition. Municipalities within the MPO should consider wayfinding signage along other key bicycle and pedestrian corridors within the MPA (i.e., Downtown Janesville).

Pedestrian Facility Development Strategy

The most common type of pedestrian facility is sidewalks, including in the Janesville MPA. Pedestrians also make extensive use of the trail system and a number of hiking trails throughout the MPA. In addition to sidewalks, dedicated public walkways connect residential districts to neighborhood community and regional parks. Provision of public access walkways within the MPA are governed by municipal and Rock County subdivision ordinances, as well as neighborhood planning processes.

Sidewalk construction on local streets outside of the Janesville and Milton City limits is addressed by the Rock County Planning and Development subdivision review process and can include comments from the City of Janesville or the City of Milton if the subdivision is located within either of the Cities' extraterritorial plan approval jurisdiction areas.

Sidewalk Construction

Janesville City Ordinances require new sidewalks for any plat, certified survey, other divisions of land, or subdivision to be funded (as a condition of approval) by the sub-divider or other interested individual. Funded sidewalk installation is required for affected parcels in accordance with the following:

1) Sidewalk installation must be completed within twelve months of the issuance of the Final Occupancy for a given parcel; and
2) In the event that 80% or more of the parcels, per side of street, within a block are developed, the remaining sidewalk shall be installed.

There are three classifications for sidewalks that do not currently exist:

- *Planned, Funded Sidewalk* – New sidewalks that were required for a development and have been prepaid by the developer for future construction.
- *Planned, Unfunded Sidewalk* – By direction of the Janesville City Council, new sidewalks are required for installation as delineated by the *Pedestrian Transportation Corridor Plan* (PTCP) Map (included as an attachment to this Plan).
- *Unplanned, Unfunded Sidewalk* – These properties may be subject to new sidewalk requirements if petitioned or as determined by any future amendment to the PTCP.

The City of Milton's sidewalks policy differs slightly from Janesville's. The following criteria for new construction of sidewalks inside Milton City limits is listed in Ordinance #163 *Design and Layout Standards*:

- Sidewalks shall be planned on both sides of arterial streets.
- Sidewalks shall be planned on both sides of collector streets.
- Sidewalks shall be planned on both sides of local streets.
- Industrial streets, frontage roads, and alleys are installed per Plan Commission option.
- It shall be the duty of the City to construct sidewalks in areas developed before July 25, 1996 and to pay the entire cost thereof.
- Plan Commission recommends sidewalks be placed on both sides of streets abutting school property, along designated safe walking routes, and streets that connect residential areas to parks, schools, places of public assembly, or commercial areas. Sidewalks are designated on the final plot.

- The City Council has authority to order sidewalk installation on any street that meets criteria for construction.

Other Pedestrian Facility Considerations include the following:

- Marked crosswalks should be considered where an evaluation of pedestrian counts and surrounding land uses warrant this type of safety device;
- Pedestrian-friendly site design measures, such as connections to greenbelts, overpasses, underpasses, pedestrian islands, connections between adjoining subdivisions and other traffic calming devices should be incorporated into the subdivision and site development process;
- Designated bus stops and passenger waiting shelters should have adequate accommodations for pedestrians to ease the transition between walking and transit. More discussion and analysis regarding provisions for transit riders can be found in the *Transit Element* of the LRTP;
- Provision of sidewalk ramps at corners to improve pedestrian safety, especially for easy access for individuals in wheelchairs. Curb ramps should be installed in accordance with ADA compliance guidelines. In the City of Janesville, compliance guidelines should adhere to the *ADA Transition Plan* for the City; and
- Consideration should be given to placement of pedestrian control devices, such as walk signals or crosswalk push buttons, where pedestrian safety would be improved. Installation of signals and control devices would be determined by pedestrian volumes and surrounding land uses.

Sidewalk Recommendations

The PTCP map indicates sidewalks deficiencies, and where sidewalks are planned for one or both sides of the street in the City of Janesville, based on the City's sidewalk policy. Planned sidewalk construction is shown only for existing streets. New streets will include sidewalks in accordance with municipal ordinance.

Sidewalk construction in the City of Janesville is funded through assessments or paid by developers based on the linear feet of the proposed sidewalk frontage. The City's Engineering Division updates the assessment rates on an annual basis. As the sidewalk costs are borne by adjoining property owners, no estimated costs for sidewalk construction are contained in this Plan.

Recommended sidewalk installations in the City of Milton are reviewed on a regular basis by the Public Works Committee and considered by the Common Council as part of annual budget deliberations. The final guidance on recommended sidewalk construction is based on the policies established in the City of Milton's sidewalk construction ordinance.

Sidewalk construction within the MPA but outside city limits is the responsibility of individual property owners. Rock County and the townships do not address sidewalk construction in land use planning or the subdivision review process. Roads in the township area of the MPO are constructed to rural standards without curb, gutter, and terrace area, and therefore accommodations are not made for sidewalks. At this point in time, there is not a sidewalk plan or map for the portions of the five townships within the MPA.

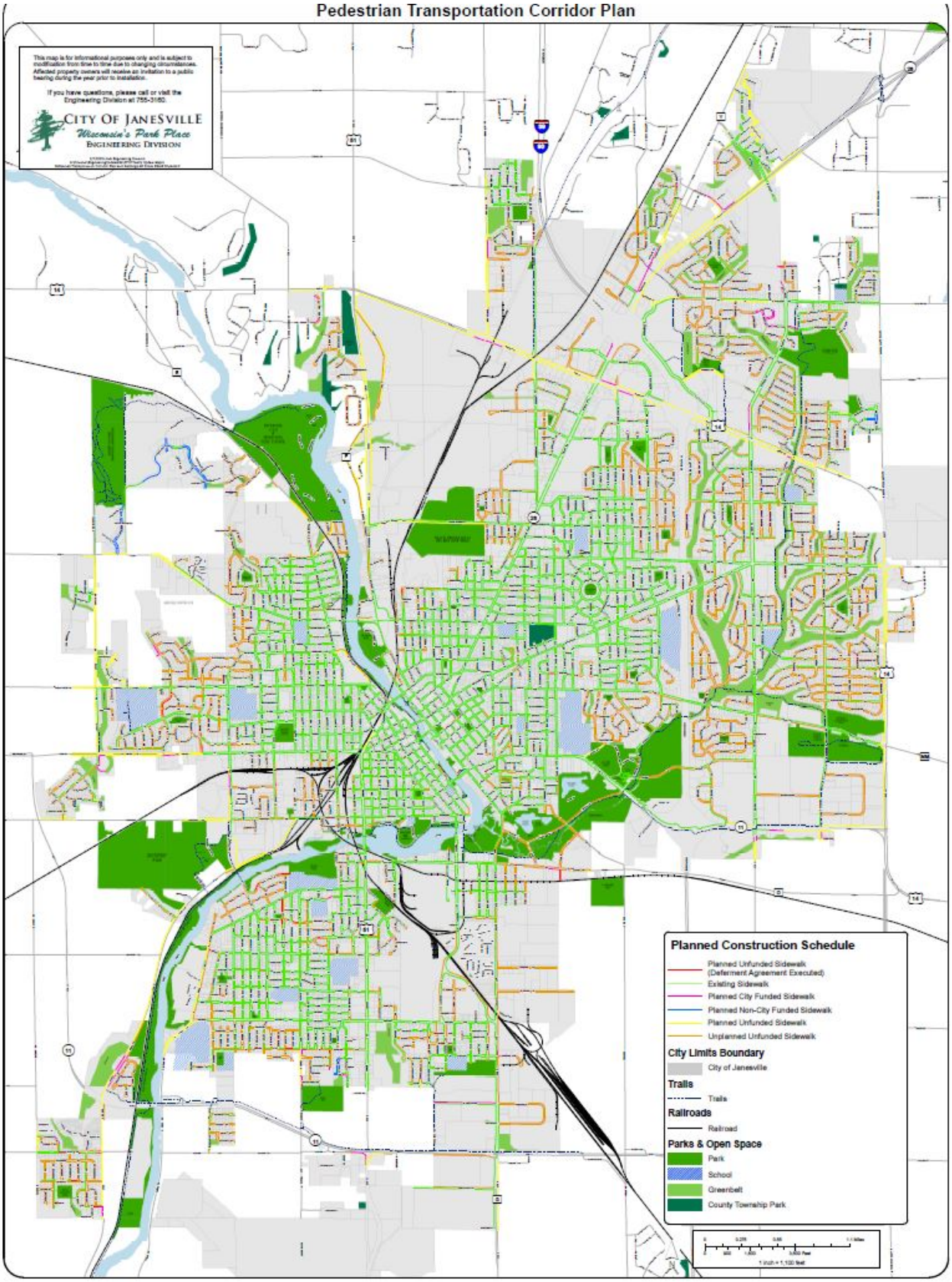


Figure 11: Janesville Pedestrian Transportation Corridor Plan. Source: Janesville Engineering Division.

Chapter Six: Safety & Education

In addition to recommendations for the physical improvement of the bicycle and pedestrian environment, safety and education play an equally important role in elevating the experience for bicyclists and pedestrians. Safety is primarily addressed through the physical design and maintenance of bicycle and pedestrian facilities, while education can be addressed to bicyclists, motorists, parents, peers, teachers, law enforcement, and others. Educational opportunities, especially at an early age, can result in fewer accidents, encourage greater use of walking and bicycling for commuting and recreational purposes, and will create a safer environment for all users.

Education

The City of Janesville Police Department has an organized Bicycle Safety Program aimed at elementary school students and their parents. Most schools have some type of safety course, with some involving a more interactive approach that helps reinforce proper behavior. School districts and cities should continue to promote the availability of educational programs and brochures for elementary and secondary school-aged students. This would involve working with the teachers and administrators from Janesville area schools to update existing safety programs, if necessary.

Maintain and Distribute Bike Brochures for Janesville and Milton

The MPO first developed a bike route brochure for the City of Janesville in 2011. The brochure includes a map showing the trail system and recommended on-street system based on the 2005 LRTP. The MPO developed a similar map for Milton in 2015. The MPO should continue to update maps and brochures for both cities as improvements are made.

Current Safety Education Programs

The following summarized safety education programs in the City of Janesville. Efforts should be made to coordinate and expand these efforts to the City of Milton and schools in the five townships.

- *Annual Bike Rodeo* – The Janesville Police Department (JPD) annually sponsors a Bike Rodeo each summer. An obstacle course is set up in a parking lot with appropriate pavement markings and safety cones to outline a route. Bicyclists are guided through the course to test their skills in bicycle control, use of hand signals, anticipating hazards and looking for other traffic.

- *PTA Presentations* – Adult audiences can be reached through presentations to PTA groups and other organizations that connect JPD with the public. The focus of these presentations is to promote and obey bicycle safety rules. Parents are encouraged to serve as good role models by obeying traffic signs when bicycling or driving. Additionally, parents are encouraged to wear bike helmets as examples for their children.
- *Police Department Bike Patrol* – JPD operates a bike patrol during the summer. Uniformed officers cover their beats on bicycles and patrol the trail system, greenbelts, and adjacent neighborhoods. The bike patrol improves departmental access to Janesville parks, and promotes awareness of bicycle safety and serves as a demonstration of proper on-street bicycling.

Enforcement

Traffic ordinances for Rock County and the Cities of Janesville and Milton address the enforcement of pedestrian and bicycle safety. City and County ordinances adopt State of Wisconsin traffic laws; therefore, motorists driving within the MPA are subject to the regulations and penalties of traffic laws outlines in *Chapters 3340-348* of Wisconsin State Statutes.

State Statutes govern rules of the road and address vehicles overtaking and passing bicyclists, respective rights and duties of motorists, pedestrians and bicyclists, bicycle use on shared facilities, and designated bicycle facilities. City ordinances specifically address bicycle registration, bicycle use restrictions, and parent/guardian responsibilities for bicyclists under age 18.

Penalties for violating State Statutes or municipal ordinances are subject to enforcement by City police. Police officers only issue a small number of bicycle warnings each year for violations they observe while on patrol. In practice, JPD emphasizes bicycle safety education over enforcement.

Chapter Seven: System Performance

The MPO has analyzed and incorporated data into iterations of the LRTP since its inception. Previous LRTPs established several targets and indicators to be used in the evaluation of the bicycle and pedestrian transportation system. The 2020 LRTP update includes performance targets and indicators that have been aligned to meet the goals outlined for surface transportation systems in the FAST Act. This legislation is the current funding and authorization legislation that governs federal surface transportation funding, including metropolitan planning. The MPO continues to work with its WisDOT and federal partners to identify appropriate indicators to measure progress in meeting transportation goals. This section discusses trends in system performance.

- *Economic Vitality* – Typical indicators measuring economic vitality of an area include regional employment and development figures. For the Bicycle & Pedestrian system, tourism is an indicator of the attractiveness of the system. The Janesville Trail User Survey conducted triennially by the MPO are useful for determining tourism numbers, specifically questions regarding the residency of trail users. The 2013 survey (used in the previous LRTP) indicated that eleven percent of trail users were visitors to Janesville. The 2019 Trail User Survey indicated that this number increased to 15%. This increase between the two surveys indicate that the Janesville area is seeing increased visitor traffic along its trail network, which is highly indicative of increased tourism activity on the trails.

- *System Preservation* – WisDOT maintains the Wisconsin Information System for Local Roads (WISLR), a website to manage local road data used to improve decision-making. The Pavement Surface Evaluation and Rating (PASER) system is used by County and local governments to evaluate the condition of the roads under their jurisdictions every two years as required by State Statute. This data is consistent, regular, and easily accessible to the MPO for planning purposes. PASER data is an excellent indicator for the condition of the on-road bicycle system. 2019 PASER data indicate that nearly 300 miles (388.44 mi.) of roadways were rates as either poor or failed – a significant increase from 2017 (183.61 mi.) that adversely affects the bicycle network.

  At this time, no metric exists for assessing the surface of the trail system akin to PASER, although the City of Janesville intends to audit its trail pavement in 2021.

- *Efficient Management & Operations* – This planning factor pertains to traffic congestion. Congestion is not an issue for bicycle/pedestrian infrastructure in the MPA, and therefore there are no measures to address this factor.

- *Safety* – Crash statistics offer an indication of locations where high bicycle or pedestrian volumes exist, provide information about age groups that may need to be targeted for safety and enforcement programs, and identify specific street or intersections that may need to be targeted for safety improvements.

The MPO obtains data on bicycle and pedestrian crashes from UW-Madison's Traffic Operations and Safety Laboratory (TOPS) MV4000 Wisconsin Motor Vehicle Accident Report system (a universal database of automotive crashes used by Wisconsin law enforcement officers). One limitation with MV4000 data is that the data only contain "reportable" crashes, i.e., those that involved at least one motor vehicle and resulted in an injury, possible injury, fatality, or property damage of $1,000 or more. Generally speaking, approximately two-thirds of bicycle-to-driver crashes go unreported. Additionally, more crashes that do not involve a moving motor vehicle, such as a bicyclist hitting a fixed object or pedestrian, also go unreported. Despite these limitations, the MV4000 information does provide relatively comprehensive insight into the type and location of crashes that have occurred in the MPA and can be used to determine where safety improvements might be necessary and where to focus efforts on safety education

The MPO collects crash summary data on an annual basis for each of the MPO communities and Rock County. The data are available from 2000 through 2019. The number of crashes varies, but the overall trend shows a decline for both vehicular/pedestrian and vehicular/bicyclist crashes, as can be seen below.

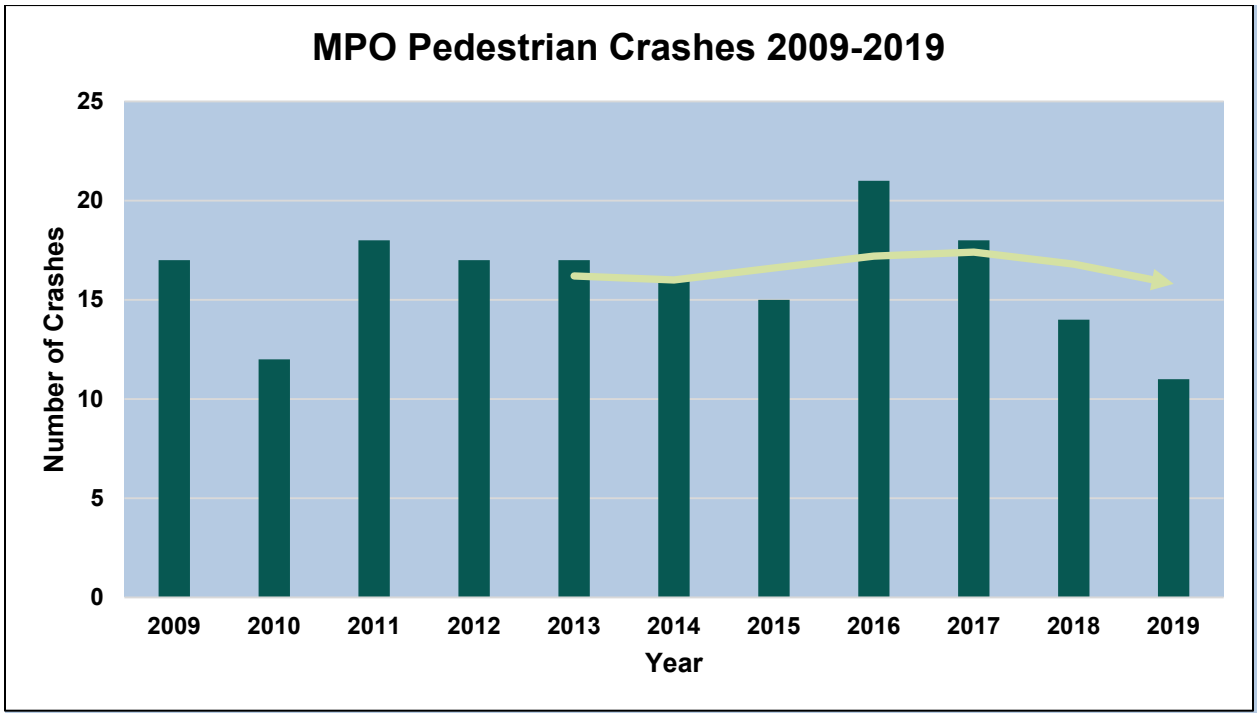


Figure 12: Recorded Pedestrian Crashes in the Janesville Area MPA. Source: UW TOPS Lab, 2019.

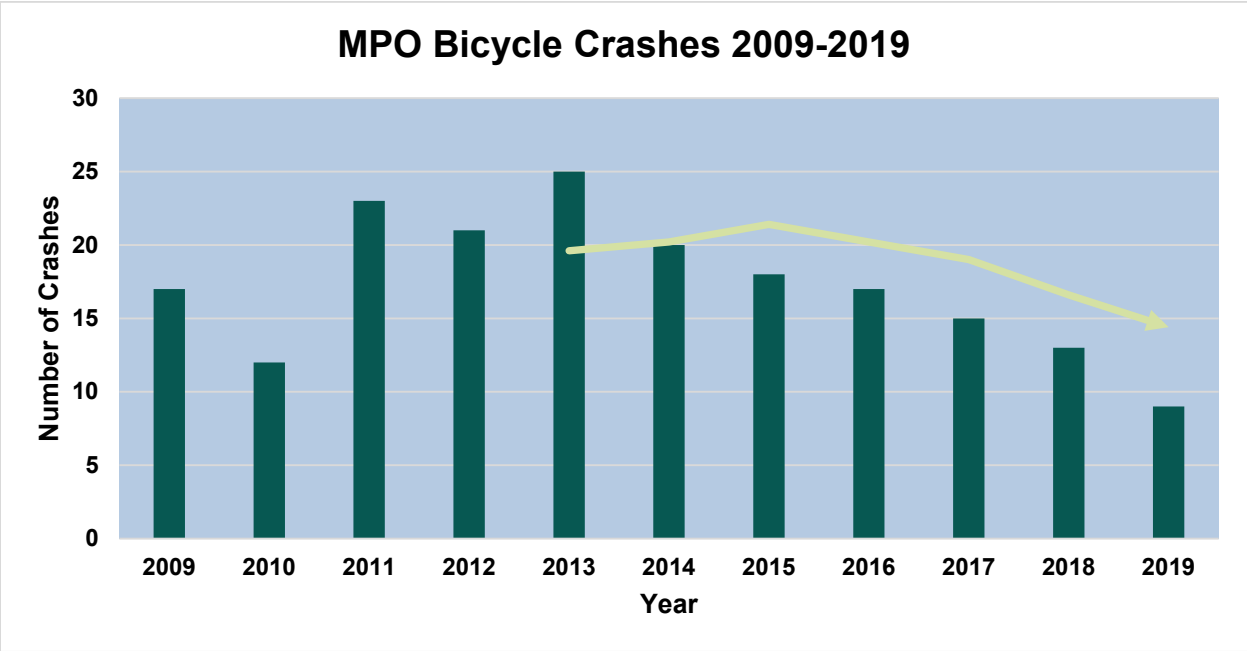


Figure 13: Recorded Bicycle Crashes in the Janesville MPA. Source: UW TOPS Lab, 2019.

Several different variables influence crash data, including the number of people that are biking and walking within the MPA. The increase in walking and ridership numbers indicated in the Trail User Surveys between 2010 and 2019 strongly suggest that more people are walking and biking in the MPA (however, this data only pertains to off-road trails). With the crash data indicating a downward trend in crashes in the past ten years, this strongly suggests that municipal measures to improve safety within the MPA are working.

- *Security* – The MPO completed an inventory of end-of-trip facilities (i.e., Bike Racks) within the urbanized area in order to identify gaps in infrastructure. The inventory includes the number of bike parking spaces and location of each facility.

- *Accessibility & Mobility* – The MPO maintains GIS layers for bicycle lanes and trails for the urbanized area, and maintains a sidewalk inventory for the City of Janesville. Mileage of the system is recorded every two to three years since 2010.

Table 7: Janesville Area Sidewalks

Facility Type	2010	2013	2015	2018	2020
Existing Sidewalk	317	325.32	336.73	345.66	350.19
Planned and Funded Sidewalk	22	20.4	10.3	6.85	6.93
Planned and Unfunded Sidewalk	101	57.35	54.1	41.95	43.71

Table 7: Janesville Area Sidewalks					
Facility Type	**2010**	**2013**	**2015**	**2018**	**2020**
Unplanned and Unfunded Sidewalk	213	221.65	225.29	221.374	223.11
Total	**653**	**624.72**	**626.42**	**615.83**	**623.94**

Table 8: Janesville MPA Bike Facilities					
Facility Type	**2010**	**2013**	**2015**	**2018**	**2020**
Paved Off-Road Trail	23	29.6	36.9	39.2	41.98
On-Street Paved		5.1	10	15.3	15.3
Designated Bike Lane	13.16	14.5	14.5	16.2	19.9
Total	**36.16**	**49.2**	**61.4**	**70.7**	**77.18**

The number of miles of trail increased significantly since 2016 due to the extension of trail through Sheiffer Park and the development of the Downtown Janesville Town Square. The "on-street paved" category includes designated on-street routes used to connect off-street trails.

The City of Janesville completed an *ADA Transition Plan* for facilities within the public right-of-way (i.e., sidewalks, curb ramps, and transit stops) in 2019, and is updating the inventory of these facilities on a rolling basis.

- *Integration & Connectivity* – The MPO completed an inventory of end-of-trip facilities within the urbanized area in order to identify gaps in infrastructure. To date, MPO staff inventories Janesville and Milton destinations such as government buildings, parks, schools, and major shopping areas. The inventory includes the number of bike parking spaces and location of each facility.

  To adhere with the *FAST Act* goal, the MPO set a previous target for equipping 100 percent of the JTS fleet with bicycle racks. The MPO has achieved this target, with all 17 buses in the JTS fleet equipped with bike racks as of 2020.

- *Protect & Enhance the Environment* – The *Bicycle & Pedestrian Plan* seeks to enhance and protect the environment by providing safe accommodation for non-motorized travel, thus reducing vehicle miles traveled and greenhouse gas emissions (GHGs). The MPO conducts a Trail User Survey and count triennially to measure the growth in trail usage in Janesville. As shown in the figure below, the total estimated usage of the trail network was estimated to be 296,091. This is a 1.7% increase from the 2010 estimated usage of 290,948. MPO staff generated these estimates using the National Bicycle and Pedestrian Documentation Project (NBPD) model for estimated annual traffic based on short-term traffic counts.

  The National Household Travel Survey (NHTS) for WisDOT, conducted by the FHWA, is the only comprehensive source of travel data at the MPA level. In the latest 2017 NHTS survey, the Janesville MPA reported a 1.1% walking-to-work mode share, with biking to work having a negligible mode share.

Performance Targets & Indicators

This section proposes performance targets for the Janesville Area MPO that meet the spirit of both *MAP-21* and the *FAST Act.* Please note that the MPO expects to revise performance targets and indicators as necessary in order to meet the requirements of the *FAST Act* or any subsequent federal transportation legislation.

The target setting process involved the analysis of trends and past performance in the MPA, examined bicycle and pedestrian recommendations contained in **Chapter 6** of this Plan, and considered available data sets for measuring progress.

Table 9: Bicycle & Pedestrian Performance Targets & Indicators

Target	Indicator	Data Source	Data Frequency	Status
Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.				
Increase in visitors using trail systems	Number of trips per year	MPO Trail User Surveys and counts	3 years (upcoming 2022; 2025)	**Increase from 2016 to 2019**
Increase in total trail usage	Number of trips per year	MPO Trail User Surveys and counts	3 years (upcoming 2022; 2025)	**Increase seen from 2016 to 2019**

Table 9: Bicycle & Pedestrian Performance Targets & Indicators				
Target	**Indicator**	**Data Source**	**Data Frequency**	**Status**
Emphasize the preservation of the existing transportation system				
Decrease number of miles of streets in poor or failed condition	PASER	WisDOT & Municipalities	2 years (upcoming 2021; 2023; 2025)	**Mileage increased between 2017 and 2019**
Maintain the majority of trail mileage in fair or better condition	Municipalities	MPO jurisdictions	Every LRTP (5 Years)	**To be conducted in Summer 2021**
Increase the safety aspects of the transportation system for its users				
Reduction in injury crashes Reduction in Fatal Crashes	Number of crashes a year	TOPS Lab WisTransPortal	Annual	**Overall decrease over the past ten years (2020). This target is tracked annually in the Janesville Area MPO TIP.**
Increase the security of the transportation system for motorized and non-motorized users				
Perception of Safety on trails	Survey of Users	MPO Trail User Surveys and counts	3 years (upcoming 2022; 2025; 2028)	**Increase from 2016 to 2019**
Increase the accessibility and mobility options available to people and for freight				
5% reduction in sidewalk gaps every five years	Miles of planned or recommended sidewalk	MPO	Every LRTP (5 Years)	**Over 5% increase in sidewalk mileage**
0.86 miles/year of new trail	Number of miles of trail	MPO	Every LRTP (5 Years)	**Over 0.86 miles/year of new trail construction completed**
Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight				

Table 9: Bicycle & Pedestrian Performance Targets & Indicators				
Target	**Indicator**	**Data Source**	**Data Frequency**	**Status**
100% of public transit buses equipped with bike racks in ten years.	Percentage of buses with bike racks	JTS	Variable	**100% of buses equipped with bike racks**
Protect and enhance the environment, promote energy conservation, and improve quality of life.				
Increase biking and walking as mode to work over ten years	U.S. Census American Community Survey Five-Year Estimates and National Household Travel Survey	Census/FHWA	American Community Survey/National Household Travel Survey	**No change in biking or walking as mode to work over ten years**

A few disclaimers regarding performance targets and indicators should be noted:

- Bike lanes are usually added during street reconstruction or rehabilitation projects. The ability to meet the bike lane target will depend heavily on the ability of MPA communities to secure competitive grant funding (primarily TAP).
- The ability to meet the trail target will also depend heavily on the ability of MPA communities to secure competitive grant funding.
- The filling of sidewalk is a strictly local issue addressed by both Milton and Janesville using non-federal and non-state funding. The MPO purely plays a monitoring role as regards sidewalks within the MPA.

Chapter Eight: Implementation of the Bicycle & Pedestrian Plan

Projects recommended in this plan have been prioritized in two phases: short-range (2021-2030) and long-range (2031-2050). Administration, maintenance, and planning for City of Janesville projects will involve staff from the MPO, the Engineering, Planning, and Parks Divisions of the City Public Works Department, and the Janesville Police Department. Additionally, the City of Milton, Rock County, and the five townships will be included in the implementation of some of the recommended improvement projects.

Table 10 summarizes the *Bicycle & Pedestrian Plan*'s recommended potential facilities, as well as an estimate for the cost of each improvement. Cost estimates for constructing the projects illustrated in this Plan are based on the University of North Carolina Highway Safety Research Center, and subsequently adjusted for inflation (in 2020 dollars).

Table 10: Estimated Costs of Facilities, 2020

Item	Unit	Average Unit Cost	Comments
Cantilever Riverwalk	Square foot	$110	
Railing	Linear foot	$330	Simple decorative painted steel railing
Sidewalk (concrete)	Square foot	$6	
Sidewalk (special pavement premium)	Square foot	$15	Above typical sidewalk cost
Ten-foot asphalt Path	Linear foot	$100	Assumes no boardwalk alignment
Lighting	Each	$7,730	Assume 70 feet on center
Trees	Each	$500	
“Squiggly Tree” bike rack	Each	$775	Specially made with Janesville’s brand
Basic Hitching Post bike rack	Each	$145 - $330	Structure only

Table 10: Estimated Costs of Facilities, 2020			
Item	**Unit**	**Average Unit Cost**	**Comments**
Multi-bike rack	Each	$330 - $2,210	Cost varies with size and type
"Sharrow"	Each	$200	
Signed bike route	Mile	$6,070	Estimates (adjusted for inflation) range $5,520 - $70,660. Cost adjusted by Janesville Engineering and adjusted to 2020 inflation
Crossing Island	Square foot	$65-80	
Rectangular Rapid Flashing Beacon	Each	$11,040 - $15,560	Estimates (adjusted for inflation) range $4,990 - $57,754. Cost adjusted by Janesville Engineering and adjusted to 2020 inflation
Marked Bike Lane	Mile	$17,000 - $19,000	Pavement marking

Implementation Steps

There are several steps and implementation tools available for the recommended bicycle and pedestrian improvements. The following summarizes implementation tools available for these recommendations, beginning with tools for the short-range projects and a description of some of the processes that will assist in implementing longer-term projects.

- *MPO/Local Adoption* – The *Bicycle & Pedestrian Plan* of the Janesville Area *Long Range Transportation Plan* must first be adopted as part of the overall LRTP, and then be adopted by each community in the planning area as part of their comprehensive plan.

- *Transportation Improvement Program (TIP)* – Major project recommendations of the bicycle/pedestrian element will be included in the Janesville Area MPO's annual TIP. These projects will then be eligible for federal funding opportunities for the year in which the TIP was adopted.

- *Capital Improvement Program (CIP)/Capital Budget Program* – Short-range projects (2015-2020) should be listed in CIPs of municipalities in the MPA. A specific line item in the budget should be established for these improvements. This will allow for local construction of facilities as well as matching dollars for federal and state programs or grants that are available for larger capital projects.

- *State & Federal Funding Sources* – There are a number of state and federal funding sources available to assist in the construction of the bicycle and pedestrian facilities that are recommended in the *Bicycle & Pedestrian Plan*. Many of these funding sources cover 80% of project costs and require a 20% local match. The amount of funding available through these programs fluctuates annually depending on the status of Wisconsin State and Federal budgets. The MPO, and municipalities within the MPA, should coordinate their efforts and applications for funding the projects identified in the Plan.

- *Local Ordinances* – Several of the recommendations in this Plan may require changes to local ordinances and zoning codes. Changes may also make many of the recommendations of this Plan more effective. Revisions to these ordinances that include detailed design standards for pedestrian and bicycle facilities will assist in planning new developments so they address the needs of bicyclists and pedestrians.

- *Local Funding Sources* – The MPO should seek partnerships with local businesses and community groups to assist in implementing some of the recommendations in the *Bicycle & Pedestrian Plan*. In addition, these local groups could be used as local "in-kind" matching dollars for state, federal, and private/non-profit grants that are sought and awarded to communities.

- *Maintain consistent and frequent communication with state and federal transportation partners* – The MPO and MPA communities maintain a healthy dialogue to coordinate on multiple transportation projects that require intergovernmental coordination. Maintaining this relationship and dialogue will help MPA communities in best supporting bicycle and pedestrian improvements to planned reconstruction projects on state projects, or projects with heavy involvement from WisDOT.

Funding Sources

Municipalities should plan and construct the projects outlined in the *Bicycle & Pedestrian Plan* over the thirty-year plan horizon. In practice, only up to one project will typically be under construction in a given calendar year, and projects with secured funding are listed in the MPO's most recent TIP. Local jurisdictions typically provide the funding for bicycle and pedestrian improvements via their respective CIPs, or through federal Surface Transportation Program (STP) allocations. The MPO should also seek additional funding through various state, federal, non-profit, and private sources to implement the projects in the Plan.

Many funding sources are subject to state and federal budgeting processes, and the total amount of funding available varies widely year to year. The Janesville Area MPO will continue to apply for construction assistance for as long as funding programs remain active. Local funds supplement federal assistance, and if federal aid is limited in future years, local funds may be used as a source to

fund smaller bicycle and pedestrian facilities. Below is a summary of traditional funding sources that Wisconsin MPOs and their member jurisdictions often utilize to fund their recommended bicycle and pedestrian improvement projects:

- *Transportation Alternatives Program (TAP)* – The Wisconsin Department of Transportation (WisDOT) administers TAP, which distributes funding through the Transportation Alternatives allocation as stated within the *FAST Act (2015)* to Wisconsin communities via a competitive grant process during even years. TAP-eligible activities include construction, planning, and design of on- and off-road facilities for non-motorized forms of transportation, including sidewalks, bicycle infrastructure, safe routes to school planning, encouragement, and education activities, pedestrian and bicycle signals, traffic-calming techniques, lighting and other safety-related infrastructure, and transportation projects to achieve compliance with the *Americans with Disabilities Act (1990)*.

- *Surface Transportation Program–Urban (STP-Urban) Funds* – MPAs receive a biennial allocation of STP-Urban funds, as designated through the federal Surface Transportation Program as stated within the *FAST Act (2015)*. The Janesville Area MPO – and the majority of MPOs across Wisconsin, primarily use their STP-Urban allocations to fund major road projects along collector and arterial routes. However, it should be emphasized that recent projects funded through STP-Urban have included the extension of bike lanes and pedestrian accommodations in the City of Janesville.

- *Incidental Improvements* – Bicycle & pedestrian projects are broadly eligible for funding from most of the major federal-aid programs. Generally, the most cost-effective way of accommodating bicycle and pedestrian accommodations is incorporating as part of larger road construction, reconstructing, and paving projects. Generally, the same source of funding may be used for bicycle and pedestrian accommodation as is used for the overall road improvement, if the bicycle/pedestrian accommodation is “incidental” in scope and cost to the overall project. Overall, most bicycle and pedestrian accommodations in Wisconsin are made as incidental improvements.

- *Knowles-Nelson Stewardship Program Local Assistance Grants* – Approximately eight million dollars are available each year under the programs listed below for grants to local units of government and nonprofit conservation organizations (NCOs). Most grant funds are awarded to local governments for acquisition of land or development of recreational facilities. NCOs are eligible for land acquisition projects only.

    - *Acquisition and Development of Local Parks* – The Stewardship program sets aside half of its Local Assistance Program funds for projects that improve community parks and acquire land for public outdoor recreation. Funds are available to municipalities, counties, tribal governments, and NCOs.

- *Urban Rivers (UR)* – The Stewardship program allocates twenty percent of the funds available in its Local Assistance Program annually to restore or preserve the character of urban river ways through the acquisition of land or easements adjacent to rivers. Funding will be provided for projects that are part of a plan to enhance the quality of a river corridor.

  The purposes of the Urban Rivers Program are 1) to improve outdoor recreational opportunities by increasing access to urban rivers for a variety of public uses, including (but not limited to) fishing, wildlife observation, enjoyment of scenic beauty, canoeing, boating, hiking, and bicycling; and 2) to preserve or restore significant historical, cultural, or natural areas along urban rivers.

  The Urban Rivers program provides grants to municipalities and NCOs. There is a cap of twenty percent, meaning that no sponsor may receive more than twenty percent of total available funding in any fiscal year.

- *Urban Green Spaces (UGS)* – The intent of the Urban Green Space Program is 1) to provide open natural space within or in proximity to urban areas; 2) to protect areas that have scenic, ecological, or other natural values within or in proximity to urban areas from encroaching urban development; and 3) to provide land from non-commercial gardening for the residents of an urbanized area.

- *Acquisition of Development Rights (ADR)* – The purpose of this program is to protect natural, agricultural, or fest lands that enhance nature-based outdoor recreation. "Development Rights" are the rights of a landowner to develop their property to the greatest extent allowed under state and local laws. The goals of this program are achieved through the purchase of those development rights and compensating landowners for limited future development on their land. Ten percent of funding available in the local assistance program are allocated to this program. Priority is given to projects that have one or more of the following characteristics in addition to providing or enhancing nature-based outdoor recreation, no listed in priority order:

  - Property with frontage on rivers, streams, lakes, or estuaries.
  - Property that creates a buffer between land that has been permanently protected for natural resource and conservation purposes and potential or existing residential, commercial, or industrial development.
  - Property that is within the boundaries of an acquisition project established by the DNR, a government unit, or nonprofit where the uses of the property will complement the goals of the project and the Stewardship Program.

- Property that is within an environmental corridor that connects two or more established resource protection areas.

- *Land and Water Conservation Fund (LWCF)* – The objective of this program (made available through the NPS) is to encourage nationwide creation and interpretation of high quality, outdoor recreational opportunities. The program funds both state and local outdoor recreation projects. Funding levels are dependent upon the annual availability of federal funds. Counties, municipalities, school districts, and tribal governments with approved Comprehensive Outdoor Recreation Plans are eligible for funding. The funding is up to fifty percent matching grants to state and local units of government. Priority projects involve the acquisition of land where a scarcity of outdoor recreational land exists.

  Eligible activities include acquisition of land for public outdoor recreational areas and preservation of water frontage and open space, development of public outdoor park and recreational areas, and corresponding support facilities.

- *Recreational Trail Program (RTP)* – The RTP is a federal program established in the *FAST Act (2015)*, and administered by the Wisconsin DNR. RTP provides funding for the development and maintenance of both motorized and non-motorized recreational trails, supporting a wide range of uses, including bicycling, cross-country skiing, ATV riding, snowmobiling, hiking, four-wheel riding, equestrian usage, and other off-road motorized vehicle usage.

- *Highway Safety Improvement Program (HSIP)* – Eligible projects under HSIP include intersection safety improvements, safety conversions, and other spot improvements that would increase safety for bicyclists and pedestrians at high crash intersections. This program focuses on locations with a documented history of previous crashes.

- *General Fund (local government)* – The primary source of General Fund revenue comes from the property tax levy. The General Fund has historically been used for street construction, maintenance, and transit operating assistance. It is likely that local government will further utilize their General Funds to construct bicycle and pedestrian facilities.

- *Special Assessments (local government)* – Local governments charge special assessments to developers for sidewalk installation and street construction during the development of residential and commercial lands. Developers may also pay a share of the cost for traffic signal improvements on streets adjoining their properties.

- *Private Funds* – Private non-profit organizations – like the Rock Trail Coalition (RTC), Janesville Velo Club, and the Ice Age Trail Chapter of Rock County – provides sources of funding or volunteer labor for bicycle and pedestrian trail improvements. The RTC works to preserve scenic corridors through their membership dues and fundraisers. Private interests that have funded recreational projects include the Lions Club, Jaycees, Optimist Club, and the

Kiwanis. Private funding is responsible for the construction of the downtown Janesville Pedestrian Bridge (officially named the "Blaine Gilbertson Family Heritage Pedestrian Bridge"), and for funding bicycle wayfinding infrastructure along the Peace and Ice Age Trails (funded by the Janesville Velo Club, Rock Trail Coalition, and the Janesville Area Convention & Visitors Bureau).

Long-Term Maintenance

Local jurisdictions maintain trails and on-street facilities using financial support from the General Fund or capital borrowing, which is separate from the MPO's budget. Identifying the long-term costs of maintaining improvements are an important component of the decision-making process. While grant funding can assist in the construction of trails, local governments bear the vast majority of long-term costs to maintain their infrastructure, including bush clearing, signage, amenities, and resurfacing.

The City of Janesville began constructing asphalt trails in 1993/1994 with the then-Springbrook Trail (now the Ice Age National Scenic Trail) from Rockport Road to Palmer Park. A steady stream of construction followed from the mid-1990's through mid-2000's until the late 2000's construction slowed due to the competitiveness of grant funding. The Glacial River Trail was built as part of the greater STH 26 bypass construction, with the burden of trail maintenance falling between the Cities of Milton and Janesville, and Rock County. **Table 11** shows the approximate construction dates of Janesville's trail segments:

Table 11: Trail Construction History

Year	Trail Constructed	Trail Constructed	Trail Constructed
1993	Ice Age Trail (Rockport to Ruger)		
1994			
1995			
1996			
1997			
	Ice Age Trail	Peace Trail	

Table 11: Trail Construction History

Year	Trail Constructed	Trail Constructed	Trail Constructed	
1998	(Ruger to Wright; W. Racine to Riverside Park)	(Afton/Rockport Intersection to Tripp)		
1999				
2000			Wuthering Hills Trail	Kennedy Road
2001				
2002				
2003	USH 11 Connector Trail			
2004			USH 11 South Side Connectors	
2005				
2006				
2007				
2008				
2009				
2010	Ice Age Trail (USH 14 to Tanglewood)			
2011				
	STH 26 Overpass			

Table 11: Trail Construction History

Year	Trail Constructed	Trail Constructed	Trail Constructed
2012			
2013		Glacial River Trail (Wright to Fort Atkinson)	E. Racine Connection (Palmer to Wuthering Hills)
2014			
2015	East Side Riverwalk (Centerway to Milwaukee)		
2016			
2017			
2018			
2019	Ice Age Trail (Downtown Janesville)	Sheiffer Park Trail	Rock River Pedestrian Bridge
2020		East Side Riverwalk (Milwaukee to Court)	
2021			
2022	USH 14 West Connection (Deerfield to Kettering)		

Most of the City of Janesville's trails are ten feet wide, and constructed with asphalt with two-foot crushed limestone shoulders or grass. Portions of the trail are wide concrete sidewalk, including areas of the downtown or near street crossings. The lifespan of varies pavement and trail types are as follows:

- Concrete sidewalk may last at least forty years;
- Cantilevered areas of trail are built similarly to bridges, and thus may last up to fifty years;

- Asphalt trail remains in good condition for twenty years before patching or resurfacing is needed; however, environmental conditions can affect surface light. Large trees are a particular detriment to trail life, as root reflections from trees within fifteen feet of the trail can cause the trail to break or become uneven.

Based on past figures, the City of Janesville may expect to spend roughly $7,500-$8,000 per mile of trail surface maintenance.

Policy Recommendations

The following policy recommendations provide guidance promoting bicycle and pedestrian awareness, safety, and efficiency in accordance with the Goals and Objectives of this Plan.

Table 12: Coordination Recommendations

1	**Encourage public participation in the bicycle and pedestrian planning process.**
Ensure that local groups (i.e., the Rock Trail Coalition, etc.) and the general public are informed and provided meaningful opportunity to comment on proposed projects and plans through the MPO's Public Participation Procedures. *Seek means, whenever appropriate and feasible, to reach the largest audience possible in the spirit of public participation (i.e., On-line opportunities for comment).*	
2	**Seek cooperation of property owners adjacent to existing and planned bicycle facilities.**
Notify nearby property owners of planned bicycle and pedestrian facilities as soon as possible by placing notes on proposed subdivision plats. *Notify property owners of nearby planned bicycle and pedestrian facilities prior to constructions.* *When feasible and appropriate, establish dialogue with property owners to utilize the possibility of dedicating private land for trail construction.*	
3	**Coordinate Bicycle Routes & Corridors with neighboring government agencies**
When possible and appropriate, coordinate with Rock County, the City of Milton, SLATS MPO, townships, and the Wisconsin Department of Transportation to incorporate bicycle and pedestrian facilities in road resurfacing and reconstruction projects. *Work collaboratively with these agencies and municipalities in pursuing funding opportunities for off-road facilities.*	

Table 13: Infrastructure Recommendations	
1	**Plan bicycle routes that connect to other systems in Rock County and trails in adjacent counties.**
Develop Janesville's bicycle and pedestrian network to efficiently connect to planned and existing trails in the Beloit MPA and rural Rock County. *Promote construction of wide shoulders on rural arterial routes at Janesville city limits to promote accessibility for visitors and commuters from surrounding communities.*	
2	**Consider bicycle and pedestrian movements during the site plan and development review process.**
Ensure preservation of pedestrian access from residential subdivisions to adjacent commercial developments, similar to pedestrian access to the greenbelt system. *When feasible and appropriate, require dedication of right-of-way for future bicycle and pedestrian facilities as a condition of approval during subdivision development phase.*	
3	**Consider bicycle and pedestrian requirements during bridge improvement design phase.**
Reconstruction design projects for bridges should incorporate adequate lane widths or joint pedestrian/bicycle lane for future use.	
4	**Encourage preservation of railroad right-of-way for future off-street facility use. Fund and conduct the research and assessment of active, inactive, or abandoned rail and rail right-of-way within the MPA.**
Janesville, Milton, and Rock County should maintain records of railroad right-of-way status, availability, and evaluate abandoned Rock River rail bridges for future bicycle facilities.	
5	**Install railroad crossing sign/safety equipment where applicable (e.g., rubber railroad crossing).**
Caution signs should be provided for cyclists approaching problem at-grade railroad crossings or hidden driveways.	
6	**Utilize Federal Highway Administration guidelines to review locations with high crash rates to identify potential engineering or safety improvements.**
The National Highway Research Center has developed guidelines to assist in identifying potential engineering solutions for intersections, roadways, or other locations that are unsafe for bicyclists and pedestrians. This guidance should be used as one of the first tools in improving these high risk locations.	
7	**Construct new facilities using established federal and state design standards, and bring existing facilities into compliance.**
NACTO, AASHTO, the Wisconsin Bike Facility Design Handbook, and FHWA Bikeway Selection Guide (2019) guidelines are used for all new bicycle facilities in the Janesville area. Any deficiencies on older,	

Table 13: Infrastructure Recommendations	
existing segments should be identified and evaluated for improvement. Crash information from the UW TOPS lab informs design considerations at key intersections.	
8	**Promote implementing recommended projects when streets are scheduled for construction or reconstruction. Amend street standards as necessary to ensure that on-street facilities meet – and preferably exceed – the AASHTO guidelines.**
In order to minimize cost and effort, paving and re-striping to accommodate bicycle traffic may be completed during scheduled reconstruction or surface improvements. Standard roadway cross-sections will be amended on a project-by-project basis to accommodate on-street bike lanes or wide curb lanes whenever possible and appropriate. *Where construction of a bike lane or wide curb lane on a recommended bike route is not feasible due to engineering constraints, justification for not constructing the bicycle facilities will be documented during project design.*	

Table 14: Facilities Support Recommendations	
1	**Ensure that bicycle parking facilities (i.e., racks and shelters) and benches are available at all public facilities and new developments**
Bike parking facilities should be made available – if not already – at all commercial, industrial, and public facilities as traffic generators in this plan. Bike racks should be located in accessible, secure locations at the sites. This recommendation should be practiced and encouraged through the site plan review process.	
2	**Ensure maintenance of on-street routes by keeping shoulders clear of debris and vegetation. Ensure tree and shrub clearance per AASHTO guidelines on operation and maintenance. Maintain bicycle trails and signs through regular Public Works maintenance procedures.**
Streets designated as on-street bicycle routes should be prioritized for leaf removal and trimming during the summer months. Clearing, mowing, and maintenance for bicycle trails should continue through Public Works maintenance procedures	
3	**Provide adequate lighting for routes frequently used by bicyclists and pedestrians.**
Additional street lighting should be provided, when deemed necessary, for streets with designated on-street bicycle facilities.	

Table 15: Awareness & Resources Recommendations	
1	**Extend sources of cycling information**
Continue local public awareness programs regarding bicycle safety and bicycle registration. Provide opportunities for bicycles to be registered at schools, fairs, and other public facilities throughout the year.	
2	**Maintain an urban area map that identifies bicycle and pedestrian facilities.**
Bicycle route maps and brochures identifying bicycling and pedestrian facilities should be regularly updated as the MPA's bike system expands.	

Electric Bicycles & Scooters

As of 2021, Wisconsin State Statutes limit the use of electric bicycles on a bicycle way with an engaged motor. The City of Janesville has determined that local agencies do not currently have the authority to adopt less strict provisions for the use of electric bicycles. The use and popularity of electric bicycles have grown on a national scale, and some desire for the allowance of electric bicycles on bicycle ways was expressed during the public participation process. Should changes in state legislation take place, local agencies within the MPO should consider implementation factors should electric bicycles become a legal use on bicycle ways, such as the identification of substandard curves or speed limit signs. This is not to be confused with *Wis. Stat. 349.237*, which allows for the operation of an electric *scooter* going under 25 miles per hour.

Summary

MPO staff – through extensive engagement – has designed the *Bicycle & Pedestrian Plan* of the *Long-Range Transportation Plan* to enhance walking and bicycling as efficient, attractive, and realistic modes of transportation for bicyclists and pedestrians in the MPA. Construction projects and policy recommendations outlined in the Plan focus on extending and completing the existing trail system, introducing a network of on-street facilities that complement the off-road trail network, and ensuring the consideration of multimodal movement when planning new developments. In addition, the Plan focuses on promoting safety awareness of users and motorists, and the examination of facility design to improve bicycle and pedestrian safety.

The objectives of the Plan may be met by improving connections between traffic generators. Providing adequate bicycle and pedestrian facilities is expected to offer additional recreational opportunities and promote biking and walking as viable alternatives to driving. Facility improvement and new construction are only part of the effort to accomplish the goals of the *bicycle and pedestrian Plan*. The policy recommendations outlined in the Plan encourage public awareness, education, and participation that is necessary to implement Plan concepts.

Through the implementation of the ideas set forth in this Plan, and the construction of major facility improvement projects, the cities and townships that comprise the Janesville MPA will have an integrated transportation network that provides true alternative transportation options to all of its residents.

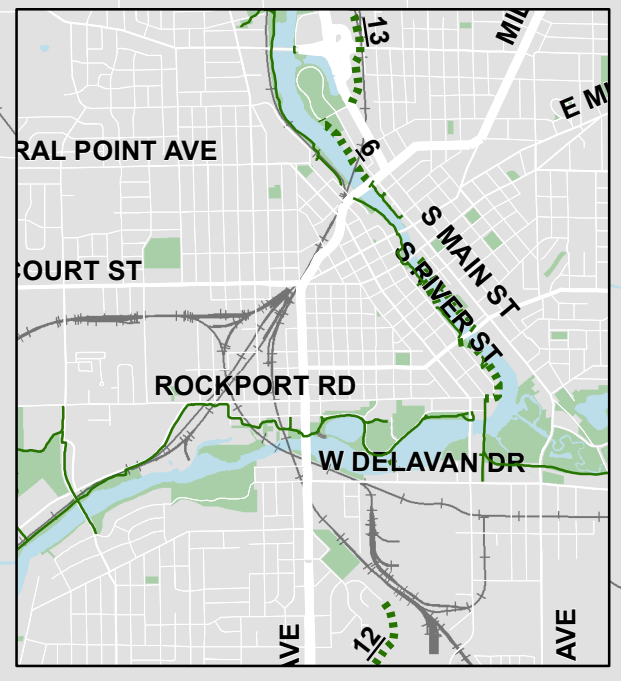
Legend

Existing Trails

- Dirt Trail (Pedestrian Only)
- Gravel Trail
- Paved Trail

CTH N
STH 59
STH 26
CTH M
I 39/90
STH 59
CTH M
J F TOWNLINE RD
M H TOWNLINE RD
CTH F
USH 51
CTH Y
USH 14
E ROTAMER RD
CTH H
STH 26
USH 14
I 39/90
N WRIGHT RD
MILTON-SHOPIERE RD
CTH A
MT ZION AVE
CTH A
MILTON AVE
E MILWAUKEE ST
MINERAL POINT AVE
S MAIN ST
S RIVER ST
W COURT ST
E RACINE ST
USH 14
CTH MM
STH 11
ROCKPORT RD
S WRIGHT RD
STH 11
W DELAVAN DR
USH 14
STH 11
AFTON RD
CENTER AVE
BELOIT AVE
I 39/90
CTH J
MILTON-SHOPIERE RD
TRIPP RD
STH 11
CTH D
USH 51
CTH G
I 39/90
CTH J
B R TOWNLINE RD

Downtown Janesville Inset



Map 1

ExistingTrails
Bicycle & Pedestrian Plan
Long-Range Transportation Plan

JANESVILLE AREA
Metropolitan Planning Organization (MPO)

Legend

On-Street Facilities

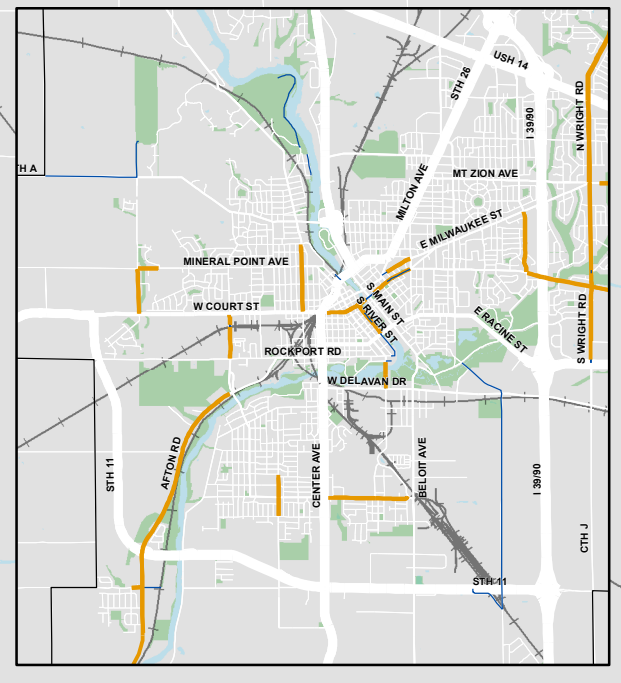
Bike Lane

Bike Lane

On-Street, Shared Route

CTH N
STH 59
STH 26
CTH M
I 39/90
STH 59
CTH M
J F TOWNLINE RD
M H TOWNLINE RD
CTH Y
CTH F
USH 51
USH 14
E ROTAMER RD
CTH H
USH 14
STH 26
I 39/90
N WRIGHT RD
MILTON-SHOPIERE RD
CTH A
MILTON AVE
MT ZION AVE
CTH A
E MILWAUKEE ST
MINERAL POINT AVE
S MAIN ST
S RIVER ST
W COURT ST
USH 14
CTH MM
STH 11
E RACINE ST
S WRIGHT RD
ROCKPORT RD
STH 11
W DELAVAN DR
USH 14
AFTON RD
STH 11
CENTER AVE
BELOIT AVE
I 39/90
CTH J
MILTON-SHOPIERE RD
TRIPP RD
STH 11
CTH D
USH 51
CTH G
I 39/90
CTH J
B R TOWNLINE RD

Downtown Janesville Inset



Map 2

Existing On-Street Facilities
Bicycle & Pedestrian Plan
Long-Range Transportation Plan

JANESVILLE AREA
Metropolitan Planning Organization (MPO)

Legend

- MPO Boundary
- Water
- Existing Off-Road Trail
- Parks & Green Space

Milton Fire Station
Rock County Sheriff
Fire Training Center
Fire Station #5
Riverside Golf Course
Riverside Wading Pool
City Services Center
Demolition Waste Disposal
Recycling Center
City-County Landfill
Janesville Transit System
Post Office
Fire Station #4
Janesville Country Club
Rock County Fair Grounds
Post Office - 1804 E Milwaukee Street
Rock County Historical Society
Talman House
Fire Station #1
Fire Station #3
Mercy Hospital
Rock County Courthouse
Hedberg Public Library
Post Office - Downtown
Youth Sports Complex
Palmer Park Wading Pool
Transit Transfer Center
Ice Arena
Blackhawk Golf Course
Lions Beach
St. Mary's Hospital
Rockport Pool
Dawson Softball Complex
Rotary Gardens
Water Utility Adm
Fire Station #2
Rock County Job Center
Waste Water Utility
Glen Erin Golf Club

0 0.5 1 2 Miles

N

Map 3

Points of Interests
Long Range Transportation Plan
2020-2025

JANESVILLE AREA
Metropolitan Planning Organization (MPO)

Legend

- MPO Boundary
- Water
- Existing Off-Road Trail
- Parks & Green Space

WEST ELEMENTARY
NORTHSIDE INTERMEDIATE
MILTON MIDDLE
MILTON HIGH
MECAS
EAST ELEMENTARY
CONSOLIDATED ELEMENTARY
HARMONY ELEMENTARY
KENNEDY ELEMENTARY
JEFFERSON ELEMENTARY
ADAMS ELEMENTARY
MARSHALL MIDDLE
HARRISON ELEMENTARY
WASHINGTON ELEMENTARY
PARKER HIGH
MONROE ELEMENTARY
FRANKLIN MIDDLE
MADISON ELEMENTARY
ROCK RIVER CHARTER
CRAIG HIGH
ROOSEVELT ELEMENTARY
ST. JOHN VIANNEY
WILSON ELEMENTARY
VAN BUREN ELEMENTARY
EDISON MIDDLE
LINCOLN ELEMENTARY
UW ROCK COUNTY
JACKSON ELEMENTARY

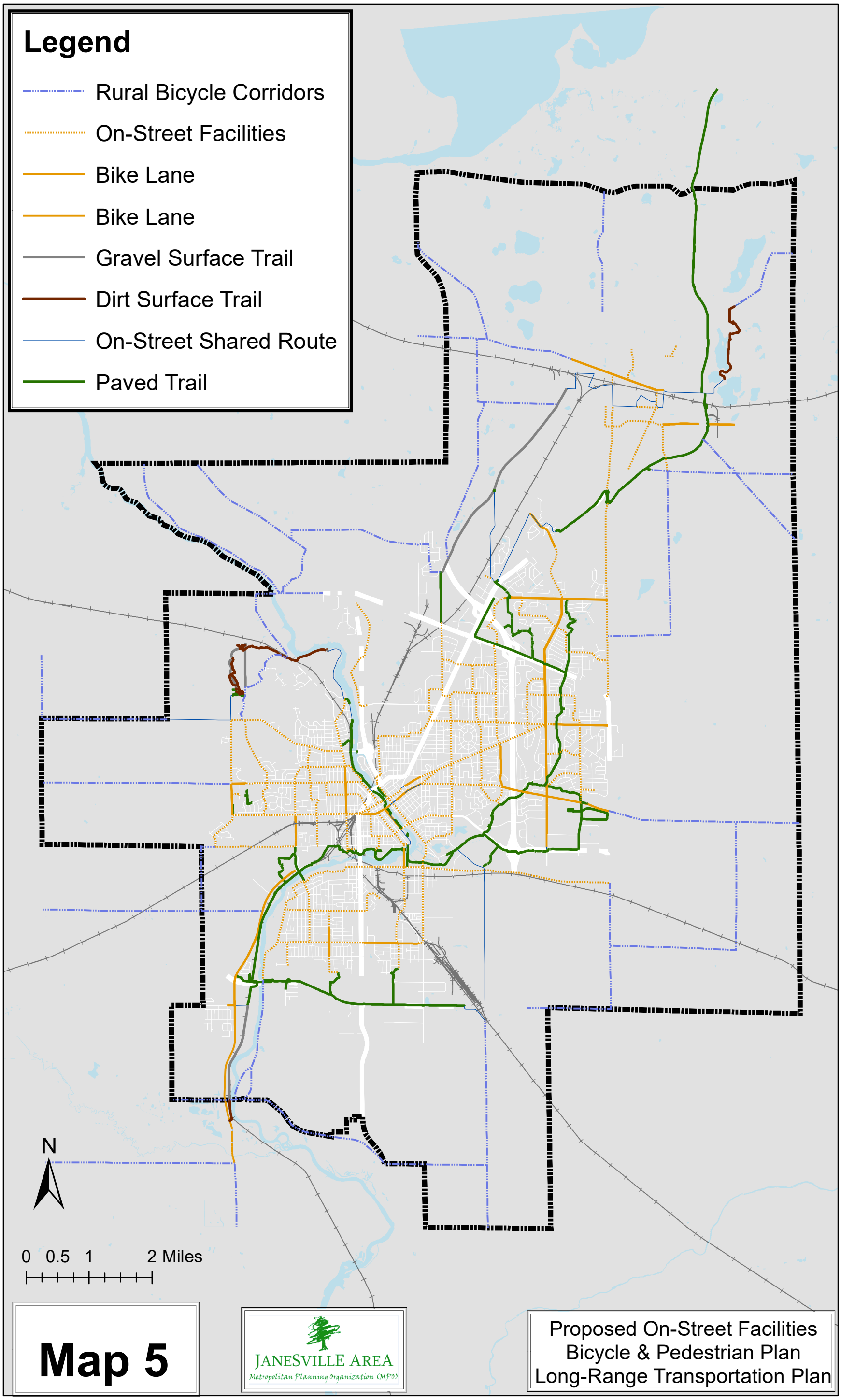
0 0.5 1 2 Miles

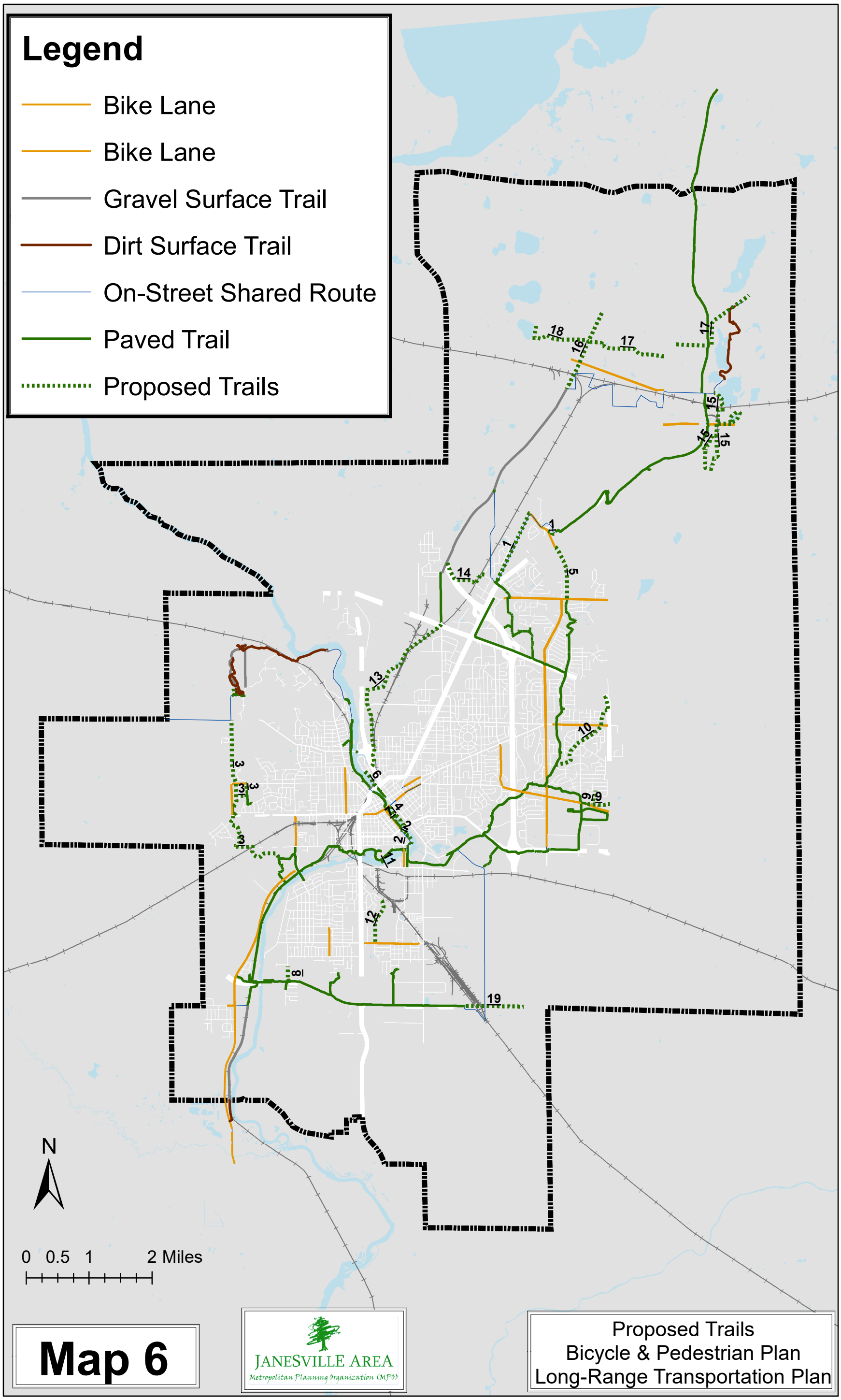
N

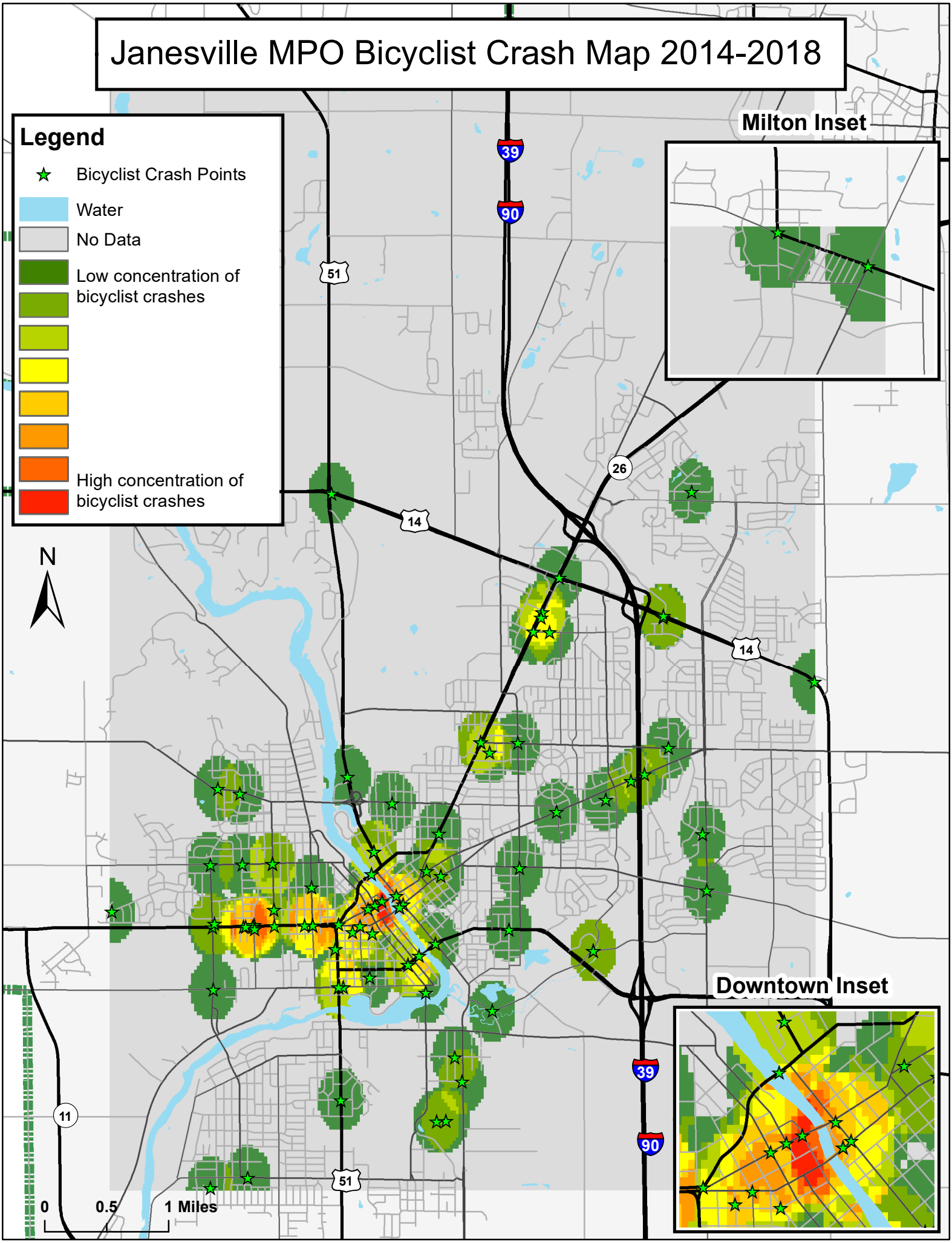
Map 4

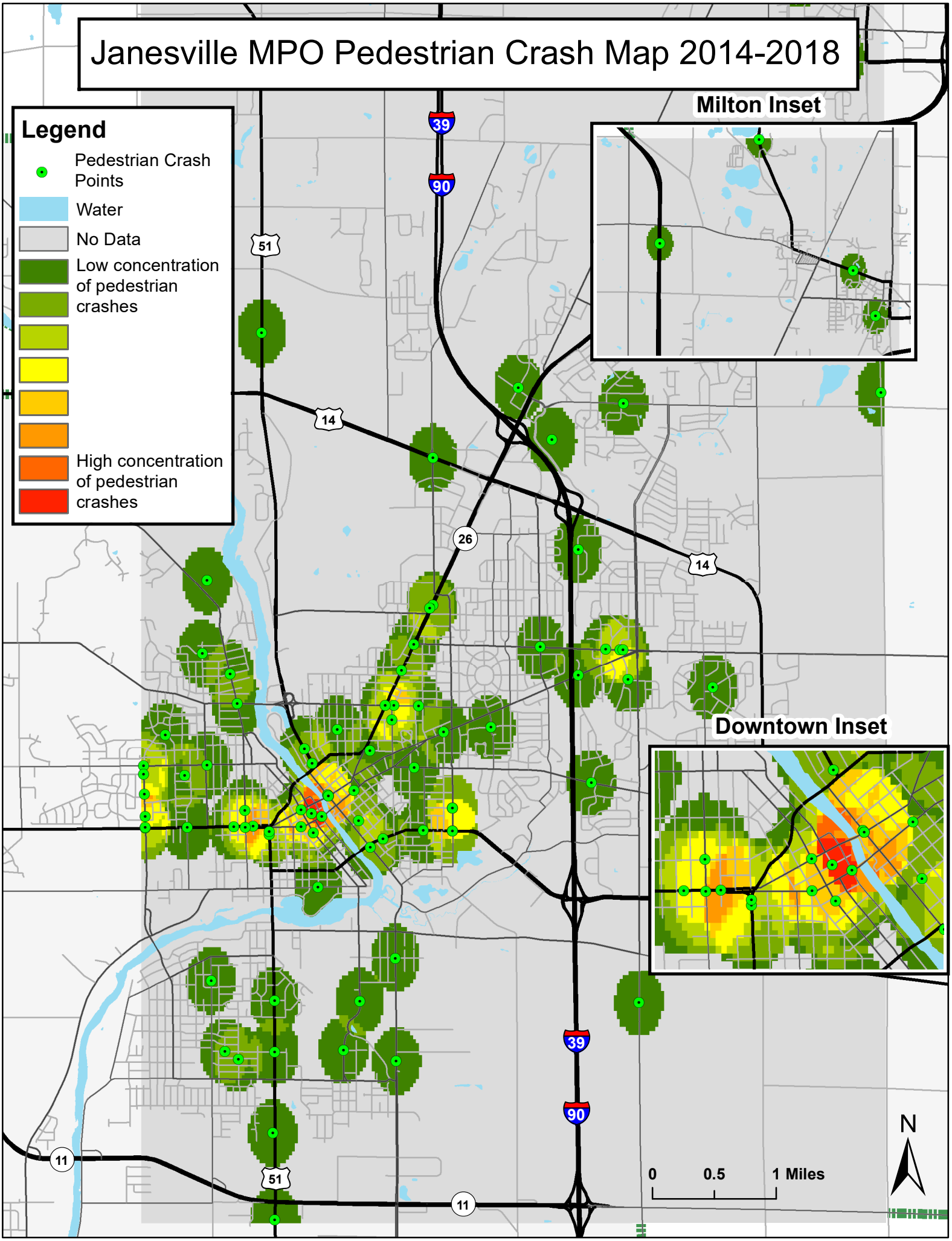
Schools
Long Range Transportation Plan
2020-2025

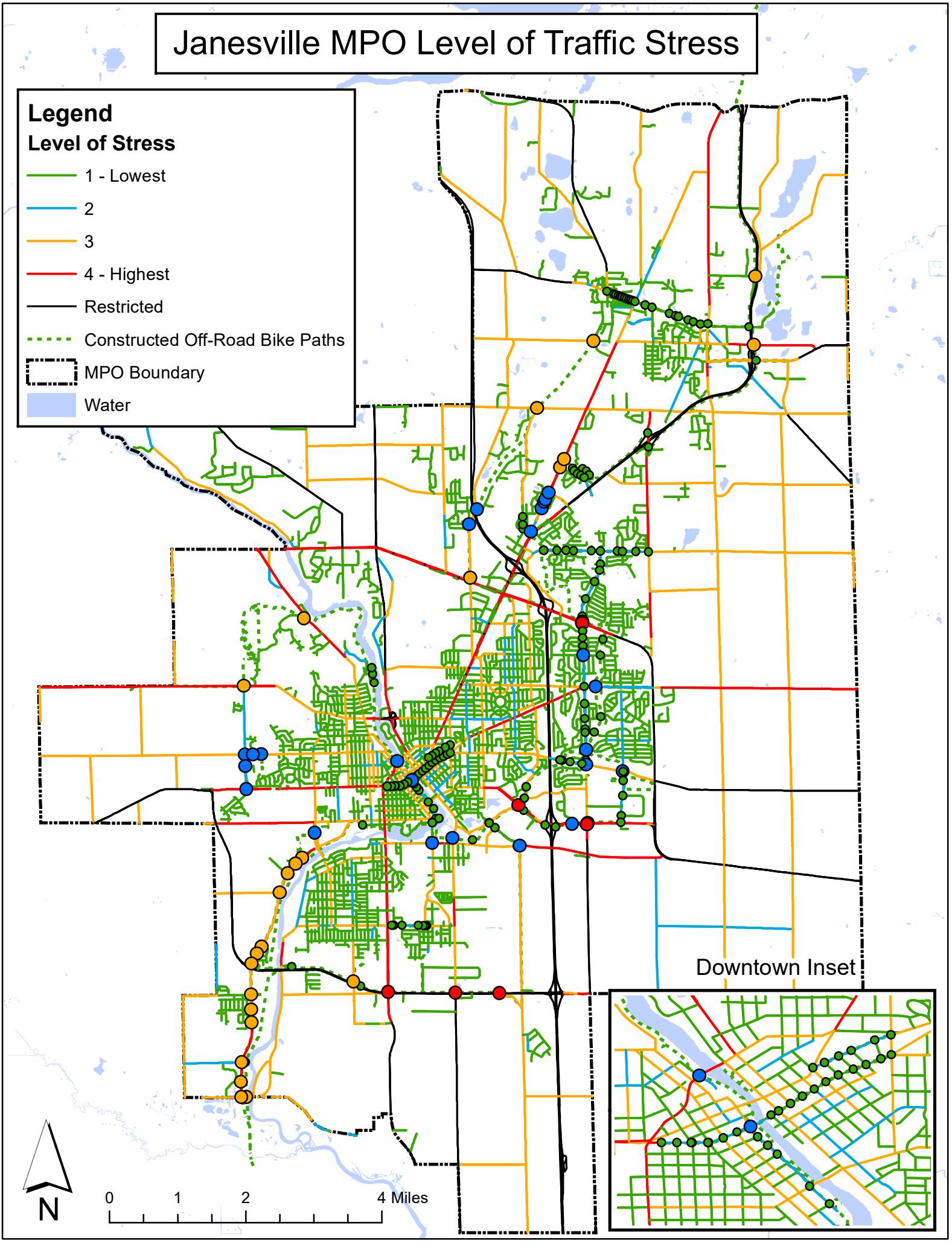
JANESVILLE AREA
Metropolitan Planning Organization (MPO)

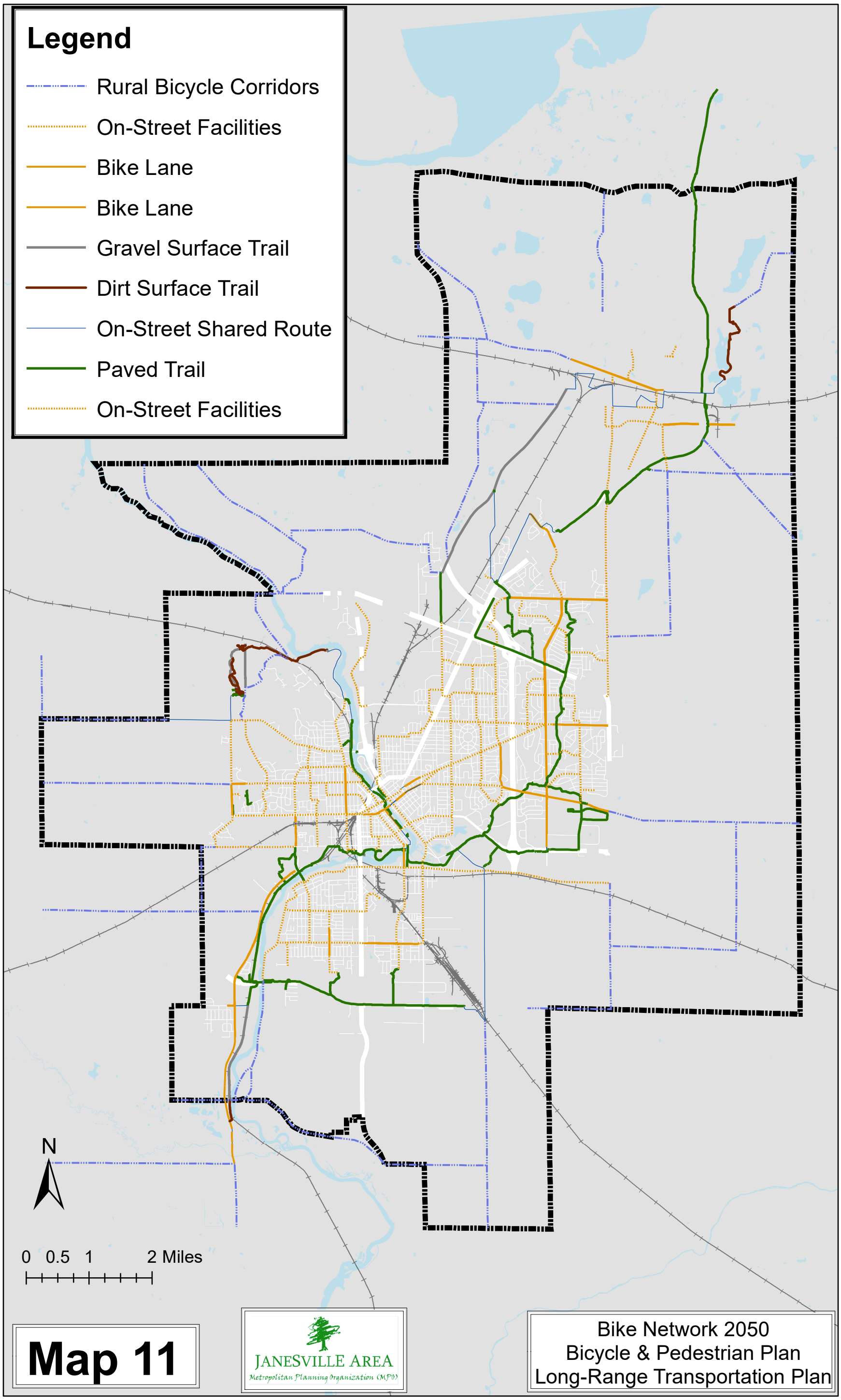

Legend
Rural Bicycle Corridors
On-Street Facilities
Bike Lane
Bike Lane
Gravel Surface Trail
Dirt Surface Trail
On-Street Shared Route
Paved Trail
N
0 0.5 1 2 Miles
Map 5
JANESVILLE AREA
Metropolitan Planning Organization (MPO)
Proposed On-Street Facilities
Bicycle & Pedestrian Plan
Long-Range Transportation Plan


Legend
Bike Lane
Bike Lane
Gravel Surface Trail
Dirt Surface Trail
On-Street Shared Route
Paved Trail
Proposed Trails
N
0 0.5 1 2 Miles
Map 6
JANESVILLE AREA
Metropolitan Planning Organization (MPO)
Proposed Trails
Bicycle & Pedestrian Plan
Long-Range Transportation Plan


Janesville MPO Bicyclist Crash Map 2014-2018
Legend
Bicyclist Crash Points
Water
No Data
Low concentration of bicyclist crashes
High concentration of bicyclist crashes
N
Milton Inset
Downtown Inset
39
90
51
26
14
11
0
0.5
1 Miles


Janesville MPO Pedestrian Crash Map 2014-2018
Legend
Pedestrian Crash Points
Water
No Data
Low concentration of pedestrian crashes
High concentration of pedestrian crashes
Milton Inset
Downtown Inset
39
90
51
14
26
11
0
0.5
1 Miles
N


Janesville MPO Level of Traffic Stress
Legend
Level of Stress
1 - Lowest
2
3
4 - Highest
Restricted
Constructed Off-Road Bike Paths
MPO Boundary
Water
Downtown Inset
N
0
1
2
4 Miles


Legend
Rural Bicycle Corridors
On-Street Facilities
Bike Lane
Bike Lane
Gravel Surface Trail
Dirt Surface Trail
On-Street Shared Route
Paved Trail
On-Street Facilities
N
0 0.5 1 2 Miles
Map 11
JANESVILLE AREA
Metropolitan Planning Organization (MPO)
Bike Network 2050
Bicycle & Pedestrian Plan
Long-Range Transportation Plan