



City of Sheboygan
spirit on the lake







CITY OF SHEBOYGAN
TRANSPORTATION
SAFETY ACTION PLAN

ADOPTED [DATE], 2026

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TABLE OF CONTENTS

CHAPTERS

CHAPTER 1 • INTRODUCTION • 4
CHAPTER 2 • EXISTING CONDITIONS • 11
CHAPTER 3 • PUBLIC ENGAGEMENT • 32
CHAPTER 4 • RECOMMENDATIONS • 44
CHAPTER 5 • IMPLEMENTATION • 84

APPENDICES

APPENDIX A • PLAN MAPS
APPENDIX B • PUBLIC ENGAGEMENT RESULTS
APPENDIX C • HIGH INJURY NETWORK MEMO
APPENDIX D • TRAFFIC COUNTS
APPENDIX E • EXISTING PLAN REVIEW
APPENDIX F • DEMONSTRATION PROJECTS EVALUATION REPORT
APPENDIX G • ADDITIONAL PROJECTS LIST



1 INTRODUCTION

SAFE STREETS FOR SHEBOYGAN

Safe Streets for Sheboygan represents a concentrated and collaborative effort to eliminate roadway fatalities and serious injuries and make all transportation modes safer and more accessible to Sheboygan residents and visitors. The Sheboygan Transportation Safety Action Plan (TSAP) will provide guidance for strengthening connections between neighborhoods, schools, businesses, and regional trails. Implementation of projects included in the TSAP ensure that all people in Sheboygan can move freely and safely.

The purpose of the Transportation Safety Action Plan is to advance Sheboygan's commitment to safety through data-driven strategies, community engagement, and coordinated implementation. This plan aligns with national initiatives such as **Vision Zero and the Safe Streets and Roads for All (SS4A)** program, emphasizing the goal of eliminating traffic fatalities and serious injuries.

Safe streets are essential for supporting Sheboygan's economic vitality, public health, and environmental sustainability. By prioritizing safety, the city can encourage more walking, biking, and transit use, reduce congestion, and foster equitable access to transportation options. The TSAP identifies high-crash locations, analyzes contributing factors, and recommends targeted interventions such as roadway design improvements, speed management, and enhanced enforcement and education efforts.



Key elements of the Sheboygan Transportation Safety Action Plan include:

1. Feedback and results from a robust public engagement process.
2. Review of existing transportation infrastructure, plans, and policies.
3. Analysis of infrastructure gaps, crashes, and creation of a High Injury Network.
4. Targeted analysis and recommendations for creating safer routes to village schools.
5. Summary of proposed infrastructure improvements, prioritized by feasibility.
6. Maps, concept layouts, and design drawings for proposed infrastructure changes and safety demonstration interventions.
7. Evaluation of three safety demonstration interventions implemented on city streets.
8. Implementation steps for a financially responsible approach to improvements.
9. Final Comprehensive Safety Action Plan (CSAP) meeting the guidelines of the FHWA SS4A program.



COMMUNITY CONTEXT

The City of Sheboygan, located on the western shore of Lake Michigan in east-central Wisconsin, is home to approximately 49,000 residents and serves as a regional hub for commerce, industry, and recreation. Established in the mid-19th century, Sheboygan grew as a manufacturing and shipping center and today boasts a diverse economy that includes advanced manufacturing, healthcare, and tourism.

People, bicycles, scooters, buses, cars, motorcycles, streetcars, and even horses have all shared Sheboygan's streets at one time or another. Boats, trains, and airplanes have connected the city through harbors, rail lines, and airports, establishing Sheboygan as a transportation hub. For centuries, people and commerce have flowed in and out of the city, living up to the meaning of the Native American word for Sheboygan, "passage between lakes." While horses and streetcars may be gone, Sheboygan remains a community built around movement.



Today, that movement is reflected in children walking and biking to school, neighbors strolling through residential streets, families visiting parks and community amenities, buses and cars traveling along local roads, and residents and visitors flocking to the lakefront. These activities showcase a city full of life, activity, and opportunity.

Major corridors such as South Business Drive, 14th St, Erie Avenue, and 8th St link neighborhoods to schools, parks, employment centers, and other destinations, while regional highways provide access to surrounding communities. Shoreline Metro, the city's transit agency, provides extensive bus routes connecting all corners of Sheboygan. The city also offers an expanding network of bike and pedestrian facilities, including the Interurban Trail and lakefront paths, supporting active transportation and recreation.

Despite these assets, Sheboygan faces challenges related to traffic safety. Crashes involving vehicles, pedestrians, and bicyclists occur each year, impacting families and neighborhoods. As the city continues to grow and attract visitors, addressing these safety concerns is critical to maintaining quality of life and supporting economic vitality. Through this Transportation Safety Action Plan, Sheboygan is committed to reducing traffic deaths severe crashes, improving connectivity, and creating a transportation system where every person, regardless of age, ability, or mode of travel, can move safely and confidently.

PLANNING PROCESS AND SCHEDULE

The City of Sheboygan was awarded a SS4A grant from the Federal Highway Administration (FHWA) in 2023 to develop a Transportation Safety Action Plan (TSAP) to address safety issues in the existing transportation system. This planning process formally kicked off in August 2025.

The Transportation Safety Action Plan process included six major components: Safety Analysis, Engagement and Collaboration, Policy and Process Changes, Strategy and Project Selection, Demonstration Activities, and Final Safety Action Plan. These components are illustrated through the Project Schedule figure below.

FALL 2025

- Kickoff Planning Process
- Existing Plan Review
- Existing Conditions Review
- Traffic Counts and Analysis
- Public Engagement

WINTER 2025/2026

- Public Engagement (continued)
- Preliminary Improvement Recommendations and Concepts
- Project Meetings

SPRING 2026

- Demonstration Project Design and Implementation
- CSAP Plan Development
- Project Meetings

SUMMER 2026

- Project Meetings
- Public Open House Engagement
- Draft and Final Plan Review

FALL 2026

- Final Plan Adoption

SHEBOYGAN TSAP STEERING COMMITTEE

The TSAP was developed in conjunction with city staff and the project steering committee. This steering committee was composed of city department representatives, county planning staff, Bay Lakes RPC staff, school district officials, and community members active in transportation initiatives. This committee met five times over the course of this project to guide plan development, provide feedback, and promote the plan to members of the public.



WHY DO SAFE STREETS MATTER IN SHEBOYGAN?

PEDESTRIAN AND BICYCLIST FATALITIES HAVE REACHED RECORD HIGHS

Across the country, pedestrian and bicyclist fatalities have reached their highest levels in decades, and Sheboygan is not immune to this trend. Crashes involving vulnerable road users have devastating consequences for families and communities. These tragedies are preventable, and the Transportation Safety Action Plan seeks to reverse this trend by implementing proactive measures such as safer street design, speed management, and education programs.

THE CASE FOR SAFE STREETS

PUBLIC HEALTH AND SAFETY

Traffic crashes remain a leading cause of injury and death in America. In Sheboygan, severe crashes create emotional and financial burdens for families and strain emergency services. Safe streets reduce these risks and promote healthier lifestyles by encouraging walking and biking. Safer streets promote environmental justice by ensuring equitable access for all residents, including those who rely on non-motorized transportation or public transit. Vulnerable populations, such as children, older adults, and individuals without access to a car, are disproportionately affected by unsafe conditions, making safety improvements a matter of fairness.

TRANSPORTATION CONNECTIVITY

A safe and connected transportation network is essential for access to jobs, schools, healthcare, and recreation. Improving safety for all modes, walking, biking, driving, and transit, supports mobility and independence for residents and visitors alike. Beyond mobility, transportation safety contributes to economic vitality. Walkable, bike-friendly areas attract visitors, support local businesses, and enhance property values, making safety investments a driver of economic growth.

STRONG COMMUNITIES

Safe streets strengthen neighborhood connections, reducing isolation, and fostering social interaction and civic engagement. They reduce stress, promote active living, and create environments where people feel comfortable traveling without fear. As Sheboygan evolves, safe streets will be critical for managing traffic and supporting sustainable development. A strong safety framework ensures that growth enhances livability rather than compromising it.

VISION ZERO STATEMENT, GOALS, AND OBJECTIVES

The following vision statement, goals, and objectives were developed through conversations with the project team, community members, and the project steering committee to guide the development of the plan and set the tone for what the city intends to accomplish.

VISION ZERO STATEMENT

The City of Sheboygan is committed to eliminating all roadway fatalities and serious injuries by 2045.

GOALS AND OBJECTIVES

1. **Prioritize safety outcomes for all users on Sheboygan streets.**
   - **A.** Prioritize roadway designs and traffic control strategies that are supported by national best practices.
   - **B.** Ensure all infrastructure projects incorporate safety treatments that benefit the most vulnerable users, including people walking, biking, rolling, seniors, and youth.
   - **C.** Identify corridors with high speeding and crash prevalence and implement safety strategies.
   - **D.** Evaluate opportunities for policy updates to sustainably reduce risk.
2. **Build support for infrastructure decisions.**
   - **A.** Collaborate with state agencies, County, RPC, MPO, school districts, neighboring municipalities, and other community stakeholders to plan and advocate for safer transportation infrastructure.
   - **B.** Create a Safety Action Plan that outlines the rationale behind the city's engineering and infrastructure choices tying financial investments to safety benefits.
   - **C.** Engage with public on safety concepts, applications, and treatments in an accessible way.
   - **D.** Develop community-facing education campaigns that promote safe speeds, yield compliance, and awareness of vulnerable road users.
3. **Promote equity and connectivity.**
   - **A.** Address physical, social, environmental, and economical barriers existing in Sheboygan.
   - **B.** Engage traditionally underrepresented groups to understand what safety issues and connectivity barriers they are facing in the transportation system.
   - **C.** Highlight existing and planned facilities and ensure proposed policies and programs are aligned with City planning efforts and that the benefits from the transportation system are fairly distributed.

THE SAFE SYSTEM

To guide the development of a safe, inclusive, and effective transportation network, this plan is utilizing the nationally recognized Safe System Approach. This approach ensures that planning goes beyond the traditional focus of traffic engineering to create a transportation system designed to anticipate human mistakes and minimize the severity of crashes. Rather than placing the entire responsibility on individual road users, the Safe Systems Approach builds multiple layers of protection into the system so that when errors occur, they do not result in death or serious injury.

FIVE COMPONENTS OF THE SAFE SYSTEM APPROACH



1. Safe Road Users

The Safe System Approach prioritizes the safety of all road users, including those who walk, bike, drive, use transit, or travel by other modes. It emphasizes education, enforcement, and infrastructure design that supports safe behavior and reduces conflicts between different types of users.



2. Safe Vehicles

Vehicles are designed and regulated to minimize the occurrence and severity of collisions. This includes incorporating advanced safety technologies such as automatic braking, lane departure warnings, and improved crash protection to reduce harm when crashes occur.



3. Safe Speeds

Managing speeds is critical to reducing crash severity and improving safety. Lower speeds reduce impact forces, provide drivers with more time to react, and improve visibility for all road users.



4. Safe Roads

Roads are designed to accommodate human mistakes and injury tolerances. This includes features such as dedicated lanes for different modes, physical separation of users traveling at different speeds, clear signage, and alerts for hazards. These design elements reduce the likelihood and severity of crashes.



5. Post-Crash Care

When crashes occur, rapid and effective emergency response is essential. Post-crash care ensures injured individuals receive timely medical attention and includes forensic analysis, traffic incident management, and coordination with healthcare facilities to minimize long-term harm.



2 EXISTING CONDITIONS

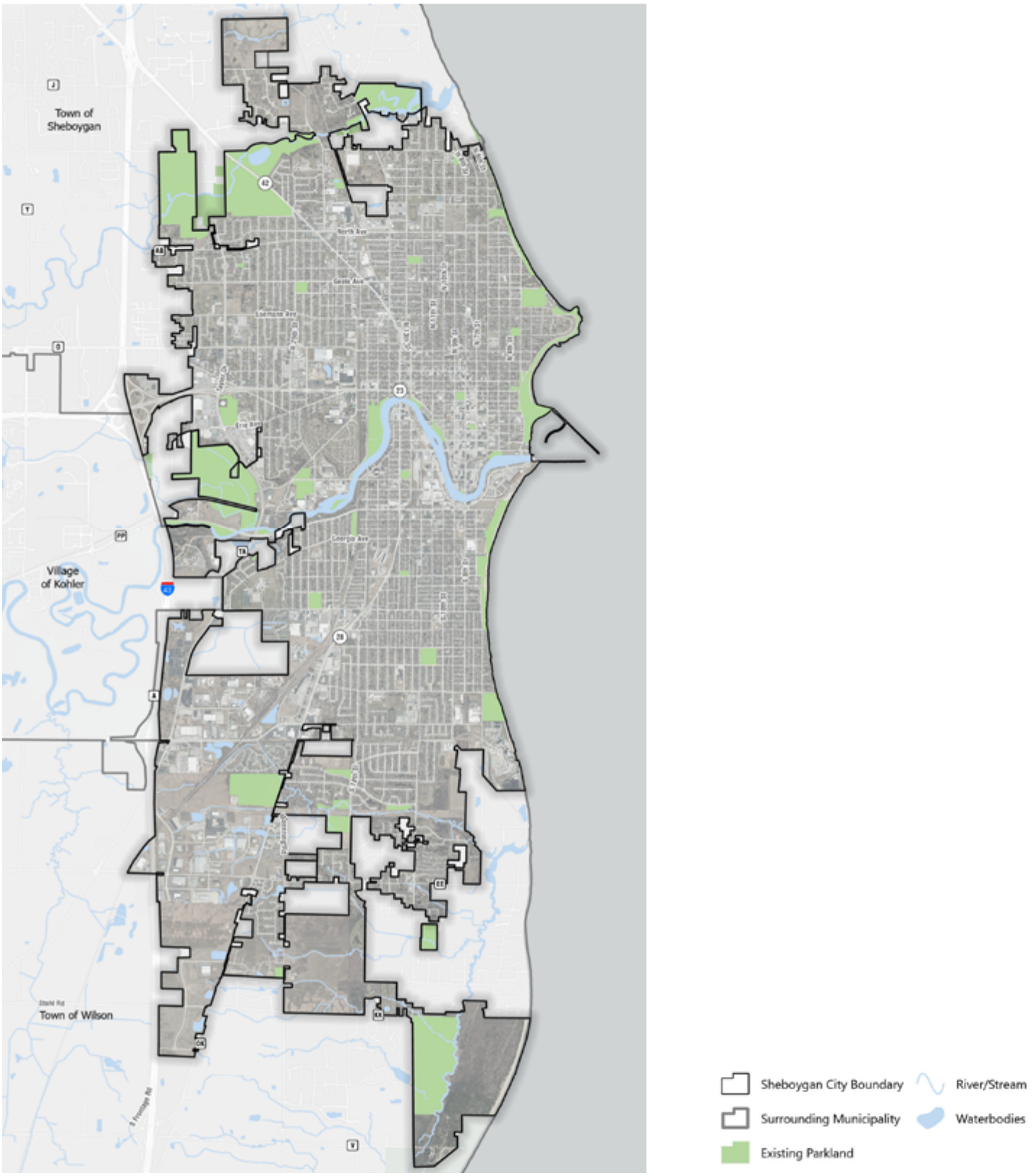
INTRODUCTION

This chapter provides a comprehensive assessment of Sheboygan's infrastructure. Safety conditions are analyzed through data on usage patterns and safety concerns, including pedestrian, bicycle, and vehicle counts and crash records, as well as summarizing relevant existing plans to ensure alignment with broader community goals and regional initiatives.





Map 2.1 Project Location Map



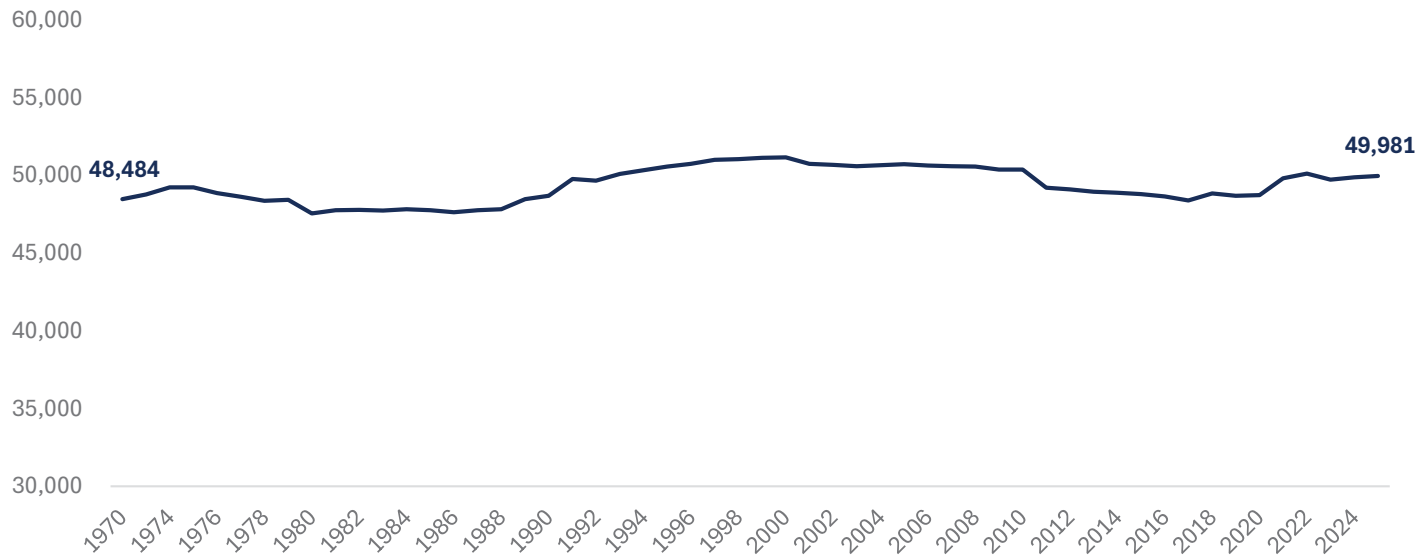
COMMUNITY OVERVIEW

As of 2025, the City of Sheboygan has a population of 49,981 residents (WI DOA). Sheboygan's population has been stable for many decades, with only a 3% increase in population since 1970.

Of Sheboygan residents over age 16 who are working, 1% biked, 2% walked, and 0.5% took public transit to work, while 77% drove alone to work according to 2023 American Community Survey (ACS) estimates. By improving roadway safety outcomes for those who may use non-motorized or public transportation modes to travel school or work on city roads, sidewalks, or trails; more community members will be encourage to travel through these modes.

The Safe Systems approach to roadway safety incorporates a comprehensive review of transportation users, modes, infrastructure, design, risks, and emergency response to make places safer for people. This chapter takes inventory of the existing roadway, bike, and pedestrian systems in Sheboygan.

Figure 2.1 Population (1970-2025)



Source: WiDOA

BICYCLE FACILITIES

An inventory of Sheboygan's existing bicycle infrastructure using City, County, and Bay Lakes RPC data revealed that its network primarily consists of the on-street bike infrastructure with some degree of shared use paths within and near residential neighborhoods. The existing bike system is shown in the Existing Bike Facilities Map. Most city streets do not have dedicated bike lanes or routes. Local streets with lower traffic speeds and volume in residential areas are safer for bicycle mobility, but the higher traffic county and state highways impose broad barriers to biking throughout the community. This is shown in the Level of Traffic Stress Map. The off-street shared use path system provides connection throughout Sheboygan and presents many opportunities for additional trail connection to increase safer routes to city amenities.

Table 2.1 Bicycle Infrastructure Mileage

Lane Category	Miles
Unprotected Bike Lanes	28.9
Shared Lanes with Motor Vehicles	18.9
Multi-use Trails	12.5

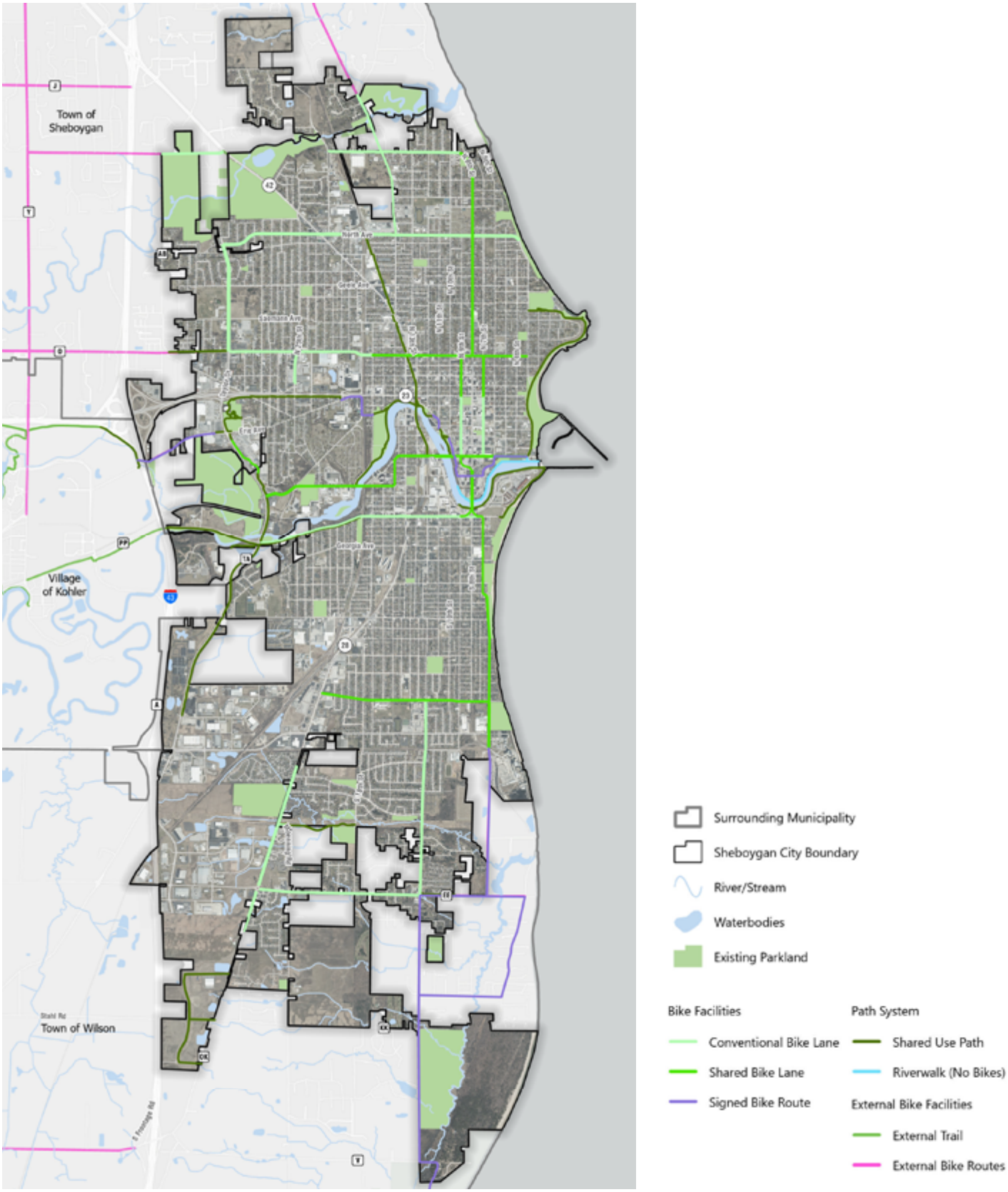
BICYCLE NETWORK CHARACTERISTICS

- The most common existing bike facilities are conventional bike lanes or signed bike routes. There is minimal protected or separated bike lanes within the city – these facilities could greatly improve the level of safety for bicyclists.
- Notably, south of the Sheboygan River, the city lacks any significant bike facilities. There are no shared use paths aside from the recently constructed path on Taylor Dr.
- The existing shared use paths provide connection to neighborhoods and can be used for recreational activities in city and county parks; however, they lack connection to downtown and other amenities like schools, employment centers, shopping, restaurants, and places of worship.

BICYCLE RELATED CRASHES

- 77 crashes involving bicycles took place in Sheboygan between 2020-2024.
- 62% of crashes involving bicycles occur on a roadway without any bicycle facility.
- 53% of crashes involving bicycles occur within .25 mile of a school.
- Most of the crashes are distributed evenly between the northern and southern portions of the city.

Map 2.2 Existing Bicycle Facilities



PEDESTRIAN FACILITIES

An inventory of sidewalks and shared use paths was completed using City, County, and Bay Lakes RPC data. The results of this inventory are seen in the **Existing Pedestrian Facilities Map**. The pedestrian network is fairly connected with a robust system of sidewalks through all developed areas. Residential neighborhoods near the municipal boundaries and commercial properties in the southwest corner of Sheboygan are lacking pedestrian facilities.

The local trail system in Sheboygan is comprised primarily of the Shoreland 400 Rail Trail connecting with the riverfront trail and walk system offering a recreational shared use path for pedestrians and bicyclists; however, there is limited connectivity to neighborhood areas within the city.

The regional trail system of the Old Plank Road Trail provides access to a greater portion of Sheboygan County through a local connection. The Sheboygan – Ozaukee County Interurban trail exists as on off-road trail stretching from Oostburg to Milwaukee via the Oak Leaf Trail but currently does not have an off-road trail connection into Sheboygan. There are other various local trail segments and on-street bike routes located outside the city that provide connection to the Village of Kohler and other nearby communities.

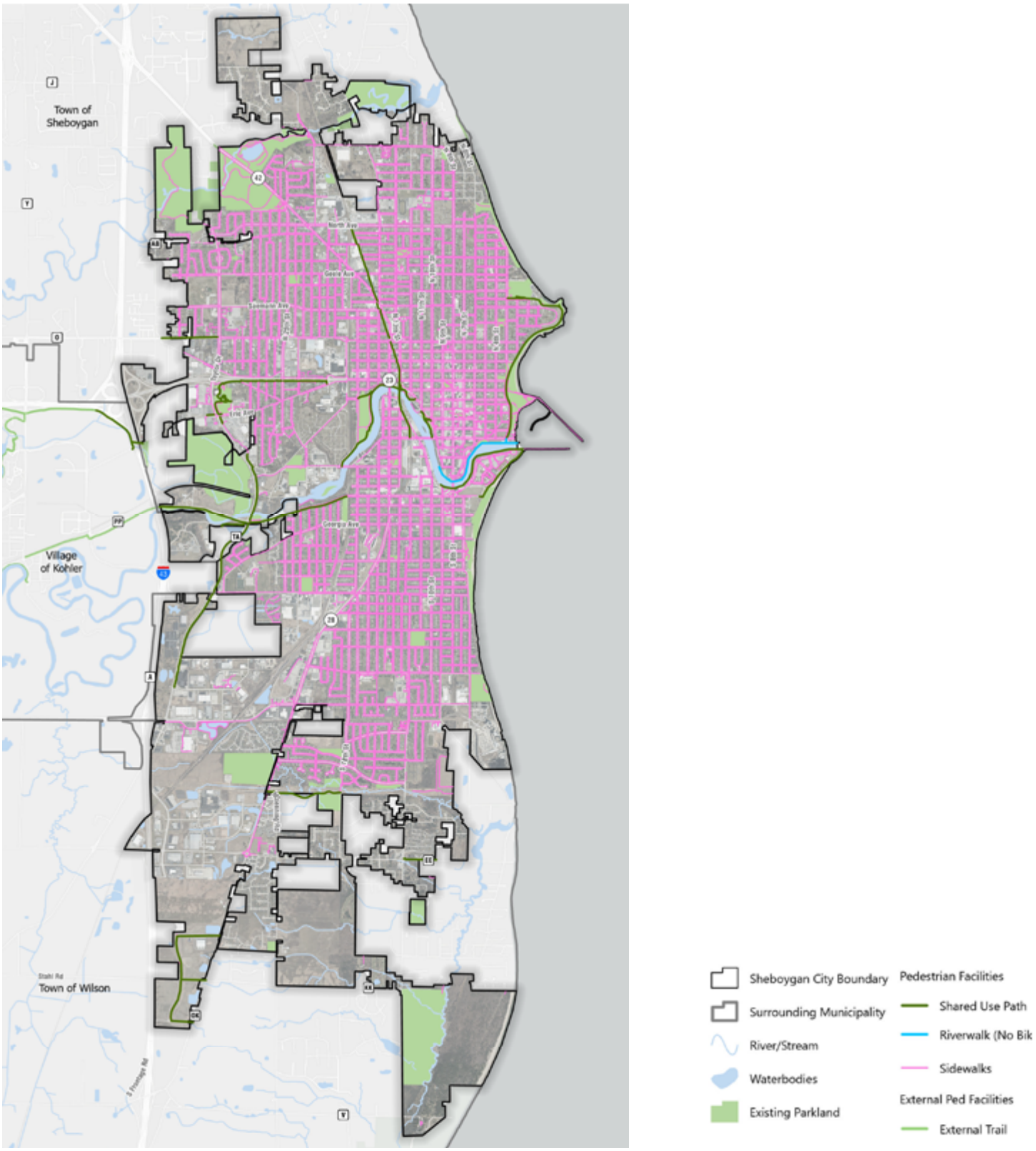
PEDESTRIAN NETWORK CHARACTERISTICS

- The sidewalk network is comprehensive across the more developed areas of Sheboygan.
- Pedestrian crossings can be dangerous at the Major Road intersections due to higher speeds, traffic volumes, and longer crossing distances.
- The shared use path system provides a spine through the northern portion of the city, providing access to the downtown, riverfront, and lakefront area. There is a planned extension through the southern portion of the city.
- Low traffic local roads are mostly safe for community residents.

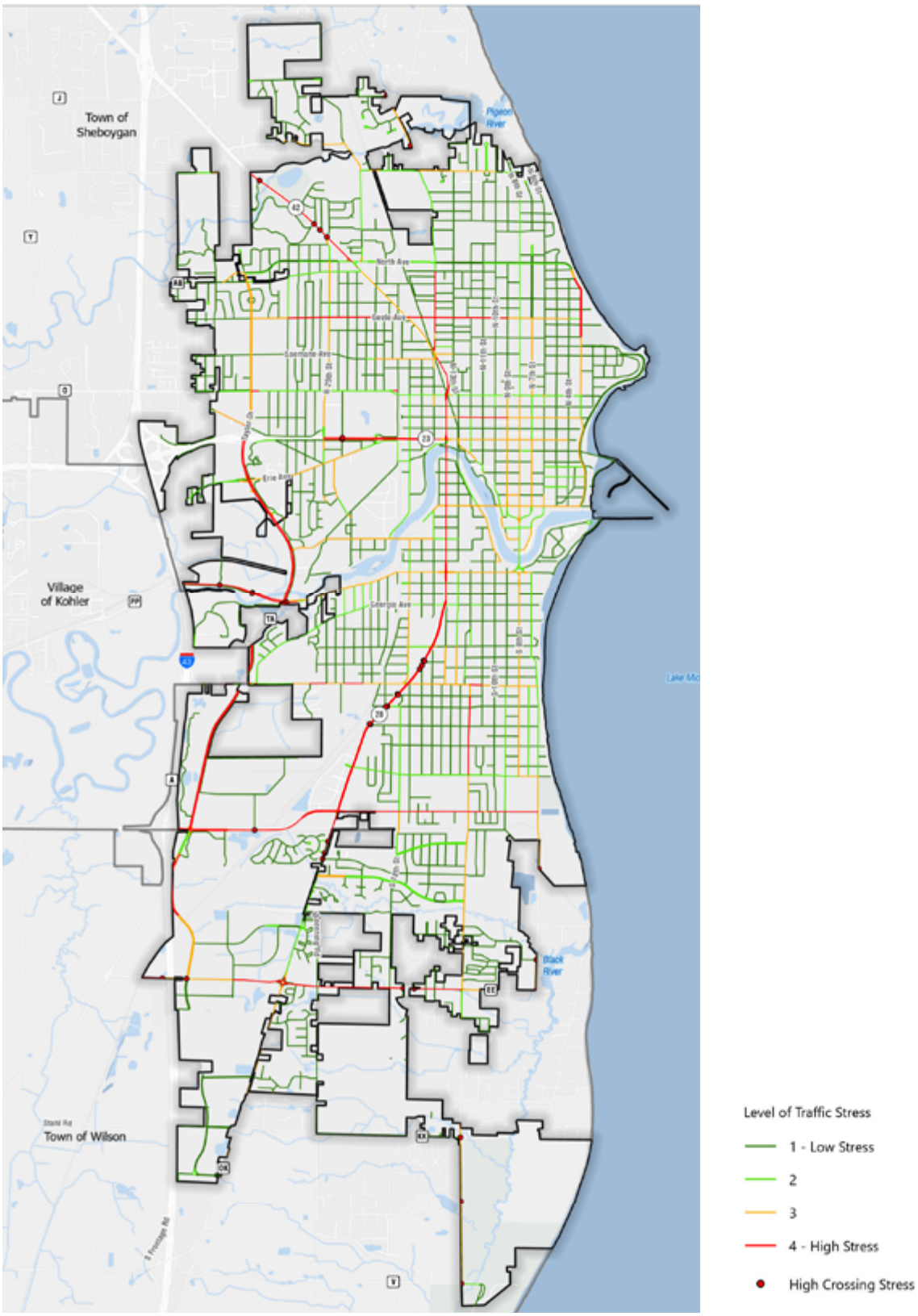
PEDESTRIAN RELATED CRASHES

- 38 crashes involving pedestrians took place in Sheboygan between 2020-2024.
- 1/3 of crashes involving pedestrians occur along a state highway with higher traffic loads.
- 63% of crashes involving pedestrians occur within .25 mile of a school.

Map 2.3 Existing Pedestrian Facilities



Map 2.4 Level of Traffic Stress



PUBLIC TRANSPORTATION FACILITIES

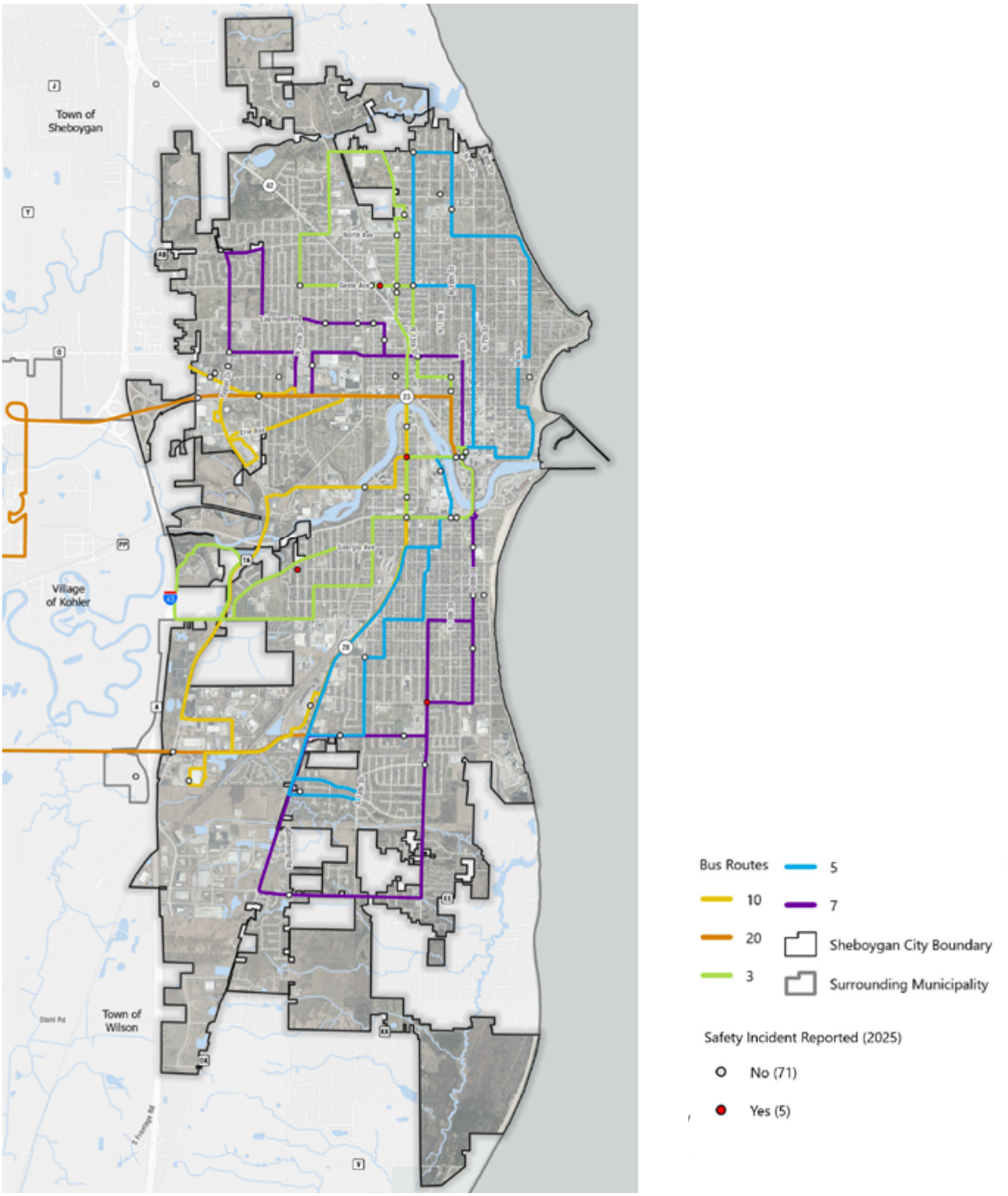
In Sheboygan, public transportation is provided by the Shoreline Metro transit agency. Shoreline Metro provides bus service to the City of Sheboygan as well as the Village of Kohler and City of Sheboygan Falls. The Public Transportation Map identifies Shoreline Metro bus routes and safety incidents that have been reported by Shoreline Metro officials in 2025. This provides another lens of analysis for where safety outcomes can be improved.

Safety incidents reported by Shoreline Metro include crashes, near-miss crashes, and bus operation or facility issues denoted by if an injury occurred. Clusters of incidents seem to have occurred in the northern portion of Sheboygan, northwest of the downtown where the Shoreland 400 trail runs. In total, 79 safety incidents were reported in 2025.

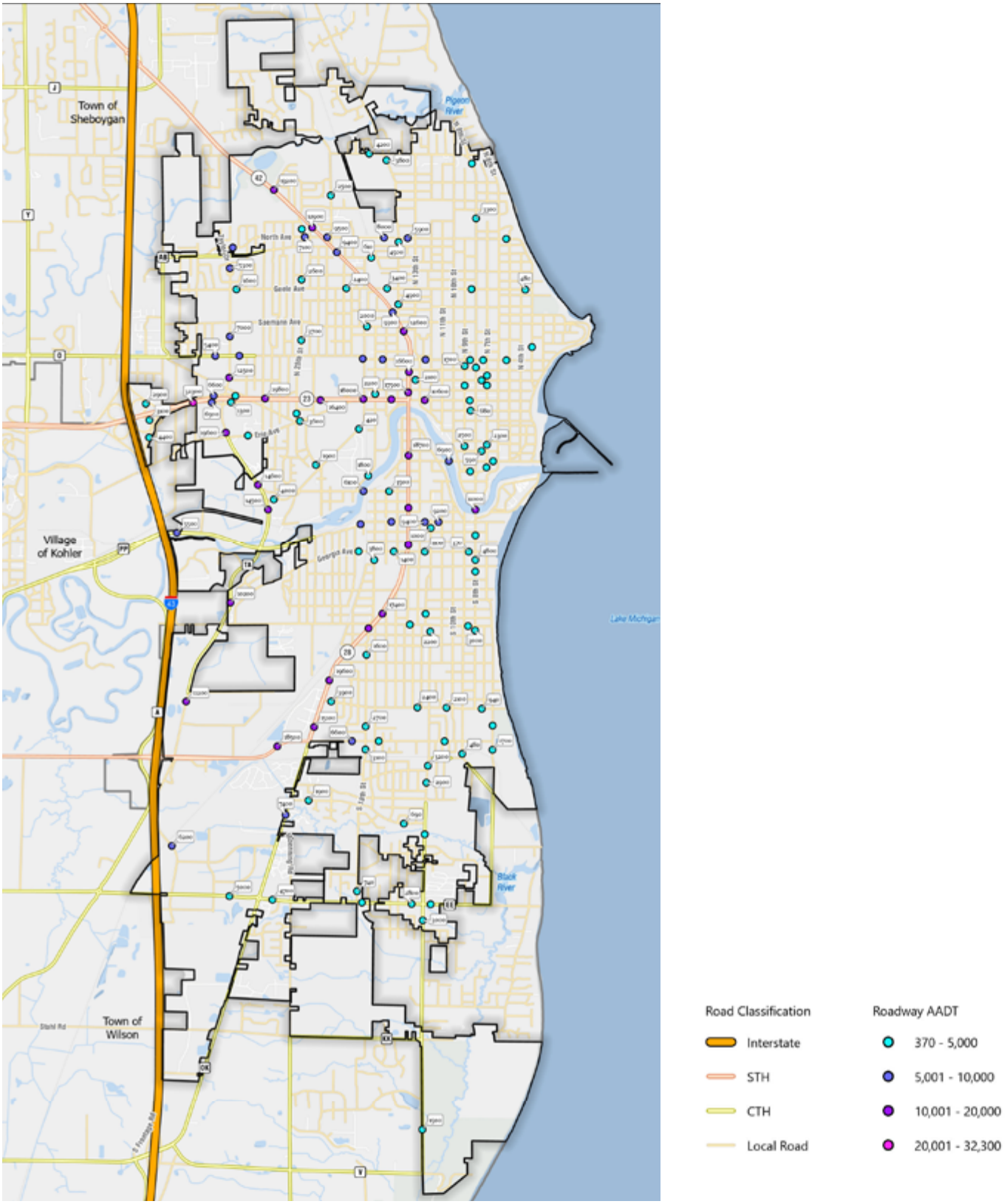




Map 2.5 Public Transportation Facilities



Map 2.6 Existing Roadway Facilities Map



ROADWAY FACILITIES

Using city data, existing roadways was illustrated in the **Existing Roadway Facilities Map**. Sheboygan is bisected by three state highways: STH 28 running south from the Sheboygan River on 14th St and Business Dr before turning west to Washington Ave, STH 42 running north from the Sheboygan River on 14th St before turning northwest to Calumet Dr, and STH 23 running east to west on Erie Ave and Kohler Memorial Dr. US Interstate 43 runs north to south along the western border of the city. Several stretches of County Highway intersect with this state and interstate highway system including CTH EE, KK, V, OK, TA, and AV. These arterials provide the backbone of travel through the city. Other local roads include the residential subdivision areas and grid streets of the city core.

By far, the highest volume of traffic is on the western portion of STH 23 upon exiting I-43 with an Average Annual Daily Traffic (AADT) count of 32,000 vehicles. Moving east along STH 23, AADT counts range from 16,400-19,800 vehicles. STH 28 sees a similar AADT range of 15,100-19,600 vehicles. STH 42 sees an AADT count of 9,300-13,200. Further to the center of the city near to the harbor, AADT numbers range from 11,000 near bridge crossings to 2,000 in the residential areas.

TRAFFIC ANALYSIS

MSA TRAFFIC COUNTS

MSA conducted traffic counts in September 2025 to assess vehicle and pedestrian activity near schools. Prior to the counts, a survey was distributed to school principals to identify intersections and crossings of concern. Based on responses, six school sites were selected:

- Cooper Elementary
- Grant Elementary
- Central High/Etude/George D. Warriner
- Sheridan Elementary
- Wilson Elementary
- South High School

Counts were collected during peak school-day periods: 7:15–8:15 AM (morning drop-off) and 2:45–3:45 PM (afternoon pick-up). The data provides insight into vehicle volumes and pedestrian/bicycle activity near schools.



Table 2.2 Traffic Counts at School Locations

Intersection	AM Vehicles	AM Ped / Bikes	PM Vehicles	PM Ped / Bikes
Cooper Elementary	993	9	1,187	19
Grant Elementary	313	20	321	44
Central High/Etude/ George D. Warriner	395	21	526	33
Sheridan Elementary	1,546	17	1,853	9
Wilson Elementary	471	83	431	150
South High School	967	29	1,002	50

Note: The volumes represent total entering vehicles at the intersection, and total entering pedestrians and bicyclists at the cross walk.

SUMMARY OF TRAFFIC COUNT FINDINGS

Traffic counts conducted at the six school sites revealed notable differences in pedestrian and vehicle activity. Wilson Elementary exhibited the highest pedestrian and bicycle volumes, approximately three times greater than the next busiest location, indicating significant non-motorized travel demand. In contrast, Sheridan Elementary recorded the lowest pedestrian and bicycle activity despite being the only site with a traffic signal, likely due to limited residential housing located east of S 14th St rather than west. Vehicle volumes were greatest at Sheridan Elementary, followed by Cooper Elementary, suggesting these locations experience the highest traffic congestion during drop-off and pick-up times. Based on these findings, Wilson Elementary would be an ideal location for a demonstration project focused on enhanced pedestrian safety measures, such as improved crosswalk visibility, traffic calming, or dedicated bicycle facilities. Similarly, Sheridan Elementary and Cooper Elementary could serve as demonstration sites for traffic management strategies aimed at reducing congestion and improving overall safety during peak school hours.

CRASH ANALYSIS

Crash data from the Wisconsin Department of Transportation (WisDOT) was reviewed for the City from January 1st, 2020, until December 31st, 2024. Overall, there were 4,216 crashes during this time with 62 of these crashes resulting in a serious injury or fatality. These crashes are shown on the **Crash Analysis Map.**

It is important to consider the circumstances of serious crashes to evaluate which tools to use to deliver safer outcomes. Out of the 62 serious and fatal crashes, profiles are provided in the Crash Trends figure to illustrate specific crash behaviors. Speeding and impaired drivers under the influence of alcohol or drugs had the highest incidence of serious injury and fatal crashes at 31% and 24%, respectfully.

Table 2.3 Crash Analysis by Type

Crash Type	#	%
Suspected Serious Injury	57	1%
Suspected Minor Injury	326	8%
Possible Injury	409	10%
Fatality	5	0%
No Apparent Injury	3419	81%
Total	**4216**	**100%**

Source: WisDOT

Crash Trends

24% OF CRASHES RESULTING IN SERIOUS INJURY OR FATALITY INVOLVED AN IMPAIRED DRIVER

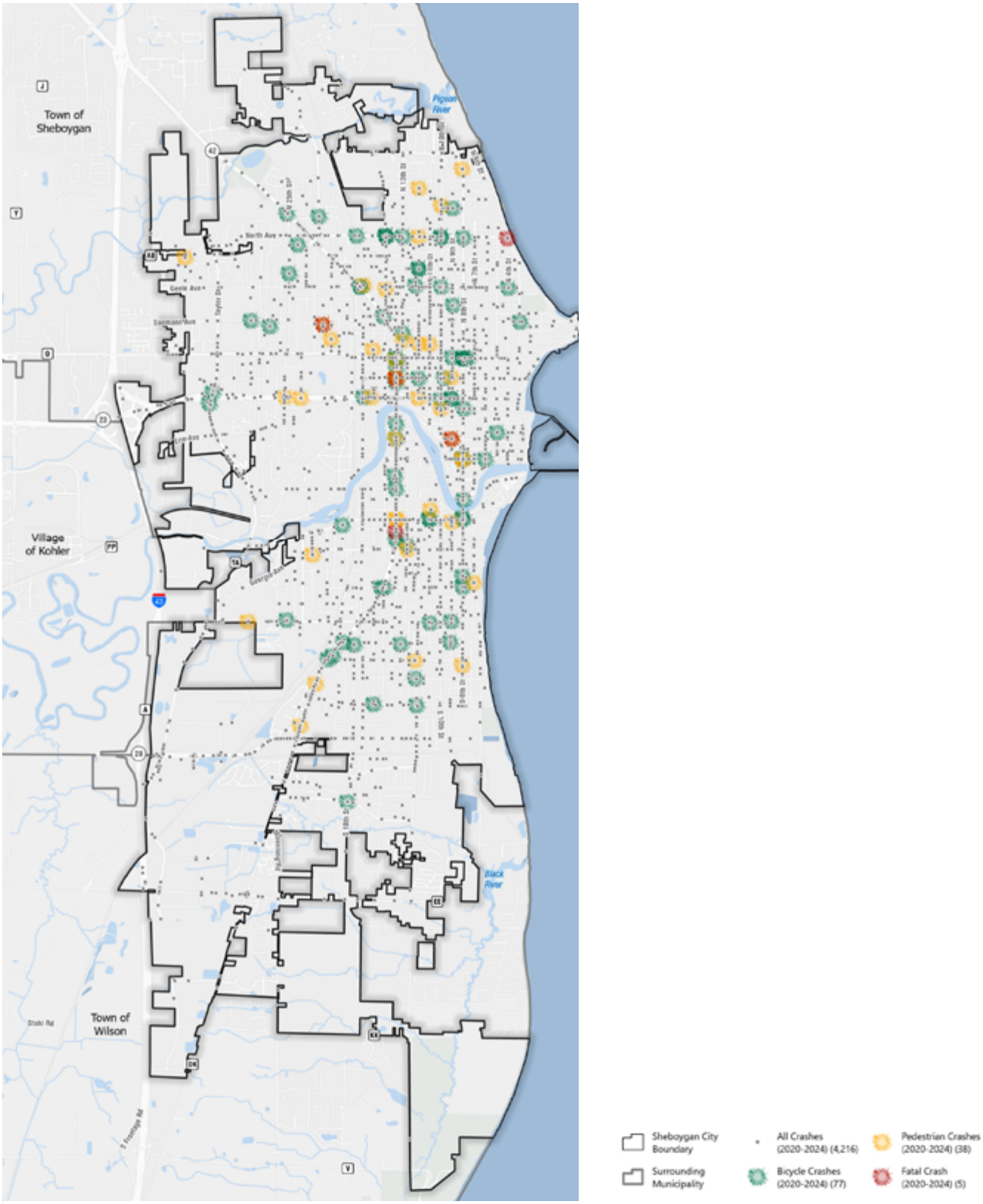
10% OF CRASHES RESULTING IN SERIOUS INJURY OR FATALITY INVOLVED A DISTRACTED DRIVER

31% OF CRASHES RESULTING IN SERIOUS INJURY OR FATALITY INVOLVED A DRIVER THAT WAS SPEEDING

26% OF CRASHES RESULTING IN SERIOUS INJURY OR FATALITY INVOLVED A BICYCLIST OR PEDESTRIAN

Source: WisDOT

Map 2.7 Crash Analysis Map



INTERSECTION CRASH ANALYSIS

A review of the top ten intersections revealed larger clusters of crashes along high volume corridors, as anticipated. These generally align with what residents have identified as dangerous intersections during public engagement opportunities as well. Two notable trends related to existing conditions and associated crash patterns included rear-end crashes and signal visibility, and angle crashes at intersections with negative left turn offsets which are explored further below.

Table 2.4 Top 10 Intersections by Crashes

Rank	Intersection		Intersection Control	Total Crashes
	Mainline	Side Street		
1	N 14th St (STH 28/42)	Erie Ave (STH 23)	Traffic Signal	99
2	Washington Ave (STH 28)	S Business Dr (STH 28/CTH OK)	Traffic Signal	70
3	Washington Ave (STH 28)	S Taylor Dr (CTH TA)	Traffic Signal	68
4	S 14th Ave (STH 28)	Indiana Ave (CTH PP)	Traffic Signal	65
5	S 8th St	Indiana Ave/S Pier Dr	Yield (hybrid rotary)	53
6	N Taylor Dr (CTH TA)	Kohler Memorial Dr (STH 23), EB	Traffic Signal	45
7	N Taylor Dr (CTH TA)	Wilgus Ave	Traffic Signal	41
8	N 14th St (STH 42)	Superior Ave	Traffic Signal	45
9	S Business Dr (STH 28, CTH OK)	Union Ave (CTH TT)	Traffic Signal	44
10	14th St (STH 28)	Pennsylvania Ave	Traffic Signal	38

Source: WisDOT

REAR-END CRASHES AND POTENTIAL SIGNAL IMPROVEMENTS

All of the signal-controlled intersections (nine of the top ten intersections) had rear-end crashes accounting for more than 25% of the total crashes at each site. Although rear-end crashes typically do not contribute to high injury crashes, several straightforward countermeasures can effectively reduce their occurrence at signalized intersections. Key strategies include reassessing signal timing (such as optimizing yellow clearance intervals and all red phases) and enhancing signal head visibility. Improvements to visibility benefit not only rear-end crash reduction but reduction to all crash types at the intersection. Potential upgrades include using larger signal lenses, installing backplates, adding retroreflective borders to existing backplates, or providing additional signal heads to ensure drivers have a clear, consistent view of the signals.

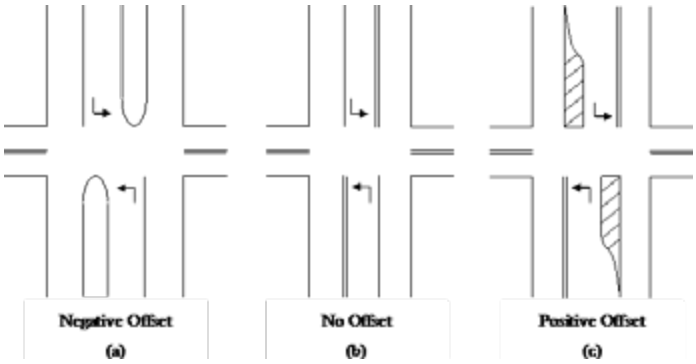
Among the intersections reviewed, seven of the ten had either no overhead signals or only minimal coverage. Minimal coverage typically means that the cantilever arm does not extend over each lane, limiting visibility for some drivers. These intersections also exhibited a high proportion of rear-end and angle crashes. Notably, two of the intersections with no or minimal overhead signals had rear-end crashes comprising more than 50 percent of total crashes (highlighted in orange), while most intersections had either rear-end or angle crashes accounting for more than 25 percent of total crashes (highlighted in yellow). This trend underscores the importance of improved signal visibility and/or full overhead signal coverage as a safety improvement measure.

Table 2.5 Rear-End Crash Analysis at Top 10 Crash Intersections

Rank	Intersection	Overhead Signals	Crashes			
			Rear-End	% Total	Angle	% Total
1	N 14th St / Erie Ave	No	40	40%	24	24%
2	S Business / Washington Ave	Min.	45	64%	18	26%
4	S 14th Ave / Indiana Ave	Min.	28	43%	17	26%
6	N Taylor Dr / Kohler Memorial Dr	Min.	33	73%	8	18%
7	N Taylor Dr / Wilgus Ave	Min.	18	44%	12	29%
8	N 14th St / Superior Ave	Min.	12	27%	13	29%
10	14th St / Pennsylvania Ave	Min.	10	26%	11	29%

ANGLE CRASHES AND POTENTIAL GEOMETRIC IMPROVEMENTS

The second notable trend was the presence of negative left-turn offsets at five of the ten intersections. A negative offset occurs when opposing left-turn lanes are aligned in such a way that the sight distance for drivers is obstructed by the opposing left-turning vehicle. This configuration increases the risk of head-on and angle crashes involving left-turning vehicles. In contrast, a positive offset improves sight lines, allowing drivers to see opposing through traffic clearly. Correcting negative offsets can significantly reduce crash risk. According to the WisDOT Crash Modification Factor's, addressing negative offsets can result in a 38 percent reduction in left-turn crashes. Additionally, this treatment can also improve rear end crashes by 32 percent.



Source: FHWA: https://www.fhwa.dot.gov/publications/research/safety/09036/index.cfm

At four of the five intersections with negative offsets, left-turn crashes accounted for more than 25 percent of total crashes (highlighted in yellow below). This finding highlights the need for geometric improvements to enhance safety at these locations.

Table 2.6 Negative Left-Turn Offset Analysis at Top 10 Crash Intersections

Rank	Intersection	Overhead Signals	Crashes		
			Turning	Left Turning	% Total
1	N 14th St / Erie Ave	No	39	28	28%
2	S Business / Washington Ave	Min.	25	13	19%
4	S 14th Ave / Indiana Ave	Min.	23	16	25%
7	N Taylor Dr / Wilgus Ave	Min.	21	12	29%
10	14th St / Pennsylvania Ave	Min.	13	12	32%

HIGH INJURY NETWORK ANALYSIS

The High Injury Network (HIN) identifies roadway segments with the highest concentrations of severe crashes to guide safety investments under the Sheboygan Safe Streets and Roads for All (SS4A) Plan. Using crash data from 2020–2024, the analysis focuses on fatal (K), incapacitating (A), and injury crashes (B and C), excluding property damage only crashes. The HIN includes all travel modes including motor vehicles, pedestrians, bicyclists, and vulnerable road users (VRUs) and is segmented by jurisdiction: Major Roads (state/county highways) and Local Roads (city streets). Summary data is shown in the HIN Summary table and all mode analysis is shown in the **HIN All Modes Map**. Full analysis can be found in the Appendix.

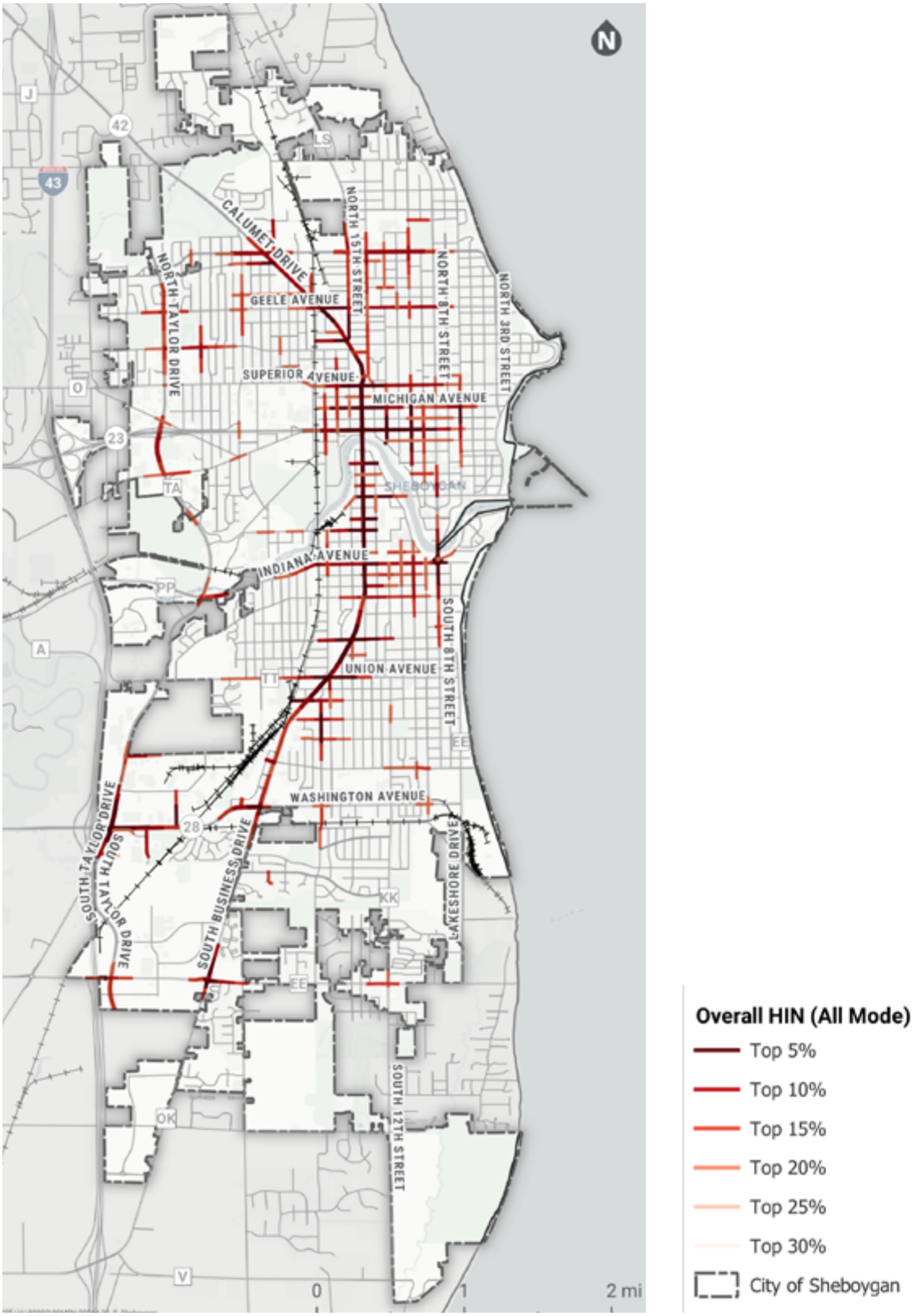
SUMMARY OF FINDINGS

- About 80% of VRU crash scores occur on less than 10% of the network, indicating opportunities for targeted improvements for pedestrians and bicyclists.
- Motor vehicle crashes are more evenly distributed, suggesting systemic safety strategies may be more effective.
- Major roads have higher crash severity per mile for motor vehicles (40.3 vs. 12.0 on local roads), reflecting higher speeds and volumes.
- Bicycle crash risk is similar across major and local roads, highlighting vulnerability on local streets.
- For all modes combined, the top 20% of roadway miles account for 75% of crash severity scores.

Table 2.7 HIN Summary by Jurisdiction and Mode

Jurisdictional Category	Mode	Roadway Miles Included HIN (miles, % of Total)		Severity Score Captured by HIN (Score, % of Total)		Minimum Severity Score Per Mile
Local Road Network	All Mode	210.4	20%	1773.5	76.1%	12.0
	Pedestrian	10.4	5%	155.2	94.1%	4.4
	Bicycle	21.0	10%	360.3	91.9%	6.4
	VRU	21.0	10%	462.0	82.9%	8.4
	Motor Vehicle	42.0	20%	1321.4	81.1%	9.3
Major Road Network	All Mode	11.7	30%	957.5	74.1%	40.3
	Pedestrian	1.9	5%	41.5	83.1%	9.0
	Bicycle	5.8	15%	81.2	86.4%	6.7
	VRU	5.8	15%	123.2	85.6%	10
	Motor Vehicle	11.6	30%	748.5	72.8%	33.3
Overall Road Network	All Mode	49.8	20%	2724.0	75.2%	15.7
	Pedestrian	12.5	5%	199.1	92.6%	5.0
	Bicycle	24.9	10%	428.6	88.2%	6.4
	VRU	24.9	10%	564.4	80.5	8.5
	Motor Vehicle	49.8	20%	2084.6	78.4%	12.0

Map 2.8 HIN All Modes Map



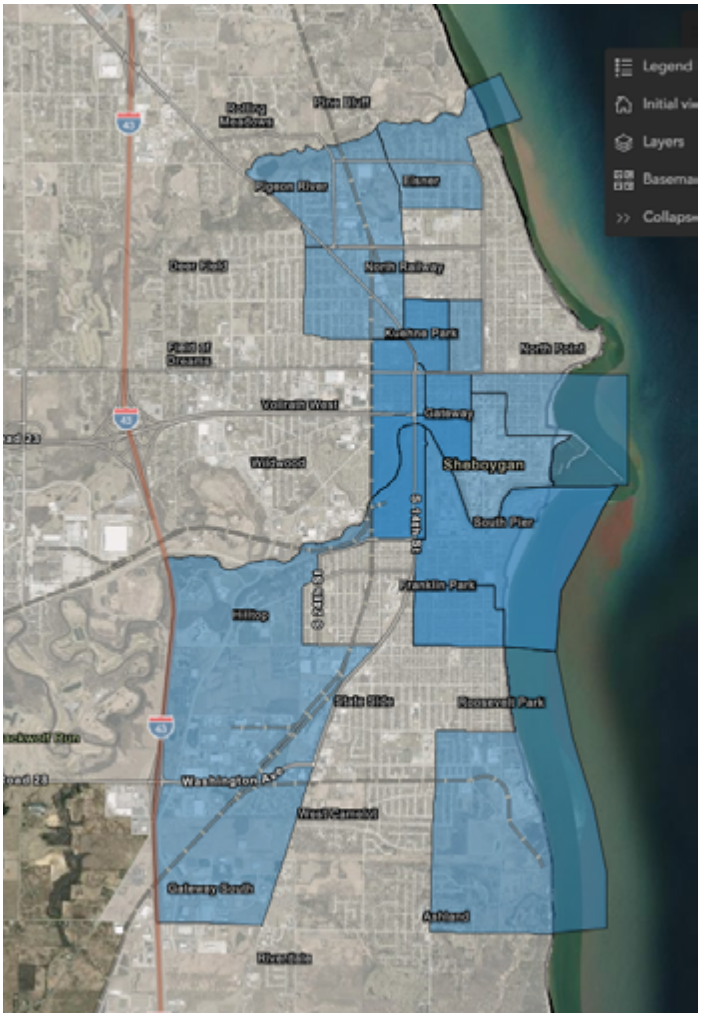
TRANSPORTATION EQUITY IN SHEBOYGAN

Considerations for equitable investment in transportation safety improvements is a priority of this project. Not only is it important in ensuring benefits are fairly distributed, it also highlights areas of need where greater attention to existing conditions and engagement of community members will be needed.

For the purpose of identifying these equity focus areas, the Environmental Justice Targeted Areas sourced from the Sheboygan Metropolitan Planning Organization (MPO) are utilized. The Sheboygan MPO uses US Block Group level demographic criteria of percentage of Minority Population, Low Income, Households with No Vehicle Access, and Households Speaking Limited English. The "Very High" designation of each of these parameters is used by the project team to identity **Equity Focus Areas**.

Overlaid on the map to the right, the darker blue areas show where Census Block Groups or neighborhoods are meeting a greater number of the Environmental Justice Targeted Area criteria outlined previously. These areas will be targeted within this plan for additional analysis and engagement.

Equity Focus Areas



Source: Sheboygan MPO



3 PUBLIC ENGAGEMENT

INTRODUCTION

The planning team offered a diverse series of online and in-person engagement opportunities to reach the community and gather critical feedback. The planning team had over 750 interactions with Sheboygan residents.

Feedback from the public engagement process will be summarized in this chapter. Additional details on feedback received through public engagement can be found in Appendix B.





Online Engagement and Project Branding

Online engagement played central role in expanding access to, and awareness of, the City of Sheboygan TSAP. Digital tools and resources were used to provide updated information about the project, gather community input, and reach residents who may be unable or unwilling to participate in in-person engagement activities.

The planning team also developed a branding guide to create identifiable engagement materials that are specific to the City of Sheboygan.

SHEBOYGAN
TRANSPORTATION
SAFETY ACTION PLAN

PROJECT WEBPAGE

The project webpage offered information about the plan, a schedule of upcoming engagement opportunities, and links to online engagement tools. According to the webpage data, over 2,000 viewers visited the page during the planning process.



ONLINE COMMUNITY SURVEY

The online community survey was released in mid-October and has been publicized throughout the community since. The online survey received 162 completed responses. Respondents were asked about transportation safety, modes of road usage (and feelings of safety associated with each mode), and what they think would increase safety on Sheboygan's road network.

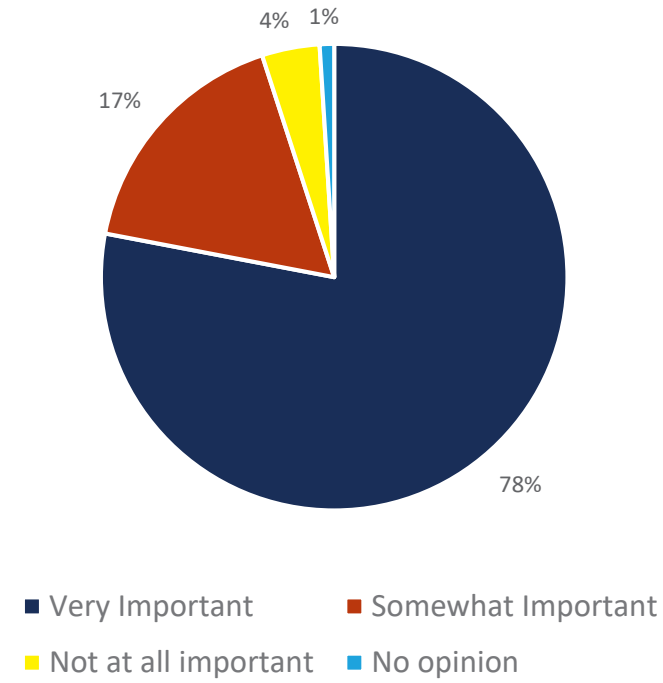
Of those who took the survey, 84% were white, 6% were Hispanic or Latino, and 7% selected 'other'. All other racial categories were individually less than 2%. When asked if survey respondents had responsibility for any school-aged children, 21% responded yes and 79% responded no.

SAFETY IMPACTS

Of those who responded to the survey, 78% agreed that investment in a safe and comfortable transportation system was very important.

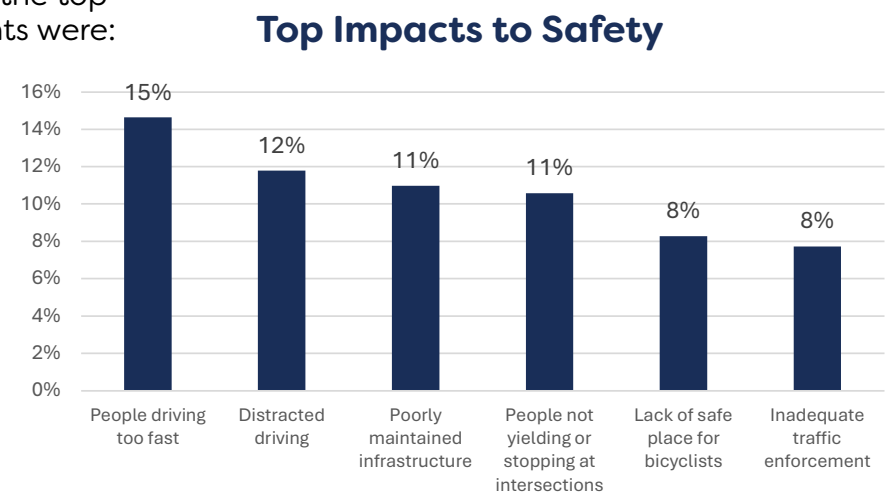
1. Respondents would like to see this plan address:
2. Reduce distracted drivers
3. Reduce driving speeds
4. Improve safety for people crossing streets
5. Increase separation between driving bicycling facilities
6. Increase the number of people walking, biking, and rolling

How important do you think it is to invest in a safe and comfortable transportation system in Sheboygan?

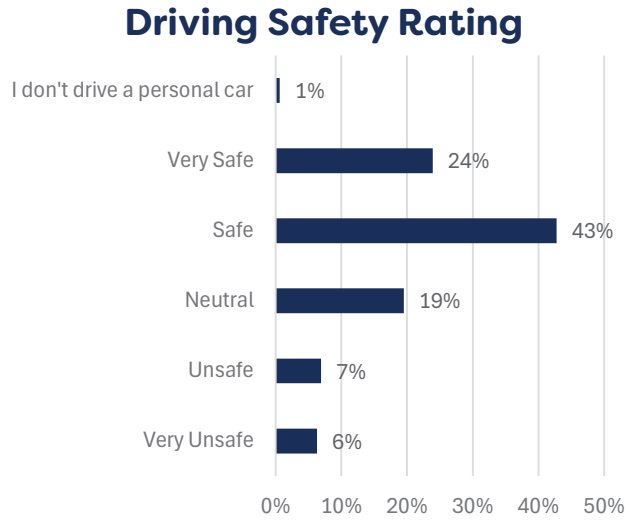


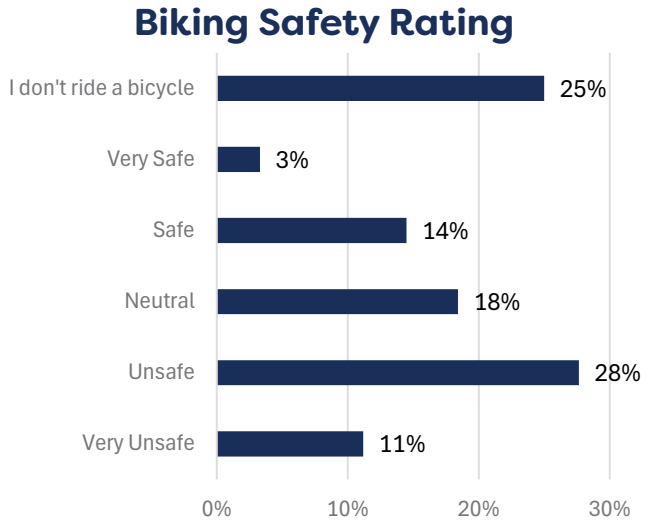
When given a list of options to choose from that impact feelings of safety while using Sheboygan's transportation system, the top answers chosen by survey respondents were:

1. People driving too fast
2. Distracted driving
3. Poorly maintained infrastructure
4. People not yielding or stopping at intersections
5. Lack of safe place for bicyclists
6. Inadequate traffic enforcement











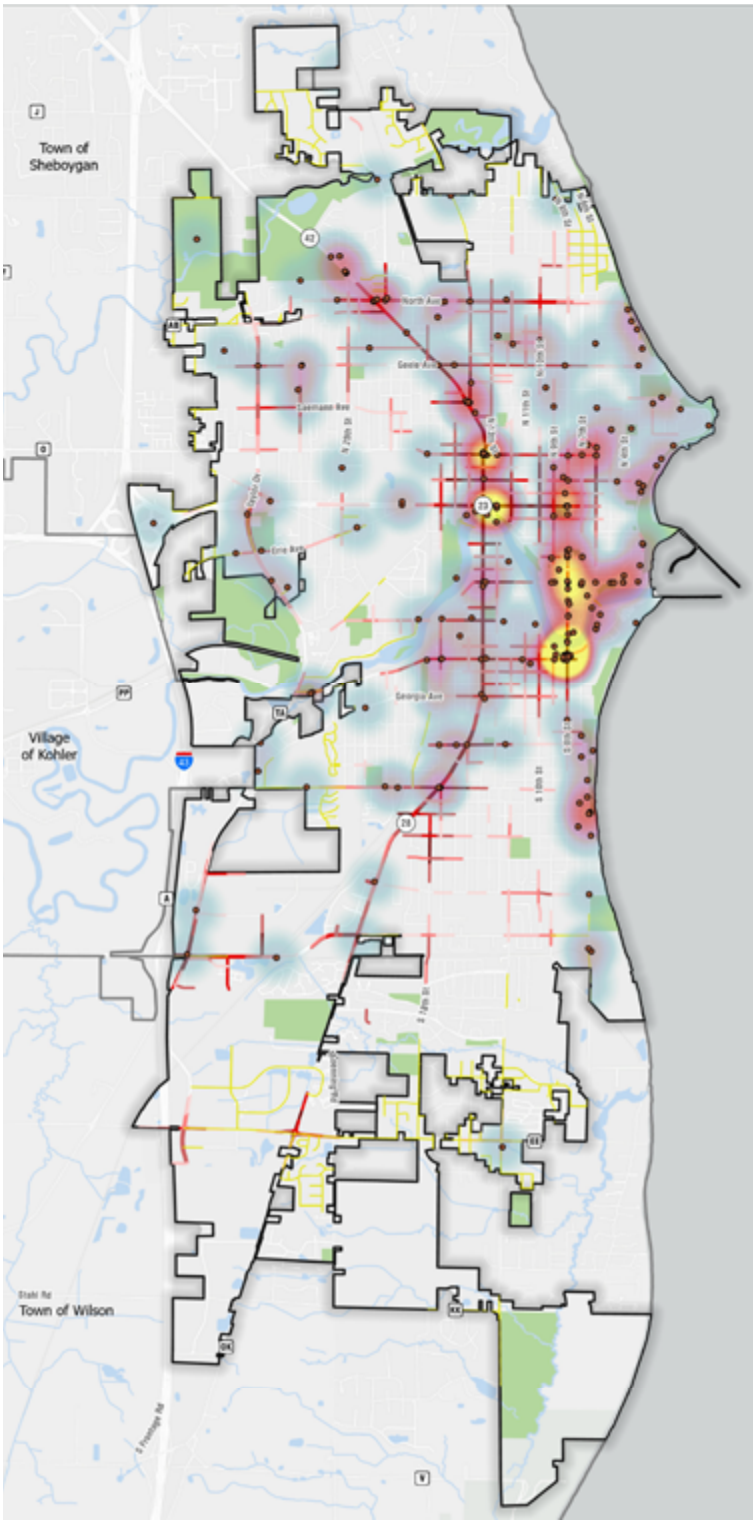
TRANSPORTATION SAFETY RATING

Overall, respondents feel much safer traveling around Sheboygan by car than by bicycle or on foot. A strong majority rate driving as safe or very safe (67%), with only 13% feeling unsafe or very unsafe, indicating broad confidence in car travel. In contrast, perceptions of bicycling safety are notably negative: 39% feel unsafe or very unsafe, compared to just 17% who feel safe or very safe, and a relatively high share report not riding a bicycle at all. Of those walking, 27% felt unsafe or very unsafe, while 45 % felt safe or very safe. Taken together, the results highlight a clear gap in perceived safety between driving and active transportation, pointing to significant concerns about conditions for bicyclists and pedestrians in Sheboygan.

Top improvements that would make people feel safer include:

- Reduced driving speeds
- More sidewalks and bicycle lanes in the community
- More space separating people bicycling and walking from car traffic
- Better lighting of sidewalks, trails, and roads
- Additional signals and signage
- More police presence
- Well-maintained infrastructure

Map 3.1 Online Public Input Map



In addition to the online survey, online participants were asked to pinpoint specific locations on an online map where people felt unsafe walking, biking, rolling, or driving.

Most respondents utilized the tool to identify unsafe locations. Of the 239 points added to the map, 83% identified unsafe locations compared to only 17% identifying safe locations. This tracks with typical patterns, where memories are often better for bad experiences than good or neutral, and community members are more likely to give feedback on perceived problems. Major unsafe locations included 14th St, 8th St, Lakeshore Dr, Business Drive, and STH 23.

SCHOOL SAFETY SURVEY

The planning process also included a survey sent to principals and school officials to gather specific feedback on safety around schools in Sheboygan. Seven schools responded and noted safety issues around their schools including high traffic volume, speeding vehicles, lack of crossing guard, and poor visibility. Suggestions to improve safety included enhanced crosswalks, speed tables, restricting parking near major crossings, increased signage and lighting, and possible conversion of street traffic pattern.

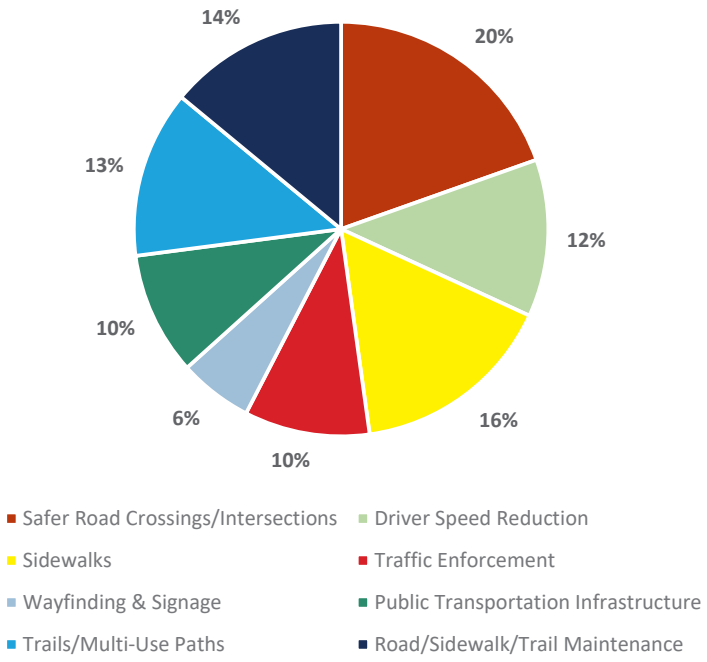
In-Person Engagement

In fall 2025, the planning team set up a pop-up booth at the Sheboygan Farmers Market to reach community members and gather early-stage input on the plan.

When asked to vote on safety improvements, the top answers were safer road crossings/ intersections and improved sidewalks.



What do you want to see more of in Sheboygan?







COMMUNITY MEETING

The community meeting was held on Wednesday, December 10th at the YMCA Conference Room from 5:30 PM - 7:30 PM. At the meeting, the planning team offered more specific feedback opportunities for areas of interest identified during initial stages of the public engagement process, including:

- 14th Street & Superior Ave
- Grant Elementary School Area
- Lakeshore Drive & South Shore Beach Path

STAKEHOLDER FOCUS GROUPS

The planning team, with assistance from staff and the steering committee, identified two key stakeholder groups for targeted engagement efforts:

1. Bike and Pedestrian Organizations
2. Sheboygan County, Bay Lakes RPC, and Sheboygan MPO officials

Bike and Pedestrian Organizations

The participants identified strong need for improving walking and biking safety, coupled with frustration about slow or incomplete implementation and disconnected infrastructure. Participants emphasized that current bike and pedestrian facilities often feel uncomfortable or unsafe due to high traffic speeds, aggressive driving, visibility issues, and designs that place users in conflict with vehicles. Participants expressed concern for vulnerable users such as children, inexperienced riders, and those who rely on walking or biking out of necessity, as well as a desire for safer routes near schools and across major barriers. The group expressed enthusiasm for collaborating on education, outreach, bike tours, and data sharing, and highlighted interest in having community voices more involved in design decisions. Overall, the sentiment combined a clear willingness to partner and support city efforts with a strong call for more connected, intuitive, and protective infrastructure and faster progress on prioritized corridors.

County and Regional Planning Commission

Regional and county partners are strongly invested in improving bicycle and pedestrian safety and already have substantial planning, data, and programming in place to support those goals. Existing planning efforts contain clear emphasis on reducing vehicle speeds, managing traffic volumes, and applying traffic calming strategies. The sentiment reflects a practical, implementation oriented approach, highlighting the importance of organizational collaboration, data sharing, and plan alignment.



SAFETY DAYS

On May 12 and 13, 2026, City of Sheboygan staff and project Team hosted "Safety Days." Safety Days was a series of events aimed at engaging with residents throughout Sheboygan to gather community feedback on the Transportation Safety Action Plan (TSAP).

During the two-day "engagement blitz," Project Team members hosted 17 engagement opportunities and interacted with over 285 people. These engagement activities were designed to meet two objectives:

1. Share the draft priority projects and see if they reflect their transportation concerns, and
2. Educate community members on what countermeasures are used to address different safety issues.

Project Team staff hosted seven pop-up engagement events at the locations listed below. These locations were selected for their diversity in attendees, geographic distribution throughout the city, and expected level of engagement.

- Shoreline Metro bus stop on N. 25th Street adjacent to Pick N' Save and the Aurora clinic
- Uptown Social
- Deland Park
- 3 Sheeps Brewing
- Paradigm Coffee + Music
- Downtown sidewalk at New York Avenue and 8th Street
- Sheboygan County YMCA

TINY TOWN TRANSPORTATION

In partnership with librarians at Mead Public Library, the Project Team hosted two "Tiny Town Transportation" activities. The activities were geared towards children and included a paint-your-own car station and a "tape town" where they could drive their cars around a city created with tape on the floor. Project Team staff engaged with parents and caregivers through conversation and a mapping activity where participants drew or commented where they experience transportation safety issues.



DEMONSTRATION PROJECT HOSTING

As part of the TSAP, the City of Sheboygan installed two demonstration projects, one on Wilson Avenue at 14th and Wedemeyer Streets, and one on Pennsylvania Avenue at 4th Street and Broughton Drive. These demonstration projects were installed on May 2, 2026, and had been on the ground for just over a week. During Safety Days, Project Team staff set up a table near the demonstration projects to talk with community members about these projects and their perceptions of them.

WALK AND BIKE AUDITS

25 community members and City officials participated in a series of Safety Audits held throughout the city in collaboration with AARP, Sheboygan Active Transportation, and Sheboygan County Cycling. Participants joined the Project Team for a guided walk or bike ride through an area of focus in the community to observe safety issues, facility or signage gaps, and recommended improvements along the audit route. Audits took place at the following locations:

- Pennsylvania Ave (Broughton Dr to 8th St) Walk Audit
- Wilson Ave/Washington Ave (15th to 12th St) Walk Audit
- Downtown (8th St/7th St/Erie Ave/ Michigan Ave) Walk Audit
- Northside (3rd St/North Ave/Shoreland 400 Trail) Bike Audit

Observations included:

- Sidewalk network is well established and mostly continuous
- Curb ramps are generally not ADA compliant
- Bike network is inconsistent and not safe for bicyclists
- Signage and improved safety measures are needed
- Speed limits were generally not observed by drivers, though speeds did slow near the demonstration project areas
- Greater buffer between pedestrians and road is needed in certain locations, along with additional streetscaping features like street trees, benches, shade, etc.



WHAT WE HEARD

Throughout the two days of engagement, community members placed 76 pins on a map, 76 written comments, and placed 27 pompoms in jars to rate the demonstration projects.

Map Points

The following intersections received the most pins (three each):

- Broughton Drive & 3rd Street
- Calumet Drive & 15th Street
- Erie Avenue & 14th Street
- Indiana Avenue & 14th Street
- Union Avenue & S. Business Drive

The following streets received the most pins at intersections along the corridor:

- 14th Street (12 pins)
- Erie Avenue (9 pins)
- S. Business Drive (8 pins)
- Pennsylvania Avenue (7 pins)
- 8th Street (7 pins)

All the corridors listed are already identified as priority projects.

Written Comments

Main themes that emerged from the written comments received included:

Unsafe driving behavior is a top concern

- Many attendees reported experiencing drivers speeding, people running stop signs or lights, and drivers not yielding to people walking.

Some intersections are seen as confusing or poorly designed:

- The Indiana Avenue/8th St rotary was frequently cited as confusing or a location that people do not know how to navigate.
- There was a general sense of confusion from attendees around how and why stop or yield signs are placed.

There is need for more bike and pedestrian infrastructure:

- Participants expressed a need for more safety features near schools and in busy corridors.
- People noted that a lot of bike infrastructure ends abruptly and they want more connections between existing bike infrastructure.







4 RECOMMENDATIONS

INTRODUCTION

This chapter presents a comprehensive set of recommendations designed to create a safer and more connected transportation network in Sheboygan and eliminate serious roadway injuries and fatalities by 2045. It is structured to provide clear, actionable guidance, ranging from system-wide strategies to targeted high-priority projects, so that stakeholders can implement meaningful improvements and advance safety and operational performance across the network. Chapter sections include:

- Existing Plan Review
- Policy and Process Recommendations
- Recommended Projects
- Countermeasures Toolkit

EXISTING PLAN REVIEW

As a foundational step, the project team conducted a comprehensive review of previously adopted transportation related plans, studies, and policies to evaluate past recommendations, assess progress to date, and identify opportunities to advance or refine proposed safety improvements. This review included, but was not limited to, the City's Comprehensive Plan, Bicycle and Pedestrian Plans, Safe Routes to School plans, corridor and neighborhood studies, transit related plans, and other relevant local and regional transportation documents. Recommendations from these plans were evaluated to determine which improvements remain relevant, which have been implemented, and where gaps persist that should be addressed through the TSAP. The Existing Plan Review Matrix in Table 4.1 identifies plans that align in purpose and can be beneficial in supporting the grant application process.

Table 4.1 Existing Plan Review Matrix

Plan or Ordinance	Bike Facilities	Pedestrian Facilities	Safety	Recreation	Bike/Ped Oriented Development	Accessibility	Speed/Traffic Concerns	Infrastructure Changes	Transit
City of Sheboygan Comprehensive Plan (2011)	x	x	x	x	x	x	x	x	x
2024-2028 City of Sheboygan CORP (2023)	x	x	x	x	x	x		x	x
City of Sheboygan Ordinances (2025)	x	x	x	x		x		x	
Sheboygan Downtown Districts Master Plan (2019)	x	x	x	x	x	x	x	x	x
Indiana Ave Redevelopment Plan (2011)	x	x	x	x	x			x	
River Bend Neighborhood Plan (2019)	x	x	x	x	x	x	x	x	x
Taylor Drive Master Plan (2009)	x	x	x		x	x	x	x	
Sheboygan Metropolitan Area TIP (2025-2028)	x	x	x	x	x	x	x	x	x
Sheboygan County 2015 Pedestrian and Bicycle Comprehensive Plan (2015)	x	x	x	x	x	x	x	x	x
Sheboygan County Safe Routes to School Plan (2009)	x	x	x			x	x	x	
Sheboygan County POSP (2021)	x	x		x	x	x		x	
Sheboygan County Smart Growth Plan (2019)	x	x	x	x	x	x	x	x	x
Bay Lake 2050 Sheboygan Area Transportation Plan (2023)	x	x	x	x	x	x	x	x	x
Sheboygan MPO Bike and Pedestrian Plan (2025)	x	x	x	x	x	x	x	x	x

POLICY AND PROCESS RECOMMENDATIONS

SAFE SYSTEM FRAMEWORK

The City of Sheboygan commits to implementing a Safe System approach consistent with USDOT and FHWA guidance. This approach recognizes that people make mistakes and that the transportation system must be designed to prevent fatal and serious injuries. Safety decisions shall consider ***Safe Roads, Safe Speeds, Safe Road Users, Safe Vehicles, and Post Crash Care.*** Recommendation Tables 4.2-4.7 are guided by the principles of the Safe System Framework.

TIMELINE

Each table is organized by time of implementation as outlined below. Project implementation is subject to budget approval and staff capacity to complete the projects.

Priority

- Ongoing (Implemented continuously)
- Short-Term (1-5 years)
- Medium-Term (5-10 years)

As Budget and Staff Capacity Allows

- Long-Term (10+ years)

COMPLETE STREETS POLICY

The City of Sheboygan is currently in the process of developing a Complete Streets policy. Complete Streets is a road design and planning approach that makes streets safe and comfortable for everyone. This includes people walking, riding bikes, driving cars, and taking public transit, regardless of their age or physical ability.



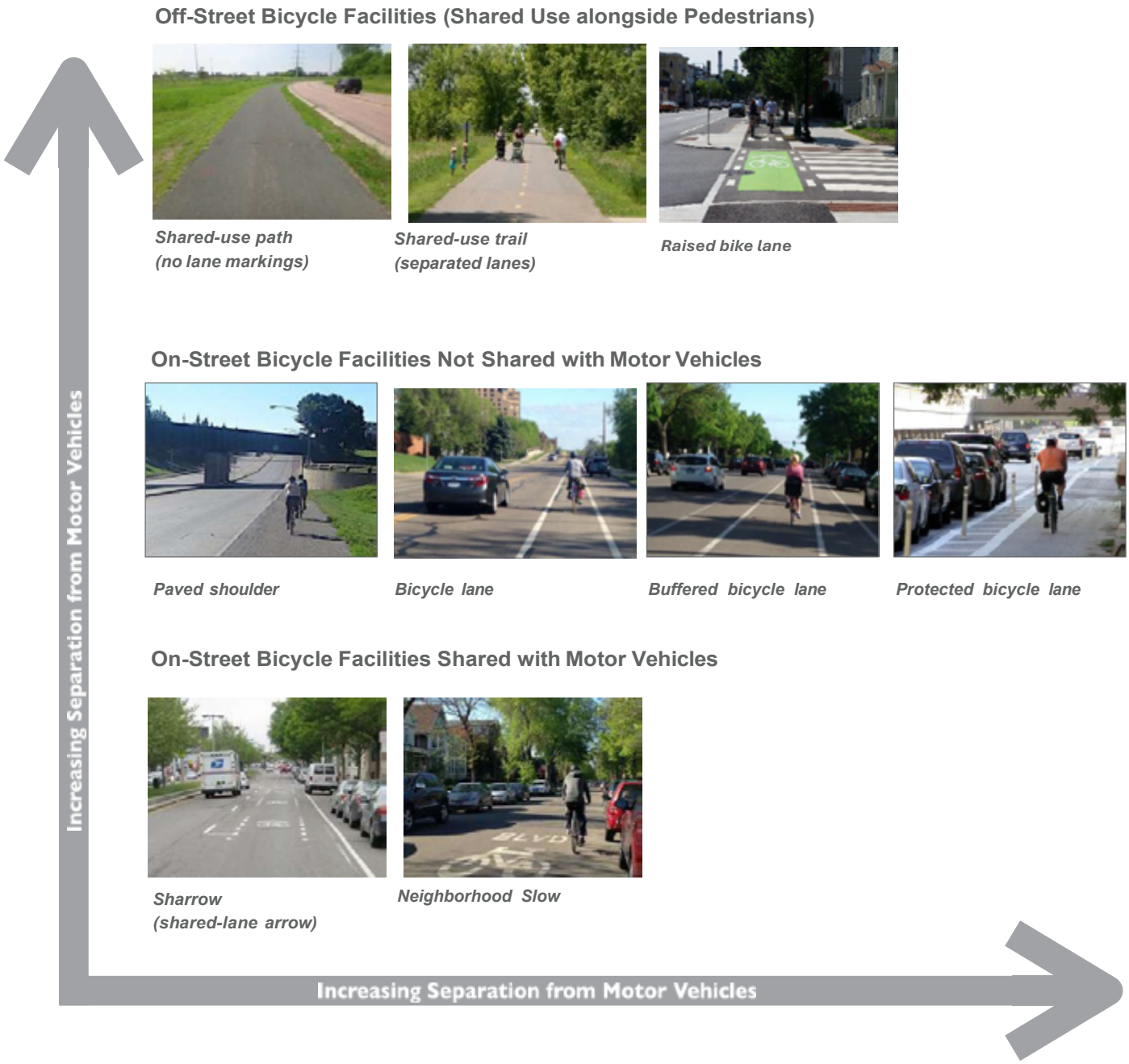
COMPLETE STREETS DESIGN RESOURCES

- Wisconsin Traffic Engineering, Operations and Safety Manual (TEOpS)
- Wisconsin Manual on Uniform Traffic Control Devices (WMUTCD)
- Wisconsin Bicycle Facility Design Handbook
- Wisconsin Bicycle Planning Guidance
- Wisconsin Guide to Pedestrian Best Practices
- **NACTO (National Association of City Transportation Officials)**
  - Urban Street Design Guide
  - Urban Bikeway Design Guide
  - Transit Street Design Guide
  - City Limits: Managing Speed
- **AASHTO (American Association of State Highway and Transportation Officials)**
  - Guide for the Development of Bicycle Facilities
  - Guide for Planning, Design, and Operation of Pedestrian Facilities
  - Green Book (Policy on Geometric Design of Highways and Streets)
- Public Rights of Way Accessibility Guidelines (PROWAG)
- FHWA Designing Sidewalks and Trails for Access
- FHWA Accessible Pedestrian Signals (APS) – Synthesis and Best Practices

Table 4.2 Vision Zero and Processes Recommendations

#	Recommendation	Potential Timeline	Responsibility
1	Consult the High Injury Network (HIN) during concept development to ensure countermeasures are implemented at high-crash locations.	Ongoing	Public Works
2	Coordinate with the resurfacing project schedule to implement low cost safety countermeasures using the Countermeasure Toolkit and resources such as: • USDOT Low Cost Pedestrian Safety Zones (2023) • NACTO Urban Street Design Guide (2012) • FHWA Traffic Calming ePrimer	Ongoing	Public Works
3	Coordinate safety investments with emergency responders to improve crash response times, responder safety, and post-crash outcomes.	Ongoing	Public Works, Police/Fire Departments
4	Adopt a Complete Streets Policy to include model checklists or develop City-specific project checklists to ensure Complete Streets principles are incorporated from concept development through maintenance in all engineering projects.	Short-Term	Public Works, Common Council
5	Establish a dedicated Complete Streets Advisory Committee or Vision Zero Task Force with support from the City engineer, planner, or other staff.	Short-Term	Public Works, Planning and Development, Police Department, Common Council
6	Revise the site plan review process to require multimodal facilities and traffic calming measures in new developments and reconstruction projects.	Short-Term	Public Works, Planning and Development
7	Evaluate lighting, access, and wayfinding to support post-crash care.	Short-Term	Public Works, Fire Department
8	Reduce speed limits in targeted areas with the option to create Slow Zones of 20 mph or lower, using NACTO's City Limits guide as a reference.	Long-Term	Public Works, Common Council

LEVELS OF SEPARATION FOR BICYCLE FACILITIES[



NOTE ON APPLICATION OF FACILITIES

In general, bicycle routes where higher motor vehicle traffic speeds and volumes are present should offer riders greater separation from motor vehicles. This will result in facilities that offer greater perception of safety and comfort to current and potential bicycle riders and will invite use by larger number of riders and through a greater range of ages and abilities.

Table 4.3 Ordinance Review Recommendations

#	Recommendation	Potential Timeline	Responsibility
1	Pilot progressive enforcement strategies focused on speeding, failure to yield, and impaired driving behaviors in HIN corridors.	Short-Term	Public Works, Police Department
2	Explore adoption of an ordinance requiring bicycle parking for commercial and institutional uses.	Short-Term	Common Council, Public Works, Planning and Development
3	Explore adoption of an ordinance to regulate electric bicycles (e-bikes) within Sheboygan. • Continue to allow Class 1, Class 2, and Class 3 e-bikes on city roads, trails, and bike facilities. Continue to allow e-bikes on sidewalks where bicycles are allowed (all sidewalks except within business districts) and yielding to pedestrian traffic. • Additional resources regarding ordinance creation and enforcement for e-bikes can be found through the Wisconsin Bike Federation.	Short-Term	Common Council, Public Works, Police Department



The City of Fond du Lac, WI recently updated their City ordinances in development of regulations on E-Motos, E-Bikes, and E-Scooters. This ordinance establishes definitions for each of these mobility devices and creates clear regulation of where it can and can't go. This also creates clearer enforcement for those not complying with the new ordinance.

Table 4.4 Community Partnerships Recommendations

#	Recommendation	Potential Timeline	Responsibility
1	Identify a Safety Champion position or role within the City to organize educational campaigns and provide information through community outreach. Topics should include: • Driving behavior, speed awareness, seatbelt usage, and safe practices for bicyclists and pedestrians • Celebrate projects that improve safety and positive movements toward the Sheboygan TSAP's goals annually. • Create increased awareness within agency departments on Vision Zero initiatives • Promotion of events that promote walking and biking for all ages and abilities	Ongoing	Public Works, Shoreline Metro, Planning and Development, City Admin
2	Coordinate with public health and law enforcement partners on targeted education, enforcement, and roadway design strategies in areas with high impaired driving crash risk.	Ongoing	Public Works, Police/Fire Departments
3	Maintain status and strive to improve score as a Bicycle Friendly Community with the American League of Bicyclists.	Ongoing	Public Works, Planning and Development
4	Form partnerships to perform pedestrian safety and walking audits focusing on different areas of the City each year as necessary. • Use AARP Walk Audit Resources to support these audit activities.	Short-Term	Safety Champion, Public Works, City Admin
5	Through the City website, update and distribute City Bicycle & Pedestrian Network Maps regularly and explore opportunities to create curated maps for less confident bicyclists (such as "safe and comfortable routes" for new riders or family-friendly rides).	Short-Term	Public Works

#	Recommendation	Potential Timeline	Responsibility
6	Identify opportunities for fundraising or community-led projects for installing street furniture or other street scaping amenities within the City.	Short-Term	Public Works
7	Encourage rider incentive programs and bicycle friendly business programs. • Utilize the Bicycle Friendly Businesses program through the League of American Bicyclists.	Medium-Term	Safety Champion, Public Works
8	Explore development of community-lead traffic calming program to consider requests for the installation of traffic calming measures, such as speed bumps, traffic circles, and raised intersections.	Medium-Term	Safety Champion, Public Works, Police Department, Planning and Development

Table 4.5 Accessibility Recommendations

#	Recommendation	Potential Timeline	Responsibility
1	Continue to improve and expand the low-stress bike network for all ages and abilities. Utilize bicycle facility selection criteria that increases separation and protection of bicyclists based on levels of motor vehicle speed and volume.	Ongoing	Public Works
2	Continue to review projects for compliance with Public Right-of-Way Accessibility Guidelines (PROWAG) at concept development. Continue to track ADA improvements in a GIS database. **WisDOT will be upgrading all curb ramps on State Highways within Sheboygan in 2028.**	Ongoing	Public Works, Police/Fire Departments
3	Ensure safety improvements and investments are distributed equitably across Sheboygan and prioritized in HIN corridors, Equity Focus Areas, and transit stops as seen in the Existing Conditions Chapter.	Ongoing	Public Works, Shoreline Metro
4	Evaluate transit stop safety, accessibility, lighting, visibility, and pedestrian access using the NACTO Transit Street Design Guide during roadway projects that include transit.	Medium-Term	Shoreline Metro

#	Recommendation	Potential Timeline	Responsibility
5	Develop educational materials and outreach programs that focus on various transportation safety aspects specifically designed for families and vulnerable populations.	Medium-Term	Safety Champion, Public Works, Police Department
6	Explore opportunities for additional investment in serving transit-dependent populations, schools, seniors, people with disabilities, and historically underserved neighborhoods.	Medium-Term	Shoreline Metro
7	Ensure that pedestrian signal clearance intervals are properly timed to allow all users to cross, including those with mobility or visual impairments and any age.	Long-Term	Public Works
8	Launch a public bike share system in Sheboygan, similar to Milwaukee's Bublr Bike Share System.	Long-Term	Shoreline Metro, Public Works

Table 4.6 Land Use Recommendations

#	Recommendation	Potential Timeline	Responsibility
1	Encourage appropriate economic and commercial development opportunities, taking advantage of bike and pedestrian traffic along the Sheboygan's path and trail corridors.	Ongoing	Planning and Development
2	Support commercial infrastructure practices that encourage connectivity to public infrastructure including trails and paths that enable residents to walk and bike.	Ongoing	Public Works, Planning and Development
3	Incorporate bicycle and pedestrian projects noted within this plan into the updated City Comprehensive Plan.	Short-Term	Planning and Development

Table 4.7 SRTS Recommendations

#	Recommendation	Potential Timeline	Responsibility
Sheboygan Area School District/Private Schools Lead			
1	Advocate to school boards to take up Safe Routes to School issues and initiatives.	Ongoing	Sheboygan Area School District, Private Schools, School Admin
2	Implement bike training, rodeos, and other educational events to teach students and adults safe bicycling skills. Partner with bicycle-oriented organizations on planning and implementing these activities.	Ongoing	Sheboygan Area School District, Private Schools, School Admin
3	Provide educational materials to community members about Safe Routes to School initiatives.	Ongoing	Sheboygan Area School District, Private Schools, School Admin
4	Evaluate bike and pedestrian activity near schools annually through a parent survey and/or traffic counts.	Ongoing	Sheboygan Area School District, Private Schools, School Admin, Police Department
5	Establish a list of benchmark indicators to determine success of SRTS implementation and programming. Examples include: • Number of students biking or walking to school • Number of bicycle education events held • Number of feet of sidewalk/bicycle infrastructure in School Safety Zones • Number of meetings held to discuss bicycle and pedestrian safety • Number of traffic citations in School Safety Zones • Speed reduction in School Safety Zones	Short-Term	Public Works, Sheboygan Area School District, Private Schools, Police Department
6	Explore opportunities to partner with local schools to implement recommendations and continue outreach for Safe Routes to School plans, such as leading quick-build countermeasure traffic calming projects.	Short-Term	Sheboygan Area School District, Private Schools, School Admin, Public Works

#	Recommendation	Potential Timeline	Responsibility
7	Evaluate drop off/pick-up procedures to ensure accommodation and access for students walking and biking.	Short-Term	Sheboygan Area School District, Private Schools, School Admin
8	Organize Walk/Bike to School Days to encourage active transportation among students and families.	Short-Term	Sheboygan Area School District, Private Schools, Police Department
9	Review locations of Crossing Guards at Sheboygan School crossings and dedicate resources in school areas nearest to the HIN and high crash locations.	Short-Term	Sheboygan Area School District, Private Schools, School Admin, Police Department
10	Establish a Safe Routes to School Task Force for the Sheboygan Area School District.	Short-Term	Sheboygan Area School District, School Admin, Public Works
11	Incorporate bicycle parking near schools and community destinations.	Medium-Term	Sheboygan Area School District, Private Schools
12	Establish a “Drop and Walk” program to reduce congestion near schools and promote walking for the final portion of the trip.	Medium-Term	Sheboygan Area School District, Private Schools, School Admin
13	Integrate Safe Routes to School education concepts into the school curriculum to build long term awareness of walking and biking safety.	Medium-Term	Sheboygan Area School District, Private Schools, School Admin
14	Incorporate adopted Safe Routes to School Plans into Student and Parent Handbooks.	Long-Term	Sheboygan Area School District, Private Schools, School Admin

#	Recommendation	Potential Timeline	Responsibility
City of Sheboygan Lead			
14	Pass resolutions of support for Safe Routes to School projects in Sheboygan.	Ongoing	Common Council, Sheboygan Area School District
15	Seek collaboration with the Sheboygan Area School District, private schools, Sheboygan County, Bay Lakes RPC, Sheboygan MPO, and WisDOT in Safe Routes to School planning.	Short-Term	Public Works, Sheboygan Area School District, Private Schools, Sheboygan County
16	Prioritize winter maintenance within School Zones.	Short-Term	Public Works
17	Reviewing ordinance regarding the use of school bus lights for loading and unloading procedures, alongside stricter enforcement of stop-arm violations. (349.21 -Authority to regulate school bus warning lights.)	Short-Term	Sheboygan Area School District, Common Council, Police Department
18	Work with Sheboygan Area School District, Sheboygan County, and other community partners to develop an updated Safe Routes to School Plan from the previous 2009 plan.	Medium-Term	Public Works, Planning and Development, Sheboygan Area School District, Private Schools, Sheboygan County
19	Designate School Safety Zones on streets within .25 miles of schools and prioritize signage and infrastructure changes in these areas.	Medium-Term	Public Works, Common Council

Priority Projects

After the review and validation of the recommended project list by the Steering Committee, projects were prioritized using the criteria outlined below. Priority projects found in Table 4.8-4.11 and organized by Intersection, Corridor, SRTS, and trail projects. These projects are located on the HIN, in proximity to a school, received public comments, have a serious injury or fatal crash, or are part of an existing plan. Additional project locations not currently prioritized within the lifetime of this plan can be found in Appendix G.

PRIORITIZATION CRITERIA

Priority Intersection and Corridor projects are ranked by HIN score. Each priority project is within the Top 5% or 10% of the overall HIN scores. A general cost estimate for improvements is provided for each Intersection and Corridor project.

Additional criteria are included for prioritization by City staff as this plan moves forward in the Implementation phase. Including:



Within .25 miles of a school

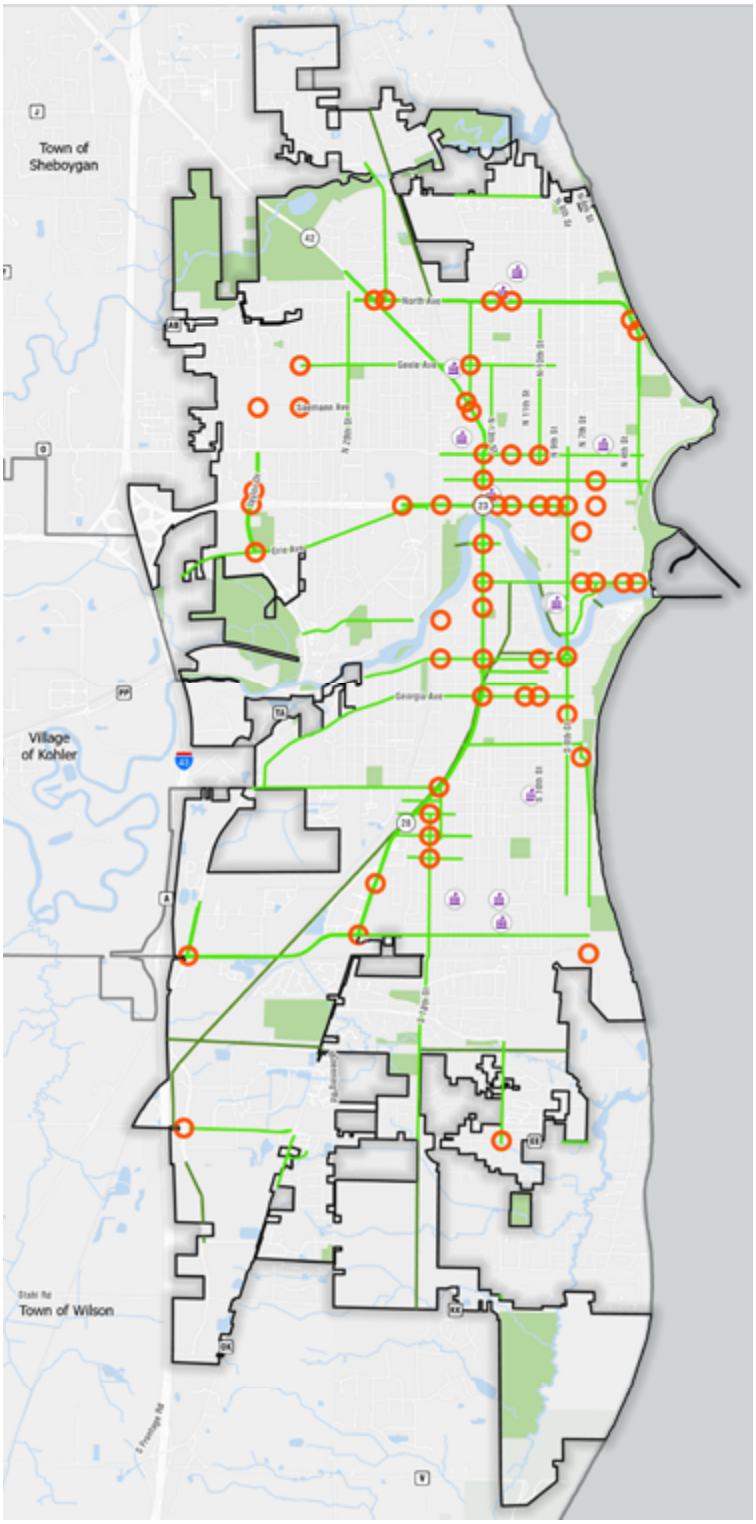


Received public comment



Within Equity Focus Area

Map 4.1 Project Recommendations



INTERSECTION PROJECTS

# of Projects	Symbol	Cost Range	Project Types
14	$	Less than $50,000	Crosswalk and signage
16	$$	$50,000 to $150,000	Crosswalk/signage, curb bump outs and/or refuge islands
11	$$$	$150,000 to $300,000	Intersection lane reconfigurations, curb bump outs/refuge islands, an crosswalks/signage
2	$$$$	Greater than $1 million	Major intersection reconstruction (i.e. Roundabout)

Table 4.8: Priority Intersection Improvement Projects

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
Top 5% of HIN						
20	24	Roundabout at S 8th St and Indiana Ave	Implement safer roundabout characteristics including deflection at approaches, smaller circle, clearer lane designations, and improve pedestrian crossings	Sheboygan MPO Bike and Ped Master Plan - 2025; City of Sheboygan CORP - 2023	$$$$	
73	20	S Taylor Dr and STH 28	Add enhanced signage, high visibility crossing, pedestrian refuge island, and pavement markings	Sheboygan County Bike and Ped Plan - 2015	$$	
37	19.643	N 14th St and Michigan Ave	Add colored crosswalk *WisDOT coordination required	Sheboygan MPO Bike and Ped Master Plan - 2025	$	
23	17.793	N 9th St and Erie Ave	Shorten the pedestrian crossings by adding a curb bump out on Erie Ave at the southeast quadrant; add a median and/or pedestrian refuge island on the west leg of Erie Ave *(planned)*	Sheboygan MPO Bike and Ped Master Plan - 2025	$$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
108	17.793	Erie Ave and N 10th St	Add high visibility crosswalks		$	
46	17.128	Pennsylvania Ave and N 14th St	Reduce negative left-turn offset and add high visibility crosswalks, pedestrian refuge island, and Leading Pedestrian Interval signalization. Evaluate reducing curb radii and consider a through right turn to create a dedicated left turn		$$$	
35	13.766	N 14th St and Erie Ave	Repaint high visibility crosswalks, reduce negative left-turn offset, add pedestrian refuge island and Leading Pedestrian Interval signalization, potentially remove right slip lane	Sheboygan County Bike and Ped Plan - 2015	$$$	
96	12.917	Virginia Ave and S 14th St	Add curb bump outs on Virginia Ave and high visibility crosswalks		$$	
38	12.657	Superior Ave and N 14th St Shoreland 400 trail crossing	Add curb bump outs on southside of intersection, pedestrian refuge islands, and reduce negative left-turn offset and shorten crossing distances, consider bike signal	Sheboygan MPO Bike and Ped Master Plan - 2025; Sheboygan County Bike and Ped Plan - 2015	$$$	
109	11.856	Erie Ave and N 12th St	Add high visibility crosswalks		$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
55	11.333	Union Ave and S Business Dr	Short-term: • Add Leading Pedestrian Interval signalization • Convert SE 17th St to a southbound one-way street Long-term: • Reconstruct intersection to 2x1 roundabout to reduce intersection size and create easier bike/pedestrian crossing *WisDOT coordination required	Sheboygan MPO Bike and Ped Master Plan - 2025; Sheboygan County Bike and Ped Plan - 2015	Short-term: $ Long-term: $$$$	
59	11.154	S 14th St and Indiana Ave	Repaint high visibility crosswalks, reduce negative left-turn offset, and add pedestrian refuge island and Leading Pedestrian Interval signalization	Sheboygan MPO Bike and Ped Master Plan - 2025	$$$	
22	10.222	N 8th St and Erie Ave	Add curb bump outs on Erie Ave	Sheboygan MPO Bike and Ped Master Plan - 2025; Sheboygan County Bike and Ped Plan - 2015	$$	
16	9.638	Erie Ave and Shoreland 400 trail/N 13th St	Repaint high visibility crosswalk and add a Rectangular Rapid Flashing Beacon *(planned)*	Sheboygan MPO Bike and Ped Master Plan - 2025; City of Sheboygan CORP - 2023	$	
118	9.15	Wisconsin Ave and N14th St	Add high visibility crosswalks and ADA compliant curb ramps		$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
113	9.111	Geele Ave and N 15th St	Add curb bump outs and high visibility crosswalk		$$	
111	8.139	S 18th St and Mead Ave	Add curb bump outs and high visibility crosswalk; add pedestrian refuge on S 18th St or narrow lanes with bike lanes at the curb		$$$	
56	8.025	S Business Dr and Washington Ave (STH 28)	Reduce negative left-turn offset, repaint high visibility crosswalks, and add pedestrian refuge island and Leading Pedestrian Interval signalization *WisDOT coordination required		$$$	
117	7.896	Georgia Ave and S 14th St	Reduce curb radii; add curb bump out on Georgia Ave at the SE quad; reduce receiving lanes on westbound; consider adding a pedestrian refuge island; correct negative left offsets from east-west traffic; and add high visibility crosswalks		$$$	
11	7.444	Sibley Ct and STH 42	Add high visibility crosswalks and Leading Pedestrian Interval signalization		$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
112	7.167	18th St and Humboldt Ave	Add curb bump outs and high visibility crosswalk; add pedestrian refuge on S 18th St or narrow lanes with bike lanes at the curb		$$	
13	7.111	N 15th St and Saemann Ave/ STH 42	Add colored/raised crosswalk and enhanced pedestrian signage to cross Saemann Ave	Sheboygan MPO Bike and Ped Master Plan - 2025	$	
42	7	Michigan Ave and N 6th St	Add curb bump outs and high visibility crosswalk; address ADA compliant curb ramps		$$	
110	6.931	Erie Ave and N 17th St	Reduce curb radii, add high visibility crosswalk, lengthen raised median to crosswalk, and add pedestrian refuge by reducing lane widths to 11'		$$$	
Top 10% of HIN						
107	6.667	Superior Ave and N 12th St	Add curb bump outs (within the no parking areas near the intersection) and high visibility crosswalks		$$	
12	6.333	North Ave and STH 42	Add Leading Pedestrian Interval signalization, consider adjustment of left-turn offset, hardened center line	Sheboygan County Bike and Ped Plan - 2015	$$	
39	6.333	N 21st St and North Ave	Add high visibility crosswalk and Rectangular Rapid Flashing Beacon		$$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
57	6	S Business Dr and Wilson Ave	Repaint high visibility crosswalks and add pedestrian refuge island and Leading Pedestrian Interval signalization	Sheboygan County Bike and Ped Plan - 2015	$$	
95	6	Saemann Ave and N 29th St	Add ADA compliant curb ramps		$	
115	5.896	Georgia Ave and S 10th St	Add curb bump outs and high visibility crosswalk		$$	
75	5.976	S 18th St and Ashland Ave	Add curb bump outs and high visibility crosswalk		$$	
40	5.778	N 12th St and North Ave	Extend the median through the crosswalk to create a pedestrian refuge and slow turning vehicles; add school crossing signage	Sheboygan County Bike and Ped Plan - 2015	$$$	
105	5.556	N 13th St and North Ave	Extend the median through the crosswalk to create a pedestrian refuge and slow turning vehicles; add school crossing signage	Sheboygan County Bike and Ped Plan - 2015	$$$	
72	5.556	N Taylor Dr and Saemann Ave	Consider adding a Rectangular Rapid Flashing Beacon		$	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Priority Criteria
71	5.468	S Taylor Dr and CTH EE	Add enhanced signage and pavement markings indicating intersection	Sheboygan County Bike and Ped Plan - 2015	$	
53	5.444	Erie Ave and N 6th St	Add curb bump outs and high visibility crosswalks		$$	
106	5.333	Superior Ave and N 10th St	Add curb bump outs (within the no parking areas near the intersection) and high visibility crosswalks		$$	
62	5.069	Indiana Ave and S 10th St	• Add colored/raised crosswalk and a Rectangular Rapid Flashing Beacon	Sheboygan County Bike and Ped Plan - 2015	$	
60	4.889	S 17th St and Indiana Ave	• Repaint high visibility crosswalks and add Leading Pedestrian Interval signalization	Sheboygan MPO Bike and Ped Master Plan - 2025	$	
6	4.722	N Taylor Dr and STH 23 on and off ramps	• Add pedestrian signals with Leading Pedestrian Interval signalization	City of Sheboygan CORP - 2023	$	

CORRIDOR PROJECTS

# of Projects	Symbol	Cost Range	Project Types
11	$	Less than $250,000	Road striping, bike lane sharrows, minor traffic calming, parking modifications, or simple bike lane projects
8	$$	$250,000 to $1 million	Road diets, protected bike lanes, moderate corridor improvements, or small shared-use path projects
3	$$$	Greater than $1 million	Major shared-use path projects, curb relocation, bike cycle tracks, or substantial corridor reconstruction

4.11 Project Length

Symbol	Length
—	<0.5 mile
— —	0.5 mile to 1.0 mile
— — —	1.0 mile to 2.0 mile
— — — —	> 2.0 mile

Table 4.9: Priority Corridor Improvement Projects

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Project Length	Priority Criteria
Top 5% of HIN							
69	20	STH 28/ Washington Ave: S Taylor Dr Trail to S Business Dr	Add Shared Use Path by widening sidewalk on south side of STH 28 and extending it along Greenwing Dr to S Taylor Dr *WisDOT coordination required	City of Sheboygan CORP - 2023	$$	— — —	
36	19.643	N and S 14th St: Superior Ave to Business Drive	Implement a road diet, add a Two-Way Left Turn Lane (TWLTL) and protected biked lanes *WisDOT coordination required	Sheboygan MPO Bike and Ped Master Plan - 2025	$	— — —	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Project Length	Priority Criteria
21	19	N and S 8th St: Superior Ave to Wilson Ave	Implement a road diet and add protected biked lanes	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023	$	— — — —	
50	17.793	Erie Ave: N 14th St to N 8th St	Consider a road diet with south curb line shifted north to accommodate a shared use path on the south side of the corridor *(planned)*	Bay-Lake RPC Area Transportation Plan - 2023	$$	—	
43	17.128	Pennsylvania Ave: Broughton Dr to N 15th St	Implement a road diet, remove one lane of parking, and add buffered/ protected bike lanes	Sheboygan MPO Bike and Ped Master Plan - 2025	$	— — —	
119	15.391	Michigan Ave: Broughton Dr to N 17th St	Add raised bike lane along curb or protected parking bike lane, push parking inward		$ Marked Bike Lane $$$ Raised Bike Lane	— — —	
93	13.111	Broadway Ave: S Business Dr to Lakeshore Dr	Add sharrow bike lanes, bike signage, and neighborhood traffic calming	Bay-Lake RPC Area Transportation Plan - 2023	$$	— —	
49	12.657	Superior Ave: N 3rd St to N 17th St	Convert one side parking into 2 separated bike lanes and narrow existing car lanes	Sheboygan MPO Bike and Ped Master Plan - 2025	$	— — —	
121	10.734	Erie Ave: N 14th St to N 18th St	Reduce lane widths to 11'; widen south side sidewalk to a shared use path by relocating curb to the north	Sheboygan MPO Bike and Ped Master Plan - 2025	$$	—	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Project Length	Priority Criteria
101	10.342	Ashland Ave: S Business Dr to S 16th St	Add sharrow bike lanes and bike signage		$	—	
70	10.222	S Taylor Dr: Crocker Ave to CTH EE/ Weeden Creek Rd	Add Shared Use Path *(planned)*	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023	$$	— — —	
89	10.222	Geele Ave: N 9th St to N 29th St	Add sharrow bike lanes, bike signage, and neighborhood traffic calming	Sheboygan MPO Bike and Ped Master Plan - 2025	$$	— — —	
63	9.333	Union Ave: S 26th St to STH 28/S Business Dr	Widen north sidewalk to a shared use path; reduce lane widths and move north curb line	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023	$$	— —	
124	9.111	S Business Dr: Georgia Ave/S 14th St to Washington Ave	Add shared use path from Georgia Ave to Washington Ave on west side, widen sidewalk south of Mead Ave	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023	$$$	— — —	
14	8.444	STH 42/ Calumet Ave: N 25th St to Superior Ave	Implement a road diet, add a Two-Way Left Turn Lane (TWLTL) and protected biked lanes *WisDOT coordination required		$$	— — —	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Project Length	Priority Criteria
76	8.139	S 18th St: Ashland Ave to Weeden Creek Rd	Narrow lanes; add bike lanes at the curb or extend terrace for raised bike lane	Bay-Lake RPC Area Transportation Plan - 2023	$ Marked Bike Lane $$$ Raised Bike Lane	— — — —	
Top 10% of HIN							
48	6.778	N 15th St: Calumet Dr to North Ave	Add raised bike lane along the curb or bi-directional cycle track on west side with parking removed	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023	$	— —	
41	6.444	North Ave: N 3rd St to N 25th St	Upgrade Bike Facilities from Sharrows to raised bike lane along curb with reduced median width	City of Sheboygan CORP - 2023	$$$	— — —	
61	4.222	Indiana Ave: S 19th St to S 14th St connecting to future Shoreland 400 connection	Upgrade bike lane to protected bike lane by pushing parking in towards traffic	Sheboygan MPO Bike and Ped Master Plan - 2025	$	—	
84	6.15	N 21st St: North Ave to Mill Rd	Add bi-directional cycle track on east side of road, remove east side parking	Sheboygan MPO Bike and Ped Master Plan - 2025	$	— —	
99	4.919	Mead Ave: S Business Dr to S 15th St	Add sharrow bike lanes and bike signage		$	—	

Project ID	HIN Score	Location	Project Description	Plan Reference	Cost Estimate	Project Length	Priority Criteria
103	4.667	Georgia Ave: Union Ave to S 7th St	Narrow lanes, add raised bike lane at curb or extend terrace	Bay-Lake RPC Sheboygan Area Transportation Plan - 2023	$$$	— — — —	
102	4.5	S 17th St: Union Ave to Mead Ave	Add sharrow bike lanes and bike signage; consider chicanes and neighborhood traffic calming		$	—	
98	4.341	Alabama Ave: S 14th St to S 10th St	Add neighborhood traffic calming		$	—	

Table 4.10: Priority SRTS Improvement Projects

Project ID	School	HIN Score	HIN Rank	Project Description	Location
25	Sheboygan Leadership Academy	16.856	Top 5%	Consider right turn only onto N 14th St	Sheboygan Leadership Academy (St. Clair Ave between N 13th St and N 14th St)
32	RCS Empowers	10.222	Top 5%	Consider pedestrian refuge islands, curb bump outs, and move access driveway	RCS Empowers School (Geele Ave and Shoreland 400 trail crossing)
40	North High School	6.444	Top 10%	Extend the median through the crosswalk to create a pedestrian refuge and slow turning vehicles; add school crossing signage	N 12th St and North Ave
40	Urban Middle School	6.444	Top 10%	Extend the median through the crosswalk to create a pedestrian refuge and slow turning vehicles; add school crossing signage	N 13th/12th St and North Ave

Project ID	School	HIN Score	HIN Rank	Project Description	Location
29	Jefferson Elementary School	4.869	Top 10%	Add speed tables or bumps, raised crossing near school entrances, and improved lighting	Jefferson Elementary School (N 15th St and Mehrtens Ave, N 16th St and Mehrtens Ave, 16th St and Heller Ave)
31	Grant Elementary School	4.111	Top 15%	Consider converting to one-way streets on 5th and 6th St, provide additional signage for traffic circle or convert to 4-way yield	Grant Elementary School (Grant Ave and N 5th/6th St, Superior Ave and N 5th/6th St, N 6th St mid-block crossings)
28	Central High School	2.372	Top 20%	Add enhanced crossings, improved lighting, and school safety signage	Central High School (S Water St and Virginia Ave, crossing on S 9th St)
30	Farnsworth Middle School	2.222	Top 25%	Add speed tables or bumps, raised crossing near school entrances, and improved lighting	Farnsworth Middle School (Union Ave and S 11th St, Union Ave and S 10th St)
27	South High School	2	Top 25%	Add flashing stop lights at Washington Ave and 12th St, enhanced crossings to high school. Add curb ramp at crossing at Washington Ave and 15th St.	South High School (Washington Ave and S 12th St)
26	Wilson Elementary School	1.566	Top 30%	Add permanent curb bump outs near both crosswalks on 15th St and increased school safety signage	Wilson Elementary School (Wilson Ave and S 15th St)
125	Early Learning Center	0	N/A	Add permanent curb bump outs near both crosswalks on Wedemeyer St, increased school safety signage, and enhanced crosswalks. Extend pedestrian access to school entrance.	Early Learning Center (Wilson Ave and Wedemeyer St)

TRAIL PROJECTS

Table 4.11: Priority Trail Projects

Project ID	Location	Project Description	Plan Reference
18	Union Pacific Rail-Trail Conversion: North of North Ave	Extend Shoreland 400 trail in Union Pacific right-of-way	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023, Sheboygan CORP - 2023, Sheboygan MPO TIP
19	Union Pacific Rail-Trail Conversion: Pennsylvania Ave to Weeden Creek Rd along S Business Dr	Extend Shoreland 400 trail in Union Pacific right-of-way	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023, Sheboygan CORP - 2023, Sheboygan MPO TIP
17	South of Pennsylvania Ave rail right-of-way along Indiana Ave	Extend Shoreland 400 trail	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023, Sheboygan CORP - 2023, Sheboygan MPO TIP
33	Alliant Energy Path East: CTH KK/S 12th St to Lakeshore Dr, S 12th St to S 18th St and Alliant Energy Path West: S Taylor Dr to CTH OK/S Business Dr	Construction of a Shared Use Path in Alliant Energy Utility Corridor completing East/West Corridors	Sheboygan MPO Bike and Ped Master Plan - 2025; Sheboygan MPO TIP 2025-2028
74	S 18th St: From Stahl Rd to Weeden Creek Rd (new two-lane facility with pedestrian/ multi use trail)	Add Shared Use Path or Sidewalk	Sheboygan MPO TIP 2025-2028; Sheboygan MPO Bike and Ped Master Plan - 2025
68	S Taylor Dr: Racetrack Rd to Horizon Dr	Add Shared Use Path	Sheboygan MPO Bike and Ped Master Plan - 2025; Sheboygan MPO TIP 2025-2028
3	South Pier Dr to the boardwalk over the Sheboygan River in the City of Sheboygan	Add Shared Use Trail bridge over Sheboygan River *(planned)*	Bay-Lake RPC Area Transportation Plan - 2023
5	Kiwanis Park Bridge Connection at Undetermined Location	Add Shared Use Trail bridge over Sheboygan River	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay-Lake RPC Area Transportation Plan - 2023
2	Sheboygan River and Riverwalk	Complete riverfront trail boardwalk gap closer to downtown	City of Sheboygan CORP - 2023

Countermeasures Toolkit

This Countermeasures Toolkit is intended to guide future project selection, design decisions, and implementation strategies throughout the Transportation Safety Action Plan. It provides a menu of proven, evidence based treatments aligned with the Safe System approach, FHWA's Proven Safety Countermeasures program, and other best practices.

The toolkit is not prescriptive; rather, it is intended to support context sensitive selection of countermeasures that address documented safety problems while advancing multimodal safety, accessibility, and equity.

Implementation of safety countermeasures should be prioritized in locations in the following order:

1. High Injury Network (HIN) corridors and intersections
2. Locations with documented fatal or serious injury crashes
3. Areas with vulnerable road users, including schools, transit stops, senior facilities, and trail crossings or within Equity Focus Areas
4. Corridors with high operating speeds that exceed survivability thresholds
5. Projects coordinated with resurfacing or reconstruction to maximize cost effectiveness

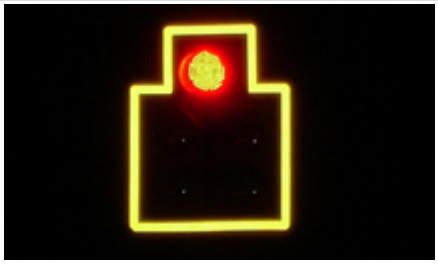
CRASH MODIFICATION FACTOR

A **crash modification factor (CMF)** estimates how a specific roadway treatment or design change is expected to affect the number of crashes. A CMF of 1.00 indicates no change, and less than 1.00 indicates an expected crash reduction.

Disclaimer: CMF estimates vary by crash severity and type. For more information, visit https://cmfclearinghouse.fhwa.dot.gov/.

INTERSECTIONS

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Curb extensions (bulb-outs/bump outs) CMF: 0.75	• High turning speeds • Long crossing distance • Visibility issues	 Source: Urban Milwaukee
Protected Left Turn Phasing	• Left turn crashes • Angle crashes	 Source: PEDSAFE
Positive Left Turn Offset CMF: 0.662	• Left turn crashes • Angle crashes • Lack of intersection sight distance	 Source: FHWA
Roundabouts CMF: 0.28 (fatal), 0.56 (all other injury type)	• Severe angle crashes • Excessive speeds	 Source: FHWA

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Traffic Circles CMF: 0.633	• Excessive speeds • Angle crashes • Traffic flow	 Source: Scott Batson
Raised Intersections CMF: 0.742	• Excessive speeds • Pedestrian priority confusion	 Source: FHWA
Centerline Hardening	• Head-on and left-turn crashes	 Source: Maryland DOT
Traffic Signal Backplates CMF: 0.84	• Poor nighttime visibility	 Source: South Carolina DOT
Warning Signage at Stop-Controlled Intersections CMF: 0.899	• Poor nighttime visibility • Intersection crashes	 Source: South Carolina DOT

CORRIDORS/ROADWAY SEGMENTS

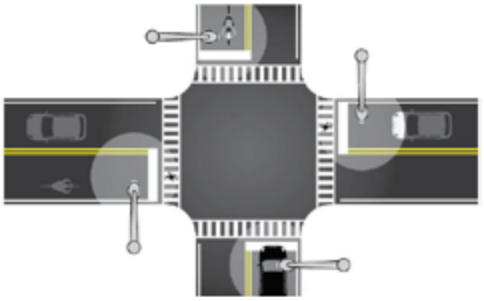
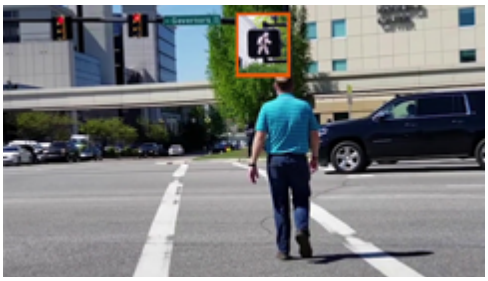
COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Road Diets CMF: 0.71	• Excessive speeds • Lane departure crashes • Left turn and rear end crashes • Pedestrian exposure to traffic	 Source: FHWA
Lane Narrowing	• Excessive speeds • Distracted driving	 Source: Toole Design/Bill Schultheiss
Median Island CMF: 0.86	• Pedestrian exposure to traffic • Excessive speeds • Improved streetscaping	 Source: FHWA

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Rumble Strips CMF: 0.80	• Lane departure crashes	 Source: FHWA
Speed Humps or Tables CMF: 0.60	• Excessive speeds	 Source: PBIC/Austin Brown
Chicanes or Chokers	• Excessive speeds • Long crossing distance	 Source: FHWA
Road Closure	• Excessive speeds and traffic volume in residential area or near school	 Source: Creative Commons/Paul Krueger
Speed Limit Management or Slow Zones CMF: 0.89 (non-fatal injury only)	• Severe or fatal injury risk • Inconsistent speeds	 Source: NYC DOT

BICYCLE AND PEDESTRIAN FACILITIES

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Protected or Buffered Bike Lanes (curb, flex post, parking protected) CMF: 0.498 (separated, flex post bike lane)	• Vehicle-bike crashes • Perceived risk	 Source: FHWA
Sidewalks/Paths CMF: 0.598 (vehicle/ pedestrian crashes)	• Perceived risk • Vehicle-pedestrian crashes • Lack of separation between users • Connectivity issues	 Source: PBIC/Dan Burden
Grade separated Crossings CMF: 0.84	• High-speed roadway or rail conflicts	 Source: Google Streetview
Bicycle Signals	• Turning conflicts • Signal compliance	 Source: PBIC/Adam Coppola Photography

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Green Pavement Markings	• Driver awareness at conflict points • Perceived risk • Vehicle-bike crashes	 Source: PBIC/Toole Design
Rectangular Rapid Flashing Beacons (RRFBs) CMF: 0.53	• Failure to yield • Driver awareness • Vehicle-pedestrian crashes • Poor visibility	 Source: FHWA
Raised Crosswalks CMF: 0.64	• Excessive speeds • Failure to yield	 Source: FHWA
Advanced Stop/Yield Bars CMF: 0.886	• Multiple-threat crashes	 Source: PEDSAFE/Toole Design

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Improved Lighting CMF: 0.62	• Nighttime crashes • Poor visibility	 Source: FHWA
Leading Pedestrian Intervals (LPIs) CMF: 0.81 (vehicle/pedestrian crashes)	• Vehicle-pedestrian conflicts • Turning crashes • Failure to yield	 Source: FHWA
Crosswalk Visibility Enhancements CMF: 0.60 (vehicle/pedestrian crashes)	• Failure to yield • Low pedestrian visibility • Vehicle-pedestrian conflicts	 Source: FHWA
Pedestrian Refuge Islands CMF: 0.54 (vehicle/pedestrian crashes)	• Long crossing distance • Pedestrian exposure to traffic	 Source: FHWA

SAFE ROUTES TO SCHOOL INITIATIVES

- School Safety Zone Signage
- Reduced Speed Limit
- RRFB
- High Visibility or Raised Crosswalks
- Speed Humps/Tables
- Curb Extensions
- Pedestrian Refuge Islands
- Improved Lighting
- School Crossing Guard
- Sidewalks/Paths
- Protected Bike Lanes or Shared Use Paths
- Road Closure
- Chicanes/Chokers



Source: PBIC/Dan Burden/Local Motion

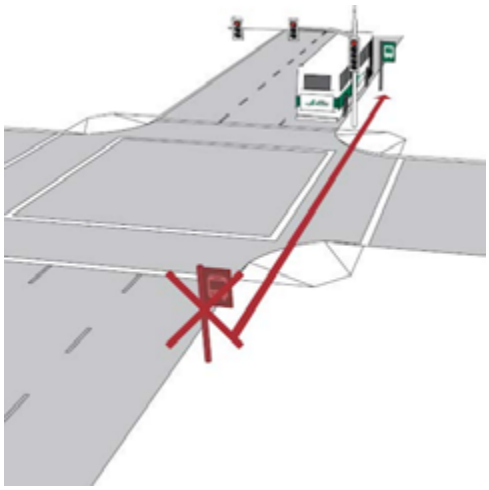
TRAIL CROSSING TREATMENTS

- RRFB
- High Visibility or Raised Crosswalks
- Trail Crossing Warning Signs
- Pedestrian Refuge Islands
- Trim Vegetation
- Improved Lighting
- Curb Extensions
- Realign Trail Approach to Roadway



Source: TOPS Lab

TRANSIT

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
Transit Islands/Floating Stops	• Bicycle bus conflicts • Boarding safety • Lack of ADA compliance	 Source: Toole Design
Bus Bulbs	• Re entry crashes • Pedestrian exposure to traffic	 Source: PEDSAFE/Michael Hitze
Bus Stop Relocation	• Mid block crossing risk • Low pedestrian visibility • Intersection conflicts • Rear end crashes	 Source: DDOT
Transit Pavement Markings CMF: 0.806	• Unpredictable bus maneuvers	 Source: FHWA

ENHANCED TRANSIT STOPS

- Improved lighting
- Benches
- Shelter
- ADA curb ramps and accessible boarding
- Wayfinding/video board signage
- Trash containers
- On-board payment



Source: Tolar Manufacturing

Accessibility and Emergency Services

COUNTERMEASURE	PRIMARY SAFETY PROBLEMS ADDRESSED	EXAMPLE
ADA Curb Ramps	• Accessibility and ADA Compliance	 Source: PBIC/Dan Burden
Accessible Pedestrian Signals (APS)	• Accessibility barriers for people with vision impairments	 Source: NYC DOT

MANAGING EMERGENCY SERVICES

- Curb management plan
- Mountable curbs
- Emergency warning system and signage
- Emergency response equipment
- Blood transfusion program
- Improved emergency response protocols and guidelines
- Additional training



Source: FHWA



5 IMPLEMENTATION

INTRODUCTION

This chapter outlines existing and ongoing implementation efforts as part of the City's Safe Streets and Roads for All (SS4A) planning initiatives. An overview of Sheboygan TSAP demonstration projects, analysis of feasibility of future infrastructure projects, and metrics for tracking progress towards the goals and recommendations details in this plan are provided.

DEMONSTRATION PROJECTS

Temporary demonstration projects were installed to evaluate potential traffic-calming and pedestrian safety improvements before permanent construction. These projects were implemented using WisDOT's Safe System Approach and funded through the SS4A program.

Two locations were selected for demonstration projects:

- Pennsylvania Avenue at N. 4th Street and Broughton Drive
- Wilson Avenue at S. 15th Street and Wedemeyer Street

The projects allowed the city to test safety treatments, collect performance data, and gather public feedback prior to considering long-term improvements.

DEMONSTRATION PROJECTS are temporary safety improvements used to test proposed roadway treatments and traffic safety strategies before considering permanent implementation.



FACTORS SUPPORTING DEMONSTRATION PROJECT SELECTION

PENNSYLVANIA AVENUE

Pennsylvania Avenue was identified through public engagement, High Injury Network analysis, and Steering Committee recommendations as a corridor needing traffic-calming measures. The corridor experiences high pedestrian activity due to nearby destinations such as Blast Soft Serve, residential development, and the Sheboygan Yacht Club. Concerns centered on vehicle speeds, pedestrian crossings, and conflicts among motorists, bicyclists, and pedestrians.

WILSON AVENUE

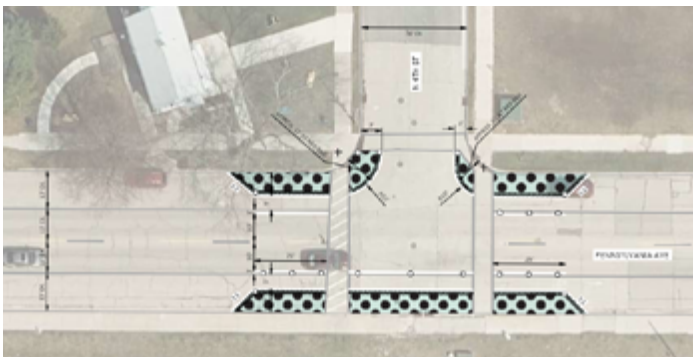
School safety concerns around Wilson Elementary School and the Early Learning Center prompted selection of Wilson Avenue. School surveys, traffic counts, and community feedback identified significant pedestrian activity and recurring concerns regarding sight distance, driver yielding, and crossing safety. Wilson Elementary exhibited the highest pedestrian activity among schools evaluated in the district.

DEMONSTRATION PROJECT DESIGN AND INSTALLATION

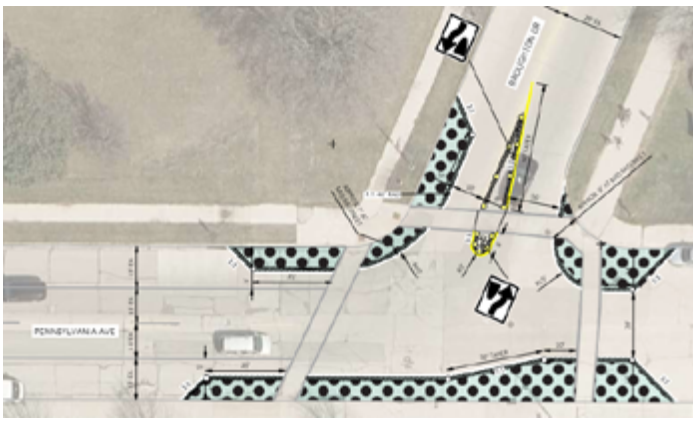
Temporary demonstration concepts were developed using removable materials such as pavement markings, traffic tape, cones, and delineators. The primary treatment at all locations was curb extensions (bump-outs) intended to:

- Shorten pedestrian crossing distances
- Improve visibility between motorists and pedestrians
- Reduce vehicle speeds
- Restrict parking near crosswalks where sight distance was limited

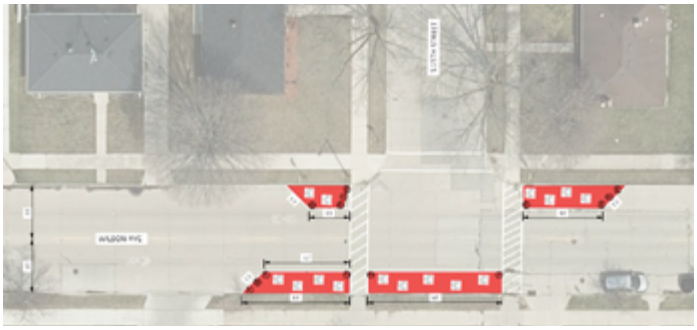
Pennsylvania Avenue also included a temporary protected bicycle lane and a median refuge island at Broughton Drive. Wilson Avenue incorporated decorative pavement designs reflecting school colors and mascots to create a more identifiable school-zone environment.



Pennsylvania Avenue and N 4th Street



Pennsylvania Avenue and Broughton Drive



Wilson Avenue and S 15th Street



Wilson Avenue and Wedemeyer Street

PAINT THE PAVEMENT EVENT

On May 2, 2026, more than 40 volunteers joined City staff and the project team for the "Paint the Pavement!" community event. Volunteers helped install decorative pavement treatments, traffic tape, and traffic cones at all demonstration sites. The event provided both installation assistance and community education regarding roadway safety improvements.



Pennsylvania Avenue at N 4th Street



Pennsylvania Avenue at Broughton Drive



Wilson Avenue at S 15th Street



Wilson Avenue at Wedemeyer Street

DEMONSTRATION PERIOD AND ADJUSTMENTS

PENNSYLVANIA AVENUE

The demonstration remained in place for approximately two months. Several modifications were made based on field observations and public input:

- Some cones were removed near N. 4th Street to improve turning movements for larger vehicles and trailers.
- The temporary protected bicycle lane treatment was removed because cone bases encroached into the bicycle operating area.
- The median refuge island at Broughton Drive was removed after concerns were raised by residents and boaters maneuvering trailers through the intersection.

Following the evaluation period, the City installed flexible delineator posts to maintain the curb extension treatments while reducing maintenance and operational issues.

WILSON AVENUE

The Wilson Avenue demonstration remained in place for approximately six weeks through the end of the school year. The temporary cones were removed after the evaluation period, while the paint and temporary tape remained. Due to the positive results observed, the Steering Committee recommended installing flexible delineator posts before the start of the following school year to continue evaluating the treatments.

EVALUATION RESULTS

PENNSYLVANIA AVENUE SPEED STUDY

Vehicle speed data were collected before and during implementation to measure the effectiveness of the traffic-calming treatments.

Key findings:

- All primary speed measures decreased by approximately 0.8 mph.
- The 85th-percentile speed moved closer to the posted 25 mph speed limit.
- Residents reported a noticeable reduction in perceived vehicle speeds.

Table 5.1 Pennsylvania Ave Speed Study

Metric	Before	During
Vehicles Observed	4,245	9,348
50th Percentile Speed	27.7 mph	26.9 mph
85th Percentile Speed	31.5 mph	30.7 mph
Mean Speed	28.3 mph	27.5 mph

While speed reductions were modest, the results indicate that curb extensions may contribute to a safer operating environment and support future permanent traffic-calming investments.

WILSON AVENUE YIELDING STUDY

A vehicle to pedestrian yielding study was evaluated at the S. 15th Street crossing before and during the demonstration.

Key improvements included:

- Driver yielding rates increased in all study periods.
- Yielding improved by as much as 34% during morning drop-off and 30% during afternoon pick-up periods.
- Hard yielding (abrupt braking) decreased substantially, including a complete elimination during one study period.
- Pedestrians stepping into the roadway before crossing decreased by 17–20%.

The most significant benefit appeared to be improved visibility resulting from removing parking adjacent to crosswalks. Better sight lines allowed drivers to recognize pedestrians sooner and enabled pedestrians to evaluate traffic conditions without entering the roadway.

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- Pedestrians stepping into the roadway before crossing decreased by 17–20%.

The most significant benefit appeared to be improved visibility resulting from removing parking adjacent to crosswalks. Better sight lines allowed drivers to recognize pedestrians sooner and enabled pedestrians to evaluate traffic conditions without entering the roadway.

Table 5.1 Wilson Ave Yield Study

Measure	Before Demo	During Demo	Change
Driver Yield Rate (Range)	47% – 83%	68% – 89%	Increased in all periods
Hard Yield Rate (Range)	9% – 50%	0% – 13%	Decreased in all periods
Pedestrians Waiting in Street	19% (AM) 29% (PM)	2% (AM) 9% (PM)	-17% (AM) -20% (PM)



Before Implementation



During Implementation

PUBLIC FEEDBACK

PENNSYLVANIA AVENUE

Sixteen survey responses were received:

- 11 respondents supported making the treatments permanent
- 4 opposed permanent installation
- 1 was unsure or had no opinion

Most respondents cited improved pedestrian safety, visibility, and reduced vehicle speeds. Concerns primarily related to temporary installation methods and the accommodation of larger vehicles. Overall, respondents supported retaining safety benefits while refining the design.

WILSON AVENUE

Wilson Avenue received 107 responses:

- 64% supported making the treatments permanent
- 18% opposed permanent installation
- 18% were unsure or had no opinion

Positive feedback came primarily from parents, students, school staff, and nearby residents who experienced the crossings firsthand. Respondents frequently noted:

- Better pedestrian visibility
- Slower vehicle speeds
- Safer crossing conditions
- Reduction of sight-distance issues caused by parked vehicles

Negative comments focused mainly on the temporary cones, driver confusion, bicycle accommodation, and impacts on larger vehicles. Overall, feedback demonstrated strong support for the project's safety objectives and consideration of permanent improvements.

CONCLUSIONS

The demonstration projects successfully tested low-cost traffic-calming and pedestrian safety improvements in real-world conditions. Data showed reductions in vehicle speeds on Pennsylvania Avenue and significant improvements in driver yielding behavior on Wilson Avenue. Public feedback was generally favorable, particularly from users directly affected by the treatments.

The results suggest that curb extensions, improved pedestrian visibility, parking restrictions near crosswalks, and related traffic-calming measures can effectively improve safety and comfort for all roadway users. Based on the demonstrated benefits, the City and Steering Committee support continued evaluation and consideration of permanent improvements at both Pennsylvania Avenue and Wilson Avenue.

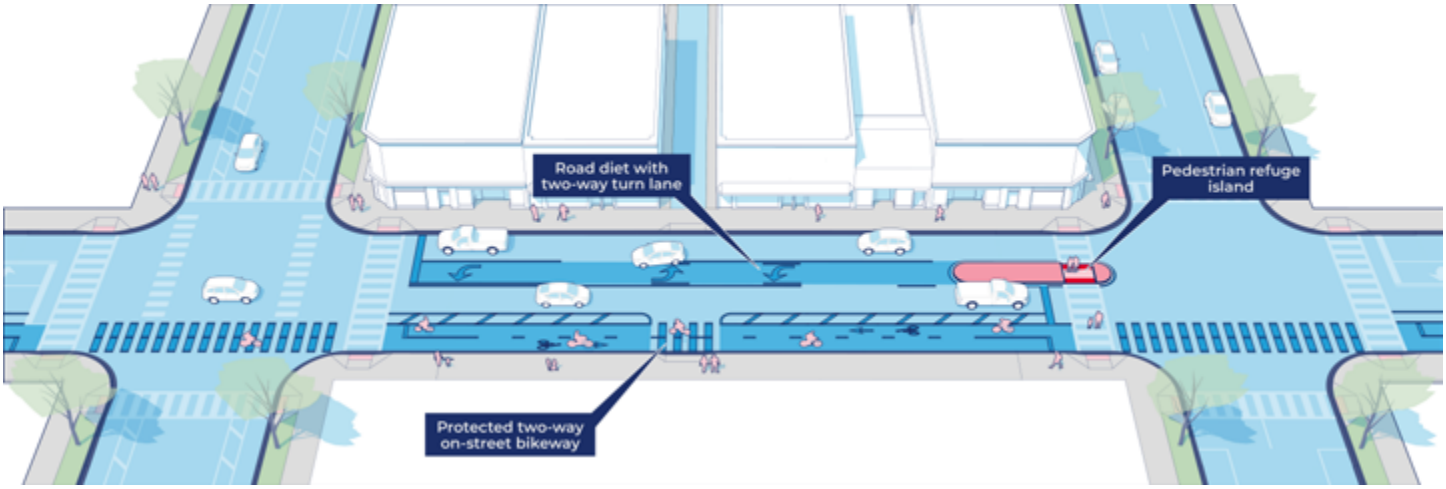


Feasibility Report

There are several types of infrastructure that the City of Sheboygan can implement to improve traffic safety. This report provides conceptual images of infrastructure treatments, descriptions of each treatment, and opinions of probable costs for those treatments.

CONCEPTUAL IMAGES

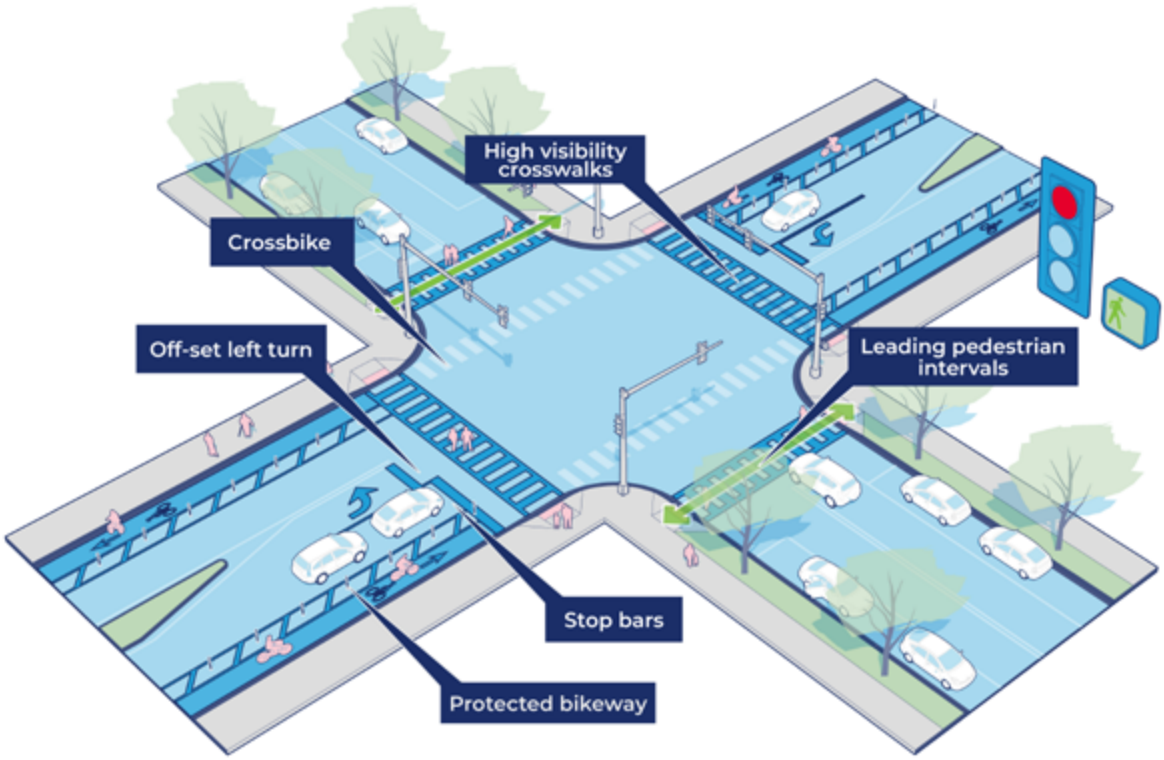
Figure 5.1 Corridor Concept



The Corridor Concept image, shown in Figure 1, includes the following types of infrastructure:

- **Road diet with two-way turn lane:** A road diet converts a four-lane roadway to a three-lane roadway. This reconfiguration of space creates room for additional roadway elements, like left turn lanes, a median, on-street parking, or bike lanes. In this example, the road was initially two lanes in each direction and was redesigned to have one through lane in each direction with a center lane for left turns. Road diets reduce rear-end and sideswipe crashes.
- **Pedestrian refuge island:** A pedestrian refuge island is a raised and protected area for pedestrians to wait in the center of a roadway. Pedestrian islands let people walking cross one direction of traffic at a time (reducing the need to judge two-way traffic), provide a safe waiting area, and reduce the time pedestrians spend in the street. They have been shown to reduce pedestrian crashes by up to 46%, and give older adults, children, and others extra time to cross the street.
- **Protected two-way on-street bikeway:** A protected on-street bikeway is a bike lane that is separated from motor vehicle traffic by a physical barrier. Protected bikeways can be one-way, with a bike lane on each side of the street, or two-way, where both directions are on a single side of the street. Two-way protected bikeways require less space and can work well on constrained roadways. Protected bikeways are more comfortable for people of all ages and abilities to use because of their physical separation from vehicles.

Figure 5.2 Major Road Intersection Concept

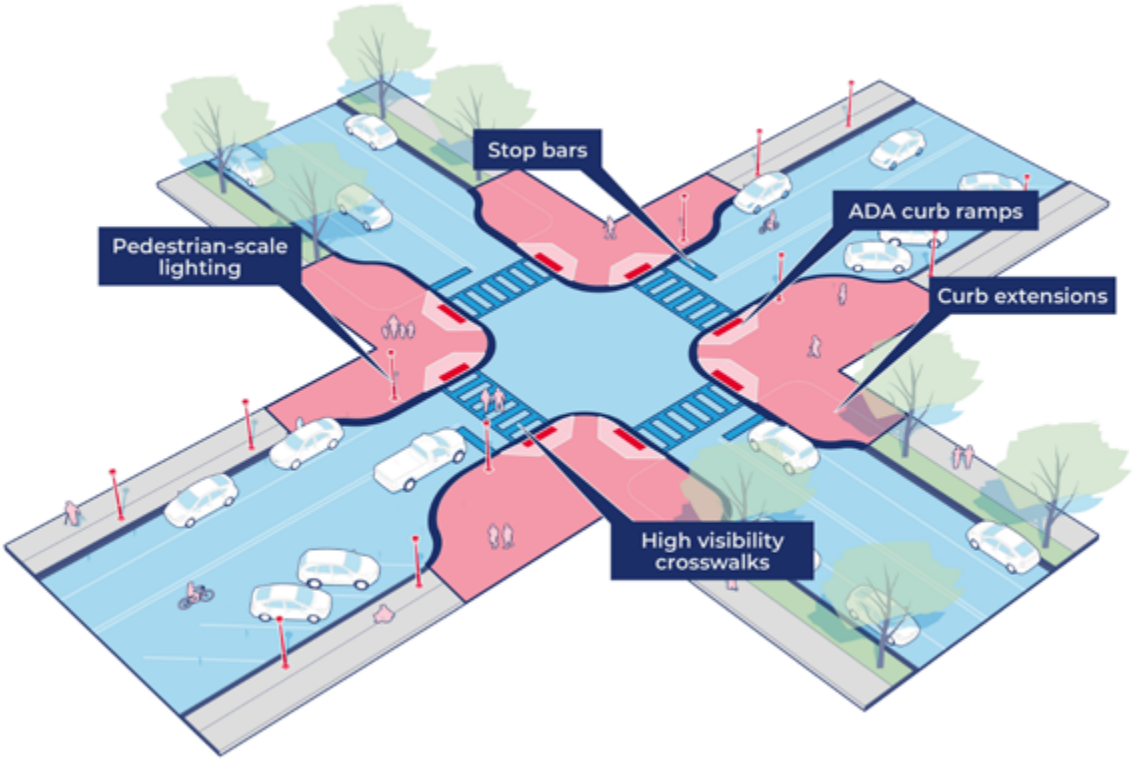


The Major Road Intersection Concept, shown in Figure 2, has the following types of treatments:

- **High-visibility crosswalks and crossbikes:** High-visibility crosswalks use bold pavement patterns like the continental, ladder, or zebra designs to catch drivers' attention from greater distances. They are made with materials such as reflective glass beads or thermoplastic tape, instead of paint or brick, for extra visibility for drivers. High visibility crosswalks can reduce pedestrian injury crashes by up to 40% because they make both the crossing and pedestrians easier for drivers to see. A crossbike is, essentially, a crosswalk for people biking and uses green paint instead of white to show the path that people biking should take when crossing the intersection.
- **Leading pedestrian interval:** A leading pedestrian interval starts the pedestrian crossing before vehicles have a green light. This makes people crossing the street more visible to vehicles, especially to turning traffic, because they are already in the crosswalk when turning drivers encounter them. The length of these intervals depends on crossing distance.
- **Stop bars:** A stop bar is a painted white line in a motor vehicle lane before a crosswalk. It indicates where people driving are supposed to stop when they approach a traffic signal or stop sign. Stop bars ensure people driving give adequate space to people crossing the street.

- **Off-set left turn:** An off-set left turn lane is placed closer to oncoming traffic so drivers can see beyond any left-turning drivers on the opposite side of the intersection. This placement allows left-turning drivers to see oncoming traffic better, thus reducing angle crashes.
- **Protected bikeway:** A protected bikeway is a bike lane that is separated from motor vehicle traffic by a physical barrier. Protected bikeways can be one-way, with a bike lane on each side of the street, or two-way, where both directions are on a single side of the street. Protected bikeways are more comfortable for people of all ages and abilities to use because of their physical separation from vehicles.

Figure 5.3 Minor Road Intersection



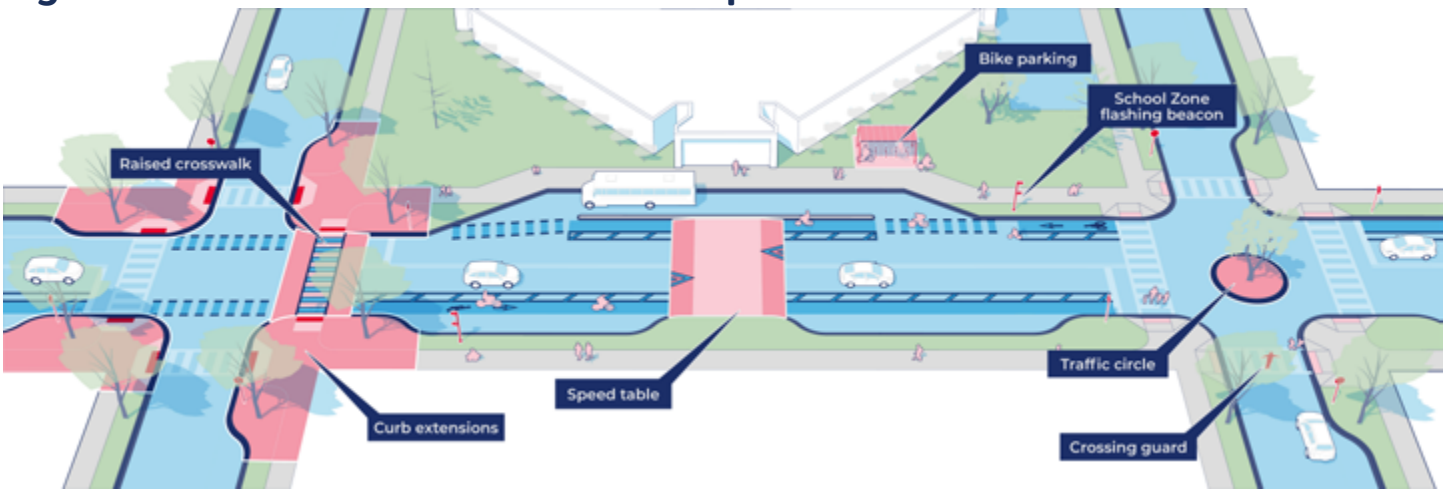
The Minor Road Intersection Concept, shown in Figure 3, depicts the following types of infrastructure:

- **Pedestrian-scale lighting:** Pedestrian-scale lighting improves safety, security, and comfort for people walking by illuminating sidewalks. Many crashes involving pedestrians occur at night. Additional lighting can help make people walking more visible to drivers. Additionally, this type of lighting can create a sense of place in a community and be part of the streetscape.
- **ADA curb ramps:** Curb ramps increase accessibility for people with mobility limitations, as well as those pushing or pulling items such as strollers. Curb ramps must be complaint with the requirements set forth by the Americans with Disabilities Act, which includes meeting width and slope requirements so they can be used by people with mobility devices, and having

tactile warnings, which provide direction to people with visual impairments.

- **High-visibility crosswalks:** High-visibility crosswalks use bold pavement patterns like the continental, ladder, or zebra designs to catch drivers' attention from greater distances. They are made with materials such as reflective glass beads or thermoplastic tape, instead of paint or brick, for extra visibility for drivers. High visibility crosswalks can reduce pedestrian injury crashes by up to 40% because they make both the crossing and pedestrians easier for drivers to see.
- **Curb extensions:** Curb extensions, also known as bulb-outs or neckdowns, extend the sidewalk and waiting area for crossing the street into the adjacent street. Curb extensions can be created using concrete, posts, or paint. Curb extensions shorten pedestrian crossing distances (less time in the street for pedestrians is safer), improve sightlines (for both pedestrians crossing and for drivers looking for pedestrians), and calm traffic by forcing drivers to slow down (narrowing streets slow drivers). They also provide valuable extra space for street furniture, landscaping, or transit stops.
- **Stop bars:** A stop bar is a painted white line in a motor vehicle lane before a crosswalk. It indicates where people driving are supposed to stop when they approach a traffic signal or stop sign. Stop bars ensure people driving give adequate space to people crossing the street.

Figure 5.4 Safe Routes to School Concept



The Safe Routes to School Concept, shown in Figure 4, has the following treatments

- **Raised crosswalk:** Raised crosswalks are speed tables located at a crosswalk. They span the length of the roadway and are flush with the sidewalk, allowing people to cross at grade with the sidewalk. They make pedestrians more visible to drivers. Raised crosswalks can reduce pedestrian crashes by 45%, reduce motor vehicle speeds, and increase driver yielding to pedestrians.
- **Curb extensions:** Curb extensions, also known as bulb-outs or neckdowns, extend the sidewalk and waiting area for crossing the street into the adjacent street. Curb extensions can be created using concrete, posts, or paint. Curb extensions shorten pedestrian crossing distances (less time in the street for pedestrians is safer), improve sightlines (for both pedestrians crossing

and for drivers looking for pedestrians), and calm traffic by forcing drivers to slow down (narrowing streets slow drivers). They also provide valuable extra space for street furniture, landscaping, or transit stops.

- **Speed table:** A speed table is used midblock to reduce motor vehicle speeds. It has a flat top, spans the length of a roadway, and is longer than a speed hump. Speed tables can be used on streets with vehicle operating speeds of 25-45 mph.
- **Traffic circle:** A traffic circle is a painted or raised circular island at the intersection of two residential streets. Like a roundabout, anyone driving or bicycling in the street yields before entering and keeps to the right. These encourage slower speeds. Like roundabouts, they also reduce the risk of severe crashes because any crash would occur at an angle instead of head-on. Traffic circles encourage slower speeds and, like roundabouts, they reduce the risk of severe crashes because any crash would occur at an angle instead of head-on.
- **Bike parking:** Bike parking provides a safe and secure place for people to lock their bikes. In school areas, it is important to have sufficient space for many students to lock their bikes. Ideally, bike parking provides two points of contact for locking. Covered bike parking provides additional protection from the sun, rain, and snow.
- **School Zone flashing beacon:** School zone signage warns drivers that they are entering an area where children may be present. A flashing beacon brings additional attention to the warning. These signs can be accompanied by lower speed limit signage.
- **Crossing guard:** Crossing guards help guide children safely to school. They can be stationed at intersections adjacent to schools to ensure students are able to cross the street safely. Crossing guards are often equipped with a handheld stop sign and a safety vest, and can help children and families navigate challenging crossings.

OPINIONS OF PROBABLE COSTS FOR TREATMENTS

The cost opinions summarized below do not include easement and right-of-way acquisition; permitting, inspection, or construction management; engineering, surveying, geotechnical investigation, environmental documentation, special site remediation, escalation, or the cost for ongoing maintenance. A cost range has been assigned to certain general categories such as utility relocations; however, these costs can vary widely depending on the exact details and nature of the work. The overall cost opinions are intended to be general and used only for planning purposes. Toole Design Group, LLC makes no guarantees or warranties regarding the cost estimate herein. Construction costs will vary based on the ultimate project scope, actual site conditions and constraints, schedule, and economic conditions at the time of construction.

SUMMARY OF COSTS – ROADWAY RECONFIGURATIONS AND BIKEWAYS

The opinions of probable costs for paths and bikeways were developed by identifying major pay items and establishing rough quantities to determine a rough order of magnitude cost. Additional pay items have been assigned approximate lump sum prices based on a percentage of the anticipated construction cost. Planning-level cost opinions include a 25% contingency to cover items that are undefined or are typically unknown early in the planning phase of a project. Unit costs are based on 2025 dollars and were assigned based on historical cost data from the Wisconsin DOT.

Table 5.3 Roadway Reconfigurations

Facility	Action/Description	Typical Cost per Mile (FY 2025 Dollars)[1]
Separated Bike Lanes	Add striping/marking and delineator separation	$82,000
	Construct new, curb-separated (one-way on each side of street)	$2,260,000
	Upgrade to protected intersection (cost per intersection; includes traffic signals and concrete)	$350,000
Road Diet (4 to 3 conversion)	Install bike lanes and center two-way left turn lanes the entire length	$84,000
Buffered Bike Lanes	Add striping/marking (no existing bike lanes)	$56,000
	Narrow travel lanes and add buffered bike lane markings	$70,000

[1] Assumptions for all facility costs: The existing ROW is clear and free of obstructions (trees, structures, etc.) except for shared use paths. Costs do not include installation of curb and gutter (unless noted). Costs assume that the facility is constructed as part of stand-alone projects, not as part of larger construction projects.

SUMMARY OF COSTS – CROSSING TREATMENTS

The opinions of probable costs for crossing treatments were developed using several sources. Treatments marked with an asterisk (*) were developed by identifying major pay items and establishing rough quantities to determine a rough order of magnitude cost. Additional pay items have been assigned approximate lump sum prices based on a percentage of the anticipated construction cost. Planning-level cost opinions include a 25% contingency to cover items that are undefined or are typically unknown early in the planning phase of a project. Unit costs are based on 2025 dollars and were assigned based on historical cost data from the Wisconsin DOT. Treatments marked with a (†) were developed by referencing publicly-available cost estimates from the Cities of Madison and Milwaukee.

Table 5.4 Crossing Treatments

Facility	Action/Description	Typical Cost per Mile (FY 2025 Dollars)
ADA Accessible Curb Ramp	Remove existing curb/sidewalk and replace with ADA accessible curb ramp, apron, and detectible warning field. Includes storm sewer adjustments.	$2,700* per curb/$5,400 per corner*
Stop Bar	Install 10' long stop line, epoxy 18-inch, two sides of intersection.	$250*
Median Refuge Island	Install 8' wide median refuge island	$9,000†
Leading Pedestrian Interval	Retime traffic signal to provide LPI	$2,000†
High Visibility Crosswalk	Mark high-visibility crosswalk (two legs of intersection)	$3,500†
Raised Crosswalk	Build raised crosswalk (one midblock crossing)	$50,000†
School Crossing Lighted Signs	Install solar-powered LED flashing school crossing (S1-1) sign	$2,000[1]
School Zone Speed Limit Flashing Beacon	Install double-flashing beacon or LED flashing sign with SCHOOL SPEED LIMIT WHEN FLASHING (S5-1) sign	$3,000[1]
Crossing Guard	City to hire crossing guard and pay for crossing (One year of salary)	To be provided by City of Sheboygan/Police Department

*Cost opinion derived from pay items and WisDOT FY 2025 unit costs
†Cost opinion derived from an average of publicly-available cost estimates from the Cities of Madison and Milwaukee.
[1]Cost opinion derived from costs available on TAPCO website (www.tapconet.com) and publicly-available cost estimates from Madison or Milwaukee

SUMMARY OF COSTS – TRAFFIC CALMING OR OTHER TREATMENTS

The opinions of probable costs for traffic calming treatments were developed by were developed using several sources. Treatments marked with a (†) were developed by referencing publicly-available cost estimates from the Cities of Madison and Milwaukee. Treatments marked with an asterisk (*) were developed by identifying major pay items and establishing rough quantities to determine a rough order of magnitude cost. Additional pay items have been assigned approximate lump sum prices based on a percentage of the anticipated construction cost. Planning-level cost opinions include a 25% contingency to cover items that are undefined or are typically unknown early in the planning phase of a project. Unit costs are based on 2025 dollars and were assigned based on historical cost data from the Wisconsin DOT.

Table 5.5 Traffic Calming

Facility	Action/Description	Typical Cost per Mile (FY 2025 Dollars)[1]
Speed Hump	Install asphalt speed hump on local street	$7,500†
Curb Extension	Install one full-depth concrete curb extension (one side); may require additional stormwater and utility work	$28,000†
	Install two full depth concrete curb extensions; may require additional stormwater and utility work	$44,000†
Pedestrian-scale lighting	Install wiring, lampposts, and concrete bases for pedestrian lighting units every 60' on each side of street	$1,020,000 per mile*
Off-set left turn	No major action; add striping/marking	$1,000
Bike parking	Install one inverted u-rack in grounded on existing concrete surface	$300 per rack[2]

*Cost opinion derived from pay items and WisDOT FY 2025 unit costs
†Cost opinion derived from an average of publicly-available cost estimates from the Cities of Madison and Milwaukee.
[1]Cost opinion derived from costs available on TAPCO website (www.tapconet.com) and publicly-available cost estimates from Madison or Milwaukee

Progress and Transparency

SS4A Program Required Progress Reporting Processes

The City of Sheboygan should establish a Vision Zero Task Force to oversee implementation of the plan and conduct an annual review of its recommendations. Ideally, the Task Force would assess progress, identify emerging safety needs, and assign priorities for the coming year based on available data, funding, and project opportunities.

Other SS4A Program Progress Reporting Best Practices (Optional)

To support this review, the City Engineer and Police Department could choose to collaborate annually to prepare a Vision Zero Safety Report documenting progress toward plan recommendations and summarizing key traffic-safety and infrastructure metrics.

The Safety Report could then be presented to the Task Force, Common Council, and relevant City committees to inform recommendations regarding annual priorities and budget allocations. These recommendations should promote accountability, guide investment decisions, and maintain momentum toward eliminating fatal and serious-injury crashes.

MEASURABLE BENCHMARKS

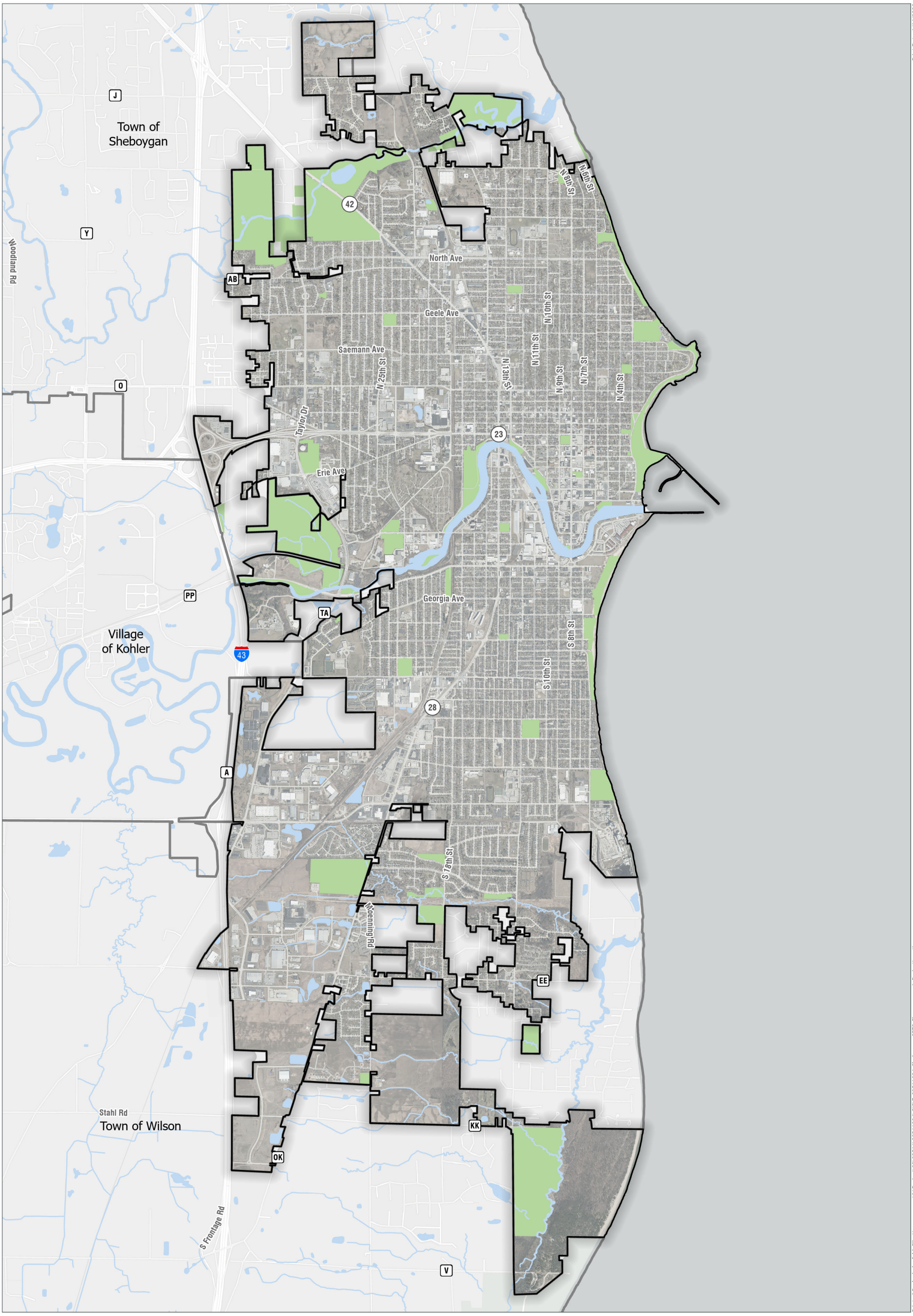
Practical performance measures are necessary to evaluate the outcomes of implementation efforts. The City could choose to publicly track these measures through its website or a Transportation Safety Dashboard, promoting transparency and demonstrating progress toward eliminating fatal and serious-injury crashes. Potential measures include:

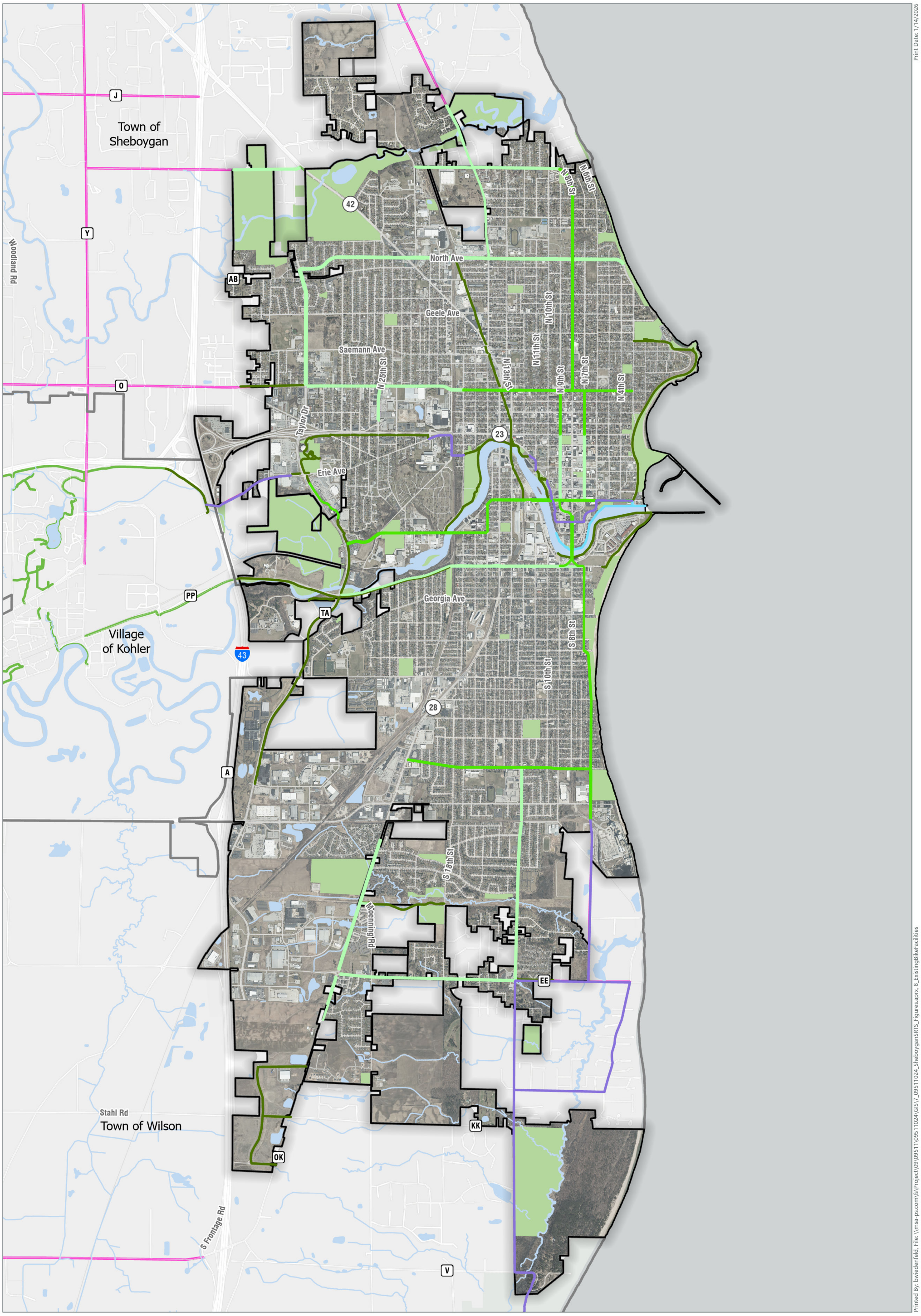
- Number of fatal crashes;
- Number of serious-injury crashes;
- Number of pedestrian and bicycle crashes;
- Number of priority safety projects completed;
- Number of crossings improved;
- Linear feet of sidewalk and trail gaps closed;
- Number of ADA-accessible ramps improved; and
- Number of high-risk locations addressed.

The City of Sheboygan Public Works Department can serve as the responsible party sharing updates on implementation of this plan.

The adopted Sheboygan Transportation Safety Action Plan will be available online at https://www.sheboyganwi.gov/168/Public-Works.

APPENDIX A: PLAN MAPS


Town of Sheboygan
Village of Kohler
Town of Wilson
Woodland Rd
Taylor Dr
Erie Ave
Saemann Ave
North Ave
Geele Ave
Georgia Ave
Stahl Rd
S Frontage Rd
Koenning Rd
N 25th St
N 13th St
N 11th St
N 10th St
N 9th St
N 7th St
N 6th St
N 4th St
N 4th St
S 8th St
S 10th St
S 18th St
J
Y
O
AB
PP
TA
A
OK
KK
EE
V
42
23
43
28
Sheboygan City Boundary
Surrounding Municipality
Existing Parkland
River/Stream
Waterbodies
0
0.25
0.5 Miles
Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)
MSA
Project Location
Transportation Safety Action Plan
City of Sheboygan,
Sheboygan County, Wisconsin
Print Date: 1/14/2026
Printed By: bwiedenfeld, File: \\msa-ps.com\fs\Project\09\095111\095111024\GIS\7_095111024_SheboyganSRTS_Figures.aprx, 1_ProjectLocation



MSA

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 0.25 0.5 Miles

- Surrounding Municipality
- Sheboygan City Boundary
- River/Stream
- Waterbodies
- Existing Parkland

Bike Facilities
- Conventional Bike Lane
- Shared Bike Lane
- Signed Bike Route

Path System
- Shared Use Path
- Riverwalk (No Bikes)

External Bike Facilities
- External Trail
- External Bike Routes

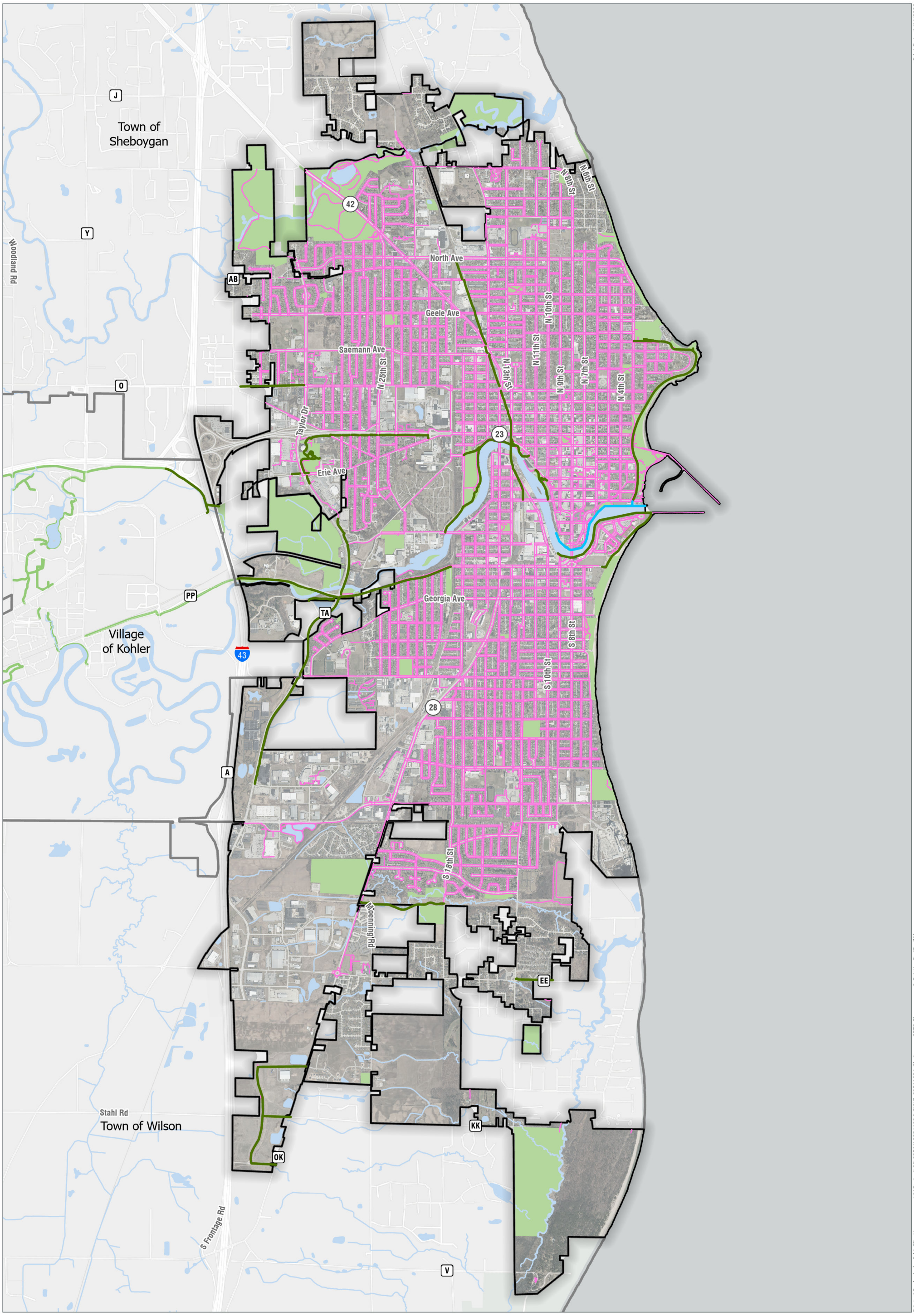
Existing Bike Facilities

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 1/14/2026

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MSA

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 0.25 0.5 Miles

- Sheboygan City Boundary
- Surrounding Municipality
- River/Stream
- Waterbodies
- Existing Parkland

Pedestrian Facilities
- Shared Use Path
- Riverwalk (No Bikes)
- Sidewalks

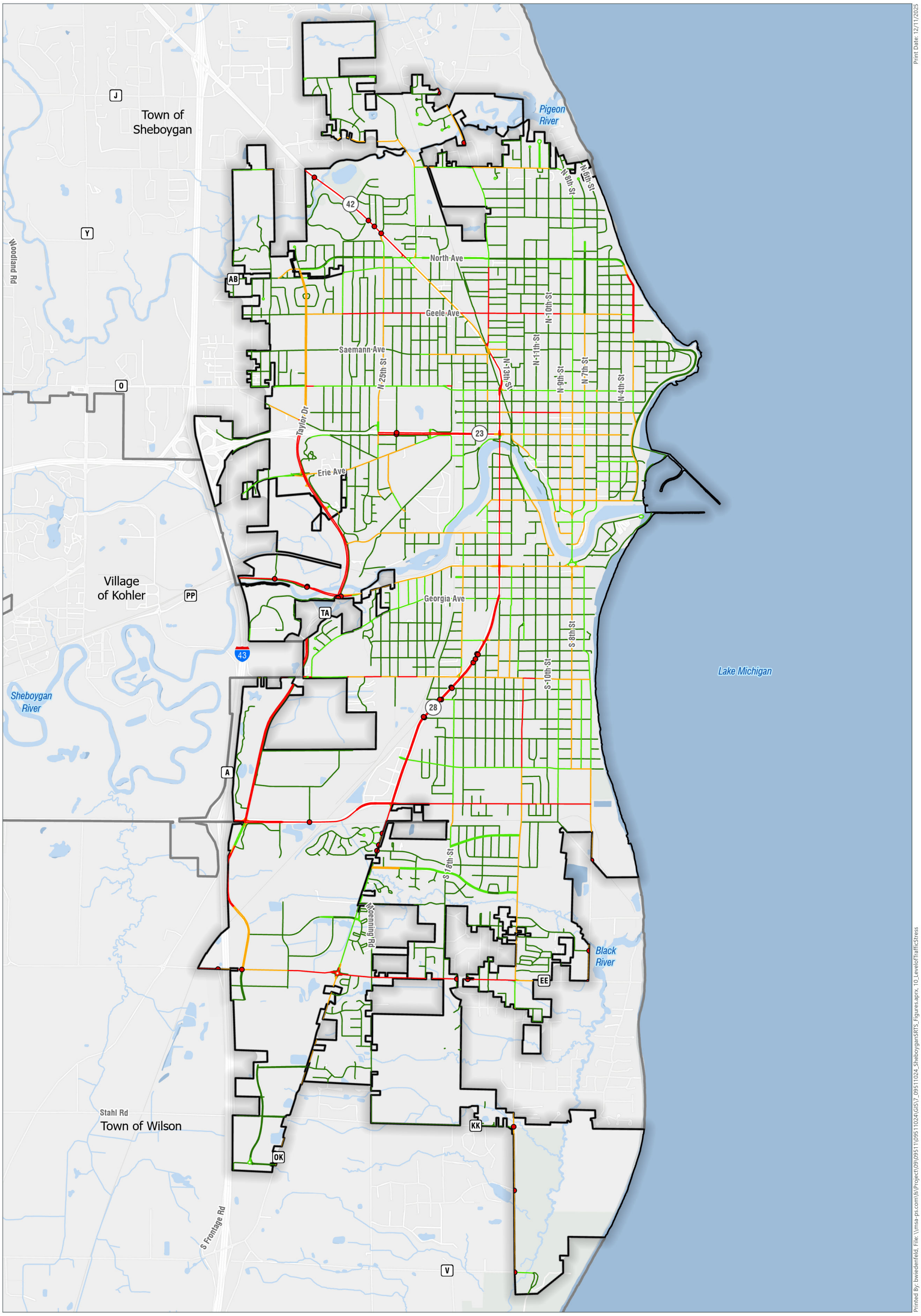
External Ped Facilities
- External Trail

Existing Ped Facilities

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

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Sheboygan City Boundary

Surrounding Municipality

Level of Traffic Stress

- 1 - Low Stress
- 2
- 3
- 4 - High Stress

High Crossing Stress

MSA

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 0.25 0.5 Miles

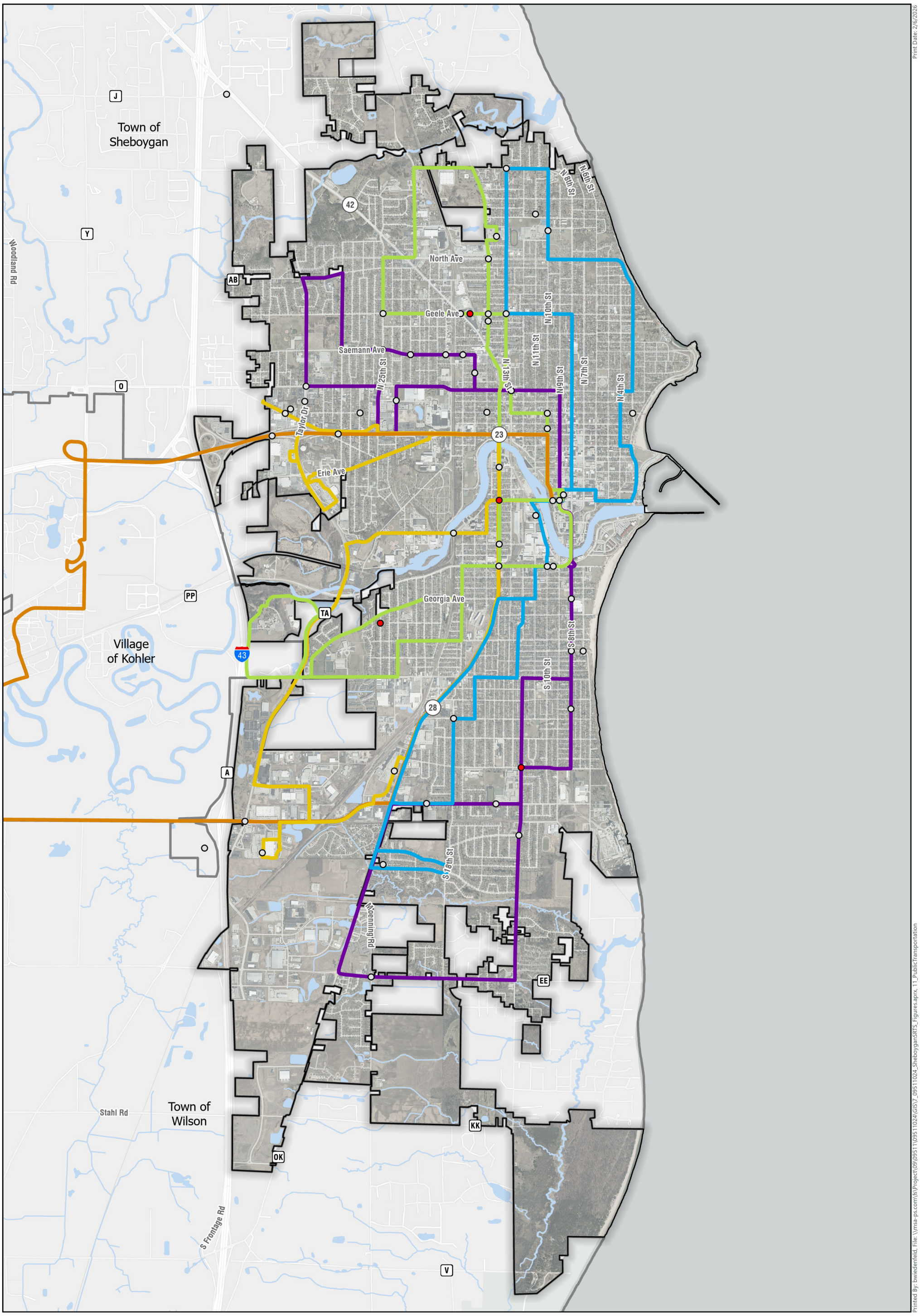
Level of Traffic Stress

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 12/11/2025

Printed By: bwiedenfeld, File: \\msa-ps.com\fs\Project\09\09511\09511024\GIS\7_09511024_SheboyganSRTS_Figures.aprx, 10_LevelofTrafficStress



Bus Routes
- 5
- 10
- 7
- 20
- 3

Sheboygan City Boundary

Surrounding Municipality

Safety Incident Reported (2025)
- No (71)
- Yes (5)

Data Sources:
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)
WisDOT (2025)

0 0.25 0.5 Miles

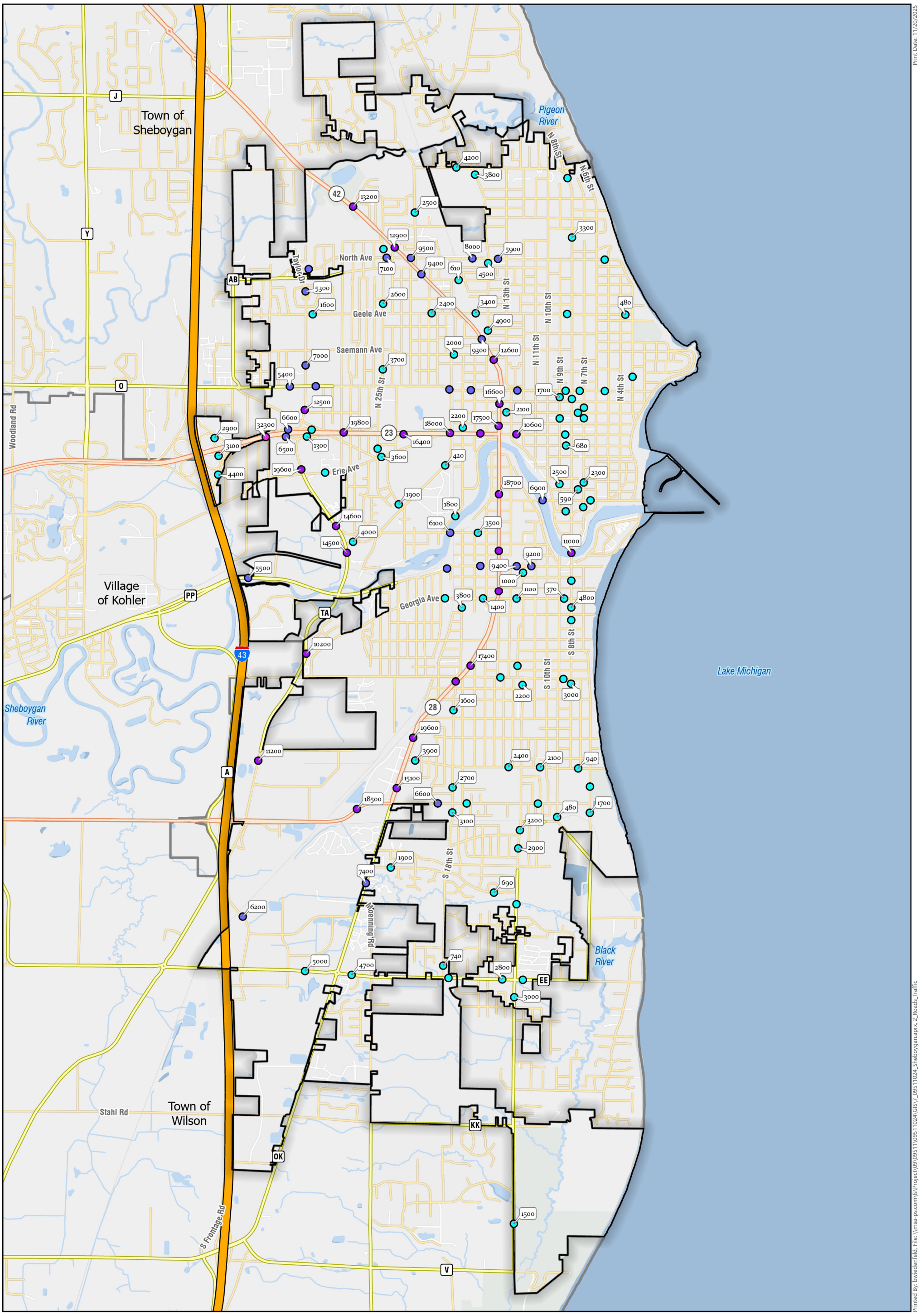
Public Transportation

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 2/6/2026

Printed By: bwiedenfeld. File: \\msa-ps.com\ts\Project\09\095111\095111024\GIS\7_095111024_SheboyganSRTS_Figures.aprx, 11_PublicTransportation



MSA

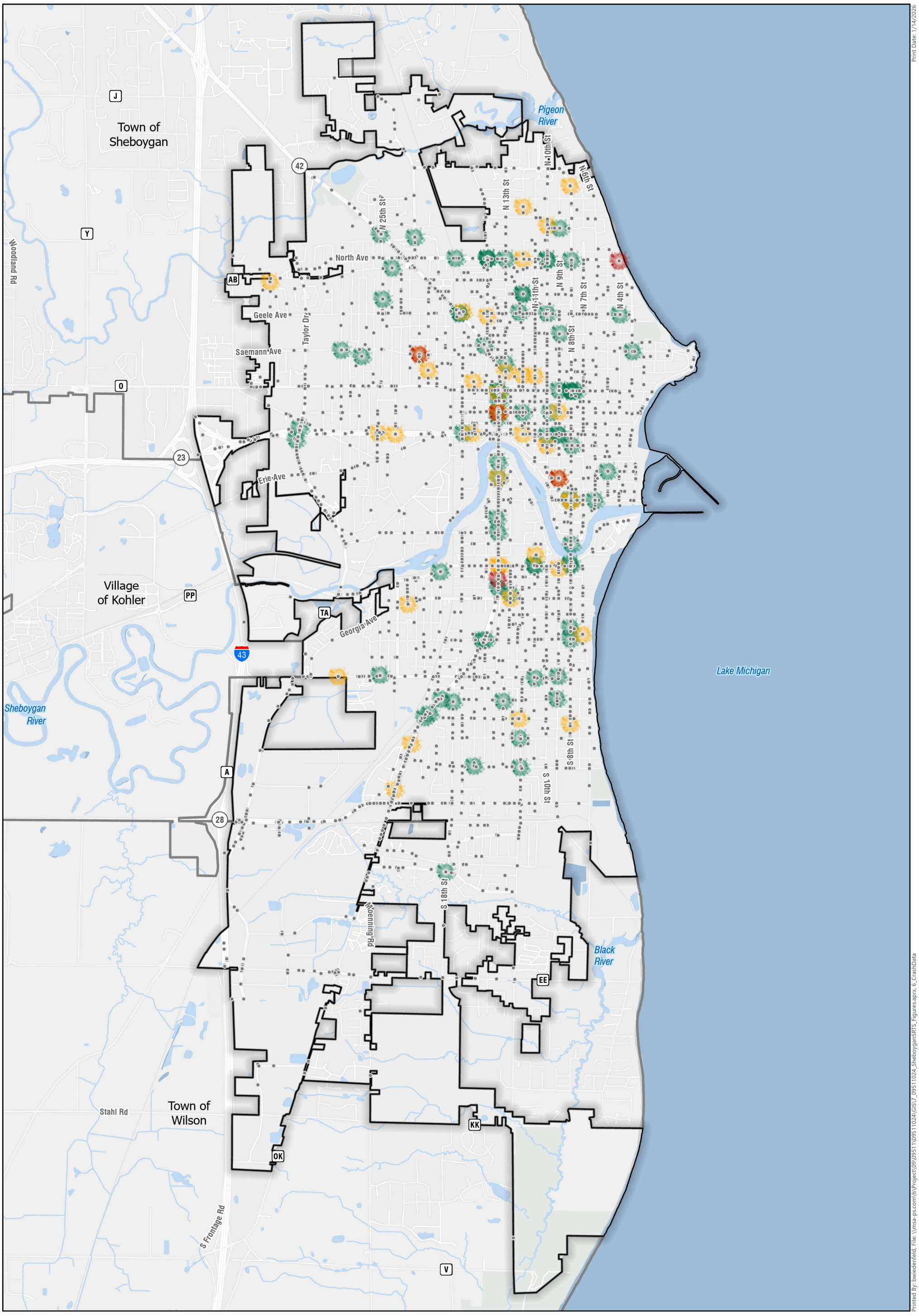
Data Sources:
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)
WisDOT (2025)

Road System & Traffic Volume

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 11/20/2025
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Data Sources:
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)
WisDOT (2025)

0 0.25 0.5 Miles

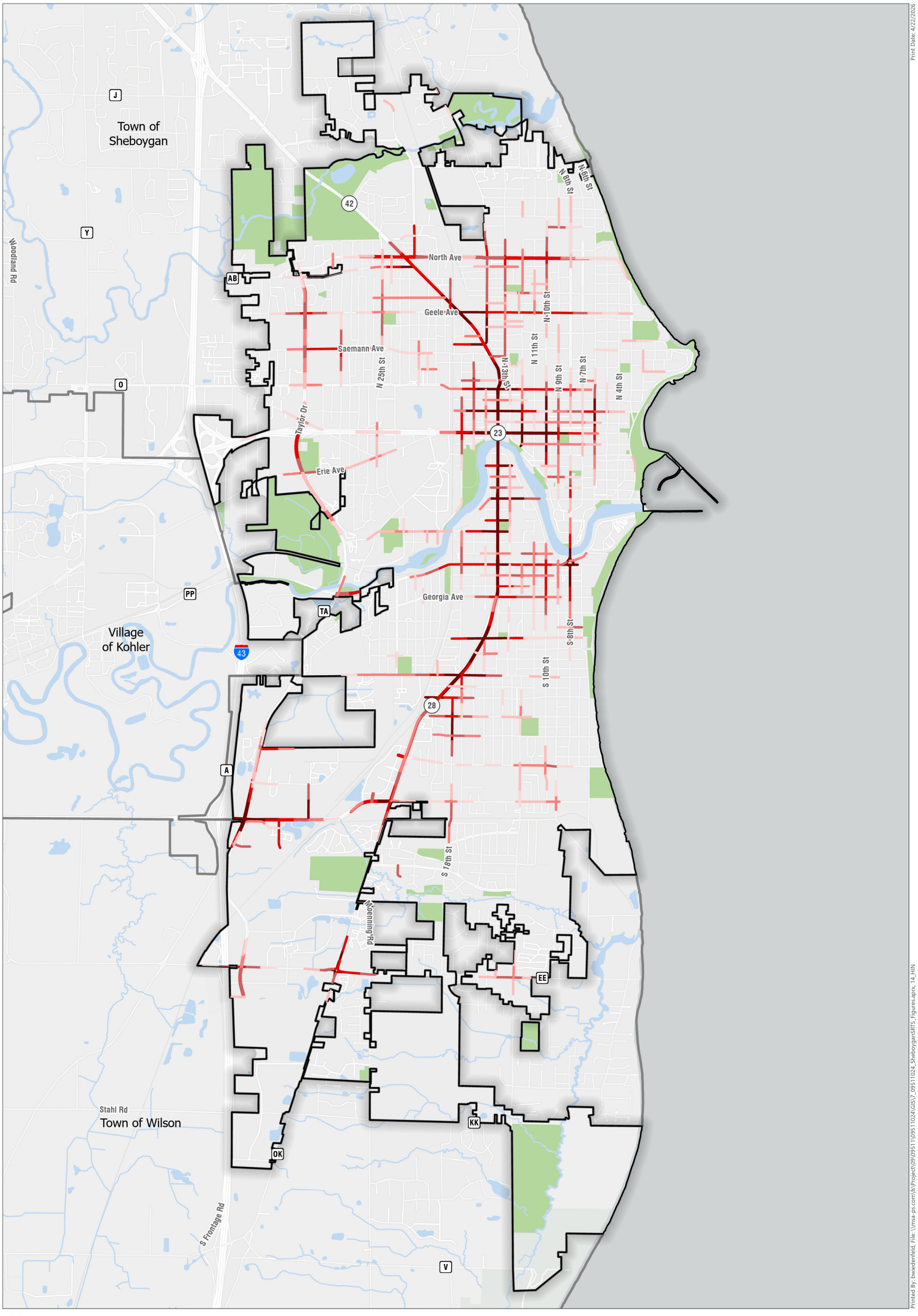
- Sheboygan City Boundary
- Surrounding Municipality
- All Crashes (2020-2024) (4,216)
- Bicycle Crashes (2020-2024) (77)
- Pedestrian Crashes (2020-2024) (38)
- Fatal Crash (2020-2024) (5)

Crash Data (DOT)

Transportation Safety Action Plan

City of Sheboygan, Sheboygan County, Wisconsin

Print Date: 1/14/2026
Printed By: bwiedenfeld, File: \\msa-ps.com\ts\Project\09\095111024\GIS\7_095111024_SheboygansRTS_Figures.aprx, 6_CrashData



MSA

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

High Injury Network (HIN)

- Top 5%
- Top 10%
- Top 15%
- Top 20%
- Top 25%
- Top 30%

0 0.25 0.5 Miles

High Injury Network (HIN)

Transportation Safety Action Plan

City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 4/22/2026
Printed By: bwiedenfeld, File: \\msa-ps.com\fs\Project\09\095111024\GIS\7_095111024_SheboyganSRTS_Figures.aprx, 14_HIN

Print Date: 2/19/2026

Town of Sheboygan

Village of Kohler

Town of Wilson

Woodland Rd

Stahl Rd

S Frontage Rd

Woenning Rd

Taylor Dr

Erie Ave

North Ave

Geele Ave

Saemann Ave

Georgia Ave

N 25th St

N 13th St

N 11th St

N 10th St

N 9th St

N 8th St

N 7th St

N 6th St

N 4th St

S 18th St

S 10th St

S 8th St

J

Y

O

AB

42

PP

TA

43

A

28

23

OK

KK

EE

V

MSA

Public Input Comment

Sparse

Dense

HIN (Overall)

Top 5%

Top 10%

Top 15%

Top 20%

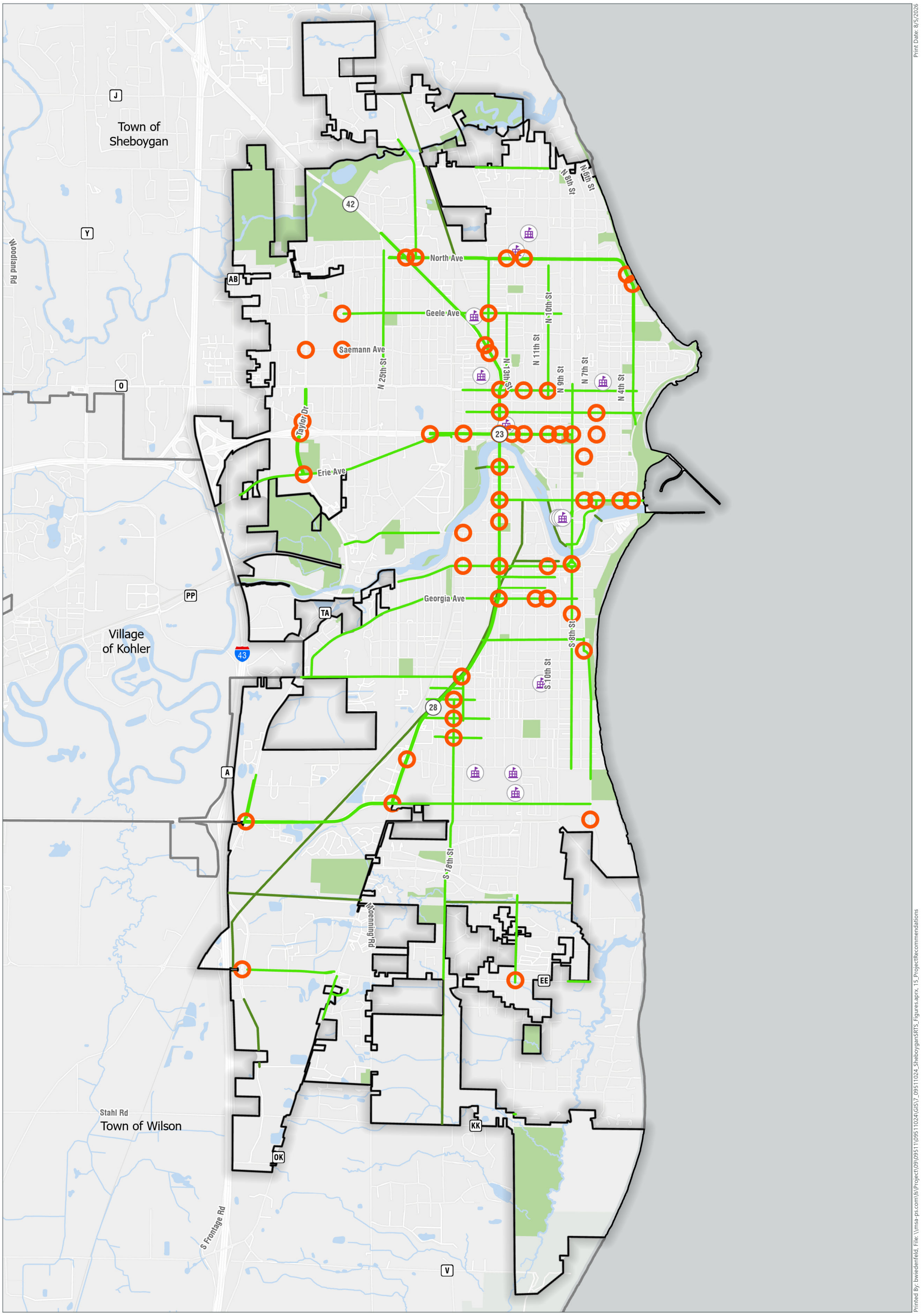
Top 25%

Top 30%

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 0.25 0.5 Miles

Printed By: bwiedenfeld, File: \\msa-ps.com\fs\Project\09\095111\095111024\GIS\7_095111024_SheboyganSRTS_Figures.aprx, 12_PublicInputMap



Project Recommendations
- Intersections
- Schools
- Corridors
- Trails

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 0.25 0.5 Miles

Project Recommendation

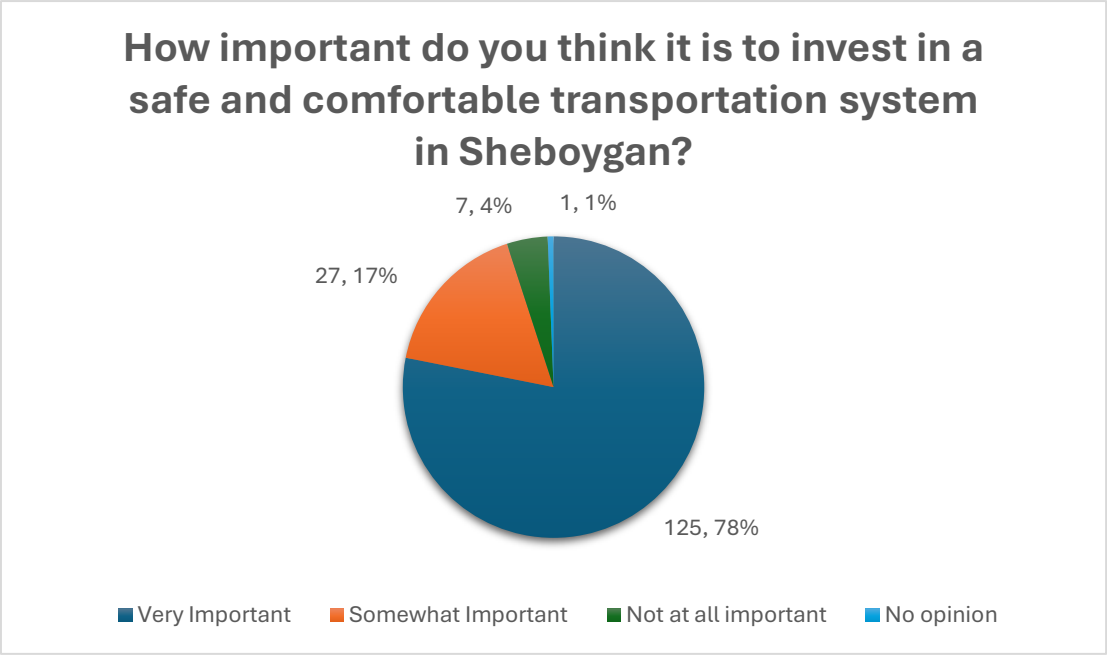
Transportation Safety Action Plan

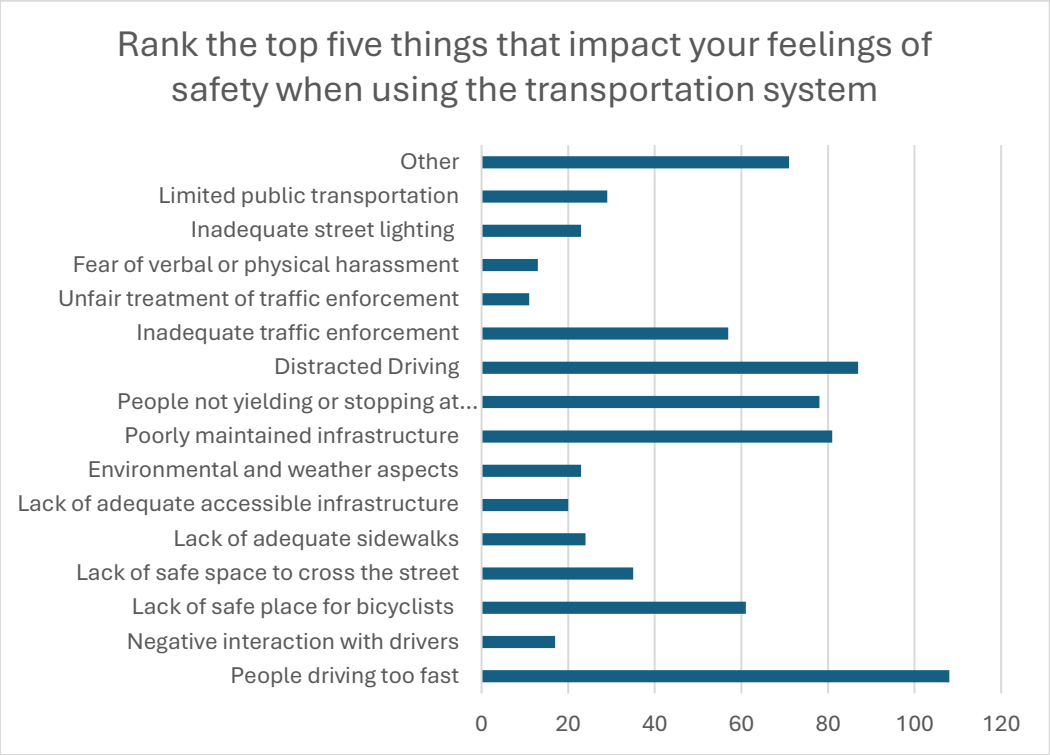
City of Sheboygan,
Sheboygan County, Wisconsin

Print Date: 8/5/2026
Printed By: bwiedenfeld, File: \\msa-ps.com\fs\Project\09\095111024\GIS\7_095111024_SheboyganSRTS_Figures.aprx, 15_ProjectRecommendations

APPENDIX B: PUBLIC ENGAGEMENT RESULTS

Sheboygan TSAP Online Survey Results





"Other" responses:

Rude bus drivers
People drive too fast on Broughton drive
ebikes on sidewalks, it's this why we have bike lanes? Using ebikes on trails that state no motorized vehicles, while assisted ebike useage is OK, someone zooming past faster than 25mph is not safe.
The intersection of Mill road and WI-42 need to be evaluated. Due to increased population/drivers and the use of Mill Rd as a cut-through the intersection has become a danger.
I have been accosted by loose dogs on numerous occasions while out walking. Failure of residents to obey ordinance related to cleaning walks after snow and failure to enforce ordinance.
Bicyclists not stopping at stop signs. People crossing mid-block instead of at a designated crosswalk.
N/c
Drunk drivers
The idea of bicyclists allowed to use sidewalks, especially e-bikes. While yet electric scooters are not? This idea is contradictory as scooters have a top speed of 15-18 mph and e-bikes are between 25- 28 mph. With some higher class models reaching speeds above 35 mph. Scooters do not handle nearly as well as bicycles and our road conditions do not support them as well (pot holes).

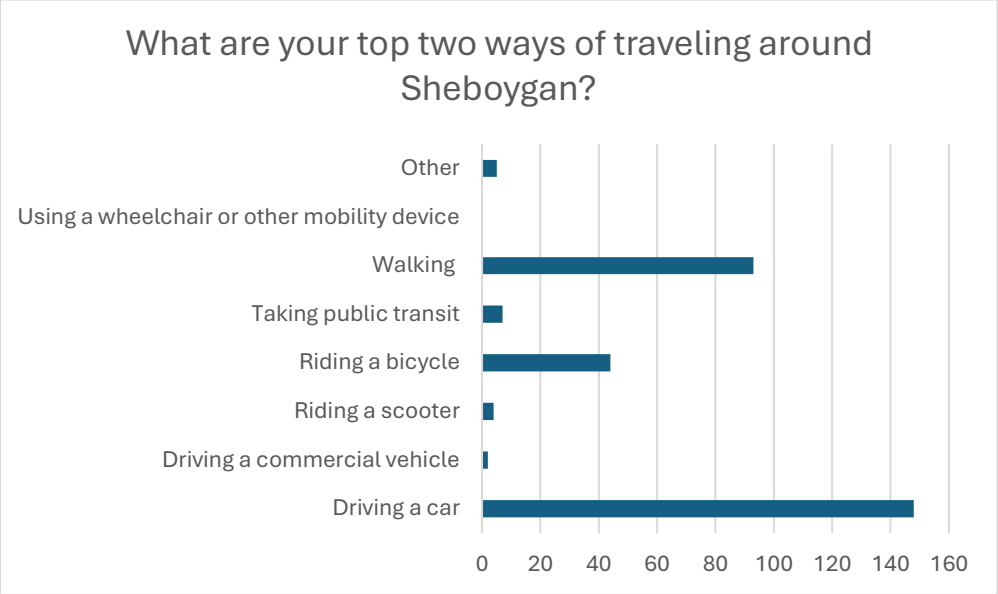
Note: the above checked items are for motor vehicles vs bicyclists/pedestrians. The latter are rarely held accountable for dangerous actions.
Quit adding bike lanes inroads used for and paid for it motorists
On higher speed roads i wish there were more sidewalks farther away from the road itself or a barrier in place
Artificially low speed limits.
Lack of enforcement of laws regarding noise. Many motorcycles and cars do not have legal mufflers. We live near the 8th street bridge and motorcyclists rev their engines way above legal noise restrictions during the summer.
Buildings and large vehicles parked too close to intersections, obstructing view
Bicyclist feeling they don't need to stop at stop sign. Electric bikes unrestricted, wayyyy over the legal 20mph
The over emphasis on motor vehicle transit.
Speeding, noise, lack of acknowledgment for persons crossing the rotary, not following speed limits, racing motorcycles, loud intentional noise on bridge,
Need more bike paths.
Parking requirements (especially distance from crosswalks and in intersections) is no longer enforced.
No actual bus stops or schedule. Buses stop as the are flagged down. Unable to depend on it for routine transportation due to no time structure. Additionally the signage at the on-ramp heading southbound on 43 from 23 is misleading. Giant arrow pointing right to the right lane merging left? This needs to be a merge sign so both lanes understand they are merging at accelerating speeds.
The bus shelters are really needed to protect from extreme cold and heat.
Hwy 42 speed limit is too fast from 43 interstate to Ever Green park
Many main roads in Sheboygan are in residential areas. Fast drivers and drivers failing to take signs seriously are putting people in their homes at risk.
I got beat up by 17 teenagers at the warming bus stop downtown Sheboygan Wisconsin U.S.A
Police hiding in cars, not mixing with humans
The lack of mental healthcare accessibility to those that need it.
Alcohol use by the general public, bikers, riders, drivers, etc
Drivers endangering pedestrians daily due to carelessness. Drivers not looking for pedestrians. Drivers seeing pedestrians but still driving into them. My son and myself having our lives risked every single day simply walking to and from school due to Drivers not following basic road safety laws and rules.
Who is allowed to go on it
pedestrian safety doesn't seem to be a priority
Drivers making right turns frequently do not see pedestrians entering the crosswalk. Leading pedestrian intervals would be a huge help on many intersections in the downtown area and along Business Dr/14th Street
Lack of controlled crosswalks

1. The vehicles that go by Blast Ice Cream at 4th and Pennsylvania often drive fast and accelerate quickly, and it's the very place where there are often numerous children Perhaps there should be 1) and lower speed limit and 2) a stop sign. Also, in that same area, especially in warm weather, the engine noise from vehicles is terrible. There are some vehicles with modified mufflers to increase noise and even some that are designed to backfire. There should be enforcement of noise ordinances. Downtown Sheboygan on a summer day/evening is as peaceful as the infield of Road America on race day.
none
8th street bridge and South Pier roundabout are horrible - speeding, accidents, horns, etc.
Huge increase of not using blinkers, intentionally driving the wrong way on a one way streets, loud subwoofers in cars at all hours, electric bikes and scooters not following traffic rules.
noisy motorcycles and cars
Vehicles that are not maintained to proper operating standards; if it can move it can be on the road in Sheboygan. People driving with pets on their laps - how is this not distracted driving?
There are only a few streets with enough traffic in the City that are uncomfortable for cyclists. 14th/S. Business/Calumet, Erie Ave from 14th to 9th, Kohler Memorial (though you can use the trail), Washington Ave from S. Business to I43, and Taylor Drive (though again, you can use the trail for the most part).
A General Lack Of Planning by the City of Sheboygan regarding the effects of Large Construction projects running through a new sub division and allowing the haulers to break weight restrictions on a residential street designed with a country fell having no sidewalks.
Having turn lights on often at busy intersections
Loud cars with aftermarket exhaust / intentional engine timing adjustments (cars that make a loud bang when they abruptly let off the gas or downshift), and excessive engine revving. Street racing has also been a huge issue especially going past evergreen park on Calumet Dr. I've seen multiple cars going 100+ mph from North down past the quarry. Extremely dangerous. There is quite a bit of foot / bike traffic on these sidewalks especially in summer. Kids walking to the quarry to swim / golf. Cars doing burnouts in evergreen and quarry parks.
From Aug - Oct of 2025 the city allowed over 1,000 Big heavy dump trucks run through a residential neighborhood. City Nuisance Ordinaces - Noise, Dust , Rude dump truck drivers, and a PURE LACK of COMMUNICATIOON by The Mayor's Office and his staff made the situation unbearable. We are already plannin on selling and moving out of Sheboygan. We can't go through another summer like that. Please contact me. [redacted]

I already said it, but I have never lived in a place where people "ran a late yellow" or full out red, in my life, including LA, Boston and San Francisco! It is terrifying. I don't go through a green without out slowing down which I know distresses others behind me! That shouldn't be. Regarding running yellows! I have done it, because of weather. The crosswalks that have the countdown are the best, because I can then judge of I will hit a yellow. If I am going 35, I sometimes don't feel I can stop safely either because of slippery roads OR the person behind me, trying to beat the light. I have nearly been rear-ended stopping at a yellow. Yellow means "stop if you can" not "go faster!". I really believe people can get used to the countdown walk signs. It worked miracles in Santa Barbara. I don't know the cost, but certainly it might offset the cost of car accidents?? That is my 37 cents worth (Question: did you guys fix the walk lights on Erie and 14th? Thank you for listening. [redacted]
wayfinding and inconsistent bike lane connections. You can be on a path or in bike lanes and all the sudden it disappears at a dangerous intersection. Better connecting paths/lanes helps solve this, but where we can't we should at least provide guidance on safer routes.
Motorized (gas or electric) bikes or scooters using sidewalks to travel extremely fast while people are walking along the same sidewalk. I've almost been clipped a couple of times over the last year. No warning they are coming up on me (typical bicycle etiquette on multi-use trails or when passing on a road is to call "on your left" or some such warning). Motorized vehicles should not be using sidewalks unless specifically posted.
The most important item is extreme noise pollution by autos, trucks, and motorcycles. This is a serious health issue that must be addressed right away. Revving engines, loud engines and illegal mufflers are prevalent in this city. I have daily readings of over 90 dB, sometimes over 100 dB.
Poorly maintained streets
Congestion along beach along Broughton drive. Needs to be wider for pedestrians, bicyclists, families getting and out of cars. Pedestrian Bridge over River mouth at blue harbor
Reckless driving has made riding a bike frightening
We need to connect the trails we already have, to each other. It would be nice to travel thru Sheb from the north side to the south side on safe bike trails or on street routes. We need to connect the Plank road trail all the way to the lake.
E-bikes and kids…

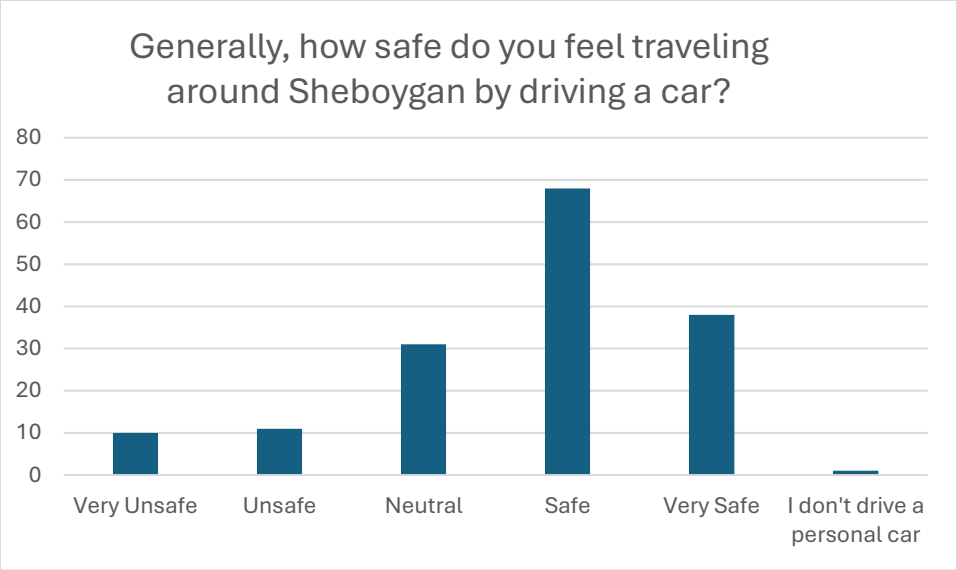
NOISE! It's not only a safety issue, but also a quality of life issue. Noisy cars also drive fast. There are noise ordinances that are not being enforced. It's time to enforce them.
Policing automobile noise infractions (for which there exist statutory laws), i.e., the purposeful macho roaring engine revving on 8th St. and Michigan Ave.--especially on Friday and Saturdays.
I would use the bus system more, but it doesn't reach parts of the city/county where I need to go!
Lack of communication when roadways are blocked for construction or events, causing towing of vehicles, delays and backups. For parades simple signage could be hung instead of relying on social media for communication.
Cars speeding and running stop signs.
Extremely poor visibility in some parts, due either to cars parked and obstructing visibility (in which case parking should either be restricted or four-way stops should be implemented), narrow streets allowing parking on both sides creating a game of chicken.
The intersection of 12th and Humboldt Ave is almost impossible to cross on school days morning and dismissal of school. I have been sweared at for not letting a car turn on to 12th from Humboldt heading south We had the right of way and should not have to wield for a turning car. Hardly anyone lets me and the children cross. It's a dangerous situation if the children happened to walk to School themselves
Fast and faster drivers on I-43 in the Sheboygan County area. This is a real threat to Sheboygan drivers using I-43 for travel in/around the city. More traffic enforcement needed.
Speeding is horrible. Drivers on phones not paying attention.
I constantly see the police sitting on a side street that has little or no traffic. I am assuming they are waiting to see if someone runs a stop sign on the side street. However where the heavy traffic is, is on south pier all summer long -day and night. I have NEVER seen a person pulled over for speeding on south pier! The motorcycles pass cars at the curve past the bookstore and Float doctors. I live down here. We drive to the circle by Blue Harbor a lot. We've been passed by these motorcyles, had them speed by us coming from the other direction. They make noise on purpose. We wrote our Alderwomen, nothing was done. The speed study was done in the spring, no cycles out yet. It was a joke. There is a lot of communication in this city. People that live down here like myself have been asked "How do you deal with this noise?" Crossing the rotary is like taking your life into you own hands. No one stops to let you cross, they fly thru to get thru quick, another joke! No police presence here at all for that. Its a miracle no one has been hit.
Lack of police enforcing the law.
I wish we didn't have such rough streets. I know the city is making many improvements and I appreciate that progress. Unfortunately, I have to plan my bike routes based on the condition of the road.

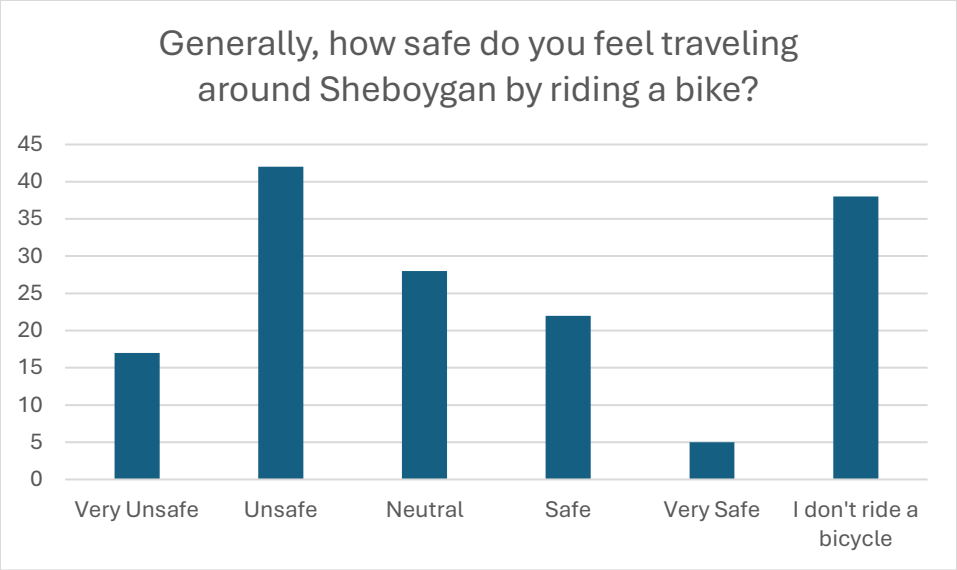
Sheboygan needs speed lights.. fine all the people speeding. I have seen people going at least 50 in the city and police just let them pass. people speeding and a police car is sitting there not doing a thing.

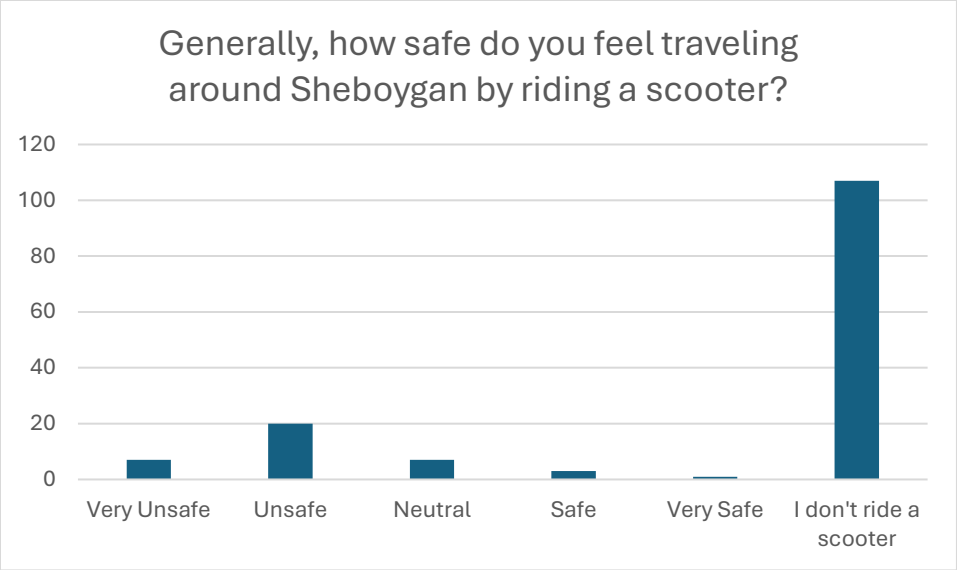


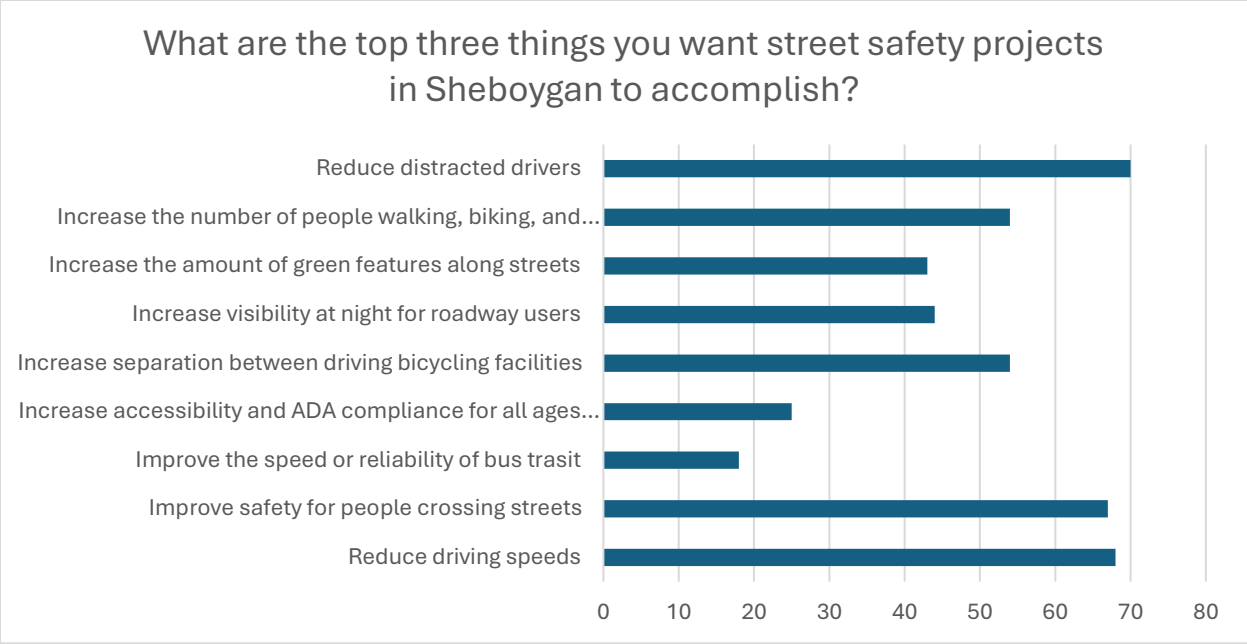
“Other” responses:

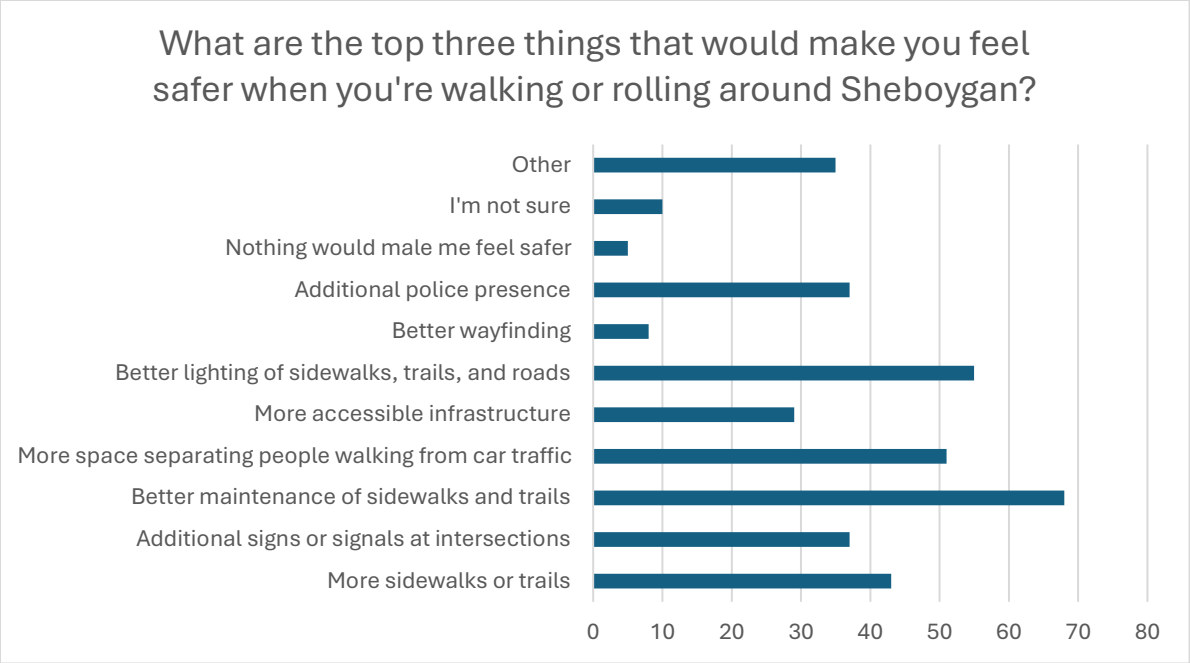
ONLY Driving
Chillin
Electric car
Running
Pedal powered Quad cycle


Generally, how safe do you feel traveling around Sheboygan by driving a car?
80
70
60
50
40
30
20
10
0
Very Unsafe
Unsafe
Neutral
Safe
Very Safe
I don't drive a personal car


Generally, how safe do you feel traveling around Sheboygan by riding a bike?
45
40
35
30
25
20
15
10
5
0
Very Unsafe
Unsafe
Neutral
Safe
Very Safe
I don't ride a bicycle


Generally, how safe do you feel traveling around Sheboygan by riding a scooter?
120
100
80
60
40
20
0
Very Unsafe
Unsafe
Neutral
Safe
Very Safe
I don't ride a scooter

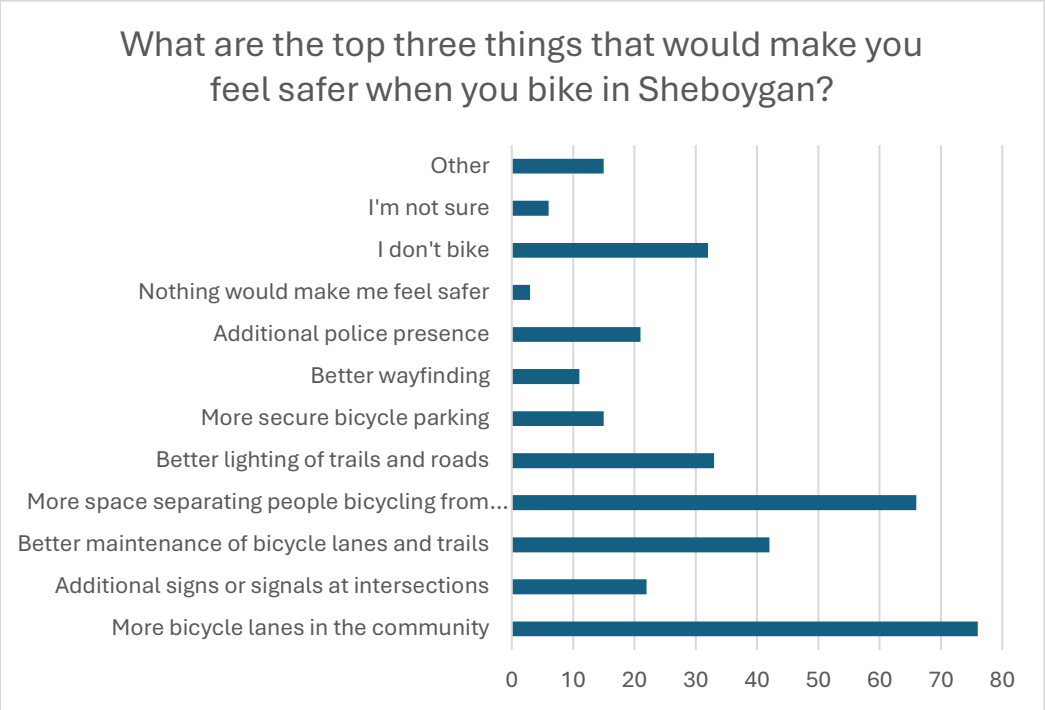

What are the top three things you want street safety projects in Sheboygan to accomplish?
Reduce distracted drivers
Increase the number of people walking, biking, and...
Increase the amount of green features along streets
Increase visibility at night for roadway users
Increase separation between driving bicycling facilities
Increase accessibility and ADA compliance for all ages...
Improve the speed or reliability of bus trasit
Improve safety for people crossing streets
Reduce driving speeds
0
10
20
30
40
50
60
70
80



"Other" responses:

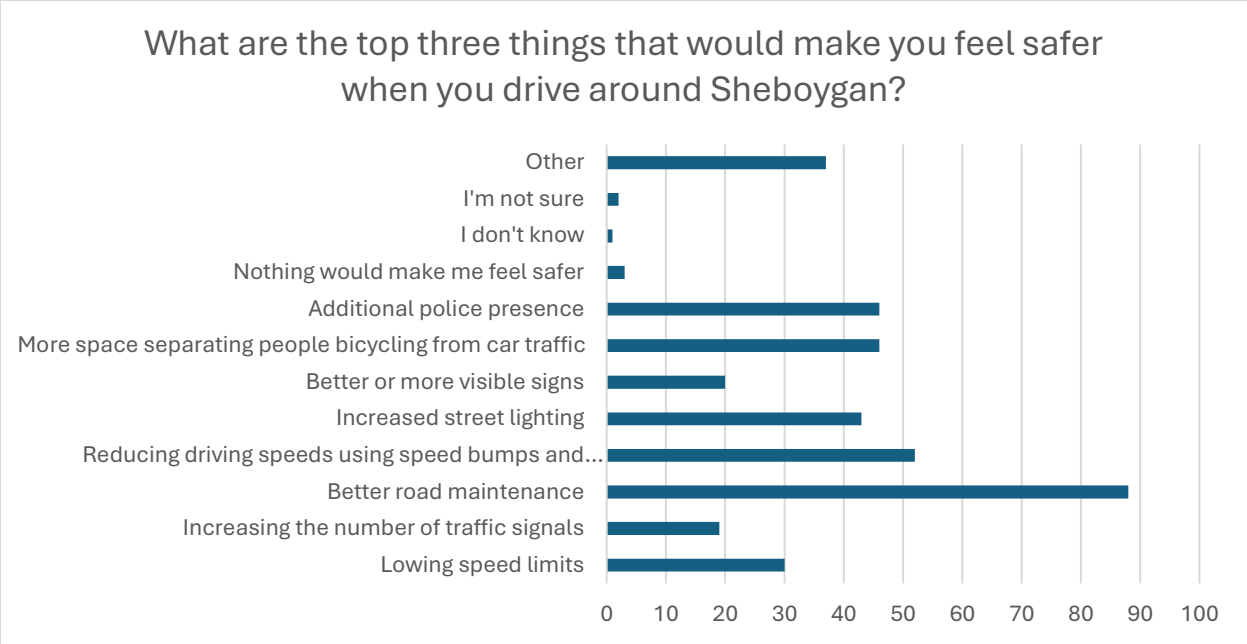
More trails like along Taylor Dr, I have yet to see anyone on this expense trail.
Get the bikes out of the road
enforce laws and ordinances
Make bicyclists accountable for actions.
Police enforcing traffic laws
An under or over street passageway on Erie and Water/13th Street walk/bike path! It's so dangerous.
more bump outs at crossings
Enforcing speed limits, noise reduction, rather than sitting on a side street waiting for someone to run a stop sign, how about enforcing crosswalk rules? The pedestrian has the right of way. You'll never see that at the rotary on Indiana by the bridge. It's Everyman for themselves crossing that rotary.
Add a sign at fish cleaning station on boardwalk directing those with wheelchairs, bikes, strollers etc that there are stairs ahead and to use the sidewalk to access bridge. Long overdue!
Signage on 43 southbound from 23. Change giant right pointing arrow to a merge sign
Street design that forces people to drive slower (narrow lanes, bump outs, raised crosswalks etc.). The 25mph signs are worthless with the lack of enforcement we have in this community.
More marked crossings at intersections and pedestrian activated crossing signs/lights
Police must stop hiding & relying on soy camera betwork
There needs to be a sign directing those in wheelchairs, those with bikes, strollers and other wheeled modes of transportation at the fish cleaning station on the boardwalk. Daily these people get to the end of the boardwalk to find stairs. As a result they cut

through and trespass on the Reiss Condominium property creating a very dangerous situation in the parking lot. This is long overdue.
Crosswalk accessibility in all weather
Drivers need to pay attention and need to follow traffic safety laws and rules
Curb bump outs and daylighting to make crossing intersections faster and create more visibility
Raises crosswalks with signals
People need to keep their dogs leashed/under control
Raised Crosswalks
More neighborhood traffic calming measures. What was done by the County a while back is a good start, but more could/should be done.
lower designed for speeds of roads. Can put a 25mph sign anywhere… doesn't mean people won't feel comfortable driving 35 if the road invites that speed
Set up environment so that even without speed limit signs cars would feel the need to reduce speed. Narrowing streets/intersections, bump outs with bike pass through at corners, tree lined streets, etc.
Clearer signs when it is only a TWO way stop. There are so very, very, very many 4 way stops here, I literally have nearly caused an accident when cross traffic doesn't have a stop and I cannot discern the logic, so I keep making mistakes OR wait too long at a 4 way, because I don't know what the cross street will do. Either way, I imagine I am not a welcomed addition to this city ?
adding a sign at the fish cleaning station on the boardwalk to alert those in wheelchairs, on bikes, with strollers etc that there are stairs ahead and to take the sidewalk to access the bridge. This is long overdue!
Repair streets
Fill potholes
Better maintained streets
My wife and I take evening walks north of the River and it seems that many streets are remarkably dark due to limited number of street lamps.
Unfortunately, the homeless population, particularly by the library, makes me feel unsafe with my small child. I've heard vulgarities shouted and seen verbal fights.
Tree canopies that help reduce driver speed
Better bike paths
Enforce Pedestrians have the right of way
Better marked designated bike routes and lanes
speed cams



"Other" responses:

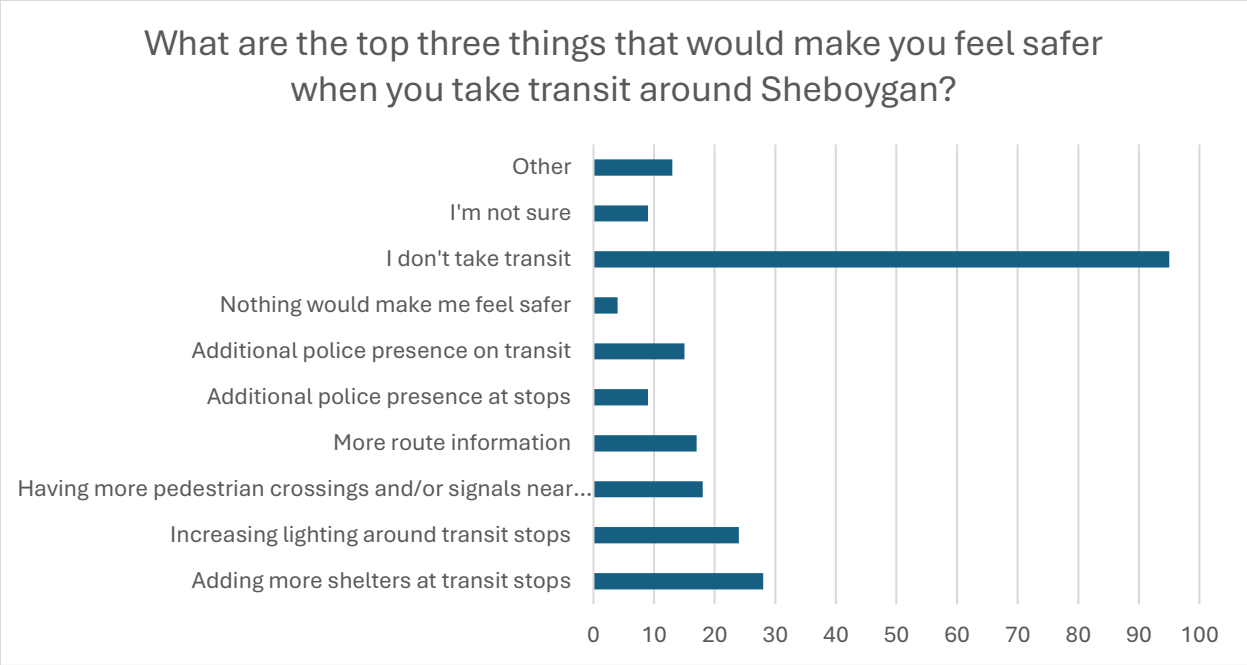
Get gangs out often
Get the bikes out of the road
I will no longer ride a bike in Sheboygan because of bad street condition and lack of law enforcement
OTHER BICYCLISTS ACTUALLY STOPPING
More Urban trails
Enforcement of stop signs and bikers
teaching bicyclists the rules of the road
Road maintenance / less potholes
Road maintenance / less potholes
Fewer police
Driver awareness
I will no longer ride bike in the city because of bad drivers and poor road conditions.
bicycle lanes that don't end. a single way, or multiple ways, around the city would be nice where i can always just stay in my lane. an interconnectedness of bike lanes
Set up environment so that even without speed limit signs cars would feel the need to reduce speed. Narrowing streets/intersections, bump outs with bike pass through at corners, tree lined streets, etc.
Need more trails and fewer bikes on streets. They do not follow the laws!



"Other" responses:

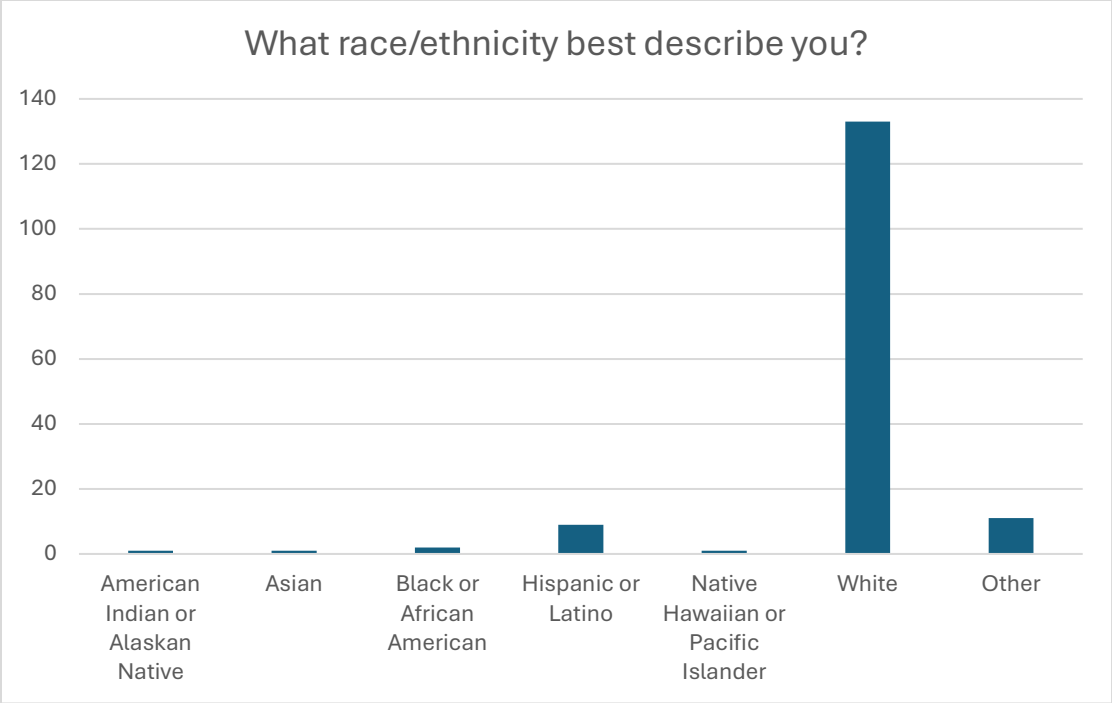
Run gangs out of town
The rolling stops are bad.
Get the bikes out of the road
BRING BACK BIKE SAFETY IN 6TH GRADE, THE BIGGEST THREAT TO SAFETY ON SHEBOYGAN STREETS ARE BIKE RIDERS AND SCOOTER RIDERS THAT DONT OBEY ANY I MEAN ANY LAWS. CAR DRIVERS ARE NOT THE ISSUE.
Enforce existing laws and ordinances
Enforce the rules for cyclists and pedestrians - just because they aren't in a car they're not entitled to ignore traffic signs and crosswalks
Ticket speeding
crack down on distracted driving and stop sign rollers
While lighting is nice, it needs to be strongly taken into consideration impacts on wildlife and human health.
Enforce the traffic laws
Speed limits are fine. It's that people speed. Cars barreling up to intersections and stopping past the crosswalk. Pedestrians and bicyclists aren't sure if they will stop.
Enforce the law.
Reduce speeding and noise on 8th street bridge
Difficulty seeing through traffic on certain intersections. (E.g. Commerce/Indiana)
fewer four lane roads
More enforcement of traffic laws
Police who are not trying to force you into bad situations,
High traffic areas have lower speed limits already. There are areas that I live near for example that NO ONE HAS PATIENCE FOR OTHERS! 13th and Superior is a high traffic

four way stop. Very congested all day long up until 7pm most days. A lot of horns blaring and yelling. 6th and Erie AND 6th and Michigan, there should be a four way stop. Most people think it is a four way and pull out into oncoming traffic.
The eighth street bridge is a hot spot for speeding and loud vehicles. Speed bumps and additional police presence would certainly make it much safer.
Driver awareness
Reduce lane widths. Studies are showing 10ft lane width helps reduce speeds, we have several street with 15+ ft lanes.
The roundabout on 8th and Indiana should be 15mph and right lane to Indiana should not be used as a passing lane cutting off drivers
Laws need to be enforced
More neighborhood traffic calming measures. What was done by the County a while back is a good start, but more could/should be done.
just fill the potholes that have been there two years on 7th street by Penn
road diet!
better timed lights
Set up environment so that even without speed limit signs cars would feel the need to reduce speed. Narrowing streets/intersections, bump outs with bike pass through at corners, tree lined streets, etc.
The "running yellow" thing, and I don't think ticketing is a solution; it makes it worse because suddenly people are looking for police, not pedestrians. Oh and what the heck? I stop to let someone cross, espe6in inclement weather and I get honked at or early hit or both! What is THAT???
Reduce speed and noise at 8th st bridge.
Fill potholes
Better timing with traffic signal lights, some are very long others are very short, causing repeated backups in specific areas.
Strategies that increase visibility at intersections by reducing obstructions.
Yield signs. Drivers need education how to react at a yield sign.
Lowering speed limits is a joke! Try enforcing them first. Why should I obey them when those that don’t are not punished.
Try enforcing the speed limits before you lower them.
make police stop all speeders

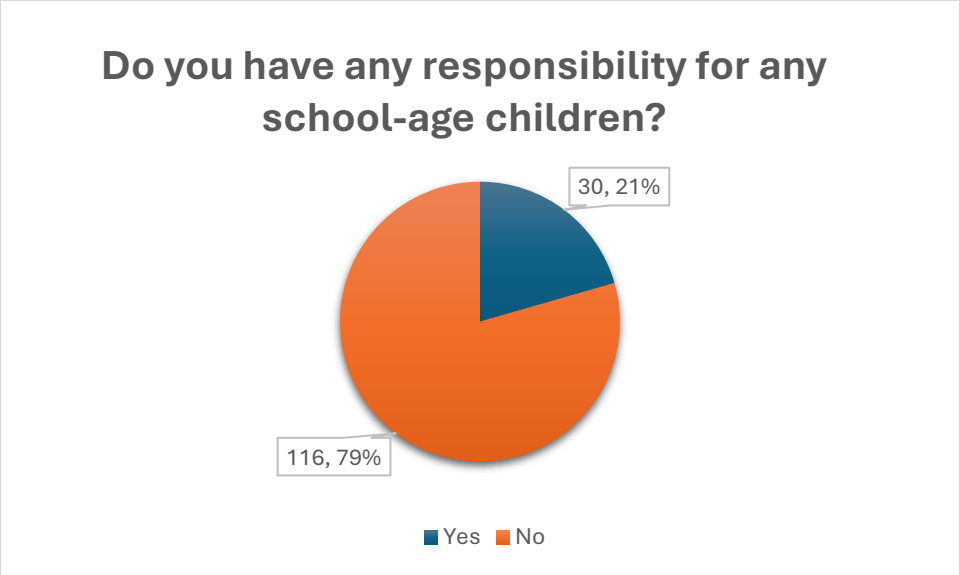


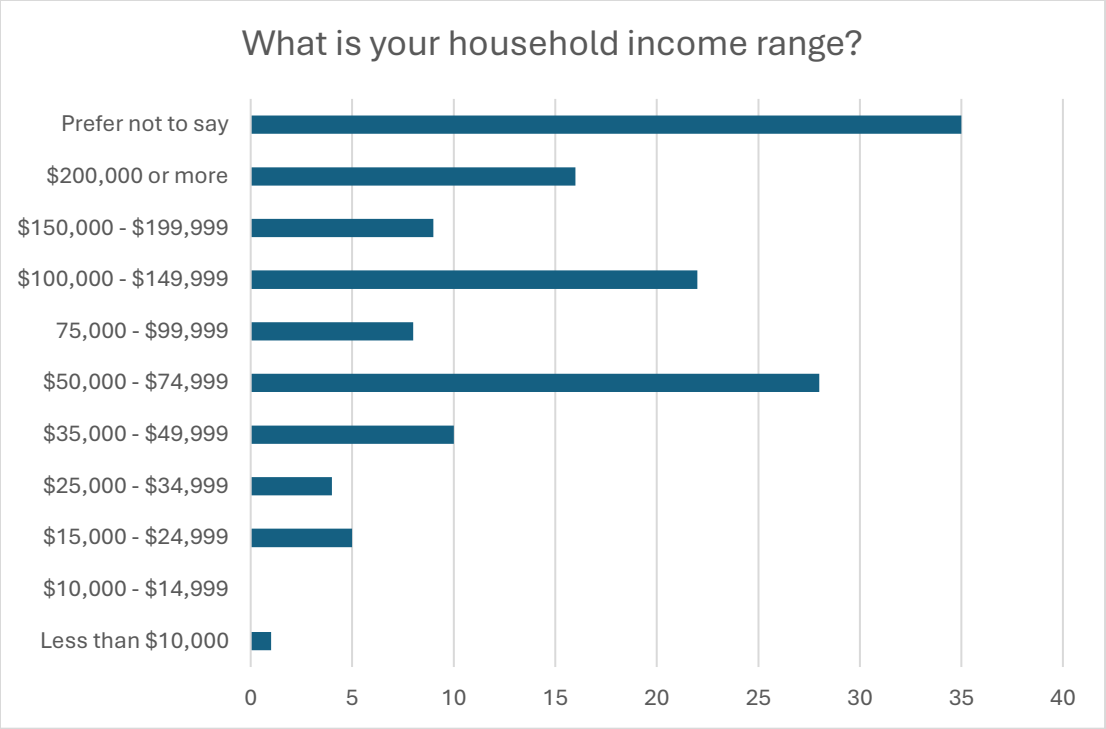
"Other" responses:

Keep gangs off of busses
Police who do not hide and. Destroy
Depends on the area of the bus stop
Signs designating bus stops
Benches and info at stops
maps w/times at stops. a physical year/month long pass. i don't have a smart phone. I've used my school ID even though I'm not supposed to.
all the routes going to the transfer station is a painful design
Something has to be done with the transfer point!!!!! Need a constant police/security presence.
I haven't had time to figure it out.
More space for both transit stops and stopping areas for the buses, etc.
Increase the amount of stops, especially north of North Ave
Increase the amount of stops, especially north of North Ave
Additional outlying stops and shelters to areas businesses for more rural city riders.

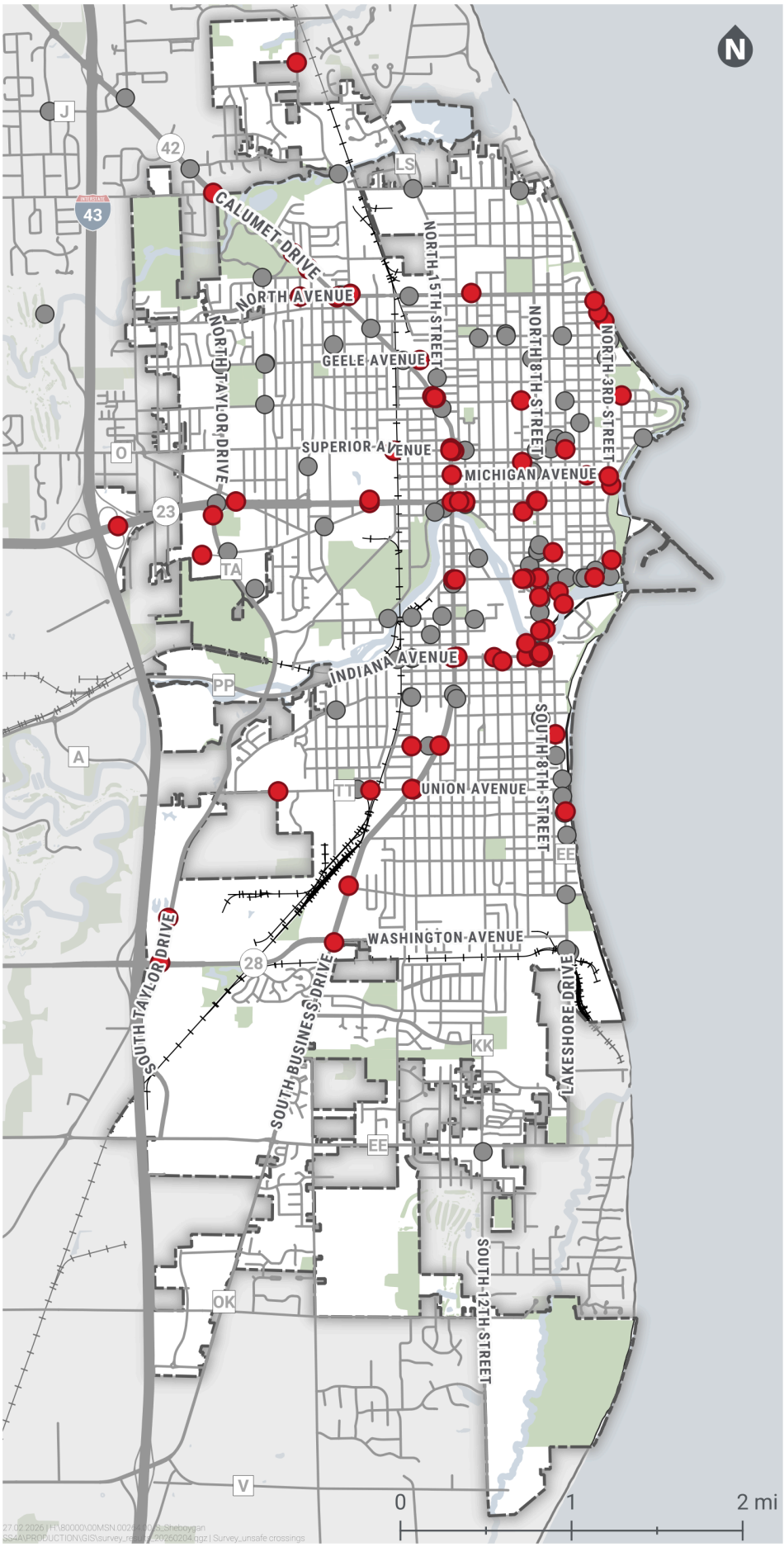


“Other” responses:


Do you have any responsibility for any school-age children?
30, 21%
116, 79%
Yes
No


What is your household income range?
Prefer not to say
$200,000 or more
$150,000 - $199,999
$100,000 - $149,999
75,000 - $99,999
$50,000 - $74,999
$35,000 - $49,999
$25,000 - $34,999
$15,000 - $24,999
$10,000 - $14,999
Less than $10,000
0
5
10
15
20
25
30
35
40

Sheboygan TSAP Webmap Comment Results

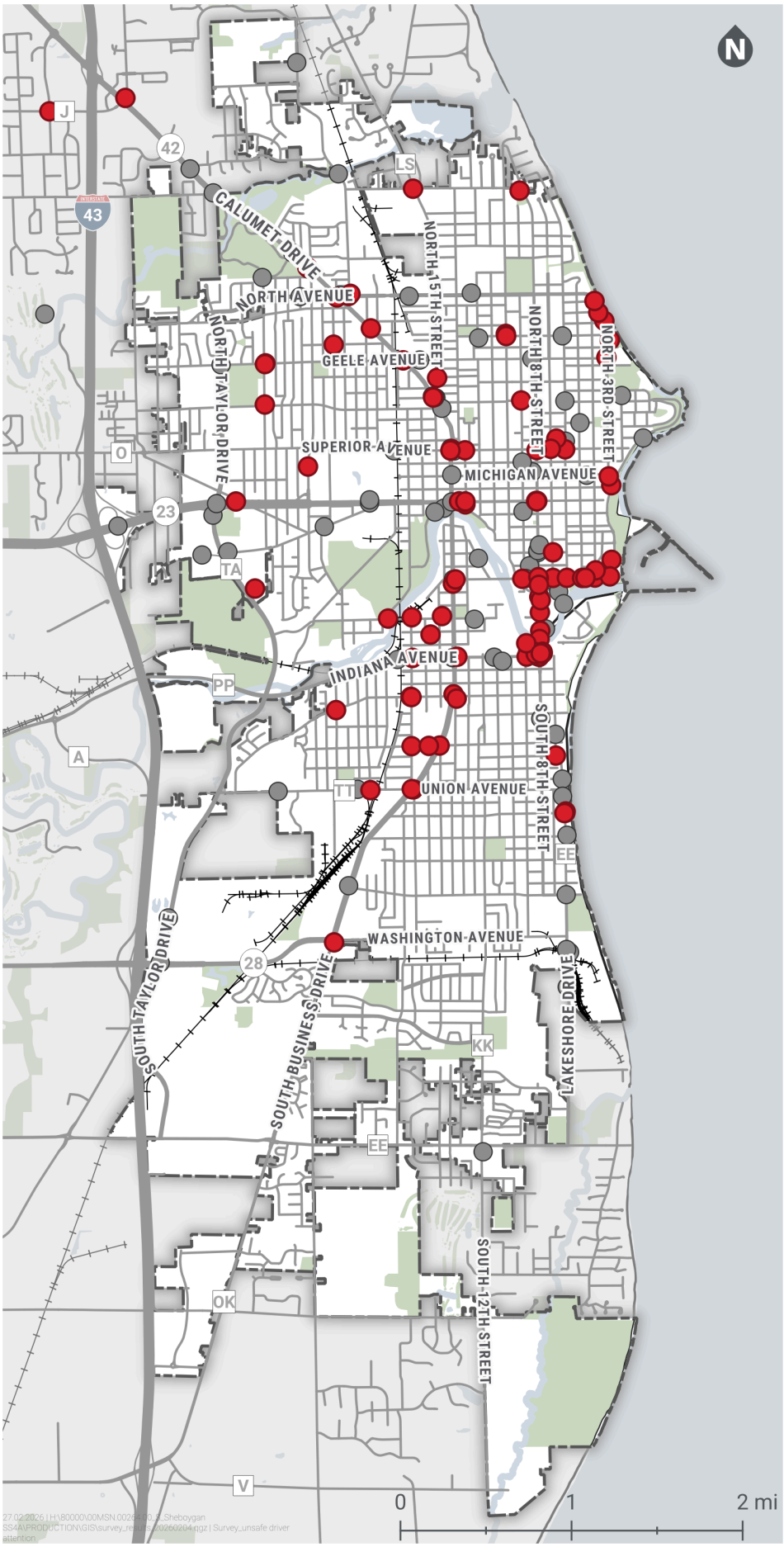


Locations Where Survey Participants Feel Unsafe Because:

- There are no safe places for people walking, biking, or rolling to cross the street
- All other locations where survey participants feel unsafe

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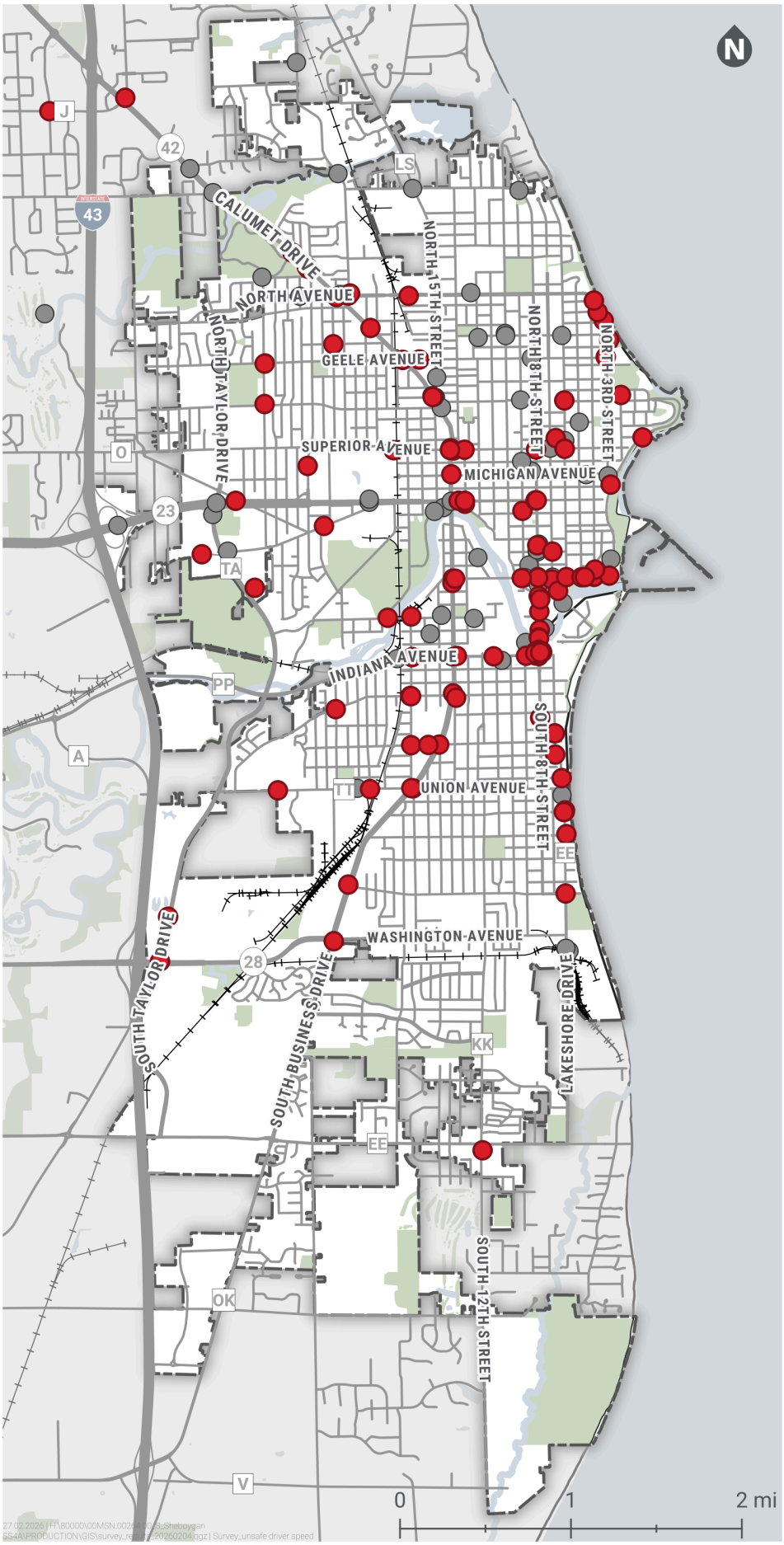


Locations Where Survey Participants Feel Unsafe Because:

- Drivers do not pay attention
- All other locations where survey participants feel unsafe

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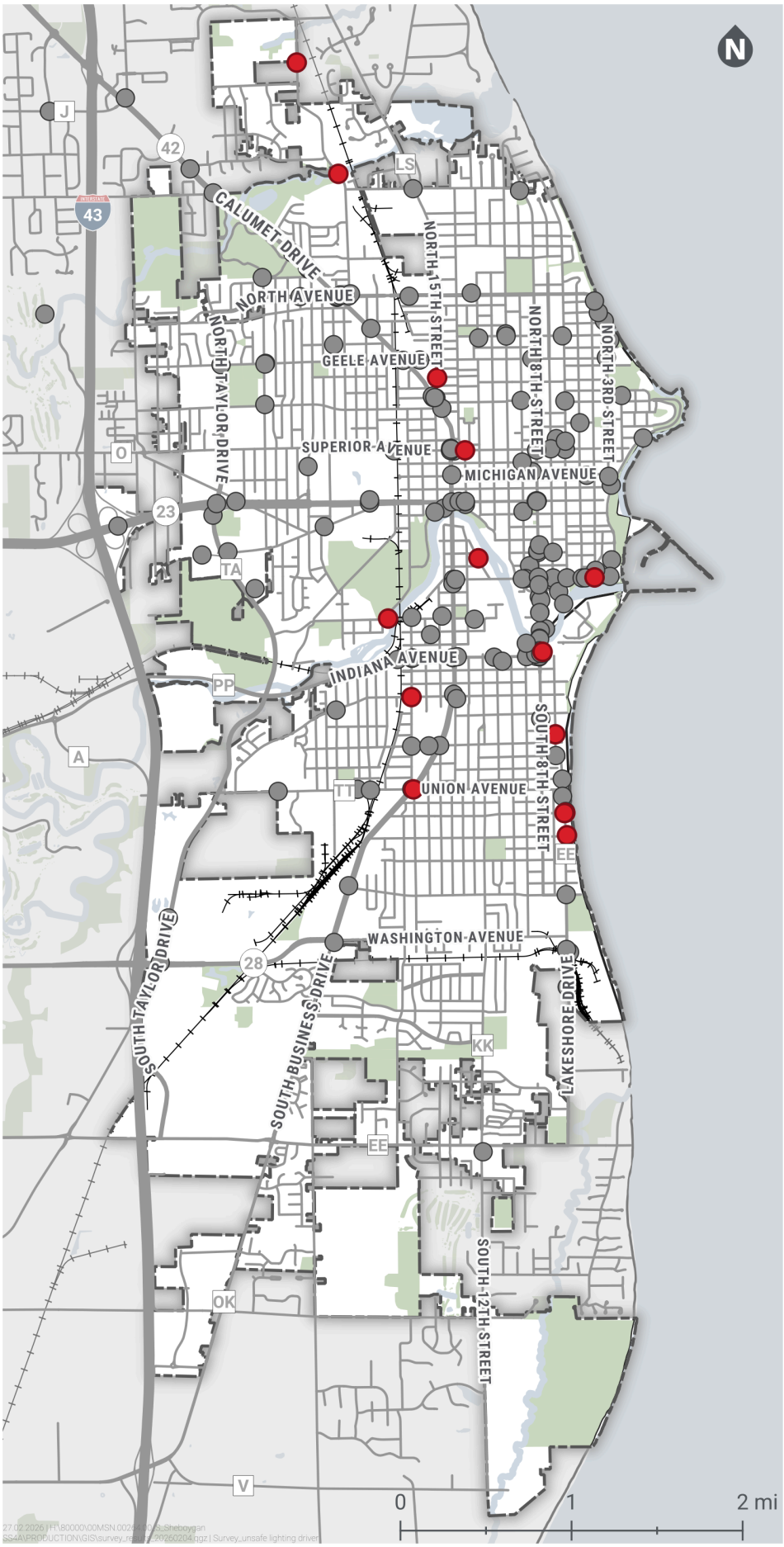


Locations Where Survey Participants Feel Unsafe Because:

- People drive too fast
- All other locations where survey participants feel unsafe

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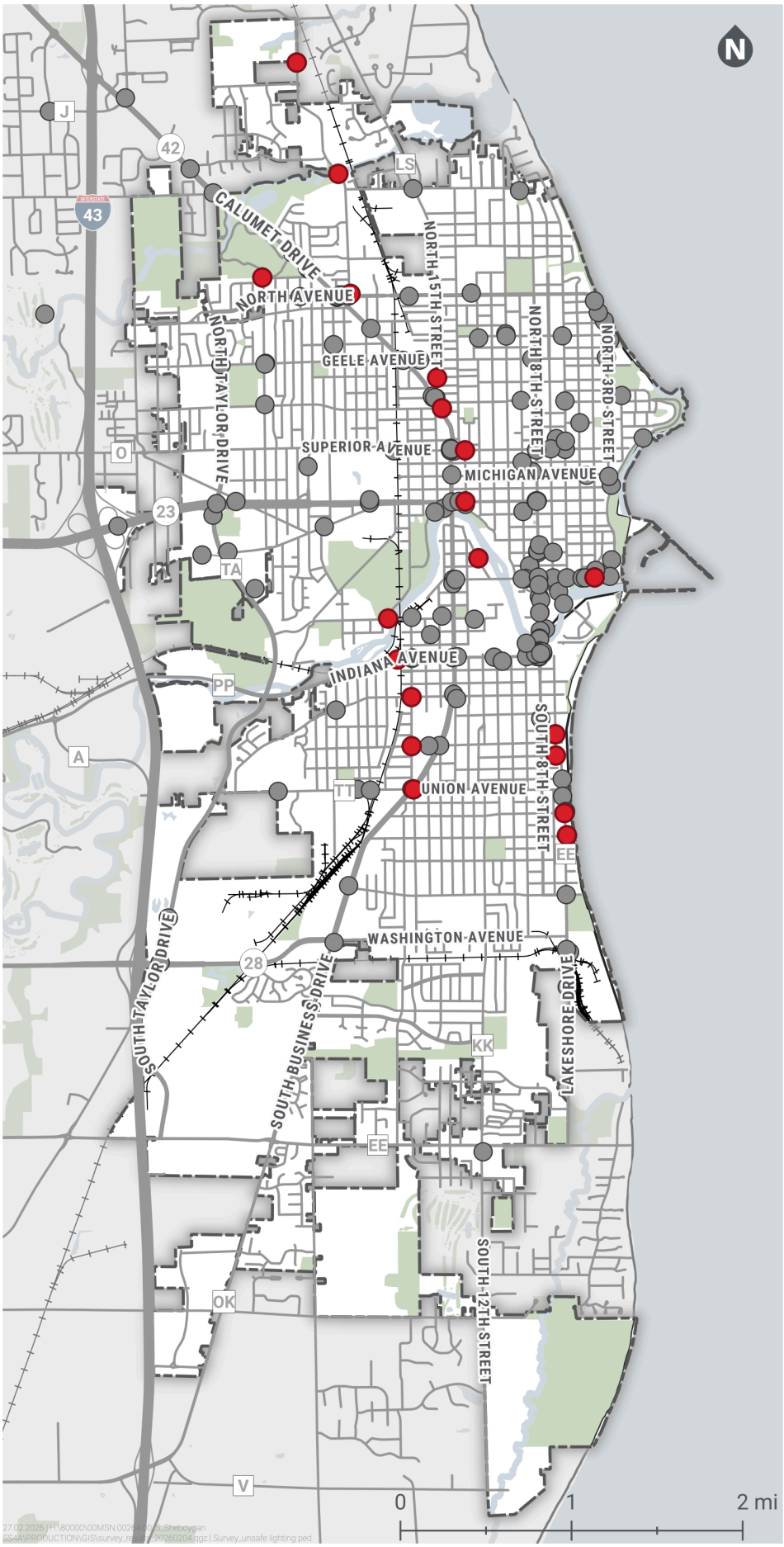


Locations Where Survey Participants Feel Unsafe Because:

- There is not enough lighting at night for driving
- All other locations where survey participants feel unsafe

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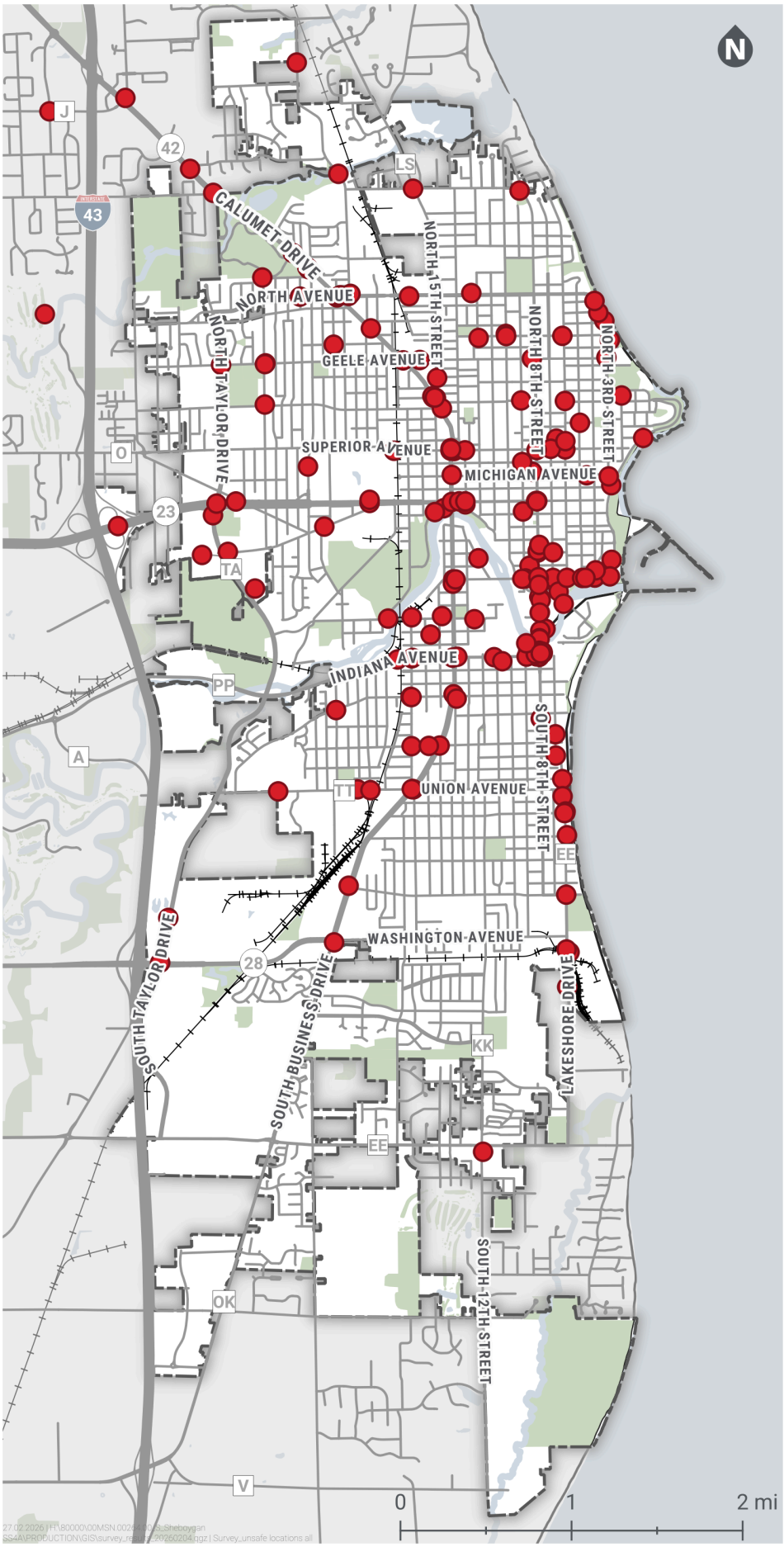


Locations Where Survey Participants Feel Unsafe Because:

- There is not enough lighting at night for pedestrians or bicyclists
- All other locations where survey participants feel unsafe

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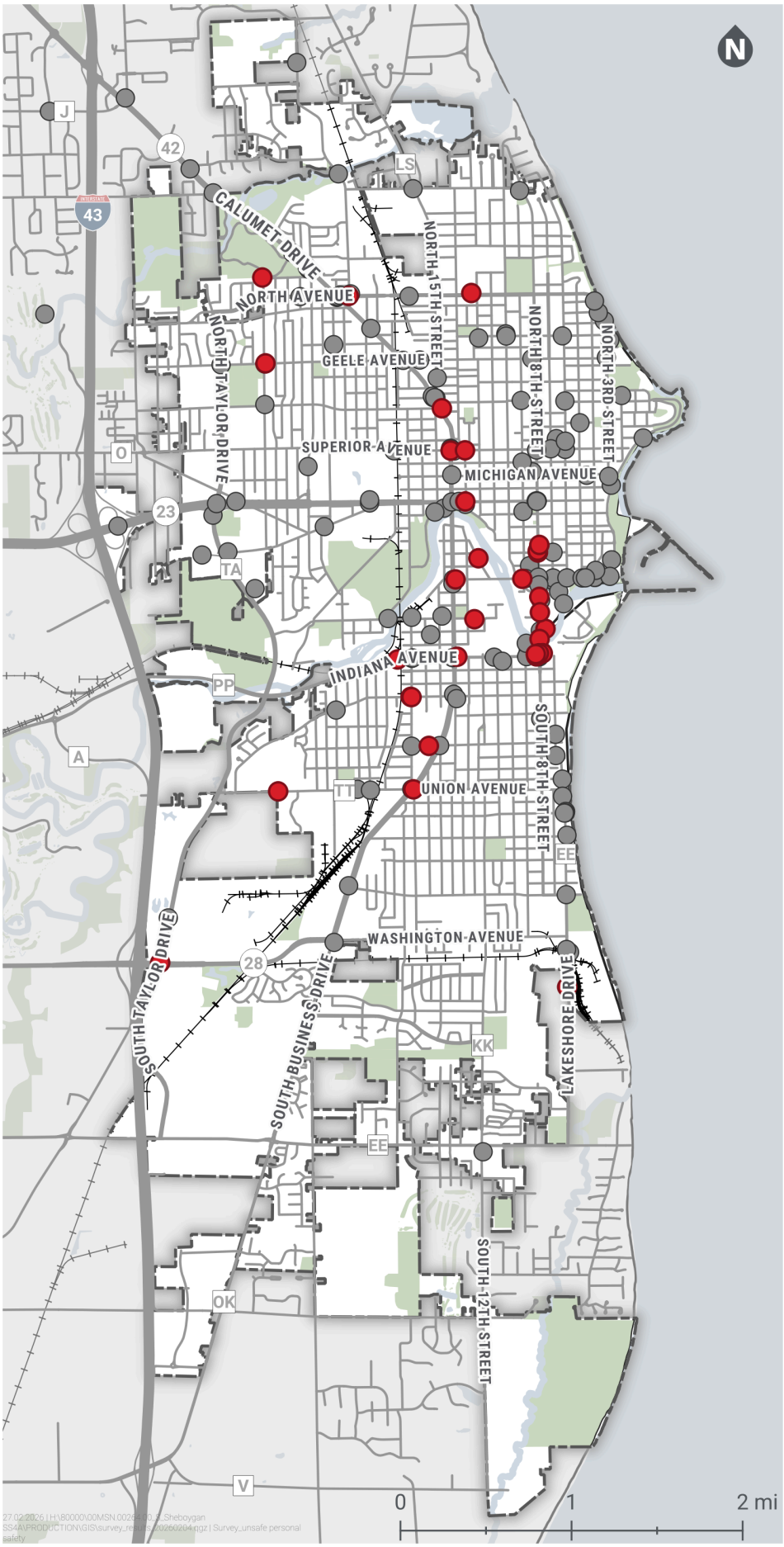


Locations Where Survey Participants Feel:

- Unsafe

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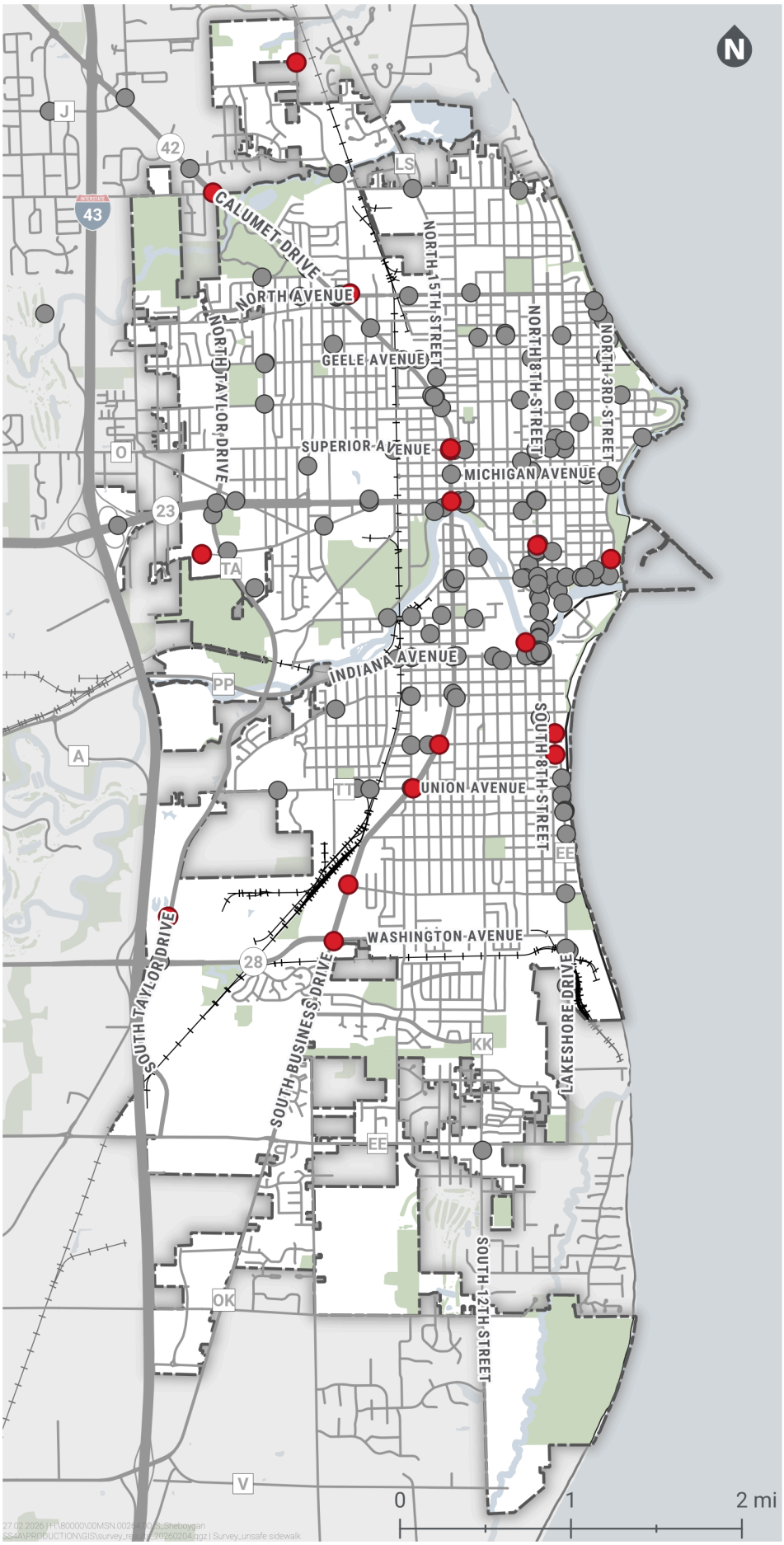


Locations Where Survey Participants Feel Unsafe Because:

- The participant has experienced personal safety issues or harassment at this location
- All other locations where survey participants feel unsafe

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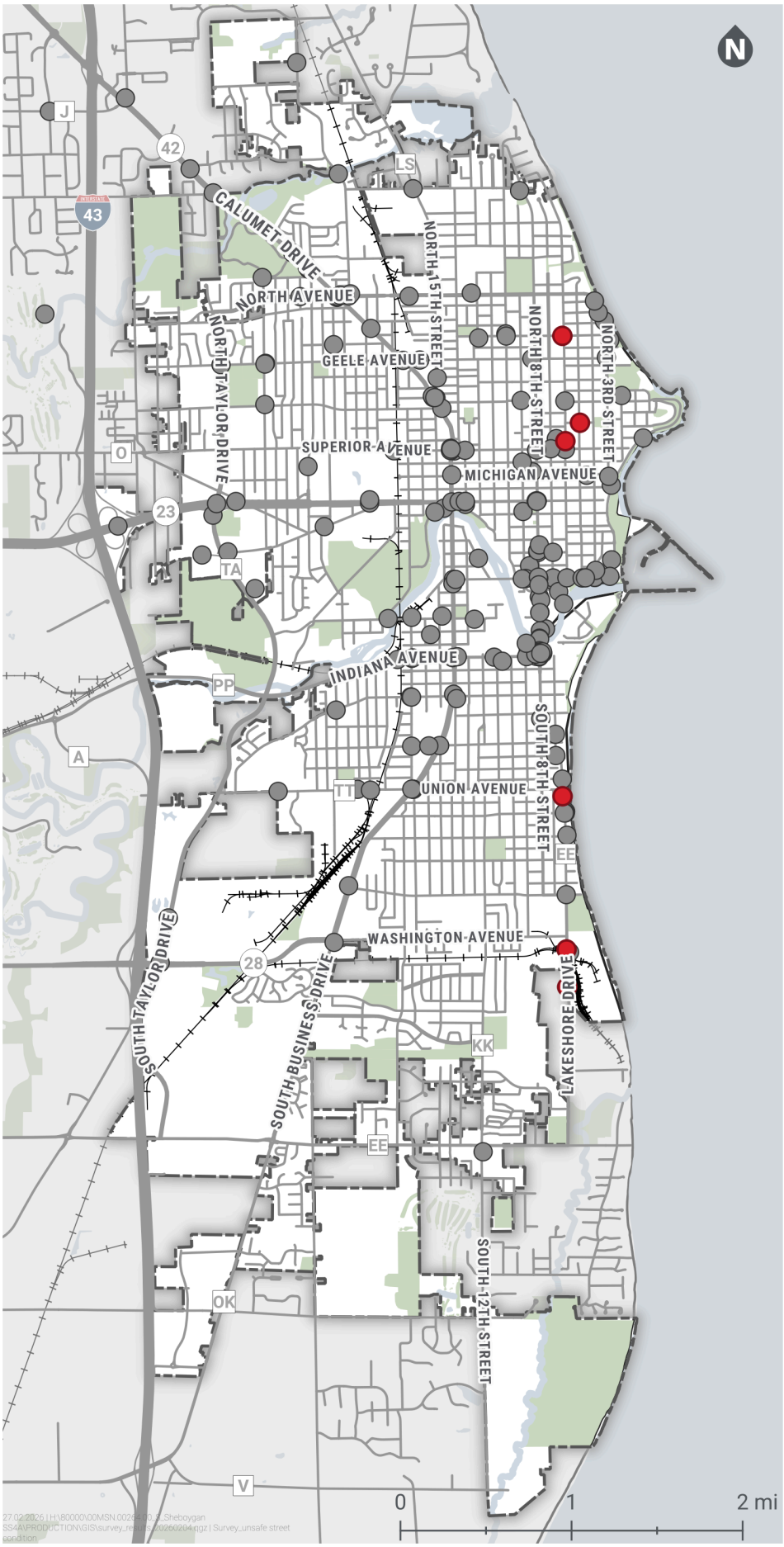


Locations Where Survey Participants Feel Unsafe Because:

- There are no or inadequate sidewalks
- All other locations where survey participants feel unsafe

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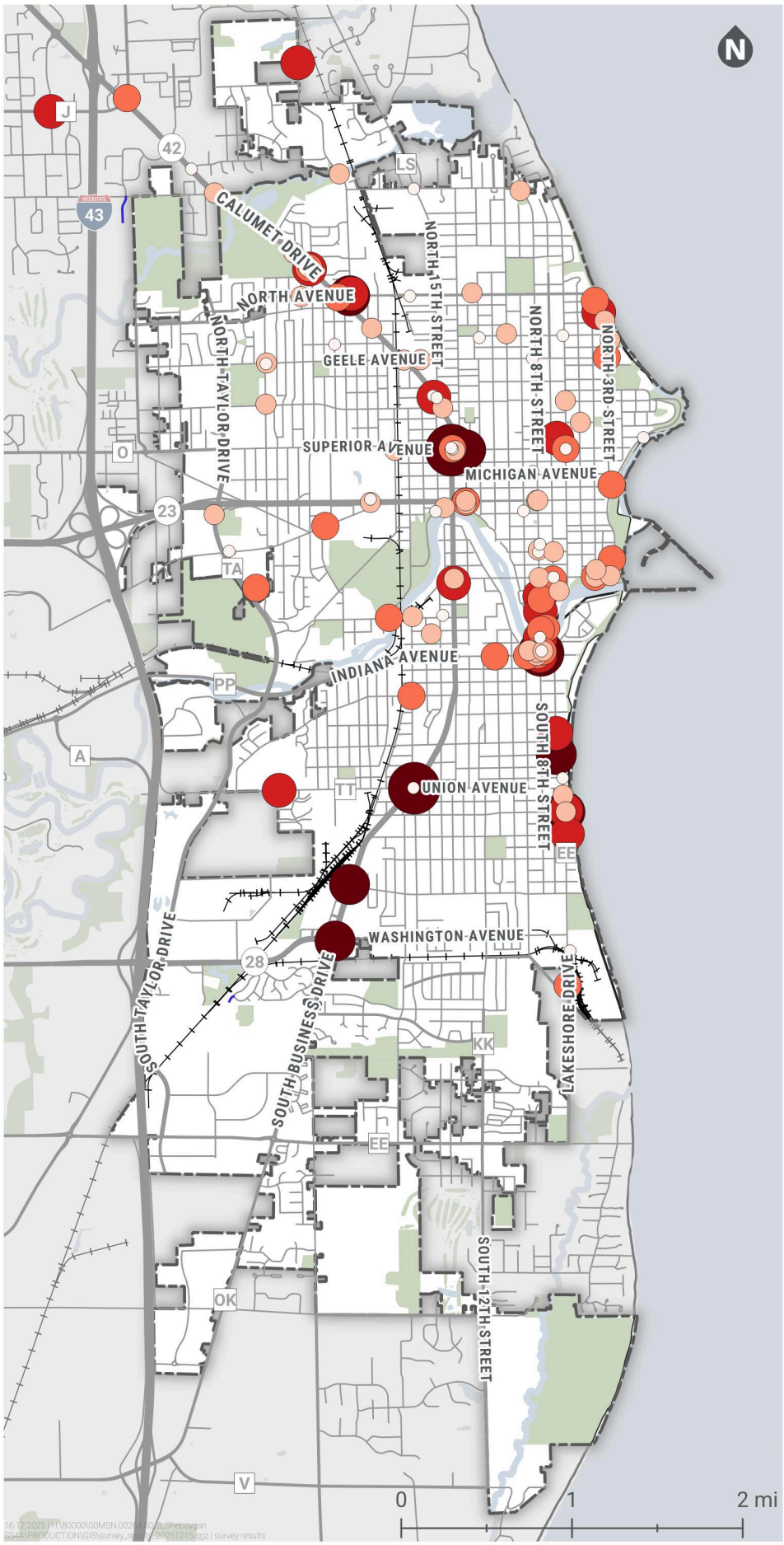
Locations Where Survey Participants Feel Unsafe Because:

- Street conditions are poor
- All other locations where survey participants feel unsafe

27.02.2026 | H:\80000\00MSN.0026\03_GIS\Sheboygan SS4A\PRODUCTION\GIS\survey_results_20260204.mxd | Survey_unsafe street condition

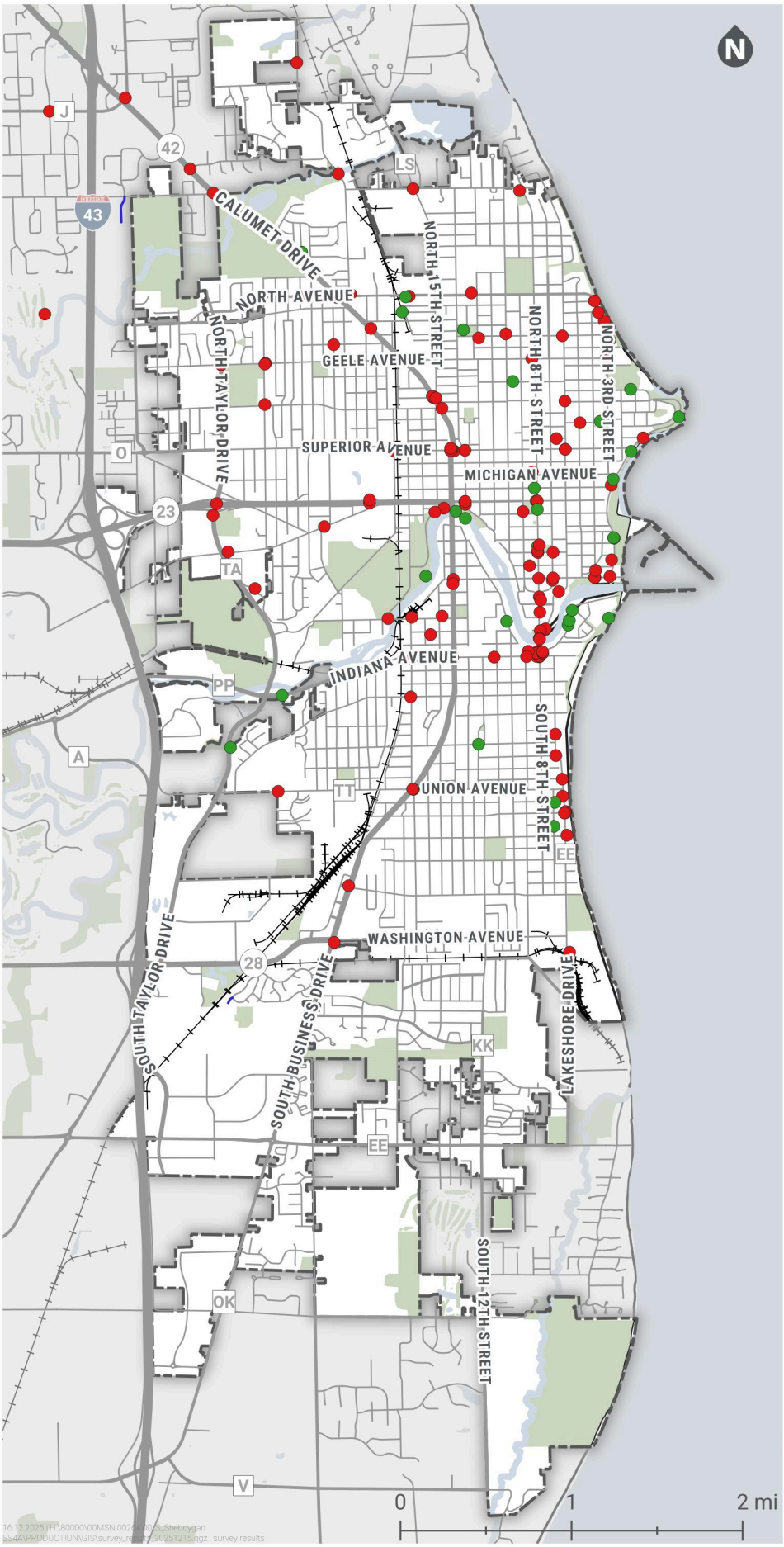
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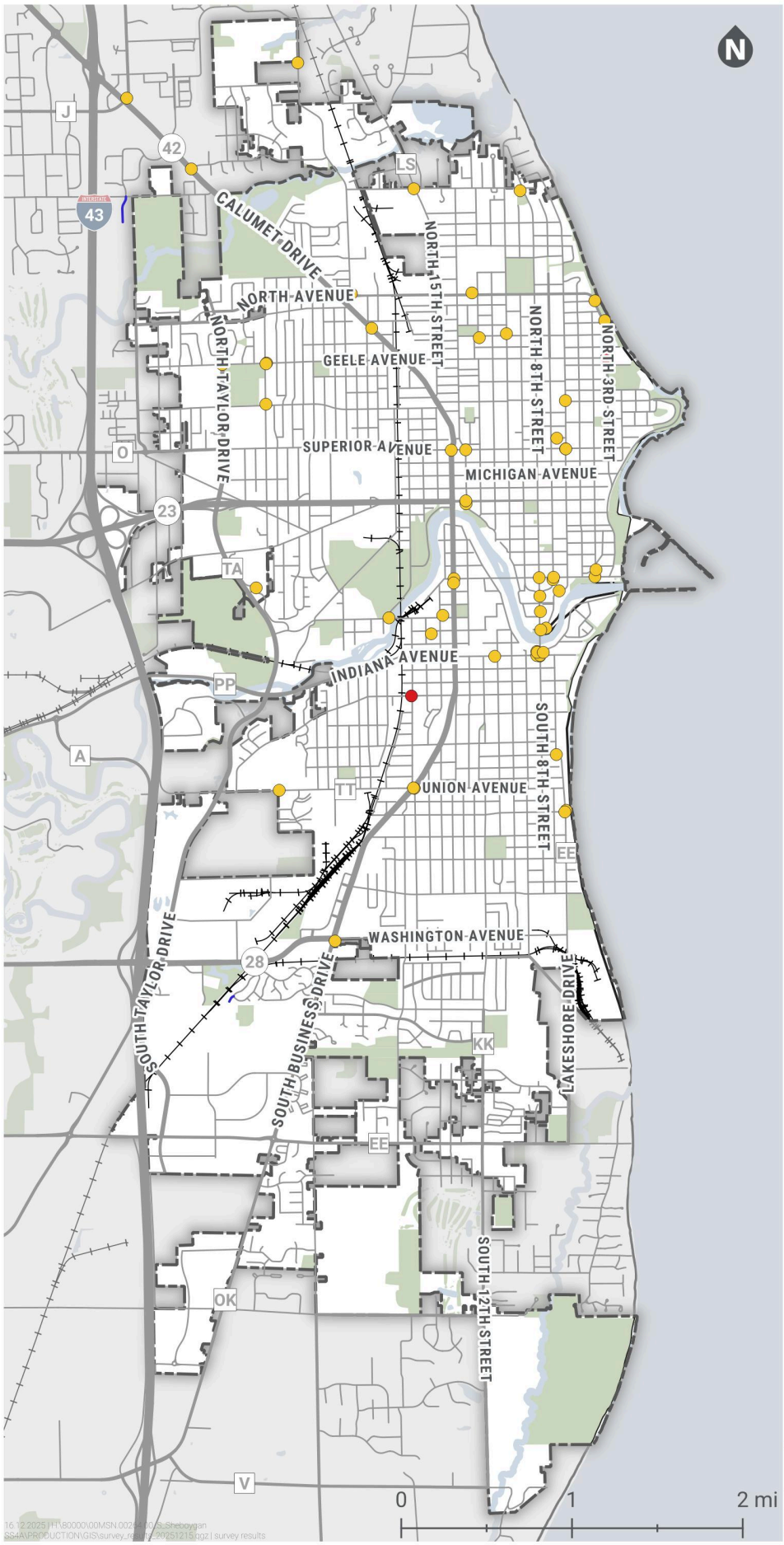


Survey Results

- Safe Location
- Unsafe Location

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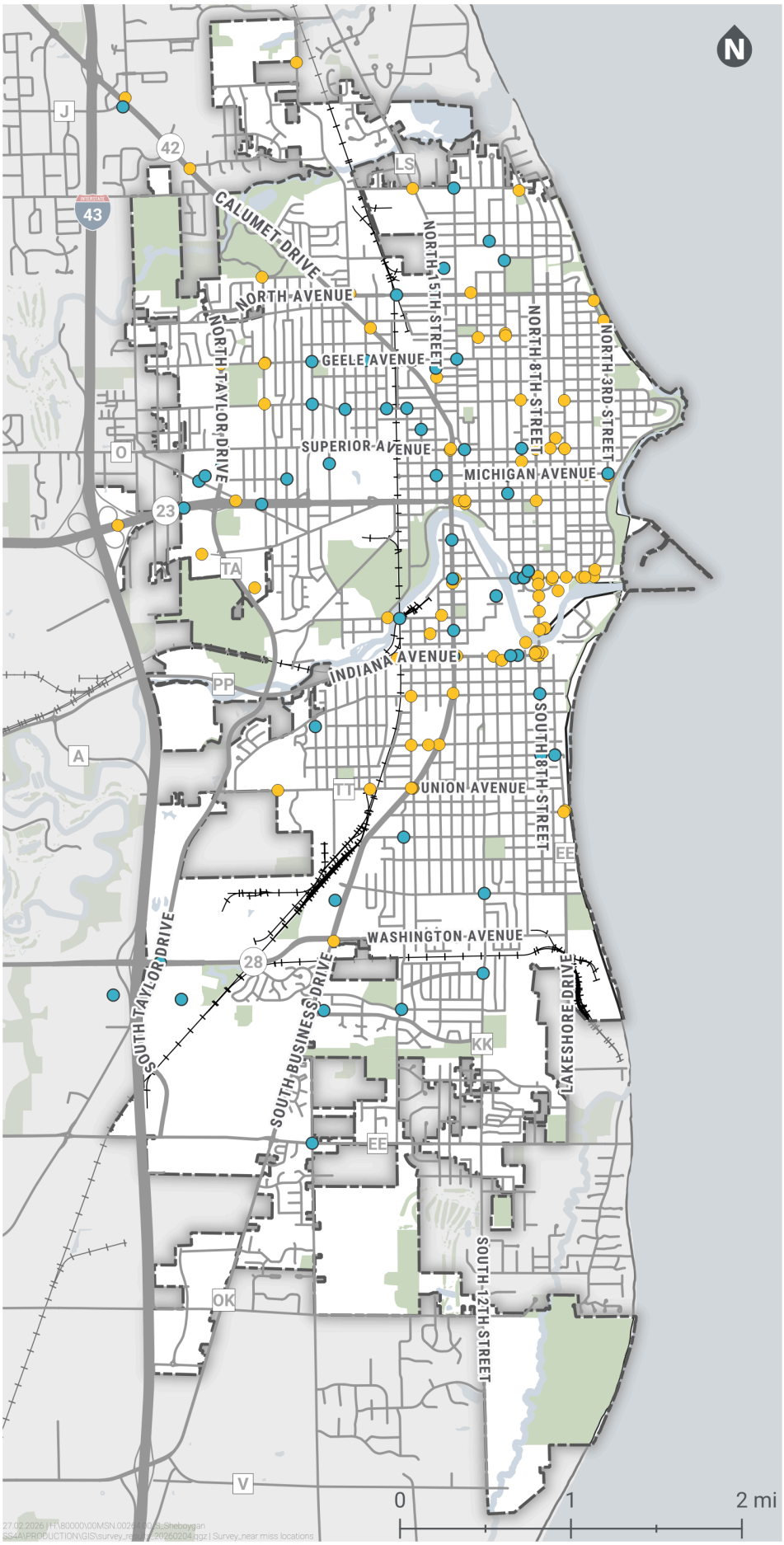


Survey Result: Near Miss

- I've been involved in a crash in this location
- I've had a near miss

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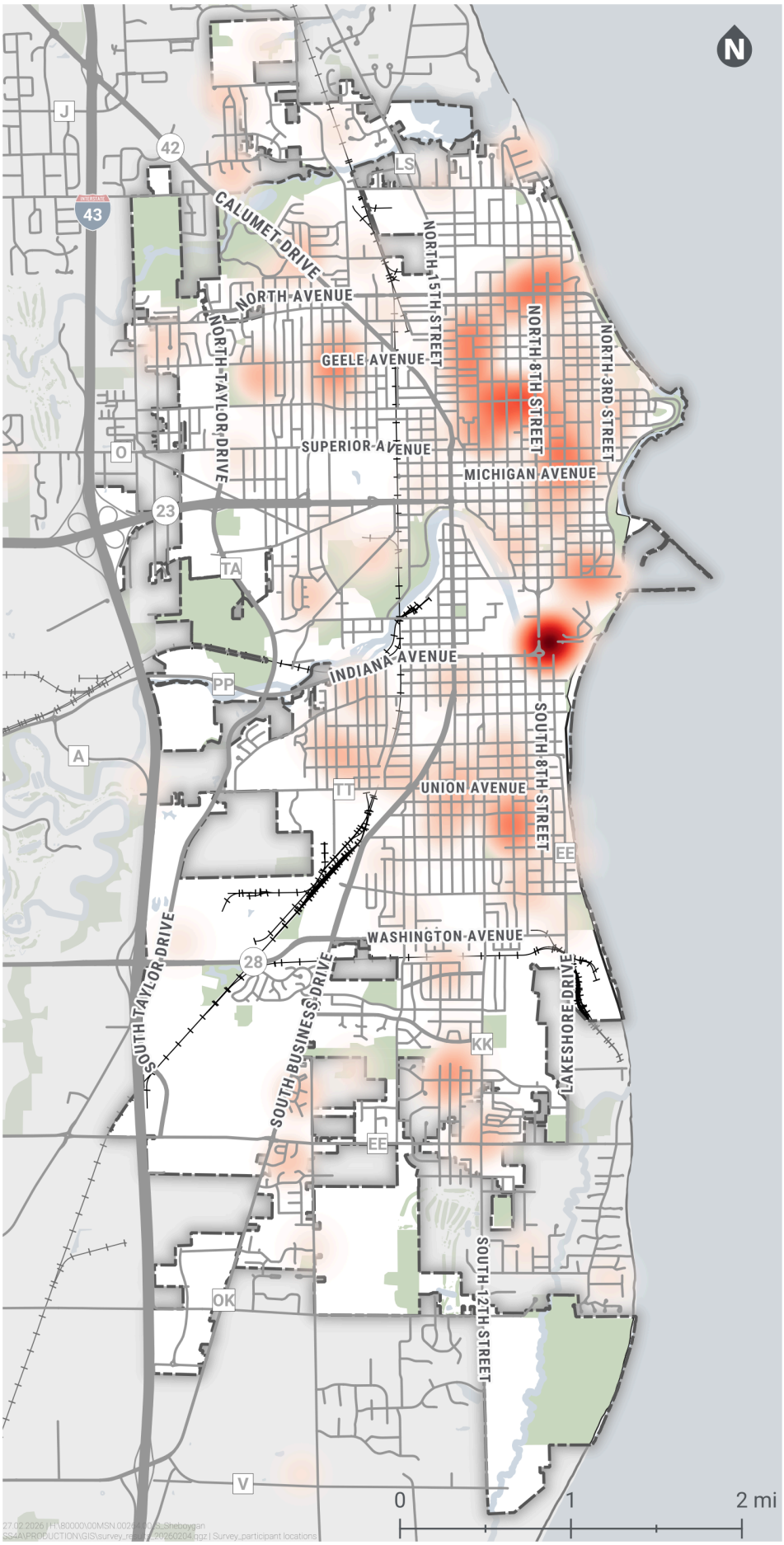


Near Miss Locations

- Reported by survey participants
- Reported by Shoreline Metro (2025)

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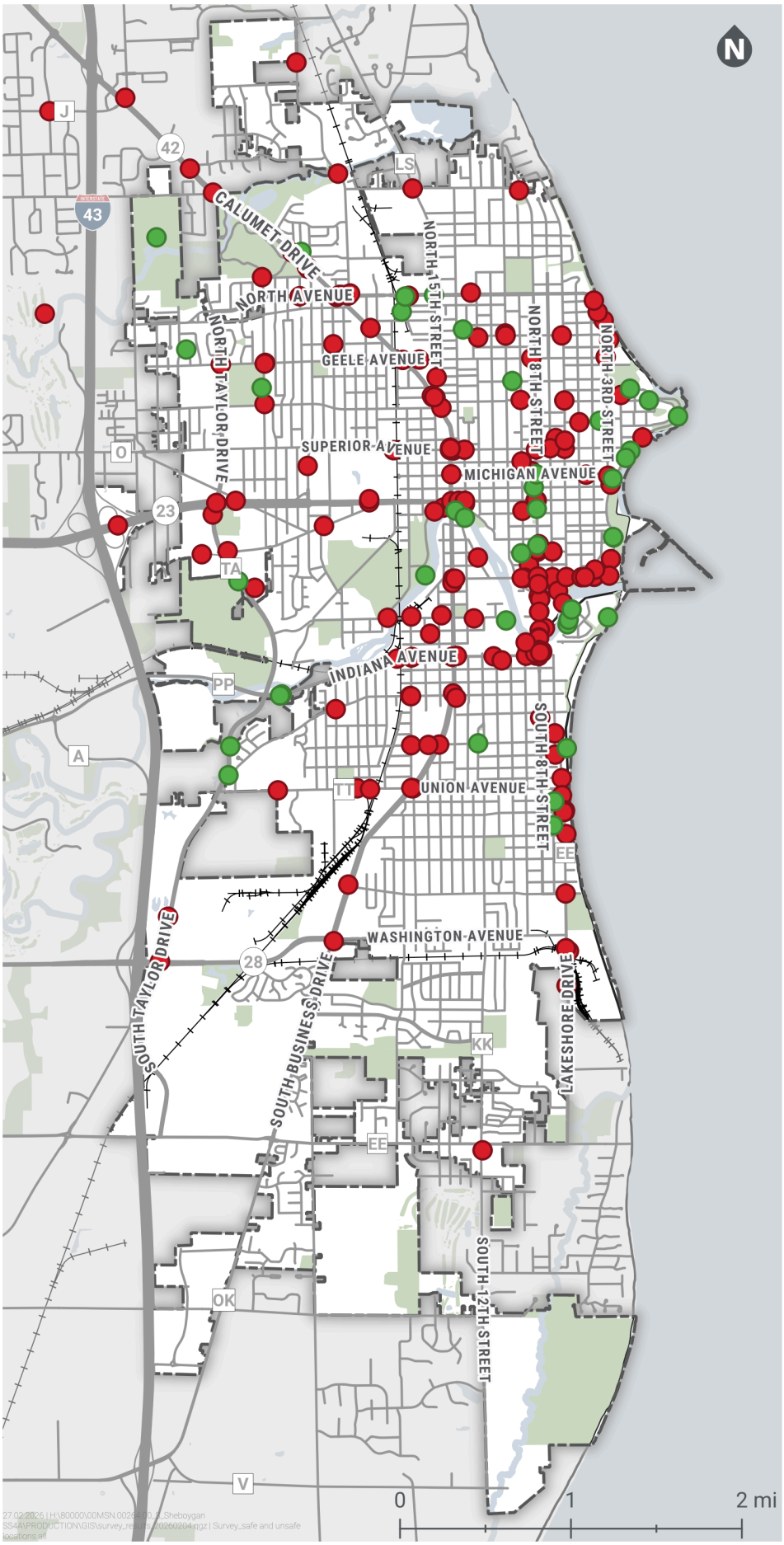
Survey Participant Location Density

More survey participants

Fewer survey participants

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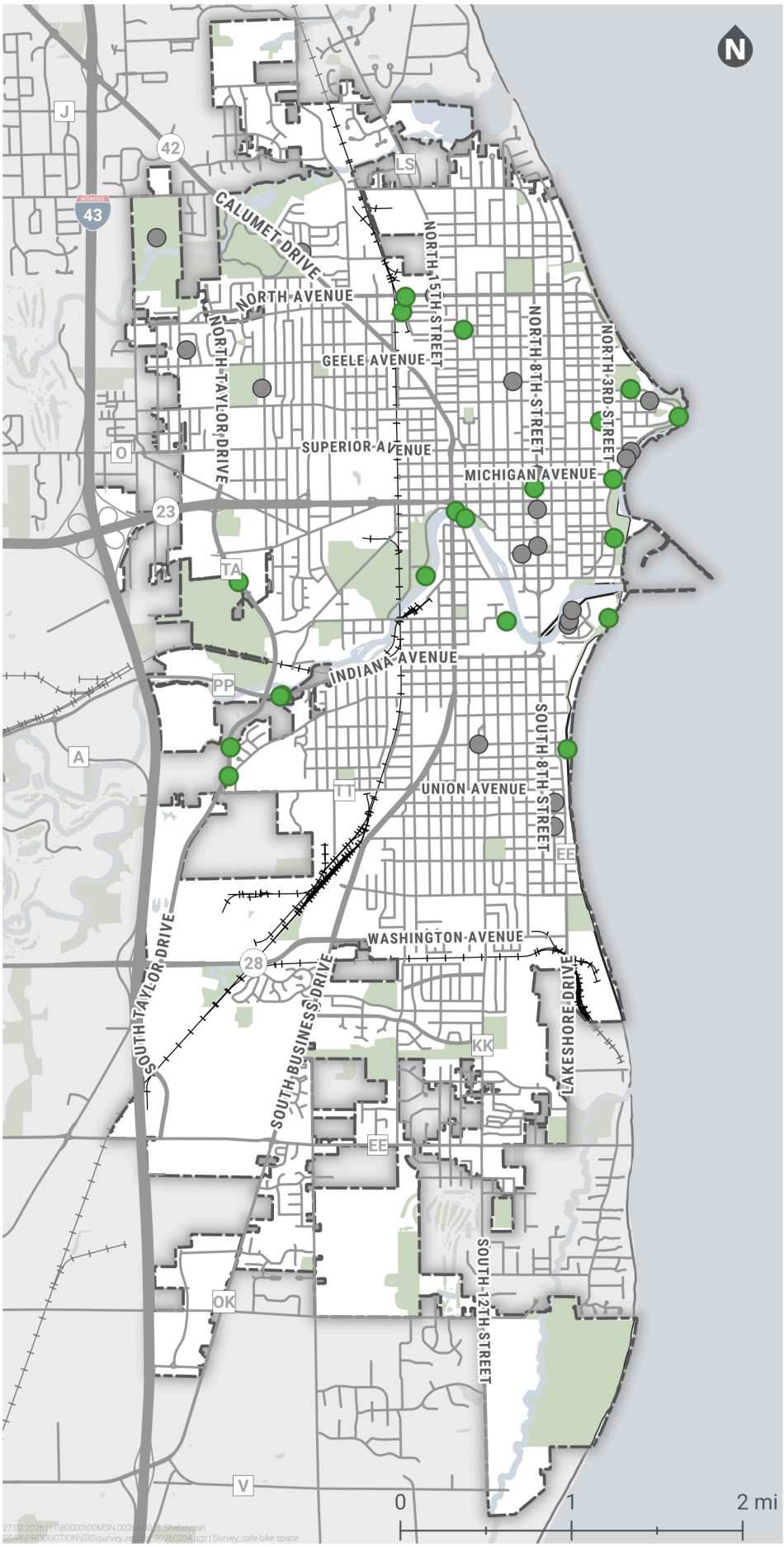
Locations Where Survey Participants Feel:

- Safe
- Unsafe

27.02.2026 | H:\80000\00MSN.0026\03_GIS\Sheboygan SS4A\PRODUCTION\GIS\survey_results_20260204.mxd | Survey_safe and unsafe locations.aprx

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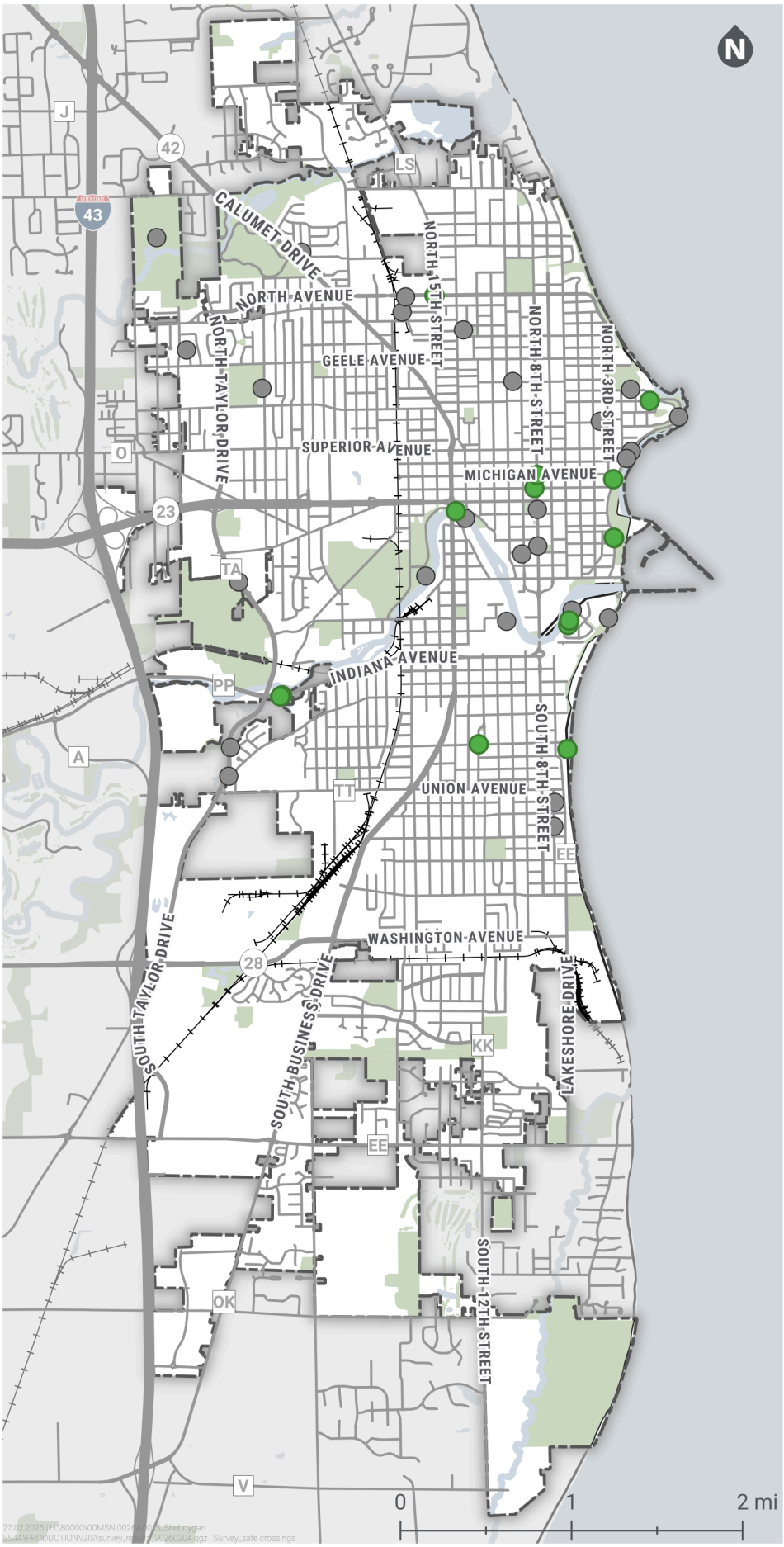


Locations Where Survey Participants Feel Safe Because:

- There are bicycle lanes or space for bicyclists
- All other locations where survey participants feel safe

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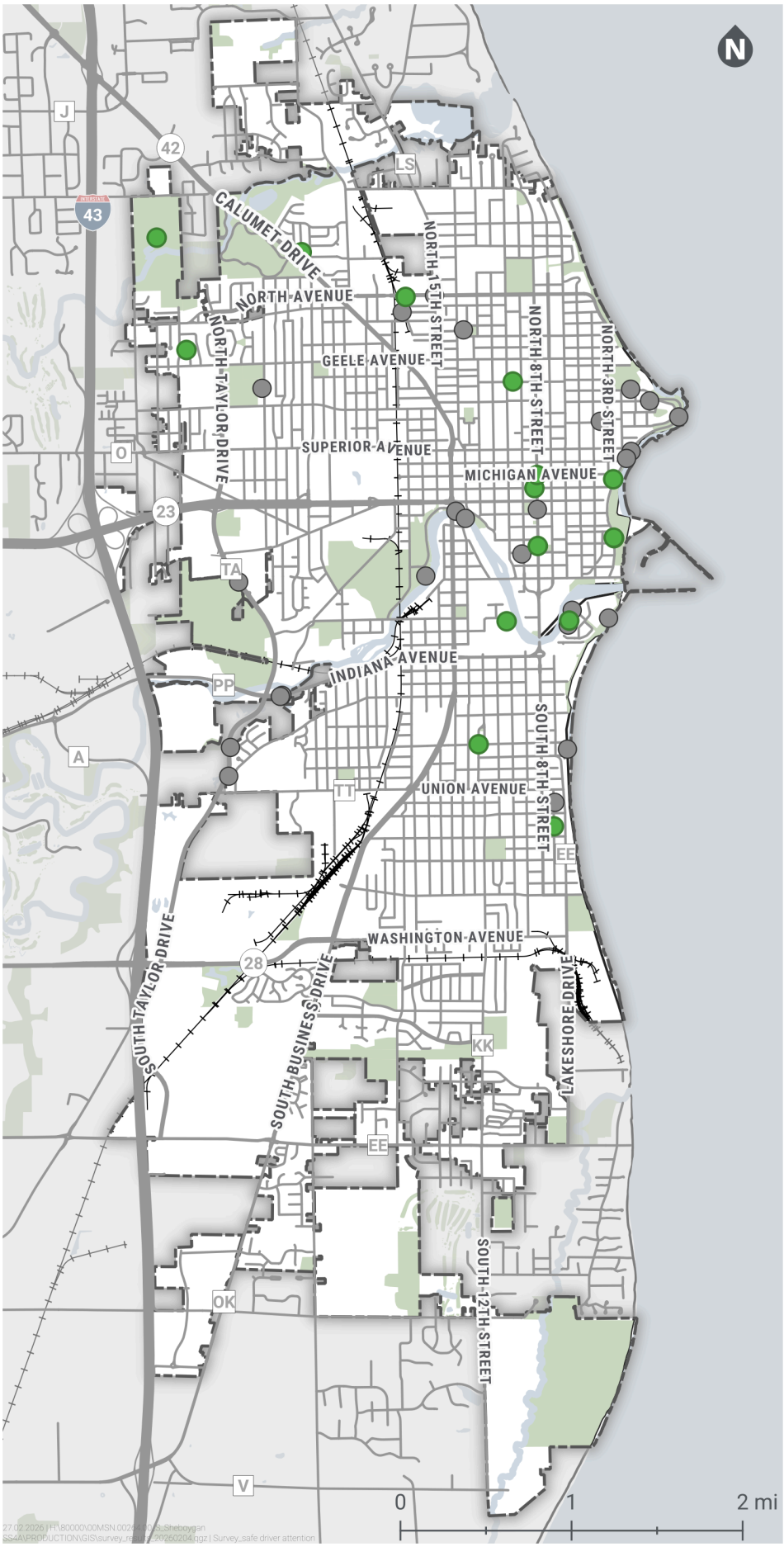


Locations Where Survey Participants Feel Safe Because:

- There are safe crossings
- All other locations where survey participants feel safe

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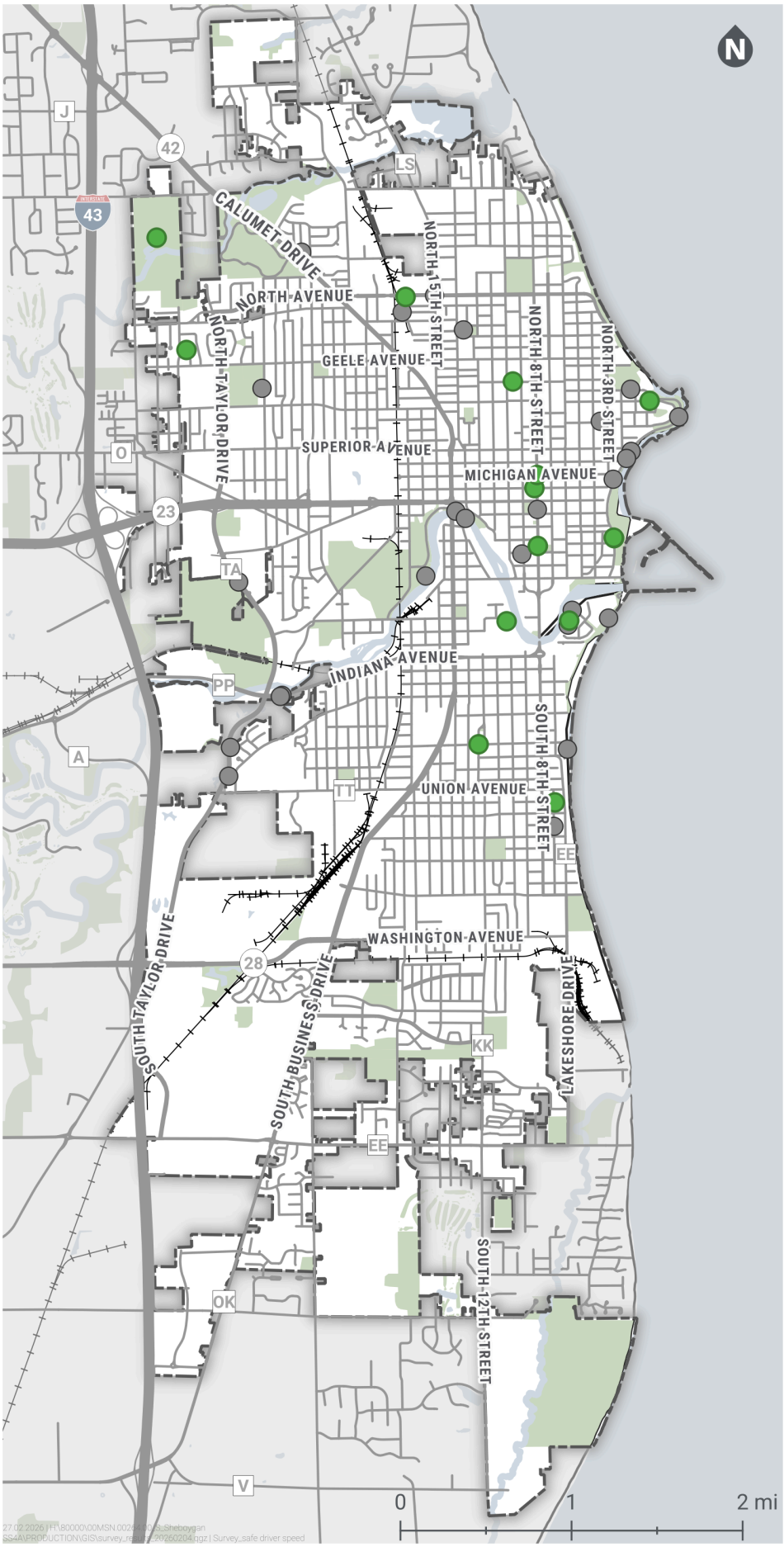


Locations Where Survey Participants Feel Safe Because:

- Drivers are paying attention
- All other locations where survey participants feel safe

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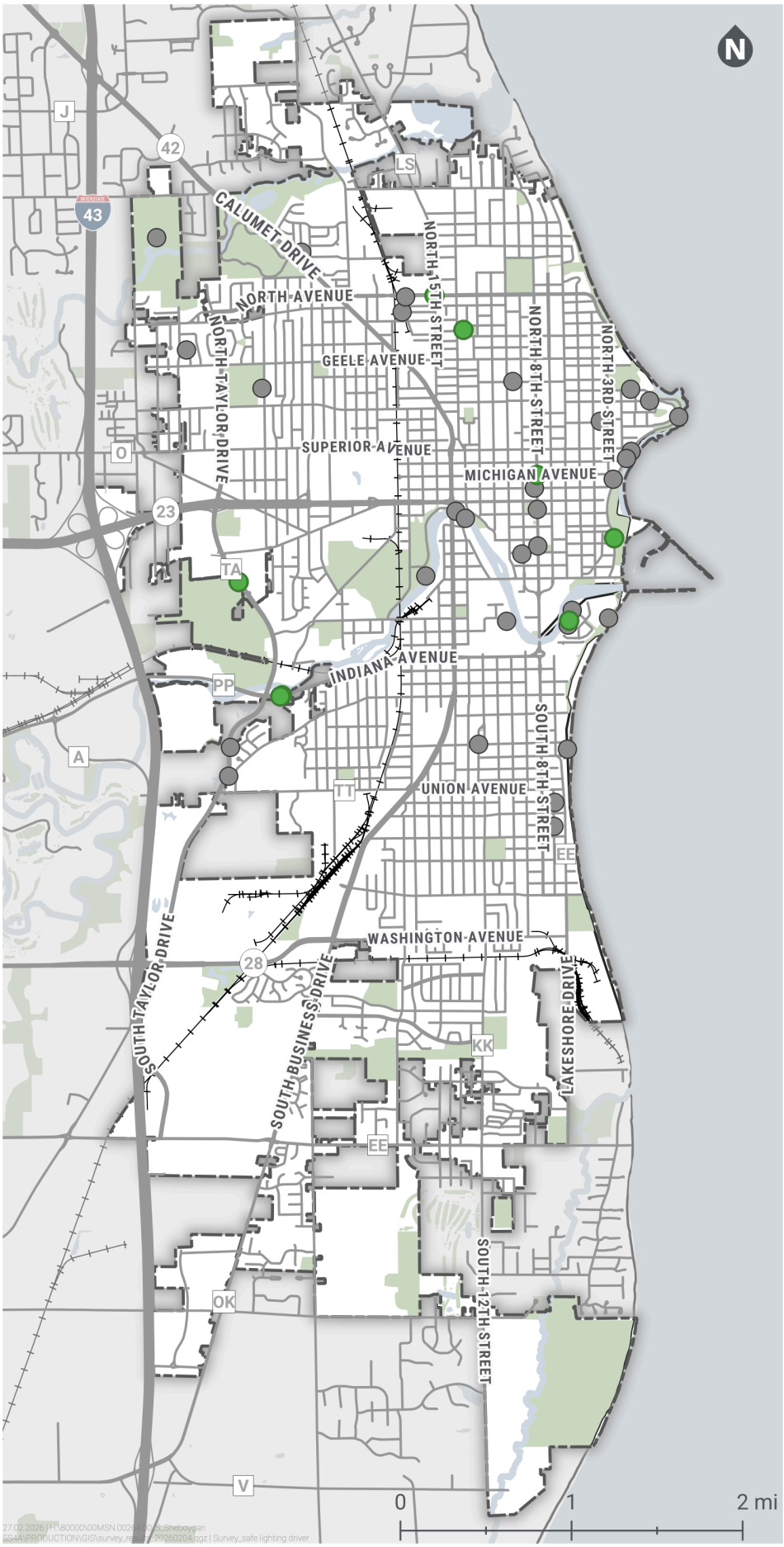


Locations Where Survey Participants Feel Safe Because:

- People drive at the speed limi or slower
- All other locations where survey participants feel safe

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Locations Where Survey Participants Feel Safe Because:

- There is enough lighting at night for driving
- All other locations where survey participants feel safe

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Print Date: 10/14/2025

Pigeon River

Woodland Rd

North Ave

Geele Ave

Saemann Ave

Erie Ave

Georgia Ave

Taylor Dr

N 13th St

N 11th St

N 10th St

N 9th St

N 8th St

N 7th St

N 6th St

N 4th St

S 8th St

S 10th St

S 18th St

Moenning Rd

Stahl Rd

S Frontage Rd

Sheboygan River

Black River

Lake Michigan

J

Y

AB

O

PP

TA

A

EE

KK

OK

V

42

43

28

23

I would love to get to a more private beach w/out going through someones backyard

bikers/skateboarders need to be aware how much speed they'll get from this hill, especially w/ a curve into rocks at the end *knowing a story from my sister*

Pedbike Separation on path

Connection from Taylor Dr bike trail to old plank road trail

Flooding issues

better wayfinding

needs improvement due to pkg

= No BREAK-OUT - FIXED!

= RAMPS

Data Sources;
Sheboygan County GIS (Streaming, 2025)
Sheboygan City GIS (Streaming, 2025)

0 1,000 2,000 Feet

Parks
Bike Lane
Bike Path
Bike Route
Trails
City of Sheboygan
Surrounding Municipality
River/Stream
Waterbodies

Public Input Map

Transportation Safety Action Plan

City of Sheboygan, Sheboygan County, Wisconsin

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Sheboygan Public Input Map Results

TOOLE DESIGN

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MEMORANDUM

June 12, 2026

To: Kevin Jump and Tom Moyer
Organization: City of Sheboygan
From: Kate Riordan and Sara Schooley, Toole Design
Project: Sheboygan Transportation Safety Action Plan

RE: Safety Days Engagement

On May 12 and 13, 2026, City of Sheboygan staff, along with staff from Metro Shoreline and consultants from MSA Professional Services and Toole Design ("Project Team"), hosted "Safety Days." Safety Days was a series of events aimed at engaging with residents throughout Sheboygan to gather community feedback on the Transportation Safety Action Plan (TSAP).

During the two-day "engagement blitz," Project Team members hosted 16 engagement opportunities and interacted with over 285 people. These engagement activities were designed to meet two objectives:

1. Share the draft priority projects and see if they reflect their transportation concerns, and
2. Educate community members on what countermeasures are used to address different safety issues.

This memo summarizes engagement activities and provides an overview of what the project team heard.

Pop-up Engagement

Project Team staff hosted seven pop-up engagement events at the locations listed below. These locations were selected for their diversity in attendees, geographic distribution throughout the city, and expected level of engagement.

- Shoreline Metro bus stop on N. 25th Street adjacent to Pick N' Save and the Aurora clinic
- Uptown Social
- Deland Park
- 3 Sheeps Brewing
- Paradigm Coffee + Music
- Downtown sidewalk at New York Avenue and 8th Street
- Sheboygan County YMCA

Project Team members also contacted the locations listed below to host pop-ups but did not receive a response.

- North High School
- South High School
- Culver's, 641 S. Taylor Drive
- Festival Foods, 595 S. Taylor Drive
- Piggly Wiggly, 2905 N. 15th Street

In addition to providing general information about the TSAP, Project Team members engaged community members in two activities:

1. **Crash matching activity**: Project Team members described the top three crash types in Sheboygan based on data analysis. Participants selected three cards that represented different countermeasures, or ways to reduce these crash types. They then "matched" these to the crash types by hanging them on a board next to a picture of that crash type.
2. **Priority project mapping**: Participants were able to look at a map that included priority projects based on data analysis. These projects included both intersections and corridors. Attendees placed pins on the map to show where they have concerns or experienced transportation issues. Participants could also add detailed comments using sticky notes.

Approximately 118 people participated in pop-up engagement activities.

Tiny Town Transportation

In partnership with librarians at Mead Public Library, the Project Team hosted two "Tiny Town Transportation" activities. The activities were geared towards children and included a paint-your-own car station and a "tape town" where they could drive their cars around a city created with tape on the floor. Project Team staff engaged with parents and caregivers through conversation and a mapping activity where participants drew or commented where they experience transportation safety issues.

About 100 people, including both children and adults, participated in the "Tiny Town Transportation" activities.

Demonstration Project Hosting

As part of the TSAP, the City of Sheboygan installed two demonstration projects, one on Wilson Avenue at 14th and Wedemeyer Streets, and one on Pennsylvania Avenue at 4th Street and Broughton Drive. These demonstration projects were installed on May 2, 2026, and had been on the ground for just over a week. During Safety Days, Project Team staff set up a table near the demonstration projects to talk with community members about these projects and their perceptions of them.

Residents could participate in two activities during demonstration project hosting:

1. **Before and after aerials**: Participants could look at aerial maps showing before and after conditions for the demonstration projects. The maps included call-out boxes with benefits of different design features. People could use a figurine to move through the project to see how they would walk, bike, roll, or drive through the new design.
2. **Leave a review**: Community members could place a pompom in a jar showing their "star rating" (between 1 – 5 stars) for the demonstration projects. They also had the opportunity to put written feedback on a sticky note.

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Project Team members were at the Wilson Avenue demonstration project during Wilson Elementary arrival and dismissal times. The hosting activity for the Pennsylvania Avenue project was moved to Mead Public Library due to inclement weather.

Project Team members spoke to about 42 people during demonstration project hosting.

Safety Audits

In collaboration with AARP, the Project Team held four safety audits throughout the city, which saw participation from 25 community members. Participants joined the Project Team for a guided walk or bike ride through an area of focus in the community to observe safety issues, facility or signage gaps, and recommend improvements along the audit route. Audits took place at the following locations:

- Pennsylvania Avenue (Broughton Drive to 8th Street) Walk Audit
- Wilson Avenue/Washington Avenue (15th Street to 12th Street) Walk Audit
- Downtown (8th Street/7th Street/Erie Avenue/Michigan Avenue) Walk Audit
- Northside (3rd Street/North Avenue/Shoreland 400 Trail) Bike Audit

Observations included:

- The sidewalk network is well established and mostly continuous.
- Curb ramps are generally not Americans with Disability Act (ADA)-compliant.
- The bike network is inconsistent and not safe for bicyclists.
- Signage and improved safety measures are needed.
- Speed limits were generally not observed by drivers, though speeds did slow near the demonstration project areas.
- A larger buffer between people walking and the street is needed in certain locations, along with additional streetscaping features like street trees, benches, other plantings, etc.

What We Heard

Throughout the two days of engagement, community members placed 76 pins on a map, 76 written comments, and placed 27 pompoms in jars to rate the demonstration projects.

Map Points

The following intersections received the most pins (three each):

- Broughton Drive & 3rd Street
- Calumet Drive & 15th Street
- Erie Avenue & 14th Street
- Indiana Avenue & 14th Street
- Union Avenue & S. Business Drive

Of these intersections, Calumet Drive & 15th Street and Indiana Avenue & 14th Street had already been identified as priority projects.

The following streets received the most pins at intersections along the corridor:

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- 14th Street (12 pins)
- Erie Avenue (9 pins)
- S. Business Drive (8 pins)
- Pennsylvania Avenue (7 pins)
- 8th Street (7 pins)

All the corridors listed are already identified as priority projects.

Written Comments

Three main themes emerged from the written comments received:

- **Unsafe driving behavior is a top concern**
  - Many attendees reported experiencing drivers speeding, people running stop signs or lights, and drivers not yielding to people walking.
- **Some intersections are seen as confusing or poorly designed**:
  - The Indiana Avenue rotary was frequently cited as confusing or a location that people do not know how to navigate.
  - There was a general sense of confusion from attendees around how and why stop or yield signs are placed.
- **There is need for more bike and pedestrian infrastructure**:
  - Participants expressed a need for more safety features near schools and in busy corridors.
  - People noted that a lot of bike infrastructure ends abruptly and they want more connections between existing bike infrastructure.

Demonstration Projects

Due to inclement weather, the Project Team was only able to directly engage with community members at the Wilson Avenue demonstration project. This demonstration project received an overall star rating of 4.67, with nine people selecting 4 stars and 18 people selecting 5 stars. People noted that visibility has improved, crossings are easier, and people driving are slowing down. They also commented that parking impacts need to be investigated.

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APPENDIX C: HIGH INJURY NETWORK MEMO

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MEMORANDUM

August 14, 2026

To: Kevin Jump and Tim Moyer
Organization: City of Sheboygan
From: Sara Schooley, Lucas Yu, and Teresa Chang, Toole Design
Project: Sheboygan SS4A
Cc: Sara Schooley

Re: DRAFT Task 1 Safety Analysis - High Injury Network

DRAFT

This memo documents **High Injury Network** (HIN) development process and results for the Sheboygan SS4A. The HIN will help inform project locations and types for the ongoing Sheboygan Safe Streets and Roads for All (SS4A) Plan effort.

High Injury Network

HINs are developed using a reactive, crash density-based roadway analysis. This analysis uses a modified sliding window analysis approach, smoothing crash data across corridors to identify roadway network segments with relatively high densities of reported crashes between 2020 through 2024. This is achieved through a sequence of analysis steps:

1. Roadway re-segmentation
2. Crash assignment and segment scoring
3. Percentile ranking and selection

For this project, the crash analysis focuses on reported K (fatal), A (incapacitating injury), B (non-incapacitating injury), and C (possible injury) crashes (excluding property damage only crashes).[1] Crashes for all mode types - pedestrian, bicycle, vulnerable road users (VRUs, which is the combination of both pedestrian and bicycle crashes), and motor vehicle - were used to develop an All Modes HIN along with mode-specific HINs for pedestrians, bicyclists, VRUs, and drivers.

To further distinguish between roadways with different characteristics, the roadway network was separated into two “jurisdiction categories” – Major Road Network (State and County Highway) and Local Road Network (Local Street and Named Private Roads).

[1] More information about how crashes are assigned can be found at https://highways.dot.gov/media/20141

Analysis Methodology

Roadway Re-segmentation

Using the roadway centerline dataset, all roadways in the City of Sheboygan were re-segmented into uniform lengths. This process involved first dissolving roadway geometries by the street name, then segmenting the corridors into standard 0.1-mile segments.

Crash Assignment and Segment Scoring

Once roadways were re-segmented, all reported crashes were assigned to roadway segments. To capture patterns that continued through intersections and to account for inaccuracies in exact crash geolocations, each crash was assigned to all segments within 25 feet of the crash's geocoded location. This means that for a continuous corridor (that are being segmented into multiple segments for HIN analysis), if the crash occurs near one end of the segment, it will be counted to the next segment as well. While this type of "double counting" is less desirable on continuous corridors than at intersections, because each segment is significantly longer than the search radius (0.1 mile versus 25 ft), this type of double counting does not significantly change the results.

When developing the HIN, it is important to understand overall crash patterns but especially important to reflect the most serious crashes (K or A crashes). Crashes with higher severity levels were given additional weight to create an HIN that helps City staff and partners focus on areas where fatal and life-altering crashes occur (**Table 1**).

Table 1. Crash severity scores

Severity Level	Description	Score
K	Fatal	3
A	Incapacitating Injury	3
B	Minor Injury	2
C	Possible Injury	1
O	Property Damage Only	0
U	Unknown	0

Next, the project team applied a modified sliding window analysis, smoothing data across adjacent segments. This approach distributed the score associated with each crash between the segment the crash was assigned to as well as two segments on either side. The relative portion of the crash score assigned to each segment varies by its distance from the center segment and decreases linearly. This creates a pyramid-shaped distribution of each crash's score across up to five adjacent segments, shown in **Figure 1** on the following page. These distributed crash scores are then totaled and used as the final crash score for the given segment.

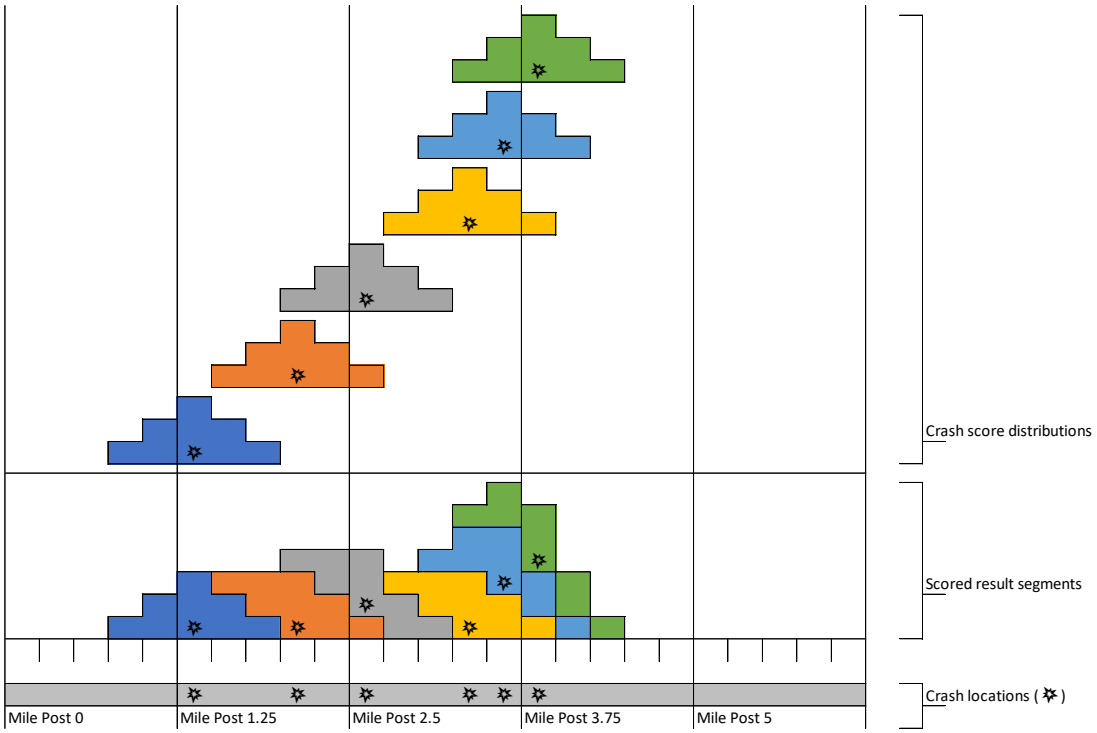


Figure 1. Sliding Window Analysis and Crash Distribution Schematic

Percentile Ranking and Selection

After completing the sliding window analysis, results were evaluated using distributed crash scores to identify the highest-scoring roadway segments. For both jurisdiction categories, cumulative plots of roadway mileage versus crash score were generated to visualize crash distribution across the network and to locate diagonal intersection points (also known as Pareto points). These points indicate thresholds where X% of roadway accounts for (100–X)% of severity scores. For example, if the cumulative curve intersects the diagonal line at the 15% mark, it means 15% of roadways account for 85% of crash scores. **Figure 2** - **Figure 4** shows cumulative plots for Local Road Network, by crash mode.

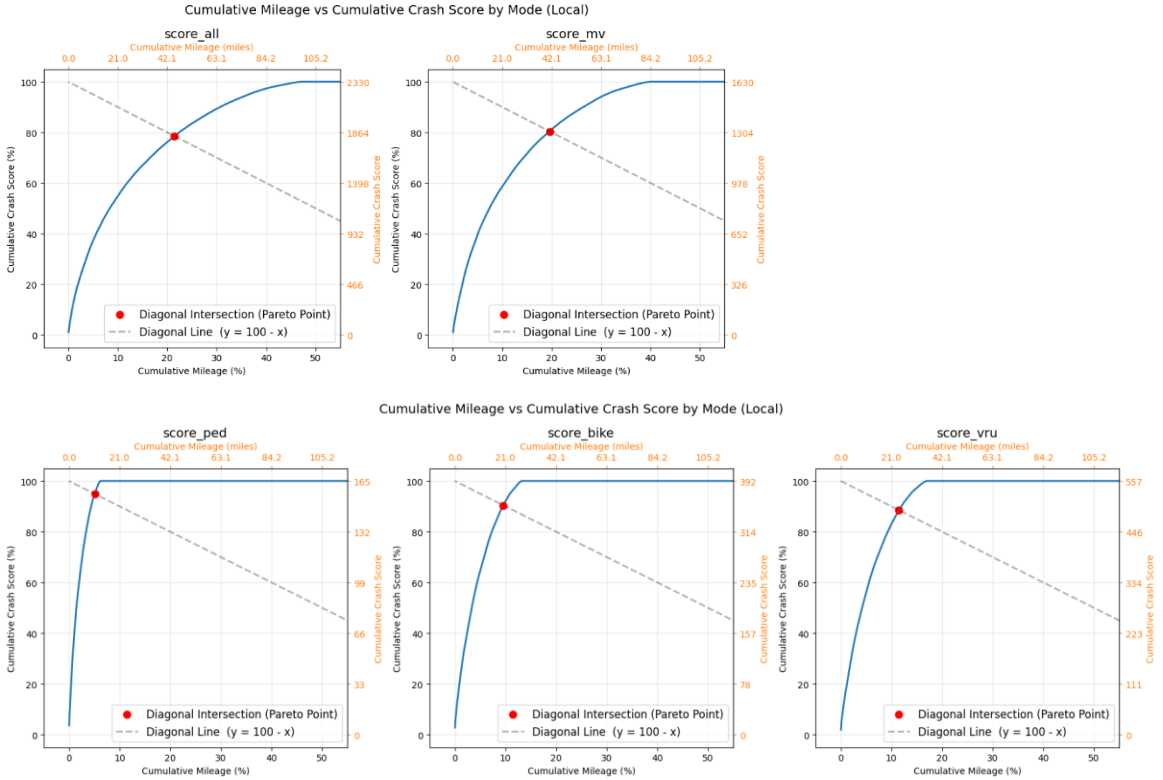


Figure 2. Cumulative Crash Score and Roadway Mileage Plot for Sheboygan's Local Road Network

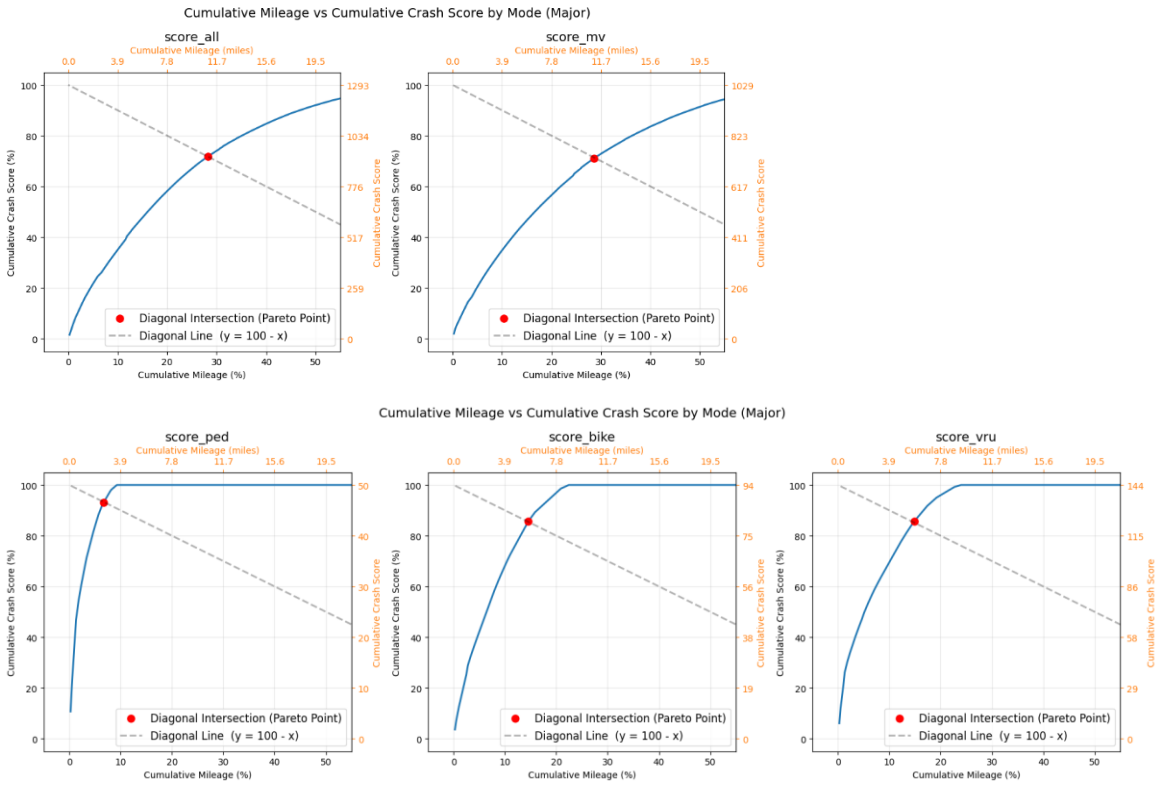


Figure 3. Cumulative Crash Score and Roadway Mileage Plot for Sheboygan's Major Road Network

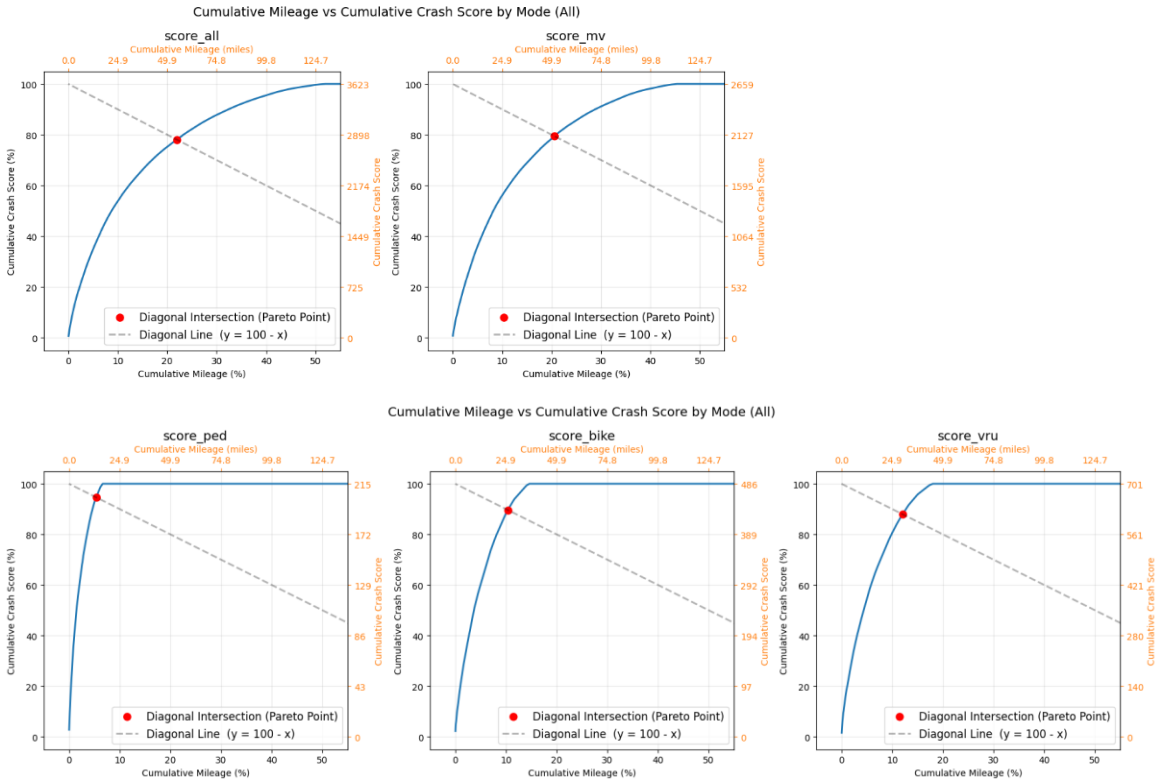


Figure 4. Cumulative Crash Score and Roadway Mileage Plot for Sheboygan's Overall Road Network

As shown in the figures, the diagonal intersection point for motor vehicles is further to the right on the x-axis compared to other modes, indicating that motor vehicle crashes are more spread out on the roadway network compared to VRU crashes. Between local and major road networks, motor vehicle crashes are even more spread out on major road networks, suggesting a more even distribution of crash risks. The plots show that about 80% of VRU crash scores (bike + ped combined scores) occur on less than 10% of the overall road network. This could potentially mean that lower cost systemic safety improvements would be better suited for motor vehicle safety, and opportunities for more targeted countermeasures for vulnerable road user-related crashes are present, since these crashes are more concentrated in specific locations.

Results

Three sets of HINs were generated: one for the Local Road Network, one for the Major Road Network, and one for the Overall Road Network. The project team used the cumulative plots' diagonal intersection points (**Figure 2 - 4**) to set each HIN's target roadway mileage and cumulative crash score cutoffs (rounded to nearest 5%) (**Table 2**). As shown in the table, for both jurisdictional categories, pedestrian and bicycle related crashes are more concentrated compared to motor vehicles, with more than 80% of the crash scores occurring on less than 15% of the roadway network.

Table 2. HIN Summary by Jurisdiction and Mode

Jurisdictional Category	Mode	Roadway Miles Included HIN (miles, % of Total)		Severity Score Captured by HIN (Score, % of Total)		Minimum Severity Score Per Mile
Local Road Network	All Mode	210.4	20%	1773.5	76.1%	12.0
	Pedestrian	10.4	5%	155.2	94.1%	4.4
	Bicycle	21.0	10%	360.3	91.9%	6.4
	VRU	21.0	10%	462.0	82.9%	8.4
	Motor Vehicle	42.0	20%	1321.4	81.1%	9.3
Major Road Network	All Mode	11.7	30%	957.5	74.1%	40.3
	Pedestrian	1.9	5%	41.5	83.1%	9.0
	Bicycle	5.8	15%	81.2	86.4%	6.7
	VRU	5.8	15%	123.2	85.6%	10
	Motor Vehicle	11.6	30%	748.5	72.8%	33.3
Overall Road Network	All Mode	49.8	20%	2724.0	75.2%	15.7
	Pedestrian	12.5	5%	199.1	92.6%	5.0
	Bicycle	24.9	10%	428.6	88.2%	6.4
	VRU	24.9	10%	564.4	80.5	8.5
	Motor Vehicle	49.8	20%	2084.6	78.4%	12.0

Additionally, the minimum severity score for the Major Road Network motor vehicle HIN is significantly higher than the Local Road Network HIN (40.3, as compared to 12.0), indicating that more motor vehicle crashes happen per mile on Sheboygan's major roads than local roads. This makes sense based on exposure and the characteristics of these roads – more motor vehicles are using the major roads versus local roads per mile, there are more lanes, and speeds are higher. In contrast, VRU modes, specifically bicycle-related crashes, have a similar minimum severity score for both local and major roads (6.4 versus 6.7, respectively), suggesting disproportionally higher risks for VRUs on Local Road Network compared to motor vehicle users.

HIN maps for each mode are shown on the following pages.

High Injury Network (All Modes)

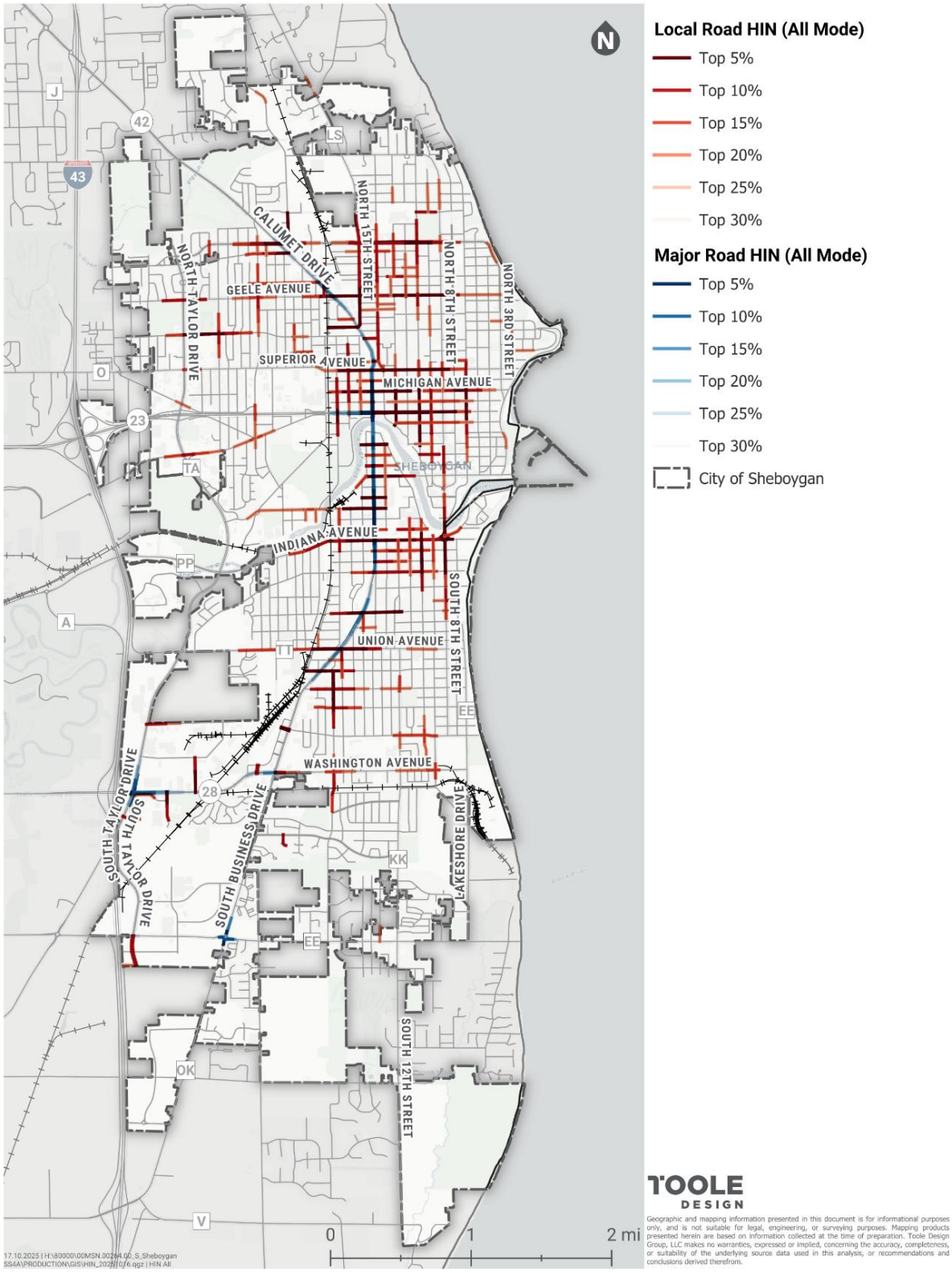


Figure 5. High Injury Network – All Modes – Local and Major Road Network

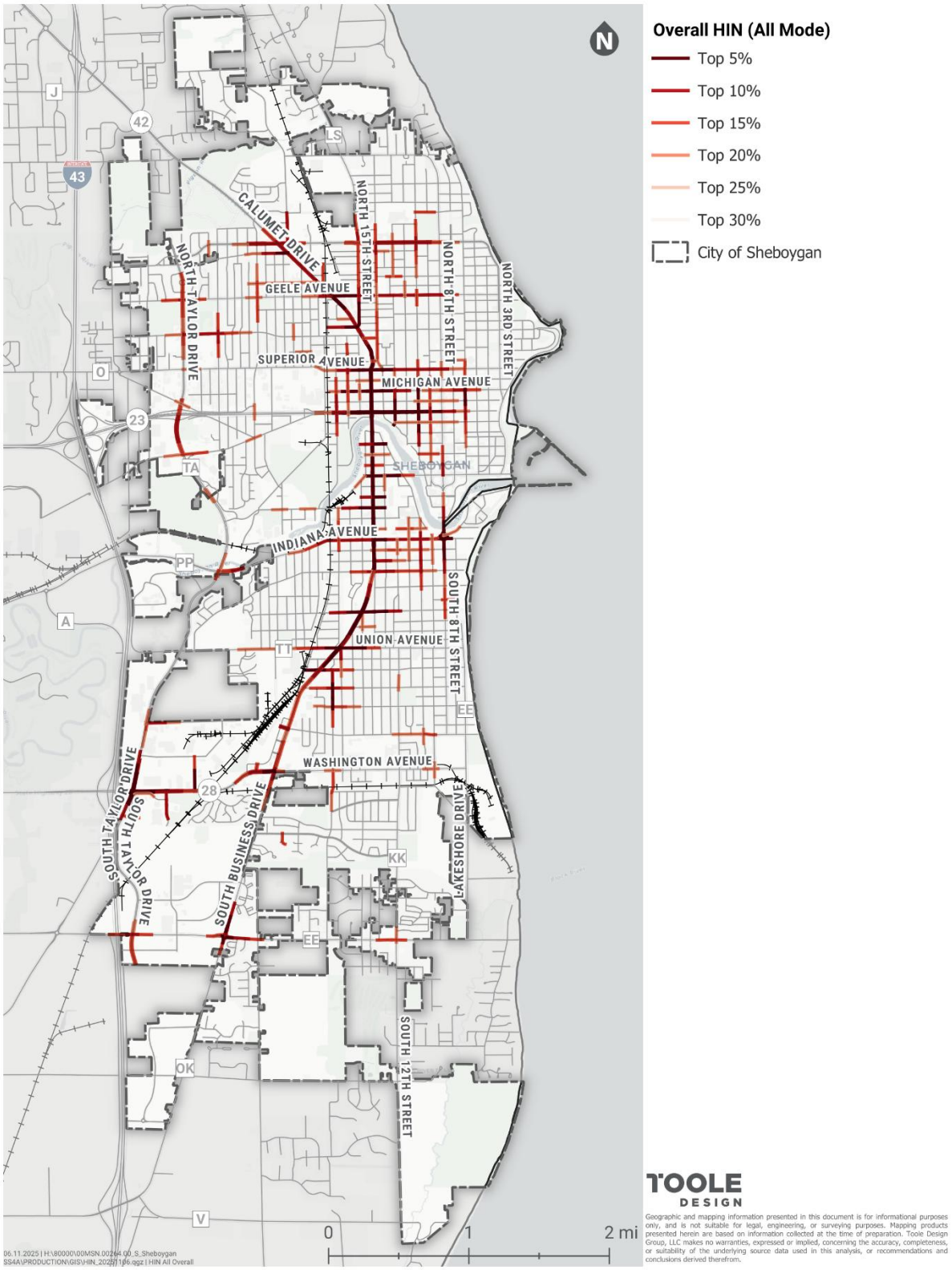


Figure 6. High Injury Network for All Modes, Showing the Top 20 Percent of Roadway Miles that Account for 75 Percent of Crash Severity Scores

High Injury Network (Pedestrian)

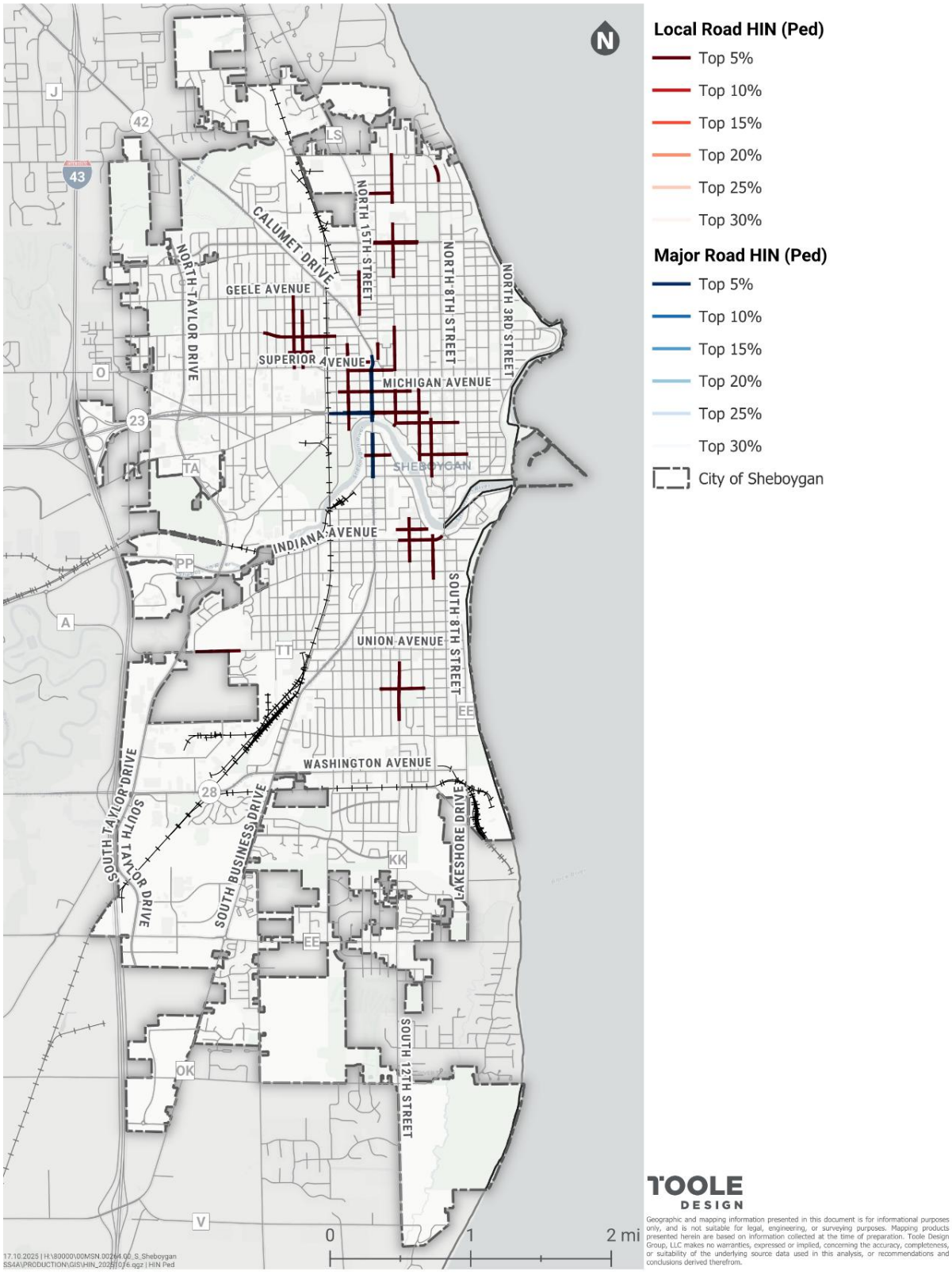


Figure 7. High Injury Network – Pedestrian – Local and Major Road Network

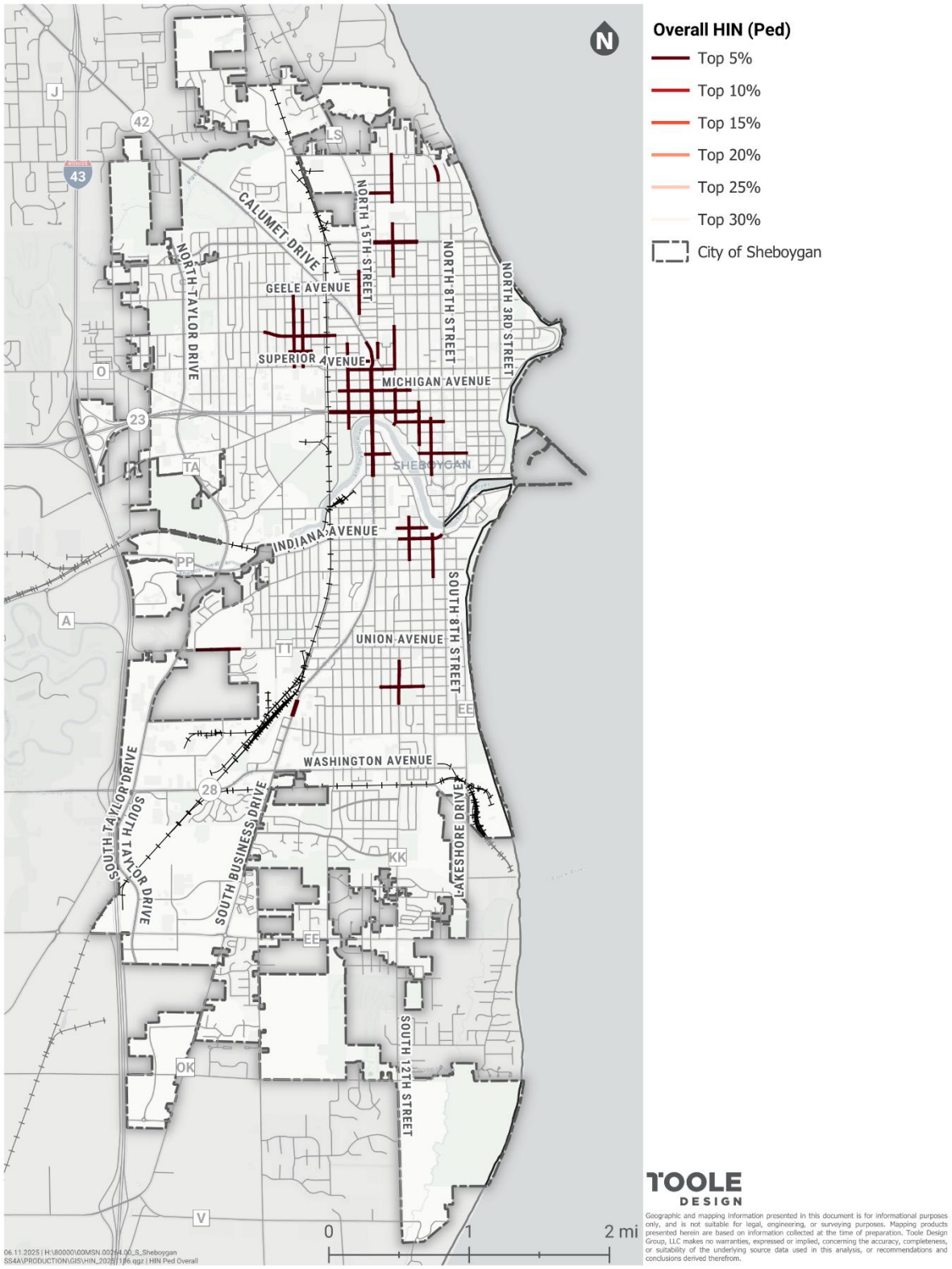


Figure 8. High Injury Network for Pedestrians, Showing the Top 5% of Roadway Miles that Account for 92% of Pedestrian Crash Scores

High Injury Network (Bicycle)

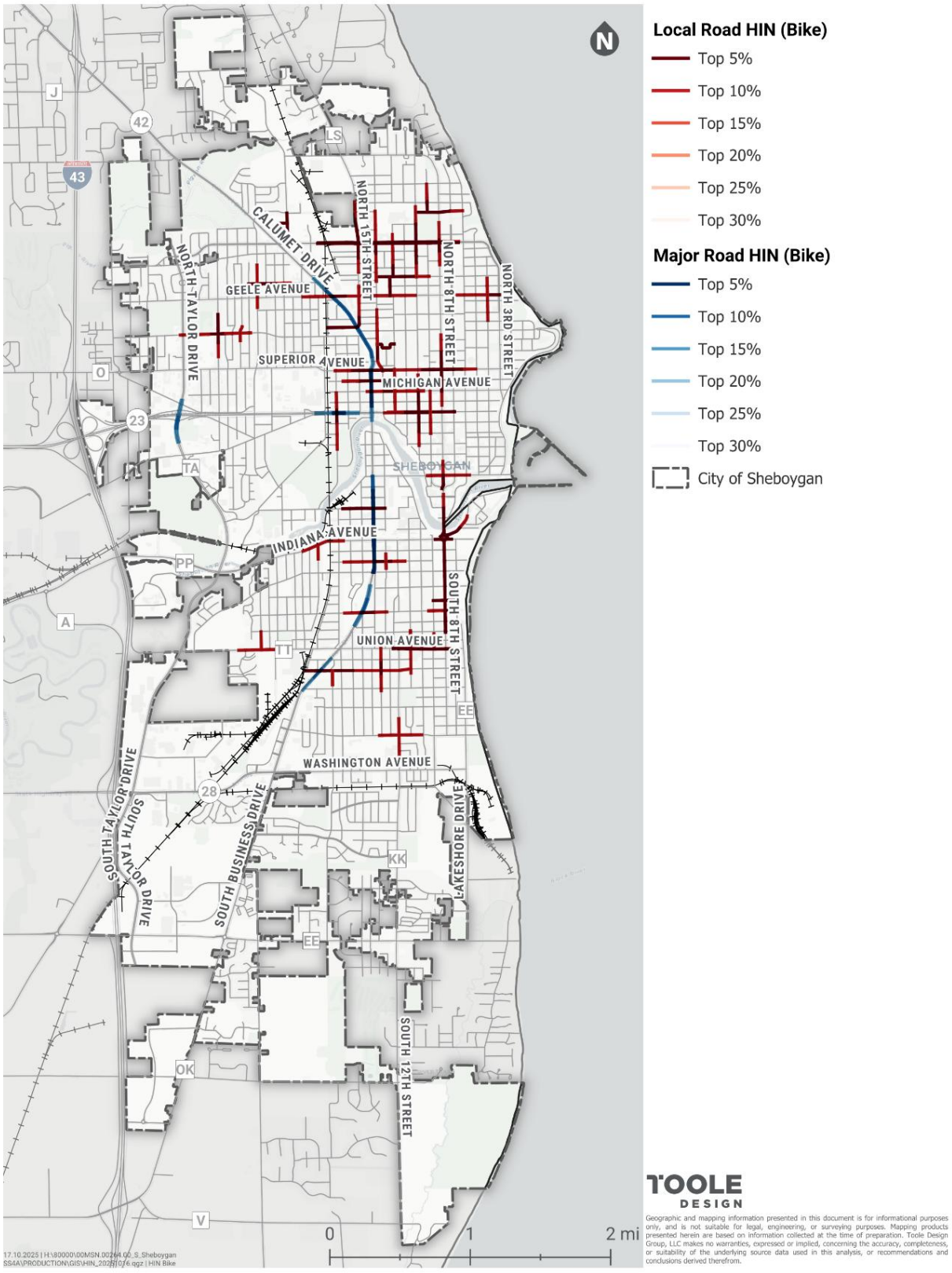


Figure 9. High Injury Network – Bicycle – Local and Major Road Network

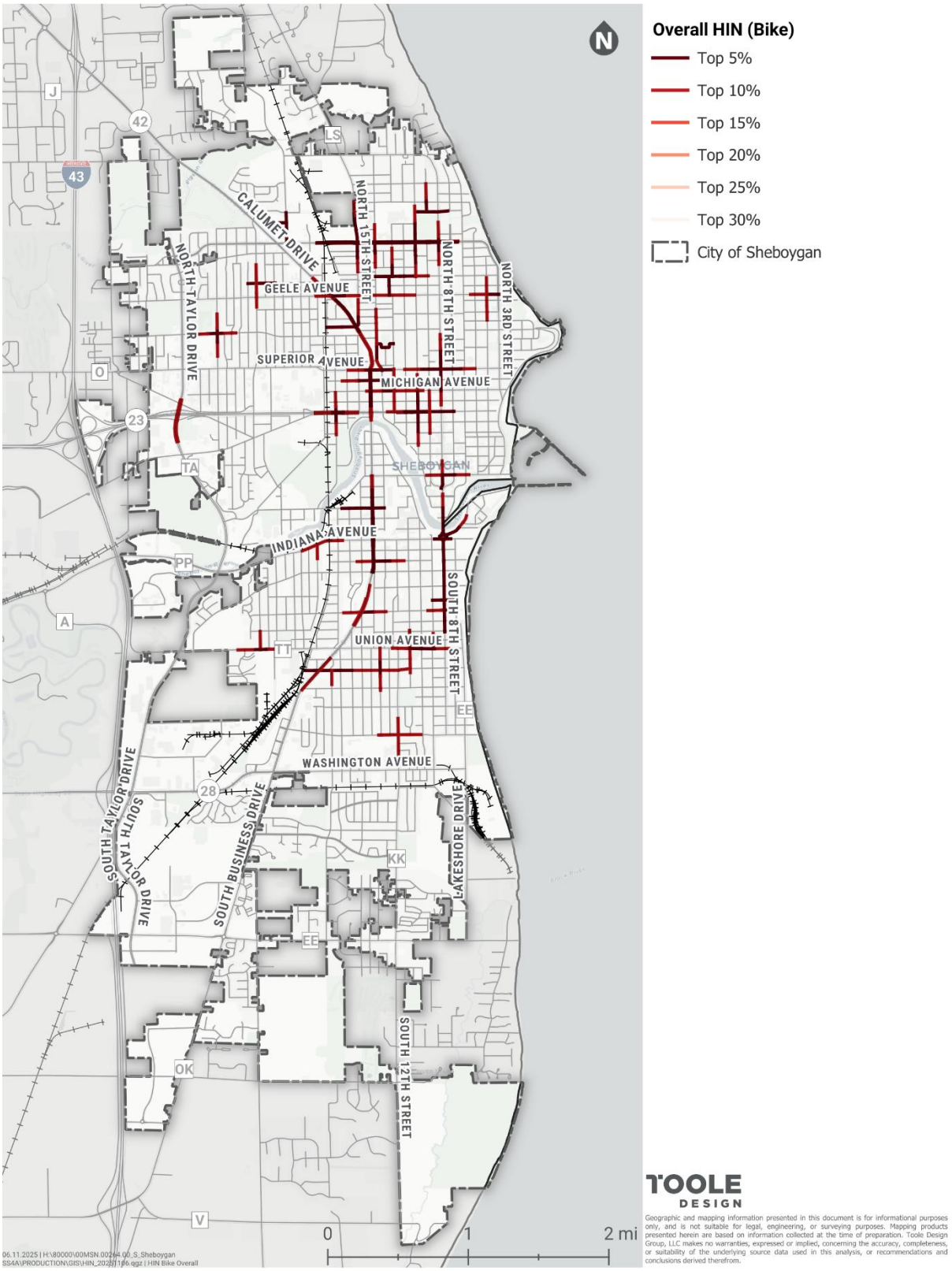


Figure 10. High Injury Network – Bicyclists, Showing the Top 10% of Roadway Miles that Account for 88% of Bicycle Crash Scores

High Injury Network (VRU)

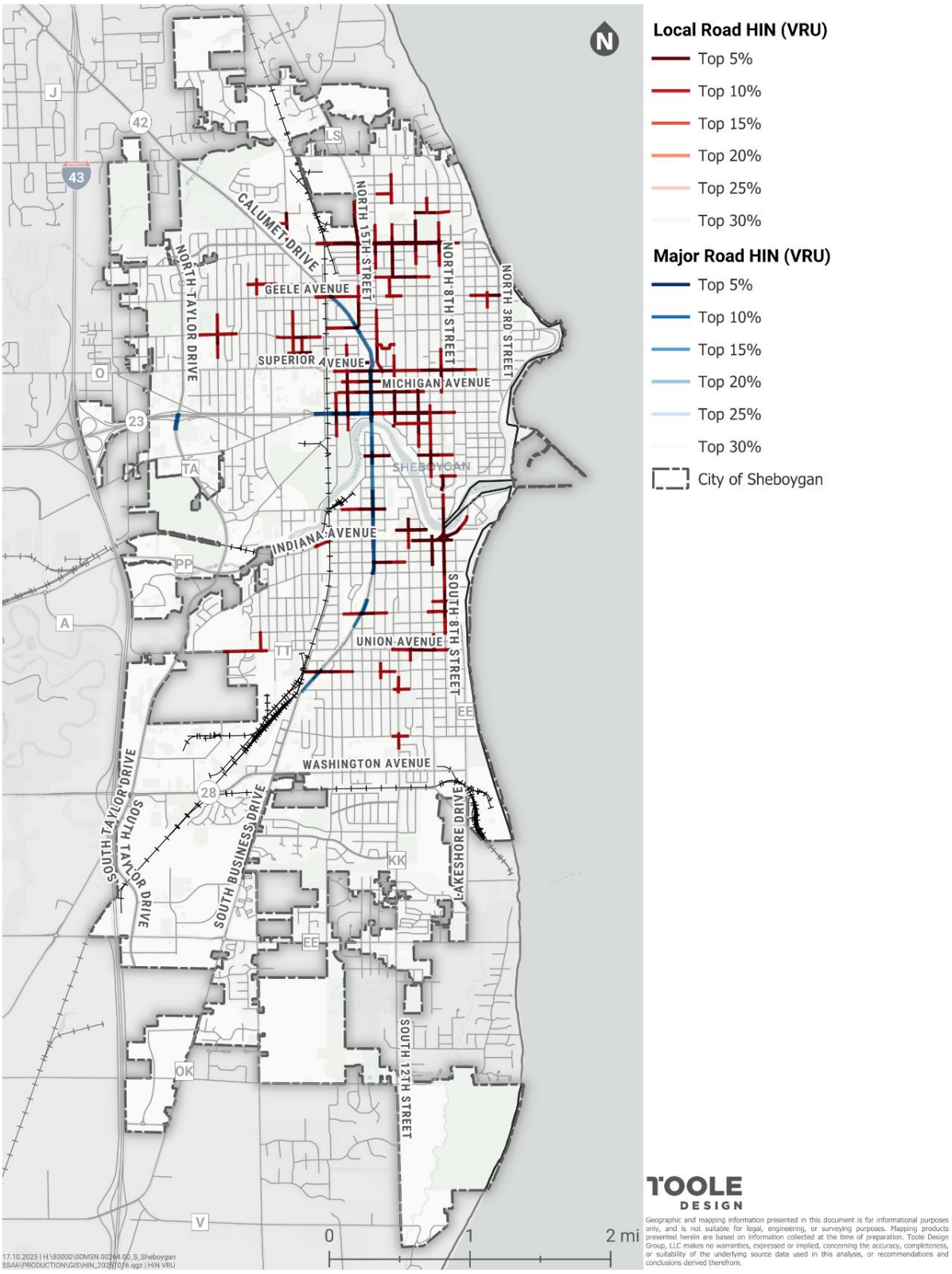


Figure 11. High Injury Network – VRU – Local and Major Road Network

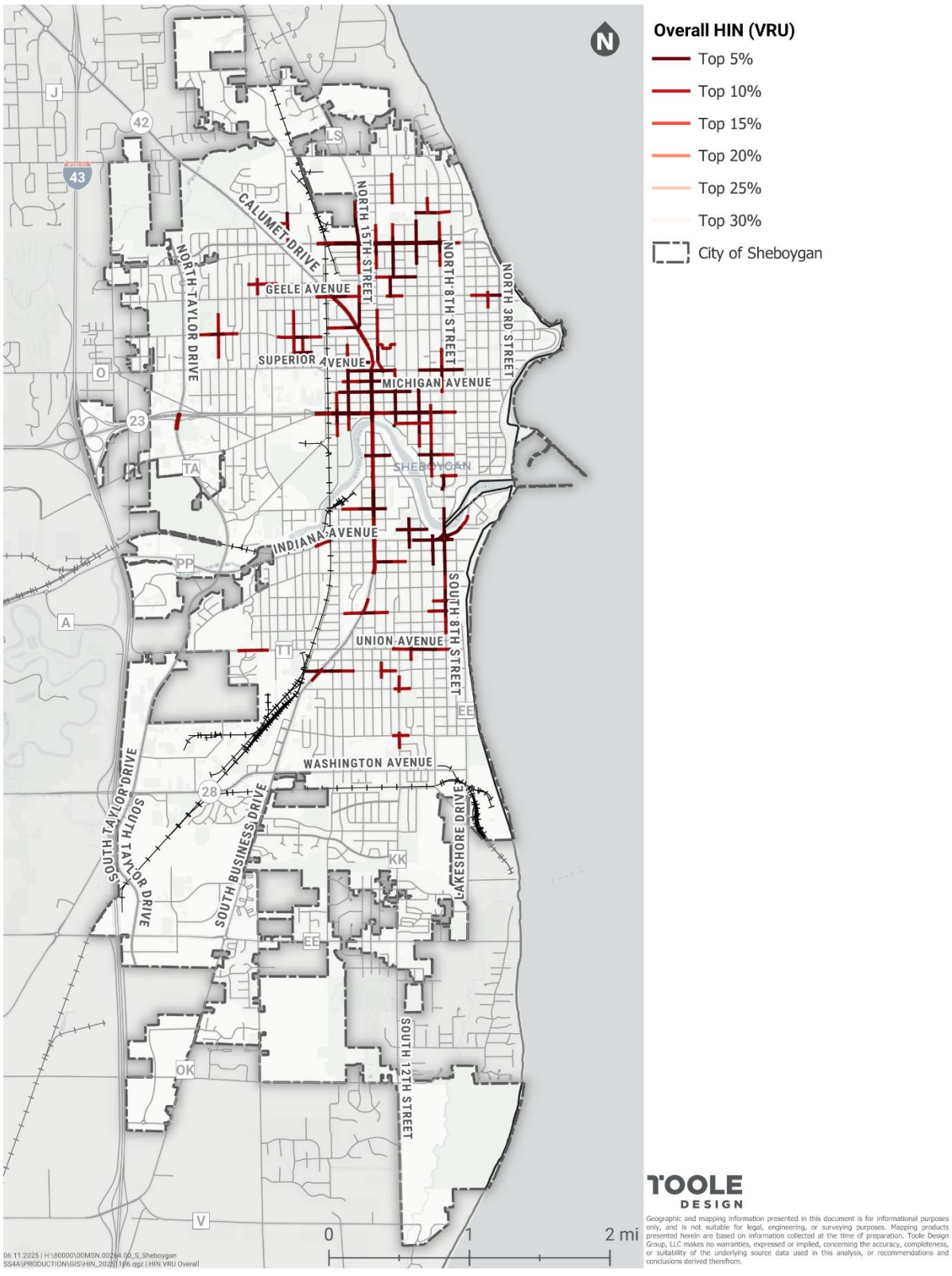


Figure 12. High Injury Network – VRU – Overall Road Network

High Injury Network (Motor Vehicle)

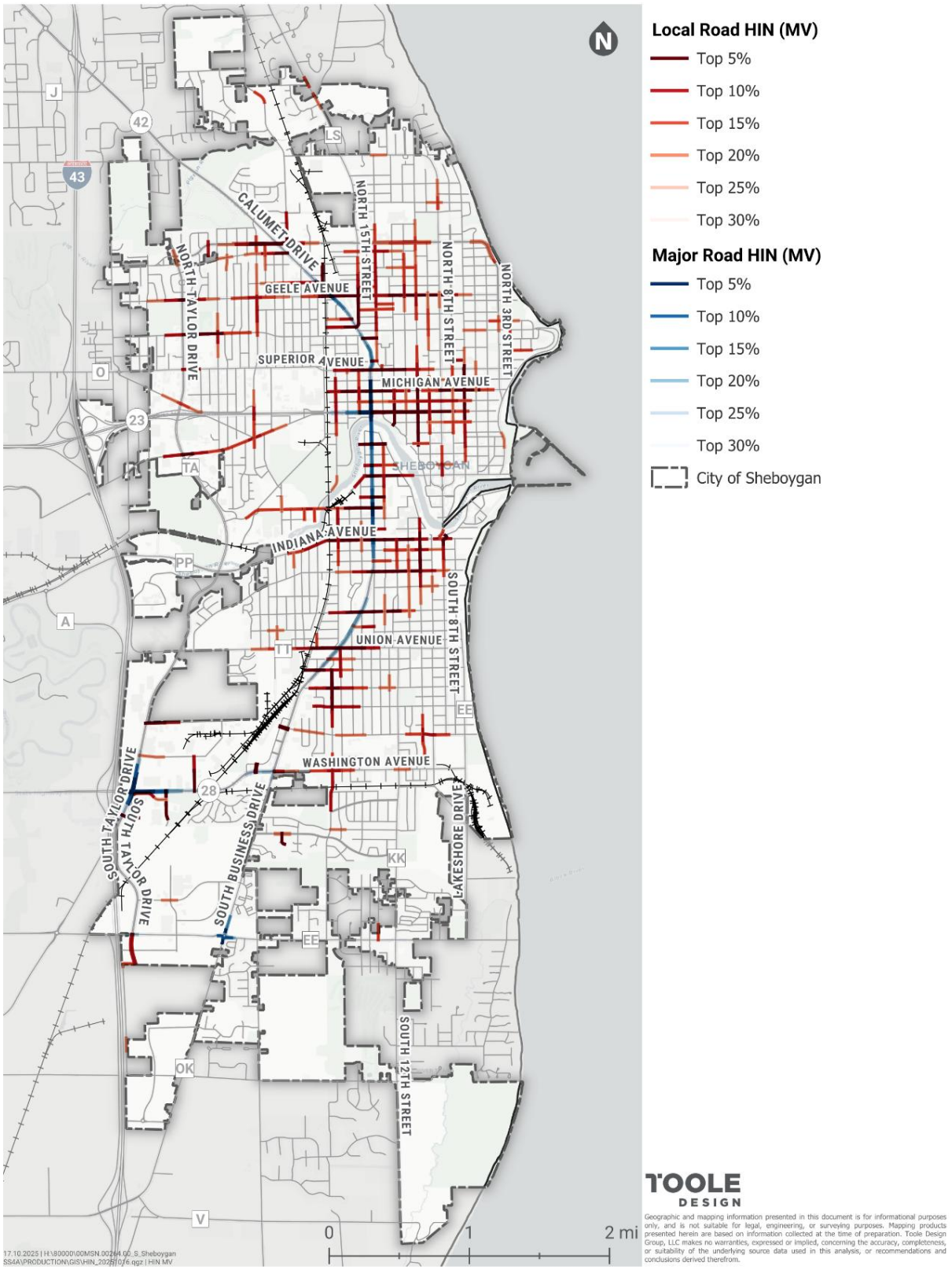


Figure 13. High Injury Network – Motor Vehicle – Local and Major Road Network

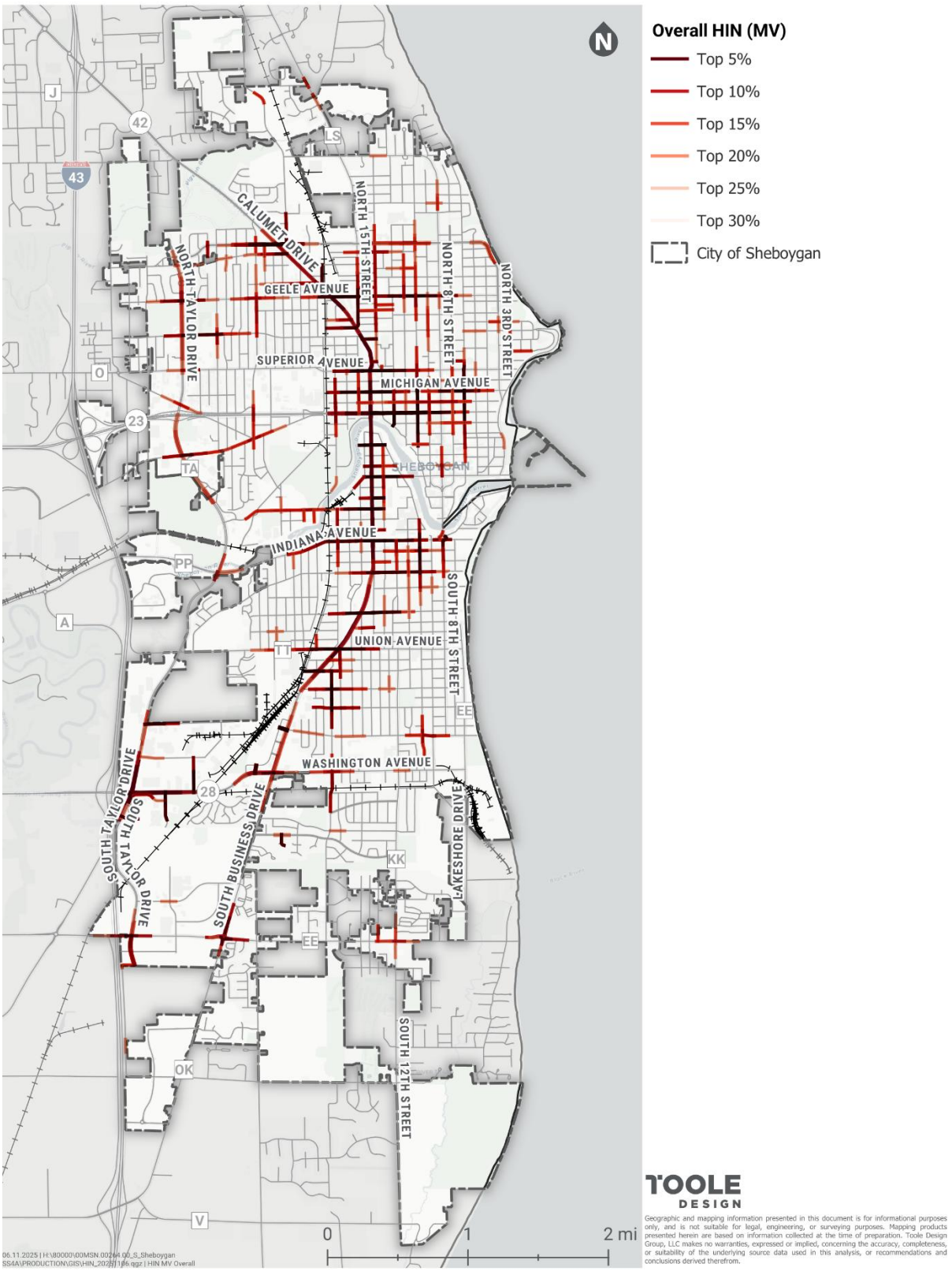
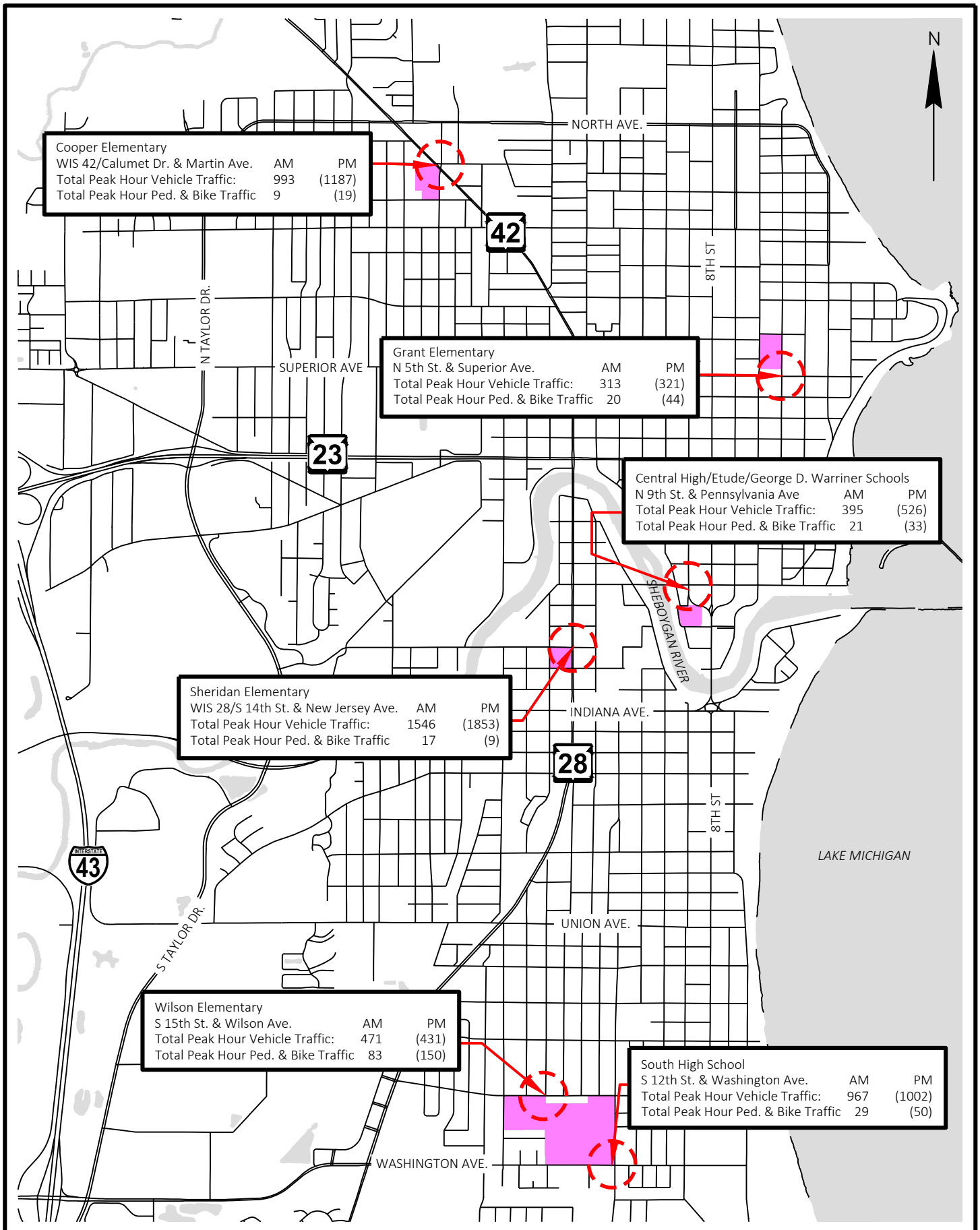


Figure 14. High Injury Network for Motor Vehicles, Showing the Top 20% of Roadway Miles that Account for 78% of Motor Vehicle Crash Scores.

APPENDIX D: TRAFFIC COUNT DATA



MSA

SCHOOL DAY COUNT LOCATIONS

SHEBOYGAN SAFE STREETS AND ROADS FOR ALL PLAN
SHEBOYGAN, WISCONSIN

APPENDIX E: EXISTING PLAN REVIEW

Sheboygan TSAP Existing Plan Review

City of Sheboygan Comprehensive Plan - 2011

The City adopted their previous Comprehensive Plan in 2011. An update to this plan is being completed at this time.

The Transportation and Land Use chapters within the 2011 plan outline policies to:

- Continue to improve bike and pedestrian facilities for the safety of all travelers.
- Maintain and improve the City's existing roadway and sidewalk networks.
- Continue to implement regional bike and pedestrian plans and address gaps in the existing networks. Provide routes and facilities for functional, day-to-day travel as well as for recreation
- Discourage high traffic volumes and speeds in residential neighborhoods.
- Take advantage of road improvements to create more complete streets that include bike routes and a welcoming, safe pedestrian environment.
- Incorporate aesthetic improvements such as terrace trees, pedestrian-scale lighting, landscaped boulevards, stormwater management best practices, banners, benches, and upgraded bus shelters.
- Consider accessibility for pedestrians, bicyclists, and the disabled when reviewing new residential, commercial, community facility, mixed use, and industrial developments. Encourage installation of bike racks in new developments.
- Continue to seek and leverage regional, state, and federal assistance to develop and enhance the bike, pedestrian, and roadway facilities.
- Improve local wayfinding within the community and leverage the City's location on the Lake Michigan/Great Lakes Circle Tour.
- Promote the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all neighborhood streets.

Bike and Ped projects referenced within this plan, but have yet to be completed include:

- Connect the Old Plank Road Trail through the City (currently terminates at I-43).
- Connect the Sheboygan County Interurban Trail through the City (currently terminates in Oostburg).
- Complete the bike and pedestrian network on both sides of the River and along the lakefront.

2024-2028 City of Sheboygan Comprehensive Outdoor Recreation Plan (CORP) – 2023

The City comprehensive outdoor recreation plan provides an overview of the existing park and recreational spaces in Sheboygan, while identifying improvements for the park and recreation system. Bike trails, road safety, and trail conditions were identified as priorities to expand and maintain by community members through the engagement process. This included opportunities to develop Safer Routes to School for children. Consideration of trail signage and accessibility was also a theme within this plan.

Plan Goals and Objectives included:

1. Integrate trails or sidewalks with redevelopment projects where needed.
2. Continue to expand multi-modal opportunities where feasible and connect recreation amenities with trails or sidewalks. Strive to be an all-ages bicycle-friendly city.
3. Develop a city-wide park and trail map that illustrates in-park trails and trails within the city. Coordinate with the County to illustrate both County and City trails. Provide information for both walking and biking.
4. Create active transportation by creating connected networks of sidewalks, trails, bicycle lanes and other infrastructure and policy supports that allow users to travel safely between destinations. Example programs include Complete Streets, Safe Routes to School, Recreational Trails Act, and Transportation Enhancement.
5. Continue to acquire land to provide trails and greenway connections throughout Sheboygan.
6. Prioritize high-quality infrastructure to reach park and recreation destinations in the community via foot, bike, wheelchair and /or transit.



Sheboygan Downtown Districts Master Plan – 2019

This Downtown Master Plan is an update to the 2014 Harbor Centre Master Plan. The plan describes progress made since the 2014 update including increasing walkability and mobility through downtown by alternative modes of transportation.

The plan outlines new initiatives in the 2019 plan including:

- Road right sizing on Michigan Ave to improve active transportation mobility and safety of non-drivers.

- Improving bike and pedestrian signage to improve safety and wayfinding within the district and connection to transit.

Indiana Ave Redevelopment Plan – 2011

This redevelopment plan presents a vision for the future of Indiana Avenue including:

- Increased transportation connections to the corridor and Downtown area.
- Improved streetscaping, wayfinding signage, gateway features, and other public amenities along the corridor.
- Connecting Pennsylvania Ave to Indiana Ave via a rail with trail improvement along the existing rail line.
- Create a public promenade with bike and pedestrian paths just north of Indiana Ave along the former rail right-of-way.
- Connecting the beach and Sand Dune Walkway with natural or paved path from South Pier to King Park.



Adopted on 1/17/2011 as an Amendment to Sheboygan's Harbor Centre Master Plan Phase Three 16
Prepared by Vandewalle & Associates

River Bend Neighborhood Plan – 2019

This neighborhood plan compiles actions for planning growth and stability in the Riverbend Neighborhood that had homed a number of industrial sites.

Main goals and actions of this plan included:

- Providing streetscape amenities, implementing traffic calming and safety measures, and expanding existing bike and ped network with connections across the Sheboygan River.
- Implement bicycle and pedestrian enhancements, improved intersections and crossings, and traffic calming on 14th and 15th streets.
- Creating a riverwalk loop along the Sheboygan River.

Taylor Drive Master Plan – 2009

This Master Plan identifies improvements for Taylor Drive area including redevelopment and roadway improvements. The plan calls for:

- An extended multi-use path system along Taylor Drive, as well as west along Erie Ave and east towards the residential areas. Only portions of this system have been fully realized.
- Better lighting and signage at bicycle and pedestrian crossings and on paths to increase safety for all users.

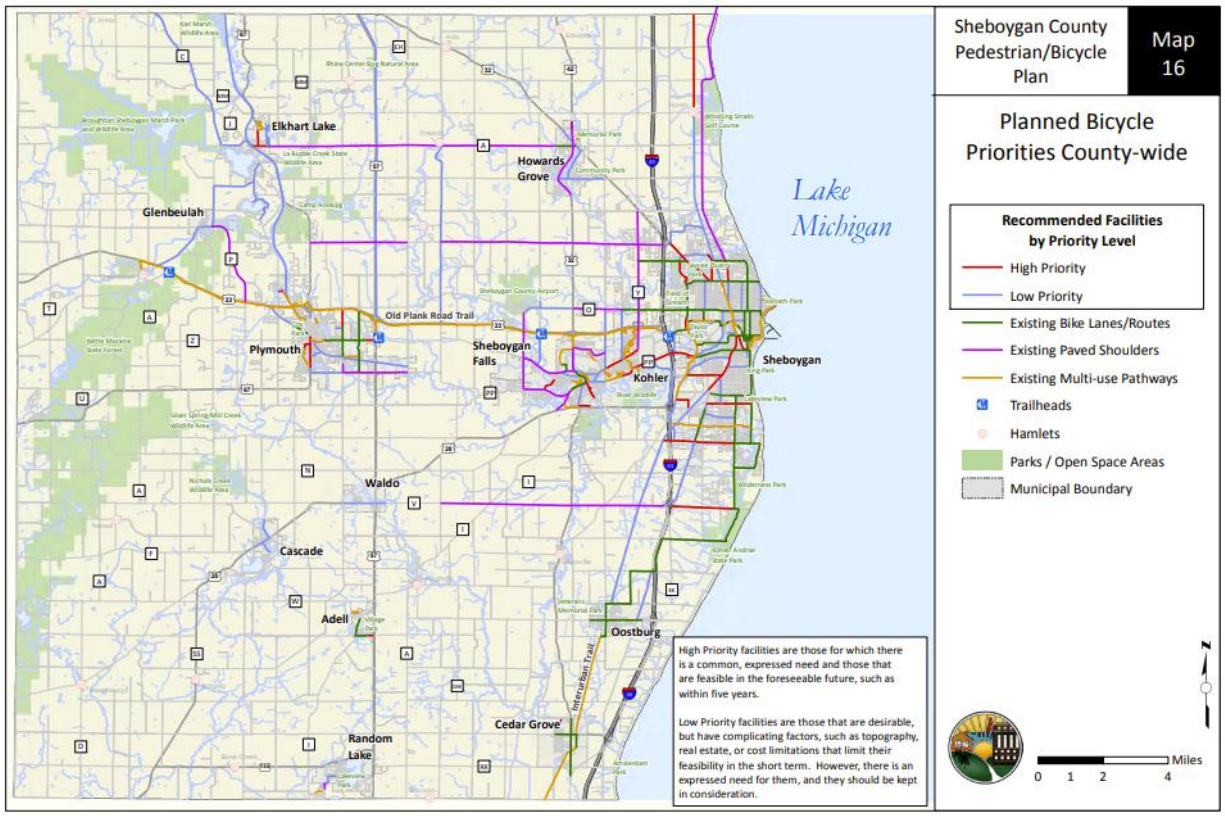
Sheboygan Metropolitan Planning Organization (MPO) Transportation Improvement Plan (TIP) - 2025-2028

This plan identifies the planned bike and pedestrian projects in Sheboygan through 2025-2028:

1. Bicycle and Pedestrian Swing Bridge Across the Sheboygan River (Construction 2027)
2. Non-Motorized Trail *New Jersey Avenue from S. Taylor Drive to Riverpark Road* (Design 2026/Construction 2027)
3. Union Pacific Rail-Trail Conversion *Pennsylvania Ave to Union Ave (To S. 9th Street along Indiana Ave)*
4. Multi-Use Pathway Alliant Energy Utility Corridor *S. Taylor Dr to CTH OK*
5. Multi-Use Pathway Alliant Energy Utility Corridor *CTH KK to Lakeshore Dr*

Sheboygan County 2015 Pedestrian and Bicycle Comprehensive Plan - 2015

The countywide pedestrian bicycle plan took a comprehensive analysis of bike and pedestrian facilities and areas of concern across the county. The City of Sheboygan was recommended for various improvements in the short-term and long-term for sidewalks, bicycle lanes, and multi-use paths. The central goal was to make Sheboygan County's pedestrian and bicycle facilities an efficient, connecting system of routes and facilities that provides a safe, convenient, and viable transportation choice for Sheboygan County residents and visitors, by 2045. The map below identifies the recommended improvements as of 2015.



Sheboygan County Park and Open Space Plan (POSP) - 2021

The County POSP provides an overview of existing park and open space areas within the county. Because the City of Sheboygan has its own recreation plan, only county facilities located within the city are considered. The plan overall recommends trail connections and improvements throughout the county, including the extension of the County-owned Interurban Trail into the City of Sheboygan.

Sheboygan County Smart Growth Plan – Amended 2019

The County comprehensive plan transportation element identifies the importance of designing our transportation system for all users. Key transportation element recommendations include:

- Support the recommendations in the WisDOT's Connections 2030 Plan.
- Apply for grants to help fund the development, maintenance, and connection of Sheboygan County's multi-modal transportation system.
- Work with the County's communities, WisDOT, school districts, and other entities to develop the County's multi-modal transportation system.
- Ensure the connection of different transportation modes including buses, automobiles, planes, trains, walking, and bicycling to reduce VMT.
- Implement a Complete Streets concept (streets that accommodate multi-modal forms of transportation, providing accessibility for all users) where applicable, i.e. urban portions and urban fringe portions of the County.
- Continue to develop a trails system that pedestrians and bicyclists can use to travel to all parts of the County and to connect with regional trails.

Bay-Lake RPC Sheboygan Area Transportation Plan - 2023

This plan identifies regional transportation recommendations from the Bay-Lake Regional Planning Commission. The Year 2050 Sheboygan Area Transportation Plan (SATP) aims to plan multimodal transportation for all trip purposes and people in a way that is safe, sustainable, efficient, and cost effective. Major goals applicable to Sheboygan include:

- Increase access and mobility by ensuring a safe and affordable intermodal system that minimizes the need for automobile travel and provides mobility options for the transportation disadvantaged.
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight, by connecting automobile, truck, transit, bicycle, pedestrian, rail, airport, and water transport facilities, yielding a competitive, economical, safe, efficient, and environmentally sound way to transport people and goods.
- Use corridor-level planning and design to develop street and highway corridors that are aesthetically pleasing.
- Increase the safety and security of the transportation system for motorized and non-motorized users through programs and improvements that reduce or eliminate system deficiencies.

Various bike, pedestrian, and road projects are recommended in the City of Sheboygan as seen in the Recommended Transportation Projects Map.

Sheboygan MPO Bike and Pedestrian Master Plan – 2025

The Sheboygan MPO Bicycle and Pedestrian Master Plan (2025) is a long-range planning document that aims to create a safe, accessible, and connected active transportation network across the Sheboygan Metropolitan Planning Area. The plan supports walking and bicycling as viable everyday travel options to improve mobility, safety, public health, environmental sustainability, and overall quality of life.

It builds on analysis of existing conditions (such as infrastructure, safety, demand, and equity), incorporates public input, and establishes a 20-year vision with both short- and long-term improvements. The plan identifies priority projects, policies, and programs to close network gaps, enhance connectivity to key destinations (schools, parks, workplaces), and encourage more people to use active transportation.

Municipal Ordinances

Bike Ordinances

Sec 52-435 Required

Every bicycle having wheels 20 inches in diameter or over shall be registered with the police department and have the registration sticker attached to the bicycle.

- Bicyclists must be registered with the Police Department and registration sticker must be displayed on bike.

Sec 52-402 Safety Equipment; Maintenance In Safe Operating Condition

- Bikes must be in safe operating condition and have safety equipment, including a light and audible signal.

Sec 52-7 Vehicles On Sidewalks; Obstructing Passage

1. No person shall ride or drive any motorcycle, motorbike, automobile or other vehicle of any kind or description, except bicycles as defined in section 52-400, on any sidewalks or in any public park of the city, except mechanized snow removal equipment weighing not more than 5,000 pounds, and except park equipment used for construction and park service work.
2. No person shall park or stand any vehicle of any kind or description on any street, sidewalk, alley, wharf, dock or park within the city in such a manner as to encumber the same or prevent the free passage thereover, except mechanized snow removal equipment weighing not more than 5,000 pounds, and except park equipment used for construction and park service work.

Sec 52-403 Rules For Operation

Whenever a bicycle is operated in the city the following rules shall apply:

h. No bicycle shall be operated or parked upon the sidewalks in a business district.

- Bicyclists must not ride on sidewalks within business districts and are prohibited at lakefront during lakefront activities.

Sec 52-443 Vehicle, Play Vehicle And Scooter Use Restricted In Certain Designated Public Areas

No person shall operate a bicycle, tricycle or motor driven vehicle on or upon any municipal boardwalk or any portion thereof; however, this subsection shall not be construed to prohibit a wheelchair being operated by a physically disabled person.

- Bicycles are also prohibited on municipal boardwalks.
- The rider of a bicycle shall ride as near as practicable to within three feet of the righthand curb or edge of the roadway, exercising due care when passing a standing vehicle or one proceeding in the same direction, or when making a lefthand turn at an intersection.
- Bicyclists may ride on sidewalks but not obstruct passage of pedestrians.

Sec 52-472 Usage Of Electric Scooters

1. No person shall operate an electric scooter:
    1. On any roadway under the city's jurisdiction having a speed limit of more than 25 miles per hour.
    2. Any sidewalk under the city's jurisdiction.
    3. On the boardwalk.
    4. On the North Pier or the South Pier.

- Electric scooters must not be operated on sidewalk. They must be parked in a way that allows 5 ft of space on sidewalk or on the outer limits of roadway if no sidewalk is present.

Pedestrian Ordinances

- Police Officers must report defects in city sidewalks and streets to Chief of Police for submittal to Department of Public Works.
- Property owners of property with sidewalk frontage must keep sidewalks clear.
- Sidewalk cafes are permitted with a valid permit issued by the city clerk.
- Department of Public Works may order sidewalk to be repaired and construction cost to be assessed to property owner abutting sidewalk.
- Sidewalks are required to be built at a minimum for 4.5 ft along new streets, though are not mandatory on new local streets.

Zoning Code

- Passive outdoor public recreation land uses are allowed by right in all zoning districts.

- Recreational trails are allowed as a conditional use within the Wetland Overlay Zoning District.

Safety and Sign Ordinance

- The erection of "slow children at play" signs and "slow protect children" signs are hereby declared illegal in the city.
- Signs must not obstruct the right of way.
- The police department and the department of engineering and public works can erect and maintain, in conformity with the state highway commission manual on uniform traffic, signals and markings, proper and adequate signs.
- The chief of police can assign school crossing guards to such localities as shall be best suited to afford protection to those persons attending school in the city.
- No person shall make unnecessary and annoying noise with a motor vehicle by squealing tires or the excessive acceleration of the engine.

Sec 103-77 Streets

Street design standards.

1. All streets shall be of the width specified on the official map or master plan and if no width is specified, they shall not be less than as follows:

Arterial streets or parkways	100 feet, plus eight-foot tree planting easement on each side
Collector streets	80 feet, plus eight-foot tree planting easement on each side
Local (minor) streets	60 feet, plus eight-foot tree planting easement on each side
Frontage streets	40 feet, plus eight-foot tree planting easement on each side

APPENDIX F: DEMONSTRATION PROJECT EVALUATION REPORT

Demonstration Project Evaluation Report

Introduction

This report summarizes the development, installation, and evaluation of temporary safety demonstration projects completed as part of the City's Transportation Safety Action Plan (TSAP).

Demonstration Projects

Demonstration projects are temporary safety improvements used to test proposed roadway treatments and traffic safety strategies before considering permanent implementation. These projects allow communities to evaluate the effectiveness of potential improvements, gather public feedback, and determine the appropriate scope of future investments.

For this project, the demonstration activities were classified by the U.S. Department of Transportation as Behavioral or Operational Activity Pilot Programs. The safety treatments were developed using the Safe System Approach, as promoted by the Federal Highway Administration (FHWA) and funding for implementation was provided through the Safe Streets and Roads for All (SS4A) grant program.

Through the planning process, two locations were identified as candidates for safety demonstration projects:

- Pennsylvania Avenue at N. 4th Street and Broughton Drive
- Wilson Avenue at S. 15th Street and Wedemeyer Street

Factors Supporting Demonstration Project Selection

Pennsylvania Avenue

Public engagement feedback, High Injury Network analysis, and input from the project Steering Committee all identified Pennsylvania Avenue as a corridor where traffic-calming measures should be evaluated. The corridor serves as a popular destination area and accommodates a significant mix of pedestrians, bicyclists, and motor vehicles.

In particular, the nearby Blast Soft Serve business generates considerable parking activity and frequent pedestrian crossings in the vicinity of Pennsylvania Avenue and N. 4th Street. These conditions create numerous pedestrian-vehicle interactions, particularly during peak visitation periods.

Additional concerns were identified at the intersection of Pennsylvania Avenue and Broughton Drive. The lack of existing traffic-calming treatments at this location has contributed to concerns regarding vehicle speeds and pedestrian safety. Furthermore, the intersection serves users accessing nearby residential developments, including a large condominium complex, as well as visitors to the Sheboygan Yacht Club. Collectively, these factors made Pennsylvania Avenue an ideal location to evaluate temporary safety improvements.

Wilson Avenue

In fall 2025, principals from schools throughout the Sheboygan Area School District were surveyed regarding locations where vehicle, pedestrian, or bicycle safety concerns had been observed near their schools. Based on the responses received, seven locations were selected for further analysis.

Video cameras were deployed at each site to document vehicle, pedestrian, and bicycle activity during morning drop-off and afternoon pick-up periods. The results identified Wilson Elementary School as having significantly higher pedestrian activity than any other school in the district.

The crosswalks along S. 15th Street had also been the subject of numerous safety concerns raised by parents, school staff, and community members. The Sheboygan Police Department had been called on multiple occasions to provide enforcement and traffic control during school arrival periods.

Although a crossing guard is stationed at the front of the school, a substantial portion of students and families utilize the S. 15th Street crossing to access classrooms located on the east side of the building. When potential demonstration project locations were presented to the Steering Committee, Wilson Avenue was unanimously selected as a priority location for a school crossing safety demonstration.

The Steering Committee further recommended expanding the project to include the crossing at Wedemeyer Street due to similar concerns near the Early Learning Center. This facility serves pre-kindergarten students and experiences comparable pedestrian safety challenges during school drop-off and pick-up periods.

Demonstration Project Concepts

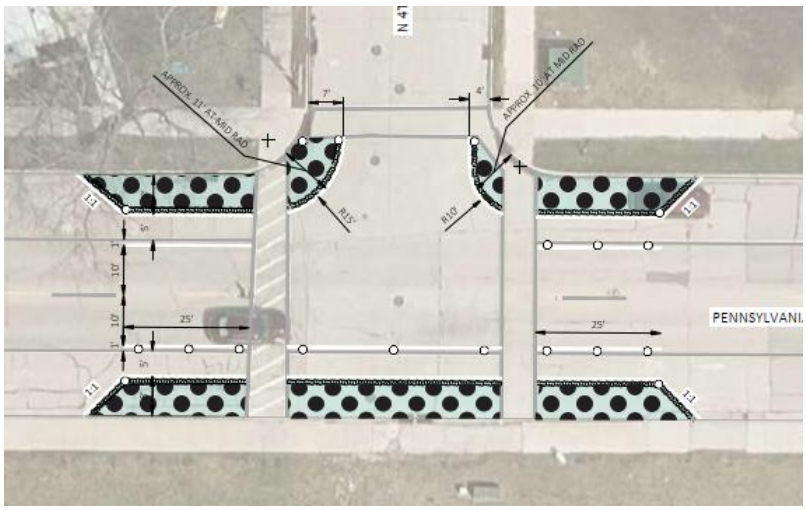
The project team developed a series of conceptual demonstration project layouts for each selected location. These concepts were presented to City staff and the project Steering Committee for review and refinement prior to implementation. Because the projects were intended to be temporary installations, the designs were developed using materials that

could be installed and removed quickly, including reflective traffic tape, flexible delineators or traffic cones, temporary traffic signs, epoxy pavement paint, and chalk-based designs.

Pennsylvania Ave (N. 4th St and Broughton Dr)

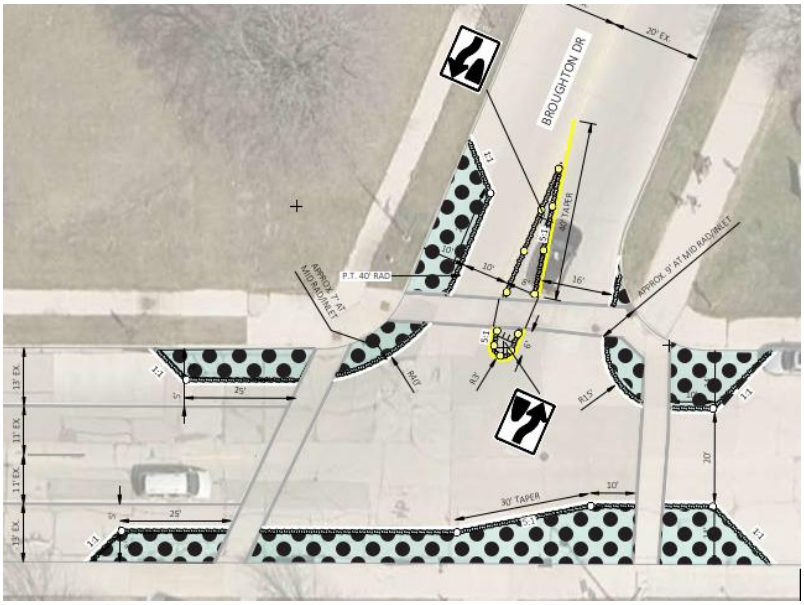
The Pennsylvania Avenue demonstration project was designed to evaluate the effectiveness of curb extensions (bump-outs) in reducing pedestrian crossing distances, improving visibility between pedestrians and motorists, and encouraging lower vehicle speeds.

At N. 4th Street, the curb extensions were designed with curved corner radii to better guide turning vehicles into the appropriate travel lane on Pennsylvania Avenue. Tapered ends were incorporated into the curb extensions to improve access to on-street parking and allow drivers to maneuver more easily into and out of parking spaces compared to a design with blunt-ended curb extensions. The demonstration also included a temporary protected bicycle lane through the project area. Traffic tape and traffic cones were used to simulate physical separation between bicyclists and motor vehicles, allowing the City to evaluate the potential safety and operational benefits of a more protected bicycle facility along the corridor.



Conceptual Layout of Demonstration at Pennsylvania Avenue and N 4th Street

At Broughton Drive, the demonstration incorporated many of the same design principles, including curved curb extension corners and tapered ends adjacent to parking areas. The concept also included a temporary median refuge island intended to slow-turning vehicles and provide pedestrians with a protected waiting area while crossing the street. In addition, curb extensions were proposed on the east side of the intersection where the existing bicycle lane terminates. These treatments narrowed the roadway, shortened pedestrian crossing distances, and reduced the amount of time pedestrians would be exposed to traffic while crossing Pennsylvania Avenue.

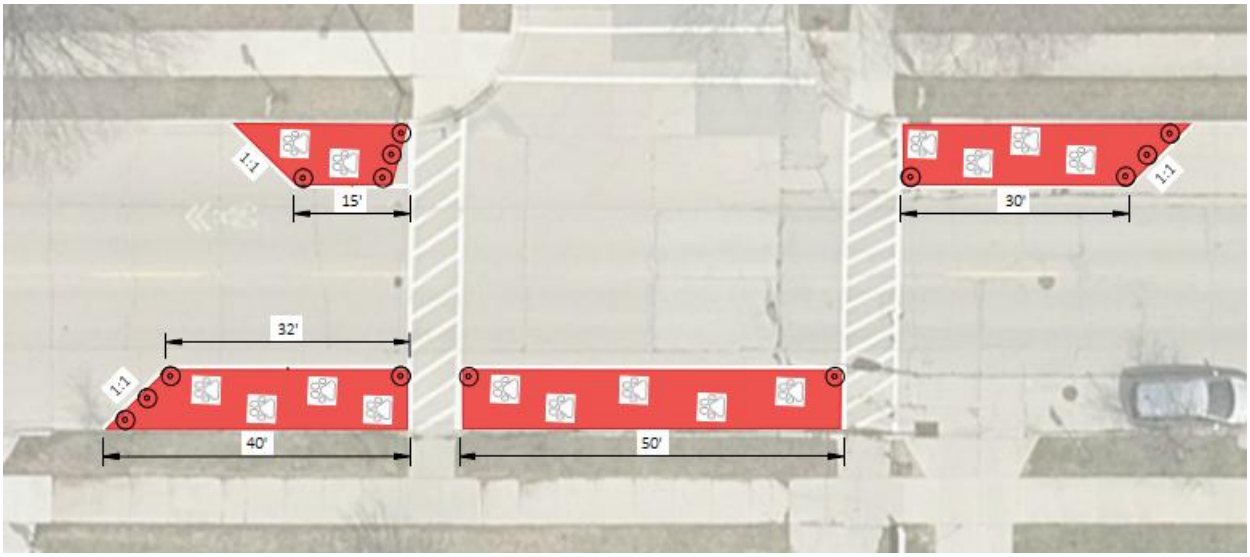


Conceptual Layout of Demonstration at Pennsylvania Avenue and Broughton Drive

Wilson Ave (S. 15th Street and Wedemeyer Street)

The Wilson Avenue demonstration project focused on improving pedestrian visibility and crossing safety in a school environment. Like the Pennsylvania Avenue concepts, the project used temporary curb extensions to narrow the roadway and shorten crossing distances. However, the primary objective was to improve sight lines between pedestrians and approaching motorists by restricting parking immediately adjacent to the crosswalks.

At S. 15th Street, the curb extensions were designed to remove parking near the crosswalk while maintaining access to nearby on-street parking. Tapered ends were incorporated into the design to allow vehicles to more easily maneuver into and out of parking spaces. A residential driveway located in the southeast quadrant of the intersection limited the available space for additional curb extension treatments and influenced the final layout. Following review by the Steering Committee, the design was refined to include tapered ends adjacent to the crosswalk to better accommodate turning vehicles while maintaining the intended pedestrian safety benefits. Decorative pavement treatments were incorporated into the design, with colors and artwork reflecting the elementary school's colors and mascot to create a more welcoming and recognizable school crossing environment.



Conceptual Layout of Demonstration at Wilson Avenue and S 15th Street

At Wedemeyer Street, the demonstration applied the same core design principles as the S. 15th Street location, including the removal of parking adjacent to crosswalks and the use of tapered curb extension ends to maintain vehicle maneuverability. During Steering Committee review, the ends of the curb extensions nearest the crosswalk were further refined to better accommodate turning movements, particularly for school buses exiting the school driveway on the south side of the intersection. Decorative pavement treatments were also incorporated at this location, with colors and designs selected to reflect the Early Learning Center's identity and create a child-friendly environment that emphasized the presence of pedestrians.



Conceptual Layout of Demonstration at Wilson Avenue and Wedemeyer Street

“Paint the Pavement!” Community Event

Following selection of the demonstration project locations, the project team began planning for installation of the temporary improvements. To engage residents and build community awareness around traffic safety, a public event called "Paint the Pavement!" was organized and held on Saturday, May 2, 2026.

The event brought together community volunteers, City staff, and members of the project team to highlight the importance of roadway safety and community investment. Prior to the event, City staff laid out the proposed curb extension areas using temporary pavement markings.

Over 40 volunteers gathered at both Pennsylvania Avenue and Wilson Avenue to help install the demonstration treatments.

At the Pennsylvania Avenue locations, temporary chalk-based pavement markings were used to create decorative curb extension areas. At Wilson Avenue, red pavement paint was used at the S. 15th Street crossing and blue pavement paint was used at the Wedemeyer Street crossing. Additional decorative elements were applied using spray-painted stencils.

Once the pavement treatments were completed, temporary traffic tape was installed to define the edges of the curb extensions. Traffic cones were then placed along the perimeter to provide vertical delineation and improve driver awareness of the temporary roadway modifications.

At the Pennsylvania Avenue and N. 4th Street intersection, temporary protected bicycle lanes were also simulated using traffic tape and traffic cones placed along the bicycle lane boundaries. These treatments allowed the project team to evaluate potential bicycle and pedestrian safety benefits while minimizing costs and installation time.

Pennsylvania Avenue Demonstration Projects



Pennsylvania Avenue at N 4th Street

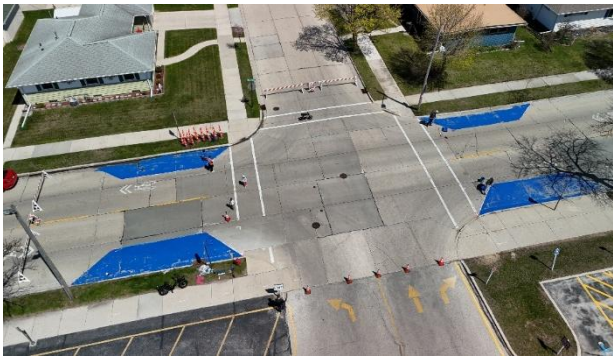


Pennsylvania Avenue at Broughton Drive

Wilson Avenue Demonstration Projects



Wilson Avenue at S 15th Street



Wilson Avenue at Wedemeyer Street

Demonstration Period

The Pennsylvania Avenue demonstration project remained in place for approximately two months. During this period, modifications were made in response to public feedback and field observations.

At the N. 4th Street intersection, several traffic cones were interfering with turning movements for larger vehicles and vehicles towing trailers. To address these concerns, selected cones near the corners were removed while maintaining the overall demonstration layout. In addition, the large bases of the cones used to simulate the protected bicycle lane extended into the bicycle operating space, reducing the effective width of the facility. As a result, the cones associated with the protected bicycle lane treatment were removed while the remainder of the demonstration remained in place.

At the Broughton Drive intersection, the temporary median refuge island generated concerns from residents and boaters who regularly traveled through the area with boat trailers. Following discussions between City staff and the project team, the median refuge island was removed to improve maneuverability while retaining the other demonstration project elements.

Following the evaluation period, the City replaced the traffic cones used to define the curb extensions with flexible delineator posts. These delineators provide a more durable and visually permanent appearance while occupying considerably less space than traffic cone bases. The delineators are intended to remain in place through the fall before being removed for the winter season to accommodate snow removal and roadway maintenance operations.

The Wilson Avenue demonstration project remained in place for approximately six weeks, extending through the end of the school year. At the conclusion of the demonstration period, the traffic cones were removed, while the paint and temporary traffic tape remained. A steering committee member noted that due to the effectiveness of the demonstration project on Wilson Avenue, flexible delineator posts at these locations installed prior to the start of the school year would be recommended.

These temporary installations allowed the City and project team to directly evaluate operational performance, safety benefits, and community response before considering potential long-term improvements.

Evaluation Data

The purpose of the demonstration project was to evaluate safety improvements, gather community feedback, and determine whether temporary traffic-calming measures can effectively reduce vehicle speeds and enhance pedestrian safety. Project performance was assessed using both quantitative and qualitative measures. Quantitative analysis provided objective safety and operational data, while qualitative analysis captured public perception and user experiences. Together, these evaluation methods provided a comprehensive understanding of the effectiveness of the demonstration projects. The following sections summarize the findings from each analysis.

Quantitative Data

The safety benefits of these countermeasures were evaluated through two primary objectives:

1. Reducing vehicle speeds.

2. Improving pedestrian safety through shortened crossing distances and enhanced visibility between pedestrians and motorists.

To assess these objectives, a speed study and a pedestrian yielding study were conducted.

Speed Study – Pennsylvania Avenue

A speed study was performed on Pennsylvania Avenue to evaluate the impact of the demonstration project on vehicle operating speeds. A speed camera was installed approximately 250 feet west of the demonstration area and collected data over a continuous 24-hour period.

Baseline speed data were collected prior to implementation of the demonstration project from April 27 to April 28. These data established existing traffic conditions and provided a benchmark for comparison.

To evaluate traffic conditions during the demonstration period, a two-week adjustment period was provided to allow drivers to become familiar with the new roadway configuration. The follow-up speed study was conducted during the third week of the demonstration, with data collected from May 21 to May 22.

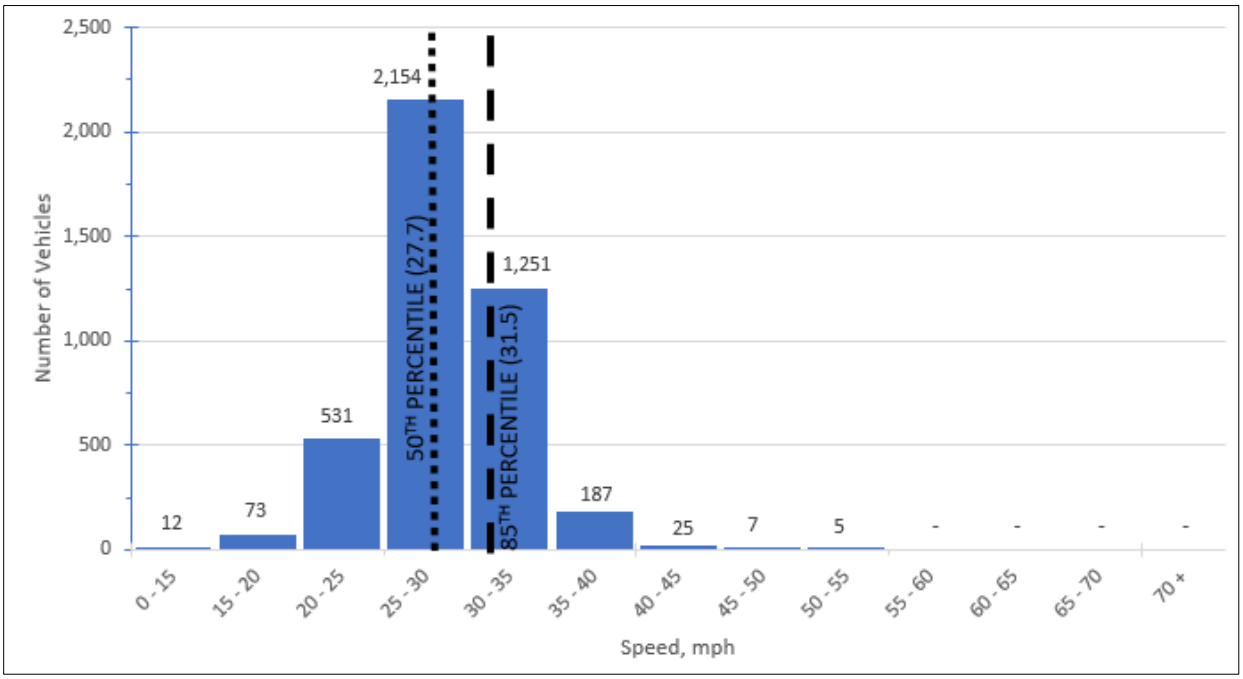
The following performance measures were used to evaluate changes in traffic speeds:

Vehicles Observed	The total number of vehicles, in both directions, that passed the data collection device during the study period.
50th Percentile Speed (Median Speed)	The speed at or below 50 percent of observed vehicles traveled.
85th Percentile Speed	The speed at or below 85 percent of observed vehicles traveled.
Mean Speed	The average speed of all observed vehicles.
Pace Speed	The 10-mph speed range contains the greatest number of observed vehicles.

Speed Data Results – Before Implementation

A summary of speed and traffic volume data collected on Pennsylvania Avenue prior to implementation is presented below. Speed distributions are illustrated in the accompanying figure.

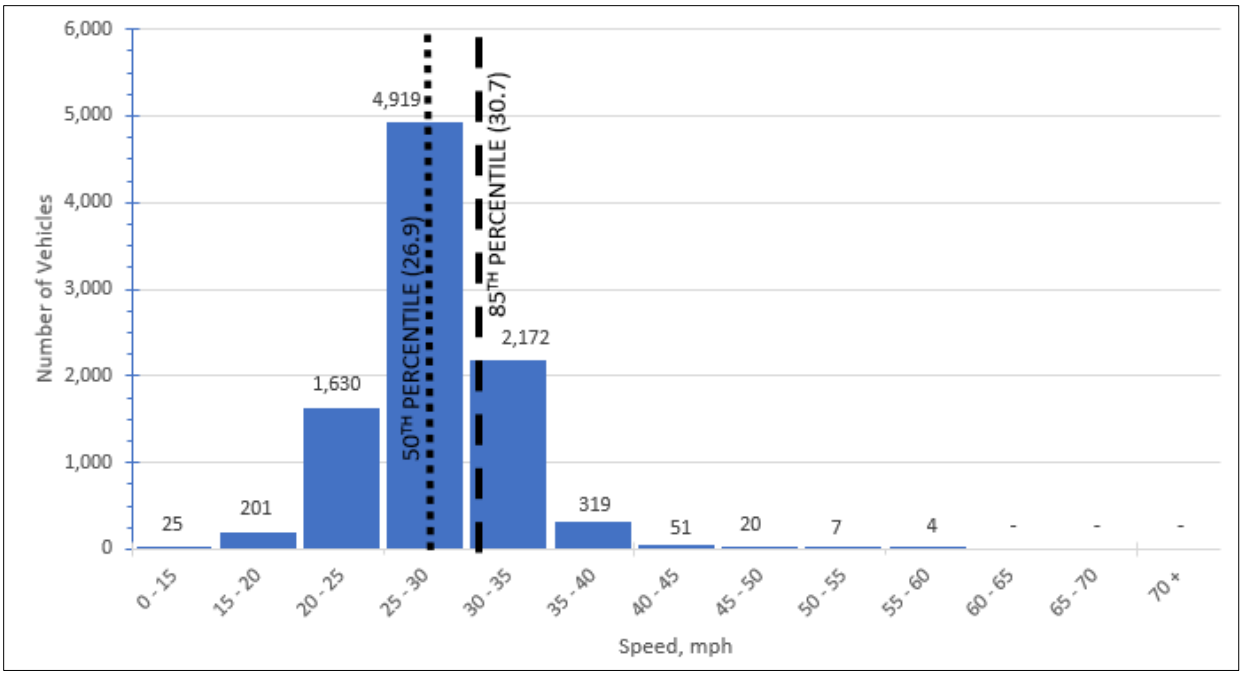
Vehicles Observed	4,245
50th Percentile Speed (mph)	27.7
85th Percentile Speed (mph)	31.5
Mean Speed (mph)	28.3
Pace Speed (mph)	24 - 33



Speed Data Results – During Implementation

A summary of speed and traffic volume data collected during implementation of the demonstration project is presented below. Speed distributions are illustrated in the accompanying figure.

Vehicles Observed	9,348
50th Percentile Speed (mph)	26.9
85th Percentile Speed (mph)	30.7
Mean Speed (mph)	27.5
Pace Speed (mph)	23 - 32



Speed Data Results – Discussion

Although the number of observed vehicles more than doubled between the April and May data collection periods, all key speed metrics decreased following implementation of the demonstration project. The 50th percentile speed, 85th percentile speed, and mean speed each declined by approximately 0.8 mph. For example, the 85th percentile speed decreased from 31.5 mph before implementation to 30.7 mph during implementation.

While the reductions were modest, public feedback—discussed later in this report—indicated that pedestrians and nearby residents perceived a noticeable decrease in vehicle speeds within the project area. This perception is particularly important at pedestrian crossing locations, where even small reductions in vehicle speeds can improve pedestrian comfort and safety.

According to the Wisconsin Department of Transportation (WisDOT) Traffic Engineering, Operations and Safety (TEOpS) Manual, speed limits that are within 5 mph of the measured 85th percentile speed generally promote greater safety and voluntary driver compliance. The posted speed limit on Pennsylvania Avenue is 25 mph. Prior to implementation, the 85th percentile speed was 31.5 mph, or 6.5 mph above the posted limit. During implementation, the 85th percentile speed decreased to 30.7 mph, narrowing the difference to 5.7 mph.

These findings suggest that the traffic-calming demonstration moved operating speeds closer to the desired speed environment. Permanent curb extensions and related traffic-calming measures along Pennsylvania Avenue may further reduce operating speeds and improve consistency with the posted speed limit, enhancing safety for all roadway users.

Yielding Study – Wilson Avenue

A yielding study was conducted on Wilson Avenue at the S. 15th Street crosswalks to evaluate the impact of the demonstration project on vehicle yielding behavior and pedestrian safety. A video camera was installed at the intersection and collected data over a continuous 24-hour period. Analysis focused on school drop-off and pick-up periods, as these times generated the highest and most consistent levels of pedestrian activity throughout the day.

Baseline yielding data were collected prior to implementation of the demonstration project on September 25, 2025. These observations established existing conditions and provided a benchmark for evaluating the effectiveness of the temporary traffic-calming measures.

To assess conditions during the demonstration period, a two-week adjustment period was provided to allow motorists and pedestrians time to become familiar with the modified roadway configuration. Follow-up data were collected during the third week of the demonstration on May 20, 2026.

A yielding study examines interactions between pedestrians and drivers at a marked crosswalk. Data collection begins when a pedestrian arrives at the curb ramp and intends to cross the street. Information is then recorded regarding pedestrian behavior, vehicle behavior, and the yielding actions of approaching drivers.

The following metrics were recorded during the study:

Pedestrian Location	The direction from which the pedestrian approached the intersection (northbound or southbound) and the crosswalk used (east or west crosswalk).
Pedestrian Behavior	The location where the pedestrian waited before crossing, including: • No stopping prior to crossing • Stopping on the curb ramp • Stopping in the roadway
Vehicle Location	The direction from which the vehicle approached the intersection (eastbound or westbound).

Type of Yielding	The way a vehicle responded to a waiting pedestrian, categorized as no yield, soft yield, or hard yield.

Types of Yielding – Explained

For each pedestrian crossing event, the number of approaching vehicles and their yielding behavior were recorded. Yielding actions were classified into three categories:

No Yield

A vehicle was categorized as a no yield when the driver had sufficient opportunity to recognize the waiting pedestrian but chose not to stop and allow the crossing. Cases where a pedestrian and vehicle arrived simultaneously were not included in the analysis because the driver did not have adequate time to react. Vehicles that slowed but continued rolling through the crosswalk area without coming to a complete stop were also classified as no yield.

Soft Yield

A soft yield represents the desired driver response. In this scenario, the driver recognizes the pedestrian in advance of the crosswalk and gradually slows to a complete stop at a safe distance from the crossing location, allowing the pedestrian to cross comfortably.

Hard Yield

A hard yield occurs when a driver reacts late to the presence of a pedestrian and applies abrupt braking near the crosswalk. This behavior is typically identifiable by a rapid deceleration that causes the vehicle to noticeably lurch forward upon stopping. While the driver ultimately yields, the delayed reaction creates a less comfortable and potentially less safe interaction.

Yielding Data Results – Before Implementation

A summary of the yielding data collected on Wilson Avenue prior to implementation is presented below.

	AM - Drop Off		PM - Pick Up		
	Eastbound	**Westbound**	**Eastbound**	**Westbound**	**Total**
Total # Of Pedestrians	112		124		236
Total # Of Vehicles	57		44		101
% Yield	83%	47%	59%	67%	

% Hard Yield	9%	50%	21%	25%	
% Ped Stop on Street	19%		29%		

Yielding Data Results – During Implementation

A summary of the yielding data collected during implementation of the demonstration project is presented below.

	AM - Drop Off		**PM - Pick Up**		
	Eastbound	**Westbound**	**Eastbound**	**Westbound**	**Total**
Total # Of Pedestrians	81		97		178
Total # Of Vehicles	45		40		85
% Yield	86%	81%	89%	68%	
% Hard Yield	0%	13%	6%	5%	
% Ped Stop on Street	2%		9%		

Yielding Data Results – Comparison

A comparison of the before and during implementation results is summarized below.

	AM - Drop Off		**PM - Pick Up**	
	Eastbound	**Westbound**	**Eastbound**	**Westbound**
% Yield	+3%	+34%	+30%	+1%
% Hard Yield	-9%	-37%	-15%	-20%
% Ped Stop on Street	-17%		-20%	

Yielding Data Results – Discussion

The demonstration project resulted in substantial improvements in vehicle yielding behavior and pedestrian safety at the S. 15th Street crossing. Yielding rates increased across all study periods, with the most notable improvements occurring during the westbound morning drop-off period and the eastbound afternoon pick-up period. Yielding compliance increased by 34% and 30%, respectively, during these time periods.

Significant improvements were also observed in driver yielding quality. The frequency of hard yields decreased in every study period, indicating that drivers were recognizing pedestrians earlier and making more controlled stops. The largest reduction occurred during the westbound morning drop-off period, where hard yields decreased by 37%. During the eastbound morning drop-off period, hard yields were eliminated entirely, decreasing from 9% before implementation to 0% during implementation.

Pedestrian behavior also improved following installation of the demonstration project. The percentage of pedestrians stepping into the roadway before deciding whether to cross decreased substantially, with reductions of 17% and 20% at the respective crossing locations. This indicates that pedestrians felt more comfortable making crossing decisions from protected locations outside of the travel lane.

While reduced vehicle speeds likely contributed to these improvements, the greatest benefit appears to have resulted from enhanced sight distance and visibility. The curb extension demonstration effectively removed parking immediately adjacent to the crosswalks, creating a clearer line of sight between drivers and pedestrians. As a result, motorists were able to identify waiting pedestrians sooner, and pedestrians could more easily assess approaching traffic without entering the roadway.

As illustrated in the figures below, the demonstration project significantly improved visibility at the crosswalks. These visibility enhancements likely played a major role in the observed increases in yielding compliance, reductions in abrupt braking behavior, and improvements in pedestrian decision-making. Overall, the results indicate that the demonstration project successfully improved pedestrian safety and created a more comfortable crossing environment for all users.



Before Implementation



During Implementation

Qualitative Data (Public Perception)

Public perception and feedback on the demonstration projects were gathered through on-line surveys and comment forms. The link to the surveys were shared through yard signs located at each demonstration project site and through the City's and School district's social media.

Pennsylvania Ave

Pennsylvania Avenue received 16 total responses. 73% of responses were positive, 27% negative, and one response was neither positive nor negative. While opinions varied, most comments focused on the positive impacts of improved pedestrian visibility, reduced vehicle speeds, and safer crossing conditions. The primary concerns centered on temporary installation methods and operational challenges for larger vehicles rather than the overall goal of improving safety. Many respondents suggested that a permanent design should retain the pedestrian safety benefits while refining dimensions, signage, and accommodations for larger vehicles.

Wilson Avenue

Wilson Ave received 107 total responses. In total, 64% of responses would like to see the demonstration become permanent, 19% did not want the demonstration to be permanent, and 18% had no opinion or were not sure.

Feedback from respondents who regularly used the crossings, including parents, students, pedestrians, nearby residents, school staff, and other members of the school community, was overwhelmingly positive. Many respondents reported that the curb extension treatments improved visibility between pedestrians and motorists, reduced vehicle speeds, and created a safer and more comfortable crossing environment. Several comments noted that the project successfully addressed longstanding concerns about parked vehicles obstructing sight lines at the crosswalks, allowing both pedestrians and drivers to better see one another before entering the crossing area.

Comments expressing concerns were generally focused on the temporary nature of the installation rather than the safety objectives of the project itself. Common themes included the appearance and maintenance of the traffic cones, perceived driver confusion, and the impact of the narrow roadway on larger vehicles and bicyclists. In some cases, negative feedback appeared to be based on photographs or social media discussions rather than direct experience using the crossings during the demonstration period.

Taken together, the public feedback, field observations, and quantitative evaluation results indicate strong support for the safety goals of the demonstration project. Many respondents favored pursuing permanent improvements while recommending refinements

to the final design to better accommodate bicyclists, larger vehicles, and maintenance operations. Based on these findings, the Steering Committee recommended installing flexible delineator posts at the Wilson Avenue curb extension locations prior to the start of the next school year. The delineators would provide a more durable and clearly defined treatment while preserving the visibility and pedestrian safety benefits observed during the demonstration period, allowing the City to continue evaluating the improvements before considering permanent construction.

2

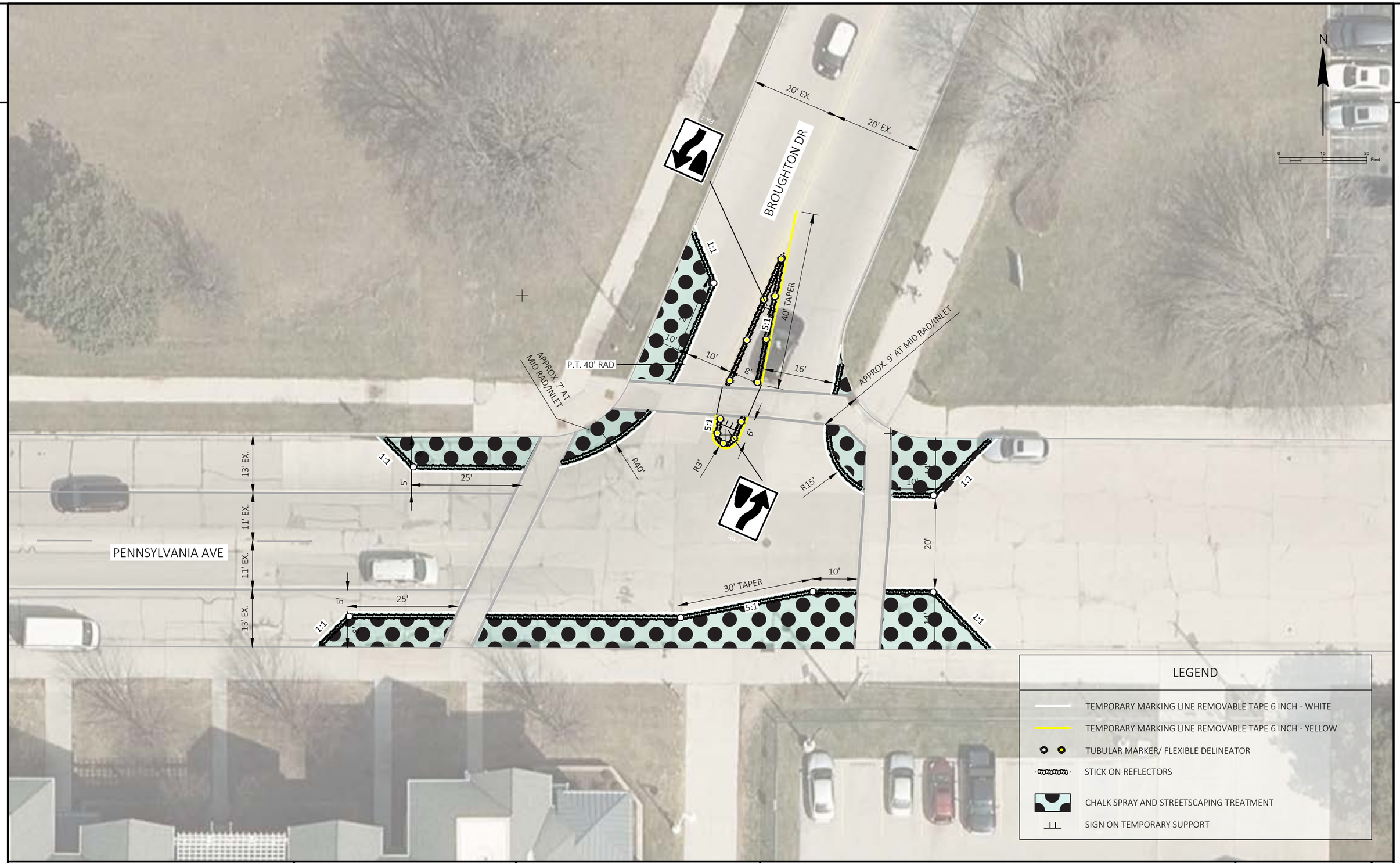


PROJECT NO: XXXX-XX-XX	HWY: PENNSYLVANIA AVE	COUNTY: SHEBOYGAN	SHEBOYGAN SS4A DEMONSTRATION PROJECTS - PENNSYLVANIA AVE & 4TH ST	SHEET	E

FILE NAME : H:\80000\00MSN.00264.00_S_SHEBOYGAN SS4A\PRODUCTION\CADD\00MSN.00264_PENNSYLVANIA_DEMONSTRATION_PLAN.DWG
LAYOUT NAME - 4TH

PLOT DATE : 4/3/2026 2:10 PM PLOT BY : BEN ONTL PLOT NAME : PLOT SCALE : 1 IN:20 FT

2



PROJECT NO: XXXX-XX-XX	HWY: PENNSYLVANIA AVE	COUNTY: SHEBOYGAN	SHEBOYGAN SS4A DEMONSTRATION PROJECTS - PENNSYLVANIA AVE & BROUGHTON AVE	SHEET	E

FILE NAME : H:\80000\00MSN.00264.00_S_SHEBOYGAN SS4A\PRODUCTION\CADD\00MSN.00264_PENNSYLVANIA_DEMONSTRATION_PLAN.DWG
LAYOUT NAME - BROUGHTON

PLOT DATE : 4/3/2026 2:10 PM PLOT BY : BEN ONTL PLOT NAME : PLOT SCALE : 1 IN:20 FT

2

2

N

S 15TH STREET

WILSON AVE

20'

20'

1:1

15'

1:1

30'

32'

1:1

40'

50'

LEGEND

TEMPORARY MARKING LINE REMOVABLE TAPE 6 INCH - WHITE

TUBULAR MARKER / FLEXIBLE DELINEATOR

AESTHETIC PAVEMENT SURFACE TREATMENT - PAINT

PROJECT NO: 09511024	HWY: WILSON AVE	COUNTY: SHEBOYGAN	SHEBOYGAN SS4A DEMONSTRATION PROJECTS - WILSON AVE & S 15TH	SHEET	E

FILE NAME : G:\09\09511\09511024\CADD\C3D\SHEBOYGAN SS4A - WILSON AVE CROSSWALK DEMONSTRATION.DWG
LAYOUT NAME - S 15TH STREET

PLOT DATE : 4/14/2026 4:10 PM PLOT BY : KENDYLL CHIGI PLOT NAME : PLOT SCALE : 1 IN:20 FT

WISDOT/CADDS SHEET 42

2

2

N

WEDEMYER ST

WILSON AVE

20'

20'

30'

30'

30'

30'

1:1

1:1

1:1

1:1

LEGEND

TEMPORARY MARKING LINE REMOVABLE TAPE 6 INCH - WHITE

TUBULAR MARKER / FLEXIBLE DELINEATOR

AESTHETIC PAVEMENT SURFACE TREATMENT - PAINT

PROJECT NO: 09511024	HWY: WILSON AVE	COUNTY: SHEBOYGAN	SHEBOYGAN SS4A DEMONSTRATION PROJECTS - WILSON AVE & WEDEMYER ST	SHEET	E

FILE NAME : G:\09\09511\09511024\CADD\C3D\SHEBOYGAN SS4A - WILSON AVE CROSSWALK DEMONSTRATION.DWG
LAYOUT NAME - WEDEMYER STREET

PLOT DATE : 4/14/2026 4:11 PM PLOT BY : KENDYLL CHIGI PLOT NAME : PLOT SCALE : 1 IN:20 FT

WISDOT/CADDS SHEET 42

APPENDIX G: ADDITIONAL PROJECT LISTS

Additional Intersection Projects

Project ID	HIN Score	HIN Rank	Location	Plan Reference
116	4	Top 15%	Georgia Ave and S 11th St	
7	3.889	Top 15%	N Taylor Dr and Erie Ave	Sheboygan County Bike and Ped Plan - 2015, Sheboygan CORP - 2023
24	3.778	Top 15%	Clara Ave and S 8th St	Sheboygan County Bike and Ped Plan - 2015
67	3.556	Top 15%	S 12th St and CTH EE/Weeden Creek Rd	Sheboygan County Bike and Ped Plan - 2015
9	3.361	Top 15%	Wilgus Ave and N Taylor Dr	Sheboygan County Bike and Ped Plan - 2015
81	2.889	Top 20%	River Park Rd and New Jersey Ave	Sheboygan MPO Bike and Ped Master Plan - 2025
123	1.797	Top 25%	N 3rd St and Clement Ave	Sheboygan MPO Bike and Ped Master Plan - 2025
104	1.778	Top 25%	Niagara Ave and N 7th St	Sheboygan County Bike and Ped Plan - 2015
114	1.667	Top 30%	Geele Ave and N 29th St	
45	1.333		Pennsylvania Ave and N 7th St	Sheboygan MPO Bike and Ped Master Plan - 2025
44	1.233		Pennsylvania Ave and N 6th St	Sheboygan MPO Bike and Ped Master Plan - 2025
87	1		S 7th St and High Ave/Lakeshore Dr	Sheboygan MPO Bike and Ped Master Plan - 2025
10	0.937		Erie Ave and Kohler Memorial Dr (STH 23)	Sheboygan MPO Bike and Ped Master Plan - 2025
47	0		Pennsylvania Ave and Broughton Dr	Sheboygan MPO Bike and Ped Master Plan - 2025
120	0		Pennsylvania Ave and N 4th St	
122	0		N 3rd St and Clifton Ave	Sheboygan MPO Bike and Ped Master Plan - 2025
94	0		Lakeshore Drive and RR Crossing (near WWTF)	Sheboygan County Bike and Ped Plan - 2015

Additional Corridor Projects

Project ID	HIN Rank	HIN Score	Location	Plan Reference
51	Top 15%	4	Erie Ave: N 18th St to N Taylor Dr	Bay Lake RPC Area Transportation Plan - 2023
66	Top 15%	4	CTH EE/Weeden Creek Rd: S Taylor Dr to S Business Dr	Bay Lake RPC Area Transportation Plan - 2023
90	Top 15%	4	N 25th St: North Ave to Superior Ave	Bay Lake RPC Area Transportation Plan - 2023
34	Top 15%	3.979	N 13th St: Geele Ave to Superior Ave	
58	Top 15%	3.667	CTH OK/S Business Dr: CTH EE/Weeden Creek Rd to Riverdale Ave	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay Lake RPC Area Transportation Plan - 2023
83	Top 15%	3.577	Washington Ave: S Business Dr to Lakeshore Dr	Sheboygan MPO Bike and Ped Master Plan - 2025
100	Top 15%	3.56	Humboldt Ave: S 20th St to S 15th St	
79	Top 15%	3.333	N 10th St: Superior Ave to North Ave	Bay Lake RPC Area Transportation Plan - 2023
97	Top 15%	3.333	Kentucky Ave: S 14th St to S 9th St	
78	Top 25%	2.676	S 12th St: CTH EE/Weeden Creek Rd to Camelot Blvd	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay Lake RPC Area Transportation Plan - 2023
52	Top 20%	2.667	Erie Ave: Old Plank Road Trail to N Taylor Dr	Sheboygan MPO Bike and Ped Master Plan - 2025
64	Top 20%	2.667	Union Ave: S Taylor Dr to S 26th St	Sheboygan MPO Bike and Ped Master Plan - 2025
82	Top 20%	2.667	New Jersey Ave: S Taylor Dr to S 17th St	Sheboygan MPO TIP 2025-2028

15	Top 25%	1.797	N 3rd St: Broughton Dr to North Ave	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay Lake RPC Area Transportation Plan - 2023
91		1.233	Riverfront Dr: S 8th St to Pennsylvania Ave	Bay Lake RPC Area Transportation Plan - 2023
65			CTH EE/Weeden Creek Rd: S 8th St to Lakeshore Dr	Sheboygan MPO Bike and Ped Master Plan - 2025
77			S 18th St: Weeden Creek Rd to existing sidewalk at Alliant Energy Trail	Sheboygan MPO Bike and Ped Master Plan - 2025; Bay Lake RPC Area Transportation Plan - 2023
88			Eisner Ave: N 10th St to Lakeshore Rd	Sheboygan MPO Bike and Ped Master Plan - 2025

School High Injury Network Rankings

School Name	Type	HIN Score	HIN Rank
Sheboygan Leadership Academy	Public Charter	16.856	Top 5%
Sheridan Elementary School	Public	14.248	Top 5%
RCS Empowers	Private	10.222	Top 5%
Longfellow Elementary School	Public	9.778	Top 5%
North High School	Public	6.444	Top 10%
Urban Middle School	Public	6.444	Top 10%
Cooper Elementary School	Public	5.333	Top 10%
Saint Elizabeth Ann Seton Catholic School	Private	5.333	Top 10%
Jackson Elementary School	Public	4.889	Top 10%
Jefferson Elementary School	Public	4.869	Top 10%
Bethlehem Lutheran School	Private	4.222	Top 15%
Grant Elementary School	Public	4.111	Top 15%
St Paul Lutheran School and Pre-School	Private	4	Top 15%
Sheboygan Area Lutheran High School	Private	4	Top 15%
Trinity Lutheran School	Private	3.639	Top 15%
Immanuel Evangelical School	Private	3.111	Top 15%
Early Learning Center	Public	2.444	Top 20%
Central High School	Public	2.372	Top 20%
Etude High School and Middle School	Public Charter	2.372	Top 20%
George D. Warriner High School and Middle School	Public Charter	2.372	Top 20%
Horace Mann Middle School	Public	2.338	Top 20%
Farnsworth Middle School	Public	2.222	Top 25%
South High School	Public	2	Top 25%
Sheboygan County Head Start	Private	1.778	Top 30%
Wilson Elementary School	Public	1.566	Top 30%
Christ Child Academy	Private	1.556	Top 30%
Sheboygan Christian School	Private	1.117	
James Madison Elementary School	Public	1.071	
Etude Elementary School	Public Charter	0	
Pigeon River Elementary School	Public	0	